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Living Cities: The Integration Initiative in Cleveland, Ohio- Greater University Circle Community Wealth Building Initiative: Evaluation Executive Summary Year 2

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**LIVING CITIES: THE
INTEGRATION
INITIATIVE IN
CLEVELAND, OHIO**

**GREATER UNIVERSITY
CIRCLE COMMUNITY
WEALTH BUILDING
INITIATIVE**

**EVALUATION EXECUTIVE
SUMMARY YEAR 2**

May 2013

EXECUTIVE SUMMARY

This summary combines findings from three separate evaluation reports prepared for the Cleveland Foundation and Living Cities on the Greater University Circle Community Wealth Building Initiative, which is a part of The Integration Initiative (TII) of Living Cities. These reports cover 2012 the second year of the three-year initiative.

The first report, the *Formative Report*, tells the story of what happened during 2012 focusing on the strategies, process, achievements, and challenges. The second report, *Program and Projects Outcomes*, describes the progress made by the TII's major programs and projects. It provides outcome data on anchors' procurement and employment, Evergreen cooperatives, Greater Circle Living, NewBridge, and community engagement. The third report, *Systems Change*, focuses on the interim and enduring system changes that occurred in Cleveland in the second year as a result of the TII.

The TII has four goals: Buy Local, Hire Local, Live Local, and Connect Residents. The reports are organized around these goals. Underlying the work toward the goals are three cross-cutting capacity building efforts: 1) the Civic Infrastructure (the table), 2) increasing the City of Cleveland's Economic Development Capacity, and 3) increasing the capacity of Cleveland's Community Development Finance system.

The three reports and the executive summary are organized by the cross-cutting capacity building efforts and the four goals.

CROSS-CUTTING CAPACITY BUILDING EFFORTS

The Role of Civic Infrastructure through a Nested Set of Tables

The Economic Inclusion Management Committee (EIMC) is at the center of TII's work and its leaders are responsible for the strategic direction and success of the TII projects. The EIMC is nested within the Greater University Circle Initiative (GUCI), established in 2005 and chaired by the president and Chief Executive Officer of the Cleveland Foundation, Ronn Richard. Another nested table is the Health Tech Corridor (HTC) Advisory Committee, which coordinates the business attraction strategy of the HTC. Many of the same organizations are represented at all of the aforementioned tables.

The creation of EIMC has been instrumental in cementing the collaboration among the second level of leaders within the anchors and other organizations. The EIMC meetings result in sharing information, disseminating new ideas, and idea adoption. During the second year, two challenges surfaced as the TII evolved and the management committee grew: (1) how best to keep the original high-level anchor and public sector members active and involved, and (2), how best to keep the work moving forward. As a way to address both of these challenges, three working sub-committees were created and organized according to the TII goals: Buy Local, Hire Local, and Live Local (including Connect Residents). Each subcommittee includes EIMC members as well as others with relevant experience. An executive committee was established as well; it includes the anchors, city of Cleveland, the Cleveland Foundation, BioEnterprise, MidTown, and Neighborhood Progress, Inc. The subcommittees will become fully operational in 2013 and are expected to result in greater committee input to the work plan and to keep the work moving forward.

Clear evidence of interim outcome changes include: 1) EIMC has strengthened existing relationships, forged new partnerships, and created a common language, and 2) EIMC has become a place where new initiatives and ideas are freely shared generating breakthrough ideas and replication.

Increased Capacity of Cleveland's Community Development Finance

Living Cities and TII have integrated community development finance into the broader civic infrastructure and improved the way that capital is deployed in Cleveland. Having National Development Council (NDC) play a major role in the region has improved the capacity of community development finance in the county and city. In addition to financing, NDC staff members provide training for city, foundation, and partner organization staff, as well as technical assistance to small businesses. Moreover, NDC manages the Evergreen Development Fund and is involved in the Evergreen Cooperatives Corporation (ECC) and the individual Evergreen Cooperatives. They have also created a mechanism for cross-referrals with the Economic and Community Development Institute (ECDI)—a \$4.4 million micro lender with a satellite location in the HTC.

In late 2012, ECDI received TII funding to provide capital, training, and technical assistance to help start and/or expand small businesses in the GUC neighborhoods. ECDI also received funding from the Cleveland Foundation, the City of Cleveland, Cuyahoga County, and local banks showing community support to increase local capacity of micro lending. TII funds are being utilized to cover the Loan Loss Reserve dollars and a dedicated GUC relationship manager. By the end of 2012, ECDI had four GUC-based companies in the pipeline for funding. In another related effort, ECDI secured a \$786,000 grant through the U.S. Department of Health and Human Services to support healthy food initiatives in the GUC area— half of which is to be used to purchase equipment and as working capital and a line of credit for Green City Growers and the remainder for other healthy food projects and technical assistance in the GUC area.

Interim outcome changes associated with community development finance are: 1) TII expanded the role of NDC in Cleveland and strengthened its relationships with the anchors, developers, and the Cleveland Foundation, and 2) microfinancing is now available to businesses in Greater University Circle and throughout Cuyahoga County.

Increasing the City of Cleveland's Development Cluster Capacity

The city of Cleveland plays a leadership role on the EIMC and has been a key partner in the real estate development of the Health Tech Corridor (HTC). In the past five years, the city of Cleveland invested over \$77 million in the HTC, \$62.6 million since the inception of TII in Cleveland. Additionally, the Department of Economic Development was able to bring on one of three Strong Cities, Strong Communities (SC2) fellows to work on a new citywide business attraction web portal and marketing strategy that could also support the work in the HTC.

Interim outcome changes related to the city's economic development capacity are: 1) The city of Cleveland has developed strong and expanding relationships with the anchors, BioEnterprise, and philanthropy, 2) TII has enabled the city of Cleveland to increase its capacity to deal with complex projects by funding a key position for special projects in the Department of Economic Development, and 3) The city's Department of Economic Development has begun planning for a new website and a business web portal. The fact that the city is implementing a new electronic permitting system – as a

result of the work of two TII-funded interns who have now been hired as permanent employees – can serve as an evidence of enduring outcome change.

BUY LOCAL

In 2012, the TII worked with the anchors: Case Western Reserve University, the Cleveland Clinic, and University Hospitals to systematically increase the share of local goods and services purchased by these anchors and others to encourage local business growth and job creation. Five strategies were pursued to reach this goal:

- 1) Explore the possibilities of creating a common database of vendors to be used by all anchors,
- 2) Increase opportunities for Cleveland businesses, including small, minority-owned and female-owned businesses through increasing the local share of anchor procurement (allocated \$100,000 to BioEnterprise, \$50,000 utilized thus far),
- 3) Build the local biomedical hub with incubator and post-incubator start-ups along the Health Tech Corridor (\$50,000 for marketing to BioEnterprise),
- 4) Support the work of a new micro-financing organization to hire a staff person to conduct outreach and support loan originations in the GUC area (\$50,000 to ECDI), and
- 5) Continue to work with the Evergreen Cooperatives.

In 2011, the three anchors spent almost \$2.9 billion on goods and services, 14% of which was spent in the City of Cleveland and 27% in Cuyahoga County. In 2012, the combined goods and services purchased by the anchors was \$2.6 billion, 15% of which was spent in the City and 28% in the County. Overall anchor procurement decreased by 9% between 2011 and 2012 and as a result their purchases from vendors in the City and County declined as well. Anchor procurement in Cleveland decreased by 1% and by 7% in Cuyahoga County.¹ Additionally, the city of Cleveland spent \$93.5 million on local procurement in a 5-county region for goods and services or a 15-county region for food in 2012.

The Health Tech Corridor (HTC) has become a prime location for biomedical, healthcare, and technology companies looking to take advantage of the close proximity to four world-class healthcare institutions, three academic centers, more than 130 high-tech companies, and eight business incubators which currently offer 447,000 square feet of space for businesses. As of November 2012, 25 pharmaceutical companies, 55 medical device companies, 6 healthcare technology companies, 35 non-healthcare technology companies, 7 venture capital firms, as well as other businesses not related to the mission of HTC were located along the corridor showing a 31% increase in the number of companies since September 2011. Another sign of success is an increase in the HTC property values from \$2.4 billion in 2001 to \$2.9 billion in 2006 and \$4.3 billion in 2012. The large increase in property values during the 2006-2012 time period, which includes the great recession and falling property values, is a testimony to the success of the increased investments in the HTC by the City of Cleveland and others.

The city of Cleveland has made major investments in the HTC by rehabilitating buildings, conducting brownfield assessment and environmental remediation, starting up new construction, assisting tenants,

¹ The percentages of local procurement underestimate the impact of the anchors on the local economy. The location of vendors or suppliers is identified by the location of the companies' headquarters. However, in some services, the supplier is a national company which is located outside Ohio, but local labor is employed to provide the direct services. Examples include food services, security, and parking. The employment created by these companies is excluded from the estimates of "buy local" and "hire local."

and initiating general beautification efforts. The investment that the city of Cleveland has made over the past 5 years in the corridor totals over \$77.1 million; \$62.6 million since the inception of TII in Cleveland. Financing of real estate projects is accomplished on a project-by-project basis with funding coming from a variety of public, philanthropic, and private sources.

A closely related strategy for local procurement in the GUC is to continue to develop and strengthen the Evergreen Cooperatives and the Evergreen Cooperative Corporation (ECC). Although the TII funding for Evergreen was discontinued in 2012, The Cleveland Foundation, the anchors, and other funders reinforced their financial and leadership commitment to Evergreen through the GUCI leadership and it remains a key part of the buy local goal. Currently, the ECC oversees and supports the work of three individual cooperatives: 1) Evergreen Cooperative Laundry with 27 employee-owners and \$933,290 of revenues in 2011, 2) Evergreen Energy Solutions (E2S) with 13 employee-owners and \$186,283 of revenues in 2011, and 3) Green City Growers Cooperative—the newest amongst the three with a goal of hiring 20 to 25 workers and becoming profitable with a sustainable business model. Despite the fact that the laundry and E2S operated at a loss in 2011 and continue to face challenges in financing their growth, they are expected to achieve profitability and continue to invest in their employee-owners. A total of \$27 million has been invested in the existing and potential cooperatives by governmental, nonprofit, and private entities so far.

To increase local purchasing by the three anchors (and possibly other large businesses and government agencies) several systems need to be affected: local procurement policies and practices within individual anchors and across the anchors, small business development to support demand from anchors and others, civic infrastructure, commercial real estate market in the city of Cleveland to accommodate growth of existing and new local suppliers, community development finance in Cleveland, and government of the city of Cleveland (especially the Department of Economic Development and the city's business permitting process in the Department of Building and Housing).

There is evidence of both interim and enduring system change outcomes that are associated with the strategies being implemented towards achieving the "Buy Local" goal. These outcomes suggest that boundaries are expanding, relationships among the stakeholders working on "Buy Local" are strengthening, and their perspectives have shifted towards more inclusion and equity for low-income people. The observed outcomes may be weakened or reinforced over the next few years.

Interim outcome changes associated with the "Buy Local" goal are: 1) anchors are participating in joint discussions regarding this goal and the development of a common database of local vendors, 2) geographic boundaries of HTC and Greater University Circle have been combined, 3) a more holistic view of the potential of the HTC beyond attraction of bio-med companies has emerged, 4) MidTown, the City of Cleveland, and the two anchor hospital systems are now meeting regularly and coordinating around the redevelopment of HTC, and 5) There is increased developer activity in the corridor and the relationships with the developers who are active in the corridor have improved.

In terms of *enduring outcome changes*, the following were observed: 1) the anchors have changed their internal thinking and behavior in regard to local procurement and have made actual changes in some of their purchasing guidelines and policies including the new procurement policy at UH that requires that all RFPs issued for purchases over \$20,000 be sent to at least one local vendor, 2) HTC has become a part of the regional attraction strategy, and it is now seen as a competitive location for high-tech companies and other supply chain businesses which allows the mayor to spend more of the city's resources in this part of Cleveland, 3) the local press is covering the developments in the HTC as "hot

news”, and 4) Evergreen Cooperative Corporation has been established as a not for profit holding organization of the Evergreen Cooperatives.

HIRE LOCAL

One primary goal of TII is to overcome the historic disconnect between the low-income residents of the GUC neighborhoods and the largest employers in the city and the region. The major effort in this regard is to build a neighborhood workforce pipeline by working with successful workforce initiatives that prepare low-income residents for employment with opportunities for advancement. A secondary activity is to support the city and county Workforce Investment Boards and strengthen the workforce development system capacity through the implementation of new strategies on alignment (SWAG). In year 2, Living Cities’ funds (\$95,000 total) were used to support the following workforce efforts:

- 1) A small grant to understand the workforce system from the point of view of NewBridge applicants, especially those that did not pass the admission test (\$25,000). New Bridge is a small-scale, highly focused and intensive workforce development model, in which the job training programs are developed based on the hiring needs of the anchor employers.
- 2) Support for Towards Employment and University Hospitals’ Career Pathways Program (\$50,000), to connect GUC residents to jobs with a career pathway in anchor institutions.
- 3) Support for the Strategic Workforce Alignment Group’s (SWAG) plan (shared with the community in March 2013). The SWAG planning activities were led by the Workforce Investment Board (WIB) (\$10,000).
- 4) A small grant to take a team from Cleveland to meet with leaders of the Cincinnati workforce system (\$10,000).

In addition to these collaborative efforts, the anchors are working independently and with community partners (through connections established at the EIMC) to increase the number of employees living in GUC and the city of Cleveland. Currently, 62,553 people are employed by the three anchor institutions which make them, collectively, a very large employer in Northeast Ohio. Together, the three anchors have 18,082 employees who live in the City of Cleveland and 4,195 employees that live in GUC.²

By working with Neighborhood Connections, Neighborhood Progress, Inc., community based organizations in GUC neighborhoods, Towards Employment, and Employment Connections, the anchors are exploring ways to provide GUC residents greater access and support to the job application pipeline for entry-level jobs. The city of Cleveland recently adopted a community benefit policy and executed a Memorandum of Understanding with workforce training partners aimed at providing a skilled, local workforce and encouraging local hiring to meet the employment demands of the construction industry. The policy sets a goal of 20% local hires as well as goals for minority skilled workers for future construction projects throughout NEO.

Located on the Health Tech Corridor, NewBridge Cleveland Center for Arts and Technology delivers a small-scale, highly focused and intensive workforce development model, in which the job training programs are developed based on the hiring needs of the anchor employers. Currently, two career training paths are offered for adults: pharmacy and phlebotomy technicians. Funding from the

² In some services at the anchors, the supplier is a national company which is located outside Ohio, but local labor is employed to provide the direct services. Examples include food services, security, and parking. The employment created by these companies is excluded from the estimates of “hire local.”

Cleveland Foundation, the GUC anchor partners, KeyBank, and others has made it possible to offer classes at NewBridge at no charge to the participants.

Between January 2011 and July 2012, 47 students enrolled in the phlebotomy program and 34 in the pharmacy technician program. About 45% of the students enrolled in the two programs have graduated, and close to 60% of the graduates have been offered a job. In addition to these successful graduates, TII was also interested in the relatively large pool of adult applicants who took the TABE test but did not score high enough to qualify for the training programs (300 of the 411 test takers), to see if they could be candidates for other workforce programs and jobs in the GUC area. Of those who did not qualify on their first attempt, 143 elected to continue with the refresher classes offered by New Bridge; 60% were from the city of Cleveland and 53% were from one of the seven GUC neighborhoods. This shows a potential pool of interested GUC residents who could be referred to other training programs or job opportunities.

Towards Employment is using the TII funding of \$50,000 to provide support to a new University Hospitals pilot program: Pathways to Patient Care Assistants (PCA), which trains qualified entry-level employees in patient transport, nutrition services, and environmental services and enables them to be promoted up a career ladder to PCA jobs. In a related effort, Towards Employment worked with the anchor institutions and a number of community partners including Neighborhood Connections and Neighborhood Progress, Inc. (NPI) to develop a broad plan to connect neighborhood residents with open positions at the anchors. This planning and assessment phase generated the idea of creating an “ambassador program” to share hiring information with other neighborhood residents, developing mutual aid groups to help people get jobs through existing portals. It also pointed to the need to educate community-based organizations about the requirements of the anchor institutions’ hiring process.

These “Hire Local” programs and strategies are part of the change underway in the workforce development system for entry-level and hard-to-employ individuals. Within the participating anchor institutions, their internal human resource systems will also be affected through revisions to hiring policies and guidelines. *Interim system change outcomes* that are associated with the “Hire Local” goal are: 1) EIMC has facilitated new relationships between workforce development programs, anchors, and Neighborhood Connections, 2) new thinking has been developed among the anchors on the importance of hiring individuals from the surrounding neighborhoods, 3) CWRU has begun conversations on how to reduce barriers for employment of ex-felons, 4) UH elected to lease space in the HTC for 60 new employees working to develop a new program of community based pediatric medical hubs rather than leasing space in a suburban area because of its buy-in into the goals of GUCI and TII, 5) the Cleveland Clinic is working with Fairfax Renaissance Development Corporation to create an employment portal for neighborhood residents, 6) UH is creating career ladders within each of the entry level jobs in nutrition, patient transport, and environmental services, 7) CWRU and UH have developed programs to increase the skills of a select group of entry-level employees, 8) UH and Towards Employment are developing a new program to train UH entry-level employees so they can be promoted to Patient Care Assistant jobs, 9) NewBridge has been successful in training and placing their graduates, 10) NewBridge has improved its application process, expanded curriculum, and is now offering exams for national certifications. It also has increased the probability of job placement at the anchors, and 11) in cooperation with Towards Employment and the Parma City School District, NewBridge incorporates teaching of soft skills in its courses and offers remedial academic refresher classes in English and math.

An evidence of *enduring outcome change* associated with this goal was also found: CWRU has developed and signed a community benefit agreement with the city of Cleveland for its construction project of a new student center with specific goals to hire minority, female, and local residents.

LIVE LOCAL

Attracting and retaining residents in the GUC neighborhoods is the focus of “Live Local” goal. The two-part strategy consists of Greater Circle Living (GCL), and the new Evergreen Housing Program. These programs are not supported by TII funds (although the TII Manager spent his time on revising and re-launching GCL) but are closely aligned with the initiative.

Greater Circle Living is an employer-assisted housing program administered by the Fairfax Renaissance Development Corporation and University Circle, Inc. The program’s goal is to increase the number of anchor employees who live in GUC by improving access to affordable housing in the target neighborhoods, assisting individuals in wealth building and enhancing their quality of life, and reducing commute time and costs. Thus far, the funding for the program totals over \$2.2 million and a total of \$4 million has been committed over five years.

After several years of low activity, the program was revamped in 2012 with fewer restrictions on eligibility, allowing the use of financial assistance for home improvements, and offering greater subsidies. Since the re-launch, there has been increased interest in the program: Five employees have purchased homes, 19 have utilized the rental assistance, and three have used the exterior repair program. Since the program’s inception in 2008 through September of 2012, 105 loans have been originated: Thirty-nine for the purchase or improvement of a new home, fifty-one rental subsidies, and 15 for external home repairs and renovations.

The Evergreen Housing Program (EHP) was created in June 2012 to integrate stable, affordable housing with job retention for employee-owners of the Evergreen Cooperatives. EHP is a 2-year pilot, jointly administered by the Cleveland Housing Network (CHN) and the Evergreen Cooperative Corporation. It is funded by a \$380,000 grant from the Cleveland Foundation and provides affordable, 5 year, interest-free home purchase loans for ECC employees, with monthly payments under \$500. The employees commit to provide sweat equity in rehabilitation efforts of their own house and those of other employee-owners. By the end of 2012, five employees have taken advantage of the program, purchasing homes in GUC neighborhoods.

The systems that are being affected by these programs and strategies are neighborhood resiliency and civic infrastructure. The observed *interim outcome changes* associated with the “Live Local” goal are: 1) the anchors recognized that increasing the quality of life and prosperity in the Greater University Circle neighborhoods and the Health Tech Corridor is critical, 2) all stakeholders agreed on the need to revise the Greater Circle Living program and also agreed upon guidelines for what needs to be changed, and 3) a new housing strategy for Evergreen workers to become homeowners was developed and implemented.

In terms of *enduring outcome changes*: 1) anchors, foundations, the city, and others are investing in real estate development and transportation infrastructure in the Greater University Circle area and with these successful results, they are now moving to investing in Upper Chester, and 2) the Greater Circle

Living program was re-launched in 2012 with better marketing, fewer restrictions, and greater incentives.

CONNECT RESIDENTS

The TII's goal for community engagement is to connect residents from different neighborhoods and backgrounds with each other and with the anchor institutions to strengthen the resiliency of residents and the neighborhoods in which they live. The TII works closely with Neighborhood Connections (NC) to better connect residents. NC was established by the Cleveland Foundation in 2003 to empower Cleveland residents city-wide and to encourage them to become more engaged with each other and with the city around them. TII funds NC to empower residents and engage the community in all of the GUC neighborhoods. NC also works with the TII partners to bridge the long-standing divide between the anchor institutions and GUC neighborhood residents.

Recognizing the importance of overcoming deeply rooted poverty, and a persistent disconnection from the University Circle institutions, the TII investment in NC (including Neighborhood Voice) over 2 years represents the largest sustained share of TII funding (\$415,000). In 2012, a decision was made to balance the broad-based approach of working across all of the GUCI neighborhoods with a couple of in-depth organizing projects. These efforts are currently taking place in the Commodore Apartment building in University Circle; Circle North in the Glenville neighborhood; and a public art project, City Repair, which is taking place in the Buckeye-Shaker, Central, Stockyard, Clark-Fulton, and Brooklyn neighborhoods.

Through a process of “build, measure, learn” the following community engagement vehicles (on-ramps) have been used and their effectiveness has been tracked through surveys or focus groups: 1) Community Aspiration Kick Off Party – over 300 residents and representatives from anchor institutions and community-based organizations came together to learn about how they could get more involved in their neighborhoods; 2) Neighbor Circles – residents are trained as facilitators and agree to host other neighbors in their homes to improve neighbor relationships and expand the NC Network; 3) Innovation Teams – the first prototype combined residents, anchor representatives, community activists, and representatives from faith-based and community-based organizations to identify new ways to engage residents; 4) Network Nights – monthly network nights to identify and discuss community issues, facilitate ongoing mutual support and spark collective action.

One of NC's most powerful tools for communication, outreach, and engagement is the Neighborhood Voice, a community newspaper and website serving University Circle and the surrounding neighborhoods of Buckeye-Shaker, Central, Fairfax, Glenville, Hough, Little Italy, and the city of East Cleveland. A grant from TII of \$50,000 helps to pay for the editor/publisher and to underwrite the cost of the paper. The newspaper hopes to become even more directly connected with residents and institutional readers in 2013 through the launch of a multi-platform enabled website. An additional TII grant of \$30,000 plus a \$32,000 grant from the Knight Foundation are being used to develop the responsive web design.

The content analysis of Neighborhood Voice reveals that the newspaper is giving voice to residents and stakeholders in the GUC neighborhoods, and that anchor institutions are generally written about in a positive light. Neighborhood Voice also raises awareness and creates brand identity for GUC and TII primarily through glossy inserts. Comparing the content of Neighborhood Voice in Year 2 with the

content before the affiliation with NC shows that the share of articles written by anchor-affiliated contributing authors increased from under 5% before NC to just shy of 15% in Year 2. The share of articles, announcements, and advertisement related to anchor affiliated community engagement increased as well from 17% before TII to 28% in Year 2.

Interim system change outcomes that are associated with the activities of Neighborhood Connections and their work to connect residents to the Greater University Circle neighborhoods and the anchors are: 1) a new model of community engagement has been funded jointly by TII and the Cleveland Foundation, 2) TII has facilitated reaching out to community stakeholders and residents to persuade them to become involved in the process of envisioning a new and better future for the Greater University Circle area, 3) new relationships are being developed between the anchors and the neighborhoods, 4) Neighborhood Voice has introduced a new communication vehicle connecting residents to residents and residents to the anchors, and 5) anchors have changed their thinking about the importance of connecting to the community. Some early indicators of this new relationship include NC working with UH to help identify locations and community education partners for UH's federal Rainbow Connections Health Hubs grant, a new working relationship with CWRU's Prevention Research Center, working with the Evergreen cooperatives around community issues, and working with NewBridge and Towards Employment on career fairs and pathways to employment for GUC residents. Further, UH and CWRU have designated a point person for their relationship and contact with Neighborhood Connections. It is too early for the program to show the effects of any enduring system changes.