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Living Cities: The Integration Initiative in Cleveland, Ohio- Greater University Circle Community Wealth Building Initiative: A Report of System Changes and Their Outcome Measures Year 2

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College of Urban Affairs

LIVING CITIES: THE INTEGRATION INITIATIVE IN CLEVELAND, OHIO

GREATER UNIVERSITY CIRCLE COMMUNITY WEALTH BUILDING INITIATIVE

A REPORT OF SYSTEM CHANGES AND THEIR OUTCOME MEASURES, YEAR 2

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May 2013

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INTRODUCTION

The implementation of the "Living Cities: The Integration Initiative (TII) in Cleveland" is resulting in systems changes. This report describes and analyzes the system changes identified through stakeholder interviews and observations and data collected by the evaluators. These changes are discussed in the context of the Cleveland TII goals; the systems that are being affected; the general system attributes of boundaries, relationships, and perspectives; and the specific TII system dimensions of issue areas, stakeholder groups, and geography.

The Cleveland TII has four goals: "Buy Local, Hire Local, Live Local, and Connect." Near the end of the first year, these goals were formally adopted in separate actions by members of the governance groups: the Greater University Circle Initiative (GUCI) Leadership group and the Economic Inclusion Management Committee (EIMC). Recently, the overall goal was reframed slightly to focus on the expected outcome: "Jobs, Income, and Ownership Opportunities for Low Income People."

The TII is working at the regional and local levels through a number of different strategies to attain this overall goal. This work is beginning to affect seven systems:

1. Civic infrastructure ("the tables")
2. Local procurement and small business development
3. Workforce development for entry-level and hard-to-employ individuals
4. Commercial real estate market (in Cleveland)
5. Neighborhood resiliency
6. City of Cleveland's government
7. Community development finance

This report will also describe the effect that the TII is having on the internal systems of The Cleveland Clinic, University Hospitals, and Case Western Reserve University. Each of these three participating anchors is considered to be a system because of size and complexity.

This report uses the system change framework outlined and defined in the Mt. Auburn Associates report *The Integration Initiative Midterm Outcome Report*, October 2012.

SYSTEM ATTRIBUTES

Boundaries: Boundaries include everything and everyone that is influencing and influenced by a system. These include groups, organizations, and individuals interacting with the local initiative.

Relationships: Relationships are connections among local actors within and across system levels.

Perspectives: Perspectives describe how different actors think and act within and across systems.

System Dimensions

Issues Areas: Issues areas involve the integration of multiple issues such as economic development, workforce development, education, transportation, and housing.

Stakeholder Groups: Stakeholder Groups create common goals and strategies among philanthropic groups, anchor institutions, community-based organizations, financial institutions, businesses, and state and local policymakers.

Geographic Boundaries: Expanding geographic boundaries from implementation work in specific neighborhoods towards thinking about the city or the region as a whole.

System Change Outcomes

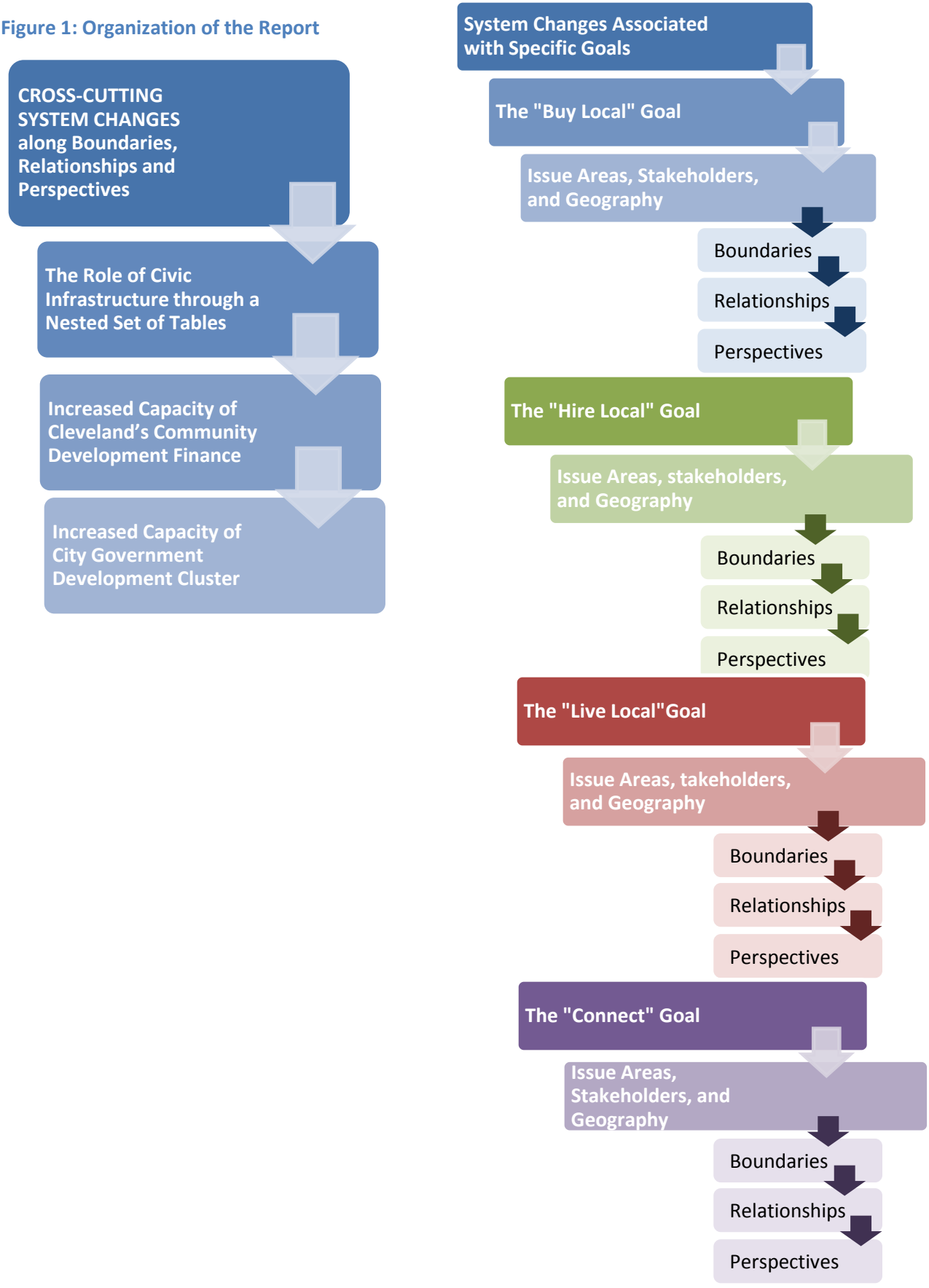
Interim Outcomes: Strategic results following up to specific activity outputs, along a pathway that is leading to enduring system change.

Enduring System Outcomes: Specific changes are institutionalized through changes in policy, embedded within institutional practice, or regulatory reform.

Improved Outcomes for Low-Income Individuals: Direct outcomes of system change are affecting low-income individuals. These are long-term system changes that are not expected to occur within the TII's first three years.

The first section of this report describes findings related to the three cross-cutting components of the TII. It discusses the system changes that have emerged to date as a result of the TII governance group, the Economic Inclusion Management Committee (EIMC); enhanced capacity in community development finance; and the increased city capacity in the area of economic development. The report will then describe the system changes by goal and identify system outcomes using the framework described above. Figure 1 illustrates the organization of this report.

Figure 1: Organization of the Report



CROSS-CUTTING SYSTEM CHANGES

ALONG BOUNDARIES, RELATIONSHIPS, AND PERSPECTIVES

Thinking broadly about the Living Cities initiative, some stakeholders in Cleveland have suggested that participating in the Living Cities TII focuses national attention on Cleveland and holds promise for achieving scale. Those outside the TII cities may learn from the Living Cities experience in Cleveland and the other four sites, and at the same time the sites are learning from each other. What is being learned in these sites is causing people and institutions across the country to think differently about ways to improve the lives of low-income people. The cross-learning on hiring and procurement among out-of-state anchor institutions is continuing. The Cleveland anchors' work on local procurement and the experience of the Evergreen Cooperatives of Cleveland[1] as a new business development model to build wealth in low-income communities and among low-income individuals is already informing other cities. In Cleveland, there are three cross-cutting system changes that are associated with the TII: civic infrastructure, community development finance, and the city of Cleveland government's capacity as it relates to economic development. These system changes create pathways to achieving the overall goal and the four specific goals.

THE ROLE OF CIVIC INFRASTRUCTURE THROUGH A NESTED SET OF TABLES

The establishment of Economic Inclusion Management Committee (EIMC) has strengthened the relationship between the stakeholders, changing the way that stakeholders work together. These relationships began with the Greater University Circle Initiative (GUCI), an unprecedented collaboration of the leaders of the anchors with one another and with the leaders of the Cleveland Foundation, the city, and other partners. With the introduction of TII, the EIMC was created and has been instrumental in cementing the collaboration among the second level of leaders within the anchors and other organizations.

Many of the stakeholders interviewed expressed their appreciation of the value EIMC provides them. They view the EIMC as a productive forum for sharing information, discussing opportunities and challenges, hearing new ideas and keeping the work top-of-mind for all involved. Some stated that participation in EIMC has opened up their thought process with ideas bubbling up from multiple stakeholders. Sharing information is viewed as a great source for new ideas. There are numerous examples of EIMC members learning about an innovation underway at another organization and taking the idea back to their own organization. This is evidence of an *interim outcome* and suggests that EIMC has become a critical vehicle for networking and communications and if it would disappear all the stakeholders will lose. Many even suggested that it helps keep the focus on system change as the EIMC provides a direct way of communicating the partners' commitment to changing the systems and assert which results are important to them.

Moreover, Living Cities and the EIMC have strengthened existing relationships, forged new partnerships, and created new and common language with which to wrestle with challenging issues. New relationships that are examples of *interim outcome changes* are Midtown being introduced to

[1] The Evergreen Cooperatives of Cleveland, Ohio are pioneering innovative models of job creation, wealth building, and sustainability. Evergreen's employee-owned, for-profit companies are based locally and hire locally. Worker-owners at Evergreen earn a living wage and build equity in the firms as owners of the business. (http://evergreencooperatives.com/ as of February 5, 2013

Neighborhood Progress Inc. (NPI) and Neighborhood Connections, with whom they would not have interacted otherwise, and NPI and Neighborhood Connections getting access to the anchors, which would have not happened without EIMC. The anchors have developed stronger relationships among themselves and others, and they are willing to work with each other in an open design session. For the city of Cleveland and the Cleveland Citywide Development Corporation, the EIMC has been crucial on two fronts: networking with the anchors, the foundation, BioEnterprise, and other stakeholders as well as distributing and receiving information.

A challenge related to TII governance began to emerge mid-way through the second year. As the Initiative evolved and broadened its focus, more people were added to the EIMC. This had the potential to dilute the strength of the "table" and to erode relationships. Yet the additional people were needed to represent the expanding ecosystem. To address this challenge, at the end of the second year, the EIMC co-chairs and the manager of the Cleveland TII agreed to form three sub-committees related to the three goals: "Buy Local, Hire Local, and Live Local." The creation of a sub-committee structure is expected to focus the work of the EIMC and to enable them to include additional people with expertise in the specific subjects both from organizations that currently participate in the EIMC as well as new organizations that can augment the sub-committees. An executive subcommittee was established as well; it includes the anchors, City of Cleveland, the Cleveland Foundation, BioEnterprise, MidTown, and Neighborhood Progress Incorporated (the current co-chairs are included as they represent the City and one of the anchors). It is expected that the sub-committees will be helpful in addressing specific topics and allow for progress in specific areas.

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. Bringing National Development Council (NDC) to the region as a major player has improved the capacity of community development finance in the county and city. Although NDC has had a long history in Cleveland, its roles have expanded since TII and its relationships with the anchors, developers, and the Cleveland Foundation have strengthened. These are important *interim system changes*. Even though Living Cities' loan dollars have been deployed in only one TII project during 2012, NDC has been instrumental in structuring several complex and multi-layered financial deals, such as the financing of the Green City Growers Cooperative. NDC is also playing a major role in managing the Evergreen funds and it created a special entity to hold the Living Cities loan funds.

Through NDC, community development finance has become an integral part of the Cleveland ecosystem. In addition to financing, it now provides education and training to small businesses on how to strengthen their balance sheets so they can get access to financing, both from NDC and other financing sources. NDC also provides training and advising to the city, county, and foundation staff involved in business and financial analysis.

Another example of *interim change* is the introduction of micro financing to the region. The lack of micro financing was defined as a gap in Cleveland's financing system for small businesses and TII funding was used to help open a Cleveland office of Economic and Community Development Institute (ECDI), a micro financing organization from Columbus,. ECDI expanded into the Cleveland market, raising $4.4 million for this effort. As part of its Cleveland-focused initiative, ECDI has committed to provide capital, training, and technical assistance in the eight targeted neighborhoods of the Greater University Circle (GUC) area. To achieve this commitment, ECDI has hired a Relationship Manager, whose sole focus is

outreach and support for the GUC area. It should be noted that ECDI has just closed a loan to Green City Growers (located in GUC) for working capital line of credit and term debt for fixed asset purchases. Collaboration is also essential for ECDI success; ECDI is working closely with the Cleveland Neighborhood Development Coalition (CNDC), the local Community Development Centers (CDCs), city Council members, the city of Cleveland, Ohio State University Extension, and the Uptown Business Association to identify existing and startup small businesses. TII funds are being utilized to cover parts of the Relationship Manager and the Loan Loss Reserve dollars under the Small Business Administration (SBA) microloan programs.

Increased Capacity of the City of Cleveland Government Related to Development Cluster

The city of Cleveland has been a key partner in the real estate development of the Health Tech Corridor. As a direct result of its participation in the TII and the Economic Inclusion Management Committee, the city's relationships with the anchors, BioEnterprise, and philanthropy have strengthened and expanded. An indicator of this *interim system change* is the support the city has received from the anchors and others when applying for federal funding that can then be applied to financing projects in the corridor. The director of the city's Department of Economic Development has taken a leadership role as co-chair of the EIMC. She values the contributions that Living Cities and TII made to her operations and is fully engaged in the initiative.

TII funding in its first two years has paid for a key position in the Department of Economic Development to manage special projects and this has enabled the city of Cleveland to increase its capacity to deal with complex projects. The individual hired for this position is also charged with working across different departments within City Hall to create a system more supportive of economic development. This is an important *interim system change outcome*. The Director of Economic Development is taking the opportunity to use TII funds to demonstrate the value of a staff person dedicated to these special projects. It is unknown whether the city will fund the position of special projects to sustain the increased capacity of the department once TII funding has ended. Living Cities also funded two interns for the city's Department of Building and Housing to work on the development of an electronic permitting system. The interns did an outstanding job; they recovered $2.3 million which was tied up in unreconciled escrow accounts since 1983, and saved over $50,000 by implementing a more efficient work flow that prevents redundant work on title searches. As a result, the city recently hired the two interns as full-time employees to implement the new, more efficient electronic permitting system, an *enduring system change outcome*.

More recently, the Cleveland Citywide Development Corporation (CCDC) has secured funding from several sources, including Living Cities, to create a website dedicated to business located in the city, another *interim outcome change*. This project includes three phases: a branding campaign to improve the city's image with local and national business, creation of a website for the Department of Economic Development, and adding business portal capabilities for the site. The CCDC issued an RFP during the fourth quarter of 2012 and interviews were conducted with the finalists. A decision is expected in early 2013. It should be noted that the idea for a business portal came from a presentation at a Living Cities' community learning meeting.

The cross-cutting interim and enduring-system change outcomes described above are summarized in Figures 2 and 3. These outcomes suggest that, across the initiative, there is evidence that boundaries

are expanding, relationships among the major stakeholders are strengthening, and perspectives, especially among the anchor members, have shifted towards more inclusion and equity for low-income people. TII is still too young to result in any long-term system changes. However, it is hoped that some of the interim and enduring changes will result in an improvement in the quality of life and economic opportunities for low-income individuals across the city and region.

More specific system change outcomes associated with the four goals will be discussed in subsequent sections.

Figure 2: Interim Outcome Changes Cutting Across Goals

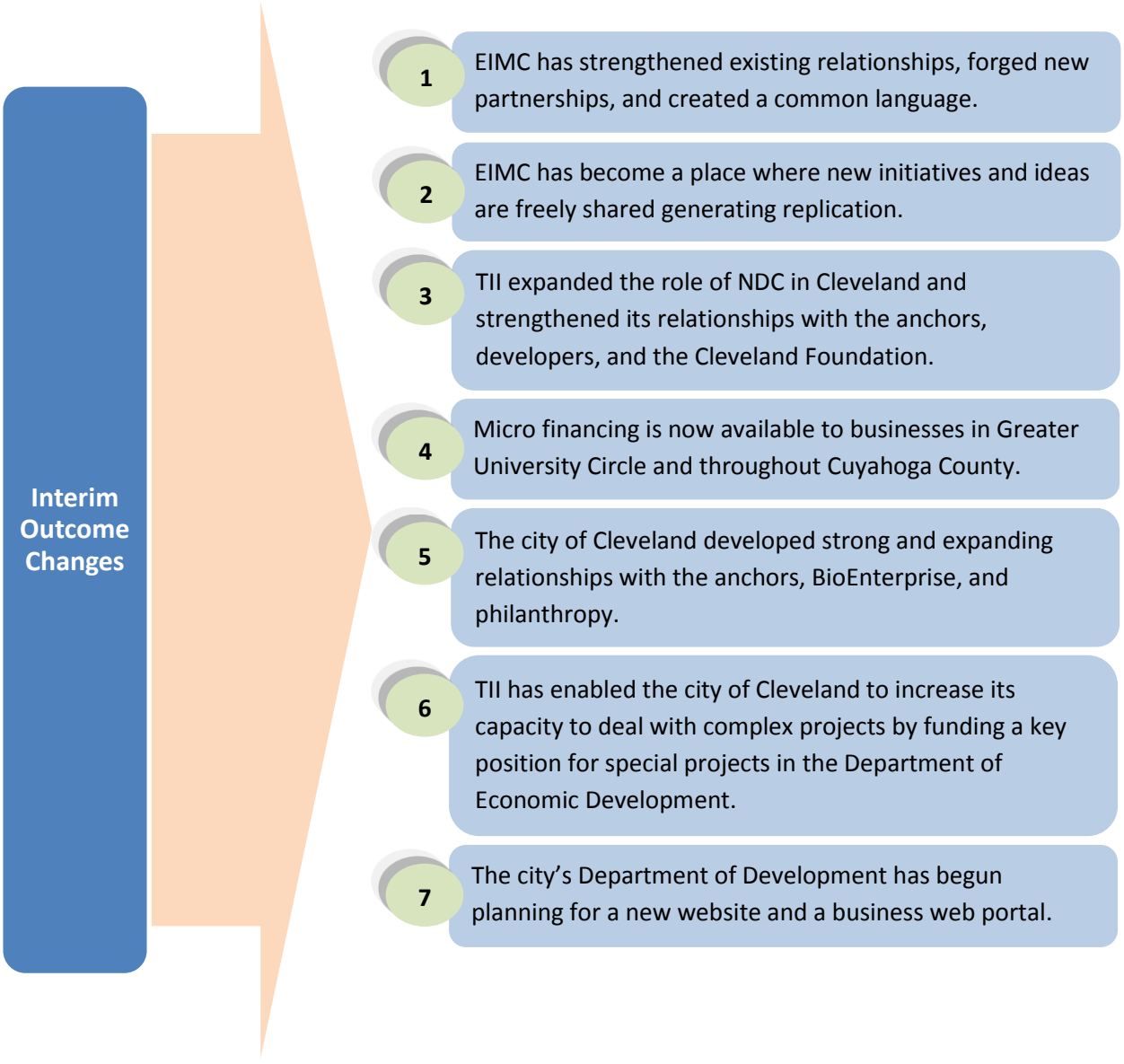
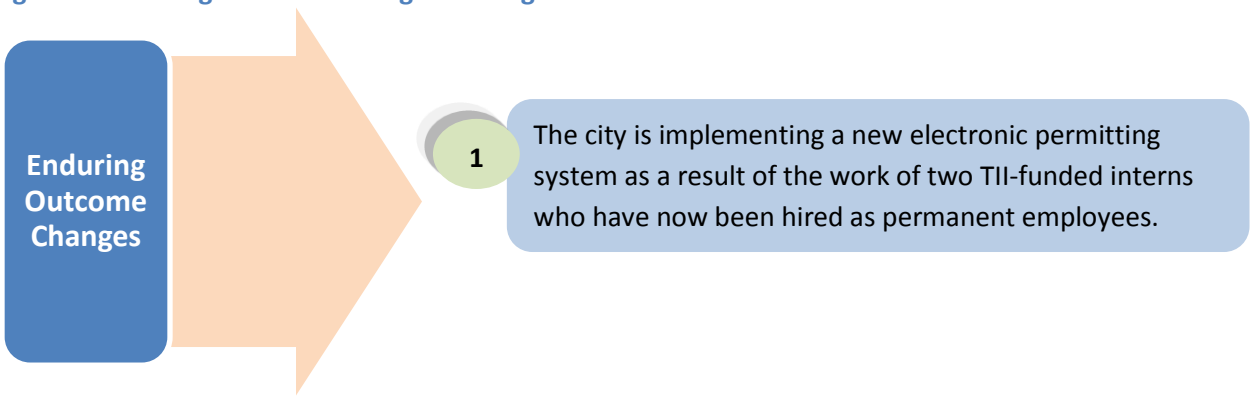


Figure 3: Enduring Outcome Changes Cutting Across Goals



SYSTEM CHANGES ASSOCIATED WITH THE "BUY LOCAL" GOAL

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
- Government of the city of Cleveland (especially the Department of Economic Development and the city's business permitting process)

Since the combined anchors' procurement is around $2.6 billion, even a small increase in the amount purchased from local and regional businesses can have a large impact on the region's economy. However, this goal requires both commitments of the anchors as well as connecting the anchors to local businesses capable of meeting increased demand from the anchors. Technical assistance to enable local companies to develop their capacity to work with the anchors is needed as well.

SYSTEM CHANGE ACROSS ISSUE AREAS

Boundaries

All three anchors have been involved in conversations pertaining to increased local spending, and at the end of year two of the initiative it seems that the anchors have varying degrees of commitment to increase local purchases. Moreover, what began with great promise got bogged down with technical details about defining "what is local" and identifying a common software platform with information about local vendors. At this point, it is still not clear whether TII should focus its resources on the development of a common database of local vendors, provide technical assistance to local vendors to build capacity to respond to RFPs from the anchors through a concierge, or both. It is expected that during the first quarter of the initiative's third year, these priorities will be clearly identified.

Activities to increase local procurement should be aligned with work to develop the capacity of local businesses so they will be able to respond to the anchors' needs. These businesses can be anywhere in the region, or more specifically in the city of Cleveland, the target neighborhoods, or around the Health Tech Corridor. TII gave a planning and assessment grant to University Circle, Inc. to review a partnership with Interise, whose mission is to provide a diverse group of small business owners with entrepreneurial education, new networks, and access to markets. Interise developed an award-winning StreetWise 'MBA'™ curriculum, an intensive nine-month program, which could be offered to anchor vendors, uptown businesses, and other businesses in the region that wish to grow.

In the first year of the TII, funding was provided to the Evergreen Cooperatives, an integrated network of for-profit, employee-owned, green businesses in Cleveland, based in part on capturing a share of the market for local purchasing by the anchors. During the second year, the Evergreen Cooperative Corporation (ECC) was established as a not-for-profit holding organization of the Evergreen Cooperatives. ECC is an *enduring system change outcome* that should be mentioned, even though Living

Cities funding was provided only during the first year of the grant. ECC is the keeper of the Evergreen vision: "to promote and expand economic opportunity in disinvested neighborhoods of Cleveland, with an ultimate goal of stabilizing and revitalizing these areas of the city." ECC provides strategic guidance, coherence, and continuity to the Evergreen network, which includes individual Evergreen cooperative businesses, a revolving loan fund, a real estate unit, a shared-services company (Evergreen Business Services), and other possible units. ECC is expected to become a new kind of "anchor institution" in Cleveland – an ongoing and sustainable vehicle that will partner with the city's major anchors to assist them in conducting their business activities in ways that will benefit Cleveland's residents and neighborhoods.

The ECC's newly constituted board is chaired by Steven Standley, Chief Administrative Officer at University Hospitals. Other members of the board include high level representatives from the Cleveland Clinic, Case Western Reserve University, Key Bank, the McGregor Home, the Cleveland Foundation, the Kelvin and Eleanor Smith Foundation, Fairmount Management, The Entrepreneurs Edge, CEOs of the ECC and the individual Evergreen Coops, and a community volunteer. The city of Cleveland, National Development Council NDC, and another person from University Hospitals are advisory members, and four additional members of the Cleveland Foundation are non-voting founding members. The commitment of the anchors and other key organizations to the success of Evergreen Cooperatives of Cleveland is indicated by the high level board members.

Relationships

Earlier in the year, the two anchor hospitals dedicated high-level procurement staff to work on the "Buy Local" issue. The Cleveland Clinic was using a proprietary software platform, which promotes and facilitates diversity by including minority and women led businesses. University Hospitals agreed to explore the possibility of using the same platform. Meetings were held with anchors, the Cleveland Foundation, and the software supplier. BioEnterprise, as a neutral entity, agreed to serve as the intermediary to advance these conversations and house the common database. The TII is providing partial funding of a staff person to manage this at BioEnterprise. However, as a result of new concerns about the software platform and personnel changes at the Cleveland Clinic, additional conversations are being planned to find a way to move forward. Although progress has been slow by the end of 2012, and there have been challenges, the fact that the anchors were willing to enter into a collaborative discussion about how best to accomplish the goal and their commitment to continue discussions despite several setbacks give evidence of new, more trusting relationships. This *interim outcome* will build a pathway to increase local purchasing. (It should be noted that during a meeting in January 2013, the anchors agreed to submit a list of their preferred vendors to BioEnterprise to enable each of them to have an expanded list of local vendors.)

Perspectives

Although some challenges have surfaced in joint work on the "Buy Local" goal, two of the anchors have changed their internal thinking and behavior in regard to local procurement and have made actual changes in some of their purchasing policies and guidelines, leading to an *enduring system change outcome.* For example, a new procurement policy by University Hospitals requires that all RFPs issued for purchases over $20,000 be sent to at least one local vendor. Exceptions to this new guideline can only be approved by a procurement committee and not by one person.

Another example of an *enduring system outcome* is CWRU's new commitment to diversity and inclusion for a major new construction project, the Tinkham Veale University Center. The university integrated diversity goals for both contracting and workforce throughout all phases of the construction project. CWRU set goals of 15% minority-owned enterprises, 5% small business enterprises, and 5% women-owned enterprises. Goals for workforce inclusion are 17% for minority tradespersons, 7% for female tradespersons, and 20% for local residency. Moreover, the university has engaged a consulting company to support and monitor this component of the construction project. Based on interviews, it is clear that this commitment was influenced by the university's engagement in the Greater University Circle Initiative (GUCI) and TII and learning from other anchors, especially from University Hospitals which set similar goals in previous large-scale construction projects. The university's commitment is coming from its top leadership, the president and the board, its executive vice-presidents, and other senior leadership.

Another *enduring outcome* is an earlier decision by University Hospitals to waive bonds for small local vendors who were involved in the construction projects. Securing the bonds is expensive and without the waivers small local contractors would have not been able to work on projects for the hospital system.

System Change across Stakeholder Groups

Boundaries

Living Cities TII brought together the Greater University Circle initiative with the Health Tech Corridor (HTC). The HTC is a three-mile, 1600-acre area that connects nine city neighborhoods between University Circle and downtown Cleveland. Even though some of the players are the same, the two initiatives were separate before TII. Combining the two efforts expanded the boundaries and changed perspectives of GUCI beyond University Circle to include a transit corridor connecting the region's two major employment centers of University Circle and downtown Cleveland. This led to two *interim system changes:* (1) combined geographic boundaries for both HTC and GUCI and (2) a more holistic view of the potential of the HTC beyond attraction of bio-medical companies to include the surrounding neighborhoods.

Relationships and Perspectives

The groups involved in local procurement are working towards the creation of common goals and strategies, especially among the anchor institutions. These conversations are being facilitated by BioEnterprise, the Cleveland Foundation, and TII. As mentioned earlier, there is significant progress within each of the anchors, all of which act as their own subsystems. There are more challenges, however, with the anchors working to achieve common definitions of "Buy Local," the type of procurement that could benefit from preference of local vendors, and agreement on a common software platform.

The coordination between GUCI and HTC changed relationships, leading to *interim outcomes*, including greater regular meetings, communication and collaboration among BioEnterprise, MidTown, the city of Cleveland, and the two anchor hospital systems. Involving the hospitals is considered critical to attracting new biomedical businesses to the corridor. Another *interim system change* is the increased relationship with the developers who are active in the corridor.

Commitment from the anchors and other stakeholders to work on the HTC development provides an example of how changes in relationships and perspectives can affect local development patterns. Several changes have occurred. According to information gathered through interviews, Living Cities legitimized the efforts to develop HTC, which was a critical move following an earlier state designation of HTC as an innovation zone, which became null when a new governor was elected. Several e*nduring system outcomes changes* related to HTC are being observed: the HTC has become a part of the regional attraction strategy as a leading place to do biomedical-related work, which allows the mayor to spend more of the city' resources in this part of Cleveland. HTC is being promoted not only by the city, but also by the anchors (especially University Hospitals) and other economic development organizations such as BioEnterprise, Team NEO, and JobsOhio. The city of Cleveland, through the Department of Economic Development, has played a key role in helping the HTC raise its profile as a prime location. Being a part of the regional agenda and being a part of the TII initiative allow the city to prioritize and target investments in the corridor. Also, commercial real estate brokers are now showing HTC to their clients as a possible location, a huge change in the commercial real estate system which has largely ignored the central city in recent years. And, finally, for the first time the local press (The Plain Dealer and Crain's Cleveland Business) is covering the development in the HTC as "hot news." Some sources believe that TII helped create a buzz about HTC and this accelerated the development of the corridor.

TII funding for BioEnterprise in Year 2 has been used for marketing and branding as well as for company attraction and expansion. Marketing and branding consisted of uniform marketing materials for developers currently investing in the HTC and new developers who might be interested in pursuing development in the corridor, more frequent updates to the HTC website, everyday activity on HTC Twitter and Facebook accounts, publishing quarterly eNews, and interaction with regional and national media. Moreover, TII funding enables BioEnterprise, in collaboration with the regional attraction agency, Team NEO, to better promote the corridor in nationwide industry conferences and to target company attraction opportunities including meetings with prospective companies in national meetings.

There are two financing challenges to the continuing development of the HTC. The first challenge is the shortage of funding for brownfield remediation which affects the ability to continue the pipeline of ready-to-develop properties in the corridor. In the past two funding rounds, the city of Cleveland and Cuyahoga County were not rewarded additional funding for environmental remediation. The second challenge is the shortage of New Market Tax Credits, in which no regional entity received any allocation in the last funding round. The city is hopeful that some national banks that are members of Living Cities will use their allocation in Cleveland because of the relationship between Living Cities and Cleveland.

System Change across Geography

Boundaries

The possible success of local anchors to work jointly on local procurement could serve as a national model and have national implications. It is expected that Year 3 of the initiative will show whether the anchors in Cleveland can do something that no other region has done successfully.

The anchors have discussed the definition of "local." Does it mean the eight targeted neighborhoods? The city of Cleveland? Cuyahoga County? Or the 18-county Northeast Ohio region which is defined by Jobs Ohio, a statewide economic development entity established by Governor Kasich? Just recently the anchors agreed on treating Northeast Ohio as the geography targeted by their "Buy Local" initiative.

The anchors are themselves regional economic drivers, serving as the economic engines of the whole region ("Eds and Meds" is a popular economic development strategy in many regions of the country). The TII goal is to harness the power of these large regional anchors to benefit low-income people in the city of Cleveland and beyond.

Living Cities has contributed to HTC becoming a key part of the regional attraction strategy as a competitive location for high-tech companies and other supply-chain businesses, evidence of an *enduring system change*. The HTC is now being marketed as a regional asset, especially to those businesses that want to locate in proximity to the large health care systems. With the increased land values in the Health Tech Corridor and its ability to attract high-tech and biomed companies, there are now businesses that cannot afford to pay the high rents in the HTC. These businesses that cannot afford to be located in HTC, are being directed to other areas in the city. For example, supply-chain companies that want to be in close proximity to the anchors may be attracted to other locations in Cleveland and the greater region.

Relationships and Perspectives

An example of an *enduring system change* is in the relationships of the anchors with their food suppliers. Both the Cleveland Clinic and University Hospitals contract with national companies to provide their food services throughout their health care systems. However, both now have (or are working on) agreements with their national vendor on setting goals (either specific quantities, or percentage of total dollars spent), for purchases from local farmers and vendors. In addition, most of the workers hired by the national companies to work in the health systems are from Northeast Ohio.

Figures 4 and 5 summarize the 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. It should be noted that although these outcomes have been observed and some are already defined as enduring outcomes, these outcomes may be weakened or reinforced over the next few years.

Figure 4: Interim Outcome Changes Associated with the "Buy Local" Goal

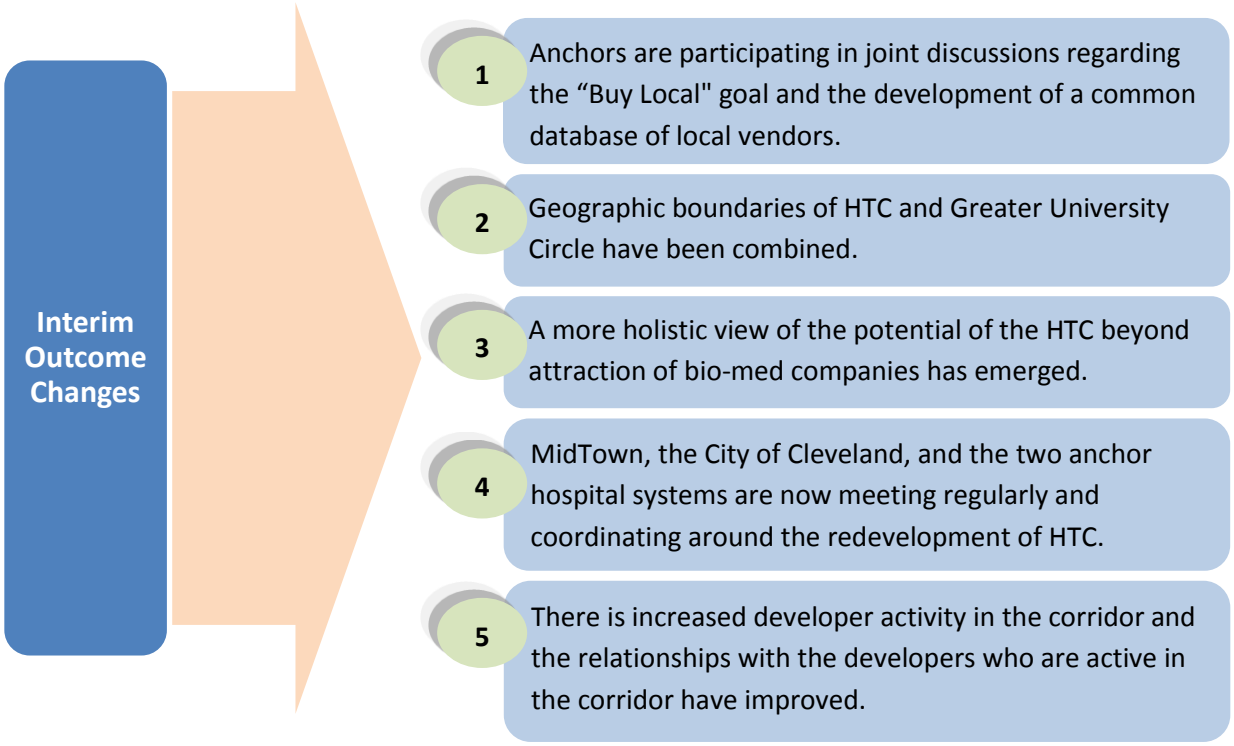
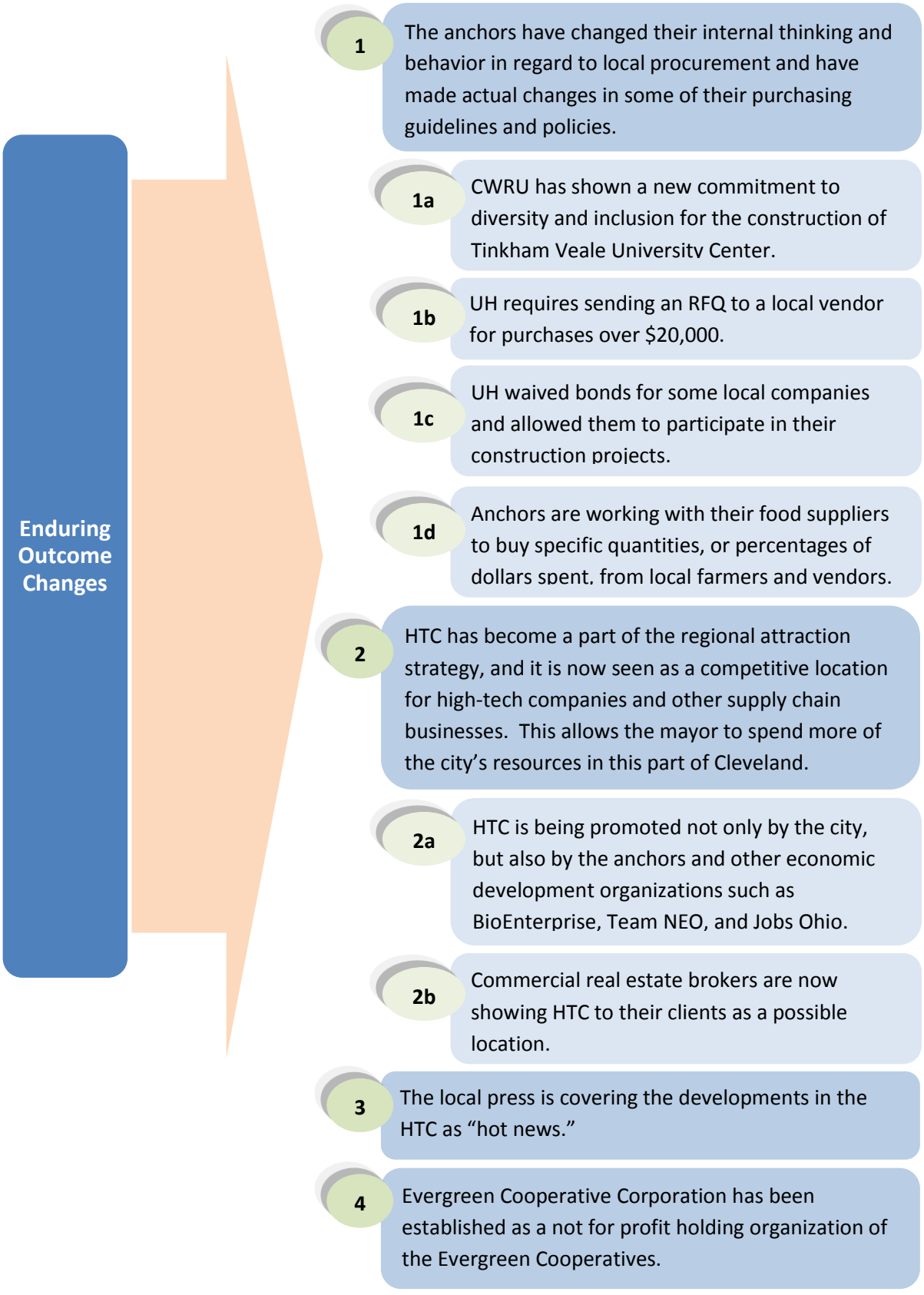


Figure 5: Enduring Outcome Changes Associated with the "Buy Local" Goal



SYSTEM CHANGES ASSOCIATED WITH THE "HIRE LOCAL" GOAL

TII is using several strategies to achieve the goal of increasing job opportunities for local residents. The primary strategy is to increase the hiring of local residents by the anchors. The anchor strategy is directed both at local residents of the eight target neighborhoods that are part of the Greater University Circle Initiative and other residents in Cleveland. But TII is also taking advantage of the broader conversations underway related to workforce. Recognizing that this is an opportune time to influence these conversations, the TII is trying to align different workforce development organizations that are working on behalf of low-income individuals in the city of Cleveland and throughout Cuyahoga County.

The main system that will be affected by these strategies is the workforce development system for entry-level and hard-to-employ individuals. The civic structure is another system that needs to show change in order to implement the workforce strategies. In addition, the subsystems of the individual anchors will be affected when new hiring guidelines and policies are created and implemented.

In addition to activities within each of the anchors, two organizations are directly engaged by TII to work on the "Hire Local" goal: Towards Employment and NewBridge. Towards Employment has been working since 1976 with low-income and disadvantaged adults in Greater Cleveland to prepare for jobs, get jobs, keep jobs, and move up the career ladder. Since 2004, they also have been placing ex-offenders in full-time, permanent jobs. Towards Employment uses a holistic approach including job-readiness training, supportive services, and access to vocational training. Towards Employment also builds partnership with employers; in addition, they bring support services and career coaching right to the worksite to enhance job retention among their entry-level workers. They collaborate with other organizations that provide services and programs to remove barriers to employment such as substance abuse and recovery resources, mental health treatment, adult literacy training, and transitional housing.

NewBridge Cleveland Center for Arts & Technology, established in 2009, is based on the highly successful Manchester Bidwell program in Pittsburgh. It provides career training for unemployed, underemployed, and displaced adults to become Pharmacy Technicians and Clinical Phlebotomy Technicians at no cost to the students. NewBridge also provides free after-school digital arts and ceramics classes for urban high school students. Details on the activities related to adult training and job placement are included in the report on the individual programs and projects that are part of TII. This section will focus on system changes that are associated with both NewBridge and Towards Employment.

SYSTEM CHANGE ACROSS ISSUE AREAS

Boundaries

Both University Hospitals and the Cleveland Clinic have ongoing openings for entry-level positions in their institutions. There is no lack of candidates and the health systems receive thousands of job applications every month. However, many individuals are hired as part-time employees, are dissatisfied with their job situation, and face personal challenges that prevent them from remaining on the job. As a result, the health systems face a huge turnover in these positions.

TII is working to connect residents of the target neighborhoods with job opportunities at the three anchors, improve their skills and develop career pathways for entry-level employees who already work

at the anchors, and help provide stable housing through housing programs. Evidence that systems are changing include several *Interim outcomes*: greater collaboration between Neighborhood Connections and the anchors on employment issues. For example, University Hospitals will work with NC to make career fairs a more effective recruiting tool for its entry-level jobs in 2013. The Cleveland Clinic has reached out to Neighborhood Connection to link them with potential candidates from the neighborhoods surrounding its main campus, especially through faith-based organizations. They have created a "community jobs portal" with the Fairfax Renaissance Development Corporation, a local CDC that has partnered with the Clinic on several projects. In addition, both Case Western Reserve University (CWRU) and University Hospitals have developed programs to develop career pathways and increase the skills of a select group of entry-level employees.

The program at CWRU is currently offered to 50 entry-level employees who are learning business writing, communication, basic math skills, computer skills, and customer service skills. The university is planning to work with an additional 50 employees. The goal is to increase the employees' educational attainment either by receiving a GED, or higher level of education, and to find career path opportunities within the university. Most of the participants reside in Cleveland. The university is also beginning conversations on how to reduce barriers for employment of ex-offenders. These are considered *interim outcomes of system change* for two reasons: (1), these are steps taken by individual anchors towards pathways to jobs and improved jobs; (2), it became clear during the interviews that participation in GUCI, EIMC, and Living Cities' learning communities has affected the leadership's thinking and provided information on new ways that others in Cleveland and other sites are trying to initiate.

University Hospitals has established a program that builds pathways for better jobs for employees who are already working at the hospital in entry level positions, Bridges to the Future. The program is run by a dedicated person in the hospital's Human Resources department; it selects cohorts of employees and works with them for several months. The program goals are to increase the employees' skills, give them tools to increase their educational attainment, and offer them pathways to more professional jobs in the hospital, such as Patient Care Assistant.

NewBridge, the boutique workforce training program, realized that it needs to incorporate teaching of soft skills in its courses for phlebotomy and pharmacy technicians. These services are being provided by Towards Employment. In addition, for those who fail the admittance test into these classes, NewBridge offers remediation academic refresher classes in English and math in partnership with the Parma school district, which receives federal funding to offer these classes on location at NewBridge. NewBridge introduced improvements in their adult training programs based on their experience. These improvements are *interim system change outcomes* and they include an improved application process with background checks, an expanded curriculum, the offering of exams for national certifications, and increased probability of job placement by the anchors that participate in mock interviews and explain what it takes to be a successful applicant and an effective employee.

Relationships and Perspectives

Living Cities, through the EIMC, facilitated the introduction of different players in the workforce development systems to the anchors and to Neighborhood Connection, the community engagement arm of the initiative. For example, Neighborhood Connection met with Towards Employment to gauge interest in developing a jobs pipeline to better connect residents to jobs at the anchors and other employers. This was the beginning of several conversations leading to their ability to work together to increase job opportunities to low income residents (*interim outcomes*).

An even more critical *interim outcome* was the access Towards Employment got to University Hospitals. The introduction of Jill Rizika, Executive Director of Towards Employment to Heidi Gartland, Vice President of Government Relations at University Hospitals, was first accomplished during an EIMC meeting. As a result, Towards Employment and University Hospitals are working together on a new program, Pathways to Patient Care Assistants. The program, an *interim outcome*, took longer to be set up, but by the end of 2012 the curriculum was finalized, ten individuals were selected to participate in the program, and there was an agreement that a Pathway Advisor (from Towards Employment) will be available on site for one day a week for six months following the completion of the program. This program will help to retain these employees and provides stability and continuity for their work at the hospital opening up new entry level positions that can be offered to GUCI residents.

A recent *interim outcome* is University Hospitals' commitment to hire more full-time employees for its entry-level positions. University Hospitals is in the process of changing the status of nutrition services positions from primarily part time to full time with benefits.

University Hospitals is working with Towards Employment and Neighborhood Connections to build a neighborhood workforce pipeline and to identify candidates for their entry-level positions in nutrition, patient transport, and environmental services. They have committed to develop target candidate profiles for each position, along with an understanding of the career ladders, and provide training in behavioral interviewing techniques used by University Hospitals so that the recruitment, preparation, and screening done to create the preferred pool is reflective of the standards of University Hospitals. University Hospitals is also considering developing a program in conjunction with Neighborhood Connections that would train employees who live in GUC to serve as neighborhood spokespersons ("neighborhood ambassadors"). These ambassadors will be individuals that successfully navigated the UH system and advanced up the career ladder. They will first be trained to be spokespeople within UH to help others who face similar barriers and wish to climb the career ladder. If successful, these ambassadors will then work in the neighborhoods and educate potential job applicants regarding what is needed to qualify for the jobs. There is a commitment to integrate this position into the implementation plan for meeting University Hospitals' diversity and community engagement goals. Moreover, they are in the process of creating career ladders within each of the entry level jobs in patient transport, nutrition services, and environmental services. These commitments are all indicators of *interim outcomes*.

An activity that falls under the "area of influence" but not a core activity of TII is a changed policy for state funding of training for incumbent workers. University Hospitals (Heidi Gartland) and other hospitals, working closely with Ohio Governor John Kasich's office of Workforce Transformation, were successful in changing the funding policy for Incumbent Worker Training Program, which was originally only available to private industry. The new policy also provides access to training funding for incumbent workers at nonprofit organizations including hospitals.

As mentioned earlier in the section on "Buy Local," CWRU has developed and signed a community benefit agreement with the city of Cleveland for its construction of a new student center. The agreement, considered an *enduring system change,* shows changing perspectives at the university. The agreement lists the university's commitment to hire minority, female, and local residents, with specific goals attached to each group. Achieving the stated goals and applying similar goals to other construction projects will become a long-term outcome change.

The establishment of NewBridge was the result of new relationships and new perspectives that began prior to TII. The anchors (The Cleveland Clinic and University Hospitals) and philanthropy have partnered on funding, planning, and curriculum development from the beginning. Moreover, they are now continuing to work together on solving ongoing issues and making improvements in the application process, the curriculum, and job placement. High-level leadership from both health systems sit on the board of NewBridge and they are fully committed to the success of these training programs. The students are being placed for externships (part of their training) in both hospitals and some of the graduates are placed there upon graduation. In order to accomplish this, these leaders are breaking down barriers within their respective institutions. This boutique program is new and relatively small, and its success seems to be the result of commitments from the anchors and the Cleveland Foundation, as well as the close relationship NewBridge staff has with each of its students. The achievements of NewBridge in training and placing their graduates are evidence of *interim system change outcomes.* It is too early to know whether the programs are sustainable and whether enduring system changes will occur, especially given the small scale of the program. Enduring system changes could occur through increased connections of the graduates to good and stable jobs, and through connecting individuals who are not accepted into training at NewBridge with other workforce training programs or other entry-level jobs at the anchors.

TII is becoming more connected to workforce development efforts in Cuyahoga County and Northeast Ohio through the director's participation in the Strategic Workforce Alignment Group (SWAG) and Regional Economic Competitiveness Strategy. The SWAG is working to align workforce development efforts throughout Cuyahoga County. Towards Employment is also a member of SWAG and it is expected that the curriculum on soft skills and job readiness developed for the Pathways Patient Care Assistant jobs program will be shared with Employment Connections (the local Workforce Investment Board) in relations to the SWAG goal of developing job readiness training tailored to the specific needs of a large employer or an industry. SWAG is being led by Grace Kilbane, a high-level federal employee of the U.S. Department of Labor who is on loan to Cleveland through the Sustainable Communities Sustainable Cities (SC2) initiative of President Obama.

The Northeast Ohio Regional Economic Competitiveness Strategy is currently being developed by the private sector, philanthropy, and the major regional economic development organization. The regional strategy has several task forces including one dedicated to workforce development issues for all types of jobs and skills. Walter Wright represents TII on both of these large regional efforts with the hope of sharing information and coordinating efforts. The participation of TII on both of these efforts shows the importance placed locally on the work of TII and the will of all local stakeholders to focus on collaboration.

System Change across Stakeholder Groups

Boundaries

University Hospitals and the Cleveland Clinic are beginning to discuss working together to spread the word in the neighborhoods regarding the availability of entry-level jobs. These discussions are important because both health systems are involved in an ongoing search to fill entry-level positions. On one hand, they can view themselves as competitors as they each try to hire the best candidates. On the other hand, coordination and collaboration will allow them to increase their outreach to local residents, which will increase the total pool of qualified applicants to the benefit of both health systems.

The anchors are also beginning to work with Neighborhood Connections to help them with outreach into the community.

Relationships and Perspectives

To create an employment bridge between neighborhood residents and GUCI institutions, Neighborhood Connections is hosting meetings between the anchors and the community-based organizations.

New relationships are being developed between the Cleveland Clinic human resources representative, Neighborhood Connections, and a group of community-based grass roots organizations to address the pitfalls of current anchor intake systems, which are primarily online and, therefore, limit low-income people who do not have Internet access.

System Change across Geography

Boundaries

The TII strategies for workforce development bridge local and regional systems. Connecting neighborhood residents to job opportunities at the anchors' main campuses is local; however, the work is more regional at both NewBridge, which attracts students from throughout the city and county, and Towards Employment which serves clients throughout Northeast Ohio. The goals of SWAG and RECS are also regional, working to connect the different programs, assets, and information on employers' needs throughout the region.

Relationships

University Hospitals learned about progressive hiring practices at Johns Hopkins University Medical System during one of the Living Cities Community Learning meetings. This resulted in a review of hiring practices at University Hospitals for 'hard to employ' individuals, including ex-offenders. University Hospitals committed to finding a way to address these issues within the framework of existing state law. The review has led to exploration of new ideas and possible changes in hiring practices at University Hospitals for entry-level positions.

Perspectives

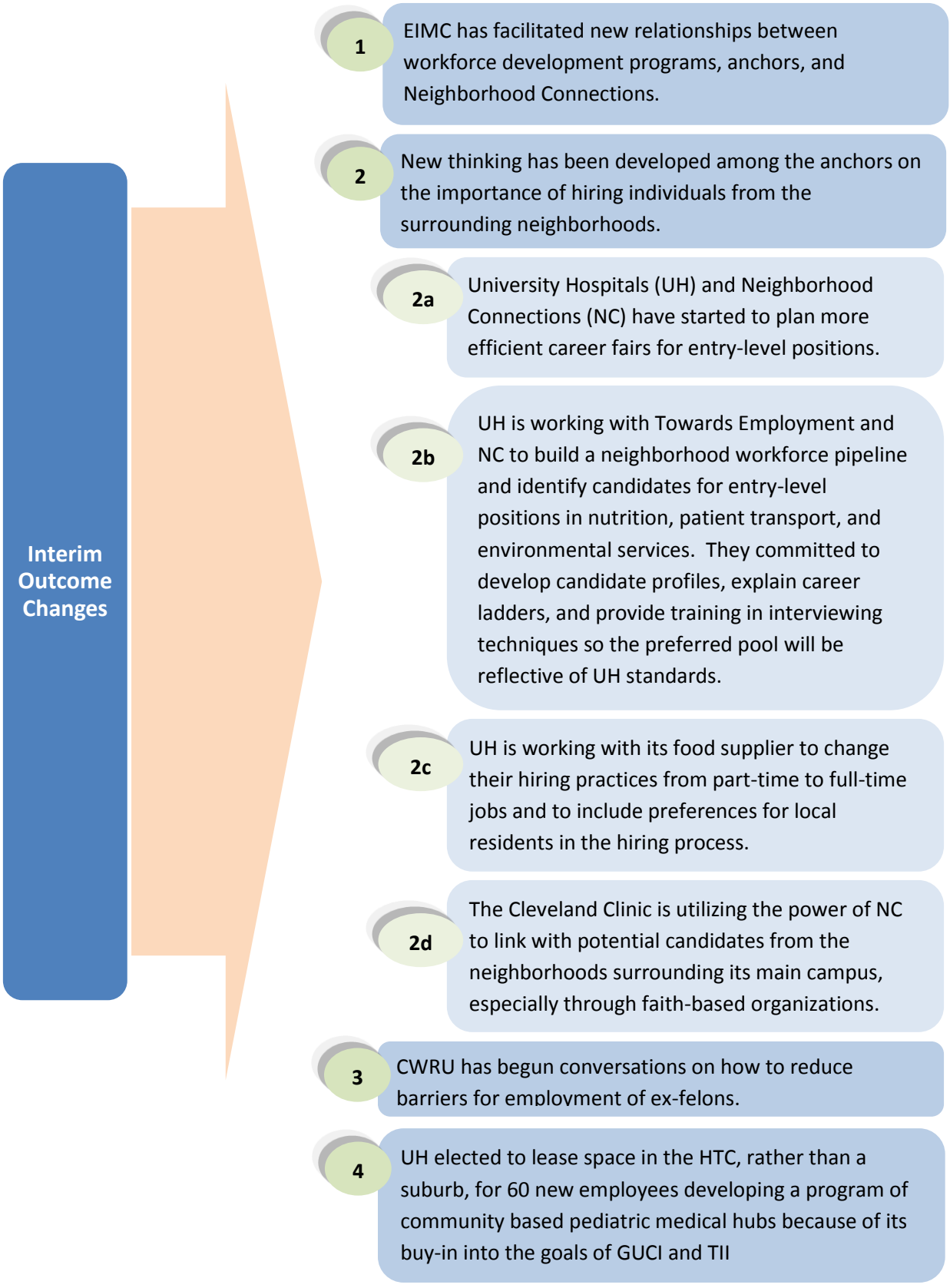
There is a new thinking among the anchors on the importance of hiring individuals from the surrounding neighborhoods. The new thinking is evidence of *interim outcome*. It is leading to pilot programs at individual anchors, utilizing the expertise of Towards Employment in working with hard-to-employ individuals, and to seeking connections to the community through the work of Neighborhood Connections.

Another example of an *interim system change* at University Hospitals is a decision to locate a new office in the HTC, rather than in a suburban location. University Hospitals needed office space for 60 employees for their Rainbow Care Connections site in a partnership with Cuyahoga Community College to establish "innovative medical hubs" for children, supported by a $13 million federal grant. The changing perspectives about the importance of developing the Health Tech Corridor influenced the decision makers, and University Hospitals signed a lease to locate these employees in the Health Tech

Corridor. It was revealed that without the commitment to the goals of GUCI and EIMC, the default location would have been suburban Solon. Additionally, Neighborhood Connections groups helped UH decide where to locate the facility.

Figures 6 and 7 summarize the interim and enduring system change outcomes that are associated with the ”Hire Local” goal. These outcomes suggest that boundaries are changing, relationships among the stakeholders who are working on “Hire Local” are strengthening and new relationships are created, and their perspectives have shifted towards filling entry level positions with local residents. However, although interim and enduring outcomes have been observed, these outcomes are still new and may change over the next few years.

Figure 6: Interim Outcome Changes Associated with the "Hire Local" Goal



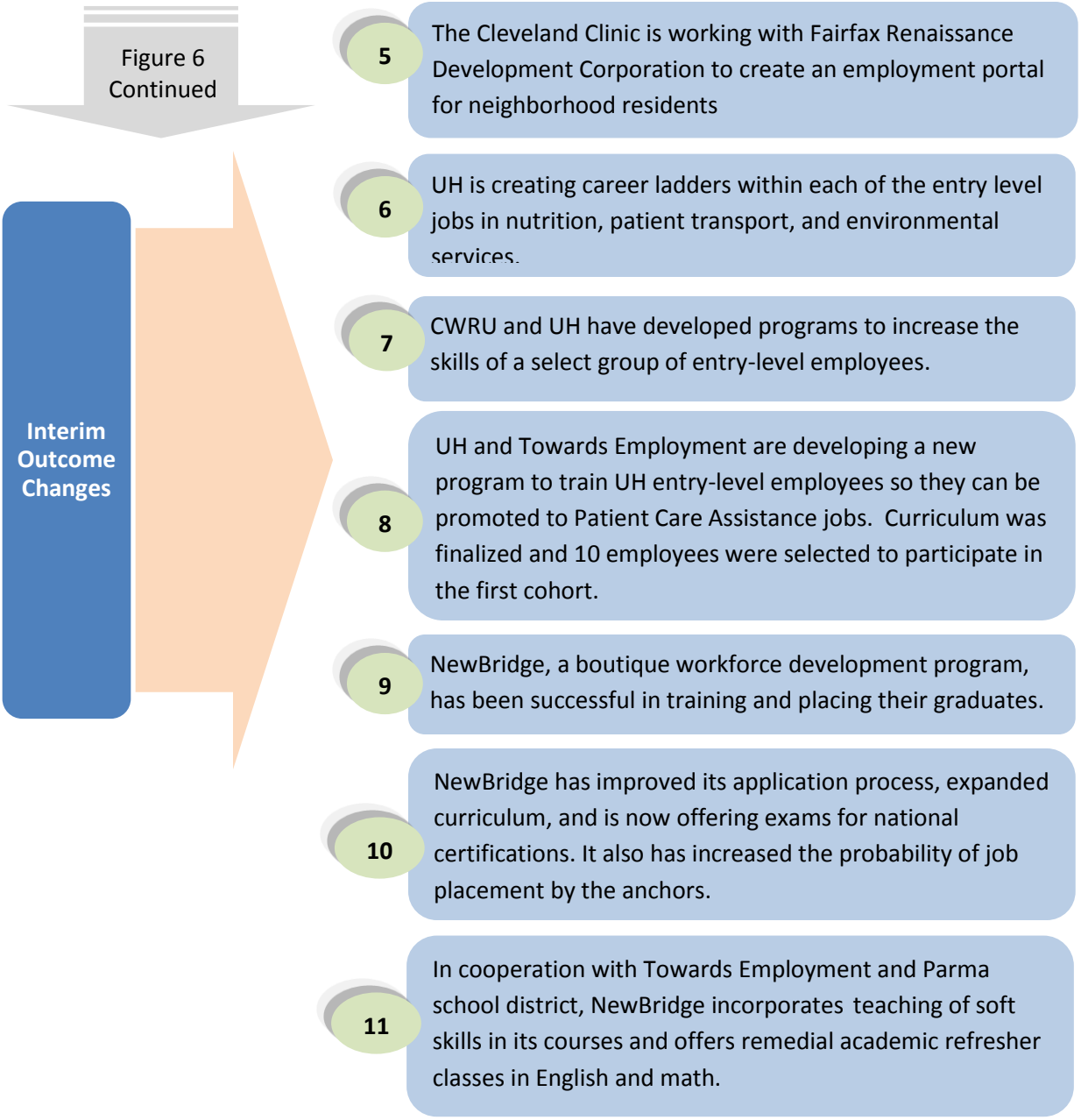
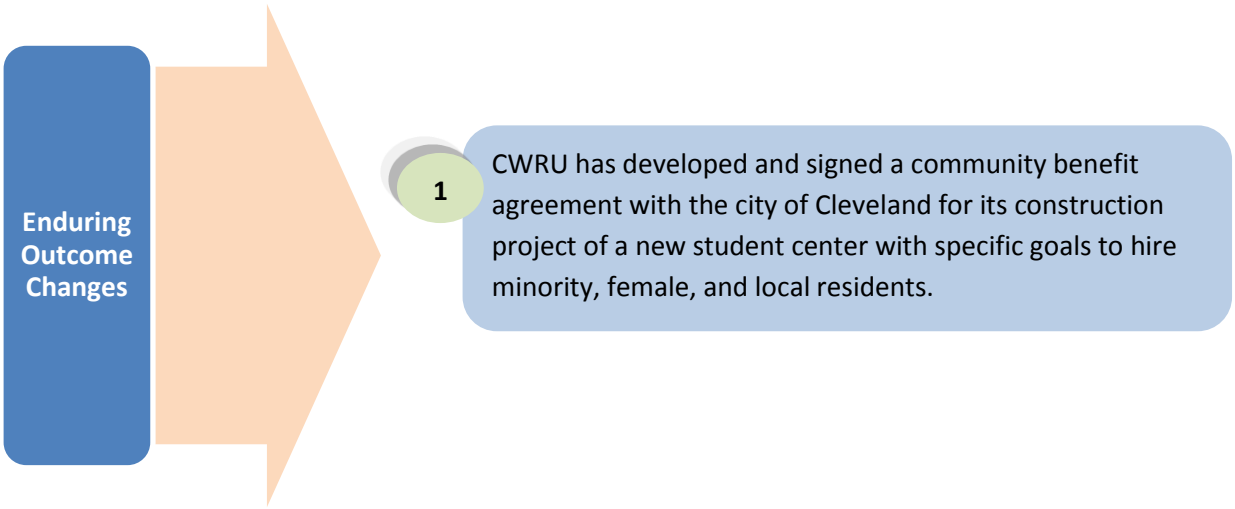


Figure 6
Continued
Interim Outcome Changes
5
The Cleveland Clinic is working with Fairfax Renaissance Development Corporation to create an employment portal for neighborhood residents
6
UH is creating career ladders within each of the entry level jobs in nutrition, patient transport, and environmental 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 Assistance jobs. Curriculum was finalized and 10 employees were selected to participate in the first cohort.
9
NewBridge, a boutique workforce development program, 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 by the anchors.
11
In cooperation with Towards Employment and Parma school district, NewBridge incorporates teaching of soft skills in its courses and offers remedial academic refresher classes in English and math.

Figure 7: Enduring Outcome Changes Associated with the "Hire Local" Goal



SYSTEM CHANGES ASSOCIATED WITH THE "LIVE LOCAL" GOAL

The "Live Local" goal addresses the need for better-quality housing stock in low-income neighborhoods, and assists low-income individuals to attain stable housing. The essence of this goal is to help revitalize the target neighborhoods by providing incentives for employees of the anchor institutions to live close to their work place. The systems that are being affected are Neighborhood Resiliency and Civic Infrastructure. Two strategies address this goal: the larger Greater Circle Living program and the new Evergreen Housing program.

Greater Circle Living has been in existence since 2008. However, it was initiated just as the great recession hit and the local housing market stalled. In addition, the program was not heavily marketed and institutions supporting this program had strict and differing eligibility requirements. Reviewing the 2010 and 2011 data on the number of people who used the available incentives to purchase, rent, or rehabilitate existing houses led to a complete overhaul of the program. TII and the Cleveland Foundation worked with each of the anchors to change and standardize the eligibility requirements. Collaboratively, they all agreed to make the necessary changes so more employees would be able to take advantage of the financial incentives and choose to live in the neighborhoods around the Greater University Circle. The revised Greater Circle Living program is an *enduring system change*. More details are available in the section about Greater Circle Living in the report on TII specific programs and projects.

The second program that targets "Live Local" is a new program initiated in 2012 by the Evergreen Cooperative Corporation (ECC), whereby employees of the Evergreen Coops are given the opportunity to lease/buy a house through the Cleveland Housing Network with their mortgage payments being underwritten by ECC and the Cleveland Foundation. Again, more details on this new program are available in the section on Evergreen in the report on specific programs and projects.

System Change across Issue Areas

Boundaries

ECC leadership realized that one of the greatest needs for their employees was stable housing. In fact, for some, housing issues were interfering with their ability to be successful employees. Theft and other crime, evictions, and other challenges were diverting the attention of the employees. The Evergreen Housing Program (EHP) was created in partnership with the Cleveland Housing Network (CHN) to address this problem. The EHP provides employees in good standing a pathway to homeownership through a modified lease-purchase program. The program includes peer-to-peer "barn-raising" and support services such as pre-purchase counseling, weatherization, and financial literacy. Since 68% of Evergreen employees had criminal records, they did not qualify for the regular Cleveland Housing Network program.

With funding and other support from the Cleveland Foundation, the EHP is based on customized credit scoring that takes into account worker-owner status and work history, and the ability of workers to provide sweat equity by participating in their own and other rehabilitation efforts. Although still a small program, its design and implementation are evidence of *interim outcome changes*, finding new pathways to allow workers to become homeowners in the GUCI neighborhoods.

As mentioned above, the revamping of the Greater Circle Living program by all partners is an example of an *enduring system change*. All stakeholders agree on the need to revise the program and what needs to change, and all are committed to its success. Early interest seems promising, but it is too early to assess the long term effect of the program on the neighborhoods.

Relationships

MidTown Cleveland, an economic development corporation serving a section of the HTC, deals primarily with commercial and industrial land development along the entire HTC. However, as a result of its networking with GUCI, EIMC, and HTC, neighborhood level issues such as housing are becoming part of the conversation.

Discussions among the anchors, the Cleveland Foundation, and Fairfax Renaissance Development Corporation, a CDC located in GUCI that manages Greater Circle Living, about improved marketing of the program to anchors' employees resulted in a decision to place information about the Greater Circle Living program in the anchors' welcome packet to new employees. Discussions are also going on about Greater Circle Living staff conducting site visits at the anchors in order to increase the volume of employees' interest in the housing program and possibly change the minds of those who are considering moving outside the Greater University Circle neighborhoods.

Perspectives

The anchors have realized that it is critical to increase the quality of life and prosperity in the Greater University Circle neighborhoods and the Health Tech Corridor. This is an *interim outcome* that affected their decisions to revamp the housing program and engage in the other strategies that help revitalize the neighborhoods.

System Change across Stakeholder Groups

Perspectives

For the past several years, the anchors, the city of Cleveland, the Cleveland Foundation, and others have been investing in real estate development and transportation infrastructure in the Greater University Circle. This is a large *enduring system change* transforming an area that for many years lacked new development. One example is the investment by CWRU, University Hospitals, and the Cleveland Foundation in Uptown Phase I which is in close proximity to the two anchors. The success of this development has led to investments in Uptown Phase II and renewed conversations and planning of Upper Chester. These new mixed-use developments provide new housing alternatives that are also being used by new applicants to the Greater Circle Living program. Other examples are the complete overhaul of the one rapid transit station on Cedar Hill that began in 2012, the design of a new rapid station in Little Italy, near the new Uptown development, and the re-alignment of the traffic circle at East 105 and MLK ("the Suicide Circle"). These large investments have begun with the Greater University Circle Initiative where all anchors, the city, and the Cleveland Foundation agreed that large investments in University Circle are critical to the revitalization of University Circle itself and the neighborhoods around it.

System Change across Geography

The strategies developed to implement "Live Local" are place-based and at present are targeted towards employees of the anchor institutions and Evergreen Cooperatives who are incentivized to live in and around Greater University Circle. Replication and extension of a similar program to other anchors across the city and incentives to populate additional low-income neighborhoods may be a sign for long term system changes.

Figures 8 and 9 summarize the interim and enduring system change outcomes that are associated with the "Live Local" goal. If successful, the housing programs could have long-term effects on the housing choices anchor employees have and on the revitalization of the neighborhoods.

Figure 8: Interim Outcome Changes Associated with the "Live Local" Goal

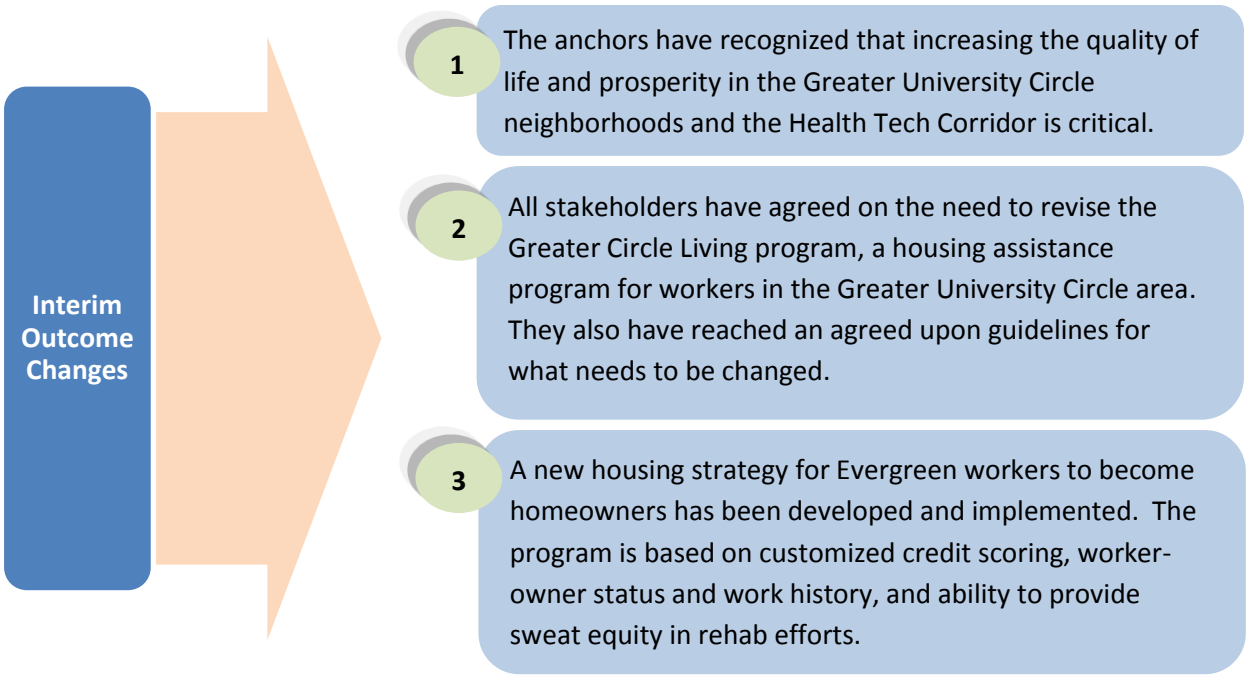
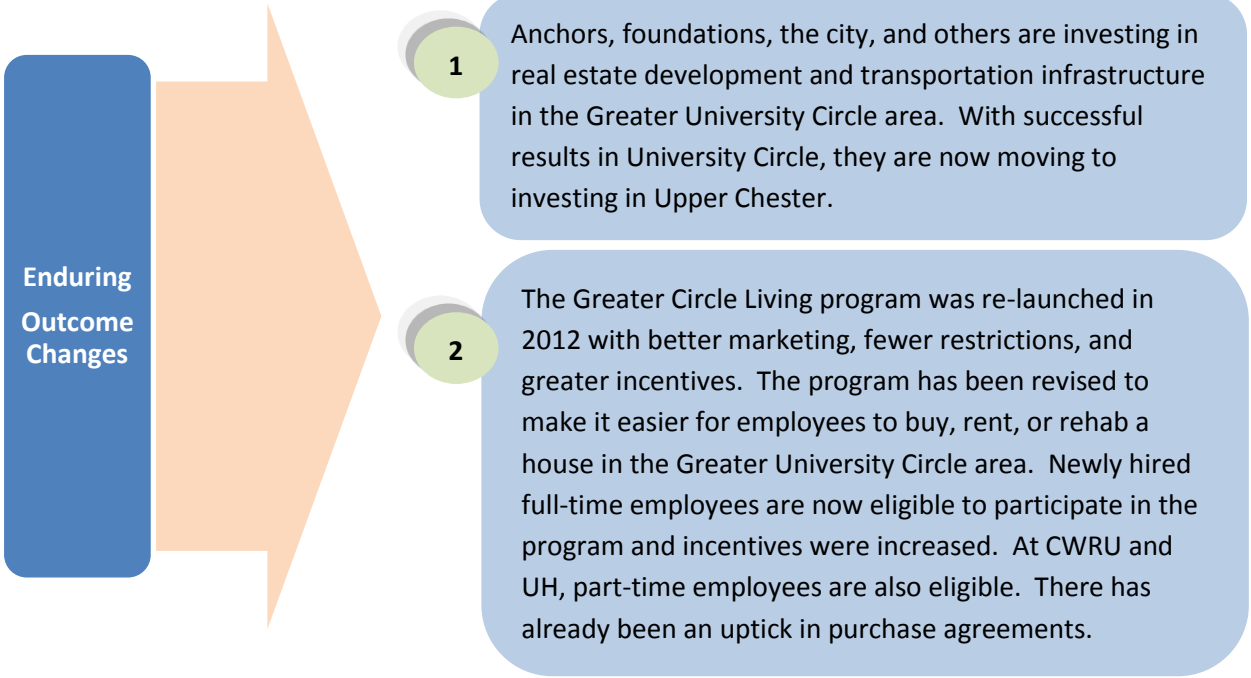


Figure 9: Enduring Outcome Changes Associated with the "Live Local" Goal



SYSTEM CHANGES ASSOCIATED WITH THE "CONNECT" GOAL

This goal aims to connect residents to other residents, residents to neighborhoods, and residents to anchors. It can also be viewed as an overall goal of connecting all of the different stakeholders involved in TII. The main system that this goal is affecting is community resiliency and the primary vehicle to achieving this goal is Neighborhood Connections. The civic infrastructure system is influential in achieving this goal.

Neighborhood Connections, established in 2003, is a program of the Cleveland Foundation. It began by providing small grants to neighborhood residents in the city of Cleveland. As part of the TII, Neighborhood Connections launched a multi-year community-engagement effort in the spring of 2012 in the eight neighborhoods that comprise Greater University Circle: Glenville, Hough, Fairfax, Central, Shaker Square, Buckeye, Little Italy, University Circle, and the city of East Cleveland. Neighborhood Connections seeks to persuade the area residents to become more involved and engaged in their community by helping them to form personal, group, and organizational connections within and across the neighborhoods. Neighborhood Connection invites neighborhood residents to participate in an innovative process of building trust and power to lead themselves and their communities to renewed strength, health, and connectedness. They are using the principles of Network-Centric Organizing, developed by Bill Traynor from Lawrence, Massachusetts, and implemented in various communities around the country as a way to increase bonds within and across the Greater University Circle area.

Neighborhood Voice, published by Neighborhood Connection, is a free, monthly, 10,000-circulation grassroots community newspaper serving the Greater University Circle area. It includes stories of everyday people doing remarkable things; many of the stories are written and photographs are taken by citizen journalists.

More information on the specific activities of community engagement and project outcome is included in the report of TII programs and projects. This section highlights the system changes that are beginning to occur as a result of this work.

System Change across Issue Areas

Relationships and Perspectives

The most important *interim system change* related to community engagement is reaching out to community stakeholders and residents to prompt them to become involved in the process of envisioning a new and better future for the Greater University Circle area.

Another critical *interim system change* is the new relationships that are being developed between the anchors and the neighborhoods. For example, even though the program is new, the interaction through TII and EIMC allowed University Hospitals to get to know Neighborhood Connections staff and collaborate on issues where community input is needed. These relationships are critical to achieving the goals of "Hire Local" and "Live Local." The new model of community engagement funded jointly by Living Cities TII and the Cleveland Foundation is creating *interim system changes*. Examples include the work on career fairs with University Hospitals, introducing the Cleveland Clinic to faith-based organizations working in the neighborhoods, and working together with University Hospitals on the community health initiative to provide community input about the locations of new health clinics and the type of health interventions that would be available.

Neighborhood Connections (NC) activities create new relationships between the residents who participate in the events planned by NC. The goal here is to increase the number of neighborhoods leaders.

Neighborhood Voice continues to build content and an advertising base, using citizen journalists, and it is increasing the engagement by the anchor institutions that use it as a vehicle to share information with neighborhood residents. In an effort to develop greater digital access, Neighborhood Connections received funding from Living Cities and the Knight Foundation to replace their current website with a multi-platform enabled responsive website that works on phone, pad or computer screen. The new website will enhance the ability to both "push" information out into the community and "pull" information in, which will further connect citizen journalists, resident readers, and anchor partners in the exchange of information and opportunities.

The Neighborhood Voice can be seen as *an interim system change* introducing a new communication vehicle to connect residents to other residents and residents to the anchors. A detailed analysis of the content and writers of Neighborhood Voice is included in the report of programs and projects.

Since the overall goal of the TII initiative is to improve the lives of low-income people, the Cleveland TII is using a significant portion of its Living Cities grant dollars to fund activities related to Neighborhood Connections. Community engagement activities are viewed as the glue that connects the specific goals of "Buy Local, Hire Local, and Live Local" with this overall goal. It will assure that strategies being implemented to achieve these goals are actually affecting low-income residents and their neighborhoods. At the end of Year 2 of the grant, community engagement is creating the pathways to more enduring system changes; however, it is too early to determine whether any enduring system changes are occurring at present.

System Change across Stakeholder Groups

Boundaries

Community engagement activities continue to expand and reach out for new partners. An example is Neighborhood Connections reaching out to the Cleveland Metropolitan School District to work with them to determine the best use of school facilities in the Greater University Circle area. They have also organized neighbor circles that bridge divides, connecting CWRU students with GUCI residents and East Cleveland students with students at a small, elite private high school in University Circle.

Relationships

Connections among stakeholders were examined using network-centric organizing principles to build relationships and power in Greater University Circle neighborhoods. One example was a meeting of 18 community members comprised of residents, faith-based organizational representatives, community-based organizational representatives, and anchors representatives. These new relationships may lead to additional collaborations.

New relationships with residents across neighborhoods are planned through a new round of small grants in early 2013. These are intended to catalyze connections between community members and organizations spanning the neighborhoods in Greater University Circle.

Conversations about additional new relationships are taking place representing an *interim system change*. One example is discussions of how to engage the African-American church communities to create links between residents and anchors. Another example is engaging other community organizations such as Fatima Family Center and the settlement houses in the area in order to better understand what improvements the residents want to see in the Greater University Circle neighborhoods. These discussions could lead to system changes, but these are only in their initial phases, since the program is operating for only several months.

Perspectives

Anchors are changing their thinking about the importance of connecting to the community. An example of an *interim system change* is found in University Hospitals' and Case Western Reserve University's designating a point person for their relationship and contact with Neighborhood Connections.

System Change across Geography

All the activities related to community engagement are conducted within the geography of the Greater University Circle neighborhoods. Learning from the new models of engagement being used may be transferred to other geographies in the future, but this is not part of current plans. The activities are still young and are place-based.

Figure 10 summarizes the 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. It is too early for the program to show the effects of any enduring system changes.

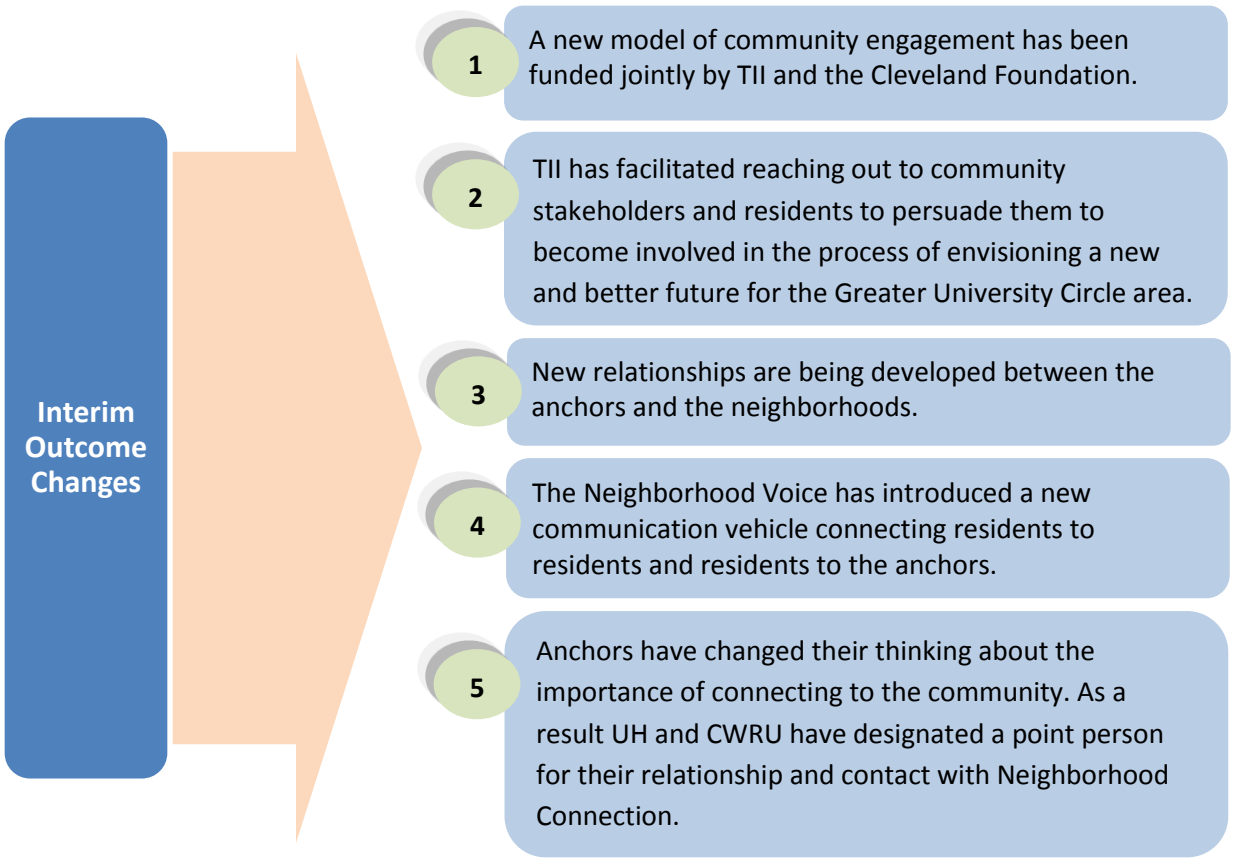



Figure 10: Interim Outcome Changes Associated with the "Connect" Goal