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Living Cities: The Integration Initiative in Cleveland, Ohio- Greater University Circle Community Wealth Building Initiative: Formative Report Year 2

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May 2013

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

**GREATER UNIVERSITY
CIRCLE COMMUNITY
WEALTH BUILDING
INITIATIVE**

**FORMATIVE REPORT,
YEAR 2**

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INTRODUCTION

In Cleveland, The Living Cities' Integration Initiative (TII) is known as the Greater University Circle Community Wealth Building Initiative. It combines the economic power of anchor institutions with the resources of philanthropy and government to create economic opportunity, build individual wealth, and strengthen communities in the neighborhoods around University Circle and the Health Tech Corridor. The Cleveland TII brought together the Greater University Circle Initiative (GUCI) and the Health Tech Corridor Initiative (HTC), both of which pre-date Cleveland's selection as one of five sites participating in the TII. The GUCI and TII are based on the premise that anchor institutions and residents share an interest in revitalizing their neighborhoods and that by working together they can create jobs, income, and ownership opportunities for low-income people.

The TII completed its second year of operation on December 31, 2012. This formative evaluation report describes the progress that has been made during 2012 toward this goal and discusses the different approaches that have been used. Discussion of the individual programs and projects and the resulting system changes are described in two companion reports.

The strength of the TII lies in its collaborative work. The stakeholders realize that if they want to have a lasting and significant impact, they have to work together and invest time, dollars, and ideas. The second year of the Initiative saw progress on a number of collaborative efforts.

In addition, participating in GUCI and the TII has prompted the participating institutions and organizations to take steps individually to advance the goals of economic inclusion. The result of the collaborative and individual work has been progress toward changes in systems such as purchasing, hiring, small business and capital deployment within each of the anchor institutions and within cross-cutting systems as outlined in the System Change report.

In its first year, much of the work of the Cleveland TII centered on creating an identity for the TII, organizing the work, understanding what was needed to bring about long-term system change, and sorting out who needed to be at the table. Leaders were identified, goals were clarified and aligned, strategies were refined, stakeholders and their roles were defined, and programmatic gaps were identified and filled. Programmatically, much of the work effort centered around localizing anchor procurement, Evergreen Cooperatives, related business attraction (supply chain attraction), and small business development as vehicles for vibrant economic opportunity. On the evaluation front, data was collected to create a baseline against which to measure progress toward the big goal: economic inclusion with jobs, income and ownership opportunities for low-income people in the neighborhoods surrounding University Circle. The 2011 evaluation report helped the EIMC to refine the goal and objectives and set the work plan for 2012.

In the second year, the local evaluators observed and measured progress toward the economic inclusion goals of the TII. The progress can be attributed, in part, to the decision to expand the strategies to include workforce issues along with a more intentional alignment of TII's activities with state and local business attraction efforts through Jobs Ohio and the Workforce Investment Board. However, it is the shift in thinking on the part of the anchors, which can be directly attributed to the collaborative work of the GUCI and TII that has resulted in the most measureable progress along the economic inclusion front.

The three anchor partners recognize that strengthening the surrounding neighborhoods and creating opportunities for economic inclusion, with all that that entails, is in their long-term best interests as

health care and education providers rooted in the community. All three are actively working to operationalize this new way of thinking. One anchor participant told us that she now recognized that that her health care system could be a powerful agent for economic and community development; i.e. that it had the power to make decisions and take actions related to all four TII goals, but especially those related to the two priorities of local hiring and local purchasing, which could positively impact the communities surrounding its campuses.

This shift in thinking is reflected in the formal alignment of four goals (buy local, hire local, live local, connect) adopted at the end of 2011 by the leadership of the Greater University Circle Initiative (GUCI) and the Economic Inclusion Management Committee (EIMC). On a deeper level, it reflects the high level of trust that has been built up through the 6 years of GUCI collaborative work and through the EIMC monthly meetings during the first year of the TII.

CROSS-CUTTING

THE TABLE

Structure

The EIMC is at the center of TII's work and its leaders are responsible for the strategic direction and success of the TII projects. EIMC is nested within the Greater University Circle Initiative, established in 2005 and chaired by the president and Chief Executive Officer of the Cleveland Foundation. Many of the same organizations are represented at both tables, but the anchors' top leaders sit on GUCI, and their senior management participates in the EIMC. 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 this table as well. The Appendix includes the three membership lists.

The EIMC, the main table for TII, assists the TII project director and other partners in the administration and oversight of the Living Cities grant and loan funding as well as other support that may become available through other sources.

In 2012, steps were taken to formalize the governance and structure of the EIMC. Senior leadership from the anchors and the public sector took over as chairs, with strong staff input and direction from the TII project director. It became the place where innovative programs were discussed, new ideas were generated, new relationships were created and existing relationships were strengthened. EIMC began the process of taking ownership of the work of the TII.

In 2011, the TII project director, who is housed at The Cleveland Foundation, chaired the EIMC. Concerns about the potential for conflict of interest involved if staff chaired the management committee were raised by Living Cities and, in response, a new leadership structure was adopted at the May 31, 2012, meeting. Under the new structure, two co-chairs are appointed for 1-year terms, one representing the public sector and one representing an anchor partner. The transition to an active leadership by a public and anchor partner (both of whom also sit on the GUCI leadership committee) signaled a recognition that the TII would not succeed without buy-in, ownership, AND leadership of the partners.

It is important to note that there was turnover of the Cleveland Clinic's representatives to the EIMC at the end of 2012. The sustainability officer and lead member for the EIMC resigned from her position at the Cleveland Clinic at the end of November 2012; two other senior employees of the Cleveland Clinic who were members of the EIMC and who worked on diversity in procurement left as well. The new EIMC lead member for the Clinic is the Executive Director of Operations who has control over the supply chain and supplier diversity programs. In addition the Chief Government Relations Officer at the Clinic and a key player on the GUCI, retired at the end of 2012; however he is continuing to be involved in the local community initiatives, including serving on the GUCI, NewBridge, and other local community work of the Clinic.

Collaboration

In addition to the progress that has been made in each of the TII project areas, as documented in the report on programs and projects, we have observed a number of qualitative changes in the interactions that take place at the EIMC. Much of the discussion at the meetings is sharing information. It has been interesting to observe how ideas are disseminated and quickly adopted. The following example

illustrates how new ways of thinking can lead to new ways of acting as a result of the relationships that have developed among people from different organizations who sit at the same table (EIMC).

At one EIMC meeting, the University Hospital member announced that it had received a \$13 million federal grant for Rainbow Care Connection TeleHub, an effort to improve access, quality, and care coordination for pediatric patients and reduce emergency department visits through education and outreach. This grant requires locating remote hubs outside a hospital setting and using technology to directly connect the patient to a primary care physician. The announcement at the meeting quickly led to discussions about where the hubs would be housed and how best to build trust among GUCI residents and foster usage of the hubs. As a result, instead of locating the hubs in drug stores, which was the initial plan, UH reached out to Neighborhood Connections and asked for assistance to link them with neighborhood organizations that might be interested in housing these hubs. Neighborhood Connections hosted a meeting, led by the UH physician in charge of the project and attended by nine community-based organizations to get community input on where to locate the hubs and how to manage the outreach and education. Three of the organizations in attendance subsequently submitted proposals that are currently under review.

As this example illustrates, Neighborhood Connections is becoming a trusted and valued partner for the anchors, especially around workforce and health and the partners are open to considering new ways of doing things that can benefit the community.

Process

Leadership and staff of the EIMC addressed two process-related issues during the second year. First was the need to make meetings more efficient and productive. An increasingly larger portion of every meeting had become a round-robin session of reporting and updates, with time for discussion. While many members valued this information exchange that generated discussion and ideas that were sometimes adopted/adapted by others and implemented as described above, there was a frustration that the meetings had become a place to share information rather than to move forward on priority strategies of the TII.

Second, as the TII extended its strategic focus to workforce and small business development, new organizations or new people from existing organizations were added to the committee. The number of members grew from 16 in December 2011 to 21 members (plus a new category of 9 advisory members) in December 2012 (not including evaluators and foundation staff). Two challenges surfaced as the TII evolved and the management committee grew: (1) to keep the original high-level anchor and public sector members active and involved and (2) 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). The idea for creating these subcommittees was first raised in spring of 2012 but the subcommittees did not meet until December 2012. Each subcommittee includes members from EIMC and new participants with subject expertise (including additional anchors' employees who work in human resources or procurement. At that initial meeting each working group identified and prioritized key partners, strategies, and actions and identified metrics for success. All agreed to focus their work on the expected population level results within the context of the long-term economic inclusion goals set by GUCI and EIMC. The subcommittees will become fully operational in 2013 and are expected to result in greater committee input to the work plan.

Going forward, the local evaluators suggest continued discussions to formalize:

1. The governance structure of the EIMC including the processes for transitioning members on and off the committee.
2. The selection of co-chairs with greater committee input.
3. The relationship of EIMC with the GUCI leadership committee.

To date, the TII is still very much staff- driven. The EIMC as a whole identifies priorities and seeks input on key decisions, but the decisions on what to fund are largely made by TII staff at the Cleveland Foundation with approval by Living Cities and the committee chairs but without a great deal of committee discussion. The newly adopted subcommittee structure may give members a greater role.

One broad indicator of the success of the EIMC is the strong anchor commitment to continuing the work started by the TII. The alignment of TII and GUCI goals, the recognition of the important role that the EIMC plays with GUCI, and the relationships, trust, and caring among the members bode well for continued anchor involvement in the economic and community revitalization of Cleveland.

The evolution of EIMC has laid the groundwork for a concerted effort to work together in 2012 toward the economic inclusion goals of the TII. Living Cities funding is being deployed to support the implementation of key strategies. Significant progress has been made on a number of fronts, as described below.

BUILD MUNICIPAL CAPACITY IN DEVELOPMENT CLUSTER (\$135,000)

There was significant progress in 2012 as a result of the special-projects staff hired to work for the city government through continued investment of TII funds in years 1 and 2 (\$135,000 in 2012). The lack of staff dedicated to this type of work at city hall was identified early on as a barrier to the business attraction/supply chain-based redevelopment of the Health Tech Corridor (HTC), a key strategy of the TII. As a result, Living Cities funding was used to hire a special- projects staff person in the Department of Economic Development (years 1 and 2) to focus on development in the HTC. In addition, two interns were hired with TII funds for the city's Department of Building and Housing (year 2) to streamline the citywide permit process. Also in year 2, Economic Development was able to bring on one of three Strong Cities, Strong Communities (SC2) fellows assigned to the city of Cleveland to work on a new citywide business attraction web portal and social media as well as a marketing strategy that could also serve to support the work in the HTC. Funding for the fellow is from the SC2 fellowship program and Cleveland Citywide Development Corporation. Living Cities has provided an additional \$40,000 for staff training and the development of the website which will serve as a one-stop shop for businesses wanting to locate in Cleveland.

The city of Cleveland plays a key leadership role on the EIMC with the city's economic development director serving as co-chair. The city has made major investments in the HTC since 2008 in tenant assistance, building rehabilitation, new construction, and general beautification efforts. The investment that the city of Cleveland has made over the past five years in the HTC totals over \$77.1 million. This helped leverage an additional \$132.1 million in investment in the corridor. The details are described in the companion report on programs and projects.

The two interns funded by Living Cities (LC) and placed in the city's Department of Building and Housing have also had a significant impact. They have streamlined permit and financial systems, recovered more

than \$2 million in untapped escrow funds, thereby saving the city money and creating greater efficiency. The two interns have since been hired as full-time employees. The City's Department of Economic Development will help the Department of Building and Housing find new interns to fill their places and provide a reserve bench of energetic and quality employees for Building and Housing to draw upon in the future.

The interns and the Strong Cities, Strong Communities (SC2) fellow are using technology to improve the delivery of city services. Their work complements a city-wide effort known as the Digital Communities Initiative, to implement an enterprise e-government solution in which multiple departments will use a common database, provide online access to government services, and provide city inspectors with tools to access information in the field using wireless technology.

CAPITAL INVESTMENT IN GUCI AND HTC

The GUCI leadership is heavily involved in several of the large physical development projects in the GUCI. While outside the scope of the TII, these projects have drawn significant investment from the anchors, the Cleveland Foundation and the city of Cleveland and have leveraged federal and private investment. The investments fall into four areas, (1) Priority transit-oriented development projects, (2) Uptown Phase I and II, and (3) Upper Chester/West Campus District, and (4) the Evergreen Cooperatives.

The GUCI leadership had had a number of successes including the completed Uptown Phase I and nearly completed Phase II, a mixed use complex that has become a new gateway to University Circle. However, another mixed use project that is currently in the planning phase, The Upper Chester/West Campus District, offers an example of the development challenges in this area. CWRU is extending its campus to the west with plans to create a new medical campus (west campus) on the site of the former Mt. Sinai Hospital, which sits at the eastern edge of the Hough neighborhood. In 2012, CWRU received \$20 million in philanthropic funds (\$10 million from The Cleveland Foundation and \$10 million from the Mt. Sinai Foundation) to support this plan. The west campus site is adjacent to the site of the planned Upper Chester project, which could span up to 100 acres and is viewed as one of Greater Cleveland's greatest redevelopment opportunities. The project, which was planned in 2007 but has been "on hold", was recently revived by the private developer. The three anchors, the Cleveland Foundation, and Neighborhood Progress, Incorporated are working with the developer and the city of Cleveland to ensure that all the work that has been done in the GUCI since the original plans were drawn up is considered and that the community has a voice in the redevelopment.

National Development Council (NDC)

The capital available from Living Cities through the TII has greatly expanded the role played in Cleveland by National Development Council, a national Community Development Finance Institution. In addition to financing, NDC staff members provide training and technical assistance to small businesses. Although they work with a number of local entities including the city of Cleveland, Cuyahoga County, and the Cleveland Foundation (Living Cities), all of their work is tied to TII. They also manage the Evergreen Development Fund and are involved in the Evergreen Cooperatives Corporation and the individual Evergreen Cooperatives. They also have created a mechanism for cross-referrals with a micro-financing organization, the Economic and Community Development Institute (ECDI).

While Living Cities' senior debt funds have not yet been allocated for a specific real estate project in 2012, NDC was able to close on its first SBA-guaranteed loan for the Ohio Mills Corporation, a local, green company that employs 64 workers.

NDC has identified two unmet capital needs in the GUCI and HTC that deserve mention here, capital for speculative development and post-incubator financing.

Economic Community Development Institute (ECDI) (\$50,000)

ECDI, a micro-lender, located on the HTC, received \$50,000 in TII funding in late 2012 to provide capital, training, and technical assistance to help start and/or expand very 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. They have used that funding to hire a relationship manager who focuses on outreach and supports loan originations to companies in the GUC area. This person works closely with several organizations to get referrals for start-up and existing small businesses which may need access to micro loans. These organizations include Cleveland Neighborhood Development Coalition, community development corporations, city council members, the Hispanic Center, Bad Girl Ventures, and other community-based organizations. To date, ECDI has 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. The TII director assisted with the grant application. About half of this money (\$400,000) will provide a working line of credit and will be used to purchase equipment for Green City Growers, the newest of the Evergreen Cooperative Companies, which opened in November 2012. The remainder will be used for other healthy food projects and technical assistance in the GUC area.

ALLOCATION OF LIVING CITIES GRANT DOLLARS IN 2012

In 2012, Cleveland allocated \$747,500 to support TII-related projects and programs as outlined in Table 1.

Table 1: Allocation of TII Funds, 2012

2012 Funding	Budget Amount
Cleveland Citywide Development Corp (staffing and systems change initiative in Economic Development)	\$135,000
Neighborhood Connections	
Neighborhood Connections for community engagement and empowerment	\$137,500
Neighborhood Connections for community wealth creation in GUC	\$ 75,000
Neighborhood Voice	\$ 50,000
Neighborhood Voice for the responsive website	\$ 30,000
BioEnterprise—Marketing HTC	\$ 50,000
Anchor Procurement	\$100,000
New Bridge case study	\$ 25,000
Towards Employment-UH Incumbent Worker Program	\$ 50,000
Cincinnati site visit, Partners for a Competitive Workforce	\$ 10,000
WIB/SWAG	\$ 10,000
UCI, Planning and review of potential Interise partnership	\$ 25,000
ECDI to support loan origination in GUC	\$ 50,000
Total	\$747,500

PROGRESS TOWARD GOALS

BUY LOCAL AND SMALL BUSINESS DEVELOPMENT (\$200,000)

The TII is working with the anchor partners to systematically increase the share of local goods and services purchased by the anchor institutions and others to encourage local business growth and create local jobs. This involves strengthening local businesses regionwide as well as identifying and attracting new local suppliers, including small, minority-owned and female-owned businesses. It is further expected that, to the extent it is possible to locate local suppliers in the Health Tech Corridor (HTC) and GUC neighborhoods, the increased employment and wealth creation opportunities will more directly benefit residents and businesses in the GUC neighborhoods.

Four strategies were pursued in 2012: (1) increase opportunities for Cleveland businesses, including small, minority-owned and female-owned businesses through increasing the local share of anchor procurement (\$100,000 to BioEnterprise) (2) build local biomedical hub with incubator and post-incubator start-ups along the HTC (\$50,000 for marketing to BioEnterprise), (3) support small businesses in the University Circle area (\$25,000 to University Circle, Inc. to work with Interise) and (4) continue to work with the Evergreen Cooperatives.

Overview

In 2011, the TII “buy local” funding (and much of the economic inclusion work) was used to add staff and build capacity at the city of Cleveland Department of Economic Development and to strengthen efforts to attract companies that supply the anchor institutions, primarily through the Evergreen Cooperative Companies (ECC) but also through support of marketing efforts for the Health Tech Corridor (HTC) as a biomedical hub. In 2012, the TII support to BioEnterprise for marketing the HTC continued. Also at BioEnterprise, late in 2012, the TII partially funded a staff person to work on facilitating the collaborative local purchasing efforts of the anchors. In a new initiative, a micro-lending organization, Economic and Community Development Institute (ECDI), opened in Cleveland with support from The Cleveland Foundation; TII funds were used to hire a staff person dedicated to making micro-loans in the GUC neighborhoods. In a departure from 2011, based on guidance from Living Cities, the TII discontinued funding for Evergreen in 2012 and shifted funding to the support of local purchasing efforts with the potential for city and region-wide impact.

Despite the withdrawal of Living Cities’ funds, The Cleveland Foundation, the anchors and other funders reinforced their financial and leadership commitment to Evergreen through the GUCI leadership. The ECC received its 501 (c) (3) status and a board was appointed with leadership from the anchor institutions and membership drawn from the wider corporate community. The Cleveland Foundation continues to devote staff time and leadership to develop the cooperative model and Evergreen continued to be a central tenet of the economic inclusion strategy for the Greater University Circle Initiative.

Support of Local Businesses (\$125,000)

Once the decision was made to discontinue Living Cities funding for Evergreen, the TII Cleveland staff quickly explored alternative strategies to encourage collaborative purchasing by local healthcare systems in ways that would benefit the community and meet the economic inclusion goals of the TII.

One-on-one meetings were held with each of the anchors to gather ideas and assess interest. These were followed by a meeting with all the anchors together. The anchors agreed to find a way to work together, where appropriate, to create a baseline of local spending, increase the share of local purchasing, and set benchmarks and measure progress toward goals. The idea was to create a dynamic database of qualified local suppliers and provide a relationship manager or concierge to facilitate local purchasing at the scale and quality required by the anchors.

In late 2011, a small amount (\$25,000) of TII exploratory funding went to a consulting firm, Kelley Green Web to consider local purchasing options. The consultant worked with the Center for Health Affairs to explore the feasibility of creating a shared database and concierge service to promote local purchasing through a region-wide partnership that could reach beyond health care institutions. In a related effort, Kelley Green Web's "Local First Initiative" looked at creating a network to support the purchase of local food by the anchors. During 2012, discussions continued about how best to define what counts as local, how to define the "local" geography (city of Cleveland, Cuyahoga County, Northeast Ohio defined as either 12 counties, 18 counties, 21counties, or Ohio) and how to measure the impact.

After this brief period of exploration, a decision was made to move forward the local purchasing efforts along two parallel paths. In September 2012, the TII funded \$100,000 for BioEnterprise to explore the development of a supply chain portal that will help improve inclusive local vendor sourcing and increase the volume of local purchasing. The long-term plan is for BioEnterprise to identify a mutually agreeable commercial database platform but the process of identifying a vendor for the platform has been slow. In the interim, the working group, made up of procurement leaders from the three anchor institutions, TII, and the Cleveland Foundation is working with staff at BioEnterprise to take the first steps by launching an initial database of preferred vendors from each of the three anchor institutions in the first quarter of 2013 and to then identify and recruit other local suppliers. An important piece of the work will be to offer development and mentoring programs to local vendors to help them build capacity to serve the anchor needs and connect them with anchors. This is a variation on the initial "concierge" concept. The decision to house the TII "buy local" effort at BioEnterprise makes sense because the two health system anchors are among the founders of BioEnterprise and its main line of business is to grow the bioscience sector in Northeast Ohio. It is also positioned at the center of marketing and developing the HTC, and identifying supply chain companies.

Ongoing challenges include balancing the purchasing requirements of each participating anchor, finding areas where they can work together, and finding a commercial vendor platform that meets these needs.

The second pathway to increased "buy local", and the one that is showing considerable success, is the internal work on policies and programs that each of the three anchors is pursuing to increase the share of local purchasing in both new construction projects and annual purchases of goods and services. These efforts are already bearing fruit; all three anchors have set "buy local" targets and plan to do more, as described in the report on companion programs and projects.

The local purchasing efforts of the anchors are tied to the internal goals of inclusion, diversity, and sustainability. For example, all of the anchors have increased their share of local food purchasing in concert with their strong sustainability agendas. The three anchor sustainability officers sit on the EIMC. All three are working with their national food service operators to increase the share of local food purchased and have encouraged their vendors to set targets. The local purchase target for the food service providers is 15% for University Hospitals, 12% for the Cleveland Clinic (with an incremental annual increase), and 20% for Case Western Reserve University.

With regard to local procurement, having all the sustainability officers engage on the EIMC has helped each of them to work within their own institutions. Even though the sustainability officers were already meeting regularly through a University Circle group and have very close ties, both the UH sustainability officer and the Case Western Reserve University sustainability officer told us that the experience of being engaged on the EIMC has moved their relationships to a different level. Seeing the power of so many organizations working together helps them to imagine what is possible. It has also motivated change within UH including fundamental changes in ways the procurement contract administrators approach local procurement. It has aligned them and accelerated internal changes. This would not have happened without their participation in the TII and GUC initiatives.

Discussions at the EIMC and GUCI tables have also spurred projects at CWRU. For example, the recent federal and RTA investment in transit stations in University Circle, which came about through the GUCI development work, prompted CWRU to adopt an internal transit usage goal. The transit goal is tied to wellness and economic inclusion goals that were heightened through the participation in the TII. CWRU would not have dived in as quickly if the other anchors were not also doing it.¹

University Hospitals was an early leader on local procurement through their Vision 2010, which was a 5-year strategic growth plan announced in 2005. Vision 2010 included the new construction of five major medical facilities as well as the expansion of a number of existing facilities. The total budget was \$1.2 billion, of which \$750 million was earmarked for construction.² A unique Project Labor Agreement (PLA) was negotiated with the building trade unions to ensure that UH would meet its diversity commitments and a third-party firm monitored progress toward diversity goals. One of the lasting legacies is that UH has made a commitment to transparent sourcing. As a result, at the end of 2012 new guidelines were announced whereby all purchases greater than \$20,000 must be competitively bid with priority for local, female- and/or minority-owned businesses.

The PLA served as the template for the Model Community Benefits Agreement (currently under development by Cleveland Mayor Frank G. Jackson), which is being discussed and potentially endorsed by a large number of local contractors, businesses, and institutions. Vision 2010 is believed to be the catalyst for a new way of doing business in the city of Cleveland, based on inclusion, diversity, and local procurement.³ The city has a goal to purchase a minimum of 10% of their goods and services locally, but actually reached 30.3% in 2012.

Inspired, in part, by UH's success stories shared at the GUCI meetings, CWRU incorporated a similar voluntary community benefit agreement into the construction of its new University student center, which includes a commitment to hire local businesses and minority- and women-led businesses. These anchors' commitments are testimony to their changing philosophies that "even though it may cost more, it is best for the community."

The public sector is also moving toward strengthening community benefit agreements. Cuyahoga County adopted a local purchasing agreement in late 2012, and in 2010 the city of Cleveland adopted the "Local Producer, Local-Food Purchaser and Sustainable Business Preference Code" which has resulted in \$93.5 million in purchases from certified local producers and sustainable businesses. The city

¹ Interview with Jennifer Ruggles, Case Western Reserve University, November 16, 2012.

² Serang, Farzana, J. Phillip Thompson, and Ted Howard. *The Anchor Mission: Leveraging the Power of Anchor Institutions to Build Community Wealth, A Case Study of University Hospitals Vision 2010 Program*, Cleveland, Ohio (Massachusetts Institute of Technology and University of Maryland, 2013).

³ *Ibid.*, p.3.

has a goal of 10% local purchase; however, in 2012 they procured 30.3% from local vendors in the five-county area. As mentioned earlier, the city is also developing a new process for determining community benefit agreements.

Preliminary steps were taken towards an effort that would support small businesses in the University Circle neighborhood. In late 2012, the TII gave a \$25,000 planning and assessment grant to University Circle, Inc. to review a partnership with Interise, a national organization that was brought to the attention of the TII director through a Living Cities learning community. If the project moves forward, the Interise “Streetwise MBA Program” could be brought to Cleveland to serve Uptown business partners, anchor vendors, and other businesses in the region that are more established and wish to grow.

The TII “buy local” efforts are taking place on several fronts; it is, however, still uncertain whether the central strategy of creating a common “buy local” database is achievable in the third year of the TII. Reaching agreement on the parameters of a common database and an appropriate database vendor is proving to be challenging but the anchors are strongly committed to pursuing this goal, even beyond the current 3 year timeframe of the TII. The question remains, however, about how best to measure the success of such a system. The purchasing working group identified the number of jobs created, but it will be quite difficult to actually measure job creation at supplier companies. It will also be difficult to attribute those jobs to increases in the anchor share of local purchasing or to know whether the jobs affect the TII population.

Attract Supply Chain Companies & Build Local Biomedical Hub with Incubator & Post-Incubator Start-ups (\$50,000)

The second strategy tied to the “buy local” goal is supply chain attraction and the expansion of a local biomedical hub in the HTC. In 2011 and 2012, TII funded BioEnterprise to market the HTC to supply chain and biomedical companies. In addition, funding was provided to the city of Cleveland’s Department of Economic Development to build its capacity to better deploy capital and facilitate development in the HTC and GUC. The two years of investment in building this capacity has had a number of tangible benefits including greater coordination among anchor institutions, the city’s Department of Economic Development, BioEnterprise and Midtown, and concerted action to prioritize capital deployment opportunities in HTC.

The HTC has become an integral part of the regional attraction and expansion effort for companies, especially those in the biomedical and post-incubator phase. It has become so successful that supply chain companies have been largely priced out of locations along the HTC. The focus for the coming year will be on attracting larger companies (25+ employees).

To date, one supply chain company, a UH supplier, moved from Glenwillow Village in Cuyahoga County to the St. Clair Superior neighborhood, just north of the GUC area. Although the company did not choose to locate along the HTC (the options there were too expensive), the move into the city illustrates that the idea of supply chain attraction can work and that suppliers see the benefit of being located in closer proximity to anchor customers.

In another example of the depth of the UH commitment to the goals of TII and GUCI, the hospital system was looking for space to house 60 new employees for a new program to create community-based “innovative medical hubs” to improve children’s health and reduce emergency room visits. The program

is funded by a \$13 million federal grant. In September 2012, UH signed a lease for space in a building in the HTC. If not for this commitment, the default location for the program would have been in a suburb.

One of the barriers to attracting bio-medical and other post-incubator stage companies to the HTC continues to be the lack of funding for tenant improvements in office buildings. In late 2011 and early 2012, TII explored the feasibility of a tenant improvement fund using either Living Cities capital or other capital, but progress stalled and those talks are on hold.

Evergreen Cooperative Corporation

A closely related strategy for local procurement in the GUC is to continue to develop and strengthen the Evergreen Cooperatives through the Evergreen Cooperative Corporation (ECC). As noted above, TII did not provide funding for the Evergreen cooperatives or ECC in 2012. But the cooperatives continue to be a key strategy for the partners in the GUCI.

The Evergreen Cooperative Corporation was incorporated in 2012 as a 501 (c) (3) and its governing board, chaired by Steve Standley, chief operating officer of UH, was formalized with representation from the anchors, the Cleveland Foundation, other foundations and the community.

Green City Growers, the third Evergreen cooperative company came on-line in December, planting its first crop of lettuce. It will supply lettuce and herbs to the food service providers for the anchors as well as local supermarkets.

The three anchors are making a second round of financial commitments to ECC. As of the end of February 2013, UH committed another \$1 million and CWRU committed \$500,000; the Clinic has not yet committed a specific amount, although it is expected to continue and support the ECC. Their support for the existing Evergreen cooperatives continues to be strong and they realize that it is a long-term commitment. CWRU has made a commitment that all their solar projects have to go through Evergreen Energy Solutions (E2S), one of the three Evergreen Cooperatives. In addition, E2S is providing the solar arrays for the Medical Center Company (the energy supplier for CWRU, University Hospitals, and other University Circle institutions) which is building a 1 MW solar facility on a site that they own bordering the cities of Cleveland and East Cleveland.

There are a number of challenges facing the Evergreen companies. The process of adding new Evergreen companies has been very slow. If the goal is to reach a critical mass of 10 to 20 companies, how can they get there? The biggest challenge continues to be getting the right leadership in place at each of the cooperatives and at the ECC. The companies have to have viable business plans and strong leaders if they are going to earn profit for their worker-owners. In late 2012, the Evergreen Cooperative Laundry hired its 4th CEO, but he is the first one who had actual experience running a commercial laundry. The E2S is being led by its 3rd CEO. The Greenhouse has benefitted from strong, continuous leadership since its inception and has learned from the mistakes of the first two cooperatives.

The challenge for the ECC has also been one of leadership. Ideas for new companies are generated by the anchors and ECC staff, but the ECC has had difficulty vetting pipeline ideas, developing strong business plans, receiving commitments from the anchors and other potential customers, getting start-up financing, and moving them to start-up. By the end of 2012, there were two potential cooperatives in the pipeline: Evergreen Central, which would be a warehouse and distribution center for used office furniture and equipment from the health systems, and a patient transport company.

In June 2012, the ECC created a pilot Evergreen Housing Program (EHP) with funding from The Cleveland Foundation. The program integrates stable, affordable homeownership as a job retention strategy for Evergreen worker-owners, many who come to their jobs through the community re-entry program (approximately 68%). It has been very difficult for the employees to find quality, affordable housing in a setting that does not add to their challenge of staying out of prison. Despite the fact that they have a full-time, living wage job, their criminal records and credit issues can make it difficult for them to find better quality rental units in safer neighborhoods. The program is described in the “Live Local” section later in this report.

HIRE LOCAL

Workforce development was identified as a top priority by the EIMC members in 2012, a choice strongly supported by Living Cities’ staff. The TII’s goal is to develop pilot initiatives that demonstrate success in providing opportunities for low-income residents to overcome the historic disconnect between the residents of the GUC neighborhoods and the city and region’s largest employers. This narrow focus ties it closely to the local purchasing efforts which are working to capture a share of the billions of dollars of anchor and consumer spending and use it to create business and employment opportunities.

In year 2, Living Cities’ funds (\$95,000) were used to support workforce efforts in the following ways:

- Conduct an assessment of the New Bridge program (\$25,000)
- Towards Employment, Career Pathways, connect GUCI residents to jobs in anchor institutions.(\$50,000)
- Workforce Investment Board (WIB) launch the Strategic Workforce Alignment Group’s (SWAG) plan (March 15, 2013) (\$10,000)
- Cincinnati workforce system site visit (\$10,000)

TII is deploying its workforce efforts on two fronts. The major effort is to build a neighborhood workforce pipeline by working with boutique and/or pilot workforce initiatives that demonstrate successful results in providing employment opportunities with career paths for low-income residents. These efforts, primarily in health-care related fields, include demand-driven training, hiring of new employees, and incumbent worker advancement programs. The second, much smaller activity is to support the Workforce Investment Boards and strengthen the workforce development system capacity through the implementation of new strategies on alignment (SWAG).

In addition to these collaborative efforts, the anchors are working independently and with community partners, through connections established at the EIMC, to increase their numbers of employees who live in GUC and the city of Cleveland. By working with Neighborhood Connections, Neighborhood Progress, Inc., CDCs 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. As noted above, a number of workforce experts were added to the EIMC in 2012 including Jill Rizika, Executive Director of Towards Employment; Grace Kilbane, SC2 Team Lead from the U.S. Department of Labor, who is working with the Workforce Investment Board; and human resource professionals working at the anchor institutions.

Further, the TII director was appointed to the Workforce Investment Board Strategic Workforce Alignment Group (SWAG) and sponsored a trip for Cleveland workforce leaders, including those from anchor institutions, to visit Cincinnati and learn more about their demand-driven workforce collaborative. Issues that were identified in Cincinnati include the value of connecting the dots to achieve collective impact, establishing clear measures of success, offering a National Career Readiness Certificate (NCRC), and planning for the skills that will be needed in the next 5 to 10 years.

The TII is funding two pilot efforts aimed at employing more GUC residents in jobs in GUC and HTC organizations. The idea is to start with the three anchors and create a pipeline with coordinated services to help residents learn about, prepare for, obtain and retain jobs, and advance along career pathways thus freeing up additional entry-level jobs for residents. The lessons from these two pilots will help to inform the workforce strategy in 2013. These efforts include testing various strategies to overcome obstacles to hiring on individual, interpersonal and systemic levels.

NewBridge (\$25,000)

NewBridge Cleveland Center for Arts and Technology opened in November 2010. Based on the nationally recognized Manchester Bidwell model, it provides market-based vocational training for unemployed, underemployed, and displaced adults as well as after-school digital arts and ceramics classes for high school students. NewBridge 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. Funding from the Cleveland Foundation, the GUC anchor partners, KeyBank, and others has made it possible to offer classes at NewBridge at no charge to the participants.

Adult workforce training classes at NewBridge are offered at no cost to students, and include uniforms, supplies and materials as well as public transportation assistance. In addition to the technical skills, work and life skills are embedded in all adult coursework. NewBridge also works with other nonprofits to connect trainees with support services including housing, food, transportation and child care.

NewBridge offers two vocational training programs: a Pharmacy Technician Training Program and a Clinical Phlebotomy Technician Training Program. NewBridge runs one class at a time in each of the training programs and classes are small, fewer than 20 students per class. The Pharmacy Tech course takes nine months to complete and includes certification. The Clinical Phlebotomy course takes seven months to complete. Both include an externship and job placement coaching. To be eligible for these programs, a candidate must meet the following requirements:

- be at least 18 years of age,
- hold a high school diploma or GED,
- pass the Tests of Adult Basic Education (TABE) test at a 10.5 grade level equivalent,
- complete a fingerprint background check (Ohio law stipulates that certain offenses prevent an individual from working in the healthcare field), and
- participate in a scored panel interview.

The vast majority of applicants who take the TABE do not pass it on their first attempt. NewBridge offers free refresher classes, taught by the Adult Basic and Literacy Education (ABLE) program through the Parma City School District. Applicants may take the test up to three times. If they pass, they can enter the next scheduled training program.

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 GUCI residents who could be referred to other training programs or job opportunities. Cleveland State University's Levin College of Urban Affairs was funded to help TII better understand this connection. In addition to analyzing data from NewBridge and interviewing human resource professionals at the two health care systems, the CSU team conducted three focus groups with NewBridge applicants to identify possible alternative pathways into jobs. The first focus group was with those who had attended refresher classes, passed the TABE, and had moved on to the training programs, the second was with those who are currently attending the refresher classes, and the third was with those who had been attending but left the refresher classes. Of the 143 adults who continued with the refresher classes, 60% were from the city of Cleveland and 53% of those were from one of the seven GUC neighborhoods, so the potential for having a targeted impact was good. This study will be completed in 2013.

At the end of the study, a roundtable discussion will be held with Towards Employment and others involved in the TII workforce efforts to discuss ways to take what was learned from the focus groups and interviews and use it to inform future workforce development efforts.

Towards Employment (\$50,000)

Towards Employment is using the TII funding to provide support to a new University Hospitals pilot program, Pathways to Patient Care Assistants (PCA). The program, based on an existing UH program, Bridges to Your Future, trains qualified entry-level employees in patient transport, nutrition services, and environmental services and promotes them up a career ladder to PCA jobs, thus freeing up more entry-level jobs. Towards Employment provides an advisor to support the initial cohort of 14 individuals as they move through the program's training. The advisor provides counseling, coaching, and coordination to ensure a successful transition. The goal is for the first cohort of participants to receive their PCA credentials and to recruit and start a second cohort.

In a related effort, Towards Employment also 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. Open positions exist continuously because of the high turnover rates in the entry-level positions. In addition, more openings are anticipated as a result of incumbent worker advancement in the UH program.

The planning effort was based on a concept piloted by the Annie E. Casey Foundation called the Neighborhood Workforce Pipeline. It has six stages: targeted outreach and recruitment, orientation of the programs and requirements, assessment of job seekers' work-readiness and their strengths and weaknesses, referrals to training and work supports, linkages to jobs and credential training programs, and retention services.

This planning and assessment phase generated the idea of creating an "ambassador program" (which uses existing anchor employees who understand how the hiring system works) 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 including how best to connect residents with opportunities, including integrated services between organizations.

Through the work of Towards Employment with UH and community-based organizations, some early lessons have already emerged. There are some inherent tensions associated with interest by the anchors to move forward on prioritizing hiring from the GUC neighborhoods. The anchor recruiters report that they are inundated with qualified applicants for entry-level jobs and are rewarded in their jobs by quick placements for the most appropriate candidates. The application process is fully automated and on-line, posing a barrier for many neighborhood residents, unless community groups or ambassadors can step in and provide an interface. At the same time, community groups and residents would like to see an increase in local hiring, with preference given to residents of GUC neighborhoods. This involves disrupting a system which is already operating beyond capacity in terms of its ability to process the many thousands of applications. Through TII, Towards Employment will be working with the anchors and the community partners in 2013 to bridge the gaps and help find a workable balance that would result in the anchors getting qualified, successful employees and neighborhood residents getting access to jobs.

The first concrete steps toward this goal have been taken through the work that Towards Employment conducted with UH in 2012 to support the Pathway to Patient Care Assistant program. This work built a new level of trust and deepened the relationships. One result is that UH recruiters are more open to considering ways to fill the newly opened positions that will be created through the program with priority given to GUC residents. This was a barrier that previously felt insurmountable for recruiters.

According to Jill Rizika, director of Towards Employment, the solutions at UH went beyond "work arounds" to include proposals for changing the way the hospital does business. Having internal champions was key: Deb Perkel, the director of the Pathways to PCA, and Heidi Gartland, Vice President, Government Relations, and the TII lead for UH saw the value in hiring local residents and several positive outcomes are already evident. Specifically, UH has changed the status of nutrition services positions from primarily part-time to full-time with benefits. The health system has started the process of creating career ladders within entry-level jobs and has committed to creating a "preferred pool" of candidates from the neighborhood. UH is working with Towards Employment to implement these ideas, and is planning to support the community ambassador program.

The anchors have begun a number of workforce initiatives on their own. These are described in the companion report on system changes. Some examples include a new Cleveland Clinic program with Fairfax Renaissance Community Development Corporation to identify and recruit neighborhood talent and help them fill out the on-line application. University Hospitals is training employees to serve as ambassadors to the GUC communities and educate potential applicants as to what is needed to qualify for job openings. Through UH advocacy at the state level, nonprofit hospitals can now access state Incumbent Worker Training funds, which were previously reserved only for for-profit companies; these funds can be used to train incumbent workers for higher level jobs, thus opening up additional entry-level jobs and providing career ladders within the health system.

CWRU has started to use an on-line system to distribute job openings locally, which helps local residents access the application process. CWRU also started a pilot program with the goal of helping 100 entry-level employees attain their GED and encourage them to pursue a post high-school degree to open up new career opportunities. This program was a direct result of John Wheeler's, Senior Vice President for Administration at Case, participation in the Greater University Circle Initiative. He also started an

internal economic inclusion meeting in 2012 as a result of his participation in the Chicago Living Cities meeting for the anchors. In addition, the Human Resources department at CWRU is exploring ways to reduce barriers to hiring ex-felons to open up job opportunities for these neighborhood residents.

The Neighborhood Connections community organizing staff, funded by Living Cities, is fully engaged in the workforce efforts and has been working to bridge neighborhoods and institutions, more closely linking these efforts to neighborhood residents. One way they did this in 2012 was to hold a career fair to fill jobs at the new retail establishments opening in the Uptown project in the University Circle neighborhood. Moreover, they are exploring ways to make career fairs a more productive source of employment for neighborhood residents.

TII is also trying to align its activities in workforce development with two regional efforts. The TII director has been participating in the taskforce on workforce development of the Regional Economic Competitiveness Strategy and the SWAG. The director's participation may help identify additional opportunities for GUC residents to link to regional economic drivers.

LIVE LOCAL

The goal "live local" aims to attract and retain residents in the GUC neighborhoods. Although no TII funding is being used to support the "live local" programs (although the TII Manager spent his time on revising and re-launching GCL), but are closely aligned with the initiative.), the programs are very closely aligned with the other work of the initiative. The two-part strategy consists of an employee housing assistance program, Greater Circle Living (GCL), and the new Evergreen Housing Program.

Greater Circle Living

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. After several years of low activity, the program was revamped. An improved program was rolled out in the fall of 2012. The anchor partners agreed to double the anchor and foundation benefit per homebuyer to a maximum of \$30,000, eliminate barriers to participation for new hires and part-time employees, and improve the program's management. The manager of Greater Circle Living is now a member of the EIMC.

Since the re-launch there has been a new marketing and outreach strategy which led to an increase in interest and usage. There is anecdotal evidence that the increased incentives motivated people who were planning to purchase a home in other areas to purchase in GUC and that it has incentivized and enabled potential renters to become homeowners instead. Further, a strong partnership with realtors has led to an increase in participation from the smaller nonprofit institutions as well. Based on realtor referrals, two pastors used the program to purchase in GUC and are now advocates, helping to educate the community about the program. Details on the usage of GCL program are available in the companion report on the TII-related Programs and Projects.

Evergreen Housing Program

The Evergreen Housing Program (EHP) was created in June 2012 to integrate stable, affordable housing with job retention for worker-owners of the Evergreen Cooperatives. Evergreen provides employment opportunities for hard-to-employ individuals, many with criminal records. In a pre-program survey,

eligible employees revealed that they face a number of barriers to stable housing including credit issues, lack of savings, limited understanding of the home buying process and affordability needs (\$500 per month in housing costs). Two-thirds have felony records, a significant barrier to renting affordable, quality housing. Their unstable housing situations were negatively affecting their work behavior. For all, the most important need was stable, affordable housing and homeownership.

It became apparent to management that the lack of stable housing was a barrier to successful employment. The EHP addresses this problem by combining a pathway to affordable homeownership with special financial underwriting of their mortgages, peer-to-peer “barn-raising” (a sweat-equity volunteer component) as well as support services such as pre-purchase counseling, home weatherization, and financial literacy.

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 up to 20 ECC employees. Each year, CHN has a limited portfolio of homes available for sale through its nationally recognized Lease Purchase program. Lease Purchase provides a pathway to homeownership for low-income families following 15 years of responsible tenancy. While 80-85% of the Lease Purchase households successfully purchase their homes, homes that are not purchased are made available to other low-income buyers for an average sale price of \$16,000. These “Year 16” homes are in sound condition with all major systems in place. ECC employees select their home from this pool. The program provides quality, affordable housing for participants and responsible-owner occupants in what otherwise might be vacant homes.

By the end of 2012, five employees have taken advantage of the program, purchasing homes in GUC neighborhoods with a monthly payment of under \$500.

In 2013, the goals of “live local” and “Connect” will be combined.

CONNECT

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. Fostering an active and engaged community and creating the “space” where residents and anchor institutions can come together to co-create action is the foundation for achieving the TII goals for building wealth in the GUC and sustaining that wealth over time.

The TII works closely with Neighborhood Connections (NC) and Neighborhood Voice (NV) to better connect residents.

Neighborhood Connections (\$292,500)

Neighborhood Connections (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. Prior to partnering with the TII in 2011, NC’s primary role was to administer a small grants program and to support resident-driven projects to improve neighborhoods. Although the organization continues its small grants work throughout the city (including in the GUC neighborhoods), this role expanded significantly in 2011 and 2012, when TII funded 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 GUC neighborhood residents and organizations and the anchor institutions.

NC has taken on an enormous task of overcoming deeply rooted, multi-generational poverty, internalized oppression, and an overall distrust and disconnection from the institutions in University Circle. Reconnecting residents to this economic engine requires a bold, sustained approach to building a lasting foundation for change. Recognizing the importance of this work, the TII investment in Neighborhood Connections, including Neighborhood Voice, over 2 years (\$415,000) represents the largest sustained share of TII funding.

Early indicators are that the TII investment in NC is bearing fruit. Over the first 2 years of the TII, various opportunities have been provided for residents to get involved and stay involved; to connect with one another and, in the process, to become more connected with opportunities and pathways to a stronger economic future. In 2012, a decision was made to use a hybrid approach that continues the broad-brush work across all of the GUC neighborhoods, but also strategically selected a few “deep dives” that involve intensive engagement and are used to test practices that can be used in other contexts. These include a neighborhood stabilization project in Glenville; community building in the Commodore apartment building; 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 measured through surveys or focus groups, as described below:

Community Aspiration Kick Off Party

In March 2012, 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 neighborhood through Neighborhood Connections (NC). The event used various means during the evening to elicit resident input on identifying assets, aspirations, and ideas for developing trust and building power across boundaries. Of the people who completed a brief survey form, 40% had lived in the area for at least 6 years. All of the respondents indicated that knowing neighbors was very important and that knowing their neighbors better was a personal priority. Not surprisingly, longer-term residents reported higher levels of participation in neighborhood activities and were also more likely to know their neighbors. But overall, respondents were generally in agreement that efforts to strengthen linkages within the GUC area would be desired. The main policy concerns identified that evening were creating peace, fostering a stronger local economy, and improving education. This information was used to inform the community engagement work.

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. Since mid-2011, six residents have been trained as facilitators. Ten Neighbor Circles were held in 2012. Six of these were non-traditional Neighbor Circles that intentionally brought together groups who would not otherwise interact. For example, three Neighbor Circles paired high school students from Hawken School, an elite private school with a small satellite campus in University Circle, with residents from Glenville, Fairfax, and East Cleveland. Another such circle brought together undergraduate students from CWRU with students from East Cleveland’s Shaw High School.

The Neighbor Circles with Hawken students encouraged inter-generational dialogue. One of the primary goals was to foster better understanding between the two age groups. Although the intent was to

exchange personal stories to build understanding, the results were mixed. In one of the Neighbor Circles, the neighborhood residents were more concerned with discussing neighborhood issues. As a result, the connection between the two groups did not meet expectations. However, a letter to the editor in the February 2012 issue of the *Neighborhood Voice* from a resident who participated in the other Neighbor Circle, made note of the commonalities shared between the stories of older and younger generations.

The Neighbor Circle that brought together students from Shaw High School and CWRU was more successful. In a survey of participants conducted after the program, 97% rated their experience as excellent, and all but one person claimed that they would continue with the program in the future. Additionally, every survey participant would recommend the program to a friend. The most positive aspects of the program were the peer-to-peer learning.

In October 2012, the TII evaluators held a focus group with five of the facilitators and hosts of the Neighbor Circles. The focus group objectives were to get feedback about how residents perceive the GUC institutions, the issues facing their neighborhoods, the role that the Circles played in making connections, and suggestions for how they could work better. The findings are highlighted below:

- Neighbor Circles strengthened neighbor to neighbor relationships, encouraged people to get more involved in their neighborhood organizations, cleared up misconceptions among neighbors, and connected neighbors in ways that improved their quality of life. For example, in the Central neighborhood, participants in the Neighbor Circle started a morning walking club and, in addition to getting exercise, discovered a local church that was distributing fresh vegetables.
- In at least one case, the circles broke down physical and psychological barriers, prompting one participant to take classes at CWRU and another to use the university's recreation facilities. Still another found a way to get involved in a group that was planning how to reuse an abandoned school in her neighborhood.
- It was difficult to get people involved, but those who participated benefited in many ways. Skills and talents were identified and shared as neighbors got to know each other better. Neighbors became more comfortable reaching out to their neighbors or asking for help or to borrow things.
- One Glenville resident related that listening to the stories of the Hawken students inspired her high-school-age son to continue his education.
- Residents at the neighbor circles identified concerns about a number of issues in their neighborhoods, including, in order of importance:
 - Lack of Recreational Activities
 - Neighborhood clean-up and beautification
 - Activities for youth
 - Crime and lack of police response
 - Abandoned Houses
 - Gangs
 - Drugs

- Threat of neighborhood development by outsider developers without resident input
 - Street lighting
 - RTA bus route cancellation/lack of transportation
 - Good neighbors leaving
- Residents of Buckeye, Central, East Cleveland, and Fairfax do not feel connected to, or comfortable with, the institutions in University Circle. Only Glenville residents feel that they are part of University Circle. Moreover, those that felt disconnected did not think this was likely to change unless people could become involved in activities to purposely connect and to slowly build trust. Examples of things that have worked well were bringing art and music events to a neighborhood park in Fairfax, Community Health Centers in Fairfax and East Cleveland and the Buckeye Farm, which is a satellite of the Botanical Garden Farm. Barriers include lack of transportation (for example, a need to connect Fairfax to the art museum) and the prevalence of grandparents raising grandchildren.

Innovation Teams

The first prototype Innovation Team combined residents, anchor representatives, community activists from across the city, and representatives from faith-based and community-based organizations to identify new ways to engage residents. The first team met over two months in the spring and summer of 2012 to generate innovative ways to build networks in the GUC.

An exit survey revealed that participants felt they benefitted from the diversity and inclusiveness of the program. Almost all of the participants felt prepared and enthusiastic about creating positive change in the community.

Network Nights

In November 2012, NC held its first monthly network night to identify and discuss community issues, facilitate ongoing mutual support and spark collective action. Issues were discussed in small groups and successful strategies for dealing with issues were highlighted. These network nights will continue through 2013.

NC Grants and Promise Grants

In May 2012, 40 NC grants were approved for projects in GUC totaling \$136,121. Grants funded community gardens, public art, community health, education, athletics and more. Central Promise Neighborhood Connections grant-making committee approved nearly \$18,000 in funding to nine neighborhood groups in Central. All are working with youth and children. In August 2012, a second round of NC grants included 25 for GUC projects for a total of \$90,953.

Neighborhood Connection: Summary

As a result of its work in the neighborhoods NC is becoming a valued and trusted community partner for the anchors, especially UH and CWRU but also, to a more limited extent, with the Cleveland Clinic (It should be noted that the Clinic has an independent, longstanding partnership with Fairfax Renaissance Development Corporation, the Community Development Corporation that serves the Fairfax neighborhood in which the Clinic's main campus is located.) Some examples of trust, highlighted elsewhere in this report, include working with UH to identify locations and community education partners for its federal Rainbow Connections Health Hubs grant, working 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.

NC explored the idea of starting a Family Independence Initiative program in Cleveland but, after some preliminary investigation, they were advised not to because of the expense involved. They are still trying to work out a way to make this type of program work for GUC residents and will continue to pursue this in 2013. Also on the agenda for 2013 is a program of new small grants of up to \$2,000 to catalyze connections between community members and organizations across neighborhood boundaries in GUC, funded by Living Cities and the Roy A. Hunt Foundation.

In conclusion, NC's role as the "glue" or 'connective tissue" for the TII is also evident in its work with other EIMC members (such as its work with Towards Employment) to link neighborhood residents to employment opportunities at the anchors. NC has become a trusted source of advice and a trusted partner for any of the EIMC members as they seek to engage with the community. And they are slowly becoming a partner for Community Development Corporations and residents who are looking for ways to have a more positive interaction with the anchors.

Neighborhood Voice (\$80,000 from TII and \$32,000 from the Knight Foundation)

One of Neighborhood Connections' most powerful tools for communication, outreach, and engagement is the *Neighborhood Voice*, a community newspaper and website serving University Circle and the surrounding communities of Buckeye-Shaker, Central, Fairfax, Glenville, Hough, Little Italy, and 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 responsive website that works on phone, pad or computer screen, and has enhanced ability to both "push" info 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. An additional TII grant of \$30,000 plus a \$32,000 grant from Knight Foundation are being used to develop the responsive web design.

Neighborhood Voice began publishing in September of 2010 with the intent to inform and inspire residents, organizations, and businesses and to create an identity for Greater University Circle. In July of 2011, with funding from the TII, a new editor, Lila Mills, was hired and the publication was moved under the administrative auspices of Neighborhood Connections. Since 2011, the editor has been working to streamline the publishing process, reduce publishing costs, increase advertising revenue, and better manage the distribution of the newspaper. This has resulted in cutting the number of papers printed per issue by one third, but making them available in more locations (from 80 locations in 2011 to 317 in 2012), building a web presence, and working to create a Responsible Web Design web application.

Because the *Neighborhood Voice* is such an important part of the overall communication and engagement strategy for TII and GUCI, the evaluation team conducted a content analysis to better understand the content and tone of the articles, as well as who was writing them. The analysis 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. The January 2012 insert, "Connecting the Circle," included information about career opportunities through Evergreen and NewBridge, and community projects and opportunities to get involved. The insert also included a list of GUCI partners. The June 2012 insert was a summer calendar of events in the GUC neighborhoods and University Circle's institutions. The September 2012 insert had information on the re-launch of Greater Circle Living, home purchasing resources, small business loans, and opportunities for community

involvement. Comparing the content of Neighborhood Voice in Year 2 with the content before the affiliation with TII shows that the share of articles written by anchor-affiliated contributing authors increased. The share of articles, announcements, and advertisement related to community engagements increased as well. A description of the detailed content analysis is included in the companion report on TII-related programs and projects

CONCLUSION

During the second year of the 3-year Living Cities Integration Initiative in Cleveland, the major players strengthened their commitment to improve the GUC neighborhoods. The commitment is coming from the top of every organization involved in the initiative. The collaborative work among the anchor partners toward the GUCI and the TII goal of economic inclusion and community development is unprecedented in Cleveland. Further, Neighborhood Connections and its network-centric approach to community engagement, is viewed as a valued partner. Together, the Cleveland Foundation which is the lead organization, the three anchor institutions located in University Circle, the city of Cleveland, and the many other EIMC members and participants are truly “writing the next chapter” in anchor-based economic development. They are demonstrating that they understand what it means to live and work together in a community and that stronger communities will mean stronger institutions.

This shift in thinking originated with the collaborative investment and development projects undertaken through Greater University Circle Initiative. But in the many ways described in this report, it has been reinforced and strengthened through the TII. The success of the two initiatives is intertwined; it would not have been possible to do the work of the TII without the foundation created by the GUCI, but TII both deepens and broadens the work of GUCI. The national recognition associated with being part of the TII has helped the anchors see themselves and their work as part of a learning laboratory. According to Jen Ruggles, co-chair of the EIMC, the anchors see value in being part of a national initiative; it has raised the stakes.

The economic inclusion work has moved to the next level, with work that was outlined and emerged in Year 1 now being adapted and implemented in Year 2. The TII has also broadened the scope of the GUCI work to include workforce (hire local), has contributed to more clearly defining and pushing the “buy local” agenda, has strengthened the Greater Circle Living program (live local), and has added a strong community engagement piece through Neighborhood Connections(connect). The TII Learning Communities, the sharing of information among participating cities, and the LC site visits have helped to clarify and refine the thinking of the participants. The TII has focused the programmatic activities to more closely align with the goals of economic inclusion and lead to system changes. The TII program funding has accelerated the programming initiatives and the thinking about system change.

In the second year, the anchors and public sector have taken on leadership of the EIMC and members have taken ownership of the programs and projects. The EIMC now functions more fully as an advisory body for the TII Cleveland director. Issues are discussed and successes are celebrated.

Looking toward the third year, the TII holds promise that the programs will begin to operate at a scale at which they can make a difference in the lives of the GUC residents. Much will depend on keeping the GUCI and the TII from diverging further and staying focused on the same initiatives. As the three TII cities—Cleveland, Detroit and Baltimore—doing anchor-based work learn what is successful there will be opportunities for sharing lessons learned with each other and with other cities. The ultimate success of the TII will not only be the progress toward sustaining the programs and projects that were started

with LC funding, but whether systems have changed enough to achieve the primary goal of providing jobs, income, and ownership opportunities for low-income people.

Finally, it is important to recognize the key role that is played by the Cleveland Foundation as the lead organization of both the GUCI and the TII. In addition to providing foundation staff and resources, it serves as convener and partial funder of both the GUCI and the TII. The TII director and his assistant are housed at the office of the Cleveland Foundation. The director's leadership and his ability to quickly assess and put resources behind what is working and withdraw resources from programs or projects that are not showing promise has been key in shaping the design of the overall economic inclusion strategy. The Foundation's interest in revitalizing the neighborhoods surrounding University Circle and its unrelenting focus on restoring the community through economic inclusion for the lowest-income, lowest-educational attainment neighborhoods in the city of Cleveland is seen by the anchor partners as extraordinary.

APPENDICES

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Dean and Vice President for Medical Affairs
 Barbara Snyder
President
 John Wheeler
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Charter One, Ohio

Carrie Carpenter
Vice President of Public Affairs
 Ken Marblestone
President & CEO

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City Planning Director
 Tracey Nichols
Director of Economic Development
 Chris Warren
Chief of Regional Development

The Cleveland Clinic

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 John D'Angelo
System Facility Manager
 Oliver (Pudge) Henkel
Chief External Affairs Officer
 Pamela Marshall Holmes
Senior Director of Community Service

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 Brian Smith
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