CLEVELAND'S GREATER UNIVERSITY CIRCLE INITIATIVE

Building a 21st Century City
through the Power of
Anchor Institution Collaboration

Cleveland Foundation

OUR MISSION

An expression of who we are. The Cleveland Foundation's mission is to enhance the lives of all residents of Greater Cleveland, now and for generations to come, by working together with our donors to build community endowment, address needs through grantmaking, and provide leadership on key community issues.

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Established in 1914, the Cleveland Foundation is the world's first community foundation and one of the largest today, with assets of $1.86 million and 2012 grants of $91 million. Through the generosity of donors, the foundation improves the lives of Clevelanders through community endowment, addressing needs through grantmaking and providing leadership on vital issues. The foundation tackles the community's priority areas—economic transformation, public improvement, development, neighborhood revitalization and arts advancement—and responds to the community's needs.

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PAPER
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FSC FOREST STEWARDSHIP COUNCIL

CLEVELAND'S GREATER UNIVERSITY CIRCLE INITIATIVE

A Partnership Between Philanthropy, Anchor Institutions and the Public Sector

Cleveland Foundation

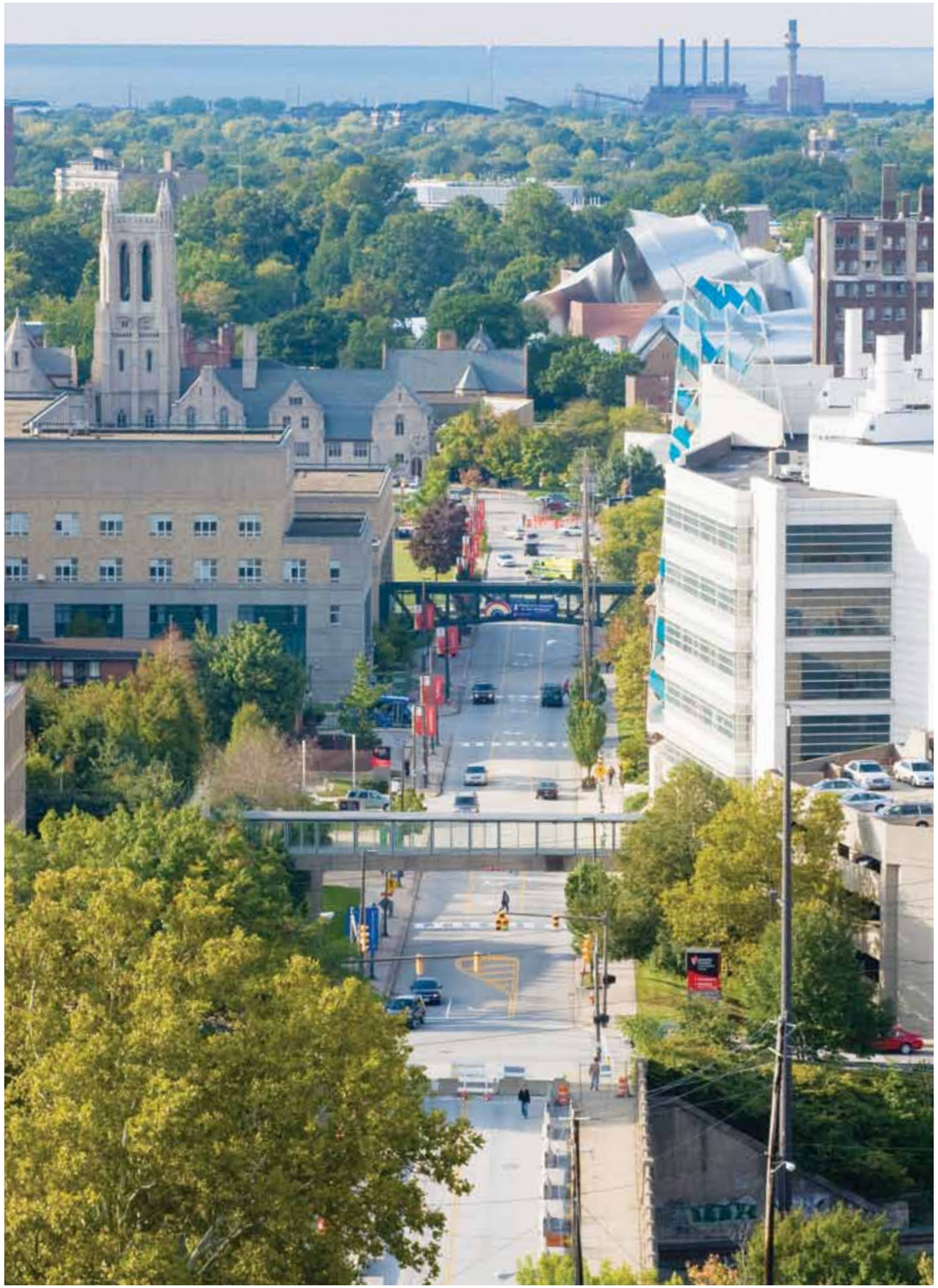


TABLE OF CONTENTS

LEFT Image courtesy: University Hospitals

EXECUTIVE SUMMARY

This study describes a collaborative redevelopment initiative by multiple anchor institutions in and around Cleveland's University Circle district. The goals are to rebuild neighborhoods and improve the economic opportunities of the people who live there.

The Greater University Circle Initiative (GUCI), as the Initiative is known, addresses the specific challenges of some of Cleveland's most disinvested neighborhoods. At the same time, its agenda is broad enough to be instructive for any city or district hoping to create a socially responsive redevelopment strategy.

GUCI starts from two convictions. The first is that by working together, anchor institutions can achieve more than any single institution working on its own. The second is that while physical development is important to urban revitalization, neighborhoods cannot succeed unless the people living there are valued and empowered.

Specifically, GUCI focuses on four strategy areas:

1 **Institutional Partnership.**
Creating opportunities for diverse institutions to work together.

2 **Physical Development.**
Catalyzing transportation and real estate projects that reconnect neighborhoods.

3 **Economic Inclusion.**
Encouraging institutions to buy local and hire local, and empowering new and existing residents to live local.

4 **Community Engagement.**
Ensuring residents have authorship in the revitalization of their neighborhoods.

This study explains the development and rationale behind these strategies, and the specific projects the Initiative has driven. It also recounts GUCI's many successes to date, including:

- A collaborative structure that allows diverse institutions to identify and lead mutually beneficial projects **[p. 24]**;
- The completion of the Uptown mixed-use project and nearby transportation improvements **[p. 35]**;
- New cooperatively-owned businesses that serve institutional needs, employ neighborhood residents and build community wealth **[p. 57]**;
- A business growth and retention program that resulted in more than $200 million in investment since 2008 **[p. 64]**;
- Incentives for new residents to move into GUCI target areas, and for existing residents to improve their homes **[p. 48]**;
- A new institute that provides workforce training programs for adults and after-school programs for children **[p. 69]**;
- A community engagement agenda that connects residents with each other and with institutional leaders, while funding several neighborhood-driven community development projects **[p. 75]**.
- Finally, the report provides a candid summary of lessons learned, and describes how GUCI plans to expand its efforts in the future **[p. 81]**.

We hope this document serves as a road map for government, nonprofit and private agencies that want to implement a collaborative redevelopment strategy that recognizes the importance of people and place.

TIMELINE

2003
- Ronald Richard appointed as new CEO of The Cleveland Foundation (TCF)

2004
- Restructure of TCF program staff to proactive approaches

2005
- TCF establishes Greater University Circle Initiative (GUCI)
- First meeting of GUCI Leadership Group

2006
- Development of four priority physical development and transportation projects

2007
- Launch of housing and economic inclusion initiatives

2008
- First three-year extension of Leadership Group meeting term
- Leadership Group approves new three-year goals

2009
- Launch of Greater Circle Living employer-assisted housing program
- Opening of first two Evergreen Cooperatives businesses: Evergreen Cooperative Laundry and Evergreen Energy Services

2010
- Launch of Health Tech Corridor business retention and attraction program
- Opening of NewBridge Cleveland Center for Arts & Technology, offering workforce training and youth development
- First publication of The Neighborhood Voice, a community newspaper

2011
- Launch of Neighborhood Connections networking events for residents, employees and institutions
- Second three-year extension of Leadership Group meeting term, and approval of new three-year goals

2012
- Completion of Uptown Phase I commercial and residential development
- Opening of new building for the Museum of Contemporary Art
- Expansion and relaunch of Greater Circle Living

2013
- Groundbreaking of new Mayfield Road Transit Station
- Groundbreaking for Cleveland Institute of Art project in Uptown
- Construction begins on Uptown Phase II commercial and residential development
- First project of the Circle North neighborhood revitalization initiative
- Groundbreaking and opening of key Health Tech Corridor projects: Midtown Technology Park, University Hospitals Distribution Center, Victory Building and E. 55th Bridge painting
- Opening of third Evergreen Cooperatives business: Greenhouse Growers
- Matriculation of Case Western Reserve University's largest and most diverse entering class ever
- Groundbreaking of Cedar Hill Transit and transportation project and E. 105th and Martin Luther King (MLK) intersection reconfiguration project

THE GREATER UNIVERSITY CIRCLE INITIATIVE:

FOREWORD

RONALD B. RICHARD, PRESIDENT AND CEO, THE CLEVELAND FOUNDATION

When I came to Cleveland in 2003, I was struck not only by the city's remarkable cultural assets, but also by its heartbreaking socioeconomic divides. Nowhere was this more apparent than in the area around University Circle. The University Circle district boasts a greater concentration of academic, research and cultural institutions than perhaps any other urban area in the world. Yet in the shadows of those institutions lived public school students who had never visited the art museum. Long-term residents could see the campuses of major health care employers from their backyards, but believed jobs at those institutions were beyond their reach. Empty storefronts and vacant lots abounded.

Clearly, the "invisible divide" was hurting residents and neighborhoods. But it was also hurting the institutions themselves. Prospective students and employees were bypassing Cleveland and University Circle for other cities where access to opportunity was perceived as being within easier reach. This was creating a cycle of disinvestment and low expectations among residents and their neighbor institutions.

The Greater University Circle Initiative (GUCI) reverses this cycle. It empowers anchor institutions and residents to participate in their neighborhoods' renewal. GUCI builds on the examples of past redevelopment initiatives—such as the West Philadelphia Initiatives and Baltimore—to pioneer a groundbreaking new approaches to community change. It encompasses, but is not limited to, traditional physical redevelopment. It defines economic, social engagement and institutional cooperation as its benchmarks for success.

In short, GUCI views people—residents, employees, visitors—as the district's true assets, and as its true agents of change. The vehicle for this change has been partnership. For their willingness to work together toward common goals, I have the most profound respect for our many institutional partners, including Case Western Reserve University, Cleveland Clinic, University Hospitals, the Greater Cleveland Regional Transit Authority and the City of Cleveland.

BRIDGING THE INVISIBLE DIVIDE

The GUCI approach has yielded some remarkable early successes, including:

- A leadership table that provides the first-ever form for collaboration among GUCI institutions;
- An evolving local procurement program to funnel more of the district's $3 billion of purchasing power to local businesses;
- Three new, employee-owned businesses that aim to create wealth in Greater University Circle neighborhoods;
- A workforce training center that builds on a national successful model;
- A comprehensive community engagement strategy emphasizing the power of networks;
- More than $140 million in new, public-private development that has boosted the area's commercial and residential base.

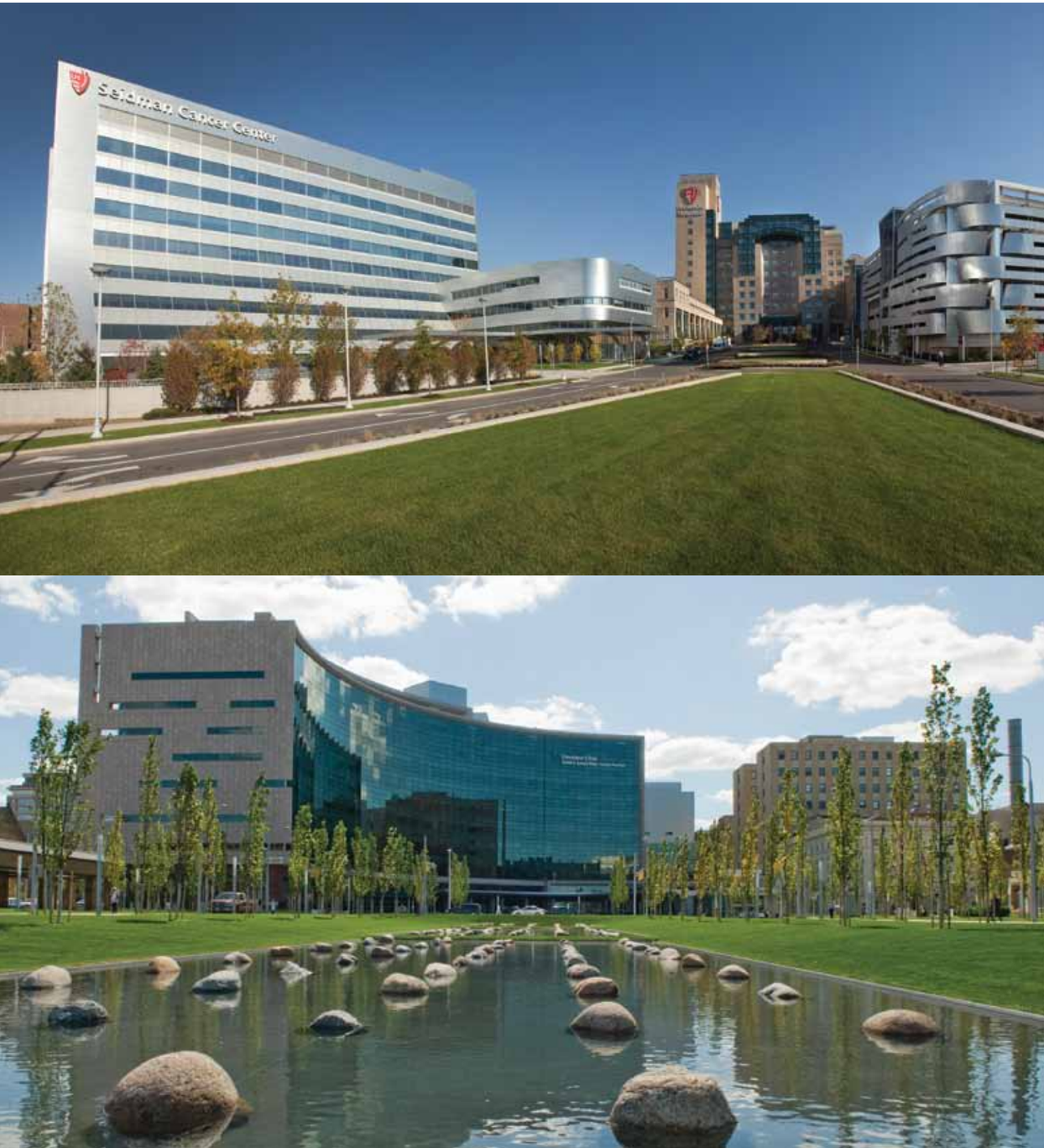
GUCI has also influenced the working style of The Cleveland Foundation. Through its role as convener of GUCI, the Foundation has redefined itself to be both grantmaker and proactive leader in community redevelopment. In many ways, the Foundation now functions as an anchor institution. Like other anchors, it is rooted in Cleveland; its primary donors live in Northeast Ohio and care about the community; and it can frame and help fund catalytic physical development and social programs. This redefinition would not have been possible without the tireless and spirited work of my colleagues, past and present, particularly Robert Eckardt, Jay Talbot, India Pierce Lee, Lillian Kuri, Ted Howard, Walter Wright and Annabel Bryan.

This case study offers practical tools and recommendations for any city or organization that would like to adopt a collaborative, asset-based redevelopment agenda. Just as we expanded on past precedents in crafting GUCI, I hope you find this study instructive in your own efforts to boost local economies and improve the lives of residents.

WHY THIS STUDY? WHY NOW?

INTRODUCTION

INDIA PIERCE LEE AND LILLIAN KURI, PROGRAM DIRECTORS
THE CLEVELAND FOUNDATION



THIS PAGE Image courtesy: Case Western Reserve University
OPPOSITE PAGE, TOP Image courtesy: University Hospitals
OPPOSITE PAGE, BOTTOM Image courtesy: Cleveland Clinic

Since 2005, the Greater University Circle Initiative has been managed by India Pierce Lee (left) and Lillian Kuri (right)

In 2005, at the inception of this initiative, the Greater University Circle area was already known as a district of world-class institutions and was poised to become a leading shopping and residential environment. But with more than $3 billion in institutional development planned at that time, there was a clear opportunity for the area to attain even greater heights. Here was a once-in-a-lifetime moment, a chance for Cleveland to pioneer a collaborative, innovative and equitable approach to neighborhood redevelopment.

Eight years later, the Initiative continues to evolve even as it has achieved significant successes in its four primary strategies of collaboration building, physical development, economic inclusion and community engagement. The results, described in this study, are significant programs designed and implemented to directly address the years of isolated development and disenfranchisement of the adjacent neighborhoods and the people who live in them.

This report provides a midstream accounting of the Greater University Circle Initiative. Specifically, it:

- Describes the special challenges and opportunities of developing a revitalization strategy centered around multiple anchor institutions, rather than a single institution;
- Explains the rationale behind individual programs and, where available, reports on results to date;
- Profiles real people who have been affected by GUCI's work; and
- Informs other cities and institutions interested in developing a multi-anchor redevelopment strategy in an economically challenged setting.

The physical improvements in Greater University Circle have been eye-opening enough, but this report underscores the even greater importance of a social enhancements to match the physical one. More than ever before, leaders in Cleveland understand that the health of University Circle is integrally tied to the vitality of its adjacent neighborhoods—and this, more than any other factor, underlies the Initiative's success.

It is our hope that this study guides other cities and neighborhoods toward a similar transformation in attitude and approach.

LEFT Institutional footprint

CONTEXT & NEIGHBORHOOD

- UNIVERSITY CIRCLE
- GREATER UNIVERSITY CIRCLE
- INSTITUTIONS
- STREETS

Almost everyone who lives in Northeast Ohio has some connection to University Circle. The district, about four miles east of downtown Cleveland, is one of the largest employment drivers in Ohio, home to 17 major institutions and 60,000 full-time jobs—roughly one-eighth of all jobs in Cuyahoga County (Cleveland's home county). Some 4,500 jobs have been added in the last five years, and another 3,000 are expected in the next five. Cleveland Clinic and University Hospitals are currently the two largest employers in Cuyahoga County, while Case Western Reserve University (CWRU) is Northeast Ohio's only nationally recognized research institution.

The area is also home to a concentration of arts and cultural institutions matched in few other places in the world. These institutions—including the Cleveland Museum of Art, the Museum of Contemporary Art, the Cleveland Orchestra, the Cleveland Museum of Natural History—form the cultural backbone of the region and draw thousands of visitors every year.

Yet, the social and economic indicators of the seven residential neighborhoods surrounding this cultural oasis are far from heartening. As of 2012, the median income for a household within University Circle and its seven adjacent neighborhoods was $18,500. Unemployment in the neighborhoods stood at 24 percent. The neighborhoods were also highly racially segregated.

The neighborhoods' plight did not develop overnight. The first obvious signs of decline began in the 1950s and earlier. In a pattern seen in many older U.S. cities, well-to-do, primarily white residents migrated to the suburbs after World War II, lured by abundant new housing, the expanding interstate highway system and easy access to loans. Meanwhile, lower-income, predominantly black residents remained behind in the city—often in overcrowded, deteriorating housing. This led to unrest over poor living conditions and contentious relations between residents and police. It also fanned tension and distrust between black and white residents. Racial tensions in the neighborhoods around University Circle—and indeed across the city—still exist.

LEFT University Circle, circa 1900. Image courtesy: University Circle, Inc.

MAP BELOW GUC target area

UNIVERSITY CIRCLE INSTITUTIONS

Artists Archives of the Western Reserve

Case Western Reserve University

Children's Museum of Cleveland

Cleveland Botanical Garden

Cleveland Clinic

Cleveland Cultural Gardens

Cleveland Hearing and Speech Center

Cleveland Institute of Art

Cleveland Institute of Music

Cleveland Museum of Art

Cleveland Museum of Natural History

Cleveland Orchestra

Cleveland Sight Center

Museum of Contemporary Art Cleveland

The Music Settlement

Sculpture Center

University Hospitals Case Medical Center

Veteran's Affairs

Western Reserve Historical Society

Also, during the second half of the 20th century, the U.S. economy changed significantly. Manufacturing jobs, the economic bedrock of Cleveland and other older cities, had begun to move to suburban locations or out of the region altogether. Gone—or difficult to reach by public transit—were many of the jobs that had employed low-skilled urban residents and enabled them to support their families at a middle-class socioeconomic level.

As residents and employers migrated to the suburbs or to other regions, retail development followed. Large shopping malls and retail centers in suburban locations pulled additional spending from city neighborhoods, sapping historic retail corridors of their vitality and creating an all-too-familiar landscape of vacant storefronts and poorly maintained public places. These signs of neglect, in turn, caused even more people to leave. This vicious circle continued for decades. The result: Most of the neighborhoods around University Circle saw a precipitous decline in population and wealth.

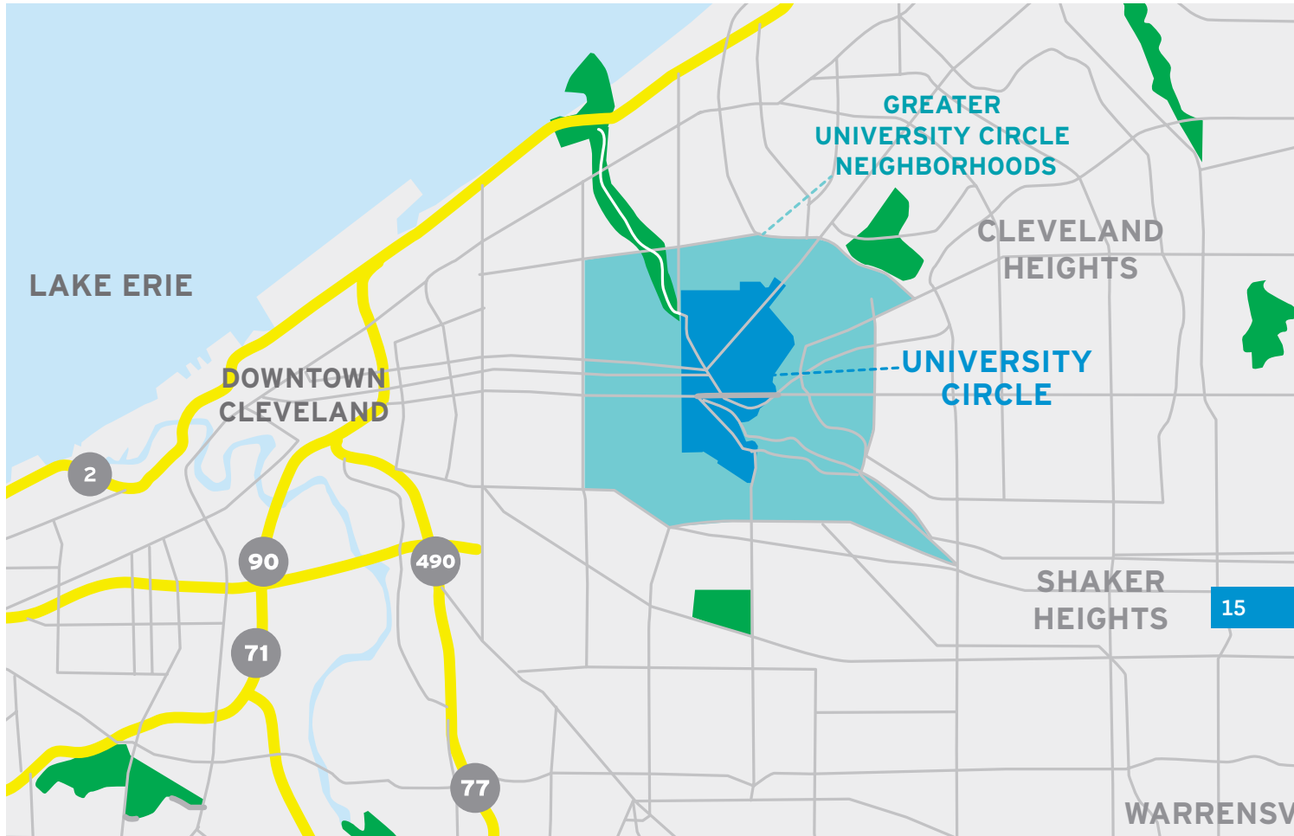
This pattern has also been true in Cleveland as a whole. The city's population declined from a peak of 914,000 in 1950 to less than 400,000 in 2010, a decrease of more than 50 percent. Unable to sustain such severe population losses, the housing market in many neighborhoods collapsed. The neighborhoods around University Circle have been among the hardest hit.

NEIGHBORHOODS IN CONTEXT & EFFECTS OF DISINVESTMENT

The neighborhoods around University Circle developed between 1880 and 1920—the height of Cleveland's expansion. As businesses and more affluent residents migrated to the suburbs in the 1940s and 1950s, the building stock in almost all the neighborhoods around University Circle deteriorated. Storefront districts declined first, as the buying power of nearby residents declined. Liquor stores, convenience stores and other "nuisance" retailers began to outnumber neighborhood retail such as small grocers, dry cleaners and clothing stores. Then, vacant spaces began to outnumber occupied ones, prompting vandalism and break-ins.

Much of the housing stock also fell into disrepair and neglect. Because much of the housing was wood frame, fires (sometimes caused by arson) became a persistent problem in many areas. Vacant houses attracted squatters and drug activity. The city, strapped for cash, couldn't keep up with the backlog of burned or vacant houses needing to be demolished. Even where demolition did occur, it was hardly a panacea, resulting in weedy lots that seemed to testify to the neighborhoods' decline.

In addition to high unemployment rates and poverty levels, the neighborhoods suffered from a lack of everyday amenities. Some qualified as "food deserts," without easy access to a grocery store offering a substantial selection of fresh produce **[p. 17]**.



UNIVERSITY CIRCLE NEIGHBORHOODS
[map, p. 26]

Buckeye/Shaker
Central
East Cleveland
Fairfax
Glenville
Hough
Little Italy
University Circle

When these neighborhoods were built, none of them had close economic relationships with University Circle. The institutions that are now the district's largest employers—University Hospitals and Cleveland Clinic—had not yet been founded or were in a fledgling state.

By the time the hospitals began to emerge as major employers in the 1980s and 1990s, a large disconnect had developed between the people who lived in the neighborhoods around University Circle and the people who worked at local institutions. Increasingly, available jobs required an advanced degree or training, and the people qualified to fill these jobs lived predominantly in the suburbs. In 2012, only 4,500 (5 percent) of the district's 60,000 employees lived in neighborhoods adjacent to University Circle. Most arrived from the suburbs or other parts of the city by car, reported for work and then drove home. Conversely, while some low-skill service jobs existed, they were not plentiful enough to replace the thousands of manufacturing jobs that had left the city. Many low-skilled workers living in University Circle resorted to commuting to service jobs in the fast-growing suburbs.

This contributed to an increasing sense of University Circle as an island, economically inaccessible to many of the residents who lived nearby, and little more than a place of employment for the vast majority of commuters. The same dynamic held true at the district's cultural institutions, supported and run mostly by affluent suburbanites.

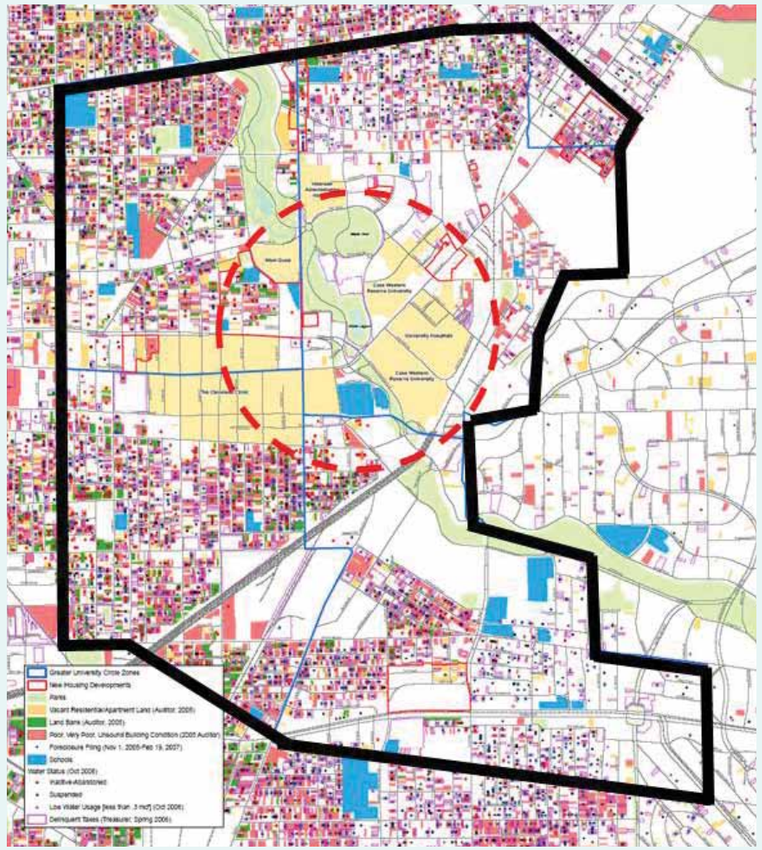
PAST OUTREACH EFFORTS

Particularly after the race riots of the late 1960s, an atmosphere of distrust and fear descended over University Circle and adjacent neighborhoods. Urban renewal efforts cleared massive sections of Hough and Fairfax, displacing thousands of predominantly low-income and African-American residents. New public housing rose in most of the neighborhoods around University Circle, concentrating and isolating poor residents and further distancing them from economic opportunity.

In the 1980s and 1990s, as the hospitals and some of the cultural institutions began to expand, institutional leaders made new efforts to engage residents in community meetings and planning processes. These meetings often ended in frustration for residents, who perceived that their concerns about physical development impacts (e.g., increased traffic and demolition of homes to make way for new buildings) came second to the expansion interests of the institutions.

A few programs tried to channel significant investments directly into the neighborhoods. The federal Empowerment Zone program, intended to foster small business enterprises in distressed urban and rural areas, funneled $177 million

GREATER UNIVERSITY CIRCLE NEIGHBORHOODS AT-RISK



GUC NEIGHBORHOOD HOUSING BOUNDARY

ONE SQUARE MILE OF UNIVERSITY CIRCLE

INDICATORS OF INSTABILITY (SOLID RED)

LEFT Data and mapping courtesy: Case Western Reserve University

in loans and grants over 10 years into some neighborhoods around University Circle, beginning in 1994. Yet, the program resulted in few long-lasting jobs or positive community impact because businesses had little obligation to stay in the zone once they'd obtained funding.

Meanwhile, the plight of the neighborhoods had begun to negatively affect the institutions. Perceptions that the area had succumbed to crime and disinvestment meant that institutions often struggled to attract employees, visitors and students. Prospective students at Case Western Reserve University, for example, often expressed surprise at the district's eerily empty streets—not at all comparable to the vibrant college experience they could find at competing schools. Many who did enroll chose to live in adjacent suburbs rather than in University Circle neighborhoods. (This was also due to a lack of high-quality rental housing within walking distance.) Cleveland Clinic and University Hospitals faced similar reactions from prospective employees.

"This area of our city has so many extraordinary organizations, several of them truly world-class. By coming together, we do more than build on our strengths. We actually create a context that multiplies them exponentially, which, in turn, makes for an even more cohesive, vibrant and engaging place to work and live. The Cleveland Foundation has played a vital role in advancing our collective efforts by providing guidance, insight, and often, inspiration about just what is possible through full and authentic collaboration."

— Barbara R. Snyder, President
Case Western Reserve University

ORGANIZING A MULTI-ANCHOR STRATEGY

A decision to engage all of University Circle's institutions in a multiple-anchor strategy, rather than locating the strategy within a single institution, has been a key component in the Initiative's ability to achieve results and buy-in.

• BACKGROUND

Many older U.S. cities have faced a central challenge similar to that of Greater University Circle: a vibrant cultural institution or institutions surrounded by areas of disinvestment. For decades, the prevailing strategy for most institutions dealing with this predicament has been to insulate themselves from nearby blight by adopting tough security measures (including walls, gates and district police forces) and constructing suburban-style buildings intended to be approached only by automobile.

But in some cities beginning in the 1990s, universities and hospitals began to take the opposite approach. They began to consider themselves "anchors" for urban districts because of their spending power, employment base and the unlikelihood that they would ever relocate. Rather than turning their backs on nearby neighborhoods, they began to invest outside the boundaries of their campuses. Charity was not the sole, or even a primary, motivation of these programs. Instead, the programs were based on the following tenets:

- Institutions cannot thrive while their surrounding neighborhoods wither;
- A vibrant neighborhood contributes greatly to an institution's competitiveness and viability;
- The combination of a successful institution within a vibrant neighborhood can help revitalize the economy of a city and a region because the institution and the neighborhood create an overall atmosphere of vitality that attracts investment, residents and visitors.

Anchor institutions often have large budgets, endowments and employment rosters that give them the means to lead revitalization strategies. In 2006 alone, U.S. colleges and universities spent $373 billion on goods and services, representing about 2 percent of the nation's gross domestic product. Hospitals

spent twice as much. A 1999 Brookings Institution report found that in the 20 largest U.S. cities, universities and hospitals accounted for 35 percent of the workforce employed by the top 10 private employers.

The University of Pennsylvania in Philadelphia and The Ohio State University in Columbus were early pioneers of anchor-based redevelopment. Both programs launched in the mid-1990s with a comprehensive agenda of revitalizing housing, retail corridors, public spaces and community services through a number of investment strategies. A decade after launching, both programs succeeded in creating thriving districts around the university campuses, and the neighborhoods had become more desirable places to live and work for staff and students.

By 2003, University Circle and its surrounding neighborhoods were reaching a critical point for wide-scale intervention of the type seen in Philadelphia and Columbus. Institutional projects totaling more than $3 billion had either broken ground or been proposed—everything from expansions of existing buildings to, in the case of the Veterans Administration Hospital, the relocation of an entire facility to University Circle from the suburbs.

A shift in leadership also occurred at several of the neighborhood's largest anchors, including Cleveland Clinic, Case Western Reserve University and, later, University Hospitals, the Museum of Natural History and the Museum of Art. Many of these leaders were expressing a desire to work collaboratively rather than in isolation—out of growing consensus that the futures of the institutions and neighborhoods were inextricably linked, and that institutions should work together to improve the navigability and attractiveness of University Circle and its environs. This alignment of opportunity and will created a once-in-a-generation opportunity for transformation **[p. 28]**.

Meanwhile, the Cleveland Foundation—the nation's second-largest community foundation, with assets of nearly $2 billion—underwent a change in leadership. Ronald B. Richard, who came from a background of private business, became the foundation's president and CEO in 2003. Richard believed the foundation had a responsibility to expand on its traditional role, serving not only as neutral convener and responsive funder, but also as an active partner in identifying and helping implement projects that attained the highest possible levels of economic and social impact. Because of University Circle's importance to Cleveland's economy, Richard and the Foundation staff began to reach out to University Circle leaders to discuss how the Foundation could help catalyze and support a district-wide initiative.

FROM LEFT
Barbara Snyder, President, Case Western Reserve University; Lillian Kuri, Program Director for Architecture, Urban Design, and Sustainable Development, Cleveland Foundation; Ronald Richard, CEO, Cleveland Foundation; Frank Jackson, Mayor of Cleveland

• CONSIDERED APPROACHES

Taking an anchor-based redevelopment approach in an area with multiple anchors presents a problem of leadership. How can an anchor strategy be administered in a way that takes into account multiple interests, yet remains efficient enough to achieve results? Precedent anchor-based strategies in other cities pointed to several possible approaches:

LOCATE THE INITIATIVE WITHIN A SINGLE ANCHOR INSTITUTION, SUCH AS A UNIVERSITY, IN HOPES THAT THE CHOSEN ANCHOR WILL FAIRLY REPRESENT THE OVERALL INTERESTS OF THE NEIGHBORHOOD.

This strategy has the benefit of placing leadership in the hands of an established anchor institution—one that has a proven interest and constituency in the neighborhood. It also follows the model of successful initiatives such as those in Philadelphia and Columbus, where the lead anchor was a university that had the depth of budget and staff to coordinate a neighborhood redevelopment agenda.

Yet, there are problems with this approach. First, as with any anchor strategy, a neighborhood agenda risks straining the anchor's resources for programs that fall outside of that institution's core mission. More important, in a multi-anchor context, is the possibility that other anchors will perceive the lead institution as serving its own interests first.

LOCATE THE INITIATIVE WITHIN A GOVERNMENT ENTITY, SUCH AS A CITY OR COUNTY PLANNING DEPARTMENT, ACCUSTOMED TO BALANCING MULTIPLE DEVELOPMENT INTERESTS.

Unlike anchor institutions, government agencies already have a core mission to revitalize neighborhoods—so there is no risk of "mission creep." Yet, the most successful anchor initiatives have relied on the home institution's entrepreneurial spirit and ability to raise and spend significant funds in short periods of time. Government agencies, by contrast, often are unable to act quickly or nimbly enough to adopt an aggressive fundraising or implementation timeline. In Cleveland, as in many other cities, budget and staff shortfalls exacerbate these challenges. Finally, residents in many city neighborhoods associate governments with failed initiatives such as urban renewal, meaning that a government-led program may struggle to gain residents' trust.

FORM A NEW NONPROFIT COMMUNITY DEVELOPMENT CORPORATION, OR WORK WITH AN EXISTING ONE, TO COORDINATE THE REDEVELOPMENT ACTIVITIES OF MULTIPLE ANCHORS.

Many cities, including Cleveland, have a strong tradition of CDCs spearheading neighborhood redevelopment. They often manage a blend of social service and physical development programs, as would be needed in University Circle. They are also tied closely to place, often with set jurisdictions, allowing them to serve a discrete and manageable geography.

CDCs typically do not operate at a scale or budget sufficient to address a geography as large or pivotal as University Circle and surrounding neighborhoods. Forming a new nonprofit organization takes significant time and planning. A new board must be established, staff must be hired, and the organization may take years to earn credibility and standing among the institutions and residents it seeks to serve. In University Circle, this approach was doubly unappealing because University Circle Inc. already performed the functions of a traditional community development corporation within University Circle proper, and several other strong CDCs—including Buckeye Development Corp., Fairfax Renaissance Development Corp. and Famicos Foundation—existed in surrounding neighborhoods. Stakeholders would likely be confused by a new organization that overlapped with existing CDCs' missions.

ALL GUC Leadership Meeting
TOP TO BOTTOM, LEFT TO RIGHT Mayor Frank G. Jackson and India Pierce Lee, Program Director Cleveland Foundation; GUC Leadership Meeting; Barbara Snyder, President, Case Western Reserve University and Ronald B. Richard, CEO, Cleveland Foundation

"We understand our workforce comes from the community and we want to see the community around us succeed. We really believe the investments here pay off over the long term for building this community and for our organization."

— *Delos (Toby) M. Cosgrove, MD, CEO*
Cleveland Clinic

A COLLABORATIVE APPROACH: THE GREATER UNIVERSITY CIRCLE LEADERSHIP GROUP

GUC LEADERSHIP GROUP

BioEnterprise

Case Western Reserve University

City of Cleveland

Cleveland Clinic

Cleveland Foundation

Greater Cleveland Regional Transit Authority

Kelvin and Eleanor Smith Foundation

The Kent H. Smith Charitable Trust

Neighborhood Progress Inc.

University Circle Inc.

University Hospitals

As dialogue continued between the Cleveland Foundation and the institutions of University Circle, it became clear that none of these precedent strategies adequately addressed the situation of a fast-growing, multi-anchor neighborhood like University Circle. Instead, the foundation and institutional leaders decided to pioneer a new, more collaborative approach: the Greater University Circle Initiative. **Rather than centralizing administration and vision within a single organization, GUCI convenes representatives of multiple University Circle institutions to:**

- Promote dialogue about the future of the surrounding neighborhoods.
- Catalyze and help fund projects to transform both the built environment and the lives of residents. (The term "Greater University Circle" reflected the expanding radius of development around the anchor institutions.)

To provide structure and stewardship and avoid "drift"—loss of momentum, focus and accountability over time due to lack of central leadership—the Cleveland Foundation serves as overseer and lead partner in GUCI. The Foundation is an appropriate candidate to fill this role for several reasons. First, the Foundation, unlike any individual anchor, can act as an "honest broker" for GUCI, representing the interests not of any single institution, but of University Circle, its neighborhoods and Northeast Ohio as a whole. Second, the health of the neighborhoods and the region's overall economic vitality, while outside the purview of any single anchor institution, fall squarely within the Foundation's core mission. Third, the Foundation can provide seed funding for projects that then leverages much larger sources of capital from government and private sources. The Cleveland Foundation's role as convener and "honest broker" has been successful in creating the kind of collaboration that is necessary to develop and implement a successful multi-anchor strategy.

The primary oversight mechanism for GUCI is the Greater University Circle Leadership Group, a committee of leaders from neighborhood institutions. The Leadership Group operates on the core premise that the institutions and neighborhoods of University Circle need each other in order to thrive. The group meets quarterly to set project priorities and report on progress toward goals.

Central to the Leadership Group's effectiveness has been its flexibility. To foster a spirit of "opting in" to the Initiative, members are not required to sign any documentation—such as a memorandum of understanding—formalizing their participation. Cleveland Foundation staff attend each meeting and also provide follow-up: writing reports, managing projects and maintaining communication with all partners.

Also critical has been an understanding that neither the Leadership Group nor the Greater University Circle Initiative will in any way interfere with individual institutions' missions and project agendas.

The importance of a collaborative table such as the Leadership Group for a multi-anchor redevelopment strategy cannot be overemphasized. The Leadership Group provides:

A FRAMEWORK FOR DISCUSSION. By sharing information and master plans, institutions can better understand each other's goals. They can also see more clearly the potential of their investments to benefit adjacent neighborhoods. A common language has emerged for discussing GUCI's goals, with the result that those goals now are more salient to the media and the general public.

TRANSPARENCY. Sharing information breeds transparency, which in turn breeds trust and a spirit of partnership.

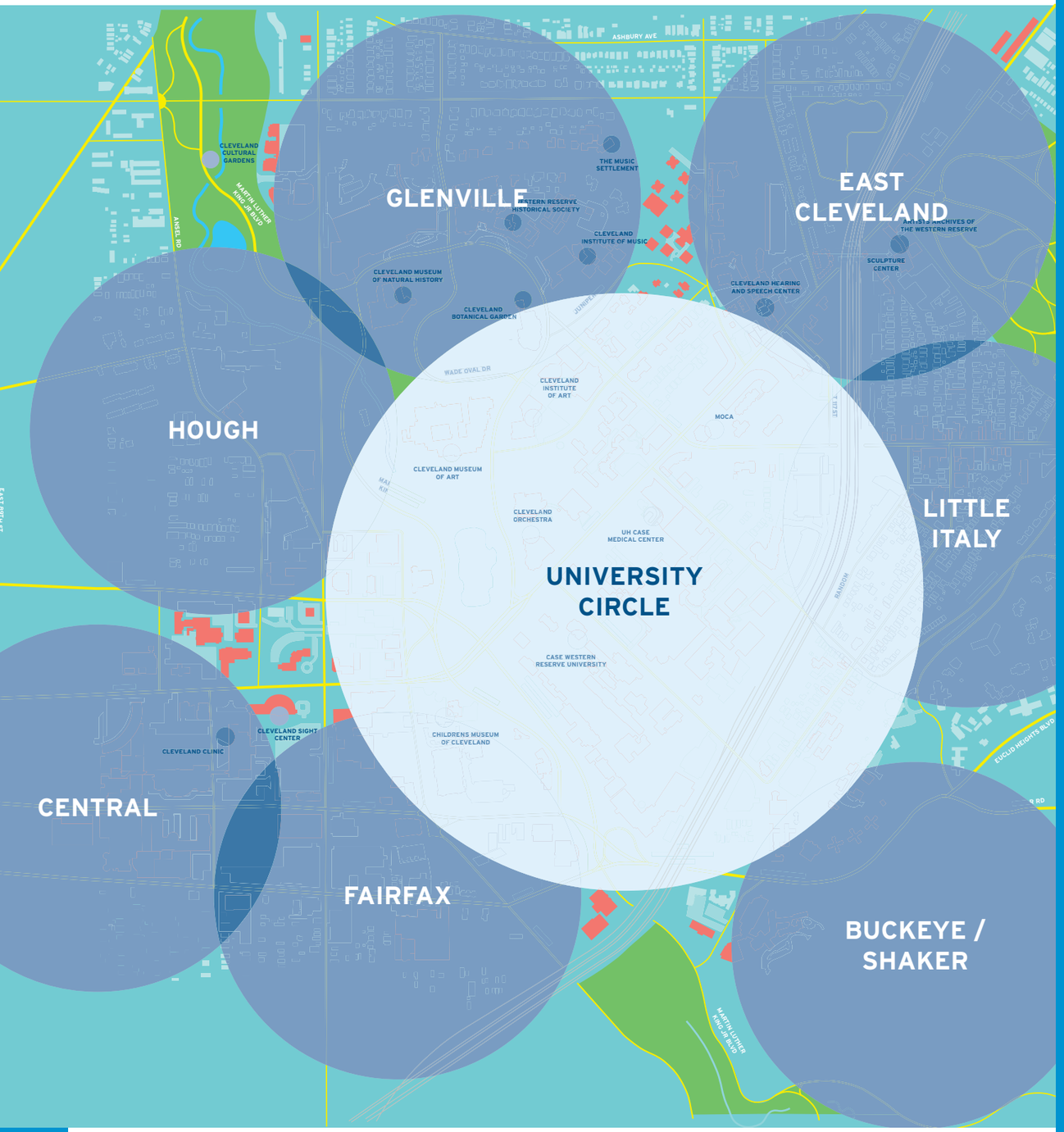
A NEW WAY OF WORKING TOGETHER. Before the Leadership Group formed, the institutions of Greater University Circle worked in isolation. This led to inefficiency at best and a sense of competition at worst, obscuring the common ground. The group provides a forum for problem-solving on issues of district-wide concern.

ACCOUNTABILITY. Regular meetings create an expectation of action and results.

NEUTRALITY. Because the meetings are led by the Cleveland Foundation rather than a particular GUC institution, there is no sense that any one institution's interests take precedence. The group adopts projects as priorities only when there is a clear benefit to Greater University Circle as a whole.

CONTINUITY. GUCI seeks to transform an area of Cleveland from the ground up, a process that will unfold over years. As institutional leadership changes over that period, the group will provide continuous oversight and stewardship of goals.

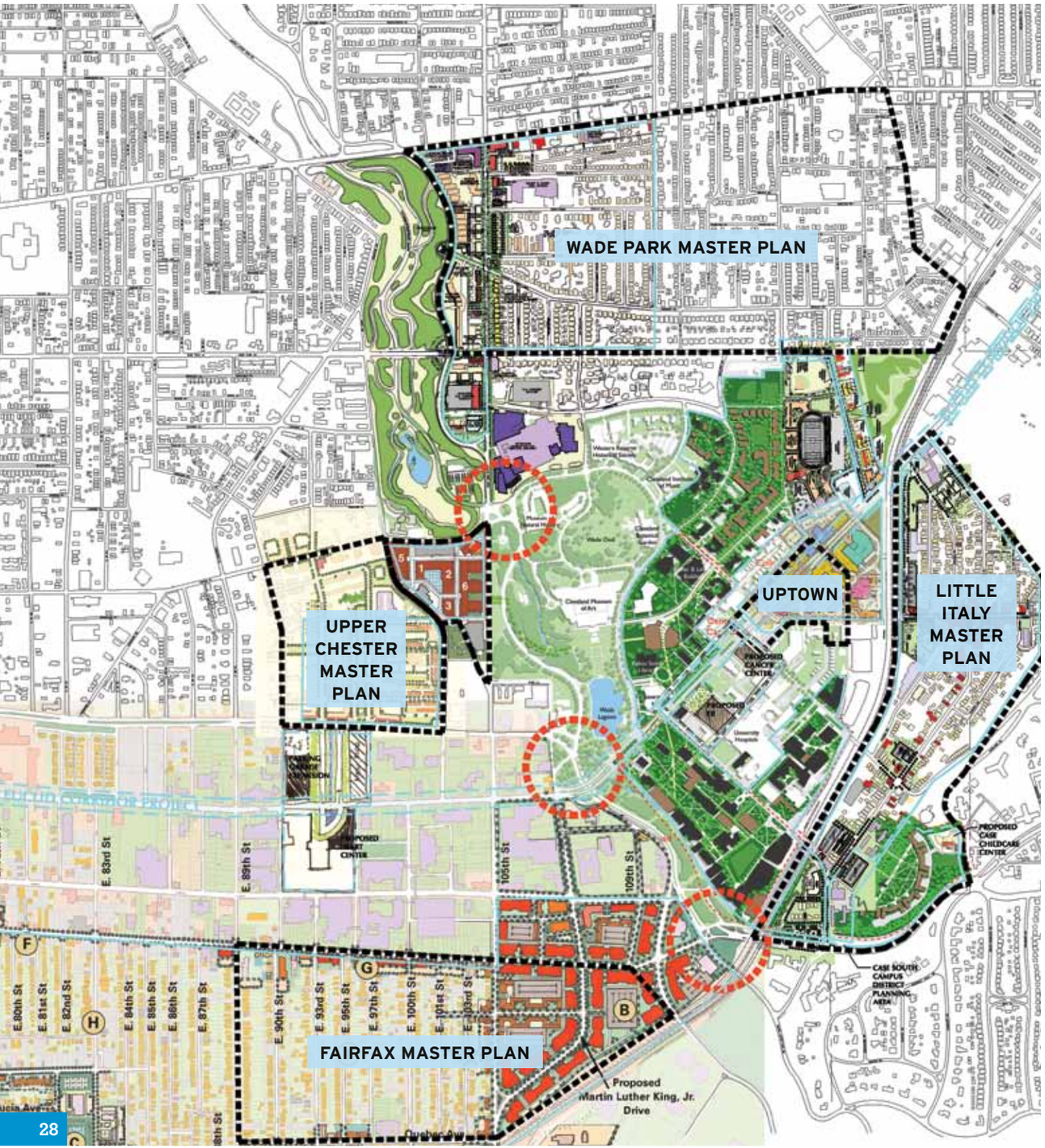
CAPACITY FOR 'CATALYTIC' PROJECT CONCEPTION AND FUNDRAISING. Each institution already had ambitious project agendas and methods for fundraising for those agendas. But by working together, the group conceives and raises funds for projects of greater scale and with more aggressive timelines than any one institution could attempt on its own. The Cleveland Foundation acts as neutral fiscal agent for these funds and, in many cases, supplements them.



"The Greater University Circle Initiative is really about collaboration and partnership. With collaboration comes leverage, and the opportunity to leverage the assets that we already have in the Circle and around the Circle will make this region even more vibrant than it is today."

— *Tom Zenty, Chief Executive Officer*
University Hospitals

LEFT GUC Neighborhood Map



GREATER UNIVERSITY CIRCLE COMPOSITE MASTER PLAN (2005)

- MASTER PLANS
- TRANSPORTATION PROJECTS

LEFT
2005 Consolidated Master Plans.
Image courtesy: City Architecture

PLANNING THE GREATER UNIVERSITY CIRCLE INITIATIVE

GUCI oversees a range of projects that recognize the unique capacities of multiple anchors working together, and through these projects seeks to affect both places and people.

• BACKGROUND

A multi-anchor initiative requires continuous coordination among entities that may have little in common beyond their physical proximity. A committee such as the Greater University Circle Leadership Group provides important oversight and a forum for discussion, but leaders also must take care to choose projects suitable for a collaborative approach, rather than those that would be more effectively addressed by a single anchor working alone. **Planning a multi-anchor initiative must focus on projects that are:**

CROSS-CUTTING. Selected projects must address issues that are not the responsibility of any single anchor, but are important to the neighborhood as a whole.

IMPLEMENTATION-ORIENTED. At any given time, partners must be working toward achieving projects that can be implemented within three to five years. Longer-term projects are important as well, but it is critical to show continuous results to keep partners, the public and media engaged.

FUNDABLE. Projects must be able to attract significant sources of public and private financing for implementation.

A multi-anchor initiative also should be ambitious and forward-thinking in setting goals, and should not limit itself strictly to physical development projects that may have limited or indirect social and economic impact. The collective influence of a group of anchors working together gives a multi-anchor initiative the ability and responsibility to address entrenched social and economic problems such as unemployment, poor-quality schools and housing segregation.

"If we're going to be successful as a city, we have to do things that will move us into the future. Cleveland is moving where the world is going."

— Frank G. Jackson, Mayor, City of Cleveland

THE ROLE OF THE CITY OF CLEVELAND

The need to maintain political and geographic neutrality may prevent a city government from acting as lead convener of a multi-anchor initiative. Fortunately, Mayor Frank G. Jackson considers GUCI a central part of the city's overall economic development strategy. The city, recognizing the importance of the GUCI area to Cleveland's overall success, took a leadership role in the initiative and works to advance the goals of the Greater University Circle Initiative.

Leadership: Members of the mayor's cabinet, including the chief of regional development and the director of economic development, participate in quarterly meetings of the GUCI Leadership Group. Their input has shaped several program ideas and provided direction on possible funding sources. For example, city officials played a lead role in defining the geography of the Health Tech Corridor **[p. 64]** and the business model for the Evergreen Cooperative Corp. **[p. 59]**. Additionally, the Economic Director, Tracey Nichols, chairs the Economic Inclusion and Health Tech Corridor Committee for the GUC initiative.

Financing: The city provides significant financial resources—including loans and grants—for GUCI programs. It has provided more than $77 million in loans since 2008 for building renovation and new construction projects in the Health Tech Corridor, including the Uptown mixed-use project on Euclid Avenue **[p. 38]**. The city also invested over $12 million to launch the Evergreen Cooperatives.

Key Metrics in GUC and the Health Tech Corridor:

- The City has attracted over $38 million in federal dollars
- The City has cleaned up over 28 acres of brownfields
- The City investments have led to over 1.2 million square feet of space being renovated or brought online

City Funding in Major GUC & HTC Projects:

- Uptown phase 1 & 2: $5 million UDAG, NDIF, VPI
- Evergreen Cooperative Laundry: $1.5 million HUD 108
- Green City Growers Cooperative: $10 million HUD 108
- Evergreen Energy Services: EDA loans $200,000, grant $300,000
- Midtown Tech Park: $10,940,000 HUD + VPI
- Victory Building: $720,000 VPI, TIF, $1 million State JRS through City
- 6555 Carnegie: $4 million HUD 108, $500,000 EDA
- 7000 Euclid: $1,330,000 Core City Funding

• APPROACH

Early planning for GUCI primarily involved leaders from anchor institutions, staff from government agencies and the Cleveland Foundation. The purpose of this internal focus was not to exclude members of the public or outside stakeholders, but instead to facilitate an honest discussion among anchors of their goals and vision. Also, to "go public" with GUCI prematurely would have been an irresponsible promise of results on an initiative whose future and viability were still far from certain—especially given the untested nature of a multi-anchor collaboration on the scale of GUCI. Finally, leaders wanted time to develop specific strategies for community engagement that would keep GUCI from appearing to residents like a repeat of the top-down planning initiatives that had caused so much distrust between the 1960s and the 1990s. GUCI was to be a new kind of plan, one with goals at once more likely to be implemented and more socially responsible than its predecessors.

Beginning in 2005, members of the GUC Leadership Group met with Community Development Corporations (CDCs), community groups and elected officials in the neighborhoods around University Circle to gauge the work plans of these entities and determine how their goals overlapped or could help inform the goals of the anchor institutions. These meetings helped determine where GUCI could fill gaps—namely, which projects were beyond the capacity or mission of existing neighborhood groups. The discussions focused not only on the kind of physical development projects ordinarily associated with a community redevelopment plan, but also on initiatives to rebuild the area's economy and create new community wealth.

An important early outcome of these meetings and internal planning was a mapping exercise to overlay the future development plans of all anchor institutions and community groups on a single map **[p. 28].**

Perhaps more than any other collateral material, this map opened the eyes of institutions within Greater University Circle to the transformative potential of a collaborative approach to revitalization. Institutions that had long confined their thinking to development within individual property boundaries now saw a path to working together toward larger and more connected goals. In 2007, the Cleveland Planning Commission adopted Greater University Circle as an official planning area, legitimizing and further cementing the initiative's new geography.

• GUCI STRATEGIES

GUCI identified a menu of four broad areas of focus, as follows:

1. INSTITUTIONAL PARTNERSHIP

GUCI is a unique partnership of philanthropy, anchor institutions, the City of Cleveland and local community groups. The Leadership Group and the Cleveland Foundation, GUCI's convener, provide the support framework needed to maintain this sense of partnership.

2. PHYSICAL DEVELOPMENT

Anchor institutions and community groups identified many physical development needs, including housing and retail projects, transportation and road improvements, and parks and open space. Because of its variety of partners, GUCI has a unique ability to catalyze, fund and implement such projects.

3. ECONOMIC INCLUSION (PROGRAMS FOR THE PEOPLE)

The socioeconomic gap between GUC institutions and neighborhoods had been growing for decades. To close this gap, new programs were needed to:

- Attract more GUC employees to **LIVE LOCAL** by offering homeownership, rehabilitation and rental incentives, thereby helping to repopulate surrounding neighborhoods with GUC employees who will, in turn, feel more connection to and responsibility for those neighborhoods.
- Leverage the purchasing power of anchor institutions by encouraging them to **BUY LOCAL** through a three-pronged strategy of:
  - Supporting vendors already based in Northeast Ohio;
  - Attracting and retaining existing businesses that will hire locally;
  - Catalyzing new businesses to provide goods and services not already available from local vendors.
- **HIRE LOCAL** by developing workforce training programs and working with institutions to reach out more proactively to the 8,000 unemployed GUC residents who, with proper skills and training, could be good matches for open jobs;
- Enhance public education options;
- Create a community land trust to prevent displacement of long-time residents if and when the housing market recovers;
- Improve public health and wellness.

"The goal of University Circle Inc. is to create an anchor district where community success grows well beyond traditional boundaries. In fact, our goal is to eliminate traditional 'town and gown' boundaries by creating a neighborhood without borders. From neighborhood jobs, to housing improvement, to workforce development and inclusion strategies, GUCI has laid a path for full community participation in the success of the anchor district."

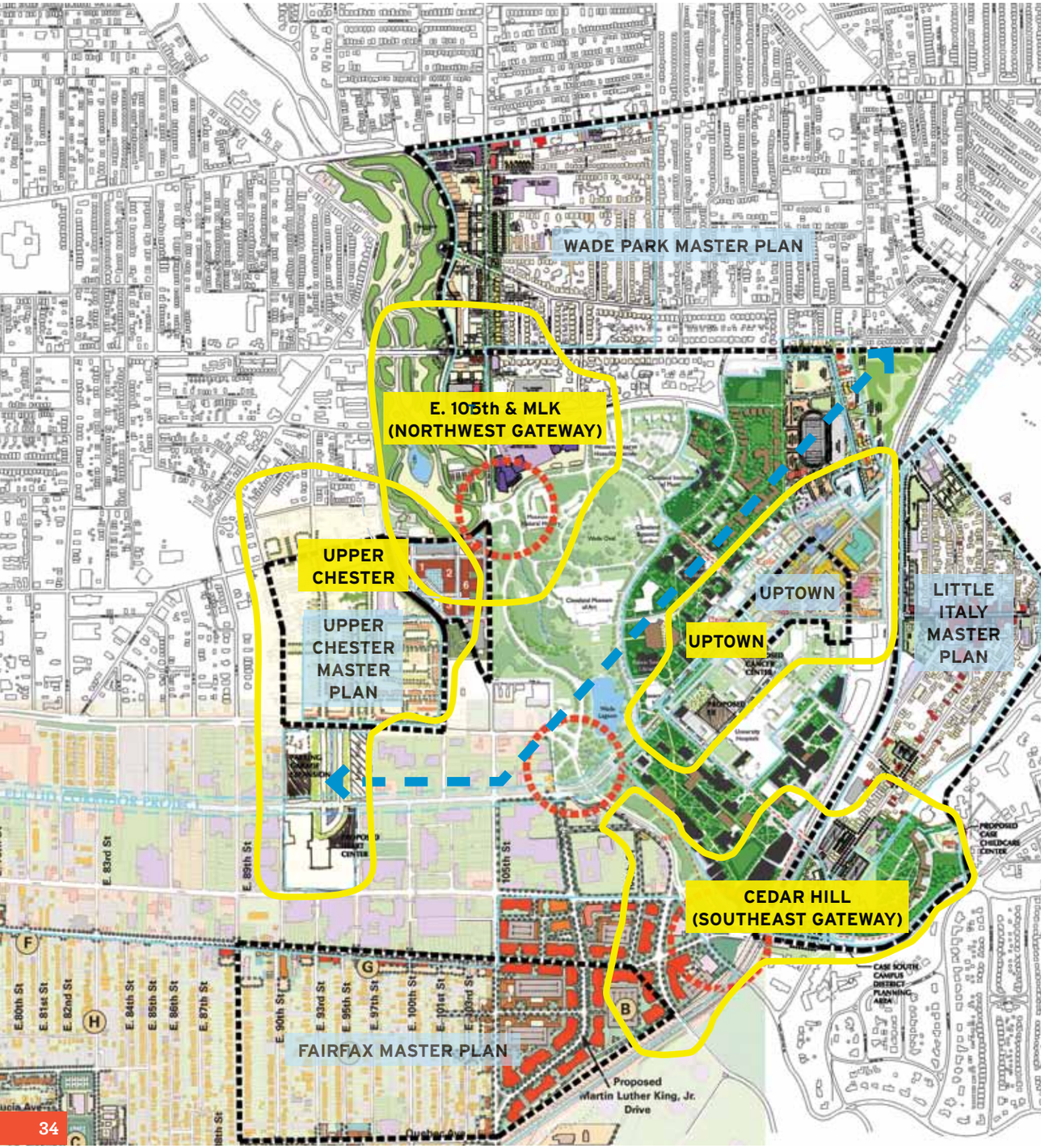
— Chris Ronayne, President, University Circle Inc.

4. COMMUNITY ENGAGEMENT

To combat the legacy of top-down planning processes that left residents feeling disenfranchised, GUCI needed to make real efforts to engage community members in discussions of the neighborhoods' future. Two programs were developed to:

- Build new networks of neighbors and GUC employees by organizing "Neighbor Up" events;
- Provide a community voice by establishing a community newspaper covering the neighborhoods of GUC.

Under each of these four broad goals, GUCI then identified several projects that met the criteria of being cross-cutting, implementation-oriented and fundable. Although equal emphasis on physical, economic and social projects is a key tenet of GUCI, the earliest-identified projects skewed, unsurprisingly, toward physical development. Physical development projects tend to address the most immediate needs of anchors and, because of their visible nature, these projects stand the best chance of attracting private and government funding. The idea of having "early wins" was important in giving GUCI the momentum and credibility it needed to expand its work into deeper social issues. As GUCI has matured, and as the private real estate development market in the neighborhoods has strengthened, the balance of projects has shifted toward more complex economic and social programs.



PHYSICAL DEVELOPMENT

Because of its high visibility and its ability to connect neighborhoods and institutions, transportation-oriented physical development can create early support and momentum for multi-anchor strategies.

GREATER UNIVERSITY CIRCLE COMPOSITE MASTER PLAN

- MASTER PLANS
- TRANSPORTATION PROJECTS
- PRIORITY PROJECTS

• BACKGROUND

Physical development projects—housing, road projects, public spaces—have long been the bread and butter of community revitalization efforts. Such projects are highly visible and often create immediate practical and aesthetic benefits—improved traffic flow, for example, or attractive new housing—and are therefore popular with residents, private institutions, and elected officials alike. Roads and buildings are the most salient indicators of a neighborhood's success and functionality. Because they show short-term results, physical development projects raise awareness of, and buy-in for, new redevelopment programs.

Physical development is especially important in multi-anchor strategies because it establishes literal and figurative connections between institutions. Two anchors with very different missions and constituencies will see the mutual benefit of a road improvement project, for example, or a housing and retail project that adds shopping and residential options for employees and visitors. This meets GUCI's goal of strengthening institutional partnerships. And once this common ground is established, partners have the capacity to address more complicated social and economic problems—for example, the disconnect between available jobs and the skills of local residents.

In Greater University Circle, the need for physical redevelopment was heightened by four factors. The first was the neighborhoods' disconnected and non-orthogonal physical layout. This layout was due in part to the natural obstacles created by a waterway (Doan Brook) and a dramatic elevation change (the Allegheny Escarpment). But social factors had also come into play as race and class tension had heightened in the 1960s and 1970s, and some intersections seemed designed to create barriers between University Circle and surrounding neighborhoods. The growing number of employees commuting to the neighborhood for work and rising awareness of past planning insensitivities meant that leaders were eager to correct this situation.

LEFT
2005 Consolidated Master Plans with Priority Projects
Image courtesy: City Architecture

Second, post-World War II development in University Circle had been mostly automobile-oriented, resulting in minimal pedestrian activity. Deserted sidewalks, in turn, had contributed to perceptions that University Circle was unsafe. The neighborhood offered several Rapid Transit rail stations, but they were underutilized because they were located far from centers of activity and because station facilities were outdated and unattractive.

The third factor was "market failure"—the fact that in many Greater University Circle neighborhoods, potential return on investment for new development was perceived as either negative or not positive enough to attract private investment. Even traditional subsidies (tax credits, HUD programs, etc.) were not enough to bridge the gap. The result was a proliferation of deteriorating housing, foreclosures, and vacant lots.

Finally, even in GUC neighborhoods where market failure had not occurred, housing and retail options needed diversification. Single-family housing built before World War II predominated, with few new construction, rental or multi-family options that would appeal to University Circle's growing "daytime" populations of students and professionals. Meanwhile, the neighborhood's academic institutions were hearing a growing number of complaints from current and prospective students about the lack of a "college town" atmosphere—shops, restaurants and active public spaces.

• APPROACH

The overall objective of GUCI's physical development agenda is to catalyze the redevelopment of strategic areas that have the potential to draw new residents and businesses. The goal is that the success of these areas will spread, creating a critical mass of development that, over time, will encourage normal market forces and private developers to return. GUCI anchors have no aspiration to persist in the role of developer once this occurs, though they may continue to provide oversight and funding for planning and high-quality design.

The GUC Leadership Group used the district-wide development map **[p. 34]** to identify locations to focus their efforts. In doing so, they applied both qualitative/urbanistic and quantitative/logistical criteria to ensure that chosen projects had the greatest possible impact.

The chosen projects needed to do one or more of the following:

- Improve the attractiveness of the area as a whole, and remove real and perceived barriers between institutions and their neighborhoods;
- Improve circulation for vehicles and pedestrians;
- Diversify housing and commercial/retail options;
- Create or revitalize parks, public space and open space;
- Help define the new geography of Greater University Circle;
- Increase access to, and ridership of, public transportation (be "transportation-oriented");
- Provide new low-and-moderate-income housing where appropriate;
- Model the highest possible standards of sustainable design, attaining LEED certification where applicable.

But projects also needed to meet logistical criteria to increase their chances of being implemented successfully. They needed to:

- Have sufficient community appeal and clarity of purpose to attract outside funding;
- Be executable within a short period of time;
- Complement the $3 billion institutional projects already under way.

Because project management by committee often leads to confusion about roles and responsibilities, each physical development project within GUCI has a single anchor institution champion. The Leadership Group provides ongoing oversight and a forum for discussing and sharing ideas about projects, but the institutional champion is ultimately responsible for performing day-to-day tasks to take the project to completion. This mix of group oversight with institution-specific project management has been key to the success of GUCI's physical development agenda.

There is some evidence that, thanks in part to GUCI, the private market has already returned in force, at least to the heart of University Circle. Three townhouse developments have broken ground or been completed since 2008, including: Hazel8, behind the Cleveland Institute of Music; Circle 118 on Euclid Avenue; and 27 Coltman in Little Italy.

"Uptown wouldn't have happened but for the incredible community support and partnership we got throughout the development process. I think that having the foundations, the university and the citizen constituents all looking at this project together, weighing in on different elements along the way, made it much more oriented to the neighborhood and consumers than it would have been if we'd developed it alone."

— *Ari Maron, Partner*
MRN, Ltd.

• PRIORITY PROJECT: UPTOWN

ANCHOR CHAMPION: CASE WESTERN RESERVE UNIVERSITY

Uptown is a $44 million mixed-use development that completely revitalized a moribund stretch of Euclid Avenue, University Circle's primary commercial artery. It includes several market-rate apartment and retail buildings and the spectacular new home of the city's Museum of Contemporary Art Cleveland (MOCA). The first phase, which opened in 2012, won praise from The New York Times as a model of urban redevelopment. "By almost any measure of civic energy and interest, Uptown looks to be a success," the Times said, citing the broad array of public and private investors and strong pre-opening demand for both retail and residential space. Architectural Record also raved about the project, saying that Uptown demonstrates how a smart redevelopment project can "animate space and connect people, not simply advertise its creator."

Uptown was a focus for GUCI's transportation-oriented development agenda for several reasons. First, the site—at the crossroads of University Circle and the bustling nearby district of Little Italy—was extremely underutilized, with acres of surface parking lots and a suburban-style strip retail plaza. Second, it was immediately adjacent to the campus of Case Western Reserve University, which wanted to create a college town atmosphere to help draw and retain students. Third, it lay along Euclid Avenue, which had undergone a $200 million overhaul by the Greater Cleveland Regional Transit Authority, in a project that added a new Bus Rapid Transit line connecting University Circle to downtown.

ABOVE, TOP TO BOTTOM
Uptown Master Plan. Image courtesy: MRN, Ltd., Stanley Saitowitz/Natoma Architects, and James Corner Field Operations; Future building for the Cleveland Institute of Art; Museum of Contemporary Art (MOCA)

Uptown has achieved GUCI's development objectives by:

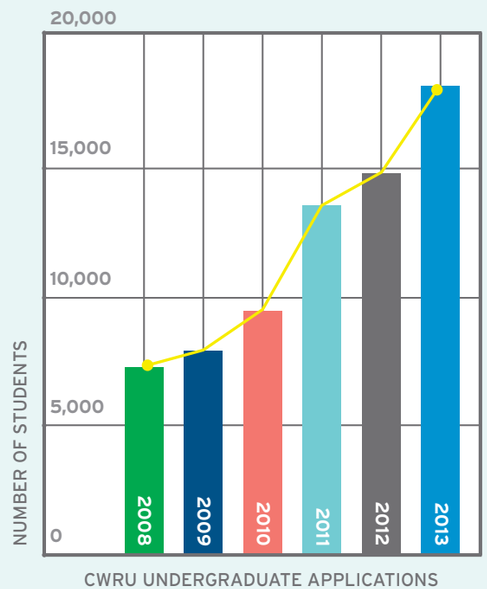
- Adding housing diversity to the neighborhood: 102 high-end rental apartments marketed to students, professionals and empty nesters;
- Providing new retail options that are useful to residents, students and visitors alike, including a full-service, locally owned grocer; a Barnes & Noble bookstore; and several restaurants;
- Giving the city signature new buildings designed by world-class architects—Stanley Saitowitz for the residential retail portion and Farshid Moussavi for the MOCA building;
- Strengthening the connection between University Circle and Little Italy, and creating a "main street" for students from CWRU, the Cleveland Institute of Art and the Cleveland Institute of Music;
- Providing a new pedestrian "allée" and public space off Mayfield Road, designed by renowned landscape architect James Corner Field Operations;
- Attaining high standards of sustainability, with all buildings achieving LEED Silver status or above.

The funding package for Uptown included 25 levels of private and public financing. The variety of funders, and the fact that the deal closed at the height of the real estate lending crisis in 2009, are testament to the broad community consensus about the project's importance and chances of success. The Cleveland Foundation has committed $11 million in and around Uptown, its largest-ever investment in any single development district.

This consensus has proved accurate. Uptown's residential units were 70 percent leased within a month of opening, at rental rates significantly higher than the Cleveland average. Commercial space was 100 percent leased prior to opening. Meanwhile, applications to CWRU have surged. The incoming class in fall 2012 was the largest, most diverse and most academically accomplished in the university's history. **[graph at right]**.

Due to this positive response, plans have accelerated for a second phase that will include dedicated housing for Cleveland Institute of Art students, who had previously lived in a CWRU dorm. The $35 million Uptown Phase II development will also include more market-rate housing and retail space.

WHY PLACE MATTERS



CWRU UNDERGRADUATE APPLICATIONS

ABOVE, TOP TO BOTTOM
Completed Phase I of Uptown. Image courtesy: MRN, Ltd. and Stanley Saitowitz/Natoma Architects; Renderings of Phase II of Uptown. Image courtesy: MRN, Ltd., Dimit Architects and Stanley Saitowitz/ Natoma Architects

"Rail stations in the Greater University Circle corridor are more important than ever. It's a major employment hub and it's a significant destination for tourists and visitors. We [need to] get people to the attractions and to jobs."

— *Joe Calabrese, CEO*
Greater Cleveland Regional Transit Authority

• PRIORITY PROJECT: TRANSPORTATION IMPROVEMENTS

ANCHOR CHAMPIONS: GREATER CLEVELAND REGIONAL TRANSIT AUTHORITY (RTA), THE CITY OF CLEVELAND

The building of new office, residential and commercial space is only half of the equation for effective transportation-oriented development. Parallel investments in roads and transit are also necessary—particularly in older cities, which often have aging or obsolete transportation infrastructure.

When designed and executed sensitively, urban transportation projects not only support new traffic and activity, but also help knit together nodes of development, contributing to a walkable, connected and attractive environment. To realize this potential, leaders must devote significant time (and funding) to planning and design. Without this early planning, the transformative potential of transportation projects turns negative: Poorly planned transportation projects can destroy, rather than reweave, a city's fabric.

Aware of this, the Cleveland Foundation raised $1 million in private, philanthropic and institutional funds to design and plan three transportation projects that GUCI leaders deemed critical. This early emphasis on design set a high standard for how the projects could most effectively connect institutions and neighborhoods. The bold visions that resulted also allowed GUCI transportation projects to attract higher levels of implementation funding than would have been achievable for narrower, less ambitious plans. To date, all three strategic projects have been fully funded, with the result that the initial planning investment of $1 million has leveraged $44.3 million in private and public implementation funding **[p. 47].**

The success of these projects also hinged on GUCI's cultivation of cooperative relationships with local, state and federal transportation agencies. GUCI respected and worked within the existing design processes of the Ohio Department of Transportation, the Greater Cleveland RTA and the U.S. Department of Transportation—even as GUCI provided supplemental design funding to allow these agencies to expand their standards for what a transportation project could achieve.

GUCI's three key transportation projects included one road project and two transit projects. All needed to meet the same criteria as the mixed-use projects described above. They also needed to be early enough in the planning process that GUCI design funding could have a meaningful impact. The projects are as follows:

1. CEDAR HILL RAPID STATION

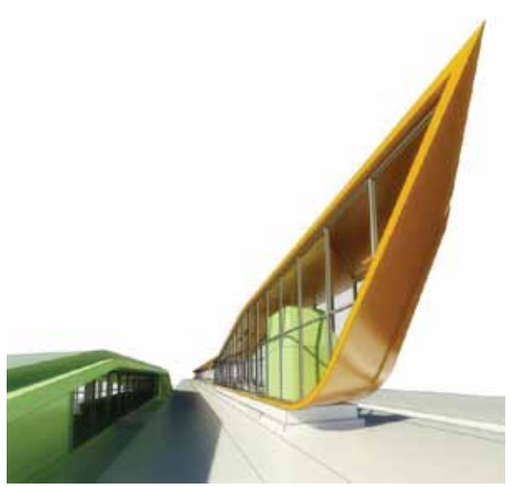
At the opposite end of University Circle lies another major gateway with a reputation as a commuting and pedestrian nightmare. The intersection of Carnegie and Cedar Avenues sits at the crux of Little Italy, University Circle and the inner-ring suburb of Cleveland Heights. Prior to GUCI intervention, it was home to a Rapid Transit train station, but also to a tangle of wide, curving roadways, elevated rail tracks and an unsightly asphalt bus transfer lot. As with the Martin Luther King, Jr. Drive (MLK) traffic circle, the confusing traffic configuration separated Rockefeller Park from surrounding neighborhoods.

GUCI provided supplemental funding to enhance the station's design, working with the transit agency to hire Mehrdad Yazdani, an architect specializing in transit projects. The resulting plan **[figure, p. 44]** simplifies the transfer process for riders and eliminates the transfer lot, adding green space to Rockefeller from surrounding neighborhoods.

GUCI provided supplemental funding to enhance the station's design, working with the transit agency to hire Mehrdad Yazdani, an architect specializing in transit projects. The resulting plan **[figure, p. 44]** simplifies the transfer process for riders and eliminates the transfer lot, adding green space to Rockefeller Park. Steven Litt, art and architecture critic of the Plain Dealer, applauded the plan, saying it would promote pedestrianism and transit ridership, and the station was an "example of how infrastructure projects can approach the level of art."

RTA's willingness to incorporate broad neighborhood goals in what could have been an isolated transit project helped the Cedar Hill Transit Station win $18.5 million in federal transportation funding. The project began construction in September 2012, with estimated completion in 2014.

ABOVE Cedar Hill Rapid Station rendering.
Image courtesy: GCRTA, Yazdani Studio, URS, and City Architecture



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Cedar Hill Rapid Station rendering.
Image courtesy: GCRTA, Yazdani Studio, URS, and City Architecture

2. MAYFIELD ROAD RAPID STATION

GUCI also worked with RTA on plans to move an existing, underutilized Rapid Transit station at E. 120th Street to the intersection of Mayfield Road and Euclid Avenue—the center of the Uptown development. At this new location, the station will both support and bolster Uptown's growth.

RTA partnered with GUCI and the Little Italy Redevelopment Association to lead community meetings about the station. Early engagement was critical in showing residents that the station would be an economic boon to Little Italy, potentially drawing thousands of visitors every day. The new station will help bind Little Italy and University Circle closer together, filling a gap in the urban fabric and removing a rail overpass that had long divided the two neighborhoods. In part because of this broad neighborhood vision, the design won $15 million in federal transportation funding and will break ground in 2013.

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Mayfield Road Station rendering. Image courtesy: GCRTA and City Architecture;
Station artwork. Image courtesy: GCRTA and Artist, Susie Frazier

3. MLK / E. 105TH TRAFFIC CIRCLE

The intersection of MLK Boulevard and E. 105th Street is among the busiest in Cleveland, funneling some 26,000 commuters per day between Greater University Circle and Interstate 90 to the north. Yet, the traffic circle at the intersection's center—nicknamed "Suicide Circle"—had confused motorists for decades. Containing no crosswalks, the busy circle also functioned as a barrier for pedestrians attempting to cross between University Circle and Rockefeller Park, and the adjacent neighborhoods of Hough and Glenville.

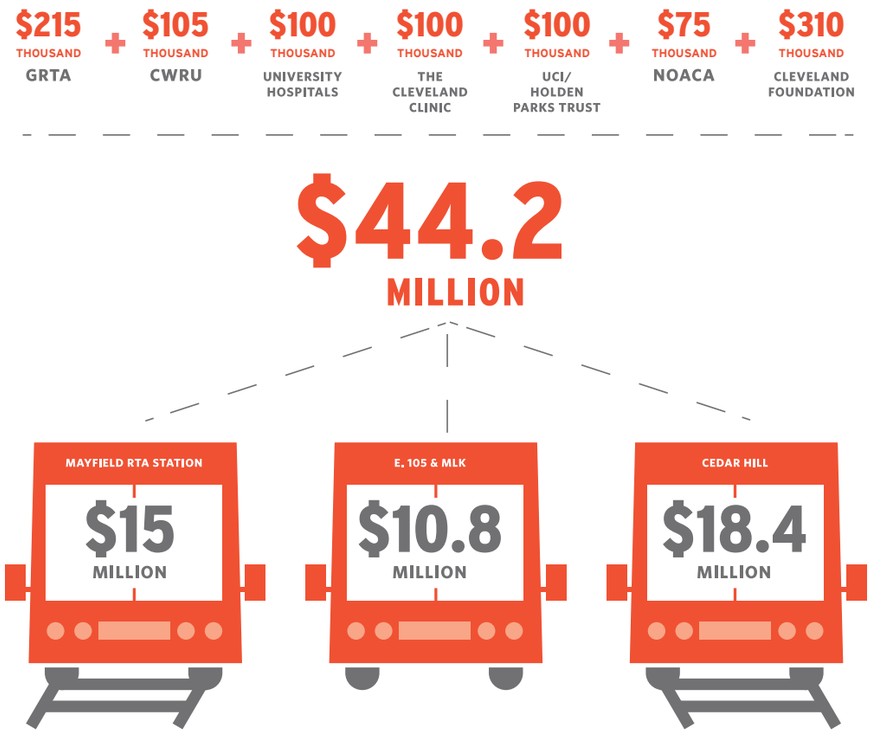
At GUCI's outset, two institutional expansion plans promised to heighten traffic flow. The Veterans Administration Hospital planned to relocate its facilities and 1,000 employees to an expanded building on the intersection's northeast corner, and the Cleveland Museum of Art—a few blocks away—had embarked on a $350 million expansion project.

The Cleveland Foundation partnered with University Circle Inc. to commission a traffic study for the intersection. The study called for the circle to be replaced by a traditional intersection **[this page].** The new design creates room for new green space and wider sidewalks to better connect University Circle with Rockefeller Park and surrounding neighborhoods. These components comprised the first phase in a revitalization plan for Rockefeller Park completed by UCI, the Cleveland Foundation and the nonprofit LAND Studio in 2008. The $10.8 million project broke ground in early 2013 with estimated completion by the end of 2014.

ABOVE Before and after plan.
Image courtesy: Cuyahoga County and HNTB

TRANSPORTATION FUNDING

How Anchor Institution investments seeded an ambitious plan.



"University Hospitals is committed to the anchor mission. We are consciously applying the long term-based commitment of our economic power and our human and intellectual resources to benefit the local community."

— *Steven Standley, Chief Administrative Officer, UH; Chair, Evergreen Corporation*

LIVE LOCAL: THE GREATER CIRCLE LIVING PROGRAM

GUCI's employer-assisted housing program spans multiple anchor institutions, offering a consistent package of incentives to draw more institutional employees to live in GUC neighborhoods, thereby diversifying the area's socioeconomic mix.

• BACKGROUND

Policymakers and planners have long recognized the adverse effects of concentrated poverty and disinvestment in urban neighborhoods. Communities that are predominately or entirely low-income isolate the poor and perpetuate an atmosphere of hopelessness and disenfranchisement. This results in social ills, such as pervasive unemployment, low levels of educational attainment and a high incidence of crime. Residents who achieve the economic means to leave these neighborhoods generally do, creating a cycle of housing deterioration and abandonment.

Mixed-income neighborhoods, by contrast, foster diverse social connections. They allow neighbors from different socioeconomic backgrounds to interact and help point lower-income people to economic and educational opportunities they may not previously have considered either due to lack of awareness or a belief that those opportunities were "out of reach." The promise of such social connections was the primary driver behind the federal HOPE VI program, which began replacing exclusively low-income public housing projects with mixed-income neighborhoods in the 1990s.

At the time of GUCI's launch, most GUC neighborhoods lacked socioeconomic diversity. Poverty, unemployment and low educational attainment had become chronic problems for many households and families.

Meanwhile, few institutional employees considered GUC neighborhoods to be viable places of residence, choosing instead to commute to work from other city neighborhoods or from the suburbs. In 2012, only 4,500 GUC employees (about 5 percent of total employees) lived in there. This was due to factors directly related to disinvestment and concentrated poverty: outdated or poorly maintained housing, perceptions of high crime rates and poorly performing public schools. (Racial tension was another, parallel factor.) The spatial disconnect that had developed between where employees lived and where they worked contributed to the weak bonds between GUC institutions and neighborhoods.

"The key for the anchor institutions is that we are not going anywhere, so it is incumbent on us to step up to the plate and do our fair share to serve as a catalyst."

— John Wheeler, Senior Vice President for Administration, CWRU

• APPROACH

GUCI based its housing program, called Greater Circle Living, on the following principles:

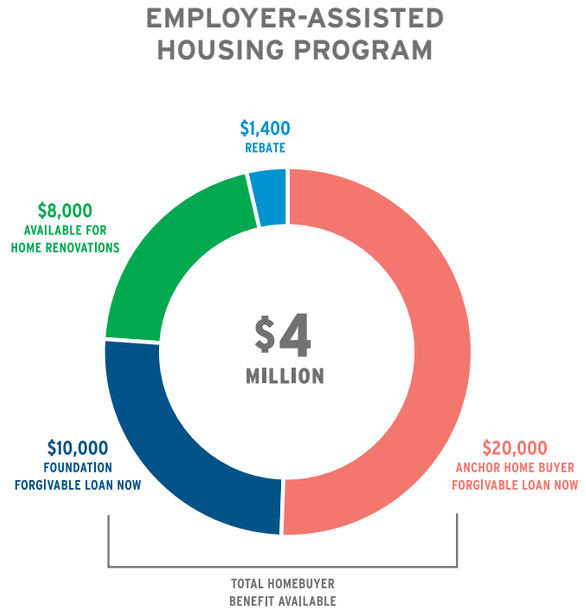
CONSISTENCY. Prior to GUCI, a few of the largest GUC institutions already offered employer-assisted housing programs. But the programs differed in their requirements and target geographies. This lack of cohesion confused prospective residents and limited impact across the neighborhoods as a whole. Greater Circle Living creates a menu of incentives that is consistent across institutions.

INCLUSIVITY. Smaller institutions within GUC could not afford to fund individual housing programs—a situation that, again, limited potential impact. Greater Circle Living uses seed funding from philanthropic sources to offer incentives to employees of all GUC nonprofit institutions. Also, some potential GUC employees prefer to rent rather than buy—in many cases because they are in Cleveland for medical residencies or temporary appointments. Greater Circle Living, therefore, includes incentives for both buyers and renters. Finally, renovation loans were made available so that existing residents of GUC would benefit from the program.

Flexibility. Because of the number and variety of institutions involved, Greater Circle Living is flexible and has evolved over time. It responds to the changing needs and tastes of homebuyers and renters, and to fluctuations in the local and national housing markets.

• PROGRAM

GUCI's employer-assisted housing program has three primary goals. The first is to offer an incentive package to attract institutional employees to live in GUC, thereby helping to build greater income diversity in neighborhoods. The second is to provide assistance to current residents to make home improvements. The third, given GUCI's multi-anchor approach, is to offer a single program serving all anchors and all neighborhoods at once.



In its breadth and uniformity, Greater Circle Living (GCL) is nationally unique among employer-assisted housing programs.

GCL currently includes four components. They are:

HOME PURCHASE LOAN. A forgivable loan of $20,000 to eligible employees, regardless of income level;

WORKING FAMILY SUPPLEMENTAL LOAN. An additional forgivable loan of $10,000 to working families with a total household income less than $150,000;

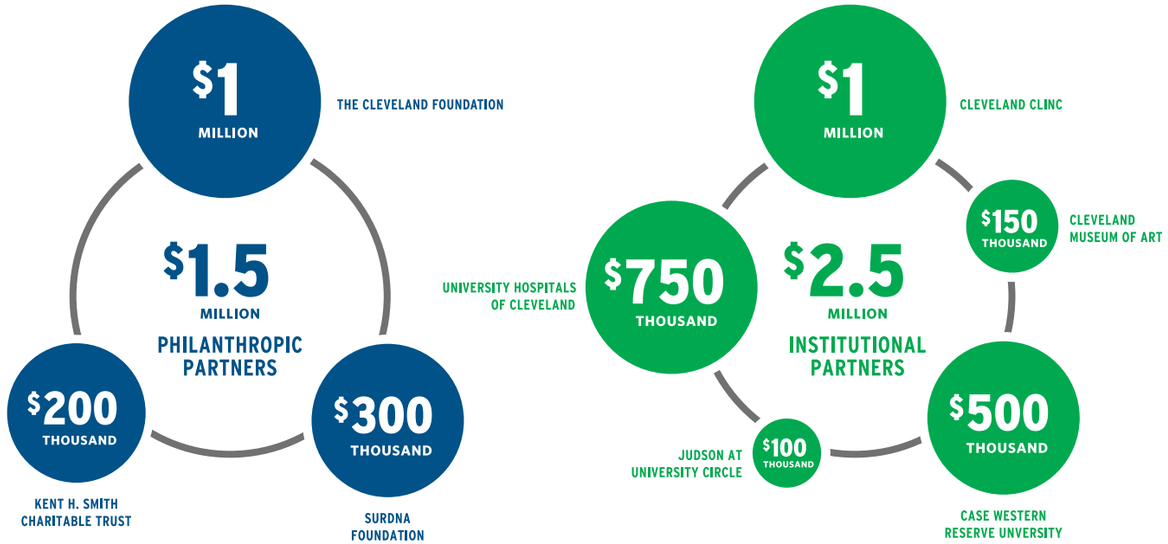
EXTERIOR IMPROVEMENT FUNDS. Up to $8,000 of matching funds for eligible exterior improvements for employees who currently own homes in GUC;

RENTAL ASSISTANCE. One month's rental payment for employees upon execution of a lease contract within GUC.

Greater Circle Living (GCL) had an initial budget of $4 million, of which $2.5 million came from five of GUC's largest anchor institutions: Cleveland Clinic, University Hospitals, the Cleveland Museum of Art, Judson at University Circle and Case Western Reserve University. These funds were earmarked only for the respective institutions' employees. Philanthropic funding comprised the remaining $1.5 million, which can go to any nonprofit employee in GUC **[p. 52]**. To ensure consistent messaging and administration, GUCI tapped an existing CDC—Fairfax Renaissance Development Corp.—to administer the program and serve as the initial point of contact for applicants.

GREATER CIRCLE LIVING

An incentive to live near work



Between 2008 and 2011, nearly 500 people contacted Fairfax to inquire about GCL, but only 70 people received incentives. While the collapse of the U.S. housing market certainly hindered participation, GUCI identified internal obstacles as well. Therefore, the specifics of these programs have evolved since GCL's launch. Home loan amounts in the pilot program were raised to their current levels in 2012 to counteract the lure of the suburbs, which are widely perceived to offer higher-quality schools and greater safety than city neighborhoods. A probationary period in the pilot program (employees were not eligible for 60 to 90 days from the date of employment) also proved an impediment for many new employees, who did not want to wait to settle into permanent housing. The probationary period was therefore removed.

Although specific data are not yet available, the modified incentives are drawing renewed interest among GUC employees. This interest, together with the success of Uptown, demonstrate a strengthening market for housing within Greater University Circle.

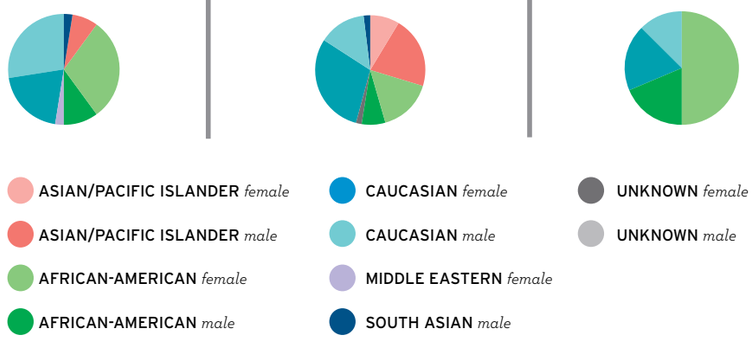
EMPLOYEE ASSISTANCE

Program usage as of 11/5/13

160 TRANSACTIONS

300 PEOPLE HELPED

HOME PURCHASE	RENTER ASSISTANCE	EXTERIOR REPAIR
48 EMPLOYEES	**87** EMPLOYEES	**25** EMPLOYEES
PURCHASING PRICE $16,000-$549,000	1 MONTH PAYMENT up to $1,400	MATCHING GRANT up to $8,000
BUYER PROFILE	RENTER PROFILE	REPAIR PROFILE



"GUCI is so critical because it gives us a way to bring the focus back on the assets we have in this community. We have these great partnerships with large institutions to connect them to the people who live in these neighborhoods to find ways that they both benefit from the relationship."

— *Vickie Johnson, Executive Director, Fairfax Renaissance Development Corp.*

LINDA University Hospitals, Cancer Project Coordinator

My husband and I took advantage of the exterior renovation portion of the program. Once we moved to Little Italy, it was like, wow. This is living! When you left your house you could actually walk somewhere—you could walk to a grocery store, to Presti's, a good restaurant. We knew more people in our first 10 days than we knew in our 20 years in Hudson. The program is wonderful. They walked us through every step, no problems at all.

ALVIN Cleveland Clinic, System Analyst (Radiology Dept.)

I used the loan to build a new home in Greater University Circle. My wife works downtown, I work at the Cleveland Clinic—this is less than a mile away from the Clinic. It saved money on gas, and I'm close to the cultural things my wife likes to do. She likes to come to the art museum, and I love the football games downtown. Plus, we're investing in the neighborhood. I thought, maybe we can turn around and give something back to the city.

PHOEBE CWRU, Professor

I used the rental program. When I visited on my first interview trip, I loved the museum area and the University Circle area. So to promote faculty and staff living in the area, I thought was a great idea. I'm three minutes from work, which is amazing because I work long hours. And I can still take full advantage of the city—go downtown and also out to the malls and bike paths—and not waste any time commuting. For me this is the perfect balance of being able to live close to work and being able to take advantage of the city.

LEFT Chalk Festival.
Image courtesy: Cleveland Museum of Art

BUY LOCAL: ANCHOR PROCUREMENT STRATEGIES

GUCI leverages $3 billion in anchor institution purchasing power to stabilize neighborhoods, build community wealth and create green jobs.

• BACKGROUND

Anchor institutions have enormous buying power: Single universities or hospitals often have budgets larger than those of developing nations. Yet, particularly in disinvested, high-poverty urban environments, many of these dollars flow to businesses well outside of the community. The reasons for this are complex. Like all businesses, institutions face internal pressure to lower spending and control costs—and the lowest prices often come from distant (sometimes overseas) suppliers. On an external level, due to urban disinvestment, appropriate local vendors may not exist to provide needed goods or services. Institutional buyers also may be unaware of the goods and services that are available locally.

Meanwhile, the positive impact of local procurement policies—for both institutions and neighborhoods—have been well documented. Policies adopted in West Philadelphia and the Short North district of Columbus, for example, created hundreds of new jobs and built community wealth, stabilizing neighborhoods to protect the institutions' future attractiveness and viability. Local procurement also helps institutions meet their sustainability goals by reducing the need for goods and services to be shipped great distances, thus cutting carbon emissions. Such goals are becoming increasingly prevalent among hospitals and universities.

In 2012, GUC institutions spent 28 percent of their combined $3 billion in purchasing on goods and services provided by suppliers within Cuyahoga County. Of that amount, about half of vendors were located in the City of Cleveland. While that number represents an improvement over previous years, there is still much room for improvement. The major obstacle to a local procurement strategy in GUCI has been the lack of local businesses that operate at a scale large enough to serve institutional needs—due to the disinvestment and flight of jobs **[p. 13]**.

All of this was playing out against a national backdrop of growing economic disparities. As is well known, the top 1 percent of Americans now have annual incomes greater than the bottom 100 million Americans taken together. According to the 2010 U.S. census, 46.2 million Americans are living in poverty—the largest number since the census began tracking poverty in the 1950s. Some 40 percent of American children live in asset-poor households, including one-half of Latino and African-American children.

LEFT
Third Evergreen Cooperative to launch: Green City Growers.
Image courtesy: Shawn Escoffery

• APPROACH

GUCI's economic inclusion agenda harnesses the spending power of anchor institutions to strengthen the local economy and create wealth for local residents. This approach, known as "community wealth building," enables and encourages anchor institutions to purchase goods and services from community-owned businesses rather than investor-driven (and often non-local) corporations. These community businesses, in turn, reinvest in their neighborhoods, building the wealth of other local businesses and residents.

Community wealth building localizes the benefits of business ownership, improving economic prospects for anchor institutions' home neighborhoods and their residents, and building assets of individuals. This localization gives low-income communities a means to build their own wealth, and begins to close the widening economic gap between the wealthy and the poor.

GUCI employed three main strategies to build community wealth and keep the largest possible percentage of anchor institution spending local. These strategies aim to:

1. Catalyze the development of new, worker-owned businesses in GUC that serve institutional needs, employ local residents, and are rooted in their neighborhoods.
2. Develop an urban corridor in GUC that would have two goals: first, to retain startups and biotechnology businesses spawned by GUC institutions and help those businesses grow in place; and second, to attract businesses from outside the region to relocate or open new branches in GUC. Institutions now monitor their spending with local vendors, and the expectation is that the proportion of local spending will increase as more businesses relocate or are founded within GUC.
3. Workforce Strategies

A challenge for a local procurement strategy is that because residents in low- and moderate-income communities often do not have the skills or access to capital to start new businesses themselves, community wealth-building programs must provide initial funding and training programs to fill these gaps. However, this support must be temporary, or eventually be administered by residents themselves, so that it does not contribute to a cycle of community dependence on outside assistance. In other words, the programs must empower residents rather than create expectations of ongoing subsidy and external support.

ABOVE Learning trip to the Mondragon Cooperatives in Spain

• PROGRAM: THE EVERGREEN COOPERATIVES—BUILDING COMMUNITY WEALTH AND CREATING JOBS

Perhaps GUCI's most innovative and ambitious program to build community wealth is the Evergreen Cooperative Initiative, which gives GUC residents **1) employment opportunities and 2) direct ownership in businesses that are geographically tied to the neighborhoods.** The transformative potential of the Evergreen Initiative is especially powerful given the area's history of disinvestment and economic inequities.

Evergreen is modeled on the Mondragon Cooperatives network in Spain. Since its formation in the 1950s, that network has grown to include 120 cooperative businesses employing nearly 100,000 people and generating $20 billion in annual revenue. The businesses are worker-owned and form an intricate regional supply chain. As a result, they have deep geographic ties that make relocation unlikely.

As in Mondragon, the Evergreen Cooperative Initiative catalyzes new businesses that can meet the purchasing needs of local anchor institutions and are worker-owned. The jobs created by these businesses build community wealth by paying living wages and offering decent benefits, and by creating a mechanism for cooperative ownership. The businesses also respond to institutions' growing interest in building green economies and green jobs.

"Evergreen is good for University Hospitals because as these companies grow, it roots them in the community for the long term. That is good for us because as we establish supplier relationships, we don't have to revisit them as companies go in and out of the market."

— Steven Standley, Chief Administrative Officer, UH; Chair, Evergreen Cooperative Corp. Board

EVERGREEN'S GOAL IS TO CREATE AT LEAST 10 COOPERATIVE, GREEN, FOR-PROFIT BUSINESSES BY 2017, EMPLOYING AT LEAST 500 GUC RESIDENTS. EVERGREEN BUSINESSES IN GUC HAVE THE FOLLOWING OBJECTIVES:

- Attract a proportion of the GUC anchors' $3 billion in combined spending into local neighborhoods to build community wealth;
- Serve real institutional needs, so that GUC institutions view the businesses as competitive suppliers rather than as charities;
- Help anchors meet their sustainability goals by offering environmentally sustainable services and reducing carbon emissions resulting from large shipping distances;
- Tap in to growing economic sectors (e.g., health and sustainable energy) that are candidates for large-scale public investment;
- Anchor jobs in place, to minimize chances of future disinvestment;
- Create a business creation model that can be taken to scale—catalyzing businesses that become large enough to attract spending from outside GUC or the region.

Principles of equity and economic inclusion are built into the program's structure. Businesses pay a wage of at least $10.50 an hour and provide health care at no cost. They also pay a portion of profits to worker-owners to help develop new community leaders; and businesses will hire management from within whenever possible.

Evergreen has attracted robust financial resources since its formation in 2007. Grants from private and philanthropic sources have totaled $6 million in available startup capital via a revolving loan fund (the Evergreen Cooperative Development Fund). The program has also attracted $9 million in loan funds from federal government sources (including the U.S. Department of Housing and Urban Development and the U.S. Treasury's New Markets Tax Credits program). Local banks are also beginning to provide funds.

ABOVE
First two Evergreen Cooperatives to launch: Evergreen Cooperative Laundry and Evergreen Energy Solutions

The first two Evergreen businesses now employ a total of 82 GUC residents, and a third is expected to employ 40 more. The businesses are:

1. Evergreen Cooperative Laundry ECL is the greenest commercial-scale health care bed linen laundry in Ohio. When working at full capacity, it will clean 10 to 12 million pounds of health care linen a year, and will employ 50 residents of GUC neighborhoods. The laundry is located in a LEED Gold building, requiring less than one-quarter of the amount of water used by competitors to clean each pound of bed linen, and produces considerable carbon emission savings through reduced energy consumption. Employees: 27, of whom 24 are African-American and 74 percent are male. Sixteen of the employees are ex-offenders.

2. Evergreen Energy Solutions E2S is a community-based clean energy and weatherization company that will employ as many as 50 residents. In addition to home weatherization, E2S installs, owns and maintains large-scale solar generators (panels) on the roofs of the city's biggest nonprofit health and education buildings. The institutions, in turn, purchase the generated electricity over a 15-year period. Within three years, E2S likely will have more than doubled the total number of installed solar panels in Ohio. Employees: 13, of whom 12 are male. Half are African-American and half are Latino. Six are ex-offenders.

3. Green City Growers GCG, which opened in 2013, is a year-round, large-scale hydroponic greenhouse employing 25 people year-round. The greenhouse is located on 10 acres in the heart of Cleveland, with 3.25 acres under glass, making it the largest urban food production facility in America. GCG produces approximately 3 million heads of lettuce per year, along with several hundred thousand pounds of basil and other herbs. Virtually every head of lettuce now consumed in Northeast Ohio is currently trucked from California or Arizona. By growing its product locally, GCG will save more than 2,000 miles of transportation, and the resulting carbon emissions, for each head of lettuce it sells. The region's produce wholesalers are enthusiastic because they will gain seven days' more shelf life for the product. Employees: GCG plans to hire more than 40 employees within five years.

Close cooperation between Evergreen and anchor institutions is key to the program's growth potential. Each business has arisen to serve specific needs of anchor institutions. E2S, for example, began because Cleveland Clinic wanted to install solar arrays on its buildings and needed a for-profit partner to qualify for state and local energy incentives. ECL began when the Veterans Administration Hospital voiced a need for a green, industrial-scale laundry servicer. These strong links to anchor institution needs are important in ensuring the businesses' economic sustainability, particularly in their formative years—although it is hoped that as the businesses scale up, they will also have the capacity to serve clients outside GUC.

In order to institutionalize Evergreen for decades to come, GUCI formed a holding company, Evergreen Cooperative Corp. (ECC), in 2011. ECC is a nonprofit 501(c)3 organization with a board composed of anchor institution partners, local philanthropy, Cleveland's business community and representatives of the Evergreen Cooperatives.

ABOVE
Green City Growers Cooperative.
Image courtesy: Shawn Escoffery

RODNEY TECHNICIAN, EVERGREEN LAUNDRY

Rodney, 31, had been working temporary construction jobs for three years when the real estate market tanked in 2009 and he found himself unemployed. Even before then, the work had been tenuous and unpredictable: He was often unsure where his next job would come from, and when.

Now he's a washroom technician at Evergreen Laundry, where he works regular 40-hour weeks and makes about twice his former wages as a construction worker—with free health care for his family, including his two young children.

"Every morning I get up and know I have somewhere to go, a way to take care of my family," he says. "It gave me more security, more stability."

Like all employees of Evergreen cooperative businesses, Rodney will be eligible to own company stock through payroll deductions once he completes a one-year probation period.

"The ownership makes me part of where I work," he says, "so I'm shooting not only for my own goals, but I also have more motivation to see the company succeed—to see it take off, maybe have other branches open."

Rodney and his coworkers process up to 8,000 pounds of institutional laundry per eight-hour shift—with clients ranging from nursing homes to hospitals to hotels. Beyond that, he attends regular meetings with other co-op members, where they discuss their goals for the company, their own careers and their personal lives. "It's like family," he says. "We're friends and we support each other at work and outside of work."

That's especially true for Rodney, who bought a house in the Buckeye-Shaker neighborhood through a specific initiative to assist Evergreen employees in buying homes. He now lives next door to one of his coworkers at the laundry and within a three-minute walk of another.

He loves the house, a new-construction colonial with three bedrooms, one and a half bathrooms, and a big yard—a vast improvement over the rental unit where he'd lived before. His mortgage payment comes directly out of his paycheck.

But the best part for Rodney? The sense of being rooted, not just to a stable job, but to a neighborhood where people are genuinely connected. "Before, I was just working, getting by," he says. "Now there's a community."

THE HEALTH TECH CORRIDOR

"The Health Tech Corridor is important because a lot of innovation happens on a university campus or within a health system, and if you're not on that campus, you may not see all of that activity that's going on. You may read about it in the newspaper, but it doesn't have the same impact as going down Euclid Avenue and seeing blocks and blocks of new facilities—renovated and constructed—and suddenly it goes from the abstract to something very real. It's a powerful affirmation that if you're in a business or a resident, change is actually happening."

—Aram Nerpouni, President and CEO, BioEnterprise

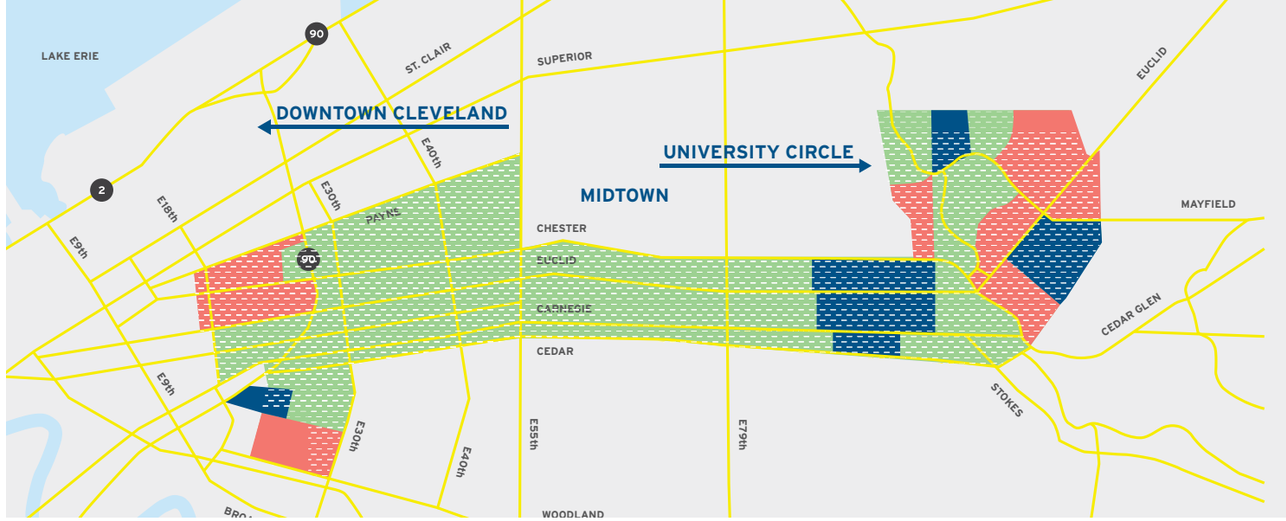
• PROGRAM:
THE HEALTH TECH CORRIDOR– ATTRACTING, RETAINING AND EXPANDING BUSINESSES

In many older cities, deindustrialization has created an abundance of vacant or underutilized manufacturing space. While such space has traditionally been viewed as a liability, it can become an asset in a local procurement strategy because it can house new or existing businesses to serve anchors' needs and create jobs for local residents. This is particularly true in an area such as University Circle, where commercial and office space in the heart of the district is at a premium because of the already high density of institutions and limited space to expand.

GUCI decided to focus its business attraction and retention efforts on Cleveland's MidTown district in order to provide real estate options for businesses to stay in the Corridor for their whole life cycle—from incubator to established company. MidTown offers a large amount of available space (both in vacant land and existing buildings) for business creation and expansion. Importantly, it is located between University Circle and downtown, and is linked to both districts by the HealthLine Bus Rapid Transit system **[map above].**

The resulting strategy, called the Cleveland Health Tech Corridor, launched in 2010. It helps retain and attract companies that want to be proximate to University Circle by marrying economic development resources available to the city, county and port authority with the business development and real estate development expertise of two nonprofits: BioEnterprise Corp. and MidTown Cleveland Inc.

One of the corridor's primary accomplishments has been to provide flexible, ready-to-occupy space for new biotechnology companies spinning off of research efforts at GUC institutions and at Cleveland State



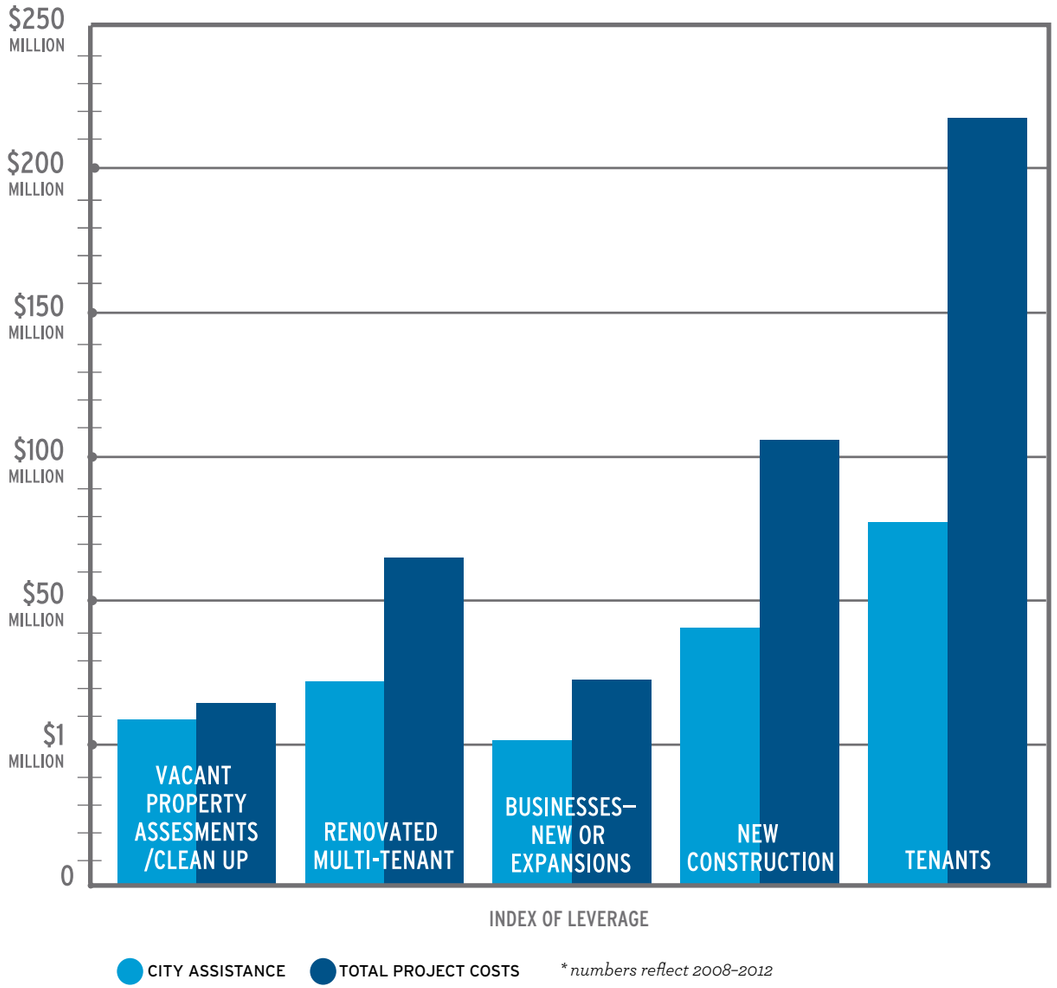
University in downtown Cleveland. In the past, limited space options had driven many of these companies to leave GUC for office parks in the suburbs or to depart the region altogether. This was especially frustrating because most wanted to stay in GUC for real business reasons: access to talent at the university and to patients and clinical trials at hospitals, for example. At the same time, traditional construction lending practices made new construction challenging because startup businesses typically do not have sufficient operating history or large enough balance sheets to serve as "bankable" tenants.

One project specifically targeted to biotech companies was the $21 million MidTown Tech Park, a speculative flexible office project at E. 67th street and Euclid Avenue. Although no tenants had committed to leasing space prior to the building's construction, its 128,000 square feet were 90 percent leased within a year of completion—demonstrating the pent-up demand for ready-to-go space. The success of the project mirrored that of an earlier project, the Baker Electric Building, renovated on spec in 2007 and almost 100 percent occupied. The corridor also provides short-term incubator space in seven buildings that are at, or near, capacity.

The Health Tech Corridor also serves non-biotech companies that want to locate near University Circle. These companies are being drawn, not only by the potential for anchor contracts, but by the vibrancy of being located in an urban neighborhood close to transit, shopping and entertainment options. As the corridor fills in, auxiliary businesses (restaurants, bakeries, dry cleaners) are expected to follow, providing job opportunities for lower-skill workers from nearby neighborhoods.

Since 2008, with City investments, 1.2 million square feet of new space has been created in the Health Tech Corridor. This includes new leasable space, housing, commercial expansion and renovated space. Of the new construction leasable space, 86% is currently occupied, reflecting a robust and growing demand for space in this area.

THE CITY OF CLEVELAND'S LEADERSHIP AND INVESTMENT IN THE HEALTH TECH CORRIDOR SINCE 2008*



numbers reflect 2008-2012

EMPLOYMENT CREATION AND RETENTION SINCE 2008

TOTAL JOBS CREATED = **1,292**
TOTAL JOBS RETAINED = **1,788**

"The Health Tech Corridor provides the City with an opportunity to market the strengths of our regional economy, anchored by our world class institutions, to attract new businesses and jobs to the community. We are capitalizing on our incubators and keeping these companies in the City as they expand past the walls of the incubator. The energy they are generating has also attracted other entrepreneurs to the area. The public, private and philanthropic partnership has led the Health Line and the Health Tech Corridor to be the most successful Transit Oriented development in the country."

—Tracey Nichols, Director of Economic Development, City of Cleveland

















HIRE LOCAL: WORKFORCE STRATEGIES

GUCI's workforce training programs merge the needs of institutions and residents, engaging a growing population of youth and adults in classes that prepare them for knowledge-based jobs at anchor institutions.

• BACKGROUND

In low-income urban neighborhoods, many residents do not have the skills or training necessary to fill the knowledge-based jobs available at hospitals and universities. These residents may be trained for manufacturing jobs that have since evaporated, or may have left the formal education system before acquiring marketable skills, often because they were frustrated by a real or perceived lack of economic opportunities or because of external pressures to leave school (e.g., child care or the need to find work at a young age to contribute to household income).

Cleveland lost more than 100,000 manufacturing jobs between 1980 and 2005. This massive shift away from manufacturing—long the region's economic bedrock—caused upheaval across the city and the region as residents who relied on steady, well-paying manufacturing jobs became unemployed or found themselves working service jobs with lower wages and fewer benefits. But the transition has been especially painful in GUC. In 2012, the unemployment rate in GUC neighborhoods was 24 percent, about twice the rate of Northeast Ohio as a whole.

In developing a workforce training program to serve low-income neighborhoods, a multi-anchor collaborative must work from two perspectives. First, it must consider the hiring needs of anchor institutions, creating programs that offer training in those specific skills. But the collaborative must also account for the needs of residents, who may be faced with other, non-skill-based obstacles to employment—including low self-esteem, criminal backgrounds, or a lack of behavioral "soft skills" necessary for working in an institutional or office environment. Fortunately, this dual perspective is one that a collaborative program such as GUCI—with its liaisons to both institutional leadership and neighborhood residents—is especially well-equipped to adopt.

NEWBRIDGE CLEVELAND

"Using the purchasing power of anchors to support local community-based businesses can lead to the continued growth and sustainability of these businesses. That not only helps the economic stability of a neighborhood, it has a reverberating positive impact on real people's lives because of the jobs created."

— Shawn Escoffery, Program Director
Strong Local Economies, The Surdna Foundation

• APPROACH

The cornerstone of GUCI's workforce training program, NewBridge Cleveland Center for Arts & Technology, is a $2 million facility, which the Cleveland Foundation opened in 2010 with investment from GUC anchors University Hospitals and Cleveland Clinic, KeyBank, and the Kelvin and Eleanor Smith Foundation. NewBridge offers a full schedule of youth programs and adult vocational training. It is located on RTA's HealthLine Bus Rapid Transit line, making it easily accessible to students from across the region. The light-filled classrooms—in a sensitively renovated building on Euclid Avenue in the Health Tech Corridor—are designed to foster inspiration and hope **[p. 64].**

NewBridge operates according to the following goals:

- Provide specialized training scholarships that are based on the hiring needs of anchor institutions, but that also offer "soft skills" training to remove less obvious obstacles to employment;
- Show a track record for placing trainees in jobs, in order to prove the value of the programs to both residents and institutions;
- Engage youth throughout Cleveland and the region in arts-based programs under the same roof as the adult programs, in order to expose them to adult role models and opportunities for future employment.

In developing NewBridge, GUCI worked closely with Pittsburgh-based Manchester Bidwell Corp., a nonprofit education company that has run similar training centers for youth and adults since 1968. GUCI was attracted to the Manchester model because of its success rates: some 90 percent of youth graduate from high school, and many go on to college. Among adult graduates, 85 percent get jobs in their fields.








ABOVE
Youth Program images
Image courtesy: newbridgecleveland.org

• PROGRAM: YOUTH PROGRAMS

NewBridge offers youth programs in ceramics, digital arts, photography, and music recording and production. **The programs are guided by five principles:**

1. Students are admitted on the basis of risk, with those deemed most likely to drop out of school without intervention being given first priority for admission.
2. Classes are held immediately after the school day ends to make them accessible to students and convenient for caretakers.
3. Classes are studio-based, with no lectures, to offer an engaging and hands-on contrast to traditional classroom instruction.
4. Average class size is limited to 12–16 students so instructors can provide personal attention.
5. Classes run all year to keep students engaged during unstructured summer months.

With minimal marketing, the youth programs were an immediate success. The first "class" of students in 2010 included nearly 100 9th and 10th graders, though the center received more than twice as many applications. In coming years, enrollment is expected to grow to 400 students across all high school grades. The programs have been particularly successful in attracting boys, who account for 56 percent of the enrollment—a striking figure given the long-standing difficulties educators face in engaging young males. Attendance has been strong, with an average 78 percent of enrolled students reporting to class.








ABOVE
Facility images
Image courtesy: newbridgecleveland.org

• PROGRAM: ADULT PROGRAMS

NewBridge offers adult training programs in two tracks, phlebotomy and pharmacy technology, because GUC anchors named those fields as having a large number of positions available (additional programs are expected to be added as NewBridge matures). **These programs are guided by three principles:**

1. Admission requirements (e.g., age, prior education, etc.) closely track anchors' own requirements for employment.
2. Programs mix classroom instruction with field experience, so that students can gain skills in hands-on externship settings.
3. Soft skills training (e.g., the importance of punctuality and proper dress and language) is embedded in all aspects of training.

The adult programs received as much interest as the youth programs, with some 500 applicants in the first year, of whom 122 were admitted. The average age was 35, reflecting that many students are seeking a second or third career. Nine of the first 16 students graduating from the phlebotomy program received job offers—a rate that leaders hope will rise as the economy improves.

To keep its programs up to date, NewBridge convenes a vocational advisory group composed of representatives from GUC institutions. The advisory group explores opportunities for new youth and adult programs and makes adaptations to existing programs. One unexpected outcome of the adult programs is that GUC institutions have begun to re-evaluate their own hiring criteria, which in the past emphasized experience and test-taking skills. Institutions now realize that these criteria often filter out nontraditional candidates attempting to make career changes.

LISA

When Lisa enrolled in NewBridge's phlebotomy program in 2011, she was working two part-time jobs as a home health aide. Her shifts were unpredictable and physically straining, and it was tough juggling those obligations with her responsibilities to her two daughters.

Fast forward 18 months: Lisa, 38, is now employed full-time as a laboratory technician in Cleveland Clinic's central processing department. There, she analyzes tissue specimens from hospitals all over the region—information critical to helping doctors diagnose and treat patients. "No one else can do their job before we do ours," she says.

What's more, she's using her mind more than she did before, and the work is more varied, with each day presenting new challenges.

"I also like having a 'real job' as opposed to keeping together a job here, a job there," she says. "It's stable with benefits and a lot of growth opportunities." A bonus is that she now works about a mile from where she lives, in Cleveland's Fairfax neighborhood.

But NewBridge didn't just get her a job. It provided her with a supportive community of peers, something that had been missing from her life before she enrolled.

"The staff and professors celebrated every little victory we had," she says, helping her achieve a 4.0 GPA. During her time in school, NewBridge staff even helped Lisa find a home health care job with more manageable hours, so that she could more easily balance classes and work.

NewBridge also erased a long-standing obstacle she'd faced in returning to school at a traditional college: the ability to pay for classes. "I had issues with financial aid, and NewBridge gave me an opportunity to get an education without having to worry about all that."

Her new path is having an impact at home, too. Having observed her mother's success, her younger daughter is now interested in health care: she wants to become a nurse.

"Both my daughters are really proud of me," she says.

MILA

During Mila's third week on the job as a pediatric pharmacy technician at University Hospitals, an 8-year-old girl came into the emergency room with an aneurysm. Hospital staff rushed the girl into surgery, and Mila was responsible for preparing the medicine.

While she was working, the girl's heart stopped.

"So I was making the medicine, rushing around the operating room," she says. "There was blood everywhere. And the only thing I could think of was my professor saying, 'remember to breathe, stay calm, and listen.' And because of that, I was able to deliver the medicine, run back out, deliver it to the nurse, and we saved that child's life."

The calming words she remembered were those of Dave Stepanik, her pharmacy technology professor at NewBridge. His knowledge and support were typical of the experience she had at the center, she says.

"It was more personal than a big, traditional school," says Mila, 28, of the St. Clair-Superior neighborhood. "They care if you graduate or not. They know who you are."

That's important, she says, because the program is academically rigorous. "You're in class from 8:30 a.m. to 3 p.m., on top of homework and assignments, so it's almost like having a full-time job. You really have to be committed."

NewBridge staff helped her navigate not only her course work, but also personal problems—everything from a car breakdown to illness in the family.

Mila especially loved her externship at a nuclear pharmacy, where she learned to prepare drugs used to treat cancer. That specialized experience set her apart from other job applicants when she graduated.

She worked first at Wal-Mart before moving to University Hospitals. Both experiences have been infinitely more rewarding than her prior job as a manager at a video game store, because she has greater chances for career growth than she had before—while also having a real impact on people's lives.

She even got to meet the girl whose life she helped save. "It brings me joy, great contentment that I played a part in saving somebody's child," she says. "When I go home, I actually get to say to myself: 'Today I helped save somebody's life.' "

PETRIQUE

Petrique, 17, was hanging out after school with a friend in downtown Cleveland when he suggested she come with him to NewBridge.

"I had no idea what it was at first," says Petrique, of the Broadway neighborhood. "But when I went, I really liked it. It was a really nice environment, they give you food and stuff, and all the kids were fun to be around, cool to talk to."

Eventually, she joined the Youth Arts program in ceramics. She'd never thought about making pots before, but once she saw others doing it, she was intrigued. It turned out that working with clay provided just the relief she needed from using computers or reading books all day.

"You get to do stuff with your hands and get messy," she says.

She's so hooked now that she comes almost every day, even though the program requires attendance only two or three days a week. She specializes in bowls, but recently branched out to making teapots. She gives her finished pieces to friends and family. "Everyone's like, 'Oh, I'm going to put this on my shelf, I'm just going to use it for decoration, it's too nice to use!'" she says with a laugh.

Petrique likes being creative in her free time, as opposed to drifting around with friends. "It's given me different things to do than just hang out," she says. "And that's good because you never know when you could be in the wrong place at the wrong time. Other kids might be doing drugs or drinking, and you never know who's having a bad day. They might go off on you."

Because NewBridge attracts students from around the city and suburbs, she gets to meet kids who may have different interests or styles than she's used to. One new friend, for example, introduced her to the wonders of Japanese animation, or anime.

After she graduates from high school next year, Petrique plans to major in political science in college. She's optimistic about being admitted to her top choice, Harvard University—an optimism she attributes partly to NewBridge.

"It's just the positive influence," she says. "If you don't think you have anyone, you can go to any adult or any peer and everyone's positive. That makes a huge difference."
















COMMUNITY ENGAGEMENT & COMMUNITY-BUILDING STRATEGIES

Community-building programs are important in multi-anchor strategies because of their power to create connections across traditional institutional and neighborhood boundaries.

• BACKGROUND

According to Grassroots Grantmakers, a network of place-based funders, revitalization strategies work long-term only when "the people who are most directly affected are actively involved in the change process from the beginning and have a clear stake in the outcomes."

A community-driven process was especially important in Greater University Circle, where interactions between wealthy institutions and surrounding low-income neighborhoods had been marked by distrust and disparate priorities. While planning the GUCI, leaders were careful to avoid conventional public meetings in which near-complete plans are presented for token feedback. Instead, GUCI engaged community members early and often so that their input informed final plans at a base level.

GUCI's community engagement program has the following three goals:

1. Build trust between institutions and residents;
2. Look beyond institution-led development projects and embed the ideas and aspirations of residents into GUCI programs;
3. Foster a new sense of community and unity in the neighborhoods of GUC, which have historically had separate identities.

• APPROACH

GUCI tapped Neighborhood Connections, a program of the Cleveland Foundation and the largest grassroots grantmaking program in the nation, to lead its community engagement agenda. This selection was made because

Neighborhood Connections' community engagement philosophy corresponds almost exactly with GUCI's: to encourage active citizenship and help people build relationships with other individuals and institutions in their neighborhoods. Thus, GUCI's community engagement programs, as with many other elements of GUCI, draw on the expertise of existing programs rather than "reinventing the wheel" by building new initiatives from the ground up.

GUCI is working with Neighborhood Connections to build community strength in Greater University Circle through two programs. The first is a series of "network-centric" community-building activities, and the second is a community-led newspaper. These two programs build on the grants Neighborhood Connections has been making to citizen groups in GUC neighborhoods since its founding in 2003.

ABOVE, TOP TO BOTTOM
2011 Summer Arts Camp; After School Ballet Classes at the Michael R White Community Center at Arbor Park Village
Images courtesy: Foluke Cultural Arts Center

NEIGHBORHOOD CONNECTIONS GRANT FUNDS ART ACCESS

FOLUKE CULTURAL ARTS CENTER is one of several projects that The Cleveland Foundation's Neighborhood Connections program has supported in connection with the Greater University Circle Initiative. Based in the Central neighborhood—Cleveland's poorest district—Foluke is a faith-based dance ministry with a focus on building community.

It's the brainchild of Dava Cansler, who attended a music school as a child, learning to dance and play eight instruments. She viewed these skills as integral to her education and her development as a person. Participating in the arts, she says, "became a safe space, a place to vent feelings. I wanted to share that experience with the children in Central."

Foluke serves about 90 students a year through after-school programs and a summer arts camp. Cansler wants the center to become a community arts institution for not only youth, but also adults. She plans to begin staging plays to feature both children and adults.

"We have to get the students to think beyond where they are," Cansler says. "No one rises to low expectations. Participation in the arts helps with academic achievement. For example, the students in drum courses [are] learning rhythm; students in dance are learning choreography. Music is an exact science—[these are] life skills that are helping them."

• PROGRAM: NETWORK BUILDING

In crafting an agenda for its network-building efforts, GUCI studied several recent success stories in community engagement from around the nation, including the Network Center for Community Change in Louisville, Ky.; Lawrence CommunityWorks in Lawrence, Mass.; and Impact Silver Spring in Silver Spring, Md. Among these programs, a common thread emerged: All focused on the concept of "network building" to foster relationships between people and generate new ideas. The programs also emphasized building on assets rather than trying to "fix" problems.

The precedents helped shape a set of values to inform GUCI's engagement agenda:

INCLUSIVITY. Everyone has value, not only those with money or education or other resources;

MANAGEABILITY. People have busy lives, and participants must see new networks as manageable within their existing schedules;

DEMAND FOCUS. Projects must be demand-driven, serving real neighborhoods' needs rather than coming across as "feel good" exercises;

POSITIVITY. The focus should be on possibilities rather than problems.

Based on these values, GUCI has created a series of focused events. These include:

INNOVATION TEAMS. Neighborhood Connections convenes groups of 15 to 20 people—including residents and institutional representatives—to take part in "Innovation Teams." The teams meet eight times during a three month period to discuss how to build on existing neighborhood assets, and promote these ideas after the formal meetings end. Participants receive a stipend of $500 for their time.

NEIGHBORHOOD TOURS. In this program, GUC residents organize and lead tours of their neighborhoods. The tours are open to everyone, with the goal of building relationships and a "sense of place" across race, class and organizational affiliation.

"NEIGHBORCIRCLE" DINNERS. Residents receive funding to host a series of three dinners for eight to 10 people. At least half the invitees must be people the host doesn't already know. At the first dinner, participants talk about their personal lives and experiences. At the second, they discuss the challenges they face in their neighborhoods. At the third, they discuss ideas for neighborhood improvement. A trained mediator facilitates.

The programs launched in 2011 and have a budget of $300,000—of which $175,000 came from the national Living Cities initiative and the remainder from Neighborhood Connections' regular budget.

Because the programs are still nascent, their effects cannot yet be measured. Still, organizers are hopeful that because the programs emphasize community building and building on assets, they will succeed in changing outdated thinking that has kept residents of different neighborhoods isolated from each other and from neighboring institutions.


GREATER UNIVERSITY CIRCLE

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Get Involved! Page 4

Neighborhood VOICE

Grassroots News from Buckeye-Shaker • Central • East Cleveland • Fairfax • Glenville • Hough • Little Italy • University Circle

• PROGRAM: COMMUNITY INFORMATION SOURCE

A community newspaper, The Neighborhood Voice, was launched in 2010 to cover the neighborhoods of Greater University Circle. The newspaper is a free, monthly publication with both print and online editions. "Citizen journalists"—people who live, work and play in University Circle—write almost all of the articles. The newspaper welcomes contributions, though editors work with writers to ensure that stories have a constructive tone. These practices foster a sense of involvement among residents and workers who often feel left out of traditional neighborhood planning and decision-making processes. The front page of a recent edition, for example, featured a first-person account of starting a friends' group for a local park.

A community newspaper such as The Neighborhood Voice is especially important to a multi-anchor strategy because it helps legitimize a new, broader geography of distinct yet interwoven neighborhoods and institutions. Because GUCI leaders decided early on not to create a new GUC organization, The Neighborhood Voice is the first and so far only material "stake in the ground" for the initiative. The paper's articles are arranged by subject rather than by neighborhood, though they do include neighborhood datelines to acknowledge traditional geographic identities.

So far, the newspaper has succeeded in reaching a broad audience of both employees and local residents. Of the monthly circulation of about 10,000, about 40 percent of readers are middle-income ($25,000 to $75,000 per year), while 35 percent have incomes less than $10,000 and 5 percent have incomes higher than $100,000. The newspaper currently funds about half its printing costs through advertising, with Neighborhood Connections filling the gap, though the publication is on track to become fully self-supporting in two to three years.

GWEN has made a personal transformation over the past few years to become one of Greater University Circle's most committed community activists—in part thanks to the initiatives of GUCI.

Gwen, 61, lives in Cleveland's Central section, one of the city's poorest neighborhoods. A few years ago, while taking breaks from her work as a graphic artist and painter, she would sit on the front porch of her private apartment building and watch children walking past on their way to and from their homes in the Outhwaite housing projects.

"I started wondering what I could do to contribute, to help make a better future for them," she says. "I didn't want to just sit and watch any longer."

She attended a talk by artist and community builder Lily Yeh, who has created public art and park projects on vacant land in Philadelphia. Gwen came away even more inspired to take action. She heard about the Cleveland Foundation's Neighborhood Connections program, and received a $5,000 grant to create a mural on the back of a strip mall in the neighborhood.

The mural was the planned first phase of a new neighborhood park (which she calls Harmony Park) on vacant land in her neighborhood. About 200 people of all ages—including a contingent of school children to whom she gave painting lessons and paid a stipend of $100 each—helped paint the mural. It shows musicians and dancers moving in unison, "to promote the idea of harmony in the neighborhood," she says.

That project was only the first step for Gwen. "Once I became involved in the community, it opened my eyes to a whole new world," she says. She became involved in GUCI's wider community engagement efforts, becoming a network weaver for the Innovation Lab in 2012. She now coordinates meetings of some 20 citizen leaders from eight neighborhoods, all of whom are spearheading their own revitalization projects—such as creating awareness about the dangers of lead paint, or getting churches to open their doors more during the week so residents can get involved in their spiritual communities.

Gwen also hosts monthly open houses at rotating venues where residents from all over Greater University Circle can gather and share ideas. She is now paid for her work, having been awarded a two-year Neighborhood Connections fellowship in 2012.

It's a far cry from sitting on her porch, wondering what she could do.

"I love it. It's like being involved in a movement, rather than just my own life," she says. "I'd been looking from the outside in and now I'm looking from the inside out."

GUCI IN 2014: LEARNING FROM THE PAST, EVOLVING INTO THE FUTURE

In its first nine years, GUCI has achieved a great deal while evolving significantly. Some of this evolution came as a reaction to external factors, particularly the foreclosure crisis and recession. But most was the result of an ever-more-precise understanding of the needs of GUC institutions, residents and employees. Given the size of its geography and scope, GUCI is—and will for the foreseeable future remain—a work in progress. Rather than being a weakness, this commitment to adaptability has made GUCI nimble and responsive to changing community needs.

• ACCOMPLISHMENTS TO DATE

Because GUCI continues to adapt and add programs, a final assessment of its accomplishments to date is premature. However, substantial progress has been made within GUCI's four goal areas, including:

1. INSTITUTIONAL PARTNERSHIP

- The GUCI Leadership Group continues to meet quarterly. To date, Group members have voted twice to continue meeting, a testament to the value members see in ongoing discussion and planning.
- Leaders now speak with one voice about the need for collaboration and the connection of neighborhoods to the future of institutions. This idea of interconnectedness existed only as an abstraction before GUCI began.
- A growing number of partners from outside of GUC's boundaries have become involved in the Initiative, including a number of government and national nonprofit funders (e.g. The U.S. Department of Housing and Development, The Living Cities Initiative, The Surdna Foundation).
- GUCI's multi-anchor approach has become a model for cities around the U.S.

LEFT The Cleveland Municipal School District's High School of Science and Medicine

2. PHYSICAL DEVELOPMENT

- The $86 million Uptown development turned an empty stretch of Euclid Avenue into a vital, nationally recognized urban corridor. It added 102 market-rate apartments, 56,000 square feet of fully leased retail space, and a signature new home for the Museum of Contemporary Art.
- Thanks in part to early design planning led by GUCI, two Rapid Transit stations received nearly $30 million in federal transportation funding and have broken ground.
- One of GUC's primary traffic gateways, the MLK/E. 105th Traffic Circle, won $11 million in state transportation funding. The project will improve navigability for both motorists and pedestrians and will create new green space.
- With the help of philanthropic and civic funding, all of GUCI's physical development projects have attracted leading edge designers and architects. They have earned national recognition as models of urban redevelopment.

3. ECONOMIC INCLUSION

- Greater Circle Living, one of the nation's first multi-anchor employer-assisted housing programs, is drawing new families to Greater University Circle. It is also helping current residents improve their homes.
- The Health Tech Corridor offers 500,000 square feet of transit-accessible office and incubator space for businesses who want to locate adjacent to University Circle. Occupancy levels are at or near capacity.
- In a powerful sign of market recovery, private developers are financing and constructing residential, retail and office projects in GUC neighborhoods.
- The Evergreen Cooperative Initiative has catalyzed three new employee-owned businesses that address the purchasing needs of anchors while building community wealth.
- The NewBridge Cleveland Center for Arts & Technology offers adult vocational training tied to institutions' hiring needs. It also runs after-school youth programs.

4. COMMUNITY ENGAGEMENT

- Network-building programs connect GUC residents with each other and with institutions to develop new community development projects.
- A community newspaper, The Neighborhood Voice, reaches a diverse readership of 10,000 people per month. It has created a sense of connection in the traditionally disjointed neighborhoods of GUC.

• LESSONS LEARNED

GUCI leaders have learned a great deal since the Initiative's inception in 2005. These lessons are informing GUCI's current programs and will help shape its future agenda. They also provide a guide for other cities or neighborhoods considering a multi-anchor strategy.

PLANNING AND GUIDING A DIALOGUE FOR CHANGE

Leaders of place-based, multi-anchor redevelopment strategies must catalyze and create a forum for in-depth dialogue among anchor institutions. Prior to GUCI, institutions communicated rarely, and even more rarely within a context of uplifting surrounding neighborhoods. GUCI has created a forum for such discussions to occur, building relationships between institutions that once acted in isolation.

Anchor institutions are made up of people, and people work together best when they have built relationships with each other. GUCI's expeditions to Mondragon, Columbus and Philadelphia, for example, served not only as study tours, but as ways for participants to connect through shared experiences.

To foster a collaborative and trusting atmosphere, anchor institutions must be allowed to buy into the plan with as little outside pressure as possible. Attempts to force or "guilt-trip" institutions into participating will likely prove counterproductive to the sense of openness needed for collaboration. For this reason, GUCI has never asked institutions to sign Memorandum of Understandings (MOUs) or other formal agreements defining their participation.

Communities initiating a multi-anchor initiative should identify a "neutral convener" to bring together organizations and help administer projects. Staff must be dedicated to work every day toward the Initiative's goals—a resource that anchor institutions themselves cannot provide because they are

busy with their own agendas. Any type of organization can play this role, but it should have a mission broader than any single anchor and be independently funded. The Cleveland Foundation has been the neutral convener for GUCI. As a nonprofit community foundation, it has provided leadership and financial resources but has no agenda beyond improving Greater Cleveland and the lives of its residents.

Initiative leaders should engage staff at all levels. Top-level leaders should participate in overall strategy and vision, but they typically do not make the daily hiring and purchasing decisions that most affect real Clevelanders. Staff members responsible for these decisions should be engaged early in the process.

DEFINING PROGRAMS AND SCOPE

Far from being limiting, geographic boundaries concentrate results and make them more visible. The geography addressed, moreover, must not be artificial. GUCI focuses on a large geography—six neighborhoods that share ties with the institutions of University Circle—but it does not seek to improve the entire city, or the entire region, or to include neighborhoods that have less direct relationships to University Circle.

Both local and international experts should contribute to building a program agenda. Using outside expertise creates a broader lens for problem solving. Study tours are one way of gathering new perspectives, as well as researching other programs and hiring national consultants.

Physical development is an ideal early focus area, but people-focused programs must accompany it. Anchor strategies can show short-term results by catalyzing development projects that can be implemented in three to five years. But leaders must also lay groundwork early on for a longer-term, socially-driven agenda to address deeper challenges around race, class and economics, such as GUCI's economic inclusion strategy.

Programs need to be allowed to evolve in reaction to external factors—economic, social, environmental, political—over which project leaders have no control. GUCI's Greater Circle Living program, for example, evolved significantly after the real estate melt-down of 2008.

Comprehensive community development initiatives take time—in some cases, decades. The Initiative needs to become part of the DNA of the institutional partners and of the community for the long haul. This is one reason to have a neutral convener: The convener can shepherd the project through changes in institutional and political leadership.

BUILDING SUPPORT AND SPREADING THE WORD

Anchor strategies must center around a shared vision. That vision must be ambitious and broad-reaching, but also comprehensible to the general public through public meetings, newspaper articles, online discussion groups and community outreach, for example. Without public buy-in and support, initiatives are unlikely to attract funding at a level necessary for district-wide transformation.

Multi-anchor strategies should seek visibility from within and outside the community. This validates the Initiative and elevates it in the eyes of the anchor partners as having importance not only for the neighborhood or city, but for the country.

Anchor strategies should emphasize the importance of place and of supporting local economies and people. On its face, this approach runs counter to the ingrained cost-saving culture of many organizations. The neutral convener must continually demonstrate how anchors themselves—not just surrounding communities—will benefit from buying, investing and hiring local. This helps distinguish the Initiative from a charity program. To be sustainable, programs must support both the community and the anchor institutions.

All partners need "skin in the game." Philanthropy alone cannot stand alone in providing project funding. In GUCI, projects such as Greater Circle Living, transportation projects the Uptown neighborhood, the Evergreen Cooperatives Initiative and NewBridge benefited from investments by individual anchors and the public sector. As a result, those entities—and not just philanthropy—have a stake in the projects' success.

• LOOKING AHEAD

GUCI will continue to advance projects in its four existing strategy areas. But leaders are also considering launching new programs in the following areas:

1. EDUCATION

Along with basic safety and quality housing, the most important factor for families considering where to live is the availability of good schools.

Although many public schools within GUC neighborhoods are low- performing, the area is also home to several highly-ranked charter and magnet schools. The Intergenerational School, for example, offers a unique model pairing students with older mentors. It earns a rating of Excellent from NAEP, placing it in the same tier as the highest-rated suburban school districts. The Cleveland Foundation, meanwhile, helped found the John Hay High School campus in 2004. The campus comprises three independently operating magnet schools that share a single building: the School of Science and Medicine, the School of Architecture and Design; and Cleveland Early College High School. All three schools rank Excellent.

In 2012, Cleveland voters approved a levy that will allow the Cleveland Metropolitan School District (CMSD) to seek closer partnerships with high-performing charter schools and either reform or close low-performing public schools. The plan provides GUCI a platform for reevaluating a location-specific strategy, so that all GUC residents have high-quality education options.

2. COMMUNITY LAND TRUST AND LAND REUTILIZATION

To keep GUC economically diverse and accessible to all, GUCI leaders are exploring the idea of forming a community land trust (CLT). CLTs exist in many cities. Most seek to stabilize property values in rapidly developing or redeveloping neighborhoods by putting certain properties in a trust owned by a nonprofit, so that the neighborhoods remain affordable to people of diverse income levels.

In 2008, The Cleveland Foundation hired Burlington Associates, a consulting firm that has created more than 75 CLTs nationwide, to outline models for a land trust in GUC. Burlington recommended that GUCI create a CLT that would focus first on holding land for job creation—particularly via the Evergreen Cooperatives—rather than for affordable housing. There were several reasons for the initial focus on job creation. First, disinvestment and foreclosure had created a once-in-a-generation opportunity to acquire large tracts of land for commercial redevelopment. Second, several community development corporations (CDCs) within GUC were already buying and holding land for housing development. Third, the real estate market in GUC remained weak, and there was little sense of urgency—and no apparent institutional or grass-roots champion—for a traditional CLT.

One emerging idea is to form a CLT to hold land in perpetuity for Evergreen cooperatives to ensure that properties will remain in use as active job sites. A CLT focused on holding land for housing and neighborhood retail uses is expected to form within the next five years, as the market strengthens and as GUCI leaders explore potential institutional "homes" for the trust.

3. HEALTH AND WELLNESS

Public health indicators for low-income urban neighborhoods are often sobering, and GUC is no exception. Life expectancy in Hough, for example, was 64 in 2012, compared with 88.5 in the suburb of Lyndhurst, less than nine miles away.

Three GUCI anchors—CWRU, Cleveland Clinic and University Hospitals—are considering a partnership with The Cleveland Foundation's Neighborhood Connections program to develop a initiatives to encourage healthy eating and active living within GUC. Strategies include distributing maps of healthy eating and exercise options; providing group nutrition education; and developing new community gardens.

"The Greater University Circle Initiative has national significance for at least three major reasons:

First, it shows the actual power, and not just the theoretical prospect, of how universities, hospitals and deeply rooted institutions can reverse historic patterns of separation and inclusion and work with surrounding communities for their mutual benefit.

Second, it shows how large institutions can overcome decades of isolation and work together on matters of common concern and interest in a way that creates shared value for all stakeholders.

Third, it shows how locally oriented philanthropy can play a key role in catalyzing and sustaining new kinds of collaborative endeavors among anchor institutions and between anchors and the broader community. The role played by the Cleveland Foundation in the Greater University Circle Initiative shows that the most important contribution that foundations can make to community change is not just providing money, but in brokering and strengthening connections and relationships between and among other important civic actors."

— *Charles Rutheiser, Senior Associate*
Center for Community and Economic Opportunity,
Annie E. Casey Foundation














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ACKNOWLEDGMENTS

The Cleveland Foundation recognizes the many partners and funders who have been part of the Greater University Circle Initiative:

BioEnterprise Corp.
Buckeye Area Development Corp.
Burten Bell Carr Development Corp.
Case Western Reserve University
Charter One
City of Cleveland
City of East Cleveland
Cleveland City Council
Cleveland Clinic
Cleveland Foundation
Cleveland Housing Network
Cleveland Metropolitan Housing Authority
Cleveland Municipal School District
Cleveland Museum of Art
Cleveland State University
Cuyahoga County
Democracy Collaborative
Economic and Community Development Institute
U.S. Department of Housing and Urban Development
Fairfax Renaissance Development Corp.
Famicos Foundation
Greater Cleveland Regional Transit Authority
F.B. Heron Foundation
Higley Fund
Hough
Judson at University Circle
Kelvin and Eleanor Smith Foundation
Kendeda Fund
Kent H. Smith Charitable Trust
KeyBank
LAND Studio
Little Italy Redevelopment Corp.
Living Cities
McGregor Home
MidTown Cleveland
Minigowin Family Fund
Nathan Cummings Foundation
National Development Council
Neighborhood Connections
Neighborhood Progress Inc.
NewBridge Cleveland
Office of Senator Sherrod Brown
Office of Congresswoman Marcia Fudge
Ohio Employee Ownership Center
at Kent State University
Payne Fund
PNC Bank
Rockefeller Foundation
Saint Luke's Foundation
Sherwin-Williams
Sisters of Charity Foundation of Cleveland
State of Ohio
Surdna Foundation
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NEIGHBORHOODS

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HEIGHTS

MAYFIELD
HEIGHTS

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CLEVELAND

LAKEWOOD

SHAKER
HEIGHTS

WARRENSVILLE
HEIGHTS

CHAGRIN
FALLS

OLD BROOKLYN

GARFIELD
HEIGHTS

BROOKPARK

PARMA

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