



**THE INTEGRATION INITIATIVE  
FINAL OUTCOME REPORT**

**OCTOBER 2014**

# Acknowledgments

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Beyond the national evaluation team, the work in this report builds from the data and analysis completed by the local evaluators working for each of the sites. This includes:

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- Cleveland: Ziona Austrian and Kathy Hexter of Cleveland State University;
- Detroit: Tom Burns and Sandy Jibrell of the Urban Ventures Group;
- Minneapolis-St. Paul: Ellen Shelton of Wilder Research; and
- Newark: Manuel Gutierrez of Metis Associates and Dr. Roland Anglin and John Manieri of The Joseph C. Cornwall Center for Metropolitan Studies at Rutgers University.

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# Executive Summary

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## OVERVIEW OF THE INTEGRATION INITIATIVE

In January 2010, Living Cities launched The Integration Initiative (TII) to support “bold, promising approaches that have the potential to transform the lives of low-income people and the communities in which they live.” Living Cities offered applicants a blend of three types of financing to implement their local strategies: direct grants of \$2.77 million for three years; program-related investments of up to \$4 million; and up to \$15 million of commercial debt. Living Cities required that each community applying to be part of TII incorporate the following in its approach: a focus on systems, a cross-sector “table” to lead the work, the use of both grants and debt financing through a CDFI, involvement of philanthropy, and engagement of the public sector.

In July 2010, Living Cities selected five sites to be part of The Integration Initiative:

- **Baltimore—Baltimore Integration Partnership (BIP):** The goal of BIP was to connect low-income, predominantly African-American, residents in Central and East Baltimore to jobs and to reinvest in these neighborhoods. The primary focus of the work was related to workforce development and anchor institutions. The CDFI partner for BIP was The Reinvestment Fund (TRF), a Philadelphia based CDFI.
- **Cleveland—The Greater University Circle Community Wealth Building Initiative (GUCI-EIMC):** The goal of Cleveland’s TII initiative was to create a new model of economic development that harnessed the power of anchor

institutions to create a new model of economic development that connects residents and businesses to a revitalized community, increases the number of jobs and opportunities available, and improves the quality of life for low-income individuals. The initiative, geographically focused in University Circle and then extended to the Health-Tech Corridor (HTC), a three-mile corridor connecting downtown to University Circle, is involved in a multifaceted anchor strategy. The CDFI involved in Cleveland was the National Development Council, a national CDFI.

- **Detroit—The Woodward Corridor Initiative (WCI):** The goal of WCI was to leverage work in the Midtown Detroit area and its multiple anchor institutions to drive reinvestment in Detroit, generate greater benefits for area residents, and create system change in regional land use and city regulatory policies. The WCI geography included Midtown and the adjacent North End neighborhood. The CDFI partner was Capital Impact Partners, a national CDFI that was brought in to work in Detroit.
- **Minneapolis-St. Paul—Corridors of Opportunity (CoO):** CoO’s goal was to ensure that low-income residents, businesses, and neighborhoods benefited from the planned transit-related investments in the region through advancing equitable transit-oriented development. The primary geographic focus was the Central Corridor, which was in the midst of construction of a light rail line that would connect the downtowns of Minneapolis and St. Paul, and the

Southwest Corridor, the next light rail corridor that was in the planning phase. The initiative included funding from both TII and the HUD Sustainable Communities Regional Planning Grant, and one governance group oversaw the two efforts. The financing work was undertaken by four CDFIs: LISC, Twin Cities Community Land Bank, Family Housing Fund, and the Neighborhood Development Center.

- **Newark—Strong Healthy Communities Initiative (SHCI):** SHCI's initial goal was to improve social and economic outcomes for residents living in disinvested neighborhoods by creating a wellness economy. The focus of the work evolved significantly over the three years, and SHCI refined its strategies around a central population-level outcome, "improving the education outcomes of children in Newark's low-income neighborhoods by improving their health and well-being." With this new outcome, it restructured its work around housing and neighborhood development, health access, and food access strategies. SHCI's CDFI partner was New Jersey Community Capital.

When Living Cities launched TII, it had very high expectations that the work would have a transformative effect not only on the five sites that were chosen, but also more broadly in the field. Many of the concepts that were the foundation of TII were relatively untested at that time. These included the importance of cross-sector collaboratives, reaching scale through going beyond projects and programs to changing systems, driving private capital to work on behalf of low-income people, and, finally, the importance of engaging the public sector and the private sector in a new way.

That Living Cities wrapped all of these elements together through TII is an indication of the ambition and complexity of the work.

The evaluation of the first phase of TII provides some insights into these issues. TII is a 10-year evaluation. As is often the case in both public and philanthropic initiatives, the timeframe of the evaluation does not match the timeframe anticipated for results. In TII, progress related to the funding of the first three years of work does not match the 10-year timeframe anticipated for reaching scale in TII's theory of change. As a result, the evaluation reports primarily on how well the actual implementation of the Initiative aligned with the initial theory of change and the type of system change that occurred. How these changes are translating into improved outcomes for large numbers of low-income residents in each of the five sites will not be evident for a number of years. This is not a limitation of TII or the evaluation, merely a reflection of the realities of efforts such as TII that were designed with an understanding of complexity and an ambition around transformative change, not smaller scale programmatic outcomes.

Although the long-term results are uncertain, the evaluation of the first three years revealed many areas of success. Most notably, TII has met the expectation that the work in the five sites would lead to changing relationships, perspectives, and boundaries amongst public and private sector leadership in each community, would build the communities' capacity to work across sectors, and would break down issue area silos. In addition, new CDFIs have been introduced in some of the communities and have become important players in the civic infrastructure, while existing CDFIs have expanded their capacity.

There is also evidence of changing policies, practices, and funding flows at three levels: within the individual organizations involved in TII work, within the systems that were targeted for change, and, finally, in the larger civic infrastructure where addressing equity and using cross-sector collaboratives to address complex issues have become more embedded in the way work is done.


Beyond the five sites, Living Cities learned a great deal from its engagement and translated this knowledge into new frameworks that are having an influence more broadly in the field. The work is being replicated in efforts such as the Working Cities Challenge of the Federal Reserve Bank of Boston; the capital absorption framework, which was developed as Living Cities staff considered the capital deployment challenges in TII sites, is being used to engage communities around the country in a rethinking of their community development finance systems; and foundations and financial institutions, including CDFIs, are taking what they learned through their engagement in TII to other communities.


The following provides a summary of some of the key findings of the evaluation as well as some of the lessons that emerge from the work.


### **SHORT-TERM OUTCOMES: IMPLEMENTATION AND SYSTEM BUILDING**


According to TII's theory of change, the focus of the first three years of the Initiative was on implementation and "system building" and involved creating new governance structures, engaging a CDFI in the work, closing and deploying the financing, and identifying strategies and approaches to achieve system change. With the exception of the capital deployment, the evaluation found strong


evidence that the sites achieved the expectations for this phase of the work.


 Both the Survey of Stakeholders and stakeholder interviews provide strong evidence of changing system dynamics, with those involved developing new relationships across geographic boundaries, stakeholder groups, and discipline areas.

 One of the most immediate and potentially lasting impacts of TII was strengthening CDFI capacity and integrating CDFIs within the civic infrastructure in each of the sites.

 Investments in policy research and engagement of the governance groups helped sites to identify policy barriers that needed to be addressed to change targeted systems.

 The slower than anticipated deployment of Living Cities capital, particularly commercial debt, resulted in members who found the outcomes poor related to the costs associated with putting the financing together.

 The sites felt strongly that the terms of the financing did not meet their needs.

 Living Cities support leveraged a considerable amount of public, private, and philanthropic funds in each of the communities.




### **BEYOND SYSTEM BUILDING TO ENDURING SYSTEM OUTCOMES**

Beyond the system-building activity, the evaluation focuses on the interim outcomes that have occurred that are both likely to


result in enduring system change that could extend beyond the initial three years and that could lead to improved outcomes for low-income residents. The evaluation model identified three pathways towards enduring system outcomes: policy and practice changes resulting from *deliberate system change strategies* designed as part of the initial approach of the Initiative; policy and practice changes that emerge as a result of the *changing system dynamics*; and system outcomes related to *emergent strategies* that were implemented as sites pivoted their work over the course of the three years.


In considering the progress towards achieving enduring system outcomes, the evaluation also considered the nested nature of systems and looked at outcomes in terms of the *targeted system*, the *individual institutions* that make up the system, as well as the broader *civic infrastructure* in which the system operates.


Although the initial theory of change did not anticipate significant enduring outcomes in the first three years, the evaluation found evidence that the seeds of change have been planted:


-  Many of the system outcomes were emergent, primarily related to changes in the system dynamics.
-  The majority of stakeholders involved in TII reported that their involvement has led to changes in policies, practices, funding flows, and relationships within their organization or agency.
-  There are potentially enduring changes in individual anchor institutions and public sector agencies that have the


potential to lead to longer-term population-level outcomes.

-  Baltimore is one of the few sites that developed a deliberate system change strategy involving city and state workforce development policies and practices. This work has led to enduring new policies and is changing workforce system practices in that city.

-  The small business development system capacity was enhanced in most sites through the entry of new players, expanded capacity in existing players, and new approaches to longstanding system barriers.

-  The entry of new CDFIs and difficulty in deploying capital was a “forcing mechanism” that led to changes in the community development finance system, most notably through changing funding flows and increased collaboration.

-  TII work led to changes in practices and, in some cases, changes in policies, within the place-based development systems in many of the sites.

-  Beyond individual organizations and systems, TII has influenced some more potentially transformational changes in the civic infrastructure, by embedding the focus on equity and inclusion more broadly in Minneapolis-St. Paul and in Baltimore, changing how investors view Detroit, and creating new norms for collaborative work in Minneapolis-St. Paul and Newark.

## FACTORS AFFECTING SITE OUTCOMES

After only three years of implementation of TII, it is too early to assess with any rigor the contribution that various factors have had on the outcomes. Given the strong adaptive frame of this Initiative and the long timeframes associated with system change work, the types and level of success in achieving enduring change to the systems can vary significantly over the next five years. With these limitations in mind, this section provides initial thoughts on some of the factors that have been observed as influencing success to date.

### Living Cities: Selection, Design, and Interventions

- Some of the sites selected were facing economic challenges, were in the early stages of their work, and/or were focused on traditional community development strategies, thus presenting a mismatch with some of TII assumptions.
- The blending of grants and capital was a significant factor in bringing stakeholders to the table, providing resources to support the type of implementation work required, and, most notably, as a forcing mechanism that led sites to understand and address capital absorption challenges.
- The systems frame, while difficult to understand, was perhaps one of the more transformative elements of TII.
- Having grant funds available to the sites over a three-year period was a critical factor in the success of some of TII work.

- By the end of the three years, both the initiative directors and many of the philanthropic partners viewed the Living Cities staff as valued advisors who challenged sites to pivot their work in positive directions.

- The learning communities were almost universally cited as the most effective and important intervention of Living Cities, leading directly to changing practices and improved system capacity in some sites.

- The shifting Living Cities frame slowed progress and created some frustration on the part of the sites.

### Local Site-Specific Factors

- Many of the changes in system dynamics occurred as a result of interactions at the new “tables” established as part of TII, which, with the exception of stakeholders in Detroit, were perceived by those involved very positively.
- The evidence to date does not show a strong link between the structure and operations of the governance groups and the outcomes achieved at the sites.
- Housing the initiative in locally based foundations proved an effective model.
- The role of the initiative directors as “connectors” was a very important success factor, particularly in terms of the emergent outcomes.



- The struggle to identify large-scale results, understand the system challenges, and develop a strategic approach to addressing these challenges, was a gap in almost all of the sites.

### Contextual Factors

- A lot of “adjacent” work, competing high priorities, and serious capacity deficiencies can complicate both alignment and level of city engagement.
- The possibility of political change is a given when working on a relatively longer-term initiative with the public sector. Balancing deep political engagement and ownership with the long-term sustainability of the work is a challenge.
- Pre-existing relationships between the philanthropic community and the public sector can be a critical factor in making progress on achieving enduring system outcomes.

### OUTCOMES BEYOND THE FIVE SITES: NATIONAL INFLUENCE

In designing TII, the clear intent of Living Cities was to create new knowledge and learning and to utilize this learning to help transform systems that connect low-income people to opportunities *beyond the five sites* being supported in the Initiative. While for most of the period in which TII operated Living Cities had limited capacity related to knowledge capture and dissemination, it was nonetheless able to influence many in the field.

- There were five areas of knowledge emerging from TII site work that Living Cities explored in more depth: capital absorption, the anchor work, cross-sector partnerships, and the two “deep dives” on small business development and public sector engagement that were part of the evaluation.

- TII has influenced work in many locations beyond the five selected sites, including the replication of TII by the Boston Federal Reserve Bank in its Working Cities Challenge in six small cities of Massachusetts, capital absorption workshops that reached multiple stakeholders in 10 communities, and new practices by Capital Impact Partners and The Reinvestment Fund outside of TII sites.

- The work on anchor institutions has not had a significant influence in the field. On the other hand, the research and publications related to cross-sector partnerships are becoming part of the collective impact knowledge base.

- While exposure to TII framework, design, and implementation process did not have a significant influence on Living Cities members’ grantmaking activities, it was influential in the design of the Citi Foundation Partners in Progress initiative.

- The work of TII has had a significant influence on Living Cities itself and served as a “learning lab” that has shaped the organization’s approach to addressing the challenges of low-income residents of cities.



Influence emerged primarily through deep senior-level Living Cities staff engagement with the sites and their commitment to draw and share learning from their experience.

## LESSONS

The following section reviews some of the lessons for both Living Cities and for the broader field that are based on what was learned through the first three years of the Initiative. Given the new frame at Living Cities, the lessons focus on the three levers that now form the foundation of its work: collective impact, capital innovation, and public sector innovation. It is important to note that since the evaluation was structured with real-time feedback provided through the course of the work, Living Cities has already responded to some of these lessons and integrated them into the design of the second phase of TII in which five new sites, New Orleans, Albuquerque, the Seattle region, San Antonio, and San Francisco, received planning grants.

### Collective Impact

1. Collective impact does not apply to every problem and to every community.
2. Effective collective impact involves considerable planning.
3. Qualitative feedback loops are as important as having a quantitative data dashboard in system change work.
4. System change work requires patience—it may take many years of foundational work before population-level outcomes are realized.

5. Tensions between people- and place-based approaches make the collective impact model difficult in efforts targeting neighborhoods and individual corridors.
6. There is a need to balance accountability and evidence-based results with more emergent approaches that focus on changing system dynamics.
7. Complex problems can be addressed through many different strategies. The challenge is not to take on too many, but to identify one or two with high leverage.
8. More attention should be paid to the role of stakeholders at the table.
9. Strong initiative directors are needed to keep the work on track, staff the “table,” and, most importantly, provide the connecting glue for the adjacent work in the community.
10. Leadership by a small core team of the most involved stakeholders is critical to collective impact work.
11. It is critical to pay attention to service delivery system capacity and scale, not just the capacity of individual organizations.
12. Developing relevant data to track results is very hard; creating the systems for capturing and reporting the data is even harder.

### Capital Innovation

1. Capital can be a forcing mechanism, pushing stakeholders to work together differently and to consider the community’s broader capital absorption capacity.

2. Capital market innovation requires new ways of working, with CDFIs more embedded in the civic infrastructure.
3. Development pipelines emerge at different rates and may require significant predevelopment work.
4. The supply and assembly of appropriate subsidy is a key constraint to development and capital deployment in weak market cities and neighborhoods.
5. Small business financing needs to be well networked to the large community development finance system to be effective.
6. Importing higher-capacity CDFIs should be considered an option in communities with limited CDFI capacity.
7. Financing tools should not be designed before sites have identified the specific use of capital, have a pipeline, and understand the capital absorption capacity in their community.
4. System change requires multiple levels of engagement—from elected officials down to the boots on the ground.
5. Hiring and embedding staff in city agencies can nurture a culture of innovation.
6. Changing public sector agency culture in a sustainable way is very difficult.
7. It is important to understand the role of the public sector in the system being targeted and the appropriate public sector stakeholders relevant to that system.

### Knowledge and Influence

### Public Sector Innovation

1. Money helps to bring the public sector to the table; flexible money keeps it there.
2. Fully engaging elected leaders requires sensitivity to credit and attribution as well as providing cover at times.
3. Alignment with mayoral priorities is required to sustain engagement.
1. Experienced senior-level staff with deep engagement in the work are critical to making meaning from site work and developing new frameworks that have relevance to the field.
2. For TII work to influence members outside of the sites, members need to be more involved in the learning and sharing of knowledge emerging from the work.
3. Open sourcing knowledge is important, but influence also requires an investment in staff time and/or outside research so that the knowledge is deep enough to impact the work in the field.
4. Living Cities staff need to “own” the knowledge products and actively disseminate findings if they are to have influence.

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## The Context

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### OVERVIEW OF THE INTEGRATION INITIATIVE

In January 2010, Living Cities launched The Integration Initiative (TII) to support “bold, promising approaches that have the potential to transform the lives of low-income people and the communities in which they live.” Living Cities believes that transforming long-broken systems is imperative, and that to improve the lives of low-income residents it is critical to develop more integrated approaches that move beyond traditional community development to more innovative efforts to expand opportunities for low-income people with the involvement of the public sector, the philanthropic community, and the private sector.

While Living Cities was agnostic about which systems to target, it was consistent in requiring that each site participating in TII incorporate the following in its approach:

**Focus on systems:** The most critical underlying tenet of TII was that efforts to address the enormous challenges facing the low-income residents of our nation’s cities have had limited success partially as a result of the tendency to focus on programs and projects with relatively small-scale impacts. To respond to these often fragmented and limited approaches, TII required each of the five sites to move beyond delivering programs to transforming systems.

**New forms of collaboration:** To achieve greater integration and transform systems, Living Cities assumed that key stakeholders needed to interact in new ways. The assumption in TII was that by convening a new table, key stakeholders could address systemic problems and work towards solutions that create impact at scale, rather than continuing project-level interventions owned by one sector.<sup>1</sup>

**The use of blended funding and involvement of CDFIs:** Living Cities designed TII to provide communities with grant funding as well as new capital sources through its philanthropic debt (program related investments, or PRIs) and commercial debt investments. The combination of these three types of funding would allow for new and innovative approaches to system change, would align grant and debt dollars around similar geographies and programmatic areas, and could help to instill a more market-oriented perspective to the work of the public and nonprofit sectors. An additional pillar of the initial design was to lend the PRIs and commercial debt through an established community development financial institution (CDFI) that would become an integral part of the local governance structure, helping to integrate new financing capacity and capital sources into a transformed local system.

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<sup>1</sup> It is important to note that when Living Cities designed TII, FSG had not yet released its influential work on collective impact; thus, TII was not designed with the collective impact frame.

### **The primary role played by philanthropy:**

From its start, Living Cities saw the foundation community as playing a very important role in the design and leadership of TII in each site. The assumption of Living Cities was that philanthropy would strengthen the work in multiple ways. First, foundations could bring their local knowledge, relationships, influence, and convening powers to TII work. Second, foundations had significant resources that could be aligned with the work of the sites, thereby creating greater and more sustainable funding streams to support the systems work.

**Engagement of the public sector:** One of the fundamental elements of TII was the belief that improving the lives of low-income residents of cities would require involving the public sector directly in the work of the sites. While Living Cities was clear that TII would involve the public sector and promote change in how it interacted with other sectors and directed its resources, there was no requirement, beyond establishing a new “table” with public sector participation, that the sites use any particular strategy or approach in this work.

Beyond these elements, the Living Cities Integration Initiative embraced *emergence*. Relative to other public and foundation initiatives focused on specific places, Living Cities did not spend a very long time on the design phase of TII, nor did it develop an overly detailed Initiative design. In many ways, the assumption was that the most effective process would involve “learning by doing.” In other words, given the innovative nature of the Initiative, Living Cities realized that it would be important to be somewhat flexible in its design elements. As a result, the entire process was iterative, with many changes as learning occurred

*“Emergent strategy does not attempt to oversimplify complex problems, nor does it lead to a ‘magic bullet’ solution that can be scaled up. Instead, it gives rise to constantly evolving solutions that are uniquely suited to the time, place, and participants involved. It helps funders to be more relevant and effective by adapting their activities to ever-changing circumstances and engaging others as partners without the illusion of control. It is messy and challenging...”*

Strategic Philanthropy for a Complex World<sup>2</sup>

and as the realities of each of the sites were recognized.

The effort to select sites to participate in TII began in January 2010 with an invitation to submit a Letter of Interest (LOI). Living Cities sent this invitation to select lead applicants—national and regional philanthropic organizations with a strong focus on place-based funding—asking them to coordinate a community submission that involved the philanthropic, private, public, and nonprofit sectors. Living Cities offered applicants a blend of three types of financing to implement their local strategies: direct grants of \$2.77 million for three years; program-related investments of up to \$4 million for seven to 10 years; and a \$5 million minimum amount of commercial debt (maximum of \$15 million) for five to seven years. The timing for spending grants and debt funds was different. Grants were available at the Initiative start in 2011 and could be readily

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<sup>2</sup> Kania, J., Kramer, M., & Russell, P. “Strategic Philanthropy for a Complex World.” *Stanford Social Innovation Review*, Summer 2014. Retrieved October 8, 2014, from [http://www.ssireview.org/up\\_for\\_debate/article/strategic\\_philanthropy](http://www.ssireview.org/up_for_debate/article/strategic_philanthropy)

deployed over the three years; debt funds were not available to use until the loan transactions closed, which lagged by several months to several years depending on the site. Moreover, deploying the debt also took longer as it required identifying and underwriting projects that were ready to use the debt.

Twenty-three applicants in 19 cities submitted LOIs. In March 2020, following a selection process, Living Cities asked 10 finalist cities to submit full proposals in May 2010. In July 2010, Living Cities selected five sites to be part of The Integration Initiative. (See Appendix A for full reports of the work of each site.)

- **Baltimore—Baltimore Integration Partnership (BIP):** The goal of BIP was to connect low-income, predominantly African-American, residents in Central and East Baltimore to jobs and to reinvest in these neighborhoods. The primary focus of the work was related to workforce development and anchor institutions. BIP created a \$600,000 workforce training fund to test innovative approaches targeted to low-income residents and supported the establishment of a neighborhood jobs pipeline in Central Baltimore, modeled on one in East Baltimore. BIP also had a strong policy focus that involved promoting policies that would result in the use of hiring and procurement for local government projects and by anchor institutions and developing new state approaches and resources for workforce development. BIP's anchor procurement strategy involved working with anchor institutions to develop joint procurement approaches in targeted industry sectors. The CDFI partner for BIP, The Reinvestment Fund (TRF), invested in a mix of housing and

commercial development projects, largely in Central and East Baltimore. An innovative element of the capital strategy was the establishment of hiring, contracting, and job creation goals and the development of Workforce Resource and Inclusion Plans, as part of the financing, to guide and monitor progress.

- **Cleveland—The Greater University Circle Community Wealth Building Initiative:** The goal of Cleveland's TII initiative—officially called the Greater University Circle Community Wealth Building Initiative (GUCI-EIMC)<sup>3</sup>—was to create a new model of economic development that harnessed the power of anchor institutions, to connect residents and businesses to a revitalized community, to increase the number of jobs and opportunities available, and to improve the quality of life for low-income individuals. The initiative, geographically focused on University Circle and then extended to the Health-Tech Corridor (HTC), a three-mile transit corridor connecting downtown to University Circle. The GUCI-EIMC anchor procurement strategy evolved over time and ultimately focused on providing incentives for the relocation of suppliers into the area and encouraging the growth of a new set of businesses able to compete for procurement contracts. A second stream of procurement work focused on building a local biomedical hub with incubator and post-incubator startups

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<sup>3</sup> The acronym GUCI-EIMC is an abbreviation of the governance group, the Greater University Circle Initiative, and the Economic Inclusion Management Committee.



along the HTC. The local hiring work included supporting a pilot partnership between University Hospitals, a local workforce development provider, and community organizations to build a neighborhood pipeline aimed at Greater University Circle residents to fill entry-level positions. GUCI-EIMC also supported a new model of community engagement, with Neighborhood Connections engaged in the workforce efforts, supporting affinity groups for residents that work at anchor institutions, organizing network nights for residents, and collaborating with anchors on community health initiatives, among other activities. Finally, GUCI-EIMC used TII resources to build citywide capacity through strengthening the city's economic development capacity, improving the regional workforce development system, and building the microfinance capacity of the city.

- **Detroit—The Woodward Corridor Initiative (WCI):** The goal of WCI was to leverage work in the Midtown Detroit area and its multiple anchor institutions to drive reinvestment in Detroit, generate greater benefits for area residents, and create system change in regional land use and city regulatory policies. The WCI geography included Midtown and the adjacent North End neighborhood. The WCI strategy entailed a comprehensive place-based approach with housing and mixed-use development to create a denser and more vibrant area of Detroit to attract businesses, residents, and talent; procurement, employment, and residency programs to capture anchor institutions' economic benefits for surrounding neighborhoods and Detroit; efforts to generate spillover investment

and development in the North End neighborhood; and a plan to strengthen and capitalize on education and workforce assets to repopulate neighborhoods and increase resident employment and income. WCI was involved in three types of anchor work: *Live Midtown* provided incentives for employees at local anchors to lease, buy, or improve a home in the community; *Source Detroit* was an anchor procurement program; and *Hire Detroit* involved two pilot entry-level hiring programs with Henry Ford Health Systems. WCI also worked to improve and streamline the business permitting and licensing processes and some aspects of development permitting through funding new business advocate positions within the city Buildings, Safety, Engineering and Environment Department. The WCI data partner, Data Driven Detroit (D3), undertook multiple activities to advance the initiative's goals of data-driven decision-making and improved data access and transparency.

- **Minneapolis-St. Paul—Corridors of Opportunity (CoO):** CoO's goal was to ensure that low-income residents, businesses, and neighborhoods benefited from the planned transit-related investments in the region through advancing equitable transit-oriented development. The initiative supported corridor-wide planning and investment mechanisms that would increase access to transit, link low-income residents to economic opportunities, mediate the impact of construction on local business, preserve affordable housing, and promote mixed-used development. The primary geographic focus was the Central Corridor, which was in the midst of

construction of a light rail line that would connect the downtowns of Minneapolis and St. Paul, and the Southwest Corridor, the next light rail corridor that was in the planning phase. The initiative included funding from both TII and the HUD Sustainable Communities Regional Planning Grant, and one governance group oversaw the two efforts. Through TII, CoO primarily focused on better aligning the transportation and land use and development systems that were involved in planning the regional transit system, with a very strong focus on ensuring that equity concerns were infused in all of the work. TII also supported an effort by the Neighborhood Development Center to help existing small businesses remain strong over the course of the construction period. One of the many activities funded through HUD, which was most closely aligned with TII work, was the development of a new approach to community engagement. This involved the creation of a Community Engagement Team, comprised of three organizations, whose purpose was to engage historically underrepresented communities in decision-making related to planning for transit corridors. This team provided technical assistance and awarded grants to 19 community organizations and partnerships.

- **Newark—Strong Healthy Communities Initiative (SHCI):** SHCI's initial goal was to improve social and economic outcomes for residents living in disinvested neighborhoods by creating a wellness economy. The focus of the work in Newark, as well as SHCI's overall structure, evolved significantly over the three years, and SHCI refined its

strategies around a central population-level outcome, "improving the education outcomes of children in Newark's low-income neighborhoods by improving their health and well-being." With this new outcome, it restructured its work around housing and neighborhood development, health access, and food access strategies. SHCI was involved in a number of efforts focused on healthy housing, including work with its CDFI partner, New Jersey Community Capital, involving the disposition of vacant and abandoned properties and policy research and guidance to the city of Newark on strategies to address gaps in regulations governing healthy home and building conditions. SHCI also used TII support to fund the development of the Jewish Renaissance Medical Center's (JRMC) school-based health center to provide medical services to children and residents in its target neighborhoods. Working with JRMC and Newark Public Schools, SHCI examined health access issues in the surrounding neighborhood and assessed the factors that affect the integration of health and other non-academic services in schools. SHCI also had a strong focus on expanding Newark's data infrastructure and helping various city departments implement new systems and practices.

Living Cities funded Baltimore, Cleveland, Detroit, and Minneapolis-St. Paul for a three-year period, from January 2011 to December 2013. Newark experienced some delays and transitions in its initial start-up phase and needed to extend its work six months to the end of June 2014. Living Cities provided follow-up funding to Baltimore, Detroit, Minneapolis-St. Paul, and Newark as part of TII Round II.



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**EXHIBIT 1. OVERVIEW OF FIVE SELECTED SITES**

<b>Site</b>	<b>Name of Initiative</b>	<b>Leads</b>	<b>CDFIs</b>	<b>Focus Areas</b>
<b>Baltimore</b>	Baltimore Integration Partnership (BIP)	Association of Baltimore Area Grantmakers  <i>(Deep engagement by Annie E. Casey Foundation – Living Cities Member)</i>	The Reinvestment Fund	Workforce and Anchors
<b>Cleveland</b>	Greater University Circle Community Wealth Building Initiative (GUCI-EIMC)	Cleveland Foundation (Living Cities Associate Member)	National Development Council	Multifaceted Anchor-based Strategy
<b>Detroit</b>	Woodward Corridor Initiative (WCI)	Midtown Detroit, Inc.  <i>(Deep engagement by Kresge Foundation, Living Cities Member, and Skillman Foundation, Living Cities Associate Member)</i>	Capital Impact Partners	Urban Core Revitalization
<b>Newark</b>	Newark Strong Healthy Communities Initiative (SHCI)	Prudential Foundation (Living Cities Member) and the City of Newark (Community Foundation of New Jersey is fiscal agent)	New Jersey Community Capital	Healthcare Access, Healthy Food Access, Housing
<b>Minneapolis-St. Paul</b>	Corridors of Opportunity (CoO)	McKnight Foundation (Living Cities Member) and St. Paul Foundation	LISC, Twin Cities Community Land Bank, Family Housing Fund, Neighborhood Development Center	Equitable Transit-oriented Development

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## EVALUATION DESIGN

Living Cities designed the evaluation of TII to include a national evaluation team led by Mt. Auburn Associates, with the input and involvement of Mathematica Policy Research, and local evaluators chosen by each site. The national team was accountable to Living Cities, and local evaluators were primarily accountable to the sites. The national evaluation team was responsible for providing formative feedback to Living Cities, completing data collection and analysis of TII financing outcomes, identifying and analyzing the outcomes of system change and the factors that affected these outcomes, and assessing the potential influence of TII beyond the five sites. The local evaluators had primary responsibility for reporting on direct program-related outcomes related to their site's initiative and providing formative feedback to their site.

As a first step in the evaluation design, the national evaluation team worked with Living Cities staff and members to identify the central assumptions underlying TII and to develop a theory of change (TOC). Given the emergent nature of the work, the TOC focused on broad system-related outcomes across the sites rather than the specific elements of the work within each of the sites. The theory of change developed for the Initiative has two sides:

- The *left side* of the TOC provides a “skeleton” of the likely activities, outputs, and anticipated outcomes of the site work. The TOC differentiates between the outcomes on individuals and the community that are associated directly with the grants and financing activity supported through the Initiative, and the system change outcomes associated with the activities and

strategic approach of the new collaborative formed through TII process.

- The *right side* of the TOC looks at the longer-term outcomes at the national level that Living Cities hopes to achieve through TII. It addresses the learning and dissemination activities that seek to have an impact beyond the five TII sites.

Exhibit 2 at the end of Chapter 1 illustrates the initial TOC that the national evaluators, with Living Cities staff, developed early in TII process.

*Although TII TOC spans a time period of 10 years, the evaluation addresses the first three years, when the Initiative was expected to achieve short and maybe some intermediate traction and momentum in the form of new organizations, operations and financing activities, and partnerships. The initial assumptions were that long-term, large-scale population-level change for individuals or families would take considerably longer to achieve.*

One of the many challenges of the evaluation involved developing an approach that reflected the complexity of the work. Two particular evaluation issues emerged.

First, the issue of attribution was particularly complex in TII. Most notably, Living Cities designed TII to build upon existing efforts. The assumption was that the work was already in motion, that cross-sector leadership was already engaged, and that sites were going beyond programmatic work, to focus on scale. Given that Living Cities was investing in efforts that were already underway, it became more problematic to attribute all of the changes to its investment. In addition, operating within such complex systems meant that

there were an ever-changing set of actors, a large number of overlapping efforts, and other collaborative activities occurring in each site. The assumption guiding the evaluation was that given the complexity, the focus of the evaluation would be on outcomes in which TII-related investments and work were contributing factors rather than the sole cause.

Second, given the complex nature of the work at each site, a significant evaluation challenge involved identifying which activities and outcomes the evaluation would track. In other words, what would be the boundaries of the evaluation work? The framework developed defined the core activities of the Initiative as *those that Living Cities was funding and the system-related activities upon which the governance groups deliberate*.

## METHODS

This *Final Outcome Report* of the first phase of TII funding builds upon all of the previous research and reports of the national evaluation team, including the Year 0, Year 1, and Year 2 Formative Reports to Living Cities; the *Midterm Outcome Report*; and two “deep dive” reports, *The Role of the Public Sector* and *The Small Business Development Work of The Integration Initiative*.

The national team addressed the basic research questions across sites through the following methods<sup>4</sup>:

- **Baseline and Contextual Analysis:** The national evaluation team collected data

during the first six months of the project on the political and economic context in each site.

- **Social Network Analysis and Key Stakeholder Surveys:** Mathematica Policy Research designed and conducted two surveys of key stakeholders. The first survey, in June 2011, involved social network analysis and its purpose was to provide baseline information. Mathematica fielded the second survey in December 2013, at the end of three years of the Initiative. The second survey covered much of the same ground, but did not include the social network analysis.
- **Site Visits and Telephone Interviews:** The national evaluation team conducted two to three two-day site visits at each of the funded sites. In addition to the in-person site visits, there were telephone interviews with key stakeholders conducted at the completion of the three years.
- **Baseline and Final Finance System Interviews:** Each of the CDFIs involved in the Initiative filled out a data request form during the first year of the work and again at its conclusion. In addition, the national evaluation team conducted telephone interviews of stakeholders involved in the finance systems of each site, both at baseline and at the end of the three-year grant period.
- **Deep Dive Interviews:** In the third year of the Initiative, the evaluation team completed two deep dive reports, one on public sector engagement and a second on the small business work across the sites. As part of this

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<sup>4</sup> Appendix B contains the initial research questions and methodology for the survey.

research, the team conducted additional telephone interviews as well as a telephone survey of small businesses that received services through the work.

- **Observation:** The methodology included multiple “touch points” with Living Cities staff and the leadership of the site, including participation in some of the Living Cities site visits and observation at each of the Living Cities learning communities.
- **Local Evaluator Common Questions and Reports:** Each year, the national evaluation team provided local evaluators with a set of common questions that needed to be completed, and the team also reviewed the annual local evaluators’ reports.
- **Document Review:** Site grant reports to Living Cities provided additional data and input for the national evaluation team’s assessment of cross-site findings.
- **Influence Interviews:** The national evaluation team conducted interviews with 18 Living Cities members and with 17 key influencers in the field.

## ORGANIZATION OF THE REPORT

This *Final Outcome Report* seeks to address the two basic research questions that guided the evaluation: 1) Has TII led to system change and improved outcomes related to these system changes that could have broader impacts on low-income individuals in the five TII sites and beyond;

and 2) What can we learn about the factors that influence the type and level of system change and outcomes for low-income individuals?

The structure of the report is as follows:

**Chapter 2** examines the short-term outputs and outcomes based on expectations in the Living Cities theory of change.

**Chapter 3** provides findings on the interim outcomes of system change that have the potential of leading to enduring changes.

**Chapter 4** focuses on the “right side” of the theory of change and reviews both the process and outcomes associated with the efforts to influence both Living Cities members and the larger field.

**Chapter 5** looks at lessons learned surrounding the factors that influence the type and level of system change and considers factors related to the design and implementation of TII by Living Cities, the work of the sites, and the exogenous factors.

**Chapter 6** provides some of the lessons from the work to date.

**Appendix A** provides an overview of the work and outcomes in each of the five TII sites.

**Appendix B** includes the initial research questions and methodology for the survey.

## EXHIBIT 2. THEORY OF CHANGE

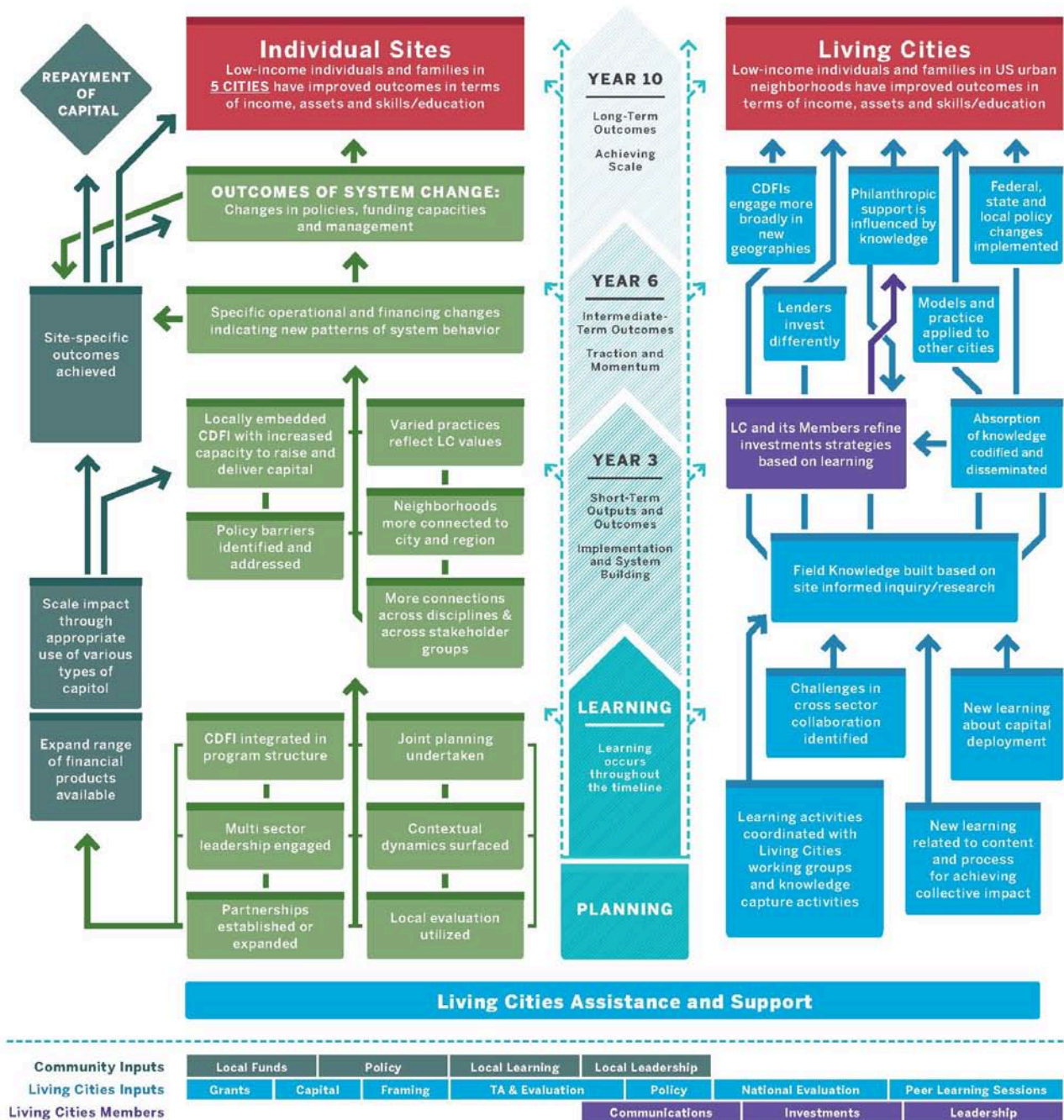
# TII Theory of Change

## INITIATIVE OVERVIEW



### GOAL:

Successful models are developed that can inspire a new generation of effective urban investment and transformation to the benefit of urban, low-income residents.








## 2

# Short-Term Outcomes: Implementation and System Building

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### SUMMARY OF FINDINGS: SHORT-TERM OUTPUTS AND OUTCOMES

-  TII sites achieved many of the short-term outputs and outcomes anticipated in the Living Cities theory of change.
-  The Survey of Stakeholders provided evidence that those involved developed new relationships across geographic boundaries (linking neighborhoods to cities and regions); stakeholder groups (creating greater alignment among philanthropy, the public sector, and nonprofit and community-based organizations); and discipline areas (developing integrative approaches that include housing, jobs, skills, transportation, education, and healthcare).
-  One of the most immediate and potentially lasting impacts of TII was strengthening CDFI capacity and integrating CDFIs within the civic infrastructure in each of the sites.
-  Investments in policy research and engagement of the governance groups helped sites to identify policy barriers that needed to be addressed to change targeted systems.
-  The slower than anticipated deployment of Living Cities capital, particularly commercial debt, resulted in members who found the outcomes poor related to the costs associated with putting the financing together.
-  The sites felt strongly that the terms of the financing did not meet their needs.
-  Living Cities support leveraged a considerable amount of public, private, and philanthropic funds in each of the communities.

## EXPECTATIONS

According to TII's theory of change, the focus of the first three years of the Initiative was on implementation and "system building." The first stage of the work involved creating new governance structures, engaging a CDFI in the work and closing and deploying the financing, and identifying strategies and approaches to achieve system change. By the end of the three years, Living Cities hypothesized that this early work would lead to changing system dynamics—sites would have experienced changes in relationships across stakeholder groups, geographic areas, and fields of work; developed an increased understanding of system barriers; experienced increased CDFI capacity; and deployed the Living Cities capital. These short-term changes in multiple systems had the potential to trigger sustained and more impactful system change outcomes over time.

This section summarizes the progress of the sites in achieving these short-term outputs and outcomes that the initial theory of change anticipated:

1. Expanded connections across stakeholder groups and fields of practice.
2. Expanded geographic connections.
3. Identification of policy barriers.
4. Increased CDFI capacity and involvement in civic infrastructure.
5. Changes in funding flows: capital deployment and leverage.

## EXPANDED CONNECTIONS ACROSS STAKEHOLDER GROUPS AND FIELDS OF PRACTICE

Through the cross-sector governance tables, multifaceted strategies, and required CDFI partners, TII facilitated the building of new relationships that spanned stakeholder groups and fields of practice. This aspect of TII was a precursor and facilitator of system change as it changed system boundaries and fostered new thinking and perspectives. The contours of these changed relationships varied among the five sites, but some common patterns were present in most sites.

**TII has led to increased relationships and ways of working across different sectors in each of the sites.**

Interviews and the Survey of Stakeholders found changes amongst anchor institutions, CDFIs, the public sector, and community-based organizations.

**Anchors:** Public agencies, foundations, and community-based organizations have developed new relationships with major employers in their communities in those sites that have targeted anchor institutions. The Survey of Stakeholders confirmed this outcome with 34 percent of respondents reporting increased involvement with major employers (the second highest percentage among stakeholder groups). Cleveland experienced the greatest change, with 50 percent of survey respondents reporting increased involvement with anchors over the past three years. These new connections with anchors have contributed to new perspectives within anchor institutions that have altered their views of and commitment to economic inclusion and their role in improving surrounding communities.

**Percentage of Stakeholders Reporting Increased Involvement with:**

<b>Baltimore</b>	<p>Anchors – 33%</p> <p>Local CBOs – 30%</p> <p>Regional Planning Orgs – 26%</p> <p>CDFIs – 26%</p>
<b>Cleveland</b>	<p>Anchors – 50%</p> <p>Regional Planning Orgs – 45%</p> <p>City Agencies – 45%</p> <p>Local/Regional Foundations – 41%</p> <p>Local CBOs – 41%</p> <p>CDFIs – 32%</p>
<b>Detroit</b>	<p>CDFIs – 53%</p> <p>Local CBOs – 47%</p> <p>Anchors – 42%</p> <p>Regional Planning Orgs – 42%</p> <p>Local/Regional Foundations – 26%</p> <p>State Agencies – 26%</p>
<b>Minneapolis-St. Paul</b>	<p>Regional Planning Orgs – 56%</p> <p>Local/Regional Foundations – 40%</p> <p>Counties – 36%</p> <p>CDFIs – 36%</p> <p>Anchors – 42%</p>
<b>Newark</b>	<p>Local/Regional Foundations – 29%</p> <p>Federal Agencies – 24%</p> <p>CDFIs – 18%</p> <p>Anchors – 18%</p>

Source: 2013 Stakeholder Survey

**CDFIs:** As indicated by the Survey of Stakeholders, respondents across the five sites reported increased relationships and new connections with CDFIs. (See sidebar.) In Baltimore, Cleveland, and Newark, CDFIs have developed new relationships and are working more closely with local government agencies. Examples of these new relationships include New Jersey Community Capital's (NJCC) partnership with the city of Newark to reuse abandoned properties, National Development Council's (NDC), new funding received from the Cuyahoga County Western Reserve Fund, and The Reinvestment Fund's discussions with Baltimore about managing an energy efficiency loan fund. In Minneapolis-St. Paul, housing CDFIs have built stronger relationships with small business development organizations, which has increased their appreciation of the role of small businesses in equitable development.

**City Government:** While the survey did not find a high percentage of those involved reporting new relationships with city agencies, interviews found some evidence of new connections among the cities, foundations, and anchor institutions. In Cleveland, TII led to stronger relationships between city staff and staff in philanthropy and anchors. Cleveland's public sector workforce agency also developed a better relationship with the philanthropic community. Baltimore's governance table facilitated closer connections between the Mayor's Office of Employment Development and both philanthropic partners and anchor institutions. These relationships contributed to the Mayor's Office's new anchor initiative that incorporates hiring and procurement strategies similar to those developed by the Baltimore Integration Partnership's Anchor Engagement workgroup. City officials also credited the BIP table with increasing their



understanding of how philanthropic resources, beyond grantmaking, can complement city goals, through convening stakeholders, providing technical assistance, and building capacity.

**State Government:** The state role in initiatives grew over time with several sites building stronger connections and alignment with state governments. Baltimore involved several state agencies in the governance council and worked with multiple state agencies and the legislature to advance its policy agenda. Detroit included state agencies on its governance group and worked to align state housing and economic development agency priorities with the Woodward Corridor Initiative. In Minneapolis-St. Paul, a number of state agencies were involved in the Policy Board, which helped to enhance relationships between some of the state, regional, and city agencies.

**Community-based Organizations:** The commitment to community engagement in some sites has facilitated new and stronger relationships with community-based organizations. In Cleveland, Neighborhood Connections is working more closely with University Hospitals and is now collaborating on public health issues along with local hiring. In Baltimore, Johns Hopkins is working more closely with community groups around the Homewood Community Partners Initiative (HCPI). Detroit's anchor institutions are more engaged with Midtown Detroit, Inc. around

local hiring, employee housing, and development plans in the surrounding community. Finally, in Minneapolis-St. Paul, the Metropolitan Council (Met Council) and local government planning agencies are working extensively with community organizations around community engagement to inform transportation, housing, and land use planning decisions.

**Increased relationships across fields of work have been an important system change in Baltimore, Cleveland, Detroit, and Minneapolis-St. Paul.**

*"Now there is access and a relationship with philanthropy and a sense that we are all working for the same goal...We are all much more aware of the Greater University Circle area and figuring out how we can help those residents in the area improve their economic well-being."*

Tracey A. Nichols, Cleveland, director of economic development

Living Cities believes that most cities address urban challenges in a siloed way. For example, those involved in affordable housing tend to limit their work and relationships to agencies and organizations involved in that field and often do not integrate their work with those involved in workforce development or transportation. Promoting new approaches that crossed issue areas was one of the premises of TII.

There is considerable evidence that TII has led to new relationships across issue areas and new perspectives about the importance of a more integrated approach.

Based on the survey of key stakeholders, the highest percentage of stakeholders across all sites reported increasing their relationships with the workforce development (38 percent) and economic development (33 percent) fields. However, many changes in cross-field relationships are contextual and influenced by each site's focus and strategy.

**Percentage of Stakeholders Reporting Increased Involvement Across Different Issue Areas**

<b>Baltimore</b>	<p>Workforce Development – 33%</p> <p>Development Finance – 30%</p> <p>Transportation – 26%</p> <p>Health and Wellness – 22%</p> <p>Economic Development – 22%</p>
<b>Cleveland</b>	<p>Workforce Development – 55%</p> <p>Housing – 50%</p> <p>Economic Development – 41%</p>
<b>Detroit</b>	<p>Education – 53%</p> <p>Development Finance – 42%</p> <p>Land Use Planning – 42%</p> <p>Economic Development – 42%</p> <p>Workforce Development – 42%</p>
<b>Minneapolis-St. Paul</b>	<p>Land Use Planning – 48%</p> <p>Transportation – 44%</p> <p>Economic Development – 44%</p> <p>Workforce Development – 44%</p>
<b>Newark</b>	<p>Health and Wellness – 18%</p>

*Source: 2013 Stakeholder Survey*

With the focus on equitable transit-oriented development (TOD) in Minneapolis-St. Paul, surveyed stakeholders reported making stronger connections with the transportation, economic development, and land use fields. The work on Transitional Transit Station Area Action Plans fostered these new connections, and the Met Council created a new TOD office specifically to get transit engineers and planners working together. Corridors of Opportunity (CoO) also built connections with Greater MSP, the regional economic development organization, which had not addressed equity or transit access issues in its firm attraction work. It is now embracing these issues and has joined the successor Partnership for Regional Opportunity (PRO) initiative, which Living Cities is funding in the second round of TII.

Baltimore's emphasis on linking workforce development to transportation projects and CDFI-financed projects has led to increased connections between these fields. The regional Opportunity Collaborative, the group overseeing the HUD Sustainable Communities Regional Planning grant, with BIP participation, has formed a working group and has hired a consultant to look at workforce strategies in the transportation sector. The survey reflected these new relationships. Workforce development was the field for which the highest percentage of Baltimore's respondents (33 percent) reported increased involvement. (See sidebar.)

A large percentage of stakeholders in Cleveland also reported new connections to workforce development. Over the course of the three years, there was growing awareness amongst those involved that addressing the economic needs of neighborhood residents would require

changes in the city and region's workforce development system.

While survey results for Newark found a much lower percentage of stakeholders reporting new relationships across fields, interviews did find some new relationships between the education and healthcare fields. Healthcare professionals at Jewish Renaissance Medical Center increased their relationships with school administrators and other key school staff. School-based healthcare providers also increased their relationships with community-based service providers.

## EXPANDED GEOGRAPHIC CONNECTIONS

In its early thinking about TII, Living Cities recognized that cities are intrinsically intertwined with their regions and that transportation systems, the environment, and the economy are all regional in nature. As a result, Living Cities originally sought to promote regional partnerships and regional scale initiatives through TII. However, few of the applications it received had a regional focus, and four of the sites chosen focused on either one neighborhood or corridor within a city, or multiple neighborhoods. As a result, Living Cities looked at expanding geographic connections more broadly, and revised its goal in this area to creating increased connections across neighborhoods and between neighborhoods and the larger city or region.

**Increased connections between neighborhoods, cities, and regions did evolve in some sites.**

Cross-neighborhood relationships and work was the focus at several sites. Newark, Detroit, and Baltimore all designed initiatives that focused on multiple neighborhoods. Despite challenges in

connecting Midtown and the North End, Detroit did create new cross-neighborhood collaboration for the Restore North End Fund. Newark and Baltimore also built some new relationships across neighborhood boundaries through the governance tables.

In both Baltimore and Minneapolis-St. Paul, those working at the neighborhood and city levels and the larger region were able to forge new relationships. In Minneapolis-St. Paul, a strong metropolitan orientation and regional relationships already existed. But, through the Corridors of Opportunity table, new relationships were built amongst cities in the region and amongst cities and counties. For example, Neighborhood Development Center, a community-based organization that had primarily worked in St. Paul neighborhoods, built new relationships with suburban communities and expanded its program to serve suburban immigrant and low-income entrepreneurs. The survey reflected the regional orientation of Minneapolis-St. Paul, where 64 percent of the respondents reported increased connections with the metropolitan region over the three years.

Through BIP, Baltimore stakeholders also have deepened their regional relationships and reported working on regional workforce strategies as part of the regional Opportunity Collaborative formed as part of a HUD Sustainable Communities Regional Planning grant. The survey reflected these increased ties, where 53 percent of the respondents reported increased relationships with organizations in the county and the metropolitan region.

## IDENTIFICATION OF POLICY BARRIERS

For most sites, government policies were an important component of the systems targeted for change. Consequently, understanding public policy barriers was a key part of the learning needed to set an effective agenda for system change. Several sites undertook deliberate work to identify policy barriers.

**Through the work of the governance groups and investments in policy analysis, most of the sites identified policy barriers related to their system change goals.**

A focus on policy-related barriers was strongest in Baltimore, which had established public policy-related goals in its initial application to Living Cities. In Baltimore, BIP defined very specific public policy-related barriers and developed detailed goals for change in state and city policies and procedures related to the use of public funds. An early policy brief, *Investment in Baltimore's Workforce: Leveraging Opportunity and Moving to Scale*, identified the need to increase funding for workforce training. BIP funded other policy-related studies, including a scan of small business development services and the needs of African-American-owned businesses as well as an analysis of opportunities and barriers to expanding procurement from local businesses in the food cluster.

In Minneapolis-St. Paul, addressing local and regional planning and land use policy barriers has been a prominent part of the Corridors of Opportunity initiative. Barriers identified included a lack of integration between transportation and land use planning and a need to move beyond site-oriented development planning to station area and corridor-wide plans and supportive zoning policies. In addition,

several Policy Board members were active in organizing support for the governor's Transit for a Stronger Economy bill, which would have established a transportation sales tax. Work related to CoO also raised questions about the preferences given to public transit access in how the state allocated low-income housing resources, which has led to some changes in the priority points awarded for transit access.

In Newark, the Strong Healthy Communities Initiative supported or led several studies to better understand policy barriers and develop effective policies to advance healthy low-income neighborhoods. SHCI convened Newark's Healthy Homes Policy Board and provided funding for the Green and Healthy Homes Initiative to create federal, state, and local legislative agendas and enforcement policies to implement at the city level. SHCI also funded studies of the healthcare provider network and healthcare access and consumer behavior related to nutrition. Finally, SHCI and its partners completed several baseline, needs, and capacity assessments to understand the breadth and availability of school-based health and other non-academic services and used this information to shape its strategy to improve services and better coordinate academic and non-academic components within schools.

In Detroit, WCI identified the need for wholesale change in city policies around targeting development and investment and how the city addresses the issue of blighted and abandoned properties. Business advocates identified many policy and regulatory barriers as they worked to accelerate permitting and to document existing policies and procedures. Although not a direct WCI activity, there was recognition of the need to create a regional transit authority to fund and operate the

## Increased CDFI Capacity

<b>Baltimore</b>	<ul style="list-style-type: none"> <li>• Expansion in CDFI capacity and capital supply with entry of The Reinvestment Fund (TRF).</li> <li>• TRF supplied New Markets Tax Credit (NMTC) to key projects and non-TII debt financing to projects, provided policy and development finance expertise to state fresh food initiative, and was negotiating to manage new city and energy efficiency initiatives and loan fund.</li> <li>• New micro-lender with Maryland Capital Enterprise (MCE) expansion into Baltimore.</li> </ul>
<b>Cleveland</b>	<ul style="list-style-type: none"> <li>• Added local CDFI capital through expanded National Development Council (NDC) engagement and role</li> <li>• NDC's expertise helped structure financing for complex real estate projects, professionalized and supplied NMTCs for the Evergreen Growers Cooperative.</li> <li>• New microlender added: Economic and Community Development Institute.</li> </ul>
<b>Detroit</b>	<ul style="list-style-type: none"> <li>• Capital Impact Partners (CIP) added a high-capacity CDFI.</li> <li>• CIP was critical to the creation of Woodward Corridor Investment Fund, supplied NMTCs and non-TII debt for projects, and added underwriting and deal structuring expertise to the financing system.</li> </ul>
<b>Newark</b>	<ul style="list-style-type: none"> <li>• New Jersey Community Capital strengthened relationships and expanded its role in Newark.</li> <li>• NJCC provided capacity for acquisition and disposition of abandoned properties and raised new capital to address home mortgage foreclosures.</li> </ul>
<b>Minneapolis-St. Paul</b>	<ul style="list-style-type: none"> <li>• Strengthened CDFI capacity at the Twin Cities Community Land Bank (TCCLB).</li> <li>• Catalyst for increased collaboration among LISC, Family Housing Fund (FHF), and TCCLB.</li> <li>• Neighborhood Development Center expanded services, relationships, national presence, and capacity to use debt.</li> </ul>

planned Woodward Corridor rail line and several leaders involved in TII were active in the successful effort to pass new state legislation to establish a regional transit agency.

In Cleveland, some TII grant funds were used to support the Strategic Workforce Alignment Group (SWAG), a partnership created “to develop an approach for the Workforce Investment Board (WIB) to improve the alignment of workforce employment, training, and education programs with the needs of employers for skilled workers.” A U.S. Department of Labor staff person, who was a member of the federal Strong Cities, Strong Communities (SC2) pilot in that city and completed considerable research on the workforce system in Cleveland, led the effort.

## INCREASED CDFI CAPACITY AND INVOLVEMENT IN CIVIC INFRASTRUCTURE

**One of TII's most immediate and potentially lasting outcomes was strengthening CDFI capacity in each site.**

TII contributed to CDFI capacity directly through its supply of Catalyst Fund debt, but also helped build new and stronger CDFI capacities in several other ways. Most notably, national and regional CDFIs were introduced in Baltimore, Cleveland, and Detroit. In the case of Newark, while New Jersey Community Capital was based in the region, TII work led to its increased engagement in Newark. These CDFIs added vital expertise, financing capacity, and capital to Detroit, Cleveland, Baltimore, and Newark, which directly contributed to getting priority projects implemented and advancing some policy and systems goals. In Minneapolis-St. Paul, TII contributed to capacity changes at the Twin Cities



Community Land Bank, the Family Housing Fund, and, most notably, the Neighborhood Development Center.

### TII and local governance bodies helped CDFIs become more embedded in civic infrastructure.

One of the fundamental design elements of TII was the requirement that sites work with a CDFI as part of the initial proposal, that the CDFI would be part of the governance structure, and, finally, that the governance table would develop some type of definition of catalytic investment as well as approve the investment criteria.

These elements of TII were instrumental in changing how the CDFIs interacted with other community partners and led to some potentially sustainable changes in relationships within each community.

As noted, a relatively large number of the stakeholders responding to the survey reported that they developed new relationships with CDFIs. In many of the sites, this was a significant change. While CDFIs had been operating within their community, they often worked in silos. One of the notable changes reported by the CDFIs themselves has been the degree to which they are now more embedded in the

broader work of the community. The Reinvestment Fund noted this change. While working in Baltimore in the past, TRF had not really engaged beyond project-by-project finance. Capital Impact Partners in Detroit similarly reported that its relationships shifted from just working on specific projects to becoming more engaged in the collaborative work.

### CHANGES IN FUNDING FLOWS: CAPITAL DEPLOYMENT AND LEVERAGE

From its inception, one TII element that has created the most tension amongst both sites and Living Cities members has been the design and implementation of the capital strategy. To generalize these tensions, the CDFIs were not enthusiastic about the terms of the financing, and the Living Cities members who were involved in the financing were not happy with the time and costs associated with closing the financing and the pace and level at which funds were deployed, particularly the commercial debt.

Just closing the loans took considerably more time than anticipated. In Baltimore and Detroit, the two sites with general recourse loans to a single well-established CDFI, the process was straightforward and relatively smooth. The process at the remaining three sites was more

*"You [Living Cities staff] have been a catalyst in the growth of our organization. You pushed us to think beyond our business lending assumptions and practices. You provided sound advice to help us evolve our practices. And, you and your team have been patient while we built our new way of working with recourse capital, on larger deals, and developing staff capacity to provide project management as well as financing. The model we built out with your help...has now been applied to a St. Paul Foundation PRI and a McKnight Foundation grant called Moving the Markets with which we will be lending and providing TA to targeted businesses growing jobs for neighborhood residents."*

Mike Temali, president and CEO,  
Neighborhood Development Center

complicated as TII lenders had to underwrite multiple entities in Minneapolis-St. Paul and work through acceptable credit issues for the borrowers in Cleveland and Newark. The result was that the last of the loans in Minneapolis-St. Paul closed in November 2011, Cleveland's transaction closed in January 2012, and Newark did not close until December 2013.

**By the end of the three years, both the CDFIs and the Living Cities financial institution members involved in the financing all expressed disappointment about how the commercial debt portion was designed and deployed.**

TII debt was not heavily used over the three-year period. Less than 20 percent of the commercial debt and just over 40 percent of the Catalyst Fund debt was loaned or committed as of the end of 2013. (See Exhibit 3.) Although use of the capital was expected to extend beyond the first three years, this pace of deployment was much slower than anticipated and several sites did not plan further use of the commercial debt after 2013. The commercial debt, with its medium-term repayment, was not well matched to most sites' focus on financing real estate projects that required longer-term debt. Nonetheless, efforts to strategically deploy TII debt led several sites to more closely examine and improve aspects of their development finance systems.

The use of the commercial debt for short-term predevelopment, construction, and bridge financing at several sites suggests that it may not have filled essential capital gaps since these types of loans are less difficult to secure than permanent financing. And, the fact that several projects that were originally programmed for TII debt went forward without using this capital further suggests TII commercial debt

at times was competing with or substituting for other sources of financing.

Direct outcomes from deployment of TII debt made modest contributions to placed-based goals in Baltimore, Detroit, and Minneapolis-St. Paul through contributing to new housing and commercial development. Closed loans, as of December 31, 2013, financed 820 housing units and 345,800 square feet of commercial space, with Minneapolis-St. Paul accounting for 80 percent of the housing units. Loan commitments as of December 31, 2013 add another 102 housing units and 68,000 square feet of commercial space.

Overall, Living Cities members involved in the financing did not see it as a success. The fact that in the end many of the CDFIs used alternative sources of debt for some of the projects, and that such a small proportion of the debt was deployed, contributed to frustration amongst those involved. From the CDFI perspective, the pricing and terms of the commercial debt were less favorable than financing available to them for other sources, including, in some cases, individual members of the commercial debt consortium.

## LEVERAGE

**The Living Cities investment leveraged millions of dollars of additional resources for activities aligned with TII work in each site.**

An additional type of change in funding flows achieved during the first three years of TII involved many different types of leverage, including:

1. **Financing leverage:** Sites deployed a total of about \$15.4 million in commercial debt and Catalyst Fund debt

from Living Cities. These funds accounted for a relatively small percentage of the total of \$354.8 million in total projects costs associated with TII-financed projects.

**2. New grant funding from federal and philanthropic funders:**

In a couple of cases, sites were able to attract additional federal funding through using Living Cities grant funds as a match, or through assisting in successful federal grant applications. In Baltimore, for example, the Baltimore Integration Partnership used Living Cities TII funding as a dollar-for-dollar match for the \$600,000 grant from the federal Social Innovation Fund. In addition, BIP staff and some of the leading stakeholders were involved in helping to develop a successful application for a \$3.5 million HUD Sustainable Communities Regional Planning grant. In other sites, national foundations invested in TII-related activity. For example, in Cleveland, TII grant for Community Connections was able to leverage an additional \$32,000 grant from the Kellogg Foundation. And, in Minneapolis-St. Paul, the McKnight Foundation, the Ford Foundation, and others provided close to \$1 million in additional grants to the Community Engagement Team, and the McKnight Foundation and the Central Corridor Funders Collaborative provided \$750,000 in new funds for the Accelerator Project.

**3. New capital funds:**

In Newark, NJCC developed the ReStart model involving purchasing of troubled mortgages and then expanded the program to address the impacts of Hurricane Sandy. The second round of this fund leveraged \$100 million in private capital from 12 diverse funders and required an additional \$25 million in public funds.

Through the introduction of Capital Investment Partners to Detroit, Detroit received a large amount of additional capital. CIP worked with Midtown Detroit, Inc., the Kresge Foundation, and Living Cities to design and capitalize a new \$30.25 million capital pool, the Woodward Corridor Investment Fund (WCIF), which CIP will manage. In addition, in May 2014, JP Morgan Chase announced a \$50 million grant to CIP and Invest Detroit for investments in community development projects.

**4. Repurposing existing local foundation and public sector funding to TII priorities:**

Examples exist in all of the sites where existing public sector and philanthropic investments were redirected to work that was aligned with TII. This was perhaps most notable in Minneapolis-St. Paul where there was a large amount of both public and philanthropic investment in supporting equitable TOD. This included the repurposing of \$32 million in Met Council resources for TOD projects and an investment of \$300,000 by the McKnight Foundation and Central Corridors Funders Collaborative for a new staff person in the city of St. Paul to facilitate transit-oriented economic development. In Detroit, the Skillman Foundation, Kresge Foundation, and the Hudson Webber Foundation have made considerable investments to support MDI's anchor strategy.



**EXHIBIT 3. DEPLOYMENT OF LIVING CITIES CAPITAL AS OF DECEMBER 31, 2013**







<b>Site</b>	<b>TII Commercial Debt Amount</b>	<b>Commercial Debt Deployed &amp; Committed</b>	<b>Percent Deployed</b>	<b>Catalyst Fund Debt Amount</b>	<b>Catalyst Fund Debt Deployed &amp; Committed</b>	<b>Percent Deployed</b>	<b>Combined Percent Deployed</b>
<b>Baltimore</b>	\$12,000,000	\$0	0.0%	\$3,000,000	\$3,000,000	100.0%	20.0%
<b>Cleveland</b>	\$9,000,000	\$1,632,250	18.1%	\$3,000,000	\$0	0.0%	13.6%
<b>Detroit</b>	\$15,000,000	\$2,813,544	18.8%	\$4,000,000	\$2,150,000	53.8%	26.1%
<b>Newark</b>	\$5,000,000	\$526,189	10.5%	\$3,000,000	\$315,713	10.5%	10.5%
<b>Minneapolis-St. Paul</b>	\$9,000,000	\$3,580,000	39.8%	\$3,000,000	\$1,390,000	46.3%	41.4%
<b>Total</b>	\$50,000,000	\$8,551,983	17.1%	\$16,000,000	\$6,855,713	42.8%	23.3%

# 3

## Beyond System Building to Enduring System Outcomes

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### SUMMARY OF FINDINGS: INTERIM SYSTEM CHANGE OUTCOMES

-  Many of the system outcomes were emergent, primarily related to changes in the system dynamics.
-  The majority of stakeholders involved in TII reported that their involvement has led to changes in policies, practices, funding flows, and relationships within their organization or agency.
-  There are potentially enduring changes in individual anchor institutions and public sector agencies that have the potential to lead to longer-term population-level outcomes.
-  Baltimore is one of the few sites that developed a deliberate system change strategy involving city and state workforce development policies and practices. This work has led to enduring new policies and is changing workforce system practices in that city.
-  The small business development system capacity was enhanced in most sites through the entry of new players, expanded capacity in existing players, and new approaches to longstanding system barriers.
-  The entry of new CDFIs and difficulty in deploying capital was a “forcing mechanism” that led to changes in the community development finance system, most notably through changing funding flows and increased collaboration.
-  TII work led to changes in practices and, in some cases, changes in policies, within the place-based development systems in many of the sites.
-  Beyond individual organizations and systems, TII has influenced some more potentially transformational changes in the civic infrastructure, by embedding the focus on equity and inclusion more broadly in Minneapolis-St. Paul and in Baltimore, changing how investors view Detroit, and creating new norms for collaborative work in Minneapolis-St. Paul and Newark.

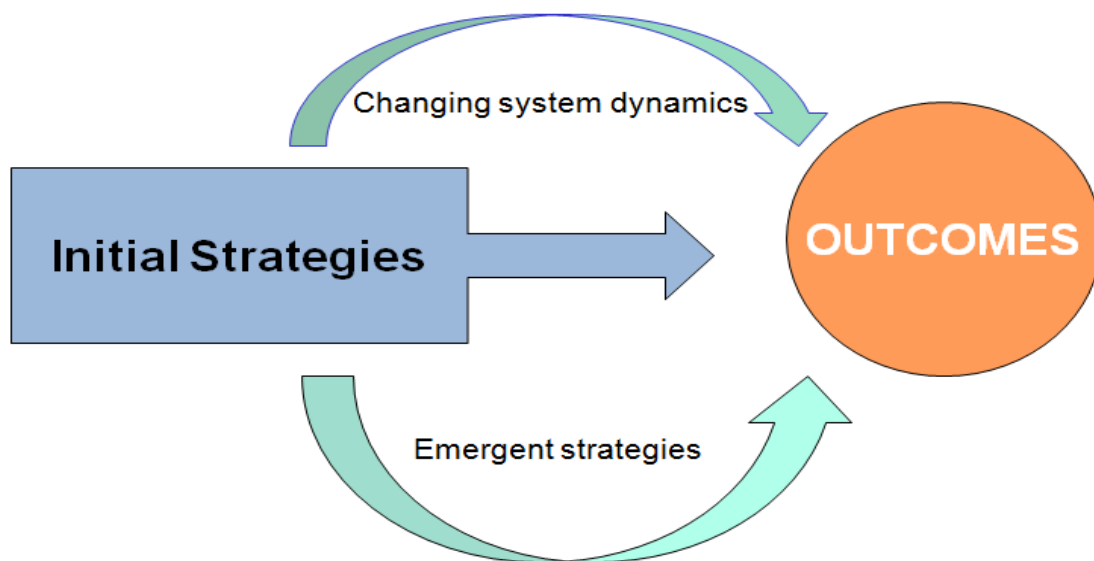
## GETTING TO POPULATION-LEVEL OUTCOMES

TII is a 10-year Initiative, and the assumption was that it would take this long for the work to lead to system change that would have a significant impact on the lives of low-income residents. Consequently, beyond the system-building activity described in the previous chapter, the evaluation focuses on the interim or intermediate outcomes that have occurred that are both likely to result in enduring system change that could extend beyond the initial three years and that could lead to improved outcomes for low-income residents. While the initial theory of change did not assume that there would be enduring system outcomes at the end of the three years, the following section finds evidence that the sites have made progress in this direction.

## The Importance of Emergence

The evaluation framework developed for TII assumes that while changes in system dynamics (such as those described in the previous section) are important outcomes to track, if they do not result in additional concrete and enduring changes in system-related policies, practices, and funding flows, it would be unlikely that the work would have the desired level of scale and impact on low-income residents in the five sites. The evaluation model thus looks to the potential pathways towards enduring system outcomes and assumes that there are multiple tracks:

EXHIBIT 4. THE IMPORTANCE OF EMERGENCE



- policy and practice changes resulting from *deliberate system change strategies* designed as part of the initial approach of the initiative in each site;
- policy and practice changes that emerge as a result of some of the *changing system dynamics* identified in the previous section; and
- learning associated with the on-the-ground project and program work that leads sites to develop new, *emergent strategies* for achieving system outcomes.

### Understanding Nested Systems

In considering the progress towards achieving enduring system outcomes, the evaluation also considered the nested nature of systems and looked at outcomes in terms of the *targeted*

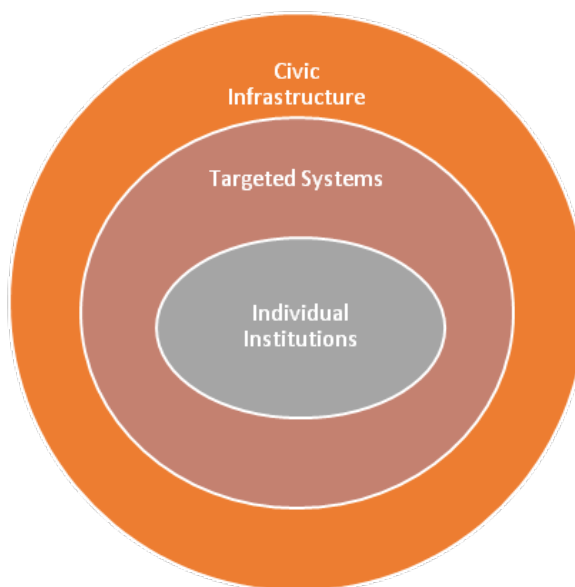
system, the individual institutions that make up the system, as well as the broader *civic infrastructure* in which the system operates. In effect, the frame looks at the systems targeted, and then looks down one level at individual institutions and up one level at the larger environment in which the system operates. The theory for this framework is:

- **Each individual institution is a system on its own, and changes in the culture or policies of these institutions can contribute to creating improvements in**

**the lives of low-income residents.** For example, changing the perspective of a major university on its role in the community and instilling this change throughout the institutional culture is an interim system outcome that can lead to improved outcomes for residents. Based on TII's cross-sector focus and local strategies, these institutional-level changes largely occurred at anchor institutions/major employers, public sector agencies, and foundations.

- **While sites developed approaches that involved multiple systems, each also sought to transform specific targeted systems either in its initial deliberate strategies or through emergent ones.** These targeted systems include workforce development, small business development, land use and

EXHIBIT 5. NESTED SYSTEMS



community development, community development finance, and education.

- **Beyond each targeted system, TII was seeking to create a “new normal” in the broader civic infrastructure.**

Through the system change at individual institutions and the recognition of the multiple systems needed to create large-scale results, the expectation was that TII would lead eventually to new ways of thinking, new ways of working together, and redirecting the flow of capital funding to solve problems, which constitutes a “meta-system change”

with the potential for far-reaching change across multiple systems.

In the long-term, direct impacts on low-income residents of a city can emerge from each of these levels. Changing practices or culture at one large employer or one foundation may lead to improved long-term outcomes for many individuals, beyond those who are part of the targeted system. And, more importantly, changes in the civic infrastructure in terms of how people think and work can have the most transformational long-term impacts.

This section examines the work of TII across the five sites, looking at what changes occurred at each of these levels. It includes outcomes related to both deliberate and emergent strategies as well as the unintended interim outcomes associated with the changing system dynamics described in the previous chapter.

## CHANGES TO INDIVIDUAL ORGANIZATIONS

Across all five sites, TII led to noticeable changes within individual organizations and agencies. These changes were primarily among TII partners, but sometimes occurred outside TII circle at other institutions either targeted for change or that benefited from spillover effects of TII. Changes within the public sector were the most widespread, occurring across all sites. In Baltimore, Cleveland, and Detroit, the anchor institution strategies resulted in changes in policies, practices, and perspectives at individual employers.

*"As a result of the Corridors of Opportunity initiative, the Met Council has changed how we do community engagement. If anyone had asked early on how this work would affect the Council's approach to community engagement, I would have said, 'No, we wouldn't institutionalize it at that scale.' Now, we actually are!"*

Libby Starling, senior planner,  
Metropolitan Council

**Results from the 2013 survey suggest that TII had considerable influence and contributed to change at the vast majority of collaborating organizations in all five sites.**

Over 75 percent of respondents across all sites reported that TII influenced their practices, resource deployment, and how they partnered with other organizations. The most widespread impact was on partnering, in which 91 percent reported TII influence, ranging from 81 percent in Newark to 100 percent in Minneapolis-St. Paul. Although organizations' policies were the least influenced by TII, 53 percent of all respondents reported

that TII had an impact on their policies. The influence on resource deployment was also widespread with 80 percent or more of the respondents in Minneapolis-St. Paul, Newark, and Cleveland reporting a change in their organization.

**There were considerable changes in individual public agencies in each of the sites.**

The public sector was both an important partner and a target for system change across all TII sites. Consequently, local initiatives devoted considerable effort and funding to bringing about change in governmental entities. In most cases, these efforts focused on local government organizations, although Baltimore involved and influenced several state government agencies, while Minneapolis-St. Paul's work

encompassed the regional Metropolitan Council and the state housing finance agency. As noted in an earlier TII evaluation report, *The Role of the Public Sector in The Integration Initiative*, local sites used a range of tools to bring about change within the public sector: directly funding new staff in public agencies (four sites); funding technology improvements (Cleveland and Detroit); policy advocacy (Baltimore); and introducing new data tools and uses (four sites). These efforts resulted in considerable changes within individual public sector institutions across all five sites. (See sidebar.)

<b>All Sites</b>	<p><b>Stakeholders perceive that their Involvement in TII has resulted in system change within their organization:</b></p> <ul style="list-style-type: none"> <li>• 91% of survey respondents reported changes in how their organization <b>partners</b> with other organizations</li> <li>• 87% of survey respondents reported changes in their organization's <b>practices</b></li> <li>• 80% of survey respondents reported changes in how <b>resources are deployed</b> by their organization</li> <li>• 65% of survey respondents reported changes in the <b>culture</b> of their organization</li> <li>• 53% of survey respondents reported changes in organizational <b>policies</b></li> </ul>
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**Baltimore, Cleveland, and Detroit achieved identifiable changes in anchor institution policies and practices.**

In Baltimore, Johns Hopkins University (JHU) and Maryland Institute College of Art (MICA) have enhanced their economic inclusion goals and are modeling new

### Public Agency System Changes

<b>Baltimore</b>	<ul style="list-style-type: none"> <li>• Mayor's Office of Employment Development added online Cyber Job Hub and database of prescreened jobseekers to help employers find workers.</li> <li>• Maryland state agencies adopted new protocols for the Red Line rail project to track minority/local contracting and hiring and to connect jobseekers to job opportunities.</li> </ul>
<b>Cleveland</b>	<ul style="list-style-type: none"> <li>• City permanently expanded its special projects staff, implemented online permitting system and new online business portal, and created one-stop small businesses resource directory.</li> <li>• Health-Tech Corridor was made a priority for business attraction and deployment of real estate funding.</li> </ul>
<b>Detroit</b>	<ul style="list-style-type: none"> <li>• Business advocates added new staff capacity at the city business licensing and permitting agency that was used to analyze and streamline its permitting process, revise outdated policies and formulate new ones for emerging needs (e.g., food trucks), and conduct education and outreach with the business community.</li> </ul>
<b>Newark</b>	<ul style="list-style-type: none"> <li>• Expanded data analysis and data sharing capacity within the city.</li> <li>• Office of Real Estate Management using new tool to connect market data to inventory of city-owned properties.</li> </ul>
<b>Minneapolis-St. Paul</b>	<ul style="list-style-type: none"> <li>• Met Council created new Transit-Oriented Development Office, changed approach to community engagement; reallocated \$32 million to fund TOD projects.</li> <li>• Minneapolis and Saint Paul have hired TOD managers and revised scoring related to Low-Income Tax Credits (LIHTC) to better account for transit access.</li> <li>• The Minnesota Housing Finance Agency (MHFA) added community outreach and engagement capacity; changed TOD scoring in its Qualified Allocation Plan LIHTC.</li> </ul>

policies and practices for other universities. Both have made changes to their food procurement policies. JHU added local procurement and hiring language to dining contracts and is asking large food contractors to consider purchasing locally, including from companies located in the Baltimore Integration Partnership's target neighborhoods. Influenced by its work with BIP, MICA added a 15 percent local Baltimore procurement goal for capital investment projects.

In Detroit, the Woodward Corridor Initiative's work with three anchor institutions changed their views on the value of local residency among their employees, which resulted in a long-term financial commitment to the Live Midtown program. The success also led to the expansion of the program to downtown employers who are paying for Midtown Detroit, Inc. to run it and are fully funding the subsidy. WCI's planning and development work also changed their perspective on land use policy with institutions now supporting denser mixed-use development on and around their campuses. Henry Ford Health Systems has a stronger commitment and new effective practices to hire from adjacent low-income neighborhoods as a result of a successful WCI-sponsored local hiring pilot.

Through its involvement in the Greater University Circle Community Wealth Building Initiative in Cleveland, University Hospitals has made the most extensive changes among TII sites that include: (1) a new policy requiring contracts over \$50,000 to be bid and have at least one bid by a

local-, minority-, female-, or veteran-owned business; (2) implementing a new Step-Up Program targeting low-income residents in Greater University Circle neighborhoods for entry-level jobs; (3) creating Employee Resource Groups for Greater University Circle workers to serve as informal "job ambassadors" in neighborhoods to promote hiring; and (4) engaging with community members and groups to address healthcare delivery and other issues beyond the initial live/hire/buy local agenda.

## CHANGES IN TARGETED SYSTEMS

With TII's system change focus, the sites identified specific systems that they sought to change to benefit low-income residents. This section summarizes outcomes across sites in achieving both deliberate system change goals, as originally articulated in their theories of change, and changes that emerged through new perspectives, new relationships, and adaptive learning during TII implementation. This summary seeks to capture changes that are likely to be enduring, i.e., continue beyond the first three years, and thus have greater potential to generate expected improvements for low-income individuals over time. Despite differences in strategies and system targets, TII sites collectively worked to alter five key systems: workforce development, small business development, land use/community development, community development finance, and education. This section reports on outcomes across sites for each of system.



## Workforce Development System Change

Baltimore	<ul style="list-style-type: none"> <li>• Two new state workforce training funds.</li> <li>• State laws reduced barriers to low-income hiring (drivers licenses, CORI checks for state jobs, Ban the Box).</li> <li>• New local hiring policies and practices: city of Baltimore executive order; Red Line hiring framework to connect jobseekers to jobs from state transportation projects.</li> <li>• City practices included increased focus on neighborhood workforce pipelines.</li> <li>• Workforce Training Fund targeted to the hard-to-employ.</li> </ul>
Cleveland	<ul style="list-style-type: none"> <li>• The city and county workforce investment boards merged and developed a plan, <i>Building a Competitive Workforce</i>, with measurable strategies to address workforce challenges in the region. Efforts are underway to implement the plan.</li> </ul>
Minneapolis-St. Paul	<ul style="list-style-type: none"> <li>• New foundation initiative, Minneapolis Saint Paul Regional Workforce Innovation Network (MSPWin), to build a more effective regional workforce system.</li> </ul>

## The Workforce Development System

**Baltimore focused on the workforce development system as its primary targeted system. In other sites, workforce system work emerged as they addressed other systems.**

In Baltimore, the approach to workforce system included shaping demand side policies and practices in anchor institutions, BIP-funded projects, and city agencies; developing new approaches for creating a pipeline of low-income and hard-to-employ workers; and advocating to expand state funding and address other policy barriers. This work has led to multiple policy and practice outcomes. (See sidebar.)

It is too early to assess most of workforce system change impacts in Baltimore on improving employment and earnings for low-income individuals. While there are no data on the outcomes related to the system change in Baltimore, it has tracked data on its programmatic outcomes. From 2011 to 2013, BIP recruited 1,386 people through neighborhood pipelines and placed 837 residents in jobs. These are promising programmatic outcomes, but of longer term relevance will be how the changes in policies and practices are generating sustained improvement in resident employment and income.

In Cleveland and Minneapolis-St. Paul, a focus on the workforce system was an emergent strategy. In both cases, TII influenced other local efforts, though staff or governance groups supported through TII did not lead or oversee the work.

Although Detroit's theory of change included an education and workforce development strategy, the workforce component did not reach a systems scale as it was limited to the pilot local hiring programs with Henry Ford Health Systems.



## Small Business Development System Change

Baltimore	<ul style="list-style-type: none"> <li>Expanded microenterprise development with Maryland Capital Enterprise.</li> <li>New focus and understanding of barriers and opportunities for African-American-owned business in Baltimore from study by Associated Black Charities.</li> </ul>
Cleveland	<ul style="list-style-type: none"> <li>Improved quality of technical assistance to small businesses with Economic and Community Development Institute (ECDI) and NextStep/Interise.</li> <li>Improved referral practices among small business technical assistance providers and lenders.</li> <li>New commercial test kitchen established for micro food entrepreneurs.</li> <li>New city “one-stop” business resource portal.</li> </ul>
Detroit	<ul style="list-style-type: none"> <li>Improvements to city business permit/licensing practices: (1) time to get a building permit reduced from 150 to 50 days or less; (2) period for existing business inspections increased from 1 to 3 years; (3) changes in process to end permit renewals for signs and awnings and reduce the number of inspections and fees to obtain a business license.</li> <li>New B2B Procurement Program and business support collaborative through Detroit Economic Growth Corporation (DEGC).</li> </ul>
Minneapolis-St. Paul	<ul style="list-style-type: none"> <li>The Neighborhood Development Center and Metropolitan Consortium of Community Developers (MCCD) expanded services to suburban communities.</li> <li>Small business impact mitigation approach provides new model for transit construction.</li> </ul>

## Small Business Development<sup>5</sup>

Supporting the development of local, small businesses emerged as a strategy focus in each of the sites. While there is limited evidence to date that this work will provide substantial economic benefits to low-income residents, the small business development system in four of the sites has been strengthened through the work.

Detroit, Baltimore, and Cleveland all had initial business development system change goals. In Detroit, the focus was twofold: (1) streamlining the city business permitting and licensing system; and (2) creating a stronger and better-coordinated system for business support. Cleveland began working to build a system to support worker-owned cooperatives linked to anchor procurement, but soon expanded its efforts to strengthen the overall small business development system to grow resident employment and business ownership opportunities. Baltimore’s economic inclusion agenda included expanding procurement opportunities for minority businesses, which encompassed strengthening the business development system, although this was a secondary focus for the Baltimore Integration Partnership during its first three years. In Minneapolis-St. Paul, considerable work occurred prior to TII to create a system to mitigate construction impacts and retain small businesses along the central corridor, and TII funds helped expand the Neighborhood Development Center’s capacity within this system. These activities have led to some increased system capacity as well as changes in policies and procedures. (See sidebar.)

<sup>5</sup> For more detailed information on the small business development work see the national evaluation team’s deep dive report: *The Small Business Development Work of The Integration Initiative*.

## Land Use and Real Estate Development System Change

Detroit	<ul style="list-style-type: none"> <li>• Detroit Future City Plan created a framework to target place-based investment informed by TII work, supported by key TII partners, and to guide the next phase of the TII work.</li> <li>• New zoning enacted for agricultural uses and two mixed-used development districts.</li> <li>• Stronger anchor/ foundation/CDFI alignment for place-based revitalization, now expanding to second corridor.</li> <li>• Better data and increased data use for project and neighborhood planning and tracking outcomes. Data Drive Detroit (D3) created two public use data tools, a parcel mapping/information tool and a database and tracking system for properties approved by the city for demolition, which make data far more accessible and useful.</li> </ul>
Newark	<ul style="list-style-type: none"> <li>• New wholesale approach to abandoned properties via city eminent domain takings and New Jersey Community Capital as master developer. Completed first acquisition of 156 of these properties in 2014.</li> <li>• Healthy Homes Initiative with triage system to set priorities and interagency coordination around inspection, code enforcement, and homeowner access to resources.</li> </ul>
Minneapolis-St. Paul	<ul style="list-style-type: none"> <li>• New approach to transit-oriented development planning that incorporates station area and corridor-level planning and comprehensive approaches to address mix of land uses and connect transit, housing, economic development, and other plans.</li> <li>• New capacity for and appreciation of deeper community engagement in planning and land use decisions.</li> </ul>

## Land Use and Real Estate Development

**TII work led to changes in practices and, in some cases, changes in policies, within the place-based development system in many of the sites.**

While all sites pursued some elements of place-based community development strategies, Detroit, Newark, and Minneapolis-St. Paul also focused on achieving larger system-level changes in how and where real estate development occurred. Detroit sought to change city and regional development dynamics by establishing Midtown as a competitive center in Detroit and demonstrating the potential for innovative, targeted investment and development plans to reverse disinvestment. In addition to significant place-based components, WCI targeted reform of Detroit's development policies and practices to better address vacant and blighted properties and create a citywide vision and plan to guide targeted investment and revitalization. Newark worked on new systemic approaches to address blighted properties and reduce health risks, such as lead paint, mold, and mildew, within existing housing. Minneapolis-St. Paul sought to integrate the transportation, land use planning, and development systems to both accelerate the implementation of transit lines and achieve equitable development around transit that benefits low-income residents. The work of these sites is promising, leading to some system-related outcomes. (See sidebar.)

## Community Development Finance System Change

Baltimore	<ul style="list-style-type: none"> <li>Emerging efforts at coordination with CDFI Roundtable.</li> <li>Maryland Department of Housing and Community Development (DHCD) created Baltimore Regional Neighborhoods Initiative, a demonstration project to stimulate investments in older Baltimore neighborhoods with \$5.25 million allocated for FY14 and FY15.</li> </ul>
Cleveland	<ul style="list-style-type: none"> <li>Economic and Community Development Institute filled gap in microfinance.</li> <li>Greater awareness of system gaps and need for stronger CDFI capacity with some intermediaries looking into CDFI certification.</li> <li>More collaboration via Economic Inclusion Management Committee to address finance system gaps and promote a shared development agenda.</li> </ul>
Detroit	<ul style="list-style-type: none"> <li>CDFI collaboration with clearer roles and regular meetings to review project pipeline and coordinate funding.</li> <li>New \$30.25 million Woodward Corridor Investment Fund as wholesale solution to supply long-term mezzanine capital for housing/mixed use projects.</li> <li>More alignment in state funding in Midtown.</li> <li>Creation of Restore North End home rehab fund.</li> </ul>
Newark	<ul style="list-style-type: none"> <li>Wholesale approaches to addressing home mortgage foreclosures and financing vacant city properties being implemented.</li> </ul>
Minneapolis-St. Paul	<ul style="list-style-type: none"> <li>Predevelopment forum aligning predevelopment and permanent financing.</li> <li>Coordination of financing for TOD pipeline by LISC, FHF, and TCCLB.</li> <li>Strategic site acquisition framework and financing resources.</li> <li>Broadened perspectives on the type and geography of projects financed by CDFIs.</li> </ul>

## Community Development Finance

**Although community development finance initially was a targeted system only in Detroit, it became an emergent area for system-related outcomes.**

The increased attention to the community development finance system was partly a response to new financing challenges faced in advancing TII strategies. Thus, Baltimore and Cleveland sought to attract new microenterprise development entities to address gaps in promoting local business ownership as part of their place-making and wealth creation strategies. However, the most significant changes emerged in response to the introduction of new CDFIs and gaps in local CDFI capacity that arose during the application process and from Living Cities staff pushing to advance capital deployment and prompting sites to examine their local finance systems. As a result of this work, Baltimore, Cleveland, Detroit, and Minneapolis-St. Paul all attracted new lenders or developed new tools to address system funding gaps. Mechanisms to better coordinate funding have been implemented in Detroit and Minneapolis-St. Paul, and one is emerging in Baltimore.

Living Cities started developing a framework for looking at a community's commitment to a development finance system based upon the learnings from TII. The framework, called the "Capital Absorption System," also contributed to changing perspectives, particularly in Detroit and Minneapolis-St. Paul, where Living Cities funded separate research efforts in this area.

## Education

**The work in Newark has led to some early outcomes involving the integration of health, social services, and referral services into Newark Public Schools.**

Newark was the one TII site that targeted K-12 education for system change through addressing the social determinants of health to improve low-income children's health and education outcomes and overall well-being. System outcomes related to this work included implementation of Student Support Services teams to improve student intervention and referral services. Through its work to assess and understand the relevance on non-academic, social-emotional, and wellness factors in student educational outcomes, Newark Public Schools improved its knowledge, data systems, and processes to measure deficits and track progress. This capacity promises to assist the Student Support Services teams, healthcare practitioners, and teachers in addressing these non-academic factors that affect student learning and well-being.

*"The way CoO came in here, they were able to see and understand where leadership wants to go and provide the tools, resources, the staff time, the pressure, the venue, the political cover, all the things it takes to get things done to move the equity ball forward."*

Allison Bell, program manager, Office of Transit Oriented Development at Metropolitan Council of the Twin Cities

lead to changes in the broader civic infrastructure in the community.

While Living Cities did not define the indicators for a changed civic infrastructure, the evaluation found that TII's influence has the potential to generate longer-term, deeper, and more transformational impacts on the beliefs and paradigms in the community and on how different sectors work together. These are the types of system change that come closest to what Donella Meadows considers the highest impact leverage points in systems—changing the goals of the system and the general paradigm out of which the system arises.<sup>6</sup>

## Transformational Thinking

**There is evidence that in some of the sites the focus on equity has moved beyond the traditional stakeholders and has become part of a more deeply embedded frame in multiple systems.**

While each TII site started its work with clear goals related to low-income residents, in many cases these goals were already embedded in the work within some of the

## THE CIVIC INFRASTRUCTURE

Living Cities had very ambitious goals related to TII. Beyond the direct outcomes related to the work of the sites that it was directly funding, there was an expectation that the initiatives would lead to a new way of working that was more integrated across systems, sustainable beyond the terms of any one political leader, and more accountable for results. In short, TII would

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<sup>6</sup> Meadows, Donella. (1999). Leverage Points: Places to Intervene in a System. *The Sustainability Institute*.

systems the sites were targeting. For example, many of the sites were working with community organizations and foundations involved in promoting the development of low-income housing. But the focus on equity has now become more embedded in other issue areas. In the case of Minneapolis-St. Paul, the work of Corridors of Opportunity elevated awareness and commitment to advancing equity as an outcome for transit-oriented development. This work has now moved beyond TOD and is having a deeper influence in the community. The economic disparities in the region, and the particular disparity between the region's communities of color and the white community, which while recognized for some time, have risen to a new level of urgency in the community. One example of its impact to date is the incorporation of equity as a core part of the *Thrive MSP 2040* regional plan. A second indication is that equity is now being infused as a major goal of the region's economic development system as reflected in the work of the Partnership for Regional Opportunity, the successor initiative to Corridors of Opportunity. Speeches by the chair of the Met Council and the new mayor of Minneapolis reflect the priority of this goal amongst political leadership in the region. While many factors have led to this change, interviews with many leaders provided strong evidence that the work of CoO was an important contributor to recent efforts to further embed an equity lens in other work in the region.

In Baltimore, making economic inclusion business-as-usual through the use of hiring and procurement for local government projects and by anchor institutions was one of the initial goals of BIP. This focus on economic inclusion has become more deeply embedded in other work in the region beyond Baltimore Integration

Partnership's initial hiring and procurement goals. For example, relationships built at the BIP table resulted in its members, who were also part of the regional Opportunity Collaborative, infusing an increased emphasis on racial disparities and economic inclusion in that group's work. In addition, BIP's adoption of economic inclusion as the overarching goal and the influence this had on its members helped the Annie E. Casey Foundation's race, equity, and inclusion work gain more traction internally and has led to broader connections to important work and products, such as the recently released *Race for Results* report.

### **WCI in Detroit has contributed to a paradigm shift in how the city is perceived.**

A different kind of paradigm shift is taking place in Detroit. In a city that has become the international symbol of urban decline, there is now a competing image that is emerging. As a recent *New York Times* article notes, "Just a couple of years after Detroit slid into what the national news media incessantly called a 'post-apocalyptic' collapse, the city now teems with a post-post-apocalyptic optimism." (July 13, 2014). Clearly, this shift, while still tentative, is not all attributable to the work of WCI. However, the changing investment environment in Midtown, which has been largely influenced by TII-related work in the city, has often been part of news accounts of the more positive signs in Detroit. This is the beginning of a new narrative of Detroit, where the future is not only about managing decline, but also about rebuilding the economy and investing in its future.



## Transformational Processes

**TII work has led to changing the paradigm in some communities about how to address longstanding, complex issues.**

One of the initial tenets of TII was that through working in cross-sector tables, those involved would increasingly recognize that multiple systems needed to be transformed in order to achieve the shared result. While many of the sites started with a more traditional community development frame, over time most of the sites began to see the interconnections across systems. While starting with a focus on affordable housing, for example, the work led stakeholders to realize that addressing the needs of low-income residents required taking on issues related to access to jobs. This meant looking at the workforce system or the small business development system. In short, the paradigms within which some of the key stakeholders have operated have shifted. Thinking about jobs requires stakeholders to look at the transportation system, the workforce system, the business development system, and the broader economic system at work in their communities.

The paradigm for *how* to take on these multiple systems has also shifted in some of the communities, most notably in Minneapolis-St. Paul. In effect, through modeling new collaborative practices, TII has begun to shift how stakeholders in the region approach other challenges—increasing the use of cross-sector partnerships and alignment of resources. The Corridors of Opportunity work has influenced multiple new collaborative efforts in the region, including the new Anchor Partnership, the new workforce collaborative, as well as other new cross-sector tables that have been established over the past couple of years.

There is also evidence of change in the civic infrastructure in Newark, where new relationships between the city, state and philanthropic sectors are enduring and influencing the development of other cross-sector collaborative work. For example, the community is in the process of developing a cradle-to-career network modeled on Strive and informed by the learning related to TII.

## POPULATION-LEVEL OUTCOMES

The Living Cities theory of change did not anticipate that large-scale impact on low-income residents could be achieved in a three-year time period. In fact, as previously stated, these types of outcomes were anticipated after five years. However, it is critical to note that the pathway for the interim system outcomes noted in this chapter, and large-scale result for low-income residents, remain uncertain. Additional work needs to be done to more fully articulate the “plausible theories” for how each of these system changes can impact low-income individuals and to develop better systems for tracking results.



# 4

## Factors Affecting Site Outcomes

### FACTORS INFLUENCING OUTCOMES

#### Living Cities: Selection, Design, and Interventions

- Some of the sites selected were facing economic challenges, were in the early stages of their work, and/or were focused on traditional community development strategies, thus presenting a mismatch with some of TII assumptions.
- The blending of grants and capital was a significant factor in bringing stakeholders to the table, providing resources to support the type of implementation work required, and, most notably, as a forcing mechanism that led sites to understand and address capital absorption challenges.
- The systems frame, while difficult to understand, was perhaps one of the more transformative elements of TII.
- The learning communities were almost universally cited as the most effective and important intervention of Living Cities.
- A downside of the emergent design was the shifting frame, which slowed progress and created some frustration on the part of the sites.

#### Local Site-Specific Factors

- Many of the changes in system dynamics occurred as a result of interactions at the new “tables” established as part of TII, which, with the exception of stakeholders in Detroit, were perceived by those involved very positively.
- The evidence to date does not show a strong link between the structure and operations of the governance groups and the outcomes achieved at the sites.
- Housing the initiative in locally based foundations proved an effective model.
- The role of the initiative directors as “connectors” was a very important success factor, particularly in terms of the emergent outcomes.
- The struggle to identify large-scale results, understand the system challenges, and develop a strategic approach to addressing these challenges, was a gap in almost all of the sites.

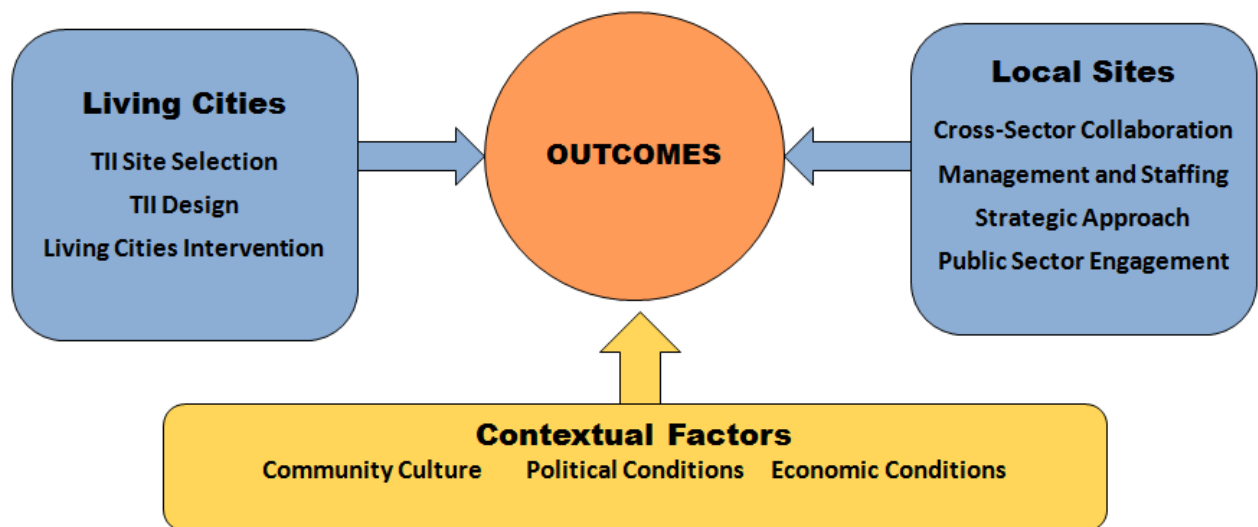
#### Contextual Factors

- A lot of “adjacent” work, competing high priorities, and serious capacity deficiencies can complicate both alignment and level of city engagement.
- The possibility of political change is a given when working on a relatively longer-term initiative with the public sector. Balancing deep political engagement and ownership with the long-term sustainability of the work is a challenge.
- Pre-existing relationships between the philanthropic community and the public sector or amongst other key stakeholders in the community can be a critical factor in making progress on achieving enduring system outcomes.

After only three years of implementation of TII, it is too early to assess with any rigor the contribution that various factors have had on the outcomes. Given the strong adaptive frame of this Initiative and the long timeframes associated with system change work, the types and level of success in achieving enduring change to the systems can vary significantly over the next five years. Finally, as noted, it is still not clear that the interim system outcomes will actually lead to improved outcomes for large numbers of low-income residents in the sites.

With these limitations in mind, this section provides initial thoughts on some of the factors that have been observed as influencing success to date. In some ways, they should be viewed more as hypotheses to be further explored as the Initiative progresses. These factors are divided between the site-specific factors, those more within the control of Living Cities, and the contextual factors that are providing significant challenges (and sometimes opportunities) that are, most often, beyond the control of the Living Cities work.

**EXHIBIT 6. FACTORS INFLUENCING OUTCOMES**



## LIVING CITIES AND INITIATIVE DESIGN

### Site Selection

Given the complexity of TII design, it is not surprising that the selection of the five TII sites did not align completely with many of the expectations and assumptions about the Initiative. Most notably, the five sites that Living Cities eventually selected did not represent the market diversity that was initially anticipated or some of the underlying tenets of TII—changing regional dynamics and accelerating efforts already in motion. The selection of the five sites was clearly a significant factor in the type and level of outcomes achieved after three years.

#### Weak Market Conditions

**The selection of sites that faced significant economic challenges proved to be a barrier to achieving some of the outcomes anticipated through TII.**

The portfolio of sites selected for TII included many of the most economically challenged cities in the U.S. The economic, financial, and fiscal conditions in the country overall further exacerbated the challenges that these cities faced. While the economy overall was in recovery, Detroit, Baltimore, Newark, and Cleveland had all experienced serious issues related to housing foreclosures, vacant land, and job losses during the Great Recession. These realities affected the financing component of the Initiative. The fact that four weak market cities were among the final five TII sites increased lenders' concerns about the repayment risk and what types of lending and financial terms were acceptable, especially when debt was non-recourse.

#### Factors Related to the Living Cities Approach

Site Selection	Weak Market Conditions Early Stage of Work Commitment & Capacity of Public Sector Starting with Defined Strategies
Design Elements	Blending Capital and Grants Use of Three-Year Grants System Frame
Interventions	Learning Communities Staff Role as “Critical Friend” Communicating the Living Cities Frame Strategic Support

## Early Stage of Work

**Most of the sites were in a very early stage in their work, thus limiting the type of “acceleration” that was anticipated in the design.**

TII investments were designed to “harness existing momentum” and to take “promising and transformational initiatives to the next level of impact and/or to link multiple initiatives into a coherent whole.” Although this is the case in some of the funded sites, it is not true of all of the funded sites. While some of the elements of the work were already in motion, such as the anchor work in Baltimore, Cleveland, and Detroit, and the work along the Central Corridor in Minneapolis-St. Paul, the sites did not have cross-sector collaboratives working on these issues, and there was little work across traditional issue silos. Few of the sites had looked at the work from a systems perspective. Thus, in many ways, most of the work in the first year in each of the sites was focused on planning and convening stakeholders.

## Commitment and Capacity of the Public Sector

**The selection process did not sufficiently vet the level of commitment of public sector leadership to TII work, which led to lower than anticipated public sector engagement.**

As part of the application process, cities all included strong endorsements from their leading political figures for the proposed work. And, once the five sites were selected, the mayors from each of the communities assembled for the kickoff. However, except for Minneapolis-St. Paul, the mayors were not significantly involved once the work started. Moreover, in some cases, most notably Detroit, the cities faced

serious capacity challenges due partially to strained fiscal conditions, which made it difficult for the public sector to contribute the staffing and resources initially anticipated.

## Starting with Defined Strategies

**While not envisioned as a traditional neighborhood-based community development strategy, most of the sites targeted a specific and relatively narrowly defined neighborhood or corridor.**

Most TII work in the cities focused on a defined “place,” predominantly neighborhoods within the cities. While Living Cities saw TII as moving away from the traditional community development work of the past two decades, the sites chosen actually saw the work from a primarily community development frame, and targeting specific low-income neighborhoods was part of that frame.

This targeting was a factor in some of the dynamics that prevented full engagement of the political leadership and governance groups. For example, it is often difficult for an elected official to actively target public resources to one part of a city since it requires choosing some places over others. The place-based frame also added to an already complex initiative, which made it difficult for sites to clearly define the shared results in terms of population-level outcomes and contributed to the difficulty that sites had about focusing on systems. In many ways, the “romance of the neighborhood” persisted, with those involved tending to access “the drawer” they know to understand TII, which for many involves neighborhood-based community. While many of the goals at the sites were related to creating economic opportunity for low-income residents, the fact that many of those involved did not

have a deep history working on regional economic development or workforce development made getting to the “systems” issues that much more difficult.

**Almost all of the sites started their work with selected strategies, many of which responded to opportunities rather than a problem they were trying to solve.**

As noted, TII was designed to invest in work already in motion. As a result, it is not surprising that most of the sites already had a predefined strategy on which they were working. Anchor strategies were a major component of the work in three of the sites—Detroit, Cleveland, and Baltimore. Leveraging anchors was seen as an opportunity in the neighborhoods that were being targeted. Similarly, the starting point in Minneapolis-St. Paul was not the issue of equity in the community, but the building of a new regional transit system. This also was seen as an opportunity that, if done with an equity frame, could benefit low-income residents of the region.

Starting with a strategy that built upon identified opportunities made it somewhat difficult to pivot to a frame that asked sites to define the problem and identify shared results that were population-based. It was also difficult for sites to think about this work from a “systems” frame when the strategies were focused on assets and opportunities.

Many of the sites made progress on their deliberate strategies that were associated with the work they set out to do. The mismatch between the initial strategies of the sites, and the push by Living Cities to articulate the problem they were seeking to solve, the systems on which they were focusing, and their shared results, was a source of some frustration throughout the implementation of TII. While most acute in

Cleveland, where Living Cities did not support the initial strategy related to Evergreen Cooperatives, the lack of alignment between where the sites started and the collective impact frame that became an increasing part of the Living Cities approach over the course of the work, may have pace of the work.

## Design Elements

### Blending Capital and Grants

**The blending of grants and capital was a significant factor in some of the outcomes, but not always in the way it was envisioned.**

TII offered sites a mix of market rate commercial debt, below-market program-related investments, and grants, with the expectation that these three sources would provide opportunities to blend capital in new ways and with a more integrated strategy. The assumption was that this blending would allow for new and innovative approaches to achieving greater integration and systemic change. In fact, the requirement that sites use both grants and capital was related to many of the successes at TII sites.

For example, many of the sites noted that it was because of the blending of the funding that they were able to get key stakeholders engaged in the process. Most importantly, through combining grants, PRIs, and debt, the total size of the Living Cities’ investments became large enough to attract attention.

In some of the sites, the financing activity was closely aligned with the larger system change agenda. For example, in Baltimore, the employment agreements tied to The Reinvestment Fund financing have become a model in the region. And, in Minneapolis-St. Paul and in Detroit, the projects that

were financed met the “catalytic” definitions that were established and were important to the system outcomes.

On the other hand, the blended financing, intended to be an opportunity, also became a “design constraint” in many of the sites, but one that was a “forcing” mechanism that led to new learning and system change in the community development finance system. There were many examples of this, but the most notable was in Minneapolis-St. Paul where the difficulty in the early years in deploying the Living Cities capital led to a great deal of exploration about some of the capital absorption challenges in their community.

*“The particular debt might not have been the best, and didn’t have a good fit, but for an initiative to have more than grant money as a tool is very powerful. It created a ton of turbulence, but it is so clear about the kind of focus and relationship development it forced us to have...that improved the system.”*

Mary Kay Bailey, initiative director, Corridors of Opportunity

## Grants

**Having grant funds available to the sites was a critical factor in the success of some of TII work.**

Clearly, the most important benefit of TII grants was to provide backbone support, both the staffing and organizational supports needed to lead the Initiative. This was a significant portion of the grant funds in each site. Having a relatively large amount of grant funds available also provided an incentive for getting some relevant stakeholders involved in the Initiative. The expectation that there would be some funding available for implementation helped the work to be perceived as more than just a “process.” There were resources that could be used to actually take some actions that the governance groups thought could make a

difference. This helped to overcome some skepticism that this was just another planning effort or convening.

Beyond the general benefits related to backbone support and convening power, how the sites used the grant funds provided some evidence that having flexible pools of grant funding was important to some of the outcomes that were achieved. Actual uses

of the funds that have potential for system change included:

1. *Support for emergent learning—grants to fund research and studies.* At one point during the three years, each of the sites contracted out for some type of research study or policy work that allowed for more in-depth understanding of the ecosystem, policy challenges, and areas of opportunity that were relevant to their ability to achieve their shared result. Minneapolis-St. Paul funded some special studies on the transit-oriented development process; Baltimore funded studies of the workforce system, the minority business development system, and anchor inclusion strategies; Newark supported research into factors that affect the integration of health and other non-academic services; and, in Detroit, U3 Ventures was involved in anchor-related research.
2. *Support for pilot programs and projects.* This is an area in which a lot of grant funding was expended, but, in many cases, the potential benefits of the



investment were not fully realized. Examples of some of the pilots that grants funded include Neighborhood Connections in Cleveland, business impact mitigation related to transit construction in Minneapolis-St. Paul, health centers in Newark, neighborhood job centers in Baltimore, workforce development pilots in Baltimore and Cleveland, and the introduction of Interise in Cleveland. While in some of these cases there was an effort to capture and disseminate the learning from this work, in other cases this has not been done, making the pilots really just another “project.”

3. *Support for public sector innovation through staffing.* Interestingly, each of the sites used grant funds to support staff in public agencies. This was done for a number of reasons. In some cases, TII grants mitigated the risks associated with funding a new position. In many of these cases, once TII funding was gone, the position was funded through internal resources. A second reason was to work around public sector hiring barriers. In these cases, there was interest in new capacity and innovative thinking, but the normal human resource channels would not have led to the appropriate staffing of the work. In either case, the evaluation found that the ability to use flexible grants to incentivize public sector innovation was important to some of the system outcomes achieved. (See *Deep Dive Report on Role of the Public Sector.*)
4. *Support for data partners.* As part of TII design, the expectation was that each of the sites would support a data partner. In some of the sites, most notably in Newark and Detroit, the data partner became a part of the system change

work. Beyond providing indicators of the work of the site, the data partner has been part of a more systemic effort to infuse data in the work of the public sector and other partners in those sites.

5. *Incentive for local evaluation.* Living Cities provided matching funds to the sites for the support of local evaluation work. It is unlikely that the sites would have invested in this type of formative evaluation without the grant support from Living Cities. In most sites, the local evaluators became an important part of the feedback loops for the governance groups, providing regular reports of progress as well as the challenges that the sites were facing. This feedback led sites to pivot some of their work over the course of the three years.
6. *Incentive for TII engagement in other adjacent tables.* Having the use of some flexible funds allowed some of the sites to become involved in adjacent work. For example, in Cleveland, small funding helped to strengthen its role in the regional workforce system work, while in Baltimore, support encouraged linkages with the Opportunity Collaborative, the region’s HUD Sustainable Communities initiative.
7. *Support and risk mitigation for the financing work.* Many sites used the grant funds to support capital strategies. Minneapolis-St. Paul and Baltimore used grant funds to provide some general operational support for CDFIs. This allowed The Reinvestment Fund to hire a local staff person to work in Baltimore. As noted, this led to TRF becoming more deeply embedded in the civic infrastructure and also provided a new model for expansion

that TRF is replicating in other locations. Some of the sites used grant funds as credit enhancement, making some of the capital deployment possible.

**The budgeting requirements for sites did not match the emergent nature of the work.**

While the Initiative was innovative and believed in emergent design, the process for allocating and using the grant funds was relatively traditional, with most sites being tied to (or at least believing they were tied to) the allocations developed at the outset. Living Cities asked sites to develop three-year budgets as part of their initial grant agreements. In some cases, such as Minneapolis-St. Paul, the budget basically allocated all the grant funds for a defined set of activities over the three years and made commitments to local organizations. In other sites, notably Cleveland and Newark, the work was relatively undefined at the outset. As a result, they had more flexibility over the three years to shift the grant budget. However, some of the large grant commitments made by the sites in their initial budgets proved to be not as relevant to the work as their system strategies emerged.

## **System Frame**

**The system frame, while difficult to understand, was perhaps one of the more transformative elements of TII.**

Moving beyond delivering programs to instead *focusing on transforming systems* was one of the defining goals of TII from its establishment, and a critical thread that ran through the entire work. Key to the design was infusing in the work of the sites the perspective that to achieve population-level impacts sites would have to develop strategies that sought to change behaviors and practices within complex systems. TII conceived the programmatic and project-based work as only a means to help in identifying system barriers. While a key tenet of TII, this has been one of the most challenging pieces to apply and implement. Many of the sites started out with a very strong orientation toward project- and place-based work. Looking at systems was a difficult transition.

By the end of the three years, there was evidence that thinking had shifted and many of those involved in the work were beginning to look deeper at the systems in which they worked, as well as the intersection of multiple systems that would impact the results they were trying to achieve. Each of the sites made modifications to its strategies that reflected a greater system orientation. For example, in Baltimore and Cleveland, the work evolved from a strong programmatic orientation to focusing more on broader systems involving workforce development, small business development, and the relationships with anchor institutions.

## Living Cities Interventions

Living Cities' management was characterized by very deep engagement of senior-level staff. This section examines the types of staff involvement and its role in site success.

### Learning Communities

**Learning communities led to strengthening of the site teams, cross-site sharing and learning, adoption of new frames and processes for the work, and exposure to practice and knowledge in specific fields of work. The learning communities were almost universally cited as the most effective and important intervention of Living Cities.**

Site teams considered the 10 learning communities to be a time of focused, productive work that assisted in accelerating their progress. In particular, participants highly valued the one-day pullout sessions on anchors, small business, and data.

### Goals of Living Cities Work with the Sites

- *Alignment:* Bringing TII local efforts into alignment with the overall approach and principles that Living Cities had developed for The Integration Initiative.
- *Accelerating Progress:* Speeding up the formation of the governance groups and the actual strategic work of the sites.
- *Team Building:* Helping to support new relationships amongst stakeholders within each site, across the sites, and between Living Cities and site leadership.
- *Accountability:* Ensuring that the sites are focused on results and that meaningful reporting mechanisms and evaluation structures are in place.

Previous formative reports to Living Cities provide detailed analysis of the success of Living Cities in achieving these goals.

*"Of the 110 stakeholders from the sites responding to the survey, 76 reported attending at least one of the learning communities and, of these, 91 percent reported that they applied what they learned to their work."*

2013 Stakeholder Survey

## TII LEARNING COMMUNITIES

Living Cities designed and hosted 10 learning communities over the first three years of TII:

1. **February 2011:** Introductory day for the local evaluators, an introduction to catalytic investing, and learning sessions focused on adaptive leadership.
2. **June 2011:** Pullout day focused on anchor institutions, and learning sessions looking at civic engagement, smart subsidies, and sessions on reframing how one talks about race and place.
3. **October 2011:** Focus on economic vitality, federal policy, and results-based accountability. In addition, there was a pullout day for the national and local evaluation teams as well as the site leaders.
4. **February 2012:** Small business pullout day and a focus on national policy and economic development as well as adaptive leadership. Topics of other sessions included Formative Feedback, Lessons from the Empowerment Zones, Capital Absorption, Making the Governance Table the Best It Can Be, and Working with Opposing Values Frameworks.
5. **March 2012:** Living Cities convened an Anchor Institutions Design Lab that brought together public, private, and philanthropic leaders representing diverse fields. Representatives from the Baltimore, Cleveland, and Detroit sites participated in this event.
6. **April 2012:** While not a TII-specific learning community, TII teams from Baltimore, Detroit, and Minneapolis-St. Paul joined Living Cities grantees from Denver and San Francisco at a two-day transit-oriented development workshop that focused on integrating equity with economic development.
7. **June 2012:** Follow-up to the October 2011 adaptive leadership pullout day with the Initiative directors.
8. **October 2012:** Pullout day focused on using data to inform system change work and drive decision-making. The remaining two days were designed to help sites accelerate their system-level work and involved a considerable amount of work on adaptive leadership and team problem solving.
9. **March 2013:** Pullout day focused on capital, which explored the capital absorption framework and the concept of smart subsidy. The two-day learning community had an emphasis on refining site work for system-level impact and strengthening the skills of leaders to address complex problems to achieve impact. Session highlights included work on Results Based Accountability with the Annie E. Casey Foundation, Collective Impact with Strive, and Increasing Public Sector Engagement.
10. **October 2013:** To mark the end of the first round, the learning community included one-and-a-half days of celebration and reflections of learnings from Round 1 and a one-day kickoff of Round 2. The Round 1 segment featured panel discussions of cross-site speakers on the topics of workforce, small business, public sector, TOD, collective impact, and capital. The Round 2 segment reinforced Living Cities frames and levers and provided sites with exercises and methods to strengthen their results statements and strategies.

**Content-Specific pullout sessions had some direct impact on the work in the sites:**

- In **Detroit**, exposure to the small business development programs of the Neighborhood Development Center in St. Paul during the small business pullout day led to inviting Mike Temali from the Center to visit Detroit to provide advice on the design of the Global Detroit Neighborhood Development Collaborative.
- Leaders from **Minneapolis-St. Paul** exposed to the anchor pullout day developed an entirely new initiative around anchors along the Central Corridor.
- In **Newark**, the October learning community on data and population-level outcomes, provided an epiphany about how the work could be grounded. It also resulted in the Mayor's Office agreeing to make Brick CitiStat more widely available to the public.
- The small business pullout day introduced **Cleveland** to Interise.

Learning communities also had work sessions related to adaptive leadership and complex systems that built upon each other, adding to their strength. This work created a mutual understanding and shared language amongst team members. Many of those interviewed felt this training was useful to their work back home.

Another benefit of the learning communities was in building relationships across the sites. As a result of this relationship building, initiative directors increasingly turned to each other for

support and counsel outside of Living Cities-organized interactions. In addition, they independently organized learning-oriented visits to each other's cities.

**Living Cities Staff Role as "Critical Friend"**

**By the end of the three years, both the initiative directors and many of the philanthropic partners viewed the Living Cities staff as key advisors who challenged sites to pivot their work in positive directions.**

Much of Living Cities work with the sites involved undertaking site visits and keeping in close contact with site leadership. While initially perceived by many as too intrusive and "heavy-handed," over time, and in retrospect, those most involved in the site work believe that the "push" from the staff was mostly productive. Many of those interviewed noted, in particular, that the site visits, while demanding, were valued as a time to get their team to be more reflective and to take on some of the more difficult challenges. In the day-to-day work and the governance group meetings, there is little time to discuss barriers that impede progress or to problem-solve about some of the more difficult areas of tension.

**Communicating the Living Cities Frame**

**A downside of the emergent design was the shifting frame, which slowed progress.**

There are two related issues here. The first is that TII model to some degree changed over the course of the three years, and, second, there was some lack of clarity around definitions, which made these shifts even more challenging. While there were some foundational elements of TII, the definitions and models that were used by Living Cities staff and consultants shifted over the course of the work. In some cases,

## Living Cities In-person Contacts/Interventions

### BALTIMORE

- Spring 2011 – Site Visit
- May 2011 – Living Cities Board Meeting
- Fall 2011 – Site Visit
- May 2012 – Site Visit (with cross-site visits)
- December 2012– Site Visit
- July 2013 – Site Visit
- September 2013 – Site Visit

### CLEVELAND

- Spring 2011 – Site Visit
- Fall 2011 – Site Visit
- March 2012- Site Visit
- May 2012 – Living Cities Board Meeting
- November 2012 – Site Visit
- June 2013 – Site Visit

### DETROIT

- Spring 2011 – Site Visit
- Fall 2011– Site Visit
- October 2011 – Living Cities Board Meeting
- April 2012– Site Visit
- June 2012– Focus on Governance and Capital
- July 2012– Meeting on Capital
- November 2012 – Site Visit and Capital Absorption Meeting
- June 2013 – Site Visit
- September 2013 – Site Visit

### NEWARK

- Spring 2011 – Site Visit
- Fall 2011– Site Visit
- April – Site Visit
- July – Work Session
- September – Site Visit
- January 2013 – Site Visit
- May 2013 – Living Cities Board Meeting
- September 2013 – Site Visit

### MINNEAPOLIS-ST. PAUL

- Spring 2011 – Site Visit
- Fall 2011 – Site Visit
- April – Site Visit (With Cross-Site Visits)
- September – Visit With Focus on Capital
- February 2013 – Site Visit
- June 2013 – Site Visit
- September 2013 – Site Visit

the changes were the result of “pivots” by staff as they saw the work evolve. For example, in the early stages, Living Cities thought that the governance group had to have certain types of members (i.e., high-level city leadership) and pushed the sites in this direction. As the work evolved, however, Living Cities realized that who was at the table was not formulaic and needed to account for the specific context within which each site operated.

In other cases, Living Cities staff began to emphasize different aspects of the frame over the course of the Initiative, and often without a level of clarity about definitions that was useful to the sites. For example, midway through, as Living Cities learned more about collective impact through its investment in Strive, it wanted to have sites define their results more clearly around “population-level results.” This was problematic for many sites that were not comfortable redefining their outcomes in this way. (It should be noted that Newark found this shift, and the way it was communicated, transformational in terms of its approach.) The difficulty in communicating what was a system change in a positive way was also a problem over the course of the three years.

The challenges both in the clarity of the definition and the communication about the model contributed to some tensions on the part of those working at the sites and in some ways led to the sense on the part of Living Cities that the sites did not meet their expectations.



## Strategic Support

### Sites highly valued targeted interventions by Living Cities, which contributed to sites' capacity.

While TII did not have any formal technical assistance component, there were some add-on site visits around specific issues, general technical assistance and support on some activities, and add-on funding to support the sites' ability to hire extra technical support. There was also an investment in building the capacity of the initiative director. Sites noted flexible funds for additional consulting were very helpful, and flexible funding to initiative directors for leadership development was identified as important to their capacity to lead the work in their communities.

*"I think the Living Cities team played a critical, if underappreciated, technical assistance role in terms of understanding the capital absorption efforts in the market, in terms of lifting up a more horizontal orientation of the stakeholders executing the work on the ground, and trying to challenge and prod wherever it was constructive around core values and principles...it was a collaborative partnership that continued to grow and evolve."*

Bradford Frost, director, Detroit Corridor Initiative

time that TII was designed, the influential work on collective impact had not been published. Thus, while the principles of collective impact were implicit in the initial work, the specific elements that have been widely disseminated through FSG and others were not part of the initial design.

In each city, the governance group guided the direction of the initiative and the

policy decisions necessary to make headway. As initially conceived by Living Cities, this new cross-sector table would influence the work of each site beyond TII-related work and would help to reshape the ecosystem and civic infrastructure at each site in a way that would lead to better outcomes for low-income residents. The composition, structure, and leadership of the governance group, therefore, had a potentially critical role in the success of not only the initiative, but also the likelihood that TII would have a positive, lasting impact on system change.

**Many of the changes in system dynamics—new relationships, new perspectives, and the crossing of traditional boundaries noted previously—occurred as a result of interactions at the new “tables” established as part of TII.**

## LOCAL SITE SPECIFIC FACTORS

Living Cities spent considerable staff time seeking to influence the site work. But, ultimately, how each of the sites approached the work, structured and implemented its governance group, engaged the public sector, and managed the overall Initiative, were within its control. This section considers the degree to which the differences in how the work evolved in each of the sites was related to what each site accomplished.

### Cross-Sector Collaboratives

Creation of a new cross-sector “table” in each of the sites was a core part of the design of TII, but how it was implemented varied significantly across the sites. At the

In each of the sites, some type of cross-sector collaborative was established through TII. These collaboratives became the primary mechanism through which new relationships were built amongst stakeholders that rarely met together

regularly. Involving CDFIs in these groups was a major factor in some of the changes in the community development finance systems and the role of the CDFIs in each community. Similarly, in most of the sites, new relationships were forged between the philanthropic community and staff from city agencies. Discussions about the work of TII in these forums also shifted perspectives and led members to change some of their own policies and practices. Clearly, the cross-sector collaboratives were one of the more significant factors in the system-related changes that occurred.

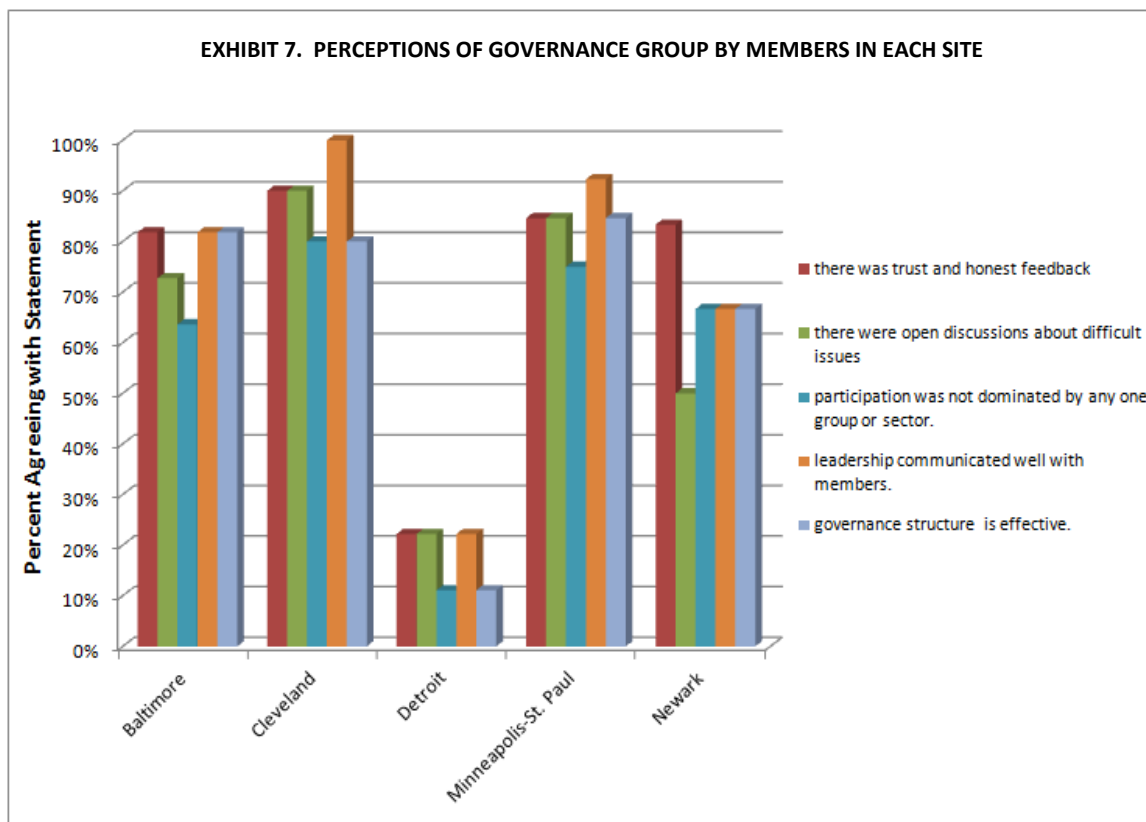
*The majority of stakeholders (56%) believed that the new table was very important to achieving their sites' outcomes, and this is a growing belief, with a 39% increase since 2011 in the number of respondents who reported that cross-sector tables were important to improving the lives of low-income individuals.*

2013 Stakeholder Survey

**With the exception of stakeholders in Detroit, those involved in the governance groups were largely positive about their structure and operations.**

In the 2013 stakeholder survey, the governance group members were asked to assess the governance groups in their sites. The findings provide evidence of the diversity of experience across the sites. In Baltimore, Cleveland, Newark, and

Minneapolis-St. Paul, the vast majority of members viewed the operations, trust, and leadership of their governance in a positive way. However, the members in Detroit did not report very positive views of the structure, communications, and operation of the governance table in their site. (See Exhibit 7.)



## Diversity of Structures of Governance Groups

*There was no blueprint to the size, structure, and leadership of each site. Governance group size ranged from 17 in Baltimore to 32 in Cleveland.*

TYPE ONE	<p><b>NEWARK AND DETROIT</b></p> <ul style="list-style-type: none"> <li>• Active, but small, steering committee or executive committee that meets regularly to oversee the work of the initiative director, review progress, and set the direction of the work.</li> <li>• Primarily “doers.”</li> <li>• Larger group formed but never “jelled” – met on ad hoc bases and then stopped meeting.</li> </ul>
TYPE TWO	<p><b>MINNEAPOLIS-ST. PAUL</b></p> <ul style="list-style-type: none"> <li>• Membership primarily “influencers,” including multiple elected officials including mayor of Minneapolis, suburban mayors, chair of the Met Council, and county executives.</li> <li>• Formal monthly meetings with public agendas, online minutes, agreed upon processes.</li> <li>• Consistent, high level co-chairs over the three years.</li> </ul>
TYPE THREE	<p><b>BALTIMORE AND CLEVELAND</b></p> <ul style="list-style-type: none"> <li>• Membership includes “influencers” and “doers,” but no elected officials.</li> <li>• Nested tables— with active working groups involving many stakeholders.</li> <li>• No consistent leadership with shifting co-chairs.</li> </ul>

**The evidence to date does not show a strong link between the structure and operations of the governance groups and the outcomes achieved at the sites.**

No strong findings have emerged so far in the process that would provide evidence that any specific structure to the governance group was particularly important in terms of achieving the outcomes. Clearly, while Detroit and Newark did have a small core leadership group from the nonprofit and philanthropic communities that led the initiative, they did not have a broader “table” as envisioned in the design of TII, nor many of the elements of collective impact. In the case of Detroit, the core leaders involved, including the Kresge Foundation, did not find that the “one table” model contributed to the work they were doing, and their takeaway from the experience has been to actually question the model. Given their focus on development and anchor work, both of which are highly transactional, they were able to achieve many of the intended outcomes without engaging a broader cross-sector group of stakeholders.

Similarly, while the Policy Board in Minneapolis-St. Paul shared goals around equitable transit development, it had the most difficulty in articulating the problem it was trying to address and developing specific shared measures it would use to guide the work as envisioned in the collective impact literature. However, the Policy Board was able to achieve significant outcomes in terms of the broader civic infrastructure—helping to embed the issue of equity in the region’s work and modeling a new way of collaborative work. And, many of the outcomes that were achieved, particularly around community development finance, were emergent, and developed as a result of some of the working groups.

## Management and Staffing of the Initiative

### Housing the initiative in locally based foundations proved an effective model.

Locally based foundations were the predominant home of the initiatives. In most cases, the initiative director was an employee of a philanthropic institution and was housed within its offices. In the case of Newark, while the New Jersey Community Foundation was the fiscal agent for the initiative, staff were not foundation employees and were housed in separate offices. Other than in Newark, the foundation lead provided some support in terms of supervision of staff as well as other back office support. In the case of Detroit, the local CDC, Midtown Detroit, Inc. was the home of the initiative as well as a service provider, being responsible for community outreach, anchor strategy coordination, and fundraising. Rather than hire a new staff director, the director of the CDC played the role of initiative director over the three years, hiring other staff to support her in this role. Given this dual role, a sizeable share (35 percent) of TII

grant funds were used to fund Midtown Detroit, Inc. staff and operations. This model was found to be challenging given the multiple roles that the CDC director had to play.

### The role of the initiative directors as “connectors” between multiple tables and systems was a very important factor, particularly in terms of the emergent outcomes.

The capacity and leadership of the staff at each of the sites grew substantially over the course of the first three years. The initiative directors, in particular, played a critical role at many levels. The directors staffed the governance groups, were the key liaisons with Living Cities, and were responsible for ensuring that the milestones that the Initiative developed were met. But, perhaps the most important role they played was in making connections between TII work and other related work in the community. Over time, the TII initiative directors started to participate in other “adjacent” efforts and were able to better align complementary projects and initiatives with their sites’ goals and strategies. This role of intersecting with other collaboratives in their community or in initiating new relationships across traditional issue area silos moved TII work beyond the core activities that were initially identified and was a key factor in some of the changes in the system dynamics that were identified in each of the sites as well as some of the emergent strategies that were developed.

#### Diversity of Backbone Organizations

**Baltimore:** Foundation Consortium

**Cleveland:** Community Foundation

**Detroit:** Community-based Organization

**Minneapolis-St. Paul:** Community Foundation

**Newark:** Community Foundation as Fiscal Agent

## Development of Strategies

**Developing deliberate system change strategies designed to achieve clearly defined results was an area of weakness in all of the sites.**

The struggle to clearly define the problem they were seeking to address, identify a large-scale result, understand the system challenges, and develop a strategic approach to addressing these challenges, was a gap in almost all of the sites.

Working within a systems frame in multiple sites and in multiple systems was a new and exploratory effort. While there was substantial work by Living Cities staff endeavoring to help sites clarify the results they were seeking to achieve and mapping the systems related to achieving these results, in practice few of the sites developed very deliberate strategies with clear action steps focused on the results they were seeking to achieve. Some of the challenges that limited progress in this area included:

- *Starting with a place-based/neighborhood approach.* Each of the sites started its work by targeting specific places within the community, usually neighborhoods. Identifying clear population-level results when there was a mixture of place-based and people-based strategies proved to be difficult. In particular, developing indicators that accurately captured the progress of

residents of a neighborhood over time was extremely problematic.

- *Failure to undertake in-depth system mapping.* Few of the sites invested the time and resources upfront to clearly define the systems in which the site was intervening, the current barriers within

these systems, and how addressing these system barriers would lead to broader impacts on low-income residents. While each site engaged in a process with its local evaluators on the development of a theory of change, which should have helped to clarify the problem and pathways to change, the sites did not reflect a deep understanding of the system issues nor identify any hypothesis that was to be tested through the work.

- *Insufficient attention to strategic interventions.* As noted, most of the sites started the work with a developed strategy and did not go through the process of identifying the shared result and then assessing what would be the highest leverage strategies for achieving the result. Thus, in many cases, the “plausible” theory about why a specific intervention would lead to improved outcomes for low-income residents was not articulated. The result was that in many sites there was a disconnect between some of the strategies they pursued and their articulation of the results they tried to achieve. This is

*Pursuing an effective system change agenda requires, “(1) understanding different perspectives concerning the problem situation; (2) locating root causes to systemic problems by identifying system parts and their patterns of interdependency that explain the status quo; and (3) using this information to identify leverage points that will cultivate second-order change (i.e., paradigm shifts in how a problem is perceived and what strategies are used to address the problem).”*

Foster-Fishman, Nowell, Yang, 2007

most clear in the case of the procurement work in three of the sites where there remains a gap in the theory about how this work will lead to net new jobs for low-income residents living in the targeted communities.

- *Taking on too much.* Many of the sites initially interpreted TII's purpose as more of a comprehensive community initiative and, therefore, developed multiple strategies to get to a relatively broad set of outcomes. This was most notable in Detroit, which initially set out to address everything from early childhood education to business location. But, almost all of the sites started the work with many different strategy areas. They were involved in workforce development, affordable housing, economic development, and transportation. And, in some cases, the governance group assembled for the work did not have expertise in all of these areas.

The result of these challenges was that the system work was not as strategic as it could have been, and this could potentially limit the scale of population-level outcomes that could be achieved.

## Leadership

**A small, core group of philanthropic, public sector, and nonprofit leaders was an essential ingredient in each site.**

Perhaps more important than the structure and operations of the "table" was having a core group of leaders who owned TII work, were well networked within their community, and were able to apply their stature and resources towards TII's agenda. For example, in many sites, having an agency head or other public sector leader who championed the site's agenda was

very important to achieving outcomes relating to public sector innovation, changes in funding flow, and other public sector system change. These champions included Cleveland's director of economic development, Baltimore's housing commissioner, and members of the Metropolitan Council in Minneapolis-St. Paul. Foundation leadership was critical in each site, with senior staff often championing the initiative and leading some of the work. In some sites, the CDFI played a critical leadership role and was part of the core group leading the work. This was particularly true of NJCC in Newark and Capital Impact Partners in Detroit.

### Alignment with Mayoral Priorities

**Baltimore:** Mayor Stephanie Rawlings-Blake's major defining goal for her administration was attracting 10,000 new families to Baltimore, not a focus on low-income residents in TII neighborhoods.

**Cleveland:** While the mayor was aligned on economic inclusion, anchor strategies were not a top priority.

**Detroit:** Detroit Works/Detroit Future City and the fiscal crisis were major priorities during TII time period, not Woodward Corridor.

**Minneapolis-St. Paul:** Transit lines were a major priority of both the mayors of Minneapolis and Saint Paul.

**Newark:** The mayor was aligned with TII, with data-based decision making and student success a major priority of Mayor Booker.



## CONTEXTUAL FACTORS

### Political Conditions

**A lot of “adjacent” work or competing high priorities can complicate both alignment and level of city engagement.**

The issue of TII alignment with site priorities is made more difficult when a community’s key leaders have articulated a clear, yet different, agenda or when they have committed to another significant initiative. While TII work was usually not in conflict with the city’s priorities and often aligned with priorities of agency staff, at most sites their primary focus was not the primary focus of city political leadership. This lack of alignment affected the level of city engagement in TII as well as progress in some of the system change work. The prioritization of goals affects the willingness of elected officials and department heads to fully endorse and implement TII-related priorities. Second- and third-tier public sector priorities are unlikely to receive a significant level of energy and attention.

**Serious capacity deficiencies in city government make it difficult for the public sector to play an important role at the governance table or in the implementation of TII-related activities.**

Weak capacity within public sector agencies, such as a lack of staff resources, outdated IT systems, or ineffective standards and processes, affects their ability to play a strong role in a cross-sector collaboration or as an implementation partner. For public sector representatives to effectively participate in cross-sector partnerships, their agencies must have the resources to address issues of staff capacity, including staff development, hiring qualified staff, reducing staff turnover, and managing workloads.

These challenges were most evident in Detroit. The city’s capacity issues included lack of funds and staff to support and implement TII strategies (for example, a lack of financial resources affected the city’s ability to purchase software needed to automate permitting) and lack of capacity to manage non-TII funding streams, including core federal ones, and use them to advance the site’s policy and place-based goals. While the issues in the other sites were not as extreme as in Detroit, lack of staff capacity, including technical knowledge required to implement new systems/processes/procedures, was a challenge at many TII sites.

**Political transitions can be positive or negative. The real issue is the timing of the change, the agenda and priorities of the elected officials, and the stability of agency leadership championing the initiative.**

The possibility of political change is a given when working on a relatively longer-term initiative with the public sector. Fortunately, the mayoral administrations in TII cities were relatively stable over most of the course of the Initiative. However, in Detroit, there was a high degree of political instability due to the city’s fiscal crisis. And, in the last year of the Initiative, the transition of Cory Booker from mayor of Newark to U.S. Senate, virtually halted much of the work at that site. It is unclear at this point whether the level of engagement of many of Mayor Booker’s staff will continue under the new Baraka administration. There was also a change in the mayor of Minneapolis in the last year, but the transition and timing, while having some impact, did not have the same level of impact as in Newark.

Beyond the cities, there were also issues related to the political leadership at the state and county levels. County governments in both Cleveland and Detroit faced instability in their leadership ranks due to corruption scandals, making it difficult for the sites to engage county government in the process. Michigan, Ohio, and Minnesota all had a change from a governor of one party to a governor of another, and all three sites were affected by this leadership change. In both Detroit and the Minneapolis-St. Paul, the change in the governorship proved to be positive. In Minnesota, the new governor has a strong commitment to transit and affordable housing. He appointed new members of the Metropolitan Council who shared his goals, most notably, a new chairperson who was a strong advocate of equitable development and transit-oriented development. This change in the composition of the Metropolitan Council, which happened during the early stages of TII, led to the Metropolitan Council being a key partner in the Corridors of Opportunity and a champion of its work. For Michigan, the new governor was interested in urban policy and supportive of efforts to revitalize Detroit, including the Woodward Corridor Initiative in particular.

The transition from Governor Strickland to Governor Kasich in 2011 presented a challenge for Cleveland. First, the new governor did not prioritize urban revitalization, which limited the possibilities for TII alignment with state efforts. More importantly, the governor initiated a major reorganization of state economic development functions, decentralizing the state's economic development activities and creating a private, nonprofit economic development entity focused on attracting and retaining jobs, JobsOhio. With so much change happening, it took quite some time

for Cleveland's Economic Inclusion Management Committee to decide how to engage state government, and the Initiative has yet to find an interested champion beyond the work of a JobsOhio staff person situated at BioEnterprise who supports the supply chain attraction strategy.

## Community Culture

**Pre-existing relationships between the philanthropic community and the public sector, and experience working in multiple sectors amongst those involved in the work, can be a critical factor in making progress on achieving enduring system outcomes.**

In Baltimore, Cleveland, and Minneapolis-St. Paul, some of the philanthropic staff involved in TII had previously worked in those cities' governments. These former public sector staff gave the governance tables a better understanding of how to work with the public sector and more credibility with city government.

On the other side, in Detroit, a history of conflict between philanthropy and the city made the ideal of shared ownership more difficult to achieve. And, in both Detroit and Cleveland, a history of challenging relationships amongst the different foundations in the community may have also constrained the scale of outcomes that those two sites were able to achieve.

## 5

## Outcomes beyond the Five Sites: National Influence

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### SUMMARY OF FINDINGS: INFLUENCE BEYOND THE FIVE SITES

- There were five areas of knowledge emerging from TII site work that Living Cities explored in more depth: capital absorption, the anchor work, cross-sector partnerships, and the two “deep dives” on small business and public sector engagement that were part of the evaluation.
- TII has influenced work in many locations beyond the five selected sites through the replication activities of the Boston Federal Reserve Bank, the capital absorption workshops, and new practices by CDFIs involved in TII, outside of TII sites.
- The work on anchor institutions has not had a significant influence in the field, while the research and publications related to cross-sector partnerships are becoming part of the collective impact knowledge base.
- Much of the influence was based on learning about what was not working, primarily in the area of capital.
- While exposure to TII framework, design, and implementation process did not have a significant influence on Living Cities members’ grantmaking activities, it was influential in the design of the Citi Foundation Partners in Progress initiative.
- The work of TII has had a significant influence on Living Cities itself and served as a “learning lab” that has shaped the organization’s approach to addressing the challenges of low-income residents of cities.
- Influence emerged primarily through deep senior-level Living Cities staff engagement with the sites and their commitment to draw and share learning from their experience.
- The most influence has been achieved as a result of working directly on TII and by exposure to Living Cities staff through speaking engagements.
- Without active efforts by Living Cities staff to disseminate findings and engage practitioners, the knowledge products do not have much direct influence in the field.

## GOALS AND TOOLS OF LIVING CITIES INFLUENCE WORK

In designing TII, the clear intent of Living Cities was to create new knowledge and learning and to utilize this learning to help transform systems that connect low-income people to opportunities *beyond the five sites* being supported in the Initiative. Thus, in addition to looking at the work in each of the sites, the evaluation sought to address the following evaluation questions related to the “right side” of the theory of change—the influence of TII beyond the five sites:

1. What mechanisms were used to capture and disseminate learning from the five TII sites?
2. Has the learning related to TII led to changing investments, policies, and/or practices beyond the five sites?
3. Has the learning related to the five sites affected the thinking or practices of the members of Living Cities?

This section of the report looks first at the process for capturing and disseminating the learning that was associated with TII work, and then looks at the outcomes in terms of the field in general and the specific influence on the Living Cities members and the organization itself.

## KNOWLEDGE CAPTURE AND DISSEMINATION

The first formative report to Living Cities noted that while the “right side” of the theory of change for TII—the national influence-related outcomes—was clearly a significant component of the theory, in practice very limited time and effort were focused on fleshing out how the learning and work at the sites would lead to knowledge and influence that had an impact beyond the given sites. Moreover, for most of the period in which TII

operated, Living Cities itself had limited capacity. It did not have a communications director, a system of knowledge capture, or a contact management system. While a strategy related to capturing the learning from TII and strategically influencing members and the field was eventually developed, as compared to the site work, the level of resources and staff time devoted to this side of the work was very limited. Formal attention to capturing learning and disseminating knowledge gained from TII experience was primarily occurring on an ad hoc basis. For the most part, knowledge capture emerged as the work proceeded.

## Knowledge Capture

Most of the knowledge capture related to TII involved Living Cities staff reflections on what they were learning through their involvement with the sites. From its inception, the lead staff involved had a very strong learning orientation. Given the emergent nature of TII’s design, lead staff were in a constant cycle of reflecting on both the Initiative overall as well as the progress in each of the sites. Feedback loops included the formative reports of the national evaluation team, the use of emergent learning practices, as well as consistent efforts to garner feedback from site leads. Modeling what they were promoting for sites through the learning communities, the staff often took a “balcony” view of their work and pivoted the Initiative’s design based on what they were learning.

Beyond this more informal knowledge capture, there were five efforts to dive more deeply into what was being learned through the site work. This involved the work around capital absorption, the learning related to the anchor work in multiple sites, the research on cross-sector

partnerships, and the deep dive reports on small business development and the engagement of the public sector.

**Capital Absorption Framework.** One of the earliest areas of learning that emerged from TII was related to the difficulty in finding the appropriate CDFI to work with each site. The issue of CDFI capacity became evident very early as applicants for TII struggled to identify CDFIs with whom to partner on the effort that had both the expertise and financial capacity needed for the initiative. In addition, it became clear as the work developed that many of the CDFIs operating in each of the sites were not highly engaged in the civic infrastructure. These findings led Living Cities staff to discuss this challenge with many national leaders involved in community development finance, and some of these early findings were presented in national forums. This new awareness also led Living Cities to rethink what the major challenges were in community development finance, and to conclude that the major issue was not one of capital supply, but the ability of urban communities to “absorb capital.” Working with David Wood at the Initiative for Responsible Investment at Harvard University, Robin Hacke of Living Cities developed a white paper for the field, *The Capital Absorption of Places*, released in March 2012, which developed a new paradigm for thinking about this issue, and has engaged researchers and others in the CDFI field for help in thinking about the implications of this work.

**Anchor Strategies.** Working with anchor institutions was a significant part of local strategies in three TII sites: Cleveland, Baltimore, and Detroit, and an emerging part of the work in Minneapolis-St. Paul. Given this focus, Living Cities convened a separate pullout day at the second learning

community that brought together representatives from anchor institutions who had been working with their local communities as well as national experts who had developed frameworks and processes related to working with anchor institutions. While this full-day meeting surfaced many of the challenges and opportunities related to the anchor work in TII sites and throughout the U.S., Living Cities concluded that more work needed to be undertaken to develop a fuller framework for thinking about how anchor institutions could be an engine for reinvestment in urban low-income neighborhoods. As a result, Living Cities organized an “Anchor Institution Design Lab” in March 2012, which included over 100 leaders working within anchor institutions as well as individuals with expertise in economic development, workforce development, and community development, with the goal of developing a refined framework for thinking about work with anchor Institutions. The findings from this lab were assembled in a report. In addition, Living Cities commissioned Kim Burnett to interview stakeholders involved in the anchor work at TII sites and write a policy paper, *Advancing Anchor Procurement Strategies: Early Stage Findings and Next Steps for the Field*.

**Cross-Sector Partnership Research and Case Studies.** Over the course of their work on TII, Living Cities staff began to focus more attention on what they were learning generally about collaborative change, and more specifically about cross-sector groups that were involved in these types of initiatives. This interest and work emerged from the learning and on-the-ground work with TII sites. Looking at what was happening in each of the sites, staff began to think more deeply about what makes cross-sector partnerships effective and

engaged in research and analysis that led to the development of a cross-sector partnership taxonomy. This work resulted in the publication *What Barriers? Insights from Solving Problems through Cross-Sector Partnerships*, “a strategic framework for cross-sector partnerships which describes and defines a set of traits that make up a strong foundation, factors that accelerate or limit success, and behaviors that are necessary for high-impact partnerships.” In addition to this work, Living Cities staff published four more in-depth case studies of cross-sector partnerships from around the county to further capture learning and contribute to the field’s knowledge. Alison Gold of Living Cities, author of this work, has worked to engage practitioners through having them “test” some of the findings and participate in the development of a cross-sector partnership assessment tool.

*“[Open sourcing knowledge] demands that knowledge and communications not be an add on, a centralized PR function, or a nice-to-have, but instead must be a core part of how we all do our day-to-day work. Only through this ‘new normal’ of openly sharing and engaging around ideas and information in real time—from an early-stage hunch or idea to an emerging approach that requires more testing—can we extend our impact beyond the limitations of our resources and inspire others to join us in doing the same.”*

Ben Hecht, president and CEO,  
Living Cities

**Evaluation.** Living Cities engaged the national evaluation team as learning partners throughout the TII process. This involved not only designing evaluation products such as annual formative reports that would provide insights into the design and implementation of the initiative, but also identifying areas of specific learning that the team thought would be important. This led in the second year to developing two deep dive reports, one on public sector innovation and the second on the small business development work at the sites. Living Cities gave the evaluation reports to the sites, developed sessions at the learning

community based upon the findings, and shared the work on its website. Finally, given the multilayered structure of the evaluation, Living Cities supported three all-day learning communities in which the national and local evaluation teams shared their learning and co-developed some of the frameworks for the evaluation.

## Knowledge Dissemination

Living Cities’ knowledge strategy is based on the concept of open sourcing. Given this approach, Living Cities staff have both written about and presented their early learnings from TII through multiple venues. This has included writing articles for national publications, using the Living Cities website and blog to write about TII-related learning, introducing a new online quarterly publication, *At the Table*, featuring news and lessons from TII, making presentations at many conferences and other venues to tell TII’s story and to begin to surface and disseminate some early learnings, and, finally, sharing TII’s experience and learning with members at board meetings.

Living Cities commitment to open-sourcing knowledge increased dramatically towards the end of the first round of funding of TII. A specific staff cluster on Knowledge and Impact was created that developed a much more strategic approach to capturing knowledge and sharing knowledge with the field.



## OUTCOMES OF KNOWLEDGE WORK

While, as noted, Living Cities did not have an explicit strategy about whom it wanted to influence and how it wanted to influence them, nor significant staff capacity in this area, there is considerable evidence that TII, and learning emerging from TII, is having an influence beyond the five sites selected to be part of the Initiative.

### Field Influence: New Urban Practice in Other Cities

The following section reviews the evidence of the influence beyond the five TII sites that was documented through the work of the evaluation.

**TII was an important influence on both the design and the implementation of the Massachusetts Working Cities Challenge. The Federal Reserve Bank of Boston (FRB) is now implementing the effort in six communities in Massachusetts: Lawrence, Chelsea, Fitchburg, Holyoke, Somerville, and Salem.**

The FRB designed and is now implementing an effort focused on small cities in Massachusetts that TII has influenced significantly. The FRB had been undertaking research on the factors important to the revitalization of small cities and had been doing significant research on Springfield, Massachusetts, as well as small cities that have successful revitalization efforts. This work led the FRB staff to consider developing some type of program focused on small distressed cities in Massachusetts.



As FRB was considering this work, a senior staff person attended two conferences in which Robin Hacke of Living Cities presented the capital absorption framework and mentioned TII. Seeing similarities in their work, FRB staff contacted Living Cities about collaborating on an effort to essentially replicate TII in small Massachusetts cities. These conversations evolved into the Working Cities Challenge. According to FRB staff, Living Cities staff have played a critical role in how the initiative was designed, how sites were selected, and how it is now being implemented.

The Working Cities Challenge is now influencing other Federal Reserve Banks where elements of TII are being replicated. For example, the Federal Reserve Bank of San Francisco is considering a TII-like initiative related to social determinants of health. Moreover, it is likely that there will be additional rounds of the Working Cities Challenge both within Massachusetts, where recent economic development legislation included an additional \$1.5 million to expand the work in that state, as well as a plan to reach other cities in New England. The Working Cities Challenge has also had influence on a number of other efforts including HICcup, a national group that is sponsoring the Way to Wellville, a national challenge among five communities over five years to make significant, visible, and lasting improvement in five measures of health and economic vitality.

*"They [TRF] hadn't ever really had a person with the role I had before...having somebody who can be tapped with not just the straight pipeline building, but relationship building, not only with borrowers, but with funders, peer CDFIs, and the public sector. That sort of role has gotten a lot of traction within TRF."*

*Dana Johnson, vice president and market leader, The Reinvestment Fund."*

### **The process of applying for the initial TII grant led to new ways of working in the cities that were not selected: Albuquerque, New Orleans, San Francisco, Chicago, and San Antonio.**

Early interviews with TII finalists that did not receive funding found that the momentum created through the application process led to the continuation of relationships and initiatives developed from this process. San Antonio reported that it continued to "stay around the table" created through TII process. Most notably, the same group of stakeholders came together for a successful application to the

federal Promise Neighborhood and Choice programs. Those involved in the Chicago proposal continued to work in partnership with the city of Chicago and the Community Trust to create a new CDFI that provides a way for the public sector and the foundation to blend money and leadership to support technology projects. In Albuquerque, stakeholders also found the ecosystem mapping process extremely helpful and

used it as part of their larger collaborative processes. The convening that took place through TII also helped to create new relationships that may have sustaining impacts. For example, new relationships were developed between some of the Native American tribes and schools, and school principals were introduced to new opportunities linking education to housing

in an urban setting. Finally, the work in San Francisco helped those involved in the housing arena better understand the importance of workforce development and its role in creating opportunities for low-income residents. Currently, a multi-sector task force on workforce development and education is in formation, and \$2.5 million in private funding has been committed to support the work. Living Cities has selected four of these sites — Albuquerque, New Orleans, San Antonio, and San Francisco — as part of the second phase of TII funding.

*"We now see what impact we can have as one of a group of players that are involved in a community development investment strategy, and it is an important one."*

Terry Simonette, president and CEO Capital Impact Partners

**Daylong workshops on capital absorption designed and run by Living Cities staff in Pittsburgh, Kansas City, Salt Lake City, Denver, Chicago, San Francisco, Seattle, Los Angeles, and New Orleans have led to follow-up activities in many sites.**

Living Cities has presented the capital absorption work widely and many individuals in the field have adopted its language and thinking. It provided clarity to some things the field was experiencing but had not articulated clearly. The framework has come up and been influential in convenings amongst CDFIs, federal policymakers, and philanthropy. Beyond the general influence on thinking, Living Cities staff and its consultants have conducted all-day workshops in a number of communities that have brought together a cross-sector group of stakeholders to apply the framework to their community in order to identify challenges in capital deployment and develop a strategic approach to addressing the challenges that surfaced. While the follow-up to these workshops has been mixed, interviews with several communities found that issues

surfaced during the workshops and new relationships developed through the workshops are leading to some new work in the communities. For example, the workshop in Chicago started a discussion

about a new planning framework that the city is in the process of implementing. In Denver, the steering committee for the workshop met immediately and developed a strategy that included establishing an Impact Investment Learning Network and Impact Investing Annual Report Card for the Denver

region. In the Bay Area, workshop participants prioritized the six target strategies that were paramount to achieving the region's shared priorities and implementing Plan Bay Area.

**Interviews with the CDFIs involved in TII found evidence that their experience as part of TII is having an influence on their work in other communities.**

The two CDFIs that were brought into TII sites from outside the community, Community Impact Partners and The Reinvestment Fund, had not engaged deeply in other communities prior to their work as part of TII. While CIP had previously focused on competencies in particular markets, due to its engagement in Detroit it is now focusing on the potential of intensive place-based strategy in other communities. While TRF had worked beyond its home base of Philadelphia in the past, it was through its investment in Baltimore that it first hired a staff person to work on-site in another community. This was a new model for TRF, one that it has found useful and is now expanding it to other communities where it is working. The

focus of this staff person is on more general relationship-building within the community rather than just focusing on the borrowers. Furthermore, the Economic and Community Development Institute, a small business lender brought into Cleveland, reported that it is taking what it is learning in Cleveland and is likely to replicate these practices in the Akron and Toledo markets.

### **General Field Building: Anchors and Cross-sector Partnerships**

**The research and learning related to TII sites' work with anchor institutions does not seem to have had a significant influence on work in the field.**

While Living Cities invested in significant efforts to identify some of the challenges, as well as the opportunities, in working with anchor institutions, the influence of this work has been limited. TII work related to anchors in Cleveland, Baltimore, and Detroit did have many positive elements. The research completed by the national evaluation team, local evaluators, as well as the separate report commissioned by Living Cities, also pointed to some learning from the sites about the challenges and limitations of this work, particularly in terms of supply chain opportunities and direct hiring of low-income populations. Yet, interviews with Living Cities members revealed that many were unaware of the research and findings related to the anchor work within TII sites. In fact, the learning about the limitations of the anchor procurement work is not well known as new communities seek to engage with their anchor institutions.

**The work on cross-sector partnerships is becoming part of the collective impact literature and referred to and cited by many of those in the field.**

Beyond influencing and being used as part of the Living Cities learning communities curriculum for the new sites being funded in the second round of TII, the cross-sector partnership work has been cross-posted on many sites including the Collective Impact Forum, Community Wealth Ventures, the MacArthur Foundation, Canadian Community Economic Development Network, and the National Fund for Workforce Solutions. There is also evidence that other funders and practitioners are using the work to inform how they are approaching collaborative change efforts. For example, a review of collective impact initiatives in Illinois published by the Donor's Forum used the Living Cities taxonomy as part of the framework that it presented and applied it to two of the initiatives profiled in the report "as an exercise in demonstrating a useful way to better understand how such partnerships operate and what factors influence their effectiveness."<sup>7</sup>

### **Member Influence: New Ways of Working in Philanthropy**

Many of the Living Cities members that were directly involved in their community's TII initiative have realigned funding, created some new capital or funding programs, and have deepened relationships with others in their communities. The question is whether the experience and learning related to TII have influenced any of the practices or

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<sup>7</sup> Hibbs, Maria P., Ph.D. and Lydia Morken, MRP, "Engaging for Greater Impact," *The Donors Forum*. January 2014.

investments of Living Cities members beyond the five sites.

**The efforts to deploy Living Cities debt and PRI capital in the five TII sites have had some minor influence on Living Cities members.**

Interviews with Living Cities members found that the work around capital absorption capacity was one of the few areas of learning that members outside of those located in TII communities were aware of and influenced by. For some members, finding out through TII about the limited CDFI capacity in many communities was not ground-breaking, but having an innovative framework that articulated how to think about the problem was new and influenced their thinking. Other members noted that they were actually very surprised at the lack of capacity in the communities to use the capital offered through TII. An implication of the learning related to capital was the potential of supporting high-capacity CDFIs to enter new markets, rather than focusing solely on addressing capacity challenges amongst CDFIs already in a community. For example, the Kresge Foundation is thinking a little differently about its role when investing in a community. One way that TII has influenced Kresge is that as it explores place-based work in New Orleans and Memphis, it is looking at the capacity of CDFIs in a new way and recognizing the value that a high-capacity CDFI brings to a community.

From the point of view of the members involved in creating the debt financing structure for TII, there has been a lot of learning and some “influence,” but most of it involves learning from what did not work and was problematic. The frustration with the costs associated with putting together the financing, the ultimate product that was developed, and, most importantly, the

limited deployment of the commercial debt has made members more cautious about pursuing a similarly structured financing process. While some of the lenders reported that the work did introduce them to new CDFIs and, in at least one case (MetLife), led to a major investment in the new Detroit fund, others reported that their experience made them more cautious about making investments outside of their existing markets or the intermediaries with whom they were most comfortable working.

**Exposure to TII framework, design, selection, and implementation process has had some limited influence on grantmaking by Living Cities members.**

Interviews with Living Cities members revealed that they look at learning and influence in terms of how they are influencing Living Cities as well as what they are learning through their engagement in Living Cities. Some noted that the work with TII reinforced things they were already thinking: “Less cause and effect than seamless integration,” one member noted. And, for many members who were not involved directly in the site work, there was relatively limited knowledge of TII.

Staff at some member institutions that were involved in TII directly, such as the McKnight and Kresge foundations, reported that their involvement in TII influenced how they approached their philanthropic work. Learning related to adaptive leadership, system thinking, open sourcing knowledge, and evaluation were noted by member staff.

Beyond this more general influence, there was one significant initiative by a member foundation that was influenced by TII. In 2014, Citi Foundation launched the Partners in Progress initiative, which is providing

\$3.25 million in grants to 13 organizations to test out what it refers to as the “quarterback model,” an approach that emphasizes the importance of “high-performing local organizations to lead and coordinate efforts across sectors and stakeholders to achieve shared goals.” According to Brandee McHale, COO of Citi Foundation, her experience and learning from TII have influenced both the identification of the need for this initiative as well as how it was designed.

### INFLUENCE ON LIVING CITIES’ FRAMEWORK AND PRACTICES

The work of TII has had a significant influence on Living Cities itself and has served as a “learning lab” that has shaped the organization’s approach to addressing the challenges of low-income residents of cities.

Over the course of the three years of working with TII sites, Living Cities staff’s thinking around how the organization can best work with communities and influence the field, as well as what some of the components of a new urban practice should be, evolved. In effect, TII led to system change within Living Cities itself.

Examples of how the experience working on TII influenced organizational practices include:

- **The Power of Cohorts.** TII represented the first time that Living Cities both funded the on-the-ground work and worked directly with a set of cohort sites. Its recognition of the power of “cohorts” led Living Cities to develop two additional place-based cohorts in its current round of funding. In 2014 Living Cities announced its first cohort of Accelerator cities—Louisville, Kentucky; Nashville, Tennessee; and Philadelphia, Pennsylvania—which are being supported in their effort to “adopt cutting-edge approaches to the practice of innovation and tackle a specific challenge facing low-income residents in their communities.” In addition, Living Cities is supporting a learning circle of communities involved in extending the cradle-to-career networks to adults in the workforce.
- **Focus on Public Sector Innovation.** When Living Cities started its work with TII sites, its public sector focus was on policy. However, as the work progressed, and as Living Cities recognized the importance of engaging the public sector in this work, it shifted its approach and identified public sector innovation as one of its core levers. While the organization had worked prior to TII with the Ash Center at Harvard’s Kennedy School on the Project on Municipal innovation (PMI), the learning from TII also led Living Cities to increase the connections between TII and PMI; to apply some of the learning on TII with the leaders in PMI; and finally, to be more open in the second round of TII to having the public sector play the lead role.
- **Redesign of Financing Approach.** Many of the learnings related to the design of the capital part of TII and the challenges associated with the deployment of capital led Living Cities to develop a new structure for its Catalyst Fund.
- **Attention to Defining Shared Results:** The formative evaluation reports for TII revealed some of the challenges in defining system change and in developing more rigorous approaches to defining shared results. These



findings have informed the work of Living Cities in Round II of TII, where there is increased attention on working with sites around defining results and developing more deliberate approaches to system change. In addition, Living Cities recognized that it had to be more deliberate in its own strategies and be more accountable to its own members for clearly defined results.

- **Learning through Development Evaluation:** TII evaluation was the first significant evaluation work in which Living Cities had invested. The three formative evaluation reports and the *Midterm Outcome Report* helped to create a culture within Living Cities of regular “meaning making” around its work. The new culture valued developmental evaluation in which outside evaluation work along with staff assessments are actively used to modify Living Cities strategies.
- **More Strategic Approach to Field Influence:** As noted in this report, while the initial theory of change for TII included a “right side” that focused on influencing members and the field, it took Living Cities some time to develop the knowledge and communication tools needed to achieve the expected results. The focus on influence in TII in many ways led to Living Cities as a whole taking on the issue of influence in a much more strategic way and to develop a much more intensive approach to both capturing knowledge and communicating what it was learning to the field.

## FACTORS AFFECTING TII INFLUENCE

In looking at the outcomes related to TII influence, a number of factors emerged

that affected what areas of work were influential and who the work was able to influence:

- **The limited staffing and capacity at Living Cities that was devoted to knowledge capture and dissemination through much of the first three years of TII reduced the scale and reach of TII’s influence.** As noted, for much of the three years there was very limited staff capacity at Living Cities that was devoted to the “right side” or “influence” part of the initiative. Thus, the work in this area was often ad hoc, with no strategic or deliberate plan on the part of Living Cities in terms of whom it was seeking to influence or on what specific areas of learning it was hoping to impact. As a result, Living Cities was not able to fully leverage the learning from TII.
- **Direct exposure to TII was the most direct route for influence.** Two of the areas of influence—that of the CDFIs that were involved in TII and took their learning to other places and the sites that applied for TII but were not selected—were due to directly working on TII and developing new collaborative relationships through TII process.
- **Knowledge capture requires deep senior-level Living Cities staff engagement with the sites and a commitment to draw and share learning from their experience.** It is difficult to develop learning from the site work if there is not relatively deep engagement across the sites. The learning around capital absorption and cross-sector partnerships emerged because Living Cities staff were working closely with sites, understood some of the challenges that were emerging, and developed new frameworks for thinking about this work that was compelling in

the field. Once new frameworks were developed, Living Cities staff went out in the field to “test” some of their learning with others and discussed their findings with diverse audiences.

- **Influence in the field requires someone at Living Cities who “owns” the work.** Without active efforts to engage practitioners, as was the case with the

capital absorption work and to some extent the cross-sector partnership work, Living Cities’ knowledge products do not have much direct influence in the field. This requires someone at Living Cities who sees their role as influencing the field, who has identified the key stakeholders in the field they are seeking to influence, and has a point of view that they are trying to disseminate.

### CONCLUSION

**When Living Cities launched TII in 2010, it** had very high expectations that the work would have a transformative effect not only on the five sites that were chosen, but also more broadly in the field. For the organization itself, which had historically supported investments primarily through the Local Initiatives Support Corporation (LISC) and Enterprise Community Partners (Enterprise), and which was considering how to broaden in whom it invested and how to further move beyond the more conventional place-based work of community development, the Initiative represented a new approach to how Living Cities could intervene and maximize its members' investments.

Many of the concepts that were the foundation of TII were relatively untested at that time. These included the importance of cross-sector collaboratives, addressing the multiple siloes in places that limited success, reaching scale through going beyond projects and programs to changing systems, driving private capital to work on behalf of low-income people, and, finally, the importance of engaging the public sector and the private sector in a new way. That Living Cities wrapped all of these elements together through TII is an indication of the ambition and complexity of the work.

Since Living Cities launched TII, there have been many changes in the policy environment and significant learning and evolution at Living Cities itself.

In terms of the environment, shortly after Living Cities launched TII, FSG issued its paper on collective impact, in effect giving a name to the type of work that Living Cities was engaging in through TII. This paper drew considerable attention to efforts that involved a cross-sector partnership, as well as the replication work of Strive, which Living Cities had supported. And, within Living Cities, a new framework was developed, partially based on learning emerging from its investment in TII, which defined its work in terms of developing a new type of urban practice aimed at improving the economic well-being of low-income people in cities. This new framework identified three levers that it believed could accelerate success: collective impact, public sector innovation, and capital innovation. Within this environment, the new work of the five TII sites offered a fertile learning environment. The sites have each struggled with what role a cross-sector collaborative can play and how it should be organized; what it means to go beyond projects and programs and focus on systems; how to encourage and support innovation within the public sector; and how to use private capital to help achieve the broader vision.

While the evaluation of the first phase of TII provides some insights into these issues, as noted, the findings remain tentative. As is often the case in both public and philanthropic initiatives, the timeframe of the evaluation does not match the timeframe anticipated for results. As a result, the evaluation can only report on

how well the actual implementation of the Initiative aligned with the initial theory of change and the type of system change that occurred. However, whether these changes are translating into improved outcomes for large numbers of low-income residents in each of the five sites will not be clear for a number of years. As just one example, in Minneapolis-St. Paul, it will take some time to learn whether it has achieved its long-term results related to ensuring that low-income residents and local businesses benefit from the new transit lines. While outcomes of the new Green Line can be tracked over the next couple of years, perhaps the real test awaits the actual construction of the next line many years from now.

Although the long-term results are uncertain, the evaluation of the first three years revealed many areas of success. Most notably, TII has met the expectation that the work in the five sites would lead to changing relationships, perspectives, and boundaries, would build the communities' capacity to work across sectors, and would break down issue area silos. In addition, new CDFIs have been introduced in some of the communities and have become important players in the civic infrastructure, while existing CDFIs have expanded their capacity. There has been new attention given to the capital absorption capacity in a number of the sites. There is also evidence of changing policies, practices, and funding flows at three levels: within the individual organizations involved in TII work, within the systems that were targeted for change, and, finally, in the larger civic infrastructure where addressing equity and using cross-sector collaboratives to address complex issues have become more embedded in the way work is done.

The following section reviews some of the lessons for both Living Cities and for the broader field that are based on what was learned through the first three years of the Initiative. Given the new frame at Living Cities, the lessons focus on the three levers that form the foundation of their work: collective impact, capital innovation, and public sector innovation. It is important to note that since the evaluation also was structured as a developmental evaluation with real-time feedback provided through the course of the work, Living Cities has already responded to some of these lessons and integrated them into the design of the second phase of TII in which five new sites, New Orleans, Albuquerque, the Seattle region, San Antonio, and San Francisco, received planning grants.

## LESSONS FOR LIVING CITIES

### Collective Impact

1. **Effective collective impact involves considerable planning. An initial planning grant is needed to support this phase of the work.** In reality, the sites spent much of the first year of TII on planning. During this period, they worked on structuring their governance table, creating a pipeline for development projects that could use the Living Cities capital, designing a local evaluation process, and refining their theory of change. A planning grant would be a more appropriate tool for this phase of the work and would allow sites to spend more time on developing strategy areas, data systems, and other elements of collective impact.
2. **More attention should be paid to helping sites develop a more strategic and deliberate system change strategy.** Without clarity amongst the stakeholders at the table about what

systems are related to achieving the large-scale result and what needs to change within these systems in order to achieve the results, the work often defaults to projects and programs.

3. **Qualitative feedback loops are as important as having a quantitative data dashboard in system change work.** Whether evaluators, coaches, or Living Cities staff play this role, ensuring that feedback loops include a qualitative, meaning-making component is a critical factor of success in collective impact work. Formative feedback evaluators allowed sites and Living Cities to pivot their work at critical periods.
4. **It is difficult to start with preconceived strategies and move to a collective impact model, which starts with defining the problem and result.** Most TII sites had already developed their strategies and, in many ways, backed into the result. It was then difficult to turn the frame around and have them articulate the result and make the case of why the strategies they were pursuing were needed to achieve the result.
5. **Complex problems can be addressed through many different strategies, none of which will be sufficient. The challenge is not to take on too many strategies, but to identify one or two with high leverage.** Addressing the complex and multilayered issues of poverty and economic distress in our urban centers requires taking on many systems—jobs, criminal justice, transportation, health and wellness, skill development, and education. A number of the sites tried to take on too many of these issues simultaneously, making it

difficult to stay focused and zero in on specific results tied to their work.

6. **Research can be used more effectively to inform practice, identify strategies with high leverage, and help articulate plausible theories early in the process.** The work of Strive demonstrates how important it is to deeply understand the research about pathways to success prior to developing success indicators to guide the work. This required, in the case of Strive, reviewing the literature on what some of the key theories are around what is needed for student success. This type of research and analysis is required in order to design evidence-based practices and to develop plausible theories about a common agenda and understand how the agenda will lead to the large-scale result.
7. **Maturity of relationships is often needed before effective collaboration can occur.** In the sites with the stronger cross-sector collaboratives, there were pre-existing relationships. The initial social network analysis, in fact, showed a relatively deep web of relationships even at the beginning of the Initiative in many of the sites.
8. **More attention must be paid to the role of stakeholders at the table.** While many of those involved perceived the table convened through TII as useful, the role that various stakeholders were to play was not sufficiently clear. For instance, does participation in a collective impact table require that stakeholders commit their own organization to contributing to the result or is their role to oversee others' efforts and just provide input to the work?

9. **Successful implementation depends upon strong initiative directors whose role is to keep the work on track, staff the “table,” and, most importantly, provide the connecting glue for the adjacent work being undertaken in the community.** The initiative directors grew over the course of the three years in terms of their leadership in the community and their role in building relationships. Not only was their role one of the most critical to many of the system outcomes, but also their continuing leadership role in the communities may be a long-lasting legacy of Living Cities investment and capacity-building work.
10. **Leadership by a small core team of the most involved stakeholders is critical to collective impact work.** A strong initiative director and a broad-based cross-sector leadership group with a defined shared result, common agenda, and tools for feedback are important, but not sufficient. Ownership of the work by a small core group of leaders with credibility in the community is equally important. In each of the sites, there was a group, comprised often of philanthropic and public sector leaders, who were committed to the success of the work. In some, but not all cases, these leaders chaired the governance group or served on some type of executive committee that managed the work.
11. **There is a need to balance local ownership of the work with some “pushing” of sites and stakeholders beyond their traditional comfort zone.** It is critical that funders understand the local context and allow sites in which they are investing to design approaches that fit this context. At the same time,

part of the value provided through TII was more than the money. While sometimes difficult, exposing sites to new thinking, and at times being “disruptive” of their traditional ways of working, contributed to the learning and may lead to more enduring outcomes.

## Capital Innovation

1. **Capital can be a forcing mechanism, pushing stakeholders to work together differently and to consider the community’s broader capital absorption capacity.** Sometimes the most important system change emerges from confronting a disruptive force in the system. And, in the case of TII, the requirement that sites work with a CDFI and include both grants and capital as part of their strategy was such a force. While the terms and deployment of the commercial debt provided through Living Cities was perhaps, on one level, the least successful component of the work, it actually led to some of the most potentially enduring system outcomes both within the sites as well as in the broader field as the learning was both widely disseminated through the capital absorption workshops and incorporated into the work of national CDFIs.
2. **Importing higher-capacity CDFIs, rather than only investing in lower-capacity local CDFIs, should become more widely considered in the field.** The model developed in Detroit and Baltimore in which a CDFI from outside the region was brought in, while simultaneously work was done to engage and work with the local CDFI community, can present a new model in the field. The success of this approach at both sites depended on having locally based staff who built strong local



relationships and helped nurture a pipeline of feasible projects.

3. **Capital market innovation requires new ways of working, with CDFIs more embedded in the civic infrastructure.** Introducing new CDFIs via a focused initiative is an effective way to accelerate their integration into the broader civic infrastructure. CDFIs in each of the sites have reported developing new relationships with key stakeholders in the community, which is further leading to some enduring outcomes, including the creation of new funds.
4. **Development pipelines emerge at different rates and may require significant predevelopment work.** There was a false assumption at the establishment of TII that the sites would have a pre-existing pipeline of projects that were awaiting an infusion of capital. Not only did this prove to be false, but also the pace of developing the pipeline varied significantly. Minneapolis-St. Paul was the site that deployed the least capital as of the end of two years, yet, in the end, it deployed the most.
5. **The supply and assembly of appropriate subsidy is a key constraint to development and capital deployment in weak market cities and neighborhoods.** The large gap between development costs and project revenues in cities pursuing transformative development strategies with disinvested or weak markets requires considerable subsidy and patient capital that can defer returns. Assembling the necessary subsidies is challenging and time consuming given their limited supply and potential

competition from other areas. More attention to quantifying and aligning subsidies in the planning phase and to designing ways to reduce the subsidy requirement (e.g., mezzanine or below-market equity funds) may accelerate development implementation and allow for more effective capital deployment.

6. **Small business financing is a specialized complement to real estate financing that benefits from its own delivery system and needs to be well networked to the large community development finance system to be effective.** Small businesses have distinct financing needs and often require considerable training and technical assistance to build the capacity to grow and productively use capital. The real estate-orientation of much of community development finance is not well suited to address these needs. Strong partnerships with organizations specialized in microenterprise and small business development help to bridge these different capacities. Moreover, including organizations with this expertise in initiative planning and governance tables, as was done in Minneapolis-St. Paul, elevates the consideration of how to incorporate the financing and development needs of these businesses in the initiative priorities and strategies.
7. **Avoid a syndication model that includes lenders with very different risk profiles and expectations about the terms of the loans.** The structure of the financing pool put together for TII involved both banks and insurance companies. These two different types of institutions have very different needs leading to terms that reverted to the

lowest common denominator; in other words, the shortest terms and lowest risks demanded by any one member became the terms and risk profile of the entire pool.

8. **Allow for variation in terms based upon the particular borrowers.** Recourse debt is simpler and reduces lender risk, but is constrained by the number of financially strong CDFIs and their willingness to borrow on a recourse basis for the specific initiative, particularly in weak markets or for higher risk uses. Sticking to a straight general obligation recourse loan to qualified CDFIs, while having different terms for CDFIs that could not borrow on a recourse basis, would have simplified the process and avoided considerable time and complexity.
9. **Do not design the financing tools before sites have identified the specific use of capital, have a pipeline, and understand the capital absorption capacity in their community.** Designing the core features of TII debt before sites were chosen and their programmed use of the debt was known contributed to the mismatch between commercial debt terms and site needs.
10. **Ensure that financing provided through Living Cities members does not substitute for other sources in the community.** The use of the commercial debt for short-term predevelopment, construction, and bridge financing at several sites suggests that it may not have filled essential capital gaps since these types of loans are less difficult to secure than permanent financing. There were, however, some financing gaps in each of the communities that no one was filling. For example, as historic

silos between community development and economic development are bridged, the demand for small business financing and higher risk real estate financing cannot be accommodated through established commercial debt and PRI tools. In addition, in weak market cities, there is a gap between what private lenders will supply and development costs due to low real estate value and highly constrained government resources.

### Public Sector Innovation

1. **Money helps to bring the public sector to the table; flexible money keeps it there.** The availability of flexible grant funding and the availability of access to capital for project financing were effective in bringing the public sector to the table and sustaining their engagement. The Living Cities funding through TII was a major “carrot” for engaging the public sector in the activities. Once the site work started, responding to the “ask” by the public sector for resources created further goodwill and promoted interest and engagement in the work.
2. **Fully engaging elected leaders requires sensitivity to credit and attribution as well as providing cover at times.** Elected public sector leaders are more accountable for how they spend their time and resources and are, thus, concerned that their contribution is acknowledged. One of the challenges in working through a cross-sector stakeholder table is that the public sector’s contribution to outcomes can sometimes be obscured. On the other hand, working through the table can also provide “cover” when a leader actually does not want the work attributed to him/her for political

reasons. These issues can be a particular concern when there is an upcoming election. Sensitivity around these issues is important, and the way contributions are acknowledged is a key factor that can determine the level of engagement of public sector leadership and its sustained involvement.

3. **Alignment with mayoral priorities is required to sustain engagement.** The Living Cities work is part of a complex set of initiatives in each of the cities. In some of these cities, other efforts involved the engagement of city, county, and state leadership. While there will always be adjacent activity, trying to generate deep engagement when multiple other initiatives are occurring is more difficult. Similarly, if the mayor or governor has articulated a very clear policy agenda, it will be more difficult to engage him or her in TII work that is not closely aligned with that agenda.
4. **System change requires multiple levels of engagement—down to the boots on the ground.** Public sector system change requires engagement and communication across three levels: political leadership, agency leadership, and on-the-ground staff. Having working groups or committees that provide opportunities to engage and facilitate communication across public sector staff at all of these levels is critical to advancing change. The challenge is how information is communicated across the three levels.
5. **Hiring and embedding staff in city agencies can nurture a culture of innovation.** If done strategically, adding staff to a public sector agency can have an impact on the agency beyond the

direct support that is provided, through changes in departmental policies, practices, and culture. Potentially, it can also provide a “foot in the door” at other departments and influence practices beyond the agency where the staff is embedded.

6. **Changing culture in a sustainable way is very difficult.** Even the sites where the top policy leadership has provided strong support and agency and departmental leadership are engaged, getting to sustainable changes in the overall public sector culture is challenging. On-the-ground public sector staff are often operating within entrenched cultures that are framed by several forces, including public sector hiring and regulatory systems, the environment related to the funding streams in which they operate, and the nature of their occupation. Changing obsolete systems requires some level of change in the cultures that help drive the system. This is an extremely difficult task in places where cultural norms are so entrenched. Better understanding the barriers to culture change within the public sector and the types of incentives that could be used to address these barriers could be an important first step in addressing this issue.
7. **It is important to understand the role of the public sector in the system being targeted and the appropriate public sector stakeholders relevant to that system.** In many of the sites, there was not sufficient work upfront to identify the role of different public sector actors in the systems being targeted. In some of the “systems,” the city council played a potential role, but it was not engaged in any of the activities. In other

“systems,” such as workforce development, some cities play a relatively small role. And, some federal funding streams go through the state, with limited involvement by city government. Understanding the flow of funding in relevant systems can be important to strategy development and whom to engage from the public sector.

## Knowledge and Influence

1. **Experienced senior-level staff with deep engagement in the work are critical to making meaning from site work and developing new frameworks that have relevance to the field.** Living Cities senior staff were engaged early with the sites and interacted with them intensively through the site visits, learning communities, and other engagements. Given the expertise of staff, they were able to identify some of the early challenges and developed insights that had implications not only for the sites, but also for the field. The best example of this was the learning related to CDFIs and capital absorption by Living Cities capital staff.
2. **Living Cities staff openness and ability to learn from the challenges, develop new frameworks based on it, and provide resources to craft solutions, mitigated tensions and contributed to the outcomes.** Beyond engagement, openness to questioning initial assumptions and approaches is also an important element in the making meaning process. As noted, TII entailed an emergent, iterative process, which incorporated pivoting the work over the three years. While sometimes frustrating for the sites, the openness was also valued. And, by being willing to learn and change, Living Cities staff were able to learn more effectively

about what worked and did not work in the process.

3. **For TII work to influence members outside of the sites, members need to be more involved in the learning and sharing of knowledge emerging from the work.** TII work had the greatest influence on those members that were fully engaged in the work of the sites. This included both foundations that were leading some of the work as well as the financial institutions that were involved in the financing across the sites. While efforts were made to inform other members of progress, this level of involvement was not deep enough to lead to much influence.
4. **Influence requires continual exposure to multiple audiences.** Over the course of three years, Living Cities wrote about TII, spoke at events, and published papers related to the learning. The influence that was “sticky” involved multiple speaking engagements with a clear and consistent point of view. This was the case with the capital absorption framework. On the other hand, the work and research related to anchor institutions did not stick and had limited visibility or influence amongst members or in the field.
5. **Open sourcing knowledge is important, but influence also requires an investment in staff time and/or outside research so that the knowledge is deep enough to impact the work in the field.** Living Cities approach to open sourcing knowledge has contributed to growing interest in its work. However, enduring influence around some key learnings may require some additional, longer-term research.

6. **Living Cities staff need to “own” the knowledge products if they are to have influence.** The knowledge work that has gotten the most traction is the work that a staff person was involved in shaping and has committed to influencing.

## LESSON FOR THE FIELD

1. **System change work requires patience.** It takes time to build meaningful, new relationships, to understand nested systems relevant to the work, and to develop a common agenda and perspective amongst stakeholders. And, the highest leverage form of system change, changing hearts and minds, takes the longest. If the focus is truly on system change, funders need to have realistic expectations about what can be achieved and what can be measured in the timeframe of most grantmaking.
2. **Collective impact does not apply to every problem and to every community.** There is no one model for a cross-sector collaborative—different problems and different community contexts may benefit from different models. Three different types of cross-sector tables emerged in TII. In both Newark and Detroit, a small leadership group oversaw the work and deepened their relationships through the work. This model led to many positive outcomes, even though it did not have many of the collective impact elements.
3. **Real broad-based and innovative forms of community engagement are more important than having limited “community voice” at the table.** While community engagement was not a required part of TII, in at least two sites (Minneapolis-St. Paul and Cleveland)

innovative work around building leadership from the community and incorporating it into the design and implementation of the initiative became a fundamental piece of the work. These approaches provided a more authentic form of community voice than simply having representation from the more traditional community players sitting at the table.

4. **Tensions between people- and place-based approaches make the collective impact model difficult in efforts targeting neighborhoods and individual corridors.** As noted, almost all of the sites had some degree of place-based targeting. For most, the geographic target was a specific neighborhood or several neighborhoods in the city. The neighborhood focus further complicates collective impact work. Identifying large-scale results and getting credible data that accounts for both place and people have proven to be extremely challenging.
5. **There is a need to balance accountability and evidence-based results with more emergent approaches that focus on changing system dynamics.** There is a need in the field to better address how to align a rigorous results-based framework and a systems framework that acknowledges emergence and complexity. Much of the language related to collective impact that Living Cities began to use with the sites focuses on articulating large-scale results, identifying indicators for tracking success, and developing data dashboards. At the same time, over the course of the three years, considerable work was done in the learning communities about adaptive leadership

and working within complexity. More thinking needs to be done about aligning these two frames.

6. **Don't forget about strategy.** With all of the focus on collective impact and "how" communities can develop new collaborative approaches to addressing longstanding problems, there has been less emphasis on "what" they are actually doing. In other words, there is a danger of becoming so focused on the process—who is involved, how they work together, what they measure, and how feedback is provided—that the analysis that is needed to identify the best strategies and actions to accomplish the large-scale result is given less attention.
7. **Align national and local evaluations.** Having both a national evaluation and local evaluation is a model used in many multi-site initiatives. While there are strengths to this approach, there are also challenges. If using this design, it is important that the funder and national team are involved in the selection of local evaluators and play some quality control function. In addition, it is critical that there is clarity of roles and differentiation in roles so that local sites and stakeholders are not overburdened with requests for interviews and surveys. Finally, creating a strong collaborative approach between national and local evaluators that involves sharing of frameworks and findings creates synergies that could benefit the entire effort.
8. **Proceed cautiously in designing anchor procurement strategies and ensure that there is clarity about the potential for net benefits to low-income residents.** The evaluation of TII sites'

anchor procurement work identified many challenges to actually getting anchors to change their procurement systems. But the more important learning was that it was not clear how and when increased procurement for local firms would lead to new economic opportunities for low-income residents. For example, how many dollars of additional sales are needed in different sectors to create one new job? Or, how do you ensure that even if some new jobs are being created for low-income residents in one community, it is not coming at the expense of jobs for low-income residents in a neighboring community? There are a number of questions that should be addressed early in the strategic development process.

9. **Attention needs to be paid to service delivery system capacity and scale.** Sometimes the best strategies cannot be achieved because providers in the community lack scale and capacity. While the capital absorption framework focuses attention on some issues of capacity in the community development finance system, some of the same issues are found in other key systems. For example, often the service delivery system in workforce and small business development is fragmented and includes few organizations with sufficient scale to take on the difficult work effectively. In the past, this has been addressed through organizational capacity building and technical assistance efforts by funders, often with limited results. Looking at the entire service delivery system and developing system-level approaches, including the potential of importing expertise, may be a more effective strategy.



**10. Developing relevant data to track results is very hard; creating the systems for capturing and reporting the data is even harder.** With the new focus on collective impact and evidence-based results, there is an increasing demand by funders for the development of rigorous indicators and data tracking. At the same time, there are serious deficiencies in the availability of timely and relevant data in some key areas. This is most notable in workforce development where population-based data on skill levels does not exist and in community development where neighborhood-based indicators do not account for shifts in the population living in the

neighborhood. Thus, changes in neighborhoods could be the result of gentrification and not economic improvement in the residents who had lived in the neighborhood. Moreover, efforts to integrate what data exist across multiple systems are extremely challenging. There is a serious potential danger in the field that without more attention to the quality of the data and investment in the infrastructure and skills needed to integrate multiple data sources, the focus on indicators and evidence may lead to the wrong conclusions.

# Appendix A: Overview of the Work in the Five Sites

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The following section provides an overview of the work in each of the five TII sites. The purpose is to provide a consistent description of how each of the sites is organized, the specific strategies and activities that each site has pursued to date, how the financing component of each site has been structured, and the range of system change and outcomes that sites have achieved.

## BALTIMORE INTEGRATION PARTNERSHIP (BIP)

### Initiative Approach

The broad goal of the Baltimore Integration Partnership (BIP) was “to reconnect low-income, predominantly African-American, Baltimore City residents to the regional economy, to maximize the linkage between physical and human capital development, and to reinvest in targeted inner-core neighborhoods so that they become regionally competitive, economically diverse, sustainable communities of choice.” BIP’s strategies, which were framed by an analysis of structural racism, involved: (1) making economic inclusion business as usual through the use of hiring and procurement for local government projects and by anchor institutions; (2) supporting high-performing CDFIs that can attract and deploy capital in low-income neighborhoods and make resources available to local businesses; (3) connecting low-income neighborhood residents to family-supporting jobs in neighborhood development projects, anchor institutions, and other sectors; and (4) aligning and accelerating efforts to achieve durable change. The initiative targeted two Baltimore neighborhoods, each of which presented various assets and opportunities

to test and refine BIP’s strategies: Central Baltimore and East Baltimore.

The CDFI partner for BIP was The Reinvestment Fund (TRF), a Philadelphia-based CDFI with considerable national work. Living Cities helped connect TRF to the site. TRF had been working in Baltimore financing, and developing housing and making charter school loans, but was not a major player in the city’s community development finance system. BIP used part of the Living Cities grant to support a full-time TRF staff person in Baltimore who was co-located with the BIP initiative director. The focus of the Living Cities’ financing was a mix of housing and commercial development projects, largely in Central and East Baltimore, designed to generate temporary and permanent jobs for low-income residents and stimulate neighborhood development. An innovative element of the capital strategy was the establishment of hiring, contracting, and job creation goals and the development of Workforce Resource and Inclusion Plans to guide and monitor progress.

### Management of the Initiative

The lead organization for BIP was the Association of Baltimore Area Grantmakers (ABAG). It housed BIP’s initiative director and provided the director with support.

BIP employed a two-tiered governance structure. It created a 17-member governance board comprised of leaders from public sector, philanthropic, and community-based organizations, and several workgroups that BIP organized according to its primary strategy areas. ABAG’s president initially chaired the

governance board. Over the next two years, there were a number of shifts in leadership, first to a co-chair model in early 2012 with Annie E. Casey Foundation's vice president for community and economic opportunity, and eventually back to a single chair model led by ABAG's new president. Defined sets of roles and responsibilities aimed at providing structure and promoting transparency guided BIP's governance board, its members, and the workgroups. The board met every other month and decision-making was by consensus.

BIP board members chaired the workgroups (Anchor Engagement, Capital Projects, and Workforce Integration), and staff of the organizations represented on the governance board and external organizations participated in the workgroups. BIP's initiative director and other ABAG staff or consultants provided staff support and worked closely with the chairs to ensure that information flowed smoothly between the workgroups and the governance board and alignment occurred across the various workgroups.

### Initiative Activities

BIP funded research grants, demonstration projects, and capacity-building grants to help it design and modify its strategies and generate buy-in and scaling of its approaches. Policy advocacy was also a central tactic to accomplishing BIP's objectives.

BIP used research studies and best practice reconnaissance to advance its economic inclusion goals and specific strategy elements, as follows:

- Johns Hopkins University received funding to complete a report on its economic inclusion programs and policies. The report serves as a

template for other anchor institutions interested in developing or refining their economic inclusion policies.

- Associated Black Charities and BIP conducted studies of small and minority-owned business procurement and contracting in Baltimore.
- BIP conducted an extensive study of the workforce barriers facing Baltimore's low-income residents, which complemented analysis conducted by Job Opportunities Task Force (JOTF) of funding and capacity gaps in the public workforce system.
- BIP supported an assessment of hiring and career advancement opportunities for entry-level workers in anchor institutions, as well as studies of the type of products that are purchased by anchors and anchor institutions' food procurement activities.

In the absence of public resources to help Baltimore's low-skilled jobseekers, BIP created a \$600,000 workforce training fund to test innovative approaches, build the capacity of workforce training providers, and deliver workforce services to BIP's anchor partners. The training fund supported National Fund for Workforce Solutions partnerships operating in Baltimore and other local training providers working in such areas as green building, deconstruction, retail services, hospitality, culinary and food services, and health services. Other grants supported employer engagement and capacity building. The training fund also supported scale-up of an important math bridge pilot program that addressed a key challenge BIP faced in trying to integrate construction hiring of low-income residents with its capital projects portfolio.

Living Cities grant funds also supported work undertaken by BIP's primary partners. The Reinvestment Fund received operating support for its investment activities as well as for its role as BIP's data partner. Job Opportunities Task Force was funded to lead BIP's economic inclusion and workforce policy work, with additional support going to Central Maryland Transportation Alliance (CMTA). The Central Baltimore Partnership (CBP) and its neighborhood-based partner, Greater Homewood Community Corporation (GHCC), used BIP funds to establish a neighborhood jobs pipeline in Central Baltimore, modeled on one in East Baltimore. CBP also used BIP grant funds to improve outreach to and services for small businesses as part of its neighborhood redevelopment efforts. The Mayor's Office of Employment Development (MOED) used BIP funds to create a job developer position in MOED, specifically to connect job pipeline participants to opportunities within anchor institutions and other employers.

### Direct Short-Term Outputs and Outcomes

As one of the few sites to invest significant grant resources in pilot programs, the Baltimore Integration Partnership achieved more significant short-term outcomes for low-income residents:

- The job pipelines, Workforce Training Fund grantees, and the BIP-funded jobs broker placed a total of 837 individuals in jobs.
- BIP projects created 80 permanent jobs.
- BIP's economic inclusion strategies resulted in over \$21.3 million of its investments' contracting dollars being directed to certified minority- and locally-owned businesses.

In addition, The Reinvestment Fund financing resulted in the following direct outputs and outcomes:

- TRF's investments generated \$258 million in direct and indirect expenditures, \$83 million in salaries and wages, and \$6.7 million in state and local taxes.
- BIP-financed projects produced 49 units of affordable homeownership units, 75 affordable rental units, and two market-rate rental units.
- BIP's investments in target neighborhoods produced 123,000 square feet of retail/commercial space and 18,200 square feet of office space. Its investments in school facilities contributed to 300,000 square feet of space.
- BIP's capital investments produced 477 construction jobs, 11 percent of which were filled by community residents.

### Progress towards Longer-Term System-Related Outcomes

BIP's strong focus on policy, particularly state policy, differentiated its work from other sites. With a new governor in Maryland, who had previously been mayor of Baltimore, and an initiative director with a history of working at the state level, the governance group had a number of representatives from the state, including staff from the governor's office. The result of the focus and relationships was that Baltimore achieved more specific policy-related outcomes than the other sites, including changes in state legislation and the establishment of new state, city, and anchor policies. The site also was the most focused on the workforce development system. BIP helped broaden the dialogue on economic inclusion and demonstrated

innovative practices to increase equity and access to good jobs and business opportunities.

**BIP's work has contributed to an increased level of commitment to hiring low-income residents of the city.** BIP and its policy advocacy partner, Job Opportunities Task Force, influenced legislative wins at the state and local levels that advanced BIP goals and strategies, including a number of local hiring measures. The mayor of Baltimore issued an executive order aimed at increasing job opportunities for city residents, and Baltimore's city council passed legislation requiring that 51 percent of new employees on contracts for city-funded projects be city residents. At the state level, the governor issued an executive order designed to stimulate community hiring and open up apprenticeship programs to a broader set of workers. The Reinvestment Fund began applying the hiring criteria from BIP's Workforce Resource and Inclusion Plans to all of its other investments. In addition, the Maryland Department of Transportation is using templates developed by BIP to track local hiring and minority contracting activities, and the Maryland Department of Labor, Licensing, and Regulation modeled BIP's local hiring work to develop a framework to connect jobseekers to employment opportunities resulting from public transportation investments. Individual anchors, such as Johns Hopkins University and Maryland Institute of Contemporary Art, have enhanced their economic inclusion goals and are modeling new policies and practices.

**BIP's workforce work enhanced the capacity of the system to address the needs of very low-skilled residents, and resulted in policy changes that could further support innovative approaches.**

BIP has contributed to the enactment of a state bill that authorized the set aside of 0.5 percent of the state's federal transportation funding for workforce training. The governor sponsored and won passage of *Employment Advancement Right Now* (EARN), an employer-driven, sector-based workforce partnership model to provide skills training. This represented the first state investment in job training in years. Additional state legislation was passed that mitigates barriers to work for low-income jobseekers, including a "ban the box" measure that removes questions about criminal history from state job applications and another that eliminates requirements that limit low-income working adults' ability to obtain driver's licenses. Finally, BIP's emphasis on the importance of community access points led the Mayor's Office of Economic Development, in the city, to create four neighborhood-based job hubs in underserved neighborhoods. It also developed a database to help employers identify prescreened, work-ready jobseekers. The emphasis on bridge programs and career pathways is raising system-wide awareness about effective approaches to help low-skilled jobseekers attain or move into good jobs.

**Through BIP's work, anchor institutions are working together in new ways, and the public sector sees anchor institutions as key assets.** BIP stimulated a culture of collaboration among anchor institutions. Its anchor hiring and anchor procurement sub-workgroups have helped members identify common interests and opportunities and work at a deep operational level to pursue joint procurement in targeted industry sectors. In addition, the mayor's office has developed a citywide plan to promote greater coordination between city agencies and anchor institutions.

**BIP's work contributed to new policies and efforts to expand "inclusionary procurement."** Individual educational institutions have developed new practices related to increasing local buying. Johns Hopkins University made enhancements to its current inclusionary procurement policies and practices, which other anchor institutions are now using as a guide. The mayor's anchor initiative adopted some of BIP's procurement strategies. The legislature also made changes to the state minority business enterprise (MBE) definitions, and the state increased its MBE goal from 25 percent to 29 percent. The Reinvestment Fund expanded the connection of developers and contractors to hiring and subcontracting resources and demonstrated that economic inclusion goals can be met with minimal risk.

**BIP contributed to several changes in Baltimore's community development finance system.** TII work helped TRF expand its role in Baltimore, which resulted in increased access to CDFI and New Markets Tax Credits capital and valuable input to community development finance programs and policies. BIP also played a supporting role in bringing Maryland Capital Enterprise, a microenterprise lender, to Baltimore. Finally, BIP supported the creation of Baltimore's CDFI Roundtable, which is working to improve the community development finance system.

**Beyond the more concrete outcomes, there is some evidence that the work of BIP is leading to a deepening of the**

**region's commitment to economic inclusion.** In addition to the policy and practice changes noted above, BIP's work has put economic inclusion on the agenda of other regional groups, foundations, anchor institutions, and public agencies.

## **Sustainability**

BIP's approach for the next phase of TII will focus on leveraging the economic inclusion policies of anchor institutions to generate hiring, procurement, and community development opportunities for local residents and local small and minority businesses. This strategy will be more closely aligned with the mayor's citywide anchor plan and small business development agenda. BIP has restructured its governance board and workgroups to support this approach. The most significant shift is in the workforce strategy, which has less emphasis on trying to change the public workforce system to respond to the needs of low-skilled workers and more focus on the training and support services needed to connect these jobseekers to hiring opportunities through anchor institutions' procurement networks and capital projects. Other key elements of the new strategy involve connecting the work of the CDFI Roundtable to BIP's new Capital/Community Development Workgroup, connecting Baltimore's small and minority businesses to regional economic opportunities and anchors' capital investments, and addressing public and institutional policies that pose barriers to BIP's economic inclusion goals.



## CLEVELAND—THE GREATER UNIVERSITY CIRCLE COMMUNITY WEALTH BUILDING INITIATIVE

### Initiative Approach

Cleveland's TII initiative—officially called the Greater University Circle Community Wealth Building Initiative (GUCI-EIMC, known by the abbreviation of its governance group, the Greater University Circle Initiative and the Economic Inclusion Management Committee)—was a multifaceted effort aimed at harnessing the power of key anchor institutions to create a new model of economic development that connects residents and businesses to a revitalized community, increases the number of jobs and opportunities available, and improves the quality of life for low-income individuals. The initiative was geographically focused in Greater University Circle, an area renowned for its medical, academic, and cultural institutions, but also for its concentration of poverty, and then extended to the Health-Tech Corridor (HTC), a three-mile transit corridor with acres of vacant land and properties ready for rehabilitation connecting downtown Cleveland to Greater University Circle.

The initiative focused on multiple components of the anchor strategy that were generally captured under the banner of *Buy Local, Hire Local, Live Local, and Connect* (which it borrowed from its Detroit TII colleagues). In addition to numerous strategies in direct pursuit of these components, the initiative had a set of additional strategies that focused on building an enabling environment that would both accelerate progress with anchors and have the potential to change systems affecting a broader set of stakeholders and geography.

Cleveland's CDFI partner was the National Development Council (NDC), a national CDFI based in New York City that had a long

history of work in the Cleveland region and pre-existing relationships with some of the GUCI-EIMC partners. TII financing was intended to complement programmatic efforts by financing small business and real estate development throughout the target area, including efforts to generate community wealth building through the retention, expansion, attraction, and creation of supply chain businesses and enterprises that serve the target neighborhoods surrounding the anchors. To address lenders' concerns about the risk profile of the loans, the Cleveland Foundation (TCF) set aside \$3 million of its own PRI funds as a loan guarantee. While the National Development Council did not open an office with permanent staff in Cleveland, staff spent considerable time in the city conducting outreach, developing a pipeline, and assisting in the structuring of financing for several projects, including the new Evergreen Growers Cooperative.

### Management of the Initiative

The Cleveland Foundation was the lead organization for the Greater University Circle Community Wealth Building Initiative. TCF housed the initiative director and support staff at its offices and they reported to TCF leadership.

The governance table directly overseeing GUCI-EIMC was the 21-member Economic Inclusion Management Committee. This cross-sector table, assembled about six months after it received the TII grant, was part of a nested governance structure that oversaw the broader GUCI-EIMC initiative. GUCI was established in 2005 and included the top leaders from the anchor institutions, including Case Western Reserve University, Cleveland Clinic, and University Hospitals, and the Cleveland

Foundation's CEO and Cleveland's mayor.<sup>8</sup> EIMC is composed of the senior management of the same institutions. A second nested table, relevant to TII work, is the Health-Tech Corridor advisory committee, which coordinates the business attraction strategy of the HTC.

The membership and structure of the EIMC evolved over the three-year period. The establishment of the three subcommittees (Buy Local, Live Local, Hire Local) in 2012 created a vehicle for many more organizations and individuals to participate. The subcommittees became the place where the work toward the goals now takes place. As the work grew more robust, the subcommittees engaged a number of new organizations, some of which also participated on the EIMC. Each of these subcommittees has met quarterly and created a SMART matrix to outline strategies and measure progress. The subcommittees have also added new faces to the EIMC with anchors being able to send department heads to each of the subcommittees resulting in reaching more depths within each anchor institution.

### Initiative Activities

**Buy Local.** GUCI-EIMC set a goal to systematically increase the share of local goods and services purchased by the anchor institutions as a means of growing local businesses and creating local jobs. It pursued several strategies toward this goal

over the course of the initiative. In the first year, it used TII funds to support Evergreen Cooperatives, an effort to start worker cooperatives, located in Greater University Circle, which would supply goods and services to anchor institutions and employ low-income workers. TII funds only supported Evergreen in the first year of the initiative, although the Evergreen Cooperatives continued to be a central portion of GUCI-EIMC's larger Buy Local strategy. GUCI-EIMC then supported efforts to develop a common supplier database among the anchor institutions in order to identify strong local suppliers that may not be widely known among all of the anchors. As it became clear that the anchors were all familiar with local suppliers, the strategy shifted to 1) identifying suppliers located outside the area that might be incented to relocate, and 2) developing training for small business owners to grow a new set of businesses that could successfully compete for anchor procurement contracts.

A second stream of Buy Local work focused on building a local biomedical hub with incubator and post-incubator startups along the Health-Tech Corridor. GUCI-EIMC funds supported BioEnterprise Corporation and MidTown, Inc.'s marketing strategy of the HTC to biomedical, healthcare, and technology companies interested in proximity to academic and medical institutions.

**Live Local.** Stakeholders pursued strategies aimed at attracting and retaining residents in the GUC neighborhoods. Although no Living Cities funds supported "live local" programs, the strategy area was closely aligned with the initiative and was the focus of one of the three EIMC subcommittees. In addition, much of the learning related to the Live Local initiative was based on their exposure to the work in Detroit through TII.

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<sup>8</sup> The full GUCI-EIMC leadership group includes BioEnterprise, Case Western Reserve University, City of Cleveland, Cleveland Foundation, Greater Cleveland Regional Transit Authority, Kelvin and Eleanor Smith Foundation, The Kent H. Smith Charitable Trust, Neighborhood Progress, Inc., University Circle, Inc., and University Hospitals.

The major programs within this strategy were an anchor employee housing assistance program and housing assistance for Evergreen workers.

**Hire Local.** Over the course of the three years, there was a growing interest in exploring and expanding the employment opportunities for local residents within the anchors rather than exclusively developing employment opportunities at suppliers as a result of anchor procurement. Initially, GUCI-EIMC focused on developing a rigorous understanding of the percentage of current employees and new hires who resided in Greater University Circle neighborhoods, in partnership with their local evaluator and data partner, Cleveland State University. In the final year of funding, TII supported a workforce development pilot partnership between University Hospitals, a local workforce development provider (Towards Employment), and community organizations to build a neighborhood pipeline aimed specifically at GUC residents to fill entry-level positions. The program, frequently referred to as the “funnel before the funnel,” consisted of targeted outreach, rigorous screening, training, and on-the-job coaching.

**Connect.** Living Cities grant funding supported community engagement activities all three years of the initiative as a means of improving relationships among the neighborhoods that made up the Greater University Circle as well as improving relationships between GUC residents and the anchor institutions. Grant funds supported the community engagement organization, Neighborhood Connections, and the publication of a neighborhood newspaper and website. Neighborhood Connections was the largest recipient of Living Cities grant funds over

the course of the initiative. In addition to underwriting staff, TII grant funds supported capacity building, specifically covering training from national experts that enabled Neighborhood Connections to implement a new approach to community engagement focused on network organizing. Neighborhood Connections was engaged in the workforce efforts, supported affinity groups for residents who worked at anchor institutions, organized network nights for residents, and collaborated with anchors on community health initiatives, among other activities.

**Enabling Environment.** Several other activities were supported through GUCI-EIMC that were not directly related to the anchor-based strategies in GUC, but indirectly built citywide capacity that ultimately could accelerate the place-based work. Living Cities grant funds supported efforts in three adjacent areas: 1) strengthening the city’s development capacity; 2) improving the regional workforce development system; and 3) building the microfinance capacity of the city, including staffing dedicated to sourcing loans in the GUC footprint. To strengthen the city’s development capacity, Living Cities grant funds were used to support additional staffing in the Economic Development Department to focus on special projects (primarily along the Health-Tech Corridor or in Greater University Circle); to support interns in the Building and Housing Department to prepare the department for the transition to online permitting; and to partially fund the development of a citywide business attraction web portal and marketing strategy. In workforce development, Living Cities funds contributed to the development of the Strategic Workforce Alignment Group (SWAG), a strategic planning effort led by a member of the

federal Strong Cities, Strong Communities (SC2) team seeking to align workforce development efforts throughout the country. Living Cities also supported a consultant to help resolve outstanding issues related to the merger of the city and county workforce investment boards. Finally, GUCI-EIMC played a role in attracting Economic and Community Development Institute (ECDI), a Columbus-based micro-lender, to set up operations in Cleveland. ECDI is supported by numerous public and private entities to provide capital, training, and technical assistance to help start and/or expand very small businesses citywide, and Living Cities funds were used to conduct targeted outreach and loan originations within the Greater University Circle and Health-Tech Corridor footprint.

## **Direct Short-Term Outputs and Outcomes**

### **Buy Local**

- The third Evergreen Cooperatives' business, Green City Growers, a year-round, large-scale, hydroponic greenhouse employing 25 people, opened in 2013.
- Major hospital supplier, Owens and Minor, relocated in the city at a site near Greater University Circle, bringing 32 jobs to the city with expectations of rapid increase to 40 jobs.
- The total number of companies located along the Health-Tech Corridor increased by 35 percent.<sup>9</sup> The largest increases were among health IT firms and pharmaceutical companies.

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<sup>9</sup> Based on reporting by BioEnterprise. Data analysis covers September 2011 through December 2013.

- Major new real estate developments built over the three-year period along the HTC demonstrate the growing vibrancy of the area. For instance, a third building that opened in the MidTown Tech Park in 2013, added 242,000 square feet of new space to the Health-Tech Corridor and was already 78 percent leased. Another development, the Victory Building, added 150,000 square feet of office space to the HTC.

### **Live Local**

- Through Greater Circle Living Program, 300 new residents have located in Greater University Circle.

### **Hire Local**

- A new (2013) partnership of University Hospitals, Towards Employment, and Neighborhood Connections to create a neighborhood jobs pipeline connecting GUC residents to jobs at University Hospitals, successfully placed 28 local residents in jobs at the hospital and 26 were retained through the 90-day probation period.

### **Connect**

- Over 1,000 people have participated in network-building activities with 500 individuals signing up as registered members of the formal network. Monthly GUC networking events attract 100 to 200 individuals.

### **Enabling Environment**

- Since the Economic and Community Development Institute started operations in Cleveland in mid-2012, it made \$2.4 million in loans to 80 businesses through early 2014; a handful of those loans originated from the Greater University Circle area.

There were few outputs or outcomes related to TII financing. NDC ultimately used very little of TII capital, drawing \$1.6 million of commercial debt to make two SBA guaranteed loans—one to a manufacturer that recycled textile waste and the second to a transportation company. These loans were expected to create 26 new jobs and help retain the 149 existing jobs. Several factors contributed to the low deployment: (1) local procurement efforts did not grow as quickly as expected to generate demand for facilities and equipment loans; (2) limited small business demand and growth in the GUC area limited utilization of SBA loans; and (3) the interest rate on the commercial debt and low loan-to-value ratio for both debt facilities made them less attractive than other financing sources.

### Progress towards Longer-Term System-Related Outcomes

The initiative was founded with a goal of harnessing the power of anchors. On many fronts, Cleveland is seeing progress toward its larger goal.

GUCI-EIMC had some influence on the initiative's **more expansive view of the changes needed to make anchor procurement strategies successful**. While the initial focus placed primary emphasis on the Evergreen Cooperatives and the anchor's financial support of the cooperatives, over the course of the initiative, the institutions also looked at policy and practice changes that could foster targeted procurement. University Hospitals adopted *new procurement policies*. For instance, UH created a new procurement policy requiring that any contract over \$50,000 go to bid to at least one local, minority-owned, female-owned, or veteran-owned businesses. UH also worked with its laundry services vendor to

institute a subcontract clause in its contract so that the Evergreen Laundry Cooperative would handle a portion of the laundry. Case Western Reserve University adopted *ambitious targets* for diversity contracting. Case Western adopted diversity and inclusion goals around a major new construction project similar to those used by University Hospitals on a previous large-scale project, a decision influenced by the university's engagement at the GUCI and EIMC governance tables. Cleveland Clinic focused on *building the capacity of minority-owned businesses* in order to compete successfully for procurement contracts. The Clinic is in the process of implementing a mentorship program that matches select current Clinic contractors with minority business enterprises that have the potential to eventually contract with the Clinic. Cleveland Clinic hopes that after two to three years of mentoring, the protégée businesses will have the capacity to compete successfully for Clinic business. While anchors have shown progress in these areas, the focus was often less on local procurement, but more inclusive of other disadvantaged groups.

GUCI-EIMC contributed to **anchors playing a new and different role in economic development**. Prior to GUCI-EIMC, the anchors focused their economic development activity primarily on their support of the Evergreen Cooperatives. While they have maintained this commitment, anchors now have a much more diversified portfolio of activities to stimulate economic development. Through EIMC, the city's economic development director developed close ties with anchor leadership. With those relationships established, anchors will now partner with the Economic Development Department on issues not directly related to their institution, such as writing letters of

support for grant opportunities. Representatives from Case Western Reserve University and the Cleveland Clinic have also presented opportunities for potential Health-Tech Corridor tenants. University Hospitals successfully secured the relocation of a major supplier to the HTC area and learned much in its strong partnership with the city about the intricacies and challenges of the economic development process. Development efforts even extend beyond the Greater University Circle or HTC footprint. Case Western Reserve University, Team NEO, JobsOhio, City of Cleveland, Global Center for Health Innovation, and BioEnterprise recently partnered to bring Siemens Healthcare to the Global Center for Health Innovation in downtown Cleveland, creating 20 new jobs.

The commitment to leveraging the purchasing power of the anchors for economic development purposes now extends beyond the most senior levels of management. Through GUCI-EIMC, procurement managers now regularly convene to identify potential supply-chain leads to target for combined purchasing. BioEnterprise is currently working with the anchors on a project to jointly contract their mail sorting functions to encourage the location of a single vendor to serve the three primary anchors. This would be the first example of the anchors working together to attract businesses to the area.

While GUCI-EIMC initially focused primarily on anchor procurement, through the work of the initiative **anchors now have more awareness of their power as employers**. Through the work of Cleveland State University as local evaluators and data partners, the anchors gained a clearer understanding of their workforce living in the Greater University Circle area. The three leading anchors then jointly set local

hiring goals, agreeing to a numeric target, and a process for monitoring progress. Based on early progress, anchors are now revising their goals upwards realizing that the goals they set were not ambitious enough. University Hospitals is continuing a workforce effort started in 2013 that established a neighborhood jobs pipeline for local residents in which careful screening by community-based organizations, coupled with soft skills training from a local service provider, is helping GUC residents make it through the rigorous hiring process to gain entry-level jobs at the institution. The programmatic approach does not currently offer a path to scalability or sustainability, however. Rather than funding ways to institutionally address barriers in anchor hiring practices or embed this type of pre-employment support in the public workforce system, the relatively small-scale effort at University Hospitals can only be sustained currently with continued Cleveland Foundation grant funds.

GUCI-EIMC supported a number of investments in city government that will likely have some enduring **impact on the city's economic development capacity**. After Living Cities funds piloted a position in the Economic Development Department to support special projects and demonstrated the value of that position, the city will now continue to support that position in its ongoing operations. A Living Cities grant to support the development of an economic development online portal for site selectors, developers, and the local business community recently came to fruition with the July 2014 launch of Cleveland's freestanding economic-development site, [rethinkcleveland.org](http://rethinkcleveland.org). Living Cities' support of the transition to online permitting in one city department not only has gone live in that department



but also appears to be having some innovation ripple effects as other departments are now seeking to follow in the footsteps of Building and Housing and move their functions online through the same platform.

GUCI-EIMC contributed to **filling gaps in the small business development system**. With the help of some matchmaking from Living Cities staff, EIMC is responsible for introducing Interise's Streetwise MBA program, run by University Circle, Inc., which provides training and mentoring to growth-oriented businesses in low-income communities, to Cleveland. Although the recognition of Cleveland's microfinance gap predated TII, TII advanced the impetus and the collaborative effort to attract the Economic and Community Development Institute to Cleveland to fill this gap. When ECDI started local operations in 2012, it was flooded with applications due to pent up demand.

GUCI-EIMC also supported the expanded role for the CDFI, National Development Council, which added to the city's **community development finance capacity**. NDC proved to be a critical source of New Markets Tax Credits for Green City Growers Cooperative and brought valued expertise in structuring complex financial packages for urban real estate projects. NDC's role at the EIMC fostered relationships with other lenders, which appears to have led to more collaborative review of project pipelines in the Greater University Circle and Health-Tech Corridor areas. NDC is also credited with providing valued small business technical support and training for key philanthropic and city staff.

GUCI-EIMC's investment in Neighborhood Connections significantly **built the capacity, credibility, and network of the community**

**engagement organization** enabling it to **now act as a conduit between the anchors and the surrounding neighborhoods** on multiple fronts. At the start of the GUCI-EIMC initiative, Neighborhood Connections was most known as an organization supporting small neighborhood-level grants. Through the substantial Living Cities investment, Neighborhood Connections expanded its staff and built broader expertise. In particular, Neighborhood Connections changed its approach to engagement. The network organizing frame became embedded in how the organization does its work.

Through its seat at the EIMC table, Neighborhood Connections built new relationships with anchors that extend well beyond the boundaries of the GUCI-EIMC agenda. When University Hospitals received a federal grant to implement a tele-health model in the surrounding community, the hospital engaged Neighborhood Connections to help select the best locations for the hubs. Neighborhood Connections is partnering with the workforce development service provider and playing a leadership role in outreach and assessment for UH's neighborhood jobs pipeline. Case Western Medical School is now partnering on a health initiative, Promoting Health Across Boundaries, helping to facilitate conversations between residents and the Case Western staff. Neighborhood Connections is also working with Case Western in a neighborhood adjacent to Greater University Circle, helping to build a stronger connection and understanding between the university and residents.

## Sustainability

Cleveland elected to continue its economic inclusion work, but to do so independently of Living Cities. The Cleveland Foundation

will fund the program elements that are most closely aligned with the goals of the partners, such as local hiring and supply chain attraction. The primary governance structures, including the EIMC and the subcommittees, are continuing to meet. TCF intends to continue to financially support the initiative director and assistant,

although both positions will move their institutional affiliation to the Cleveland State University Center for Economic Development, Maxine Goodman Levin College of Urban Affairs. Initiative leadership expects to continue its support of evaluation as well.

## DETROIT—THE WOODWARD CORRIDOR INITIATIVE (WCI)

### Initiative Approach

Detroit's TII initiative, known as the Woodward Corridor Initiative, focused on using the Midtown Detroit area and its multiple anchor institutions to drive reinvestment in Detroit, generate greater benefits for area residents, and create system change in regional land use and city regulatory policies. The WCI geography includes Midtown and the adjacent North End neighborhood. TII's strategy entails a multifaceted placed-based component with: (1) housing and mixed-use development to create a denser and more vibrant area of Detroit to attract businesses, residents, and talent; (2) procurement, employment, and residency programs to capture anchor institutions' economic benefits for surrounding neighborhoods and Detroit; (3) efforts to generate spillover investment and development in the North End neighborhood; and (4) a plan to strengthen and capitalize on education and workforce assets to repopulate neighborhoods and increase resident employment and income.

Detroit's CDFI partner was Capital Impact Partners (CIP), a national CDFI based in northern Virginia and the Bay Area that had a small pre-TII presence in the Detroit market, primarily financing charter schools. CIP assigned an Ann Arbor-based loan officer to initially work one day a week in the WCI Co-Lab office. Living Cities staff had a central role in bringing CIP to Detroit as the site's TII partner. Detroit represented CIP's first attempt to implement a place-based investment strategy to complement its national sectoral focus.

WCI defined an ambitious theory of change with eight distinct strategies. Each strategy

articulated placed-based and system change goals. The key system change targets were fourfold: (1) **capital flows** by improving the real estate finance system and cross-sector alignment of investment; (2) **government policy and systemic capacity** around land use policies and business permitting and licensing; (3) **improved government and nonprofit capacity** via human and organizational capacity investment; and (4) **data-driven decision-making** through data quality, transparency, and sharing.

### Management of the Initiative

Staffing for the Woodward Corridor Initiative was based at Midtown Detroit, Inc. (MDI) under the direction of its executive director. A support team was hired that included a project manager responsible for overall coordination and administration of the initiative, a communications person, and a staff person to administer its anchor-related work. With staff turnover and narrowing of the initiative focus, the staffing was ultimately reduced to a single initiative director, who was hired in mid-2013.

The design originally included a governance group with 13 members, but it grew to a 16-person council expected to provide overall leadership and direction for the initiative and help align the activities of many organizations and sectors. The governance council presented an ongoing challenge to local stakeholders and went through several adjustments in leadership, membership, committees, and meeting schedules in its attempt to provide effective coordination. By the end of 2012, WCI leadership had little interest in supporting the governance council and it ceased meeting. Instead, a small leadership group

from MDI, the Kresge Foundation, CIP, and Detroit Future City (DFC) served as a more informal leadership team to solve problems and guide the overall initiative. In addition, individual council members worked with MDI and other WCI partners on specific projects and initiatives that fit their agendas.

### Initiative Activities

The Woodward Corridor Initiative narrowed its focus over time as it proved infeasible to actively pursue all eight strategies. Its work fell within the following categories:

- **Anchor Work.** WCI was involved in three types of anchor work: *Live Midtown* provided incentives for employees at local anchors to lease, buy, or improve a home in the community; *Source Detroit* was an anchor procurement program; and *Hire Detroit* entailed two pilot entry-level hiring programs with Henry Ford Health Systems.
- **Housing and Real Estate Development.** Through Midtown Detroit, Inc. efforts and TII capital, three residential and mixed-use developments were completed or in development by December 2013, and a fourth project was being underwritten in late 2013. MDI also built a pipeline of 12 more projects.
- **North End Investment.** Several efforts were undertaken to stimulate investment in this neighborhood, including the completion of a North End Strategic Investment Plan, a feasibility study for a North End Community Land Trust, and a plan to establish a homeowner rehabilitation program.
- **Business Licensing and Permitting.** WCI worked to improve and streamline the business permitting and licensing processes and some aspects of development permitting through funding new business advocate positions within the city Buildings, Safety Engineering and Environmental Department (BSEED). TII grant funds also were used to purchase 12 tablet computers used by BSEED inspectors.
- **Small Business Development.** Midtown Detroit, Inc. worked to attract and help establish new business along the Woodward Corridor. MDI also collaborated with a network of initiatives, technical assistance providers, and CDFIs focused on creating and supporting new business. Vanguard CDC also worked with several partners to promote entrepreneurship.
- **Education and Workforce Development.** While most of the agenda around education and workforce was not pursued, there were efforts to improve the capacity of the early childhood system.
- **Local Capacity Building.** Half of TII grant dollars went to expand MDI and city capacity. TII funds were used to hire four new MDI staff, fund new staff at BSEED, and provide matching funds for four Strong Cities, Strong Communities (SC2) fellows, who are part of a federally sponsored initiative to expand local government capacity to effectively use federal funding. The Detroit fellows, two in the city budget office and two at Detroit Economic Growth Corporation (DEGC), are working to support the city's

revitalization and economic development initiatives.

- **Data Systems and Tools.** The WCI data partner, Data Driven Detroit (D3), undertook multiple activities to advance the initiative's goals of data-driven decision-making and improved data access and transparency.

### Direct Short-Term Outputs and Outcomes

Direct outcomes from the Woodward Corridor Initiative related to its activities around real estate development and the associated TII financing, small business assistance, and anchor initiatives included:

- Completing 860 transactions through the Live Midtown program that included 65 property purchases, 439 new rentals, 348 lease renewals, and eight exterior improvement grants. These transactions attracted 623 new residents to the WCI area, half of whom were from other Detroit neighborhoods and half moved from outside the city.
- Replicating Live Midtown in downtown Detroit by the Downtown Detroit Partnership. The Live Downtown Program, administered by Midtown Detroit, Inc., provided \$2.62 million in incentives for 681 transactions through 2013 that included 62 home purchases, 501 new rentals, 116 lease renewals and two exterior improvement grants. The program estimates that it attracted 777 new residents to its target Greater Downtown area. As this program also covers the Midtown area, it has helped to attract an additional 100 residents to the WCI target area.

- Increasing anchor institution procurement from Detroit suppliers by at least \$16.5 million through Source Detroit.
- The hiring of 83 local residents in entry-level jobs at Henry Ford Health Systems.
- 37 new businesses opening within the WCI geography with 202 full-time and 102 part-time jobs—the largest of which is a Whole Foods supermarket.
- Beginning and completing construction of 160 new apartments and 250,600 square feet of new commercial space with TII and other Capital Impact Partners financing.

### Progress towards Longer-Term System-Related Outcomes

WCI made significant progress in many of the system-related outcomes that it sought to achieve. **Most notably, over the three years of the work, Midtown emerged as one of the few areas of positive media attention during a period of severe political and economic crisis in Detroit.** Midtown has experienced improved market conditions with both rental housing and home sales prices and activity increasing to pre-recession levels. Demand for ground floor retail space also increased with the flurry of new business activity. While not all attributable to WCI, few would argue that the work related to TII did not contribute to creating a more positive investment environment that is helping to generate a new sense of hope in Detroit. In effect, the work has helped to change the paradigm that no private investment was feasible in the city.

**Beyond this result, the specific work of WCI also generated significantly more private capital in the city and a higher capacity community development finance system.** The entrance of Capital Impact Partners has improved the capital raising and deployment capacity of Detroit's finance system. CIP worked with MDI, the Kresge Foundation, and Living Cities to design and capitalize a new \$30.25 million capital pool, the Woodward Corridor Investment Fund (WCIF), which CIP will manage. CIP also increased its staff and commitment to Detroit by the end of 2013 by opening up a Detroit office and hiring an additional loan officer. JP Morgan Chase (a Living Cities member) also announced in May 2014 a \$50 million grant to CIP and Invest Detroit for investments in community development projects. It is unlikely that it would have had the confidence to make this investment without CIP's proven and deep expertise in Detroit developed through its engagement with TII. Beyond the dollars, there is also now increased interest in formal collaboration and efforts to address problems on a more systemic basis, with a CDFI "collaborative" now holding regular pipeline meetings.

**WCI's investments created a foundation for systemic change in city business and development permitting processes and policies.** WCI's investments in both data systems and public sector capacity have the potential of sparking new public sector innovations in the land use and business development areas. The business advocates hired through WCI added to the Buildings, Safety Engineering and Environmental Department's capacity to move business licenses through the system; to identify problems; to develop appropriate policy, regulatory, and process changes; and to expand communication and outreach with the business and

development communities. This expanded capacity helped reduce the average time period for building permits from 150 days to 50 days or less. Funding is in place to continue the business advocate for two more years. In addition, changes to business permitting reduced the frequency of several required business inspections from one to three years, and two policies are in the process of being implemented: (1) eliminating permit renewals for signs and awnings; and (2) reducing the number of inspections and fees needed to obtain a business license.

Other changes in the land use and development system in the city include the completion of the Detroit Future City plan/strategic investment framework and multiple changes in city zoning laws and regulations, including: (1) a new agricultural zoning ordinance; (2) adoption of new SD1 and SD2 zoning districts into the city zoning ordinance to allow higher density mixed-use residential/commercial (SD1) and mixed-use office/retail (SD2); and (3) changes in zoning regulations for auto repair facilities, signs, and food trucks. Finally, Data Driven Detroit (D3) is helping to support planning and decision-making by developers, investors, government, and nonprofits through developing a parcel-level data tool, an interactive map, and a database and mapping tool for properties approved for demolition.

**WCI work also contributed to deepening the commitment of the city's anchor institutions and changing how they see their role in the community.** These changes have the potential to contribute to improvements in the economic well-being of Detroit's low-income residents. Anchor institutions' orientation and commitment is evident in several ways: (1) larger funding to Midtown Detroit, Inc.; (2) sustained



commitment to the Live Midtown Program and expansion of the program to Live Downtown; (3) support for new higher density/mixed-use development around its campus and connections to surrounding neighborhoods; (4) increased commitment to local purchasing; and (5) commitment to local hiring at Henry Ford Health Systems.

**In a city with a relatively weak nonprofit sector, WCI contributed to enhanced capacity in system delivery in a number of areas.** While significant progress was not made on much of the educational goals of WCI, an early childhood education collaborative has aligned Wayne State University (WSU), Midtown Detroit, Inc., providers, and other stakeholders around expanding and improving early childhood education. Expanded capacity and increased coordination exist within the nonprofit small business development system, for which WCI is one of several contributing factors. There is a new recognition of the need to address business disruption during M-1 rail construction, and Twin Cities Neighborhood Development Center (part of TII initiative in that region) is helping to develop plans to address it. Perhaps, most notably, in terms of capacity enhancement, MDI's capacity is greater

with expanded anchor funding, expanded capacity and partnerships in advancing real estate and business development, and a larger geography and membership from the 2011 merger of University Cultural Center Association and New Center Council, Inc. In the longer-term, how these system changes will translate into improvements in the economic well-being of the city's low-income residents is not clear. However, in a city with such deep economic, fiscal, and capacity issues, the work of WCI has contributed to enhancing resources and capacity as well as increasing market conditions in a critical corridor in Detroit.

### **Sustainability**

In Round 2, WCI will continue its anchor-based corridor revitalization strategy to stimulate reinvestment and to create competitive centers to attract and grow businesses and population, but will expand beyond Midtown to encompass other corridors, beginning with the Livernois Corridor. Activities will include small business development, mixed-use and residential real estate development, and anchor institution partnerships. A smaller collective table has been created that includes groups that are directly engaged in advancing the more focused strategy.

## MINNEAPOLIS-ST. PAUL: CORRIDORS OF OPPORTUNITY (COO)

### Initiative Approach

The Corridors of Opportunity initiative in the Greater Minneapolis-St. Paul region was designed to ensure that low-income residents, businesses, and neighborhoods benefit from the planned transit-related investments in the region through advancing equitable transit-oriented development. The initiative supported corridor-wide planning and investment mechanisms that would increase access to transit, link low-income residents to economic opportunities, mediate the impact of construction on local business, preserve affordable housing, and promote mixed-used development. While the initiative included all of the planned transit lines, the primary geographic focus was the Central Corridor, which was in the midst of construction of a light rail line that would connect the downtowns of Minneapolis and St. Paul, and the Southwest Corridor, the next light rail corridor that was in the planning phase.

The initiative included funding from both the Living Cities Integration Initiative and the HUD Sustainable Communities Regional Planning Grant. One of the more innovative elements of this site's structure was the decision to merge the two processes and create one Policy Board to govern the two efforts.

The CoO initiative had a multifaceted capital deployment plan with four local financial intermediaries. Three housing lenders—Twin Cities LISC, the Family Housing Fund, and the Twin Cities Community Land Bank—collaborated in overseeing a loan pool for preservation housing, affordable rental, and mixed-used projects. The Neighborhood Development Center (NDC), a CDFI that provides training,

loans, and technical assistance to immigrant and low-income entrepreneurs, used TII funds to provide loans and façade grants to small businesses along University Avenue impacted by light rail construction.

CoO primarily focused on better aligning the multiple systems that are involved in planning and development in the region. As the region built out its ambitious public transit system, it realized that maximizing the benefits of this system required, first, better integrating the engineering-related activities with the planning activities of public agencies. Second, without system interventions, there was concern that low-income residents in the region would not benefit from this substantial investment, and could actually be negatively impacted by it.

### Management of the Initiative

The St. Paul Foundation and the McKnight Foundation, a Living Cities member, were the lead organizations in the Living Cities component of CoO. A new staff person was hired to initially work on the proposal and then to manage TII portion of the CoO work. Her office is at the St. Paul Foundation. In addition, there are staff positions directly responsible for implementing the activities included under the HUD grant who have offices at the Metropolitan Council (Met Council), the regional planning agency serving the Minneapolis-St. Paul seven-county metropolitan area.

The Policy Board overseeing Corridors of Opportunity was comprised of high-level leaders from the public sector, philanthropy, and the community who met monthly. The chair of the Met Council and the director of the Region and Communities

Program at the McKnight Foundation co-chaired the Policy Board. There were 23 additional members of the Policy Board, including the mayor of Minneapolis, deputy mayor of St. Paul, mayor of Eden Prairie, commissioners from Hennepin County and Ramsey County, staff of the CDFIs involved in the project, a member of the Community Engagement Team, as well as other representatives from the state, business community, and other municipalities in the region. Its composition changed over the three years, with individuals invited to join who represented the business community and community interests.

In addition to the Policy Board, multiple “nested” groups provided support for the initiative. This included a *Core Team* comprised of the higher-level staff people directly involved in implementing activities related to the HUD and Living Cities grants and the Central Corridor’s Funders Collaborative. A *Senior Staff Group* was designed to include senior staff of Policy Board members. There were also a number of other subgroups that were convened as part of CoO, including the Affordable Housing and Transit-Oriented Development Implementation Team, the Southwest LRT Community Works, the Business Resource Collaborative, Jobs Central, and the Community Engagement Team.

### Initiative Activities

The three major activities directly funded through the Living Cities portion of the CoO were: (1) supporting small businesses along the Central Corridor, (2) developing the Southwest Light-Rail Transit (LRT) Investment Framework, and (3) preserving affordable housing and developing mixed-use transit-oriented development (TOD) investments through the financing activities:

1. **Small Business Assistance.** The Corridors of Opportunity provided Living Cities grants to Neighborhood Development Center to lead and further staff U7, a group of seven community-based development nonprofits formed to help existing small businesses prepare to “survive and thrive along the Central Corridor.” NDC also used Living Cities funding to expand financial assistance to these businesses by providing façade grants and small business loans with the intent of helping businesses remain strong over the course of the construction period.
2. **Southwest Corridor Integrated Planning.** Living Cities grant funds were used to support the Urban Land Institute - Minnesota in providing assistance to Southwest LRT Community Works. Urban Land Institute (ULI) provided technical assistance in the development of a Comprehensive Corridor Investment Framework, efforts to integrate land use and transit, and the development of a corridor-wide Housing Action Plan. As part of this work, ULI sponsored studies and convenings that built on the learnings from the Hiawatha and Central Corridor work and brought in national experts to lead workshops on best practices in transit-oriented development.
3. **Preservation of Affordable Housing.** Living Cities grant funds were used to provide both resources for capacity as well as credit enhancements needed to support the capital deployment strategy for affordable housing and mixed-use development. These included funds to LISC for pre-development grants, support to the Land Bank, and credit enhancement for the debt.

In addition to TII funds, HUD resources supported 20 separate projects, including a community engagement strategy, a study of options related to building multiple transit corridors simultaneously, TOD strategies for five existing and planned transit ways, and a set of demonstration projects including a workforce strategy. The one area funded through HUD, but which was most closely aligned with TII work, was the **community engagement team grant**. The Policy Board decided early in the process to utilize the HUD funding to create a Community Engagement Team comprised of three organizations: Nexus Partners, the Alliance for Metropolitan Stability, and the Minnesota Center for Neighborhood Organizing. With funding through the HUD grant, the team provided technical assistance and awarded grants to 19 community organizations and partnerships to engage historically underrepresented communities in decision-making related to planning for transit corridors.

Another important TII-related activity was the establishment of two **development roundtables** as a part of CoO. Level I focused on predevelopment funding and Level II on the construction and development phase. These meetings, including developers, funders, and planners, were held regularly over the three years, focused on coordinating financing and development activities and surfacing and addressing some of the development barriers that occur throughout the process.

### Direct Short-Term Outputs and Outcomes

The direct short-term outputs and outcomes related to CoO were limited to the deployment of capital and included:

- preservation or creation of 32 houses, 631 rental units (75 percent affordable),

and 18,000 square feet of commercial space along transit lines; and

- sustainability of small business along the Central Corridor with only four businesses closing of the 353 businesses that were provided with technical assistance and financing.

### Progress towards Longer-Term System-Related Outcomes

The work of CoO exceeded the expectations of many of the stakeholders involved. Interestingly, many of the outcomes were not the result of deliberate strategies, but emerged as the Policy Board and senior staff focused on what equitable transit-oriented development could look like in Minneapolis-St. Paul.

Changing the land use and development systems related to transit-oriented development was one of the priority strategies of TII work in Minneapolis-St. Paul, and much progress was made in the **creation of a more integrated and resourced land use and development system related to transit corridors**. The major system outcomes included increasing points for locational efficiency in Minnesota Housing's and the city of St. Paul's plan for allocating Low Income Housing Tax Credits. A second system change was the creation of a regional TOD policy for the first time and the establishment of a new five-person Office of Transit Oriented Development at MetroTransit within the Met Council. The Met Council also repurposed over \$25 million in funds for TOD and has committed to maintaining annual funding for this purpose for up to \$8 million. There was also increased staffing and funding for TOD in the cities of St. Paul and Minneapolis, and Hennepin County. Finally, along the proposed Southwest Line, some of the cities

have begun to adopt policy and/or zoning to align with both TOD and equitable development principles. The Southwest Corridor Investment Partnership was created in 2012 to provide a forum for larger employers along the corridor to maximize the benefits of the line. Finally, recognizing the siloing of engineering and planning as a significant barrier, engineers and planners were co-located in MetroTransit offices to oversee the Southwest planning process.

Minneapolis-St. Paul had a particularly difficult time deploying the Living Cities capital. In many ways, this challenge resulted in some of the more important, emergent system outcomes, leading to **considerable change in the community development finance system**. New tools were created to support equitable transit-oriented development, including a Strategic Acquisition Framework to guide the early acquisition of key sites supported by a \$2 million Family Housing Fund PRI, and LISC's "accelerator" with enhanced technical assistance and financial investments to advance four equitable TOD projects in the St. Paul Midway East community. The development roundtables that were convened are continuing outside of CoO and have helped to fill in what one stakeholder called the "biggest gap in our finance infrastructure." CDFI capacity expanded as Twin Cities Community Land Bank became a certified CDFI, raised capital, and took on a new role in strategic land acquisition. Neighborhood Development Center also broadened its capacity and built new relationships in several suburban communities that allowed it to expand its training program for immigrant entrepreneurs into four suburban communities.

**There is evidence that the new model of community engagement is becoming a more embedded part of the civic infrastructure.**

The Community Engagement Team has become an independent organization now working on equitable development throughout the region and has received funding through the McKnight Foundation for a third year of community engagement grants. Nexus Community Partners has launched a new Boards and Commissions Leadership Institute to help prepare and support emerging leaders. The local evaluator's survey found that the majority of public organizations in the CoO have adopted new practices related to engagement. For example, the Met Council is developing a new Public Engagement Plan modeled on the work, and Ramsey County has adopted new outreach and response strategies for residents.

**Many of the stakeholders involved in CoO are moving beyond affordable housing to addressing the workforce and economic development systems that must be aligned with the development system to achieve equitable TOD.**

There are several examples of expanded philanthropic community perspectives as a result of its engagement with CoO. The McKnight Foundation launched the Central Corridor Anchor Institutions project to leverage the investment in the Central Corridor. This work emerged as a result of a pullout session on anchors held at a TII learning community. The McKnight Foundation also recently launched the competitive "Moving the Market" RFP, and two early grantees are involved in going beyond the traditional focus on housing and retail to explore strategies to retain and grow employment opportunities along transit lines. St. Paul Foundation also provided Neighborhood Development Center and Metropolitan

Economic Development Association (MEDA) with a \$1 million PRI to expand their work to mid-sized companies. Local funders also are more engaged in workforce development, helping to establish MSPWin, a funder collaborative designed to address workforce needs of low-income residents and employers.

There is evidence that while the region has a history of collaboration, **the Policy Board is becoming a new model for work that cuts across multiple sectors and includes high-level political leadership.** This model has led to several new collaborative efforts including the Frogtown Rondo Home Fund; the new Prospect North Partnership formed in 2013 to implement a district approach to opportunity and transit connectivity; the Central Corridor Anchor Partnership established in August 2012; the Southwest Corridor investment Partnership, a collaborative of large employers seeking to support effective TOD along the proposed Southwest Line; and MSPWin.

**The issue of the inequities within the Minneapolis-St. Paul region has moved beyond a conversation at the Policy Board and is becoming a crosscutting priority issue in the community.** While not attributable to the work of CoO alone, interviews confirmed that the conversations at the Policy Board, coupled with other activities in the community, have made the economic and racial disparities in Minneapolis-St. Paul a major priority for many political leaders, policy organizations, community-based groups, and the private sector. There are multiple layers of evidence of the shift in thinking throughout the region. Some noted that the Thrives MSP 2040, prepared as part of the HUD grant and approved by the CoO Policy Board, emphasizes the principle of equity and economic prosperity. A review of

speeches and media over the last year similarly demonstrates that everyone from the CEO of a large construction company, to the chair of the Met Council, to the mayor of Minneapolis are now saying that this is a defining issue for the region. The question now, as one key stakeholder noted, is, “Are we just going to talk about it or are we going to do something, and how will we do it?”

## Sustainability

Reflecting the shifts in perspectives achieved through Round 1, the second round of funding of TII in Minneapolis-St. Paul involves a relaunch of the work under a new name, “Partnership for Regional Opportunity” (PRO). PRO will be chaired by the same leaders as the Policy Board, and will involve many of the same stakeholders. The vision for PRO is focused on “growing a prosperous, equitable, and sustainable region.” The most significant shift in the second phase is a more explicit focus on equity as a critical driver of regional competitiveness and the engagement of the major regional economic development organization, Greater MSP. Its work entails developing a set of regional indicators that incorporate equity and developing an urban competitiveness strategy. There will be four work areas: (1) regional equity and community engagement, (2) shared prosperity, (3) transit-oriented development, and (4) transportation funding. The new partnership was designed to last for one year.



## NEWARK: STRONG HEALTHY COMMUNITIES INITIATIVE (SHCI)

### Initiative Approach

Newark's Strong Healthy Communities Initiative was initially formed to improve social and economic outcomes for residents living in disinvested neighborhoods by creating a wellness economy. It used a social determinants of health approach designed to increase environmentally safe, affordable housing options and improve access to affordable healthcare, healthy foods, and other services and amenities that contribute to health and wellbeing. The focus of the work in Newark, as well as its overall structure, has, however, evolved significantly over the three years. Due to early limitations in progress, in 2011, Living Cities and Newark agreed to remove the original lead organization and operate SHCI under a planning agreement that would allow it to restructure the initiative, create an effective governance structure, refine its strategies, determine the suitability of pre-existing investment commitments, and engage lapsed and new partners.

The extended planning period helped SHCI refine its strategies around a central population-level outcome, "improving the education outcomes of children in Newark's low-income neighborhoods by improving their health and well-being." With this new outcome, it restructured its work around housing and neighborhood development, health access, and food access strategies. SHCI is piloting this work in four Newark neighborhoods: Lower Broadway, Fairmont, Sussex, and Clinton Hill.

New Jersey Community Capital (NJCC), a statewide CDFI involved in affordable housing, community facilities, and small business lending, is the CDFI partner for SHCI. NJCC was active in Newark before TII and had relationships with key SHCI

partners, including Prudential Foundation and the city of Newark. Despite not closing on and having access to TII capital until late 2013, NJCC has been involved in SHCI since the application process, serving on the Executive Governance Board and helping to design and implement its housing stabilization strategy. Due to delays in establishing the Newark initiative and the extended negotiations around the original capital approach, which involved creation of a complex new special purpose entity rather than use of an established CDFI, TII financing for NJCC did not close until December 2013. Through TII, NJCC will be using \$5 million in commercial debt and \$3 million from the Catalyst Fund to make loans to developers for the acquisition and reuse of blighted and abandoned property into affordable mixed-income housing in SHCI neighborhoods. Living Cities grant funds of \$400,000 are being used as a loan loss reserve for the fund.

### Management of the Initiative

SHCI's initiative director provides overall management of the initiative, providing strategic leadership, engaging partners and stakeholders, conducting research and policy analyses, securing additional investments, and coordinating all elements of the work. She is supported by a program manager and a program administrator. The Community Foundation of New Jersey (CFNJ) is the fiscal agency for SHCI, and staff work from office space donated by CFNJ but are not co-located within CFNJ.

SHCI struggled to adapt the *one table* framework to civic and community engagement norms in Newark. It experimented with several governance structures, including a complex structure with a co-chair arrangement involving

Prudential Foundation and the city of Newark that was augmented by an executive committee, a steering committee, and content area workgroups to engage other stakeholders. In 2012, SHCI abandoned the co-chair structure, streamlined the Executive Committee into a smaller body of seven members, and made it responsible for the initiative's operational and administrative oversight.

The Executive Committee is chaired by the president of the CFNJ and includes representatives of the Prudential Foundation, Victoria Foundation, NJCC, and Prudential Social Investment. SHCI's initiative director and the director of Rutgers University's Joseph C. Cornwall Center for Metropolitan Studies (SHCI's data and evaluation partner) sit on the Executive Committee *ex officio*. While initially there was strong engagement by the city of Newark, the election of ex-mayor Corey Booker to the U.S. Senate resulted in the departure of high-level city officials from SHCI's Executive Committee.

SHCI's Executive Committee meets on a monthly basis. Executive Committee meetings are reported to be well attended with member organizations represented by agency heads as opposed to by staff or designees. Since dissolving the co-chair structure, meeting agendas have been set by SHCI's initiative director. Meetings are generally focused on both strategic and operational items, with the initiative director providing updates. Partners present updates or proposals for new investments to the Executive Committee, which makes decisions by consensus.

### Initiative Activities

SHCI's grants are categorized along its four primary program lines: housing, health, food, and data. The actual activities have

evolved considerably, as SHCI clarified its approach.

**Healthy Housing.** In addition to the work of NJCC to oversee the disposition of 486 vacant and abandoned properties, SHCI was involved in a number of efforts in Newark focusing on healthy housing. SHCI and the city of Newark's Department of Child and Family Wellbeing (DCFV) secured a \$500,000 grant from the Kresge Foundation for the Advancing Safe and Healthy Homes Initiative. SHCI provided policy research and guidance on strategies to address gaps in regulations governing healthy home and building conditions and remediate 29 recognized home health hazards. Secondly, SHCI supported various elements of the city's Green and Healthy Homes Initiative, including research studies and policy and program staff. Finally, the city of Newark designated SHCI to convene the Newark Healthy Homes Policy Board, which is tasked with developing policies and resources that address housing quality.

**Health Access.** The bulk of SHCI's grant funds went to Jewish Renaissance Medical Center (JRMCC) for the creation of school-based health centers (SBHC) to provide medical services to children and residents in its target neighborhoods. Three sites were identified for SBHCs and an additional mobile health unit was planned. To date, only one center has opened and the mobile unit was not deployed.

Strong Healthy Communities Initiative and its partners completed a number of other baseline, needs, and capacity assessments to understand the breadth and availability of school-based health and other non-academic services, recognizing that to truly affect student outcomes there needs to be better coordination between the academic and non-academic components within

schools. Working with JRMC and Newark Public Schools, SHCI examined organizational capacity in four schools and health access issues in the surrounding neighborhood. It also assessed the factors that affect the integration of health and other non-academic services.

**Healthy Food.** SHCI's food access work was the least developed component of the initiative. SHCI's original approach was to work through the city's food policy council, but this body was nascent. However, the relationship led to SHCI and the food policy director collaborating on other strategies, such as farmers' markets, to increase food access in low-income neighborhoods. Since then, SHCI's strategy has evolved to target school-based nutrition programs and food retailers.

**Data and Evaluation.** SHCI funded several activities that were designed to expand Newark's data infrastructure and help implement new systems and practices. A grant to the city of Newark's Brick CitiStat Project allowed it to hire a data analyst to accelerate data collection and data utilization through Brick CitiStat, a performance-based data management tool that is designed to improve the delivery of city services and that pre-dated SHCI. SHCI also awarded a grant to the city to develop an interactive cloud-based platform for administrative data. In addition, SHCI made two grants to the Greater Newark Healthcare Coalition (GNHCC) to build its data capacity. Finally, SHCI used TII funds to support work of the Cornwall Center at Rutgers. Cornwall serves as the local evaluator and as SHCI's data partner. SHCI support has been used to help build its capacity to support Newark's data needs (such as developing a housing market assessment tool) and to fund specific data intensive research efforts.

## Direct Short-Term Outputs and Outcomes

### Housing

- 125 mortgages (49 in SHCI areas) purchased and targeted for principal reduction.
- 38 low-income housing units abated (containing 67 children) using the HUD Healthy Homes framework.
- 167 abandoned structures rehabilitated by owners in targeted low-income neighborhoods; 37 blighted structures demolished in targeted neighborhoods.

### Health Access

- 1,859 medical, 1,081 dental, and 190 behavioral visits annually at new school-based health site.
- 979 individuals (494 children) enrolled as patients for primary care; 467 individuals (180 children) enrolled as patients for dental care.

## Progress towards Longer-Term System-Related Outcomes

**The work of SHCI addressed some of the serious system issues related to abandoned, vacant, and foreclosed properties in Newark.** Through its work with SHCI, New Jersey Community Capital strengthened its relationships with the city and the Prudential Foundation and expanded its role in Newark around the acquisition, improvement, and sale of foreclosed, blighted, and abandoned properties. NJCC implemented two new approaches to wholesale acquisition of foreclosed mortgages and properties. Working with the city and the Prudential Foundation, NJCC was able to convince HUD to include Newark in this pilot that was initially targeted to Tampa, Chicago, and

Phoenix. As a result, in late 2012, NJCC was able to acquire 121 mortgage loans in Newark for owner-occupied homes and worked to keep owners in their homes through mortgage modifications. In a second initiative, the city of Newark adopted a state policy that allows the taking of vacant and abandoned properties (“spotlighting eminent domain”) and designated NJCC as master developer for 156 such properties. NJCC will convey them to nonprofit and for-profit developers with financing. NJCC believes that the stronger working relationships with Newark and Prudential developed through SHCI helped make these innovative approaches to addressing troubled properties possible. SHCI also spurred the creation of Newark’s Healthy Homes’ One Touch Triage System, which is designed to increase efficiencies in home abatement programs, align home repair activities and resources, and streamline processes for low-income residents.

**SHCI has begun to integrate multiple systems that are critical to student success and raise stakeholder awareness of these interconnections.** The SHCI frame, which connects healthy homes with student success and connects school-based health and social services, is leading to new policies and practices that have the potential to create a new integrated approach to promoting student success. SHCI’s work with Newark Public Schools has helped the school district expand its institutional capacity to integrate non-academic support services and health services in order to improve student outcomes, increase student and family access to services, and increase institutional efficiencies. SHCI’s research led to Newark Public Schools creating a Student Support Services Team within its Office of College and Career Readiness. This team has

developed a pilot program in several schools and plans to help implement Student Support Teams in all Newark Public Schools.

**SHCI funding led to improving Newark’s data capacity and embedding new approaches to using data in both city agencies and nonprofit organizations.** The early grant to the city of Newark for a data analyst helped accelerate the collection, analysis, and utilization of data through Brick CitiStat and resulted in improved operations, services, and cost reductions and more cross-departmental alignment and collaboration. The technical assistance and capacity building provided to department heads also led to greater acceptance by managers and frontline workers to the use of data. Prior to its departure, the Booker Administration managed to secure a line for the data analyst position in the city’s general funds budget. Beyond the city, the Greater Newark Healthcare Coalition expanded its capacity to use hospital data to identify concentrated areas of residents who have chronic health problems. This, in turn, is helping healthcare providers serve high need areas, share data with other stakeholders, and track outcomes. Finally, the Cornwall Center, SHCI’s data partner, established data sharing agreements with a number of city agencies, several public schools, and other SHCI partners, and is working with Greater Newark Healthcare Coalition to track changes in health conditions in SHCI’s target neighborhood. It also developed a plan to create an integrated data system for Newark and developed a housing market assessment tool to examine neighborhood housing and market conditions that influence investment decisions. The city’s Office of Real Estate Management adopted the findings of this work and is in the process of

integrating them into its inventory of city-owned properties and developing new policies to guide future property disposition based on these market assessments.

**SHCI has influenced new ways of working in Newark, helping to lead to the creation of the Newark City of Learning Collaborative (NCLC),** a cradle-to-career initiative that is chaired by Rutgers University-Newark's chancellor, with the Cornwall Center serving as the NCLC's backbone organization. The overarching goal of NCLC is that by 2025, "25 percent of adult residents in Newark will have a bachelor's degree." SHCI expects to align its governance structure and its work with NCLC. NCLC is in development, so it is unclear how its higher education pipeline objective will align with SHCI's housing, health, and food access strategies, but SHCI's work with K-12 schools will focus on strategies to expand non-academic services and supports. Presumably, the collective

impact table's unifying framework will allow it to provide the cross-table coordination and help Newark's multiple tables plug into this work. SHCI's work aligns with two of NCLC's three areas, cradle-to-career and higher education. It does not anticipate engaging in the adult education/workforce development space.

### **Sustainability**

SHCI completed its first round of TII on June 30, 2014 and received funding for an additional 18 months as part of Round 2 of TII. In this next phase, SHCI is shifting its focus to one geography—Newark's South Ward. Its key strategy areas will continue to include healthy housing, access to healthy food, and building increased systems of addresses students' health. SHCI will also continue to emphasize the importance of data to the work and will be working with public and private institutions and local nonprofits to institutionalize data capacity.

APPENDIX B:

**The Integration Initiative Survey  
Round 2 Results: Cross-Site Report**

January 2014

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**The Integration Initiative Survey  
Round 2 Results: Cross-Site Report**

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## INTRODUCTION

The Integration Initiative (TII) seeks to bring about system changes along several dimensions, including changes in *geographic boundaries* (linking neighborhoods to cities and regions); *stakeholder groups* (creating greater alignment among philanthropy, the public sector, and nonprofit and community-based organizations); and *discipline areas* (developing integrative approaches that include housing, jobs, skills, transportation, education, and health care).

Two rounds of survey data collection were conducted to provide the five sites participating in TII, as well as the staff and members of Living Cities, with data that can be used to assess progress toward system changes associated with the integration work. This report presents tabular results of the second round of data collection (known as the Round 2 survey). It provides insight into the implementation of TII, highlighting the characteristics of organizations involved in the initiative, their working relationships at two points in time, and their perspectives on improving the lives of low-income people. It also provides detailed information on perceptions of goals of the project, the ways that TII influenced each respondent's home organization, and how the TII initiative and other factors were perceived to affect outcomes for low-income people. The rest of this section provides an overview of the survey and describes the organization of this report.

This report presents the cross-site results of the Round 2 survey. Unlike the five site-specific reports, which present results for each of the five sites separately, this report combines the data to provide an overall snapshot of progress for all five sites considered as a whole. Please see the five site-specific reports for information on how responses varied by site.

### Overview of the Round 2 Survey

TII is a complex initiative, and the Round 2 survey is designed to address the complexity of the TII approach through its sampling strategy, the design of its questionnaire, and its administration. The sampling strategy recognizes that each site initiative reaches stakeholders at three levels of engagement:

- One **lead organization** in the city or region fills the role of the site organizer. It receives the grant funds and generally serves as the staff for the overall effort.
- The **governance group** (with a slightly different name in each site) serves as the decision-making body for the initiative.
- Beyond the governance group is the **larger ecosystem** composed of the organizations that are involved in some way in the set of activities being undertaken through the initiative or are part of the systems the initiative addresses.

The sampling strategy for the Round 2 survey targeted organizations at all three levels of involvement, but emphasized the stakeholders most involved in the initiative (lead and governance).

The National Evaluation Team, Living Cities staff, and local evaluators developed the questionnaire collaboratively. The primary purpose of the Round 2 survey was to assess the nature of the relationships

among the public and private organizations that are part of the larger ecosystem within which TII is operating. The survey contained five sections:<sup>1</sup>

- Section I includes the characteristics of the organizations at the table (defined as those that participate in planning and perform activities under the auspices of TII), and the extent of their involvement with public- and private-sector stakeholder organizations in various geographic areas and discipline/issue areas. In addition, this section contains questions intended to elicit the perspectives of the organizations in the system as they pertain to improving the lives of low-income people.
- Section II describes the perception of the goals of each local initiative, and the ways in which organizations in the system work together (that is, the quality of the collaboration among the members at the table).
- Section III details the ways the local initiative influenced each respondent's organization/department. This encompasses changes in policies, practices, culture, resource allocation, and partnerships.
- Section IV describes the ways the local initiative influenced or affected outcomes for low-income people. This section captures information on changes in the sites as a whole, as well as short- and long-term prospective change.
- Section V explains other key factors that contributed to the ways in which outcomes were or were not achieved in the city. This section identifies the types of activities the local initiatives undertook and the degree to which those activities were perceived to affect outcomes.

The survey was administered via the web using SurveyGizmo software and took 30 minutes to complete, on average. Section I gathered information for two points in time: (1) before June 2011 (midway through the first year of implementation) and (2) as of the date when the survey was completed (during November 2013). The baseline survey instrument also collected data referencing two time periods (before August 2010 and as of June 2011); therefore, using data from both survey administrations, the site leadership, local evaluators, and Living Cities staff can assess the extent to which the changes in the structure of TII over several years of activity have achieved the goals of breaking down disciplinary silos and increasing integration across multiple dimensions.

## **Overview of This Report**

This report presents the findings from the Round 2 survey for the full set of sample respondents across all five sites. A web-based survey was fielded from November 12, 2013, to December 16, 2013. The final cross-site sample included a total of 138 organizations. Of these, 110 responded, which resulted in an 80 percent response rate. The organizations were selected by the site lead and included key players and organizational partners in the site's TII efforts. Survey respondents were asked to report on the perspective of their organization and, specifically of their department within the organization. Findings from the survey are presented in tabular form, with results for different questions in separate tables. The

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<sup>1</sup> The Twin Cities survey also contained a series of site-specific survey questions. We have excluded the site-specific questions, and the open-ended survey responses, in this cross-site report.



report contains three appendices, which include the survey instrument (Appendix A); results for a subset of questions, presented as subgroup findings for various organization types (Appendix B); and the technical information on survey administration, response rates, data processing, and the empirical analysis (Appendix C).

## SECTION I: CHARACTERISTICS OF ORGANIZATIONS PARTICIPATING IN THE LOCAL INITIATIVE

**Table 1. Year of Initial Contact with the [Project Name] (n=110)**

Year	Frequency	Percentage
Before 2009	4	4%
2009	6	5%
2010	47	43%
2011	29	26%
2012	10	9%
2013	3	3%
No response	11	10%
Total	110	100%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 2.

**Table 2. Extent of Involvement with Selected Stakeholder Organizations (n = 110)**

Type of Organization	Involvement Today (November 2013)					Change Since June 2011			
	Not at All	Some-what	Very	Extremely	No Response	Decreased	Consistent	Increased	Not Applicable
Local and Regional Foundations									
Frequency	1	8	41	56	4	4	63	35	8
Percentage	1%	7%	37%	51%	4%	4%	57%	32%	7%
National Foundations									
Frequency	9	49	35	13	4	7	59	36	8
Percentage	8%	45%	32%	12%	4%	6%	54%	33%	7%
City Agencies									
Frequency	2	15	40	49	4	4	70	28	8
Percentage	2%	14%	36%	45%	4%	4%	64%	25%	7%
County Agencies									
Frequency	17	40	29	20	4	4	78	19	9
Percentage	15%	36%	26%	18%	4%	4%	71%	17%	8%
Regional Planning Organizations									
Frequency	9	36	38	23	4	4	56	42	8
Percentage	8%	33%	35%	21%	4%	4%	51%	38%	7%
State Agencies									
Frequency	5	40	34	27	4	4	79	18	9
Percentage	5%	36%	31%	25%	4%	4%	72%	16%	8%
Federal Agencies									
Frequency	15	46	25	20	4	10	75	17	8
Percentage	14%	42%	23%	18%	4%	9%	68%	15%	7%
Banks									
Frequency	19	34	34	19	4	7	76	19	8
Percentage	17%	31%	31%	17%	4%	6%	69%	17%	7%
Community Development Financial Institutions (CDFIs)									
Frequency	14	28	37	27	4	4	62	36	8
Percentage	13%	25%	34%	25%	4%	4%	56%	33%	7%
Other Financial Institutions									
Frequency	27	41	28	10	4	7	80	14	9
Percentage	25%	37%	25%	9%	4%	6%	73%	13%	8%
Major Nonprofit Institutions or Employers in Your Community									
Frequency	2	15	35	54	4	3	62	37	8
Percentage	2%	14%	32%	49%	4%	3%	56%	34%	7%
Local Community-Based Organizations									
Frequency	3	14	33	56	4	4	64	34	8
Percentage	3%	13%	30%	51%	4%	4%	58%	31%	7%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 3 and 4.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable."

**Table 3. Extent of Involvement with Other Organizations in Selected Geographic Areas (n = 110)**

Geographic Area	Involvement Today (November 2013)					Change Since June 2011			
	Not at All	Some-what	Very	Extremely	No Response	Decreased	Consistent	Increased	Not Applicable
Individual Neighborhoods									
Frequency	3	16	30	52	9	9	50	37	14
Percentage	3%	15%	27%	47%	8%	8%	45%	34%	13%
Multiple Neighborhoods Within a City									
Frequency		12	38	51	9	7	43	47	13
Percentage		11%	35%	46%	8%	6%	39%	43%	12%
Individual City/Multiple Cities									
Frequency		1	31	69	9	7	49	42	12
Percentage		1%	28%	63%	8%	6%	45%	38%	11%
County									
Frequency	5	31	29	35	10	5	42	50	13
Percentage	5%	28%	26%	32%	9%	5%	38%	45%	12%
Metropolitan Region/Multiple Counties									
Frequency	2	29	35	35	9	6	38	54	12
Percentage	2%	26%	32%	32%	8%	5%	35%	49%	11%
State									
Frequency	3	23	37	38	9	6	41	50	13
Percentage	3%	21%	34%	35%	8%	5%	37%	45%	12%
Nation									
Frequency	9	39	27	24	11	2	39	54	15
Percentage	8%	35%	25%	22%	10%	2%	35%	49%	14%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 5 and 6.

Note: If a respondent did not provide data for a particular type of geography in Question 5 or 6, then the "Change since 2011" was coded as "Not Applicable."

**Table 4. Amount of Work with Other Organizations in Selected Issue Areas (n = 110)**

Issue Area	Amount of Work in November 2013					Change Since June 2011			
	Not at All	Small Amount	Moderate Amount	Great Deal	No Response	Decreased	Consistent	Increased	Not Applicable
Education									
Frequency	10	27	32	36	5	1	70	33	6
Percentage	9%	25%	29%	33%	5%	1%	64%	30%	5%
Health and Wellness									
Frequency	19	33	25	28	5	3	74	26	7
Percentage	17%	30%	23%	25%	5%	3%	67%	24%	6%
Housing									
Frequency	11	18	28	48	5	3	68	31	8
Percentage	10%	16%	25%	44%	5%	3%	62%	28%	7%
Community Development and Land-Use Planning									
Frequency	8	15	22	59	6	4	66	33	7
Percentage	7%	14%	20%	54%	5%	4%	60%	30%	6%
Community Engagement and Community Organizing									
Frequency	1	23	31	50	5	1	61	42	6
Percentage	1%	21%	28%	45%	5%	1%	55%	38%	5%
Community Development Finance									
Frequency	17	15	29	44	5	4	66	33	7
Percentage	15%	14%	26%	40%	5%	4%	60%	30%	6%
Transportation									
Frequency	16	31	30	28	5	2	67	34	7
Percentage	15%	28%	27%	25%	5%	2%	61%	31%	6%
Economic Development									
Frequency	4	16	37	47	6	6	61	36	7
Percentage	4%	15%	34%	43%	5%	5%	55%	33%	6%
Workforce Development									
Frequency	11	25	28	41	5	4	56	42	8
Percentage	10%	23%	25%	37%	5%	4%	51%	38%	7%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 7 and 8.

Note: If a respondent did not provide data for a particular issue area in Question 7 or 8, then the "Change since 2011" was coded as "Not Applicable."

**Table 5. Importance of Selected Policy Areas to Improve the Lives of Low-Income People (n=110)**

Policy Areas	Importance in November 2013					Change Since June 2011			
	Not at All	Some-what	Very	Extremely	No Response	Decreased	Consistent	Increased	Not Applicable
Education									
Frequency		3	22	72	13		72	23	15
Percentage		3%	20%	65%	12%		65%	21%	14%
Health Care and Wellness									
Frequency		11	31	56	12	2	65	29	14
Percentage		10%	28%	51%	11%	2%	59%	26%	13%
Housing									
Frequency		8	31	58	13	3	69	22	16
Percentage		7%	28%	53%	12%	3%	63%	20%	15%
Community Development and Land-Use Planning									
Frequency		10	39	49	12	2	72	22	14
Percentage		9%	35%	45%	11%	2%	65%	20%	13%
Community Engagement and Community Organizing									
Frequency		6	33	59	12	1	67	28	14
Percentage		5%	30%	54%	11%	1%	61%	25%	13%
Community Development Finance									
Frequency	3	10	38	47	12	3	70	23	14
Percentage	3%	9%	35%	43%	11%	3%	64%	21%	13%
Economic Development									
Frequency		2	26	70	12		72	24	14
Percentage		2%	24%	64%	11%		65%	22%	13%
Transportation									
Frequency	1	7	39	50	13	2	60	32	16
Percentage	1%	6%	35%	45%	12%	2%	55%	29%	15%
Workforce Development									
Frequency		6	20	71	13	1	65	27	17
Percentage		5%	18%	65%	12%	1%	59%	25%	15%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 9 and 10.

Note: If a respondent did not provide data for a particular policy area in Question 9 or 10, then the “Change since 2011” was coded as “Not Applicable.”

**Table 6. Importance of Selected Factors to Improve the Lives of Low-Income People (n=110)**

Factor	Importance in November 2013					Change Since June 2011			
	Not at All	Some-what	Very	Extremely	No Response	Decreased	Consistent	Increased	Not Applicable
Racial/Ethnic Environment in the City									
<i>Frequency</i>		15	31	54	10		75	23	12
<i>Percentage</i>		14%	28%	49%	9%		68%	21%	11%
Health of the Regional Economy									
<i>Frequency</i>		7	23	71	9		67	32	11
<i>Percentage</i>		6%	21%	65%	8%		61%	29%	10%
Cross-Issue Collaboration Within the Community Development Sector									
<i>Frequency</i>		13	29	58	10	1	53	43	13
<i>Percentage</i>		12%	26%	53%	9%	1%	48%	39%	12%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 11 and 12.

Note: If a respondent did not provide data for a particular factor in Question 11 or 12, then the “Change since 2011” was coded as “Not Applicable.”



**Table 7. Importance to Organizational Mission to Work with Stakeholders in Selected Geographic Areas (n=110)**

Geographic Area	Importance in November 2013					Change Since June 2011			
	Not at All	Some-what	Very	Extremely	No Response	Decreased	Consistent	Increased	Not Applicable
Individual Neighborhood									
Frequency	6	23	25	50	6	18	52	27	13
Percentage	5%	21%	23%	45%	5%	16%	47%	25%	12%
Multiple Neighborhoods Within the City									
Frequency	5	21	40	40	4	20	44	35	11
Percentage	5%	19%	36%	36%	4%	18%	40%	32%	10%
Individual City/Multiple Cities									
Frequency	2	6	40	58	4	16	49	34	11
Percentage	2%	5%	36%	53%	4%	15%	45%	31%	10%
County									
Frequency	18	42	23	22	5	27	47	24	12
Percentage	16%	38%	21%	20%	5%	25%	43%	22%	11%
Metropolitan Region/Multiple Counties									
Frequency	7	44	39	15	5	21	46	29	14
Percentage	6%	40%	35%	14%	5%	19%	42%	26%	13%
State									
Frequency	6	41	39	20	4	18	57	24	11
Percentage	5%	37%	35%	18%	4%	16%	52%	22%	10%
Nation									
Frequency	24	52	19	10	5	26	56	16	12
Percentage	22%	47%	17%	9%	5%	24%	51%	15%	11%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 13 and 14.

Note: If a respondent did not provide data for a particular geographic area in Question 13 or 14, then the "Change since 2011" was coded as "Not Applicable."

## SECTION II: PERSPECTIVES OF THE LOCAL INITIATIVE

Table 8. Extent of Governance Group Agreement on Goals and Organization Within Site (n=53)

Statement About Goals/Organization	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	No Response
a. The [Project Name] has established reasonable goals.						
<i>Frequency</i>		4	3	34	8	4
<i>Percentage</i>		8%	6%	64%	15%	8%
b. My organization's goals for the [Project Name] seem to be the same as the goals of other organizations participating.						
<i>Frequency</i>		2	5	38	4	4
<i>Percentage</i>		4%	9%	72%	8%	8%
c. The people involved in the [Project Name] represent a cross-section of those who have a stake in what we are trying to accomplish.						
<i>Frequency</i>		4	2	29	14	4
<i>Percentage</i>		8%	4%	55%	26%	8%
d. The work of the [Project Name] represents a cross-section of those who have a stake in what we are trying to accomplish.						
<i>Frequency</i>		1	4	28	16	4
<i>Percentage</i>		2%	8%	53%	30%	8%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 16.

Note: This table includes responses from members of the governance group only.

**Table 9. Extent of Governance Group Agreement on Communication Within Site (n=53)**

Statement About Communication	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	No Response
a. Organizations in the [Project Name] trust each other to share information and honest feedback.						
Frequency	1	5	7	28	8	4
Percentage	2%	9%	13%	53%	15%	8%
b. Different opinions are expressed and listened to.						
Frequency		5	7	29	8	4
Percentage		9%	13%	55%	15%	8%
c. The people involved have open discussions about difficult issues.						
Frequency	1	10	4	25	9	4
Percentage	2%	19%	8%	47%	17%	8%
d. A sufficient number of meetings are held to effectively govern the initiative.						
Frequency	1	6	3	27	12	4
Percentage	2%	11%	6%	51%	23%	8%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 17.

Note: This table includes responses from members of the governance group only.

**Table 10. Extent of Governance Group Agreement on Leadership Within Site (n=53)**

Statement About Leadership	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	No Response
a. Participation in the [Project Name] was not dominated by any one stakeholder group or sector.						
Frequency	3	7	9	25	4	5
Percentage	6%	13%	17%	47%	8%	9%
b. The leadership of [Project Name] has set clear ground rules about how we will work.						
Frequency	1	7	5	29	7	4
Percentage	2%	13%	9%	55%	13%	8%
c. The people who lead the [Project Name] communicate well with members.						
Frequency	2	5	5	29	8	4
Percentage	4%	9%	9%	55%	15%	8%
d. The leadership of [Project Name] is able to adapt to changing conditions.						
Frequency		2	9	30	8	4
Percentage		4%	17%	57%	15%	8%
e. The governance structure of the [Project Name] is effective.						
Frequency	2	5	9	27	6	4
Percentage	4%	9%	17%	51%	11%	8%
f. The [Project Name] systematically uses data to refine strategies.						
Frequency	1	6	7	27	8	4
Percentage	2%	11%	13%	51%	15%	8%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 18.

Note: This table includes responses from members of the governance group only.

**Table 11. Changes in Perceptions of Governance Group Agreement on Goals and Organization Within Site (n=35)**

Statement About Goals/Organization	Disagree or Strongly Disagree (Round 1 Survey)	Disagree or Strongly Disagree (Round 2 Survey)	Agree or Strongly Agree (Round 1 Survey)	Agree or Strongly Agree (Round 2 Survey)
a. The [Project Name] has established reasonable goals.				
Frequency	4	3	29	30
Percentage	11%	9%	83%	86%
b. My organization's goals for the [Project Name] seem to be the same as the goals of other organizations participating.				
Frequency	5	1	24	30
Percentage	14%	3%	69%	86%
c. The people involved in the [Project Name] represent a cross-section of those who have a stake in what we are trying to accomplish.				
Frequency	3	3	28	30
Percentage	9%	9%	80%	86%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 16 of the 2013 survey administration. In addition, this table incorporates results from the 2011 Living Cities Integration Initiative Network Survey. See Question 14 of the 2011 survey administration. Because Question 16d was not administered in the 2011 survey administration, results for this item are not shown in this table.

Note: This table includes responses from members of the governance group who responded in both survey periods. This table does not show counts of item non-response or individuals who endorsed the "No Opinion" category.

**Table 12. Changes in Perceptions of Governance Group Agreement on Communication Within Site (n=35)**

Statement About Communication	Disagree or Strongly Disagree (Round 1 Survey)	Disagree or Strongly Disagree (Round 2 Survey)	Agree or Strongly Agree (Round 1 Survey)	Agree or Strongly Agree (Round 2 Survey)
a. Organizations in the [Project Name] trust each other to share information and honest feedback.				
<i>Frequency</i>	2	6	23	23
<i>Percentage</i>	6%	17%	66%	66%
b. Different opinions are expressed and listened to.				
<i>Frequency</i>	1	4	29	25
<i>Percentage</i>	3%	11%	83%	71%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 17 of the 2013 survey administration. In addition, this table incorporates results from the 2011 Living Cities Integration Initiative Network Survey. See Question 14 of the 2011 survey administration. Because Question 17c and 17d were not administered in the 2011 survey administration, results for these items are not shown in this table.

Note: This table includes responses from members of the governance group who responded in both survey periods. This table does not show counts of item non-response or individuals who endorsed the "No Opinion" category.

**Table 13. Changes in Perceptions of Governance Group Agreement on Leadership Within Site (n=35)**

Statement About Leadership	Disagree or Strongly Disagree (Round 1 Survey)	Disagree or Strongly Disagree (Round 2 Survey)	Agree or Strongly Agree (Round 1 Survey)	Agree or Strongly Agree (Round 2 Survey)
a. Participation in the [Project Name] was not dominated by any one stakeholder group or sector.				
Frequency	2	7	29	20
Percentage	6%	20%	83%	57%
b. The leadership of [Project Name] has set clear ground rules about how we will work.				
Frequency	2	8	23	24
Percentage	6%	23%	66%	69%
c. The people who lead the [Project Name] communicate well with members.				
Frequency	1	7	30	25
Percentage	3%	20%	86%	71%
d. The leadership of [Project Name] is able to adapt to changing conditions.				
Frequency	1	1	28	26
Percentage	3%	3%	80%	74%
e. The governance structure of the [Project Name] is effective.				
Frequency	1	7	25	22
Percentage	3%	20%	71%	63%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 18 of the 2013 survey administration. In addition, this table incorporates results from the 2011 Living Cities Integration Initiative Network Survey. See Question 14 of the 2011 survey administration. Because Question 18f was not administered in the 2011 survey administration, results for this item are not shown in this table.

Note: This table includes responses from members of the governance group who responded in both survey periods. This table does not show counts of item non-response or individuals who endorsed the “No Opinion” category.



### SECTION III: INFLUENCE OF LOCAL INITIATIVE ON COLLABORATING ORGANIZATIONS

**Table 14. Extent of Impact on Department or Organization (n=110)**

Statement About Influence of [Project Name]	Yes	No	No Response
Q19. The [Project Name] has influenced your organization's or department's policies. <i>Frequency</i> <i>Percentage</i>	54 49%	47 43%	9 8%
Q20. The [Project Name] has influenced your organization's or department's practices. <i>Frequency</i> <i>Percentage</i>	86 78%	13 12%	11 10%
Q21. The [Project Name] has influenced your organization's or department's culture. <i>Frequency</i> <i>Percentage</i>	66 60%	35 32%	9 8%
Q22. The [Project Name] has influenced how your organization/department deploys resources. <i>Frequency</i> <i>Percentage</i>	82 75%	20 18%	8 7%
Q23. The [Project Name] has influenced how your organization/department partners with other organizations. <i>Frequency</i> <i>Percentage</i>	93 85%	9 8%	8 7%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 19–23.

**Table 15. Personal Participation in Living Cities Learning Communities (n=110)**

Number of meetings	Frequency	Percentage
0	16	15%
1–2	49	45%
3–5	15	14%
6–10	10	9%
More than 10	2	2%
No Response	18	16%
Total	110	100%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 24.

Note: This table shows respondent reports of the number of Learning Communities that they attended.

**Table 16. Application of Learning Community to Work (n=76)**

	Yes	No	No Response
Respondent has applied what he/she learned or experienced during the Learning Community to your work in [Site Name].			
<i>Frequency</i>	69	6	1
<i>Percentage</i>	91%	8%	1%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 24a.

Note: This question was asked only of individuals who indicated they attended at least one Learning Community in Question 24.

## SECTION IV: PERCEIVED OUTCOMES OF THE LOCAL INITIATIVE

**Table 17. Influence of the [Project Name] on the City of [Site Name] (n=110)**

	Yes	No	No Opinion	No Response
[Site Name] is better off because of the [Project Name].				
<i>Frequency</i>	94		7	9
<i>Percentage</i>	85%		6%	8%
Low-income individuals are better off because of the [Project Name].				
<i>Frequency</i>	65	8	26	11
<i>Percentage</i>	59%	7%	24%	10%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 25-26.

**Table 18. Long-Term Changes Started by the [Project Name] (n=110)**

	Yes	No	No Response
The [Project Name] started making long-term changes that will benefit low-income people in this region for the next 5-10 years.			
<i>Frequency</i>	89	10	11
<i>Percentage</i>	81%	9%	10%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Question 27.

## SECTION V: PERCEPTIONS OF FACTORS THAT MAY AFFECT OUTCOMES

**Table 19. Presence of Factors That May Affect Outcomes (n=110)**

Statement About Factor	Strongly Disagree	Somewhat Disagree	Somewhat Agree	Strongly Agree	Don't Know	No Response
Q29. The [Project Name] had a clear vision of desired outcomes.						
Frequency	4	15	46	33	3	9
Percentage	4%	14%	42%	30%	3%	8%
Q31. Involved stakeholders had a common understanding of what systems the [Project Name] was focusing on.						
Frequency	1	13	48	36	3	9
Percentage	1%	12%	44%	33%	3%	8%
Q33. There was a strong understanding of the barriers in the system(s) that the [Project Name] hoped to change.						
Frequency	1	14	57	25	3	10
Percentage	1%	13%	52%	23%	3%	9%
Q35. There was sufficient focus on projects and programs that deliver concrete results.						
Frequency	1	13	46	34	5	11
Percentage	1%	12%	42%	31%	5%	10%
Q37. The projects and programs undertaken were well chosen to advance the [Project Name]'s goals.						
Frequency	3	3	50	39	5	10
Percentage	3%	3%	45%	35%	5%	9%
Q39. The cross-stakeholder table convened for this initiative provided effective governance.						
Frequency	3	10	30	48	9	10
Percentage	3%	9%	27%	44%	8%	9%
Q41. There was a sufficient degree of trust between philanthropic leaders and the public sector.						
Frequency	4	9	31	44	13	9
Percentage	4%	8%	28%	40%	12%	8%
Q43. The Mayor's office showed a clear commitment to the goals and strategies of the [Project Name].						
Frequency	8	16	18	46	13	9
Percentage	7%	15%	16%	42%	12%	8%
Q45. There was alignment between the priorities of the [Project Name] and those of the mayor(s).						
Frequency	6	6	30	39	18	11
Percentage	5%	5%	27%	35%	16%	10%
Q47. There was a sufficient engagement of community residents in the initiative.						
Frequency	7	20	43	14	16	10
Percentage	6%	18%	39%	13%	15%	9%
Q49. Guidance and technical assistance provided by Living Cities was informative and valuable.						
Frequency	3	8	38	17	32	12
Percentage	3%	7%	35%	15%	29%	11%
Q51. The capital funds provided by Living Cities were flexible enough to support the [Project Name]'s goals and strategies.						
Frequency	22	18	18	16	27	9
Percentage	20%	16%	16%	15%	25%	8%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 29, 31, 33, 35, 37, 39, 41, 43, 45, 47, 49, and 51.

**Table 20. Perceived Impact of Factors That May Affect Outcomes (n=110)**

Degree of Perceived Impact	Large Negative Impact	Modest Negative Impact	No Impact	Modest Positive Impact	Large Positive Impact	Don't Know	No Response
Q30. Clear vision of desired outcomes.							
Frequency	1	14	7	35	32	11	10
Percentage	1%	13%	6%	32%	29%	10%	9%
Q32. Stakeholders sharing a common understanding of the systems.							
Frequency	2	15	5	40	28	10	10
Percentage	2%	14%	5%	36%	25%	9%	9%
Q34. The understanding of the barriers in the system(s).							
Frequency	1	17	10	47	15	9	11
Percentage	1%	15%	9%	43%	14%	8%	10%
Q36. The focus on projects and programs that deliver concrete results.							
Frequency	1	13	7	41	27	9	12
Percentage	1%	12%	6%	37%	25%	8%	11%
Q38. The choice of projects and programs.							
Frequency	2	7	2	47	35	7	10
Percentage	2%	6%	2%	43%	32%	6%	9%
Q40. The effectiveness of the governance table.							
Frequency	4	13	2	34	36	10	11
Percentage	4%	12%	2%	31%	33%	9%	10%
Q42. Trust between philanthropic leaders and the public sector.							
Frequency	4	12	7	22	37	18	10
Percentage	4%	11%	6%	20%	34%	16%	9%
Q44. Commitment from the Mayor's office(s).							
Frequency	8	15	5	24	32	16	10
Percentage	7%	14%	5%	22%	29%	15%	9%
Q46. Alignment between the priorities of the [Project Name] and those of the mayor(s).							
Frequency	5	8	9	32	28	17	11
Percentage	5%	7%	8%	29%	25%	15%	10%
Q48. Engagement of community residents.							
Frequency	3	14	14	31	15	23	10
Percentage	3%	13%	13%	28%	14%	21%	9%
Q50. Guidance and technical assistance provided by Living Cities.							
Frequency	2	6	3	38	15	36	10
Percentage	2%	5%	3%	35%	14%	33%	9%
Q52. Flexibility of capital funds.							
Frequency	13	23	5	17	13	29	10
Percentage	12%	21%	5%	15%	12%	26%	9%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 30, 32, 34, 36, 38, 40, 42, 44, 46, 48, 50, and 52.

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## **APPENDIX A:**

### **SURVEY INSTRUMENT**



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## The 2013 Living Cities Integration Initiative Follow-up Survey

### Cross-Site Base Questionnaire

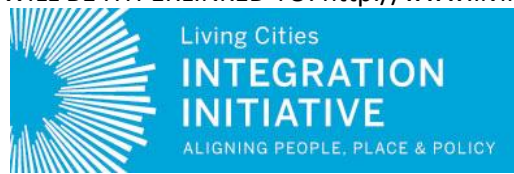
#### ADMINISTRATIVE NOTES:

- The instrument is designed in a self-administered format, estimated at 30 minutes in length
- Prior to each item, the universe of who among the survey respondents is to complete the item is specified in the boxed, green bar. Skip patterns, where applicable, will be specified next to response options. This information will not be shown to the survey respondents, but is presented here to display the skip logic and universe of respondents for each question.
- Survey will be deployed for in English only. A unique, customized survey instrument is to be created for each of 5 sites, which will include site-specific items.
- Text fills, noted in this instrument with use of brackets and text in all caps [FILL] across the five sites are assumed as follows:

SITE	City Name / Cities Names [CITY]	Project Name [NAME]
<b>BALTIMORE, MD</b>	Baltimore	Baltimore Integration Partnership
<b>TWIN CITIES, MN</b>	Twin Cities	Corridors of Opportunity
<b>CLEVELAND, OH</b>	Cleveland	The Greater University Circle Community Wealth Building Initiative
<b>DETROIT, MI</b>	Detroit	Woodward Corridor Initiative
<b>NEWARK, NJ</b>	Newark	Strong Healthy Communities Initiative

- The skip logic for items 16-18, which are asked only of governance group members, will be driven by a flag in the sample file.

**LOGIN PAGE:** [IMAGE WILL BE HYPERLINKED TO: <http://www.livingcities.org/integration/>]



## The 2013 Living Cities Integration Initiative Survey of [NAME] Organizations

### Welcome!

The Living Cities Integration Initiative has produced a tremendous amount of national interest as a means to improve the lives of low-income individuals. It is critical to obtain your input on your experiences with this initiative.

This survey will help provide your perspective on how [NAME] has influenced the ways that organizations in [CITY] are working together to achieve long-term goals. This information is important for both your local site, as well as for the national goals of the Living Cities Integration Initiative.

This survey should take approximately 30 minutes to complete. Your participation is completely voluntary. You are not required to answer any questions that you do not wish to answer. All of your information will be kept confidential. The evaluation will not identify individuals or organizations in any of its evaluation reports.

### Instructions:

- 1) Answer the questions shown by clicking your mouse on the appropriate box. This survey asks for your organization's perspective. However, if you work in a particular department within your organization, please provide information about your department rather than the organization as a whole. For example, if you work in the Department of City Planning in the Office of the Mayor, please answer the questions from the perspective of the Department of City Planning, not from the perspective of the entire Mayor's Office.
- 2) Once you have answered the questions on one page, **click** the "**next**" button at the bottom of the page to continue. To **go back** to a previous page, **click** the "**back**" button.
- 3) If you need to **stop**, you can log out of the survey by closing your browser. You can return to the survey later by clicking on the link in your email.

**When you re-enter the survey, your previous answers will be saved.** You also will be able to change your previous answers, if necessary.

If you have any questions about the survey, please contact Holly Matulewicz via e-mail ([hmatulewicz@mathematica-mpr.com](mailto:hmatulewicz@mathematica-mpr.com)) or by telephone at: 617-674-8362.

**SECTION I: YOUR ORGANIZATION/DEPARTMENT'S INVOLVEMENT IN [NAME].**

This section of questions asks about your organization's awareness and involvement in [NAME].

ALL

**Q1. This survey was designed to be completed by individuals who are familiar with [NAME], as a way for them to share their experiences with the evaluation team.**

**Please confirm whether you are familiar with or aware of [NAME]?**

- ☐ Yes..... 1
- ☐ No ..... 0      TERMINATE

**HARD CHECK: IF Q1=NO RESPONSE, SHOW THE FOLLOWING POP-UP MESSAGE; Taking part in the survey is voluntary. However, your answer to this important question helps us ensure the right questions are asked of specific groups of people. Please input a response to this question to continue.**

Q1=0 (TERMINATION PAGE)

**Thank you for responding to this survey. It was designed to be completed by individuals who are familiar with [NAME] and could share their experiences with the evaluation team.**

**If someone else would be better suited to complete this survey within your organization, please contact the Survey Director, Holly Matulewicz by telephone at: 617-674-8362 or by email at: hmatulewicz@mathematica-mpr.com.**

PROGRAMMER NOTE: CASE IS FINALIZED AS INELIGIBLE, AS RESPONDENT IS NOT FAMILIAR WITH THE INITIATIVE. IF A NEW SAMPLE MEMBER IS SUBSEQUENTLY IDENTIFIED TO RESPOND TO THIS SURVEY (ON BEHALF OF THE ORGANIZATION), INSTEAD, THIS NEW SAMPLE MEMBER WILL BE ADDED ACCORDINGLY.

Q1=1

**Q2. When did your organization/department first come into contact with [NAME]?**

MONTH YEAR

Q1=1

**Q3. Your organization/department may be working with other organizations in a variety of ways, ranging from exchanging information to sitting on committees to sponsoring joint activities. As shorthand, these types of activities are described as “involvement.”**

**As of today, generally, how involved is your organization/department with each of the stakeholder organizations listed below?**

*Select one per row*

	Not at All Involved	Somewhat Involved	Very Involved	Extremely Involved
a. Local and regional foundations	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. National foundations	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. City agencies	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. County agencies	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. Regional planning organizations	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. State agencies	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Federal agencies	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
h. Banks	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
i. Community Development Financial Institutions (CDFI)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
j. Other financial institutions	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
k. Major nonprofit institutions or employers in your community	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
l. Local community-based organizations	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q4. Prior to 2011, generally, how involved was your organization/department with each of the stakeholder organizations listed below?**

If you were not employed with your organization/department at that time, please use your best estimate for each response below, based on your knowledge of the organization's history.

*Select one per row*

	Not at All Involved	Somewhat Involved	Very Involved	Extremely Involved
a. Local and regional foundations	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. National foundations	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. City agencies	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. County agencies	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. Regional planning organizations	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. State agencies	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Federal agencies	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
h. Banks	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
i. Community Development Financial Institutions (CDFI)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
j. Other financial institutions	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
k. Major nonprofit institutions or employers in your community	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
l. Local community-based organizations	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q5. As of today, what is your organization/department's current involvement with other organizations in each of the following geographic areas?**

*Select one per row*

	Not at All Involved	Somewhat Involved	Very Involved	Extremely Involved
a. Individual neighborhood	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Multiple neighborhoods within the city	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. (Individual city / Multiple cities)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. County	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. (Metropolitan region / Multiple counties)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. State	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Nation	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q6. Prior to 2011, what was your organization/department's involvement with other organizations in the following geographic areas?**

If you were not employed with your organization/department at that time, please use your best estimate for each response below, based on your knowledge of the organization's history.

*Select one per row*

	Not at All Involved	Somewhat Involved	Very Involved	Extremely Involved
a. Individual neighborhood	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Multiple neighborhoods within the city	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. (Individual city / Multiple cities)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. County	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. (Metropolitan region / Multiple counties)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. State	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Nation	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>



**THE FOLLOWING DEFINITIONS WILL BE PROVIDED FOR THE RESPONSE OPTIONS IN THE QUESTIONS THAT FOLLOW. THE DEFINITION WILL APPEAR WHEN A RESPONDENT HOVERS HIS / HER MOUSE OVER THE TERM OF INTEREST. THUS, THEY ARE MORE LIKELY TO HIT THE TARGET AUDIENCE IN THE MOMENT OF RESPONDING TO THE QUESTION (VERSUS PROVIDING THE LIST AS A SEPARATE SHEET).**

Education: Activities related to preschool, primary, secondary, and postsecondary education.

Health and Wellness: Programs and policies that enable people to improve their health by addressing health prerequisites including: preventative healthcare, health behaviors; income; housing; the built environment; food security and nutritious foods; employment; and access to social services (SNAP, WIC).

Housing: Policies, programs, and activities related to the development of housing units and/or assisting low-income households in purchasing, rehabilitating, or renting safe and decent housing.

Community Development and Land-Use Planning: Planning and development activities that maximize the quality of life and economic opportunities for those that live and work in a specific geographic area. It includes infrastructure planning and development, zoning, comprehensive planning, and amenity development.

Community Engagement and Community Organizing: Efforts to promote and support the participation of members of a community in assessing, planning, implementing, and evaluating solutions to address problems that affect them.

Community Development Finance: Policies and programs that provide equity and debt financing with two aims: to generate social and financial returns. The purpose is to create wealth in disadvantaged communities or underserved markets.

Transportation Development: The assessment, design, setting, and construction of transportation facilities, such as highways, streets, bike lanes, footpaths, and public transit lines.

Economic Development: Programs and policies focused on business development and job creation, including small business assistance, entrepreneurial development, commercial revitalization, innovation strategies, cluster strategies, and business retention.

Workforce Development: Policies, programs, and projects that focus on education and skill development of the workforce. This includes efforts to place individuals in employment, strengthen the region's workforce, focus on access and success in postsecondary education, and build on occupational training programs, sector training programs, and career advancement strategies.

Q1=1

**Q7. As of today, how much does your organization/department work with other organizations in the following issue areas? For each item below, please select the response that best describes the extent to which your organization/department works with other organizations.**

**Place your mouse over each term/phrase below to see how the term/phrase is defined.**

*Select one per row*

	Not at all	Small Amount	Moderate Amount	A great deal
a. Community development and land-use planning	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Community development finance	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. Community engagement and community organizing	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. Economic development	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. Education	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. Health and wellness	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Housing	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
h. Transportation	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
i. Workforce development	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q8. Prior to 2011, how much did your organization/department work with other organizations in the following issue areas?**

**If you were not employed with your organization/department at that time, please use your best estimate for each response below, based on your knowledge of the organization's history.**

**Place your mouse over each term/phrase below to see how the term/phrase is defined.**

*Select one per row*

	Not at all	Small Amount	Moderate Amount	A great deal
a. Community development and land-use planning	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Community development finance	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. Community engagement and community organizing	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. Economic development	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. Education	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. Health and wellness	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Housing	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
h. Transportation	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
i. Workforce development	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q9.** As of today, how important does your organization/department feel the following issue areas are for improving the lives of low-income people?

Place your mouse over each term/phrase below to see how the term/phrase is defined.

Select one per row

	Not at All Important	Somewhat Important	Very Important	Extremely Important
a. Community development and land-use planning	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Community development finance	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. Community engagement and community organizing	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. Economic development	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. Education	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. Health and wellness	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Housing	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
h. Transportation	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
i. Workforce development	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q10. Prior to 2011, how important did your organization/department feel the following issue areas were for improving the lives of low-income people?**

**If you were not employed with your organization/department at that time, please use your best estimate for each response below, based on your knowledge of the organization's history.**

**Place your mouse over each term/phrase below to see how the term/phrase is defined.**

*Select one per row*

	Not at All Important	Somewhat Important	Very Important	Extremely Important
a. Community development and land-use planning	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Community development finance	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. Community engagement and community organizing	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. Economic development	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. Education	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. Health and wellness	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Housing	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
h. Transportation	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
i. Workforce development	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q11. As of today, from your organization/department's perspective, how important are the following factors in improving the lives of low-income people?**

*Select one per row*

	Not at All Important	Somewhat Important	Very Important	Extremely Important
a. Racial/ethnic environment in the city	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Health of the regional economy	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. Cross-issue collaboration within the community development sector	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q12. Prior to 2011, how important did your organization/department feel the following factors were in improving the lives of low-income people?**

If you were not employed with your organization/department at that time, please use your best estimate for each response below, based on your knowledge of the organization's history.

*Select one per row*

	Not at All Important	Somewhat Important	Very Important	Extremely Important
a. Racial/ethnic environment in the city	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Health of the regional economy	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. Cross-issue collaboration within the community development sector	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q13. As of today, how important is it to your organization/department's mission to work with stakeholders in each of the following geographic areas?**

*Select one per row*

	Not at All Important	Somewhat Important	Very Important	Extremely Important
a. Individual neighborhood	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Multiple neighborhoods within the city	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. (Individual city / Multiple cities)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. County	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. (Metropolitan region / Multiple counties)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. State	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Nation	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>

Q1=1

**Q14. Prior to 2011, how important was it to your organization/department's mission to work with stakeholders in the following geographic areas?**

If you were not employed with your organization/department at that time, please use your best estimate for each response below, based on your knowledge of the organization's history.

*Select one per row*

	Not at All Important	Somewhat Important	Very Important	Extremely Important
a. Individual neighborhood	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
b. Multiple neighborhoods within the city	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
c. (Individual city / Multiple cities)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
d. County	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
e. (Metropolitan region/ Multiple counties)	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
f. State	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>
g. Nation	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>



## SECTION II: YOUR ORGANIZATION/DEPARTMENT'S VIEWPOINT ON [NAME].

This section of the survey asks about your perspective of [NAME], in particular, the goals of [NAME]. There are no right or wrong answers to these questions. We seek your unique perspective on these important issues.

Q1=1

**Q15.** In your organization/department's view, what are the three main goals that [NAME] has pursued between January 2011 and today?

Briefly name up to 3 main goals in the spaces provided below.

Goal #1

Goal #2

Goal #3

Q15\_1 = POPULATED

**Q15a.** How much progress has it made towards achieving the goal of: [GOAL FROM Q15\_1]

*Select one only*

- ☐ No Progress..... 1
- ☐ Limited Progress..... 2
- ☐ Substantial Progress ..... 3
- ☐ Fully Achieved Goal..... 4
- ☐ Do not know..... D

Q15\_2 = POPULATED

**Q15b.** How much progress has it made towards: [GOAL FROM Q15\_2]

*Select one only*

- ☐ No Progress..... 1
- ☐ Limited Progress..... 2
- ☐ Substantial Progress ..... 3
- ☐ Fully Achieved Goal..... 4
- ☐ Do not know..... D

## Q15\_3 = POPULATED

**Q15c. How much progress has it made towards: [GOAL FROM Q15\_3]***Select one only*

- ☐ No Progress..... 1  
☐ Limited Progress..... 2  
☐ Substantial Progress ..... 3  
☐ Fully Achieved Goal..... 4  
☐ Do not know..... D

## Q1=1 AND SAMPLE FILE=GOVERNANCE BOARD MEMBER FLAG = 1

**Q16. Below are a set of statements about the goals and organization of [NAME]. Please select the response to show the extent to which you agree or disagree with each of the following statements.***Select one per row*

	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree
a. The [NAME] has established reasonable goals.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
b. My organization/department's goals for the [NAME] seem to be the same as the goals of other organizations participating.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
c. The people involved in the [NAME] represent a cross-section of those who have a stake in what we are trying to accomplish.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
d. The work of the [NAME] is aligned with that of my organization/department.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>

Q1=1 AND SAMPLE FILE=GOVERNANCE BOARD MEMBER FLAG = 1

**Q17.** Below are a set of statements about the communications among those involved with [NAME]. Please select the response to show the extent to which you agree or disagree with each of the following statements.

Select one per row

	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree
a. Organizations in the [NAME] trust each other to share information and to provide honest feedback.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
b. Different opinions are expressed and listened to.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
c. The people involved have open discussions about difficult issues.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
d. A sufficient number of meetings are held to effectively govern the initiative.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>

Q1=1 AND SAMPLE FILE=GOVERNANCE BOARD MEMBER FLAG = 1

**Q18.** Below are a set of statements about the leadership of NAME. Please select the response to show the extent to which you agree or disagree with each of the following statements.

Select one per row

	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree
a. Participation in the [NAME] is not dominated by any one stakeholder group or sector.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
b. The leadership of the [NAME] has set clear ground rules about how we will work.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
c. The people who lead the [NAME] communicate well with members.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
d. The leadership of the [NAME] is able to adapt to changing conditions.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
e. The governance structure of the [NAME] is effective.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>
f. The [NAME] systematically uses data to refine strategies.	1 <input type="radio"/>	2 <input type="radio"/>	3 <input type="radio"/>	4 <input type="radio"/>	5 <input type="radio"/>

### SECTION III: INFLUENCE OF [NAME] ON YOUR ORGANIZATION/DEPARTMENT

This section of the survey asks about the ways that NAME has influenced or impacted your organization/department.

Q1=1

**Q19. Has the participation of your organization/department in [NAME] influenced any of your organization's or department's policies?**

Policies are defined as formal regulatory, administrative, or legislative policies or procedures.

- ☐ Yes..... 1
- ☐ No ..... 0

Q1=1

**Q20. Has the participation of your organization/department in [NAME] influenced any of your organization's or department's practices?**

Practices are defined as improvements in functional effectiveness including new processes such as new data tools or service delivery capacity enhancements.

- ☐ Yes..... 1
- ☐ No ..... 0

Q1=1

**Q21. Has the participation of your organization/department in [NAME] influenced any aspects of your organization's or department's culture?**

Culture is defined as the priorities or organizational values expressed by leadership, senior management, and/or line staff.

- ☐ Yes..... 1
- ☐ No ..... 0

Q1=1

**Q22. Has participation in [NAME] influenced how the organization/department deploys resources?**

- ☐ Yes..... 1
- ☐ No ..... 0

Q1=1

**Q23. Has participation in [NAME] influenced how your organization/department partners with other organizations?**

- ☐ Yes..... 1
- ☐ No ..... 0

Q1=1

**Q24. How many Living Cities Learning Communities did you personally participate in?**

**Number of Learning Communities**

(NUMERIC RANGE 0-100)

Q24&gt;0

**Q24a. Have you applied what you learned or experienced during the Learning Community to your work in [CITY]?**

- ☐ Yes..... 1
- ☐ No ..... 0

**SECTION IV: OUTCOMES OF [NAME].**

This set of questions will ask about how [NAME] has influenced the outcomes of low-income individuals.

Q1=1

**Q25. [CITY] is better off because of this initiative ([NAME])?**

- ☐ Yes..... 1  
☐ No ..... 0  
☐ No Opinion..... 2      SKIP TO Q26

Q25=1, 0

**Q25a. Please describe how the city is (or is not) better off because of [NAME].**

Q1=1

**Q26. Are low-income people in [CITY] better off today because of [NAME]?**

- ☐ Yes..... 1  
☐ No ..... 0  
☐ No Opinion..... 2      SKIP TO Q27

Q26=1, 0

**Q26a. Please describe how low-income people are (or are not) better off because of [NAME].**

Q1=1

**Q27. Has [NAME] started making longer-term changes that will benefit low-income people in this region in the next 5-10 years?**

- ☐ Yes..... 1  
☐ No ..... 0      SKIP TO Q28

**Q27= 1**

**Q27a. Please describe the longer-term changes [NAME] has made that will benefit low-income people in this region in the next 5-10 years.**

**Q1=1**

**28. In your opinion, what are the three greatest accomplishments of [NAME]?**

**Accomplishment 1:**

**Accomplishment 2:**

**Accomplishment 3:**

## SECTION V: FACTORS AFFECTING OUTCOMES

Many things can impact the results of [NAME]'s work in [CITY]. In the next set of questions, please reflect on how each of the factors shown may have had an impact on the outcomes you have observed in [CITY] as a result of [NAME].

Q1=1

**Q29. [NAME] had a clear vision of desired outcomes.**

*Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q30. To what extent did the clear vision of desired outcomes, or the lack of clear vision, impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact ..... 2
- ☐ No impact ..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact ..... 5
- ☐ Don't Know ..... D

Q1=1

**Q31. Involved stakeholders had a common understanding of what systems [NAME] was focusing on.**

*Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D



Q1=1

**Q32. To what extent did stakeholders sharing, or not sharing, a common understanding of the systems impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact..... 2
- ☐ No impact..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact..... 5
- ☐ Don't Know ..... D

Q1=1

**Q33. There was a strong understanding of the barriers in the system(s) that [NAME] hoped to change.**

*Select one only*

- ☐ Strongly disagree..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q34. To what extent did the understanding, or lack of understanding, of the barriers in the system(s) impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact..... 2
- ☐ No impact..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact..... 5
- ☐ Don't Know ..... D

Q1=1

**Q35. There was sufficient focus on projects and programs that deliver concrete results.***Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q36. To what extent did the focus, or lack of focus, on projects and programs that deliver concrete results impact the outcome of this initiative?***Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact ..... 2
- ☐ No impact ..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact ..... 5
- ☐ Don't Know ..... D

Q1=1

**Q37. The projects and programs undertaken were well chosen to advance [NAME]'s goals.***Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q38. To what extent did the choices of projects and programs impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact..... 2
- ☐ No impact..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact..... 5
- ☐ Don't Know ..... D

Q1=1

**Q39. The cross-stakeholder table convened for this initiative provided effective governance.**

*Select one only*

- ☐ Strongly disagree..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q40. To what extent did the effectiveness, or lack of effectiveness, of the governance table impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact..... 2
- ☐ No impact..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact..... 5
- ☐ Don't Know ..... D

Q1=1

**Q41. There was a sufficient degree of trust between philanthropic leaders and the public sector.**

*Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q42. To what extent did trust, or lack of trust, between philanthropic leaders and the public sector impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact ..... 2
- ☐ No impact ..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact ..... 5
- ☐ Don't Know ..... D

Q1=1

**Q43. The mayor's office showed a clear commitment to the goals and strategies of [NAME].**

*Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q44. To what extent did commitment, or lack of commitment, from the mayor's office(s) impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact..... 2
- ☐ No impact..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact..... 5
- ☐ Don't Know ..... D

Q1=1

**Q45. There was alignment between the priorities of [NAME] and those of the mayor(s).**

*Select one only*

- ☐ Strongly disagree..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q46. To what extent did the alignment between the priorities of [NAME] and those of the mayor(s) impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact..... 2
- ☐ No impact..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact..... 5
- ☐ Don't Know ..... D

Q1=1

**Q47. There was sufficient engagement of community residents in the initiative.***Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q48. To what extent did engagement, or lack of engagement, of community residents in the initiative impact the outcomes of this initiative?***Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact ..... 2
- ☐ No impact ..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact ..... 5
- ☐ Don't Know ..... D

Q1=1

**Q49. Guidance and technical assistance provided by Living Cities was informative and valuable.***Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q50. To what extent did guidance and technical assistance provided by Living Cities impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact..... 2
- ☐ No impact..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact..... 5
- ☐ Don't Know ..... D

Q1=1

**Q51. The capital funds provided by Living Cities were flexible enough to support [NAME]'s goals and strategies.**

*Select one only*

- ☐ Strongly disagree ..... 1
- ☐ Somewhat disagree ..... 2
- ☐ Somewhat agree ..... 3
- ☐ Strongly agree ..... 4
- ☐ Don't Know ..... D

Q1=1

**Q52. To what extent did the flexibility, or lack of flexibility, of capital funds impact the outcomes of this initiative?**

*Select one only*

- ☐ Large negative impact ..... 1
- ☐ Modest negative impact..... 2
- ☐ No impact..... 3
- ☐ Modest positive impact ..... 4
- ☐ Large positive impact..... 5
- ☐ Don't Know ..... D

Q1=1

**PLEASE PRESS THE SUBMIT BUTTON BELOW TO COMPLETE THE SURVEY.****SUBMIT**

Q1=1

Thank you for taking the time to complete our survey. Your participation is critical to helping Living Cities and local and national evaluation teams understand the experiences of organizations working on economic and community development in your city. The Integration Initiative Grantee-Partner Network Survey is part of the national evaluation of TII being conducted by [Mathematica Policy Research](#) and [Mt. Auburn Associates](#), in concert with local evaluators. If you have any questions about the survey, please contact Holly Matulewicz via e-mail ([hmatulewicz@mathematica-mpr.com](mailto:hmatulewicz@mathematica-mpr.com)) or by telephone at: 617-674-8362.



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## **APPENDIX B:**

### **SUBGROUP RESULTS FOR INVOLVEMENT IN INITIATIVE (QUESTIONS 3-14)**

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**Table B.1. Extent of Involvement with Selected Stakeholder Organizations, Public Sector and Philanthropy Respondents (n=21 in Public Sector category, n=22 in Philanthropy category)**

Type of Organization	Public Sector - Change Since June 2011				Philanthropy - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Local and Regional Foundations								
Frequency	1	11	5	4	1	11	12	
Percentage	5%	52%	24%	19%	4%	46%	50%	
National Foundations								
Frequency	1	13	3	4	1	10	13	
Percentage	5%	62%	14%	19%	4%	42%	54%	
City Agencies								
Frequency	3	8	6	4	0	20	4	
Percentage	14%	38%	29%	19%	0%	83%	17%	
County Agencies								
Frequency	1	12	4	4	1	20	3	
Percentage	5%	57%	19%	19%	4%	83%	13%	
Regional Planning Organizations								
Frequency	2	10	5	4	1	15	8	
Percentage	10%	48%	24%	19%	4%	63%	33%	
State Agencies								
Frequency	1	11	5	4	1	20	2	1
Percentage	5%	52%	24%	19%	4%	83%	8%	4%
Federal Agencies								
Frequency	2	11	4	4	2	19	3	
Percentage	10%	52%	19%	19%	8%	79%	13%	
Banks								
Frequency	1	14	2	4	1	19	4	
Percentage	5%	67%	10%	19%	4%	79%	17%	
Community Development Financial Institutions (CDFIs)								
Frequency	1	10	6	4	2	12	10	
Percentage	5%	48%	29%	19%	8%	50%	42%	
Other Financial Institutions								
Frequency	1	13	3	4	4	15	5	
Percentage	5%	62%	14%	19%	17%	63%	21%	
Major Nonprofit Institutions or Employers in Your Community								
Frequency	1	12	4	4	2	12	10	
Percentage	5%	57%	19%	19%	8%	50%	42%	
Local Community-Based Organizations								
Frequency		14	3	4	1	17	6	
Percentage		67%	14%	19%	4%	71%	25%	

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 3 and 4.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Public Sector" or "Philanthropy" groups by Mount Auburn Associates.

**Table B.2. Extent of Involvement with Selected Stakeholder Organizations, Employer and Finance Respondents (n=15 in Employer category, n=12 in Finance category)**

Type of Organization	Employers - Change Since June 2011				Finance - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Local and Regional Foundations								
Frequency		8	6	1		6	6	
Percentage		53%	40%	7%		50%	50%	
National Foundations								
Frequency		8	6	1	1	9	2	
Percentage		53%	40%	7%	8%	75%	17%	
City Agencies								
Frequency		7	7	1		8	4	
Percentage		47%	47%	7%		67%	33%	
County Agencies								
Frequency		11	2	2	1	8	3	
Percentage		73%	13%	13%	8%	67%	25%	
Regional Planning Organizations								
Frequency		7	7	1		7	5	
Percentage		47%	47%	7%		58%	42%	
State Agencies								
Frequency		10	4	1		11	1	
Percentage		67%	27%	7%		92%	8%	
Federal Agencies								
Frequency	1	9	4	1	1	10	1	
Percentage	7%	60%	27%	7%	8%	83%	8%	
Banks								
Frequency	2	8	4	1		12		
Percentage	13%	53%	27%	7%		100%		
Community Development Financial Institutions (CDFIs)								
Frequency		9	5	1	1	8	3	
Percentage		60%	33%	7%	8%	67%	25%	
Other Financial Institutions								
Frequency		10	4	1		12	0	
Percentage		67%	27%	7%		100%	0%	
Major Nonprofit Institutions or Employers in Your Community								
Frequency		7	7	1		9	3	
Percentage		47%	47%	7%		75%	25%	
Local Community-Based Organizations								
Frequency		7	7	1	1	5	6	
Percentage		47%	47%	7%	8%	42%	50%	

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 3 and 4.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Employers" or "Finance" groups by Mount Auburn Associates.

**Table B.3. Extent of Involvement with Selected Stakeholder Organizations, CBO and Other Respondents (n=16 in CBO category, n=22 in Other category)**

Type of Organization	CBO - Change Since June 2011				Other - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Local and Regional Foundations								
Frequency	2	10	4			17	2	3
Percentage	13%	63%	25%			77%	9%	14%
National Foundations								
Frequency	3	9	4		1	10	8	3
Percentage	19%	56%	25%		5%	45%	36%	14%
City Agencies								
Frequency		13	3		1	14	4	3
Percentage		81%	19%		5%	64%	18%	14%
County Agencies								
Frequency		13	3		1	14	4	3
Percentage		81%	19%		5%	64%	18%	14%
Regional Planning Organizations								
Frequency	1	8	7			9	10	3
Percentage	6%	50%	44%			41%	45%	14%
State Agencies								
Frequency	2	12	2			15	4	3
Percentage	13%	75%	13%			68%	18%	14%
Federal Agencies								
Frequency	2	11	3		2	15	2	3
Percentage	13%	69%	19%		9%	68%	9%	14%
Banks								
Frequency	2	9	5		1	14	4	3
Percentage	13%	56%	31%		5%	64%	18%	14%
Community Development Financial Institutions (CDFIs)								
Frequency		11	5			12	7	3
Percentage		69%	31%			55%	32%	14%
Other Financial Institutions								
Frequency	1	15			1	15	2	4
Percentage	6%	94%			5%	68%	9%	18%
Major Nonprofit Institutions or Employers in Your Community								
Frequency		9	7			13	6	3
Percentage		56%	44%			59%	27%	14%
Local Community-Based Organizations								
Frequency	1	11	4		1	10	8	3
Percentage	6%	69%	25%		5%	45%	36%	14%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 3 and 4.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "CBO" or "Other" groups by Mount Auburn Associates.

**Table B.4. Extent of Involvement with Other Organizations in Selected Geographic Areas, Public Sector and Philanthropy Respondents (n=21 in Public Sector category, n=22 in Philanthropy category)**

Geographic Area	Public Sector - Change Since June 2011				Philanthropy - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Individual Neighborhoods								
Frequency	1	12	4	4	1	11	10	2
Percentage	5%	57%	19%	19%	4%	46%	42%	8%
Multiple Neighborhoods Within a City								
Frequency		11	5	5	2	11	10	1
Percentage		52%	24%	24%	8%	46%	42%	4%
Individual City								
Frequency	1	10	6	4	2	15	6	1
Percentage	5%	48%	29%	19%	8%	63%	25%	4%
County								
Frequency	1	7	8	5	1	16	6	1
Percentage	5%	33%	38%	24%	4%	67%	25%	4%
Metropolitan Region								
Frequency	1	7	9	4	1	11	11	1
Percentage	5%	33%	43%	19%	4%	46%	46%	4%
State								
Frequency	1	6	10	4	1	13	9	1
Percentage	5%	29%	48%	19%	4%	54%	38%	4%
Nation								
Frequency	1	6	9	5		10	13	1
Percentage	5%	29%	43%	24%		42%	54%	4%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 5 and 6.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Public Sector" or "Philanthropy" groups by Mount Auburn Associates.

**Table B.5. Extent of Involvement with Other Organizations in Selected Geographic Areas, Employer and Finance Respondents (n=15 in Employer category, n=12 in Finance category)**

Geographic Area	Employers - Change Since June 2011				Finance - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Individual Neighborhoods								
Frequency	1	5	6	3	1	3	7	1
Percentage	7%	33%	40%	20%	8%	25%	58%	8%
Multiple Neighborhoods Within a City								
Frequency	1	5	7	2	1	3	7	1
Percentage	7%	33%	47%	13%	8%	25%	58%	8%
Individual City								
Frequency	1	5	7	2	1	5	5	1
Percentage	7%	33%	47%	13%	8%	42%	42%	8%
County								
Frequency		7	6	2	1	4	6	1
Percentage		47%	40%	13%	8%	33%	50%	8%
Metropolitan Region								
Frequency	1	6	6	2	1	5	5	1
Percentage	7%	40%	40%	13%	8%	42%	42%	8%
State								
Frequency	1	4	8	2		3	8	1
Percentage	7%	27%	53%	13%		25%	67%	8%
Nation								
Frequency	1	3	9	2		5	5	2
Percentage	7%	20%	60%	13%		42%	42%	17%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 5 and 6.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Employers" or "Finance" groups by Mount Auburn Associates.



**Table B.6. Extent of Involvement with Other Organizations in Selected Geographic Areas, CBO and Other Respondents (n=16 in CBO category, n=22 in Other category)**

Geographic Area	CBO - Change Since June 2011				Other - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Individual Neighborhoods								
Frequency	2	9	5		3	10	5	4
Percentage	13%	56%	31%		14%	45%	23%	18%
Multiple Neighborhoods Within a City								
Frequency	1	7	8		2	6	10	4
Percentage	6%	44%	50%		9%	27%	45%	18%
Individual City								
Frequency	1	5	10		1	9	8	4
Percentage	6%	31%	63%		5%	41%	36%	18%
County								
Frequency	2	1	13			7	11	4
Percentage	13%	6%	81%			32%	50%	18%
Metropolitan Region								
Frequency	1	1	14		1	8	9	4
Percentage	6%	6%	88%		5%	36%	41%	18%
State								
Frequency	1	5	9	1	2	10	6	4
Percentage	6%	31%	56%	6%	9%	45%	27%	18%
Nation								
Frequency		6	10			9	8	5
Percentage		38%	63%			41%	36%	23%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 5 and 6.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "CBO" or "Other" groups by Mount Auburn Associates.

**Table B.7. Extent of Involvement in Selected Issue Areas, Public Sector and Philanthropy Respondents (n=21 in Public Sector category, n=22 in Philanthropy category)**

Issue Area	Public Sector - Change Since June 2011				Philanthropy - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Education								
Frequency		15	4	2		12	11	1
Percentage		71%	19%	10%		50%	46%	4%
Health and Wellness								
Frequency	2	12	4	3	19	4	1	
Percentage	10%	57%	19%	14%	79%	17%	4%	
Housing								
Frequency	1	15	3	2	16	6	2	
Percentage	5%	71%	14%	10%	67%	25%	8%	
Community Development and Land-Use Planning								
Frequency	2	13	4	2	14	9	1	
Percentage	10%	62%	19%	10%	58%	38%	4%	
Community Engagement and Community Organizing								
Frequency		15	4	2	11	12	1	
Percentage		71%	19%	10%	46%	50%	4%	
Community Development Finance								
Frequency	1	11	7	2	13	10	1	
Percentage	5%	52%	33%	10%	54%	42%	4%	
Transportation								
Frequency	1	13	5	2	17	6	1	
Percentage	5%	62%	24%	10%	71%	25%	4%	
Economic Development								
Frequency	3	10	6	2	14	9	1	
Percentage	14%	48%	29%	10%	58%	38%	4%	
Workforce Development								
Frequency	2	10	7	2	16	7	1	
Percentage	10%	48%	33%	10%	67%	29%	4%	

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 7 and 8.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Public Sector" or "Philanthropy" groups by Mount Auburn Associates.

**Table B.8. Extent of Involvement in Selected Issue Areas, Employers and Finance Respondents (n=15 in Employer category, n=12 in Finance category)**

Issue Area	Employers - Change Since June 2011				Finance - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Education								
Frequency		10	5			9	3	
Percentage		67%	33%			75%	25%	
Health and Wellness								
Frequency		10	5			7	5	
Percentage		67%	33%			58%	42%	
Housing								
Frequency		8	7			8	3	1
Percentage		53%	47%			67%	25%	8%
Community Development and Land-Use Planning								
Frequency		10	4			8	4	
Percentage	7%	67%	27%			67%	33%	
Community Engagement and Community Organizing								
Frequency		6	9			8	4	
Percentage		40%	60%			67%	33%	
Community Development Finance								
Frequency	1	8	5	1		11	1	
Percentage	7%	53%	33%	7%		92%	8%	
Transportation								
Frequency		7	7	1		8	4	
Percentage		47%	47%	7%		67%	33%	
Economic Development								
Frequency	1	8	6			7	5	
Percentage	7%	53%	40%			58%	42%	
Workforce Development								
Frequency		5	10			7	4	1
Percentage		33%	67%			58%	33%	8%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 7 and 8.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Employer" or "Finance" groups by Mount Auburn Associates.

**Table B.9. Extent of Involvement in Selected Issue Areas, CBO and Other Respondents (n=16 in CBO category, n=22 in Other category)**

Issue Area	CBO - Change Since June 2011				Other - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Education								
Frequency		12	4		1	12	6	3
Percentage		75%	25%		5%	55%	27%	14%
Health and Wellness								
Frequency		11	5		1	15	3	3
Percentage		69%	31%		5%	68%	14%	14%
Housing								
Frequency	1	9	6		1	12	6	3
Percentage	6%	56%	38%		5%	55%	27%	14%
Community Development and Land-Use Planning								
Frequency		10	6		1	11	6	4
Percentage		63%	38%		5%	50%	27%	18%
Community Engagement and Community Organizing								
Frequency		10	6		1	11	7	3
Percentage		63%	38%		5%	50%	32%	14%
Community Development Finance								
Frequency	1	11	4		1	12	6	3
Percentage	6%	69%	25%		5%	55%	27%	14%
Transportation								
Frequency		10	6		1	12	6	3
Percentage		63%	38%		5%	55%	27%	14%
Economic Development								
Frequency		12	4		2	10	6	4
Percentage		75%	25%		9%	45%	27%	18%
Workforce Development								
Frequency	1	9	5	1	1	9	9	3
Percentage	6%	56%	31%	6%	5%	41%	41%	14%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 7 and 8.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "CBO" or "Other" groups by Mount Auburn Associates.

**Table B.10. Importance of Selected Policy Areas to Improve the Lives of Low-Income People, Public Sector and Philanthropy Respondents (n=21 in Public Sector category, n=22 in Philanthropy category)**

Policy Area	Public Sector - Change Since June 2011				Philanthropy - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Education								
Frequency		14	3	4		15	6	3
Percentage		67%	14%	19%		63%	25%	13%
Health and Wellness								
Frequency	2	11	4	4		15	7	2
Percentage	10%	52%	19%	19%		63%	29%	8%
Housing								
Frequency	2	13	1	5		15	6	3
Percentage	10%	62%	5%	24%		63%	25%	13%
Community Development and Land-Use Planning								
Frequency		15	2	4	1	15	6	2
Percentage		71%	10%	19%	4%	63%	25%	8%
Community Engagement and Community Organizing								
Frequency	1	15	1	4		12	10	2
Percentage	5%	71%	5%	19%		50%	42%	8%
Community Development Finance								
Frequency		12	5	4	1	15	6	2
Percentage		57%	24%	19%	4%	63%	25%	8%
Transportation								
Frequency		11	6	4	1	13	6	4
Percentage		52%	29%	19%	4%	54%	25%	17%
Economic Development								
Frequency		12	5	4		16	6	2
Percentage		57%	24%	19%		67%	25%	8%
Workforce Development								
Frequency	1	14	1	5		14	7	3
Percentage	5%	67%	5%	24%		58%	29%	13%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 9 and 10.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Public Sector" or "Philanthropy" groups by Mount Auburn Associates.

**Table B.11. Importance of Selected Policy Areas to Improve the Lives of Low-Income People, Employers and Finance Respondents (n=15 in Employer category, n=12 in Finance category)**

Policy Area	Employers - Change Since June 2011				Finance - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Education								
Frequency		8	3	4		8	4	
Percentage		53%	20%	27%		67%	33%	
Health and Wellness								
Frequency		8	3	4		8	4	
Percentage		53%	20%	27%		67%	33%	
Housing								
Frequency	1	7	3	4	11	1		
Percentage	7%	47%	20%	27%	92%	8%		
Community Development and Land-Use Planning								
Frequency		7	4	4	10	2		
Percentage		47%	27%	27%	83%	17%		
Community Engagement and Community Organizing								
Frequency		8	3	4	10	2		
Percentage		53%	20%	27%	83%	17%		
Community Development Finance								
Frequency		8	3	4	12	0		
Percentage		53%	20%	27%	100%	0%		
Transportation								
Frequency		6	5	4	9	3		
Percentage		40%	33%	27%	75%	25%		
Economic Development								
Frequency		7	4	4	9	3		
Percentage		47%	27%	27%	75%	25%		
Workforce Development								
Frequency		5	5	5	9	3		
Percentage		33%	33%	33%	75%	25%		

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 9 and 10.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Employer" or "Finance" groups by Mount Auburn Associates.

**Table B.12. Importance of Selected Policy Areas to Improve the Lives of Low-Income People, CBO and Other Respondents (n=16 in CBO category, n=22 in Other category)**

Policy Area	CBO - Change Since June 2011				Other - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Education								
Frequency		12	4			15	3	4
Percentage		75%	25%			68%	14%	18%
Health and Wellness								
Frequency		7	9			16	2	4
Percentage		44%	56%			73%	9%	18%
Housing								
Frequency		9	7			14	4	4
Percentage		56%	44%			64%	18%	18%
Community Development and Land-Use Planning								
Frequency		12	3			13	5	4
Percentage	6%	75%	19%			59%	23%	18%
Community Engagement and Community Organizing								
Frequency		8	8			14	4	4
Percentage		50%	50%			64%	18%	18%
Community Development Finance								
Frequency		11	5		2	12	4	4
Percentage		69%	31%		9%	55%	18%	18%
Transportation								
Frequency		7	9		1	14	3	4
Percentage		44%	56%		5%	64%	14%	18%
Economic Development								
Frequency		12	4			16	2	4
Percentage		75%	25%			73%	9%	18%
Workforce Development								
Frequency		10	6			13	5	4
Percentage		63%	38%			59%	23%	18%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 9 and 10.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "CBO" or "Other" groups by Mount Auburn Associates.

**Table B.13. Importance of Selected Factors to Improve the Lives of Low-Income People, Public Sector and Philanthropy Respondents (n=21 in Public Sector category, n=22 in Philanthropy category)**

Factor	Public Sector - Change Since June 2011				Philanthropy - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Racial/Ethnic Environment in the City								
Frequency		14	3	4		16	7	1
Percentage		67%	14%	19%		67%	29%	4%
Health of the Regional Economy								
Frequency		13	5	3		13	10	1
Percentage		62%	24%	14%		54%	42%	4%
Cross-Issue Collaboration Within the Community Development Sector								
Frequency	1	12	4	4	9	13	2	
Percentage	5%	57%	19%	19%	38%	54%	8%	

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 11 and 12.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Public Sector" or "Philanthropy" groups by Mount Auburn Associates.



**Table B.14. Importance of Selected Factors to Improve the Lives of Low-Income People, Employer and Finance Respondents (n=15 in Employer category, n=12 in Finance category)**

Factor	Employer - Change Since June 2011				Finance - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Racial/Ethnic Environment in the City								
Frequency		11	2	2		9	2	1
Percentage		73%	13%	13%		75%	17%	8%
Health of the Regional Economy								
Frequency		11	2	2		7	4	1
Percentage		73%	13%	13%		58%	33%	8%
Cross-Issue Collaboration Within the Community Development Sector								
Frequency		8	5	2		6	5	1
Percentage		53%	33%	13%		50%	42%	8%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 11 and 12.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Employer" or "Finance" groups by Mount Auburn Associates.

**Table B.15. Importance of Selected Factors to Improve the Lives of Low-Income People, CBO and Other Respondents (n=16 in CBO category, n=22 in Other category)**

Factor	CBO - Change Since June 2011				Other - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Racial/Ethnic Environment in the City								
Frequency		13	3			12	6	4
Percentage		81%	19%			55%	27%	18%
Health of the Regional Economy								
Frequency		10	6			13	5	4
Percentage		63%	38%			59%	23%	18%
Cross-Issue Collaboration Within the Community Development Sector								
Frequency		8	8			10	8	4
Percentage		50%	50%			45%	36%	18%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 11 and 12.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "CBO" or "Other" groups by Mount Auburn Associates.

**Table B.16. Importance to Organizational Mission to Work with Stakeholders in Selected Geographic Areas, Public Sector and Philanthropy Respondents (n=21 in Public Sector category, n=22 in Philanthropy category)**

Geographic Area	Public Sector - Change Since June 2011				Philanthropy - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Individual Neighborhoods								
Frequency	6	11	1	3	3	13	6	2
Percentage	29%	52%	5%	14%	13%	54%	25%	8%
Multiple Neighborhoods Within a City								
Frequency	7	8	3	3	4	14	5	1
Percentage	33%	38%	14%	14%	17%	58%	21%	4%
Individual City								
Frequency	3	9	6	3	2	15	6	1
Percentage	14%	43%	29%	14%	8%	63%	25%	4%
County								
Frequency	5	9	3	4	4	15	4	1
Percentage	24%	43%	14%	19%	17%	63%	17%	4%
Metropolitan Region								
Frequency	5	7	6	3	4	13	3	4
Percentage	24%	33%	29%	14%	17%	54%	13%	17%
State								
Frequency	2	12	4	3	4	15	4	1
Percentage	10%	57%	19%	14%	17%	63%	17%	4%
Nation								
Frequency	3	11	3	4	7	13	3	1
Percentage	14%	52%	14%	19%	29%	54%	13%	4%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 13 and 14.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Public Sector" or "Philanthropy" groups by Mount Auburn Associates.

**Table B.17. Importance to Organizational Mission to Work with Stakeholders in Selected Geographic Areas, Employer and Finance Respondents (n=15 in Employer category, n=12 in Finance category)**

Geographic Area	Employers - Change Since June 2011				Finance - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Individual Neighborhoods								
Frequency	3	5	4	3	2	4	5	1
Percentage	20%	33%	27%	20%	17%	33%	42%	8%
Multiple Neighborhoods Within a City								
Frequency	2	5	6	2	1	3	7	1
Percentage	13%	33%	40%	13%	8%	25%	58%	8%
Individual City								
Frequency	2	6	5	2	2	4	5	1
Percentage	13%	40%	33%	13%	17%	33%	42%	8%
County								
Frequency	2	7	4	2	2	2	7	1
Percentage	13%	47%	27%	13%	17%	17%	58%	8%
Metropolitan Region								
Frequency	3	7	3	2	1	5	5	1
Percentage	20%	47%	20%	13%	8%	42%	42%	8%
State								
Frequency	5	4	4	2	3	6	2	1
Percentage	33%	27%	27%	13%	25%	50%	17%	8%
Nation								
Frequency	4	5	4	2	4	7		1
Percentage	27%	33%	27%	13%	33%	58%		8%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 13 and 14.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "Employers" or "Finance" groups by Mount Auburn Associates.

**Table B.18. Importance to Organizational Mission to Work with Stakeholders in Selected Geographic Areas, CBO and Other Respondents (n=16 in CBO category, n=22 in Other category)**

Geographic Area	CBO - Change Since June 2011				Other - Change Since June 2011			
	Decreased	Consistent	Increased	Not Applicable	Decreased	Consistent	Increased	Not Applicable
Individual Neighborhoods								
Frequency	3	10	3		1	9	8	4
Percentage	19%	63%	19%		5%	41%	36%	18%
Multiple Neighborhoods Within a City								
Frequency	3	7	6		3	7	8	4
Percentage	19%	44%	38%		14%	32%	36%	18%
Individual City								
Frequency	5	6	5		2	9	7	4
Percentage	31%	38%	31%		9%	41%	32%	18%
County								
Frequency	9	4	3		5	10	3	4
Percentage	56%	25%	19%		23%	45%	14%	18%
Metropolitan Region								
Frequency	6	5	5		2	9	7	4
Percentage	38%	31%	31%		9%	41%	32%	18%
State								
Frequency	2	8	6		2	12	4	4
Percentage	13%	50%	38%		9%	55%	18%	18%
Nation								
Frequency	6	8	2		2	12	4	4
Percentage	38%	50%	13%		9%	55%	18%	18%

Source: Analysis of the 2013 Living Cities Integration Initiative Survey by Mathematica Policy Research. See Questions 13 and 14.

Note: If a respondent did not provide data for a particular type of organization in Question 3 or 4, then the "Change since 2011" was coded as "Not applicable." The results presented in this table are based on data from the subset of organizations categorized as part of the "CBO" or "Other" groups by Mount Auburn Associates.

## **APPENDIX C**

### **TECHNICAL APPENDIX**

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## TECHNICAL APPENDIX

This appendix describes the data collection process and methods used in The Integration Initiative Round 2 Survey.

### Data

The survey included core questions administered in all five sites. In addition, each local evaluator was allowed to submit questions to be included in the local site-specific survey. Only the Twin Cities site submitted additional items, which were placed at the end of the instrument. The core survey questions were designed to capture information about the changing attributes, dimensions, and goals in the systems targeted by The Integration Initiative (TII) effort in each site.

### Survey Instrument

The survey instrument was designed to be self-administered on the web and could be continued across multiple sessions. Based on usability testing, it was estimated to take 30 minutes to complete. It included one mandatory question (Q1), where respondents confirmed they were familiar with the local program of interest. The instrument included some items from the baseline survey, but expanded the scope to focus on the impact of TII in these cities. It also included a series of questions administered exclusively to governance board members. Each site's survey was customized to populate the applicable program name and city, where applicable. The questionnaire contained both open- and closed-ended questions (see Appendix A). The majority of the questions were closed-ended, where respondents selected a single category for their desired response. Twelve questions (Q3–Q14) asked respondents to provide comparison data for two different time periods (“As of today [November/December 2013]” and “Prior to 2011”) on a range of topics relating to their involvement with other entities and issue areas. At the end of the core questions (administered across all sites) each local evaluator had an opportunity to include site-specific items. One site chose to do so, and these items are reflected in the Twin Cities report.

### Survey Administration

Several steps were involved in implementing the survey as a web-based data collection effort. First, staff from Mount Auburn Associates worked with the project directors and the local evaluator in each site to identify the sample members and update contact information. Once the instrument was programmed into Survey Gizmo, tested, and finalized, the collection commenced. The field period ran for five weeks in total. Nonresponders received weekly reminders via email, as well as telephone follow-up from Mathematica staff, locally based project directors, and leadership at Living Cities. Locating work was completed on a flow basis across the field period, as the need arose. At the end of the 5-week field period, the data collection was completed. A detailed description of the survey effort is described below.

### Identification of Sample Members for Each Site Survey

Mount Auburn Associates provided Mathematica with a list of the key organizations and individuals to include in the Round 2 Survey sampling frame. This differed from the approach used in Round 1, where Mathematica directly contacted the lead organizations in each site to obtain a list of respondent organizations. In total, 139 sample members were originally identified for the Round 2 surveys. Across the field period, Mathematica staff updated these initial lists as needed, such as in



response to returned mailings, telephone follow-up efforts, and updates provided by the project directors. For example, some people had recently left the organization of reference, but were amenable to contact using their personal email address or cellular telephone numbers. This information was used for all subsequent outreach to nonresponders, via phone or email. During the sample file preparations, Mount Auburn staff flagged the members who belonged to the local governance boards, as these sample members would receive specific items in the survey pertaining to their experiences in this leadership role. Of the 139 sample members, 66 belonged to the governance boards (Table C3). As described earlier, questionnaire began with a confirmation question which validated that each respondent was aware of the local initiative and was able to respond on behalf of his or her organization or department within an organization. At the close of the field period, based on the responses to that validation question, there were 138 eligible sample members from the original frame of 139 potential participants. As a result, we consider the effective sample size as containing 138 sample members.

### Survey Data Collection Process

Once we received the list of individuals for each site and the list of site-specific questions, Mathematica staff programmed each of the site-specific surveys into the SurveyGizmo software ([www.surveygizmo.com](http://www.surveygizmo.com)). Rigorous testing ensured that the text matched the specifications, the skip patterns and text fills worked properly, and the sample-specific items were presented to the correct respondent groups. The surveys were tested across multiple browsers to ensure compatibility, formatting, and ease of navigation across a range of user experiences. Once the instruments were finalized, the field period was launched.

The five-week field period ran from Tuesday, November 12, through Monday, December 16, 2013—an abbreviated field period compared to the first round, which lasted 12 weeks. The survey effort began with an endorsement/notification email sent by the locally based project directors, informing all 139 sample members that they would receive the email invitation from Holly Matulewicz in the coming week, stressing the importance of the survey, and encouraging a timely response. Following the initial invitation, weekly email reminders were sent to all pending nonresponding cases. In addition, telephone follow-up was done by both Mathematica staff and locally based project directors. In the final week of the field period, Ben Hecht from Living Cities sent an endorsement email to all nonresponders. At the end of the 5-week field period, the survey data collection effort was completed. Table C.1 shows the response rate,<sup>2</sup> by week, for each of the five surveys.

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<sup>2</sup> The response rate was calculated by taking the total number of completed cases plus the total number of partial cases, and then dividing by the total number of eligible cases in the sample.

**Table C.1. Response Rates, by Site (percentages)**

	<b>Twin Cities</b>	<b>Baltimore</b>	<b>Cleveland</b>	<b>Newark</b>	<b>Detroit</b>	<b>Overall</b>
Week 1 (11/12/13 – 11/18/13)	14%	24%	16%	5%	13%	<b>15%</b>
Week 2: (11/19/13 – 11/25/13)	20%	45%	26%	33%	33%	<b>32%</b>
Week 3: (11/26/13 – 12/2/13)	33%	48%	32%	57%	46%	<b>42%</b>
Week 4: (12/3/13 – 12/9/13)	47%	85%	57%	81%	63%	<b>66%</b>
Week 5: (12/10/13 – 12/16/13)	83%	82%	77%	86%	79%	<b>80%</b>

Final response rates are shown in Table C.2, following a detailed review of the data provided for all partially completed cases.<sup>3</sup>

### Final Response Rates

Despite an abbreviated field period, the combined efforts to address nonresponse proved fruitful, and 110 responses were received across the five sites. Of these, 53 were from governance board members. The final response rates ranged from 73 to 83 percent, with an average of 80 percent across all four sites combined (Table C.2).

**Table C.2. Response Rates, by Site**

<b>Site</b>	<b>N Eligible Sample</b>	<b>Total N Respondents</b>	<b>Response Rate<sup>a</sup></b>
Baltimore	33	27	82%
Cleveland	30	22	73%
Detroit	24	19	79%
Twin Cities	30	25	83%
Newark	21	17	81%
Total	138	110	80%

<sup>a</sup> The response rate is defined as the total number of respondents as a percentage of the number of total number of eligible cases.

Response from governance board members mirrored that of the overall sample, with response rates within this subgroup ranging from 71 to 88 percent, with an overall average of 81 percent of eligible sample members in the governance groups participating in the survey (Table C.3).

<sup>3</sup> In the end, two of the partially completed cases could not be used in the final analysis, as they did not respond to any items in the survey (though they had toggled past the welcome screen, updating the system settings to a partially completed status). As such, there were actually 112 individuals who clicked the link to the survey, however, we were only able to use data from 110 individuals with any completed data from the survey in our analysis.

**Table C.3. Response Rates for Governance Board Members, by Site**

Site	Total N in Sample	Total N Respondents	Response Rate <sup>a</sup>
Baltimore	15	13	87%
Cleveland	14	10	71%
Detroit	14	10	71%
Twin Cities	16	14	88%
Newark	7	6	86%
Total	66	53	81%

<sup>a</sup> The response rate is defined as the total number of respondents as a percentage of the number of total number of eligible cases.

## Analytic Methods

The survey gathered two main types of data—(1) closed-ended categorical response data, and (2) open-ended verbatim responses—and we used different analytic methods to describe and report on each type. This section explains those methods.

### Closed-Ended Categorical Data

The majority of the items in the survey are closed-ended, and a similar procedure was employed for analyzing them. We present tables of results showing the number of respondents who gave a particular categorical response, as well as the percentage of all respondents who reported that category. We also provide information on the number and proportion of individuals who did not respond to a given survey question in these tables, for transparency.

To analyze Questions 3 through 14, we created new variables showing the extent to which respondents changed their answers over time. These new variables indicate the number and percentage of respondents whose involvement or perceived level of importance *decreased*, *stayed the same*, or *increased over time*. Thus, the tables present the responses for “As of today [November 2013],” along with the extent of changes since “Prior to 2011.” These statistics illustrate the changes in system dimensions and perspectives over time.

Tables 11-13 in the site-specific and cross-site report compare participant responses across the Round 1 and Round 2 survey waves. Specifically, these tables compared individual responses on Question 14 of the Round 1 survey with corresponding items on Questions 16-18 in the Round 2 survey waves. To complete these tables, we merged the Round 1 survey data onto the Round 2 Survey data, and focused on the subset of individuals who responded to the survey at both time points. In order to facilitate presentation, we collapsed categories for reporting (e.g. “Strongly Disagree” and “Disagree” responses were combined into one column of the table), and presented how respondents perspectives changed over time for each survey item.

Appendix B of the cross-site report presents information for Questions 3-14 for subgroups of governance group respondents. Specifically, each governance group respondent was coded by Mount Auburn as being in one of the following categories: Public Sector, Philanthropy, Employers, Finance, CBO or Other. For this presentation of the data, changes in involvement, or changes in perceived importance that occurred between 2011 and 2013 (as captured in the Round 2 survey) were shown for each respondent category. As a result, a total of 18 tables were presented to

illustrate how subgroups of governance group respondents changed their levels of involvement and perceptions of importance of key factors over time.

### **Open-Ended Response Data**

We did not conduct any analysis of the open-ended response data. Instead, we provided the verbatim responses as tables in the site-specific reports (we did not include the verbatim responses to open-ended questions in this cross-site report).<sup>4</sup>

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<sup>4</sup> We made minor editing/formatting changes to the open ended responses to improve presentation (e.g. correcting spelling errors, using a leading capital letter at the start of all tables, etc.)