2017 COMMUNITY ASSESSMENT FOR GREATER CLEVELAND

The Power of COMMUNITY

United Way of Greater Cleveland

UNITED WAY OF GREATER CLEVELAND 2017 COMMUNITY ASSESSMENT

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THE POWER OF COMMUNITY

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A SPECIAL THANK YOU TO UNITED WAY OF GREATER CLEVELAND'S LEADERSHIP TEAM FOR THEIR SUPPORT

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Appendices are available online www.unitedwaycleveland.org/appendices

Appendix A | The Center for Community Solutions Data Reports

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Appendix C | Theme Word Bank

Appendix D | Focus Group Questions

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Appendix F | Interview Questions

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OUR MESSAGE

TO THE COMMUNITY

Ever since United Way was created here in Cleveland in 1913, our principal mission has been to respond to the most urgent needs of our community.

Fast-forward 104 years and our mission is still to serve the community and those who call Greater Cleveland home. We have been, and will continue to be, the model of philanthropy in Northeast Ohio.

Remaining the model of philanthropy in our region takes more than just resting on our laurels; it takes passion, perseverance and the ability and desire to reimagine the way we give back to the community. This is no easy task; however, it is one that must be accomplished successfully in order to ensure those in need continue to receive the vital services they require.

As we look to the future, we must shift our philanthropic business model and priority goals to meet and exceed the needs of our community.

In order to realize those ambitious goals, it is essential that we have the most up-to-date, qualified data and statistics of our region as the foundation of our strategic planning efforts. As such, we spent nearly a year working with The Center for Community Solutions and Case Western Reserve University on an in-depth research assessment on poverty and its related effects throughout Cuyahoga County.

Our highly educated and dedicated team within our Community Impact department led the charge, reaching out to community leaders, educators, nonprofit practitioners and residents to learn about the changes and challenges existing in the community. Coupling that with a multifaceted, data-driven process, including demographic data, a public survey, focus groups, feedback forums and one-on-one interviews, a comprehensive report was developed.

Among myriad data uncovered in the conversations and analytics, we identified that more than 58,000 households in Cleveland are living in poverty. That upward trend cannot continue! We must take the driver's seat to combat this growing issue in our region. Within this report you will find a wide array of information, from data and theme trends to community conversations, topical issues within the area and proposed next steps.

So we ask you to stand together with us and be the beacon of hope for so many in Cuyahoga County. Because Together, We're Greater!

AUGUST A. NAPOLI
President and CEO
United Way of Greater Cleveland

MARC S. BYRNES
Chairman of the Board, United Way of Greater Cleveland
Chairman, Oswald Companies

Executive Summary

IN JUNE 2016, United Way of Greater Cleveland began reaching out to community leaders, educators, nonprofit practitioners and community residents to learn about changes underway in the community. The organization leveraged its network to engage and learn from individuals doing the work on a daily basis. Their perspectives and experiences shaped this document and served as a diverse and valuable collection of data for United Way of Greater Cleveland as it ventures down a path of change and reinvention.

Greater Cleveland is a Great Place to Call Home

As significant progress has been made in our city, such as record-breaking population increases in downtown Cleveland or the rise in degree-holding residents, it is critical to keep in mind these positive changes are not benefiting all Greater Clevelanders[1]. Wealth is unevenly distributed within Cleveland's neighborhoods where the median household income in Kamm's Corners is $48,706 versus Central at $9,647. Cleveland residents are also less educated when compared to the rest of Cuyahoga County; 55 percent of Cleveland residents have a high school diploma or less compared to nearly 55 percent with at least an associate's degree in the rest of the county. This is greatly impacted by the 66 percent of adults who are functionally illiterate in Cleveland.

These issues (income disparity, educational attainment, literacy rates, etc.) are pressing and unevenly distributed throughout the Greater Cleveland community. The community is now being presented with an opportunity to address disparities and improve the lives of all residents. The city saw a 2.2 percent increase in total jobs between 2014 and 2015 with the largest gains in the mining, logging and construction industries. These increases are promising but the largest wage growth sectors remain education and health services[2]. Nonetheless, these issues drive most efforts of community-serving organizations who are working diligently to break the cycle of disparity.

Cleveland and Innovation are Synonymous

Cleveland has a strong history in philanthropy and nonprofit community work dating back to the 1830s with the establishment of organizations still recognized today: Hiram House, Goodrich House, Alta House and many others. Innovation in Cleveland led to the founding of United Way over 100 years ago and by 1919 the organization had over 140,000 donors[3]. At the same time the Cleveland Foundation was established as the first of its kind in the country. This deep history and strong network has positioned Cleveland with the resources and ability to honor its history as an innovator in delivery of community-based services.

A Community Anchor

During the Community Assessment process, United Way of Greater Cleveland leveraged its vast fundraising network and volunteer-driven allocations process to capture the voice of its partners and the individuals and families it serves. The approach to the Community Assessment included a multifaceted and data-driven process with five central components: demographic data, two surveys, focus groups, stakeholder interviews and feedback forums. Each piece informed how the organization's resources could focus on the most pressing community issues.

GREATER CLEVELAND CONTINUES TO SHED ITS "MISTAKE ON THE LAKE" PERSONA AND PEOPLE ARE TAKING NOTICE

1
Cleveland Cavaliers
2016 World Champions

2
Republican National Convention
Host City

3
#2 | Museum in the United States
Cleveland Museum of Art
Business Insider

4
#1 | "Car-Light" Cities
10best.com

5
#4 | Best Beer Cities in America
Travel and Leisure

6
#7 | Best Food City
NY Times

7
#22 | Best Places to Visit in 2015
Travel and Leisure

8
#5 | Best Hospital System
Cleveland Clinic
healthy2016.com

9
#37 | Top Universities
Case Western Reserve University
US News and World Report

10
Big Five Orchestras
Cleveland Orchestra
NY Times

1 *Downtown Cleveland: The Dynamic Engine of a Talent-Driven Economy,* Richey Piiparinen, Jim Russell and Charlie Post, Goodman Levin College of Urban Affairs.
2 *Cleveland Works: Employment Trends, 2014 to 2015* (2016), Richey Piiparinen and Jim Russell, Urban Publications.
3 *The Encyclopedia of Cleveland* (1998), David Hammack, Case Western Reserve University.

58,180
households in Cleveland are living in poverty.

Community Assessment Methodology

A COMMUNITY ASSESSMENT is a multifaceted approach to examining the health and human service needs of a community. The assessment process helps organizations serving a community understand the opportunities, challenges and possible solutions at a certain point in time. The information is then analyzed and used to make decisions about new strategies and action.

As a grant-making organization also raising funds from the community, it is critical that United Way of Greater Cleveland engage in this process thoroughly and with fidelity. Process summaries and findings for each of the five assessment components follow and identify the barriers for residents accessing services.

Demographic Data

As Greater Cleveland evolves, so does the makeup of its residents. In order to understand the community's demographics, United Way of Greater Cleveland partnered with The Center for Community Solutions (Community Solutions) to gather this information. Most information was gathered from the U.S. Census Bureau, American Community Survey 2010-2014, five-year estimates. When possible, data points were distributed to four levels: Cuyahoga County, City of Cleveland, Inner-Ring Suburbs[4], and the Balance of County[5], more clearly showing where the needs of the community reside. In addition to these levels, data was provided for comparison cities when it was available.

HIGHLIGHTS

- Cleveland has a slightly younger population compared to Cuyahoga County.
- Cleveland contains the highest levels of ethnic and racial diversity.
- The Balance of County municipalities have the highest levels of education attainment.
- Cleveland's unemployment rate is consistently about two percentage points above the Balance of County rate.
- Cleveland's median household income lags about $20,000 behind the rest of the county.
- Within the city, poverty and childhood poverty rates rank as some of the highest in the nation while one in ten Balance of County children live in poverty.
- In Cuyahoga County, 51.2 percent of residents are enrolled in either Medicare and/or Medicaid.

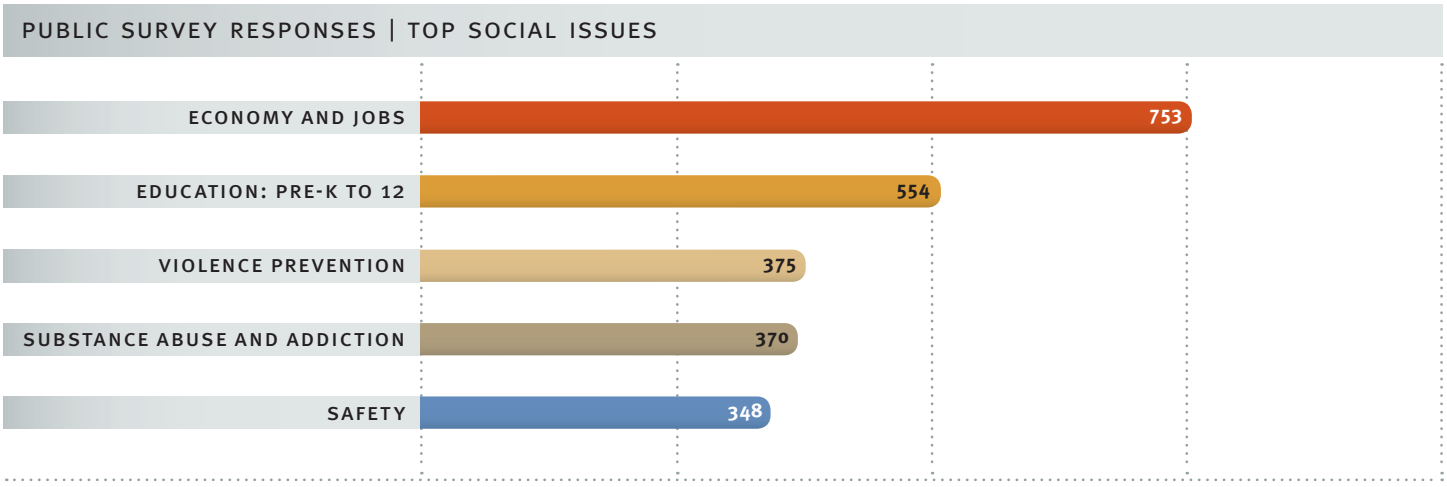
4 Inner-Ring includes: Berea, Brooklyn, Cleveland Heights, Cuyahoga Heights, East Cleveland, Euclid, Fairview Park, Garfield Heights, Lakewood, Parma, Shaker Heights and Warrensville Heights.
5 Balance of County includes all suburbs not included in the Inner-Ring Category.

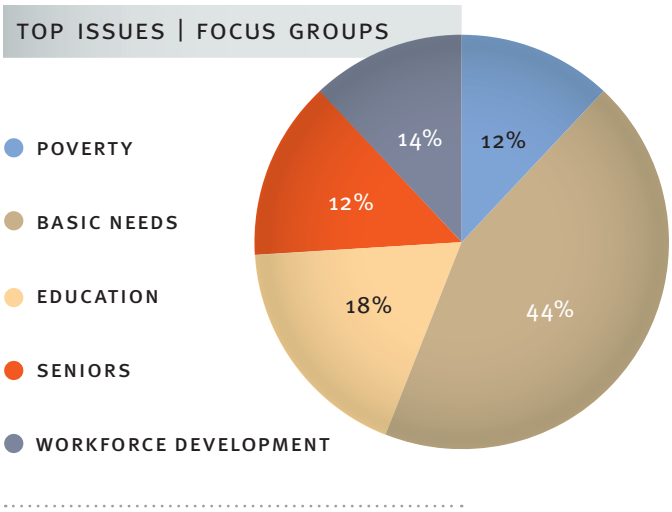
Community Surveys

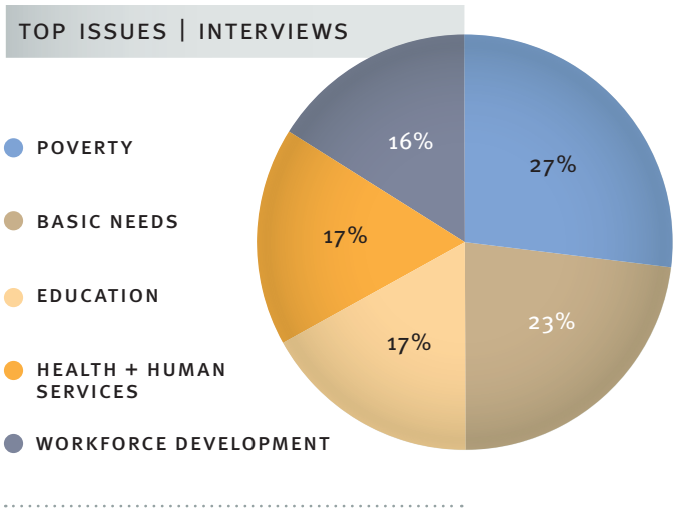
Community Solutions disseminated and analyzed two surveys on behalf of United Way. The first was a public survey asking people what they see as the most pressing issues in the community and how they see United Way of Greater Cleveland addressing them. To generate responses, a link was posted on United Way's website, through its social media, and was e-mailed to over 26,000 individual community residents, resulting in 1,422 responses from seven counties. The majority of survey respondents identified themselves as donors (68 percent), working for a public or private company (56.6 percent), holding a bachelor's degree (74.3 percent), between the ages of 45-64 (45-54: 26.9 percent, 55-64: 32.9 percent).

A second survey targeted grantee organizations, Executive Directors and Chief Executive Officers to help identify which systems, like local government, have the greatest influence on their work. Participants were asked to identify specific issues – selecting up to three – and to select the correlating systems. The survey was sent to 119 individuals with 66 responses where state government was identified as the most influential system on health and human service organizations.

> "UNITED WAY OF GREATER CLEVELAND IS MOVING IN THE RIGHT DIRECTION AND ASKING IMPORTANT, TOUGH QUESTIONS ABOUT ITSELF. I WOULD ENCOURAGE THE ORGANIZATION TO FIND THE ANSWERS TO THOSE QUESTIONS TO INFORM ITS GO-FORWARD STRATEGY."







Focus Groups

Focus groups were facilitated with representatives of funded programs including program staff, Wraparound Site Coordinators and United Way's 2-1-1. Over four months, 23 focus groups were held with more than 175 participants. Notes from the groups were themed and categorized into two layers, 1) key social issues and 2) subcategories within the issue. Participants were asked a series of standardized questions examining changes and needs in Greater Cleveland. These groups identified five issues impacting equitable growth in our community.

Stakeholder Interviews

To access Cleveland's extensive, diverse institutional leadership's expertise and perspective, United Way staff members conducted more than 50 stakeholder interviews with local political leaders, county and city health and human service directors, university faculty and other philanthropic organizations. Participants were asked a series of standardized questions and identified five issues impacting growth in our community. Notes from the interviews were themed through the same process used for the focus groups.

Feedback Forums

United Way of Greater Cleveland invited all focus group participants to return for a series of feedback forums. At these events individuals were presented the Phase I findings (June to October 2016) from the Community Assessment and were provided space to respond. Table discussions included emerging community trends and where United Way can play a new role, such as convener. Participants were also able to more narrowly define subcategories within the top five issues identified. Each issue (Workforce Development, Education, Basic Needs, Health and Human Services and Safety) were listed with sub-categories included under the broader heading. Participants were asked to vote on the importance of those sub-categories; the results are shown in the table below.

78%

of county residents living in poverty are in Cleveland and the Inner-Ring Suburbs.

TOP ISSUES AND SUB-CATEGORIES FROM FEEDBACK FORUMS, LISTED IN PRIORITY ORDER

Community Issue	Workforce Development	Education	Basic Needs	Health and Human Services	Safety
Priority One	Job Training	Out of School Time	Housing (Affordable, Safe and Stable)	Case Management and Service Navigation	Violence Prevention
Priority Two	Youth Career Pathways	Kindergarten to 12th Grade	Transportation	Mental Health	Violence
Priority Three	Adult Education and GED	Grade Level Reading	Food Stability	Chronic Disease Management	Violence and Gang Related Activity
Priority Four	Unemployment	STEM Education	Homelessness	Substance Abuse and Addiction	Police Relations
Priority Five	Job/Skill Mismatch		Technology Access	Women's Health	
Priority Six				Opiate and Heroin Epidemics	

> IT'S IMPORTANT THAT UNITED WAY OF GREATER CLEVELAND BECOME REALLY GOOD AT COLLABORATING AND PARTNERING; BE THE FIRST CHOICE PARTNER FOR PEOPLE WHO ARE TRYING TO SOLVE PROBLEMS.

Priority Issues

KEY ISSUES EMERGED from the review and theming of these discussions.

1. **WORKFORCE DEVELOPMENT** Participants identified workforce development as the number one social issue impacting an equitable economy. Cleveland has an unemployment rate that is almost two percentage points above the county's at 6.3 percent in 2015, and a median household income of $28,831 versus the suburban rate of $45,297. Participants identified issues like low adult literacy rates as key barriers to success in this area.

2. **EDUCATION** The data and participants prioritized this issue as educational attainment opens doors to jobs and careers offering life-sustaining wages. In addition, education attainment in Cleveland is well below that of its neighbors, contributing to the correlating demographics. This includes 46 percent of kindergartners arriving unprepared, 54 percent of third graders not reading at grade level, and only 69.1 percent of high school students graduating on time. This level of education negatively impacts the workforce and economic trajectory of the region.

3. **BASIC NEEDS** This broad issue encompasses those resources an individual or family needs to sustain daily life. Due to the high poverty rates for multiple populations, just over 53 percent for children within Cleveland, it is assumed residents are struggling to make ends meet. Lack of access to basic resources like transportation, healthy food and health care set individuals and families back. This is in addition to a housing market destabilized by the foreclosure crisis where some homes have only retained 13 percent of their pre-crisis value[6].

4. **HEALTH AND HUMAN SERVICES** As the broadest issue, this area supports the resources needed for individuals and communities to address their physical, mental and social health. Clevelanders have higher rates of chronic diseases that increase as income decreases, are less likely to visit a doctor, experience the death of an infant at nine per 1,000 live births, and are more likely to have a child diagnosed with lead poisoning due to aging housing stock.

5. **SAFETY** With the increase of violence in Cleveland's neighborhoods and the prominent news coverage it has received, it is not surprising that Community Assessment participants identified safety as a core issue within Greater Cleveland. While violent crime is still far below levels in the 1970s and 80s, the data supports the need to intervene, as Cleveland has a violent crime rate of 13.39 per 1,000 versus the County average of 5.61 per 1,000. Violence prevention, youth development and police relations programs appear to be having an impact as well as those addressing the influence trauma has on the rest of the community.

6 *Connecting Cleveland 2020 Citywide Plan,* Housing, The City of Cleveland.

Additional discussion revealed challenges within the nonprofit sector itself. Programs are working with high-stress, hard to reach areas and populations while also experiencing unique challenges.

- Running on tight budgets limits the salary organizations can provide which increases both staff turnover and burnout.
- Funders are reviewing their priorities and investments, regularly shifting in focus. This creates funding instability for providers and a climate of survival, not innovation.
- The low percentage allowance for administration and overhead makes it nearly impossible to effectively run an organization.
- Low investment in infrastructure, like Information Technology systems, keeps the work from being efficient as old processes must then prevail.
- Funders ask for too much data and rarely use it purposefully. These same funders may provide resources to a program but ask for completely different metrics; this is an opportunity for increased philanthropic collaboration.

United Way's Response

United Way Behaviors

IN ADDITION TO examining key social issues, participants were asked what United Way can do to support nonprofits' community work. The nonprofit community recognizes United Way's unique structure as a fundraiser and philanthropic organization with ties to corporations, community leaders, volunteers and the larger public.

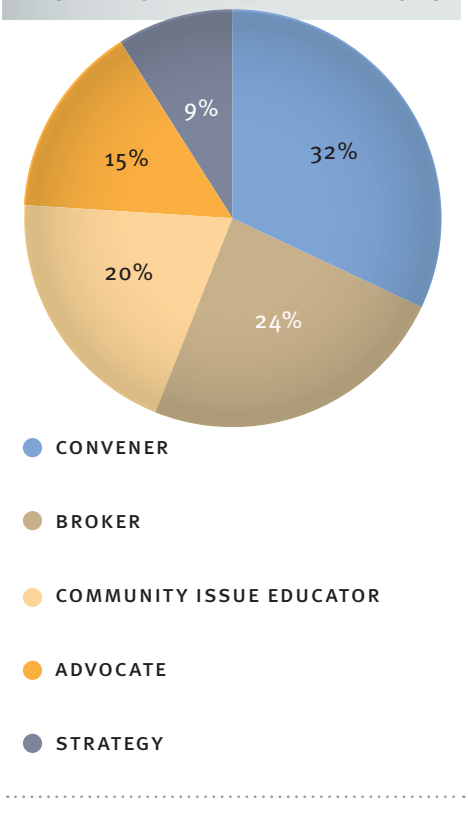
CONVENER A convener is an individual or group responsible for bringing people and resources together to address an issue, problem, or opportunity. United Way is able to bring diverse partners to a common table in order to solve problems in a way no other organization can; this was a key topic at the feedback forums. Vision councils, or groups of people and resources brought together to address a community issue, are a historic example of United Way's convening. The results of this work, like Senior Transportation Connection, are still in operation today.

BROKER As a strong partner to the health and human services sector and the business sector alike, United Way can arrange and negotiate resources for social services from the business community. For example, Days of Action bring together the needs of nonprofits with companies' desire to give back, with United Way as the conduit.

COMMUNITY ISSUE EDUCATOR United Way can also raise awareness and under-standing on key social issues. Donors may not understand the importance of mainstream banking products and their effect on a family's financial stability. As an organization raising funds from over 70,000 Greater Clevelanders and with ties to major corporations, United Way has the captive audience.

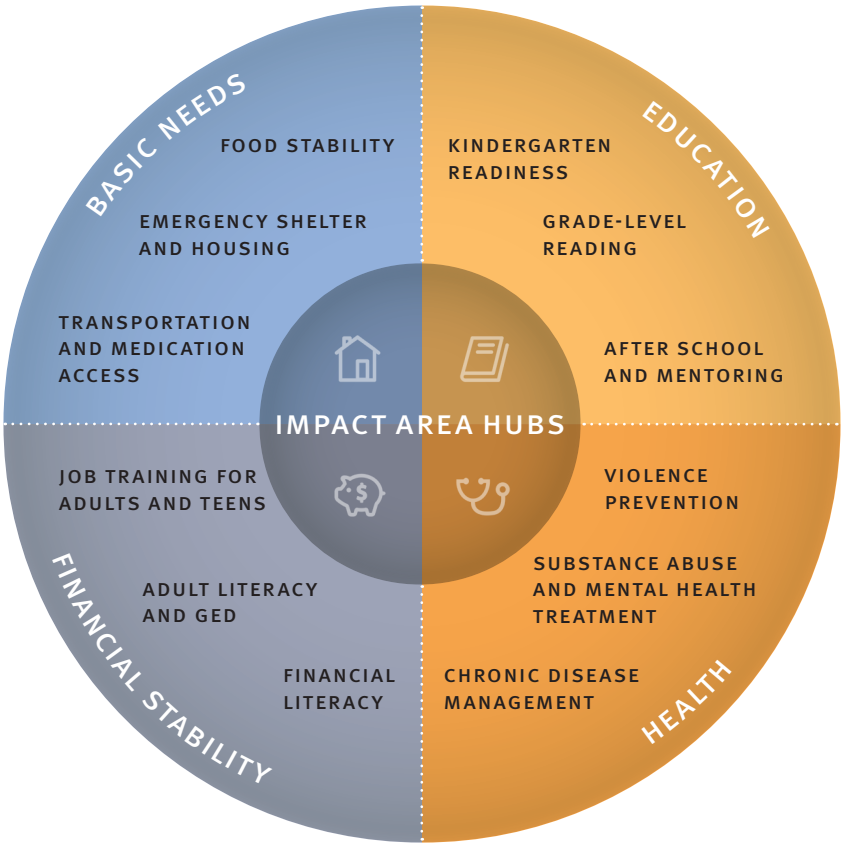
These three opportunities, of five identified, create space for innovative solutions to pressing social issues. United Way of Greater Cleveland is aptly positioned to be a champion in these roles, strengthening the community of nonprofit organizations, companies, leaders and residents who understand the importance of giving.

DESIRED UNITED WAY BEHAVIORS



Impact Area Hubs

As United Way of Greater Cleveland continues to evolve, funding priorities have been updated to align with the results of this assessment. Four Impact Area Hubs will be used to best support community needs. Three areas will continue: Education, Financial Stability and Health, with the addition of Basic Needs. Implementation of these Impact Area Hubs will evolve to better serve the community and funded partners.



BASIC NEEDS

The goal of this area is to increase access to resources meeting daily needs by investing in:

- *Food Stability* Programs enhancing or expanding access to healthy, quality food for individuals and families in crisis.
- *Emergency Shelter and Housing* Programs providing in-the-moment access to shelter and those using best practices to create housing stability.
- *Transportation Access* Programs providing transportation to marginalized, high-need individuals such as seniors and those with disabilities.
- *Medication Access* Programs increasing access to low- or no-cost medications for the un- and underinsured.

Icons: The Noun Project. Artists: Mohamad Arif Prasetyo, Icon Solid, Gregor Cresnar and Cris Dobbins.

EDUCATION

Education is related to and predictive of career success, financial stability and health. Investments to support the community's next generation will include:

- *Kindergarten Readiness* Programs increasing the quality of local early education providers through the State of Ohio's Step Up to Quality program and enhancing the knowledge and skills of childcare providers.
- *Grade Level Reading* Programs working with students in Kindergarten to Third Grade to prepare for and pass the Third Grade Reading examination for successful promotion to Fourth Grade.
- *After School and Mentoring* Programs providing out-of-school activities that build positive relationships, confidence, academic and leadership skills.

FINANCIAL STABILITY

To further support the development of a qualified and financially savvy workforce, specific investment areas include:

- *Job Training for Adults and Teens* Programs creating career pathways for adults and teens to in-demand and life-sustaining jobs and industries.
- *Adult Literacy and GED Attainment* Programs providing remedial education services and/or successfully helping individuals attain their high school equivalency.
- *Financial Literacy* Programs helping individuals and families understand their financial options to stabilize and/or begin the process of debt reduction and asset development.

HEALTH

Support in this area will include:

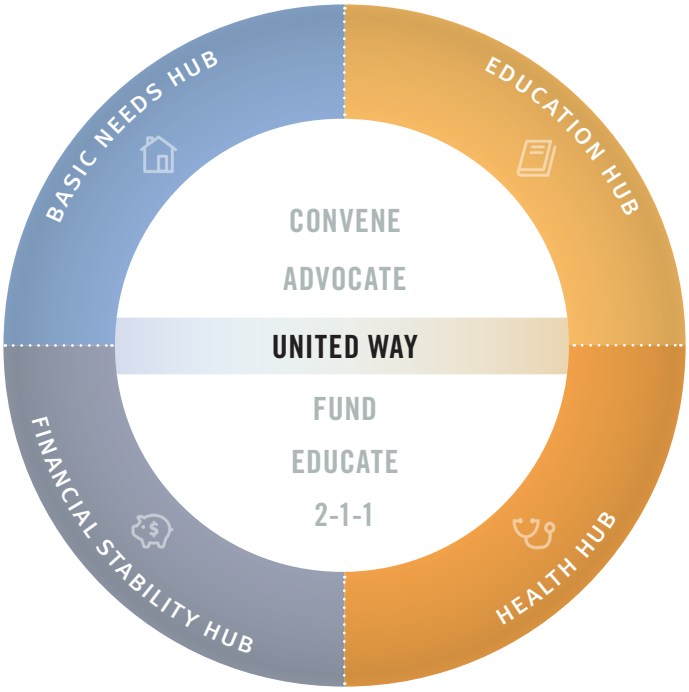
- *Violence Prevention* Programs educating the community on how to stop sexual assault, child abuse and domestic violence before they start.
- *Substance Abuse and Mental Health Treatment* Programs helping those who have addiction and mental health issues recover and thrive. A special focus will be place on helping people who have survived trauma overcome their traumatic experiences.
- *Chronic Disease Management* Programs helping clients live their best lives while managing long-term illnesses such as diabetes and hypertension.

$24,300
is the Federal Poverty Level for a family of four – the equivalent of $467.31 per week.

Funding Philosophy: United Way of Greater Cleveland

A Hub of Our Community

In order to create a funding process based on the feedback provided through the Community Assessment and United Way's Strategic Plan, the organization will transform its allocation process while adhering to the Impact Area Hubs of Basic Needs, Education, Financial Stability and Health. This funding process will focus on increasing transparency, encouraging collaboration and creating long-term solutions.



United Way Community Hub will facilitate collaboration through allocations, requiring all funded programs to participate in Community Hub groups focused on work within their Impact Areas. United Way of Greater Cleveland will convene these Hubs to support funded programs and stakeholders in identifying critical community issues. If an organization is funded in Health and Basic Needs, they will be expected to participate in two Hubs and receive additional financial resources to support this activity. These groups will convene nonprofit, philanthropic and corporate partners who are passionate about the identified issue and interested in moving collaboration and solutions forward.

Another key shift will be in how programs are funded. Programs applying for dollars will now be funded through an algorithm based on three major components: 1) number of Impact Areas funded in, 2) quality of program implementation, and 3) the strength of fit within the United Way Impact Areas. For example, an organization funded in Basic Needs and Health will receive a higher amount than an organization funded in Basic Needs alone. To ensure transparency with regard to Community Impact allocations, volunteers will continue to review proposals and make recommendations to the United Way Board of Directors.

To reduce administrative burden, United Way will streamline its reporting through a collaborative process producing measures that are meaningful to the organization and its funded partners. Indicators requested by United Way will be data points organizations are already gathering and, therefore, will streamline the process, supporting efficient operations.

Another way this philosophy will support efficient operations is by removing restrictions placed on United Way dollars. While organizations will still be funded because their programs align with a particular Impact Area, funds will now support programmatic capacity. United Way of Greater Cleveland, through its Community Assessment and aligning with other funders who are moving in this direction, will remove the 15 percent administrative restriction on its funding to support strong organizations.

CURRENT ALLOCATIONS PHILOSOPHY	NEW ALLOCATIONS PHILOSOPHY
Volunteers review proposals and make recommendations about which organizations to fund and at what levels.	Volunteers review proposals and make recommendations about which programs to fund; program funding computed through a standardized algorithm promoting collaboration.
No model to address in-the-moment issues.	Programs participate in Work Groups convened by United Way to address critical community issues through a solutions-focused process.
Report outputs and outcomes to United Way every six months.	Report indicators to United Way every six months; set and measure meaningful outcomes as a collaborative.
Funding for program operations.	Funding for program capacity.
United Way funds programs in broad silos.	United Way leverages its broad network to convene and amplify the service provider network.

United Way recognizes its role as a funder that functions uniquely within the nonprofit landscape. Creating collaborative groups where funded programs will participate strengthens the service provider network in Greater Cleveland and allows the group to address critical in-the-moment community issues while leveraging United Way as a convener. Further, funding organizations through a standardized algorithm increases transparency and ensures equity. Streamlining United Way's reporting process allows for flexible dollars to support the needs of organizations not being addressed elsewhere.

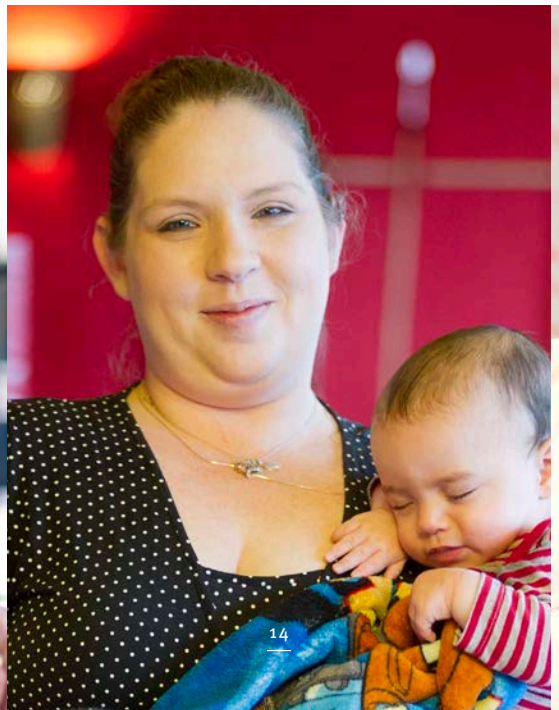
Through the Community Hub Model, United Way connects and amplifies the local human service network through its diverse funded program portfolio. Together, organizations can focus on long-term solutions moving the community forward and United Way will be the body supporting innovative, community-driven strategy.

Conclusion

As the Greater Cleveland community continues to evolve, it is critical for effective decision making that individuals and organizations stay as informed as possible. To accomplish this, United Way engaged funded programs, the public, institutional leadership and diverse data points through a Community Assessment. This year-long process has shown that many of the issues from 25 years ago still exist today. Cleveland continues to be a community with a struggling economy and a workforce lacking the training and education to meet the needs of the 21st Century. Residents still struggle daily to meet their most basic needs and access the health and human services needed for long-term support. These challenges exist in a community where many residents do not feel safe and experience trauma.

These big challenges for the community, identified through the process, have also revealed great opportunities. Organizations want to work together to provide better services within their area of expertise but need the flexible resources to do so. At the same time there is an opportunity for philanthropy and local leadership to unite and collaborate, amplifying the impact of their resources. Participants identified United Way as a logical, but certainly not the only, leader in that role as convener.

As United Way of Greater Cleveland continues to evolve and challenge itself, four Impact Areas have been identified to better align with community needs. These will address programmatic areas while allowing for the flexible use of dollars and creating a space for collaboration. This flexibility comes with the organization's renewed funding philosophy. This philosophy's goal is to better serve the needs of service providers, recognizing these organizations do the work and will be the ones to solve Greater Cleveland's problems.



FULL REPORT

Introduction

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These issues (income disparity, educational attainment, literacy rates, etc.) are pressing and unevenly distributed throughout the Greater Cleveland community. The community is now being presented with an opportunity to address disparities and improve the lives of all residents. The city saw a 2.2 percent increase in total jobs between 2014 and 2015 with the largest gains in the mining, logging and construction industries. These increases are promising but the largest wage growth sectors remain education and health services[8]. But nonetheless, these issues drive most efforts of community-serving organizations who are working diligently to break the cycle of disparity.

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15,015

constitutes the increased number of children in Cuyahoga County to receive Food Stamps between 2000 and 2012. That number went from 37,801 to 52,816.

7 *Downtown Cleveland: The Dynamic Engine of a Talent-Driven Economy,* Richey Piiparinen, Jim Russell and Charlie Post, Goodman Levin College of Urban Affairs.
8 *Cleveland Works: Employment Trends, 2014 to 2015* (2016), Richey Piiparinen and Jim Russell, Urban Publications.
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> WE (SERVICE PROVIDERS) NEED TO BE SOLUTION-FOCUSED AS WE WORK TOWARDS COLLABORATION.

Community Assessment Methodology

A COMMUNITY ASSESSMENT is a multifaceted approach to examining the health and human service needs of a community. The assessment process helps organizations serving a community understand the opportunities, challenges and possible solutions at a certain point in time. The information is then analyzed and used to make decisions about new strategies and action.

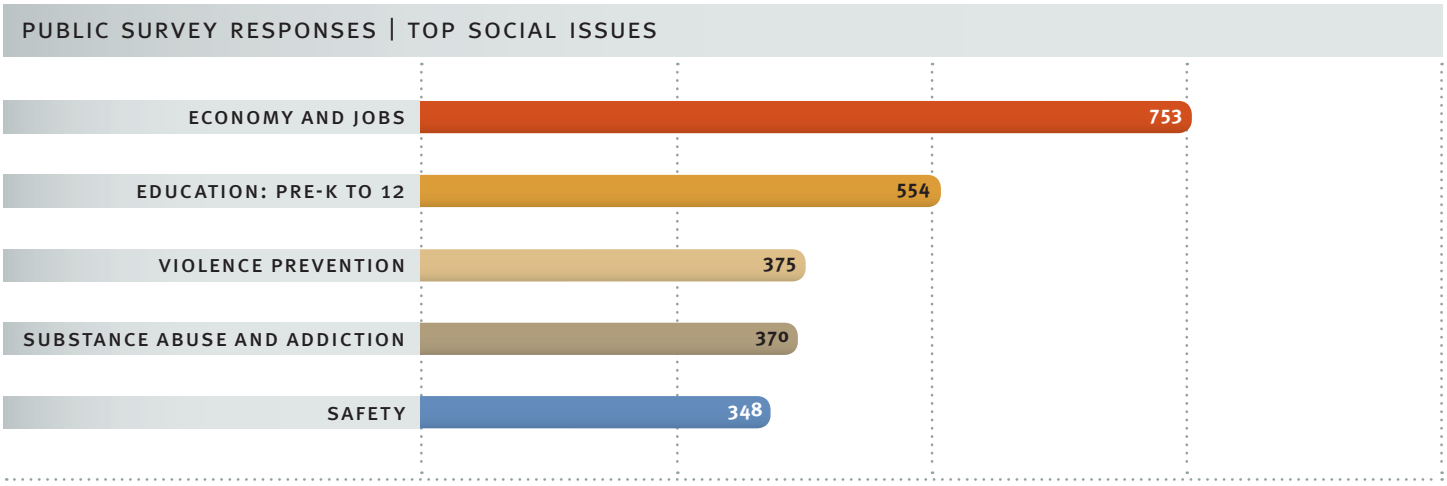
As a grant-making organization also raising funds from the community, it is critical that United Way of Greater Cleveland engage in this process thoroughly and with fidelity. Process summaries and findings for each of the five assessment components follow and identify the barriers for residents accessing services.

Demographic Data

As Greater Cleveland evolves, so does the makeup of its residents. In order to understand the community's demographics, United Way of Greater Cleveland partnered with The Center for Community Solutions (Community Solutions) who provided data points for this report. Most information was gathered from the U.S. Census Bureau, American Community Survey 2010-2014, five-year estimates but additional sources have been used and are noted as appropriate. When possible, data points were distributed to four levels: Cuyahoga County, City of Cleveland, Inner-Ring Suburbs[10], and the Balance of County[11], more clearly showing where the needs of the community reside. In addition, several comparison cities have been identified and additional data provided when possible.

Community Surveys

Community Solutions disseminated and analyzed two surveys on behalf of United Way. One was a public survey asking people what they see as the most pressing issues in the community and how they see United Way of Greater Cleveland addressing them. To generate responses, a link was posted on United Way's website, through its social media, and was e-mailed to over 26,000 individual community residents. The survey received 1,422 responses from residents in seven counties. The majority of survey respondents identified themselves as donors (68 percent), working for a public or private company (56.6 percent), holding a bachelor's degree (74.3 percent), between the ages of 45-64 (45-54: 26.9 percent, 55-64: 32.9 percent).



10 Inner-Ring includes: Berea, Brooklyn, Cleveland Heights, Cuyahoga Heights, East Cleveland, Euclid, Fairview Park, Garfield Heights, Lakewood, Parma, Shaker Heights and Warrensville Heights.
11 Balance of County includes all suburbs not included in the Inner-Ring Category.

A second survey targeted program Executive Directors and Chief Executive Officers to help identify which systems, like local government, have the greatest influence on their work. Participants were asked to identify specific issues, selecting up to three, and to select the correlating systems with the most influence on that issue. The survey was sent to 119 individuals with 66 responses where state government was identified as the most influential system on health and human service organizations.

Focus Groups

Focus groups were facilitated with representatives of funded programs including program staff, Wraparound Site Coordinators and United Way's 2-1-1. Over four months, 23 focus groups were held with more than 175 participants. Notes from the groups were themed and categorized into two layers, 1) key social issues and 2) subcategories within the issue. Participants were asked a series of standardized questions examining changes and needs in Greater Cleveland. These groups identified five issues impacting equitable growth in our community.

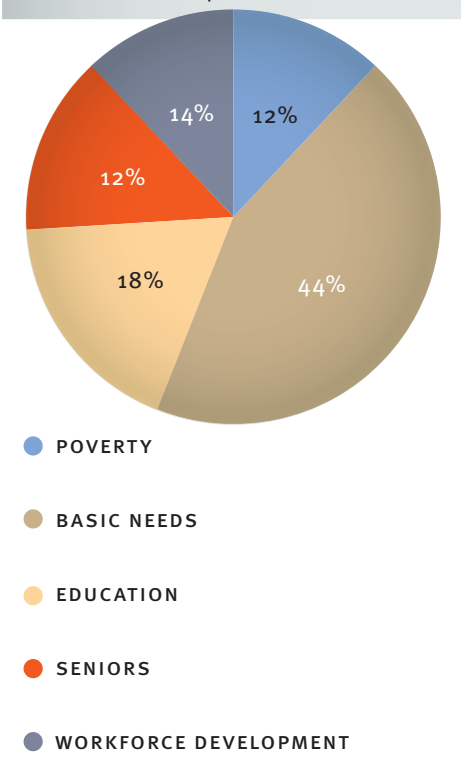
Stakeholder Interviews

To access Cleveland's extensive, diverse institutional leadership's expertise and perspective, United Way staff members conducted stakeholder interviews with more than 50 thought leaders. Local political leaders, county and city health and human service directors, universities researching health and human service issues and other philanthropic organizations participated. Participants were asked a series of standardized questions focusing on issues in the community and the barriers they create for consumers. Notes from the interviews were themed through the same process used for the focus groups.

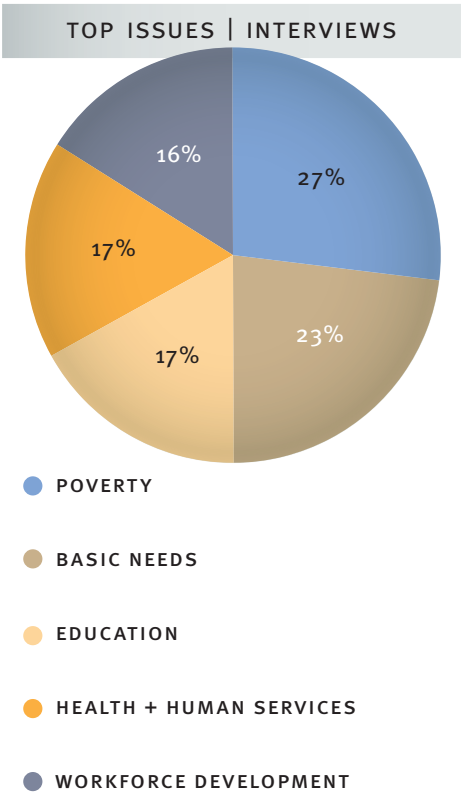
Feedback Forums

United Way of Greater Cleveland invited all focus group participants to a series of feedback forums. At these events individuals were presented the Phase I findings (June to October 2016) from the Community Assessment and provided the space to respond. Table discussions included emerging community trends like the growing senior and Lesbian, Gay, Bisexual, Transgender and Queer (LGBTQ) populations. Participant discussion also included where United Way can bring diverse stakeholders together to create and move solutions forward. Finally, participants more narrowly defined the identified top issues in our community by voting on such issues. Each issue (Workforce Development, Education, Basic Needs, Health and Human Services and Safety) were listed with sub-categories included under the broader heading. Participants were asked to vote on the importance of those sub-categories; the results are shown in the table on the following page.

TOP ISSUES | FOCUS GROUPS



TOP ISSUES | INTERVIEWS



TOP ISSUES AND SUB-CATEGORIES FROM FEEDBACK FORUMS, LISTED IN PRIORITY ORDER

Community Issue	Workforce Development	Education	Basic Needs	Health and Human Services	Safety
Priority One	Job Training	Out of School Time	Housing (Affordable, Safe and Stable)	Case Management and Service Navigation	Violence Prevention
Priority Two	Youth Career Pathways	Kindergarten to 12th Grade	Transportation	Mental Health	Violence
Priority Three	Adult Education and GED	Grade Level Reading	Food Stability	Chronic Disease Management	Violence and Gang Related Activity
Priority Four	Unemployment	STEM Education	Homelessness	Substance Abuse and Addiction	Police Relations
Priority Five	Job/Skill Mismatch		Technology Access	Women's Health	
Priority Six				Opiate and Heroin Epidemics	

Priority Issues

Once the demographic data, community surveys, focus groups, stakeholder interviews and feedback forums were themed, key social issues emerged.

1. **WORKFORCE DEVELOPMENT** Data provided supports the importance of this area. Cleveland has an unemployment rate that is consistently two percentage points above the county's and a median household income of $28,831 versus the suburban rate of $45,297. Participants identified large barriers, like low adult literacy rates, as key obstacles to success in this area. United Way support in this area will help make Greater Cleveland a more equitable, attractive place to live.

2. **EDUCATION** The data and participants prioritized this issue as attainment opens doors to jobs and careers offering life-sustaining wages. In addition, education attainment in Cleveland is well below that of its neighbors, contributing to the correlating demographics.

3. **BASIC NEEDS** This broad issue encompasses those resources an individual or family needs to sustain daily life. Due to the high poverty rates for multiple populations, just over 53 percent for children within Cleveland, it is assumed residents are struggling to make ends meet. Lack of access to basic resources like transportation, healthy food and health care set individuals and families back.

4. **HEALTH AND HUMAN SERVICES** As the broadest issue, this area supports the resources needed for individuals and communities to address their physical, mental and social health. Clevelanders have higher rates of chronic diseases that increase as income decreases, are less likely to visit a doctor, experience the death of an infant at nine per 1,000 live births[12], and are more likely to have a child diagnosed with lead poisoning due to aging housing stock.

12 *Cleveland Department of Public Health,* County Health Rankings.

5 **SAFETY** With the increase of violence in Cleveland's neighborhoods and the prominent news coverage it has received, it is not surprising that Community Assessment participants have identified safety as a core issue within Greater Cleveland.

Community Composition

THE CENTER FOR Community Solutions provided data from the U.S. Census Bureau, American Community Survey 2010-2014, five-year estimates. Other data sources have been used throughout the report and will be denoted separately. When possible, data points are provided at four levels and comparison cities were added as available:

Local Data Levels

1. Cuyahoga County
2. Cleveland City
3. Inner-Ring Suburbs
4. Balance of County

Comparison Cities

1. Milwaukee and Milwaukee County
2. Detroit and Wayne County
3. Pittsburgh and Allegheny County

Cuyahoga County has about 1.3 million residents with Cleveland holding just over 392,000 of those individuals. Of these 392,000 individuals, about 55 percent have a high school diploma or less, putting them at higher risk for unstable employment. In addition, Cleveland's population is younger than the total county while the Balance of County holds a greater proportion of those adults over the age of 65.

140,000

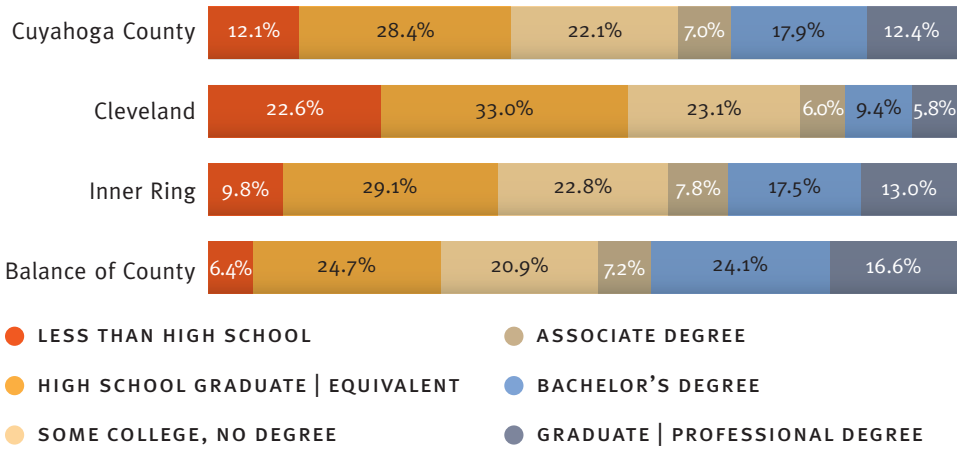
households—or over 270,000 individuals—receive SNAP benefits in Cuyahoga County, a 52 percent increase since 2006.

	CLEVELAND	INNER-RING	BALANCE OF COUNTY
Population	392,114 *(31% of county total)*	390,965 *(28% of county total)*	514,434 *(41% of county total)*
Median Household Income	$28,831	$45,297	$45,297
Child Poverty Rate	53.5%	23.4%	9.9%
Population, With High School Diploma or Less	55%	23%	22%
Population, With Bachelors Degree or Higher	15.2%	30.5%	40.7%
Population Under Age 19	26.7%	24%	23.8%
Population Age 20 - 24	8.3%	6.7%	5.6%
Population Age 25 - 64	52.6%	53.6%	53%
Population Age 65 and Above	12.4%	15.7%	17.6%

13

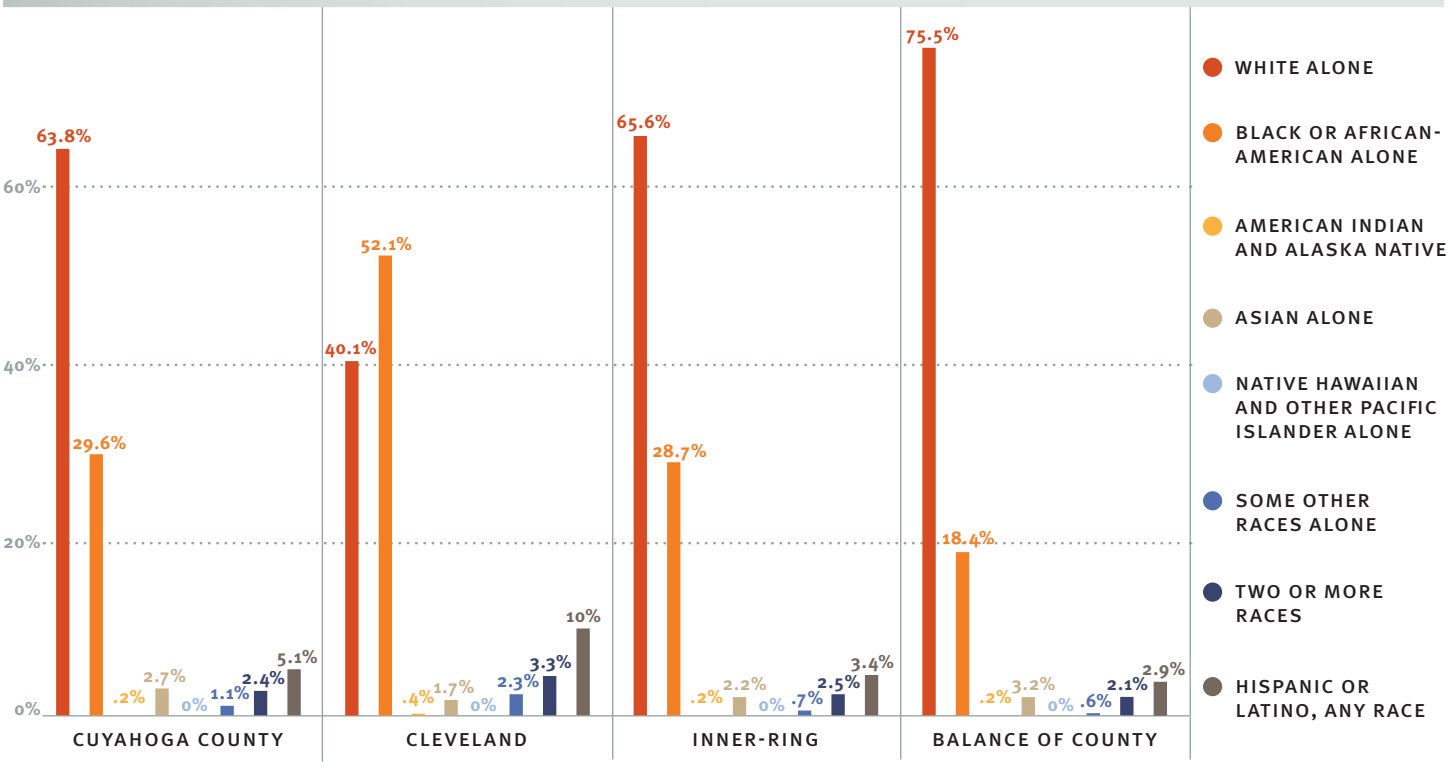
IQ points is the mental deficit incurred when one is consistently worried about money, a recent study shows.

EDUCATIONAL ATTAINMENT | AGES 25+



In addition to being a city with a younger population, Cleveland's population is more ethnically and racially diverse than the rest of the county.

RACE AND ETHNICITY | 2010-2014 FIVE-YEAR ESTIMATES



Topic specific data points are provided within the following sections and are organized around the top five issues Community Assessment participants identified. These issues are all intertwined and discussed in the order of importance as they emerged during the multipronged approach.

DEMOGRAPHIC HIGHLIGHTS

- Cleveland has a slightly younger population compared to Cuyahoga County.
- Cleveland contains the highest levels of ethnic and racial diversity.
- The Balance of County municipalities have the highest levels of education attainment.
- Cleveland's unemployment rate is consistently about two percentage points above the Balance of County rate.
- Cleveland's median household income lags about $20,000 behind the rest of the county.
- Within the city, poverty and childhood poverty rates rank as some of the highest in the nation while one in 10 Balance of County children live in poverty.
- In Cuyahoga County, 51.2 percent of residents are enrolled in either Medicare and/or Medicaid.

Workforce Development: Creating an Equitable Economy

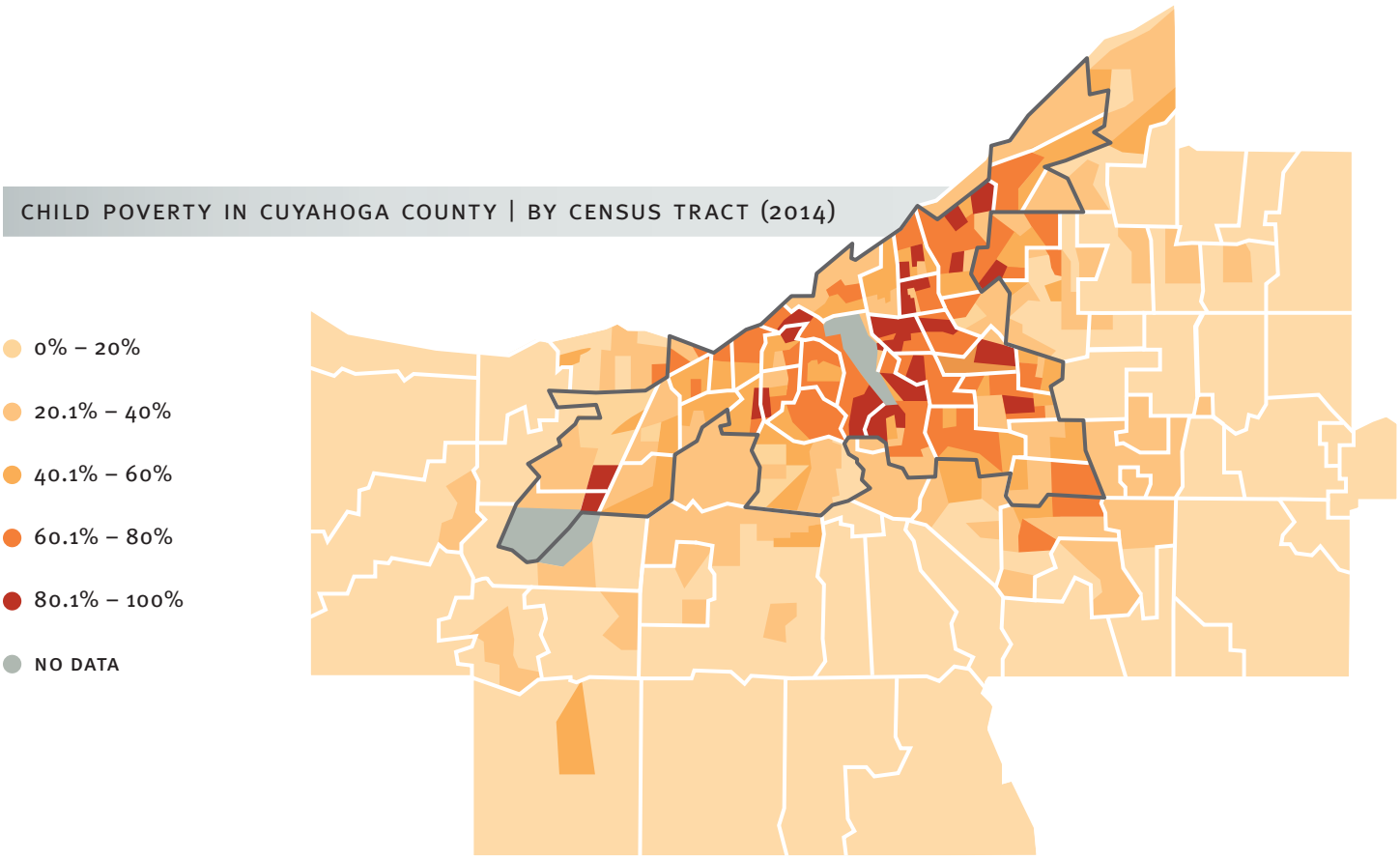
A STRONG ECONOMY is a key component to reducing poverty in Greater Cleveland. In order to build a strong economy, residents need to be prepared for today's jobs to reduce unemployment and grow household income. This singular issue manifests itself in many ways with multiple peripheral factors exacerbating individual challenges. Once the unemployment rates and household income levels have improved, individuals must also understand how to manage that increase to build a stable economic future. Unfortunately, without a competitive workforce, increases in employment and income, a globally competitive economy cannot be a reality.

Community Assessment participants identified workforce development as a key issue for our community, ranking it as the most prevalent need. In this context workforce development includes adult education, job training, post-secondary education, youth career pathways and the jobs/skills mismatch as subcategories. If successfully addressed, this issue would help lift our community out of poverty, stabilizing individuals, families and neighborhoods. Technology, medical, advanced manufacturing and other job sectors are growing. Downtown Cleveland alone added nearly 4,000 jobs between 2011 and 2014 and industrial space vacancies are at an eight-year low,[13] but many community members are lacking access to that growth and generations are consistently living in poverty.

Within Cleveland, the number of individuals and families living in poverty has increased by 11,400 individuals between 2010 and 2014. The majority of individuals are living on the East Side and are children under the age of 7, as 53.5 percent of this population lives below the federal poverty level. High levels of poverty are tied to low birth weight, unstable housing, food instability, violence and non-supportive parenting behaviors[14]. Continued support from the government through programs like the Supplement Nutrition Access Program (SNAP), the Greater Cleveland Food Bank, The Promise Neighborhood Initiative and United Way of Greater Cleveland are critical for the healthy development these children and families.

13 *Downtown Cleveland: The Dynamic Engine of a Talent-Driven Economy,* Richey Piiparinen, Jim Russell and Charlie Post, Goodman Levin College of Urban Affairs.
14 *Early Childhood Data Brief: Birth Outcomes,* Jack, Joseph and Morton Mandel School of Applied Social Sciences, March 2014.

CHILD POVERTY IN CUYAHOGA COUNTY | BY CENSUS TRACT (2014)



CONTINUE THE CONVERSATION

- Is the community preparing people for the in-demand jobs our economy has open today?
- How do changes in suburbanized poverty inform the governmental and philanthropic response?
- How is equity factored into the response?

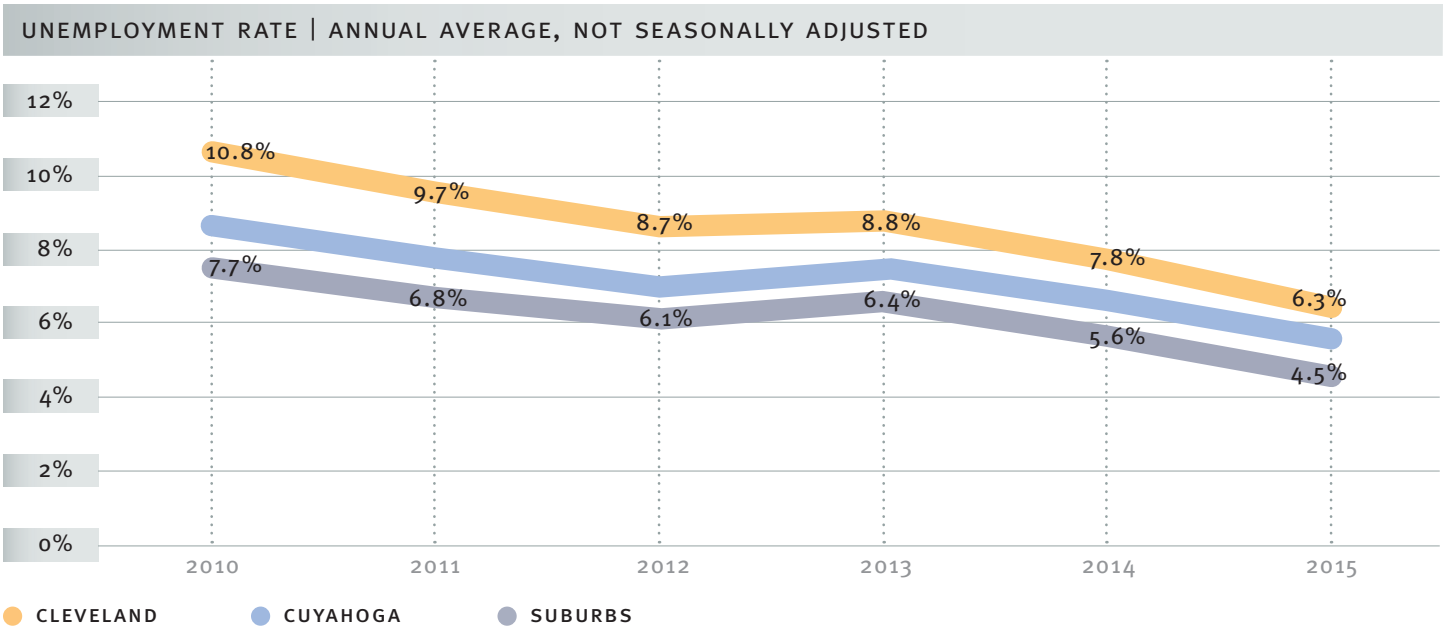
A recent study shows that being constantly worried about money creates a mental deficit equal to the loss of up to 13 IQ points.

Conversely, Cuyahoga County's suburban areas have seen a decrease from 27.1 percent to 26.6 percent for individuals and families living in poverty. Even in these areas, one in ten children is living under that income threshold. This is an example of the "suburbanization of poverty" or the phenomena where individuals living in poverty have left the city for nearby suburbs. As this geographic shift continues, historically true trends continue throughout Cuyahoga County's landscape.

The steady decline in unemployment represents the growth of the local economy; however the heightened rate within the city represents the disparity in residents' ability to find employment. This phenomenon is particularly concerning for the county's economy as the city of Cleveland, a 77.7 square mile area, holds 31 percent of the county's total population in only 17 percent of its 457.19 square miles[15]. That accounts for significant tax revenue impacting services, education funding and the health and human services delivery systems. Focus Group participants identified a workforce that is unprepared for today's economy as a key contributor to the issue. Programs providing high school equivalency services, a baseline requirement for employment, have to tackle unexpected challenges, such as low adult literacy levels, before they are able to help clients begin preparing for equivalency examinations.

In the city of Cleveland, 66 percent[16] of adults are functionally illiterate. A High School Equivalency Diploma (HSED) is the ultimate goal as adults with an HSED earn 23 percent[17] more and are nearly 20 percent[18] more likely to be participating in the labor force. The unemployment rate for those with less than an HSED is almost twice the overall rate. The first hurdle in passing the High School Equivalency program is to raise a client's reading, writing and math skills to a functioning level. This barrier, one of what may be many, not only impedes general employment but also the level and wage of employment obtained.

15 U.S. Census Bureau, American Community Survey, 2010-2014 5-Year Estimates.
16 *Facts about Literacy,* Seeds of Literacy, www.seedsofliteracy.org.
17 *Salary of GED Graduates,* Online GED Practices Tests, May 15, 2014.
18 *State of Working America,* Economic Policy Institute, 2016.



For residents of Cleveland proper, the median household income in 2015 was $28,831, just above the poverty level for a household of two, versus the county average of $45,297, a difference of $16,466. When compared to other cities, this income level continues to align Cleveland with the poorest city in the country: Detroit, Michigan.

As an unexpected consequence of increasing wages, participants also discussed the "Benefits Cliff" as a growing issue for those who are climbing in their employment. At a certain income level, individuals and families are no longer eligible for services but still cannot afford to pay full price[19]. This phenomenon occurs when an individual who currently accesses multiple benefits receives a small promotion at work, and is then no longer eligible for those benefits due to the increased income. When this occurs, individuals and families are often worse off after the promotion because their monthly resources actually decrease. This unintended consequence perpetuates the cycle of poverty making every penny an individual or family has more important, increasing their need for strong skills in financial literacy.

Financial literacy is the ability to understand banking institutions, their products, and how to manage money to reach personal financial goals. Many low-income individuals lack this skill, making them susceptible to costly Pay Day and Title Lenders with high interest rates and fees.

- Unbanked: Families that have neither a checking nor savings account.
- Under-banked: The percentage of households who have a checking and/or savings account and have used an alternative financial service from non-bank providers in the past year[20].

These non-bank financial products often come with hefty fees for cashing payroll checks, personal checks, or other ways of accessing cash. According to Prosperity Now, an average full-time employee without a bank account can spend upwards of

GROWING POPULATIONS
Immigrants and Refugees

Cuyahoga County has seen an influx of refugees and Ohio has been one of the top recipient states for this population. Service providers see the refugee and immigrant populations growing on the documented and undocumented sides. Barriers for successful service provision for this population are two-fold. Language barriers keep this group from accessing services because organizations need translators to deliver quality services. To provide services that are culturally competent or sensitive to diverse beliefs and norms, organizations need to understand an individual's culture of origin. This approach can enhance the comfort and success of services for the client. United Way provides funding to many organizations serving these individuals and families and will continue to be an advocate.

19 *The Benefits Cliff: When Minimum Wage Increases Backfire on the People in Need,* The Guardian, July 20, 2014.
20 *Final Indicators Report,* The Center for Community Solutions, March 31, 2017, accessed from Assets and Opportunity.

71
hours a week is the time needed to work at a minimum wage job in Cuyahoga County in order to afford the median rent.

$40,000 on such fees over his or her working lifetime. Three cities in Cuyahoga County have a population where 15 percent or more of residents are unbanked: East Cleveland (24.6 percent), Cleveland (18.6 percent), and Warrensville Heights (15.7 percent). The potential fees for these metros could reach upwards of $98 million a year impacting a population of more than 78,311 individuals.

In order to avoid Pay Day and Title Lending storefronts charging interest rates which set residents up for default, people need to understand their banking options and become financially literate. Cleveland is, unfortunately, home of five of the 30 census tracts with the highest percentage of unbanked residents. These same tracts correlate to those hit hardest by the foreclosure crisis, showing how critical it is for residents to understand their finances and the systems managing them[21].

2015 MEDIAN HOUSING VALUE[22] *as a percentage of peak median sales price*

NEIGHBORHOOD	PEAK MEDIAN SALES PRICE	YEAR OF PEAK	2015 MEDIAN SALES PRICE	2015 AS PERCENTAGE OF PEAK
TOP FIVE				
University	$ 170,000	2006	$ 150,000	88%
Edgewater	$ 132,000	2005	$ 115,750	88%
Hopkins	$ 149,900	2006	$ 125,000	83%
Ohio City	$ 165,500	2014	$ 135,000	82%
Tremont	$ 110,858	2013	$ 88,000	79%
BOTTOM FIVE				
Union-Miles	$ 80,500	2005	$ 14,750	18%
Mount Pleasant	$ 84,000	2005	$ 14,837	18%
Euclid-Green	$ 84,000	2005	$ 13,590	16%
Hough	$ 80,000	2005	$ 11,750	15%
St. Clair Superior	$ 75,000	2005	$ 9,632	13%

Effective financial management also helps individuals avoid crisis when in-the-moment or unexpected costs arise and begin reaching their financial goals. Even once such systems are understood, the community-wide economic implications are still unpredictable. This was clearly demonstrated during the last economic crisis when foreclosures skyrocketed and housing values plummeted. These economic ripple effects then link to school funding, neighborhood stability, vacancies and personal asset development, as a primary residence is often one of the largest assets an individual possesses.

In order to break the cycle of poverty and address the region's current economic needs the development of a prepared and educated workforce is critical. This development is the first step to a more equitable economy but requires consistent investment, time and understanding of the future needs a growing economy creates. These needs include higher levels of income and the threat of the Benefits Cliff, a greater need for financial literacy education and asset management. In order to address the next generation's economic and employment needs, current investments in education and its peripheral systems are needed.

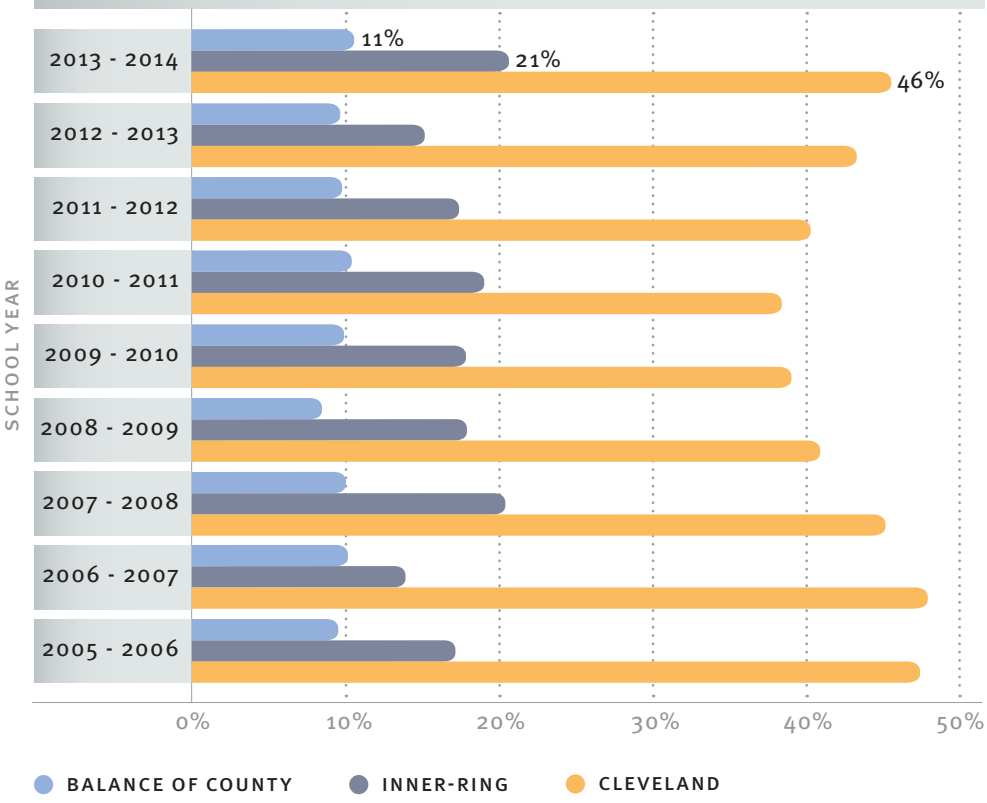
21 *Cleveland Neighborhoods by the Numbers: 2015 Cleveland Property Inventory,* Western Reserve Land Conservancy, Thriving Communities Program.
22 *Connecting Cleveland 2020 Citywide Plan,* Housing, The City of Cleveland.

Education: Investing in the Future

EDUCATION WAS THE second most important issue identified through the Community Assessment process. Education in this context is targeted at children from birth to the completion of high school. United Way of Greater Cleveland's current Education Impact Area understands education is a critical component to combating poverty and unemployment. This is where the cycle of poverty begins, as an outcome of low education attainment is high unemployment and low median household income. According to College Now, a one percent lift in the college attainment rate would boost the region's economy by $2.8 billion annually with nearly 75 percent of open jobs requiring at least some college or credential. This simple information demonstrates the strong link between education and the economy and highlights the importance of ensuring children and youth are set up to be successful from the beginning.

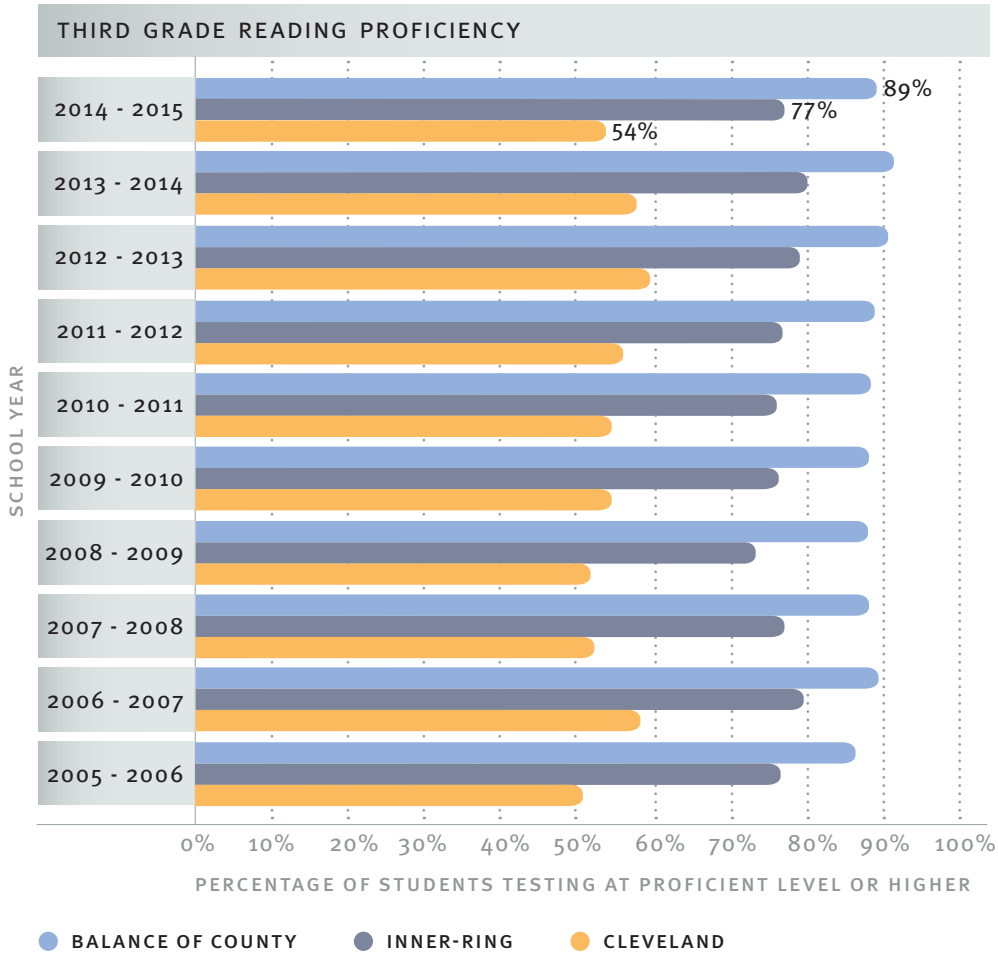
The first five years of life are a critical time period for brain development. In the United States, one in four American children from low-income families are not kindergarten ready while the rates in Cleveland are much higher. Longitudinal studies show that adults who received quality preschool are more likely to graduate from high school, have higher earnings in their jobs, and are less likely to be arrested for a crime. Through these benefits and others, every $1 invested in early childhood initiatives saves nearly $9 over the course of an individual's life[23], a long-term investment yielding high results.

KINDERGARTEN READINESS ASSESSMENT FOR LITERACY
assess broadly for intense instruction



23 *The Economics of Early Childhood Investment,* Executive Office of the President of the United States, December 2014.

> THERE IS NO SINGULAR SOCIAL ISSUE; SINGLE ISSUE FUNDING WON'T CREATE SYSTEMS CHANGE.



The importance of this early intervention has seen federal, state and local attention over the past few years through organizations like Invest in Children and Pre4CLE. Significant county and philanthropic investments have aimed at expanding access while advocacy efforts are underway at the state level to maintain a fiscal model supporting that goal. One of the critical reasons for this support is that kindergarten readiness is the first stop along the education pipeline as a predictor for future success.

The next milestone is third grade as the year in which children must transition from learning to read to reading to learn. Not being able to read proficiently by the beginning of fourth grade puts a child on track to drop out of high school. Of fourth graders who took the National Assessment of Education Progress (NAEP) reading test, 83 percent of children from low-income families failed to read at the "proficient" level[24]. A student who cannot read on grade level by third grade is four times less likely to graduate by age 19 than a child who reads proficiently on time; a low-income student is 13 times less likely to graduate on time[25]. Supporting interventions that increase the odds a child will be able to read by the end of third grade increases their likelihood of graduating from high school which, in turn, increases their likelihood for college and/or career readiness.

24 *Early Warning! Why Reading by the End of Third Grade Matters, Kids Count Special Report,* Annie E. Casey Foundation.
25 *Double Jeopardy: How Third Grade Reading Skills and Poverty Influence High School Graduation,* David J. Hernandez, City University of New York.

Strong social emotional skills are also linked to improved academic outcomes[26]. Competencies like self-management, self-awareness, social awareness, relationship skills and positive decision-making influence a child's ability to manage conflicts and emotions, and to complete tasks and meet responsibilities. Increases in pro-social behavior are predictive of outcomes not only in education but also in substance abuse, mental health and employment[27]. In recognition of this area's importance, focus group and feedback forum attendees identified programs aimed at enhancing these skills as a key need in the Education category. This area of programming for children and youth, as out-of-school time, was an identified gap in services with 66 percent of participants selecting this as the highest need sub-category. Many programs in our community are experiencing waitlists as children, youth and their caregivers search for safe and engaging spaces for students after school hours.

Although not a specifically "academic" issue, the ripple effects of strong social and emotional skills are key to success along next stops of the education pipeline. Again, the success of a student in this area has been tied to academic outcomes like 12th grade proficiency and on-time graduation. The issue of education is not only linked to future employment and income outcomes but also to health and wellness.

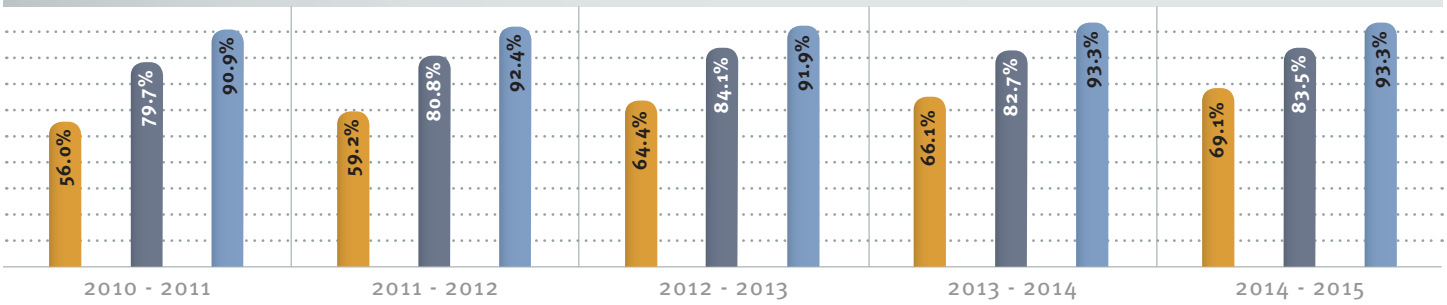
Education outcomes for today's youth will have implications for their wellbeing tomorrow. However, many of today's Clevelanders are struggling to meet their daily needs and are therefore unable to focus on a brighter future. This is another piece of the spectrum that, when viewed holistically, alters people's ability to function.

CONTINUE THE CONVERSATION

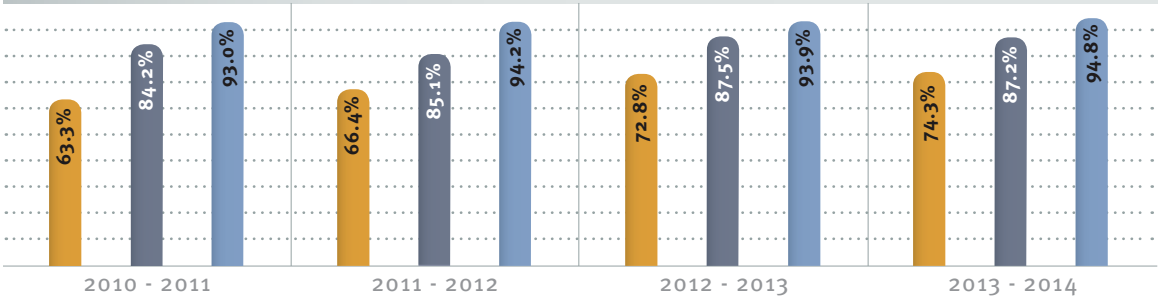
- How are systems, like schools, government and philanthropy, coordinating to effectively tackle different pieces of the school pipeline?
- Who is tackling the peripheral issues, like food access, impacting a child's ability to learn?
- How does caregiver engagement factor into this area?

By the age of 5, children living in poverty will have heard 30 million fewer words than their wealthier peers.

FOUR YEAR LONGITUDINAL GRADUATION RATES



FIVE YEAR LONGITUDINAL GRADUATION RATES



CLEVELAND INNER-RING BALANCE OF COUNTY

26 *Building Academic Success on Social and Emotional Learning (SEL): What Does the Research Say,* Zins, Weissberg, Wang & Walberg (2004).
27 *Early Social-Emotional Funding and Public Health: The Relationship between Kindergarten Social Competence and Future Wellness,* American Journal of Public Health.

GROWING POPULATIONS

Lesbian, Gay, Bisexual, Transgender and Queer (LGBTQ) Population

Organizations have noticed an increase in requests for services from this population, especially around domestic violence after the legalization of same-sex marriage. In addition, this population is four times more likely to struggle with drugs and alcohol, is more prone to mental health issues, suicide, bullying, and employment and housing discrimination. At the current time, the midwest region receives between 7-8 percent of domestic funding for LGBTQ issues.

CONTINUE THE CONVERSATION

- How does the current political climate impact government funding for the most vulnerable?
- What is the community's responsibility in filling gaps for basic needs services?
- In what ways does gentrification and commercial real-estate development influence housing stability? Is there a balance between commercial and affordable housing solutions?

To afford the median rent in Cuyahoga County of $732, an individual at a minimum wage job must work 71 hours a week.

Basic Needs: Enhancing Access

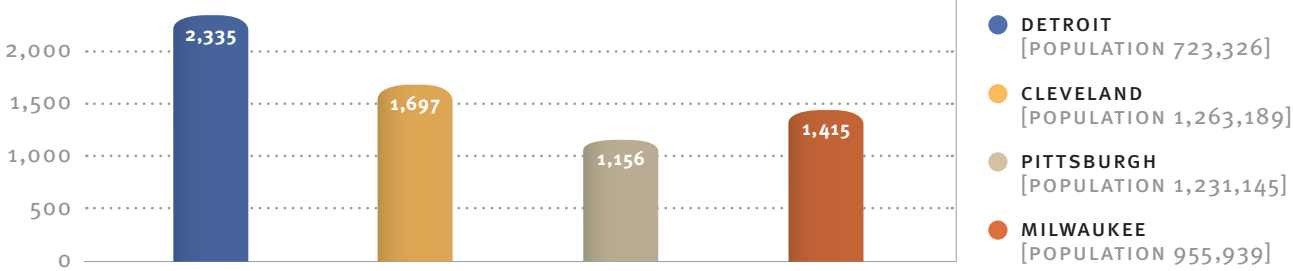
ALL OF THESE challenges are symptoms of poverty or issues generating a state of crisis for an individual or family where life-sustaining needs are unable to be met; this is the third issue identified. According to Maslow, these human needs must be satisfied before one can move up the pyramid to self-actualization, meaning that without meeting these needs one cannot focus on education or furthering employment. For this context, basic needs include shelter and housing, food security, transportation and clothing.

The US Department of Housing and Urban Development defines homelessness in very narrow terms and leaves those facing housing instability or housing burden (devoting 30 percent or more of income for housing) at risk of becoming homeless. Cleveland faces an uphill battle as 42 percent of rented units require more than 30 percent of a household's income versus 29 percent in the outer-ring suburbs. The results are that renters are housing cost burdened, putting them in constant risk of experiencing homelessness. Focus group discussion also revealed that in addition to housing burden, it is even more challenging to locate homes where individuals and families feel safe. This is compounded should the individual or family need housing with special access due to a physical disability.

Even as Cleveland has made significant strides in addressing the issue of homelessness in the community, this barrier still impacts too many residents and impacts them disproportionately. Nearly 70 percent of individuals who experienced homelessness in 2016 identified as black. Individuals, especially youth who identify as LGBTQ, are also at a disproportionate risk for homelessness. The Continuum of Care and collaboration in Cleveland has received to national recognition and that success will hopefully allow the community to shift its focus to other high risk populations and issues.

Throughout the Community Assessment process, food stability continued to rise in the conversation and was selected as the top basic need by nearly a quarter of feedback forum participants and stakeholder interviewees. According to Feeding America, Cuyahoga County is home to 245,660 food insecure people, or 19.4 percent of the population[28]. This means Cuyahoga County has the state's largest population of food insecure people, defined by the USDA as the "reduced quality, variety or desirability of diet." It would require $123,519,000 to meet the food needs of this population according to the study[29]. This is the most basic of needs and has been linked to health issues and poor learning outcomes. Participants also recognized the special impact food instability has on the community's senior population. Unique challenges around access to food and many other services are magnified for low-income seniors who are homebound or unable to access reliable transportation.

HOMELESSNESS IN CLEVELAND AND COMPARISON CITIES



28 *Map the Meal Gap,* Feeding America, 2014.
29 *Food Insecurity in US Households,* United States Department of Agriculture, September 6, 2016.

A recent survey by the City of Cleveland Department of Aging found that 22 percent of seniors have at least some difficulty getting around town and 18 percent report no access to necessary specialized transportation services based on medical conditions[30]. Similar challenges have been identified through the Community Assessment for low-income populations across the spectrum; participants identified transportation access as a growing community issue. This inhibits access to jobs, grocery stores and other errands individuals with cars take for granted. In Ohio, the state only spends 63 cents per person on public transportation placing it in the bottom quintile of states[31].

This leaves a significant budgetary gap for the Regional Transit Authority (RTA) who has to fill that gap with increases in fares or other tax dollars. In 2015, only 13 percent of its overall revenue came from ridership fares while 54.2 percent[32] comes from the sales and use tax. Even with these fiscal challenges, Cleveland spends a substantial dollar amount on public transit per resident when compared to other municipalities but is still unable to thoroughly meet the demand. As the state continues to experience budgetary shortfalls, transportation funding may be at risk.

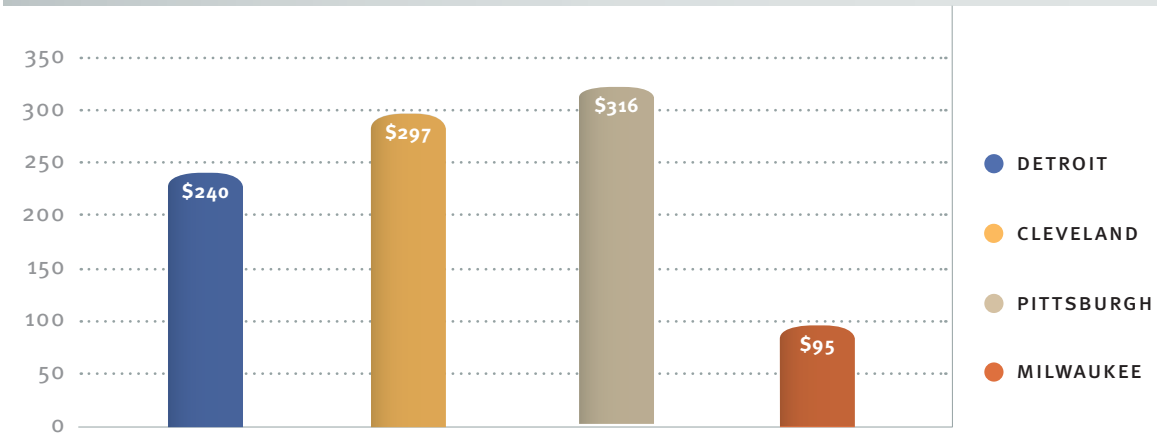
Another budgetary item which may be at risk in our current economic climate is insurance coverage and access to medical care. Specifically, the expense of medications and related medical supplies creates impossible decisions households must make. With some brand-name medicines costing hundreds or thousands of dollars, these potentially life-saving supplies remain out of reach. This is especially important because many conditions requiring consistent access to high-cost medications are concentrated in Cleveland's poorest neighborhoods while regular doctor visits are concentrated in areas seeing fewer chronic conditions. Decreased access to medications needed to manage such illnesses influences an individual's global health and ability to find work, engage as a caregiver, or move towards stability.

Enhancing people's access to resources required to meet their basic needs is like building a strong foundation for a new home. Without the proper mortar and cement blocks, the rest of the house cannot stand. Satisfying these needs allows an individual to focus his or her attention on the next steps in life whether that is earning a license or credential to enhance employment or better managing a chronic disease. Investing in these daily resources will enhance the quality of life for thousands of Greater Clevelanders.

GROWING POPULATIONS
Seniors

Seniors' requests for services are increasing as is the complexity of the issues they face. Service providers are seeing higher rates of substance abuse, complex health and mental health issues and challenges maintaining century old homes to age in place. Home modifications that prevent falls, transportation, and programs providing socialization all contribute to the betterment of this group. Continuing support is needed for this growing population and its nuanced challenges.

PER CAPITA PUBLIC TRANSIT SPENDING IN CLEVELAND AND COMPARISON CITIES | 2015



30 *Age-Friendly Cleveland,* Cleveland Department of Aging, January 2016.
31 *ODOT Wants to up Public Transit Budget by $1 Million a Year,* Alison Grant, Cleveland.com, February 2015.
32 2016 Budget Book, Regional Transit Authority

Human Services: Enhancing Community Health

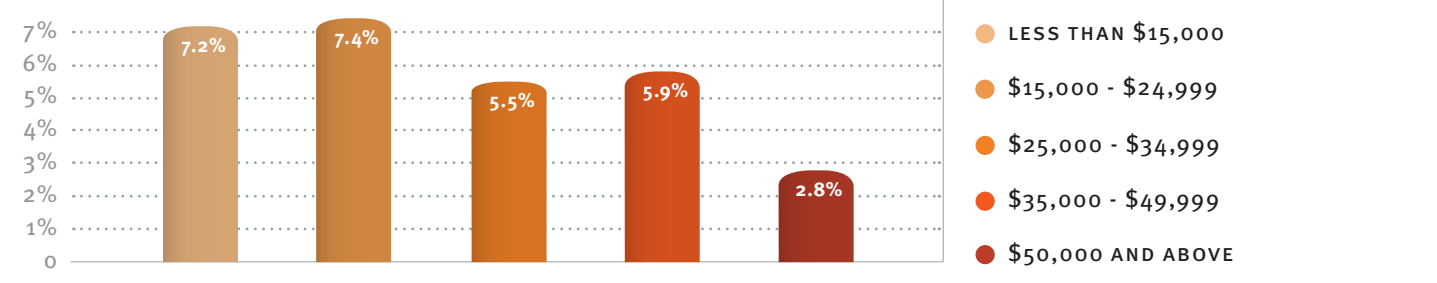
ACCESS TO QUALITY health and human services was the fourth identified issue through the Community Assessment process. Within this context, health and human services include case management, chronic disease management, mental health, substance abuse services and women's health issues. With the expansion of Medicaid in Ohio and the Affordable Care Act under the previous administration, more people have been accessing the care they need. While this expansion has helped, Cleveland still lags behind the inner-ring suburbs and balance of county in residents with health insurance coverage. New policies regarding health care are creating significant amounts of instability for populations accessing support through public avenues.

Challenges people experience accessing coverage are being addressed by nonprofit community organizations through positions helping clients navigate the process. Service navigation and case management were the highest rated sub-categories within the health and human services area followed by mental health services and then chronic disease management. Organizations providing navigation services are seeing individuals and families who are struggling to understand the verbiage used in official communication about their benefits and what next steps are needed. This communication gap is causing coverage to lapse or enrollment to be denied. Community providers in focus groups also discussed the lack of awareness of the variety of services provided in the community that can offset health care expenses.

Some organizations and insurance companies have moved to a model where groups are reimbursed based on performance. This model has created a rising interest in approaches helping people manage chronic diseases such as diabetes, arthritis, breathing-related disorders, etc. Many of these health conditions requiring consistent management are, as previously shown in the Basic Needs section, concentrated in low-income communities. While many of these services are funded through health insurance, particularly government-run insurance programs like Medicaid and Medicare, United Way has focused on "non-billable services," defined as services that Medicare and Medicaid does not reimburse. Such investment is important for a county with over 50 percent of its population enrolled in either Medicare or Medicaid as of December 2016[33]. These critical services for an impoverished population prevent strain on health care systems as well as on the individual's or family's resources.

Beyond physical health, mental health challenges have similar influences on the resources of a family and the common co-morbidity of a mental health and substance abuse diagnosis only exacerbates the issue. For example, Cuyahoga County has seen an increase in suicides since 2009, peaking in 2012 at 144 with special groups like teens and LGBTQ individuals at higher risk[34]. According to Community Assessment participants, the demand for mental health services is increasing while the resources to provide them

2014 OHIO HEART DISEASE PREVALENCE BY HOUSEHOLD INCOME



33 Center for Medicare and Medicaid, Medicare Enrollment Dashboard, Ohio Department of Medicaid, December 2016.
34 Cuyahoga County Medical Examiner, Public Death Records via Health Data Matters.

continue to diminish. Especially concerning are the changes in Medicare and Medicaid reimbursements for these services and how that will change treatment. Integrating mental health care with primary care has been a prominent focus in the hopes this will lead to better outcomes and longer lives. Mental health has also gained attention in multiple circles because of the severe impact it has on individual functioning.

Addiction services will also be impacted through these policy changes even as addiction has gained attention with an epidemic of deaths from opiate overdoses that have increased six-fold between 2001 and 2014[35]. Within Cuyahoga County, there has been a 37 percent increase since 2009[36]. In response, a local Opiate Task Force was convened to work on lessening the impact of these issues; and policymakers, including Ohio Senator Rob Portman, have spent considerable time on the issue and have passed legislation aimed at preventing the disease. United Way has funded best practices helping with transitions out of treatment, which are a particularly vulnerable time for recovering addicts.

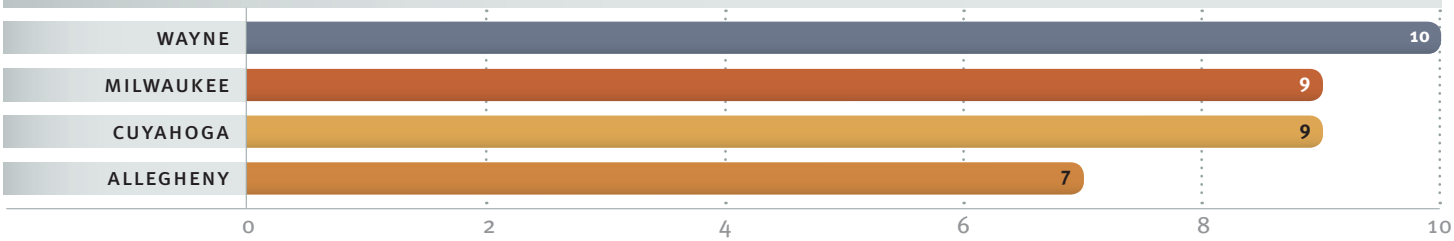
The health of our community has direct ties to the health of its children, its economy and prosperity. As participants in the Community Assessment continued their dialogue, recognition of the profound impact lead has on residents and their future emerged. Lead poisoning is a significant challenge for low-income residents of Cuyahoga County where 24 percent of the state's children, mostly minority children, at risk for lead poisoning live[37]. Cleveland is especially at-risk as its housing stock is significantly older than the rest of the county. According to the Cuyahoga County Auditor's Records, the median year to which residential structures date in Cleveland is 1920 versus 1955 as the suburban median[38]. This exposure has been showcased in the media time and time again linking it to changes impacting future functioning and brain development in children.

CONTINUE THE CONVERSATION

- What issues are you or your organization passionate about? Who are your partners?
- When addressing dynamic community health issues, who else could be at your table?

Providers identified psychiatric care for children an especially challenging service to find with wait lists up to one year.

INFANT MORTALITY RATE PER 1,000 LIVE BIRTHS | 2013 - 2015



The issue of infant mortality has also been at the forefront of the Greater Cleveland community. Local government and hospital partnerships have taken the lead on addressing this traumatic issue that disproprtionately impacts our poorest and predominantly African-American communities. In Cleveland, Central has the highest infant mortality rate in the city at 9.8 while the national average is 5.9 per 1,000 births[39]. It is not a coincidence that Central also has the highest density of children living in poverty in Cuyahoga County.

Continued innovation to address these issues is required by all community leaders and those with resources. Access to health care, successful management of chronic diseases, treatment for mental illness and substance abuse and strategies support-ing healthy children are just a few of the priorities identified by Community Assessment participants.

35 *Overdose Death Rates,* National Institute on Drug Abuse, December 2015.
36 Cuyahoga County Medical Examiner, Public Death Records via Health Data Matters.
37 *The Landscape of Lead Poisoning Risk in Ohio: Research to Inform Action,* David Norris, 2015 Ohio Healthy Homes Lead Conference.
38 The City of Cleveland Planning Commission, Connecting Cleveland 2020 Citywide Plan, Housing Overview.
39 Cleveland Department of Public Health, County Health Rankings, 2013.

> THERE IS A GROUP OF MINORITY PEOPLE WHOSE EXPERIENCE DOESN'T MATCH THE VISION MANY PEOPLE HAVE FOR THE CITY; THEY DON'T SEE THE VISION FOR THEIR LIVES OR THEIR CHILDREN'S LIVES.

Safety: Building a Cohesive Community

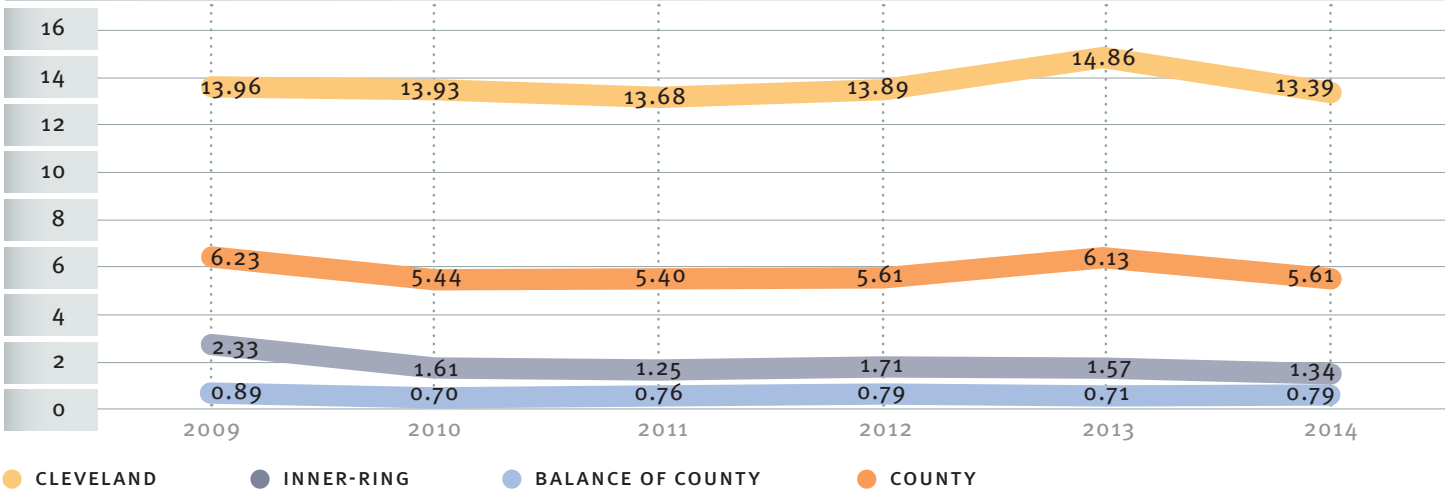
LIVING IN A safe community reduces incidence of trauma and increases social cohesion. Through all of the components of the Community Assessment, violence prevention has been identified as a key issue within safety. An uptick in shootings in Cleveland recently, as well as the horrific consequences associated with any level of community violence, has led many in the city and surrounding suburbs to focus on violence prevention. A spike in violent crime in 2013 may contribute to this perspective. In addition, violent crimes, which include murder, rape and aggravated assault, are concentrated within the city limits while the Balance of County sees rates exponentially lower.

Emerging best practices treat violence as a public health issue that can be contained by "isolating the virus" using credible messengers to prevent retaliation and break the cycle of violence. Locally, Case Western Reserve University's Begun Center for Violence Prevention Research and Education, the City of Cleveland and the Partnership for a Safer Cleveland have created a violence prevention plan approved by the federal National Forum to Prevent Youth Violence. Also, when violence does occur, there is a significant body of evidence showing this can lead to a lifetime of potential physical and psychological problems impacting function as a productive member of society. Continuing strategic work around violence and its impact improves the well-being, function and quality of life for all community members.

Community Assessment participants also identified police and community relations as a growing issue within the community. Relationships with the police must also be examined when discussing safety. As those charged with protecting and serving the community, their response and the community's response to them are directly tied to safety. Several communities have already begun to implement pilots or new programs engaging police officers by bringing them into community spaces to build relationships with residents.

Economy, Education, Basic Needs, Community Health and Safety are all intertwined complex issues. They all maintain systems of poverty but also stem from poverty; they disproportionately impact minority and marginalized populations. As nonprofit service providers continue to try to address these challenges, they too face their own barriers to success.

RATE OF VIOLENT CRIME IN CUYAHOGA COUNTY | PER 1,000 RESIDENTS



Nonprofit Resources: Supporting Excellent Services

INDIVIDUALS AND organizations doing the daily work in the community are best positioned to provide sector-specific perspective on the issues impacting them. Throughout the Community Assessment, these groups were asked about challenges they face and how they can be better supported. Several challenges quickly bubbled up consistently throughout this process, some of which can be addressed through philanthropy and the grant-making process while others are created by larger systems.

The top challenge for organizations is staff retention attributed to burnout and lack of competitive compensation. Quality and consistent staffing ensures programmatic continuity in every facet of implementation. Also, staff turnover is costly. Nationally, nonprofits saw a 19 percent turnover rate in 2015[40] and each turnover costs organizations about 16 percent of that individual's salary[41]. This level of turnover, well above that of the for-profit sector, alters a nonprofit's budget and its ability to provide services.

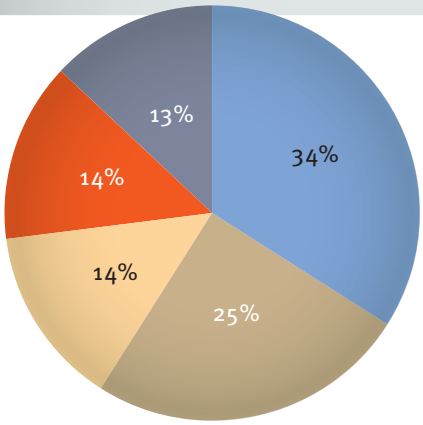
The second challenge is funding stability. Organizations see funders shifting financial resources to new priorities every few years. An important program may not fit new priorities and have to close, leaving a service gap in its place. These regular funding changes put organizations into constant survival mode. Hiring and recruiting talent when a job may only be guaranteed for a year or two makes it harder to find willing, qualified staff.

Within this component, relationship development with a funder was also discussed. The reality of social service work is that it has to change, often within a grant cycle, and there exist varying levels of comfort to discuss this with funders. If the relationship is strong, that conversation happens and the partnership makes the program stronger. The opposite is true for weak grantor-grantee relationships.

The third challenge is related to infrastructure development. Partnerships and collaboration are being encouraged by the funding community and yet providers see that planning dollars are lacking. These collaborations often pay off in the end but the upfront costs of time and resources may be too much for an organization's budget to handle. Recognizing these costs and providing monetary support for planning and development would reduce strain on the organizations and enhance their capacity.

The fourth challenge, administration and overhead, was identified due to the high level of restrictions placed on grants, especially governmental grants. Participants recognized the intention for dollars to go towards programming but also highlighted that resources for specific internal systems are required to run a strong organization. These restrictions also limit their capacity to market their services which decreases the community's awareness of what is available. It also creates barriers to sustainability because a fundraising staff position is challenging to work into a grant and yet makes sense as part of an organization's long-term plan.

TOP ORGANIZATIONAL CHALLENGES



CONTINUE THE CONVERSATION

- Do you know who else funds the same organizations or programs you do?
- How often do you use all of the metrics you ask grantees to provide?
- What resources do you provide to support the daily costs of doing business?

"As a service provider, you don't want to change your mission, but it is discouraging when you think you're on the right track then found out a foundation shifts to fund only a certain group."

40 Nonprofit Employment Practice Survey, nonprofit HR, 2015.
41 *There Are Significant Business Costs to Replacing Employees,* The Center for American Progress, November 16, 2012.

> URBAN POVERTY HAS BEEN ABLE TO MOVE OUT OF THE CITY DUE TO HOUSING VALUES DECREASING; SERVICES NEEDED ARE NOT PROVIDED IN THE SUBURBS.

Finally, data and outcomes emerged. While this information is critical to understand program success and is helpful when seeking other funding sources, the time and capacity required to gather such information is often overlooked. Something as simple as the collection method for a client's income can be burdensome if two funders are supporting the same program but one funder wants percent of poverty and the other wants dollar amounts. The same information is being requested but must be analyzed in different ways, costing an organization more time.

These challenges are not the only challenges that exist and some organizations experience one more than the others. It is still critical to recognize those challenges and discuss, internally and as a funding community, how to better support grantees. While this support may be more dollars or less restricted dollars, there are behaviors and connections community leaders can make that enhance capacity as well. Throughout this process United Way staff and leadership have continued to reflect on such feedback to strike a better balance of support for funded programs.

United Way's Response

United Way Behaviors

UNITED WAY OF Greater Cleveland has a long history of service to the community, strengthened by its leadership and fundraising strategies. The organization has ties to corporations, community leaders, volunteers and the community at-large. This network positions United Way to bring diverse partners to a common table to solve problems by playing distinctive roles no other organization can play: Convener, Broker and Community Issue Educator.

CONVENER A convener is an individual or group responsible for bringing people and resources together to address an issue, problem, or opportunity. United Way is able to bring diverse partners to a common table to solve problems in a way no other organization can; this was a key topic at the feedback forums. Vision councils, or groups of people and resources brought together to address a community issue, are a historic example of United Way's convening. The results of this work, like Senior Transportation Connection, are still in operation today.

Participants identified several key components to being a successful convener during feedback forums. A convener must be perceived as well respected, have resources to bring to the table, and the capacity to bring diverse bodies into the conversation such as corporate partners, passionate individuals and its philanthropic peers. A successful convener also needs to lead or be prepared not to lead on issues as the convener's role may just be to gather the group, facilitate the meeting, and then let go.

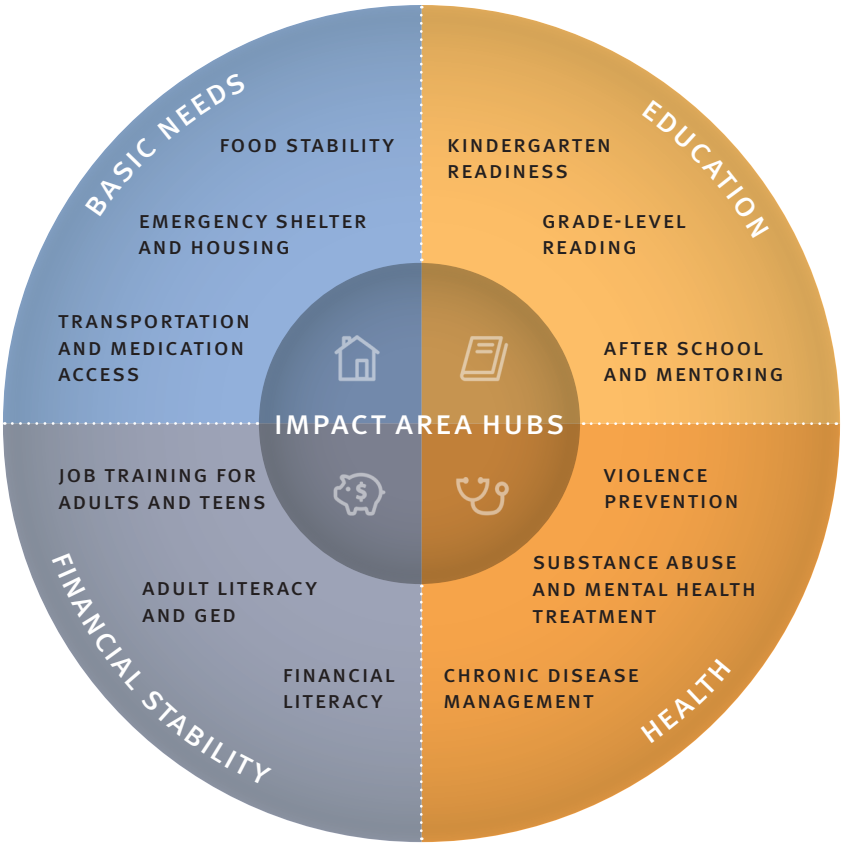
BROKER As a strong partner in the health and human services sector and the business sector alike, United Way can arrange and negotiate resources for social services from the business community. For example, Days of Action bring together the needs of nonprofits with companies' desire to give back, with United Way as the conduit.

COMMUNITY ISSUE EDUCATOR United Way can also raise awareness and understanding on key social issues. Donors may not understand the importance of mainstream banking products and their effect on a family's financial stability. As an organization raising funds from over 70,000 Greater Clevelanders, United Way has the captive audience to increase that understanding.

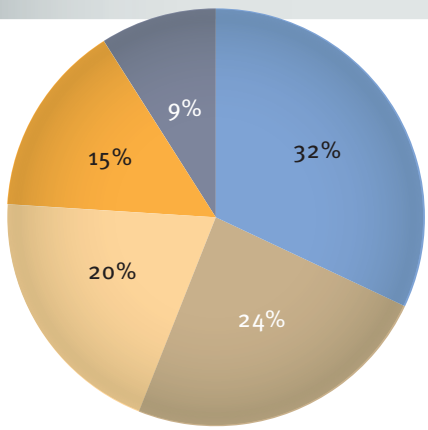
These three opportunities, of five identified, create space for innovative solutions to pressing social issues. United Way of Greater Cleveland is aptly positioned to be a champion in these roles, strengthening the community of nonprofit organizations, companies, leaders and residents who understand the importance of giving.

Impact Area Hubs

As United Way of Greater Cleveland continues to evolve alongside the needs of the community, funding priorities have been updated to align with the results of this assessment. The **Basic Needs** portfolio will address the day-to-day, life sustaining needs. For preventive measures ensuring the next generation is set up for success, **Education** will help children enter school ready to learn and support their unique needs as they develop. **Financial Stability** will help stabilize families through financial education and job training. Finally, for people to thrive in their environment, their health needs must be supported and managed through **Health**. These Impact Areas are the same areas where United Way has been investing for the past several years. However, implementation of these Impact Areas will evolve to better serve the community and funded partners through a competitive Request for Qualifications, previously known as a Request for Proposals, process.



DESIRED UNITED WAY BEHAVIORS



- CONVENER
- BROKER
- COMMUNITY ISSUE EDUCATOR
- ADVOCATE
- STRATEGY

5
marks the age when poor children will have heard 30 million fewer words than their wealthier peers.

BASIC NEEDS

Supporting Basic Needs aligns with the organization's history and is identified as a key community need. The goal of this area is to increase access to resources meeting daily needs.

- *Food Stability* Programs enhancing or expanding access to healthy, quality food for individuals and families in crisis.
- *Emergency Shelter and Housing* Programs providing in-the-moment access to shelter and those using best practice models to create housing stability.
- *Transportation Access* Programs providing transportation to marginalized, high-need individuals such as seniors and those with disabilities as nearly 21 percent of individuals in Cleveland have a verified disability; this rate is lowered to 15.1 percent when looking at the county average.
- *Medication Access* Programs increase access to low- or no-cost medications with an emphasis on programs using a multi-pronged approach to find a client the lowest cost option.

EDUCATION

Educational attainment is a necessary step for individuals to live productive, fulfilling lives. It is a factor that is related to and predictive of career success, financial stability and health. It is recognized as a critically important issue by our community, as shown through themes that emerged from the Community Assessment. By investing in Education, United Way not only changes the life of a child today, but changes outcomes for the community in the decades to come.

- *Kindergarten Readiness* Programs increasing the quality of local early education providers through the State of Ohio's Step Up to Quality program and enhancing the knowledge and skills of childcare providers and families.
- *Grade-Level Reading* Programs working with students in Kindergarten to third grade to prepare for and pass the Third Grade Reading examination for successful promotion to fourth grade.
- *After-School and Mentoring* Programs providing in and out-of-school activities that build positive relationships, confidence, academic skills and leadership skills.

FINANCIAL STABILITY

Components of the Community Assessment consistently show Financial Stability is a need for our community's residents. United Way of Greater Cleveland has a history of being not just a funder but a leader in this area. As an example, United Way is working with the Cuyahoga Earned Income Tax Credit Coalition in stabilizing its funding structures so it can serve more people. Also, United Way has been part of the leadership working to bring Community Financial Centers to Cleveland. To further support the work of nonprofit organizations, specific investment areas may include:

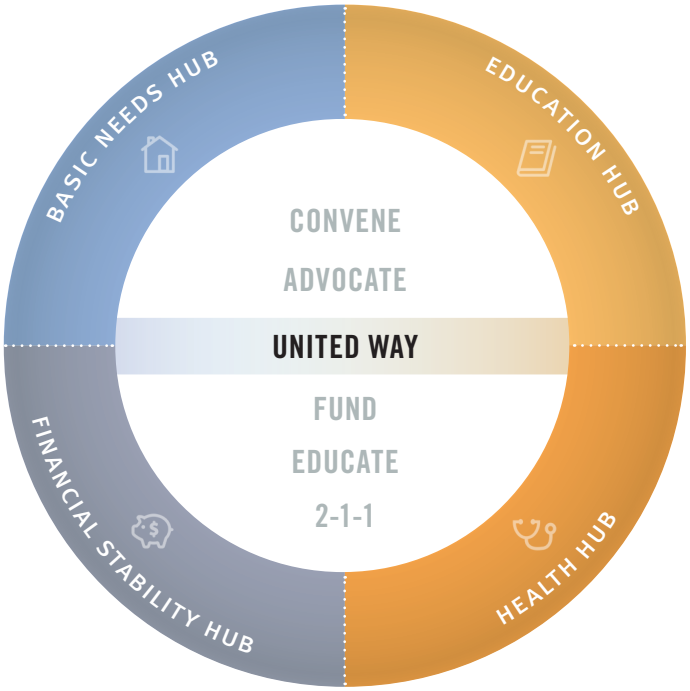
- *Job Training for Adults and Teens* Programs creating career pathways for adults and teens to in-demand and life-sustaining jobs and industries.

- *Adult Literacy and GED Attainment* Programs providing remedial education services and/or successfully helping individuals attain their high school equivalency.
- *Financial Literacy* Programs helping individuals and families understand their financial situation to stabilize and/or begin the process of debt reduction and asset development.

HEALTH

Health remains both a goal in and of itself and a means to multiple ends (e.g., employment, successful education) for all people during their lifetimes. When promoting health, this can be thought of in two different ways: 1) the health of the individual and 2) the health of the community. The health of the individual is typically maintained through programs and services like those offered in hospitals and outpatient settings. The health of the community is maintained through the promotion of quality services ensuring safe environments free from violence. Supporting Health ensures people and their families live well.

- *Violence Prevention* Programs educating the community on how to stop sexual assault, child abuse and domestic violence before they start.
- *Substance Abuse and Mental Health Treatment* Programs helping those who have addiction and mental health issues recover and thrive. A special focus will be placed on helping people who have survived trauma overcome their traumatic experiences.
- *Chronic Disease Management* Programs helping clients live their best lives while managing long-term illnesses such as diabetes and hypertension.



> OUTCOMES DON'T LIVE AT OUR ORGANIZATIONS, OUTCOMES LIVE IN THE COMMUNITY.

Funding Philosophy: United Way of Greater Cleveland

A Hub of Our Community

In order to create a funding process based on the feedback provided through the Community Assessment and United Way's Strategic Plan, the organization will transform its allocation process while adhering to the Impact Areas Basic Needs, Education, Financial Stability and Health. This funding process will focus on increasing transparency, encouraging collaboration and creating long-term solutions.

United Way Community Hub will facilitate collaboration through allocations, requiring all funded programs to participate in Community Hub groups focused on work within their Impact Areas. United Way of Greater Cleveland will convene these Hubs to support funded programs and stakeholders in identifying critical community issues. If an organization is funded in Health and Basic Needs, they will be expected to participate in two Hubs and receive additional financial resources to support this activity. These groups will convene nonprofit, philanthropic and corporate partners who are passionate about the identified issue and interested in moving collaboration and solutions forward.

Another key shift will be in how programs are funded. Programs applying for dollars will now be funded through an algorithm based on three major components: 1) number of Impact Areas funded in, 2) quality of program implementation and 3) the strength of fit within the United Way Impact Areas. For example, an organization funded in Basic Needs and Health will receive a higher amount than an organization funded in Basic Needs only. To ensure transparency with regard to Community Impact allocations, volunteers will continue to review proposals and make recommendations to the United Way Board of Directors.

To reduce administrative burden, United Way will streamline its reporting through a collaborative process producing measures that are meaningful to the organization and its funded partners. Indicators requested by United Way will be data points organizations are already gathering and therefore will streamline the process, supporting efficient operations.

Another way this philosophy will support efficient operations is by removing restrictions placed on United Way dollars. While organizations will still be funded because their programs align with a particular Impact Area, funds will now be unrestricted dollars that can support programmatic capacity. United Way of Greater Cleveland, through its Community Assessment and aligning with other funders who are moving in this direction, will remove the 15 percent administrative restriction on its funding to support strong organizations.

United Way recognizes its role as a funder that functions uniquely within the nonprofit landscape. Creating collaborative groups where funded programs will participate strengthens the service provider network in Greater Cleveland and allows the group to address critical in-the-moment community issues while leveraging United Way as a convener. Further, funding organizations through a standardized algorithm increases transparency and ensures equity. Streamlining United Way's reporting process allows for flexible dollars to support the needs of organizations not being addressed elsewhere.

Through the Community Hub Model, United Way connects and amplifies the local human service network through its diverse funded program portfolio. Together, organizations can focus on long-term solutions moving the community forward and United Way will be the body supporting innovative, community-driven services.

CURRENT ALLOCATIONS PHILOSOPHY	NEW ALLOCATIONS PHILOSOPHY
Volunteers review proposals and make recommendations about which organizations to fund and at what levels.	Volunteers review proposals and make recommendations about which programs to fund; program funding computed through a standardized algorithm promoting collaboration.
No model to address in-the-moment issues.	Programs participate in Work Groups convened by United Way to address critical community issues through a solutions-focused process.
Report outputs and outcomes to United Way every six months.	Report indicators to United Way every six months; set and measure meaningful outcomes as a collaborative.
Funding for program operations.	Funding for program capacity.
United Way funds programs in broad silos.	United Way leverages its broad network to convene and amplify the service provider network.

Conclusion

AS THE GREATER CLEVELAND community continues to evolve, it is critical for effective decision making that individuals and organizations stay as informed as possible. Engaging individuals doing the work and comparing their perspectives to diverse data points allows for educated decisions to be made. This year-long process has shown that many of the issues from 25 years ago still exist today. Cleveland continues to be a community with a struggling economy and a workforce lacking the training and education to meet the needs of the 21st Century. Residents still struggle daily to meet their most basic needs and access the health and human services needed for long-term support. These challenges exist in a community where many residents do not feel safe and experience trauma.

These big challenges for the community, identified through the process, have also identified great opportunities. Organizations want to work together to provide better services within their area of expertise but need the flexible resources to do so. At the same time there is an opportunity for philanthropy and local leadership to unite and collaborate, amplifying the impact of their resources. Participants identified United Way as a logical, but certainly not the only, leader in that role as convener.

As United Way of Greater Cleveland continues to evolve and challenge itself, four Impact Areas have been identified to better align with community needs. These will address programmatic areas while allowing for the flexible use of dollars and creating a space for collaboration to solve problems. This flexibility comes with the organization's renewed funding philosophy. This philosophy's goal is to better serve the needs of service providers, recognizing these organizations do the work and will be the ones to solve Greater Cleveland's problems.

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