



CITY OF CLEVELAND
Mayor Frank G. Jackson

2009 Urban Agenda for Securing Cleveland's Future **By Mayor Frank G. Jackson** **January 2009**

Cleveland is a great city with a great history, outstanding assets and good people. As the urban center of northeast Ohio, Cleveland is crucial to the economic health of the region. Urban centers across the country are the economic engines of the United States. That is why we all – the federal government, state governments, local governments and the private sector – must invest in cities. This will require long-range planning and commitment, as well as short term stimuli to bolster local economies. Cleveland is well-positioned to move in this direction.

Even now, during the worst economic crisis we have seen in decades, Cleveland is moving in the right direction:

- Violent crime is declining;
- City services have improved;
- The 2008 budget was balanced without layoffs or service reductions;
- 2009 projections are for a balanced budget without layoffs or service reductions; and,
- Businesses are showing an interest in staying in Cleveland, expanding in Cleveland and moving into Cleveland.

These successes are the result of three years of planning, reorganizing City government, strict fiscal control and policy implementation. To continue moving in the right direction, I will continue this work and also further engage the state, the federal government, the philanthropic community and the private sector in a way that benefits the City of Cleveland – the core of this region – and the people who live and work here.

This is the basis for my urban agenda. In February 2008, I presented an urban agenda to drive the national conversation during the presidential campaign. It called for the federal government to implement pro-urban policies and increase funding support to cities, including:

- An increase in Community Development Block Grant (CDBG) funding and HOME Investment Partnerships Program (HOME) funding that would return funding levels to those of the 1990s in order to support community development and housing programs.
- Short-term assistance to help cities offset the costs of the national foreclosure crisis;

- Funding support for sustainability and advanced energy resources
- Investments in urban infrastructure, including: existing roads and bridges, a renewed emphasis on mass transit and commuter rail, and public utilities;
- Supporting federal public improvement mandates with funding;
- An increase in community policing funding and homeland security funding that is delivered directly to cities to maximize the use of these dollars;
- A federal education policy and funding support to help close the achievement gap in urban centers; and,
- A federal public health policy and funding support designed to increase access to health care, fund chronic disease prevention programs, and reduce environmental health concerns.

The United States Congress began enacting economic stimulus measures designed to shore up the economy, including the Housing and Economic Recovery Act of 2008, which allocated nearly \$4 billion for states and local governments to combat the foreclosure crisis through the Neighborhood Stabilization Program (NSP). Cleveland has since been awarded \$25.5 million from this fund and will use it to supplement the ongoing implementation of the neighborhood-based citywide plan that calls for strategic demolition of blighted properties and rehabilitation of others that can be put back into productive reuse.

This increased investment in urban areas will help many municipalities deal with the immediate impact of the foreclosure crisis. However, it is not enough to sustain American cities for the long-term. Cities must become the object of federal and state agendas that create pro-urban policies, programs and additional investment. This will take some time to implement and create real change at the local level. In the meantime, I will continue my strategy of investing in the people and assets of Cleveland. This approach that I call “self-help” has driven the first three years of my time as Mayor and has led to substantial improvement in city operations, city services and preparation for the future.

During my 2008 State of the City Address, I called for all in Cleveland to engage in self-help. The primary way this is accomplished is for local governments and businesses to invest locally, to procure goods and services locally. When goods and services are procured from local companies, we are keeping our hard-earned dollars in our local economy, supporting local businesses, and creating jobs. For example, with a gross regional product of approximately \$175 billion, if an additional three percent of that figure was spent in our regional economy, we would be generating an additional \$5.25 billion in investments in our region. By doing this, we would help ourselves through these very difficult economic times, help stabilize local companies, provide opportunities, and position the City for growth.

By combining an immediate self-help strategy with long-range urban policy and investment, I am working to create a sustainable future for the City of Cleveland. This document outlines my 2009 Urban Agenda for Securing Cleveland’s Future. The core areas of my urban agenda are:

- Investing in the local economy;
- Investing in Cleveland's neighborhoods;
- Investing in Public Safety;
- Investing in Education;
- Investing in Public Health;
- Investing in urban infrastructure; and,
- Investing in City government.

My urban agenda requires local commitment, strong public-private partnerships and federal investment in order to work. The gains I have made over the past three years must be secured by continuous investment – investment in the form of dollars as well as public policy – at the local, state and national levels and by government and businesses alike.



CITY OF CLEVELAND
Mayor Frank G. Jackson

Mayor Frank G. Jackson's 2009 Urban Agenda Securing Cleveland's Future Projects and Initiatives

1. Investing in the Economy

As the global economic crisis continues, investing in our local economy is more important than ever. Throughout 2009, I will continue to work to promote a regional economy and support emerging economic sectors that have the potential to transform the economy in Cleveland and throughout the region. I will continue to target investments in local procurement to help drive our economy from within and support critical infrastructure and economic development projects. Finally, I will continue my efforts to rebuild our workforce and position our assets so we can be competitive in the global market place.

Projects and Initiatives:

- *Medical Mart and Convention Center:* This project will support one of our strongest regional economic sectors, the health care sector; and, it has the ability to create short-term job opportunities to help mitigate the impact of the recession. In the long-term, it can boost our economy through tourism and increased demand in the hospitality industry. Throughout 2009, I will continue to actively support the project, offering the city's expertise as well as prepare action plans for the proposed sites so that work can begin on this project as soon as possible.
- *Build a Green Economy:* Global demands for resources are dictating the need for sustainable development. Cleveland has the natural resources and infrastructure to position itself as a leader in advanced manufacturing, renewable energy, and green building. By becoming competitive in these areas, Cleveland will be able to connect residents with jobs and local businesses with opportunities for growth. The City of Cleveland will focus on a number of projects, initiatives and policies to ensure that the Cleveland area becomes a powerhouse of a green economy, including:
 - Conducting the Cleveland Summit for a Sustainable Economy in August 2009;
 - Targeting green businesses with Economic Development grants and loans;
 - Advocating for the appropriation of funds to the approved federal block grant program that supports sustainability programs;

- Proceeding with efforts to increase automated trash collection and recycling throughout the City of Cleveland; and,
- Proceeding with the Municipal Solid Waste to Energy (MSWE) project.
- *International Development:* Cleveland's location, transportation infrastructure and public-private partnerships make it an ideal location for international companies to invest, have their U.S. headquarters and serve as an entry point to the Midwest and Canada. Throughout 2009, I will continue to work with the Cleveland Foundation, the Greater Cleveland Partnership, Team NEO, the Honorary Consular Corps and others to build upon the international relationships we made in 2008 as a means of attracting new investment to Cleveland and the region.
- *Industrial Land Bank:* As a large urban core with an industrial past, Cleveland has numerous brownfields that will need to be cleaned before new development can take place. I have created a commercial and industrial landbank that will help move these properties into productive re-use. This program will continue in 2009 to help remove the risk that developers face in utilizing brownfields for their projects. A lead project in 2009 is the Cuyahoga Valley Industrial Center:
 - The State of Ohio awarded a \$5 million Ohio Job Ready Sites (JRS) grant for this project to help clean up the Coke Plant site and provide an opportunity for redevelopment and create jobs. The 57-acre site will be the largest available site in Cleveland's urban core. The total project cost of producing buildable land is estimated to be \$14 million.
- *Rebuild Cleveland's Workforce:* Key to the success of the City of Cleveland is the success of its residents. As I work to transform the City's economy, support emerging economies and attract new investment, we must have a workforce that is capable of meeting the demands of the jobs that are available now and the jobs of the future. To that end, I will be continuing to rebuild Cleveland's workforce to create personal success for Clevelanders as well as support business growth in the region.
 - *Restructuring Workforce Development:* I will continue the transformation of Cleveland's workforce development system by further restructuring the program to increase service to clients.
 - *Apprenticeships and Student Job Opportunities:* I will continue to provide apprenticeship opportunities for Cleveland students. This will help students, particularly those who are not going to college, gain a competitive advantage. The existing programs at Cleveland Public Power, Max Hayes Vocational High School, UCIP-ASAP, University Hospitals and Cleveland's Division of EMS will continue. I will also expand these programs and seek out additional opportunities.

2. Investing in Cleveland's neighborhoods

My goal is to create neighborhoods where people choose to live, businesses choose to locate and people choose to visit. In January 2007, I implemented Cleveland's first citywide plan in 16 years and the first capital improvement program in 14 years. These plans are designed to rebuild all 36 of Cleveland's neighborhoods by addressing their weaknesses and building on their strengths. For the past two years, I have worked to remove blight from our neighborhoods, rehabilitate housing stock and brownfields, support neighborhood retail and develop new ways to reuse vacant land. The Department of Community Development continues to fund neighborhood revitalization programs through federal block grant dollars, even through the demand for service outstrips the funding provided. Additional funding and federal policies are needed to continue to support existing programs, enhance services and rebuild urban neighborhoods

Projects and Initiatives:

- *Demolition and housing rehabilitation:* The City's multi-faceted approach to demolition and housing rehabilitation will continue, including proactive code-enforcement, demolition, support for housing renovations, code enforcement partnerships with area community development organizations, the Senior Initiative to assist senior citizens with housing issues and concentrated inspection areas. I will use the \$25.5 million in Neighborhood Stabilization Program funding that Cleveland is receiving to support my existing strategy.
- *Advocate for an increase in CDBG and HOME dollars:* The City of Cleveland and other urban centers throughout the country rely on Community Development Block Grants (CDBG) and the HOME Investment Partnerships Program (HOME) to fund services and programs that provide decent housing, suitable living environments, and increase economic opportunities for residents and local businesses. Yet, in the last eight years, the CDGB funding Cleveland has received has been reduced by more than 23 percent. HOME funding has been reduced more than 31.5 percent. As called for in my February 2008 Urban Agenda, I will advocate for funding levels to return to the levels maintained in the 1990s.
- *Five-year capital improvement program:* I will continue to update and implement the city's five-year capital improvement program, which is designed to rebuild Cleveland's neighborhoods, support infrastructure improvements, encourage green building, improve green space and leverage private investment. Representative projects include:
 - New recreation facilities in Ward 10 and Ward 11;
 - Streetscape projects throughout the city, including: Waterloo Road, Detroit Shoreway and Kamm's Corner; and,
 - Energy efficiency improvements at City properties.
- *Living Cities:* In 2008, Cleveland was selected to participate in the Living Cities program and my Administration has been working with our partners to develop the program and the action plan, including work in the following areas: Education and Youth, Sustainability, Green Collar Jobs, and Strong Neighborhoods.

3. Investing in Public Safety

The current economic climate, the availability of guns and drugs, and abandoned properties have a negative impact on public safety in urban America. Crime reports and the perception of unsafe city streets deter new investors from locating in the city, new residents from living in the city, as well as discourage existing residents and businesses from staying. Every citizen, commuter, business owner and visitor should be able to feel safe while they are in Cleveland and should expect top-notch police, fire and emergency medical services. In order for this to happen, we must recognize the root causes of crime, the condition of our neighborhoods, the health of our community and utilize all resources available to us as a City.

One of the most important resources we have available to us are partnerships. My public safety agenda in 2009 will continue to build upon the partnerships we have forged within our Department of Public Safety, with other government agencies, with local institutions and with the community. These partnerships were critical to our success in 2008, which saw a significant decrease in homicides and most violent crime categories. We were able to have a positive impact because of an aggressive plan that I outlined early in 2008.

Throughout the year, we implemented new police tactics, redeployed police resources, implemented Operation Focus – a multi-modal prevention and intervention strategy, enhanced partnerships with other law enforcement agencies and instituted new technology for all branches of our safety forces to improve response time, service and accountability. These efforts will continue and be enhanced throughout 2009. However, critical to our success will be our ability to leverage federal funding for public safety programs, staff and technology.

Projects and Initiatives:

- *Advocate for increased Community Policing funding (COPS):* Community policing provides a much-needed and valuable tool for urban neighborhoods because it helps connect law enforcement officers with the communities they serve. COPS funding provides support for hiring and training law enforcement officers; procuring equipment and support systems; paying officers to perform intelligence, anti-terror or homeland security duties; and developing new technologies, including inter-operable communications and forensic technology. These are crucial police functions, which help improve quality of life and the level of public safety in cities. Yet between 2001 and 2007, Cleveland received about half the COPS funding it did between 1994 and 2000. By fully funding the COPS program, the federal government can support local governments, improve quality of life and public safety.
- *Advocate for direct-award homeland security funding:* Another funding challenge for urban governments is created by the increased need for homeland security measures. Homeland security costs have soared in the last seven years and federal funding has increased. However, the current funding structure funnels funding through state and county governments. This causes a delay in training, implementation of new procedures and the purchase and installation of new

equipment. In addition, many homeland security measures are mandated by the federal government. Federal funding for such mandates must match the scope and timetable for implementation.

- *800 MHz System:* One of Cleveland's biggest homeland security challenges is interoperability. Cleveland's current system is antiquated by today's technology standards and is estimated to cost millions of dollars to replace. The City's 15-year-old radio communication system must be replaced and it must be done in a way that allows for greater interoperability between Cleveland, Cuyahoga County and other regional municipalities. By mid-January 2009, I will release an RFP in order to move this project forward. In addition, I will advocate for Homeland Security funding to help offset the costs of the new system.
- *Safety Forces Academies:* A key element to my public safety agenda is the ability to maintain consistent staffing levels in Police, Fire and EMS. Academy classes are planned for all three divisions during 2009.
- *Fire and EMS Work Relationship:* In an ongoing effort to improve service delivery, increase efficiencies and enhance public safety, I will be continuing efforts to create a stronger partnership between the Divisions of Fire and EMS. This will both improve the working relationship between the two divisions and enhance delivery of emergency medical service throughout Cleveland.

4. Investing in Education

My goal for education in Cleveland is to increase academic achievement and equip our children for the future. This focus is critical to our success as a city and a region. In order to ensure a strong future for Cleveland and the region, we must connect residents with high quality education and training opportunities that will allow them to compete for jobs in the emerging economic sectors. Since taking office, I have worked closely with the Cleveland Metropolitan School District (CMSD), Cuyahoga Community College (Tri-C), Cleveland State University, Case Western Reserve University, local businesses, unions, foundations and institutions to improve the educational and training opportunities available to the children and adults of the City of Cleveland. We have had a number of successes; however, we need to do more. Our local policies and initiatives must be paired with a federal education policy that helps us achieve our mission of preparing students to compete in the global economy.

Projects and Initiatives:

- *Advocate for federal funding to help close the achievement gap:* Increased federal funding will help make Cleveland's students more competitive by supporting several programs, including:
 - Pre-school educational opportunities;
 - Increasing the quality and availability of ongoing professional development for educators;
 - Intervention and tutorial services for students;

- A strong world languages program; and,
- Community college and four-year degree program scholarships.
- *Regional Education:* I will continue to develop a regional approach to education that provides a better educational outcome and improved funding for education regardless of where a child attends school. I am exploring funding options that would help create connections between public, private, parochial and charter schools to help educate all children. I am also enhancing existing efforts to achieve operational efficiencies in school districts across the region and continuing to develop regional magnet schools, like John Hay High School, the STEM Academy and Design Lab.
- *CMSD to Tri-C Scholarship Program:* More than 400 students who graduated from CMSD in 2008 enrolled in Tri-C for the 2008-2009 academic year free of charge thanks to the scholarship program I instituted. Fundraising efforts for this program will continue to ensure longevity of the program as well as increase the number of students who can receive scholarships in an academic year.
- *Apprenticeships and Summer Jobs Programs:* As mentioned previously, a priority in 2009 will be to continue my existing programs for Cleveland students to participate in apprenticeships, job training and summer jobs. This will help young people gain practical skills, work experience and prepare for the future.

5. Investing in Public Health

Public health is essential to the overall quality of life in the Cleveland community. The City's ability to provide public health services is crucial to my goal of improving quality of life for all in Cleveland. Issues like access to health care, chronic disease prevention and cleaning up environmental hazards affect people every day. Despite the significant obstacles we face as a city, I am committed to providing more and better service to the people of Cleveland in these areas.

The Cleveland Department of Public Health (CDPH) has a strong presence in our community and has built partnerships with the Cuyahoga County Board of Health, local service providers, non-profit organizations and community groups. In addition, much of the work CDPH is able to accomplish is because of successful grant writing to support services and program administration. Throughout 2009, these partnerships will be strengthened and additional grant funding will be sought to continue to help Cleveland residents become healthier and enjoy a better quality of life.

Projects and Initiatives

- *Access to Health Care:* It is estimated that at least 20 percent of Cleveland residents do not have health insurance. Providing access to basic primary care, including annual check ups, sick office visits, and basic prescription coverage, for the approximately 100,000 Clevelanders without health insurance is doable. Better access to primary care can prevent more serious illnesses from developing. Once that goal is met, we will be able to increase access to specialists and hospital stays. I will continue to advocate for federal funding for access to health care as

well as implement measures locally that will help provide easier access to preventative care for Cleveland residents. These local measures include:

- Expanded hours at City clinics;
 - EMS transport to clinics; and,
 - Enhancing partnerships with agencies to deliver service.
- *Disease prevention:* CDPH is focused on educating Cleveland residents, providing preventative health care at city clinics, and engaging Cleveland residents in an active, healthy lifestyle. One of the many programs in place is *Steps to a Healthier Cleveland*, a federally funded initiative targeted towards chronic disease prevention. Funding for this program is slated to be eliminated. I will advocate at the federal level for funding to continue and this program to stay active.
 - *Responsible Sexual Behavior Initiative (RSB):* Implemented in 2006 in conjunction with CMSD, Cuyahoga County and several local nonprofit agencies and service providers, RSB is in its third academic year and a recent study indicates that attitudes towards sexual behavior are showing positive change among teens who have participated in the program. Throughout this year, I will continue efforts to engage more CMSD children in this K-12 program in an effort to reduce incidences of sexually transmitted disease, teen pregnancy and sexual abuse.
 - *Lead Poisoning Prevention:* As a public health concern, lead poisoning prevention is one of Cleveland's top priorities because it diminishes quality of life, leads to behavioral problems in children, and contributes tremendously to learning disabilities. Lead poisoning rates of Cleveland children under the age of six using recent data is 42 percent of children, using the City's tough five (5) micrograms per deciliter or greater standard. Two major challenges we face in addressing this issue are:
 - Increasing the number of children tested; and,
 - The ability to treat and assist children who have elevated lead blood levels effectively.

I am developing a program that will help us test all pre-K students entering CMSD and working with the school district to develop resources to assist children with lead poisoning more effectively.

6. Investing in Urban Infrastructure

Like many of America's established and historic cities, Cleveland's infrastructure is aging, yet still crucial to the quality of life and economic vitality of the entire region and the nation. Therefore, the City of Cleveland is calling for a "Fix-it-First" federal policy for urban infrastructure, along with an increase in annual funding for transportation infrastructure, support for new commuter rail and mass transit, and an increase in funding for federally-mandated public utilities improvements.

Fixing urban transportation infrastructure before investing in new areas will support urban economies, minimize sprawl and help Cleveland reach its goal of becoming a

sustainable community, while ensuring the safety of our residents and commuters. In addition, urban utilities support the economic health of a region, provide for basic needs of residents, and lessen the impact of natural and man-made disasters. The federal government often requires public improvements, without adequately funding the project. For example:

- In recent years, the Northeast Ohio Regional Sewer District received a mandate from the federal government for combined sewer overflow upgrades that will cost \$1.6 billion.
- At the same time, the district receives approximately \$30 million a year in federally funded low-interest loans, creating a significant gap in funding for this project.

Because funding gaps are passed on to residents, the impact of the gap is felt by both local agencies and individuals. It is time to close this significant gap. For these reasons, substantial new federal funding must be provided over the next five years to help repair existing infrastructure, support mass transit and commuter rail as well as to fund utilities improvements mandated by the federal government.

Projects and Initiatives:

- *Pavement Management Program:* During 2009, the pavement management program that began as a study in 2007, will be put in place as a means to better manage resources and repair and rebuild roads. By analyzing the condition of all city streets, we can better prioritize maintenance and repair of the City's 1,000 center-lane miles of existing road. And, we will be able to plan road repair in a way that supports the quality of life in our neighborhoods, tourism, and economic development.
- *Seek federal and state funding for critical infrastructure projects:* In February 2008, I called for increased funding for urban infrastructure projects as a way to improve city roads, spur economic development, create jobs and improve quality of life. With the incoming Obama Administration, it is anticipated that an economic stimulus program for infrastructure projects will be implemented. To prepare for that, I have written to President-Elect Barack Obama, Governor Ted Strickland, Speaker Nancy Pelosi and Senate Majority Leader Harry Reid to indicate Cleveland's priority projects on two levels: critical projects that must be funded as soon as possible for the safety of our community and to promote economic development; as well as other projects that are deemed "shovel-ready" in 120 days. I will continue to advocate for funding for these projects and will continue conversations with Governor Strickland and the Ohio Department of Transportation to move these projects forward.
 - Critical Projects include:
 - The Inner Belt Bridge;
 - Riverbed Road;
 - Opportunity Corridor; and,
 - Shoreway West.

- *Advocate for a “fix-it-first” policy at state and federal levels:* Fixing urban infrastructure first supports core cities, reduces urban sprawl and creates more sustainable communities.
- *Commuter/Passenger rail:* I will continue to support efforts to build rail service in Cleveland and throughout Ohio. Increased rail service will help spur economic development, connect people to jobs, improve quality of life and create a more sustainable community.

7. Investing in City Government

When I took office in January 2006, I began efforts to streamline City operations, bring costs under control and increase revenue to the City. I implemented Clean Cleveland, a program that operates across department lines to improve service and reduce the cost of providing service. I launched Operations Efficiency Task Force (OETF), a public-private partnership designed to examine city processes, identify efficiencies, further reduce costs and provide better customer service. Operating expenses were cut by three percent in 2006 and I implemented a five-year budget strategy to sustain these improvements. In July 2008, I implemented *Cleveland Conserves*, an energy management strategy designed to conserve energy, reduce costs and lessen our impact on the environment.

While I have projected a balanced budget this year and no layoffs or service reductions are expected, I continue looking ahead to 2010 and beyond. The challenge will be greater next year, particularly with the current global economic crisis. That is why throughout 2009, all of the current efforts I have outlined will continue. And, that is why I will take these efforts to the next level.

Projects and Initiatives

- *Fiscal Control:* Using five-year budget projections, efforts will remain in place to reduce costs and increase revenue collection. I will monitor the budget weekly and make adjustments as necessary.
- *City Hall Reform:* Implement an action plan beyond OETF to restructure city government in a way that reduces bureaucracy, improves customer service, streamlines operations and reduces operating costs.
- *Implementation of 311 Call Center:* Recommended by OETF in Phase 1, 311 will help connect residents, businesses and visitors to information and services in a more coordinated way, improve service delivery and increase accountability.
- *Implementation of a Capital Office:* The City of Cleveland’s Capital Office will streamline capital improvement projects, including processes for project bidding and project implementation.
- *Continuation of OETF and Clean Cleveland:* Both OETF and Clean Cleveland will continue throughout 2009. Both initiatives have saved the City money, improved operations and resulted in more and better service to the residents of the City.