



Community Economic Development & Healthcare Playbook

A GUIDE TO CROSS-SECTOR PARTNERSHIPS

APRIL 2021



 Build Healthy
Places Network

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TABLE OF CONTENTS

Introduction	2
Partnership Strategies to Advance Economic Inclusion	5
Training and Career Pathways	6
Support for Local Entrepreneurs	10
Health Facility Development and Financing	14
Healthy Food Access and Food Sovereignty	18
Leveraging Assets from Health Institutions	22
Pathway for Partnership	24
A Look Forward	26

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1. INTRODUCTION

Purpose

This playbook is an action-oriented guide designed for community economic development organizations and social enterprises who want to pursue partnerships with healthcare systems. It provides guidance on how to create career pathways for people living in low-income neighborhoods and Black, Indigenous, and People of Color (BIPOC) communities.

Background

The playbook arrives on the scene in early 2021, amidst the global pandemic and nationwide mobilization for racial justice. The inexorable links between health and social equality have been laid bare as low-income and BIPOC communities are disproportionately impacted by COVID-19. The healthcare sector is becoming increasingly aware of the ways that historical underinvestment and systemic racism impact health, but there is a long way to go. The urgency of this moment provides an opportunity to raise awareness about community economic development and healthcare partnerships that build career pathways and improve community health.

Recognizing the longstanding challenges many communities face in advancing career pathways and supporting local entrepreneurs, the National Alliance of Community Economic Development Associations (NACEDA) and the Build Healthy Places Network (BHPN) conceptualized this playbook well before the pandemic's outbreak in early 2020. We assert that collaborating with people and institutions from diverse disciplines, including the health sector, can help break down structural barriers in communities, so long as these partnerships elevate the importance of building community power.

Our country is embarking on a long path that we hope leads to far more than just recovery. Because even before the pandemic, economic opportunities, healthy outcomes, and possibility were in limited supply for far too many. The goal of this playbook is to help you create more equitable communities — where everyone has a fair chance to pursue economic opportunity and lead a healthy life.

How to Use This Playbook

This playbook provides strategies for how community economic developers and social enterprises can partner with health institutions to create career pathways. It builds on Build Healthy Places Network's 2018 [Healthcare Playbook for Community Development](#), which offers information about the financial, mission-related, and regulatory motivations of hospitals and health systems. This playbook goes one step further, guiding health and community partnerships towards creating career pathways and wealth-building opportunities in historically marginalized communities.

Drawing from an in-depth literature review and interviews with 36 stakeholders from multiple sectors, this playbook can help community economic developers and social enterprises partner with the health sector to:

- Foster an environment for local entrepreneurs' success
- Leverage capital to develop local health facilities
- Develop training and career pathways that lead to economic mobility
- Create access to healthy food and advance food sovereignty
- Leverage assets from health institutions

In addition, public health departments, hospitals, and healthcare systems can use this playbook to learn more about the assets that community economic developers and social enterprises bring to partnerships — and how to leverage these assets for sustained impacts on racial justice and community health.



ABOUT THE CO-AUTHORING ORGANIZATIONS

National Alliance of Community Economic Development Associations (NACEDA)

NACEDA leads the community economic development field in advancing prosperity in low-income and BIPOC communities. As a collection of 38 state and regional associations, NACEDA touches 3,500 community economic development organizations in 25 states and the District of Columbia. NACEDA's thriving network of community development organizations builds capacity, shares resources, advocates, and partners with other sectors to improve life for people in places that the private market and policy makers too often leave behind. The NACEDA network uses creative and cultural strategies to advance racial equity at the local and systemic levels. Founded in 2008, NACEDA is a 501(c)(3) nonprofit organization.

Build Healthy Places Network (BHPN)

BHPN is a national center that shifts the way organizations work across the community development, finance, public health, and healthcare sectors to collectively advance equity, reduce poverty, and improve health in neighborhoods across the United States. BHPN curates resources, creates tools, connects leaders, and lifts up what works for cross-sector collaboration. Through our place-based work, we provide advisory services to organizations focused on cross-sector partnership, and we've helped them identify common goals and advance health and racial equity in historically marginalized communities. BHPN is a program of the Public Health Institute.



**Build Healthy
Places Network**

2. PARTNERSHIP STRATEGIES TO ADVANCE ECONOMIC INCLUSION

Community economic development organizations and social enterprises create jobs that lead to opportunities for upward mobility for people of color in historically marginalized communities. By partnering with health institutions, these organizations can access unique resources and opportunities to champion partnerships that address the racial wealth gap. This section outlines five strategies commonly used by social enterprises and community-based organizations to create jobs and career pathways in partnership with healthcare organizations.

These strategies emerged from extensive conversations with the playbook's advisory committee, as well as a scan of examples from the Community Economic Development Program at the U.S. Department of Health and Human Services and previously-published reports from The Democracy Collaborative, Local Initiative Support Corporation, the National Endowment for the Arts, ArtPlace America, and others. The strategies were tested against the institutional expertise of NACEDA and BHPN, and significantly informed through interviews with economic development and workforce practitioners, advocacy coalitions, community development intermediaries, and regional hospital systems.

Within each category, case studies bring these strategies to life.

Strategies:

1. Training and Career Pathways
2. Support for Local Entrepreneurs
3. Health Facility Development and Financing
4. Healthy Food Access and Food Sovereignty
5. Leveraging Assets from Health Institutions

STRATEGY 1:

Training and Career Pathways

GOAL: Provide living-wage jobs and opportunities for career advancement, particularly for historically marginalized and disenfranchised groups.

In many low-income communities and communities of color, historic disinvestment and basic skills gaps often prevent unemployed or underemployed residents from accessing training and credentialing programs that can lead to living-wage jobs.⁴

By providing foundational literacy and math skills, technical training, and certification opportunities for a particular industry — while supplementing with other support like financial coaching — programs can connect clients to “middle skills” jobs with a career pathway and benefits while supplying local employers with qualified employees.

Learn how community economic development organizations in Washington, DC and Columbus, Ohio partnered with local hospitals on employment initiatives to eliminate barriers in historically disinvested neighborhoods.

So Others Might Eat (SOME) + Unity Health Care

Washington, DC

Residents of Washington, DC’s 7th Ward continue to experience poverty, homelessness, and inadequate access to medical care at disproportionate rates. With the District’s history of policies that limited where Black residents could live, where they could buy homes, and whether they could secure mortgages, poverty and poor health outcomes continue to fall disproportionately on the Black community⁵. In DC, 88% of those who experience homelessness are Black, while Black residents represent only 48% of the general population⁶.

So Others Might Eat (SOME) and Unity Health Care saw the opportunity to address the root causes of poverty and poor health that were impacting their clients’ abilities to move out of homelessness by co-locating their services.

Co-Locating Housing, Job Training, and Healthcare

SOME — a nonprofit working with people experiencing homelessness — partnered with Unity Health Care to develop the Conway Center. It is the first development in the District of Columbia to combine affordable housing, livable-wage job training, and healthcare under one roof. The Conway Center features a Federally Qualified Healthcare Center that created 20 new jobs, as well as 182 affordable homes with supportive services and 20 homes that are part of a substance abuse treatment program. It has an on-site pharmacy and dental clinic. The center also houses SOME’s Center for Employment Training.

Supporting Adult Education, Accreditation, and Health

SOME’S Center for Employment Training (CET) is a tuition-free adult workforce training program that prepares adult learners for national, industry-recognized certifications for careers in healthcare and the building trades. The program empowers primarily BIPOC communities to move themselves

⁴ <https://www.lisc.org/our-initiatives/financial-stability/bridge-programs/>

⁵ <https://www.urban.org/features/vision-equitable-dc>

⁶ <https://www.streetsensemedia.org/article/homelessness-systemic-racism-dc-floyd/#.X37rqGdKjDK>



SOME'S Center for Employment Training prepares adult learners for industry-recognized certifications in healthcare and the building trades.

out of homelessness and poverty and into living-wage careers through hard- and soft-skills training, adult basic education, and career development. The aim is to eliminate systemic barriers for historically marginalized people by removing criminal history as a barrier to entry, not requiring a high school diploma or GED, and providing transportation assistance.

Unity Health Care provides students with obstetric and gynecological services, nutrition counseling, mental health and substance abuse services, HIV treatment, and dental care. All students receive 80 to 100 hours of hands-on externship placement and sit for their respective industry occupational credentials. Participants receive \$80 per month in transportation support through the Smart Benefits program. Unity Health Care gives externships in one of their over 20 facilities to students training to be medical assistants or electronic health records specialists. Post-employment, graduates continue to receive case management to assist with

employment retention and develop an individualized career pathway plan.

In 2019, 119 students earned certificates and industry credentials and 113 students were employed in careers earning at or above minimum wage. In addition, 95% maintained employment for at least six months or longer. SOME's Center for Employment Training uses a Salesforce database to track students from application to subsequent employment, which allows them to set benchmarks, track attainment of outcome metrics, and monitor the progress of subgroups of students such as individuals experiencing homelessness.

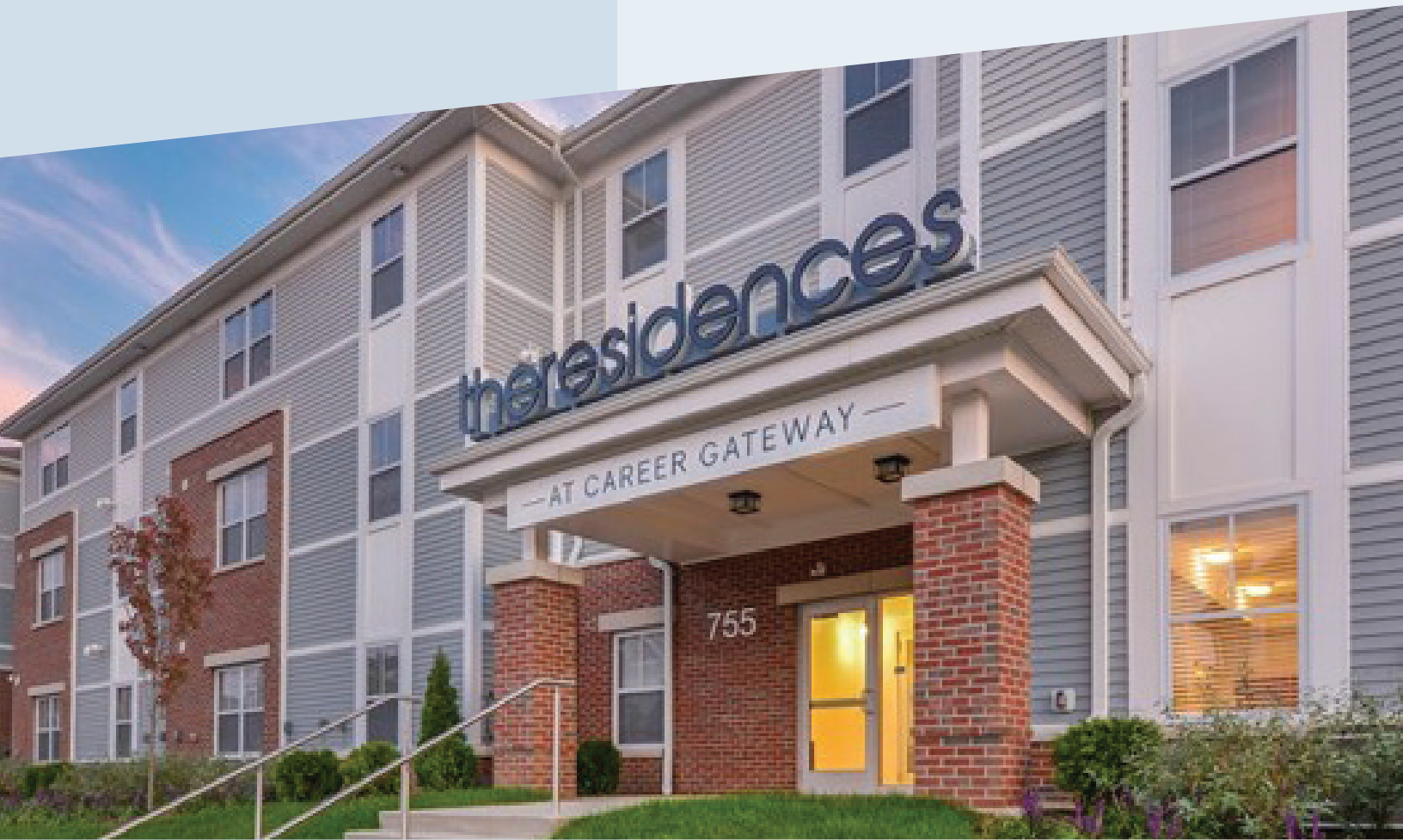
Addressing Challenges to Data Sharing

The partnership is not without challenges. The two organizations must consider HIPAA regulations and privacy rules when sharing client data and health records to integrate CET, healthcare, and services. They are still working to address this challenge. The partnership has also been challenged by COVID-19 as Unity Health Care has to focus more resources on their response to the pandemic. At the same time, SOME is seeing an increase in homelessness and new barriers for BIPOC communities already suffering from mental illness and substance use disorders.

Looking Forward

SOME's goal is to create 1,000 affordable homes that are either located near one of Unity Health Care's over 20 existing facilities, or are located in a new clinic they would develop with Unity Health Care that's co-located with affordable housing, job training and other supports.





*During the first year,
Nationwide Children's
Hospital hired 15% more
residents involved in the
Healthy Neighborhoods,
Healthy Families initiative.
Class attendance increased
from 60% to 98%.*

Community Development for All People + Nationwide Children's Hospital

Columbus, OH

In 2008, Community Development for All People (CD4AP), a faith-based organization grounded in a strong, asset-based vision of community development, began a pivotal partnership with Nationwide Children's Hospital in Columbus Ohio. Together, they formed the Healthy Neighborhoods, Healthy Families Realty Collaborative to revitalize 31 square blocks in the Southern Orchards Neighborhood. The neighborhood was geographically isolated from downtown by the construction of interstate highways in the 1960s, creating a combination of inaccessible employment, racial segregation, and disinvestment that resulted in high rates of poverty less than a mile from the Nationwide's main campus.

Partnering on Training and Job Placement

By ensuring Nationwide Children's Hospital was involved, CD4AP was able to best align the training with the employment opportunities of the largest local employer in the area. Nationwide also invested financially and partnered to provide a wide variety of training opportunities. Additional partners include Goodwill, Columbus Works, and Dress for Success. They offer a week-long boot camp, where participants experience training to prepare for patient assistance, food service, janitorial, and hospitality roles. The hospital provides additional training and development on topics like hospital culture and linguistic training, with the possibility for specialized IT training.

During the first year of the pilot program, the Healthy Neighborhoods, Healthy Families residents hired at Nationwide increased by 15%. Class cohort attendance increased from 60% to 98%. Nationwide contributed expertise from their professional development department to facilitate early conversations, emphasizing soft skills and building trust through joint seminars.

CD4AP runs the Free Store, which provides free clothing and fresh fruits and vegetables at no cost. The Free Store became a focal connection point for building relationships and developed into a useful information conduit for recruitment to the job training.

Persisting through the Pandemic

COVID-19 required thoughtful responses and alerted CD4AP to activities they felt should be a priority even outside of the pandemic. They pivoted to online job training, which highlighted great disparities in internet access but also inspired the organization to look at ways to make online job training a resource for those without childcare and transportation. Over 93% of the participants hired at the hospital have retained positions during the stay-at-home orders, bucking some of the trends seen nationally during the pandemic.



STRATEGY 2:

Support for Local Entrepreneurs

GOAL: *To remove barriers that prevent people of color from starting successful businesses and to equip existing local businesses overlooked by conventional financing channels with the resources they need to grow through direct financing and technical assistance.¹*

As the following case studies illustrate, this work includes strategic support for businesses in historically marginalized communities, as well as for businesses owned by immigrant and minority entrepreneurs. With funding from local anchor institutions, community-based organizations in Los Angeles and Cleveland are working to create economic opportunity for residents that will ultimately address the root causes that affect overall wellbeing in their communities.

Metro West Community Development + the Cleveland Foundation + MetroHealth

Cleveland, Ohio

There's a 23-year difference in life-expectancy for people living just five miles apart in the Greater Cleveland area, despite the presence of excellent healthcare institutions. With the densest population of Hispanic and Latinx residents in the State of Ohio, the vibrant Clark-Fulton neighborhood has 11,000 residents and a median household income of \$22,900.

Metro West, a community economic development organization, works to serve the needs of West Side Cleveland neighborhoods including Clark-Fulton, strategically focusing on core areas identified by community residents and stakeholders.

The local public hospital, MetroHealth based in Clark-Fulton, adopted a collective impact model as part of their anchor mission to address some of the root causes negatively affecting health in the surrounding community. A partnership was formed involving MetroHealth, Metro West Community Development, the Cleveland Foundation, the City of Cleveland, and the local elected councilwoman. Together they have committed to development of a coordinated master plan with intentions for co-investment, using guidance from the [EcoDistrict protocol](#). This comprehensive framework for community development centers on a systems-level approach around equity, resilience and climate protection, dovetailing well their focus on the social determinants of health.





Connecting Residents to Job Training

Advancing economic opportunity is a core part of this effort. Metro West is working to connect residents to workforce development and training opportunities. While existing training was strong in trades and trucking, they are focusing on developing training in medical support fields and information technology.

MetroHealth also focuses on workforce development. Working with Cuyahoga Community College, MetroHealth is creating a TRI-C Access Center on its campus to connect patients, MetroHealth employees, and community members with access to the free education, college credits, career planning and job search assistance on campus. This initiative builds on MetroHealth's existing relationship with the Lincoln West High School Science and Health program, an initiative where high school students attend class on MetroHealth's campus and are assigned mentors from the hospital and are exposed to observation opportunities across various MetroHealth operations and departments. In addition, Metro West works on providing technical assistance and support for the micro-businesses and entrepreneurship, that features prominently in their community.

Leveraging the Health Anchor Network

MetroHealth is a member of the Health Anchor Network, a health system-led collaboration to facilitate advancement of an Anchor Mission of authentic partnership with communities they serve. They are leveraging this approach, as a large, local employer and committing to more intentionally hiring from the communities they serve, using their buying power to create job opportunities through small business development and to find ways to bring to bear the local buying

power of their large workforce. One of their mixed-use development projects includes housing with workforce development space that aims to break ground in 2020.

Addressing Challenges

Maintaining such cross-sector partnerships has presented some challenges. Partners had to commit to constant and open communication. All partners had to work to earn the trust of communities, as previous neighborhood developments had left residents suspicious of gentrification and the displacement associated with larger developments. Metro West employed many tools to gain community buy-in, including face-to-face work, phone calls, canvassing, and social media.

As the master plan moves to its next phase, the collective is committed to including community voices, training interested residents in basic planning and implementation principles, strategies and concepts.



Kaiser Permanente is partnering with LISC to deploy resources to local organizations working to increase economic opportunity in Crenshaw — one of the largest Black communities west of the Mississippi.

Destination Crenshaw + LISC + Kaiser Permanente

Los Angeles, California

Economic development in South Los Angeles is being driven by ambitious local organizations working to increase economic opportunity in Crenshaw — one of the largest Black communities west of the Mississippi River. These community economic development organizations are part of a three-year initiative led by LISC LA to connect residents and businesses in South Los Angeles to the regional economy and foster connections among local stakeholders to create ladders of economic opportunity for residents.

Their efforts received a recent financial boost from Kaiser Permanente, which is partnering with LISC to deploy grant and loan resources to improve health wellness outcomes in the South Los Angeles neighborhood where their medical offices are located.

Bolstering Small Businesses

Destination Crenshaw is a 1.3-mile long outdoor art and culture initiative that facilitates economic security and entrepreneurship for residents. Destination Crenshaw launched DC Thrive as



an initiative that focuses on crisis recovery and long-term planning. DC Thrive facilitates holistic technical assistance to local businesses to achieve these goals:

- Strengthen the operations of at least 15 small businesses
- Develop a COVID-19 Recovery Grant fund for small businesses
- Provide digital marketing support for small businesses from skilled local youth
- Form a Creative Economic Development Council composed of local entrepreneurs and artists to develop a creative economy framework and strategy for Crenshaw Boulevard

Additionally, Vermont Slauson Economic Development Corporation runs the Destination Crenshaw Recovery Project, a complimentary program that will provide business development services to legacy businesses and community-serving microenterprises on Crenshaw Boulevard. As COVID-19 shifts retail trends, they are focusing on strategies for brick and mortar businesses to remain profitable anchor businesses and legacy enterprises.

The project will provide individualized and intensive assessments and coaching to help local entrepreneurs achieve the following goals:

- Adapt and thrive within the changing landscape
- Be resilient to economic shocks and stresses

- Plan for long-term financial growth and measurable impact
- Scale existing product lines
- Attract new customers
- Grow their existing customer base
- Efficiently utilize technology

Providing Seed Funding

Inclusive Action for the City is another community economic development organization operating in South Los Angeles. They provide small and microenterprises access to capital through their Semia Loan Fund (Seed Fund). Inclusive Action for the City will also conduct a feasibility study on pathways to ownership for local entrepreneurs. Focusing on key commercial corridors, the study will identify properties that can be acquired, assemble lists of potential investors and lenders, and organize entrepreneurs who want to own real estate.

Looking Forward

The 2028 Olympics Games are being held in Los Angeles, and follow a route that runs directly through South LA. Local stakeholders hope this partnership will provide a strong foundation for neighborhoods in the area to benefit from the upcoming surge of mega events, while maintaining their cultural vibrancy and financial stability.

STRATEGY 3:

Health Facility Development and Financing

GOAL: *Provide financial support for struggling hospitals and health centers through equity, loans, grants, and technical assistance, thereby boosting local employment and healthcare services.*

These case studies illustrate how investing in health facilities can ensure access to quality healthcare within the local community while creating and saving jobs for those who live there. Whether in metro New Orleans or rural Kentucky, a community's health outcomes are tightly linked to the physical, social, and economic conditions of a neighborhood. The initiatives described below utilize local resources and the expertise of community economic developers to create or preserve comprehensive care centers.

Gulf Coast Housing Partnership + Odyssey House Louisiana

New Orleans, Louisiana

Odyssey House Louisiana (OHL) is a nonprofit behavioral health care provider with an emphasis on addiction treatment. In 2013, OHL wanted to double its capacity to serve the community but they lacked expertise in real estate, finance, and construction. To fill this gap, OHL partnered with Gulf Coast Housing Partnership, a nonprofit real estate developer. Gulf Coast Housing Partnership was able to help OHL secure \$14.4 million in New Market Tax Credits. Together, they transformed the long-vacant Bohn Motor historic building into a new behavioral health care center. They are currently partnering to rehabilitate OHL's original campus.

The need for addiction treatment often stems from underlying issues with poverty that disproportionately impact BIPOC communities. New Orleans has a history of racist housing practices that have contributed to both homelessness and a large racial wealth divide. In the last century, local zoning ordinances have limited where Black people could live and redlining practices have kept Black residents from getting home loans². The city continues to face racial inequity with gaps in income averages and unemployment and poverty rates³.

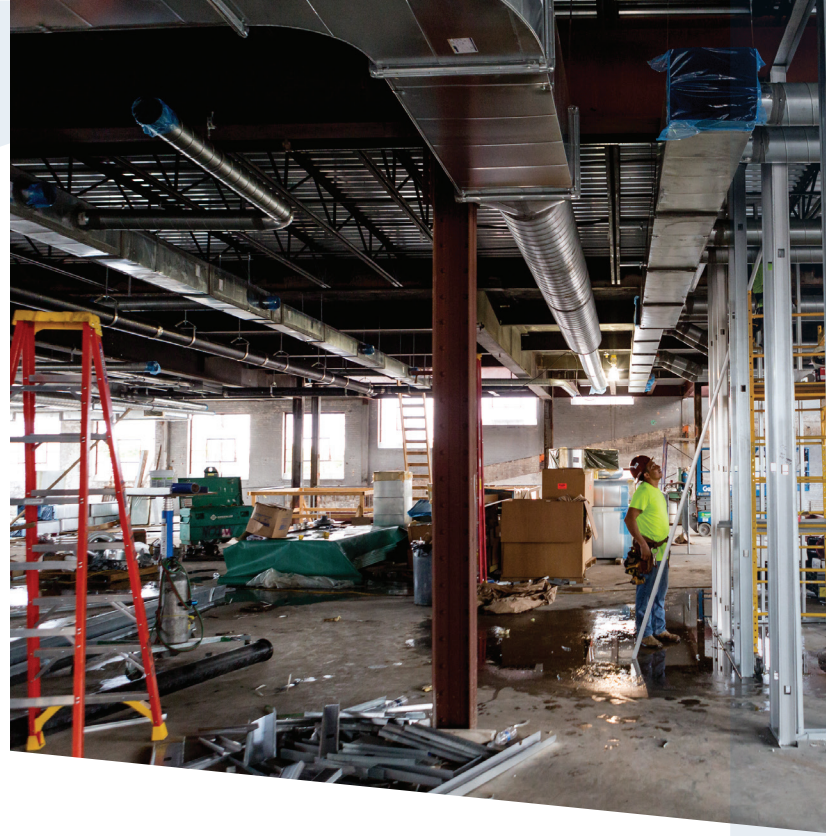


OHL's first partnership — a behavioral health center in New Orleans' Third Ward — created about 175 construction jobs and 50 new living-wage jobs for local, low-income residents.

Expanding Behavioral Health Services and Jobs

To serve more residents and create jobs, the new Bohn Motor Campus behavioral center was completed in 2018 in New Orleans' 3rd Ward. It provides a community anchor with quality living-wage jobs. The \$17.5 million project created about 175 construction jobs and 50 full-time new living wage jobs that are filled by local, low-income residents. The site includes a clinic, a rooftop recreation space, and a commercial kitchen used to host a workforce training program for adult clients.

The two organizations expanded their partnership to rehabilitate and redevelop OHL's original location — the Tonti Campus. Upon completion, the site will house 100 clients in OHL's long-term treatment program, with recreational areas and outdoor space, a commercial kitchen, and a Federally Qualified Health Center. The project will create 60 construction jobs and 32 full-time healthcare jobs. At least 24 of the healthcare jobs



will be filled by low-income and BIPOC individuals from the surrounding communities.

Learning to Communicate Effectively

The partnership was not without its challenges. The difficulty in finding common language between a real estate developer and healthcare provider led to some initial confusion. The partners worked hard to develop shared definitions to help stakeholders better collaborate.

Expanding the Housing Partnership's Health Focus

The experience expanded Gulf Coast Housing Partnership's focus on integrating community-based health and social services into their affordable housing, delivering better health outcomes for residents and creating construction and healthcare jobs for low-income individuals and BIPOC communities. They now have a pilot project in New Orleans to co-locate affordable and senior housing with a Federally Qualified Health Center. In Jackson, Mississippi, they have their eyes set on unlocking new resources for affordable housing development by partnering with Medicaid managed care organizations.

² https://www.nola.com/news/politics/article_dc95aed0-43fd-5b09-b031-1288b41083cf.html

³ https://prosperitynow.org/files/resources/Racial_Wealth_Divide_in_New_Orleans_OptimizedforScreenReaders.pdf



A community development financial institution helped preserve local healthcare in rural Kentucky, boosting employment and the economy.

Kentucky Highlands + Pineville Community Health Center

Pineville, Kentucky

Serving 22 counties in Southeastern Kentucky, the Kentucky Highlands Investment Corporation provides employment opportunities to the surrounding rural community by providing managerial assistance and sound financial investments. Through strategic partnerships, some of their most notable successes have simultaneously benefited local health and economic outcomes.

Partnering to Save the Local Hospital

One such project began in 2016, when Kentucky Highlands was approached by First State Bank — locally owned and operated in Pineville, Kentucky — with a request for working capital to expand operations at Pineville Community Hospital. Recognizing the critical need that the hospital addressed in a region with state and federal designations that include SOAR, Promise Zone, and

StrikeForce, Kentucky Highlands secured a \$4.95 million USDA loan that was used to restructure the bank's existing debt and begin renovation on a geriatric psychiatric unit. Unfortunately, these initial efforts proved unsustainable and, after two years of financial struggle, the hospital filed for bankruptcy in 2018.

The community was determined not to lose their hospital. In the months that followed, several stakeholders coalesced on an effort to retain the quality healthcare and local employment provided by the hospital. First State Bank took the initial step, purchasing the hospital's assets during bankruptcy proceedings. The bank then called on Kentucky Highlands, which was able to restructure the hospital's existing debt into a \$6.5 million USDA loan, ultimately providing the hospital with working capital through a line of credit. In 2019, the hospital bought back its assets from the bank, and Pineville Community Hospital was reborn as the Pineville Community Health Center.

Boosting Employment and the Local Economy

Since opening, the Pineville Community Health Center has grown from 50 employees in June of 2019 to 65 in November. They are now operating with 130 full-time and part-time employees and

anticipate growing to 180 employees within the next two years. Katherine Reese, owner and CEO of First State Bank and Chairman of Pineville Community Health Center Board, emphasizes that "these jobs aren't just minimum wage." The new positions require highly skilled and educated personnel to enter or return to the community. Preserving and improving local healthcare centers not only localizes quality healthcare services. It also bolsters the regional economy as these professionals use and purchase local goods and services.

Looking Ahead

Pineville Community Health Center is confident in their ability to continue adapting to the future. They recognize the changing nature of healthcare industries, the increased need for outpatient services, and the necessity of providing telehealth services as we move through a global pandemic. They pay full credit to the strategic partnerships, both public and private, that allow for continued versatility and connection to the local community. As put by Kentucky Highlands President & CEO Jerry Rickett in 2016, "Working together at the local, state and federal level, we can leverage our resources and maximize our results."



STRATEGY 4:

Healthy Food Access and Food Sovereignty

GOAL: *Create an equitable food system in which low-income neighborhoods and communities of color can fully participate, prosper, and benefit.*

Food sovereignty is people's right to healthy and culturally-appropriate food produced through ecologically sound and sustainable methods, and an opportunity to define their own food and agriculture systems⁷. Community economic development organizations have long recognized the importance of food sovereignty.

Both of the partnerships outlined here have invested heavily in food production, processing, distribution, and retail, including grocery stores, farmers markets, and other food outlets in their respective neighborhoods. By providing financing, training, and support for local food producers, markets and distributors, these partnerships have allowed local BIPOC food economies to flourish. Local residents gain access to good food, leveraging local economic and cultural assets.



LISC + ProMedica

Toledo, Ohio

In 2018, Local Initiatives Support Corp (LISC) — a community development financial institution that invests in small business, housing and financial opportunity centers, a talent and job skills program — formed a partnership with ProMedica. Headquartered in Toledo, ProMedica is a mission-based not-for-profit integrated health system serving communities in 28 states. Together, LISC and ProMedica committed to a \$45 million effort to scale up economic opportunities and improve health outcomes in Toledo and the surrounding region over a ten-year period.

Layering Training and Financial Services

ProMedica Health System was already engaged in innovative efforts to improve the social determinants of health efforts in neighborhoods where residents are largely people of color. In 2015, they launched the Market on the Green and the Ebeid Center in downtown Toledo. A full-service grocery store, Market on the Green is owned by ProMedica (and operated by Sodexo) in a designated food desert.

Above the market, the Ebeid Center features a teaching kitchen, computer lab, job training program, and State Tested Nursing Assistant clinical classroom. Participants in the job training program get work experience at the Market on the Green. The Ebeid Center includes the first Financial Opportunity Center in the country to be run by a health system.

⁷ <http://usfoodsovereigntyalliance.org/what-is-food-sovereignty/>



Together, LISC and ProMedica committed to a \$45 million effort to scale up economic opportunities and improve health outcomes in Toledo and the surrounding region over a ten-year period.

A LISC model, it provides employment and career counseling, one-on-one financial coaching, and low-cost financial products that help build credit, savings, and assets. Clients are connected with income supports such as food stamps, utilities assistance, and affordable health insurance.

In 2017, following investment in downtown Toledo, Ebeid Neighborhood Promise was developed to address the needs of the surrounding neighborhoods experiencing high rates of unemployment and poverty.

Creating Career Pathways

LISC's Bridges to Career Opportunities model connects clients to "middle skills" jobs that have career pathways. Through funding from LISC and Citi Foundation, clients from the Ebeid's Financial Opportunity Center are connected with the Accenture Healthcare Tech and Administration curriculum, which leads to State Tested Nursing Assistant courses. Clients also receive training to ramp up foundational literacy and math skills. Since the program started in December 2019, 262 individuals have enrolled in the program and almost 70% have completed it.

In addition, ProMedica works to provide graduates with job placement opportunities with local healthcare employers, including ProMedica's

own healthcare system. With the nursing assistant sector expected to grow by 11% by 2026, graduates of this program are entering a career that pays more than Toledo's living wage at \$15.17 per hour, provides benefits, and offers opportunities for advancement.

Challenges Exacerbated by the Pandemic

Recent challenges in job placement have arisen from parents completing certification but lacking appropriate childcare as schools are closed due to the pandemic. Residents of historically disinvested communities need adequate childcare and other support to continue on their career pathways, including filling essential healthcare positions.

MidTown Cleveland + University Hospital

Cleveland, OH

*The partnership
has increased
job and career
pathways for the
community while
simultaneously
providing access
to healthy food.*

MidTown Cleveland Inc. (MidTown) is the community development organization charged with leveraging their neighborhood's diverse assets to connect and complete the city's downtown and innovation districts. MidTown provides services to their members, local businesses, organizations, residents, and visitors. Their goal is to create a dynamic, united community that offers economic opportunity and career pathways for local residents. Over the past five years, MidTown has partnered with University Hospitals toward this end. The partnership has increased job and career pathways for the community while simultaneously providing access to healthy food.



Providing Healthy Food, Training, and Jobs

In 2019, MidTown engaged in a partnership with the University Hospital's newly-established Rainbow Center for Women and Children, a health center designed to interactively address medical, social, and environmental factors influencing family health. They worked with Dave's Market and Eatery, a family-owned local supermarket chain, to open a store adjacent to University Hospital Midtown.

In addition to providing the neighborhood with access to affordable fruits, greens, and meat, the supermarket provides local jobs and a stronger tax base. The new Dave's has 82 positions in-store, 17 of which are targeted for low-income and BIPOC residents and include healthcare, pension benefits, and training opportunities for career advancement. The 55,000-square-foot space features a modern food court and community teaching kitchen where University Hospital dietitians offer cooking classes to teach local residents how to prepare meals and use fresh produce.

Dave's has proven to be a valuable neighborhood asset. The conversations that prompted its placement in Midtown illuminated the need for greater action. In recognizing that growth was not moving fast enough to affect the regional economy, and that existing programs were not providing enough inclusive job opportunities, MidTown recently took on a new project: the Innovation District.

Partnering on an Innovation District

The Innovation District on the Health-Tech Corridor is another step in the continued development of the MidTown neighborhood. It is located next to the neighborhood-based headquarters of the Cleveland Foundation, accessible via public transportation, and filled with green space.

Organizations involved in creating the new facility include Cleveland State University, Case Western Reserve, and Jumpstart, ensuring the space will be accessible and popular with residents, workers, and tourists alike, as well as bringing resources and a collaborative, welcoming spirit to the neighborhood. When this project is completed, it will become a



piece of the connective tissue between MidTown and other Cleveland neighborhoods, particularly Downtown and University Circle.

Integrating resident voices has been — and will continue to be — a primary objective of MidTown and as well as a challenge. MidTown residents are predominantly Black and brown. Existing anchor institutions have made strides in recent years to make decisions to reduce, rather than exacerbate, inequalities within the community. The community conversations hosted by MidTown will continue to be a core strategy. They offer a way to recognize economic and racial hierarchies, humanize the actors within them, share power, and ensure local residents benefit from the area's economic development.

STRATEGY 5:

Leveraging Assets from Health Institutions

GOAL: *Engage health institutions in place-based investing and community wealth building.*

Health institutions serve as anchors in their communities. They are locally rooted by mission, invested capital, and relationships to customers, employees, residents and vendors.⁸ Partnerships with community economic development organizations and social enterprises can influence healthcare institutions' programs, investments, and ability to meet various regulatory requirements, leading to high-quality jobs for BIPOC communities.

The Northside community in Spartanburg, South Carolina experienced the benefits of one such partnership when the Northside Development Group joined forces with Spartanburg Regional Healthcare System. As illustrated in their story, the health institution's economic power uniquely positioned both organizations to stabilize the local economy and reverse the devastating effects of urban disinvestment through investment, procurement, and hiring.

Northside Development Group + Spartanburg Regional Healthcare System

Spartanburg, SC

Northside, a community once anchored by Spartan Mills, experienced a steady decline in property values and a rise in unemployment and violent crime after the closure of the mill in 1999. The impacts have disproportionately impacted people of color, exacerbating the racial wealth gap. White median household income is nearly double that of Black households. The poverty rate for Black Spartanburg residents is 31%, more than double 12.7% rate for white residents⁹.

Partnering to Stabilize the Neighborhood

The Northside Development Group was formed as a nonprofit in 2010 to spearhead the Northside Initiative neighborhood revitalization. A former mayor was appointed Chairman and formed a collective of dozens of stakeholders, including neighborhood residents. Partnerships grew between the Northside Development Group and a number of those stakeholders, including Spartanburg Regional Healthcare System.

The healthcare system proactively provided \$250,000 in initial seed money and later an additional \$300,000 loan to acquire a dilapidated hotel. This partnership continues and has led to neighborhood revitalization, business attraction, and job creation particularly in the healthcare sector, and the development of housing and community services. It also includes a very successful construction training and apprenticeship program.

Initiating a Construction Training Program

Development in Spartanburg had been booming for years but lacked the skilled local labor force needed to fill the jobs. The initial idea to create a construction training program focused on addressing two main goals: creating a pipeline of skilled labor to fill local construction jobs and increasing the number of Northside residents with

⁸ <https://democracycollaborative.org/learn/publication/anchor-collaboratives-building-bridges-place-based-partnerships-and-anchor#:~:text=The%20Democracy%20Collaborative's%20new%20report,disparities%20and%20to%20revitalize%20local>

⁹ <https://www.strategicspartanburg.org/data/Spartanburg-Racial-Equity-Index.pdf>

the skills and education needed to acquire well-paying, quality employment.

Spartanburg Regional Healthcare System is one of a small number of health systems which has its own construction department. They were having a hard time finding and keeping skilled laborers. This presented an opportunity for Northside Development Group. In 2016, they partnered with the Healthcare System, Spartanburg Community College and SC Works (a program of the Upstate Workforce Board) to pilot a construction training and apprenticeship program specifically for unemployed, low-income Northside residents. Participants receive certification through the globally-recognized National Center for Construction Education and Research.

Graduates have the opportunity to enroll in a paid apprenticeship program offered in partnership with SC Works and Spartanburg Regional Healthcare System. The program proved so successful that in 2019, the City of Spartanburg, Spartanburg County, and Spartanburg Chamber of Commerce joined the collaboration and committed funds to replicate and expand the model throughout the County. As of September 2020, 70 individuals have completed at least one course through this program.

Removing Barriers to Employment

Northside Development Group (NDG) and Spartanburg Regional Healthcare System have also worked together to improve recruitment of Northside residents to fill positions within the health system. A point person was identified in the system's Human Resources department to work closely with the NDG staff to identify and address barriers. NDG provides soft skills and interview coaching, helps fill out applications for employment, and serves as point person to coordinate with the health system. They have taken steps to pursue equity and inclusion in practical ways as they look closely at the intersection of race and employment. Specifically, the health system reevaluated and eliminated unnecessary job requirements such as a valid driver's license and has created a streamlined process such that anyone who meets the minimum requirements is interviewed. Criminal history was also removed as a barrier for certain positions.



Going Forward

The partnership continues to grow. AccessHealth, Spartanburg (AHS), a community nonprofit program led by Spartanburg Regional Healthcare System, moved its offices into the heart of the Northside Development Group's redevelopment project. AHS employs 20 people. As an added benefit, more residents have access to healthcare than ever before.

The partnership is working collaboratively to improve health outcomes, transportation and access to healthy food, and looking at additional ways to bring needed amenities and services to Northside. They were recently awarded grant funding to expand a local Community Health Worker cohort and provide training and sponsor state certification. This project adds another important pathway to employment for unemployed low-income residents and BIPOC communities to serve as liaisons between health services and the community. Their goal is to facilitate access to services and improve the cultural competence of service delivery. In the future, Northside Development Group hopes to develop a grocery store in partnership with Spartanburg Regional Healthcare System and other key stakeholders, creating jobs and bringing more healthy food to the neighborhood.

3. PATHWAY FOR PARTNERSHIP

Four-Step Path to Economic Development-Healthcare Partnership*

STEPS	QUESTIONS	RESOURCES
STEP 1: ASSESS		
<p>Assess your organizational capacity</p>	<ul style="list-style-type: none"> • Does your organization have leadership buy-in, staff time, and resources to partner with healthcare to address job creation? • Do you have time and resources to do so for the long-term? • What data can you offer your health partner to document needs and potential outcomes? • Where does the authority lie within your organization to make executive decisions about this partnership? • Does your organization have the will to pursue this partnership? • How can you link your partnership goals with your organizational mission and vision to get buy-in from your staff and leadership? 	<ul style="list-style-type: none"> • BHPN's MeasureUp • PolicyMap • Enterprise 360 • County Health Rankings and Roadmaps • City Health DashBoard
<p>Identify community bright spots and inequities</p>	<ul style="list-style-type: none"> • What are the economic or cultural assets and needs of the communities you serve? • Have you completed community engagement strategies to gather this information? • What are the key economic health and racial equity needs of the communities you serve? • What are your community's employment needs and trends? • What is a "livable wage" in your community? • Have you created a community advisory group to guide and inform the healthcare partnership? By collecting and disseminating data, the community advisory board can build community trust. 	
<p>Take stock in strengths and areas of opportunity</p>	<ul style="list-style-type: none"> • What data do you collect? • What are your strengths, assets and areas of focus? • What financial, cultural, or technical assets does your community offer to small businesses? 	

*This is modified from the [Four-Step Path to Community Development-Healthcare Partnership](#) developed by Build Healthy Places Network.

STEPS	QUESTIONS	RESOURCES
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STEP 2: MAP AND NETWORK

<p>Map potential partners</p>	<ul style="list-style-type: none"> • Who are the health players in your community? • Who else might be interested in your issue? • Are there philanthropic organizations that could help? • Are there banks or additional funders that could support your initiative? • Can local government support your initiative through small business assistance? • Is there a workforce board that can support your initiative? 	<ul style="list-style-type: none"> • BHPN: Partner Finder • BHPN: Partnerships for Health Equity and Opportunity: A Healthcare Playbook for Community Developers • Community Benefit Insight • Community Reinvestment Act vs. Community Benefit: (- (a side-by-side comparison))
<p>Gather intel on healthcare organizations (health systems, hospitals, insurers, Managed Care Organizations)</p>	<ul style="list-style-type: none"> • Is it a nonprofit or for-profit hospital? • Is the hospital part of a larger healthcare system? • What is the hospital's service area? What are their top in patient zip codes? • What are the main priorities and strategies identified in the hospital's Community Health Needs Assessment? • Which of the hospital's projects and programs connect with job creation? • Does the hospital have vacant or underutilized land? 	

STEP 3: MAKE THE CASE

<p>Hone in on your partner</p>	<ul style="list-style-type: none"> • Who within the hospital or healthcare organization might be important to talk to? For what reasons? • Who in your network might help you secure an in-person meeting with that person? 	<ul style="list-style-type: none"> • BHPN: Making the Case for Linking Community Development and Health
<p>Develop or refine your value proposition</p>	<ul style="list-style-type: none"> • What can you offer that the healthcare partner may want or need? Examples: data, community relationships, financial return • How will you frame your value proposition in a way that will catch their attention? • On what issues can you quickly find common ground? 	

STEP 4: BUILD YOUR PARTNERSHIP

<p>Explore shared interest</p>	<ul style="list-style-type: none"> • What goals and vision do you share? 	<ul style="list-style-type: none"> • BHPN: Jargon Buster • Data Across Sectors for Health (DASH)
<p>Structure and implement partnership</p>	<ul style="list-style-type: none"> • Who is responsible for what? • How will you collect data, and what data will you collect? • What will success look like? • How can you sustain the partnership over time? 	<ul style="list-style-type: none"> • Nonprofit Finance Fund: Partnership Assessment Tool for Health • The Democracy Collaborative: Hospital Toolkits

4. A LOOK FORWARD

This report showcases strategies for how community economic developers and social enterprises can partner with health institutions to create job opportunities and career pathways for low-income and BIPOC communities. This information could not be more timely. Tens of millions of Americans have lost jobs or had hours reduced due to the Coronavirus pandemic. Hundreds of thousands have died. These impacts were disproportionately felt by BIPOC communities and in places of disinvestment. The connections between race, place, health, and prosperity have never been clearer.

However, we are hopeful. Our research finds that community economic development organizations and social enterprises are eager to work across sectors to improve health and wealth outcomes for the communities they serve. Similarly, the inequities revealed and accelerated as part of the pandemic have never been clearer to health institutions and leaders. Partnership opportunities among these types of organizations are ripe.

The examples we've shared are bright spots that, with stewardship and continued support, will replicate and scale across the country. Looking forward, we expect to see racial justice at the core of local efforts to elevate community voices, create career pathways for people who are under-employed and unemployed, generate opportunities for local entrepreneurs, establish food sovereignty, and finance quality healthcare centers as anchors in the community. We are committed to this future — one where all people can live healthy and rewarding lives.

In our work identifying core strategies and creating these case studies, we interviewed dozens of experts. Each had a unique perspective on the potential of these partnerships to create meaningful career pathways in historically marginalized communities. Looking at their expertise from a global point of view, we identified a number of through lines.

The next two pages share some of our findings about what we hope and believe the future may hold. We acknowledge that the path forward is not as simplistic as this report might imply — it will be nonlinear, complex, and fraught with barriers resulting from entrenched interests and the persistence of systemic racism. These examples demonstrate that important work is already being done. As we learn from existing partnerships and elevate them for the field, we feel encouraged that progress is being made.

Systemic Changes to Advance Racial Justice

Driven in part by the impact that the pandemic and racial justice awakening have had on the economies and communities featured in this report, we anticipate significant systemic changes to advance racial justice.

We offer these indicators and predictions.

HIGH-LEVEL CHANGES

- Healthcare providers will build community wealth and increasing levels of power for community members through their anchor activities.
- The healthcare sector will be more fully aware of the ways systemic racism has impacted communities. Today, more healthcare systems are making commitments to engage and listen to communities of color, to become better allies, and to advocate for the dismantling of systemic racism¹⁰.
- Public health will shift priorities and programs to address inequities accelerated by the pandemic, bolstered by supportive governments that invest in strengthening our nation's public health infrastructure.
- There will be increasing recognition that BIPOC workers hold front-line jobs, including in healthcare, that are categorized as "essential" — forcing them to risk their own and their families' health to earn a living. This recognition provides opportunities for advancing a living wage over the long term.
- The public health sector will build trusted relationships in historically marginalized communities, creating a smoother path for contact tracing and other public health priorities.

ROLE OF HEALTHCARE INSTITUTIONS

- Hospitals will become more sophisticated in using their Community Health Needs Assessments to create an interactive dialogue with the community about local needs.
- Hospitals will embed community investments over and above community benefit requirements, using innovative and non-traditional sources of funding. As a result, they will increasingly see the community development sector as the go-to partner for addressing social determinants of health.
- Hospitals will support local businesses through their institutional purchasing power and their workforce.
- Hospitals will build in job-training platforms, working alongside local social enterprises and other community-based organizations.
- Hospitals will develop greater appreciation for the importance of small businesses in their communities.

LOCAL ENTREPRENEURS AND SMALL BUSINESSES

- Small businesses will have more opportunities and greater skill in creating employment and purchasing partnerships with healthcare.
- Small businesses will recover from the 2020 economic crisis and continue to offer robust wealth-building opportunities for BIPOC communities and immigrant populations.
- Local entrepreneurs will be at the core of building community assets such as grocery stores in partnership with healthcare institutions.
- Small businesses will train unemployed or underemployed BIPOC residents as community health workers in order to increase healthcare capacity, connect with the community, and get people back to work.

¹⁰ <https://healthcareanchor.network/2020/09/it-is-undeniable-racism-is-a-public-health-crisis/>

TECHNOLOGY AND DATA

- Technology advances will allow health systems to provide more telehealth and on-line services driven by both consumer demand and lower costs.
- Technology will bolster health systems' outpatient service scope, reducing the need for individual travel for those with mobility or access challenges.
- Data will be aligned across healthcare, community economic development, and community benefit organizations, improving responses to community health needs and program design.
- Data will include key health performance indicators for job retention, education credentials, investments leveraged, and other social determinants of health.

INVESTMENT FROM COMMUNITY DEVELOPMENT AND HEALTHCARE

- Investment will support transforming the built environment in communities. As hospitals' telehealth and online services expand, their physical footprint may contract, potentially opening space for community-based revitalization¹¹.
- Investment will bring new economic development to historically marginalized communities, generating new jobs and job creation opportunities.
- Investment into historically disinvested neighborhoods will be driven by community voice and power.

INNOVATION DISTRICTS

We encountered Innovation Districts in several case examples and interviews. As defined by the Brookings Institution, Innovation Districts are geographic areas where leading-edge anchor institutions and companies cluster and connect with start-ups, business incubators and accelerators. They are also physically compact, transit-accessible, and technically-wired and offer mixed-use housing, office, and retail.

- Hospitals, as anchor institutions, will continue to impact real estate, economic development, and local economies outside hospital walls.
- Innovation Districts are potentially seen as a framework through which hospitals can have equitable economic impact, if equity is an explicitly-desired outcome.
- According to our interviewees, as many as several dozen innovation districts are currently being considered and implemented in the United States.
- Community organizations need to consider their role and positioning vis-a-vis Innovation Districts. Their role in these districts is underexplored and an area for additional research.

Would you agree that future opportunities exist for healthcare institutions, social enterprises, and community development organizations to work together toward career pathways in marginalized communities? We have offered some indicators and predictions for why we think they do. What would you add? What is your organization experiencing? What resources do you need? We invite you to join NACEDA and BHPN in the conversation.

¹¹ <https://www.modernhealthcare.com/operations/hospitals-adapt-real-estate-fit-new-normal-after-covid-19>



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