



THE WORKING CITIES CHALLENGE
BASELINE REPORT

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Executive Summary

THE DESIGN OF THE WORKING CITIES CHALLENGE

In May 2013, the Federal Reserve Bank of Boston (Boston Fed) formally launched the Working Cities Challenge: An Initiative for Massachusetts Smaller Cities (WCC). The WCC is an effort to encourage and support leaders from the business, government, philanthropy, and nonprofit sectors within these smaller cities to work collaboratively on innovative strategies that have the potential to produce large-scale results for low-income residents in their communities. Ultimately, the Boston Fed expects that the cities’ cross-sector collaboration focused on a shared result will build the cities’ civic leadership and institutions leading to long-term improved prosperity and opportunity for residents in Working Cities.

To achieve this ambitious vision, the Boston Fed designed a competitive process in which small cities across Massachusetts would compete for grants to either seed or implement activities aligned with WCC goals. The 20 Working Cities eligible for grants included Brockton, Chelsea, Chicopee, Everett, Fall River, Fitchburg, Haverhill, Holyoke, Lawrence, Lowell, Lynn, Malden, New Bedford, Pittsfield, Revere, Salem, Somerville, Springfield, Taunton, and Worcester. The WCC invited all 20 Working Cities to apply for the grant funds. The selection of the six winning cities was made by a jury of external, unbiased experts.

The WCC has issued a total of \$1.8 million in grants to six Working Cities. The competitive grants include four implementation grants ranging in size from \$700,000 to \$225,000 over a three-year period, and two \$100,000 one-year seed grants. The jury selected the following cities to receive WCC grant funds: Chelsea, Fitchburg, Holyoke, Lawrence, Salem, and Somerville. The allocation of funds to the cities is shown in the chart.

Winning City	Grant Award	Timeframe
Chelsea	\$225,000	Three years
Fitchburg	\$400,000	Three years
Holyoke	\$250,000	Three years
Lawrence	\$700,000	Three years
Salem	\$100,000	One year
Somerville	\$100,000	One year

In addition to the funding, the Working Cities are receiving technical assistance and opportunities for shared learning and peer exchange. The Boston Fed provides management and staff support in-kind for the WCC. By statute, the Boston Fed is prohibited from using its funds for grantmaking purposes. Instead, it used its convening powers to assemble its own cross-sector partnership in support of the Working Cities Challenge. The following organizations have contributed to the grant pool made available to the Working Cities: Massachusetts Competitive Partnership, MassDevelopment, Commonwealth of Massachusetts, Living Cities, The Boston Foundation, Surdna Foundation, Move the World Foundation, Hyams Foundation, Ford Foundation, and Boston Private Bank & Trust Company.

WCC has already garnered significant attention across the state and nationally both for the influential new model and for the new role assumed by the Boston Fed. Press coverage has

included more than 53 articles since its launch in 2013 including stories in the *New York Times*, *Time Magazine*, Bloomberg News, and NPR. The ripple effects from the initiative have been significant as a variety of interest has surfaced to expand the initiative, incorporate key elements of the initiative design, or wholesale replicate the effort. Details of the WCC's growing influence are provided below:

- *Influence in Massachusetts and the New England region:* WCC partner, MassDevelopment, has incorporated elements of the WCC selection criteria, in particular the presence of collaborative leadership, into its own grant selection criteria. The Massachusetts Legislature added \$1.5 million in matched funding for future rounds of WCC into its recently passed economic development bill. In addition to potential expansion in Massachusetts, the Boston Fed has received inquiries from Connecticut, Maine, and New Hampshire about potentially rolling out similar challenges in those states, also with Boston Fed involvement.
- *Influence on the Federal Reserve Bank:* Two other Federal Reserve Banks are actively considering the WCC model as a new way of engaging in community development. In addition, the San Francisco Fed is currently exploring an adaptation of the model that would focus on the promotion of a broad “culture of health” in selected communities.
- *Influence on other initiatives nationally:* Multiple other initiatives have incorporated elements of the WCC design into their own model and more are in the planning stages.

The fact that there is widespread interest in replication or adaptation suggests that it is critical to use unbiased evaluation to share the initiative's progress, to document its effectiveness, and to disseminate emerging lessons to the field quickly. In doing so, not only will the Boston Fed learn from the successes and challenges of WCC's first round of implementation, but the larger audience of interested stakeholders can also benefit from those lessons and adapt quickly, hopefully amplifying WCC's impact over the long run.

Evaluation

The primary purpose of this report is to highlight where the six cities are at the start of the WCC implementation. The findings will be relevant as a point of comparison for the WCC and the evaluation team to track cities' progress over the three years. In addition, the findings should help to focus the WCC on areas where the cities are likely to need additional support and technical assistance in order to realize the visions set out in their proposals. Finally, the formative feedback on the interaction with the WCC to date can help to shape the form of future assistance. The findings in this report are drawn from a survey of partners in winning cities and non-winning cities, site visits and interviews with set of stakeholders in each of the six winning cities, interviews with select non-winning cities, review of background documents, and other secondary research on the cities.

OVERVIEW OF THE WCC INITIATIVES

The cities have selected varied approaches to their WCC initiative. Three cities took a citywide approach but have focused the work on a specific subset of the population—out-of-school youth (Somerville), families with children enrolled in the public schools (Lawrence), or Latino entrepreneurs (Holyoke). These cities have primarily focused on one or two systems in which they will intervene—workforce development or small business development. The other three cities have focused their efforts on specific neighborhoods in their community. Fitchburg, Chelsea, and Salem have all selected an approach focused on a particularly distressed neighborhood in their community, in essence, comprehensive community development approaches. In these cities, the initiatives often have a dual focus of improving outcomes for neighborhood residents and physical improvements for the targeted geography. The following table summarizes the approaches in development in the six cities.

	Chelsea	Fitchburg	Holyoke	Lawrence	Salem	Somerville
Problem	High rates of poverty among Shurtleff-Bellingham residents, overcrowded, substandard housing conditions, and high level of residential transience in this neighborhood create interconnected social, economic, and physical challenges.	North of Main neighborhood residents have low incomes, poor health outcomes, and low levels of education and skills. The neighborhood also has poor housing quality and issues related to public safety and overall quality of life. The problems are considered related in that poor physical conditions lower social cohesion and limit aspiration for personal or neighborhood improvement.	There is disparity in business ownership between white and Hispanic residents. The desire is to increase connection between economic opportunity for Holyoke residents to the city’s innovation-focused economic development strategy and downtown revitalization efforts.	Family economic insecurity impedes the academic success of Lawrence students who will compose the future workforce for the city.	Point neighborhood residents have weak connections to the economic and civic life of Salem.	A substantial portion of Somerville’s youth lacks the education, career-specific, or soft skills to connect with emerging employment opportunities in the area.
Result	Transform Shurtleff-Bellingham from a high-poverty and transient neighborhood to a place where the poverty and mobility rates both drop by 30%.	North of Main will be a place where people want to live, work, and invest.	Increase the share of Holyoke businesses that are Latino-owned from 9% to 25%.	Increase family income by 15%.	Improve key socioeconomic characteristics of Point residents, including income, poverty, and employment levels to mirror those for all Salem.	Reduce unemployment among low-income, out-of-school youth by 10%.

WCC STRENGTHS AND CHALLENGES AT BASELINE

While the winning Working Cities are at the start of implementation, much has been accomplished in the application and early implementation period. The rigorous application process nurtured new relationships as broad representation from the community came to the table. By requiring a single application from communities, the WCC forced stakeholders to come together, hash through competing priorities, and reach consensus a single community goal and approach to advancing their community. While much has been accomplished, there is still more to be done to achieve the ambitious goals set out by the WCC.

Strengths

➔ *The level of cross-sector collaboration is fairly strong in the Working Cities, though there is room for growth, particularly with the business community.*

Even if the formal collaborations assembled for the WCC are new, many of the key actors in these small cities have worked together previously and often see each other in other venues. The baseline survey suggests that there is room for communication and working relationships among stakeholders to deepen over the course of the WCC, but that the baseline level of familiarity and interaction is high. Collaboration is strongest within sectors as opposed to across sectors. Cross-sector collaboration at the scale envisioned in the WCC initiatives has generally been less common. The area that offers the greatest opportunity for growth is deepening the collaborative relationships with the business community. In a number of cases, business engagement is still evolving.

➔ *City stakeholders have confidence in the baseline capacity of the cross-sector partnerships to carry out their initiatives' ambitious goals.*

Given that the WCC cross-sector partnerships are relatively early in their formation, stakeholders are quite satisfied in how they are functioning. The baseline survey found that the majority of respondents in winning cities have positive views on the roles and processes of their cross-sector partnerships.

➔ *Strong government leadership is a positive in a number of cities.*

A number of the winning cities are noted for their strong municipal leadership. These high-capacity and highly visible figures in the community have no doubt contributed to the ability of these cities to compete successfully in the WCC.

➔ *Stakeholders are committed to the goals of achieving large-scale results for their community over the long-term regardless of the level of funding offered through the WCC.*

Despite the challenges of achieving their ambitious visions, the cities are confident that they will see this work through. This is true for both winning and non-winning cities. Survey results indicate a confidence in the lasting nature of the WCC partnership: 89 percent of winning and non-winning organizations believe that their WCC applicant team will still be working together on a collaborative project three years from now. That is, 95 percent of winning cities and 80 percent of non-winning cities strongly agree or agree with that statement.

Challenges

- ➔ *More thought is needed on whether a small leadership group driving the work, as is emerging in a number of cities, can achieve the broader WCC vision around collaboration.*

Much of the WCC theory of change is built on the changes likely to emerge from the collaboration built from the broad engagement of a diverse set of partnerships. However, there are signs at baseline that the broad stakeholder engagement envisioned may not be feasible for rapid implementation. In a number of cities, an inner circle of leaders is driving the work. In some cities, a core group appears responsible for implementation and appears to utilize the broader partnership at best in an advisory capacity. The emergence of core groups in many communities may reflect the reality that there is a limited number of organizations with the time, capacity, resources, and desire to move the initiative forward on a daily basis. However, it is incumbent on the local leaders and the WCC staff to think carefully about the relationship of the core group to the broader cross-sector partnership.

- ➔ *In some communities, work remains to engage key segments of the population.*

While overall the winning cities have assembled broad cross-sector partnerships, there are signs that more work is needed in some cities to fully engage two particular segments of the community, the immigrant or Latino community as well as the business community.

- ➔ *WCC partnerships will need to consider how to align the goals and interests of their initiatives with other community priorities.*

Site visits revealed that in a number of communities there is either a lot of interest in or alternative initiatives underway that could be seen as either complementing or competing with the WCC efforts. The WCC initiatives will need to consider how best to coordinate with these related streams of work. Without effective alignment, synergistic opportunities could be missed or, worse, community energy and resources could be diluted by the multiple initiatives.

- ➔ *Stakeholders in the winning cities generally agree on a broad vision of change, but there is work to be done to reach that level of consensus and shared ownership on the approaches to achieving that vision.*

Most cities have developed a collaborative vision of what improvement they want to see in their community and who would be the beneficiaries of that improvement. Ideally, this should help to build unity among the stakeholders and clarity of focus to help keep the partnerships on the critical path. Beneath the 10,000-foot-level, there is more work to build a unified vision and accompanying strategies in many of the cities.

- ➔ *Some of the cities have articulated dual goals for their initiatives, seeking benefits to not only a specific group of residents, but also to a specific physical neighborhood. These cities may need to grapple with the inherent tensions related to resident mobility and gentrification that make the dual goal difficult to achieve.*

Chelsea, Salem, and Fitchburg all offer compelling reasons why achieving change in a single neighborhood is beneficial to the city as a whole. The approaches, in essence comprehensive community development strategies, come with a unique set of challenges for the partnerships. First, it can be difficult to settle on a single large-scale result when trying to achieve outcomes

related to people and place. Second, mobility of residents can make it difficult to connect the people and place goals.

➔ *While cities all understand that data are a critical element of the WCC Initiative, they struggle with what measures are most important to their work, how to access the data of interest, and what systems they will use.*

The winning cities understand the premium that the collective impact model generally, and the Boston Fed specifically, places on data measurement, but most struggle with how best to implement this aspect of the WCC model. Even after substantial attention in the first months of the initiative, much work and thinking remain to be done in order for data to be a meaningful input in shaping the initiative. The Boston Fed recognizes that the cities need support to implement a data driven approach to testing their assumptions, measuring their progress, and refining their approach. As a result, data has been a major focus at the first two learning communities. Ultimately, the unique circumstances of each initiative may make additional individualized technical assistance and support necessary.

➔ *It may be difficult to see direct progress toward the cities' large-scale results in the timeframe set by the WCC grants. Available data are likely to offer more programmatic insights, but the link between program success and a larger population impact may be difficult to see in the three-year timeframe.*

Given the projects proposed and the length of the grant cycle, it is not entirely clear that outcomes data will be available in a timely enough fashion to shape learning and inform new approaches to changing policies, practices, or funding cycles likely necessary to achieve the scale of impact the cities have chosen in the large-scale results. Particularly for seed cities, data related to WCC implementation will, in all likelihood, be linked to the outputs of grant activity. It is unclear whether the cross-sector partnerships will have the information to grapple with whether those outputs translate to the broader population-level outcomes they seek.

➔ *Cities will likely need more support in shaping their deliberate strategies to achieve the desired large-scale result.*

As cities move to implement their work plans and measure their progress, they will likely need some WCC assistance, guidance, and even pushing to elevate the local work from narrow project implementation to something that can achieve their articulated large-scale result. To date, the primary WCC intervention has been the learning communities, which focused heavily on data measurement. While important, the cities will likely need additional help thinking about the *strategies* that will allow them to achieve the outcomes to be measured.

INITIAL SITE OUTCOMES

➔ *Cities have begun to leverage the WCC funds.*

In Chelsea, the city increased its financial commitment to the initiative by an additional \$225,000, supplementing the \$375,000 originally offered in the proposal. Salem, which received only one-seventh of the money for which it had applied has worked to identify alternative sources. The Salem team raised approximately \$50,000 in additional resources, including \$25,000 from Metropolitan Area Planning Council's Direct Local Technical Assistance

funds. The city of Salem is providing a local match of close to \$24,000 (CDBG funding) to supplement the WCC programmatic elements.

Three cities are working collaboratively to secure additional funds to support the WCC initiatives in their respective communities. The community development corporations in Fitchburg, Chelsea, and Lawrence jointly submitted a funding proposal to NeighborWorks, the national network of community development organizations of which they are all members.

➡ *Through the work of the city, Chelsea's initiative is the first to demonstrate initial outcomes.*

The city, which is taking the lead on the stream of work for the Shurtleff-Bellingham initiative focused on improving housing conditions, has been able to move quickly to implement policy changes to advance that work. For instance, after holding a convening of residents, businesses, and other stakeholders, it drafted a set of 15 standards of behavior aimed at improving the neighborhood and strengthening the community. The standards are to be adopted citywide.

The city has also been able to move quickly to increase housing inspections. The city passed an ordinance that changed the required frequency of housing inspections to every five years, rather than solely at the point of tenant turnover. The city also approved funding for additional housing inspectors to be added to city staff.

VALUE OF THE WCC INTERVENTION

The intensive and ambitious application and selection process was designed to achieve broader outcomes than the selection of a set of winning cities. The competition, combined with a hands-on application process and a rigorous application, was designed to spur both thinking and collaborative action intended to not only produce high-quality applications, but also hopefully to build capacity and collaborative leadership of the cities regardless of the outcome of their application. There were four notable elements of this process:

1. *Active WCC engagement during application process:* The WCC application process involved extensive work with the teams prior to submission. All application cities were required to send teams of stakeholders to attend pre-application workshops. WCC staff also conducted site visits to a subset of application cities following proposal submission.
2. *Requirement of single application per city:* While cities could submit more than one letter of intent, ultimately a city could only submit a single application for WCC.
3. *Requirement that applicant be a cross-sector team:* The applicant team needed to include representatives of the public sector, nonprofit sector, and business community.
4. *An independent, merit-based selection process:* The final selection of cities relied on an independent, nonpartisan jury selected for its broad and relevant expertise.

Strengths and Challenges to Date

- ➔ *Cities see the request that each city submit a single application for the WCC grant as the most influential component of the application process on the working relationships among partners.*

According to the survey, 54 percent of all respondents saw the requirement that each city submit a single application focused on a single idea as very influential on the working relationship with other WCC partners.

- ➔ *Many of the non-winning cities hope to continue the work the team planned during the application process.*

The vast majority of survey respondents from non-winning cities noted that their organizations intended to continue to work toward at least some of the goals their team identified during the WCC process, including 89 percent of respondents from high-scoring, non-winning cities and 67 percent from low-scoring cities.

- ➔ *Overall, the application process generated mixed reactions from applicants. Many felt there was room for improvement.*

While a number of stakeholders viewed the discussions in their community generated by the application process as useful and productive, and some called the application process well-organized overall, site visit interviews found that many had a negative view of the application process. Many regarded it as heavy on “process.”

- ➔ *The competition aspect of the application process appears to have generated some ill will.*

While many extol the virtues of competition, it is worth considering the downsides of that process as well. For some that did not win, there is a bitterness or sense of unfairness about the process.

Feedback on Early Implementation

The evaluation team spoke with a number of stakeholders in each city in early April as part of the baseline evaluation. At that time, stakeholders were in the process of, or had recently completed, the re-scope of their work plans and budgets, had attended one learning community, and many had also hosted site visits with the Boston Fed president. The combined pressure to showcase their community at site visits, attend two learning communities, all while re-scoping their work plans and revising their budgets, contributed to the overall stress of the first few months. The intensive demands of this period likely affected stakeholders’ perspectives at the time.

- ➔ *Many of the cities have been challenged to redesign their initiatives to fit the level of funding they actually received.*

Only one of the six winning cities, Lawrence, received the full amount of funding requested. Many of the cities have struggled to figure out what components of the larger initiative should continue to be funded. For the seed cities, the challenge was compounded by not only less money but also less time to implement since their seed funding lasts for only a year.

➡ *The learning communities appear to be a valuable tool to communicate the WCC's priorities and provide additional focus on areas where the cities need work. That said, feedback during site visits suggests the model may require some refinements.*

In the first few months of implementation, the WCC organized two one-day learning communities for the six winning cities. Based on surveys administered by the Boston Fed at the end of each learning community day, response from participants has been quite favorable, but during the evaluation site visits in April, stakeholders offered suggestions for improvement. Many indicated that the learning communities were an unexpected commitment of time and resources. Some also felt that the focus on team planning time would be more beneficial if held in their home cities where a more complete group of partners could participate in the conversations.

Introduction

THE DESIGN OF THE WORKING CITIES CHALLENGE

In May 2013, the Federal Reserve Bank of Boston (Boston Fed) formally launched the Working Cities Challenge: An Initiative for Massachusetts Smaller Cities (WCC). The WCC is an effort to encourage and support leaders from the business, government, philanthropy, and nonprofit sectors within these smaller cities to work collaboratively on innovative strategies that have the potential to produce large-scale results for low-income residents in their communities. Ultimately, the Boston Fed expects that the cities' cross-sector collaboration focused on a shared result will build the cities' civic leadership and institutions leading to long-term improved prosperity and opportunity for residents in Working Cities.

The Boston Fed's interest in this approach emerged from the institution's own research that found a number of small cities had been able to either maintain or recover much of their economic stability through a combination of strong leadership, collaboration across sectors and institutions, and clear and broad-based strategies. Noting the importance of collaboration, the Boston Fed sought models that might incent or advance that practice in other struggling cities. The Boston Fed found a model in the work of Living Cities, a national philanthropic collaborative devoted to improving the lives of low-income people and the cities in which they live. Specifically, the Boston Fed adapted elements of Living Cities' The Integration Initiative (TII), which had used a model of cross-sector partnerships focused on system change to benefit low-income people in five major cities around the country since 2010. While Living Cities had applied the model to cities like Detroit, Michigan; Baltimore, Maryland; and Cleveland, Ohio, the WCC took the key principles and sought to apply them in smaller cities in Massachusetts. To determine which smaller cities would be considered Working Cities, the Boston Fed developed the following criteria: cities that have a population between 35,000 and 250,000, family income below the median, and a poverty rate above the median for all similarly-sized Massachusetts cities. The 20 Working Cities include Brockton, Chelsea, Chicopee, Everett, Fall River, Fitchburg, Haverhill, Holyoke, Lawrence, Lowell, Lynn, Malden, New Bedford, Pittsfield, Revere, Salem, Somerville, Springfield, Taunton, and Worcester.

The goals for the WCC, adapted from Living Cities TII, are as follows:

1. **Support bold, promising approaches that have the potential to transform the lives of low-income people** and the communities in which they live.
2. **Build resilient, cross-sector civic infrastructure** that can tackle the complex challenges facing smaller industrial cities and achieve population-level results.
3. **Move beyond programs and projects to focus on transforming systems;** promote integration across multiple systems and issues.
4. **Drive private markets to work on behalf of low-income people** by blending public, private, and philanthropic capital and deploying it in catalytic investments.

5. **Accelerate and learn from promising work already underway.**
6. **Create a successful model** for New England and beyond.

To achieve these goals, the WCC has issued a total of \$1.8 million in grants to six Working Cities. The competitive grants include four implementation grants ranging in size from \$700,000 to \$225,000 over a three-year period, and two \$100,000 one-year seed grants. The WCC invited all 20 Working Cities to apply for the grant funds. The application process extended over a roughly nine-month period from the initial outreach in the communities until the announcement of the winning cities. There were a number of steps in the application process during that time including an invitation to submit a Letter of Intent followed by workshops for stakeholders from each of the applicant communities. While cities could submit multiple letters of intent, by the time proposals were due in the summer of 2013, only one proposal from each city was accepted. Boston Fed officials screened applications for a general threshold of capacity, which narrowed the pool roughly by one-quarter to one-third. Boston Fed staff conducted site visits to all of the remaining communities to gather more information on the collaboratives and the proposed initiatives. Ultimately, the selection of the six winning cities was made by a jury of external, unbiased experts. The jury rated the cities on a set of clearly defined criteria broadly encompassing the following areas: degree of proposed cross-sector collaboration and resident engagement, quality of the planning process, the proposal’s approach to system change and its focus on lower-income people, and the collaborative’s focus on measurement and learning. The jury selected the following cities to receive WCC grant funds: Chelsea, Fitchburg, Holyoke, Lawrence, Salem, and Somerville. The allocation of funds to the cities is shown in the chart.

Winning City	Grant Award	Timeframe
Chelsea	\$225,000	Three years
Fitchburg	\$400,000	Three years
Holyoke	\$250,000	Three years
Lawrence	\$700,000	Three years
Salem	\$100,000	One year
Somerville	\$100,000	One year

In addition to the funding, the Working Cities are receiving technical assistance and opportunities for shared learning and peer exchange. While perhaps less tangible, the Working Cities are receiving greater visibility and new forums for access to funders as well. An example of these new connections available to the Working Cities through WCC was the “Fundors Pitch Day,” which enabled representatives of promising initiatives in Gateway Cities to connect directly with funders, with the goal of increasing philanthropic investment in Gateway Cities.

The Working Cities Challenge is breaking new ground among the regional Federal Reserve banks. No other regional Federal Reserve Bank has engaged in the community in this way. The Boston Fed provides management and staff support in-kind for the WCC. The Boston Fed has contributed in-kind resources to the Working Cities Challenge, drawing on a variety of bank expertise including communications, legal, and research, among others. Boston Fed expertise is also being tapped in direct support of work on the ground in the selected cities. To date, two cities are collaborating with the Boston Fed on specialized research and data support to advance their work.

By statute, the Boston Fed is prohibited from using its funds for grantmaking purposes. Instead, it used its convening powers to assemble its own cross-sector partnership in support of the Working Cities Challenge. The following organizations have contributed to the grant pool made available to the Working Cities: Massachusetts Competitive Partnership, MassDevelopment, Commonwealth of Massachusetts, Living Cities, The Boston Foundation, Surdna Foundation, Move the World Foundation, Hyams Foundation, Ford Foundation, and Boston Private Bank & Trust Company.

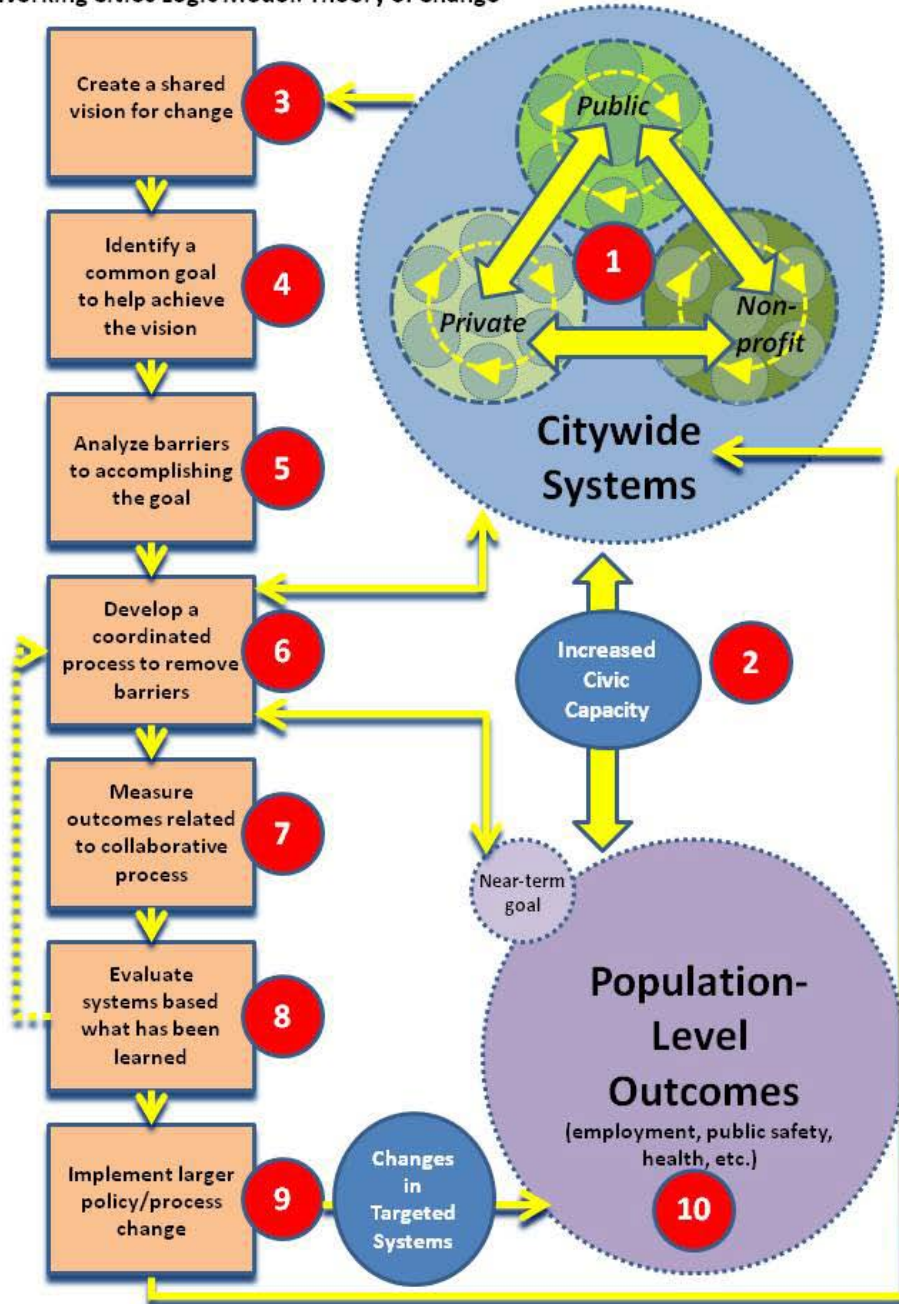
To provide ongoing guidance and oversight of the WCC, the Boston Fed has organized a steering committee with representation from Living Cities, Federal Reserve Bank of Boston, Boston Community Capital, Massachusetts Competitive Partnership, Fidelity Investments, MassINC, Massachusetts Executive Office of Housing and Economic Development, MassDevelopment, Brandeis University (Heller School for Social Policy), Move the World Foundation, The Alliance for Business Leadership, The Life Initiative, and Boston Community Capital.

Finally, the Boston Fed hired the evaluation team of Mt. Auburn Associates and Abt Associates to measure the success of the initiative.

THEORY OF CHANGE

Prior to launching the WCC, Boston Fed staff developed a theory of change (TOC) to guide the work, which was later refined by the evaluation team following discussions with Boston Fed staff and members of the steering committee. The theory of change documents the expected progress of deepening collaboration, including building a shared vision, defining a common goal or result, collectively problem solving, implementing, and assessing progress toward outcomes in the targeted system. The following diagram visually depicts the anticipated process leading to population-level outcomes.

Working Cities Logic Model: Theory of Change



Some of the most critical elements of the WCC reflected in the TOC are:

- To achieve population level outcomes will require more than successful project implementation; it will require changes “in how business is done,” changes in systems at multiple levels. Two types of system change outcomes are anticipated. First, there are system changes anticipated in the specific systems being worked on by the selected cities: education and workforce development in Lawrence; health, education, public safety, economic development, and housing, in Fitchburg; small business development and adult education in Holyoke; economic development, housing, workforce development, economic development, and criminal justice in Chelsea; small business development, workforce development in Salem; and workforce development in Somerville. Over time, the evaluation will look for signs that the cities have altered or realigned functional activities, priorities, resources, capital flows, and/or decision-making structures to address the barriers identified through the collaborative process.
- The second type of anticipated system change outcomes tie to improved civic capacity—changes beyond the particular system targeted by the city’s WCC partnership that affect more general relationships and behaviors in the city at large. Suggested signs of such improved capacity could be competence of the city government, new types of business engagement in civic life, resident engagement, new partnerships, changed decision-making processes for local government, or civic resilience. Once the WCC partnership has proven the power of collaboration and cross-sector problem solving through a targeted set of activities, the city-specific WCC can influence “how business is done” in the city more broadly.
 - *Cross-sector collaboration is a fundamental driver of transformation.* Ultimately, collaboration is both a starting point and end point of the Working Cities Challenge. A high-functioning cross-sector table is the foundation of the WCC and an essential first step in progress and improved civic capacity in which new forms of collaboration seen beyond the WCC table would be a long-term outcome anticipated from the process of working together on the specific goal.
 - *The use of data is essential to the success of the WCC.* WCC emphasizes the use of data as foundational to the effort. Data are important in understanding the barriers to accomplishing the city’s goals, in assessing implementation progress, and in refining hypotheses about the project and system approaches needed to reach the large-scale result.
 - *The expected timeframe for achieving the anticipated population-level outcomes in the Working Cities is 10 years.* Cities were asked to target a 10-year result in their communities. The WCC evaluation will track progress for three years and will look for measures of change or progress but, ultimately, the large-scale results of the collaborative efforts will not be fully seen for 10 years.

The TOC shows how a population-level outcome might be achieved in a single community. One element of the WCC hypothesis that is difficult to discern from the city-level diagram is that the

WCC leadership believes that the theory of change is the same for winning and non-winning Working Cities. The grant money is viewed as an accelerant, but WCC leadership is interested in testing the hypothesis that the collaboration sparked in the application process may take root and that, even without the infusion of funding, the collaborative table might continue to move toward implementation of the ideas put forward in the proposal.

BASELINE EVALUATION APPROACH AND METHODOLOGY

This report, issued at the early stages of the WCC implementation, is intended to serve multiple purposes. First, the baseline analysis is intended to capture a neutral third-party's view of each of the cities at the start of the initiative. This baseline assessment will allow the evaluation team to have a baseline against which to view change over the course of the effort. Second, the report provides more formative insight on cities' specific areas of strength that may accelerate their progress and on areas of possible weakness that may need further attention in order to achieve desired outcomes. Finally, this report looks at the value of the WCC intervention to date. The WCC partners have been clear that the intervention in these cities is more than the grant funds. This report provides a formative look at how city stakeholders perceived the value of the application and selection process and provides some data on how that process contributed to outcomes around communication and collaboration.

The findings in this report draw on the following sources of information:

- *Survey.* From February through March 2014, the evaluation team conducted a baseline survey. Each named partner in the six winning Working Cities received a survey. The survey provides insight on stakeholders' perceptions of the partnership structure, collaboration, communication, goals for system change, and perceptions of civic infrastructure. A final survey will be administered to winning cities in January 2017 and will allow for comparison of these factors over time. The non-winning Working Cities also participated in the survey, although the targeted list of survey respondents was narrowed to core partners and the survey instrument was pared down to focus on impact of the application process and the cities' intentions for moving forward with the proposed work. (See Appendices B and C for the survey instruments.)
- *Interviews with stakeholders in each of the six winning Working Cities.* The evaluation team worked with the city lead to identify the priority stakeholders to interview. The evaluation team prioritized those stakeholders heavily involved to date, or those less involved but perceived as critical to effort going forward. The selected stakeholders represented business, government, and nonprofit sectors. The evaluation team visited each city for one day with additional interviews conducted by phone as needed. The interviews probed stakeholders on a variety of topics including the composition of the "table," the functioning of the partnership, understanding of the system goals, use of data, and their view of the broader community context. In addition to the discussion of the specific city's effort, the interview probed for stakeholder feedback on the application and selection process and how that process had changed the work on the ground.

- *Interviews with key informants of selected high-scoring, non-winning Working Cities.* The interviews of lead applicants collected their assessment of the impact of the application process on the work in their city and their intentions for continuing with the work despite the lack of grant funds. The evaluation team interviewed five leads of the seven considered high performing, non-winning cities.
- *Observation.* A representative of the evaluation team attended the jury selection process, and multiple representatives of the evaluation team have joined the first two gatherings of the winning Working Cities in March and May 2014.
- *Review of background documents.* The evaluation team reviewed background documents, including letters of intent, applications, initial and revised work plans and budgets, and site visit assessments.
- *Secondary research on each winning Working City conducted by Boston Fed staff.* Boston Fed staff gathered information on the economy, population, households, and income; information on the WCC partner organizations; profiles of other uninvolved organizations contributing to civic infrastructure, including philanthropy, anchor institutions, community development financial institutions, regional planning organizations, economic development organizations, business organizations, workforce investment boards; information on other public, private, or philanthropic initiatives underway in the community; and profiles of local government structures.

This is the first of three reports to be issued by the evaluation team. The second report will provide a midterm update of progress at the winning sites, and a final report will look at the outcomes after the third year of grants have closed.

IMPORTANCE OF EVALUATING WCC PROGRESS AND OUTCOMES

While little more than six months since the announcement of the winning cities, WCC has already garnered significant attention across the state and nationally both for the influential new model and for the new role assumed by the Boston Fed. Press coverage has included more than 53 articles since its launch in 2013 including stories in the *New York Times*, *Time Magazine*, Bloomberg News, and NPR. The ripple effects from the initiative have been significant as a variety of interest has surfaced to expand the initiative, incorporate key elements of the initiative design, or wholesale replicate the effort. Following are details of the WCC's growing influence:

- *Influence in Massachusetts and the New England region:* WCC partner, MassDevelopment, has incorporated elements of the WCC selection criteria, in particular the presence of collaborative leadership, into its own criteria for choosing Gateway City Fellows and Transformative Development Fund grantees. In an early vote of confidence, the Commonwealth of Massachusetts Legislature has adopted \$1.5 million in matched funding for future rounds of WCC into its economic development bill. In addition to potential expansion in Massachusetts, the Boston Fed has received inquiries from Connecticut,

Maine, and New Hampshire about potentially rolling out similar challenges in those states, also with Boston Fed involvement.

- *Influence on the Federal Reserve Bank:* Former Fed Chairman Ben Bernanke has held up the WCC as a model of Fed engagement in community development, and current Chair Janet Yellen referenced the WCC as a key Fed initiative. With that type of support from the most senior Fed leadership, it is not surprising that two other Federal Reserve Banks are actively considering the WCC model as a new way of engaging in community development. In addition, the San Francisco Fed is currently exploring an adaptation of the model that would focus on the promotion of a broad “culture of health” in selected communities.
- *Influence on other initiatives nationally:* Multiple other initiatives have incorporated elements of the WCC design into their own model. For instance, NeighborWorks America will use specific elements of WCC selection criteria when it launches a grant competition in the Southeast. In another example of diffusion of the WCC model, Hiccup, a community health competition for smaller cities/geographies, used the WCC criteria as a basis for its selection process. In yet another example, the Endowment for Health’s Immigrant Integration Initiative will fund multi-sector, multi-strategy immigrant integration plans in New Hampshire communities relying on select WCC principles of selection and design (e.g., one application per city and support for a cross-sector partnership rather than a single organization). There appear to be more opportunities on the horizon as well. Boston Fed community development leadership have offered their support to the Florida State Consensus Center at Florida State University, which is interested in selective citizen engagement projects throughout the state of Florida drawing on the WCC model of cross-sector engagement.

While the examples of influence are impressive, this baseline evaluation is not intended to formally assess WCC’s broader influence on the field at this time. The information above is provided to demonstrate the high profile nature of this work. The fact that there is widespread interest in replication or adaptation suggests that it is critical to use unbiased evaluation to share the initiative’s progress, to document its effectiveness, and to disseminate emerging lessons to the field quickly. In doing so, not only will the Boston Fed learn from the successes and challenges of WCC’s first round of implementation, but the larger audience of interested stakeholders can also benefit from those lessons and adapt quickly, hopefully amplifying WCC’s impact over the long run.

Overview of Winning Cities at Baseline

INTRODUCTION

Each of the winning Working Cities is distinct in its history, current condition, assets, and challenges. As a result, each city is pursuing a unique approach to implementation of the WCC. As such, the focus of the baseline report is on describing the individual cities, their goals in relation to WCC, and the specific ways they are moving forward in implementation. While each city embraces its individual strengths, challenges, and related goals for improvement, there are also many features of these cities that make it worth looking at them as a cohort. With the exception of Somerville, the winning Working Cities are also considered “Gateway Cities.” MassINC’s description¹ of the Gateway Cities captures many of the common themes among these cities:

“Gateway Cities are midsize urban centers that anchor regional economies around the state. For generations, these communities were home to industry that offered residents good jobs and a ‘gateway’ to the American Dream. Over the past several decades, manufacturing jobs slowly disappeared. Lacking resources and capacity to rebuild and reposition, Gateway Cities have been slow to draw new economy investment.

While Gateway Cities face stubborn social and economic challenges as a result, they retain many assets with unrealized potential. These include existing infrastructure and strong connections to transportation networks, museums, hospitals, universities and other major institutions, disproportionately young and underutilized workers, and perhaps above all, authentic urban fabric.”

This overview looks at the six winning cities as a cohort, drawing from the survey, site visits, applications to highlight both their commonalities and their differences in terms of the cities’ characteristics, the initiatives they are pursuing through the WCC, and the cross-sector partnerships they have assembled to pursue their ambitious goals.

WINNING CITY CONTEXT

Demographic and Economic Overview

The winning cities vary in population size from the smallest, Chelsea, at 36,828, to the largest, Lawrence, at 76,928. Lawrence, Fitchburg, Chelsea, and Salem have all seen population growth since 2000, while Somerville and Holyoke’s populations have held relatively steady.

¹ From the MassINC website: <http://www.massinc.org/Programs/Gateway-Cities/About-the-Gateway-Cities.aspx>

	Chelsea	Fitchburg	Holyoke	Lawrence	Salem	Somerville
Total Population, 2012	36,828	40,403	40,063	76,928	42,028	76,381
Percent Population Change 2000-2012	5.0%	5%	1%	7%	4%	-1%
Percent Hispanic Population 2012	62.4%	22%	47%	76%	15%	10%
Percent Growth Hispanic Population 2000-2012	32%	55%	15%	37%	42%	18%
Median Household Income, 2012	45,319	44,742	\$33,438	\$31,319	\$57,644	\$61,306
Poverty Rate 2012	23.8%	21.3%	34%	30.2%	13.9%	17.7%
Total Employment	14,143	12,371	21,920	25,345	19,522	23,031
Percent in Change Total Employment 2001-2012	4%	-14%	-8%	6%	5%	-2%
Manufacturing as Percent of Total Employment	-13%	13%	8%	19%	3%	4%
Unemployment (January 2014)	9.20%	10.4	10.4	14.4	6.9	4.6
Key Private Employers	<ul style="list-style-type: none"> • State Garden • Kayem Foods, Inc. • Paul Revere Transportation 	<ul style="list-style-type: none"> • Simonds International Corporation • Avery Dennison & Fitchburg • Boutwell Owens 	<ul style="list-style-type: none"> • Amica Mutual Insurance • Babcock Power • ISO New England 	<ul style="list-style-type: none"> • Columbia Gas • Polartec LLC • GEM Group • New Balance 	<ul style="list-style-type: none"> • Market Basket 	<ul style="list-style-type: none"> • Rogers Foam Corporation • Angelica's Textiles

A number of the cities have a significant and growing Hispanic population. In Lawrence and Chelsea, the majority of residents are Hispanic, and Holyoke is approaching 50 percent. All six cities experienced double-digit growth in the Hispanic population since 2000 with Fitchburg's expanding the fastest at 55 percent in 10 years, and Holyoke's growing the slowest at 15 percent in 10 years.

While the residents of all six cities are generally poorer than seen statewide, there are significant differences in economic performance among the winning Working Cities. Somerville and Salem residents fare the best economically of the six cities with median incomes of over \$57,000 and \$61,000, respectively, and unemployment rates of under 7 percent. Chelsea and Fitchburg are in the middle cohort of the six cities in terms of income with median household income over \$45,000 and \$44,000, respectively. Holyoke and Lawrence have substantially lower incomes than their peer cities with median household incomes over \$33,000 and \$31,000, respectively. Lawrence also experiences the highest rate of unemployment, over 14 percent.

The employment base in the winning Working Cities varies from roughly 12,000 jobs in Fitchburg to approximately 25,000 in Lawrence. While Lawrence has more than double the number of jobs than Fitchburg, relatively to its population, the employment base is relatively small. While in Holyoke there are 1.8 residents for every job in the city, in Lawrence there are more than three residents for every job. Similarly, Somerville has a relatively small employment base given the size of its population. Somerville and Chelsea are in close proximity

to Boston, and their employment market is very tied to the city and not isolated. Salem is part of the Boston Metropolitan Statistical Area, but is more isolated based on distance and transportation routes. Holyoke is connected to the Springfield labor market. Fitchburg is the most isolated from a larger employment market.

The performance of the cities' economies varied over the past decade. Fitchburg and Holyoke saw notable declines in their employment base, 14 percent and 8 percent, respectively. Somerville saw a modest decline of 2 percent. Chelsea, Lawrence, and Salem all expanded their job base between 4 percent and 6 percent. All of the Working Cities have a proud industrial past that has declined over varying periods of time. Some, like Salem, lost their major manufacturing base decades ago, while Lawrence and Fitchburg maintain a larger but still shrinking manufacturing sector. Healthcare and social service employment is growing in each of the cities and, in many of the cities, healthcare institutions are the major local employers. Salem, in particular, has very few large employers outside of healthcare, social services, and the public sector.

Political and Civic Context

With the exception of Chelsea, all of the winning Working Cities have a mayor and city council system of government. Chelsea, after emerging from receivership, selected a city manager form of government. The cities benefit from relatively long-serving, strong political leaders. While Lawrence has a newly elected mayor who was sworn in January, overall, the average tenure for winning city leaders is 7.5 years.

Stakeholder interviews suggest that city leadership is an asset in many of the winning cities. Salem, Fitchburg, and Somerville's mayors were particularly noted as highly visible, visionary leaders. While brand new to office, Lawrence's mayor has generated much hope and excitement. Chelsea's city manager is noted for his capacity, leadership, and tenure.

There is variation among the cities on the leadership provided by anchor institutions. In general, the local or regional hospitals and public colleges or universities represent the primary anchor institutions. Somerville and Chelsea generally have the least presence of anchor institutions. Given their proximity to Boston, these communities are more generally served by Boston-area anchors or their local institutions have more of a Boston-area focus. The other four communities see their local anchor institutions as an area of strength.

	Chelsea	Fitchburg	Holyoke	Lawrence	Salem	Somerville
Local Government Structure	Council-Manager	Mayor-Council	Mayor-Council	Mayor-Council	Mayor-Council	Mayor-Council
Year Mayor/ Manager Elected/Appointed	2000	2007	2011	2013	2005	2003
Key Anchor Institutions	<ul style="list-style-type: none"> Bunker Hill Community College 	<ul style="list-style-type: none"> Fitchburg State University Health Alliance Hospital 	<ul style="list-style-type: none"> Holyoke Community College Holyoke Medical Center 	<ul style="list-style-type: none"> Greater Lawrence Family Health Center Lawrence General Hospital Northern Essex Community College 	<ul style="list-style-type: none"> North Shore Medical Center, Inc. The Salem Hospital Salem State University Peabody Essex Museum 	<ul style="list-style-type: none"> Tufts University (Medford) Cambridge Health Alliance

The winning cities demonstrate relatively high levels of civic infrastructure at baseline relative to their non-winning counterparts. While many of the winning cities see their municipal leadership as an asset, the survey results suggest stakeholders do not see their communities as overly dependent on a single leader to achieve community change. The baseline survey asked stakeholders what impact would be felt on their WCC-supported initiative if a new mayor was elected next year. The confidence in the civic infrastructure appeared much stronger in the winning cities than in the non-winning: 35 percent of winning cities’ respondents strongly agreed that the work would move forward as compared to 21 percent in high-scoring non-winning cities and 17 percent in low-scoring non-winning cities.

Civic Infrastructure: If a new mayor was elected in my city next year, the work proposed by the WCC initiative would continue to move forward.

	Winning (#/%)		High-Scoring Non-Winning (#/%)		Low-Scoring Non-Winning (#/%)		Total (#/%)	
Strongly Agree	29	35.4%	9	20.9%	2	16.7%	40	29.2%
Agree	47	57.3%	20	46.5%	4	33.3%	71	51.8%
Neutral/No Opinion	6	7.3%	11	25.6%	6	50.0%	23	16.8%
Disagree	0	0.0%	2	4.7%	0	0.0%	2	1.5%
Strongly Disagree	0	0.0%	1	2.3%	0	0.0%	1	0.7%

The baseline survey’s probe on the stakeholders’ views on community resilience further illustrates the perceived strength of the cities’ civic infrastructure. The baseline stakeholder survey is consistent with site visit interviews in demonstrating a positive perception their cities’ ability to come together to respond to opportunities and challenges. For instance, winning cities had a noticeably higher level of confidence in the ability of their city to respond to an unexpected social or economic shock. Thirty-seven percent of winning cities strongly agreed with this statement compared to 18 percent of non-winning cities.

The fact that winning cities start with a perceived higher capacity civic infrastructure is consistent with the design of the WCC. Baseline differences in the civic infrastructure likely enable the winning cities to respond capably not only to crises such as those posed in the

survey question, but also to opportunities such as the WCC application. Moreover, the evaluation criteria for selecting the cities favored cities with high existing levels of cross-sector collaboration and resident engagement.

Most winning cities start their WCC initiatives with perceived strong pre-existing relationships, particularly within the nonprofit community, and often between the public sector and nonprofits. While generally the winning cities start with a healthy foundation of collaboration, there is room for improvement. It is not uncommon for stakeholders in various cities to note that organizations still primarily collaborate in order to apply for specific funding and still primarily partner only when the relationship will benefit the organization's specific interests. Some also note that there is strong collaboration in communities among specific groups of nonprofits, but indicate that there is room for broadening the network of collaboration.

In multiple cities, deeper engagement of the business community emerged as an opportunity for strengthening the civic infrastructure, according to stakeholder interviews. While some stakeholders feel their communities are already working closely with the business community, others cite areas for improvement. Suggestions for improvement include: 1) reaching out to a broader set of employers more varied in size as some stakeholders feel that primarily the largest employers engage civically and more effort is needed to engage a broader swath of smaller entities that compose the majority of enterprises in the community; and 2) developing a collective approach to solving community problems rather than building strong relationships between a single nonprofit and a business. Some feel the traditional interaction of the business community being represented on nonprofit boards may cultivate singular relationships rather than collective action toward a shared community goal.

In some of the Working Cities, issues of racial or ethnic inclusion are challenges to the civic infrastructure. In both Salem and Chelsea, interviewees raised the lack of representation of the Hispanic population in elected leadership as a concern. Low voter turnout was also a related concern. Some stakeholders suggest, however, that strong community-based organizations are helping to bring the voice of immigrant and Latino populations into public discourse in spite of low voter turnout.

OVERVIEW OF THE WCC INITIATIVES

Overview of the WCC Goals and Approaches

The cities have selected varied approaches to their WCC initiative. Three cities took a citywide approach but have focused the work on a specific subset of the population—out-of-school youth (Somerville), families with children enrolled in the public schools (Lawrence), or Latino entrepreneurs (Holyoke). These cities have primarily focused on one or two systems in which they will intervene—workforce development or small business development. The other three cities have focused their efforts on specific neighborhoods in their community. Fitchburg, Chelsea, and Salem have all selected an approach focused on a particularly distressed neighborhood in their community, in essence, comprehensive community development approaches. In these cities, the initiatives often have a dual focus of improving outcomes for neighborhood residents and physical improvements for the targeted geography. The table on the following page summarizes the approaches in development in the six cities.

	Chelsea	Fitchburg	Holyoke	Lawrence	Salem	Somerville
Problem	High rates of poverty among Shurtleff-Bellingham residents, overcrowded, substandard housing conditions, and high level of residential transience in this neighborhood create interconnected social, economic, and physical challenges.	North of Main neighborhood residents have low incomes, poor health outcomes, and low levels of education and skills. The neighborhood also has poor housing quality and issues related to public safety and overall quality of life. The problems are considered related in that poor physical conditions lower social cohesion and limit aspiration for personal or neighborhood improvement.	There is disparity in business ownership between white and Hispanic residents. The desire is to increase connection between economic opportunity for Holyoke residents to the city's innovation-focused economic development strategy and downtown revitalization efforts.	Family economic insecurity impedes the academic success of Lawrence students who will compose the future workforce for the city.	Point neighborhood residents have weak connections to the economic and civic life of Salem.	A substantial portion of Somerville's youth lacks the education, career-specific, or soft skills to connect with emerging employment opportunities in the area.
Result	Transform Shurtleff-Bellingham from a high-poverty and transient neighborhood to a place where the poverty and mobility rates both drop by 30%.	North of Main will be a place where people want to live, work, and invest.	Increase the share of Holyoke businesses that are Latino-owned from 9% to 25%.	Increase family income by 15%.	Improve key socioeconomic characteristics of Point residents, including income, poverty, and employment levels to mirror those for all Salem.	Reduce unemployment among low-income, out-of-school youth by 10%.
Initiative	Improve property conditions through stricter code enforcement, homeowner education, and new investment products. Improve quality of life through development of community standards and resident engagement. Improve economic well-being by connecting residents to education, workforce development, and other social services through aggressive outreach and an integrated referral system.	Team is in a planning stage, working toward a specific plan to improve the quality of the housing through a likely focus on the role of inspections and the Board of Health; increase safety of the community and its walkability; and improve the cleanliness of the community.	Identify emerging entrepreneurs and connect them to the many existing resources within Holyoke to support them in realizing their entrepreneurial venture or project.	Develop Family Resource Center that will serve as the central parent interface with the school system and serve as a one-stop shop for a variety of services, including specialized adult education and certificate training, financial coaching, expanded access to childcare and healthcare, and services for youth around internships, scholarships, and employment.	Develop a commercial and retail corridor plan. Offer contextualized English language learning opportunities in the Point neighborhood. Offer specialized training for Point entrepreneurs. Conduct a voter registration drive and leadership development program for Point residents.	Build strong relationships with local employers and provide a combination of soft and hard skills training to youth with the goal of placing 15-20 young people into full-time employment.

Many of the cities spent months developing their WCC initiatives. Their proposed work plans were generally predicated upon receipt of a \$700,000 three-year grant. However, only one of the six cities actually received such a grant. As a result, many of the cities have spent considerable time since receiving the award either fundraising or figuring out a way to scale back the work to match the grant allowance. This has been a particular challenge for Salem and Somerville, which each received a one-year seed award to start the work in the original proposal.

Each of the cities is focused on a large-scale result to be achieved over a 10-year period. The WCC grant funds are intended to start or further their efforts, depending on their starting point, but not intended to see them through to that long-term outcome. The strategies being implemented by the winning cities are considered tools for learning and collaboration out of which system change might emerge that will further the scale of impact beyond what the grant-funded projects can achieve. At baseline, it does not appear that any of the cities have mapped out a deliberate strategy of how to move from implementation of the individual projects to the scale necessary to achieve their 10-year goals. The following table illustrates the ways that stakeholders currently think their initiatives should impact systems.

System Change: Stakeholder Views on Key System Changes that local WCC Collaborative Should Address

	Chelsea (#/%)		Fitchburg (#/%)		Holyoke (#/%)		Lawrence (#/%)		Salem (#/%)		Somerville (#/%)		Total (#/%)	
Changes in policies/procedures of city departments	4	9.1%	10	16.4%	1	6.7%	3	5.2%	0	0.0%	0	0.0%	18	7.9%
Changes in policies/procedures of employers	0	0.0%	0	0.0%	0	0.0%	10	17.2%	2	8.3%	4	15.4%	16	7.0%
Changes in policies/procedures of nonprofits	0	0.0%	1	1.6%	0	0.0%	2	3.4%	0	0.0%	2	7.7%	5	2.2%
New mechanisms for consulting/engaging those directly affected by the initiative's core problem	7	15.9%	15	24.6%	3	20.0%	14	24.1%	8	33.3%	6	23.1%	53	23.2%
Greater accountability to outcomes by the partners at the table	7	15.9%	4	6.6%	1	6.7%	3	5.2%	3	12.5%	2	7.7%	20	8.8%
New uses of data to refine/develop effective programs	8	18.2%	14	23.0%	1	6.7%	9	15.5%	6	25.0%	5	19.2%	43	18.9%
Resources reallocated to the more effective service providers	2	4.5%	7	11.5%	1	6.7%	2	3.4%	1	4.2%	1	3.8%	14	6.1%
New referral processes	6	13.6%	1	1.6%	4	26.7%	3	5.2%	2	8.3%	2	7.7%	18	7.9%
New systems for information sharing	8	18.2%	6	9.8%	4	26.7%	10	17.2%	1	4.2%	4	15.4%	33	14.5%
Other	2	4.5%	3	4.9%	0	0.0%	2	3.4%	1	4.2%	0	0.0%	8	3.5%

Source: Baseline Winning City Stakeholder Survey, 2014

While survey respondents see a number of avenues for pursuing system change, the highest potential areas cited in the survey include new mechanisms for consulting/engaging those directly affected by the initiative’s core problem, new uses of data, and new systems for sharing information. Site visit interviews, however, were unable to establish a clear link between the desired system change and how that change will actually drive the city to the desired scale of impact.

WCC Cross-Sector Partnerships: Baseline Level of Collaboration

Many of the partnering stakeholders came together at the time cities created their letters of intent for WCC; however, many had a history of working together on previous projects. According to the stakeholder survey, the winning cities reported a lower level of previous collaboration than the non-winning cities. Similarly surprising, the winning cities were more likely to respond that they did not communicate at all with partners prior to WCC compared to non winning cities.

Communication: How frequently does your organization initiate communication, on average, with other members of the collaborative specifically related to WCC-related activities? *March 2014*

	Winning (#/%)		High Scoring Non Winning (#/%)		Low Scoring Non Winning (#/%)	
Not at all	216	23.2%	58	15.6%	27	29.0%
Occasionally	400	42.9%	126	34.0%	30	32.3%
Frequently	316	33.9%	187	50.4%	36	38.7%

Communication: How do you currently work with the following partners? *March 2014*

	Winning (#/%)		High Scoring Non Winning (#/%)		Low Scoring Non Winning (#/%)	
We do not work together	211	11.9%	74	8.6%	29	13.7%
Keep partner informed about our work	550	31.1%	224	26.2%	57	26.9%
Manage programs or projects together	267	15.1%	124	14.5%	31	14.6%
Apply for joint funding	172	9.7%	91	10.6%	15	7.1%
Develop and share data together	189	10.7%	114	13.3%	29	13.7%
Coordinate advocacy work together	218	12.3%	132	15.4%	29	13.7%
Conduct strategic planning together	163	9.2%	97	11.3%	22	10.4%

While the exact reason for the difference between winning and non-winning cities in partner communication and collaboration prior to the WCC is unknown, one hypothesis is that the winning cities may have assembled more diverse cross-sector tables, reaching out to organizations not typically engaged in this type of effort.

The baseline ways in which partners report working together suggests there is room for relationships to deepen over the course of the WCC. When asked how they work with each individual partner in their cities’ initiative, in 43 percent of cases stakeholders said they either

did not work with the organization or engaged in the least collaborative form of working relationship—information sharing. Twelve percent said they had no working relationship, and 31 percent responded that they keep partners informed about their work. Only 15 percent of winning city partners manage programs or projects together, 12 percent coordinate advocacy work together, 11 percent develop and share data together, and less than 10 percent apply for joint funding or conduct strategic planning together

A strong foundation for partnership growth is indicated, however. Respondents from winning cities were most likely to respond “agree” or “strongly agree” to all of the following statements:

- Organizations in our WCC collaborative/that worked together on the WCC application trust each other to share information and to provide honest feedback (92 percent).
- Our WCC collaborative’s strategies and practices/the strategies and practices set forth in our WCC application are shaped by information provided by a diverse set of WCC partners (92 percent).
- Different opinions are expressed and listened to amongst members of our collaborative/while putting together the WCC application (83 percent).
- The people involved in our WCC collaborative have open discussions about difficult issues/WCC process had open discussions about difficult issues during the development of the application (83 percent).
- Communication among the people in our WCC collaborative happens at formal meetings (77 percent).
- Communication among the people in our WCC collaborative/WCC applicant organizations happens in informal ways (65 percent).

WCC Cross-Sector Partnerships: Composition and Structure

The size of the official partnerships varies among the winning cities with Holyoke as the smallest partnership and Fitchburg as the largest.

In each city, the partnership includes representation of public, nonprofit, and private sectors. Looking across the cities, the nonprofit sector, which includes both community-based organizations and nonprofit anchor institutions, is the most heavily represented sector, representing approximately half of all engaged partners. The public sector is also well represented at approximately 27 percent and the private sector partners compose a little less than 25 percent of the named partners.

City	Partners
Holyoke	6
Salem	11
Somerville	16
Chelsea	25
Lawrence	31
Fitchburg	33

Source: City leads submitted list of organizations considered active partners for survey administration.

While the figures above represent the official partners identified by the leads at the time of the award announcements, as the work unfolded in the early months of implementation it has become clearer exactly who is part of the table and their role is still unfolding. Some of the cities are struggling between defining an advisory group that provides input versus a governance table that owns the shared result and the strategy implementation. Interviews suggest that, in reality, the number of active partners engaging in decision-making and regular coordination is actually much smaller. In most of the cities, including Chelsea, Fitchburg, Holyoke, Salem, and Somerville, there are a handful of organizations truly driving the work. In some cases, there is a sense that partners were recruited during the application process because it would help the city “win,” but were not deeply embedded in the development of the local initiatives. This appears to be particularly true in terms of the private sector representatives in multiple cities. While a number of cities have strong engagement from anchor institutions representing the private sector, the involvement of the business community beyond the anchors has been fairly low. A number of non-anchor employers have not been deeply engaged since the application process and do not yet have a sense of what their ongoing role in the initiatives will be.

While site visit interviews generally found a moderate to high confidence in the breadth and depth of the partnerships that had been assembled to implement the WCC in the winning cities, in some cases there were concerns about the level of representation of the Latino community in the collaborative. Given the frequently large and rapidly growing Latino population in the winning cities, it will be important for collaboratives to consider how the Latino community engages in the WCC implementation. In particular, this issue arose in interviews in Holyoke where some stakeholders suggested that more grassroots or community-based organizations should be engaged to better connect to Latino residents and businesses. The issue came up in Chelsea with some suggesting that there may be a need to build stronger connections with organizations representing Chelsea’s Latino community. While this has been a source of tension historically in Salem, the city’s recent hiring of a Latino Affairs Coordinator is seen as a positive step and one that may benefit the WCC.

The initiatives have selected a variety of organizational types to serve as the backbone. Regardless of type, most stakeholders across the cities have confidence in their selected organization. Among the implementation cities, three have chosen a community-based organization, two have city departments filling that role, and one relies on a business membership organization to serve that function. The specific entities are listed below:

City	Backbone	Organization Type
Chelsea	The Neighborhood Developers	Community development organization
Fitchburg	Montachusett Opportunity Council	Community action agency
Holyoke	The Greater Holyoke Chamber Foundation	Business membership organization
Lawrence	Lawrence CommunityWorks	Community development organization
Salem	City of Salem	Planning and community development
Somerville	City of Somerville	Economic Development Department

In many cases, the exact role of the backbone organization is still being defined. Perhaps the area that most needs attention related to the role of the backbone is for the WCC collaborative to consider the difference, if one exists, between a backbone organization and a lead. One of the WCC design assumptions was that successful cross-sector initiatives rely on a backbone institution for sustained leadership as well as management and monitoring functions. However, it may be worth considering the degree to which the backbone’s “sustained leadership” should be balanced with shared ownership and decision-making among the broader collaborative. The degree to which the initiatives are currently viewed as an equal collaboration among partners versus organized by a strong lead organization varies across cities. The following table summarizes survey responses describing the structure of collaboration:

WCC Structure: Which structure best describes your WCC collaborative today?

	Chelsea (#/%)		Fitchburg (#/%)		Holyoke (#/%)		Lawrence (#/%)		Salem (#/%)		Somerville (#/%)		Total (#/%)	
A coalition or committee of organizations shares lead responsibilities for the WCC. The coalition or committee shares the responsibilities for organizing and supporting other organizations within our city to achieve WCC goals.	12	75.0%	16	66.7%	4	80.0%	6	26.1%	2	25.0%	1	10.0%	41	47.7%
A coalition or committee of organizations shares lead responsibilities for the WCC. These organizations are working together to achieve WCC goals.	1	6.3%	2	8.3%	0	0.0%	2	8.7%	1	12.5%	0	0.0%	6	7.0%
One organization is the lead and has organized a set of partners to achieve WCC goals.	3	18.8%	3	12.5%	0	0.0%	10	43.5%	1	12.5%	7	70.0%	24	27.9%
One organization is the lead and has organized a set of partners who each support their own group of partner organizations to achieve WCC goals.	0	0.0%	2	8.3%	1	20.0%	5	21.7%	3	37.5%	2	20.0%	13	15.1%
If none of these diagrams exactly describes your collaborative, could you provide a narrative description of its configuration? Please note how it is similar or different from the diagrams presented above.	0	0.0%	1	4.2%	0	0.0%	0	0.0%	1	12.5%	0	0.0%	2	2.3%

The cities vary in terms of the degree to which they see the partnership sharing ownership versus being driven by a single entity. Survey results suggest that Chelsea, Holyoke, and Fitchburg stakeholders generally see themselves as a coalition or committee of organizations that shares lead responsibilities for the WCC. The coalition or committee shares the responsibilities for organizing and supporting other organizations within the city to achieve WCC goals. On the other hand, 70 percent of survey respondents see the initiative in Somerville as led by one organization that has organized a set of partners to achieve WCC goals. Stakeholders in Salem and Lawrence had more differences of opinion on what best described the structure of their local partnerships. In Lawrence, more respondents (43 percent) described Lawrence’s partnership as similar to Somerville, with a single lead organization organizing a set of partners toward a common goal. In Salem, the highest number of respondents (37 percent) felt that their partnership was best described as one organization as the lead organizing a set of partners who each support their own group of partner organizations to achieve the WCC goals.

OVERVIEW OF STRENGTHS AND CHALLENGES

Strengths

➡ *The level of cross-sector collaboration is fairly strong in the Working Cities, though there is room for growth, particularly with the business community.*

Even if the formal collaborations assembled for the WCC are new, many of the key actors in these small cities have worked together previously and often see each other in other venues. The baseline survey suggests that there is room for communication and working relationships among stakeholders to deepen over the course of the WCC, but that the baseline level of familiarity and interaction is high. Collaboration is strongest within sectors as opposed to across sectors. For instance, many nonprofits in each city have a history of partnering, although some compete for funding. Cross-sector collaboration at the scale envisioned in the WCC initiatives has generally been less common. The level of historic collaboration between local government and the business or nonprofit communities varies by city. The area that offers the greatest opportunity for growth is deepening the collaborative relationships with the business community. In a number of cases, business engagement is still evolving. Historically, the business community has most frequently engaged in cross-sector “tables” as board members to the nonprofits. The shift from board member to partner, from oversight to active engagement, is one that will take time and effort on the part of the collaborative and may require some support from the WCC. In general, the winning cities need to place more attention on creating meaningful opportunities for engagement with the business community to foster that deeper level of collaboration.

➡ *City stakeholders have confidence in the baseline capacity of the cross-sector partnerships to carry out their initiatives’ ambitious goals.*

Given that the WCC cross-sector partnerships are relatively early in their formation, stakeholders are quite satisfied in how they are functioning. The baseline survey found that the majority of respondents in winning cities have positive views on the roles and processes of their cross-sector partnerships agreeing that:

- People in our WCC collaborative have a clear sense of their roles and responsibilities (61 percent).
- Our WCC collaborative makes decisions in a timely manner (73 percent).
- The decisions made by our WCC collaborative have broad support from collaborative members (82 percent).
- Our WCC collaborative has tried to take on the right amount of work for the WCC timeframe (67 percent).

➔ *Strong government leadership is a positive in a number of cities.*

A number of the winning cities are noted for their strong municipal leadership. These high-capacity and highly visible figures in the community have no doubt contributed to the ability of these cities to compete successfully in the WCC. Stakeholders in Salem and Chelsea both indicate the commitment and engagement of their cities' mayor or manager to the specific WCC initiative is an asset to their work. The involvement of the new mayor in Lawrence is also considered a positive and people have high hopes for his leadership in the city, but his impact is still largely unknown given how recently he was elected. Somerville is also known for its innovative, dynamic mayor. Given the relatively small WCC grant award Somerville received, it appears likely that the mayor will have minimal involvement in the initiative going forward. Fitchburg's mayor, also considered a visionary, was highly involved early in WCC. As she hands off more of the city's engagement to other municipal leaders, the city's commitment and role have become less certain.

Strong mayoral leadership brings obvious benefits to the cities, but it also carries some risks for the WCC initiatives. Given the value placed on *shared* ownership of the cross-sector partnership in the WCC initiative design, both individual cities and WCC staff should be conscious of the potential for these cities' forceful leaders assuming a dominating role in the governance structure. If the local initiatives become overly-dependent on any single figure or organization, the collaboration is less likely to lead to the desired improvements in the broader civic infrastructure of these communities. An alternative risk is that if the strong leader focuses on other community priorities, it may be difficult to maintain momentum of the WCC-supported effort.

While this is a risk to be recognized, it does not appear to be an immediate concern as evidenced by stakeholder response to a survey item that specifically asked about the role of the mayor. Eighty-two percent of respondents in winning cities agreed or strongly agreed with the statement, "If a new mayor was elected in my city next year, the work proposed by the WCC initiative would continue to move forward."

➔ *Stakeholders are committed to the goals of achieving large-scale results for their community over the long-term regardless of the level of funding offered through the WCC.*

Despite the challenges of achieving their ambitious visions, the cities are confident that they will see this work through. This is true for both winning and non-winning cities. Survey results indicate a confidence in the lasting nature of the WCC partnership: 89 percent of winning and non-winning organizations believe that their WCC applicant team will still be working together

on a collaborative project three years from now. That is, 95 percent of winning cities strongly agree or agree with that statement, and 80 percent of non winning cities.

Challenges

➔ *More thought is needed on whether a small leadership group driving the work, as is emerging in a number of cities, can achieve the broader WCC vision around collaboration.*

Much of the WCC theory of change is built on the changes likely to emerge from the collaboration built from the broad engagement of a diverse set of partnerships. However, there are signs at baseline that the broad stakeholder engagement envisioned may not be feasible for rapid implementation. In a number of cities, an inner circle of leaders is driving the work. In some cases, the number of named partners is relatively small, like in Holyoke. In other cities, like Chelsea, Somerville, and Fitchburg, the size of the cross-sector partnership on paper may not reflect the actuality of the work. In these cities, a core group appears responsible for implementation and appears to utilize the broader partnership at best in an advisory capacity. Some stakeholders listed as active partners revealed in interviews that they do not have clearly defined roles or responsibilities with respect to implementation. A few have had limited engagement since the application process.

The emergence of core groups in many communities may reflect the reality that there is a limited number of organizations with the time, capacity, resources, and desire to move the initiative forward on a daily basis. However, it is incumbent on the local leaders and the WCC staff to think carefully about the relationship of the core group to the broader cross-sector partnership. Can the broader goals of the initiative be achieved if implementation rests in the hands of a few leaders, most of whom have long histories of collaboration already? What decision-making should rest with the core group and what requires the vision of the broader group? What lines of authority should be drawn between the core group and the broader group? Should the core be viewed as the leaders and the rest advisors, or should the core be the implementers while the broader group maintains the leadership decision-making authority?

➔ *In some communities, work remains to engage key segments of the population.*

While overall the winning cities have assembled broad cross-sector partnerships, there are signs that more work is needed in some cities to fully engage two particular segments of the community, the immigrant or Latino community as well as the business community. In many cases, organizations representing these constituencies are signed as partners, but have been less engaged in planning and early implementation. In other cases, like Holyoke, there is likely a need to formally add new partners.

➔ *Initiatives need to think strategically about how to engage multiple levels of staff within some key organizations.*

Securing the commitment and engagement of one or even a couple of representatives of an organization to the local WCC initiative may not be sufficient. Some cities are struggling with how to translate the commitment of the mayor to the next level of city management. Can the mayor or city manager lead the WCC engagement without getting city agency heads on board in a meaningful way? In some cities, there appears to be a need to get the message to the “boots on the ground” to generate the level of change needed in communities. Similar issues

arise around engagement of the business community. Careful consideration will be needed about whom within a business organization is best to engage. Depending on the approach of the initiative, the partnership may need to engage the president or general manager, community outreach managers, human resource managers, or supply chain managers.

➔ *WCC partnerships will need to consider how to align the goals and interests of their initiatives with other community priorities.*

Site visits revealed that in a number of communities there is either a lot of interest in or alternative initiatives underway that could be seen as either complementing or competing with the WCC efforts. For example, in Chelsea and Fitchburg, there is a lot of concern about the vitality of commercial activity. The WCC-targeted neighborhoods border the main commercial corridor but neither initiative has specifically aligned the neighborhood efforts with the efforts to revive commercial activity. In Lawrence, interest in a downtown development plan appears to have emerged from the WCC planning process. How those efforts will coordinate their outreach to the business community is unclear. The WCC initiatives will need to consider how best to coordinate with these related streams of work. Without effective alignment, synergistic opportunities could be missed or, worse, community energy and resources could be diluted by the multiple initiatives.

➔ *Stakeholders in the winning cities generally agree on a broad vision of change, but there is work to be done to reach that level of consensus and shared ownership on the approaches to achieving that vision.*

Most cities have developed a collaborative vision of what improvement they want to see in their community and who would be the beneficiaries of that improvement. Ideally, this should help to build unity among the stakeholders and clarity of focus to help keep the partnerships on the critical path. Beneath the 10,000-foot-level, there is more work to build a unified vision and accompanying strategies in many of the cities. In Salem, individual stakeholders emphasize different strategies depending on their particular interests with some focusing more on employment and others focusing on building civic leadership of Point residents. In Lawrence, the differences revolve around the degree to which the effort should focus on changing the immediate economic condition of parents versus focusing on the youth. In Chelsea, everyone agrees to the vision of improving the Shurtleff-Bellingham neighborhood, but the partnership does not yet seem to have a clear strategy for implementation or partners' roles and responsibilities to move all of the work forward. In Fitchburg, stakeholders are in agreement about the neighborhood focus and the utility of developing a report card of indicators by which to track progress, but parties have not reached a consensus on how to improve the neighborhood. At this point, the differences manifest themselves around questions of the degree to which neighborhood improvement will come from improving the well-being of existing residents versus improving the neighborhood through a mix of current resident gains and the addition of new higher income residents.

➡ *Some of the cities have articulated dual goals for their initiatives, seeking benefits to not only a specific group of residents, but also to a specific physical neighborhood. These cities may need to grapple with the inherent tensions related to resident mobility and gentrification that make the dual goal difficult to achieve.*

Chelsea, Salem, and Fitchburg all offer compelling reasons why achieving change in a single neighborhood is beneficial to the city as a whole. The approaches, in essence comprehensive community development strategies, come with a unique set of challenges for the partnerships. First, it can be difficult to settle on a single large-scale result when trying to achieve outcomes related to people and place. Second, mobility of residents can make it difficult to connect the people and place goals. The results of many comprehensive community initiatives suggest that it can be difficult to improve the well-being of residents and retain those individuals as their economic circumstance affords them the opportunity to move to a “better” community. Alternatively, improving “place” can lead to an influx of higher-income residents potentially displacing the original population targeted for economic gain.

➡ *While cities all understand that data are a critical element of the WCC Initiative, they struggle with what measures are most important to their work, how to access the data of interest, and what systems they will use.*

The winning cities understand the premium that the collective impact model generally, and the Boston Fed specifically, places on data measurement, but most struggle with how best to implement this aspect of the WCC model. Even after substantial attention in the first months of the initiative, much work and thinking remain to be done in order for data to be a meaningful input in shaping the initiative. Most cities continue to struggle with multiple questions: What measures are most relevant to testing the critical hypotheses posed by the initiatives? What measures will show that cities are moving in the “right” direction? Do the “meaningful” data exist? If the data exist, how can the partnerships overcome hurdles such as individual privacy laws to access the information? When relevant information resides within multiple organizations, how can information readily be pulled from different information systems? The findings of stakeholder interviews align with survey findings on this point. The survey asked stakeholders to agree or disagree with the statement, “The collaborative has developed indicators to measure progress toward its goals.” While 53 percent of respondents indicated agreement, this was lower agreement than seen on most other topics.

The Boston Fed recognizes that the cities need support to implement a data driven approach to testing their assumptions, measuring their progress, and refining their approach. As a result, data has been a major focus at the first two learning communities. Ultimately, the unique circumstances of each initiative may make additional individualized technical assistance and support necessary.

➡ *It may be difficult to see direct progress toward the cities’ large-scale results in the timeframe set by the WCC grants. Available data are likely to offer more programmatic insights, but the link between program success and a larger population impact may be difficult to see in the three-year timeframe.*

Given the projects proposed and the length of the grant cycle, it is not entirely clear that outcomes data will be available in a timely enough fashion to shape learning and inform new approaches to changing policies, practices, or funding cycles likely necessary to achieve the

scale of impact the cities have chosen in the large-scale results. Particularly for seed cities, data related to WCC implementation will, in all likelihood, be linked to the outputs of grant activity. It is unclear whether the cross-sector partnerships will have the information to grapple with whether those outputs translate to the broader population-level outcomes they seek.

➡ *Cities will likely need more support in shaping their deliberate strategies to achieve the desired large-scale result.*

As cities move to implement their work plans and measure their progress, they will likely need some WCC assistance, guidance, and even pushing to elevate the local work from narrow project implementation to something that can achieve their articulated large-scale result. What is the path for Somerville to move from training 15 to 20 individuals to ultimately reducing unemployment among low-income, out-of school youth by 10 percent? In Holyoke, are there other barriers that need to be addressed beyond the introduction of a training program in order to substantially increase the share of Latino-owned businesses by 2020? To date, the primary WCC intervention has been the learning communities in which the primary emphasis was related to data measurement. While important, the cities will likely need additional help thinking about the *strategies* that will allow them to achieve the outcomes to be measured.

Value of the WCC Intervention

The intent of the baseline evaluation was to both document the current status of WCC cities and their progress to date, but, in addition, it sought to document the value of the WCC as an intervention in catalyzing progress. As a result, both the survey and interviews had a dual focus of assessing the cities' baseline conditions with respect to the WCC goals and simultaneously ascertaining feedback from city stakeholders on how their interaction with WCC had influenced those conditions to date. The evaluation, however, did not spend equal time on both aspects of the evaluation. In recognition of both limited resources for evaluation and a desire to not overburden city stakeholders with a time-consuming interview process, the survey and interviews prioritized information on the progress in the cities making the formative feedback on interaction with WCC secondary. Formative questions were more general and broad-brush and generally took less time during interviews than the baseline outcomes questions. Despite the secondary focus, stakeholders had ample insights and perspectives to share. The content of this chapter captures stakeholders' views on the unique value-added that WCC offers.

APPLICATION AND SELECTION PROCESS

Distinctive Elements

The intensive and ambitious application and selection process was designed to achieve broader outcomes than the selection of a set of winning cities. The competition, combined with a hands-on application process and a rigorous application, was designed to spur both thinking and collaborative action intended to not only produce high-quality applications, but also hopefully to build capacity and collaborative leadership of the cities regardless of the outcome of their application. There were four notable elements of this process:

1. *Active WCC engagement during application process:* While many grantmaking processes involve the issuance of a Request for Proposals and perhaps a bidders conference prior to submission, the WCC application process involved extensive work with the teams prior to submission. All application cities were required to send teams of stakeholders to attend pre-application workshops. WCC staff also conducted site visits to a subset of application cities following proposal submission.
2. *Requirement of single application per city:* While cities could submit more than one letter of intent, ultimately a city could only submit a single application for WCC.
3. *Requirement that applicant be a cross-sector team:* The applicant team needed to include representatives of the public sector, nonprofit, and business community.
4. *An independent, merit-based selection process:* The final selection of cities relied on an independent, nonpartisan jury selected for its broad and relevant expertise. Jurors were required to disclose potential conflicts (past or present) with eligible Working Cities, applicant team members, or with their personal financial interests. No Boston Fed officer or employee served on the jury. The jury included Mayor John DeStefano, city of

New Haven; Danielle Duplin, vice president of innovation, Fidelity Investments; Amanda Fernandez, vice president of diversity and inclusiveness, Teach for America; Ben Hecht, president and CEO, Living Cities; Marty Jones, president and CEO, MassDevelopment; Judith Kurland, executive director, Center for Community Democracy and Democratic Literacy, UMass Boston; Lisa Lynch, dean of Heller School for Social Policy, Brandeis University; Dan O'Connell, president and CEO, Massachusetts Competitive Partnership; and Lewis H. "Harry" Spence, court administrator, Massachusetts Trial Court.

Strengths and Challenges in the Application and Selection Process

➡ *Cities see the request that each city submit a single application for the WCC grant as the most influential component of the application process on the working relationships among partners.*

According to the survey, 54 percent of all respondents saw the requirement that each city submit a single application focused on a single idea as very influential on the working relationship with other WCC partners. Both winning and high-scoring non-winning cities found this to be the most important element, although even more winning city stakeholders found it to be very influential. In Holyoke, this requirement came into play after three different organizations submitted letters of intent, which then led to a series of convenings to develop a shared vision. As one stakeholder described, “Well, we can’t, each one of us, put an application and we have to come up with one... Like my colleague said, ‘We all put our choice on the table, we shared our toys, and we started playing, and we saw that probably you were using my toys in a different way than I was using my toys, so I learned something new.’ ...it was finding what we do have in common that was the main thing. What do we have in common and try to work off of that.” In Lawrence, the single application emerged from a series of brainstorming sessions followed by broader community engagement and consensus building among interested stakeholders to reach a shared priority for the work. Even non-winning cities saw the value of this approach. One stakeholder from a non-winning city stated, “Requiring a single application from each city was a good strategy to reduce unnecessary competition and promote a unified agenda.” Another non-winning city added, “The WCC provided us with a strong reason to bring together the various stakeholders in the city. The process was well-organized and allowed time for discussion, sharing of ideas, and creating a unified goal.”

Other elements considered highly influential in terms of fostering collaboration among partners included working with team to prepare the application package (43 percent), site visit by Boston Fed staff (37 percent), and preparation for jury review (31 percent).

The preparation of the application package was the most influential part of the application process to understanding the work organizations do in their city, seen as very influential by 42 percent of respondents. Other aspects considered very influential in understanding the work organizations do in their city included the requirement to submit a single application focused on a single idea (40 percent) and the site visit by Boston Fed staff (33 percent).

➡ *The applicant workshop was considered the least influential component of the application process in terms of either its influence on collaboration or the understanding of the work in the city.*

Roughly half of respondents said that the workshop had little or no influence or was not applicable, most likely because they did not attend. The workshop, held fairly early on in the process, may not have drawn the most relevant stakeholders to advance the work. In general, the size of the teams gathered may not have been of the scale needed to have a significant influence on the work. However, there may have been additional elements of the structure that reduced its value. At least one lead applicant (from a non-winning city) noted, “... it was weird we were supposed to be sharing ideas but then you have your ‘competitors’ there and the ‘judges’ walking around. We were required to bring a certain amount of people. That was the time I had people literally cancel their whole day to attend. So I go there and they had such an interesting structure for what we were supposed to do and nothing we could really use—like I said, we already had hundreds of meetings and conversations about this! We already had the vision—we just needed the money.” For some, the workshop was better timed to catalyze their work. One non-winning city lead noted, “At the beginning it was a sort of workshop they held in town—a few of us went, and that was really helpful to us in putting our project into place. [We were able to] organize and outline our project, figure out our weak areas, and who we needed to include. After that meeting, we reached out to a few more community partners—we tried to provide more services as part of the whole project...That workshop was very, very helpful...It made it more of a solid idea.”

➡ *Overall, the application process generated mixed reactions from applicants. Many felt there was room for improvement.*

While a number of stakeholders viewed the discussions in their community generated by the application process as useful and productive, and some called the application process well-organized overall, site visit interviews found that many had a negative view of the application process. Many regarded it as heavy on “process.” One described it as “very cumbersome, with many steps to it.” Others expressed doubts that the grant amount was worth the level of effort involved in the application, which was considered by some to be lengthy and complicated.

➡ *The competition aspect of the application process appears to have generated some ill will.*

While many extol the virtues of competition, it is worth considering the downsides of that process as well. For some that did not win, there is a bitterness or sense of unfairness about the process. A few think their city did not get a fair review. In a few cases, stakeholders felt that whom the cities were able to bring to the presentation, on relatively short notice, influenced the perception of their cities. Others felt the process seemed to favor pre-existing programs over real system change. Some had difficulty seeing how the selected cities’ proposals were more innovative or more prepared than some that lost out.

Feedback on Early Implementation

The evaluation team spoke with a number of stakeholders in each city in early April as part of the baseline evaluation. At that time, stakeholders were in the process of, or had recently completed, the re-scope of their work plans and budgets, had attended one learning community, and many had also hosted site visits with the Boston Fed president Eric Rosengren.

The combined pressure to showcase their community at site visits, attend two learning communities, all while re-scoping their work plans and revising their budgets, contributed to the overall stress of the first few months. The intensive demands of this period likely affected stakeholders' perspectives at the time.

➔ *Many of the cities have been challenged to redesign their initiatives to fit the level of funding they actually received.*

Only one of the six winning cities, Lawrence, received the full amount of funding requested. At least one city, Chelsea, has resisted downsizing its initiative and has instead focused on fundraising to move forward with the full vision developed in the planning process. The others have struggled to figure out what components of the larger initiative should continue to be funded. Some stakeholders report that adjusting to lower levels of funding has caused friction among partners who have differing views of how the reduced funds should be allocated.

For the seed cities, the challenge was compounded by not only less money but also less time to implement since their seed funding lasts for only a year. Some seed city stakeholders continue to hope that if they perform well with the seed funds that they will be competitive for future rounds of grant funding.

Some stakeholders had hoped that they would receive more guidance or assistance in re-scoping their work to match their lower funding level. Beyond the challenge of revising strategies, cities have some concern that the Boston Fed has not modified its view of the anticipated outcomes to align with the level of grant funding actually provided.

➔ *The learning communities appear to be a valuable tool to communicate the WCC's priorities and provide additional focus on areas where the cities need work. That said, feedback during site visits suggests the model may require further adaptation from versions used in The Integration Initiative to accommodate local conditions.*

In the first few months of implementation, the WCC organized two one-day learning communities for the six winning cities, one in March in Fitchburg and one in May in Somerville. Based on surveys administered by the Boston Fed at the end of each learning community day, response from participants has been quite favorable. Participants were asked to rate each session on a scale of 1-5. Most sessions received average scores above four, some as high as 4.8. In both learning communities, the time or sessions interacting with the city-specific teams were most highly rated, and the cross-site or peer interaction received the lowest scores.

Evaluation site visits were conducted in early April, just weeks after the first learning community. During those visits, many respondents shared frustrations and concerns about the learning communities. The sentiment is difficult to reconcile with the highly favorable survey responses provided to the Boston Fed. Perhaps the stress of those early months of implementation, when cities were pushed to re-scope their work, complete new work plans and budgets, and (for some) to organize site visits hosting the Boston Fed president, colored their perception of the day from one of resource to one of obligation. Regardless, the perspectives shared during the site visits are worth further consideration.

➡ *Many stakeholders indicated that the learning communities were an unexpected commitment of time and resources. Many felt the requirement was excessive given the size of the award.*

Some partners seemed surprised about the expectation that they attend the learning communities. Several noted that they had not budgeted for it and saw it as a financial and temporal strain. Some partners chose not to attend due to resource limitations. One core partner noted, “...we were not able to [attend] unfortunately because of staffing time—it was not in the funding for the program and so for us, if we knew of it, we could have worked it into our funding stream, and how we seek work and things. I would have liked to attend it.” A stakeholder from a seed city noted that given the reduction in funds (as compared to the requested amount) the time they spent at the learning communities is donated time.

➡ *Many felt that the focus on team planning time would be more beneficial if held in their home cities.*

The learning communities were structured to allow significant time for the teams to work together on goal and strategy development, use of data, and governance. The challenge was that a number of cities were unable to recruit the full complement of partners needed to advance these discussions at the offsite. A number of people suggested that it would be beneficial for the Boston Fed to facilitate similar conversations in their home city to allow more partners to participate.

➡ *Some suggested that the learning communities were a valuable platform to encourage peer exchange, but were concerned that that element had been underdeveloped in the sessions.*

Some stakeholders were interested in learning more from the other teams—their approach to the work and their challenges. For initiatives with similar focus, stakeholders would also like to delve into content-specific expertise that could advance their on-the-ground efforts. In the words of one frustrated stakeholder, “It’s frustrating because they tout it as a way to learn from one another—we didn’t share ideas or collaborate with one another. We each stood up and said what we were doing, but no exchange...”

The mixed feedback suggests that more reflection and refinement of the model is needed prior to rolling out the next learning community. Given the relative proximity of the six winning cities, there may be a need to bring more of the learning community resource to the individual communities so that the full team of partners can deepen their understanding of the WCC goals and approach, benefit from staff expertise and facilitation, and participate in the group planning exercises. This would allow the technical assistance to be more customized to the needs and capacity of the individual cities, meeting them where they are and providing sufficient intervention to move them forward.

A second takeaway from the feedback regarding the learning communities is the need to better communicate expectations, commitments, and how the WCC differs from typical grant programs. In terms of communication, it is clear from the variety of feedback that city stakeholders need more advanced notice of important dates to assure attendance. In addition, it appears that more communication is needed with the city leads to strategically think about who should attend the learning communities in order to advance the work. *Who* attends and not just *how many* will likely make a difference in the perceived value of the day. Finally, the

feedback on the learning communities suggests that some still see the WCC as a grant program similar to other state-funded Gateway City grants. If a stakeholder perceived the WCC as a straight project funding opportunity, the additional obligations may seem extraneous and burdensome. If stakeholders understand the WCC's emphasis on the collective impact tables and the broader desire to build cities' civic infrastructure, the additional time focused on team process may seem more relevant.

INITIAL OUTCOMES

➔ *Cities have begun to leverage the WCC funds.*

In Chelsea, the city increased its financial commitment to the initiative by an additional \$225,000, supplementing the \$375,000 originally offered in the proposal. Salem, which received only one-seventh of the money for which it had applied, has worked to identify alternative sources. The Salem team raised approximately \$50,000 in additional resources, including \$25,000 from Metropolitan Area Planning Council's Direct Local Technical Assistance funds. The city of Salem is providing a local match of close to \$24,000 (CDBG funding) to supplement the WCC programmatic elements.

Three cities are even working collaboratively to secure additional funds to support the WCC initiatives in their respective communities. The community development corporations in Fitchburg, Chelsea, and Lawrence jointly submitted a funding proposal to NeighborWorks, the national network of community development organizations of which they are all members.

➔ *Through the work of the city, Chelsea's initiative is the first to demonstrate initial outcomes.*

The city, which is taking the lead on the stream of work for the Shurtleff-Bellingham initiative focused on improving housing conditions, has been able to move quickly to implement policy changes to advance that work. For instance, after holding a convening of residents, businesses, and other stakeholders, it drafted a set of 15 standards of behavior aimed at improving the neighborhood and strengthening the community. The standards are to be adopted citywide.

The city has also been able to move quickly to increase housing inspections. The city passed an ordinance that changed the required frequency of housing inspections to every five years, rather than solely at the point of tenant turnover. The city also approved funding for additional housing inspectors to be added.

➔ *Many of the non-winning cities hope to continue the work the team planned during the application process.*

The vast majority of survey respondents from non-winning cities noted that their organizations intended to continue to work toward at least some of the goals their team identified during the WCC process, including 89 percent of respondents from high-scoring, non-winning cities and 67 percent from low-scoring cities. In the words of one non-winning city stakeholder, "I was very proud to see how my city stepped up to this challenge. I feel we have established a working relationship with organizations that never communicated before. As a result, I feel we are utilizing our resources better and being a little more inclusive than we've ever been before." Another non-winning city noted, "I think some of those connections are going to last now—now

we have a really good relationship with [names removed] that's key. I don't think we would've had that otherwise. We can go to them with questions or refer people there."

Overall, funds may be a barrier, however. Only 36 percent said they had identified potential funding sources to support these activities. It appears the strongest outcome for most non-winning cities is the forging of some new relationships. Execution of the core work of the proposals is more difficult without funds. As one non-winning city noted, "As far as the whole concept we are trying to achieve, without the funds to put someone in charge, we just couldn't do it."

Concluding Reflections at Baseline

The primary purpose of this report is to highlight where the six cities are at the start of the WCC implementation. The findings will be relevant as a point of comparison for the WCC and the evaluation team to track cities' progress over the three years. In addition, the findings should help to focus the WCC on areas where the cities are likely to need additional support and technical assistance in order to realize the visions set out in their proposals. Finally, the formative feedback on the interaction with the WCC to date can help to shape the form of future assistance. The conclusions highlight some of the critical themes that have emerged from baseline research and briefly suggest some implications for moving forward.

WINNING CITIES AT BASELINE

While the winning Working Cities are at the start of implementation, much has been accomplished in the application and early implementation period. The rigorous application process nurtured new relationships as broad representation from the community was brought to the table. By requiring a single application from communities, the WCC forced stakeholders to come together, hash through competing priorities, and reach consensus a single community goal and approach to advancing their community. While much has been accomplished, there is still more to be done to achieve the ambitious goals set out by the WCC. The report provides substantial detail about the approaches, partnerships development, and the accompanying strengths and challenges the cities will need to grapple with as they move forward. As a closing reflection, it is worth stepping back and considering more broadly where the cities are currently with respect to the broader goals and theory of change articulated by the WCC.

➡ *Have the cities established a common vision?*

Stakeholders in the winning cities have generally rallied around ambitious goals that articulate their vision for the future. The vision statements are galvanizing and motivating the partnerships as they begin implementation. To take this to the next level will require additional work within the partnerships and additional effort to communicate and align the partnerships' vision with other efforts in the community.

➡ *Are the cities prepared to implement bold, promising approaches that have the potential to transform the lives of low-income people?*

There is a range of preparedness among the winning cities. Some cities' applications had not clearly articulated their strategies, so early implementation has required additional work to develop the specific interventions to achieve their articulated goal. In other cities, one stream of work had better clarity in the application, but others required more attention. In cities that had more detailed strategies articulated in the application process, the varied level of the WCC funding ultimately awarded has meant significant reworking of the strategies originally considered. As the cities further hone their strategies and prioritize what to keep and what to shed from their budgets, there does not appear to have been priority placed on necessarily retaining the most "bold, promising" approaches, but rather what was achievable given the capacity in place, potentially more measurable, expedient, and perhaps influenced by

stakeholders' interpretation (correct or incorrect) of what mattered most to the Boston Fed. Even the cities with the most fleshed out plans at baseline could benefit from further thinking about how their approach represents a substantial improvement over the existing system.

➔ *Have the cities built strong cross-sector tables that could eventually influence the strength and resilience of the cities' civic infrastructure?*

The winning cities have made great progress in building cross-sector partnerships. The partnerships have engaged high-capacity organizations to participate. Most partnerships have breadth—diversity of engaged stakeholders across sectors and depth—stakeholders who are deeply involved and willing to devote time and resources to leverage the WCC grant funds. The partnerships can build on a fairly strong base of existing collaboration.

Despite the strength of the partnerships to date, there is room for improvement. Collaboration is strongest within sectors as opposed to across sectors. In particular, the winning cities need to place more attention on creating meaningful opportunities for engagement with the business community to foster that deeper level of collaboration.

Further thought can be given about how to structure the cross-sector tables going forward in ways that maximize the benefits of broad collaboration with the realities of relying on a small group of capable committed leaders to move the work forward quickly. In a number of cities, an inner circle of leaders is driving the work. In other cities, the cross-sector partnership on paper may not reflect the actuality of the work. Together, the WCC staff and the cities should grapple with the questions of whether a small leadership group driving the work can achieve the broader WCC vision around collaboration leading to improvements in civic infrastructure.

➔ *Do the cities have strategies that move beyond programs and projects to focus on transforming systems?*

As cities move to implement their work plans and measure their progress they will likely need some WCC assistance, guidance, and even pushing to elevate the local work from narrow project implementation to something that focuses on "transforming systems" to achieve their articulated large-scale result. The WCC theory of change suggests that system strategies emerge after the WCC-supported collaboratives implement their specific programs and then learn from that work how the system might be altered to achieve better results. The WCC may want to build a foundation of system-thinking so winning city collaboratives are ready to act on opportunities as they arise. Further focus on the system and system barriers may surface areas where the collaboratives have sufficient information currently to pursue deliberate system change strategies even in early stages of implementation.

IMPLICATIONS FOR THE WCC

➔ *The cities will need more guidance and support to clarify and refine their strategies.*

The baseline review found that most cities will require further work to move from concept to operational implementation. In many ways, this is natural and expected for this stage of the collaboratives' development. A component of this work should be further refinement of the work started at the WCC-sponsored March learning community, around the hypotheses that are being tested by the strategies. Alternatively, cities may need to draft a theory of change

that explains how they believe their strategies will achieve their desired result. Not only should that thinking lead to more effective strategies at the outset, it should also help to clarify what interim measures are best able to demonstrate the progress.

➡ *As the Boston Fed adapts the approach used in The Integration Initiative to suit its own goals and circumstances, it is worth further considering how the model should evolve based on the size of the cities involved.*

The WCC is an adaptation of Living Cities' The Integration Initiative. In the spirit of adaptation, the Boston Fed and the WCC steering committee may want to consider how the size of the cities engaged should influence the WCC model and the complement of support given to the cities through the initiative. The baseline analysis identified two areas where perhaps more thought is needed about how city size affects the model:

- *Size and breadth of the cross-sector partnership:* As discussed earlier, some of the winning cities assembled broad cross-sector partnerships during the application process, but the actual level of engagement of that broad group has been fairly low in early implementation. More thought is needed on whether this is a deviation from the model that needs to be "corrected," or whether this smaller core leadership group is reflective of the reality of small cities and should be accepted as a reasonable adaptation of TII approach when transferring it from a city of 500,000 to a city of 50,000 residents.
- *Learning communities:* Within TII, these multiday sessions have been a highlight of the cities' involvement with Living Cities. Over time, attendance at TII learning communities has united teams, served as a tool for engaging critical stakeholders who have been on the periphery of the city efforts, and exposed a broad set of cross-sector practitioners to new concepts and approaches to accelerate the work.

Based on feedback from stakeholders at baseline and observation by the evaluation team at the first two WCC learning communities, the model used for the smaller cities may need additional refinement. Through the Gateway Cities initiative, most have already been grouped as a cohort of peer cities. To bring the peer interaction beyond what the core nonprofit and public sector stakeholders might engage in through other statewide convenings or conferences may take some additional thinking and possibly resources. A separate challenge is that some cities have had trouble in the teamwork sessions because they have not had all or most of the critical, stakeholders present. The size of the grants are smaller than those awarded in the first round of TII, so stakeholders have had a more difficult time justifying the loss of an entire day of regular work time to attend the learning communities. WCC staff may want to balance learning community convenings with more WCC staff-facilitated working sessions in the winning cities that allow the full teams to participate and benefit from the WCC guidance.

IMPLICATIONS FOR WCC-RELATED RESEARCH

One of the great strengths that the Boston Fed brings to the WCC initiative is its research capacity. Given that capacity, it is worth considering, even at this early stage of implementation, what potential areas of research emerge from the baseline review.

It will be difficult to use the Boston Fed's research capacity to categorically prove the differential impact of the WCC initiative for several reasons:

- *Diversity of the WCC model in implementation.* The variation in the goals of the initiatives, the approaches, and the style of collaboration make it difficult to determine what elements of the WCC initiative are making a difference.
- *Timeframe.* While research over a 10- to 15-year timeframe should demonstrate significant improvements for the WCC collaboratives' target population, looking at population-level changes in shorter timeframes, such as at the end of the three-year grant cycle, is unlikely to show results at scale. This could lead readers to conclude that the WCC is unsuccessful when, in fact, the results may just take longer to manifest themselves. Worse, focusing on population-level changes too early in the process may have a distorting effect on communities by pushing them to projects and programs that can deliver specific results for the targeted population but do not tackle the larger issues of how to achieve those changes at scale beyond the grant-funded program.
- *Complexity and emergence.* The WCC collaboratives are intervening in highly complex systems. Success will be affected by an enormous number of factors, including anything from local and statewide economic conditions, the results of the gubernatorial election and the new governor's approach to Gateway Cities, changes in local political context such as the loss of one of the many dynamic political figures leading the winning cities, and the progress of other local initiatives aiming to improve the lives of low-income people. The WCC collaboratives will need to respond and adapt their approaches based on this continuously changing landscape. This will make it difficult to measure and isolate the impact of the WCC.

One area of research that could benefit the WCC cities, but also add to the field nationally, is developing a clearer definition of civic infrastructure and measures to assess changes that could be replicated in other communities. While the Boston Fed theory of change recognizes the importance of building on the collaborative efforts seeded by the WCC to achieve outcomes related to the resilience and strength of cities' civic infrastructure, there are currently limited tools to measure that improvement. In fact, the literature does not have a clear working definition for civic infrastructure. While the evaluation will use stakeholder interviews to assess local perception of changes of the civic infrastructure over the course of the WCC, the evaluation will not collect and analyze other secondary data sources to assess civic infrastructure changes. This may be an area in which the Boston Fed could not only benefit the local initiatives by giving them new insight into their civic infrastructure but also add to the field, particularly given the interest in replication by other Federal Reserve banks nationally.

Appendix A: Survey Analysis

WCC STRUCTURE

Of the organizations in your WCC collaborative, what proportion joined at the time you submitted the letter of intent?

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total (#/%)	
None	4	5.1%	0	0.0%	0	0.0%	4	2.9%
Some	20	25.3%	13	28.9%	2	15.4%	35	25.5%
Most	39	49.4%	25	55.6%	8	61.5%	72	52.6%
All	16	20.3%	7	15.6%	3	23.1%	26	19.0%
Total	79		45		13		137	

Of the organizations in your WCC collaborative, what proportion joined at the time you submitted the letter of intent? (Winning)

	Chelsea (#/%)		Fitchburg (#/%)		Holyoke (#/%)		Lawrence (#/%)		Salem (#/%)		Somerville (#/%)		Total (#/%)	
None	2	15.4%	1	5.0%	0	0.0%	1	4.2%	0	0.0%	0	0.0%	4	5.1%
Some	2	15.4%	3	15.0%	3	60.0%	7	29.2%	1	12.5%	4	44.4%	20	25.3%
Most	7	53.8%	14	70.0%	1	20.0%	14	58.3%	3	37.5%	0	0.0%	39	49.4%
All	2	15.4%	2	10.0%	1	20.0%	2	8.3%	4	50.0%	5	55.6%	16	20.3%
Total	13		20		5		24		8		9		79	

Of those organizations that were already working together prior to submission of the letter of intent, which of the following statements best describes their relationship?

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total (#/%)	
Worked together on a project	41	67.2%	28	77.8%	8	80.0%	77	72.0%
Met jointly to share information but had not worked together on a project	11	18.0%	2	5.6%	2	20.0%	15	14.0%
Other	9	14.8%	6	16.7%	0	0.0%	15	14.0%

Of those organizations that were already working together prior to submission of the letter of intent, which of the following statements best describes their relationship? (Winning)

	Chelsea (#/%)		Fitchburg (#/%)		Holyoke (#/%)		Lawrence (#/%)		Salem (#/%)		Somerville (#/%)		Total (#/%)	
Worked together on a project	9	81.8%	15	83.3%	2	50.0%	9	42.9%	3	75.0%	3	100.0%	41	67.2%
Met jointly to share information but had not worked together on a project	1	9.1%	3	16.7%	1	25.0%	6	28.6%	0	0.0%	0	0.0%	11	18.0%
Other	1	9.1%	0	0.0%	1	25.0%	6	28.6%	1	25.0%	0	0.0%	9	14.8%

Which structure best describes your WCC collaborative today?

	Chelsea (#/%)		Fitchburg (#/%)		Holyoke (#/%)		Lawrence (#/%)		Salem (#/%)		Somerville (#/%)		Total (#/%)	
A coalition or committee of organizations shares lead responsibilities for the WCC. The coalition or committee shares the responsibilities for organizing and supporting other organizations within our city to achieve WCC goals.	12	75.0%	16	66.7%	4	80.0%	6	26.1%	2	25.0%	1	10.0%	41	47.7%
A coalition or committee of organizations shares lead responsibilities for the WCC. These organizations are working together to achieve WCC goals.	1	6.3%	2	8.3%	0	0.0%	2	8.7%	1	12.5%	0	0.0%	6	7.0%
One organization is the lead and has organized a set of partners to achieve WCC goals.	3	18.8%	3	12.5%	0	0.0%	10	43.5%	1	12.5%	7	70.0%	24	27.9%
One organization is the lead and has organized a set of partners who each support their own group of partner organizations to achieve WCC goals.	0	0.0%	2	8.3%	1	20.0%	5	21.7%	3	37.5%	2	20.0%	13	15.1%
If none of these diagrams exactly describes your collaborative, could you provide a narrative description of its configuration? Please note how it is similar or different from the diagrams presented above.	0	0.0%	1	4.2%	0	0.0%	0	0.0%	1	12.5%	0	0.0%	2	2.3%

Is the collaborative that formed to respond to the WCC application currently working together on any projects or information sharing activities?

	High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total (#/%)	
Yes, all	10	21.3%	2	15.4%	12	20.0%
Yes, some	36	76.6%	11	84.6%	47	78.3%
No	1	2.1%	0	0.0%	1	1.7%

COLLABORATION - TOTAL

Level of influence each component has had on working relationship with other WCC partners (Total)

	Very Influential		Moderately Influential		Of little Influence		No Influence		Not Applicable	
Working with your team to generate a Letter of Intent.	46	32.9%	53	37.9%	21	15.0%	8	5.7%	12	8.6%
The requirement that each city submit a single application focused on a single idea.	76	53.9%	40	28.4%	11	7.8%	7	5.0%	7	5.0%
Attending the Applicant Workshop.	31	22.6%	40	29.2%	22	16.1%	13	9.5%	31	22.6%
Working with your team to prepare the application package.	61	43.3%	46	32.6%	14	9.9%	7	5.0%	13	9.2%
Site Visit by the Federal Reserve Bank of Boston staff	52	37.4%	45	32.4%	15	10.8%	8	5.8%	19	13.7%
Preparation and presentation for Jury Review of proposals.	43	31.2%	42	30.4%	10	7.2%	12	8.7%	31	22.5%

Level of influence each component has had on understanding of the work you do in your city (Total)

	Very Influential		Moderately Influential		Of little Influence		No Influence		Not Applicable	
Working with your team to generate a Letter of Intent.	36	25.9%	56	40.3%	27	19.4%	11	7.9%	9	6.5%
The requirement that each city submit a single application focused on a single idea.	55	39.6%	54	38.8%	17	12.2%	6	4.3%	7	5.0%
Attending the Applicant Workshop.	25	18.2%	40	29.2%	26	19.0%	14	10.2%	32	23.4%
Working with your team to prepare your application package.	58	42.0%	42	30.4%	17	12.3%	8	5.8%	13	9.4%
Site Visit by the Federal Reserve Bank of Boston staff	45	33.1%	37	27.2%	21	15.4%	15	11.0%	18	13.2%
Preparation and presentation for Jury Review of proposals.	35	25.7%	40	29.4%	18	13.2%	14	10.3%	29	21.3%

COLLABORATION - WINNING

Level of influence each component has had on working relationship with other WCC partners (Winning)

	Very Influential		Moderately Influential		Of little Influence		No Influence		Not Applicable	
Working with your team to generate a Letter of Intent.	32	38.1%	27	32.1%	11	13.1%	5	6.0%	9	10.7%
The requirement that each city submit a single application focused on a single idea.	47	56.0%	19	22.6%	8	9.5%	5	6.0%	5	6.0%
Attending the Applicant Workshop.	15	18.3%	30	36.6%	7	8.5%	7	8.5%	23	28.0%
Working with your team to prepare the application package.	37	44.0%	23	27.4%	8	9.5%	6	7.1%	10	11.9%
Site Visit by the Federal Reserve Bank of Boston staff	37	45.1%	26	31.7%	4	4.9%	7	8.5%	8	9.8%
Preparation and presentation for Jury Review of proposals.	32	39.0%	28	34.1%	4	4.9%	6	7.3%	12	14.6%

Level of influence each component has had on understanding of the work you do in your city (Winning)

	Very Influential		Moderately Influential		Of little Influence		No Influence		Not Applicable	
Working with your team to generate a Letter of Intent.	21	25.3%	37	44.6%	12	14.5%	5	6.0%	8	9.6%
The requirement that each city submit a single application focused on a single idea.	38	45.8%	29	34.9%	9	10.8%	2	2.4%	5	6.0%
Attending the Applicant Workshop.	17	21.0%	21	25.9%	14	17.3%	5	6.2%	24	29.6%
Working with your team to prepare your application package.	36	43.9%	19	23.2%	11	13.4%	6	7.3%	10	12.2%
Site Visit by the Federal Reserve Bank of Boston staff	29	35.8%	25	30.9%	9	11.1%	9	11.1%	9	11.1%
Preparation and presentation for Jury Review of proposals.	26	32.1%	26	32.1%	10	12.3%	7	8.6%	12	14.8%

COLLABORATION – HIGH SCORING NON-WINNING

Level of influence each component has had on working relationship with other WCC partners (High Scoring Non-Winning)

	Very Influential		Moderately Influential		Of little Influence		No Influence		Not Applicable	
Working with your team to generate a Letter of Intent.	8	18.2%	23	52.3%	8	18.2%	2	4.5%	3	6.8%
The requirement that each city submit a single application focused on a single idea.	23	51.1%	15	33.3%	3	6.7%	2	4.4%	2	4.4%
Attending the Applicant Workshop.	11	25.6%	9	20.9%	11	25.6%	6	14.0%	6	14.0%
Working with your team to prepare the application package.	17	37.8%	20	44.4%	4	8.9%	1	2.2%	3	6.7%
Site Visit by the Federal Reserve Bank of Boston staff	13	28.9%	18	40.0%	10	22.2%	1	2.2%	3	6.7%
Preparation and presentation for Jury Review of proposals.	10	22.7%	13	29.5%	5	11.4%	6	13.6%	10	22.7%

Level of influence each component has had on understanding of the work you do in your city (High Scoring Non-Winning)

	Very Influential		Moderately Influential		Of little Influence		No Influence		Not Applicable	
Working with your team to generate a Letter of Intent.	11	25.0%	16	36.4%	10	22.7%	6	13.6%	1	2.3%
The requirement that each city submit a single application focused on a single idea.	13	29.5%	19	43.2%	6	13.6%	4	9.1%	2	4.5%
Attending the Applicant Workshop.	7	15.9%	13	29.5%	10	22.7%	8	18.2%	6	13.6%
Working with your team to prepare your application package.	17	38.6%	17	38.6%	5	11.4%	2	4.5%	3	6.8%
Site Visit by the Federal Reserve Bank of Boston staff	14	32.6%	11	25.6%	11	25.6%	4	9.3%	3	7.0%
Preparation and presentation for Jury Review of proposals.	8	18.6%	14	32.6%	6	14.0%	6	14.0%	9	20.9%

COLLABORATION – LOW SCORING NON-WINNING

Level of influence each component has had on working relationship with other WCC partners (Low Scoring Non-Winning)

	Very Influential		Moderately Influential		Of little Influence		No Influence		Not Applicable	
Working with your team to generate a Letter of Intent.	6	50.0%	3	25.0%	2	16.7%	1	8.3%	0	0.0%
The requirement that each city submit a single application focused on a single idea.	6	50.0%	6	50.0%	0	0.0%	0	0.0%	0	0.0%
Attending the Applicant Workshop.	5	41.7%	1	8.3%	4	33.3%	0	0.0%	2	16.7%
Working with your team to prepare the application package.	7	58.3%	3	25.0%	2	16.7%	0	0.0%	0	0.0%
Site Visit by the Federal Reserve Bank of Boston staff	2	16.7%	1	8.3%	1	8.3%	0	0.0%	8	66.7%
Preparation and presentation for Jury Review of proposals.	1	8.3%	1	8.3%	1	8.3%	0	0.0%	9	75.0%

Level of influence each component has had on understanding of the work you do in your city (Low Scoring Non-Winning)

	Very Influential		Moderately Influential		Of little Influence		No Influence		Not Applicable	
Working with your team to generate a Letter of Intent.	4	33.3%	3	25.0%	5	41.7%	0	0.0%	0	0.0%
The requirement that each city submit a single application focused on a single idea.	4	33.3%	6	50.0%	2	16.7%	0	0.0%	0	0.0%
Attending the Applicant Workshop.	1	8.3%	6	50.0%	2	16.7%	1	8.3%	2	16.7%
Working with your team to prepare your application package.	5	41.7%	6	50.0%	1	8.3%	0	0.0%	0	0.0%
Site Visit by the Federal Reserve Bank of Boston staff	2	16.7%	1	8.3%	1	8.3%	2	16.7%	6	50.0%
Preparation and presentation for Jury Review of proposals.	1	8.3%	0	0.0%	2	16.7%	1	8.3%	8	66.7%

CORE PROBLEM

Does your organization plan to work toward any of the goals that your team identified during the WCC process?

	High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total (#/%)	
Yes	41	89.1%	8	66.7%	49	84.5%
No	5	10.9%	4	33.3%	9	15.5%

Have you identified other v?

	Non-Winning (#/%)	
Yes	17	36.2%
No	30	63.8%

Core Problem: Chelsea

	Strongly Agree (#/%)		Agree (#/%)		Neutral/No Opinion (#/%)		Disagree (#/%)		Strongly Disagree (#/%)	
I have a clear understanding of what our WCC collaborative is trying to accomplish	3	18.8%	12	75.0%	1	6.3%	0	0.0%	0	0.0%
There is consensus among our WCC collaborative about the problem we're trying to address	5	31.3%	10	62.5%	1	6.3%	0	0.0%	0	0.0%
The organizations that are members of our WCC collaborative have the resources to contribute in a meaningful way to help solve the core problem that our WCC partnership addresses	0	0.0%	11	68.8%	3	18.8%	0	0.0%	2	12.5%

Core Problem: Fitchburg

	Strongly Agree (#/%)		Agree (#/%)		Neutral/No Opinion (#/%)		Disagree (#/%)		Strongly Disagree (#/%)	
I have a clear understanding of what our WCC collaborative is trying to accomplish	7	33.3%	9	42.9%	3	14.3%	0	0.0%	2	9.5%
There is consensus among our WCC collaborative about the problem we're trying to address	5	23.8%	15	71.4%	0	0.0%	1	4.8%	0	0.0%
The organizations that are members of our WCC collaborative have the resources to contribute in a meaningful way to help solve the core problem that our WCC partnership addresses	0	0.0%	10	47.6%	2	9.5%	0	0.0%	9	42.9%

Core Problem: Holyoke

	Strongly Agree (#/%)		Agree (#/%)		Neutral/No Opinion (#/%)		Disagree (#/%)		Strongly Disagree (#/%)	
I have a clear understanding of what our WCC collaborative is trying to accomplish	2	40.0%	1	20.0%	1	20.0%	1	20.0%	0	0.0%
There is consensus among our WCC collaborative about the problem we're trying to address	1	25.0%	3	75.0%	0	0.0%	0	0.0%	0	0.0%
The organizations that are members of our WCC collaborative have the resources to contribute in a meaningful way to help solve the core problem that our WCC partnership addresses	0	0.0%	3	75.0%	1	25.0%	0	0.0%	0	0.0%

Core Problem: Lawrence

	Strongly Agree (#/%)		Agree (#/%)		Neutral/No Opinion (#/%)		Disagree (#/%)		Strongly Disagree (#/%)	
I have a clear understanding of what our WCC collaborative is trying to accomplish	7	30.4%	16	69.6%	0	0.0%	0	0.0%	0	0.0%
There is consensus among our WCC collaborative about the problem we're trying to address	5	22.7%	16	72.7%	1	4.5%	0	0.0%	0	0.0%
The organizations that are members of our WCC collaborative have the resources to contribute in a meaningful way to help solve the core problem that our WCC partnership addresses	0	0.0%	12	52.1%	4	17.4%	0	0.0%	7	30.4%

Core Problem: Salem

	Strongly Agree (#/%)		Agree (#/%)		Neutral/No Opinion (#/%)		Disagree (#/%)		Strongly Disagree (#/%)	
I have a clear understanding of what our WCC collaborative is trying to accomplish	6	75.0%	2	25.0%	0	0.0%	0	0.0%	0	0.0%
There is consensus among our WCC collaborative about the problem we're trying to address	5	62.5%	3	37.5%	0	0.0%	0	0.0%	0	0.0%
The organizations that are members of our WCC collaborative have the resources to contribute in a meaningful way to help solve the core problem that our WCC partnership addresses	0	0.0%	4	50.0%	0	0.0%	0	0.0%	4	50.0%

Core Problem: Somerville

	Strongly Agree (#/%)		Agree (#/%)		Neutral/No Opinion (#/%)		Disagree (#/%)		Strongly Disagree (#/%)	
I have a clear understanding of what our WCC collaborative is trying to accomplish	6	60.0%	2	20.0%	1	10.0%	0	0.0%	1	10.0%
There is consensus among our WCC collaborative about the problem we're trying to address	2	20.0%	6	60.0%	1	10.0%	0	0.0%	1	10.0%
The organizations that are members of our WCC collaborative have the resources to contribute in a meaningful way to help solve the core problem that our WCC partnership addresses	0	0.0%	5	50.0%	1	10.0%	0	0.0%	4	40.0%

SYSTEM CHANGE

Select the key systems changes that your WCC collaborative should tackle in order to effectively address the core problem. (May select up to three.)

	Chelsea (#/%)		Fitchburg (#/%)		Holyoke (#/%)		Lawrence (#/%)		Salem (#/%)		Somerville (#/%)		Total (#/%)	
Changes in policies/ procedures of city departments	4	9.1%	10	16.4%	1	6.7%	3	5.2%	0	0.0%	0	0.0%	18	7.9%
Changes in policies/procedures of employers	0	0.0%	0	0.0%	0	0.0%	10	17.2%	2	8.3%	4	15.4%	16	7.0%
Changes in policies/procedures of nonprofits	0	0.0%	1	1.6%	0	0.0%	2	3.4%	0	0.0%	2	7.7%	5	2.2%
New mechanisms for consulting/engaging those directly affected by the initiative's core problem	7	15.9%	15	24.6%	3	20.0%	14	24.1%	8	33.3%	6	23.1%	53	23.2%
Greater accountability to outcomes by the partners at the table	7	15.9%	4	6.6%	1	6.7%	3	5.2%	3	12.5%	2	7.7%	20	8.8%
New uses of data to refine/develop effective programs	8	18.2%	14	23.0%	1	6.7%	9	15.5%	6	25.0%	5	19.2%	43	18.9%
Resources reallocated to the more effective service providers	2	4.5%	7	11.5%	1	6.7%	2	3.4%	1	4.2%	1	3.8%	14	6.1%
New referral processes	6	13.6%	1	1.6%	4	26.7%	3	5.2%	2	8.3%	2	7.7%	18	7.9%
New systems for information sharing	8	18.2%	6	9.8%	4	26.7%	10	17.2%	1	4.2%	4	15.4%	33	14.5%
Other	2	4.5%	3	4.9%	0	0.0%	2	3.4%	1	4.2%	0	0.0%	8	3.5%

COMMUNICATION

Prior to the WCC, how frequently did you communicate with the following partners? (Winning) *May 2013*

	Not at all (#/%)		Occasionally (#/%)		Frequently (#/%)	
<i>Chelsea</i>	6	8.8%	32	47.1%	30	44.1%
<i>Fitchburg</i>	39	52.0%	27	36.0%	9	12.0%
<i>Holyoke</i>	6	33.3%	3	16.7%	9	50.0%
<i>Lawrence</i>	28	32.6%	32	37.2%	26	30.2%
<i>Salem</i>	2	6.7%	14	46.7%	14	46.7%
<i>Somerville</i>	0	0.0%	7	50.0%	7	50.0%

How frequently does your organization initiate communication, on average, with other members of the collaborative specifically related to WCC related activities? (Winning) *March 2014*

	Not at all (#/%)		Occasionally (#/%)		Frequently (#/%)	
<i>Chelsea</i>	91	28.2%	172	53.3%	60	18.6%
<i>Fitchburg</i>	5	5.2%	23	23.7%	69	71.1%
<i>Holyoke</i>	2	8.3%	6	25.0%	16	66.7%
<i>Lawrence</i>	58	20.0%	142	49.0%	90	31.0%
<i>Salem</i>	24	30.0%	24	30.0%	32	40.0%
<i>Somerville</i>	36	30.5%	33	28.0%	49	41.5%

How frequently does your organization initiate communication, on average, with other members of the collaborative regarding non-WCC related activities? *March 2014*

	Not at all (#/%)		Occasionally (#/%)		Frequently (#/%)	
<i>Chelsea</i>	71	22.9%	138	44.5%	101	32.6%
<i>Fitchburg</i>	2	2.2%	29	31.2%	62	66.7%
<i>Holyoke</i>	5	20.0%	10	40.0%	10	40.0%
<i>Lawrence</i>	57	18.9%	136	45.0%	109	36.1%
<i>Salem</i>	13	16.3%	20	25.0%	47	58.8%
<i>Somerville</i>	27	23.3%	40	34.5%	49	42.2%

Prior to the WCC, how frequently did you communicate with the following partners? (High Scoring Non-Winning) *May 2013*

	Not at all (#/%)		Occasionally (#/%)		Frequently (#/%)	
<i>Brockton</i>	0	0.0%	3	37.5%	5	62.5%
<i>Fall River</i>	0	0.0%	0	0.0%	0	0.0%
<i>Lowell</i>	9	11.8%	30	39.5%	37	48.7%
<i>Lynn</i>	38	29.9%	51	40.2%	38	29.9%
<i>Malden</i>	6	25.0%	4	16.7%	14	58.3%
<i>New Bedford</i>	7	9.7%	31	43.1%	34	47.2%
<i>Springfield</i>	22	36.7%	20	33.3%	18	30.0%

How frequently does your organization initiate communication, on average, with other members of the collaborative specifically related to WCC related activities? (High Scoring Non-Winning) March 2014

	Not at all (#/%)		Occasionally (#/%)		Frequently (#/%)	
<i>Brockton</i>	9	9.4%	23	24.0%	64	66.7%
<i>Fall River</i>	2	10.0%	8	40.0%	10	50.0%
<i>Lowell</i>	7	16.3%	27	62.8%	9	20.9%
<i>Lynn</i>	9	20.9%	17	39.5%	17	39.5%
<i>Malden</i>	22	34.4%	21	32.8%	21	32.8%
<i>New Bedford</i>	3	7.1%	14	33.3%	25	59.5%
<i>Springfield</i>	6	9.5%	16	25.4%	41	65.1%

Prior to the WCC, how frequently did you communicate with the following partners? May 2013

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)	
Not at all	81	27.8%	82	22.3%	20	23.5%
Occasionally	115	39.5%	139	37.9%	26	30.6%
Frequently	95	32.6%	146	39.8%	39	45.9%

How frequently does your organization initiate communication, on average, with other members of the collaborative specifically related to WCC related activities? March 2014

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)	
Not at all	216	23.2%	58	15.6%	27	29.0%
Occasionally	400	42.9%	126	34.0%	30	32.3%
Frequently	316	33.9%	187	50.4%	36	38.7%

How frequently does your organization initiate communication, on average, with other members of the collaborative specifically related to WCC related activities? (Low Scoring Non Winning) March 2014

	Not at all (#/%)		Occasionally (#/%)		Frequently (#/%)	
<i>Chicopee</i>	9	33.3%	9	33.3%	9	33.3%
<i>Everett</i>	17	37.8%	13	28.9%	15	33.3%
<i>Haverhill</i>	0	0.0%	0	0.0%	0	0.0%
<i>Pittsfield</i>	0	0.0%	3	30.0%	7	70.0%
<i>Revere</i>	0	0.0%	2	66.7%	1	33.3%
<i>Taunton</i>	0	0.0%	0	0.0%	0	0.0%
<i>Worcester</i>	1	12.5%	3	37.5%	4	50.0%

Prior to the WCC, how did you work with the following partners? (Winning) May 2013

	We did not work together (#/%)		Kept partner informed about our work (#/%)		Managed programs or projects together (#/%)		Applied for joint funding (#/%)		Developed and shared data together (#/%)		Coordinated advocacy work together (#/%)		Conducted strategic planning together (#/%)	
Chelsea	6	3.8%	44	28.0%	20	12.7%	25	15.9%	17	10.8%	29	18.5%	16	10.2%
Fitchburg	1	3.0%	14	42.4%	6	18.2%	0	0.0%	3	9.1%	7	21.2%	2	6.1%
Holyoke	4	9.8%	6	14.6%	5	12.2%	4	9.8%	6	14.6%	11	26.8%	5	12.2%
Lawrence	11	9.2%	34	28.3%	25	20.8%	19	15.8%	13	10.8%	14	11.7%	4	3.3%
Salem	3	3.2%	25	26.9%	12	12.9%	8	8.6%	14	15.1%	19	20.4%	12	12.9%
Somerville	3	14.3%	2	9.5%	2	9.5%	7	33.3%	1	4.8%	3	14.3%	3	14.3%

How do you currently work with the following partners? (Winning) March 2014

	We do not work together (#/%)		Keep partner informed about our work (#/%)		Manage programs or projects together (#/%)		Apply for joint funding (#/%)		Develop and share data together (#/%)		Coordinate advocacy work together (#/%)		Conduct strategic planning together (#/%)	
Chelsea	87	15.1%	207	36.0%	76	13.2%	44	7.7%	49	8.5%	79	13.7%	33	5.7%
Fitchburg	3	1.3%	51	22.2%	37	16.1%	27	11.7%	35	15.2%	37	16.1%	40	17.4%
Holyoke	2	3.0%	19	28.8%	11	16.7%	10	15.2%	8	12.1%	9	13.6%	7	10.6%
Lawrence	58	11.2%	174	33.5%	95	18.3%	53	10.2%	62	11.9%	46	8.8%	32	6.2%
Salem	15	8.1%	50	26.9%	29	15.6%	23	12.4%	23	12.4%	31	16.7%	15	8.1%
Somerville	46	23.8%	49	25.4%	19	9.8%	15	7.8%	12	6.2%	16	8.3%	36	18.7%

Prior to the WCC, how did you work with the following partners? (High Scoring Non-Winning) May 2013

	We did not work together (#/%)		Kept partner informed about our work (#/%)		Managed programs or projects together (#/%)		Applied for joint funding (#/%)		Developed and shared data together (#/%)		Coordinated advocacy work together (#/%)		Conducted strategic planning together (#/%)	
Brockton	0	0.0%	6	22.2%	6	22.2%	3	11.1%	4	14.8%	3	11.1%	5	18.5%
Fall River	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Lowell	1	0.5%	62	29.2%	32	15.1%	31	14.6%	33	15.6%	31	14.6%	22	10.4%
Lynn	22	14.9%	32	21.6%	17	11.5%	11	7.4%	28	18.9%	32	21.6%	6	4.1%
Malden	2	4.7%	7	16.3%	6	14.0%	7	16.3%	8	18.6%	6	14.0%	7	16.3%
New Bedford	5	2.7%	42	23.0%	25	13.7%	35	19.1%	32	17.5%	24	13.1%	20	10.9%
Springfield	4	3.8%	23	21.7%	17	16.0%	13	12.3%	22	20.8%	12	11.3%	15	14.2%

How do you currently work with the following partners? (High Scoring Non-Winning) March 2014

	We do not work together (#/%)		Keep partner informed about our work (#/%)		Manage programs or projects together (#/%)		Apply for joint funding (#/%)		Develop and share data together (#/%)		Coordinate advocacy work together (#/%)		Conduct strategic planning together (#/%)	
<i>Brockton</i>	14	6.5%	54	25.1%	34	15.8%	17	7.9%	31	14.4%	39	18.1%	26	12.1%
<i>Fall River</i>	2	3.3%	15	24.6%	10	16.4%	6	9.8%	10	16.4%	10	16.4%	8	13.1%
<i>Lowell</i>	10	14.3%	31	44.3%	4	5.7%	3	4.3%	6	8.6%	10	14.3%	6	8.6%
<i>Lynn</i>	11	13.8%	26	32.5%	14	17.5%	7	8.8%	10	12.5%	9	11.3%	3	3.8%
<i>Malden</i>	27	26.2%	27	26.2%	12	11.7%	14	13.6%	7	6.8%	10	9.7%	6	5.8%
<i>New Bedford</i>	3	2.5%	26	21.3%	23	18.9%	22	18.0%	18	14.8%	17	13.9%	13	10.7%
<i>Springfield</i>	7	3.4%	45	22.0%	27	13.2%	22	10.7%	32	15.6%	37	18.0%	35	17.1%

How do you currently work with the following partners? (Low Scoring Non Winning) March 2014

	We do not work together (#/%)		Keep partner informed about our work (#/%)		Manage programs or projects together (#/%)		Apply for joint funding (#/%)		Develop and share data together (#/%)		Coordinate advocacy work together (#/%)		Conduct strategic planning together (#/%)	
<i>Chicopee</i>	9	14.5%	14	22.6%	10	16.1%	3	4.8%	10	16.1%	8	12.9%	8	12.9%
<i>Everett</i>	19	22.1%	23	26.7%	13	15.1%	6	7.0%	9	10.5%	11	12.8%	5	5.8%
<i>Haverhill</i>	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<i>Pittsfield</i>	1	2.3%	9	20.5%	6	13.6%	5	11.4%	8	18.2%	8	18.2%	7	15.9%
<i>Revere</i>	0	0.0%	3	60.0%	1	20.0%	0	0.0%	0	0.0%	1	20.0%	0	0.0%
<i>Taunton</i>	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
<i>Worcester</i>	0	0.0%	8	53.3%	1	6.7%	1	6.7%	2	13.3%	1	6.7%	2	13.3%

Prior to the WCC, how did you work with the following partners? May 2013

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)	
We did not work together	28	6.0%	34	4.7%	11	9.5%
Kept partner informed about our work	125	26.9%	172	23.9%	26	22.4%
Managed programs or projects together	70	15.1%	103	14.3%	22	19.0%
Applied for joint funding	63	13.5%	100	13.9%	9	7.8%
Developed and shared data together	54	11.6%	127	17.7%	17	14.7%
Coordinated advocacy work together	83	17.8%	108	15.0%	20	17.2%
Conducted strategic planning together	42	9.0%	75	10.4%	11	9.5%

How do you currently work with the following partners? March 2014

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)	
We do not work together	211	11.9%	74	8.6%	29	13.7%
Keep partner informed about our work	550	31.1%	224	26.2%	57	26.9%
Manage programs or projects together	267	15.1%	124	14.5%	31	14.6%
Apply for joint funding	172	9.7%	91	10.6%	15	7.1%
Develop and share data together	189	10.7%	114	13.3%	29	13.7%
Coordinate advocacy work together	218	12.3%	132	15.4%	29	13.7%
Conduct strategic planning together	163	9.2%	97	11.3%	22	10.4%

Organizations in our WCC collaborative/that worked together on the WCC application trust each other to share information and to provide honest feedback.

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total	
Strongly Agree	27	32.5%	23	52.3%	3	25.0%	53	38.1%
Agree	49	59.0%	15	34.1%	7	58.3%	71	51.1%
Neutral/No Opinion	5	6.0%	2	4.5%	2	16.7%	9	6.5%
Disagree	0	0.0%	2	4.5%	0	0.0%	2	1.4%
Strongly Disagree	2	2.4%	2	4.5%	0	0.0%	4	2.9%
<i>Total</i>	83		44		12		139	

Our WCC collaborative's strategies and practices/the strategies and practices set forth in our WCC application are shaped by information provided by a diverse set of WCC partners.

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total	
Strongly Agree	24	29.3%	17	38.6%	5	41.6%	46	33.3%
Agree	51	62.2%	18	40.9%	6	50.0%	75	54.3%
Neutral/No Opinion	6	7.3%	4	9.1%	1	8.3%	11	8.0%
Disagree	0	0.0%	4	9.1%	0	0.0%	4	2.9%
Strongly Disagree	1	1.2%	1	2.3%	0	0.0%	2	1.4%
<i>Total</i>	82		44		12		138	

Different opinions are expressed and listened to amongst members of our collaborative/while putting together the WCC application.

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total	
Often/Strongly Agree	40	48.8%	17	38.6%	2	16.7%	59	42.8%
Most of the time/Agree	28	34.1%	20	45.5%	9	75.0%	57	41.3%
Sometimes/Neutral-No Opinion	13	15.9%	4	9.1%	1	8.3%	18	13.0%
Rarely/Disagree	1	1.2%	1	2.3%	0	0.0%	2	1.4%
Never/Strongly Disagree	0	0.0%	2	4.5%	0	0.0%	2	1.4%
<i>Total</i>	82		44		12		138	

The people involved in our WCC collaborative have open discussions about difficult issues/WCC process had open discussions about difficult issues during the development of the application.

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total	
Often/Strongly Agree	37	45.1%	17	39.5%	4	36.4%	58	42.6%
Most of the time/Agree	31	37.8%	16	37.2%	5	45.5%	52	38.2%
Sometimes/Neutral-No Opinion	14	17.1%	7	16.3%	2	18.2%	23	16.9%
Rarely/Disagree	0	0.0%	2	4.7%	0	0.0%	2	1.5%
Never/Strongly disagree	0	0.0%	1	2.3%	0	0.0%	1	0.7%
<i>Total</i>	82		43		11		136	

Communication - Communication among the people in our WCC collaborative happens at formal meetings.

	Winning (#/%)	
Often	36	45.6%
Most of the time	25	31.6%
Sometimes	18	22.8%
Rarely	0	0.0%
Never	0	0.0%
<i>Total</i>	79	

Communication among the people in our WCC collaborative/WCC applicant organizations happens in informal ways.

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total (#/%)	
Often	40	50.0%	12	27.9%	4	33.3%	56	41.5%
Most of the time	12	15.0%	6	14.0%	0	0.0%	18	13.3%
Sometimes	27	33.8%	20	46.5%	7	58.3%	54	40.0%
Rarely	1	1.3%	4	9.3%	1	8.3%	6	4.4%
Never	0	0.0%	1	2.3%	0	0.0%	1	0.7%
<i>Total</i>	80		43		12		135	

I exchange information and ideas with stakeholders working in other Gateway cities.

	Winning (#/%)	
Often	17	21.3%
Most of the time	6	7.5%
Sometimes	29	36.3%
Rarely	18	22.5%
Never	10	12.5%
<i>Total</i>	80	

ROLES AND POLICY

Roles and Policy

	Strongly Agree (#/%)		Agree (#/%)		Neutral/No Opinion (#/%)		Disagree (#/%)		Strongly Disagree (#/%)	
	#	%	#	%	#	%	#	%	#	%
People in our WCC collaborative have a clear sense of their roles and responsibilities	9	11.1%	40	49.4%	24	29.6%	7	8.6%	1	1.2%
Our WCC collaborative makes decisions in a timely manner	6	7.5%	52	65.0%	21	26.3%	1	1.3%	0	0.0%
The decisions made by our WCC collaborative have broad support from collaborative members.	18	22.2%	48	59.3%	14	17.3%	1	1.2%	0	0.0%
Our WCC collaborative has tried to take on the right amount of work for the WCC timeframe.	8	9.8%	47	57.3%	26	31.7%	1	1.2%	0	0.0%
We are currently unable to keep up with the work necessary to coordinate all the people, organizations, and activities related to this project.	2	2.5%	5	6.3%	36	45.0%	31	38.8%	6	7.5%
Our WCC collaborative has developed indicators to measure progress toward its goals.	2	2.5%	41	50.6%	32	39.5%	6	7.4%	0	0.0%
Our WCC collaborative has a plan for how to use data to inform decision making processes related to the WCC.	5	6.3%	27	34.2%	36	45.6%	11	13.9%	0	0.0%
If the organization that is leading our WCC collaborative were to leave the effort, the collaborative would remain viable and continue working toward its goals.	10	12.3%	34	42.0%	26	32.1%	9	11.1%	2	2.5%

CIVIC INFRASTRUCTURE

I believe that the group of organizations that submitted the WCC proposal will still be working together on a collaborative project three years from now.

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total (#/%)	
Strongly Agree	36	44.4%	11	25.6%	3	25.0%	50	36.8%
Agree	41	50.6%	26	60.5%	4	33.3%	71	52.2%
Neutral/No Opinion	4	4.9%	1	2.3%	5	41.7%	10	7.4%
Disagree	0	0.0%	4	9.3%	0	0.0%	4	2.9%
Strongly Disagree	0	0.0%	1	2.3%	0	0.0%	1	0.7%

If a new mayor was elected in my city next year, the work proposed by the WCC initiative would continue to move forward.

	Winning (#/%)		High Scoring Non-Winning (#/%)		Low Scoring Non-Winning (#/%)		Total (#/%)	
Strongly Agree	29	35.4%	9	20.9%	2	16.7%	40	29.2%
Agree	47	57.3%	20	46.5%	4	33.3%	71	51.8%
Neutral/No Opinion	6	7.3%	11	25.6%	6	50.0%	23	16.8%
Disagree	0	0.0%	2	4.7%	0	0.0%	2	1.5%
Strongly Disagree	0	0.0%	1	2.3%	0	0.0%	1	0.7%

If my city faced an unexpected economic or social shock (e.g., loss of major employer, sudden rise in high school dropout rates, etc.), I have a high level of confidence in the civic leadership of my city to respond quickly and capably to the challenge.

	Winning (#/%)		Chelsea (#/%)		Fitchburg (#/%)		Holyoke (#/%)		Lawrence (#/%)		Salem (#/%)		Somerville (#/%)	
Strongly Agree	30	37.0%	7	50.0%	5	22.7%	2	40.0%	4	17.4%	6	75.0%	6	66.7%
Agree	39	48.1%	7	50.0%	11	50.0%	1	20.0%	15	65.2%	2	25.0%	3	33.3%
Neutral/No Opinion	9	11.1%	0	0.0%	3	13.6%	2	40.0%	4	17.4%	0	0.0%	0	0.0%
Disagree	2	2.5%	0	0.0%	2	9.1%	0	0.0%	0	0.0%	0	0.0%	0	0.0%
Strongly Disagree	1	1.2%	0	0.0%	1	4.5%	0	0.0%	0	0.0%	0	0.0%	0	0.0%

Civic Infrastructure - Are there organizations that are not part of your WCC collaborative that you consider key civic leaders in your city?

	Winning (#/%)	
Yes	35	44.9%
No	43	55.1%

Appendix B: Winning City Survey

CONSENT

Mt. Auburn and Abt Associates Inc. have been retained by the Federal Reserve Bank of Boston to conduct an evaluation of the **Working Cities Challenge (WCC)**. Since your organization was a member of a team that successfully obtained funding through this program, we are very interested in learning more about your experiences with the WCC. Your input is critical to the Federal Reserve Bank; it will examine the efficacy of this effort and aid them in making ongoing improvements and adaptations to this and future rounds of the program. To this end, the evaluation team has created an online survey that we would like you to complete.

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

Information obtained through this survey will be used to report about WCC teams. That is, information about individual partner organizations will not be reported. The Federal Reserve Bank of Boston will not view your organization's survey responses. Responses will be accessed only by staff at the research firm that is conducting the evaluation. All answers will be kept confidential to the best of the research contractor's ability, as allowed by law.

As mentioned above, this survey involves collecting baseline information at or near the outset of your WCC collaborative. Additional surveys will be sent to your organization to obtain updated information in the future. Your cooperation in completing this survey and returning it by the date requested is critical to the success of the study.

For questions or concerns about your rights as a research participant, call Katie Speanburg at the Abt Associates Institutional Review Board at toll-free 877-520-6835. For questions or concerns about the research, call Lianne Fisman at 617-520-3008. For technical issues, call Elisabeth Ericson at (617) 520-2820.

Statement

"I have read this form and agree to participate in the WCC Evaluation. I know my participation in this study is completely voluntary. Researchers will use data security procedures to keep all of the study information private as described above. My name will never appear in any public report. I know that I can refuse to answer any questions researchers might ask me. I understand that researchers may contact me in the future to obtain updated information."

Name: _____

Date: _____

Check here if you agree with the above statement and would like to proceed with the survey.

[Survey will be programmed so it only proceeds when name, date and agreement are complete]

HISTORY AND PERCEPTIONS OF WCC COLLABORATIVE

1. This survey was designed to be completed by individuals who are engaged in the Working Cities Challenge (WCC) collaborative in your city, as a way for them to share their experiences with the evaluation team.

Please confirm whether you are engaged in your city’s WCC collaborative?

- Yes 1
- No 0 TERMINATE

2. When did your organization/department first begin its engagement with the WCC collaborative?

1.

MONTH YEAR

NO RESPONSE.....

WCC STRUCTURE

3. Of the organizations in your WCC collaborative, what proportion joined at the time that you submitted the letter of intent?

None/Some/Most/All

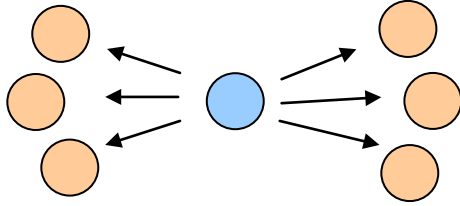
3b. Of those organizations that were already working together prior to the submission of the letter of intent, which of the following statements best describes their relationship.

- They had worked together on a project(s) prior to the WCC application.
- They had met jointly to share information but had not worked together on a project(s) prior to the WCC application.
- Other _____

4. Which structure best describes your WCC collaborative today?

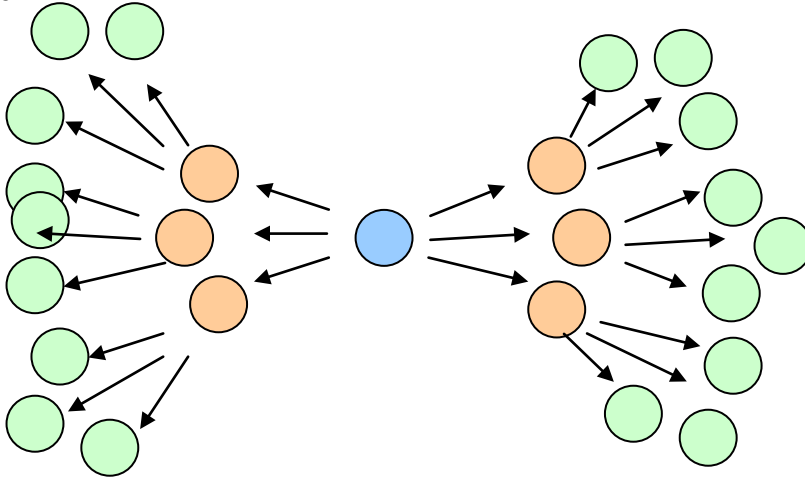
Select one

One organization is the lead and has organized a set of partners to achieve WCC goals.



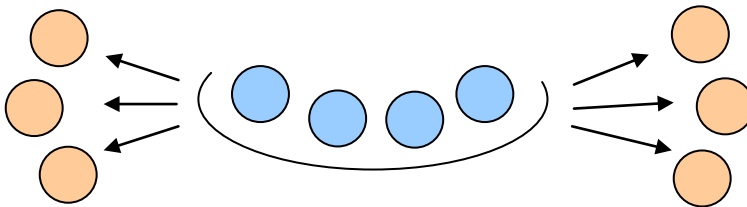
01

One organization is the lead and has organized a set of partners who each support their own group of partner organizations to achieve WCC goals.



02

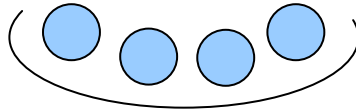
A coalition or committee of organizations shares lead responsibilities for the WCC. The coalition or committee shares the responsibilities for organizing and supporting other organizations within our city to achieve WCC goals.



03

A coalition or committee of organizations shares lead responsibilities for the WCC. These organizations are working together to achieve WCC goals.

[]₀₄



If none of these diagrams exactly describes your collaborative, could you provide a narrative description of its configuration? Please note how it is similar or different from the diagrams presented above.

[]₀₆

COLLABORATION

5. The table below lists six components of the WCC application process. Please rate the level of influence that each component has had on **your working relationship with other WCC partners.**

	No Influence	Of little Influence	Moderately Influential	Influential	Very Influential	Not Applicable
Working with your team to generate a <i>Letter of Intent</i> .						
The requirement that each city submit a single application focused on a single idea.						
Attending the <i>Applicant Workshop</i> .						
Working with your team to prepare the <i>application package</i> .						
<i>Site Visit</i> by the Federal Reserve Bank of Boston staff						
Preparation and presentation for <i>Jury Review</i> of proposals.						

6. The table below lists six components of the WCC process. Please rate the level of influence that each component has had on **your understanding of, or perspective about, the work you do in your city (select one).**

	No Influence	Of little Influence	Moderately Influential	Influential	Very Influential	Not Applicable
Working with your team to generate a <i>Letter of Intent</i> .						
The requirement that each city submit a single application focused on a single idea.						
Attending the <i>Applicant Workshop</i> .						
Working with your team to prepare your <i>application package</i> .						
<i>Site Visit</i> by the Federal Reserve Bank of Boston staff						
Preparation and presentation for <i>Jury Review</i> of proposals.						

CORE PROBLEM

7. At this point in time, what do you see as the core problem that your WCC collaborative aims to address?

Indicate the extent to which you agree or disagree with these statements:

8. I have a clear understanding of what our WCC collaborative is trying to accomplish.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree
9. There is consensus among our WCC collaborative about the problem we're trying to address.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree
10. The organizations that are members of our WCC collaborative have the resources (time, knowledge, space, etc.) to contribute in a meaningful way to help solve the core problem that our WCC partnership addresses.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

SYSTEMS CHANGE

11. In question 7, you identified the core problem your WCC collaborative aims to address. Select the key types of system changes (policies, procedures, resource flows, and decision-making processes) that your WCC collaborative should tackle in order to effectively address the core problem. Note: You may select up to three system changes.

- Changes in policies/ procedures of city departments
- Changes in policies/procedures of employers
- Changes in policies/procedures of nonprofits
- New mechanisms for consulting/engaging those directly affected by the initiative's core problem
- Greater accountability to outcomes by the partners at the table
- New uses of data to refine/develop effective programs
- Resources reallocated to the more effective service providers
- New referral processes
- New systems for information sharing
- Other _____

COMMUNICATION

12. How frequently does your organization initiate communication, on average, with other members of the collaborative specifically related to WCC related activities?

	Not at all (1)	Occasionally (2)	Frequently (3)
Partner One			
Partner Two			
Partner Three			
Partner Four			

13. How frequently does your organization initiate communication, on average, with other organizations that are part of the collaborative regarding **non-WCC** related activities?

	Not at all (1)	Occasionally (2)	Frequently (3)
Partner One			
Partner Two			
Partner Three			
Partner Four			

14. How do you currently work with the following partners?

	Conduct Strategic Planning Together (1)	Coordinate advocacy work together (2)	Develop and share data together (3)	Apply for joint funding (4)	Manage programs or projects together (5)	Keep partner informed about our work (6)	We do not work together (7)
Partner 1							
Partner 2							
Partner 3							
Partner 4							

Indicate the extent to which you agree or disagree with each of the following statements about your WCC collaborative.

15. Organizations in our WCC collaborative trust each other to share information and to provide honest feedback.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

16. The WCC collaborative's strategies and practices are shaped by information provided by a diverse set of WCC partners.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

Indicate how often each of the following scenarios occurs.

17. Different opinions are expressed and listened to amongst members of the collaborative.

Never, Rarely, Sometimes, Often, Most of the Time

18. The people involved in our WCC collaborative have open discussions about difficult issues.

Never, Rarely, Sometimes, Often, Most of the Time

19. Communication among the people in the WCC collaborative happens at formal meetings.

Never, Rarely, Sometimes, Often, Most of the Time

20. Communication among the people in the WCC collaborative happens in informal ways.

Never, Rarely, Sometimes, Often, Most of the Time

21. I exchange information and ideas with stakeholders working in in other Gateway cities.

Never, Rarely, Sometimes, Often, Most of the Time

ROLES AND POLICY (INTERIM OUTCOMES)

Indicate the extent to which you agree or disagree with each of the following statements about your WCC collaborative.

22. People in the WCC collaborative have a clear sense of their roles and responsibilities.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

23. Our WCC collaborative makes decisions in a timely manner

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

24. The decisions made by our WCC collaborative have broad support from collaborative members.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

25. Our WCC collaborative has tried to take on the right amount of work for the WCC timeframe. .

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

26. We are currently unable to keep up with the work necessary to coordinate all the people, organizations, and activities related to this project.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree
27. The WCC collaborative has developed indicators to measure progress toward its goals.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree
28. Our WCC collaborative has a plan for how to use data to inform decision making processes related to the WCC.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree
29. If the organization that is leading our WCC collaborative were to leave the effort, the collaborative would remain viable and continue working toward its goals.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

CIVIC INFRASTRUCTURE

Indicate the extent to which you agree or disagree with the following statements:

30. I believe that the group of organizations that submitted the Working Cities Challenge proposal will still be working together on a collaborative project three years from now.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree
31. If a new mayor was elected in my city next year, the work proposed by the WCC initiative would continue to move forward.
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree
32. Think about the key non-profit organizations, municipal officials, employers, and business organizations in your city. What are three words that describe the interaction between these sectors?
(Open Ended)
-

The following are questions regarding your assessment of your city's capacity to respond to an unexpected challenge.

33. Indicate the extent to which you agree or disagree with this statement:
If my city faced an unexpected economic, physical, or social shock (e.g., loss of major employer, sudden rise in high school dropout rates, etc.), I have a high level of confidence in the civic leadership of my city to respond quickly and capably to the challenge
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

34. Which of the following organizations, if any, would you anticipate playing a leadership role in addressing the resulting social and economic challenges that would ensue from a major economic, physical or social shock to your city (as described above)?

You may choose more than one organization.

Response Options: Prefill with names of WCC organizations

35. Are there organizations that are not part of your WCC collaborative that you consider key civic leaders in your city?

Yes/No

If Yes: List organizations (Open Ended)

36. Do you have any additional feedback you would like to share about your experience with the Working Cities Challenge?

Thank you for taking the time to complete this online survey as part of the WCC evaluation. The information you provided us is essential to successful data collection and analysis for an accurate, informative evaluation of the Working Cities Challenge. Thank you again for playing a critical role in informing future WCC efforts.

Appendix C: Non-Winning City Survey

CONSENT

Mt. Auburn and Abt Associates Inc. have been retained by the Federal Reserve Bank of Boston to conduct an evaluation of the **Working Cities Challenge (WCC)**. Since your organization was a member of a team that applied for WCC funds, we are very interested in learning more about your experiences with the application process. Your input is critical to the Federal Reserve Bank. A thorough independent evaluation of the WCC is vital to the Federal Reserve Bank's ability to run future rounds of this program. To this end, the evaluation team has created an online survey that we would like you to complete.

This survey should take approximately 20 minutes to complete. Your participation is completely voluntary. You are not required to answer any questions that you do not wish to answer. All of your information will be kept confidential. The evaluation will not identify individuals or organizations in any of its evaluation reports.

Information obtained through this survey will be used to report about WCC teams. That is, information about individual partner organizations will not be reported. The Federal Reserve Bank of Boston will not view your organization's survey responses. Responses will be accessed only by staff at the research firm that is conducting the evaluation. All answers will be kept confidential to the best of the research contractor's ability, as allowed by law.

As mentioned above, this survey involves collecting information about your experiences with the WCC application process. Your cooperation in completing this survey and returning it by the date requested is critical to the success of the study.

For questions or concerns about your rights as a research participant, call Katie Speanburg at the Abt Associates Institutional Review Board at toll-free 877-520-6835. For questions or concerns about the research, call Lianne Fisman at 617-520-3008. For technical issues, call Elisabeth Ericson at (617) 520-2820.

"I have read this form and agree to participate in the WCC Evaluation. I know my participation in this study is completely voluntary. Researchers will use data security procedures to keep all of the study information private as described above. My name will never appear in any public report. I know that I can refuse to answer any questions researchers might ask me. I understand that researchers may contact me in the future to obtain updated information."

Name:

Date:

Check here if you agree with the above statement and would like to proceed with the survey.

[Survey will be programmed so it only proceeds when name, date and agreement are complete]

HISTORY AND PERCEPTIONS OF WCC COLLABORATIVE

1. This survey was designed to be completed by individuals who engaged in the Working Cities Challenge (WCC) in your city, as a way for them to share their experiences with the evaluation team.

Please confirm whether you engaged in your city's WCC collaborative?

- Yes 1
 No 0 TERMINATE

2. When did your organization/department first begin its engagement with the WCC collaborative?

MONTH YEAR

1. N
O RESPONSE

WCC STRUCTURE

3. Of the organizations in your WCC collaborative, what proportion joined at the time that you submitted the letter of intent?

None/Some/Most/All

3b. Of those organizations that were already working together prior to the submission of the letter of intent, which of the following statements best describes their relationship.

- They had worked together on a project(s) prior to the WCC application.
- They had met jointly to share information but had not worked together on a project(s) prior to the WCC application.
- Other _____

4. Is the collaborative that formed to respond to the WCC application currently working together on any projects or information sharing activities?

- Yes, all of the organizations are currently working together.
- Yes, some of the organizations currently working together.
- No, the organizations are not currently working together.

COLLABORATION

5. The table below lists six components of the WCC application process. Please rate the level of influence that each component has had on **your working relationship with other WCC partners.**

	No Influence	Of little Influence	Moderately Influential	Influential	Very Influential	Not Applicable
Working with your team to generate a <i>Letter of Intent</i> .						
The requirement that each city submit a single application focused on a single idea.						
Attending the <i>Applicant Workshop</i> .						
Working with your team to prepare the <i>application package</i> .						
<i>Site Visit</i> by the Federal Reserve Bank of Boston staff						
Preparation and presentation for <i>Jury Review</i> of proposals.						

6. The table below lists six components of the WCC process. Please rate the level of influence that each component has had on **your understanding of, or perspective about, the work you do in your city (select one).**

	No Influence	Of little Influence	Moderately Influential	Influential	Very Influential	Not Applicable
Working with your team to generate a <i>Letter of Intent</i> .						
The requirement that each city submit a single application focused on a single idea.						
Attending the <i>Applicant Workshop</i> .						
Working with your team to prepare your application package.						
<i>Site Visit</i> by the Federal Reserve Bank of Boston staff						
Preparation and presentation for <i>Jury Review</i> of proposals.						

CORE PROBLEM

7. Does your organization plan to work toward any of the goals that your team identified during the WCC process (without WCC funds)? *[If yes, proceed to 6a and 6b. If no, proceed to question 7]*

7a. Please describe the goals that you plan to continue working toward. (Open Ended)

7b. Which organizations do you plan to continue working with on these goals? (Open Ended)

7c. Have you identified other potential funding sources to support these activities?
Yes/No

COMMUNICATION

8. How frequently does your organization initiate communication, on average, with the other organizations that were part of your WCC application?

	Not at all (1)	Occasionally (2)	Frequently (3)
Partner One			
Partner Two			
Partner Three			
Partner Four			

9. How do you currently work with the following partners?

	Conduct Strategic Planning Together (1)	Coordinate advocacy work together (2)	Develop and share data together (3)	Apply for joint funding (4)	Manage programs or projects together (5)	Keep partner informed about our work (6)	We do not work together (7)
Partner 1							
Partner 2							
Partner 3							
Partner 4							

Indicate the extent to which you agree or disagree with each of the following statements related to communication amongst the organizations that contributed to your WCC application.

37.

10. Organizations that worked together on the WCC application trusted each other to share information and to provide honest feedback.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

11. When putting together the WCC application, different opinions were expressed and listened to.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

12. The strategies and practices set forth in our WCC application were shaped by information provided by a diverse set of WCC partners.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

13. The people involved in the WCC process had open discussions about difficult issues during the development of the application.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

14. **Indicate how often you personally have** *informal* conversations about the WCC initiative with individuals from other organizations who contributed to your WCC application.

Never, Rarely, Sometimes, Often, Most of the Time

CIVIC INFRASTRUCTURE

Indicate the extent to which you agree or disagree with the following statements:

15. I believe that the group of organizations that submitted the Working Cities Challenge proposal will still be working together on a collaborative project three years from now.

16. Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

17. **If Agree or Strongly Agree on 20:** If a new mayor was elected in my city next year, the work proposed by our WCC initiative would continue to move forward.

Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree

18. Think about the key non-profit organizations, municipal officials, employers, and business organizations in your city. What are three words that describe the interaction between these sectors? (Open Ended)
-

The following are questions regarding your assessment of your city's capacity to respond to an unexpected challenge.

19. Indicate the extent to which you agree or disagree with this statement:
If my city faced an unexpected economic, physical, or social shock (e.g., loss of major employer, sudden rise in high school dropout rates, etc.), I have a high level of confidence in the civic leadership of my city to respond quickly and capably to the challenge
Strongly Agree, Disagree, Neutral/No Opinion, Agree, Strongly Disagree
20. Which of the following organizations, if any, would you anticipate playing a leadership role in addressing the resulting social and economic challenges that would ensue from a major economic, physical or social shock to your city (as described above)?
You may choose more than one organization.
_____ (Open Ended)
21. Do you have any additional feedback you would like to share about your experience with the Working Cities Challenge?

Thank you for taking the time to complete this online survey as part of the WCC evaluation. The information you provided us is essential to successful data collection and analysis for an accurate, informative evaluation of the Working Cities Challenge application process. Thank you again for playing a critical role in informing future WCC efforts!