

Cuyahoga County, *Ohio*

Recovery Plan Performance Report



State and Local Fiscal Recovery Funds
2021 Report

Cuyahoga County, Ohio 2021 Recovery Plan

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GENERAL OVERVIEW

Executive Summary

On March 11, 2021, President Biden signed into law the American Rescue Plan Act of 2021. This legislation included a State and Local Fiscal Recovery Fund (SLFRF) of \$350 billion for eligible state, local, territorial, and Tribal governments to respond to the COVID-19 pandemic and its economic fallout and lay the foundation for a strong and equitable recovery nationwide.

The American Rescue Plan Act requires that payments from the SLFRF be used to achieve the following funding objectives:

1. Support urgent COVID-19 response efforts to continue to decrease spread of the virus and bring the pandemic under control.
2. Replace lost revenue for eligible state, local, territorial, and Tribal governments to strengthen support for vital public services and help retain jobs.
3. Support immediate economic stabilization for households and businesses.
4. Address systemic public health and economic challenges that have contributed to the inequal impact of the pandemic.¹

As part of this law, Cuyahoga County is expected to receive approximately \$240 million in direct SLFRF dollars from the United States Department of the Treasury in two payment tranches. The first payment tranche of \$119,949,128.50 was received on June 15, 2021. As of July 31, 2021, the close of the reporting period for this 2021 Recovery Plan Performance Report (hereafter Recovery Plan), Cuyahoga County has expended no SLFRF dollars. Planning on a spending strategy continues. Cuyahoga County has been focused on community engagement efforts to solicit input from constituents, community-based organizations, and communities in Cuyahoga County. In addition, the United States Treasury is expected to issue its final rule on the SLFRF in the coming months that will contain guidelines on how the funds may be spent. Cuyahoga County eagerly awaits this document to ensure our spending strategy complies with all federal regulations.

Community Engagement

As soon as the County was allotted funds from the American Rescue Plan, the Cuyahoga County administration put plans in place to engage the community and receive feedback on how SLFRF funds could be spent.

Community Engagement Feedback Portal

One of the first methods of community engagement Cuyahoga County established was the creation of an [ARPA Funding Community Feedback webpage](#) on the Cuyahoga County government website.

On this page, the public can find an overview of the purpose of ARPA, the six primary spending foci, various ways Cuyahoga County could use this funding, and facts about the amount of ARPA funding other government entities are receiving (i.e. Ohio, Cleveland, and local municipalities).

¹ U.S. Department of the Treasury. Coronavirus State and Local Fiscal Recovery Funds.

<https://home.treasury.gov/policy-issues/coronavirus/assistance-for-state-local-and-tribal-governments/state-and-local-fiscal-recovery-funds>

In addition, the webpage contains an online form for ARPA funding idea submissions. Residents and community members can fill out a brief [form](#) containing the following fields, all of which are optional:

- Name,
- Email,
- Funding Idea, and
- Cost.

This submission portal was promoted in a variety of ways. These include:

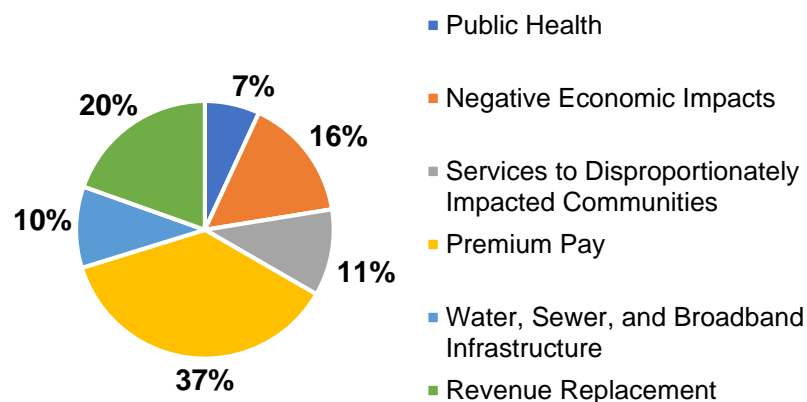
1. Announcements and information provided at two Cuyahoga County and Cuyahoga County Board of Health Media Briefings, viewed by members of the meeting and Cuyahoga County residents. These briefings received ample coverage from the media (see Appendix A);
2. Posts on official Cuyahoga County social media accounts, including [Facebook](#), [Twitter](#) and [LinkedIn](#);
3. Inclusion in the [Cuyahoga County News Now Newsletter](#) with a subscription base of 50,000+ residents; and
4. Inclusion in Cuyahoga County Executive Armond Budish’s weekly employee communication.

The ARPA Funding submission portal on the Cuyahoga County website received 348 responses from the community as of August 17, 2021. Respondents submitted ideas related to a variety of topics. Some responses focused on one main idea, while others listed out multiple opportunities for funding. Key themes of responses included affordable housing, rent/utility assistance, job training and education, food security, support for small businesses, broadband, water and sewer infrastructure, and essential worker support.

To better understand how public feedback aligned with SLFRF eligible uses, an analysis was completed to sort responses into SLFRF expenditure categories and to identify the target population for each request.

As illustrated in Figure 1, each response was categorized by one or more SLFRF eligible use.

Figure 1: Eligible Use Categories

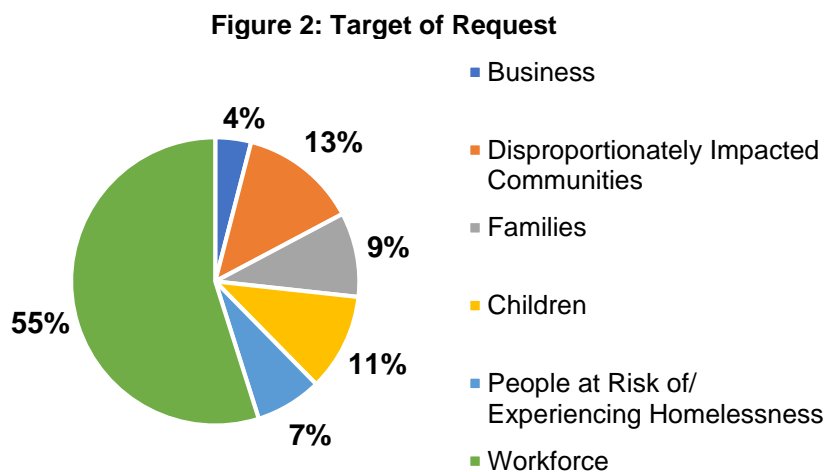


Many responses spanned various expenditure categories; these responses were assigned to multiple categories as appropriate. After all 348 responses were analysed, there was a total of 450 items that fell in the six categories. The three largest categories of responses pertained to Premium Pay (37%), Revenue Replacement (20%), and Negative Economic Impacts (16%), respectively.

Based on staff analysis of public feedback, responses were also organized into one of six populations:

- Business,
- Disproportionately Impacted Communities,
- Families,
- Children,
- People at Risk of/Experiencing Homelessness, and
- Workforce.

Figure 2 below demonstrates that over half of responses (55%) aimed at Workforce. Thirteen percent focus on Disproportionately Impacted Communities, while 11 percent were directed at Children. The remaining groups made up less than 10 percent of responses.



The Cuyahoga County Community Engagement Portal remains open as community engagement efforts are ongoing.

Regional Stakeholder Initiative

In addition to seeking public comment on the use of ARPA funds, Cuyahoga County Executive Armond Budish and members of the County leadership team have engaged with a wide variety of local partners, leaders, and organizations.

For example, on June 30, 2021 Cuyahoga County and its partners hosted a Regional Stakeholder Initiative meeting to gauge ideas and recommendations from community leaders regarding spending of ARPA dollars.

Attendees of this meeting include representatives from the following organizations:

- Cleveland Housing Partners
- Cleveland State University
- Cuyahoga Community College
- Cuyahoga County Mayors & Managers Association
- Cuyahoga Land Bank
- Fund for Our Economic Future
- Global Cleveland
- Greater Cleveland Partnership
- JumpStart
- MetroHealth
- Northeast Ohio Public Utilities Council
- Northeast Ohio Regional Sewer District
- Port of Cleveland
- TeamNEO/JobsOhio
- University Circle Inc.
- University Hospitals
- Vibrant NEO

ARPA Funding Conversations

In addition to the Regional Stakeholder Initiative meeting, Cuyahoga County leadership has facilitated ARPA funding conversations with members of organizations and groups that interact with communities of color, conduct work and perform services in underserved communities, and/or work to enhance equity in communities as the core of their work. Some of these groups include the Cuyahoga County Citizens' Advisory Council on Equity, the Cuyahoga County Division of Senior and Adult Services and the Division of Children and Family Services Board, Cuyahoga County Council members, and additional local business, non-profit and community leaders.

The County also held a neighbourhood townhall event in Cleveland's Central neighborhood to get feedback from residents of how the County can impactfully support their needs. Their feedback may also contribute to how funds are dispersed and to what programs.

Uses of Funds

As of the close of the 2021 Recovery Plan Performance Report period on July 31, 2021, no State and Local Fiscal Recovery Funds have been expended by Cuyahoga County and planning remains underway for the County's use of SLFRF. Future SLFRF Recovery Plan Reports will include the County's plan for the intended use of funds. The County's plan will be informed by the community engagement efforts detailed above and United States Treasury SLFRF final rule, as well as the County's existing strategic planning efforts.

Recognizing the disproportionate impact of the pandemic-related recession, the County intends to use SLFRF dollars to support those most impacted by COVID-19.

Based on SLFRF eligible uses, the County will explore use of funds to:

1. Support the COVID-19 public health response,
2. Address negative economic impacts,
3. Invest in water, sewer, and broadband projects,
4. Provide premium pay for essential workers,
5. Implement transformative and lasting initiatives, and
6. Replace public sector revenue loss.

Using SLFRF dollars this way will allow the County to maintain quality public services, mitigate the continuing public health and economic impacts of COVID-19, and create transformative and lasting change propelling Cuyahoga County towards a more vibrant and prosperous region where everyone thrives.

Promoting Equitable Outcomes

As of the close of the Recovery Plan period on July 31, 2021, no State and Local Fiscal Recovery Funds have been expended by Cuyahoga County and planning remains underway for the County's use of SLFRF. Once projects are selected and funding is awarded, the County will describe in future SLFRF Recovery Plan Performance Reports the overall strategy for promoting equitable outcomes based on the SLFRF Compliance and Reporting Guidance. This includes prioritizing and identifying projects that target economically disadvantaged communities as defined by:

1. United States Department of Housing and Urban Development Qualified Census Tracts,
2. Median income eligibility criteria for primary program or service beneficiaries falls below 60 percent of the median income for the associated jurisdiction, or
3. Program or service eligibility criteria result in over 25 percent of intended beneficiaries are below the federal poverty line.

Where possible, disaggregated data will be reported to illustrate efforts and outcomes by race, ethnicity, gender, income, and other relevant factors.

Existing Racial Equity Initiatives

With racial disparities widening with regards to healthcare, education, quality of life, and economic mobility, Cuyahoga County Council and the County Executive acknowledge the needed focus and urgency to create systemic change across Cuyahoga County, starting with County government. On July 7, 2020 Cuyahoga County [declared](#) racism a public health crisis. In addition to making this important declaration, the County established a Citizens' Advisory Council on Equity (CACE) and activated the Cuyahoga County Equity Commission (CCEC) to guide and oversee the County's equity efforts.

CACE has the role of advising both the County Council and the County Executive on policies, practices, and procedures to defeat racism and to establish equity, inclusion, and access both internally and externally within the County. To more deeply address specific areas of disparity between Black and White people with respect to: health and healthcare, the criminal justice system, healthy food, safe and affordable housing, well-paying jobs, business ownership opportunities, quality transportation, educational opportunities, and safe places to be active, the work of CACE is structured into four categories (sub-committees):

1. Health and Healthcare,
2. Economic Opportunity,
3. Equitable Quality of Life, and
4. Criminal Justice.

CCEC has the role of overseeing the County's internal equity efforts. In 2020, CCEC identified five pilot agencies within the County and one Board to begin the process of assessing each agency's policies and programs, with respect to outcomes, using data through a lens of racial equity. Pilots are currently in process for the following agencies and one Board:

1. Department of Health and Human Services,
2. Department of Development,
3. Department of Public Works,
4. Department of Human Resources,
5. Department of Equity and Inclusion, and the

6. Cleveland – Cuyahoga County Workforce Development Board.

Initial [reports](#) on efforts to date by CACE and CCEC were released in January 2021. Guidance and oversight provided by CACE and CCEC will be instrumental in the development and implementation of the County's strategy for promoting equitable outcomes.

Department of Equity and Inclusion

In 2021, the County also established the Department of Equity and Inclusion to enhance equity in program and policy development within County government in coordination with CACE, CCEC, and various departments under to jurisdiction of the County Executive. Department efforts are focused on increasing participation of minority-and-women-owned business enterprises (MWBE) in County contracting and purchasing, tracking and reporting County performance related to MWBE contracting goals, working with the Department of Human Resources to build a culture of equity, and serving as an ombudsman for acceptance and evaluation of inquiries submitted by the public related to equity initiatives.

The Department of Equity and Inclusion will play a key role in the collection and reporting of performance data related to MWBE contractors awarded SLFRF dollars.

Promoting Racial Equity through CARES Act Funding

The County received \$215 million in direct aid through the Coronavirus Aid, Relief, and Economic Security (CARES) Act on March 27, 2020. Dissemination of funds was facilitated through an equity lens, prioritizing and giving consideration to funding that would impact underserved or underinvested communities. Through this strategy:

- 39 percent of COVID tests performed from May 2020 to March 2021 were administered to Black people.
- 50 percent of businesses that received funding through the County's Small Business Stabilization Fund were minority-owned businesses across a wide array of industries.
- 77 percent of restaurants that received funding through the County's Restaurant Stabilization Fund were women and/or minority owned businesses.
- 31 percent of contracts for Emergency COVID-19 Building Modifications for County-owned facilities were awarded to minority-and-women-owned businesses.

Labor Practices

As of the close of the Recovery Plan period on July 31, 2021, no State and Local Fiscal Recovery Funds have been expended by Cuyahoga County and planning remains underway for the County's use of SLFRF. Once projects are selected and funding is awarded, the County will describe in future SLFRF Recovery Plan Performance Reports all workforce practices related to any infrastructure projects being pursued.

Future SLFRF Recovery Plan Performance Reports will include details on how infrastructure projects pursued are using strong labor standards to promote the effective and efficient delivery of high-quality projects while also supporting economic recovery through strong employment opportunities for workers. Where applicable, the County will identify when labor practice agreements, community benefit agreements, prevailing wage requirements, and local hiring are used based on the SLFRF Compliance and Reporting Guidance.

Use of Evidence

As of the close of the Recovery Plan period on July 31, 2021, no State and Local Fiscal Recovery Funds have been expended by Cuyahoga County. Once projects are selected and funding is awarded, the County will identify where funds are being used for evidence-based interventions and/or if projects are being evaluated through rigorous program evaluations that are designed to build evidence in future SLFRF Recovery Plan Performance Reports submitted by the County.

Future SLFRF Recovery Plan Performance Reports will also include details on the County's overall approach to using evidence and evaluation. In addition to evaluation efforts implemented by specific County agencies, existing strategic planning efforts in the areas of housing, health and human services, and economic development may be used to guide overarching evaluation efforts.

Strategic Planning Efforts & Performance Management

County strategic planning efforts are detailed in the [Cuyahoga County Strategic Plan](#), [Cuyahoga County 5-Year Economic Development Plan](#), [Cuyahoga County Health and Human Services Strategic Plan](#), and Cuyahoga County Housing Plan, with progress and performance reported publicly through [Cuyahoga Performance](#).

Current Use of Evidence Practices

Cuyahoga County Department of Development is well versed in use of evidence practices through the County's designation as an Entitlement Community in accordance with the U.S. Department of Housing and Urban Development and receipt of annual Formula Grants for Community Development Block Grant funds, HOME Investment Partnership Funds on behalf of the Cuyahoga HOME Consortia and Emergency Shelter Grant funds. To that end, the County's overall approach to using evidence and evaluation will be guided by the HUD required Annual Action Plan, Consolidated Plan and CAPER as they relate directly to housing activities.

Cuyahoga County Department of Health and Human Services (DHHS) has a long history of grounding service delivery in evidence-based practices and rigorous evaluation. The County is the first county in the United States to implement a Pay-for-Success contract and over three-quarters of DHHS contracts include monthly or quarterly performance reporting used to evaluate vendors and redesign services. The Office of Early Childhood and Case Western Reserve University have developed a longitudinal data set spanning decades that serves as the basis for controlled studies to identify high-quality childcare and Pre-K sites in county and municipally funded Pre-K programs. The Office of Homeless Service manages a continuum of care that relies on many evidence-based and other best practice services, including a Permanent Supportive Housing model, Rapid-Re-Housing, and a nationally-recognized Diversion/Mediation program. The Division of Child & Family Services (DCFS) is committed to providing evidence-based programming options to children and families. The Division is invested in training and staff development and currently houses a Multi-systemic Therapy (MST) unit and an Early Childhood unit providing Attachment Biobehavioral Catchup (ABC), both implemented with full fidelity.

Table of Expenses by Expenditure Category

As of the close of the Recovery Plan period on July 31, 2021, no State and Local Fiscal Recovery Funds have been expended by Cuyahoga County. As a result, cumulative expenditures to date are \$0.00 for all expenditure categories.

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
1	Expenditure Category: Public Health		
1.1	COVID-19 Vaccination	\$0.00	\$0.00
1.2	COVID-19 Testing	\$0.00	\$0.00
1.3	COVID-19 Contact Tracing	\$0.00	\$0.00
1.4	Prevention in Congregate Settings (Nursing Homes, Prisons/Jails, Dense Work Sites, Schools, etc.)	\$0.00	\$0.00
1.5	Personal Protective Equipment	\$0.00	\$0.00
1.6	Medical Expenses (including Alternative Care Facilities)	\$0.00	\$0.00
1.7	Capital Investments or Physical Plant Changes to Public Facilities that respond to the COVID-19 public health emergency	\$0.00	\$0.00
1.8	Other COVID-19 Public Health Expenses (including Communications, Enforcement, Isolation/Quarantine)	\$0.00	\$0.00
1.9	Payroll Costs for Public Health, Safety, and Other Public Sector Staff Responding to COVID-19	\$0.00	\$0.00
1.10	Mental Health Services	\$0.00	\$0.00
1.11	Substance Use Services	\$0.00	\$0.00
1.12	Other Public Health Services	\$0.00	\$0.00
2	Expenditure Category: Negative Economic Impacts		
2.1	Household Assistance: Food Programs	\$0.00	\$0.00
2.2	Household Assistance: Rent, Mortgage, and Utility Aid	\$0.00	\$0.00
2.3	Household Assistance: Cash Transfers	\$0.00	\$0.00
2.4	Household Assistance: Internet Access Programs	\$0.00	\$0.00
2.5	Household Assistance: Eviction Prevention	\$0.00	\$0.00
2.6	Unemployment Benefits or Cash Assistance to Unemployed Workers	\$0.00	\$0.00
2.7	Job Training Assistance (e.g., Sectoral job-training, Subsidized Employment, Employment Supports or Incentives)	\$0.00	\$0.00
2.8	Contributions to UI Trust Funds*	\$0.00	\$0.00
2.9	Small Business Economic Assistance (General)	\$0.00	\$0.00
2.10	Aid to nonprofit organizations	\$0.00	\$0.00
2.11	Aid to Tourism, Travel, or Hospitality	\$0.00	\$0.00
2.12	Aid to Other Impacted Industries	\$0.00	\$0.00
2.13	Other Economic Support	\$0.00	\$0.00
2.14	Rehiring Public Sector Staff	\$0.00	\$0.00

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
3	Expenditure Category: Services to Disproportionately Impacted Communities		
3.1	Education Assistance: Early Learning	\$0.00	\$0.00
3.2	Education Assistance: Aid to High-Poverty Districts	\$0.00	\$0.00
3.3	Education Assistance: Academic Services	\$0.00	\$0.00
3.4	Education Assistance: Social, Emotional, and Mental Health Services	\$0.00	\$0.00
3.5	Education Assistance: Other	\$0.00	\$0.00
3.6	Healthy Childhood Environments: Child Care	\$0.00	\$0.00
3.7	Healthy Childhood Environments: Home Visiting	\$0.00	\$0.00
3.8	Healthy Childhood Environments: Services to Foster Youth or Families Involved in Child Welfare System	\$0.00	\$0.00
3.9.	Healthy Childhood Environments: Other	\$0.00	\$0.00
3.10	Housing Support: Affordable Housing	\$0.00	\$0.00
3.11	Housing Support: Services for Unhoused persons	\$0.00	\$0.00
3.12	Housing Support: Other Housing Assistance	\$0.00	\$0.00
3.13	Social Determinants of Health: Other	\$0.00	\$0.00
3.14	Social Determinants of Health: Community Health Workers or Benefits Navigators	\$0.00	\$0.00
3.15	Social Determinants of Health: Lead Remediation	\$0.00	\$0.00
3.16	Social Determinants of Health: Community Violence Interventions	\$0.00	\$0.00
4	Expenditure Category: Premium Pay		
4.1	Public Sector Employees	\$0.00	\$0.00
4.2	Private Sector: Grants to other employers	\$0.00	\$0.00
5	Expenditure Category: Infrastructure		
5.1	Clean Water: Centralized wastewater treatment	\$0.00	\$0.00
5.2	Clean Water: Centralized wastewater collection and conveyance	\$0.00	\$0.00
5.3	Clean Water: Decentralized wastewater	\$0.00	\$0.00
5.4	Clean Water: Combined sewer overflows	\$0.00	\$0.00
5.5	Clean Water: Other sewer infrastructure	\$0.00	\$0.00
5.6	Clean Water: Stormwater	\$0.00	\$0.00
5.7	Clean Water: Energy conservation	\$0.00	\$0.00
5.8	Clean Water: Water conservation	\$0.00	\$0.00
5.9	Clean Water: Nonpoint source	\$0.00	\$0.00
5.10	Drinking water: Treatment	\$0.00	\$0.00
5.11	Drinking water: Transmission & distribution	\$0.00	\$0.00

Category		Cumulative expenditures to date (\$)	Amount spent since last Recovery Plan
5.12	Drinking water: Transmission & distribution: lead remediation	\$0.00	\$0.00
5.13	Drinking water: Source	\$0.00	\$0.00
5.14	Drinking water: Storage	\$0.00	\$0.00
5.15	Drinking water: Other water infrastructure	\$0.00	\$0.00
5.16	Broadband: "Last Mile" projects	\$0.00	\$0.00
5.17	Broadband: Other projects	\$0.00	\$0.00
6	Expenditure Category: Revenue Replacement		
6.1	Provision of Government Services	\$0.00	\$0.00
7	Administrative and Other		
7.1	Administrative Expenses	\$0.00	\$0.00
7.2	Evaluation and data analysis	\$0.00	\$0.00
7.3	Transfers to Other Units of Government	\$0.00	\$0.00
7.4	Transfers to Nonentitlement Units (States and Territories only)	\$0.00	\$0.00

PROJECT INVENTORY

As of the close of the Recovery Plan period on July 31, 2021, no State and Local Fiscal Recovery Funds have been expended by Cuyahoga County. Once projects are selected and funding is awarded a detailed project inventory will be provided in future SLFRF Recovery Plan Performance Reports submitted by the County. This project inventory will provide the following information for each project based on the SLFRF Compliance and Reporting Guidance:

1. Project [Identification Number]: [Project Name]
2. Funding amount: [Funding amount]
3. Project Expenditure Category: [Category number, Category Name]
4. Project Status of Completion: [Not Started, ,50, >50, Completed]
5. Project Description: [Activity Overview, Timeline, Delivery Mechanism, Partners, Intended Outcomes, etc.]
6. Required Programmatic Data: [If applicable]
7. Project Demographic Distribution: [If applicable]
8. Use of Evidence: [If applicable]

PERFORMANCE REPORT

As of the close of the Recovery Plan period on July 31, 2021, no State and Local Fiscal Recovery Funds have been expended by Cuyahoga County. Once projects are selected and funding is awarded, the County will include key performance indicators for major SLFRF projects. Both output and outcome measures will be included and where possible data will be disaggregated by race, ethnicity, gender, income, and other relevant factors. Should the County fund projects where mandatory performance indicators have been identified, the County will report out on those measures in future SLFRF Recovery Plan Performance Reports.

RECOVERY PLAN PERFORMANCE REPORT APPENDICIES

Appendix A: Cuyahoga County APRA Community Feedback Portal Media Coverage

1. "Cuyahoga County asking residents to submit ideas on how to spend millions of dollars from American Rescue Plan Act": <https://www.wkyc.com/article/news/local/cuyahoga-county/cuyahoga-county-asking-residents-submit-ideas-spending-millions-of-dollars-from-american-rescue-plan-act/95-0b3ab2b1-68da-4a58-a596-a41ff80a5d9c>
2. "Cuyahoga County seeking 'transformative' ideas for how to spend \$240M in federal aid": <https://www.cleveland.com/news/2021/07/cuyahoga-county-seeking-transformative-ideas-for-how-to-spend-240m-in-federal-aid.html>
3. "Cuyahoga County Asks Residents How to Spend Federal COVID-19 Relief Money": <https://www.ideastream.org/news/cuyahoga-county-asks-residents-how-to-spend-federal-covid-19-relief-money>
4. "Cuyahoga County Board of Health offers tips to stay safe during summer months": <https://fox8.com/news/watch-live-cuyahoga-county-board-of-health-offers-update-on-delta-variant-summer-events/>
5. "Cuyahoga County provides COVID-19 safety regulations for summertime": https://www.clevelandjewishnews.com/news/local_news/cuyahoga-county-provides-covid-19-safety-regulations-for-summertime/article_3f417d74-df48-11eb-beca-035850b673b4.html