



**A Review and Synthesis of  
EBMC Evaluation Materials for  
Workforce Development, Job  
Creation, Capacity Building and  
Quality of Life Focus Areas**

Prepared by:

The Jacob  
*france*  
Institute

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## EXECUTIVE SUMMARY

The Empower Baltimore Management Corporation (EBMC) retained the Jacob France Institute of the University of Baltimore (JFI) to review, analyze, synthesize and prepare a report describing the findings of available evaluation materials prepared during the operation of the Baltimore Empowerment Zone from 1994 to 2005. This report describes the available EBMC evaluation materials in the four major areas where EBMC implemented programs – job creation, workforce development, community capacity, and quality of life (housing and crime reduction). In the areas of job creation and workforce development, this report also extends the results of existing evaluation materials to include an analysis of the leveraging effects of EBMC outcomes.

### Job Creation

- The 6,603 jobs created or retained by EBMC job creation programs would contribute more than \$1.2 billion in economic activity to the City of Baltimore economy. These 6,603 jobs would be combined with 4,012 jobs created through the “spin-off” or “multiplier effects” of these jobs for a total employment impact of 10,615 City jobs created or supported by the Baltimore Empowerment Zone job creation programs.
- There is an estimated \$455 million in salaries and wages associated with these 10,615 jobs. The economic activity supported by the Empowerment Zone generates an estimated \$21 million in State sales and income taxes and \$21.3 million in City income and property taxes.

### Workforce Development

- The recorded increase in employment activity after receiving workforce development assistance increased by a low of 3% to a high of 8%. The average incremental earnings increase for EZ workforce development program participants after receiving workforce development assistance ranged from a low of \$374 per quarter to a high of \$1,515 per quarter.
- The national *Interim Assessment of the Empowerment Zones and Enterprise Communities (EZ/EC) Program: A Progress Report (2001)* by the U.S. Department of Housing and Urban Development found that Baltimore has successfully targeted the multiple barriers to employment facing residents through the locally driven, coordinated delivery of linked social service (basic education, substance abuse counseling), training and placement.

### Community Capacity

- In 2003, EBMC commissioned the *Community Development Capacity Building Impacts of the Baltimore Empowerment Zone* report to analyze the impact of the Baltimore Empowerment Zone’s community capacity building efforts. This report found that the community capacity building efforts of the Baltimore Empowerment Zone have been successful in terms of building community capacity - defined as creating functioning community organizations that have engaged the community to design and implement key strategic goals through a core set of programs.

- In assessing the community capacity building efforts, the *Lessons Learned from the Community Capacity Building Efforts of the Baltimore Empowerment Zone Village Centers* report in 2004 found that EBMC's technical assistance and community oriented strategic planning efforts were of critical importance, but the capacity building efforts could have benefited from additional start-up time and an expanded communication effort in order to: better mobilize the community; identify, support and build community leadership; build the networks of linkages necessary to promote redevelopment; and address the history of failed redevelopment attempts in these communities.

### **Quality of Life**

- According to statistics provided by the Baltimore City Police Department, from 1994 to 2003, the total numbers of crimes including murder, rape, robbery, aggravated assault, burglary, larceny, and stolen automobiles have dramatically declined within the Empowerment Zone. For all of Baltimore City, these crimes have decreased by 38% and within the Zone they have decreased by 56%.
- From 1995 to 2000, over 900 completed projects (public, private, community, and institutional) representing \$1.1 billion in investment and approximately 200 pipeline projects representing a minimum of \$631 million have been identified within the Empowerment Zone. Additionally, as of the end of 2002, 813 Housing Venture Fund program loans had been made totaling over \$3.4 million in funds.

Prepared by:

The Jacob  
*france*  
Institute

Merrick School of Business  
The University of Baltimore  
1420 N. Charles Street  
Baltimore, Maryland 21201  
[www.ubalt.edu/jfi](http://www.ubalt.edu/jfi)  
(410) 837-4727