



# Cuyahoga Countywide Housing Study

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County Planning

**August 10, 2016**



## County Planning

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### **About County Planning**

The Cuyahoga County Planning Commission's mission is to inform and provide services in support of the short and long term comprehensive planning, quality of life, environment, and economic development of Cuyahoga County and its cities, villages and townships.

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Cleveland Neighborhood Progress

# INTRODUCTION

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For many communities in the industrial Midwest, the changing economy has resulted in population loss. Combined with changes in population settlement, housing preferences, and demographics, Cuyahoga County is now faced with an oversupply of housing mismatched to the needs of current and future households. To address this disparity, the County is performing a housing study that will address the full needs of our communities: new construction where warranted, rehabilitation where feasible, and demolition where necessary.

## A Plan for Our Future

The Countywide Housing Study will involve five (5) phases resulting in a final set of best practices, strategies, and policies to assist public officials in developing a coherent housing strategy. To accomplish this, County Planning will team with the Cleveland State University Maxine Goodman Levin College of Urban Affairs and will perform the following tasks:

- Analyze current and projected demographic trends and housing needs
- Analyze existing housing stock, project future demand, and calculate the mismatch between the two
- Develop an understanding of the market strength of the county's neighborhoods where applicable include analysis of areas that individual communities are targeting for investment and development
- Compile data on housing construction, rehab, and demolition costs to determine the feasibility of each
- Develop best practices, policies, and strategies to guide decision making for local governments

The Countywide Housing Study will provide a powerful tool grounded in data and sound analysis to help establish a rational set of policy tools and actions that will ensure that each of our neighborhoods live up to its potential.

## Expertise for Our Region

County Planning performs a unique role in Cuyahoga County. As a successor to the Cuyahoga County Regional Planning Commission, County Planning has over a half century legacy of providing land use, zoning, development, and other planning services for the county's cities, villages, and townships.

County Planning recognizes that new decision-making and implementation tools are required to supplement the economic and community development processes we already use.

Combining our expertise in demographic and data analysis with state-of-the-art mapping abilities and expertise in planning best practices, County Planning is prepared to deliver a meaningful housing study that can assist diverse communities in developing strategies that will result in vibrant communities, healthy green spaces, a stronger economy, and quality housing for all Cuyahoga County residents.

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# DEMOGRAPHIC TRENDS AND PROJECTIONS

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## SECTION 1

# DEMOGRAPHIC TRENDS AND PROJECTIONS

Many factors affect the housing needs of a community. The Demographic Trends and Projections document outlines some of the major trends in population and housing that will shape future needs and demand.

### What's In This Section?

The section includes the following topics:

- Introduction, page 12
- Broad Trends, page 13
- Ohio Trends, page 17
- Cleveland-Akron Seven-County Trends, page 21
- Migration, page 31
- Population Projections, page 35
- Conclusion, page 38

The data for this section comes from numerous sources, including the Department of Commerce's U.S. Census Bureau's American Community Survey, Cuyahoga County, and the U.S. Department of the Treasury Internal Revenue Service's County-to-County Migration files.

### How Do I Use It?

The Demographic Trends and Projections data will inform the remaining parts of the Housing Study. The trends put context to the challenges and opportunities in Cuyahoga County.

This section will include data that will:

- Compare Cuyahoga County's population, household and housing unit change with overall trends,
- Analyze trends in homeownership,
- Use national migration data to place Cuyahoga County data trends in a national context.
- Project future demographic changes.

The results of this Demographic Trends and Projections analysis will be used in Phase 2 of this study to determine the existing and projected supply and demand for housing and housing types in the future. It will also inform future Phases regarding areas of market strengths and focus areas, housing and service costs, and policy considerations.

# Introduction

Cuyahoga County has experienced a significant decline in population over the past several decades. Despite the population loss, the number of housing units has been increasing. Some of this can be explained by an increase in the number of households in certain decades. However, over the most recent decade, 2000-2010, both population and households have decreased significantly.

Over the period 1990-2010, Cuyahoga County's population decreased by 132,018 people, with 113,856 (86%) of that loss coming in the 2000-2010 decade (Table 1). While the population was declining in each decade, the number of households actually rose by 8,214 from 1990-2000, and then fell by 26,401 from 2000-2010. Despite this overall decline in the number of households, the number of housing units rose in both decades, reaching a level of 621,763 units in 2010, which was 17,225 units higher than the 1990

level. The 2.8 percent growth in the number of housing units, compared to a 3.2 percent decrease in households meant that by 2010 there were 76,707 more housing units than households.

This means there is a significant excess of units compared to the number of households available to occupy them. There are 12.3 percent more units than households. While a natural surplus is a good thing to help keep housing costs in check and provide diverse housing options, a gap this large can create a burden on local governments and communities in regards to utility provision and protective service costs, decreased tax revenues, vacancy, and blight.

**Table 1**

Basic Housing and Population Statistics, Cuyahoga County, 1990-2010

	1990	2000	Change 90-00	Pct. Chng. 90-00	2010	Change 00-10	Pct. Chng. 00-10	Change 90-10	Pct. Chng. 90-10
Households	563,243	571,457	8,214	1.5	545,056	-26,401	-4.6	-18,187	-3.2
Housing Units	604,538	616,903	12,365	2.0	621,763	4,860	0.8	17,225	2.8
Population	1,412,140	1,393,978	-18,162	-1.3	1,280,122	-113,856	-8.2	-132,018	-9.3
Owner-Occupancy	62.0	63.2	1.2		60.9	-2.3		-1.1	

Source: U.S. Census Bureau

## Broad Trends

Cuyahoga County has been and remains a large county in regards to total population and number of households. Of the 3,086 counties included in this analysis, Cuyahoga ranked fifteenth highest in the number of households in 1990, and twenty-fourth highest in 2010 (Table 2).

While the number of households in 1990 ranged from a low of 42 in Loving County, Texas, to a high of 2,989,552 in Los Angeles County, California, the median was only 8,272. Cuyahoga County was one of only 29 counties with over 400,000 households in 1990, and one of only 38 counties in 2010 to have the same. Table 2 displays data for Cuyahoga County and the ten most similar counties in number of households in 1990, ordered by the change in the number of households from 1990 to 2010. Tarrant County, Texas (Dallas-Fort Worth-Arlington, TX MSA) gained the most households during the period with over 200,000. Cuyahoga fared the worst, losing over 18,000 households. With the exception of Middlesex County in Massachusetts, the counties that gained households were located in the south or west, and those that lost were in Pennsylvania or Ohio.

Table 3 shows Cuyahoga County and those counties most similar in loss of households. Between 1990-2010, Cuyahoga lost the third-most number

of households in the United States. Only Orleans Parish, Louisiana (New Orleans-Metairie-Kenner, LA MSA) and Wayne County, Michigan (Detroit-Warren-Livonia, MI MSA) lost more households over these 20 years. Mahoning and Hamilton counties in Ohio also ranked high in the loss of households during this period.

Across the U.S., however, many other counties are growing. Table 4 displays the 10 counties that gained the most households from 1990-2010. Four of these counties are in Texas, three in California, and one each in Nevada and Arizona. Metropolitan areas including Phoenix, Houston, Las Vegas, Dallas-Ft.



Flickr: David Shankbone

Foreclosures and a glut of housing have hampered Cuyahoga County's housing market.

Source for figures at right: U.S. Census Bureau

**Table 2**

Changes 1990-2010 for the 10 Counties Closest to Cuyahoga County in the Number of Households in 1990

County	HHs in 1990	HHs in 1990: Rank	Change in HHs 1990 to 2010	HHs in 2010: Rank	Pct. Chng. In HHs 1990 to 2010	Change in H Units 1990 to 2010	Pct. Chng. in H Units 1990 to 2010	Change in Pop. 1990 to 2010	Pct. Chng. in Pop. 1990 to 2010
Tarrant County, TX	438,634	22	218,500	17	49.8	223,651	45.5	638,931	54.6
Miami-Dade Cnty, FL	692,355	12	174,997	8	25.3	218,147	28.3	559,341	28.9
King County, WA	615,792	13	173,440	10	28.2	203,918	31.5	423,930	28.1
Broward County, FL	528,442	17	157,605	16	29.8	181,728	28.9	492,578	39.2
San Bernardino Cnty, CA	464,737	21	146,881	18	31.6	157,305	29.0	616,830	43.5
Santa Clara Cnty, CA	520,180	18	84,024	20	16.2	91,680	17.0	284,065	19.0
Alameda County, CA	479,518	20	65,620	23	13.7	78,440	15.6	231,089	18.1
Middlesex Cnty, MA	519,527	19	61,161	22	11.8	68,208	12.5	104,617	7.5
Philadelphia Cnty, PA	603,075	14	-3,339	21	-0.6	-4,728	-0.7	-59,571	-3.8
Allegheny County, PA	541,261	16	-7,301	26	-1.3	8,463	1.5	-113,101	-8.5
Cuyahoga Cnty, OH	563,243	15	-18,187	24	-3.2	17,225	2.8	-132,018	-9.3
US Median	8,272		1,504		18.1	2,122	20.0	2,479	12.0
US Minimum	42		-77,786		-42.9	-35,677	-33.2	-291,103	-46.1
US Maximum	2,989,552		604,023		389.4	687,238	379.4	1,695,016	372.7

US median, minimum, and maximum calculated from all counties

**Table 3**

Changes 1990-2010 for the 10 Counties Closest to Cuyahoga County in the Number of Households lost 1990-2010

County	HHs in 1990	Change in HHs 1990 to 2010	Change in HHs 1990 to 2010: Rank	Pct. Chng. In HHs 1990 to 2010	Change in H Units 1990 to 2010	Pct. Chng. in H Units 1990 to 2010	Change in Pop. 1990 to 2010	Pct. Chng. In Pop. 1990 to 2010	Pct. Chng. in Pop. 1990 to 2010
Mahoning County, OH	101,136	-2,424	3,074	-2.4	3,918	3.6	-25,983	-9.8	54.6
Mississippi County, AR	20,420	-2,679	3,075	-13.1	-1,773	-8.0	-11,045	-19.2	28.9
Cambria County, PA	62,004	-3,054	3,076	-4.9	-1,724	-2.6	-19,350	-11.9	28.1
Wyandotte County, KS	61,514	-3,115	3,077	-5.1	-2,355	-3.4	-4,488	-2.8	39.2
Philadelphia County, PA	603,075	-3,339	3,078	-0.6	-4,728	-0.7	-59,571	-3.8	43.5
Washington County, MS	22,593	-3,657	3,079	-16.2	-2,859	-11.6	-16,798	-24.7	19.0
McDowell County, WV	12,880	-3,704	3,080	-28.8	-4,008	-26.1	-13,120	-37.2	18.1
Hamilton County, OH	338,881	-4,936	3,081	-1.5	15,943	4.4	-63,854	-7.4	7.5
Allegheny County, PA	541,261	-7,301	3,082	-1.3	8,463	1.5	-113,101	-8.5	-3.8
St. Bernard Parish, LA	23,156	-9,935	3,083	-42.9	-8,353	-33.2	-30,734	-46.1	-8.5
Cuyahoga County, OH	563,243	-18,187	3,084	-3.2	17,225	2.8	-132,018	-9.3	-9.3
US Median	8,272	1,504		18.1	2,122	20.0	2,479	12.0	12.0
US Minimum	42	-77,786		-42.9	-35,677	-33.2	-291,103	-46.1	-46.1
US Maximum	2,989,552	604,023		389.4	687,238	379.4	1,695,016	372.7	372.7

US median, minimum, and maximum calculated from all counties

Worth, Los Angeles, and San Diego are represented by these counties.

Nationwide, the median rate of owner-occupancy declined from 75.5 to 73.8 percent, a total of 1.7 percentage points, between the years 2000 and 2010. The decrease in Cuyahoga County across this same decade was, 2.3 percentage points from 63.2 to 60.9 percent. The decline in the past decade was quite different from period 1990-2000, when the rate of owner-occupancy was on the rise. U.S. counties grew 1.5 percent while Cuyahoga County grew 1.2 percent.

Table 5 displays data for owner-occupied units in Cuyahoga and similar counties in 1990. Like Cuyahoga, the owner-occupancy rate of eight of

the other counties increased from 1990-2000. While they weren't the same counties, the owner-occupancy rate of eight of the other counties also decreased from 2000-2010.

**Table 4**  
Changes 1990-2010 for the 10 Counties That Added the Most Households

County	HHS in 1990	Owner-Occupied 1990	Renter-Occupied 1990	Pct. Owner-Occupied 1990	Pct. Owner-Occupied 2000	Pct. Owner-Occupied 2010	Pct. Point Change 1990 to 2010
Maricopa County, AZ	807,560	604,023	74.8	687,238	72.2	1,695,016	79.9
Clark County, NV	287,025	428,340	149.2	523,155	164.9	1,209,810	163.2
Harris County, TX	1,026,448	408,707	39.8	424,890	36.2	1,274,260	45.2
Riverside County, CA	402,067	284,193	70.7	316,860	65.5	1,019,228	87.1
Los Angeles County, CA	2,989,552	251,652	8.4	281,733	8.9	955,441	10.8
Tarrant County, TX	438,634	218,500	49.8	223,651	45.5	638,931	54.6
Bexar County, TX	409,043	199,888	48.9	207,040	45.4	529,379	44.7
San Diego County, CA	887,403	199,462	22.5	218,546	23.1	597,297	23.9
Collin County, TX	95,805	187,954	196.2	197,133	189.9	518,305	196.3
Wake County, NC	165,743	179,902	108.5	194,690	109.9	477,613	112.8
US Median	8,272	1,504	18.1	2,122	20.0	2,479	12.0
US Minimum	42	-77,786	-42.9	-35,677	-33.2	-291,103	-46.1
US Maximum	2,989,552	604,023	389.4	687,238	379.4	1,695,016	372.7

US median, minimum, and maximum calculated from all counties  
Source: U.S. Census Bureau

**Table 5**

Changes 1990-2010 for the 10 Counties Closest to Cuyahoga County in the Number of Owner-Occupied Households in 1990

County	HHs in 1990	Owner-Occupied 1990	Renter-Occupied 1990	Pct. Owner-Occupied 1990	Pct. Owner-Occupied 2000	Pct. Owner-Occupied 2010	Pct. Point Change 1990 to 2010
Miami-Dade County, FL	692,355	375,912	316,443	54.3	57.8	55.8	1.5
King County, WA	615,792	362,038	253,754	58.8	59.8	59.1	0.3
Broward County, FL	528,442	359,570	168,872	68.0	69.5	66.6	-1.5
Dallas County, TX	701,686	362,781	338,905	51.7	52.6	53.2	1.5
Suffolk County, NY	424,719	340,253	84,466	80.1	79.8	78.7	-1.4
Middlesex County, MA	519,527	309,800	209,727	59.6	61.7	62.2	2.6
Santa Clara County, CA	520,180	307,354	212,826	59.1	59.8	57.6	-1.4
Nassau County, NY	431,515	347,143	84,372	80.4	80.3	79.9	-0.6
Allegheny County, PA	541,261	358,068	183,193	66.2	67.0	64.7	-1.5
Cuyahoga County, OH	563,243	349,057	214,186	62.0	63.2	60.9	-1.1
Philadelphia County, PA	603,075	373,601	229,474	61.9	59.3	54.1	-7.8
US Median	8,272	6,057	2,082	74.0	75.5	73.8	-0.3
US Minimum	42	0	11	0.0	0.0	1.4	-13.4
US Maximum	2,989,552	1,440,830	1,548,722	88.3	89.9	89.8	16.2

US median, minimum, and maximum calculated from all counties  
Source: U.S. Census Bureau

# Ohio Trends

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Cuyahoga County is still the largest county in Ohio in terms of households, although it has steadily lost ground to Franklin County since 1990. Table 6 displays data for the largest counties in Ohio in terms of number of households in 1990 ranked in order of household change from 1990 to 2010. Cuyahoga (Cleveland), Hamilton (Cincinnati), Mahoning (Youngstown), and Montgomery (Dayton) all lost households, while Franklin (Columbus), Butler (Hamilton), Summit (Akron), Lorain (Lorain), and Lucas (Toledo) all added households (although Lucas lost households from 2000-2010). Not only did Franklin add 98,512 households, but adjacent Delaware County had the highest percentage increase in households (171.5%), adding 39,644 households and 42,001 housing units.

Table 7 displays the 10 counties in Ohio that added the most households from 1990-2010. With the exception of Franklin and Summit Counties, all of the other counties in the Top 10 do not contain principal cities of metropolitan areas. Although Summit County has benefited from its proximity

to Cleveland and has received a net positive migration of households from Cuyahoga County

On a national scale, the median rate of owner-occupancy declined between 2000 and 2010. The median rate also declined by 1.7 percentage points for Ohio over the same period, from 74.8 to 73.1 percent. Table 8 on page 19 displays the Ohio Counties that had the largest number of households in 1990. The median owner-occupancy rates in Ohio changed similarly to the nationwide rate. The rate first increased by 1.1 percentage points from 1990-2000, and then decreased by 1.7 percentage points. Like Cuyahoga, the owner-occupancy rate of the nine other counties listed in Table 8 increased from 1990-2000, and then also decreased from 2000-2010.

**Table 6**

Changes 1990-2010 for the 10 Counties in Ohio That Had the Most Households in 1990

County	HHs in 1990	HHs in 2000	HHs in 2010	Change in HHs 1990 to 2010	Pct. Chng. In HHs 1990 to 2010	Change in H Units 1990 to 2010	Pct. Chng. In H Units 1990 to 2010	Change in Pop. 1990 to 2010	Pct. Chng. In Pop. 1990 to 2010
Franklin County	378,723	438,778	477,235	98,512	26.0	121,768	30.0	201,977	21.0
Butler County	104,535	123,082	135,960	31,425	30.1	37,920	34.4	76,651	26.3
Summit County	199,998	217,788	222,781	22,783	11.4	33,632	15.9	26,791	5.2
Lorain County	96,064	105,836	116,274	20,210	21.0	27,099	27.1	30,230	11.1
Stark County	139,573	148,316	151,089	11,516	8.3	18,305	12.5	8,001	2.2
Lucas County	177,500	182,847	180,267	2,767	1.6	11,242	5.9	-20,546	-4.4
Montgomery County	226,192	229,229	223,943	-2,249	-1.0	13,955	5.8	-38,656	-6.7
Mahoning County	101,136	102,587	98,712	-2,424	-2.4	3,918	3.6	-25,983	-9.8
Hamilton County	338,881	346,790	333,945	-4,936	-1.5	15,943	4.4	-63,854	-7.4
Cuyahoga County	563,243	571,457	545,056	-18,187	-3.2	17,225	2.8	-132,018	-9.3
Ohio Median	19,799	21,356	22,191	2,105	15.5	3,662	18.0	2,666	5.9
Ohio Minimum	4,069	4,546	4,852	-18,187	-7.0	-1,085	-3.2	-132,018	-13.2
Ohio Maximum	563,243	571,457	545,056	98,512	171.5	121,768	172.3	201,977	160.3

Ohio median, minimum, and maximum calculated from all counties

Source: U.S. Census Bureau

**Table 7**

Changes 1990-2010 for the 10 Counties in Ohio That Added the Most Households

County	HHs in 1990	HHs in 2000	HHs in 2010	Change in HHs 1990 to 2010	Pct. Chng. In HHs 1990 to 2010	Change in H Units 1990 to 2010	Pct. Chng. In H Units 1990 to 2010	Change in Pop. 1990 to 2010	Pct. Chng. In Pop. 1990 to 2010
Franklin County	378,723	438,778	477,235	98,512	26.0	121,768	30.0	201,977	21.0
Delaware County	23,116	39,674	62,760	39,644	171.5	42,001	172.3	107,285	160.3
Warren County	39,150	55,966	76,424	37,274	95.2	40,114	98.7	98,784	86.7
Butler County	104,535	123,082	135,960	31,425	30.1	37,920	34.4	76,651	26.3
Medina County	41,792	54,542	65,143	23,351	55.9	25,851	59.7	49,978	40.8
Summit County	199,998	217,788	222,781	22,783	11.4	33,632	15.9	26,791	5.2
Clermont County	52,726	66,013	74,828	22,102	41.9	25,341	45.8	47,176	31.4
Lorain County	96,064	105,836	116,274	20,210	21.0	27,099	27.1	30,230	11.1
Fairfield County	36,813	45,425	54,310	17,497	47.5	19,673	50.4	42,695	41.3
Licking County	47,254	55,609	63,989	16,735	35.4	19,259	38.5	38,192	29.8
Ohio Median	19,799	21,356	22,191	2,105	15.5	3,662	18.0	2,666	5.9
Ohio Minimum	4,069	4,546	4,852	-18,187	-7.0	-1,085	-3.2	-132,018	-13.2
Ohio Maximum	563,243	571,457	545,056	98,512	171.5	121,768	172.3	201,977	160.3

Ohio median, minimum, and maximum calculated from all counties

Source: U.S. Census Bureau

**Table 8**

Changes 1990-2010 for the 10 Counties in Ohio with the Highest Number of Households in 1990

County	HHs in 1990	Owner-Occupied 1990	Renter-Occupied 1990	Pct. Owner-Occupied 1990	Pct. Owner-Occupied 2000	Pct. Owner-Occupied 2010	Pct. Point Change 1990 to 2010
Cuyahoga County	563,243	349,057	214,186	62.0	63.2	60.9	-1.1
Franklin County	378,723	207,833	170,890	54.9	56.9	55.4	0.6
Hamilton County	338,881	197,551	141,330	58.3	59.9	59.5	1.2
Montgomery County	226,192	142,371	83,821	62.9	64.7	63.0	0.0
Summit County	199,998	137,444	62,554	68.7	70.2	67.8	-0.9
Lucas County	177,500	115,364	62,136	65.0	65.4	63.0	-2.0
Stark County	139,573	97,872	41,701	70.1	72.4	70.4	0.3
Butler County	104,535	72,365	32,170	69.2	71.6	69.7	0.5
Mahoning County	101,136	72,515	28,621	71.7	72.8	70.6	-1.1
Lorain County	96,064	69,048	27,016	71.9	74.2	72.9	1.0
Ohio Median	19,799	13,789	4,928	73.7	74.8	73.1	-0.8
Ohio Minimum	4,069	3,272	797	54.9	56.9	55.4	-5.1
Ohio Maximum	563,243	349,057	214,186	85.7	87.2	85.7	4.0

Ohio median, minimum, and maximum calculated from all counties

Source: U.S. Census Bureau

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# Cleveland-Akron Seven-County Trends

Many counties in the region experienced their most significant period of growth in the middle decades of the 20th Century. Those counties on the periphery of the region actually experienced their periods of slowest growth during this period. At the turn of the 21st Century, the pattern had reversed. Exurban counties were experiencing their greatest growth while central-city counties experienced growth and decline.

The highest rate of regional growth in the number of households took place in the decade between 1950 and 1960 (Table 9 and Table 10). This was also the decade of highest growth for Cuyahoga (90,997), Lake (18,719), Lorain (18,163), and Summit (32,422) counties. More recently, from 2000-2010, the region experienced its

lowest growth (12,494). This was also the period of highest loss for Cuyahoga County (-26,401), and of slowest growth for Summit (4,993) and Lake (4,456) counties. Geauga, Medina, and Portage counties experienced their highest growth in 1970-1980. Their slowest growth was between 1940 and 1950.

While Cuyahoga County had over twice as many households in 1940 as the other six counties combined, by 2010 the other six had approximately nine percent more households than Cuyahoga County. In addition, as shown in Figure 1 (page 23), while the number of households in Cuyahoga County dropped by about 26,000 from 2000-2010, the number of housing units in the county rose by almost 5,000.

**Table 9** Number of Households by Decade, 1940-2010, Cleveland-Akron Seven-County Region

	1940	1950	1960	1970	1980	1990	2000	2010
Cuyahoga County	336,519	405,929	496,926	554,239	563,478	563,243	571,457	545,056
Geauga County	5,193	7,314	12,533	16,941	22,880	26,906	31,630	34,264
Lake County	13,774	21,863	40,582	55,801	72,064	80,421	89,700	94,156
Lorain County	30,228	41,326	59,489	73,087	90,819	96,064	105,836	116,274
Medina County	9,307	11,986	18,025	23,157	35,979	41,792	54,542	65,143
Portage County	12,798	17,501	24,075	33,555	44,214	49,229	56,449	62,222
Summit County	91,561	119,444	151,866	172,789	189,850	199,998	217,788	222,781
6 Adjacent Counties	162,861	219,434	306,570	375,330	455,806	494,410	555,945	594,840
7-County Region	499,380	625,363	803,496	929,569	1,019,284	1,057,653	1,127,402	1,139,896

Source: U.S. Census Bureau

So there were approximately 11,500 more housing units than households (3.4 percent) in 1940. By 2010, there were approximately 77,000 more housing units than households (14 percent). This trend also occurred in the rest of the seven county area, although without the substantial percentage increase. In 1940 there were approximately 13,000 more housing units than households (8 percent) and in 2010 that figure had risen to approximately 52,000 more housing units (9 percent).

From 1940 to 2010, growth and decline in households within Cuyahoga County varied substantially. The maps and tables on pages 27 to 30 show the five jurisdictions with the lowest growth in households for each decade, as well as the five where the highest growth took place.

From 1940-1950, the city of Cleveland experienced the highest growth, at 23,760 households. Euclid had the next most at 6,693. In the fifties, Parma took over the lead, at 14,631, while

Euclid held fairly constant. Cleveland, meanwhile, dropped to under 4,000 additional households. In the sixties, Parma's growth was still the highest, at just over 7,000, and Euclid was still between 6,000-7,000 new households. Cleveland had lost almost 21,611 households during the same period.

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In the 1970s, the highest growth in households for Cuyahoga County was found in the south and southwestern portions of the county. Strongsville added over 5,000 households. In

**Table 10**

Greatest Change in Number of Households, Cleveland-Akron Seven-County Region

	Lowest Change		Highest Change	
	Decade	Amount	Decade	Amount
Cuyahoga County	00-10	-26,401	50-60	90,997
Geauga County	40-50	2,121	70-80	5,939
Lake County	00-10	4,456	50-60	18,719
Lorain County	80-90	5,245	50-60	18,163
Medina County	40-50	2,679	70-80	12,822
Portage County	40-50	4,703	70-80	10,659
Summit County	00-10	4,993	50-60	32,422
6 Adjacent Counties	80-90	38,604	50-60	87,136
7-County Region	00-10	12,494	50-60	178,133

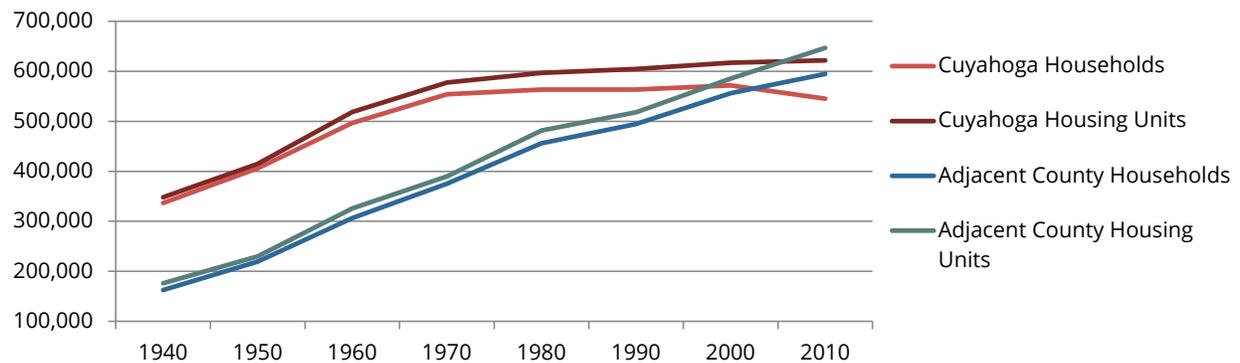
Source: U.S. Census Bureau

the 1980s, Solon broke into the top five, but the others were again in the southern or western portions of the county. Westlake joined the list for the first time and lead the group with 3,472 households added.

In the nineties, Strongsville and Westlake switched ranks, with Strongsville first with just under 4,000 households added. Finally, in the first decade of this century, North Royalton added a high of 1,694 households. Again, the top five jurisdictions in terms of added households were in the southern/western parts of the county.

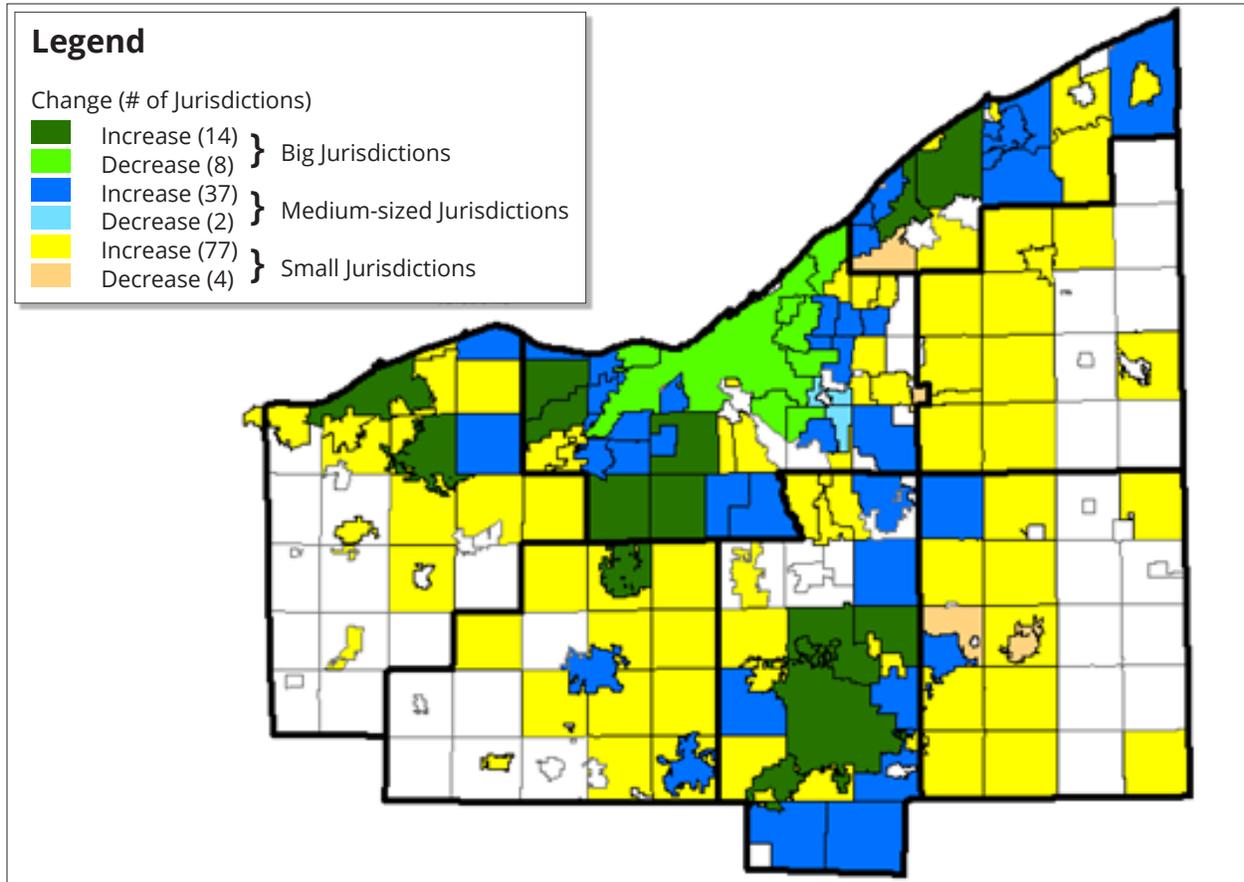
With the exception of the 1990s, the number of households added by the largest growing jurisdiction fell each decade. The high of 23,706 in Cleveland during the 1940s fell to a low of 1,694 in North Royalton in this most recent decade. The total number of households added by the top five jurisdictions for each decade fell from 39,577 in the 1940s to 6,672 between 2000 and 2010. For the combined seven-county region, the 12,494 households added from 2000-2010 equaled only 7 percent of the 178,133 households added during the fifties.

**Figure 1**  
Number of Households and Housing Units, Cuyahoga and Adjacent Counties, 1940-2010



	1940	1950	1960	1970	1980	1990	2000	2010
Cuyahoga Households	336,519	405,929	496,926	554,239	563,478	563,243	571,457	545,056
Cuyahoga Housing Units	348,063	414,889	518,682	577,618	596,637	604,538	616,903	621,763
Adjacent County Households	162,861	219,434	306,570	375,330	455,806	494,410	555,945	594,840
Adjacent County Housing Units	176,312	229,847	325,968	389,615	481,322	518,159	585,429	646,574

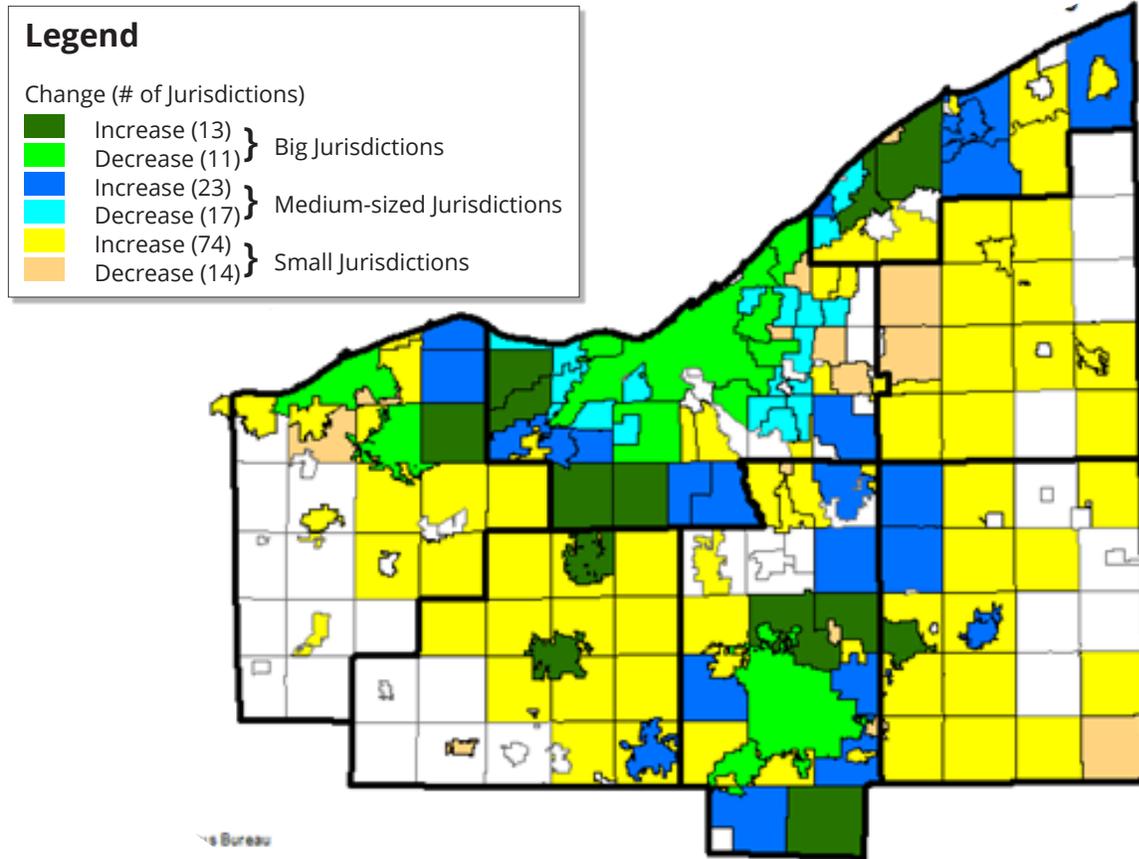
Source: U.S. Census Bureau



**Map 1 Change in Households, 1990 to 2000, Jurisdictions of 1,000+ in 2000**

Map 1 displays changes in the number of households for jurisdictions in the Cleveland-Akron Seven-County Region, from 1990 to 2000, broken out by size of the jurisdiction and whether or not the change was a gain or a loss. "Big" Jurisdictions had at least 10,000 households in 2000, "Medium" had between 5,000 and 10,000, and "Small" had between 1,000 and 5,000. Jurisdictions with fewer than 1,000 households in 2000 are not shaded in the map. The eight Big Jurisdictions which lost households were all

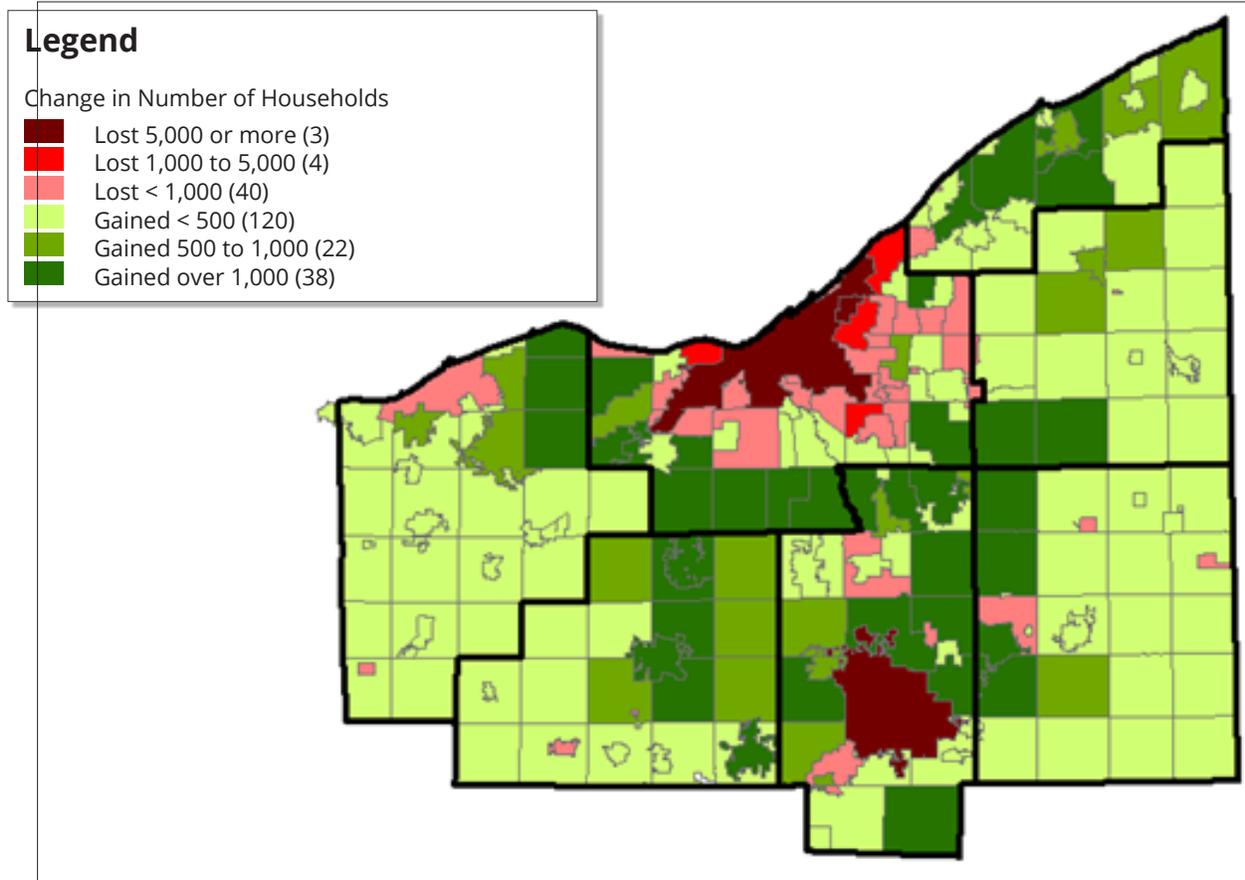
either adjacent to the City of Cleveland or Cleveland itself. Except for Parma, the Big Jurisdictions which added households were either in the southwestern or western part of Cuyahoga or in other counties. Similarly both of the Medium Jurisdictions which lost households were in the southeastern portion of Cuyahoga County, while most of the gainers either do not border the City of Cleveland, or are in other counties.



## Map 2 Change in Households, 2000 to 2010, Jurisdictions of 1,000+ HH in 2010

Map 2 displays changes in the number of households for jurisdictions in the Cleveland-Akron Seven-County Region, from 2000 to 2010, broken out by size of the jurisdiction and whether or not the change was a gain or a loss. "Big" Jurisdictions had at least 10,000 households in 2000, "Medium" had between 5,000 and 10,000, and "Small" had between 1,000 and 5,000. Jurisdictions with fewer than 1,000 households in 2000 are not shaded. East Cleveland and Maple Heights both dropped from the Big to Medium

category, with East Cleveland losing 2,924 households and Maple Heights losing 974. Jurisdictions in Cuyahoga County that added households from 1990 to 2000 but lost households from 2000 to 2010, the biggest changes were in Parma (+441, -637), Rocky River (+433, -426), South Euclid (+154, -629), Parma Heights (+479, -289), and Brook Park (+350, -394). Jurisdictions which grew from Medium to Big were all in other counties: North Ridgeville (Lorain), Green (Summit), Medina (Medina), and Kent (Portage).



**Map 3 Change in Number of Households, 1990 to 2010**

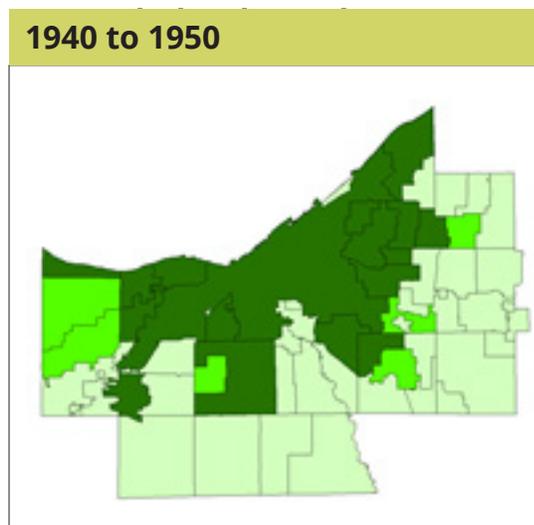
Map 3 displays changes in the number of households over the entire twenty-year period from 1990 to 2010. All jurisdictions are included, no matter the size, and only change in households is represented. The basic pattern is one of loss in Cuyahoga's core and inner suburbs, with growth in Cuyahoga's outer suburbs and into the surrounding counties. In Cuyahoga County, 22 of the 59 jurisdictions (37 percent) added more than 100 households, while for Lorain County it was 68 percent, and for Medina County it was 79 percent. Similarly for loss of households, in Cuyahoga County

17 of the 59 jurisdictions (29 percent) lost more than 100 households, while for Lorain County it was only 3 percent (just Lorain city), and for Medina, Geauga, and Lake Counties there were none.

## Cuyahoga County Population Change by Decade

The following maps illustrate historic trends and display changes in Cuyahoga County, by decade, from the 1940s to 2010. In the 1940s and 1950s there was only growth, led by the gains in households in the City of Cleveland: 23,706 households in the 40s, and 3,918 in the 50s. The loss of households started with the city of Cleveland, in the 60s, when the city lost 21,611 households. The central City of Cleveland continued to lose households through the 1990s. All but one of the suburbs that lost households were on the eastern side of Cuyahoga County, with the exception of Lakewood. In the 1970s there were five eastern suburbs that lost households; in the 1980s there were fifteen, and by the 1990s number increased to seventeen. By 2010, the pattern had extended substantially into the western and near-southern suburbs.

Legend	
Change in Number of Households	
<span style="color: #800000;">■</span>	Lost more than 1,000
<span style="color: #FF0000;">■</span>	Lost between 500 and 1,000
<span style="color: #FF6666;">■</span>	Lost between 0 and 500
<span style="color: #90EE90;">■</span>	Gained between 0 and 500
<span style="color: #32CD32;">■</span>	Gained between 500 and 1,000
<span style="color: #006400;">■</span>	Gained over 1,000



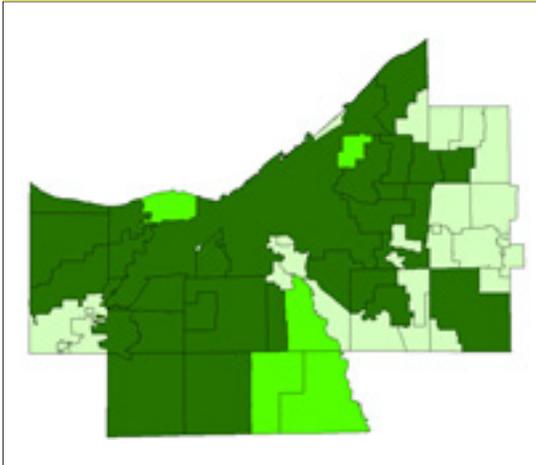
### Transportation and Warehousing Lowest Change

Newburgh Heights village	11
Bratenahl village	18
Gates Mills village	51
Olmsted Falls city	135
Moreland Hills village	150

### Highest Change

Shaker Heights city	2,593
South Euclid city	2,826
Parma city	3,759
Euclid city	6,693
Cleveland city	23,706

## 1950 to 1960



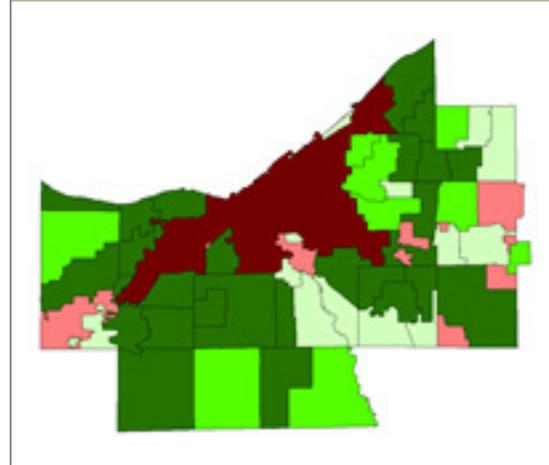
## Lowest Change

Bratenahl village	27
Newburgh Heights village	48
Chagrin Falls village	141
Gates Mills village	148
Mayfield village	242

## Highest Change

Cleveland city	3,918
Maple Heights city	4,301
Garfield Heights city	4,745
Euclid city	6,846
Parma city	14,631

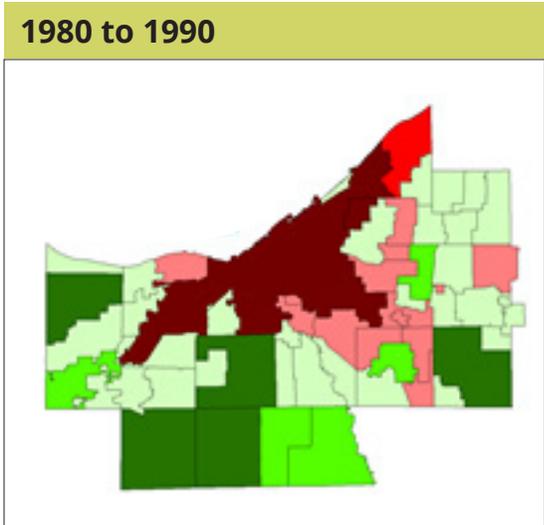
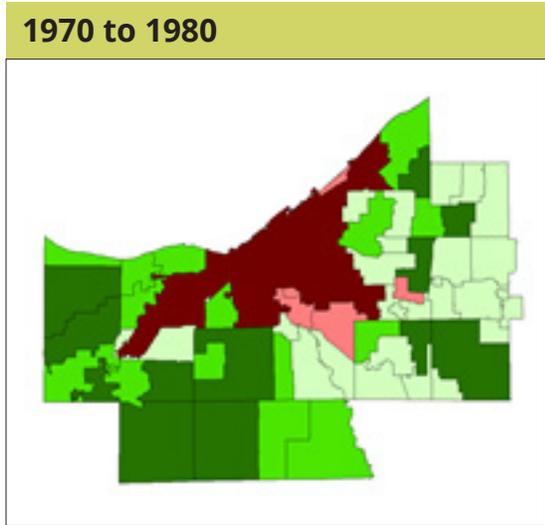
## 1960 to 1970

Transportation and Warehousing  
Lowest Change

Cleveland city	-21,611
Oakwood village	5
Newburgh Heights village	28
Brooklyn Heights village	42
Valley View village	46

## Highest Change

Mayfield Heights city	3,976
Brook Park city	4,634
North Olmsted city	5,385
Euclid city	6,594
Parma city	7,114



**Lowest Change**

Cleveland city	-29,983
Newburgh Heights village	-97
Highland Hills village	-89
Garfield Heights city	-58
Bratenahl village	-9

**Lowest Change**

Cleveland city	-18,461
East Cleveland city	-1,491
Euclid city	-610
Warrensville Heights city	-274
Maple Heights city	-220

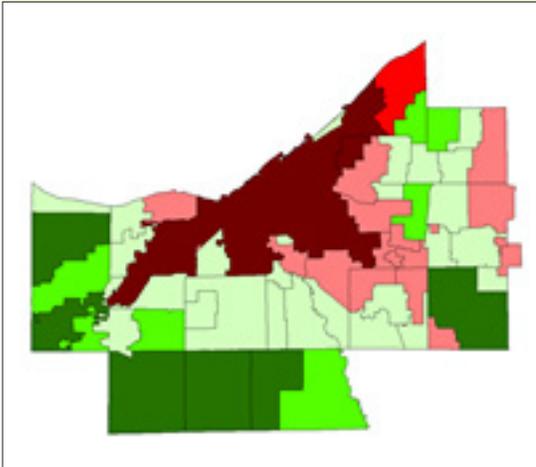
**Highest Change**

North Olmsted city	2,433
Middleburg Heights city	2,504
North Royalton city	2,603
Parma city	3,656
Strongsville city	5,064

**Highest Change**

Parma city	1,279
Solon city	1,734
North Royalton city	2,698
Strongsville city	3,082
Westlake city	3,472

## 1990 to 2000



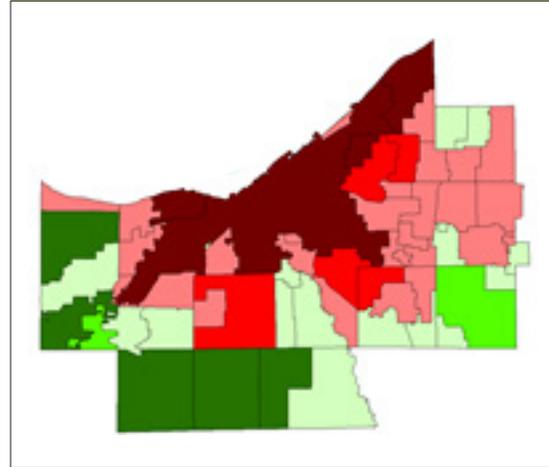
## Lowest Change

Cleveland city	-9,198
East Cleveland city	-2,152
Euclid city	-541
Shaker Heights city	-428
Lakewood city	-306

## Highest Change

Solon city	1,213
Broadview Heights city	1,654
North Royalton city	2,479
Westlake city	2,564
Strongsville city	3,925

## 2000 to 2010



## Lowest Change

Cleveland city	-23,148
East Cleveland city	-2,924
Euclid city	-1,668
Lakewood city	-1,419
Maple Heights city	-974

## Highest Change

Westlake city	1,044
Olmsted township	1,197
Broadview Heights city	1,287
Strongsville city	1,450
North Royalton city	1,694

# Migration

Movement between counties can be tracked using the U.S. Department of the Treasury Internal Revenue Services' County-To-County Migration files. Table 11 displays the net movement from Cuyahoga County to each of the six adjacent counties. Over the 26-year period covered by the data, Cuyahoga lost a total of 72,514 households and 180,853 persons to adjacent counties.

Income migrates with households. From 1992 to 2011, approximately \$3.6 billion of income moved with households out of Cuyahoga County. Figure 2 through Figure 4 illustrate this economic impact. The greatest net loss of households was to Medina County (16,478), followed by Lorain (15,729) and Summit (15,225). Lorain County gained \$984 million in income. Medina followed with \$818 million.

**Table 11**  
Net Movement Out of Cuyahoga County,  
1985/1986 to 2010/2011

County (to)	HH	Persons	*Income (\$000)
Geauga	5,761	16,835	394,619
Lake	13,988	32,515	453,378
Lorain	15,729	40,820	984,073
Medina	16,478	42,017	818,410
Portage	5,333	13,179	204,826
Summit	15,225	35,487	781,184
Total	72,514	180,853	3,636,490

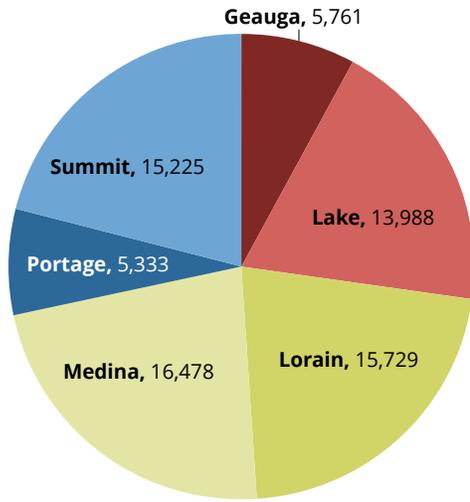
Source: IRS County-to-County Migration Files  
\*Note: Income data are available only from 92/93 onward

As shown in Table 12, over a period from 2000-2001 to 2010-2011, Cuyahoga County lost the most households (8,764), persons (21,314) and income (\$2.3 billion) to Lorain County. Medina County, which leads these categories over the entire period for which data is available, was second to Lorain County in gains from Cuyahoga County over this same period.

Figure 5 (page 33) displays the year-by-year net out-migration of households from Cuyahoga to adjacent counties. From 1985-1990, the highest single-county out-migration of households was to Lake County. Summit and Medina counties were the top destinations through the decade of the 1990s. In 2000-2001 the out-migration to Lorain County started to climb steadily, and from 2002-2003 to 2006-2007, the out-migration to Lorain County was significantly higher than out-migration to any other county. From 2007-2008 onward, the net migration has been substantially lower, most likely due to effects of the Great Recession of 2008

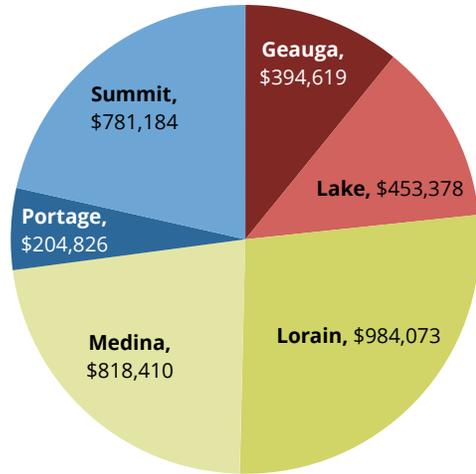
Over the period 1985-1986 to 2010-2011, the five counties that Cuyahoga lost the most households to were all in the Cleveland-Akron Seven-County Region. Table 13 shows those adjacent counties to which Cuyahoga County has lost the most households, as well as those ten counties nationwide.

**Figure 2**  
 Net Loss of 72,514 Households:  
 Cuyahoga to Adjacent Counties,  
 1985/1986 to 2010/2011



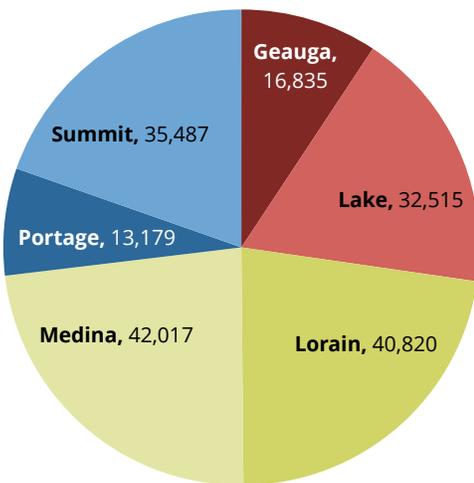
Source: IRS County-to-County Migration Files

**Figure 3**  
 Net Loss of \$3.6 Billion: Cuyahoga  
 to Adjacent Counties, 1992/1993 to  
 2010/2011



Source: IRS County-to-County Migration Files

**Figure 4**  
 Net Loss of 180,853 Persons: Cuyahoga  
 to Adjacent Counties, 1985/1986 to  
 2010/2011



Source: IRS County-to-County Migration Files

**Table 12**  
 Net Movement Out of Cuyahoga County,  
 2000/2001 to 2010/2011

County (to)	HH	Persons	*Income (\$000)
Geauga	1,815	6,143	228,679
Lake	5,298	12,367	278,979
Lorain	8,764	21,314	699,437
Medina	7,236	17,461	503,174
Portage	1,961	5,173	111,130
Summit	6,342	14,977	445,431
Total	31,416	77,435	2,266,830

Source: IRS County-to-County Migration Files

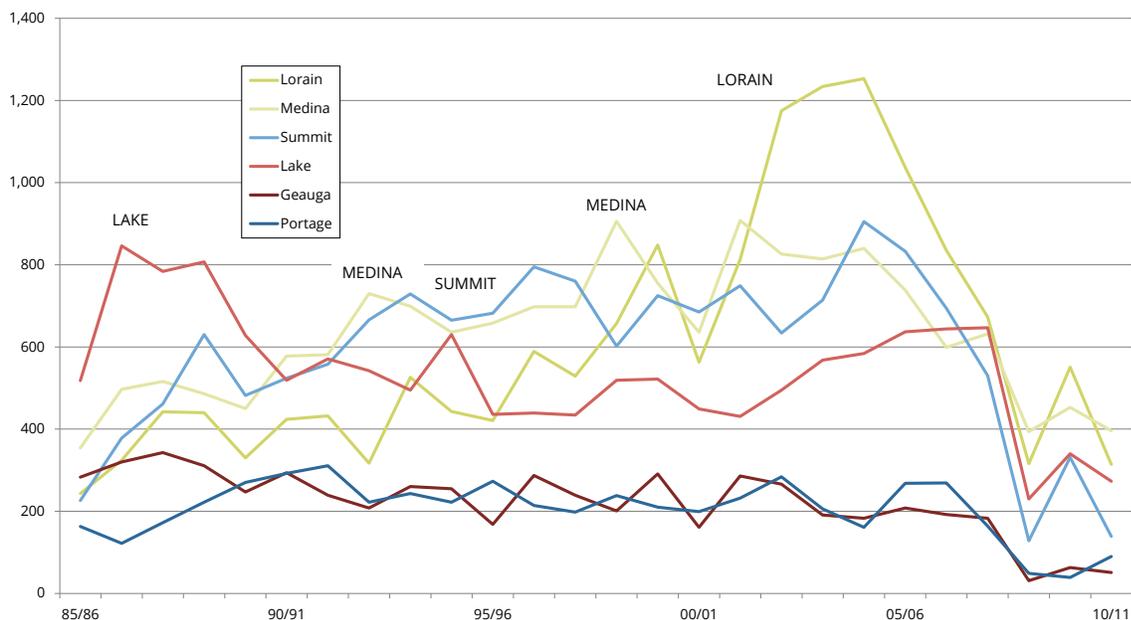
The nationwide movement of households from Cuyahoga has largely taken place to the Sun-Belt and the Southwest. Cook County and New York County are in the Midwest/East, but the other eight counties are in the south or southwest. Maricopa, Clark, and Las Angeles Counties contain Phoenix, Las Vegas, and Las Angeles respectively and are all in Table 13 listing the highest growing counties from 1990-2010.

Cuyahoga County fared relatively well in this area. For this purpose, the IRS classifies households as “in-migrants from foreign” if the tax return for the first year listed an APO/FPO, Puerto Rican, or Virgin Islands address, or if the second year return was a nonresident alien return.

Table 14 displays the counties at the other end of the spectrum – the top counties from which Cuyahoga has a net-gain in households. The top four, and six of the ten, are from Ohio, while there are two each from Pennsylvania and New York.

The IRS County-To-County Migration File also includes entries for foreign places. As shown in Table 15,

**Figure 5**  
Net Household Movement, Cuyahoga to Other Counties, by Year



**Table 13**

Net Movement Out of Cuyahoga County, 1985/1986 to 2010/2011, Region + Top 10

State (to)	County (to)	Major City	HH	Persons	*Income (\$000)
OH	MEDINA		-16,478	-42,017	-818,410
OH	LORAIN		-15,729	-40,820	-984,073
OH	SUMMIT		-15,225	-35,487	-781,184
OH	LAKE		-13,988	-32,515	-453,378
OH	GEAUGA		-5,761	-16,835	-394,619
OH	FRANKLIN	Columbus	-5,645	-7,176	-85,088
OH	PORTAGE		-5,333	-13,179	-204,826
IL	COOK	Chicago	-3,529	-2,687	-101,633
AZ	MARICOPA	Phoenix	-3,386	-5,691	-148,085
NV	CLARK	Las Vegas	-2,588	-4,130	-90,877
CA	LOS ANGELES	Los Angeles	-1,803	-1,525	-45,711
FL	LEE	Ft. Myers/Cape Coral	-1,748	-3,091	-121,366
NC	MECKLENBURG	Charlotte	-1,615	-2,836	-65,503
NY	NEW YORK	New York	-1,478	-1,326	-64,531
FL	HILLSBOROUGH	Tampa	-1,477	-2,647	-54,294
GA	FULTON	Atlanta	-1,444	-2,351	-61,130

Source: IRS County-to-County Migration Files

**Table 14**

Net Movement Into Cuyahoga County, 1985/1986 to 2010/2011, Top 10

State (from)	County (from)	Major City	HH	Persons	*Income (\$000)
OH	MAHONING	Youngstown	1,966	2,148	38,401
OH	TRUMBULL	Warren	1,203	880	32,502
OH	STARK	Canton	1,116	275	21,411
OH	LUCAS	Toledo	1,004	1,709	39,584
PA	ALLEGHENY	Pittsburgh	878	1,119	3,182
PA	ERIE	Erie	810	942	14,855
NY	ERIE	Buffalo	594	628	3,781
NY	MONROE	Rochester	441	652	12,241
OH	WOOD	Bowling Green	244	248	7,140
OH	COLUMBIANA	Lisbon/Salem	237	106	5,311

Source: IRS County-to-County Migration Files

**Table 15**

Net Movement Into Cuyahoga County, 1985/1986 to 2010/2011, Foreign

State (from)	County (from)	Major City	HH	Persons	*Income (\$000)
FR	FOREIGN	N/A	6,485	7,155	26,902

Source: IRS County-to-County Migration Files

# Population Projections

The State of Ohio Development Services Agency regularly produces population estimates for counties in Ohio. Table 16 lists the agency's population projections for Cuyahoga, the adjacent counties, two levels of regional aggregation, and the state of Ohio as a whole. Projections for periods which are lower than the projection for the previous five year period are shaded. Only Lorain and Medina Counties, and

the state as a whole, are projected to grow in every five-year period. From 2015-2040, Cuyahoga County is projected to lose 111,000 persons, while both Lorain and Medina Counties are projected to add a little over 19,000 each.

In Figure 6, this comparison of projected change is shown using indexes, where the projected value for 2015

**Table 16**

Number of Households by Decade, 1940-2010, Cleveland-Akron Seven-County Region

County	Projected Population						Change
	2015	2020	2025	2030	2035	2040	2015-40
Cuyahoga	1,242,380	1,209,550	1,179,030	1,154,210	1,131,380	1,113,950	-111,000
Geauga	93,650	93,510	94,270	94,930	95,400	94,710	1,750
Lake	229,530	228,600	228,320	228,380	228,550	228,060	-980
Lorain	306,400	310,230	315,760	320,430	325,550	328,190	19,150
Medina	179,200	184,670	190,430	194,510	198,220	199,890	19,020
Five County	2,051,160	2,026,560	2,007,810	1,992,460	1,979,100	1,964,800	-72,060
Portage	161,500	161,410	160,780	158,930	155,740	151,720	-5,760
Summit	537,220	534,150	532,080	528,990	525,600	523,190	-11,620
Seven County	2,749,880	2,722,120	2,700,670	2,680,380	2,660,440	2,639,710	-89,440
Ohio	11,549,120	11,574,870	11,598,670	11,615,100	11,635,110	11,679,010	85,990

Source: Ohio Development Services Agency

Note: Projections that are lower than the previous estimate are shaded.

Flickr: Gary Knight



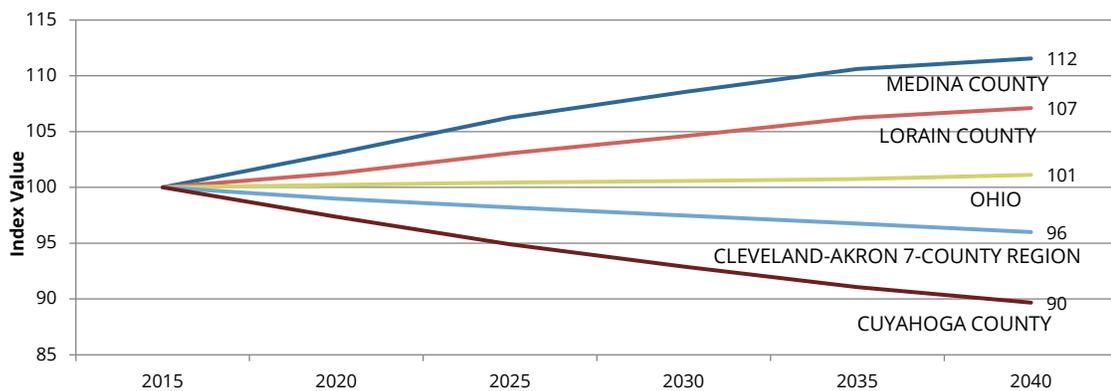
*Cuyahoga County is expected to get increasingly older in coming decades.*

is used as the base (100). By 2040, Cuyahoga’s population is projected to be approximately 10 percent lower than in 2015. Lorain County’s population is projected to be 7 percent higher, and Medina’s 12 percent higher by the same year. And, while the projection for Ohio as a whole is a modest 1 percent increase, the projection for the seven-county region is a 4 percent loss.

The Ohio Development Services Agency also breaks their projections down by age group. The projected population

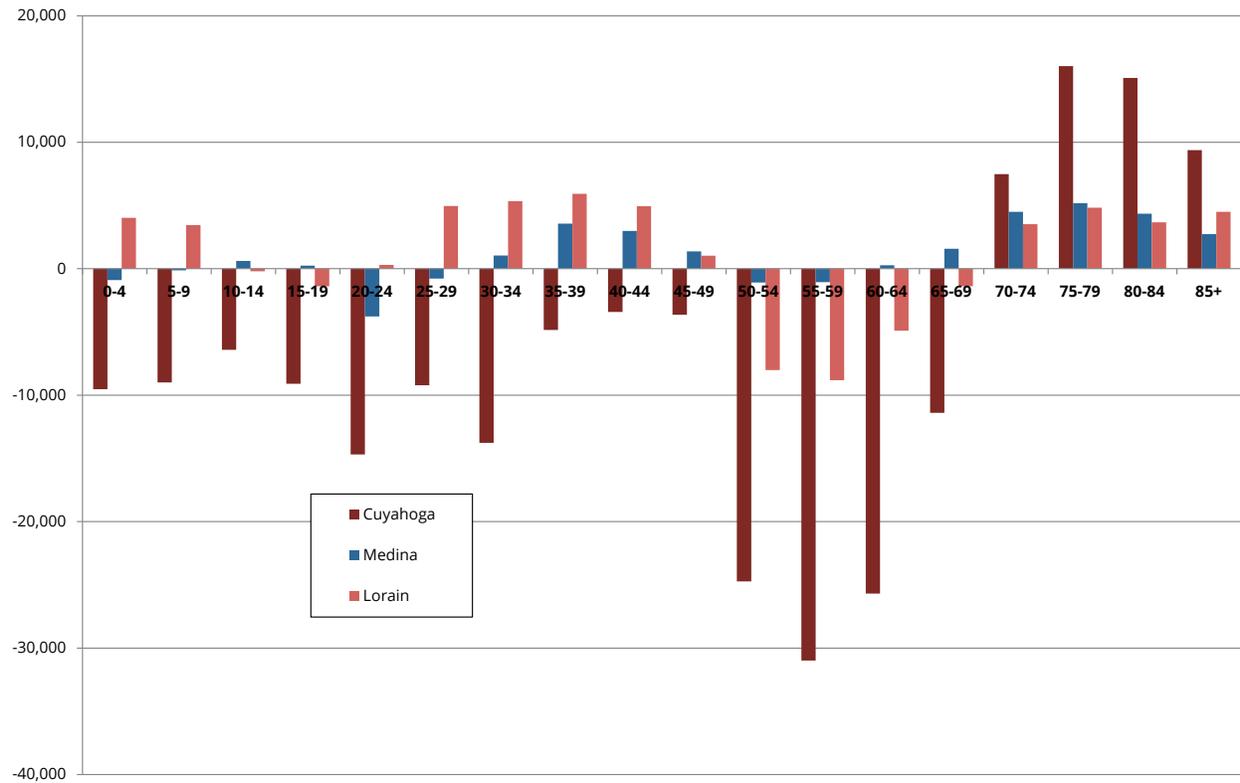
changes from 2015-2040 by age group are displayed in Figure 7 for four regional geographic areas. The only age groups for which Cuyahoga County is projected to have more persons in 2040 are in the 70+ groups (persons who are currently 45+). The greatest projected decreases for Cuyahoga are located in the 50-64 age groups (persons who are currently 25-39). As shown above, growth in the seven-county region is projected to be driven mainly by Lorain and Medina Counties. For the region, the highest increases are projected to be in the 35-44 age groups (persons currently 10-19), and 70+.

**Figure 6**  
Index of Projected Population, 2015 = 100



Source: Ohio Development Services Agency

**Figure 7**  
 Projected Change in the Number of Persons, 2015-2040, by Age Group



Source: Ohio Development Services Agency

# Conclusion

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Population change in Cuyahoga County has shown a consistent pattern. After decades of growth, the mid-20th Century marked a turning point for Cleveland and the inner suburbs. The county core and saw a significant decline in population and households as outer suburbs in Cuyahoga grew. As the 1990s and 2000s approached the outer suburbs remained strong while even more population and households moved from the core into the surrounding seven-county region.

Population changes have leveled off in recent years but the surrounding counties continue to lead in growth while Cuyahoga remains in a slow decline. The silver lining of this trend is that much of the out-migration has still remained within the region and Ohio.

Another important takeaway from this data is that Cuyahoga County and the surrounding region will increasingly house an aging population. This will definitely drive the type of housing needed in communities as well as the services offered by local governments to citizens.

A concerning trend found in this data is that while the number of households declines, the total number of housing units continues to grow. The gap between housing units and the number of households to fill them has increased. This could have significant effects on many communities regarding vacancy and service provisions. This issue will be looked at in further detail in future phases of this study.



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# EXISTING AND PROJECTED SUPPLY AND DEMAND

Cuyahoga County Housing Study

*August 10, 2016*

## SECTION 2

# EXISTING AND PROJECTED SUPPLY AND DEMAND

The next step in understanding the state of housing in Cuyahoga County is to find the amount and type of housing available. The Existing and Projected Supply and Demand section will determine how much and of what type of housing is available in the County.

### What's In This Section?

The section includes the following topics:

- Introduction, page 43
- Housing Units, page 44
- New Housing Units, page 50
- Single-Family Market, page 55
- Change in Housing Tenure, page 59
- Home Lending, page 61
- Affordable Housing, page 72
- Housing Demand, page 77
- Conclusion, page 83

The data for this section comes from numerous sources, including the Department of Commerce's U.S. Census Bureau's American Community Survey, Cuyahoga County, and the Cuyahoga County Auditor's Office, The Cuyahoga County Metropolitan Housing Authority, and the Northeast Ohio Community and Neighborhood Data for Organizing.

### How Do I Use It?

The supply and demand data will be used to define the existing mismatch between available housing and demanded housing. The data will define the areas of housing type and tenure where policy is needed to bring housing markets into balance.

This section will include data that will:

- Profile Cuyahoga County's housing demand by units by type and tenure,
- Analyze housing sales, median price, foreclosure, and land bank data,
- Examine housing demand by number of new units and mortgage application data,
- Project future demand to identify future housing mismatch.

The results of this analysis will be used in Phase 3 of this study to identify market strength and focus areas within the County. It will also inform future Phases regarding construction and demolition costs, as well as housing policy considerations.

# Introduction

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Cuyahoga County has experienced a significant decline in population over the past several decades. Despite the population loss, the number of housing units has been increasing. Some of this can be explained by an increase in the number of households in certain decades. However, over the most recent decade, 2000-2010, both population and households have decreased significantly.

Over the past 20 year period 1990-2010, Cuyahoga County's population decreased by 132,018 people, with 113,856 (86%) of that loss coming in the 2000-2010 decade (Table 1). While the population was declining in each decade, the number of households actually increased by 8,214 from 1990-2000, and then fell by 26,401 from 2000-2010. Despite this overall decline in the number of households, the number of housing units increased in both decades, reaching a level of 621,763 units in 2010, which was 17,225 units higher than the 1990 level. The 2.8 percent growth in the number of housing units, compared to a 3.2 percent decrease in households meant that by 2010 there were 76,707 more housing units than households.

The result is a significant excess of units compared to the number of households available to occupy them. There are 12.3 percent more units than households. While a natural surplus is

a good thing to help keep housing costs in check and provide diverse housing options, a gap this large indicates a weak housing market. This in turn can create a burden on local governments and communities in regards to utility provision and protective service costs, decreased tax revenues, vacancy, and blight.

# Housing Units

## Living Units By Type

The most basic measurement of the supply of housing in Cuyahoga County is the count of total living units. This number is available from several sources. For this study we have used Cuyahoga County Auditor data. Table 17 shows the count of housing units for each municipality in Cuyahoga County and the County itself.

**Table 17** Living Units, Cuyahoga County and Municipalities

Living Units													
	Total	Apartments	Percent	One-Family	Percent	Two-Family	Percent	Three-Family	Percent	Condominium	Percent	Other	Percent
Bay Village	6,446	174	2.7	6,103	94.7	18	0.3	0	0.0	137	2.1	14	0.2
Beachwood	5,662	1,575	27.8	3,143	55.5	0	0.0	0	0.0	362	6.4	582	10.3
Bedford	5,965	1,075	18.0	3,980	66.7	327	5.5	35	0.6	295	4.9	253	4.2
Bedford Heights	4,933	2,007	40.7	2,634	53.4	12	0.2	0	0.0	83	1.7	197	4.0
Bentleyville	327	0	0.0	321	98.2	2	0.6	0	0.0	0	0.0	4	1.2
Berea	8,362	1,274	15.2	5,955	71.2	313	3.7	35	0.4	258	3.1	527	6.3
Bratenahl	855	16	1.9	396	46.3	90	10.5	21	2.5	326	38.1	6	0.7
Brecksville	5,359	79	1.5	4,322	80.6	35	0.7	0	0.0	845	15.8	78	1.5
Broadview Heights	8,264	527	6.4	5,596	67.7	46	0.6	6	0.1	1,435	17.4	654	7.9
Brook Park	8,055	654	8.1	6,874	85.3	10	0.1	0	0.0	301	3.7	216	2.7
Brooklyn	4,744	860	18.1	3,546	74.7	117	2.5	0	0.0	0	0.0	221	4.7
Brooklyn Heights	754	0	0.0	600	79.6	13	1.7	6	0.8	0	0.0	135	17.9
Chagrin Falls	2,061	326	15.8	1,295	62.8	61	3.0	12	0.6	334	16.2	33	1.6
Chagrin Falls Township	45	0	0.0	36	80.0	9	20.0	0	0.0	0	0.0	0	0.0
Cleveland	213,983	39,806	18.6	84,063	39.3	51,201	23.9	6,572	3.1	2,478	1.2	29,863	14.0
Cleveland Heights	21,635	5,135	23.7	12,931	59.8	2,704	12.5	119	0.6	505	2.3	241	1.1
Cuyahoga Heights	274	16	5.8	182	66.4	63	23.0	3	1.1	0	0.0	10	3.6

Source: Cuyahoga County Auditor

**Continued: Living Units, Cuyahoga County and Municipalities**

Living Units													
	Total	Apartments	Percent	One-Family	Percent	Two-Family	Percent	Three-Family	Percent	Condominium	Percent	Other	Percent
East Cleveland	13,528	5,175	38.3	3,312	24.5	3,208	23.7	208	1.5	24	0.2	1,601	11.8
Euclid	24,038	6,821	28.4	14,509	60.4	1,142	4.8	52	0.2	1,186	4.9	328	1.4
Fairview Park	7,615	1,271	16.7	5,751	75.5	68	0.9	0	0.0	470	6.2	55	0.7
Garfield Heights	12,917	933	7.2	10,092	78.1	1,281	9.9	18	0.1	10	0.1	583	4.5
Gates Mills	1,041	0	0.0	938	90.1	66	6.3	12	1.2	0	0.0	25	2.4
Glenwillow	251	0	0.0	225	89.6	0	0.0	0	0.0	0	0.0	26	10.4
Highland Heights	3,508	0	0.0	3,216	91.7	4	0.1	0	0.0	172	4.9	116	3.3
Highland Hills	479	246	51.4	150	31.3	0	0.0	0	0.0	0	0.0	83	17.3
Hunting Valley	270	0	0.0	198	73.3	31	11.5	25	9.3	3	1.1	13	4.8
Independence	2,936	1	0.0	2,855	97.2	31	1.1	5	0.2	0	0.0	44	1.5
Lakewood	28,144	8,624	30.6	9,366	33.3	6,627	23.5	611	2.2	2,552	9.1	364	1.3
Linndale	57	7	12.3	16	28.1	28	49.1	5	8.8	0	0.0	1	1.8
Lyndhurst	6,727	334	5.0	5,741	85.3	36	0.5	3	0.0	592	8.8	21	0.3
Maple Heights	10,852	938	8.6	9,222	85.0	161	1.5	15	0.1	311	2.9	205	1.9
Mayfield	1,335	86	6.4	1,170	87.6	4	0.3	0	0.0	38	2.8	37	2.8
Mayfield Heights	10,136	4,020	39.7	5,197	51.3	53	0.5	0	0.0	767	7.6	99	1.0
Middleburg Heights	7,743	1,398	18.1	4,980	64.3	100	1.3	6	0.1	783	10.1	476	6.1
Moreland Hills	1,424	0	0.0	1,303	91.5	23	1.6	10	0.7	58	4.1	30	2.1
Newburgh Heights	1,095	88	8.0	497	45.4	456	41.6	30	2.7	0	0.0	24	2.2
North Olmsted	14,048	1,554	11.1	10,061	71.6	80	0.6	6	0.0	1,737	12.4	610	4.3
North Randall	777	351	45.2	139	17.9	0	0.0	0	0.0	0	0.0	287	36.9
North Royalton	12,185	1,131	9.3	8,519	69.9	146	1.2	12	0.1	1,770	14.5	607	5.0
Oakwood	1,657	204	12.3	1,277	77.1	29	1.8	3	0.2	0	0.0	144	8.7
Olmsted Falls	3,612	228	6.3	2,461	68.1	24	0.7	3	0.1	867	24.0	29	0.8
Olmsted Township	4,407	314	7.1	3,368	76.4	53	1.2	12	0.3	86	2.0	574	13.0
Orange	1,358	0	0.0	1,084	79.8	6	0.4	0	0.0	256	18.9	12	0.9
Parma	34,568	3,927	11.4	27,975	80.9	1,545	4.5	51	0.1	764	2.2	306	0.9
Parma Heights	9,288	2,682	28.9	6,046	65.1	209	2.3	0	0.0	334	3.6	17	0.2
Pepper Pike	2,560	0	0.0	2,452	95.8	6	0.2	0	0.0	0	0.0	102	4.0

Source: Cuyahoga County Auditor

**Continued:** Living Units, Cuyahoga County and Municipalities

Living Units													
	Total	Apartments	Percent	One-Family	Percent	Two-Family	Percent	Three-Family	Percent	Condominium	Percent	Other	Percent
Richmond Heights	4,800	1,089	22.7	3,152	65.7	12	0.3	0	0.0	365	7.6	182	3.8
Rocky River	9,637	1,476	15.3	5,966	61.9	314	3.3	18	0.2	1,788	18.6	75	0.8
Seven Hills	5,212	26	0.5	5,074	97.4	68	1.3	0	0.0	36	0.7	8	0.2
Shaker Heights	13,092	2,647	20.2	7,101	54.2	2,013	15.4	58	0.4	1,140	8.7	133	1.0
Solon	8,553	504	5.9	7,655	89.5	69	0.8	3	0.0	227	2.7	95	1.1
South Euclid	9,612	325	3.4	8,337	86.7	351	3.7	36	0.4	429	4.5	134	1.4
Strongsville	17,913	1,506	8.4	14,844	82.9	274	1.5	9	0.1	667	3.7	613	3.4
University Heights	5,287	714	13.5	3,922	74.2	524	9.9	12	0.2	18	0.3	97	1.8
Valley View	1,151	4	0.3	742	64.5	18	1.6	3	0.3	0	0.0	384	33.4
Walton Hills	995	0	0.0	963	96.8	4	0.4	0	0.0	0	0.0	28	2.8
Warrensville Heights	5,973	2,102	35.2	3,051	51.1	12	0.2	0	0.0	651	10.9	157	2.6
Westlake	13,233	1,365	10.3	8,359	63.2	57	0.4	3	0.0	3,047	23.0	402	3.0
Woodmere	383	221	57.7	140	36.6	2	0.5	3	0.8	0	0.0	17	4.4
Cuyahoga County	612,121	105,836	17.3	353,403	57.7	74,156	12.1	8,041	1.3	28,507	4.7	42,178	6.9

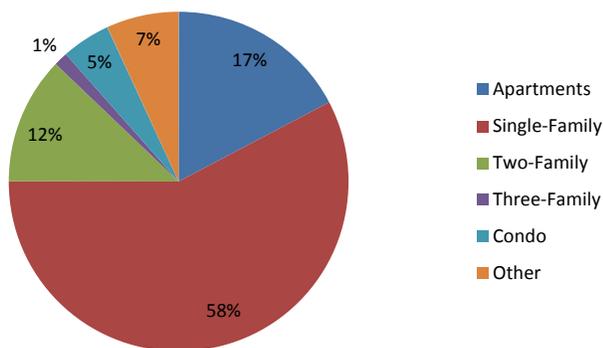
Source: Cuyahoga County Auditor

**Table footnote:** Units in the following land uses are not included in the table: hotels, motels, convalescent homes, nursing homes, day care centers, hospitals for profit, commercial campgrounds. "Other" includes living units in other land uses not specifically listed in the table, including public housing. Some "other" units are connected to a very different primary land use (for example, bowling alleys).

### Cuyahoga County Housing Units

As illustrated in Figure 8, the majority (58%) of units within the County are single-family units. Apartments make up the next largest sector of housing units at about 17% of all units. Two-family units make up about 12% of units. Condos are at 5% and three-family structures make up just 1% of all units. Other types of units make up 7% of all units. This category includes several types of units that are typically associated with land uses that were not specifically designated in the data. It also includes public housing, which will be discussed later, and units associated with very different primary land uses other than residential.

**Figure 8** Cuyahoga County Units By Type, 2014



Source: Cuyahoga County Auditor

### Single-Family Units

As shown in Figure 8, single-family homes make up the majority of units in the County as a whole. This also holds true for the majority of individual municipalities as well. For all but nine locations in Cuyahoga County, single-family units make up over 50% of all units. For nine places, single-family makes up over 90% of all units. Despite having one of the lowest percentages of single-family units, due to its size, Cleveland has more single-family units than the top nine communities percentage-wise combined. The following tables show the cities where single-family units make up the highest and lowest percentage of units.

**Table 18** Largest Percent Single Family Living Units

City	Total	Single-Family	%
Bentleyville	327	321	98.2
Seven Hills	5,212	5,074	97.4
Independence	2,936	2,855	97.2
Walton Hills	995	963	96.8
Pepper Pike	2,560	2,452	95.8
Bay Village	6,446	6,103	94.7
Highland Heights	3,508	3,216	91.7
Moreland Hills	1,424	1,303	91.5
Gates Mills	1,041	938	90.1

Source: Cuyahoga County Auditor

**Table 19** Smallest Percent Single Family Living Units

City	Total	Single-Family	%
Bratenahl	855	396	46.3
Newburgh Heights	1,095	497	45.4
Cleveland	213,983	84,063	39.3
Woodmere	383	140	36.6
Lakewood	28,144	9,366	33.3
Highland Hills	479	150	31.3
Linndale	57	16	28.1
East Cleveland	13,528	3,312	24.5
North Randall	777	139	17.9

Source: Cuyahoga County Auditor

### Multi-Family Units

Apartments only make up 17% of all units in the County. For most cities, the number of apartment units makes up a small portion of the total units. However, there are several communities where apartments make up a substantial amount of units. Table 20 shows the eleven communities where apartments make up at least 25% of total units.

Similarly, two-family units do not make up a significant amount of units for most cities in Cuyahoga County. However, there are several places where two-family units make up a significant portion of total units. Table 21 shows the six cities where two-family

units make up more than 20% of total units.

**Table 20** Largest Percent Apartment Living Units

City	Total	Apartments	%
Woodmere	383	221	57.7
Highland Hills	479	246	51.4
North Randall	777	351	45.2
Bedford Heights	4,933	2,007	40.7
Mayfield Heights	10,136	4,020	39.7
East Cleveland	13,528	5,175	38.3
Warrensville Heights	5,973	2,102	35.2
Lakewood	28,144	8,624	30.6
Parma Heights	9,288	2,682	28.9
Euclid	24,038	6,821	28.4
Beachwood	5,662	1,575	27.8

Source: Cuyahoga County Auditor

**Table 21** Largest Percent Two Family Living Units

City	Total	Two-Family	%
Linndale	57	28	49.1
Newburgh Heights	1,095	456	41.6
Cleveland	213,983	51,201	23.9
East Cleveland	13,528	3,208	23.7
Lakewood	28,144	6,627	23.5
Cuyahoga Heights	274	63	23.0

Source: Cuyahoga County Auditor

Condo units are relatively insignificant in the make up of total units in Cuyahoga County. However, like apartments and two-family units, there are places where condominiums make up a larger share of the housing stock. The following table shows the twelve places where at least 10% of the housing units are condos.

**Table 22** Largest Percent Condominium Living Units

City	Total	Condo-miniums	%
Bratenahl	855	326	38.1
Olmsted Falls	3,612	867	24.0
Westlake	13,233	3,047	23.0
Orange	1,358	256	18.9
Rocky River	9,637	1,788	18.6
Broadview Heights	8,264	1,435	17.4
Chagrin Falls	2,061	334	16.2
Brecksville	5,359	845	15.8
North Royalton	12,185	1,770	14.5
North Olmsted	14,048	1,737	12.4
Warrensville Heights	5,973	651	10.9
Middleburg Heights	7,743	783	10.1

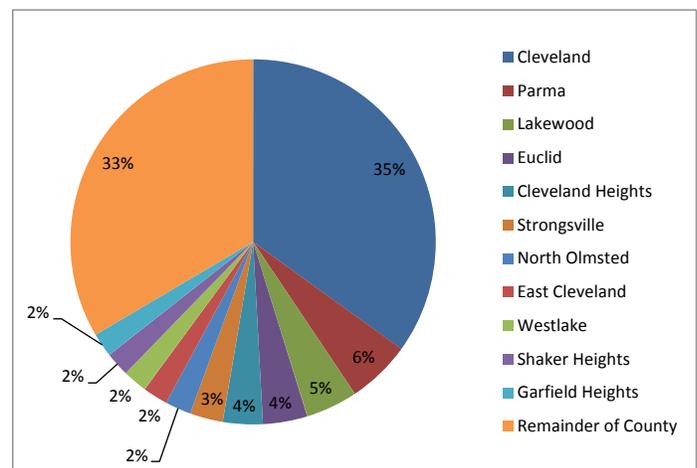
Source: Cuyahoga County Auditor

### Largest Locations of Living Units

The city of Cleveland is the County's central and largest city. It has 213,983 housing units, almost 35% of all housing units in the county. The next ten largest cities combined make up another third of all available housing

units in the County. The remaining 48 cities in the County make up the final third of all housing units. Figure 9 shows cities with the largest number of housing units.

**Figure 9** Cuyahoga County Units By City, 2014



Source: Cuyahoga County Auditor

## New Housing Units

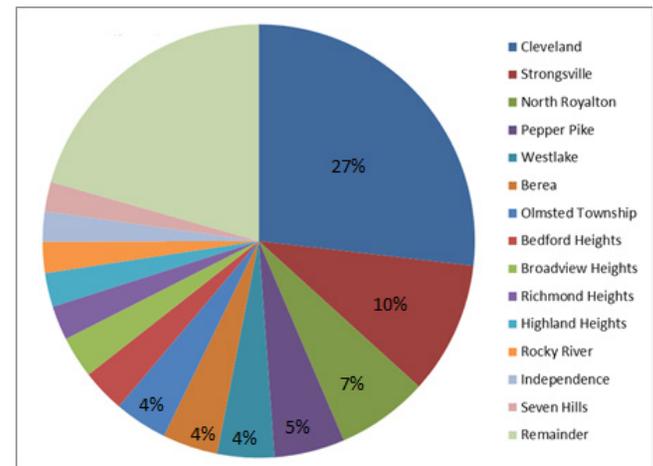
New residential construction can be one sign of a healthy residential market. New residential construction can include both entirely new residential buildings and newly-constructed residential units in buildings which previously had different uses (“conversions”). In some cases, a new residential building may replace an older one (for example, tear down and rebuild) and in other cases conversions may result in fewer or more units. Such as when single-family units are converted to two-family units or vice versa, for example, or the adaptive reuse of an office building or warehouse to housing. In this analysis, we use Cuyahoga County Auditor data to focus on new living units in newly-constructed buildings. While anecdotal evidence and news reports indicate that downtown office have increased 5,500 units since 2010, it is difficult to accurately infer conversions from the auditor data. Therefore we did not include these in the analysis. In contrast, each new building has an associated “year built” field on the auditor file.

Table 23 displays the breakdown of new living units in buildings constructed between 2010-2013, by place. Counts and values are shown for total units, single-family, two-family, condos, and apartments/other commercial housing<sup>1</sup>.

<sup>1</sup>The data extract was set up to pull data for the following land uses: apartments (4010-4090), row housing (4091), subsidized housing (4093), trailer or mobile home park (4150), other commercial housing (4190), general retail with walk-up

As shown in Figure 10, the fourteen places with the most units constitute almost 80 percent of the total new units. Places with over 100 units included Cleveland (681 units, 27% of total), Strongsville (251, 10%), North Royalton (174, 7%), Pepper Pike (134, 5%), Westlake (108, 4%), Berea (105, 4%), and Olmsted Township (101, 4%).

**Figure 10** Most New Living Units, 2010-2013



Source: Cuyahoga County Auditor

As shown in Figure 11, the sixteen places with the most new market value constitute almost 80 percent of the total new value. Places with at least \$50 million in new value include Cleveland (\$103 million), Strongsville (\$81 million), North Royalton (\$55

apartments, single-family (51), two-family (52), three-family (53), condos (55), and house trailer/mobile home. There were no parcels found for row housing, subsidized housing, trailer or mobile home park, three-family, and house trailer/mobile home. Apartments, other commercial housing (1 parcel), and general retail with walk-up apartments were all combined into the category “Apts./Other Comm. Housing”.

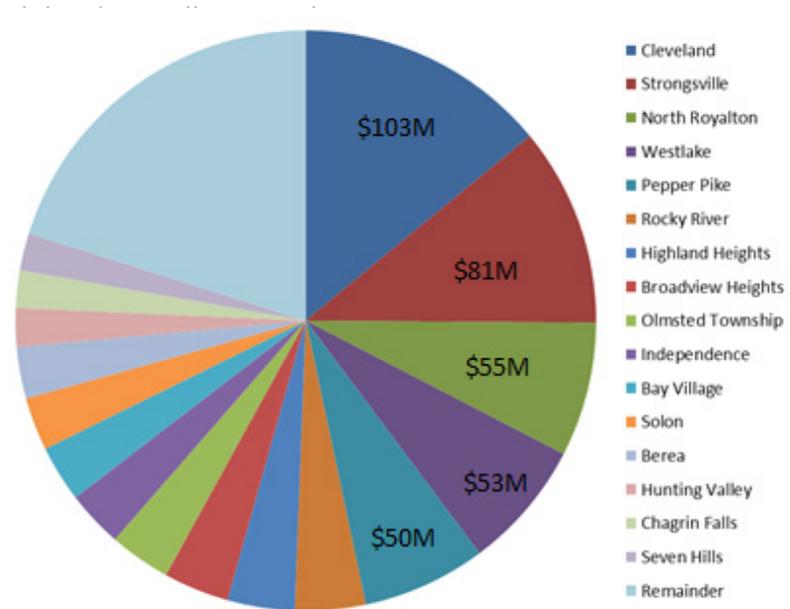
**Table 23** New Living Units, 2010-2013

Place	Total Units	Total Market Value 2014	Single-Family	Single-Family Value 2014	Two-Family	Two-Family Value 2014	Condos	Condo Value 2014	Apts/Other	Apts/Other
									Comm. Housing	Comm. Housing Value 2014
Bay Village	37	\$22,994,700	37	\$22,994,700	0	\$0	0	\$0	0	\$0
Beachwood	18	\$8,504,900	18	\$8,504,900	0	\$0	0	\$0	0	\$0
Bedford	1	\$180,300	1	\$180,300	0	\$0	0	\$0	0	\$0
Bedford Heights	82	\$8,938,100	38	\$7,885,500	0	\$0	0	\$0	44	\$1,052,600
Bentleyville	3	\$1,971,400	3	\$1,971,400	0	\$0	0	\$0	0	\$0
Berea	105	\$20,994,000	105	\$20,994,000	0	\$0	0	\$0	0	\$0
Bratenahl	3	\$2,870,400	3	\$2,870,400	0	\$0	0	\$0	0	\$0
Brecksville	20	\$9,852,600	20	\$9,852,600	0	\$0	0	\$0	0	\$0
Broadview Heights	79	\$26,693,700	79	\$26,693,700	0	\$0	0	\$0	0	\$0
Brook Park	6	\$1,045,800	6	\$1,045,800	0	\$0	0	\$0	0	\$0
Brooklyn Heights	6	\$1,698,100	6	\$1,698,100	0	\$0	0	\$0	0	\$0
Chagrin Falls	31	\$15,304,000	25	\$12,011,300	0	\$0	6	\$3,292,700	0	\$0
Cleveland	681	\$102,686,300	220	\$45,507,200	2	\$353,600	36	\$9,044,400	423	\$47,781,100
Cleveland Heights	37	\$10,546,100	36	\$10,237,800	0	\$0	1	\$308,300	0	\$0
East Cleveland	22	\$1,620,900	2	\$205,200	0	\$0	0	\$0	20	\$1,415,700
Euclid	1	\$215,000	1	\$215,000	0	\$0	0	\$0	0	\$0
Fairview Park	5	\$1,412,400	5	\$1,412,400	0	\$0	0	\$0	0	\$0
Gates Mills	9	\$6,936,100	9	\$6,936,100	0	\$0	0	\$0	0	\$0
Glenwillow	13	\$3,302,000	13	\$3,302,000	0	\$0	0	\$0	0	\$0
Highland Heights	64	\$27,447,300	64	\$27,447,300	0	\$0	0	\$0	0	\$0
Hunting Valley	7	\$15,860,800	7	\$15,860,800	0	\$0	0	\$0	0	\$0
Independence	57	\$23,108,600	57	\$23,108,600	0	\$0	0	\$0	0	\$0
Lakewood	20	\$5,909,700	20	\$5,909,700	0	\$0	0	\$0	0	\$0
Lyndhurst	12	\$3,806,800	12	\$3,806,800	0	\$0	0	\$0	0	\$0
Maple Heights	1	\$164,700	1	\$164,700	0	\$0	0	\$0	0	\$0
Mayfield	10	\$3,387,600	10	\$3,387,600	0	\$0	0	\$0	0	\$0
Mayfield Heights	35	\$9,134,500	35	\$9,134,500	0	\$0	0	\$0	0	\$0
Middleburg Heights	46	\$9,156,100	46	\$9,156,100	0	\$0	0	\$0	0	\$0
Moreland Hills	11	\$11,504,900	11	\$11,504,900	0	\$0	0	\$0	0	\$0
North Olmsted	12	\$2,837,000	10	\$2,237,400	0	\$0	2	\$599,600	0	\$0
North Royalton	174	\$54,836,000	174	\$54,836,000	0	\$0	0	\$0	0	\$0
Oakwood	49	\$11,358,300	49	\$11,358,300	0	\$0	0	\$0	0	\$0
Olmsted Falls	7	\$1,704,000	7	\$1,704,000	0	\$0	0	\$0	0	\$0
Olmsted Township	101	\$25,042,900	101	\$25,042,900	0	\$0	0	\$0	0	\$0
Orange	8	\$5,438,500	7	\$5,034,200	0	\$0	1	\$404,300	0	\$0
Parma	15	\$1,979,400	6	\$1,147,100	0	\$0	9	\$832,300	0	\$0
Pepper Pike	134	\$50,448,300	134	\$50,448,300	0	\$0	0	\$0	0	\$0
Richmond Heights	65	\$11,872,100	65	\$11,872,100	0	\$0	0	\$0	0	\$0
Rocky River	59	\$28,722,800	59	\$28,722,800	0	\$0	0	\$0	0	\$0
Seven Hills	56	\$15,104,200	56	\$15,104,200	0	\$0	0	\$0	0	\$0
Shaker Heights	6	\$2,945,600	6	\$2,945,600	0	\$0	0	\$0	0	\$0
Solon	44	\$21,693,800	44	\$21,693,800	0	\$0	0	\$0	0	\$0
South Euclid	15	\$2,957,700	15	\$2,957,700	0	\$0	0	\$0	0	\$0
Strongsville	251	\$81,255,900	251	\$81,255,900	0	\$0	0	\$0	0	\$0
University Heights	1	\$251,900	1	\$251,900	0	\$0	0	\$0	0	\$0
Valley View	5	\$2,245,200	5	\$2,245,200	0	\$0	0	\$0	0	\$0
Walton Hills	1	\$182,300	1	\$182,300	0	\$0	0	\$0	0	\$0
Warrensville Heights	3	\$575,500	3	\$575,500	0	\$0	0	\$0	0	\$0
Westlake	108	\$52,646,100	73	\$39,151,700	0	\$0	35	\$13,494,400	0	\$0
Woodmere	3	\$1,015,500	3	\$1,015,500	0	\$0	0	\$0	0	\$0
<b>Cuyahoga County</b>	<b>2,539</b>	<b>\$732,360,800</b>	<b>1960</b>	<b>\$653,781,800</b>	<b>2</b>	<b>\$353,600</b>	<b>90</b>	<b>\$27,976,000</b>	<b>487</b>	<b>\$50,249,400</b>

Source: Cuyahoga County Auditor data file for tax year 2014

**Figure 11** Value of New Living Units, 2010-2013

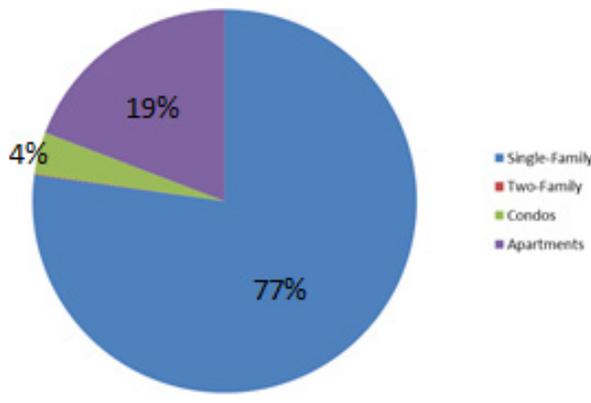
million), We  
Pepper Pike



Source: Cuyahoga County Auditor

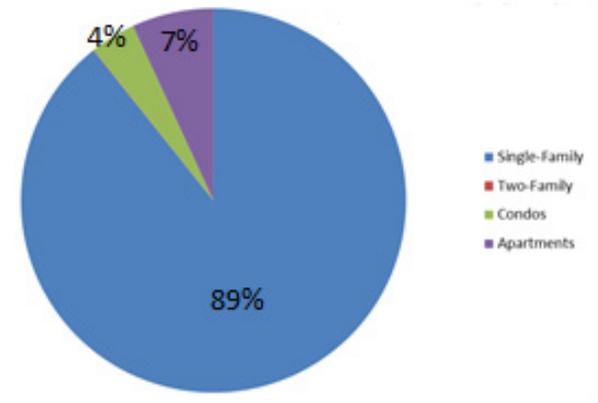
Figures 12 and 13, display the distribution of new units and new value by type of unit. About 77 percent of the new units are single-family, accounting for 89 percent of the new value. Apartments constitute about 19 percent of the new units and 7 percent of the new value. Condos constitute about 4 percent of both new units and new value.

**Figure 12** Percentage of New Units by Unit Type



Source: Cuyahoga County Auditor

**Figure 13** Percentage of New Value by Unit Type

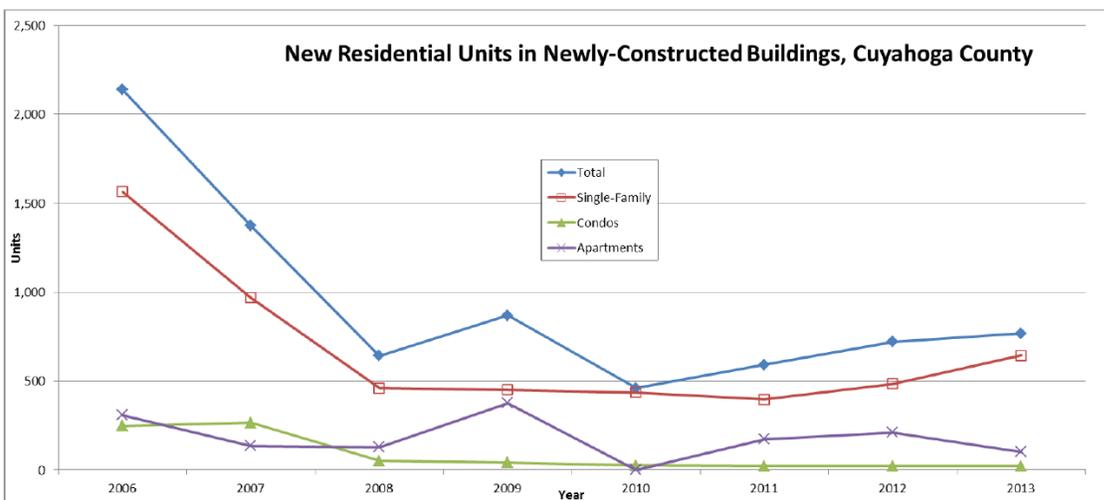


Source: Cuyahoga County Auditor

In most places, single-family was the largest (and often only) type of new construction. Exceptions to this general rule (among places with at least 30 new units) include Cleveland (32% single-family, 5% condo, 62% apartment units), Westlake (68% single-family, 32% condos), Chagrin Falls (81% single-family, 19% condos), and Bedford Heights (46% single-family, 54% apartments).

Going back in time another four years and breaking out the data by year helps to put the building from 2010-2013 into context. As can be seen in Figure 14, the number of new units was over 2,000 in the year 2006, but dropped off substantially during the recession years 2006-2009, hitting a low for this period of 460 units in 2010. However, since 2010, the total units have risen each year: 592 in 2011, 720 in 2012, and 767 in 2013, but still nowhere near 2006 levels.

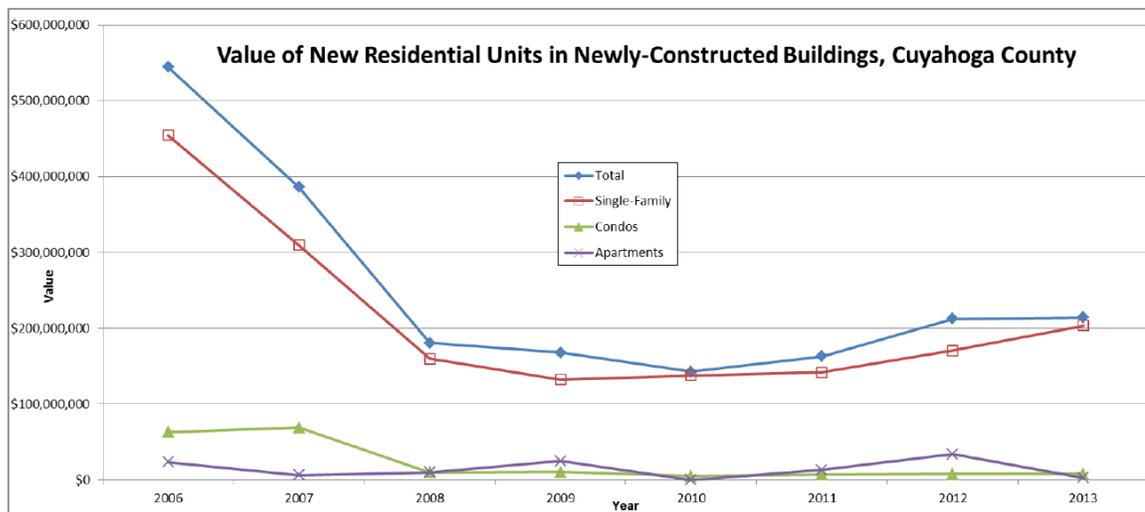
**Figure 14** New Residential Units



Source: Cuyahoga County Auditor

The trend for the value of new residential units is very similar to the trend for the number of units, as shown in Figure 15. The total value of new units in 2013 -- \$214 million -- was about 50 percent higher than the comparable value in the low year of 2010 (\$143 million), but has not yet recovered to 2006 levels.

**Figure 15** New Units by Value



Source: Cuyahoga County Auditor

# Single-Family Market

## Home Sales

This analysis tracks trends in the single-family sales market in Cuyahoga County. The first challenge in this type of analysis is to define the universe for analysis. One goal is to include as many of the sales as reasonable while excluding what appear to be non-fair-market transfers. In this analysis, we use a three sub-market approach. The first sub-market includes only sales for which the deed type is among those generally considered to represent a fair-market exchange, plus sheriff sales to capture that portion of the market. We also exclude sales for less than \$1,000 to remove the most questionable sales values without trimming too

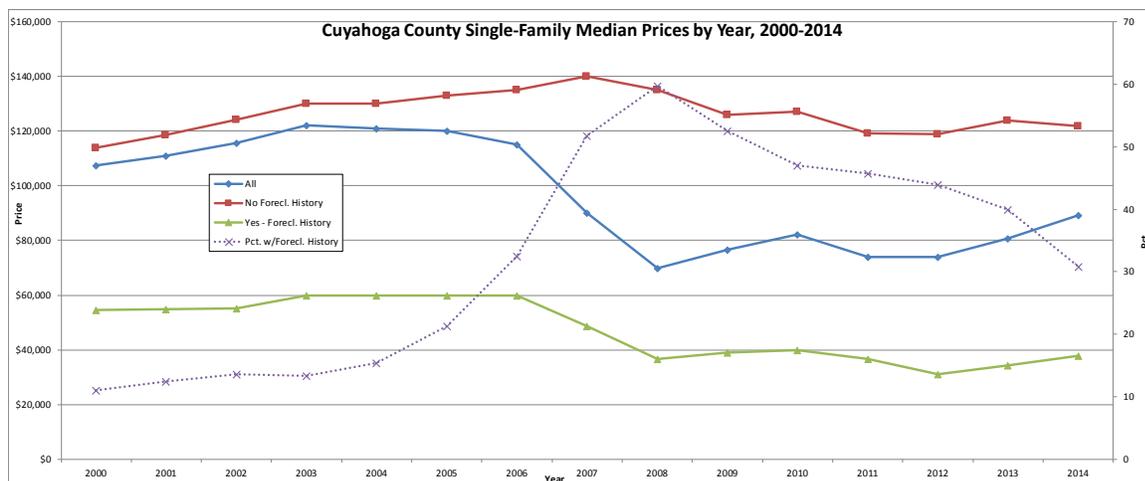
much off the lower-valued portion of the market<sup>1</sup>.

The second sub-market includes parcels which have no foreclosure history. "History" was defined here as a two-year period before the given sale. If, during that two-year period, there were no sheriff sales, forfeitures, or foreclosure filings on the parcel, then for this analysis it was categorized as having no foreclosure history.

The third sub-market includes parcels which have had at least one foreclosure

<sup>1</sup>These deed types are the following: Administrative, affidavit, executor, fiduciary, guardian, limited warranty, survivorship, transfer on death, trustee, and warranty. Condominium and torrens are also considered fair-market exchange deed types, but there were no transfers for these in our time period of analysis with positive sale prices.

**Figure 16** Cuyahoga County Single-family Median Prices by Year, 2000-2014



Source: Cuyahoga County Auditor

within the two-year period before the given sale. If, during that two-year period, there was one or more sheriff sales, and/or one or more forfeitures, and/or one or more foreclosure filings on the parcel, then for this analysis it was categorized as having a foreclosure history.

For each city, village, and township (and for the county as a whole), we charted the trends in median prices for each of the three sub-markets, from 2000-2014. In addition, we plotted the percent of all sales in each year that had a foreclosure history. Using the chart for Cuyahoga County as an example, several points stand out:

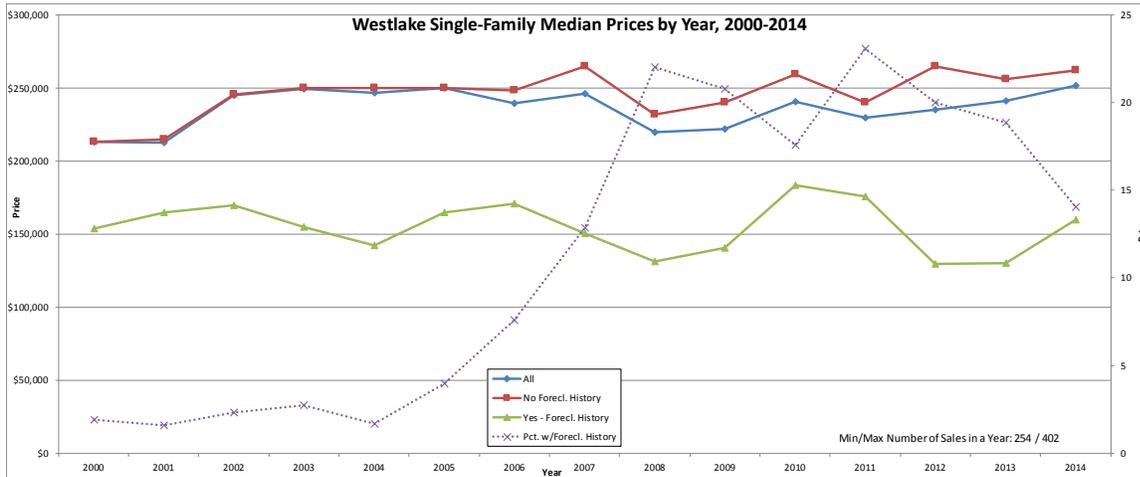
- While the median price in 2014 for the overall market was far below (about 27%, or \$33,000) the high in 2003, the trends in the sub-markets are quite different.
- The downturn in the sub-market with no foreclosure history started about one year later (2008) than in the sub-market with foreclosure history. In addition, the drop to 2014 values was much less, both in dollar (-\$17,000) and percent terms (-12%).
- The drop in the sub-market (2006-2014) with foreclosure history was much larger than in the sub-market with no foreclosure history, both in dollar (-\$22,000) and percent terms (-37%).
- Median sale prices in the sub-market with foreclosure history have risen over the last two years. If the 2000-2014 period highs

and subsequent lows (both had subsequent lows in 2012) are compared, the difference between the two sub-markets is even greater: -\$21,000, or -15% for the sub-market with no foreclosure history, and -\$29,000, or -48% for the sub-market with foreclosure history.

- While it is not an exact relationship, once the foreclosure crisis kicked in, the trend in the overall median price and the percent of sales with foreclosure history is nearly an inverse relationship. As the proportion of sales with foreclosure history rose, the overall median price dropped. In most cases, this was due both to declining prices and the higher proportion of sales with foreclosure history.

Each jurisdiction in the county has a different set of trend lines. In some cases, the percent of sales with foreclosure history stayed relatively lower, and the overall median prices and median prices for the sub-market without a foreclosure history remained very close, and in both cases the values remained relatively high and even came near to period highs. One example of this can be seen in the chart for Westlake, where the sales with foreclosure history never topped 25 percent:

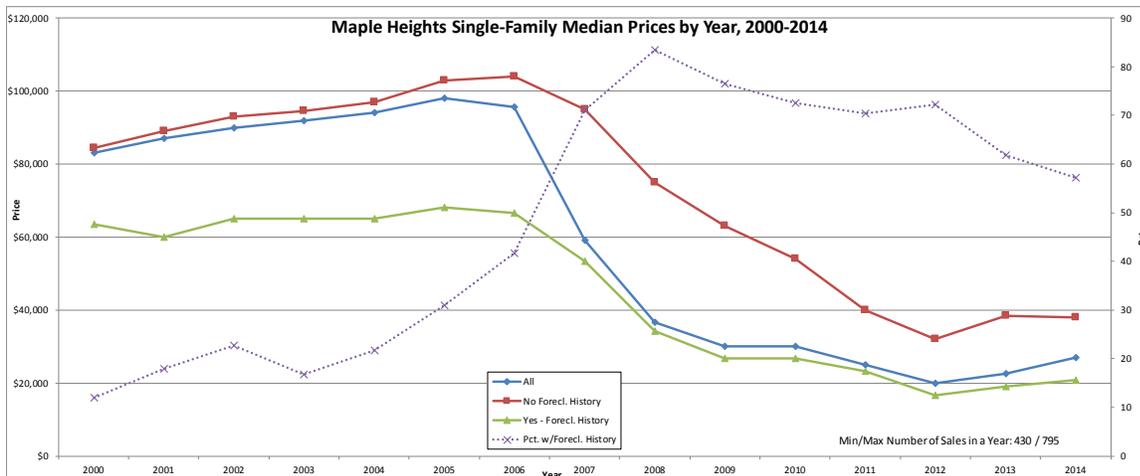
**Figure 17** Little Foreclosure History: Westlake Single-family Median Prices by Year, 2000-2014



Source: Cuyahoga County Auditor

In contrast, in some cases the percent of sales with foreclosure history grew to very high levels and in these cases, it was the overall median price and the median price in the sub-market with foreclosure history which were very nearly identical. One example of this can be seen in the chart for Maple Heights. In Maple Heights the median price for sale without foreclosure history also fell substantially but was still \$11,000 higher than the overall median price in 2014.

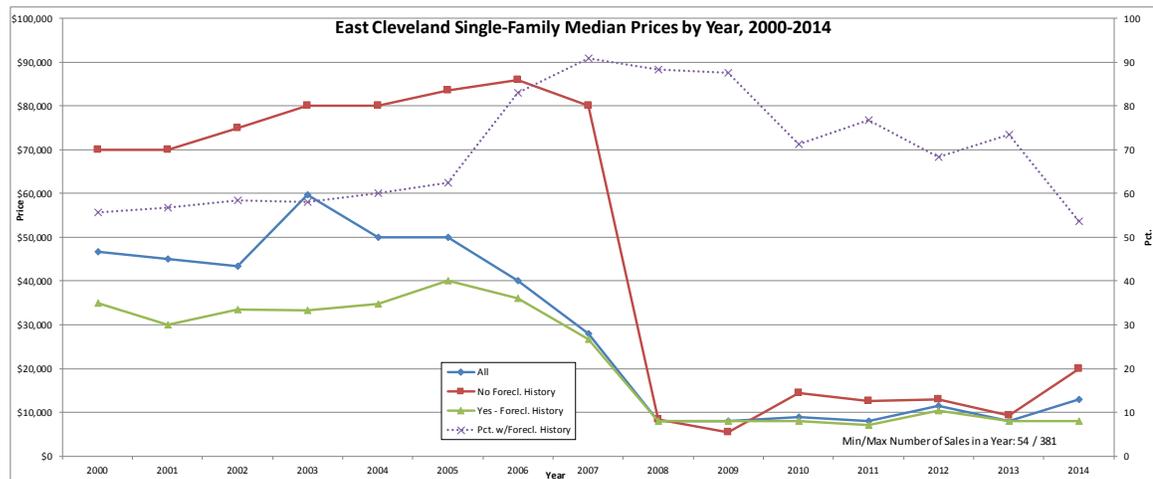
**Figure 18** Significant Foreclosure History: Maple Heights Single-family Median Prices by Year, 2000-2014



Source: Cuyahoga County Auditor

In East Cleveland, the pattern for the overall median price and that for the sub-market with foreclosure history also were close. In addition, the median price for the sub-market without foreclosure history also was about the same as in the other two markets for most of the period 2008-2013, rising noticeably above only in 2010 and 2014.

**Figure 19** East Cleveland Single-family Median Prices by Year, 2000-2014



Source: Cuyahoga County Auditor

**Note:** In some jurisdictions, there are very few single-family sales each year. In these cases, the trends for median prices are not useful. As a guide for deciding how useful the charts might be, in each chart there is a text box in the lower right hand corner which displays the minimum and maximum number of sales during the period for the jurisdiction pictured. For example, in the chart for East Cleveland, the minimum was 54, which reflects the low of 54 sales in 2014, and the maximum was 381, which reflects the high in 2007.

## Change in Housing Tenure

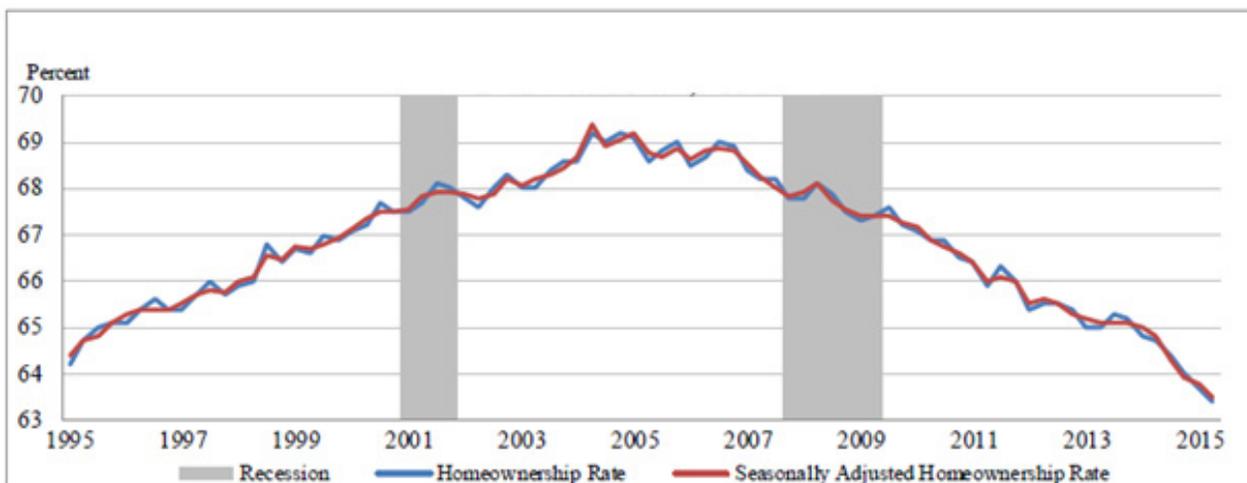
Nationally, homeownership rates are declining. The US Census Bureau recently released second quarter 2015 and trend data which show that the homeownership rate in the United States has fallen from a twenty-year high of 69.2 percent in Q2-2004, to a low of 63.4 percent in Q2-2015. This is shown in Table 24.

However, Cuyahoga County's homeownership rate is decreasing faster than the national rate. It dropped by about 3.38 percentage points from 2000 to 2013. During this same 13-year period, the national rate fell by only about 2.25 percentage points.

Table 25 displays owner-occupancy rates for cities in Cuyahoga County with a population of at least 20,000 in all years shown. Homeownership trends varied widely across these cities. Solon and Westlake remained relatively stable throughout the study period, while the owner-occupancy rate in Maple Heights dropped about sixteen percentage points.

Maple Heights and other cities in which the homeownership rate fell at a rate higher than the overall County rate were hard hit by the housing crisis. Property values in those cities have been slower to recover. This has set off a cycle in which owners who desire to sell their homes cannot obtain the price they want and turn to renting.

**Table 24** U.S. Quarterly Homeownership Rates, 1995 - 2015



Source: <http://www.census.gov/housing/hvs/files/qtr215/currenthvspress.pdf>

**Table 25** Owner Occupancy In Cities over 20,000 in Population In 2000, 2007, 2010, 2013

City	Percent Owner-Occupied				Percentage-Point Change			
	2000	2007	2010	2013	2000 to 2007	2007 to 2010	2010 to 2013	2000 to 2013
Cleveland	48.54	47.65	46.19	42.99	-0.89	-1.46	-3.20	-5.55
Cleveland Heights	62.11	60.64	58.21	56.49	-1.47	-2.43	-1.72	-5.62
Euclid	59.45	57.74	53.45	50.02	-1.71	-4.29	-3.43	-9.43
Garfield Heights	79.91	75.79	73.24	70.66	-4.12	-2.56	-2.57	-9.24
Lakewood	45.19	48.09	42.00	43.56	2.90	-6.09	1.56	-1.63
Maple Heights	83.75	79.34	73.84	67.83	-4.41	-5.51	-6.01	-15.92
North Olmsted	79.70	78.94	80.65	75.98	-0.76	1.71	-4.67	-3.72
North Royalton	74.93	73.31	72.85	70.61	-1.63	-0.46	-2.24	-4.32
Parma	77.47	77.16	75.59	74.47	-0.31	-1.57	-1.11	-2.99
Shaker Heights	64.93	68.50	62.27	62.46	3.56	-6.23	0.19	-2.47
Solon	87.78	88.02	84.06	87.23	0.23	-3.95	3.16	-0.55
South Euclid	83.86	83.86	79.20	81.40	0.00	-4.66	2.19	-2.46
Strongsville	82.69	83.60	79.84	80.00	0.91	-3.76	0.16	-2.69
Westlake	74.81	74.00	73.51	74.53	-0.81	-0.49	1.02	-0.28
<b>Cuyahoga County</b>	<b>63.17</b>	<b>63.68</b>	<b>61.61</b>	<b>59.79</b>	<b>0.51</b>	<b>-2.07</b>	<b>-1.82</b>	<b>-3.38</b>

Source: US Census Bureau, 2000 SF1, 2007 3-year ACS, 2010 3-year ACS, 2013 3-year ACS

Note: Places included had at least 20,000 persons in all years analyzed.

# Home Lending

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Home Mortgage Disclosure Act (HMDA) data can be used to analyze lending patterns for small areas, as well as to analyze loan application activity. In this report we focus on the number of applications, the origination and denial rates, and the average dollar amounts of originated loans.

HMDA data are available at the census tract level. This presents a slight problem when analyzing the data at the city, village, or township level because in a few cases multiple places can have portions in the same tract.<sup>1</sup> In all cases, the analysis was done using single or multiple tracts – no tracts were split.

City of Cleveland was initially analyzed by Statistical Planning Areas (SPAs) due to basic levels of homogeneity within each SPA. However, many SPA boundaries do not follow Census tract boundaries making this is impractical. Instead, we created “Pseudo SPAs” (PSPAs) as a proxy. For tracts that were split between SPAs, the entire tract was included in whichever PSPA contained the majority of the tract. PSPAs will look very similar in shape to SPAs on the maps but it is important to remember that PSPAs are not the same geographic areas as SPAs. PSPAs were

named using the first four characters of the SPA they most-closely resemble (plus one or more additional letters if needed to distinguish it from similar names, if needed), but these different names are another reminder that the geographic areas are not the same as the SPAs.

The geographic areas in this analysis (cities, villages, townships, and PSPAs) are different in both size and population. However, a map of the number of applications in each area provides evidence as to where the loan application activity has been the highest. In Map 4 Parma stands out. The 935 applications in 2013 in Parma were 259 higher than the 676 in Strongsville, the next highest. Other places in which there were over 400 applications included Lakewood (632), Westlake (532), North Olmsted (491), Cleveland Heights (473), Rocky River (425), and Shaker Heights (419). The highest number of applications in a PSPA was 278, in Kamm on the far west side, followed by 277 in OldB, a south-central PSPA.

A map of the percent of loans originated provides insight as to where loan applications have been the most successful. In Map 5 there are five PSPAs in the highest group. (However, three of these – Cude, Kins, and Univ PSPA -- had only 11, 16, and 16 applications respectively). High origination rates were obtained in PSPA Kamm next to

<sup>1</sup> Tract 190504 is one of three tracts in Olmsted Township and it includes a small portion of Olmsted Falls. Tract 1957 includes all of both Glenwillow and Oakwood. Tract 1958 includes all of Bentleyville and a small portion of Solon. Tract 1959 includes all of both Chagrin Falls and Township. Tract 1961 includes all of both Cuyahoga Heights and Newburgh Heights. Tract 1963 includes all of both Moreland Hills and Hunting Valley.

Fairview Park (PSPA had 85.6% success rate, 278 applications), and in PSPA Trem in the center (80.7%, 83). In the suburbs, Middleburg Heights (84.3%, 248), Lyndhurst (83.5%, 279), Fairview Park (82.0%, 278), Independence (81.5%, 92), and Strongsville (81.4%, 676) had the five highest origination rates.

A map of the percent of loans denied provides insight as to where loan applications have been the least successful<sup>2</sup>. In Map 6 there are seven PSPAs in the highest group for denial percent. However, only two of these PSPAs (Unio, 69.2% denial, 26 applications; GlenV, 38.2% denial, 34 applications) had more than 20 applications. The suburbs in this group also had very few applications (Woodmere, 100% but only 1 application; East Cleveland, 42.9%, 14 applications, North Randall, 40.0%, 5 applications). When the second group (20.7-33.3 percent denial) is added to the analysis, there is a "C"-shaped region which contains most of the highest areas of loan denials. The region starts at the top in Euclid, continues down through several eastern PSPAs, and finishes up in several southeastern suburbs.

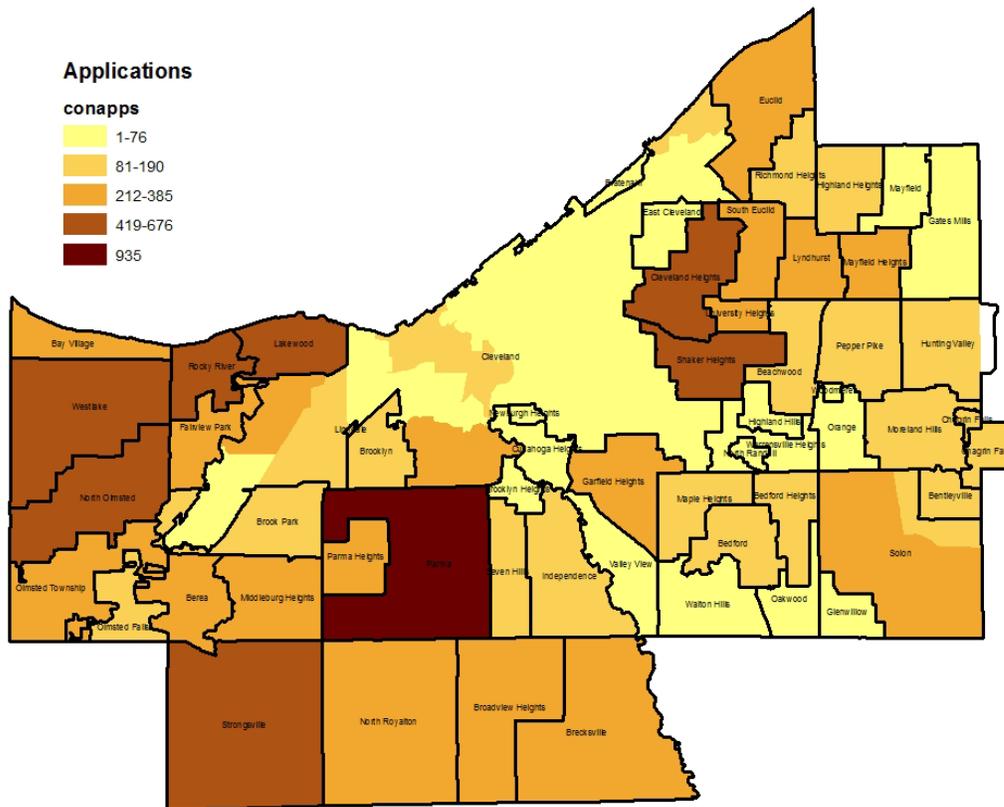
In Map 7 the average dollar amounts for originated loans are displayed by city, village, township, and PSPA. The "C" shape referred to in the discussion of the percent of loans denied is again largely the case in this map, except that this time it represents low average

values of originated loans. The highest average loan amounts are generally on the edges of the county, plus several suburbs starting with Shaker Heights and heading generally east, and Independence to the south. The highest average loan amount was located in Moreland Hills + Hunting Valley (single tract), at \$424,984 on 86 originated loans. One PSPA, CuyaV, was in the top group, with an average loan amount of \$240,200 on 39 originated loans. In the top group, Westlake had the most originated loans (532, \$222,490 average loan), followed by Shaker Heights (419, \$236,244 average loan), and Solon (344, \$254,539).

The number of applications, the percent of loans originated and denied, and the average dollar amount of originate loans each provides a slightly different view of home purchase loan activity. In these last few tables, we display data on the places that rank high on either three or all four of these measures.

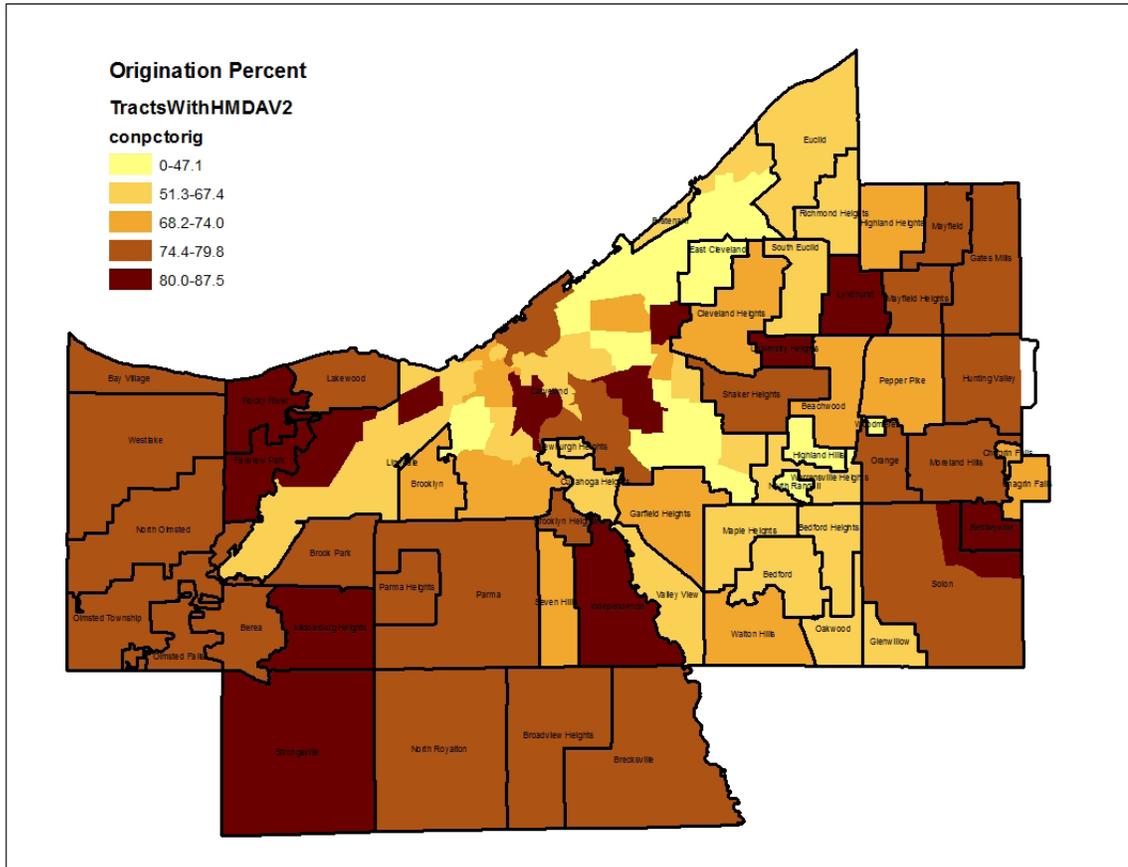
<sup>2</sup> The percent of loans originated and denied will not necessarily sum to 100. This is because of possible other results, including the following: loan approved but not accepted by applicant, loan application withdrawn by the applicant, application closed due to incomplete application.

### Map 4 HMDA Applications, 2013



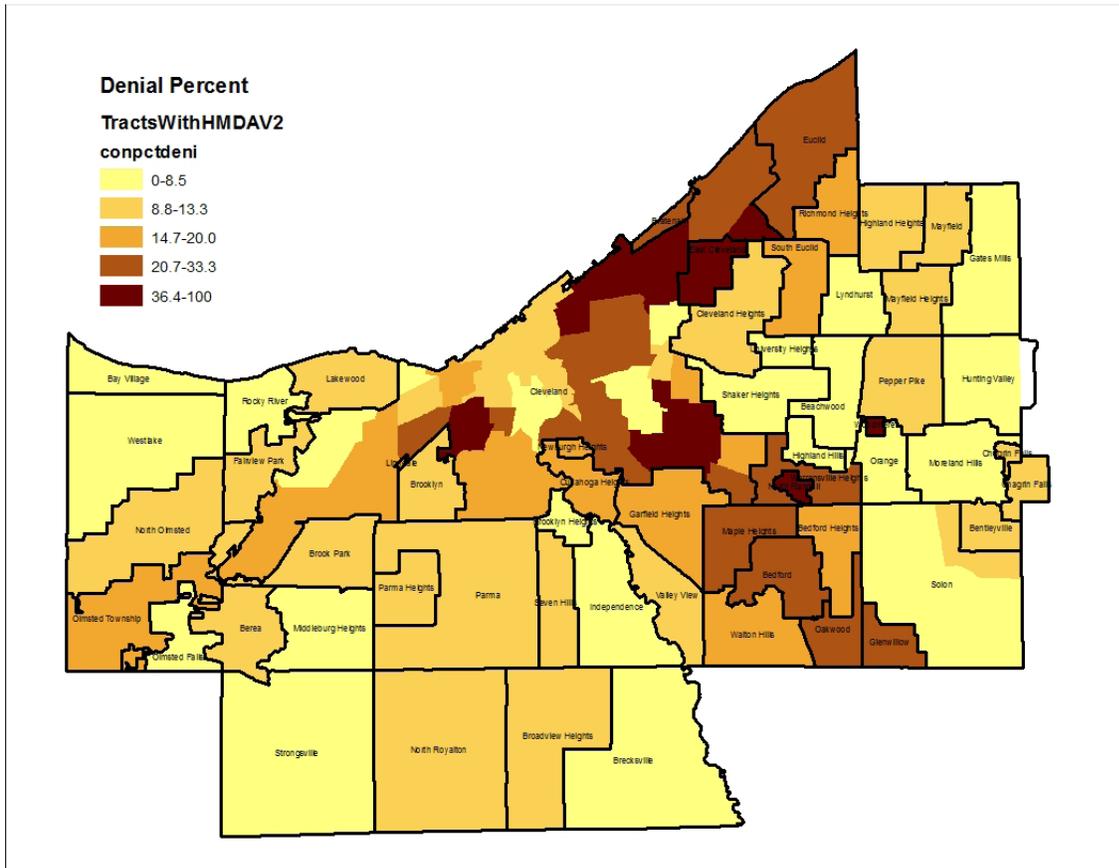
Source: Northeast Ohio Community and Neighborhood Data For Organizing

### Map 5 Percent Origination of Loans, 2013



Source: Northeast Ohio Community and Neighborhood Data For Organizing

### Map 6 Percent Denial of Loans, 2013



Source: Northeast Ohio Community and Neighborhood Data For Organizing



To qualify for inclusion in Table 26, places have to be in the top third of the rankings for number of applications, percent originated, and average dollar amount. In addition, they have to be in the bottom third (i.e., low values) based on the percent of applications denied. Since number of applications is included in this specific analysis, places with fewer than 178 applications are excluded. The places in the table are listed in order of applications. Four out of the five form part of the County border.

**Table 26** Top & Bottom Third for HMDA Mortgages, by Municipality

Place	Appli- cations	Origi- nations	Pct. Origi- nated	Denials	Pct. Denied	Total Amount Originated	Avg. Amount Originated
Strongsville	676	550	81.4	48	7.1	\$100,019,000	\$181,853
Rocky River	425	342	80.5	28	6.6	\$72,736,000	\$212,678
Solon	344	269	78.2	25	7.3	\$68,471,000	\$254,539
Bay Village	305	236	77.4	26	8.5	\$48,461,000	\$205,343
Brecksville	224	173	77.2	18	8.0	\$39,285,000	\$227,081

Source: Northeast Ohio Community and Neighborhood Data For Organizing, census tract level HMDA data

In Table 27, the number of total applications is removed as a filter, allowing smaller municipalities with lower total applications, but still significant compared to their size, to be captured. Since one filter was dropped, to be included in Table 11 places must be in the top quarter of the rankings for number of applications, percent originated, and average dollar amount, and the bottom quarter (low values) for percent denied. PSPA Trem is included in Table 11, based on its tenth-highest (of 87) origination percent of 80.7, third-lowest denial rate, and seventeenth-highest average dollar amount.

**Table 27** Top & Bottom Quartile for HMDA Mortgages, by Municipality

Place	Appli- cations	Origi- nations	Pct. Origi- nated	Denials	Pct. Denied	Total Amount Originated	Avg. Amount Originated
Strongsville	676	550	81.4	48	7.1	\$100,019,000	\$181,853
Rocky River	425	342	80.5	28	6.6	\$72,736,000	\$212,678
Solon-	344	269	78.2	25	7.3	\$68,471,000	\$254,539
Indepen- dence	92	75	81.5	6	6.5	\$16,518,000	\$220,240
Trem	83	67	80.7	2	2.4	\$13,269,000	\$198,045
Gates Mills	40	32	80.0	2	5.0	\$9,874,000	\$308,563

Source: Northeast Ohio Community and Neighborhood Data For Organizing, census tract level HMDA data

# Foreclosures

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The foreclosure crisis in Northeast Ohio began in 2005. The number of foreclosure filings peaked in 2007 at 13,777 and began to decline in 2010. In 2014 there were 7162 foreclosure filings. The crisis has persisted because of the weak economy and the weak housing market. Further, when homes in Cuyahoga County are foreclosed, they are more likely to become vacant and abandoned than they are in other parts of the country.

The eastern portion of the County has been hit much harder than the western portion. Tables 12 and 13 present a count, by jurisdiction, of residential parcels for which there was at least one foreclosure filing from 2006 to 2014. (No matter how many foreclosure filings there might have been, a parcel was counted only once, and the type of foreclosure shown in the table corresponds to the last foreclosure filing for each parcel.)

Table 28 presents jurisdictions in the eastern portion of the County. This table shows the number of parcels with one or more foreclosures (number) by type of foreclosure and as a percent of all parcels in the jurisdiction (rate). the overall rate for the eastern suburbs is 18.99%

Three eastern suburbs – East Cleveland (41.77), Maple Heights (32.36), and Warrensville Heights (29.26), all had

rates higher than Cleveland's rate (28.96). Twelve (33.33%) had rates higher than 20%, and nineteen (52.78%) had rates higher than 10%.

Table 29 presents this information for the western portion of the County. The overall rate for the western suburbs – 8.61% -- is less than half the rate for the eastern suburbs and Cuyahoga County as a whole (17.72%). Linndale is the only western jurisdiction with a rate over 20%, and only eight western suburbs (36.36%) have rates over 10% (compared to 52.78% with rates over 10% in the eastern suburbs).

**Table 28** Parcels With At Least One Foreclosure by Type Eastern Cuyahoga County, 2006-2014

	Type of Foreclosure (most recent*)					Avg. Number of Residential Parcels, 2006-2014	Pct. Resid. Parcels w/at Least 1 Forcl. Filing
	Mortgage	Vacant & Abandoned & Tax Delinq. (BOR)	Tax Delinquent (Judicial)	Other	Total		
East Cleveland	1,365	220	491	323	2,399	5,743	41.77
Maple Heights	2,819	60	72	221	3,172	9,802	32.36
Warrensville Heights	913	23	49	148	1,133	3,872	29.26
Garfield Heights	2,429	82	94	237	2,842	11,004	25.83
Euclid	3,799	50	79	224	4,152	16,646	24.94
Newburgh Heights	153	4	15	16	188	793	23.70
Highland Hills	27		3	7	37	157	23.52
Oakwood	274	2	7	19	302	1,319	22.89
Bedford	915	5	9	46	975	4,553	21.41
Cleveland Heights	2,740	66	144	216	3,166	15,247	20.77
North Randall	27			4	31	150	20.70
South Euclid	1,716	17	33	73	1,839	9,023	20.38
Bedford Heights	573	2	4	38	617	3,110	19.84
Woodmere	23		1	4	28	145	19.27
Glenwillow	47		2	1	50	295	16.96
Richmond Heights	521		6	22	549	3,506	15.66
Shaker Heights	1,304	35	94	56	1,489	9,617	15.48
University Heights	482	5	11	38	536	4,255	12.60
Bratenahl	87	1	2	6	96	780	12.30
Orange	124		2	4	130	1,340	9.70
Lyndhurst	531	3	7	22	563	6,486	8.68
Mayfield Heights	473	1	3	39	516	6,033	8.55
Cuyahoga Heights	16			1	17	222	7.67
Solon	559	3	4	18	584	7,896	7.40
Chagrin Falls	101	1	2	5	109	1,665	6.55
Gates Mills	54			6	60	975	6.16
Valley View	41			5	46	756	6.08
Pepper Pike	127		1	11	139	2,343	5.93
Bentleyville	19				19	325	5.85
Beachwood	189		1	11	201	3,520	5.71
Mayfield	63		2	1	66	1,213	5.44
Moreland Hills	72	1		1	74	1,377	5.37
Highland Heights	161		1	6	168	3,322	5.06
Walton Hills	45			2	47	968	4.85
Hunting Valley	7				7	222	3.15
Chagrin Falls Township	1				1	43	2.35
<b>EASTERN SUBURBS</b>	<b>22,797</b>	<b>581</b>	<b>1,139</b>	<b>1,831</b>	<b>26,348</b>	<b>138,724</b>	<b>18.99</b>
Cleveland East	15,786	1,720	4,185	2,199	23,890	67,943	35.16
Cleveland	26,267	2,166	5,020	3,018	36,471	125,945	28.96
Cuyahoga East	38,583	2,301	5,324	4,030	50,238	206,667	24.31
<b>CUYAHOGA COUNTY</b>	<b>63,343</b>	<b>2,786</b>	<b>6,288</b>	<b>5,455</b>	<b>77,872</b>	<b>439,455</b>	<b>17.72</b>

Source: NEOCANDO (foreclosure filings), Cuyahoga County Auditor (residential parcels)

\*If a parcel was associated with more than one foreclosure filing, the most recent filing was used to determine the type of foreclosure.

**Table 29** Parcels With At Least One Foreclosure by Type Western Cuyahoga County, 2006-2014

	Type of Foreclosure (most recent*)					Avg. Number of Residential Parcels, 2006-2014	Pct. Resid. Parcels w/at Least 1 Forcl. Filing
	Mortgage	Vacant & Abandoned & Tax Delinq. (BOR)	Tax Delinquent (Judicial)	Other	Total		
Linndale	9			1	10	38	26.55
Lakewood	1,960	6	30	96	2,092	16,634	12.58
Olmsted Falls	402	1	2	11	416	3,365	12.36
Brook Park	823	1	9	26	859	7,274	11.81
Berea	704	5	10	24	743	6,312	11.77
Parma Heights	711	1	8	24	744	6,561	11.34
Parma	3,055	16	16	132	3,219	29,753	10.82
Brooklyn	358	1	3	16	378	3,658	10.33
North Olmsted	1,006	1	5	40	1,052	11,908	8.83
Olmsted Township	368		2	15	385	4,604	8.36
Fairview Park	447		4	23	474	6,459	7.34
Brooklyn Heights	36		3	3	42	603	6.97
Broadview Heights	468		5	18	491	7,098	6.92
North Royalton	637		3	26	666	10,235	6.51
Strongsville	952	2	6	30	990	15,453	6.41
Bay Village	371	1	4	20	396	6,252	6.33
Middleburg Heights	341	2	6	12	361	5,811	6.21
Rocky River	460		4	16	480	8,221	5.84
Westlake	581		1	37	619	11,417	5.42
Seven Hills	239		4	21	264	5,099	5.18
Brecksville	231	2	2	11	246	5,194	4.74
Independence	120		2	4	126	2,837	4.44
<b>WESTERN SUBURBS</b>	<b>14,279</b>	<b>39</b>	<b>129</b>	<b>606</b>	<b>15,053</b>	<b>174,786</b>	<b>8.61</b>
Cleveland West	10,481	446	835	819	12,581	58,002	21.69
Cleveland	26,267	2,166	5,020	3,018	36,471	125,945	28.96
Cuyahoga West	24,760	485	964	1,425	27,634	232,788	11.87
<b>CUYAHOGA COUNTY</b>	<b>63,343</b>	<b>2,786</b>	<b>6,288</b>	<b>5,455</b>	<b>77,872</b>	<b>439,455</b>	<b>17.72</b>

Source: NEOCANDO (foreclosure filings), Cuyahoga County Auditor (residential parcels)

\* If a parcel was associated with more than one foreclosure filing, the most recent filing was used to determine the type of foreclosure.

# Affordable Housing

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## Affordable Housing

Affordable housing is an important component of an overall healthy housing market. Whether it is through natural market forces or through public or private assistance, housing for individuals and families of all income levels is important for the health of a community. In January of 2015, The Housing Research & Advocacy Center published their *Rental Factbook* for Cuyahoga County. The *Rental Factbook* summarizes the state of affordable housing within the County. The findings from The Housing Research & Advocacy Center provide an understanding of the availability of affordable housing throughout Cuyahoga County. Unless noted otherwise, data included here was taken from the HRAC *Rental Factbook*.

## Types of Affordable Housing

The federal government is by far the largest provider of subsidized housing for low-income households. The largest

federal affordable housing programs are Public Housing, Section 8 Housing Choice Vouchers, project-based Section 8 buildings, Low Income Housing Tax Credit Assisted units. Taken together, government assisted affordable housing comprises only about 5% of America's housing supply.<sup>1</sup>

Public Housing is housing units owned and operated by a Public Housing Authority. According to the *Rental Factbook: Cuyahoga County*, almost all of the public housing in the County is located within the city limits of Cleveland. The other type of affordable housing is project-based, un-vouchered housing. This is private housing where the owner works with the public housing agency. The two entities enter into an agreement where the housing agency pays the housing owner the difference between the market value of rent and the discounted amount of rent that a household actually pays to the owner for the unit. The housing authority can designate up to 20% of Housing

1 Blumgart, Jake, "The Slow Death of Public Housing," Planning, American Planning Association, November 2015, vol. 81, Issue 10, p. 12.

Choice Vouchers as project-based vouchers that are tied to a specific unit and not a family.

### **Need For Affordable Housing**

According to the *Rental Factbook*, the demand for rental housing has increased in Cuyahoga County over the past decade. The percentage of owner-occupied housing has decreased significantly while renter-occupied units have slightly increased. All of this is happening with an overall declining population. Also, the closer you get to the city of Cleveland, the higher the demand for rental housing. The study notes the increase in the cost of renting with the median rent increasing from \$685 to \$698 from 2000 to 2010.

More significantly than increased rents, the Factbook notes that when adjusted for inflation, the median household income has decreased by 12.1% over the same time period. The median household income for renters decreased by 18.7% from 2000 to 2010 and was 38.4% to 43% lower than the overall population. In 2010, only 50% of renters in Cuyahoga County could afford to pay a monthly gross rent of \$621 or less.

As a general rule, any household spending more than 30% of its income on housing is considered cost burdened. The number of households considered housing cost burdened in Cuyahoga County increased by 23.6% between 2000 and 2010. By 2010 45.6% of all rental households were cost burdened. Also, racial and ethnic minority

groups were more likely to rent and many areas with higher concentrations of minorities and people with disabilities were more likely to have higher rates of cost-burdened renters.

According to a study done by Enterprise Community Partners, about 67,000 (31%) renter households in Cuyahoga County are severely cost burdened; they pay more than half of their income on shelter (rent plus utilities). The problem is even more acute for low-income renter households; 43.7% of low-income renter households are “housing insecure”.<sup>2</sup> The number of “housing insecure” renters is almost evenly divided between the city of Cleveland and the remaining cities in the County.

### **Availability of Affordable Housing**

The Housing Research & Advocacy Center identifies four groups that provide assistance for public housing in Cuyahoga County: the Cuyahoga Metropolitan Housing Authority (CMHA), the Parma Public Housing Agency (PPHA), Emerald Development and Economic Network (EDEN), and New Avenues to Independence, Inc. They offer a limited number of subsidized housing units through federal, state, and local programs to help families and households that are extremely-low to low-income meet their housing needs.

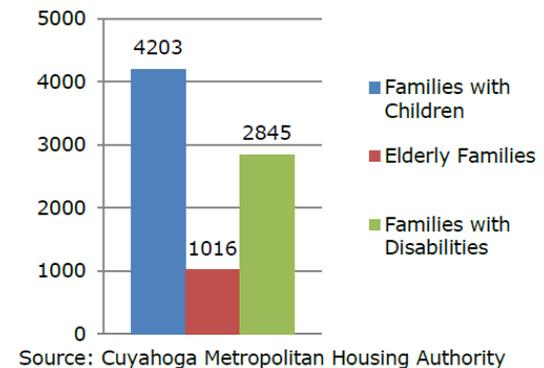
CMHA is the largest of these organizations. It operates almost 10,000

<sup>2</sup> Enterprise Community Partners analysis of 2013 (2014) American Community Survey 1-Year Sample as provided by IPUMS-USA, University of Minnesota, [www.ipums.org](http://www.ipums.org)

public housing units in 42 properties. This includes project based housing in 12 high rise apartments, 21 senior developments and 23 family developments. CMHA manages approximately 11,000 project based Section 8 units in 94 properties in Cuyahoga County. The majority of these are located in the cities of Cleveland and East Cleveland.

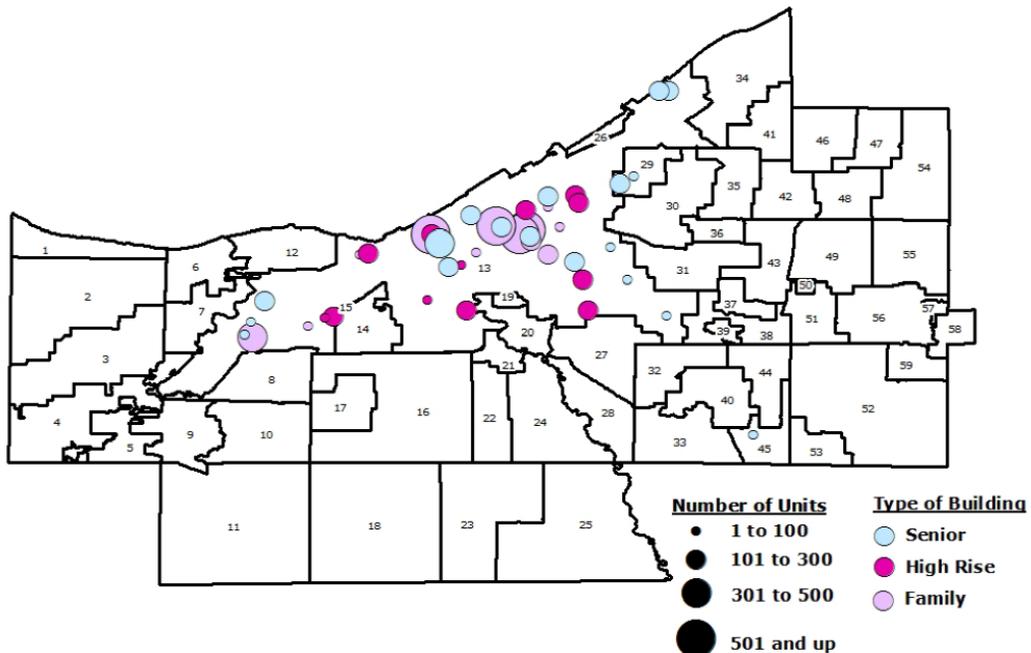
The Housing Choice Voucher program is one of the major programs through which people receive housing assistance. Funded through the U.S. Department of Housing and Urban Development and administered through local housing authorities, vouchers are paid as a subsidy to private housing providers on behalf of the

recipient. They can be used at any private market housing within Cuyahoga County that will accept the voucher. Cuyahoga Metropolitan Housing Authority  
**Figure 20** Housing Choice Voucher Waiting List Families, 2014



Source: Housing Research and Advocacy Center, Rental Factbook: Cuyahoga County

### Map 8 Public Housing, Cuyahoga County



Housing Research & Advocacy Center  
 Source: CMHA.net, Virtual Property Guide<sup>17</sup>

Source: Housing Research and Advocacy Center, Rental Factbook: Cuyahoga County

Authority runs the largest Voucher program in the County. The waiting list for the program was recently opened from August 3rd to August 17th, 2015. Vouchers are offered as they become available through a lottery drawing.

Since 2005, the number of voucher holders in Cuyahoga County has ranged between 13,400-14,000. In 2005, 60% of CMHA's 13,405 voucher holders lived in the city of Cleveland. That percentage gradually declined over the decade between 2005 and 2015, until by January 2015, 47% (6,556) of the 13,879 voucher holders lived in the city of Cleveland and 53% (7,323) lived in the suburbs. The suburbanization of voucher holders in Cuyahoga County over the 10 year period can be viewed as a positive trend in terms of the ability of voucher holders to expand their choices, exposing them to a wider array of opportunities, schools, and job opportunities. As of January 2015, 14% (1,056) of suburban voucher holders lived in the 40 places that CMHA identifies as opportunity communities; those in which the poverty rate is less than 20%. The number of voucher holders living in opportunity areas almost doubled from 2005-2010, but then stayed stable from 2010-2015. In 2015, more than half of those (56%) lived in the seven opportunity suburbs that are also "inner suburbs".<sup>3</sup>

Additionally throughout the County, PPHA currently administers 742 Housing Choice Vouchers which benefit

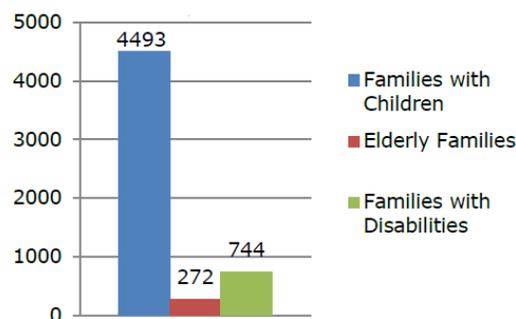
<sup>3</sup> Hexter et al, Center for Community Planning and Development, Levin College of Urban Affairs, Cleveland State University, "Understanding the Location Decisions of the Cuyahoga Metropolitan Housing Authority's Housing Choice Voucher Holders: Pilot Study", February 28, 2015.

1,892 individuals. It also operates 60 units of public housing. EDEN is a local non-profit that administers a program of 44 Housing Choice Vouchers, as well as administering programs for homeless, chronically homeless, and persons with disabilities. New Avenues for independence is another non-profit that serves people with disabilities or special needs. They administer 125 Housing Choice Vouchers. New Avenues for Independence also operates seven group homes and two intermediate care facilities.

### CMHA Waiting List

According to the Housing Research & Advocacy Center, when the Housing Choice Voucher Program waiting list was opened in August of 2011, more than 64,000 applications were received. Of that 64,000, 10,000 were chosen for the waiting list. In the Rental Factbook, the HRAC also notes that there are approximately 15,000 participants

**Figure 21** Public housing Waiting List Families, 2014



Source: Cuyahoga Metropolitan Housing Authority

Source: Housing Research and Advocacy Center, Rental Factbook: Cuyahoga County

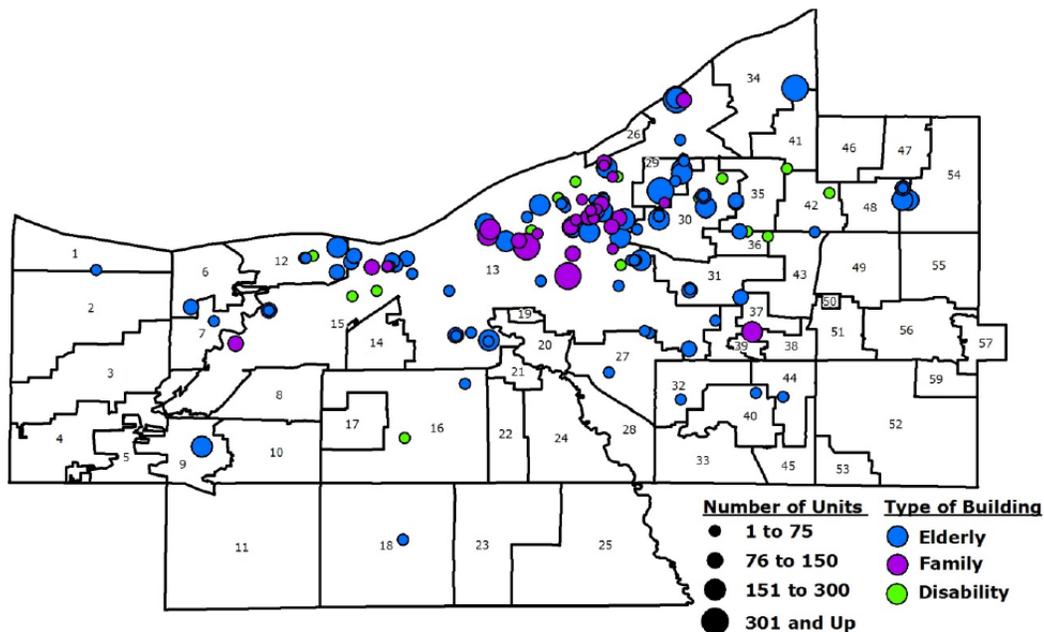
using the Housing Choice Voucher Program with over 8,000 families on the waiting list. The annual turnover is estimated to be at 600 while the median time spent on the waiting list is 21 months. The HRAC cites both the CMHA and the U.S. Department of Housing and Urban Development for these statistics. The waiting list has surely increased since this report, due to the waiting list being reopened in August of 2015.

The waiting list for Public Housing stands at 16,064 families according to the HRAC *Rental Factbook*. Compared to the Housing Choice Voucher Program,

the turnover is over twice as fast with an annual turnover of 1,400 per year.

The median waiting time is also longer at 28 months spent on the list. The Housing Research and Advocacy Center also notes that the majority of households on the waiting list are extremely low income level, African American, and have children. The HRAC cites the CMHA for this data.

## Map 9 Project-Based Housing, Cuyahoga County



Housing Research & Advocacy Center

Source: Affordable Apartment Search, Hud.gov; Section 8 Housing Database. Section-8-housing.findthebest.com

Source: Housing Research and Advocacy Center, Rental Factbook: Cuyahoga County

# Housing Demand

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The demand for housing is influenced by a multitude of variables and trends. These trends happen on a variety of levels from national, to state, to city, to neighborhood. The purpose of this section is not to quantify the exact number and type of housing units that will be required for Cuyahoga County and its communities in the coming years. This section will look to identify the major trends and issues affecting housing markets and those who are seeking housing. Identifying the trends involved can lead to actionable ideas and specific policies governments, organizations, and community groups can take to account for, and possibly influence these trends.

## Forces Shaping Demand

Demand for housing in Cuyahoga County and the entire United States is being shaped, and will continue to be shaped over the next few decades, by several pairs of related forces. The strength and magnitude of these forces, and their competing or compounding nature will drive the future of housing. It is difficult to perform a quantifiable analysis of the future housing market, but by knowing and understanding these forces an accurate idea of the effect and state of current and future markets in Cuyahoga County can be made. The pairs of forces are:

- Baby Boomer and Millennial Generations,
- Renting versus homeownership,
- Single-family homes versus multi-family apartments.

These forces drive the current housing market, and as Boomers and Millennials age, their preferences and decisions regarding the other forces will drive the future housing demands.

The related forces of single-family versus apartments and whether to own or rent are the significant decisions that are made that affect the housing market. The major driver of the current and future markets will be the two large cohorts, Boomers and Millennials, who will be making those decisions. While one group moves into retirement and the later stages of life, the other will come into its own entering young adulthood and middle aged. The decisions they make, and their preferences for the other forces will drive demand. As these shifts are starting to occur the current and future demands of the market can be seen.

## The Current State of the Housing Market

Before delving too deeply into the forces at play in the market, it is necessary to look at the state of the market

as it is now. The Great Recession decimated housing markets across Cuyahoga County. As previous chapters in this Study have pointed out, population has declined within the County and foreclosures have hit neighborhoods hard. However, recent data and reports have shown that the overall market in Cuyahoga County has been on the rebound in the past few years.

A recent report by Cleveland.com noted that housing prices in Cuyahoga County have recovered to 97 percent of 2005 levels, before the housing bubble. The average housing price in Cleveland is \$60,000 compared to \$85,600 a decade ago. It is even better in the suburbs. The average home price in the east is now \$123,000 compared to \$136,000 ten years ago. In the western suburbs it is \$145,500 compared to \$158,500.

Six suburbs have eclipsed their value over a decade ago: Orange, Chagrin Falls, Rocky River, Bay Village, Solon, and Westlake. Seven east side suburbs have reached at least 90 percent of their 2005 value: Shaker Heights, Walton Hills, Moreland Hills, Beachwood, Gates Mills, Valley View, and Cuyahoga Heights.<sup>1</sup>

The State of Ohio, and the Country as a whole, experienced its busiest June in terms of home sales since June of 2005 in 2015. Home sales in Cuyahoga County were up over 13 % in June 2015 over the previous year. Prices were up over 3% in the County over the previous year.

1 [http://www.cleveland.com/metro/index.ssf/2015/10/cuyahoga\\_county\\_housing\\_prices.html](http://www.cleveland.com/metro/index.ssf/2015/10/cuyahoga_county_housing_prices.html)

A non-distressed home in Ohio spent on average only 33 days on the market before being sold, according to the Cleveland Plain Dealer. According to Realtor.com's analysis of the Cleveland area market, the average age of their inventory is 79 days. This would include all types of listings. That is down almost 2% from last year. They also have 12,395 listings for sale, a growth of 9% from last year.<sup>2</sup>

Growth in overall available homes for sale could hold a major key in the housing market. Multiple articles and sources site that as a major issue in the housing market is supply of homes for sale. A 2013 article from the Cleveland Plain Dealer noted that while inventory far exceed demand during recession, many prospective buyers were having trouble finding the right house for the right price in the location where they were searching.<sup>3</sup> The same article from the Plain Dealer describing the increase in 2015 home sales highlights that the tight inventory means owners who sell their house have trouble buying another house after they sell. The fear of this happening, especially when owners are looking to move or upgrade in existing tight market, keeps them from listing their house.<sup>4</sup> This all reverberates throughout the markets affecting rentals and apartments.

New building has also slowed substantially since the Great Recession. The

2 [http://www.cleveland.com/business/index.ssf/2015/07/ohio\\_housing\\_market\\_sees\\_busie.html](http://www.cleveland.com/business/index.ssf/2015/07/ohio_housing_market_sees_busie.html)

3 [http://www.cleveland.com/business/index.ssf/2013/04/northeast\\_ohio\\_housing\\_market.html](http://www.cleveland.com/business/index.ssf/2013/04/northeast_ohio_housing_market.html)

4 [http://www.cleveland.com/business/index.ssf/2015/07/ohio\\_housing\\_market\\_sees\\_busie.html](http://www.cleveland.com/business/index.ssf/2015/07/ohio_housing_market_sees_busie.html)

County has little developable land in the suburbs to expand housing. Those areas of new suburbs are now in neighboring counties. New construction permits in Cuyahoga County in 2014 were 729 compared with approximately 2000 ten years ago.<sup>5</sup> If the County wishes to retain residents and provide strong markets, redevelopment will need to be a large part of the housing strategy.

### Rent Versus Own

A major force that has influenced housing markets in recent years is the decision on whether to rent or own. During the Great Recession, many who lost their homes, or were unable to buy homes, drove the demand for rental units, especially apartments. Apartments became one of the hottest real estate markets across the country. Renting continues to be a major factor, even as housing markets continue to improve. This is the case in Cuyahoga County.

The Housing Research and Advocacy center notes that the County's population has dropped 8 percent between 2000 and 2010. In that same period, owner occupied housing dropped 8 percent and renter occupied 1.3 percent. Many owners, whose homes were foreclosed upon, turned into renters. This has been exacerbated by the fact that many young adults do not want to buy, cannot buy, or are waiting to purchase homes, increasing the demand for rental units. While average

costs of renting have not increased significantly, the overall purchasing power has actually decreased, placing an increased cost burden on renters. This has greatly affected the affordability of housing, especially for poor and elderly.<sup>6</sup>

In fact, the apartments and homes that are being built are typically for those with money. The average size of homes being built has increased because builders are typically building for those with significant financial resources. Apartments are geared towards luxury, with amenities and services to cater towards the more affluent. This is creating a gap in the market for affordable housing, even for the middle-class.<sup>7</sup>

Another aspect regarding the rent-versus-own debate is the rental of single-family homes. RealtyTrac recently released data showing that Cuyahoga County experienced some of the largest growth in rental yield from "Buy-to-Rent Housing". That is buying property to rent it out. Gross yields for Cuyahoga County increased 14.62% from 2014. This was due to the rate at which rental properties grew being more significant than the rate of increase in home prices. This process has ripple effects throughout the housing market as turning homes in to rental units tightens supply by removing housing from the market that might otherwise be available to a new home buyer.

<sup>6</sup> [http://www.cleveland.com/...dealer/index.ssf/2015/05/higher\\_demand\\_lower\\_wages\\_reduces\\_buying\\_power\\_for\\_cleveland-area\\_renters.html](http://www.cleveland.com/...dealer/index.ssf/2015/05/higher_demand_lower_wages_reduces_buying_power_for_cleveland-area_renters.html)

<sup>7</sup> [http://www.cleveland.com/...aindealer/index.ssf/2014/11/economists\\_describe\\_the\\_look\\_of\\_the\\_housing\\_market\\_for\\_cleveland\\_builders.html](http://www.cleveland.com/...aindealer/index.ssf/2014/11/economists_describe_the_look_of_the_housing_market_for_cleveland_builders.html)

<sup>5</sup> [http://www.cleveland.com/metro/index.ssf/2015/10/cuyahoga\\_county\\_housing\\_prices.html](http://www.cleveland.com/metro/index.ssf/2015/10/cuyahoga_county_housing_prices.html)

However, as this cost of renting increases, it is making purchasing a home a more affordable option with the price of monthly payments on a house becoming more affordable than monthly rents. While markets may still be rewarding renting out existing homes, it is definitely turning to favor buying and occupying a home. This may signify that the market is starting to even out and swing back towards favoring owning your own home.<sup>8</sup> This, however, is made complicated by the previously discussed issue regarding the lack of housing available on the market. Those that may want to buy and settle in a neighborhood may not be able to because the houses are still profitable as rentals and are therefore not placed on the market.

### Generational Change

One of the major trends discussed nationwide regarding housing is the generational effects of the choices Baby Boomers and Millennials are having on the market. These are two large population cohorts and their decisions have a major impact on the housing market.

Common thought in the housing market is that Baby boomers, as they age, are looking to downsize and move out of their single family houses. An issue, however, is that they are still staying with their single family housing. This has implications both for the single-family homes and apartments. Boomers may just be downsizing, seeking smaller types of single-family

8 <http://www.realtytrac.com/news/home-prices-and-sales/realtytrac-buy-to-rent-housing-market-analysis-july-2015/>

houses such as townhomes or cottage housing. There may not be apartment options available to them that they prefer as a group. New apartments are often either high-end luxury or lower end affordable units. The market is not providing the type of mid-level income units with the amenities they are seeking. The rising rental rates may also be burdensome for fixed income households and also make continuing to own their own home a more economically smart decision. Also, many boomers may be affected by the loss in equity of their homes from sharply decreased housing values during the Great Recession.<sup>9 10</sup>

Cuyahoga County in general, and many of the communities within the County, has significantly aging populations. Many communities also have highly homogeneous housing stocks. If communities seek to allow aging residents to remain in the community, they need to diversify the housing stock offered in their community. Otherwise, when the preferences do finally shift to smaller houses, condominiums, or apartments, residents will have no choice but to move to neighboring communities or out of the region all together.

Millennials, on the other hand, are remaining renters at a significant rate. As the largest generation, over 90 million by some estimates, they are sure to be the drivers of the housing market for decades to come. There

9 Simmons, P. , "Are Aging Baby boomers Abandoning the Single-Family Nest?"Fannie Mae Housing Insights, Vol. 4 Iss. 3

10 Simmons, P. , "Baby Boomer Downsizing Revisited" Fannie Mae Housing Insights, Vol. 5 Iss. 2

are many reasons posited as to why Millennials remain renters. They have grown up and entered adulthood during the greatest economic crisis in generations. Jobs were hard to come by and even in recovery, pay remains stagnant. Many leave college with burdensome student loan debt. Also, banks have tightened access to credit making it more difficult for Millennials to purchase new homes.<sup>11</sup>

Another report from Cleveland.com states that first time home buyers typically rent for 6 years prior to buying. Young home buyers are having a hard time saving for down payments due to stagnant wages and student debt, but also lack access to credit.<sup>12</sup> A Fannie Mae report also identifies employment and income uncertainty and the declining view of the financial investment of a house as issues that have also been a drag on the purchasing of single-family homes by Millennials.<sup>13</sup> The ULI also notes this increasing view that homeownership is becoming poor investment.<sup>14</sup>

Despite these recent trends for Millennials, there remains significant evidence that they will have a major impact in home ownership. Many reports from CNN and US News and World Report, among others, predict the huge impact Millennials will have on the housing market. They identify the

11 <http://www.realtor.com/news/3-reasons-millennials-driving-housing-market/>

12 [http://www.cleveland.com/business/index.ssf/2015/08/more\\_millennials\\_stuck\\_renting.html](http://www.cleveland.com/business/index.ssf/2015/08/more_millennials_stuck_renting.html)

13 Simmons, P., "Upper-Income, Educated, Married with Children, and Still Not Buying?" Fannie Mae Housing Insights, Vol. 4 Iss. 4

14 Lachman, M.L and D.L. Brett, "Gen Y and Housing" Urban Land Institute, 2015

huge size of the Millennial Generation and its shown preference to eventually buy a house as evidence that once the economic and social factors inhibiting their housing purchases are changed, they will enter the market. The sheer size of the cohort will make the effect on housing substantial.<sup>15</sup>

Many believe that Millennials are simply postponing the purchasing of single-family homes to deal with the financial realities mentioned above. Many reports show that Millennials still prefer single-family homes. Young adults aged 25-34 are as likely to occupy a single-family residence now as they were in 2000, prior to the housing bubble. 90 percent of young adults who purchased a home between 2012 and 2013 chose single-family homes, higher than at the housing peak in 2005 and 2006.<sup>16</sup>

Even with a shift in some preference towards renting and an increase in demand for apartments, the Millennial Generation will remain an overwhelming force in the housing market. Their preference for single family homes remains strong. As economic conditions improve for them, and market conditions flip to make buying more attractive than renting, it can be assumed that many will enter the marketplace as buyers. Changing stages of life will also drive Millennials into the marketplace. Life conditions have may have only just postponed

15 <http://www.usnews.com/news/articles/2014/09/17/how-millennials-could-be-housing-market-heroes;>  
[http://money.cnn.com/2014/06/26/real\\_estate/harvard-millennials-housing/index.html](http://money.cnn.com/2014/06/26/real_estate/harvard-millennials-housing/index.html)

16 Simmons, P., "ARent or Own, Young Adults Still Prefer Single Family-Homes" Fannie Mae Housing Insights, Vol. 5 Iss. 1

them from buying as they shore up finances or simply wait until later in life to start families.

When surveyed, 86 percent of millennial home buyers indicated they were buying because of a change in their household size or composition, i.e. getting married or having kids. With many waiting to get married or start families later in life, they are also waiting to enter the home buying market. Again, it can be assumed as Millennials age and enter these phases of life, they will begin to enter the market.<sup>17</sup>

A key change to both Baby Boomer and Millennial generations is the increase in the desire to live in more urban, active areas; single or multi-family. This will have a great impact on the location and amenities required in housing development over the coming decades.<sup>18</sup> Millennials are increasingly dissatisfied with tradition suburban developments and want access to active, walkable communities.<sup>19</sup>

The sheer size of the Millennials Generation, even if preferences have shifted some, means that it will produce a substantial number of home purchasers. When they do shift to purchasing homes, there will be a great demand for single-family homes. They key will be for developers and

communities to adjust for the locational and amenity preferences of the Millennials.

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17 <http://www.realtor.com/news/3-reasons-millennials-driving-housing-market/>

18 [http://www.cleveland.com/business/index.ssf/2015/06/what\\_are\\_the\\_top\\_10\\_issues\\_aff.html](http://www.cleveland.com/business/index.ssf/2015/06/what_are_the_top_10_issues_aff.html)

19 <http://urbanland.uli.org/economy-markets-trends/evolving-housing-preferences-millennials/>

# Conclusion

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With so many individual communities affected by so many economic and demographic variables, it is difficult to craft a general overview of the state of supply and demand in the Cuyahoga County housing market. However, by breaking down the data that is available for each of the communities, an overarching trend does emerge.

In general, most communities within Cuyahoga County have an excess of housing. Some would also appear to have a mismatch in the types of housing desired. Other trends, such as lack of affordable housing, the increasing cost of housing, as well as the growth of the rental market in many areas signifies that there are many issues facing local housing markets.

Because there are so many issues, a variety of strategies are needed to combat these issues. Demolition, while a powerful and needed tool, is not a one size fits all solution. Individual communities will need to identify their core issues and select appropriate tools to effect positive change. Having multiple tools effecting multiple policy areas can help provide a more solid and lasting health of the local housing community.

Phase 3 of this study will work to identify different types of markets throughout the County facing different issues and concerns. These target markets will provide an opportunity to display the necessity and effectiveness of multiple different policy tools in different housing markets.

Tracy Boulton, The Plain Dealer



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# HOUSING MARKET STRENGTH AND FOCUS AREAS



Brandon Blackwell/Northeast Ohio Media Group

# HOUSING MARKET STRENGTH AND FOCUS AREAS

There are many factors that affect the overall health of neighborhood. Using a “one size fits all” strategy fails to acknowledge the unique problems different types of neighborhoods face. Knowing this, it is important to differentiate between different types and strengths of housing markets. What works in a strong outer suburb will not be the same as what is needed in a struggling inner-city neighborhood or an industrial area in transition. In order to develop strategies and best practices for specific situations, it is necessary to identify the different types of neighborhood markets that exist.

## What’s In This Section?

The section includes the following topics:

- Housing Market Assessment, page 88
- Methodology, page 89
- Locational Indicators, page 100
- Focus Areas, page 108

The data for this section comes from numerous sources, including

the Department of Commerce’s U.S. Census Bureau’s American Community Survey, Cuyahoga County, and the U.S. Department of the Treasury Internal Revenue Service’s County-to-County Migration files.

## How Do I Use It?

The Strategic Housing Investment Areas identified in this section will be used to frame the best practices and strategies identified in the final Phase of this study. Strategic Areas will identify general neighborhood types with specific examples that can guide officials and organizations in identifying their own neighborhoods and select appropriate strategies.

# Housing Market Assessment

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A goal of this study is to identify appropriate strategies and best practices that can be utilized to strengthen housing markets and promote reinvestment in Cuyahoga County. However, Cuyahoga County is made up of many diverse housing markets with different challenges and issues.

It was important then to try and identify the different types of neighborhoods and the strengths of housing markets throughout the County. This will provide the framework for the best practices and strategies recommended by this study. It would allow the best practices to be tailored to more targeted, specific circumstances. Target areas and specific examples can be given for communities and programs that have proved to be effective. It would also provide a starting point with data and examples of neighborhood types that communities could use to identify their own issues and possible strategies.

The first step to do this was to complete a Housing Market Assessment. To get a sense of overall housing market strength throughout the County, a total of seven indicators were selected at the Census Block Group level. They covered foreclosure rates, tax delinquency, poverty, unemployment, demolitions, vacancy rates, and new property valuations from the Cuyahoga County Auditor.

These indicators were scored and aggregated for each Block Group to create an overall housing market strength. Once the Housing Markets were assessed, data from other studies was overlaid to create a framework to identify and select different Strategic Housing Target Areas. Strategy Areas from the County Economic Development Plan, Improvement Target Areas throughout the County and other planning and targeting data was used to identify the different housing markets that can be used to frame best practice recommendations.

These Strategic Housing Target Areas will be the framework around which best practice tools and strategies will be built. Allowing recommendations to be targeted at specific types and health of housing markets. It also works to integrate housing more closely to development strategy throughout the County, especially economic development.

This process will help to create the tool box for politicians, governments, and community organizations to address the specific needs of their housing situation. It will hopefully lead to housing plans that lead to more tailored actions regarding new construction where warranted, rehabilitation where feasible and demolition when necessary.

# Methodology

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The objective of this analysis was to construct a consolidated index of relative housing market health or distress. This index was to be applicable to small geographic areas, in particular to block groups where the data were available. For this analysis, the universe was restricted to single-, two-, and three-family properties.

Seven measures were analyzed separately and then consolidated into a single index. The process used in the analysis is described below.

The seven data sets included the following:

- Housing Valuation Change from 2012-2015
- Housing Unit Vacancy Rates, 2015
- Demolitions, as of October 2015
- Mortgage Foreclosure Filings, 2006-2015
- Tax Delinquency, 2014
- Percent of the Population Below the Poverty Level, 2013
- Unemployment Rate, 2009-2013

## Housing Valuation Change from 2012-2015

The proposed property value changes from the 2015 triennial update were

obtained from the Cuyahoga County Fiscal Office. The county analyzed value changes by market areas, and all parcels within a given market area were assigned the same suggested percent change in value. Based on these percent changes in value, parcels were then grouped into quintiles and assigned a score from 1-5, where 5 denotes the largest percent decline in proposed value.

## Housing Unit Vacancy Rates, 2015

This analysis was based on vacancy data for the second quarter of 2015, provided by the United States Postal Service (USPS) and The United States Department of Housing and Urban Development (HUD). Vacancy for this analysis is as specified by USPS/HUD as being vacant for 90 days or longer. (But this excludes long term vacant that are not likely to be occupied.)

The vacancy rate was calculated as the number of units reported as vacant for 90 days or longer, divided by the total number of units. These data are provided by tract by USPS/HUD, and the corresponding vacancy rates were calculated by tract. This means that multiple block groups will be assigned the same (tract-level) value. The tracts were sorted into quintiles based on vacancy rates and assigned a score

from 1-5, where 5 denotes the highest vacancy rate.

### **Demolitions, as of October 2015**

Two sources of data were used in this analysis. One data source was the County Demolition Fund, as of October, 2015. There were 608 parcels in this file, which includes demolitions performed by the county land bank, the city of Cleveland, and some others. A second data source was Case Western Reserve University's NEOCANDO, which includes Cleveland land bank, and County land bank demolitions only. There were 4,846 parcels in this latter file. The two files were combined and any duplicates were filtered out.

The demolition rate was calculated for each block group as the number of demolitions divided by the total number of residential properties. There were 543 block groups in which there were no demolitions – all of these block groups were assigned a score of 0. The other 119 block groups were sorted into quintiles based on demolition rates and assigned a score from 1-5, where 5 denotes the highest demolition rates.

### **Mortgage Foreclosure Filings, 2006-2015**

This analysis was based on foreclosure filings data downloaded from Case Western's NEOCANDO. The period of analysis was 2006-September 2015. There are several types of foreclosure filings reported on the file, but this

analysis focused on the mortgage foreclosure filings.

The foreclosure filing rate was calculated for each census block group as the count of residential parcels with at least one foreclosure filing during the period, divided by the total number of residential parcels. All block groups received a score, except in block groups in which there were fewer than 20 residential parcels, in which case they were assigned a score of 0. The block groups were sorted into quintiles based on foreclosure filing rates and assigned a score from 1-5, where 5 denotes the highest foreclosure filing rates.

### **Tax Delinquency, 2014**

This analysis was based on auditor tax data files downloaded from the Cuyahoga County Fiscal Office FTP site. The field used in the analysis was delinquent tax owed in 2014. In addition, in order to focus on what might be termed "significant" delinquency amounts, delinquency was counted only if it was at least 40% of the net tax amount for a half year. (The net tax amount is defined here as the gross tax, minus the following: House Bill 920 reduction, non-business credit, owner-occupancy credit, and the home-stead reduction.)

The tax delinquent rate for each block group was calculated as the number of tax delinquent parcels, divided by the total number of residential parcels. The block groups were sorted into quintiles based on tax delinquency rates and assigned a score from 1-5,

where 5 denotes the highest rates of tax delinquency.

### **Percent of Population Below the Poverty Level, 2013**

This analysis was based on data from the Census Bureau's American Community Survey (ACS) 5-year file for 2009-2013. The ACS table used in the analysis was B17017: Poverty Status in the Past 12 Months by Household Type by Age of Householder.

The poverty rate was calculated for each block group as the number of households below the poverty level, divided by the total number of households. Block groups that contained no households or no households below the poverty level were assigned a value of 0. All other block groups were sorted into quintiles based on poverty rates and assigned a score from 1-5 where 5 denotes the highest poverty rates.

### **Unemployment Rate, 2009-2013**

This analysis was based on data from the Census Bureau's American Community Survey (ACS) 5-year file for 2009-2013. The ACS table used in the analysis was B23025: Employment Status for the Population 16 Years and Over.

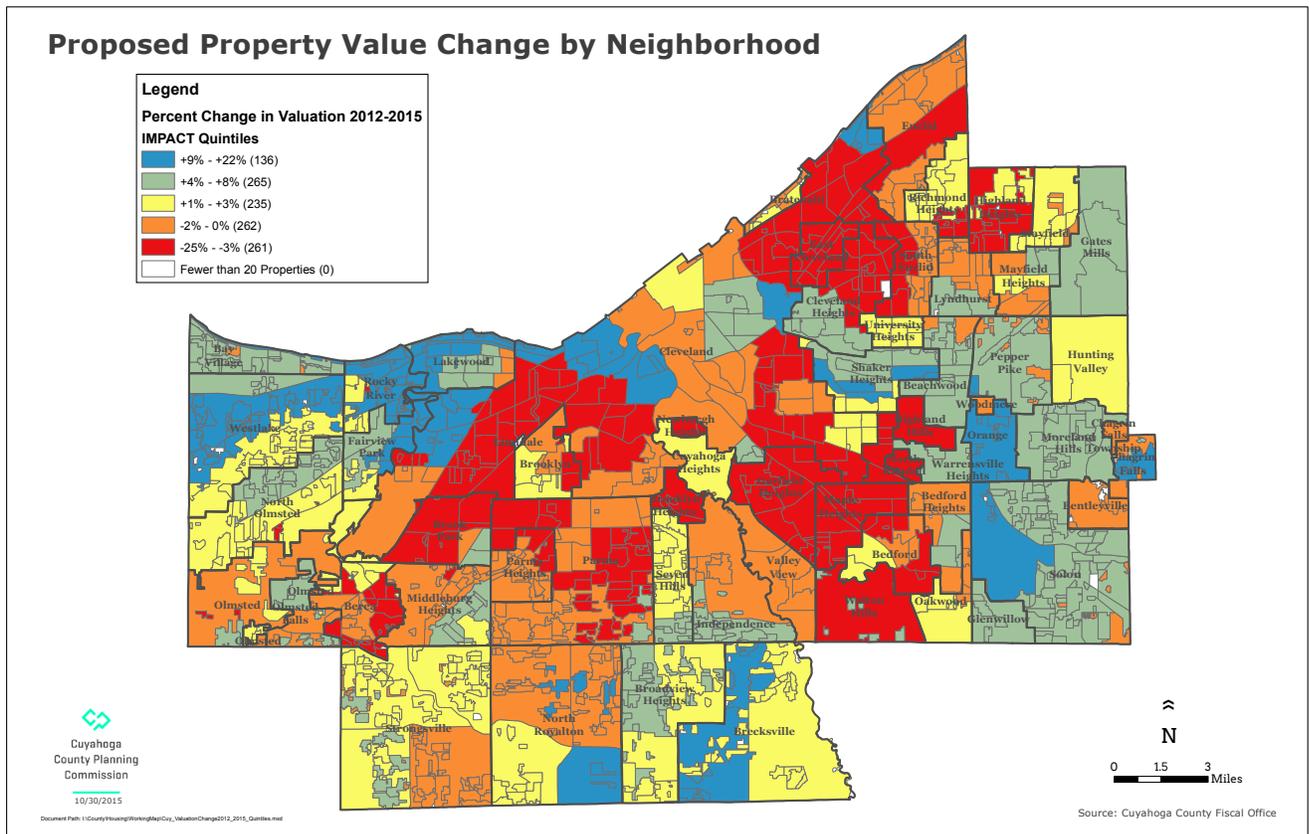
The unemployment rate was calculated for each block group as the number of unemployed persons, divided by the civilian labor force. Block groups were sorted into quintiles based on

unemployment rates and assigned a score from 1-5 where 5 indicates the highest unemployment rates.

### **Consolidated Index**

For the purpose of mapping and further analyses, for each Census Block Group in the County, values from the seven separate indexes were summed into a single overall value. Each index was weighted equally and scored from one (best) to five (worst) with a maximum possible score of 35. The higher this value is, the higher the implied level of housing market distress.

The following maps show the results of the individual indicators. Map 8 shows the overall Housing Market Assessment score for each block Group in Cuyahoga County. It will be used with other indicators to further create a framework for recommendations on best practices and strategies.

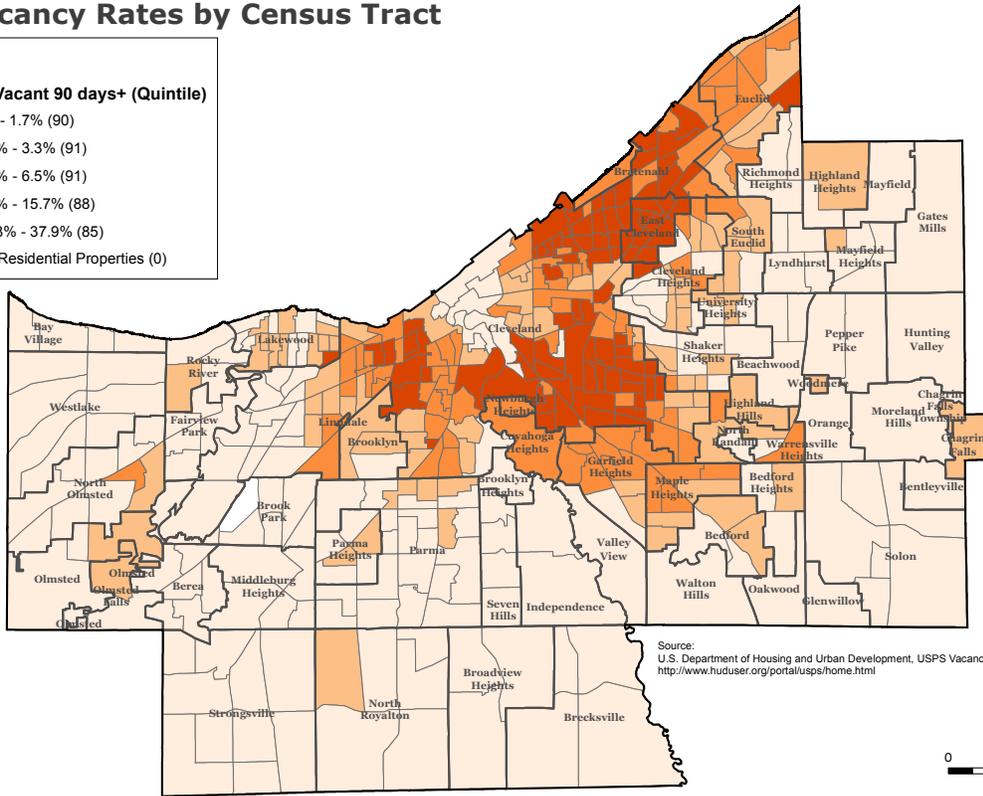
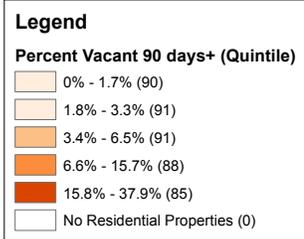


Source: Cuyahoga County Auditor

## Map 10 Property Value Change by Neighborhood, 2012-2015

In 2015 the Cuyahoga County Auditor released new, proposed property valuation assessments. Neighborhoods that received an increase in valuation were perceived as being stronger than those that decreased or showed no change. Most of the increases occurred in the out suburbs around the edge of the county. However, several western and eastern Cleveland neighborhoods and first-ring suburbs also showed strong increases.

### USPS Vacancy Rates by Census Tract



Source: U.S. Department of Housing and Urban Development, USPS Vacancy Data, 2nd Quarter, 2015. <http://www.huduser.org/portal/usps/home.html>



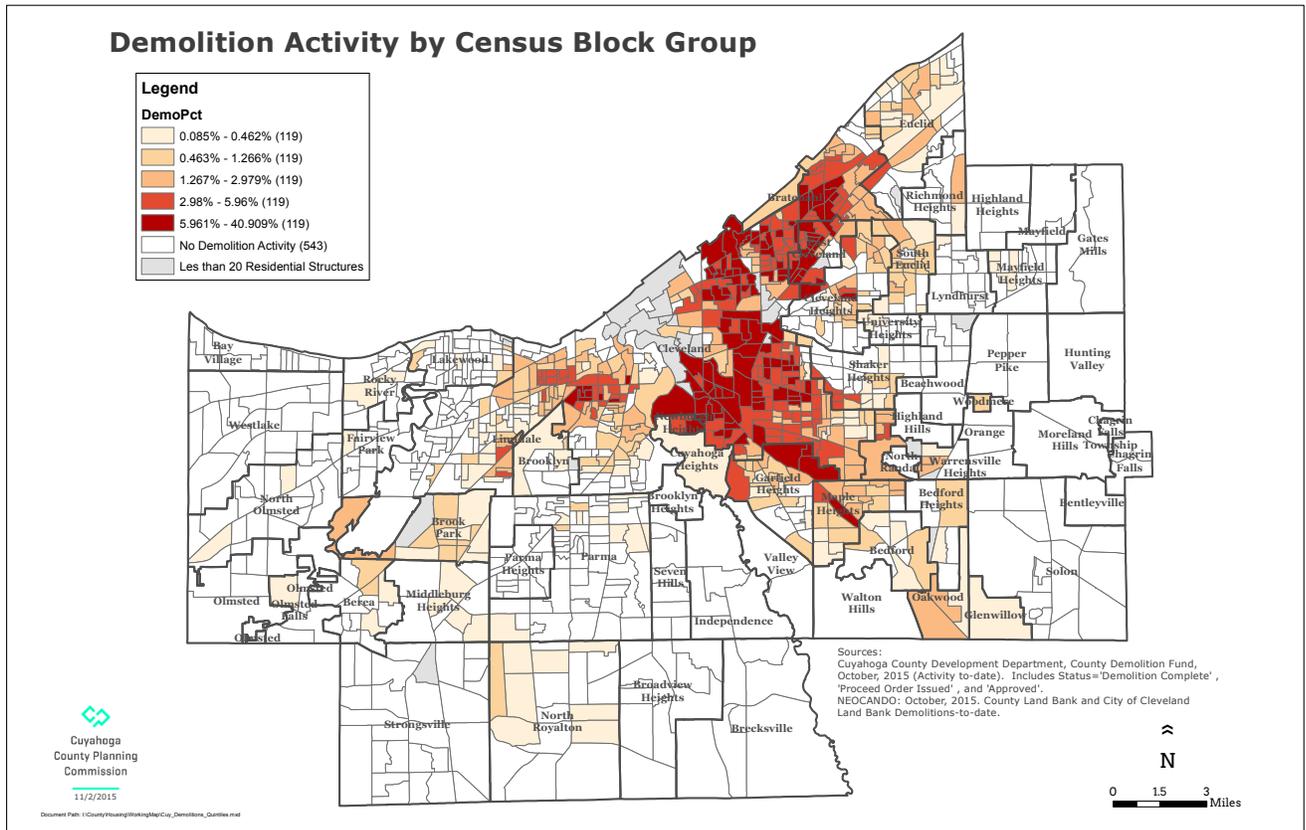
Cuyahoga County Planning Commission  
10/20/2015

Document Path: I:\CountyHousing\WorkingMap\USPS\_Vac2015Q2\_Tract\_Quintiles.mxd

Source: United States Postal Service

## Map 11 Housing Unit Vacancy Rate, 2015

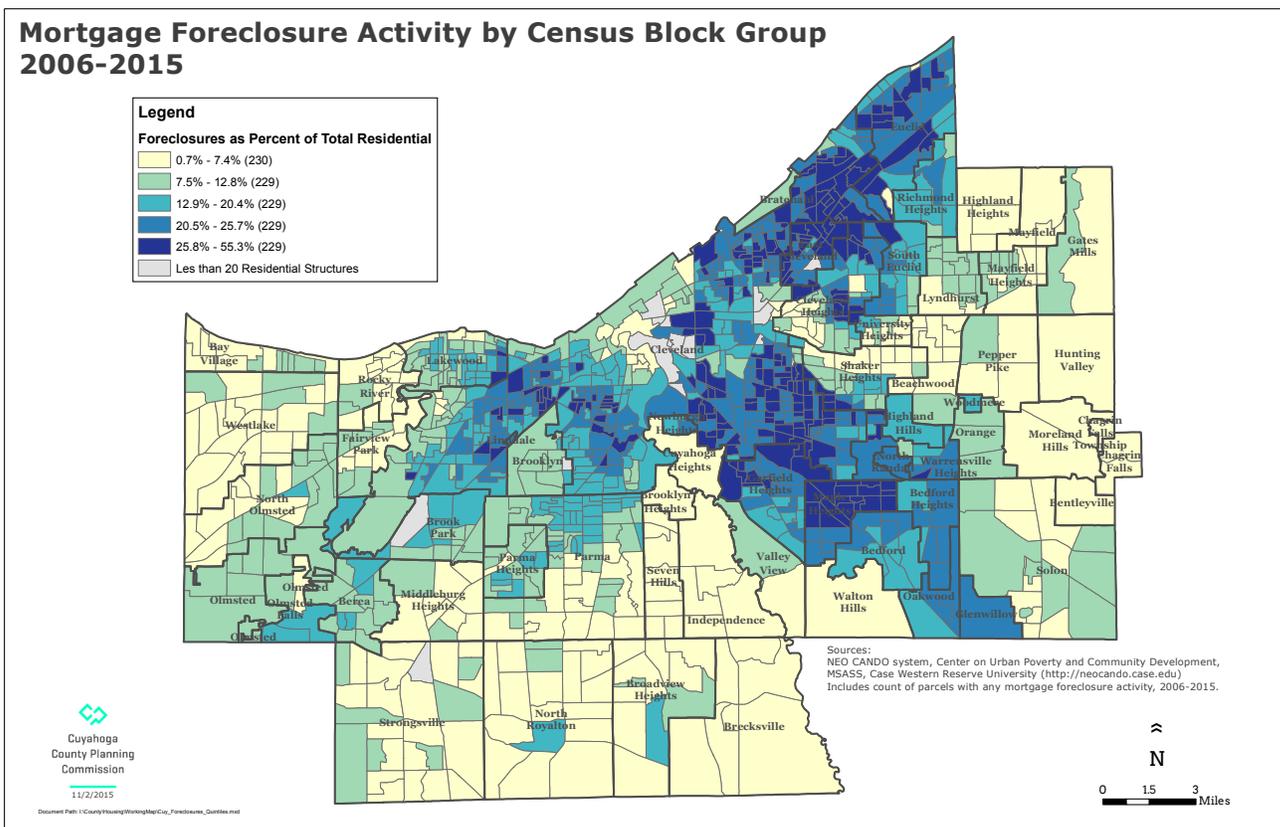
The United States Postal Service collects data on properties that are vacant for 90 days or more. It is shown here as a percentage of parcels in each Census Tract that were vacant. Vacancies are concentrated around the city-center and especially extending to the eastern first-ring suburbs.



Source: NEOCANDO

## Map 12 Demolitions, As Of October 2015

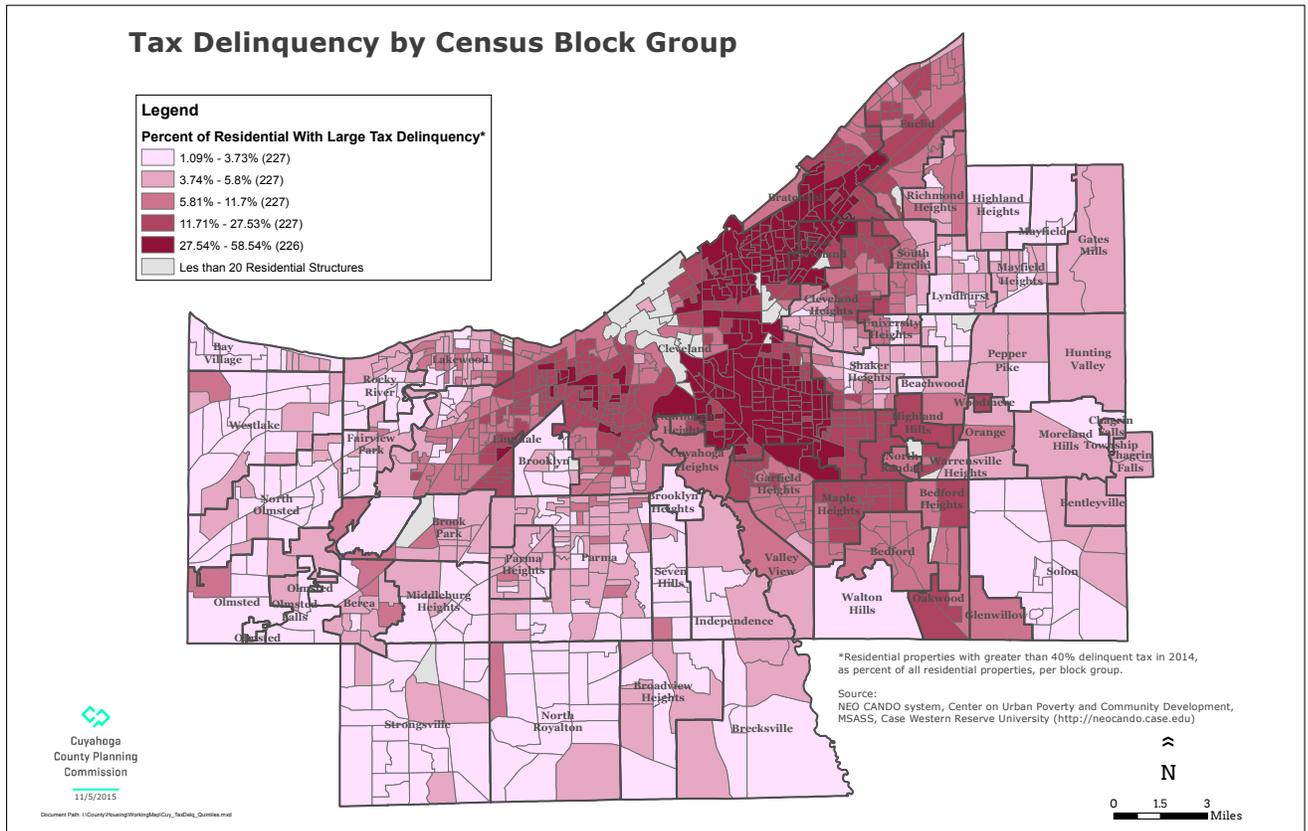
Demolition data is collected by Case Western Reserve University in their NEOCANDO database. This includes demos completed by the Cuyahoga County Land Bank, City of Cleveland, and others. Demolitions are heavily concentrated in the East Side of Cleveland and the eastern first-ring suburbs. While demolitions can be seen as a positive in efforts to stabilize a neighborhood, the concentration of demolitions in an area is an indicator of distress.



Source: NEOCANDO

## Map 13 Mortgage Foreclosure Filings, 2006-2015

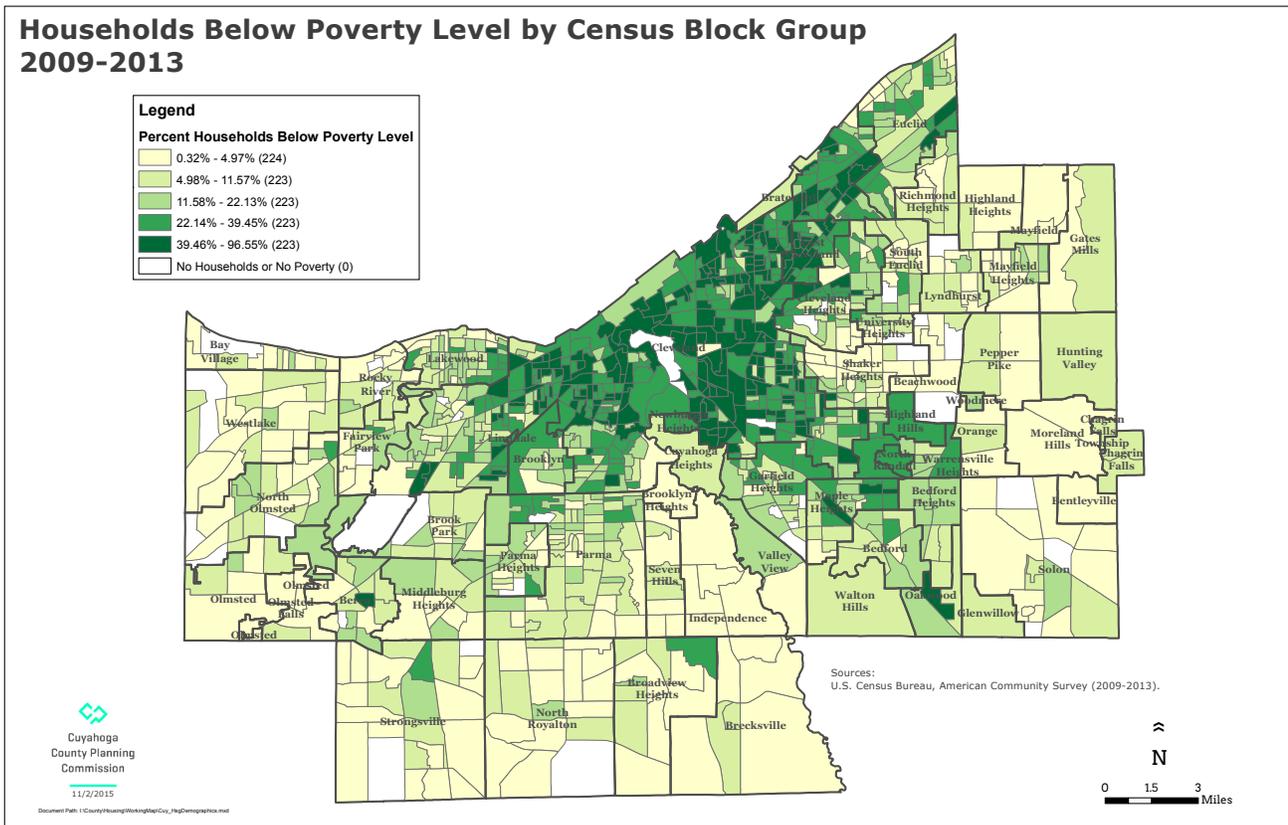
Foreclosure activity is a significant sign of distress as it destabilizes neighborhoods by removing homeowners and often leads to blight and vacancy. Foreclosure activity has decreased in recent years but the effects from the Foreclosure Crisis are still being felt in many neighborhoods. By looking at data from back to 2006 we can see that the effects are significantly evident in the east areas of Cleveland and first-ring suburbs, but it also extends farther to the western parts of the Cleveland and the County and to the eastern portions of the County as well.



Source: Cuyahoga County Fiscal Office

## Map 14 Tax Delinquency, 2014

Tax delinquency is a similar issue to that of foreclosure. It is an indicator of properties that are not being kept up. It also shows where properties are a drain on the tax base by not paying for services they are still consuming. Tax delinquency can also lead directly to foreclosure. While it is not uncommon for many properties to carry some minor tax delinquency, this measure is set to capture significant tax delinquency that can lead to blight, vacancy, and foreclosure. Again eastern Cleveland and Cuyahoga County are significantly effected by tax delinquency.



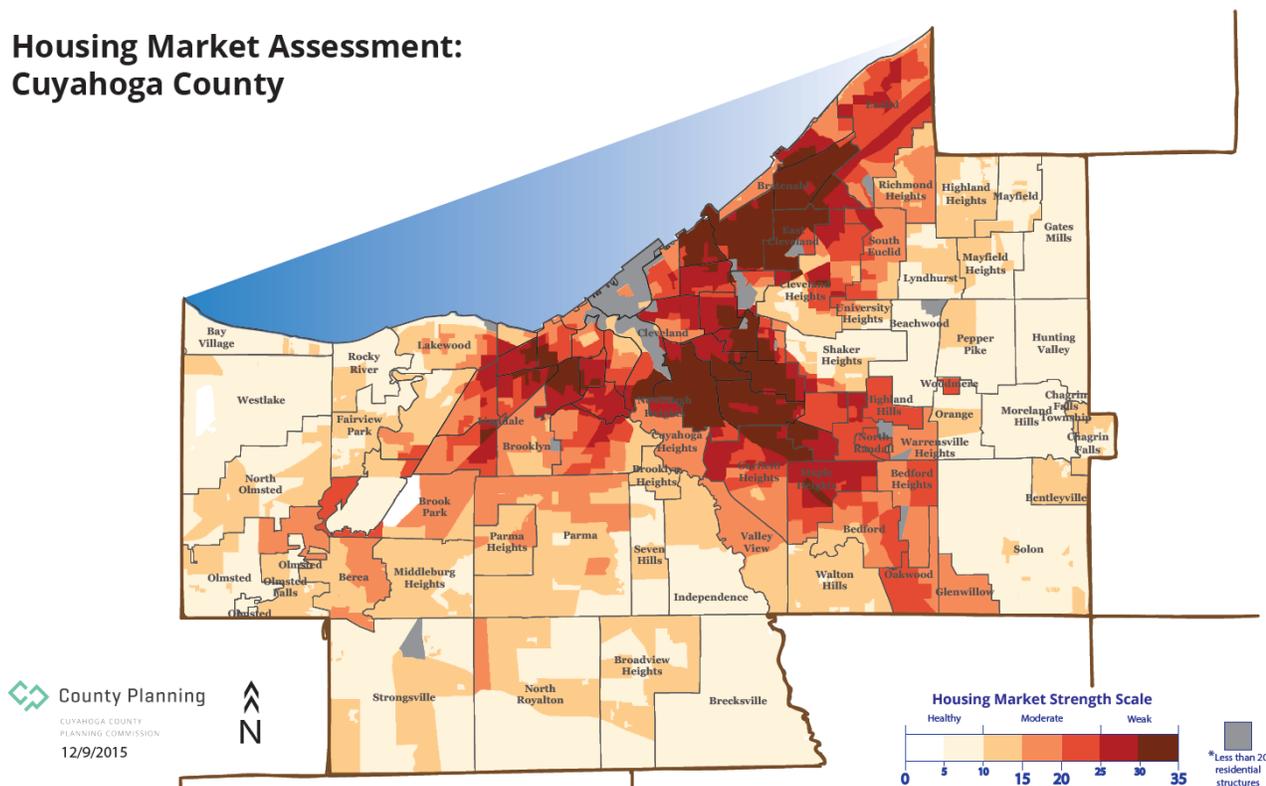
Source: American Community Survey, 2009-2013

## Map 15 Percent of Population Below the Poverty Level, 2013

It is also important to factor in some socio-economic conditions into this analysis. This can give insight into the living conditions residents in neighborhoods face. It also can help identify the necessity of services focused on people and economic development rather than just the structures themselves. This is not saying poverty causes distress, but rather that poverty is an indicator of distress in a neighborhood. Much of the poverty in the county is found in the City of Cleveland and eastern first-ring suburbs.



### Housing Market Assessment: Cuyahoga County



**Map 17 Housing Market Strength, Overall Assessment**

Combining all seven indicators helps to provide an overall assessment of the health, or maybe more appropriately, the level of distress in Cuyahoga County's cities and neighborhoods. As can be seen in the map, the most significant areas of distress are in the eastern parts of the city of Cleveland extending into East Cleveland and Euclid to the northeast and Garfield Heights and Maple Heights to the southeast. The west side Cleveland neighborhoods also show areas of significant distress, though not as widespread as on the east side. This may not be a surprise to many familiar to this issue in Cuyahoga County, but it is always important to be able to show the issue visually and supported with data.

## Locational Indicators

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The Housing Market Assessment provides an impressive and clear snapshot of areas with healthy housing markets and areas that are struggling. There are many other factors that can affect the housing and development of an area that are harder to quantify. It is important to look at other, locational factors, such as transit, economic development, and current planning efforts. The Housing Market Assessment creates a very strong starting point that can be combined with other known factors to begin the process of identifying focus areas. These Focus Areas can then be used to frame the targeting and implementation of best practices and strategies.

The first important factor that will be included is the location of major highways. Highways can play a major role in promoting growth, but also, in dividing neighborhoods. This will definitely help to provide some insight into the geographic location of various strengths of housing markets.

The next locational factor that will be included is transit. This includes the bus and rapid rail lines run by the Greater Cleveland Regional Transit Authority. Proximity and access to transit is a valuable asset for economic freedom, allowing for residents to get to jobs and recreation opportunities. Having good transit access makes a neighborhood more attractive to potential residents.

The final factors that will be looked at in determining focus areas will be the location of current planning initiatives. In 2015, County Planning completed an Economic Development plan for Cuyahoga County. The document focused on Place-Based strategies to encourage economic growth. As part of the plan, 10 areas were designated as “Strategy Areas”, encompassing various economic characteristics throughout the County. These Strategy Areas are not focused on housing, but their identification as economic targets, as well as their proximity to housing markets of various strengths, presents the opportunity to integrate housing strategy with economic development to create a more robust strategy.

This study will also look at what are identified as “Improvement Target Areas” or ITAs. An ITA is an area in the “Urban County” that is eligible for assistance programs through the Cuyahoga County Department of Community Development, which are funded by Federal Community Development Block Grant (CDBG) money. The Urban County is made up of 51 of the 59 communities in Cuyahoga County. The 8 communities not included have their own CDBG funding or are a part of another municipalities CDGB programs.

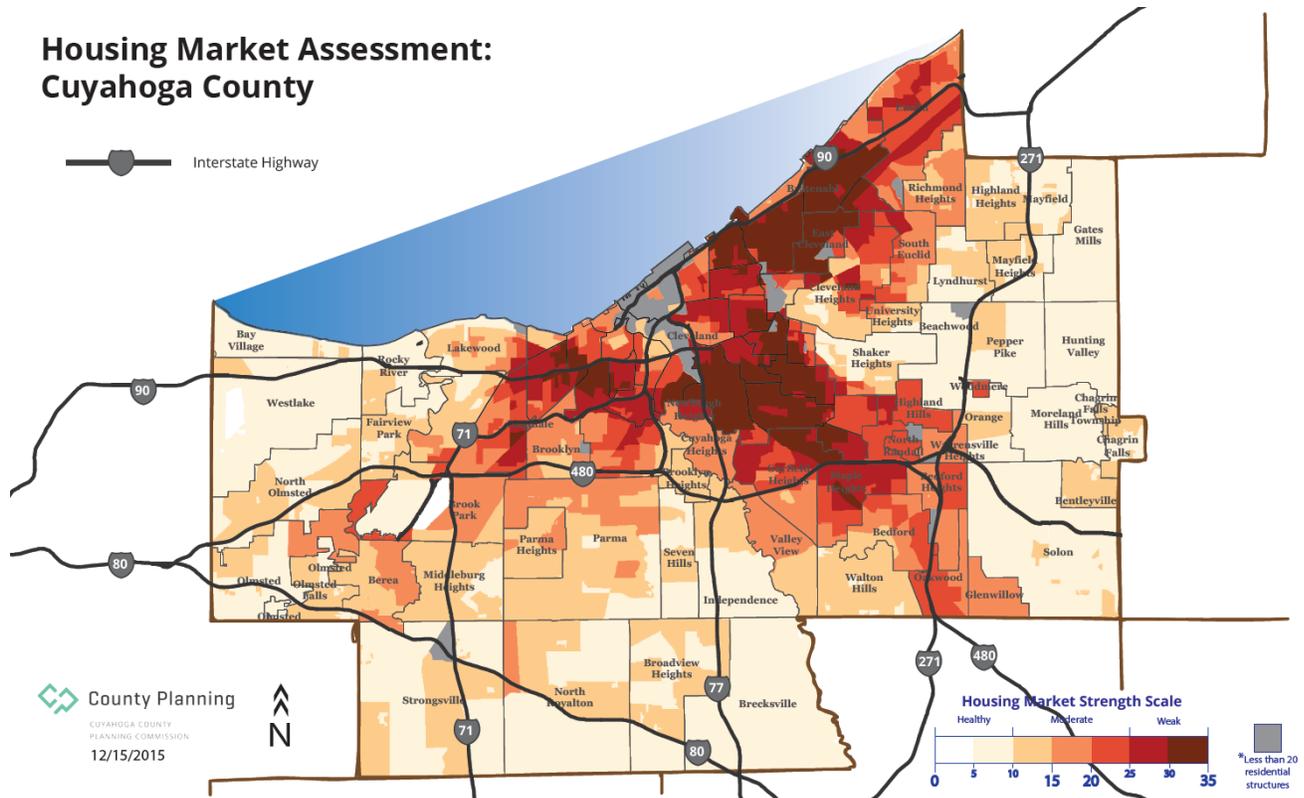
Identified ITAs meet all of the requirements necessary to receive federal CDBG money. In 2014, County Planning

asked members of the Urban County to submit areas within their communities they felt met the definition of an ITA. County Planning then performed field surveys to confirm those areas that met the CDGB criteria.

Similarly, the City of Cleveland has also identified areas within its' boundaries that meet similar criteria to be eligible for Neighborhood Stabilization Funds from the Department of Housing and Urban Development. 20 neighborhoods were included as part of the Reclaiming Cleveland: Target Area Plans in 2011 by the City of Cleveland. This plan provides multiple recommendations for the neighborhoods and provides another great opportunity to integrate planning efforts.

The following maps show the geographic relation of the locational factors to the Housing Market Assessment scores. Combined, this will help to identify prototype neighborhoods to frame best practice recommendations.

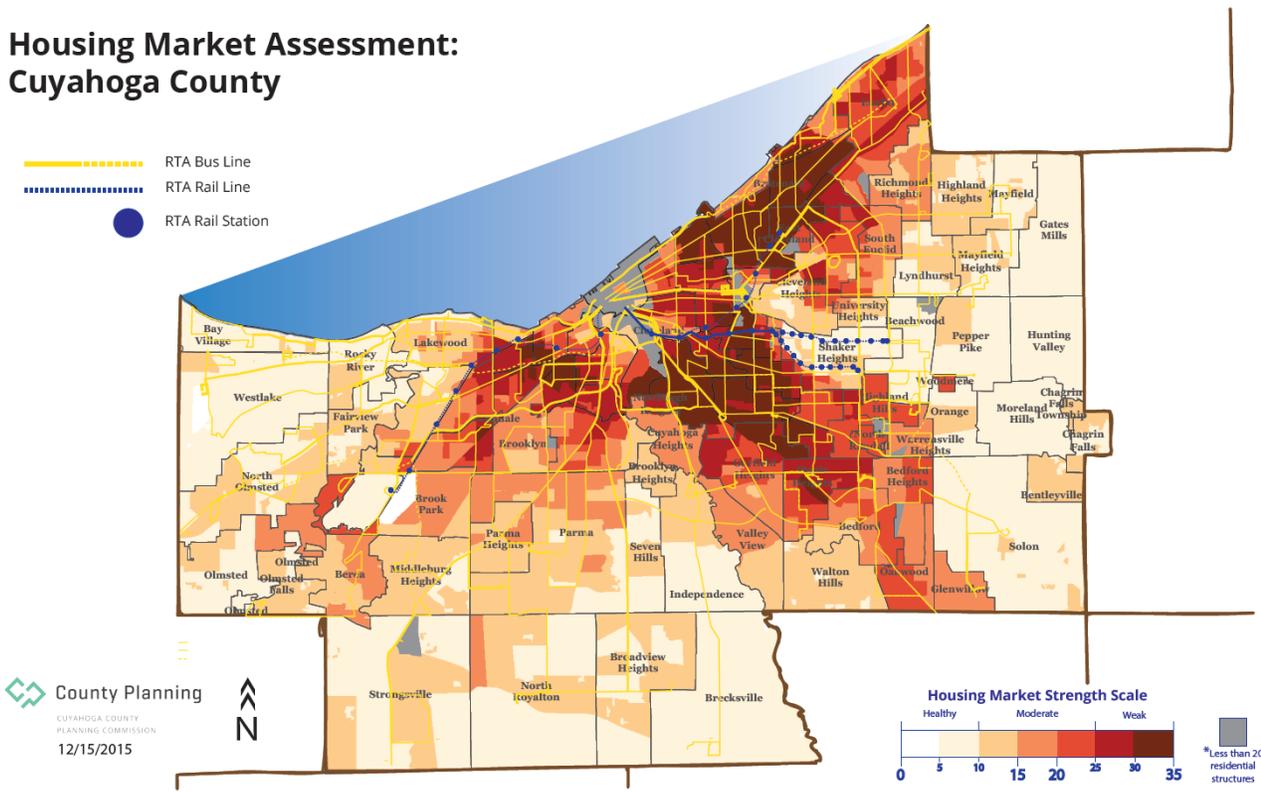
### Housing Market Assessment: Cuyahoga County



## Map 18 Highway Locations

Highways provide significant economic development opportunities, but can also serve as boundaries and barriers. While off-ramps can provide access to housing and jobs, the interstate itself can isolate neighborhoods. The majority of the interstates in Cuyahoga County are located in the western portion of the County. A large portion of the eastern part of the county, where the most significant portions of distress are located are surrounded by interstates but not bisected. It is important to remember that while highways can be major factors, they are not the only factors for development or housing.

### Housing Market Assessment: Cuyahoga County

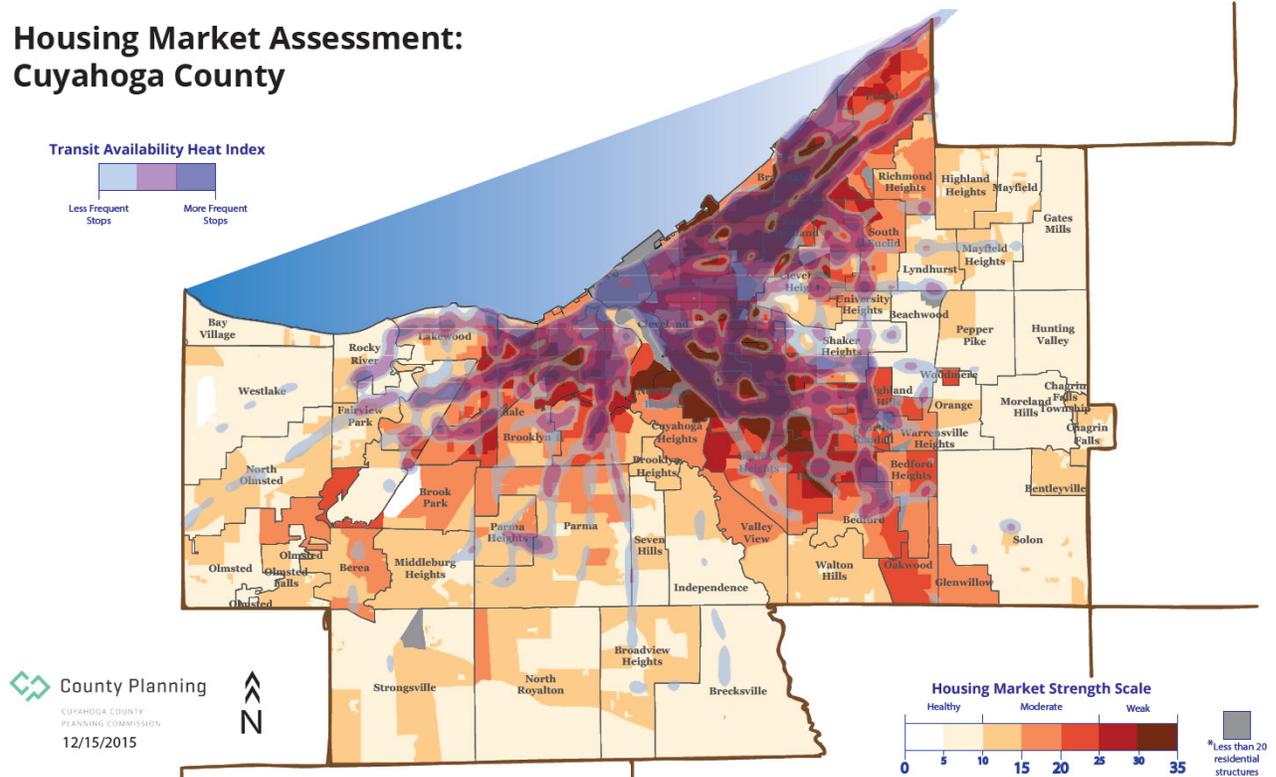


Source: Greater Cleveland Regional Transit Authority

## Map 19 Greater Cleveland RTA Bus and Rail routes

Transit also plays a very important role in providing access to neighborhoods and jobs. Rail and bus service play an important part, especially in central cities and inner suburbs, for connecting neighborhoods to job centers. As expected the majority of transit routes run through Cleveland and the first ring suburbs. This is also one area where the most distressed neighborhoods have a significantly greater presence of this indicator than other areas. This network, and especially its stations and high service areas provide a significant asset for distressed communities.

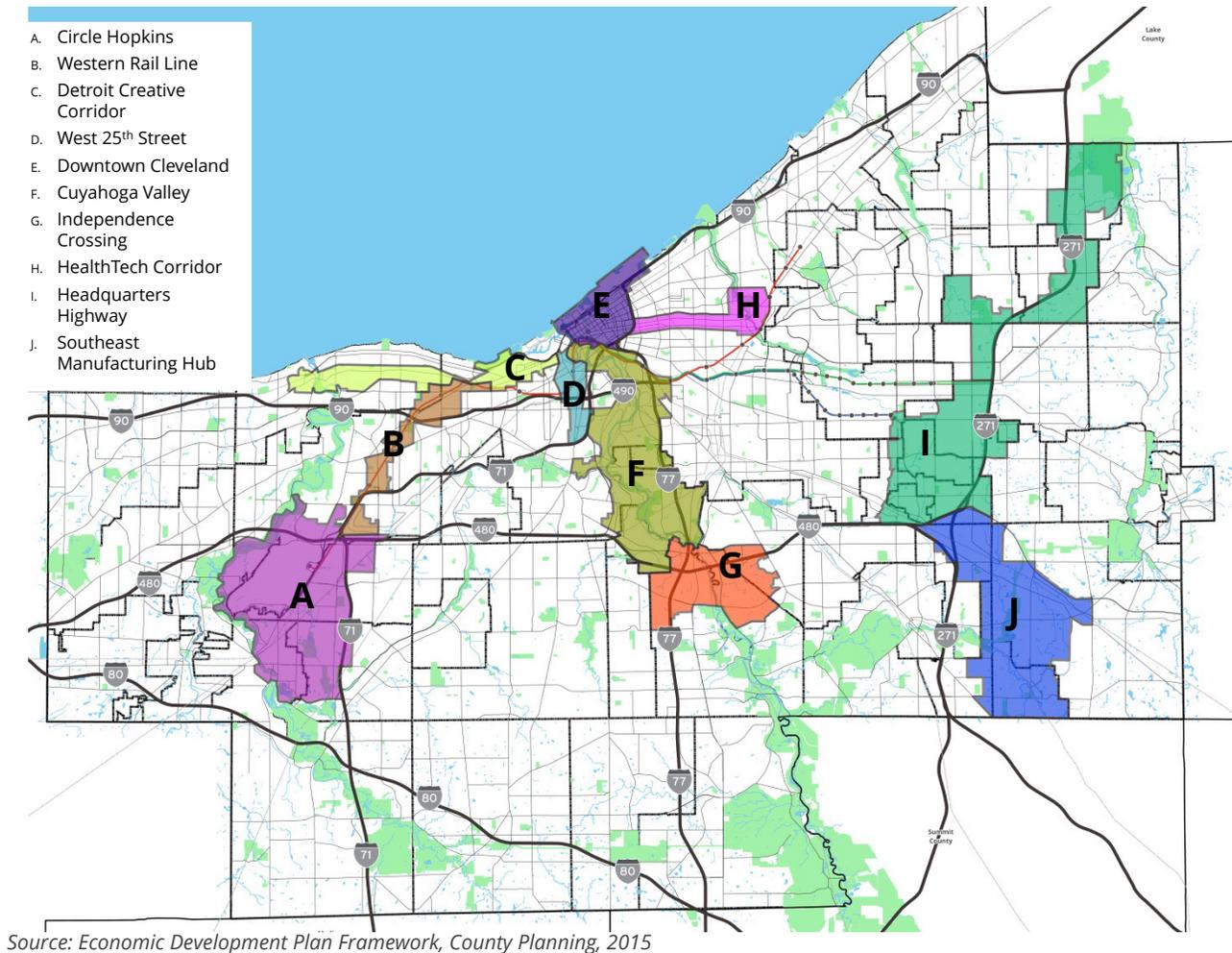
### Housing Market Assessment: Cuyahoga County



\*Measure of frequency of scheduled stops per square mile, within 1/2 mile of existing bus/rapid stops.  
Source: Greater Cleveland Regional Transit Authority, via Google Transit Data Feed, November, 2014.

## Map 20 RTA Transit Stop Frequency Heat Map

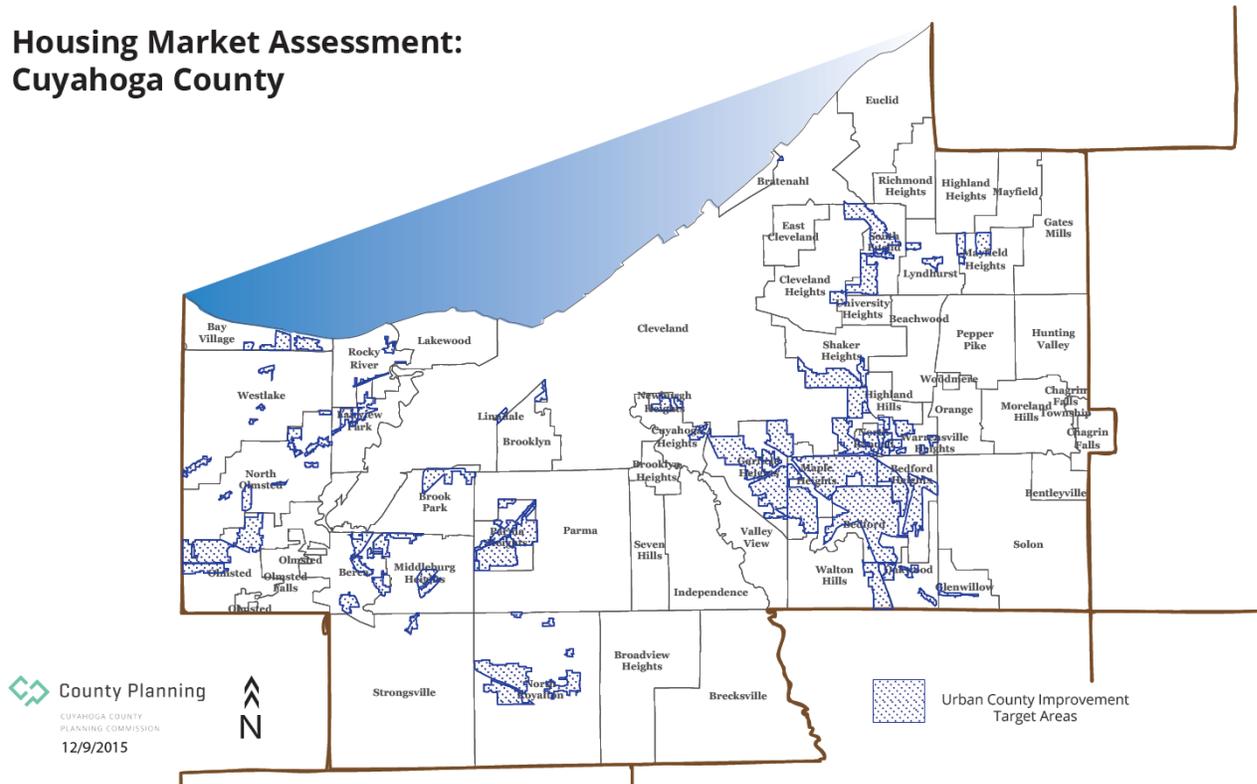
Map 11 further illustrates the high concentration of transit service in Cleveland and the inner suburbs. The east side of Cleveland and the neighboring communities have a significantly higher concentration of transit service based on the frequency of stops. As a positive asset, this must be taken into account in the economic redevelopment of the area as there is great opportunity to connect neighborhoods to job centers.



## Map 21 Place-Based Economic Development Strategy Areas

County Planning completed an economic development framework for Cuyahoga County in 2015. As part of this framework they identified ten Strategy Areas for economic development. One effort of this study is to more closely integrate housing with economic development. These Strategy Areas provide a great opportunity to narrow in on specific areas to combine the targeting of economic development with housing and community development. The ten areas are significantly tied to job centers so not all have significant overlap with distressed housing areas, but most are surrounded by a variety of distressed neighborhoods. This creates a great opportunity to work to connect these job centers to their surrounding neighborhoods.

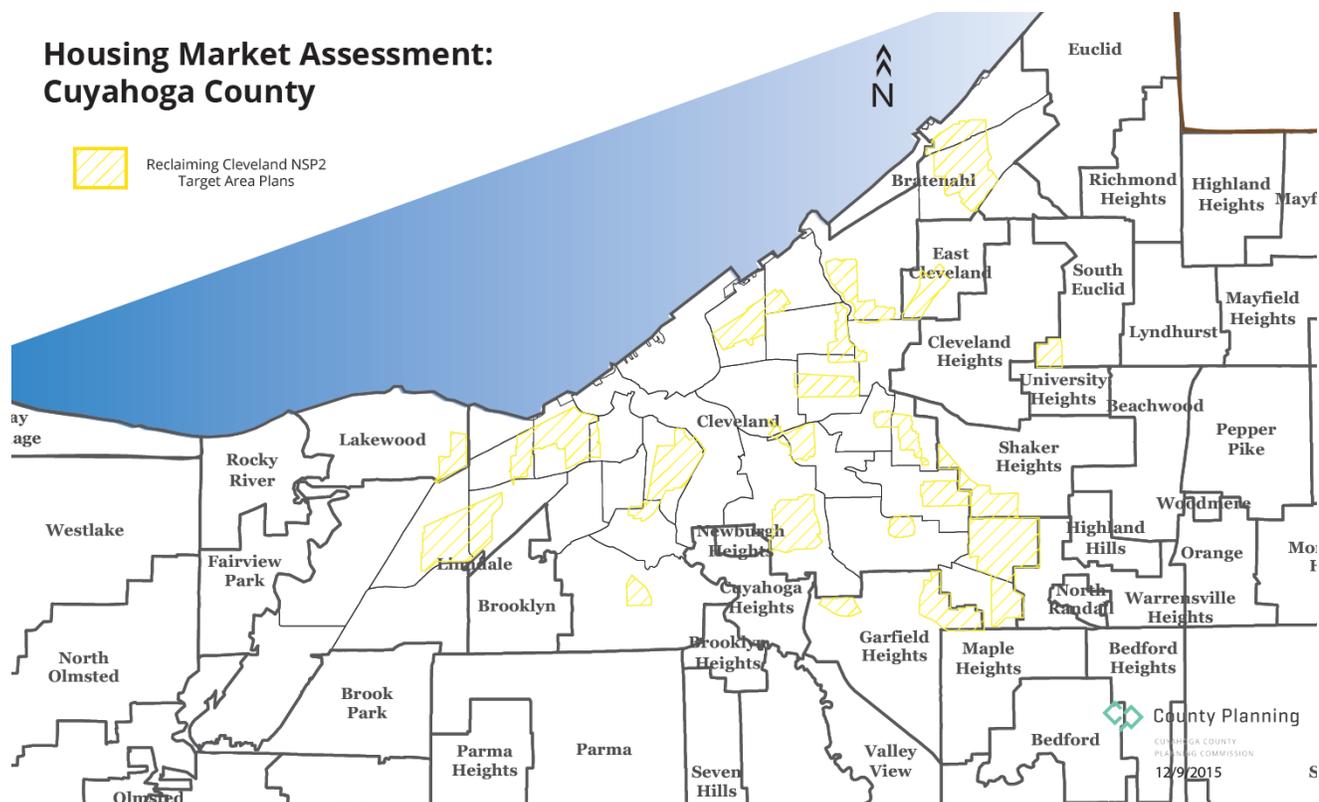
## Housing Market Assessment: Cuyahoga County



Source: County Planning, 2014

## Map 22 Urban County Improvement Target Areas

In 2014 County Planning completed a study in the Urban County (51 of the 59 Cuyahoga County communities eligible for Community Development Block Group funding through County programs) to identify Improvement Target Areas or ITAs. An ITA is an area that meets all the requirements for CDBG funding of projects. They were self identified by communities and verified by County Planning. They represent areas that communities have identified as needing improvement and also meet requirements for federal funding, providing a great opportunity to overlay with the Housing Market Assessment and other factors to identify areas where housing strategy can be focused.



Source: City of Cleveland, 2011

## Map 23 Reclaiming Cleveland Target Area Plan Locations

The City of Cleveland was not part of the ITA study performed by county Planning. However, in 2011 the City did complete neighborhood Target Area Plans as part of their *Reclaiming Cleveland* plan. These were completed to focus on the Federal Government’s Neighborhood Stabilization Program 2, and were significantly more detailed in terms of plan and strategy than the ITAs. These provide a great resource for determining housing focus areas as well as developing best practices and strategy recommendations for other, similar neighborhoods.

## Focus Areas

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The purpose of creating maps is to combine and analyze the available data to create Focus Areas on which to build a best practices and strategy framework. While creating the Housing Market Assessment was more objective, creating focus areas is a more subjective task taking into account the results of the Housing Market Assessment with the nature and location of the many locational indicators identified earlier.

The purpose of the Focus areas is to not necessarily identify specific areas to target for investment or development, but rather to identify typical, yet differing neighborhoods that exist throughout the County. These Focus Areas will act as prototypes for framing housing issues and strategies in the following sections of this study. By creating these Focus Areas we will encompass the typical neighborhoods and common housing issues that are faced throughout the County. It is also an effort to integrate various planning efforts into a more comprehensive approach. This is especially true of integrating housing to economic development.

The starting point for developing the Focus Areas was to overlay the identified area planning efforts over the Housing Market Assessment. Since there is a major focus on integrating housing and economic development, it was decided that the Economic

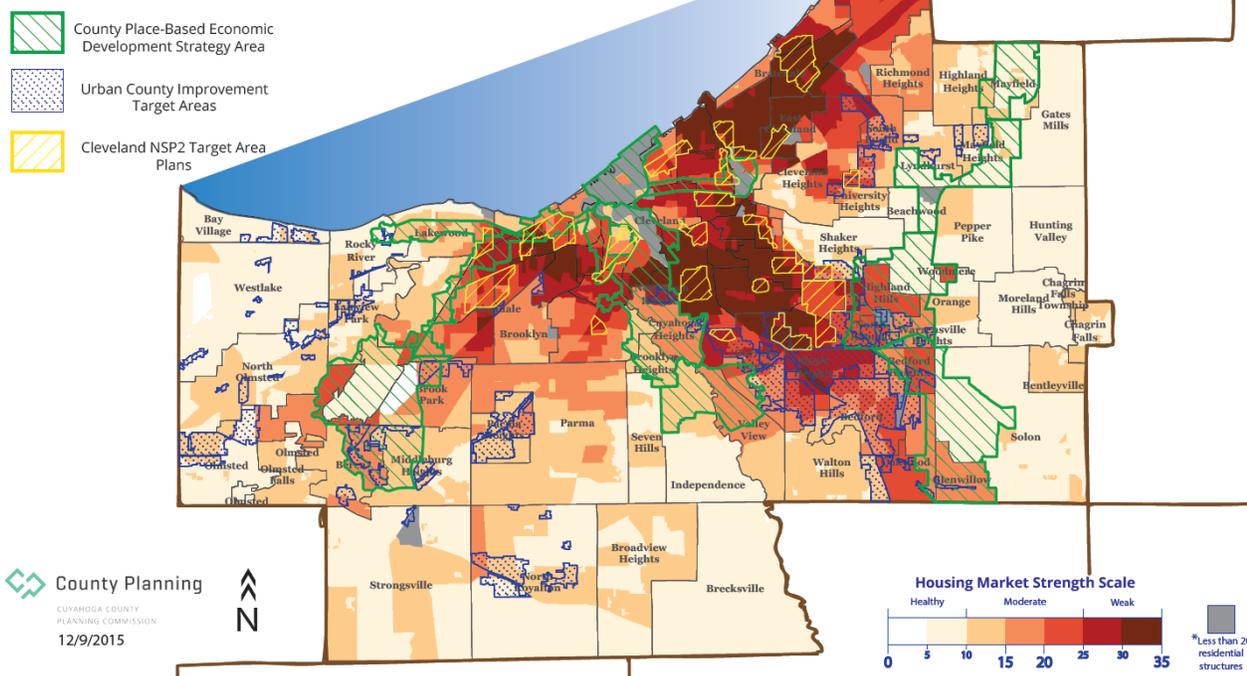
Development Strategy areas would serve as the main focal points. The Strategy Areas were broken down into their own prototypes. There were those that were focused on mixed-use neighborhoods, transportation corridors, industrial centers, and suburban job centers. The Focus Areas were selected to best represent these different types of economic areas.

The selection also favored areas that contained or were surrounded by neighborhoods with a variety of levels of distress based on the Housing Market Assessment. The Focus Areas also tried to include inner-city neighborhoods, first-ring suburbs, and outer suburbs with different levels of distress. This would allow for the recommendations to be relevant to the many different types of neighborhoods throughout the County.

The Focus Areas also tried to include or be near as many of the ITA and TAP areas as possible. This would allow these areas to be incorporated into the Focus Areas and allow the study to incorporate the planning efforts and recommendations for those areas into the this study.

Finally, the other locational factors such as highways and transit were included to look for potential opportunities to capture the benefit of those assets.

### Housing Market Assessment: Cleveland NSP Target Area Plans



## Map 24 Combined Target Areas Map

Map 24 combines the different identified target areas from the County Economic Development Framework, the ITA study, and Reclaiming Cleveland Target Area Plans. Combined with the other locational factors, these will be used to identify Housing Focus Areas.

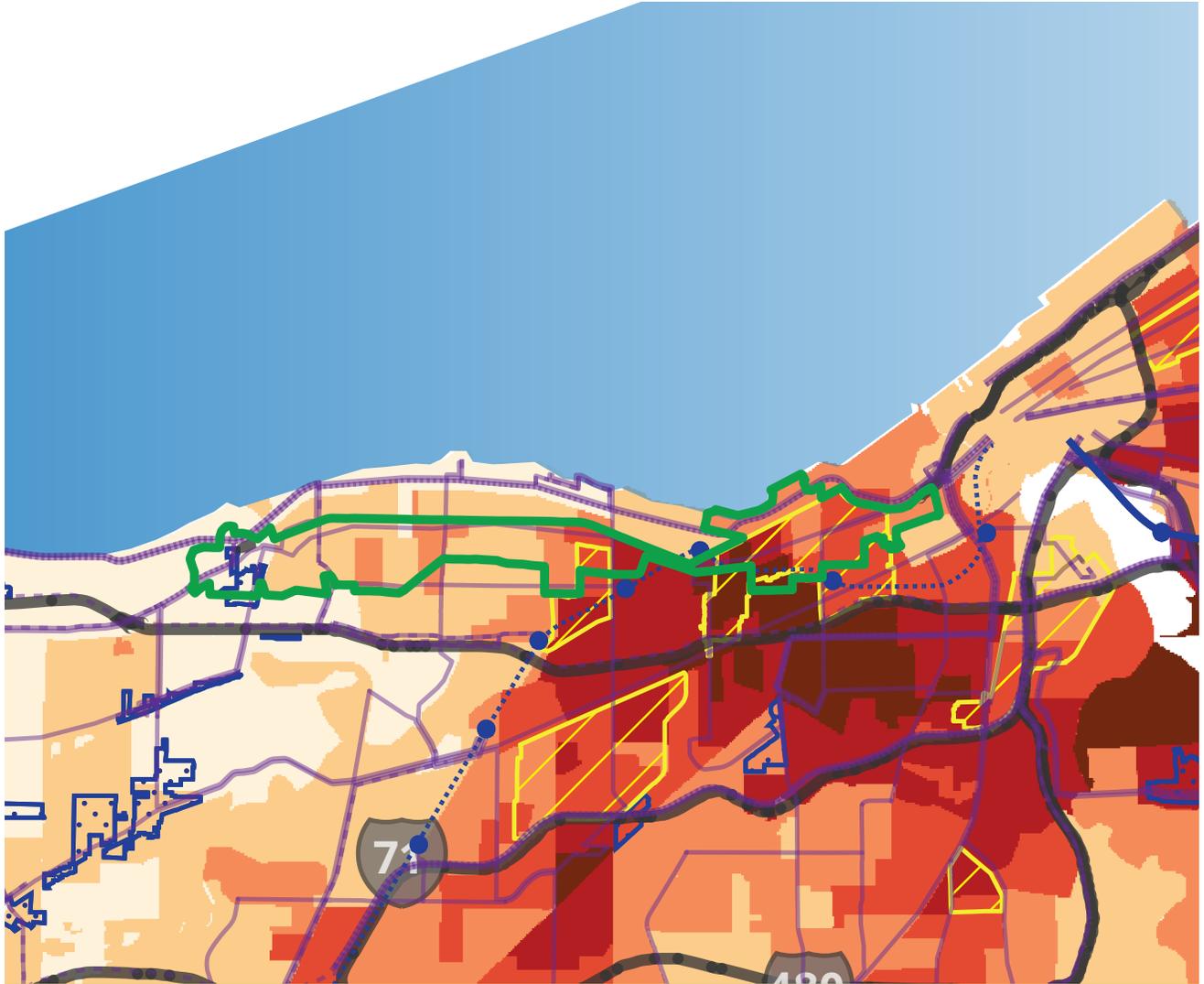
The goal was to create focus areas that encompass the many different types and strengths of neighborhoods to frame housing strategies. This was not an exercise to single out specific neighborhoods as “good” or “bad”, but to provide a spectrum of neighborhoods to build a framework for strategies that can be applied throughout the County.

The following four Focus Areas were identified:

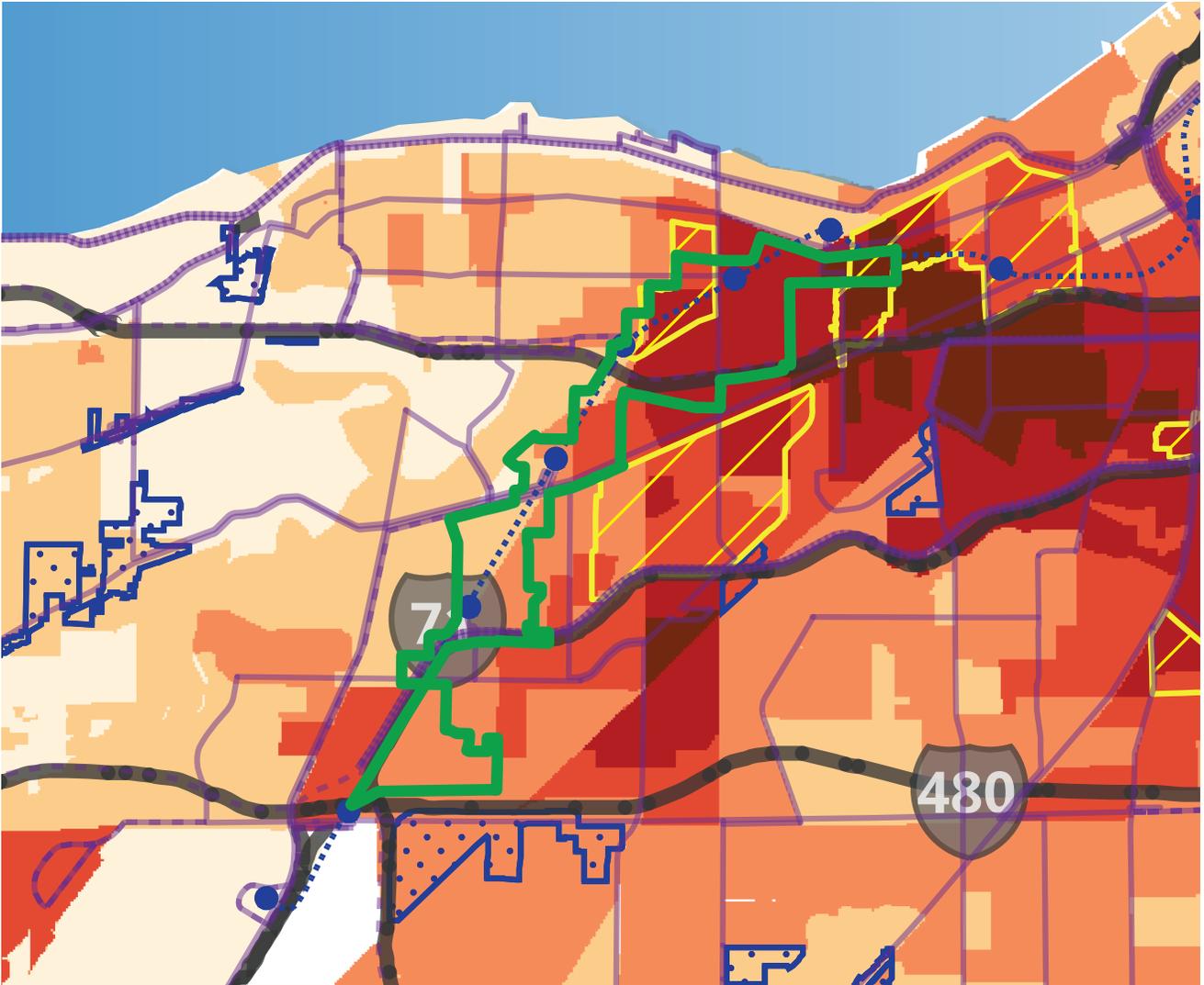
- Detroit Creative Corridor
- Western Rail Line

- HealthTech Corridor
- Southeast Manufacturing

They are shown in the following map. These Focus Areas represent the diverse neighborhoods throughout the County. They will be the framework through which best practices and strategies will be built in the following sections of this study.



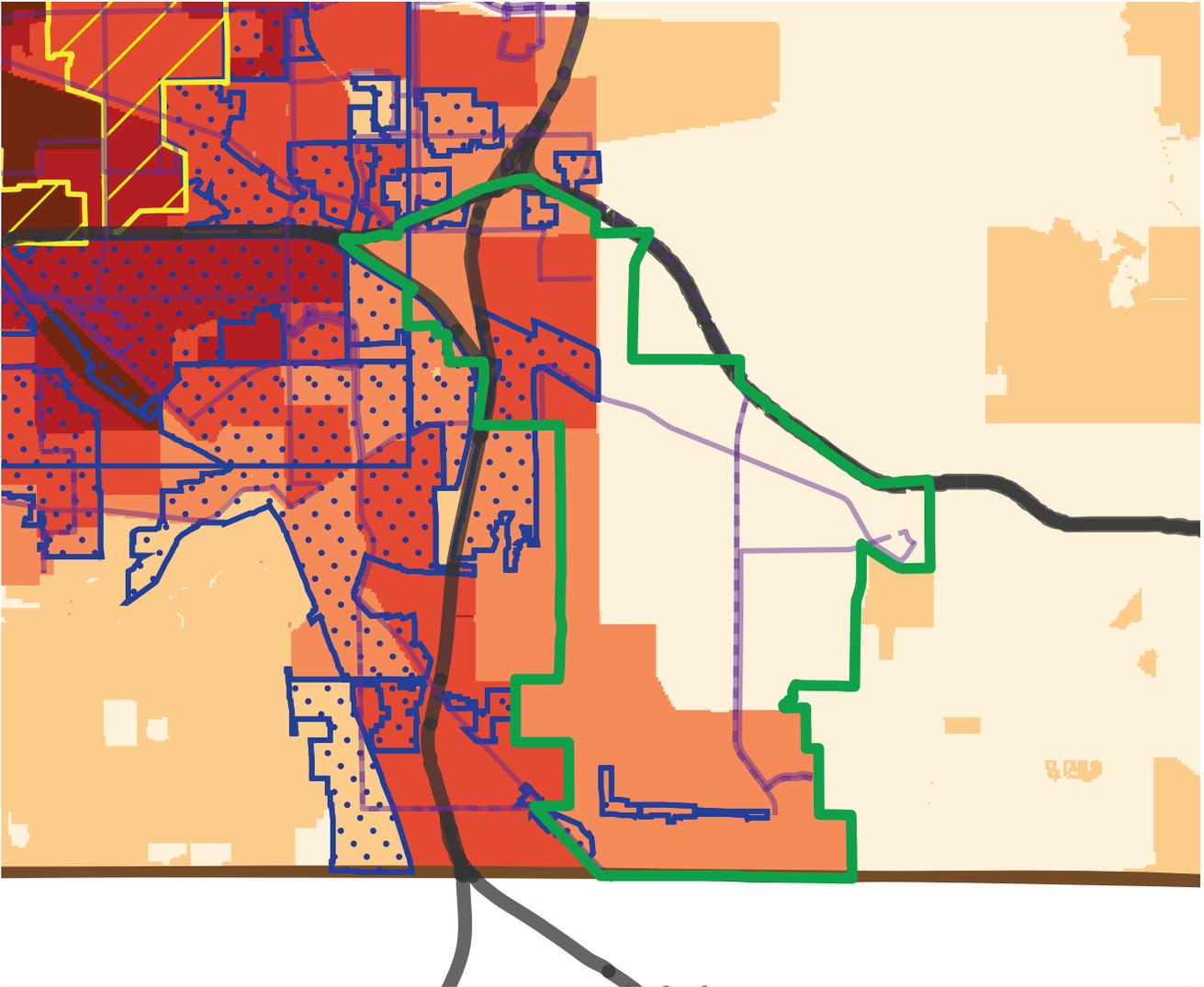
Map 25 **Focus Area 1: Detroit Creative Corridor**



Map 26 **Focus Area 2: Western Rail Line**



Map 27 **Focus Area 3: HealthTech Corridor**



Map 28 **Focus Area 4: Southeast Manufacturing**

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# BEST PRACTICES

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# BEST PRACTICES

The previous four sections identified the current state of housing in Cuyahoga County and the many forces that are shaping these trends. This final section identifies different strategies and provides a context for when they can be used successfully. This will build a toolkit of best practices that can be used by communities, governments and agencies to address the multitude of housing issues a community may face.

## What's In This Section?

The section includes the following topics:

- Countywide Housing Survey, page 118
- Challenges Facing the County, page 121
- Best Practices, page 125
  - A Comprehensive Approach To Housing, page 126
  - Demolition and Rehabilitation, page 129
  - Rehabilitation Costs, page 131
  - Revitalization and Reinvestment Recommendations, page 140
- Community Development and Housing, page 154
- Housing Market Assessment: Focus Areas, page 158
- Conclusion, page 170

The best practices and tools included in this section are drawn from various sources including government programs, non-profits, and other programs

that are working to address housing needs. Specific programs and tools include citations and links for more information.

## How Do I Use It?

Since the majority of communities in the County work under home-rule, this is specifically not designed as a plan of action but rather a repository of ideas and a menu of solutions. It is intended to function as a toolkit, providing strategies and options that can be used by communities and groups to create specific plans to address their housing needs.

This section will highlight and provide guidance on programs and tools that have been successfully implemented in communities to address housing needs. It concludes by providing scenarios tying best practices in housing and community and economic development to Cuyahoga County areas based on the Housing Market Assessment completed in Section 3.

# Countywide Housing Survey

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As the data and analysis has illustrated, Cuyahoga County's overall housing market is weak and has been declining for several decades. The already weak market was further weakened by the foreclosure crisis and the recession. It is only in 2015 that housing values have begun to approach pre-recession levels, at least in some areas. However, the recovery is sporadic, with many areas, particularly on the east side of the County, showing continued decline (see Map 17).

Further compounding the problem, the County's local government structure (59 municipalities) is highly fragmented, resulting in wide variations in the ability of cities to address their own housing issues or the ability to address issues that spill across municipal boundaries. In many cases, cities with high levels of housing distress have the least available resources to address the causes and consequences of distress.

Despite these inequities, under Ohio's Home Rule structure each municipality has primary responsibility for developing its own housing programs and plans. However, for the first time in many years City, County and suburban governments, nonprofits and civic organizations are working toward a common goal of renewing our housing and repopulating our core, positioning the County to thrive in the future.

As part of the Housing Study, we used qualitative analysis to gather information about the housing capacity of local governments as well as related housing trends, issues, and strategies. We conducted an on-line survey of housing officials in all 59 cities, villages and townships in Cuyahoga County. This was supplemented by key informant interviews with local housing experts and a review of best practices of county-level housing programs from around the country.

## Survey Results

In July 2015, County Planning and Cleveland State University conducted an on-line survey of housing officials in all 59 cities, villages and townships in Cuyahoga County to learn what capacity the cities have to address housing issues, whether they were interested in collaborating with other cities or with the county to address these issues and what issues are of greatest concern. We received 34 (58%) responses from cities, villages and townships.<sup>1</sup> The responses are summarized below.

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<sup>1</sup> Bay Village, Beachwood, Bedford, Brecksville, Brooklyn, Brooklyn Hts., Chagrin Falls, Chagrin Falls Twp., Cleveland, Cleveland Hts., E. Cleveland, Fairview Park, Garfield Hts., Gates Mills, Glenwillow, Highland Heights, Highland Hills, Lakewood, Mayfield Hts., Mayfield Village, Middleburg Hts., Newburgh Hts., N. Randall, N. Royalton, Olmsted Twp., Parma Hts., Pepper Pike, Richmond Hts., Shaker Hts., S. Euclid, University Hts., Valley View, Walton Hills, Warrensville Hts.

### What did we learn from respondents?

- The financial resources and human capital available to cities to address housing issues within their jurisdictions varies widely.
  - » Every city has at least one staff person to address housing issues, but in some cities this person has other responsibilities as well.
- Rental registration, housing inspection and code enforcement are front line tools that cities can use to maintain housing quality for both owner occupied and renter occupied housing.
  - » 24 (71%) of responding cities require rental registration and/or fees
  - » 20 (59%) of cities conduct regular inspections of owner occupied housing. The frequency varies from annually once every five years.
  - » 18 (53%) cities conduct regular rental inspections. The frequency varies from annually once every four years.
  - » 14 (41%) cities conduct point of sale inspections.
- Home repair and maintenance programs are additional tools to help owners maintain housing stock. Yet, very few cities have resources other than the County's HELP program which is available county-wide or the Cleveland Restoration Society's Heritage Homes Program which is available in participating municipalities and wards.
  - » 19 (56%) cities participate in the Cleveland Restoration Society's Heritage Homes Program
  - » 8 (24%) cities have home repair assistance loans or grants
  - » 7 (21%) cities offer home repair technical assistance
  - » 8 (24%) cities have a housing plan that guides their work
- Collaboration is one way to maximize limited resources, in cases where cities can share services or co-invest in new capacity. Interest in collaboration was fairly high, with the greatest interest in collaboration with both other cities and the county was in code enforcement.
  - » 22 (65%) cities expressed an interest in collaborating with other cities on
    - Code Enforcement (8, yes; 14, maybe)
    - Home repair (5)
    - Inspections (2)
    - Rental Programs (2)
    - Other programs including technical assistance, foreclosure prevention, code enforcement software, bulk purchasing, countywide contractor registration, uniform county-wide building code, vacant property maintenance/owner verification

<sup>2</sup> Note: all percentages are based on the number of survey respondents (34).

- » 24 (71%) cities expressed an interest in collaborating with the County on
  - Code Enforcement (7, yes; 14 maybe)
  - Loans, grants and incentive programs for home maintenance (12)
  - Other programs including rental programs, nuisance abatement, housing court, non-income-restricted down payment funds, foreclosure prevention and vacant property management, land trust, electronic filing for the county, databases, building inspections and workshops.
- Housing Issues/Needs
  - » Obsolescence, lack of maintenance and disinvestment (14)
  - » Vacancy and abandonment (13)
  - » Rental Housing Issues (8)
  - » Foreclosure (7)

# Challenges Facing the County

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The data, analysis and first hand accounts undertaken for this study have been used to identify the key issues and trends affecting housing in Cuyahoga County. These factors create the difficult housing conditions that have plagued troubled markets and neighborhoods over the previous decades. These housing issues are the targets for the tools and strategies recommended here and for any future Countywide plan.

Key informant interviews were conducted and a series of discussions were convened by various stakeholders to help in identifying housing issues and trends impacting the county's housing needs. In addition, project staff participated in the County Housing Stakeholders Group convened by Enterprise Community Partners and attended monthly County Foreclosure agency meetings convened by the County's Department of Development.

Following is a summary of the significant issues.

## 1. Outmigration and Foreclosure

Researchers like CSU's Tom Bier have been monitoring the outmigration of households from Cuyahoga County to outer ring Counties for years. Bier estimates that from 1994-2013 the County had a net loss of 57,800 households and experienced a net loss in property value of \$3.9 billion. Most of the County's loss was in Cleveland and the inner ring suburbs.

CSU researchers have been monitoring foreclosures as part of the evaluation of the County's foreclosure prevention program since 2006. The outmigration documented by Bier had already weakened the housing market and when the foreclosure crisis hit the County in 2005, it hit exceptionally hard. CSU's most recent 2014 foreclosure prevention report found that the number of foreclosure filings in the County peaked in 2007 at 13,777, remained at over 13,500 for three years, and finally began to decline in 2010. In 2014, the number of foreclosure filings in the County had fallen to 7,162, about half of 2007 and the lowest number since

2005. This is good news for local housing markets, many of which are still in recovery mode throughout the County.<sup>1</sup>

However, the foreclosure crisis is not over and its effects are long-term. There are an estimated 20,000 vacant parcels countywide and thousands of homeowners still facing foreclosure. Many more parcels are more than 90 days delinquent, the County's overall housing market remains weak and values have not recovered in many areas. The result is an estimated 9-13% decrease in the County property tax base and associated tax revenue receipts.<sup>2</sup> While values are recovering in some places, they continue to decline in others. Another "fallout" from the foreclosure crisis and the weak housing market is the increase in investor owned rental single-family homes.

While no one can predict the future, the foreclosure crisis has fundamentally changed housing markets in Cuyahoga County.

Furthermore, property tax foreclosure is becoming an increasing concern. Property tax foreclosure calls to 211, First Call for Help, are small but are up 190% in 2015<sup>3</sup>.

As Table 28 on page 70 illustrates, from 2006-2014, 6,300 occupied properties in Cuyahoga County had one

<sup>1</sup> "Responding to Foreclosures in Cuyahoga County 2014 Update", October 7, 2015; prepared for the Cuyahoga County Department of Development by the Center for Community Planning and Development, Levin College of Urban Affairs, Cleveland State University.

<sup>2</sup> County Council member Sonny Simon, addressing the Ohio Fair Lending Conference, June 27, 2014.

<sup>3</sup> 211, Presentation to the Cuyahoga Affordable Housing Coalition by Diane Gatto Burrett, Director United Way 211 February 2016

or more judicial tax foreclosure filings. While that number is relatively small, compared to the number of mortgage foreclosure filings, it is increasing quickly. In addition, an estimated 4,103 homeowners that qualify for the Homestead Exemption<sup>4</sup> program were delinquent on their property taxes. Also, it doesn't include tax liens that were sold and subsequently foreclosed upon<sup>5</sup>.

Tax delinquency is a problem that the County can address internally. For example, the County has reportedly undertaken a review of its tax delinquency and collection process (Surratt, Herdeg interview), has enlisted the help of foreclosure counseling agencies to assist with tax foreclosure counseling, and has addressed bottlenecks in the system. There is a need to intervene earlier in the tax foreclosure process before the liens are sold, or before or at the third tax billing. There could be a greater role for foreclosure and housing counseling agencies to partner with the county to help homeowners develop affordable payment plans that would be acceptable to the Treasurers Office.

## 2. Housing Value

There is every indication that many parts of the County have begun to recover from the housing crisis and the recession. Housing values are rising, home sales are increasing,

<sup>4</sup> Homeowners who meet income qualifications and are 65 or over or disabled can deduct up to \$25,000 of the market value of their homes from all local property taxes.

<sup>5</sup> Email from Ben Faller, Executive Director Home Repair Resource Center, 2/16/16

homeowners are starting to reinvest in their properties and private developers are starting to invest. As we begin to turn the corner, it has never been more important to develop a set of shared metrics that can be tracked over time and that our public, nonprofit and civic leaders can use to assess where we are and where we need to go.

However, there is a need for the County to identify high-level indicators of progress based on the goals that are being developed in the County's new Housing Plan. These indicators should be tracked and progress reported to the public on an annual basis. In addition to monitoring trends, the brief could include information on the number and location of County HELP loans to see where the financial resources are currently being applied as well as where the gap might be.

CSU's Levin College of Urban Affairs, Case Western Reserve University's Center on Urban Poverty and Community Development (NEOCANDO) and the Thriving Communities Institute all make available data on various aspects of housing.

The County should enlist the assistance of these three data providers to produce an annual housing brief, including a dashboard of progress that will provide a consistent and comprehensive review of the health of the County's housing market.

Examples of other counties that have done this include:

### **Example Dashboard Indicators, Chicago, Baltimore County, MD and Arlington County, VA — Chicago**

An Overview of the Chicago Housing Market (2013) and the Multifamily Rental Market Assessment for Baltimore County (2010) are market studies for the Chicago 2014-2018 Master Plan and the Maryland Department of Housing and Community Development, respectively, that include key housing indicators. Arlington County's Affordable Housing Master Plan, adopted in September 2015, is a comprehensive plan with indicators that include housing projections.

**Link:** [http://www.housingstudies.org/media/filer\\_public/2013/10/01/ihs\\_2013\\_overview\\_of\\_chicago\\_housing\\_market.pdf](http://www.housingstudies.org/media/filer_public/2013/10/01/ihs_2013_overview_of_chicago_housing_market.pdf)

### **Multifamily Rental Market Assessment, Baltimore County, Maryland. Prepared for the Maryland Department of Housing and Community Development by the Real Property Research Group, July 2010.**

**Link:** <https://arlingtonva.s3.amazonaws.com/wp-content/uploads/sites/15/2015/12/AHMP-Published.pdf>

### **3. Increasing Suburban Poverty, Racial and Income Segregation**

Cleveland and Cuyahoga County are among the most segregated in the

nation. This segregation is a direct result of historical discriminatory housing policies and has been a persistent problem, although the dynamics are starting to change.

“The foreclosure process was very racist, leaving the east side in ruins.”—  
Bill Whitney, Cuyahoga County Land Reutilization Corporation

The Foreclosure crisis also precipitated a shift in the low-income population from the city to the suburbs, which, along with the recession has led to a significant increase in suburban poverty.<sup>6</sup> At the same time, some parts of the City of Cleveland are experiencing reinvestment and an influx of higher income residents.<sup>7</sup>

The city of Cleveland and a number of suburbs are experiencing the result of years—and in some cases, decades—of disinvestment, a weak housing market, aging and obsolete housing stock, oversupply and deteriorating conditions.

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6 Piiparinen, R. and C. Coulton, *The Changing Face of Poverty in Northeast Ohio*, Briefly Stated No. 12-01, Center on Urban Poverty and Community Development, Case Western Reserve University, January 2012

7 Barrionuevo, A. *Millennial Influx Helps Cleveland Shake Rust Belt Reputation*, Curbed.com, April 6, 2016

# Best Practices

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In the strong home-rule context of Cuyahoga County, this study provides examples of best practices that cities can use to combat the identified housing issues that effect their community.

It also includes a section on ways that the County can play a strong role in housing strategies. It concludes with a section that ties this study into other countywide planning efforts, such as the County's place-based Economic Development Plan Framework completed in 2015.



Source: City of Solon, Ohio

## A Comprehensive Approach To Housing

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As Map 24 on page 109 illustrates, the strength in the housing market varies widely across the County. The County's housing plan, which is still under development, will likely include different strategies for different markets. Where housing markets are particularly distressed, the county will need to encourage infill and new development. In areas that are still strong but threatened, it will need to encourage code enforcement and maintenance to preserve and strengthen existing housing, and in areas that are strong, it will need to encourage inclusionary zoning and other ways to promote fair share affordable housing. In short, a comprehensive approach to housing is needed that looks at more than just funding further demolition.

### A Comprehensive Approach

A number of States including Ohio and Michigan have been granted permission to use a portion of their funds from the United States Department of the Treasury's Hardest Hit Fund (HHF) (2010) for demolition and, in the case of Michigan, rehabilitation.

To analyze the effect the of demolitions funded by the Hardest Hit Fund in Detroit a study conducted in 2015 has shown that the demolition of a blighted structure increases the value of a home within 500 feet of that structure by 4.2 percent. More surprising, the study showed that a mix of strategies, including both demolition and rehabilitation

among others, could increase surrounding values by up to 13.8 percent.

The research looked at the impact of Detroit's approach to using the money provided by the HHF. As a condition for using HHF funds, the state required targeted plans to show how the money would be spent to stabilize neighborhoods. Detroit created HHF zones of low and moderate vacancy. 43.3 percent of all homes in HHF zones in Detroit were within 500 feet of a demolition and thus experienced increased value from demolitions.

Further, the study found that impacts were felt in the HHF zones beyond 500 feet from demoed structures. On average, property values increased 13.8 percent in HHF zones after implementation of the program. This increase was attributed to Detroit's comprehensive approach that included demos, rehabilitation, public asset sales, side lot sales, and nuisance abatement and code enforcement activities.

Based on their data, they found that for every dollar spent from the HHF program on demolition, they returned \$4.27 in measured home equity. When factored in with the overall impact the HHF zones have had on housing prices, the city received an estimated return of increased home equity of \$8.35 per demolition dollar.<sup>1</sup>

A similar study completed for Cleveland looking at the years 2009-2013 found

<sup>1</sup> Policy Brief: Detroit Blight Elimination Program Neighborhood Impact; <http://www.demolitionimpact.org/#thereport>

a net increase of \$22.6 million in property equity on \$56.3 million spent on demolition in areas of low or moderate vacancy, which is the case in most Cuyahoga County suburbs. However, the study found little evidence to suggest that the same holds true in areas of high vacancy where markets are weak.<sup>2</sup>

Studies have also shown that investment in housing, whether construction of new housing or rehabilitation, provides positive increases in surrounding home values. The effects typically increase with project size and decrease with distance. The Federal Reserve Bank of Kansas City found that there was an increase in home values of 11.8 percent, on average, for homes within 500 feet of a CDC investment project in Kansas City. This comes with the important note that CDCs are likely to target their intervention in areas of need and support of the neighborhood.<sup>3</sup>

Demolition has a significant impact on the value of surrounding homes. But as these studies show, there is an even greater effect when rehabilitation, code enforcement, and other policies and programs are included, almost doubling the return on investment through increased property equity.

Also, targeting an area and completely stabilizing it is of utmost importance.

<sup>2</sup> Griswold, N. G. et al, "Estimating the Effect of Demolishing Distressed Structures in Cleveland, OH, 2009-2013: Impacts on Real Estate Equity and Mortgage-foreclosure", Western Reserve Land Conservancy Thriving Communities Institute

<sup>3</sup> Edmiston, K. D. "Nonprofit Housing Investment and Local Area Home Values", Federal reserve Bank of Kansas City, 2012

The Detroit study indicates that rapid, targeted demolition increases the negative effects of remaining blight so a thorough elimination and rehabilitation of blighted structures in an area is key.<sup>4</sup> Piecemeal and scattered demolition in heavily blighted areas would only serve to decrease the value remaining in the neighborhood. However, it has other benefits for the remaining residents, including the elimination of blight, improved safety, etc.

Based on these studies and the data and findings throughout this study, two principles for addressing housing issues are recommended:

1. A **comprehensive** approach that includes both demolition and rehabilitation, along with emphasis on code enforcement, nuisance abatement, and education, assistance, and other programs,
2. The approach should be implemented on **targeted** areas of investment such as neighborhoods, blocks, streets, or other geographic areas to be stabilized and strengthened and provide the greatest return on investment.

### Relationship to Housing Market Focus Areas

Communities, neighborhoods, and smaller streets and blocks within those neighborhoods, will need to use a combination of demolition, rehabilitation and other tools to stabilize them.

<sup>4</sup> "Estimating Home Equity Impacts from Rapid, Targeted Residential Demolition in Detroit, MI: Application of a Spatially-Dynamic Data System for Decision Support", Dynamo Metrics, LLC, 2015

As noted previously, the weakest markets will gain little equity or growth from these strategies. They require intense, large scale demolition and economic and housing redevelopment. Targeted, comprehensive housing intervention will have the greatest effect on moderate strength neighborhoods.

This would mean that to experience the greatest benefits in terms of money spent, and home equity created, investment of demolition and rehabilitation money should be focused on moderate strength markets. This does not mean that weak markets should be neglected, but that smaller areas, such as streets or blocks, that show the ability to be saved or stabilized must be identified through more in-depth analysis.

The housing Focus Areas identified in Phase 3 contain many areas like this where investment can be leveraged. They also include or are near many weaker neighborhoods throughout the inner-ring suburbs and surrounding downtown Cleveland that could leverage the growth and stabilization of moderate markets as they themselves use targeted strategies to halt blight.

As the Harvard Study found, in many areas, bringing housing up to code is possible based within a budget of the average subsidy of the cost of a demolition. In the Moderate Strength Market Areas identified in this study, shifting money from strict use for demolition to housing rehab could allow for homeowners to maintain their homes or bring them up to code. This

would help stabilize the neighborhood, and increase the value of homes in the neighborhood. It would be a shift from being reactive to being proactive and keep transitional neighborhoods from becoming blighted and fueling the circle of decline.

While there are many low interest housing loans and loan programs, many are often unknown and underutilized. They may even be difficult to use. Allowing demolition funds to be used as grants for housing repairs would help increase the investment in neighborhoods and stabilize them.

Similarly, grants could be included as part of incentives to buy and rehab homes. Stipulations could be included based on ownership, occupation or rehabilitation. Allowing money to be used as low to no interest loans to make up for the shortfall in return on investment could give rehabbers, developers, and others incentive to buy and renovate housing that would otherwise sit vacant and neglected dragging down the neighborhood.

While ideas like these will be discussed in more detail later in the report, their inclusion here is to illustrate a theme. Use of a comprehensive, targeted strategy that includes clear, innovative and flexible policies and tools that governments, communities, organizations, and individuals can use to successfully stabilize and strengthen their neighborhoods.

## Demolition and Rehabilitation

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A major factor in the decision to invest in housing is the costs incurred. Years of demolition have provided a significant amount of certainty with the cost necessary to complete the task. Rehabilitation and construction come with much more uncertainty and therefore much greater risk. Rehabs can range from minor repairs to meet code to a major “gut” that replaces, remodels, and updates a house.

Vacant and distressed housing can have a huge impact on the resilience of a neighborhood. Boarded doors, unkempt lawns, and broken windows can increase crime, and affect perceptions of crime, thereby impacting the overall desirability of a neighborhood.

Cuyahoga County government seeks to maintain the quality and value of its owner-occupied, single-family housing stock. High quality, well maintained, owner-occupied houses contribute to strong communities and make Cuyahoga County attractive as a location for business and residents.

Vacant and abandoned houses burden local government and reduce the value of nearby properties. One study within the Cleveland area found that being within 500 feet of a vacant property depresses the sale price of a non-distressed home by 1.7% in low-poverty areas and 2.1% in medium-poverty areas. Vacant and distressed housing also strain local governments, as they shoulder the cost of maintaining, administering, and demolishing the

abandoned properties. They also must provide them with police and fire protection and public infrastructure.<sup>1</sup>

According to the U.S. Department of Housing and Urban Development, the most desired outcome for vacant and distressed housing is to quickly return a property to its previous use — an owner-occupied residence. However, local and regional factors including tight credit, weak markets, population loss, or other factors may require solutions such as demolition, conversion of owner-occupied housing to rental housing, or another use altogether.

Strategies for reuse aim to stabilize and revitalize neighborhoods and may stimulate economic recovery and growth or, in the case of shrinking cities, manage decline in ways that improve quality of life for the remaining residents.<sup>2</sup>

Determining the best course of action for distressed homes involves a complex consideration of social, economic, physical, and environmental factors. These include housing market strength, neighborhood identity and resilience, reinvestment opportunity, proximity to transit, economic centers or employment, and also the physical condition of the home itself. Local governments, CDCs and other housing groups must weigh the costs and benefits of rehabilitation to determine if there will be an adequate return on investment.

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<sup>1</sup> [www.huduser.gov/portal/periodicals/em/winter14/highlight1.html](http://www.huduser.gov/portal/periodicals/em/winter14/highlight1.html)

<sup>2</sup> [www.huduser.gov/portal/periodicals/em/winter14/highlight1.html](http://www.huduser.gov/portal/periodicals/em/winter14/highlight1.html)

While certain determining factors are fairly straightforward—costs of demolition, costs needed to bring the structure up to code, market strength—there are other factors, such as impact on neighborhood psyche, perception of crime, historical and cultural significance, and the unknown future of land use trends, that are harder to quantify but equally important.

The following discussion looks to explain the costs and factors that go into making the decision if demolition or rehabilitation is appropriate. It also

looks to provide the quantitative impact investment, whether as demolition or rehabilitation, can have in a struggling neighborhood. This will in turn, inform the development of strategy and best practices by identifying when and where they are best suited for use.

## Lead Paint

Lead paint is a serious issue in the aging housing stock of Cleveland and Cuyahoga County. This poses a great public health issue, especially in the health and development of the youngest residents. It is a major issue in the demolition, rehabilitation, and modernization of housing in Cuyahoga County.

The Cuyahoga County Board of Health has a Child Lead Poisoning and Prevention Program that offers a wide range of services to eliminate childhood lead poisoning. The CCBH also provides testing of the home and screening for elevated blood lead levels in children less than 6 years of age. Cleveland Department of Public Health maintains its own lead poisoning prevention program.

The CCBH Healthy Homes Program seeks to address environmental hazards that can be found in people's homes including lead, indoor air quality, senior safety and other issues. It can also remediate lead hazards in homes with

children 5 years of age or younger that are located in "first ring" communities and meet income guidelines.

A list of "lead safe" housing units is available on the CCBH web site and lists more than 400 units in first ring communities that have been made lead safe from 2012-2015.

However, according to 2012 CCBH data, 14.3 Percent of children in the County under 6 (not including the city of Cleveland) have an elevated blood lead level at greater than or equal to 5 micrograms/deciliter, the reference level used by the Centers for Disease Control and Prevention. Another 4.2 percent have levels at greater than or equal to 10 micrograms/deciliter. In the city of Cleveland, the percentages are even higher; 18.7 percent at greater than or equal to micrograms/deciliter and 5.6 percent at greater than or equal to 10 micrograms/deciliter.

[www.ccbh.net/lead-poisoning](http://www.ccbh.net/lead-poisoning)

[www.healthdatamatters.org/](http://www.healthdatamatters.org/)

[www.cleveland.com/healthfit/index.ssf/2015/10/toxic\\_neglect\\_curing\\_cleveland.html](http://www.cleveland.com/healthfit/index.ssf/2015/10/toxic_neglect_curing_cleveland.html)

## Rehabilitation Costs

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### Costs of Housing Demolition and Rehabilitation

According to Bill Whitney, Chief Operating Officer at the Cuyahoga County Land Reutilization Corporation (known as the County Land Bank), the demolition cost of a single family home averages \$11,000 within the Greater Cleveland area. The price of demolition rises when abatement or remediation of environmental hazards is needed, such as for lead and asbestos. Depending on type of material used and the extent that it was used within the home, additional costs can range from \$400-\$35,000 over the average cost of demolition.

The range of housing rehabilitation costs is even wider in the County Land Bank's experience. When rehabbing "in-house", in which the Land Bank pays contractors directly to rehab homes, the average renovation costs \$50,000. When the Land Bank utilizes a "deed-in-lieu", in which a land banked property is sold at a very low cost and the buyer is given a list of items they must perform to bring that building up to code, those renovations average from \$25,000-\$30,000.

When using money under the federal Neighborhood Stabilization Program (NSP), however, renovations must comply with federal energy efficiency and other standards, so renovation costs escalate. In these cases, average costs to renovate were \$170,000, much

higher than the average resale price of these homes at \$80,000.<sup>1</sup>

### Factors Influencing the Decision to Demolish or Rehabilitate

The most obvious factors influencing the decisions to rehabilitate or demolish a home is whether there is a potential buyer, the characteristics of surrounding housing, and the strength of the neighborhood housing market. If the housing market in a particular area or neighborhood is strong, then it is often worthwhile to invest in the renovations.

As exhibited in the County Land Bank's experience of rehabilitation under NSP funds, this is often not the case in other parts of the Country, including Cuyahoga County, which has a much weaker housing market.

A 2014 Study performed by Harvard University, Cleveland State University and Case Western Reserve University researchers and students concluded that in many cases, renovations to bring a home up to code was indeed cost-effective.

The study concluded, though, that in particularly distressed neighborhoods with weak markets, rehab was not cost effective. However, this study based

1 Bill Whitney, Chief Operating Officer, Cuyahoga County Land Reutilization Corp: personal communication 11/12/2015 and 12/17/2015

rehab costs on federal compliance for NSP standards for energy efficiency, which adds to the up-front costs. Furthermore, costs are off-set by the grant funds provided through the NSP.<sup>2</sup>

There are also other factors involved in determining the cost effectiveness of rehabilitation versus demolition that the Harvard Study did not consider—including social and cultural considerations that are harder to quantify.

While vacant and abandoned properties are associated with crime and perceived crime, increased risks to health and welfare, and declining property values, the vacant spaces left once demolition has occurred can also be a sign of a declining community, and can have negative implications for the social fabric and overall psychology of neighborhood. Indeed, one study found a positive correlation between renovations to housing stock and the mental health of surrounding residents. No such correlation exists between mental health and newly vacant lots.<sup>3</sup>

Although a vacant lot typically has less adverse impact on surrounding properties than a vacant or abandoned structure, demolition programs must also plan for what to do with the vacant lot that remains once the structure is removed. In this case, community buy-in should be considered and additional investment made to turn the

land into a use that will be embraced and utilized by neighboring residents.<sup>4</sup>

Indeed, the decision to demolish or to rehabilitate a particular housing structure can be a complex process. When the County Land Bank receives or takes interest in a particular property, the Land Bank performs a “Level One” walk through, a 3 hour on-site evaluation of the property, which results in a document detailing the condition of the property. A Team Review by the County Land Bank’s rehab staff of this document is then performed to determine if there is any chance of saving the structure. If there is, the Land Bank attempts to sell it to independent buyers or rehabbers through their “deed-in-escrow” program for a period of six months. All listings are posted on-line.

In a “deed-in-escrow” program, the deed is held by the lender or a third party in escrow. If the borrower defaults on payment, the deed is taken out of escrow and transferred back to the lender, bypassing the foreclosure process<sup>5</sup>.

The Land Bank works closely with Community Development Corporations and housing officials within various municipalities to alert them to rehab opportunities in their jurisdiction. These entities may contact the Land Bank looking for a property to restore under one of their programs. In these cases, the Land Bank sells the property

<sup>2</sup> “Harvard Study Compares Demolition to Rehabilitation”, The Preservation Leadership Forum Blog, Thomas Jorgenson, March 2015 <http://blog.preservationleadershipforum.org/2015/03/19/study-compares-demolition-rehabilitation/#.VnhKFVJ53hU>

<sup>3</sup> [www.ncbi.nlm.nih.gov/pmc/articles/PMC3670654/](http://www.ncbi.nlm.nih.gov/pmc/articles/PMC3670654/) American Public Health Association 2013

<sup>4</sup> [www.huduser.gov/portal/periodicals/em/winter14/highlight1.html](http://www.huduser.gov/portal/periodicals/em/winter14/highlight1.html)

<sup>5</sup>Rogers Towers, P.A. [www.floridabankinglawblog.com/2014/09/24/holding-a-deed-in-lieu-in-escrow/](http://www.floridabankinglawblog.com/2014/09/24/holding-a-deed-in-lieu-in-escrow/), 2/18/2016

in question for the amount needed to recoup the costs incurred by the Land Bank, usually between \$300 and \$500.

In terms of performing “in house” rehab, the County Land Bank relies on market data and the combined expertise of the Land Bank staff to determine project viability, but follows no strict formula to determine the course of action. Housing type also factors into the decision, with single-family colonials being the most desirable. Other amenities that contribute to the overall marketability of the subject property are also considered. It is important to note, however, that the Land Bank’s mission is to target the very worst vacant and distressed homes in Cuyahoga County.<sup>6</sup>

As mentioned above, the Land Bank works closely with several Community Development Corporations (CDCs) in and around Cleveland. One such CDC is the Famicos Foundation, which works primarily in the Glenville and Hough neighborhoods on Cleveland’s east side.

According to Housing Project Manager Michael Palcisco, Famicos rarely turns down a property offered by the County Land Bank. In the three instances in which the CDC did turn down the property, it due to the extremely weak housing market.

As a mission driven, community based housing development organization, Famicos is able to draw on grants and

<sup>6</sup> Bill Whitney, Chief Operating Officer, Cuyahoga County Land Reutilization Corp: personal communication 11/12/2015 and 12/17/2015

federal money to fund the renovations. This enables them to take on rehabilitation projects that will benefit the community without being driven by the need to recoup costs or make a profit.

Palcisco has seen the impact first hand. Strategic rehab of a home can increase the value of surrounding homes, helping property owners to secure loans and make their own investments in the neighborhood.

Aside from the physical condition of the house and market conditions, Famicos also strongly considers historic value, as their CDC encompasses two neighborhoods that are on the historic register. Further, affordable homeownership is a key component in their strategy to revitalize the neighborhoods.<sup>7</sup>

In the City of Minneapolis, which faces many of the same challenges Greater Cleveland, the Director of Inspections is authorized to declare a property a nuisance and order either demolition or rehab. A building is determined to be a nuisance and subject to abatement actions if it fits the following criteria:

1. Vacant and unoccupied for a period of at least six months; or
2. Unfit for occupancy because it has been condemned for at least 60 days.
3. Has a negative impact on property values as a result of deterioration; or
4. Has unjustifiable rehab costs: clearly demonstrating that the cost

<sup>7</sup> Michael Palcisco, Housing Project Manager, Famicos Foundation, personal communication 12/21/2015

of rehabilitation is not justified when compared to the after-rehabilitation resale value of the building.

The most common abatement action ordered by the City is demolition. However, City Staff periodically evaluate each property and abatement action order by the Director of Inspections to ensure the recommended abatement action is appropriate. Properties are evaluated using the following criteria:

- Fire damage (severity is considered)
- Condition of the property
- Length of time the property has been condemned and vacant
- Activity by owner (code compliance inspection completed, permits pulled)
- History or prior involvement with the Problem Properties Unit
- Proximity of the address to other boarded and vacant structures
- Market potential of property after rehab

Another local effort to promote rehabilitation as a housing strategy is being done by the Greater Cleveland Habitat for Humanity. Over the past three years, Habitat for Humanity has increasingly focused on rehabbing existing homes rather than building new. Although Habitat also looks at costs of rehab and housing market forces, Habitat pays particular attention to the street—the immediate surrounding environment of a potential rehab.

Its goal is to stabilize a street that might be struggling, but is not yet lost entirely to neglect and foreclosure.

Habitat officials also consider the surrounding property type, including rental versus owner-occupant, the thought being that crime associated with neglected rental properties too easily spills over to surrounding homes. Habitat tries to find properties that are buffered by owner-occupied houses, which tend to be better cared for than rentals.<sup>8</sup>

### ***Best Practice--Comprehensive Housing Rehabilitation Programs***

#### **Slavic Village Recovery, Slavic Village, Cleveland, Ohio**

#### ***See Best Practice Highlight on pages 138 & 139)***

As of September 2015, Slavic Village Recovery has succeeded in:

- **30** Houses renovated and sold
- **6** pending sales to owners
- **26** houses in inventory
- **5** houses under site control, pending transfer to SVR
- **40+** Houses under consideration for acquisition

<sup>8</sup> [www.cleveland.com/naymik/index.ssf/2015/11/refugees\\_and\\_habitat\\_for\\_human.html#incart\\_river\\_home](http://www.cleveland.com/naymik/index.ssf/2015/11/refugees_and_habitat_for_human.html#incart_river_home)[11/25/2015 8:26:06 AM]

## One South Euclid - Residential Resale Program

South Euclid is one of the County's inner ring suburbs, incorporated in 1941. Much of its housing stock was built in the 1940s and 1950s. The city has been fiercely pro-active in limiting the effects of foreclosures and strengthening its housing market. 83% of the housing in the city is owner, occupied.

One South Euclid (OSE) was founded as a community development corporation in 2009 by neighborhood leaders, local business owners and other stakeholders with a commitment to keeping South Euclid a vibrant community. The organization works closely with the city, as an affiliate non-profit. Since 2009, OSE has resold more than 30 parcels for renovation, side lot expansion or new construction. The proceeds of these sales are reinvested by OSE to further enhance neighborhoods.

OSE's Build-Grow-Thrive Residential Resale Program works closely with the city to restore vacant homes and lots to productive use. Through the program, the City obtains parcels of vacant land or structures through various means including tax foreclosure process, deeds-in-lieu of tax foreclosure, a partnership with the Cuyahoga County Land Reutilization Corporation (CCLRC), and donations from various entities. The city places the parcels into the city's land bank. City Council then grants OSE an option to purchase the parcels.

Vacant land can be sold to developers for the construction of new owner

occupied housing or sold to adjoining property owners as a lot consolidation for home expansion and landscaping projects. 29 new homes have been built in the city since 2010 with sale prices of \$190-260k.

Existing homes are sold to qualified owner occupants or to carefully vetted developers who agree to rehab and resell the homes to owner occupant buyers. The homes that have been resold under the program have sold at prices higher than average market value.

Since 2010, there has been \$40 million of residential revitalization in the city.

A special program exists for parcels that have completed tax foreclosure and forfeited to the State of Ohio but remain occupied. An example of the renovation and resale of one such parcel follows.

### Example:

**1997** - Homeowner purchases home for \$118,000.

**2014** - Property becomes part of the State of Ohio forfeited land inventory. Owner owes over \$90,000 in taxes.

**September 2014** - Property transfers to the CCLRC.

**September 2014** - Property transfers from CCLRC to OSE

**Same Day** - OSE partnered with a developer who offered the former owner the option to stay in the house

as a renter but he declined. OSE sold the house to a developer for \$20,000. The developer invested between \$40-60,000 in renovating the houses to OSE's standards.

**December 2015** - Home is sold to new owner for \$124,000. For comparison, the median sales price of homes in South Euclid is \$99,400.

### **Partnership to Create Innovative Rental Properties, Cuyahoga Land Bank, St. Clair Superior DC & Loft Home Builders Inc., Cleveland**

In 2013 the Cuyahoga County Land Bank teamed with the St. Clair Superior Development Corporation (SCSDC) and local developer Loft Home Builders, Inc. to perform rehabilitations to modernize outdated homes to provide the housing features and layout homeowners and residents want in their housing choices.

Working together, they have developed a process to modernize houses that costs between \$10,000 - \$15,000; only a little more than it takes to demolish a vacant property. The process guts outdated single-family homes and creates a modern, open floor plan which requires less electrical, ductwork, as well as fewer materials for flooring, walls, and other interior needs of a conventional renovation.

The Cuyahoga Land Bank is partially financing the construction of the homes as well, by placing a small mortgage on the property payable once the property is finished and rented or

re-sold. Once the mortgage is repaid, Loft Home Builders Inc., which has up to two years to make such a payment, will take ownership of the properties.

Programs like this provide an alternative to demolition, which can save structures and modernize them for a similar cost. This preserves the neighborhood fabric and can provide quality, affordable housing for distressed neighborhoods. Initial indications show that by providing modern residential options, residents can be attracted to older, weak housing markets.

**Links:** [www.cuyahogalandbank.org/pressReleases/Loft\\_homes\\_press\\_release\\_4-2-13.pdf](http://www.cuyahogalandbank.org/pressReleases/Loft_homes_press_release_4-2-13.pdf)

[www.cleveland.com/business/index.ssf/2013/03/loft\\_home\\_conversions\\_offer\\_a.html](http://www.cleveland.com/business/index.ssf/2013/03/loft_home_conversions_offer_a.html)

### **Artist Housing, Northeast Shores CDC, Cleveland**

The Northeast Shores Development Corporation, which operates in the Collinwood neighborhood of Cleveland, has worked diligently to create an artist community and attract creative individuals and entrepreneurs to strengthen and rebuild this area of northeast Cleveland. To aide in stabilizing the neighborhood and provide affordable housing, they have utilized two programs to rehab deteriorated and vacant housing.

The first is the Own Your Own (Build Your Dream) program. This program allows home buyers or rental property investors to purchase homes from

Northeast Shores and renovate them. Buyers and investors must secure funding or credit before purchasing the home, and if renovations are not complete in the required 9 month time frame, the house returns to Northeast Shores.

The program has specific requirements that must be met to participate in the program. Participants cannot have been in foreclosure in the last five years and, be delinquent on taxes or have certain existing liens placed on them. All participants must complete home buyer orientation, counseling and classes through Neighborhood Housing Services. Upon completion, investors are required to have renters in their properties or sell them. Home buyers are required to stay in the property for a minimum of four years before selling. This aides in ensuring longterm investment in the community.

Since 2010 the Own Your Own (Build Your Dream) program has completed and sold 26 homes.<sup>9</sup>

Northeast Shores also undertakes its own rehab projects. The CDC uses NSP funds to perform gut rehabs on homes. Rehabs typically range from \$104,000 - \$170,000. Homes are then resold for market value around \$85,000 - \$110,000. Since the CDC is funding these projects through grant and other subsidy, and is not focused on being a profit making enterprise, rather in stabilizing and benefiting the community, they can absorb the offset

costs. The NSP funding and other grant programs make up the difference.

Northeast Shores also uses what is called a “silent mortgage”. 20 percent of the listed value of a home makes up this silent mortgage. The initial buyer never makes a payment on this mortgage and it does not become active until they sell the property, when the new owner takes on the additional mortgage. This allows a \$130,000 house to be sold for \$90,000.

Northeast Shores typically uses this method for houses with substantial issues but is not a candidate for demolition. To date, 10 homes have been rehabbed using this program.<sup>10</sup>

**Link:** <http://welcometocollinwood.com/index.php/help/behind-the-walls/>



<sup>10</sup> Email correspondence with Camille Maxwell, Assistant Director, northeast Shores Development Corp., 3/15/2016

<sup>9</sup> Email correspondence with Camille Maxwell, Assistant Director, northeast Shores Development Corp., 3/15/2016



## Best Practice Example - Slavic Village Recovery

### Slavic Village Recovery

The Slavic Village Recovery (SVR) pilot project is underway in one of Cleveland's hardest hit neighborhoods. In 2007, Slavic Village had the highest foreclosure rate in the United States. It is testing the viability of applying a comprehensive approach to community revitalization in a small target area. SVR combines housing rehabilitation of multiple properties with strategic demolition of vacant housing, foreclosure prevention, code enforcement, community organizing, financial literacy and homeownership counseling, vacant land reuse and reinvestment in infrastructure. The goal is to stabilize the volatile housing market, restore property values, improve the larger community and provide individual homebuyers with a quality, affordable home in the Slavic village neighborhood. From March 2013 to September 2015, Slavic Village Recovery renovated and sold 30 houses in a 530-acre area of Slavic Village where an estimated 25-35% of homes are currently vacant. Sales are pending on another 6 homes and another 31 are in the pipeline. The goal is to rehab a total of 200 homes over three years.

This remarkable accomplishment occurred without any housing subsidy or tax abatement. The program focuses on vacant but structurally sound properties that can be rehabilitated at a relatively low cost to provide affordable single-family housing at a price that the market can support. All of the homes meet FHA's lending standards and general green building standards (although they are not certified as green).

The program works closely with lenders, servicers and the CCLRC to obtain blighted, at risk, or vacant properties at no or very low cost (\$1,000). The program invests, on average, \$51,800 in the renovation and the average sales price is \$66,000, a market rate. This, in a neighborhood in which the median price of a single-family home in 2015 was \$14,050, and the typical housing was built for immigrant factory workers and is 100 years old (median year built is 1910).

Slavic Village Recovery, LLC is a for-profit, strategic collaboration between for-profit and non-profit development groups and the city. The for-profit groups are Forest City Enterprises and RIK Enterprises. The non-profit groups are Slavic Village Development (CDC) and Cleveland Neighborhood Progress. The Mayor and City Councilman support the project through strategic investments in demolition by the City and the Cuyahoga County Land Reutilization Authority, and other public improvements.

Leveraging the skills, expertise and connections of each of the partners enables the program to undertake rehabilitation at a scale and price point that others have found impossible. Also key to the project's success is the support from banks, including donations of bank-owned properties (and the donation of land-bank owned properties). These low to no cost acquisitions make the homes more affordable.

Once the concept and the financing is proven, it can be used in other neighborhoods throughout the County.

# 4608 Cullen Ave, Cleveland:

## Property History:

**2011** - Property abandoned by owner

**2013** - Early summer, SVR begins acquisition process, but...the owner is still in the title, there is a First Mortgage lien to Citi in excess of \$70,000. Citi is not pursuing foreclosure. Property taxes are in arrears in excess of \$9,000. The County is not foreclosing on vacant properties.

Owner agrees to quit claim the house.

Citi agrees to release the mortgage after being contacted by RIK Enterprises.

The Cuyahoga County Land Reutilization Corporation accepts the quit-claim deed and eliminates the property taxes and then deeds the property to SVR.

**2014** - Rehab begins in June. SVR has an interested, qualified buyer.

SVR works with buyer on mortgage application with Huntington Bank.

**September 19, 2014** - New homeowner moves in. Formerly a renter in Rocky River, she is now 10 minutes from her job at CSU with a monthly housing expense of \$490 per month.

**Rehab construction costs: \$57,500**

**Sale Price: \$73,900**

## BEFORE:

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## After:

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## Revitalization and Reinvestment Recommendations For the County

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### 1. Foreclosure Prevention

#### ***Best Practice--Support and Expand foreclosure Counseling Programs.***

#### **Cuyahoga County Foreclosure Prevention Program (CCFPP)**

The County has supported a very effective group of foreclosure counseling and housing counseling agencies. These agencies could transition to provide a comprehensive package of housing stability and sustainability counseling and services including mortgage and tax foreclosure prevention.

Cleveland State University researchers have been evaluating the Cuyahoga County Foreclosure Prevention Program (CCFPP) since 2006. The evaluation tracks data on the number of foreclosure filings, the causes of foreclosure, clients served and outcomes. The program has been successful in enabling homeowners at risk of foreclosure stay in their homes and prevent foreclosure.

#### **The causes of foreclosure have changed since the program began.**

- 2005-2010--unsustainable sub-prime and sometimes predatory loans
- 2009-2012—unemployment
- 2012 to 2015—underemployment. (After the recession, people found

jobs but at wages lower than pre-recession levels).

#### **The CCFPP has helped 6,892 homeowners prevent foreclosure.**

- From 2008-2014, the CCFPP has served a total of 23,002 homeowners at five participating counseling agencies—Neighborhood Housing Services, Cleveland Housing Network, Home Repair Resource Center, Community Housing Solutions, and ESOP.
- 13,475 completed counseling
- More than half (6,892 or 51%) who completed counseling had a successful outcome.
- Preliminary numbers for 2015 indicate a significant drop in the number of clients to about 1041. This is directly attributed to the end of the Ohio Hardest Hit program funds.

#### **Counseling, coupled with an affordable mortgage modification or financial assistance to bring mortgages current is an effective, long term strategy for keeping people in their homes.**

- For all program participants with a successful outcome, an estimated 70% had avoided a subsequent foreclosure filing as of January 2016.

### **Mortgage payment assistance helps (either rescue funds or Hardest Hit Fund payment assistance<sup>5</sup>).**

- Helped 2,764 people bring their mortgage current (40% of all those with successful outcomes)
- Served as a carrot to get people into the counseling agencies, helped the agencies negotiate modifications with lenders or servicers, and got people linked to other programs and services and on a more sustainable financial path.
- In 2015, no mortgage payment assistance was available.

Foreclosure counseling through these programs have substantially helped homeowners reach a successful outcome. That is, they have reached an agreement with their lender that enables them to stay in their home or, if they choose, they are able to transfer title through a short sale or other means to another individual owner and move to a more affordable home.

## **2. Code Enforcement**

Code enforcement is a city's first line of defense in preserving and maintaining its housing stock. A program of regular code enforcement for owner occupied and rental housing is a best practice as a tool to encourage the physical maintenance of existing housing stock. However, in communities with high concentrations of distressed housing and low-income residents, addressing

code violations can often be a financial burden for households with limited resources.

In addition, as the survey demonstrated, each municipality pursues code enforcement differently, with some inspecting each property annually and others only when there is a complaint. Finally, limited staff capacity and budget cuts mean that city housing departments are often overwhelmed with work.

### ***Best Practice--New Models of Code Enforcement, Collaboration and Rental Registries***

#### **National Code Enforcement Academy, Dallas, TX**

The National Code Enforcement Academy elects to look at the transformative role of code enforcement, strategically using a mix of regulation, policy, cost recovery, and carrots and sticks for neighborhood stabilization. Cities like Dallas are addressing code enforcement from a civil rather than punitive approach through a community prosecution model. In combination with a hardship program for low-income households, this model may address issues of blight and obsolescence in cities with a short supply of adequate housing.

**Link:** <http://www.communityprogress.net/code-enforcement-academy-pages-506.php>

<sup>5</sup> Including CCFPP rescue funds from 2005-2011 and Hardest Hit Funds from 2010/11 through 2014.

### **Housing Court Diversion Program, Lakewood, OH**

In 2010, Lakewood Municipal Judge streamlined the code enforcement process, partnering with LakewoodAlive, the community development corporation for the city of Lakewood, OH, the city administration, and building department to pursue more effective compliance with housing codes. Residents, when notified of a code enforcement complaint, appear in housing court to address their code violation. If admitted, the Housing Court Diversion Program is one path for residents to provide information about their individual situation and receive the resources needed to address their violations. Rather than pay the fine, those financial resources are reallocated into home repairs that follow a mutually agreed upon compliance schedule.

**Link:** <http://www.lakewoodobserver.com/read/2015/06/23/the-judges-bench-lakewood-housing-court-diversion-program>

Another way to monitor housing quality is rental registration. The number of single family homes in Cuyahoga County that become rental properties is increasing. Often, these are homes that otherwise could not be sold, that have experienced deferred maintenance, or that are purchased in bulk by investors out of foreclosure. The condition can be very poor. Registration is becoming an increasingly valuable tool, enabling cities and the county to know who is responsible for the property and, if a rental registration fee is charged, the

process can generate income for housing inspection or other related housing programs. As the survey found, about 74% of responding cities have a rental registry program and many of them have fees to cover the cost of inspecting rental properties.

In addition to city regulations, Ohio counties are required by law to register all rental properties. Cuyahoga County has a registry but does not charge a fee, although they are permitted to do so. However, according to an estimate by the County Treasurer's office, about 40% of rental property owners are not registering their properties. Efforts are underway to coordinate rental registration lists with cities to reduce this percentage. Since the County offers an owner occupancy tax credit, this is also a revenue issue for the County.

### **Local rental registration practices, Summit County and South Euclid, OH**

Some local best practices that could work in Cuyahoga County include Summit County which uses an on-line rental registry system that allows the landlord to enter their information directly into an on-line field (rather than a PDF document that needs to be printed out and mailed.) It is also a best practice to have cities and counties share information. South Euclid has made it a practice to have landlords submit county rental registration in conjunction with city rental registration in order to remain in good graces with the housing department. Before issuing a city rental permit, South Euclid makes

sure that landlords are current on taxes, among other issues.

**Link:** <https://fiscaloffice.summitoh.net/index.php/residential-rental-registry/rrpr>

### 3. Reinvestment in Existing Housing Stock

An almost universal recommendation from the surveys and interviews was the need for greater investment in substantial home repair and modernization of the older housing stock through additional deferred loan and grant programs for home repair. The quality of the housing stock in the County varies widely. The majority of housing in the county was built before 1950 and much of it is in need of updating and repair. But the weak housing market is a significant barrier for reinvestment. A top priority for the County should be to work with cities to encourage private property owners to maintain and reinvest in their property.

There are houses throughout the County that are vacant and have been allowed to deteriorate but have latent value. It is in the interest of the cities and the County to restore the value of these properties. Currently, other than the CCLRC, there is no flexible funding available for a non-profit to step in and clear title, act as receiver.

To keep the County's housing stock competitive, there is also a need to encourage existing and new owners to modernize the interiors of their homes

and restore the historical and architectural integrity of the exteriors. Interior upgrades would include electrical, plumbing and other systems as well as energy efficiency and accessibility upgrades so seniors can age in place.

The County offers programs to assist property owners. The department of development administers the Community Development Block Grant and HOME funds for the "urban county."<sup>6</sup> Through this funding source, the county makes funds available for a variety of housing programs for low and moderate income housing.

For example, the County administers the Four Component (4COM) Home Repair Loan Program. This is a deferred loan program designed to assist low-and-moderate income homeowners with the repair and /or replacement of the following four major housing components: Roof, Electrical, Furnace, and Plumbing – including sanitary sewer connections.

The County also supports two programs that provide below market interest rate loans to homeowners for home repairs and renovations regardless of income. These programs are described below.

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<sup>6</sup> The Cuyahoga County Department of Development receives and administers the federal Community Development Block Grant and HOME funds for the smaller communities (51) in the county. The County's six larger cities - Cleveland, Cleveland Heights, East Cleveland, Euclid, Lakewood and Parma – receive and administer their own federal funds.

### ***Best Practice--Historic Preservation***

#### **Promote and Expand Heritage Home Program**

The Heritage Home Program<sup>SM</sup> is administered by the Cleveland Restoration Society. It offers low interest loans (as low as 1.4%) to maintain and improve homes that are at least 50 years old. An estimated 327,000 homes in the County are eligible for the program. The reduced interest rates are made possible by a linked deposit of County funds. Loans are available to fund improvements for both owner occupied and non-owner occupied rental properties of three units or less. When a loan is made, the program provides spec writing, bid selection assistance and escrowing services, to protect the borrower and ensure the success of the project. The Heritage Home Program<sup>SM</sup> is the only loan program where home owners have access to professional staff as a resource to negotiate with contractors and review projects as construction is in process. The program provides extensive and impartial free technical advice on old house matters regardless of whether a loan is involved, and can provide such services and review of contractor bids, suggestions for repair or maintenance of older construction methods, design review guidelines, sources for historic building materials, and historic color consults. The program has a tool-based website ([www.heritagehome.org](http://www.heritagehome.org)) and offers workshops and events to encourage housing rehabilitation and promote homeowner education.

The program started in the city of Cleveland in 1992 and is now available in participating suburbs as well. Suburbs in Cuyahoga County that want their residents to be able to participate in the program are required to pay an annual fee to fund the technical assistance and other homeowner resources. The vast majority of wards in the city of Cleveland plus 36 suburban communities participate in the program.

The Heritage Home Program<sup>SM</sup> is relatively small, but it has a proven track record. It's success is attributed to its extensive technical assistance directed to homeowners regardless of their financial position or income. Two studies indicate that it is an effective tool in preserving and enhancing property values.

The loan component of the Program serves residential property owners that are "bankable" and want to borrow money to make repairs or improvements. In 2014, the program made 132 loans and provided technical assistance to 1,532 homeowners. Since its inception in 1992, the program has provided technical assistance to over 10,000 homeowners on projects with a value of \$216 million and has facilitated over 1,300 loans with a composite loan amount of over just under \$50 million. According to a study done by Brian Mikelbank, Ph.D, Cleveland State University, houses that participated in the program and houses within a tenth of a mile of a participating home had a disproportionate increase in their house values. It also found that homeowners stayed in their homes substantially longer than average.

Furthermore, Dr. Mikelbank found that the foreclosure rate of the Heritage loans was less than 6/10<sup>ths</sup> of 1% on homes that went through the program. This was true for historic and non-designated neighborhoods alike.

Only property owners living in one of the 36 participating suburbs (those suburbs that pay a fee) are eligible to participate in the program. It is recommended that the County support the operating costs of providing technical assistance and administering the program for all cities in the County so that the program could be available county-wide. An estimated 327,000 housing units Countywide would be eligible for the program. It is estimated that the cost of taking the program county-wide would be \$450,000. (Tom Jorgensen, CRS).

### **Promote and Expand the Historic Property Intervention Fund**

In addition to offering the Heritage Home Program<sup>SM</sup>, the Cleveland Restoration Society intervenes periodically when a significant historic home is at risk. Through a variety of strategic intervention approaches, high value but highly deteriorated or encumbered properties have been preserved.

Currently under their purview is a Van Sweringen Demonstration Home in Shaker Heights. By taking legal action in Common Pleas Court and negotiating the removal of five liens, the Society stabilized the house and positioned it for sale to an end user who will restore it. As a non-profit CRS can be more nimble in designing intervention

strategies that match each unique situation with the goal of minimizing capital outlay. Upon sale of properties, any proceeds are added back into the CRS Intervention Fund. This approach to preserving endangered properties could be expanded with access to additional capital.

It is recommended that the County work with the Restoration Society to create a way to seed a revolving pool of capital (\$1 million) that could be used on an as-needed basis to invest in the preservation of strategically located and endangered historic properties. Once the properties sell, the money could be returned and reused on future projects.

On a pilot basis, the Cleveland Restoration Society has saved two historic homes in Shaker Heights from demolition and recently received a small seed grant from the 1772 Foundation in Rhode Island to create a revolving fund for the redevelopment of other historic properties. The program is designed to protect endangered properties using techniques such as options, purchase/resale, easements and tax credits. These historic structures ultimately are returned to the private sector with deed restrictions in place. Any proceeds realized from transactions are “recycled” to sustain the proactive preservation efforts of the program. The goal of these programs is community redevelopment using historic preservation as a tool.

While difficult to generalize from one house, the following offers an example of the cost-recovery model for the Courtland house. This does not include

countless hours that the City of Shaker Heights invested in saving this house:

**Costs:**

Legal - (400+ hours, volunteer) Property was declared a nuisance and Cleveland Restoration was named as the receiver

Title Clearance - \$6,000 (negotiated with lien holders to release or take pennies on the dollar for liens.)

Deed - \$1,000 (negotiated with owner)

Stabilize property for resale - \$60,000 - \$70,000 (repair slate roof, install temporary gutters, clean out house, gut basement water damage, remove wet plaster, mold remediation, new electrical service, temporary climate control, reworked windows, repair and replace damaged steps, landscape clean-up.)

Asking price: \$249,000

**Link:** <http://www.1772foundation.org/2014-grants-for-historic-properties-redevelopment-programs-revolving-funds/>

**Promote and Expand the Cuyahoga County HELP loan program.**

Cuyahoga County's HELP program also uses linked deposits from the County to offer home improvement loans at reduced interest rates for single family, two family and multi-family dwellings, including both owner-occupied and investment housing. There is no limit on borrower's income. The maximum loan amount is \$200,000. Borrowers must meet the participating banks'

normal lending criteria. In 2015, 385 HELP loans were made for a total of \$7.6 million for residences in Cleveland and 37 other cities in the county. The average loan was \$55,000. (Paul Herdeg, Development Administrator, Cuyahoga County Department of Development)

There are many homeowners in the County who do not qualify for loans or who cannot afford a loan, but still need to maintain or improve their property. However, there is very little money for small grants, deferred loans, or shared equity. Further, awareness of HELP is not widespread; the program could be marketed so that more people are aware of it. Participation rates could be improved by increasing awareness of the program through more widespread promotion and information.

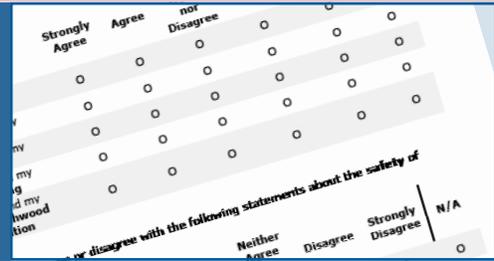
***Best Practice: Explore Innovative Ways to Increase Capital Available for Investment in Housing Renovation***

There is a growing need for loan and grant programs that will fund substantial rehabilitation, primarily for vacant properties, but also for occupied housing. In addition, there is also a need for programs that can serve non-bankable people or properties that are underwater. A 2013 study by the Federal Reserve Bank of Cleveland estimates that 24.5% of first-lien loans were "underwater" in Cuyahoga County.<sup>7</sup> Homeowners with underwater loans have negative equity, i.e. they have an

<sup>7</sup> Lisa Nelson and Francisca Richter, "Distressed Loans in Ohio: Are Loss-Mitigation Tools Easing Distress?", The Federal Reserve Bank of Cleveland, February 21, 2013.



## Economic Development Tool - Transit Oriented Development



Transit Oriented Development- The term transit oriented development (TOD) refers to compact, mixed use development whose internal design is intended to maximize access to a transit stop located in or adjacent to the development. Commercial uses and higher-density residential uses are located near the transit stop and the layout of streets and sidewalks provides convenient walking and bicycling access to the transit stop.

### General benefits of TOD:

- Increases in property value and lease revenues and rents
- Increases in foot traffic for local businesses
- Increases in tax revenues to the community
- Increases in transit ridership
- Opportunities to build mixed income housing
- Reduced traffic congestion
- Reduced transportation expenditures for residents by encouraging walking, bicycling, and using public transit
- Increased neighborhood safety because there are more people and eyes on the street.
- Environmental benefits of compact land use.

### Obstacles to developing mixed use housing near transit:

- Land prices may be higher, and may rise due to speculation in

areas with new transit lines or stations

- Complex financing requirements because of the mixed-income and use structures
- Limits on various funding sources
- Land assembly needs and rezoning requirements and permit processes
- Coordination difficulties and constraints of public and private resources
- Community opposition to increased density and affordable housing

### Local government strategies to address obstacles in developing mixed-income housing near transit:

- Acquiring and assembling land, streamlining rezoning and permitting processes, and assistance with brownfield mitigation grants
- Targeted affordable housing funding to areas with existing transit to encourage TOD
- Provide development incentives
- Land banking programs to acquire and preserve existing affordable housing in areas along transit corridors
- Use density bonuses in TOD as an incentive to affordable housing
- Reduce parking requirements in TODs as an incentive to affordable housing and to encourage transit.

outstanding loan balance that is higher than the value of the home and are, therefore, considered to have a higher default risk than “above water” loans.

The challenge is how to get more capital for housing to these homeowners in need. There is a need to incentivize banks to make more loans, or to create a County revolving loan fund that could be used to make loans for substantial rehabilitation and modernization of the existing housing stock in the County. The Cuyahoga County Land Reutilization Corporation has done 1,200 code + rehabs so far. Purchasers include 1) occupants (or their immediate family) and investors, 2) CDCs and 3) Cleveland Housing Network, at times.

***Best Practice: The Cuyahoga County Land Reutilization Corporation***

The Cuyahoga County Land Reutilization Corporation (CCLRC) has a mission that is closely aligned with the County housing plan and works closely with cities, community development organizations and others. They have demolished 3,800 properties and renovated 1,182 as of November 2015. They are a nimble organization, can respond quickly and design programs for special needs populations (veterans, refugees, disabled, etc.). They work county-wide. However, their ability to expand housing rehabilitation is limited by the weak market and lack of available capital to invest in housing.

#### **4. Affordable Housing**

When planning for affordable housing, it is important to consider not just supply and demand, but also affordability, quality and location, i.e. proximity to employment, education and community.

The best way to increase the supply of affordable housing at a city or county level is to provide rental subsidies to make monthly rents “affordable”. However, programs that provide rental subsidies are expensive, long-term commitments, and the federal government, which is the largest provider of funding for affordable housing has been steadily cutting funding for programs. Federal funding for traditional forms of public housing such as housing choice vouchers, project-based section 8, HOME and CDBG has been declining for years. The largest federal “program” for developing new affordable housing is the Low-Income Housing Tax Credit, administered by the Ohio Housing Finance Agency.

To supplement these traditional federal sources, the National Housing Trust Fund was established in 2008. However the first round of funding is not expected to be available until early 2016. Funds will be administered by the states and resources will be targeted to affordable rental housing for extremely low income households. In addition, Ohio has a state Housing Trust Fund that was awarded \$56 million in 2015 for affordable housing.

### ***Best Practice—County Housing Trust Fund***

The County could increase the supply of affordable housing through funding the County Housing Trust Fund. Several Counties in Ohio have Trust Funds with a dedicated revenue source. In 2010, Cuyahoga County created a Housing Trust Fund and a Housing Advisory Board to advise the county on the investment of funds. A Board was appointed and an annual funding goal of \$12 million was approved, but the County took no action to provide a funding source for the Trust Fund. Since that time, the underlying need that led to the creation of the County Housing Trust Fund—the unmet need for affordable housing in the County-- has not abated. In fact, it has increased.

Funding the Trust Fund would provide the County with a more flexible pot of money that can be used to address priority unmet needs. These include increasing the supply of quality, affordable (including mixed income) housing near employment centers, incentivizing inclusionary housing County-wide, and making accessibility improvements for seniors to be able to age in place. Sources of funding identified in the original recommendations that are under the direct control of the county and would still be appropriate could include, for example, a percentage of the bed tax (used by the Columbus/Franklin County Housing Trust Fund) a percentage of the Casino revenues or a percentage of the Real Estate Conveyance fee.<sup>8</sup>

<sup>8</sup> Conversation with Philip Star, Housing

### **Affordable Housing Trust Fund, Columbus and Franklin County, OH**

Ohio's Franklin County has an Affordable Housing Trust Fund (AHT) operated by an independent, not-for-profit lender. The AHT provides loans for affordable rental, supportive and home ownership projects by leveraging private and public lending and investment in order to create affordable home ownership and rental housing for working households and seniors.

The Trust Fund relies on local funding sources from two main sources:

1. The City of Columbus. City Ordinance provides for an annual allocation to the Trust Fund from the transient hotel tax. This dedicated funding source yields approximately \$1.2 million per year.
2. Franklin County Board of Commissioners. The County increased its real estate transfer fee by \$1 to provide its share of the funding. For every dollar raised, \$.50 goes to the Trust Fund and \$.50 goes to the shelter board system. This source yields between \$1.6 and 3.4 million annually.

The reliance on local funds provides them with a high degree of flexibility in how the money is used. They make it easy to combine with other funds. In 2016, the AHT was certified as a Community Development Finance Institution. This certification will

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provide them with access to a capital pool of about \$50 million and puts them on the path to self-sufficiency and sustainability by generating capital and a strong rate of return every year.

In 2014, the AHT closed on \$18,205,000 in loans for 12 projects in permanent supportive housing, senior apartments, and affordable housing. By the end of 2014, AHT had \$14,186,875 committed for 11 projects. These projects are developed mostly by community development organizations and provide affordable rental housing.

**Link:** <http://www.hztrust.org>

### ***Best Practice—Mixed Income Housing Development, Inclusionary Zoning or Incentives***

Other strategies that can marginally increase the supply of affordable housing include providing technical assistance and model zoning codes to cities to allow more mixed income housing, or adopt voluntary or mandatory inclusionary zoning practices, or pursuing new legal tools available to encourage a regional approach to designing a fair share distribution of affordable housing throughout the County. Montgomery County, MD and Arlington County, VA are two counties that have used inclusionary zoning to get developers to include affordable housing in new housing developments over a certain size.

“Every city and town in a metro area should be required to ensure that the

new housing built reflects the income distribution of the metro area as a whole. Exclusionary zoning is already a massive intervention in the housing market that impedes a more equitable distribution of affordable housing.”<sup>9</sup>

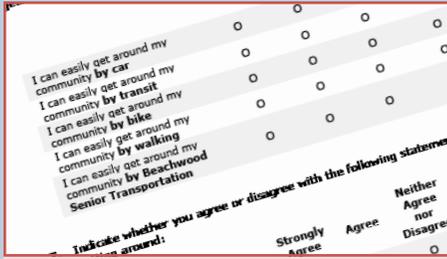
Two recent developments will make it harder for suburbs to exclude the poor. On June 25, 2015, the Supreme Court upheld the application of disparate impact under the Fair Housing Act in *Texas Department of Housing and Community Affairs v. The Inclusive Communities Project, Inc.* This ruling could enable developers to challenge unnecessary zoning restrictions and to build apartments and affordable housing where previously they could not. In July 2015 HUD issued new rules strengthening and streamlining the process to make it easier for local governments and agencies to affirmatively further fair housing and encouraging them to work together. “These developments suggest the possibility of renewed national action to address segregation and the concentration of poverty.”<sup>10</sup>

The County can work to encourage and incentivize suburbs to participate and collaborate on a county-wide approach to a fair share affordable housing plan.

### **Affordable Housing Master Plan, Arlington County, VA**

<sup>9</sup> Jargowsky, Paul. “The Architecture of Segregation, Civil Unrest, the Concentration of Poverty and Public Policy”, The Century Foundation, August 9, 2015.

<sup>10</sup> Jargowsky, Paul. “The Architecture of Segregation, Civil Unrest, the Concentration of Poverty and Public Policy”, The Century Foundation, August 9, 2015.



## Preservation of Affordable Housing



**The tools highlighted here include considerations for affordable, accessible and sustainable housing options:**

**1. Fair Share Programs** – Assigns a target number of affordable housing units to each municipality in a region in the program. States typically facilitate a fair share program by creating rights for developers to build affordable housing where such housing is in short supply. These rights are enforced by an agency or state court that hears expedited appeals from developers whose affordable housing proposals were denied. The enforcement agency typically has the authority to override local government regulations that fail to comply with state requirements. This process is referred to as a “builder’s remedy”. The burden of proof in an appeal is on the local government to justify the decision to deny approval.

**2. Assisted Housing Mobility Programs** – Provide assistance to low-income families to move from high-poverty areas to areas with better schools and employment opportunities, and less exposure to crime. Programs often include background checks and down payment requirement as well as geographical parameters to avoid clustering. The programs provide the families with technical assistance for two years after the move. Cincinnati Ohio has had a tenant-based program called Housing Opportunities Made Equal (HOME) since 1984. The program began with funding from a consent decree from the *Hutchings v. Cincinnati Metropolitan Housing Authority* case.

**3. Land Use Control Practices and Inclusionary Zoning** – Best practices for encouraging the development of affordable housing for:

### *Single Family*

- Smaller lot and home sizes generally result in more affordable homes, and local governments with sanitary sewer and other urban services should consider providing areas within the community for

the development of new homes on lots of 10,000 square feet or smaller, with home sizes less than 1,200 square feet, and identify areas in the community’s comprehensive plan.

- Flexible zoning regulations such as Planned Unit Developments, Traditional Neighborhood Developments, and density bonuses for affordable housing can facilitate the development of affordable single-family housing.

### *Multifamily*

- High density urban residential development of 7.3 or more housing units per acre, equivalent to 6,000 square feet per unit.
- Community zoning ordinances with districts that allow for multi-family housing developments at a density of at least 10 units per acre; two bed-room dwelling unit size of 800 square feet or less
- Housing densities of 18 or more units per acre may be needed to develop affordable multi-family housing in areas with higher land costs (i.e. infill and redevelopment areas)
- Flexible zoning regulations such as Planned Unit Developments, Traditional Neighborhood Developments, and density bonuses for affordable housing can facilitate the development of affordable multi-family housing.
- Density Bonus - A density bonus is a flexible zoning regulation used to allow for additional residential units beyond the maximum for which a parcel is zoned in exchange for the provision or preservation of a desirable public amenity on the same or another location.
- Accessory Dwelling Units - Sometimes referred to as a mother-in-law apartment, is a secondary dwelling unit with kitchen and bathroom facilities established in conjunction with, and clearly subordinate to, a primary dwelling unit.

The Affordable Housing Master Plan is an example of a comprehensive housing plan that addresses current and future needs and details the construction, rehabilitation, and implementation of affordable housing.

**Link:** <https://arlingtonva.s3.amazonaws.com/wp-content/uploads/sites/15/2015/12/AHMP-Published.pdf>

## 5. Senior Housing

Seniors are the fastest growing demographic nationwide. Nationally, the number of older adults is expected to double by 2050. In fact, by 2030, one in five people will be 65 or over. Cuyahoga County is no exception. According to projections developed by the Ohio Development Services Agency, the only age group in Cuyahoga County that is expected to increase between 2015 and 204 is the group that is 70+. (see Figure 7). A study by the Center for Community Solutions found that of the 181,192 non-institutional senior households (over 65 years of age) in Northeast Ohio, 74.3 percent live in housing units that they own themselves. The remaining 25.7 percent rent.<sup>11</sup>

The County needs to prepare now to ensure that Cuyahoga County is a place where seniors have a number of alternatives to experience successful aging, including accessible housing in communities.

<sup>11</sup> 2015 NEORIO Brief, Spotlight on Seniors in Cuyahoga County, Ohio, Center for Community Solutions, Research Brief [www.CommunitySolutions.com/NEORIO-Seniors](http://www.CommunitySolutions.com/NEORIO-Seniors)

The County's seniors have a number of housing related needs ranging from basic home repair to accessibility modifications. Among seniors calling United Way's 211 First Call for Help, the most frequent request is help with housing rehab, followed by help with moving.

The increasing number of seniors can be an economic asset and the source of volunteers and a highly skilled work force that has much to offer to younger generations. Ensuring that the County has housing that meets universal design standards of accessibility and other age-friendly housing programs and policies that link health to physical development and the built environment will make it a more welcoming and attractive place for this growing population; integrating seniors into the fabric of communities throughout the County will be a benefit to all.<sup>12</sup>

For example, the Cuyahoga County Health Department is already a leader in conducting Health Impact Assessments that evaluate initiatives against baseline health conditions and preferred outcomes. The County could link this more closely to its housing plan. In addition the County could provide technical assistance to cities that want to become more senior friendly; for example cities that want to change their zoning codes to allow accessory dwellings or to provide for "visitability" standards that would enable a person with a disability to visit any house.

<sup>12</sup> <https://www.planning.org/policy/guides/pdf/agingincommunity.pdf>

### **Lifelong Communities Initiative, Atlanta, GA**

A good example is the Atlanta Regional Planning Commission (ARC), which has a Lifelong Communities Initiative that links affordable and accessible housing and transportation, opportunities for social interaction and perceptions of safety to health needs for seniors.

**Link:** <http://www.atlantaregional.com/aging-resources/lifelong-communities>

### **Other**

Cities have limited financial resources and staff capacity to adequately address housing issues. In addition to the best practices noted above, the County can play an important role by convening cities and housing providers on a regular basis to generate ideas on how to build or share capacity to address housing issues through collaboration, provide information and share best practices. For example, this can be done through the First Suburbs Housing Committee or the County could appoint a Housing Advisory Board. These platforms can be used to improve County programs and policies related to housing, generate ideas for growing the pool of capital that is available to invest in strengthening the existing housing stock and developing new housing in the core. They can also be used to guide the implementation of the County's new housing plan.

# Community Development and Housing

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## Neighborhood Change

Reinventing neighborhoods requires an understanding of the existing neighborhoods internal and external dynamics. Internal dynamics impacting neighborhood change include physical, social, and local economic changes. External dynamics impacting neighborhood change include regional and even global market economic changes. In order for a neighborhood to remain vibrant and vital, the housing market must be healthy. Neighborhood change is not a linear process, but a series of closely interrelated steps and activities that should understand not only what is going on in the neighborhood from a housing-market perspective, but also what is going on in the neighborhood physically, culturally and environmentally. The goals should be to build stronger real-estate markets in weak market areas; promote equitable revitalization to ensure that lower-income neighborhood residents benefit from neighborhood change; and change and revise strategies over time. To that end housing strategies should be:

1. **Intentional** – *Housing development and redevelopment strategies should be intentional and based on review of current conditions for any given neighborhood, and shaped by an understanding of the neighborhoods*
2. **Data Informed** – *Housing development and redevelopment strategies should be based on available geographic information data that informs what the opportunity is and where the various points of entry should be.*
3. **Diverse** – *Housing development and redevelopment strategies should include varied and diverse funding strategies to allow multiple and cross-sections of interventions. Targeted incremental investments can also serve as a catalyst for engagement from internal community and external regional stakeholders.*
4. **Flexible** – *The trajectory of housing development and redevelopment strategies should be shaped by the appropriate timing of local interventions and by the regional context of the interventions implemented. The strategies should shift directions as conditions change.*
5. **Inclusive** – *Housing development and redevelopment strategies should include local residents, businesses, front-line placed-based neighborhood development groups and*

*culture, residents, socioeconomic conditions, market strengths, political systems, and institutional capacity.*

organizations, private developers, foundations, other nonprofits, funders including financial institutions, and local, state and federal government agencies who can assist in making collaborative choices about the future direction of any given neighborhood or area.

## UNDERSTANDING NEIGHBORHOODS CHARACTERISTICS

Differences matter for place-based neighborhood investing, and these differences should not be overlooked. The differences go beyond routine data points such as poverty rate, unemployment rate, and level of childhood asthma and include neighborhood diversity, challenges and assets such as foreclosure risk, health impacts, access to jobs and transportation, race, class and ethnicity. Neighborhood typologies can be examined through a myriad of lenses raising questions such as:

1. *What is the degree of assimilation in a particular neighborhood? Is there a large immigrant population in the neighborhood? What is the degree of economic stimulation in the neighborhood? Do the residents work in the information sector micro-enterprises? Do the residents use banks or operate in the cash economy?*
2. *Is the neighborhood stable? Have local households and firms existed in the area for long periods of time? What is the home ownership level and average length of tenure? Is there a demographic shift or migration of some kind taking place? Is the migration contention or orderly? Are their long standing institutions, i.e. churches, alumni associations, or block clubs in the area?*
3. *What are the current home and/or land values? Are home and/or land values rising, falling or staying the same? How do they relate to median home and/or land values for the area and those of surrounding areas? Are the homes generally owner-occupied, or are there a high number of renters? What is the neighborhood crime rate?*
4. *Is the area labor pool competitive? What is the income level of adults in the neighborhood? Is employment rising or falling? Are specific types of jobs affected? Are the skills of the unemployed transferable to new or growing labor industries? What types of salaries can residents earn, and are residents positioning themselves for the available jobs.*
5. *Where the neighborhood or area residents shop? Are residents shopping in the neighborhood or outside the neighborhood? Are residents saving money or accumulating assets?*
6. *What are the politics? Is the local government connected with regional business leaders in a productive way? Does the area have a metropolitan, small town, suburban or rural feel? Do elected officials understand the economy of the area? Do elected officials know their position relative to other areas around them?*

Armed with the information regarding neighborhoods characteristics, local

leaders can start to develop sustainable housing strategies.

### **CREATE DIVERSE HOUSING CHOICES THROUGH ZONING AND DWELLING TYPES**

Residents must have access to a range of diverse housing choices affordable to a range of income levels.

Zoning Ordinances and Codes are regulatory devices that can serve to implement community goals and objectives such as permitting live-work units, allowing accessory dwelling units in single-family neighborhoods, encouraging mixed-use buildings in commercial districts, and promoting infill development.

In addition, an area's housing market should also be a reflection on the needs and preferences of its various residents. Therefore, best practices for diverse housing choices require:

- Develop specific and clear definitions of cooperative and co-housing as a special zone or land use in zoning ordinances. Cooperative and co-housing types are a form of ownership that includes shared facilities, common areas and shared management, etc. This housing type can be appealing to seniors because of its cost sharing component.
- Addressing Accessory Dwelling Unit policies regarding owner-occupancy requirements. Accessory Dwelling Units (ADUs) are secondary units located with a residence or on the same property. These units are frequently called "in-law suites" or "granny flats," but based on local the ordinance; they units can be restricted to family members, or rented to unrelated individuals. In addition, some ordinances include an owner-occupancy period which restricts home buyers' use of the ADU. Consideration should be given to the relaxing of standards related to ADU to improve their marketability.
- Address minimum lot sizes for two-family dwellings. Examine zoning ordinance requirements for minimum lot for two-family dwellings, and any approved dimensional variances granted over a period of time. If warranted, consider reducing the lot size for two-unit dwellings for new construction.
- Define and regulate micro-units in zoning ordinances in multi-unit complexes. Micro-units are generally smaller units within a larger multi-unit, multifamily complex. These smaller units are often referred to as "studio apartments" or "efficiency units." Allowance of micro-units with specific regulations in mixed-use commercial districts should be encouraged, and regulated with regard to floor area square footage; distance from transit station; location on major or minor arterial street; reduction in parking and allowances for bicycle

space; and occupancy by no more than two unrelated individuals.

- Expand development of accessible housing through new construction and housing rehabilitation. The Fair Housing Act prohibits disability-based discrimination in housing by virtue of the failure to design and construct covered multifamily dwellings that contain accessibility features. Specifically, the Fair Housing Act requires that all multifamily housing with four units or more and constructed for first occupancy after March 13, 1991 include accessible routes, entrances, public and common-use areas as well as accessible routes into and through the housing unit; usable doors, kitchens, and bathrooms; reinforced wall in bathrooms; and accessible light switches, outlets and other environmental controls.

## **ENCOURAGE MIXED-INCOME NEIGHBORHOODS**

An intentional balance is necessary for the health and vitality of neighborhoods. A neighborhood built on market-rate housing or rent-assisted developments can have negative consequences for the entire neighborhood and may prove to be unsustainable. Mixed-income neighborhoods are more stable than those that lack income diversity. Areas with high numbers of low-income residents can benefit from the increased presence of population with higher income which can bring the addition of neighborhood amenities

such as grocery stores, new housing, commercial activity, educational improvements and other private investments. However, neighborhoods with these amenities and higher income residents will increase the number of market-rate housing, which can displace low-income residents.

There are several economic development incentives for developers to develop mixed-income neighborhoods through tax abatements or tax increment financing programs. Programs typically used to create employment for residents can also be used as an incentive to encourage mixed-income neighborhoods. These programs include Neighborhood Enterprise Zone Tax Abatements, Obsolete Property Rehabilitation Exemptions and Brownfield Redevelopment Tax Increment Financing.

Cities can use their zoning ordinances to encourage mixed-income housing options by the incorporation of Mixed Density Residential (MDR) Zones Districts. The minimum lot area can be reduced if a project meets certain requirements including distance from transit, number of units, and percentage of affordable units. The goal of income diversity within a given area is not necessarily best served by simply adding housing that is priced for populations of only one certain income level. Providing too much housing at a certain income price point, can result in problems other than those intended to be solved. Rather, the goal is to introduce a mix of incomes into an area.

# Housing Market Assessment: Focus Areas

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Four Focus Areas were identified in the Housing Market Assessment earlier in this study. They were:

- Detroit Creative Corridor
- Western Rail line
- HealthTech Corridor
- Southeast Manufacturing

These four areas were chosen as they represent many of the housing and economic development characteristics and scenarios found throughout the County. Using these four areas as a prism through which to look at the Best Practices and tools discussed in this section will help to shed light on the issues the County has to deal with and strategies that could be used to help resolve those issues and promote positive outcomes.

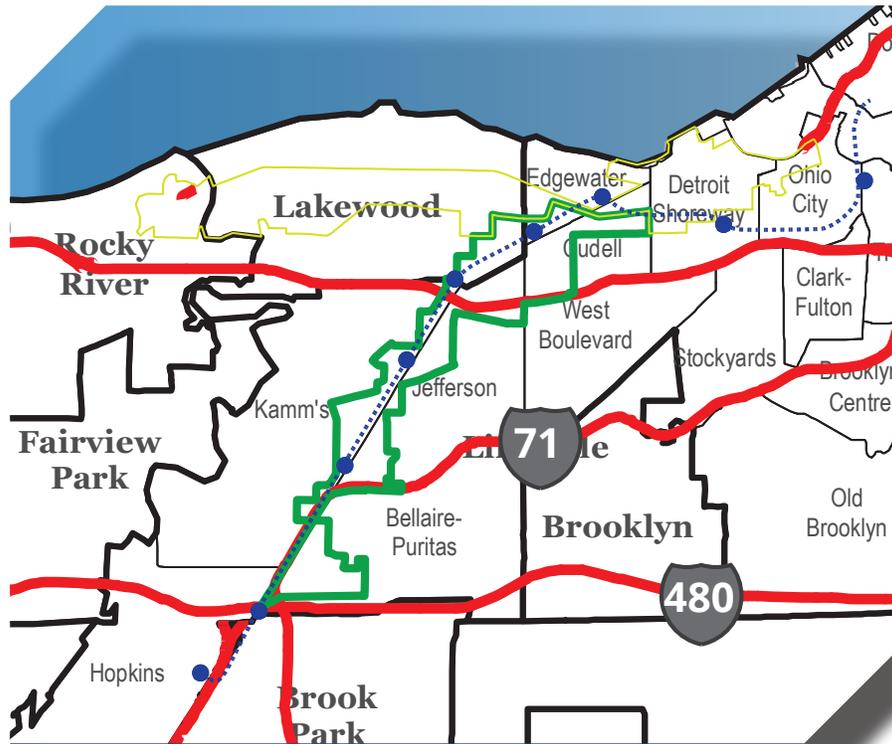


**Detroit Creative Corridor**

<p><b>Current: Traditional Urban</b></p>	<p>Traditional urban high-density single family residential neighborhoods featuring many larger, older and historic homes with 30ft to 60 ft. lots. The streets are walkable near some jobs, retail and shopping hubs. West 117th Street and Franklin Avenue are major streets within the Detroit Creative Corridor. The neighborhoods are close enough to walk to the bus or light rail train stops; however, many residents will drive for shopping and work. These neighborhoods are also earmarked by a community recreation centers and/or senior center. The single family homes are accompanied by two-family or quadplexes as well as low-rise multi-family and apartments.</p>		
<p><b>Short Term Impact</b></p> <ul style="list-style-type: none"> <li>■ Housing strategy development that compliments existing uses</li> <li>■ Development of a vacant housing and infill strategy</li> <li>■ Housing Strategies to catalyze private market such as home repair/ purchase/ rehab/resale</li> <li>■ Vacant home boarding Policies</li> <li>■ Broken Window Policing</li> </ul>	<p><b>Long Term Impact</b></p> <ul style="list-style-type: none"> <li>■ Mixed income housing</li> <li>■ Appropriate Complete Streets initiatives</li> <li>■ Community partnerships with specialized organizations</li> <li>■ Embrace school reform efforts to meet the needs of all students in the area.</li> </ul>	<p><b>Community Development</b></p> <ul style="list-style-type: none"> <li>■ Housing preservation, rehabilitation and home repair programs.</li> <li>■ Affordable and market-rate infill housing</li> <li>■ Weatherization Assistance Energy Savings Programs</li> <li>■ Housing for Seniors and other Special Needs Populations</li> <li>■ Workforce Development Strategies for the area</li> <li>■ Public/Private Partnerships</li> </ul>	<p><b>Zoning</b></p> <ul style="list-style-type: none"> <li>■ Green Codes</li> <li>■ Blight awareness, reduction and code Enforcement</li> <li>■ Pocket Parks and Trails</li> </ul>
<p><b>Future Vision: Modern Urban</b></p>	<p>Upgrade and/or restore high density older and perhaps historic single-family homes, along with existing duplexes and quadplexes or other multi-family units. Incorporate complete street designs and connectors to trails, community centers, and nearby bus and rail transit stops or multi-modal centers.</p>		

Detroit Creative Corridor			
<b>Current: Mixed Use Main Street</b>	<p>Detroit Avenue is the main thoroughfare through the Detroit Creative Corridor. Single family, two-family or multifamily housing, as well as mixed commercial apartments and apartment complexes connected to walkable commercial shopping districts occupied mainly by locally owned businesses. There are more traditional neighborhoods parallel to Detroit Avenue along Franklin Boulevard, Clinton Avenue and some parts of Lorain and Madison Avenues. There is good access to nearly bus and rail lines that provide access and connections to and from the area. There is also on-street and off-street commercial parking. Several vacant land pockets exist throughout the corridor.</p>		
<b>Short Term Impact</b>	<b>Long Term Impact</b>	<b>Community Development</b>	<b>Zoning</b>
<ul style="list-style-type: none"> <li>■ Strengthen relationship between local business owners and local residents</li> <li>■ Commercial matching façade grants where appropriate</li> <li>■ Monitor proposed development projects</li> </ul>	<ul style="list-style-type: none"> <li>■ Complete Street Enhancements</li> <li>■ Area Marketing Plan</li> <li>■ Mixed income housing</li> <li>■ Strategic Development Plan</li> <li>■ Commercial infill</li> <li>■ School Reform</li> <li>■ Recreational Amenities</li> </ul>	<ul style="list-style-type: none"> <li>■ Housing reservation, repair, rehabilitation Programs</li> <li>■ Foreclosure Preventions Programs</li> <li>■ TIF Districts</li> <li>■ Small business micro loans and technical assistance</li> <li>■ Commercial infill</li> <li>■ Weatherization and Energy Savings Programs</li> </ul>	<ul style="list-style-type: none"> <li>■ Blight awareness, reduction and Code</li> <li>■ Parking Ordinances</li> </ul>
<b>Future Vision: Neighborhood Hub, Creative Arts Corridor or Central Business District</b>	<p>An All-In-One Neighborhood Hub, Creative Arts or Central Business District that offers residential living with nearby shopping, entertainment and other amenities all wrapped in an urban life setting. The streets look like Main-Streets with high densities with gathering spots for surrounding residents. The nearby libraries and schools cater to active families. There is a significant and diverse population with unique cultures and religions. There are complete streets with walkable parking hubs. The neighborhood is mixed-income and there is a huge variety in housing stock.</p>		

## Western Rail Line



The Western Rail Line runs 3.7 miles through Cleveland and Lakewood along the rail lines connecting Downtown Cleveland to Cleveland Hopkins International Airport. The corridor is an historic manufacturing corridor that has lost jobs in manufacturing, but has been bolstered by new investments in finance and insurance.

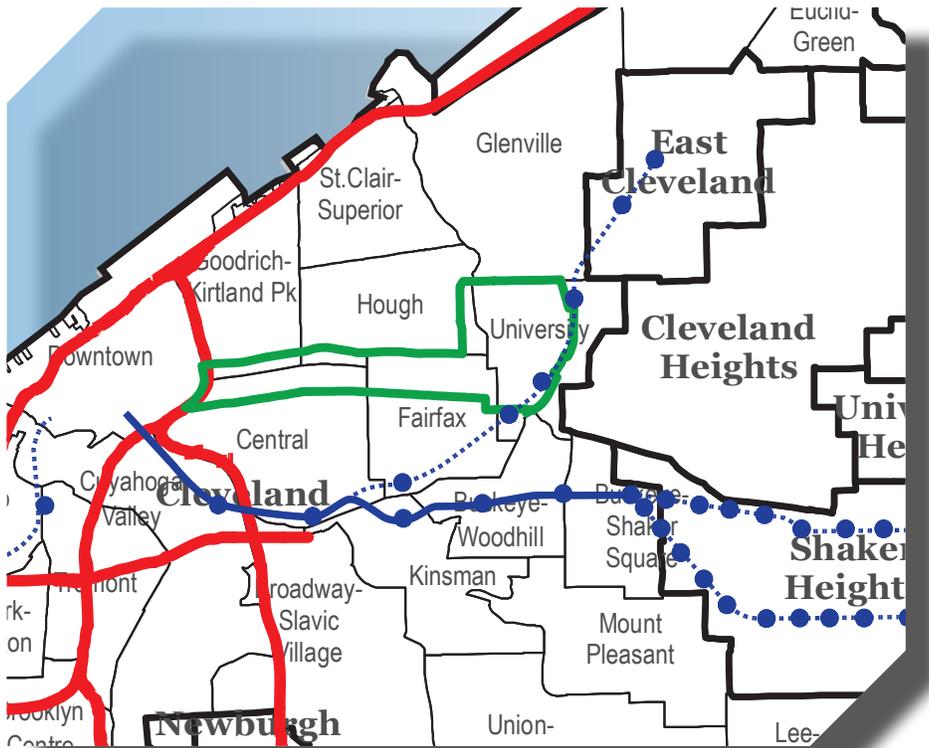
Due to its historic focus on manufacturing, the corridor includes large sections of industrial zoning with pockets of commercial, residential, and office. The northern end of the corridor has seen big box retail replace old industrial uses. Current industrial spaces exist that will require repurposing or demolition.

A GCRTA transit rail line runs along the Western Rail Line corridor as part of the commuter rail system connecting Downtown to the airport. Several transit stations present strong opportunities for transit-oriented developments. The stations with the greatest potential are West Park, West 117th, and West Boulevard. Planning studies have already been performed for the West Park and West 117th Street Stations.

<b>Western Rail Line</b>			
<b>Current: Commercial/Industrial Areas</b>		Residential homes adjacent to shipping and logistics infrastructure including commercial and manufacturing corridors, freeways, and rail.	
<b>Short Term Impact</b> <ul style="list-style-type: none"> <li>■ Installation of buffers and fencing to secure residential areas</li> <li>■ Business retention and specific industry and commercial recruitment and marketing</li> <li>■ Corridor lighting</li> </ul>	<b>Long Term Impact</b> <ul style="list-style-type: none"> <li>■ Environmental cleanup where needed</li> <li>■ Natural landscape remediation</li> </ul>	<b>Community Development</b> <ul style="list-style-type: none"> <li>■ New energy systems, pollution and conservation strategies</li> <li>■ Logistics and Industry Planning</li> <li>■ Environmental Safety Planning</li> <li>■ Housing preservations</li> <li>■ Land banking where appropriate</li> </ul>	<b>Zoning</b> <ul style="list-style-type: none"> <li>■ Rezoning where needed to accommodate specific commercial or industrial corridors</li> <li>■ Zoning to accommodate larger lots and new housing development restrictions</li> </ul>
<b>Future Vision:</b> <b>Residential Areas with Industrial &amp; Logistics Zones</b>  -or- <b>Residential Areas with Commercial Zones</b>		<b>Heavier industrial areas buffered by natural landscapes to minimize noise, heavy truck traffic and other disruptions. There are inter-modal transportation systems that serve to transfer and transport goods into, through and out of the area. High to medium density single family homes with larger yards. Addition of active living and recreational amenities.</b>  <b>Commercial Boulevards that buffer quite residential areas of high to medium density single family homes with larger yards. Addition of active living and recreational amenities.</b>	

<b>Western Rail Line</b>			
<b>Current: Residential Neighborhoods</b>	<b>Industrial zoning on thoroughfare streets with residential zoning on wider residential streets.</b>		
<p><b>Short Term Impact</b></p> <ul style="list-style-type: none"> <li>■ Installation of Bike Lanes</li> <li>■ Development of pocket parks</li> <li>■ Incorporation of dedicated bike lanes and pedestrian trails</li> <li>■ Streetscapes</li> </ul>	<p><b>Long Term Impact</b></p> <ul style="list-style-type: none"> <li>■ Appropriate land banking for parks and trails</li> <li>■ Utility planning</li> <li>■ Property and landscape management</li> </ul>	<p><b>Community Development</b></p> <ul style="list-style-type: none"> <li>■ Housing preservations</li> <li>■ Development of Bike and Trail Plan</li> <li>■ Workforce Development Plan</li> <li>■ Land use planning</li> <li>■ Storm water management</li> </ul>	<p><b>Zoning</b></p> <ul style="list-style-type: none"> <li>■ Zoning to accommodate larger lots and new housing development restrictions</li> <li>■ Rezoning for parks and trails that connect via public transit and transit waiting environments</li> </ul>
<p><b>Future Vision:</b></p> <p><b>Natural Landscape &amp; Residential Neighborhoods</b></p>	<p><b>Conversion of multi-lane streets to green boulevards; sidewalks, paths, and appropriate markings to allow biking and walking; residential zoning. Low environmental impact manufacturing areas with zones of green infrastructure.</b></p>		

## HealthTech Corridor



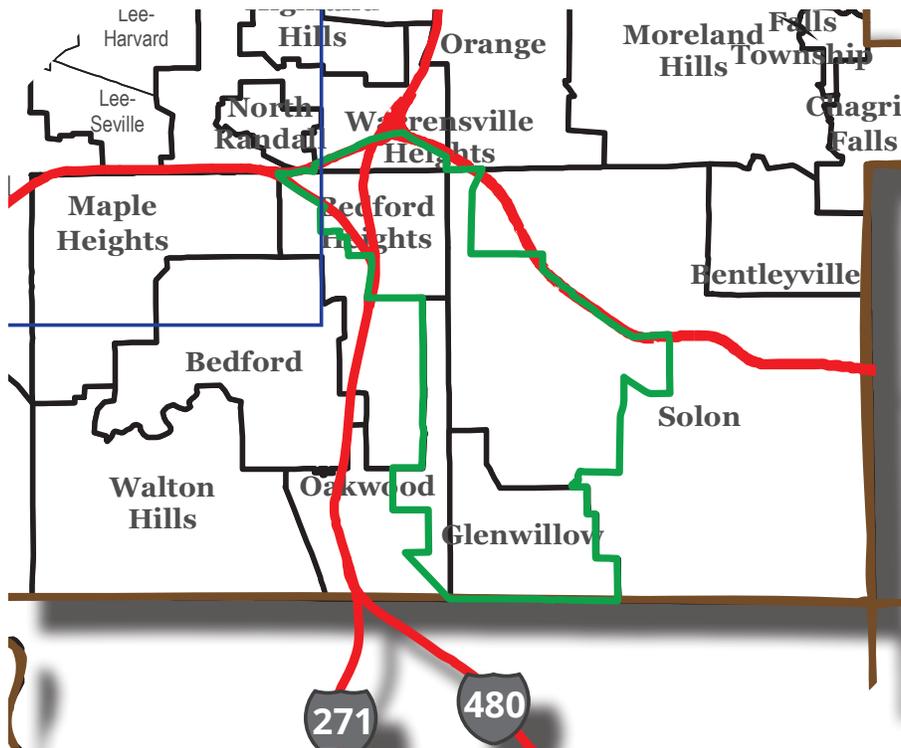
The HealthTech Corridor has been described as being where world-class healthcare, technology and research meet innovation and entrepreneurship. The corridor provides a critical mass of universities, business enterprises and health campuses in the Campus District and University Circle.

The HealthTech Corridor is 3.8 square miles, and runs along Euclid Avenue from I-90 to the west and from Lake View Cemetery to the east. Its northern boundary runs along Chester Avenue and its southern boundary runs along Carnegie Avenue. It is home to major health, education and research institutions. It is one of the are largest concentrated areas of employment from starting wage earners to middle and high incomes. Although the corridor has limited highway access, transit access throughout the corridor is very good. It is a major transit hub from the east to downtown Cleveland. There is great opportunity for mixed-use development and urban style walkable neighborhoods.

**Detroit Creative Corridor**

<p><b>Current: University Circle Downtown Business Districts, Commercial Districts &amp; Cultural Centers</b></p>	<p><b>A major public transportation hubs and regional nexus. The HealthTech Corridor offers high rise and/or mid-rise buildings with zero lot lines well served by public transit along Euclid Avenue. Pedestrian friendly commercial and retail business support first floor mixed use with residential above. There is a high concentration of educational, business and governmental facilities clustering around culture and entertainment. The area caters to students and professionals. There is a mix of commercial and residential uses and commercial uses surrounded by spacious traditional residential neighborhoods.</b></p>		
<p><b>Short Term Impact</b></p> <ul style="list-style-type: none"> <li>■ Strengthen relationship between local business owners and local residents</li> <li>■ Commercial matching façade grants where appropriate</li> <li>■ Monitor proposed development projects</li> </ul>	<p><b>Long Term Impact</b></p> <ul style="list-style-type: none"> <li>■ Complete Street Enhancements</li> <li>■ Area Marketing Plan</li> <li>■ Mixed income housing</li> <li>■ Strategic Development Plan</li> <li>■ Commercial infill</li> <li>■ School Reform</li> <li>■ Recreational Amenities</li> <li>■ Develop long term corporate and institutional anchors</li> <li>■ Rehabilitation of the smattering of historic and abandoned commercial buildings</li> </ul>	<p><b>Community Development</b></p> <ul style="list-style-type: none"> <li>■ Link economic development with educational and medical institutions</li> <li>■ Housing repair &amp; rehabilitation Programs</li> <li>■ TIF Districts</li> <li>■ Small business micro-loans and technical assistance</li> <li>■ Commercial infill</li> <li>■ Weatherization and Energy Savings Programs</li> <li>■ Add grocery store to the area</li> <li>■ Create Workforce Development plan that matches local residents</li> </ul>	<p><b>Zoning</b></p> <ul style="list-style-type: none"> <li>■ Blight awareness, reduction and code enforcement</li> <li>■ Parking Ordinances</li> <li>■ Complete Street developments and policies</li> <li>■ Green building codes</li> </ul>
<p><b>Future Vision: University Circle Downtown Business Districts, Commercial Districts &amp; Cultural Centers</b></p>	<p><b>Maintain and improve upon this urban center. Expand mixed use of residential, government, employment, entertainment and culture developments. Maintain high density mixed-use-zero-lot lines, high and low-rise buildings. Enhance the educational, business and governmental facilities. Create pedestrian friendly transit oriented environments. That caters to urban professional, students and area. Improve access to area housing stock around the district making it an urban housing choice destination.</b></p>		

## Southeast Manufacturing Hub



The Southeast Manufacturing Hub is a critical area of manufacturing, whole-sale trade, and construction jobs with a primary focus on high tech manufacturing and food processing. The Major Interstates and highways through the area are I-271 and US Route 422. The major roads are Aurora, Miles, Richmond, Solon and Cochran Road.

There are major industrial areas with single-family developments sprinkled throughout the area. There are also numerous vacant parcels through the area. Transit in the area is very poor. The area is not very walkable hampered by some neighborhoods that lack of sidewalks and disconnected streets.

### Southeast Manufacturing Hub

<p><b>Current: Spacious Residential nearby shopping, Commercial and Industrial Districts</b></p>	<p>These neighborhoods are low density areas with some open spaces and unoccupied homes, commercial and industrial areas with some abandoned or under-utilized. There may also be some multifamily and apartments. The lots are larger with side lots and backyards. There are some medium to higher density areas off of Columbus and Solon roads and Pettibone and SOM Center roads near I-271 and I-480. There are commercial sectors and shopping districts.</p>		
<p><b>Short Term Impact</b></p> <ul style="list-style-type: none"> <li>■ Development of Community Master Plans</li> <li>■ Where feasible install pedestrian walkways and bike lanes</li> <li>■ Streetscapes and lighting improvements</li> <li>■ Economic Development planning and feasibility studies</li> <li>■ Deconstruction to remove structures</li> <li>■ Streetscape Enhancements</li> <li>■ Areas Branding and Identity</li> </ul>	<p><b>Long Term Impact</b></p> <ul style="list-style-type: none"> <li>■ Land banking for specific uses and natural areas</li> <li>■ Utility planning</li> <li>■ Property and landscape management</li> <li>■ Create natural setting trails and parks</li> <li>■ Some environmental remediation</li> <li>■ Land assembly strategies</li> <li>■ Infrastructure changes for project development</li> <li>■ Mass transit improvements</li> </ul>	<p><b>Community Development</b></p> <ul style="list-style-type: none"> <li>■ Housing preservations</li> <li>■ Development of Bike and Trail Plan in designated natural areas.</li> <li>■ Workforce Development Plan</li> <li>■ Development of a Land Use Plan</li> <li>■ Storm water management</li> <li>■ Programs for Weatherization and Energy Efficiency</li> <li>■ Public/Private development partnerships</li> <li>■ Relocation assistance for redeveloped areas.</li> </ul>	<p><b>Zoning</b></p> <ul style="list-style-type: none"> <li>■ Zoning changes to accommodate larger lots and new housing development restrictions</li> <li>■ Rezoning for parks and trails that connect via public transit and transit waiting environments</li> </ul>
<p><b>Future Vision:</b></p> <p><b>Modern Suburban Residential with shopping Hubs, commercial and industrial districts</b></p>	<p>Increase to medium densities in defined areas with single family homes with some multi-family; larger yards ranging from 30 feet to a quarter acre. Where warranted increase public transit access with park -n- ride transit lots and bus access off major access roads for better job access. Create Shopping and Commercial Hubs. Redefine Commercial and Industrial Districts.</p>		

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## Conclusion

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Home-rule in Cuyahoga County presents a challenge when trying to create a holistic housing plan for the entire County. Communities are in charge of planning for their own issues and needs, but those issues and needs are acted on by much larger economic and cultural forces. This study was not completed to specifically tell these individual communities what they should do, but to provide them with an understanding of the problems and issues they face, and provide them with the knowledge and tools they will need to tackle these issues.

This study has also endeavored to promote the collaboration and cooperation among communities. Housing issues ignore political boundaries and spillovers, both good and bad, have effects throughout the County. With 59 communities in the County, there must be coordinated efforts to stem decline and revive the health of troubled neighborhoods.

This study is the jumping off point for the County as it concentrates its efforts on promoting a specific housing strategy. Many of the tools and programs identified in this study will be utilized in creating a comprehensive housing plan for the County that provides targeted guidance and assistance in helping communities work together to create strong, healthy housing for strong and healthy communities.

There are many tools available to affect positive change in housing issues. Every tool has its place in the effort to strengthen neighborhoods. Every community, every neighborhood, faces different issues that must be addressed with a different set of tools. There is no one-size-fits-all approach to the problem. It will take effort, ingenuity and cooperation throughout the County, its communities, and its housing advocates to create healthy and equitable housing for the residents of Cuyahoga County.

Flickr: Montgomery County  
Planning Commission



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## Housing Study

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# APPENDIX

Cuyahoga County Housing Study

*August 10, 2016*

## Cuyahoga County Housing Survey Results

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Center for Community Planning and Development, Cleveland State University

The Center for Community Planning and Development, Levin College of Urban Affairs, Cleveland State University conducted an on-line survey of housing or building officials on record with the County for the 56 cities and villages in the County. The survey was designed to determine the capacity of jurisdictions to address housing related issues, their interest in collaborating with other cities and/or with the county on housing related programs and services, and the housing issues that are most important to them. The on-line survey was e-mailed to each jurisdiction's housing or building official and was available from June 24 through July 31, 2015. (See Appendix for the survey.)

We received 35 responses. The majority (68%) of responses were from east side jurisdictions and 32% were from west side jurisdictions. One was from the city of Cleveland which includes both the east and west sides.

### Summary

Our analysis of the Cuyahoga County housing survey responses identified several common themes.

- Capacity to address housing issues. Cities have varying capacity to address housing issues. Although every city has at least one staff member assigned to housing issues, in some cities this person is shared across departments. The majority of housing staff are located in four departments: building, housing, planning or community development.
- Collaboration. There is a great deal of interest in exploring collaboration with other cities (65%) and with the county (71%). The top area of interest for collaboration with other cities and/or the County is code enforcement. Other program areas of interest for collaboration include home repair assistance, financial and technical assistance programs, code enforcement and housing inspections, especially for rental housing.
- Rental Registration. Close to three quarters (71%) of the responding jurisdictions have some type of Rental Registration and/or fee.
- Heritage Home Program Participation. The majority of cities (56%) participate in the Cleveland Restoration Society's Heritage Home Program which provides home improvement loans. Among the cities that do not participate, the reasons given included being unaware of the program or finding

- the program too inflexible, strict, or cost prohibitive.
- **Housing Inspections and Code Enforcement.** Most cities (59%) conduct regular (non-emergency, non-complaint driven) housing inspections. However, the time period for regular inspections ranged from annually, the most common response, to once every 5 years. The majority of cities (79%) have their own in-house inspectors but two respondents outsourced their inspections to a private company. 15% of respondents indicated that they never do regular inspections for owner-occupied housing. A handful noted that inspections are completed as needed or only when a complaint is received.
  - **Housing Issues.** Just over one-third (34%) of cities would like to be able to offer home repair assistance, either through a grant or loan program. Other housing issues of concern include 1) obsolescence and disinvestment, 2) vacancy and abandonment (in connection with foreclosure), and 3) rental program issues (maintenance, turnover, etc.).

## Profile of Respondents

Although we received 35 responses, one was from a housing authority<sup>1</sup> and the responses from that survey are

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<sup>1</sup> The Executive Director of the Parma Public Housing Agency completed the first three questions on the survey, but we did not include her response because we were interested in collecting municipal data rather than public housing data.

not included in the analysis, leaving a total for the purposes of analysis of 34. Although four surveys were incomplete (Brooklyn Heights, Chagrin Falls Township, Parma, and Fairview Park), we did include the responses to the questions that were completed. (See Appendix 1.)

The majority (57%) of responders were Chief Building Officers and Building Commissioners. The others were directors of Neighborhood Revitalization/Community Development and Economic Development, City Managers, and Housing Managers.

Geographically, we defined the east-west boundary by the Cuyahoga River so that all cities that lie to the east of the Cuyahoga River are considered east side, and similarly, all those west of the River are considered west side. Of the 59 total jurisdictions in Cuyahoga County, 35 (59%) are located on the east side, and 23 (39%) are on the west side. More than two-thirds of survey responses came from the cities on the east side of Cleveland (23/34, or 68%), a disproportional response rate. Ten west side cities responded as did the City of Cleveland, which has both east and west sides.

## Housing Capacity

The survey asked respondents to indicate all the departments within their city that had responsibility for some aspect of housing and for the number of staff in each department.<sup>2</sup> The cities

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<sup>2</sup> These responses very likely include people who work on housing in addition to other responsibilities.

and villages in the County have varying levels of capacity to address housing issues. Every respondent indicated that at least one staff member is assigned some housing responsibilities, although in some cities this person is shared across departments. The number of staff ranges from one person assigned across all departments to a more than 24 staff.<sup>3</sup>

There are typically four departments with responsibility for housing: Building, Housing, Community Development, and Planning Departments. The majority of cities' housing related staff members are located within the Building Department. Other cities have staff in a Housing Department as well as in departments of Community Development while a few cities have dedicated staff in the Planning Department. Other departments that deal with housing issues include service (2), economic development (2), engineering, zoning, neighborhood revitalization, recreation, public works and law. Twenty cities (59%) have 1-5 staff across the four departments, 8 (24%) have 6-10 staff, and 5 (15%) have more than 10 staff. The communities with the most limited capacity were Chagrin Falls and North Randall, both with only 1 staff member across all departments. The three cities with the greatest staff capacity for housing were Shaker Heights, Mayfield Heights, and South Euclid (in descending order.)

<sup>3</sup> Because the respondents interpreted the definition of "staff" differently, it is not possible to be more specific or accurate in our reporting of this question.

## Housing Programs

The survey presented a list of 17 housing-related programs or services and asked cities to indicate which they offered. There was also a space to add other programs. 85% of the cities had planning commissions, 71% had rental registries and rental registration fees, and 59% had regular rental inspections. However, only 14 (41%) had point of sale inspections, only 11 (32%) had a fair housing plan, and only 8 (24%) had a housing plan. "Other" programs listed include: vacant building registration, landlord training, tenant screening, vacant property monitor, demolition, nuisance abatement, land

**Table 1:** Frequency of Housing Programs in Cuyahoga County

Program	# of Cities
City Planning Commission	29
Rental Registration	24
Rental Registration Fee	24
Architectural Board of Review	20
Regular Rental Inspections	20
Point of Sale Inspection	14
Fair Housing Plan	11
Home Repair Assistance Loan/Grant	8
Housing Plan	8
Housing Court	7
Home Repair Technical Assistance	7
Fair Housing Review Board	5
Other	5
Landmarks Commission	3
Foreclosure Prevention Counseling	2
Home Purchase Assistance	2
Neighborhood Revitalization Commission	1
Homeownership Counseling	1

banking, vacant property, community development loan approval board and Cuyahoga County Community Development programs. Cities with the largest number of housing-related programs and services are Cleveland Heights with 16, Shaker Heights with 15, and Lakewood with 12. The full results are in Table 1.

## Programs Gaps

**Table 2:** Desired Housing Programs in Cuyahoga County

Program	# of Cities
Home Repair Assistance Loan/Grant	11
Regular Rental Inspections	8
Point of Sale Inspection	6
Homeownership Counseling	6
Home Repair Technical Assistance	6
Rental Registry	5
Rental Registration Fee	4
Housing Court	4
Foreclosure Prevention Counseling	4
Architectural Board of Review	3
City Planning Commission	3
Neighborhood Revitalization Commission	3
Home Purchase Assistance	3
Fair Housing Plan	2
Housing Plan	1
Landmarks Commission	1
Fair Housing Review Board	1
Other	1

Given the same list of programs and services, the cities were asked to indicate those that would be most beneficial to add. The most

frequent response was a Home Repair Assistance Loan/Grant program, followed by regular rental inspections. Point of sale inspections were cited as a need by 6 cities (See Table 2).

## Comparing Current and Desired Programs and Services

Table 3 on Page A-7 shows a matrix of programs that Cities either currently have, desire, or currently have but wish to add, grow or strengthen the existing plan.

## Housing Inspectors

Housing inspection is often viewed as the front line in maintaining the quality and value of a city's housing stock. Cities were asked whether they had city-employed inspectors or if they contracted with an outside company. The majority, or 79% of respondents reported that they have at least one full time city-employed or in-house housing inspector. Five cities do not have their own housing inspectors on staff. Of these cities, only 2 cities outsource their building inspections to other companies. Table 4 on page A-8 shows a break down of housing inspection staffing in Cuyahoga County's municipal governments.

The median number of full time inspectors is in the range of 1-2 but the city of Cleveland has 65 and Lakewood has 11. (See Table 5.) Ten municipalities, seven of whom also have full-time employees,

**Table 3:** Desired Housing Programs in Cuyahoga County

Current and desired housing related services and programs by municipality (1=Yes)																		
What is your city?	Housing Plan	Rental Registry	Rental Registration Fee	Point of Sale Inspection	Regular rental inspections	Housing Court	Landmarks Commission	Architectural Board of Review	Fair Housing Plan	Fair Housing Review Board	City Planning Commission	Neighborhood Revitalization Commission	Homeownership Counseling	Foreclosure Prevention Counseling	Home Purchase Assistance (loan or grant)	Home Repair Assistance (loan or grant)	Home Repair Technical Assistance	Other
Bay Village		1	1		1			1			1							
Beachwood	1	1	1		1			1			1					1		
Bedford		1	1	1	1	1					1		1			1		
Brecksville		1	1		1						1							
Brooklyn		1	1	1	1				1		1						1	
Brooklyn Heights		1	1	1				1			1							
Chagrin Falls		1		1				1			1							
Chagrin Falls Township				1														
City of Cleveland		1	1		1	1	1				1		1	1				
Cleveland Heights		1	1	1	1	1	1	1	1	1	1		1	1	1	1	1	1
East Cleveland		1	1	1	1			1			1							
Fairview Park			1		1						1							
Garfield Heights		1	1	1	1	1			1	1	1			1				
Gates Mills		1		1	1			1			1							1
Glenwillow		1	1		1			1	1									1
Highland Heights								1			1							1
Highland Hills		1	1	1	1						1	1						1
Lakewood	1	1	1	1	1	1		1	1		1			1	1	1	1	1
Mayfield Heights		1	1	1	1			1	1		1		1		1	1	1	1
Mayfield Village								1	1		1							1
Middleburg Heights		1	1		1			1			1							
Newburgh Heights	1	1	1	1	1			1			1		1					1
North Randall				1				1	1	1		1						1
North Royalton	1								1	1	1							1
Olmsted Township	1	1	1	1	1	1		1										
Parma Heights		1	1		1					1	1	1						1
Pepper Pike		1	1	1	1			1			1							1
Richmond Heights	1	1	1	1	1			1			1							
Shaker Heights	1	1	1	1	1	1	1	1	1	1	1	1				1	1	1
South Euclid	1	1	1		1	1		1	1		1		1	1	1	1	1	1
University Heights		1	1	1	1			1			1	1		1				
Valley View											1							1
Walton Hills		1	1		1						1							1
Warrensville Heights		1	1	1	1	1		1			1							1

**Table 4:** Number of Housing Inspection Staff

What is your city?	Does the city have its own housing inspectors on staff?	Number of full-time inspectors	Number of part-time inspectors	Total Staff	What is the name of the company that does your inspections?
Bay Village	✓	1		1	
Beachwood	✓	2		2	
Bedford	✓	3		3	
Brecksville					
Brooklyn	✓	1	1	2	
Chagrin Falls	✓	1		1	
City of Cleveland	✓	65		65	
Cleveland Heights	✓	6	4	10	
East Cleveland	✓		2	2	
Garfield Heights	✓	2	2	4	
Gates Mills	✓	1		1	
Glenwillow	✓		2	2	Municipal Building Inspection Services (MBIS)
Highland Heights					
Highland Hills					
Lakewood	✓	11		11	
Mayfield Heights	✓	4	1	5	
Mayfield Village					
Middleburg Heights	✓	1	1	2	
Newburgh Heights	✓		2	2	
North Randall	✓	1	2	3	
North Royalton	✓	2	1	3	
Olmsted Township	✓	1		1	
Parma Heights	✓	1	7	8	
Pepper Pike					Municipal Building Inspection Services (MBIS)
Richmond Heights	✓	2		2	
Shaker Heights	✓	5		5	
South Euclid	✓	2		2	
University Heights	✓	3		3	
Valley View	✓	1		1	
Walton Hills	✓	1		1	
Warrensville Heights	✓	5		5	

**Table 5:** Number of Full-Time Inspectors by Municipality

Number of Full-Time Inspectors		
Inspectors	Cities	Notes
65	1	City of Cleveland
11	1	Lakewood
7	1	Cleveland Heights
3-5	6	
1-2	15	

employ part-time inspectors. Pepper Pike and Glenwillow (who has 1 part-time building inspector on staff) work with Municipal Building Inspection Services (MBIS), an independent housing inspection agency.

## Code Enforcement

Code enforcement is a critical tool in stabilizing neighborhoods and combating blight. It is useful as an early intervention tool to identify homeowners that may need assistance with repairs, to identify irresponsible homeowners and to discourage speculation. In a weak housing market it is also useful to monitor the quality of bank-owned properties, the rental housing stock, and the conversion of owner-occupied housing to renter-occupied.

For cities that do regular (non-emergency or non-complaint driven) code enforcement for owner occupied housing, the intervals range from annually (13 cities) to every 5 years (1 city). Five never do regular code enforcements

for owner-occupied housing. Two noted that they inspect as needed, or if there were complaints. Three cities did not respond to this question.

Code enforcement for renter occupied housing followed a similar pattern. Regular (non-emergency or non-complaint driven) inspections ranged from annually (9 cities) to every 4 years (1 city). The majority of cities do an annual inspection. (See Table 6.)

Overall, more than 68% of jurisdictions are satisfied with the frequency and level of code enforcement. Representatives from 6 municipalities (Olmsted Township, North Royalton, City of Cleveland, Garfield Heights, Mayfield Heights, East Cleveland) believe that neither the frequency nor the level of code enforcement is sufficient in their city. (See Table 7.) Further, as noted above, 6 cities would like to be able to do point-of-sale inspections. (See Table 3.)

A total of 22 municipalities responded "yes" or "maybe" to the prospect of

sharing code enforcement with other cities. (See Table 8.) Of these respondents, 15 (68%) are municipalities from the east side and 6 are from the

west side. (See Table 9.) The City of Cleveland also expressed interest in sharing code enforcement resources with other cities.

**Table 6:** Frequency of Code Enforcement

Frequency of Code Enforcement				
	Owner Occupied	%	Renter Occupied	%
Annually	13	38%	9	26%
Every other year	2	6%	4	12%
Every 3-5 years	5	15%	5	15%
Continuously or as needed	4	12%	0	0%
Point of Sale	1	3%	1	3%
Complaint-driven	1	3%	1	3%
Change of occupant	N/A		3	9%
Never	5	15%	8	24%
Did Not Respond	3	9%	3	9%
Total	34	100%	34	100%

**Table 7:** Satisfaction with Code Enforcement Frequency and Level

Satisfaction with Code Enforcement				
	Frequency	%	Level	%
Yes	23	68%	22	65%
No	8	24%	9	26%
Did Not Respond	3	9%	3	9%
Total	34	100%	34	100%

**Table 8:** Desire to Share Code Enforcement with Other Cities or County

<b>Desire to share code enforcement</b>				
	<b>Cities</b>	<b>%</b>	<b>County</b>	<b>%</b>
Yes	8	24%	7	21%
Maybe	14	41%	14	41%
No	9	26%	10	29%
Did Not Respond	3	9%	3	9%
<b>Total</b>	<b>34</b>	<b>100%</b>	<b>34</b>	<b>100%</b>

**Table 9:** Interest in Shared Code Enforcement by Geography

<b>Interest in Shared Code Enforcement by Geography</b>								
	<b>Shared code enforcement with other cities</b>				<b>Shared code enforcement with the County</b>			
	East Side	%	West Side	%	East Side	%	West Side	%
Yes	7	31.8%	1	12.5%	6	27.3%	1	12.5%
Maybe	8	36.4%	5	62.5%	10	45.5%	3	37.5%
No	7	31.8%	2	25.0%	6	27.3%	4	50.0%
<b>Total</b>	<b>22</b>		<b>8</b>		<b>22</b>		<b>8</b>	

As for shared code enforcement in the County, a total of 21 municipalities responded with a “yes” or “maybe”. Of these cities, 16 municipalities from the east side and 4 from the west side expressed interest. (See Table 9.)

**Table 10:** Desired Programs for Possible Collaboration with Other Cities

<b>Desired Programs for Possible Collaboration with Other Cities</b>		
<b>Program</b>	<b>Number of Cities</b>	<b>Notes</b>
Housing Repair	5	One city specifically mentioned repair for senior housing
Inspections	2	For new and regular housing construction
Rental Programs	2	
Other		Technical assistance, foreclosure prevention, code enforcement software, bulk purchasing, countywide contractor registration, uniform county-wide building code, vacant property maintenance/owner verification
<b>Programs Desired for Possible Collaboration with Cuyahoga County</b>		
Loans, grants, and incentive programs for home maintenance	12	
Other		Rental programs, nuisance abatement, housing court, non income-restricted down payment funds, foreclosure prevention and vacant property management, land trust, electronic filing for the county, database, building inspections, others awareness workshops

## Collaboration with other Cities

In addition to the 22 cities that would be or might be interested in exploring shared code enforcement, cities are interested in exploring collaborations with other cities to provide additional housing programs, services or resources to their residents. The most desired program is housing repair. (See Table 10.)

## Collaboration with Cuyahoga County

Cities were also asked if they would be interested in exploring collaboration with the County to provide additional housing programs, services or resources to their residents. More cities are interested in collaborating with the County than with other cities; 24/34 (71%). However, there is a high degree of overlap between the two. Seventeen cities were interested in exploring collaboration with other cities as well as with the county, suggesting that cities are seeking efficient solutions to address their housing issues. (See Table 11.)

As evidenced in the table below, cities are interested in a variety of collaborative programs. The most common area with collaborative potential is in financial programs – loans, grants, demolition funding, etc. Several cities mentioned non-income restricted down payment funds (specifically for the inner-ring suburbs), seed money for a revolving loan fund, low-interest loan programs, and home improvement grants. One interesting idea involved a home improvement plan that is partially a grant and partially an upfront payment by the homeowner.

Other suggestions included home repair assistance, shared code enforcement, shared housing inspections, safety improvement grants for seniors, bulk purchasing agreements, and a county-wide housing court. A few cities would like the County to upgrade its technology tools to include code enforcement software and electronic filing systems with access to county-wide housing data (Auditor, Recorder, etc.)

**Table 11:** Cities Interested in Exploring Collaboration

Cities Interested in Exploring Collaboration (1=Yes)						
City	With other cities		With the county		Both	Same area?
	Yes	In what program areas?	Yes	In what program areas?		
Bay Village	✓		✓		✓	
Bedford	✓		✓		✓	
Brooklyn	✓		✓		✓	
City of Cleveland	✓					
Cleveland Heights	✓	<ul style="list-style-type: none"> <li>• Landlord training</li> <li>• CMHA subsidy training (willing to offer to other cities)</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Continue with lead program grant</li> <li>• Demo funding</li> <li>• Electronic filing system with county-wide housing database</li> <li>• Code enforcement software</li> </ul>	✓	
East Cleveland	✓	<ul style="list-style-type: none"> <li>• Housing inspection programs</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Housing inspection programs</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Housing inspection programs</li> </ul>
Garfield Heights	✓	<ul style="list-style-type: none"> <li>• Home improvement grants</li> <li>• Safety improvement grants (for senior citizens)</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Home improvement grants</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Home improvement grants</li> </ul>
Gates Mills	✓	<ul style="list-style-type: none"> <li>• Home repair assistance</li> </ul>				
Glenwillow, Village of	✓	<ul style="list-style-type: none"> <li>• Housing inspection programs (new construction and repairs)</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Home improvement grants (non-income dependent)</li> </ul>	✓	
Highland Heights			✓			
Highland Hills, Village of	✓	<ul style="list-style-type: none"> <li>• Home repair assistance</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Housing repair assistance</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Home repair assistance</li> </ul>
Lakewood	✓	<ul style="list-style-type: none"> <li>• Bulk purchasing</li> <li>• County-wide contractor registration</li> <li>• Uniform county-wide building code</li> </ul>	✓	<ul style="list-style-type: none"> <li>• County-wide housing database, electronic filing system</li> <li>• Non-federal funding resources for housing</li> </ul>	✓	
Mayfield Heights	✓	<ul style="list-style-type: none"> <li>• All services, especially fire housing and service</li> </ul>	✓	<ul style="list-style-type: none"> <li>• Home preservation programs</li> </ul>	✓	
Mayfield Village			✓	<ul style="list-style-type: none"> <li>• Low interest loan program</li> </ul>		
Middleburg Heights	✓		✓		✓	

**Table 11 Continued:** Cities Interested in Exploring Collaboration

Cities Interested in Exploring Collaboration (1=Yes)						
City	With other cities		With the county		Both	Same area?
	Yes	In what program areas?	Yes	In what program areas?		
North Randall			✓	<ul style="list-style-type: none"> <li>Home improvement grants</li> <li>Any other grants</li> </ul>		
North Royalton	✓	<ul style="list-style-type: none"> <li>Home repair assistance</li> </ul>				
Olmsted Township	✓	<ul style="list-style-type: none"> <li>Rental programs</li> </ul>	✓	<ul style="list-style-type: none"> <li>Rental programs</li> <li>Nuisance abatement</li> <li>Housing court</li> </ul>	✓	<ul style="list-style-type: none"> <li>Rental programs</li> </ul>
Parma Heights	✓	<ul style="list-style-type: none"> <li>Home repair assistance</li> <li>Home preservation programs</li> <li>Vacant property maintenance programs</li> <li>Verifying vacant or foreclosed property owners</li> </ul>	✓	<ul style="list-style-type: none"> <li>See prior answer</li> </ul>	✓	<ul style="list-style-type: none"> <li>Home repair assistance</li> <li>Home preservation programs</li> <li>Vacant property programs</li> <li>Verifying owners</li> </ul>
Pepper Pike	✓		✓		✓	
Richmond Heights	✓		✓	<ul style="list-style-type: none"> <li>Emergency repair loan</li> </ul>	✓	
Shaker Heights	✓	<ul style="list-style-type: none"> <li>Code enforcement software</li> </ul>	✓	<ul style="list-style-type: none"> <li>Owner occupancy programs, i.e. land trust</li> <li>Property upgrade incentives for multi-family property owners</li> <li>Landlord training</li> </ul>	✓	
South Euclid	✓	<ul style="list-style-type: none"> <li>Seed money for a revolving loan fund for innovative housing initiatives</li> <li>Paint Program through the Home Repair Resource Center or the First Suburbs Development Council</li> </ul>	✓	<ul style="list-style-type: none"> <li>See prior answer</li> <li>Curb appeal matching grants</li> <li>Non-income restricted down payment funds for inner-ring suburbs</li> </ul>	✓	<ul style="list-style-type: none"> <li>Seed money for a revolving loan fund</li> <li>Paint Program</li> </ul>
University Heights	✓	<ul style="list-style-type: none"> <li>Foreclosure prevention</li> </ul>	✓	<ul style="list-style-type: none"> <li>Foreclosure prevention</li> </ul>	✓	<ul style="list-style-type: none"> <li>Foreclosure prevention</li> </ul>
Valley View			✓	<ul style="list-style-type: none"> <li>Rehab grants/loans</li> </ul>		
Walton Hills, Village of			✓			
Warrensville Heights	✓		✓		✓	
<b>Total</b>	22		24		19	

## The Heritage Home Program

Just over half, 56% of the respondents participate in the Cleveland Restoration Society's Heritage Home Program (See Table 12).

**Table 12:** Heritage Home Program Participation

Heritage Home Program Participation		
Response	Number	%
Yes	19	56%
No	12	35%
Did Not Respond	3	9%
Total	34	100%

Of the cities that did not participate, various reasons were given. Four of the respondents did not know why their cities don't participate and two were not aware of the program. However, two thought it was too expensive for the city to "join" and two thought it was too inflexible. For two other cities, their homes did not qualify for the program (See Table 13).

**Table 13:** Heritage Home Participation – Why Cities Don't Participate

Heritage Home Program Participation		
Response	Frequency	Cities
I don't know	4	Olmsted Township, Highland Hills, Pepper Pike, Bay Village
Unaware of the program	2	North Randall, Valley View
Cost prohibitive/too expensive	2	Garfield Heights, Lakewood
Too strict or inflexible	2	Richmond Heights, Lakewood
Irrelevant to residents or homes do not qualify	2	Chagrin Falls Township, Garfield Heights
Unclear/no response	2	Warrensville Heights, Fairview Park

## Top Issues in Cuyahoga County

The top three housing issues noted by survey respondents are lack of maintenance, disinvestment and obsolescence (14), vacancy and abandonment (13), and issues related to rental programs in regards to maintenance, turnover, etc. (8). Foreclosure, which is closely related to vacancy and abandonment is also a top concern (7).

**Table 14:** Top issues facing municipalities in Cuyahoga County

Issue	Total	Bay Village	Beachwood	Bedford	Brecksville	Brooklyn	Brooklyn Heights*	Chagrin Falls	Chagrin Falls Township*	City of Cleveland	Cleveland Heights	East Cleveland	Fairview Park*	Garfield Heights	Gates Mills	Glenwillow, Village of	Highland Heights	Highland Hills, Village of	Lakewood	Mayfield Heights	Mayfield Village	Middleburg Heights	Newburgh Heights	North Randall	North Royalton	Olmsted Township	Parma Heights	Pepper Pike	Richmond Heights	Shaker Heights	South Euclid	University Heights	Valley View	Walton Hills, Village of	Warrensville Heights	
Lack of maintenance, disinvestment, aging housing stock and obsolescence	14									1				1		1			1	1	1		1				1	1	1			1	1			
Vacancy/abandonment	13	1				1				1	1		1						1	1				1							1			1	1	
Rental program issues	8			1		1		1										1		1							1	1								
Foreclosure	7	1								1										1								1			1		1	1		
Resources for homeowner maintenance	5									1			1									1		1									1			
Inspection and code enforcement issues	3									1								1							1											
Lawn maintenance	3															1				1			1													
Decreasing housing values	2																												1		1					
Credit and financing	2											1																			1					
Lack of new construction or developable areas	2	1	1																																	
Accessibility/Aging in place	2																	1								1										
Blight	2									1	1																									
Ownership issues (unable to find owner, REO or bank owned)	2																																	1	1	
Lack of commercial development	1																									1										
High cost of housing	1		1																																	
Merging school system	1																																		1	
Lack of housing supply	1		1																																	
Flooding/external variables	1																								1											

**Table 15:** Titles of County Housing Survey Respondents\*

<b>County Housing Survey Respondents</b>	
<b>What is your city?</b>	<b>What is your title?</b>
Bay Village	Building Official
Beachwood	Building Commissioner
Bedford	City Manager
Brecksville	Chief Building Official
Brooklyn	Building Commissioner
Brooklyn Heights*	Chief Building Official
Chagrin Falls	Chief Administrative Officer
Chagrin Falls Township*	NR
City of Cleveland	Director, Department of Building & Housing
Cleveland Heights	Housing Director
East Cleveland	Community Development Dept Director
Fairview Park*	Building Commissioner
Garfield Heights	Economic Development Director
Gates Mills	Service Director/Building Official
Glenwillow, Village of	Economic Development Director
Highland Heights	Building Commissioner
Highland Hills, Village of	Assistant Building Official
Lakewood	Programs Manager
Mayfield Heights	Building Director; Building Commissioner
Mayfield Village	Chief building official
Middleburg Heights	Housing Manager
Newburgh Heights	Building Commissioner
North Randall	Building Commissioner
North Royalton	Director Community Development
Olmsted Township	Building Commissioner
Parma Heights	Building, Housing, & Recycling Coordinator
Pepper Pike	Chief Building Officer
Richmond Heights	Building Commissioner
Shaker Heights	Director of Neighborhood Revitalization
South Euclid	Housing Manager
University Heights	Building Commissioner
Valley View	Building Commissioner
Walton Hills, Village of	Building Official

\*Respondents with an asterisk (\*) only completed the first question about departmental staff.



# County Planning

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