

Core Service Report

Landlord / Tenant Assistance

Consumer Category:
Basic Needs

Primary Consumer Group:
**Persons or Households
that are Housing Insecure**



February 2007

TABLE OF CONTENTS

Companion Reports	ii
Acknowledgements	ii
Snapshot	iii
I. Foreword	1
Introduction	1
Methodology	1
II. The Core Service Environment	3
Core Service Environment.....	3
Public Policy Issues	4
III. The Core Service Consumers	8
Definition Of Target Population.....	8
Demographic Characteristics.....	8
Realized Access To Service	9
IV. Core Service Delivery	11
Core Service Definition	11
Background On Core Service	11
Funding Of Core Services.....	14
Identified Revenues	15
Reimbursement/Cost	16
V. What Works; What Doesn't	17
Impact On Individuals/Families	17
Impact On Community	18
Accreditations/Standards/Certifications	19
VI. Gap Analysis	20
VII. Summary	22
References	23
Attachments	24
Attachment 1: Researcher List	24
Attachment 2: Technical Notes	25
Attachment 3: Actual Consumer Demographics.....	33
Attachment 4: Actual Consumer Zip Codes.....	35
Attachment 5: Profile Of Core Service Providers – 2005	37
Attachment 6: Providers And Functions – 2005	39
Attachment 7: United Way - First Call For Help Requests – 2000-2004	40
Attachment 8: United Way - First Call For Help Requests 2000-2004: Unmet Need.....	41
Attachment 9: Service Site Index.....	42
Attachment 10: Map.....	43

COMPANION REPORTS

In addition to the information included in this report, a report of the other core services (80 in total), community leader key informant interviews, United Way - First Call for Help staff focus groups, consumer snapshots, and e-survey of United Way funded executive directors, board presidents, and United Way Community Investment staff are available at <http://www.uws.org>.

ACKNOWLEDGEMENTS

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SNAPSHOT

AIRS Code Level I: Criminal Justice and Legal Services

AIRS Code Level II: Legal Services (FT)

Core Service: Landlord/Tenant Assistance (FT-450)

Investment Committee: Strong Families=Successful Children Investment

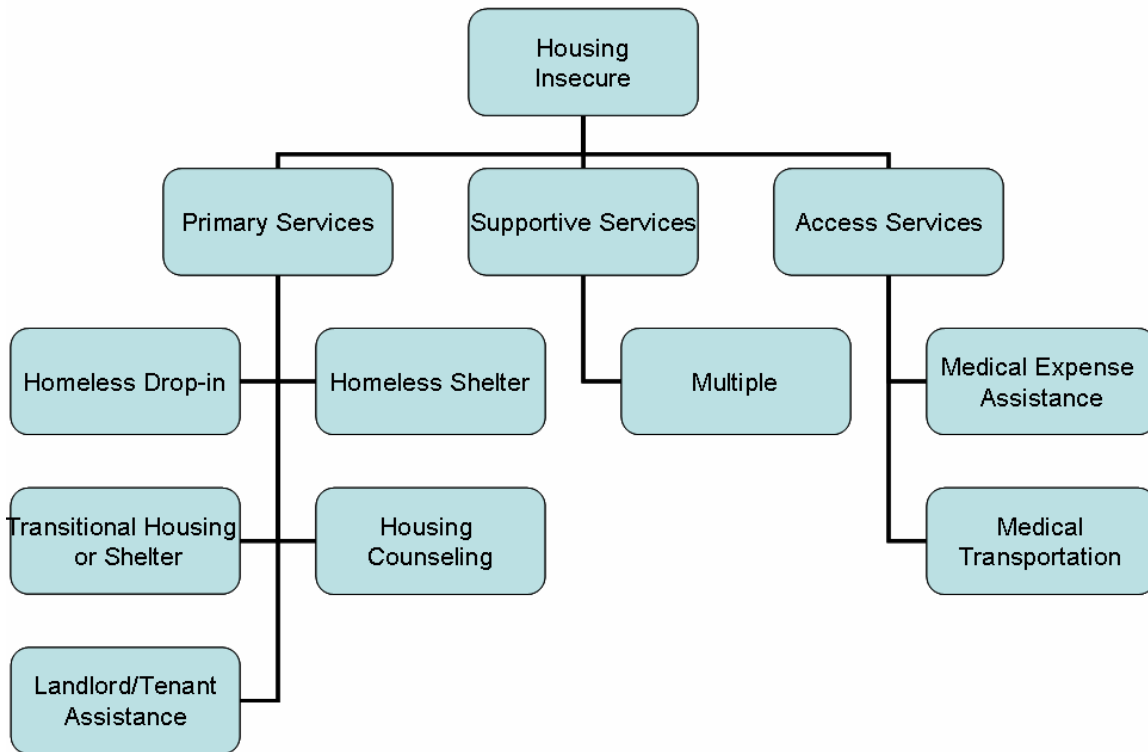
Cluster: Basic Needs

AIRS Definition: Programs that provide assistance, information and support for tenants and/or landlords who are involved in rental housing disputes; or that administer state laws or local ordinances that govern rent control and other aspects of tenant/landlord relations.

Special Note: The Landlord Tenant assistance report focuses on renters while the Housing Counseling report focuses on home buyers which include current renters or owners.

The Landlord/Tenant Assistance Program is part of a family of services for individuals and households who are housing insecure. It is one of five primary services targeting this consumer group. In addition, there are two services that facilitate access to other needed services.

Family of Services AIRS: Basic Subsistence



Core Service Environment

Under Ohio law, landlords and tenants have specific duties after entering into a rental agreement. A landlord's duties include keeping the premises fit, safe, and sanitary with systems in good working order; providing notice to tenants before entering their unit; and adhering to eviction laws. A tenant's duties include keeping the premises safe and sanitary, proper use of electrical and plumbing fixtures, maintaining appliances, and complying with drug laws governing the premises. A key component to ensure the equity of these laws in practice are programs that provide assistance, information and support for tenants and/or landlords who are involved in rental housing disputes; or that administer state laws or local ordinances governing rent control and other aspects of tenant/landlord relations.

There are a number of landlord/tenant issues specific to the Greater Cleveland area. The Greater Cleveland area has a large stock of rental housing of varying quality, but it also has a substantial shortage of low-cost housing available to low-income and moderate-income families. The lack of affordable housing and decreasing federal support of housing assistance programs is a public policy issue that profoundly affects landlord/tenant assistance programs. Of considerable concern in our community is the high concentration of lead-based paint present in rental housing and older housing stock that dates back to the time when such paint was commonly used.

The American Bar Association approved the Uniform Residential Landlord and Tenant Act in 1974; its intention was to make residential landlord and tenant laws fairer to all parties and more relevant to rentals in a modern urban setting. Fifteen states have adopted the URLTA. However, in Ohio, the Ohio Tenant-Landlord Law regulates landlord/tenant disputes. The rules and regulations regarding the rights of landlords and tenants are outlined in detail in this law.

The Federal Fair Housing Act prohibits discrimination in housing and the rental market and led to the development of the U.S. Department of Housing and Urban Development (HUD). Today, HUD's level of involvement and enforcement has expanded into such areas as retaliatory and wrongful evictions, utility disputes, security deposits, code enforcements, and the completion of timely repairs while maintaining a focus on fair housing compliance.

Core Service Consumers

The target population addressed in this core service report is cost burdened renter households, namely those paying more than 30 percent of their income for housing, who are in need of programs that provide assistance, information about rights, and support for rental housing disputes.

In 2000, there were 571,606 Cuyahoga County households; nearly 37 percent (210,469) of these were renter households. This was substantially above both the national and the state averages. In 2000, 78,638 (37.4 percent) of renter households were housing-cost burdened, with more than 30 percent of occupants' incomes needed for housing. The number of cost-burdened renter households is projected to decrease to 73,880 by 2015 because of population shifts.

Core Service Delivery

The definition of landlord/tenant assistance for this report is as follows: programs that provide assistance, information, and support for tenants and/or landlords who are involved in rental housing disputes; or administer state laws or local ordinances that govern rent control and other aspects of tenant/landlord relations.

Many landlord/tenant assistance programs are web-based or maintain websites that offer a wealth of information including links to related sites. The Ohio Landlord Tenant website focuses primarily on landlords and offers a 91-page booklet about landlords' legal rights. COHHIO is a coalition of organizations and individuals committed to ending homelessness and to promoting decent, safe, fair, affordable housing for all, with a focus on assisting low-income and special needs people. Their website offers statewide and national organization contact information, a legislative directory, advocacy tools, and information on the Youth Empowerment Program. HUD's website offers Ohio links that address rental help, resources for persons with disabilities, local tenant rights, laws and protections, help with utility bills, low income tax credits and other information about renters' checklists, vouchers, income limits, landlords and tenants.

Locally, Cleveland is one of three jurisdictions in Ohio with special jurisdiction courts that deal specifically with housing and landlord/tenant issues. Cleveland has had this court since 1980; it was created due to the deteriorated housing stock in local Cleveland neighborhoods. The court hears civil cases dealing with landlord and tenant issues; it also handles criminal cases dealing with violations of the city's housing, building and fire codes. It also has a website that provides information for landlords and tenants as well as guidelines for "screening landlords."

The Cleveland Tenants Organization (CTO) was founded in 1975 to provide landlords and tenants with information about the Ohio Landlord Tenant Law. CTO is governed by a 21-person board of trustees that represent a broad spectrum of the community. CTO has approximately 400 individual members and over 1,000 affiliate members who belong to local tenant organization "affiliates."

Based on United Way First Call for Help's (FCFH) database (February 2005), there are 14 landlord/tenant assistance program providers operating from 17 different sites, 8 of which are government run and 5 are nonprofit. In FY 2004 (July 2003 to June 2004), United Way funded one provider for this core service. FCFH's call data shows an increase in the number of total requests for landlord/tenant assistance programs in the county: from 479 in 2000 to 1,223 in 2004 (155 percent). Over the same five-year period, FCFH had 4,419 requests for information about landlord/tenant assistance. Of these requests, they were able to make referrals to more than 99 percent of callers.

The major sources of government funding for landlord/tenant assistance programs are the Community Development and Community Services Block Grants, Housing Opportunities for People with AIDS, Supportive Housing Program, and TANF (Temporary Assistance for Needy Families).

Between calendar years 2002 and 2004, based on figures reported by the Office of Homeless Services, funding has increased from \$120,730 to close to \$254,000 for landlord/tenant assistance in Cuyahoga County.

As of May 11, 2006, \$432,935 in revenues for landlord/tenant assistance programs has been identified countywide. Over 75 percent of the revenues are from contracts or grants from government organizations. Foundations account for nearly 14 percent of total reported funding. United Way of Greater Cleveland accounts for nearly 11 percent of total funding from both Investment Committee allocations and designations.

An average cost for landlord/tenant assistance is \$175 per family for mediation plus an average of \$600 for rental assistance, equaling approximately \$775 per family.

What Works; What Doesn't

The availability of landlord/tenant assistance and the laws to protect tenants and enforce housing codes has been beneficial in preventing retaliatory and wrongful evictions, resolving utility disputes, safeguarding security deposits, enforcing housing codes and ensuring the completion of timely repairs while maintaining a focus on fair housing compliance. In addition, landlord/tenant assistance has provided critical financial assistance to tenants so they may maintain their residence and overcome a short-term inability to pay during a period of acute financial stress.

There are a number of areas of landlord/tenant relations in which the potential for significant return on investment may be realized. It is generally thought that more targeted and pervasive tenant education would result in a better understanding of tenant rights and obligations. The assumption is that this better understanding of the rights and responsibility of the tenant will cause less disruption and less recourse to costly court action.

However, the fact is that every individual in need is not able to receive the level of support and services required because they are unaware of the existence or availability of the services. This can be corrected by improving communications with the general public through a variety of available options (neighborhood meetings, advertisements in community churches, etc.)

There are no specific accreditations for this particular service. The Ohio Supreme Court licenses attorneys through a competitive test and the American Bar Association credentials attorneys primarily through requirements for ongoing education. At this time, there are no accreditation standards specific to providing services through a legal aid program, which is where most landlord tenant issues are addressed.

Gap Analysis

The estimated universe of possible consumers is 78,638, including both realized access (13,605) and unrealized access (65,033).

Countywide, there are 17 service sites for landlord/tenant assistance programs. This is a ratio of 4,626 possible consumers (estimated 78,638 total) per service site countywide. The ratios on the Service Site Index range from a high of 148:1 in zip code 44102 (Cleveland/Brooklyn) to a low of 1:1 in zip code 44040 (Gates Mills/Mayfield Village).

I. FOREWORD

INTRODUCTION

United Way of Greater Cleveland (UW), in partnership with the Cuyahoga County Board of Commissioners, has initiated a large scale core service planning process to generate data and engage in community-wide dialogue about the community's safety net of core service and consumer needs in the Greater Cleveland area. In addition, UW envisions this process as an opportunity to better understand its role in the community and its long term capacity to improve the lives of Greater Clevelanders.

The primary goal of the Cuyahoga County core service research is to identify consumer needs and assess whether there are service gaps/duplications on a community-wide level. The findings from this research will guide future funding decisions at UW, and they will also be used to stimulate dialogue with other funders and groups in the community. United Way intends to continue to fund a broad array of "safety net" services that are important to the Greater Cleveland area. But it is hoped that the research findings will inform how UW dollars may be dispersed to have the greatest impact on current realities, needs, and priorities in the Greater Cleveland community.

METHODOLOGY

United Way contracted with MCS Consulting Service, LLC, to conduct the core service research, which focuses on both the consumers served and services provided. (See Attachment 1 for list of members of the research team.) The research team has obtained information about each core service from multiple data sources. At the end of the research process there will be substantial information available for some services and less for others, which will provide a clearer picture of what information *is* available and where there are *significant gaps*.

The questions addressed are:

- Including public policies, what are the environmental influences that are impacting both service consumers and the capacity for service delivery?
- Who are the service consumers? What are the factors that lead to a need for services? How many consumers are there? How many have there been in the past several years and what factors influenced the historic trend line? What are the projected numbers for the future? What is their demographic profile? Where do they reside? How many are receiving services funded by government and/or United Way?
- What is the philosophy that drives service delivery? Has it changed? What does the service consist of? Who provides the service?
- What are the funding sources? What are the annual revenues from government sources, federated fund raising organizations, foundations, and United Way of Greater Cleveland? What are the historic government funding trends and what is projected for the future? What is the reimbursement amount?
- What works and what doesn't work in service delivery?
- Are there service gaps, duplication, under-utilization?

The primary information sources used for this report are:

- Results of 20 focus groups with 159 direct service staff of United Way member agencies and non-members, and key informant interviews with 93 experts in the respective service areas (February 2005). Participants were asked about consumer populations that are increasing and those with unmet needs; they provided insight about specific service gaps and duplication, as well as services they perceive to be outdated or under-utilized.
- United Way Program Report data for FY 2004 (July 2003 to June 2004). Each year United Way member agencies submit information to their respective investment committees on each funded core service they provide. Among other things, this information includes a demographic profile of the consumers served, the zip codes where the consumers reside, and all revenue sources that support the service. The research team has aggregated this information for each core service.
- United Way - First Call for Help call data (2000 to 2004) - United Way - First Call for Help provides a 24/7 information and referral service through its 211 telephone line. The research team analyzed data from its large database, which includes the names of service providers for most core services, the activities they provide and the zip codes in which they and those they serve are located, the number of calls received, and whether the need was met or unmet. Unmet needs are those for which there was no resource to reference.
- Literature reviews on service trends and issues as well as best practices (i.e., what works/ what doesn't work in service delivery), including impact on the individual/family and on the community.
- Searches for information on public policies that are currently impacting consumers or service delivery.
- U.S. Census and American Community Survey data for various time periods.
- Data from funders on actual consumer populations and funding levels.

(See Attachment 2 for technical notes on the research methodology as well as limitations of the data.)

II. THE CORE SERVICE ENVIRONMENT

CORE SERVICE ENVIRONMENT

Under Ohio law, landlords and tenants have specific duties after entering into a rental agreement. A landlord has the duty to:

- Put and keep the premises in a fit and habitable condition.
- Keep the common areas safe and sanitary.
- Comply with building, housing, health, and safety codes.
- Keep in good working order all electrical, plumbing, heating, and ventilation systems and fixtures.
- Maintain all appliances and equipment supplied or required to be supplied by the landlord.
- Provide running water and reasonable amounts of hot water and heat, unless the hot water and heat are supplied by an installation that is under the exclusive control of the tenant and supplied by a direct public utility hook-up.
- Provide garbage cans and arrange for trash removal if the landlord owns four or more residential units in the same building.
- Give at least 24 hours notice, unless it is an emergency, before entering a tenant's unit, and enter only at reasonable times and in a reasonable manner.
- Evict the tenant when informed by a law enforcement officer of drug activity by the tenant, a member of the tenant's household, or a guest of the tenant occurring in or otherwise connected with the tenant's premises.

A tenant has the duty to:

- Keep the premises safe and sanitary.
- Dispose of rubbish in the proper manner.
- Keep the plumbing fixtures as clean as their condition permits.
- Use electrical and plumbing fixtures properly.
- Comply with housing, health, and safety codes that apply to tenants.
- Refrain from damaging the premises and keep guests from causing damage.
- Maintain appliances supplied by the landlord in good working order.
- Conduct themselves in a manner that does not disturb any neighbors and require guests to do the same.
- Permit landlord to enter the dwelling unit if the request is reasonable and proper notice is given.
- Comply with state or municipal drug laws in connection with the premises and require house-hold members and guests to do likewise (CTO, n.d.).

Ohio law also requires that landlords practice fair housing and does not discriminate. Landlords are not permitted to retaliate, nor are self-help evictions permitted where a landlord shuts off utilities, changes locks to force a tenant out of the unit, or seizes property to recover unpaid rent.

Ohio also has established housing codes to ensure that residential rental units are habitable at the time of rental and during the tenancy. A breach of the warranty of habitability or a covenant within the lease may constitute constructive eviction, allow the tenant to withhold rent, repair the problem and deduct the cost from the rent, or recover damages.

The cost of forced eviction is significant across a broad range of social domains. Recently there is interest in calculating the cost of what is called “non-eviction moves.” This is a phenomenon that disproportionately affects low-income, minority, and immigrant populations and applies when landlords “buy-out” tenants for purposes of utilizing the property (either the structure itself or the land that the building sits upon) in a more profitable way.

There are a number of landlord/tenant issues that are specific to the Greater Cleveland area. The Greater Cleveland area has a large stock of rental housing of varying quality, but it also has a substantial shortage of low-cost housing available to low- and moderate-income families.

PUBLIC POLICY ISSUES

NATIONAL

Federal Acts and Regulations

Below is explanation of several laws and regulations that protect tenants and landlords in the housing market.

- Uniform Residential Landlord and Tenant Act – Issues regarding landlord and tenant disputes are mostly regulated at the state level. However, in the 1960s, at the time of the civil rights movement and heightened concerns about the legal rights of the poor, the federal government funded a legal aid project to write a model landlord and tenant act. The model code drafted at that time was given to the National Conference of Commissioners on Uniform State Laws, who drafted the Uniform Residential Landlord and Tenant Act (URLTA) in 1972. This code was approved by the American Bar Association in 1974. It was intended to make residential landlord and tenant laws fairer for all parties and more relevant to rentals in a modern urban setting. Landlord and tenant law before that time was often based on the common law, or law established by court decisions. Since that time, 15 states have adopted the URLTA; however, Ohio did not adopt ULTRA and has its own laws that regulate landlord/tenant disputes, as is explained further below in this section.
- Federal Fair Housing Act and U.S. Department of Housing and Urban Development (HUD) – Federal law prohibits discrimination in housing and the rental market under the Civil Rights Act of 1968 & 42 U.S. Code, Chapter 45, Federal Fair Housing Act. The U.S. Housing Act of 1937 ultimately led to the development and the creation of HUD (The Department of Housing and Urban Development) in 1965. In 1968 the passage of The Civil Rights Act, also known as the Fair Housing Act, outlawed discrimination related to housing and gave HUD enforcement responsibilities. HUD’s existence was established for the purpose of increasing home ownership and offering access to affordable housing free from discrimination for low-income persons/families.

Today, HUD’s level of involvement and enforcement has expanded into such areas as retaliatory and wrongful evictions, utility disputes, security deposits, code enforcements, and the completion of timely repairs while maintaining a focus on fair housing

compliance. HUD offers a considerable amount of useful information (available at www.hud.gov) for any agency or support group. One source of data is Fair Market Rents (FMR), which calculates amounts of housing assistance to aid lower-income families as determined by the FMR for each state and community. FMR's are comprised of rent estimates that include shelter rent and the cost of utilities (excluding telephones) and are based on recent movers (renters who moved into their households within the past 15 months). FMR's are expressed as a percentile point within rent distribution of quality rental housing units. Typically, HUD utilizes either the 40th or 50th percentile when publishing the FMR's for each sector of the country. The FMR's are then used to indicate the payment standards for the Housing Choice Voucher program (rentals or housing), maximum rent levels, maximum subsidy levels, etc. Other HUD sites available to all are Fair Housing Laws, Fair Housing and Equal Opportunity, Resident Rights and Responsibilities, Multifamily Clearing House (for both renters and developers) which also includes a Multifamily Housing Complaint Line.

The following table is located on the U.S. Department of Housing and Urban Development's Homes and Communities Web site: <http://www.hud.gov/offices/adm/about/admguid/hudstratfw.cfm>.

HUD-wide Strategic Framework		
Mission: Increase homeownership, support community development, and increase access to affordable housing free from discrimination.		
Programmatic Strategic Goals		
Increase homeownership opportunities	Promote decent affordable housing	Strengthen communities
<ul style="list-style-type: none"> Expand national homeownership opportunities. Increase minority homeownership. Make the home buying process less complicated and less expensive. Fight practices that permit predatory lending. Help HUD-assisted renters become homeowners. Keep existing homeowners from losing their homes. 	<ul style="list-style-type: none"> Expand access to affordable rental housing. Improve the physical quality and management accountability of public and assisted housing. Increase housing opportunities for the elderly and persons with disabilities. Help HUD-assisted renters make progress toward self-sufficiency. 	<ul style="list-style-type: none"> Provide capital and resources to improve economic conditions in distressed communities. Help organizations access the resources they need to make their communities more livable. End chronic homelessness and move homeless families and individuals to permanent housing. Mitigate housing conditions that threaten health.
Cross-Cutting Strategic Goals		
Ensure equal opportunity in housing		
<ul style="list-style-type: none"> Resolve discrimination complaints on a timely basis. Promote public awareness of fair housing laws. Improve housing accessibility for persons with disabilities. 		

HUD-wide Strategic Framework (continued)

Embrace high standards of ethics, management and accountability
<ul style="list-style-type: none"> • Rebuild HUD's human capital and further diversify its workforce. • Improve HUD's management, internal controls and systems and resolve audit issues. • Improve accountability, service delivery and customer service of HUD and its partners. • Ensure program compliance. • Improve internal communications and employee involvement
Promote participation of faith-based and community organizations
<ul style="list-style-type: none"> • Reduce regulatory barriers to participation by faith-based and community organizations. • Conduct outreach to inform potential partners of HUD opportunities. • Expand technical assistance resources deployed to faith-based and community organizations. • Encourage partnerships between faith-based/community organizations and HUD's traditional grantees.
Content updated August 25, 2003

The Fair Housing Act (available at www.hud.gov/fairhousing) is the controlling legislation for determining the broad legal rights of the general public and how the law is to be interpreted for prohibited acts, mortgage lending, protection for the disabled, construction requirements (after March 31, 1991), housing opportunities for families, and where to make contact if a person believes his/her rights have been violated.

- Lead Paint Disclosure Rule of the Residential Lead-Based Paint Hazard Reduction Act of 1992 – Lead paint is a significant public policy issue, especially in areas with older housing that is not maintained. Houses built before 1978 have lead-based paint. Lead is a highly toxic metal that can cause a range of health effects from behavioral problems and learning disabilities to seizures and death. Children 6 years old and under are most at risk because their bodies are growing quickly. The Residential Lead-Based Paint Hazard Reduction Act of 1992 directed HUD and the EPA (Environmental Protection Agency) to require disclosure of known information on lead-based paint and lead-based paint hazards before the sale or lease of most housing built before 1978. Landlords must disclose known information about lead-based paint and lead-based paint hazards before leases take effect; and leases must include a disclosure form about lead-based paint. Childhood lead poisoning remains a major environmental health problem in the U.S., as well as in Cuyahoga County. At the local level, in August of 2004 the Cleveland City Council passed an ordinance that requires landlords to fully disclose any known lead-based paint hazards on their property.
- Affordable Housing – Finally, decreased federal support for affording housing is a significant public policy issue that affects landlord/tenant assistance. The money Congress budgets for various federal low/moderate income housing programs has become increasingly upstaged by housing-related tax grants to homeowners. The income lost to the federal government by these tax expenditures is the result of homeowners' tax deductions for mortgage interest, property taxes, and exemptions from capital gains. These tax deductions go to families and individuals with enough wealth to own a home. Federal housing assistance budget authority has decreased 48 percent since 1976. Meanwhile, housing-related tax expenditures increased by 260 percent since 1976, totaling \$119.3 billion in 2004 (League of Women Voters, 2005). Additionally, low-rent units are disappearing from the market—abandoned, demolished,

or converted into more expensive housing. Costs of new construction continue to escalate while deep subsidies providing direct rental assistance to the poor decline. Waiting lists for housing assistance average 33 months in the nation's larger cities. Despite recent moves to increase the minimum wage, in no state does a full-time minimum wage job enable most families to pay for a moderately priced two-bedroom apartment (American Planning Association, 2003).

Specifics of funding policy will be discussed in Section IV of the report.

STATE

Ohio Regulations

Ohio Tenant-Landlord Law – In the State of Ohio, landlord tenant programs are crafted around the Ohio Revised Code, (ORC 5321.04 (A)) which has been in place since 1975. The rules and regulations regarding the rights of landlords and tenants are outlined in detail in this law. For example, tenants have various obligations such as not delaying rent payment and keeping the unit in appropriate condition. The landlord has certain duties to fulfill such as making timely repairs and maintaining in proper condition the premises, the parking lot, the landscape, and common areas. Ohio Landlord Tenant Law specifies the legal course of action that can be taken both by tenants and landlords in case of disputes.

III. THE CORE SERVICE CONSUMERS

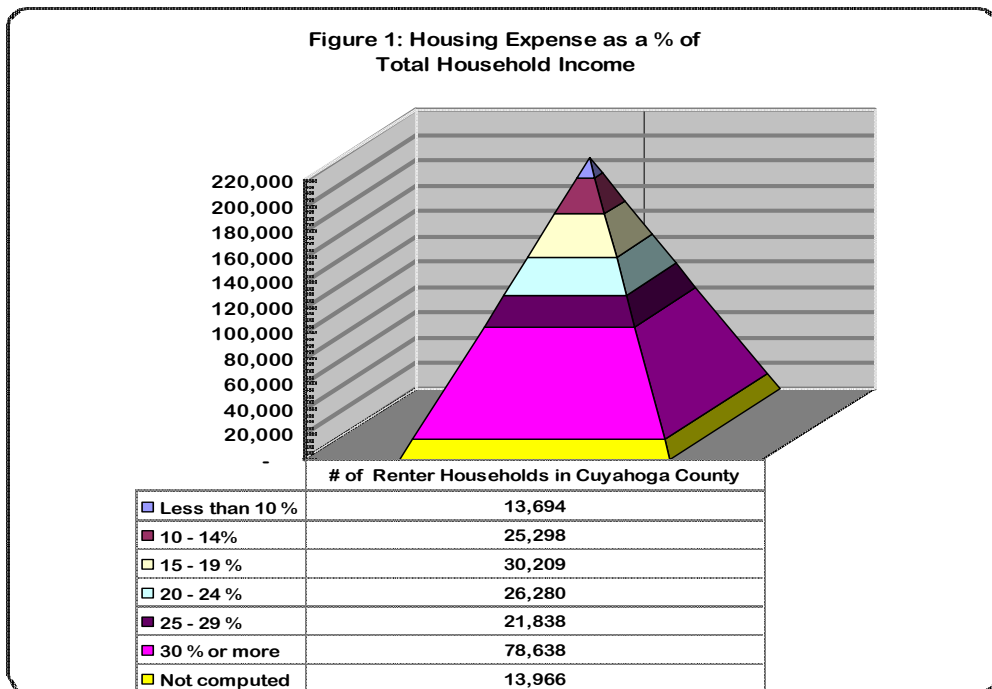
DEFINITION OF TARGET POPULATION

The target population addressed in this core service report is cost burdened renter households, namely those paying more than 30 percent of their income for housing, who are in need of programs that provide assistance, information about rights, and support for rental housing disputes.

DEMOGRAPHIC CHARACTERISTICS

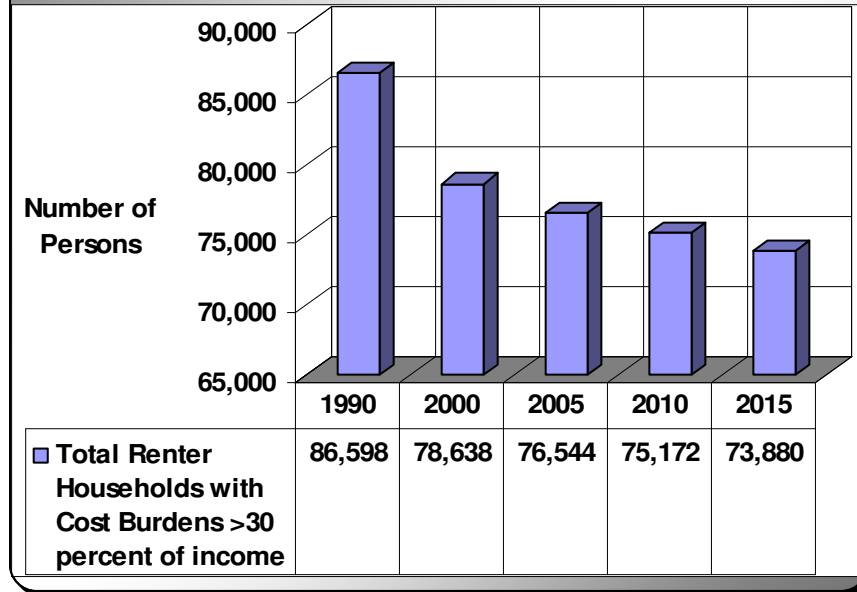
Estimated Households in Need

In 2000, there were 571,606 Cuyahoga County households; nearly 37 percent (210,469) of these were renter households. This was substantially above both the national and the state averages. In 2000, 78,638 (37.4 percent) of renter households were housing-cost burdened, with more than 30 percent of occupants' incomes needed for housing. (See Figure 1.) This is the level at which the federal government labels housing expenses as burdensome and excessive. Given the continuing rise in housing cost, some segments of the population are getting further and further behind in their efforts to locate affordable housing. In the past, rental housing has been a viable alternative for limited-income individuals. Recently, however, affordable housing has become more and more difficult to locate in safe and geographically desirable neighborhoods.



The number of cost-burdened renter households is projected to decrease to 73,880 by 2015 because of population shifts. (See Figure 2.)

**Figure 2: Landlord/Tenant Assistance
Estimated Households in Need
Cuyahoga County, 1990-2015**



Sources:
 * U.S. Census 1990 STF3 (P5), STF3 (H50); 2000, SF3 (H7); 2005-2015, Ohio Department of Development, (July, 2003) - Estimates based on population and 0.411 households per person (2000 rate).
 ** U.S. Census 2000, SF4 (HCT59). Renters with housing cost burden greater than 30 percent of income. In 2000, this represented approximately 37.4 percent of all renters. This percentage was applied to each year.

It is recognized that this is a conservative estimate of households in need of landlord/tenant assistance programs because some cost-burdened owner-occupied households may need this service as well. However, it is a number that begins to offer some clarity about the extent of need in Cuyahoga County.

REALIZED ACCESS TO SERVICE

Realized access to service is represented by the numbers of consumers actually served. It includes the actual number of consumers reported by agencies funded by United and by government funders from which it was possible to obtain data. Thus, it is an underestimate of actual numbers of consumers receiving service.

In FY 2004, United Way funded 11,259 Cuyahoga County residents 18 years and older for landlord/tenant assistance programs. In CY 2004, 2,346 actual annual consumers were funded by the Council for Economic Opportunities in Greater Cleveland (CEOGC). The Cuyahoga County Office of Homeless Services also funds landlord tenant assistance; however, no service data was available.

United Way funded reporting entities served approximately 54 percent females and 33 percent males. Racially, United Way funded tenants were 36 percent Caucasian and 58 percent African

American. Hispanics accounted for approximately 4 percent of the UW consumers. Close to 43 percent of those funded by United Way reported annual household incomes between \$10,000 - \$19,999, another 13 percent reported incomes above \$20,000. Forty-four percent did not report income. (See Attachment 3.)

Geographically, 64 percent of UW funded tenants resided in Cleveland and the remaining 36 percent in the suburbs. (See Attachment 4.) Consumers were distributed across most of the zip codes.

IV. CORE SERVICE DELIVERY

CORE SERVICE DEFINITION

The definition of landlord/tenant assistance for this core service report is as follows: programs that provide assistance, information, and support for tenants and/or landlords who need information about their rights or are involved in rental housing disputes.

BACKGROUND ON CORE SERVICE

There are several resources that provide information and assistance for both tenants and landlords of rental housing:

- The Ohio Landlord Website
- COHHIO
- HUD
- Cleveland Housing Court
- Cleveland Tenant's Organization
- Internet Site: www.housingcleveland.org
- Cleveland State University Neighborhood Link Website

The Ohio Landlord Website

All states, including Ohio, have landlord/tenant laws that must be abided by. The Ohio Landlord Tenant website at www.ohiolandlordtenant.com focuses primarily on landlords and offers a 91 page booklet about the legal rights of landlords. Topics include court tactics, eviction process, notification process, landlord retaliation, finding tenants, and issues at move in.

COHHIO

COHHIO is a coalition of organizations and individuals committed to ending homelessness and to promoting decent, safe, fair, affordable housing for all, with a focus on assisting low-income people and those with special needs. The COHHIO website (cohhio@cohhio.org) is geared to organizations and/or support groups or individuals who work with the low-income population in the state. The site offers statewide and national organization contact information, legislative directory, advocacy tools, and information on the Youth Empowerment Program (YEP). In addition, the site also provides access to fact sheets available from the National Coalition for the Homeless and other sites such as the National Alliance to End Homelessness, the National Coalition for the Homeless, the National Law Center on Homelessness and Poverty (NICHPP) and the National Low Income Housing Coalition (NLIHC).

HUD

HUD (www.hud.gov/local) offers Ohio links that address rental help (for locating subsidized apartments), resources for persons with disabilities, local tenant rights, laws and protections, help with utility bills, low income tax credits and other information about renter's checklists, vouchers, income limits, landlords, and tenants.

Cleveland Housing Court

Locally, Cleveland is one of three jurisdictions in Ohio with special jurisdiction courts that deal specifically with housing and landlord/tenant issues. Cleveland has had this court since 1980; it was created due to the deteriorated housing stock in local Cleveland neighborhoods. The court

hears civil cases dealing with landlord and tenant issues; it also handles criminal cases dealing with violations of the city's housing, building and fire codes, etc. The website www.clevelandhousingcourt.org also provides information for landlords' and tenants' responsibilities as well as guidelines for "screening landlords."

Cleveland Tenants Organization (CTO)

The Cleveland Tenants Organization (CTO) was founded in 1975 to provide landlords and tenants with information about the Ohio Landlord Tenant Law. The CTO programs include:

- *Rental Information Center* - Provides information about the Ohio Landlord-Tenant Law to landlords and tenants throughout Greater Cleveland by mail, phone, face-to-face contacts, and workshops.
- *Community Planning* – Engages in research and education about public policies that generally affect rental housing.
- *Tenant Organizing* - Provides staff support to organize and strengthen tenants' organizations in multi-family buildings and manufactured-home parks in communities throughout Northeastern Ohio.
- *Monthly Newsletter* – Develops and distributes a newsletter for the rental housing community.
- *Eviction Diversion* - Provides information and referral services for tenants being evicted in Cuyahoga County.

In addition to the above, the CTO website www.clevelandtenants.org offers a variety of other informational links that, under Know Your Rights, lists 17 subjects and links dealing with issues that range from landlord duties through terminating a rental agreement. Other subjects and links cover topics such as eviction, fair housing practices, rent deposit requirements, rent increases, getting repairs, late charges, and mediation for landlord and tenants.

The CTO site also provides information about workshops on a variety of topics and other agencies that offer help and assistance to those in need. Detailed pamphlets with information to assist the individual or family needing such advice are also available. The pamphlets also provide contact information for agencies that might be able to assist with locating an attorney.

Internet Site: www.housingcleveland.org

In August 2005, another Internet source for Cuyahoga County residents needing assistance was created at www.housingcleveland.org. Although the site states it was "created to help people list and find affordable housing in Cuyahoga County" it goes well beyond that. Among the several topics on the website, it offers a list of agencies to contact for assistance as well as some basic advice on individual rights and actions to consider. Another subject covered on this site pertains to credit counseling and money management assistance, with several local area agencies offering training and counseling services.

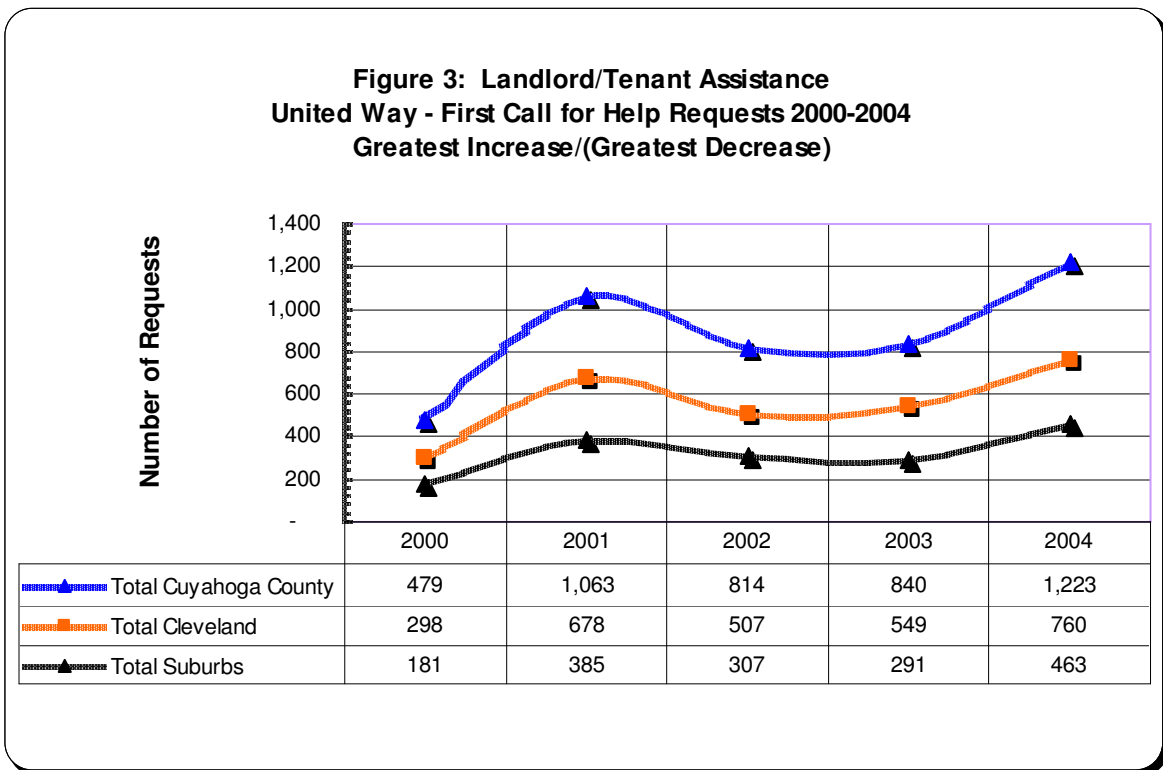
Cleveland State University Neighborhood Link Website

Cleveland State University sponsors the Neighborhood Link website www.nhlink.net. This is the only site that offers a summary of the Ohio Landlord-Tenant Law as well as the City of Cleveland Landlord-Tenant Ordinance. It furthermore addresses issues not clarified in the state law, and specifies other tenant remedies. The website also has links to other relevant websites.

United Way First Call for Help Call Data

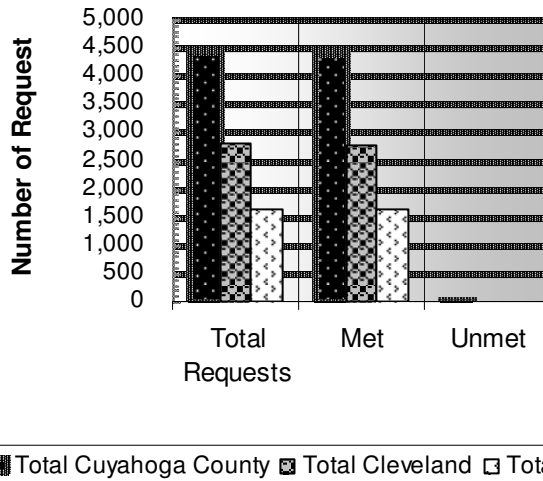
Based on United Way First Call for Help's (FCFH) database (February 2005), there are 14 landlord/tenant assistance program providers operating from 17 different sites, 8 of which are government run and 5 are nonprofit. The majority of the providers are located within Cleveland (10) with the others fairly well dispersed throughout the rest of the county (7). In FY 2004 (July 2003 to June 2004), United Way funded one provider. (See Attachments 5 and 6.)

United Way First Call for Help call data shows an increase in the number of total requests for landlord/tenant assistance programs in the county: from 479 in 2000 to 1,223 in 2004 (155 percent increase) with an 155 percent increase in Cleveland (298 to 760 requests) and a 156 percent increase in the suburbs (181 to 463 requests). The average number of calls for assistance in Cleveland was nearly double that of the inner ring suburbs. (See Figure 3.) Calls came from about one-third of Cuyahoga County zip codes with the following experiencing the highest average number of calls from 2000-2004: 44105 (Cleveland/Newburgh Hts/Garfield Hts); 44104 (Cleveland); 44111(Cleveland); and 44128 (Warrensville Hts/Cleveland). (See Attachment 7.)



Over the same five-year period, United Way - First Call for Help had 4,419 requests for information about landlord/tenant assistance. Of these requests, they were able to make referrals to more than 99 percent of callers; however, less than 1 percent of all Cuyahoga County callers (20) had an unmet need, meaning there was no agency to which to refer the caller. Callers from the City of Cleveland had a 3 percent unmet need rate and 1 percent from the suburbs. There were 11 requests in Cleveland and 9 requests in the suburbs over the five-year period. No zip code had more than 2 unmet calls with the exception of 44112 (East Cleveland/Cleveland), 4 calls; 44103 (Cleveland), 3 calls; and 44102 (Cleveland/Brooklyn), 3 calls. (See Figure 4 and Attachment 8.)

**Figure 4: Landlord/Tenant Assistance
United Way - First Call for Help Requests 2000-2004
(TOTAL REQUESTS: n=4,419, TOTAL UNMET NEED: n=20)**



FUNDING OF CORE SERVICES

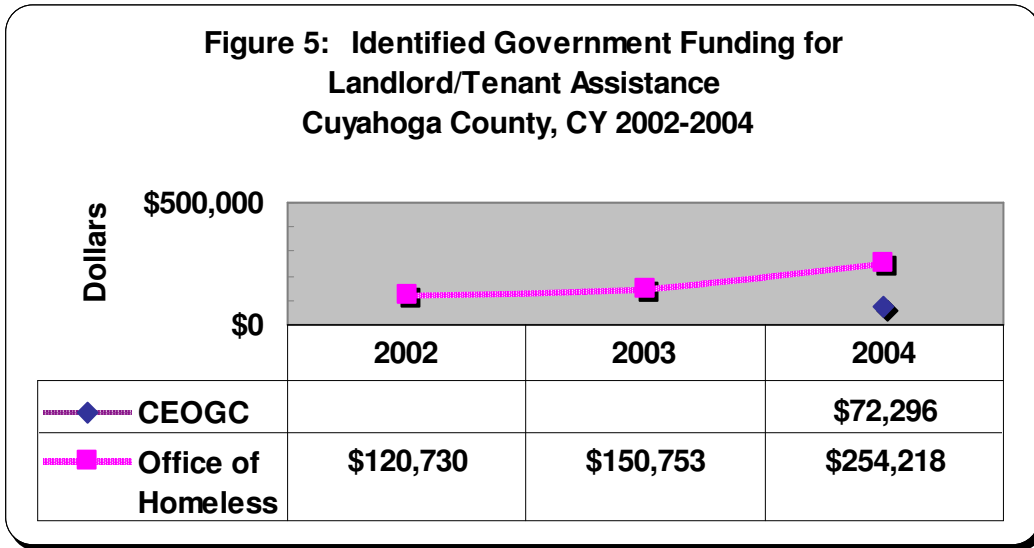
The major sources of government funding for landlord/tenant assistance programs are:

- Community Development Block Grant (CDBG)
- Community Services Block Grant (CSBG)
- Housing Opportunities for People with AIDS (HOPWA)
- Supportive Housing Program (through HUD’s Continuum of Care)
- TANF

Supportive Housing Program and HOPWA funds flow from HUD and pass through to the Office of Homeless Services. Community Services Block Grant funds flow directly from the federal level to local community action agencies. In Cuyahoga County, this is the Council for Economic Opportunities of Greater Cleveland (CEOGC).

Trends of Identified Government Funders in Cuyahoga County

Between calendar years 2002 and 2004, based on figures reported by the Office of Homeless Services, funding for landlord/tenant assistance has increased from \$120,730 to close to \$254,000 in Cuyahoga County. This funding supports persons 18 and older. (See Figure 5.)



Source: Cleveland Tenants Organization, CEOGC

Additional funding sources also have continued to increase. For instance, in 2002 and 2003, the Eva L. and Joseph M. Bruening Foundation donated \$30,000. The Key Foundation and The Cleveland Foundation provided an additional \$20,961 in 2003, bringing the year's total to \$50,961. In 2004, the previous contributors did not fund landlord tenant assistance, but the Deaconess Community Foundation donated \$60,000.

IDENTIFIED REVENUES

As of May 11, 2006, \$432,935 in revenues for landlord/tenant assistance programs has been identified countywide. (See Table 1.) This includes information from foundations; federated fundraising organizations; regional, county and municipal government; and United Way of Greater Cleveland.

Over 75 percent of the revenues are from contracts or grants from government organizations. The Office of Homeless Services is a primary funder of the service through TANF and Department of Development funds. Foundations are also major funders of this service and account for nearly 14 percent of total reported funding (with only one reported). United Way of Greater Cleveland contributes close to 11 percent from both Investment Committee allocations and designations.

It is important to note that the majority of landlord/tenant assistance identified program funds are for rental assistance, which does not adequately represent the amount available for other activities within this service area.

Table 1: Annual Revenue for Core Services: Countywide and United Way of Greater Cleveland Landlord/Tenant Assistance Programs, 2003/2004.

Funder	Period	A		B	
		Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contributions and dues (less UW designations)			0.00%	3,000	0.85%
Cleveland Foundation, The				8,000	
Deaconess Community Foundation		60,000			
Sisters of Charity Foundation of Cleveland				40,000	
Other Private Foundations - Not Elsewhere Classified				42,000	
Total - Foundations & Trusts		60,000	13.86%	90,000	25.50%
Department of Development (includes CSBG)				25,000	
Subtotal State of Ohio		0	0.00%	25,000	7.08%
Council for Economic Opportunities in Greater Cleveland (CEOGC)	2004	72,296			
Department of Development				30,000	
Office of Homeless Services	2004	254,218			
Other Cuyahoga County Funders - Not Elsewhere Classified				45,000	
Subtotal Cuyahoga County Funding Sources		326,514	75.42%	75,000	21.25%
Other City of Cleveland Funders - Not Elsewhere Classified				90,000	
Subtotal City of Cleveland Funding Sources		0	0.00%	90,000	25.50%
Cities - Not Elsewhere Classified				23,500	
Subtotal Other Municipal Funding Sources		0	0.00%	23,500	6.66%
Total - Contracts/grants from government organizations		326,514	75.42%	213,500	60.50%
Subtotal Non - UWGrCle Support		386,514	89.28%	306,500	86.85%
Total - UWGrCle designations applied to program		3,000	0.69%	3,000	0.85%
Total - UWGrCle investment committee allocation		43,421	10.03%	43,421	12.30%
Subtotal UUWGrCle Support - 4001, 4701 & 4703		46,421	10.72%	46,421	13.15%
Total Support/Revenue		432,935	100.00%	352,921	100.00%

REIMBURSEMENT/COST

An average cost for landlord/tenant assistance is \$175 per family for mediation plus an average of \$600 for rental assistance, equaling approximately \$775 per family.

V. WHAT WORKS; WHAT DOESN'T

IMPACT ON INDIVIDUALS/FAMILIES

What Works

The availability of landlord/tenant assistance and the laws to protect tenants and enforce housing codes has been beneficial in preventing retaliatory and wrongful evictions, resolving utility disputes, safeguarding security deposits, enforcing housing codes and ensuring the completion of timely repairs while maintaining a focus on fair housing compliance. In addition, landlord/tenant assistance has provided critical financial assistance to tenants so they may maintain their residence and overcome a short-term inability to pay during a period of acute financial stress.

The Department of Housing and Urban Development has established a strategic objective to promote and increase public awareness of the fair housing law and provide grants to fair housing organizations and agencies to support public education and outreach efforts.

Public awareness of fair housing law is important because the Fair Housing Act relies on those who believe they have suffered discrimination to take personal action—i.e., to file a fair housing complaint. It is logical that complaints are more likely to be filed (and more likely to be valid) when people know what is covered by the Act and under what circumstances. For that reason, the more the general public knows about the law, the more homebuyers or renters can be expected to benefit from it. (HUD, 2006)

While the HUD “How Much Do We Know?” report supported the notion that knowledge is helpful to persons who have experienced discrimination, it also yielded mixed results as to the usefulness of education. Better-informed members of the general public were found to be over two-and-one-half times as likely to have taken some type of action when faced with perceived housing discrimination as were less well-informed persons. Alternately, even among those with the highest levels of fair housing knowledge, less than one in four persons chose to take action when confronted with what they believed to be discrimination. The majority of individuals choose to do nothing in which case the discrimination often goes unchallenged (HUD, 2006).

Since education and public awareness alone are not necessarily the panacea they were expected to be, some fair housing proponents downgrade the importance of public awareness as a tool for dealing with discrimination, preferring a more proactive approach that involves seeking out, prosecuting, and punishing offenders (HUD, 2006). The rationale is that there is a limit to what the general public can know about discriminatory acts and that other factors beyond awareness are likely to drive consumer responses (e.g., cost, time involved in resolving complaint, expectations of success, etc.).

Only 13 percent of the public thought it very likely that filing a complaint would accomplish good results, while the majority believed good results are only somewhat likely. African Americans and Hispanics are more likely to expect good results, but still only about one in five such persons have that expectation. There appears to be an association between expectation of good results and likelihood of filing a complaint. Two-thirds of those who expect that filing a

complaint will bring about a good outcome say they would be very likely to file one if they were discriminated against, compared to less than one-fourth of those who do not anticipate good results (HUD, 2006).

The Homeless Prevention in the Emergency Shelter Grants Program provides information about homeless prevention efforts within the Emergency Shelter Grants (ESG) program, and highlights some specific homeless prevention strategies employed by ESG grantees and the agencies (recipients) that operate ESG projects. Prevention is viewed as a sensible and cost-effective way to address homelessness in this country. The theory is that by lowering the rate of people entering the homeless population, service providers can more effectively aid those who are currently homeless (HUD, 2001).

The primary types of activities funded under the ESG category of homeless prevention include short-term financial assistance, tenant-landlord mediation services, and legal services to prevent eviction. Designed as a *first step* in a continuum of assistance, the ESG program strives to serve individuals and families *at risk* of losing their permanent housing. ESG is the only HUD McKinney program that may be used to *prevent* homelessness (HUD, 2001).

To help prevent the incidence of homelessness, ESG funds have been successfully used to support a variety of activities, including (but not limited to) short-term subsidies to defray rent and utility debts for families that have received eviction or utility termination notices; security deposits or first month's rent to permit individuals or families at risk of homelessness to obtain permanent housing; mediation programs for landlord-tenant disputes; legal services programs for the representation of indigent tenants in eviction proceedings; payments to prevent foreclosure on a home; and other innovative programs and activities designed to prevent the incidence of homelessness (HUD, 2001).

What Doesn't Work

The fact is that every individual in need is unable to receive the level of support and services required because they are unaware of the existence or availability of the services. This can be corrected by improving communications with the general public through a variety of available options (neighborhood meetings, advertisements in community churches, etc.)

IMPACT ON COMMUNITY

There are a number of areas of landlord/tenant relations in which the potential for significant return on investment may be realized. It is generally thought that more targeted and pervasive tenant education would result in a better understanding of tenant rights and obligations. The assumption is that this better understanding of the rights and responsibility of the tenant will cause less disruption and less recourse to costly court action.

Stressing the "other options" available besides legal actions to landlords and tenants alike would also benefit all involved. By emphasizing "communication," two parties first try to resolve the issue at hand; involving a mediator able to direct comments, actions and emotions would be of great benefit in the long run. There are several publications and numerous support agencies with websites that offer, for the most part, options and assistance for persons needing help with landlords and tenants.

ACCREDITATIONS/STANDARDS/CERTIFICATIONS

There are no specific accreditation bodies for this particular service. Mediators work with clients to avoid litigation, but the resolution process commonly requires recourse to either arbitration or the courts, an area customarily the domain of attorneys. This is unlikely to change, as leases are binding contracts and are subject to interpretation under contract law and property law.

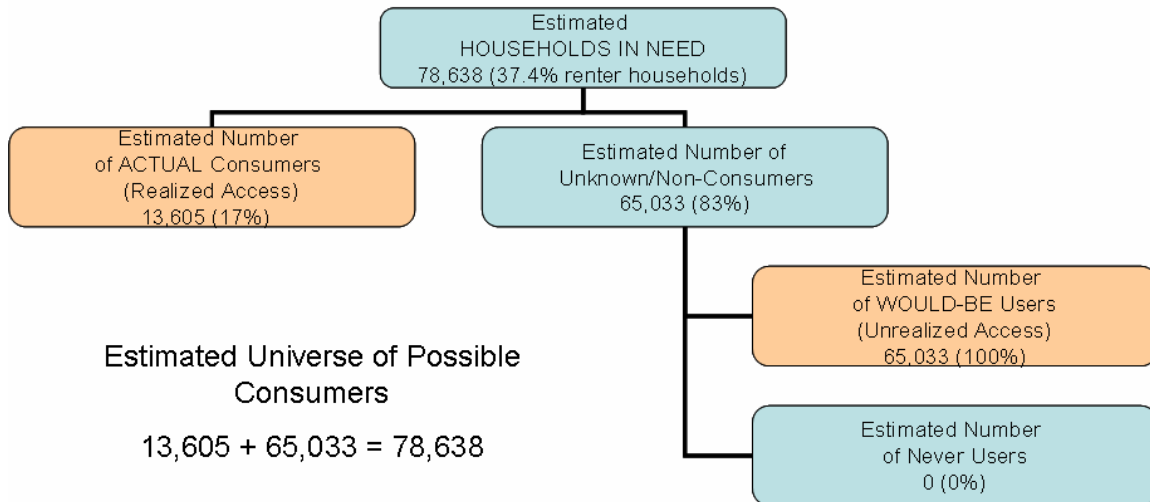
The Ohio Supreme Court licenses attorneys through a competitive test and the American Bar Association credentials attorneys primarily through ongoing education requirements. At this time, there are no accreditation standards specific to providing services through a legal aid program, which is where most landlord tenant issues are addressed.

VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for landlord/tenant assistance:

- A conservative estimate of 78,638 (37.4 percent) renter households need landlord/tenant assistance. These are renter households whose housing cost is greater than 30 percent of their income.
- Based on available information about actual consumers, approximately 13,605 have realized access to landlord/tenant assistance programs. This is the sum of those estimated to receive landlord/tenant assistance funded by United Way and the Council for Economic Opportunities of Greater Cleveland (CEOGC).
- This leaves a net estimate of 65,033 who are either receiving services from unaccounted-for sources or are not receiving landlord/tenant assistance. (78,638 - 13,605 = 65,033). Because landlord tenant assistance is a broad service that ranges from understanding rights, outreach, discrimination, and assistance with evictions, we assume that this is also the number of would-be users.
- Including both realized and unrealized access, the estimated universe of possible consumers for landlord/tenant assistance programs is 78,638 low income renter households. (13,605 + 65,033 = 78,638). (See Figure 6.)

Figure 6: Consumer Estimates Landlord/Tenant Assistance



Service Site Index

Countywide, there are 17 service sites for landlord/tenant assistance programs. This is a ratio of 4,626 possible consumers (estimated 78,638 total) per service site countywide. Service providers report to United Way - First Call for Help which zip codes are included in their respective service areas. The Service Site Index in Attachment 9 lists the number of sites per zip code and provides a ratio of consumers to service sites for each zip code. This is a measure of potential service accessibility by the possible universe of service consumers per zip code area. Note that this measure does not include the capacity of providers to offer the service, for example, the number of hours of landlord/tenant assistance on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving landlord/tenant assistance.

The ratios on the Service Site Index range from a high of 500:1 in zip code 44102 (Cleveland/Brooklyn), a high minority area, to a low of 3:1 in zip code 44040 (Gate Mills/Mayfield Village). In addition to 44102, four other zip codes have ratios greater than 350 consumers to one service site:

- 44120 (Shaker Hts/Cleveland, 429:1)
- 44105 (Cleveland/NewburghHts/GarfieldHts, 418:1)
- 44106 (Cleveland/Cleveland Hts, 394:1)
- 44107 (Lakewood/Cleveland, 389:1)

With the exception of 44107, all of these zip codes have high proportions of minorities. (See Map in Attachment 10.)

VII. SUMMARY

The following are the major findings from this research:

- The basis of the legal relationship between a landlord and tenant is grounded in both contract and property law. The tenant has a property interest in the land (historically a non-freehold estate) for a given period of time. The landlord-tenant agreement is normally embodied in a lease. The lease, though not historically or strictly a contract, may be subject to concepts embodied in contract law.
- Housing codes were established to ensure that residential rental units were habitable at the time of rental and during the tenancy.
- The Federal Fair Housing Act prohibits discrimination in housing and the rental market and led to the development of HUD. Today, HUD's level of involvement and enforcement has expanded into such areas as retaliatory and wrongful evictions, utility disputes, security deposits, code enforcements, and the completion of timely repairs while maintaining a focus on fair housing compliance.
- The American Bar Association approved the Uniform Residential Landlord and Tenant Act in 1974; its intention was to make residential landlord and tenant laws fairer to all parties and more relevant to rentals in a modern urban setting. Fifteen states have adopted the URLTA. However, in Ohio, the Ohio Tenant-Landlord Law regulates landlord/tenant disputes.
- There are a number of landlord/tenant issues specific to the Greater Cleveland area. The Greater Cleveland area has a large stock of rental housing of varying quality, but it also has a substantial shortage of low-cost housing available to low-income and moderate-income families. The lack of affordable housing and decreasing federal support of housing assistance programs is a public policy issue that has a profound effect on landlord/tenant assistance programs. Of considerable concern in our community is the high concentration of lead-based paint present in rental housing and older housing stock that dates back to the time when such paint was commonly used.
- As of May 11, 2006, \$432,935 in revenues for landlord/tenant assistance programs has been identified countywide.
- The availability of landlord/tenant assistance and the laws to protect tenants and enforce housing codes have been beneficial in preventing retaliatory and wrongful evictions, resolving utility disputes, safeguarding security deposits, enforcing housing codes and ensuring the completion of timely repairs while maintaining a focus on fair housing compliance. In addition, landlord/tenant assistance has provided critical financial assistance to tenants so they may maintain their residence and overcome a short-term inability to pay during a period of acute financial stress.
- Since education and public awareness alone are not necessarily the panacea they were expected to be, some fair housing proponents downgrade the importance of public awareness as a tool for dealing with discrimination, preferring a more proactive approach that involves seeking out, prosecuting, and punishing offenders (HUD, 2006).
- Including both realized and unrealized access, the estimated universe of possible consumers for landlord/tenant assistance programs is 78,638 renter households.
- Countywide, there are 17 service sites for landlord/tenant assistance programs. This is a ratio of 4,626 possible consumers (estimated 78,638 total) per service site countywide.

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ATTACHMENTS

Attachment 1: Researcher List

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Thanks to **The Center for Community Solutions** for providing multiple sources of information.

Attachment 2: Technical Notes

Technical Notes: Methodology, Caveats, Limitations of Data

The following provides descriptions, definitions, methodologies, caveats, or limitations of data for the following components of the core service reports:

- Unit of Analysis
- First Call for Help Data
- Funding Information for Core Services
- Consumer and Financial Data: Caveats
- Gap Analysis Methodology & Limitations
- Service Site Index

Unit of Analysis

The core service is the unit of analysis. United Way of Greater Cleveland either funds or could fund 80 core services. These are the object and subject of the research, specific to Cuyahoga County. A separate report has been developed for each service. It must be noted that the aggregate of any quantifiable data across all of the reports does not comprise a picture of the totality of health and human services in Cuyahoga County because there are many more than 80 services that comprise the community's safety net.

The unit of analysis for estimates of service consumers is the individual, the family, or the household.

United Way - First Call for Help Data

For most core services, United Way First Call for Help (FCFH), the community's resource and referral service data, was used in tables that show the number of service providers and service sites, the geographic location of service providers by zip code, the service area by zip code as reported by providers of the respective services, and to show unmet need and greatest increase/decrease in calls received by FCFH for a particular core service.

It is important to remember that FCFH receives calls from a variety of sources that include people calling on behalf of a prospective consumer such as social workers, provider agencies, relatives, etc. Not all calls come directly from a prospective consumer, so some of the zip codes are for hospitals and business addresses, although the numbers for these zip codes are relatively small.

Calls also may be from people who are not interested in receiving a service, but wish instead to make a contribution to a program such as clothing, household items, food, books, crafts supplies, etc.

Because, in many instances, FCFH codes its data with a different level of core services than the 80 core services identified by the United Way Community Investment staff as fundable services, it was necessary to develop a crosswalk. This crosswalk was used for a number of services, however, seven services did not have a match in the FCFH database. The staff of United Way - First Call for Help gave explanations which follow each core service):

- Adolescent/Youth Counseling: A caller asking about help with their troubled teenager would be referred by the type of counseling rather than age. (Example: counseling for drugs, family, sexual abuse, etc.)
- Advocacy: FCFH does not receive calls from people about advocacy.
- Child Care: Calls are directed to Starting Point.
- Condition Specific Rehabilitation Services: FCFH would refer caller back to their primary care physician for a referral.
- Early Intervention for Mental Illness: FCFH does not receive calls for this, but if they did, they would refer to the county's Help Me Grow program.
- Family Support Centers: FCFH defines data by specific service rather than type of agency. Depending on the call, the caller may be referred to General Counseling or Early Intervention for Infants and Toddlers with Disabilities, and so on.
- Preschools: Calls are directed to Starting Point.

A different match was used for other services that had no crosswalk.

- Medical Transportation and Senior Ride: FCFH uses "Paratransit" as they do not differentiate between senior transportation, medical transportation, and transportation for the disabled.
- Outpatient Mental Health Facilities: FCFH uses "Mental Health Drop-in Centers."

It must also be noted that, for the most part, the FCFH database does not include for-profit agencies. In the case of home health care providers, we contacted the Long Term Care Ombudsman for a more complete list of provider agencies which includes for-profit organizations.

There were several instances where the FCFH database did not code a United Way-funded agency with the core service for which they were receiving funding. In these instances, the agency was added manually to the Service Provider Table along with their site locations. The core services with the respective United Way of Greater Cleveland agencies that were added are:

- Case/Care Management – Care Alliance, Cystic Fibrosis, Epilepsy Foundation, Golden Age Centers
- Comprehensive Outpatient Substance Abuse Treatment – The Covenant
- Disease/Disability Information – The Muscular Disease Society of Northeastern Ohio
- Early Intervention for Infants and Toddlers with Disabilities – United Cerebral Palsy
- Medical Expense Assistance – North Coast Health Ministry
- Medical Transportation (Paratransit in FCFH) – Kidney Foundation of Ohio
- Senior Centers – Catholic Charities Services Corporation, Jewish Community Center of Cleveland, Jewish Family Service Association of Cleveland, University Settlement House.
- Volunteer Development – Neighborhood Leadership Institute

It must also be noted that when numbers are low for trend data reported, the high percentages are slightly exaggerated.

Funding Information for Core Services

We collected financial information for each core service on a countywide level from multiple sources including major government funders, foundations, federated fund raising organizations, and United Way of Greater Cleveland. While we were successful in gathering a substantial amount of data, there is much that has not been collected. It must also be noted that even if we had all major public and private funding gathered, this would not create a total picture of health and human service funding in Cuyahoga County because there are more than 80 core services provided. The following provide highlights of data collected and some of the limitations for each source. It is important to note that funding in each source is changing and represents point in time amounts. The typical period for trend data, when available, is 2002, 2003, and 2004. Note: some services are funded by private insurance or other self-pay arrangements.

Foundation Funding

We attempted to obtain foundation funding amounts for each core service from the latest annual report or 990 PF (foundation tax return to the IRS) of each major foundation that funds social services in Greater Cleveland. Wherever a description of the grant purpose was given, we used our best judgment to match the grant to the appropriate core service. If the grant fell within more than one core service area, it was not listed. When no description was given, the grant was treated like a general operating grant and assigned to a core service only when the mission of the grant recipient fell mainly within one particular core service. In-kind donations, grants for capital and equipment expenses and administrative salaries were not used. When grants were \$10,000 or greater, they were listed by name of the foundation. All others were placed under Other Foundations and not listed. Typically, we did not attempt to provide trend financial data for foundation funding of core services because of the changing nature of funded programs from year to year.

Federated Funding Sources

We approached the major federated funders of core services in Greater Cleveland for funding and consumer information. Some data provided was for a single point in time; others provided three years of trend data. We often had to do a cross walk of United Way of Greater Cleveland funded core services against those funded by federated agencies to agree on the services.

Government Funding

We approached every major government funder for funding amounts for each core service and also did Internet searches for some federal government sources. Due to the constant state of change in government funding, it is important to note that the data provided is a snapshot in time and that many of the programs funded in 2004 have changed definition, are funded through different revenue sources, or no longer exist at all due to a lack of funding. This is particularly true of Community Development Block Grant dollars which have decreased due to shifting federal priorities.

Every effort was made to appropriately match government funding data to the correct core service area; however, this was not always possible as frequently the service definitions were not a one-to-one match. It was necessary, in some instances, to take the closest match or use the sore service which represented a majority of the services being provided.

In other cases, it was not possible to select a specific core service. An example is Medicaid in which Medicaid-defined services crossed over more than four core services in some instances. In cases where Medicaid is a significant source of revenue, the data was entered as an

aggregate total at the appropriate AIRS level. These aggregates are footnoted under the appropriate funding table.

Every effort was made to include data from municipalities. However, many did not respond after repeated requests for information. We would like to thank those who took the time to help with this project.

Medicaid Funding

A significant portion of Medicaid funding was NOT entered under the countywide total in the core service reports for two reasons: first, because many of the Medicaid services are not a one-to-one match with United Way core services, and second because some Medicaid services fall into more than one AIRS Level 1 categories. In the first instance, Medicaid funding was entered as an aggregate total at the AIRS 1 level, and in the second instance Medicaid funding was entered as an aggregate total under Third Party Payee/Direct Bill in the combined Master Revenue file of funding across all nine AIRS Levels. They are as follows:

Entered as Aggregate Total Under Appropriate AIRS Level

- Medicaid Service - Home Care (\$17,787,703 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: daily living aids and home health care.
- Medicaid Service - CADAS (\$8,522,183 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: comprehensive outpatient substance abuse treatment, residential substance abuse treatment programs, substance abuse education and prevention.
- Medicaid Service - Therapy (\$2,257,394 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: condition specific rehabilitation, and speech & hearing.
- Medicaid Service - CMH (\$67,773,487 in 2004) - Falls into AIRS 1 Mental Health Care & Counseling and includes the following core services: supportive therapies, adolescent/youth counseling, children's residential treatment facilities, early intervention for mental illness, general counseling services (outpatient mental health facilities), and psychiatric day treatment.

Entered as Aggregate Total Under Third Party Payee/Direct Bill

- Medicaid Service - Inpatient Hospital (\$188,329,269 in 2004) - Falls into two different AIRS 1 categories: Basic needs and health care. It includes the following core services: condition specific rehabilitation and medical expense assistance.
- Medicaid Service - Waiver (\$128,921,354 in 2004) – This category included all PASSPORT services. Since we reported PASSPORT separately, in order to avoid duplication, we deducted the PASSPORT total of \$52,676,048 from this number and reported the remaining \$76,245,306. This total falls into AIRS 1 Basic Needs, Health Care and Individual & Family Life and includes the following core services: adult day care, home-delivered meals, home health care and in-home assistance.
- Medicaid Service - Habilitation (\$55,550,307 in 2004) - Falls into AIRS 1 Health Care and Individual & Family Life and includes the following core services: condition specific rehabilitation services, early intervention for infants and toddlers with disabilities/delays, and residential living options for people with disabilities.

United Way of Greater Cleveland Funding

Financial data for core services funded by United Way of Greater Cleveland was for FY 2004 (July 2003 to June 2004). It included allocations through the community investment committees

and donor designations that United Way funded agencies applied to the respective core services. It is important to note that not all United Way funded agencies applied donor designated gifts, which are unrestricted, to the core service for which they receive United Way funding. It did not include donor designations that non-United Way funded agencies used for any of the 80 core services.

United Way Agency Revenues

Annually United Way-funded agencies submit revenue budgets to United Way for each funded core service. This information for FY 2004 is reported. However, all of the agency data may not be included in the countywide data as agencies may have assigned dollars from unrestricted grants to a specific core service, or allocated a portion of grant monies that fell within two or more core service areas. It was not always possible to match countywide government or foundation funding with that reported by the agencies and that gathered from other funding sources.

Consumer and Financial Data: Caveats

The following applies to revenue sources on tables and graphs and their corresponding consumer data used in the consumer demographics and zip code tables.

All Core Services

Data was self-verified by the funder/provider. Whenever data provided by a funder appeared to be inconsistent or incorrect, an attempt was made to contact the funder. If the funder responded, the data was either adjusted according to their instructions, or the reason for discrepancies footnoted. If they did not respond, or if they said it was correct, the data was left as submitted.

Demographic and zip code data provided by the funder/provider is frequently taken from consumer intake forms which may have missing or incomplete data, or from provider agency databases which contain data entry errors or incomplete consumer intake forms. Whenever possible, the funder was asked for corrected data. In cases where a correction was not possible, the data was counted as either unknown or missing. The usage of these terms is footnoted at the bottom of each table and is explained more fully in the Gap Analysis section of this attachment.

It was not always possible to get information in the format requested as each funder tracks data differently, using different service definitions, terminology and variables. Wherever possible, data was matched to a consistent report format.

When a funder could not provide consumer demographics, but could provide an estimated percentage of consumers by category, we took the total number of consumers and applied the percentages to come up with estimated numbers for the consumer tables. For example, Medicaid tracks individual recipients throughout the year, entering new data if there is a change, each time a claim occurs. Thus, a consumer who has a birthday between claims will appear in the system for that year with two different ages.

To resolve this, the percentage of consumers in each age range was determined for the total number of duplicated consumer ages. Those percentages were then applied to the total number of unduplicated consumers for the year in order to reach a total number of unduplicated consumers for each age range.

The time periods for both revenue and consumers vary by funder/provider. United Way Program Report data is for FY 2004 (July 2003 to June 2004). Other funder/provider data is for either a January to December or July to June fiscal year.

Gap Analysis Methodology & Limitations

Based on Anderson's (1964) seminal needs assessment model, realized access is defined as the number of consumers who receive service while unrealized access is the estimated number of consumers who need and would utilize a service, but are not currently receiving it. This could be considered the service gap. Unrealized consumer access to services drives the need for change in the social service delivery system. Ensuring unrealized consumer access to services requires new models of service delivery related to access, effective use of resources, data management, and funding. There were multiple steps used to conduct a gap analysis:

- *Estimate of persons in need of the service:* Unless local research was conducted to determine need for a given service, this estimate was obtained by either using U.S. Census data for Cuyahoga County or applying percentages from national studies and reports to the census data. All references and percentages are footnoted in the respective graphs or tables. In most cases this percentage was also applied to actual 1990 Census figures and population projections 2005 through 2015 that were done by the Ohio Department of Development.
- *Estimate of number of ACTUAL consumers in the public systems (realized access):* Data submitted to United Way by funded agencies was aggregated to determine the number of consumers for each core service. The period was FY 2004, which is July 2003 through July 2004.
 - In some cases data was “unknown,” defined as data not collected by agency because no tracking system was available or the type of service delivered made it difficult (i.e., group presentations, telephone information and referral, and drop-ins). This also represents data not completed by consumers either deliberately or inadvertently on intake forms.
 - In other cases, data was missing that, for United Way data, represented computational errors or incorrect completion of online reports. For all other data, “missing” represents data funders/providers were unable to provide.
 - There was no check of the accuracy of data submitted by agencies.
 - Major government funders were asked to provide information about the number of consumers for the respective core services that they funded. In most cases, services were not defined in the same way as the United Way core services which are based on the Alliance for Information and Referral Systems (AIRS) taxonomy. To accommodate these differences, customized crosswalks were developed.
 - We assumed that the numbers of consumers across funding sources were not unduplicated and thus made a judgment about which numbers would be the best estimate of an unduplicated number.
 - The estimate of consumers is not inclusive since it does not include numbers of consumers who use their personal resources to pay for services, nor for other private resources such as insurance or agency fundraising. In addition, it was not always possible to obtain information from some government funders.
- *Estimate of number of “unknown/non-consumers”:* This is the difference between the estimated number of actual consumers and the estimate of persons in need.
- *Estimate of number of “would-be users” (unrealized access):* This is the estimate of persons who would use a service if it were available, typically based on research.

- *Estimate of number of “never users”*: This is the difference between the estimated number of unknown/non-consumers and would-be users.
- *Estimate of “universe of possible consumers”*: This is the total of those actually receiving the service (realized access) and those would-be users (unrealized access).

We recognize that this is not a perfect method for assessing either realized or unrealized access to core services. However, we opted to use an imperfect method rather than no method to demonstrate both the complexity and the usefulness of quantifying realized and unrealized access to services as a first step toward a more rigorous methodology. In the business sector this would be a form of market analysis. We also recognize that actual consumer numbers are not unduplicated across funders, or across core services. Thus, there is much work yet to be done to gain realistic estimates of needs.

The numbers we provided are on a countywide level. We recognize that there could be, and often are, differences by demographics and geographical area. In the Actual Consumer Demographics attachment, we have identified the profile of the base consumer group from census, but have little on the estimated persons in need. Occasionally, there is information from other research that describes differences among different racial, ethnic, gender, age, or income groups that is discussed in the narrative. There is also inconsistent information for consumers funded by various governmental bodies. In other words, some funders provided demographic data and others did not. In the Actual Consumer Zip Codes attachment, we have also attempted to identify the geographic profile of the estimated persons in need and actual consumers. However, this information has the same limitations as the demographics.

Service Site Index

For many services a service site index was developed. It provides a ratio of estimated consumers per service site on a countywide level and for each zip code within the county. The ratio is based on the number derived from the gap analysis described in the previous section and on the number of providers who reported to United Way – First Call for Help whether a specific service site includes a given zip code in its service area. A provider site is located in a single zip code, but could serve multiple zip codes. The ratio is a measure of potential service accessibility by estimated universe of service consumers per zip code area. This measure does not include the capacity of providers to offer the service, for example, the number of consumers that can be served on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving service. The index also gives an indication of which zip codes have higher ratios which means that consumers have a lower probability of receiving a service as well as any patterns in zip codes that have high percentages of African Americans, Asians, or Hispanics. A map is also attached which provides a graphic picture of the estimated consumers by zip code.

Based on the numbers of providers that report to FCFH whether they serve a given zip code, we had assumed that there would be greater variability across zip codes. In reality, many report that they serve the entire county. Thus the variability across zip codes is often primarily because of differences in the population numbers rather than in service sites that offer service in a given zip code.

Specific Service Issues

Senior Services

“Senior Centers” was used as a catch-all category when the funder-defined service covered more than one senior success core service and could not be accurately allocated among the separate core services. Often, funding for transportation and home-delivered meals was not broken out from senior activities and supportive services at the municipal level, so it was placed under Senior Centers. Because the core services for congregate and home-delivered meals and senior ride were tracked separately, funding for these core services was not included under Senior Centers to avoid duplication of resources, even though senior center activities can and do include congregate meals.

Senior Ride includes disabled individuals of all ages as well as seniors for most funders with the notable exception of Western Reserve Area Agency on Aging (WRAAA) that requires an individual to be 60 years of age or older in order to receive services. If the transportation service was not provided by a senior center, the number of consumers reflects the number of riders using the system and contains duplicates (e.g. paratransit).

Home improvement/accessibility data includes programs for low-income families and people of all ages with disabilities, as well as seniors.

References

- Anderson, Ronald M. (1995, March). Revisiting the behavioral model and access to medical care: Does it matter? *Journal of Health and Social Behavior*, 36(1): 1-10.
- Wan, Thomas T. H., Odell, Barbara Gill, & Lewis, David T. (1982). *Promoting the well-being of the elderly: A community diagnosis*. New York: The Halworth Press.

Attachment 3: Actual Consumer Demographics

Core Service: Landlord/Tenant Assistance FT-450						
PERIOD	Total Households (%) [*] 1/1/2000-12/31/2000	Total Renter Households (%) ^{**} 1/1/2000-12/31/2000	Estimated Households in Need Total Renter Households Paying >30 Percent of Income for Housing (%) ^{***} 1/1/2000-12/31/2000	Actual Number/Percent of Consumers by Funding Source ^{****}		
				UW Program Report Data Cuy Cnty Only (%) 7/1/2003-6/30/2004	CEOGC (%) 7/1/2003-6/30/2004	Office of Homeless Services (%) 7/1/2003-6/30/2004
TOTAL	571,606	210,469	78,638	11,259	2,346	Missing
Percent		36.8%	37.4%	99.9%		
GENDER						
Male	N/A	N/A	N/A	33.1%	0.0%	0.0%
Female	N/A	N/A	N/A	54.2%	0.0%	0.0%
Unknown Data ^{*****}				12.8%	0.0%	0.0%
Missing Data ^{*****}				0.0%	100.0%	100.0%
RACE^{*****}						
White alone	69.9%	54.6%	50.4%	36.2%	0.0%	0.0%
Black or African American alone/combination	25.9%	39.3%	44.5%	58.4%	0.0%	0.0%
Asian alone/combination	1.8%	2.6%	1.9%	0.0%	0.0%	0.0%
American Indian and Alaska Native alone/combination	0.7%	1.0%	1.1%	0.0%	0.0%	0.0%
Native Hawaiian and Other Pacific Islander alone/combination	0.0%	0.1%	0.1%	0.0%	0.0%	0.0%
Some other race alone/combination	1.6%	2.5%	2.9%	4.1%	0.0%	0.0%
Unknown Data ^{*****}				1.3%	0.0%	0.0%
Missing Data ^{*****}				0.0%	100.0%	100.0%
HISPANIC^{*****}	2.5%	3.7%	N/A	4.1%	0.0%	0.0%
AGE						
0-4	N/A	N/A	N/A	0.0%	0.0%	0.0%
5-9	N/A	N/A	N/A	0.0%	0.0%	0.0%
10-14	N/A	N/A	N/A	0.0%	0.0%	0.0%
15-19	N/A	N/A	N/A	0.0%	0.0%	0.0%
20-34	N/A	N/A	N/A	0.0%	0.0%	0.0%
35-54	N/A	N/A	N/A	0.0%	0.0%	0.0%
55-64	N/A	N/A	N/A			
65-74	N/A	N/A	N/A			
75+	N/A	N/A	N/A			
Unknown Data ^{*****}				100.0%	0.0%	0.0%
Missing Data ^{*****}				0.0%	100.0%	100.0%
INCOME^{*****}						
Average Household Size	2.4					
\$0-\$9,999	11.3%	N/A	N/A	0.0%	0.0%	0.0%
\$10,000-\$14,999	6.9%	N/A	N/A	33.7%	0.0%	0.0%
\$15,000-\$19,999	6.7%	N/A	N/A	9.2%	0.0%	0.0%
\$20,000-\$29,999	13.6%	N/A	N/A	9.5%	0.0%	0.0%
\$30,000 and above	61.5%	N/A	N/A	3.5%	0.0%	0.0%
Unknown Data ^{*****}				44.2%	0.0%	0.0%
Missing Data ^{*****}				0.0%	100.0%	100.0%
Totals	100.0%	N/A	N/A	100.0%	100.0%	100.0%

Attachment 3: Actual Consumer Demographics (continued)

*U.S. Census Bureau, 2000, SF1 (H4); SF4 (HCT2); SF3 (H14); SF3 (HCT11)
** U.S. Census 2000, SF4 (HCT2); SF3 (H14); SF3 (HCT11)
*** U.S. Census 2000, SF3 (H69); SF4 (HCT59); SF3 (H71); SF3 (H73). Renters with housing cost burden greater than 30 percent of income. In 2000, this represented approximately 37.4 percent of all renters.
****Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - For United Way - represents computational errors or incorrect completion of online report. For all other data - represents data funder was unable to provide.
***** The race categories and data utilize US Census SF4 "Race Iterations," which allow for multiple races to be selected by census respondents. As a result, totals will add to > 100% of population. Universe is "Total Races Tallied". This method isolates and minimizes the non-minority population ("White alone").
*****Hispanic - Amount in this field is from data provided by clients on intake forms and may not be accurate as clients may either deliberately or inadvertently provide incomplete data, or data may not be collected by the agency.
*****The U.S. Census reports income by household or family, not individuals. Estimates by income category were derived by applying the ratio of "total county population (1,393,978) to total households (571,606) = 2.4. The number of households in each income category was multiplied by 2.4 to arrive at an estimate of individuals by income category. The assumption is that the average household size applies to each income category which may result in more conservative estimates for children and the "old old" which may actually have larger proportions of persons in the lower income categories.

Attachment 4: Actual Consumer Zip Codes

Core Service: Landlord/Tenant Assistance FT-450							
Period	City/Town (% Cleveland)	Total Households (%) [*]	Total Renter Households (%) ^{**}	Households in Need	Actual Number/Percent of Consumers by Funding Source ^{****}		
				Total Renter Households Paying >30 Percent of Income for Housing (%) ^{***}	UW Program Report Data Known Cuyahoga County Zip Codes (%)	CEOGC (%)	Office of Homeless Services (%)
				1/1/2000-12/31/2000	7/1/2003-6/30/2004	7/1/2003-6/30/2004	7/1/2003-6/30/2004
TOTAL		571,606	210,469	78,638	11,259	2,346	Missing
Percent			36.8%	37.4%	99.9%		
44017	Berea	1.3%	1.0%	0.9%	0.4%	0.0%	0.0%
44022	Bentleyville	0.8%	0.3%	0.3%	0.0%	0.0%	0.0%
44040	Gates Mills/Mayfield Village	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%
44070	North Olmsted	2.4%	1.3%	1.1%	0.6%	0.0%	0.0%
44101	Cleveland (100%)	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%
44102	Cleveland/Brooklyn (95%)	3.6%	5.8%	6.4%	6.8%	0.0%	0.0%
44103	Cleveland (100%)	1.7%	3.1%	3.7%	6.0%	0.0%	0.0%
44104	Cleveland (100%)	1.9%	3.6%	4.1%	5.7%	0.0%	0.0%
44105	Cleveland/NewburghHts/ GarfieldHts	3.6%	4.4%	5.3%	6.4%	0.0%	0.0%
44106	Cleveland/Cleveland Hts (60%)	2.4%	4.6%	5.0%	5.6%	0.0%	0.0%
44107	Lakewood/Cleveland	4.7%	7.0%	5.4%	8.1%	0.0%	0.0%
44108	Cleveland/Bratenahl (90%)	2.4%	3.2%	4.0%	6.0%	0.0%	0.0%
44109	Cleveland/Brooklyn Hts (98%)	3.2%	3.9%	4.0%	4.1%	0.0%	0.0%
44110	Cleveland/East Cleveland (98%)	2.0%	3.1%	3.5%	4.8%	0.0%	0.0%
44111	Cleveland (100%)	3.1%	2.8%	2.3%	3.1%	0.0%	0.0%
44112	East Cleveland/Cleveland	2.3%	3.5%	4.4%	3.6%	0.0%	0.0%
44113	Cleveland (100%)	1.3%	2.5%	2.4%	5.5%	0.0%	0.0%
44114	Cleveland (100%)	0.3%	0.8%	0.8%	3.3%	0.0%	0.0%
44115	Cleveland (100%)	0.5%	1.4%	1.3%	3.3%	0.0%	0.0%
44116	Rocky River	1.7%	1.3%	1.5%	0.4%	0.0%	0.0%
44117	Euclid/Cleveland	1.0%	1.5%	1.8%	0.6%	0.0%	0.0%
44118	ClevelandHts/UniversityHts/	3.1%	2.9%	2.9%	3.6%	0.0%	0.0%
44119	Cleveland/Euclid (50%)	1.1%	0.9%	1.0%	0.5%	0.0%	0.0%
44120	Shaker Hts/Cleveland	3.5%	5.2%	5.5%	4.1%	0.0%	0.0%
44121	University Hts/South Euclid	2.5%	1.5%	1.6%	1.2%	0.0%	0.0%
44122	Beachwood/Highland	2.6%	2.2%	2.3%	1.9%	0.0%	0.0%
44123	Euclid	1.5%	1.5%	1.2%	0.5%	0.0%	0.0%
44124	Pepper Pike/MayfieldHts/Lyndhurst	3.2%	2.7%	2.7%	0.5%	0.0%	0.0%
44125	Valley View/Garfield Hts	2.1%	1.1%	1.0%	0.9%	0.0%	0.0%
44126	Fairview Park/Cleveland	1.4%	1.0%	0.9%	0.4%	0.0%	0.0%
44127	Cleveland (100%)	0.5%	0.8%	0.8%	1.2%	0.0%	0.0%
44128	Warrensville Hts/Cleveland	2.3%	2.3%	2.1%	1.4%	0.0%	0.0%
44129	Brooklyn/Parma/Cleveland	2.1%	1.5%	1.3%	0.4%	0.0%	0.0%
44130	Parma/Cleveland	4.1%	3.7%	3.5%	1.0%	0.0%	0.0%
44131	Independence/Seven	1.4%	0.2%	0.1%	0.2%	0.0%	0.0%
44132	Euclid	1.2%	1.3%	1.3%	0.5%	0.0%	0.0%
44133	North Royalton	2.0%	1.3%	0.8%	0.3%	0.0%	0.0%
44134	Parma/Cleveland	2.9%	1.3%	1.1%	0.3%	0.0%	0.0%
44135	Cleveland/Linndale (90%)	2.1%	1.5%	1.5%	1.9%	0.0%	0.0%
44136	Strongsville	2.8%	1.3%	1.1%	0.3%	0.0%	0.0%
44137	Maple Hts/Cleveland	1.8%	0.8%	0.8%	0.9%	0.0%	0.0%
44138	Olmsted Twp/Olmsted Falls	1.3%	0.7%	0.6%	0.9%	0.0%	0.0%
44139	Bentleyville/Glenwillow/Solon	1.4%	0.5%	0.4%	0.2%	0.0%	0.0%
44140	Bay Village	1.1%	0.2%	0.1%	0.1%	0.0%	0.0%
44141	Brecksville	0.9%	0.3%	0.3%	0.2%	0.0%	0.0%
44142	Brookpark/Cleveland	1.4%	0.6%	0.6%	0.2%	0.0%	0.0%
44143	Highland Hts/Richmond Heights	1.7%	1.1%	0.8%	0.4%	0.0%	0.0%
44144	Brooklyn/Cleveland	1.8%	1.6%	1.3%	0.7%	0.0%	0.0%
44145	Westlake	2.3%	1.5%	1.5%	0.2%	0.0%	0.0%
44146	Walton Hills/Oakwood/Bedford	2.5%	2.6%	2.3%	0.3%	0.0%	0.0%
44147	Broadview Hts	1.1%	0.7%	0.4%	0.3%	0.0%	0.0%
44149	Strongsville				0.1%	0.0%	0.0%
Unknown Cuyahoga County Zip Codes*****							
Missing*****							
Unknown*****							
Total Cuyahoga County*****		100.0%	100.0%	100.0%	100.0%	0.0%	0.0%
Total Known Cleveland		29.7%	42.5%	46.0%	64.3%	0.0%	0.0%
Total Known Suburbs		70.3%	57.5%	54.0%	35.7%	0.0%	0.0%
Unknown & Missing					0.1%	100.0%	100.0%

Attachment 4: Actual Consumer Zip Codes (continued)

*U.S. Census 2000, SF1 (H4)
**U.S. Census 2000, SF3 (HCT7)
*** U.S. Census 2000, SF3 (H69). Renters with housing cost burden greater than 30 percent of income. In 2000, this represented approximately 37.4 percent of all renters.
**** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Missing Data - For United Way - represents computational errors or incorrect completion of online report. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County. For all other data - represents data funder was unable to provide.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County.
***** Totals vary because of rounding. County total population 1,393,978 does not correspond to the total of zip codes because some zip codes include data from adjacent counties

Attachment 5: Profile of Core Service Providers – 2005

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
Total Number of Organizations	14	1
Number of Organizations by Type		
Nonprofit	5	-
For-profit	-	-
Government	8	-
Other	1	-
Total Number of Service Sites	17	-
Number of Service Sites per Organization		
1	12	-
2 – 5	2	-
6 – 10	-	-
11+	-	-
Geographical Location of Service Sites, by ZIP Code		
44017 – Berea		
44022 – Bentleyville	-	-
44040 – Gates Mills/Mayfield Village	-	-
44070 – North Olmsted	-	-
44101 – Cleveland	-	-
44102 – Brooklyn/Cleveland	-	-
44103 – Cleveland	-	-
44104 – Cleveland	-	-
44105 – Newburgh Hts/Garfield Hts	1	-
44106 – Cleveland Hts/Cleveland	-	-
44107 – Cleveland/Lakewood	-	-
44108 – Cleveland/East Cleveland	1	-
44109 – Cleveland/Brooklyn Hts	-	-
44110 – Cleveland/Bratenahl	-	-
44111 – Cleveland	-	-
44112 – Cleveland/East Cleveland	-	-
44113 – Cleveland	-	-
44114 – Cleveland	5	-
44115 – Cleveland	3	-
44116 – Rocky River	-	-
44117 – Cleveland/Euclid	-	-
44118 – Euclid/University Hts	-	-
44119 – Cleveland/Euclid	-	-
44120 – Cleveland/Shaker Hts	-	-
44121 – University Hts/South Euclid	1	-
44122 – Orange/Warrensville Hts	1	-
44123 – Euclid	-	-
44124 – Pepper Pike/Mayfield Village	1	-
44125 – Valley View/Garfield Hts	-	-
44126 – Cleveland/Fairview Park	-	-
44127 – Cleveland	-	-
44128 – Cleveland/Warrensville Hts	-	-
44129 – Cleveland/Brooklyn/Parma	-	-
44130 – Cleveland/Parma	1	-
44131 – Seven Hills/Brooklyn Hts	-	-
44132 – Euclid	1	-

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
44133 – North Royalton	-	-
44134 – Parma/Cleveland	-	-
44135 – Cleveland/Linndale	-	-
44136 – Strongsville	-	-
44137 – Maple Hts/Cleveland	-	-
44138 – Olmsted Twp/Olmsted Falls	1	-
44139 – Bentleyville/Glenwillow/Solon	-	-
44140 – Bay Village	-	-
44141 – Brecksville	-	-
44142 – Cleveland/Brookpark	-	-
44143 – Highland Hts/South Euclid	-	-
44144 – Brooklyn/Cleveland	-	-
44145 – Westlake	-	-
44146 – Walton Hills/Oakwood/Bedford	-	-
44147 – Broadview Hts	1	-
44149 – Strongsville	-	-
	-	-

Attachment 6: Providers and Functions – 2005

Service Providers & Functions	
Source: United Way - First Call for Help Refer Database February 2005	
Agency	Services
Buckeye Legal Aid Services	Legal Assistance
Cleveland City Of - Municipal Court	Housing - Complaints/Disputes
Cleveland Mediation Center	General Mediation Services, Homeless Prevention Mediation
Cleveland Tenants Organization	Rental Information, Tenant Advocacy And Organizing, Services For Tenants Being Evicted
Euclid City Of -	Housing - Housing Complaints / Disputes
Lakewood City Of - Municipal Court	Housing - Housing Complaints/Disputes
Legal Aid Society Of Cleveland	Housing Legal Assistance
Maple Heights City Of -	Housing - Housing Complaints/Disputes
Oakwood Village Of -	Housing - Housing Complaints / Disputes
Parma City Of - Law Dept.	Housing - Complaints/Disputes
Progressive Action Council	Tenant - Landlord Relations
Seven Hills City Of -	Housing - Discrimination And Landlord/Tenant Issues
South Euclid City Of -	Housing - Housing Complaints/Disputes
Spanish American Committee	Housing Assistance In The Hispanic Community

Bold represents agencies funded by United Way for this service.

Attachment 7: United Way - First Call for Help Landlord Tenant Assistance Requests – 2000-2004: Greatest Increase/Greatest Decrease

FT-450 Landlord/Tenant Assistance								
United Way - First Call for Help Requests 2000-2004								
Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change*	Avg. #
		2000	2001	2002	2003	2004	00&04	Calls 00-04
44130	Parma/Cleveland	2	16	5	11	19	850%	11
44147	Broadview Hts	1	2	3	2	5	400%	3
44144	Brooklyn/Cleveland	3	3	5	5	13	333%	6
44107	Lakewood/Cleveland	8	31	28	26	34	325%	25
44115	Cleveland	5	12	15	16	21	320%	14
44129	Brooklyn/Parma/Cleveland	2	5	9	5	8	300%	6
44126	Fairview Park/Cleveland	2	4	2	2	8	300%	4
44132	Euclid	6	12	11	10	23	283%	12
44104	Cleveland	19	77	40	42	70	268%	50
44122	Beachwood/Highland Hills/ShakerHts	4	4	5	2	14	250%	6
44114	Cleveland	2	6	3	2	7	250%	4
44127	Cleveland	6	26	16	15	21	250%	17
44128	Warrensville Hts/Cleveland	10	42	32	32	35	250%	30
44113	Cleveland	11	24	30	23	35	218%	25
44105	Cleveland/NewburghHts/GarfieldHts	37	70	64	71	117	216%	72
44111	Cleveland	17	44	19	36	51	200%	33
44133	North Royalton	2	0	2	0	6	200%	2
44146	Walton Hills/Oakwood/Bedford	8	22	12	10	23	188%	15
44125	Valley View/Garfield Hts	4	5	4	7	11	175%	6
44134	Parma/Cleveland	0	2	7	3	7	N/A	4
44143	Highland Hts/Richmond Heights	0	7	0	1	6	N/A	3
44142	Brookpark/Cleveland	0	4	5	5	4	N/A	4
44140	Bay Village	1	0	0	1	0	(100%)	N/A
44022	Bentleyville	1	0	1	2	0	(100%)	1
44131	Independence/Seven Hills/BrooklynHts	1	1	0	0	0	(100%)	N/A
**Total Cuyahoga County		479	1,063	814	840	1,223	155%	884
**Total Cleveland		298	678	507	549	760	155%	558
**Total Suburbs		181	385	307	291	463	156%	325
* Extremely high percentages are due to low numbers.								
** These totals do not reflect the sum of the numbers above which are the zip codes reflecting the greatest increase or decrease. Rather, they are the total of calls from ALL zip codes many of which do not appear on this table.								

**Attachment 8: United Way - First Call for Help Landlord Tenant Assistance Requests
2000-2004: Unmet Need**

FT-450 Landlord/Tenant Assistance					
United Way - First Call for Help Requests 2000-2004					
Unmet Need					
Zip Code		TOTALS 00-04			%
		Requests	Met	Unmet	Unmet
44122	Beachwood/Highland Hills/ShakerHts	29	27	2	7%
44142	Brookpark/Cleveland	18	17	1	6%
44121	University Hts/South Euclid	47	46	1	2%
44103	Cleveland	223	220	3	1%
44112	East Cleveland/Cleveland	304	300	4	1%
44135	Cleveland/Linndale	77	76	1	1%
44113	Cleveland	123	122	1	1%
44102	Cleveland/Brooklyn	427	424	3	1%
44109	Cleveland/Brooklyn Hts	218	217	1	N/A
44110	Cleveland/East Cleveland	249	248	1	N/A
44120	Shaker Hts/Cleveland	286	285	1	N/A
44108	Cleveland/Bratenahl	311	310	1	N/A
* Total Cuyahoga County		4,419	4,399	20	N/A
* Total Cleveland		2,792	2,781	11	N/A
* Total Suburbs		1,627	1,618	9	1%
FCFH DATA NOTES					
<p>Met = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)</p> <p>Unmet = service request for which there was no referral.</p> <p>Note: Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater within the city of Cleveland are highlighted and totaled as Cleveland. Others are totaled as Suburbs.</p> <p>* These totals do not reflect the sum of the numbers above which are the zip codes reflecting unmet need in 2004. Rather, they are the total of calls from ALL zip codes some of which do not appear on this table.</p>					

Attachment 9: Service Site Index

Core Service: Landlord/Tenant Assistance FT-450									
Service Site Index									
Zip	Number of Sites *****	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Household (#)*	Total Renter Households (#)**	Cost Burdened Renters***	Total Estimated Universe of Possible Consumers****	Number of Service SITES Serving Geographical Area (Per Agencies Reported Intended Service Area to First Call for Help)*****	Potential Service ACCESSIBILITY by Service Consumers per Geographical Area Ratio of CONSUMERS to Service SITES
Period				1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/2005	
TOTAL	17			571,606	210,469	78,638	78,638	17	4,626:1
Percent					36.8%	37.4%	100.0%		
44117		Euclid/Cleveland	African Am 53.1%	5,871	3,189	1,411	1,411	11	128:1
44105	1	Cleveland/NewburghHts/ GarfieldHts (75%)	African Am 61.9%	20,743	9,195	4,175	4,175	10	418:1
44106		Cleveland/Cleveland Hts (60%)	African Am 62.2%	13,522	9,757	3,937	3,937	10	394:1
44110		Cleveland/East Cleveland (98%)	African Am 74.7%	11,214	6,503	2,758	2,758	10	276:1
44120		Shaker Hts/Cleveland	African Am 76.7%	20,048	10,878	4,288	4,288	10	429:1
44103		Cleveland (100%)	African Am 80.2%	9,724	6,480	2,917	2,917	10	292:1
44108	1	Cleveland/Bratenahl (90%)	African Am 94.9%	13,534	6,750	3,109	3,109	10	311:1
44112		East Cleveland/Cleveland	African Am 95.2%	13,224	7,439	3,482	3,482	10	348:1
44128		Warrensville Hts/Cleveland	African Am 95.8%	13,370	4,865	1,654	1,654	10	165:1
44104		Cleveland (100%)	African Am 97.5%	10,848	7,617	3,191	3,191	10	319:1
44115	3	Cleveland (100%)	African Am 98.4%	3,063	2,897	1,020	1,020	10	102:1
44114	5	Cleveland (100%)	Asian 20.3%	1,969	1,709	619	619	10	62:1
44109		Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	18,187	8,184	3,178	3,178	10	318:1
44102		Cleveland/Brooklyn (95%)	Hispanic 20.4%	20,515	12,306	4,999	4,999	10	500:1
44113		Cleveland (100%)	Hispanic 23.5%	7,404	5,248	1,858	1,858	10	186:1
44017		Berea		7,195	2,095	709	709	10	71:1
44022		Bentleyville		4,478	626	268	268	10	27:1
44040		Gates Mills/Mayfield Village		1,071	72	27	27	10	3:1
44070		North Olmsted		13,601	2,743	853	853	10	85:1
44101		Cleveland (100%)		-	0	-	-	5	N/A
44107		Lakewood/Cleveland		26,767	14,674	4,280	4,280	11	389:1
44111		Cleveland (100%)		17,986	5,985	1,844	1,844	10	184:1
44116		Rocky Rwer		9,835	2,840	1,158	1,158	10	116:1
44118		ClevelandHts/UniversityHts/ ShakerHts		17,684	6,130	2,298	2,298	11	209:1
44119		Cleveland/Euclid (50%)		6,264	1,985	789	789	11	72:1
44121	1	University Hts/South Euclid		14,527	3,105	1,286	1,286	11	117:1
44122	1	Beachwood/Highland Hills/ShakerHts		14,621	4,530	1,842	1,842	11	167:1
44123		Euclid		8,389	3,091	952	952	11	87:1
44124	1	Pepper Pike/MayfieldHts/Lyndhurst		18,539	5,673	2,153	2,153	11	196:1
44125		Valley View/Garfield Hts		12,112	2,261	778	778	10	78:1
44126		Fairview Park/Cleveland		7,727	2,055	745	745	10	75:1
44127		Cleveland (100%)		3,038	1,595	612	612	10	61:1
44129		Brooklyn/Parma/Cleveland		12,206	3,154	1,019	1,019	10	102:1
44130	1	Parma/Cleveland		23,346	7,729	2,765	2,765	10	277:1
44131		Independence/Seven Hills/BrooklynHts		8,129	352	82	82	10	8:1
44132	1	Euclid		6,860	2,828	990	990	11	90:1
44133		North Royalton		11,274	2,839	592	592	10	59:1
44134		Parma/Cleveland		16,596	2,764	841	841	10	84:1
44135		Cleveland/Linndale (90%)		11,904	3,246	1,144	1,144	10	114:1
44136		Strongsville		16,207	2,798	828	828	10	83:1
44137		Maple Hts/Cleveland		10,477	1,697	637	637	10	64:1
44138	1	Olmsted Twp/Olmsted Falls		7,322	1,402	458	458	10	46:1
44139		Bentleyville/Glenwillow/Solon		7,760	974	350	350	10	35:1
44140		Bay Village		6,183	485	107	107	10	11:1
44141		Brecksville		5,016	596	217	217	10	22:1
44142		Brookpark/Cleveland		8,156	1,336	459	459	10	46:1
44143		Highland Hts/Richmond Heights		9,694	2,349	668	668	12	56:1
44144		Brooklyn/Cleveland		10,015	3,317	1,003	1,003	10	100:1
44145		Westlake		12,916	3,207	1,145	1,145	10	115:1
44146		Walton Hills/Oakwood/Bedford		14,068	5,464	1,821	1,821	11	166:1
44147	1	Broadview Hts		6,407	1,455	322	322	10	32:1

* U.S. Census 2000, SF1 (H4)

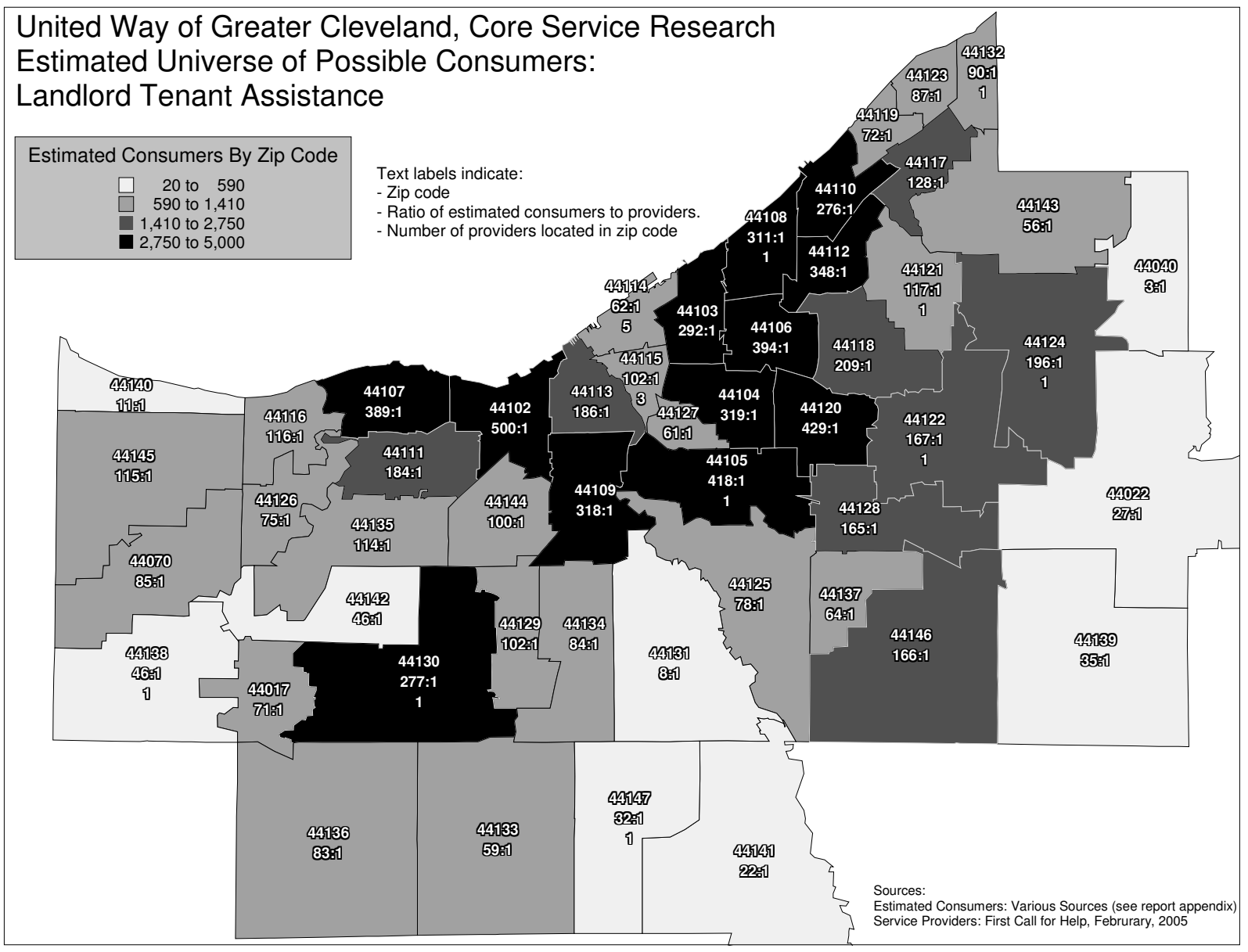
** U.S. Census 2000, SF3 (HCT7)

*** U.S. Census 2000, SF3 (H69). Renters with housing cost burden greater than 30 percent of income. In 2000, this represented approximately 37.4 percent of all renters.

**** Based on the Gap Analysis, there were 13,605 actual consumers and 65,033 who are either receiving services from unaccounted-for sources or are not receiving landlord/tenant assistance. (78,638 - 13,605 = 65,033). Because landlord tenant assistance is a broad service that ranges from understanding rights, outreach, discrimination, and assistance with evictions, we assume that this is also the number of would-be users. Thus the estimated universe of possible consumers is equal to the number of persons in need (78,638), 13,605 with realized access and 65,033 with unrealized access.

***** United Way-First Call for Help, February 2005

Attachment 10: Map





**United Way of
Greater Cleveland**

1331 Euclid Avenue

Cleveland, Ohio 44115

uws.org/CoreServicesPlanning