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City of Lorain Slum and Blight Analysis: Final Report

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Maxine Goodman Levin
College of Urban Affairs

Center for Economic Development
Center for Community Planning and Development

Prepared for:
City of Lorain

CITY OF LORAIN
SLUM AND BLIGHT
ANALYSIS: FINAL REPORT

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October 19, 2020

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EXECUTIVE SUMMARY

The City of Lorain engaged the CSU Center for Community Planning and Development to assist with developing a rationale for defining Blighted Properties and Blighted Areas within the City. These definitions will be incorporated into the City's Code of Ordinances in order to provide criteria for allocating funds from the US Department of Housing and Urban Development (HUD) Community Development Block Grant Program (CDBG). The criteria and analysis method can also be useful to the City in prioritizing neighborhoods at the block group level which are in need of rehabilitation.

The full report outlines the key issues, and explores alternative approaches for defining Blighted Properties and Blighted Areas based on property condition. This analysis was conducted using GIS to conduct spatial analysis of property condition data.

The analysis leads to four key recommendations, as follows:

- 1) The City should utilize property condition as the primary basis for definition of "Blighted Property" and "Blighted Area".** As shown in the discussion section of this report, other criteria present in the state code are broad and largely not applicable to conditions in the City of Lorain; whereas property condition data are specific, more objective, and regularly updated.
- 2) The City should utilize County Auditor datasets for evaluation of property condition at the parcel level.** We recommend that the County Auditor data, including residential property condition, and commercial assessed value as a percentage of original cost or capitalized income value, be utilized. It is more complete across the City, and more likely to be consistent across the City, when compared to recent street-level parcel condition surveys. It involves a higher level of staff training, and a detailed assessment method for commercial properties. It is also likely to be easier to update regularly over time using consistent criteria.

An important part of the use of the County dataset is to obtain data by parcel for commercial properties, that itemizes the percent difference between the original cost or capitalized income value, and the final assessed value. This will require a special request of the County Assessor's Office.

- 3) The City should define "Blighted Properties" as those classified as "Fair" and "Poor".** This approach is consistent with the approach taken by the City of Cleveland in their longstanding definition of blighted properties. The "Average" classification includes a large proportion of properties in the City, even in neighborhoods considered to be in good condition, and should be excluded.

For residential properties, "Poor" and "Fair" can be taken directly from the County's property condition classification for each parcel. For commercial properties, "Poor" and "Fair" properties are defined where the assessed market value represents 0-19.99% and 20-39.99% of

the original cost-based or income-based value, respectively. This information for each parcel can be obtained from the County Assessor's Office.

4) The City should define "Blighted Area" ("Slum") as block groups with at least 20% Blighted Properties as defined. This 20% threshold is four times higher than the overall proportion of properties rated "fair" or "poor" across Lorain County. It also aligns with best practices in use in the City of Cleveland's definition of "Blighted Area".

The recommendations outlined above, and their implications, have been discussed with the City Building, Housing and Planning, the City's Law Director, and other City staff as appropriate. This memorandum summarizes our recommendations in light of our data and scenario analysis, and these discussions. It is hoped that it will be useful as the City drafts and approves its definitions of Blighted Property and Blighted Area (slum), and in communications with HUD about use of funds to meet the agency's national objectives.

INTRODUCTION

BACKGROUND

The US Department of Housing and Urban Development (HUD) grants Community Development Block Grant (CDBG) funding to states and municipalities for the purpose of meeting three national objectives:

- 1) benefit low- and moderate-income persons
- 2) prevention or elimination of slums or blight
- 3) address community development needs having a particular urgency because existing conditions pose a serious and immediate threat to the health or welfare of the community for which other funding is not available.¹

In order to justify the use of CDBG funding for the second objective, and to understand priority areas in the City that need slum and blight prevention and elimination, the City of Lorain has contracted with the Cleveland State University to prepare a slum and blight study. The purpose of the study is to identify areas of the City which would qualify as “slum and blight”.

HUD does not have a formal definition of “slum”, “blight” and/or “blighted area”. The agency’s rules rely on local government, and/or state, definitions of these terms.² Therefore, the City’s Slum and Blight Study must analyze property and neighborhood condition, in light of governing local and state definitions.

However, at present, the City does not have a formal definition of “slum” or “blight”, and so must rely on the Ohio definition, which is very broad. The City of Cleveland does have its own definitions for “slum” and “blight”, defined in the code of ordinances, which could serve as a model for these definitions. This memorandum summarizes recommendations for the City of Lorain to consider in adopting a formal definition of “slum and blight”, and provides an analysis of Lorain’s neighborhoods at the census block group level, as defined by these recommendations.

GOVERNING DEFINITIONS OF “SLUM” AND “BLIGHT”

Definitions for slum and blight analysis usually designate individual properties as “blighted” according to a set of criteria which may be broad or more specific. Then, neighborhoods or neighborhood areas are designated as “slum” or “blighted area” according to criteria for the *proportion* of individual properties within that area that are designated as “blighted”.

¹ https://www.hud.gov/program_offices/comm_planning/communitydevelopment/programs

² US Code of Regulations §570.208 (b)(1)(i). See link and full text in the Appendix.

US Department of Housing and Urban Development (HUD)

As of the summer of 2019, HUD had a broad definition in the glossary of terms of their HUDUser web site, as follows. This glossary is no longer available on the web as of the date of this summary.

BLIGHTED STRUCTURE: A structure is blighted when it exhibits objectively determinable signs of deterioration sufficient to constitute a threat to human health, safety, and public welfare.

URBAN RENEWAL AREA: a slum area or a blighted, deteriorated, or deteriorating area in the locality involved which the Secretary approves as appropriate for an urban renewal project.³

State of Ohio

The State of Ohio has a broad definition of “slum and blight” in the Ohio Revised Code General Conditions, section 108, which states that

"Blighted area" and "slum" mean an area in which at least seventy per cent of the parcels are blighted parcels, and those blighted parcels substantially impair or arrest the sound growth of the state or a political subdivision of the state, retard the provision of housing accommodations, constitute an economic or social liability, or are a menace to the public health, safety, morals, or welfare in their present condition and use."

The code goes on to state a lengthy list of conditions for a parcel to be designated “blighted”. For the full definition language, see Appendix B. This definition was cited by the Ohio Housing Finance Agency for use in qualifying properties for the Neighborhood Stabilization Program in 2018.⁴

City of Lorain

The City of Lorain’s code of ordinances does not currently have a definition of “slum”, “blight”, or “blighted area”, per se. There is a definition of “Dangerous Building”, which classifies as a "dangerous building" any structure which has more than 33% of its structural components deteriorated, or more than 50% of its exterior, nonstructural outside walls deteriorated. We could draw a parallel between a "dangerous building" and a "blighted building". However, the City currently has no code language that states what percentage of "blighted buildings" may be considered "Slum" or "Blighted Area". See Appendix C for applicable code language from the City of Lorain.

³ https://www.huduser.gov/portal/glossary/glossary_b.html

⁴ OHFA Neighborhood Stabilization Program,
<http://ohiohome.org/savethedream/documents/NIP-2018Guidelines.pdf>

City of Cleveland

As mentioned previously, the City of Cleveland’s definition of slum and blight could serve as a model for Lorain to consider. The City of Cleveland bases its criteria on County Fiscal Officer appraisal evaluation of property condition. It states that properties with a condition rating “below average” – “fair or below” are considered “blighted”. An area is considered “blighted” if 25% or more of the properties are “blighted”. Further, in slum and blight studies done by the City of Cleveland’s Department of Community Development in 1986, 2006, and 2017, an even lower standard of 20% was adopted.⁵ See Appendix D for City of Cleveland code language.

PROPERTY CONDITION

OVERVIEW

In defining a “blighted property”, the most logical characteristic to examine is the condition of the property. This section summarizes the property condition data available for evaluating property condition in the City of Lorain. Alternative characteristics that could be used are further explored in the “Discussion” section of this report.

There are two primary and comprehensive sources of data on property condition in the City of Lorain: 1) County Appraiser’s office data collected as part of periodic re-appraisal of real estate properties, and 2) Western Reserve Land Conservancy (WRLC) data provided to the City as part of a parcel-level inventory of property condition.

Over 25,000 properties in the City of Lorain were evaluated by the two agencies at different times. Evaluation of individual properties is done in both cases by teams of individuals who may be inconsistent from property to property, between individuals, and across the City over time.

The WRLC completed a full evaluation of property condition on a parcel-by-parcel basis in 2013, with a partial follow-up in target wards in 2019. WRLC ratings included residential and commercial properties, although many commercial properties were “not ratable”. WRLC evaluations are done from the sidewalk, and so are based on the front and side exteriors only as visible from the street.

The County Auditor’s property evaluations are done every three years as state-mandated property assessment updates, with a full re-assessment every six years. The Auditor’s office

⁵ Telephone communication with James Greene, City of Cleveland Community Department of Community Development, 12/20/2019; referring to slum and blight analyses completed in July 1986; August 2006; and 2017. In the 1986 and 2006 studies, property condition rated “fair or worse” was used as the threshold for “blighted parcel”, and the 20% rate for “blighted area” was justified as four times the rate of “fair or worse” properties occurring in the entire County.

rates residential and commercial property by two separate methods. Residential property receives an exterior “360°” walkaround, and is rated in relation to the average condition in the subject’s neighborhood. Commercial property is assessed floor-by-floor, interior and exterior, in relation to the replacement construction cost or capitalized net income, discounted for a variety of factors such as location, obsolescence, and physical, functional, and economic depreciation.

Both the County Appraiser’s residential ratings, and the WRLC ratings for both residential and commercial property, are exterior-only, assuming that the exterior of a property is a proxy for the interior condition. The County Appraiser did note that for rental properties, the interiors are generally in much worse condition than for owner-occupied properties, and therefore the exterior condition is less reliable as a proxy for overall property condition.⁶

The two property condition evaluation systems, and how they were applied in our investigation, are described in more detail below:

COUNTY APPRAISAL DATASET

The Lorain County Auditor’s Appraisal office, in accordance with Ohio law, performs a re-assessment of each property in the County every six years, with an interim assessment every three years. The most recent interim assessment was performed in 2018, and a full assessment will be completed in 2021.

Residential Property Assessment

The County designates the condition of each residential property as “Excellent”, “Good”, “Average”, “Fair”, or “Poor”. In a telephone communication with the County Appraisal Office, it was noted that these designations relate to the conditions of the surrounding neighborhood. There are no specific criteria used across the County. An “Average” rating would indicate that the property is in average condition compared to other properties in its neighborhood. The intent is that for any neighborhood, a bell curve allocation of property condition would result in the majority of properties receiving an “Average” rating. It was noted that the rating of “Excellent” is rare and may not exist at all in many areas.⁷

Cuyahoga County’s residential appraisal method utilizes “a CDU rating when describing the condition of residential properties. We defer (and subscribe) to the Marshal and Swift Residential Cost manual.”⁸ A review of these materials shows that it is very similar to the Lorain County approach as described, evaluating property condition in relation to its neighborhood. A property rated “fair” indicates significant deferred maintenance, while a property rated “poor” indicates structural damage, as well as deferred maintenance.

⁶ Telephone communication with Fred Westbrook, Chief Appraiser, Lorain County Auditor’s office, March 6, 2020.

⁷ *ibid.*

⁸ E-mail communication between the author and Daniel Harbaugh, Director of Real Estate Appraisal, Cuyahoga County Fiscal Office, March 10, 2020. “CDU” refers to “Condition/Desirability/Utility”.

For the purposes of this investigation, the five property condition categories (excellent-good-average-fair-poor) were used to determine possible definitions of “blighted properties”.

Commercial Property Assessment

As noted above, commercial property is assessed floor-by-floor, interior and exterior. The steps involved are first, to estimate the construction replacement cost for the building. If the property is income-producing, the value of the building is capitalized based on net income. Second, discounts are applied by floor to account for a variety of factors such as physical effective age, functional depreciation, and economic depreciation. External depreciation is applied to the entire building based on location and the market. The land itself is assessed in relation to its size, location, improvements, and functionality. Finally, the parts of the assessment are added together to form the final assessment, which is given in dollars.⁹

For the purposes of this investigation, we looked at the difference between the original cost or income-based value of the property, and the final assessed market value. When compared as a percentage of the original value, these differences across the City ranged from XXX to XXX%. In deciding how to divide these percent values into “Excellent”, “Good”, “Average”, “Fair”, and “Poor”, in order to be comparable to the residential condition assessment, we looked at several methods, utilizing GIS software.

- a) Quantile Intervals: Parcel observations were divided into equal numbers for each of the five ranking classes, so there would be the same number of parcels in each class.
- b) Equal intervals: Observations were divided into five classes based on equal percentage groups: 0-20%, 20-40%, etc.
- c) Natural breaks: The Jenks algorithm is used to set boundaries between classes where there are larger natural gaps in the data.
- d) Standard deviation: Breaks between classes create equal value ranges that are a specified proportion of the standard deviation from the mean.¹⁰

When comparing these methods, only the Equal Intervals approach allows each property to maintain its classification independently of the classification of other properties. If, therefore, a blighted (low percentage value) property is improved over time, its percentage value will go up, and it will be rated as no longer blighted. For all the other classifications, the property classification is determined in relation to the classification of all properties; so in theory, if all properties in the City were improved, there would still be properties rated “fair” and “poor” in proportion to the others.

⁹ Follow-up telephone communication with Fred Westbrook, July 17, 2020.

¹⁰ See ESRI documentation for full definition of classification methods, available at <https://pro.arcgis.com/en/pro-app/help/mapping/layer-properties/data-classification-methods.htm>.

For this reason, the Equal Intervals approach was chosen. Commercial properties were classified based on the final assessed value's proportion to the original cost or income-capitalized value, in five percentage intervals. See table below for summary.

Table 1 Comparison of Commercial Property Value Classification Methods

QUANTILE INTERVALS				NATURAL BREAKS			
Condition	Percent of Market Value	Number of Parcels	Percent of All Parcels	Condition	Percent of Market Value	Number of Parcels	Percent of All Parcels
Poor	0.0-16.9	269	20%	Poor	0-18.1	301	23%
Fair	16.9-26.1	266	20%	Fair	18.2-29.3	300	23%
Average	26.1-38.4	264	20%	Average	29.4-43.1	281	21%
Good	38.4-50.4	264	20%	Good	43.2-65.0	317	24%
Excellent	50.4-96.0	262	20%	Excellent	65.1-96.0	126	10%
TOTAL		1325	100%	TOTAL		1325	100%
TOTAL NO. BLIGHTED		535		TOTAL NO. BLIGHTED		601	
% BLIGHTED		40%		% BLIGHTED		45%	
EQUAL INTERVALS				STANDARD DEVIATION			
Condition	Percent of Market Value	Number of Parcels	Percent of All Parcels	Condition	Percent of Market Value	Number of Parcels	Percent of All Parcels
Poor	0-20	355	27%	Very Poor	0-4.9	7	1%
Fair	20.1-40	459	35%	Poor	5.0-25.3	503	38%
Average	40.1-60	346	26%	Fair	25.4-45.7	461	35%
Good	60.1-80	101	8%	Average	45.8-66.1	231	17%
Excellent	80.1-100	64	5%	Good	66.2-86.5	87	7%
TOTAL		1325	100%	Excellent	86.6-96.0	36	3%
TOTAL NO. BLIGHTED		814		TOTAL		1325	100%
% BLIGHTED		61%		TOTAL NO. BLIGHTED		971	
				% BLIGHTED		73%	

Source: CCPD

WESTERN RESERVE LAND CONSERVANCY DATASET

In the summer of 2013, the Western Reserve Land Conservancy (WRLC) completed a property-by-property condition survey in the City of Lorain.

WRLC has completed many such surveys for communities in Northeast Ohio and beyond. This evaluation was updated for Wards 1, 2, 5, 6, and part of Ward 4 in the summer of 2019.

WRLC's evaluation criteria apply to properties uniformly across the City. Typically, a crew of neighborhood residents is trained to evaluate the properties according to the general criteria outlined below. Individual components of each property, such as windows, doors, foundation, siding and chimney, are rated "Excellent", "Good", "Fair", and "Poor", and then the property is given an overall rating of "A", "B", "C", "D", or "F". Communication with WRLC representatives

indicates that the intent is for a bell curve, where most properties would receive a “C” rating in relation to each other.¹¹

The following is a summary of criteria used for these ratings:

- A. Excellent
 - a. No visible signs of deterioration
 - b. Well maintained and cared for
 - c. New construction/renovation
 - d. Historic detailing, unique
- B. Good
 - a. Needs basic improvements
 - b. Minor painting
 - c. Removal of weeds
 - d. Cleaning
- C. Fair
 - a. Some cracking of brick or wood
 - b. Deteriorated cornice
 - c. Crumbling concrete
 - d. Cracked windows or stairs
- D. Deteriorated
 - a. Major cracking of brick
 - b. Wood rotting
 - c. Missing brick and siding
 - d. Open holes
- E. Unsafe/hazard
 - a. House is open and a shell
 - b. Can see through completely
 - c. In danger of collapse
 - d. Immediate safety hazard to neighborhood

¹¹ E-mail communication between the author and Isaac Robb, Western Reserve Land Conservancy, August 2019

SUMMARY OF PROPERTY CONDITION FINDINGS FOR THE CITY OF LORAIN

Based on these two datasets, an evaluation was done by CSU for City of Lorain neighborhoods at the Census Block Group level.

Maps, and associated summary tables, were generated for the following datasets:¹²

- 1) County criteria – properties rated “Fair” or “Poor” – both residential and commercial
- 2) WRLC criteria – properties rated “D” or “F” – residential, and partial commercial

The following pages summarize findings for these datasets, as they would be used for evaluating potential Blighted Properties and Blighted Areas (slum). See the Appendix for the full tables for County Appraiser and WRLC evaluation of residential structures, by Census block group.

DATASET 1: County criteria – properties rated “Fair” or “Poor” considered “Blighted”

Table 2 summarizes the results of the application of County ratings using the methodology described under “Property Condition” earlier in this report. Residential parcels make up the great majority of parcels in the City, so ratings of these parcels have more weight in the overall property condition totals for the City. Commercial parcels are generally in poorer condition, which is especially true since commercial properties are depreciated over 40 years, becoming obsolete much faster than residential property. However because they are a much smaller proportion of the properties in the City, they do not make a large difference in the overall proportion of properties rated in each category for the City overall.

Table 2 Summary of Property Condition Ratings by Parcel

	Excellent	Good	Average	Fair	Poor	TOTAL
Residential Parcels	45	2,856	16,836	1,698	192	21,627
Residential - Percent	0.2%	13.2%	77.8%	7.9%	0.9%	100.0%
Commercial Parcels	51	106	333	456	370	1,316
Commercial - Percent	3.9%	8.1%	25.3%	34.7%	28.1%	100.0%
Residential and Commercial Parcels	96	2,962	17,169	2,154	562	22,943
All Parcels -Percent	0.4%	12.9%	74.8%	9.4%	2.4%	100.0%

Source: Lorain County Auditor 2019

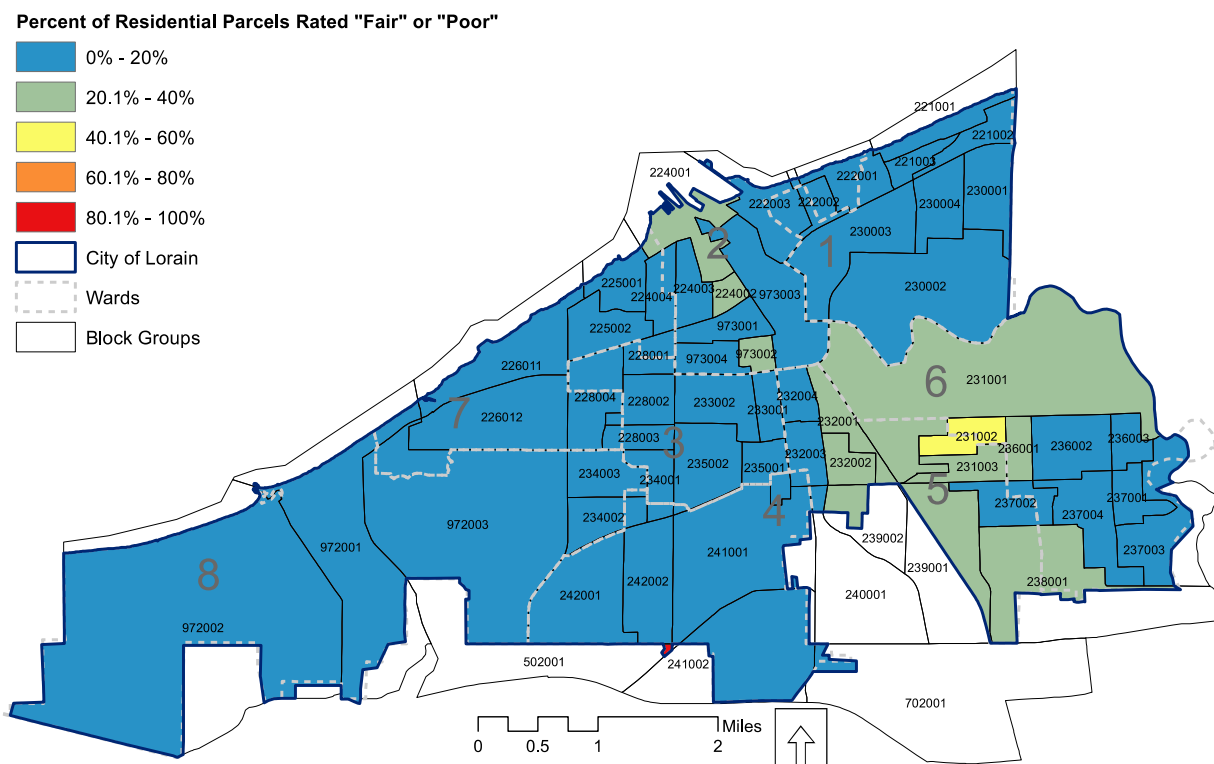
Maps 1, 2 and 3 show the percent of properties in each block group that are rated either “Fair” or “Poor” per the County Appraiser’s evaluation, for residential, commercial, and combined properties respectively.

¹² A Slum and Blight Memorandum dated 3-24-20 also evaluated scenarios that included “Average” rated properties in the “blighted property” designation. For reasons laid out in the Discussion section of this report, these criteria were rejected as a working definition. See the Appendix for those comparison maps.

When examining residential properties alone, the majority of block groups in the City are not “Blighted Areas”, falling into the “below 20%” category. Blighted Areas are concentrated in parts of Wards 2, 5 and 6.

Map 1 County Appraiser Criteria – Residential Property, Percent Rated Fair or Poor

Percent Blighted Parcels by Block Group, Residential



Lorain Comprehensive Housing Needs Assessment



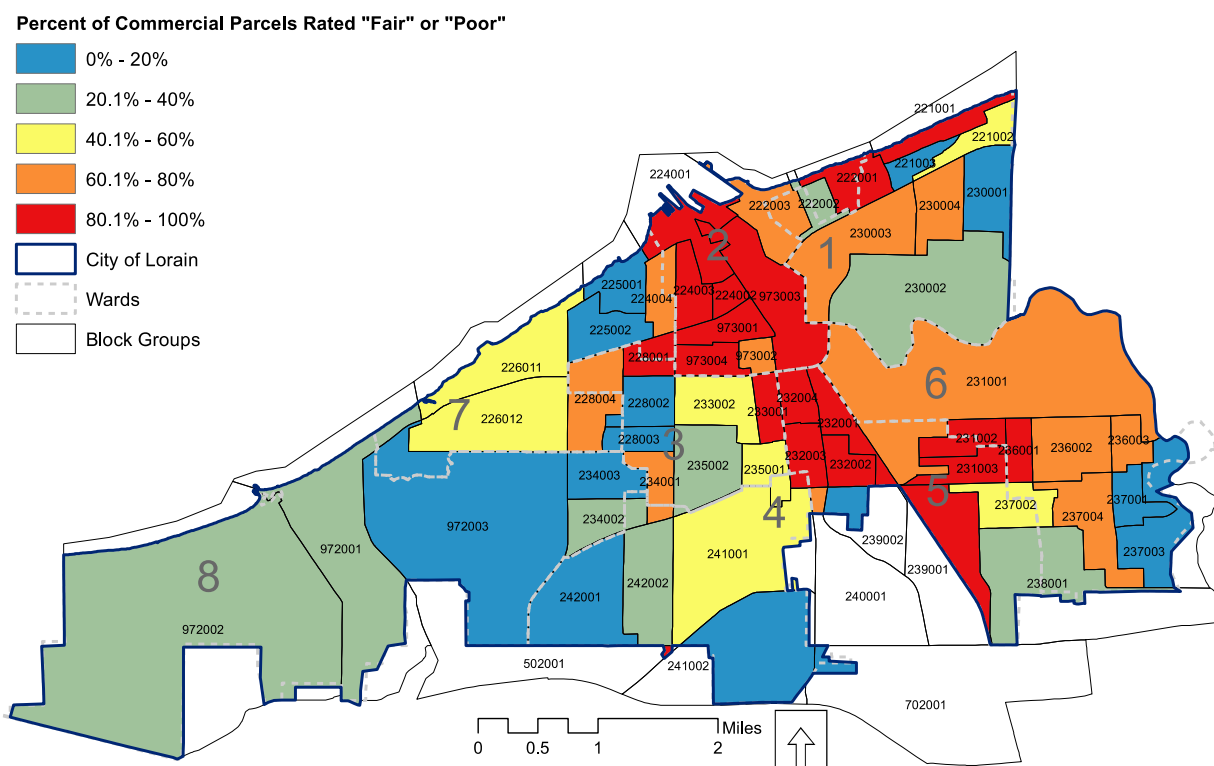
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Source: Lorain County Auditor, 2019

Map 2 County Appraiser Criteria – Commercial Property, Percent Rated Fair or Poor

Percent Blighted Parcels by Block Group, Commercial



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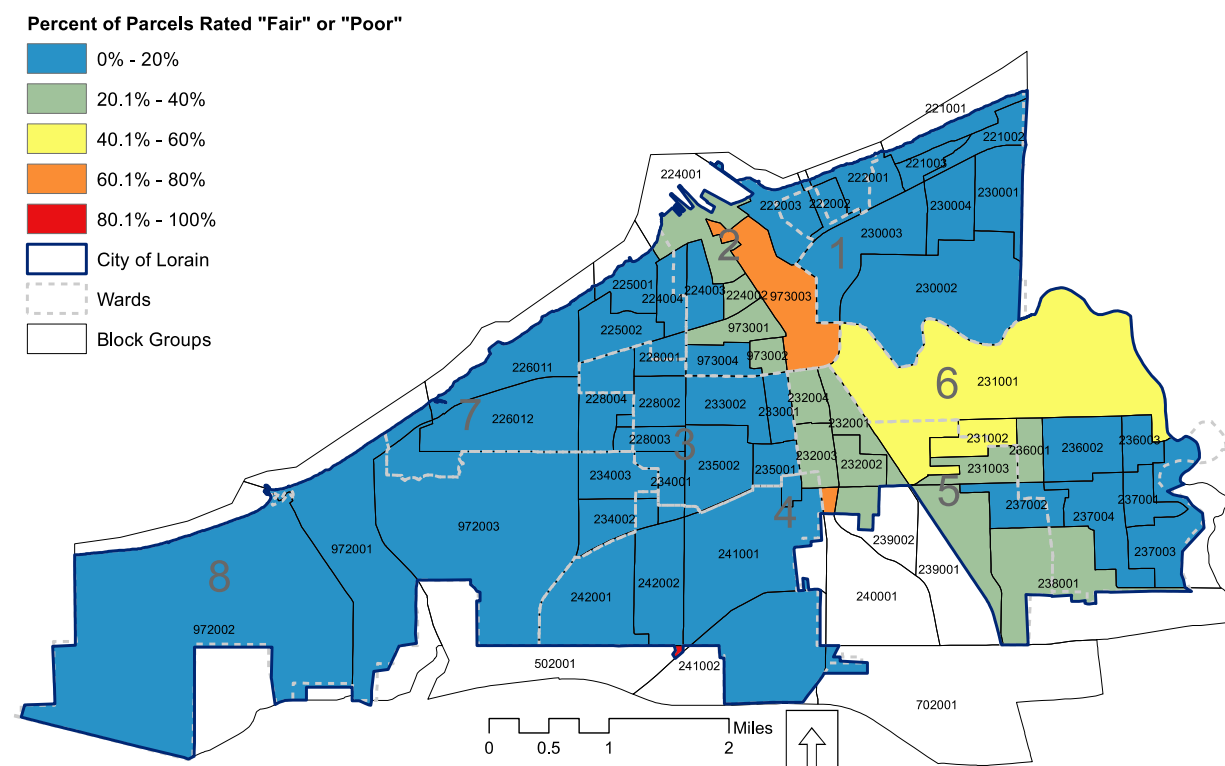
Center for Community Planning and Development

Source: Lorain County Auditor, 2019

When looking at commercial property alone, most block groups in the City fall into the Blighted Area category (over 20% of parcels are rated "Fair" or "Poor"). Once again, the highest levels of blight are concentrated in parts of Wards 2, 5 and 6, with Ward 1 also affected. Block groups not falling into the Blighted Area category are scattered around the City.

Map 3 County Appraiser Criteria – Combined Residential and Commercial Properties

Percent Blighted Parcels by Block Group, Residential and Commercial



Lorain Comprehensive Housing Needs Assessment



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Source: Lorain County Auditor, 2019

When looking at both residential and commercial property together, we see a tempering of the residential with commercial property condition. If we assume that properties rated "Fair" or worse are considered "Blighted Areas", there are sizeable portions of Wards 2, 5 and 6 which have at least 20% blighted properties. 18 of 59 block groups in the City are at least 20% blighted; 13 are at least 25% blighted. Of note, the core portion of Ward 6, and all of Ward 1, are not rated as blighted areas by this standard. See the full table in the Appendix which summarizes the proportions by block group.

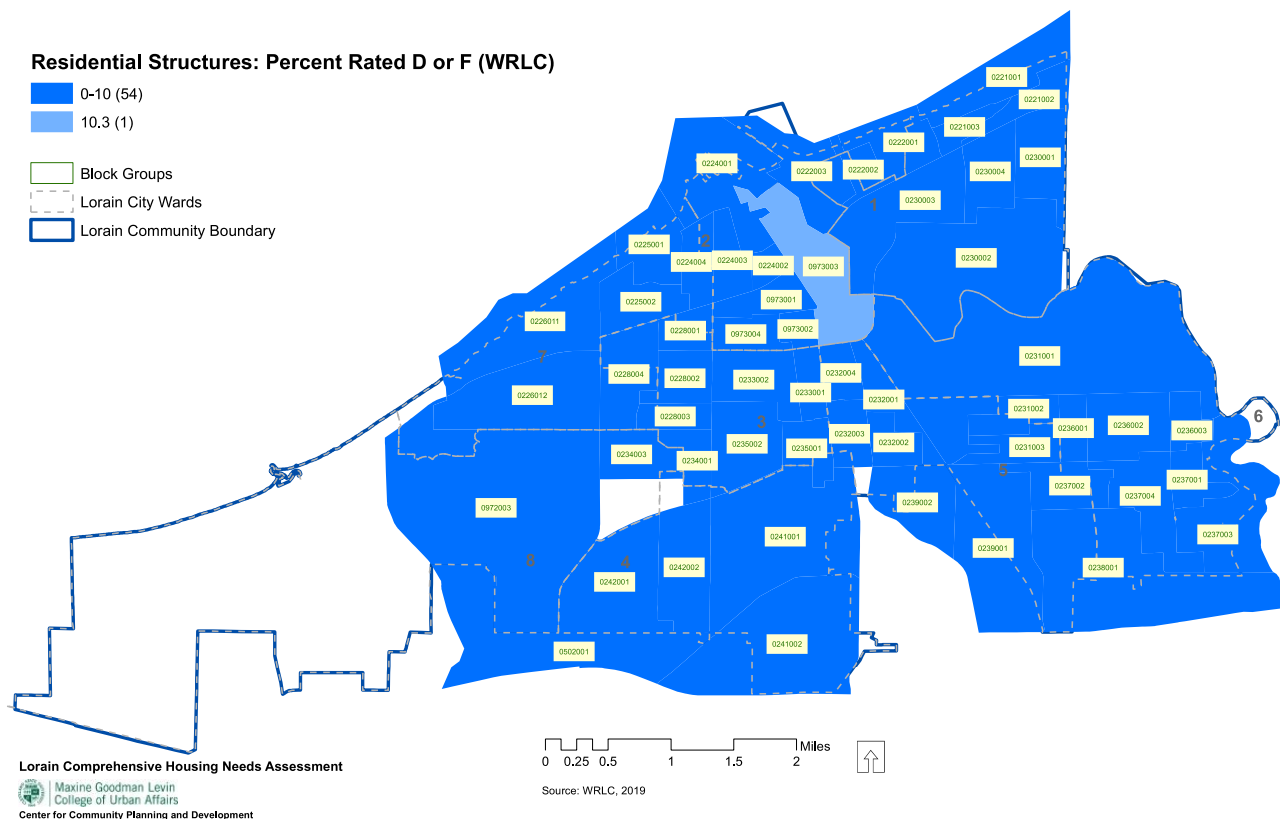
DATASET 2: WRLC criteria – properties rated “D” and “F” considered “Blighted”

In Map 4 we see the results of using WRLC criteria, assuming that the worst properties, those rated “D” and “F”, are to be considered “blighted”. Under these criteria, all of the City falls below a 20% threshold of “Blighted Properties”.

Note that only WRLC 2019 evaluations are shown on this map. Information is not shown for parts of Wards 4 and 8, which were not re-evaluated in 2019.

As noted earlier in this memo, the patterns of “Blight” are very different between the WRLC and County Appraiser assessments.

Map 4 – WRLC Criteria – Percent rated “D” or “F”



DISCUSSION

PROPERTY CONDITION CRITERIA

The City's intent is to set criteria in the City code which can be used to identify areas of slum and blight, in order to be eligible to apply HUD CDBG funding for demolition, rehabilitation, and other community development efforts in support of the second National Objective, "prevention or elimination of slum and blight". In looking at the two possible Slum/Blight definition approaches, there are three choices that must be weighed and/or confirmed:

1) Choice of County vs WRLC criteria in the analysis

As noted above, the patterns of grading are substantially different between the County Appraiser and WRLC criteria for designating possible blighted areas. When considering the worst categories under County criteria ("Fair" and "Poor") or WRLC criteria ("D" and "F"), block group proportions are inconsistent between the two datasets. The County for example rates Ward 1 overall as in good to average condition, while WRLC rates it more heavily toward "Fair"/"Poor". This difference can likely be attributed to two causes: 1) WRLC evaluations are more recent, having been done in 2019, where County full evaluation was last completed in 2015, and only updated in 2018. Furthermore, 2) WRLC is applying one set of criteria across the whole city, while the County's method looks at each property in light of its surrounding properties, resulting in the potential for inconsistencies.¹³ On the other hand, the areas where the County has designated properties as "Fair" or "Poor" are generally understood to be neighborhoods with low levels of property maintenance, and high levels of deferred maintenance. In these areas (particularly Wards 2, 5 and 6), a designation of "Fair" or "Poor" by the County could carry more weight.

2) Choice of categories to assign as "Blighted" for individual properties

For each of the datasets, it is fairly straightforward to designate "A", "B", "Excellent", and "Good" as not blighted; and "Fair", "Poor", "D", and "F" as blighted. The latter group clearly fits the state and City of Cleveland language for blighted properties.

However, consideration may be given to the middle designations, "Average" (County Appraiser) and "C" (WRLC). According to WRLC, the "C" rating cannot be considered "blighted": "Receiving a grade of C is still perfectly acceptable to pass, but shows signs of needed improvement. These are what we consider perfect candidates for code enforcement and any

¹³ It is noted that the purpose of the County's evaluation method is to appraise property in the context of its location. The purpose of the WRLC method is to note the condition of the individual property in order to identify properties in need of rehabilitation or demolition. The two purposes result in very different results across the City.

sort of 'pre-abandonment' intervention.... I feel especially confident that C-rated properties in our most recent work would not fulfill the definition of blight.”¹⁴

According to both Lorain and Cuyahoga Counties’ criteria, and the City of Cleveland, properties rated “fair or below” (“worse than average”) would be considered “blighted parcels”. In addition, however, both Counties’ criteria acknowledge that “average” rating is in relation to the condition of the surrounding neighborhood. In neighborhoods where the overall condition is considered to be below-average overall, an “average” rating could be understood to be much lower in relation to properties across the County as a whole. This possibility could be addressed through the proportion chosen for designation of a “blighted area” – see the following discussion.

3) Choice of percentage of blighted properties defining “Slum” or “Blighted Area”

As noted above, the State definition of “Blighted Area” rests on areas where 70% of properties can be considered “Blighted”. In the City of Cleveland, the criterion is 25% which was reduced to 20% since 2006. As shown on the above maps, Scenario 1 shows substantial areas meeting the 20-30% criteria. None of the maps meets the state’s 70% criteria.

Table 3 shows the status of residential property condition for all of Lorain County, both including the City of Lorain, and excluding the City of Lorain.¹⁵ As shown, only 5.4% of residential properties in Lorain County are rated as “Fair or worse”, compared to 8.74% in the City of Lorain. If we use the City of Cleveland’s 2006 analysis as a model, we can justify a 20% rating as close to four times the rate of “fair or worse” properties in the County as a whole.

Table 3 Residential Property Condition, Lorain County and City of Lorain, 2019

Geography	Condition Ratings (Counts)						Percent of Total						
	Excellent	Good	Average	Fair	Poor	Total	Excellent	Good	Average	Fair	Poor	Average + Fair + Poor	Fair + Poor
Lorain County Including Lorain City	328	20,155	77,688	5,133	470	103,774	0.32	19.42	74.86	4.95	0.45	80.26	5.4
Lorain City	45	2856	16836	1698	192	21627	0.21	13.21	77.85	7.85	0.89	86.59	8.74
Lorain County Excluding Lorain City	283	17299	60852	3435	278	82147	0.34	21.06	74.08	4.18	0.34	78.6	4.52

Source: CSU CCPD based on data from Lorain County Auditor

¹⁴ Personal e-mail communication from Isaac Robb, Western Reserve Land Conservancy, to Kirby Date, CSU, November 14, 2019

¹⁵ While we were able to obtain commercial value comparisons for the City of Lorain for the purposes of this study, we were not able to obtain this data for all of Lorain County. Therefore, we have used residential-only data for this discussion. Residential parcels represent 94% of all parcels in the City.

ADDITIONAL CRITERIA

The state definition of “blighted area” includes additional criteria which are considered here:

1) Tax Delinquency

According to the state criteria, a property may be considered “blighted” if “Tax or special assessment delinquencies exceeding the fair value of the land that remain unpaid thirty-five days after notice to pay has been mailed.”¹⁶ While we are unable to discern exactly which properties are unpaid after 35 days’ notice, we did review the overall tax delinquent status of properties in the City. Of all parcels in the City (30,817), only 2,625 (8.5%) were found to be delinquent, and only 173 (.56%) had delinquency amounts greater than the value of the parcel. 195 (.63%) had delinquency amounts that are at least 75% of the value of the parcel; and 253 (.82%) had delinquency amounts that are at least 50% of the value of the parcel.

For residential property only (apartments and 1-, 2-, 3-family and condo structures) (25,929 parcels): 2,212 (8.5%) were delinquent. Only 147 (.57%) had delinquency amounts greater than the value of the parcel. 165 (.64%) had delinquency amounts that are at least 75% of the value of the parcel, and 211 (.81%) had delinquency amounts that are at least 50% of the value of the parcel.

Given these low percentages, it is highly unlikely that a proportion greater than 20% tax delinquent, let alone 70% delinquent, where the delinquency exceeds the value of the parcel, would exist in any one block group.

2) Additional State Criteria

The Ohio definition of “blighted parcel” includes a number of other criteria, including unknown ownership, noncompliance with codes, vacancy, and conditions conducive to juvenile delinquency and crime. At least two of these criteria must be met for a parcel to be considered “blighted”. While it would be difficult to evaluate these criteria based on the data available, it is possible that the combination of all of them across a block group could lead to a conclusion that substantial numbers of blighted properties exist. This could justify the application of “average” (County Appraiser) or “C” (WRLC) criteria to the “blighted” category.

3) Additional US Code of Regulations criteria

Furthermore, US Code of Regulations provisions related to “activities which aid in the prevention or elimination of slums or blight” lists criteria which must be considered in addition to state or local definitions. These criteria include “general deterioration of public improvements” in an area; and at least 25% of the properties in an area exhibit “physical deterioration of buildings or improvements”, abnormally low property values, abandonment of

¹⁶ Ohio Revised Code §1.08 (B)(1)(c). See full text in Appendix.

property, known or suspected environmental contamination, or high rates of occupant turnover.¹⁷

“Physical deterioration” can be interpreted very broadly, and could include properties which have experienced significant deferred maintenance. In many neighborhoods in Lorain, the “average” or “C” condition of properties is one of deferred maintenance, and could be considered “physically deteriorated”.

RECOMMENDATIONS

Based on the above discussion, the following recommendations are made:

- 1) The City should utilize property condition as the primary basis for definition of “Blighted Property” and “Blighted Area”.** As shown in the discussion section of this report, other criteria present in the state and US code are very broad and largely not applicable to conditions in the City of Lorain. Property condition is measured according to comparatively objective criteria, and is evaluated and updated regularly according to a schedule. It also allows for property improvement to change a property’s rating from blighted to not blighted.
- 2) The City should utilize County Auditor datasets for classification of property condition.** We recommend that the County Assessor’s data, including residential property condition, and commercial assessed value as a percentage of original cost or capitalized income value, be utilized. It is more complete across the City, and more likely to be consistent across the City. It involves a higher level of staff training than the WRLC assessment, and more detailed assessment methods for commercial properties. It is also likely to be easier to update regularly over time using consistent criteria.

An important part of the use of the County dataset is to obtain data by parcel for commercial properties, that itemizes the percent difference between the original cost or capitalized income value, and the final assessed value. This will require a special request of the County Assessor’s Office.

- 3) The City should classify “Fair” and “Poor” rated properties as “Blighted Properties”.** This approach is consistent with the approach taken by the City of Cleveland in their longstanding definition of blighted properties. The “Average” classification includes a large proportion of properties in the City, even in neighborhoods considered to be in good condition, and should be excluded.

For residential properties, “Poor” and “Fair” can be taken directly from the County’s property condition classification for each parcel. For commercial properties, “Poor” and “Fair” properties are defined where the assessed market value represents 0-19.99% and 20-39.99% of

¹⁷ US Code of Regulations §570.208, Criteria for National Objectives. See Appendix for full text.

the original cost-based or income-based value, respectively. This information for each parcel can be obtained from the County Assessor's Office.

4) The City should define "Blighted Area" ("Slum") as block groups with 20% blighted properties or higher. This approach also aligns with the City of Cleveland's longstanding definition since 2006. This 20% threshold is four times higher than the overall proportion of properties rated "fair" or "poor" across Lorain County.

The choices outlined above, and their implications, have been discussed with the City Building, Housing and Planning, the City's Law Director, and other City staff as appropriate. This memorandum summarizes our recommendations in light of our data and scenario analysis, and these discussions. It is hoped that it will be useful as the City drafts and approves its definitions of Blighted Property and Blighted Area (slum), and enters into discussion with HUD about use of funds to meet the agency's national objectives.

APPENDIX

APPENDIX A) US DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT – RULES RELATED TO SLUM AND BLIGHT

https://www.govregs.com/regulations/expand/title24_chapterV_part570_subpartC_section570.208

US Code of Regulations §570.208, Criteria for National Objectives

The following criteria shall be used to determine whether a CDBG-assisted activity complies with one or more of the national objectives as required under § 570.200(a)(2):

(b) *Activities which aid in the prevention or elimination of slums or blight.* Activities meeting one or more of the following criteria, in the absence of substantial evidence to the contrary, will be considered to aid in the prevention or elimination of slums or blight:

(1) *Activities to address slums or blight on an area basis.* An activity will be considered to address prevention or elimination of slums or blight in an area if:

(i) The area, delineated by the recipient, meets a definition of a slum, blighted, deteriorated or deteriorating area under State or local law;

(ii) The area also meets the conditions in either paragraph (A) or (B):

(A) At least 25 percent of properties throughout the area experience one or more of the following conditions:

(1) Physical deterioration of buildings or improvements;

(2) Abandonment of properties;

(3) Chronic high occupancy turnover rates or chronic high vacancy rates in commercial or industrial buildings;

(4) Significant declines in property values or abnormally low property values relative to other areas in the community; or

(5) Known or suspected environmental contamination.

(B) The public improvements throughout the area are in a general state of deterioration.

APPENDIX B) STATE OF OHIO – APPLICABLE CODE RELATED TO SLUM AND BLIGHT

<http://codes.ohio.gov/orc/gp1.08v1>

Ohio Revised Code, General Provisions

§ 1.08 Blighted area defined - excluded considerations.

As used in the Revised Code:

(A) "Blighted area" and "slum" mean an area in which at least seventy per cent of the parcels are blighted parcels and those blighted parcels substantially impair or arrest the sound growth of the state or a political subdivision of the state, retard the provision of housing

accommodations, constitute an economic or social liability, or are a menace to the public health, safety, morals, or welfare in their present condition and use.

(B) "Blighted parcel" means either of the following:

(1) A parcel that has one or more of the following conditions:

(a) A structure that is dilapidated, unsanitary, unsafe, or vermin infested and that because of its condition has been designated by an agency that is responsible for the enforcement of housing, building, or fire codes as unfit for human habitation or use;

(b) The property poses a direct threat to public health or safety in its present condition by reason of environmentally hazardous conditions, solid waste pollution, or contamination;

(c) Tax or special assessment delinquencies exceeding the fair value of the land that remain unpaid thirty-five days after notice to pay has been mailed.

(2) A parcel that has two or more of the following conditions that, collectively considered, adversely affect surrounding or community property values or entail land use relationships that cannot reasonably be corrected through existing zoning codes or other land use regulations:

(a) Dilapidation and deterioration;

(b) Age and obsolescence;

(c) Inadequate provision for ventilation, light, air, sanitation, or open spaces;

(d) Unsafe and unsanitary conditions;

(e) Hazards that endanger lives or properties by fire or other causes;

(f) Noncompliance with building, housing, or other codes;

(g) Nonworking or disconnected utilities;

(h) Is vacant or contains an abandoned structure;

(i) Excessive dwelling unit density;

(j) Is located in an area of defective or inadequate street layout;

(k) Overcrowding of buildings on the land;

(l) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;

(m) Vermin infestation;

(n) Extensive damage or destruction caused by a major disaster when the damage has not been remediated within a reasonable time;

(o) Identified hazards to health and safety that are conducive to ill health, transmission of disease, juvenile delinquency, or crime;

(p) Ownership or multiple ownership of a single parcel when the owner, or a majority of the owners of a parcel in the case of multiple ownership, cannot be located.

(C) When determining whether a property is a blighted parcel or whether an area is a blighted area or slum for the purposes of this section, no person shall consider whether there is a comparatively better use for any premises, property, structure, area, or portion of an area, or whether the property could generate more tax revenues if put to another use.

(D)

(1) Notwithstanding any other provision of this section, absent any environmental or public health hazard that cannot be corrected under its current use or ownership, a property is not a blighted parcel because of any condition listed in division (B) of this section if the condition is

consistent with conditions that are normally incident to generally accepted agricultural practices and the land is used for agricultural purposes as defined in section [303.01](#) or [519.01](#) of the Revised Code, or the county auditor of the county in which the land is located has determined under section [5713.31](#) of the Revised Code that the land is "land devoted exclusively to agricultural use" as defined in section [5713.30](#) of the Revised Code.

(2) A property that under division (D)(1) of this section is not a blighted parcel shall not be included in a blighted area or slum.

Effective Date: 2007 SB7 10-10-2007 .

APPENDIX C) CITY OF LORAIN – APPLICABLE CODE RELATED TO SLUM AND BLIGHT

https://codelibrary.amlegal.com/codes/lorain/latest/lorain_oh/0-0-0-19

City of Lorain Code of Ordinances:

1523.01 DECLARATION OF NECESSITY.

It is hereby found and determined that there exists within the City of Lorain **blighted** , deteriorating and dangerous buildings of such nature as defined in this chapter which constitutes a serious and growing menace to public health,safety and welfare and that the existence of such premises:

(a) Contributes substantially and increasingly to the spread of **blight** , disease and crime,and to losses by fire and accident, necessitating excessive and disproportionate expenditures of public funds for the preservation of the publichealth and safety,f or crime prevention, correction, prosecution and punishment, for the treatment of juvenile delinquency, for the maintenance of adequate police, fire and accident protection,and for the public services and facilities.

(b) Constitutes an economic and social liability.

(c) Substantially impairs and denegrates the sound growth of the community and housing accommodations in the City of Lorain.

(Ord. 164-12. Passed 11-19-12.)

1523.02 DANGEROUS BUILDINGS DEFINED

All buildings or structures which have any or all of the following defects shall be deemed "dangerous buildings":

(a) Those whose interior walls or other vertical structural members, list, lean or buckle to such an extent that a plumb line passing through the center of gravity falls outside of the middle third of its base.

(b) Those which, exclusive of the foundation, show thirty-three percent (33%) or more of damage or deterioration of the supporting member or members, or fifty percent (50%) of damage or deterioration of the nonsupporting enclosing or outside walls or covering.

(c) Those which have improperly distributed loads upon the floors or roofs or in which the same are overloaded, or which have insufficient strength to be reasonably safe for the purpose used.

(d) Those which have been damaged by fire, wind or other causes so as to have become dangerous.

(e) Those which have become or are so dilapidated, decayed, unsafe, insanitary or which so utterly fail to provide the amenities essential to decent living that they are unfit for human habitation or are likely to cause sickness or disease so as to work injury to the health, morals, safety or general welfare of those living therein.

(f) Those having light, air, and sanitation facilities which are inadequate to protect the health, morals, safety or general welfare of human beings who live or may live therein.

(g) Those having inadequate facilities for egress in case of fire or panic or those having insufficient stairways, elevators, fire escapes or other means of communication.

(h) Those which have parts thereof which are so attached that they may fall and injure members of the public or property.

(i) Those which, because of their condition are unsafe, insanitary, or dangerous to the health, morals, safety or general welfare of the people of the City.

(j) Those buildings existing in violation of any provision of the Building Code or any provision of the Fire Prevention Code or other ordinances of this City.

(Ord. 164-12. Passed 11-19-12.)

APPENDIX D) CITY OF CLEVELAND – APPLICABLE CODE RELATED TO SLUM AND BLIGHT

[http://library.amlegal.com/nxt/gateway.dll/Ohio/cleveland_oh/cityofclevelandohiocodeofordinances?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:cleveland_oh](http://library.amlegal.com/nxt/gateway.dll/Ohio/cleveland_oh/cityofclevelandohiocodeofordinances?f=templates$fn=default.htm$3.0$vid=amlegal:cleveland_oh)

City of Cleveland, Codified Ordinances

Part 3 - Land Use Code

Title V - Community Development Code

Chapter 313 - Initiation and Preparation of [Community Development] Plan

Chapter 324 - Elimination of Spot Blight

324.03 Blighted premises

“Blighted premises” shall mean premises which because of their age, obsolescence, dilapidation, deterioration, lack of maintenance or repair or occurrence of drug offenses, prostitution, gambling and other criminal acts which constitute public nuisances at the premises or any combination thereof, including the ineffectiveness of House Code enforcement after lawfully issued citations or violation notices, constitute an apparent fire hazard, place of retreat for immoral and criminal purposes constituting a public nuisance or repeated and serious breaches of the peace, health hazard, public safety hazard or any combination thereof; an unreasonable interference with the reasonable and lawful use and enjoyment of other premises within the neighborhood; or a factor seriously depreciating property values in the neighborhood.

(Ord. No. 1444-A-88. Passed 6-18-90, eff. 6-27-90)

324.07 Determination of Blighted Premises

(a) The Director of Community Development, the Director of Public Safety or the Director of Public Health and Welfare or any combination thereof, with the consent of the member or members of Council in whose ward(s) the premises is located, who may use a community based group located in the ward where the premises is located to consent to the legislation, shall present to Council, from time to time and as circumstances warrant, legislation which shall list therein the location and ownership of premises which said director or directors has reason to believe are blighted premises and which are located within the City of Cleveland but outside of areas of the City designated by the other chapters contained in this Community Development Code of the City of Cleveland, or outside of Business Revitalization districts in which the application of provisions contained in Chapter [324](#) are prohibited by supplemental guidelines, standards or plans promulgated and approved pursuant to Section [303.09](#) of the Codified Ordinances. The legislation shall state briefly the factors which would warrant the determination that the premises so listed in the legislation are blighted. The premises so listed in the legislation shall be only those blighted premises which, in the opinion of the Director, are such that, in order to eliminate the existing blight and to prevent future blight, acquisition thereof will be necessary for one (1) or more of the following reasons which shall be stated in the legislation:

- (1) The owner of the blighted premises cannot or will not:
 - A. Eliminate the blighted condition; and/or
 - B. Prevent recurrence of the blighted condition.
- (2) The owner of the blighted premises has not responded to a lawful order by the City to take action to eliminate its recurrence within thirty (30) days after due notice of the request or order has been given by:
 - A. Posting such order or notice on the premises; or
 - B. Personal delivery; or
 - C. Mailing such order or notice to the last known address of the owner; or
 - D. Publishing in a newspaper of general circulation a notice of the issuance of the order relating to the premises and directing the owner to contact the Commissioner of Building and Housing in regard to such order.
- (3) Direct action, short of acquisition by the City to eliminate the blight, including but not limited to clearing the premises of the debris, demolition of blighted structures, or barricading such structure has proved to be unsuccessful:
 - A. To eliminate the blight; or
 - B. To prevent its recurrence.
- (4) In the opinion of the director or directors requesting the legislation based upon conditions existing on the premises and in the neighborhood, such direct action would be likely to prove inadequate to eliminate blight or prevent its recurrence.

(b) For purposes of division (a)(1) of this section, it shall be prima facie evidence that the owner of the blighted premises is unwilling or unable to eliminate or prevent the recurrence of the blighted condition of the premises if:

- (1) The blighted premises has been condemned; or

(2) The blighted premises is a vacant lot which has been cited by the Commissioner of Environmental Health more than three (3) times in a one (1) year period or where the City has had to clean the lot at least twice during a one (1) year period; or

(3) The blighted premises has been used on more than two (2) occasions during a one (1) year period as the site for the commission of drug offenses, prostitution, gambling or other criminal acts which constitute a public nuisance.

The owner's unwillingness or inability to eliminate or prevent the recurrence of the blighted condition of the premises may also be established through testimony and documentary evidence of the Council committee hearings on the legislation.

(Ord. No. 1444-A-88. Passed 6-18-90, eff. 6-27-90)

324.11 Acquisition and Blight Elimination by City

Upon determination of Council that a premises is blighted and that acquisition by the City is necessary in order to eliminate the blight and prevent recurrence of blight upon the premises, the Director of Community Development is authorized to introduce and submit appropriate legislation to do the following:

(a) Acquire the premises by purchase;

(b) Acquire the premises by court action exercising the City's constitutional right of eminent domain;

(c) After acquisition, to eliminate the blight by:

(1) Demolition and clearance of the premises by an independent contractor or City forces, or clearance if demolition of structures is not necessary;

(2) Rehabilitation by an independent contractor or by City forces;

(3) Sale of the blighted premises to a purchaser upon terms providing for the elimination of the blight and prevention of its recurrence;

(4) Sale of the premises after demolition and clearance (if not needed for a public purpose) for use or development.

(d) Any combination of the above provisions.

(Ord. No. 1444-A-88. Passed 6-18-90, eff. 6-27-90)

§ 324.12 Terms of Sale; Prohibition of Recurrence of Blight

Premises sold under the provisions of this chapter shall provide in the instrument of conveyance that the purchaser, successors and assigns, shall rehabilitate or develop the premises in accordance with all applicable City requirements and regulations; shall henceforth use the premises in accordance with all applicable City requirements and regulations; and shall eliminate any blight thereon and prevent the recurrence of blight. Such provisions shall be both covenants and conditions of the conveyance. The instrument of conveyance shall further provide for reversion to the City of Cleveland if blight does recur upon the premises or the use, development or rehabilitation of the premises is not carried out in accordance with the terms of the conveyance and shall provide for a right of immediate re-entry by the City of Cleveland in such event.

The Director of Community Development is authorized to negotiate for the sale of premises acquired under the provisions of this chapter which are not to be retained by the City. No land

shall be sold by the Director except pursuant to ordinance of Council authorizing such sale which ordinance shall describe in detail the terms and conditions upon which such sale is to be made and the covenants to be contained in the deed from the City to the purchaser.

(Ord. No. 1444-A-88. Passed 6-18-90, eff. 6-27-90)

Chapter 313 - Initiation and Preparation of Plan

313.01 Planning Commission to Prepare Community Development Plan

When the Planning Commission, as a result of investigation and study, at the request of the Mayor or Council, or upon its own initiative, finds that there exists a **slum** and blighted or deteriorating area within the City, it shall prepare with the assistance of the Department of Community Development, a community development plan for the area which shall be designated, "Community Development Plan for Area".

(Ord. No. 1492-66. Passed 12-12-66, eff. 12-14-66)

§ 313.02 Determination of Slum and Blight

An area shall be determined to be a blighted or deteriorated area if:

(a) A preponderance of the structures therein is detrimental to the public health, safety or welfare by reason of age, dilapidation, overcrowding, faulty arrangement, lack of ventilation or sanitary facilities, or any combination of these factors, and which is detrimental to the public health, safety or welfare because a preponderance of structures within the area fails to conform in one or more respects to the provisions of these Codified Ordinances relating to building, housing and sanitation; or

(b) There is a preponderance of defective or inadequate street layout, or faulty lot layout in relation to size, adequacy, accessibility or usefulness, or unsanitary or unsafe conditions, or deterioration of site improvements, or conditions which endanger life or property by fire or other causes. However, at least twenty-five percent (25%) of the structures in the area must be structurally deficient in the same manner and to the same extent as set forth in subsection (a) hereof.

(Ord. No. 1492-66. Passed 12-12-66, eff. 12-14-66)

§ 313.03 Contents of Community Development Plan

A community development plan adopted pursuant to the provisions of the Charter and these Codified Ordinances may include clearance and redevelopment, rehabilitation or conservation, or any combination or part thereof, and shall include a land use plan showing thoroughfares and street right-of-way, location, character and extent of public and private land ownership, institutional or occupational public uses and use and occupancy purposes within the area, including any contemplated public housing. The plan shall designate areas of land acquisition, demolition and redevelopment of structures and of rehabilitation and conservation as may be proposed to be carried out in the plan, including a statement of methods and standards under which it is to be accomplished and the necessary conditions to be applied in order to extend the rehabilitation and conservation by the owners of existing properties. A statement of the special conditions under which properties not designated for acquisition may be acquired or under which properties identified to be acquired may be exempted from acquisition, or both shall also

be included. The plan or its supporting documentation shall include a statement of the relationship of the plan to definite objectives of the City respecting appropriate land uses, improved traffic and transportation, public utilities, recreational and community facilities and other public improvements.

(Ord. No. 1492-66. Passed 12-12-66, eff. 12-14-66)

§ 313.04 Rehabilitation or Conservation Defined

“Rehabilitation” or “conservation”, as used in this chapter, may include but shall not be limited to the restoration and renewal of a deteriorating area by carrying out plans for a program of repair and rehabilitation of buildings or other improvements in accordance with the community development plan, and the purchase, repair and rehabilitation for guidance purposes and resale, and the purchase, rehabilitation, repair and retention for rental purposes or resale, and the purchase and resale for rehabilitation purposes by the City, of buildings located in the community development area which, under the plan, are to be repaired or rehabilitated for dwelling use or related facilities.

(Ord. No. 1492-66. Passed 12-12-66, eff. 12-14-66)

§ 313.05 Conformity of Plan to General Plan and Workable Program

The community development plan for each community development area shall conform to the General Plan of the City as adopted by official action of the Planning Commission pursuant to Charter Section [76-2](#), and as the General Plan may be amended from time to time by the Commission, and to the general development plan for the district of the City within which the community development area lies, and with the Workable Program for Community Improvement of the City for the elimination and prevention of **slums** and blight.

(Ord. No. 1492-66. Passed 12-12-66, eff. 12-14-66)

§ 313.06 Provision to Prevent Recurrence of Blight or Substandard Areas and Discrimination

The community development plan shall include the provision that every contract for the sale, lease, use, rehabilitation or redevelopment of the property within such area shall contain such restrictions and conditions as are deemed necessary to prevent a recurrence of blighted or substandard areas, provided that no such restriction shall be based upon race, religion, color, sex, sexual orientation, gender identity or expression, national origin, age, disability, ethnic group or Vietnam-era or disabled veteran status; shall indicate what covenants, restrictions and conditions of such contracts shall be covenants running with the land; shall provide appropriate remedies for any breach of covenants or conditions; shall provide that each redevelopment contract for the sale, lease, use or redevelopment of the property within such area, and conveyance of land pursuant thereto shall contain conditions and covenants which shall run with the land which shall provide that there shall be no discrimination against or segregation of any person or group of persons based upon race, religion, color, sex, sexual orientation, gender identity or expression, national origin, age, disability, ethnic group or Vietnam-era or disabled veteran status in the sale, lease, sublease, transfer, occupancy, tenure or enjoyment of such land in perpetuity; and that such redevelopment contracts and conveyances of land within the area shall contain a covenant that no grantee himself or herself, or any person claiming under

or through him or her, shall establish or permit any such practice or discrimination or segregation with reference to the selection, location, number or occupancy of tenants, lessees, sublessees or vendees in any or all of the land within such area.

(Ord. No. 1260-08. Passed 11-30-09, eff. 12-3-09)

§ 313.07 Relocation of Displaced Families

The Division of Relocation and Property Management shall prepare, for presentation and acceptance with the community development plan, a statement of a feasible method for the relocation of families displaced from the development area, and that there are or are being provided, in the development area or other areas not less desirable in regard to public utilities and public and commercial facilities and at rents or prices within the financial means of the families to be displaced from the development area, decent, safe and sanitary dwellings for such displaced families, which displacement shall be carried out with a minimum of hardship to site occupants.

(Ord. No. 1492-66. Passed 12-12-66, eff. 12-14-66)

APPENDIX E) CUYAHOGA COUNTY CDU CRITERIA

Received from Cuyahoga County Director of Real Estate Appraisal, 3/10/20

CDU - Condition/Desirability/Utility

- CDU ratings are an attempt to consider the combined physical, functional and economic depreciation affecting a structure.
- CDU does not always equal physical condition.
- Condition is relative to the neighborhood. If you are appraising a 1970's subdivision and all the homes are well maintained, then that indicates what is average for this location.
- Also, must consider the cost (and feasibility) to cure when determining condition.
- Historic properties may have higher costs to cure if local rules mandate the use of similar materials.
- Additional depreciation definitions will be found in the Marshal and Swift Residential Cost Handbook.

Physical Condition – The overall physical condition in the judgment of the appraiser viewing the dwelling. Each dwelling receives one of the following ratings:

- **EX:** Excellent to indicate that the dwelling exhibits an outstanding standard of maintenance and upkeep in relation to its age.
- **VG:** Very good to indicate that the dwelling exhibits an above ordinary standard of maintenance and upkeep in relation to its age.
- **GD:** Good to indicate that the dwelling exhibits an above ordinary standard of maintenance and upkeep in relation to its age.
- **AV:** Average to indicate that the dwelling shows only minor signs of deterioration caused by normal "wear and tear." The dwelling exhibits an ordinary standard of maintenance and upkeep in relation to age.

- **FR:** Fair to indicate that the dwelling is in structurally sound condition, but has greater than normal deterioration present relative to its age. A dwelling in “fair” physical condition may be characterized as having a significant degree of deferred maintenance.
- **PR:** Poor to indicate that the dwelling shows signs of structural damage, possibly combined with a significant degree of deferred maintenance.
- **VP:** Very poor to indicate that the dwelling definitely has structural damage, possibly combined with a significant degree of deferred maintenance.
- **UN:** Unsound to indicate that the dwelling is structurally unsound, not suitable for habitation, and subject to condemnation.

**APPENDIX F) SUMMARY TABLE – LORAIN COUNTY APPRAISER’S CRITERIA BY BLOCK GROUP
(ALL PROPERTY TYPES)**

Block Group	Excellent	Good	Average	Fair	Poor	Total	Total Fair & Poor	Percent Fair and Poor
221001	0	89	138	6	1	234	7	3.0%
221002	2	117	170	3	0	292	3	1.0%
221003	0	105	167	0	0	272	0	0.0%
222001	0	90	175	24	1	290	25	8.6%
222002	0	66	170	24	1	261	25	9.6%
222003	3	85	331	72	10	501	82	16.4%
224001	0	25	170	70	26	291	96	33.0%
224002	0	20	97	43	6	166	49	29.5%
224003	0	85	308	45	13	451	58	12.9%
224004	0	123	291	48	5	467	53	11.3%
225001	22	103	185	6	0	316	6	1.9%
225002	12	32	326	6	0	376	6	1.6%
226011	0	31	392	37	21	481	58	12.1%
226012	2	9	489	14	6	520	20	3.8%
228001	0	31	218	52	6	307	58	18.9%
228002	0	18	347	27	1	393	28	7.1%
228003	0	2	301	2	0	305	2	0.7%
228004	1	0	281	36	4	322	40	12.4%
230001	0	273	306	16	3	598	19	3.2%
230002	3	103	208	20	3	337	23	6.8%
230003	0	159	378	96	21	654	117	17.9%
230004	0	227	285	15	2	529	17	3.2%
231001	2	4	133	68	27	234	95	40.6%
231002	1	0	133	115	19	268	134	50.0%
231003	0	18	273	94	9	394	103	26.1%
232001	1	19	132	58	21	231	79	34.2%
232002	0	38	180	84	23	325	107	32.9%
232003	2	32	256	70	27	387	97	25.1%
232004	2	51	141	44	19	257	63	24.5%
233001	0	51	240	31	12	334	43	12.9%
233002	2	41	364	53	3	463	56	12.1%
234001	1	2	254	12	0	269	12	4.5%
234002	1	0	311	1	0	313	1	0.3%
234003	0	3	300	0	0	303	0	0.0%
235001	0	18	353	3	2	376	5	1.3%
235002	5	4	502	14	1	526	15	2.9%
236001	0	24	144	48	5	221	53	24.0%
236002	1	29	344	59	20	453	79	17.4%
236003	0	40	265	35	7	347	42	12.1%
237001	0	20	265	28	14	327	42	12.8%
237002	0	35	328	16	3	382	19	5.0%
237003	0	86	478	95	3	662	98	14.8%
237004	1	61	456	65	6	589	71	12.1%
238001	1	17	98	39	2	157	41	26.1%
239001	0	6	124	32	9	171	41	24.0%
239002	0	16	106	29	4	155	33	21.3%
240001	0	1	0	2	2	5	4	80.0%
241001	1	12	469	54	7	543	61	11.2%
241002	2	74	372	6	0	454	6	1.3%
242001	4	34	635	23	1	697	24	3.4%
242002	2	13	480	42	3	540	45	8.3%
502001	0	0	0	3	0	3	3	100.0%
702001	0	1	8	0	0	9	0	0.0%
972001	4	50	435	18	7	514	25	4.9%
972002	4	62	564	8	4	642	12	1.9%
972003	12	95	1648	32	1	1788	33	1.8%
973001	0	46	150	57	19	272	76	27.9%
973002	0	41	105	40	3	189	43	22.8%
973003	2	52	65	79	140	338	219	64.8%
973004	0	73	325	35	9	442	44	10.0%
TOTAL	96	2962	17169	2154	562	22943	2716	11.8%

Source: Lorain County Auditor, 2019

=Block Groups with 20% or more parcels rated "Fair" or "Poor" (Blighted Areas)

APPENDIX G) SUMMARY TABLE – WRLC CRITERIA BY BLOCK GROUP

BLOCK GROUP	PROPERTY CONDITION						PERCENT OF TOTAL						
	A	B	C	D	F	Total	A	B	C	D	F	C + D + F	D + F
0221001	129	82	17	0	1	229	56.3	35.8	7.4	0.0	0.4	7.9	0.4
0221002	56	172	56	2	2	288	19.4	59.7	19.4	0.7	0.7	20.8	1.4
0221003	78	157	34	0	0	269	29.0	58.4	12.6	0.0	0.0	12.6	0.0
0222001	60	186	35	0	2	283	21.2	65.7	12.4	0.0	0.7	13.1	0.7
0222002	36	148	63	1	2	250	14.4	59.2	25.2	0.4	0.8	26.4	1.2
0222003	182	181	82	6	4	455	40.0	39.8	18.0	1.3	0.9	20.2	2.2
0224001	19	125	84	7	4	239	7.9	52.3	35.1	2.9	1.7	39.7	4.6
0224002	6	54	76	10	3	149	4.0	36.2	51.0	6.7	2.0	59.7	8.7
0224003	43	278	110	3	5	439	9.8	63.3	25.1	0.7	1.1	26.9	1.8
0224004	104	205	126	10	1	446	23.3	46.0	28.3	2.2	0.2	30.7	2.5
0225001	182	120	10	1	0	313	58.1	38.3	3.2	0.3	0.0	3.5	0.3
0225002	205	136	32	1	0	374	54.8	36.4	8.6	0.3	0.0	8.8	0.3
0226011	115	220	87	4	0	426	27.0	51.6	20.4	0.9	0.0	21.4	0.9
0226012	165	226	30	1	1	423	39.0	53.4	7.1	0.2	0.2	7.6	0.5
0228001	58	151	84	4	2	299	19.4	50.5	28.1	1.3	0.7	30.1	2.0
0228002	147	173	63	0	1	384	38.3	45.1	16.4	0.0	0.3	16.7	0.3
0228003	81	200	21	0	0	302	26.8	66.2	7.0	0.0	0.0	7.0	0.0
0228004	98	164	38	5	1	306	32.0	53.6	12.4	1.6	0.3	14.4	2.0
0230001	109	382	95	5	4	595	18.3	64.2	16.0	0.8	0.7	17.5	1.5
0230002	42	152	104	3	1	302	13.9	50.3	34.4	1.0	0.3	35.8	1.3
0230003	73	370	145	7	1	596	12.2	62.1	24.3	1.2	0.2	25.7	1.3
0230004	100	346	68	5	2	521	19.2	66.4	13.1	1.0	0.4	14.4	1.3
0231001	12	113	25	5	0	155	7.7	72.9	16.1	3.2	0.0	19.4	3.2
0231002	14	133	69	10	6	232	6.0	57.3	29.7	4.3	2.6	36.6	6.9
0231003	24	242	108	10	4	388	6.2	62.4	27.8	2.6	1.0	31.4	3.6
0232001	8	109	60	13	3	193	4.1	56.5	31.1	6.7	1.6	39.4	8.3
0232002	22	213	73	6	2	316	7.0	67.4	23.1	1.9	0.6	25.6	2.5
0232003	27	168	83	14	3	295	9.2	56.9	28.1	4.7	1.0	33.9	5.8
0232004	11	114	62	10	10	207	5.3	55.1	30.0	4.8	4.8	39.6	9.7
0233001	35	147	120	12	7	321	10.9	45.8	37.4	3.7	2.2	43.3	5.9
0233002	77	232	130	10	3	452	17.0	51.3	28.8	2.2	0.7	31.6	2.9
0234001	62	160	33	0	0	255	24.3	62.7	12.9	0.0	0.0	12.9	0.0
0234003	1	0	0	0	0	1	100.0	0.0	0.0	0.0	0.0	0.0	0.0
0235001	59	204	53	2	0	318	18.6	64.2	16.7	0.6	0.0	17.3	0.6
0235002	192	280	37	0	0	509	37.7	55.0	7.3	0.0	0.0	7.3	0.0
0236001	38	131	40	2	4	215	17.7	60.9	18.6	0.9	1.9	21.4	2.8
0236002	72	241	91	9	3	416	17.3	57.9	21.9	2.2	0.7	24.8	2.9
0236003	43	204	82	5	4	338	12.7	60.4	24.3	1.5	1.2	26.9	2.7
0237001	80	190	54	0	2	326	24.5	58.3	16.6	0.0	0.6	17.2	0.6
0237002	70	253	48	3	1	375	18.7	67.5	12.8	0.8	0.3	13.9	1.1
0237003	106	422	121	2	2	653	16.2	64.6	18.5	0.3	0.3	19.1	0.6
0237004	105	391	78	5	0	579	18.1	67.5	13.5	0.9	0.0	14.3	0.9
0238001	25	87	23	0	0	135	18.5	64.4	17.0	0.0	0.0	17.0	0.0
0239001	24	75	44	5	1	149	16.1	50.3	29.5	3.4	0.7	33.6	4.0
0239002	17	83	38	5	3	146	11.6	56.8	26.0	3.4	2.1	31.5	5.5
0241001	3	6	1	0	0	10	30.0	60.0	10.0	0.0	0.0	10.0	0.0
0241002	218	191	22	1	0	432	50.5	44.2	5.1	0.2	0.0	5.3	0.2
0242001	0	0	5	0	0	5	0.0	0.0	100.0	0.0	0.0	100.0	0.0
0242002	130	308	38	0	0	476	27.3	64.7	8.0	0.0	0.0	8.0	0.0
0502001	1	0	0	0	0	1	100.0	0.0	0.0	0.0	0.0	0.0	0.0
0972003	2	2	3	0	0	7	28.6	28.6	42.9	0.0	0.0	42.9	0.0
0973001	9	94	99	7	12	221	4.1	42.5	44.8	3.2	5.4	53.4	8.6
0973002	13	81	67	12	1	174	7.5	46.6	38.5	6.9	0.6	46.0	7.5
0973003	5	38	35	5	4	87	5.7	43.7	40.2	5.7	4.6	50.6	10.3
0973004	13	244	149	13	3	422	3.1	57.8	35.3	3.1	0.7	39.1	3.8
TOTAL	3,606	9,384	3,351	241	115	16,697	21.6	56.2	20.1	1.4	0.7	22.2	2.1

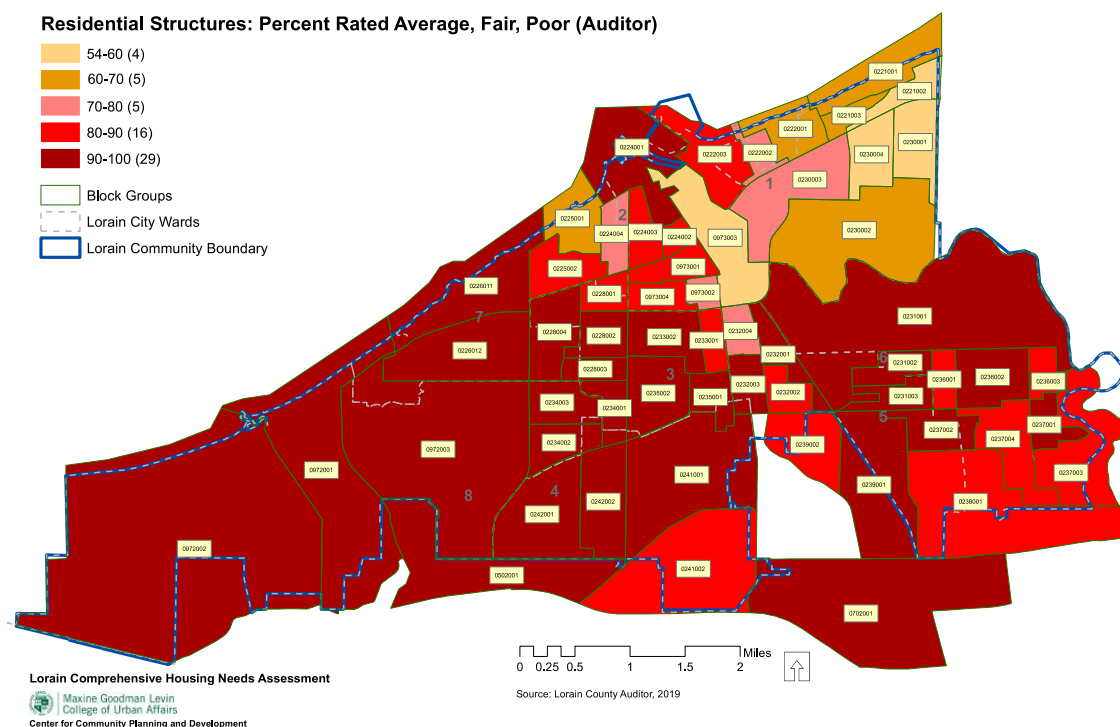
APPENDIX H) MAPS EVALUATING USE OF “AVERAGE” IN BLIGHTED PROPERTY DEFINITION

This Final Report includes properties rated as “Fair” or “Poor” (WRLC “D” and “F”) in the definition of “Blighted Property”. The following two examples, included for comparison purposes in the Slum and Blight Memorandum of March 24, 2020, also included “Average” (WRLC “C”) rated properties in the definition. As detailed in the Discussion section of this report, this alternative was rejected.

County Auditor Dataset:

For comparison purposes, as shown in Map A, properties rated “Average” by the County Appraiser are added to the definition of “Blighted Properties”. The percent blighted for each block group shifts substantially. In fact, all wards of the City would be rated as “Blighted” by these criteria, since every block group has at least 54% properties rated “Average, Fair or Poor”. If the state criteria of 70% is used for blighted area determination, parts of Wards 1 and 2 would not be blighted, falling below that threshold.

Map A – County Appraiser Criteria – percent rated “Average”, “Fair” or “Poor”



WRLC Dataset:

In Map B, properties rated “C”, “D” and “F” under WRLC evaluation are shown. This evaluation shows a more nuanced differentiation of property condition between the Block Groups. Under

this criteria, parts of every Ward fall into at least 20% blighted, including Wards 7 and 8. Areas of Ward 4 and 2 have the highest percentages at 50-60% and 90-100% blighted. Of interest, large areas of Wards 1, 5, 6, 3 and 4 are not blighted.

Map B – WRLC Criteria – percent rated “C”, “D”, or “F”

