POPULATION

Connecting Cleveland
2020 Citywide Plan

POPULATION

OVERVIEW

Cleveland is the central city of the nation's 15th most populous grouping of metropolitan areas—a seven-county region with a 2000 population of over 2.9 million. However, while the region's overall population showed only very slow growth during the 1990s, the Cleveland metropolitan area saw a further decrease, as the decades-long trend known as "urban sprawl" continued. The city itself actually lost population at a slower rate during the 1990s than it had in previous decades, ending the century with 478,403 residents (2000 U.S. Census Bureau figure). As outward migration and development continue, it is Cleveland's inner-ring suburbs that now find themselves facing many of the issues that the City has had to struggle with, including a declining population.

Major demographic patterns and trends, in addition to urban sprawl, that the city is grappling with include the following:

- Cleveland remains highly segregated.
- Cleveland profits little from international migration.
- Cleveland lacks a young, highly-educated population.
- Cleveland has a growing minority population, with a majority of its residents now members of minority groups.
- While Clevelanders' incomes increased during the 1990s, the city's workforce remains primarily low-wage.
- Cleveland has a relatively small number of married-couple households and a large number of single-parent and single-person households.
- Cleveland has a high ratio of children and seniors to wage earners.
- The State of Ohio and the region are expected to continue in a slow growth pattern.

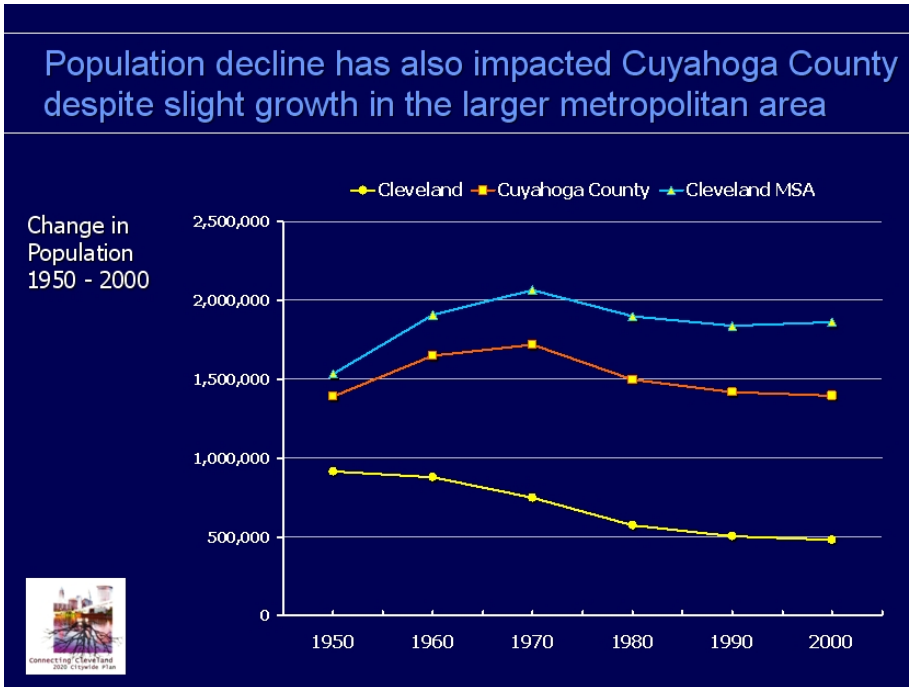
Much of the information in this chapter comes from an analysis of the United States decennial census done by the Brookings Institution in a report entitled: "Cleveland in Focus: A Profile from Census 2000". In the report, Cleveland is compared to 23 other large American cities, and a profile of Cleveland relative to those cities is presented.

TRENDS

Several trends emerge that give a clearer picture of the challenge before us, and may also suggest some areas of greatest vulnerability (or opportunity), where connections with appropriate community assets could be helpful. (Highlighted text refers to maps and charts with more detailed information located at the end of the chapter.)

- **Population**: Cleveland's population has been declining since the 1950s. Thirty-two other U.S. cities are now larger than Cleveland, once the fifth largest city in America, though the pace of loss[1] slowed considerably in the 1990s. Cleveland's Downtown[2], however, has performed well compared to downtowns in other cities.

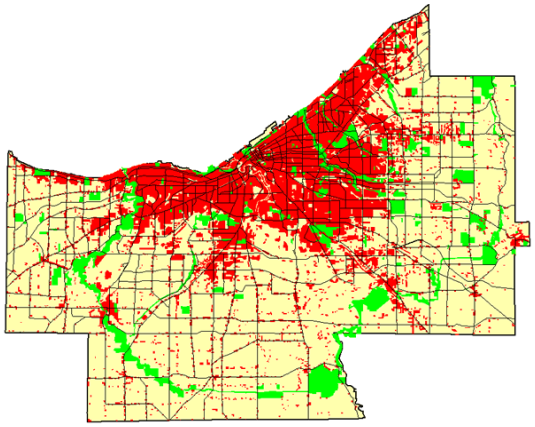
  In 2000 the United States Census Bureau listed the city's population at 478,403. Cleveland's population loss during the 1990s was 5.4% compared to a loss of 8.9% during the 1980s. The number of households has also declined, albeit at a slower pace than population, and stood at 190,638 in 2000. (See Graph.) Out-migration of residents is the principal reason for Cleveland's population loss.



Cuyahoga County has also started to see a decline in population. Despite a development pattern in which developed property (red areas on the maps below) covered over twice the land area in 2000 than it did in 1950, the county's actual population in those two years was nearly identical. While there were 40% more households in Cuyahoga County by the end of that 50-year period (Household Trend)[3], the average number of household *members* had fallen from 3.1 to 2.39 for the county, and in the city of Cleveland, from 3.1 to 2.44.

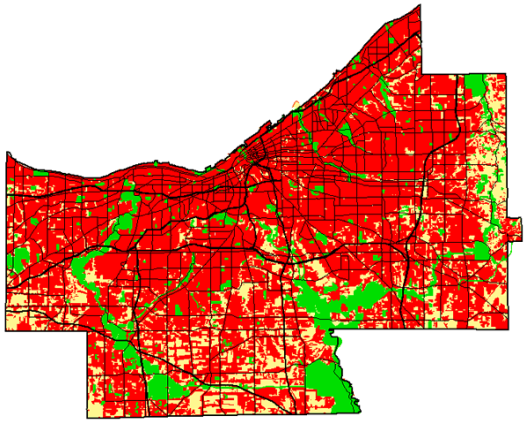
Development Pattern – 1948

Cuyahoga County



Development Pattern – 2002

Cuyahoga County



Source: Cuyahoga County Planning Commission

While the core of the metropolitan area continued to decline in population, the outer suburbs continued to expand[4]. The four-county metropolitan statistical area that includes the city showed an increase of 1.4% or 25,000 people between 1990 and 2000. The pattern of population growth[5] shows much of the city and inner suburbs declining in population with the growth occurring at the periphery of Cuyahoga County and in surrounding counties. Some census tracts in and around Downtown Cleveland, which had previously experienced severe population declines, have shown population increases as a result of new housing construction.

Because major employment centers such as Downtown, University Circle and industrial districts are located within the city of Cleveland, the number of people that actually work in the city—and thus require many services on a daily basis—is larger than its residential population. The Census Bureau estimates that the city's daytime population increases to approximately 593,000 due to the influx of commuters to their jobs.

- **Ethnicity and Race:** Cleveland's growth during the late 19th and early 20th centuries was fueled by immigrants who flocked to the city seeking jobs generated by the industrial revolution. Around the middle of the 20th century the number of immigrants entering the city, as was also the case with other cities across the country, decreased. But where many cities experienced a rise in immigration during the later 20th century, especially in terms of Hispanic and Asian immigrants, Cleveland did not see a dramatic increase in numbers. (Immigration Trend)[6]. In fact in 2000 Cleveland had the lowest foreign-born population[7] among the targeted cities studied by the Brookings Institution. Even within the Cleveland area, many suburban communities can boast a higher foreign-born population than the city of Cleveland. Many new immigrants, when they enter the country, bypass the central city and move directly to the suburbs. In Cleveland most of the foreign-born are of European or Asian decent.[8]

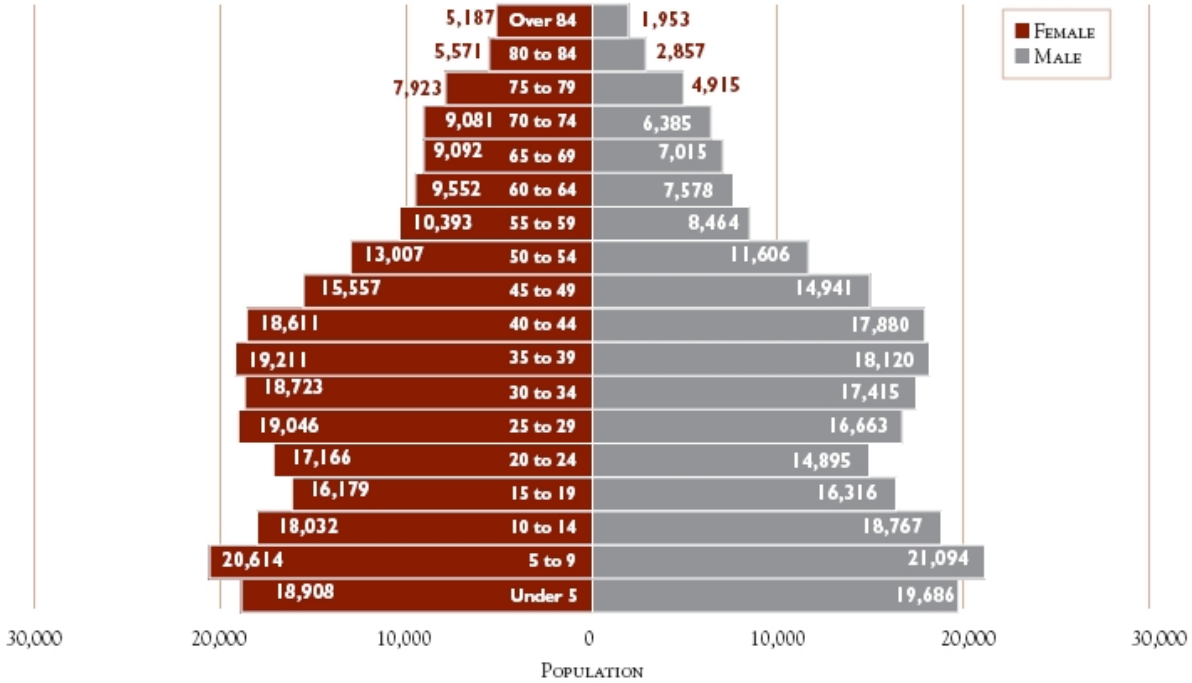
  Over the years an increasing percentage of the city's population has been non-white. In 1990 just over half of Cleveland's residents were non-whites. During the 1990s that number grew to 61.2 percent with the proportion of African-Americans and Hispanics increasing the most.[9] The segregation of African Americans from whites and of African-Americans from Hispanics exceeds the averages for many large cities. Cleveland's African-American population is concentrated on the east side[10] of the city and in the near eastern suburbs. Hispanics are concentrated in the city's west side[11] neighborhoods.

In 2000 over 50% of Cleveland's population was African-American.

The city's African-American population increased by 10,837 persons, from 235,405 in 1990 to 246,242 in 2000. This increase occurred primarily because births exceeded deaths by more than 26,000. There was a net out-migration of 15,329 African Americans during the decade, which partially offset the increase in population. Births among whites also exceeded the number of deaths by more than 9,300, but that coupled with a net out-migration of approximately 53,093 resulted in a decrease of 43,747 in the white population. At the neighborhood level[12], increases and decreases in net migration by race varied widely between 1990 and 2000. Some areas, like the Broadway and Collinwood neighborhoods, have seen a significant change in their racial makeup since 1990.

- **Age Demographics**: Cities in general tend to be younger places than the suburbs. The median age of Clevelanders in 2000 was 33 as compared to the median for Cuyahoga County of 37.3. Young children age 5 to 9 make up the city's largest age group. Baby boomers and young adults also comprise a large segment of the population. These age cohorts[13] were also the only ones in which Cleveland saw an increase in population between 1990 and 2000. The composition of the city of Cleveland's population by age is illustrated in the following population bell.

Cleveland - Population by Age Cohort, 2000



Source: The Brookings Institution

High concentrations of persons under the age of 18[14] are found on the southeast, northeast and near west sides of the city. Individuals over the age of 65[15] are concentrated in the city's inner suburbs and parts of the east side. Some 70 children and seniors are being supported by every 100 of Cleveland's working-age adults—the second highest percentage of economically dependent population[16] found among the 23 target cities looked at in the Brookings Institute study.

- **Household Type**: Compared to other cities,[17] Cleveland has a relatively small married-couple family population and a large single-parent family population. The city also has a high percentage of single-person households. During the 1990s[18] the city of Cleveland saw a drop in married-couple households while it showed a slight increase in other household types. During that same period the suburbs saw rapid growth in single-parent and single-person households. The suburbs showed a slight growth in married-couples without children but also lost population in married-couple-with-children households.

- **Turnover**: Cleveland has more long-term residents than many other cities. In 2000 only 16.1% of the city's population had lived in a different city five years before (1995). Among the 23 cities targeted by the Brookings Institution study, Cleveland had the sixth lowest share of "new arrivals".

- **Education**: The nation's long-term transition to a service-oriented "knowledge" economy means that places with a critical mass of educated workers have a competitive advantage. In 2000 in Cleveland, almost 1 in 4 children lived in a family with no working parents.[19] The percentage of Cleveland adults holding a bachelor's degree[20] is the fifth lowest among the nation's 100 largest cities. The percentage is rising but is still below the average for the 23 cities compared in the Brookings study.The city of Cleveland also has the second smallest university student population[21] among the 23 cities studied.

Cleveland is behind many major cities in university population and the number of residents with bachelor degrees.

- **Income:** Cleveland's median household income in 2000 was $25,928, up 8.3% from its 1990 median income of $23,945. This was twice the national average increase of 4.0% but still left Cleveland ranked third lowest among the 100 largest cities[22] in the country. It was also just two-thirds of Cuyahoga County's median household income of $39,168. The national median income in 2000 was $41,994. Low-income households outnumber high-income households in the city by 5 to 1.[23]

- **Poverty:** The poverty rate in Cleveland declined somewhat during the 1990s, going from 28.7% in 1990 to 26.3% in 2000. However, the child poverty rate (38%), was found to exceed the city average in 2000, while the elderly poverty rate (16.8%) came in below the city average. The greatest concentration of poverty[24] is found on the city's east and near west sides, where many of the city's Hispanic and African-American residents live. Not surprisingly, Cleveland had the second highest Hispanic and African-American poverty rates of the 23 target cities in the Brookings Study.

CHALLENGES

In light of the numbers and trends presented in foregoing section, Cleveland faces a number of challenges with respect to Population:

- **Net Out-Migration of Residents:** If population were solely determined by the ratio of births to deaths, Cleveland's population would be increasing. Given the city's relatively small senior population, as compared to its young person population, this same trend should continue into the future; but it is not expected to affect the bottom line. The city is losing population because more people are moving out than are moving in.

- **Families and Married Couples Leaving the City:** The city has, in particular, seen an exodus of married couples both with and without children. Improvement in the Cleveland Public Schools is clearly a critical factor for addressing this issue. The affordable housing offered by Cleveland, on the other hand, should be an asset for attracting this household type.

- **Lack of New Immigrants Making the City Their Home:** Historically, Cleveland has been the gateway into the United States for many immigrants, though the rate declined sharply during the last half of the 20th century. Other cities have seen a recent rise in immigrant populations, but Cleveland has lagged behind. The lack of new immigrants also has implications for the ethnic character and prosperity of the city.

Cleveland has lagged behind other cities in attracting new immigrants. [Goodrich-Kirtland Park neighborhood]

- **Segregated Racial Patterns:** In some neighborhoods, integration has led to large shifts in racial composition. Such large shifts impact neighborhood stability.

- **An Under-Educated Population:** Compared to many other large cities, Cleveland comes up short both in working-age residents with an education and residents working on an education. More education usually translates into higher incomes, which in turn enables the City to provide an array of important services for all of its residents. Such Cleveland assets as the Cleveland Clinic, the institutions of University Circle and Cleveland State University could be better capitalized upon.

- **Downtown's Still Unrealized Potential:** A residential population is key to a vibrant Downtown Cleveland, and a vibrant Downtown Cleveland would powerfully symbolize the vitality of the whole region. A residential base will also support accessory land uses such as retail that have tended in recent years to relocate away from the city center. Downtown Cleveland's enormous potential is seen in the fact that it is one of the few areas in the city that has actually experienced population growth in the last decade. Entertainment venues such as Gateway and Playhouse Square, and natural features such as Lake Erie and the Cuyahoga Valley, constitute unique assets that can be built around.

POLICIES & STRATEGIES

With respect to population, the following policies should guide the City:

1) **Migration.** Stem net out-migration.

2) **Families.** Make the city attractive again to families.

3) **Immigrants.** Attract more immigrants.

4) **Integration.** Foster integrated neighborhoods.

5) **Education.** Increase the educated population.

6) **Downtown.** Continue Downtown's residential growth.

Access & Choices: Behind all of these policies is the recognition of the fact that, more than ever before, people can choose where they want to live. This is especially true of highly educated and creative persons of the sort that will be needed in great numbers between now and 2020 to drive the new economy, generate—and fill—the jobs of the 21st century, and make Cleveland competitive. Research has shown what attracts such people to an area. Things like

- **Distinctive and interesting neighborhoods that offer an array of housing options**—from large old homes with big lawns to modern condominiums with stunning urban or waterfront views to roomy apartment lofts in charming historic districts.
- **Access to shopping and dining, entertainment, public transportation, recreational facilities, nature and other amenities.**
- **Access to first-rate educational, cultural and other opportunities, as well as to health care and state-of-the-art accommodations for older citizens and retirees.**
- **A community that is supportive of new businesses and new ideas, where people are free to express their individuality and diversity in people and lifestyles is valued.**

The Need for Coordinated Thinking: Thus, decisions made over the next 15 years in such subject areas as Housing or Transportation & Transit, or in neighborhoods around the city, by developers and others will affect Cleveland's ability to stem

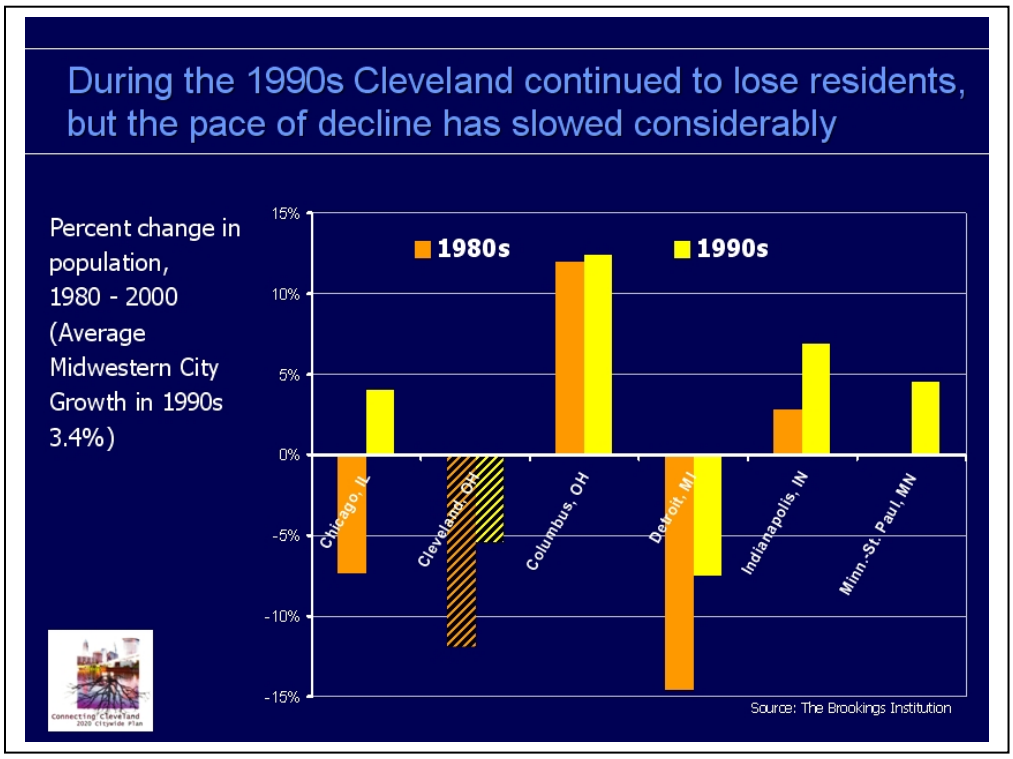
outward migration, stabilize the city's population, and attract additional people with skills and ideas critical to its future competitiveness. The *Connecting Cleveland 2020 Citywide Plan* therefore proposes a broad range of land use and development policy recommendations—and identifies opportunities for new development—that are intended to increase *choice* and *access* and improve the *quality of life* in the city of Cleveland.

Policies and strategies that deal with citywide issues are presented in the chapters on Housing, Retail, Economic Development, Recreation and Open Space, Sustainability, Arts and Culture, Education and Community Services, Transportation and Transit, Safety and Preservation.

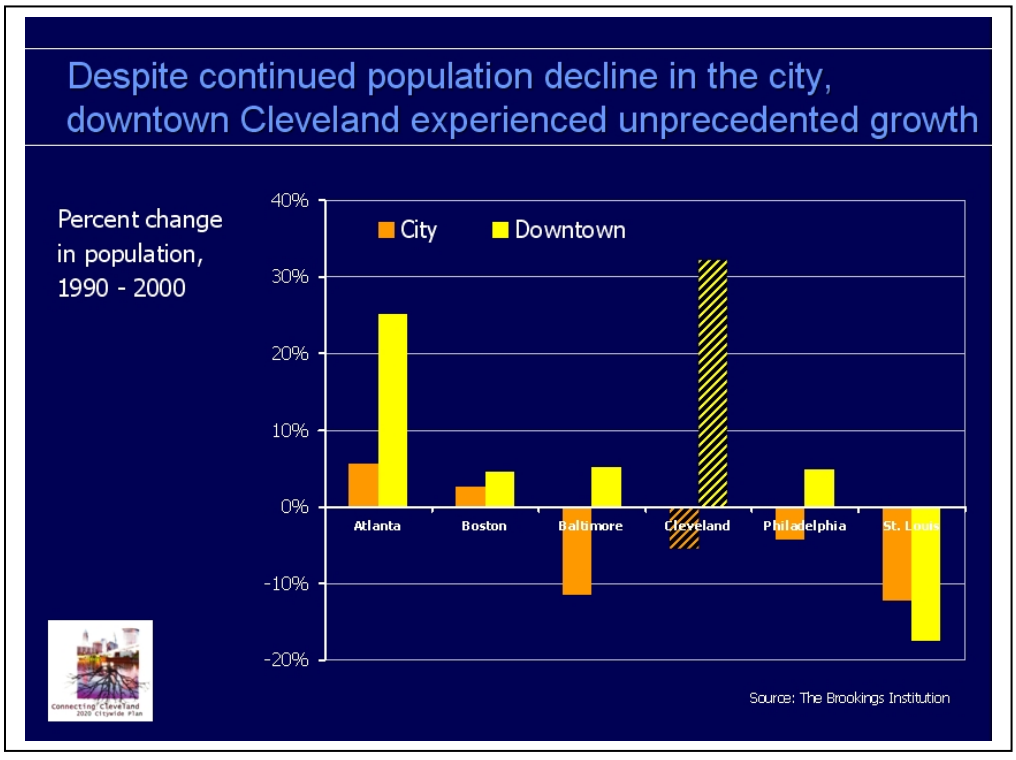
Goals and strategies and opportunities for development that are more specific to individual Cleveland neighborhoods are found in the District Chapters, one chapter for each of the city's six planning districts.

ADDITIONAL MAPS AND CHARTS

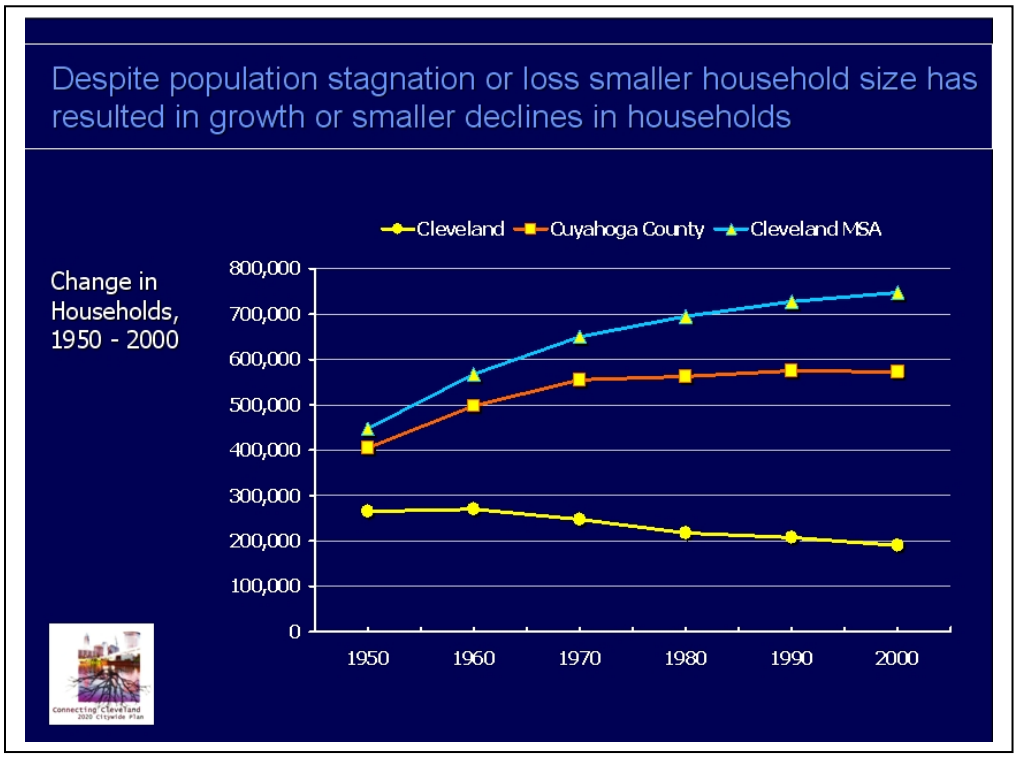
1. Pace of Loss



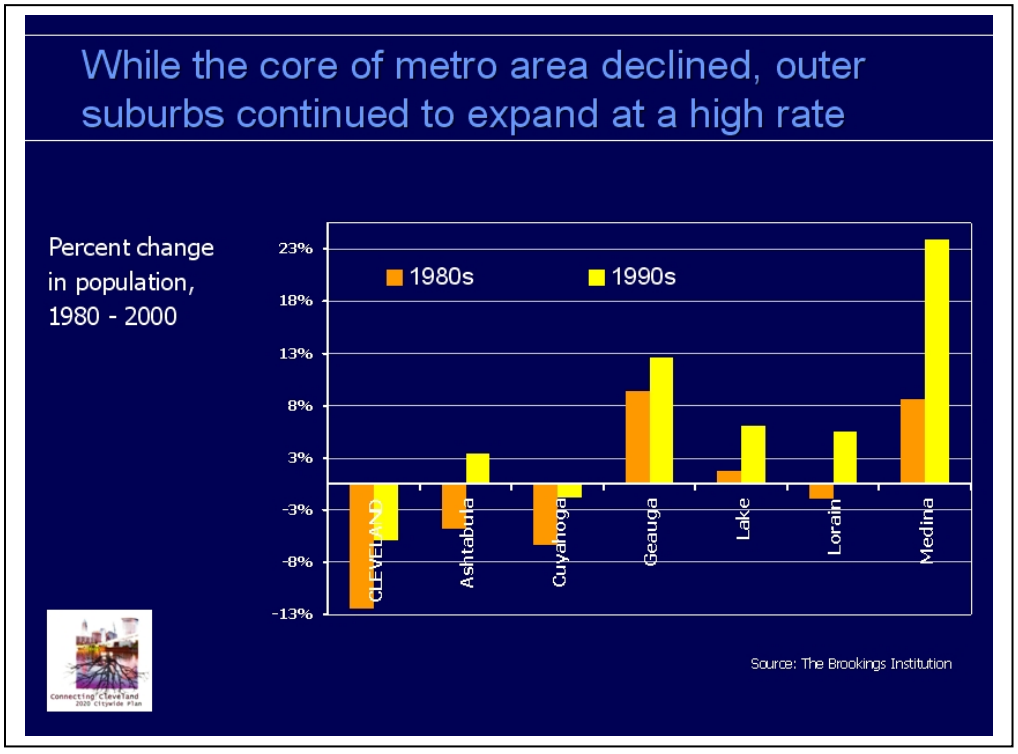
2. Cleveland's Downtown Population



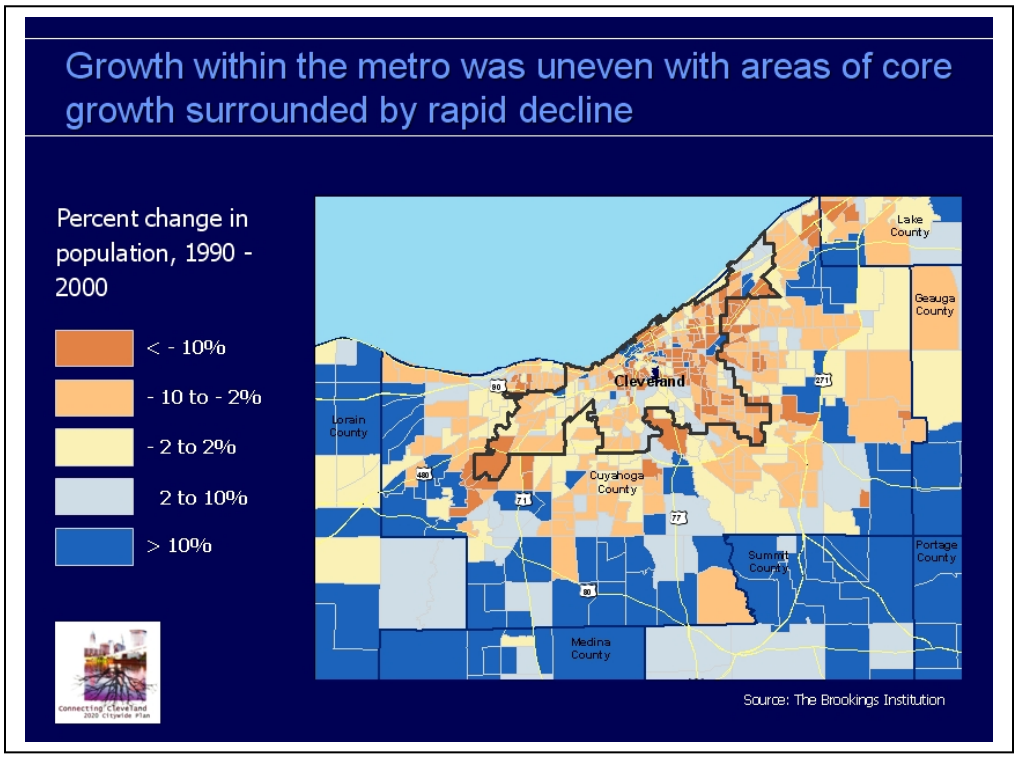
3. Household Trend



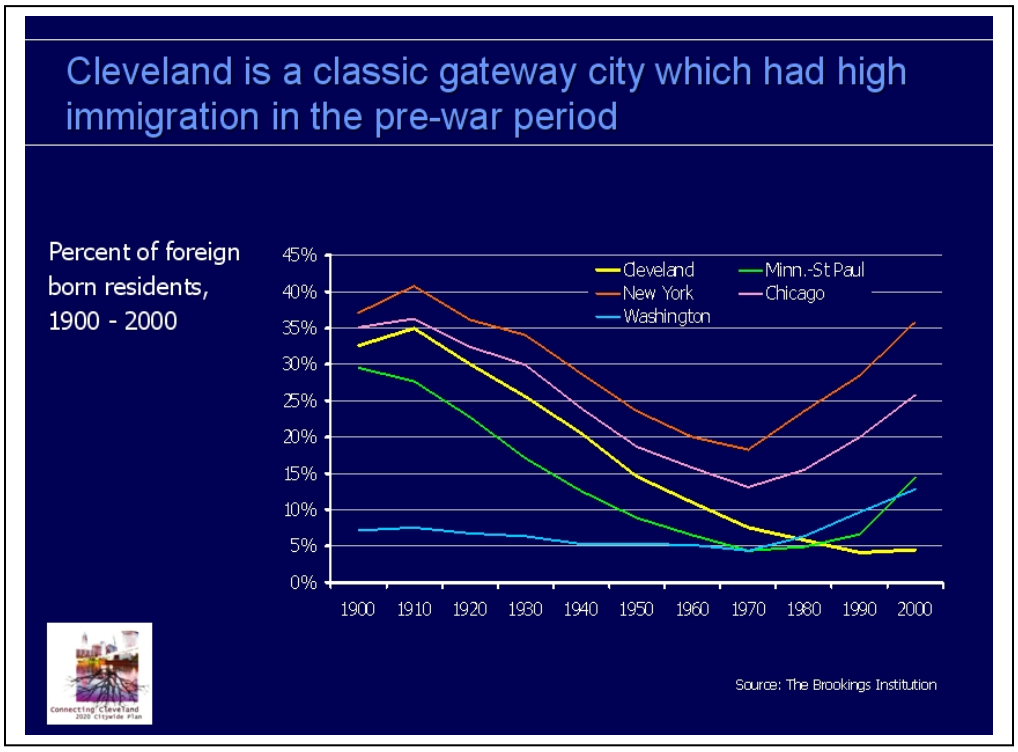
4. Suburbs Continue to Expand



5. Pattern of Population Growth



6. Immigration Trend



7. Lowest Foreign-Born Population

Cleveland has the lowest-foreign born population share among 23 target cities

Foreign born, 2000

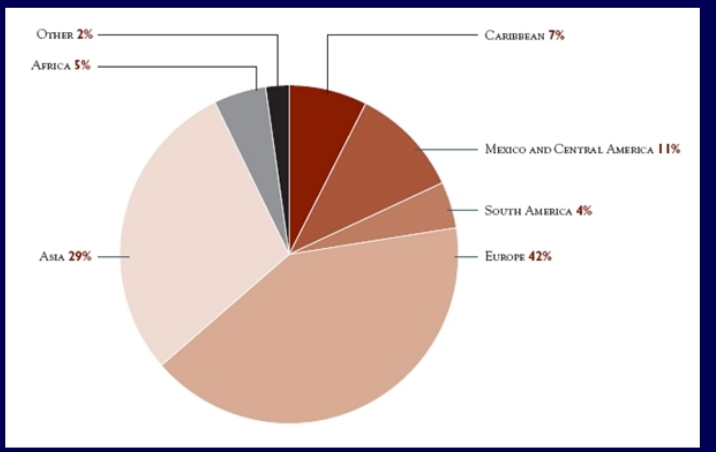
Rank	Living Cities	Total Population	Foreign-born Population	Percent
1	Miami, FL	362,470	215,739	59.5%
2	Los Angeles, CA	3,694,820	1,512,720	40.9%
3	New York, NY	8,008,278	2,871,032	35.9%
4	Oakland, CA	399,484	106,116	26.6%
5	Boston, MA	589,141	151,836	25.8%
6	Dallas, TX	1,188,580	290,436	24.4%
7	Newark, NJ	273,546	66,057	24.1%
8	Chicago, IL	2,896,016	628,903	21.7%
9	Phoenix, AZ	1,321,045	257,325	19.5%
10	Denver, CO	554,636	96,601	17.4%
11	Seattle, WA	563,374	94,952	16.9%
12	Minneapolis-St. Paul, MN	669,769	96,613	14.4%
13	Portland, OR	529,121	68,976	13.0%
14	Washington, DC	572,059	73,561	12.9%
15	San Antonio, TX	1,144,646	133,675	11.7%
16	Philadelphia, PA	1,517,550	137,205	9.0%
17	Columbus, OH	711,470	47,713	6.7%
18	Atlanta, GA	416,474	27,352	6.6%
19	Kansas City, MO	441,545	25,632	5.8%
20	Detroit, MI	951,270	45,541	4.8%
21	Indianapolis, IN	781,870	36,067	4.6%
22	Baltimore, MD	651,154	29,638	4.6%
23	Cleveland, OH	478,403	21,372	4.5%
	All Living Cities	28,716,721	7,035,062	24.5%
	Nation	281,421,906	31,107,889	11.1%

Source: The Brookings Institution

8. European and Asian Descent

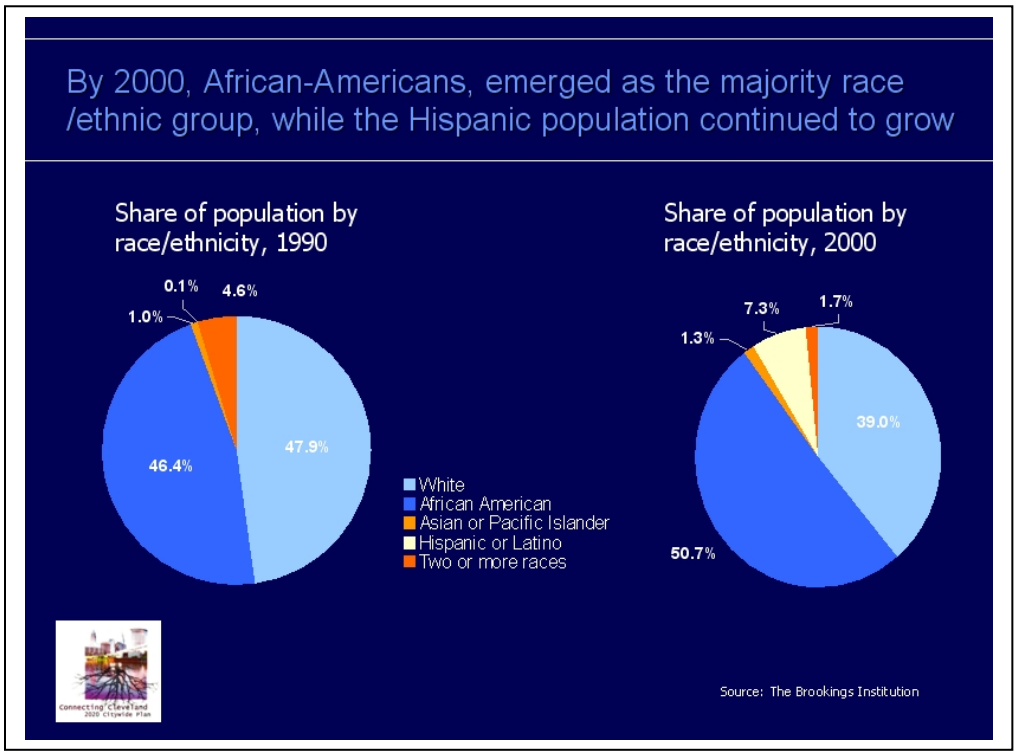
Europeans and Asians both comprise large shares of Cleveland's foreign-born population

Cleveland - Foreign born makeup, 2000

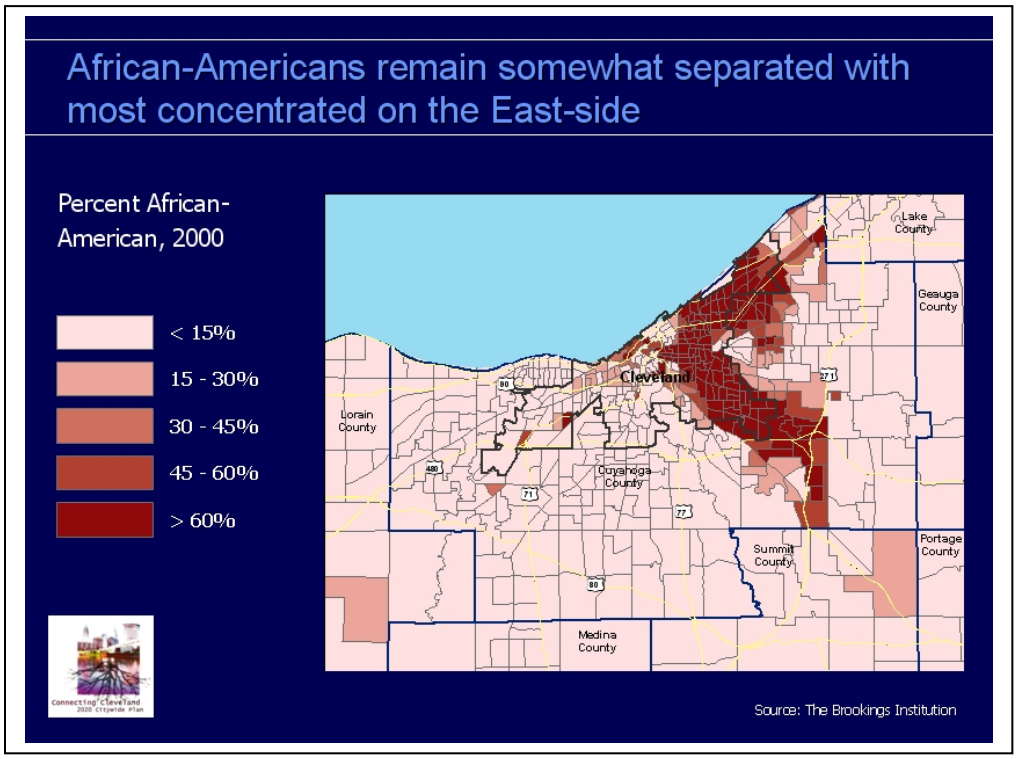


Source: The Brookings Institution

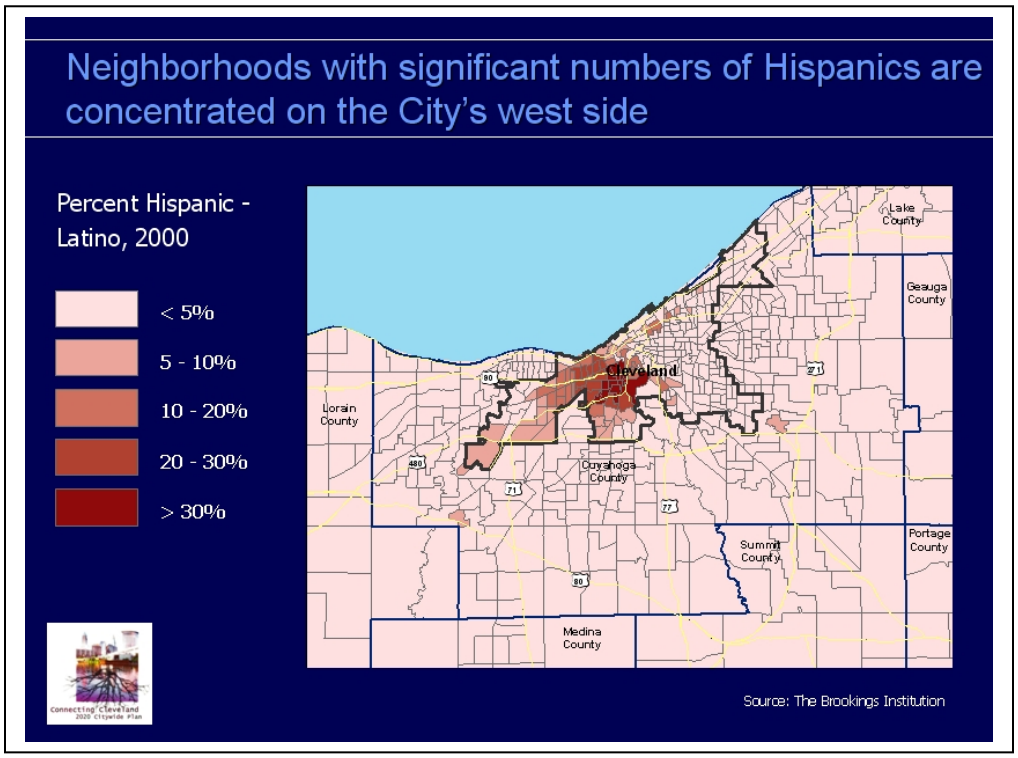
9. Proportion of African-Americans and Hispanics Increasing the Most



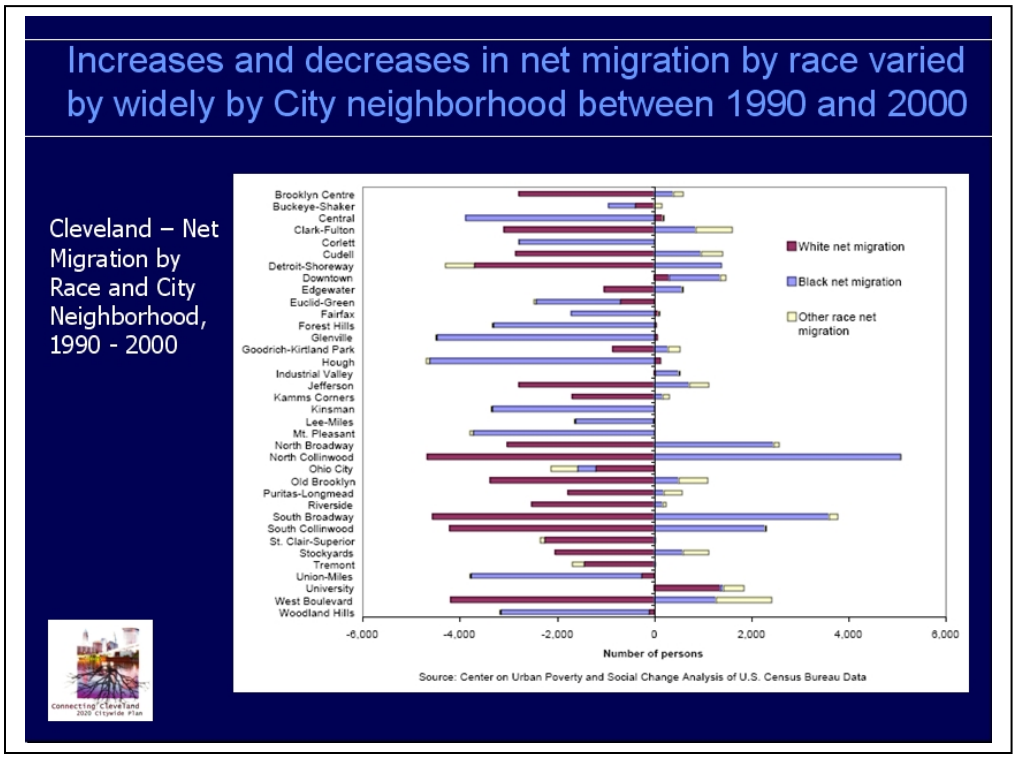
10. African-American Concentrated on the East Side



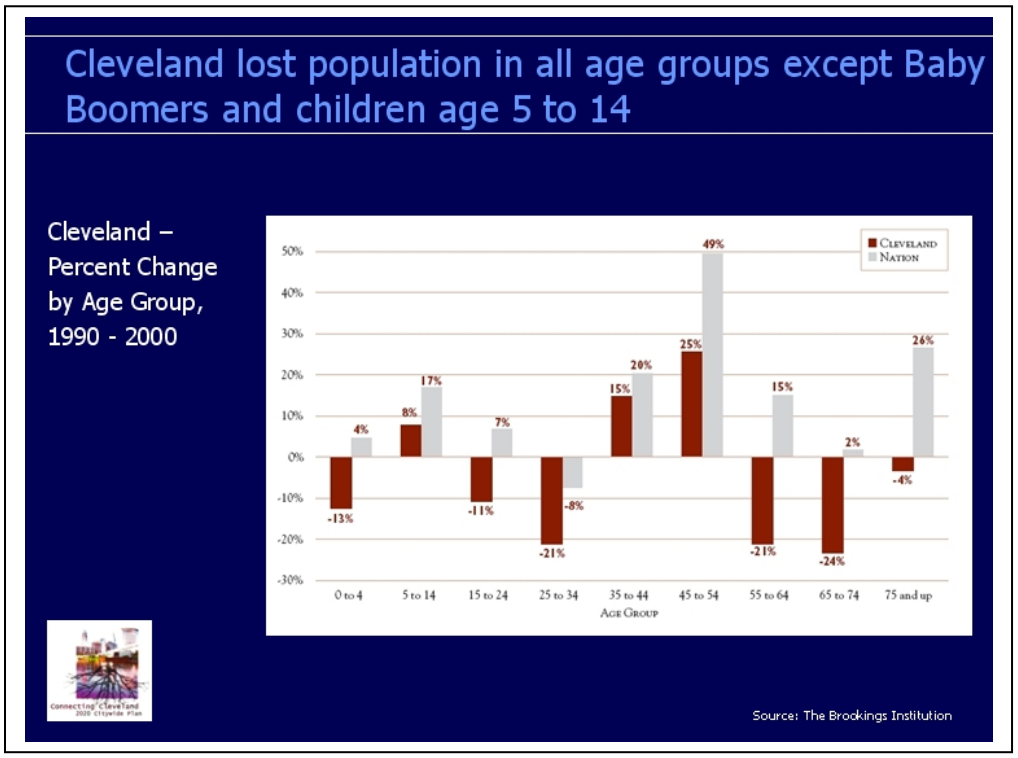
11. Hispanics Concentrated on the City's West Side



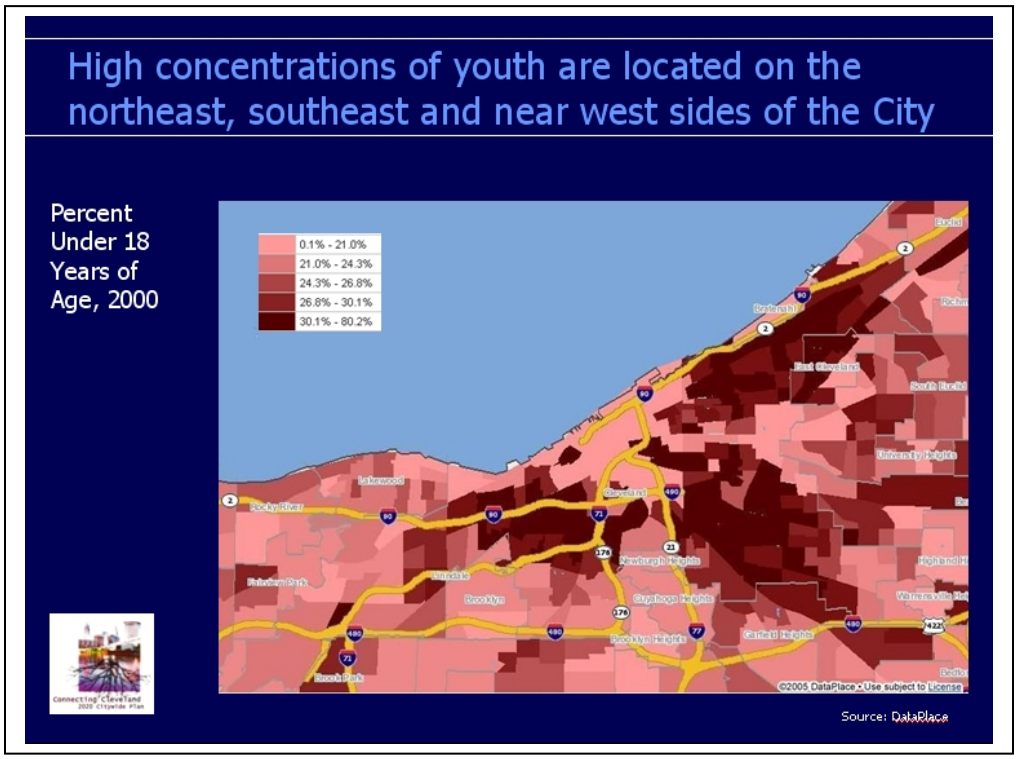
12. Migration – Neighborhood Level



13. Age Cohorts



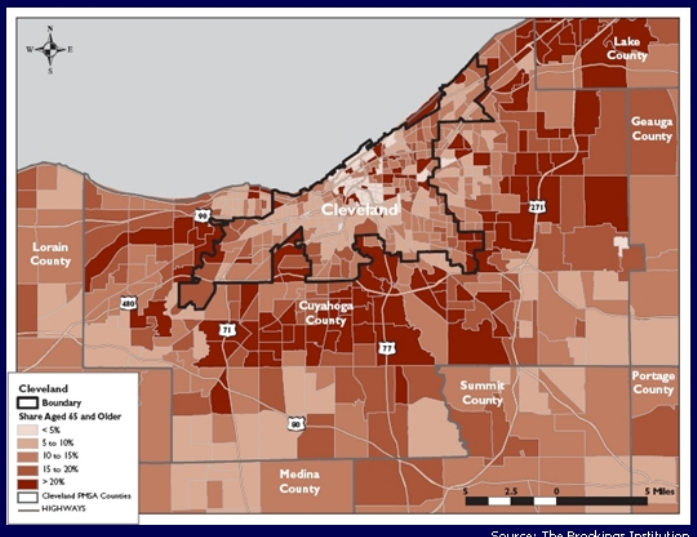
14. Under the Age of 18



15. Over the Age 65

Elderly are in the metropolitan area are concentrated throughout the inner suburbs and parts of the east side

Percent 65 Years of Age and Older, 2000



Source: The Brookings Institution

16. Economically Dependent Population

Every 100 working-age adults in Cleveland help to support 70 children and seniors

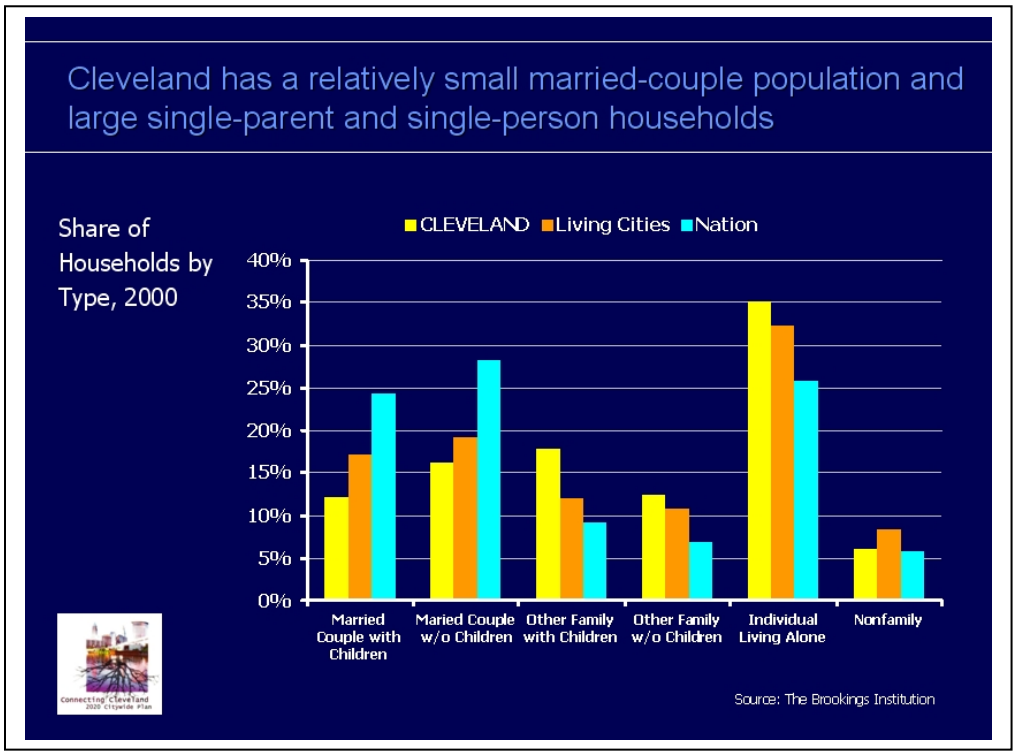
Dependency Ratio, 2000

Rank	Living Cities	Dependency Ratio	Children (0-17)	Working-age (18-64)	Elderly (65+)
1	Detroit, MI	71	31.1%	58.5%	10.4%
2	Cleveland, OH	70	28.5%	59.0%	12.5%
3	Philadelphia, PA	65	25.3%	60.6%	14.1%
4	San Antonio, TX	64	28.5%	61.0%	10.4%
5	Miami, FL	63	21.7%	61.2%	17.0%
6	Baltimore, MD	61	24.8%	62.0%	13.2%
7	Newark, NJ	59	27.9%	62.8%	9.3%
8	Kansas City, MO	59	25.4%	62.9%	11.7%
9	Phoenix, AZ	59	28.9%	63.0%	8.1%
10	Indianapolis, IN	58	25.7%	63.4%	11.0%
11	Chicago, IL	58	26.2%	63.4%	10.3%
12	Los Angeles, CA	57	26.6%	63.8%	9.7%
13	New York, NY	56	24.2%	64.1%	11.7%
14	Oakland, CA	55	25.0%	64.6%	10.5%
15	Dallas, TX	54	26.6%	64.8%	8.6%
16	Minneapolis-St Paul, MN	51	24.2%	66.2%	9.6%
17	Denver, CO	50	22.0%	66.8%	11.3%
18	Columbus, OH	49	24.2%	67.0%	8.9%
19	Portland, OR	48	21.1%	67.4%	11.6%
20	Washington, DC	48	20.1%	67.7%	12.2%
21	Atlanta, GA	47	22.3%	67.9%	9.7%
22	Boston, MA	43	19.8%	69.8%	10.4%
23	Seattle, WA	38	15.6%	72.4%	12.0%
	All Living Cities	57	25.2%	63.9%	10.9%
	Nation	62	25.7%	61.9%	12.4%

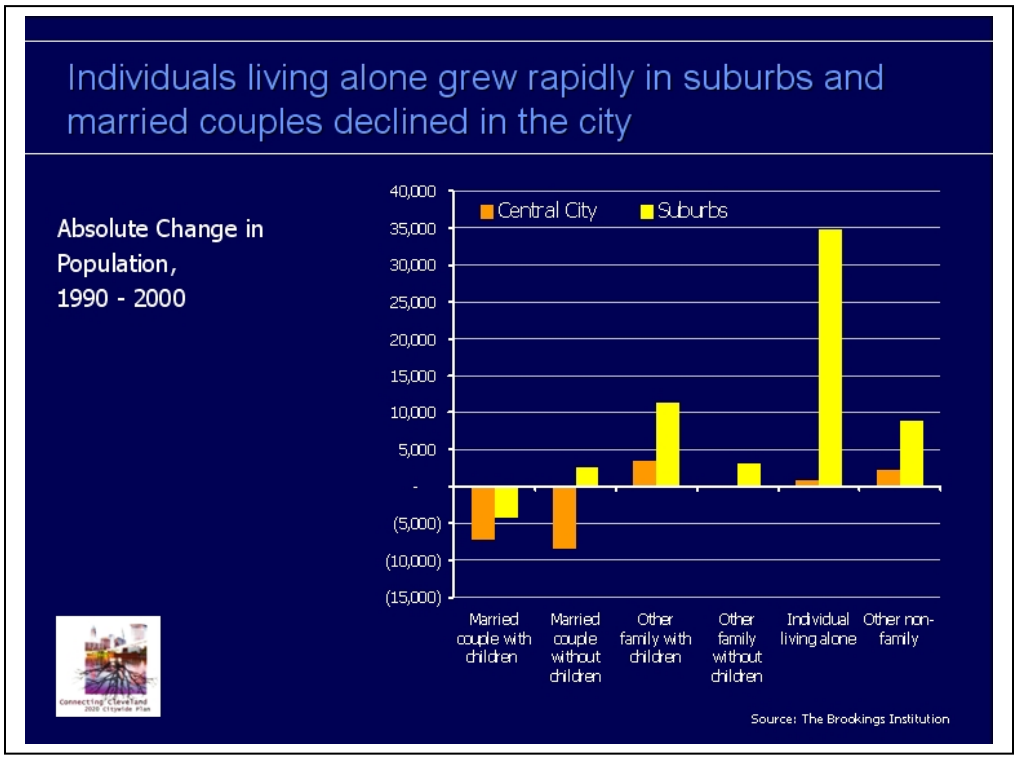
*The dependency ratio represents the number of children and seniors for every 100 adults age 18 to 64.

Source: The Brookings Institution

17. Household Type



18. Household Type – Cleveland vs. Suburbs



19. No Working Parents

Almost 1 in 4 children in the City lives in a family with no working parents

Children in Families with No Parents in Labor Force, 2000

Rank	Living Cities	Children Living in Families	Children Living in Families with No Parents in Labor Force	Percent
1	Newark, NJ	66,391	18,588	28.0%
2	Miami, FL	70,620	19,171	27.1%
3	Washington, DC	99,374	24,408	24.6%
4	Atlanta, GA	81,609	19,922	24.4%
5	Detroit, MI	261,080	63,293	24.2%
6	Oakland, CA	89,842	21,161	23.6%
7	New York, NY	1,767,267	407,401	23.1%
8	Cleveland, OH	122,939	28,233	23.0%
9	Boston, MA	106,516	24,252	22.8%
10	Baltimore, MD	137,315	31,259	22.8%
11	Los Angeles, CA	896,816	200,387	22.3%
12	Philadelphia, PA	343,503	75,384	21.9%
13	Chicago, IL	675,233	146,055	21.6%
14	Dallas, TX	284,869	54,358	19.1%
15	Denver, CO	110,483	19,212	17.4%
16	Minneapolis-St. Paul, MN	150,072	25,699	17.1%
17	San Antonio, TX	305,519	47,243	15.5%
18	Phoenix, AZ	350,141	53,471	15.3%
19	Kansas City, MO	103,352	14,581	14.1%
20	Columbus, OH	160,779	19,261	12.0%
21	Indianapolis, IN	186,615	20,247	10.8%
22	Portland, OR	103,278	9,723	9.4%
23	Seattle, WA	81,322	7,522	9.2%
	All Living Cities	6,554,935	1,350,831	20.6%
	Nation	67,882,626	7,096,231	10.5%

Source: The Brookings Institution

20. Bachelor Degrees

Cleveland had the 96th lowest educational attainment level among the 100 largest cities

Share of 25+ population with at least a bachelors degree, 2000

	Share of Pop. Over 25 w/B.A.s	
Central Cities	**2000**	**Rank**
Akron, OH	18.0%	91
Philadelphia, PA	17.9%	92
Toledo, OH	16.8%	93
Miami, FL	16.2%	94
Stockton, CA	15.4%	95
Cleveland, OH	**11.4%**	**96**
Detroit, MI	11.0%	97
Hialeah, FL	10.4%	98
Santa Ana, CA	9.2%	99
Newark, NJ	9.0%	100

Source: The Brookings Institution

21. University Student Population

Cleveland has a small university student population compared to many large cities

University Student Population, 2000

Rank	Living Cities	Population 15 or Older	Population 15 or Older Enrolled at University	Percent
1	Boston, MA	490,749	85,847	17.5%
2	Columbus, OH	563,755	76,580	13.6%
3	Seattle, WA	489,677	65,399	13.4%
4	Minneapolis-St. Paul, MN	532,038	69,101	13.0%
5	Washington, DC	474,417	59,498	12.5%
6	Atlanta, GA	337,572	35,436	10.5%
7	Los Angeles, CA	2,853,991	287,532	10.1%
8	Oakland, CA	314,479	31,244	9.9%
9	Philadelphia, PA	1,194,967	115,671	9.7%
10	Portland, OR	435,445	41,429	9.5%
11	Baltimore, MD	515,550	48,736	9.5%
12	New York, NY	6,376,852	593,664	9.3%
13	Chicago, IL	2,253,912	209,810	9.3%
14	San Antonio, TX	870,155	74,407	8.6%
15	Denver, CO	451,498	38,309	8.5%
16	Kansas City, MO	346,961	26,433	7.6%
17	Phoenix, AZ	994,728	73,315	7.4%
18	Newark, NJ	209,388	15,312	7.3%
19	Detroit, MI	698,253	48,926	7.0%
20	Miami, FL	297,081	20,704	7.0%
21	Indianapolis, IN	612,692	42,408	6.9%
22	Cleveland, OH	361,237	23,468	6.5%
23	Dallas, TX	919,625	56,366	6.1%
	All Living Cities	22,595,022	2,187,377	9.7%
	Nation	221,148,671	17,483,243	7.9%

Source: The Brookings Institution

22. Household Income

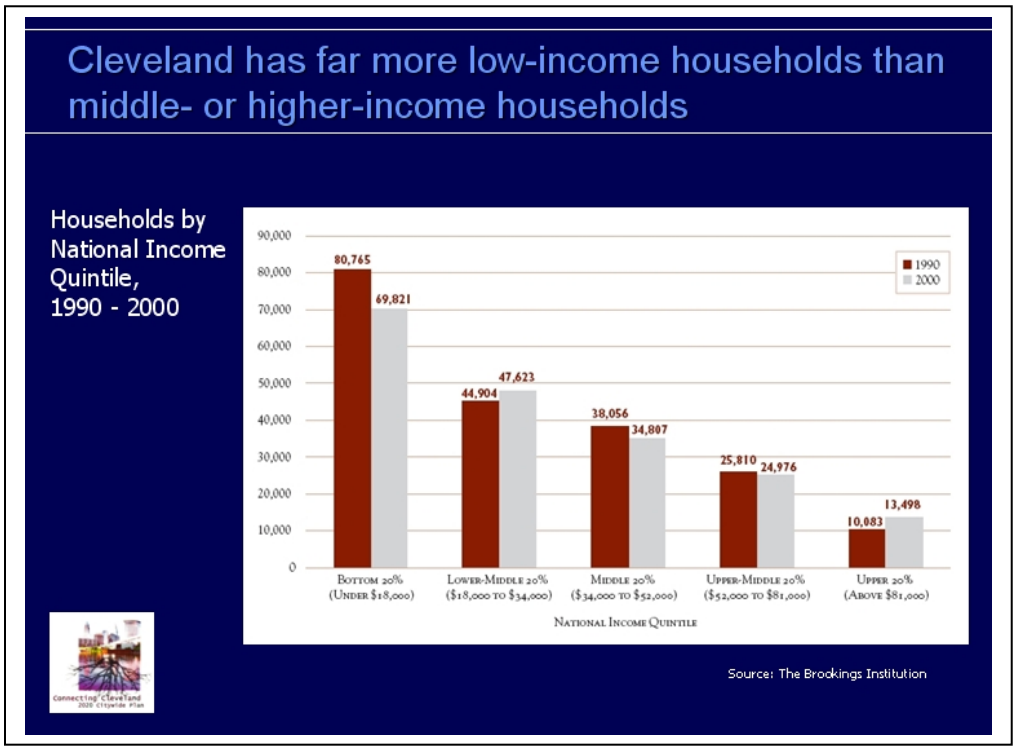
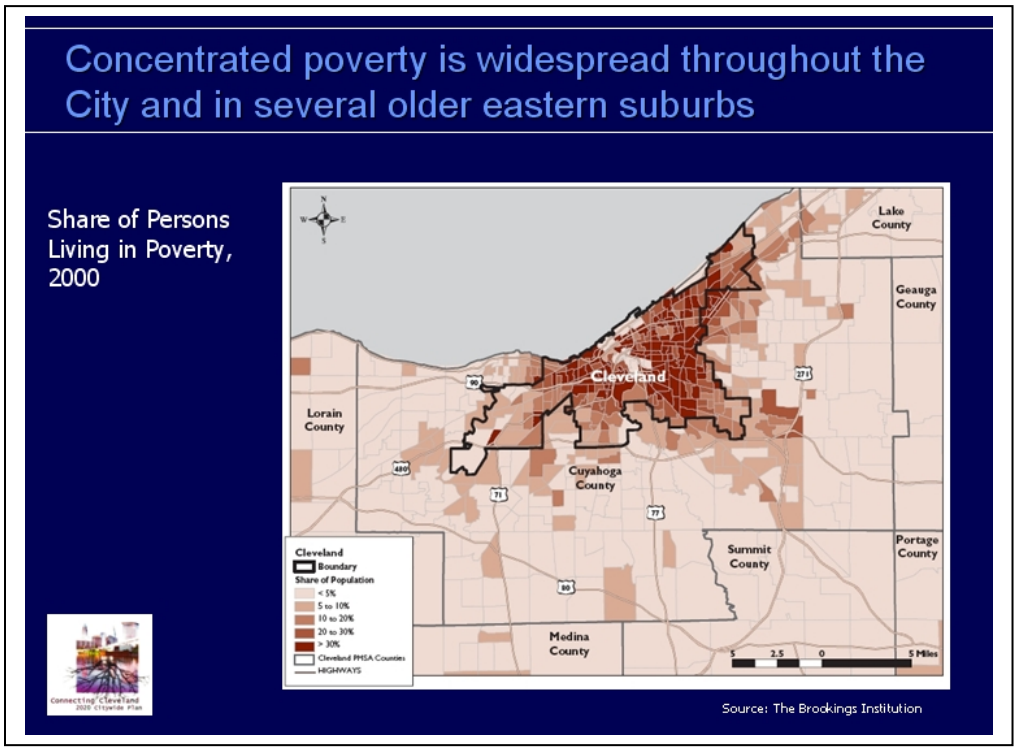
Cleveland has the third lowest median household income among the 100 largest cities

Median Household Income, 1999

	Resident Median Income	
	2000	Rank
Cincinnati	$29,493	89
Hialeah	$29,492	90
Louisville	$28,843	91
Pittsburgh	$28,588	92
St. Louis	$27,156	93
New Orleans	$27,133	94
Rochester	$27,123	95
Newark	$26,913	96
Birmingham	$26,735	97
CLEVELAND	**$25,928**	**98**
Buffalo	$24,536	99
Miami	$23,483	100

Source: The Brookings Institution

23.Income Quintiles



24.Poverty