

# CONTEXT FOR DEVELOPMENT

DEVELOPMENT HISTORY

POPULATION

ECONOMY



# DEVELOPMENT HISTORY

**Cleveland's emergence in the 19th century as a national center of commerce and industry was largely a consequence of its location at the convergence of the Cuyahoga River and Lake Erie. The economic activity generated by the presence of these transportation routes, in turn, generated the first large-scale urban settlement in northern Ohio.**

**Today, the lake and the river – this time by virtue of their scenic and recreational qualities – are playing an important role in Cleveland's re-emergence as a city of the 21st century. Similarly, the legacy of Cleveland's early settlement has conferred upon the City unique characteristics which now position its neighborhoods as competitive alternatives to suburban living. The Citywide Plan seeks to build upon these natural and historic assets as a foundation for Cleveland's continuing revitalization.**

## NATURAL FEATURES

**Lake Plain and Shoreline.** The modern geography and geology of northeast Ohio has been shaped by the receding of the ice glaciers which are believed to have covered the area in prehistoric times. With the retreat of the glaciers came the formation of a lake which covered a much larger area than the present Lake Erie.

Approximately 14,000 years ago, when the lake's level was 200 feet higher than it is today, a large bay, fed by the Cuyahoga River, covered most of the present city. As the river flowed into the bay, it constructed a triangular delta of sand and silt which now covers a large portion of the City. As the lake level receded, it left behind a series of beach ridges which were formed by the eroding and depositing actions of the lake's waves.

The resulting delta and lake plain covers much of the City north of Lorain and Memphis Avenues on the west side and northwest of a line in the vicinity of Euclid Avenue, Woodhill Avenue and East 93rd Street on the east side. This area is

characterized by a relatively level surface which slopes slightly to the lake at an elevation about 80 feet to 120 feet above the lake's current level. The lake plain is also traversed by a number of streams which empty into the Cuyahoga River and Lake Erie, including Big Creek, Kingsbury Run and Doan Brook.

**Flats.** The Flats, which separates Cleveland's east and west sides, lies 10 feet to 15 feet above the lake level and 80 feet below the general level of the old delta and lake plain from which it was eroded. The Flats can be broken into two distinct sections – Flats-Oxbow, near the mouth of the Cuyahoga River, where the river bends and the valley is only two to three thousand feet across, and the Industrial Valley, which widens to a width of four to seven thousand feet.

**Hillsides and Higher Elevations.** To the east and south of the lake plain and delta are hillsides and areas of higher elevations. The most prominent of these are the "Heights" areas to the southeast and northeast, which include such neighborhoods as Mt. Pleasant, Miles Heights and parts of Euclid-Green. The Heights areas range from 150 feet to 350 feet above the elevation of the lake plain.

The hillsides leading up to the Heights areas from the plain are the first foothills of the Appalachians and offer excellent views of much of the City. The steepest slopes are in the vicinity of University Circle and the Euclid-Green neighborhood. In the southeast section of the City, the slopes to the highlands are longer and gentler.

On the west side, elevations to the south are more moderate and the slopes are not as prominent. In fact, the extensive West Park area is characterized by very little change in elevation except in proximity to the Rocky River valley.

## CITYWIDE DEVELOPMENT PATTERNS

The pattern of development in Cleveland has been shaped by opportunities and constraints



*Cleveland's long-neglected natural resources provide a solid foundation for future revitalization. (PHOTO: Lake Erie as viewed from Edgewater Park).*

presented by the area's natural features. In most cases, these natural features have dictated the location of transportation routes and major land use types. In other cases, obstacles to desired movement and development have been overcome through such action as the filling of gullies and lakeshore areas and the bridging of valleys.

It was the meeting of two major natural features, Lake Erie and the Cuyahoga River, which led to Cleveland's founding. These two navigable waterways provided excellent transportation for people and goods and made Cleveland a major commercial center. The Flats-Oxbow area, located at the mouth of the Cuyahoga River, became the economic and transportation hub of the emerging metropolitan area.

**Railroads and Industrial Development.** Although the presence of navigable waterways established Cleveland as a center of commerce and

trade, the molding of Cleveland into an industrial city began with the advent of the railroads in the 1850's. These rail lines opened the City to new markets and gave it access to the raw materials necessary for the development of industry.

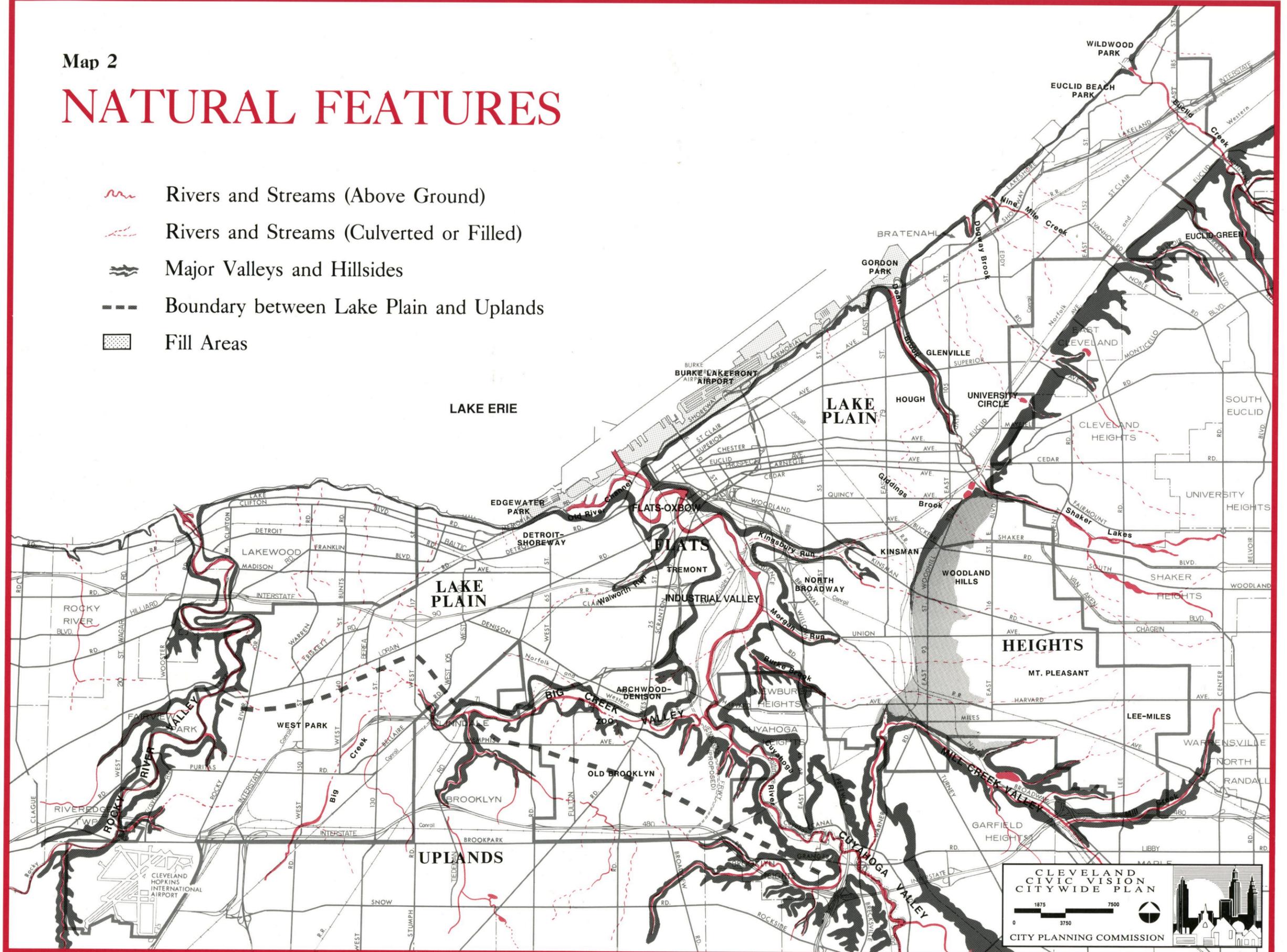
Because trains are extremely sensitive to changes in elevation, usually accommodating no more than a 2% grade, the main rail lines within the City were limited to routes running through the relatively level lake plain or along gently-sloping streams. Steep rises in elevation to the east restricted the installation of rail lines in the Heights areas, thereby resulting in a predominantly residential pattern of development.

Industrial development occurred in locations along the City's rail lines. The major concentration of industries developed along the Cuyahoga River in the Flats. The broad expanse of land in the Flats, along with the availability of water and rail

Map 2

# NATURAL FEATURES

-  Rivers and Streams (Above Ground)
-  Rivers and Streams (Culverted or Filled)
-  Major Valleys and Hillside
-  Boundary between Lake Plain and Uplands
-  Fill Areas





*The CITYWIDE PLAN seeks to capitalize on Cleveland's natural resources by expanding opportunities for public access. (PHOTO: outdoor cafes in the Flats along the Cuyahoga River's east bank).*

transportation, facilitated the development of steel mills and other large-scale industrial uses.

Other industrial districts developed along rail lines in the valleys of waterways which led from the lake plain to the Flats, such as Walworth Run on the west side (along Train Avenue) and Kingsbury Run on the east side (in the WEBCO industrial area). The relatively level topography along the lakeshore provided ideal conditions for the development of a major rail line and associated industry (in such areas as the Collinwood Yards and the Lakeside Industrial District).

On the east side, a large industrial district formed at the base of the rise to the Heights at the junction of a number of main rail lines. Far west side industrial areas were, in most cases,

extensions of the lakeshore and valley industrial corridors (such as WEBCO and the Stockyards).

**Roadways and Retail Development.** Topographic features have also affected the development of major streets in the City. The ridges left behind by the receding lake were used by the Indians for trails and eventually were developed as major east-west streets. These include Detroit, Denison and Lorain Avenues on the west and Euclid, Carnegie and Woodland Avenues on the east.

The location of other major streets has been influenced by the streams which cross the City. For example, Kingsbury Run, Morgan Run and Burke Brook in the southeast influenced the location of Broadway and Kinsman Avenues,

which parallel these stream valleys on the level land between them.

Streets which crossed the river and stream valleys often became the focal point for retail development, particularly at high-traffic intersections with other major streets. Such developments include Kamm's Corners, located on the east side of the Rocky River at Lorain Avenue and Rocky River Drive, and the West Side Market, located on the west side of the Cuyahoga River at the intersection of Lorain Avenue and West 25th Street.

Cleveland's major roads also provided routes for the streetcar lines which were established principally between 1890 and 1900.

**Residential Development.** Such natural features as stream valleys and hillsides, along with large industrial areas, form the physical boundaries for a number of Cleveland's neighborhoods. In many cases, such tributaries to the Cuyahoga River as Big Creek, Mill Creek, Morgan Run and Kingsbury Run, form valleys which are over 100 feet deep and act to separate such neighborhoods as Old Brooklyn and Archwood-Denison on the west side and Hough and Glenville on the east side.

Many of the smaller creeks, however, such as Giddings Brook (which was located in the vicinity of Ansel Road in Hough), have been culverted or filled and no longer exist as topographical features.

Similarly, a rise in elevation also acts as a physical barrier to movement and defines the limits of neighborhoods. On the City's east side, the boundaries between the Kinsman and Woodland Hills neighborhoods are created by such a change in elevation.

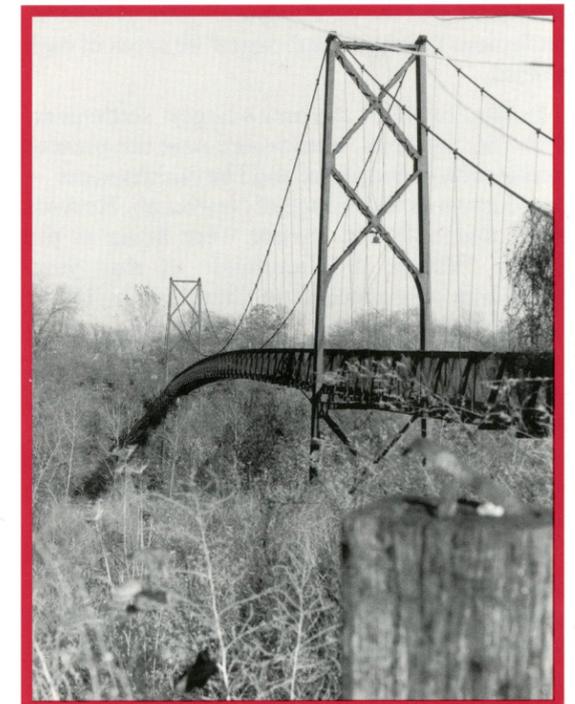
In some instances, physical barriers have acted to define neighborhoods along ethnic or racial lines. For example, Kingsbury Run on the City's southeast side divides the predominantly black Kinsman neighborhood from the predominantly white North Broadway neighborhood.

These physical barriers can, however, serve to impede the spread of deterioration from one

neighborhood to another (as between portions of the near west side and Old Brooklyn). Once a neighborhood has begun to deteriorate, however, isolation can serve to accelerate the process, as evidenced by the "Forgotten Triangle" in the Kinsman/Woodhill/Woodland area.

**Recreation.** Despite the fact that industry and port activities occupy large portions of the City's lakeshore and river valleys, substantial areas have been reserved for recreational use.

Rockefeller Park, Wade Park and Ambler Playfield have been developed along Doan Brook and provide a park-like setting for University Circle, which developed at the base of the hillside rising to the Heights area. On the City's west side, the valley and hillsides of the Big Creek are an integral part of the design of Brookside Park and the Cleveland Metroparks Zoo, while the Rocky



*The Sidaway footbridge was built across Kingsbury Run in 1931 to connect the Broadway and Kinsman neighborhoods.*

River Reservation preserves the natural beauty of the Rocky River valley.

Recreation uses occupy nearly half of Cleveland's 18-mile shoreline. Among the major lakeshore sites are the State-operated Edgewater, Gordon, Euclid Beach and Wildwood Parks. Boating, fishing and swimming have been promoted by the development of marinas, breakwalls, fishing piers and beaches.

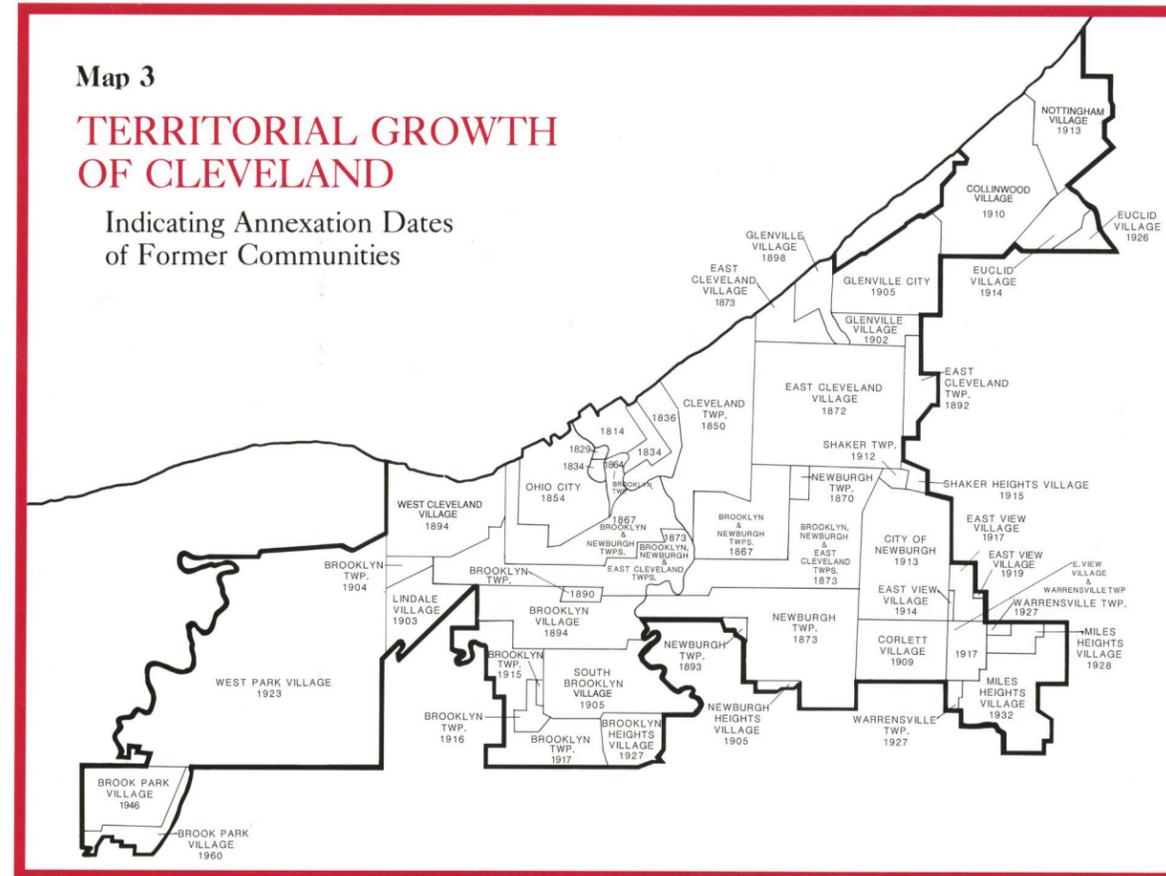
### NEIGHBORHOOD DEVELOPMENT

The origin of many Cleveland neighborhoods can be traced to the early and middle portions of the 19th century. Shortly after the City's founding by Moses Cleaveland in 1796, settlement began at the mouth of the Cuyahoga River, northwest of Public Square, near the area now known as the Warehouse District. However, because of swampy conditions and the resulting outbreaks of malaria, settlement quickly "leapfrogged" to areas of high ground.

In fact, by 1820 the area's largest settlement, with 756 residents, was located near the present intersection of Broadway and Harvard Avenues — then known as the Village of Newburgh. Records show that only 606 people were living in the nearby "Village of Cleveland" in that year. Newburgh was annexed to Cleveland in 1873.

Other areas of very early settlement included Ohio City, which incorporated as a village in 1836 and was annexed to Cleveland in 1854, and Old Brooklyn (formerly the Village of South Brooklyn), which began developing in the 1830's and was the site of the area's first greenhouse (in 1887), before being annexed to Cleveland in 1905.

Later in the 19th century, industrial development along the Cuyahoga River led to settlement of such areas as Tremont (site of the short-lived "Cleveland University" between 1851 and 1853) and Slavic Village (also known as "Warszawa"). Settlement later spread outward from the region's center to such areas as Hough (incorporated as



The City of Cleveland, which now encompasses 78 square miles of land, experienced its greatest period of physical expansion between 1850 and 1932.

the Village of East Cleveland in 1866 and annexed to Cleveland in 1872), Edgewater (incorporated as the Village of West Cleveland in 1871 and annexed to Cleveland in 1894), and Glenville (incorporated as a village in 1870 and annexed to Cleveland in 1902 and 1905).

Cleveland continued to expand its territory in the 20th century by annexing the adjacent communities of Collinwood (in 1910), Euclid-Green (in 1914 and 1926), West Park (in 1923) and Miles Heights (in 1928 and 1932).

The final wave of residential development in

Cleveland moved through the City's outer neighborhoods in the two decades following World War II. This post-War development characterizes portions of the Riverside, Kamm's Corners and Puritas-Longmead neighborhoods on the far west side, and portions of the Lee-Miles and Euclid-Green neighborhoods on the City's east side.

For a history of selected Cleveland neighborhoods, see the "Neighborhood Histories" section of each of the eight "Region" chapters of this document.

### DEVELOPMENT CHRONOLOGY

#### 1796 - 1824

- 1796 - Moses Cleaveland lands at mouth of Cuyahoga River.
- 1796 - Original town plan prepared by the Connecticut Land Company.
- 1814 - Cleveland incorporates as a village.
- 1822 - First bridge opens across Cuyahoga River.

#### 1825 - 1849

- 1834 - Ohio Canal completed, linking the Ohio River to Lake Erie.
- 1836 - Columbus Street lift bridge opens as first permanent span across the Cuyahoga.
- 1837 - Columbus Street Bridge War fought between Ohio City and Cleveland.
- 1838 - Cleveland and Newburgh Railroad begins passenger service from West 6th Street to East 101st and Euclid.
- 1842 - Street paving begins with wood-planking of Superior Street.

#### 1850 - 1874

- 1851 - Cleveland University opens in Tremont (closing in 1853).
- 1853 - Rail line completed connecting Cleveland to New York and Chicago.
- 1854 - Ohio City annexed to City of Cleveland.
- 1857 - Present Old Stone Church completed on Public Square.
- 1860 - Hower and Higbee store opens at West 3rd and Superior.
- 1863 - Cleveland Rolling Mill Company established (later part of U.S. Steel).
- 1870 - Sherwin, Williams & Company established.
- 1870 - Standard Oil Company founded by John D. Rockefeller.

### 1875 - 1899

- 1878 - Superior Viaduct completed, linking Superior Avenue to Detroit Avenue.
- 1882 - Western Reserve College moves from Hudson to University Circle on land donated by Amasa Stone.
- 1888 - First regular electric trolley service begins in Cleveland.
- 1890 - Cable car service begins on Superior and Payne Avenues.
- 1890 - The Arcade opens at East 4th and Euclid.
- 1891 - League Park in Hough opens for major league baseball.
- 1891 - The Halle Brothers Company opens as clothing store at West 3rd and Superior.
- 1894 - Euclid Beach opens as City's premier amusement park.
- 1894 - Cleveland purchases land for Edgewater and Brookside Parks.
- 1896 - John D. Rockefeller donates 276 acres for the present Rockefeller Park.
- 1899 - May Company department store opens on a portion of present Public Square site.

### 1900 - 1909

- 1901 - Cleveland purchases 1855 acres of land in Warrensville Township.
- 1903 - Group Plan established for public buildings and spaces centered on present Mall/Hanna Fountains site.
- 1905 - Citywide system of street numbering and naming established.
- 1908 - Cleveland Zoo relocates from Wade Park to Brookside Park.

### 1910 - 1919

- 1912 - West Side Market opens at present site.
- 1913 - Cleveland establishes City Plan Commission.

- 1914 - Municipal Light Plant begins operation.
- 1914 - Cleveland Foundation established as nation's first community trust.
- 1915 - Torbenson Gear and Axle (later to become Eaton Corporation) begins its Cleveland operations.
- 1916 - Cleveland City Hall completed.
- 1916 - Cleveland Museum of Art completed.
- 1917 - Metropolitan Parks District established.
- 1917 - Detroit-Superior (Veteran's Memorial) Bridge opens as first high-level bridge spanning Cuyahoga River.

### 1920 - 1929

- 1920 - Rapid transit line opens between Shaker Heights and Public Square.
- 1921 - State Theater opens at Playhouse Square.
- 1921 - Cleveland Clinic opens near East 93rd and Euclid.
- 1922 - Public Auditorium completed.
- 1925 - Cleveland Municipal Airport opens.
- 1927 - Terminal Tower completed as world's tallest building outside of New York City.
- 1928 - Sears opens stores on Carnegie Avenue and Lorain Avenue.
- 1929 - Bailey's department store opens branch at East 105th and Euclid.
- 1929 - Cleveland's first zoning code adopted.

### 1930 - 1939

- 1930 - Cleveland reaches 900,000 in population and ranks as nation's sixth largest city.
- 1930 - Cleveland Union Terminal opens to rail traffic.
- 1931 - Cleveland Municipal Stadium completed.
- 1931 - Severance Hall completed.
- 1932 - Lorain-Carnegie (Hope Memorial) Bridge opens.

- 1935 - Republic Steel moves headquarters from Youngstown to Cleveland.
- 1935 - Work begins on Cedar-Central, Outhwaite and Lakeview Terrace public housing projects.
- 1936 - Great Lakes Exposition opens.

### 1940 - 1949

- 1942 - Cleveland Transit System (CTS) established.
- 1943 - The present NASA-Lewis Research center opens.
- 1947 - Burke Lakefront Airport begins operation.
- 1949 - Karamu House relocates to present site at East 89th and Quincy.
- 1949 - General Plan for Cleveland published.

### 1950 - 1959

- 1950 - Cleveland's population peaks at 914,808.
- 1954 - Last electric streetcar route (along Madison Avenue) abandoned.
- 1955 - CTS rapid transit line completed between Windemere and West 117th Street.
- 1959 - Innerbelt Freeway opens.
- 1959 - Cleveland Downtown Plan (1975) published.

### 1960 - 1969

- 1960 - Erievue Urban Renewal Plan adopted.
- 1962 - I-90 (East Shoreway) completed.
- 1962 - Bailey Company closes its stores in Downtown and at East 105th and Euclid.
- 1964 - Erievue Tower completed as City's first major Urban Renewal project.
- 1965 - Cleveland State University established.
- 1966 - Hough riots occur.
- 1967 - Carl B. Stokes elected as first black

mayor of major U.S. city.

- 1968 - Glenville riots occur.
- 1968 - CTS rapid transit line extended to create nation's first airport-downtown rail link.
- 1969 - Sterling-Linder-Davis closes department store at East 13th and Euclid.

### 1970 - 1979

- 1973 - Park Center apartments completed.
- 1973 - I-77 completed.
- 1974 - I-71 completed.
- 1974 - Greater Cleveland Regional Transit Authority (RTA) established.
- 1975 - Cleveland Policy Planning Report published.
- 1976 - Federal court requires desegregation of Cleveland's public schools.
- 1978 - I-90 (west side) completed.

### 1980 - 1990

- 1980 - Cleveland's population falls to 573,822, a loss of 23.6% since 1970.
- 1981 - Cleveland Industrial Park developed by City in Lee-Miles area.
- 1984 - Restored State Theater re-opens at Playhouse Square.
- 1985 - Lexington Village townhouse development opens in Hough.
- 1987 - Westown Square Shopping Center developed on site of former Sears store.
- 1988 - North Coast Harbor Phase I completed.
- 1989 - East Side Market opens in Glenville.
- 1989 - Society Center and Marriott Hotel development begins.
- 1989 - Civic Vision 2000 Downtown Plan published.
- 1990 - Tower City "Avenue" retail mall opens.
- 1990 - Civic Vision 2000 Citywide Plan completed.

# POPULATION

**C**leveland is the central city of the nation's 13th most populous grouping of metropolitan areas – a seven-county region with a 1990 population of over 2.7 million. The City itself ranks 24th in population among the nation's cities, having fallen from a peak of 5th in 1920.

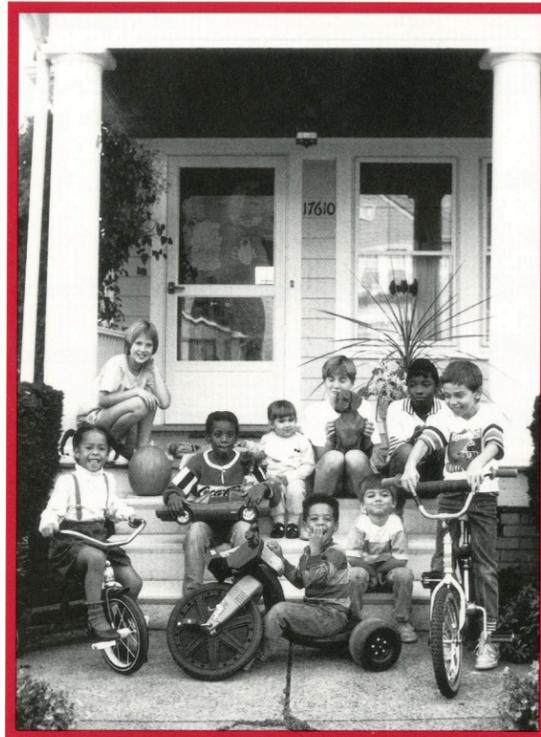
Although the City's population loss continues, the rate of loss experienced during the 1970's was cut by approximately half in the 1980's. A stabilized year 2000 population of 490,000 is considered a realistic goal if Cleveland is successful in capturing a greater-than-projected share of metropolitan housing development.

## PAST AND CURRENT CONDITIONS

**Population Before 1950.** At the turn of the 20th century, Cleveland was a rapidly growing community with a population of 381,768 – the nation's seventh largest city. Between 1900 and 1920, a booming industrial economy drew an influx of immigrants (mainly from eastern Europe) which more than doubled the City's population to 796,841, making Cleveland the nation's fifth most populous city. While the Great Depression of the 1930's subsequently took the wind out of Cleveland's economic sails, the City continued to grow, albeit at a slower pace, until a peak population of 914,808 was reached in 1950.

**Population 1950-1970.** Although the City's population began to decline after 1950, the metropolitan area continued to grow until the 1970's. Immediately after World War II, the suburban communities surrounding the City experienced tremendous growth. Since little suitable land remained within the City for residential development, the pent-up demand for housing was met outside the City limits, where

The population projections presented in this chapter are taken primarily from an analysis prepared by the Urban Center at Cleveland State University prior to the 1990 U.S. Census.



*The retention and attraction of families with children is recognized in the CITYWIDE PLAN as essential in maintaining a stable and vital community.*

land was plentiful.

Because suburban areas were perceived as quieter, cleaner and less congested than the central city, many Clevelanders with sufficient incomes chose to make the move out of the City. The construction of freeways, combined with Cleveland's relatively small geographic size, made it easy for individuals to continue working in the City while living in the suburbs.

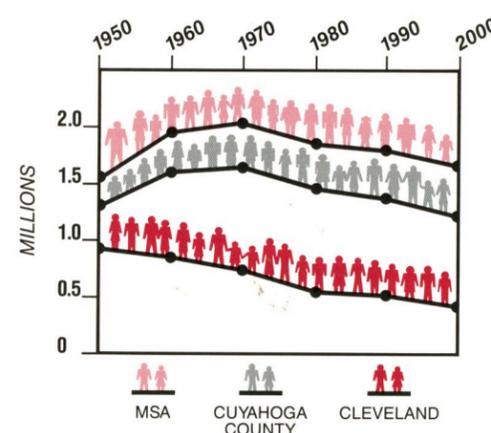
During this period, Cleveland's manufacturing economy weakened relative to other parts of the country and the rate of immigration to the City (primarily from the rural south and Appalachia) fell well behind the rate of out-migration to the suburbs. In 1970, the population of Cuyahoga County and the Cleveland Metropolitan Statistical

Area peaked at approximately 1,720,000 and 2,060,000 respectively, while Cleveland's population had fallen to 750,000.

**Population After 1970.** The 1970's marked the first decade of population loss for the metropolitan area as a whole. During this period, the County lost nearly 13% of its population or 222,000 people, with 80% of this loss occurring within the City of Cleveland. Cleveland lost an average of 17,000 residents per year or nearly a quarter of its population during the decade.

The 1980's saw the City and metropolitan area continuing to lose population but at a much lower rate. Cuyahoga County's 1990 population of 1,412,140 was only 86,260 or 5.8% lower than its 1980 population. Cleveland's rate of loss was cut by half to 6,800 persons per year, for a 1990 population of 505,616. In the 1980's, Cleveland benefited from the large number of young "baby boom" households entering the home-buying market for the first time. High interest rates and low prices relative to the suburbs made Cleveland more attractive to many members of this group.

**Figure 2**  
**POPULATION 1950 - 2000**  
**Cleveland, County, MSA**



Sources: U.S. Census Bureau; The Urban Center, Cleveland State University; Cleveland City Planning Commission

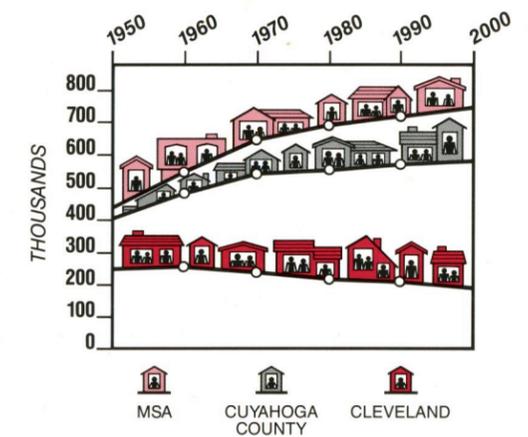
Current trends indicating a preference for urban living on the part of young households, as well as actions by community organizations and the City government to improve Cleveland's neighborhoods, have also helped to bolster demand for the City's housing.

**Households.** Several trends have combined in recent decades to reduce the size of an average household in Cleveland as well as in the nation as a whole. These trends include a lower birth rate, an increasing number of senior citizens living independently, and an increasing number of young singles postponing marriage and forming separate households.

Because the size of Cleveland's average household fell from approximately 3.0 persons to 2.6 persons between 1970 and 1980, the City's 24% loss in population produced only a 12% loss in households. More dramatically, in suburban Cuyahoga County, a loss of 45,000 residents during the 1970's was accompanied by an actual increase of 39,000 households.

**Race.** Cleveland's non-white population (black,

**Figure 3**  
**HOUSEHOLDS 1950 - 2000**  
**Cleveland, County, MSA**



Sources: U.S. Census Bureau; The Urban Center, Cleveland State University; Cleveland City Planning Commission



*A strong sense of "community" is an asset which can form the foundation for re-building Cleveland's neighborhoods.*

Asian, Indian, etc.) increased from 16% of the City's total population in 1950 (149,544 of 914,808 persons) to 48% in 1985 (260,451 of 539,723 persons). While the non-white population has continued to increase in Cuyahoga County, the City of Cleveland's non-white population decreased by approximately 32,000 from 1970 to 1985. Many black residents with sufficient income moved out of Cleveland's east side neighborhoods and into adjacent suburban communities.

Cleveland's Hispanic population was recorded at 17,772 in the 1980 U.S. Census. However, local estimates range as high as 35,000.

**Income.** Household incomes in Cleveland declined by approximately 30% between 1950 and 1980, as adjusted for inflation. Job losses caused by structural changes in the economy have contributed to a steadily increasing poverty rate in greater Cleveland. In 1989, approximately 40% of all Clevelanders had incomes below the federally defined poverty level. The corresponding suburban rate was seven percent.

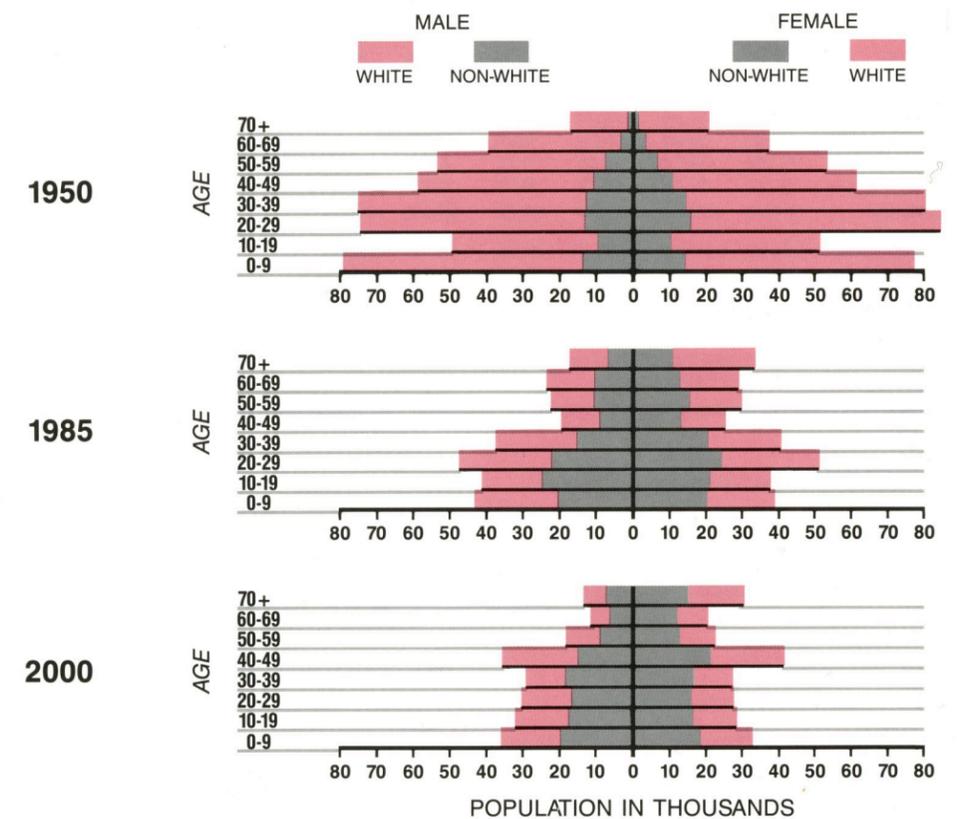
**Age.** Between 1960 and 1985, the age composition of the United States changed substantially. In general, there was a demographic shift toward fewer children, more young adults, fewer middle-aged adults and more senior citizens. These trends were the result of an increased life expectancy and a fluctuating birthrate.

In Cleveland, a disproportionately large loss of children and middle-aged adults (35-44) indicates a movement out of the City by families with school-age children. Younger adult households, many of them first-time homebuyers, replaced middle-aged adults, but not in sufficient numbers to prevent population loss. The proportion of elderly residents increased from 8.2% in 1960 to 13.7% in 1985. In absolute terms, however, the 65(+) age group declined by 12,000 persons.

#### PROJECTIONS

**Population.** Based on population trends from the 1980's, it is projected that Cleveland's population will decline by approximately 25,000 to

**Figure 4**  
**DEMOGRAPHIC STRUCTURE 1950, 1985, 2000**  
**Cleveland**



Sources: U.S. Census Bureau; The Urban Center, Cleveland State University; Cleveland City Planning Commission

35,000 people each five years until it reaches a level of about 446,700 in the year 2000. Cuyahoga County and the Cleveland metropolitan area are also projected to continue losing residents to the year 2000, resulting in respective populations of 1.33 million and 1.77 million.

Cleveland's actual population in the year 2000 will be determined by a number of factors, some

of which can be influenced by local actions, others of which are beyond local control. Examples of those factors which are likely to affect Cleveland's future population are as follows:

- the state of the economy,
- the public's perception of Cleveland's schools,
- the level of new suburban home construction

**Table 1  
POPULATION 1950 - 2000**

	1950	1960	1970	1980	1990*	2000*
Region I	125,738	126,562	125,451	108,565	95,879	82,016
Region II	227,920	203,974	133,216	83,835	68,548	59,726
Region III	150,478	147,779	137,148	102,271	87,952	75,136
Region IV	122,812	110,027	92,189	65,753	57,693	50,983
Region V	66,699	51,602	36,626	26,200	23,635	24,118
Region VI	68,078	69,249	65,958	56,071	51,752	46,962
Region VII	107,538	104,625	95,401	77,781	70,630	63,015
Region VIII	45,545	62,232	64,890	53,343	49,524	44,783
<b>CLEVELAND</b>	<b>914,808</b>	<b>876,050</b>	<b>750,879</b>	<b>573,822</b>	<b>505,613</b>	<b>446,739</b>
Cuyahoga County	1,389,532	1,647,895	1,721,300	1,498,400	1,416,456	1,327,648
Cleveland MSA	1,532,574	1,909,483	2,064,194	1,898,825	1,838,262	1,768,725

\*projected prior to 1990 U.S. Census (Note: projections represent an extension of past trends and are not a statement of City goals)  
Sources: U.S. Census Bureau; The Urban Center, Cleveland State University; Cleveland City Planning Commission

**Table 2  
HOUSEHOLDS 1950 - 2000**

	1950	1960	1970	1980	1990*	2000*
Region I	36,916	40,261	41,134	39,003	37,191	33,556
Region II	64,801	60,964	44,875	32,331	27,979	24,965
Region III	44,057	44,666	43,952	38,165	35,626	31,524
Region IV	35,244	33,129	30,383	25,314	24,094	21,915
Region V	18,597	17,230	13,083	11,455	11,289	12,583
Region VI	20,160	22,065	22,533	22,195	22,376	21,031
Region VII	32,736	33,216	32,183	30,272	28,533	26,160
Region VIII	12,980	18,360	20,137	19,562	20,245	19,483
<b>CLEVELAND</b>	<b>265,491</b>	<b>269,891</b>	<b>248,280</b>	<b>218,297</b>	<b>207,333</b>	<b>191,217</b>
Cuyahoga County	405,929	496,926	554,239	563,478	574,435	585,950
Cleveland MSA	447,092	568,066	650,138	694,401	727,871	763,155

\*projected prior to 1990 U.S. Census  
Sources: U.S. Census Bureau; The Urban Center, Cleveland State University; Cleveland City Planning Commission

**Table 3  
NON-WHITE POPULATION 1950 - 2000  
(As a Percent of Total Population)**

	1950	1960	1970	1980	1990*	2000*
Region I	10.1	28.8	71.6	90.6	97.1	98.4
Region II	47.4	72.0	82.3	88.4	91.8	93.4
Region III	15.2	43.3	61.2	68.0	74.7	78.6
Region IV	0.8	1.1	2.5	12.1	20.0	34.4
Region V	5.7	4.7	8.6	24.0	37.5	50.3
Region VI	0.3	0.4	0.7	3.4	6.1	11.1
Region VII	0.8	1.8	3.2	8.2	12.5	21.0
Region VIII	0.2	0.3	0.7	3.9	8.1	15.1
<b>CLEVELAND</b>	<b>16.3</b>	<b>28.9</b>	<b>39.0</b>	<b>46.5</b>	<b>50.3</b>	<b>53.8</b>
Cuyahoga County	11.0	15.6	19.6	24.6	28.0	32.0
Cleveland MSA	10.1	13.7	16.6	19.8	21.9	24.4

\*projected prior to 1990 U.S. Census  
Sources: U.S. Census Bureau; The Urban Center, Cleveland State University; Cleveland City Planning Commission

and the affordability of suburban homes to City residents,

- the City's housing strategy,
- the quality and level of services provided by the City,
- national immigration levels, and
- the rate of city and suburban integration.

If such factors can be influenced so that the number of people moving into the City is equal to those moving out, a "high" population of 489,974 is projected for Cleveland in the year 2000, with slightly increasing population in subsequent years.

**Households.** It is projected that the decrease in Cleveland's household size will level off (reflecting a national trend), falling from about 2.5 persons in 1985 to 2.3 in the year 2000. Overall, the projected 17% decline in Cleveland's population between 1985 and 2000 would yield only a 10.6% loss in the number of households.

The average household size in the County and the metropolitan area is also projected to approach 2.3 persons. Despite a projected loss of 129,000

people, Cuyahoga County is expected to gain 15,700 households between 1985 and the year 2000. The metropolitan area is projected to lose 95,000 residents but gain 51,000 households during the same period.

**Race.** It is projected that Cleveland's black population will increase from 47% of the City's total population in 1985 to nearly 53% in the year 2000. However, because of the projected overall population loss, the actual number of blacks in Cleveland is expected to decrease by 16,900 between 1985 and 2000 as more blacks move to the surrounding suburban communities. The number of whites living in Cleveland is projected to decrease by 81,400, falling from 276,900 in 1985 to 195,500 in the year 2000.

**Income.** After declining between 1980 and 1985, it is projected that mean household incomes in Cleveland and the County will increase slightly from 1985 to the year 2000. The \$21,000 mean household income (in 1985 constant dollars) projected for the City in the year 2000 is slightly below the \$22,200 recorded in 1980, while the County's projected \$32,000 income is slightly above its 1980 figure of \$31,700.

**Age.** The aging of the "baby boom" generation will cause substantial changes in the age composition of the region's population. By the year 2000, those born between 1945 and 1965 will be 35 to 55 years old. Meanwhile, the number of young adults — the prime market for Cleveland housing in the 1980's — will drop substantially. In both the County and Cleveland, a 35% decrease is projected for this 20-34 age group between 1985 and the year 2000.

As a proportion of Cleveland's population, those under the age of 19 are expected to comprise a relatively constant 29%. But because of the overall population decrease, this age group is projected to decline in size by 28,500.

Following recent trends, Clevelanders over 65 years of age are projected to increase both in number and as a percentage of the population until 1995. After 1995, the number of elderly persons is expected to decline, as those born during the Great Depression enter this age group. Most of this decrease will occur in the 65-74 age group. The number of residents in the oldest age group (75+) is expected to increase throughout the entire period.

## PLANS AND POLICIES

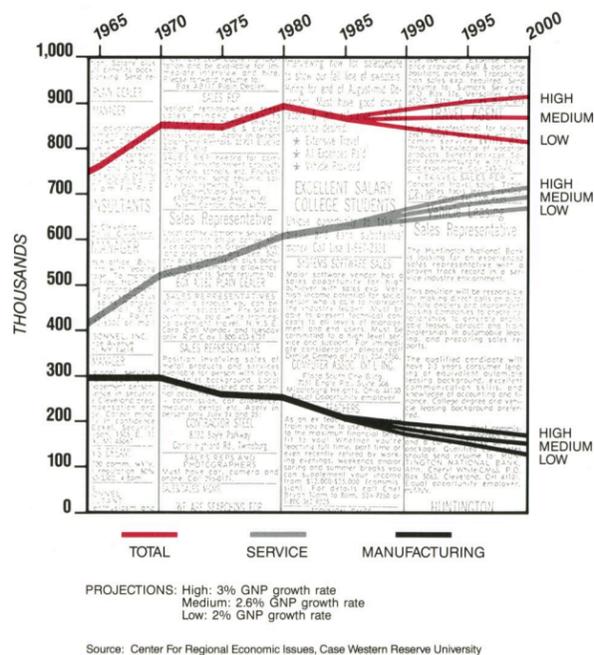
The **Citywide Plan** proposes a broad range of land use changes and development policy initiatives designed to assist in stabilizing Cleveland's population and in improving the overall quality of life for the City's residents. These proposals are presented in the "Plans" and "Policies" sections of most chapters in the "Development Analysis" section of the **Citywide Plan** and are presented in greater detail for individual neighborhoods in the "Sub-Areas Analysis" section. The full list of city-wide policies is presented on pages 9-11 and the land use plan is summarized on pages 76 and 77.

# ECONOMY

In recent decades, Cleveland's economy has undergone an historic shift toward greater diversification. Major losses in manufacturing employment at the metropolitan level have been fully offset by gains in service sector employment. The newly-created positions range from clerical and sales to technical, professional and managerial.

Projections for the year 2000 show metropolitan area employment remaining stable at a level of approximately 870,000 jobs. In order to reverse projected continuing job losses within the City of Cleveland, the Citywide Plan presents detailed recommendations to capitalize on strategic opportunities for commercial and industrial development, while strengthening existing employment centers.

**Figure 5**  
**EMPLOYMENT 1965 - 2000**  
**Cleveland MSA**



## PAST AND CURRENT CONDITIONS

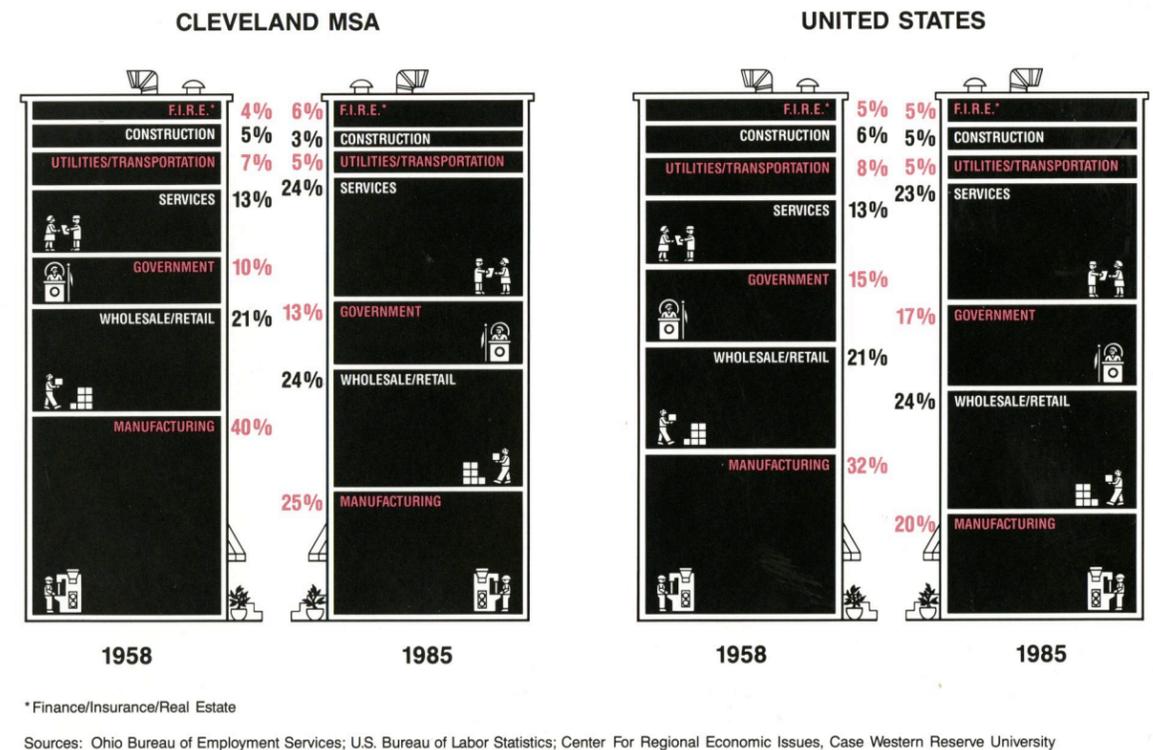
**Metropolitan Area.** Employment in the Cleveland Metropolitan Statistical Area (Cuyahoga, Lake, Geauga and Medina Counties) climbed from 500,000 in 1950 to a peak of 918,000 in 1980, before dropping by 90,000 during the 1979-83 national recession. Since 1983, employment has nearly recovered to its pre-recession level. However, the 65,000 manufacturing jobs lost during the recession have largely "disappeared," while many of the new service-sector jobs fail to match the wages offered by the former manufacturing jobs.

The recent losses in manufacturing continue a long-term trend which has seen manufacturing employment in the metropolitan area fall from nearly 40% of all employment in 1965 to 25% in 1985. This mirrors a national trend in which manufacturing has declined in its share of total employment from 32% to 20%. The local loss of manufacturing jobs has been more than offset by gains in service sector employment during the past 15-20 years. The largest gains in service sector employment have occurred in retailing (+40,000), health services (+32,000) and business and financial services (+27,000).

With respect to occupational categories, data for the period 1970-1980 show that the metropolitan area experienced its greatest employment gains in executive/management positions (+10,000) and in professional/technical positions (+15,000). As would be expected, these are positions which are concentrated in the service sector. Conversely, the greatest employment losses were experienced in occupational categories concentrated in the manufacturing sector. Specifically, these included "operators and laborers" (-30,000) and "production and crafts" workers (-3,000).

The employment statistics presented in this chapter are taken primarily from an analysis prepared by the Center for Regional Economic Issues at Case Western Reserve University.

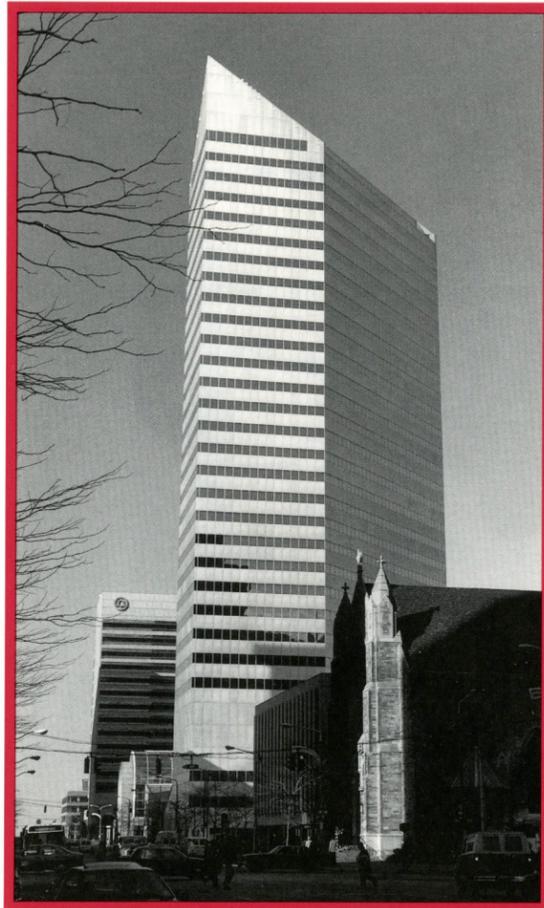
**Figure 6**  
**EMPLOYMENT STRUCTURE 1958, 1985**  
**Cleveland MSA, United States**



**City of Cleveland.** It is estimated that 350,000 jobs were located in the City of Cleveland as of 1986, with over 116,000 of the jobs concentrated in the Downtown area. Another 50,000 jobs are estimated to be located in the University Circle, Midtown Corridor and St. Vincent's Quadrangle areas on the City's east side. Manufacturing employment accounts for 82,000 jobs or 23% of the City's total employment. Other significant sources of employment are retail and wholesale trade (56,000), government (53,000) and various services (97,000).

Historical trends for the City of Cleveland show that manufacturing employment has plummeted by 63% from a high of 223,000 in 1947 to 82,000 in 1986. Similarly, employment in retail trade has declined by 54% from 69,000 in 1947 to approximately 32,000 in 1986. *The loss in retailing may be viewed as a consequence of the City's 40% loss in population during this period, while the loss in population may be viewed, in part, as a consequence of the loss in manufacturing.*

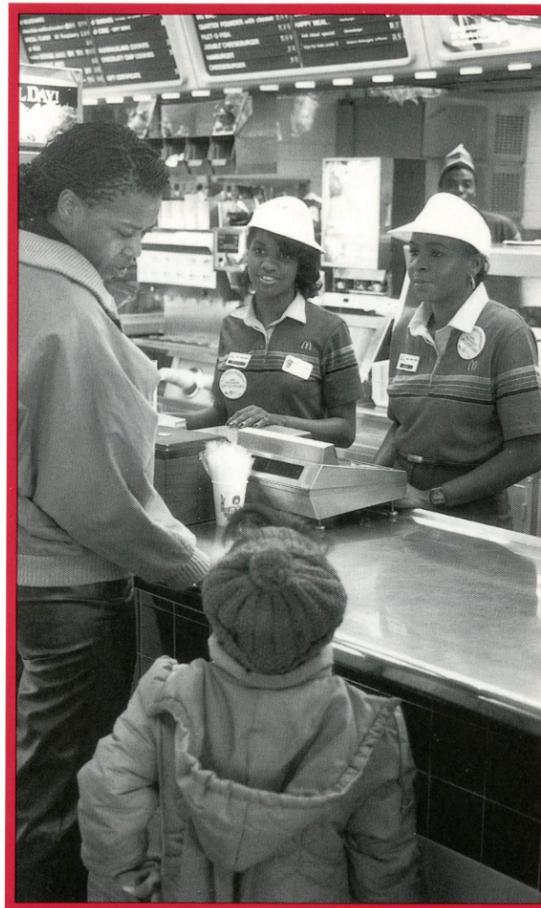
With respect to occupational categories, the City lost employment in five of seven major categories



The growth in service sector employment has been divided between skilled professional positions and lesser-skilled retail sales positions. (PHOTOS: One Cleveland Center office building (l.) and local franchise restaurant (r.).)

between 1970 and 1980. The two occupational categories to show growth in employment were "executive/management" and "professional/technical." It is significant that these "growth occupations" are those requiring the highest levels of educational attainment.

As a result of the City's long-term employment loss and the increasing skill levels required for newer jobs, the unemployment rate for City



residents remains higher than the national average. However, the 8% rate recorded in early 1990 represents an improvement over the 11.4% unemployment rate recorded for 1986.

### PROJECTIONS

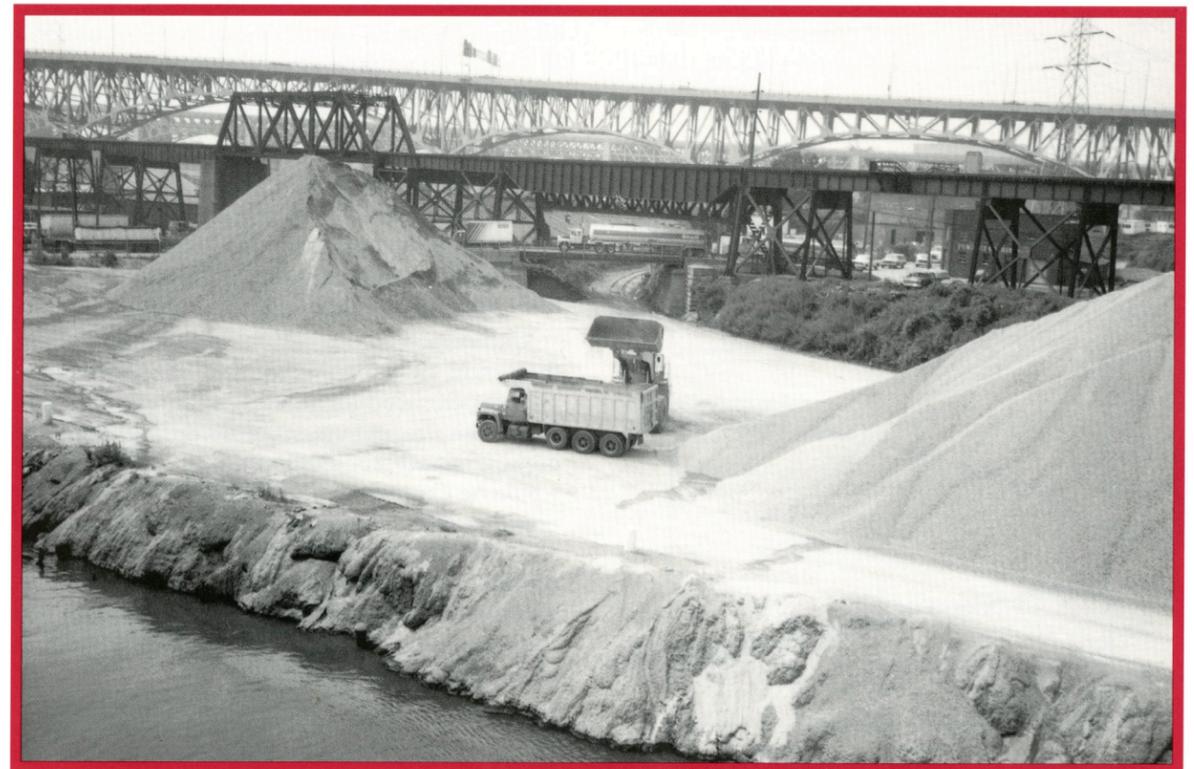
**Context.** Future employment patterns in Cleveland will be determined by a combination

of national events and actions taken at the local level. Because these events and actions cannot be predicted with certainty, the statistical projections presented below represent, principally, extensions of recent trends. The projections are neither "predictions" nor "goals." On the contrary, the projections of continued employment loss in Cleveland are viewed as challenges to be met by recommendations of the **Citywide Plan** designed to promote economic growth and stabilize employment.

**Metropolitan Area.** Employment in the Cleveland metropolitan area is expected to remain stable at a level of approximately 870,000 during the period of 1985-2000. A loss in manufacturing

employment, from a level of 211,000 in 1985 to 154,000 in the year 2000, is expected to be offset by gains in service sector employment, from a 1985 level of 630,000 to 695,000 in the year 2000. Growth is projected to be distributed throughout the service sector, with significant employment increases in health services, business and financial services, social services, legal services, education services, etc.

The projected increase in service sector employment is expected to produce corresponding increases in highly-skilled professional and technical occupational categories as well as in lesser-skilled clerical categories. Similarly, the projected decrease in manufacturing employment



Despite long-term employment losses, manufacturing remains a cornerstone of Cleveland's economy. (PHOTO: Ontario Stone along the Cuyahoga River in the Flats).

**Table 4**  
**EMPLOYMENT PROJECTIONS**  
**1985 - 2000**

	1985	1990	1995	2000
<b>Downtown</b>	116,000	118,900	121,800	124,000
<b>CLEVELAND</b>	<b>342,200</b>	<b>327,300</b>	<b>312,500</b>	<b>297,700</b>
<b>Cuyahoga County</b>	720,100	721,000	716,400	711,300
<b>Suburban Ring*</b>	526,100	544,400	561,400	575,600
<b>Cleveland MSA</b>	868,300	871,700	873,900	873,300

\*MSA excluding City of Cleveland.  
Source: The Center for Regional Economic Issues,  
Case Western Reserve University

is expected to produce a corresponding decrease in skilled crafts positions and lesser-skilled crafts positions for operators and laborers.

**City of Cleveland.** If the rate of employment loss experienced in Cleveland from the mid-1960's to the mid-1980's were reduced by half, employment in the City would decline to a level of approximately 300,000 in the year 2000, from a 1985 base of 342,000. This projection assumes a continuation of the national trends toward "suburbanization" of jobs generally and "internationalization" of manufacturing jobs in particular. Despite the projected citywide loss, employment in Downtown Cleveland is projected to climb from 116,000 in 1985 to over 124,000 in the year 2000.

*The latest trends, however, show the first upturn in citywide employment in recent decades. Specifically, figures for the period 1984-1988 show a net increase of over 21,000 jobs within the City. The greatest absolute gains were recorded in the business services and construction sectors. Although the four-year trend provides an insufficient basis for long-term projections, the recent shift in the direction of change may signal the start of a period of employment stability in the City of Cleveland.*

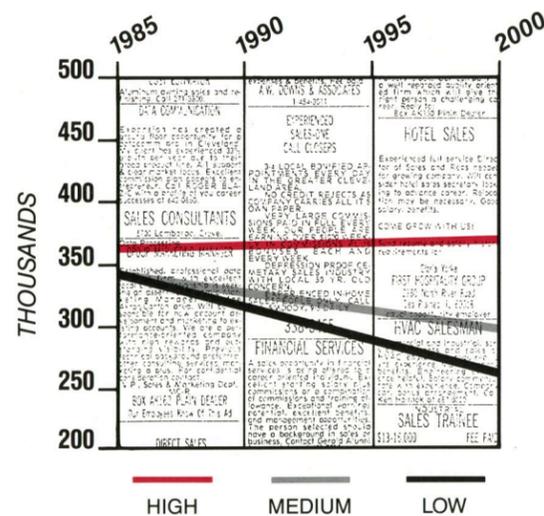
**PLANS AND POLICIES**

It is recognized that the continued revitalization of Cleveland's economy will require aggressive implementation of a plan which sets practical goals for development and identifies effective strategies for accomplishing those goals. The **Citywide Plan** contributes to this effort by proposing strategic changes in the City's pattern of development and by proposing a series of policies designed to capitalize on opportunities for economic growth.

Detailed recommendations to promote economic development are presented in the **Citywide Plan** chapters on "Industry" and "Commercial Use" as well as in the "Office" chapter of the companion **Downtown Plan**. Supplemental recommendations are presented in the "Trans-

portation" and "Community Facilities" chapters of the **Citywide Plan**. A complete listing of citywide development and revitalization policies appears on pages 9-11.

**Figure 7**  
**EMPLOYMENT PROJECTIONS**  
**1985 - 2000**  
**Cleveland**



Source: Center For Regional Economic Issues, Case Western Reserve University

