
LEAD-SAFE HOUSING AT A CROSSROADS

*Recommendations for
This Critical Moment*

Written by
Councilwoman Rebecca Maurer

June 2025

Dear Cleveland,

Our city will never reach its full potential until our children do. Cleveland's lead poisoning crisis continues to be staggering. In many of Cleveland's neighborhoods, more than 25% of the children entering kindergarten have had at least one elevated blood lead level test — double the lead poisoning rates in many comparable cities.

Despite the last 5 years of work to implement our cutting-edge lead-safe housing law, we are not seeing the progress we need. The program has faced administrative challenges with everything from technology to customer service. Most critically, we have been slow to spend dedicated dollars to physically improve Cleveland's housing stock and address the actual infrastructure that is poisoning our children.

I currently sit as Council's representative on the Lead Safe Advisory Board and I am now co-chair of the board. I am vice-chair of Council's Health and Human Services Committee, which oversees lead-safe housing work. In these roles, I have more access and insight than most into how these programs are working — or not. But even I have struggled with moments of uncertainty about how best to chart the course from where we are to where we need to go. The dream of protecting Cleveland's children from lead has always been a North Star. But the practical day-to-day implementation of how to make it happen in a world with limited resources has posed challenges.

As we approach the sixth anniversary of the law's passage, one thing has become clear — **I believe we are at a crossroads on our journey to make Cleveland lead-safe.** We have come a long way, yes. But our work so far hasn't gone far enough, not by a long shot. We need to pivot to make this program successful.

In this report, I distilled detailed recommendations into three key groups: **simplify**, **focus**, and **coordinate** — each an element of the simple goal to spend the dollars we have into physically improving properties in Cleveland in ways that best protect our kids. To pursue these recommendations, leaders at City Hall and in the private sector will need to make hard choices. But I remain clear-eyed in my belief that this is work we are capable of doing, and that we must do, to stay committed to realizing dream of a lead-safe Cleveland.

A handwritten signature in black ink that reads "Rebecca Maurer". The signature is written in a cursive, flowing style with a large, stylized 'R' and 'M'.

Glossary

Acronym	Word
HUD	Federal Department of Housing and Urban Development
ODOD	Ohio Department of Development
B&H	Cleveland Department of Building and Housing
LSCC	Lead Safe Cleveland Coalition, a private coalition of hundreds of organizations and philanthropic supporters who came together to implement the private side of the 2019 lead-safe law.
LRA	Lead Risk Assessment
ARPA	American Rescue Plan Act
CDC	Community Development Corporation
1-3 Family Unit	Group within Building and Housing established to focus on lead safety in 1-3 family units across Cleveland
CDPH	Cleveland Department of Public Health
LSAB	Lead-Safe Advisory Board, a board established by the 2019 law to oversee the city's implementation of the work
CHN	Cleveland Housing Network, a local non-profit that administers various grant programs
EBLL	Elevated Blood Lead Level
CMHA	Cleveland Metropolitan Housing Authority

WHAT IS GOING ON IN THE LEAD POISONING ECOSYSTEM?

To start with, it's worth noting that there are a lot of people working in a lot of ways to protect kids from lead poisoning. It can be confusing to keep track of it all. This ecosystem is intertwined, and we've seen important work being done in multiple categories in recent years.

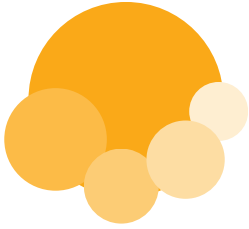


The focus of this report is lead-safe housing.

Work on lead safety in homes dates back decades. But the current landscape in Cleveland is shaped by the 2019 passage of the Lead Safe Ordinance (Ord. 747-2019), which shifted us to a preventative testing model for rental properties.

It's important to note that while I continue to use the term of "lead-safe," that term is used in this report and in Cleveland more broadly than in was in 2019. Today, it can refer both to temporary measures that reduce exposure risks and to more permanent approaches, like abatement, which is aimed at making homes lead-safe(r) or even lead-free over time. This evolving uses of the word "lead safe" reflects the complexity of the work and the long road ahead.

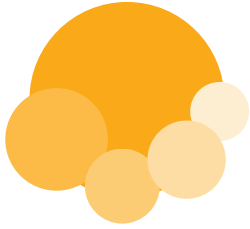




RECOMMENDATION #1: SIMPLIFY

Implementation of the 2019 lead-safe housing law has required the creation of an ecosystem of contractors, lead testers, and both city and private systems. We need to simplify and streamline this ecosystem. I'll be the first to say that partners in this ecosystem have been making changes in recent years. But I'll also say that those changes are still not enough. To meet this moment we need to both acknowledge what has been done and what needs to be done next.

Problem	Current Work Being Done	Recommendations
Most of the systems to get money out the door are complex and are struggling to spend quickly.	<p>There are multiple streams of money that could be utilized to support creating lead-safe housing. Each one has struggled:</p> <ul style="list-style-type: none"> The City has HUD and ODOD money. However, spending is slow & focused on backlog. The largest pool of money is through private philanthropy and is administered via LSCC. LSCC has changed grant administrators & raised caps to try to speed up spending, but it is still focused on backlogged applications. LSCC incentives are being distributed relative quickly. <p><i>**See page 8 for details on spending metrics</i></p>	<p>Recommendation 1.1: Every system to spend dollars needs to be simplified to allow quicker and simpler spending. We can start by learning the lessons from nearly losing the HUD funds due to slow spending and applying that to all funds in the public and private sector.</p> <p>In addition, most of these funds are only focused on getting through a backlog of applicants dating back years. There should be a lane for rapid-response deployment of funds for referrals from public-sector lead-safe workers.</p> <p>Finally, while incentives are being spent quickly, we should create an automatic link between an approved certificate and the cash incentive. I believe this is particularly needed for 1-3 unit properties where landlords are less likely to know and apply.</p>
City technology is still difficult to navigate, with helpdesk options in flux.	City has recently re-opened the online portal for submissions after months of delays and a long backlog. Later this year, the city may move review of applications to the Dep't of Health to streamline the process.	<p>Recommendation 1.2: Create a public-facing help desk & ticket system to address technical issues with the portal. Release a standardized LRA template for the lead-safe workforce to use, which will help ensure a smooth transition of work to the Health Department.</p>
Public options for the lead-safe workforce have been slow and cumbersome.	<p>The 2019 lead safe law largely relies on private inspections. However, providing a public route would expand options for local landlords and make for a warmer handoff between lead testing and access to repair funds.</p> <p>Both the 1-3 Family Units group at the Department of Building and Housing and the CDC-based workforce are planned ways to do this. Neither is fully up and running.</p>	<p>Recommendation 1.3: Finalize hiring of the CDC workforce and ensure adequate staffing at B&H</p> <p>The City launched the 1-3 Family Unit last year with the goal of offering wrap-around services to small landlords. The Unit's staff was diverted to the application backlog created by the Mayor's Executive Order. We must move them back into hands-on work by August 2025.</p> <p>The goal of getting dedicated lead risk assessors at CDCs is also critical. After slow downs, we must get these positions filled at our CDCs and Cleveland Neighborhood Progress by August 2025.</p>



RECOMMENDATION #2: FOCUS

We only have so many resources to fix up homes to prevent lead poisoning. The first set of recommendations on the prior pages are about how to get those resources out the door. The next question is how we spend them. I think there's a significant difference between the current model and where we need to get to.

CURRENT MODEL: SPREAD RESOURCES THINLY ACROSS EVERY PROPERTY

The program, as drafted, spreads resources thin. Every pre-1978 rental property goes through the same process, regardless of risk.¹

That broad, uniform approach was built into the 2019 legislation—something I supported at the time. But five years in, with real-world implementation challenges and limited funds, I have started to question whether we're trying to cover too much ground and not focusing enough on the fixes that will truly keep kids safe.

PROPOSED MODEL: FOCUS RESOURCES ON THE PROPERTIES AND COMPONENTS THAT POISON KIDS

An alternative approach would be to amend the legislation or modify the administration of the program to direct resources and effort to the highest risk items that are most likely to poison kids. In other words, focus our resources. As I describe on the following page, we could look at components, neighborhoods or other categories to create a laser focus and try to eventually drive year-over-year reductions in the city's unacceptably high numbers.

To do this we must answer two key question:

- *What* do we focus on as the highest-priority risks — for instance, specific components or specific neighborhoods?
- *How* do we narrow the focus — through legislative changes or through administration?

One of the toughest aspects of this transition is the implication that if we focus our investments, we could leave behind properties that may also poison a child. The moral urgency of lead poisoning makes this transition difficult. None of us want to make a safe harbor for a low-risk home that may still have issues. And yet, the current spreading of our resources is already leaving behind thousands and thousands of homes that are also poisoning kids. We need the moral courage to honestly assess this law at the 6-year mark and pivot to do what is best for our children based on everything we've learned since 2019.

Recommendation #2: Pass legislative changes — or consider comparable administrative changes — to create a lane of work that focuses on the highest risks. A menu of options for us to consider is on the next page.

¹ As initially interpreted, the legislation allowed landlords to choose between a lower-level lead clearance exam or a higher-level lead risk assessment when applying for a lead safe certificate. The Mayor's Executive Order in October 2024 moved to requiring a higher-level lead risk assessment for the initial application. I also recommend that any legislative changes bring the language of the ordinance in line the Executive Order. The EO was certainly well-intentioned after children were found poisoned in homes that had passed a lead-safe clearance exam. And I have long supported a lead risk assessment model. However, the disconnect between the written legislation and the Executive Order opens the city to litigation and confusion. This can be easily rectified with a clarifying legislative change.

Type	How We Change It	What We Change
Component-Based Changes	Legislative proposals for formal safe harbors;	<p>HUD data and our own Health Department agree that particular components are especially risky – i.e. windows, doors, porches and siding, in roughly that order. See the enclosed appendix.</p> <p>One way to narrow the focus of the lead-safe program would be to exempt properties that have replaced the highest-risk components.</p> <p>The proposal from the LSAB Co-Chair Scott Kroehle would create a safe harbor that the Health Director updates every 2 years – first exempting those that have replaced windows, then 2 years later, those that have replaced windows and doors, then doors and windows and porches, etc. A simplified version of this approach would create a permanent safe harbor for properties with new windows and porches.</p> <p>Another approach would be to legislate longer renewal periods if particular components are replaced and a passing Lead Risk Assessment is achieved.</p>
	Administrative changes for focusing resources and enforcement	There would also be administrative ways to focus resources, like pumping money into window replacements or beginning enforcement actions on properties with wood windows and peeling porches, both of which are visible from the outside.
Year-Based Changes	Legislative proposals for formal changes;	<p>HUD data shows that properties are more dangerous the older they are. Data around this and the component based review are also in the attached in the appendix.</p> <p>Another approach to focusing the lead-safe work would be to change the length of renewal period based on the age of the home or change the requirements for a lead-safe certificate based on the year of the home.</p>
	Administrative changes for focusing resources and enforcement	Administrative approaches are also an option, such as focusing resources & enforcement on the oldest, highest-risk homes.
Renewal Period Changes	Legislative change would be required	Currently the renewal period for the lead-safe certificate is 2 years. With the move to Lead Risk Assessments, should the length of renewal increase? Alternately, if two certificates in a row are granted, should the third one renew for longer? As a third option, the length of renewal could vary based on other risk-factors like the year of the property.
Neighborhood Based Changes	Administrative	We have data from the Cleveland Department of Public Health showing that particular neighborhoods are highest risk – likely because of the year and components of the housing stock in those neighborhoods. While it would be hard to legislate, there could be administrative focus for resources and enforcement into particular neighborhoods. Of course, we have tried this before with the Glenville HUD grant and it has not been successful because of challenges with implementation. As with any of these changes, we need to get the dollars out the door.



RECOMMENDATION #3: COORDINATE

The third bucket of recommendations relates to leadership within the program, navigating the public-private partnership that supports the 2019 law, and pushing for the transparency and availability of data around lead-safe housing so that all parties, and the public, can coordinate and make informed choices.

Before getting into the specifics, I want to start by saying that the City of Cleveland has taken significant strides to make the lead-safe housing data open and accessible. Compared to other cities doing this work — or even Cleveland from 10 years ago — we are doing much better. The Open Data portal and health briefs from the Department of Public Health are fantastic tools.

But I still maintain the same position that I've put forward in recent Lead Safe Advisory Board Meetings: we must go further to successfully steer this program which spans a wide-ranging public-private partnership and push to get real-time insight into the program so we can help kids and families. Here are three specific recommendations.

Recommendation 3.1: Standardize the leadership of the program and the Lead Safe Auditor to support clear reporting & leadership across the public and private sector.

Decision making around lead remains diffuse among many players, particularly since resources are split between the private sector and the City of Cleveland. We are still operating in silos. It was only recently that a member of the City joined the LSCC Executive Committee and currently there is no designated “Lead Czar” in the City whose full time job it is to navigate implementation of the lead safe work across departments or coordinate with the private sector.

Standardizing reporting and leadership was also made harder because the Lead Safe Auditor role was left vacant for close to a year. This position is mandated in the 2019 law. After many delays, the Auditor was on-boarded in June 2025. A topic of extensive discussion at the recent Lead Safe Advisory Board meeting was the hope that that the new Auditor would help standardize data reporting to help us guide upcoming decisions.

Recommendation 3.2: Take the next step with Open Data and make it user-friendly for tenants, adding in an advertisement campaign to make Clevelanders aware that they should rent lead-safe.

The Open Data portal is an incredible tool. However, I think there are simple steps we can take to make it more user friendly for Clevelanders who are making quick choices about whether or not to sign a lease. For instance, we could (1) create a simple URL to get you to the address-based search; (2) use color-coding to quickly identify if the property is lead-safe or not rather than pulling up the 24-column data set; (3) integrate properties with Lead Hazard Control Orders into the same data set so those bad properties also jump out quickly. Finally, we should spend some of the money we have to advertise around lead issues to let people know how to check that the property they are renting is lead safe.

Recommendation 3.3: Create standardized, public reporting for how much money is spent across all programs to physically improve homes and remove & remediate lead.

Right now, you would have to watch multiple, multi-hour meetings to really understand the money we are physically investing into homes to make them lead safe or lead free. I have distilled some of that information here and my recommendation is that these metrics should be standardized and reported consistently. **Physical improvements to Cleveland properties are one of the single most important things we can measure. We want to know that this program is resulting in generational changes, not just more paperwork.**

Program	Narrative of Spending Structure and Available funds	Timeframe	Money Spent During Timeframe	% of Available funds spent
ODOD (City)	The City contracted with (CHN) to spend \$2.9 million on window and door replacements from July 2024 to May 2026. If the city can spend this money, it can potentially apply for more funding.	July 19, 2024 to April 21, 2025	\$230,060	7.9%
HUD (City)	The city has \$17.4 million spread across three HUD grants for lead remediation. Spending has been poor across the three grants. The City recently received a 1 year extension on one of the grants and is still awaiting extensions on the other two.	Start dates varied from 2019 to 2022 through April 21, 2025	\$4,092,473	23.5%
LSCC Grants	\$91.9 million in funds have been committed to a 7.5 year implementation budget to LSCC. \$49.5 million of those commitments are earmarked for direct investments into properties. So far, \$20 million of the total budget has been disbursed, with \$4.2 million going into grants and a few loans to fix up properties. All disbursements going forward will be for grants only.	July 1, 2020 - Dec. 31, 2024	\$4,256,665	8.5%
LSCC Incentives	While LSCC has had some other sources for incentive funding, to simplify this chart we will talk about the \$5 million incentive allocation the LSCC received via ARPA dollars.	July 1, 2022 to March 31, 2025	\$3,988,750	79.7%

*One of the challenges in getting standardized reporting is the complexity of the ecosystem. For instance, there also need to be administrative fees to cover the cost of the staff time to process the money. As much as possible I have tried to keep those administrative dollars out of the chart above. The situation is also fluid. For instance, during the April 21, 2025 Council Hearing, the City presented a budget for LSCC incentives of \$5 million and said that \$3.9 million was already spent. In preparing this report, I learned that the final \$1 million in funding was not yet available for use at that time. So LSCC had effectively spent almost all the funds that are currently available to it for incentives. The goal of better reporting also means cutting through the noise and getting to the raw question at hand: are we actually making more homes lead safe or lead free using the dollars we have? My hope is that this chart is a first step towards a reliable way to answer that questions routinely.

Conclusion

Lead safe housing is at a crossroads. We can keep doing what we are doing and hope we make enough of a dent in the years to come. Or we can take needed steps to *simplify* the program, *focus* our resources, and clearly *coordinate* our leadership and data reporting. I wrote this paper because I believe those changes are necessary to drive real change.

Of course, the single most important indicator that we all care about is the number of children who have elevated blood lead levels (EBLLs). The experts in this field believe, as I do, that decreasing EBLLs will be a trailing indicator. In other words, we have to do a lot of work on the front end to fix homes in Cleveland and then hope we see EBLL numbers decrease in the years that follow.

The “fierce urgency of now” can make it hard to envision a multi-year program where we have to wait to see results in the metric that matters most — our children. But quick fixes have never actually fixed lead. It took decades to get into this mess and it will take a long time to get us out of it. That is one of the reasons I’m so focused on increasing the rate of spending on physical improvements in Cleveland homes. Remediating and abating lead is how we know our work will offer real, lasting protections for Cleveland kids.

The truth is that Cleveland is trying to accomplish something no city has ever done. No city’s lead challenge is as big as ours and nobody has tried to tackle it the way we have. We always knew the road would not be easy and that there would be moments we’d have to iterate. This is one of those moments. Thankfully, who I see around me are partners who remain committed to moving this law from a piece of paper that passed City Council to a program that truly protects our children. With all of us working together, I believe this work is possible.

APPENDIX

Table 5.2 Percentage of Housing Units with Significant Lead-Based Paint Hazards, and Percentage with Bare Soil Lead Levels in Yard \geq 1200 ppm, United States, 2005-2006*.

Hazard	Year of Construction			
	1978-2005	1960-1977	1940-1959	Before 1940
Significant Lead-Based Paint Hazards *	3%	11%	39%	67%
Bare Soil in Yard Equal to or Exceeding 1,200 ppm **	0.3%	0.3%	4%	14%

Source: HUD, 2011. See also Jacobs, 2002, for which the construction-year percentages for a similar survey conducted in 1998-1999 were 3% (for 1978-1998), 8%, 43%, and 68%, respectively, for significant hazards, and 0% (for 1978-1998), 0%, 14% and 19% for bare soil \geq 1200 ppm.

* A "significant" lead-based paint hazard is any paint-lead, dust-lead or soil-lead hazard above de minimis levels in HUD's Lead Safe Housing Rule (24 CFR 35.1320(b)(2)(ii)(B) or 35.1350(d), as applicable).

** Measured when total amount of bare soil in yard exceeded 9 square feet.

Table 5.3 Percentage of Component Types Coated with Lead-Based Paint, by Year of Construction, and by Interior or Exterior Location, United States, 2000.

Component Type	Year of Construction			
	1978-1998	1960-1977	1940-1959	Before 1940
Interior:	(%)	(%)	(%)	(%)
Walls, Floors, Ceilings	0	1	2	7
Windows	1	2	6	21
Doors	0	1	7	22
Trim	0	2	4	15
Other	0	1	2	12
Exterior:				
Walls	0	9	18	34
Windows	0	12	30	41
Doors	2	5	29	33
Trim	3	8	16	24
Porch	1	7	25	28
Other	0	8	37	37

Source: Jacobs, 2002. (Lead-based paint is defined as 1.0 mg/cm² or 5,000 ppm lead, in accordance with the Federal standard.)

LEAD-SAFE HOUSING 2024 FALL AGENDA

Presented by Councilwoman Rebecca Maurer



MEETINGS & EVENTS

September 12 at 1pm: **Lead Safe Advisory Board Meeting**

The Lead Safe Advisory Board (LSAB) meets once per quarter and reviews updates to the implementation of the 2019 lead-safe housing law.

October 14 at 9:30am: Lead update to Cleveland City Council's **Health, Human Services and the Arts Committee**

The Health, Human Services and the Arts Committee will be inviting partners from across the city and Lead Safe Cleveland Coalition (LSCC) to provide an update.

October 20-26: **Lead Poisoning Prevention Week**

The annual Lead Poisoning Prevention Week will have events across the city including the annual Lead Walk on October 26th to raise awareness.

GOALS & METRICS

✓ **Ensure Lead-Safe Certificates Are Accessible and Standardized.** The city needs to re-launch the online portal for lead safe certificates and release the final guidance document to help landlords and lead-safe workers navigate requirements of the 2019 law.

✓ **Evaluate How Money is Being Spent.** We have to spend our lead-safe dollars. I will be looking at how many homes have been helped and how much money we spend from the City windows and doors program, LSCC home repair program, HUD home repair program and LSCC lead-safe incentives.

✓ **Select a new Lead Safe Auditor.** The current lead-safe auditor's contract ended this summer. Cleveland has released the RFP and we want the new Auditor to be selected and onboarded on schedule by November 2024.

✓ **Expand the Lead-Safe Workforce.** This fall we have the chance to expand the lead-safe workforce. We want both the 1-3 Family Unit to be up and running at Building and Housing and we want the CDC-based workforce coordinated by LSCC to be hiring.

✓ **Expand Enforcement.** There must be carrots and sticks to ensure homes are lead-safe. Building and Housing and the Law Department have already begun enforcement. This fall, I will be looking for implementation of the Residents First law to expand enforcement.

✓ **Better Connect Housing Outcomes to Testing Outcomes.** We need to take a hard look at the outcomes being driven by the 2019 law and connect it to child testing data. We need to continue to increase testing rates among Cleveland families, including in both private and CMHA properties.

LEAD-SAFE HOUSING

2024 FALL AGENDA

OUTCOMES - FEB. 2025



Ensure Lead-Safe Certificates Are Accessible and Standardized. The City needs to re-launch the online portal for lead safe certificates and release the final guidance document to help landlords and lead-safe workers navigate requirements of the 2019 law.

Outcome: The portal is re-launched. However, landlords and lead-safe workers report difficulty navigating the site, especially without a help-desk option. The list of homes with lead-safe certificates is now on the city's open data portal, but the city needs to complete a backlog of 1,000+ applications.



Evaluate How Money is Being Spent. We have to spend our lead-safe dollars. I will be looking at how many homes have been helped and how much money we spend from the City windows and doors program, LSCC home repair program, HUD home repair program and LSCC lead-safe incentives.

Outcome: All parties reported on money spent to City Council in October. All parties agreed that they aren't spending money fast enough, except for the lead-safe incentives which are flowing. However, it's not clear that we're spending money faster or more effectively yet.



Select a new Lead Safe Auditor. The current lead-safe auditor's contract ended this summer. Cleveland has released the RFP and we want the new Auditor to be selected and onboarded on schedule by November 2024.

Outcome: The new Auditor has been selected but has not yet been onboarded as of February 2025.



Expand the Lead-Safe Workforce. This fall we have the chance to expand the lead-safe workforce. We want both the 1-3 Family Unit to be up and running at Building and Housing and we want the CDC-based workforce coordinated by LSCC to be hiring.

Outcome: The 1-3 Family Unit is not yet taking property owners through the lead-risk assessment process. The CDC-based workforce was slowed down by the transition to lead-risk assessments but is now actively hiring. However, much more needs to be done to expand the workforce.



Expand Enforcement. There must be carrots and sticks to ensure homes are lead-safe. Building and Housing and the Law Department have already begun enforcement. This fall, I will be looking for implementation of the Residents First law to expand enforcement.

Outcome: We have not yet expanded enforcement for non-compliance with the lead-safe certificate. A small number of enforcement actions were submitted, but we have not ramped up to wide-scale enforcement.



Better Connect Housing Outcomes to Testing Outcomes. We need to take a hard look at the outcomes being driven by the 2019 law and connect it to child testing data. We need to continue to increase testing rates among Cleveland families, including in both private and CMHA properties.






Outcome: The Cleveland Department of Public Health published an important report showing that some children had been poisoned in homes that were deemed lead safe. More troubling research focused on the high rate of lead poisoning in the refugee & newcomer communities. Case Western is continuing this research through the LSCC Research and Evaluation committee.

PREPARED BY

Councilwoman Rebecca Maurer

Councilwoman Rebecca Maurer is a lawyer and community advocate. Councilwoman Maurer started her career with a passion for housing justice after having her own issues with an absentee landlord. She graduated from Stanford Law School (JD '14), worked at Patterson Belknap Webb & Tyler, and clerked for Judge James Gwin of the Northern District of Ohio. She was a staff attorney at the Legal Aid Society of Cleveland, representing tenants in eviction and households facing high debts. After leaving to start her own law practice, she worked on federal student loan policy and worked with a community coalition pushing to reform Cleveland's lead-safe housing laws. In 2021 she was elected to serve Cleveland's Ward 12, which spans the historic and diverse neighborhoods of Old Brooklyn, Slavic Village, Brooklyn Centre and Tremont.

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