

Cottonwood Heights: Fair Housing Equity Assessment

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TABLE OF CONTENTS

Summary of Fair Housing Equity Assessment.....6
Fair Housing Equity Assessment Analysis.....7
Background.....8
Segregation.....12
RCAP.....25
Disparities in Opportunity.....35
 Lending Practices47

TABLE OF FIGURES

Figure 1 Large Renter Households by City and Share of Salt Lake County Large Renter Households, 2010	8
Figure 2 Beneficiaries of Social Security Disability by Zip Code in Salt Lake County, 2010	11
Figure 4 Minority Share of the Salt Lake County Population by Census Tract, 2000 and 2010.....	14
Figure 3 Dot Density of Salt Lake County Minority Population by Census Block, 2000 and 2010 ..	14
Figure 5 Minority Owner-Occupied Units in Cottonwood Heights, 2010	15
Figure 6 Share of Owner-Occupied Units in Cottonwood Heights Occupied by Minority Households, 2010.....	16
Figure 7 Minority Owner-Occupied Units and Proximity to Low-Wage Jobs in Cottonwood Heights, 2010	17
Figure 8 Minority Renter-Occupied Units by Tract in Cottonwood Heights, 2010.....	18
Figure 9 Minority Share of Renter-Occupied Units by Tract in Cottonwood Heights, 2010.....	19
Figure 10 Minority Renter-Occupied Units and Proximity to Low-Wage Jobs in Cottonwood Heights, 2010	20
Figure 11 Single-Family Homes Affordable at 80% AMI in Cottonwood Heights, 2011.....	22
Figure 12 Dissimilarity Index for Minorities in Salt Lake County, 2010	24
Figure 13 Poor by Census Tract in Cottonwood Heights, 2010.....	26
Figure 14 Racially/Ethnically Concentrated Areas of Poverty in Salt Lake County, 2010.....	26
Figure 15 Concentrations of Poverty and Minority Majority by Tract in Salt Lake County, 2007–2011	27
Figure 16 Concentrations of Poverty and Hispanics by Tract in Salt Lake County, 2007–2011.....	28
Figure 17 Concentrations of Poverty and Minorities by Tract in Salt Lake County, 2007–2011	28
Figure 18 Subsidized Apartment Projects in Salt Lake County, 2011.....	29
Figure 19 Section 8 Vouchers in Cottonwood Heights, 2011.....	29
Figure 20 Individuals Receiving Public Assistance by Zip Code, 2012.....	30
Figure 21 Number of Large Families by Zip Code Receiving Public Assistance, 2012.....	31
Figure 22 Disabled Recipients Receiving Public Assistance by Zip Code, 2012.....	32
Figure 23 Hispanic Recipients of Public Assistance by Zip Code, 2012.....	33
Figure 24 Percent of Individuals Residing in a Zip Code Receiving Public Assistance, 2010	34
Figure 25 Opportunity Index by Census Tract in Cottonwood Heights	35
Figure 26 Childcare Centers in Salt Lake County, 2010.....	36
Figure 27 Free/Reduced Lunch Eligibility in Cottonwood Heights, 2011	37
Figure 28 Share of Students Proficient in Language Arts in Cottonwood Heights Public Schools, 2011	38
Figure 29 Share of Students Proficient in Science in Cottonwood Heights Public Schools, 2011.....	38
Figure 30 Minority Share of Enrollment in Public Schools in Cottonwood Heights, 2011.....	39
Figure 31 Share of Students with Parents of Limited English Proficiency in Cottonwood Heights, 2010	39
Figure 32 Total Minority Enrollment Changes, 2007–2011.....	41
Figure 33 Minority Enrollment Percentage Change, 2007–2011.....	42
Figure 34 Percent of Students with LEP Parents, 2010.....	43
Figure 35 Assessed Value of Detached Single Family Homes in Cottonwood Heights, 2011	44
Figure 36 Share of Foreclosed Owned Housing Units, 2008–2012.....	46

Figure 37 Percent of Mortgage Loan Applications Denied by Race/Ethnicity in Salt Lake County Incorporated Cities, 2006–201147

Figure 38 Percent of Mortgage Loan Applications (At or Below 80% HAMFI) Denied by Race/Ethnicity in Salt Lake County Incorporated Cities, 2006–201148

Figure 39 Percent of Mortgage Loan Applications (Above 80% HAMFI) Denied by Race/Ethnicity in Salt Lake County Incorporated Cities, 2006–201148

Figure 40 Applicant Income Distribution by Race/Ethnicity in Salt Lake County Cities, 2006–201148

Figure 41 Percent of High-Interest Loans among Approved Applicants by Race/Ethnicity in Salt Lake County Cities, 2006–2011.....48

LIST OF TABLES

Table 1 Demographic Trends for Protected Classes Cottonwood Heights, 1990–2010.....	9
Table 2 Demographic Trends for Protected Classes (Absolute Change), 1990–2010.....	9
Table 3 Demographic Trends for Protected Classes (Percent Change), 1990–2010.....	9
Table 4 Average Household Size by Race/Ethnicity in Cottonwood Heights, 1990–2010.....	10
Table 5 Homeownership Rate by Race/Ethnicity Cottonwood Heights, 1990–2010.....	12
Table 6 Rental Tenure Rate by Race/Ethnicity Cottonwood Heights, 1990–2010.....	12
Table 7 Total Households by Race and Ethnicity Cottonwood Heights, 1990–2010.....	13
Table 8 Rental Households by Race and Ethnicity Cottonwood Heights, 1990–2010.....	13
Table 9 Predicted Racial/Ethnic Composition Ratio Cottonwood Heights	21
Table 10 Fair Share Affordable Housing Index Cottonwood Heights.....	21
Table 11 Dissimilarity Index	23
Table 12 Number and Share of Poor Persons by Race and Ethnicity in Cottonwood Heights, 2010	25
Table 13 Poor in Cottonwood Heights by Race and Ethnicity, 2010.....	25
Table 14 Distinct Individuals on Public Assistance, 2007–2012.....	30
Table 15 Large Family Households on Public Assistance, 2007-2012.....	31
Table 16 Disabled Individuals on Public Assistance, 2007–2012.....	32
Table 17 Hispanic Individuals on Public Assistance, 2007-2012.....	33
Table 18 Weighted, Standardized Opportunity Index.....	35
Table 19 Cottonwood Heights School Opportunity.....	37
Table 20 Enrollment Percentage by Race in Public Schools, 2011	40
Table 21 Foreclosed Homes in Salt Lake County, 2008-2012.....	45

SUMMARY OF FAIR HOUSING EQUITY ASSESSMENT

Background

- The minority population more than tripled in size from 1990 to 2010. While Hispanics accounted for only 19 percent of Cottonwood Heights's minority growth from 1990 to 2000, they represented 51 percent of the city's minority growth in the last decade.
- The average household size in Cottonwood Heights has decreased from 3.32 in 1990 to 2.68. This downward trend is reflected across all racial and ethnic groups.

Segregation

- Homeownership patterns have not changed for non-Hispanic whites, who have a 26 percent rental rate over the last 20 years. The minority rental rate, however, increased from 35 percent in 1990 to 47 percent in 2010, meaning that minority households are increasingly moving into rental units.
- Minority households are mostly concentrated in the northern part of Cottonwood Heights near commercial centers along Fort Union Boulevard.

RCAP/ECAP

- The overall poverty rate in Cottonwood Heights in 2010 was about 5 percent, while a minority resident was five times as likely to be poor as a non-Hispanic white resident.
- The city has no racially or ethnically concentrated areas of poverty, nor are there any concentrations of minorities or Hispanics more than 10 percentage points above the county average.

Disparities in Opportunity

- HUD provided an opportunity index that aggregated a variety of factors such as school proficiency, job access, poverty, and housing stability. Overall, Cottonwood Heights received a score of 7.5 out of 10, which is 2.6 points above the county average. The highest opportunity areas tended to be the border tracts, especially near 6200 South and along the Sandy border.
- The access to opportunity at each individual school in the city is relatively high with each of the six schools scoring between a 7 to 9 out of 10.
- The assessed single-family home values in the city have a wide range of values. The highest valued homes are along the Sandy border and the Wasatch foothills. The lowest home values in the center are along Fort Union Boulevard and in the northwest corner along Highland Drive.

FAIR HOUSING EQUITY ASSESSMENT ANALYSIS

In the last decade, Cottonwood Heights has seen significant growth in its minority population. At a disproportionate rate this growth has been in rental populations, at the same time minority homeownership rates have decreased. This indicates a growing gap in the economic status of the non-Hispanic white and minorities living in Cottonwood Heights. In 2010, the poverty rate five times higher among minorities than non-Hispanic whites, but it can only be assumed that disparity is increasing as more minorities are falling closer to, or even below, the poverty line. This effect is exacerbated as more homes are foreclosed and disproportionately more minority families are forced into rental units. As this trend continues to increase among the minority populations, the homeownership rate has remained constant, despite the economic recession that hit in 2008. This indicates many of the non-Hispanic whites in the city have been able to avoid foreclosure, or sell to other non-Hispanic whites, such that fewer families lost their homes and were forced to rent.

Minority owner-occupied and rental units are concentrated in the northern part of the city near commercial centers along Fort Union Boulevard. These are also areas with the highest number low-wage jobs in the city. Despite the proximity of minority households to low-wage employment centers, the sparse bus routes with service between residential neighborhoods and commercial centers could still pose difficulties in commuting via public transportation. An increase in public transportation options that connect the city's commercial centers along Fort Union Boulevard to other parts of the city could potentially reduce barriers in housing opportunities for prospective low-income and minority residents, ultimately opening up the housing options in other high opportunity areas.

Even though the home-ownership and poverty rate gap is so large in Cottonwood Heights, the city offers a lot of access to capitalize on opportunity. For one, every public school in the city scores highly in terms of proficiency and opportunity for its students. As a result, the poorer and minority students within the jurisdictions of these schools are able to benefit from a strong education and extracurricular activities alongside the non-Hispanic white and more affluent students of the city. The schools do not discriminate in enrollment based on race, ethnicity, or socio-economic status. Though there are relatively low minority populations in these schools, this does not limit opportunity to those that are able to attend. Most likely the low rates of minorities and free and reduced lunch eligibility is due to the higher cost-of-living, lack of affordable, adequate housing options and public transportation and proximity to necessary services and amenities for these populations.

The city of Cottonwood Heights offers lots of access to opportunity, even in the areas of higher rental rates and minority populations, like along Fort Union Boulevard. However, the high cost of living, lack of necessary service and amenities, as well as fewer public transit options does not allow for many low income and minority residents to reside here. The issue of fair housing and equity for all classes of people—protected or not—is not in the lack of opportunity in the city, but a lack of affordable housing and reasonable proximity to economic opportunities via public transit of micro-urban centers.

BACKGROUND

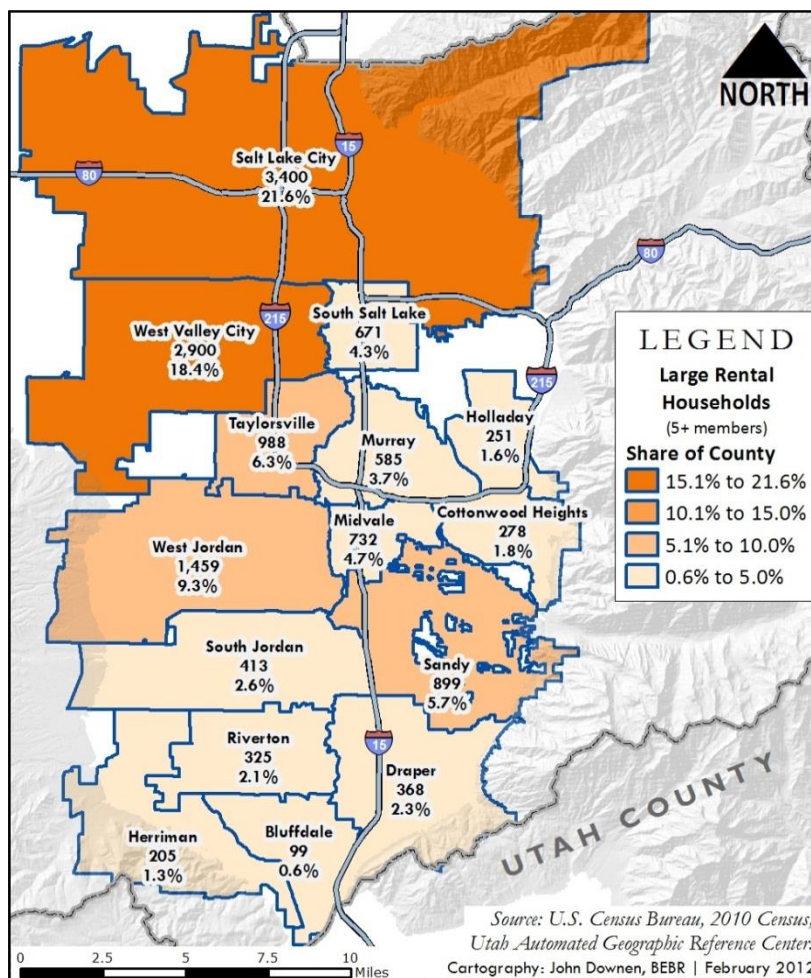
Despite a population decrease from 1990 to 2000, Cottonwood Heights has experienced a population growth of 20 percent in the past decade (Table 1). The few commercial centers in Cottonwood Heights are in areas with concentrations of minority households.

Table 1 shows selected demographic trends in Cottonwood Heights from 1990 to 2010 for selected protected classes. The non-Hispanic white share of the population decreased from nearly 96 percent in 1990 to 88 percent in 2010. Most of the minority increase in the last decade was driven by the Hispanic/Latino and Asian populations, which have increased by 103 percent and 70 percent, respectively in the past 10 years.

In 1990, more than half of the city's households had children under 18 years old. This share has declined to 32 percent in 2010. At the same time, the share of households with persons over 65 has increased from 10 percent in 1990 to nearly 25 percent in 2010. This could indicate an overall aging population in the city. Large families constituted more than a fifth of all household in Cottonwood Heights in 1990 but now represent less than a 12-percent share.

Figure 1 shows each city's share of Salt Lake County's large rental households, which are defined as having five or more persons. Over a fifth of the county's large rental households reside in Salt Lake City. The six entitlement cities—Salt Lake City, West Valley, Taylorsville, West Jordan, Sandy, and South Jordan—constitute 64 percent of the county's large rental households. Cottonwood Heights is home to only 1.8 percent of the county's large rental households. The non-entitlement cities in the southern and eastern regions of the county each have very minimal county shares. Although not pictured in Figure 1, the unincorporated areas are home to nearly 14 percent of the county's large rental households.

Figure 1
Large Renter Households by City and Share of Salt Lake County Large Renter Households, 2010



**Table 1
Demographic Trends for Protected Classes
Cottonwood Heights, 1990–2010**

	1990		2000		2010	
	Count	Share	Count	Share	Count	Share
Total Population	28,766		27,569		33,433	
White (not Hispanic)	27,580	95.9%	25,322	91.8%	29,476	88.2%
Black (not Hispanic)	60	0.2%	174	0.6%	267	0.8%
Asian ¹	366	1.3%	628	2.3%	1,067	3.2%
Hispanic/Latino	648	2.3%	846	3.1%	1,719	5.1%
Minority (all except non-Hispanic white)	1,186	4.1%	2,247	8.2%	3,957	11.8%
Persons with disabilities ²	—	—	3,035 ± 266	11.9% ± 1.0%	2,457 ± 434	7.9% ± 1.4%
Total Households	8,649		9,439		12,459	
Households with Children under 18 years	4,418	51.1%	3,725	39.5%	3,992	32.0%
Households with Persons 65 years or over	898	10.4%	1,493	15.8%	3,098	24.9%
Single Parent with Children under 18 years	642	7.4%	700	7.4%	841	6.8%
Large Families (5 or more persons)	1,946	22.5%	1,399	14.8%	1,452	11.7%
Owner-occupied Housing Units	6,382	73.8%	6,855	72.6%	8,910	71.5%
Renter-occupied Housing Units	2,267	26.2%	2,584	27.4%	3,549	28.5%

Source: U.S. Census Bureau

¹ The Asian population was tabulated by aggregating all the Asian races in the 1990 Census Summary Tape File 1A. This methodology was used in order to disaggregate the Asian and Pacific Islander populations, which were tabulated as one group in the 1990 Census. However, the individual Asian races were not disaggregated by Hispanic origin in the 1990 Census Summary Tape File 1A, so an overlap could exist between the 1990 tabulations for the Asian and Hispanic/Latino populations. This overlap is most likely very small given the relatively few Hispanic Asians in the total population. Note that the Asian category in the table above for 2000 and 2010 are non-Hispanic given the availability of disaggregation by Hispanic origin for the Asian population—separate from the Pacific Islander population—since Census 2000.

² The disability data account for only the population ages 5 and older, since Census 2000 did not gather disability data on the population under 5. The 2010 data was derived from the 2009-2011 American Community Survey 3-year estimates by aggregating only the age groups older than 5. The margins of error for the disability data are associated with 90% confidence intervals. The margin of error for the 2010 data was recalculated to account for only the population ages 5 and older. The margin of error for the 2000 data was calculated using the methodology described in the Census 2000 Summary File 3 Technical Documentation. Despite these adjustments to make the 2000 and 2010 data encompass the same age groups, these two data points are not comparable given changes in survey design and revisions in the definition of disability.

**Table 2
Demographic Trends for Protected Classes
(Absolute Change), 1990–2010**

	1990– 2000	2000– 2010
Total Population	-1,197	5,864
White (not Hispanic)	-2,258	4,154
Black (not Hispanic)	114	93
Asian (not Hispanic)	262	439
Hispanic/Latino	198	873
Minority	1,061	1,710
Total Households	790	3,020
Households with Children <18	-693	267
Households with Persons 65+	595	1,605
Single Parent with Children < 18	58	141
Large Families (5+ persons)	-547	53
Owner-occupied Housing Units	473	2,055
Renter-occupied Housing Units	317	965

Source: U.S. Census Bureau

**Table 3
Demographic Trends for Protected Classes
(Percent Change), 1990–2010**

	1990– 2000	2000– 2010
Total Population	-4.2%	21.3%
White (not Hispanic)	-8.2%	16.4%
Black (not Hispanic)	190.0%	53.4%
Asian (not Hispanic)	71.6%	69.9%
Hispanic/Latino	30.6%	103.2%
Minority	89.5%	76.1%
Total Households	9.1%	32.0%
Households with Children <18	-15.7%	7.2%
Households with Persons 65+	66.3%	107.5%
Single Parent with Children < 18	9.0%	20.1%
Large Families (5+ persons)	-28.1%	3.8%
Owner-occupied Housing Units	7.4%	30.0%
Renter-occupied Housing Units	14.0%	37.3%

Source: U.S. Census Bureau

Table 4 lists the average household sizes in Cottonwood Heights by race and ethnicity. The citywide average household size has steadily decreased from 3.32 people per house in 1990 to 2.68 in 2010. In fact, this downward trend in household size is apparent across nearly all racial and ethnic groups. Though the non-Hispanic white and Hispanic average household sizes were fairly comparable in 1990 (3.32 and 3.38, respectively). However, the non-Hispanic white average household size decreased more rapidly to 2.66 in 2010 than the Hispanic average household size of 2.89.

Blacks are the only minority group with average household sizes consistently lower than that of non-Hispanic whites during this 20-year period. Yet, black households have constituted less than 1 percent of total households in Cottonwood Heights from 1990 to 2010.

The higher average household sizes among minority groups could pose difficulties in finding affordable and suitable rental locations in addition to a potentially higher rent burden. Thus, limited selection and affordability of rental units with three or more bedrooms could disproportionately affect minority groups, especially Hispanics/Latinos and Pacific Islanders.

**Table 4
Average Household Size by Race/Ethnicity in
Cottonwood Heights, 1990–2010**

Race/Ethnicity	1990 ¹	2000	2010
White (not Hispanic)	3.32	2.91	2.66
Hispanic/Latino	3.38	3.06	2.89
American Indian (not Hispanic)	2.95 ⁵	— ⁴	2.72
Asian/Pacific Islander (not Hispanic)	3.19	— ⁶	2.85
Asian ²	3.10	2.96	2.81
Pacific Islander ²	4.20 ⁵	— ⁴	3.39 ⁵
Black (not Hispanic)	2.86 ⁵	2.88	2.65
Other Race (not Hispanic)	3.00 ⁵	— ⁴	— ⁴
Two or More Races (not Hispanic)	— ³	2.80	2.94
Total Population	3.32	2.92	2.68

¹ The average household size was not a metric available in the 1990 Census Summary Tape File 2B. Thus, the average household size was calculated by taking the average of the distribution of household sizes for each race/ethnicity. However, since the upper limit of the household size was capped at 9 or more persons, households in this group were assumed to have 9 members for the purposes of calculating the average. This methodology could lead to slight underestimations of the actual average household size. For 2000 and 2010, the average household size was available as a metric without further calculation.

² The 1990 Census Summary Tape File 2B does not further disaggregate Asian and Pacific Islander populations by Hispanic origin. However, this lack of detailed disaggregation in the census raw data only overcounts the total number of households in Salt Lake County by 91, given the relatively few Hispanic Asians and Hispanic Pacific Islanders in the total population. Note that the Asian and Pacific Islander categories for 2000 and 2010 are non-Hispanic given the availability of disaggregation by Hispanic origin for these two races in the last two censuses to avoid overlap with the Hispanic/Latino population.

³ The 1990 Census did not include “Two or More Races” as an option for race.

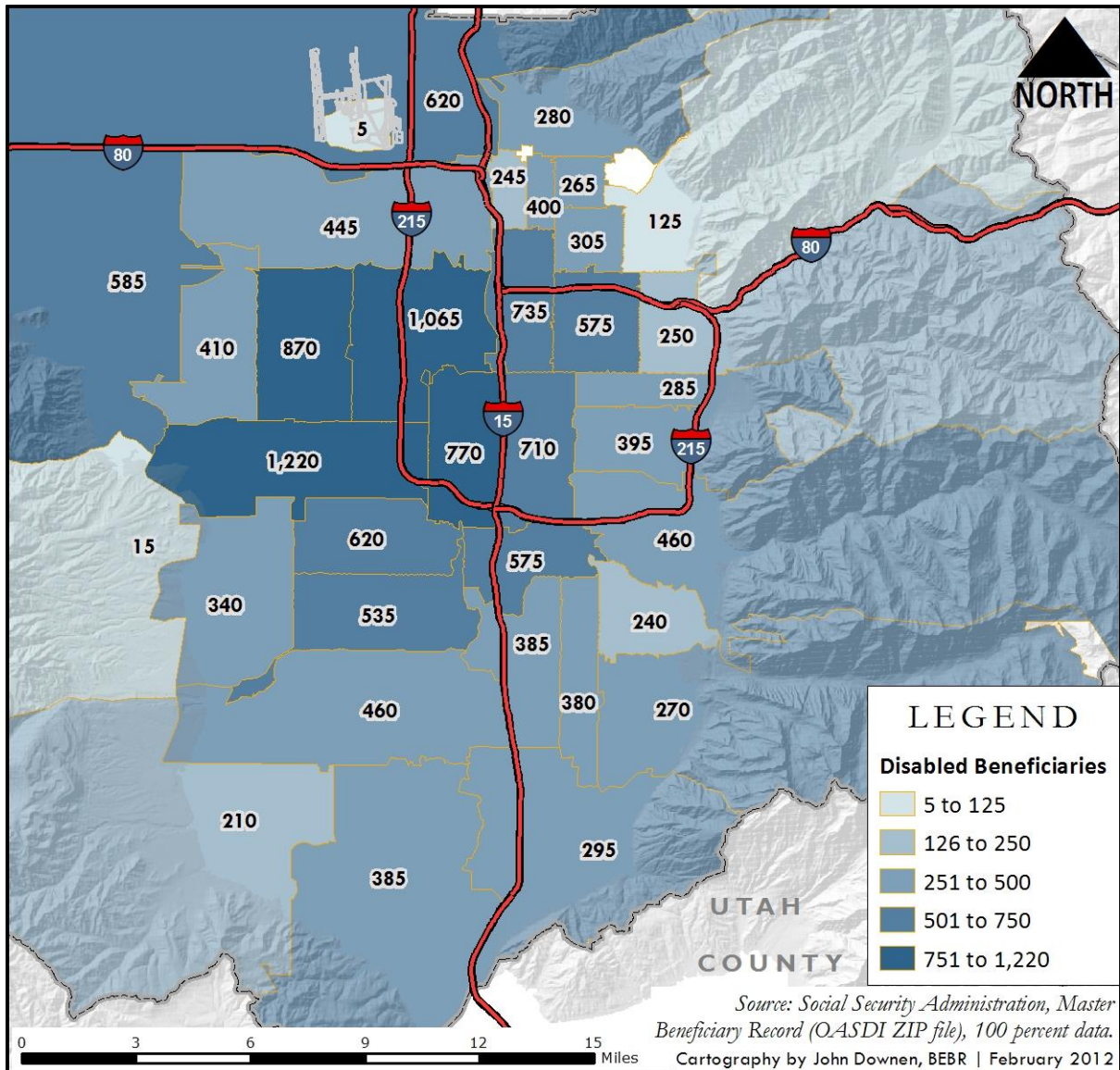
⁴ The 2000 and 2010 Census did not provide average household sizes for these groups due to low numbers of households.

⁵ These groups have fewer than 30 households. Please refer to the exact number of households for these groups in Table 7.

⁶ The aggregated Asian/Pacific Islander average household size for 2000 and 2010 is computed by taking the weighted average of the Asian and Pacific average household sizes. Since the Pacific Islander average household size in 2000 was not reported due to the low number of households, the Asian/Pacific Islander average household size could not be computed.

Source: U.S. Census Bureau

Figure 2
Beneficiaries of Social Security Disability
by Zip Code in Salt Lake County, 2010



The number of disabled social security disability beneficiaries in Salt Lake County is shown in Figure 2 at the zip code level. The beneficiaries are heavily concentrated in West Valley City, Taylorsville, and Kearns as well as parts of South Salt Lake and Murray.

SEGREGATION

Homeownership rates in Cottonwood Heights have remained above 70 percent from 1990 to 2010 (Table 5). However, non-Hispanic white homeownership rates have hovered under 75 percent during this time period, while minority homeownership rate declined from 65 percent in 1990 to 53 percent 2010. This means that the new minority households in Cottonwood Heights have increasingly resided in rental units in the last 20 years, while homeownership patterns for non-Hispanic whites have not changed.

Table 5
Homeownership Rate by Race/Ethnicity
Cottonwood Heights, 1990–2010

Race and Ethnicity	1990	2000	2010
White (not Hispanic)	74.1%	74.1%	73.4%
Minority	64.9%	52.7%	52.9%
Hispanic/Latino	60.5%	51.9%	46.0%
Non-Hispanic Minority	69.5%	53.2%	58.2%
American Indian	— ²	— ²	— ²
Asian or Pacific Islander	76.9%	66.2%	66.1%
Asian	— ¹	66.2%	68.4%
Pacific Islander	— ¹	— ²	— ²
Black	— ²	— ²	— ²
Other Race	— ²	— ²	— ²
Two or More Races	— ¹	— ²	53.0%
Total	73.8%	72.6%	71.5%

Source: U.S. Census Bureau

Table 6
Rental Tenure Rate by Race/Ethnicity
Cottonwood Heights, 1990–2010

Race and Ethnicity	1990	2000	2010
White (not Hispanic)	25.9%	25.9%	26.6%
Minority	35.1%	47.3%	47.1%
Hispanic/Latino	39.5%	48.1%	54.0%
Non-Hispanic Minority	30.5%	46.8%	41.8%
American Indian	— ²	— ²	— ²
Asian or Pacific Islander	23.1%	33.8%	33.9%
Asian	— ¹	33.8%	31.6%
Pacific Islander	— ¹	— ²	— ²
Black	— ²	— ²	— ²
Other Race	— ²	— ²	— ²
Two or More Races	— ¹	— ²	47.0%
Total	26.2%	27.4%	28.5%

Source: U.S. Census Bureau

¹ The 1990 Census did not further disaggregate Asian or Pacific Islander into separate groups for tenure data. In addition, the 1990 Census did not include multiple races as an option.

² All homeownership and rental tenure rates are not listed for any racial or ethnic group with fewer than 100 households.

Table 7 and Table 8 include the composition of total households and rental households, respectively, by race and ethnicity. The non-Hispanic white share of total households has deviated from the corresponding share in the subset of rental households. In 1990, 95 percent of rental households in Cottonwood Heights are headed by non-Hispanic whites, commensurate with the 96 percent non-Hispanic white share of total households. However, in 2000, non-Hispanic whites represented 91 percent of total households and only 85 percent of rental households. This disproportionately larger minority share of rental households compared to total households reflects the increasing rental rates among minorities in the city.

**Table 7
Total Households by Race and Ethnicity
Cottonwood Heights, 1990–2010**

Race and Ethnicity	1990		2000		2010	
	Number of Households	% Share	Number of Households	% Share	Number of Households	% Share
White (not Hispanic)	8,336	96.4%	8,796	93.2%	11,332	91.0%
Minority	313	3.6%	643	6.8%	1,127	9.0%
Hispanic/Latino	162	1.9%	239	2.5%	493	4.0%
Non-Hispanic Minority	151	1.7%	404	4.3%	634	5.1%
American Indian	20	0.2%	—	—	32	0.3%
Asian or Pacific Islander	108	1.2%	—	—	395	3.2%
Asian	—	—	207	2.2%	367	2.9%
Pacific Islander	—	—	—	—	28	0.2%
Black	21	0.2%	52	0.6%	81	0.7%
Other Race	2	0.0%	—	—	11	0.1%
Two or More Races	—	—	92	1.0%	115	0.9%
Total	8,649	100.0%	9,439	100.0%	12,459	100.0%

Source: U.S. Census Bureau

Note: For the 1990 data, the number of households by race and ethnicity of householder is not further disaggregated to distinguish between Asian and Pacific Islander. The number of households is not disaggregated in the 2000 data for racial and ethnic groups with low population size.

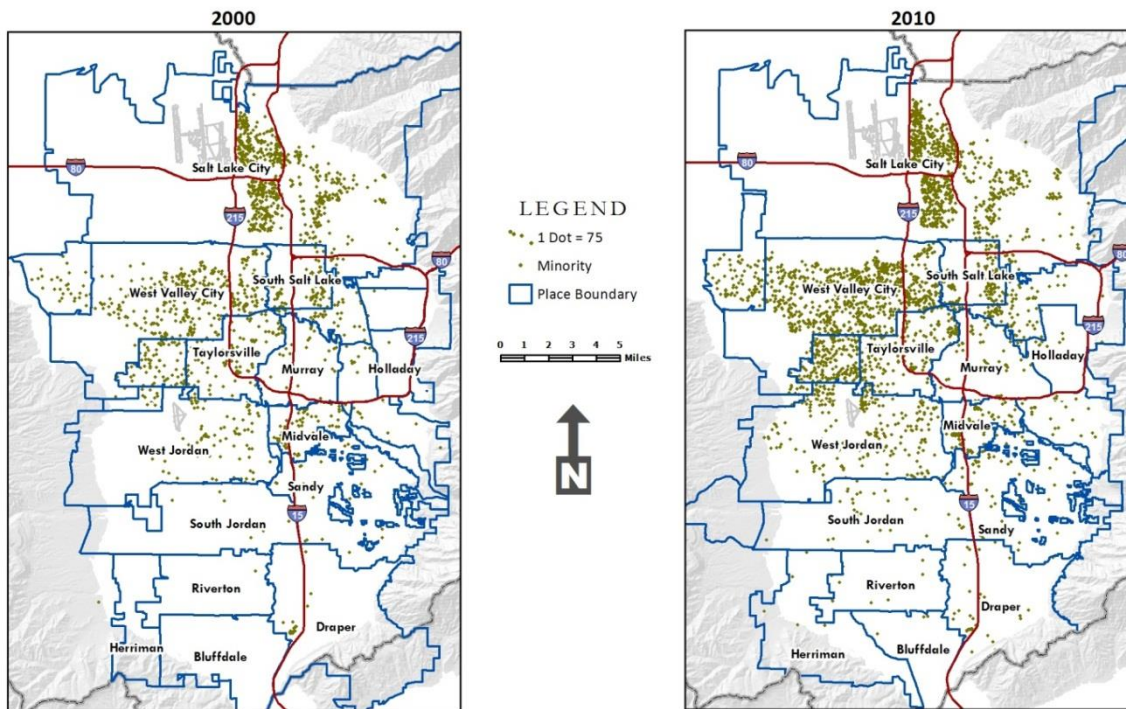
**Table 8
Rental Households by Race and Ethnicity
Cottonwood Heights, 1990–2010**

Race and Ethnicity	1990		2000		2010	
	Number of Households	% Share	Number of Households	% Share	Number of Households	% Share
White (not Hispanic)	2,157	95.1%	2,280	88.2%	3,018	85.0%
Minority	110	4.9%	304	11.8%	531	15.0%
Hispanic/Latino	64	2.8%	115	4.5%	266	7.5%
Non-Hispanic Minority	46	2.0%	189	7.3%	265	7.5%
American Indian	11	0.5%	—	—	21	0.6%
Asian or Pacific Islander	25	1.1%	—	—	134	3.8%
Asian	—	—	70	2.7%	116	3.3%
Pacific Islander	—	—	—	—	18	0.5%
Black	9	0.4%	36	1.4%	51	1.4%
Other Race	1	0.0%	—	—	5	0.1%
Two or More Races	—	—	43	1.7%	54	1.5%
Total	2,267	100.0%	2,584	100.0%	3,549	100.0%

Source: U.S. Census Bureau

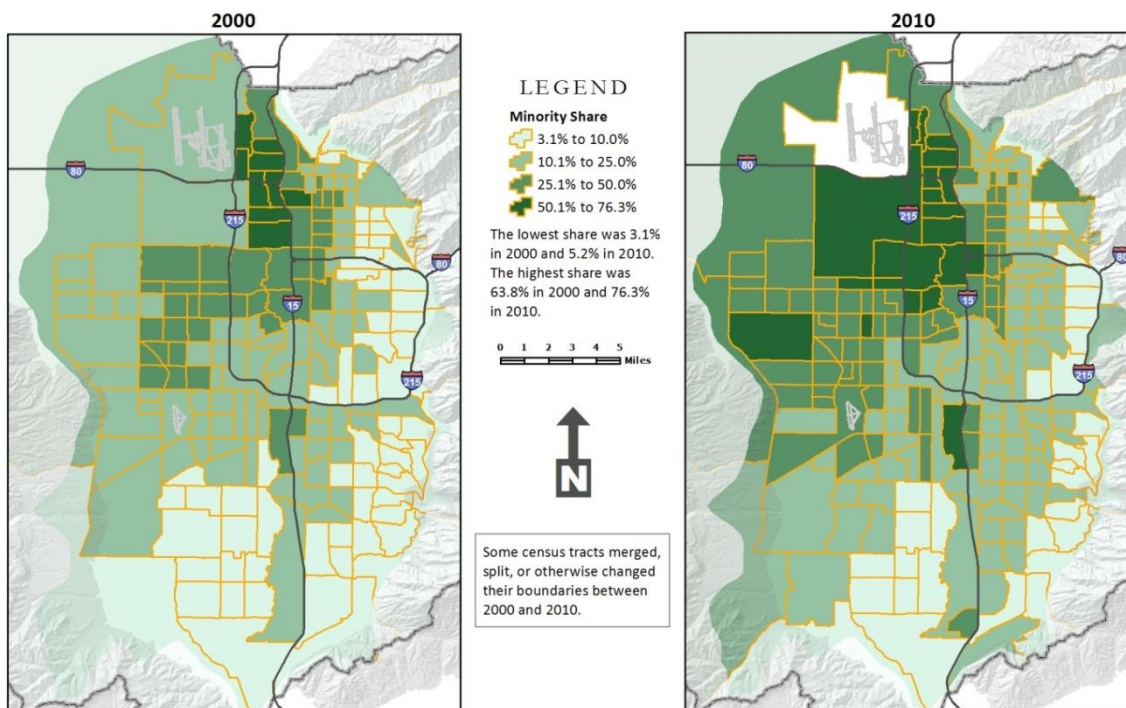
Note: For the 1990 data, the number of households by race and ethnicity of householder is not further disaggregated to distinguish between Asian and Pacific Islander. The number of households is not disaggregated in the 2000 data for racial and ethnic groups with low population size.

Figure 3
Dot Density of Salt Lake County Minority Population by Census Block, 2000 and 2010



Source: U.S. Census Bureau, 2000 and 2010 Censuses; Utah Automated Geographic Reference Center.
 Cartography: John Downen, BEBR | June 2012

Figure 2
Minority Share of the Salt Lake County Population by Census Tract, 2000 and 2010



Source: U.S. Census Bureau, 2000 and 2010 Censuses; Utah Automated Geographic Reference Center.
 Cartography: John Downen, BEBR | June 2012

Figure 3 shows the dot density of the Salt Lake County minority population by census block for 2000 and 2010. In 2000, the highest concentrations of minorities are in Salt Lake City’s west-side River District, West Valley City, and Kearns (unincorporated area west of Taylorsville). In addition to these areas, which had even higher minorities concentrations in 2010, Cottonwood Heights, South Salt Lake, Taylorsville, and West Jordan have experienced a larger influx of minority residents in the past decade. The cities in the southern end of the county have very few concentrations of minority populations.

Figure 2 shows the minority shares of census tract populations in Salt Lake County for 2000 and 2010. In 2000, nearly all the minority-majority census tracts (colored coded in dark green) are in Salt Lake City’s River District. However, in 2010, several minority-majority census tracts have emerged in West Valley City and South Salt Lake.

Figure 5
Minority Owner-Occupied Units in Cottonwood Heights, 2010

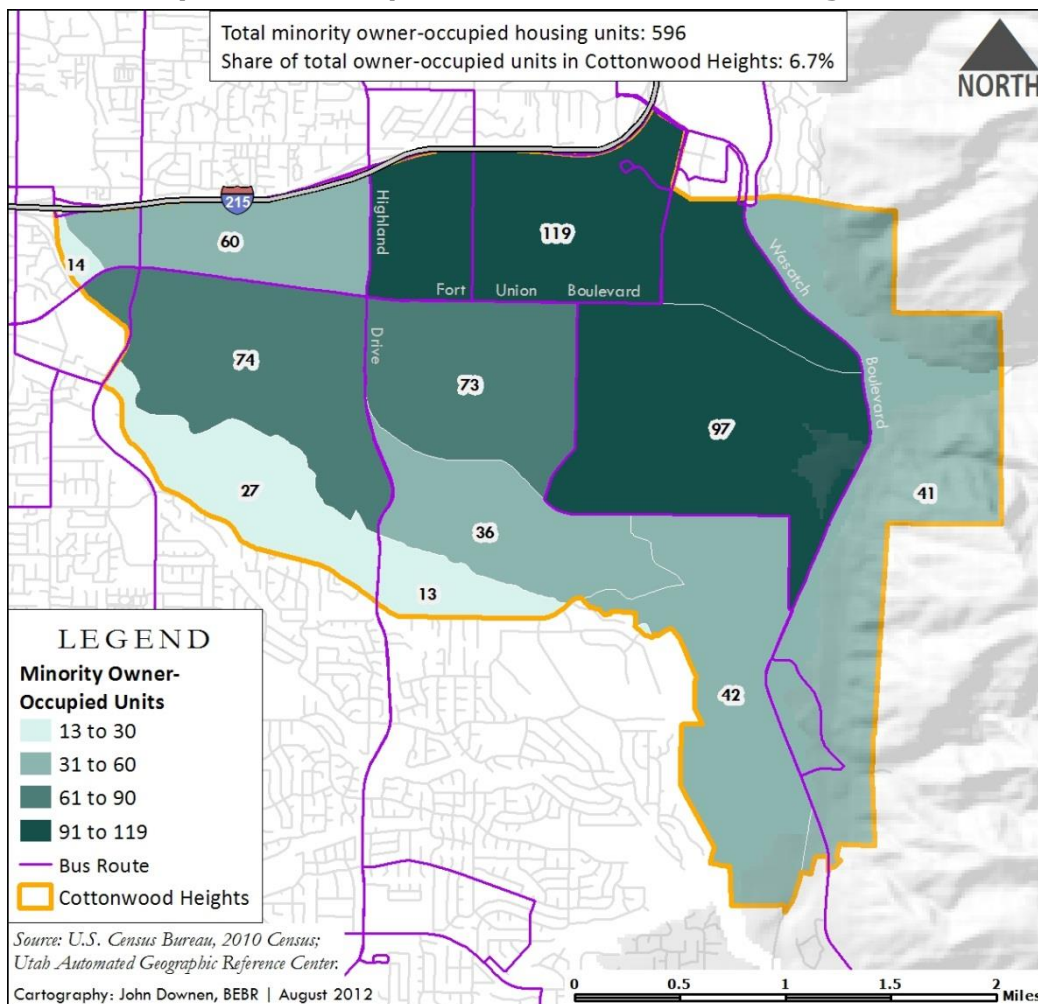


Figure 5 shows the number of minority owner-occupied units by census tracts in Cottonwood Heights. The southwestern region of the city includes rural residential areas, where there are fewer minority owner-occupied units than in the northern parts of the city. This could be due in part to housing prices in the area, or a desire to live closer to the commercial centers of the city.

Figure 6
Share of Owner-Occupied Units in Cottonwood Heights Occupied by Minority Households, 2010

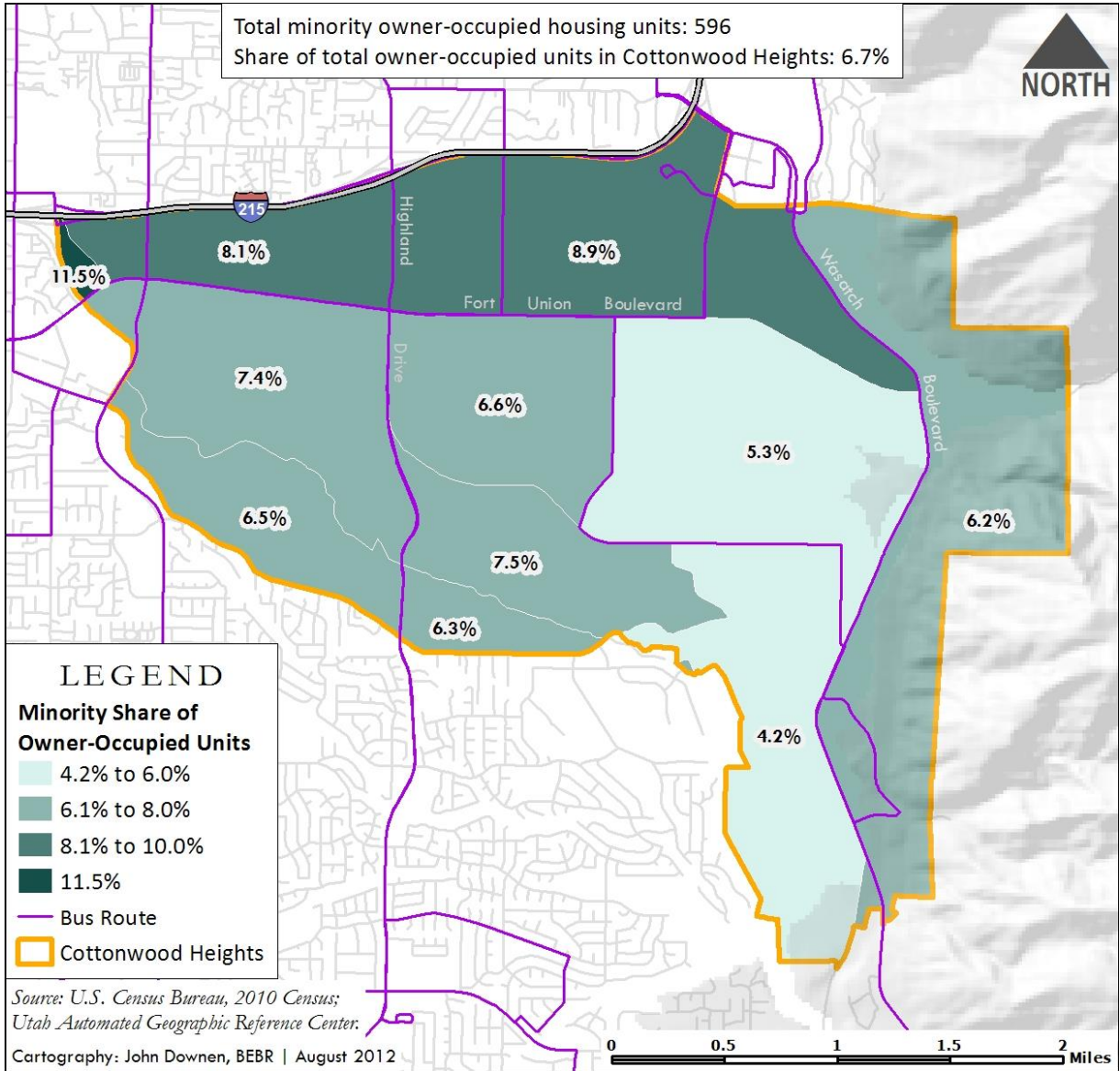


Figure 6 provides the percent of owner-occupied units that are minority households. The census tracts north of Fort Union Boulevard have the highest minority shares of owner-occupied units in the city. Not surprisingly, this area has the highest concentration of minority and low-income residents.

Figure 7
Minority Owner-Occupied Units and Proximity to Low-Wage Jobs in
Cottonwood Heights, 2010

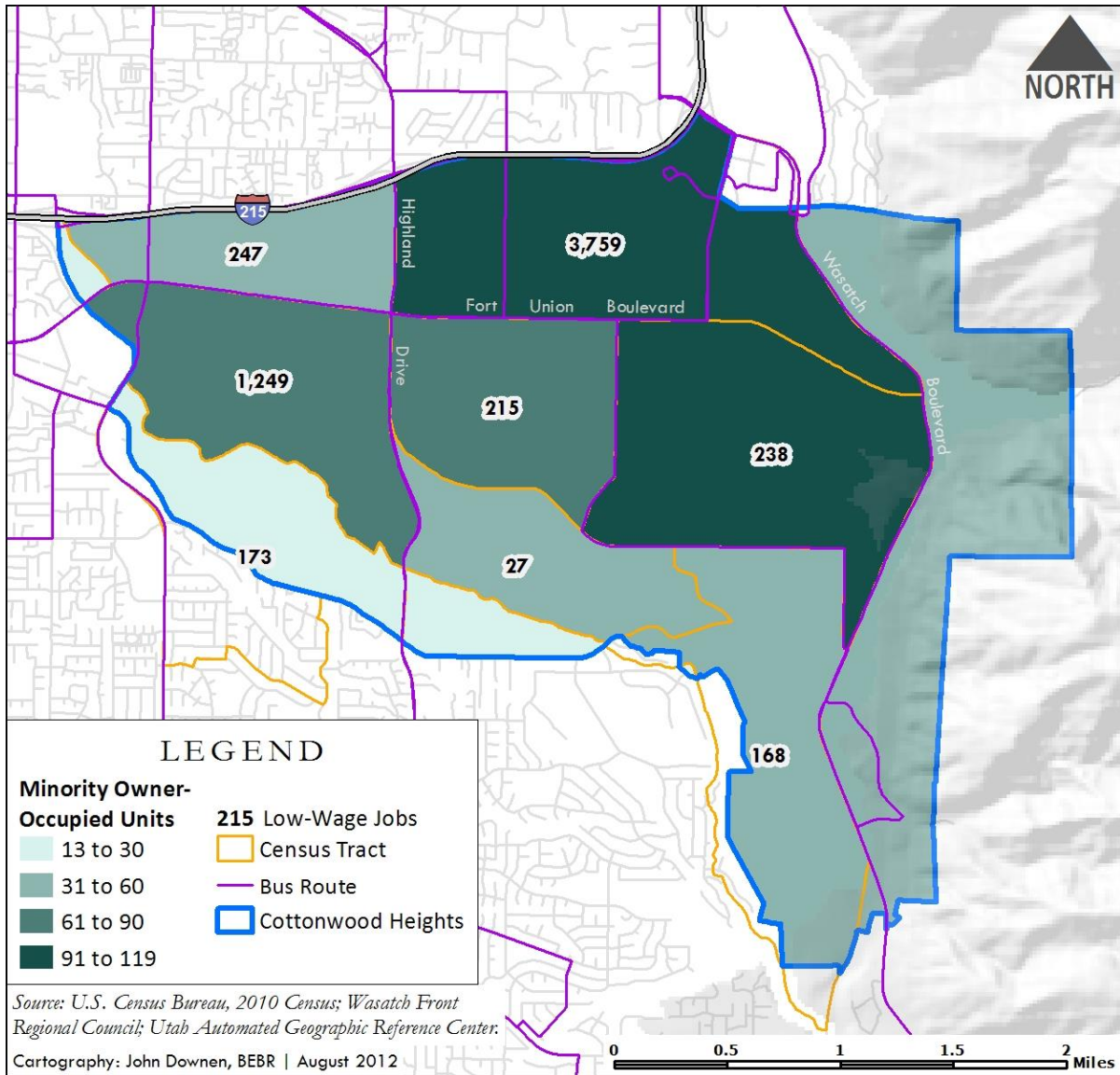


Figure 7 overlays the density of minority owner-occupied units (in shades of green) with the number of low-wage jobs. Most of the low-wage jobs are located in the few commercial centers along Fort Union Boulevard, both in the western and northern parts of the city. The purple lines in Figure 7 represent the bus routes in the city. The bus routes service only a few streets intersecting Fort Union Boulevard, creating potential difficulties in public transportation unless residents live close to major streets with bus stations. The sparse bus routes and lack of TRAX stations are the major impediments to public transportation in the city.

Figure 8
Minority Renter-Occupied Units by Tract in Cottonwood Heights, 2010

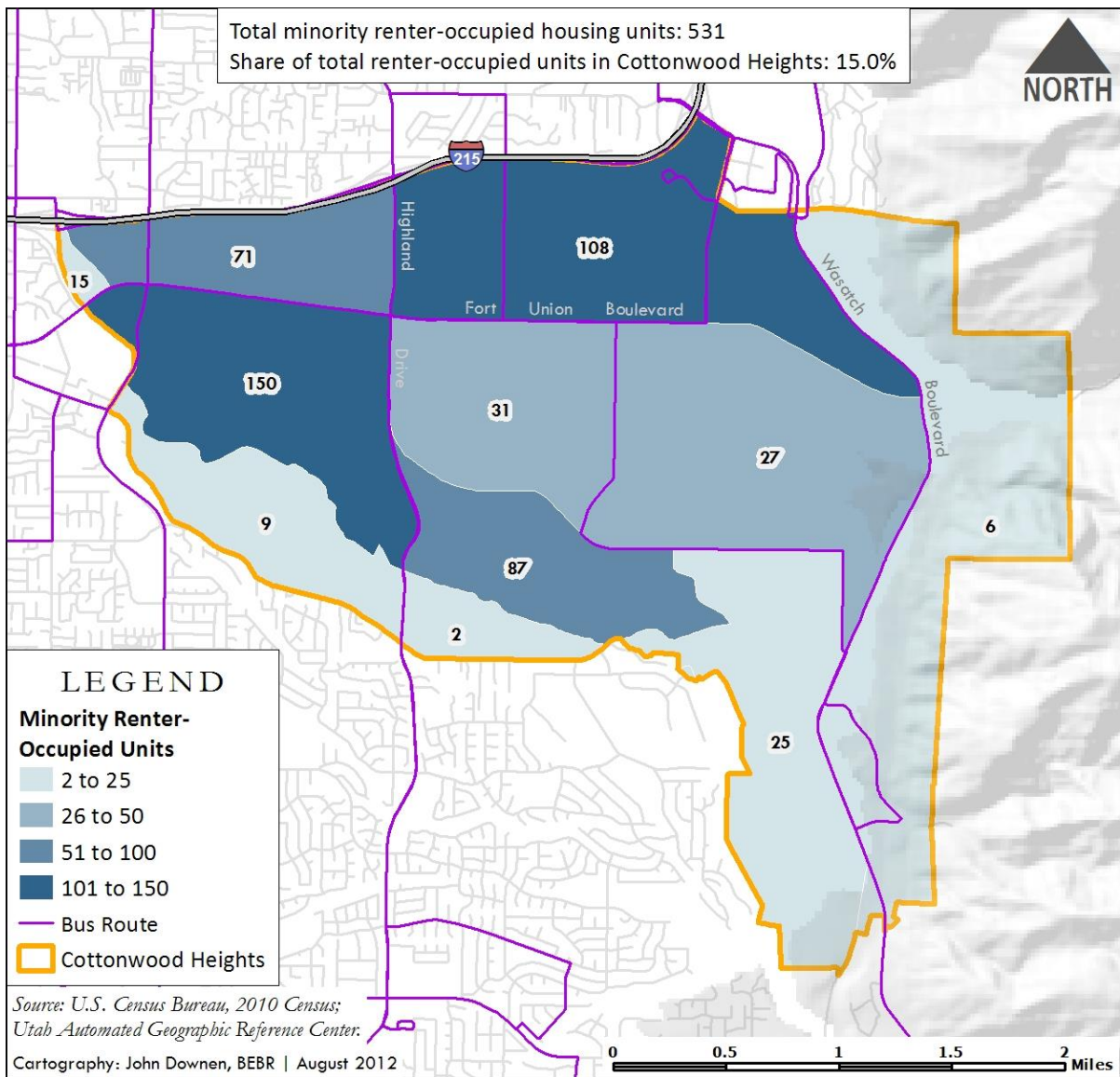


Figure 8 shows the number of minority renter-occupied units in Cottonwood Heights. There are fewer minority renter-occupied units in the east-side neighborhoods bordering the Wasatch Mountains and in the southeastern rural residential areas than in the central and western areas.

Figure 9
Minority Share of Renter-Occupied Units by Tract in Cottonwood Heights, 2010

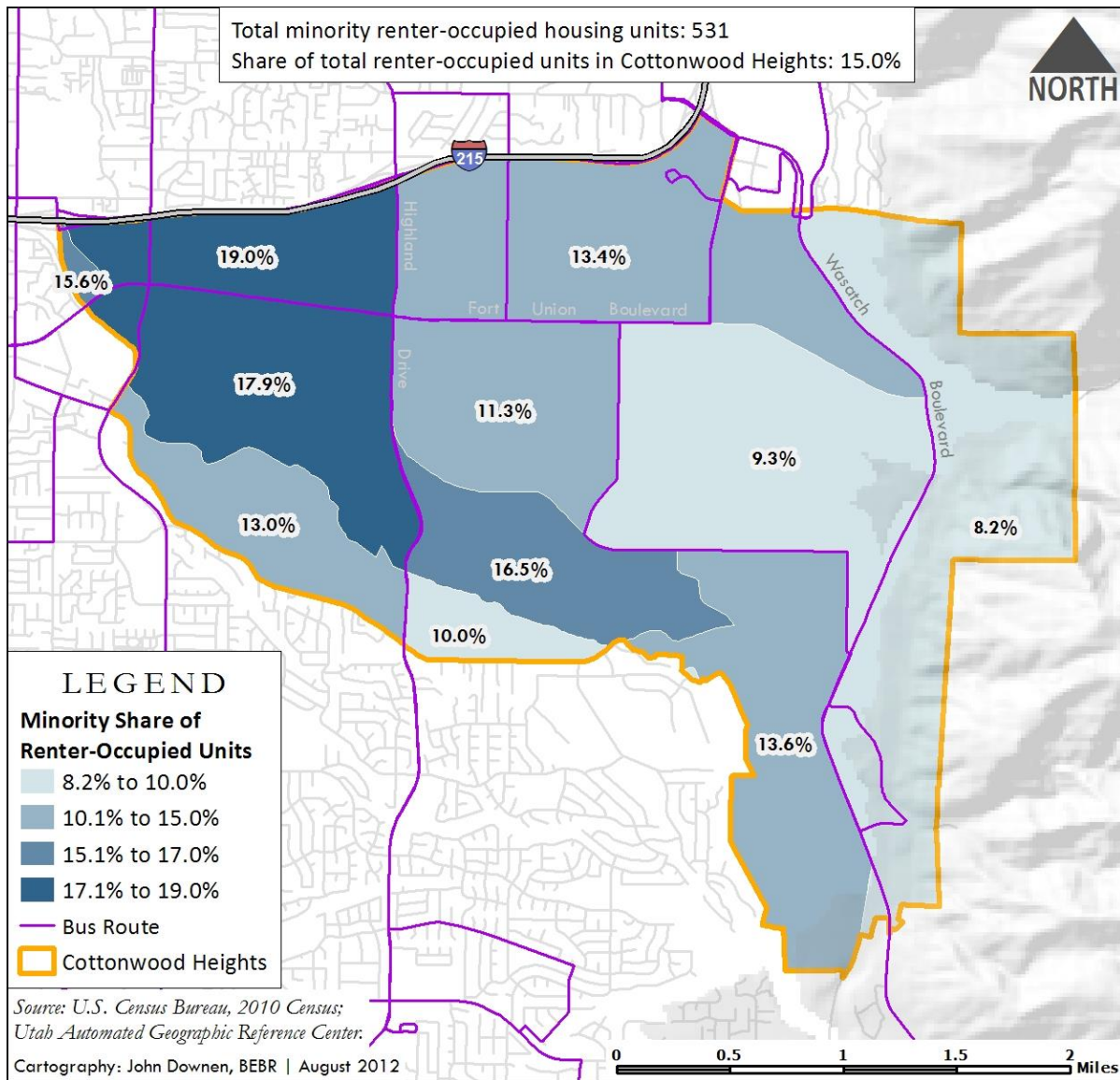


Figure 9 shows the minority share of renter-occupied units by tract in Cottonwood Heights. While the census tracts with the highest minority share of owner-occupied units are north of Fort Union Boulevard (Figure 6), most of the census tracts with the highest minority share of renter-occupied units are west of Highland Drive.

Figure 10
Minority Renter-Occupied Units and Proximity to Low-Wage Jobs in
Cottonwood Heights, 2010

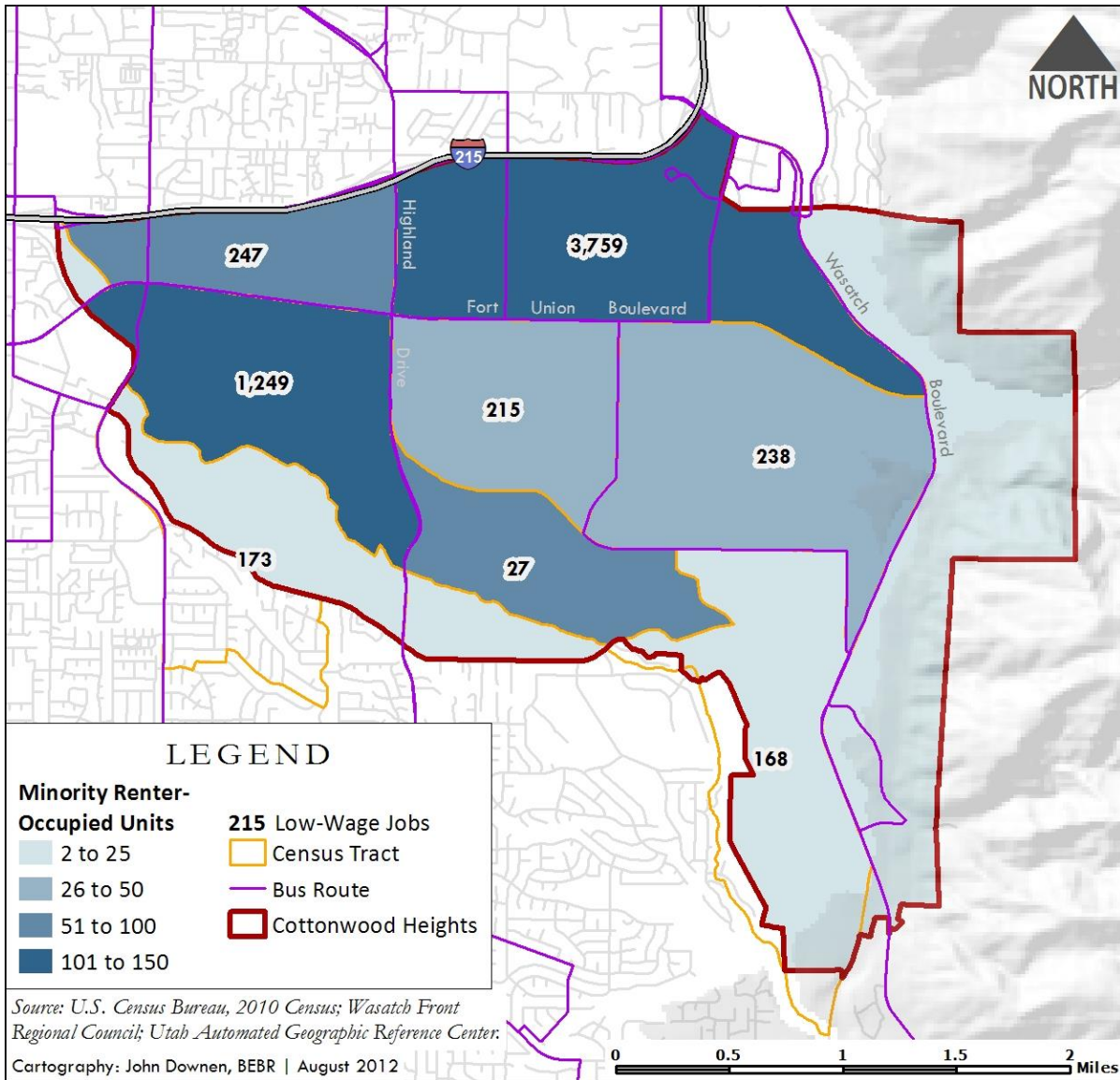


Figure 10 overlays the density of minority renter-occupied units with the number of low-wage jobs by tract. The census tracts with the largest number of low-wage jobs also have the largest number of minority renter-occupied units. Despite the supposed proximity between minority rental units and low-wage jobs in the city’s commercial areas, the relatively sparse bus routes in Cottonwood Heights could still present difficulties in commuting via public transportation.

**Table 9
Predicted Racial/Ethnic
Composition Ratio
Cottonwood Heights**

	Percent of Households		Actual/ Predicted Ratio
	Actual	Predicted	
Minority	7.0%	13.4%	0.52
Asian	2.2%	2.1%	1.05
Black	0.3%	1.0%	0.29
Hispanic/Latino	3.3%	8.6%	0.38

Source: HUD Spreadsheet for Sustainable Communities Grantees

Actual/Predicted Ratio Scale

Value Ranges	Interpretation of Actual Share
0-0.5	Severely Below Predicted
0.5-0.7	Moderately Below Predicted
0.7-0.9	Mildly Below Predicted
0.9-1.1	Approximates Predicted
> 1.1	Above Predicted

Table 9 shows the ratio between predicted and actual racial/ethnic composition in Cottonwood Heights. The predicted percent of minority households is the expected composition based on the income distribution in the metropolitan area by race and ethnicity. The actual composition is based on the 2005-2009 American Community Survey 5-year estimates.

Overall, the minority share in Cottonwood Heights is only half the expected composition using this income-based methodology. While blacks and Hispanics/Latinos are severely below predicted, the Asian population approximates the predicted composition.

Table 10 compares the affordability of rental housing units in Cottonwood Heights with the metro area for rental prices based on AMI. Affordability is based on the threshold that rent would not amount to more than 30% of total income.

**Table 10
Fair Share Affordable Housing Index
Cottonwood Heights**

	A	B	C	D	E	F
Income Level	Total Housing Units	Number of Affordable Rental Units	% of Affordable Rental Units in City (B/A)	% of Affordable Rental Units in Metro Area	Fair Share Need (D × A)	% of Fair Share Need (C/D)
<30% AMI	13,244	75	1%	6%	810	9%
30%-50% AMI	13,244	240	2%	12%	1,531	16%
50%-80% AMI	13,244	1,525	12%	19%	2,500	61%

Source: HUD Spreadsheet for Sustainable Communities Grantees

Note: The affordability for each income level is based on the threshold that gross rent will not amount to more than 30% of total income.

Only 1 percent of Cottonwood Heights's total housing units are deemed affordable below the 30 percent AMI level. The percent of fair share need below the 30 percent AMI level is 9 percent, meaning that the city's share of affordable rental units at this income level is only 9 percent of the metro area's share. According to HUD's scale for the fair share affordable housing index, this means that

**Percent of Fair Share Need
Scale**

Value Ranges	Interpretation of Actual Share
0-50%	Extremely Unaffordable
50-70%	Moderately Unaffordable
70%-90%	Mildly Unaffordable
90%-110%	Balanced Affordability
> 110%	Above Fair Share, Affordable

Cottonwood Height’s housing stock is extremely unaffordable for those with incomes below the 30% AMI threshold. Similarly, the city’s housing stock is also considered extremely unaffordable for those at the 30-50 percent AMI income bracket. For incomes ranging from 50-80 percent AMI, the housing in Cottonwood Heights is deemed moderately unaffordable.

Figure 11
Single-Family Homes Affordable at 80% AMI in
Cottonwood Heights, 2011

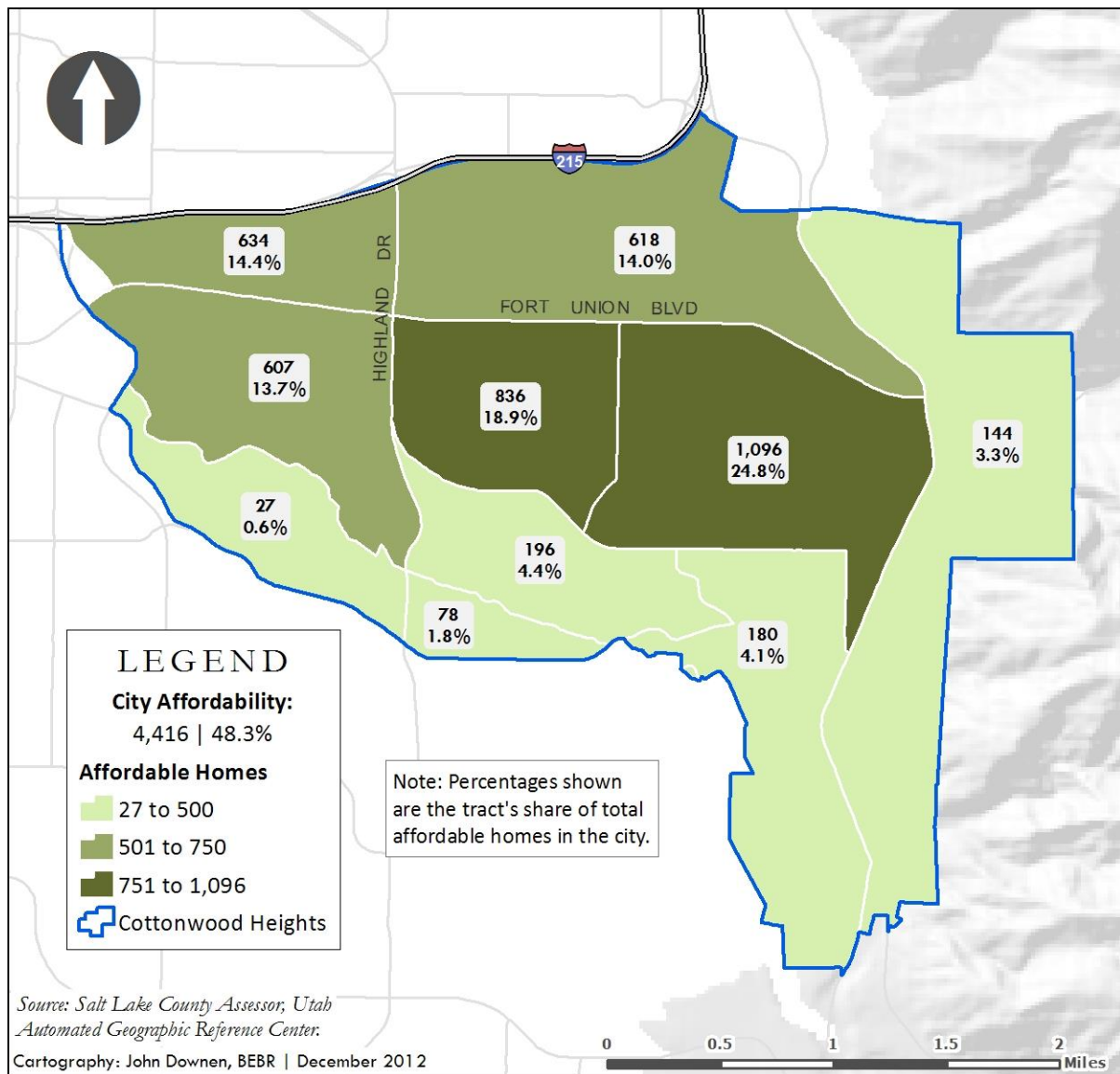


Figure 12 shows the number and share of single-family homes in Cottonwood Heights census tracts that are affordable at 80 percent AMI in 2011. The percentages shown in Figure 12 are each census tract’s share of the total affordable homes in the city. Affordability calculations are based on 30 percent of annual income, accounting for taxes, home insurance, and mortgage insurance. The maximum affordable single-family home price at 80 percent AMI is \$255,897. Nearly 44 percent of all

affordable single-family homes in Cottonwood Heights are located in two centrally located census tracts east of Highland Drive and south of Fort Union Boulevard (Figure 12). These tracts are home to 29 percent of minority owner-occupied units (Figure 5) and only 11 percent of minority rental units in the city (Figure 8). The census tract north of Fort Union Boulevard has the highest number of both minority owner-occupied and rental-occupied units in the city.

**Table 11
Dissimilarity Index**

Group	Dissimilarity Index		Dissimilarity Index Scale	
	Cottonwood Heights	Salt Lake County	Value Ranges	Interpretation
Minority	0.29	0.43	≤ 0.40	Low Segregation
Hispanic/Latino	0.40	0.50	0.41-0.54	Moderate Segregation
Non-Hispanic Minority	0.33	0.41	≥ 0.55	High Segregation

Source: BEBR computations from 2010 Census

The dissimilarity index calculates the share of the minority group that would have to move to different census blocks in order to match the non-Hispanic white distribution in the respective geographic area. The Salt Lake County dissimilarity index was calculated using data from all incorporated cities and unincorporated areas.

The dissimilarity index is calculated as follows:

$$Dissimilarity (W, M)_j = \frac{1}{2} \sum_{i=1}^N \left| \frac{M_i}{M_j} - \frac{W_i}{W_j} \right|$$

where

W = non-Hispanic population

M = minority population

i = ith census block group

j = geographic area (city or county)

N = number of census blocks in geographic area j

Another measure of segregation is the dissimilarity index shown in Table 11, which calculates the share of the minority group that would have to move to match the non-Hispanic white distribution in the respective geographic area. The dissimilarity indices for Cottonwood Heights are below the county levels. In order for the minority and non-Hispanic white geographic distributions in Cottonwood Heights to match, 29 percent of minorities would have to move to other census blocks in the city. While the dissimilarity index itself does not provide any geospatial information about segregation, Figure 12 shows the levels of dissimilarity at the census block level.

Figure 12
Dissimilarity Index for Minorities in Salt Lake County, 2010

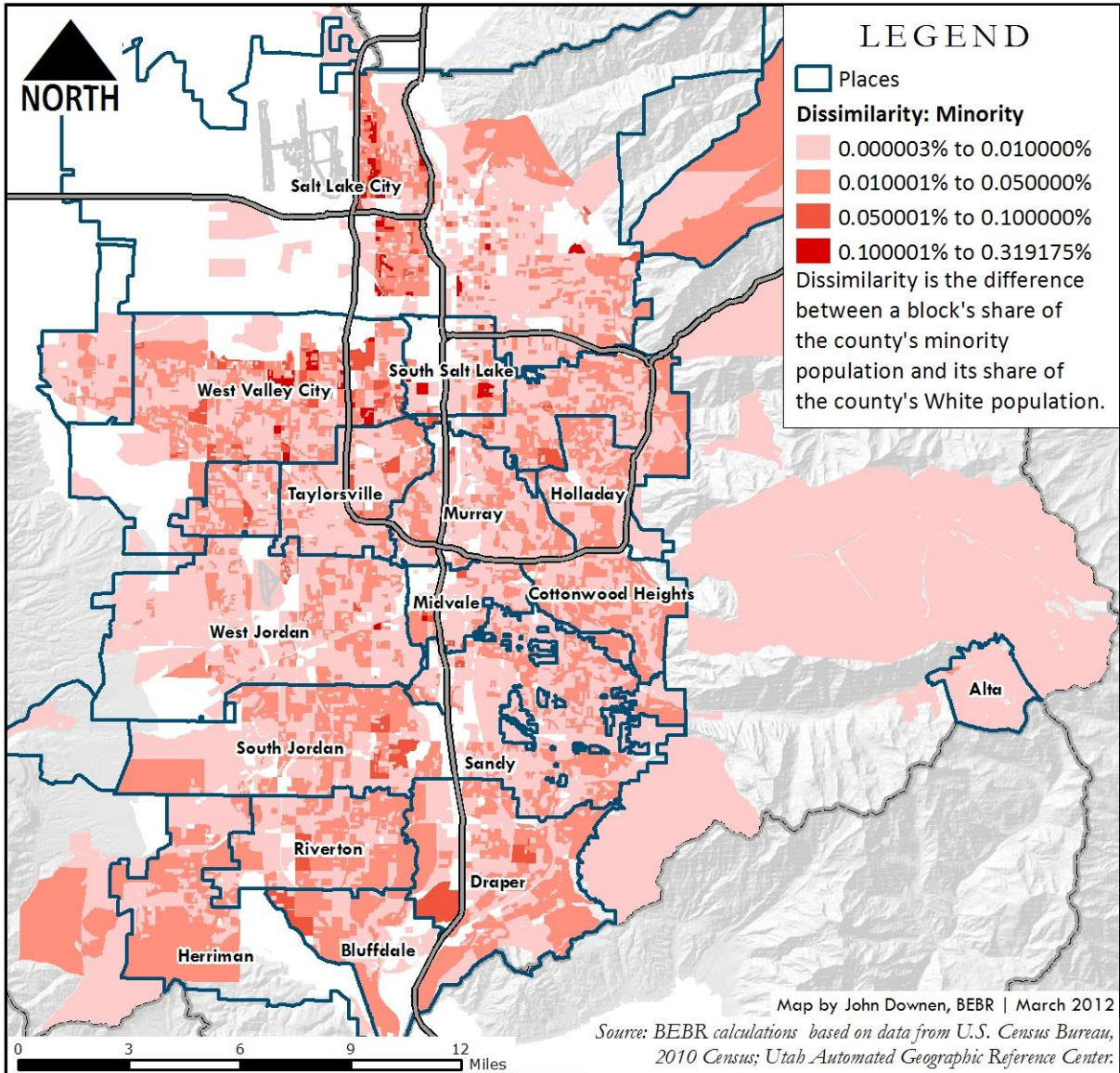


Figure 12 shows the absolute difference between each census block's county share of the minority and non-Hispanic white population. These absolute differences are used to calculate the dissimilarity index in Table 11. Noticeably large dissimilarities between the minority and non-Hispanic white county shares at the block level are concentrated on the west side of Salt Lake City in the River District neighborhoods. Some census blocks in West Valley City and South Salt Lake also have dissimilarities greater than 0.1 percent.

RCAP

In 2010, Cottonwood Heights had 34,329 residents, 5.3 percent of which are considered economically poor (Table 12). The highest prevalence of poverty in the city is among Asian individuals with a high of 27.7 percent of the population living in poverty. However, Asians only account for just over 16 percent of the total poor in Cottonwood Heights (Table 13). Overall, a minority living in Cottonwood Heights is five times more likely to be poor than a non-Hispanic white. Though only 3.8 percent of non-Hispanic whites are poor, they account for approximately two-thirds of poor individuals. Hispanics account for the remaining 18.2 percent of the poor.

Table 12
Number and Share of Poor Persons by Race and Ethnicity in Cottonwood Heights, 2010

		Poor	Total	% Poor
Cottonwood Heights	Black	0	139	0.0%
	Native Am.	0	213	0.0%
	Asian	299	1079	27.7%
	Pacific Island	0	80	0.0%
	Hispanic	331	1670	19.8%
	Total Minority	630	3181	19.8%
	White	1186	31148	3.8%
	Total	1816	34329	5.3%

Source: HUD Spreadsheet for Sustainable Communities Grantees

Table 13
Poor in Cottonwood Heights by Race and Ethnicity, 2010

	Race/Ethnicity	Persons	Share
Cottonwood Heights	Black	0	0.0%
	Native Am.	0	0.0%
	Asian	299	16.5%
	Pacific Island	0	0.0%
	Hispanic	331	18.2%
	Total Minority	630	34.7%
	White	1186	65.3%
	Total Poor	1816	100.0%

Source: HUD Spreadsheet for Sustainable Communities Grantees

Figure 13 maps the location and concentration of poor residents living in Cottonwood Heights in 2010 by race and ethnicity. For the most part, the poor residents are spread out across the entire city. However, there are at least two areas of higher concentration. There is an ethnically diverse concentration of residents north of Fort Union Boulevard, and a fairly heavily Hispanic concentration south of Bengal Blvd between Highland Drive and Danish Road. Regardless of these dense concentrations, there are no racially or ethnically concentrated areas of poverty as defined by HUD in Cottonwood Heights (Figure 14). The lowest concentrations of poor residents in the city are east of Wasatch Boulevard, right on the foothills of the Wasatch Range, and along the southern border along Little Cottonwood Creek Road. The general trend in Cottonwood Heights is the closer to Sandy the lower the concentration of poor residents.

Figure 13
Poor by Census Tract in Cottonwood Heights, 2010

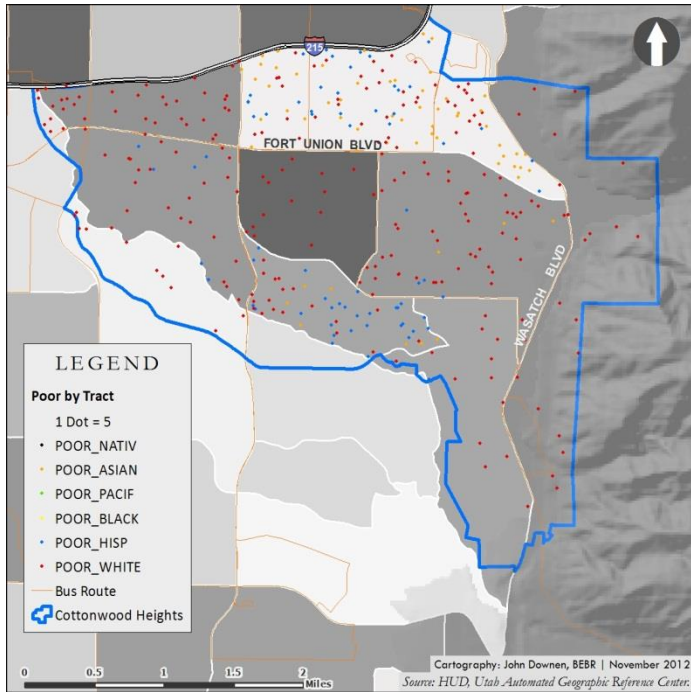
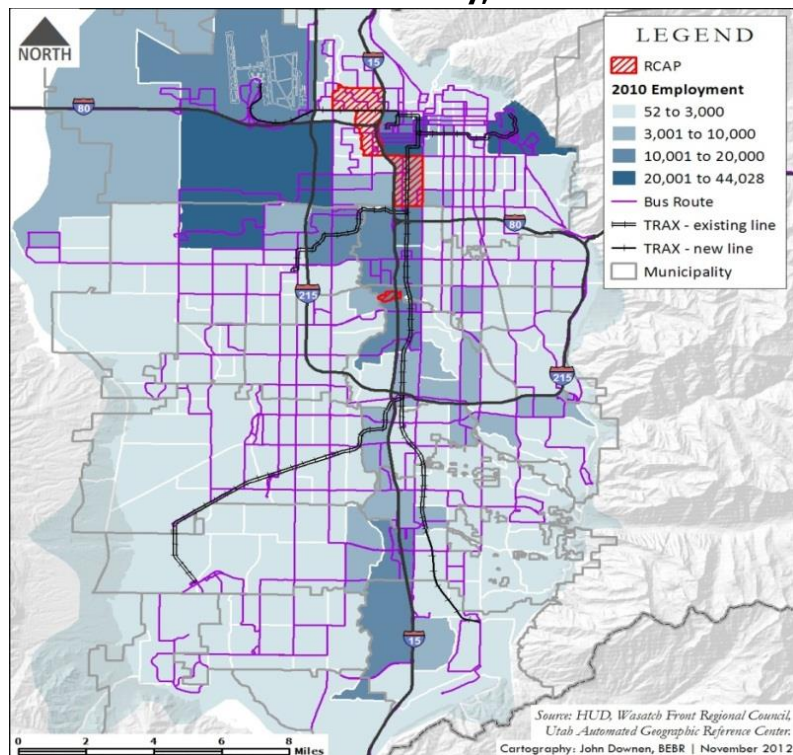


Figure 14
Racially/Ethnically Concentrated Areas of Poverty in Salt Lake County, 2010



HUD defines a racially/ethnically concentrated area of poverty as a census tract with a family poverty rate greater than or equal to 40%, or a family poverty rate greater than or equal to 300% of the metro tract average, and a majority non-white population, measured at greater than 50%.

The following three figures (Figure 15, Figure 16 and Figure 17) show concentrations of poverty in Salt Lake County, estimated from the 2007-2011 American Community Survey. Here, an area of poverty is considered concentrated when it has three times the countywide average share of the population living below the countywide poverty line. The countywide average is approximately 11.6 percent, so an area is considered highly concentrated when it has 34.7 percent or more of the population living in poverty. Figure 15 overlays these areas of poverty with census tracts that have minority-majority populations, which are defined as having a minority share greater than 50 percent of the census tract population. Figure 16 overlays the concentrations of poverty with tracts that have a Hispanic population of 10 percentage points or more above the county’s Hispanic share of 17.1 percent. Figure 17, on the other hand, overlays the concentrated areas of poverty with a county map showing the census tracts where the minority population is 10 percentage points above the county average of 26 percent. In all cases, the concentrated areas of poverty are along Interstate 15 in Salt Lake City. None of the concentrations are in the city of Cottonwood Heights, nor are there any census tracts with a Hispanic or minority population 10 percentage points higher than the county average, let alone a minority-majority share. This comes as no surprise considering that though there are almost 2,000 poor residents in the city, the poverty rate is still only about 5 percent, and two-thirds of this population are non-Hispanic white individuals.

Figure 15
Concentrations of Poverty and Minority Majority by
Tract in Salt Lake County, 2007–2011

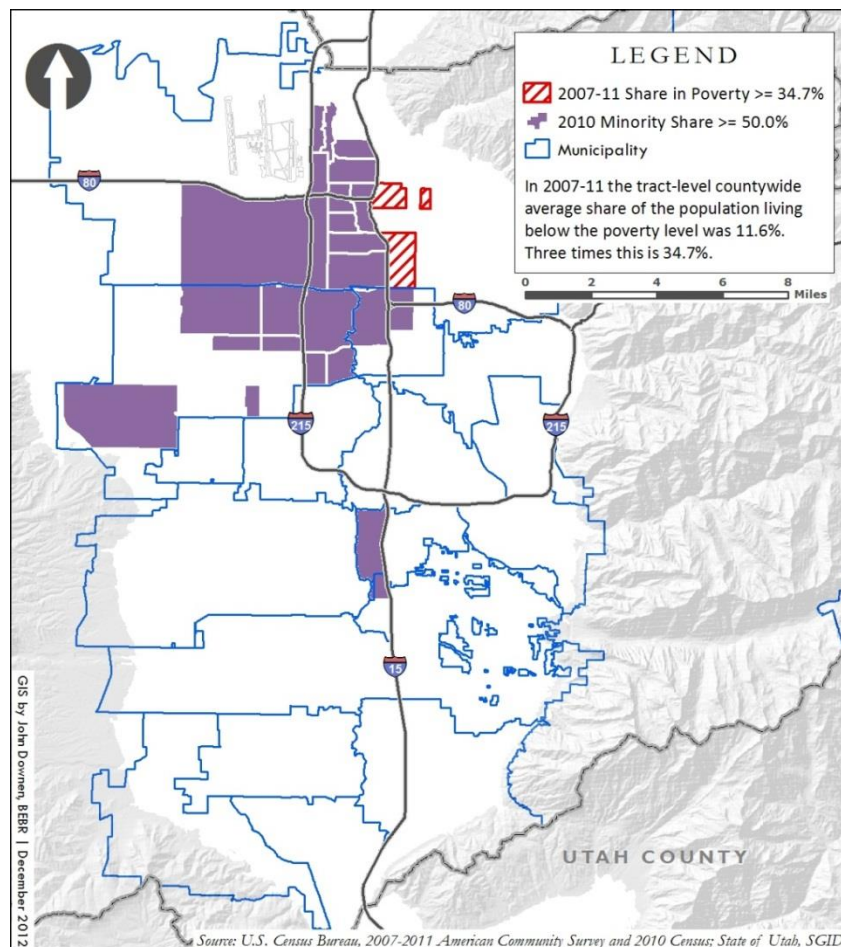


Figure 16
Concentrations of Poverty and
Hispanics by Tract in Salt Lake
County, 2007–2011

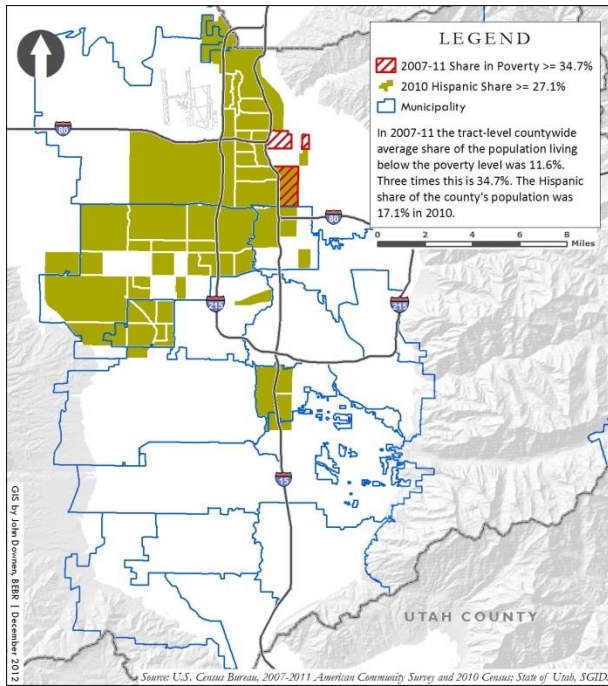


Figure 17
Concentrations of Poverty and
Minorities by Tract in Salt Lake
County, 2007–2011

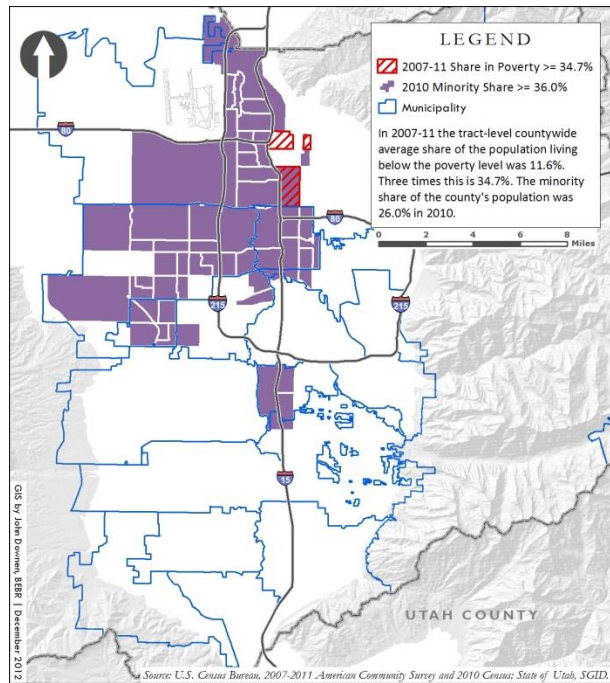


Figure 18
Subsidized Apartment Projects in Salt Lake County, 2011

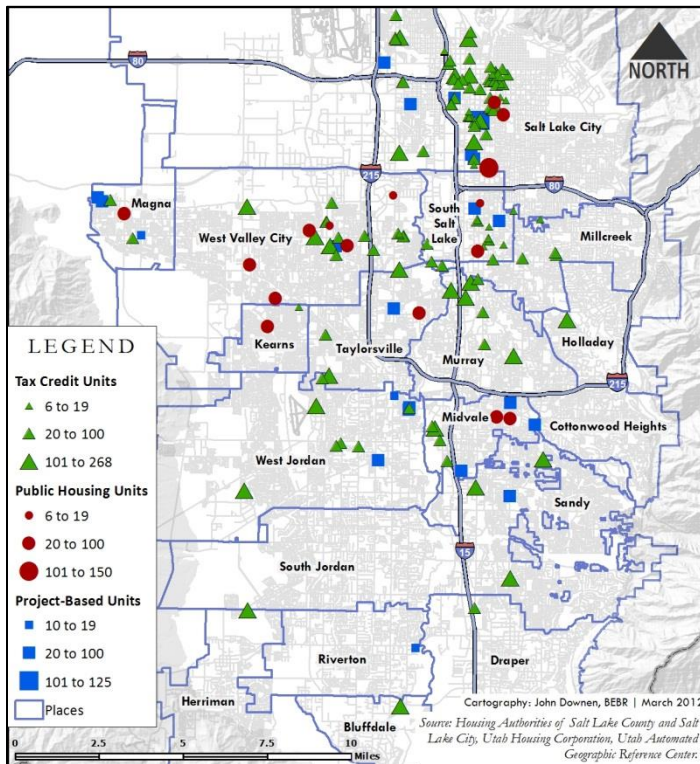
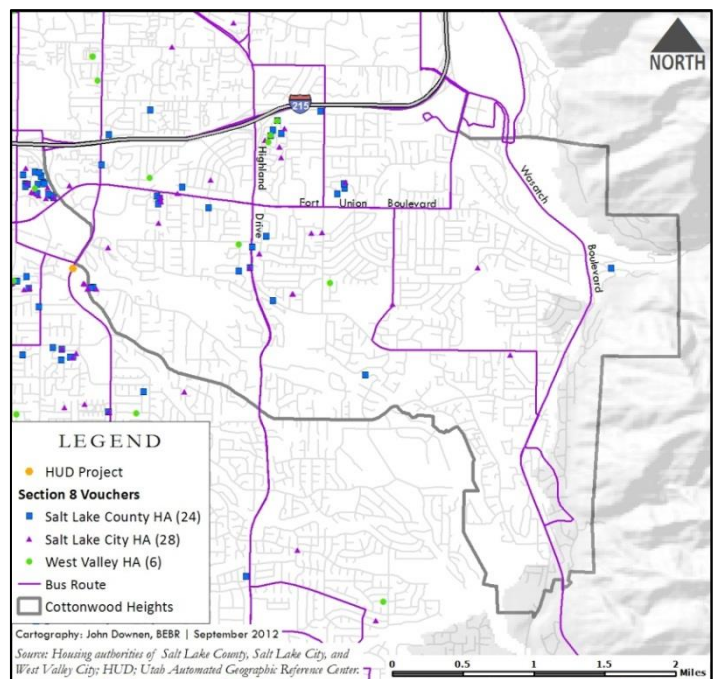


Figure 18 maps all the subsidized apartment projects in Salt Lake County. A majority of the projects, especially project-based units are located in the central and northern ends of the county. As a result, there are not any subsidized apartment projects in Cottonwood Heights. There is, however, one larger project-based unit on the western border of the city in Midvale. There are also a few public housing units and some tax credit units to the south in Sandy. This is most likely a result of the few public transportation options available in Cottonwood Heights, and the heavily residential nature of the city. As a result, there are lower levels of poverty in the city than some of its neighbors, where subsidized housing options are more currently necessary. However, a lack of public assistance housing may also be a major barrier to those lower-income families and individuals seeking a home in Cottonwood Heights.

Figure 19
Section 8 Vouchers in Cottonwood Heights, 2011



Despite the fact that there are no subsidized housing projects in Cottonwood Heights, there are 58 households using Section 8 vouchers from the Salt Lake County Housing Authority, Salt Lake City HA and West Valley HA (Figure 19). A majority of these vouchers are used along the bus routes and major streets in the city, especially along Fort Union Boulevard and down Highland Drive. There are only three vouchers used east of 2700 East. This is an indication that the residents using Section 8 vouchers are in fact relying on buses and public transportation for access to jobs, schools and other opportunities. As a result, there could be a present need to increase the routes and of frequency of public transit options in the city to further accommodate the poorer residents and protected classes in Cottonwood

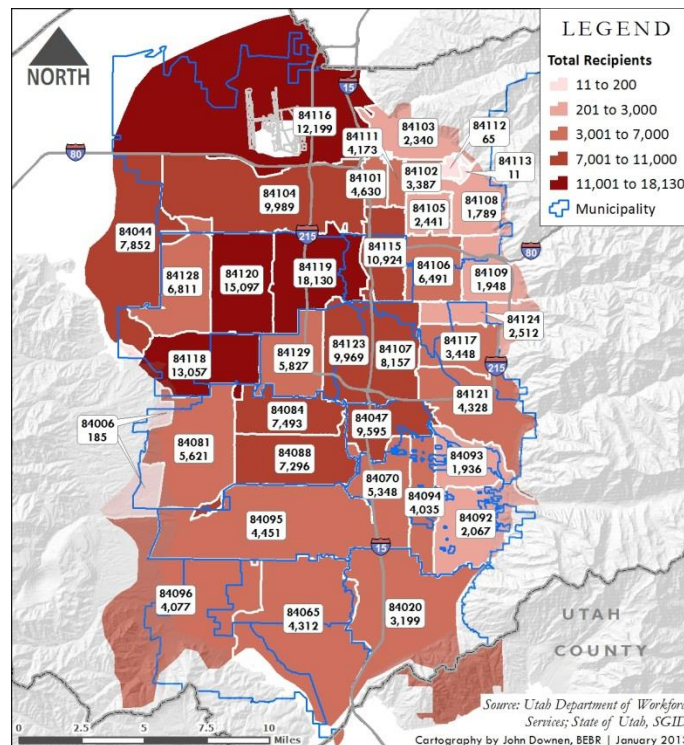
Table 14 displays the number of individuals receiving public assistance in Cottonwood Heights dis-aggregated by city and zip code. Each count in 2007 and 2012 is a distinct individual living in that zip code receiving assistance from a state program such as food stamps, Temporary Assistance for Needy Families (TANF) or any other financial, medical or child care services from the Department of Workforce Services (DWS). DWS estimates its services capture at least 70 percent of all poor living in these areas; the other 30 percent may be living in poverty, but are not using any form of public assistance. In the largest Cottonwood Heights zip code 84121, covering a majority of the city, the overall percent change in individuals receiving public assistance increased by almost 10 percentage points more than the county average. With over 1,500 more individuals in 2012 than 2007, Cottonwood Heights saw a 56.3 percent increase. The number of individuals receiving public assistance in 2012 is mapped in Figure 20 by zip code. Each zip code with fewer than ten recipients was suppressed in the data set, and each zip code without any residents or missing data are also removed. It should be noted that the zip codes used in the map are based on the U.S. Census Bureau’s “zip code tabulation areas” (ZCTAs) and do not correspond exactly to the boundaries used by DWS.

Table 14
Distinct Individuals on Public Assistance, 2007–2012

City	Zip Code	2007 Individuals	2012 Individuals	Absolute Change	Percentage Change
Cottonwood Heights	84171	Less than 10	10	≥1	≥10.0%
Cottonwood Heights (and Big Cottonwood)	84121	2,769	4,328	1,559	56.3%
Salt Lake County		146,699	215,426	68,727	46.8%

Source: BEBR Calculations from Utah DWS Data

Figure 20
Individuals Receiving Public Assistance by Zip Code, 2012



Source: Utah Department of Workforce Services; State of Utah, SGID. Cartography by John Downen, BEBR | January 2013

Table 15 uses the same DWS data on public assistance to calculate the number of large family households in 2007 and 2012 on public assistance. A larger family size is classified as a household of five or more individuals living together in one domicile. In Cottonwood Heights the number of large family households receiving public assistance increased by 374 families, for a percentage change of about 67 percent. Countywide, the number of large families receiving public assistance increased, by about 60 percent over the past five years. Figure 21 displays the concentrations of these large families by zip code in Salt Lake County.

Table 15
Large Family Households on Public Assistance, 2007-2012

City	Zip Code	2007 Family Size ≥5	2012 Family Size ≥5	Absolute Change	Percentage Change
Cottonwood Heights	84171	—	6	—	—
Cottonwood Heights (and Big Cottonwood)	84121	558	932	374	67.0%
Salt Lake County		30,473	49,019	18,546	60.9%

Source: BEBR Calculations from Utah DWS Data

Figure 21
Number of Large Families by Zip Code Receiving Public Assistance, 2012

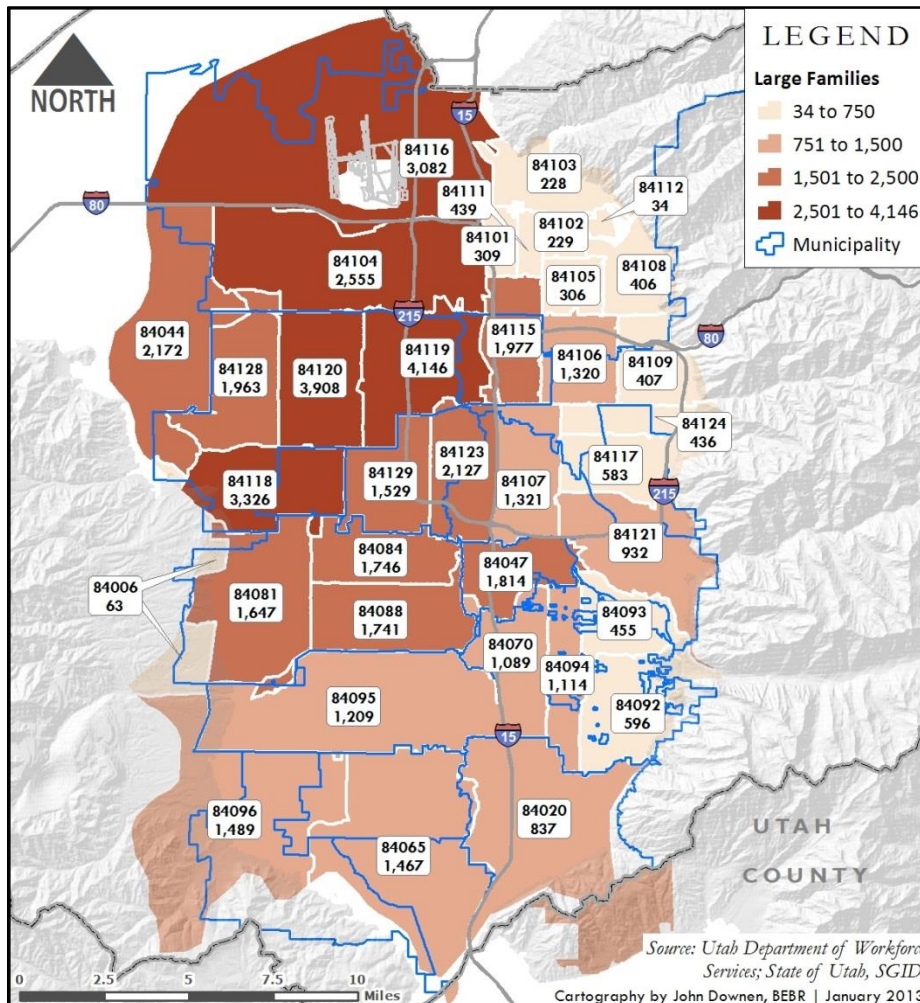


Table 16 shows the number of disabled individuals receiving public assistance in 2007 and 2012. To be considered disabled and on public assistance by DWS standards, each individual must be receiving financial assistance and have a verified condition by the Medical Review Board. Countywide, the number of disabled individuals on public assistance increased by about 21 percent. However, in Cottonwood Heights this change is only about 15 percent, equating to 69 more individuals in 2012. Figure 22 maps the number of disabled individuals on public assistance in 2012 by zip code in Salt Lake County.

Table 16
Disabled Individuals on Public Assistance, 2007–2012

City	Zip Code	2007 Disabled	2012 Disabled	Absolute Change	Percentage Change
Cottonwood Heights	84171	—	1	—	—
Cottonwood Heights (and Big Cottonwood)	84121	451	520	69	15.3%
Salt Lake County		21,460	25,942	4,482	20.9%

Source: BEBR Calculations from Utah DWS Data

Figure 22
Disabled Recipients Receiving Public Assistance by Zip Code, 2012

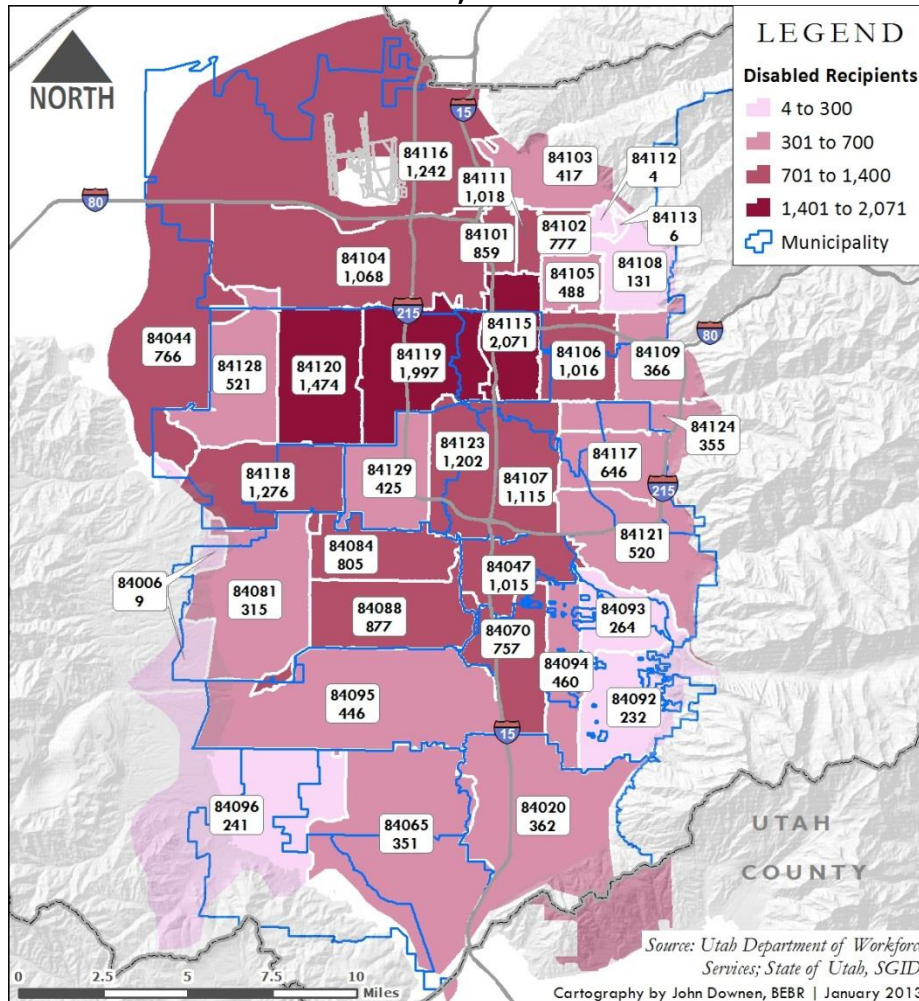


Table 17 uses the DWS data for the number of Hispanic individuals who received public assistance from the state in 2007 and 2012. Figure 23 maps the number of Hispanic recipients in 2012 by zip code in Salt Lake County. The highest number of Hispanic individuals is in the northern and western neighborhoods in the cities of Salt Lake City, West Valley City and South Salt Lake. However, some of the largest percentage increases were actually in the southern and eastern zip codes, including in Cottonwood Heights, almost a 10 percentage points higher than the county. This is most likely due to an increase in Hispanic individuals countywide. However, with a lower number of Hispanic residents to start with, a greater percentage increase is experienced.

Table 17
Hispanic Individuals on Public Assistance, 2007-2012

City	Zip Code	2007 Hispanic	2012 Hispanic	Absolute Change	Percentage Change
Cottonwood Heights	84171	-	0	-	-
Cottonwood Heights (and Big Cottonwood)	84121	278	364	86	30.9%
Salt Lake County		37,911	46,019	8,108	21.4%

Source: BEBR Calculations from Utah DWS Data

Figure 23
Hispanic Recipients of Public Assistance by Zip Code, 2012

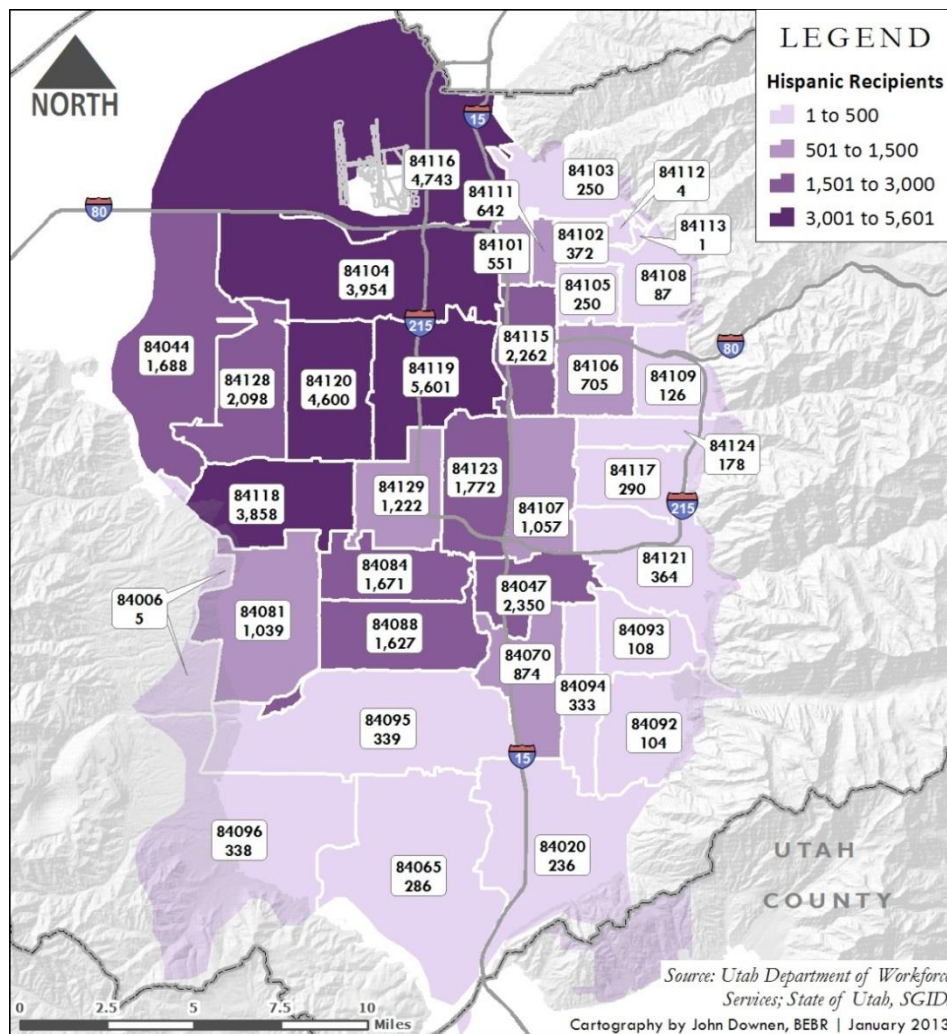
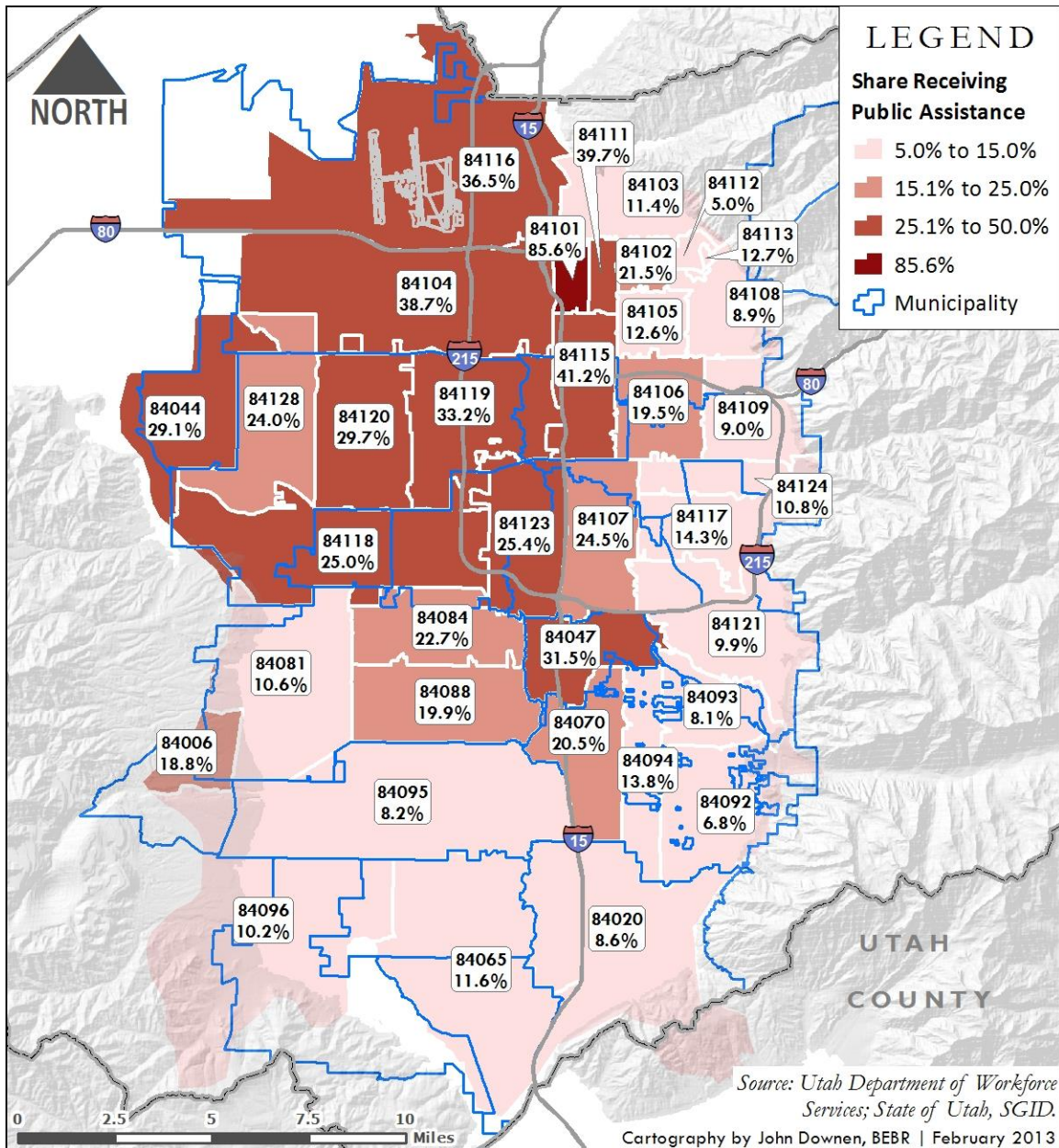


Figure 24 maps the percentage of individuals receiving public assistance in each zip code in Salt Lake County. Though the ZCTA boundaries do not exactly match those used by DWS, the general trends of public assistance recipients as a share of a regions population can be seen. Not surprisingly, Cottonwood Heights has one of the lowest shares of the population receiving public assistance. This is consistent with the relatively low number of protected classes, including poor (Figure 13) and minority residents (Figure 17) living in the city.

Figure 24
Percent of Individuals Residing in a Zip Code Receiving Public Assistance, 2010



DISPARITIES IN OPPORTUNITY

HUD provided six measurements of opportunity for each census tract with which to quantify the number of important “stressors” and “assets” that influence the ability of an individual or family to access and capitalize on opportunity. These six measures were aggregated to the city level using the population of each census tract within the city boundaries of Cottonwood Heights, it received an opportunity score of 7.5 out of 10, a full 2.6 points higher than the county (Table 18). In fact, every composite index for Cottonwood Heights scored higher than the county average, though Job Access in Cottonwood Heights only scored a tenth of a point higher than the county at 5.5. School proficiency scored the highest at 7.7, a full 3.4 points higher than the county, and labor market engagement scored a 6.6. Overall, the opportunity index scores in Cottonwood Heights indicate a generally higher access to opportunity than other cities in the county. Therefore, the city can be seen as a desirable place for people of all economic, social and racial/ethnic statuses. An investment in infrastructure including affordable, fair housing and public transit options could further benefit the poor residents already living in Cottonwood Heights, as well as those seeking high educational, employment and housing opportunities in the city.

Table 18
Weighted, Standardized Opportunity Index

	School Proficiency	Job Access	Labor Market Engagement	Poverty	Housing Stability	Opportunity
Cottonwood Heights	7.7	5.5	6.6	5.9	6.6	7.5
Salt Lake County	4.3	5.4	5.0	4.9	5.3	4.9

Source: HUD Spreadsheet for Sustainable Communities Grantees

Figure 25
Opportunity Index by Census Tract in Cottonwood Heights

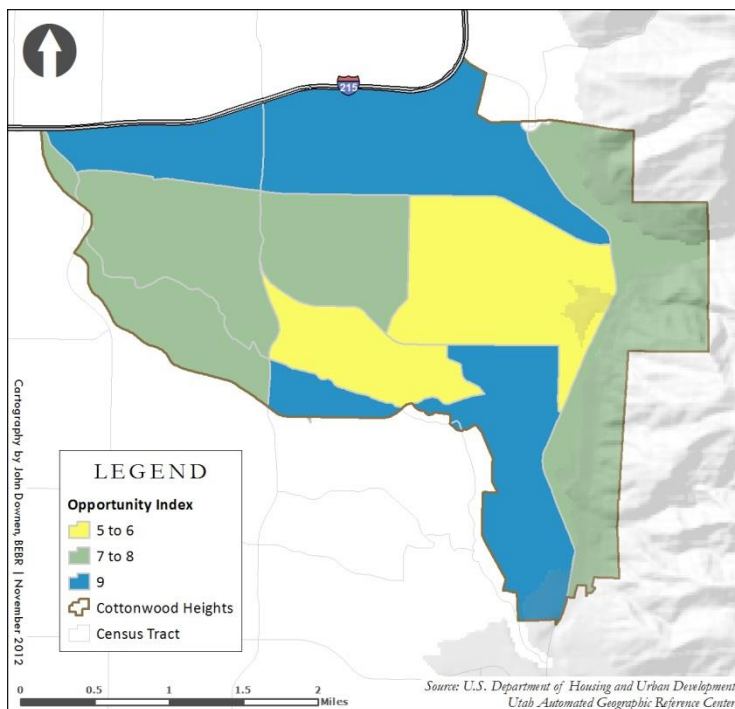
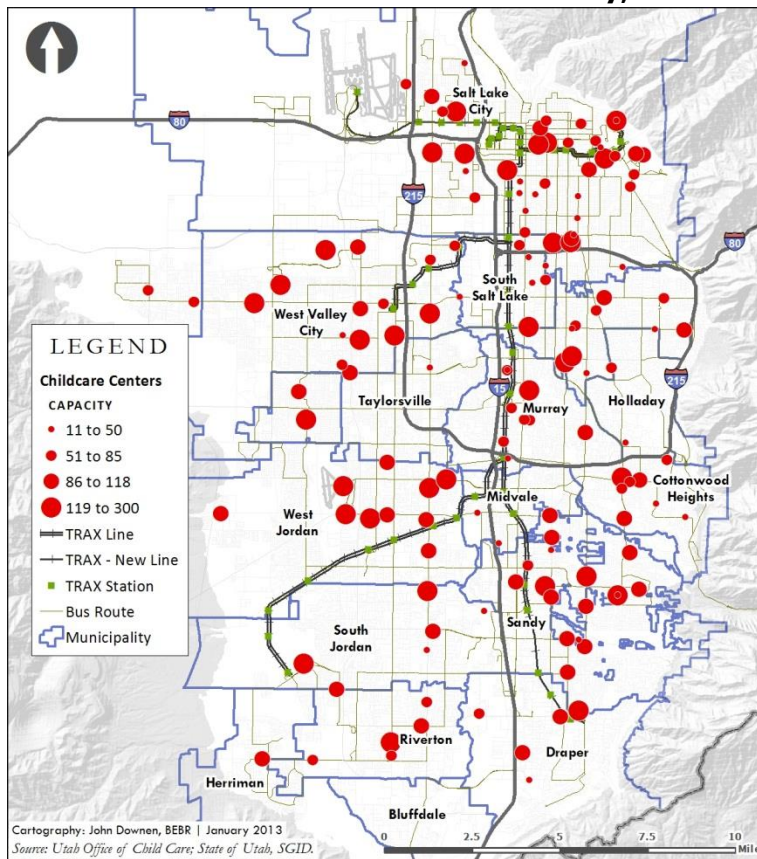


Figure 25 depicts the score of each census tract in Cottonwood Heights from the HUD Opportunity Index. In the entire city, only one tract scored a 5 out of 10, while every other tract scored a 6 or higher. Four tracts even scored 9’s, while five scored between a 7 and 8. The highest-scoring tracts each border cities, effectively surrounding the two lowest-scoring tracts more in the center of the city. This could indicate lower opportunity within the middle of the city itself, and higher opportunity to those living near the edges of the city, and most likely commuting to other cities like Sandy or Midvale for work or other necessary services not offered in more suburban Cottonwood Heights.

Figure 13 maps the active childcare centers in Salt Lake County by capacity, not including licensed family or residential certificate facilities. The larger the dot is on the map, the higher the maximum capacity of the center. Access to daycare can be considered an advantage in terms of fair and equitable housing as well as access to opportunity for many reasons. For one, if a household relies on low-wage jobs for stability, it is valuable to have affordable childcare so that adults are able to earn income for their families. Similarly, without access to childcare, more parents will be forced to stay at home with their children, thereby forgoing potential earned wages. Similarly, with a longer commute time to childcare, the more restricted the hours a parent or guardian is able to work. This is especially important for Hispanics, who on average have larger household sizes than their non-Hispanic white counterparts (Table 4). As a result, a lack of adequate childcare can restrict a family's mobility and the amount of time they can invest in opportunities outside the home. This can present an impediment to housing choice for minorities, larger families, and low-income households. As it can be seen in Figure 13, Cottonwood Heights has more than a few childcare centers, with most of the capacity concentrated in the northern tracts of the city near Fort Union Boulevard. This area of the city is also the most commercial and as a result these childcare centers are within a close proximity to many low-wage jobs. Not surprisingly, this is also an area with the highest concentration of minority households (Figure 5 and Figure 8) and poor minority residents (Figure 13). The few daycare centers that do exist in the southern part of the city are smaller in scale, with much lower capacities. However, the three that are located in the southern half of the city are each located along the bus routes down Highland Drive and along Bengal Boulevard.

Figure 26
Childcare Centers in Salt Lake County, 2010



Each dot represents childcare centers only and does not include any licensed family or residential certificate providers. Those providers are protected under GRAMA and their location is not public information. However, each licensed provider in a private residence may have up to 8 children in their care.

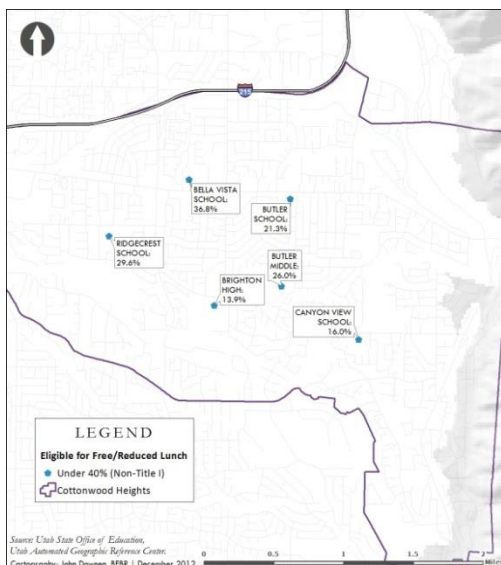
As a further assessment of opportunity in Cottonwood Heights, an index is created as a representation of opportunity with K-12 public schools in Salt Lake County. This is done by summing two normalized, positive indicators: percent proficiency in language arts and science for elementary, middle and high schools. Subtracted from this indicator is the summation of four negative proxies for home environment and educational quality: free and reduced lunch percentage, percentage of minority students, percentage of students with limited English proficiency parents/guardians and average classroom size. Each school containing data on all of these indicators is then ranked based on their normalized index score by the county. From there, the ranking is split into decile ranks across the county, with a score of 10 representing the highest opportunity score. Overall, there are 204 schools with complete data on all the indicators, six of which are located in Cottonwood Heights. Not surprisingly, based on the high score from HUD’s Opportunity Index (Table 18), all six of the schools scored well. The lowest three scored a 7, while the highest, Canyon View School, scored a 9 (Table 19). Compared to the county, the lowest-ranked school, Brighton High, is still ranked at 77th out of the 204 schools. In short, there is a lot of access and ability to capitalize on educational opportunity within the Cottonwood Heights public schools. As a result, the children of minority, low-income and other protected classes could potentially benefit from attending public schools in the city of Cottonwood Heights. This is of course only possible so long as there is adequate access to jobs, public transit, affordable and fair housing, and other resources residents require to capitalize on present opportunity.

Table 19
Cottonwood Heights School Opportunity

District	School	County Ranking	Opportunity Index
Canyons	Brighton High	77	7
Canyons	Bella Vista School	66	7
Canyons	Butler Middle	63	7
Canyons	Ridgecrest school	60	8
Canyons	Butler School	42	8
Canyons	Canyon View School	25	9

Source: BEBR computations from Utah State Office of Education data

Figure 27
Free/Reduced Lunch Eligibility
in Cottonwood Heights, 2011



The following five figures (Figure 27, Figure 28, Figure 29, Figure 30, and Figure 31) each depict most of the elements of the school opportunity index, the exception being the exclusion of class size due to the minute changes between schools. Not surprisingly, none of the schools in Cottonwood Heights are Title I schools, have much higher than a quarter minority students or much more than 5 percent with limited English proficiency parents/guardians. More importantly, the proficiency for each school for both science and language arts is above 75 percent of the student body proficient. Each of these metrics results in an a composite score for each school of 7 or above, placing each school well above the county median. Similarly, considering the geographical dispersion of poor residents in Cottonwood Heights from Figure 13, there are no strong geographical barriers or trends making certain schools performance better than others. Rather the results seem based on the individual characteristics within each school itself.

Figure 28
Share of Students Proficient in Language Arts in Cottonwood Heights Public Schools, 2011

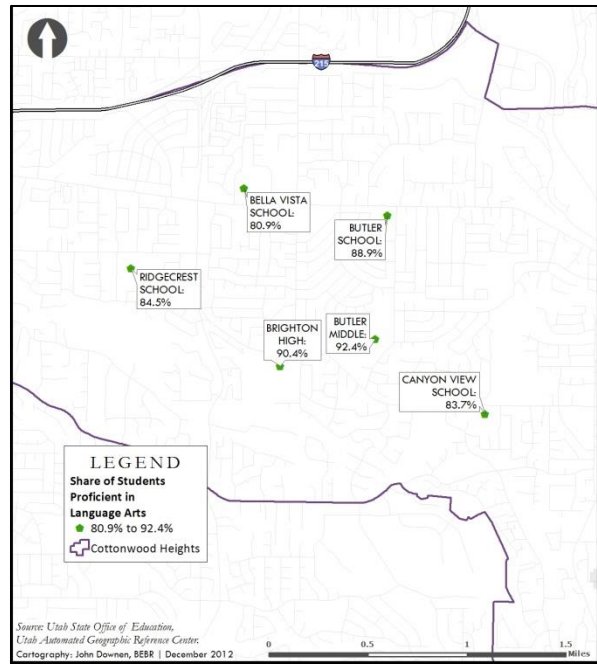


Figure 29
Share of Students Proficient in Science in Cottonwood Heights Public Schools, 2011

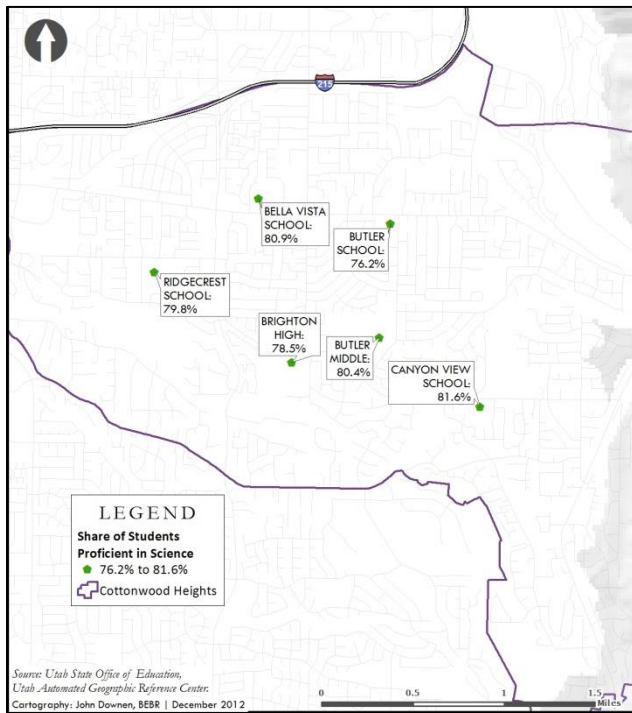


Figure 30
Minority Share of Enrollment in Public Schools in Cottonwood Heights, 2011

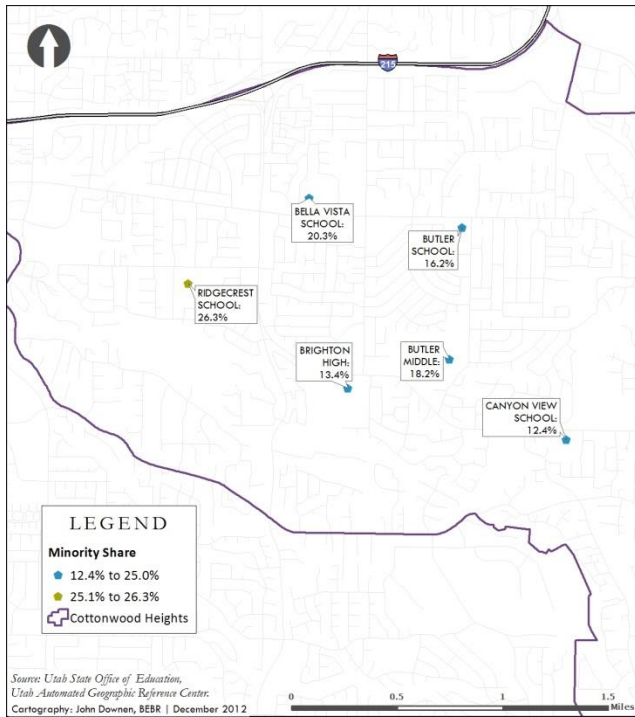
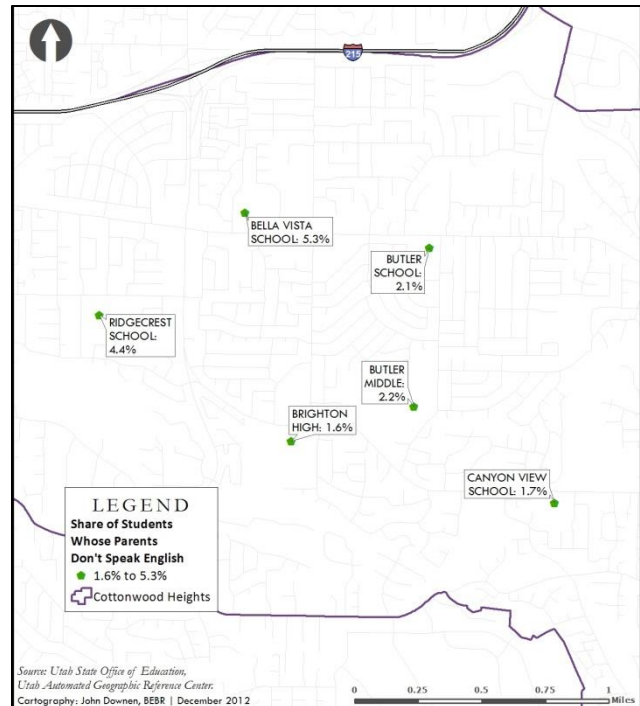


Figure 31
Share of Students with Parents of Limited English Proficiency in Cottonwood Heights, 2010



One way to measure the racial and ethnic diversity of an area is to use readily available public school enrollment data. Every year, the Utah System of Education collects data on the fall enrollments of each public school in the state. Included in this data collection is information on the race and ethnicity of students enrolled in a public school in grades K through 12. In one particular survey, it allows each student to choose only a single race/ethnicity category with an option to select multi-racial, creating distinct count per student. Allowing each student to only be classified by one race/ethnic category eliminates the issue of double counting individual students who identify as more than one distinct race. This allows for a unique analysis of racial and ethnic makeup of public schools in Utah. Similarly, the number of minority students enrolled in public schools can be used as a proxy for estimating the diversity of families residing in each city. Table 20 shows the racial and ethnic composition of students enrolled at each school in Cottonwood Heights.

Table 20
Enrollment Percentage by Race in Public Schools, 2011

School Name	Minority	African Am or Black	American Indian/ Alaskan Native	Asian	Hispanic/ Latino	Multi-Race	Pacific Islander
Albion Middle	12.0%	0.4%	0.6%	1.9%	5.6%	2.7%	0.9%
Canyon View School	12.4%	1.0%	0.0%	0.8%	5.5%	4.7%	0.3%
Brighton High	13.4%	1.5%	0.5%	2.4%	5.2%	2.7%	1.0%
Butler School	16.2%	2.2%	0.6%	0.6%	6.2%	4.0%	2.6%
Butler Middle	18.2%	0.9%	0.2%	2.4%	8.6%	4.2%	1.9%
Bella Vista	20.3%	1.7%	2.4%	1.7%	9.4%	4.6%	0.6%
Ridgecrest School	26.3%	1.8%	0.7%	6.0%	12.2%	5.3%	0.4%
Cottonwood Heights Totals	16.0%	1.3%	0.6%	2.3%	7.0%	3.7%	1.1%

Source: BEBR Computations from Utah State Office of Education Data

The enrollment data from the Utah State Office of Education from the years 2006-2007 and 2010-2011 provides information on ethnicity enrollments in Salt Lake County public schools. The data comes from the Superintendent’s Annual Report for each respective year, and are then matched based on school name, district and location. From there the data is separated by city, and in some cases, by township. If a school is not located inside an incorporated city, or one of the two townships, Kearns and Magna, then they are included in the analysis for the closest city to their physical location. While the data from each year is not organized or collected in the exact same manner, they are still comparable. For example, in 2007 there is a category for “unknown” ethnic/racial identity, whereas in 2011 there is no “unknown” category but there is a “multi-race” category. These two classifications cannot be assumed to be the same, as someone who claims to be “unknown” is not necessarily a multi-race individual. However, both of these categories are used in the calculation for total enrollments and total minority enrollments in each respective year.

Cottonwood Heights is a newly incorporated city in the southeastern corner of Salt Lake County, just north of Sandy. It is largely residential and suburban with a total of seven public schools within the city limits, all of which are listed in Table 20. The city lost an aggregate total of 325 student enrollments, most of which is a contribution of a large loss of 661 non-Hispanic white students (Figure 32). The only other ethnic group to decline in enrollment in Cottonwood Heights is Asian students, with a loss of 25 students. The largest gains were seen in Hispanic students where only one school, Canyon View School did not see an increase in their enrollments. Overall though, not a single

school in the city experienced a total decline in ethnic enrollments. A further analysis of total minority enrollment change by ethnic group for each school level in Cottonwood Heights is shown in Figure 32. This chart shows the large decline in the total number of non-Hispanic white students in both middle and high schools in the city. It also illustrates the effect these large declines have on the total number of student enrollments. Despite every other ethnic group increasing the total number of students still decreases over time. There is also a decline in the additional number of Hispanic students from elementary to middle and high school, which appears to be a large factor in the total number of additional ethnic minority enrollments in Cottonwood Heights schools.

Figure 32
Total Minority Enrollment Changes, 2007–2011

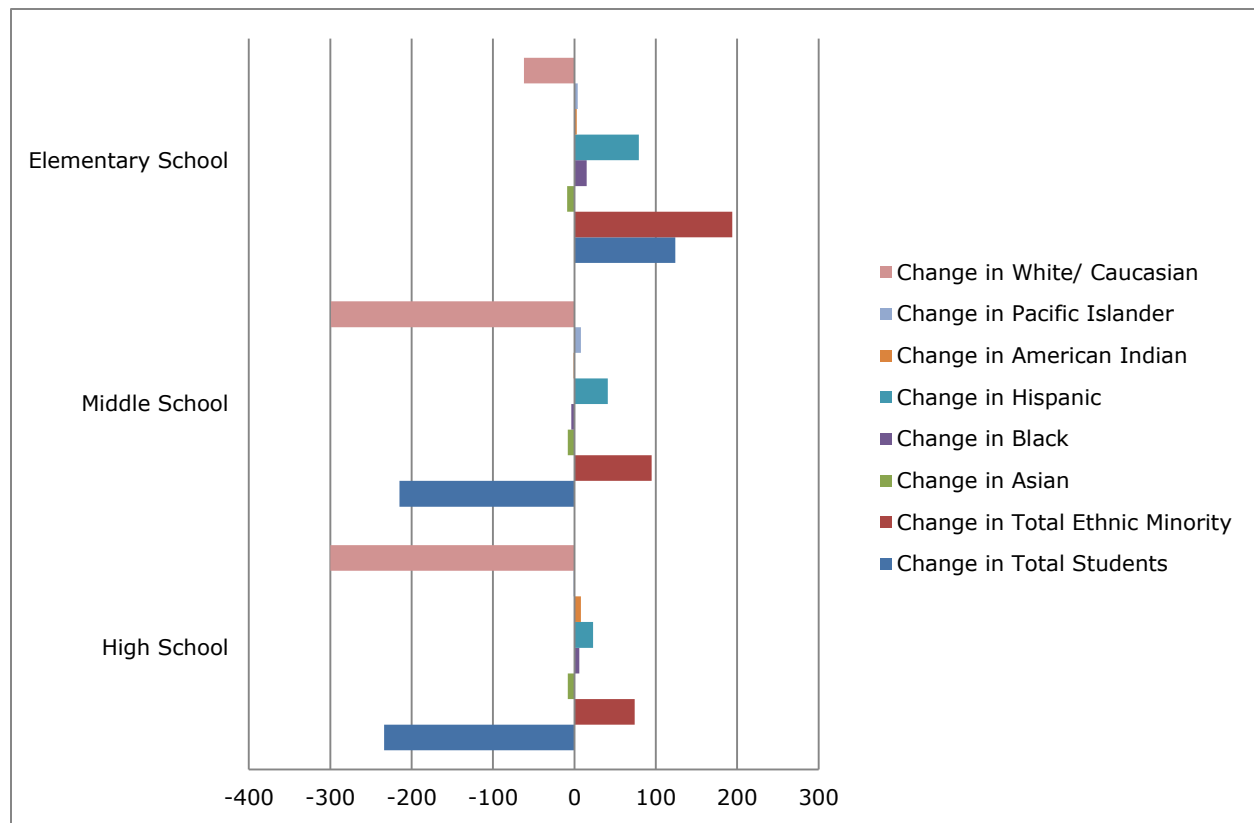
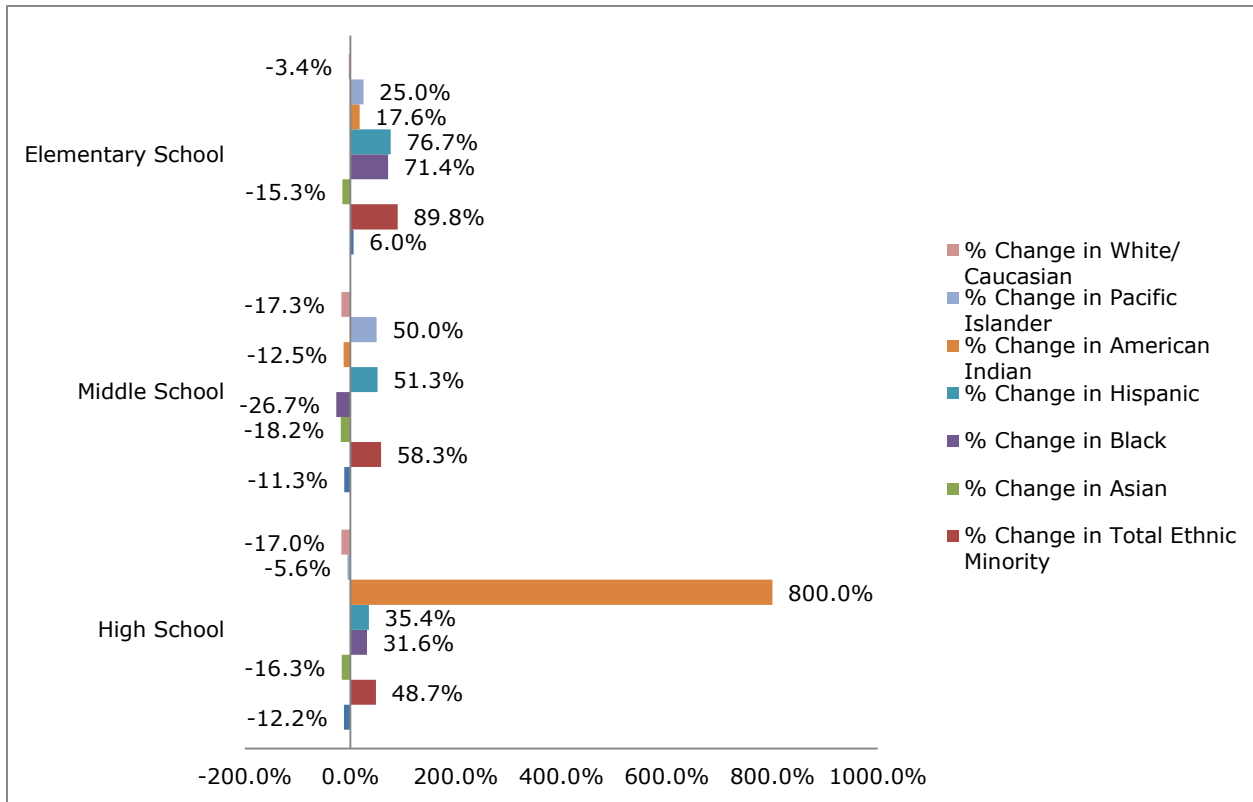


Figure 33 furthers this analysis by showing the percentage change in enrollments aggregated to the city level for each school level for each ethnicity. Most striking here is the 800 percent increase in high school American Indian students attending Brighton High. However, this only equates to an increase from one American Indian student in 2007 to eight students in 2011. More importantly, even though non-Hispanic white enrollments decreased by around 300 students in middle and high schools, this decrease is only a 17 percent reduction in each level. On the other hand, minority enrollments increase by 29 percent in high schools and 38 percent in middle schools. The minority enrollments almost doubled in Cottonwood Heights elementary schools. Overall the largest increases were seen among Hispanic and black enrollments, while non-Hispanic whites declined in every school level.

Figure 33
Minority Enrollment Percentage Change, 2007–2011



The 800% increase in American Indians equates to an increase of 1 enrollment in 2007 to 8 enrollments in 2012. Though the increase is large, the actual increase in enrollments is less significant.

In accordance with Title VI of the Civil Rights Act of 1964, HUD recognizes persons who, as a result of national origin, do not speak English as their primary language and have a limited ability to read, write, or understand the language. As the major metropolitan center of the state, Salt Lake County must account for the percentage of Limited English Proficiency, or LEP, persons living in the county. According to data from the Utah State Office of Education, there are concentrated areas of both high and low levels of LEP throughout the county. Within the city of Cottonwood Heights there are seven public schools: four elementary schools, two middle schools and one high school. The range of percentage of students with LEP parents is similar to that of the other southern Salt Lake County schools. The lowest reported rate is 2.77 percent of students with LEP parents at Brighton High to the highest of 9.41 percent of students with LEP parents at Ridgecrest Elementary School. Similar to the other southern cities of Salt Lake County, the percentage of students with LEP parents is relatively low across all the schools. Figure 34 shows the reported percentages of students whose parents' primary language is not English at each public school in Cottonwood Heights.

Figure 34
Percent of Students with LEP Parents, 2010

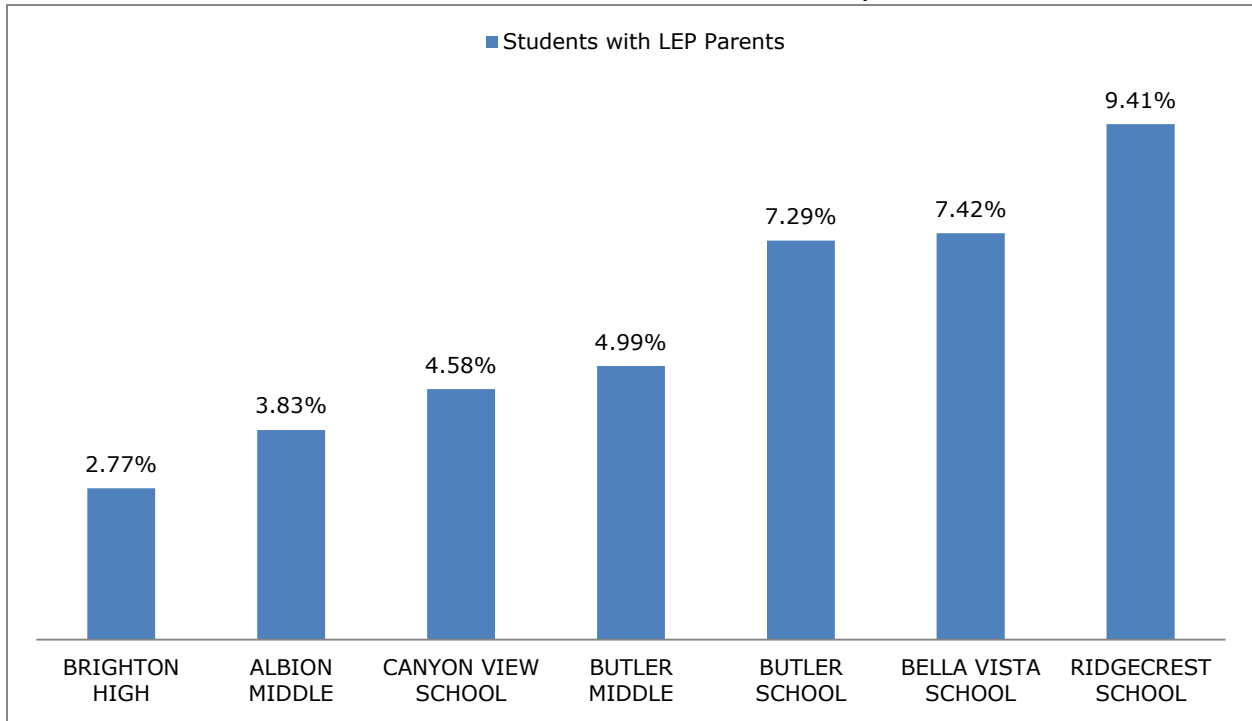
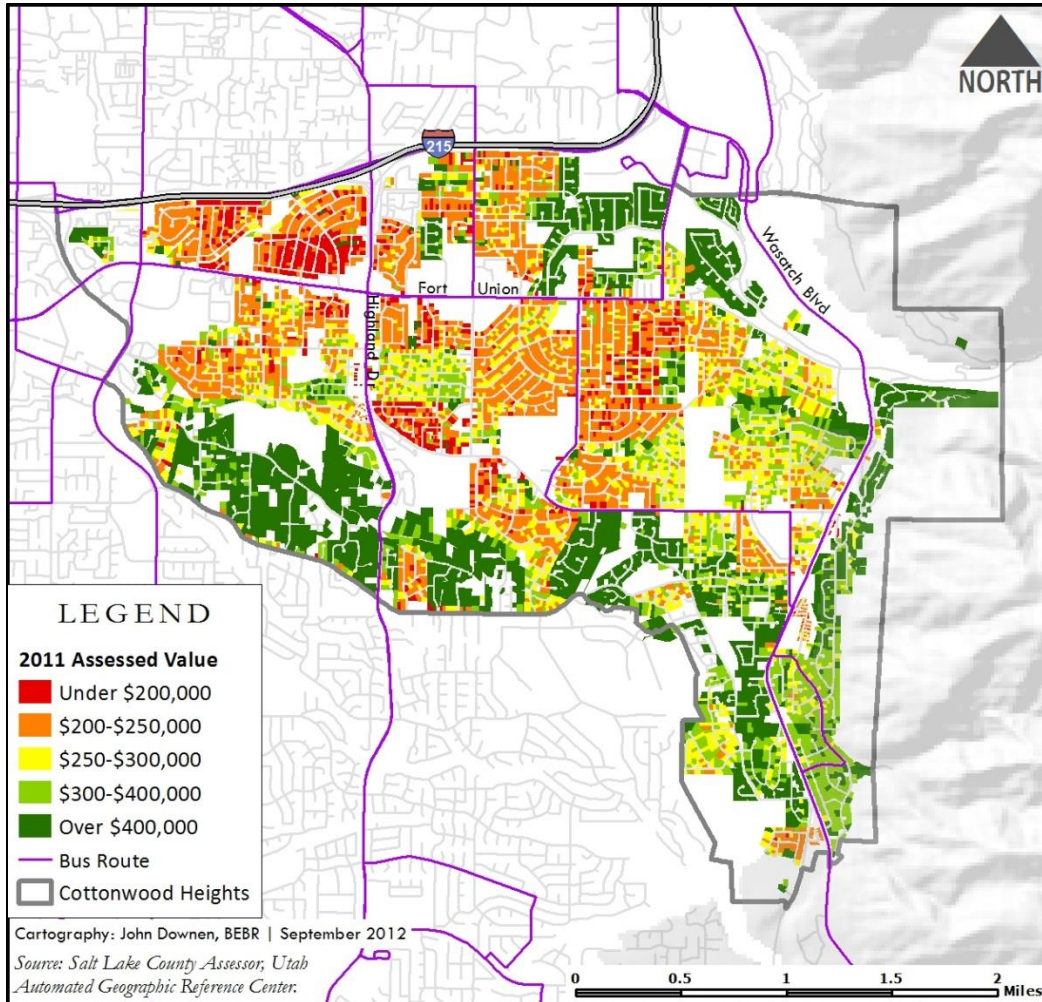


Figure 35 shows the assessed value of detached single-family homes by neighborhood in Cottonwood Heights. Throughout the entire city, the home values vary quite a bit from under \$200,000 a unit in the northwest to over \$400,000 in the southwest and eastern parts of the city. However, a few patterns do tend to exist for home values in Cottonwood Heights. For one, it appears the closer to Fort Union the home is, the lower the assessed value of the home. A similar trend is true in the western portion of the city, where the closer to Interstate 215, the lower the home value. For the most part, the highest-valued homes are along the edges of the city, primarily to the south along the Sandy border, and to the east along the foothills of the Wasatch Mountains. Of course, exceptions are present in all cases, like the blocks north of Fort Union between 2300 East and 3000 East, which are valued over \$400,000. However, the general trend is the more central the home in the city, the lower the assessed value. This results in limitations that lower-income families are priced out of the nicer neighborhoods along the edges of the city, forcing them to find homes in the central, lower opportunity areas. There, the homes tend to be smaller in size, older and generally provide less value for the investment it takes to own a home. Similarly, though some of these homes are not far off the main roads, many are quite a few blocks, even arguably further than comfortable walking distance to any major bus route.

Figure 35
Assessed Value of Detached Single Family Homes in Cottonwood Heights, 2011



Foreclosed homes have not only a negative effect on the residents who lost their homes, but can also negatively affect neighboring housing and real estate values in the area. Table 21 estimates the percentage of the owned housing stock that was foreclosed on in the last few years in Salt Lake County. The calculations use total foreclosures between 2008 and 2012 from the Wasatch Regional Front Multiple Listing Service, and the total owned homes from the 2010 U.S. Census as the best approximation of the total housing stock in a zip code. The share of foreclosed homes in Cottonwood Heights was about 1.44 percent for its main zip code, 84121. This is one of the lower foreclosure rates for any zip code in the county. This is not surprising, considering the many of the lowest foreclosure rates are in the zip codes furthest east in the county.

Table 21
Foreclosed Homes in Salt Lake County, 2008-2012

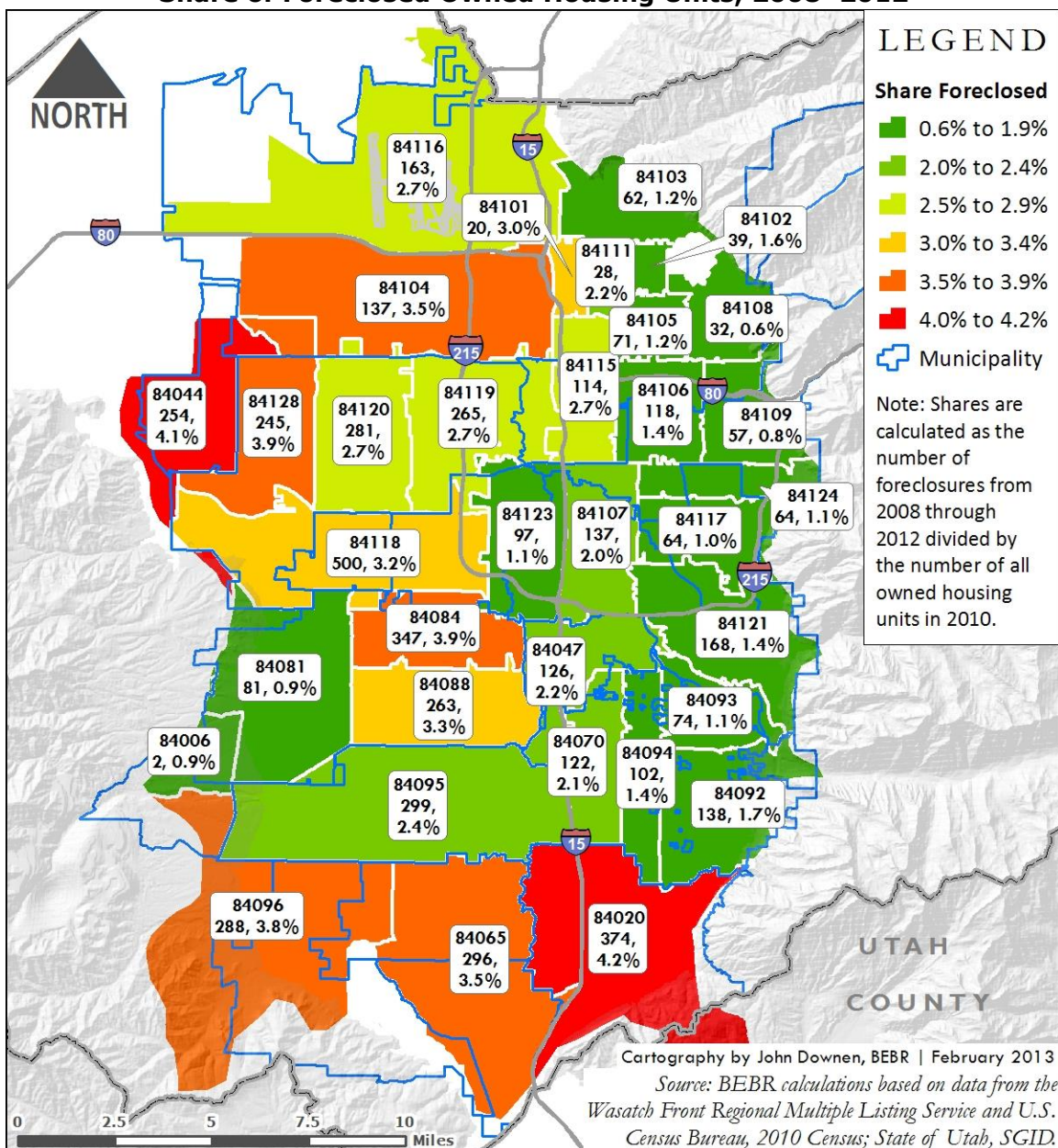
City	Zip Code Tabulation Area	Total Owned Units	Total Foreclosures for 2010 ZCTA (2008-2012)	Share of Foreclosed Homes
Bluffdale/Riverton	84065	8534	296	3.47%
Cottonwood Heights (and Big Cottonwood)	84121	11692	168	1.44%
Draper	84020	8852	374	4.23%
Herriman	84096	7597	288	3.79%
Holladay	84117	6588	64	0.97%
Magna Township	84044	6194	254	4.10%
Midvale	84047	5739	126	2.20%
Millcreek/Parley's Canyon	84109	6773	57	0.84%
Murray	84107	6925	137	1.98%
Salt Lake City Total		39134	670	1.71%
Salt Lake City	84101	657	20	3.04%
Salt Lake City	84102	2401	39	1.62%
Salt Lake City	84103	4968	62	1.25%
Salt Lake City	84104	3926	137	3.49%
Salt Lake City	84105	5761	71	1.23%
Salt Lake City	84111	1302	28	2.15%
Salt Lake City	84112	1	0	0.00%
Salt Lake City	84113	0	0	—
Salt Lake City	84116	5944	163	2.74%
Salt Lake City (and Emigration)	84108	5648	32	0.57%
Salt Lake City (and Millcreek)	84106	8526	118	1.38%
Sandy Total		28234	436	1.54%
Sandy	84070	5922	122	2.06%
Sandy (and Little Cottonwood)	84092	8318	138	1.66%
Sandy	84093	6738	74	1.10%
Sandy	84094	7256	102	1.41%
South Jordan	84095	12490	299	2.39%
South Salt Lake	84115	4173	114	2.73%
Taylorsville Total		24345	597	2.45%
Taylorsville	84123	8509	97	1.14%
Taylorsville (and Kearns)	84118	15836	500	3.16%
Unincorporated (Brigham Canyon)	84006	228	2	0.88%
Unincorporated (Millcreek/Mt. Olympus)	84124	6034	64	1.06%
West Jordan Total		26114	691	2.65%
West Jordan	84081	9353	81	0.87%
West Jordan	84084	8868	347	3.91%
West Jordan	84088	7893	263	3.33%
West Valley City Total		26302	791	3.01%
West Valley City	84119	9704	265	2.73%
West Valley City	84120	10246	281	2.74%
West Valley City	84128	6352	245	3.86%
Salt Lake County		235948	5428	2.30%

Zip Code 84129 had a total of 25 foreclosed homes since its incorporation in 2011. However, this table uses the 2010 Zip Code Tabulation Areas (ZCTAs) from the 2010 Census, and therefore does not include 84129. However, this zip code was formed from parts of zip codes 84118, 84119 and 84084. There are 10,324 single-family parcels in 84129. Of these, 2,090 are in ZCTA 84084, 7,147 are in 84118, and 1,087 are in 84119. Assuming the 25 foreclosures in 84129 since July 2011 were evenly distributed across the area, these numbers are used to weight these foreclosures to the other/older zip codes. Thus the County totals should still equal the accurate total number of foreclosures, and ZCTA's 84118, 84119 and 84084 have 17, 3 and 5 additional foreclosures, respectively, added that are currently in the 84129 zip code.

Source: BEBR Calculations From Wasatch Front Regional Multiple listing Service and U.S. Census Bureau, 2010 Census

Figure 36 maps the share of the foreclosed homes in each zip code in Salt Lake County, based on the 2010 owned housing stock and Zip Code Tabulation Areas (ZCTAs) from the U.S. 2010 Census. There are disparities among the zip codes in Salt Lake County with the clearest example being the easternmost zip codes. For the most part, the concentrations of the lowest foreclosure rates are along the eastern border of the county, including Cottonwood Heights. This is in contrast to the western and southern zip codes, which have some of the highest rates. Not surprisingly, these areas have low numbers of minority and low-income residents, and are highly ranked in terms of access to opportunity. This could indicate a high desire to reside in these zip codes, but a low level of adequate, affordable housing for all classes of people. Each zip code's share of foreclosed homes is displayed in Figure 36.

Figure 36
Share of Foreclosed Owned Housing Units, 2008–2012



Lending Practices

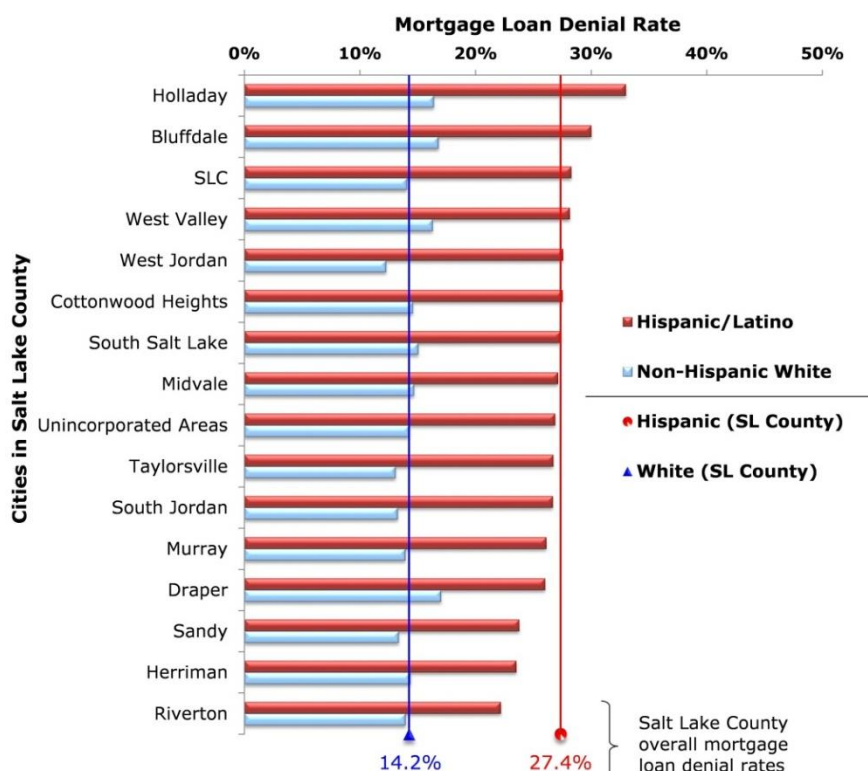
The disparities in homeownership across racial and ethnic lines reflect only the symptoms of underlying impediments in the home mortgage application process. The Home Mortgage Disclosure Act (HMDA) data was compiled for Salt Lake County to better understand the barriers that members of the protected classes face in obtaining mortgages. For illustrative purposes, non-Hispanic white applicants were compared with Hispanic/Latino applicants for most metrics derived from the HMDA data. Homeownership and housing stability are two dimensions of housing opportunity that can be assessed using HMDA data by examining mortgage application outcomes and the high-interest lending practices.

Figure 37 shows the overall mortgage denial rates from 2006 to 2011 by race and ethnicity for each city in Salt Lake County. The vertical reference lines in Figure 37 mark the overall county-level denial rates for non-Hispanic white and Hispanic/Latino applicants, which are 14.2 and 27.4 percent, respectively. The denial rates for Cottonwood Heights properties are commensurate with denial rates at the county level for both non-Hispanic white and Hispanic/Latino applicants.

Bluffdale and Holladay have the highest Hispanic denial rates in the county, averaging over 30 percent. Note that these two cities account for only 0.6 percent of the total Salt Lake County mortgage applications for Hispanics.

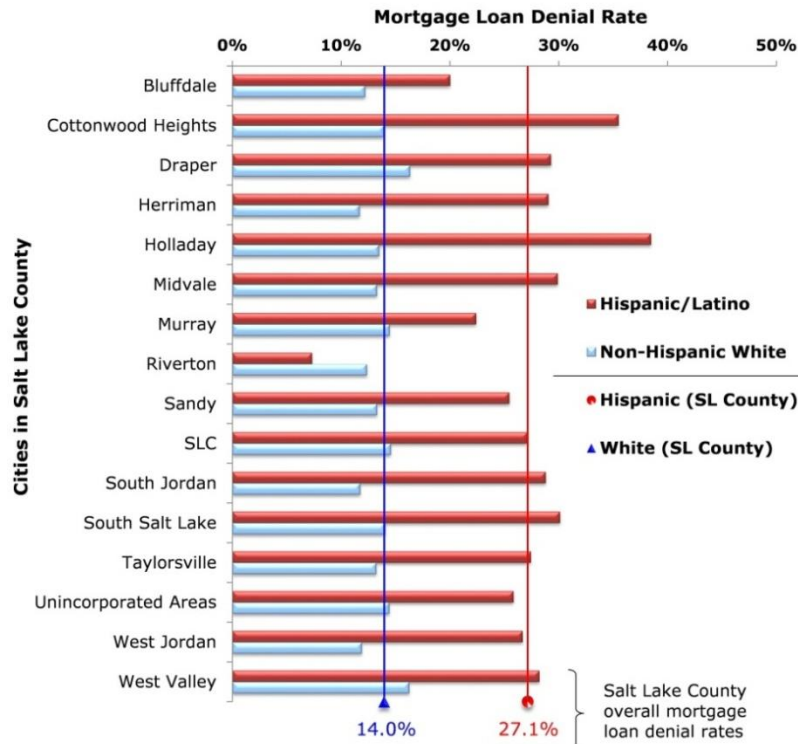
In fact, Bluffdale received only 30 Hispanic/Latino applications from 2006 to 2011. However, other cities with high mortgage application rates among Hispanics have similar denial rates. Salt Lake City and West Valley City, which account for 45 percent of the county's Hispanic mortgage applications, have Hispanic denial rates slightly above the overall Hispanic denial rate at the county level. In other words, while the Hispanic denial rates in southern and eastern cities in the county might deviate from the overall Hispanic denial rate, due to low Hispanic application volume, the Hispanic denial rates are significantly higher than those among non-Hispanic white applicants for all cities in the County.

Figure 37
Percent of Mortgage Loan Applications Denied by Race/Ethnicity in Salt Lake County Incorporated Cities, 2006–2011



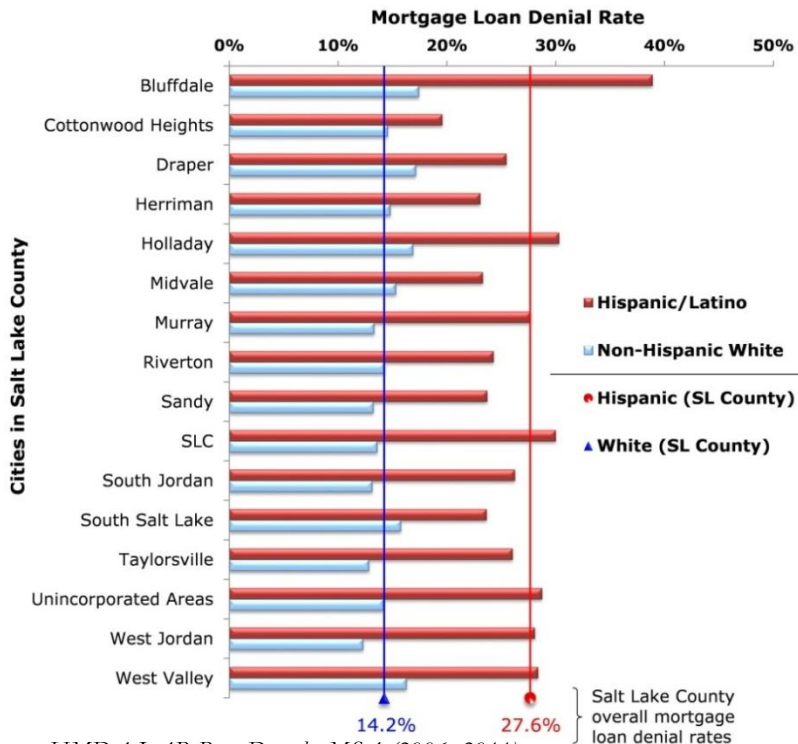
Source: HMDA LAR Raw Data by MSA (2006–2011)

Figure 38
Percent of Mortgage Loan Applications (At or Below 80% HAMFI)
Denied by Race/Ethnicity in
Salt Lake County Incorporated Cities, 2006–2011



Source: HMDA LAR Raw Data by MSA (2006–2011)

Figure 39
Percent of Mortgage Loan Applications (Above 80% HAMFI)
Denied by Race/Ethnicity in
Salt Lake County Incorporated Cities, 2006–2011



Source: HMDA LAR Raw Data by MSA (2006–2011)

Despite the large gaps in denial rates between non-Hispanic white and Hispanic applicants shown in Figure 37, the inherent income differences between the two groups could be a contributing factor to this gap. However, as shown in Figure 38 and Figure 39, even when the denial rates are disaggregated by different income categories, the denial rate gap between the two groups persists indicating racial disparity and potential descrimination. Figure 38 shows the denial rates among white and Hispanic applicants with reported incomes at or below 80 percent HAMFI (median family income), while Figure 39 shows the denial rates for applicants with reported incomes above 80 percent HAMFI. Note that the reported incomes for applicants from 2006 to 2011 are adjusted relative to the median family income for the year that they filed their mortgage applications.

The overall county-level denial rates do not change across groups. The Hispanic denial rate remains at levels above 27 percent, while the white denial rate is 14 percent—regardless of income bracket. At the city level, the denial rate gap between the two groups closely resembles that of the county. The only anomaly is Riverton, which has a lower Hispanic denial rate than that of non-Hispanic whites in the income category at or below 80 percent HAMFI (Figure 38). However, note that Riverton had only 41 Hispanic applications during this 6-year period with reported incomes at or below 80 percent HAMFI. Furthermore, over a fifth of these applications were withdrawn by the applicant. This withdrawal rate is twice as high as the overall county level for Hispanic applicants in this income bracket. Riverton’s low Hispanic application volume and high application withdrawal rate could have contributed to the low Hispanic denial rate. Nonetheless, for applicants above the 80 percent HAMFI threshold, the denial rate gap in Riverton resurfaces.

The denial rate gap is reduced from the low-income bracket (Figure 38) to the high-income bracket (Figure 39) for some cities such as Cottonwood Heights, Bluffdale, and Draper. For properties in Cottonwood Heights, over 35 percent of Hispanic/Latino applicants earning below 80 percent HAMFI were denied mortgages compared to only 14 percent of non-Hispanic white applicants in the same income category. The gap reduces in the income bracket above 80 percent HAMFI, where the denial rates are 20 percent and 15 percent for Hispanic and non-Hispanic white applicants, respectively.

In the case of Cottonwood Heights, Bluffdale, and Draper, these three cities accounted for 10 percent for the county’s non-Hispanic white applications, but only 2.5 percent of the total Hispanic applications. In fact, Cottonwood Heights had only 80 Hispanic/Latino applicants from 2006 to 2011—the second lowest Hispanic/Latino application volume in the county. On the other hand, the denial gap persisted across the two income brackets in Salt Lake City and West Valley City, which accounted for a quarter of the county’s white applications and 45 percent of the total Hispanic applications. Thus, smaller cities might have some variability in denial rate gaps due to smaller application volumes, but the overall denial gap persists regardless of income bracket.

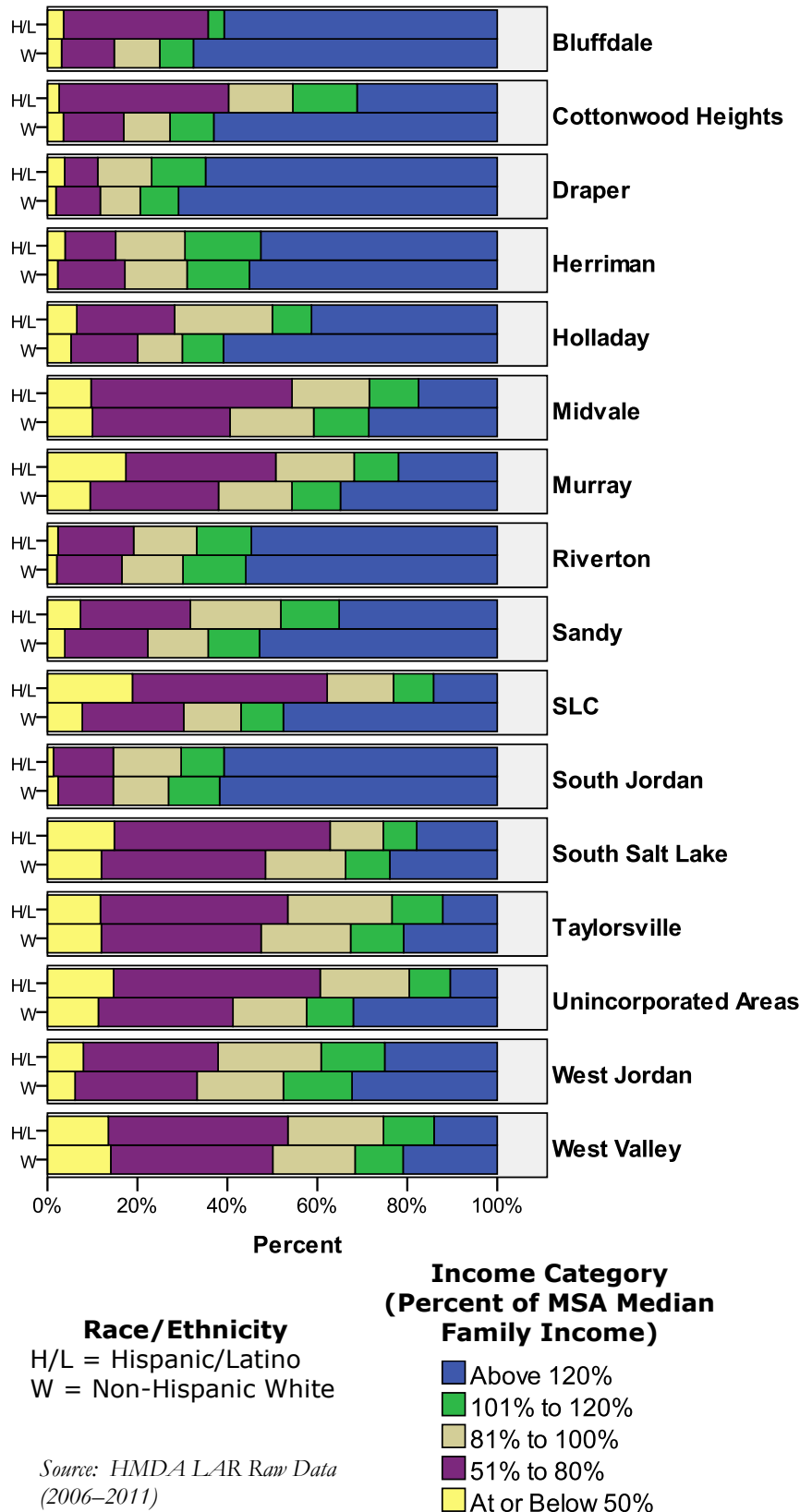
Given the low number of Hispanic/Latino applicants selecting properties in Cottonwood Heights could be an indication that the lack of affordable housing and other fundamental housing impediments is preventing members of protected classes from even entering the housing market in the city. This trend could continue to exacerbate the disparity in homeownership rates between non-Hispanic white and minority residents already present. Thus, fair housing in Cottonwood Heights must be analyzed not only from the lens of lending practices but only through an assessment of potential underlying factors that are impeding participation in the mortgage market among minorities and other members of the protected classes.

Figure 40
Applicant Income Distribution by Race/Ethnicity in
Salt Lake County Cities, 2006–2011

Figure 40 shows the applicant income distribution by race and ethnicity for each city in Salt Lake County. The income categories are based on the reported incomes as a percentage of the MSA median family income (MFI). Each reported income has been adjusted as a percentage of the median family income for the year that the mortgage application was submitted.

The income distribution between the two groups who selected Cottonwood Heights properties differs the most at the 51 to 80 percent MFI level. While only 13 percent of non-Hispanic white applicants who selected Bluffdale properties from 2006 to 2011 reported incomes between 51 and 80 percent MFI, nearly 38 percent of Hispanic/Latino applicants who selected Bluffdale properties from 2006 to 2011 reported incomes between 51 and 80 percent MFI. Similarly, while 63 percent of non-Hispanic white applicants who selected Bluffdale properties from 2006 to 2011 reported incomes above 120 percent MFI, nearly 38 percent of Hispanic/Latino applicants who selected Bluffdale properties from 2006 to 2011 reported incomes above 120 percent MFI. The differences in income distribution could be partly due to the low number of Hispanic/Latino applicants selecting Cottonwood Heights properties.

Perhaps the only city in Salt Lake County with income



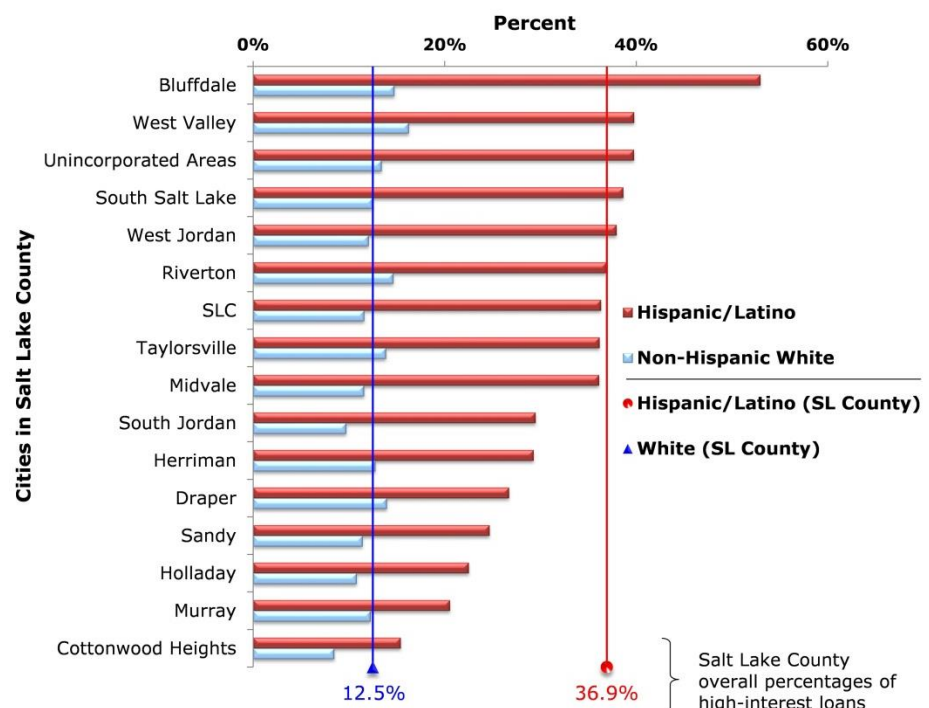
distributions that differ even more than those of Cottonwood Heights is Salt Lake City. While 48 percent of the non-Hispanic white applicants who selected Salt Lake City properties have incomes above 120 percent of the MSA median family income, only 14 percent of Hispanic applicants reported incomes in this bracket. Thus, the self-selection effect is particularly striking in Salt Lake City, where Hispanics mostly apply for the more affordable housing on the west side, particularly in the River District neighborhoods, while white applicants predominantly select east-side properties. Please see the fair housing equity assessment on Salt Lake City for more analysis on the self-selection effect.

With Salt Lake City as an exception, the income distributions between the two groups are in fact more similar within cities than across cities. For instance, both groups had roughly 14 percent of West Valley City applicants with reported incomes at or below 50 percent MFI. On the other hand, in southern cities such as Draper, Herriman, and Riverton, the share of applicants above the median family income is near or above 70 percent for both groups. Thus, more affluent applicants, regardless of race, have a tendency to apply for properties in the southern part of the county, whereas lower-income applicants tend to select West Valley City, West Jordan, Taylorsville, and South Salt Lake. With the exception of Salt Lake City, the self-selection effect is more prominent across cities in the county rather than within the cities themselves. While Figure 40 shows that the differences in income distributions are larger across cities than between the two groups within each city, it does not show the self-selection effect via application volume.

In addition to the barriers that Hispanic applicants face in the mortgage application process, the housing impediments persist following the approval process in the form of high-interest loans. Hispanic applicants receive a disproportionately high share of high-interest loans.

For the purposes of this study, high-interest loans are defined as any loan with a reported rate spread that exceeds 3 percent for first liens and 5 percent for subordinate liens. This is the threshold that lenders have been required to disclose since 2004. The rate spread is the difference between the loan APR and the yield of comparable Treasury securities. The Federal Reserve Board selected this threshold with the intent that the rate spread for most subprime loans would be reported and that most prime loans would not require this

Figure 41
Percent of High-Interest Loans among Approved Applicants by Race/Ethnicity in Salt Lake County Cities, 2006–2011



Source: HMDA LAR Raw Data by MSA (2006–2011)

disclosure¹. Thus, the rate spread disclosure can serve as a proxy for subprime lending.

This disproportionately high share of high-interest loans among Hispanic applicants could be a precursor to foreclosures and increased housing instability. Therefore, even for Hispanics with approved mortgage loans, the higher tendency of receiving high-interest loans still reflects an underlying housing impediment that could have repercussions in long-term housing stability.

The disproportionately high prevalence of high-interest loans among Hispanic applicants is apparent across all cities in Salt Lake County. Figure 41 shows the percent of high-interest loans among non-Hispanic white and Hispanic/Latino applicants during the 2006–2011 period. At the county level, nearly 37 percent of Hispanic approved loans are considered high interest—nearly triple the rate among non-Hispanic white applicants. Cottonwood Heights had lowest rates of high-interest loans for both groups among all cities in Salt Lake County. Nonetheless, 15 percent of Hispanic approved applications were high-interest loans, compared to only 8.5 percent of non-Hispanic white approved applications. The percentage of high-interest loans for Hispanic applicants selecting South Jordan, Herriman, Draper, Sandy, Holladay, Murray, and Cottonwood Heights are significantly lower than the county-level average. Nonetheless, the high-interest loan gap between the two groups still range from 7 to nearly 20 percentage points for these cities.

Housing instability has implications in a larger context of infrastructural opportunity. Hispanic families, faced with higher-interest loans, could be forced to move frequently, resulting in elevated school mobility rates for their children. In turn, housing instability could result in lower educational opportunities among other foregone economic repercussions. One of the most significant effects is the lack of investment when families are forced to rent, rather than invest in property. Without stable and affordable housing, families face job instability, time loss, and opportunity costs in frequent moves. In short, the county should examine housing and mortgage data in a broader context of opportunity.

¹ Avery, Robert B., Kenneth P. Brevoort and Glenn B. Canner. “Opportunities and Issues in Using HMDA Data.” *Journal of Real Estate Research* 29.4 (2007).