

DEVELOPMENT ANALYSIS

HOUSING

COMMERCIAL

INDUSTRY

RECREATION

COMMUNITY FACILITIES

TRANSPORTATION

DEVELOPMENT CONTROLS

LAND USE SUMMARY



HOUSING

As the center of Northeast Ohio's housing market, the City of Cleveland offers a diversity of housing and neighborhoods found nowhere else in the metropolitan area. Housing choices in the City range from low-rent apartments to unique landmark properties and from starter homes for young couples to apartments specially designed for senior citizens. Neighborhoods range in character from the suburban spaciousness of West Park, Lee-Harvard and North Collinwood to the urban vitality of Ohio City, Tremont and St. Clair-Superior.

As is the case in most older central cities, Cleveland is confronted by the challenges posed by an aging housing stock, with its associated physical deterioration, and by a housing market which has favored suburban communities in the competition for home-buyers and new housing development. However, Cleveland is now positioned to benefit from the opportunities offered by a renewed interest in urban living, the revitalization of Downtown, and a large supply of vacant land with the potential to support new housing development.

PAST AND CURRENT CONDITIONS

Land Use. Housing in Cleveland, as in most cities, represents the single largest use of land, occupying 32.5% of the City's nearly 50,000-acre land area. The percentage of land devoted to housing varies dramatically between the City's eight planning Regions — from a high of 50% in Region I (southeast side) to a low of under 8% in Region V (Downtown and adjacent neighborhoods).

As a result of the City's past population loss,

The housing development projections presented in this chapter are taken from an analysis prepared by the Urban Center at Cleveland State University.

much formerly residential land is now vacant. On the City's central east side alone, there are over 500 acres of vacant residential land. Although these vacant lots represent an historic opportunity for redevelopment and revitalization, their scattered locations make assembly of large-scale, buildable sites extremely difficult.

Housing Supply. Between 1960 and 1985, the number of housing units located in the City fell from 283,000 to 234,000. During the same period, the number of households fell from 269,000 to 213,000.

The loss of housing units was most severe during the 1970's when demolitions exceeded new construction by approximately 24,600 units. The pace of loss slowed substantially during the first half of 1980's, when a net loss of 8,000 units was experienced.

Construction. As population growth in the metropolitan area slowed in the 1960's and eventually stopped during the 1970's, the continued construction of suburban housing acted to draw households out of the City of Cleveland. Between 1960 and 1980, 134,000 housing units were built in the suburbs of Cuyahoga County while only 25,000 units were built within the City.

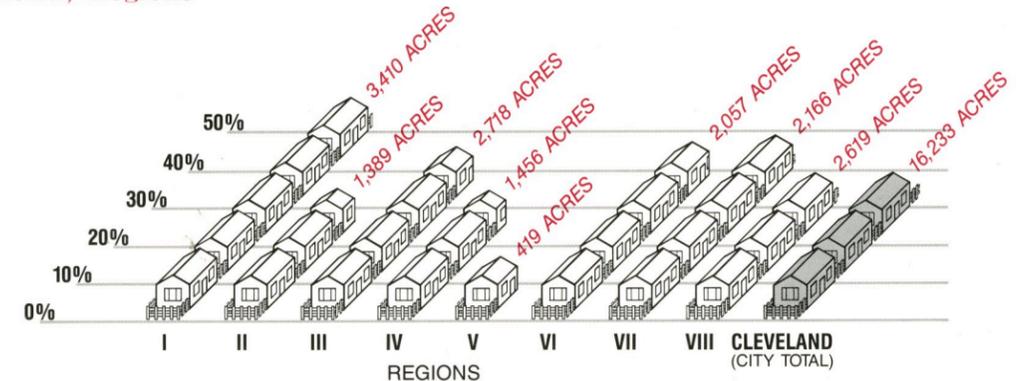
During the early 1980's, an average of 200 units were constructed each year in the City, with most of these units being aided by federal subsidies. By 1985, the typical single-family house in Cleveland dated from 1924, while the typical suburban house had been built in 1953. In addition, the typical suburban house was located on a larger lot and on a street designed to reduce through-traffic.

Recently, as the City's revitalization has become increasingly evident to developers and as new City assistance programs have been established, the construction of housing for middle-income households in Cleveland has begun to swing upward. In 1990, there were over 900 units of near-market rate housing either under construction or proposed in Downtown, University Circle and various City neighborhoods.



New housing development is proposed to help stabilize the City's population and re-invigorate older neighborhoods. (PHOTO: housing built in 1980's on Marcie Drive in Old Brooklyn).

Figure 8
PERCENTAGE OF LAND AREA DEVELOPED AS HOUSING 1986
Cleveland, Regions



Sources: Cleveland City Planning Commission; Ohio Capability Analysis Program, Ohio Department of Natural Resources

Table 5
HOUSING UNITS 1950 - 1985

	1950	1960	1970	1980	1985*
Region I	37,476	41,357	42,768	41,478	40,680
Region II	66,594	65,784	51,195	38,002	35,701
Region III	44,961	46,171	46,460	41,382	40,481
Region IV	35,855	34,758	32,232	29,014	28,639
Region V	18,989	18,821	14,308	13,302	13,220
Region VI	20,495	22,680	23,167	23,334	23,385
Region VII	33,322	34,566	33,525	32,843	32,185
Region VIII	13,251	18,777	20,398	20,060	20,188
CLEVELAND	270,943	282,914	264,053	239,416	234,479
Cuyahoga County	414,889	518,612	577,436	596,336	594,368
Cleveland MSA	460,162	596,175	676,138	733,038	745,439

*estimated

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

Table 6
HOUSING STRUCTURE INVENTORY 1985
(Percent of Units by Structural Type)

	1 Family	2-3 Family	1-3 Family (w/Retail)	4-6 Family	7-39 Family	40+ Family	Condo
Region I	43.2	38.0	2.1	4.4	5.9	5.9	0.6
Region II	10.7	27.3	3.0	11.3	13.3	34.3	0.0
Region III	32.1	40.9	1.8	8.5	10.7	6.1	0.0
Region IV	33.1	47.4	5.6	9.1	3.6	1.0	0.1
Region V	13.1	8.7	0.8	1.2	4.3	4.7	0.1
Region VI	54.2	27.4	2.1	2.4	3.4	10.5	0.0
Region VII	38.3	31.1	2.8	4.9	10.5	11.1	0.0
Region VIII	80.2	8.7	0.8	1.2	4.3	4.7	0.1
CLEVELAND	37.0	33.5	2.8	6.7	7.9	11.8	0.3
County Suburbs	64.5	7.0	0.4	1.3	6.0	15.3	5.5
Cuyahoga County	53.8	17.3	1.4	3.4	6.8	13.9	3.5

Source: The Urban Center, Cleveland State University

Table 7
OWNER-OCCUPIED HOUSING UNITS 1950 - 1985
(As a Percent of Total Occupied Units)

	1950	1960	1970	1980	1985*
Region I	55.8	58.6	58.5	57.4	59.5
Region II	19.4	18.7	18.5	21.1	20.4
Region III	45.4	45.3	44.1	46.3	48.6
Region V	26.6	25.3	27.8	28.1	28.1
Region VI	64.3	65.3	62.8	62.4	65.8
Region VII	51.5	52.8	49.7	48.3	51.1
Region VIII	77.9	83.5	79.7	79.3	81.3
CLEVELAND	42.7	44.9	46.2	48.4	50.7
Cuyahoga County	52.2	59.8	59.5	61.2	63.2
Cleveland MSA	54.3	62.7	62.4	64.5	66.6

*estimated

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

Demolition. Movement of households from inner-ring suburbs to new housing further from Cleveland during the 1960's and 1970's initiated a "chain of moves" ending in the abandonment of the oldest housing in Cleveland's inner-city neighborhoods. Between 1960 and 1985, approximately 70,000 such units in the City were demolished.

In addition to population loss, the demolition process was fueled by a decline in household incomes within the City. Reduced incomes translated into reduced expenditures for housing maintenance which, in turn, translated into deterioration and eventual demolition.

Condition. In 1985, it was estimated that 71,000 housing units, 30% of all units in the City, were in substandard condition. The highest concentrations of these units were found on the City's near west and near east sides in Regions II, IV and V. These include such neighborhoods as Central, Kinsman, Ohio City and Tremont. While 71,000 units are in substandard condition, funds available to the City and non-profit agencies have

been sufficient to assist in the rehabilitation of only 1,000 to 2,000 houses per year.

Value/Rent. Weakened demand and an aging housing stock have resulted in a long-term decline in housing values and rents in the City relative to Cuyahoga County's suburbs. In 1950, the median value of a single-family house in Cleveland was \$10,000 — 66% of the value of the typical \$15,200 suburban house. In 1985, the \$28,000 value of the typical Cleveland house represented only 49% of the typical \$57,000 suburban house.

Monthly rents in Cleveland between 1960 and 1980 increased by 144% from \$78 to \$190, while rents in the County's suburbs increased by 188% from \$99 to \$278.

Within the City, housing values vary widely between neighborhoods. In 1985, single-family housing values ranged from a high of nearly \$40,000 in Region VIII (far west side) to a low of \$7,000 in Region II (central east side). (See Figure 9).

Housing Type. Compared to nearby suburban

areas, Cleveland's housing stock is characterized by a greater proportion of units in 2-4 family houses (41% in Cleveland vs. 8% in Cuyahoga County's suburbs) and a smaller proportion of units in single-family houses (37% in Cleveland vs. 65% in the suburbs). In both the City and suburbs, these 1985 figures show that 22% of all units are located in buildings with five or more housing units.

Within the City, single-family houses are most predominant in Region VIII (far west side), Region VI (south central) and Region I (southeast side), where they represented 80%, 54% and 43% of all housing units, respectively, in 1985. Multi-family buildings (three or more units) are most common in Region II (central east side) and Region V (Downtown and adjacent neighborhoods), where they accounted for 67% and 54% of all units, respectively.

Tenure. Just slightly over half of the occupied housing units in the City of Cleveland (51%) were owner-occupied in 1985. This compares to a figure of nearly 71% in suburban Cuyahoga County. The

highest percentage of owner-occupied units within the City was 81%, in Region VIII (far west side), while the lowest percentage of homeowners, 20%, was recorded for Region II (central east side).

Occupancy. Between 1970 and 1980, the City's housing occupancy rate declined as vacancies increased from 6.0% to 8.8% as a result of population loss and the normal time lag between abandonment and demolition. Among the City's eight planning Regions, the highest vacancy rates were 14.9% in Region II (central east side) and 13.9% in Region V (Downtown and adjacent neighborhoods).

Rental Subsidies. Approximately 24,800 or 11.6% of all occupied housing units in the City receive federal rent subsidies. Of this total, almost half (10,800 housing units) are located in developments operated by the Cuyahoga Metropolitan Housing Authority (CMHA). Within the City, nearly 76% of CMHA's family units and 59% of all units in CMHA estates are located on the central east side, in Region II. Another 5,200 units in privately-owned buildings are occupied by

residents whose rent is subsidized by the federal government's Section 8 program, which is administered by CMHA. In total, almost 5% of Cleveland's population resides in housing supported by federal rent subsidies.

PROJECTIONS

Housing in Cleveland, as in all communities, evolves through a continual process of construction and demolition. Construction occurs to meet the demand of those households who desire new housing. Demolition occurs in response to the physical deterioration or functional obsolescence of dwellings, combined with an excess in the supply of housing in a particular market area. Between the years of 1985 and 2000, it is projected that 100,000 housing units will be constructed in the Cleveland metropolitan area. If past construction trends continue, it can be expected that only 8,000 of these units will be built within the City itself.

Because little household growth is expected in the metropolitan area, it is further projected that housing construction will significantly out-pace

household formation, resulting in the loss of 23,000 housing units in the City of Cleveland.

The projection that metropolitan housing loss in the 1990's will be concentrated in the City of Cleveland reflects the fact that the oldest and lowest value units are located in the City. It also reflects the assumption that demand for modestly-priced "starter" homes in Cleveland will weaken as the maturing households of the "baby boom" generation seek more costly "move-up" homes which are more plentiful in the suburbs.

The **Citywide Plan** seeks to alter these trends so that the demand for housing in Cleveland is strengthened, the condition of housing is upgraded, and the City's share of metropolitan housing construction is increased. Strategies designed to achieve these objectives are outlined in the discussion of "Policies" and "Plans" at the conclusion of this chapter.

ISSUES

In light of the preceding analysis, several key issues regarding housing in Cleveland can be identified. These issues are highlighted below in



Single-family houses constituted just over one third of the City's dwelling units in 1985. Most units were part of multi-family structures such as doubles (l.) and apartment buildings (r.).

terms of "challenges" and "opportunities."

Challenges

- The demand for housing in Cleveland is weakened by:
 - an aging housing stock and obsolete development patterns,
 - job decentralization and a lack of metropolitan job growth,
 - a large supply of competitively-priced housing in inner-ring suburbs,
 - concentrations of lower-income population, and
 - a poor image of the City's public schools.
- A 1/3 relative decline in Cleveland's household incomes since 1950 restricts expenditures necessary to maintain the City's stock of large, older houses.
- The presence of 70,000 substandard housing units exceeds available resources for rehabilitation.
- Aging of "baby boom" households into middle-age years increases demand by second-time homebuyers seeking suburban housing.

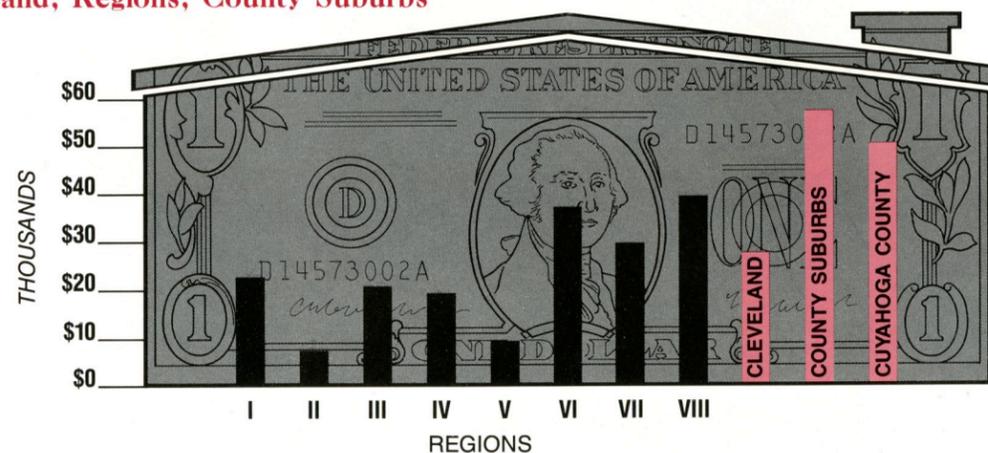
- Low market rents and sale prices, combined with high construction costs, inhibit development of new housing in Cleveland.

Opportunities

- The loss of population creates an historic opportunity to reduce densities and increase open space in City neighborhoods.
- The loss of obsolete manufacturing operations has opened large tracts of land for redevelopment as modern residential communities.
- Deeply-rooted institutions and organizations, often absent from suburban neighborhoods, represent a unique resource for the revitalization of Cleveland neighborhoods.
- Growth of employment and entertainment activity in the Downtown and University Circle areas, as well as in proximity to transit stations, strengthens demand for housing in nearby neighborhoods.
- Continued reduction in the supply of vacant suburban land within convenient commuting distances of Downtown will increase the demand for housing opportunities inside the City.

Figure 9

MEDIAN SINGLE-FAMILY HOUSING VALUES 1985 Cleveland, Regions, County Suburbs



Source: The Urban Center, Cleveland State University



Vacant lots provide an opportunity for contemporary housing development. (PHOTO: Father Caruso Drive in the Detroit-Shoreway neighborhood).

POLICIES

Listed below are policies which have been formulated to address current challenges and capitalize on identified opportunities with regard to housing development and revitalization.

- Support implementation of the 1990 amendment to the Ohio constitution by establishing dedicated State revenue sources for housing and by creating flexible programs which permit full participation by municipalities.
- Allocate public resources for housing in a manner which gives priority to the rehabilitation of neighborhood housing, with targeted new construction used as a stimulus for overall revitalization.
- Provide a wide range of housing opportunities — including one- and two-family houses, townhouses and apartments — to meet the needs and preferences of all households.
- Expand systematic building and housing code inspections in a program complemented, to the fullest extent possible, by enforcement and assistance mechanisms tailored to the financial

needs of diverse neighborhoods.

- Re-use large vacant sites in City neighborhoods for construction of comprehensively-planned residential developments competitive with suburban alternatives.
- Actively promote development of medium- to high-density, mixed-income housing in proximity to major centers of employment and recreational or entertainment activity.
- Retain and upgrade the supply of subsidized low-rent housing, while reducing economic isolation through expanded opportunities for public housing tenants to live in mixed-income neighborhoods.
- Work with HUD and the tenants, staff and officials of CMHA to strengthen public housing management and to establish an open dialogue on key public housing issues.
- Expand efforts to market Cleveland neighborhoods and school systems to prospective residents, real estate brokers, financial institutions and developers through a partnership with neighborhood organizations.
- Expand opportunities for homeownership in City neighborhoods.
- Expand transitional and permanent housing opportunities for the City's homeless population through cooperative efforts between governmental and private organizations.
- Encourage provision of affordable manufactured housing compatible in design and quality with existing neighborhood housing.

PLANS

The **Citywide Plan** seeks to strengthen housing in Cleveland through strategic changes in land use and a series of policy initiatives designed to promote targeted new construction and rehabilitation.

In addition, the plan acknowledges the importance of such “non-housing” strategies as

improved City services, an upgraded school system, expanded job opportunities, enhanced public safety, and improved facilities for shopping and entertainment. It is understood that governmental housing subsidies will inevitably fall far short of the City's rehabilitation and development needs.

Rehabilitation needs will be fully met only when the great majority of Clevelanders have incomes sufficient to maintain the properties which they own or rent. Development needs will be fully met only when potential homebuyers and renters view Cleveland so favorably that they are willing to pay the full market cost of new housing built in the City.

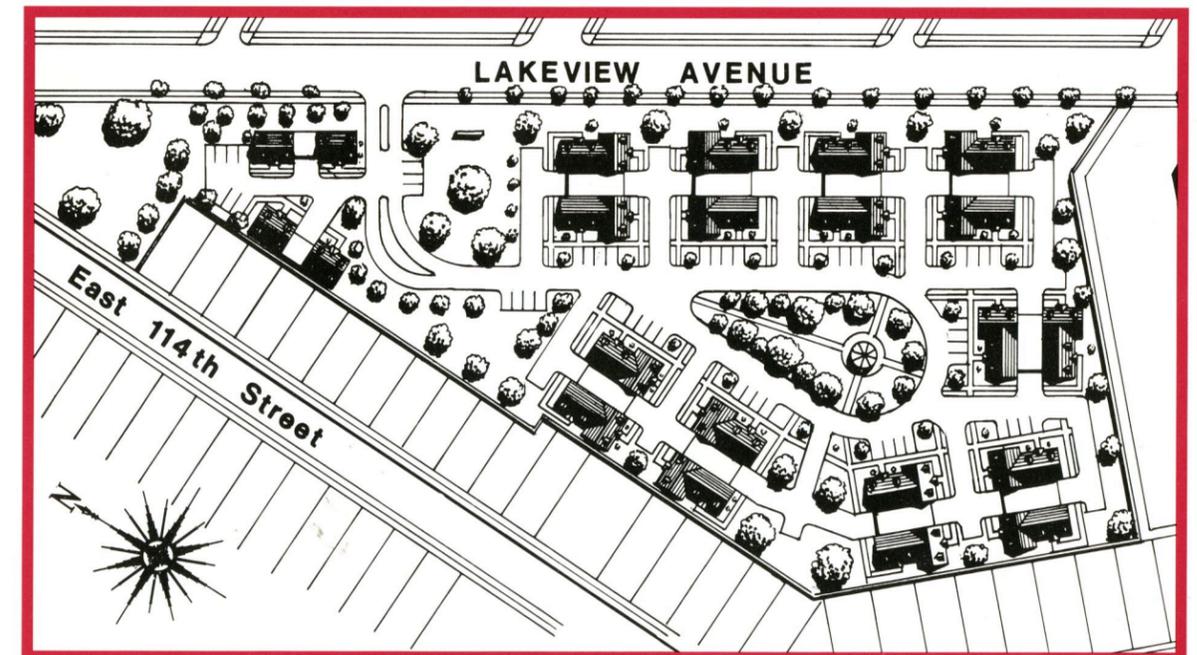
With respect to “housing-based” strategies, the **Citywide Plan** proposes a number of key changes in the pattern of residential development within the City and, in addition, proposes a number of

changes in City programs designed to promote development and rehabilitation. These proposals are highlighted below as well as in the preceding listing of “policies.”

Rehabilitation. The simple fact that 80-90% of Clevelanders in the year 2000 will be living in housing which exists today demonstrates the need to give priority to strategies promoting rehabilitation of existing housing. Clearly, the overall character of Cleveland's housing in the year 2000 will be determined by the success of efforts to maintain and upgrade the present inventory of housing.

As part of an overall strategy to upgrade housing conditions in Cleveland, the **Citywide Plan** emphasizes the need to link strict code enforcement with financial assistance for rehabilitation. The policies also support expanded op-

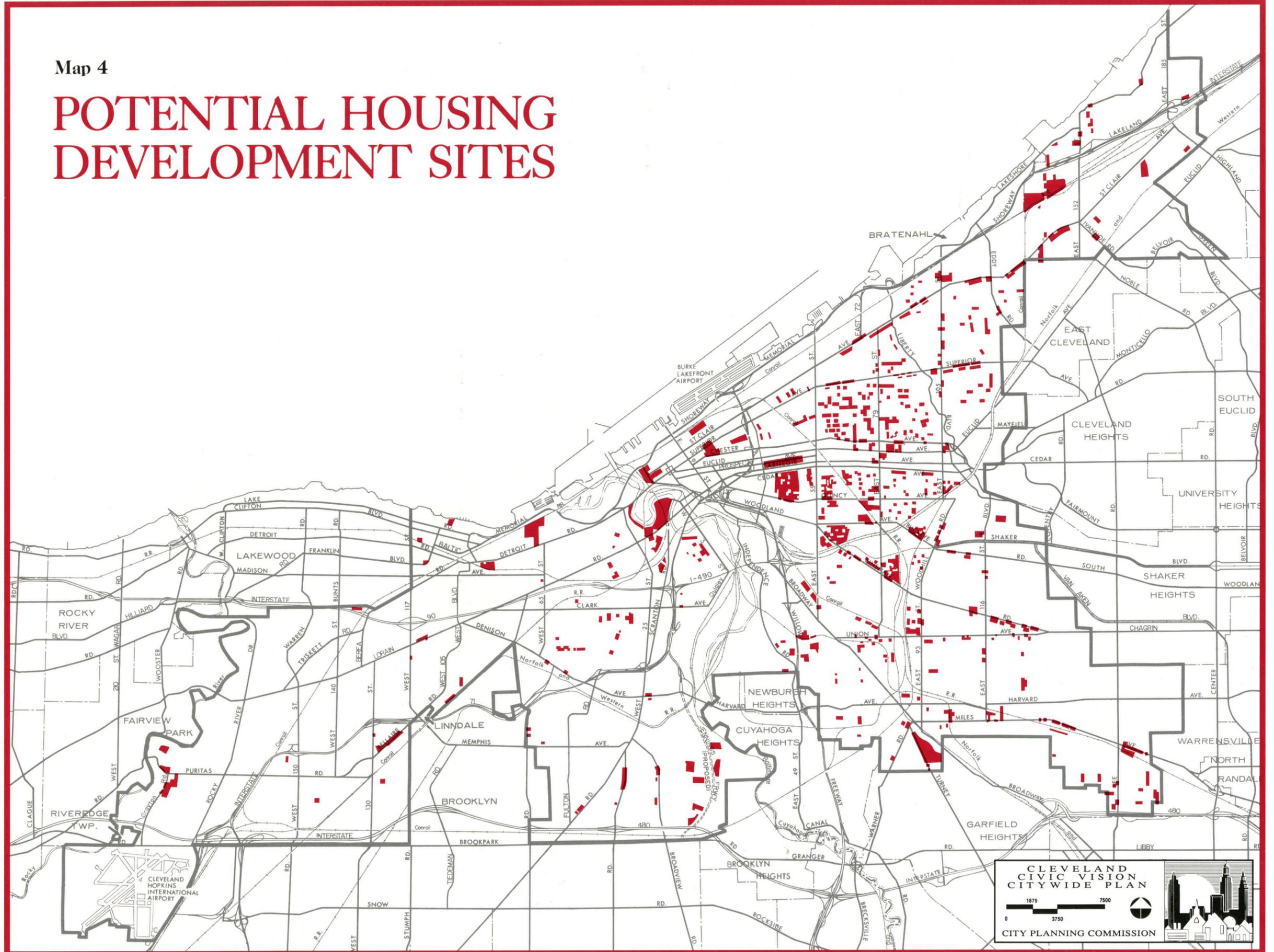
Figure 10
GLENVILLE COMMONS SITE PLAN



Comprehensive planning can help ensure the long-term viability and desirability of large-scale housing developments.

Map 4

POTENTIAL HOUSING DEVELOPMENT SITES



CLEVELAND
CIVIC VISION
CITYWIDE PLAN

0 1875 3750 7500

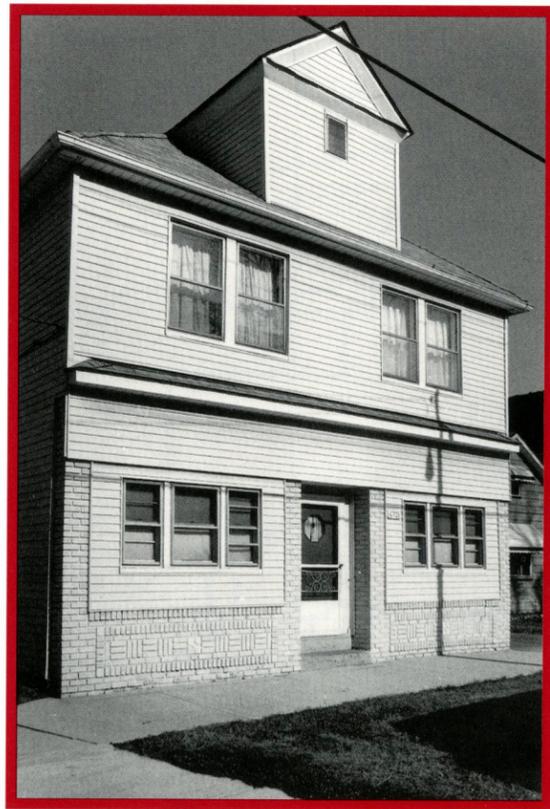
CITY PLANNING COMMISSION



portunities for homeownership and expanded opportunities for current public housing tenants to occupy rehabilitated housing in mixed-income neighborhoods.

Major Activity Centers. As part of the effort to capture a greater share of metropolitan housing construction in Cleveland, the **Citywide Plan** designates sites for relatively intensive housing development in proximity to such centers of employment, shopping and entertainment as Downtown and University Circle.

Some sites are located in the heart of these activity centers, such as those sites in Downtown's



One alternative for excess retail buildings is conversion to residential use. (PHOTO: converted storefront on Lansing Avenue in the South Broadway neighborhood).

Warehouse District (Region V), while others are located in such near-Downtown neighborhoods as St. Clair-Superior (Region V) and neighborhoods in proximity to University Circle and the Cleveland Clinic, such as Hough and Fairfax (Region II).

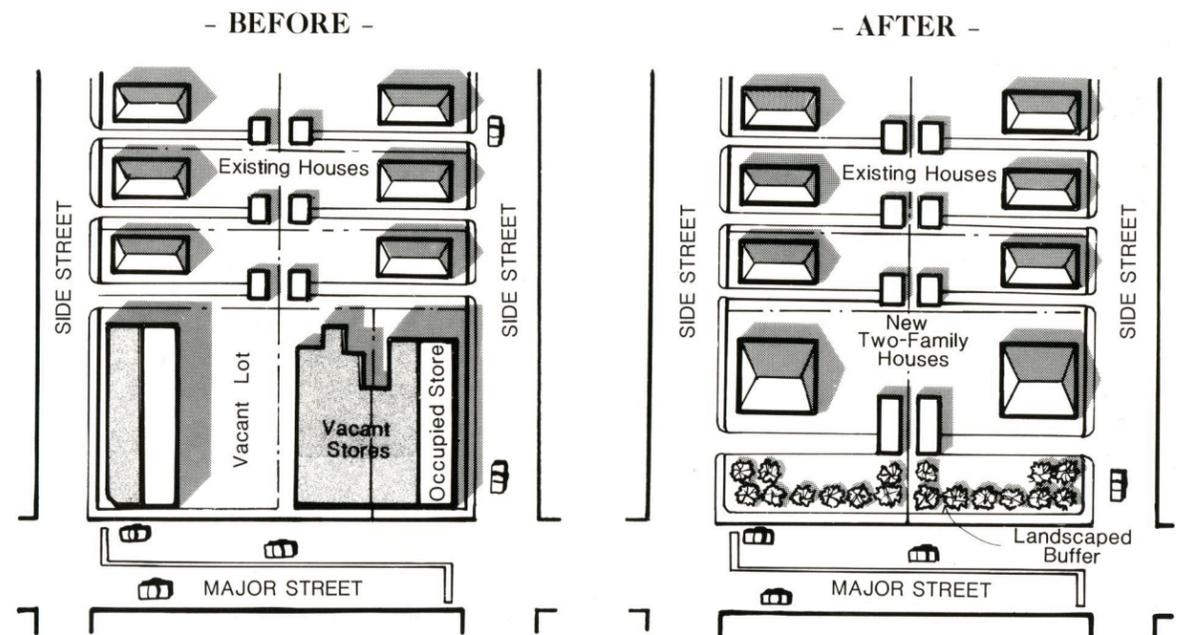
Scenic Sites. Another opportunity to promote development of market-rate housing in Cleveland is presented by sites with scenic views of Lake Erie, the Cuyahoga River and the Downtown skyline. Among such sites identified in the **Citywide Plan** are the following:

- up to 30 acres of excess industrial property south of Edgewater Park,
- hillside sites along Railway Avenue in Tremont and along Riverbed Street in the Irishtown Bend area (near the Flats),
- a 13-acre site north of Lakeside Avenue, between East 13th and East 18th Streets, and
- portions of the 65-acre Scranton Road peninsula in the Flats-Oxbow South area.

Large-Scale Development. The creation of new residential communities is promoted in the **Citywide Plan** through designation of excess industrial or commercial sites for redevelopment to housing as well as through policies designed to facilitate strategic assembly of vacant lots. Examples of sites designated for large-scale housing development include under-utilized industrial properties in the vicinity of East 140th Street (Region III) and greenhouse properties in the Old Brooklyn neighborhood (Region VI).

Retail Consolidation. In response to Cleveland's 40% population loss and the resulting "thinning out" of retail shopping areas, the **Citywide Plan** proposes consolidation of retail businesses at key locations along major streets. This clustering of retail development creates the opportunity to redevelop intervening blocks along these major streets for housing — through either new construction or through conversion of existing buildings with vacant or marginal retail stores on the first floor and apartments above. Recent

Figure 11
HOUSING CONCEPT FOR EXCESS RETAIL PROPERTIES



For excess retail blocks in need of complete redevelopment, one alternative is construction of low-density housing oriented to residential side streets.

examples of such conversions can be found in the City's Broadway neighborhood.

Although apartment buildings are typically considered the most suitable form of housing for locations along busy streets, Cleveland's lack of population growth severely limits potential for the development of such relatively intensive residential uses. Therefore, the **Citywide Plan** proposes an innovative form of low-density residential development along the non-commercial portions of major streets. Specifically, it is proposed that one- and two-family or townhouse units be built along major streets on lots which would be re-oriented to face the residential side street. Dense landscaping would be placed to buffer the houses from traffic on the major street. (See Figure 11).

COMMERCIAL

Current retail development in most Cleveland neighborhoods is too sparse and too scattered to provide convenient, full-service shopping districts. These conditions are the result of a substantial population loss over the past forty years, along with a decline in average household income and the development of competing suburban shopping centers.

Despite these trends, there is significant opportunity to strengthen retail development in Cleveland, as demonstrated by the fact that Cleveland residents spend hundreds of millions of dollars each year in nearby suburban stores. The Citywide Plan proposes to recapture a portion of this "outflow" by consolidating retail development at strategic locations throughout the City, creating a network of regional, community and neighborhood centers appropriate to meet the full range of shopping needs of City residents.

PAST TRENDS

The pattern of retail development in most Cleveland neighborhoods was established early in the 20th century, during the City's period of most rapid growth (when population climbed from 381,768 in 1900 to 900,429 in 1930). The now familiar pattern of stores lining the block faces of major streets developed primarily in response to the once dominant streetcar network. The largest shopping districts formed at the intersections of these major streets.

Since the 1960's, the most significant change in the character of retailing in the Cleveland metropolitan area has been the movement of retail stores and sales from the central city to the surrounding suburbs. Specifically, between 1977 and 1985, the City's share of total metropolitan retail-related sales dropped from 24% to 19%. During this same

The retail development statistics presented in this chapter are taken primarily from an analysis prepared by the firm of Cambridge Systematics, Inc.

time period, retail employment in the City decreased by 5,800 workers (a 16% drop), while retail employment in the metropolitan area increased by 19,000 workers (a 15% rise).

These trends can be attributed to two major factors. First, the more than 40% decrease in Cleveland's population since 1950 (from 914,808 to 505,616 in 1990) and the 30% decrease in household incomes (as adjusted for inflation) has substantially reduced retail expenditures by City residents.

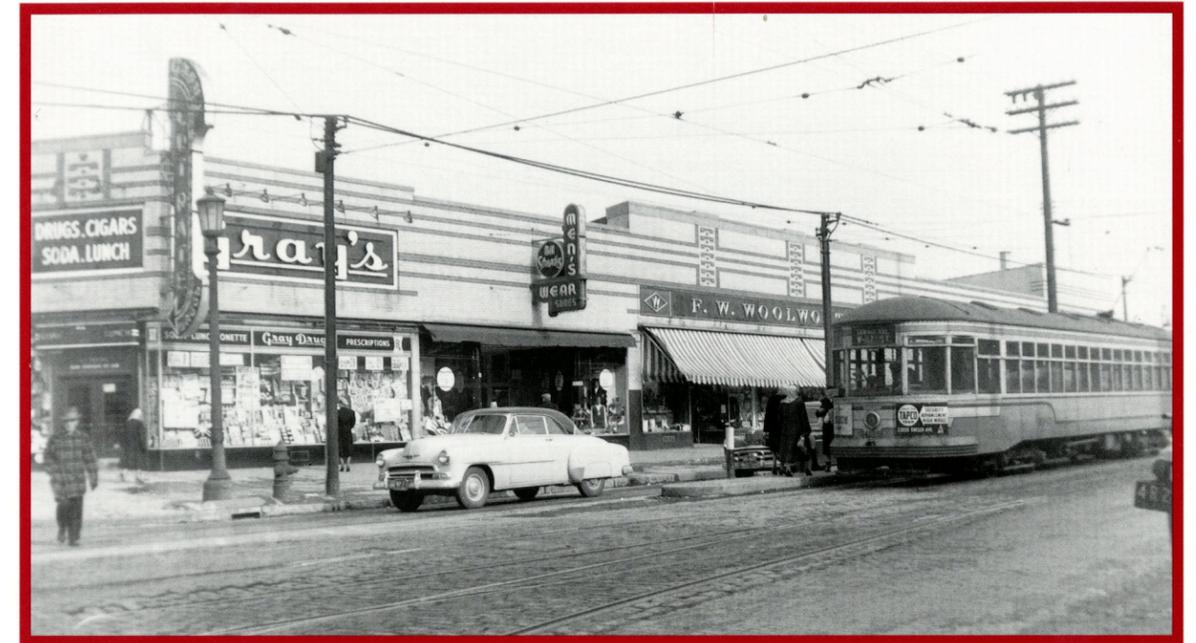
Second, as many City residents moved to the suburbs, retail businesses and related jobs followed, prompting the development of suburban shopping centers ringing the central city. With increasing consumer mobility, the City began losing a greater and greater share of its own residents' retail expenditures. Retail sales dropped in the City from \$2.8 billion in 1977 to \$2.2 billion in 1985, a 22% decline.

CURRENT CONDITIONS

Metropolitan Area. Retail employment in the Cleveland metropolitan area was estimated at 146,000 in 1985, with sales of approximately \$11.3 billion. Of the metropolitan area's 62 modern shopping centers with over 100,000 square feet of leasable area, 56 are located in the suburbs. Sixteen of these suburban shopping centers are "regional" centers with from 500,000 to over one million square feet of retail space. Many of these centers draw a significant share of their customers from the City of Cleveland.

Annual real estate surveys indicate a tight market for retail space, particularly in Cuyahoga County, with an average vacancy rate of only 3% in 1988 for shopping centers of 50,000 square feet or more.

Citywide. Overall, neighborhood retail uses occupy approximately 1930 acres of land or 4% of Cleveland's total land area and approximately 16 million square feet of building area.* Retail uses Downtown occupy an additional three million



Many of Cleveland's older "strip retail" areas developed in response to the once-dominant streetcar lines. (PHOTO: West 117th and Lorain in 1952).

square feet of building area.

In contrast to retailing in Cleveland during the 1950's — when virtually every major street was lined solidly with thriving businesses — retail development in Cleveland today is characterized by scattered, often marginal businesses interspersed with vacant land and vacant buildings. Approximately 25% of all land in the City zoned to permit retail businesses is either vacant or occupied by vacant commercial buildings. This is the result of an oversupply of retail building space and commercially-zoned land, given current population and income levels in the City.

This scattered pattern of retailing has left the City with few shopping areas able to compete with suburban centers in terms of the variety and quan-

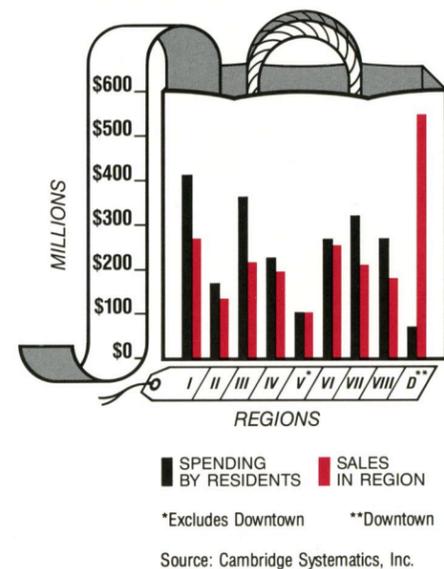
* These figures are based on a 1986 survey and include land and floor area associated with retail businesses, "commercial service" businesses (as discussed on page 42), and vacant retail-type buildings.

tity of retail goods and services offered. Most of the City's neighborhood retail centers are oriented to providing convenience goods (food, drugs, etc.) and personal services. Few centers, however, provide a full range of such "shoppers goods" as clothing, shoes, furniture, home furnishings and appliances. Even full-service supermarkets have been in short supply. This deficiency in the "mix" of retail businesses, combined with problems related to building condition, design, parking, and the marketing of existing centers, discourages mobile residents from shopping in City neighborhoods.

It is estimated that there is an annual outflow of roughly \$350 million of retail spending by City residents patronizing suburban stores. The greatest outflow is attributable to residents with the highest spendable incomes, living in areas that are closest to competing suburban shopping centers (as illustrated in Figure 12 and Map 5).

- **Midtown Square:** a 100,000-square foot shopping center proposed at East 79th and Euclid;
- **Buckeye Commons:** a 120,000-square foot shopping center at East 116th and Buckeye, completed in 1990;
- **Glenville Town Center and Glenville Plaza:** two shopping centers which are expected to include over 60,000 square feet of retail space, complementing the City's new 22,000-square foot East Side Market at East 105th and St. Clair;
- **Five Points Shopping Plaza:** renovation and expansion of the retail development at East 152nd and St. Clair;
- **Lee-Harvard Shopping Center:** an approximately 70,000-square foot addition just east of the existing center; and
- **Miles Avenue Shopping Plaza:** a 12,000-square foot shopping plaza at East 131st and Miles, completed in 1990.

Figure 12
RETAIL SALES AND EXPENDITURES
1986: Regions, Downtown



Retailing on the City's near east side (Region V) is dominated by the Downtown "central business district." Downtown Cleveland remains the metropolitan area's largest shopping district, particularly with the recent addition of the approximately 200,000-square foot Galleria. In addition, construction at Tower City Center added almost 380,000 square feet of new retail space to Downtown during 1990.

The strength of the retail market in the remainder of the near east and near southeast sides (Region V and the eastern half of Region IV) is mixed. The Broadway shopping area, anchored by a discount department store, supermarket and the recently completed Gillombardo's and Broadway Shoppes plazas, is the area's strongest shopping district.

PROJECTIONS

Retail Spending. Projections based on recent trends related to household size, number of households and average household income indicate that City residents will continue to generate approximately \$2 billion (in 1985 dollars) of retail spending annually. Table 8 shows the breakdown by planning Region of projected retail spending to the year 2000 (in 1985 dollars). Retail spending by suburban residents is expected to increase to \$10.4 billion annually (in 1985 dollars) by the year 2000 from a current level of \$ 9.1 billion.

Retail Sales. Projections of neighborhood retail sales in Cleveland indicate the potential for growth from the 1985 estimate of approximately \$1.5 billion to a level of \$1.6 billion in the year 2000 (in 1985 dollars). This high-end projection assumes that improvements in the quality of the City's neighborhood shopping areas will result in a greater capture of retail expenditures generated by City residents and nearby suburban residents.

Retail Space Needs. On the basis of anticipated levels of retail spending and sales (as described above), it is projected that 12.8 million square feet of retail floor area can be supported in Cleveland's neighborhoods. This compares to



Development of contemporary shopping centers is one approach to re-capturing retail sales within Cleveland neighborhoods. (PHOTO: Westown shopping center built in 1987 at West 110th and Lorain).

Table 8
NEIGHBORHOOD RETAIL EXPENDITURES 1985 - 2000
(Millions of 1985 Dollars)

	1985*	1990**	1995**	2000**
Region I	\$ 409	\$ 418	\$ 400	\$ 368
Region II	169	144	138	128
Region III	360	354	335	303
Region IV	224	227	218	203
Region V‡	101	100	100	99
Region VI	263	284	280	266
Region VII	320	323	313	294
Region VIII	266	308	306	293
CLEVELAND	\$2,113	\$2,158	\$2,090	\$1,954

*estimated **projected

‡ excludes expenditures generated by Downtown residents (estimated to be \$40 million in 1985 and \$100 million by the year 2000).

Source: Cambridge Systematics, Inc.

a current supply of 16.2 million square feet of floor area, including approximately 2.3 million square feet of vacant space. The projection of supportable retail space assumes that neighborhood businesses will become more efficient users of their selling space, with a 14% increase in the volume of sales per square foot (climbing from approximately \$111 to a level of \$127).

Table 9 illustrates the breakdown of projected neighborhood retail space needs by planning Region to the year 2000. These estimates of supportable retail space indicate expansion of occupied retail space in the City's far east and west sides (Regions I, III, VII, and VIII) and reduction of retail space in the remainder of the City. *Despite the decline of total retail space, the elimination of obsolete or under-utilized retail space (through conversion or consolidation) is projected to require the construction of approximately 700,000 square feet of*

new retail space throughout the City over the next fifteen years.

ISSUES

In light of the preceding analysis, several key issues regarding retail development in Cleveland can be identified. These issues are highlighted below in terms of “challenges” and “opportunities.”

Challenges

- Current population and income levels in Cleveland are insufficient to support the existing supply of retail space in many City neighborhoods.
- The resulting “thinning out” of retail development creates conditions which discourage re-investment by merchants and property owners.
- The inability of many small merchants to pay costs for relocation and increased rents may slow the process of consolidating scattered retail uses.

Table 9

NEIGHBORHOOD RETAIL SPACE NEEDS* 1985 - 2000

(Millions of Square Feet)

	Available Space		Occupied Space		
	1985	1985	1990	1995	2000
Region I	2.4	2.1	2.1	2.2	2.2
Region II	2.2	1.7	1.5	1.3	1.0
Region III	2.0	1.7	1.8	1.8	1.9
Region IV	2.8	2.4	2.2	1.9	1.6
Region V**	1.0	0.8	0.7	0.7	0.6
Region VI	2.3	2.0	2.0	1.9	1.8
Region VII	1.9	1.7	1.7	1.8	1.9
Region VIII	1.6	1.4	1.5	1.6	1.8
CLEVELAND**	16.2	13.8	13.5	13.2	12.8

*assumes that the “net outflow” of retail expenditures from the City to the suburbs will be reduced to zero.

**excludes Downtown

Source: Cambridge Systematics, Inc.

- A relatively weak local real estate market limits opportunities for productive and timely re-use of excess retail properties.
- Older buildings in Cleveland’s many traditional retail districts often warrant preservation because of their architectural and historic character but are also often difficult and costly to adapt to modern retailing practices.
- Opportunities to develop contemporary shopping centers in under-served City neighborhoods are limited by the high costs of assembling land in fragmented ownership and demolishing obsolete buildings.

Opportunities

- The current annual outflow of \$350 million

in retail expenditures from Cleveland neighborhoods to suburban stores represents an opportunity to strengthen neighborhood retailing by recapturing a portion of lost sales.

- The increasing saturation of the suburban retail market is creating a renewed interest in central city locations on the part of major retailers.
- Consolidation of scattered retail businesses can create conditions conducive to generating re-investment in neighborhood retail districts.
- The abandonment and demolition of many obsolete buildings, coupled with a reduction in land values, creates opportunities for contemporary retail development.
- Historic architecture, centralized locations and proximity to ethnic populations are qualities

which can be exploited to create distinctive “specialty” shopping districts in many Cleveland neighborhoods.

- The continuing revitalization of Downtown Cleveland can be used to generate “spin-off” retail development in nearby neighborhoods.

POLICIES

Listed below are policies which have been formulated to address current challenges and capitalize on identified opportunities with regard to retail development and revitalization.

- Strengthen retail shopping by consolidating presently scattered businesses at competitive and convenient locations to re-establish “town centers” in every City neighborhood.
- Facilitate retail consolidation through comprehensive updating of the City’s zoning map, targeting of public funding for commercial renovation and development, and provision of available financial assistance to existing businesses seeking to relocate in consolidated districts.
- Consolidate retail development in a manner which preserves opportunities for convenience-oriented neighborhood shopping while also providing larger retail centers offering a wider range of merchandise.
- Prepare urban design and development plans as tools to promote comprehensive revitalization of consolidated retail districts.
- Continue the partnership between City government, community-based organizations and businesses in all aspects of commercial revitalization, including code enforcement activities.
- Assist retail property owners in developing off-street parking in established retail areas.
- Re-use land presently in scattered or marginal retail use primarily for low-density housing oriented to side streets or for conversion of



An excess of signs and utility poles detracts from the image of many older shopping districts. (PHOTO: East 79th and Cedar).



Renovation of older storefronts can assist in re-establishing neighborhood "town centers". (PHOTO: renovated storefront at 5001 Fleet Avenue).

- buildings to multi-family residential use, as circumstances warrant.
- Facilitate residential redevelopment or conversion of former retail areas through zoning code and map changes and provision of available financial assistance.
- Designate land for commercial service uses (such as wholesalers, contractors and repair facilities) in locations along streets separated from businesses serving frequent retail shopping needs.
- Establish upgraded standards for landscaping and stricter controls for billboards and business signs.
- Establish design review procedures for all

- development and renovation in business districts targeted for coordinated revitalization.
- Promote private development of neighborhood entertainment centers including such uses as movie theaters, skating rinks, bowling alleys and miniature golf courses.
- Support establishment of State legislation facilitating commercial revitalization, including legislation permitting commercial assessment districts and community-based receivership programs.
- Establish upgraded requirements for streetscape and other right-of-way improvements, linked with provisions for long-term maintenance.

PLANS

The **Citywide Plan** proposes to strengthen retailing in Cleveland principally by altering the pattern of retail development so that the location and size of shopping areas is better matched to the current and future needs of City residents. This realignment in the pattern of retail development is necessary to re-establish the balance between supply and demand which was lost during the decades of population and income loss in City neighborhoods.

Retail Consolidation. Because shoppers prefer areas where stores are conveniently clustered, the present scattered pattern of retail development in Cleveland has acted to weaken local businesses, while depriving many residents of adequate retail services. The **Citywide Plan** responds by identifying strategic locations in every Cleveland neighborhood for the establishment of new or upgraded retail shopping areas.

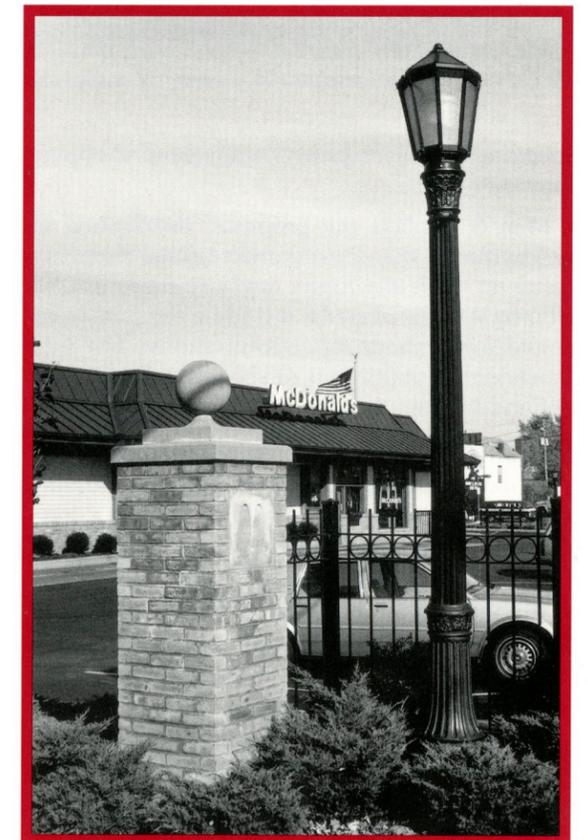
These retail clusters — when complemented by new public facilities, community institutions and quality housing — can become the focus of revitalized neighborhood "town centers." Re-establishment of vibrant, mixed-use centers in each Cleveland neighborhood will serve to recapture much of the retail expenditures and employment which have been "leaking" to nearby suburbs in recent decades.

A comparison of the existing and future land use maps for each of Cleveland's eight Regions (in the "Sub-Areas Analysis" section) illustrates the proposed consolidation of retail development. The future land use maps show a reduction in retail land area consistent with the anticipated reduction in retail floor area (from 16.2 million square feet to 12.8 million square feet). Overall, it is proposed that neighborhood retail uses occupy approximately 1513 acres* of land citywide in the year 2000. Although this represents a net reduction in

* In contrast to the existing retail acreage stated on page 35, this figure does not include land occupied by "commercial service" businesses (as discussed on page 42).

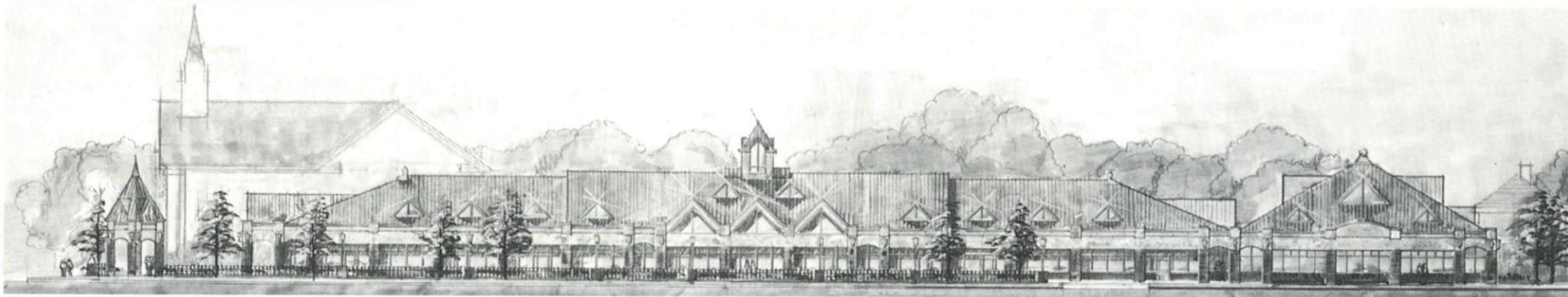
retail land area, the plan identifies a number of opportunities for development and expansion of retail facilities throughout the City.

District Differentiation. Beyond the simple geographic consolidation of retail areas, the plan proposes to cluster retailing in a manner which creates a hierarchy of shopping districts differentiated by size, business types and spacing. This differentiation is needed to ensure that retail development in Cleveland meets the full range of shopping needs — from daily "convenience"



The CITYWIDE PLAN proposes upgraded standards for signage and landscaping. (PHOTO: restaurant at Archwood and Denison).

Figure 13
CROSSROADS SHOPPING PLAZA
Archwood-Denison Neighborhood



The CITYWIDE PLAN proposes that a number of existing shopping districts be expanded by the addition of new retail facilities. (DRAWING: proposed Crossroads Shopping Plaza at Archwood and Pearl).

shopping to less frequent “comparison” shopping for major items.

Map 6 displays the proposed distribution of neighborhood, community and regional shopping districts; while the future land use maps display all proposed retail areas, including the numerous convenience shopping concentrations. The four functional classifications of shopping districts are defined below.

1. **Convenience Center:** a development typically under 30,000 square feet in floor area, serving a population of under 7,500 (or serving a commuter population), consisting of a small food store and/or such similar convenience establishments as a barber shop or laundromat.
2. **Neighborhood Center:** a development typically between 30,000 and 100,000 square feet in floor area, serving a population of approximately 7,500-50,000, consisting of a supermarket or drug store and various other convenience establishments such as a hardware store or bakery.
3. **Community Center:** a development typically between 100,000 and 300,000 square feet in floor area, serving a population of approximately 50,000-150,000, anchored by a dis-

count department store or similar establishment and including a supermarket and a variety of convenience and comparison shopping establishments (offering clothing, appliances, furniture, etc.).

4. **Regional Center:** a development typically between 300,000 and 1,000,000 square feet in floor area, serving a population of over 150,000, anchored by one or more full-service department stores and including a wider range of convenience and comparison shopping establishments.

Specifically, the **Citywide Plan** identifies the need for thirteen “community” shopping districts in Cleveland, forming a ring between Downtown’s regional shopping district and competing suburban shopping centers.

These community centers will be supplemented by approximately thirty-four “neighborhood centers” and a larger number of “convenience centers” located throughout the City. Retention of small convenience centers is particularly important in neighborhoods where many elderly or low-income residents travel to stores as pedestrians.

The citywide retail market study also identified

an opportunity to develop a “regional” shopping mall in the vicinity of West 117th Street and Berea Road — a location capable of drawing customers from west side neighborhoods, the adjacent City of Lakewood and commuters traveling on I-90. The proposal is not included on the future land use map, however, because the required sites are currently occupied by well-established industries employing several hundred individuals.

Revitalization and Expansion. The great majority of retail districts designated on Map 6 are existing districts which require upgrading or expansion. The **Citywide Plan** proposes to build on the current strengths of these areas by targeting programs for facade renovation, code enforcement, streetscape improvements and technical assistance, as well as by strengthening zoning regulations for signage, landscaping and building design. In addition, there is a need to improve the “mix” of businesses in many districts in order to provide a wider variety of goods and services.

Among the larger retail centers suited to strategies which emphasize revitalization over expansion are the Broadway shopping area, Pearlbrook Shopping Center, Old World Plaza (East 185th Street) and Kamm’s Corners (Rocky River Drive and Lorain Avenue).

Among the retail centers designated for expansion are the following:

- Old Brooklyn and Crossroads (Pearl Road between I-71 and State Road),
- Stockyards (West 65th and Storer),
- Ohio City (West 25th and Lorain),
- Buckeye Road at East 116th Street,
- Lee-Harvard Shopping Center,
- Miles Avenue at East 131st Street,
- Five Points (East 152nd and St. Clair),
- Quincy Avenue (between East 75th and East 89th Streets),
- Kinsman Avenue at East 93rd Street, and
- Payne Avenue (between the Innerbelt and East 40th Street).

New Development. In areas which are currently unserved by appropriately-located retail districts, the **Citywide Plan** proposes development of contemporary “neighborhood” and “community” shopping centers. Specifically, new centers are proposed at the following locations.

- East 152nd Street at I-90 in the Collinwood Yards area,
- East 79th and Euclid,
- Glenville Town Center (East 105th and St. Clair),
- East 30th Street and Cedar, and
- East 55th and Woodland.

Protecting Existing Businesses. The consolidation of retail development in Cleveland must be accomplished in a manner which avoids undue hardships for owners and operators of existing businesses. Specifically, changes in the City’s zoning map necessary to promote the proposed retail consolidation will permit “nonconforming” businesses to continue operation until such time, if any, that a long-term vacancy occurs. In addition, financial assistance programs operated by the City

Regional Shopping District

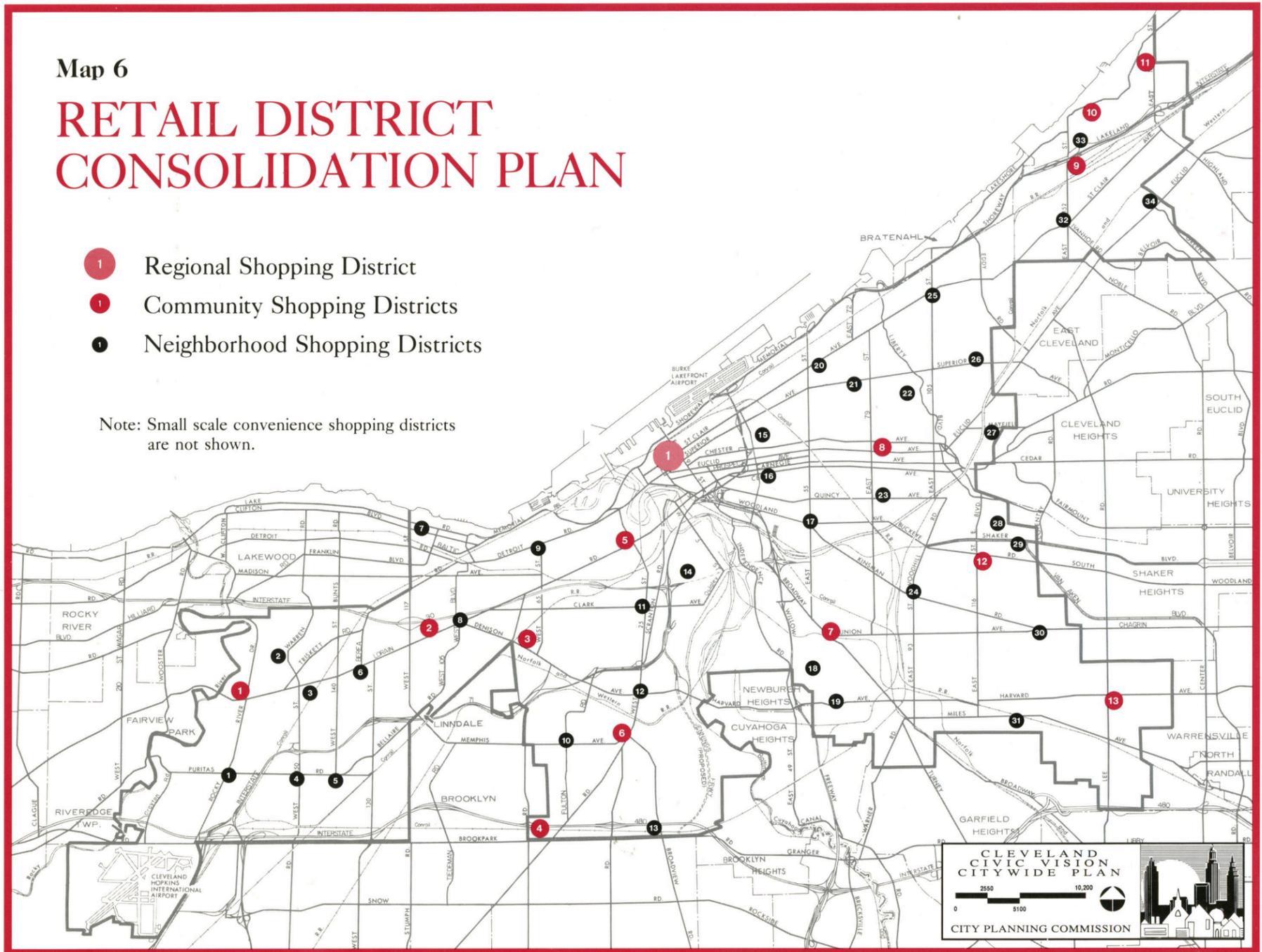
- 1. Downtown

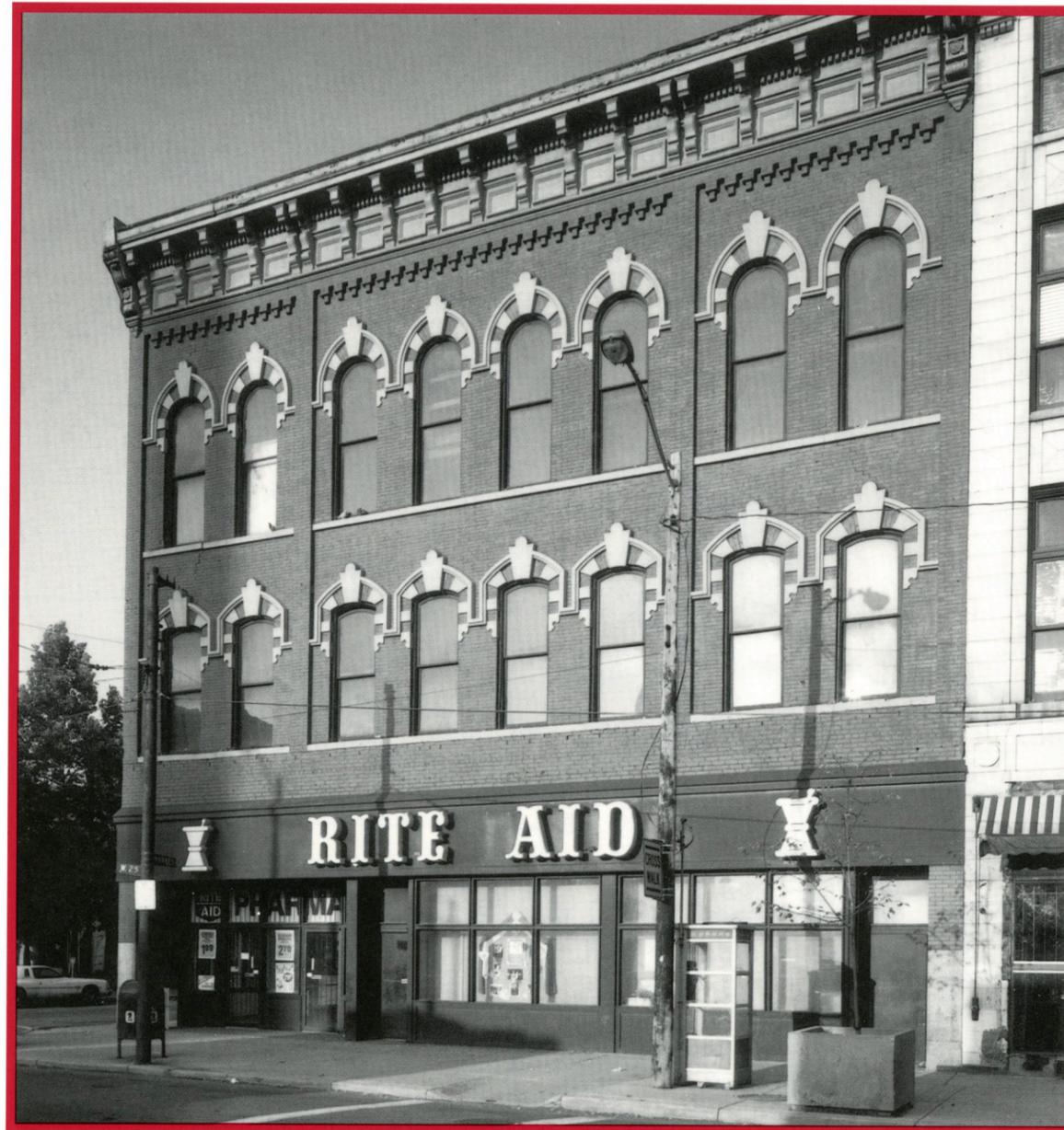
Community Shopping Districts

- 1. Kamm's Corners
- 2. Westown Square Area
- 3. Stockyards
- 4. Pearlbrook Shopping Center
- 5. Ohio City
- 6. Old Brooklyn
- 7. Broadway
- 8. Midtown Square
- 9. Collinwood Yards
- 10. Euclid Beach Master's Plaza Area
- 11. Old World Plaza
- 12. Buckeye Commons Area
- 13. Lee-Harvard Shopping Center Area

Neighborhood Shopping Districts

- 1. Rocky River and Puritas
- 2. Warren Village Center
- 3. West 150th and Lorain
- 4. Puritas Plaza Area
- 5. Puritas Park
- 6. Fairwood Shopping Center Area
- 7. Clifton Boulevard
- 8. West 98th and Lorain
- 9. Gordon Square Arcade Area
- 10. Memphis-Fulton Shopping Center Area
- 11. West 25th and Clark
- 12. Crossroads
- 13. Brookpark and Broadview
- 14. Professor Street
- 15. Payne Avenue
- 16. East 30th and Cedar
- 17. East 55th and Woodland
- 18. Slavic Village
- 19. Silverman's Shopping Center Area
- 20. St. Clair Avenue
- 21. Addison and Superior
- 22. Martin Luther King Plaza Area
- 23. Quincy Avenue
- 24. East 93rd and Kinsman
- 25. Glenville Town Centre
- 26. Garrett Square
- 27. Little Italy
- 28. Larchmere Boulevard
- 29. Shaker Square
- 30. Kinsman Road
- 31. East 131st and Miles
- 32. Five Points
- 33. East 156th and Waterloo
- 34. Green Lite Shopping Center Area





The unique architectural character of Cleveland's commercial buildings can be an asset in the competition with newer suburban centers. (PHOTO: West 25th and Market in Ohio City).

will give priority to existing businesses in the development or renovation of consolidated retail centers.

Non-Retail Uses. Because it is not possible to support viable retail development along the full length of every major street in Cleveland, the **Citywide Plan** identifies opportunities to promote non-retail development on blocks not designated for future retail use.

In many cases, the most feasible alternative is "commercial service" use — including such businesses as wholesalers, contractors, repair shops and auto dealers. These uses require the visibility provided by sites on major streets but typically do not require the prime sites sought by retail uses. In addition, because commercial service uses do not contribute to creating the shared customer traffic needed to support viable retail districts, the **Citywide Plan** proposes to separate commercial service uses from areas reserved for retail use.

In other instances, residential use is an appropriate alternative for sites along major streets. The **Citywide Plan** proposes a variety of strategies to promote compatible housing development in such locations. These include conversion of mixed-use buildings to exclusively residential use and development of new multi-family buildings, particularly in proximity to major employment centers (such as the institutions of University Circle).

Finally, the plan proposes the development of one- and two-family housing oriented to residential side streets, with dense landscaping used to screen the houses from the major street. (See Figure 11 on page 34).

Other Strategies. It is recognized that comprehensive revitalization of Cleveland's retail shopping areas will require the pursuit of strategies which go beyond the renovation and development of retail buildings. Specifically, retail revitalization will require a stabilization in the City's population and increases in household employment and income levels. The **Citywide Plan** incorporates such strategies, principally in the chapters entitled "Housing" and "Industry."

INDUSTRY

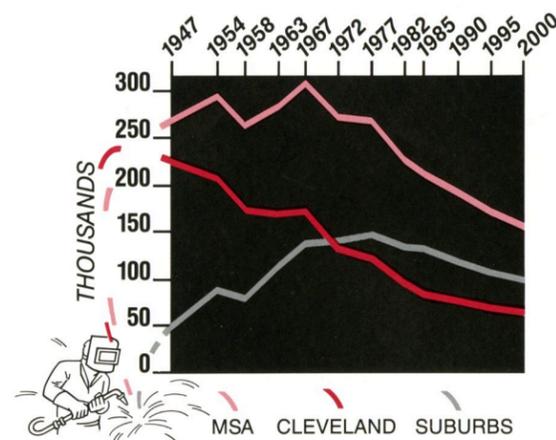
After decades of severe decline, Cleveland's manufacturing economy now shows signs of stabilizing. Past losses in industrial employment within the City can be attributed to shifts in the national economy, as well as to the general trend toward suburbanization in the Cleveland metropolitan area.

The Citywide Plan proposes to strengthen industry in Cleveland through recommendations to improve the competitiveness of currently viable industrial areas and to encourage development of contemporary industrial parks in areas with convenient freeway access.

PAST AND CURRENT CONDITIONS

Historical Trends. Manufacturing employment in the City of Cleveland peaked at over 220,000 in the 1940's and fell to about 82,000 in the mid-1980's, reflecting a national decline in heavy manufacturing. In the suburban portion of

Figure 14
MANUFACTURING EMPLOYMENT
1947 - 2000
Cleveland, Suburbs, MSA



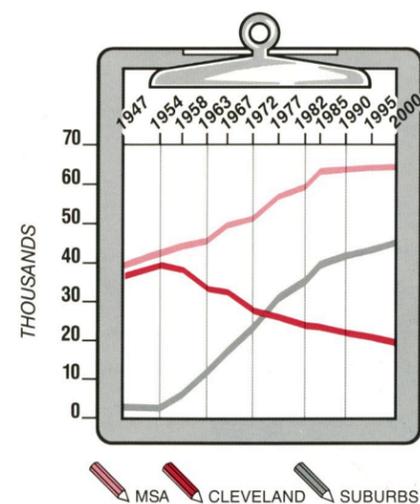
Source: The Center for Regional Economic Issues, Case Western Reserve University

the metropolitan area, manufacturing employment in 1985 remained at its 1965 level of approximately 125,000-130,000. Between 1965 and 1985, the City's share of manufacturing employment in the metropolitan area fell from 57% to 38%.

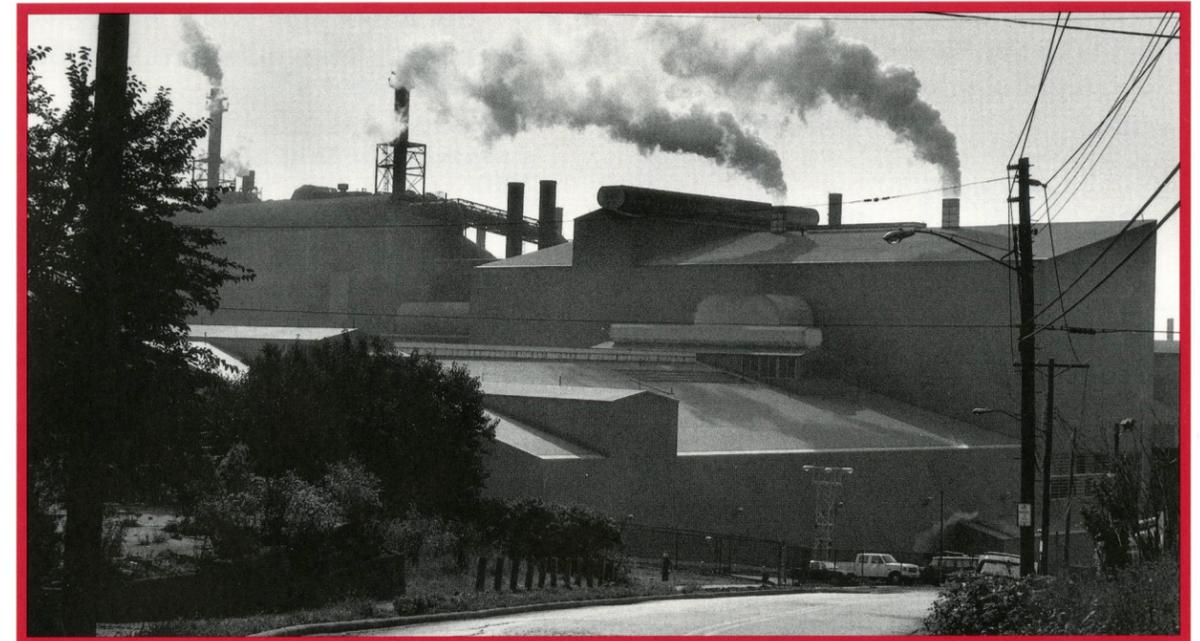
Despite the net loss in employment, Cleveland's manufacturing economy remains dynamic, with hundreds of new firms created each year. Between 1979 and 1985, over 1,100 manufacturing firms employing over 64,000 people were created in the metropolitan area. Within the City, 17,000 jobs were created in 410 new firms.

Employment in wholesale establishments in the metropolitan area has grown from approximately 40,000 in the 1940's to 63,000 in 1985. During this time period, wholesale employment within the City of Cleveland declined from 37,000 to 23,000, while wholesale employment in the suburbs jumped

Figure 15
WHOLESALE EMPLOYMENT
1947 - 2000
Cleveland, Suburbs, MSA



Source: The Center for Regional Economic Issues, Case Western Reserve University



The steel industry, responsible for much of Cleveland's early growth, remains vital to the City's modern economy. (PHOTO: LTV Steel facilities in the Industrial Valley).

from 3,000 (7% of the metropolitan total) to 39,000 (63% of the metropolitan total).

Current Cleveland Conditions. The loss in industrial employment in Cleveland has resulted in a surplus of industrial buildings and land. Specifically, it is estimated that 25% of the City's 110 million square feet of industrial floor area is currently vacant. Another 1,400 acres of industrially-zoned land in the City is also vacant. Overall, industrial uses occupy nearly 6,800 acres of land or 13.6% of Cleveland's total land area.

Many of Cleveland's older industrial buildings are multi-storied, deficient in parking and open space, and are oriented to rail lines rather than freeways. These factors generally make the properties in Cleveland less adaptable to the needs of modern light industrial uses, which favor single-story buildings located in proximity to freeway interchanges.

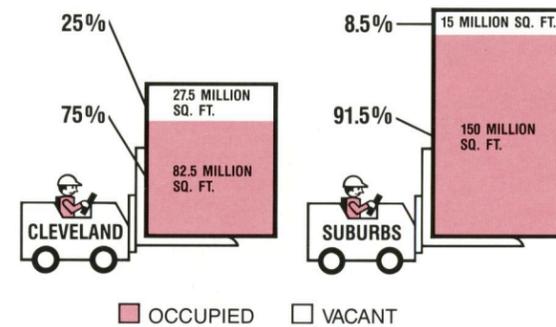
Current Metropolitan Conditions. Industrial

employment in the Cleveland metropolitan area was estimated at 210,000 in 1985, with 275 million square feet of floor area in industrial use. Of the 165 million square feet of industrial floor area in suburban communities, only 14 million square feet or 8.5% is currently vacant. It is estimated that approximately 13,000 acres of vacant, industrially-zoned land remains available for development in suburban Cuyahoga County.

Cleveland Sub-Areas. Within the City of Cleveland, industry is most heavily concentrated in Regions IV and V along the Cuyahoga River in the area known as the "Industrial Valley," as well as in the Flats-Oxbow area. This area is home to facilities of LTV Steel and other heavy industrial uses. Other major industrial areas within the City, often focused along rail lines, include the following:

The industrial development statistics presented in this chapter are taken primarily from an analysis prepared by the firm of Hammer, Siler, George Associates.

Figure 16
INDUSTRIAL FLOOR AREA 1987
Cleveland, Suburbs



Sources: Hammer, Siler, George Associates;
Cleveland City Planning Commission

- the Collinwood rail yards area in the City's northeast (Region III);
- the Midtown Corridor office/industrial area along Chester, Euclid and Carnegie Avenues (Region II);
- the Lakeside Industrial District in the Downtown area and the Lakeside Area Development Corporation (LADCO) area, east of Downtown (Region V);
- the Western-Elmwood-Berea Development Corporation (WEBCO) area on the City's mid-west side (Region VII);
- The WECO and Maingate/Gladstone areas on the City's central east side (Region II);
- the Miles Ahead area along Miles Avenue in southeast Cleveland (Region I); and
- the Southeast Improvement Association area along East 93rd Street, south of Union Avenue (Regions I and IV).

Contemporary industrial parks in Cleveland are often located in proximity to freeway interchanges. These developments are typically served by limited access roads and utilize greater amounts of landscaping than is common in older industrial

areas. Such developments include the following:

- the Enterprise Industrial Park near West 130th and I-480 (Region VIII);
- the Puritas and Manufacturing Road Industrial Parks near West 150th and I-480/I-71 (Region VIII);
- the Jennings Industrial Park, north of Schaaf Road near the proposed Jennings Freeway (Region VI);
- the City-owned Cleveland Industrial Park, west of Lee Road and south of Miles Avenue, in proximity to I-480 (Region I); and
- the new Midtown Commerce Park near East 55th and Euclid, in proximity to I-90 (Region II).

Vacant sites located within or adjacent to most of these modern industrial and office parks are available for additional contemporary development.

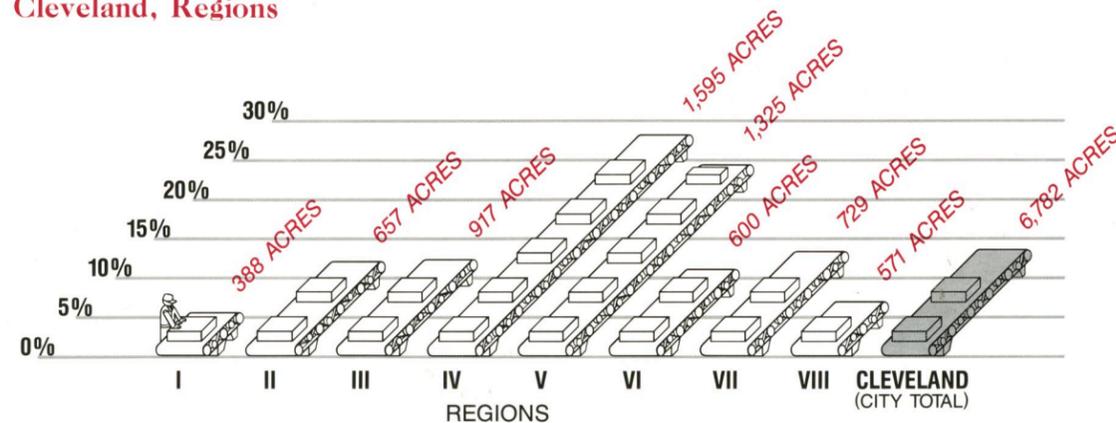
PROJECTIONS

On the basis of past trends, it has been projected that manufacturing employment in Cleveland will



Shifts in transportation methods and manufacturing processes have resulted in the abandonment of much rail-oriented industrial property in Cleveland. (PHOTO: abandoned industry near rail line in the Flats).

Figure 17
PERCENTAGE OF LAND DEVELOPED AS INDUSTRY 1986
Cleveland, Regions



Sources: Cleveland City Planning Commission; Ohio Capability Analysis Program, Ohio Department of Natural Resources

decline from a 1985 level of 82,000 to 61,000 in the year 2000, while employment in the wholesale sector will decline from 23,500 to 19,000 during the same period. Manufacturing employment in suburban portions of the metropolitan area is also projected to decline, from approximately 128,000 in 1985 to 93,000 in the year 2000. However, employment in wholesale establishments is projected to increase from 39,500 to 45,100.

Actual industrial employment levels in Cleveland will be affected by national and international economic trends which cannot be accurately foreseen at this time. In addition, it is important to recognize that the land use plan and development policies of the **Civic Vision 2000** program are designed to alter anticipated trends, with the goal of stabilizing local industrial employment. *In fact, statistics for the period between*

1984 and 1988 show evidence of such stabilization.

Despite the projected loss of industrial employment within the City, it is anticipated that the amount of land devoted to industrial use will remain relatively stable between 1985 and the year 2000. This is the case because contemporary industrial development is more "land intensive" than was older-style industrial development, with one-story as opposed to multi-story buildings and greater areas devoted to parking and landscaping.

ISSUES

In light of the preceding analysis, several key issues regarding industrial development in Cleveland can be identified. These issues are highlighted below in terms of "challenges" and "opportunities."

Challenges

- Cleveland's current large surplus of industrial building space is not expected to be absorbed by increased industrial employment in the foreseeable future.
- The obsolete nature of many vacant industrial buildings in Cleveland and the high costs of demolition limit prospects for re-use or redevelopment.
- The long-term shift from rail to truck transportation places many older industrial sites in Cleveland at a competitive disadvantage with respect to available suburban sites.

Opportunities

- Its central location within the metropolitan area provides the City with an economic advantage relative to other local communities.
- An increased supply of vacant land within the City and prospects for improved freeway access create opportunities for development of modern industrial parks.
- Older industrial buildings in Cleveland provide relatively low-cost space suited to the financial

needs of "start-up" businesses.

- The presence of major universities and research facilities in Cleveland is an asset which can be used to generate entrepreneurial firms specializing in new technologies.
- Past higher levels of manufacturing employment have left Cleveland with a large and highly-skilled industrial labor force.

POLICIES

Listed below are policies which have been formulated to address current challenges and capitalize on identified opportunities with regard to industrial development and retention.

- Promote retention and expansion of existing

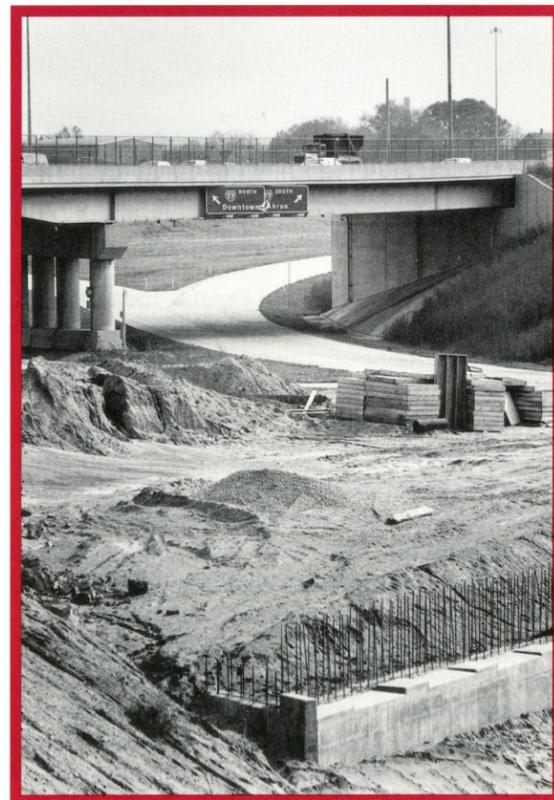
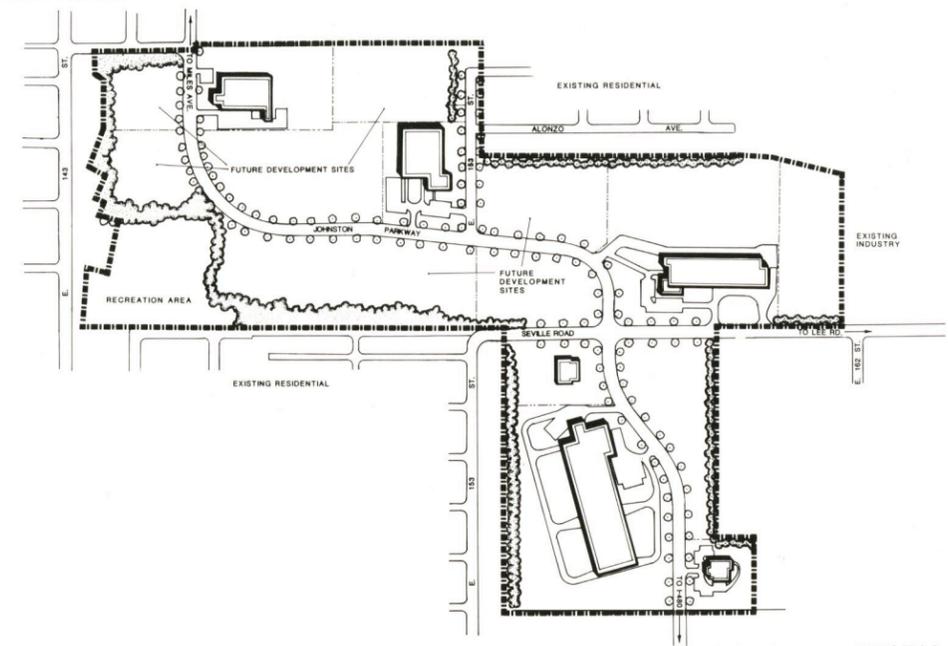


Figure 18

CLEVELAND INDUSTRIAL PARK Lee-Seville Area



Sites near recently-opened freeway interchanges present opportunities for contemporary industrial development. (PHOTOS: Cleveland Industrial Park at Lee and Seville (above) and I-490 bridge construction (left)).

- industries as the principal means of stabilizing industrial employment in the City.
- Target capital improvements in a manner which supports goals for industrial retention and development.
- Promote modern industrial and office park development at sites with freeway access.
- Seek expanded participation by local development organizations in efforts to strengthen industrial development.
- Actively seek alternative uses for large tracts of excess industrial land, while retaining viable sites for future industrial use.
- Encourage creation of entrepreneurial firms specializing in new technologies through partnerships with the local academic, medical,

- research and corporate communities.
- Eliminate severely incompatible mixtures of industry and housing through a gradual and equitable transition to the more viable use, as determined in each instance.
- Provide assistance in relocating incompatible uses to suitable sites.
- Require landscaping and other design solutions to screen open storage areas from public view and to buffer industry from adjacent uses.
- Support measures intended to limit adverse effects of industrial pollution on residential areas.

PLANS

The Citywide Plan seeks to strengthen

industry in Cleveland through strategic changes in land use and policy initiatives designed to support currently viable industrial areas and promote contemporary development in competitive locations.

It is also recognized that the development-oriented strategies pursued by the City must be complemented by other strategies undertaken by a number of public and private-sector organizations. These strategies, many of which are already in progress, focus on such issues as job training, venture capital creation and labor-management relations.

Strengthening Existing Development. The citywide land use plan identifies existing industrial areas which appear to be viable over a long-term period and designates these areas for continued industrial use. The development policies and infrastructure recommendations of the **Citywide Plan** reinforce the land use plan by proposing strategies designed to strengthen those industrial areas designated for retention.



The CITYWIDE PLAN advocates public/private partnerships in promoting local economic development. (PHOTO: development site near East 55th and Euclid).

First, the **Citywide Plan** proposes to improve freeway access to existing industrial areas through development of connector roads such as State Route 87A (under study for a location south of Woodland Avenue between I-77 and Shaker Boulevard) and the Bessemer Road extension. Also proposed is a new freeway link — the Jennings Freeway — connecting I-480 and I-71 through the Old Brooklyn area.

Second, the plan advocates improvements to roads, bridges, sidewalks and utilities, as necessary to strengthen the competitiveness of such areas as the Lakeside Area Development Corporation district just east of Downtown.

Finally, it is proposed that the City expand partnerships with local development corporations in efforts to upgrade and market local industrial areas. In some instances, this will require that the City take action to help establish such local organizations.

Promoting Contemporary Development. The opening of several new freeway segments has created the opportunity for contemporary industrial development in Cleveland. The citywide land use plan responds to this opportunity by proposing new industrial development at several such locations.

These proposals include several sites north of Brookpark Road, a site west of East 55th Street and south of the new I-490/I-77 interchange, and an area in proximity to the Lee Road interchange with I-480. The proposals for the Brookpark Road area are also designed to capitalize on the presence of Hopkins Airport, NASA and the I-X Center as potential generators of contemporary industrial development.

Reducing Land Use Conflicts. Because much development in Cleveland pre-dates zoning regulations, there are many areas in which industrial and residential uses are mixed in a manner which is detrimental to both uses. Typically in such situations, the industries are



Public/private partnerships can provide technical assistance to local firms seeking to utilize new technologies. (PHOTO: Unified Technologies Center at Tri-C's Metro Campus).

restricted in their ability to expand and to operate in evening hours, while the residents must contend with excessive noise, truck traffic and unattractive views.

The **Citywide Plan** proposes several remedies for these land use conflicts. In mixed-use areas where one land use is clearly predominant or more viable, the land use plan designates the entire area exclusively for that use. The plan's policies recommend that relocation assistance be provided where necessary to ease the transition.

In addition, it is recognized that, in many cases, re-zoning a mixed-use area to exclusively industrial use must wait until comprehensive redevelopment is imminent. Otherwise, the re-zoning would simply encourage incremental encroachment of

industry into residential areas.

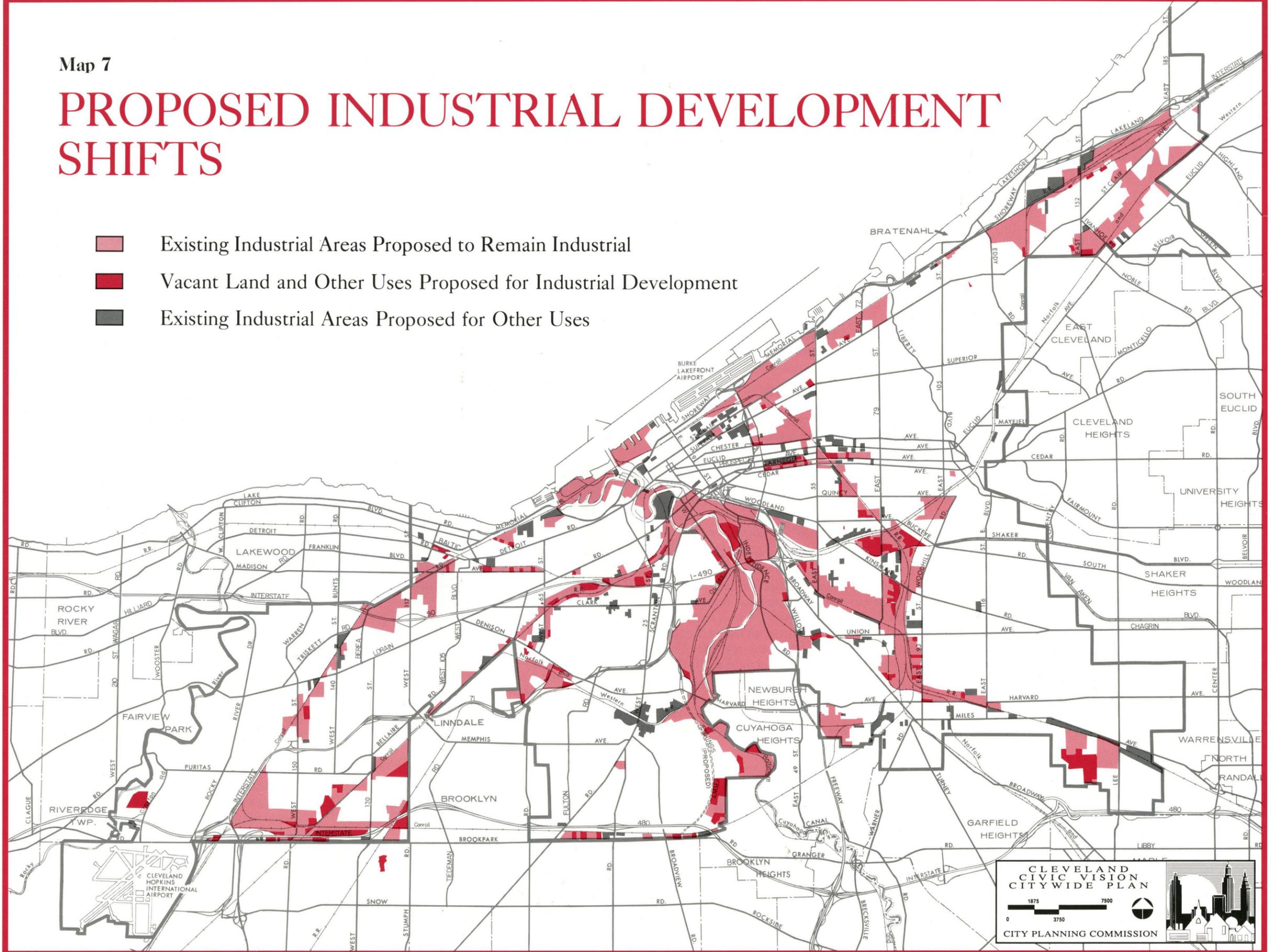
In areas where industrial uses are expected to remain in proximity to residential uses, the plan proposes that zoning requirements and financial incentives be used to provide necessary landscaping and buffering. The plan also proposes enactment and enforcement of measures to limit noise, smoke and odors generated by industries in proximity to residential areas.

NOTE: The subject of "office development" is addressed principally in the companion **Downtown Plan** as well as in the **Citywide Plan** chapters for Regions II, V, VI and VIII.

Map 7

PROPOSED INDUSTRIAL DEVELOPMENT SHIFTS

-  Existing Industrial Areas Proposed to Remain Industrial
-  Vacant Land and Other Uses Proposed for Industrial Development
-  Existing Industrial Areas Proposed for Other Uses



RECREATION

Clevelanders are served by a recreation system with facilities as diverse as the 168-acre Metroparks Zoo, the six Lakefront State Parks and over one hundred City-owned neighborhood playgrounds. The major issue currently confronting the City-operated recreation system is the inadequacy of funding for maintenance and repair. This situation has developed over the past four decades as the recreation system expanded while the City's population fell by over 40% and tax revenues fell correspondingly.

The Citywide Plan responds to this issue by proposing objective standards which can be used to guide the process of consolidating recreation facilities to better match the City's current population and fiscal resources. The plan also emphasizes the need for a sharing of facilities, particularly between the City and School District, to meet community recreation needs in a cost-effective manner.

OVERVIEW

Existing Facilities. The core of the local recreation system is owned and operated by the City of Cleveland's Department of Parks, Recreation and Properties. It encompasses over 1,500 acres at nearly 190 sites within the City and includes 165 tennis courts, 74 ballfields, 110 playgrounds, 25 outdoor pools, 16 indoor recreation centers and 2 skating rinks.

Planning Standards. In any community, the need for recreation facilities is primarily a function of the community's population and its geographic size. For example, the City of Cleveland, with over 500,000 residents and 78 square miles of land, clearly requires more swimming pools than does the neighboring City of Lakewood, with 60,000 residents and 10 square miles of land.

In addition, recreation planning standards vary for different types of facilities. For example, a community is expected to provide more play-

grounds than swimming pools. This is the case because the typical swimming pool user is willing and able to travel further to use the facility than is the typical playground user. This relates to the age of the user, the typical "length of stay" at the facility and the availability of the activity elsewhere. Also, because the larger and more unique facilities are more costly to build and maintain, a community is able to provide fewer such facilities.

Citywide Plan. The role of the Citywide Plan is to offer objective standards which can be used to evaluate recreation facility needs in Cleveland during the upcoming 10-15 years. Each year, the City will be required to make decisions regarding the development, removal, rehabilitation and expansion of recreation facilities. These decisions will be particularly important during the 1990's as the City seeks to re-design its recreation system in response to the loss of over 400,000 residents since 1950.

The following analysis focuses on three of the most significant recreation facilities operated by the City — playgrounds, swimming pools and indoor recreation centers. Other facilities, such as ballfields, basketball courts and tennis courts, are often provided in conjunction with one of the three facilities addressed directly in this analysis. Table 10 presents general planning standards for those facilities which are not discussed in detail.



Provision of first-class facilities is essential in increasing the attractiveness of Cleveland's neighborhoods to present and prospective residents. (PHOTO: new playground near East 102nd and Kingsbury).

Table 10
**RECREATION FACILITY
PLANNING STANDARDS**

	Population Per Facility	Maximum Travel Distance
Playgrounds	5,000	1/2 mile
Basketball Courts	5,000	1 mile
Tennis Courts	3,000	1 mile
Ball Diamonds	3,000	1 mile
Swimming Pools	20,000	1 mile
Recreation Centers	50,000	1 1/2 miles

Sources: Cleveland City Planning Commission;
National Recreation and Park Association

Table 11
**OVERSUPPLY/UNDERSUPPLY OF RECREATION
FACILITIES 1986**

	Current No. of Facilities in Cleveland	No. of Facilities Needed by Planning Standards	Undersupply (-) or Oversupply (+)
Playgrounds	110	108	+ 2
Basketball Courts	73	108	- 35
Tennis Courts	172	180	- 8
Ball Diamonds	156	180	- 24
Swimming Pools	43*	27	+ 16
Recreation Centers	16*	11	+ 5

*The 16 Recreation Centers include swimming pools which are also counted under the Swimming Pool category.
Sources: Cleveland City Planning Commission; National Recreation and Parks Association

PLAYGROUNDS

Existing Conditions and Standards. Playgrounds are the foundation of the local recreation system, providing the most basic level of service in each neighborhood. Residents are appropriately served when the neighborhood playground is located within a reasonable walking distance — approximately 1/2 mile — without the need to cross major streets. This is the distance a young child can walk in 10-15 minutes.

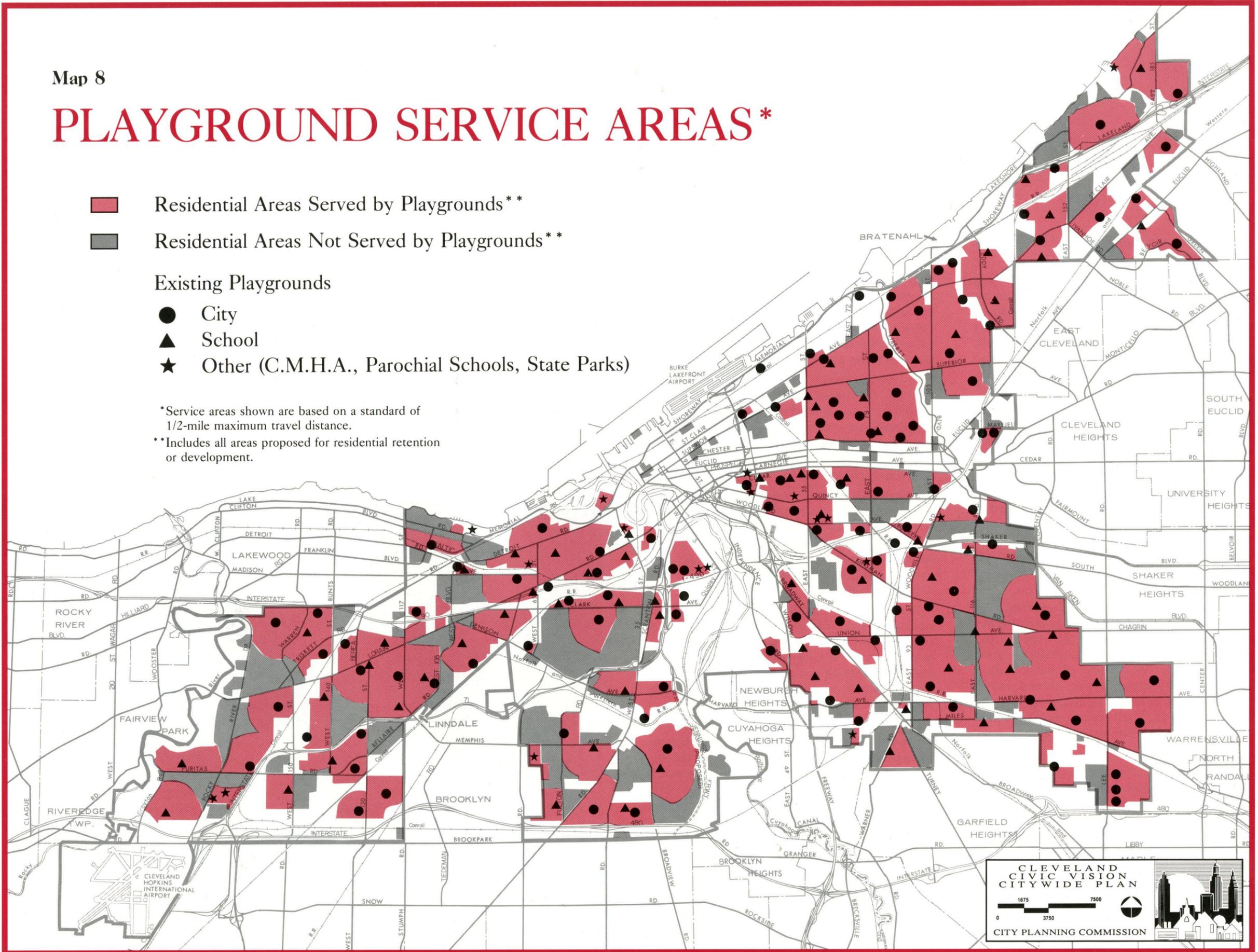
National standards further recommend that a community provide one playground for each 5,000 residents. Cleveland's inventory of 110 play-

Map 8

PLAYGROUND SERVICE AREAS*

-  Residential Areas Served by Playgrounds**
-  Residential Areas Not Served by Playgrounds**
- Existing Playgrounds**
 -  City
 -  School
 -  Other (C.M.H.A., Parochial Schools, State Parks)

*Service areas shown are based on a standard of 1/2-mile maximum travel distance.
**Includes all areas proposed for residential retention or development.



CLEVELAND
CIVIC VISION
CITYWIDE PLAN



CITY PLANNING COMMISSION

grounds meets this standard for the City's current population of approximately 506,000.

Although the number of playgrounds is adequate on a citywide basis, three key deficiencies are evident in an evaluation of the City's playground system. Most evident is the fact that maintenance is inadequate at many sites and much of the present equipment is outdated. Second is the fact that numerous existing sites are too small to provide a full complement of playground equipment. Finally, and most significant from the perspective of a long-term plan, is the fact that an imperfect geographic distribution of playgrounds leaves some neighborhood areas unserved while others are over-served.

Recommendations. Map 8 identifies neighborhood areas which are not currently served by City playgrounds located in accordance with the standards prescribed above. The map also identifies those under-served areas which are potentially served by playgrounds located at public elementary schools.

In providing playgrounds for under-served areas, it is recommended that the City pursue a three-pronged strategy, emphasizing the need for cost-effective solutions. First priority should be given to ensuring the availability of public school playgrounds for community use. Second priority should be given to relocating inefficiently-located City playgrounds. Third priority should be given to developing new City playgrounds.

It is also recommended that the costs of playground development be shared, where feasible, through public/private partnerships between the City and community organizations or local corporations. In addition, costs for new playgrounds can be offset (if capital and operating costs are considered together) by savings realized from the removal of playgrounds in over-served areas — particularly where City playgrounds are located in immediate proximity to School District playgrounds.

SWIMMING POOLS

Existing Conditions and Standards. Cleveland currently operates 41 municipal swimming pools, including 25 outdoor pools and 16 indoor (or indoor-outdoor) pools. National standards recommend that a community provide one pool for each 20-25,000 residents, with travel distances not exceeding one mile.

In 1960, when Cleveland's population was 876,000, the current inventory of 41 pools would have been consistent with this national standard for population — representing a ratio of one pool for each 21,000 residents. By 1990, with a population of 506,000, the City was providing one pool for each 12,300 residents.

Because Cleveland's population loss has been accompanied by corresponding losses in tax revenues, the City's ability to maintain its recreation facilities has declined to the point where the forced closing of deteriorated pools had become virtually a regular event on the summer calendar during the 1980's.

It was estimated in 1986 that repair of the 28 outdoor pools in the system at that time would cost nearly \$6 million. In addition to these capital costs, many of the City's pools require excessive operating expenditures in comparison to attendance levels (with a high of \$7 per attendee for each visit).

Finally, not only does the current number of City pools appear to exceed national standards as well as the City's maintenance capabilities, but the geographic distribution of these pools also appears out of step with past shifts in population. For example, whereas 40% of the City's residents live west of the Cuyahoga River, only 34% of the City's 41 pools are located there.

Recommendations. If Cleveland provided municipal swimming pools at the standard of one pool per 20,000 residents for a population of between 500,000 and 550,000 residents, the City's recreation system would include approxi-

mately 27 pools (outdoor and indoor), as opposed to the current 41 pools.

Map 9 shows one possible geographic distribution of these 27 pool service areas, taking into consideration a maximum one-mile travel distance as well as such factors as population density, neighborhood boundaries and physical barriers to travel.

It is important to understand that the 27 swimming pool service areas shown on Map 9 do not take into account the location of current facilities. The service areas shown on the map are intended to be used as a general reference in evaluating future proposals for changes in the City's inventory

of indoor and outdoor pools.

Finally, it should be noted that the plan advocates arrangements for joint use of swimming pools operated by the School District or community organizations in instances where City-owned facilities are not provided.

RECREATION CENTERS

Existing Conditions and Standards. The City of Cleveland currently operates 16 indoor recreation centers. The typical center includes such facilities as an indoor swimming pool, basketball court, gymnasium and classroom space. Outdoor



Replacement of obsolete pools with a fewer number of larger and more centrally-located pools allows for improved maintenance and increased programming. (PHOTO: Warsaw Pool, built to replace the Regent and old Warsaw Pools in South Broadway).

City Outdoor Pools

1. Gunning
2. Impett
3. Halloran
4. Sunrise
5. Lake
6. Greenwood
7. Meyer
8. Loew
9. Lincoln
10. Longwood
11. Lonnie L. Burten
12. League
13. East 71st Street
14. Garden Valley
15. Warsaw
16. Gassaway
17. Glenview
18. Forest Hills
19. Luke Easter
20. Glendale
21. Kerruish
22. Grovewood
23. Mark Tromba
24. Duggan
25. Neff

City Indoor Pools

1. Cudell
2. Michael Zone
3. Clark
4. Estabrook
5. Sterling
6. Central
7. Lonnie L. Burten
8. E.J. Kovacic

9. Thurgood Marshall
10. Fairfax
11. Woodland
12. Stella Walsh
13. Cory
14. Glenville
15. Alexander Hamilton
16. John F. Kennedy

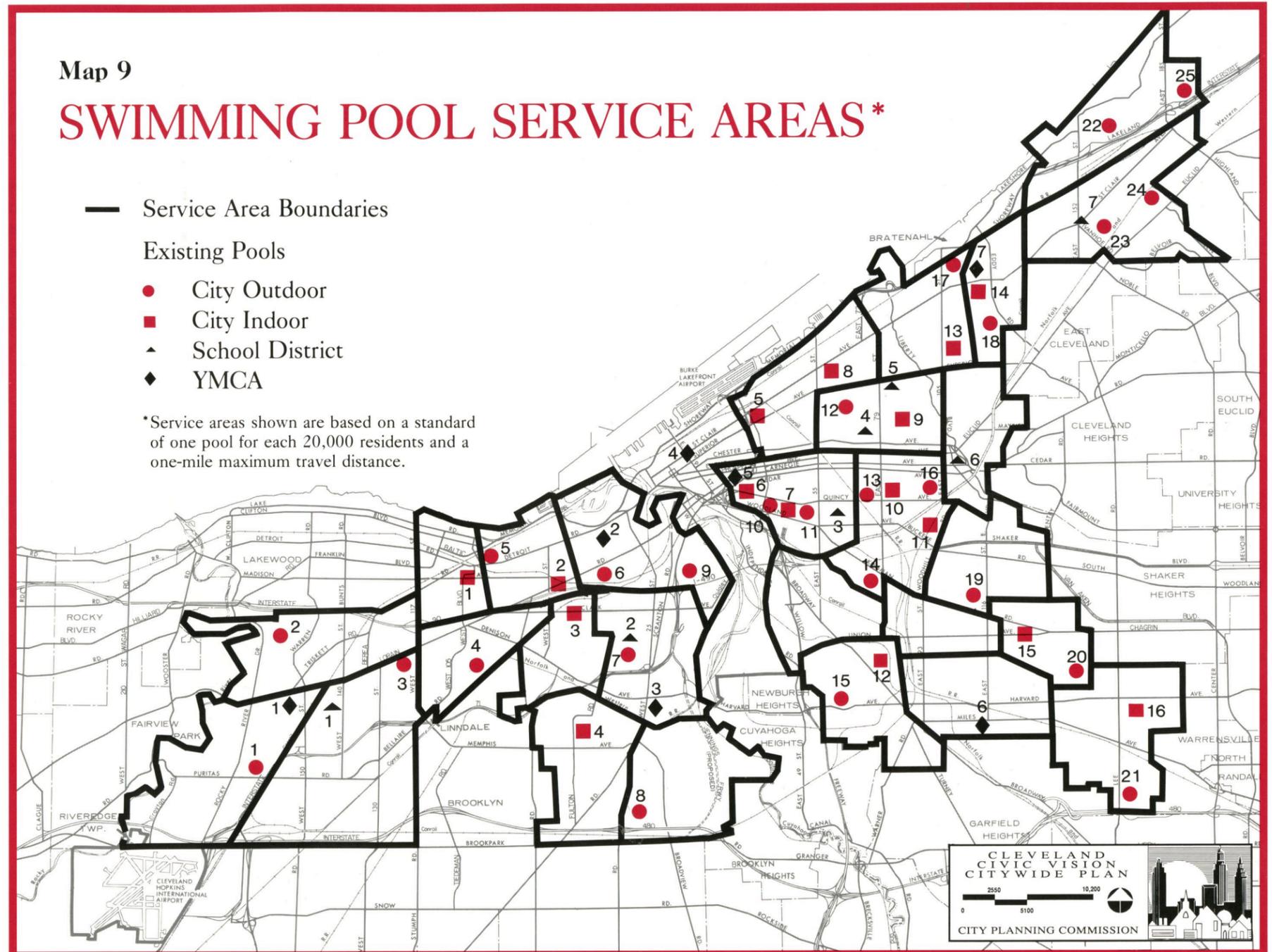
School District Pools *

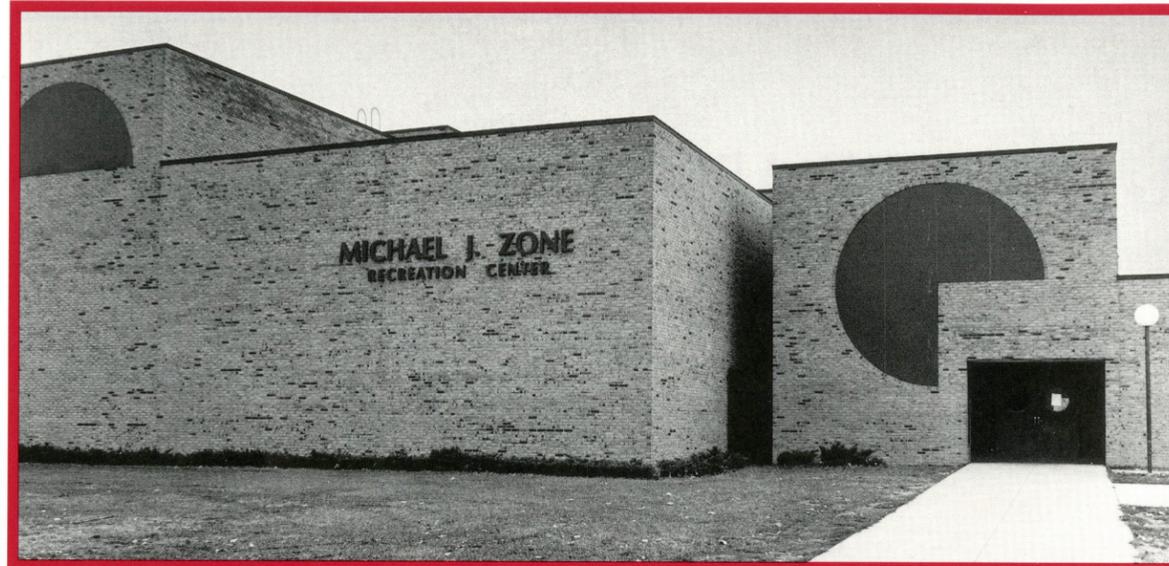
1. John Marshall
2. Lincoln-West
3. East Tech
4. Martin Luther King, Jr. Vocational
5. East
6. John Hay
7. Collinwood

YMCA Pools

1. Westpark-Fairview
2. West Side
3. Brooklyn
4. One Fitness Center
5. Central
6. Broadway
7. Glenville

* Public high schools with indoor pools.





Creation of a citywide network of "Community District Centers" has been proposed to provide first-class indoor/outdoor recreation facilities in a cost-effective manner. (PHOTO: Zone Recreation Center at West 65th and Lorain).

facilities, such as ballfields and tennis courts, are also provided where space permits.

As is the case with other City recreation facilities, decreasing funding has resulted in significant physical deterioration at most recreation centers. A 1986 study estimated the cost of repairs and reconstruction at nearly \$12 million.

Because recreation centers contain a mixture of facilities which varies from city to city, national standards regarding the number of recreation centers necessary to serve a given population are generally not available. However, it is logical to assume that the service area for such a complex would be larger than that of a single swimming pool. Therefore, a city would provide fewer recreation centers than swimming pools.

It is proposed that a reasonable standard for provision of indoor recreation centers in Cleveland would be one center for each 50,000 residents, with a maximum travel distance of 1 1/2 miles. This compares to the 20-25,000 population/1-mile standard proposed for swimming pools.

Recommendations. Consolidation of Cleveland's current 16 recreation center sites would permit the City to provide larger, more modern facilities, with expanded programming and improved maintenance.

Adoption of the proposed standard of one recreation center for each 50,000 residents would result in provision of 11 recreation centers for Cleveland's current population. Map 10 shows one possible geographic distribution of the service areas for these facilities, based on a 1 1/2-mile maximum travel distance and consideration of such other factors as population density, neighborhood boundaries and physical barriers to travel.

As in the case of the swimming pool service area map, it is important to note that Map 10 does not consider the location of current recreation centers. Therefore, the proposed service areas are intended for use only as a general reference in evaluating specific proposals.

In the late 1980's, the City's Department of Parks, Recreation and Properties specifically pro-

posed establishment of seven full-service recreation centers, known as Community District Centers (CDC's), providing a combination of indoor and outdoor facilities. These seven contemporary "super-centers" would be supplemented by several smaller "satellite centers," providing more limited or, possibly, more specialized services.

The proposal for seven CDC's supplemented by four or more satellite centers is one of many potential configurations which are consistent with the standards proposed in the **Citywide Plan**.

Again, it is emphasized that opportunities for community use of recreation facilities operated by the School District and other organizations should be pursued wherever feasible.

SCENIC AREAS

In addition to ensuring the provision of adequate municipal recreation facilities, the **Citywide Plan** seeks to enhance the scenic and recreational value of Cleveland's unique natural resources by proposing a series of strategic public and private improvements. Among these proposals are the following:

- redevelopment of the Big Creek and Mill Creek valleys for recreation;
- extension of the Cuyahoga Valley Rail Line through the Industrial Valley and to Downtown Cleveland, including the Flats and the Lakefront areas;
- development of a riverwalk system along the Cuyahoga in the Flats-Oxbow North area;
- creation of a new river channel opening to the lake from the Old River Channel and development of additional recreation along its southern bank; and
- expansion and continued development of existing parks along the lakefront, including Gordon Park, Euclid Beach Park and the North Coast Harbor.

POLICIES

The following policies have been formulated to guide future City actions with regard to the provision of recreation facilities.

- Optimize provision of community recreation facilities through greater coordination of resources between the City, School District, Metroparks, Library system, State and voluntary organizations.
- Consolidate major, multi-use recreation facilities at transit-accessible locations throughout the City in order to provide more contemporary and maintainable facilities.
- Provide playground facilities within walking distance of neighborhood residents through use of the combined resources of the City, School District and community organizations.
- Involve neighborhood residents in all phases of the planning process for consolidation and development of recreation facilities.
- Retain and expand recreational development of lakefront and riverfront property.
- Maximize public access to lakefront and riverfront property, including convenient and safe pedestrian access from nearby neighborhoods.

City Recreation Centers

1. Cudell
2. Michael Zone
3. Clark
4. Estabrook
5. Sterling
6. Central
7. Lonnie L. Burten
8. E.J. Kovacic
9. Thurgood Marshall
10. Fairfax
11. Woodland
12. Stella Walsh
13. Cory
14. Glenville
15. Alexander Hamilton
16. John F. Kennedy

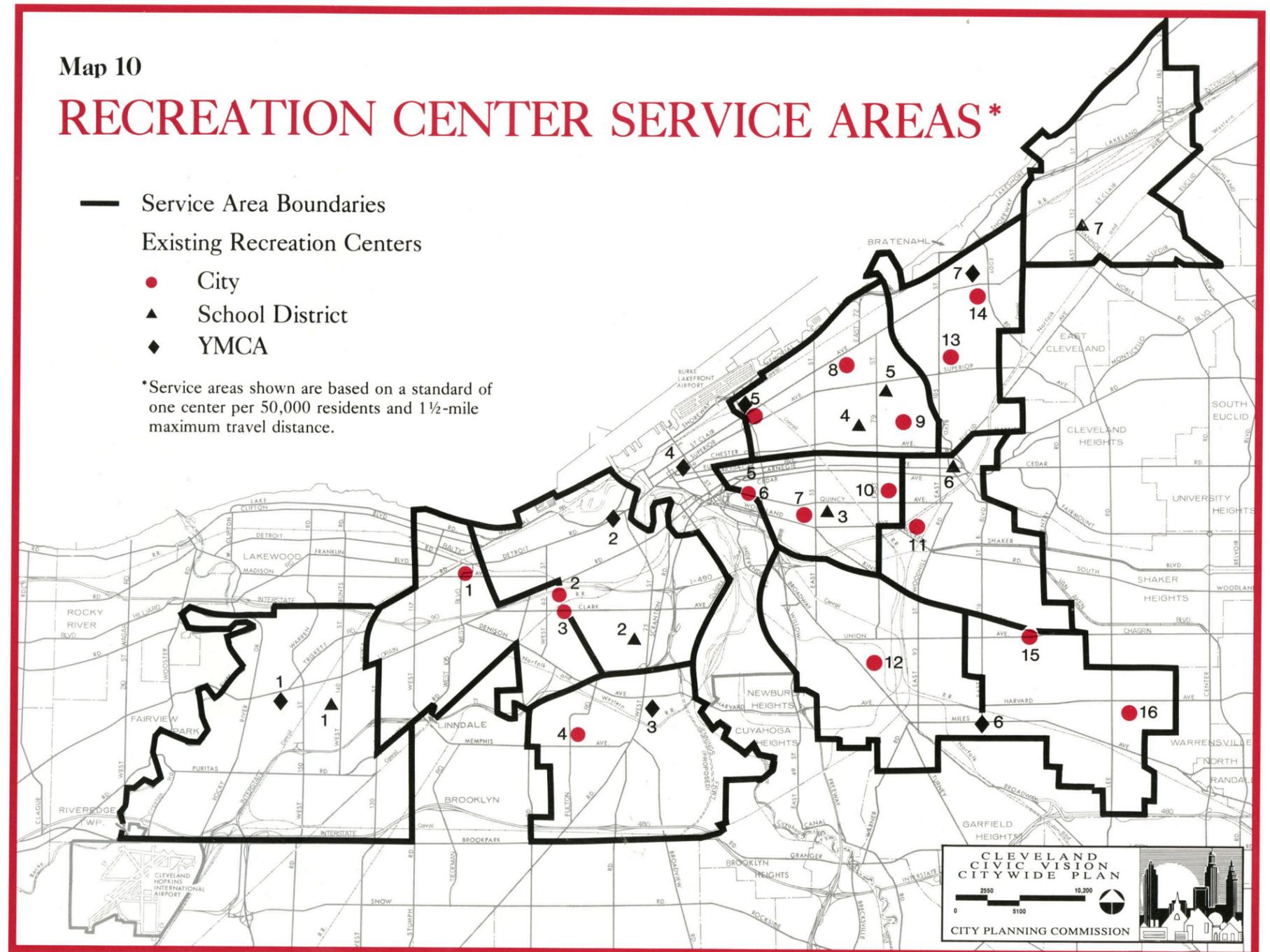
School District Recreation Centers *

1. John Marshall
2. Lincoln-West
3. East Tech
4. Martin Luther King, Jr. Vocational
5. East
6. John Hay
7. Collinwood

YMCA Recreation Centers

1. Westpark-Fairview
2. West Side
3. Brooklyn
4. One Fitness Center
5. Central
6. Broadway
7. Glenville

* Public high schools with indoor pools.



COMMUNITY FACILITIES

Cleveland has the opportunity to stimulate private development and revitalization by setting a standard of excellence in the provision of community facilities and services.

In the following analysis, the Citywide Plan presents guidelines and recommendations for police stations, fire stations and public service facilities as well as a discussion of issues regarding the Cleveland Public Schools and the Cleveland Public Libraries.

POLICE FACILITIES

Existing Facilities. The City of Cleveland is currently divided into six police districts, each served by its own district headquarters building. In addition, the central headquarters building is located Downtown in the Justice Center complex. The City has recently completed renovations to the 1st District (far west side) and 4th District (southeast side) headquarters buildings. Rehabilitation of the 2nd District (near west side) headquarters building was finished in 1990, and rehabilitation of the 6th District (northeast side) headquarters building is planned for the near future.

Capital Improvements. During the late 1980's, the 3rd District police headquarters building was the subject of a debate focusing on the merits of rehabilitation versus relocation to the Charles V. Carr Municipal Center at East 55th and Carnegie.

Under-utilized and inefficiently designed interior spaces, along with substantial repair needs, militated against the rehabilitation option. Also, the building's distinctive architectural character and Downtown location offered prospects for conversion to residential or office use.

More recently, however, a proposal to have the new computer-aided dispatch operation in the existing 3rd District headquarters facility has revived consideration of rehabilitating the building for continued use as a police station.

FIRE FACILITIES

Existing Facilities. The City of Cleveland provides fire protection service from 25 stations located throughout the City. Few capital improvements had been made to these facilities prior to 1983. In 1984, the City undertook a study which rated each fire station by its physical condition, its functional design and its location with respect to response time.

Capital Improvements. Starting in 1985, the City embarked upon a program which will eventually result in the rehabilitation or replacement of all stations in the City. Stations which rated low with respect to physical condition were targeted for rehabilitation, while those stations which also rated low with respect to locational factors were considered for replacement by more centrally-located facilities.

In 1986, the City replaced two facilities, Station #10 in University Circle and Station #20 in Archwood-Denison, with new stations. A new Station #11, located at Broadway and Marble Avenue, was opened in late 1989 and a new Station #31, part of the George V. Voinovich Safety Center at East 152nd and St. Clair, will be completed in 1991.

Two other fire stations are planned to be replaced in the near future. These stations are Station #26 (built in 1898) at East 79th and Kinsman and Station #39 (built in 1917) on Lorain Avenue in Kamm's Corners. Development of attractively-designed public buildings in neighborhood business districts is part of the City's strategy to promote overall revitalization.

Locational Factors. Spatial distribution of fire stations is of critical importance because of the direct relationship between "response time" and the protection of lives and property. The ideal spacing of stations depends upon a number of factors including the type of activities occurring in an area, the fire resistancy of buildings, traffic congestion and the intensity of development.



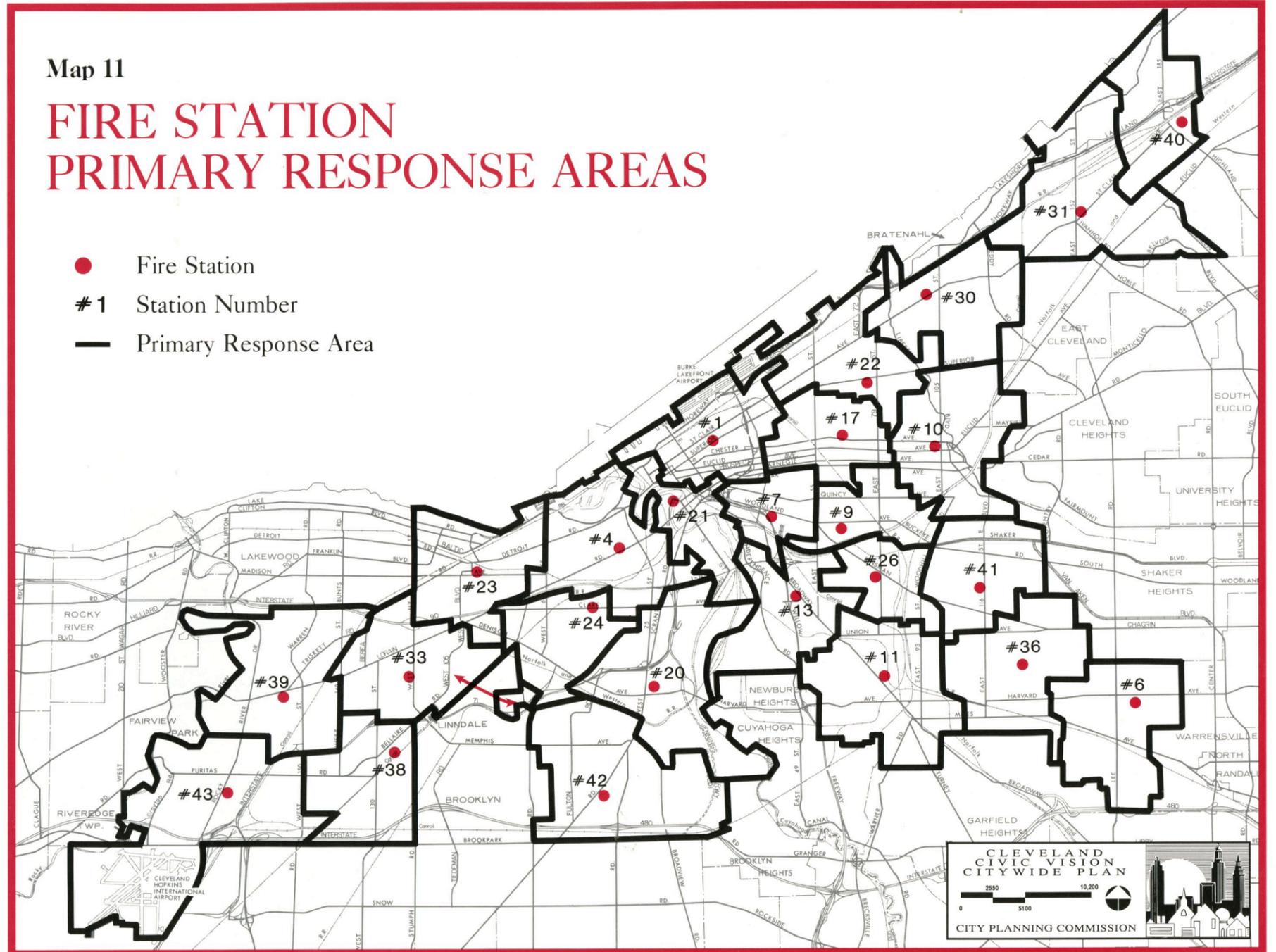
The City of Cleveland's police district headquarters are being updated as part of a comprehensive rehabilitation program. (PHOTO: 1st District Police Headquarters at West 130th and Brooklawn).

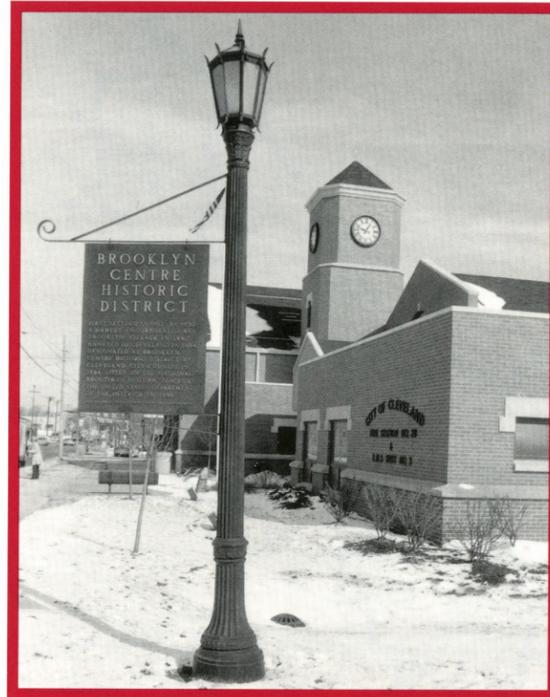


A comprehensive program for rehabilitation and replacement of fire stations was initiated by the City in 1985. (PHOTO: Station #11 built in 1989 at Broadway and Marble as a replacement for old Station #11 built in 1875 at East 91st and Walker).

Fire Stations

- | No. | Location |
|-----|--------------------------|
| 1. | East 17th and Superior |
| 4. | West 32nd and Lorain |
| 6. | East 173rd and Harvard |
| 7. | East 37th and Woodland |
| 9. | East 67th and Woodland |
| 10. | East 101st and Chester |
| 11. | Marble and Broadway |
| 13. | East 49th and Broadway |
| 17. | East 66th and Chester |
| 20. | Archwood and Pearl |
| 21. | Carter and Scranton |
| 22. | East 74th and Superior |
| 23. | West 99th and Madison |
| 24. | West 44th and Clark |
| 26. | East 79th and Kinsman |
| 30. | East 103rd and St. Clair |
| 31. | East 152nd and St. Clair |
| 33. | West 117th and Linnet |
| 36. | East 131st and Bartlett |
| 38. | Sobieski and Bellaire |
| 39. | West 157th and Lorain |
| 40. | Nottingham and St. Clair |
| 41. | East 116th and Melba |
| 42. | Stickney and Pearl |
| 43. | Ponciana and Rocky River |





Attractively designed public facilities can aid in spurring investment in neighborhood business districts. (PHOTO: Station #20 at Archwood and Denison).

Using a computer model of the City's street system, the City of Cleveland's Division of Fire has calculated the response time from existing stations to points throughout the City. Map 11 shows the location of all existing fire stations with respect to their primary response areas. Six of these 25 stations are located relatively far from the centers of their respective primary response areas, thereby indicating that an alternate location could provide more efficient service. These stations are as follows:

- Station #6 at East 173rd and Harvard (Region I),
- Station #9 at East 67th and Woodland (Region II),
- Station #22 at East 71st and Superior (Region II),

- Station #40 at St. Clair and Nottingham (Region III),
- Station #24 at West 44th and Clark (Region VII), and,
- Station #38 at Bellaire and Sobieski (Region VII).

Further discussion on the above stations can be found in the "Community Facilities" section of the appropriate Region chapter.

PUBLIC SERVICE FACILITIES

Existing Facilities. In 1983, the City's Department of Public Service operated 16 service center sites for storage and maintenance of vehicles and equipment. A number of these facilities have since been closed and/or replaced. The primary users of these facilities include the Divisions of Streets, Waste Collection and Motor Vehicle Maintenance and the Bureau of Bridges and Docks in the Division of Engineering and Construction.

Capital Improvements. In 1985, the City's Division of Architecture proposed a plan which would consolidate these facilities into approximately eight centralized "district service centers" to be shared by several City divisions.

The premise of the plan is that consolidation of existing service centers to create a network of facilities which are attractively-designed, efficiently-located and highly visible will have a positive impact on both the image and operations of these service functions.

In order to achieve the proposed consolidation, three existing service locations would be upgraded, one site would be expanded and three new facilities would be established, while eight sites would be eliminated. (Four new facilities will be established if a decision is made to move forward on a proposed service center which could include a waste transfer station as well as facilities for waste recycling and/or waste recovery). In

addition, one new district service center, the Joseph L. Stamps District Service Center, was recently completed. The general locations of the proposed district service centers are indicated on Map 12 .

Locational Factors. While the exact location of service facilities is not as critical as the location of other city facilities (because access by residents and response time are not key considerations), the distribution of service facilities throughout the City is important for providing such services as waste collection and snow removal in an efficient manner. The district service center plan proposes to distribute these centralized facilities in a manner which accomplishes that objective.

Because the operations at these facilities are industrial in nature, it is important that they be located at sites which are removed from residential areas. The sites slated to be upgraded and ex-

panded are all located in areas proposed for industrial use in the **Citywide Plan**. The three new service facilities proposed to be developed on the City's southeast, central east and far west sides are also to be located in industrial areas.

The preferred location for the southeast facility is a site in the Cleveland Industrial Park. The central east side facility will be housed in the former Warner and Swasey manufacturing plant, re-named the Charles V. Carr Center, at East 55th and Carnegie. On the City's far west side, the optimal location for a consolidated service center would be a site in the industrial area near West 150th and Lorain.

CLEVELAND PUBLIC SCHOOLS

Public schools are an essential part of the "package of goods and services" considered by

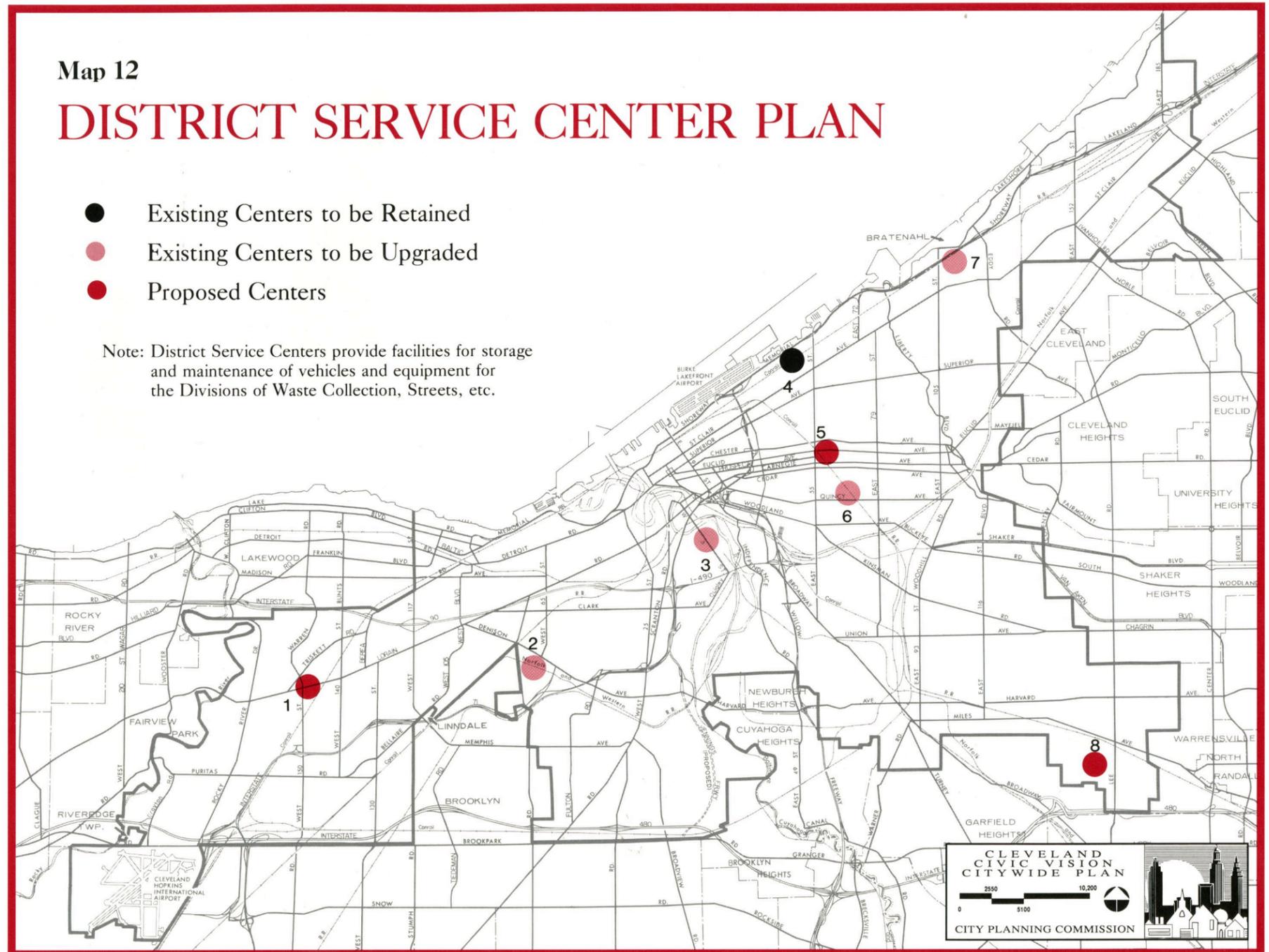


In 1985 the City established a plan to consolidate its service facilities into centralized "district service centers." (PHOTO: vacant Warner and Swasey plant at East 55th and Carnegie designated as the Charles V. Carr Municipal Center).

District Service Centers *

1. West Park Center
2. Ridge Road Center
3. West Third Street Center
4. Joseph L. Stamps Center
5. Charles V. Carr Municipal Center
6. East 65th and Central Center
7. Glenville Center
8. Southeast Center

* Includes proposed centers and centers to be retained or upgraded.

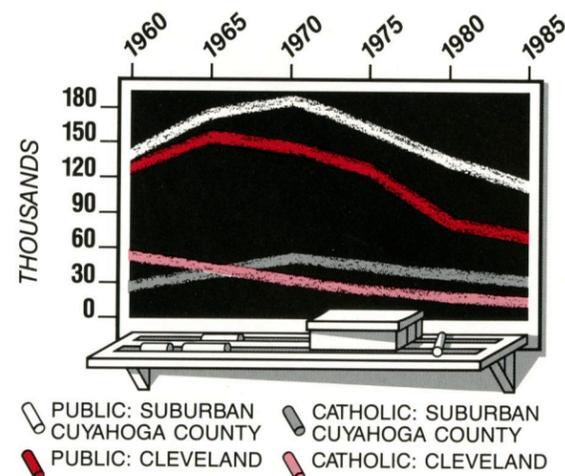


a family in deciding to purchase a home. Consequently, in Cleveland as in other communities, the future of the City's neighborhoods is closely linked to the condition of the City's school system.

In recent years, Cleveland's public schools have been viewed as a liability in the competition for residents between the City and its suburbs. A local survey found that nine out of ten households selling a home in Cleveland in 1989 moved out of the City and that 66% of these households cited dissatisfaction with the school system as a factor contributing to their decision to leave the City. In addition, Census statistics show that an average of nearly four families with school-age children moved out of Cleveland between 1970 and 1980 for each one such family moving into the City.

Clearly, a long-term plan for Cleveland's development and revitalization cannot ignore the public school issue. A comprehensive plan for education, however, is beyond the scope of the **Citywide Plan**. The expertise to design and implement such

Figure 19
SCHOOL ENROLLMENT 1960 - 1985
Cleveland, County Suburbs



Sources: State of Ohio, Department of Education; Cleveland Board of Education; Catholic Diocese of Cleveland

a plan lies with a combination of government, community and business groups, with ultimate responsibility resting with the School District administration.

The role of the **Citywide Plan** in these efforts is to broaden public understanding of the underlying causes of today's problems and to focus attention on the need for community-wide solutions. In the discussion below, these causes and solutions are presented in terms of "challenges" and "opportunities."

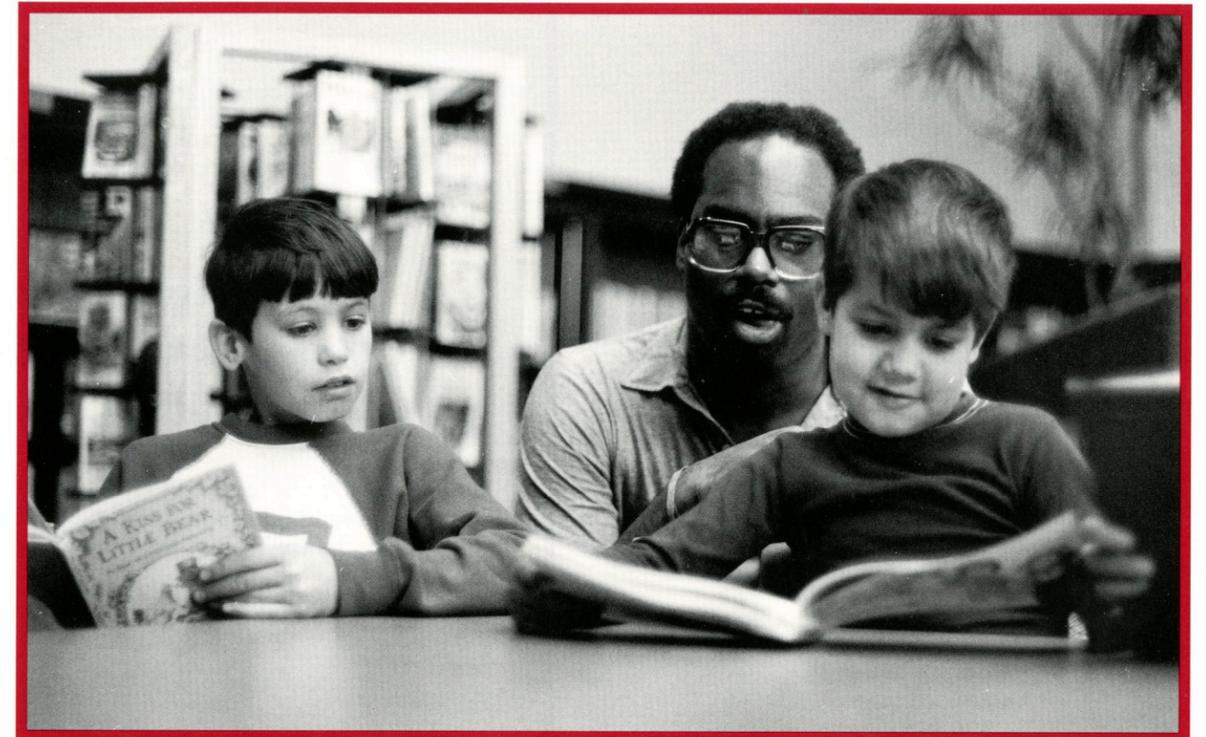
Challenges

Demographic Change. During the past three decades, the proportion of lower-income households living in the City of Cleveland has increased substantially.* This has resulted in a corresponding change in the composition of the student population of Cleveland's public schools. The challenge now facing the school system is to design programs which meet the needs of students from diverse economic and educational backgrounds.

Fiscal Constraints. The increase in lower-income households in Cleveland has been accompanied by a decrease in the property tax revenues which provide the principal funding for public education. This decrease is due primarily to a loss in manufacturing jobs (resulting in vacant and under-utilized properties) and the overall aging and deterioration of the City's building stock. As a consequence, property taxes collected in the Cleveland School District amounted to \$2,041 per public school student in 1987-88, compared to an average of \$3,251 in suburban Cuyahoga County communities. Although state and federal funding helps to equalize revenues, the present system fails to provide fiscal resources commensurate with the greater academic needs of central city schools.

Employment Shifts. The shift from manufacturing to "service sector" employment has

* In 1950, the typical Cleveland household earned 84% of the income of the typical suburban household. By 1980, this figure had dropped to 60%.



Improving the quality of public education in Cleveland is critical to the long-term health of the City's neighborhoods.

increased the value of an academic education. This is the case because service jobs tend to be split (more so than are manufacturing jobs) between low-paying, unskilled positions (such as those in fast-food restaurants) and higher-paying positions requiring post-high school education. This shift has occurred at a time when the drop-out rate for Cleveland's public school students has climbed to approximately 40%.

Judicial Issues. After several years of highly-publicized debate, a court-ordered desegregation program was instituted for the Cleveland public school system in 1978. Regardless of the educational and social merits of the court order, it is evident that many families have "voted with their feet" by either moving out of the City or by withdrawing their children from the public

schools. Between 1975 and 1985, the number of white students in Cleveland's public schools fell by 64%, from 50,000 to 18,000, while black student enrollment fell by 30%, from 73,000 to 51,000. In addition, the loss of neighborhood schools may have served to weaken the social fabric of many Cleveland neighborhoods.

Opportunities

Specialization. In the comparison between City and suburban schools, one obvious but often overlooked asset of the Cleveland school system is its greater size. The size of Cleveland's school system provides an opportunity for greater academic specialization — specifically for the creation of magnet schools specializing in such areas as technology, medicine, arts or vocational

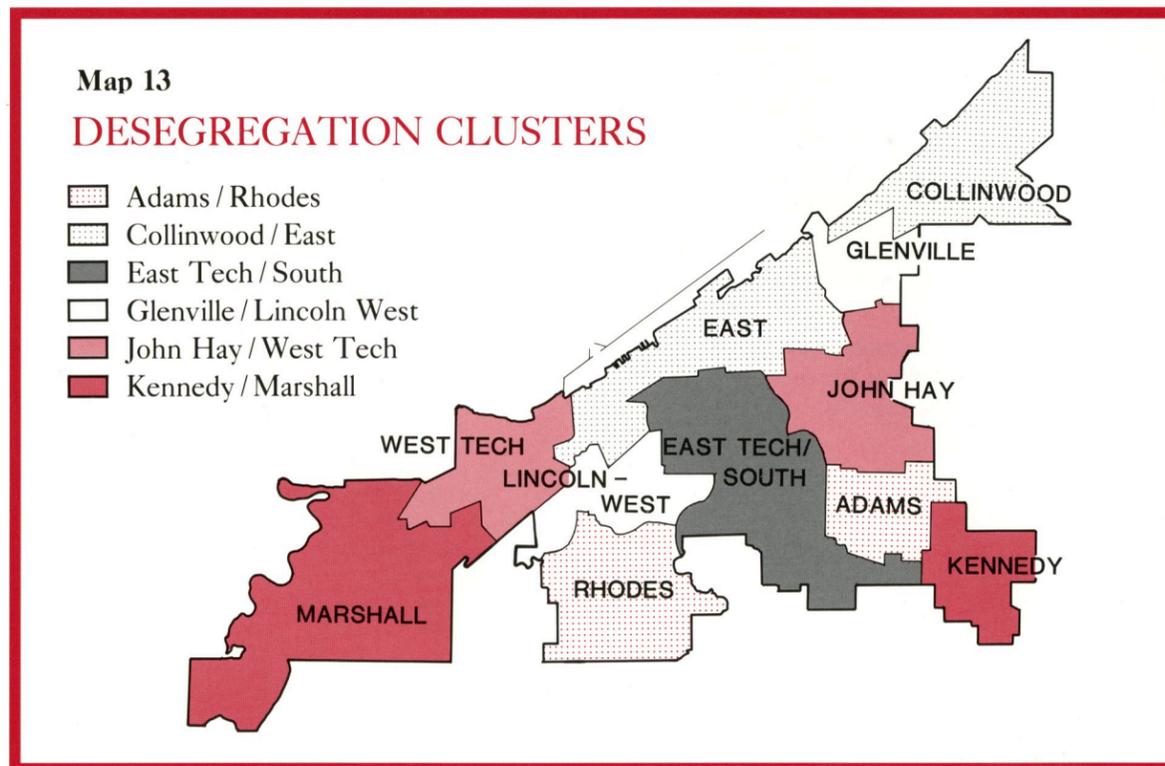
skills. By capitalizing on this opportunity, the Cleveland school system can offer middle-income and other families a competitive alternative to suburban schools, while better preparing all of its students to compete in the contemporary job market.

Public/Private Partnerships. As the school system responsible for educating the region's most economically-disadvantaged students, the Cleveland public schools are a natural object of concern for businesses whose success depends on the economic health of the region. This mutual interdependence presents an opportunity to create additional programs which permit the technical and financial resources of Cleveland's corporate

community, as well as those of local colleges and universities, to be shared with the public schools.

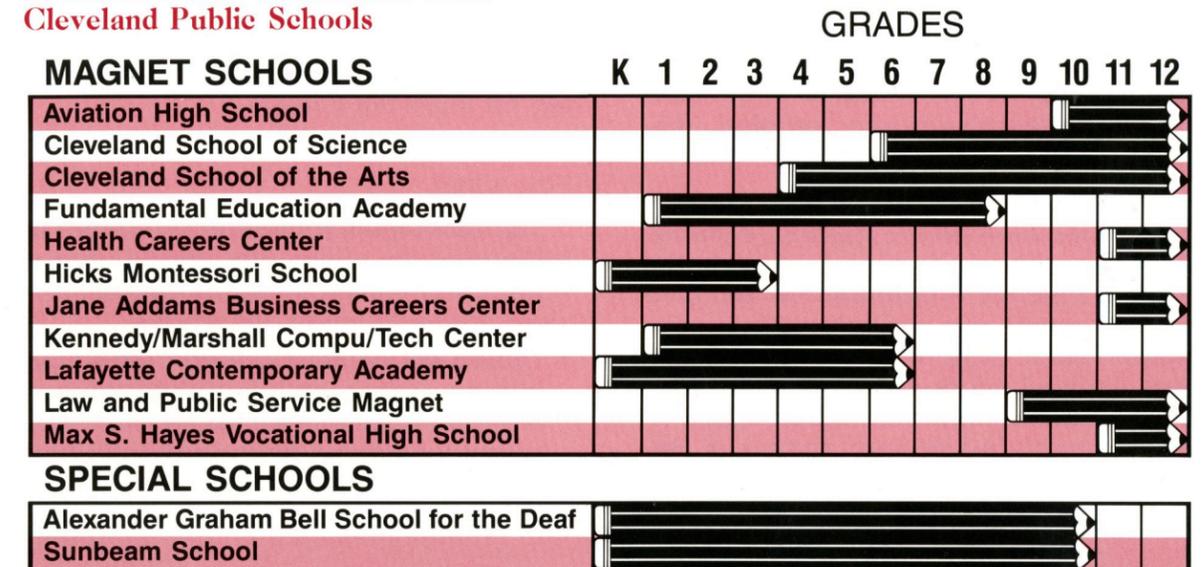
Fiscal Reform. The present dependence on local property taxes is not the only option available for funding public education in Ohio. As the crisis in urban education becomes more widely understood, there is an opportunity for city governments and school districts to work together in focusing community attention on proposals to better match fiscal resources to academic needs in local school districts.

Publicity. Many innovative and successful educational programs are already underway in Cleveland's public schools, and more such pro-



Court-ordered desegregation has resulted in Cleveland public school students being bussed between paired school "clusters." (EXAMPLE: Adams cluster to Rhodes cluster).

Figure 20
SPECIALIZED SCHOOLS 1989
Cleveland Public Schools



Source: Cleveland Board of Education

The size of the Cleveland school system provides an opportunity to support academically-specialized schools which can better prepare students to compete in the contemporary job market.

grams are anticipated. There is an opportunity to improve the image of the schools by increasing publicity for these programs. In this respect, technical and financial assistance may be available from the local corporate and philanthropic communities.

Neighborhood Focus. Expanded use of public school buildings for community activities can be effective in re-establishing the local school as a "neighborhood center." Regardless of school enrollment patterns, such an effort can result in greater participation by neighborhood residents in issues affecting the public school system.

CLEVELAND PUBLIC LIBRARIES

Library at East 6th and Superior, the Cleveland Public Library system operates 30 branches in City

neighborhoods. Since 1975, the system has undertaken a capital improvements program to upgrade the condition of its branches.

Capital Improvements. Planning and implementation of the renovation program was funded by the passage of property tax levies in 1975, 1980 and 1985. Between 1976 and 1987, the library system closed 14 branch buildings, replacing them with one rented facility and 8 new facilities. As a result of this capital improvements program, 18 of 27 library system-owned buildings have been renovated or built since 1976.

Locational Factors. Although one commonly-used standard indicates that a service-area population of less than 20,000 does not produce a circulation which justifies the operation of a library facility, only 11 of the current 30 branches meet that standard.

In addition to population, travel distance is a key factor in determining library location. In neighborhoods where many residents do not have access to an automobile, it is preferable to locate libraries within walking distance. Walking distance is typically defined as one mile. In neighborhoods where automobile ownership is more prevalent, this service area standard can be extended to 1 ½ miles.

Over-Served and Under-Served Areas.

Based on the above distance standards, a number of branches have overlapping service areas. In addition, a number of these branches also have very low service area populations. Such areas include much of Collinwood, southern Glenville, parts of Central and much of the near west side. Other locations which show a high degree of service overlap include large portions of the

southeast side and the middle-west side. (See Map 14).

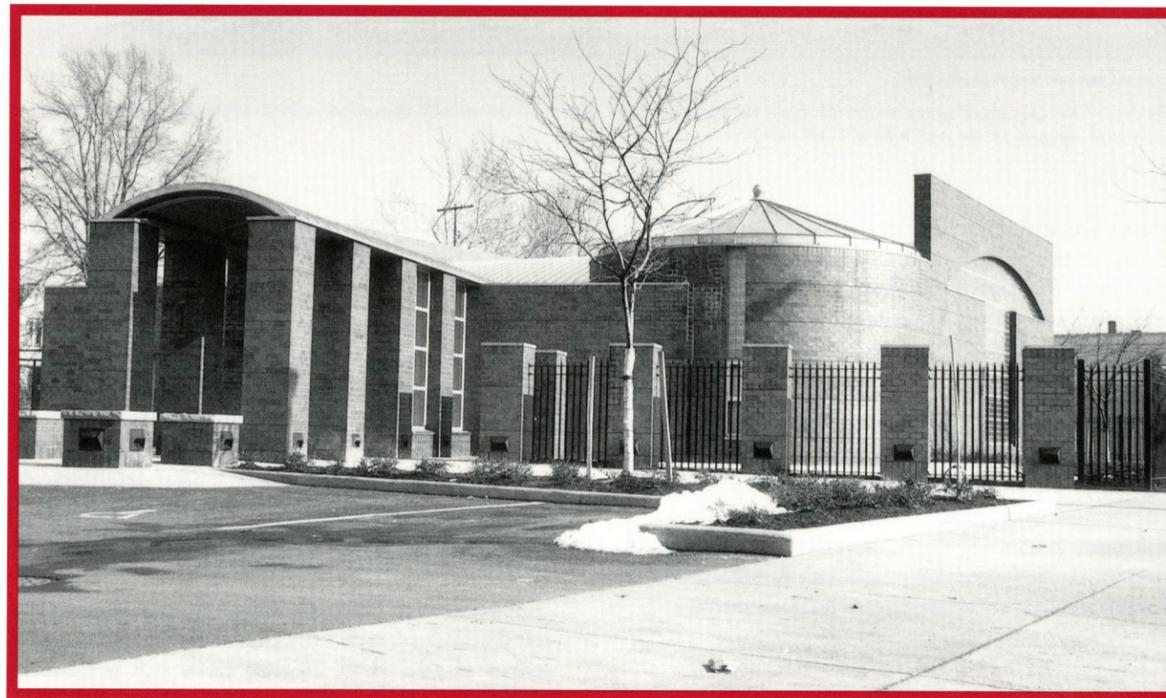
Areas which seem to be under-served are generally located near the periphery of the City, although much of Fairfax and western Glenville also fall within this category.

POLICIES

The following policies have been formulated to guide future City actions with regard to the development of community facilities and the provision of selected community services.

- Operate and maintain City-owned public facilities in a manner that helps stabilize the surrounding environment and sets the standard for current and potential development in the area.

- Consolidate scattered and obsolete City facilities, such as service centers, to deliver services in efficient and attractive district complexes.
- Locate, plan and design public facilities in a manner which stimulates private development and fosters neighborhood integration.
- Encourage orderly growth of major institutions in a manner compatible with goals for neighborhood preservation.
- Strengthen linkages between major institutions and neighborhoods, with respect to training programs, employment opportunities and use of recreational and meeting facilities
- Actively seek the re-use of surplus public buildings and property for private development and services directly benefiting the immediate neighborhood.
- Work with the Board of Education, the business community, local colleges and civic organizations to continue improving the quality and image of Cleveland's public schools.
- Explore options to reduce the fiscal disparities between city and suburban school districts.
- Explore potential modifications in the school desegregation order to better encourage neighborhood integration.
- Support creation of academically-specialized magnet schools to increase the competitiveness of Cleveland's public schools.

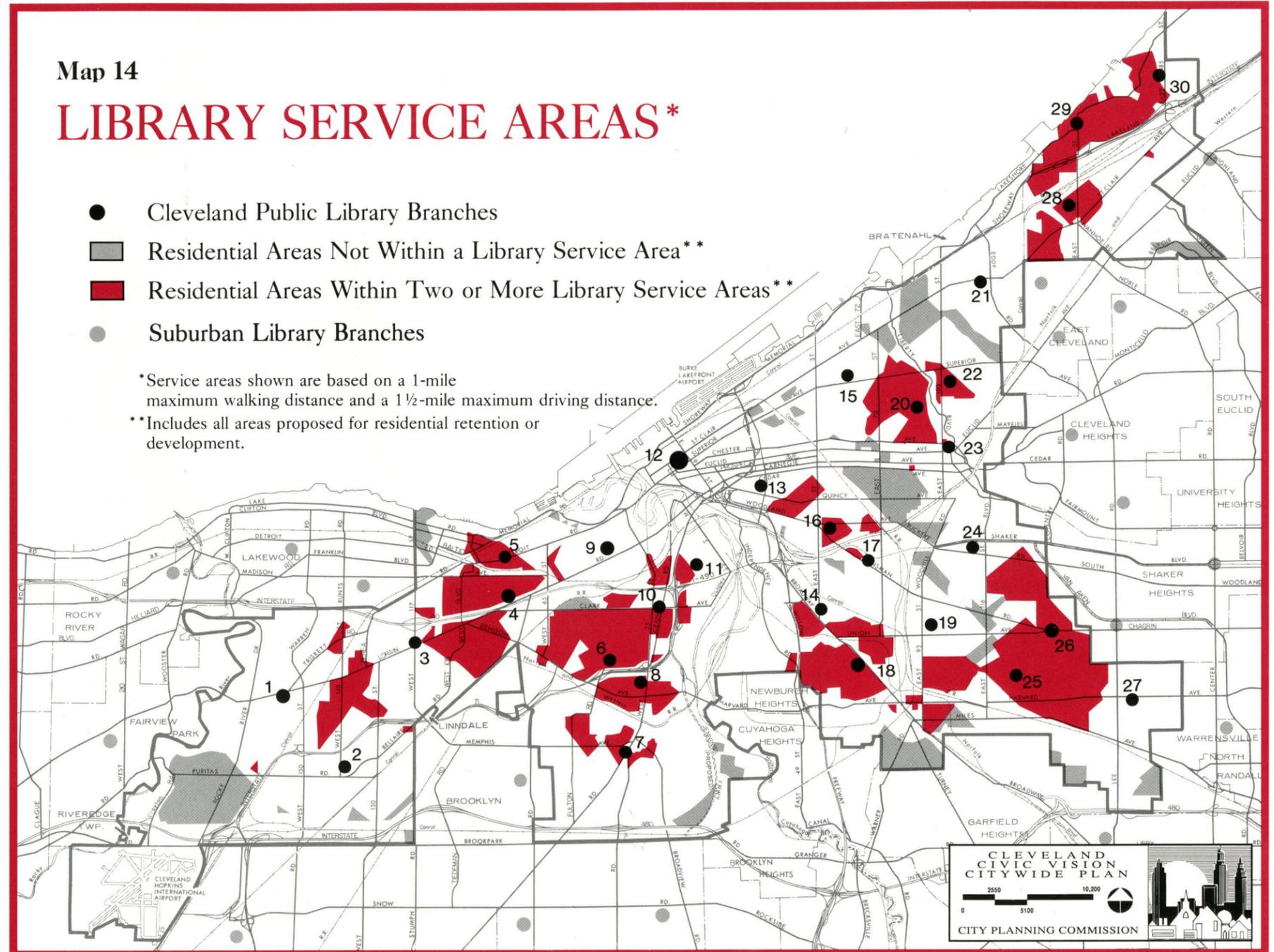


As part of its capital improvements program, the Cleveland Public Library is replacing out-dated facilities with new branches. (PHOTO: Addison Branch, built in 1989 at Addison and Superior, to replace the East 55th Street and East 79th Street branches).

Cleveland Public Library Branches

1. West Park
2. Rockport
3. Eastman
4. Lorain
5. Walz
6. Fulton
7. South Brooklyn
8. Brooklyn
9. Carnegie West
10. South
11. Jefferson
12. Main Library
13. Sterling
14. Broadway
15. Addison
16. Woodland
17. Garden Valley
18. Fleet
19. Union
20. Hough
21. Glenville
22. Superior*
23. Martin Luther King, Jr.
24. Rice
25. East 131st Street
26. Mt. Pleasant
27. Harvard-Lee
28. Collinwood
29. Memorial
30. Nottingham

*Closed in 1991



TRANSPORTATION

As the center of one of the nation's largest metropolitan areas, the City of Cleveland is served by an abundance of transportation facilities including six freeways, three rapid transit lines, two airports and a major freshwater port.

Portions of the City's transportation system, however, need to be updated to better meet development needs and opportunities of the 1990's. The Citywide Plan identifies such needs and presents recommendations to extend access to the freeway system, improve traffic flow on under-sized roads, and expand commuter rail transit to stimulate development, particularly along the corridor which connects the major employment centers in Downtown, Midtown and University Circle.

PAST DEVELOPMENTS

Like most cities, Cleveland developed at the crossing of two transportation routes — specifically, at the point where the Cuyahoga River meets Lake Erie. Cleveland's development as a center of trade and industry was accelerated by completion of the Ohio Canal in 1832 (connecting the Ohio River and Lake Erie) and the extension of the railroads from the east coast in the 1850's.

With the advent of the internal combustion engine, transportation by truck, bus and automobile grew in importance to the point of dominance by the mid-twentieth century. Although rail and water access remain important to many types of industries in Cleveland, access to major roads, particularly to freeways, has become the primary transportation factor in the location of businesses.

Arterial Roads. Most of Cleveland's earliest major roads (main "arteries" or "arterials") developed in a radial pattern — emanating from the Downtown area and connecting to various cities in the metropolitan area and beyond. The early arterial system included such roads as Euclid, Kinsman, Pearl, Lorain and Detroit (with names

which, in some instances, indicate their point of destination).

Bridges. Because Cleveland is bisected by the Cuyahoga River, bridges have played an important role in the City's transportation history. The first permanent bridge to span the Cuyahoga was the Columbus Road "lift-bridge," which opened in 1836. The Cuyahoga River's first "high-level" bridge (high enough to accommodate boat traffic) was the Veterans Memorial (Detroit-Superior) Bridge, completed in 1917. This bridge was one of the busiest in the country until construction of the Hope Memorial (Lorain-Carnegie) Bridge (1932) and the Main Avenue Bridge (1939) relieved some of its burden.

Freeways. The most recent addition to the City's road network is the Interstate Highway System. Milestones in the development of this system of limited-access, high-speed roadways include completion of the Cleveland portion of the following highways: the Innerbelt freeway in Downtown Cleveland (1959), the eastern portion of I-90 along the lakeshore (1962), I-77 connecting south to Akron (1973), I-71 connecting southwest to Columbus (1974), the western segment of I-90 west through Lorain County (1978) and the final length of I-480 connecting west to North Ridgeville and east toward Youngstown (1987). Most recently, the construction of I-490, spanning the Cuyahoga River south of Downtown Cleveland, provides a link between I-90, I-71 and I-77. (See Map 15).

It is significant to note that development of the federally-funded freeway system fueled the development of Cleveland's suburbs by reducing the travel time to jobs located in the central city. The movement of population to the suburbs was soon followed by the movement of retail businesses, industries and offices.

Rapid Transit Lines. Paralleling the development of Cleveland's road system was the development of a system of commuter rail lines. "Extinct" members of this system include the



Transportation routes play a greater role than any other factor in shaping the pattern of a city's development. (PHOTO: I-71 approaching Downtown).

electric street cars, which traversed Cleveland's streets beginning in the late 1880's until the last run in 1954, and the electric "interurbans", which linked the central city to such then-distant points as Conneaut and Canton in the late 1800's and early 1900's. Cleveland's early transit system even featured a cable car which ran from 1890 to 1901 along Payne and Superior Avenues generally between West 9th and East 105th Streets.

Present elements of the rail transit system include the Shaker Rapid, built in 1914 by the Van Sweringen brothers (to connect their residential development in Shaker Heights to Public Square, where they later built the Terminal Tower) and

the Windermere and Airport Rapid lines, built between 1954 and 1968.

Airports. The development of Cleveland Hopkins International Airport in the 1920's was initiated by local leaders concerned that the City would otherwise be by-passed as a U.S. Air Mail stop. In 1927, Hopkins became the site of the world's first airport control tower; and, in 1968, Cleveland became the first American city to link its airport and Downtown by means of a rapid transit line. In recent decades, the urbanization of land surrounding the 1,250-acre site has limited opportunities for airport expansion and has resulted in conflicts with nearby residential uses.

Operations at Burke Lakefront Airport began in 1947. Additional landfill in Lake Erie has permitted considerable expansion, particularly during the 1970's, when a new control tower, sales facilities, passenger accommodations and runway were added.

CURRENT CONDITIONS

Today, Cleveland's transportation network includes 574 bridges, 1,167 miles of roads and three rapid transit lines. In addition, the City is served by its Lake Erie port, an international airport, a Downtown commuter airport, numerous freight rail lines and a 100-route bus system. The **City-wide Plan** focuses on the road and rapid transit systems, while the companion **Downtown Plan** discusses the port and Downtown airport. The freight rail system, bus system and international

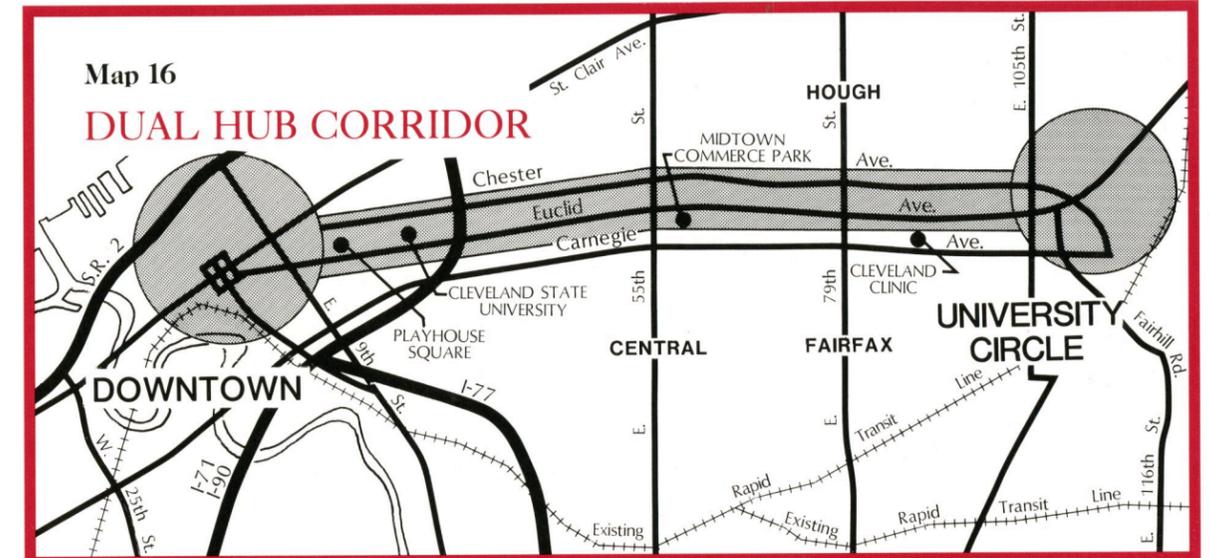
airport are largely beyond the scope of both reports.

Freeways. Cleveland's current freeway system provides east-west movement through the City's west side and through the extreme northern and southern portions of the east side. *The remainder of the east side, however, is poorly served, due to the cancellation of planned segments of the freeway system.* This deficiency has restricted development potential in the industrial district in the vicinity of East 79th Street, south of Woodland Avenue, as well as in portions of the Midtown Corridor. In addition, the absence of freeways has overburdened arterial roads, particularly in southeast Cleveland, and has forced traffic onto residential side streets.

The current freeway system also fails to provide north-south movement through the City, with the exception of areas served by I-77 running along the east side of



The existing freeway system serves only a small portion of Cleveland's east side and provides for north-south movements only in proximity to the Industrial Valley.



The Dual Hub rapid transit line, proposed to replace an under-utilized segment of RTA's Red Line, is intended to spur economic development between Downtown and University Circle, while increasing citywide transit ridership.

the Cuyahoga River. Construction of the proposed Jennings Freeway, connecting I-71 to I-480 through the Old Brooklyn area, would remedy this deficiency on the near west side. Lack of available land makes development of a north-south freeway on the east side unlikely.

Arterial Roads. Generally, Cleveland's major roads are spaced at one-mile intervals, in accordance with national planning standards. However, the ability of the City's arterial system to handle large volumes of traffic efficiently is hindered by a number of factors. These include insufficient lane width, on-street parking and, in some instances, an insufficient number of lanes. Such deficiencies are most acute on the City's east side where the arterial system substitutes for non-existent portions of the freeway system.

Congestion on the under-sized arterial roads results in an excessive volume of through-traffic on many local residential streets, as commuters seek alternate routes. On the City's southeast side, the problem of inadequate arterials is exacerbated by an older grid-

style local street system which encourages this type of "cut-through" traffic. Many local street systems designed in later years employ such devices as looped streets and cul-de-sacs to discourage through-traffic.

Bridges. Opportunities to cross the Cuyahoga River in Cleveland are presently concentrated in the Downtown area, where nine of the City's eleven Cuyahoga River bridges are located. Three miles south of Downtown, the next crossing is provided by the Harvard-Denison Bridge, with a second crossing provided by the I-480 bridge, six miles south of Downtown.

The concentration of bridges in the Downtown area causes unnecessary congestion by motorists seeking to cross the river without making a stop Downtown. The recent opening of the I-490 Bridge, one mile south of Downtown's Innerbelt, may alleviate some of this congestion but may create another bottleneck at East 55th Street.

Rapid Transit Lines. Large portions of the City of Cleveland are unserved by the rapid transit

system operated by the Regional Transit Authority. Many of these areas lack the density of population or employment necessary to generate the ridership which justifies rail service (as opposed to bus service). Areas with the potential to support additional rapid transit include, among others, such transportation corridors as Detroit Avenue on the City's northwest side, Euclid Avenue on the northeast, and Miles Avenue on the southeast.

Currently, attention is focused on the absence of rapid transit service through an area known as the "Dual Hub Corridor," which connects major employment "hubs" in Downtown and University Circle. The present rapid line makes only one stop in the Downtown area and then follows freight rail lines to the east, passing well to the south of such major activity centers as East 9th Street, Playhouse Square, Cleveland State University, the Midtown Corridor and the Cleveland Clinic.

Because its route serves areas with relatively low activity levels, the present east side rapid line suffers from ridership which is among the lowest in North America. In addition, development potential throughout the entire Dual Hub Corridor (Chester, Euclid and Carnegie Avenues) is restricted by the lack of convenient rapid transit access.

Airports. Cleveland Hopkins International Airport accommodated a record number of passengers (8.2 million annually) in 1989 and expected to exceed that level in 1990. This success, however, has raised concerns that Hopkins could experience a capacity overload in the early 1990's. In January 1990, a new master plan was initiated to analyze proposed solutions to the potential capacity problem. The plan is scheduled for completion in 1992.

Burke Lakefront Airport, located only two minutes from Downtown Cleveland, is well situated to meet the needs of many business travelers. Burke serves as a reliever airport for Hopkins and has excess capacity at the present time. Burke's prime location along the Downtown lakefront has generated interest in shifting the airfield to the east

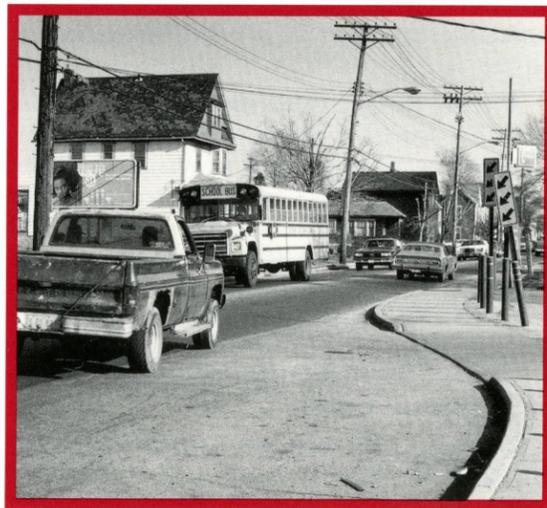
and developing its western portion for public open space and water-related recreational uses which complement the adjacent North Coast Harbor development.

ISSUES

In light of the preceding analysis, several key issues regarding Cleveland's transportation system can be identified. These issues are highlighted below in terms of "challenges" and "opportunities."

Challenges

- Funding needed to bring the area's existing infrastructure up to standard condition is projected to exceed the available funding by over \$140 million.
- Most of Cleveland's major roadways were built during the mid-to late-1800's and early 1900's and do not meet modern standards in terms of lane width and number of lanes.
- Access from the City's east side to the inter-



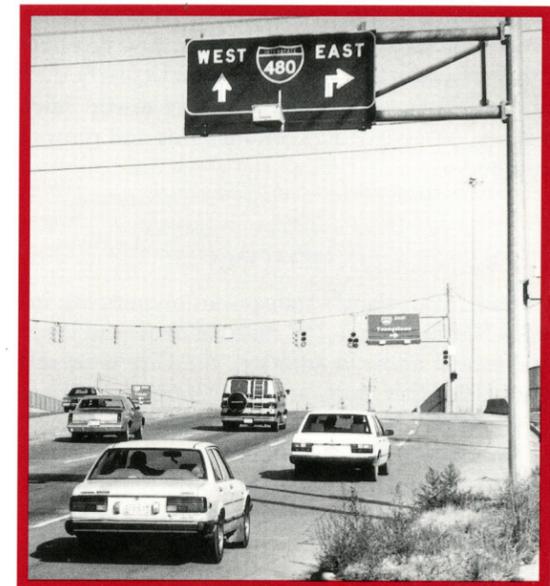
Standard arterial roads create congestion and divert traffic onto residential streets. (PHOTO: Harvard Avenue, east of East 93rd Street).

state system is inadequate and places many businesses located there at a competitive disadvantage.

- North-south traffic flow in many parts of the City is hindered by a lack of adequate major streets or freeways.
- On-street parking on many major thoroughfares adds to the traffic congestion throughout the City.
- The growth of Downtown as an employment and entertainment center will significantly increase traffic congestion unless appropriate improvements are made in public transit service.
- The higher proportion of elderly and low-income households in Cleveland has created new commuting patterns which are not accommodated by the present public transit system.
- Potential capacity problems at Cleveland Hopkins International Airport could negatively affect economic development in the metropolitan area.
- The current configuration of Burke Lakefront Airport is a potential impediment to the continuing development of North Coast Harbor.

Opportunities

- The concentration and growth of employment in the Downtown, Midtown and University Circle districts presents an opportunity to upgrade existing public transit services to provide improved regional access to current jobs and to stimulate further economic development.
- Development of new freeways and freeway interchanges has created significant opportunities for new development within the City.
- Decreased use of existing freight rail lines provides an opportunity to develop passenger rail transportation and to stimulate development within selected corridors of the City.
- The abandonment of rail lines and yards has opened land for redevelopment and for other transportation improvements.



Recent freeway construction has created new development opportunities within the City. (PHOTO: I-480 near Brookpark Road).

- Vacant lots fronting on major streets provide an opportunity to acquire the additional right-of-way necessary for road widenings.
- Anticipated development of modern shopping centers in City neighborhoods provides an opportunity to eliminate on-street parking and the resulting traffic congestion.
- Reconfiguration of Burke Lakefront Airport could facilitate development of recreational uses adjacent to North Coast Harbor while improving Burke's operations as a reliever airport to Cleveland Hopkins International Airport and in providing direct air service to Downtown.

POLICIES

Listed below are policies which have been formulated to address current challenges and capitalize on identified opportunities with regard to transportation and transit facilities.

- Give priority in the allocation of local funding for transportation to maintenance and repair of existing facilities.
- Prepare a comprehensive thoroughfare plan for the improvement and development of major roads.
- Improve access from freeway interchanges to established employment centers within the City.
- Reduce through-traffic and truck traffic on residential streets through a comprehensive program of arterial street widenings, street reconfiguration and traffic management, coordinated with transit-planning activities.
- Promote safe and efficient traffic movement through adequate regulation of private access to arterial roads.
- Encourage re-use of railroad right-of-ways and yards which no longer promote local economic development.
- Provide landscaping and noise buffers along freeways to protect adjacent neighborhoods and to improve views for motorists.
- Promote public transit developments which result in improving transit service and stimulating economic development within the City.
- Support continued provision of affordable bus service, with a particular emphasis on service to transit-dependent residents in inner-city neighborhoods.
- Locate major traffic-generating facilities at sites accessible by public transit as well as by automobile.
- Improve public transit service to major recreation sites, libraries and other community facilities, as well as to employment centers within the City and in outlying suburban communities.
- Encourage joint public/private development of transit stations and associated amenities.

- Expand citizen participation in the process of identifying needs for transportation improvements and other capital improvements.

RECOMMENDED IMPROVEMENTS

In order to address the issues identified in the preceding analysis of current transportation system conditions, a number of specific recommendations for improvements have been proposed under the **Citywide Plan**. It is important to note that the transportation improvements recommended in the **Citywide Plan** are limited to those which either add capacity to the present system or facilitate proposed private development.

The **Citywide Plan** is not intended to identify routine needs for repair and replacement of facilities. This task is accomplished through the City's annual capital improvements program (the **Citywide Development Program**) as well as through the inter-governmental efforts of the "Build Up Greater Cleveland" program. Finally, it should be noted that some of the transportation improvements recommended in the **Citywide Plan** are preliminary and are subject to change based on further engineering analysis.

Among the more noteworthy transportation system recommendations of the **Citywide Plan** are the following. (The full list of proposed improvements and corresponding maps appear on pages 66-71). See the companion **Downtown Plan** for recommended transportation improvements in the Downtown area.

- **Dual Hub Corridor:** development of a commuter rail transit line providing direct and convenient service to high employment locations throughout the Downtown, Midtown Corridor and University Circle areas, while stimulating development at under-utilized sites.
- **State Route 87A:** development of an east-west roadway connecting Shaker Boulevard to East 55th Street and I-490, running just south of Woodland Avenue, to stimulate and

strengthen development in an economically-depressed area on the City's east side.

- **Bessemer Road Extension:** extension of Bessemer Road west from East 65th Street to East 55th Street in order to stimulate industrial development by providing more direct access to the interstate highway system.
- **Jennings Freeway:** construction of a freeway connecting I-480 to I-71/I-90 in the vicinity of Jennings Road to create a north-south transportation corridor and to stimulate development of adjacent property.
- **Union Avenue Extension and Interchange:** analyzing extension of Union Avenue west from



Attractive and efficient mass transit facilities are important to the vitality of local business districts. (PHOTO: Shaker Square transit station).

Broadway to Independence Road and construction of an interchange with I-77 to stimulate retail and industrial development and to provide improved interstate highway access from the City's southeast side.

- **West 65th Street/Ridge Road Traffic Improvements:** traffic flow improvements on the City's west side including development of interchanges at West 65th Street/I-90 and at Ridge Road/I-90 as well as widening of West 65th Street and development of a direct connection between West 65th Street and Ridge Road.
- **RTA Rail Bus:** extension of commuter service through selected City neighborhoods and surrounding suburbs, utilizing existing freight rail lines.
- **Selected Street Improvements:** citywide traffic flow improvements through selected widenings and upgrading of such major arterial roads as Bradley Road, Dille Road, East 18th Street, East 30th Street, East 93rd Street, East 105th Street, East 116th Street, Kinsman Road, Warren Road, West 25th Street, West 150th Street and Woodhill Road.
- **Burke Lakefront Airport Extension:** construction of additional landfill area to facilitate improved airport operations and development of open space and recreational uses on the western segment of the current airport site, complementing the ongoing development of North Coast Harbor.

PROPOSED INFRASTRUCTURE IMPROVEMENTS

A. INDUSTRIAL/OFFICE DEVELOPMENT AND RETENTION

- A.1. Dual Hub Corridor:** Improve public transit between Downtown and University Circle through potential light rail and subway development.
Purpose: Stimulate industrial, office, retail, institutional and housing development and improve accessibility to existing neighborhoods and institutions in the corridor.
- A.2. Jennings Freeway:** Construct a new six-lane freeway connecting I-480 on the south with I-71/I-90 on the north.
Purpose: Relieve traffic congestion on north-south routes through Old Brooklyn, stimulate the development of vacant land and improve access to the industrial valley.
- A.3. RTA Rail Bus:** Establish limited-stop passenger rail service on existing freight railroad trackage within selected corridors in the City and metropolitan area, with appropriate stops within the City.
Purpose: Provide rapid transit service to a greater portion of Clevelanders and stimulate economic development.
- A.4a. Relocated State Route 87A:** Analyze feasibility of constructing a new roadway connecting the East 55th/I-490 intersection to the Woodhill/Shaker intersection.
Purpose: Generate industrial development and residential development on the near east side by providing access to the interstate system.
- A.4b. Grand Avenue - East 63rd Street Connector (Alternative to A.4a.):** Widen Grand Avenue and East 63rd



Construction of the Jennings Freeway will stimulate industrial and office development in the Old Brooklyn area. (PHOTO: Jennings Freeway right-of-way near Spring Road).

- Street and construct a new street segment to connect them.
Purpose: Strengthen industrial development on the near east side by improving interstate access with the by-pass of the Kinsman/Woodland/East 55th Street intersection.
- A.5. Bessemer Road Extension:** Extend Bessemer Road westward to East 55th Street from its existing terminus at East 65th Street.
Purpose: Strengthen industrial development and reduce truck traffic through the St. Hyacinth neighborhood by providing a more direct truck route to the East 55th Street/I-490 interchange.
- A.6. East 55th Street/I-490 Infrastructure Improvements:** Provide necessary street, water and sewer improvements.

- Purpose:** Encourage industrial and office development in a former mixed-use area.
- A.7. Union Avenue Extension:** Analyze feasibility of extending Union Avenue west to Independence Road and constructing an interchange at I-77.
Purpose: Stimulate economic development by providing improved highway access to industrial areas in the Industrial Valley and on the southeast side, to retail areas along Broadway and to residential areas east of East 93rd Street.
- A.8. East 79th Street Widening:** Widen between Chester and Union Avenues to major arterial standards.
Purpose: Stimulate and strengthen industrial development and improve north-south traffic flow.
- A.9. Rapid Transit Line Extensions: Red Line (West Side) –** westward to the I-X Center, NASA-Lewis Research Center and western suburbs; **Red Line (East Side) –** northeast, parallel to Euclid Avenue, past Euclid Square Mall and industrial districts in Cleveland and Euclid, to I-90; **Blue Line –** south and east along Northfield Road and Harvard Avenue, to office and light industrial uses at the Chagrin Highlands development.
Purpose: Increase rapid transit ridership and provide Clevelanders with improved accessibility to major employment centers.
- A.10. West 150th Street Widening:** Widen from Brookpark Road to Industrial Parkway.
Purpose: Retain industries located off West 150th Street by providing improved access to Brookpark Road and I-480.
- A.11. West 130th Street Railroad Bridge:** Increase clearance under bridge.
Purpose: Retain industries located off West 130th Street by providing more

- direct access to Brookpark Road and I-480.
- A.12. Grayton Road Office-Industrial Park, 13. West 130th Street/I-480 Industrial Area:** Provide necessary street, water and sewer improvements.
Purpose (A. 12-13): Stimulate industrial and office development in proximity to I-480 and Cleveland Hopkins Airport.
- A.14. Queen-Barber Infrastructure Improvements:** Provide necessary street, water and sewer improvements.
Purpose: Stimulate high quality industrial development, replacing incompatible residential uses in a mixed-use area.
- A.15. I-90 North Marginal (Fulton Road to West 41st Street):** Construct a marginal road north of and parallel to I-90.
Purpose: Strengthen and increase industrial development in the West 25th/I-90 area and reduce the impacts of industrial traffic on nearby residential areas.
- A.16. Train Avenue Reconstruction:** Widen and improve at intersections and selected segments.
Purpose: Retain industry by improving access, traffic flow and safety.
- A.17. Jennings Industrial Park Connector:** Align Hinckley Industrial Parkway into Spring Road near proposed freeway interchange.
Purpose: Stimulate industrial development in the Jennings Industrial Park and provide a truck by-pass of the Skyview Road neighborhood.
- A.18. Bradley Road Reconstruction:** Widen and improve to two standard lanes.
Purpose: Retain existing and stimulate new industrial development by increasing industrial traffic capacity.
- A.19. Lee Road/I-480 Interchange:** Con-

struct a westbound on-ramp and eastbound off-ramp.

Purpose: Stimulate development in the Cleveland Industrial Park and provide full freeway access to the City's southeast side.

Also see projects B.1., B.2., B.3., B.4., B.5. and B.12.

B. RETAIL DEVELOPMENT AND RETENTION

- B.1. I-90/West 65th Street Interchange,**
2. I-71/Ridge Road Interchange: Construct two new freeway interchanges.
3. West 65th Street/Ridge Road Connector: Analyze feasibility of providing a direct connection between Ridge Road and West 65th Street.
4. West 65th Street Widening: Widen and provide turning lanes to improve traffic flow.
- Purpose (B. 1-4):** Stimulate retail and industrial development in the Stockyards area and develop a north-south traffic corridor on the City's west side.
- B.5. West 65th Street Rapid Station Improvements:** Improve visibility and accessibility from Lorain Avenue.
Purpose: Improve commercial and industrial development and recreational access.
- B.6. West 25th Street Rapid Station Relocation:** Relocate to south of Lorain Avenue and Abbey Road in conjunction with new retail development.
Purpose: Stimulate commercial development in the West Side Market area.
- B.7. Abbey Avenue Bridge Construction:** Construct a new Abbey Avenue Bridge from I-71 to West 19th Street.
Purpose: Stimulate commercial develop-

ment in the West Side Market area by providing a direct link to I-71.

- B.8. Superior/Lakeview/East 123rd Intersection Improvements:** Re-align and widen roadways.
Purpose: Strengthen the commercial district and improve traffic flow.
- B.9. Miles/East 131st Intersection Improvements:** Upgrade to improve traffic flow and safety.
Purpose: Encourage commercial development and improve safety.
- B.10. Union/Kinsman/East 140th Intersection Improvement:** Upgrade to improve traffic flow and safety.
Purpose: Encourage commercial development and improve safety.
- B.11. Old Brooklyn Shopping Center Development:** Provide necessary road, water and sewer improvements.
Purpose: Stimulate retail development on a former landfill site.
- B.12. Collinwood Yards Infrastructure Improvements:** Provide necessary water and sewer lines.
Purpose: Encourage retail and industrial development in an under-utilized portion of the industrial area.

Also see projects A.1., A.3., A.7. & C.17.

C. NEIGHBORHOOD PRESERVATION AND RESIDENTIAL DEVELOPMENT

- C.1. Railway Avenue Widening/Relocation:** Relocate Railway Avenue to two standard lanes between Literary Road and West 7th Street.
Purpose: Encourage the development of multi-family housing in the Tremont area on the bluff overlooking Downtown.
- C.2. South Collinwood Industrial Access**

Improvements: Provide alternative access to employee parking lots located off the residential streets of Larchmont, Clermont and Cochran Avenues and East 185th Street.

Purpose: Protect existing residential neighborhood by eliminating excessive traffic from adjacent industrial uses.

- C.3. Euclid-Green Industrial Access Improvements:** Provide alternative access to industrial uses located off residential streets north of Euclid Avenue between Ivanhoe and London Roads.
Purpose: Protect residential uses by eliminating industrial traffic from residential side streets.
- C.4. East 176th Street/East 178th Street Construction:** Construct dedicated but unimproved streets.
Purpose: Encourage construction of single-family housing.
- C.5. West 145th/Coe Infrastructure Improvements:** Require necessary street, water and sewer improvements.
Purpose: Encourage the development of single-family housing on vacant sites in the Puritas-Longmead neighborhood.
- C.6. Northern Detroit-Shoreway Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements.
Purpose: Encourage the development of multi-family housing in an area recommended for conversion from industry.
- C.7. Division Avenue/Crescent Avenue Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements.
Purpose: Facilitate housing development if supported by further analysis.
- C.8. Scranton/West 25th/Barber Infrastructure Improvements:** Improve, re-

configure and reconstruct, as necessary, roadways in this area.

Purpose: Strengthen residential uses and encourage the relocation of isolated industries.

- C.9. Spring Road Greenhouse Property Infrastructure Improvements,**
10. West 11th/Spring Infrastructure Improvements,
11. Jennings Road Greenhouse Infrastructure Improvements,
12. Schaff Road Infrastructure Improvements: Require necessary street, water and sewer improvements.
- Purpose (C. 9-12):** Encourage the development of single-family housing on land in Old Brooklyn that is presently in greenhouse use or is vacant.
- C.13. Chard Avenue Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements.
Purpose: Encourage residential development in an area recommended for conversion from industry.
- C.14. East 55th/Mound Infrastructure Improvements:** Provide necessary street, water and sewer improvements.
Purpose: Encourage residential development in an area recommended for conversion from industry.
- C.15. Cleveland Developmental Center Site Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements.
Purpose: Encourage residential development on the site of a former institutional complex.
- C.16. East 105th/Clairdoan/East 106th Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements.
Purpose: Encourage new housing

development in the vicinity of the East Side Market.

- C.17. East 140th/Kuhlman Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements. **Purpose:** Encourage the development of single-family housing in an area recommended for conversion from industry.
- C.18. Eaton Axle Site Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements. **Purpose:** Encourage the development of single-family housing in an area recommended for conversion from industry.
- C.19. St. Clair/East 177th Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements. **Purpose:** Encourage single-family development in an area recommended for conversion from industry.

Also see projects A.1., A.4a., A.5., A.15. & A.17.

D. RECREATION ACCESS

- D.1. Old River Channel Development:** Construct a new opening to the lake at the west end of the existing Old River Channel. **Purpose:** Encourage recreational development along the south bank of the Old River Channel.
- D.2. West 14th Street Improvements:** Improve West 14th Street between Denison and Jennings Roads. **Purpose:** Improve access to area proposed for recreation or open space use as part of the Mill Creek Valley.
- D.3. Cuyahoga Valley Rail Corridor:** De-

velop a recreational rail line connecting the existing Cuyahoga Valley Line to the lakefront.

Purpose: Improve access to various points of interest within the Cuyahoga River Valley.

- D.4. East 55th Street Sidewalk Improvements:** Construct sidewalks and plant trees from the State Park to the railroad bridge north of St. Clair. **Purpose:** Create better access to the Lakefront State Park from the St. Clair-Superior neighborhood.
- D.5. Mill Creek Valley Infrastructure Improvements:** Provide, as necessary, street, water and sewer improvements. **Purpose:** Encourage development of recreation facilities on portions of the former Cleveland Developmental Center site and on a former landfill.
- D.6. Wildwood Park Bridge and Roadway:** Construct a road and bridge to connect Lakeshore Boulevard to Wildwood and Euclid Beach Parks. **Purpose:** Improve access to lakefront and lessen traffic flow along Neff Road.
- D.7. Burke Lakefront Airport Reconfiguration:** Add landfill area to the existing airport site. **Purpose:** Provide a disposal site for harbor dredgings, allow for airport expansion, and facilitate development of Burke's western portion for lakefront uses compatible with the adjacent North Coast Harbor.

NOTE: Comprehensive standards for use in evaluating potential improvements to the City's recreation facilities are included as part of **Citywide Plan** chapter entitled "Recreation."

E. TRANSPORTATION BENEFITS

- E.1. Rapid Transit Station Improvements:** Renovate or relocate, as necessary, rapid transit stations on RTA's Airport-Windemere line. **Purpose:** Increase rapid transit ridership by improving the condition and location of existing rapid transit stations.
- E.2. Warren Road Street Improvements:** Consider selective widenings and/or re-signalization, especially in the vicinity of Triskett and Lorain Roads. **Purpose:** Improve safety and traffic flow.
- E.3. Fulton/Denison Intersection Improvements:** Eliminate the fifth leg of the intersection which leads downhill into Brookside Park. **Purpose:** Improve traffic flow through the Fulton/Denison intersection.
- E.4. State Road and Pearl Road Street Improvements:** Consider the addition of turn lanes, curbs, sidewalks, off-street parking development and/or re-signalization. **Purpose:** Eliminate traffic congestion.
- E.5. Jennings/Harvard/Valley Intersection Re-alignment:** Re-align the Jennings/Valley and Jennings/Harvard intersections into a single intersection. **Purpose:** Improve traffic movement through the Jennings/Harvard/Valley intersections.
- E.6. West 25th Street Widening and Improvements:** Widen and improve from I-90 to Lorain Avenue. **Purpose:** Improve access to Downtown from the west side.
- E.7. Riverbed Street Extension:** Construct a new road on vacated railroad right-of-way between Columbus Road and West 3rd Street.

Purpose: Improve traffic circulation along the west bank of the upper Cuyahoga River (to serve as a by-pass of the Scranton Road Peninsula).

- E.8. West 3rd/Quigley Improvements:** Upgrade from Clark-Quigley Bridge to Downtown. **Purpose:** Improve access to Downtown from the south.
- E.9. East 30th Street Widening and Improvements:** Widen and improve segment between St. Clair Avenue and Community College Avenue. **Purpose:** Provide supplementary access/circulation to eastern portions of Downtown.
- E.10. I-77/East 22nd Street Ramp Relocation:** Relocate I-77 northbound off-ramp to East 22nd Street.
- E.11. I-77/East 30th Street Ramps Relocation and Closing:** Close East 30th Street on-ramp to I-77 north and relocate East 30th off-ramp from I-77 north to the vicinity of East 34th Street or East 37th Street. **Purpose (E. 10-11):** Improve safety and circulation in the vicinity of the Inner Belt.
- E.12. East 34th/Campus Rapid Station Relocation:** Relocate the existing station to the west, near East 30th Street. **Purpose:** Improve the accessibility of rapid station by locating it closer to the center of activity.
- E.13. Kinsman Road Street Improvements:** Consider widening and/or re-signalizing from East 55th Street to East 154th Street to allow for two moving lanes and one parking lane in each direction. **Purpose:** Improve east-west traffic flow along Kinsman.
- E.14. East 105th Street Improvements:**

Consider adding turn lanes, developing off-street parking and/or re-signalization of East 105th Street.

Purpose: Improve north-south traffic flow in the Glenville area.

E.15. Woodhill/Quincy Intersection Improvements: Improve intersection geometry and/or re-align roadways.

Purpose: Facilitate north-south traffic flow between Woodhill Road and East 105th Street.

E.16. Woodhill Road Widening: Widen Woodhill Road and East 93rd Street between Kinsman and Woodland Roads and between Harvard and Union Avenues to standards for an arterial road.

Purpose: Improve north-south traffic flow on Cleveland's southeast side.

E.17. Harvard Avenue Widening: Widen Harvard Avenue between East 93rd Street and East 116th Street to four standard lanes.

Purpose: Improve east-west traffic flow in the Union-Miles neighborhood.

E.18. Euclid Avenue Widening: Create regular curb lines by widening portions of Euclid.

19. Cedar to Carnegie Crossover; Cedar Avenue Improvements: Construct a diagonal connection between Cedar and Carnegie Avenues in the vicinity of East 83rd Street in conjunction with other improvements on Cedar Avenue.

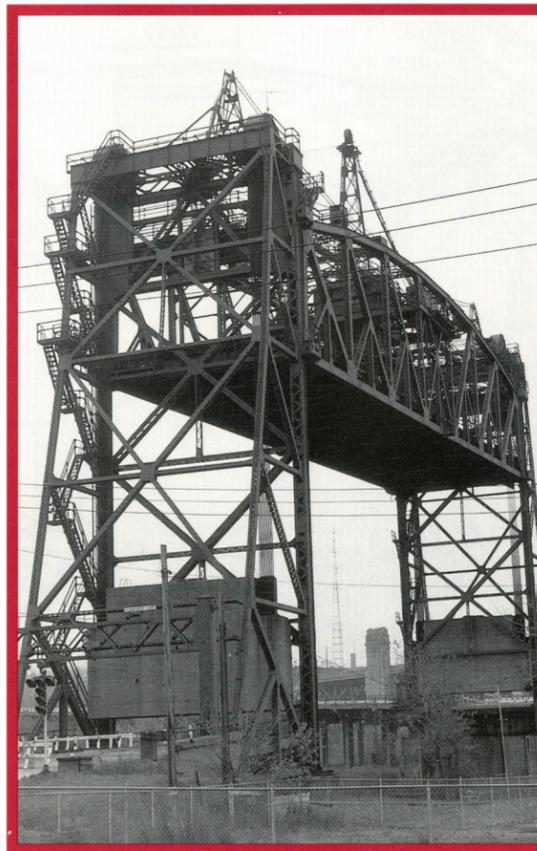
Purpose (E. 18-19): Improve east-west traffic flow in the Euclid Corridor, relieving congestion on arterials such as Carnegie Avenue.

E.20. East 105th Street Widening: Widen from Carnegie to Cedar Avenues.

21. East 100th/East 101st Street

Connector: Re-align East 101st Street between Chester and Euclid Avenues so that it aligns with East 100th Street south of Euclid Avenue.

22. Stearns, Chester and East 107th Street Modifications: Create a pair of one-way arterials comprised of MLK northbound and East 107th Street southbound by vacating portions of MLK



Proposed transportation improvements for Downtown are included in the Civic Vision 2000. DOWNTOWN PLAN. (PHOTO: Closed Eagle Avenue Bridge).

Boulevard and Stearns Road and widening East 107th Street.

Purpose (E. 20-22): Improve north-south traffic flow through the Doan Center area.

E.23. Juniper/Ford/East Blvd. Intersection Improvements,

24. East 105th/East Blvd./MLK/Mt. Sinai Intersection Improvements: Re-align roadway approaches to these intersections.

Purpose (E. 23-24): Improve safety and traffic flow.

E.25. Circle Drive/East 118th Connection - North Section: Construct new road between Euclid and Mayfield with end points near East 118th Street and east of the present Circle Drive.

26. Circle Drive/East 118th Connection - South Section: Construct new road between Cornell and Mayfield, paralleling the rapid tracks.

27. Existing Circle Drive Re-alignment: Re-align a section of existing Circle Drive between Cornell and Mayfield Roads with emergency drive to the west.

Purpose (E. 25-27): Improve traffic flow in the University Circle area by providing a by-pass along its east side.

E.28. East 116th Street Improvements: Consider adding turn lanes, developing off-street parking and/or re-signalizing East 116th Street, with the option of widening the road if the Shaker Rapid transit service is extended to University Circle as part of the Dual Hub Corridor rail improvements.

Purpose: Create a north-south transit corridor with the potential to tie in to the Dual Hub line on the north and the proposed southeast "railbus" corridor on the south.

E.29. Lee Road Street Improvements: Consider adding turn lanes, developing off-street parking and/or re-signalizing.

Purpose: Improve traffic flow on the City's southeast side.

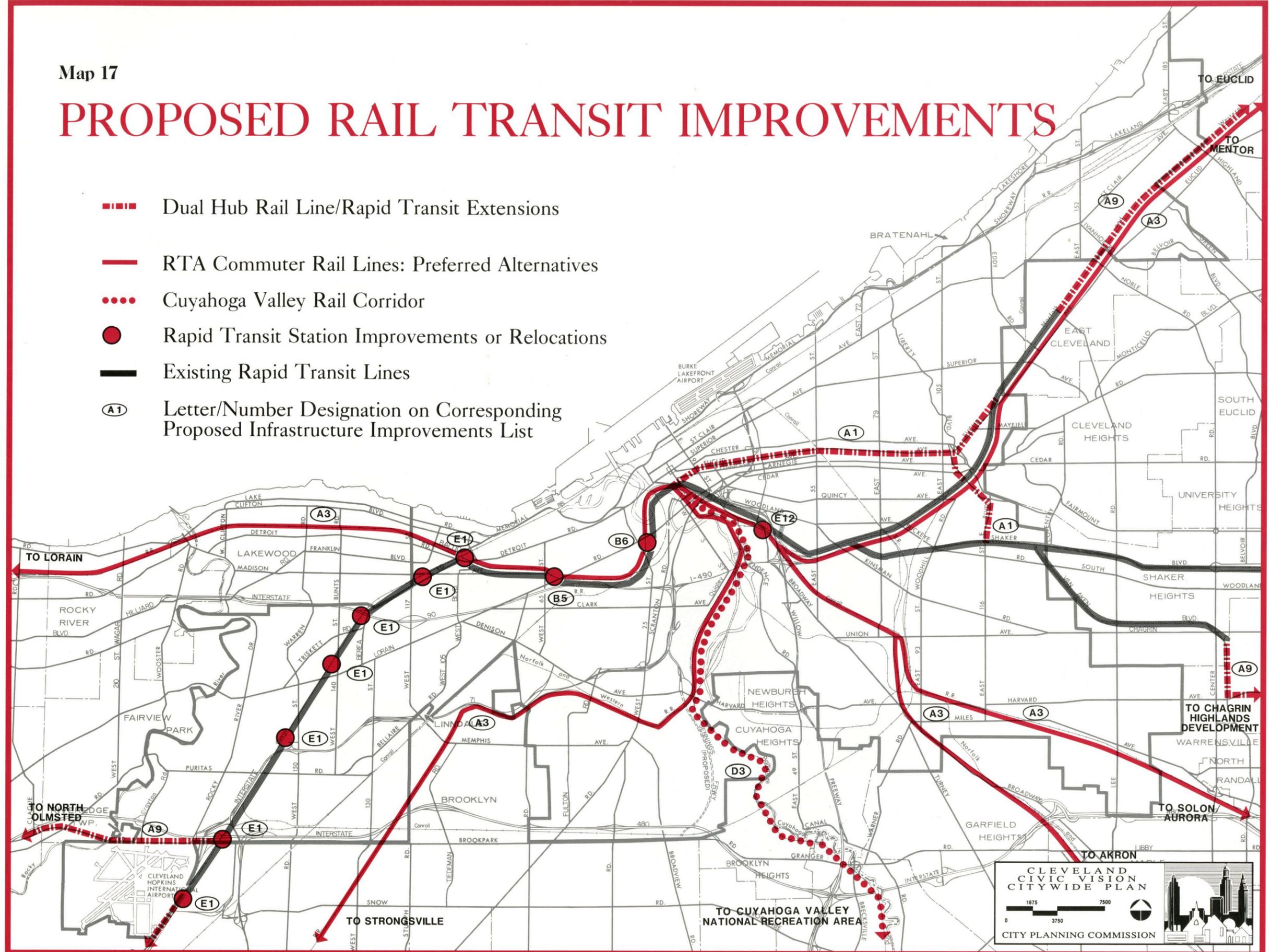
E.30. Nottingham/Dille Widening: Widen to four standard lanes.

Purpose: Improve traffic flow to the Lakeland Freeway.

Map 17

PROPOSED RAIL TRANSIT IMPROVEMENTS

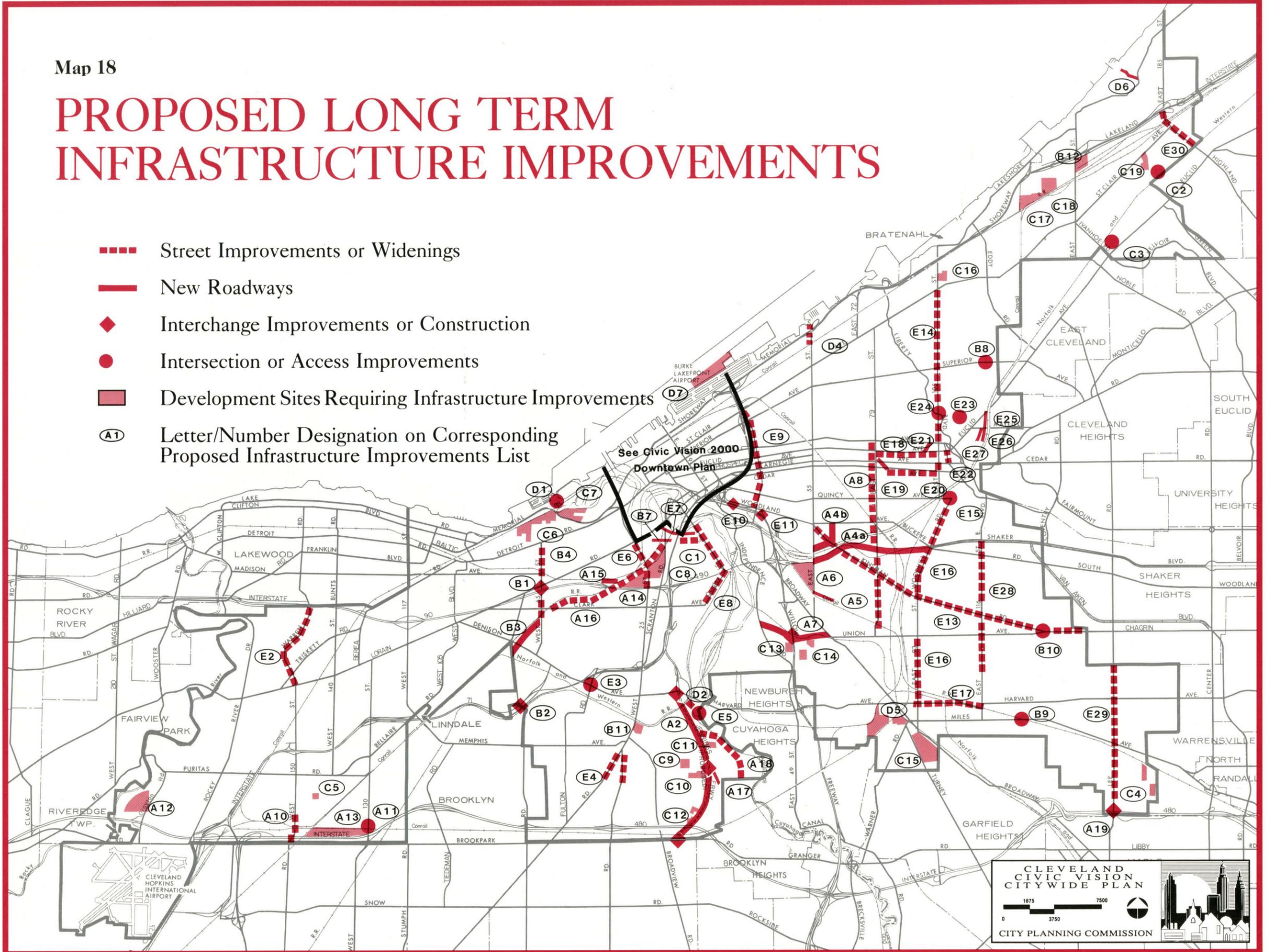
-  Dual Hub Rail Line/Rapid Transit Extensions
-  RTA Commuter Rail Lines: Preferred Alternatives
-  Cuyahoga Valley Rail Corridor
-  Rapid Transit Station Improvements or Relocations
-  Existing Rapid Transit Lines
-  Letter/Number Designation on Corresponding Proposed Infrastructure Improvements List



Map 18

PROPOSED LONG TERM INFRASTRUCTURE IMPROVEMENTS

- Street Improvements or Widenings
- New Roadways
- ◆ Interchange Improvements or Construction
- Intersection or Access Improvements
- Development Sites Requiring Infrastructure Improvements
- Ⓐ Letter/Number Designation on Corresponding Proposed Infrastructure Improvements List



DEVELOPMENT CONTROLS

The Citywide Plan will be implemented, in large part, through a comprehensive updating of Cleveland's Zoning Code, Zoning Map and related development controls. These updated regulations will be designed to respond to current and projected market conditions, contemporary development standards and the need to protect the community's architectural and historic resources. In this manner, the new controls will remove unnecessary obstacles to development while ensuring the highest standards of design.

OVERVIEW

Because Cleveland's Zoning Code and Map have been updated in a generally piecemeal fashion since their initial adoption in 1929, the current regulations are often out of step with market conditions, ineffective in promoting contemporary or innovative design, and difficult to interpret and administer.

To address these deficiencies, the City has instituted a comprehensive updating of the Zoning Code and Map to reflect recommendations of the **Citywide Plan** and **Downtown Plan**, as well as to eliminate current ambiguities and to increase the code's effectiveness in achieving its stated purposes.

This process began in 1988 with the adoption of a Business Revitalization District ordinance, providing for architectural design review in targeted business districts outside of Downtown. The process continued in 1990 with adoption of a sign ordinance and preparation of a landscaping ordinance. It is anticipated that the Zoning Code update will be substantially completed in 1992.

ADMINISTRATIVE REGULATIONS

One objective of the zoning revision is to establish detailed and clearly-stated regulations governing the administration and enforcement of

the Zoning Code. The new regulations are intended to remove uncertainties and unnecessary delays from the process of obtaining a permit, zoning change, zoning variance or design review approval. Comprehensive criteria for the approval of development applications will help ensure that decisions are consistent and equitable, with respect to the interests of the applicant as well as the community.

During preparation of the **Citywide Plan**, it was proposed that a "ticketing" procedure be established for minor violations of the Zoning and Building Codes in order to expedite the enforcement process. This proposal was made a priority of the current administration and has now been implemented.

DEVELOPMENT STANDARDS

It is widely perceived that the quality of development in many areas of Cleveland does not compare favorably with development in nearby suburbs. As part of the overall strategy to upgrade development in Cleveland, the new Zoning Code will incorporate standards designed to reduce the clutter of excessive signage and to provide landscaping to screen parking lots and open storage areas and to buffer residential areas from adjoining industrial or commercial uses. In addition, the Code will incorporate flexible standards to ensure that off-street parking requirements are accurately matched to the differing needs of various uses.

USE DISTRICTS AND REGULATIONS

The pattern of development in Cleveland will be affected most directly by an updating of the City's Zoning Map and the "use districts" which are displayed on that map (e.g., one-family, local retail, semi-industry, etc.). The current Zoning Code, for example, includes no districts specifically geared to the development of such uses as townhouses, major institutions, office buildings or industrial parks. The addition of these and other



New landscaping regulations will upgrade the appearance of development throughout Cleveland. (PHOTO: restaurant built in 1989 at East 159th and Lake Shore).

districts to the Code will enable the City to more precisely target particular types of development to particular locations.

Once the new zoning districts have been established, the Zoning Map itself will be updated through a collaborative effort between City Council, the City Planning Commission, neighborhood residents, property owners and business owners. The **Citywide Plan's** land use recommendations will provide a foundation for identifying zoning map changes needed to meet current market conditions and emerging development opportunities.

In addition, a variety of "use regulations" will enhance the City's ability to address issues as diverse as those associated with group homes, drive-thru restaurants, medical clinics, home

occupations and entertainment establishments. Such other zoning techniques as "planned unit development districts" and "overlay districts" will provide the flexibility necessary to encourage innovative site design and mixed-use development or, for example, to protect the character of pedestrian-oriented shopping areas.

DESIGN DISTRICTS

In order to supplement traditional zoning controls dealing with such quantifiable standards as building heights and setbacks, the City has designated several geographic areas as "design review districts." In each of these districts, all development and exterior renovation is reviewed for consistency with design and site planning

standards by an advisory committee whose membership includes individuals with expertise in architecture and other design-related professions.

The oldest of Cleveland's design review districts, the Mall Public Land Protective District, was established in 1958 to protect the character of public spaces and public buildings in proximity to the Mall/Hanna Fountains site in Downtown Cleveland. Today, Public Land Protective Districts encompass most of the Downtown area as well as the Cleveland State University area. Development in these districts is reviewed by the Cleveland Design Review Committee (formerly the Fine Arts Advisory Committee) of the City Planning Commission.

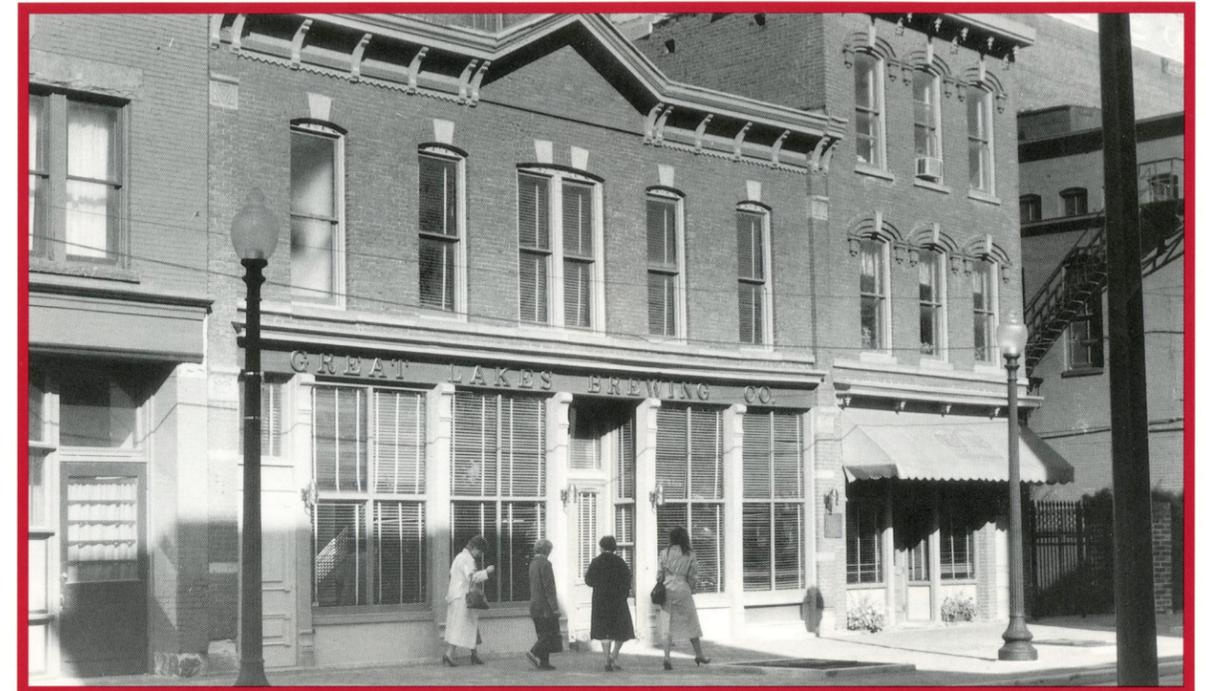
In 1988, as part of the **Citywide Plan** implementation process, the City adopted a Business

Revitalization District ordinance to permit designation of design review districts in neighborhood business areas and other non-residential areas outside of Downtown Cleveland. The Flats-Oxbow and Larchmere districts were the first to be designated under this ordinance. Development in these districts is reviewed by local design review advisory committees which report to the City Planning Commission.

During the 1990's, additional design review districts will be established to ensure the highest standards of design in neighborhood "town centers" targeted for public/private revitalization activities. Special attention will also be focused on the need to establish a comprehensive design review process for the Euclid Corridor area, stretching from the eastern edge of Downtown,



The establishment of design review districts is intended to ensure the highest standards for renovation and new construction in Cleveland's business districts. (PHOTO: Acme Warehouse at Main and Elm in the Flats-Oxbow Business Revitalization District).



Renovation of historic storefronts strengthens the competitiveness of neighborhood shopping districts. (PHOTO: Market Avenue in Ohio City).

through the Midtown and Doan Center areas, to University Circle. Before the designation of additional districts, however, the zoning code will be revised to ensure greater consistency and predictability in the design review process.

HISTORIC DISTRICTS

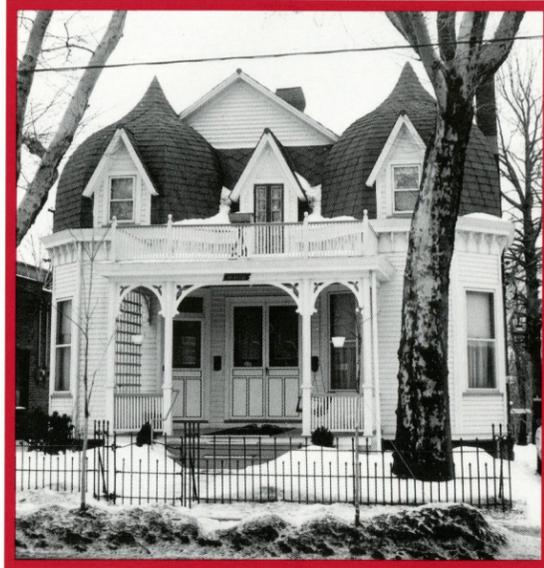
Designation. One tool available to communities seeking to protect areas of historic significance is the designation of "historic districts." In Cleveland, such districts can be designated on a national basis, as part of the National Register of Historic Places, or on a local basis, as Cleveland Landmark Districts.

National Register Districts are protected by virtue of the fact that *federally-funded* development and exterior renovation in these districts is evaluated for compatibility by a hierarchy of local, state and national review bodies. In addition,

significant properties within a National Register District may be eligible for special grants and tax credits for appropriate renovation.

Local Cleveland Landmark Districts are, in one respect, more strongly protected, by virtue of the fact that *all* development and exterior renovation in these districts must be evaluated for appropriateness. In this case, the review body is the Cleveland Landmarks Commission. However, no special grants or tax credits are available for properties located solely within locally-designated historic districts.

Current Districts. Currently in Cleveland, 19 historic districts are listed on the National Register of Historic Places and 17 districts are designated as local Cleveland Landmarks. (Many of the districts listed nationally are also included within larger locally-designated districts). Of the 17 local districts, 13 are located on the City's east side, including four in the Downtown area. The

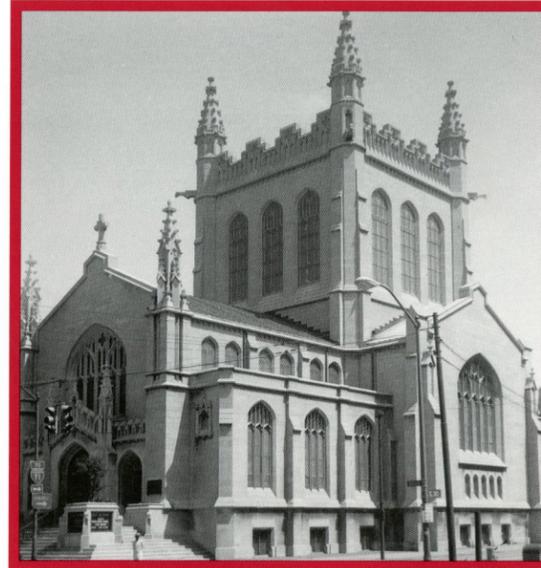


Queen Anne-style Mansfield House (circa 1890) at 9402 Madison Avenue.

National Register Districts are concentrated in the Downtown area, with additional concentrations in Ohio City, University Circle and Shaker Square.

Among the largest locally-designated historic districts in Cleveland (as indicated on Map 19) are Shaker Square and Ludlow, with 700 buildings (#C.14 and C.15); Little Italy, with 375 buildings (#C.13); Franklin Circle and Market Square, with 400 buildings (#C.1 and C.2); and Brooklyn Centre, with 250 buildings (#C.4).

Potential Districts. As neighborhood areas throughout Cleveland continue to age, the number of areas worthy of preservation increases. During 1985, the City's Community Development Department and Landmarks Commission staffs conducted a citywide survey of residential and commercial areas to identify additional locations warranting consideration for historic district designation on the basis of architectural significance. An updated version of that survey includes a total of 26 potential historic districts.



Gothic-style First United Methodist Church (1903) at East 30th and Euclid.

Among the largest potential districts not currently designated either nationally or locally are the following (as indicated on Map #19): West Boulevard/Parkhurst Drive (#P.6), Edgewater (#P.5), South Hills (#P.13), Glenville (#P.19), Magnolia Drive/Wade Park Avenue (#P.20) and Martin Luther King Boulevard (#P.22). It is recommended that the City's Landmarks Commission begin a process of evaluating the identified potential districts for either local or national designation.

**CURRENT HISTORIC DISTRICTS:
NATIONAL REGISTER OF
HISTORIC PLACES**

- N.1. Franklin Boulevard Historic District
- N.2. Ohio City Historic District
- N.3. Archwood Avenue Historic District
- N.4. Warehouse Historic District
- N.5. Public Square Historic District
- N.6. The Mall Historic District
- N.7. Terminal Tower Group Historic District

- N.8. East 4th Street Historic District
- N.9. Playhouse Square Historic District
- N.10. Broadway Avenue Historic District
- N.11. Warszawa Neighborhood Historic District
- N.12. Miles Park Historic District
- N.13. East 89th Street Historic District
- N.14. Newton Avenue Historic District
- N.15. Wade Park Historic District
- N.16. Mather College Historic District
- N.17. Fairhill Village Historic District
- N.18. Shaker Square Historic District
- N.19. Shaker Village Historic District

**CURRENT HISTORIC DISTRICTS:
CLEVELAND LANDMARK DISTRICTS**

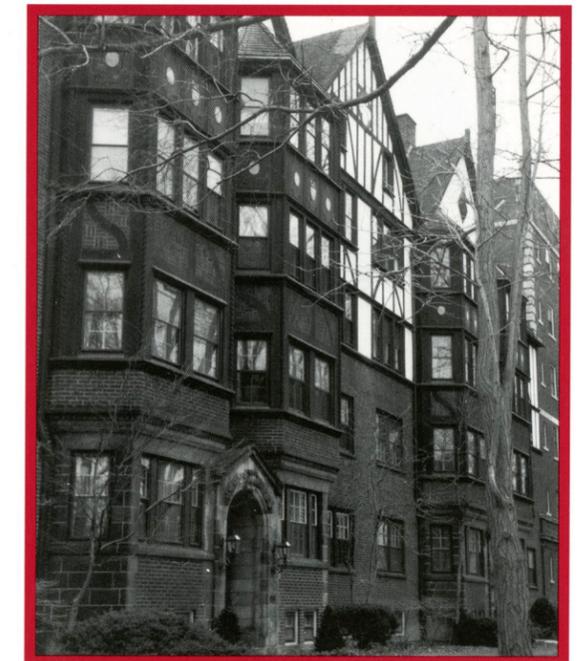
- C.1. Franklin Circle Historic District
- C.2. Market Square Historic District
- C.3. Tremont Historic District
- C.4. Brooklyn Centre Historic District
- C.5. Warehouse Historic District
- C.5a. The Mall Historic District
- C.6. East 4th Street Historic District
- C.7. Playhouse Square Historic District
- C.8. Prospect Avenue Historic District
- C.8a. Broadway Avenue Historic District
- C.9. Miles Park Historic District
- C.10. East Boulevard Historic District
- C.11. Newton Avenue Historic District
- C.12. Hessler Road and Court Historic District
- C.13. Little Italy Historic District
- C.14. Shaker Square Historic District
- C.15. Ludlow Historic District

POTENTIAL HISTORIC DISTRICTS

- P.1. Greenwood Avenue
- P.2. West Park Road & Lucille Avenue
- P.3. Normandy Avenue
- P.4. Warren Road
- P.5. Edgewater
- P.6. West Boulevard/Parkhurst Drive
- P.7. West 87th Street/Madison Avenue Area
- P.8. Clinton Avenue & Franklin Boulevard

- P.9. Lorain Avenue/Ohio City Area
- P.9a. Tremont*
- P.10. Clark-Metro/Scranton Road Area
- P.11. Mapledale Avenue
- P.12. Broadview & Pearl Roads
- P.13. South Hills
- P.14. Broadway & East 55th Street*
- P.15. Broadway & Canton Avenue
- P.16. Cleveland Playhouse Area
- P.17. East 81st Street/Cedar Avenue Area
- P.18. Ansel Road
- P.19. Glenville
- P.20. Magnolia Drive/Wade Park Avenue Area
- P.21. Case Western Reserve University Area
- P.22. Martin Luther King, Jr. Drive
- P.23. Buckeye Road
- P.24. Lakefront/Shore Acres Drive Area
- P.25. Rudwick Avenue & Willowhurst Road

*Expansion of current National Register or Cleveland Landmark Districts.



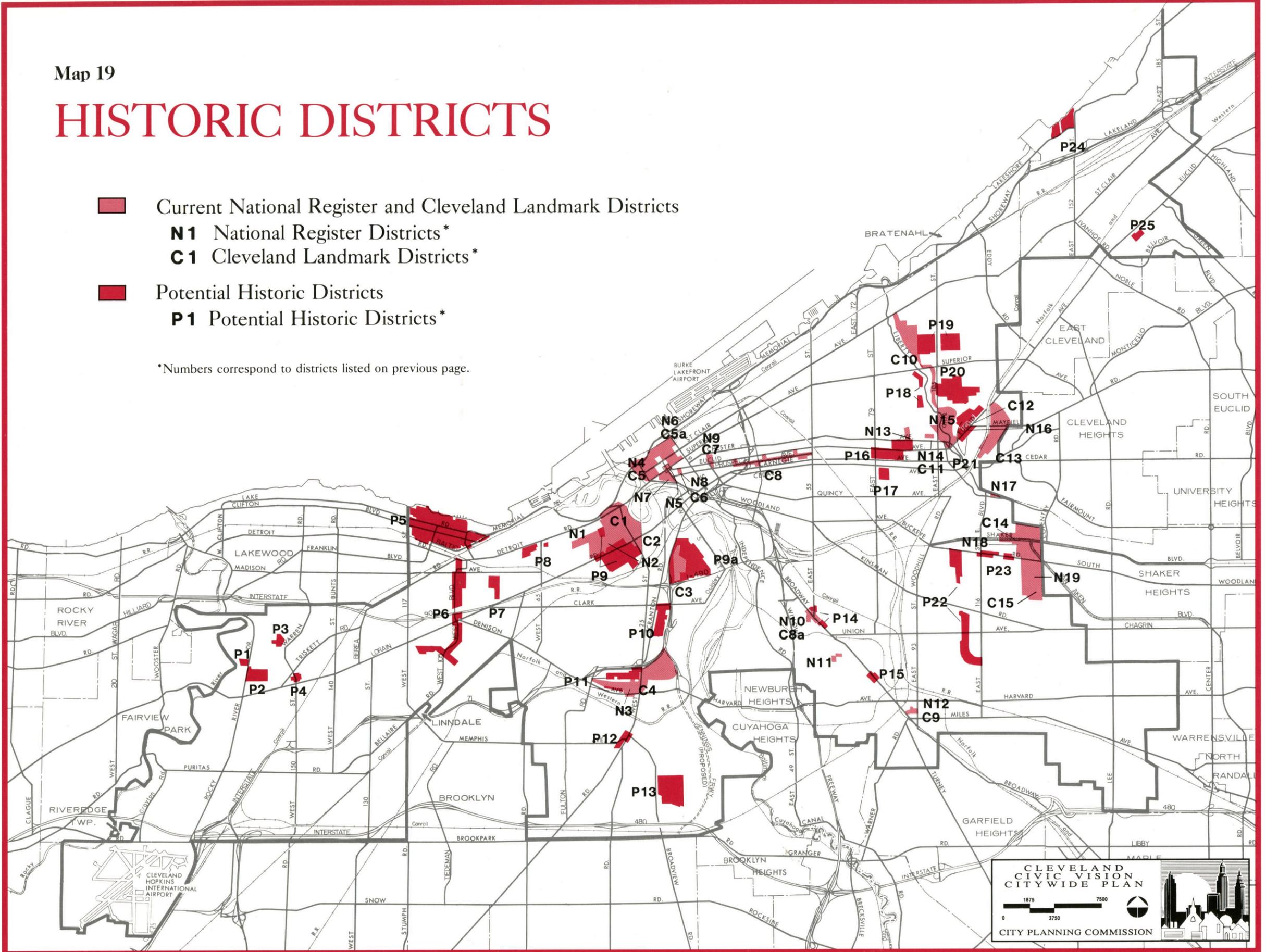
Tudor-style apartment building in the Shaker Square Historic District.

Map 19

HISTORIC DISTRICTS

-  Current National Register and Cleveland Landmark Districts
 - N1** National Register Districts*
 - C1** Cleveland Landmark Districts*
-  Potential Historic Districts
 - P1** Potential Historic Districts*

*Numbers correspond to districts listed on previous page.



CLEVELAND
CIVIC VISION
CITYWIDE PLAN



CITY PLANNING COMMISSION



Vienna

Where Lakewood and Lakewood Meets to Eat

Don't know

LAND USE SUMMARY

EXISTING LAND USE (1986)

Housing. Approximately 1/3 of Cleveland's land area is occupied by housing (32.7% or 16,232 acres). One- and two-family housing accounts for 90% of this residential acreage. The greatest concentrations of housing in Cleveland are found in the southeast (Region I – 50.3%), the far west (Region VII – 40.0%) and the south central (Region VI – 38.3%).

Transportation/Utilities. Streets and other transportation or utility uses (freeways, rail lines, airports, water plants, etc.) also account for nearly 1/3 of the City's land area (29.8% or 14,804 acres). Hopkins International Airport in Region VIII and Burke Lakefront Airport in Region V are the largest single uses in this category. Streets alone cover nearly 17% of the City.

Industry. Industrial development accounts for another 13.6% or 6,783 acres of the City's land area. Industry is most concentrated in the Flats, the Industrial Valley (along the Cuyahoga River) and the Lakeside industrial district – in Regions IV and V.

Other Uses. Institutional and recreation uses each occupy approximately 6% of Cleveland's land area, while retail uses occupy another 4.1%. Office use, because of its predominantly high-rise nature, occupies less than 1% of the City's land area.

Vacant Land. Over 3,000 acres, or 6.1%, of Cleveland's land area is vacant. Nearly a quarter (753 acres) of this total is located on the central east side in Region II – often in the form of scattered vacant lots (thereby restricting opportunities for large-scale redevelopment). Other concentrations of vacant land are located in the Cuyahoga Valley (Region VI), the Industrial Valley and Flats-Oxbow South areas (Region IV), and sites in the vicinity of I-480 and Hopkins Airport (Region VIII).

**Table 12
EXISTING LAND USE (1986)**

LAND USE CATEGORIES			Region I	Region II	Region III	Region IV	Region V	Region VI	Region VII	Region VIII	CITYWIDE TOTALS									
	Acres	% of City																		
One- & Two-Family			3,263.7	22.2%	849.1	5.8%	2,472.3	16.8%	1,351.5	9.2%	346.9	2.4%	1,920.7	13.1%	2,029.9	13.8%	2,472.6	16.8%	14,707.5	29.6%
	% of Region		48.2%		15.5%		33.4%		23.9%		6.4%		35.7%		37.4%		29.9%			
Multi-Family: Low Rise (< 6 stories)			129.9	9.4%	499.5	36.0%	203.9	14.7%	98.0	7.1%	58.9	4.2%	133.1	9.6%	122.0	8.8%	142.5	10.3%	1,388.6	2.8%
	% of Region		1.9%		9.1%		2.8%		1.7%		1.1%		2.5%		2.3%		1.7%			
Multi-Family: Hi-Rise (6 + stories)			16.9	12.4%	42.2	30.9%	37.6	27.6%	6.2	4.6%	13.1	9.6%	3.4	2.5%	14.6	10.7%	1.4	1.0%	136.3	0.3%
	% of Region		0.2%		0.8%		0.5%		0.1%		0.2%		0.1%		0.3%		0.0%			
Office			7.5	3.3%	34.0	14.8%	19.7	8.6%	9.4	4.1%	117.5	51.2%	10.5	4.6%	3.7	1.6%	26.6	11.6%	229.7	0.5%
	% of Region		0.1%		0.6%		0.3%		0.2%		2.2%		0.2%		0.1%		0.3%			
Retail*			243.6	11.9%	234.3	11.4%	291.8	14.2%	245.7	12.0%	267.6	13.0%	216.8	10.6%	258.0	12.6%	296.4	14.4%	2,055.0	4.1%
	% of Region		3.6%		4.3%		3.9%		4.3%		5.0%		4.0%		4.8%		3.6%			
Industry*			388.2	5.7%	658.1	9.7%	916.9	13.5%	1,595.1	23.5%	1,324.9	19.5%	599.6	8.8%	728.6	10.7%	570.9	8.4%	6,783.2	13.6%
	% of Region		5.7%		12.0%		12.4%		28.2%		24.6%		11.1%		13.4%		6.9%			
Recreation/Open Space			321.9	10.1%	195.4	6.1%	676.2	21.2%	60.3	1.9%	288.3	9.0%	379.1	11.9%	283.8	8.9%	987.2	30.9%	3,193.0	6.4%
	% of Region		4.8%		3.6%		9.1%		1.1%		5.4%		7.0%		5.2%		12.0%			
Institutional			396.3	13.2%	680.7	22.7%	560.3	18.7%	240.6	8.0%	217.9	7.3%	361.1	12.0%	158.0	5.3%	387.4	12.9%	3,003.2	6.0%
	% of Region		5.9%		12.5%		7.6%		4.3%		4.1%		6.7%		2.9%		4.7%			
Transportation/Utilities			193.2	3.0%	405.0	6.3%	611.4	9.6%	690.5	10.8%	1,397.4	21.9%	443.8	6.9%	522.9	8.2%	2,130.7	33.3%	6,395.6	12.9%
	% of Region		2.9%		7.4%		8.3%		12.2%		26.0%		8.2%		9.6%		25.8%			
Streets (excluding freeways)			1,407.4	16.7%	1,107.3	13.2%	1,225.6	14.6%	920.5	10.9%	903.8	10.7%	851.4	10.1%	1,094.6	13.0%	897.4	10.7%	8,408.9	16.9%
	% of Region		20.8%		20.3%		16.5%		16.3%		16.8%		15.8%		20.2%		10.9%			
Water			4.2	1.1%	6.1	1.5%	22.5	5.7%	111.4	28.0%	117.0	29.4%	34.3	8.6%	19.4	4.9%	82.5	20.7%	398.2	0.8%
	% of Region		0.1%		0.1%		0.3%		2.0%		2.2%		0.6%		0.4%		1.0%			
Vacant Land			399.6	13.1%	753.2	24.6%	368.7	12.0%	329.8	10.8%	326.2	10.7%	430.6	14.1%	187.6	6.1%	262.5	8.6%	3,059.0	6.1%
	% of Region		5.9%		13.8%		5.0%		5.8%		6.1%		8.0%		3.5%		3.2%			
REGION TOTALS	Acres	% of City	6,772.3	13.6%	5,464.8	11.0%	7,407.0	14.9%	5,659.0	11.4%	5,379.4	10.8%	5,384.4	10.8%	5,422.9	10.9%	8,258.0	16.6%	49,758.1	100.0%

* The "existing" and "future" acreage figures for retail use are not comparable because "commercial services" uses (listed as a separate category for future land use) are classified as either "retail" or "industrial" in the existing land use figures.

NOTE: See page 162 for land use definitions.

SOURCE: 1986 field surveys and aerial photo interpretation conducted by the Cleveland City Planning Commission and digitized by the Ohio Capability Analysis Program of the Ohio Department of Natural Resources.

FUTURE LAND USE (2000)

Overview. Land use changes recommended in the **Citywide Plan** respond to opportunities to develop vacant land and opportunities to redevelop sites which are either under-utilized or are in conflict with surrounding uses.

Housing. The **Citywide Plan** proposes to increase the land area devoted to housing in Cleveland by 13.1% or 2,132 acres. This increase reflects the development of vacant land as well as the re-use of excess retail and industrial sites. In recognition of the limited prospects for substantial population growth, much of the additional residential land is designated for relatively low-density development (single-family and townhouse uses).

Offices. The amount of land devoted to office use is proposed to increase by 194 acres or 85%. Most of this increase is expected in the Midtown Corridor and Downtown (in Regions II and V) and in proximity to new interchanges of I-480 (primarily in Region VI).

Retail. Although the **Citywide Plan** promotes the consolidation of presently-scattered retail uses and a reduction in retail floor area, the amount of land allocated to retail and commercial service use has not been reduced. This is due to the increased land area devoted to parking and landscaping in contemporary retail developments.

Industry. Despite an anticipated reduction in industrial floor area (corresponding to past declines in manufacturing employment), the **Citywide Plan** proposes a modest 130-acre decrease in the land area devoted to industry. This reflects the expected replacement of many obsolete multi-story buildings with one-story buildings better suited to the needs of contemporary industries. Areas designated for additional industrial development are located in proximity to freeway interchanges, particularly along the recently-opened segment of I-480 in Regions VI and VIII.

Table 13
FUTURE LAND USE (2000)

LAND USE CATEGORIES			Region I		Region II		Region III		Region IV		Region V		Region VI		Region VII		Region VIII		CITYWIDE TOTALS	
	Acres	% of City	Acres	% of City	Acres	% of City														
One- & Two-Family	3,566.0	21.6%	1,397.5	8.5%	2,853.5	17.3%	1,615.5	9.8%	420.2	2.5%	1,971.7	12.0%	2,149.7	13.0%	2,507.7	15.2%	16,481.7	33.1%		
		% of Region		% of Region																
Multi-Family	230.2	12.2%	642.3	34.1%	244.6	13.0%	75.7	4.0%	154.3	8.2%	181.1	9.6%	197.0	10.5%	157.5	8.4%	1,882.7	3.8%		
		% of Region		% of Region																
Office	2.1	0.5%	121.5	28.7%	29.5	7.0%	6.0	1.4%	198.7	46.9%	39.9	9.4%	13.5	3.2%	12.8	3.0%	423.8	0.9%		
		% of Region		% of Region																
Retail	207.6	12.9%	183.9	11.4%	204.1	12.7%	188.8	11.7%	183.4	11.4%	181.5	11.3%	211.5	13.1%	250.3	15.5%	1,610.9	3.2%		
		% of Region		% of Region																
Commercial Services	133.4	14.3%	126.6	13.6%	143.5	15.4%	108.2	11.6%	209.5	22.5%	35.5	3.8%	93.3	10.0%	81.9	8.8%	931.8	1.9%		
		% of Region		% of Region																
Office/Light Industry	0.0	0.0%	77.9	19.3%	0.0	0.0%	41.1	10.2%	12.7	3.2%	98.5	24.5%	11.6	2.9%	161.0	40.0%	402.8	0.8%		
		% of Region		% of Region																
Light Industry	357.6	10.3%	428.7	12.3%	470.0	13.5%	321.1	9.2%	652.7	18.7%	312.1	9.0%	342.6	9.8%	600.6	17.2%	3,485.4	7.0%		
		% of Region		% of Region																
Heavy Industry	0.0	0.0%	120.2	4.4%	306.7	11.1%	1,040.8	37.7%	686.8	24.9%	210.4	7.6%	340.0	12.3%	54.1	2.0%	2,758.9	5.5%		
		% of Region		% of Region																
Recreation/Open Space	375.8	9.3%	233.4	5.8%	753.3	18.6%	250.2	6.2%	496.8	12.3%	563.1	13.9%	302.6	7.5%	1,076.1	26.6%	4,051.3	8.1%		
		% of Region		% of Region																
Institutional	310.7	10.8%	654.9	22.8%	525.8	18.3%	248.5	8.6%	197.3	6.9%	354.0	12.3%	145.8	5.1%	438.1	15.2%	2,875.0	5.8%		
		% of Region		% of Region																
Mixed Land Use	0.0	0.0%	19.7	14.7%	7.7	5.7%	77.6	57.9%	29.1	21.7%	0.0	0.0%	0.0	0.0%	0.0	0.0%	134.1	0.3%		
		% of Region		% of Region																
Transportation/Utilities	177.3	2.9%	344.8	5.7%	620.3	10.3%	653.7	10.9%	1,177.9	19.6%	551.0	9.2%	501.4	8.3%	1,990.7	33.1%	6,017.2	12.1%		
		% of Region		% of Region																
Streets (excluding freeways)	1,407.4	16.7%	1,107.3	13.2%	1,225.6	14.6%	920.5	10.9%	903.8	10.7%	851.4	10.1%	1,094.6	13.0%	897.4	10.7%	8,408.0	16.9%		
		% of Region		% of Region																
Water	4.2	1.1%	6.1	1.5%	22.5	5.7%	111.4	28.0%	117.0	29.4%	34.3	8.6%	19.4	4.9%	82.5	20.8%	397.4	0.8%		
		% of Region		% of Region																
REGION TOTALS	6,772.3	13.6%	5,464.8	11.0%	7,407.0	14.9%	5,659.0	11.3%	5,440.2	10.9%	5,384.4	10.8%	5,422.9	10.9%	8,310.6	16.7%	49,861.2	100.0%		

SOURCE: "Future Land Use" map adopted by the Cleveland City Planning Commission on April 26, 1991 and digitized by the Ohio Capability Analysis Program of the Ohio Department of Natural Resources.

NOTE: See page 162 for land use definitions.