



# **ACTION PLAN**

*East Cleveland Target Area*



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# EXECUTIVE SUMMARY

## Action Plan for East Cleveland Target Area

### INTENT

This Action Plan is intended to implement recommendations from the *2015 Development Framework and Target Area Plan* and the *2020 City of East Cleveland Vision Project*. Specifically, it addresses two broad redevelopment goals for the Target Area:

**1 Local and regional connectivity.** The Target Area is situated within the Cleveland region such that demand for new housing should be high. However, the Target Area is disconnected from nearby facilities and amenities despite having quality transit available, making connectivity critically important.

**2 Gateway neighborhood.** At the edge of University Circle and the border of the City of East Cleveland, the Target Area can and should function as a gateway for anyone moving through this area of the community. This means Euclid Avenue and infill housing are twin placemaking priorities.

### DIRECTION FROM SPONSOR

Several principles were elevated as touchstones from the beginning of the project:

**Collaborative design.** The Cuyahoga Land Bank worked closely with facilitators to produce the recommendations in this document and its companion materials. These recommendations have been vetted among facilitators, the core workgroup, and partners.

**Feasible recommendations.** The team made an explicit effort to calibrate recommendations to local practices. Feasibility reviews spanned from funding mechanisms to builder and homeowner pro formas.

**Placemaking as undercurrent.** Community leadership is astute to recognize that a simple

housing project will not achieve broader placemaking goals. Standard design approaches to infrastructure and construction must be considered from a systems perspective.

### SUMMARY RECOMMENDATIONS

**Development bands.** Lean into the rational organization of the Target Area. Larger scale multi-family and commercial redevelopment is organized in a corridor anchored by Euclid. Proceeding deeper into the district, infill takes on a more modest scale of homes with occasional accessory suites developed according to market demand.

**Two greenways for connectivity.** The first is located near the existing rail tracks and provides regional connectivity to the rail and adjacent neighborhoods. The second cuts across Woodlawn, Penrose, and other streets to dramatically reduce walking times and put parkland within a five minute walk for all.

**Phase I is for experimentation.** Use the first phase of work to construct a variety of housing types with a spectrum of partners. Use the insights gained for process improvements and adjustments to consumer preferences in follow-on phases.

**High expectations require resources.** Design guidelines are a first step to quality assurance with a project of this scale. Plan to assign them resources so they can be coordinated and enforced in the field. One option is to provide these guidelines to developers as part of development and use agreements with them upfront.

**Elevate infrastructure standards.** This Action Plan includes minimum recommendations to assure comfort and security for walkers. When possible, elevate these standards to provide more space for walkers and natural features.

### CRITICAL FACTORS FOR SUCCESS

**High-quality zoning.** The zoning needs to be simplified and updated to reflect common building types. Because the Target Area encompasses parts of Cleveland and East Cleveland, a multi-jurisdictional overlay is an option worth considering. An alternative is to provide targeted amendments for East Cleveland.

**High-quality architecture.** Beyond aesthetics, *high-quality* means durability and implies stewardship of the property and streets. Design guidelines are provided and need to be reviewed and updated periodically as market conditions change over time. This will require resources.

**High-quality walkability.** Nearly everyone starts and ends their trips as a walker. Walkability means walking is safe, comfortable, secure, and useful. Invest in wide sidewalks, street trees, and human-scale lamp posts.

# PLACEMAKING FRAMEWORK

## Action Plan for East Cleveland Target Area

### BACKGROUND

This Action Plan guides the continuing work to make targeted improvements at the border of East Cleveland. This plan reflects themes that have emerged from project partners and the community in prior outreach.

**Targeted acquisitions then, targeted infrastructure now.** The decision to target acquisitions was critical to unlocking the possibility for success in the target area. Strategic acquisitions should continue. It is now vital that infrastructure investments be similarly focused.

**Local and regional connectivity.** Interconnecting the target area and enhancing its connections to surrounding neighborhoods and amenities is a high priority. Each connection represents a remarkable enhancement to the Target Area.

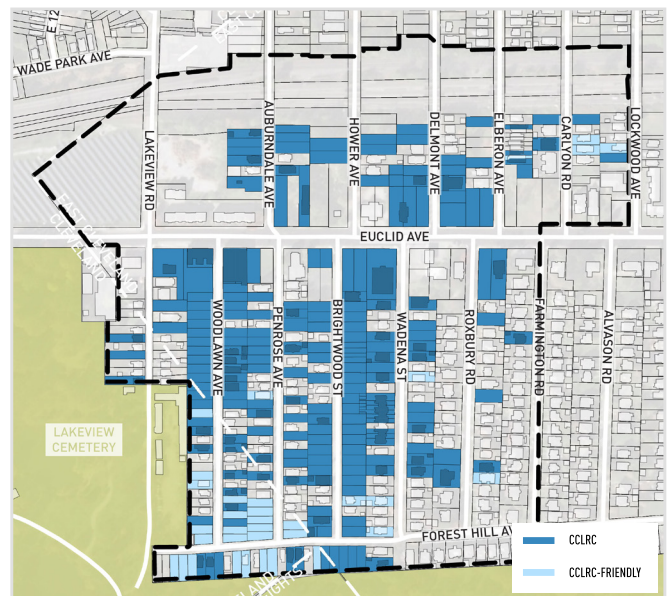
**Gateway neighborhood.** The target area is seen as a both a gateway neighborhood as well as a milestone for a re-emerging East Cleveland.

### COLLABORATIVE PROCESS

Throughout the workplan, the entire team worked together to co-produce the analysis and recommendations in this Action Plan. Decisions were made together with feedback at every stage.

**Non-negotiable feasibility.** From the beginning, the team understood that success for the project meant a program and a plan that put practicalities and results first. To this end, building types and development concepts were vetted multiple times with varied parties, including reviews of floor plans, elevations, site plans, and pro formas. This plan has been designed for cooperative implementation by third-party builders in coordination with the Cuyahoga Land Bank and other partners.

**Deliberate placemaking.** There was clear direction from early sessions that the aspirations for the Target Area included ambitious goals designed to transform the perceptions of East Cleveland in the region and among its own residents and stakeholders. Placemaking outcomes are easily compromised in conventional redevelopment projects. This Action Plan describes critical tasks and principles to ensure placemaking goals are met.



**Property in Cuyahoga Land Bank portfolio.** As of July 2022, the Cuyahoga Land Bank has assembled a majority of property in the target area. Land acquisition was an important prerequisite for success. This plan has been designed to make special use of parcels that are clustered together which may be suitable for replatting. When feasible, the creative subdivision of lots typically allows for a higher number of homes—albeit smaller in size—to be constructed on the same amount of land.

**Note on scope.** This Action Plan is focused on the area generally south of Euclid. Some recommendations for the rest of the Target Area, including Euclid Avenue itself, are included in the plan but their treatment is limited. This focuses the Action Plan on appropriately scaled housing as large-scale developments are more proper for the commercial corridor.

## DEVELOPMENT BANDS

The target area is organized into three rational bands of distinct development intensity. This aspect of the framework is central to Phase I of the project and follow-on phases.

Providing options for different living situations and stages of life is a foundational aspect of effective placemaking. In addition to a great launch, the outcomes of the Phase I must prove sustainable and durable over time. Because placemaking is measured in part by the social health and resilience of the neighborhood, it's vital to provide a multitude of housing choices to create a remarkable *place*. If the target area redevelopment is merely a successful real estate project, the result won't be a gateway neighborhood and the other placemaking outcomes desired by the project partners won't be achieved.

## HOUSING CHOICES

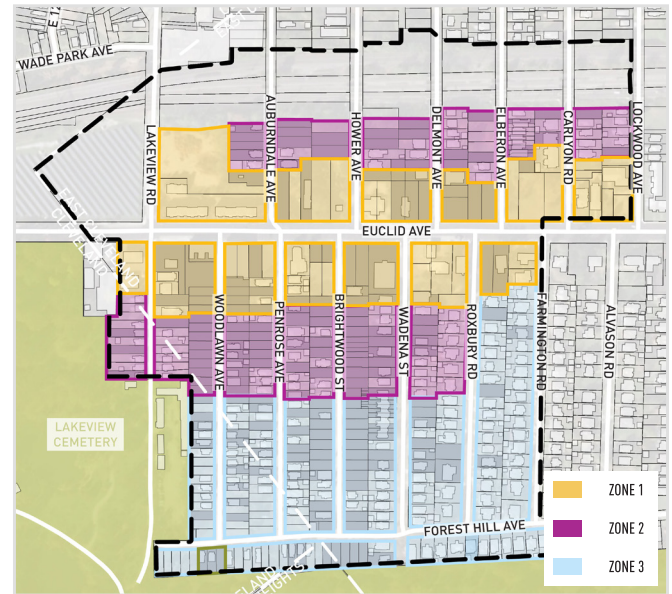
One observation of great neighborhoods is that they are mostly made up of places to live. There is always a commercial and civic heart that meters the social and economic rhythms of a neighborhood, but in fact the great majority of buildings are residential.

This development framework organizes the location of housing into three bands. This represents the minimum level of variety and integration necessary to achieve and sustain the project's goals.

**Yellow: mixed-use corridor.** Oriented to Euclid, this band of development should be composed of apartments and commercial uses. Buildings should be close to the sidewalk and the sidewalk should be ample. Taken together, buildings should form a pedestrian-focused street edge for storefronts, stoops, and walkers. Buildings should be two or three stories tall and the sidewalk should be sheltered from sun and rain by trees and architectural components.

**Purple: middle zone.** This band is represented in purple and is made up of pocket neighborhoods, townhomes, and small format apartment buildings. Extra effort was made to develop examples of feasible site layouts that might mix and match building types in this zone. Refer to the appendix.

**Blue: traditional houses.** The third development band is made up of expected patterns: mostly single-family homes with occasional accessory suites. Most houses are two stories and should include a generous porch. Building floor plans accommodate garages and guest suites when it suits the builder or homeowner.



**Housing organized into development bands.** This diagram indicates the areas where different types of housing should be located. Apartments and mixed uses near Euclid, townhomes and pocket neighborhoods framing a proposed greenway in the purple, and finally traditional houses in the most interior portions leading to Forest Hill.

# LOCAL AND REGIONAL CONNECTIVITY

The location of the target area is superb. The proximity to employment centers and transportation alternatives is ideal. Transit access should be accounted for in redevelopment efforts to maximize social and economic value of the Target Area. These assets can be leveraged for the benefit of the people who will live and work in the target area and for the rest of East Cleveland.

## CONNECTIVITY TACTICS

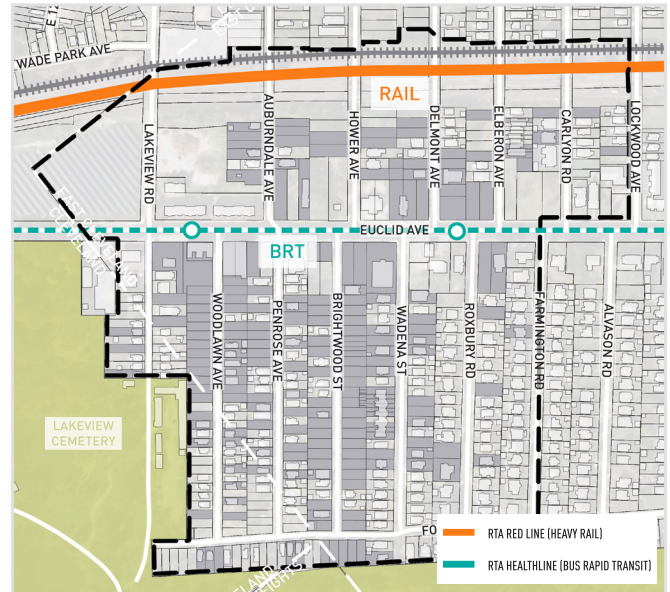
This framework calls for four tactics to be implemented for dramatic improvements to connectivity and cascading social and economic outcomes.

**Genuine walkability.** All goals, from ridership levels to exceptional marketability, hinge on walkability. Euclid Avenue will anchor this experience no matter the quality of neighborhood streets. This plan calls for persistent collaboration with relevant partners to calm traffic and convert Euclid into a refuge for walkers whether they be patrons, operators, or residents.

**East Cleveland Greenway.** The plan recommends a corridor of track-side vacant properties be converted into a shared-use regional greenway. This facility would serve to connect the target area, Wade Park, and Windermere station. More than a direct connection to transit, this also helps to sustain commercial activity on Euclid Avenue, which is positioned to provide commercial services to a wider catchment area than the Target Area alone.

**Neighborhood Greenway.** A walkability analysis showed that the neighborhood streets in the Target Area are unusually long. This is important because it affects how often people choose to walk—whether for recreation or for utility—and how often they have random social encounters with other neighbors. A centrally-located greenway dramatically reduces walking times, anchors investments in parkland, and supports townhouses and pocket neighborhoods.

**Commercial alleys.** The plan recommends retrofitting commercial alleys into the plat whenever possible. This should be done proactively as parcels are aggregated and/or redeveloped. This will establish a commercial back-of-house or staging area for most or all of the buildings and properties served by such an alley. This broadens the pool of potential tenants substantially and ultimately makes the economic heart of the target area more resilient to outside forces.



**Accessible versus available.** The target area has incredible proximity to high-quality transit, but access is poor. The quality of sidewalks and lighting is inconsistent and designed to favor motorists exclusively. However, if Euclid is redeveloped as a community commercial corridor and reconstructed to treat walkers with dignity, transit ridership will rise alongside the status of the Target Area as an economic and social destination.



**Main point: construct two greenways.** The plan takes both regional and local connectivity seriously and, if rigorously implemented, will connect the target area with transit, Wade Park, and Lakeview Cemetery while also dramatically reducing walk times for people living and working in the target area or adjacent districts.

## GREENSPACE AND PARKLAND

When it comes to neighborhood amenities, almost nothing is valued more by people than convenient access to nature. Today the target area doesn't have good access to nearby parks.

### ASSERT A STANDARD FOR ACCESS

The connectivity recommendations in this plan should not be considered for their transportation benefits alone. The connectivity tactics are integrated with these recommendations and are meant to be implemented together. The best placemaking will transform the relationship with nature for people who live and work in the Target Area. The principal strategy for achieving this transformation is to make access to nature convenient for all.

**A greenway with parks.** It should go without saying that a greenway should be similar to a park. This plan calls for precisely locating the greenway so that pocket parks can be attached which will put a true park within a five minute walk of every resident and worker in the target area.

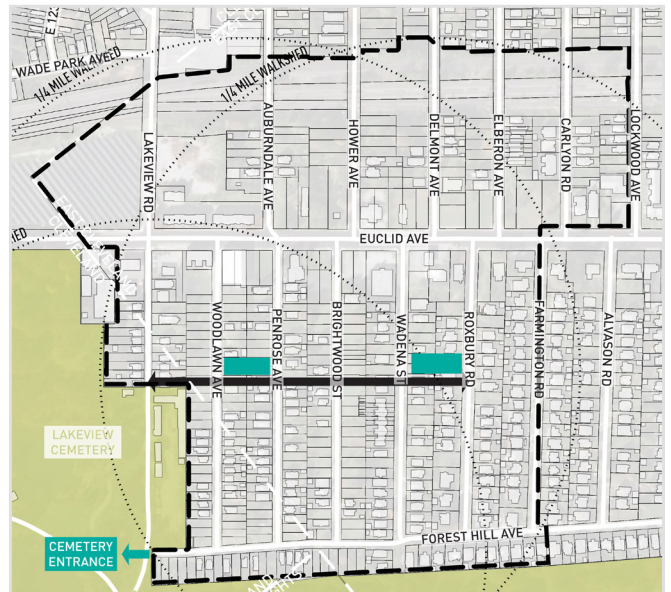
The greenway can be meandering from one side of the Target Area to another. It can also be shared-use, allowing walkers, bicycles, and low-speed traffic. Care should be taken to indicate that cars are entering a pedestrian-first space so that traffic speed allows eye contact and gestures for natural communication.

**Lakeview Cemetery entrance.** Lakeview Cemetery is large enough to be properly classified as a regional facility. The Cemetery is remarkable because it's also a sanctuary, not merely a big park. Any large, well-maintained park would be a boon to the Target Area, and the sanctuary characteristic of the Cemetery can be used for something unique.

Lakeview Cemetery is a distinct opportunity for placemaking. Restoring the cemetery entrance will reposition the entire target area and have a special effect on the parcels nearest to the new entrance on Woodlawn and Forest Hill. These parcels should be viewed as a group where a theme can react to the proximity of the new entrance and the feelings people seek when they visit the Cemetery. If the Target Area is to be a gateway for East Cleveland and Woodlawn is to be gateway for the Target Area, then this corner of Forest Hill Boulevard should be a gateway-within-a-gateway-within-a-gateway. Structures should be carefully coordinated to serve as a threshold to cross from the Target Area to the Cemetery and back again.



**Access will make a difference.** There are multiple parks in proximity to the target area, including sports facilities and natural landscapes. As shown by the 1/4 mile walksheds, access today is extremely limited. None of the target area is within walking distance of a greenspace. However, this plan's connectivity tactics can make these amenities feel like a genuine part of the neighborhood. The biggest connection gaps to these amenities are within the Target Area itself.



**A pair of pocket parks.** Attaching two small pocket parks to the neighborhood greenway puts a true park within walking distance for everyone in the target area. Pocket parks are right-sized for neighborhoods and are well-suited to small neighborhood gatherings. These parks and their location are justified by the associated public benefits.

# IMPLEMENTING THE PLAN

## Action Plan for East Cleveland Target Area

### FACTORS FOR SUCCESS

This section of the plan describes strategies and tactics for achieving broader placemaking goals. In outlining these goals, one must recognize it's possible for the Target Area to be redeveloped yet still miss its placemaking targets. Placemaking is more than homebuilding and completed real estate transactions. The places where a person lives and works becomes part of their identity. Our built environment works like a platform: great neighborhoods support people in achieving the lives they want for themselves.

**Economic success is only a pre-condition.** Because of the neglect the Target Area has suffered, there may be a temptation to accept a low bar for success. Perhaps any transaction volume at all should count as a successful redevelopment, regardless of the quality? This may represent economic success, but the partners who contributed to prior planning efforts knew this wasn't good enough and made sure high-quality housing and placemaking were included as priorities. The temptation to accept financial success as a proxy for placemaking is dangerous.

**Placemaking is a systems outcome.** Placemaking merges the art and science of making people feel secure, comfortable, and free. A neighborhood becomes a place when people begin giving it its own identity—when a home becomes more than an address. This psychological context frames a fundamental observation: a great place is a composition of both our social and our physical worlds.

Great places can meet many of our needs, including basic needs like shelter and fellowship, but also generational needs like resilient commercial districts and community needs like being an inspiration for people who can't give up on their city. If these grand aims are a goal for the Target Area, placemaking should be a universal frame through which other decisions are considered.

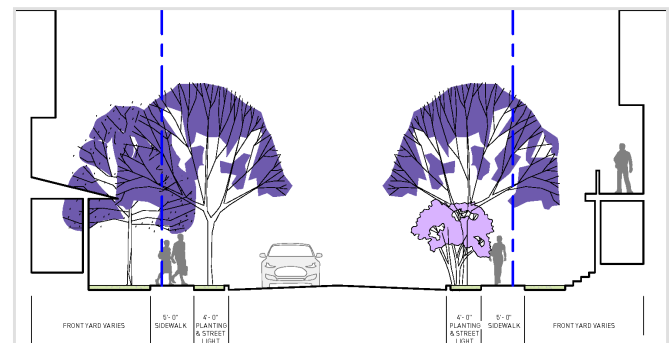
### HUMAN-SCALE INFRASTRUCTURE

Because placemaking is equal parts physical and social, the spaces must be designed for people to interact. Observe that most infrastructure has an indirect relationship to the human experience. Roads are meant to move cars and water and pedestrian facilities are typically second in priority. Counter to convention, the physical design of great places is scaled to the human body. The scale of lamp posts, sidewalks, and lanes can make places feel relatable and comfortable when it is right-sized.

**Slow the traffic.** Ensure infrastructure is designed at the best scale for placemaking by obsessing over traffic speed. When cars are slowed to about 15 miles per hour, pedestrians feel comfortable again and safety is radically improved. Make the intention explicit with partners and consultants.

**Construct informal barriers.** There's more to it, but the shortcut to slow traffic is to make traffic lanes narrow and to put barriers between moving traffic and the sidewalk. Barriers aren't solid; trees, lamp posts, and parked cars make an informal barrier.

**Safety is necessary yet insufficient.** It's important that walkers feel more than safe when they are outside. They must also feel secure and comfortable. Even beyond that, their environment should make them feel interested and they should have useful places to go. Great places address each of these dimensions of walkability. The Target Area should support all kinds of walkers in pursuit of its placemaking goals.



**Enhance streetscapes when possible.** Pedestrian safety and comfort is critical for placemaking efforts. When possible, build wide sidewalks with ample planting/furnishing zones to separate moving traffic from walkers.



## PREDICTABLE PERMITTING

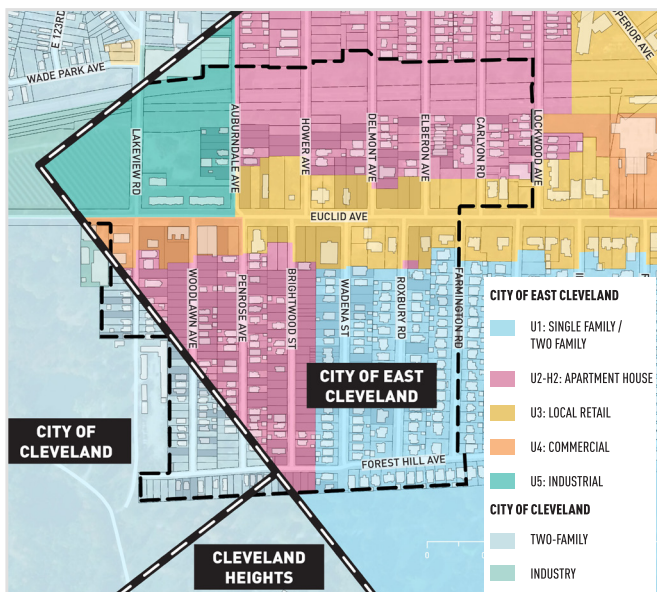
While redevelopment of the Target Area faces many barriers, the lack of straightforward entitlements and permitting is one barrier that should be relatively easy to fix.

**Zoning unification.** The Target Area is presently governed by three jurisdictions administering five zoning codes between them. This makes zoning complicated to navigate, but it can be fixed using an overlay. An overlay can be implemented on a multi-jurisdictional basis in coordination with Cuyahoga County. What’s important is that all stakeholders—from builders to residents—can reasonably predict redevelopment outcomes.

**Fix zoning upfront.** It’s important to make sure zoning and development decisions are as predictable as possible. In this way, East Cleveland is like many places with outdated zoning codes and has come to rely on variances and special hearings to issue permits. This can add half a year or longer to the approval process, even for simple and small projects. Although unintended, reliance on special permits can function like a poison pill for redevelopment efforts.

### Amend zoning with contemporary best practices.

The primary observation of the regulatory review is that the code bears updating with contemporary language, at minimum. For instance, setbacks are currently defined proportionally to the height of the building. Defining them in more absolute terms is less cumbersome and more easily enforced. Refer to Regulatory Review section when crafting the overlay and other amendments.



**Five zones and three jurisdictions.** The Action Plan is challenged by a complicated regulatory landscape. It’s critical to implement new and amended policies and processes that will lead to predictable permits.

## HIGH-QUALITY HOUSING

Take note that housing is planned for almost all of the target area. This doesn’t countermand the need for new commercial enterprises, but it does mean that housing is a critically important element of the development and as such, adequate attention should be given to the quality and character of the housing. This is a challenge because high-quality housing is more than competent architecture and aesthetic composition. High-quality means longevity, livability, and constructibility. This means neighborhood design and site landscaping is important, too.

**Upend the race to the bottom.** Most builders compete by lowering their costs, but neighborhoods compete by differentiation. It’s important to set a standard for architectural and site design from the beginning because momentum drives expectations.

**Design guidelines must be applied.** A set of advisory rules can help achieve high-quality construction, but enforcement is a challenge because design guidelines typically aren’t strictly required. They must be administered by someone. The best person will be a licensed architect and be an agent for the public or the Cuyahoga Land Bank.

**Beyond guidelines: pre-approved building plans.** Achieving high-quality housing is a familiar problem for large scale developers in the private sector, but the public sector doesn’t have the same level of control. Pre-approved building plans—optional to builders—can marry the radical convenience of pre-approved permitting directly with architectural and design commitments.

Implementing a pre-approved building program is an investment in scale. Unlike design guidelines, they typically don’t require a dedicated administrator, and that means they can be effectively administered over large portfolios.



**Design Guidelines.** Guiding projects to high-quality architectural and landscaping outcomes isn’t easy, especially when more risks are shifted to third-party builders. Enforcing design guidelines is one step partners can take to hedge other investments.

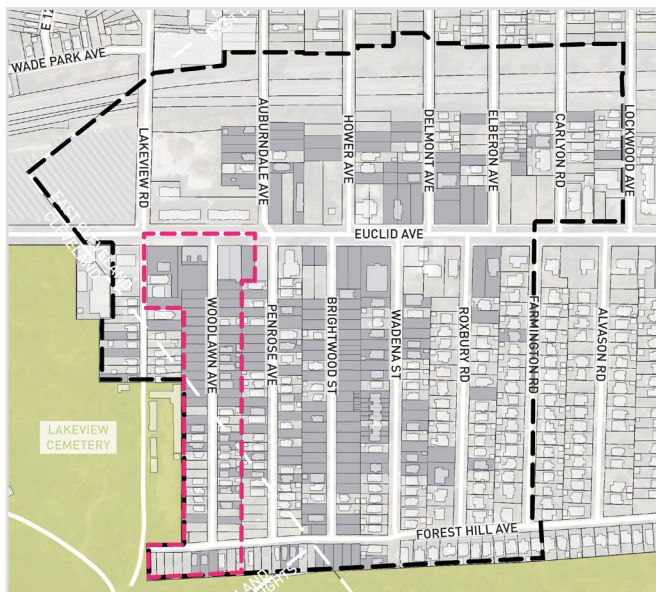
# PHASE I

The first steps of the Action Plan are organized into a workplan denoted as Phase I. It is centered on Woodlawn Avenue. Phase I includes commercial redevelopment at Euclid and a mix of housing types developed along Woodlawn and a section of Forest Hill.

The intention of the pilot is to demonstrate that redevelopment of the broader Target Area is feasible and that higher order placemaking outcomes are also possible. If properly executed, Phase I can prove the goals expressed by project partners are achievable. After Phase I is complete, it can be adapted and applied to other streets in the Target Area.

**Take meaningful risks.** The concept plan includes an example of most types of development: multifamily, commercial rehab, townhomes, pocket neighborhoods, small-format homes, and more standard single family houses. It's important that a variety of development types be pursued in order to earn insight into consumer preferences for follow-on phases.

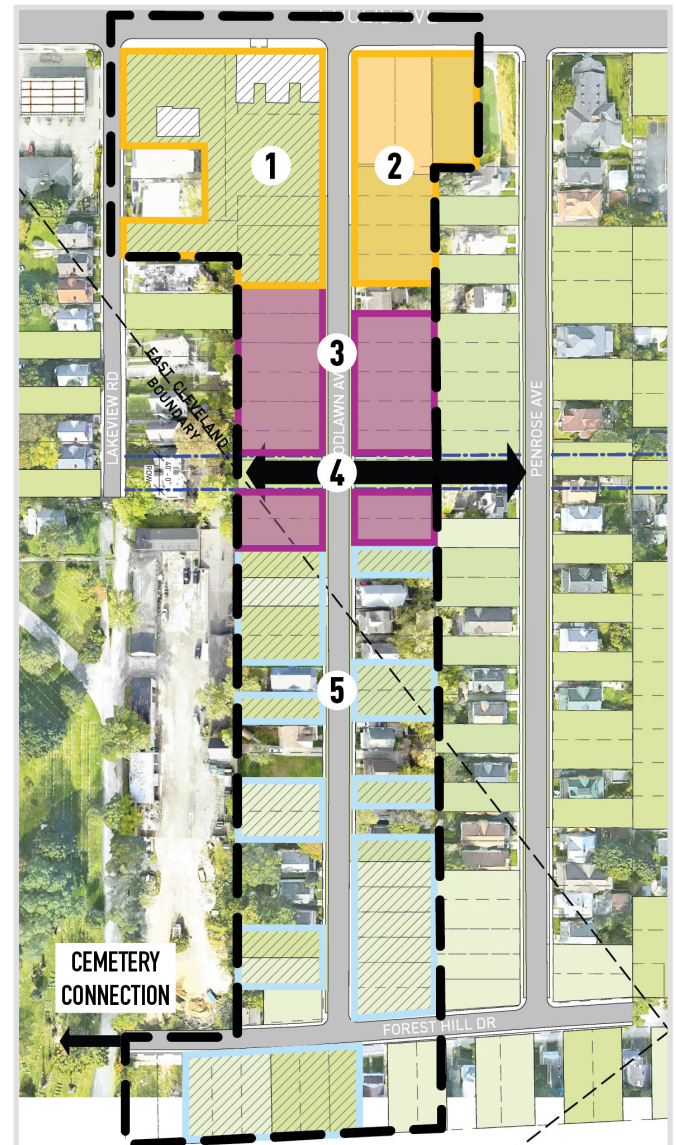
**Invest in a park.** The Action Plan calls for centralizing access to new parkland by combining a greenway with small pocket parks. As part of an infrastructure package and infill projects, there is potential to construct the first section of the greenway and the first pocket park, setting a high standard for development after the first phase.



**Phase I area concept boundaries.** These boundaries have been drawn strategically to represent the scope of likely near-term investments.

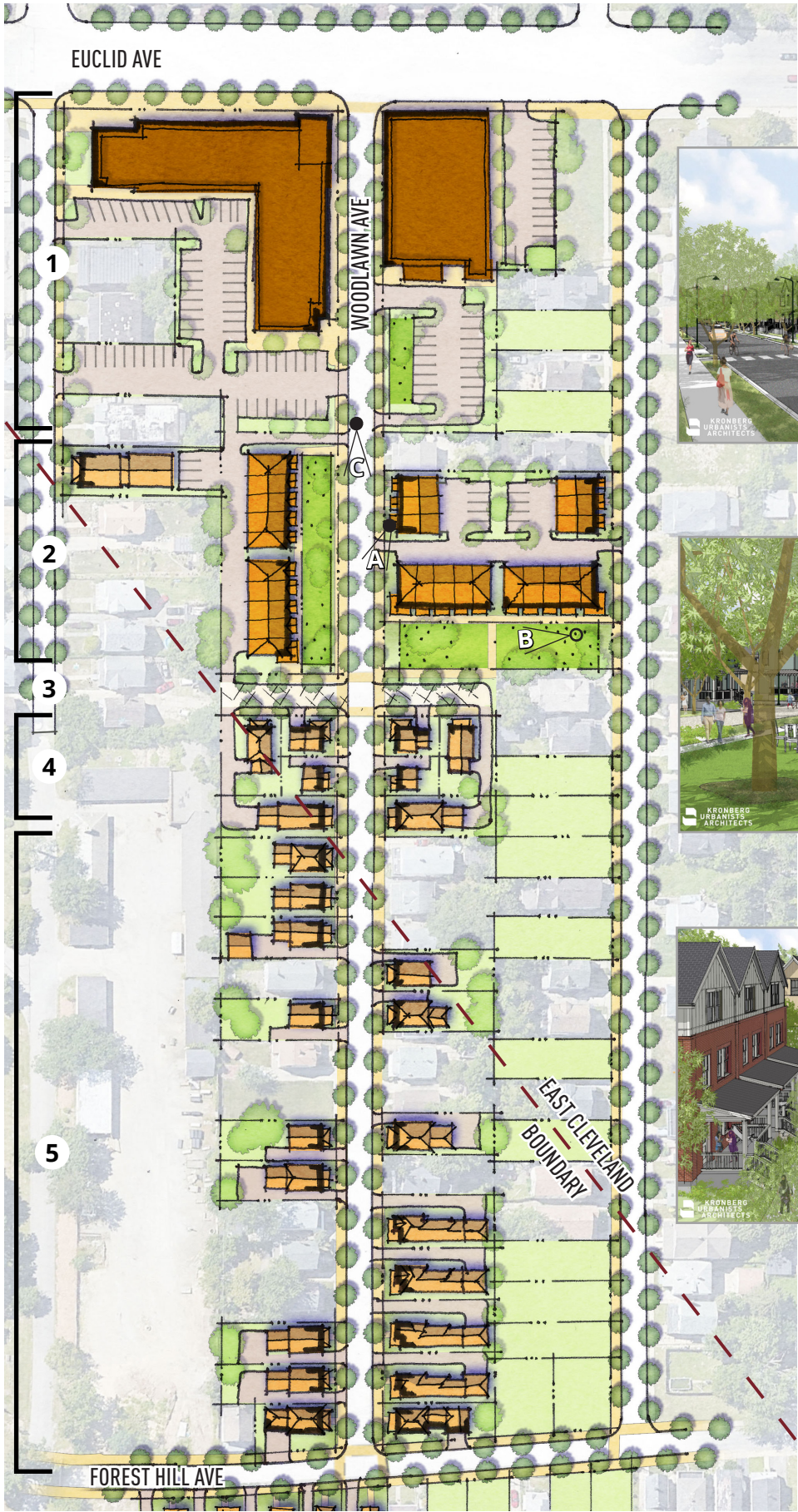
**Focus on housing.** Two dozen or more homes are anticipated, not counting multi-family development at Euclid. The goal is to develop a right-sized number of homes to begin to feel like a complete neighborhood.

Some of these new homes can be developed by the Cuyahoga Land Bank, but a majority can be developed by third-party builders who understand the project vision and commit to meeting expectations for quality.



**Phase I components.** 1) new multifamily, 2) commercial redevelopment, 3) infill potentially led by Cuyahoga Land Bank, 4) potential greenway section, and 5) phase I homes coordinated with third parties.

# PHASE I: PLAN AND VIEWS



**View A.** Neighbors meet one another at their porches and in the pocket parks.



**View B.** A potential greenway makes parkland convenient and accessible.



**View C.** Redevelop all of Woodlawn in Phase I, with homes on the south half.

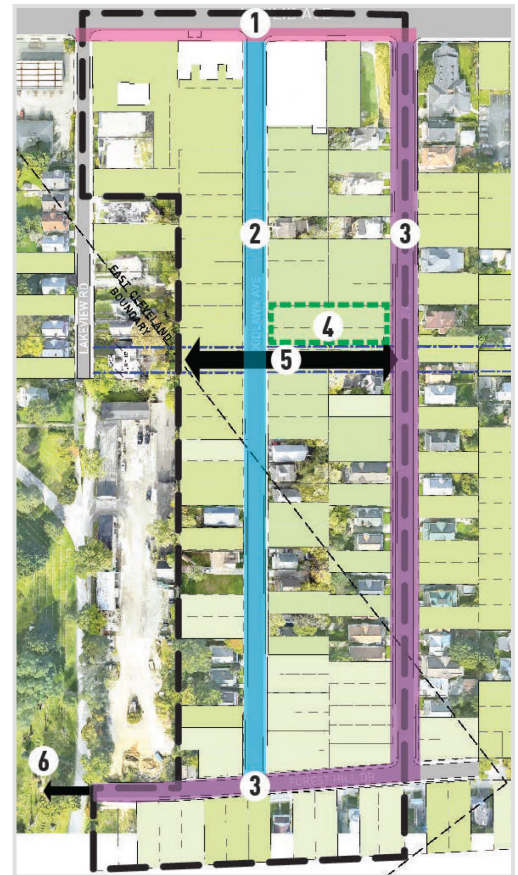


- 1. Euclid Commercial & Multifamily
- 2. Townhomes & Small-scale Multifamily
- 3. Greenway
- 4. Pocket neighborhoods of cottages
- 5. Homes with garages or suites, two-stories

## NEAR-TERM INFRASTRUCTURE

Infrastructure is a prerequisite for the success of Phase I. It spans across utilities, streets, and greenspace. New buildings can be remarkable on their own, but great neighborhoods are recognized for the public spaces that support life outside the home.

- 1 Euclid street improvements.** As part of new projects adjacent to Euclid, sidewalks and curb-space should be overhauled for pedestrian comfort and security. Sidewalks should be wide and on-street parallel parking should be encouraged.
- 2 Residential streetscapes.** Woodlawn should get a slow-speed streetscape.
- 3 Slow speeds can be achieved by regular street tree plantings, light posts, and on-street parking. Encourage porches on buildings and minimize the width of driveways to keep sidewalks uninterrupted. If funding allows, expand improvements to Forest Hill (and then Penrose) in anticipation of future phases.**
- 4 Establish the center.** Great places are legible, meaning it's clear where the edges, centers, and routes lie within the neighborhood. If possible, set aside and construct the first section of the shared-use greenway and the recommended pocket park. This will send a strong signal that Phase I intends to be more than just a street with new homes.
- 5 the edges, centers, and routes lie within the neighborhood. If possible, set aside and construct the first section of the shared-use greenway and the recommended pocket park. This will send a strong signal that Phase I intends to be more than just a street with new homes.**
- 6 Restored connection.** Historically the Target Area was associated and literally connected to Lakeview Cemetery. If a connection can be re-established, it is a significant differentiator for the Target Area. Redevelopment of parcels near the connection should be coordinated for the highest quality.



Infrastructure for Phase I.

## PARKLAND OPTIONS

Access to parkland and greenspace has been recognized by project partners as a critical component of the Target Area and its future. This goal, like all other project aspirations, is balanced against limited resources and the necessity to spend those resources wisely. Establishing a precedent for the treatment of greenspace and parkland was set as a goal for Phase I.

- 2 Existing parkland.** There is a group of parcels in the corner of the Target Area being used as an ad hoc park by residents. Investing in parkland facilities at this location could be a reasonable investment. It's intuitive to conclude that this is proper location for a park because it is already being used as the park. In this context, the ad hoc location can be taken as direct feedback from the community.
- 1 Central parkland location.** A different location for parkland in Phase I offers a compelling alternative location for meeting this community need. An area more central to the project will be more accessible to more people and serve follow-on phases more directly. It also frees up parcels on Forest Hill for more thematic development in response to the potentially restored connection to Lakeview Cemetery.

In general, parkland in the corners of projects can come with other compromises. Because they are out of the way, they can also play host to nuisance activities and small crimes. Centrally located parks are easier for neighborhood residents to steward, partially addressing ongoing maintenance needs.



Parkland options for Phase I.

## PHASE II AND BEYOND

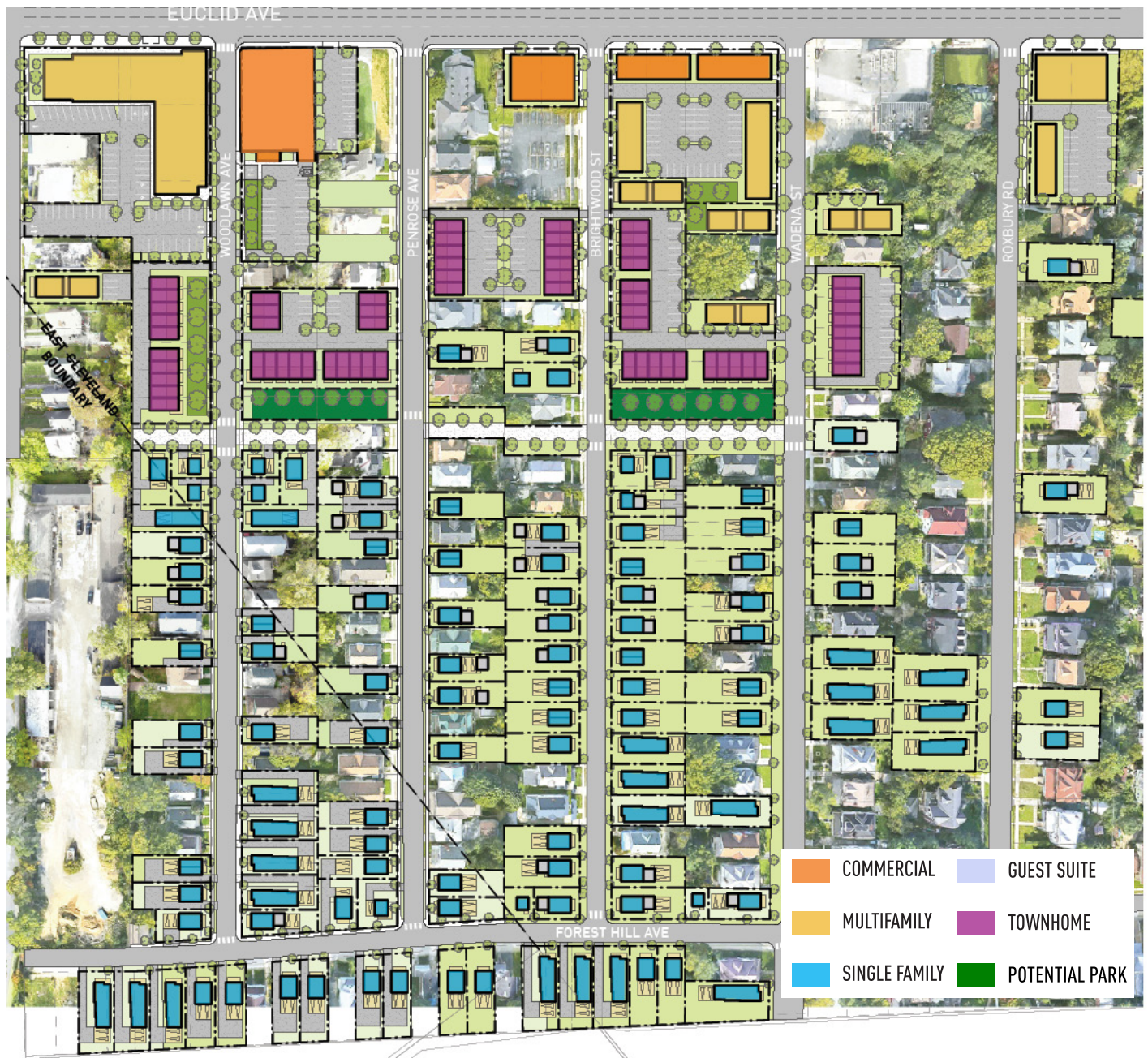
A successful Phase I will create demand for follow-on projects on other streets in the Target Area.

**Housing on Penrose.** The next street over from Woodlawn is the logical Phase II. Penrose can follow the example of Woodlawn with the construction of a second greenway section and mixed infill. Other streets can follow in turn.

**Corridor opportunities.** The development of new housing should coincide with the pursuit of new

commercial and recreational amenities. Euclid and the properties to its north can support large scale multifamily and main street commercial projects. Each project is a boon to the target area.

**Connectivity supports it all.** The Target Area may be capable of standing alone, but improvements that span the district have profound impacts on momentum and resilience. Pursue greenways, Euclid Avenue improvements, and transit upgrades.



**Illustrative Plan for Target Area South of Euclid Avenue.** This plan shows one way in which the Target Area may redevelop. Observe the plan implements the Development Bands of the Placemaking Framework and centralizes parkland. This example anticipates a variety of housing types and price points: large and small multi-family, high-quality single-family homes, townhomes, and pocket neighborhoods.

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# **APPENDIX A**

*East Cleveland Regulatory Review*

# REGULATORY REVIEW

## East Cleveland Target Area

### BACKGROUND

This document contains recommended amendments or exemptions to the zoning and development code of East Cleveland, insofar as they relate to the Target Area. The purpose of the review was to identify any legacy regulations which may impair the execution of the Action Plan.

### INTEGRATING WITH ACTION PLAN

Implementing these recommendations alongside design guidelines will help to ensure reasonable flexibility for builders participating in the redevelopment of East Cleveland target area. This is because the current regulations are restrictive in the variety of building types and formats permitted. Several modest changes are necessary to entitle the by-right construction of townhouses and other small-scale housing types. Some of these building types can be permitted through a conditional or special permit, but this entitlement standard actually acts as a deterrent to private sector builders who typically prioritize convenience. A by-right entitlement will set the stage to achieve the goals of the plan with respect to placemaking and housing choice.

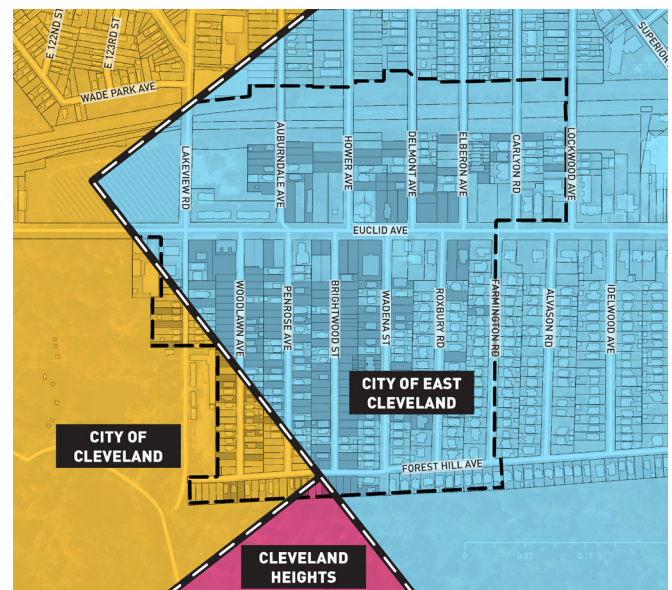
These changes impact both Phase I and the entire East Cleveland target area portfolio. The framework for the East Cleveland target area is oriented to Euclid Avenue in a laminated arrangement. It abuts mixed-use and multifamily projects to Euclid. As the distance from Euclid increases, the housing formats transition to traditional house types. The zones of transition where one might expect townhouses, pocket neighborhoods, and similar formats cannot be constructed under present rules except under special, time-consuming review.

### IMPLEMENTATION SUMMARY

In general, few amendments are required, but their implementation is critical to the project. The team identified four sections for consideration: definitions, use units, dimensions (setbacks and height), and parking.

These recommendations may be implemented as an overlay zone for the East Cleveland target area. In addition, some of these recommendations may be implemented on a citywide basis. The team tentatively recommends citywide adoption when feasible because these are common implementations in other jurisdictions. Moreover, there is a low risk such changes would cause negative outcomes for the community.

Although the team's detailed review was limited to East Cleveland regulations, the multi-jurisdictional characteristic of the target area lends further credence to the recommendation for an overlay approach. In coordination with Cuyahoga County and acting multi-laterally, establishing an overlay for the target area will help make permitting and construction more predictable for all.



**Existing jurisdictions.** Regardless of jurisdiction or region, regulations require calibration on any project where the proposed plan differs from entitlements.

## DEFINITIONS

**Clarifications.** Some terms have defining language that needs simple clarification. Clarifying these definitions will help relevant officials and builders interpret the code correctly with respect to townhouses.

Townhomes, at two units or more are a common arrangement. This building type is not referenced. This omission could be interpreted as a prohibition.

1. Make §1101.07 explicitly refer to front-to-back arrangements (the current definition only references a side-by-side arrangement).
2. Add a new definition of townhouses to this chapter.
  - a. Reference the definition of townhouses from the applicable building code.
  - b. Include an explicit cross-reference in §1101.09.

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## USE UNITS

**Predictable land uses and entitlements.** The principal zoning designations already used in the East Cleveland Target Area are U1, U2, and U3. This amendment would allow townhouses to be constructed on a by-right basis in relevant areas of the Action Plan.

3. Add Townhouses as a permitted use in U1, U2, and U3 districts in §1123.01.

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## DIMENSIONS: SETBACKS AND HEIGHT

In some instances, individual regulations may seem innocuous yet become problematic when applied in combination with other sections. This is the case when it comes to building placement and height. On larger parcels, these regulations may not be a barrier, but parcels in the Target Area are smaller—as historic parcels often are.

**Utility connections.** Sufficient room for maintenance should be provided, but also minimized by necessity. Setting an explicit minimum dimension for utility easements will maximize flexibility for builders when designing driveways and walks. Smaller parcels need this regulatory flexibility.

4. In §1141.01, reduce the required easement width to 10 feet from 20 feet.

**Stormwater flexibility.** Area for stormwater treatment is at a premium on smaller parcels. One tactic to address this constraint is to allow the use of appropriate alternative materials that mitigate the impact of impervious surfaces. Alternative materials could include pavers and other materials that help mitigate stormwater impacts.

5. In §1141.01, change the impervious requirement to a durable requirement.



**Straightforward side setbacks.** Side setbacks are currently defined using a proportional reference to the building height. This forces builders to adjust site plans for every lot layout. Defining side setbacks and building height with explicit limits will help make lot layouts for designers and builders straightforward.

These regulations also help make the application of fire safety provisions of lot-by-lot development more routine.

**Rear setback calibration.** Many target area parcels are less than 100 feet in depth but have a rear setback more appropriate for large parcels. Rear setbacks need to be calibrated to the parcel size and prospective land uses so that projects can proceed without major alteration to the designs.

6. In §1141.02(2), define the side setbacks according to the street that the parcel faces.
  - a. Primary streets (such as Euclid): no side setback. Zero side setbacks are emblematic of traditional commercial corridors like Main Streets.
  - b. Secondary streets (such as all streets in the East Cleveland target area): minimum 5 feet. This number is taken from the building code and standard fire separation tables. When a building is at least 5' from the adjacent property boundary, no special fire safety assemblies are required.
  - c. Tertiary and service streets (such as any alleys): minimum 3 feet. This reduction from 5' simply allows the types of service buildings and accessory structures that are more typical of smaller streets and roadways (like alleys) to be placed closer together as space restrictions might require. Note special fire safety assemblies may be required.
  - d. Exempt side setback requirements for building types that share a party wall and a property line.
  
7. In §1141.03(a) and in §1141.03(b), define the rear yard setback according to the street the parcel faces.
  - a. Primary streets (such as Euclid): no rear setback required.
  - b. Secondary streets (such as all streets in East Cleveland target area): minimum 20 feet rear setback.
  - c. Tertiary and service streets (such as any alleys): minimum 20 feet rear setback.
  - d. Exempt: accessory structures, so long as there is at least 10 feet of separation between the primary structure and the accessory structure. The minimum rear setback for accessory structures is 5 feet.

**Build-to line (AKA front setback).** The Target Area has occupied and vacant properties mixed all together, making establishing a consistent street edge an important challenge to address from the beginning. Setting a build-to line makes site layouts straightforward by bringing the building to the front of the parcel. This creates a traditional placement the connects homes to the street and neighbors to one another.

This helps to ensure a consistent pattern is established as homes are constructed. Buildings that are farther away are more private, and buildings that are too far away are disconnected.

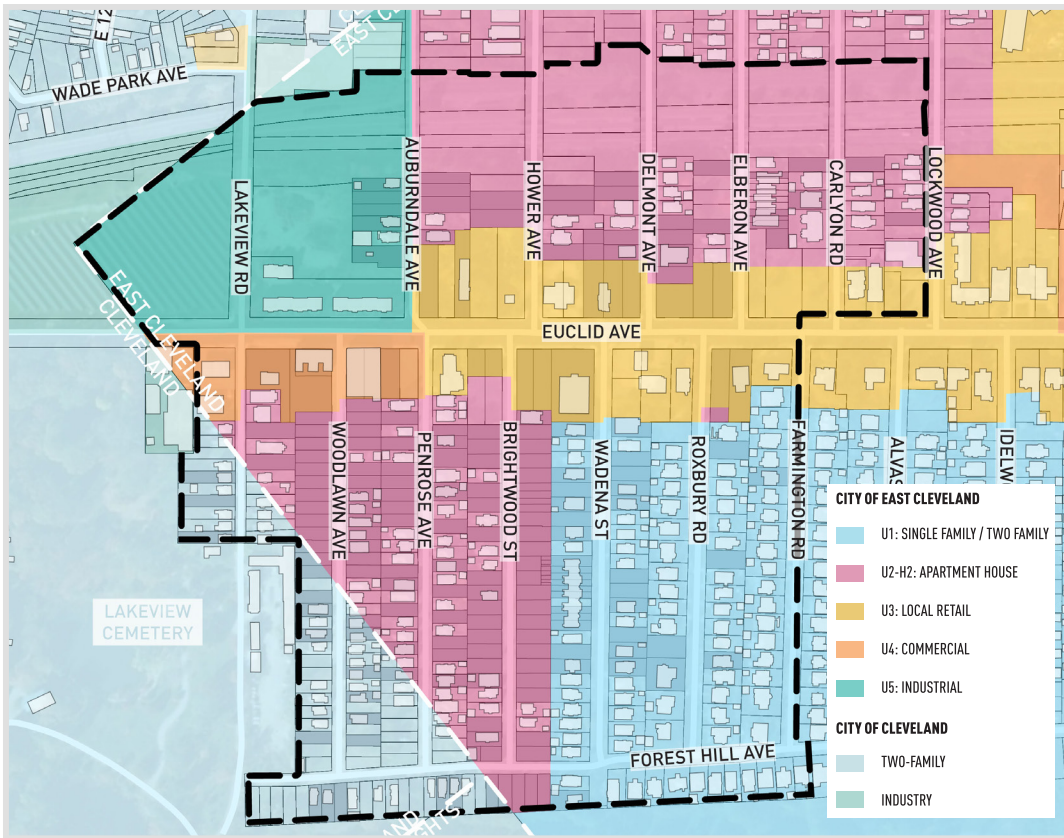
8. In §1137, define a new building line (more commonly known as a front setback).
  - a. The building placement should be roughly consistent with abutting structures.
  - b. If abutting structures are farther from the front property line than 10 feet, new buildings may be placed closer to their front property line, until they are up to 10 feet away.
  - c. If no abutting structures exist, the building should be no more than 10 feet from the front property line.
  - d. Enforce a raised finished floor elevation for residential buildings closer than 10 feet to the front property line.
  - e. Allow porches and stoops to encroach the front setback zone.
  - f. Exempt: when a parcel is subdivided into tandem or flag lots, the new parcel created in the back half is not required to have frontage or a build-to line.

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## **PARKING**

**Shared parking arrangements.** When abutting land uses are different they may have complementary peak parking hours. Allowing shared parking schemes grants builders an opportunity to partner with adjacent landowners and address some parking needs collectively.

9. In §1143.05, allow shared parking schemes among complementary land uses.
  - a. There may be a companion amendment required in §1143.06.



**Multi-jurisdictional zoning.** The target area is subject to three jurisdictions and five zoning codes. At a minimum, this complexity leads to a lack of predictability for builders and other partners and leads to delays and special hearings. A smart zoning update or overlay will grant by-right entitlements or pre-approvals for projects that adhere to the Action Plan.



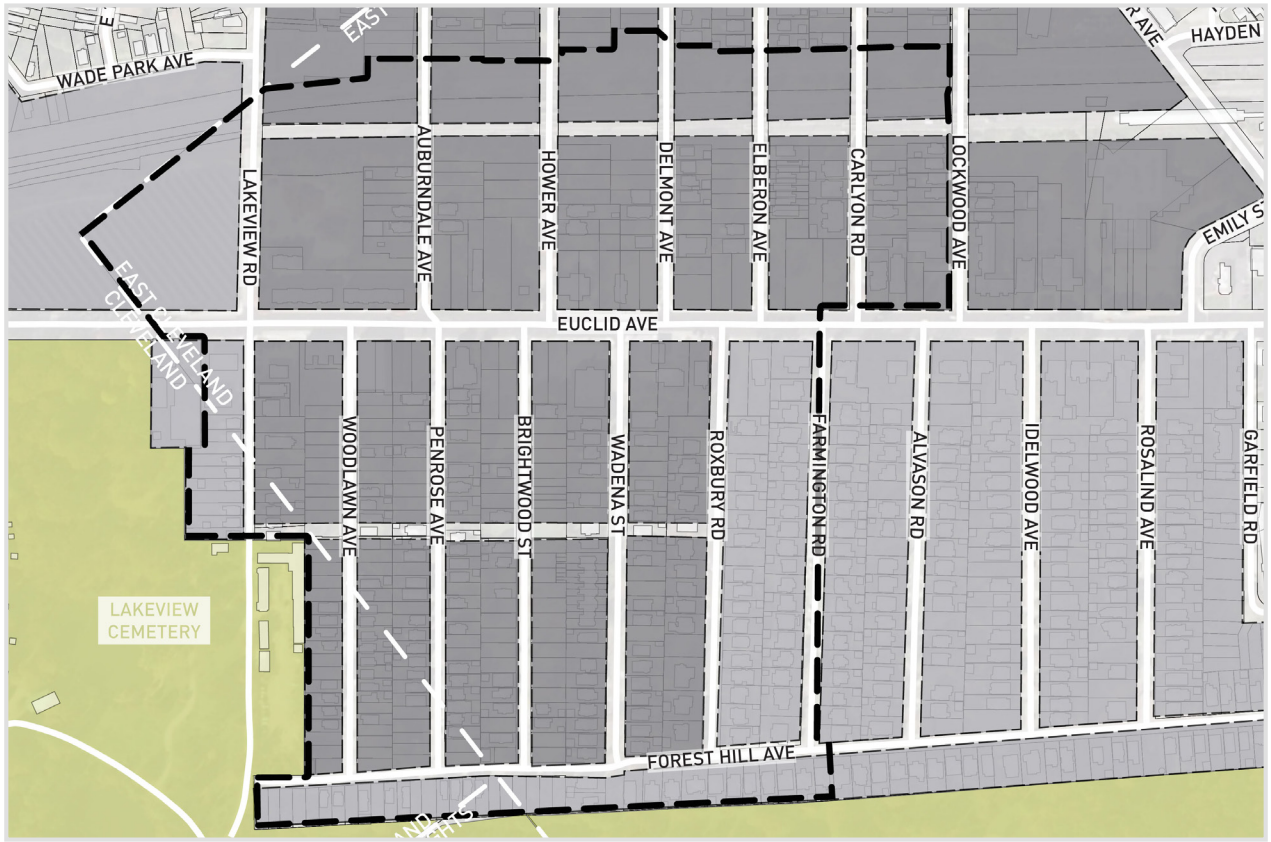
**Existing land uses.** The analysis began with an inventory of existing land uses, then a comparison against present-day zoning and the Action Plan's Redevelopment Framework.

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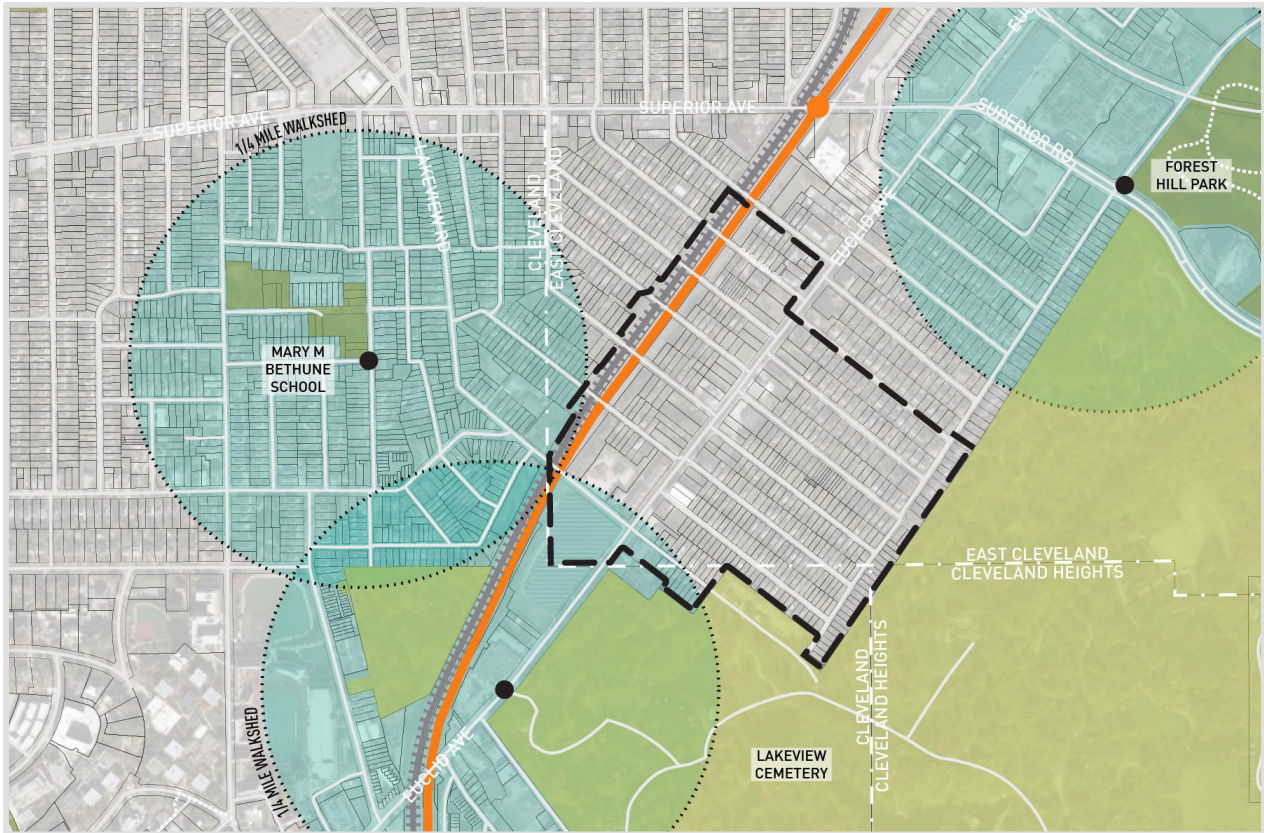
**APPENDIX B**  
*Connectivity and Streetscapes*



Existing blocks.



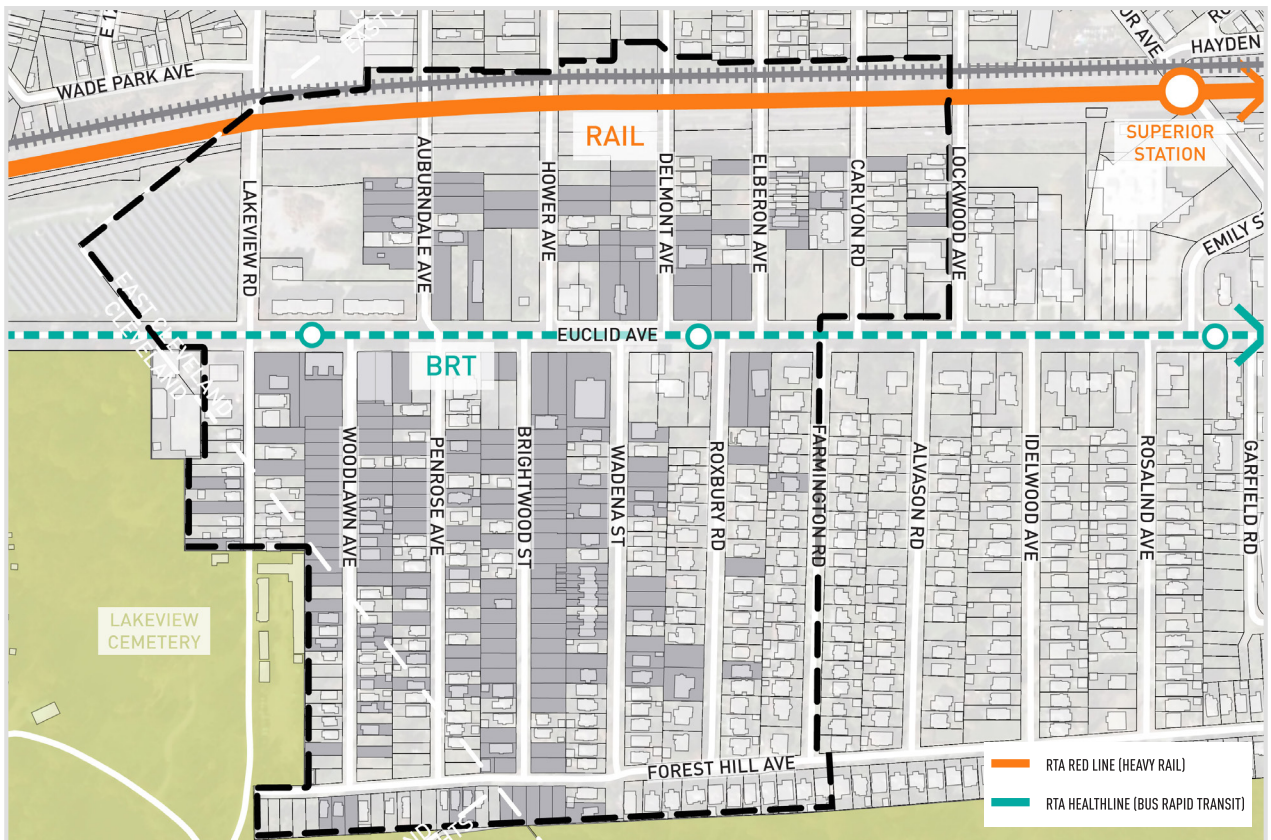
Proposed blocks.



Existing greenspace access.



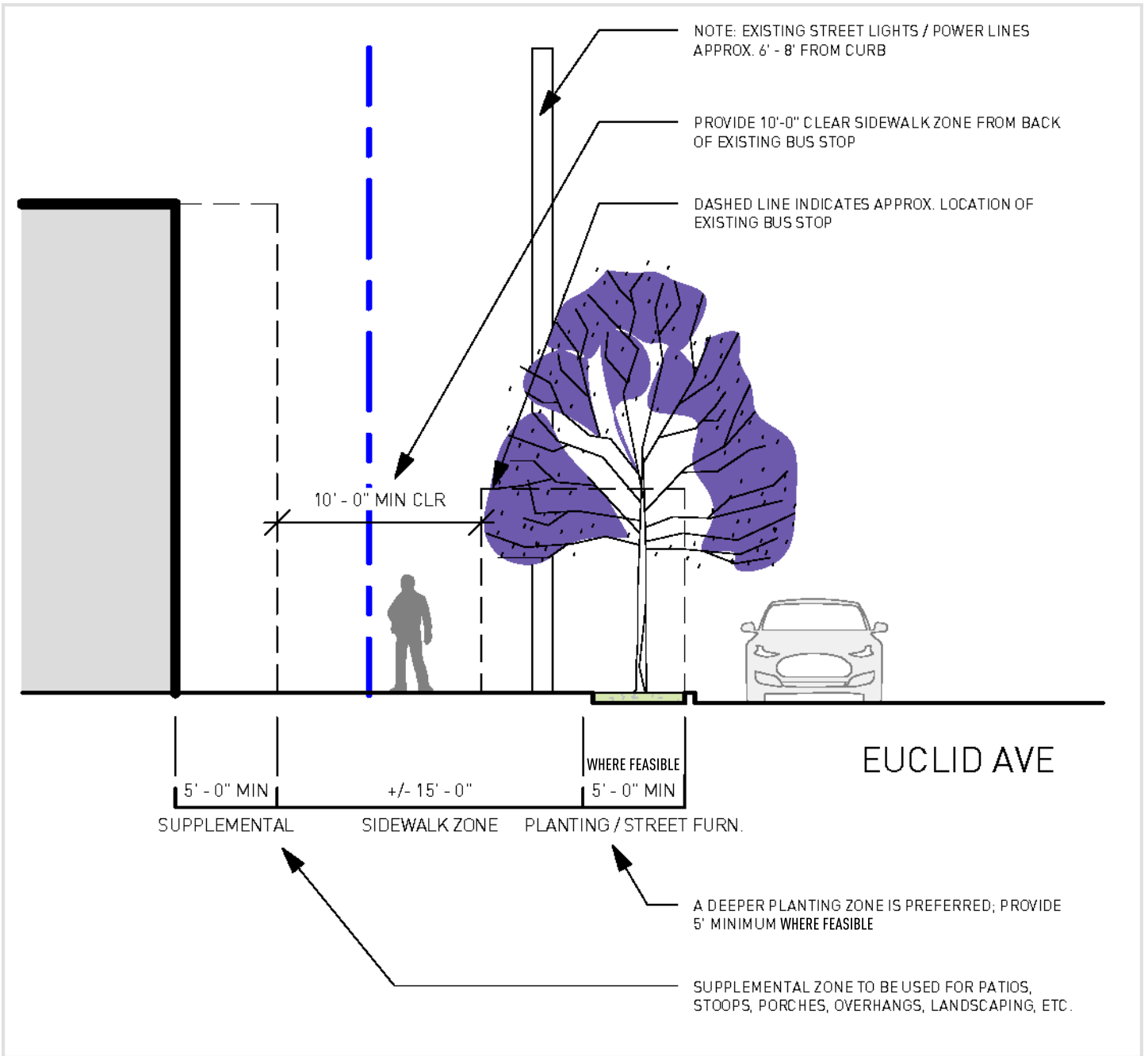
Proposed greenspace access.



**Available transit.** While underused today, new homes and businesses in the Target Area will drive ridership of both rail and rapid transit. Redevelopment efforts should take into account this remarkable transit access.

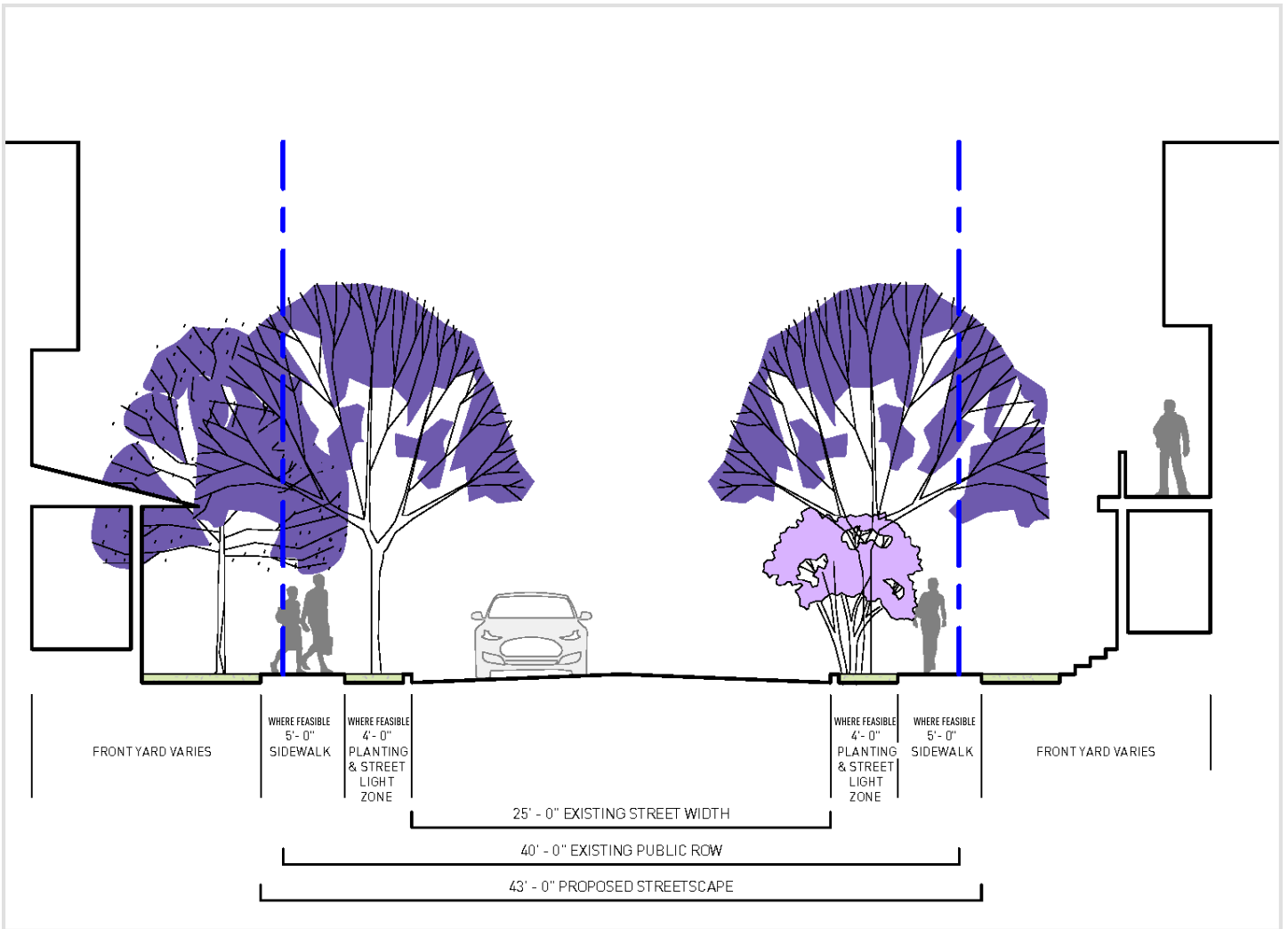


**Connectivity tactics.** The combination of two greenways, commercial alleys, and a new entrance to Lakeview Cemetery will dramatically improve local and regional connectivity.



**Recommended Euclid Avenue pedestrian standards.** Providing pedestrian comfort and holding pedestrian interest is key for redevelopment of Euclid.





**Proposed section for Woodlawn and other neighborhood streets.** Using existing rights-of-way and pavements was a priority in designing this street section.