



East Cleveland Land Use Strategic Plan 2023





County Planning

CUYAHOGA COUNTY PLANNING COMMISSION

2079 East 9th Street
Suite 5-300
Cleveland, OH 44115
216.443.3700

www.CountyPlanning.us
www.facebook.com/CountyPlanning
www.twitter.com/CountyPlanning

OUR VISION

Inspiring all of our communities to thrive.

OUR MISSION

To advance Cuyahoga County's social, economic, and environmental health through equitable community planning.

OUR TEAM

Mary Cierebiej, *AICP, Executive Director*
Patrick Hewitt, *AICP, Planning Manager, Strategy & Development*
Nichole R. Laird, *Planner, Project Lead*
Kevin Lesson, *Planner*
Liam Leveto, *GIS Technician*
Daniel Meaney, *GISP, Manager, Information and Research*
Micah Stryker, *AICP, Senior Planner*

Published March 17, 2023

CONTENTS

INTRODUCTION | PAGE 4

- Need & Purpose
- Regional and City Context

CURRENT CONDITIONS | PAGE 8

- Land Use
- Zoning
- Zoning Analysis
- Vacant Land
- Transportation
- Parks & Environmental

COMMUNITY VISION | PAGE 26

- Community Vision

COMPREHENSIVE STRATEGIES | PAGE 30

- Goals and Strategies

TARGET AREA STRATEGIES | PAGE 34

- Target Areas
- Future Character Areas

IMPLEMENTATION STRATEGIES | PAGE 62

- Strategies and Partnerships
- Funding Strategies

INTRODUCTION





NEED & PURPOSE

The East Cleveland Land Use Strategic Plan provides a strategic set of land use recommendations for the City of East Cleveland. To develop this plan, staff of the Cuyahoga County Planning Commission worked with the City of East Cleveland, Cuyahoga County Department of Development, and other partners to help fulfill elements of the City of East Cleveland's Visioning Project. This document includes an analysis of the City's existing land uses, vacant land, and other factors to identify citywide recommendations in addition to key target areas. As part of this process, this document also identifies elements of the City's Zoning Code that need to be updated to better facilitate the types of land uses and developments desired by the City.

The East Cleveland Land Use Strategic Plan helps outline what exists today while laying a foundation for the community's future. This plan marks only the beginning of this transformation and is intended to serve as a guide by providing concrete action steps to achieve that vision over many years. Only with the help of various organizations, dedicated residents, and City staff can the City's vision come to life. Together, we all can work to help create a strong and vibrant East Cleveland for many years to come.

INTRODUCTION

The City of East Cleveland Land Use Strategic Plan's goal is to identify targeted areas for redevelopment, and it should be used as a guide for City leaders, and to inspire residents, business owners, and other stakeholders to think about development and growth in the City of East Cleveland over the next decade.

The East Cleveland Land Use Strategic Plan assessed the current conditions within East Cleveland such as land use, vacant land, zoning, commercial/retail, and transportation networks. Next the plan, defined a future vision for what East Cleveland could look like in 10-20 years. Finally, the plan outlined recommendations which contained development guidelines that could help to achieve that future vision of East Cleveland.



INTRODUCTION

REGIONAL CONTEXT

The City of East Cleveland is shown in orange on the inset map on the following page. East Cleveland is located in the northeastern portion of Cuyahoga County and borders the Cities of Cleveland and Cleveland Heights. East Cleveland was the first suburb of the City of Cleveland in 1866 and is a member of the First Suburbs Consortium, a group of communities that were mostly built out prior to 1960 and are located in close proximity to Cleveland. Member communities of the First Suburbs Consortium share common characteristics due in part to early development patterns such as land use and transportation networks.

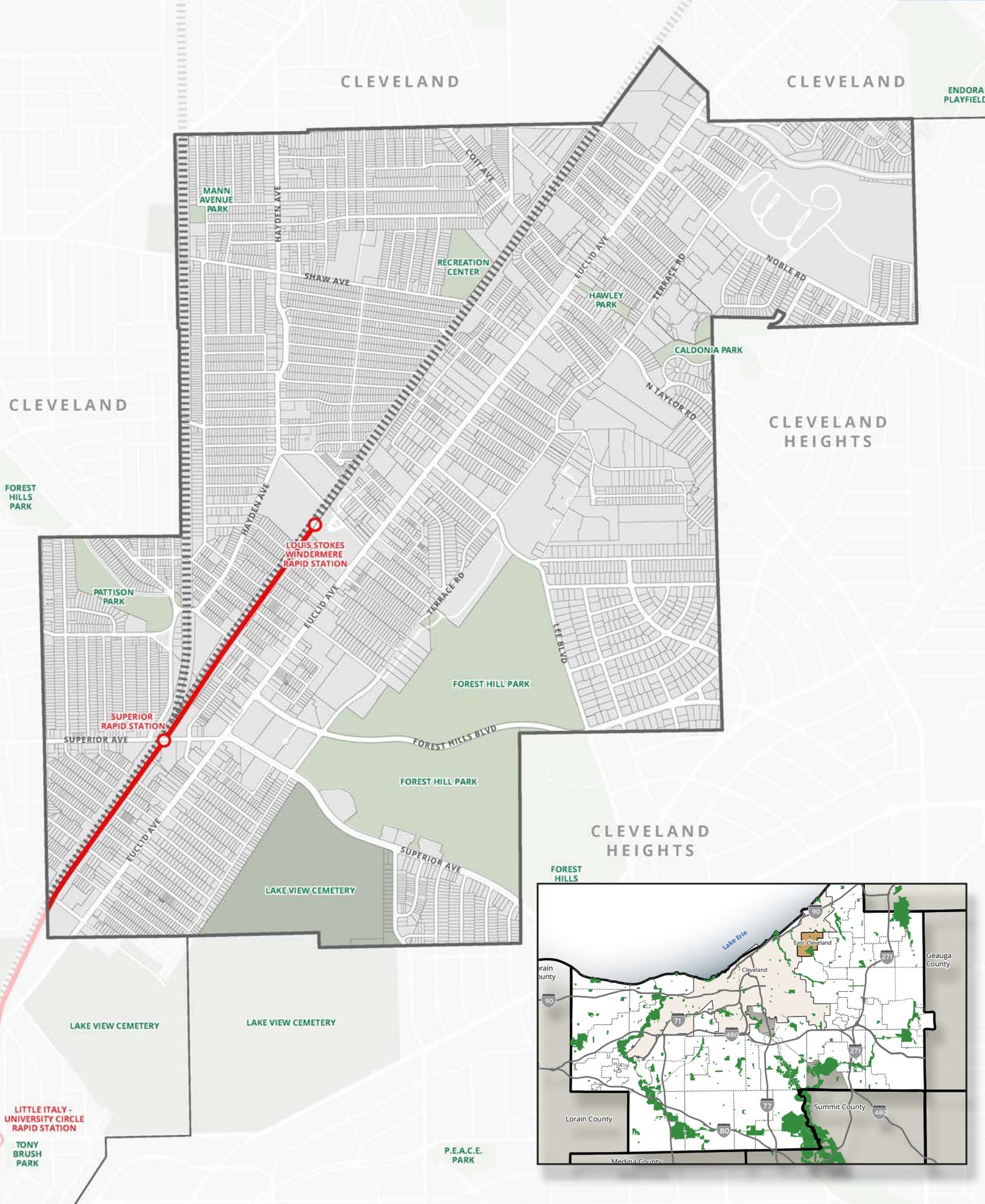
CITY CONTEXT

The City of East Cleveland is shown in Map 1 on page 7. The City is approximately 3.10 square miles and is largely comprised of residential areas. There are two major industrial areas near the northeastern border along Noble Road. The western industrial area on Noble Road was once the Arco Recycling site, while the easternmost side of Noble Road was home to historic Nela Park which was the headquarters of General Electric Lighting, the first industrial park in the country.

Concentrated commercial areas are located at Hayden, Superior, and Euclid Avenues, adjacent to the rail tracks that bisect the city from the southwestern border to the northeastern border.

Euclid Avenue is the major arterial street through East Cleveland that connects the City of East Cleveland to the Cities of Cleveland and Euclid, and further to the Cities of Wickliffe and Willoughby in Lake County. Euclid Avenue is part of U.S. Route 6 and U.S. Route 20, and is the major road for the Greater Cleveland Regional Transit Authority's Healthline Bus Rapid Transit line that runs from Public Square in Cleveland to the Louis Stokes-Windermere Transit Center in East Cleveland.

East Cleveland has approximately 213 acres of parks and open spaces which includes seven neighborhood parks and the 175-acre historic Forest Hills Park, which was once part of the summer home of industrialist, philanthropist, and millionaire John D. Rockefeller.



CURRENT CONDITIONS



Historic
Forest Hill Park

Est. 1938 • East Cleveland





CURRENT CONDITIONS

Many factors affect a community's future development, including land use, zoning, vacant land, proximity to transit, and natural features. These elements are important in establishing a baseline for what exists today, what challenges must be addressed, and what opportunities may arise. The following six sections provide an overall assessment of these factors.

ABOUT THE DATA

The data presented in this report comes from numerous sources, including the Cuyahoga County Fiscal Office tax and parcel data, Cuyahoga County, and the City of East Cleveland.

CURRENT CONDITIONS MAPS AND ANALYSIS

- Land Use, page 10
- Zoning, page 12
- Zoning Code Analysis, page 14
- Vacant Land, page 18
- Transportation, page 22
- Parks & Environmental, page 24

CURRENT CONDITIONS

LAND USE

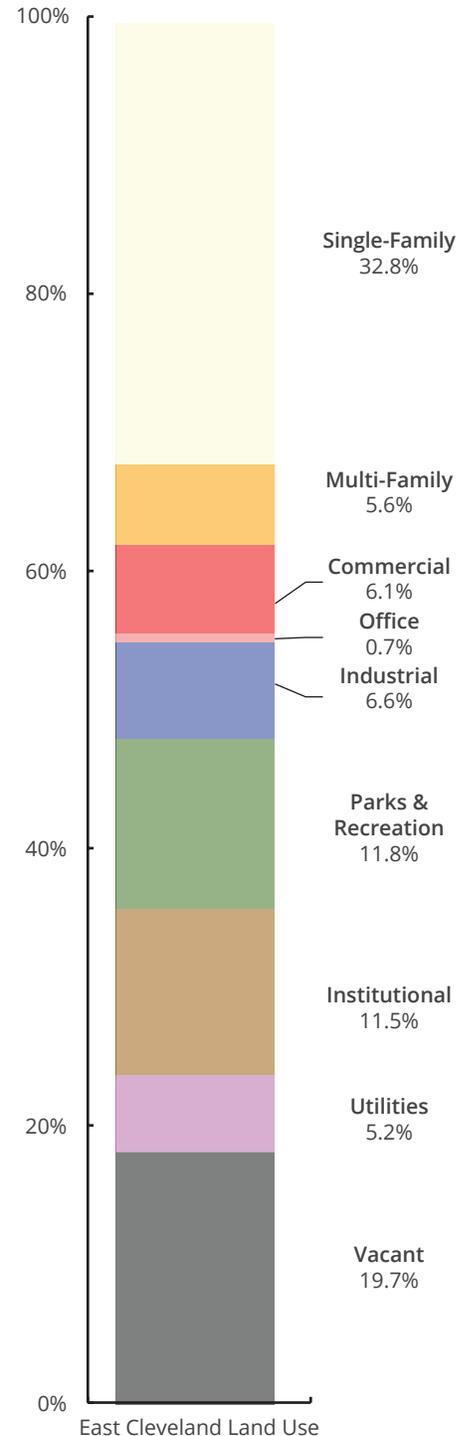
Land use describes how land is currently being used and is commonly depicted using broad categories such as residential, commercial, or industrial. Understanding how land is currently used helps to understand how a community is laid out and determine development patterns in the City, such as what its major corridors are, where vacant land is located, and where community spaces are clustered.

Map 2 displays land use in East Cleveland in nine broad land use categories from residential to vacant land. The land use categories were initially determined by the Cuyahoga County Fiscal Office tax information and updated with City data, aerial photography, and local assessment. Residential, parks, institutional, and vacant land are the largest land uses in East Cleveland.

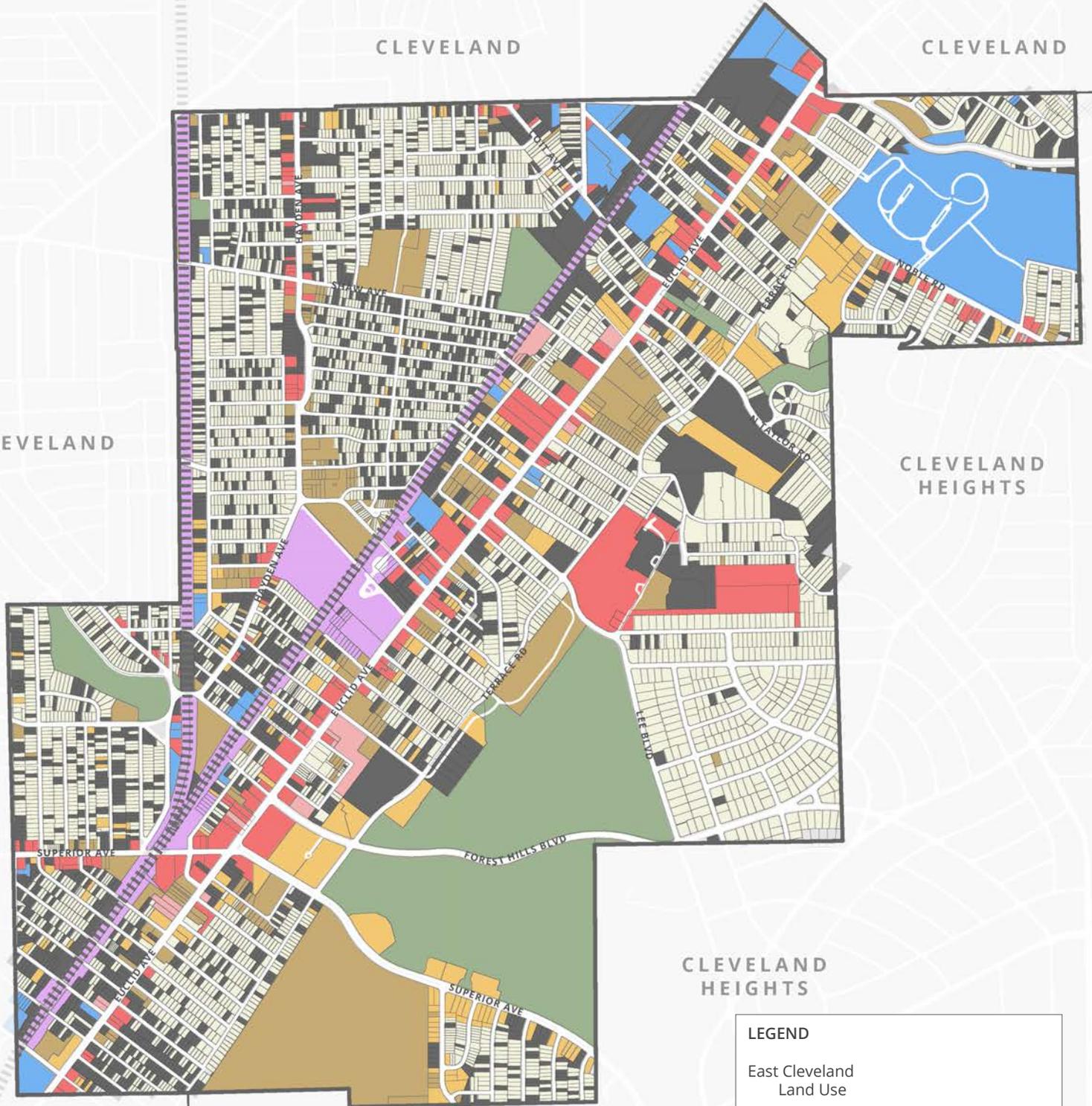
The majority of East Cleveland is residential with 32.8% of land designated as single-family and 5.6% of land use designated as multi-family*. Other uses such as commercial, office, industrial, and utilities are clustered along main thoroughfares, especially Euclid Avenue and secondarily Hayden Avenue, Superior Avenue, and Noble Road.

Large sections of the City are devoted to parks, recreation, open spaces, and institutional uses. This is especially true south of Terrace Road, and the areas near Superior Avenue adjacent to Lakeview Cemetery and Forest Hill Park near the southern border next to Cleveland Heights. Many of the City's major assets are included within these uses such as Shaw High School and the aforementioned Lakeview Cemetery and Forest Hill Park.

*Two-Family Residential types were categorized along with the Multi-Family residential types



MAP 2 | CITY OF EAST CLEVELAND LAND USE



LEGEND

East Cleveland Land Use

- | | |
|---------------------------|------------------|
| Single-Family Residential | Recreation/Parks |
| Multi-Family Residential | Institutional |
| Commercial | Utilities |
| Office | Vacant |
| Industrial | Railroads |

CURRENT CONDITIONS

ZONING

Zoning determines what uses are permitted or prohibited on a site according to existing regulations. It is the primary legal mechanism used by local governments to regulate the use of land and the way those land uses are distributed throughout the community.

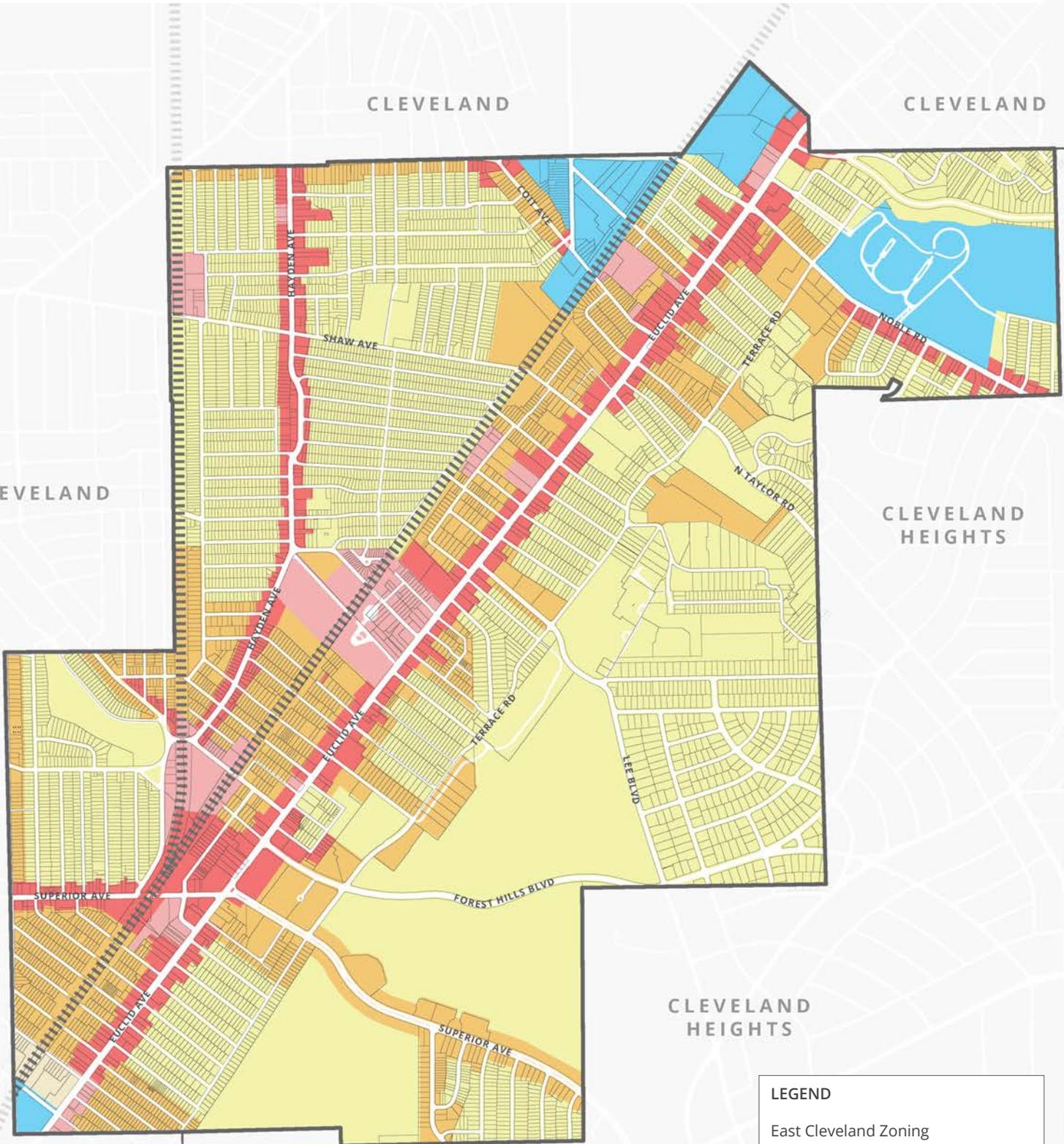
Zoning in the City of East Cleveland is largely consistent with existing land uses. Residential areas that include Single-Family, Two-Family, and Multi-Family Residential make up a large portion of East Cleveland. The major commercial and retail zoned areas are situated along Euclid Avenue with Hayden Avenue, which runs north and south on the western side of the railroad, being secondary commercial and retail zoned areas.

Both the eastern and western parts of Noble Road and areas east of Coit Road in the northeastern portion of the City are zoned industrial with manufacturing, storage, and factory uses permitted.

Commercial and retail areas are concentrated along the Euclid Avenue corridor with commercially zoned areas near the rail road tracks south of Hayden Road and in the Windermere area on Euclid Avenue. These major areas that are zoned commercial, retail, and industrial uses are important to understanding historic land use and opportunity for redevelopment in the future.

Although zoning generally reflects the land use in a city, this does not mean that the zoning regulations meet the current needs for a city's redevelopment. The analysis on the following pages looks at the issues with the current zoning regulations and the opportunities to update the East Cleveland Zoning Code to promote appropriate redevelopment.

MAP 3 | CITY OF EAST CLEVELAND ZONING



LEGEND

East Cleveland Zoning

- U1 Dwelling
- U2 Apartment
- U3 Retail
- U4 Commercial
- U5 Industrial
- U6 Limited Residential/Business

CURRENT CONDITIONS

ZONING CODE ANALYSIS

East Cleveland's Zoning Code dates to 1922, predating the *Euclid v. Ambler* (1926) Supreme Court decision upholding the constitutionality of zoning. It has received targeted updates and additions over the years, but no significant comprehensive updates. Due to its age and piecemeal changes, the Zoning Code has outdated structure and regulations. Modern development considerations — such as mixed-uses, design guidelines, and transit-oriented development — are unaddressed. These issues lead to a code that is at times overly simple, but also overly complex. The following analysis provides an overview on issues in the code and the opportunities to improve the code to assist the City with redevelopment.

ADMINISTRATIVE STRUCTURE

Several issues immediately stand out with the administrative processes and structure of the Code. First, the Zoning Code does not make any reference to the Planning Commission (PC), which is included elsewhere in the City's ordinances, or its role in the zoning or review of new development. The Board of Zoning Appeals (BZA) appears to perform many of the functions typically associated with a Planning Commission. Modern BZAs focus largely on variances and appeals and leave most development related reviews and approvals to the Planning Commission or Zoning Administrator. For example, a conditional use in East Cleveland is reviewed by the BZA who makes a recommendation to Council, a role typically filled by a Planning Commission. This could create issues based on the appeal of decisions by the Council or an administrator when the BZA is making recommendations on these projects.

Conditional uses are organized and regulated in a confusing and atypical manner. They are organized under a section broadly titled "Enforcements, Permits, and Penalties". While conditional uses are often approved as "permits", grouping these together without a specific section covering conditional uses makes it difficult to find within the Code. There is little guidance into the process and criteria for reviewing and approving a conditional use.

The lack of clearly defined processes and specific review criteria is also true of variance requests and other processes throughout the Code. Processes lack specific application or submission requirements which can contribute to issues in interpretation and administration. While this structure creates concise regulations, it can leave regulations ambiguous, which can create confusion or difficulty interpreting or using the code. The East Cleveland Zoning Code is streamlined; however, this can sacrifice clarity and direction for the City, residents, property owners, and developers.

ZONING DISTRICTS & DIMENSIONAL STANDARDS AND REGULATIONS

The creation and organization of East Cleveland's Zoning Districts is straightforward. There are six districts with U-1 and U-2 classified as residential, U-3 and U-4 are commercial districts, U-5 is industrial, and U-6 is a limited residence business district. A section on "Permitted, Prohibited, and Conditional Uses" further defines districts based on the uses allowed within the district and also includes a comprehensive list of uses prohibited within the City. This structure is clean and easy to follow and is similar to the organization of modern codes.

The structure of permitted uses within districts is outdated. In a manner typical of the time these were created, zoning districts only prohibit higher classification uses within the lower districts. For example, any use permitted in U-1 or U-2 Districts is permitted in the U-3 District. Anything permitted in Districts U-1 through U-4 is permitted in the U-5 District. While this protects residential districts from having industrial uses built within them, it does not protect land as purely commercial or industrial. While this structure could permit some forms of mixed-use development, it could lead to conflict. However, there are advantages to setting aside land specifically for industrial and commercial uses and ensuring land specifically for these economic development and tax-generating uses.

Additionally, the code creates complexity in the way it handles dimensional requirements for properties. In modern codes, each district has its own list of required setbacks, height limits, lot sizes, and other development criteria. The East Cleveland Zoning Code instead creates separate additional height, setback, and lot size districts. There are ten (10) different Height Districts, two (2) Building Line Districts, and three (3) Area Districts that are not attached to Zoning Districts. This essentially creates four (4) separate regulation maps for the City that overlap each other. Rather than finding the zoning of a property and having all the dimensional requirements for that zoning under one area, you need to look up four different items. Side and rear yard setbacks are covered in a separate section. While this structure can create flexibility in developments by location, it also creates a complex web of potential requirements a property owner, developer, or zoning administrator must navigate.

EAST CLEVELAND HEIGHT DISTRICTS

HEIGHT DISTRICT	HEIGHT LIMIT
H1	35
H2	50
H3	75
H4	100
H5	125
H6	150
H7	175
H8	200
H9	225
H10	250
H11	270

Reducing the number of Height Districts and potentially attaching the dimensional requirements specifically to Zoning Districts can help simplify and standardize Zoning Districts and their requirements, making it easier to understand and enforce.

EAST CLEVELAND USE DISTRICTS

USE DISTRICT	NAME
U1	Residence District
U2	Residence District
U3	Local Retail Store District
U4	Commercial District
U5	Industrial District
U6	Limited Residence Business District

EAST CLEVELAND AREA DISTRICTS

AREA DISTRICT	AREA LIMIT (FOR ONE FAMILY BUILDING)
A1	1 per 4,000 sf for interior lot or 1 per 3,600 sf for corner lot
A2	1 per 2,000 sf for interior lot or 1 per 1,600 sf for corner lot
A3	Area less than 1 per 2,000 sf for interior lot or 1 per 1,600 sf for corner lot

EAST CLEVELAND BUILDING LINE DISTRICTS

BUILDING LINE DISTRICT	BUILDING LINE
B1	≥ 20% development along a street frontage: Alignment of the existing building ≤20% development along a street frontage: 15% of the average depth of the lots along the street, but not more than 30 feet
B2	As prescribed on the Building Line Districting Map

MODERNIZATION

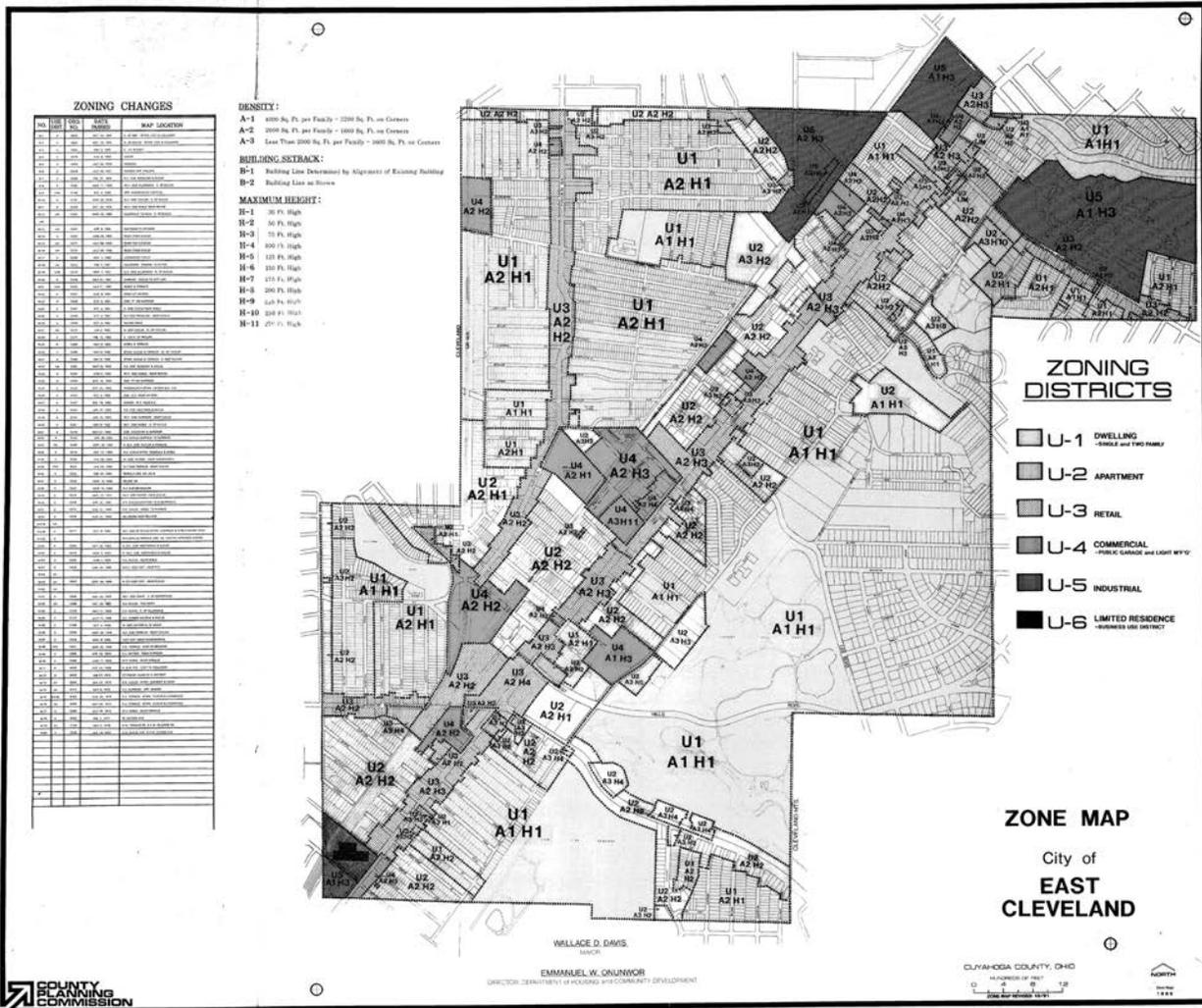
There are several areas where general modernizations of the code would be beneficial. While it tends to be brief and to the point, in several areas it uses long lists where tables could be helpful in organizing and conveying information. For instance, Use Classifications are presented in a list, as are parking standards. These would be more efficiently conveyed in table format. Including graphics to illustrate complex requirements would also help better convey information. Regulations could also be simplified or written more clearly to benefit users.

Side and rear yard setbacks use varied and often complicated methods to identify regulations. Some zones regulate the side yard as a percentage of the building height. Others are required to be a percentage of the “mean width of the lot” with minimums and maximums. While these can address some specific concerns when lot sizes vary or are non-conforming, it creates significant complexities in understanding and administering the code and should be addressed.

Finally, other regulations in the code also need updates to meet modern standards and zoning case law. The code does not include modern zoning regulations for mixed-use or transit-oriented development. Design guidelines and review requirements are also absent. Sign regulations were last updated in 1999 and decisions such as *Reed v. Town of Gilbert* (2015) could have impacts regarding their constitutionality. Parking regulations are also dated and should be modernized.

This overview is meant to demonstrate the issues and limitations contained in the current Zoning Code. While these issues could be addressed individually, a complete and comprehensive update or a zoning overlay is recommended to modernize development regulations and create an easily understandable and enforceable code that addresses current issues and provides for future development needs.

EAST CLEVELAND ZONING MAP, 1991



The East Cleveland Zoning Map, digitized in 1991, includes a list of zoning changes, along with designations for Zoning Districts, Area Districts, Height Districts, and Building Line Districts.

CURRENT CONDITIONS

VACANT LAND

Land vacancy was determined by analyzing 2021 and 2022 Cuyahoga County Fiscal Office property data. Vacant land shown on Map 4 is considered probable vacant based on factors such as land use coding and appraisals that can be out of date. A cursory review of vacant parcel data was completed to eliminate parcels that were erroneously identified.

Vacant parcels can represent where residences or businesses have been demolished or structures that were never built. It can be difficult to determine if there are vacant areas due to ongoing demolition or issues with identifying abandoned structures; however, the data identifies that approximately 19.7% of East Cleveland land is vacant. The largest vacant areas are the sites of the former Huron Road Hospital and Arco Recycling; however, significant areas within the neighborhoods that include residential, commercial, and industrial areas are also vacant.

OTHER POTENTIAL DEVELOPABLE AREAS

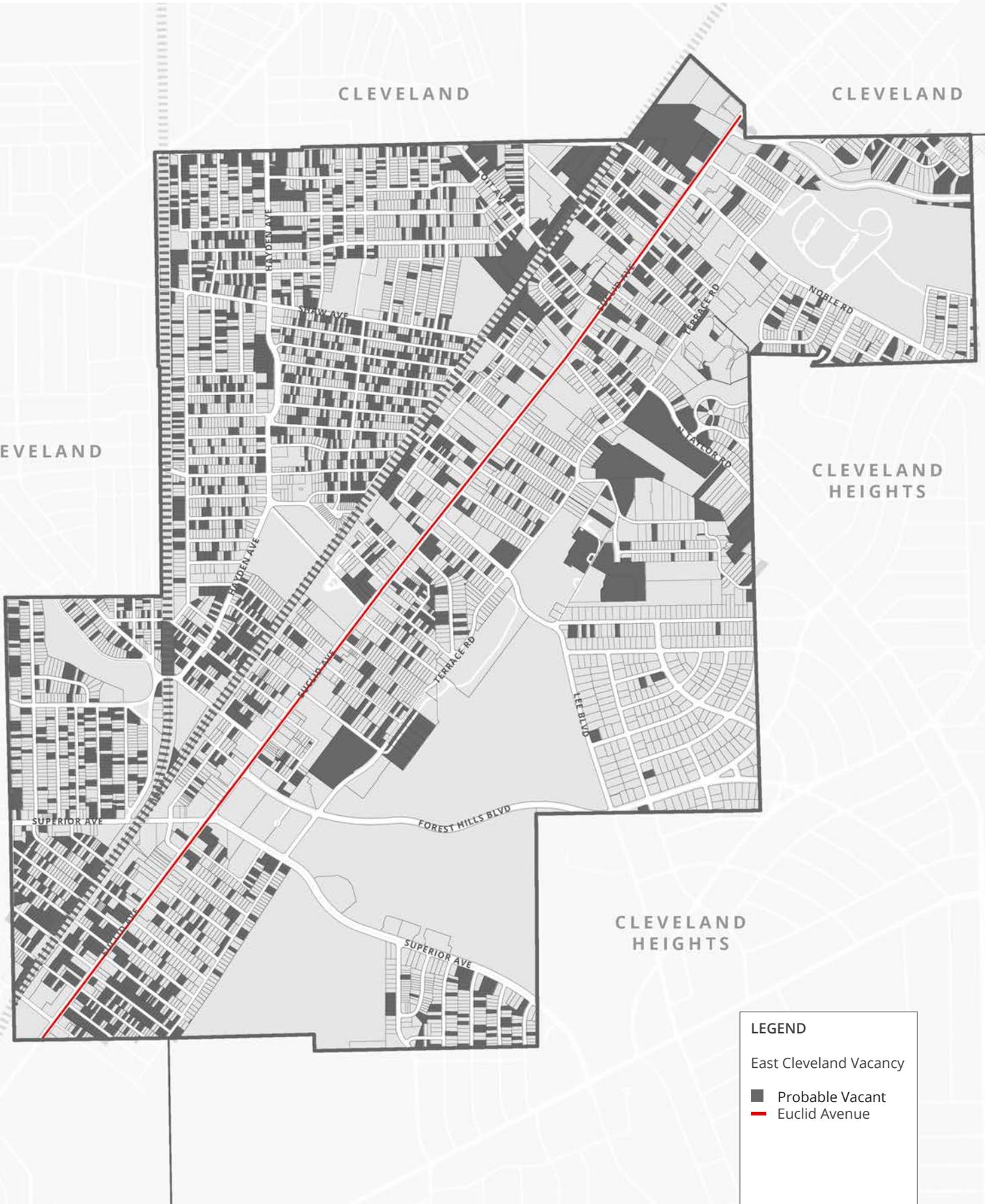
In addition to vacant land, other land may be developable or could be included as part of a larger development project, including tax delinquent or publicly owned land. By examining different types of developable areas, City leaders can better identify and leverage those areas for strategic redevelopment or pursue other opportunities for new uses. These opportunity areas are shown on the maps on pages 20 and 21.

Tax delinquent land has been certified delinquent and has remained unpaid on property taxes after one year and are now subject to foreclosure proceedings. Map 6 on page 21 shows land with a tax delinquency of greater than \$100,000. These areas have the potential to anchor strategic redevelopment in the City.

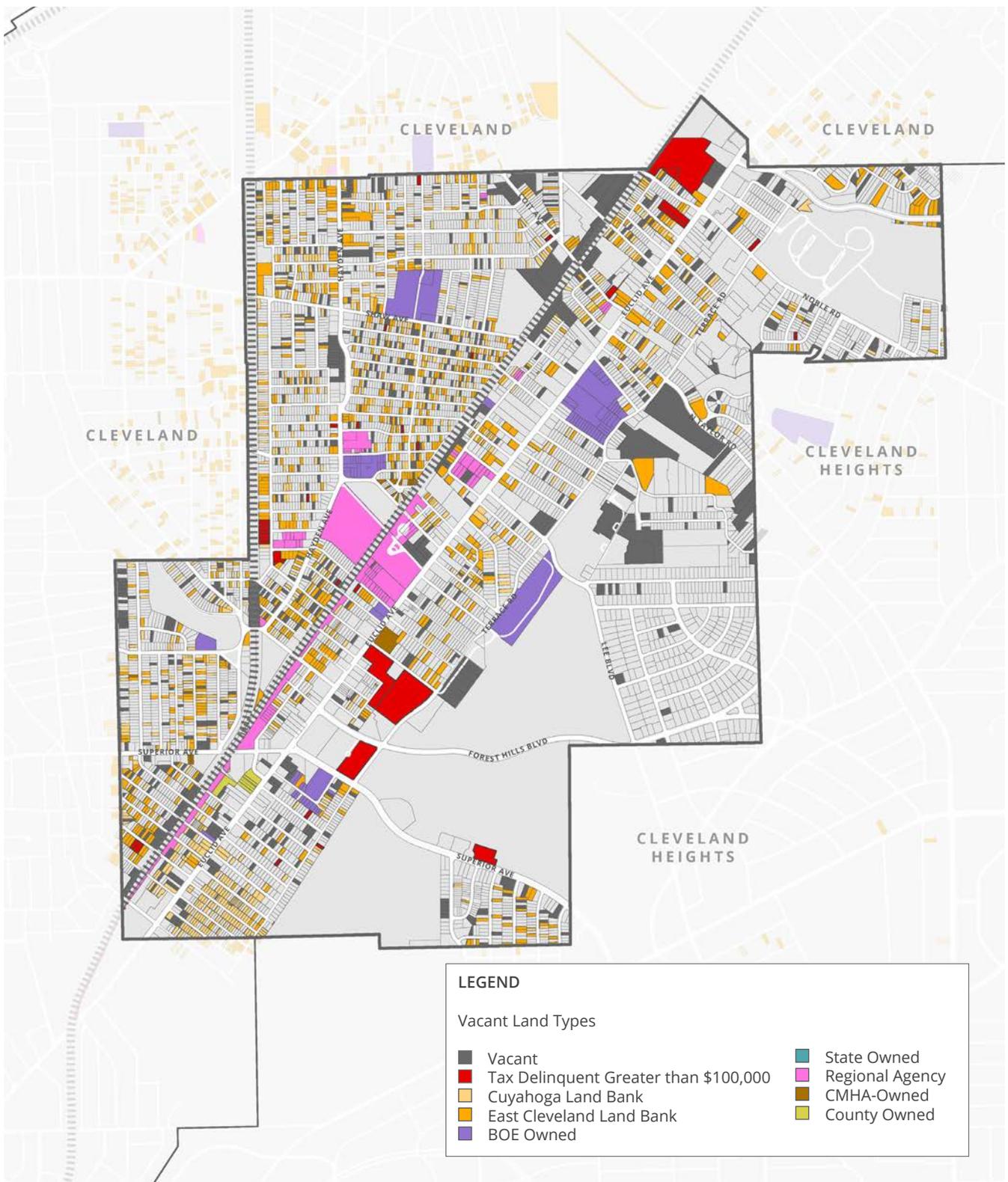
Publicly owned land includes properties owned by land banks, the school district, the City of East Cleveland, regional entities, and others. While development pressure in East Cleveland is limited, strategic sites near major assets may provide opportunities for new uses. Publicly owned land shown on Map 7 on page 21 could be leveraged through partnerships to expand the area of proposed developments.

There are over 3,000 parcels in East Cleveland that are considered vacant or potentially redevelopable as shown on Map 5 on pages 20. Together, vacant land, tax delinquent land, and publicly owned properties provide new investment and development opportunities.

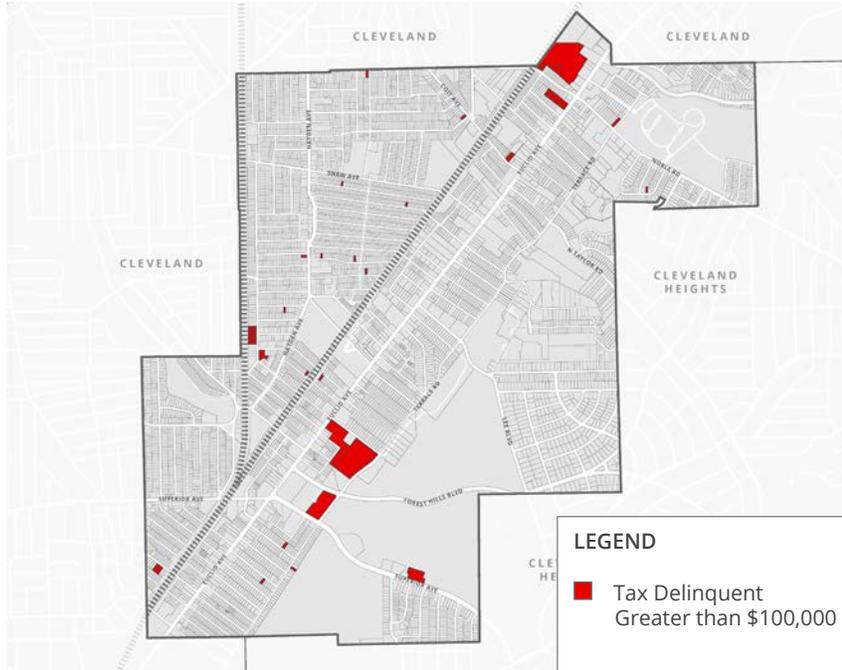
MAP 4 | CITY OF EAST CLEVELAND VACANT LAND



MAP 5 | VACANT LAND AND POTENTIAL REDEVELOPMENT AREAS IN EAST CLEVELAND



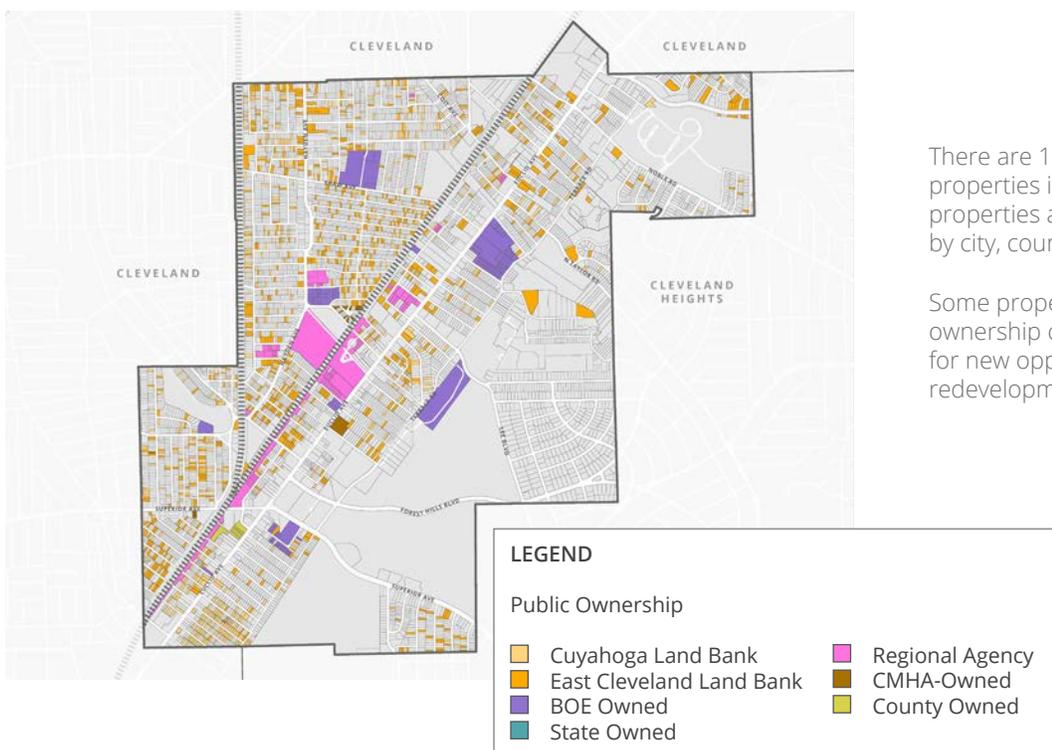
MAP 6 | TAX DELINQUENCY GREATER THAN \$100,000 IN EAST CLEVELAND



There are 36 parcels in East Cleveland that have a tax delinquency greater than \$100,000.

Vacant lands are considered tax delinquent when taxes have remained unpaid for one year after being certified delinquent and are subject to foreclosure proceedings.

MAP 7 | PUBLICLY OWNED LAND IN EAST CLEVELAND



There are 1,565 publicly owned properties in East Cleveland. These properties are owned and maintained by city, county, and regional entities.

Some properties under public ownership could be made available for new opportunities and redevelopment.

CURRENT CONDITIONS

TRANSPORTATION

PUBLIC TRANSIT COVERAGE

Public transportation greatly improves the usability, connectivity, and accessibility of roadways, and helps to facilitate travel to destinations for residents without access to a vehicle in a safe, efficient, and reliable way.

The Greater Cleveland Regional Transit Authority (GCRTA) has direct bus and rail services that serve the City of East Cleveland through its *NEXT GEN* Regional Transit Authority system revamp.

NEXT GEN is a systemwide transit update that increased route frequency, and decreased wait times while providing users with greater connectivity between neighborhoods, more cross town routes, and fewer transfers. Riders to and from East Cleveland can access the system from many bus depots and stops along Noble Road, North Taylor Road, Hayden Avenue, Lee Blvd, Superior, and Euclid Avenues. East Cleveland also has two major transit centers: Superior Rapid Station and the Louis Stokes-Windermere Transit Center.

The Louis Stokes-Windermere Transit Center, adjacent to the GCRTA's Hayden bus garage, is located on the north side of Euclid Avenue across from the East Cleveland Municipal Center, between Bryn Mawr and Doan Roads and next to a large commercial/retail hub along Euclid Avenue. The Superior Rapid Station is also adjacent to a large commercial/retail hub near the City's southwestern border with the City of Cleveland near the Superior and Euclid Avenues intersection.

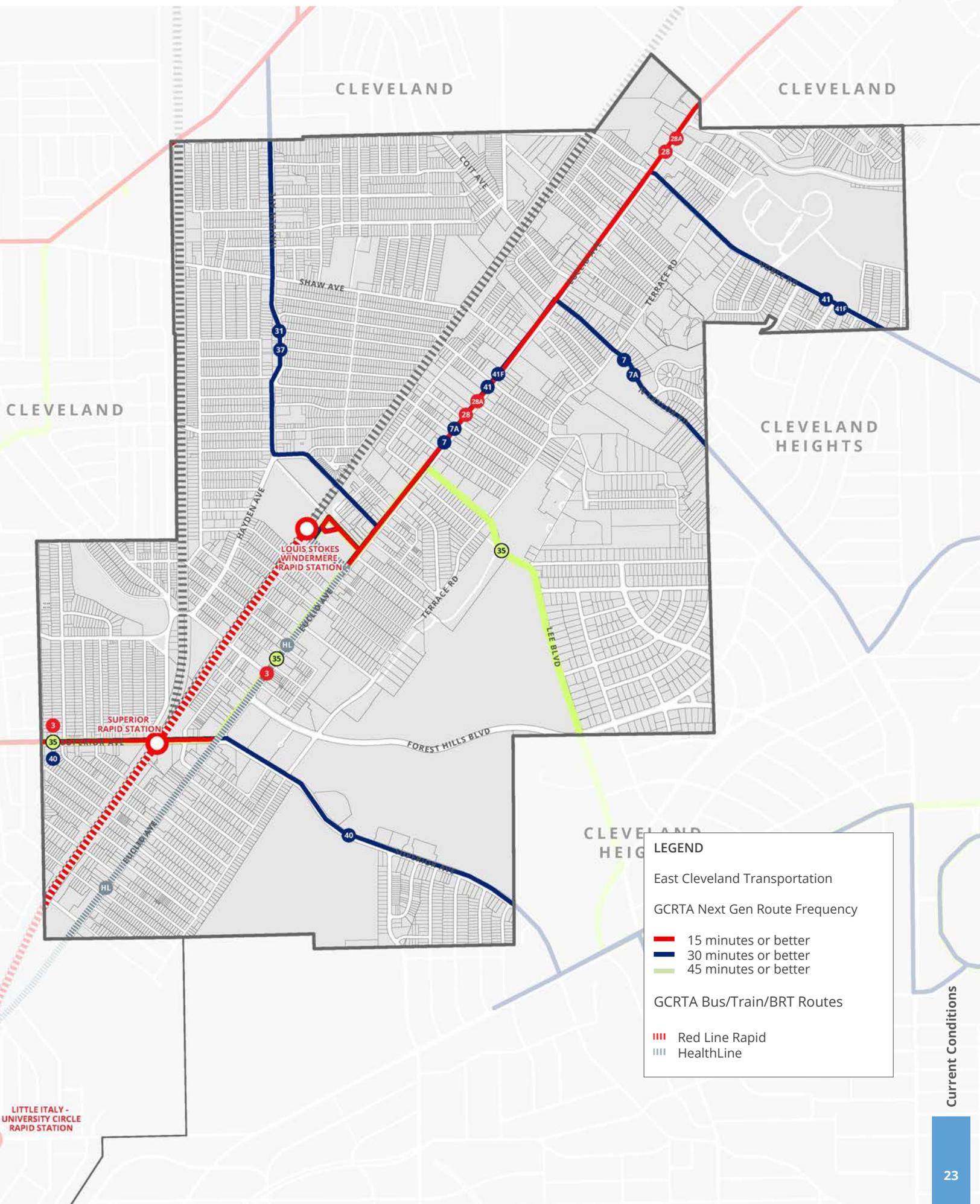
The Louis Stokes-Windermere Transit Center has approximately 410 free parking spaces for commuters to leave their vehicle and transfer to a bus or rapid transit connection, allowing the riders to use the station as a Park-n-Ride facility.

Map 8 on page 23 showcases the public transit routes in East Cleveland based on route frequency. Red routes have a frequency of every 15 minutes, blue routes have a frequency of every 30 minutes, and yellow routes have a frequency of every 45 minutes. The map displays the numerous and frequent routes that span East Cleveland, especially along the Euclid Avenue spine of the City.

The City of East Cleveland has tremendous public transportation assets including rapid rail stations, bus rapid transit, and numerous bus routes. Given trends toward reinvestment in mixed-use development along transit lines, the public transit system in East Cleveland is a competitive advantage for future investment.

ROUTES SERVING STOKES-WINDERMERE TRANSIT CENTER	
3: Superior	37: Hayden- East 185th Street
7-7A: Monticello	41-41F: Warrensville
28-28A: Euclid	Healthline BRT
31: St. Clair-Babbitt	Red Line Rapid
35: Lee Blvd- East 123rd Street	

MAP 8 | CITY OF EAST CLEVELAND TRANSPORTATION NETWORK



LEGEND

East Cleveland Transportation

GCRTA Next Gen Route Frequency

- 15 minutes or better
- 30 minutes or better
- 45 minutes or better

GCRTA Bus/Train/BRT Routes

- - - Red Line Rapid
- - - HealthLine

Current Conditions

CURRENT CONDITIONS

PARKS & ENVIRONMENTAL

Parks and open spaces provide opportunities for active and passive recreation, community interaction, and physical activity.

There are seven parks and recreation facilities in East Cleveland: Superior Hill Park, Pattison Park, Hawley Park, MLK Civic Center, Mann Avenue Park, and Forest Hill Park and Caledonia Park, which are shared with the City of Cleveland Heights.

WATERWAYS AND RIPARIAN ZONES

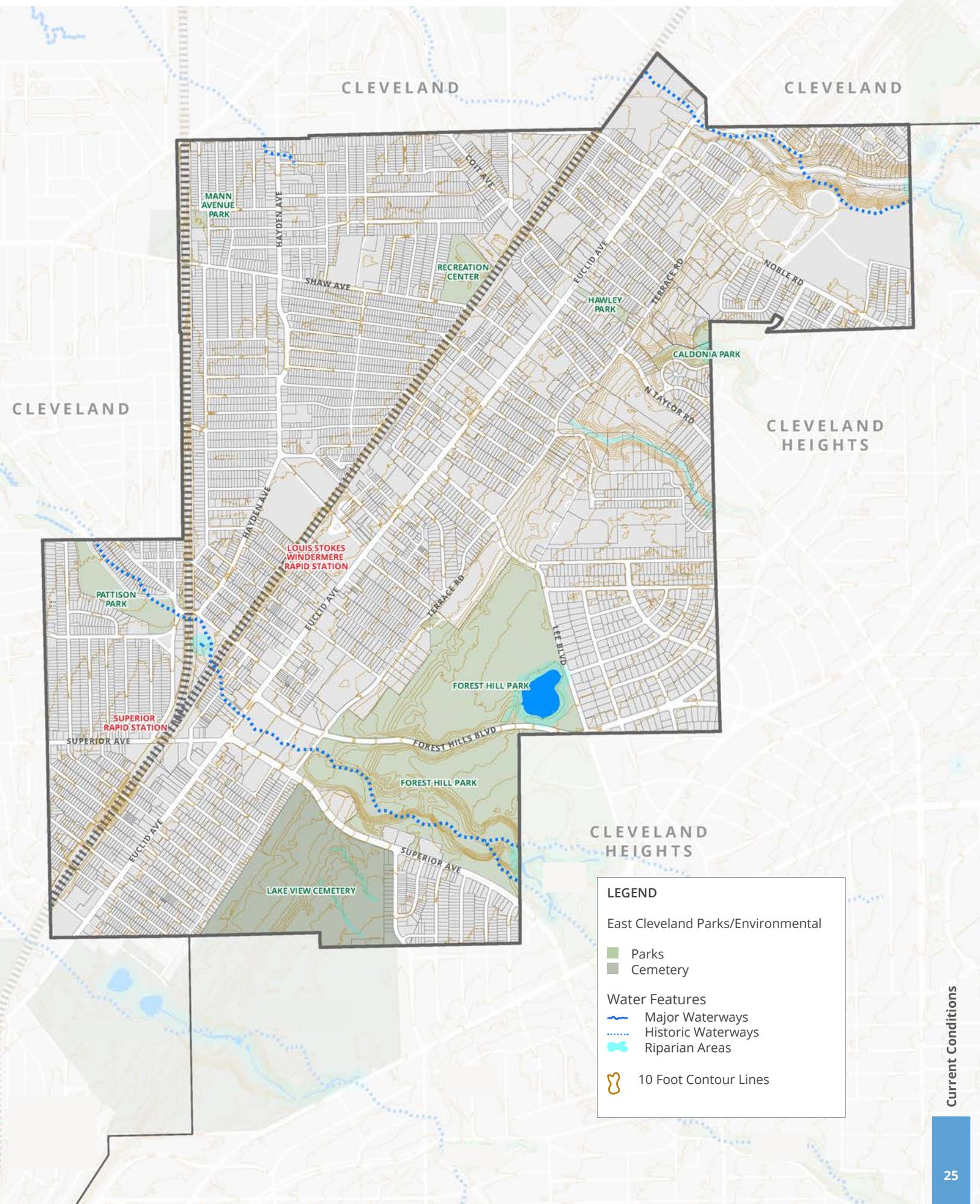
Waterways are rivers and streams running through a community, while riparian zones are vegetated lands alongside rivers, streams, wetlands, and shorelines that are susceptible to flooding. Riparian zones are important because they hold water during periods of heavy or continuous rain that might otherwise flood residential or developed areas.

Many of East Cleveland's historic waterways and natural areas have been built upon over time as housing, commercial, and industrial development has occurred. The City does retain a few environmental features such as streams, lakes, and steep hillsides, the majority of which are located in the City's park system.

The City of East Cleveland has very few remaining waters and riparian zones. The largest of these is the Dugway Brook, which runs through the upper part of Forest Hill Park. The Ohio Department of Natural Resources also lists a Class 1 Dam located in the south central portion of Forest Hill Park as the largest waterbody in the community.

While there are few remaining waterways above ground, most historic streams were routed through culverts underground. The general path of those historic streams is shown on the map, and these routes were digitized by reviewing historic aerials; however, the streams were often moved when they were buried. The culverted portion of Dugway Brook running through East Cleveland generally passes underneath Pattison Park today.

MAP 9 | CITY OF EAST CLEVELAND PARK/ENVIRONMENTAL



LEGEND

East Cleveland Parks/Environmental

- Parks
- Cemetery

Water Features

- Major Waterways
- Historic Waterways
- Riparian Areas

10 Foot Contour Lines

COMMUNITY VISION





COMMUNITY VISION

The City of East Cleveland Land Use Strategic Plan is a tool to identify targeted areas for redevelopment and guide City leaders, residents, business owners, and other stakeholders as the community moves into the future. The Community Vision describes how the City could and should drive development in broad terms.

The East Cleveland community previously embarked on a Community Visioning project, which was facilitated by Cleveland State University and Policy Bridge. The Visioning Project identified key opportunities for revitalization and described recommendations for achieving what East Cleveland community members envisioned. Through community and stakeholder outreach, the Visioning Project outlined objectives that were important to residents. Many of the objectives identified placed an emphasis on commercial and community preservation and redevelopment.

The East Cleveland Land Use Strategic Plan is a direct response to those objectives. Using key recommendations identified in the Visioning Project and the Current Conditions analysis, the Land Use Strategic Plan outlines a wide range of topics that describe the type of new investments community members would like to see through a Vision Statement and Goals.

The Vision Statement is a broad statement that combines the general values and ideals identified in the Visioning Project with findings from the Land Use Strategic Plan. It covers the general desires and needs of the community, and other aspects of the City's growth over the next ten to twenty years. The Community Vision also includes goals and supporting strategies that would help guide development and redevelopment in the City, while continuing to foster the strong sense of community pride and engagement as the City of East Cleveland looks forward.

COMMUNITY VISION

East Cleveland envisions a city that will continue to support and strengthen the strong sense of community pride and engagement by...

Maintaining and preserving the character of existing and historic neighborhoods; promoting local businesses; and improving commercial properties to restore economic vitality within the City's neighborhoods and commercial corridors.

Investing in modern housing of varied types to support diverse families; expanding resources to revitalize the City's neighborhoods; fostering a sense of community pride; and investing in new mixed-use and walkable development along Euclid Avenue to spur economic growth, increase tax revenue, and provide healthy food choices, active lifestyles, and high-quality amenities.



Image Source: Welcome to East Cleveland; Walter Novak, Ph.D., Cleveland.com 2017

GOAL 1: NEIGHBORHOOD PRESERVATION

Restore, maintain, and preserve the character of existing and historic areas and districts in East Cleveland through the rehabilitation or replacement of deteriorated and abandoned housing.



GOAL 2: NEIGHBORHOOD DEVELOPMENT

Invest in new housing and resources that sustain, expand, and revitalize East Cleveland's neighborhoods.



GOAL 3: COMMERCIAL PRESERVATION

Promote local businesses to improve and strengthen economic development in existing commercial and business areas with a focus on areas of historical significance.



GOAL 4: COMMERCIAL DEVELOPMENT

Invest in new development such as mixed-use, transit-oriented development (TOD), and walkable development to improve economic growth, add jobs, and increase tax revenue for East Cleveland, especially along the Euclid Avenue Corridor.



*Images Source (From top to bottom):
East Cleveland Brewster Road Historic District; Google 2022
Circle East Townhomes; Google 2022
Mickey's Building; Google 2020
Commercial Building on Superior Road at Euclid Avenue; Google 2016*

COMPREHENSIVE STRATEGIES





COMPREHENSIVE STRATEGIES

To fulfill the community's vision, there are many goals and strategies the City can undertake. The Comprehensive Strategies section presents and organizes the steps that can be taken to accomplish the Community Vision. These strategies were developed based on previous visioning documents, conversations with the City, and discussion with local and regional partners.

For each of the four goals, there is a list of supporting strategies that are recommended. These goals apply generally across the entire City, and they work in tandem with specific strategies outlined for Target Areas in the next section.

COMPREHENSIVE STRATEGIES

GOAL 1: NEIGHBORHOOD PRESERVATION

Restore, maintain, and preserve the character of existing and historic areas and districts in East Cleveland through the rehabilitation of deteriorated and abandoned housing.

- **Strategy 1:** Update the 2014 Residential Property Inventory and Condition Survey.
- **Strategy 2:** Become a Certified Local Government with the State of Ohio in order to utilize historic preservation tax credits as part of redevelopment and restoration of multi-family residential structures.
- **Strategy 3:** Continue efforts to preserve existing and historic homes through targeted subsidies and coordinated assistance.
- **Strategy 4:** Strengthen enforcement of property maintenance codes.
- **Strategy 5:** Connect homeowners to programs and resources to encourage home maintenance.
- **Strategy 6:** Track neighborhood investment and maintenance.

GOAL 2: NEIGHBORHOOD DEVELOPMENT

Invest in new housing and resources that expand, sustain, and revitalize East Cleveland's neighborhoods.

- **Strategy 1:** Update the City's Zoning Code or add a zoning overlay to allow infill housing, including single-family and two-family homes, townhouses, and small multi-family residential structures.
- **Strategy 2:** Continue to work with local and regional partners to assemble, plan for, and prepare large tracts of vacant land in target areas for investment.
- **Strategy 3:** Partner with regional entities, developers, and property owners to attract infill development to vacant tracts.
- **Strategy 4:** Encourage development around existing East Cleveland parks or ensure new neighborhood developments incorporate green spaces.
- **Strategy 5:** Identify and reserve publicly owned sites for future affordable housing developments, starter homes, and intergenerational housing, and work with developers to construct these housing types.
- **Strategy 6:** Develop design guidelines for housing developments and empower the Architectural Review Board to adopt guidelines and review infill housing.

GOAL 3: COMMERCIAL PRESERVATION

Promote local businesses to improve and strengthen economic development in existing commercial and business areas with a focus on areas of historical importance.

- **Strategy 1:** Work with property owners to ensure commercial buildings are well-maintained and attractive.
- **Strategy 2:** Develop a commercial storefront improvement program to revitalize existing business facades.
- **Strategy 3:** Strategically acquire underused and constrained properties to foster and guide development, with a focus on fostering vibrant nodes of activity along Euclid Avenue.
- **Strategy 4:** Become a Certified Local Government with the State of Ohio in order to utilize historic preservation tax credits as part of redevelopment and restoration of historic commercial and mixed-use structures.
- **Strategy 5:** Partner with owners and community groups to further promote existing East Cleveland stores and businesses.

GOAL 4: COMMERCIAL DEVELOPMENT

Invest in new development such as mixed-use, transit-oriented development (TOD), and walkable development to improve economic growth and increase tax revenue for East Cleveland, especially along the Euclid Avenue Corridor.

- **Strategy 1:** Update the City's Zoning Code or add a zoning overlay to promote walkable, mixed-use development and adaptive reuse and redevelopment.
- **Strategy 2:** Continue to work with local and regional partners to assemble, plan for, and prepare large tracts of vacant land along Euclid Avenue.
- **Strategy 3:** Partner with regional transportation entities to improve the Euclid Avenue streetscape with trees, improved transit, gateways, wayfinding, and signage, especially at the East Cleveland-Cleveland border.
- **Strategy 4:** Develop a marketing and retailing strategy to attract and retain businesses.
- **Strategy 5:** Leverage the East Cleveland Parks and Greenspace Plan to strengthen nearby commercial and retail corridors for development and redevelopment.

TARGET AREA STRATEGIES





TARGET AREA STRATEGIES

Target Areas are places with certain needs, opportunities, and strengths within the City of East Cleveland. These areas were identified by City leaders as places for specific review, analysis, and actions.

The Euclid Avenue corridor is the main spine of East Cleveland. It has historically supported a variety of land uses such as residential, commercial, and industrial. Today, there are remnants of those uses along Euclid Avenue due to years of disinvestment and economic downturns which have left places along Euclid Avenue with closed storefronts and abandoned structures.

The following Target Areas are strategically located along the Euclid Avenue corridor and have been identified as part of the Land Use Strategic Plan. These areas include diverse areas such as commercial corridors, industrial areas, and neighborhood parks. Each Target Area is a defined location within which specific strategies and policies have been outlined to guide development.

TARGET AREAS

The Target Areas are shown on Map 10. They are:

- South Superior Redevelopment Zone
- Huron Road Hospital Redevelopment Zone
- City Center
- Page & Wymore
- Former Arco Redevelopment Zone

FUTURE CHARACTER AREAS

In addition to the Target Areas, a Future Character Areas map highlights places that were specifically identified in the City of East Cleveland as potential areas of change. The map showcases desired future uses in these areas.

TARGET AREA STRATEGIES

SOUTH SUPERIOR REDEVELOPMENT ZONE

The South Superior Redevelopment Zone is bounded by Superior Avenue to the north, Terrace Road to the east, West 125th Street to the west, and Lakeview Road and the City of Cleveland to the south. In close proximity to this target area is Cleveland’s University Circle district, which is a premier location for world class cultural, medical, and educational facilities. East Cleveland should use its close proximity to University Circle to invest in mixed-use development along Euclid Avenue. Within the residential neighborhoods on either side of Euclid Avenue, investment should include rehabilitation of existing structures and new housing on vacant land.

HURON ROAD HOSPITAL REDEVELOPMENT ZONE

The Huron Road Hospital Redevelopment Zone is bounded by Terrace Road and Forest Hill Park to the east, railroad tracks to the west, Forest Hills Blvd to the south, and Belmore Road to the north. Existing assets in this area include Forest Hill Park, Cleveland Clinic’s Stephanie Tubbs Jones Health Center, Candlewood Healthcare and Rehabilitation Center, and other local assets. East Cleveland should leverage these assets to develop this area into a health and wellness hub that builds upon vacant land from the former Huron Road Hospital.

CITY CENTER

The City Center Target Area is the central point of the City and includes the East Cleveland Municipal Center (City Hall, Police Station and Fire Station), East Cleveland Public Library, and GCRTA Louis Stokes-Windermere Transit Center. East Cleveland should focus efforts on developing this City Center with supportive buildings at the GCRTA rapid station and along Euclid Avenue, while adding new housing along side streets. This area can also act as the heart of East Cleveland with a spine from the GCRTA Rapid Station through the City Center to Forest Hill Park.

PAGE & WYMORE

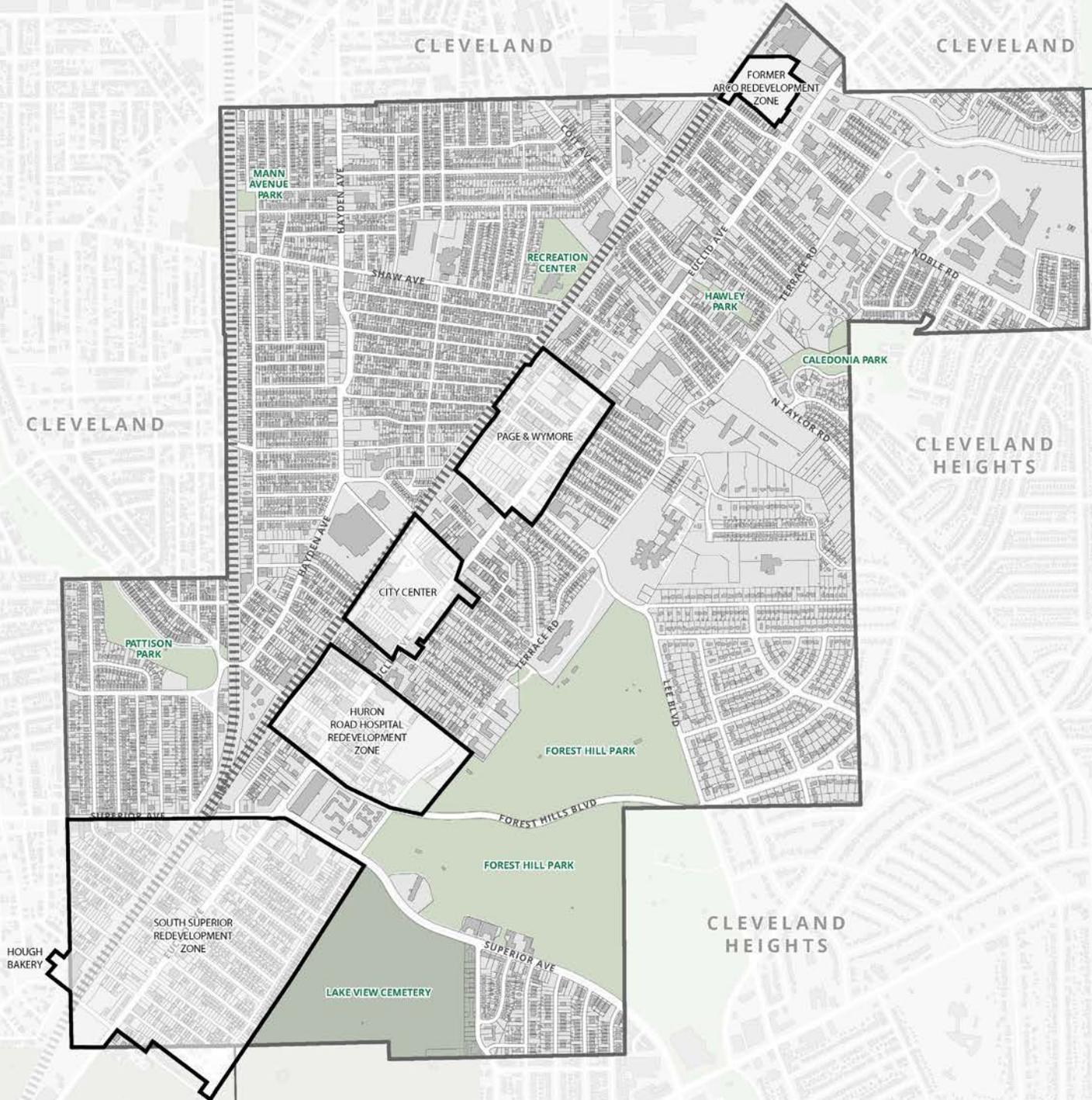
The Page & Wymore Target Area includes the East Cleveland Community Park, a Northeast Ohio Regional Sewer District (NEORS) park, Starlight Baptist Church, and is close to the East Cleveland Neighborhood Center and Shaw High School along Euclid Avenue. This Target Area has the opportunity to become a vibrant and lively neighborhood that rebuilds former residential areas and supports neighborhood-scaled commercial or an innovation and technology hub that is within walking distance of a community park, faith-based services, schools, and the City Center. To improve this area, efforts should be made to stabilize commercial properties along Euclid Avenue and rebuild the area as a residential neighborhood or a technology-focused job hub.

FORMER ARCO REDEVELOPMENT ZONE

The Former Arco Redevelopment Zone Target Area encompasses approximately 10-acres of a former industrial site near Euclid Avenue and Noble Road in the northern part of the City of East Cleveland. East Cleveland should continue to discussions with local, regional, and state partners regarding future remediation and redevelopment opportunities.

TARGET AREAS
South Superior Redevelopment Zone
Huron Road Hospital Redevelopment Zone
City Center
Page & Wymore
Former Arco Redevelopment Zone

MAP 10 | CITY OF EAST CLEVELAND STRATEGIC LAND TARGETED SITES



TARGET AREA STRATEGIES

SOUTH SUPERIOR REDEVELOPMENT ZONE

The Superior South Redevelopment Zone encompasses the Euclid Ave Corridor and adjacent neighborhoods from the border with the City of Cleveland to its intersection with Superior Avenue. This Target Area includes a variety of existing development types and could incorporate a range of new uses including mixed-use, neighborhood commercial, and townhome developments. Initial redevelopment should focus along the southwest end of the corridor, where existing assets and substantial areas of vacant land under public ownership provide the greatest near-term opportunity. The Cuyahoga Land Bank is redeveloping the historic Mickey's Building and has proposed a plan to add infill residential homes as a catalyst for future development along the Euclid Avenue Corridor.

The plan recommends continuing efforts for redevelopment and revitalization in this area as it is a key gateway into the City of East Cleveland and is close to University Circle.

Target Area Assets

Existing assets in this area include the existing Mickey's Building at the corner of Euclid and Woodlawn. This historic building is planned for adaptive reuse and can serve as a hub of activity. Preserving this building will also connect new development to the historic character of the corridor.

The corridor is currently served by the GCRTA through the HealthLine BRT as well as access to the Red Line train at the Superior Station located at the far north of the Target Area. This provides excellent access to nearby regional assets, including Lakeview Cemetery, University Circle and Case Western Reserve University, the Cleveland Clinic Main Campus, and eventually Downtown Cleveland.

Vision for the Area

The general vision for the redevelopment of this area is a medium-density corridor with mixed-use and transit-supportive development along Euclid Avenue. Neighborhoods adjacent to the corridor where available vacant land permits would incorporate medium-density multi-family housing — such as quadraplex or other small multi-unit buildings — and townhome developments. Infill single-family will be appropriate for individual vacant parcels or vacant areas further away from Euclid Avenue.

The most immediate opportunity for change is the southwest end of Euclid Avenue and adjacent neighborhoods closest to University Circle. Redevelopment will likely progress northwest along Euclid Avenue towards Superior Avenue. Land use change around the Superior Avenue intersection is likely a long-term goal.

STRATEGIES

- **Support the Cuyahoga Land Bank's Catalytic Development.** Continue to support the redevelopment of historic buildings and construction of new mixed-use and residential infill on Cuyahoga Land Bank properties, especially those located along Woodlawn Avenue. This can serve as a catalytic development to anchor the area and spur additional investment. Update the City's Zoning Code or overlay districts to facilitate development desired for this area.
- **Target Adaptive Reuse of Historic or Important Buildings.** This will help preserve the history of the corridor while tying new development into the fabric of the community. This includes the Mickey's Building and the former Cuyahoga County Board of Developmental Disabilities East Cleveland Center.
- **Promote Transit-Oriented Development along Euclid Avenue.** Mixed-use development with first floor, street fronting commercial with office or multi-family residential above allows for enhanced residential density that can support new commercial development. New street level commercial can help improve the corridor's streetscape as well as activate pedestrian spaces. Enhanced transit infrastructure will help support the development of new commercial areas as well as connect residents to other commercial and employment hubs.
- **Promote Infill Residential Development.** Vacant properties within local neighborhoods provide an opportunity to develop new, moderate density housing through small scale apartment or quadruplex buildings or new townhome developments. This moderate density development can help transition from new mixed-use development along Euclid Corridor to single-family residential areas further from the corridor.
- **Promote Enhanced Greenspaces.** New greenspaces as part of new development help to activate the corridor for pedestrians and create spaces for residents, employees, and visitors to better enjoy the area. Establishing pocket parks on vacant residential parcels can form a neighborhood greenway that provides open space and play areas for residents and an alternative travel path for residents.
- **Upgrade Bus Rapid Transit along Euclid Avenue.** This includes adding center median bus stations, landscaped medians, mid-block crossings, enhanced wayfinding and street furniture, and other pedestrian infrastructure to match BRT infrastructure in Cleveland. This infrastructure currently ends around E. 118th in Cleveland. A Transportation for Livable Communities Initiative (TLCI) study will assist in outlining recommendations for improvements along this corridor.
- **Add Street Trees throughout the Target Area.** Street trees help beautify the streetscape and make a more pleasant place to travel. They also make the neighborhoods feel more residential. Additionally, street trees provide environmental benefits such as reducing stormwater runoff, providing shade and cooling effects, and absorbing air pollution.



Image: Circle East Townhomes on Euclid Avenue in East Cleveland, Ohio, Google 2022



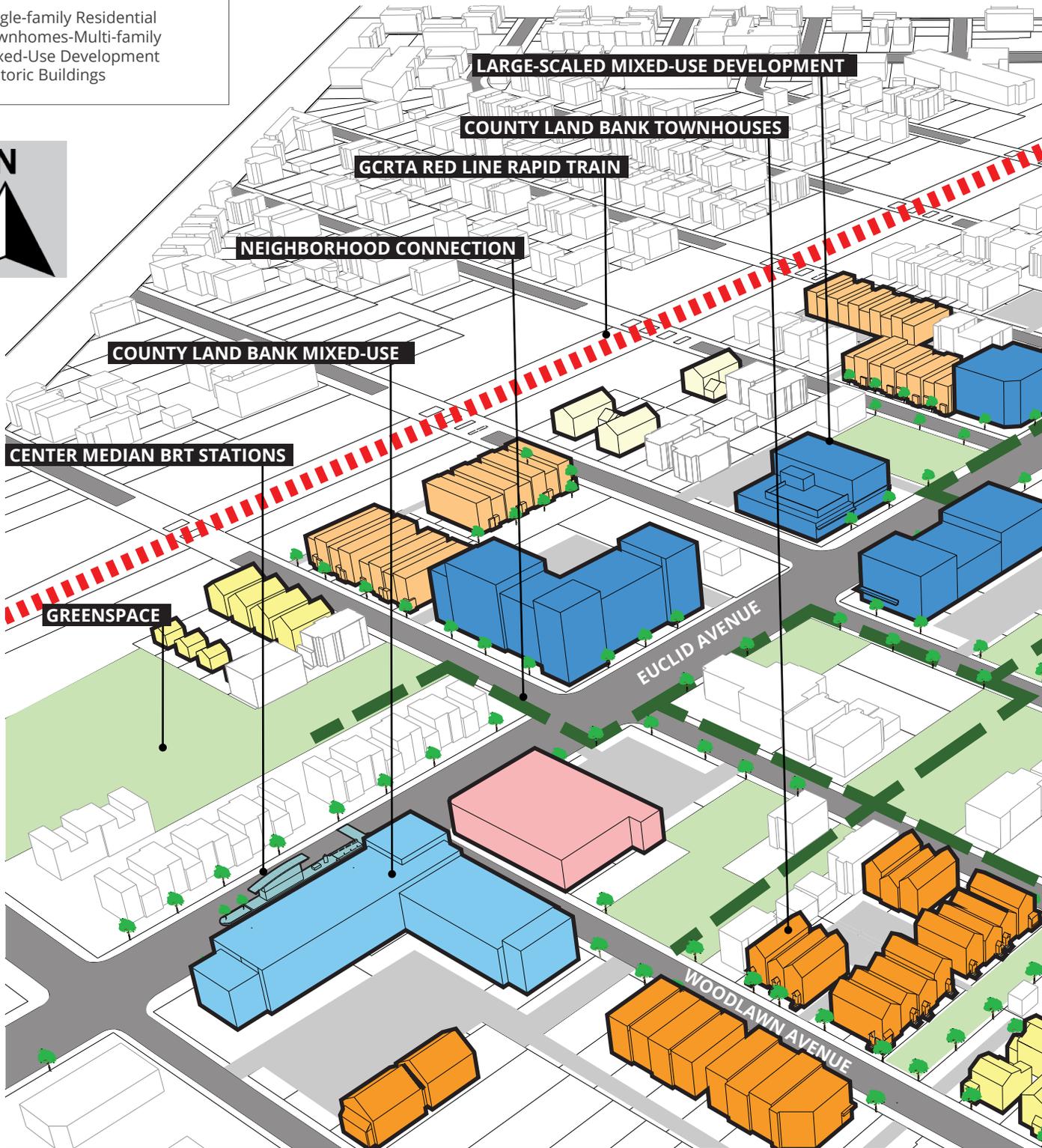
Image: Mickey's Historic Building on Euclid Avenue in East Cleveland, Ohio, Google 2020

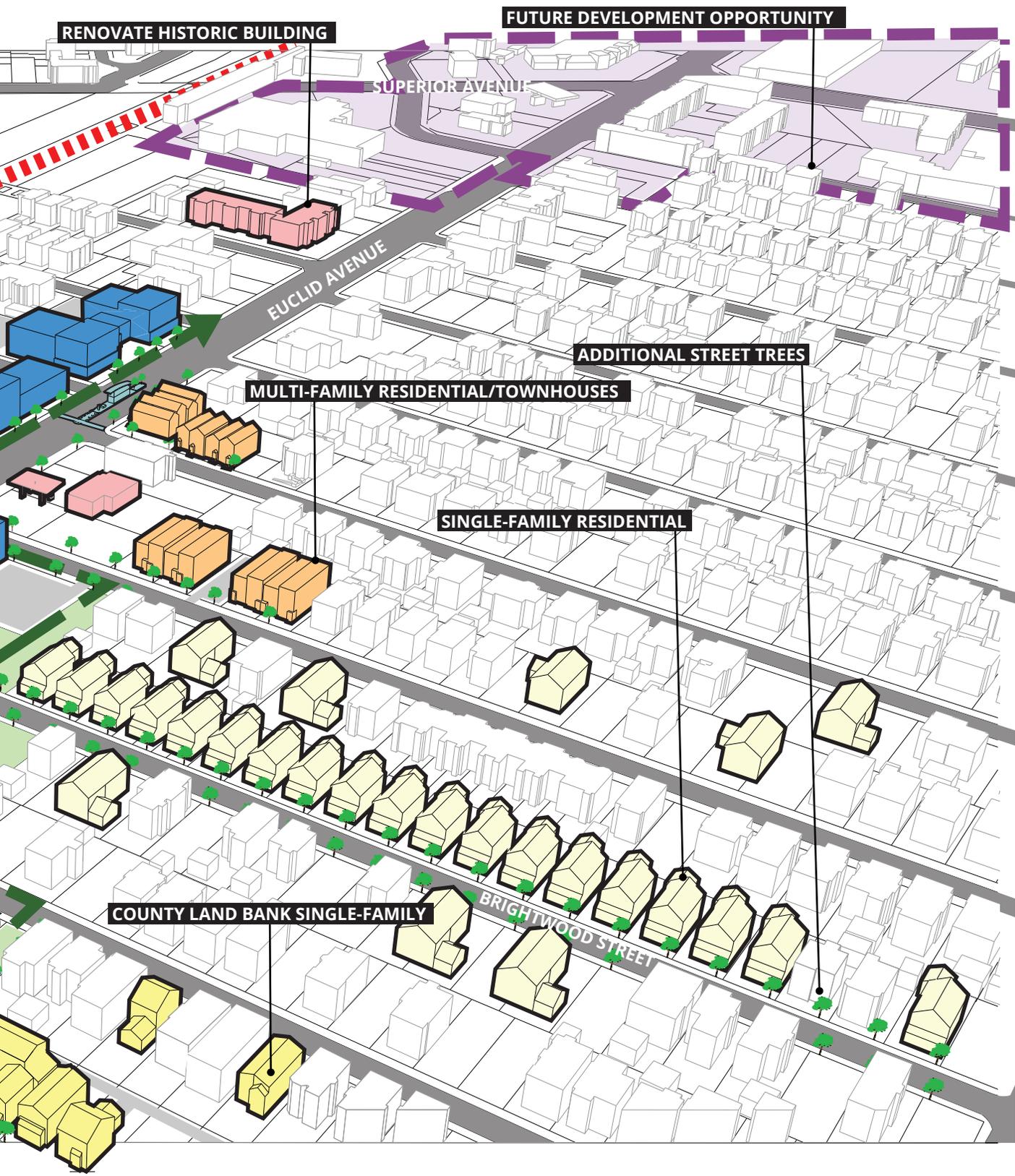
TARGET AREA STRATEGIES

SOUTH SUPERIOR REDEVELOPMENT ZONE

Development Types

- Single-family Residential
- Townhomes-Multi-family
- Mixed-Use Development
- Historic Buildings





RENOVATE HISTORIC BUILDING

FUTURE DEVELOPMENT OPPORTUNITY

SUPERIOR AVENUE

EUCLID AVENUE

ADDITIONAL STREET TREES

MULTI-FAMILY RESIDENTIAL/TOWNHOUSES

SINGLE-FAMILY RESIDENTIAL

COUNTY LAND BANK SINGLE-FAMILY

BRIGHTWOOD STREET

TARGET AREA STRATEGIES

HURON ROAD HOSPITAL REDEVELOPMENT ZONE

The Huron Road Hospital Redevelopment Zone encompasses the site of the former hospital that was situated on Terrace Road between Forest Hills Blvd., Belmore Road, and Euclid Avenue. Since the demolition of the former Huron Road Hospital, a new healthcare center was built; however, other new development to the area has been slow. This Target Area is in close proximity to Forest Hill Park, and contains vacant land where some of the site is utilized for parking. East Cleveland should leverage the history and expand the health and wellness legacy of the area through renovation of historic structures, investment in multi-family residential housing, and the development of open space.

Target Area Assets

In addition to the Cleveland Clinic Stephanie Tubbs Jones Healthcare Center and Forest Hill Park, which are local and regional assets, this area includes the historic St. Philomena Church, and the Candlewood Healthcare and Rehabilitation Center. This facility has a number of long-term and short-term residents that could benefit from development of a new park or plaza and all of the amenities and features that would be included within a health and wellness hub.

Vision for the Area

For more than a century, this area had been associated with state-of-the-art medical training and healthcare facilities. Within this Target Area, the Cleveland Clinic Stephanie Tubbs Jones Health Center, should be leveraged to expand on the healthcare legacy of the area and attract spin-off development. There are a number of historic structures in the area that could be renovated to help retain the character of the area, while providing opportunities for adaptive reuse.

Vacant parcels north of Euclid Avenue provide an opportunity to define this neighborhood and increase the city's population through medium density infill residential structures such as townhomes to attract families. A pedestrian connection along Eddy Road and Vassar Street could be constructed to connect Pattison Park and residents north of Euclid Avenue to Forest Hill Park.

The vacant site of the former Huron Road Hospital could be redeveloped into residential housing and a plaza. New road connections could be built to help define the area and create space for multi-family housing structures or townhomes. Along Terrace Road, the remaining vacant land could be developed into a large open space or public plaza with shade structures and seating, walking trails, and connections into Forest Hill Park. This plaza could also be used to host pop-up events such as health fairs, farmers markets, healthy food trucks, or a community garden in support of the health and wellness theme of the area.

Finally, another option for this area would be to build three-to-four story mixed-use developments on the vacant hospital site that could act as a gateway between Forest Hill Park and areas along Euclid Avenue. The demolition of the Huron Place Apartment tower on Terrace Road also offers expansion opportunities for Forest Hill Park.

STRATEGIES

- **Market and Promote the Area as a Health and Wellness Hub.** This will help to define the area and focus strategies for attracting specific development types that support healthy lifestyles and improve the quality of life. The City can also partner with the Cleveland Clinic to support health amenities and ancillary uses such as doctor's offices in the area.
- **Continue to Work with Cleveland Metroparks to Expand and Restore Forest Hill Park to Terrace Road.** This is important in strengthening the connections into Forest Hill Park while restoring the valuable viewsheds from Forest Hill Park into Lake Erie from the Sled Hill, an area of Forest Hill Park that was a part of the John D. Rockefeller estate, preserving a part of the historic park.
- **Target Adaptive Reuse of Historic or Important Buildings.** This will help in preserving the character of the area. Target buildings could include historic structures flanking Vassar Street at Euclid Avenue and homes and buildings facing the former Huron Road Hospital site.
- **Promote Residential Development.** Multi-family residential housing structures such as townhouses, small apartment buildings, or quadraplex housing help increase the density of a neighborhood while maintaining a residential feel.
- **Develop New Neighborhood Connections.** Providing residents and visitors with safe and dedicated pedestrian and bike trails encourages healthy lifestyles and wellbeing. A direct connection along Vassar Street through the Huron Road Hospital site to Forest Hill Park can establish a central greenway for this redevelopment zone and a gateway from Euclid Avenue.
- **Develop a Park or Public Plaza.** A public park on the vacant hospital site would help to enhance the sense of place by changing the vacant land into a community gathering place that could support and host multiple events, including health related events. This would also extend Forest Hill Park further into East Cleveland.
- **Reimage Terrace Road.** Should the Huron Place Apartment tower be demolished and Forest Hill Park be expanded, Terrace Road will act as a final crossing point between the park and new development across the street. Reimagining Terrace Road could include closing sections of the street or incorporating new elements such as street trees, pedestrian crossings, and bikeways that slow traffic and make crossing safer.
- **Add Street Trees Throughout the Target Area.** Street trees help to beautify the streetscape and make a neighborhood look and feel more aesthetically pleasing and welcoming. Street trees also help with the environment by providing a means for improving air quality, reducing stormwater runoff, providing shade, and mitigating the effects of extreme heat.



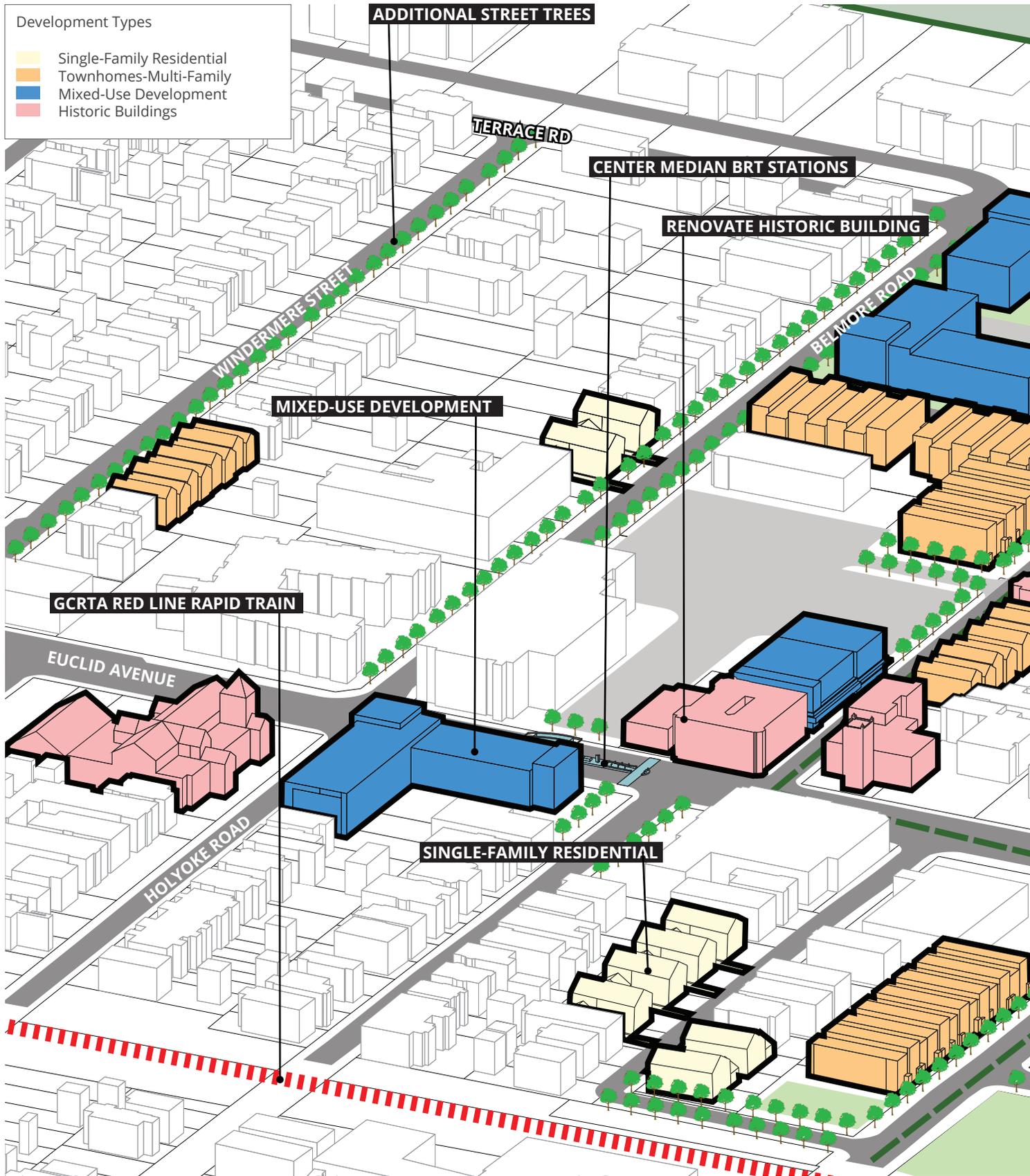
Image: Stephanie Tubbs Jones Health Center in East Cleveland, Ohio, Cleveland Clinic, 2022

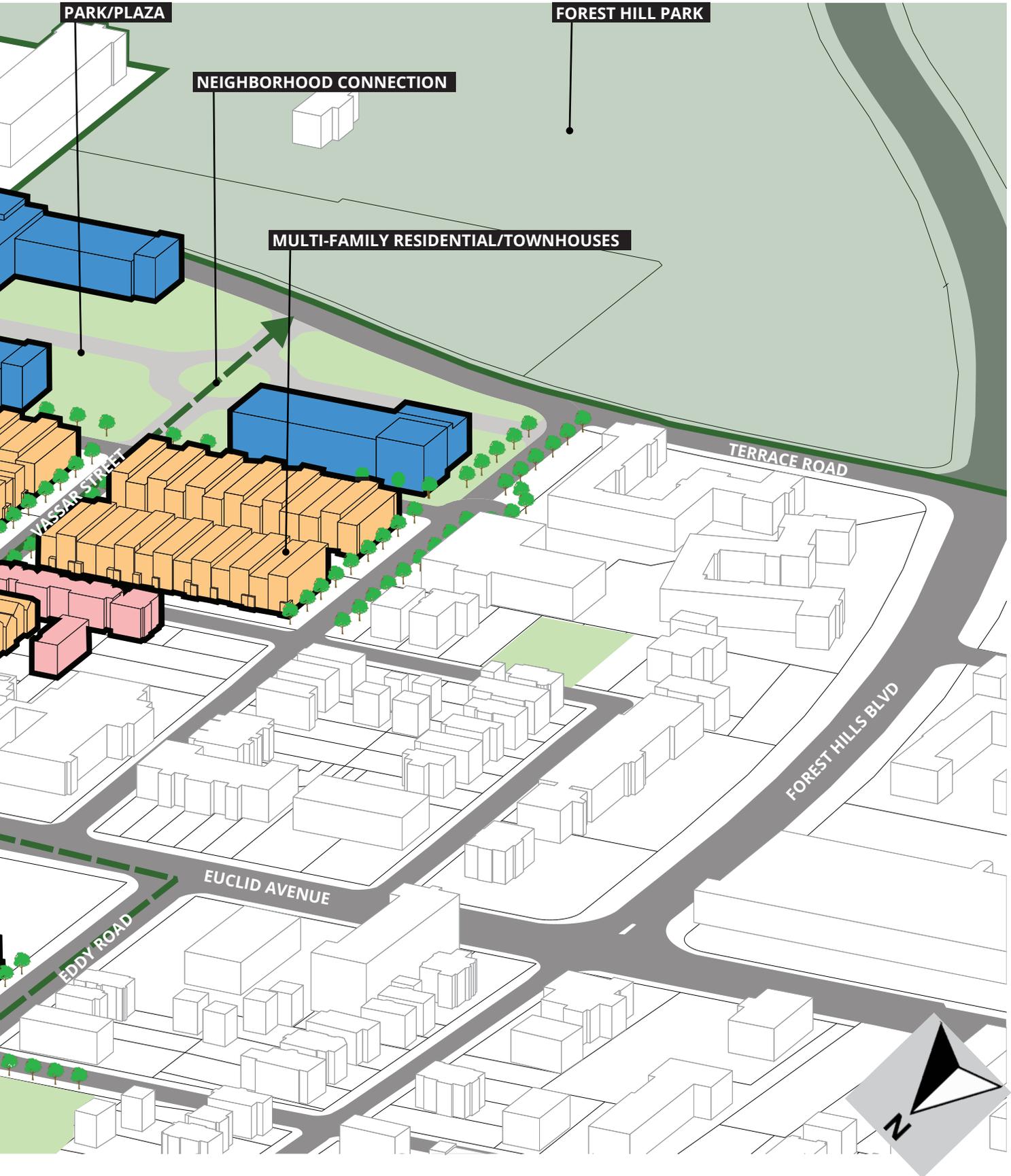


Image: Saint Philomena Church on Euclid Avenue in East Cleveland, Google 2022

TARGET AREA STRATEGIES

HURON ROAD HOSPITAL REDEVELOPMENT ZONE





TARGET AREA STRATEGIES

CITY CENTER

The Euclid Avenue corridor is the main road in East Cleveland. It has historically supported a variety of uses that included residential, commercial, and industrial. Today, the uses along Euclid Avenue have changed due to disinvestments and economic downturns which have left areas along Euclid with closed storefronts and abandoned structures. The City Center Target Area is at the heart of the corridor with such features as the East Cleveland Municipal Center and the GCRTA Windermere Transit Center. This area provides an excellent opportunity to foster future economic development through mixed-use development, infill residential development, and the renovation of historic properties that can link the rapid station to the Municipal Center and Forest Hill Park.

Target Area Assets

Existing assets in the area include the GCRTA Stokes – Windermere Transit Station. The transit station serves most of East Cleveland via multiple bus routes, the Red Line rapid train, and the Healthline BRT.

Another City Center amenity is the East Cleveland Public Library. The library serves East Cleveland residents and visitors and is part of the Clevelnet Library Cooperative, a consortium of 47 library systems across twelve (12) counties in the state of Ohio that offers patrons a wide variety of services. The East Cleveland Library is important neighborhood amenity as another centrally located anchor that fosters local, small businesses.

Vision for the Area

The City of East Cleveland could rebrand this area as a “downtown.” The City Center Target Area, bounded by Elsinore Avenue to the west and Marloes Avenue to the east, is anchored by three landmarks – the Municipal Center, GCRTA Transit Center, and the East Cleveland Library – which are adjacent to one another on Euclid Avenue.

This area provides opportunity for economic revitalization and growth through the development of mixed-use and transit supportive development such as large-scale, mixed-use buildings that could support a grocery store on the first floor and residential on the second and third floors. This could fulfill the need to bring a grocery store and financial institution to East Cleveland, thus improving access to fresh foods, increasing density, and expanding financial opportunity for community members, all in close proximity to a major transit center.

Renovation of the Municipal Center could also provide more opportunities for economic growth because well-established and modernized municipal facilities can anchor new development. East Cleveland should continue phased updates to the Municipal Center.

Through new economic development opportunities, investment in residential, and phased renovation of historic buildings, a reinvigorated City Center Target Area would become a thriving and vibrant community space in the heart of East Cleveland.

STRATEGIES

- **Define and Promote the City Center Area.** Ensuring that the City's central area is clearly defined and identified is important when developing a brand for the area. Strategies could include the construction of gateway signs, wayfinding, city markers, and logos to help identify the area as a destination.
- **Renovate and Update the Municipal Center.** The East Cleveland Municipal Center is the most visible symbol of the City administration to residents and visitors. It is the anchor for the area and serves as a landmark for the City. Preserving this building would enhance the sense of place and help spur new development.
- **Invest in Infill and New Residential Development.** Building density in neighborhoods is important for enhancing the sense of community pride. This could be done through the addition of infill single-family housing on vacant lots on Beresford Avenue and Knowles Street. Additionally, medium density, multi-family housing such as townhouses, small apartment buildings, or quadruplex housing could be constructed in areas with larger vacant parcels or sites like on Debra Ann Lane.
- **Enhance Pedestrian and Bicycle Facilities.** Repairing and filling in gaps in the sidewalk and bicycle facilities would create a neighborhood network, providing residents with reliable routes which are safe for pedestrians and bicycles, and which encourage a healthy lifestyle.
- **Promote Mixed-Use Development.** Mixed-use development in the City Center would help to define the area and promote walkability while spurring economic revitalization, investment, and increased revenues. Mixed-use development typically consists of first floor commercial with residential or other uses on upper floors. A grocery store with residential on the upper levels would address the need for diverse mixed-use development and promote healthy food options.
- **Add Street Trees Throughout the Target Area.** In addition to beautifying streetscapes and enhancing neighborhoods, street trees could raise property values. Street trees also provide environmental benefits such as improving air quality, reducing stormwater runoff, providing shade, and mitigating heat effects.
- **Build a Spine that Connects Windermere Station to Forest Hill Park.** Many of the strategies in this section support the construction of a development and transportation spine that directly connects the Windermere Rapid Station to Forest Hill Park along Beresford Avenue. The spine could include infrastructure improvements such as repaired sidewalks, lighting, and street trees as well as new outlook development on the Windermere property and infill construction on vacant lots. The spine would terminate at an improved entrance to Forest Hill Park.



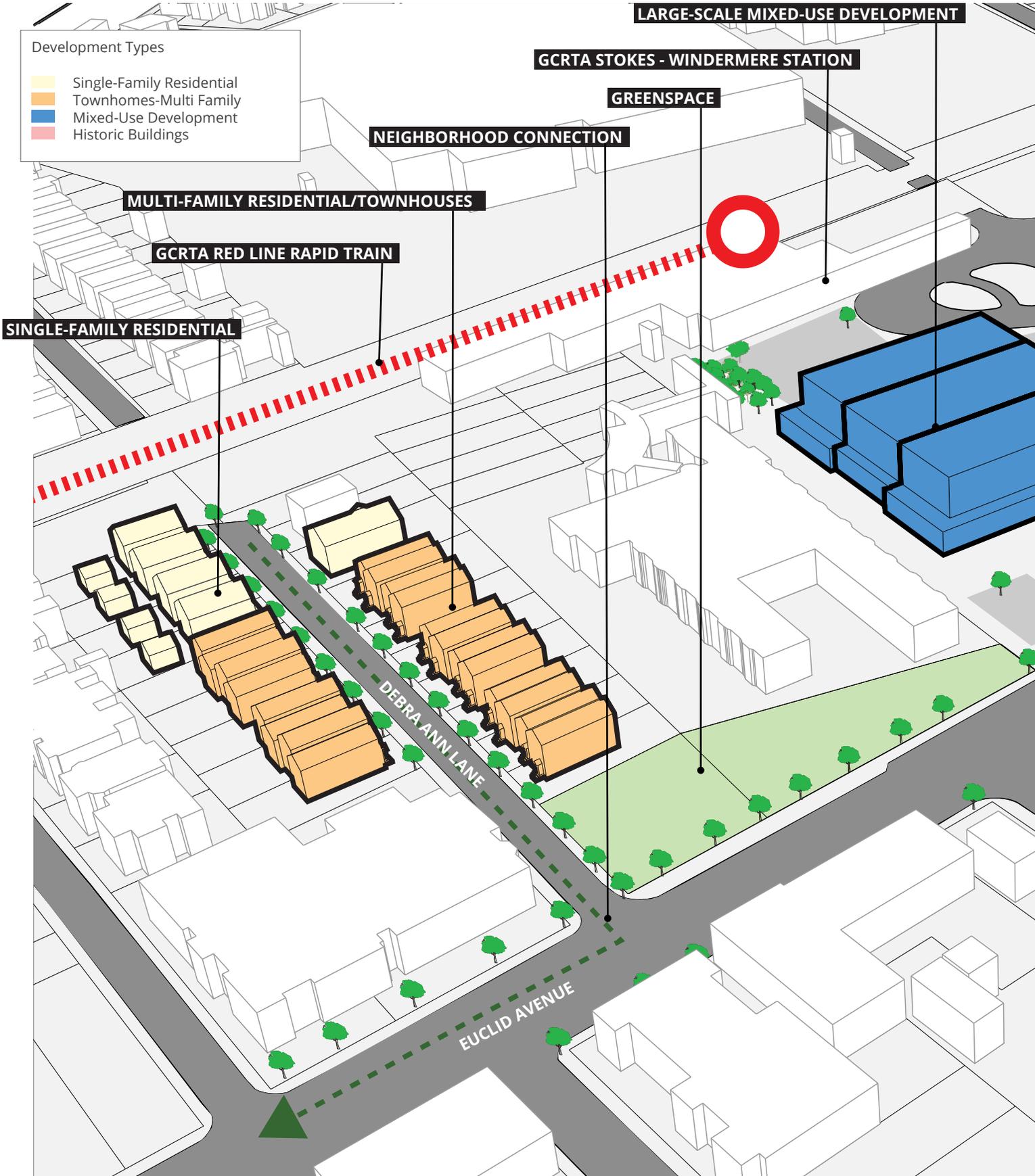
Image: City of East Cleveland Municipal Center, East Cleveland, Ohio, Google 2022

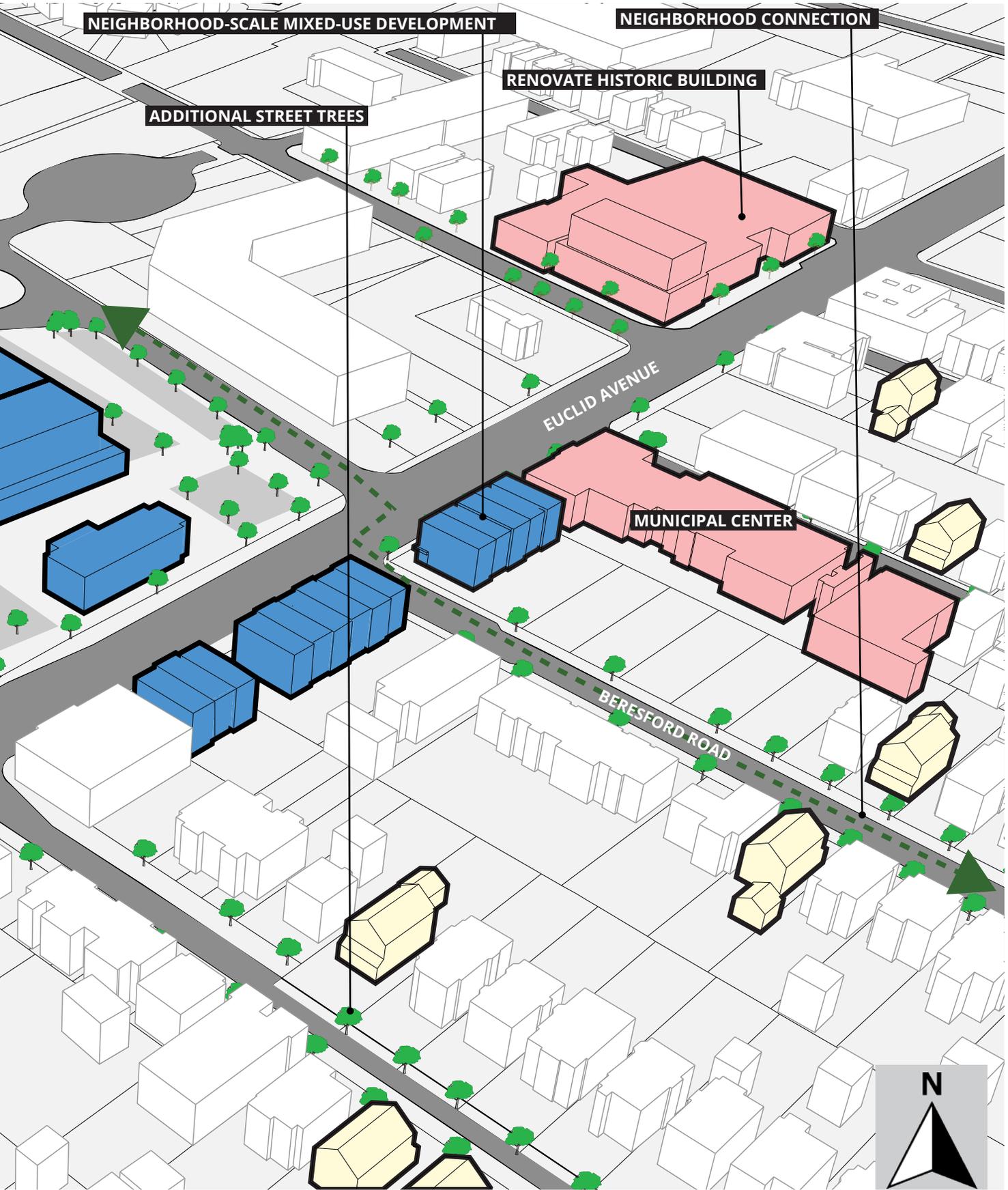


Image: Former Windermere cold storage warehouse in East Cleveland, Ohio, Google 2022

TARGET AREA STRATEGIES

CITY CENTER





NEIGHBORHOOD-SCALE MIXED-USE DEVELOPMENT

NEIGHBORHOOD CONNECTION

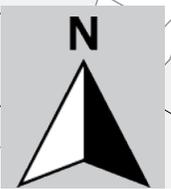
ADDITIONAL STREET TREES

RENOVATE HISTORIC BUILDING

MUNICIPAL CENTER

EUCLID AVENUE

BERESFORD ROAD



TARGET AREA STRATEGIES

PAGE & WYMORE (Option A)

The Page & Wymore Target Area is bounded by Wymore Avenue to the south, railroad tracks to the west, Strathmore Avenue to the north, and Euclid Avenue to the east. Over the past few decades, this area has seen high levels of residential destabilization through foreclosures, property abandonment, demolition, and overall blight and disinvestment.

On this and the following pages, two options have been identified for how to approach reinvestment in this area.

In Option A, East Cleveland should focus on residential investment through the continued removal of neglected properties and strategic land assembly to develop medium density multi-family residential housing and infill single-family housing units, as well as mixed-used development along Euclid Avenue.

Target Area Assets

The Northeast Ohio Regional Sewer District's East Cleveland Community Park is a major asset to the Page & Wymore Target Area. It provides needed greenspace for the community and is a functioning green infrastructure project that helps with stormwater management that helps to reduce pollution flowing into the sewers.

Vision for the Area

Option A

This target area used to have an abundance of large, high density, multi-unit apartment buildings on residential streets fronted by commercial along Euclid Avenue. The general vision for development in the Page & Wymore Target Area is to reinvest in the neighborhood through a variety of low to medium density infill residential development. This can include small, multi-family residential housing structures such as townhouses to attract growing families and multigeneration households. On Page and Wymore Avenues, medium density residential housing structures like townhouses should face and help frame the East Cleveland Community Park.

Along Northfield Avenue, smaller, low density single-family residential structures should be built to support the existing housing that remains in the area. Medium density residential should be concentrated in the Chapman Avenue, Elderwood Avenue, and Strathmore Avenue block because this section of the Page & Wymore Target Area contains large areas of abandoned apartment buildings and adjacent vacant lots that provide an opportunity for larger development.

Mixed-use development should be constructed along Euclid Avenue to support local businesses and entrepreneurs, and efforts should be made to restore historic structures such as the Standard Oil gas station.

STRATEGIES

Option A

- **Promote a Variety of Mixed-Use Development Types on Euclid Avenue.** Having a mixture of small-scale and large-scale mixed-use development provides the best opportunity for this part of Euclid Avenue. Mixed-use development can include active uses such as retail on the first floor with residential or office uses above. This type of building can support local businesses and entrepreneurs while providing economic opportunities in the area.
- **Invest in Infill and New Residential Development.** This would help attract families, multigenerational households, working adults, and students, thereby increasing the population. Investment in residential development brings more people, which also helps support retail and businesses. New developments could include small multi-family structures, townhouses, and single-family infill homes.
- **Rehabilitate Historic Structures.** Rehabilitating key historic structures will help in preserving the character of the area by creating new uses for the buildings. Important historic structures include the Standard Oil building at the corner of Page and Euclid Avenues, that could be reused for retail, restaurants, or other services.
- **Expand and Activate Greenspaces.** Expanding and activating greenspaces in a neighborhood will help to improve the physical and mental well-being of residents while providing places for people to enjoy physical exercise and social interaction. Greenspaces also provide environmental benefits such as reducing heat and noise levels.
- **Add Street Trees Throughout the Target Area.** Street trees enhance neighborhoods and help increase property values. Street trees also improve air quality, reduce stormwater runoff, and reduce the effects of heat.



Image: Former Standard Oil gas station on Euclid Avenue in East Cleveland, Ohio, Google 2022



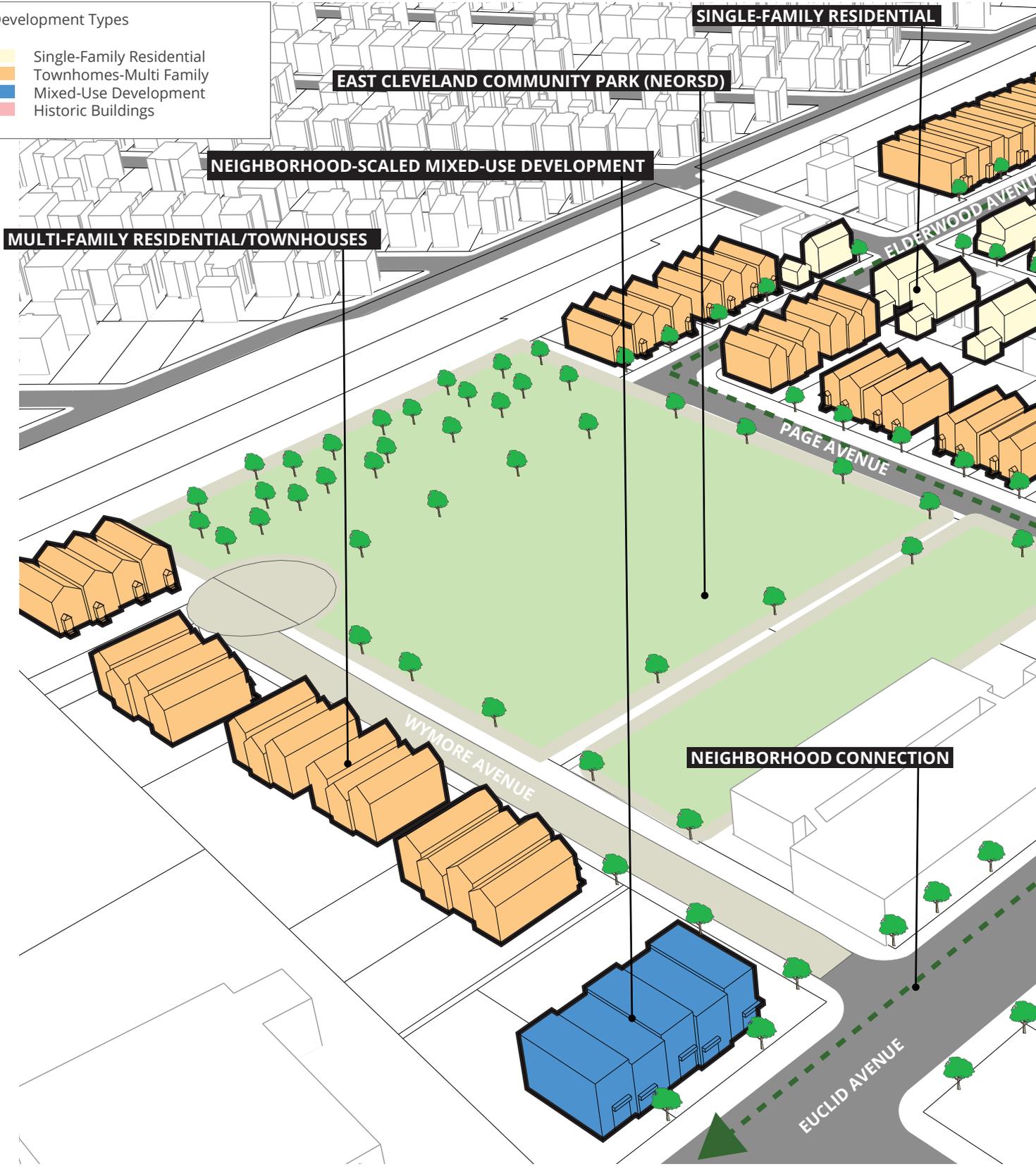
Image: City of East Cleveland mini park and greenspace, Google 2022

TARGET AREA STRATEGIES

PAGE & WYMORE Option A

Development Types

- Single-Family Residential
- Townhomes-Multi Family
- Mixed-Use Development
- Historic Buildings





MULTIFAMILY RESIDENTIAL/TOWNHOUSES

MIXED-USE DEVELOPMENT

GREENSPACE

RENOVATE HISTORIC BUILDING

EUCLID AVENUE

ADDITIONAL STREET TREES

LEE BLVD



TARGET AREA STRATEGIES

PAGE & WYMORE (Option B)

In Option B, East Cleveland should focus on developing an Innovation and Technology Hub to attract innovators, entrepreneurs, start-ups, creators, and researchers to develop ideas and technologies. The Page & Wymore area could support both medium density multi-family residential housing, as well mixed-use and light industrial development along Euclid Avenue.

Target Area Assets

The Northeast Ohio Regional Sewer District's East Cleveland Community Park is a major asset to the Page & Wymore Target Area. It provides needed greenspace for the community and is a functioning green infrastructure project that helps to reduce pollution flowing into the sewers.

East Cleveland School's Shaw High School is in close proximity to this target area, located at Stanwood Road and Euclid Avenue. Shaw High has received recognition locally, regionally, and nationally for its academic, athletic, and music curriculum and programs; and recently was awarded the College Board AP Computer Science Female Diversity Award for achieving high female representation in Advanced Placement (AP) Computer Science Principles. Shaw High School students have the opportunity to take Advanced Placement level courses and other career and technology curriculum. An Innovation and Technology Hub could partner with the school to provide educational and technical training to students and help support new innovators and entrepreneurs in the community.

Vision for the Area

Option B

While Option A focuses on neighborhood reinvestment through the development of low to medium density infill residential structures like townhouses, Option B for the Page & Wymore target area recommends the development of an Innovation and Technology Hub. In this option, the commercial area fronting Euclid Avenue between Chapman Avenue and Strathmore Avenue would become a reimagined hub for innovation and technology that builds on nearby healthcare and manufacturing centers. This could provide opportunities for entrepreneurs, start-ups, researchers, educators, and community members.

An Innovation and Technology Hub could complement the adjacent neighborhood, diversify local employment opportunities, and provide tax revenues for the City. By combining new innovation and technology investments with workforce training, this could expand opportunities for existing residents as well as newcomers.

STRATEGIES

Option B

- **Develop an Innovation and Technology Hub along Euclid Avenue.** Develop an area that incorporates a space for entrepreneurs, researchers, startup firms, incubators, and community members to collaborate and develop new and innovative technologies. This would provide the area and the City with job opportunities and tax revenues along Euclid Avenue, an existing transit spine that is wired for high-speed internet and connects with University Circle and Downtown Cleveland.
- **Continue Investment in Infill and New Residential Development.** Investing in residential development helps to attract and support other construction, along with attracting households, multigenerational families, working adults, and students, thereby increasing the population.
- **Renovate Important Historic Structures.** This will help preserve the character of the area. Updating key residential structures such as the twin apartment buildings on the corner of Northfield Avenue will connect existing residential structures with new residential and mixed-use development in the area.
- **Expand and Activate Greenspaces.** Expanding and activating greenspaces in a neighborhood will help to improve the physical and mental well-being of residents while providing places for people to enjoy physical exercise and social interaction. Greenspaces also provide environmental benefits such as reducing heat and noise levels.
- **Add Street Trees Throughout the Target Area.** Street trees enhance neighborhoods and help increase property values. Street trees also improve air quality, reduce stormwater runoff, and reduce the effects of heat.



Image: Cincinnati Innovation District, Cincinnati, Ohio, Google 2022



Image: Page Avenue residential street with adjacent vacant lot, East Cleveland, Ohio, Google 2022

TARGET AREA STRATEGIES

PAGE & WYMORE Option B

Development Types

- Single-Family Residential
- Townhomes-Multi Family
- Mixed-Use Development
- Historic Buildings



MULTI-FAMILY RESIDENTIAL/TOWNHOUSES

INNOVATION & TECHNOLOGY HUB

EUCLID AVE TO ELDERWOOD AVE CONNECTOR AND GREENSPACE

RENOVATE HISTORIC BUILDING

ADDITIONAL STREET TREES





FUTURE CHARACTER AREAS

WHAT IS A FUTURE CHARACTER AREAS MAP

The Future Character Areas Map generally describes the uses and types of development desired in areas of the City as it redevelops over the next 10-20 years. The Future Character Areas Map considers current zoning and land uses in the City as well as common development characteristics in each area, ongoing development pressures, and the City's desired future. The Future Character Areas map is shown on Map 11 on page 59.

HOW TO USE THE FUTURE CHARACTER AREAS MAP

The Future Character Areas Map can be used by City officials, property owners, and developers to make informed decisions regarding development and redevelopment within the City of East Cleveland. Development decisions should be informed by the Future Character Areas Map, and in general, should conform with the designated areas. However, unforeseen circumstances and opportunities of specific development plans could override the Future Character Areas designation of the property or area.

Future Character Areas are not the equivalent of zoning. They do not legally permit or prohibit specific uses, density, or intensity of uses, or other development on properties. They are a tool to guide land use policy decisions and may lead the city to update zoning in these areas to match the desired future development. The Future Character Areas should be regularly reviewed to ensure that they continue to promote the desired land use and development patterns. It is the goal of the Future Character Areas map that in 10-20 years, areas of incompatible uses will be redeveloped, and the land use patterns currently shown in Map 2 on page 11 will then look more like the Future Character Areas Map shown on page 59.

MAP 11 | CITY OF EAST CLEVELAND FUTURE CHARACTER AREAS



LEGEND

Future Character Areas

- Mixed-Use
- Neighborhood Commercial
- Medium Density Residential
- Light Industrial
- Greenspace

City Elements

- - - Enhanced Transit Corridor
- Nodes
- ★ Landmarks
- Edges

FUTURE CHARACTER AREAS

FUTURE CHARACTER AREA DESCRIPTIONS

Based on the existing land use, development patterns, and potential redevelopment opportunities, the City of East Cleveland has been categorized into four (4) different Future Character Areas with four (4) city elements to help guide development and redevelopment opportunities within and around those areas. Together, these components describe the type of development or redevelopment appropriate for that area. The Future Character Areas Map was generated by examining existing land use, development patterns, and issues throughout the City of East Cleveland.

MIXED-USE DEVELOPMENT

Development that includes two or more different uses such as residential, office, or commercial/retail designations. This includes combining different uses on a single site, or in a single building. Special design guidelines could apply to mixed-use development to encourage walkable designs.



NEIGHBORHOOD COMMERCIAL

Small-scale main street development on a smaller scale than mixed-use development. Retail and Service uses are typically geared towards the local population.



MEDIUM DENSITY RESIDENTIAL

Medium density housing can be a mixture of multi-family, townhouses, apartments, cottage-style, or cluster development with scale and height that is appropriate for single-family neighborhoods. This should transition from denser housing closer to Euclid Avenue to single-family further away.



LIGHT INDUSTRIAL

Freestanding and campus style developments. Typical uses include light manufacturing, processing, assembly, and limited warehousing and distribution. Restricted outdoor operations and storage.



GREENSPACE

Expanding the greenspace from south of Forest Hill Park towards Terrace Road could provide additional recreation areas that also enhance neighborhood qualities and provide environmental benefits.



CITY ELEMENTS DESCRIPTIONS

City Elements are the physical qualities within a community that define and characterize an area. Understanding these characterizations help people to visualize, locate, and identify major elements of an area, thereby creating a sense of place. Combined with the Future Character Areas, City Elements describe the type of development or redevelopment appropriate for an area within the City of East Cleveland.

ENHANCED TRANSIT CORRIDOR

An expanded transit corridor along Euclid Avenue would promote economic development that supports walking and biking activities that complement pedestrian-scale developments and public transit.



NODES

Central or connecting points in a neighborhood that have a mix of residential, commercial, and institutional buildings such as housing, shopping areas, and libraries.



LANDMARKS

Major or minor points of reference that could serve as marks to a boundary of land. They can also be points of unusual historical and usually aesthetic interest in a community.



EDGES

Linear elements that are usually boundaries between two areas, districts, or nodes. Edges may also be continuous and impenetrable to cross.



IMPLEMENTATION STRATEGIES





IMPLEMENTATION STRATEGIES

This section is a tool to guide the implementation of the recommendations in this plan. It provides strategies to align actions and policy to accomplish future development goals. Funding strategies, potential partners, and other helpful resources are also identified.

This plan is designed to be flexible in terms of its recommendations and implementation, and should be updated as circumstances change. It is designed to provide East Cleveland with a menu of options to choose from to help achieve its goals for development in the City. Changes in the economy, technology, community support, and available resources should be regularly evaluated against the recommendations. This flexibility will allow the community to take advantage of opportunities and potential cost savings when constructing projects or evaluating new policies and programs. Implementation is the goal of any planning process, and the steps to get there will vary.

The future of the land use and development of East Cleveland is ultimately up to the policies the City pursues and the development decisions it makes. This plan is a guide to help the community make those decisions.

IMPLEMENTATION STRATEGIES

It is intended that this Land Use Strategic Plan will be used by the City of East Cleveland—as well as property owners and developers—when deciding where, when, and how to make investments. A viable implementation program—one that sets forth specific action items—is a valuable tool to ensure that recommendations are acted upon.

ACCOUNTABILITY

This Land Use Strategic Plan is a policy guide, not a law. This allows flexibility to ensure that decisions are specifically tailored to on-site conditions, changing needs or desires, and financial or other considerations. This also means that implementation can fall by the wayside if the plan is not actively pursued. This plan should be used as a guide to inform decisions as development and redevelopment is implemented. City officials, staff, Planning Commission, and City Council members should take an active role in continuing to use this plan in development and land use decisions.

Additionally, a Land Use Strategic Plan Implementation Committee could be instrumental to ensure progress and periodic updates to the plan and to develop a system of accountability. The Plan Implementation Committee could be a mix of elected City officials, Council members, departmental directors and staff, residents, and community members who would meet on a regular basis. The Committee could also be empowered to work with and utilize the resources of other municipalities, community and economic development groups, regional agencies, and nonprofits where appropriate.

COLLABORATION

It is important to recognize that there are factors that impact the City that are beyond its control. In such cases, it is important to forge and maintain supportive partnerships with those who can provide assistance. In addition, because cities across the County and State are facing financial challenges, it is becoming more important than ever to engage firms, institutions, and citizens to collaborate in the work of government. The Land Use Strategic Plan identifies opportunities for engaging with other entities in developing mutually beneficial programs. With this in mind, the City can serve as a champion and supporter to help spur collaborative actions.

POTENTIAL PARTNERS

Successful implementation is made possible through collaboration between the City and other public agencies, educational institutions, non-profits, local businesses, and other local groups. The East Cleveland Land Use Strategic Plan identifies several local, regional, state and national entities with whom the City can partner.

In most developments, construction is completed by private or non-profit entities. The City can assist in these projects and many funding sources are available to non-profits and community groups. Thus, it is important for the City to partner with and support these organizations, so they can implement projects that enhance East Cleveland.

POTENTIAL PARTNERS	DESCRIPTION
Cleveland Clinic -Stephanie Tubbs Jones Health Center	Provides preventative health services and collaborates with non-profits to fulfill other community needs such as food security
Cleveland State University	Worked with East Cleveland on the City of East Cleveland Visioning Project and could potentially provide additional technical assistance
University Circle Inc.	Responsible for developing, serving, and advocating for University Circle through beautification projects, events, and business development
Cuyahoga Land Bank	Acquires vacant and abandoned foreclosed properties to return them to productive use and works closely with cities
Greater Cleveland Regional Transit Authority (GCRTA)	Provides resources for bus stop considerations and design, and works closely with cities to engage the community
Northeast Ohio Areawide Coordinating Agency (NOACA)	Provides technical and financial assistance for transportation-related matters to communities in the northeast Ohio region
Northeast Ohio Regional Sewer District (NEORSDD)	Leads effective wastewater and stormwater management in the region including green infrastructure projects
Western Reserve Land Conservancy	Through its urban program, Thriving Communities, it works statewide to create healthier urban environments by transforming vacant lots and increasing the tree canopy
Ohio Department of Transportation (ODOT)	Supports the state highway system and promotes transportation initiatives statewide such as active transportation

IMPLEMENTATION STRATEGIES

FUNDING STRATEGIES

The Implementation section is meant to serve as a guide; however, funding streams and partners can and will change over time. New resources, as they arise, should be evaluated against planned action items.

There are various funding strategies available to help the City of East Cleveland. In many cases, the City will need to utilize a combination of methods to close funding gaps and achieve the desired outcomes. In the next couple of pages there are several funding options typically used for municipal financing. Some of these options are not directly done by or led by the City; rather, the City can play an important supporting role by encouraging community members and organizations. Each option needs to be evaluated to determine if it fulfills both short term needs and long term goals. Any funding approach requires a considered and formed implementation strategy paired with a long-term commitment to deliver results and strengthen East Cleveland.

General Fund

A city's general operating fund or budget typically pays for operations and expenses. This revenue primarily comes from taxes and is allocated to various city departments and citywide functions through city council and its annual budget processes.

Grants

Grant funding provides significant opportunities for communities and organizations to acquire capital for projects throughout Ohio and the United States. Applying to various grants can be a large undertaking that requires specific attention and time, thus having an experienced Grant Writer is helpful to be able to acquire the necessary grants in a timely manner. A grant writer can communicate the specific departmental resources and needs, streamline and coordinate the application process, and work with partners to ensure timeliness and consistency. Most importantly, grant applications submitted will align with and support the goals of the East Cleveland Land Use Strategic Plan.

Public/Private Partnership

The Public/Private Partnership is an often used as a mechanism for economic development that typically involves the use of public financial assistance programs and interventions in partnership with the private sector to facilitate development outcomes. These types of partnerships typically are used to support real estate projects that align with public policy objective, but would not be possible without public participation.

Special Districts

Special Districts such as a Tax Increment Financing District (TIF) or Special Improvement District (SID) are two options where money collected in a designated area can be used for unique services such as park improvements, event operations, infrastructure, and maintenance. In a SID, property owners in a defined geographic area elect to pay an additional assessment in order to fund public improvements and services that may benefit the district. These improvements are aimed at improving the vibrancy, safety, and cleanliness of the area and could include district ambassadors or maintenance operations. As Euclid Avenue continues to be redeveloped and businesses start to grow, a SID should be considered.

For more information on SIDs, visit: <https://www.countyplanning.us/resources/guidebooks/special-improvement-districts-guidebook/>

TIF Districts

In a TIF district, municipalities issue bonds to pay for the cost of infrastructure or other eligible improvement projects as part of redevelopment. As new buildings and projects are completed, the increased future property tax revenues in the TIF district are captured and used to retire the debt that was created to fund the public improvement projects within the community. In many cities, TIF revenue has been used towards park maintenance, improvements, or acquisition.

For more information on TIF districts, visit: <https://development.ohio.gov/business/state-incentives/tax-increment-financing>

IMPLEMENTATION STRATEGIES

ADDITIONAL RESOURCES

FUNDING & RESOURCES GUIDEBOOK CUYAHOGA COUNTY PLANNING COMMISSION

The Funding and Resources Guidebook is a library of grants, tools, and available assistance in Cuyahoga County. The Guidebook provides useful information to the communities and eligible nonprofit organizations of Cuyahoga County that provide services to citizens. It can be utilized to find funders that will pay for projects and resources to help in the delivery of services.

Source Link: <https://www.countyplanning.us/resources/guidebooks/funding-and-resources-guidebook/>



INFILL INCENTIVE OPTIONS SINGLE-FAMILY ZONING ANALYSIS: INFILL RESOURCES CUYAHOGA COUNTY PLANNING COMMISSION

The Single-Family Zoning Analysis is a project of the Northeast Ohio First Suburbs Consortium in partnership with the Cuyahoga County Land Bank, facilitated by the Cuyahoga County Planning Commission.

Residential infill development is new construction of housing on vacant lots within established neighborhoods, often where homes have been demolished. Infill housing can bring new investments and opportunities to neighborhoods while diversifying the local housing stock.

The Infill Incentive Options report outlines best practices and tools for improving zoning regulations and policies that First Suburb communities such as East Cleveland can use to incentivize new single-family infill.

Source Link: <https://www.countyplanning.us/projects/first-suburbs-single-family-zoning/>



This page left intentionally blank.



County Planning

FOR OUR COMMUNITY
FOR OUR REGION
FOR OUR FUTURE