LAND USE STUDIES

INDUSTRY

OFFICE

GOVERNMENT/INSTITUTION

RETAIL

HOUSING

HOTEL

PUBLIC OPEN SPACE

INDUSTRY

Industrial activity in downtown Cleveland has declined in recent years, reflecting both historic trends in the composition of downtown employment and increasing competition for land from non-industrial uses. While this trend is likely to continue over the plan period, industrial activity will remain in the Port of Cleveland and the Lakeside Industry districts and will continue to be an important factor in Flats Oxbow.

Background

Industrial activity has always played an important role in shaping the economy of downtown Cleveland. Following the completion of the Ohio Canal in 1832, the city experienced significant growth in wholesale, warehousing, and manufacturing activity. Flats Oxbow and the Industrial Valley areas contain a wide variety of manufacturing firms, ranging in scale from small job shops to steel mills, oil refineries, and large, multi-story manufacturing plants.

Beginning in the 1960's, the industrial base of downtown Cleveland began to shrink as firms closed obsolete facilities in favor of modern, more conveniently-located facilities outside downtown Cleveland. The process of market-driven de-industrialization was supplemented by the Erieview Urban Renewal Program and the expansion of the Cleveland State University campus, both of which removed industrial and distribution uses from downtown. This transformation has continued in recent years. By 1985, areas such as the Warehouse District and Flats Oxbow North had lost much of their industrial character and were actively undergoing conversion to mixed-use development.

Forecast

Industrial activity in downtown Cleveland is likely to continue to decline over the plan period and industrial firms occupying prime locations are likely to continue to experience intense competition for space from office, retail, housing, and entertainment uses. Despite this general trend, however, four downtown districts are projected to retain significant industrial activity during this period: the Port of Cleveland, the Lakeside Industry District, Flats Oxbow North, and Flats Oxbow South.

The Port of Cleveland serves the region as the major entry point for domestic and foreign raw materials and manufactured goods. In return, lake and ocean-going vessels load cargoes of locally produced industrial products. Between 1980 and 1987, the Port's annual tonnage increased significantly, from 335,000 to 700,000 tons. The Cleveland-Cuyahoga County Port Authority projects 8 to 10 percent annual increases in tonnage through the 1990's. Tonnage increases beyond this level will be dependent on changes in the local, regional, and world economies. Port employment is expected to remain steady, not increasing beyond the current 350 to 400 administrative, stevedore, and heavy equipment operator jobs.

To accommodate anticipated tonnage increases, the Port of Cleveland must upgrade and, where necessary, replace key facilities. Anticipated projects through the year 2000 include construction of a dry bulk storage facility, lengthening and deepening of dock slips, and improving truck and barge transportation capacity.

Future Port development will occur incrementally and will involve the replacement of city-owned piers that are to be converted to non-port use to serve the North Coast Harbor project. As Piers 30 and 32 revert to the City of Cleveland, the Port Authority plans to improve Piers 20 through 28. This will result in port operations being confined to the area bounded by West 3rd Street, the Conrail tracks and the Cuyahoga River.

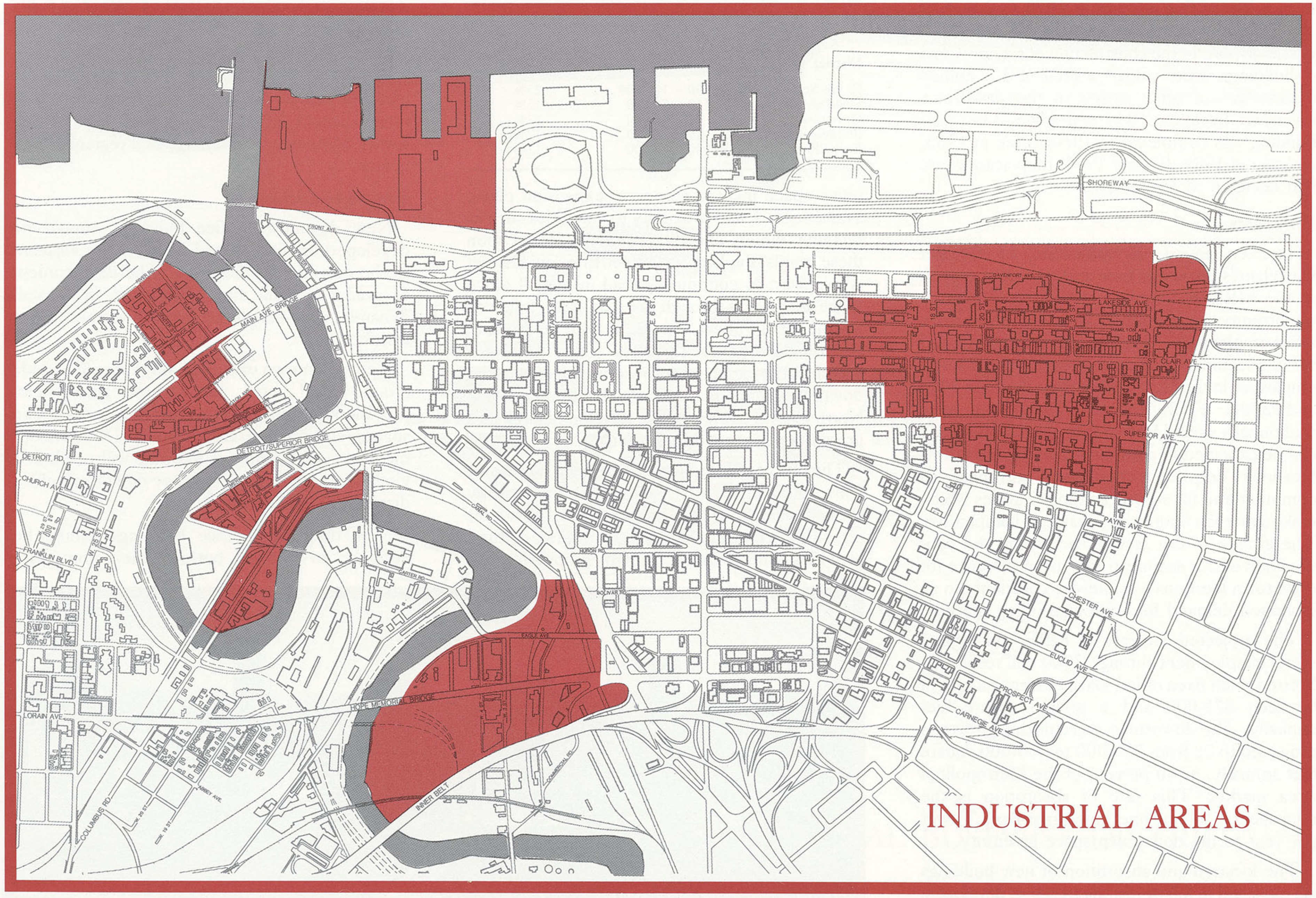
The Lakeside Industry District is bounded by East 18th Street on the west, the Conrail tracks on the north, Superior Avenue on the south, and the Innerbelt on the east. The district contains small manufacturing and service firms and had an employment base of over 5,500 in 1987. Lakeside Industry has been a relatively stable district with a vacancy rate of approximately eight percent. As the downtown office market has grown, the district has become an increasingly attractive location for service, distribution and light manufacturing firms which find proximity to the downtown core and to the city's freeway network advantageous.

Port of Cleveland

Based on past trends and projected development elsewhere in downtown, the Lakeside Industry District is projected to remain an attractive area for smaller industrial firms. As the number of suitable alternatives downtown decrease, the district will increasingly be viewed as an attractive in-town industrial area.

Flats Oxbow North and South encompass approximately 620 acres of land adjacent to the downtown core. The traditional heart of Cleveland's industrial base, Flats Oxbow has undergone a profound and rapid transformation from a manufacturing to a mixed-use area. In 1981, manufacturing firms accounted for 46 percent of the 276 firms surveyed by the Flats Oxbow Association. By 1985, manufacturing had declined to 34 percent of 271 businesses surveyed. At the same time, wholesale, retail, and service firms increased from 40 percent to 51 percent of firms surveyed.

Based on past trends and projected growth in retail, office, and residential development in downtown, Flats Oxbow is likely to continue the transformation to a mixed use district throughout the plan period. Industrial activity will continue to be an important part of the Flats Oxbow Districts. Its presence will contribute to the mix of uses that makes Flats Oxbow a unique and vital place.



Policies

- Encourage the retention and improvement of the four principal downtown industrial districts: the Port of Cleveland, the Lakeside Industry District, Flats Oxbow North, and Flats Oxbow South.
- Maintain and upgrade basic infrastructure in these districts: roads and bridges, sewer, water, and power systems.
- Provide basic city services at a level of quality sufficient to retain existing businesses and attract new businesses to these districts.
- Encourage a high level of design quality in public and private investment within these districts by utilizing strict code enforcement, design review, and financial incentive programs.
- Encourage area stakeholders to promote their areas as unique, centrally-located industrial districts.

OFFICE

Downtown Cleveland had 19.4 million square feet of office space in 1985 and is expected to absorb an additional six million square feet of space by the year 2000. Downtown's performance as a regional office center can be enhanced by the development of high quality retail, housing, hotel, entertainment, and recreational projects in and around the Central Business District and by improving the transportation network serving downtown.

Background

The steady employment growth which occurred during the early 1980's in the finance, insurance, and real estate (FIRE) and service sectors of the Greater Cleveland economy greatly increased demand for office building construction and renovation in downtown Cleveland. Increasing levels of downtown FIRE and service sector employment contrasted with the decline in the area's traditional manufacturing sector employment during this period. As a result, the downtown office space market has played an increasingly important role in the economic well-being of Northeast Ohio.

During the years from 1979 to 1986, the downtown office space inventory increased by 35 percent, from 15.3 million square feet in 86 buildings to 20.8 million square feet in 95 buildings. This compares to a metropolitan area (Cuyahoga and Lake counties) total of 29.8 million square feet, up from the 23.2 million square feet present in 1981. By 1986, downtown office space constituted 70 percent of the total available supply in the metropolitan area. During the period 1982-1986, the downtown absorbed over 1.4 million square feet, for an annual average of 285,000 square feet, while the metropolitan area market absorbed 3.1 million square feet or 620,000 square feet annually. Thus, downtown accounted for 45 percent of the overall metropolitan area absorption rate.

Vacancy rates for downtown space have ranged from a low of five percent in 1979 to a high of 19 percent in 1986. The latter figure is attributable, in part, to the construction of six new Class A buildings which added a total of 3.7 million square feet of office space to the downtown inventory between 1980 and 1985. One new building was completed in 1980, three in 1983, and two in 1985. By mid-1987, the vacancy rate had declined to 15 percent.

Forecasts

The continued diversification of Greater Cleveland's economic base and attendant growth in the FIRE and service sectors represents an opportunity for continued growth in downtown office employment. Employment in the FIRE and service sectors is projected to increase by 54,000 employees in the Metropolitan Area between 1985 and 2000. FIRE sector organizations have traditionally valued face-to-face client contact and can be expected to continue to select downtown locations despite technological advances in computer and fiber-optic communications which make suburban locations increasingly competitive. The growth of the service sector and the continuation of this sector's traditional preference for downtown locations will likewise contribute to an increased demand for additional office space.

The projected increase in FIRE and service sector employment through 2000 will result in a Metropolitan Area office space absorption rate of between 875,000 and 1 million square feet annually. The downtown share of this growth is projected to be from 350,000 to 450,000 square feet annually, or 40 percent of the Metropolitan Area market. This rate of absorption is the equivalent of adding one Ameritrust Bank Tower per year to the downtown space inventory.

The location and absorbtion of new buildings are expected to follow historic trends as developers continue to construct and tenants continue to occupy buildings in areas where similar structures have gained market acceptance.

Other factors likely to affect the location and subsequent absorption of additional downtown office space include corporate expansion plans, available land, and proximity to amenities such as retailing, dining, and entertainment. Based upon these trends, the East 9th Street/Erieview District is expected to continue to lead in overall office space absorption through the year 2000, followed by the Mall/Public Square, Playhouse Square, and Euclid/Prospect Districts. The Downtown Lakefront is expected to become a factor in the downtown office market with the completion of North Coast Harbor and the development of sites in and adjacent to this district.

Annual Absorption of Office Space by District

District	Annual Absorption in Sq. Ft.	Percent of Downtown Market
E. 9th St./Erieview	90 – 120,000	25%
Mall/Public Square	50 – 70,000	15%
Downtown Lakefront	45 – 60,000	13%
Playhouse Square	40 – 55,000	12%
Euclid/Prospect	40 – 50,000	11%

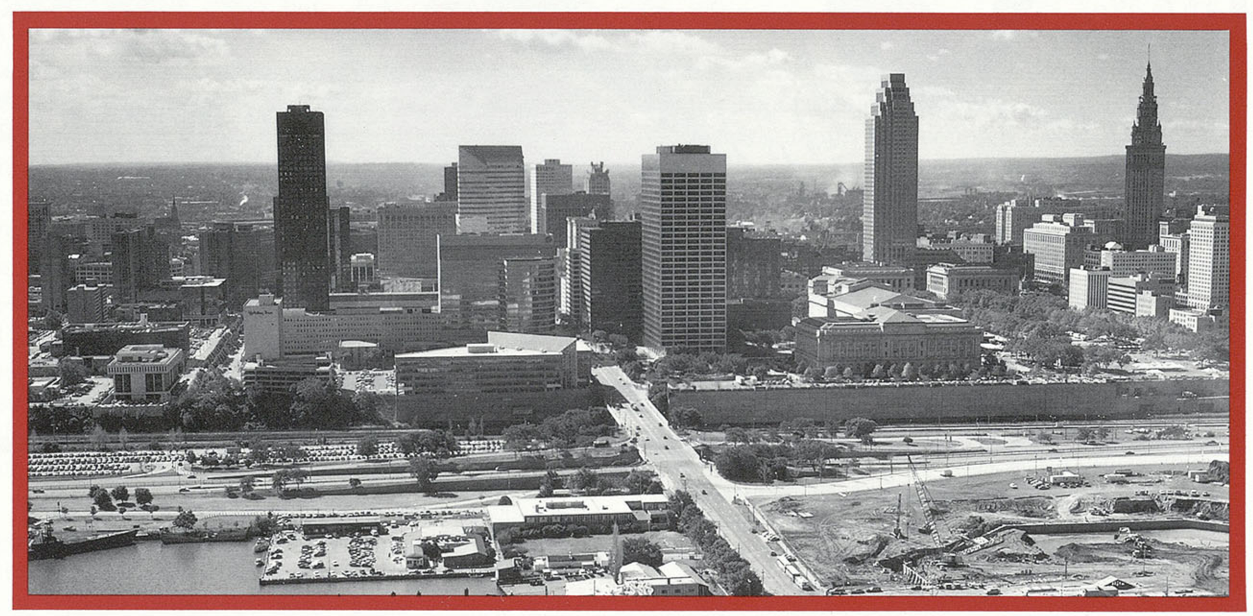
The rate of office space absorption in downtown Cleveland can be increased most effectively by strengthening downtown as the regional center for retailing, entertainment, recreation, cultural activities, and housing. And by improving the downtown transportation network, these activities and amenities together can transform downtown into a dynamic urban center. Continued development of downtown housing and retail and completion of projects such as Playhouse Square and North Coast Harbor will all contribute to Downtown's competitive advantage as a regional office center.

Design Guidelines

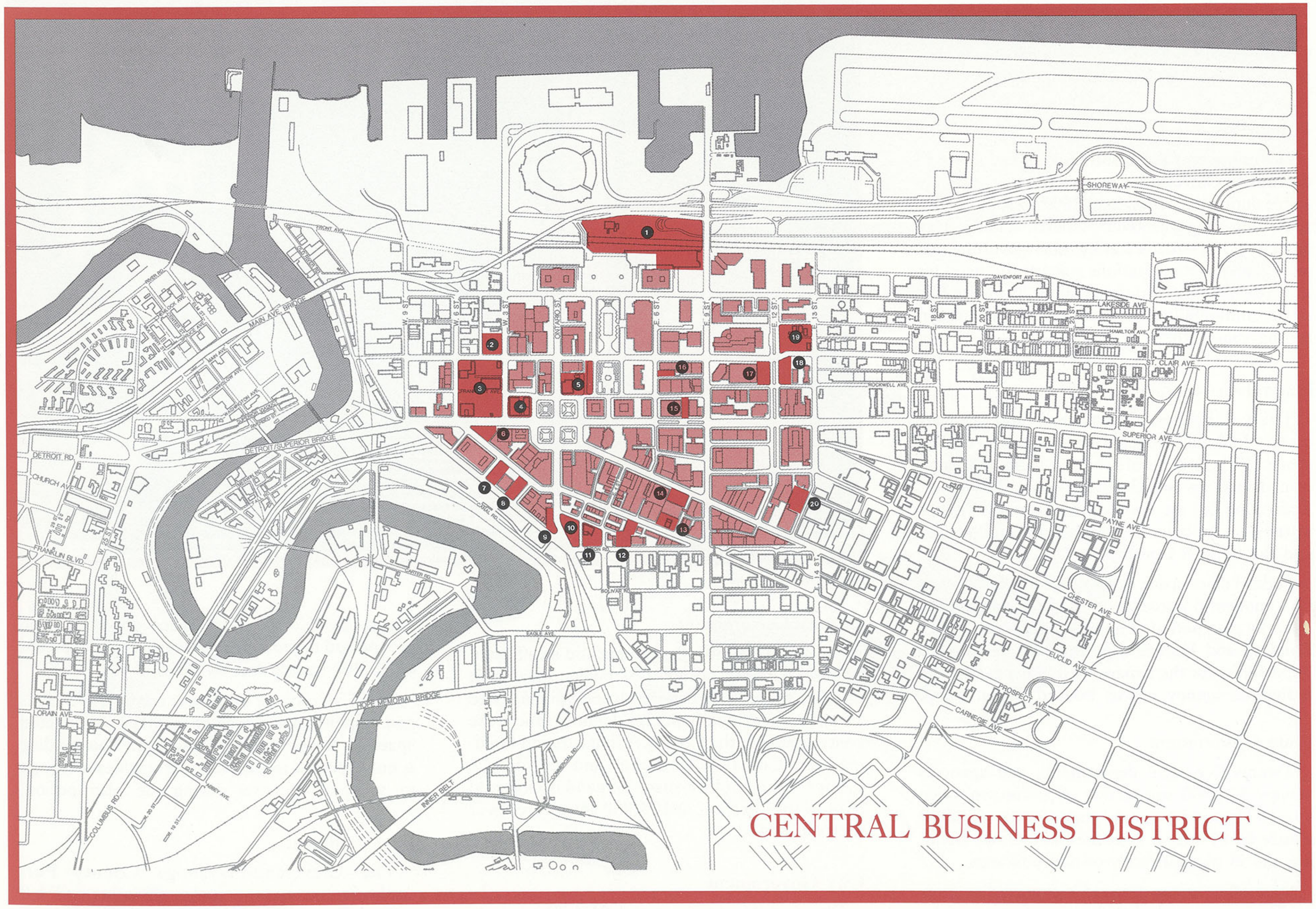
New downtown office buildings should be developed on sites in and immediately adjacent to the downtown office core. The development of available in-fill sites will result in a vital, dynamic, and spatially-efficient downtown office district.

New downtown office buildings should include ground level retail and, where appropriate, provision for pedestrian connectors, public open spaces, and public transportation. The development of such amentities likewise will result in a vital, convenient, and attractive downtown office district.

New downtown office buildings should be designed to respond both to their immediate



Downtown Office Core



LEGEND

Office Sites

Central Business District

surroundings and to the major downtown view corridors and vistas. Provision should be made in the design of new office buildings for dramatic night illumination. A memorable skyline will result from such attention to context.

Policies

- Promote downtown Cleveland as the most attractive office center in Northeast Ohio.
- Improve downtown's competitive position by maintaining the physical environment of downtown and by encouraging public and private investment which upgrades the appearance and vitality of downtown as an office district. Consider appropriate incentives when necessary to ensure that downtown Cleveland continues to absorb the dominant share of the regional office market.
- Promote the creation of a compact, convenient downtown office district by focusing major downtown office development projects within the core of the Central Business District. Support and encourage the development of well-designed pedestrian connectors which link office buildings to each other and to downtown's retail areas.
- Promote diversity in downtown office development by encouraging first floor retail, mixed-use development, and innovative design. Avoid creation of "office ghettos" by encouraging retail, residential, hotel and entertainment uses in and adjacent to office projects.
- Encourage the development of conveniently located, well-designed off-street parking to serve downtown office development. Wherever possible, promote joint use of parking garages and the development of first floor retail in garages located on major thoroughfares.
- Provide high-quality public transportation to and within the core of the Central Business District. Upgrade the quality of the downtown public transportation network by supporting the continued improvement of the Regional Transit Authority's bus system and by undertaking capital improvements identified as feasible by the Dual-Hub Corridor Alternatives Analysis.

GOVERNMENT/INSTITUTIONAL

Governmental and institutional office space occupied 11 million square feet of space in 1985 and is expected to grow modestly to approximately 11.6 million square feet by the year 2000. Governmental offices currently occupy space in over 150 buildings in downtown Cleveland. The opportunity exists to consolidate governmental operations and to create convenient, well-designed public service centers in and adjacent to downtown. Government and other public institutions also own approximately 740 acres of land in downtown. The opportunity exists to utilize these public holdings to encourage and complement the development of surrounding areas.

Background

Downtown Cleveland is the seat of government for the City of Cleveland and Cuyahoga County and houses the regional offices of the federal and state governments and the headquarters of other major governmental institutions, including the Cleveland Board of Education, the Cleveland Public Library, the Federal Reserve Bank (District IV), Cuyahoga Metropolitan Housing Authority, the Greater Cleveland Regional Transit Authority, and other regional institutions. In addition, downtown is the home of Cleveland State University.

Governmental and institutional offices together absorb approximately 11 million square feet of downtown office space in 94 buildings. Leased office space in 30 privately-owned buildings accounts for approximately one million square feet or about 9 percent of this total.

Governmental office space is concentrated in and adjacent to the Mall/Public Square District, Cleveland's traditional government center. Only the Frank J. Lausche State Office Building is located outside the traditional center. Cleveland State University is downtown Cleveland's second major government/institutional district. The Lakefront is the third major public holding in downtown. The City of Cleveland, the State of Ohio, the Federal government, and the Cleveland Cuyahoga Port Authority together effectively control all downtown lakefront property.

Forecasts

Governmental and institutional office space in downtown Cleveland is expected to be relatively stable during the period from 1985 to 2000. Office space demand projected by federal, state, county and city governments and by other governmental and educational institutions suggest the need for the creation of an additional 600,000 square feet of governmental/institutional space in downtown by the year 2000.

Federal Government

Thirty-five federal departments and agencies occupy 2.24 million square feet of downtown office space. These offices are located in six federally-owned buildings and 13 privately-owned buildings. Federal offices are concentrated in the 987,000 square-foot Anthony Celebrezze Federal Building, and the Federal Courthouse.

Federal office space demand is expected to grow by a modest 6 percent, or 125,000 square feet, over the plan period. The existing Federal Office Building and Federal Courthouse offer limited opportunity for the expansion or consolidation of individual agency offices housed within them.

State Government

Twenty-five state departments and agencies occupy 330,000 square feet of downtown office space. These offices are located in the 420,000 square foot Frank J. Lausche State Office Building and in nine privately-owned buildings.

State office space demand is expected to grow by 25 percent, or 104,000 square feet, over the plan period. This projected space demand may best be met by utilizing space in the State Office Building currently occupied by non-state agencies.

Federal Reserve Bank

County Government

Cuyahoga County government and its affiliated agencies currently occupy 2.52 million square feet of office space in 19 county-owned buildings and 11 privately-owned buildings. County offices are concentrated in the County Administration Building, the County Courthouse and the Justice Center. County office space demand is expected to grow by 4 percent or 104,000 square feet over the plan period.

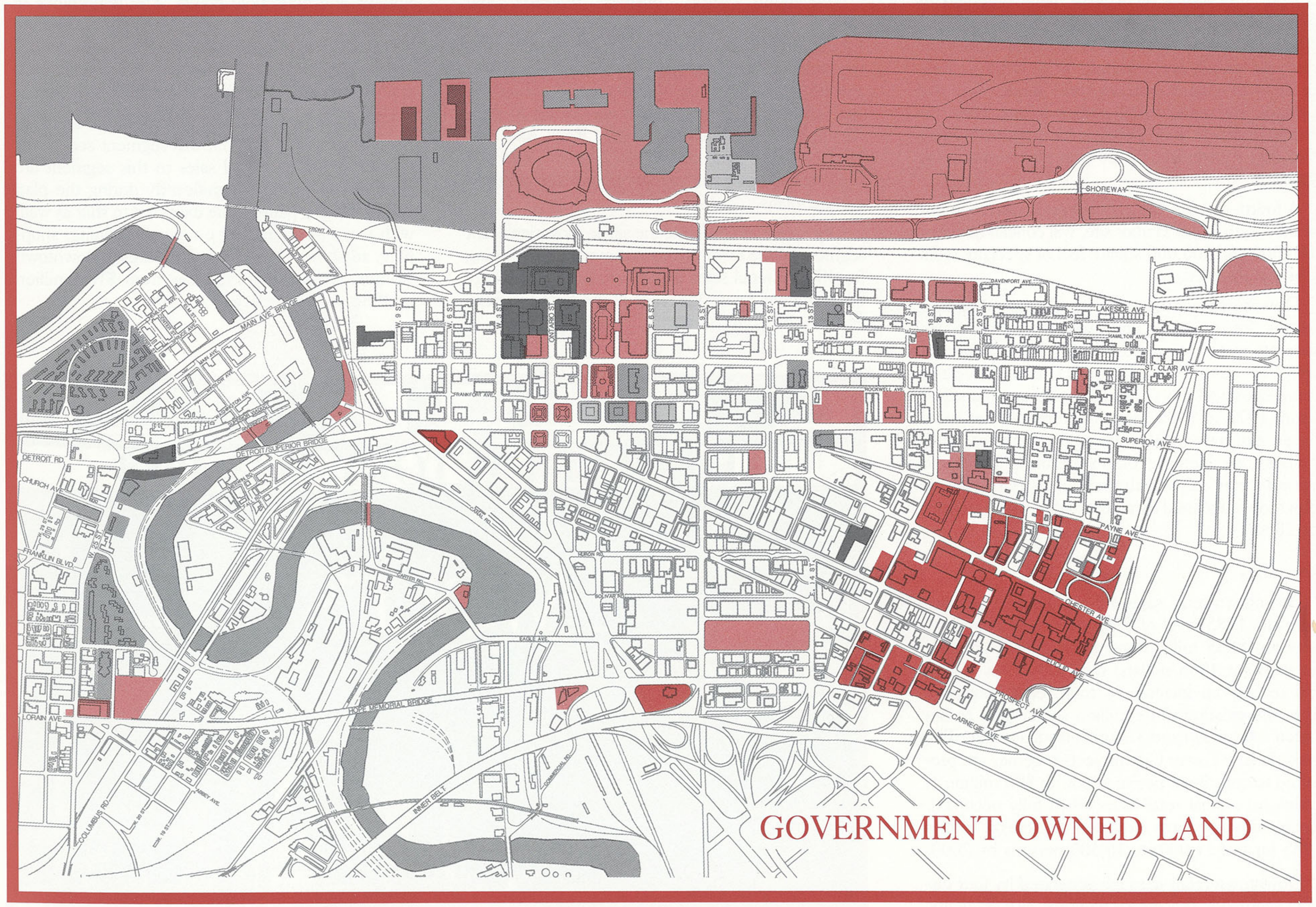
City Government

City government occupies 1.01 million square feet of space in 21 city-owned buildings and four privately-owned buildings. City offices are located in City Hall, the Public Utilities Building, and the Justice Center. City office space demand is expected to grow by approximately 1.5 percent or 15,000 square feet by 2000.

The City owns or otherwise controls 475 acres and 69,000 square feet of terminal and related space on Burke Lakefront Airport. This holding is not expected to experience a significant change in scale or function during the plan period.

Port Authority

The Cleveland-Cuyahoga County Port Authority currently occupies 55 acres and 1.0 million square feet of office and warehouse space on Cleveland's lakefront. During the plan period, the Port Authority anticipates consolidating its land holdings between the Cuyahoga River and West



LEGEND

State | County | Federal | CSU | City | Regional

3rd Street and relinquishing properties east of West 3rd Street (Piers 30 and 32) to facilitate the development of the Downtown Lakefront District. In this process, the Port Authority anticipates development of approximately 300,000 square feet of warehouse space in two new buildings located on its consolidated holdings.

Cleveland State University

Cleveland State University currently occupies 65 acres and 3.26 million square feet of building space. During the plan period, the university anticipates acquiring an additional 35 acres of property to create outdoor athletic fields and otherwise complete the campus development program. In this process, the university anticipates creating an additional 418,700 square feet of academic, athletic, and administrative space.

Other Governmental Institutions

Other governmental institutions include the Cleveland Board of Education, the Cleveland Public Library, the Federal Reserve Bank, Cuyahoga Metropolitan Housing Authority (CMHA), and the Greater Cleveland Regional Transit Authority (GCRTA). Of these institutions only GCRTA and CMHA anticipate future growth in space needs. Both can be accommodated within facilities currently controlled by the respective organizations.

Governmental Space Policies

- Encourage governmental entities at all levels to cooperate in the planning of additional government space required within downtown.
- Encourage consolidation of related governmental facilities in government office centers convenient to members of the general public.

RETAIL

Downtown Cleveland had approximately three million square feet of retail space in 1985 and is expected to add between 800,000 and 1.1 million square feet of space by 2000. Downtown Cleveland retail principally serves downtown workers and city residents. Its performance can be improved by diversifying to meet the demand of additional market segments and by improving the physical quality of the retail environment.

Background

Downtown Cleveland contains about three million square feet of retail space, which provides employment for 11,000 residents of Northeast Ohio. Retail activity is concentrated around Public Square in the vicinity of Tower City, and along Euclid and Prospect Avenues, from Public Square eastward to E. 9th Street. These two areas constitute the downtown retail core and contain approximately 1.3 million square feet of retail floorspace. In addition, specialized retail centers are developing in the Flats Oxbow and Warehouse districts, East 9th Street/Erieview, Playhouse Square, Cleveland State University, and the Downtown Lakefront District.

General merchandise stores account for one-third of all retail employment. Nearly 4,000 persons, or 36% of all downtown retail workers, are employed by the two major department stores, the Higbee Company and the May Company, and by other general merchandise stores. Eating and drinking establishments account for 3,300 employees or 30% of downtown retail employment while apparel and specialty stores account for 2,300 employees or 21% of downtown retail employment. Downtown's two major department stores, the Higbee Company and the May Company, are located in the retail core and contain 425,000 and 250,000 square feet, respectively. The Tower City Center development, scheduled to open in late 1989, will offer an additional 325,000 square feet of high quality retail space.

Four specialized retail areas have emerged in districts adjacent to the downtown retail core. The Playhouse Square and Cleveland State University districts contain approximately 600,000 square feet, or 20% of total downtown retail space while the Galleria and other retail outlets in the East 9th Street/Erieview area likewise total approximately 600,000 square feet, or 20% of downtown retail space.

A fourth district, the planned retail development at the North Coast Harbor site, will contain between 100,000 and 200,000 square feet of specialty retail when completed.

Downtown continues to be a major shopping center for greater Cleveland residents. Sales receipts were estimated to total $553 million in 1985, accounting for 25% of all City of Cleveland retail sales and 5% of all metropolitan area sales. From 1977 to 1985, downtown retail sales grew by an estimated $36 million (in constant 1985 dollars), an increase of 6%. During the same period, retail sales in the rest of the city outside downtown declined by an estimated $645 million, or 28%.

Forecasts

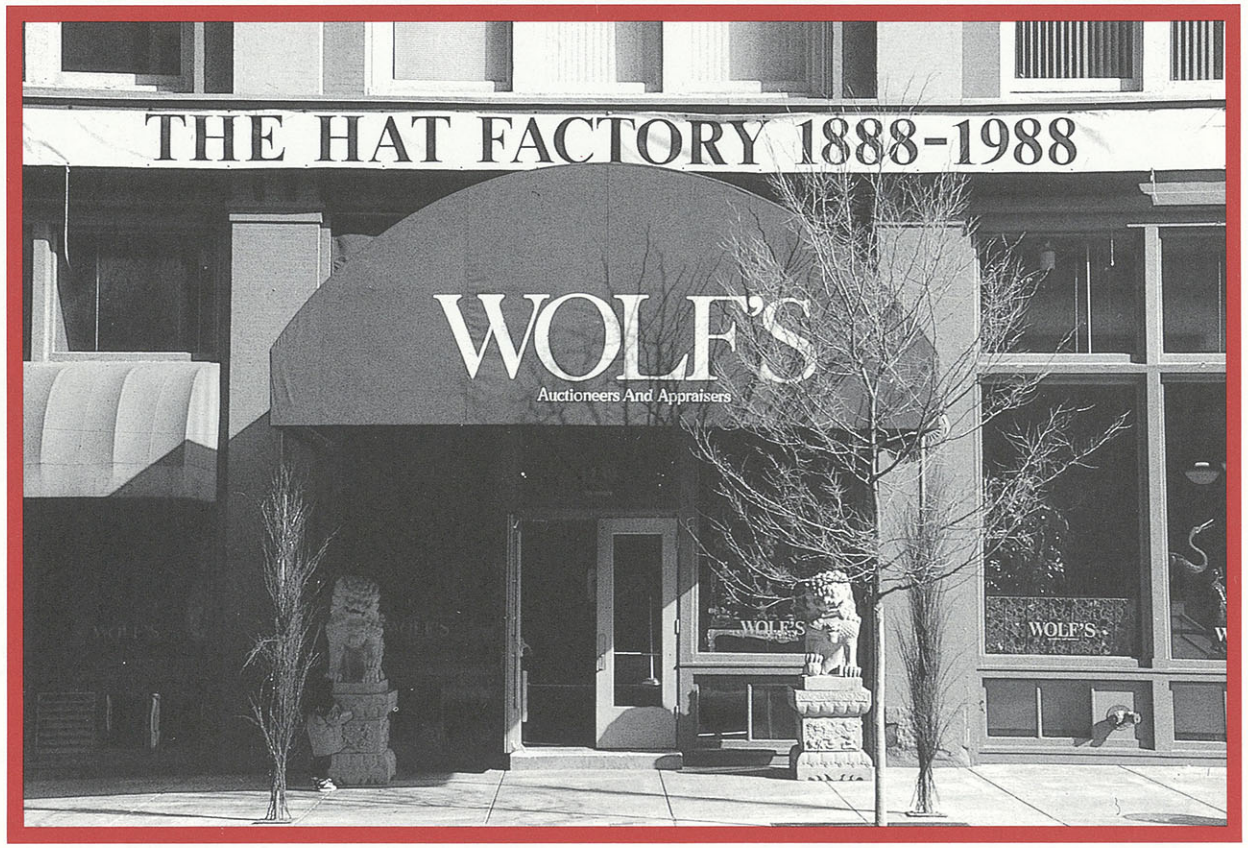
Downtown retail sales are expected to increase from the 1985 level of $553 million to a range of between $655 million and $758 million annually (in constant 1985 dollars) by 2000. This growth will require an increase in total retail floorspace from the existing three million square feet to between 3.6 million and 3.9 million square feet. The Galleria and Tower City projects together are projected to contribute between $60 to $90 million in additional annual retail sales when fully occupied. Retail employment is expected to increase from a 1985 total of 11,000, to 16,500 persons by 2000.

Downtown retail sales are generated by four distinct segments: downtown workers, city residents, suburban residents, and visitors to Cleveland. Of these, city residents and downtown workers are the most significant and stable segments.

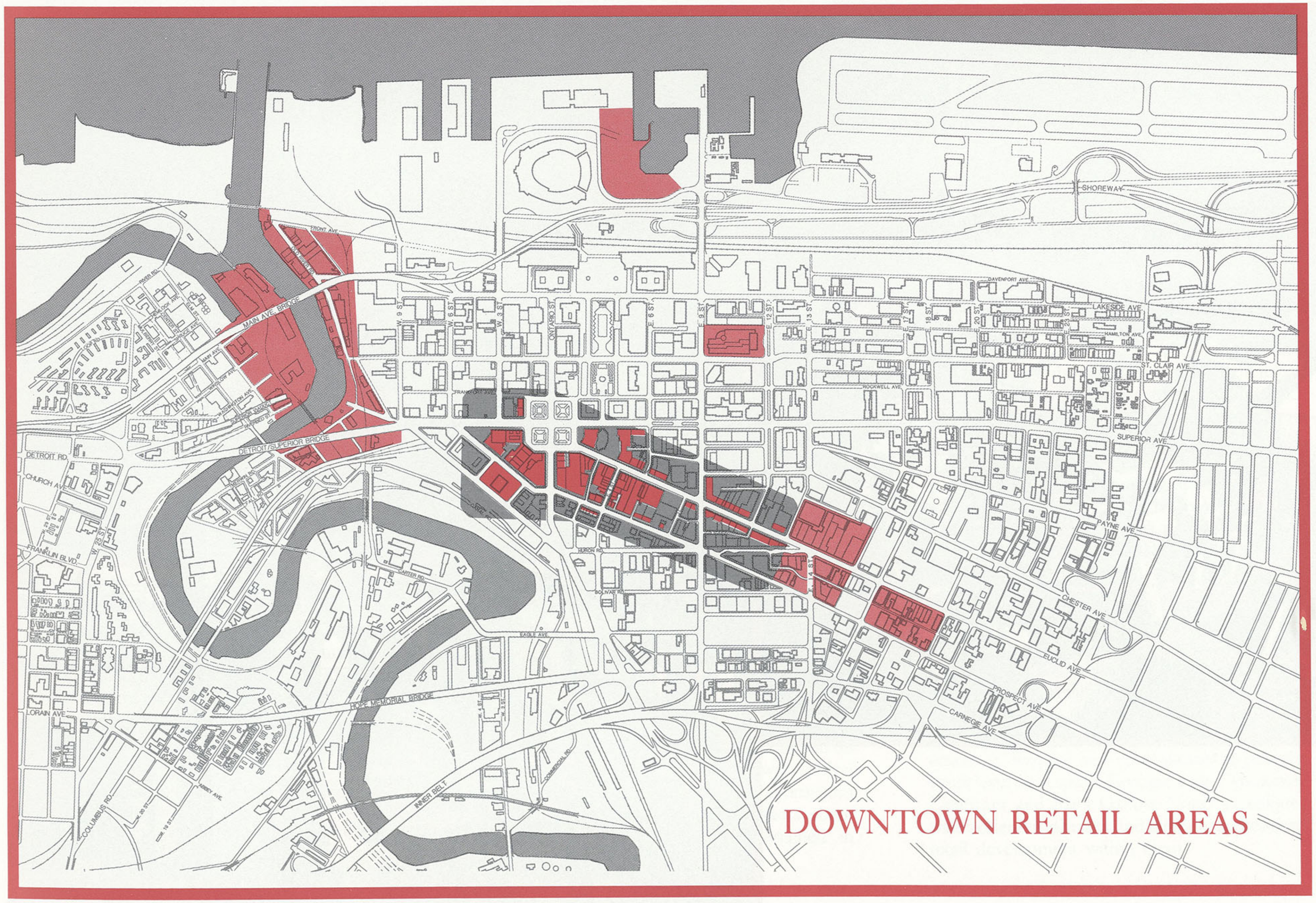
Convention visitors, business travelers, and tourists constitute a small, but potentially lucrative submarket that has yet to be fully tapped. The combined $30 million spent by this group in 1985 can be significantly expanded to $67 million by the year 2000. In projecting such a goal, it is assumed that attractions such as the Rock And Roll Hall of Fame And Museum, Nautica, and the Downtown Lakefront are developed according to current plans.

City residents constitute the single most significant segment of the downtown retail market, accounting for 48% of retail sales in 1985. City residents rely on downtown for a wide range of goods and services and are the dominant factor in downtown sales of apparel and household goods. The importance of city residents to downtown retail sales is expected to continue throughout the plan period. Annual sales to city residents are projected to grow from $265 million annually in 1985 to $326 million in 2000.

Downtown workers are a growing factor in downtown retail sales. In 1985, this segment accounted for 29% of sales. Total sales to this segment are expected to increase significantly during the plan period. Buying patterns are expected to shift as well, with increased spending on evening dining, shopping, and entertainment. Annual sales to downtown workers are projected to grow from $162 million in 1985 to $241 million in 2000.



Retail Shop in the Warehouse District



LEGEND

Core

Existing

Specialty Retail Areas

Suburban residents present downtown retailers with their greatest challenge. This segment is characterized by higher levels of discretionary income and is presented with a wide range of choice by competing suburban retail centers. To be competitive, downtown must offer a unique store mix and an exciting shopping experience. Based upon the expected performance of the Galleria, Tower City, and similar up-scale projects, annual sales to suburban residents are projected to grow from $96 million in 1985 to $124 million in 2000.

Design Guidelines

Downtown Cleveland has a series of emerging retail districts including Public Square and Tower City Center, the Euclid/Prospect District, the Galleria and the East 9th Street/Erieview Office District, Playhouse Square, the Warehouse District, Flats Oxbow North and the Downtown Lakefront. These areas are spread widely apart, while each has its own unique retail mix, they are not yet complimentary or mutually supportive. The overall growth of downtown retailing will be enhanced if attempts are made to coordinate retail-related development in these areas to build "shared shopper traffic," which is the basis of shopping mall design. This requires that serious attention be given to pedestrian travel routes, the pedestrian environment, and the ability of loop bus service to get people conveniently from one part of downtown to another. Serious attention must also be given to developing differentiated marketing and merchandising strategies which encourage cooperative or complementary growth in downtown's distinct retail areas.

Downtown is in competition with suburban retail centers as a place to shop. In order to attract greater numbers of suburban shoppers, it will be necessary to establish a unique image for downtown retail areas by attracting retail and entertainment uses that cannot be found in the suburbs and by creating a convenient and urbane retail environment in downtown. Priority should be given to improving downtown off-street parking, signage, landscaping and streetscape.

View of the Cuyahoga River from the Watermark Restaurant

The Galleria at Erieview

Higbee's Department Store

The creation of a vital downtown retail environment requires that attention be paid both to the development of major retail concentrations in the Tower City, Euclid/Prospect, and East 9th Street/Erieview districts and to the encouragement of continuous retail frontage on major downtown streets. Downtown buildings should have retail uses at ground level and should have traditional shop windows facing onto the abutting sidewalk. In addition, building owners should be encouraged to provide canopies, awnings, outdoor sculpture, banners, flags, and similar amenities which add vitality to the downtown retail environment.

Policies

- Promote downtown Cleveland as the best shopping area in Northeast Ohio with the largest variety of goods and services and the most interesting retail ambience. Encourage downtown retailers to develop joint promotional campaigns, coordinate hours of operation in evenings and on weekends, participate in downtown festival events, and improve the quality of information available to shoppers and other visitors about places to shop, eat, and be entertained in downtown Cleveland.
- Create a compact, convenient, high-quality pedestrian-oriented retail district around Public Square. Support completion of the Tower City Center and continued reinvestment in the Higbee's Company and May Company department stores. Encourage development of a coordinated network of pedestrian connectors which will link Tower City Center, the Higbee Company, the May Company, and BP America Building, and the three downtown arcades.
- Strengthen the Euclid/Prospect District as a retail center. Encourage continued reinvestment in The Arcade, the Colonial Arcade, and the Euclid Arcade. Upgrade the physical appearance of Euclid Avenue, Prospect Avenue, and East 4th Street by undertaking a comprehensive program of streetscape improvements and facade rehabilitation. Encourage building owners to convert vacant upper floors to retail, office, and housing uses. Require all new development to provide street-level retail space. Support reinvestment in the district by assisting in the development of structured parking to meet current and anticipated future parking demand.
- Support complementary retail development in other downtown districts. Encourage street-level retail development in the Warehouse District, East 9th Street/Erieview, Playhouse Square, and Cleveland State University. Undertake streetscape improvements to upgrade the retail environment in these districts. Encourage building owners to convert existing first-floor non-retail spaces to retail use. Require new development to provide street-level retail space. Recognize the Downtown Lakefront and Flats Oxbow North as unique, water-oriented districts and support appropriate retail development within them.
- Upgrade the quality, quantity, and availability of off-street parking for shoppers. Encourage the development of conveniently-located, well-designed parking garages. Improve existing parking lots by upgrading lighting, signage, paving and landscaping. Require all new lots to meet these higher standards. Encourage parking operators to increase the number of spaces available to downtown shoppers through the use of mechanisms such as validated parking, reserved spaces, and rate structures that favor short-term use by shoppers.
- Provide high-quality public transportation to link downtown retail centers and build shared shopper traffic between them. Encourage joint promotion campaigns and coordinated hours of operation between downtown retailers and the Regional Transit Authority.

HOUSING

Downtown Cleveland had 3,700 residential units in 1985 and is expected to add between 3,000 and 4,500 new units by the year 2000. Downtown housing is concentrated in two neighborhoods: Playhouse Square and the Warehouse District. In addition, four potential new neighborhoods have been identified on the Cuyahoga River, Lake Erie, and adjacent to Cleveland State University. Downtown's performance in housing development can be enhanced by focusing available incentives on the development of additional housing in these existing and proposed urban neighborhoods, and by securing changes in state law to provide additional incentives for residential development.

Background

Downtown Cleveland has historically represented a small percentage of the city and metropolitan area's housing stock. Housing units are found in all downtown districts except the Port of Cleveland, Downtown Lakefront, Burke Airport, and Tower City districts. In 1980, the downtown's 3,828 units represented just 1.6 percent of all residential units in the city and 0.5 percent of all residential units in the SMSA.

Demographically, downtown had 3,761 residents in 1,473 households in 1970 and 6,600 residents in 3,600 households in 1980. In 1985, downtown had 6,700 residents in 3,700 households. As is the case in most large cities, the majority of downtown residents are renters.

The downtown housing stock expanded significantly in the early 1970's with the opening of the Chesterfield and The Park apartment buildings in the Playhouse Square District. These two buildings added 1500 market rate rental units with luxury amenities such as swimming pools, recreation facilities, and indoor parking. After these developments, no new market-rate units were constructed until 1982.

During the 1970's, four subsidized elderly housing projects totalling 945 units were developed in downtown Cleveland. These projects included Bohn Towers (266 units) and the Parkview Apartments (199 units) in the Playhouse Square District, St. Clair Place (200 units) in the East 9th Street Erieview District, and the Carter Manor (280 units) in the Ontario Gateway District.

Recent housing developments, however, point to renewed demand for downtown living. Between 1982 and 1987, 47 new condominium units were constructed in downtown Cleveland while 110 rental units were created through loft conversions in the Warehouse District. While modest in number, this new housing development has provided an indication of market demand for high quality downtown housing.

Forecasts

Population projections for downtown Cleveland anticipate an increase of 4,300 persons resulting in an estimated population of 11,000 by the year 2000. To accommodate such an increase, an additional 3,000 housing units will be required to supplement the existing downtown inventory.

Development of additional downtown housing to meet this projected demand is expected to occur at a modest pace during the early years of the plan period. As the downtown housing market becomes more firmly established, the pace of development is likely to accelerate.

Construction is expected to climb from 300 units in the 1985-90 period to nearly 500 units in the 1990-95 period and to a level of over 2,200 units in the 1995-2000 period. Under a more optimistic scenario tied to greater population growth, up to 4,500 units could be constructed during the 1985-2000 time period.

Rental units are expected to continue to dominate the downtown market through the year 2000. Of the projected 3,000 new units, nearly two-thirds are expected to be rental properties. The more optimistic figure of 4,500 units assumes that condominiums have a greater market acceptance and would account for over 50 percent of the new housing construction downtown. Growth in the condominium market will likely depend upon consumer perception of increasing downtown housing values and improved downtown amenities.

Demographically, downtown is expected to attract three distinct market segments. The largest segment is the 25-40 year old age group. Generally these individuals are white collar workers with incomes over $25,000 (in 1985 dollars) and are childless. This group has a strong preference for renting.

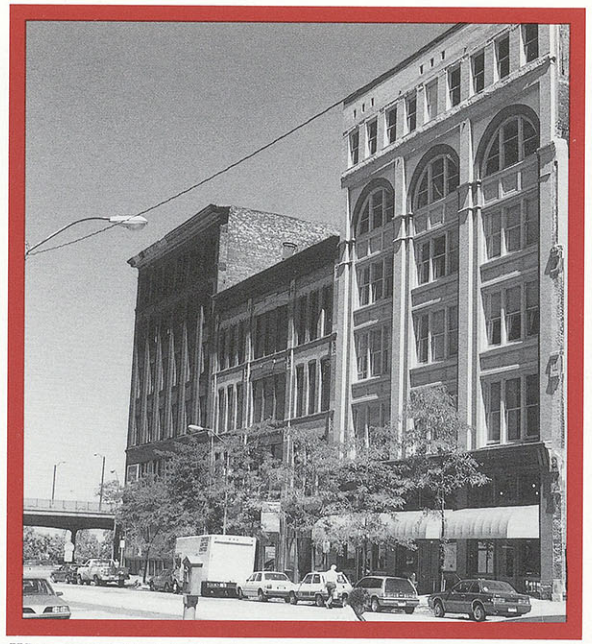
The second prime population group is made up of older individuals, aged 55-70, with grown children. These individuals are likely to work downtown and earn over $50,000 per year (in 1985 dollars). In contrast to the 25-40 year old segment, members of this older group have previously owned a suburban home, prefer condominium ownership, and are generally willing to pay up to $125,000 for spacious, well-designed units.

The final target group, the elderly, constitute a substantial portion of the current downtown population. These individuals are attracted by ease of access to downtown services and activities. The anticipated growth in the area's elderly population represents potential for the construction of additional subsidized and market-rate elderly housing downtown.

Downtown Cleveland does not have a significant stock of existing housing units available for renovation. As a result, additional downtown housing units will be in a combination of new construction and adaptively reused buildings.

Design Guidelines

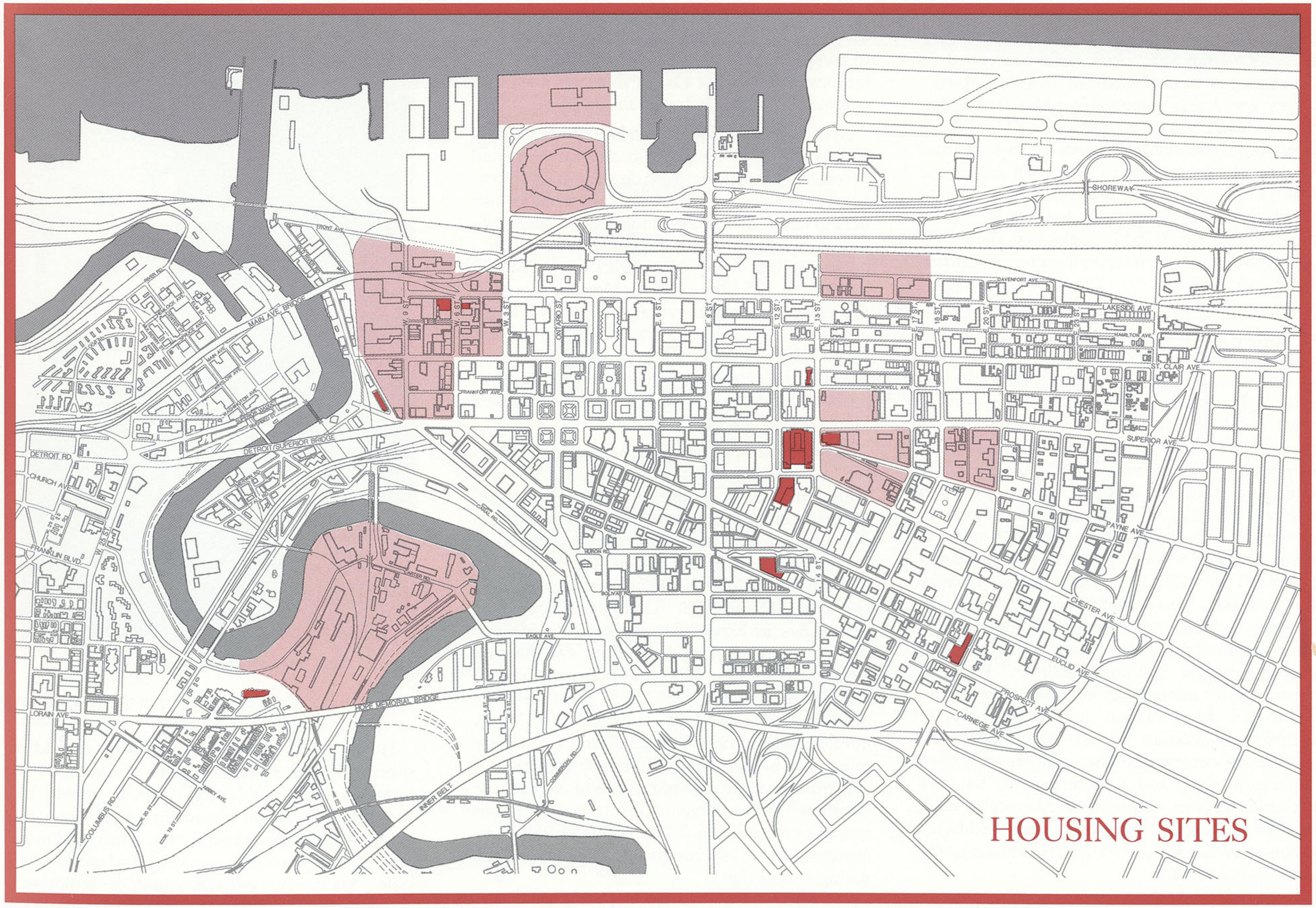
Downtown housing should be constructed in identifiable "urban neighborhoods" located adjacent to the downtown office core. These neighborhoods should be planned and developed to include the retail facilities, public open spaces, attractive streetscape, and other amenities essential to the long-term viability of any urban residential community.



Warehouse District Housing

Downtown's two existing urban neighborhoods, Playhouse Square and the Warehouse District, should be strengthened by the development of additional housing units, retail facilities, and essential amenities. Additional housing in the Playhouse Square District should be concentrated north and east of the Playhouse Square theaters in the area bounded by Superior Avenue, Euclid Avenue, East 12th Street and East 17th Street. Additional housing in the Warehouse District should be developed by converting existing buildings to residential use and by constructing new, appropriately-scaled residential buildings on infill sites.

New urban neighborhoods should be created on sites which possess unique environmental amenities. Sites on or overlooking the lake and the river and sites adjacent to the Cleveland State University athletic fields are the most promising. Four such sites of sufficient scale to be considered as possible urban neighborhoods have been identified: the Scranton Road Peninsula on the Cuyahoga River in Flats Oxbow South; North-



LEGEND

Potential Sites

Existing Sites

coast Harbor, on Lake Erie in the Downtown Lakefront District; Davenport Bluffs, overlooking Lake Erie in the Erieview District; and The Playingfields, overlooking the university athletic fields in the Cleveland State District. Each of these sites has the potential to be developed as distinctive urban neighborhoods.

Policies

- Market and promote downtown Cleveland as a distinctive residential area offering unique living environments unavailable elsewhere in northeast Ohio.
- Encourage the creation of a vital and well-integrated downtown residential population by promoting racial and economic diversity in downtown residential neighborhoods and developments.
- Encourage the development of additional downtown housing by assisting new construction and the adaptive reuse of existing non-residential buildings.
- Apply the full range of incentives available to assist in the development of additional downtown housing, including public improvements, land assembly, financial assistance, and the development of structured parking.
- Encourage the development of distinctive downtown neighborhoods by insisting upon design excellence and by assisting in the development of high-quality public improvements, open space, and convenience retail.
- Provide public services and visible security which will encourage households to move to and remain in downtown.
- Support changes to existing state laws and local ordinances which discourage downtown residential development.
- Support improvements to Cleveland Public Schools which will make Cleveland and its downtown a more attractive residential environment for families with children.

HOTELS

Downtown Cleveland had 1,888 hotel rooms in 1985, approximately 3,000 less than it had in 1960. While extensive renovations to the Cleveland Convention Center have made this facility highly competitive in the convention industry, the lack of a sufficient number of hotel rooms committable to the convention sector will severely impair the city's ability to attract national and regional events to the center. Cleveland must have between 3,000 and 4,000 hotel rooms in downtown in order to regain a competitive position. New hotel rooms designed to meet this goal should be constructed adjacent to the Convention Center or in close proximity to it. A lively and convenient hotel and convention district will result from such clustering.

Background

Downtown Cleveland has seen a net decline in total hotel rooms and in hotel rooms committable for convention use. From a high of approximately 5,000 total rooms and 3,500 committable rooms in 1960, the number of rooms declined to 1,888 total and 1,200 committable in 1985. During this period, several older hotels were demolished or converted to office or housing use, while Stouffer Tower City Plaza Hotel underwent several renovations which upgraded the quality of the hotel but reduced the total number of rooms. During this period, four new hotels, the Bond Court (480 rooms) the Holiday Inn Lakeside (382 rooms), the Hollenden House (526 rooms) and the Euclid Avenue Holiday Inn (340 rooms) were developed. Of these, the Euclid Avenue Holiday Inn was acquired in 1987 by Cleveland State University and converted to housing while the Hollenden House is proposed to be demolished and the site redeveloped for an office tower. Should the Hollenden House be removed from the inventory, the total number of downtown rooms would be reduced to less than 1,400, and the total committable rooms would be reduced to less than 800.

Cleveland's competitive position in the hotel market and convention industry has deteriorated as other comparable cities have succeeded in developing additional rooms in their downtowns. Cities regarded as comparable with Cleveland in this industry include Baltimore, Cincinnati, Columbus, Indianapolis, Louisville, Pittsburgh and St. Louis. These cities had between 2,300 and 4,300 total rooms and between 1,500 and 2,100 committable rooms in their downtowns. All of these cities have added between 600 and 4,100 new rooms to their downtown inventories between 1980 and 1987.

While downtown's performance in the retention of existing hotel rooms and development of new rooms has been weak, the economic performance of downtown's existing hotels has generally improved. During the period 1980 to 1987, downtown hotel occupancy rates declined from 53 percent in 1980 to 46 percent in 1985, and then increased to 51 percent in 1987. Average room rates grew steadily from $39 per/night in 1980 to $58 per/night in 1987. During this same period, downtown Cleveland saw a significant commitment to reinvest on the part of the owners of Stouffer Tower City Plaza Hotel and the Holiday Inn Lakeside. Stouffer's $24 million renovation program includes remodeling of all guest rooms, the addition of three club floors, and refurbished conference and ballroom facilities. Work is scheduled for completion in 1990. Holiday Inn Lakeside's $3.0 million renovation program includes renovation of all rooms and the conference center, and the addition of a third "concierge" floor and new restaurant, bar, and recreation facilities, and is scheduled for completion in 1988. The possibility exists to add additional rooms to each hotel should market demand justify such an investment.

Forecast

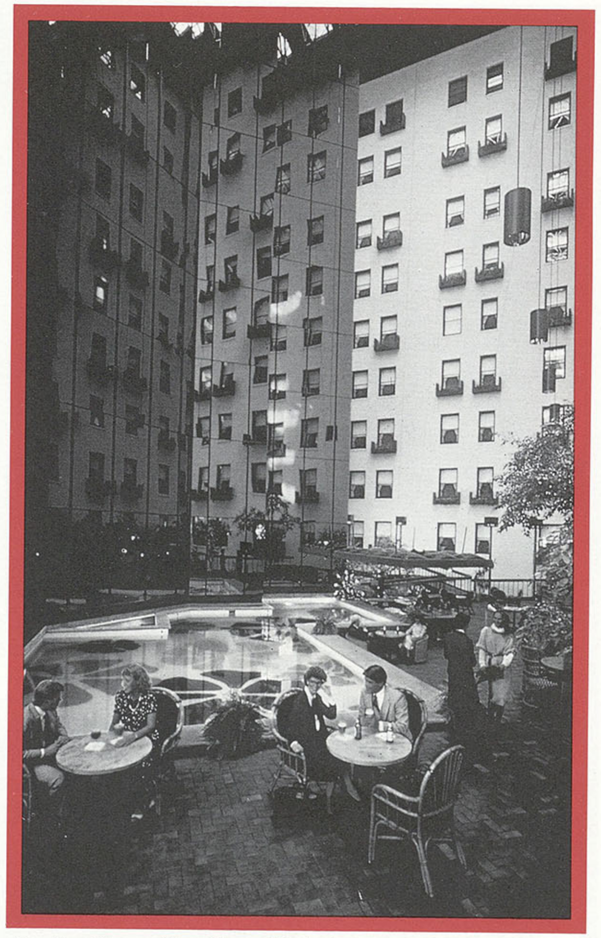
The downtown Cleveland hotel market is at a crossroads. Failure to develop additional downtown hotels will result in continued loss of market share of convention business to regional and national competitors. Conversely, success in developing additional hotels will enable Cleveland to compete for regional and national convention business as well as for a larger share of the region's commercial business travel and tourism.

In the event the Hollenden House hotel closes and, prior to 1993, no new hotels are constructed to replace it and increase the downtown inventory, Cleveland will continue to lose considerable business to other, more competitive cities. Cleveland's loss in market share is expected to result in a decline in downtown roomnights from 323,000 in 1987 to 295,000 in 1992. Downtown roomnights are expected to remain below 1987 levels until 1997, to rise gradually to 346,000 in the year 2000, and rise to 448,000 in the year 2005. Such levels of projected demand are sufficient only to justify the replacement of the 526 room Hollenden Hotel during the plan period.

In the event that the Hollenden House closes and, prior to 1993, between 800 and 1,350 new rooms are added to the downtown inventory, Cleveland will improve its competitive position in the convention industry. Improved market share is expected to result in growth in downtown roomnights from 323,000 in 1987 to between 377,000 and 400,000 in 1992. Thereafter, downtown roomnights are expected to evidence considerable improvement, growing to between 476,000 and 596,000 in the year 2000, and between 651,000 and 972,000 in the year 2005. Such levels of projected demand are sufficient to justify development of between 1,380 and 2,740 new downtown hotel rooms during the plan period. If constructed, these new rooms would increase the downtown inventory from 1,400 rooms (800 committable) to between 2,780 rooms (1,950 committable) and 5,140 rooms (4,100 committable) during this period.

Design Guidelines

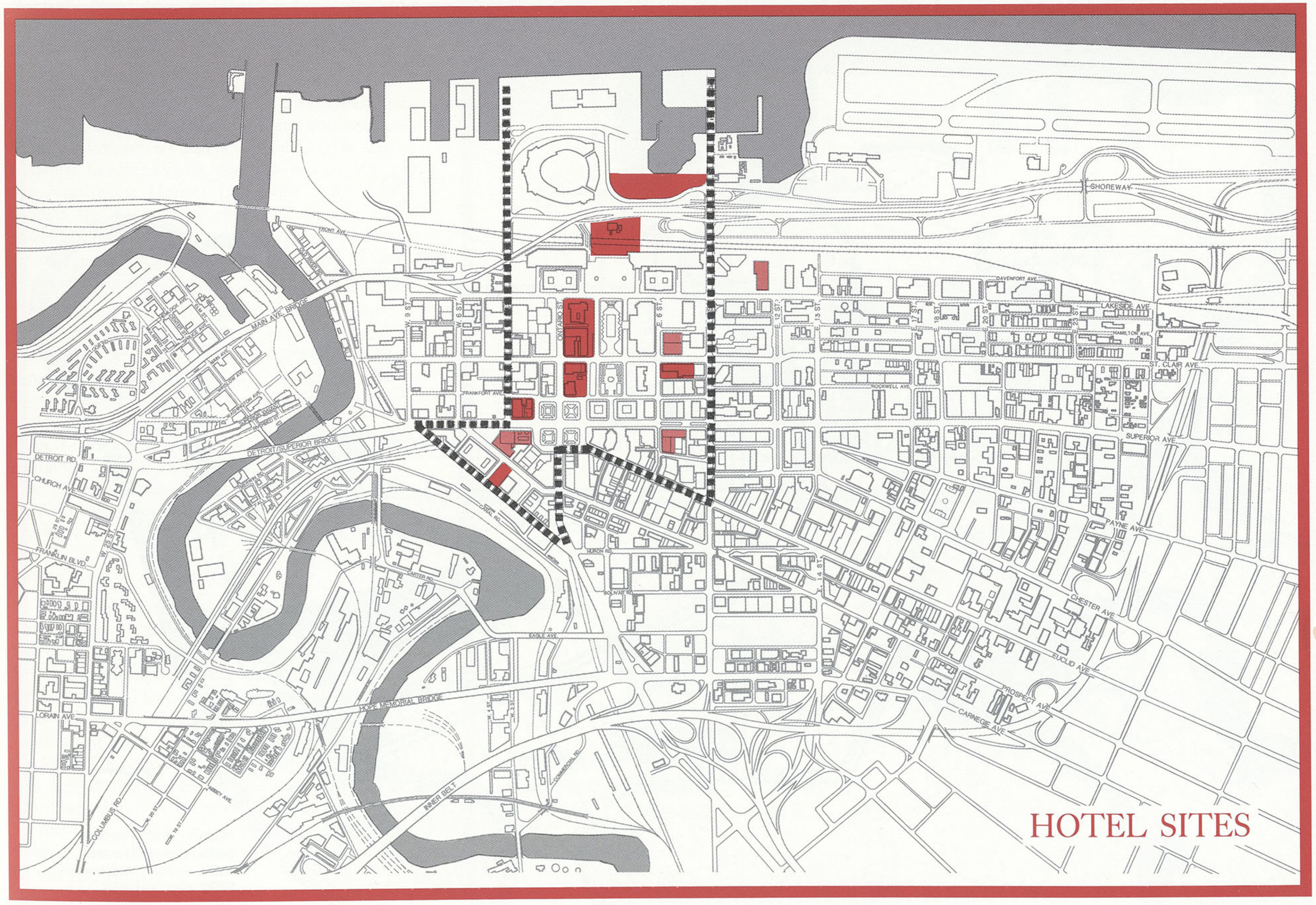
Hotels are a city's calling card. Cleveland's hotels should be designed to give visitors a favorable and lasting impression of the city. Architectural design of the highest quality must be insisted upon in the development of new hotels and in the renovation or expansion of existing hotels.



Stouffers Tower City Plaza Hotel Atrium

Hotels offer a unique opportunity to add a special liveliness to downtown. Ground floor frontages facing public rights-of-way should be developed for retail, restaurants, lobby spaces, and similar people-oriented uses. The creation of outdoor cafes should be encouraged wherever possible. Marquees, awnings, outdoor sculpture, banners, flags, and similar features which add visual interest should be employed wherever appropriate.

Hotels function as public gathering places and should incorporate lively and dramatic interior



LEGEND

Potential Convention Hotel Sites

Existing

Proposed Convention Center District

spaces. The use of atriums, retail arcades, courtyards, and similar interior spaces should be encouraged.

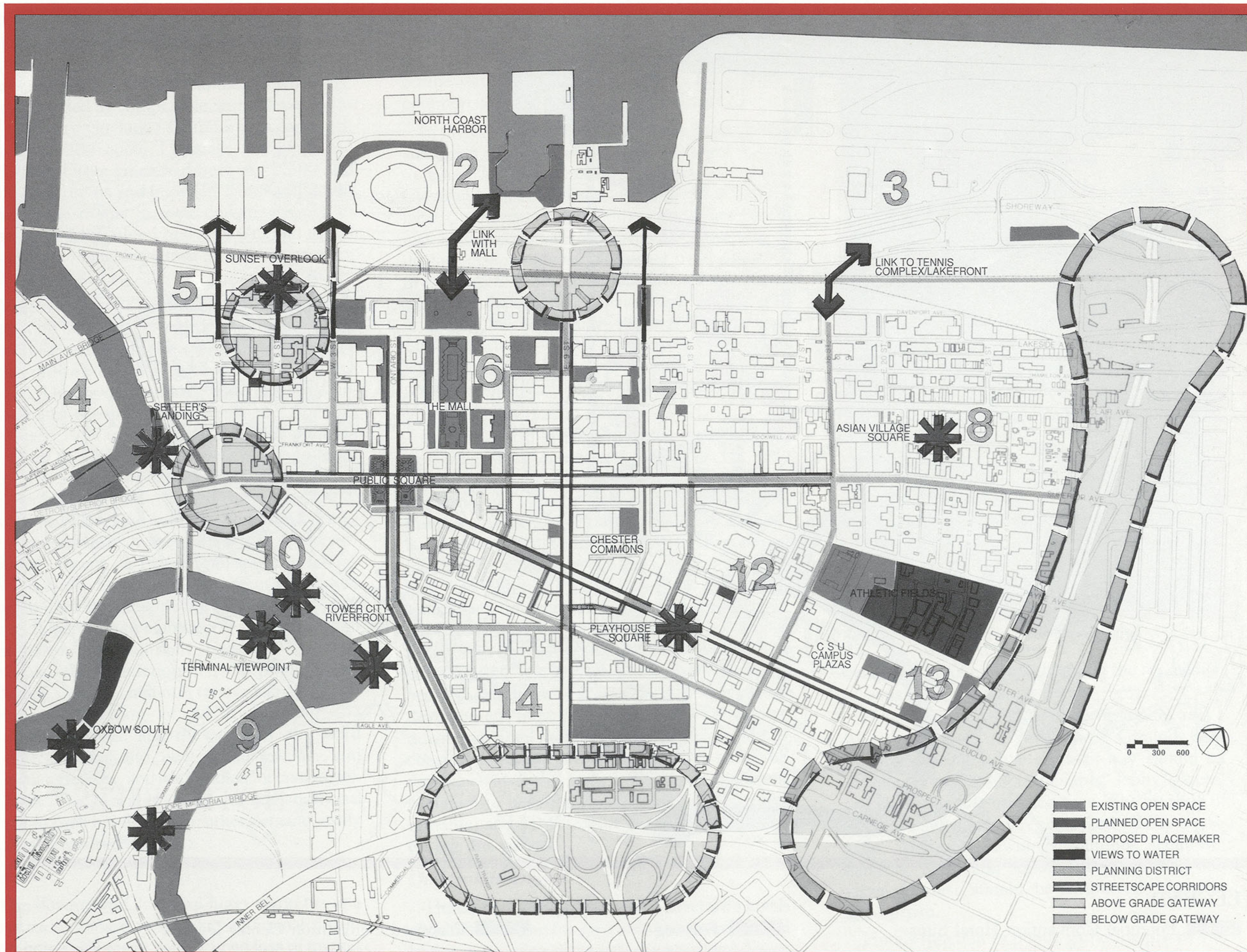
Hotels should be designed to provide for the convenience of the user. New hotels should have adequate drop-off spaces protected from the weather by canopies, marquees, or similar features. The use of awnings and arcaded sidewalks should be encouraged to provide protection from inclement weather. Climate-controlled pedestrian connectors to the Convention Center and to adjacent retail and office spaces should also be encouraged.

Policies

- Establish as a community goal the development of between 1,400 and 2,800 new hotel rooms in downtown Cleveland by the year 2000. Set as a near-term goal the development of between 800 and 1,400 new rooms.
- Establish as a community goal the attraction to downtown Cleveland of major national hotel operators that have demonstrated experience in managing and marketing convention hotels and that have in place a national sales and marketing network.
- Establish a Convention Center District adjacent to Cleveland's Convention Center and focus hotel development initiatives on sites within that district. Wherever feasible, encourage development of climate-controlled pedestrian connectors between convention hotels and the Convention Center.
- Encourage the use of the Mall by patrons of the Convention Center and hotels as well as by the general public. Improve the Mall by upgrading landscaping, lighting, and seating on Malls A and C and by reducing or eliminating existing walls around Mall B (Hanna Fountains) to create a more open and inviting public space.

PUBLIC OPEN SPACE

Downtown Cleveland had 59 acres of public open space in 1985. With the development of the proposed Square in Playhouse Square and planned additions to the Cleveland State University playingfields, the Lakefront State Park, and the Flats Oxbow park network, downtown public open space is projected to grow to 169 acres by the year 2000. The opportunity exists to improve linkages between public open spaces, both existing and proposed, and to encourage high quality private development adjacent to them.



Background

From the demarcation of Public Square in 1796 to the groundbreaking for Northcoast Harbor in 1986, Cleveland has had a long and noteworthy tradition of developing major public open spaces in its downtown. Public Square, the Mall, the Cleveland Public Library's Eastman Reading Garden, Chester Commons, and more recently, the Cleveland State University Playingfields and waterfront parks in the Flats Oxbow districts and on the Lakefront provide downtown with unique visual and recreational amenities.

The downtown open space network is owned and maintained by various governmental entities, including the Federal government, the State of Ohio, Cleveland State University, Cuyaghoga County, the City of Cleveland, and the Cleveland Public Library. Jurisdiction over several major public open spaces is shared between governmental entities: Public Square and the Mall are the shared responsibility of the City and the County while Northcoast Harbor is the shared responsibility of the City and the State.

The City and the State are also jointly developing a bikeway system designed to connect Edgewater Park and Gordon Parks through the Flats Oxbow and the Downtown Lakefront districts. This system will provide a Class I Bikeway on independent rights-of-way through the Lakefront parks, parts of Whiskey Island, and along the North Marginal Road and a Class II or III Bikeway on existing streets in Flats Oxbow and other areas where exclusive rights-of-way are unavailable.

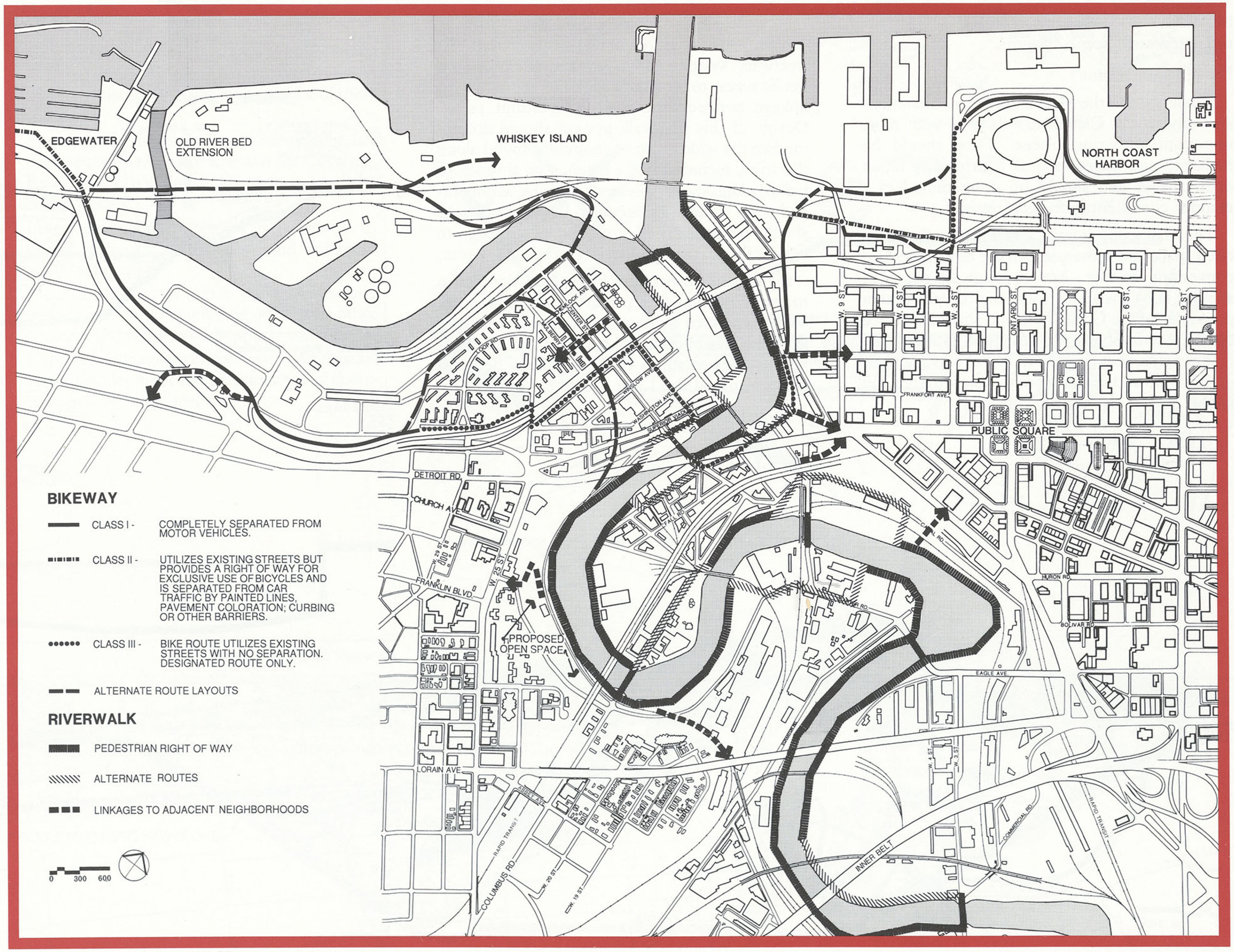
The State of Ohio has played an increasingly important role in the development and maintenance of downtown Cleveland's public open space network. In recent years, the State has developed the Northcoast Harbor Lakefront State Park, funded the renovation of Public Square, and provided funding for the acquisition and development of Heritage Parks I and II and Settler's Landing Park in Flats Oxbow North.

In addition to formal public open spaces, important "visual open spaces" exist along major thoroughfares in and adjacent to downtown. The Innerbelt (I-90) right-of-way from the East Shoreway to East 22nd Street and the entrances to downtown on Ontario, East 9th, and East 14th Streets are major gateways whose quality and character affect a visitor's first impression of the city. Likewise, "viewsheds" of the lake and river from downtown provide visual continuity between downtown and these adjacent bodies of water.

Forecasts

The development and maintenance of a high quality, actively used public open space network will be increasingly important as downtown seeks to capture additional office, retail, and residential development. The projected completion of the .5 acre Square in Playhouse Square, the 8 acre Northcoast Harbor Lakefront State Park and the 36.5 acre Cleveland State University Playingfields will substantially enhance the downtown open space network. The proposed addition of 65 acres to the Flats Oxbow park system will likewise upgrade these districts and guarantee public access to the riverfront.

In addition to expanding the downtown public open space network, continuing attention must be paid to upgrading the quality of existing spaces and providing convenient, attractive connectors between these spaces, both existing and proposed,



Proposed Bikeway and Riverwalk Plan

by means of bikeways, boardwalks, and coordinated streetscape systems.

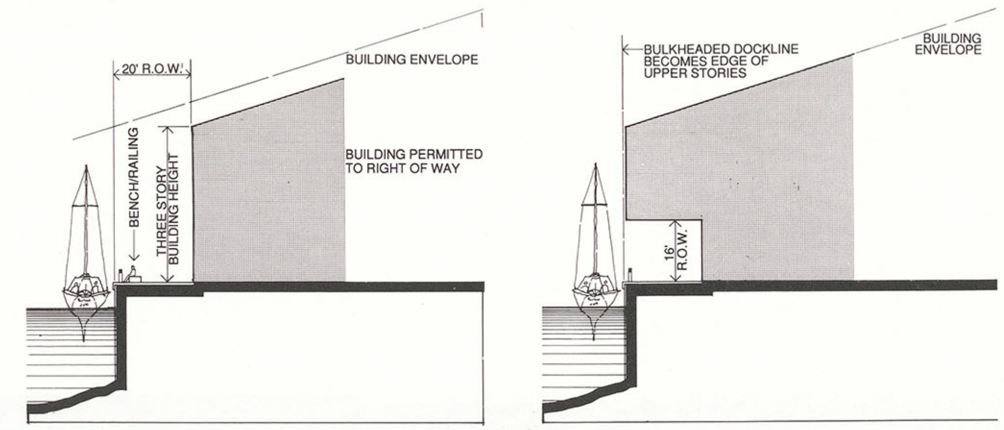
Design Guidelines

Public Square, the Mall, and Chester Commons are downtown Cleveland's largest and most important gathering places. They should be managed and maintained as high quality urban open spaces and should be programmed in a manner consistent with their designs.

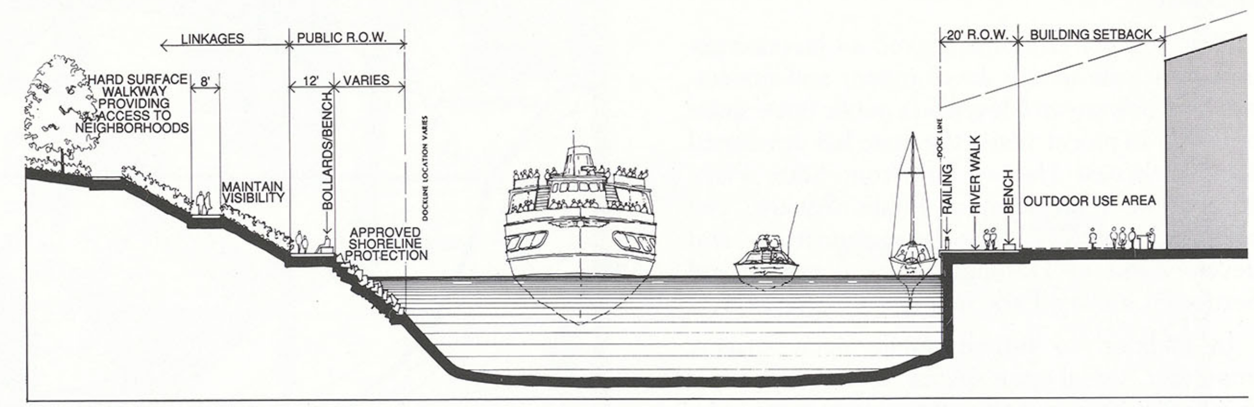
The Mall is downtown Cleveland's largest public open space and centerpiece of the city's hotel and convention district. Any redesign of the Mall should be consistent with the broad design principles of the Group Plan and should enhance the Mall by unifying the design of its individual components, reducing the height of existing walls on Mall B, and restoring site lines through the space.

New development along the Cuyahoga River should make provision for the development of a riverwalk system which ensures unobstructed public access to the river's edge and uninterrupted linkage between the various riverfront parks. Design of this riverwalk system should accommodate the wide range of conditions found along the river, including the existence or absence of bulkheading, and the presence of bridge abutments and other similar obstructions. Building setbacks should be established from the river's edge to ensure the feasibility of such a riverwalk system.

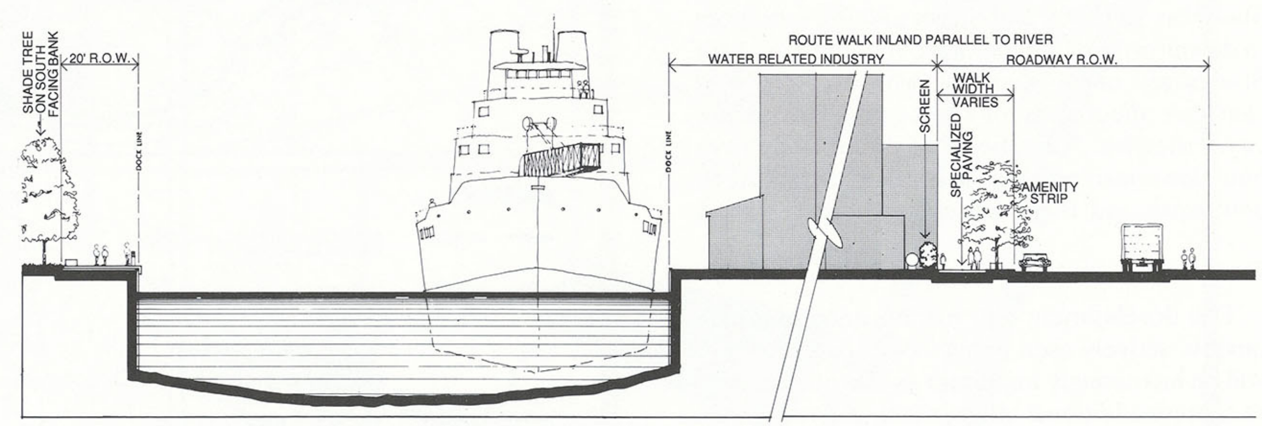
Significant views of Lake Erie from downtown to the river should be preserved and enhanced. Viewsheds such as those existing on West 6th, West 3rd, East 9th, East 12th, East 13th and East 18th Streets establish visual continuity between downtown and the Lake.



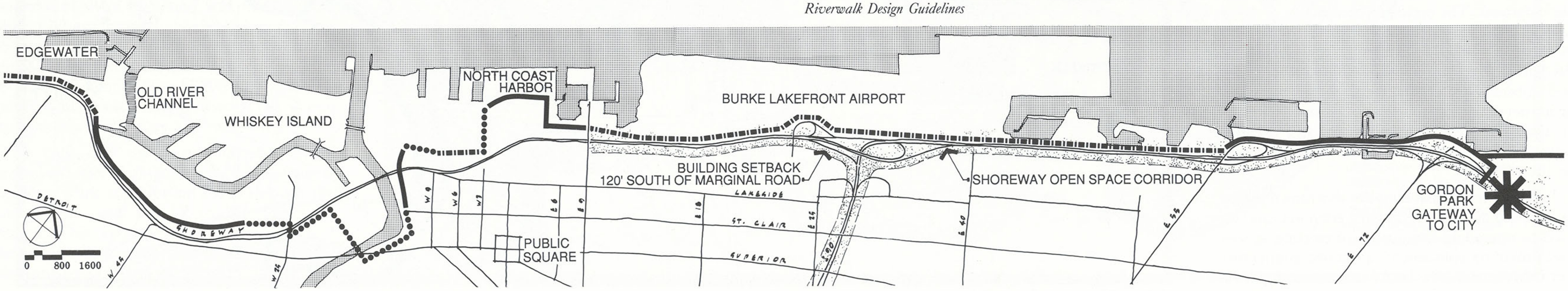
Riverwalk Design Guidelines



Riverwalk Design Guidelines



Riverwalk Design Guidelines



Proposed Bikeway Connecting Edgewater Park to Gordon Park

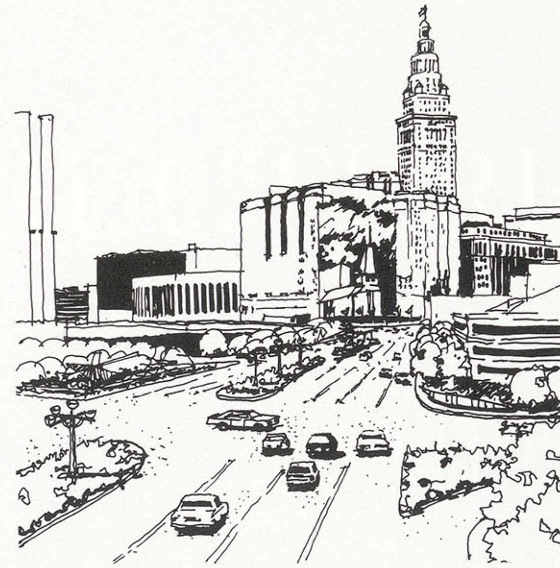
Significant views of the river from downtown and of downtown from the river should likewise be preserved and enhanced. Viewsheds should be established, and building heights along the river should be regulated to protect existing vistas.

The approach to downtown along the Innerbelt should be enhanced by treating the below-grade section between the East Shoreway and East 22nd Street as a linear park with trees, shrubs, bulbs, and ornamental grasses which change with the seasons. The development of such a "highway garden" will likewise provide a unique and attractive entrance to downtown Cleveland.

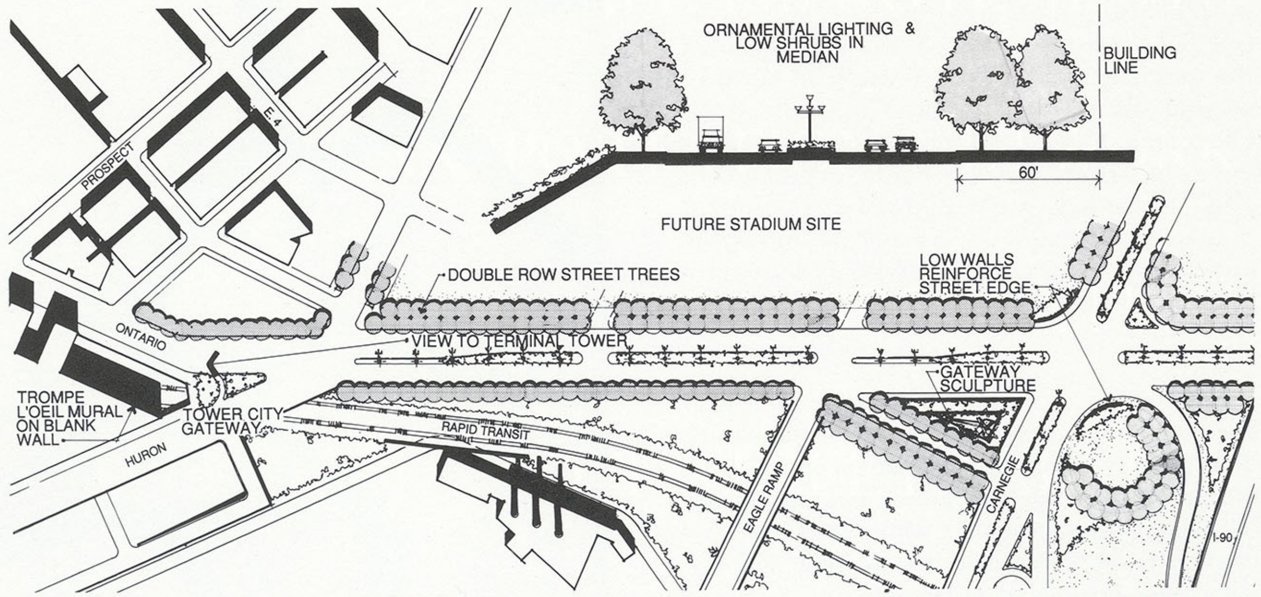
The major gateways to downtown Cleveland on Ontario, East 9th, and East 14th Streets should be treated as boulevards and should receive intensive streetscape improvements, including street trees, upgraded lighting, and improved signage.

Policies

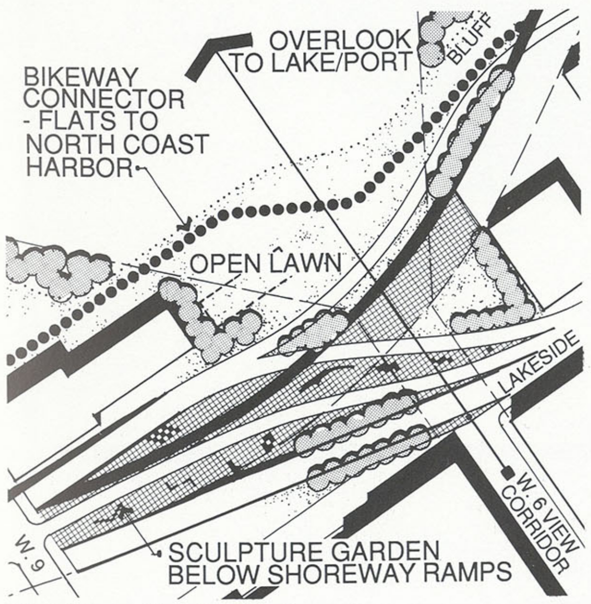
- Maintain all existing downtown public open spaces. Encourage a high level of quality in the design, construction, and maintenance of these spaces.
- Encourage the development of additional public open spaces along Lake Erie and the Cuyahoga River, in the Warehouse District, and in Playhouse Square.
- Improve the major gateways to downtown by use of setbacks, landscaping, and enhanced streetscape.
- Program downtown public open spaces for a wide-range of users including downtown office workers and residents, shoppers, and visitors.
- Encourage additional private sector participation in the development and maintenance of downtown public open spaces.



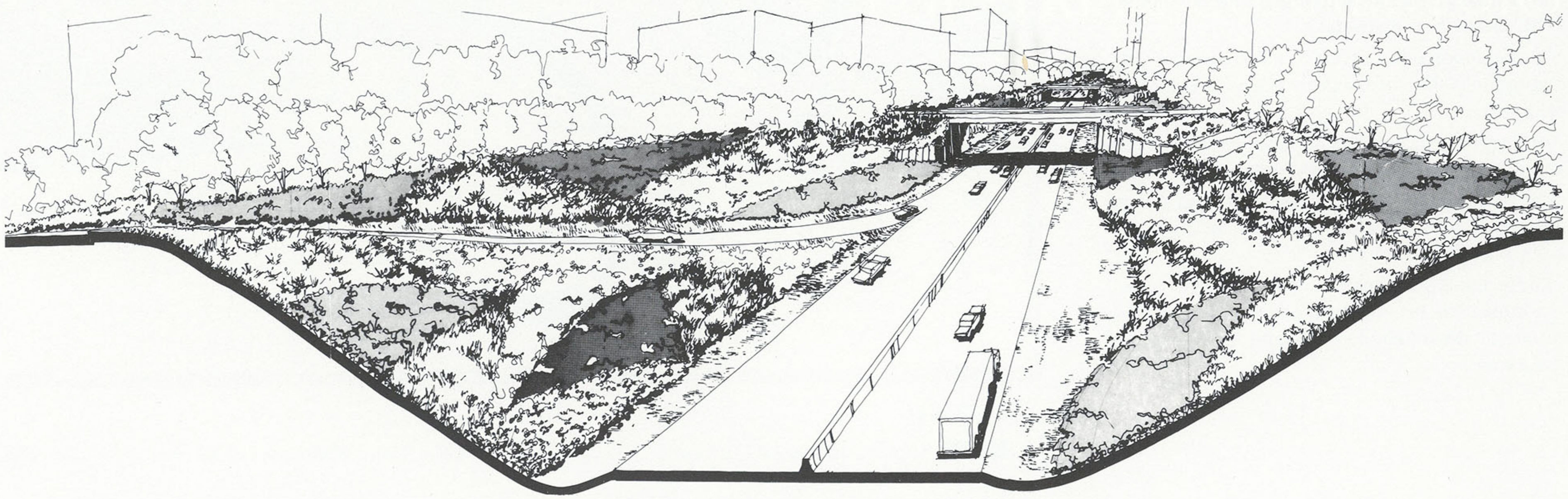
View of Proposed Streetscape on Ontario



Proposed Streetscape Improvements for Ontario from Carnegie Avenue to Huron Road



W. 6th Street View Corridor Proposal



Proposed Innerbelt Landscaping

PUBLIC LAND PROTECTIVE DISTRICT

The Public Land Protective Districts are overlay zones on the city's Zoning Map defining areas in which all demolition, new construction, or building alteration must be reviewed by the City Planning Commission and its Fine Arts Advisory Committee. The first such district was created in 1959 to protect the public investment in the public buildings surrounding the Mall, and to protect the park setting of the Mall itself. In 1966, a second district was created to protect the Cleveland State University campus and its environs. Both districts were expanded in 1987 to incorporate additional development areas. As a result, the core of downtown is covered by protective districts, as shown by the map on the right.

The Public Land Protective District ordinance encourages the best possible development of downtown by requiring reasonable controls over the character, design, placement and relationship of buildings and structures within it. The Commission is empowered to review individual development projects in order to:

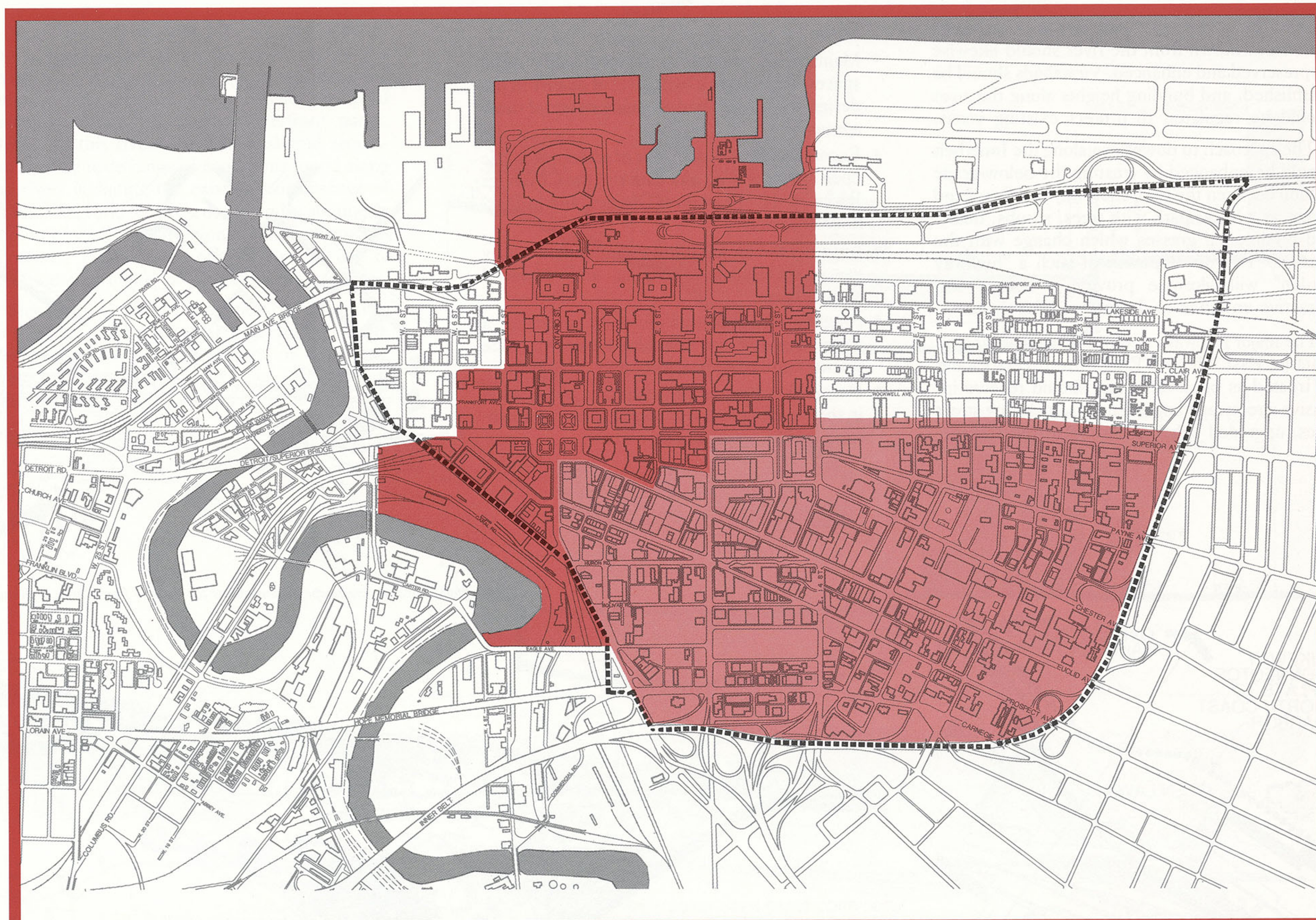
(a) Enhance the attractiveness and desirability of the protective districts;

(b) Encourage the orderly and harmonious development of the districts in keeping with their character;

(c) Improve residential amenities in any adjoining residential neighborhoods; and

(d) Enhance and protect the public and private investment and the value of all land and improvements within each district.

These guidelines apply to any structure which is proposed to be constructed, altered, moved, extended, demolished, or changed in external appearance.



LEGEND

Central Business District

Public Land Protective District

Euclid/Cleveland State University Protective District