

# IMPLEMENTATION

STRATEGIES

DOWNTOWN PLAN

DISTRICT PLANS

EXISTING AND PROPOSED LAND USE

EXISTING AND PROPOSED ZONING

CAPITAL IMPROVEMENTS



# STRATEGIES

**The implementation of a comprehensive long-range plan for Downtown Cleveland will take many forms. It is a relatively simple task to identify the public improvements that must be made to accompany private investment and the regulatory changes that must be made to insure the orderly development of downtown. The difficult tasks are (1) maintaining the civic consensus necessary to carry out long-range plans; (2) establishing reliable sources of public and private investment capital to pay for necessary improvements; (3) revising the city's land use regulations to reflect the goals of the Plan; and (4) creating and maintaining the administrative and organizational structures essential to successful implementation of the plan.**

**Implementation strategies fall into four basic categories: Marketing and Public Information, Resource Development, Regulatory Reform, and Organizational Development.**

## Marketing and Public Information

The Downtown Plan will require broad community support in order to achieve many of its goals. An informed community is better able to make decisions about priorities and resource allocation. In order to successfully promote the Downtown Plan, the city should undertake the following initiatives:

- Market the Civic Vision 2000 Downtown and Citywide Plans to the entire Northeast Ohio region through a well-coordinated, appropriately staffed marketing and public information program. This program should include periodic newsletters; promotional material such as slide shows, brochures, and posters; and a volunteer speaker's bureau.
- Market the Civic Vision 2000 plans to the local, regional, and national development community utilizing both existing publications and professional organizations and specialized pre-

sentations tailored to the specific interests of individual developers.

- Provide an Annual Progress Report which informs the public and the development community of the progress made on the Civic Vision 2000 plans and maintains a high degree of public awareness of and interest in the Downtown and Citywide Plans.

## Resource Development

Implementing the Downtown Plan will require that available public and private resources are utilized effectively and that new sources of development capital are identified to replace federal urban development funds which are reduced or eliminated. In order to successfully fund the improvements called for in the Downtown Plan, the city should undertake the following initiatives:

- Incorporate major new initiatives and projects recommended by the Downtown Plan into the city's annual *Capital Improvement Budget and Plan* and into the broader community-wide capital improvement program established and maintained by the Build Up Cleveland Campaign.
- Expand the resources available to the city for capital improvements by the use of regular voted levies, special assessment districts, and similar mechanisms which raise funds for specific capital projects.
- Work with the State of Ohio to revise or remove restrictions which limit the city's capacity to raise capital improvement funds and to issue bonds for the construction of multi-family housing.
- Work with the State of Ohio, Cuyahoga County, and the various regional authorities to develop joint capital project planning processes which improve the leveraging of limited capital funds and reduce redundancy of effort.
- Work with the private sector to identify, raise, and program private corporate and foundation

funds in a manner consistent with the goals of the Civic Vision 2000 Downtown and Citywide Plans.

## Regulatory Reform

Effective regulation of downtown land use is essential to the successful implementation of the Downtown Plan. The city's principal mechanisms for regulating land use, the Zoning Code and the Zoning Map, should be modernized to reflect the goals of the plan. In order to accomplish this objective, the city should undertake the following initiatives:

- Revise the city's Zoning Code and Zoning Map

to incorporate specific land use recommendations made in the Civic Vision 2000 Downtown and Citywide Plans.

- Undertake appropriate revision of the city's Building and Housing Codes to reflect recommendations contained within the Downtown and Citywide Plans and the revisions made to the Zoning Code and Map.
- Develop Urban Design Guidelines for each downtown district. These Guidelines, when used in conjunction with the Zoning Code and Map, should provide both public and private developers with a clear indication of the preferred future of each district.



*Heritage Park II in The Flats with view of Public Square Skyline*



- Develop and maintain tools and techniques for analyzing and evaluating development proposals and project designs in three dimensions. These tools include both three-dimensional models and computer assisted design programs.

### Organizational Development

Implementing the Downtown Plan will require that both the public and private sectors have the organizational mechanisms and professional personnel required to undertake a sustained, multi-year development effort. In order to insure that the necessary administrative and organizational structures are in place, the public and private sectors should undertake the following initiatives:

- The city should maintain and support professionally staffed planning and development departments capable of implementing the Civic Vision 2000 Downtown and Citywide Plans.
- The city should undertake organized staff development programs designed both to improve staff capability in the planning and development departments and to provide general training and information to the staff of related departments.
- The city and the private sector should continue to support area development groups and stakeholder organizations which provide development services essential to the timely implementation of the Downtown and Citywide Plans.
- The city should establish an office within city government which is responsible for coordinating housing development initiatives and improving the rate of production of new and substantially renovated housing in downtown and the neighborhoods.
- The private sector should establish the organizational mechanisms and development entities necessary to insure long-term commitment to and realization of the goals of the Downtown and Citywide Plans.



*View of the Downtown Model with proposed new buildings*



# DOWNTOWN PLAN

**D**owntown Cleveland is experiencing the largest building boom since the completion of the Terminal Tower Complex in the 1930s. Since 1980, over \$1.22 billion has been invested downtown in major projects which are either complete or under construction. This unprecedented investment in downtown development will grow by an additional \$1 billion if the proposed projects currently under consideration move forward.

The isometric drawing to the right illustrates the development projects completed since 1980, those currently under construction, and those which are in the planning stages. During this period, downtown added 6.2 million square feet of office space, 300,000 square feet of retail space and 170 dwelling units. While no new hotel rooms were built, both Stouffer Tower City Plaza Hotel and the Holiday Inn Lakeside underwent extensive renovation.

In addition to the traditional downtown land uses, Cleveland renovated three historic theaters at Playhouse Square; developed new entertainment, recreation, and retail facilities in the Flats Oxbow Districts; and began the North Coast Harbor project in the Downtown Lakefront District.

## Completed Projects

Since 1980, 22 major building projects have been completed in downtown Cleveland. These include nine major office buildings: BP America, National City Center, Ohio Bell, One Cleveland Center, Eaton Center, North Point One, First Federal Savings, Statler Office Tower, and the Halle Building. These new office buildings and office conversions totaled approximately five million square feet. Two new residential buildings — Grove Court Condominiums and Riverbend Condominiums — were constructed and two buildings — the Hat Factory and the Bradley Building — were converted from warehouses to

loft apartments. The Galleria at Erieview, the first new shopping center in downtown Cleveland, was completed and the May Company department store underwent extensive renovation. The Halle Brothers department store was converted to offices with two levels of retail on the basement and street levels.

Other projects completed during this period include Nautica Phase I, Public Square, the Convention Center renovation, and Playhouse Square. Nautica is a major entertainment and retail complex on the west bank of the Cuyahoga River. Phase I includes development of a nightclub and restaurant, a boardwalk, and an outdoor theater seating 3,000. The renovation of Public Square was completed in 1985. This ten-acre downtown urban park is once again an impressive center of downtown. The Cleveland Convention Center was renovated and new exhibit and meeting room facilities were built in the complex. In the Playhouse Square District three theaters, the State, the Palace, and the Ohio were restored to their original splendor. Their combined capacity of 7,000 seats ranks them with New York's Lincoln Center as one of the largest performing arts complexes in the country. The Playhouse Square Garage was built for the convenience of theater patrons and will be connected directly to the theater lobbies.

There are eleven office building projects under construction in downtown. These include the renovation of the Terminal Tower office building and the adjoining Landmark Office Towers and the construction of the 18-story North Point II office tower and the 1,000-car North Point garage. The Huntington Building, one of downtown's largest office buildings, is undergoing complete exterior restoration and extensive interior remodeling.

The most significant retail development project underway is Tower City Center, the adaptive reuse of the old Cleveland Union Terminal portion of the historic Terminal Group on Public Square. The conversion of the Union Terminal into a

380,000 square-foot retail complex with four levels of shops and restaurants and a new rapid transit station will total \$300 million worth of new construction. The Higbee Company, which connects directly to Tower City Center, is renovating its store, and Stouffer Tower City Plaza Hotel, which flanks the Tower City Center on the west, is undergoing further major renovation. Two renovation projects in the Warehouse District — the Hoyt Block Phase II and the Johnson Block renovation — will add new office, retail, and residential space to the area. On the west bank of the Cuyahoga River, Nautica will expand its operation by renovating the old Powerhouse into shops and offices. The projects under construction total \$478 million.

## Projects in Planning

In the planning stages are 22 projects which will have a significant impact on downtown. These projects have received a preliminary review by departments at City Hall.

The proposed projects affect eight of the 14 downtown districts, including the Warehouse, Flats Oxbow North, the Mall/Public Square, Tower City, the Ontario/East 9th Street Gateway, the Downtown Lakefront, East 9th Street/Erieview and the Cleveland State University districts.

In the Warehouse District, six projects including National Terminals, 425 Lakeside Avenue, the L.N. Gross Building, Crittenden Court, Western Reserve Building II, and the Perry Payne Building are proposed for renovation or new construction.

The Flats Oxbow North District has two proposals to expand Nautica. The first proposes creating a 500-slip marina at the old Coast Guard Station on Whiskey Island, while the second proposes developing a new hotel in the area between Club Coconuts and the Powerhouse.

In the Mall/Public Square District, the two largest downtown projects ever to be built are proposed on Public Square. The first project is Society Center, a mixed-use project utilizing the entire block between St. Clair Avenue and

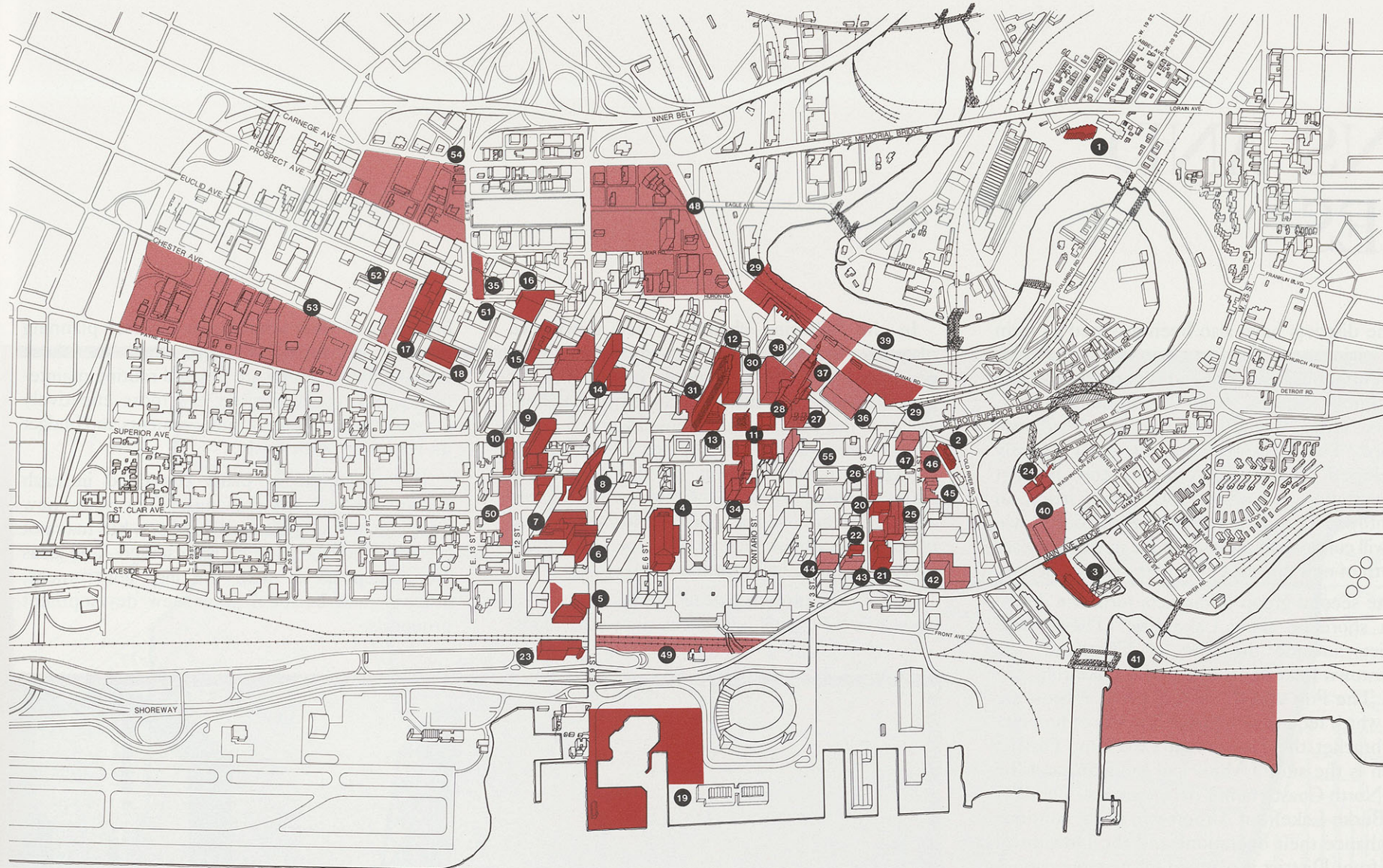
Rockwell Avenue, from Ontario Street to East 2nd Street. The old Society for Savings Building, which currently occupies a portion of the site will be saved, renovated, and incorporated into the project. A new 1.3 million square-foot office tower will be built east of the existing building, and a new 400-room hotel will be built on the St. Clair Avenue side of the block. A parking garage for approximately 1,500 cars will be built adjacent to the block, beneath Mall A. The second project is Ameritrust Center, a mixed-use project on the block bounded by West Drive, Superior Avenue, West 3rd Street, and Frankfort Avenue. This block will be developed with a 1.1 million square-foot office tower and a 484-room hotel. These two projects alone will total approximately \$743 million worth of construction.

The Tower City District will add four new projects to the work already underway. A new 207-room Ritz Carlton hotel and the 330,000 square foot Skylight Office Tower will flank the skylight concourse of the Tower City Center retail area. The old Post Office Building will be converted into office space, while the Rock and Roll Hall of Fame and Museum will be built on a site immediately south of the Terminal Tower. Approximately 50% of the land in the adjacent Ontario/East 9th Street Gateway District has been purchased for use as the site of a new stadium and arena. The site is 28.4 acres and could also accommodate new hotel or office development in addition to the sports facilities.

The Downtown Lakefront District is the proposed site for the Progressive Insurance Company headquarters. This project, located between the Conrail tracks and the Shoreway, would create the critical connection link from the Convention Center to the North Coast Harbor project. The garage platform for the building would also be utilized for a proposed convention center hotel and contemporary art center.

Two office buildings are proposed to be built in the East 9th Street/Erieview District on city-owned urban renewal land. These two sites, lo-





**PROJECTS COMPLETED SINCE 1980**  
(Cost in Millions)

1. GROVE COURT CONDOMINIUMS
2. RIVERBEND CONDOMINIUMS
3. NAUTICA (Phase I) - \$4 M Entertainment & Retail Complex
4. CLEVELAND CONVENTION CENTER - \$28 M Renovation
5. NORTH POINT - \$34 M Corporate Headquarters
6. OHIO BELL - \$46 M Corporate Headquarters
7. GALLERIA - \$40 M Retail Mall
8. ONE CLEVELAND CENTER - \$79 M Office Building
9. EATON CENTER - \$47 M Corporate Headquarters
10. FIRST FEDERAL SAVINGS - \$14 M Bank Headquarters & Office Building
11. PUBLIC SQUARE - \$12 M Park & Streetscape Improvement
12. MAY COMPANY - \$11 M Department Store Renovation
13. BP/AMERICA BUILDING - \$250 M Corporate Headquarters
14. NATIONAL CITY CENTER - \$60 M Bank Headquarters
15. STATLER OFFICE TOWER - \$20 M Conversion to Offices
16. HALLE BUILDING - \$30 M Conversion to Retail & Offices
17. PLAYHOUSE SQUARE THEATERS - \$38 M Theater Restoration
18. PLAYHOUSE SQUARE GARAGE - \$8.2 M 750 Car Parking Garage
19. NORTHCOAST HARBOR (Phase I) - \$11.3 M Harbor & Lakefront Park
20. HOYT BLOCK (Phase I) - \$5 M Office Renovation
21. BRADLEY BUILDING - \$2 M Renovation to Office & Housing
22. HAT FACTORY - \$2.5 M Renovation Conversion to Residential
23. NORTH POINT GARAGE - \$5 M 1,000 Car Garage

**PROJECTS UNDERWAY**

24. NAUTICA (Phase II) - \$12.4 M Convert Historic Powerhouse to Office & Retail
25. HOYT BLOCK II - \$8 M Renovation to Retail & Residential
26. JOHNSON BLOCK - \$5.6 M Renovation to Office & Retail
27. STOUFFER'S TOWER CITY PLAZA - \$24 M Hotel Renovation
28. TERMINAL TOWER RENOVATION - Office Remodeling
29. TOWER CITY CENTER - \$300 M Retail & Rapid Transit Station
30. HIGBEE COMPANY - \$13 M Department Store Renovation
31. BP/AMERICA PARKING GARAGE - \$9 M 750 Car Garage & Retail
32. HUNTINGTON BUILDING RENOVATION - \$15 M Exterior Improvement
33. NORTH POINT II OFFICE TOWER - \$86 M Office Building
34. SOCIETY CENTER - \$343 M Office, Hotel & Parking Garage
35. RENAISSANCE AT PLAYHOUSE SQUARE - \$34.5 M Office Tower

**PROPOSED PROJECTS**

36. POST OFFICE PLAZA - Conversion to Office
37. RITZ-CARLTON HOTEL - Hotel & Office
38. SKYLIGHT OFFICE TOWER - Office Building
39. ROCK 'N' ROLL HALL OF FAME - \$50 M Museum & Archives
40. NAUTICA HOTEL (Phase III) - \$13 M 150 Room Hotel
41. NAUTICA MARINA (Phase III) - \$12 M Full Service Marina
42. NATIONAL TERMINALS - \$31 M Conversion to Retail & Residential
43. 425 LAKESIDE AVENUE - \$6.2 M Conversion to Retail & Residential
44. L. N. GROSS BUILDING - Renovation to Housing & Office
45. CRITTENDEN COURT - \$45 M Office & Residential Complex
46. WESTERN RESERVE BUILDING II - Office Building
47. PERRY-PAYNE BUILDING - Renovation of Office
48. NEW STADIUM - \$200 M
49. PROGRESSIVE INSURANCE CORPORATION HEADQUARTERS - \$130 M Office & Cultural Center
50. TOWERS AT ERIEVIEW - Twin Office Buildings
51. PLAYHOUSE SQUARE HOTEL - \$31 M Hotel & Retail
52. CLEVELAND STATE UNIVERSITY - \$92 M Law, Business & Urban Studies Complex
53. C.S.U. PLAYFIELDS - \$11 M Outdoor Athletic Facility
54. C.S.U. CONVOCATION CENTER - \$47 M Sports Complex
55. AMERITRUST CENTER & HYATT HOTEL - \$400 M Office & Hotel

cated on east 12th Street immediately adjacent to the Galleria at Erieview, can accommodate up to one million square feet of new office development.

The Cleveland State University District is expanding by acquiring land for the outdoor playing fields. This area will eventually have a football field, a track, baseball diamonds, tennis courts, and other outdoor facilities. The 13,000-seat convocation center is proposed for an area south of the main campus.

**Economic Development Impact**

In addition to the capital spent on the new building projects downtown, the improvement of these properties increases the property tax revenues and generates additional income tax from the employees. The City has tracked a sample of 21 major developments in downtown to determine the impact of the city's development program on real estate values. A sample of 21 major downtown projects shows that the city's development program, combined with the county's periodic reappraisals, has resulted in an increase in real property valuation from \$38 million in 1980 to over \$145 million in 1987.

**DOWNTOWN PLANNING AREA**

**DEVELOPMENT PROJECTS**

- PROJECTS COMPLETED SINCE 1980
- PROJECTS UNDERWAY
- PROPOSED PROJECTS

CITY PLANNING COMMISSION  
ROOM 501 CITY HALL CLEVELAND, OHIO 44114  
(216) 664-2210

DOCUMENT NO. 01  
DATE: SEP. 88

0 150 300 600



# DISTRICT PLANS AND DESIGN STUDIES

**The previous sections of the Downtown Plan have presented a comprehensive overview of downtown's needs and opportunities. These broad trends affect the functioning of the entire downtown and provide a general framework for making policy decisions and planning capital improvements. The following sections of the Downtown Plan examine the development history, current development trends, and future development issues facing each specific district in downtown.**

Geographically, downtown Cleveland has many unique districts which contribute to the vitality of the city. To better understand these areas, downtown was divided into fourteen planning districts. The districts are shown on the map to the right. A development plan was created for each district, and they are described in the following chapters.

The districts have also been grouped to form three major areas. The first group of districts forms the central business core and is comprised of the Mall/Public Square, East 9th Street/Erievue, Tower City, Euclid/Prospect and Playhouse Square. These districts are the most densely developed areas and contain the highest concentration of office and retail space in downtown. They form the core area of downtown and will continue to experience the most significant growth of new construction over the plan period.

The second group of districts form the downtown shoreline along Lake Erie. These three districts include the Port of Cleveland, the Downtown Lakefront, and Burke Lakefront Airport. The Port and Burke Lakefront Airport are uses which require substantial amounts of property and bracket the Downtown Lakefront District which is the site of Municipal Stadium, and the new North Coast Harbor development. The Port and Burke Lakefront Airport will likely continue to enhance their operations and the Downtown Lakefront District is planned for new recreation, retail, and office uses.

The third group of districts surrounds the central business core on three sides. The districts comprising this ring are the Warehouse District, Flats Oxbow North, Flats Oxbow South, Ontario/East 9th Street Gateway, Cleveland State University, and Lakeside Industry. These districts contain light industrial uses, service industries, entertainment and housing areas, and the campus of Cleveland State University. These areas are densely built with low and mid-rise buildings and will most likely continue to grow with their existing uses over the plan period.

In the following chapters, each downtown planning district is examined to show the existing conditions and the long range possibilities for growth and development. Each district has both a map of the existing conditions, and then a map of a proposed development plan. The near term changes are based upon development plans currently under review. Other concepts presented are long term changes which could occur based upon the forecast studies and the emerging pattern of development in downtown.

Other recommendations include specific proposals for capital improvements to the roads,

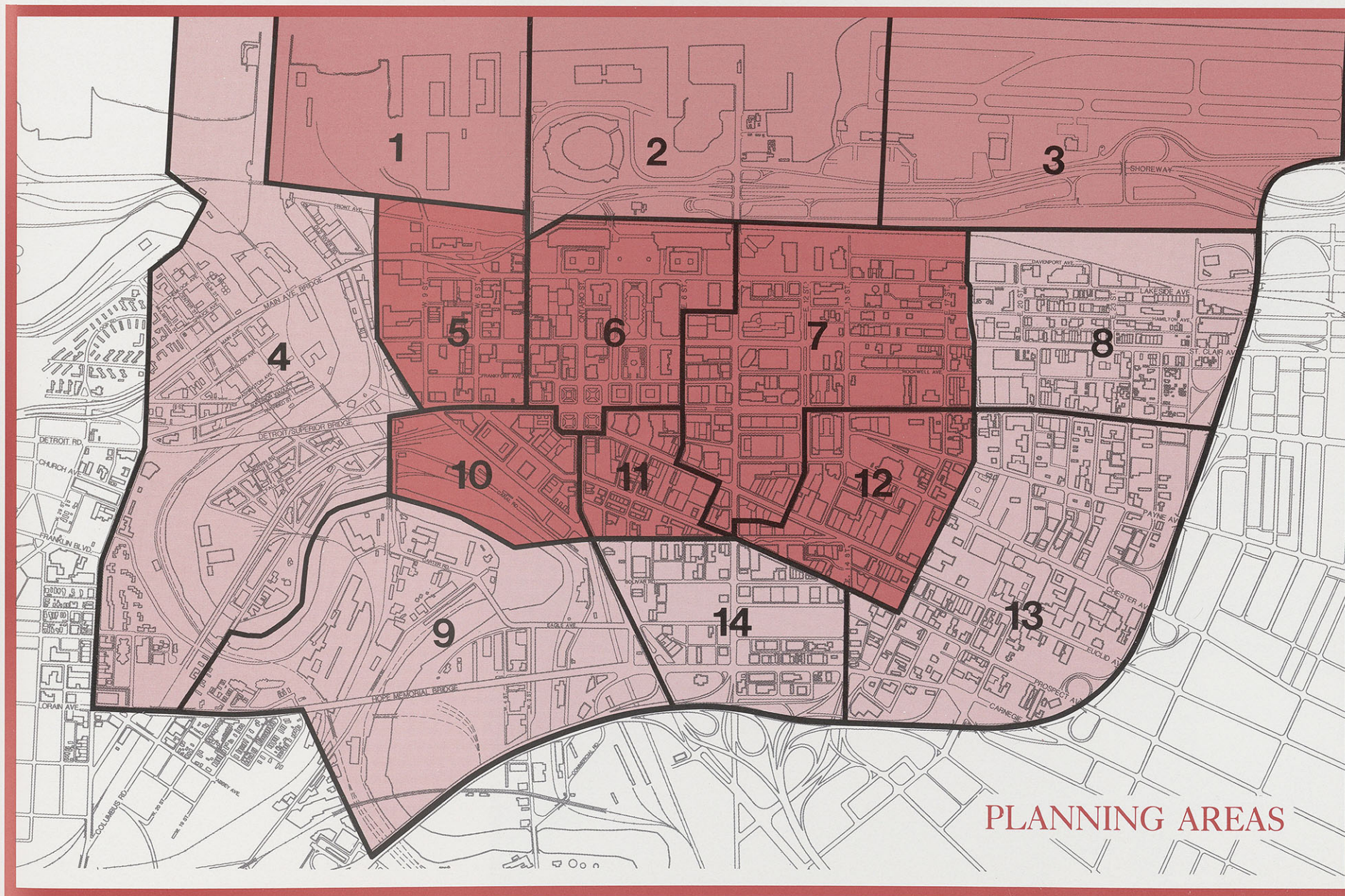
bridges, and other infrastructure in each planning district. By identifying the need for these improvements which are beyond routine maintenance and repair, the city can more effectively chart a course for timely improvements and budget its resources judiciously.

The development plans contained in each section are concept drawings. They show new buildings and suggest uses for them, but may not be built exactly as they are represented. The ideas are guideposts to help the city government, citizens, and business judge new development proposals.



*View from East Bank of Cuyahoga River*





**LEGEND**

- Planning Area I
- Planning Area II
- Planning Area III



# DISTRICT PLANS AND DESIGN STUDIES



*View of Downtown Model*