



A TRANSIT-ORIENTED DEVELOPMENT PLAN FOR W. 25TH CORRIDOR

SECTION 4 – ZONING & POLICY

MARCH 2021

25CONNECTS.COM
25CONNECTA.COM





FUNDED BY THE FEDERAL TRANSIT ADMINISTRATION
TOD PLANNING PILOT PROGRAM
GRANT NO. OH-2019-012-00

TABLE OF CONTENT

INTRODUCTION 5

CHAPTER 1 ZONING CODE AND POLICY REVIEW 7

1.1 - ZONING CODE 8

1.2 - ZONING PROCESS 10

USE DISTRICT 12

OVERLAY DISTRICT 14

AREA DISTRICT 16

HEIGHT DISTRICT 17

1.3 - ZONING VARIANCE 18

CHAPTER 2 BUILT FORM REVIEW 21

2.1 - BUILT FORM 22

TWO-PART MIXED USE BUILDING 24

THREE-PART MIXED USE BUILDING 26

INSTITUTIONAL BUILDING 28

CIVIC BUILDING 30

ONE STORY COMMERCIAL BUILDING 32

RESIDENTIAL INSPIRED BUILDING 34

INDUSTRIAL BUILDING 36

VACANT LOT 38

STRIP MALL 40

AUTO-ORIENTED COMMERCIAL BUILDING 42

AUTO RELATED USE 44

2.2 - BUILT FORM TYPOLOGY MIX 46

OVERVIEW 46

AREA 1 47

AREA 2 48

AREA 3 49

AREA 4 50

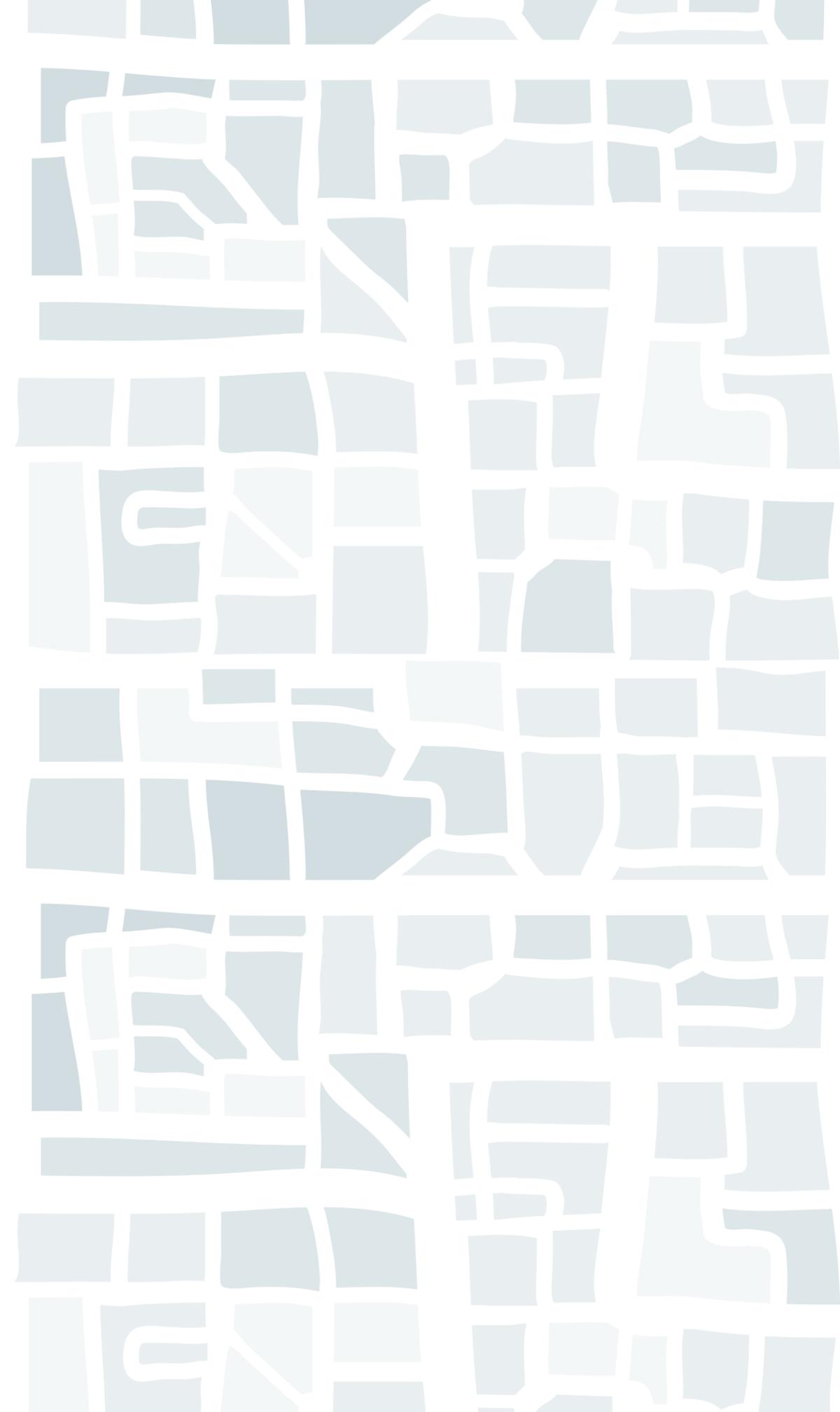
AREA 5 51

CHAPTER 3 RECOMMENDATIONS 53

3.1 - OVERVIEW 54

3.2 - APPROVAL PROCESS RECOMMENDATIONS 54

3.3 - ZONING REGULATION RECOMMENDATIONS 56



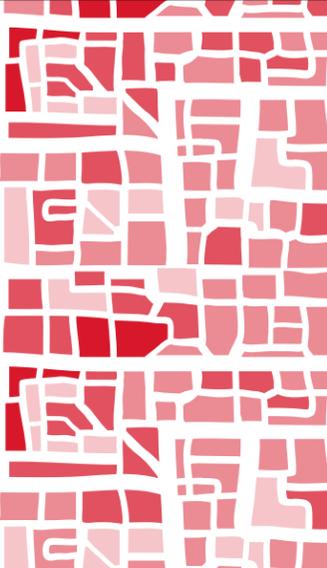
INTRODUCTION

This document is one of five parts in the Transit-Oriented Plan for the West 25th Street Corridor (W. 25th Corridor), which aims to respond to FTA grant requirements related to the creation of a new Bus Rapid Transit (BRT) line running between Detroit Avenue and Broadview Road. The plan has five sections including:

- 1 Urban Analysis
- 2 What We Heard (public engagement)
- 3 BRT Study
- 4 Zoning Review and Policy Recommendations**
- 5 Market Analysis

The Zoning Review and Policy Recommendations report provides the history of zoning in Cleveland and an analysis of the City's current Land Use Code. The report also includes the existing building typology along W. 25th Corridor and identifies which building type contributed or has the potential to contribute to the character of a TOD community. The report ends with recommendations for the approval process and zoning regulation along the corridor and adjacent communities. The report includes the following three chapters:

- › Zoning Code and Policy Review
- › Built Form Review
- › Recommendations





**A TRANSIT-ORIENTED
DEVELOPMENT PLAN FOR
W. 25TH CORRIDOR**

SECTION 1 - URBAN ANALYSIS

25CONNECTS.COM
25CONNECTA.COM





**A TRANSIT-ORIENTED
DEVELOPMENT PLAN FOR
W. 25TH CORRIDOR**

SECTION 2 - WHAT WE HEARD

25CONNECTS.COM
25CONNECTA.COM





**A TRANSIT-ORIENTED
DEVELOPMENT PLAN FOR
W. 25TH CORRIDOR**

SECTION 3 - BRT STUDY

25CONNECTS.COM
25CONNECTA.COM





**A TRANSIT-ORIENTED
DEVELOPMENT PLAN FOR
W. 25TH CORRIDOR**

SECTION 4 - ZONING & POLICY

25CONNECTS.COM
25CONNECTA.COM





**A TRANSIT-ORIENTED
DEVELOPMENT PLAN FOR
W. 25TH CORRIDOR**

SECTION 5 - MARKET ANALYSIS

25CONNECTS.COM
25CONNECTA.COM



CHAPTER 1

ZONING CODE AND POLICY REVIEW

DETROIT
BRIDGE
LORAIN
FRANKLIN
CLARK
MONROE
PEARL
DENISON
WILDLIFE

1.1 ZONING CODE EARLY HISTORY

In greater Cleveland, East Cleveland was the first to adopt a zoning ordinance in 1919. It was followed by Bay Village in 1920, Cleveland Heights in 1921, and Euclid in 1922. Euclid was home to the landmark 1926 supreme court case that established zoning's constitutionality in the United States (*Village of Euclid v. Ambler Realty Co, 1926*).

The City of Cleveland's first zoning ordinance was adopted in 1929 when the City had a population of 900,000 people. The code divided the City into five height, five area, and seven land-use districts, superimposed over each other. By 1958, almost all municipalities in Cuyahoga County had adopted a zoning ordinance.

Cleveland's motivations behind adopting a zoning ordinance responded to the challenges of their time and aimed to:

- › Protect and separate residential areas from pollution and neighboring factories;
- › Manage rapid growth;
- › Provide green space;
- › Plan for the new reality of the automobile.

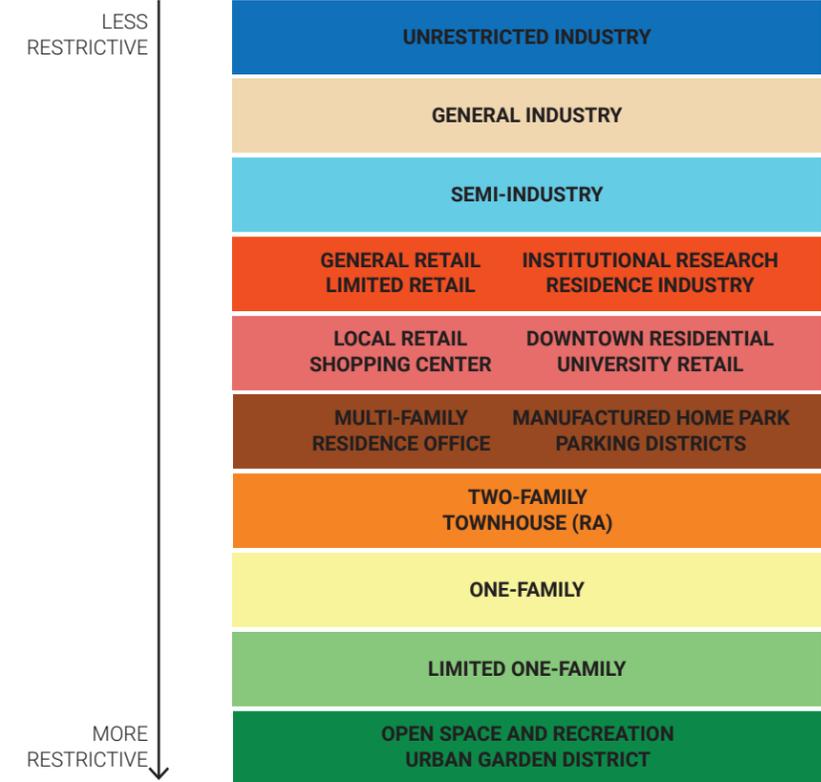
The first amendment to Cleveland's 1929 zoning ordinance was in 1930 to add various uses permitted in land-use districts. In the 30s and early 40s, Cleveland's zoning ordinance experienced minor piecemeal amendments.

It was not until the mid-1940s that planners modernized the code to provide a legal tool for the implementation of the 1949 General Plan. This revision would be the biggest overhaul of the code throughout its history. It introduced Floor Area Ratio, increased minimum lot sizes, setbacks and off-street parking requirements.

During the postwar years, the code became more complex with the addition of subtype use districts and overlay districts with historic preservation purposes and design review procedures. The Civic Vision 2000 adopted in 1991 introduced another set of major revisions. Completely new chapters were added in the 1990s, including sign regulation and landscaping.

Overlay districts would be expanded and continue to be added to the code in the 21st century, such as the Central Business District (CBD). Many amendments have been made to the original 1929 code over the years, yet the code's current structure is not much different from the original 1929 code.

The code has retained its hierarchical nature in which zones are tiered from most restrictive (residential) to least restrictive (industrial). Uses in the more restrictive districts are also permitted in the less restrictive districts.



CURRENT ZONING CODE ISSUES

The numerous changes that have been made over the last 90 years to the original 1929 code have resulted in an overwhelming hodgepodge of zoning standards. The code has become layered, disjointed and confusing to navigate. As a result, obtaining a building permit in Cleveland can take longer than in many peer cities in the region.

More importantly, Cleveland’s zoning code has created and perpetuated suburban-style developments by requiring large lots and creating exclusively residential zones. Many of Cleveland’s most beloved places, which were built before the code’s adoption in 1929, are illegal even though they have in many cases remained relevant and vibrant.

In many ways, the current zoning code prevents an urban character typology of tight building formations and other design elements that promote lively and walkable neighborhoods as opposed to automobile oriented districts. The code is out of sync with modern development typologies, leading to denied permits and a large number of variance applications.

A NEW APPROACH

With new buildings and new residents rejuvenating long dormant neighborhoods of the City at a very rapid rate, the City of Cleveland has recognized the need for new development policies and tools that support 21st century development trends.

One of the selected development tools has been a new zoning code that will be easy to use, highly graphic and aligned with the City’s vision of creating healthy, walkable and equitable neighborhoods. The new code intends to foster walkable and mixed-use neighborhoods.

For this reason, the City is piloting a project to move towards form-based coding, an approach that is currently being tested in sections of the Detroit Shoreway and Cudell neighborhoods.

The codes being implemented in these areas are overlays applied atop the existing zoning code. Over time, the City will expand the geographies covered by the form-based code and eventually completely replace the current Euclidian 1929 code citywide. Our recommendations in this report are in alignment with this strategy, but highlight the areas for short-, mid- and long-term changes to the approvals system.

2014

THE CLEVELAND CITY PLANNING COMMISSION (CPC) HOSTED THE BEST PRACTICES IN ZONING SYMPOSIUM, PAVING THE WAY FOR FORM-BASED CODING IN CLEVELAND

2019

CODE STUDIO IS SELECTED AS THE LEAD CONSULTANT FOR DEVELOPING A PILOT FORM-BASED CODE.

1.2 ZONING PROCESS

In order to implement a project along W. 25th Corridor, one must read the Zoning Code in three steps in order to find the regulations that are applicable to a subject parcel.

The first step is to identify the Zoning District in which the parcel is located. Each zone is established based on a Use District, an Area District and a Height District.

The second step is to address the requirements that are applicable to all districts. Depending on the use district and/or building type, requirements regarding off-street parking, signage, landscaping, yards and fences are applicable.

The third step is only applicable if the subject parcel is located in an Overlay District. Overlay Districts can include requirements regarding setbacks, window area, parking signage, and more. In case of conflict between regulations of the Zoning District and Overlay District, regulations of the Overlay District govern.

The following section provides a road map on how one must read the Zoning Code in order to located the regulation applicable to a parcel. This demonstration will analyze the scenario of implementing townhouses in the zone LR-G2, also located in the Pedestrian Retail Overlay District.

REGULATIONS REGARDING THE IMPLEMENTATION OF TOWNHOUSES IN ZONE LR-G2

REGULATIONS REGARDING THE IMPLEMENTATION OF TOWNHOUSES IN THE PEDESTRIAN RETAIL OVERLAY DISTRICT

STEP 1 : ZONING DISTRICT

1.1 Use District

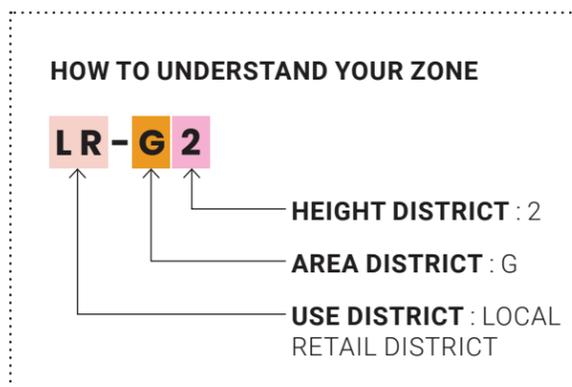
- › Permitted building and uses : *Article 343.01*
- › Local Retail District : All uses permitted in a Multi-Family District is permitted. *View Article 377.08*

1.2 Area district

- › Gross floor area, lot area, lot width, street frontage for residential buildings based on building type : *Article 355.04*

1.3 Height district

- › Height limit and maximum height and setbacks for additional height : *Article 353.01 - 353.02*



STEP 2 : GENERAL REQUIREMENTS

2.1 Off street parking and loading

- › Parking requirements for number of spaces based on building use and number of units : *Art. 349.04*
- › Parking requirements regarding location, access and screening : *Article 349.05 - 349.07 - 349.08*

2.2 Signs

- › NA : *Chapter 350*

2.3 Landscaping and screening

- › Requirements regarding location, intensity and content based on use district and building type : *Chapter 357*

2.4 Fence

- › Requirements regarding fences based on use district : *Chapter 358*

STEP 3 : OVERLAY DISTRICT

3.1 Prohibited uses

- › Prohibited uses : *Article 343.23 (e.1)*

3.2 Maximum setbacks

- › Setback requirements depending on use and height : *Article 343.23 (g)*

3.3 Window area

- › Window area requirements based on use : *Article 343.23 (h)*

3.4 Parking

- › Number of parking spaces : *Article 343.23 (i)*

3.5 Signs

- › NA : *Article 343.23 (j)*



IN THE RELEVANT PORTIONS OF A PRO DISTRICT, **THE REGULATIONS OF THE UNDERLYING ZONING DISTRICT SHALL GOVERN** EXCEPT WHERE IN CONFLICT WITH THE REGULATIONS OF THE PRO DISTRICT, IN WHICH CASE THE REGULATIONS OF THE PRO DISTRICT SHALL GOVERN.



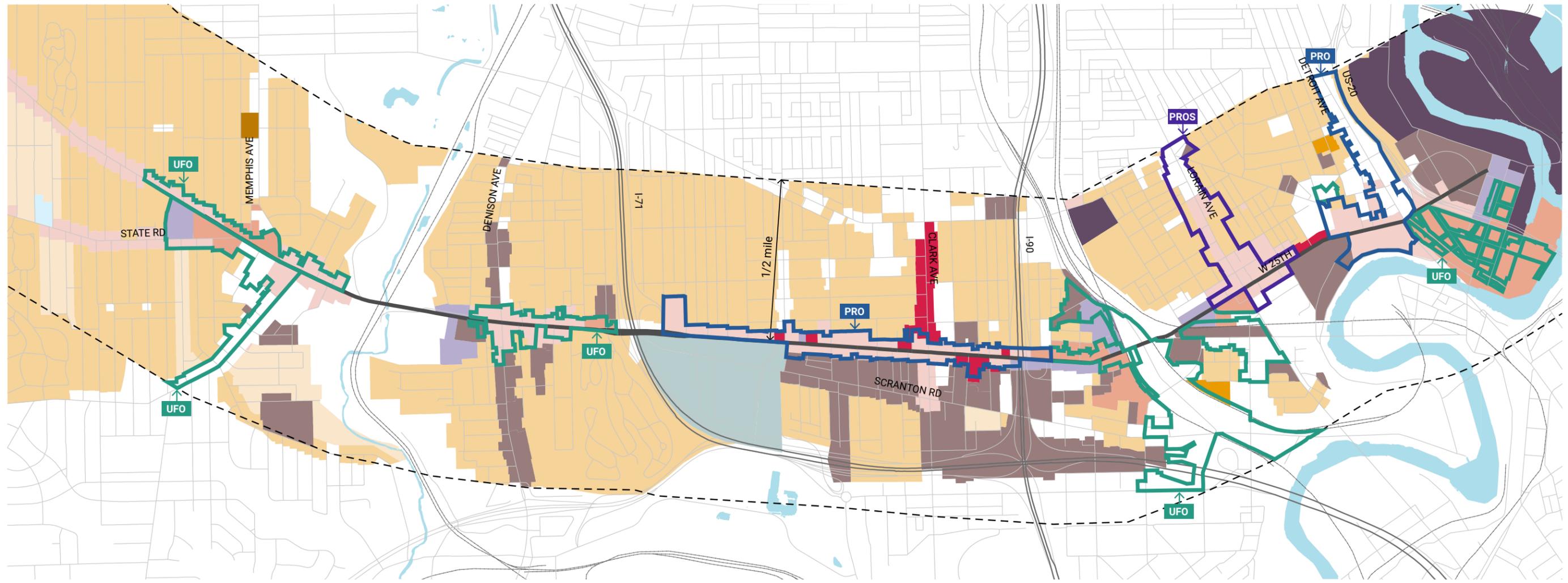


FIGURE 1: W. 25TH CORRIDOR ZONING DISTRICTS AND OVERLAY DISTRICTS

<ul style="list-style-type: none"> — ROADWAYS —+—+— RAIL - - - 1/2-MILE STUDY AREA — W. 25TH CORRIDOR — WATER BODIES 	<p>ZONING DISTRICTS</p> <ul style="list-style-type: none"> □ ZONES 	<p>USE DISTRICTS</p> <ul style="list-style-type: none"> ● TWO FAMILY (2F) ● MULTI-FAMILY (MF) ● LOCAL RETAIL BUSINESS (LR) ● GENERAL RETAIL LIMITED (GR) ● RETAIL BUSINESS (LLR) 	<p>OVERLAY DISTRICTS</p> <ul style="list-style-type: none"> ■ PEDESTRIAN RETAIL OVERLAY (PRO) ■ PEDESTRIAN RETAIL OVERLAY-SIGN (PROS) ■ URBAN FORM OVERLAY (UFO) 	<p>USE DISTRICTS</p> <ul style="list-style-type: none"> ● SEMI-INDUSTRY (SI) ● GENERAL INDUSTRY (GI) ● INSTITUTIONAL-RESEARCH DISTRICTS (IR) ● OPEN SPACE AND RECREATION (OSR) 	<div style="text-align: right;"> </div> <div style="text-align: right;"> </div>
---	--	--	--	---	---

USE DISTRICTS

RESIDENTIAL DISTRICTS

TWO-FAMILY DISTRICT

- › Dwelling houses, each occupied by not more than two (2) families and not more than two (2) roomers or boarders.
- › Playgrounds, parks;
- › The extension of existing cemeteries;
- › Railroad rights-of-way, not including switching, storage or freight yards;
- › Agricultural uses;
- › Churches and other places of worship, but not including funeral chapels or mortuary chapels if located not less than fifteen (15) feet from any adjoining premises in a Residence District not used for a similar purpose;
- › Public libraries or museums, and public or private schools or colleges if located not less than thirty (30) feet from any adjoining premises in a Residence District not used for a similar purpose.
- › **See Chapter 337 of Cleveland's Land Use Code for more details and authorized uses.**

MULTI-FAMILY DISTRICT

- › All uses permitted in a Two-Family District;
- › Row houses, apartment houses;
- › Rooming houses, boarding houses, tourist homes.
- › **See Chapter 337 of Cleveland's Land Use Code for more details and authorized uses.**

INSTITUTIONAL-RESEARCH DISTRICTS

INSTITUTIONAL-RESEARCH DISTRICTS

- › Hospitals, medical clinics, medical office buildings, and similar medical institutions;
- › Nursing homes, assisted living residences, and mental health centers;
- › Primary and secondary schools, colleges, universities, trade schools, and similar educational institutions.
- › **See Chapter 340 for more details and authorized uses.**

BUSINESS DISTRICTS

LOCAL RETAIL BUSINESS DISTRICT

- › All uses permitted in a Multi-Family District;
- › Business for local or neighborhood needs, such as businesses that sell baked goods, dry goods, china and books;
- › Eating places, lunch rooms, restaurants, cafeterias and places for the sale and consumption of soft drinks, juices, ice cream and beverages, but excluding buildings which provide entertainment or dancing;
- › Service establishments, such as barber or beauty shops, custom tailors, laundry agencies and shoe repair;
- › Business offices, such as banks, real estate and other similar offices;
- › Automotive services, such as public parking garages and parking lots;
- › Signs.
- › **See Chapter 343 of Cleveland's Land Use Code for more details and authorized uses.**

GENERAL RETAIL BUSINESS DISTRICT

- › All uses permitted in a Local Retail Business District;
- › Service establishments;
- › Business offices and services;
- › Automotive services, including motor vehicle service station, car wash, motor vehicle service garage and motor vehicle sales facility
- › House trailer or travel trailer park;
- › Amusement and recreation, such as assembly hall and bowling alley.
- › **See Chapter 343 of Cleveland's Land Use Code for more details and authorized uses.**

GENERAL RETAIL BUSINESS DISTRICT

- › All uses permitted in a General Retail Business District except: mortuary or undertaking establishments, telephone exchanges and transformer stations, service garages, sale of new or used motor vehicles or trailers, house trailers or trailer parks, transportation services, auto car wash or auto laundry, adult entertainment and billboards and advertising signs.
- › **See Chapter 343 of Cleveland's Land Use Code for more details and authorized uses.**

INDUSTRIAL DISTRICTS

SEMI-INDUSTRY DISTRICT

- › All uses permitted in a General Retail Business District. However, no dwelling house, row house or multiple dwelling, and no building or Institutional H Occupancy Classification, located within two hundred (200) feet of the boundary line of an adjoining General or Unrestricted Industry District;
- › Additional Commercial and Semi-Industrial Buildings and Uses include: second-hand truck lot, repair garage;
- › Amusement enterprises operated as a business.
- › **See Chapter 345.03 of Cleveland's Land Use Code for more details and authorized uses.**

GENERAL INDUSTRY DISTRICTS

- › All uses permitted in a Semi-Industry District;
- › Any industrial, manufacturing, commercial or other nonresidential use;
- › The open yard storage of dirt, soil, crushed stone or gravel, mulch or construction material, secondhand lumber or other used building material, junk, paper, rags, unrepaired or other salvaged articles provided the lot upon which the storage use occurs is located no closer than five hundred (500) feet to a residence district;
- › The operation of wrecking or dismantling of motor vehicles, or the storage of motor vehicles, pending wrecking or dismantling;
- › The operation of a Recycling Facility provided it is located no closer than five hundred (500) feet to a residence district.
- › **See Chapter 345.03 of Cleveland's Land Use Code for more details and authorized uses.**

OPEN SPACE AND RECREATION DISTRICTS

OPEN SPACE AND RECREATION

- › Public parks, playgrounds, athletic fields, and recreation center buildings;
- › Public open space areas including wooded areas and stream valleys;
- › Marinas, yacht clubs, golf courses, and cemeteries.
- › **See Chapter 342.03 of Cleveland's Land Use Code for more details and authorized uses.**



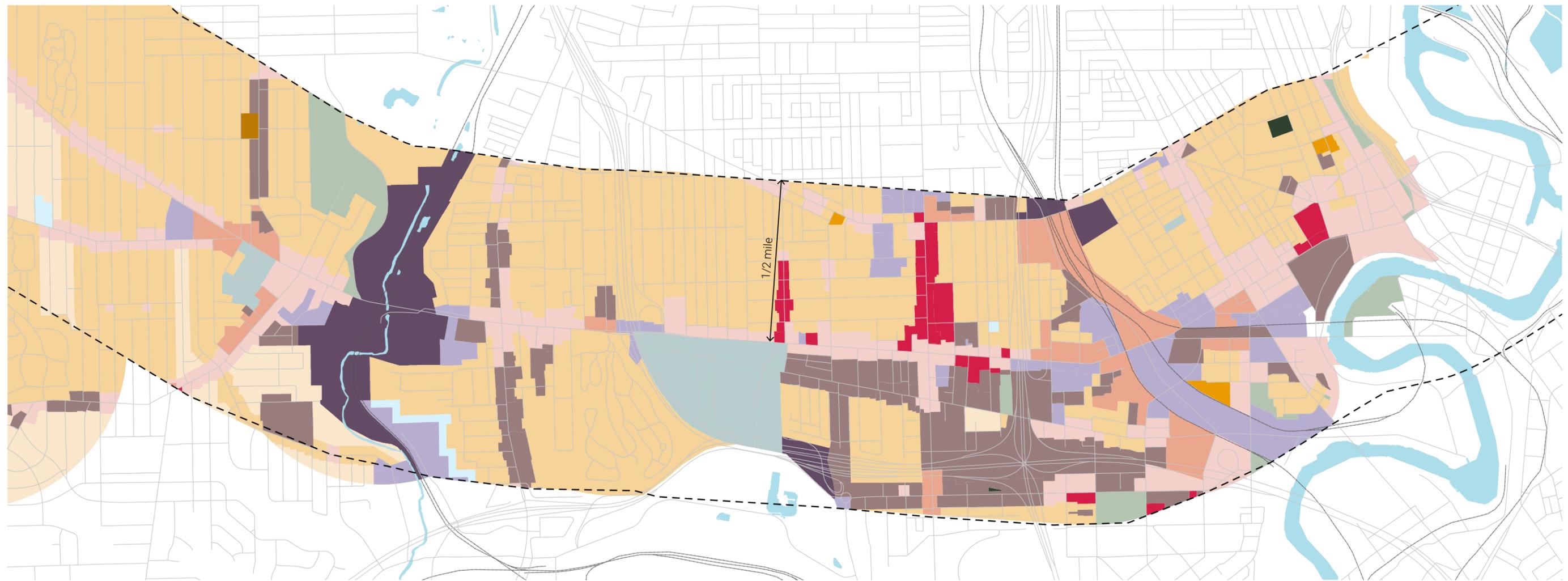


FIGURE 2 : W. 25TH CORRIDOR ZONING, USE DISTRICTS

<ul style="list-style-type: none"> — ROADWAYS +++ RAIL - - - 1/2-MILE STUDY AREA — W. 25TH CORRIDOR — WATER BODIES 	<p>RESIDENTIAL DISTRICTS</p> <ul style="list-style-type: none"> ● TWO FAMILY ● MULTI-FAMILY 	<p>BUSINESS DISTRICTS</p> <ul style="list-style-type: none"> ● LOCAL RETAIL BUSINESS ● GENERAL RETAIL LIMITED ● RETAIL BUSINESS 	<p>INDUSTRIAL DISTRICTS</p> <ul style="list-style-type: none"> ● SEMI-INDUSTRY ● GENERAL INDUSTRY 	<p>INSTITUTIONAL-RESEARCH DISTRICTS</p> <ul style="list-style-type: none"> ● INSTITUTIONAL-RESEARCH DISTRICTS <p>OPEN SPACE AND RECREATION DISTRICTS</p> <ul style="list-style-type: none"> ● OPEN SPACE AND RECREATION 	
---	--	---	--	---	------

OVERLAY DISTRICT

PEDESTRIAN RETAIL OVERLAY DISTRICT

Purpose

- › The Pedestrian Retail Overlay District is established to maintain the economic viability of older neighborhood shopping districts by preserving the pedestrian-oriented character of those districts and to protect public safety by minimizing conflicts between vehicles and pedestrians in neighborhood shopping districts.

Prohibited Uses

- › Open sales lots, which means a property or portion of a property used for the sale of merchandise stored in outdoor, unenclosed locations;
- › Filling and service stations;
- › Car washes;
- › Any business served by a drive-through lane providing access to windows or other facilities at which food or merchandise can be ordered or picked up, or business can be transacted by a person in a motor vehicle;
- › The following uses shall be permitted as Conditional Uses, as approved by the City Planning Commission under the approval criteria: off-street parking or loading areas, driveways extending across a public sidewalk, residential, institutional and non-retail office uses, any building-enclosed use that does not have a public pedestrian entrance from the Pedestrian Retail Street Frontage, a building with an interior side yard more than four (4) feet in width and located within forty (40) feet of a Pedestrian Retail Frontage;
- › In recognition of the expected greater use of public transit, bicycles and walking by customers and employees the minimum number of parking spaces otherwise required by the Zoning Code shall be reduced by thirty-three percent (33%) for retail business uses in the districts.
- › **See Chapter 343.23 of Cleveland's Land Use Code for more details, such as the conditional uses criteria, and authorized uses.**

PEDESTRIAN RETAIL OVERLAY DISTRICT -SIGN

Purpose

- › Any Pedestrian Retail Overlay District designated for display of signs in the street right-of-way shall be identified as Pedestrian Retail Overlay District -Sign. No sign permitted by these provisions shall be displayed without design approval of the sign's structure and permanent elements by the City Planning Commission, or where applicable, by the Landmarks Commission.
- › **See Chapter 343.23 of Cleveland's Land Use Code for more details.**

URBAN FORM OVERLAY

Purpose

- › The Urban Form Overlay District is established to foster a high level of walkability and design quality for Cleveland's urban streets. It will do this by requiring pedestrian-oriented building features, preserving and enhancing the architectural character of new and existing buildings and protecting public safety by minimizing conflicts between vehicles and pedestrians.

Details

- › **See Chapter 348.04 of Cleveland's Land Use Code for standards for, among others, setbacks, building configurations, frontage and floor area ratio;**
- › **See Chapter 348.04 of Cleveland's Land Use Code for required frontage features.**





FIGURE 3 : W. 25TH CORRIDOR ZONING, OVERLAY DISTRICTS

- ROADWAYS
 - +++ RAIL
 - - - 1/2-MILE STUDY AREA
 - W. 25TH CORRIDOR
 - WATER BODIES
- OVERLAY DISTRICTS**
- PEDESTRIAN RETAIL OVERLAY
 - PEDESTRIAN RETAIL OVERLAY-SIGN
 - URBAN FORM OVERLAY



AREA DISTRICTS

Area districts establish standards for the development of main buildings. No main building, irrespective of occupancy classification, can be erected, established or altered if not in conformity with standards specified in the area district in which it is located.

Six area districts are located along W. 25th Corridor :

DISTRICT	MAX GROSS FLOOR AREA
A	1/2 x Lot Area
C	1/2 x Lot Area
D	1 Lot x Area
E	1 1/2 x Lot Area
G	3 x Lot Area
K	6 x Lot Area

DISTRICT	MINIMUM LOT AREA (SQUARE FEET)			
	ONE-FAMILY	TWO-FAMILY	ROW-HOUSE	MULTI-FAMILY
A	4,800	-	-	-
C	4,800	6,000	2,400	NONE
D	4,800	6,000	2,100	NONE
E	4,800	6,000	2,100	NONE
G	4,800	6,000	2,100	NONE
K	4,800	6,000	2,100	NONE

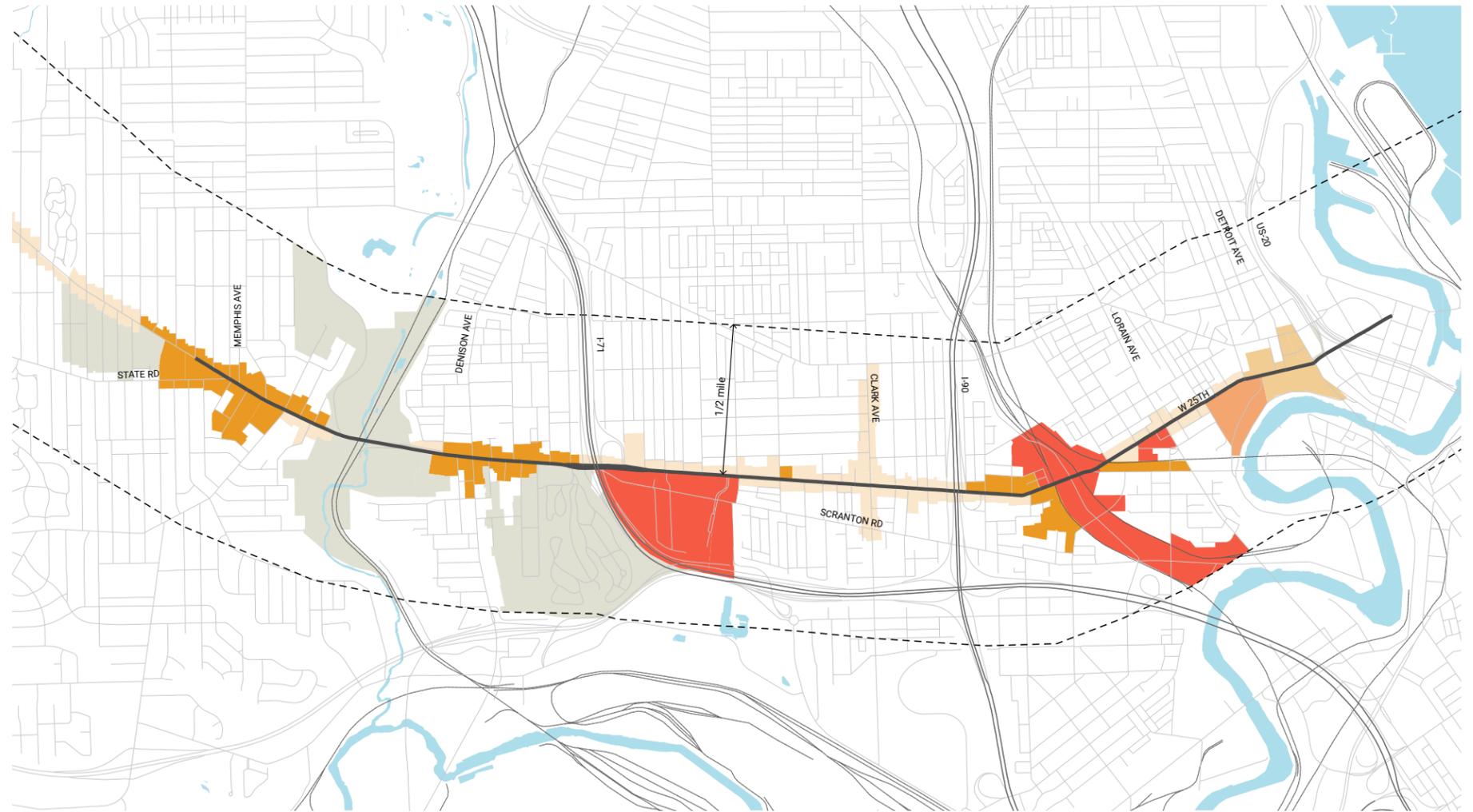
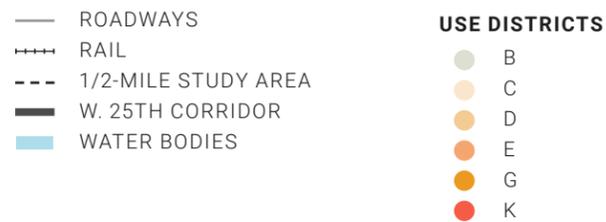


FIGURE 4 : W. 25TH CORRIDOR ZONING, AREA DISTRICTS



HEIGHT DISTRICTS

Height districts establish height limits, meaning the height to which a building located on a building line or required yard line may be erected without setback from such building line or yard line. However, in some districts, a portion of a building may be erected to exceed the height limit when providing a setback from all building lines or required yard lines. This portion must respect the specified distance for the setback and cannot exceed the maximum height specified for each height district.

In total, there are nine height districts in Cleveland, but only Districts 1 to 6 can be found along the W. 25th Corridor. Five of them authorize to exceed the height limit.

The most common permitted building height along W. 25th Corridor is 35 feet, which roughly corresponds to the current average height of existing buildings along the corridor. Higher authorized building heights are concentrated in the Ohio City neighborhood, the area closest to downtown Cleveland. The neighborhood is trendy and has experienced a building and development boom in recent years. Permitted heights in Ohio City range from 115 to 250 feet.

A portion of the MetroHealth Campus has the highest authorized heights found on W. 25th Corridor at 600 feet. MetroHealth’s property adjacent to W. 25th Corridor has a maximum height of 115 feet.

DISTRICT	HEIGHT LIMIT	SETBACK FOR EACH FOOT OF ADDITIONAL HEIGHT	MAXIMUM HEIGHT
1	35 ft	1 ft	50
2	60 ft	1/2 ft	90
3	115 ft	1/3 ft	175
4	175 ft	1/4 ft	260
5	250 ft	1/5 ft	375
6	600 ft	N/A	N/A

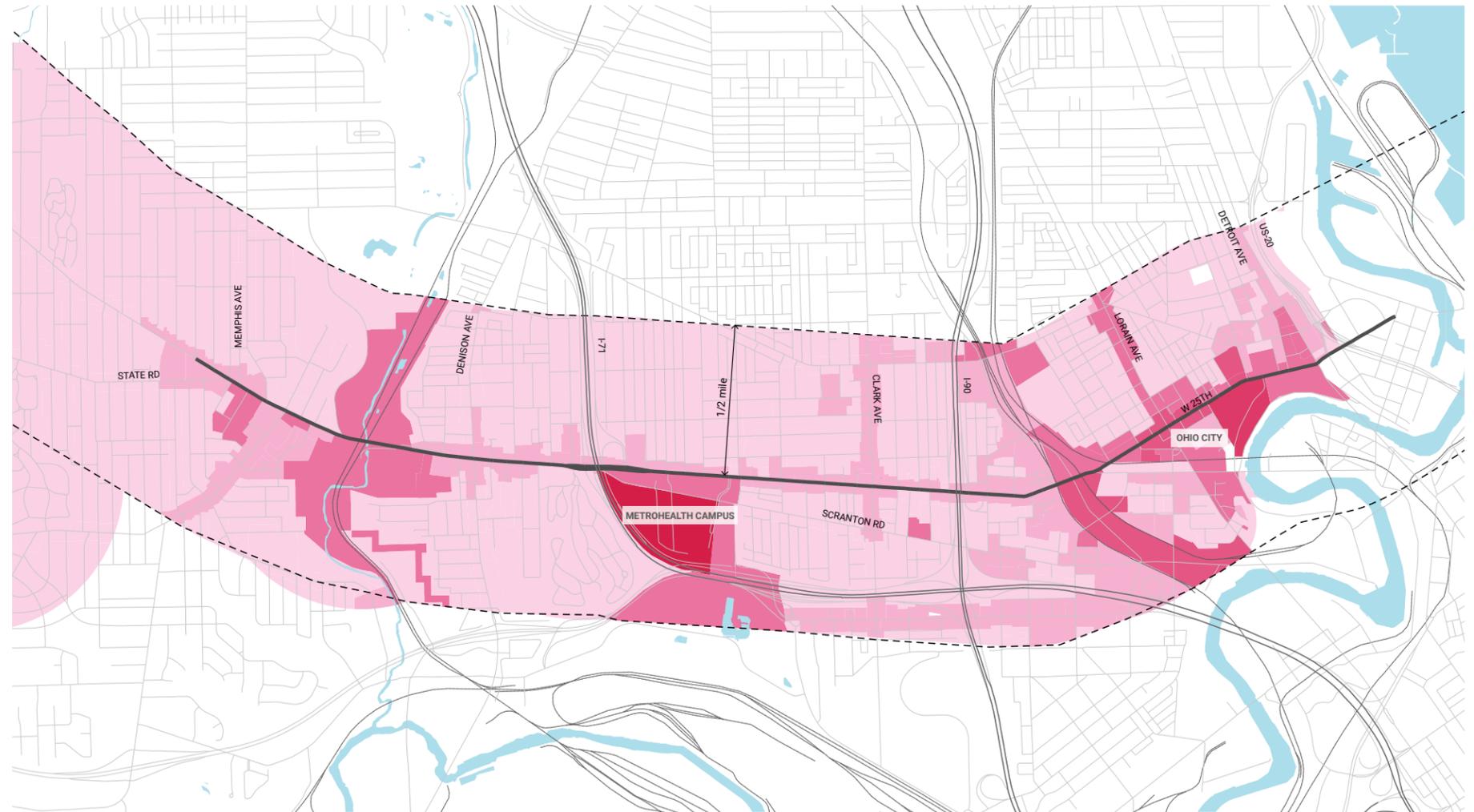
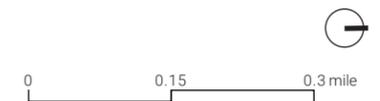
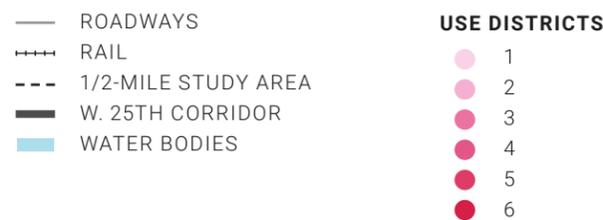


FIGURE 5 : W. 25TH CORRIDOR ZONING, HEIGHT DISTRICTS



1.3

ZONING VARIANCE

LOCATION AND STATUS

LOCATION

The zoning variance data provided by the City of Cleveland include 93 requests for changes to the City’s zoning code that were received by the Board of Zoning Appeals (BZA) between 2015 and 2019 along the W. 25th Corridor. These zoning variances include those that were granted, granted with conditions, denied, withdrawn, dismissed, and postponed. In addition, the data show that the reasons for the appeal vary between new constructions and existing constructions.

It is worth noting that roughly a quarter (23%) of zoning variances are located on W. 25th Corridor. More than half (52%) occur in Ohio City, the closest neighborhood to Downtown Cleveland and to major transportation lines. Tremont comes second in terms of zoning variance requests with a 22% share between 2015 and 2019, followed by Clark-Fulton (12%), Brooklyn-Centre (7%), and Old Brooklyn (8%).

Between 2015 and 2019, only 63% of all zoning variances were granted while 18% were granted with conditions, 6% denied, 7% withdrawn, and 6% dismissed.

STATUS - FOR NEW CONSTRUCTIONS

Many of the variance applications over the last five years are existing buildings (70%) along the corridor. As for the three new projects proposed over the last five years, the common themes of variance requests are related to specific uses, parking reductions and the detailed calculations related to urban design outcomes, like glazing and building setbacks. While this information is far from comprehensive it does highlight commonalities between existing and proposed new development – parking, setbacks and uses are consistently the majority of variances sought.

STATUS - FOR EXISTING CONSTRUCTION

More than half (52%) of zoning variance requests that were submitted to the Board of Zoning Appeals are use-related for existing constructions. These requests include a total change of use, an addition, or an expansion of use to residential or retail. Zoning variance requests for existing constructions also include those related to additions or alterations (13%), the combination of use change and additions or alterations (5%), parking improvements whether it is for a parking lot or a garage (18%), landscape combining fencing or air conditioner units in the yard (7%), and finally a landmark appeal (5%).

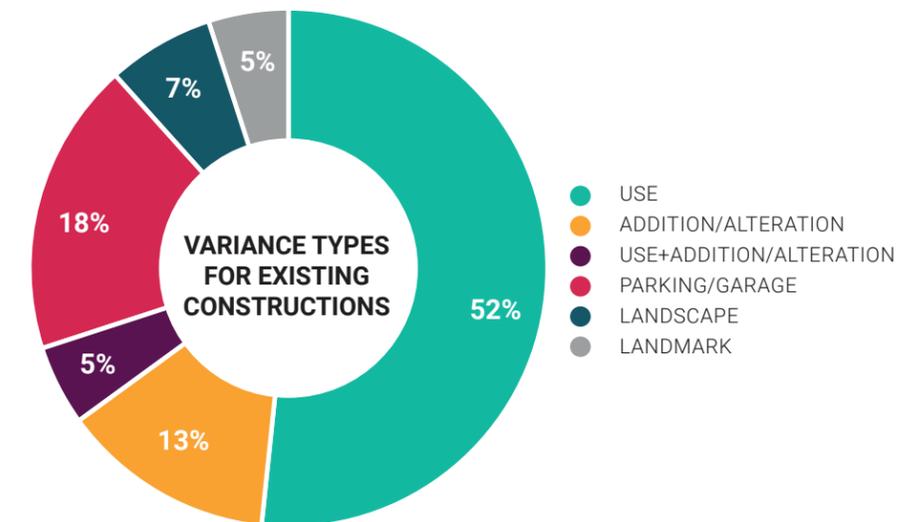
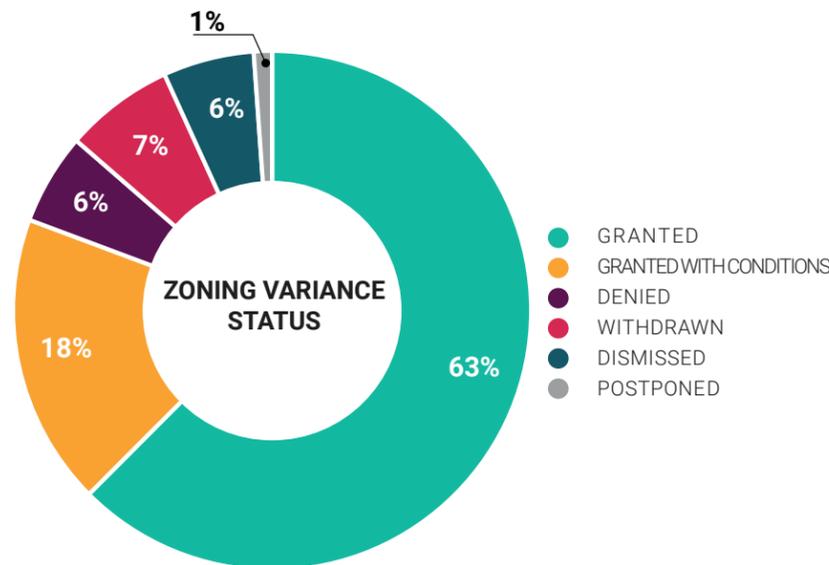
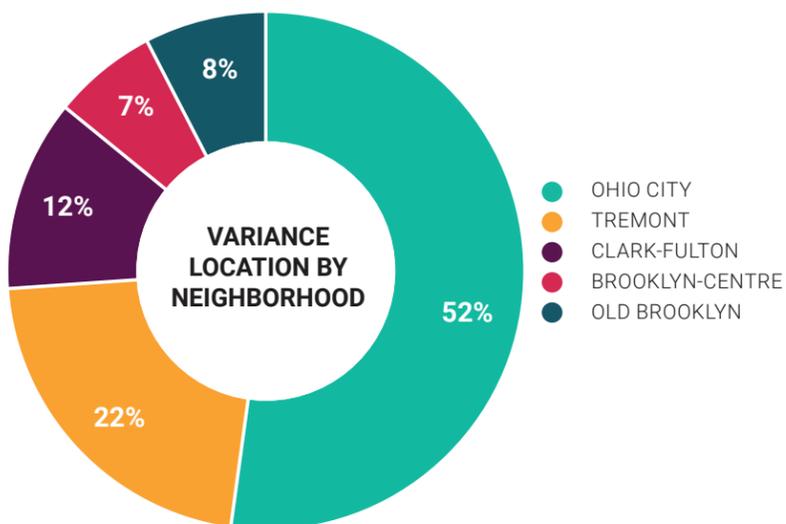
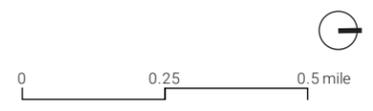




FIGURE 6 : 2015-2019 ZONING VARIANCE TYPES AND LOCATIONS

- ROADWAYS
- +++ RAIL
- - - 1/2-MILE AND 1/4 MILE STUDY AREA
- W. 25TH CORRIDOR
- WATER BODIES
- OPEN SPACE

- 2015-2019 ZONING VARIANCE TYPES**
- NEW CONSTRUCTION
 - EXISTING CONSTRUCTION





CHAPTER 2

BUILT FORM REVIEW

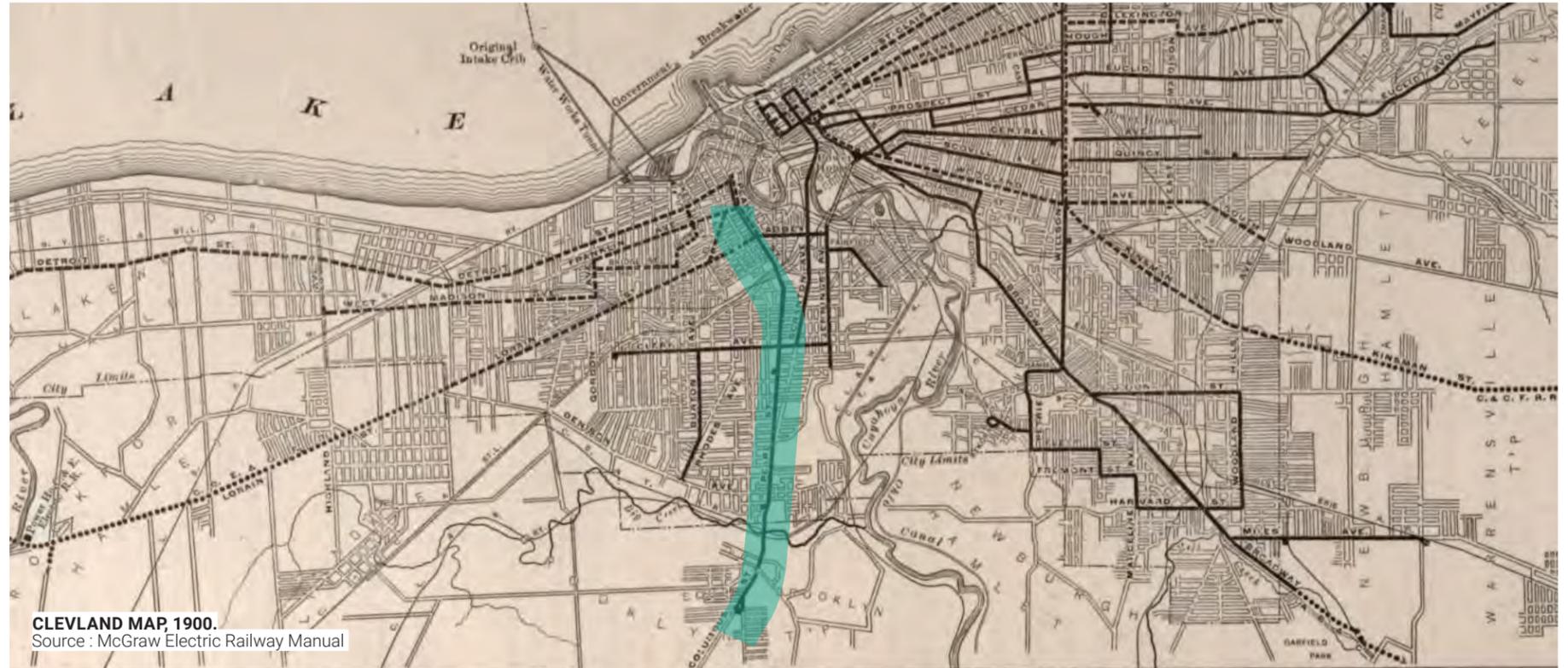
DETROIT
BRIDGE
LORAIN
FRANKLIN
CLARK
MONROE
PEARL
DENISON
WILDLIFE

2.1.

BUILT FORM

The formation of the built environment along W. 25th Corridor, much like many of Cleveland's great main streets, is directly influenced by the introduction and operation of transit service in the late 19th century. W. 25th Corridor has enjoyed the direct benefit of high-quality transit service over the early decades in the 20th century, creating a dynamic main street where residents of the west side would shop, work and live – all directly connected to downtown Cleveland via the Detroit-Superior bridge starting in 1917. This service lasted less than 40 years. However, when the service formally ended in the 1950s, the corridor shifted from being a transit focused main street to a street dominated by automobile traffic and numerous auto-centric developments, such as gas stations and commercial centers with parking fronting W. 25th Corridor.

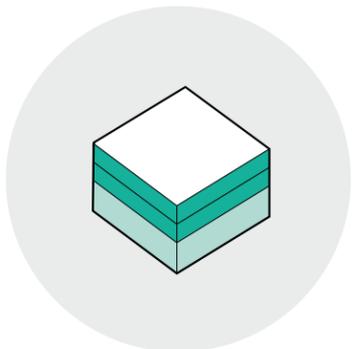
However, the foundation of W. 25th Corridor largely remains. As a renewed focus of offering high quality transit service along W. 25th Corridor begins in earnest, there is a strong need and desire to help support this new transit service through the creation of new transit-oriented development. Rather than starting from scratch, this study serves as a diagnostic of the existing built form structures along the corridor to identify existing buildings that are contributing to support walkable connected communities and to identify buildings that might be ideal for redevelopment or repurposing to further strengthen the corridor's connectivity. This chapter is diagnostic only and does not recommend any particular parcel or structure for redevelopment – but rather to highlight the areas that have the most potential for redevelopment based on their typology and orientation. Along with the evaluation of the zoning code and zoning variances this chapter is meant to be used as a guidance tool for future policy and zoning changes that would support future transit-oriented development along W. 25th Corridor.



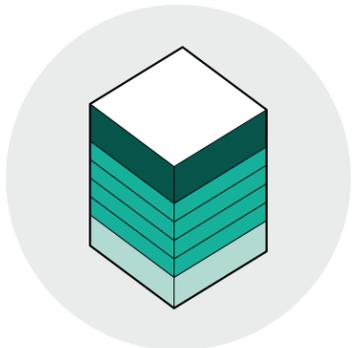
TOD CONTRIBUTING BUILT FORM

POTENTIAL OPPORTUNITIES FOR TOD

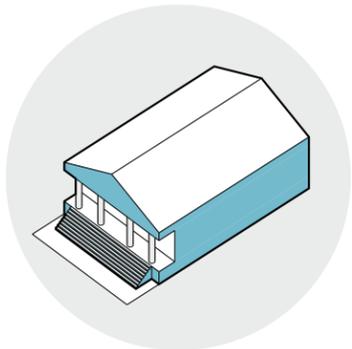
NON TOD CONTRIBUTING BUILT FORM



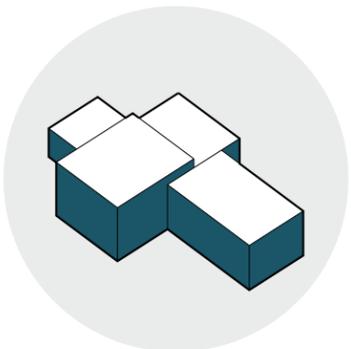
TWO-PART MIXED USE BUILDING



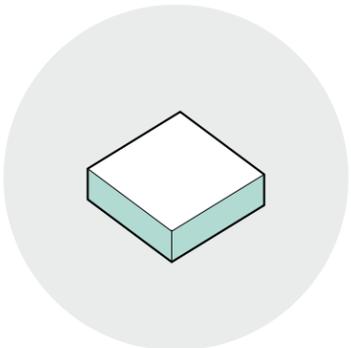
THREE-PART MIXED USE BUILDING



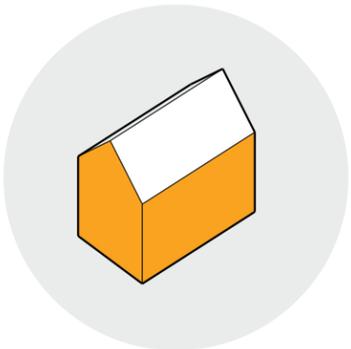
CIVIC BUILDING



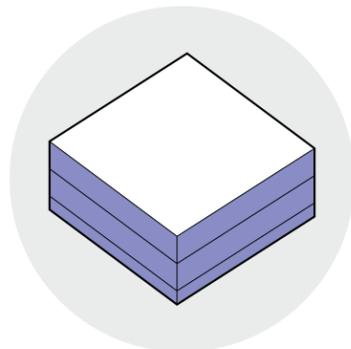
INSTITUTIONAL BUILDING



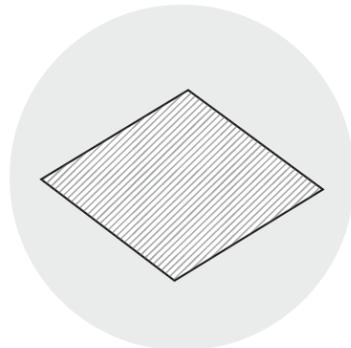
ONE-STORY COMMERCIAL BUILDING



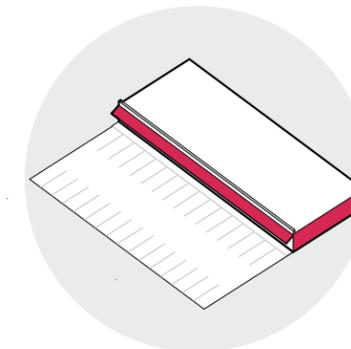
RESIDENTIAL INSPIRED BUILDING



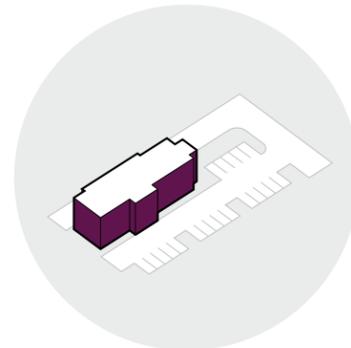
INDUSTRIAL BUILDING



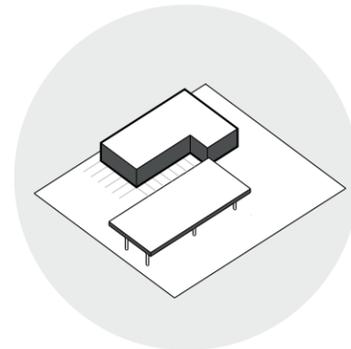
VACANT LOT



STRIP MALL



AUTO-ORIENTED COMMERCIAL BUILDING



AUTO RELATED USE

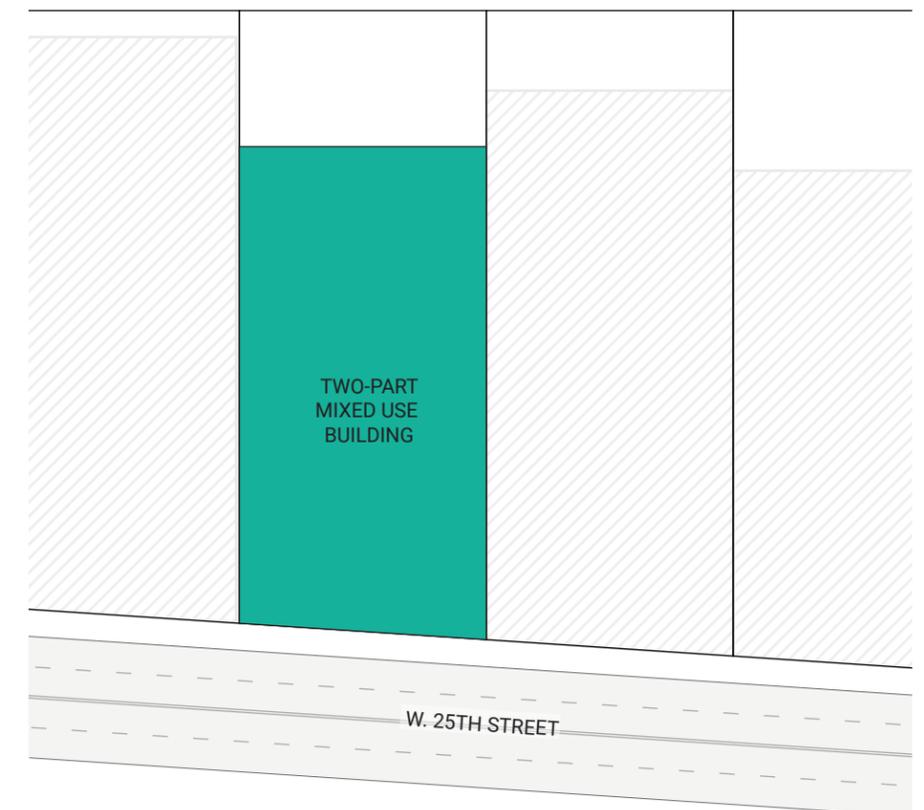
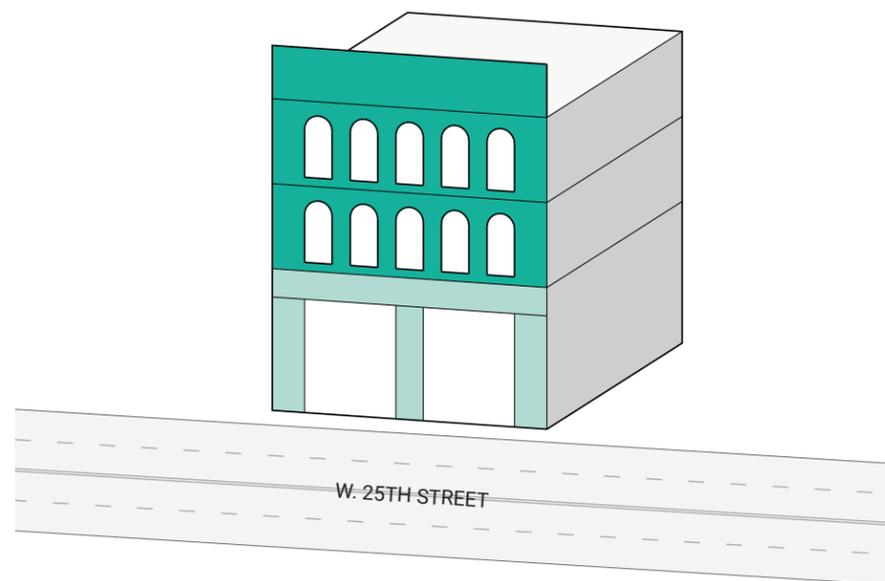
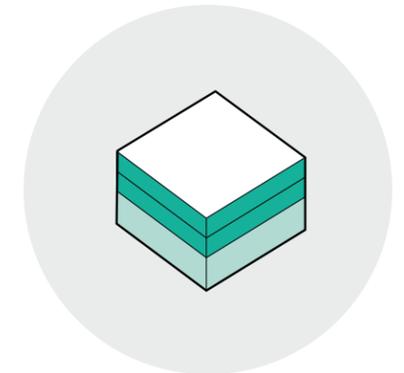
TWO-PART MIXED USE BUILDING

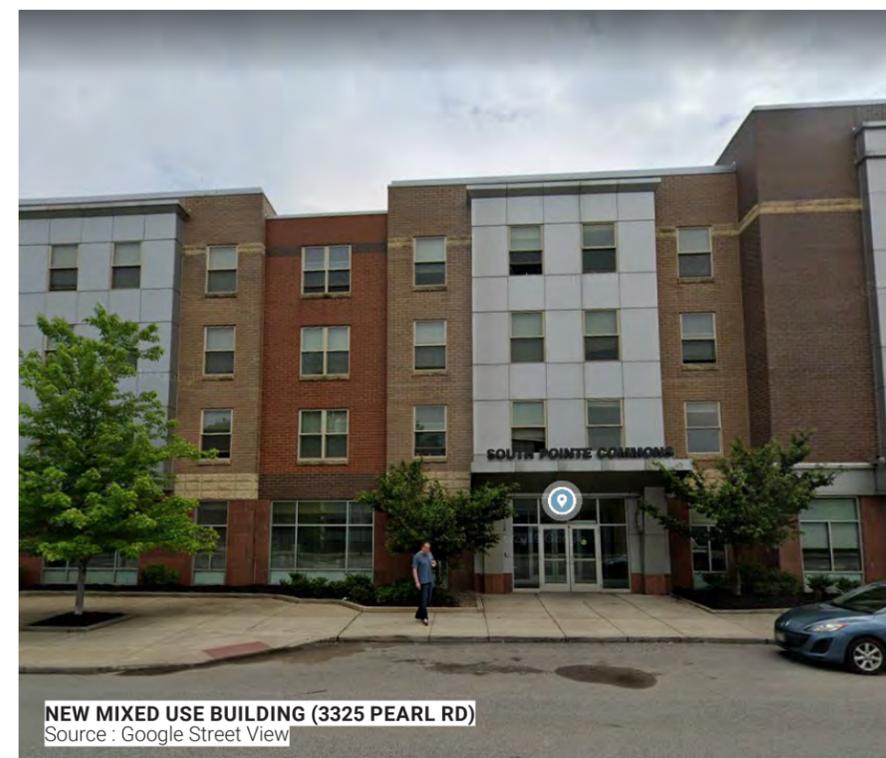
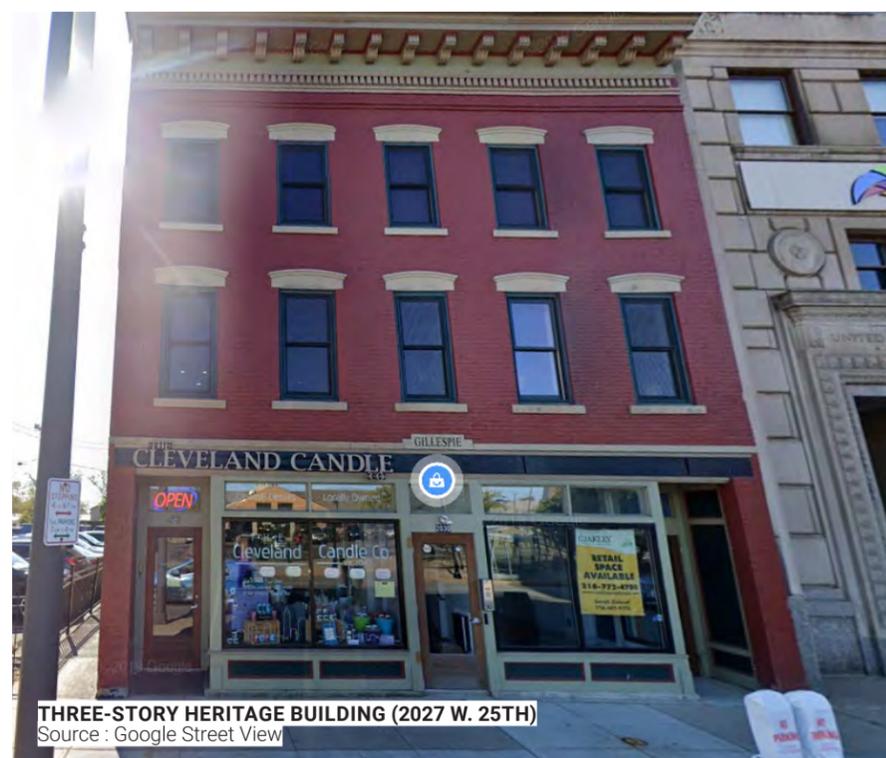
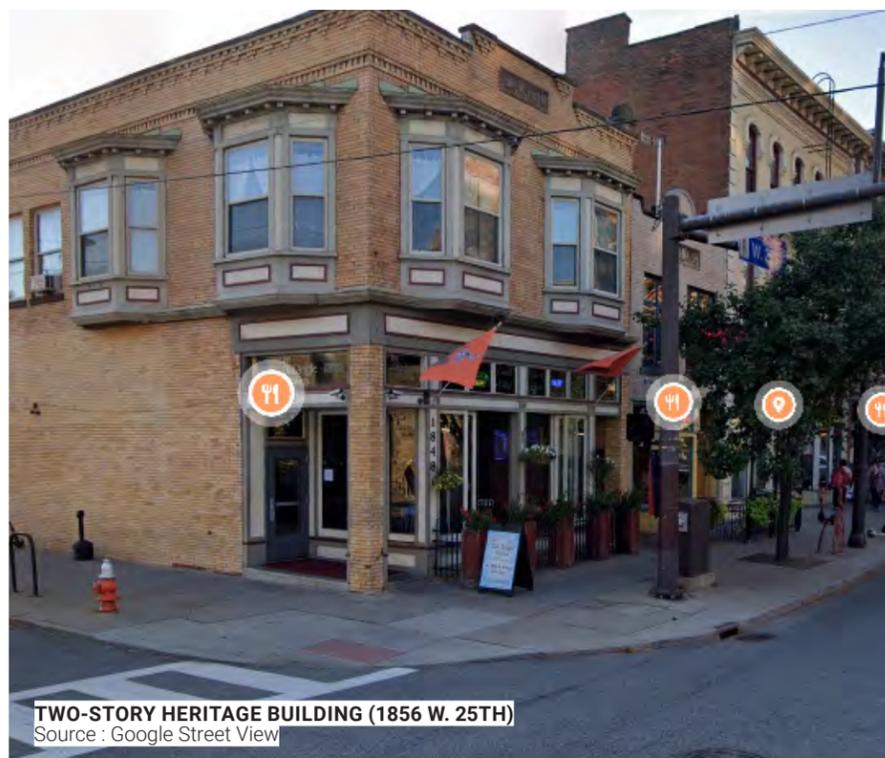
The two-part mixed use building is the most common type of composition used for small and mid-sized commercial buildings throughout the United States. The floor at street level is usually reserved for commercial, retail or dining while the upper floors are for more private spaces, such as apartments or offices.

BUILT FORM CHARACTERISTICS

SITING	ADJACENT TO AND FACING STREET
SETBACK	NONE
SCALE	MEDIUM
HEIGHT	2-4 STORY
ARCHITECTURAL FEATURES	HORIZONTAL DIVISION INTO TWO DISTINCT ZONES WITH THE AID OF A BELT COURSE
ENTRANCES	CENTERED
WINDOWS	DISPLAY WINDOWS FOR STOREFRONT
ROOF	FLAT (WITH PARAPET)
MATERIALS	BRICK, STONE, WOOD, STUCCO

THE TWO-PART MIXED USE BUILDING IS A **TOD CONTRIBUTING BUILT FORM.**





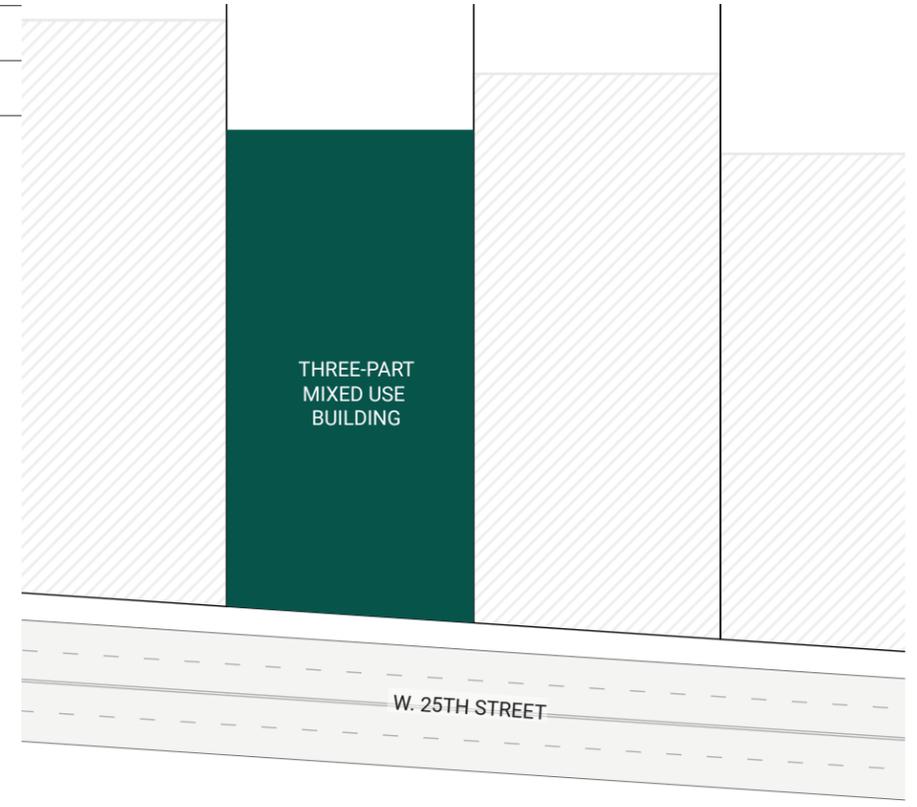
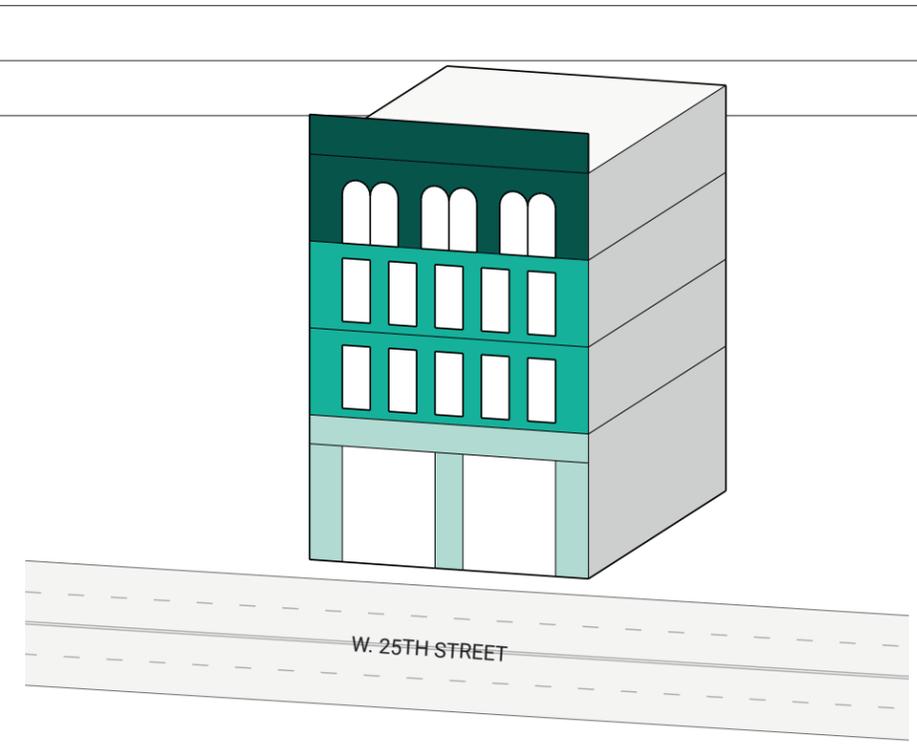
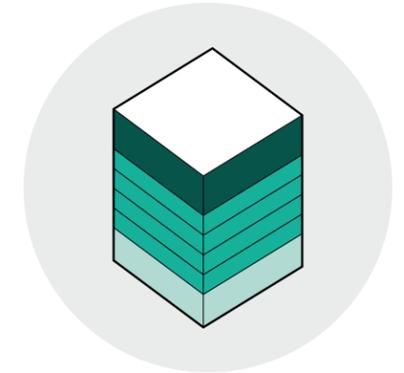
THREE-PART MIXED USE BUILDING

The three-part mixed use is divided horizontally into three major zones which are different yet related. The composition has a base, shaft and capital. The lower zone rises one story and is typically commercial, serving as a visual base for the upper zones.

BUILT FORM CHARACTERISTICS

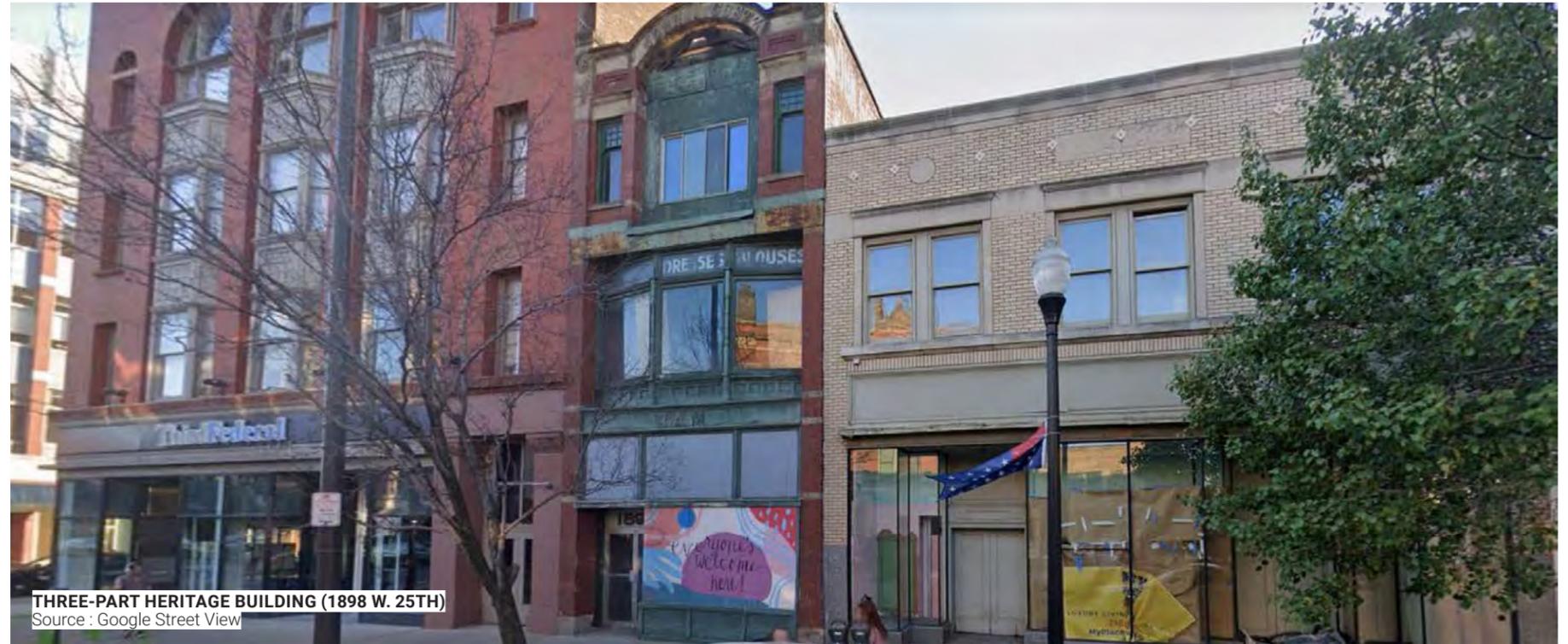
SITING	ADJACENT TO AND FACING STREET
SETBACK	NONE
SCALE	MEDIUM- LARGE
HEIGHT	MIN 4 STORY
ARCHITECTURAL FEATURES	HORIZONTAL DIVISION INTO THREE DISTINCT ZONES
ENTRANCES	CENTERED OR ON STREET CORNER
WINDOWS	WINDOWS ARE OFTEN EMBELLISHED BY DECORATIVE TREATMENTS. LARGE WINDOWS FOR FIRST FLOOR STOREFRONT.
ROOF	FLAT (WITH PARAPET)
MATERIALS	BRICK, STONE

THE THREE-PART MIXED USE BUILDING IS A **TOD CONTRIBUTING BUILT FORM.**





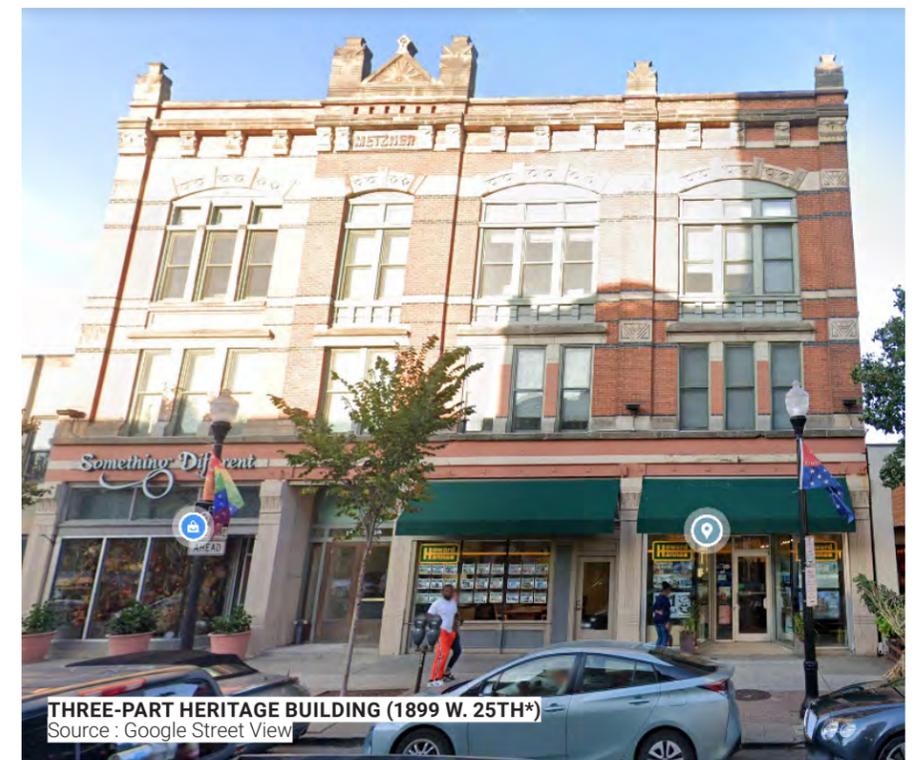
THREE-PART BUILDING (1526 W. 25TH)
Source : Google Street View



THREE-PART HERITAGE BUILDING (1898 W. 25TH)
Source : Google Street View



THREE-PART HERITAGE BUILDING (2168 W. 25TH)
Source : Google Street View



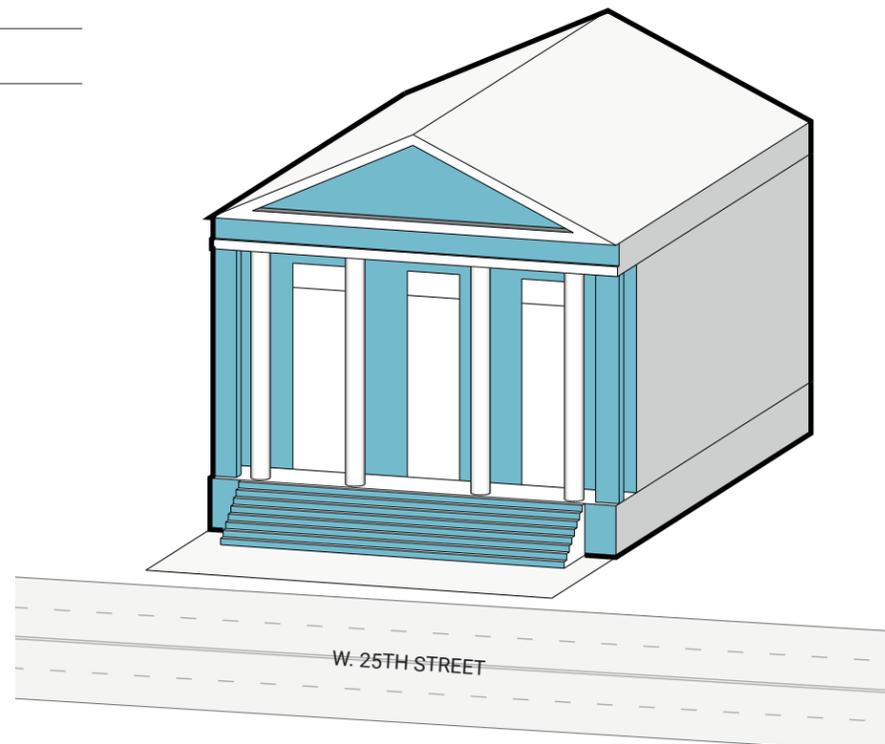
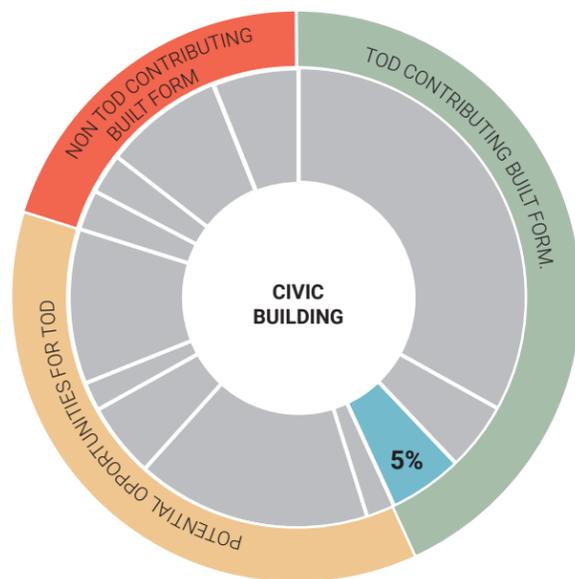
THREE-PART HERITAGE BUILDING (1899 W. 25TH*)
Source : Google Street View

CIVIC BUILDING

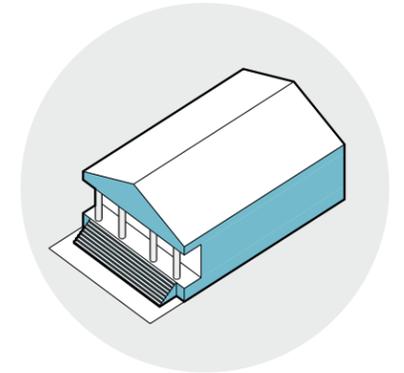
Civic buildings and churches foster a strong sense of community and identity by offering essential public services and providing desirable public spaces. Through their use and their grand architecture, civic buildings are often central landmarks of cities and neighborhoods.

BUILT FORM CHARACTERISTICS

SITING	SLIGHTLY WITHDRAWN FROM STREET
SETBACK	MEDIUM
SCALE	MEDIUM
HEIGHT	2-3 STORIES
ARCHITECTURAL FEATURES	GRAND, DETAILED
ENTRANCES	LARGE COMMON ENTRANCE AT THE FRONT
WINDOWS	LARGES
ROOF	GABLE
MATERIALS	STONE, BRICK



THE CIVIC BUILDING IS A
TOD CONTRIBUTING BUILT FORM.



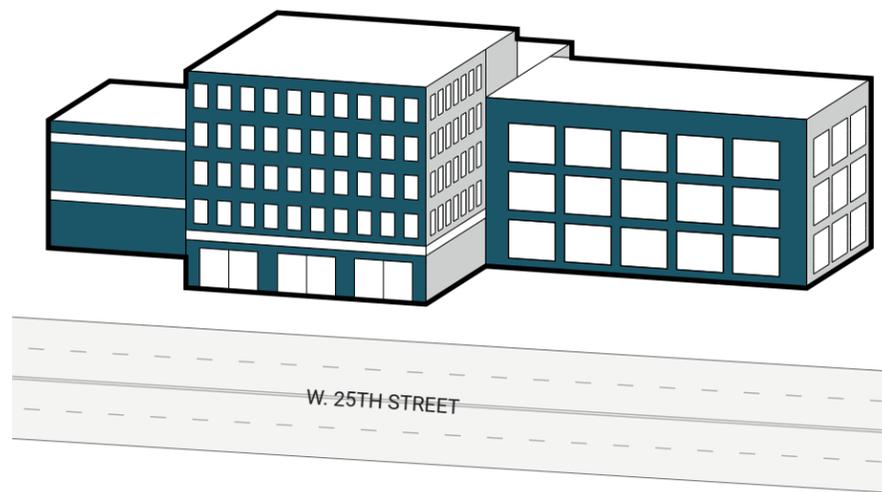
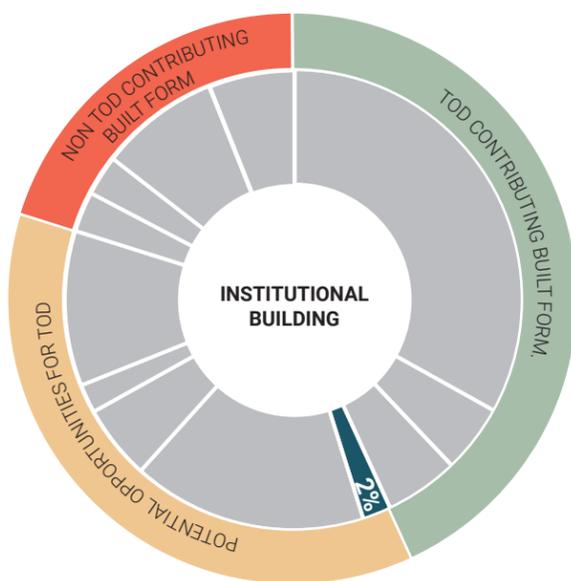


INSTITUTIONAL BUILDING

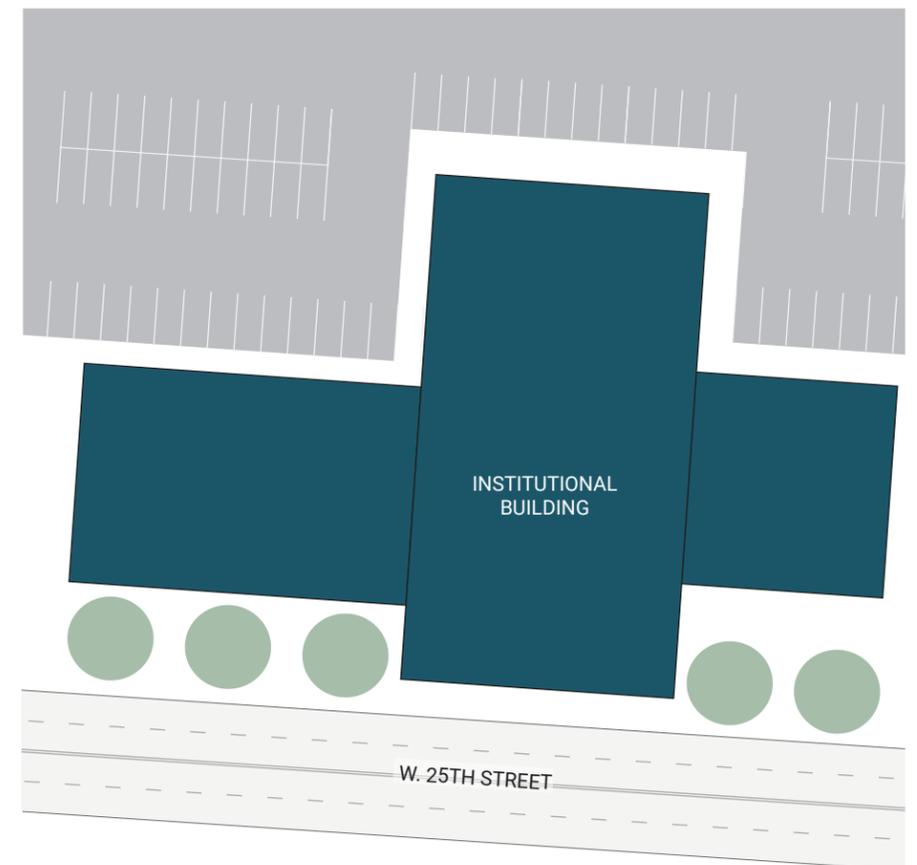
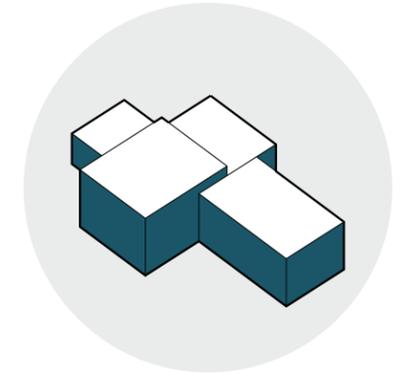
Institutional buildings are structures that host healthcare, educational, recreational or public work facilities. They serve as important community amenities that are public in nature and tend to be of a very large scale.

BUILT FORM CHARACTERISTICS

SITING	WITHDRAWN FROM THE STREET
SETBACK	SIGNIFICANT
SCALE	LARGE
HEIGHT	MIN 2 STORIES
ARCHITECTURAL FEATURES	VARIETY
ENTRANCES	LARGE COMMON ENTRANCES
WINDOWS	N/A
ROOF	FLAT
MATERIALS	BRICK, CONCRETE



INSTITUTIONAL USE BUILDINGS **CAN BE TOD CONTRIBUTING BUILT FORM** - HOWEVER SOME EXISTING BUILDINGS' DESIGNS ARE NOT SUPPORTIVE OF A WALKABLE ACTIVE EDGE TO W. 25TH CORRIDOR.





LUTHERAN HOSPITAL (1730 W. 25TH)
Source : Google Street View



HORIZON EDUCATION CENTERS (2500 W. 25TH)
Source : Google Street View



METROHEALTH (2500 METROHEALTH DR)
Source : Google Street View



RECOVERY RESOURCES (4269 PEARL RD)
Source : Google Street View

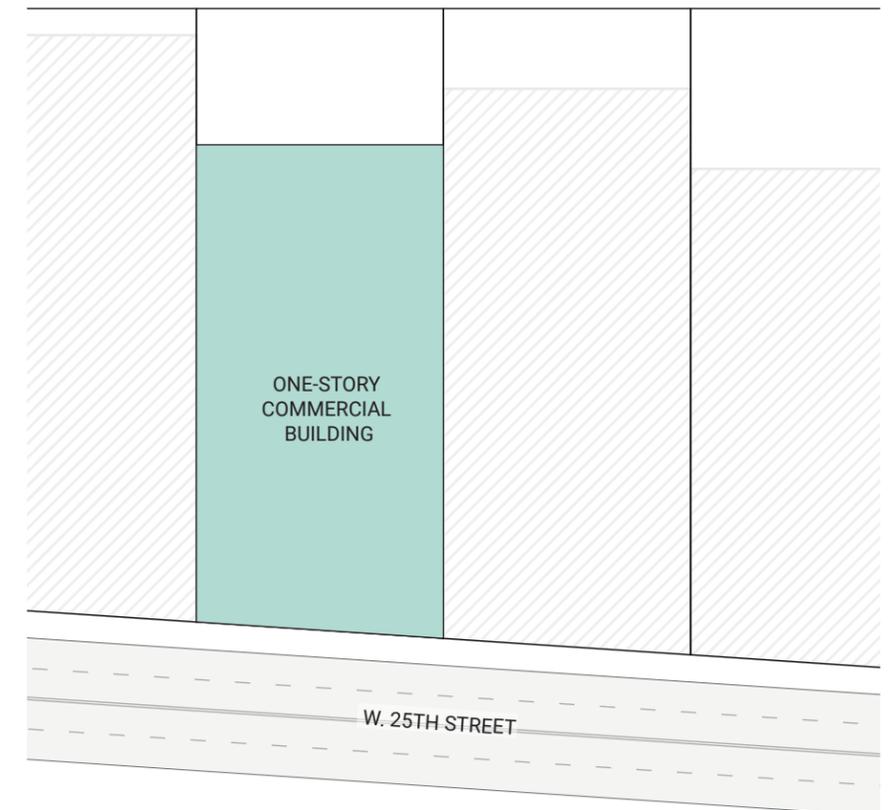
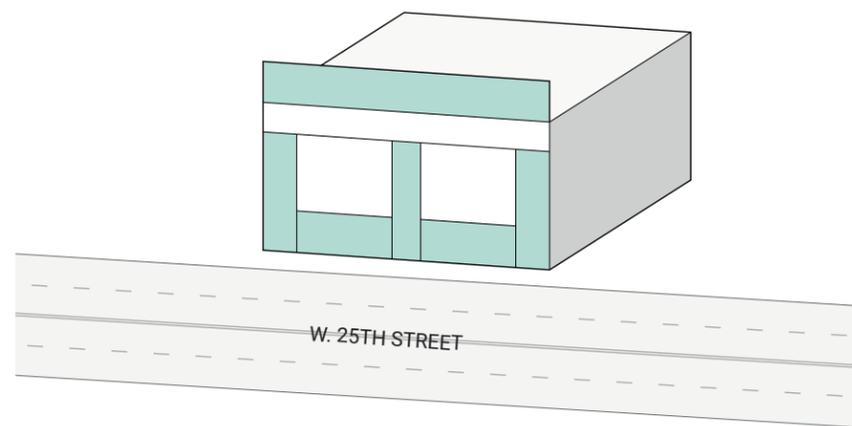
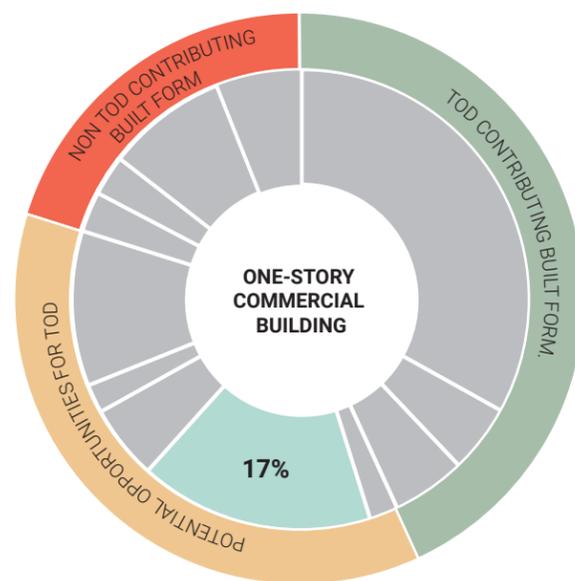
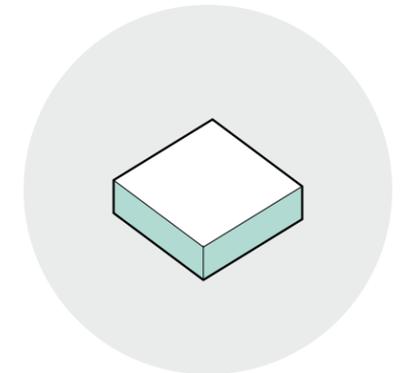
ONE-STORY COMMERCIAL BUILDING

The one-story commercial building bears a resemblance to the lower half of a medium-scale commercial building. It emerged in new and rapidly growing communities and remained popular in the mid-20th century in places with low land values.

BUILT FORM CHARACTERISTICS

SITING	ADJACENT TO AND FACING STREET
SETBACK	NONE
SCALE	SMALL
HEIGHT	1 STORY
ARCHITECTURAL FEATURES	BOXY AND RECTANGULAR; MODESTLY DECORATED; CROWNED BY A PARAPET
ENTRANCES	SURROUNDED BY DISPLAY WINDOWS
WINDOWS	DISPLAY WINDOWS FOR STOREFRONT
ROOF	FLAT (WITH PARAPET)
MATERIALS	BRICK, STONE, WOOD, STUCCO

THE ONE-STORY COMMERCIAL BUILDING IS A **TOD CONTRIBUTING BUILT FORM** - BUT COULD BE REPLACED WITH A DENSER TYPOLOGY.





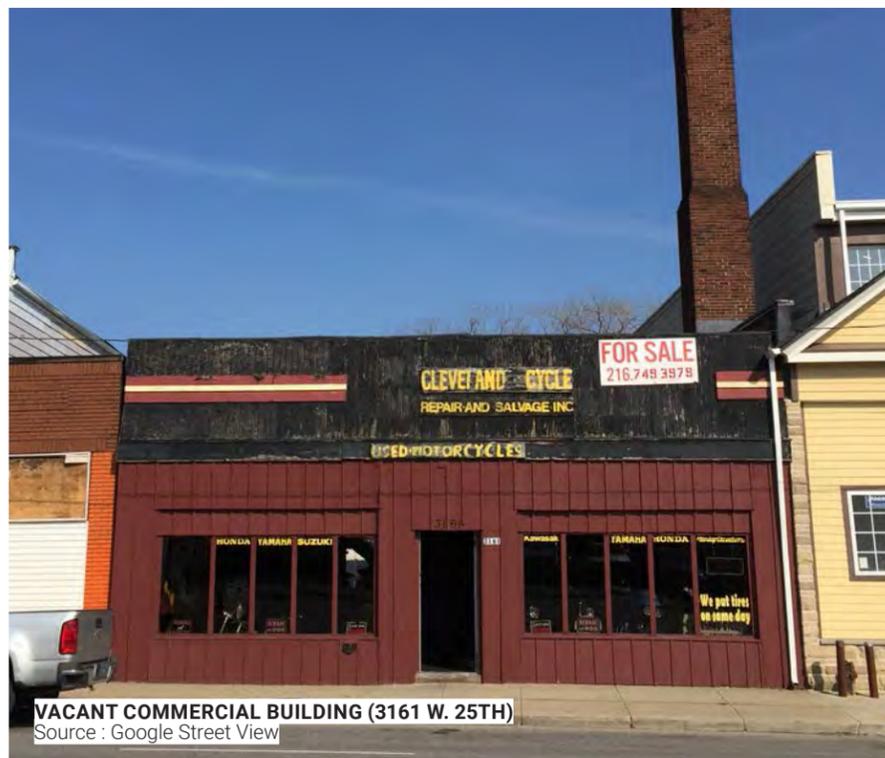
COMMERCIAL BUILDING (1810 W. 25TH)
Source : Google Street View



VACANT COMMERCIAL BUILDING (3025 W. 25TH)
Source : Google Street View



COMMERCIAL BUILDING (3065 W. 25TH)
Source : Google Street View



VACANT COMMERCIAL BUILDING (3161 W. 25TH)
Source : Google Street View



COMMERCIAL BUILDING (4256 PEARL RD)
Source : Google Street View



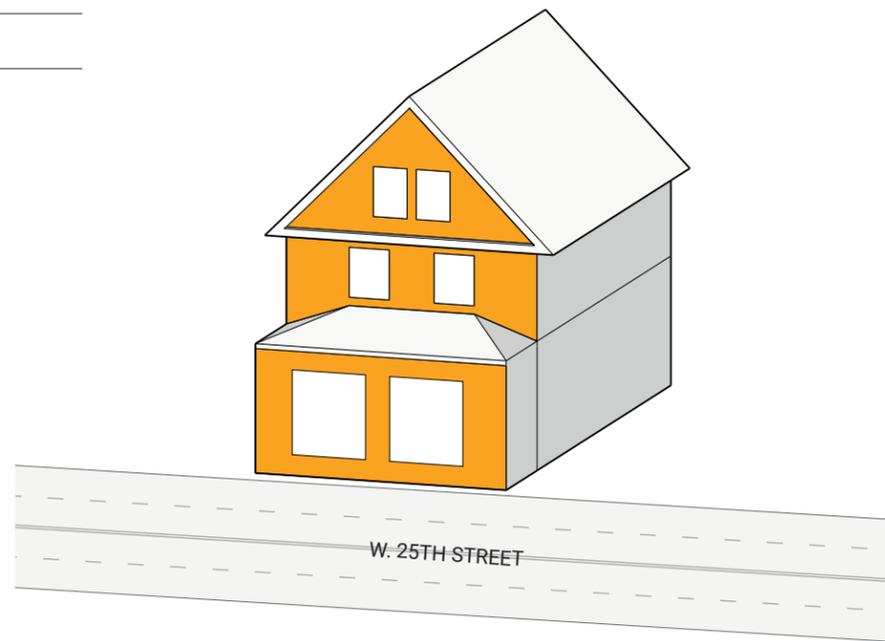
COMMERCIAL BUILDING (4163 PEARL RD)
Source : Google Street View

RESIDENTIAL INSPIRED BUILDING

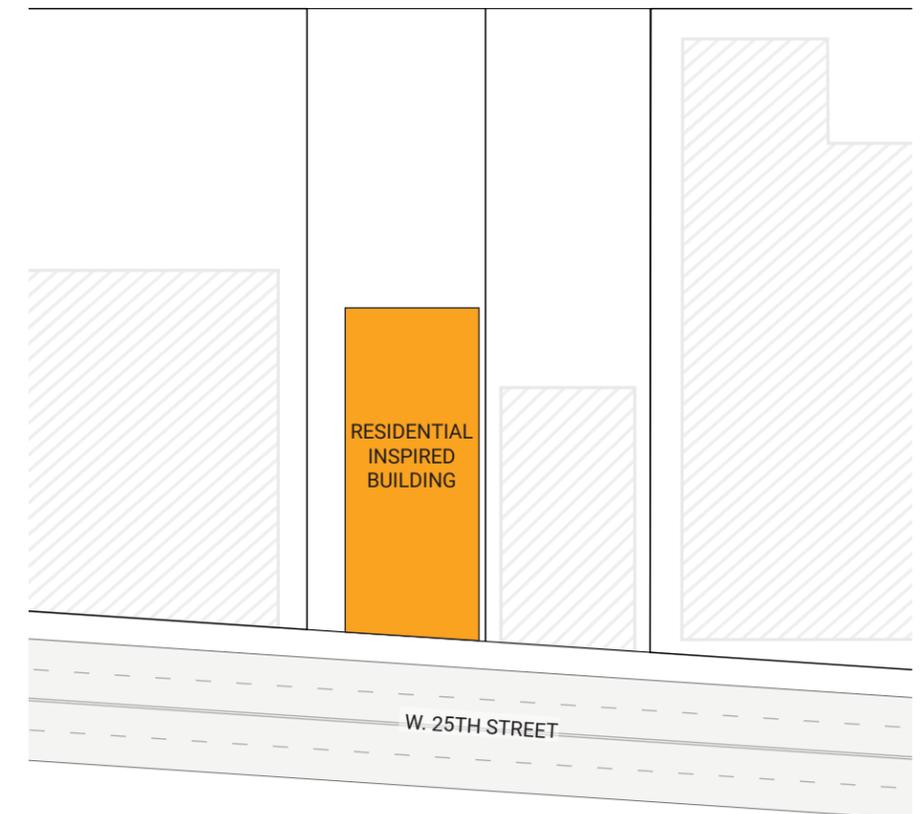
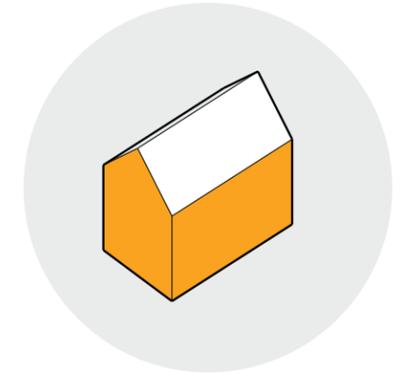
The residential inspired building is a broad typology encompassing all free-standing buildings originally designed for residential use. Some detached residential homes have accommodated commercial uses since the building's construction.

BUILT FORM CHARACTERISTICS

SITING	WITHDRAWN FROM THE STREET
SETBACK	MINIMAL
SCALE	SMALL
HEIGHT	2 - 2 1/2 STORIES
ARCHITECTURAL FEATURES	GABLE OR HIPPED ROOF
ENTRANCES	DEPENDENT ON ARCHITECTURAL STYLE
WINDOWS	DEPENDENT ON ARCHITECTURAL STYLE
ROOF	GABLE OR HIPPED ROOF
MATERIALS	BRICK, VINYL



THE RESIDENTIAL INSPIRED BUILDING IS A **TRANSITIONAL TOD BUILT FORM**, BUT COULD BE REPLACED WITH A DENSER TYPOLOGY.





RESIDENTIAL INSPIRED BUILDING (2726 W. 25TH)
Source : Google Street View



RESIDENTIAL INSPIRED BUILDING (2886 W. 25TH)
Source : Google Street View



RESIDENTIAL INSPIRED BUILDING (3267 W. 25TH)
Source : Google Street View



RESIDENTIAL INSPIRED BUILDING (3260 W. 25TH)
Source : Google Street View



RESIDENTIAL INSPIRED BUILDING (3360 W. 25TH)
Source : Google Street View



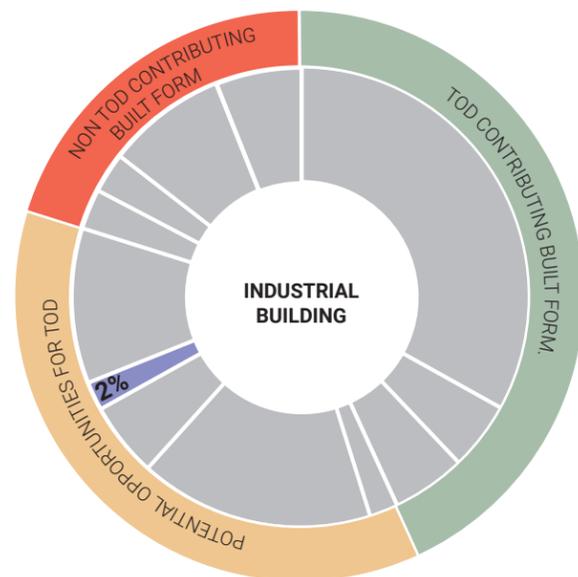
RESIDENTIAL INSPIRED BUILDING (3731 PEARL RD)
Source : Google Street View

INDUSTRIAL BUILDING

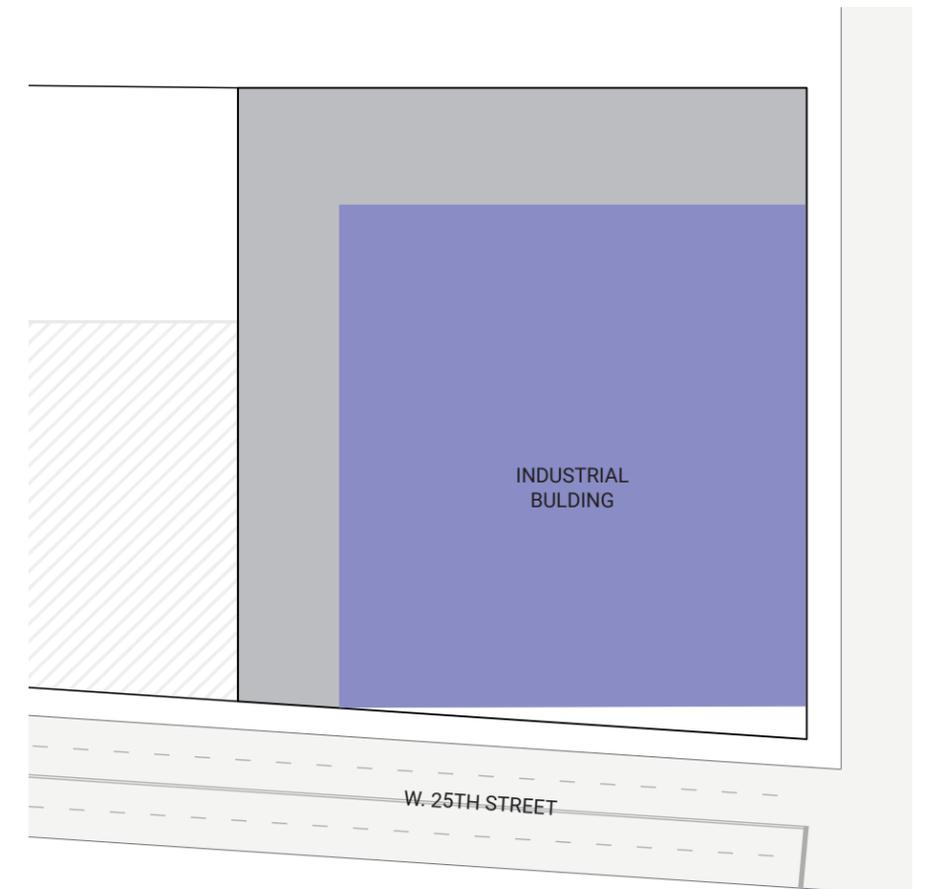
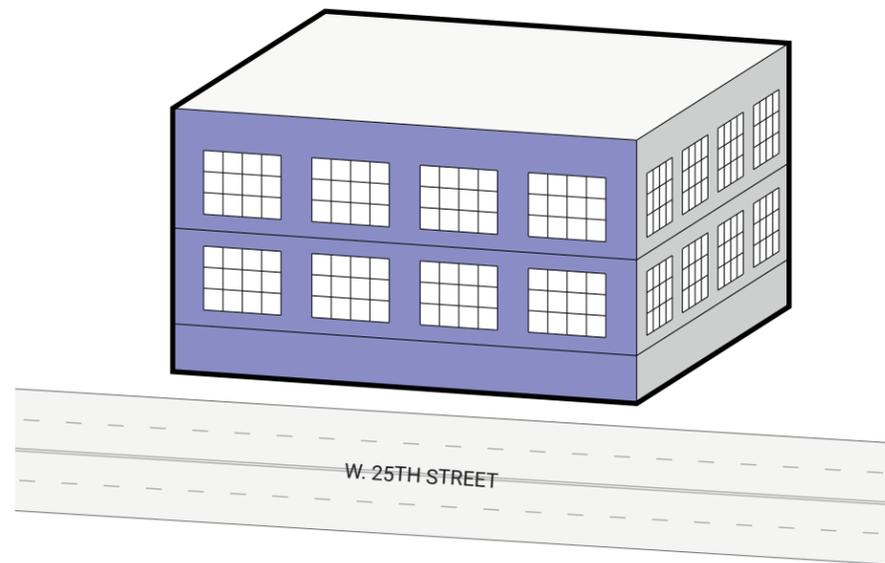
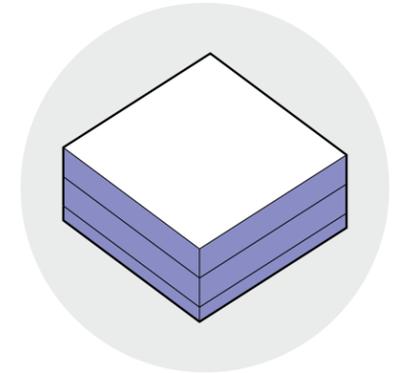
An industrial building is a structure serving a company engaged in the production, sorting and/or shipment of goods.

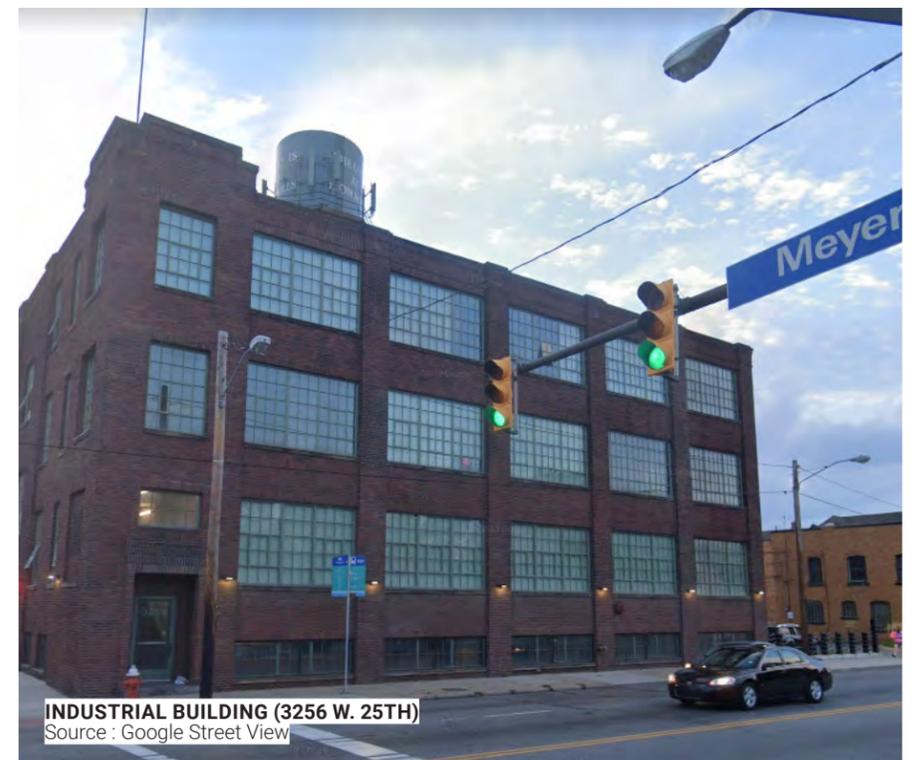
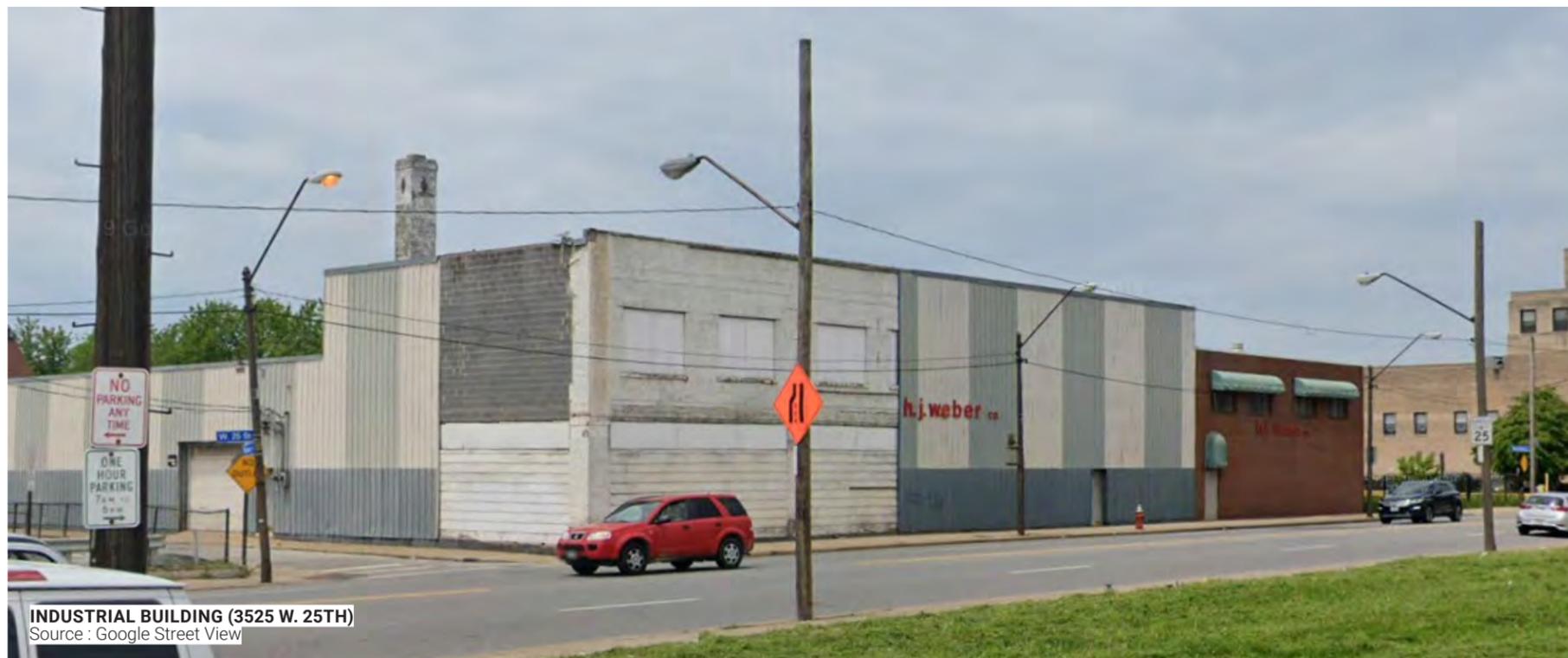
BUILT FORM CHARACTERISTICS

SITING	SET BACK FROM THE STREET
SETBACK	MINIMAL - SIGNIFICANT
SCALE	LARGE
HEIGHT	1-3 STORIES
ARCHITECTURAL FEATURES	SIMPLE AND FUNCTIONAL
ENTRANCES	LARGE COMMON ENTRANCE
WINDOWS	MINIMAL AMOUNT
ROOF	FLAT
MATERIALS	BRICK, CONCRETE



THE INDUSTRIAL BUILDING **IS NOT A TOD CONTRIBUTING BUILT FORM**, BUT COULD BE AN OPPORTUNITY FOR ADAPTIVE REUSE.



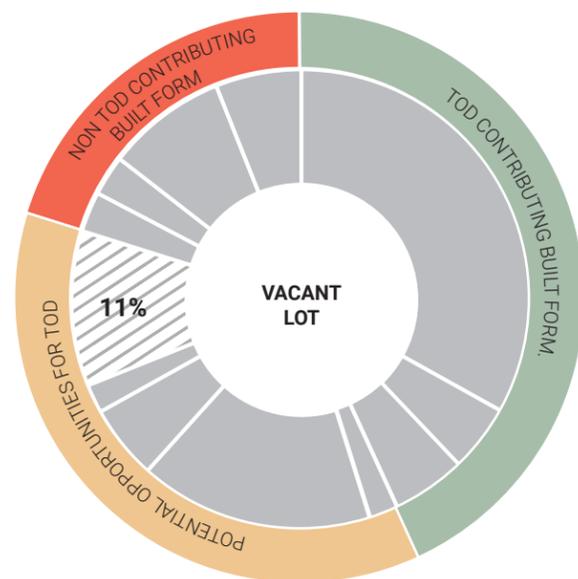


VACANT LOT

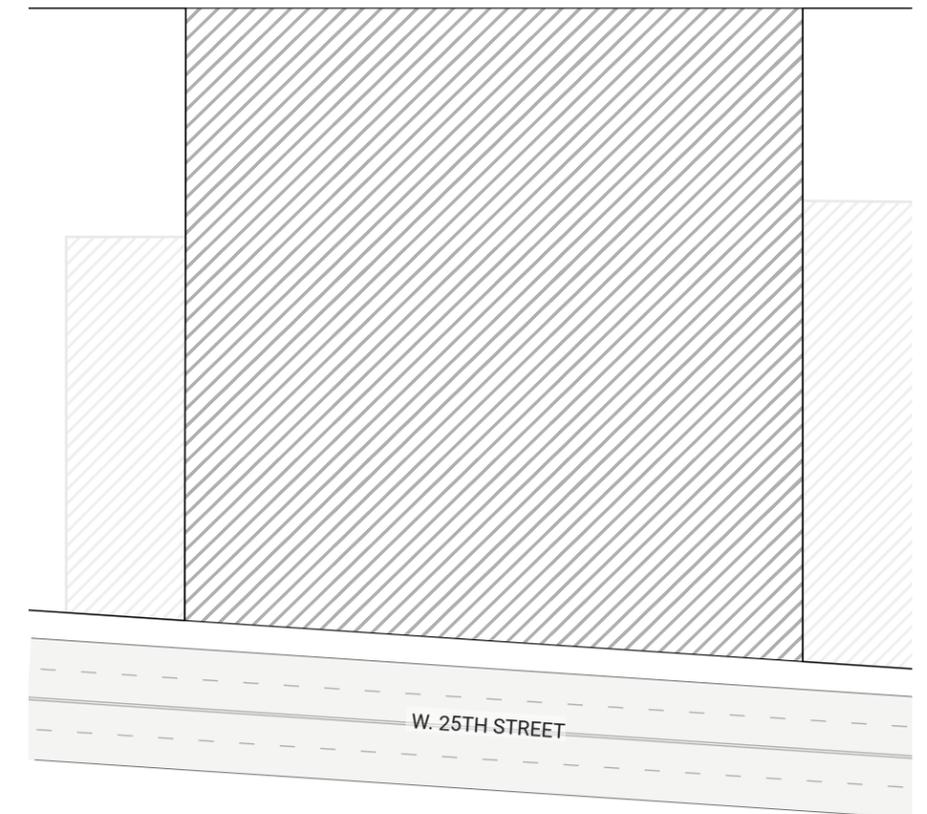
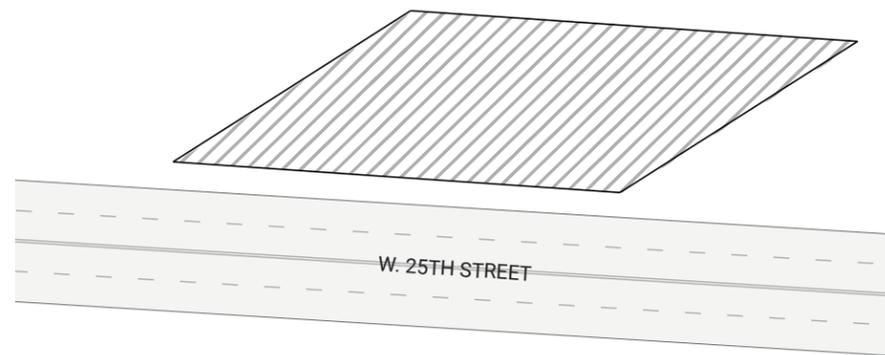
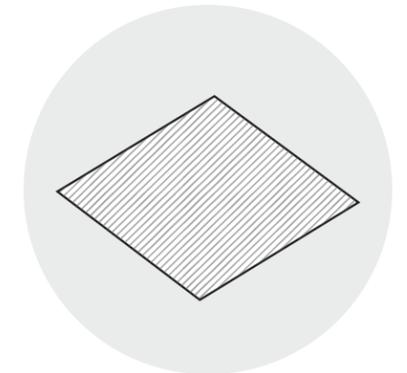
Vacant lots are properties that have been left undeveloped. They have significant redevelopment potential.

BUILT FORM CHARACTERISTICS

SITING	ENTIRE LOT
SETBACK	N/A
SCALE	N/A
HEIGHT	N/A
ARCHITECTURAL FEATURES	N/A
ENTRANCES	N/A
WINDOWS	N/A
ROOF	N/A
MATERIALS	N/A



THE VACANT LOT **IS NOT A TOD CONTRIBUTING BUILT FORM**, BUT COULD BE AN OPPORTUNITY FOR ADAPTIVE REUSE

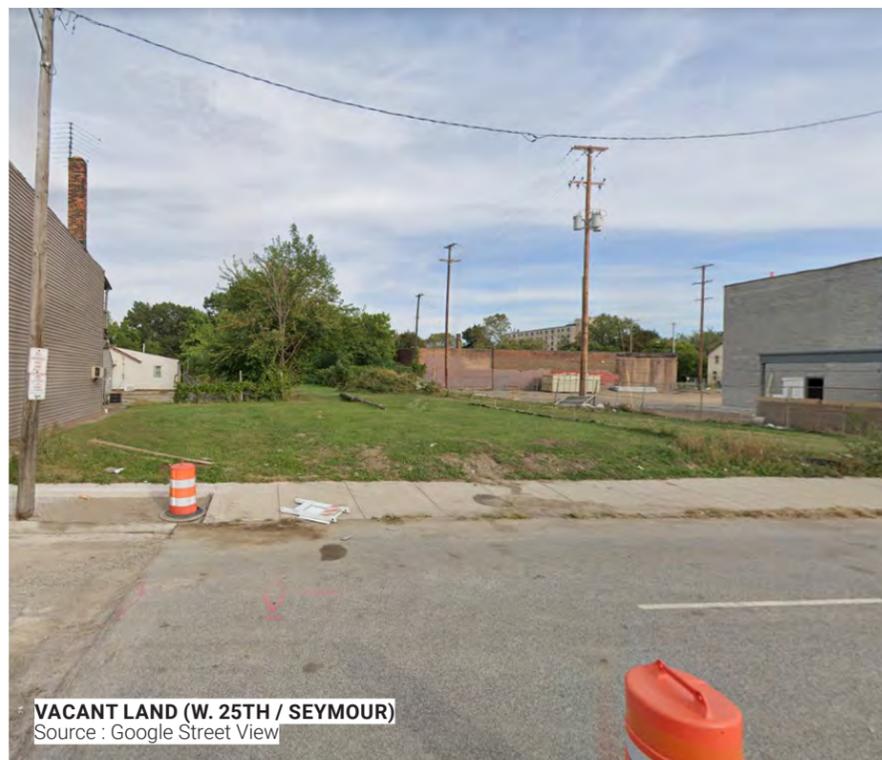




VACANT LAND (W. 25TH / TROWBRIDGE)
Source: Google Street View



VACANT LAND (W. 25TH / MAYER)
Source: Google Street View



VACANT LAND (W. 25TH / SEYMOUR)
Source: Google Street View



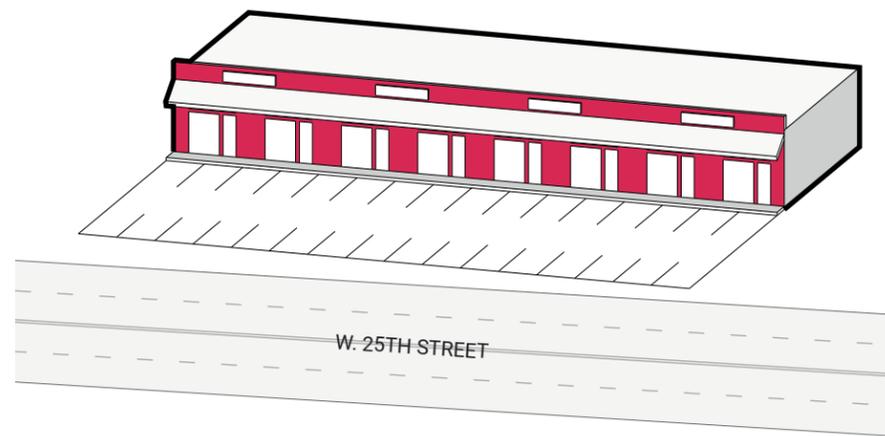
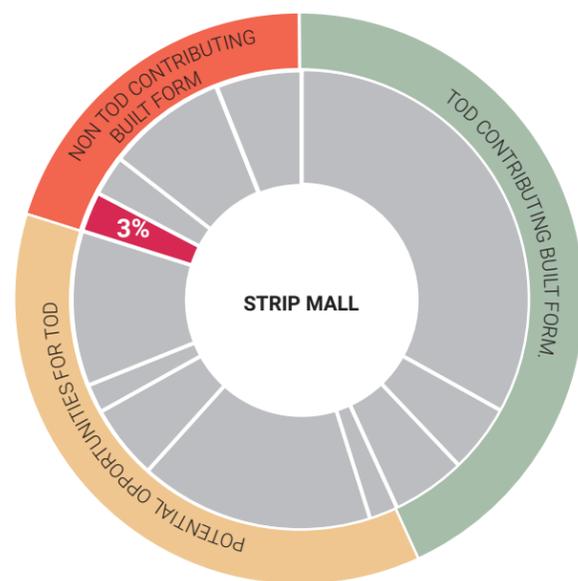
VACANT LAND (W. 25TH / BARBER)
Source: Google Street View

STRIP MALL

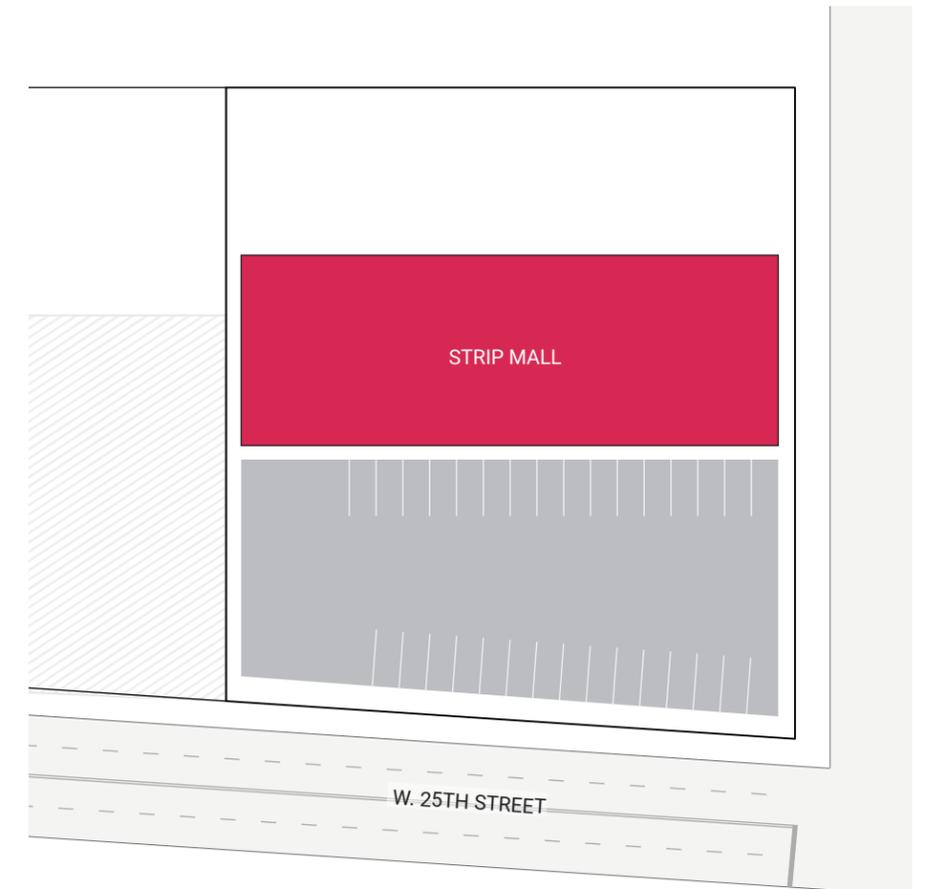
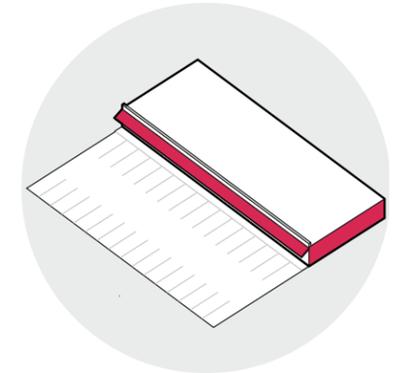
The strip mall is a type of open-air shopping center home to multiple retail establishments. It is synonymous with post-war car-oriented suburban development. Unlike traditional 'Main Street' retail strips, strip malls have a large parking lot separating the establishments from the sidewalk.

BUILT FORM CHARACTERISTICS

SITING	WITHDRAWN FROM THE STREET
SETBACK	SIGNIFICANT
SCALE	SMALL - MEDIUM
HEIGHT	1 STORY
ARCHITECTURAL FEATURES	SIMPLE WITH LARGE PARKING LOTS
ENTRANCES	MULTIPLE
WINDOWS	LARGE DISPLAY WINDOWS
ROOF	FLAT (WITH PARAPET) OR GABLE
MATERIALS	BRICK, VINYL, ALUMINIUM



THE STRIP MALL IS NOT A TOD CONTRIBUTING BUILT FORM.



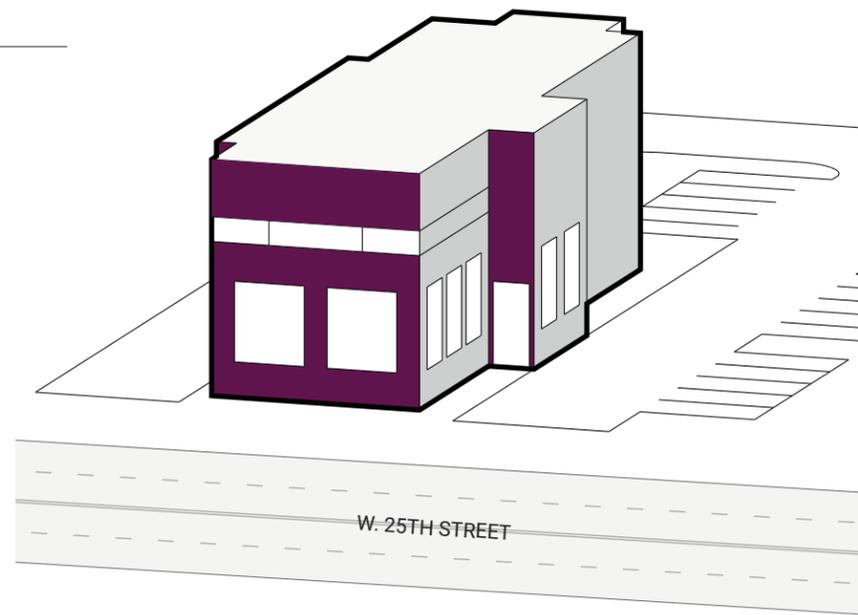
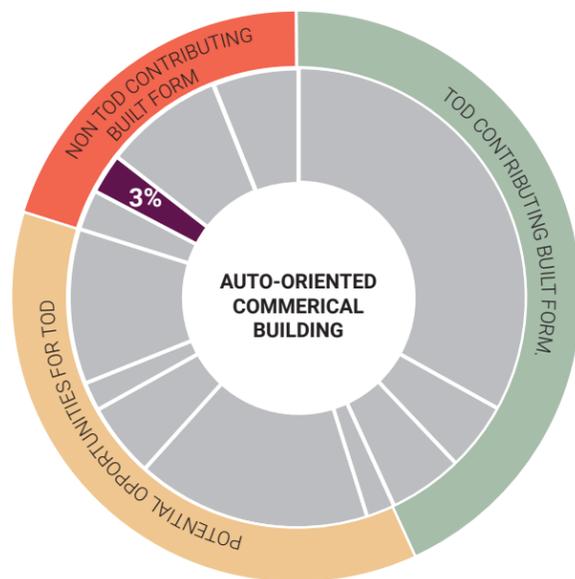


AUTO-ORIENTED COMMERCIAL BUILDING

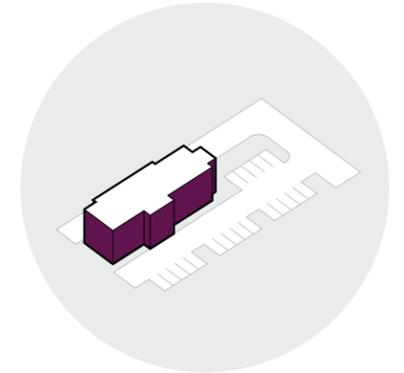
Auto-oriented commercial buildings are buildings that serve a single function. They have numerous side parking lots as well as aisles that can accommodate drive-through services.

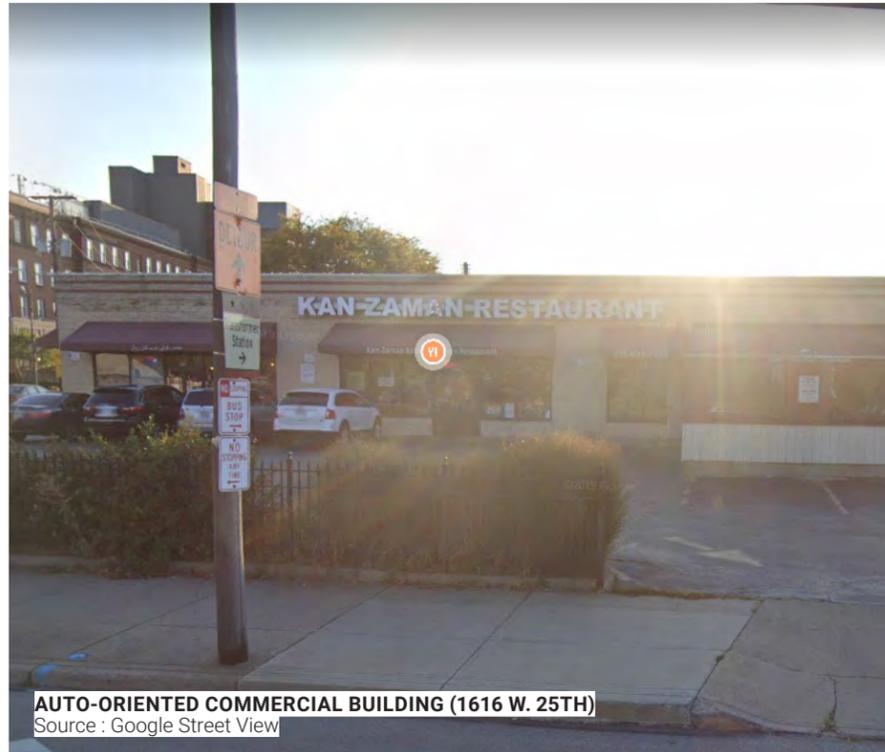
BUILT FORM CHARACTERISTICS

SITING	WITHDRAWN FROM THE STREET
SETBACK	MINIMAL - SIGNIFICANT
SCALE	SMALL
HEIGHT	1 STORY
ARCHITECTURAL FEATURES	SIMPLE WITH LARGE PARKING LOTS
ENTRANCES	ONE OR TWO
WINDOWS	LARGE DISPLAY WINDOWS
ROOF	FLAT
MATERIALS	BRICK, VINYL, ALUMINIUM



THE AUTO-ORIENTED COMMERCIAL BUILDING IS NOT A TOD CONTRIBUTING BUILT FORM.





AUTO-ORIENTED COMMERCIAL BUILDING (1616 W. 25TH)
Source : Google Street View



AUTO-ORIENTED COMMERCIAL BUILDING (3735 PEARL RD)
Source : Google Street View



AUTO-ORIENTED COMMERCIAL BUILDING (2500 DENISON AVE)
Source : Google Street View



AUTO-ORIENTED COMMERCIAL BUILDING (3849 W. 25TH)
Source : Google Street View



AUTO-ORIENTED COMMERCIAL BUILDING (4123 PEARL RD)
Source : Google Street View



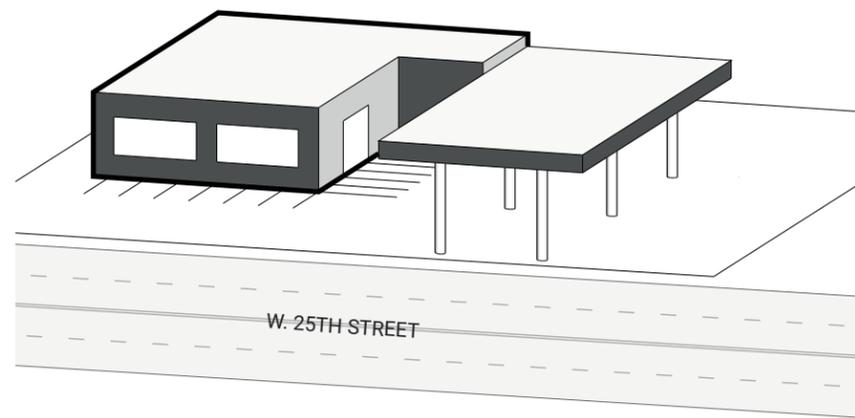
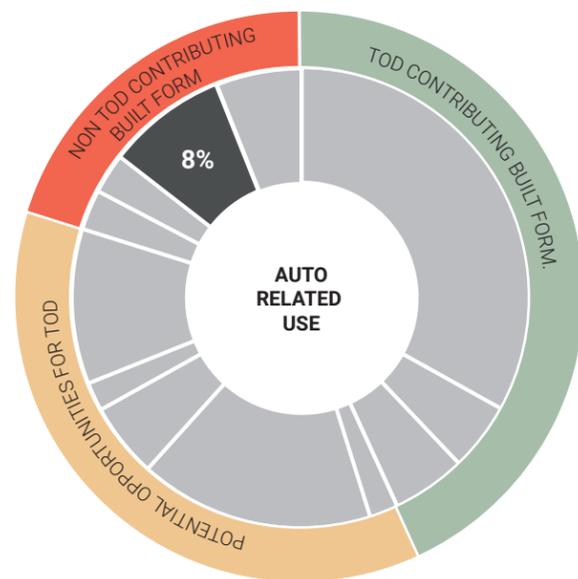
AUTO-ORIENTED COMMERCIAL BUILDING (4100 PEARL RD)
Source : Google Street View

AUTO RELATED USE

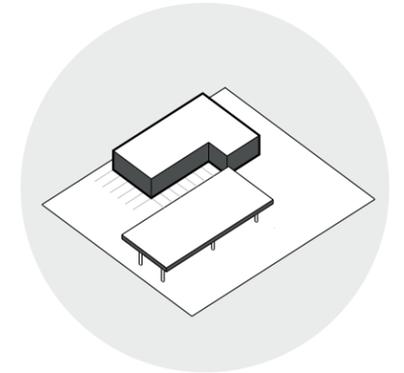
Auto related use include gas stations, garages and car sales. A gas station consists of an island of gas pumps, often covered by a canopy, and other associated facilities such as a convenience store or a car wash. Auto related use are one-story buildings that have a functional design.

BUILT FORM CHARACTERISTICS

SITING	WITHDRAWN FROM THE STREET
SETBACK	MINIMAL OR SIGNIFICANT
SCALE	SMALL
HEIGHT	1 STORY
ARCHITECTURAL FEATURES	SIMPLE, BOXY WITH LARGE PARKING LOTS
ENTRANCES	MULTIPLE AND CAR-ORIENTED
WINDOWS	FEW
ROOF	FLAT
MATERIALS	BRICK, VINYL, ALUMINIUM



THE AUTO RELATED USE
**IS NOT A TOD
CONTRIBUTING BUILT
FORM.**





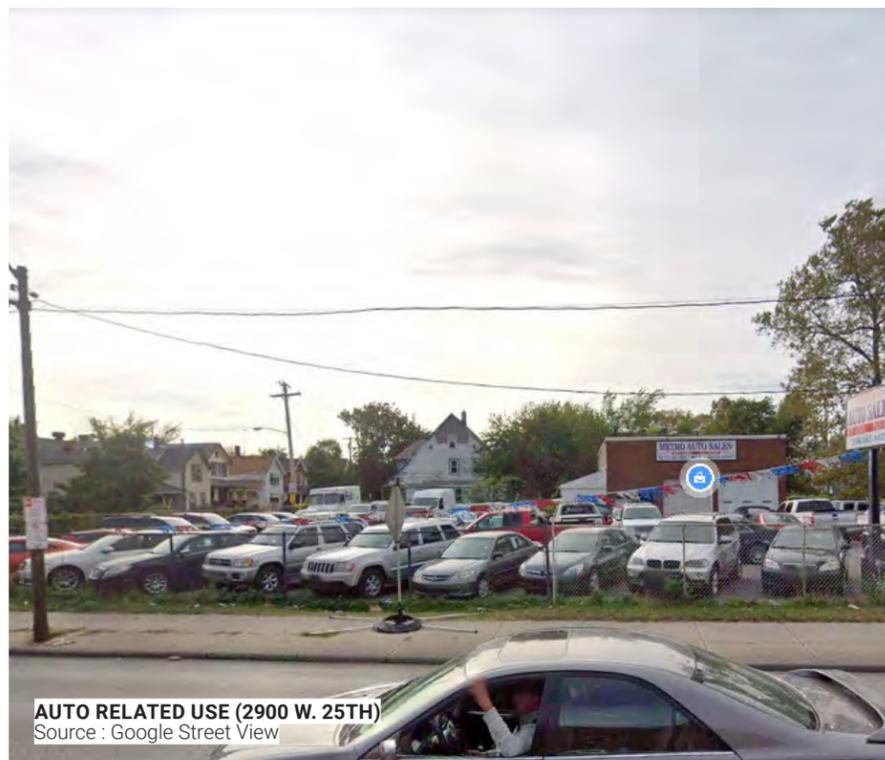
GAS STATION (2850 W. 25TH)
Source : Google Street View



GAS STATION (3474 PEARL RD)
Source : Google Street View



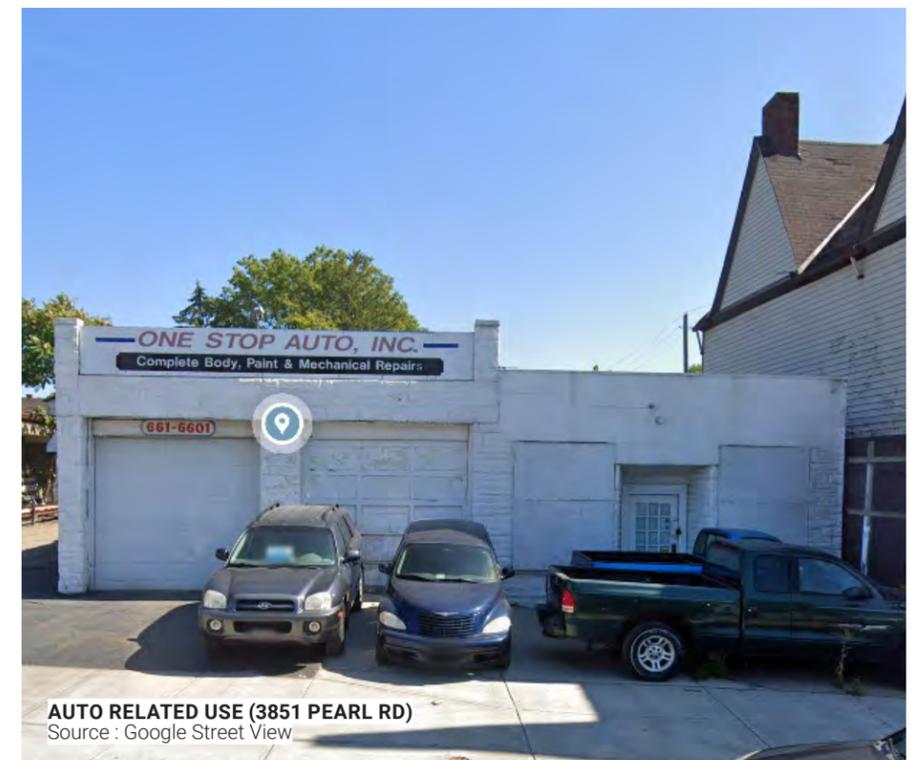
GAS STATION (4126 W. 25TH)
Source : Google Street View



AUTO RELATED USE (2900 W. 25TH)
Source : Google Street View



AUTO RELATED USE (3858 W. 25TH)
Source : Google Street View



AUTO RELATED USE (3851 PEARL RD)
Source : Google Street View

2.2

BUILT FORM TYPOLOGY MIX OVERVIEW



Along the W. 25th Corridor there are several types of built form, 43% of which are TOD contributing built form and 37% are opportunities. 20% aren't TOD contributing.

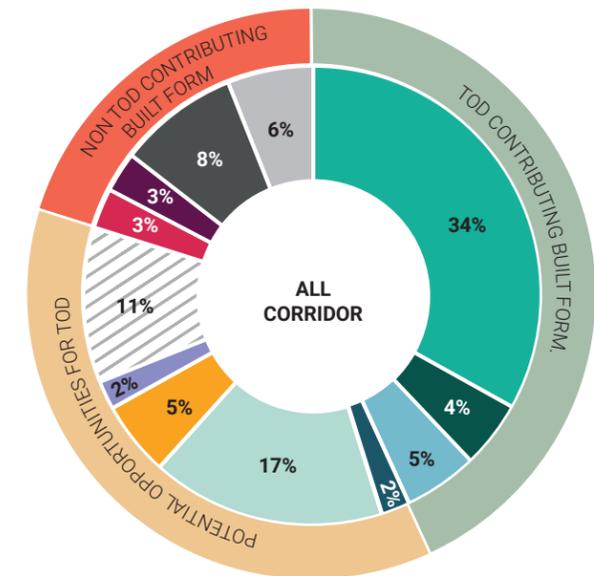
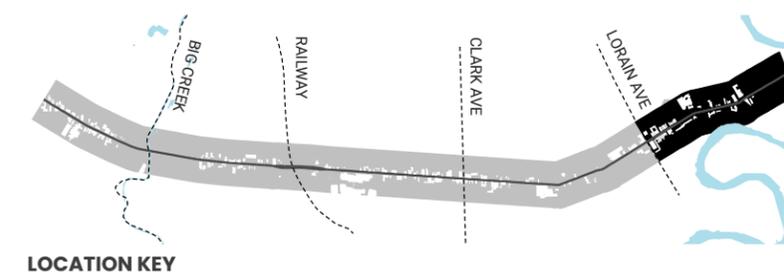
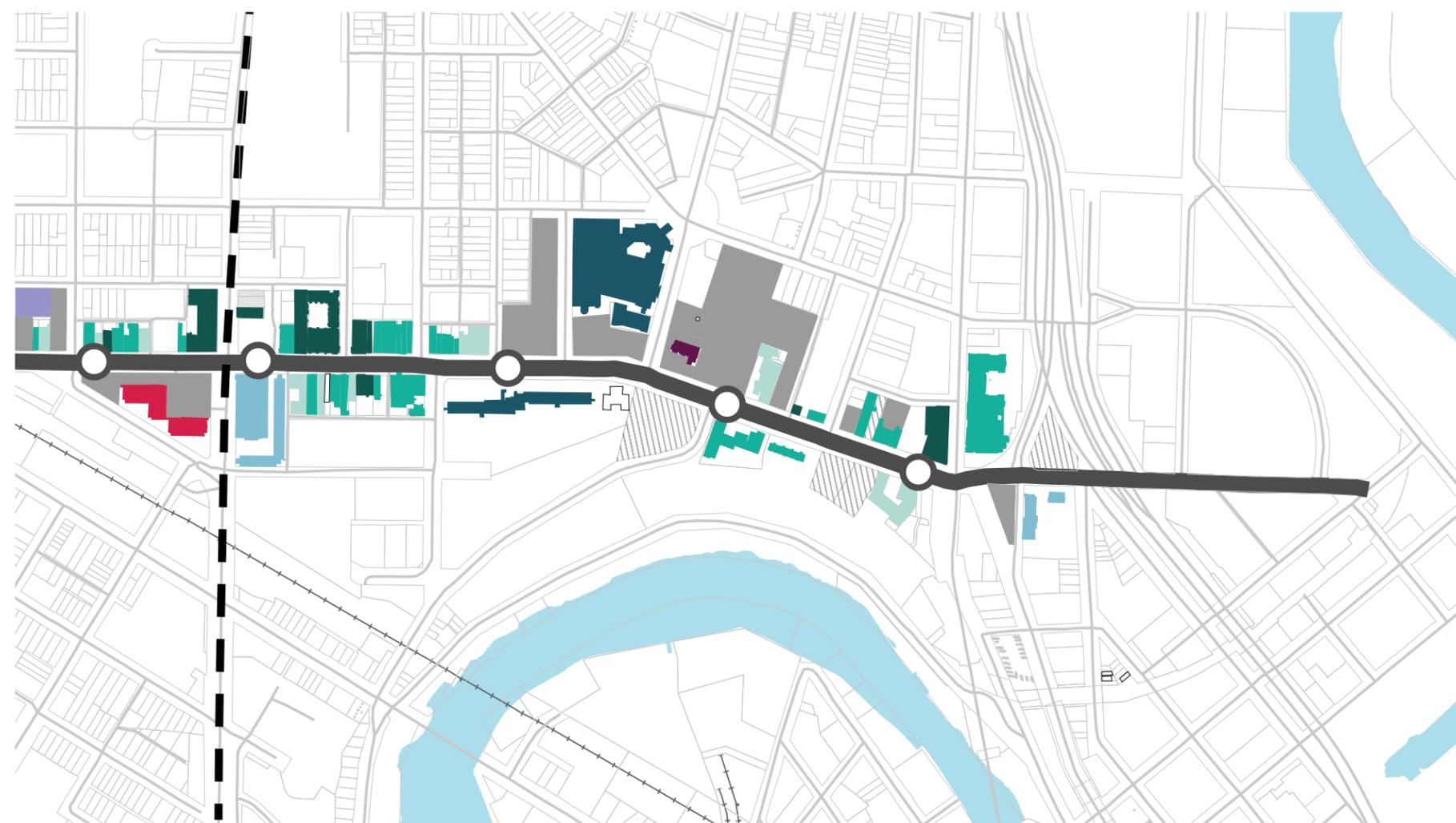


FIGURE 11 : BUILT FORM DISTRIBUTION - OVERVIEW

- | | | | |
|--|--|---|---|
| <ul style="list-style-type: none"> — ROADWAYS — RAIL - - - 1/2-MILE STUDY AREA — WATER BODIES — TOPOGRAPHY ○ PROPOSED BRT STATION ■ PARKING LOT | <p>TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> ● TWO-PART MIXED USE BUILDING ● THREE-PART MIXED USE BUILDING ● CIVIC BUILDING | <p>POTENTIAL OPPORTUNITIES FOR TOD</p> <ul style="list-style-type: none"> ● INSTITUTIONAL BUILDING ● ONE-STORY COMMERCIAL BUILDING ● RESIDENTIAL INSPIRED BUILDING ● INDUSTRIAL BUILDING ○ VACANT LOT | <p>NON TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> ● STRIP MALL ● AUTO-ORIENTED COMMERCIAL BUILDING ● AUTO RELATED USE |
|--|--|---|---|



AREA 1



AREA 1 HAS A HIGH PERCENTAGE OF TOD CONTRIBUTING BUILT FORM. HOWEVER THERE ARE LARGE PARKING LOTS THAT COULD BE OPPORTUNITIES FOR NEW DEVELOPMENT.

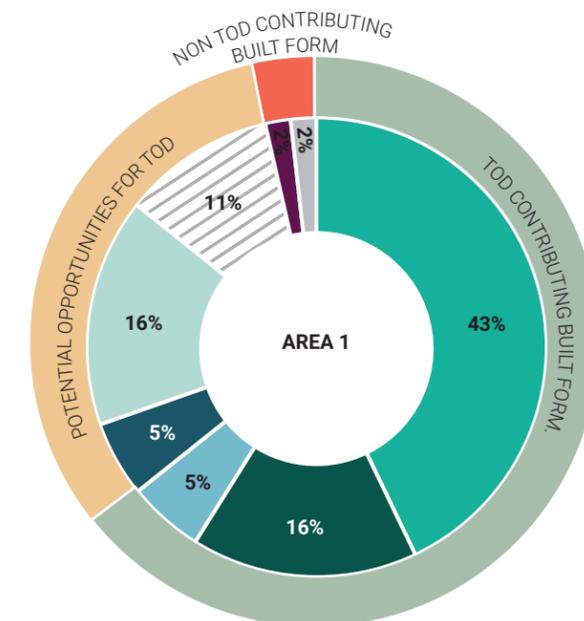
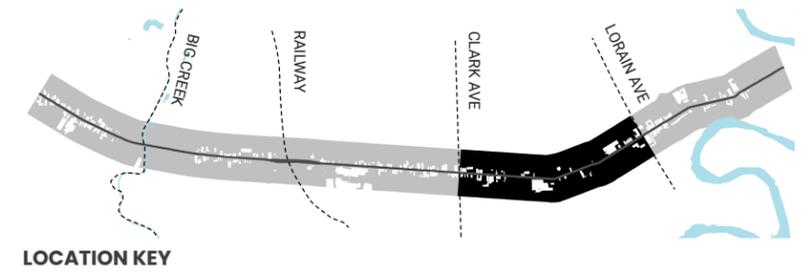
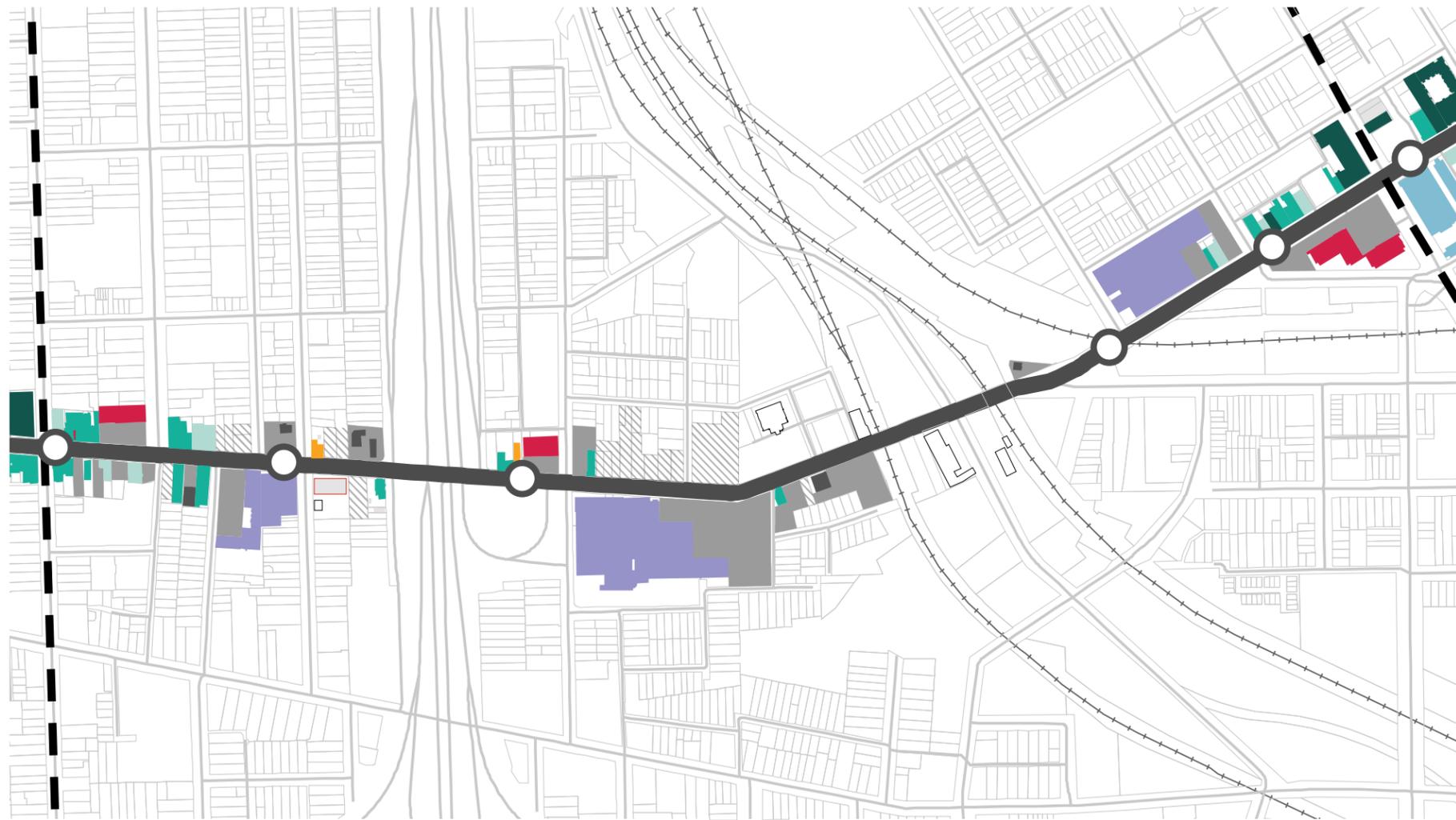


FIGURE 7 : BUILT FORM DISTRIBUTION - AREA 1

- | | | | |
|--|--|---|---|
| <ul style="list-style-type: none"> ROADWAYS RAIL 1/2-MILE STUDY AREA WATER BODIES TOPOGRAPHY PROPOSED BRT STATION PARKING LOT | <p>TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> TWO-PART MIXED USE BUILDING THREE-PART MIXED USE BUILDING CIVIC BUILDING | <p>POTENTIAL OPPORTUNITIES FOR TOD</p> <ul style="list-style-type: none"> INSTITUTIONAL BUILDING ONE-STORY COMMERCIAL BUILDING RESIDENTIAL INSPIRED BUILDING INDUSTRIAL BUILDING VACANT LOT | <p>NON TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> STRIP MALL AUTO-ORIENTED COMMERCIAL BUILDING AUTO RELATED USE |
|--|--|---|---|



AREA 2



40% OF AREA 2 BUILT FORM ARE TOD CONTRIBUTING BUILT FORM. MOST OF THE INDUSTRIAL BUILDINGS IN THE CORRIDOR ARE LOCATED IN AREA 2.

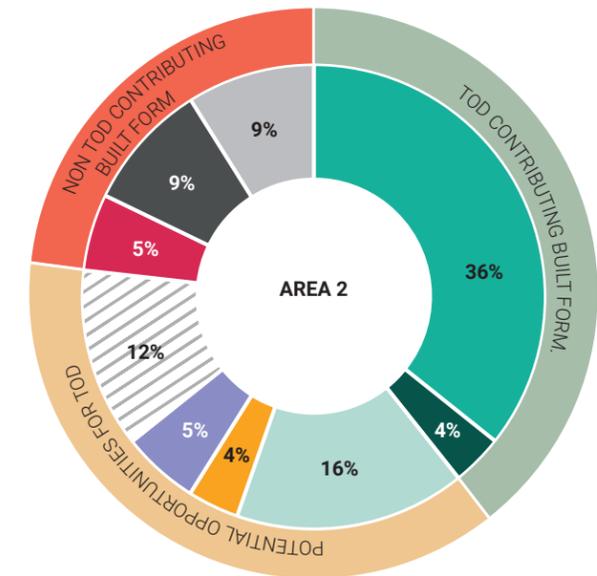
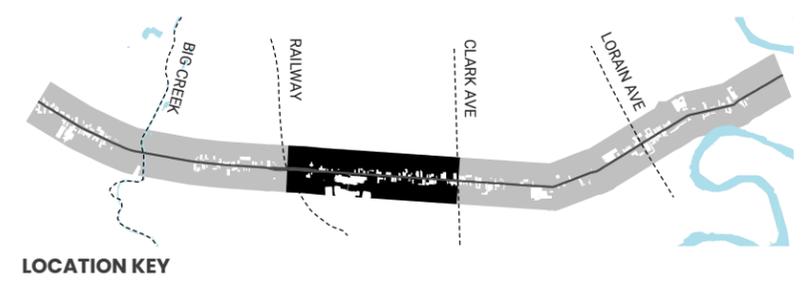


FIGURE 8 : BUILT FORM DISTRIBUTION - AREA 2

- | | | | |
|--|--|---|---|
| <ul style="list-style-type: none"> ROADWAYS RAIL 1/2-MILE STUDY AREA WATER BODIES TOPOGRAPHY PROPOSED BRT STATION PARKING LOT | <p>TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> TWO-PART MIXED USE BUILDING THREE-PART MIXED USE BUILDING CIVIC BUILDING | <p>POTENTIAL OPPORTUNITIES FOR TOD</p> <ul style="list-style-type: none"> INSTITUTIONAL BUILDING ONE-STORY COMMERCIAL BUILDING RESIDENTIAL INSPIRED BUILDING INDUSTRIAL BUILDING VACANT LOT | <p>NON TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> STRIP MALL AUTO-ORIENTED COMMERCIAL BUILDING AUTO RELATED USE |
|--|--|---|---|



AREA 3



AREA 3 IS CHARACTERIZED BY A LARGE PRESENCE OF VACANT LOTS. IT ALSO CONTAINS MOST OF THE DETACHED RESIDENTIAL BUILDINGS IN THE CORRIDOR.

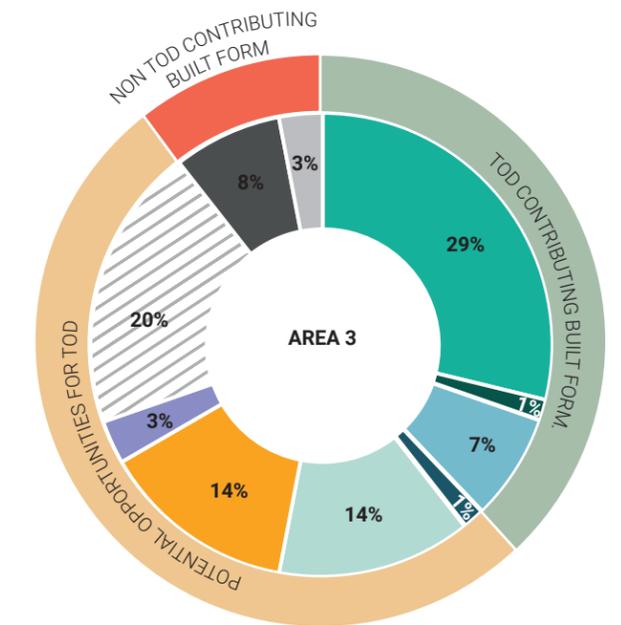
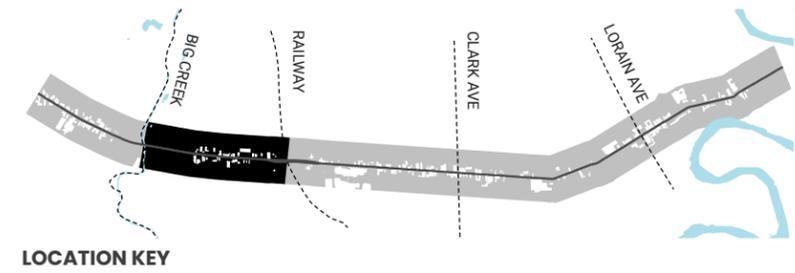
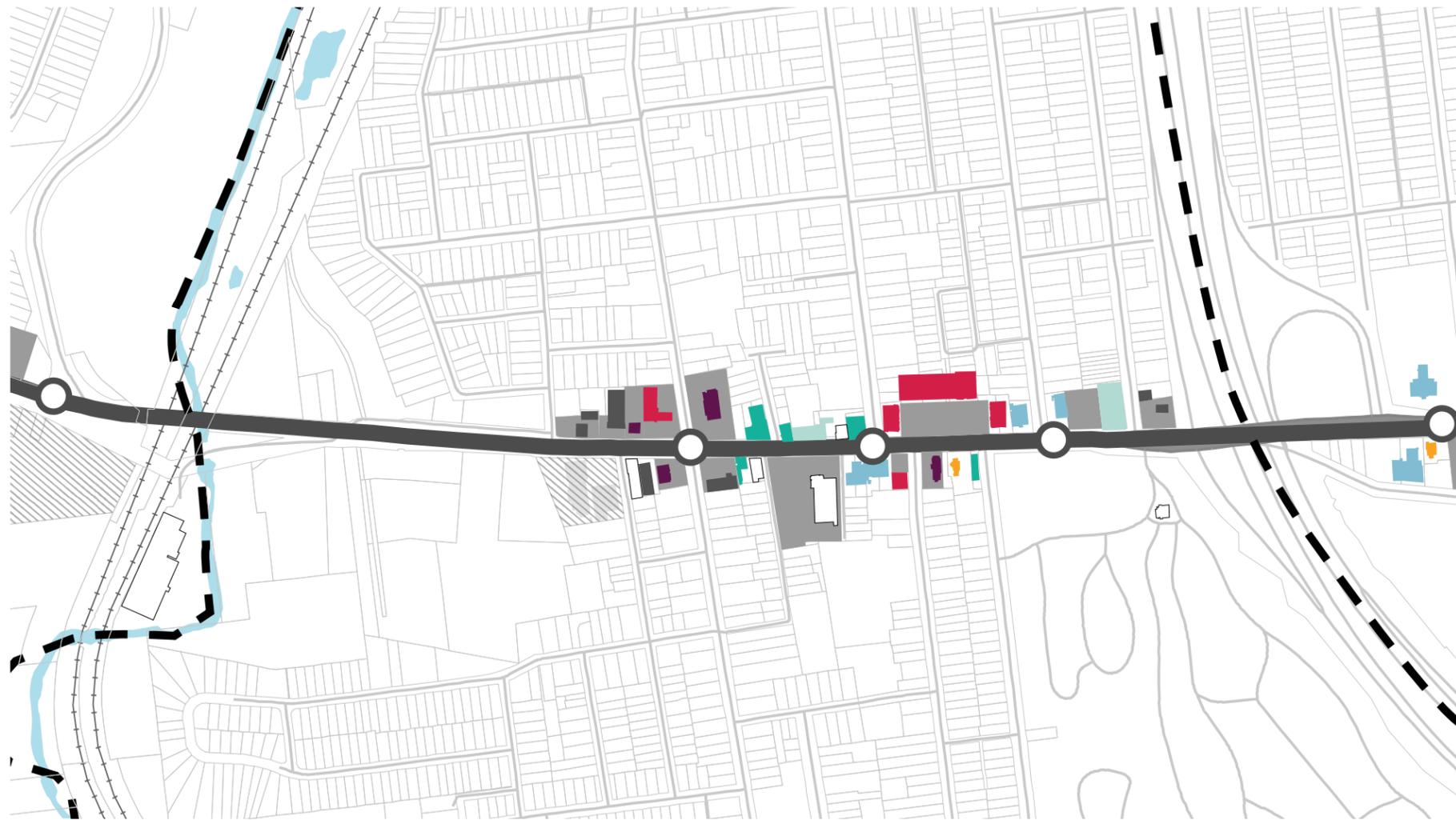


FIGURE 9 : BUILT FORM DISTRIBUTION - AREA 3

- | | | | |
|--|--|---|---|
| <ul style="list-style-type: none"> ROADWAYS RAIL 1/2-MILE STUDY AREA WATER BODIES TOPOGRAPHY PROPOSED BRT STATION PARKING LOT | <p>TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> TWO-PART MIXED USE BUILDING THREE-PART MIXED USE BUILDING CIVIC BUILDING | <p>POTENTIAL OPPORTUNITIES FOR TOD</p> <ul style="list-style-type: none"> INSTITUTIONAL BUILDING ONE-STORY COMMERCIAL BUILDING RESIDENTIAL INSPIRED BUILDING INDUSTRIAL BUILDING VACANT LOT | <p>NON TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> STRIP MALL AUTO-ORIENTED COMMERCIAL BUILDING AUTO RELATED USE |
|--|--|---|---|



AREA 4



AREA 4 HAS A HIGH PERCENTAGE (62%) OF NOT TOD CONTRIBUTING BUILT FORM.

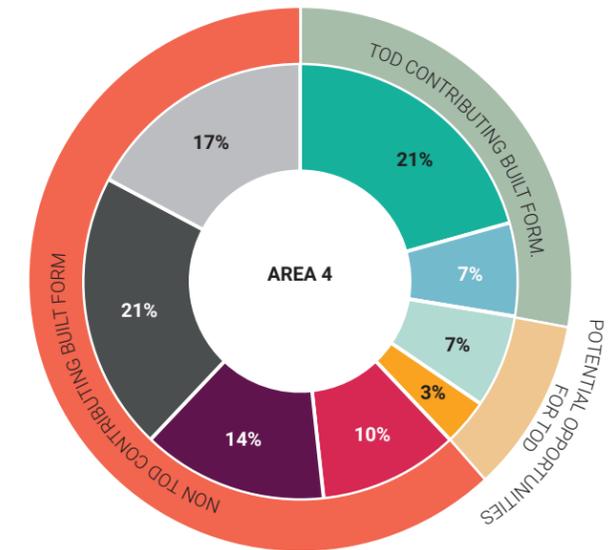
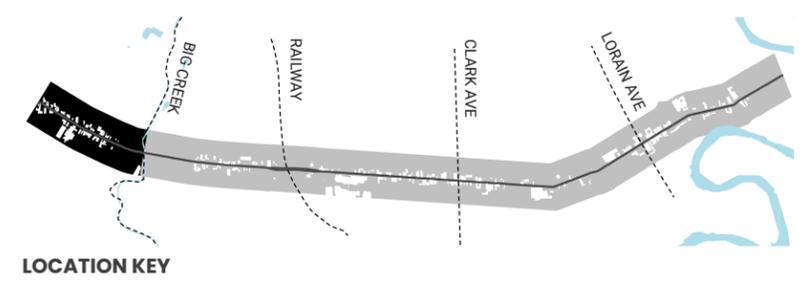
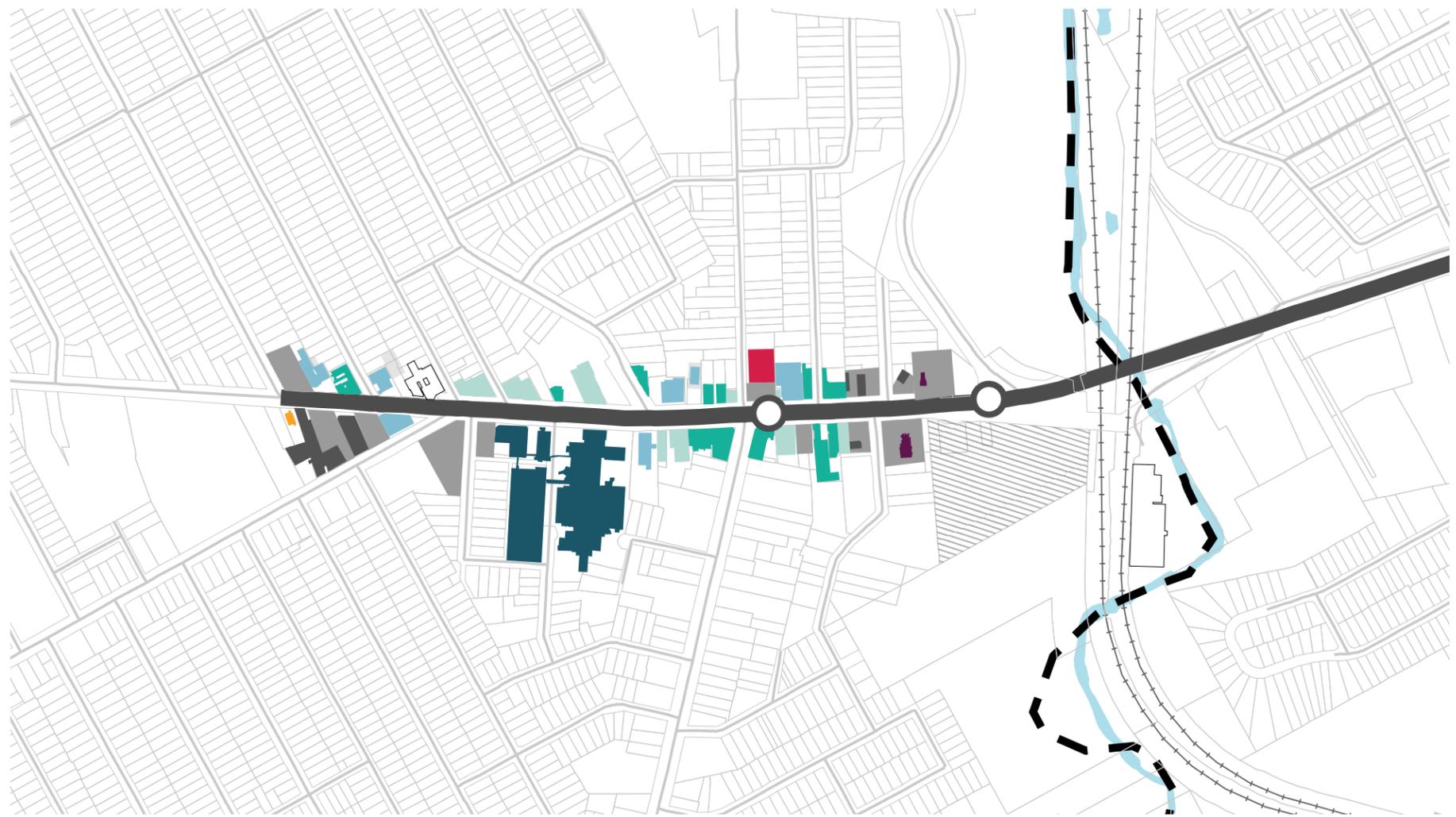


FIGURE 10 : BUILT FORM DISTRIBUTION - AREA 4

- | | | | |
|--|--|---|---|
| <ul style="list-style-type: none"> ROADWAYS RAIL 1/2-MILE STUDY AREA WATER BODIES TOPOGRAPHY PROPOSED BRT STATION PARKING LOT | <p>TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> TWO-PART MIXED USE BUILDING THREE-PART MIXED USE BUILDING CIVIC BUILDING | <p>POTENTIAL OPPORTUNITIES FOR TOD</p> <ul style="list-style-type: none"> INSTITUTIONAL BUILDING ONE-STORY COMMERCIAL BUILDING RESIDENTIAL INSPIRED BUILDING INDUSTRIAL BUILDING VACANT LOT | <p>NON TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> STRIP MALL AUTO-ORIENTED COMMERCIAL BUILDING AUTO RELATED USE |
|--|--|---|---|



AREA 5



AREA 5 IS CHARACTERIZED BY A LARGE PRESENCE OF ONE STORY COMMERCIAL BUILDING AND CIVIC BUILDING.

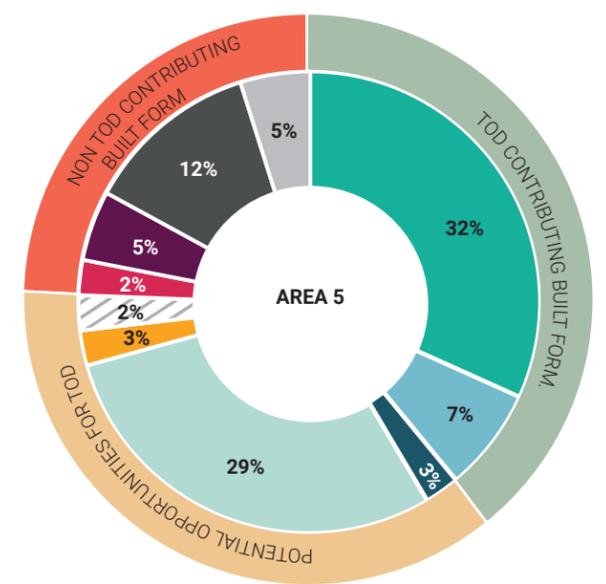
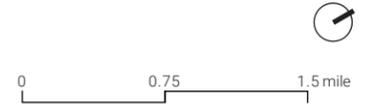


FIGURE 11 : BUILT FORM DISTRIBUTION – AREA 5

- | | | | |
|--|--|---|---|
| <ul style="list-style-type: none"> — ROADWAYS — RAIL - - - 1/2-MILE STUDY AREA — WATER BODIES — TOPOGRAPHY ○ PROPOSED BRT STATION ■ PARKING LOT | <p>TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> ● TWO-PART MIXED USE BUILDING ● THREE-PART MIXED USE BUILDING ● CIVIC BUILDING | <p>POTENTIAL OPPORTUNITIES FOR TOD</p> <ul style="list-style-type: none"> ● INSTITUTIONAL BUILDING ● ONE-STORY COMMERCIAL BUILDING ● RESIDENTIAL INSPIRED BUILDING ● INDUSTRIAL BUILDING ○ VACANT LOT | <p>NON TOD CONTRIBUTING BUILT FORM</p> <ul style="list-style-type: none"> ● STRIP MALL ● AUTO-ORIENTED COMMERCIAL BUILDING ● AUTO RELATED USE |
|--|--|---|---|





CHAPTER 3

RECOMMENDATIONS

DETROIT
BRIDGE
LORAIN
FRANKLIN
CLARK
MONROE
PEARL
DENISON
WILDLIFE

3.1

ZONING RECOMMENDATIONS OVERVIEW

A key component to 25Connects is understanding the barriers to developing TOD along the W. 25th Corridor. After a diagnostic review of the existing zoning code, the overlay districts, variance requests that have occurred over the last 5 years as well as conversation with City of Cleveland zoning staff on procedures and processes, the following recommendations set forward are in an effort to provide a clear and concise process for anyone wishing to engage in development activity along the corridor and the adjacent communities. These recommendations are divided along two themes:

A. APPROVALS PROCESSES RECOMMENDATIONS

These recommendations pertain to the process of approving new development or renovations.

B. ZONING/DESIGN REGULATION RECOMMENDATIONS

These recommendations focus on the guidelines and regulations that support the approvals process.

Note that these recommendations are provided as guidance – detailed recommendations require collaboration at the City of Cleveland level, public engagement and focus on the mechanics of the zoning code itself – an effort that is beyond the scope of this study.

APPROVALS PROCESS RECOMMENDATIONS

THE FOLLOWING RECOMMENDATIONS FOCUS ON THE PROCESS IN WHICH DEVELOPMENT GETS APPROVED ALONG THE W. 25TH CORRIDOR. WHILE THESE RECOMMENDATIONS ARE AN OUTCOME OF THE CORRIDOR-SPECIFIC REVIEW, THESE RECOMMENDATIONS COULD APPLY TO OTHER AREAS OF THE CITY THAT WOULD BENEFIT FROM UPDATES TO THE OVERALL DEVELOPMENT APPROVAL PROCESS.



1 EARLY CONSULTATION

There is a clear desire from GCRTA to collaborate with the City of Cleveland planning department to review proposed development that interfaces directly with the W. 25th Corridor. To ensure future TOD along the corridor promotes walkable vibrant streets, considerations must be given to setbacks along the corridor as well as ground-floor uses that further contribute to the overall character of the corridor. Building setbacks are vital in that they provide the extra room required at station areas to accommodate high-quality facilities that support the transit system. These setbacks while mostly minor in consideration are vital to provide further space in a corridor that is tightly constrained. Reviewing proposed development earlier in the process ensures all aspects of the built form are considered, that GCRTA is aware of future development and can provide strategic comment early in the design process so that developers can anticipate these needs early on and thus reducing costs of redesign later in the process.

RECOMMENDATION

- › Establish a protocol for circulation of proposed developments at the pre-application stage and formal application stage with GCRTA on all projects that directly interface with W. 25th Corridor. As part of this protocol, GCRTA should provide written comment back to the City of Cleveland on aspects for consideration – or that the agency has no comments on the proposed development as it meets their needs as proposed.





2 SIMPLIFY THE PROCESS

A clear process for development is highly recommended – one that is published and accessible to the public. Currently there are various paths to approvals, which create uncertainty and elongate the overall process which could reduce the opportunity for higher quality design as the cost to deliver the project escalates with time. This is not to mean to allow developers a blank check on development, but rather to be upfront and clear to the requirements so that everyone understands the expectations and process.

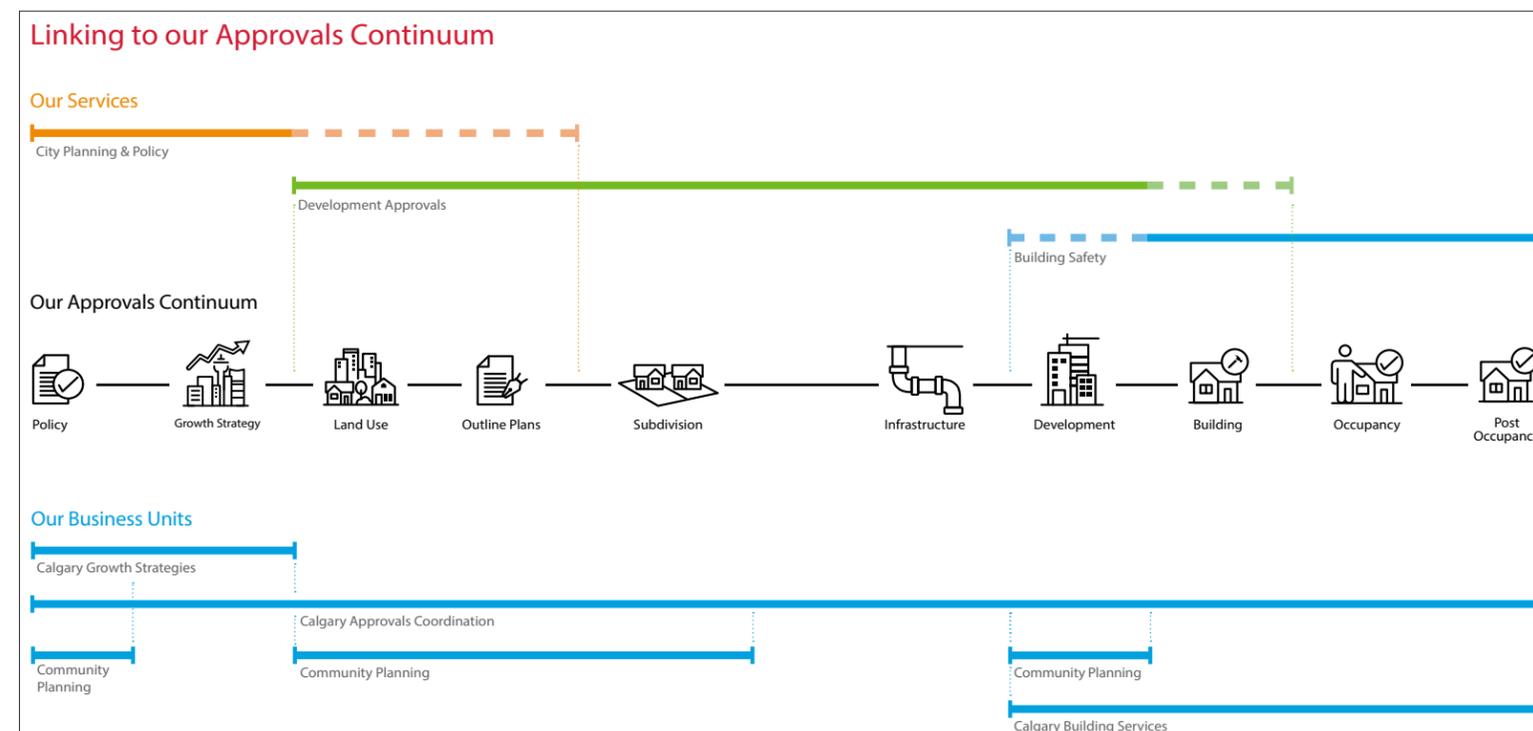
Alternatively, a land/homeowner must look at three different areas within the zoning code to get all the information required for their land. A simple clear code that provides the expectations and allowances gives all involved a path to development. While it cannot always anticipate the outliers, it should be permissive enough to support transit-oriented development. Another way of simplifying the process is to develop summary sheets for the zones along the corridor that provides the detail in a simple to use form.

RECOMMENDATION

- › Develop materials that communicate the approval process for various types of development. The establishment of an Approvals Continuum chart is a clear concise way of helping people understand the process for development and the types of development at each stage. Consider streamlining approvals if metrics are met through the Alternative Compliance process.
- › Upgrade the online portals to provide clear plain-language guides to each level of development and the processes required.
- › Consider updates to the process and scaling approval processes for the type of developments. For instance – updating the zoning code to allow a wider variety of uses would help reduce the number of cases that are sent forward to the zoning board of appeals, or infill/renovations might be uploaded to an administrative process that could expedite the review should metrics be met.

- › Update the current design guidelines for housing infill so that they better reflect current approaches to housing typologies that are complementary to the existing character of the neighborhood. The current Residential Design Guidelines stringently focus on historical forms of architecture that predominately support single-family housing only.
- › Work with Design Review and Landmark Districts to inform them of the upcoming BRT project and potential design impact considerations they may encounter. Consideration should be given to develop District plans that support these broad aims but provide local considerations that may not be covered in citywide design policies. These design plans should be concise in nature and focus on local conditions that are important to highlight to applicants as well as give guidance to approving authorities.

EXAMPLE OF A SIMPLIFIED APPROVAL PROCESS



APPROVAL CONTINUUM
Source : City of Calgary

ZONING/DESIGN REGULATION RECOMMENDATIONS

THE FOLLOWING RECOMMENDATIONS ARE SPECIFIC TO THE ZONING AND OTHER REGULATORY ELEMENTS THAT MAY IMPACT DEVELOPMENT BOTH ALONG THE W. 25TH CORRIDOR AND THE ADJACENT NEIGHBORHOODS ALONG THE CORRIDOR. MANY OF THE RECOMMENDATIONS ARE CURRENTLY UNDERWAY THROUGH THE CITY'S FORM-BASED CODE INITIATIVE, THIS STUDY IS TO HIGHLIGHT ELEMENTS THAT ARE IMPORTANT TO CONSIDER WHEN SUPPORTING TRANSIT-ORIENTED DEVELOPMENT ALONG THE W. 25TH CORRIDOR, BUT COULD ALSO BE APPLIED TO OTHER CORRIDORS IN THE CITY.



1 DEVELOP A NEW TOD OVERLAY

Many of the items will be incorporated into a future Form-based Code. However, the development of a new TOD Overlay that would replace the Pedestrian Retail Overlay (PRO) and Urban Form Overlay (UO) would be an approach for a quick fix. In addition to realigning built-form elements and uses, including a parking strategy in the new TOD Overlay could be helpful to development during the transition to a form-based code.

The current overlay districts (Pedestrian Retail Overlay, Pedestrian Retail Overlay-sign and Urban Form Overlay) provide additional variance oversight and direction of built form – but many uses that would be supportive of transit (e.g. residential, non-retail office) are conditional uses only. The following elements should be considered in developing the new TOD Overlay.



2 STREAMLINE THE CONDITIONAL USES

The approvals process is often a significant barrier to development. While there is a strong case to ensure oversight of development, reducing the number of items that would be considered a variance use should be allowable if they are part of a mixed use development which are inherently transit supportive. Oversight should focus on design, scale and functionality to the corridor. Moving many uses into the allowable category will ensure a focus on the outcome of the built form rather than the particular use.



3 BE CLEAR ABOUT DENSITY

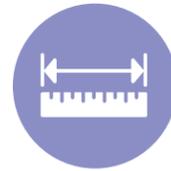
While zoning codes often utilize Floor Area Ratio (FAR) as the definitive way of providing certainty about the intended use and form, this approach does not often match the desired outcome. The new TOD Overlay mentioned in Recommendation #1 should shift from FAR to density and built form targets – providing minimum and maximum density thresholds as well as minimum and maximum height thresholds which provide community members and developers alike a clear expectation for any new development. In TOD communities that provide residential and are supported by a bus rapid transit line, 20-40 dwellings per acre in the 1/4 mile radius from BRT bus stops is considered a target density.





4 ELIMINATE ALLEY CLOSURES AND PRIORITIZE ALLEY IMPROVEMENTS

Alleys are important for providing parking access and facilitating service functions such as trash collection. Alley closures should be discouraged, and there should be an analysis on how to best maintain and operate alleyways including looking at available sources of funding to rehabilitate or repair depending on need.



5 PROVIDE WIGGLE ROOM FOR SETBACKS

Our analysis of potential BRT station locations and their platform needs highlights the need for adjustments of the front setback. There is a desire to maintain a consistent building edge to support a walkable retail frontage, however the current right-of-way competes for space from cars to people, bikes to buses. Setbacks should consider minimum (0 feet) to maximum (8 feet; with up to 15 for BRT Station areas only), but with provisions that require a development to respond to adjacent properties or support the expansion of walkable areas along the corridor. Development adjacent to a BRT Station will need to consider the setbacks to accommodate public realm improvements. Providing this flexibility with a clear written intent of why this is important will help provide a consistent approach to both providing ample public realm and supporting an urban edge along W. 25th Corridor.



6 CONCENTRATE RETAIL AREAS

The W. 25th Corridor has a strong tradition of being a major spine of retail activity in the west side of Cleveland. However, many stores are currently vacant and the market conditions do not support an entire corridor filled with retail. In W. 25th Corridor, retail nodes should be identified in coordination with community master plans and should prioritize clusters of historic buildings with storefronts that could be renovated. Beyond the catchment area, ground floor uses should allow other uses, such as live/work and office. This is not to say uses that do not contribute to street animation would be allowed in these areas, but instead other activation uses like townhome patios, live/work units, future-proofed ground floors in buildings that can be converted easily would be preferred. This will help provide concentrated retail services that can support the community and accommodates a broader mix of uses along the corridor.

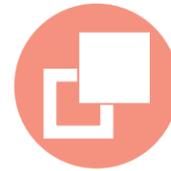


7 GET CREATIVE WITH PARKING

Parking is the number one issue with any zoning matter. Concern over the right amount, prioritization, inconvenience of location, too much convenience in one location and assigning parking needs to a specific use can hamper the opportunity to think beyond the car. While the car is not going away, prioritization of parking should examine ways of pooling parking and reducing parking needs based on certain uses that help minimize the impact of this significant use along the corridor. Being clear about these accommodations, minimum standards and design metrics will help ensure developers and community members alike understand the expectations for parking with new development and minimize how many parking accommodations might be required by the zoning board of appeals.

Specifically, we recommend the following approaching to parking:

1. Remove visitor parking requirements for all retail and commercial uses along the corridor. By eliminating these minimums, parking in new mixed use developments will be primarily focused on housing requirements and minimal parking needs for employee parking or deliveries. This does not mean parking for visitor or commercial uses is not allowed – but rather it is up to those proposing development to consider how much they may need and how it impacts the overall design.
2. Update and clarify residential parking requirements. Both on corridor and within a ¼ mile buffer we recommend that minimum parking standards be tied to dwelling size and design performance standards for parking placement. This includes:
 - › Initiate the Alternative Compliance process for parking accommodations that go beyond the minimums and maximums proposed;
 - › Monitor on-street parking within ¼ mile of the corridor to establish an understanding of existing parking supply and demand;
 - › Develop clear screening and parking placement guidelines for development along the corridor;
 - › For all dwellings 2 bedrooms or larger – minimum 0.75 parking stall required per dwelling;
 - › For all dwellings 1 bedroom or less – minimum 0.50 parking stall required per dwelling;
 - › Relax distance requirements for off-site parking storage (currently a maximum 400 feet from subject site, should extend to 1,200 feet or less than ¼ mile, and;
 - › Establish a fee-in-lieu system that is an additional option to offset parking. This system should have a defined boundary and set of programs that are directly tied to offering additional mobility options within the corridor to reduce parking demand.



8 CONSIDER INFILL OPPORTUNITIES

Recognizing that the City of Cleveland is currently pursuing a form-based code for communities similar to those along the W. 25th Corridor, consideration should be given on how to address missing middle housing typologies in the interim that would be complementary to the overall character of the communities along W. 25th Corridor. Additionally, with an existing housing stock that has a high vacancy rate along the corridor, an overhaul to the two-family zoning district should be considered.

There are a variety of housing typologies that meet the intent of the character of these neighborhoods along West 25 Street. Neighborhoods could support a broader mix of housing choice and offer both rental and ownership opportunities while reoccupying land that is either vacant or housing stock that does not meet the needs of current living. This will take a considerable amount of consulting, analysis, and approvals, but could be rewarding in supporting not only the transit investments along W. 25th Corridor, but the overall neighborhood vitality. The following are considerations that would need to be addressed in creating an urban infill zone:

1. Focus on built forms and typologies first. Development of typologies and physical attributes of housing forms will be required to provide clear direction to landowners, developers and potential buyers regarding community character goals.
2. Embrace more than just one typology. Low-scale residential development can be compact, walkable and transit-supportive if thought of as a mix of dwelling types. Single-family homes to three-flat walkups, townhomes and duplexes all fit within the character of these neighborhoods. By allowing more of these typologies as of right it could bring new investment in the community, a broader housing choice and affordability.
3. Get creative on parking. As discussed above, parking for infill development should be considered based on number of bedrooms and availability of on-street parking. A residential community street parking study should be conducted along the corridor at strategic locations to understand current supply/availability of parking. This study can be used to help support further relaxation of off-street parking requirements for new development.



