



1 | EXECUTIVE SUMMARY

Focused investments in transit improvements and supportive development build a vision for a sustainable future

PROJECT INTRODUCTION

Cleveland is seeing increased momentum around Transit-Oriented Development (TOD).

The Greater Cleveland Regional Transit Authority (GCRTA) received federal funding to develop a TOD plan for the Broadway Corridor as part of the Federal Transit Administration's pilot program for Transit-Oriented Development Planning. The goal of this study is to determine the feasibility and configuration of an FTA-eligible project to advance into further development. In doing so, this study explores recommendations for land use updates, multi-modal transportation improvements, and development proposals to support a Bus Rapid Transit (BRT) corridor for the #19 bus route. This high-level due diligence analysis sets the stage for a future BRT study.

The Broadway Avenue TOD corridor faces numerous socioeconomic challenges, and it is recognized that transit-oriented development can advance broader economic, environmental, and social goals. Reduced vehicle use lowers greenhouse gas emissions and household transportation expenses, while denser development makes more efficient use of existing infrastructure. By connecting people to opportunity through reliable transit, TOD supports equitable access to jobs, education, and services. Finally, the Vision Zero Network has identified transit investments as a critical tool in improving roadway safety, citing "life-saving benefits of transit improvements such as transit-only lanes and increased transit service." In this way, transit-oriented development is not just a transportation strategy, but a powerful tool for sustainable urban growth and neighborhood renewal.

The Broadway Corridor TOD planning process was structured to reflect and elevate community priorities identified through an inclusive framework. This included diverse resident, organizational and neighborhood leadership

based focus-group conversations, participation in multiple community events, and regular check-ins with topical experts in city and county government to support alignment of upcoming projects and planned investments. In addition, the project team actively worked to coordinate efforts with Slavic Village Development's Neighborhood Master Plan process, which is following the corridor plan.

Early steps included a high-level market analysis to establish a baseline understanding of the realities of current market demand and regional development patterns. Recognizing the importance of this work in creating market momentum, this study also considers proposed land uses and development typologies to increase economic viability. This approach identifies a series of development thresholds where strategic investments can tip the market from an incentive-driven model to one that is self-supporting and sustainable over time

Thoughtful TOD investments—such as improved streetscapes, public spaces, and neighborhood-serving retail—can change perceptions of neglected areas and attract new residents and employers. Importantly, when paired with inclusive zoning, affordable housing requirements, and community engagement, TOD can stimulate revitalization without displacing existing residents.

The Broadway TOD Plan outlines transit-oriented and affordable housing development strategies that address racial and economic disparities, capture economic value, and advance climate action. The plan advances bicycle and pedestrian connectivity to transit to build toward an integrated system of access for all on Cleveland's southeast side. **The region's energy around comprehensive solutions to strengthening our neighborhoods means that transit-oriented development has a critical role to play.**

SETTING GOALS | A CLEAR DIRECTION

The TOD plan's development is guided by a series of goals, co-created with the Steering Committee. Throughout the process, the planning team measured studies, analysis, engagement, and recommendations with these Guiding Goals. This approach ensures each activity remained consistent with the Steering Committee's direction.

The Broadway corridor is transit rich - with multiple modes of transit operating. The corridor can benefit from enhancement of the transit experience in coordination with improvements to land use in this market. This high level of access emphasizes the importance of improving the quality of the transit waiting environment for passengers, and the operational environment for GCRTA service reliability.

Guiding Goals:

Activate a planning process that **learns and teaches**

Balance Slavic Village history with today/future

Increase **transit ridership and improve experience**

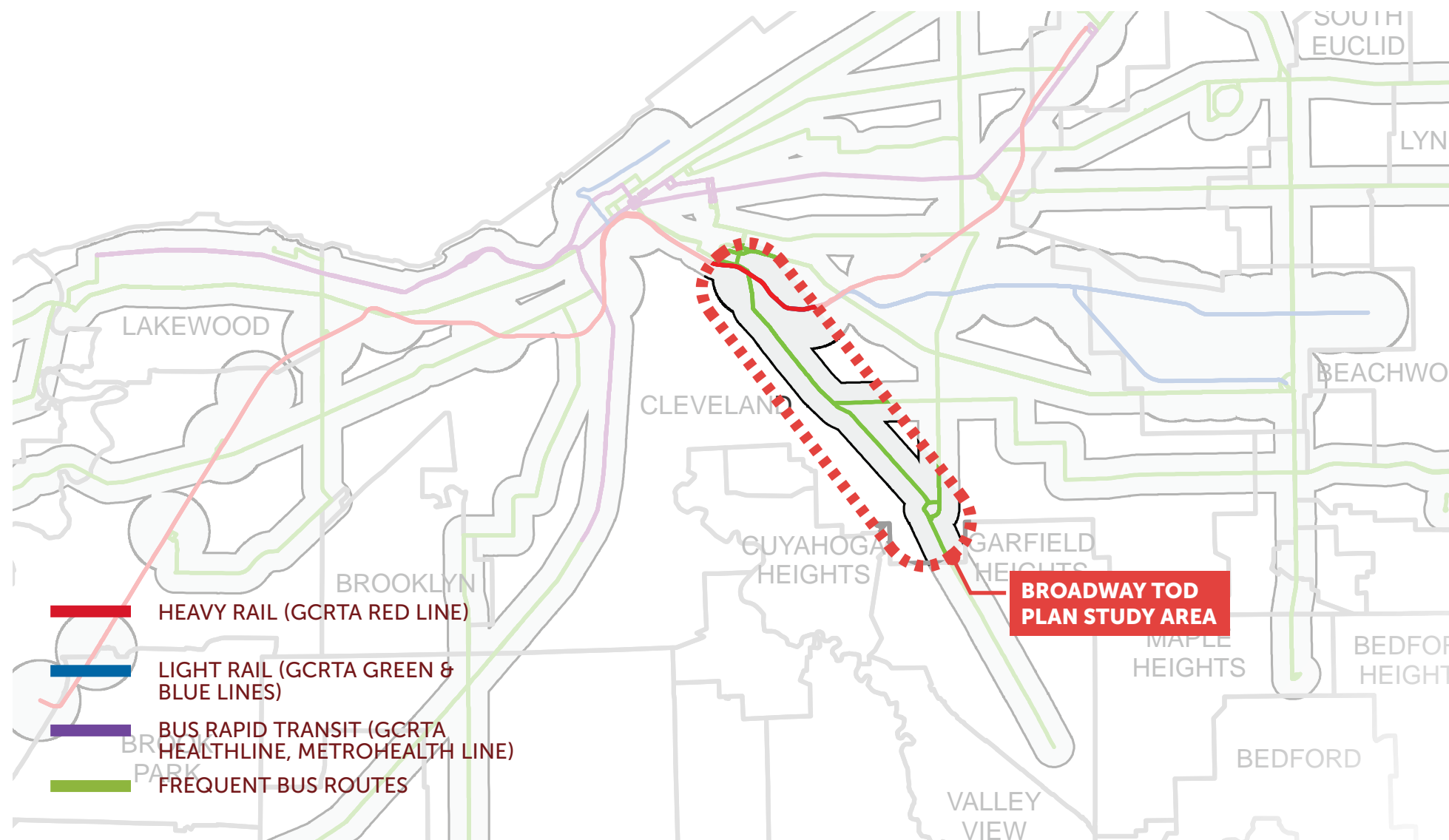
Strengthen **living options for ALL** along the corridor and in immediate neighborhoods

Improve **corridor safety**

Identify implementation **funding sources**

Boost **market demand** – stabilize, create momentum, and **not displace**

Cuyahoga County TOD Loan Program Map (below) illustrates eligible TOD zones and identified corridors.



ALPHABET SOUP: WHAT ARE TOD & BRT?

TOD = Transit-Oriented Development

Transit-Oriented Development connects people and place. It is walkable development close to a transit stop. It locates many homes and destinations within a convenient and comfortable walk to the transit stop, and includes a mix of commercial, residential, office and entertainment uses.

BRT = Bus Rapid Transit

Bus Rapid Transit is a high-quality bus transit system that delivers frequent and reliable service. Key features of BRT include:

- Strategies such as transit signal priority and dedicated bus lanes that improve reliability and predictability
- Enhanced transit access environments at bus stops with quality shelters and other amenities such as real-time arrival info, landscaping, lighting and security call boxes

PROJECT PROCESS HIGHLIGHTS & KEY FINDINGS

The following process reflects a data-driven and responsive approach to developing a sustainable TOD vision for the Broadway corridor.

Market Analysis

This work led with a market study to understand current demographics, housing market and commercial needs. Highlights include the following:

- Neighborhood is becoming increasingly diverse with increases in Hispanic, Asian and Mixed-Race residents and decreases in White and Black or African American residents
- Challenging housing market that won't currently support new construction costs without additional financing; need to build to a stronger market
- Concentrated investment (node by node) will be key to catalyzing growth. This must start with a strong renovation and maintenance focus to support existing residents and maintain the character that will be attractive to new residents
- Lack of new, market-rate apartment product limits attractiveness of neighborhood to young professionals
- Older, long-term residents are looking for opportunities to move into more supportive housing (senior communities, single floor units, etc.) within the neighborhood
- Retail demand within the study area exceeds supply by \$60 million, reflecting an opportunity for commercial development along the emerging corridor and within existing vacant commercial spaces
- Local retail needs include home goods, garden and pet supply stores, personal care services (beauty), limited self-service restaurants and beer and wine retail sales

Community Engagement

Wide-ranging focus groups and broad community conversations highlighted key community priorities:

- Improved safety on and off the corridor. On the corridor, this includes solutions that calm traffic and support safer access to transportation options.
- Improved access for residents including transit improvements (speed, reliability and enhanced waiting environments)
- Job opportunities and improved access to jobs outside the neighborhood
- New and affordable housing options
- Local retail options
- Destinations to draw and support nearby workers (restaurants and services)
- Assistance with home maintenance, infill on vacant parcels and block improvements
- **Increased transit service on weekends.**

Transportation Plan

A detailed transportation plan for the 4-mile corridor recognizes that a one-size-fits-all approach does not work. A preferred alternative is identified that:

- Achieves sections that accommodate dedicated bus lanes for greater than 50% of the study area to align with funding opportunities
- Aligns with multiple bike, trail and complete street projects currently underway or under consideration including the Slavic Village Connector and Morgana Run Trail Extension
- Accommodates on-street parking and shared travel lanes in local retail-focused areas
- Supports safety-focused infrastructure for pedestrians, bikes and vehicles, including enhanced crossing areas and reduced crossing distances at intersections
- Improves transit efficiency with approximately 1/4 mile spacing for stations and BRT-supportive infrastructure including:
 - Transit signal priority
 - Bus lanes
 - Raised boarding platforms
 - Real-time information at stations
 - Enhanced station structures

Development Plan

The development plan approach builds from the transportation plan to direct focus on 1/4 mile radius 'nodes' around stations:

- These are identified as one of three types: character, convenience or connection based on their context and general attributes
- Utilizes the realistic / aspirational approach to development opportunities – focusing a range of projects in one node before moving to the next
- Prioritizes publicly-owned vacant parcels for redevelopment sites
- Places higher density along the corridor and near stations
- Identifies priority projects to generate sustainable momentum
- Achieves potential development statistics of 750+ new housing units and 40,000 square feet of new commercial space focused within the corridor nodes
- Focuses on supporting redevelopment of existing buildings and supporting existing businesses by placing more people within a convenient walk or transit trip
- **Prioritizes the revitalization of the East 55th street node for initial development, renovation, and transportation improvements.**

Focused Transit-Oriented Development along the Broadway Avenue Corridor could bring over 750 new residential units and 40,000 sq. ft. of commercial space that could support sustainable growth in Slavic Village future with connections to new transit options.

CORRIDOR VISION | NODE APPROACH

Five strategic nodes organize transit-oriented development (TOD) opportunities along Broadway Avenue. Each node offers various development options: renovation and adaptive re-use of existing buildings, new larger-scale mixed-use and multi-family campuses, small-scale commercial/retail developments, and a wide range of small to medium scale infill housing opportunities. **The corridor's 4-mile length is challenging, and the node approach aims to cluster development to be recognizable and begin building momentum for future investments.**

A common sense corridor plan increases transit operations and efficiencies and improves the experience for all users on the corridor with dedicated bus lanes, where feasible, and narrowed roadway and intersections to improve safety by reducing automobile speeds. A family of bus stations will celebrate Slavic Village's heritage while offering various improvements to support transit users.

PERSHING DEVELOPMENT NODE
New Residential - 200+ units
New Commercial - 4,900 sq. ft.
New Public Space - 3,250 sq. ft.
On-Street Parking - 74 spaces
Bus Stations: 4

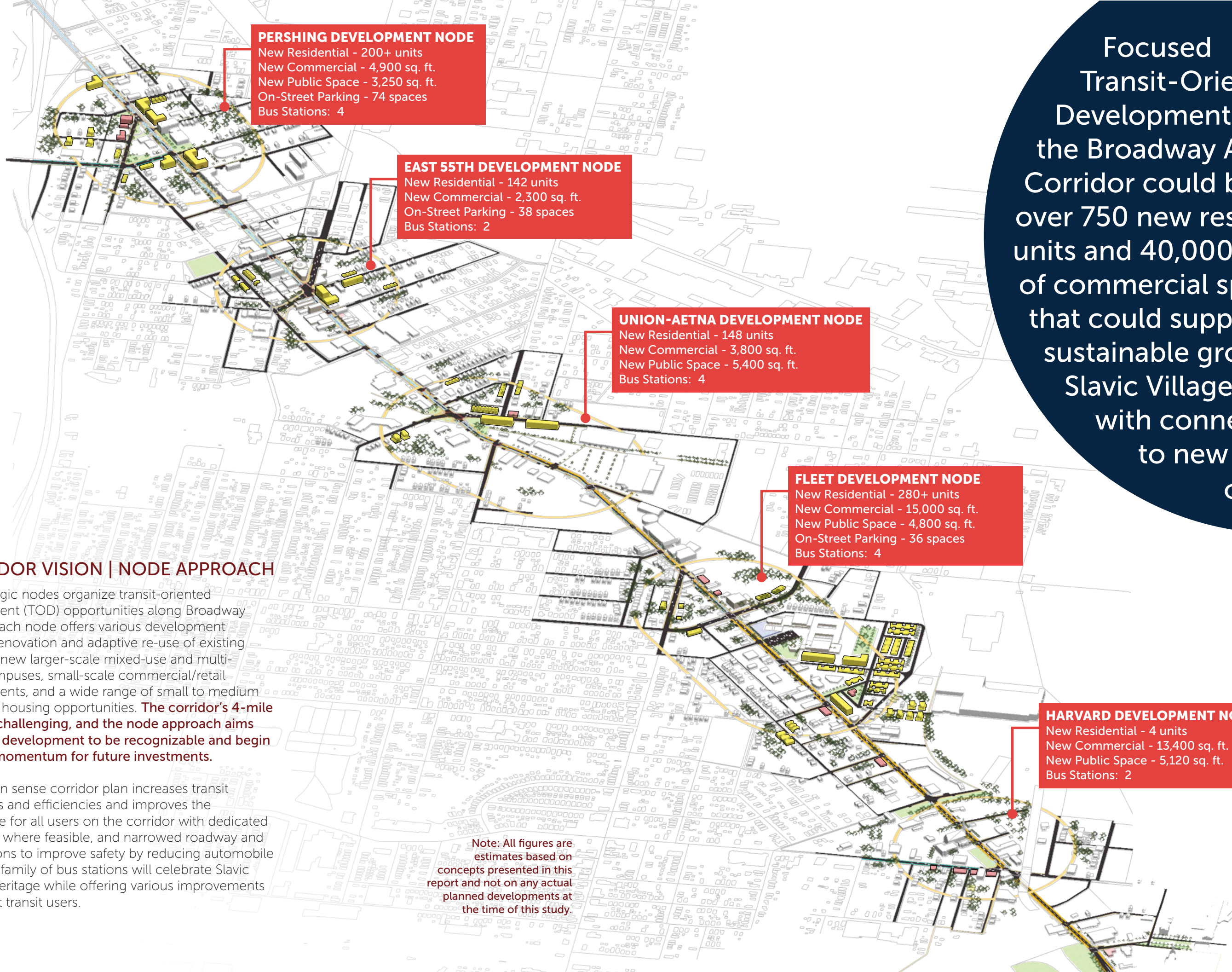
EAST 55TH DEVELOPMENT NODE
New Residential - 142 units
New Commercial - 2,300 sq. ft.
On-Street Parking - 38 spaces
Bus Stations: 2

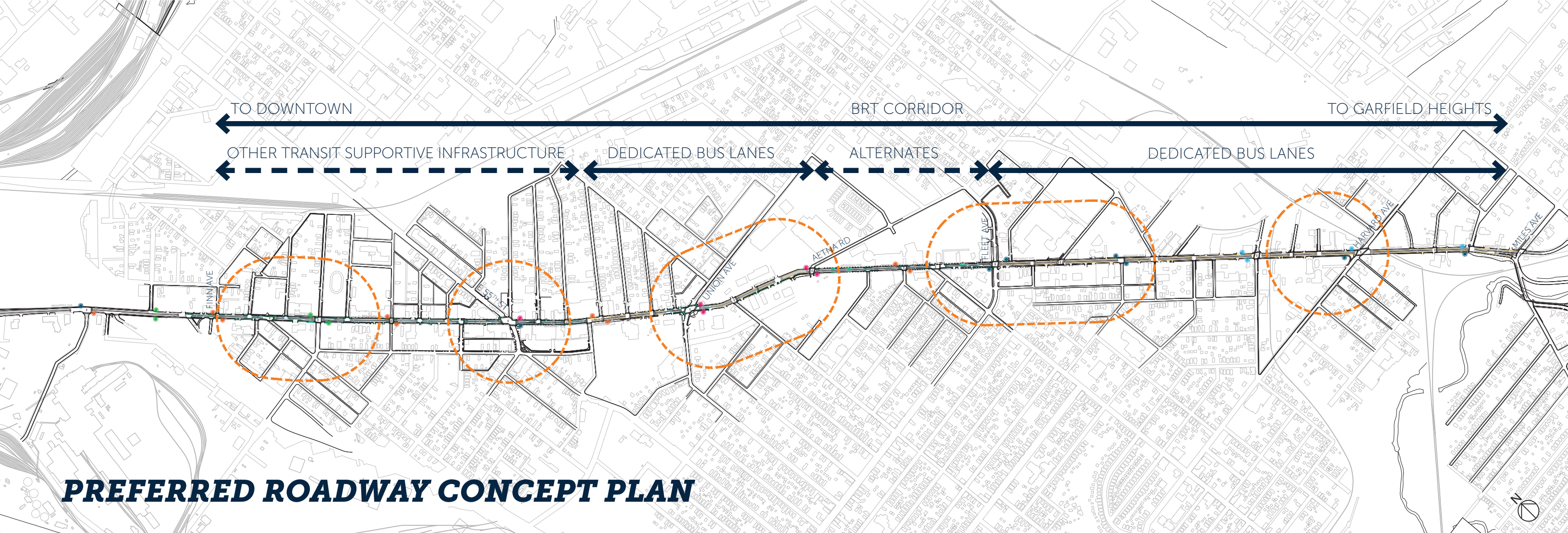
UNION-AETNA DEVELOPMENT NODE
New Residential - 148 units
New Commercial - 3,800 sq. ft.
New Public Space - 5,400 sq. ft.
Bus Stations: 4

FLEET DEVELOPMENT NODE
New Residential - 280+ units
New Commercial - 15,000 sq. ft.
New Public Space - 4,800 sq. ft.
On-Street Parking - 36 spaces
Bus Stations: 4

HARVARD DEVELOPMENT NODE
New Residential - 4 units
New Commercial - 13,400 sq. ft.
New Public Space - 5,120 sq. ft.
Bus Stations: 2

Note: All figures are estimates based on concepts presented in this report and not on any actual planned developments at the time of this study.





PREFERRED ROADWAY CONCEPT PLAN

BROADWAY AVENUE ROADWAY CONCEPT

The Preferred Alternate Roadway Concept improves roadway safety and transit operations and experience along Broadway while meeting funding requirements for Bus Rapid Transit. Bus lanes in each direction are provided for 52% of the corridor length (defined between Finn and Warner Avenues).

In the section of the corridor without bus lanes, transit supportive infrastructure includes sidewalk bumpouts to provide space for shelters and other station amenities, and enhanced pedestrian zones.

The initial analysis of the four-mile corridor identified a shorter corridor section that is recommended for future bus rapid transit. The recommended corridor boundaries are Finn Avenue on the north end and Warner Avenue on the south end.

The removed section north of Finn Avenue is already slated for pedestrian and bicycle

improvements, and the surrounding land uses in this area are not conducive to TOD. The recommended corridor from Finn to Warner is 2.7 miles long and is identified as the BRT project area.

While addressing potential funding requirements, the Preferred Alternate Roadway Concept also responds to various neighborhood needs. This includes the provision of dedicated on-street parking to support business districts as well as additional safety considerations near schools and community uses.

Additionally, all proposed roadway initiatives are responsive to safety and operational challenges uncovered through research and community conversations. Enhanced pedestrian crossings at key intersections are recommended throughout the corridor.

The preferred alternative is estimated to cost \$36.9 million to construct in today's dollars.

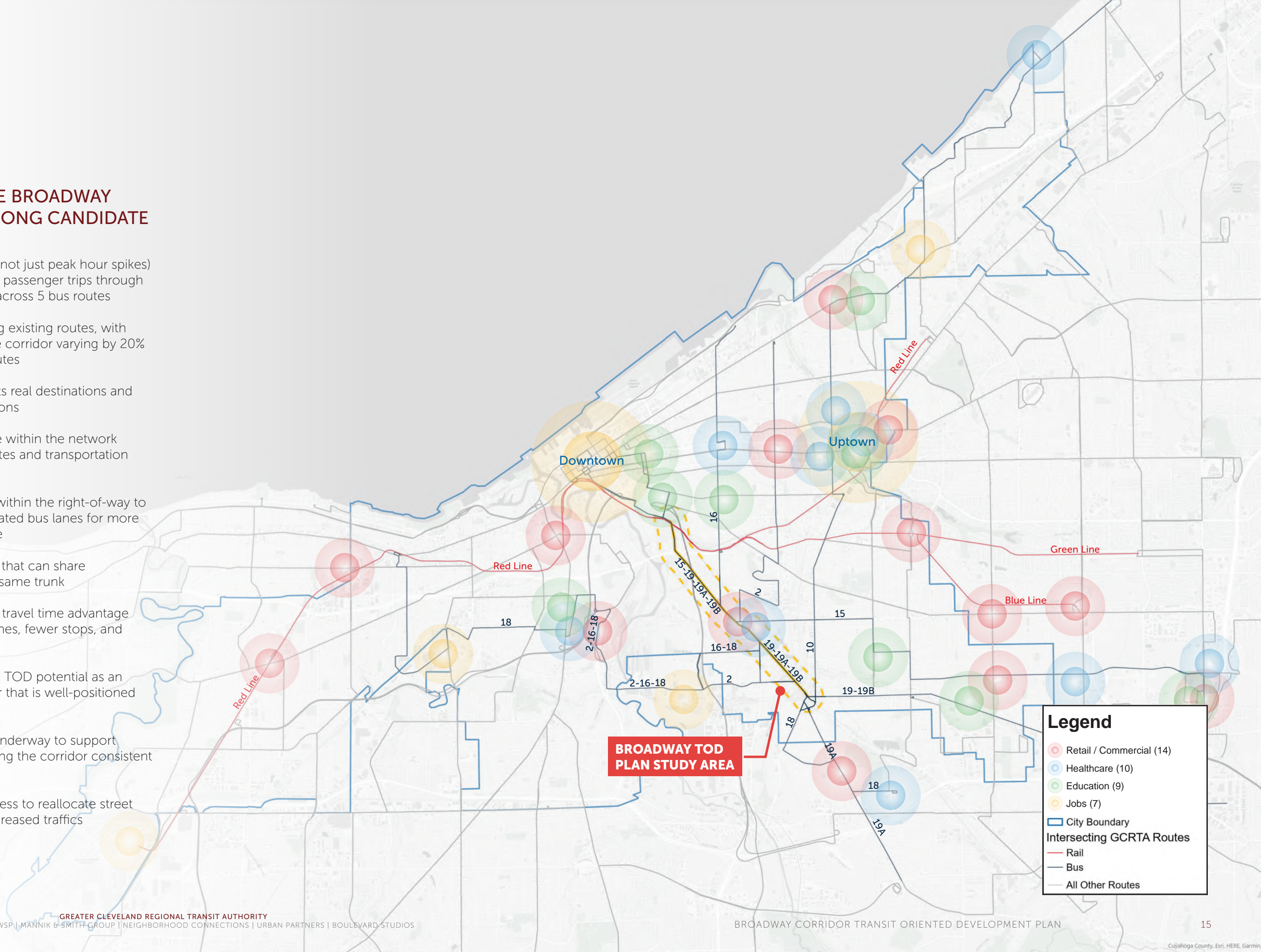
Attributes	Length (Linear Feet)	Length (Miles)	% of Broadway (Finn to Warner)
PREFERRED ALTERNATE: PERCENTAGE OF BROADWAY THAT INCLUDES DEDICATED BUS LANE			
Dedicated Bus Lanes (On Both Sides of the Street)	7,385	1.4	52%

EXAMPLE PLAN - PREFERRED ALTERNATIVE: Refer to appendix for detailed roadway layouts



WHAT MAKES THE BROADWAY CORRIDOR A STRONG CANDIDATE FOR BRT?

- All-day bus ridership (not just peak hour spikes) with more than 7,100 passenger trips through the corridor per day across 5 bus routes
- Reliability issues along existing routes, with travel times along the corridor varying by 20% or more on some routes
- The corridor connects real destinations and multiple trip destinations
- It functions as a spine within the network – linking multiple routes and transportation modes
- It has enough width within the right-of-way to accommodate dedicated bus lanes for more than 50% of the route
- It has multiple routes that can share infrastructure on the same trunk
- Clear opportunity for travel time advantage through dedicated lanes, fewer stops, and signal priority
- It presents supportive TOD potential as an underutilized corridor that is well-positioned for reinvestment
- Zoning updates are underway to support increased density along the corridor consistent with TOD standards
- Community willingness to reallocate street space to support increased traffics



Legend

- Retail / Commercial (14)
- Healthcare (10)
- Education (9)
- Jobs (7)
- City Boundary
- Intersecting GCRTA Routes
 - Rail
 - Bus
 - All Other Routes

MOVING FORWARD: PRIORITY STRATEGIES AND ACTIONS

STRATEGIES

TRANSPORTATION

- Continue coordination with City of Cleveland Planning Commission and Mayor's Office of Capital Projects (MOCAP) to ensure East 55th connector concepts are fully integrated.
- Prioritize traffic-calming to increase safety and walkability.
- Consider branding of the Broadway Corridor service to build momentum around implementation.
- Identify small-scale initiatives that could be implemented immediately (flex-delineators at key intersections to show corner bump outs, strategically infill 2-3 parking spaces to expand transit waiting environments at key locations, etc.).
- Emphasize strong connections and early recognizable signage in conjunction with the Slavic Village Downtown Connector Trail.

DEVELOPMENT

- Lead with renovation and adaptive reuse to revitalize historic assets and build from existing neighborhood character
- Strengthen adjacent neighborhood blocks with infill housing
- Focus non-transportation investment on one node at a time and build out to support visible transformation and to change perceptions
- Encourage new housing options that support seniors, families and young professionals
- Implement streetscape, lighting, and safety improvements early.
- Activate ground-floor spaces through temporary and neighborhood-serving uses.

POLICY

- Continue to coordinate with Slavic Village team on Neighborhood Master Plan and corridor plan integration.
- Coordinate with the City of Cleveland on zoning updates to support adoption
- Consider public-private partnerships for station area improvements.
- Leverage funding opportunities such as TIF (Tax Increment Financing) districts.

Transportation improvements are a needed catalyst to encourage reinvestment in the Broadway Corridor and surrounding neighborhood. The study area's combination of remaining historic fabric and vacant land assets position it well for a Transit-Oriented Development approach to community revitalization.

ACTIONS

	ACTION	TIME FRAME
TRANSPORTATION	Continue BRT design and advance to detailed engineering and design stage with community input	Immediate
	Work with City of Cleveland to install radar feedback signage to encourage reduction in vehicle travel speeds	Immediate
	Conduct targeted sidewalk, crosswalk and lighting repairs in areas identified as highest need from the station area walkshed pedestrian experience audit	Immediate
	Partner with NOACA and City of Cleveland to compete for funding for prioritized implementation of multi-modal and safety improvements (Union, East 55th, Boys & Girls Club, etc.)	Near term
	Continue stop location adjustments and communication with riders to improve transit efficiency	Immediate
DEVELOPMENT	Enhance Broadway/E55th intersection with raised crosswalks, corner bump outs, etc. as a priority/prototype installation(s)	Near term
	Assemble infill development sites to increase developer interest through work with project partners (city and county land banks)	Near term / long term
	Work with City of Cleveland to reposition Stella Walsh Recreation Center as a catalytic site at Fleet node as part of City's recreation plan	Near term
POLICY	Pursue missing and supportable commercial uses to address market gaps and serve residents & workers	Near term
	Stabilize historic buildings in East 55th & Broadway node to maintain availability for adaptive reuse	Immediate
	Adopt the City of Cleveland's Form-Based Code for Broadway neighborhood	Near term
	Assemble materials to compete for Small Starts projects (FTA) and solicit partner letters of support, etc. to strengthen application	Immediate
POLICY	Initiate home ownership programs in neighborhood to improve ownership rates and support stability	Near term / long term
	Promote residential repair programs and connect residents with service providers (City of Cleveland, Home Repair Resource Center, etc.)	Immediate