



CLEVELAND CIVIC VISION 2000 DOWNTOWN PLAN

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Architecture, Urban Design, and Landscape Architecture Consultants

Jonathan Barnett FAIA, AICP
New York, New York
William A. Behnke &
Associates, Cleveland, Ohio
William A. Behnke FASLA
Thomas Zarfoss
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Annapolis, Maryland
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Maxine Mitchell

Downtown Plan Section

Robert F. Bann II
Project Director
George C. Cantor
Market Studies and
Forecasts
Scott H. Frantz
Transportation and
Preservation
Gary D. Newbacher
Infrastructure and
Government
Richard E. Wong
District Plans and Model
Mary Ann K. Consolo
Graphic Design & Photography

Secretarial Assistance

Karen Eady
Kimberly F. Freeman
Jean Crawford

Document Layout Consultants

Dix & Eaton, Incorporated
Cleveland, Ohio
Hugh J. Brown
Grace E. Seligson

CLEVELAND CIVIC VISION 2000
DOWNTOWN PLAN
CLEVELAND CITY PLANNING
COMMISSION

HUNTER MORRISON, DIRECTOR
ROBERT F. BANN II, PROJECT MANAGER

This book is dedicated to Wallace G. Teare FAIA,
Chairman of the Cleveland City Planning Commission,
for his long and devoted service to the Commission and
his unwavering dedication to the design and planning of
the City of Cleveland.

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INTRODUCTION

The Downtown Plan serves a dual purpose. On the one hand, it is designed to serve as a guide to future land use and development decision-making. In this capacity, it specifies land use characteristics by type, scale, and intensity of development. It indicates the location of major proposed private and public facilities; describes circulation, transportation and parking facility improvements; and provides design guidelines for selected areas of the downtown.

The Plan is also intended to function as a reference document. To accomplish this objective, it integrates analysis of recent economic and demographic trends with projections of anticipated future conditions in each segment of the downtown real estate market. As part of the work program for Civic Vision 2000, consultants were retained to analyze downtown's population and employment, and to prepare specific projections of downtown industrial, office, government, retail, housing, and hotel development.

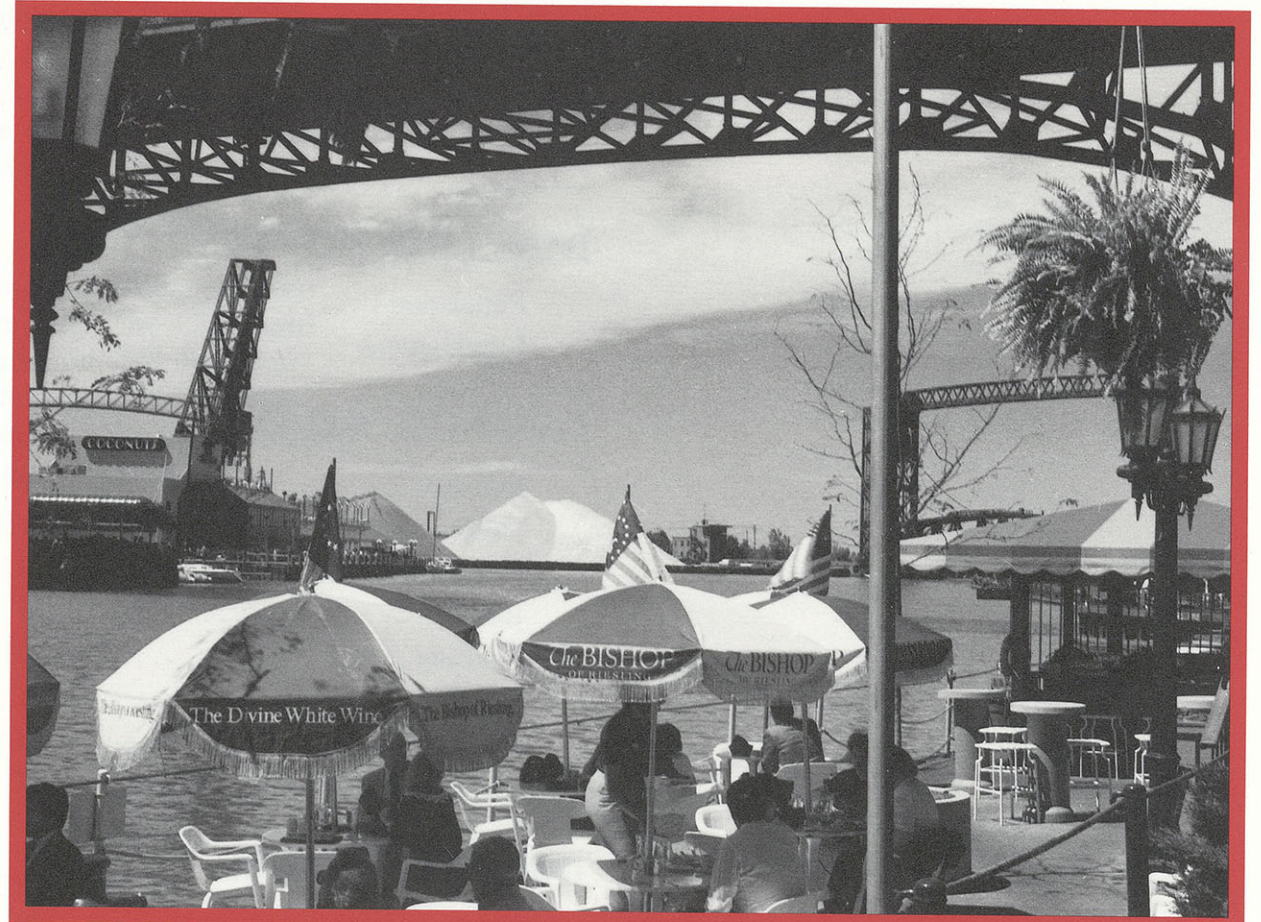
Because downtown Cleveland occupies a relatively compact area compared with the greater city (2.8 square miles versus 76 square miles), the level of detail and analysis required to prepare the projections for downtown exceeded that required for the city as a whole. During the data collection and analysis phase, every effort was made to reconcile inconsistencies between downtown and citywide projections and to establish continuity in the base data. Initial consultant forecasts were reviewed by the City Planning Commission staff and knowledgeable outside experts. Available historical data was prepared and evaluated, and historical trends were developed for the key sectors of the downtown economy. Based on this input, projections of past trends were used to create forecasts of anticipated future conditions.

Like most demographic and economic forecasts, the projections represent extensions of past trends. While past trends may not be truly in-

dicative of what will take place in the future, they do suggest areas where actions may be recommended to achieve certain goals. They are intended to serve as guides to gauge the level of public and private intervention necessary to achieve goals for development and revitalization. For example, the past construction of new market-rate housing units in Cleveland has been relatively low and a trend line projected from this past history would suggest a similar forecast. Such a trend line should be viewed not as a forecast of failure but as a challenge to both the public and private sectors to develop housing initiatives which increase the number of units built.

The Downtown Plan forecasts also provide a means by which existing public-sector development strategies and regulatory mechanisms may be judged. For example, the analysis of the office space market not only indicates where new office development is likely to occur but also suggests where public capital improvement program dollars should be targeted to achieve maximum leverage of private-sector investment. Likewise, these studies indicate where existing regulatory mechanisms, such as the city's zoning code, may be out of step with the development trends occurring in downtown and suggest appropriate revisions to the zoning code and map.

Future office, retail, housing, and hotel development will directly impact the physical form of downtown. As new development projects are built they should be strategically located to reinforce existing markets and add to the quality of downtown's aesthetic environment. To help assure that downtown has a high level of design quality and that compatible development occurs in each of the 14 downtown districts, district development plans and design guidelines were created. Each district has a chapter describing the district's history, the development trends affecting it, and the future development issues that should be addressed. Each district also has a specific development plan which is based upon projects which are currently underway and those proposed



View of Nautica from Watermark Restaurant

to be developed during the plan period.

Nine specific areas in downtown were selected for more extensive design study. These areas were selected as a result of the baseline studies, a developer forum sponsored by Cleveland State University, and a series of design workshops. Local architects, planners, and landscape architects were asked to create concept development plans for these areas. The plans suggest the location of new development by use, scale, and intensity of development. These concept design studies are incorporated in the district plans, and are published in their entirety in Volume II.

By integrating realistic forecasts of market conditions with well-conceived policies and development plans, the Downtown Plan can provide the information and guidance necessary for informed decision-making. However, it will be up to public and private sector decision-makers to agree upon specific priorities for downtown development and to pursue development projects which address these priorities. For these leaders, the forecasts and development plans must be viewed as challenges — challenges to be met by actions designed to alter the course of future events for the betterment of downtown and the community as a whole.

GOALS

Civic Vision 2000 is a plan to guide the development of the City of Cleveland. It is an ambitious project which outlines our strengths and weaknesses, identifies special opportunities for development, and recommends policies and strategic actions to ensure the continued strength of our city.

Downtown has the largest concentration of office space in Northeast Ohio but has been surpassed by its suburbs as a retail center. Likewise, entertainment and restaurants are major draws for downtown, but face stiff competition from suburban locations. The city must encourage new retail and entertainment development of the highest quality, and be open to new ideas which create unique development opportunities.

Our lakefront and riverfront and our selection as the home for the Rock and Roll Hall of Fame and Museum all present possibilities for development not available in other locations within the region. The tourism and convention market must be tapped as a major source of new employment and vitality for downtown. The number of high quality hotel rooms must be increased if the city is to compete successfully for tourism and convention business.

Open space includes both parks and street-scapes and is critical to the livability of downtown. New ways must be found to fund the development and maintenance of attractive open space.

Several principle themes occur throughout the Downtown Plan. These themes are broad in scope but they describe goals the city must continue to strive for in order to create a great urban center, provide a high quality of life for our citizens, and be competitive in the national marketplace.

STRENGTHEN THE CORE: Cleveland has a walkable downtown with an unusual number of beautiful parks and open spaces combined with impressive architecture and public art. In the heart of downtown is the downtown office core, a compact urban area which is the city's government center and the center of the downtown retail and

office markets. It is anticipated that Cleveland will add over six million square feet of office space over the plan period. The Downtown Plan recommends that this new space be strategically located in order to create a more intensely developed downtown office core without sacrificing Cleveland's sense of openness or the quality of its parks and open spaces.

CREATE THE HIGHEST QUALITY CENTER FOR COMMERCE: Downtown Cleveland is the center of commerce for the Northeast Ohio region. As such, it should provide the most exciting and largest array of goods and services available in the region. Downtown should compete successfully with other markets as an office center and as the highest quality retail and entertainment center in the region. Currently the downtown area has a major retail core in Tower City and the Euclid/Prospect districts. There are also a number of specialty retail areas in downtown including Playhouse Square, the Galleria at Erieview, the Downtown Lakefront, Warehouse District, and Flats Oxbow North. The market forecasts for retail suggest that downtown will add between 800,000 and 1.1 million square feet of retail space and increase sales to between \$655 and \$758 million (in 1985 dollars) by the year 2000.

CREATE ACTIVITY CENTERS AROUND THE OFFICE CORE: The downtown office core is the center of the city's office and retail markets. No downtown would be complete however, without entertainment, housing, and sports facilities, which create a dynamic downtown environment. Each district surrounding the downtown office core is emerging with unique qualities which complement the office core activities. The downtown lakefront will provide recreation and entertainment activities on Lake Erie. The Warehouse District is emerging as a unique residential and commercial district. Playhouse Square is downtown's theater district and offers an established residential area with room for future expansion. The Ontario/East 9th Street Gateway District is the largest assembled parcel

of land in downtown Cleveland and is available to be used for a new sports complex. The Flats Oxbow Districts are solid industrial areas with unique entertainment and retail uses along the river. The Lakeside Industry District is the home of many businesses which provide essential services to firms in downtown and the rest of the region. The uses in these districts must be strengthened to enhance the downtown office core.

CREATE A PUBLIC OPEN SPACE AND PARK SYSTEM THAT TAKES ADVANTAGE OF OUR NATURAL RESOURCES: As the water quality and environment have improved along the Cuyahoga River and the shoreline of Lake Erie, the ability to use these assets for recreation has greatly improved. The Cuyahoga River is used by more recreational boaters than ever before and has new restaurants and nightclubs along its banks. A continuous park system extending along the banks of the river and linking these uses together should be developed. The downtown shoreline of Lake Erie is being transformed with the construction of the North Coast Harbor and the development of an aquarium, maritime museum, retail center, and hotel around it. These two areas should be more closely tied together and connected directly to the downtown office core.

CREATE NEW HOUSING DOWNTOWN: The downtown population has grown to 6,700 people in 1987. This number is relatively small when compared to the population of the entire city and must grow if downtown is to become a vital urban center. The plan anticipates that downtown could have 11,000 residents by 2000. To accommodate this population, 3,000 new housing units must be developed. The success of recent downtown housing development in the rental market suggests that people like downtown living and are attracted to the unique residential environments downtown offers. The plan recommends that new housing be developed in distinct urban neighborhoods located around the downtown office core.

PRESERVE OUR HERITAGE: Downtown has an excellent collection of architecturally significant and historic structures. Beautiful public buildings surround The Mall while the city's historic banking halls and arcades are outstanding spaces with masterful craftsmanship. The plan recommends preserving the very best examples of our heritage and conserving other examples through rehabilitation and adaptive reuse.

ENHANCE THE CONVENTION AND TOURISM MARKETS FOR DOWNTOWN: With the renovation of the Convention Center, the completion of three theaters at Playhouse Square, and the start of the waterfront development on the lake and river, Cleveland can compete more effectively in the convention and tourism markets. It is critical for the convention business that Cleveland attract new hotels to the downtown. Cleveland needs between 3,000 and 4,000 hotel rooms downtown to compete successfully in the convention market. The area immediately surrounding the Convention Center should be established as the "Convention Center District" and new hotels and restaurants should be located within and adjacent to this area. The Convention Center should also be directly connected to the adjacent North Coast Harbor development.

MAINTAIN LIGHT INDUSTRY AND SERVICE INDUSTRY IN DOWNTOWN: Outside of the downtown office core but within the downtown boundaries are hundreds of small industries which manufacture products, warehouse goods, and service other firms downtown. Computer firms, repair shops, contractors, photographers, and similar firms want to be in close proximity to their primary clients and accessible to the rest of the region by way of the freeway system. The Lakeside Industry District, the Flats Oxbow Districts, and the Port of Cleveland have been identified as downtown industrial areas with long-term viability. Infrastructure and parking in these districts should be improved.

PROVIDE ACCESS TO DOWNTOWN AND EXCELLENT PUBLIC TRANSIT: A major component of the plan is an analysis of the downtown road system, parking for downtown, and public transit. The Plan recommends specific improvements to the road system and parking facilities and describes the improvements to the downtown public transportation network being evaluated as part of the Dual Hub Corridor Alternatives Analysis.

ENHANCE THE VISUAL QUALITY OF DOWNTOWN: Cleveland has an excellent foundation of public art in the downtown, and a continuing commitment to upgrade the visual quality of the city. Great cities have always been renowned for their commitment to outstanding architecture, parks, and artwork which all people can enjoy. Cleveland should make stronger efforts to maintain and upgrade the streetscapes of downtown, the parks, and the too-long-neglected shoreline of Lake Erie and the Cuyahoga River. The reclamation of our natural assets is essential to creating an attractive, livable downtown.

IMPLEMENTATION: This book is a long-term plan designed to help guide Cleveland's development to the year 2000. While no one can predict what future events may alter the course of growth over this period, a well thoughtout plan can guide investment decisions and reduce risk for both the public and private sectors. The need to plan and invest wisely becomes ever more critical as federal urban programs continue to be reduced and eliminated. This plan recommends both short and long range capital improvements, and identifies funding sources. It is anticipated that capital improvements recommended in the Plan will be incorporated in the city's annual capital budget and will be presented to the county, state and federal governments for their consideration.



Cleveland Skyline from the North Coast Harbor.