



Connecting Cleveland
2020 Citywide Plan Summary



Cleveland City Planning Commission

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This plan is dedicated to the memory of Richard A. Shatten for his extraordinary vision and leadership in advancing planning and economic development in Cleveland and the region.

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OVERVIEW



What is the measure of a great city? The height of its skyscrapers? The size of its convention center? The number of Fortune 500 companies within its borders? The records of its sports teams? Although each of these can contribute to greatness, the ultimate measure of a city's greatness is the quality of life it offers to its citizens.

A great city connects its citizens to great choices in housing, education, employment, services, shopping, entertainment and culture as well as to opportunities to live in neighborhoods that are safe, secure and vibrant. A great city truly can be a place that nurtures the body, the mind and the spirit of those who choose to make the city home.

Just as importantly, a great city is a "city of choice and of choices" not just for its most privileged but also for those who have been denied access to many of the pathways that can lead to success and fulfillment in life.

*The **Connecting Cleveland 2020 Citywide Plan** is a new tool in Cleveland's climb to become a city of choice – a city that connects people and places and opportunities. This **Summary** introduces the plan and highlights its citywide recommendations. The full plan treats these citywide issues in greater detail, presents a block-by-block "future land use map," and focuses attention on each of Cleveland's 36 neighborhoods. [The complete plan is available online at <http://planning.city.cleveland.oh.us>.]*

THE COMPREHENSIVE PLAN

Cleveland's City Charter (in Section 76-2) directs the City Planning Commission to "make and adopt a general plan for the development and improvement of the city." This "general plan," more commonly known as a "comprehensive plan," serves as a blueprint or a roadmap for development and revitalization activities in the City.

The comprehensive plan establishes an overarching vision of the City's future, typically looking out at least ten years, and provides guidance on development-related decisions that must be made on a day-to-day basis. Although some of a plan's recommendations will occur quickly, it is important to understand that other recommendations will occur only when market conditions are right or when necessary funding becomes available. Given this limited availability of public funds and the limited availability of land, the comprehensive plan is an essential tool in ensuring that the City makes the best use of scarce resources and in preventing the City from pursuing policies or supporting projects that work at cross-purposes.



CLEVELAND CIVIC VISION 2000 CITYWIDE PLAN

EVOLUTION OF A CIVIC VISION

Between 1950 and 1990, Cleveland lost nearly half of its population and more than half of its jobs in manufacturing, historically the city's top job-producing sector. The concurrent increase in urban sprawl left behind a host of problems including vacant property, unemployment and contaminated land. As these challenges became increasingly evident, so too did the lack of a comprehensive strategy to address them and to take advantage of the emerging market for redevelopment.

Cleveland's *Civic Vision 2000 Plan*, completed in 1990, confronted these challenges by presenting a vision to re-structure Cleveland as a smaller but more viable city. The plan fostered the concentration of retail businesses in strategically located "neighborhood town centers." The plan also facilitated creative re-use of excess industrial and commercial land, a resurgence in residential development, new industrial parks near freeway interchanges, and increased attention to urban design issues.

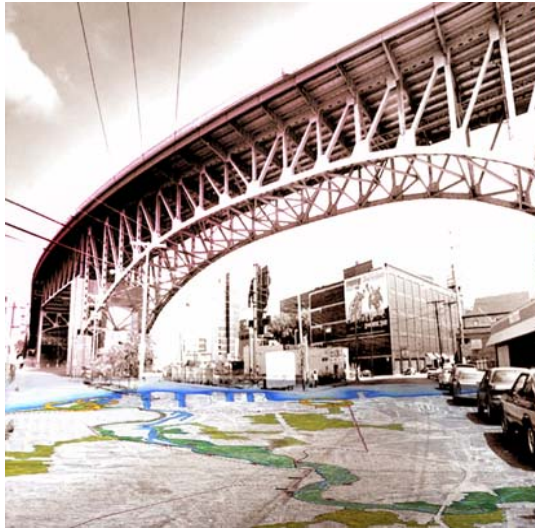
Although *Civic Vision*, in many respects, put Cleveland back on track, it has been aptly observed, "even if you are on the right track, you will get run over if you just sit there."*

The 21st century presents Cleveland with challenges and opportunities that were not fully anticipated in 1990. Among the most pressing is the accelerating shift toward a knowledge-based economy – both a challenge and an opportunity for a city struggling to educate its children, yet rich in institutions of higher education and medical innovation. Just as significant are new opportunities to create competitive, mixed-use urban communities, fueled by changing demographics and changing lifestyles.

The redevelopment successes of the 90's made it increasingly evident to Clevelanders that physical development is not enough, as debilitating poverty persisted in the shadows of new buildings rising across the urban landscape. Unaddressed social needs have a way of undoing the best-laid plans of architects and planners. It is clear that "place-based" strategies addressing land use and physical development must be coupled with "people-based" strategies that address people's needs for *connections* to education, jobs, services, recreation and the arts, as well as the need for "*connectedness*" to neighbors and to a supportive community.

Cleveland, however, is a resilient city that has the ability to use the assets it built during its peak years to re-invent itself as a competitive place to live and do business for generations to come.

* *Will Rogers, early 20th century American humorist*

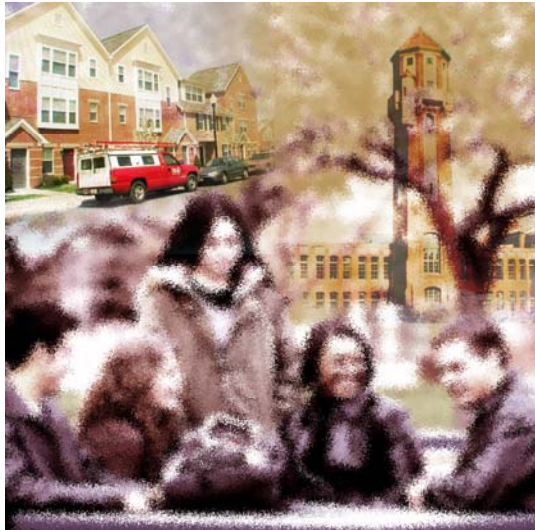


CONNECTING CLEVELAND

The theme of the new *Citywide Plan* is "**connections.**" The plan is premised on the understanding that a great city is not merely a collection of buildings, but it is a place of connections – connections between *people* and *places* and *opportunities*. At its simplest, a connection can be a bike path that connects a neighborhood to the waterfront or a bus line that connects people to jobs. At its most fundamental, a connection can be a *shared space* – an urban plaza, a neighborhood park, a community institution or even a coffee shop – that connects people to one another in a way that creates a sense of "place" and a sense of belonging – that elusive but enduring thing that we call "community."

Other essential connections link people to the diverse *opportunities* available in a city – opportunities that for some city residents are so close but yet have remained just out of reach. These are connections to education, social services, jobs, health care, shopping, entertainment, the arts and culture – the full array of opportunities and resources that only a large metropolitan area can provide. In this sense, the *Connecting Cleveland 2020 Citywide Plan* is a plan that *connects the "physical" and the "social"* to create communities that are truly viable and sustainable.

CLEVELAND IN PERSPECTIVE



INTRODUCTION

As technology continues to make the world a smaller place, people and businesses have never been so mobile. Gone are the days when parents could expect their children to grow up and remain close to home, and gone too are the days when communities could expect their hometown stores and businesses to remain as fixtures for a lifetime. For Cleveland to grow and prosper in the 21st century, Cleveland must find new ways to compete in attracting residents and businesses, not just in competition with its suburbs, but also in competition with other metropolitan areas across the nation and the world.

How does Cleveland rank against other U.S. cities and metropolitan areas? Frankly assessing Cleveland's deficiencies and aggressively building on its strengths is a prerequisite for Cleveland's renewed success. It cannot be denied that Cleveland has fallen from the heights it had reached when it was the nation's 5th largest city, with rapid job growth and a school system that was the envy of the region and the nation. Cleveland, however, is a resilient city that has the ability to use the assets it built during its peak years to re-invent itself as a competitive place to live and do business for generations to come.

STRENGTHS

Cleveland's strengths range from the inherent advantage of its location on Lake Erie to the cultural and civic assets it developed when it was one of the nation's very largest cities to the newly developing assets flowing from the innovations of its medical and educational institutions. More specifically, Cleveland's principal strengths relative to other U.S. cities and regions include the following.

Metropolitan Population. Cleveland is the central city of the 16th largest metropolitan area in the nation, making Cleveland a major economic market.

Downtown Population. The population of downtown Cleveland, although still relatively small, increased by 1/3 between 1990 and 2000, one of the largest gains recorded among major U.S. cities.

Medical Innovation. Cleveland is home to the Cleveland Clinic, consistently ranked as the nation's top cardiac care center, and University Hospitals, featuring one of the nation's top-ranked pediatric hospitals.



Cleveland's institutions of higher learning have become increasingly important assets for economic development. *[Peter B. Lewis Building at Case Western Reserve University]*

Higher Education. Cleveland is home to Case Western Reserve University, the only Ohio institution ranked among the nation's top 50 universities, and Cleveland State University, featuring one of the nation's top ten colleges of urban affairs.

Information Technology. Cleveland has been recognized as a national leader in creating the "ultra-broadband" network needed to fuel information technology business development.

Waterfronts. The shorelines of Lake Erie and the banks of the Cuyahoga River and its tributaries give Cleveland unparalleled opportunities for waterfront recreation.

Water. Lake Erie gives Cleveland a supply of fresh water – supporting both manufacturing and residential development – that is the envy of cities across the nation, particularly in regions where fresh water is a scarce and precious commodity.

Air. Cleveland's airport system, including Cleveland Hopkins International and Burke Lakefront Airports, represents Ohio's premier airline passenger and corporate general aviation options, respectively. Both are powerful local and regional economic engines while providing strategic and critical access to the world economy for Cleveland and Northeast Ohio.

Location and Accessibility. Cleveland is centrally located in the most populous region of the United States. In 2004, Cleveland was ranked first in the Midwest and fourth in the nation as a location for "logistics management," with Cleveland's interstate highway access cited as its top-ranking asset. In the most recent annual study of traffic congestion across the nation, the University of Texas ranks Cleveland 73rd in delays caused by congestion – making Cleveland one of the most accessible metropolitan areas in the United States

Neighborhood Institutions. Cleveland is a city known nationally for the quantity and quality of its neighborhood organizations, including community development corporations that combine grassroots connections with technical skills to create unique capabilities for revitalizing neighborhoods.

Philanthropic Support. Cleveland benefits from unusually strong philanthropic support from the non-profit and corporate sectors, including the Cleveland Foundation, the nation's oldest and second largest community foundation and the model for community foundations worldwide.



Five decades of population loss in Cleveland have left a legacy of abandoned houses, particularly in near east side and near west side neighborhoods.

CHALLENGES

The Brookings Institution analyzed data from the 2000 U.S. Census for Cleveland and 22 other cities. That analysis leaves no doubt that Cleveland faces serious challenges in creating a quality of life and an economic climate competitive with that found in its peer cities. Among the most significant findings in the Brookings analysis are the following.

Population. Cleveland is now the 33rd largest city in America (in 2000), after having peaked as the 5th largest city in America in 1920 and having held onto a position in America's top ten most populous cities until 1970.

Income. The median income of households in the City of Cleveland grew during the 1990s but ranks third lowest among the 100 largest cities in America.

Poverty. The poverty rate in Cleveland declined in the 1990s but still ranked third highest among the 23 target cities in the 2000 U.S. Census. Cleveland has the second-highest black and Hispanic poverty rates of the 23 target cities in the *Brookings* analysis.

Education. The percentage of Cleveland adults holding bachelor's degrees is fifth lowest among the 100 largest cities. Cleveland has the fourth highest share of older teens who left high school without a diploma.

Employment. At the time of the 2000 U.S. Census survey, Cleveland had the highest unemployment rate among the 23 target cities.

Immigration. Cleveland had the lowest foreign-born population share among the 23 cities studied by the *Brookings Institution*. In addition, only one in six Cleveland residents arrived within the last five years, giving Cleveland the sixth lowest share of "new arrivals" among the 23 target cities.

College Students. Cleveland has the second smallest university student population among the 23 target cities.

Economically Dependent Population. Seventy children and seniors are being supported by every 100 of Cleveland's working-age adults – the second highest percentage of economically dependent population found among the 23 target cities.

Households and Families. Compared to the other cities, Cleveland has a relatively small married-couple family population and a large single-parent family population.



The loss of over 150,000 manufacturing jobs has left Cleveland with the challenge of finding productive re-use for abandoned industrial buildings. [near East 55th and Central Avenue]

Segregation. Although the proportion of non-white population in Cleveland is roughly the same as the average in the 23 cities studied by the *Brookings Institution*, segregation of blacks from whites and of blacks from Hispanics, however, is far greater in Cleveland, with Cleveland ranking the 8th most segregated among the 23 cities.

Jobs in Manufacturing. The percentage of Cleveland workers employed in manufacturing – a sector of the economy that has experienced significant job losses – is nearly double the average for the 23 target cities.

Job Location. Only four of the 23 target cities have a smaller percentage of their working residents employed inside the city's boundaries than is the case in Cleveland. Over half of all commutes in the Cleveland metropolitan area begin and end in the suburbs.

Age of Housing Stock. Half of Cleveland's housing units were built before World War II – the second highest percentage among the 23 target cities.

NOTE: The 23 cities included in the analysis by the *Brookings Institution* area as follows (in order of population):

New York, Los Angeles, Chicago, Philadelphia, Phoenix, Dallas, San Antonio, Detroit, Indianapolis, Columbus, Minneapolis-St. Paul, Baltimore, Boston, Washington, Seattle, Denver, Portland, Cleveland, Kansas City, Atlanta, Oakland, Miami, Newark

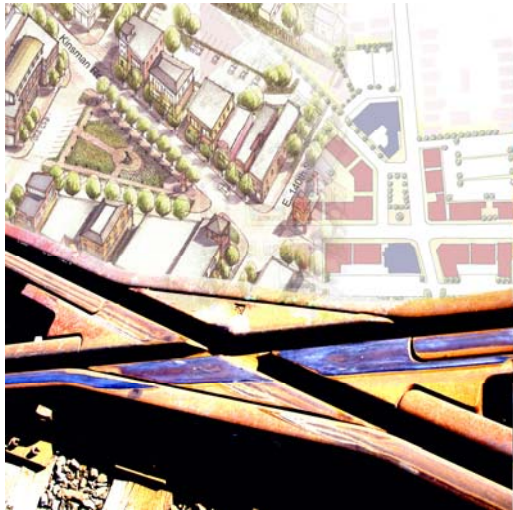
PLAN AND IMPLEMENTATION



THE VISION

What kind of place will Cleveland be in the year 2020? The *Connecting Cleveland 2020 Citywide Plan* presents a vision of Cleveland as a community that has learned how to make the most of its strengths and has re-positioned itself as

- a national leader in **biomedical technology** and **information technology** – with connections to the Cleveland Clinic, University Hospitals, Case Western Reserve University, NASA and other world-class innovators
- a center for **advanced manufacturing** – a national model for connecting new technologies to traditional industries
- a community with connections to **good jobs for all residents** and connections to the education and training demanded by those jobs
- a city known for **safe neighborhoods** that are **family-friendly** and **senior-friendly**, with **first-class city services** provided to all residents
- a pioneer in improving **public education** through partnerships to provide resources based on the needs of students rather than the wealth of communities
- a city known for its **accessible lakefront and riverfront**, connected to waterfront neighborhoods and unique recreation opportunities
- a city of **vibrant urban neighborhoods**, with mixed-use districts and “live-work” spaces that attract creative and entrepreneurial individuals from across the region and the nation
- a community where racial, ethnic and social **diversity** is not simply tolerated but is embraced and celebrated in every neighborhood as one of Cleveland’s greatest assets
- a mecca for the **arts and culture**, with world-renowned institutions like the Cleveland Orchestra and the Cleveland Museum of Art joined by a vital local arts scene and public art in neighborhoods throughout the city
- a model for **healthy living** and **sustainable development**, with walkable neighborhoods, bike routes, ecological design, and community partnerships to provide recreation opportunities to Clevelanders of all ages, incomes and ability levels



THE GUIDING PRINCIPLES

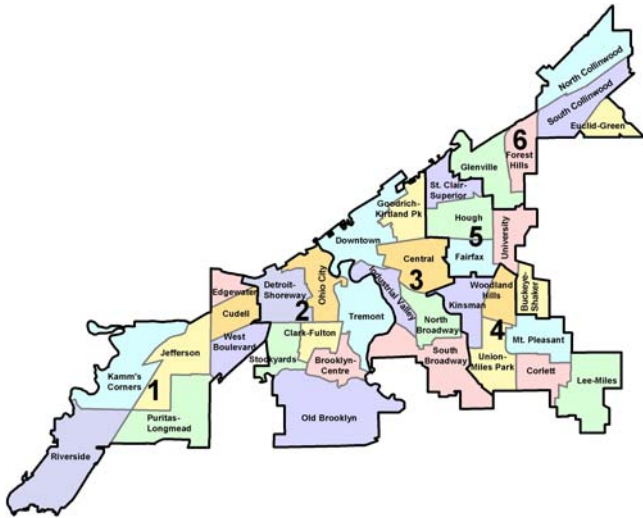
In crafting its vision, the *Connecting Cleveland 2020 Citywide Plan* is guided by the following principles:

- **Connections:** connecting people and places and opportunities
- **Assets:** building on assets in the city and each of its neighborhoods
- **Opportunity:** “re-imagining” Cleveland to turn challenges into opportunities
- **Place:** creating competitive urban “places” with character and identity
- **Choice:** creating “communities of choice” in Cleveland for residents with many choices as well as for those with relatively few choices
- **Diversity:** embracing and celebrating diversity in people, housing and opportunities
- **Sustainability:** building a community that is healthful and viable

These are the principles that underlie the plan and are incorporated into its goals, policies and recommendations for the City and for each of its neighborhoods. These principles will also inform and guide future actions on planning and development issues that emerge in the years after the plan’s adoption.

A NEIGHBORHOOD-BASED PLAN

Planning Districts 1 – 6 and Neighborhood Areas*



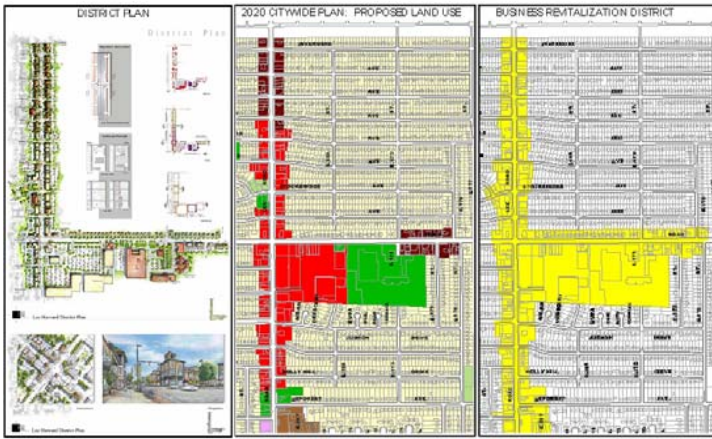
*Neighborhood areas are known as "Statistical Planning Areas" (SPAs)

The *Connecting Cleveland 2020 Citywide Plan* is built on a foundation of plans created by neighborhood residents and stakeholders.* These grassroots plans are the building blocks for the *Citywide Plan*, firmly grounding the plan in the reality experienced by those who live and work in each neighborhood. By connecting neighborhood-based plans to a citywide planning context, Cleveland's *Citywide Plan* is able to address neighborhood-level issues with policies that require a citywide approach. Just as importantly, the integration of neighborhood-based plans into the *Citywide Plan* makes it possible for the plan to address neighborhood issues with a degree of detail not typically seen in a citywide general plan.

In crafting and presenting its vision, the *Connecting Cleveland 2020 Citywide Plan* organizes the City around clusters of neighborhoods, rather than wards, as was the case with the plan's predecessor, *Civic Vision 2000*. This neighborhood-based structure allows that plan to focus holistically on each City neighborhood as a building block of the larger plan. In order to consider the interaction between neighborhoods, the plan then groups 36 Cleveland neighborhoods (also known as Statistical Planning Areas) into six "districts," which closely correspond to the City's six Police Districts and Community Relations Districts.

Connecting Cleveland 2020 devotes a separate chapter to each of these six planning districts. Within each district chapter, the plan draws a portrait of each of the district's neighborhoods, identifying the assets and opportunities that characterize that neighborhood. Issues that transcend neighborhood boundaries are discussed at the district level.

*Copies of many of these neighborhood plans can be viewed through electronic links on the web-based version of the *Citywide Plan*.



Neighborhood-based plans form the building blocks for the *Citywide Plan's* future land use map. Specialized zoning districts are being used in implementing the plan.

Capital Improvements. The *Citywide Plan* identifies capital improvement projects that can be catalysts for the plan's development recommendations – such as a new road or a new transit connection proposed to provide improved access for economic development. In addition, the *Citywide Plan* is already being used as input for the City's newly re-instituted 5-year capital planning process, thereby helping the City to make strategic use of limited funds.

Incentive Programs. Financial subsidies have fueled much of Cleveland's recent redevelopment. The *Citywide Plan* recommends that current incentive programs be re-evaluated to ensure that they achieve their objectives in a manner that minimizes use of limited City resources. The plan also recommends that programs be restructured or created to meet newly defined objectives, such as the promotion of "green" building, transit-oriented development, mixed-use development, technology transfer initiatives, and healthy lifestyles.

Funding Resources. It is recognized that City resources alone will not be sufficient to achieve the goals laid out in the *Citywide Plan*. Consequently, the plan emphasizes the need for creative partnerships between the City, other governments and the private sector in pursuit of the plan's goals. A listing of current funding sources is incorporated into the text of the full plan.

Community Engagement. Meaningful and broad-based public participation is critical in ensuring that the plan has the community support necessary for its implementation. The fact that the *Connecting Cleveland* plan is built on a firm base of community engagement is a good start, but the success of the plan will depend on a commitment on the part of the City and neighborhood-based organizations to continue that engagement.

GOALS AND POLICIES



Providing alternative housing types, such as “live-work” units, is one way of capitalizing on the City’s urban character to attract new residents. *[Loftworks in Goodrich-Kirtland Park neighborhood]*

GOAL: *Provide new and renovated housing that meets the needs and preferences of Clevelanders of all incomes, ages and lifestyles*

HOUSING

Issues

After decades with virtually no significant housing development, Cleveland now leads the region in the creation of new housing. Hundreds of new single-family houses and townhouses are breathing new life into neighborhoods in every part of the City. Conversion of obsolete warehouses into upscale housing and “live-work” spaces has attracted thousands of new residents seeking uniquely urban living environments. At the same time, programs for affordable housing and supportive housing are creating housing opportunities for those whose needs are not served by the private market. In the effort to meet its housing goals, the City must address issues as divergent as homelessness and suburban competition. More specifically, among the housing issues facing Cleveland are the following.

- current housing choices that fail to fully meet the needs of individuals of all ages and incomes and ability levels
- inadequate supply of housing that can attract mobile individuals with many housing choices
- adapting housing incentives to changing market conditions
- homelessness and the associated needs for supportive services
- excessive numbers of dilapidated and abandoned residential buildings
- weak private market for housing rehabilitation even in neighborhoods where new housing is being developed
- obstacles to assembling sites for large-scale housing developments

Policies

1. **Decent and Affordable Housing.** Give highest priority among the City’s housing initiatives to the provision of decent and affordable housing for all Clevelanders.
2. **Alternative Housing.** Attract residents seeking an urban lifestyle by offering alternative housing types, including townhouses, condominiums, live-work spaces, and converted commercial, industrial and institutional buildings.



Outstanding design and affordability do not have to be mutually exclusive goals in the development of new housing. *[Arbor Park Village low-income housing development in the Central neighborhood]*

3. **Competitive Places.** Create and preserve neighborhoods that are competitive urban places, characterized by mixed-use development, pedestrian-friendly design and transit access.
4. **Housing Choice.** Provide a diversity of housing types in neighborhoods throughout the city, maximizing choices for residents of all incomes, ages, ability levels and social circumstances.
5. **Code Enforcement.** Target residential code enforcement in a manner that helps stabilize neighborhoods without causing undue hardships for low-income households.
6. **Housing Incentives.** Ensure that financial incentives for housing development are the minimum necessary to be effective, and do not result in undue losses of revenue for city services or the public schools.
7. **Rehabilitation.** Give priority to housing rehabilitation as the most effective means of making affordable housing available to the greatest number of residents.
8. **Land Assembly.** Promote housing development through strategic, proactive land assembly.
9. **Homelessness.** Address homelessness through a multi-faceted strategy that includes emergency shelters, permanent supportive housing, medical and social services, and job training.
10. **Senior Housing.** Develop housing for senior citizens in proximity to shopping, medical facilities, social services, and public transportation.
11. **Design.** Ensure that the design of new and renovated houses complements the character of the surrounding neighborhood, through a design review process that is effective, expeditious and equitable.
12. **Neighborhood Plans.** Locate infill houses where neighborhood plans ensure a supportive environment for residential development.
13. **Green Building.** Encourage use of “green building” techniques in new and renovated housing through code changes and financial incentives.
14. **Housing Accessibility.** Expand the range of residential opportunities for persons with special housing needs.



A central focus of the *Citywide Plan's* retail strategy is to re-establish the competitiveness of Cleveland's neighborhood retail districts by building upon their traditional strengths as pedestrian-oriented, mixed-use districts with distinctive architectural character. [*West 25th Street in Ohio City*]

GOAL: *Provide Cleveland residents with a broad range of high quality, conveniently located retail shopping opportunities*

RETAIL

Issues

Recent years have seen a marked improvement in shopping opportunities in many Cleveland neighborhoods, with the development of contemporary shopping centers and the renovation of historic retail buildings through the City's Storefront Renovation Program. Nonetheless, Clevelanders remain underserved with respect to the quality and variety of shopping opportunities available in their neighborhoods and in their city. Studies show that Cleveland residents spend over a billion dollars a year in retail stores outside the City – thirty-three cents on every dollar spent on retail purchases.

As new and renovated housing has risen in Cleveland's neighborhoods, there is a growing mismatch between the increased spending power of residents and the lesser quality and variety of the retail shopping that serves their neighborhoods. The lack of a full range of quality retailing, along with the poor physical condition of some retail makes these otherwise attractive districts, neighborhoods less desirable as places to live. These issues and others, as highlighted below, must be addressed if Cleveland is to meet its goal to provide all Cleveland residents with a broad range of high-quality retailing.

- poor-quality and limited variety of retailing in many neighborhoods
- mismatch between residents' spending power and retail shopping opportunities
- unattractive "streetscapes," signage and storefronts
- retail districts lacking distinctive identities, consistent business hours, joint marketing, etc.
- lack of convenient parking and transit options
- intrusion of auto-oriented development into pedestrian-oriented districts
- sparse retailing and vacant building and lots along major streets
- safety problems and perceptions
- absence of "big draw" retail anchors
- lack of assembled land for large-scale retail development
- ability of locally-owned businesses to compete with national chains



Strategically located large-scale shopping centers can complement services offered in traditional urban retail districts. *[site of Steelyard Commons shopping center]*

Policies

- 1. Building on Strengths.** Re-establish the competitiveness of Cleveland's neighborhood retail districts by building upon their traditional strengths as pedestrian-oriented, mixed-use districts with distinctive architectural character.
- 2. Preservation.** Give priority to renovation and infill development, as opposed to large-scale new development, as the principal means of providing competitive retail shopping in Cleveland.
- 3. Building Smart.** Strategically locate and design a limited number of large-scale shopping centers in a manner that will stem the outflow of retail spending from the City of Cleveland, while complementing the City's traditional retail districts.
- 4. Consolidating.** Consolidate retail shopping to create and reinforce mixed-use "town centers" that serve as focal points of neighborhood activity.
- 5. Niche Marketing.** Transform selected retail districts into regional attractions by clustering stores around common themes – including arts and culture, ethnic identities, antiques, and recreation and scenic resources.
- 6. Tapping the Market.** Improve the quantity and quality of retailing in Cleveland neighborhoods by tapping into the hidden market that is often overlooked by national retailers, particularly in neighborhoods with large numbers of minorities and immigrants.
- 7. Creating Employment.** Recognize that retailing provides jobs that are often the first introduction to the workforce for young people and that provide senior citizens with opportunities for supplemental income and socialization.
- 8. Creating Wealth.** Maximize opportunities for Cleveland residents to own and operate retail businesses in the City.
- 9. Connecting to Transit.** Link new and revitalized retail development to public transit, as well as to bicycle routes and cyclist amenities.
- 10. Building Safe.** Design retail developments to maximize public safety, and work with merchant and community organizations to ensure ongoing safety.
- 11. Streetscape.** Improve the appearance and vitality of retail district "streetscapes" through use of public art, banners and signs, benches, street trees, decorative paving, underground wiring, sidewalk cafes, etc.
- 12. Parking.** Develop strategically located shared parking lots and garages in neighborhood retail districts that are under-served by parking.



Cleveland can capitalize on the presence of leading medical and educational institutions to attract bio-medical and information technology businesses. [Cleveland Clinic Heart Center]

GOAL: *Increase economic prosperity through job creation and improved access to jobs and business ownership by all segments of the Cleveland community*

ECONOMIC DEVELOPMENT

Issues

During the first half of the 20th century, Cleveland's economy boomed in an era when the steel industry was king. Workers from Europe and later from the rural south flocked to Cleveland to find work and to raise families. Many of these manufacturing jobs paid well and required relatively little education.

Today, another wave of opportunities is rolling in, except that this time the revolution is taking place in knowledge-based occupations. Cleveland is well positioned to capture a significant share of these jobs, given the region's assets in world-class medical institutions and universities, as well as its legacy of manufacturing know-how. Cleveland's challenge is to re-tool its industries and re-educate its workforce to compete in this knowledge-based economy. Cleveland also has an historic opportunity to create the vital urban neighborhoods – "neighborhoods of choice" – capable of attracting individuals with the education and talent to fuel those knowledge-based businesses.

Nationally, the most prosperous regions are those that radiate out from strong, vibrant central cities. Likewise, it is not an oversimplification to state that northeast Ohio will prosper in the 21st century only if Cleveland prospers. For Cleveland and its region to prosper, both must focus on expanding the economic base – not merely shifting jobs from one part of the region to another, but creating wealth by growing and attracting businesses that export goods and services outside the local economy.

Policies

1. **Health Care Commerce.** Capitalize on the presence of world-renowned medical and educational institutions to grow businesses involved in health care procedures and products, while attracting patients and visitors from outside the region.
2. **Advanced Manufacturing.** Promote product design, product innovation and productivity process improvements to help industry shift from traditional production to higher-value and specialized output in sectors where Cleveland can create competitive advantages.



Despite long-term job losses, heavy manufacturing remains a vital part of Cleveland's economy. [train at Mittal Steel plant on Cuyahoga River.]

3. **“Center of the Center”**. Strengthen the amenities, attractions, businesses and residential environment in the central city and its downtown as a keystone for regional economic growth.
4. **Learning**. Strengthen public education and access to lifelong workforce learning opportunities as a foundation for building a globally competitive economy and personal prosperity for Cleveland residents.
5. **Opportunity and Equity**. Ensure that all Clevelanders have the opportunity to benefit from local economic development activity.
6. **Infrastructure** . Plan long-term, coordinated improvements in roadways, transit, waterways, fiber and other infrastructure to foster retention and expansion of the economic base.
7. **Adaptive Re-Use** . Bring back into productive economic use advantageously located vacant properties and brownfield sites.
8. **Eco-Industry**. Make Cleveland a national leader in the development and application of green building, environmental remediation, alternative energy and sustainability technologies.
9. **Land Assembly**. Assemble freeway-accessible sites large enough to accommodate industrial and office park development..
10. **Regionalism**. Promote the region's broad range of business assets in competing collectively to attract businesses from beyond our regional economy.
11. **Incentives**. Use public financial incentives in proportion to the resulting local economic benefits, while ensuring that assistance program meets the full range of capital needs.
12. **“Hassle Factor”**. Make it easier and more predictable to do business in and with the City by implementing a customer-focused approach to regulation and approvals and by providing incentives in a manner that is transparent and easy to navigate.
13. **Quality of Life**. Create vibrant urban neighborhoods capable of attracting individuals who will fuel entrepreneurship and “new economy” businesses.
14. **Arts and Culture**. Utilize the arts and cultural offerings to attract highly talented and skilled individuals to live and work in the city.



Maximizing public access to waterfronts is an essential ingredient in any recipe for making Cleveland a more competitive place. *[Whiskey Island on Lake Erie]*

GOAL: *Provide high-quality recreation opportunities and facilities that meet the needs of Clevelanders of all ages, ability levels, incomes and interests*

RECREATION & OPEN SPACE

Issues

Recreation amenities are becoming increasingly important to communities competing to attract and retain residents. In addition, the link between recreation and good health has become more and more evident. Bikeways, walking trails, climbing walls, skateparks, health clubs and marinas are now among the recreation amenities expected by residents choosing a place to live, in addition to such traditional facilities as playgrounds, baseball fields, swimming pools and the like.

Although Cleveland is extraordinarily fortunate to be located on a Great Lake and along a major river valley, the region has failed to take full advantage of these natural assets as places of recreation. That is changing and will change even more dramatically as Cleveland's current waterfront plans are implemented. The potential for enhanced waterfront access gives Cleveland an historic opportunity to transform its image to a place where urban amenities are joined by scenic beauty and unique outdoor recreation activities.

Another set of issues facing Cleveland revolves around the City's network of 140 parks, playgrounds, swimming pools and recreation centers. As the City's population has declined over the decades, its ability to maintain and program these facilities has been severely tested. The principal issue facing the City in this respect is how to provide the quality of recreation facilities and programs demanded by residents while living within the budget of a community with a reduced population and reduced resources.

Policies

1. **Waterfront Access.** Maximize public access to the lakefront, riverfront and stream valleys, including safe and convenient access from nearby neighborhoods for pedestrians and bicyclists.
2. **Waterfront Recreation.** Develop and expand publicly accessible recreation sites along the lakefront and waterways.



Extension of the Towpath Trail to downtown Cleveland will open new recreation opportunities for City residents and will serve as the spine of a regional network of bike routes. *[Ohio & Erie Canal Reservation]*

3. **Bikeways.** Create a comprehensive network of bicycle routes, bicycle lanes and multi-purpose trails, safely linking neighborhoods to recreation sites, schools, shopping areas, places of employment and other destinations throughout the City and the region.
4. **Bicycle and Pedestrian Amenities.** Provide bicycle racks, benches, water fountains and other amenities to encourage bicycling and pedestrian travel throughout the City.
5. **Serving Neighborhoods.** Ensure that a wide range of recreation facilities are equitably distributed throughout the City, with playgrounds located within approximately ¼-mile (a 5-minute walk) of all residents.
6. **Quality of Facilities.** Provide recreation facilities competitive with the best available in the region, consolidating large-scale facilities at transit-accessible locations.
7. **Diverse Programming.** Offer a diversity of recreation programs to serve the recreation needs and interests of Clevelanders of all ages, incomes, lifestyles and ability levels.
8. **Serving Working Adults.** Provide recreation services and equipment geared to the interests and schedules of working adults, supplementing recreation services oriented principally to children and seniors.
9. **Sharing Resources.** Increase the availability and quality of recreation services through shared use of facilities owned by the City, School District, YMCA and other non-profit organizations.
10. **Sharing Responsibilities.** Improve maintenance at public parks and recreation centers through “adopt-a-park” programs and corporate sponsorships.
11. **Community Gardens.** Reserve land for both temporary and permanent use as community gardens in every neighborhood throughout the City.
12. **Preserving Natural Areas.** Identify and protect natural areas characterized by stream valleys, wetlands, hillsides, forests and other environmentally sensitive and valuable features.
13. **Urban Forest.** Protect and expand the supply of street trees and landscaped areas within Cleveland’s urbanized districts, maximizing environmental and aesthetic benefits.



Schools can be designed and operated to serve as multi-purpose community centers, with a variety of activities offered during non-school hours. [*Nathan Hale Middle School in Mt. Pleasant*]

GOAL: *Connect communities and their institutions in a manner that nurtures the physical, mental and spiritual life of all residents*

COMMUNITY SERVICES

Issues

The quality of life offered by a neighborhood is measured not only by the quality of its housing but by the quality of its *services*. Schools, libraries, medical offices, social service agencies and other community facilities provide services that are the prerequisites for a superior quality of life. These services have the power to connect all members of the community to opportunities to achieve economic security and personal fulfillment.

Beyond the services themselves, the buildings that house these facilities can be powerful symbols of community. They embody our shared values and they are a visible acknowledgement that we are only as strong as the weakest among us and that our community's future depends on our ability to maximize the potential of every member of the community.

The *Connecting Cleveland 2020 Citywide Plan* recognizes that even the best of services will be poorly delivered if the service facilities are not properly located, sited and designed. Those considerations are, therefore, critical elements of the plan and its implementation. Underlying most issues regarding the provision of community facilities and services is the commitment on the part of the wider community to provide financial and creative resources commensurate with the needs of residents in the City and in each of its neighborhoods.

Policies

- 1. Schools as Community Resources.** Utilize schools as centers for community education, open in the evenings and weekends for use by students as well as other neighborhood residents, as financial resources permit.
- 2. School Design.** Ensure that schools are designed and sited so as to facilitate excellence in education and connections to the surrounding community.
- 3. Education Partnerships.** Encourage businesses, institutions, universities and faith-based organizations to partner with local schools in offering diverse education and training opportunities for students and adults.



Convenient access is a prerequisite to providing effective community services to residents of City neighborhoods.
[MetroHealth medical center on Broadway]

4. **Equitable Funding for Schools.** Advocate for a statewide system of school funding that responds to the needs of students rather than to the wealth of communities.
5. **Education Options.** Provide Clevelanders with education options that include traditional schools, magnet schools and charter schools, both public and private.
6. **Coordinated Neighborhood Services.** Facilitate cooperation between local service providers and community organizations to work at the neighborhood level to address the comprehensive needs of residents for education, training, health care, and social services.
7. **Personal Development.** Create locally-based programs that foster personal development and ethics as the foundation for strengthening the social fabric of communities and ensuring a better quality of life for residents.
8. **Community Libraries.** Support full-service libraries as centers for lifelong learning and intergenerational learning in each of Cleveland's neighborhoods.
9. **Community Health Care.** Ensure that medical offices are located so as to supplement full-scale hospitals in serving residents of all Cleveland neighborhoods and that critical health care education is provided to students in elementary and secondary schools.
10. **Capital Improvements.** Coordinate capital improvements planning between the City and the School District to maximize the effectiveness and efficiency of those expenditures.



Design features such as front porches and windows that put “eyes on the street” can make a significant and long-term contribution to improving neighborhood safety.

GOAL: *Improve public safety through safety-conscious design and through community-based solutions focused on crime prevention*

SAFETY

Issues

Safety is the most fundamental characteristic of a desirable neighborhood. Nothing is more important to the well-being of residents than safety. The job of creating safe neighborhoods, however, cannot rest solely on police and fire and EMS officers. It takes the efforts of residents, businesses, judges, teachers, social workers and a host of others. City planning has an important but often overlooked role to play, particularly in the critical area of crime prevention.

The design and layout of developments can help prevent crime or can make crime more likely. Areas hidden from view work to the advantage of criminals; areas open to public view and surveillance work to the advantage of residents, shoppers and employees. Similarly, poorly lit areas work to the advantage of criminals, while well-lit areas work to the advantage of the public.

Just as important in preventing crime is action by the community to organize against crime. Merchants’ associations, block clubs and other groups, working in partnership with the police, can play a critical role in sending a message to criminals that their presence will not be tolerated. These same groups are working with local government and the courts to control and eliminate the dilapidated vacant buildings that are havens for drug trafficking and other crimes, while targeting other high-crime areas for additional police presence.

Policies

1. **Safety by Design.** Incorporate “safety-by-design” standards in local zoning codes, building codes, master plans, and design review guidelines.
2. **Design Features.** Use safety-by-design standards to require adequate lighting, areas open to surveillance, window and porches along public streets, and safe pedestrian circulation systems.



Communities organizing against crime send the signal that criminal activity will not be tolerated. *[sign for program to “weed” out crime and “seed” positive activities]*

3. **Business District Patrols.** Work with merchant associations and local development corporations to institute security patrols in neighborhood and regional business districts.
4. **Police Presence.** Continue collaboration between the police and community groups to ensure greater police presence in areas experiencing increased criminal activity, and consider such programs as those that allow officers to take patrol cars home for increased visibility in residential areas.
5. **Technology.** Increase the efficiency of policing through use of such technology as video surveillance cameras, GIS mapping and data systems, and improved access to such information from police vehicles.
6. **Public Education.** Expand programs to educate residents and businesses on safety precautions and crime deterrence, while providing information to counter inaccurate perceptions of crime levels in Cleveland’s neighborhoods and downtown.



Encouraging mixed-use development in proximity to transit service can strengthen the competitiveness of urban neighborhoods. [RTA Waterfront Line station]

GOAL: *Provide a variety of transportation options that serve residents of all income levels and that promote economic development while protecting the quality of life in neighborhoods*

TRANSPORTATION & INFRASTRUCTURE

Issues

Cleveland is located at a nexus of the regional and national transportation network, where freeway, rail, airline and shipping routes converge. This extraordinary transportation access was largely responsible for Cleveland's growth as a national center of economic activity.

On the local level, within the City itself, the rail lines branch off to serve local industry and the freeway system provides access to a system of roads that serve businesses and residents alike. Commuter rail lines complete the local transportation network, along with sidewalks for pedestrians and routes for bicyclists. Among the transportation issues facing Cleveland are the following.

- an aging network of roads and bridges in need of repair and replacement
- inadequate freeway access to industries, forcing truck traffic onto residential streets
- an automobile-dominated region that reduces use of public transit and leaves many transit-dependent individuals under-served
- insufficient opportunities for safe and convenient bicycle travel
- unfulfilled potential to create transit-oriented development districts
- the need for shipping to be balanced with needs for waterfront recreation
- maintaining Cleveland's long-term viability for national and international air travel

Policies

1. **Transit-Oriented Development.** Target high-density development in proximity to transit stations and major bus stops in order to support public transit and strengthen the competitiveness of urban neighborhoods.
2. **Mixed-Use Development.** Encourage mixed-use development that reduces dependence on motorized vehicles to reach employment and shopping destinations.
3. **Mass Transit.** Support improved bus and rapid transit service, through public funding and employer incentives, to serve individuals who require or prefer mass transit and to reduce the pollution and roadway congestion caused by use of personal automobiles.



The *Citywide Plan* advocates placing priority on the upgrading of existing infrastructure in the allocation of transportation and infrastructure funding. [*Fulton Road Bridge over Big Creek valley*]

4. **Neighborhood Bus Service.** Continue and expand RTA's "Community Circulator" program, providing convenient bus service to residents using mass transit to reach such neighborhood destinations as shopping, recreation and medical services.
5. **Transit Amenities.** Upgrade the condition of bus shelters, transit stations, and transit vehicles, and provide improved information on schedules and routes.
6. **Transit Line Extensions.** Consider strategic extensions to existing mass transit lines where significant ridership increases are likely.
7. **Bicycle Travel.** Develop a citywide and regional network of safe bicycle routes, connecting to work, school, shopping and recreation destinations; and make bicycle accommodation a routine component of roadway and development projects.
8. **Pedestrian Travel.** Make Cleveland a national model for pedestrian-friendly neighborhoods, featuring conveniently-located sidewalks and paths, benches, and streetside development patterns.
9. **Maintenance of Existing Infrastructure.** Work with regional, state and federal agencies to give priority to the maintenance of existing transportation infrastructure in the allocation of transportation funding.
10. **Ports.** Ensure Cleveland's long-term viability as a hub for air- and water-based transportation, while reserving appropriately located land for waterfront recreation.
11. **Regional Land Use Planning.** Coordinate transportation and infrastructure planning with land use plans designed to limit the negative impacts of urban sprawl and promote more efficient use of existing infrastructure and community facilities.
12. **Industrial Access.** Develop roads that provide direct truck access between freeways and industrial areas, by-passing neighborhoods where truck traffic degrades the quality of life for residents.
13. **Job Access.** Provide transit service between central city neighborhoods and employment concentrations in the city and in outlying areas.
14. **Traffic Calming.** Institute "traffic-calming" measures in residential areas and neighborhood shopping districts where existing traffic volumes and speeds create safety hazards and unpleasant conditions for residents and shoppers.



Local arts offerings reflect and represent the tremendous cultural and demographic diversity of the Cleveland community.
[theatre production at Karamu House]

GOAL: *Enrich the lives of Clevelanders and strengthen economic vitality by establishing Cleveland as a world-class center for the arts*

ARTS & CULTURE

Issues

The City of Cleveland enjoys celebrated status in the realm of arts and culture. Cleveland is home to two truly world-class institutions in the Cleveland Orchestra and Cleveland Museum of Art, the nation's second largest performing arts complex in the theaters of Playhouse Square, and a number of nationally recognized arts organizations including the Cleveland Institutes of Music and Art, the Cleveland Playhouse, the Rock & Roll Hall of Fame, and the Tri-C Jazz Fest, among others. Cleveland also hosts several adventurous theaters and music ensembles, opera, dance, an expanding contemporary art gallery, and a growing number of venues for contemporary music.

Today, the arts have become increasingly important as a magnet for attracting people and businesses to regions across the nation. Cleveland has the opportunity to capitalize on its enviable cultural assets as catalysts for neighborhood regeneration and community-wide economic development – even beyond the estimated \$1.3 billion current impact of the arts on the regional economy. One of Cleveland's challenges in accomplishing this goal will be to find the resources needed to support the arts – maintaining the quality of the region's most prominent institutions in the face of the region's long-term relative decline in population, while supporting those emerging arts organizations and artists who are exploring new territory at the edges of the contemporary arts scene.

Policies

- 1. Arts and the New Economy.** Support and market the arts as a magnet to attract creative and entrepreneurial individuals to the Cleveland region, thereby generating economic activity and jobs.
- 2. Arts Districts.** Establish and market "arts districts" as an approach to revitalizing neighborhoods where galleries and other arts venues are concentrated.
- 3. Catalysts.** Capitalize on the presence of theaters, museums and other major arts venues as catalysts for neighborhood and regional development.



Public art can help “tell the story” of a place and add a new dimension to its image. *[fence at Mill Creek waterfall]*

4. **Public Funding for the Arts.** Create local mechanisms for permanent and predictable public funding for a diversity of arts endeavors in the Cleveland region, supplementing private and other governmental funding sources.
5. **Public Art Programs.** Strengthen the City of Cleveland’s new public art program and work with other governments, developers and corporations to incorporate public art as a standard component of development projects throughout the city
6. **Neighborhood Place-Making.** Use public art to strengthen the “sense of place” and highlight the heritage and character of each Cleveland neighborhood
7. **Live-Work Districts.** Create supportive environments for local artists by establishing live-work districts, where obsolete industrial buildings are transformed into residences and studios through use of financial incentives and innovative zoning.
8. **Accessibility.** Ensure that the arts are accessible and affordable to residents of all neighborhoods, income levels and ages, including arts programming in the public schools and expanded publicity and outreach.
9. **Cultural Diversity.** Ensure that the arts in Cleveland fully reflect and represent the cultural and demographic diversity of the Cleveland community.



The *Citywide Plan* promotes creation of renewable energy resources that take advantage of our natural assets and minimize negative environmental impacts. [wind turbine at the Great Lakes Science Center]

GOAL: *Ensure the long-term environmental, economic and social viability of Cleveland and its region*

SUSTAINABILITY

Issues

A “sustainable Cleveland” is a community that meets the needs of the present without compromising the future. Because past generations lacked the understanding and the capabilities to achieve this, today we must address the consequences of actions that have, in fact, compromised our “present.” These consequences include, among others, contaminated brownfield sites, urban sprawl, over-dependence on the automobile, energy-wasting buildings, poor water quality, and unhealthy lifestyles associated with unhealthful development patterns.

Sustainability, however, requires even more than protection of our natural environment and our physical health. Just as important is the commitment to the minds of our children and all Clevelanders – providing them with the education that will enable them to adapt to ever-changing economic and social circumstances. In this sense, an educated community is a sustainable community, just as much as a healthy community is a sustainable community.

Policies

1. **Sustainable Development Patterns.** Create high-density, mixed-use districts that promote travel by transit, walking and bicycling.
2. **Sustainable Neighborhoods.** Develop “full life-cycle neighborhoods” that provide housing and services for residents of all ages and incomes, with a healthful living environment and convenient access to jobs, shopping and recreation.
3. **Sustainable Economy.** Ensure that economic development, job training and education in the Cleveland region keep pace with national trends and emerging opportunities in order to provide jobs for current and future residents.
4. **Sustainable Development Practices.** Ensure that land is used in a manner that preserves and expands valuable open space, protects natural habitats, retains and replaces trees, prevents environmental contamination, and protects sensitive lands.
5. **High Performance/ Green Building.** Amend building and zoning codes and add financial incentives to encourage high performance “green building” that conserves resources and creates more healthful living and working environments.



"Greenbuilding" techniques can contribute to creating sustainable communities in Cleveland. [*EcoVillage townhouses in Detroit-Shoreway*]

6. **Nonmotorized Travel.** Design and develop safe routes for walking and bicycling, accessible to all residents, in order to reduce automobile dependency, improve health, and reduce the cost of travel.
7. **Motorized Travel.** Continue to upgrade current bus fleets with cleaner-burning vehicles and accelerate the replacement of vehicles in government and corporate fleets with more fuel-efficient and cleaner-burning vehicles.
8. **Mass Transit.** Increase use of mass transit through such initiatives as employer incentives, park-and-ride lots, and transit-oriented development projects.
9. **Energy Conservation.** Reduce use of energy and water in City facilities and vehicles and encourage similar practices by residents, businesses and other organizations.
10. **Renewable Energy.** Promote use of solar, wind, geothermal and other renewable energy resources.
11. **Brownfield Remediation.** Clean contaminated "brownfield" sites and promote beneficial re-use through regulatory action and increased funding to improve Cleveland's environmental and economic health.
12. **Recycling and Waste Management.** Reduce waste disposal through municipal curbside recycling and programs for recycling tires, motor oil, yard waste, electronic equipment, demolition debris, and roadway materials, as well as by encouraging consumers to make choices that are less wasteful of resources.
13. **Water Quality.** Improve regional water quality by better managing stormwater runoff, strictly enforcing emission controls, reducing use of harmful lawn-care chemicals, restoring urban streams and rivers.
14. **Air Quality.** Improve regional air quality by strictly enforcing emission controls, increasing alternative energy production, and promoting use of mass transit, nonmotorized travel, and cleaner-powered vehicles.



Formally designating structures or districts as “historic” is an important tool for preserving Cleveland’s past.

GOAL: *Foster preservation of historically and architecturally significant buildings and districts in the City of Cleveland*

PRESERVATION

Issues

Tiring of cookie-cutter development that ends up making every street corner in America look like every other corner, with the same monotonous “fast food” style of architecture, Americans are increasingly drawn to places that have a distinctive character and ambiance. In Cleveland, it is the classic architecture of historic buildings that helps create this distinctive character. Cleveland’s historic resources, however, are threatened every day by market forces, as well as by those who fail to recognize the true value of these irreplaceable assets.

Through its Landmarks Commission and through its use of the federal Section 106 requirements, Cleveland possesses the regulatory tools necessary to preserve its historic buildings and districts. Since its creation in 1973, the Commission has designated 22 local historic districts, 29 National Register historic districts, and 234 individual landmark buildings and structures. *The real challenge facing Cleveland is how re-define the real estate market, educate property owners, and provide the financial incentives to ensure the economic viability of the community’s landmark buildings.*

Policies

- 1 Marketing.** Capitalize on the presence of architecturally and historically significant buildings in promoting and marketing Cleveland’s older neighborhoods as competitive places to live and visit
- 2 Economic Re-Use.** Identify and pursue opportunities for economically viable re-use of significant structures threatened by neglect and possible demolition.
- 3 Design Standards.** Establish design review standards that are effective and reasonable in protecting historic structures and in ensuring that new development is complementary to character of historic districts.
- 4 Designation.** Protect historic buildings and districts through designation as local landmarks and through listing on the National Register of Historic Places.



Some older buildings can be preserved by renovating them for new uses that capitalize on their unique features and character. *[residential conversion of Tower Press Building at Superior and East 18th]*

- 5 **Education.** Increase public awareness of the history and architecture of Cleveland and its neighborhoods, as well as the value of historic preservation.
- 6 **Technical Assistance.** Provide property owners with technical assistance in maintaining and rehabilitating historic buildings.
- 7 **Preventative Maintenance.** Adopt and enforce laws that require preventative maintenance of historic buildings and structures.
- 8 **Funding.** Retain and expand funding for historic preservation at all levels of government, including tax credits for rehabilitation.