

# **SOUTH EUCLID COMPREHENSIVE PLAN**

**Recommended by the Planning Commission  
November 11, 1999**

**Adopted by City Council- Resolution 58-99  
Passed April 10, 2000**

**D.B. Hartt, inc.**

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CITY OF SOUTH EUCLID

RESOLUTION NO.: 58 - 99  
INTRODUCED BY: Icove  
REQUESTED BY: Mayor

December 13, 1999

A RESOLUTION

ADOPTING AND APPROVING A COMPREHENSIVE MASTER PLAN FOR THE CITY OF SOUTH EUCLID, OHIO.

WHEREAS, it is the intention of the City of South Euclid, Ohio through its' administration and City Council to develop a Comprehensive Master Plan as a broad guide to provide direction and purpose and aide the community in making land use and development decisions while providing a framework for legislative and administrative action; and

WHEREAS, a Comprehensive Development Plan for the City of South Euclid, Ohio has been created, a copy of which is attached hereto and incorporated herein as Exhibit (A) and on file in the Clerk's office; and

WHEREAS, the said plan will provide ways that the City can maintain a balanced tax base, provide economic development, and ongoing techniques to assure sustained marketability of the city's existing land uses with respect to property maintenance, avoiding or eliminating obsolescence, suitable infrastructure, community facilities, city services, and private support services including retail, churches and recreation.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of South Euclid, County of Cuyahoga, State of Ohio:

Section 1: That the City of South Euclid does hereby adopt and approve the South Euclid Comprehensive Plan (a copy of which is attached hereto and marked Exhibit (A)).

Section 2: That it is hereby found and determined that all formal actions of this Council concerning and relating to the passage of this Resolution were adopted in an open meeting of this Council, and that all deliberations of this Council and any of its committees on or after November 25, 1975, that resulted in such formal action were in meetings open to the public in compliance with all legal requirements, including Section 121.22 of the Ohio Revised Code.

Section 3: That this resolution is deemed to be an emergency measure necessary for the immediate preservation for the public peace, health, and safety and for further reason that a vital function of the municipal government is effected hereby. Wherefore, this resolution shall take effect and be in force from and after the earliest period allowed by law and upon signature of the Mayor.

Passed this 10th day of April, 2000



Edward Icove, President of Council

Attest:

  
Janet Bihary, Clerk of Council

Approved:

  
John T. Kocevar, Mayor

Approved as to form:

  
Vincent A. Feudo, Director of Law

1st Reading 2/14/00  
2nd Reading 2/28/00  
3rd Reading 4/10/00

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## I. INTRODUCTION

A comprehensive plan is a broad guide that can provide direction and purpose and aid a community in making land-use and development decisions. The adoption of a comprehensive plan changes no laws. It does however, provide a framework for legislation and administrative action. Choice is a major factor in the creation of a community's plan as several implementation "tools" are possible. From these, the City must assess varying levels of difficulty and choose which elements to implement in the short and long range horizon.

### A. SOUTH EUCLID: WHY DEVELOP A COMPREHENSIVE PLAN?

South Euclid is a well-maintained community. There are many tree lined streets, housing costs are reasonable, the taxes are not too high, it is close to numerous shopping areas, there are a variety of recreation opportunities, and the school system has been well maintained. For many, there is a sense of community where people know their neighbors and interact with one another on a friendly basis.

The City is a member of the First-Ring Suburbs. This is a consortium of older suburbs abutting the City of Cleveland that are collectively addressing the issue of how to remain competitive in an outwardly expanding geographic region that continues to support a market which has remained approximately the same size for several decades. In all of these "first-ring" suburbs, there is little vacant land available for new development. This makes it very difficult for these communities to compete with outlying suburbs where vacant land is more plentiful. This is especially important to note, since the number of new housing units in the Greater Cleveland area has increased over the last 20 or 30 years, but the population has not. People have simply moved from one location to another.

In some neighborhoods there is a concern that more single-family homes are being occupied as rental units. Vacancy rates for the Mayfield Road retail corridor and at Cedar Center have increased. Therefore, more creative methods are required to maintain "market share" and encourage development, or in South Euclid's case, redevelopment.

### B. PURPOSE OF THE COMPREHENSIVE PLAN

In the preparation of this Comprehensive Plan it is recognized that every community has choices in its approach to development and redevelopment that range from laissez-faire to a much more hands-on approach seeking to guide, enable, and encourage. Therefore, there is no one right answer. In an older, built community like South Euclid, with limited financial resources, the key issue is to determine what policies and actions are warranted for South Euclid to remain competitive – from the perspectives of housing, economic development, convenience and quality of life – in a region that continues to build in the outlying areas but

whose overall market size remains constant. This Plan is intended to encourage South Euclid to respond positively to challenges in ways that go beyond the standard and typical response. The Plan contains a mix of policies: some are long-range policies that may be difficult to achieve, while others involve relatively small changes to the planning and zoning code that can be implemented in the next few months.

The adoption of this Plan changes no laws but instead identifies regulations that need to be changed and administrative actions that can be taken. The City must determine to what extent the Plan's recommendations are enabling versus prescriptive. For example, some recommended zoning amendments are enabling. They simply make it possible for, or enable, certain desired forms of development to occur, but do not go so far as to mandate a particular activity. Other recommendations actually prescribe a specific action on the part of the City that will result in some form of mandatory compliance.

The Plan's policies are primarily influenced by the City's current development patterns and its context within the regional market. As a result of these influences, the Plan addresses the following:

1. Economic Development – Ways in which the City can maintain a balanced tax base in light of:
  - Locational disadvantages related to major highway access and the amount of non-residential uses in surrounding communities.
  - Limited amount of undeveloped land.
2. Remedial or ongoing techniques to assure sustained marketability of the City's existing land uses (both residential and non-residential) with respect to:
  - Property maintenance.
  - Avoiding or eliminating obsolescence.
  - Suitable infrastructure.
  - Community facilities.
  - City Services.
  - Private support services – retail, churches, recreation, etc.
3. The range of housing options offered in order to be responsive to demographic patterns and owner preferences with respect to:
  - Alternative types of housing (cluster, senior, etc.).
  - Marketability of existing or new housing stock.

- Quality and value.
4. Ways in which the City can increase its financial capability to realistically carry out and enable the development/redevelopment objectives.

### **C. SUMMARY OF PREVIOUS STUDIES**

This Plan is a broader continuation of previous studies. In 1983, the Community Development Corporation prepared a Business Area Improvement Program. The program included plans for improved off-street parking, sidewalk repaving, landscape planting, and storefront upgrading. These efforts were seen as the primary means of encouraging "the return of shoppers, increased retail sales and the creation of an atmosphere of vitality and confidence." Unfortunately, the program's efforts did not adequately achieve the objectives.

In 1995, the City received a special purpose grant of \$750,000 in Community Development Block Grant (CDBG) funds to conduct detailed studies related to the Monticello Boulevard/Green Road industrial area at the north end of town and the Mayfield Road Business Area (an area that included the commercial parcels on the north side of Mayfield Road between Victory Drive and Green Road). At that time, Mayor Kocevar wrote about the "urgent need to address the City's primary economic development areas" which were experiencing a degree of functional and locational obsolescence. The purposes of the grant were to foster redevelopment and reestablish these two areas as viable, marketable industrial and retail sites. Public money from the grant was utilized to prepare the sites for sale to private developers, which would ultimately lead to a higher level of investment by the private sector. By 1998, the entire grant had been utilized with visible results: the northwest corner of Mayfield Road and Green Road was redeveloped with a new strip retail center and a small green area and the northeast corner of Green Road and Monticello Boulevard was redeveloped with a new drug store.

While these studies focused on key locations in the City, there was not a comprehensive evaluation of the City's overall needs. This Plan takes the next step and looks at the city as a whole.

By committing to prepare a comprehensive plan, the City is not content to let development occur according to the existing land use patterns.

The Planning Commission was designated as the "entity" to prepare the comprehensive plan. D.B. Hartt, Inc., Planning and Development Consultants, was selected to provide technical expertise in support of the Planning Commission's work. At the outset, D.B. Hartt interviewed the Mayor, representatives of the City administration, City Council, the Planning Commission, and the City's real estate consultant to determine the range of issues to be addressed and to assess the overall direction for development and redevelopment policies. Meetings with the

**Planning Commission, City Council, and the Mayor's Task Force were held throughout the summer and fall of 1998 to review the observations and alternative development choices and reach consensus on the policies herein. A summary of the meetings is included in Appendix D.**

## II. GENERAL DEVELOPMENT PATTERN

South Euclid is located in the northeast quadrant of Cuyahoga County, approximately 8 miles from downtown Cleveland. As noted earlier, it is an inner suburb located within the I-271 ring (see Map 1). The nearest access points to I-90 to the north and I-271 to the east are a few miles outside the city limits. Numerous shopping centers are located within and just beyond a three-mile radius from the Mayfield Road/Green Road intersection. Major employment centers (industrial and office parks) are located along both the I-90 and I-271 corridors, where regional access is available. Streets such as Mayfield Road and Cedar Road (east-west arterials) and Warrensville Center Road and Green Road (north-south arterials) provide connections to surrounding suburbs as well as to Cleveland. A plethora of employment, retail, entertainment, and cultural choices are available to South Euclid residents within a 30 minute drive. However, due to the City's distance from highway interchanges and the many established centers beyond its boundaries, South Euclid is at a locational disadvantage when competing for new development.

### A. Local Land Use Pattern

South Euclid is a nearly built-up community that has been primarily developed as a traditional, residential suburb. According to the 1990 U.S. Census, the majority (86%) of the 9,565 dwelling units in the City are single-family detached homes, many (66%) of which were built during the post-war era<sup>1</sup>. During this time, neighborhood blocks were platted in a very orderly, efficient rectangular manner, with perpendicular cross streets. Most of the lots in these areas have a width of between 40 and 60 feet and a depth of between 120 and 150 feet, with an average lot size of 5,000 to 6,000 square feet. The predominant street pattern and lot characteristics are depicted on Map 2, Existing Conditions. The houses built on these small lots were typically small, three bedroom, two-story homes. Because of the time period when most of the houses were built, many have only a one-car garage that is detached from the house.

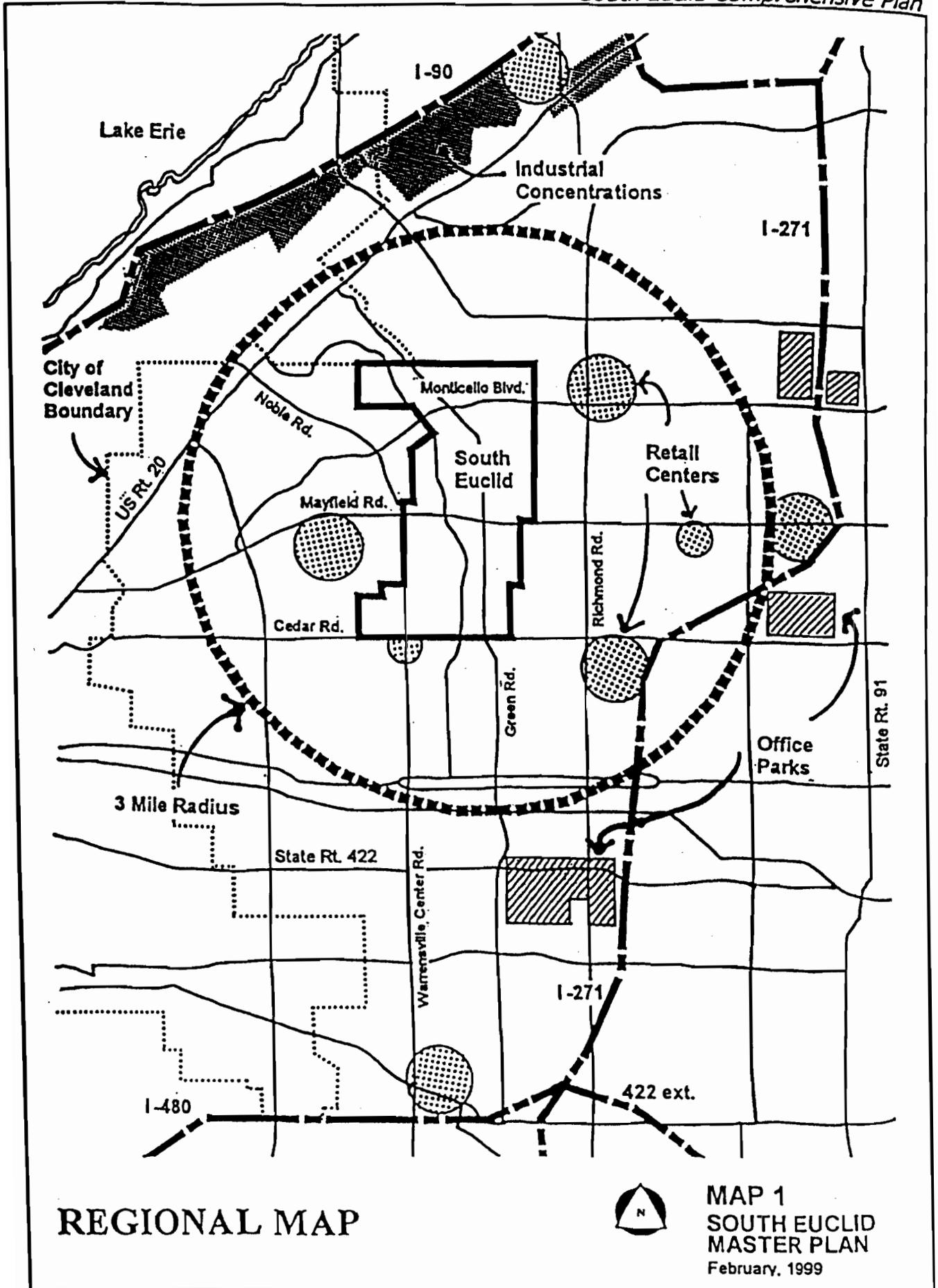
In 1997, the median sales price of a single-family home in South Euclid was \$90,000, which is below the median for the entire County (\$95,000)<sup>2</sup>.

Most of the land in the city is zoned residential. There are currently four single-family residential zoning classifications, though the majority of the City's residential areas are zoned either R-40 or R-50 (see Map 2 for the existing zoning districts). Table 1 indicates the minimum lot requirements for each district. Based on the minimum lot size and given an

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<sup>1</sup> This includes units constructed between 1940 and 1959.

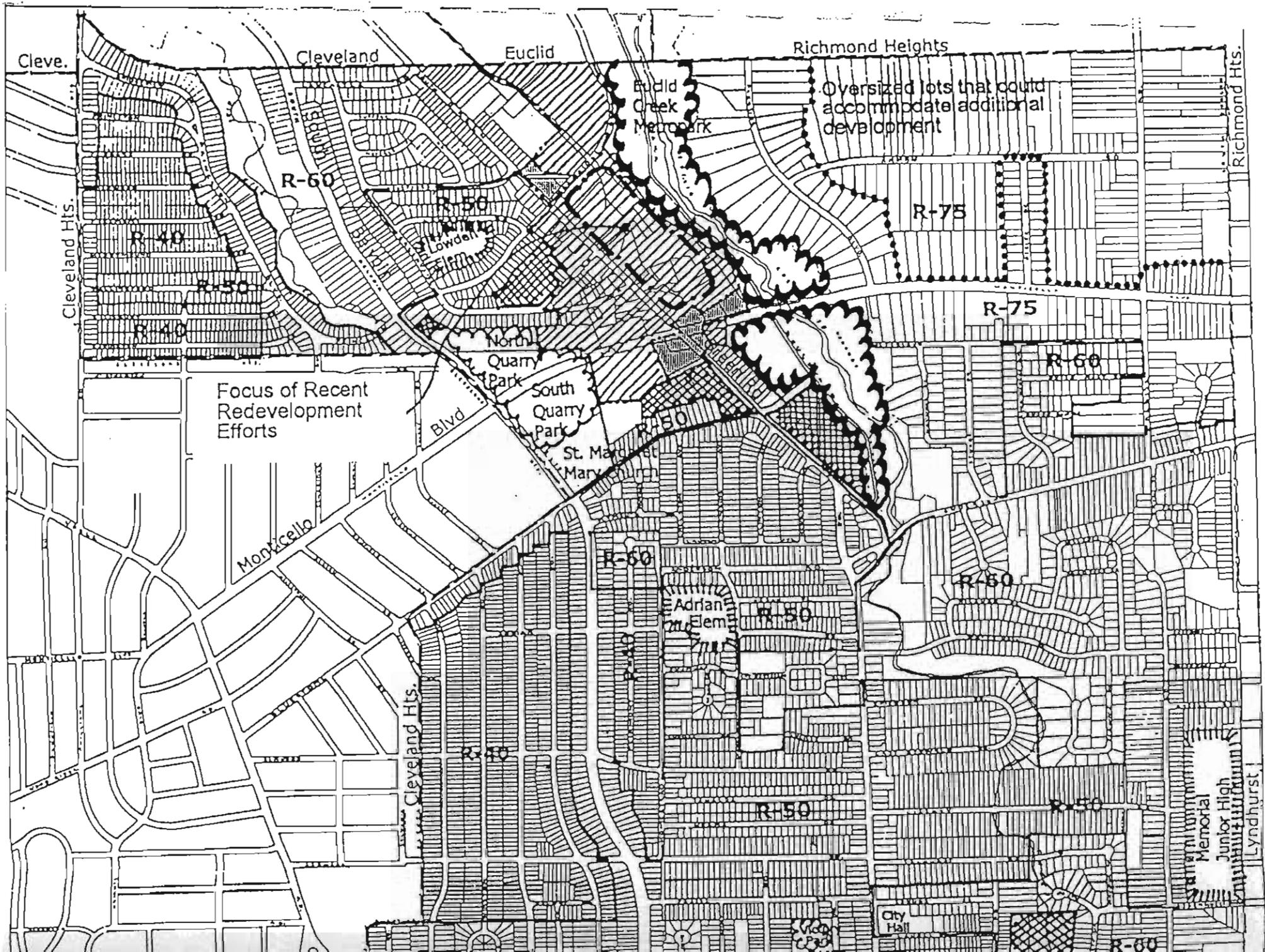
<sup>2</sup> Source: "Residential Sales Price Summary" 1997 Prepared by NODIS

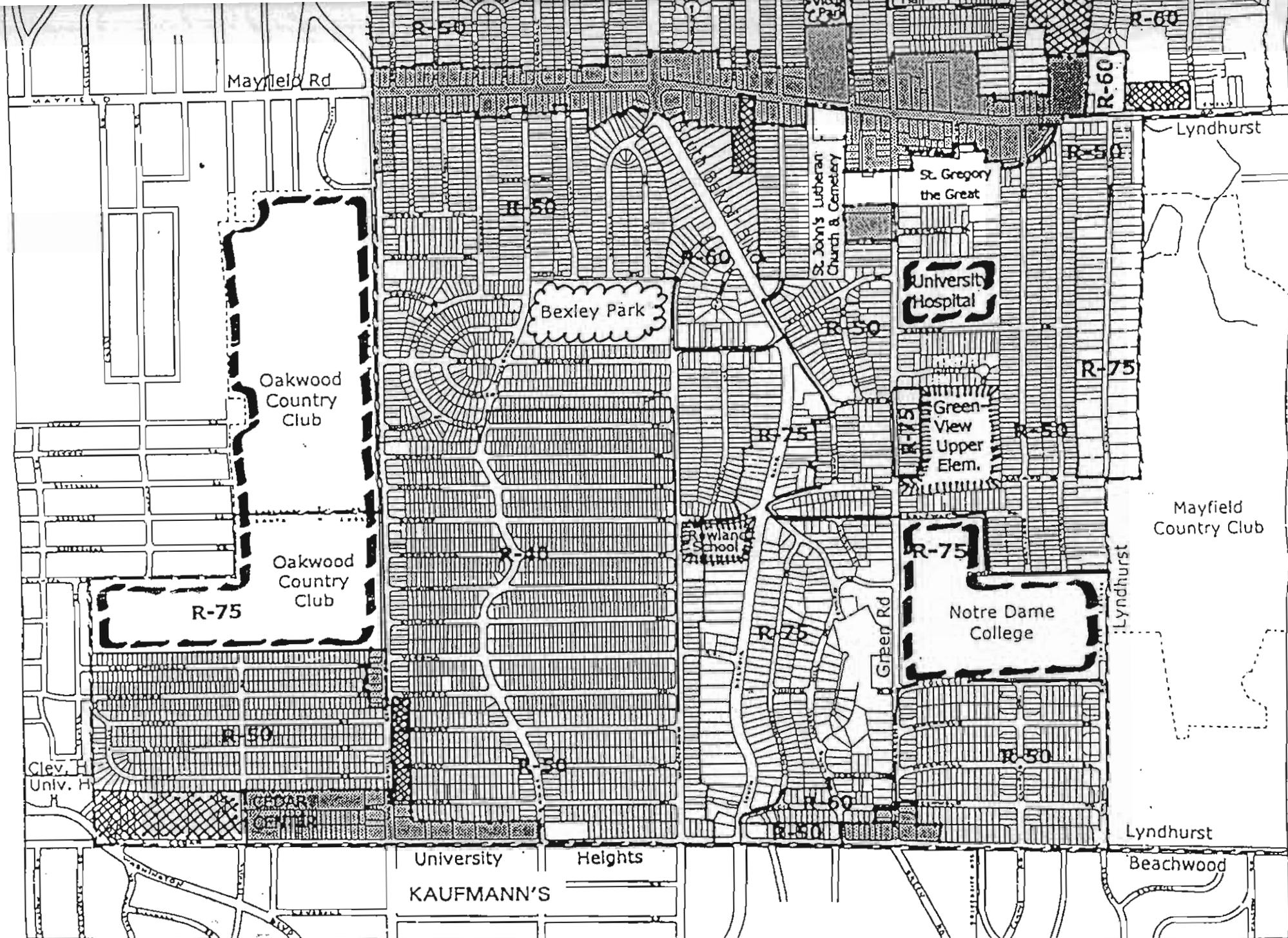


REGIONAL MAP



MAP 1  
SOUTH EUCLID  
MASTER PLAN  
February, 1999





**EXISTING CONDITIONS**

Map 2

**SOUTH EUCLID  
MASTER PLAN**

 Existing Commercial Zoning

 Existing Industrial Zoning

 Existing Multi-family Zoning



allowance for the area devoted to streets (based on the minimum lot width), the permitted density (the number of dwelling units per acre of land) for each of the zoning districts was calculated. Table 1 also compares the permitted density to the actual density. The actual density was determined by choosing a typical area within each of the four zoning

Table 1 Summary of Single-Family Zoning Districts (see also Map 3)				
Zoning District	Minimum Lot Area Required	Min. Lot Width	Permitted Density	Actual Density from Sampling
R-40	4,800 sq. ft.	40	7.2	6.0
R-50	6,000 sq. ft.	50	5.8	5.8
R-60	8,000 sq. ft.	60	4.4	4.0
R-75	12,000 sq. ft.	75	3.0	2.0

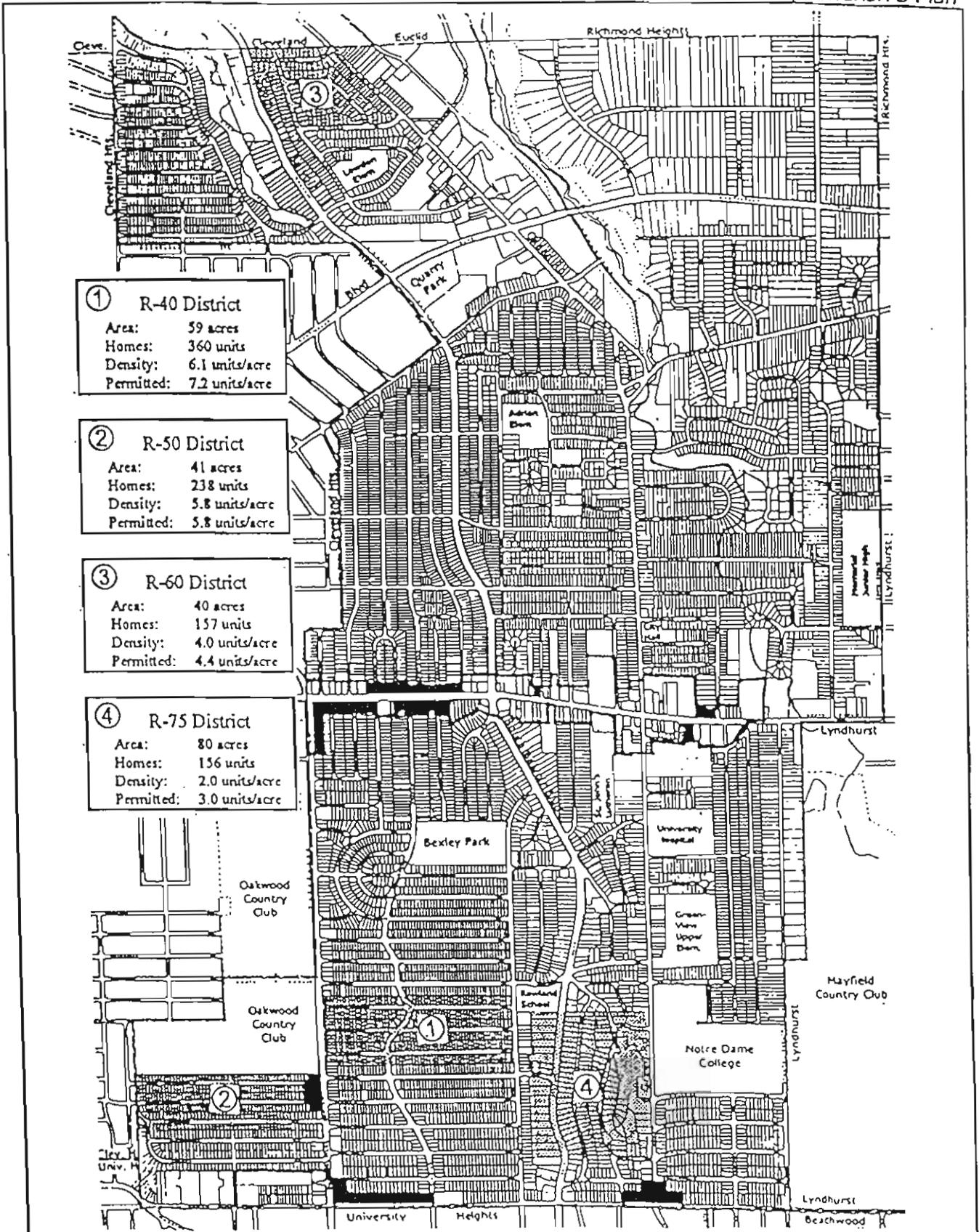
classifications. The total acres for each area were calculated, the lots were counted, and the actual density was determined by dividing the total acres by the number of lots. Map 3 indicates the representative sample area for each zoning

district. As indicated on Table 1, the R-50 and R-60 areas are developed in a very efficient manner, meaning nearly all the lots have only the minimum area required.

Besides single-family homes, the only other type of housing found in South Euclid is multi-family units in larger, garden apartment style buildings. Such garden apartments are concentrated in a few areas along Warrensville Center Road and Cedar Road near Cedar Center, along Green Road north and south of Monticello Boulevard, and along Mayfield Road.

After residential, the second major type of land use in the City is retail. The two primary locations include the Mayfield Road retail corridor and Cedar Center at the City's southwestern border. South Euclid shares a large portion of the Mayfield Road corridor with Cleveland Heights, Lyndhurst, and Mayfield Heights. As is common for many major streets in the County, the majority of the Mayfield Road frontage is zoned for and developed with retail establishments. Given that much of the area was platted and developed in the 1950s, the lots along Mayfield are narrow and shallow. Except for two larger, deeper parcels near the Green Road intersection, the average lot depth is about 150 feet. As a result, many of the older retail buildings do not meet contemporary retail standards for store size, location of parking spaces or number of parking spaces. Residential streets intersect Mayfield Road at short intervals, contributing to the difficulty in aggregating larger parcels for more contemporary retail development. In addition, the buildings in the corridor lack a common architectural style that would provide a cohesive character to the area.

Cedar Center is strip shopping center associated with a similar retail center located across the street in University Heights. It currently has two rows of parking in front of the buildings, with a larger area of parking behind. This presents problems for the stores by requiring rear entrances and signs indicating where additional parking is located.



① R-40 District  
 Area: 59 acres  
 Homes: 360 units  
 Density: 6.1 units/acre  
 Permitted: 7.2 units/acre

② R-50 District  
 Area: 41 acres  
 Homes: 238 units  
 Density: 5.8 units/acre  
 Permitted: 5.8 units/acre

③ R-60 District  
 Area: 40 acres  
 Homes: 157 units  
 Density: 4.0 units/acre  
 Permitted: 4.4 units/acre

④ R-75 District  
 Area: 80 acres  
 Homes: 156 units  
 Density: 2.0 units/acre  
 Permitted: 3.0 units/acre

**DENSITY COMPARISON**

— Commercial Zoning Boundary  
 ■ Commercial Zoning with Lot Depth < 180 feet



MAP 3  
 SOUTH EUCLID  
 MASTER PLAN  
 February, 1999

These retail development patterns within the City – small freestanding buildings with limited parking, and strip shopping centers with most of the parking behind - are in stark contrast to the typical pattern of contemporary retail development which is characterized by larger centers of coordinated management.

The only industrial area is in the Green Road/Monticello Boulevard area. It is relatively small in size, isolated from other larger concentrations of industrial uses and not easily accessible to the regional expressway system. This area was one of the two focus areas for the 1995 CDBG.

Other notable land uses include Suburban University Hospital and Notre Dame College, both located along Green Road south of Mayfield and surrounded by residential neighborhoods.

The Euclid Creek Metropark extends into the City from the north for about ¼ of a mile. Euclid Creek Parkway, which is parallel to the creek, provides a scenic drive that is utilized by residents as a route to the I-90 freeway. The City's parks - Bexley, Victory, and North and South Quarry - are noted on Map 2. Oakwood Country Club is a 146 acre facility of which approximately 60 acres (40%) are in South Euclid and the remainder are in Cleveland Heights. In 1993 the golf course owner publicly discussed moving the golf course further out. This led to preliminary plans that explored alternative uses to this site, including multi-family and large-scale retail shopping area.

	Population	% over 65
South Euclid	23,866	22.6%
Portage County	142,585	11.2%
Medina County	122,354	11.8%
Geauga County	81,129	12.7%
Lorain County	271,126	13.9%
Lake County	215,499	14.3%
Summit County	514,990	16.8%
Cuyahoga County	1,412,140	19.0%
Statewide		15.9%
Urban Area		16.6%
Rural Area		13.7%

#### B. Population Characteristics

Based on the 1990 U.S. Census, approximately 23% of South Euclid residents are 65 years of age or older. This is due to the fact that many homeowners have lived at their place of residence for twenty or more years, and are probably the original owners of their homes. In comparison, in Cuyahoga County and adjacent counties the percentage persons over 65 ranges from only 11% to 19% (See Table 2).

Table 3 Effective Residential Property Tax Rates (1997 Tax Year)	
Euclid	54.19
Lyndhurst	59.22
South Euclid (South Euclid, Lyndhurst School District)	61.55
East Cleveland	75.06
University Heights	81.18
Cleveland Heights	82.78
Median Rate for County	54.70

**C. Tax Implications**

In 1997, the effective tax rate for residential property in South Euclid was 61.55 mills. This is higher than the median residential tax rate for Cuyahoga County. But, as indicated on Table 3, South Euclid's residential tax rate is in the mid-range when compared to the surrounding communities.<sup>3</sup>

As stated earlier, South Euclid is primarily a bedroom community. It is not surprising therefore, that 81% of the tax valuation in the City is attributable to residential property. This percentage is substantially

higher than the proportion of residential tax valuation for suburban Cuyahoga County (which excludes the City of Cleveland). Compared to the five surrounding communities, South Euclid has the second highest percentage of its real estate tax derived from residential property (see Table 4).<sup>4</sup>

Table 4 Percentage of Real Estate Tax Base Derived from Residential Property (1997 Tax Year)	
East Cleveland	57%
Euclid	58%
Cleveland Heights	79%
Lyndhurst	79%
South Euclid	81%
University Heights	84%
County, exclusive of Cleveland	65%

A high percentage of residential valuation indicates that a high level of the community's tax burden is borne by its residents, as opposed to being more equally shared with business, office and industrial establishments.

<sup>3</sup> See Appendix Table A-1 for a list of residential and commercial tax rates for South Euclid and 14 other eastern Cuyahoga County communities

<sup>4</sup> See Appendix Table A-2 for a comparison of assessed tax valuation for the able data for South Euclid and 14 other eastern Cuyahoga County communities.

### III. OBSERVATIONS AND ASSESSMENTS

The Greater Cleveland metropolitan area continues to build new homes and shopping centers that expand market choices in a region whose population is not materially increasing. In effect, more homes are being built to serve the same population base. While smaller household sizes have resulted in some increased demand for more dwellings, this demand is limited when the regional population base remains constant.

When new development continues in a region with a stable population, older properties may not compete equally in the market if they do not have the functional or locational characteristics expected by today's consumer. Both homebuyers and commercial shoppers will consider and often choose new development that features conveniences and amenities compatible with current lifestyles.

Property in South Euclid is generally well-maintained. Continued high maintenance of both residential and non-residential property is extremely important for South Euclid as well as other "first-ring" communities. Although property maintenance is critical, it alone is insufficient to address or change the underlying problems associated with functional obsolescence. In order for South Euclid properties to compete in the regional market, maintenance must be combined with alternatives that overcome functional obsolescence for both residential and non-residential uses.

This does not mean that all older retail centers are obsolete. Many communities have a mixed-use development core that retains or establishes an old-style, "downtown" layout (buildings side by side, located near the street with rear parking) despite not meeting contemporary retail standards. A successful old-style downtown contains one or more of the following characteristics:

1. Unique and historic architectural fabric;
2. A large, consolidated mass of high-density housing (8 units per acre or greater) in the immediate surrounding area;
3. A daytime population in existing or new office buildings in the immediate vicinity that produces a high volume of pedestrian traffic; and/or
4. Facilities or uses that attract tourists or visitors from outside the "local" market area.

The most logical location for the development of a mixed-use downtown core would be the Mayfield Road and Green Road intersection. Unfortunately, this area presently does not possess any of the essential characteristics listed above.

There are just over 52,600 dwellings within three miles of the Mayfield and Green intersection that will support a substantial amount of retail floor area. However, significant retail facilities already exist to serve this market both within and outside South Euclid. With new retail development continuing to occur throughout the region, the degree to which highly-intensive retail development could be successfully sustained in South Euclid is questionable. The development and/or redevelopment of a mixed-use district is more likely to be successful when consideration is given to what can be realistically accomplished given the existing urban fabric and regional market conditions.

#### **A. ECONOMIC DEVELOPMENT CONSIDERATIONS**

South Euclid has a higher percentage of its real estate tax revenue being derived from residential property than most other surrounding communities and the regional average. This is significant since, generally, single-family residential property generates less in local real estate taxes than the related cost of services. Conversely, non-residential development generates more tax revenue than the cost of services associated with its development. When the proportion of moderately valued housing in a community is high, the resultant negative impact to the tax base can be considerable.

The percentage of Cuyahoga County's tax valuation (exclusive of the City of Cleveland) derived from residential property is 65%, compared to South Euclid's 81%. In order to achieve a 10% shift in tax burden from residential to non-residential, and move closer to the suburban county percentage, approximately 175 to 250 acres of non-residential development would be needed. Once again, South Euclid is at a distinct disadvantage when compared with outlying suburban communities (such as Solon, Strongsville, and Hudson) since there is virtually no vacant land available for this amount of non-residential development. To accomplish a shift in the tax base with little or no vacant land available, South Euclid is limited to two basic options:

- Replace the residential areas with non-residential development and/or
- Increase the intensity of non-residential development to a significantly higher level than what currently exists.

The City's current economic development initiatives (e.g. industrial/commercial redevelopment at Green and Monticello and the retail redevelopment at Mayfield and Green) are being focused within the confines of the existing non-residential areas. These initiatives are important because they help to maintain property values, reduce functional obsolescence, and create a sense of "newness" and improved image. However, the result is replacement of the existing building area for an approximately equal amount of new building area. While the new development will likely have more value per square foot than the old development, confining these efforts to the existing non-residential areas will not result in a significant increase to the City's non-residential tax base or a shift of the tax burden from residential to non-residential.

To compound this issue, some of the obsolete commercial areas (i.e. along portions of Mayfield Road) may not be, in the long run, easily sustained or redeveloped for commercial purposes because of the small sites and shallow depth. Retail sites should have a minimum depth of 180 to 200 feet to be competitive. Several existing areas have a depth of approximately 150 feet or less (See Map 3). Yet, if some of these areas are ultimately phased back to residential, the community's non-residential areas will actually decrease. This is not concluding that there is no market for small, free-standing office, retail, or special-use building, but that long-term marketability is difficult to measure.

The City's tax base can be increased in the following ways (moving from item "1" to item "4" requires an increasing amount of public revenue but may also have greater community benefit):

1. By maintaining property and thus preserving property values;
2. By enabling and encouraging expansion of existing homes and businesses;
3. By promoting infill development on small, vacant parcels – both residential and non-residential;
4. By promoting redevelopment that either expands the non-residential tax base or creates higher-value residential homes. This can be achieved by either:
  - expanding non-residential uses into existing residential areas; and/or
  - increasing the density or intensity at the time of redevelopment – whether residential or commercial.

#### **B. HOUSING/DEMOGRAPHIC CONSIDERATIONS**

Recognizing that significant increases in the City's non-residential development may be difficult to achieve due to the large amount of non-residential uses existing in the region, housing may be South Euclid's most important "industry." Therefore, assuring competitive housing may be the most realistic and effective course of action to balance the tax base. For instance, providing alternative housing options that attract households without school-aged children could positively contribute to the tax base while not placing an undue burden on the City for public services.

Because South Euclid's housing stock consists predominantly of traditional, single-family detached dwelling units, there is a potential risk for the City to lose residents from both ends of the population spectrum. Both young adults and seniors will be more likely to relocate to communities where alternatives to the traditional single-family arrangement exist that better suit their needs and preferences.

As stated in Chapter II, South Euclid has a larger population of senior citizens than is typical for many other communities. Currently, South Euclid has no housing specifically designed or intended for senior citizens, whether independent, congregate, or assisted living facilities.

Older residents are seriously limited if they decide to stay in South Euclid when they are ready to sell their single-family homes. Therefore, there is little choice but to relocate to another community, especially where segments of the housing market have been specifically developed and marketed to meet the needs of seniors.

Other segments of the population that would benefit from alternatives to the traditional, single-family arrangement would be young adults and couples with no children. Housing alternatives for these groups usually focus on providing amenities and low-maintenance ownership arrangements.

Many of the homes in South Euclid were built in the 1950s. The older residential areas in South Euclid, particularly the areas with moderately-priced housing, do not have unique historic or architectural characteristics with respect to the dwelling units or the layout of the street pattern to enhance their marketability. The lots as well as the homes tend to be small, and often do not meet the expectations of today's "typical" homebuyer. Specifically, the "typical" homebuyer expects the following minimum features:

1. A larger home – The typical minimum size being built today is between 1,200 and 1,400 square feet, compared to many South Euclid homes which are approximately 1,000 to 1,200 square feet.
2. A larger lot – The average lot sizes for standard single-family homes in the R-40, R-50 and R-60 districts range from 4,800 to 8,000 square feet. This is less than the typical minimum lot size of 11,000 and 12,000 square feet being built in today's market. (See Map 3 and Table 5.)
3. A two-car, attached garage.
4. "Contemporary" kitchens and bathrooms as well as a greater number of bathrooms (including combination bathroom and master bedroom).

Table 5 Comparison of South Euclid Development with Typical New Suburban Development			
South Euclid Existing Development (based on sample identified on Map 3)		Typical New Development in Outlying Suburbs	
Zoning District	Actual Density	Dwelling Type	Density
R-40	6.0 units per acre	Attached Clusters/ Townhouses	5.5 – 6.0 units per acre
R-50	5.8 units per acre		
R-60	4.0 units per acre	Detached Clusters	4.0 – 4.5 units per acre
R-75	2.0 units per acre	"Standard Suburban" Single-family	2.0 – 2.5 units per acre

Many of the older residents have been living in their houses for decades – often, since their house was built. When their homes are offered for sale the typical buyers are younger adults

who view their purchases as "starter" or "transitional" homes. These buyers will usually only remain in these houses until they can afford to purchase larger homes which better meet their needs.

### **C. COMMUNITY FACILITIES**

The number and size of the existing schools and school sites are generally adequate. The continuing need is for additional athletic fields and additional parking at Brush High School. This need can be accommodated by the Board of Education, without City intervention, either on land currently owned by the Board or adjacent land that the Board will acquire for these purposes.

The City of South Euclid has 36 acres of parkland, which is 1.5 acres/1,000 people. National "standards" or "averages" suggest that cities should have between 6.25 – 10 acres/1,000 people. Meeting this standard would require an additional 114 to 204 acres of parkland. These standards are generally viewed as local public park requirements and are in addition to school sites and regional parks or open space. Nevertheless, based on the interviews with the City administration, Council, and Planning Commission, expanding the amount of the City's public open space does not appear to be a high priority.

### **D. PUBLIC FINANCING**

The City has a continuing financial obligation to maintain its basic infrastructure – flood control, roads, utilities, etc. – while simultaneously pursuing implementation of the policies in this Plan, which, in part, requires financial commitments in order to attract the investments advocated.

To meet basic infrastructure needs, the City Engineer has prepared a five-year Capital Improvement Program (CIP). Approximately \$10.5 million is needed to fund this five-year program, though only \$8.3 million is funded or anticipated to be funded. It should also be noted that implementation of the CIP does not fully correct all of the City's current infrastructure deficiencies!

The City's other funding options are limited as well. First, the one-time special block grant awarded to the City has been spent in the successful Monticello/Green and the Mayfield/Green redevelopment projects. Second, the City has no surplus operating funds to invest heavily in the Plan's implementation. Third, the City can not and should not expect to generate additional property tax revenue specifically for the implementation of this Plan because the tax revenues should be reserved to meet current needs and the tax burden on residential property owners is already greater than desired.

Nevertheless, since many of the Plan's recommendations are important to the long-range welfare of the City, South Euclid must aggressively pursue outside funding to provide seed money to achieve its long-range objectives.

## IV. BASIC DEVELOPMENT OPTIONS

South Euclid's position as an inner-ring suburb presents several constraints regarding development. After reviewing the City's general development pattern and addressing issues of competitiveness, it is clear that many of South Euclid's options are defined and fixed by regional forces over which the City has limited control. However, the purpose of this Plan is to identify those areas where the City can realistically affect change. In considering the various development options presented, the City needs to take into account the relative difficulty of an option and the ability of an option to be supported by the market alone, or whether financial and administrative assistance will be required. It must also be acknowledged that in order for the City to effectively address the underlying fundamental issues that are associated with development, options must extend beyond traditional, "status quo" approaches.

### A. ECONOMIC DEVELOPMENT

In regard to economic development, the City has the following choices:

1. Continue to foster redevelopment of the existing commercial/industrial areas in the manner in which it has been done over the last several years, recognizing that while this approach eliminates functional obsolescence it only marginally increases the City's non-residential tax base.

OR

2. Substantially increase the City's non-residential tax base by:
  - a. Enabling and facilitating the expansion of non-residential uses, even if it means the redevelopment of selected residential areas.
  - b. Enabling higher intensity development/redevelopment in selected non-residential areas when supported by the market.
  - c. Taking steps to enable and provide incentives for the development of a wider range of housing choices (elderly, "empty nester," starter clusters/condos - which are not now available in South Euclid) that will attract households without children in order to increase tax revenues and reduce the cost of educational services.

**B. HOUSING**

In regard to housing, the City has the following choices:

1. Rely on property maintenance, infrastructure improvements, and continued excellent public services (including schools) to maintain the community's tax base and marketability of its housing stock.

OR

2. The City can take steps to ensure that additional housing options are available for potential homebuyers. Steps include:
  - a. Adjusting the current regulations and possibly providing financial incentives to enable existing homes to:
    - be expanded with additional floor area and two-car attached garages. Adding onto a house makes it more competitive in the current market and increases its residential tax value;
    - be expanded/modified as empty-nester/senior housing.
  - b. Identifying suitable locations and providing enabling regulations and financial incentives to promote redevelopment of existing single-family areas for:
    - Cluster housing targeted to first-time home buyers or empty-nesters;
    - Senior housing facilities – either independent dwelling units and/or assisted living facilities that provide congregate dining and social areas.

In order to choose the appropriate plan of action, the City needs to first analyze the fundamental direction for the community. The goals and objectives outlined in the next chapter do just that.

## V. OVERALL COMMUNITY OBJECTIVES

The following goals and objectives have been formulated to provide a general framework on which development policies (Chapter VII) and implementation measures (Chapter VIII) have been developed. There are three fundamental objectives.

**OBJECTIVE A:** South Euclid will take the necessary steps to remain competitive in the regional market. This will be achieved by:

1. Providing housing choices that meet the needs of today's buyer with respect to:
  - a) The size and features of single-family homes available.
  - b) The availability of alternative housing choices (i.e. clustering, retirement, new apartments) to meet the needs of residents in all phases of their "life cycle".
2. Enabling/encouraging non-residential development which meets the current needs of the developer, tenant, employee, and/or consumer.
3. Assuring that development provides adequate tax revenue for the City to maintain expected public services.

This policy of striving to regain overall competitiveness recognizes that:

- Housing decisions always require a balance of lifestyle choices vs. ability to pay – the market is not doing its job when choice is overwhelmingly influenced or dictated by financial limitations. In such case, the housing is not fulfilling lifestyle desires but rather is temporarily selected out of necessity and will only be retained as long as the economics dictate.
- Many retail stores meeting the needs of South Euclid residents are and will continue to be outside the City's boundaries.
- Industrial areas in the City do not, by today's standards, represent preferred industrial locations or size.
- Major office developments are and will continue to concentrate in a few selected locations outside the City.

**OBJECTIVE B:** The City's policies will focus on enabling (from a regulatory perspective) and encouraging (from an administrative and financial perspective) non-residential uses to expand or redevelop in selected locations in a manner which:

1. Meets market needs and provides continuing services to South Euclid and the region.
2. Increases tax revenue to the City.
3. Overcomes any existing functional and locational obsolescence.
4. Represents "logical extensions" of existing non-residential areas and minimizes (but does not eliminate) arbitrary intrusions into residential areas.
5. Maintains and improves the compatibility and buffering between residential and non-residential uses.

**OBJECTIVE C:** Promote (with enabling legislation and administrative and financial support) housing as the City's primary "industry" or resource. To this end, the City will:

1. Continue to utilize existing programs and further seek and promote the use of new tools to assure the current high level of housing maintenance.
2. Encourage infill housing development on available vacant lands with densities at least equal to the density of the surrounding residential areas.
3. Enable and promote revitalization or redevelopment of the City's housing stock in selected locations:
  - a) to be more responsive to current market needs.
  - b) to increase the City's tax base.
4. Develop a systematic capital improvement program to make improvements to those existing streets which do not meet current subdivision improvement standards (i.e., lacking curbs, sidewalks, enclosed storm sewers, street trees, etc.).

## VI. RESIDENTIAL AREA ASSESSMENT

The previous objectives indicate that specific geographic areas of the City need to be identified where the various development, redevelopment, and preservation policies will be implemented. In order to do so, it became apparent that a detailed assessment of South Euclid's single-family residential areas should be conducted.

The residential area assessment involved a two step process. First, the single-family residential areas were objectively evaluated according to specific criteria related to quantifiable physical features related to lots.<sup>3</sup> Second, the market and development implications of locational characteristics such as proximity to major thoroughfares, commercial districts, and neighboring communities and related market influences were considered. Studies previously undertaken by and for the City were also considered. This combined evaluation of objective criteria and locational characteristics provides a more complete basis for policy development.

### Step 1

To undertake the initial objective assessment of residential areas, the City was divided into small evaluation areas that had similar physical characteristics: These similarities were determined by establishing area boundaries based on the following:

1. Existing zoning boundaries;
2. The existing street pattern (grid, curvilinear, cul-de-sac) and street hierarchy (arterial, collector, local);
3. Physical/visual separation created by public or semi-public facilities such as municipal centers, parks, schools, hospitals, or churches;
4. Physical/visual separation created by land use changes: commercial, industrial, non-single-family residential;
5. Degree of "isolation" from other residential areas;
6. Relationship to natural feature(s): i.e., woodland, stream, and ravine.

As a result of these considerations, the City was divided into 49 sub-areas. Objective criteria from the public records of the Cuyahoga County Auditor's office were then collected and recorded (by address) for properties with single-family detached dwelling units. The initial sample represented approximately 1.5% of the total number of single-family dwelling units in South Euclid. An evaluation of the selected samples revealed that certain sub-areas were

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<sup>3</sup> The detailed evaluation form and an explanation of the criteria are included in Appendix B.

underrepresented. Therefore, the initial sample was supplemented to include 254 properties, which resulted in approximately a 3% sample representation for each individual sub-area. The sampling was verified where possible through aerial photography and field verification.

Three basic categories were used in the assessment: lot size, dwelling unit living area, and garage type (whether attached or detached). A numeric scoring system was used in the assessment and applied to each sub-area. Based on assigned values, totals were calculated for each of the 49 sub-areas.<sup>6</sup>

## **Step 2**

In the second step, the findings of the residential assessment were adjusted to reflect locational characteristics -- such as proximity to major thoroughfares and/or commercial uses and the spatial relationship between residential areas and related commercial frontage -- which have an important bearing on the selected locations for various strategies. As part of this step, the Improvement Target Areas (ITAs) initially designated by the Cuyahoga County Community Development Department (1991) and adopted by resolution of City Council (1992) were considered. ITAs are those areas of the City (both residential and nonresidential) which, based on several factors, have a higher concentration of deferred maintenance and functional obsolescence than elsewhere in the City<sup>7</sup>.

Adjustments to the residential assessment were made to accommodate these fundamental factors of locational characteristics and to expand the evaluation to the nonresidential areas of the City. As a result of this composite assessment, three categories were devised for the purpose of formulating long-range strategies. Following is a brief explanation of each category. Areas within the City were then placed in one of the three categories. These areas are identified on Map 4 and the fundamental policies for each of the areas are discussed in Chapter VII.

Areas labeled 1 were determined to be the least competitive from a regional standpoint, and therefore, these areas are prime locations for revitalization and redevelopment.

Areas labeled 2 were found to have only some of the competitive characteristics that are needed to maintain the viability of the area.

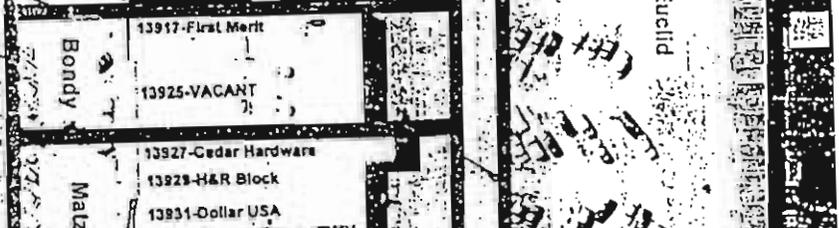
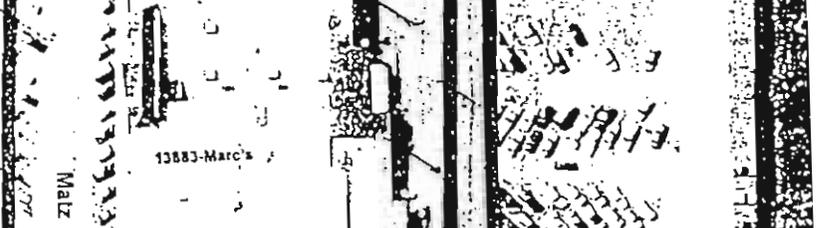
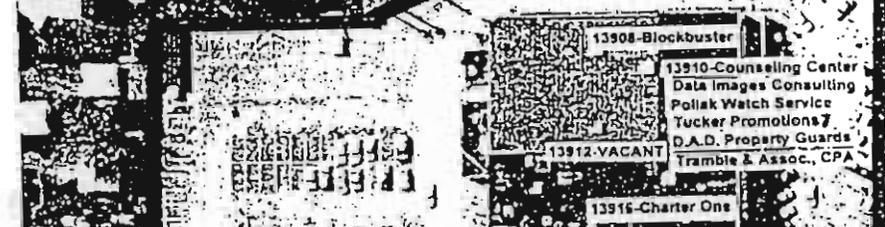
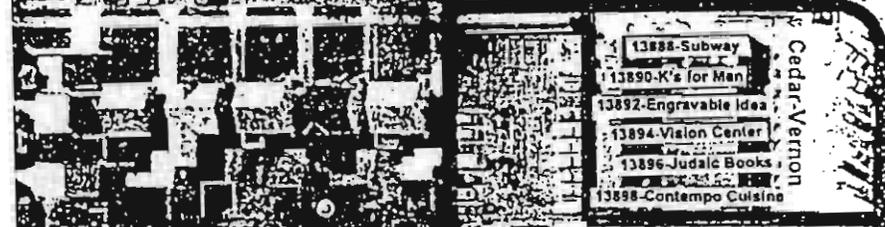
Areas labeled 3 had the highest composite scores from the residential assessment, meaning that the existing housing stock has maintained its regional competitiveness. Therefore, the characteristics of these areas should be preserved.

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<sup>6</sup> Map B-1 indicating each of the 49 sub-areas is included in Appendix B.

<sup>7</sup> Prior City improvement programs are discussed in Appendix C, which includes copies of Resolution No 39-92 and Resolution No 76-92 adopting the public improvement plan for Cedar Road and Mayfield Road, respectively.





13880-Ark Whist Jewelers  
13878-Global Solutions  
Nistar Data Systems  
Peter Goldstein, P. RE

Goldstein

13882-Classic Memorials  
Sillis Insurance  
Starship Online  
Jamaican Assoc.  
Joe Ackerman

One Step Fin Serv  
RNS Opportunities Unltd

13888-Subway  
13890-K's for Men  
13892-Engravable Idea  
13894-Vision Center  
13896-Judic Books  
13898-Contempo Cuisino

Cedar-Vernon

13908-Blockbuster  
13910-Counseling Center  
Data Images Consulting  
Pollak Watch Service  
Tucker Promotions  
D.A.D. Property Guards  
Tramble & Assoc., CPA

13912-VACANT

13916-Charter One

13916-Delta Products

13922-5<sup>th</sup> Avenue Builders

13926-Colony Cleaners

13930-Colony Cleaners

13934-Cedar Center Lanes

13932-Cut Above

13936-Sam's Shoe Repair

13938-Hello Co.

13938-A-Mail Boxes, Etc.

13940-Davis Bakery

13861-Hunington  
13861.5-VACANT  
13863-China Gate  
13865-Radio Shack

13883-Marc's

13893-VACANT

13893.5-Smokehouse Deli

13895-Solid Gold  
13897-Jones Co. Fish Mkt.  
Jones Co. Tavern  
13899-Joanne's Boulique  
13901-Just Frames

Pet Taxi

13903-Billmole's

13905-VACANT

13911-Barr-Lee Cleaners

13913-Hair Care Harmony

13915-VACANT

13917-First Merit

13925-VACANT

13927-Cedar Hardware

13928-H&R Block

13931-Dollar USA

13933-Licence Bureau/BMV  
Cloverleaf Promotions  
13933.5-G. Floors (Allstate)

13937-Abba's

13939-Diamond Men's

13941-L.L. Nails

13943-D.O.C.

Malz

Polansky

Bondy

Malz

Orle

South Euclid

C-C Investment

13940-Deviz Bakery  
 13942-LaCocco's  
 13944-Kneading You  
 13948-Little Caesar's  
 13956-CVS  
 13960-Sears Optical  
 13962-S-Rena Cosmetics  
 13962-O'Rielly's  
 13964-Dots  
 13968-Budapest Restaurant  
 13976-Ethnic Arts  
 13984-Ethnic Arts  
 13990-Pier 1  
 13996-MotoPhoto

2172-Singapore Restaurant  
 2174-Hill of Mice  
 2174-Boston Market

13943-D.O.C.  
 13947-Clev. City Dance  
 13945-VACANT  
 13949-Baskin-Robbins  
 13951-Best Cuts  
 13955-Peking Restaurant  
 13969-Chipotle Grill  
 13971-VACANT  
 13973-VACANT  
 13975-Coconuts  
 13993-Starbucks  
 13991-Republic Bank

Cedar Centre  
 Muncie

13967-Weber & Schwartz  
 Muncie Realty  
 Precision Title  
 Ashley Mgmt  
 Amit Women

Gold  
 Weiss  
 3128-Alpini Car Wash  
 C.E.I.  
 Cesar

2098-Medical Services  
 2098-Blonders  
 2104-Redeveloped Auto Parts  
 2100-Medical Services  
 Cipriani

2098-Medical Services  
 2098-Blonders  
 2104-Redeveloped Auto Parts  
 2100-Medical Services

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## VII. DEVELOPMENT POLICIES

To achieve the overall community objectives discussed in Chapter V, the City has been divided into three segments. These segments depict where various preservation, development, redevelopment, and revitalization efforts, including nonresidential economic development policies that would be least disruptive to the residential fabric of the City, should be focused (See Map 4 in Chapter VI). These areas were established based on an evaluation of several factors: the residential area assessment study, aerial photography and field verification of physical elements, the integration of locational criteria such as the relationship between various uses within the City, and the impact of general land uses in adjoining communities.

### A. OVERALL DEVELOPMENT POLICIES

The boundaries of Areas 1, 2, and 3 are identified on Map 4.

1. Locations in AREA 1 are designated for mixed-use and higher intensity development, revitalization, or redevelopment. These are primarily the City's non-residential areas and adjacent residential areas. Combined, these areas fall below competitive standards for both residential and non-residential markets. These include locations where the expansion and redevelopment of non-residential and mixed-uses could play a central role in the competitive revitalization of the City. Revitalization and redevelopment of these areas will require highly proactive policies that:
  - a) Enable higher intensity non-residential, mixed-use development and redevelopment in existing non-residential areas if supported by the market.
  - b) Promote and enable the expansion and concentration of retail, office and residential development/redevelopment into mixed-use centers which may be logically expanded into adjacent residential areas.
  
2. In AREA 2, residential development/redevelopment is encouraged at approximately existing densities for both senior or non-senior housing. These areas fall into a moderate range in terms of meeting housing market needs. Development and/or redevelopment should be permitted and enabled when specific criteria are met. Policies for locations in Area 2 include:

- a) Encourage infill development according to the prevailing density, or at increased densities when expanding housing options to respond to current and emerging market needs.
  - b) Permit redevelopment for new cluster housing.
  - c) Permit/encourage senior citizen housing, assisted living, nursing and continuing care retirement facilities in existing residential areas through new development/revitalization. See Figures 1 and 2 for illustrations of Senior Citizen Housing options.
3. In **AREA 3**, the existing residential characteristics is to be preserved. Infill development on vacant land is encouraged, but no redevelopment is advocated. These areas best meet current housing market needs in terms of lot size, dwelling unit living area and garage type (attached/detached). Therefore, policies in these areas should be confined to the following:
- a) Permit new infill development at densities allowed by the zoning code to strengthen existing market conditions. Wherever possible, Planned Residential Development (PRD) should be utilized.
  - b) Discourage redevelopment unless an exceptional opportunity for economic development is presented that is strongly related to and is a logical extension of a priority redevelopment area.

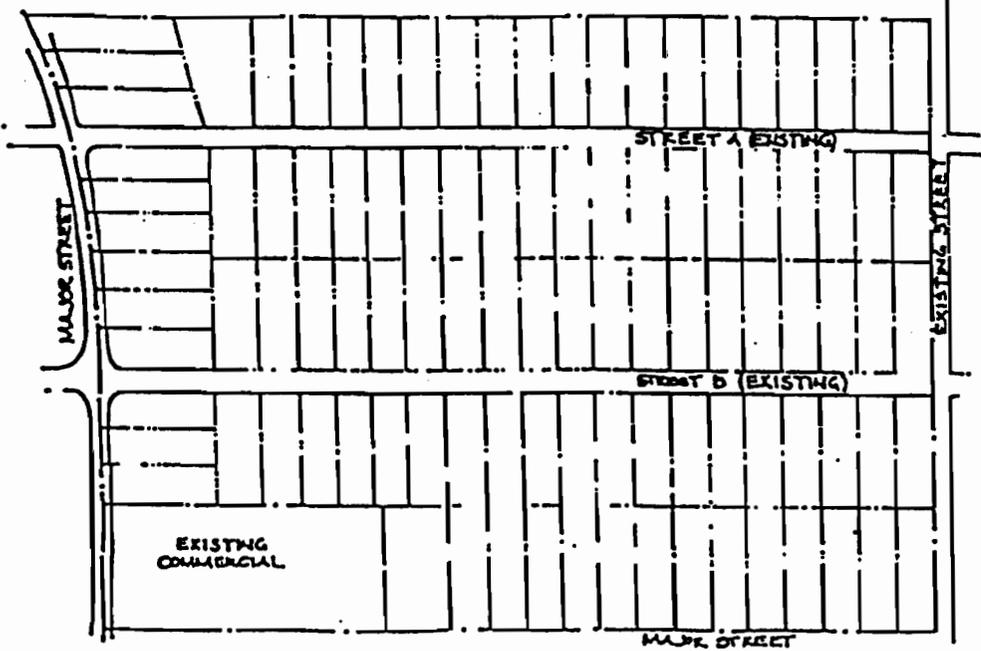
## **B. APPLICATION OF DEVELOPMENT POLICIES**

These policies are graphically depicted on Map 5.

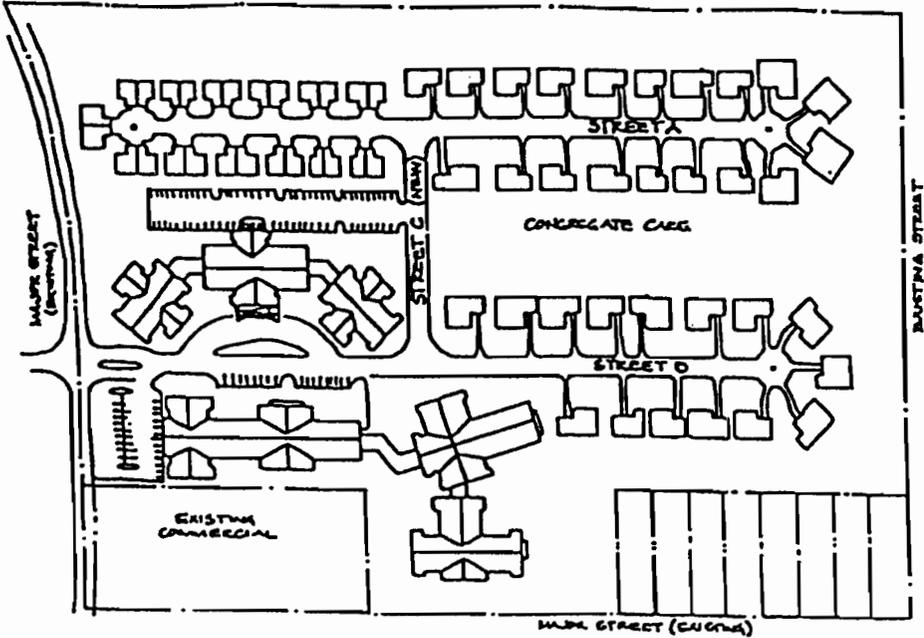
1. In **AREA 1**, priority locations for mixed-use and higher intensity development include the Mayfield Road corridor, two locations along Green Road - south of Mayfield Road and north of Monticello, and the Cedar Road corridor.

Policies 1.a) through 1.c) pertain to the Mayfield Road Corridor.

- a) Promote Retail/Office Mixed-Use Core around the intersection of Mayfield and Green Roads. Policies for this core area include:
  - Permit high-intensity mix of retail and offices, which would entail substantial redevelopment of the existing parcels.

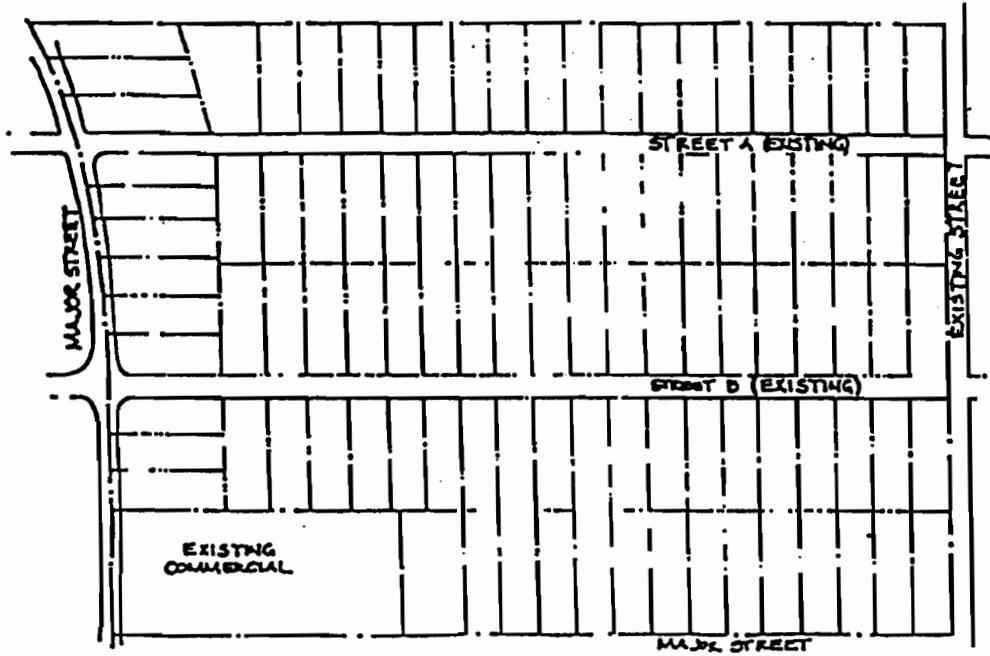


Existing Lot Pattern

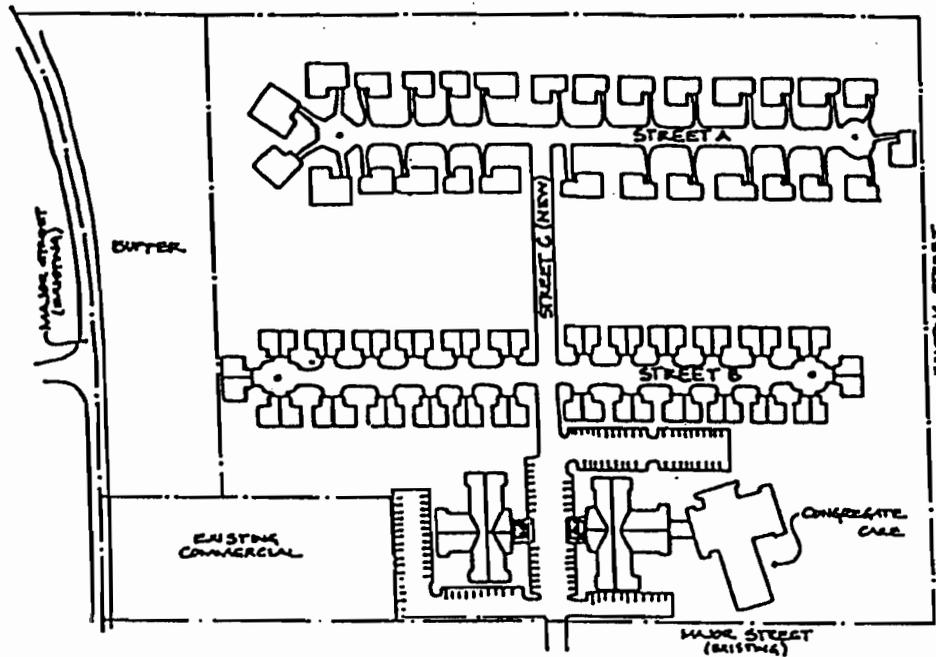


Senior Citizen Housing Concept

Figure 1  
Senior Citizen Housing Option A

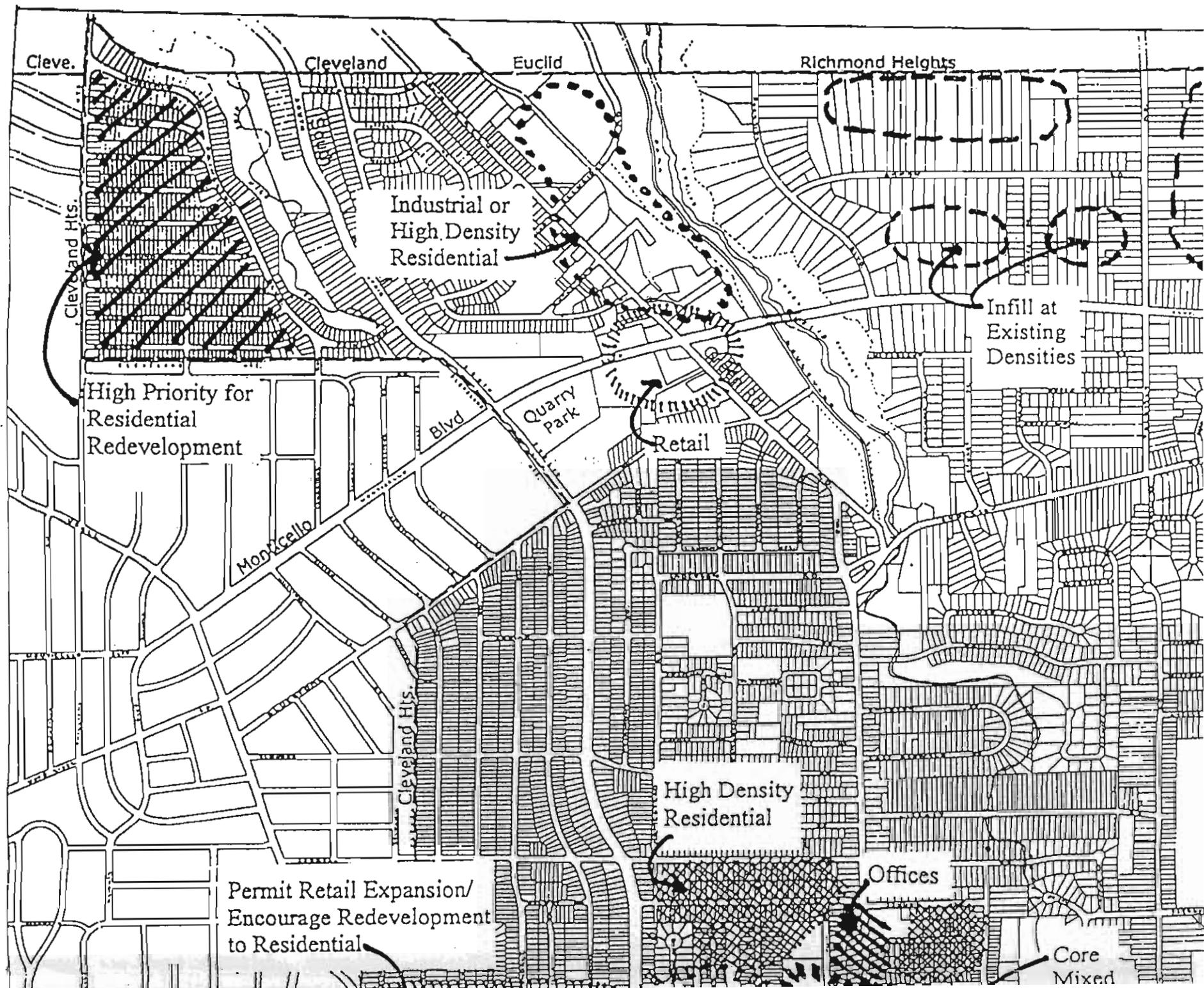


Existing Lot Pattern



Senior Citizen Housing Concept

Figure 2  
Senior Citizen Housing Option B



Cleve.

Cleveland

Euclid

Richmond Heights

Cleveland Hts.

Industrial or High Density Residential

Infill at Existing Densities

High Priority for Residential Redevelopment

Blvd

Quarry Park

Retail

Monticello

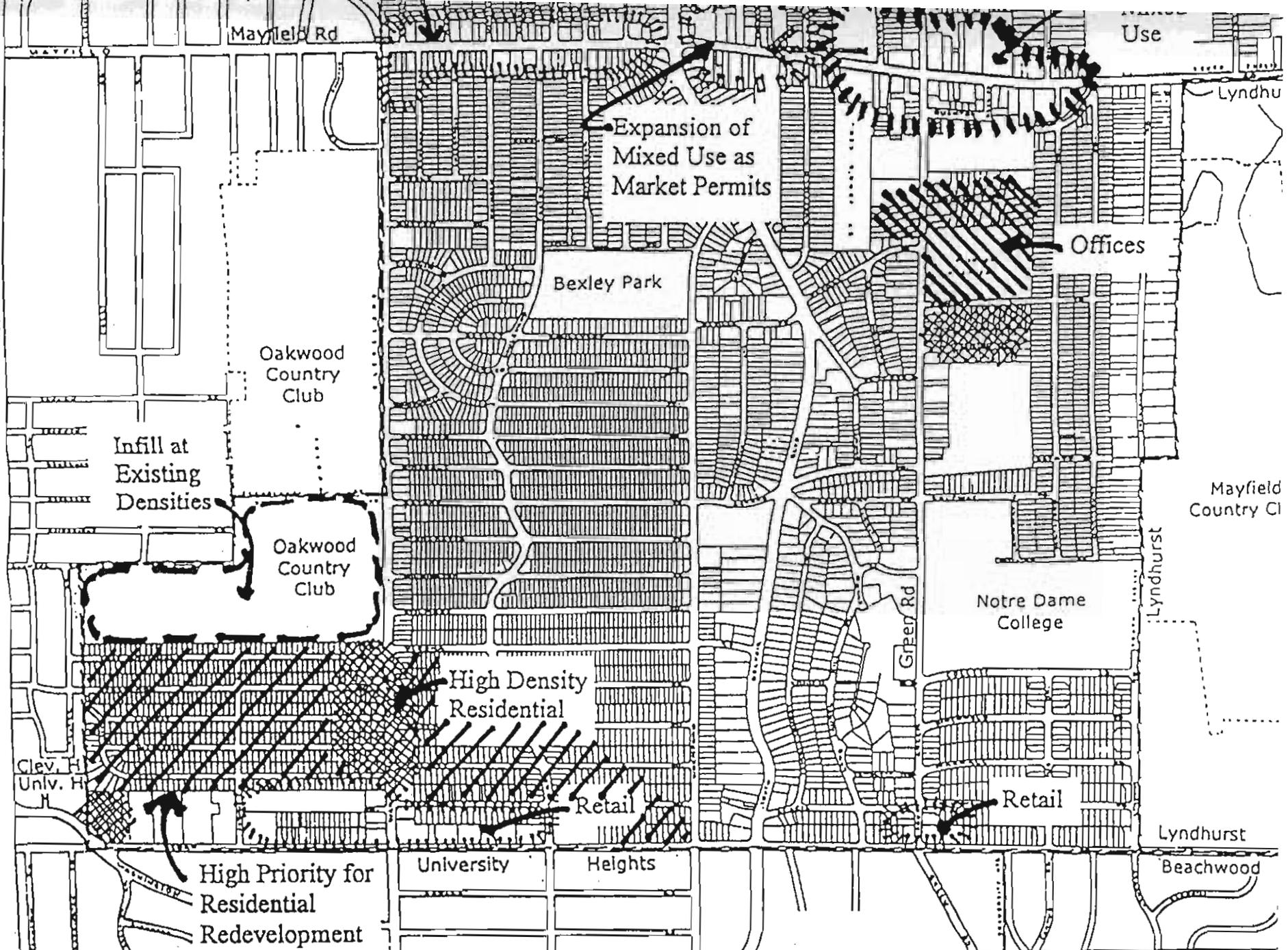
Cleveland Hts.

High Density Residential

Permit Retail Expansion/ Encourage Redevelopment to Residential

Offices

Core Mixed



# APPLICATION OF DEVELOPMENT POLICIES

# SOUTH EUCLID MASTER PLAN

Map 5

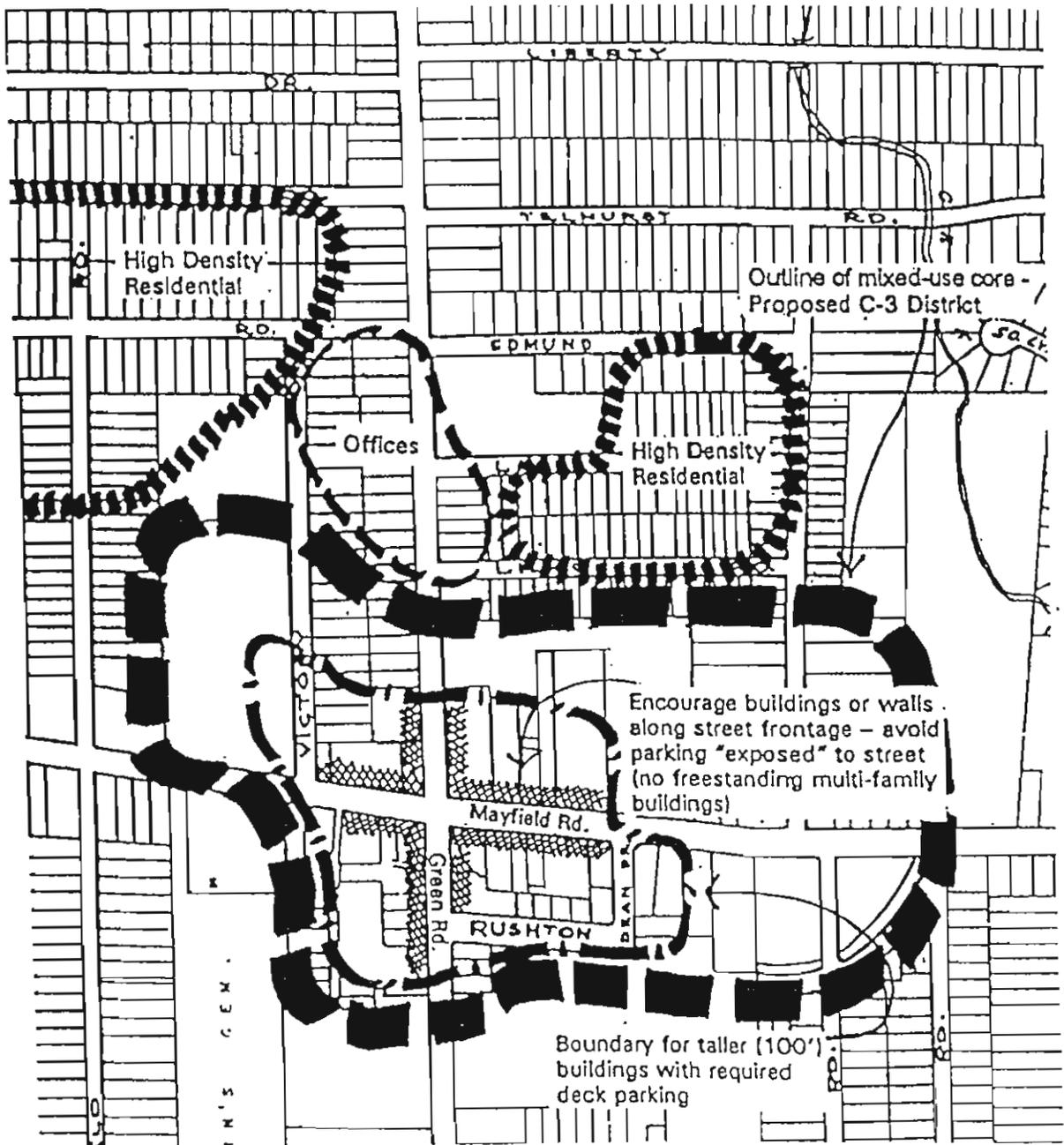


Map prepared by Planning Services, Inc., 1980

- **Encourage development of multi-story structures. Taller buildings (up to 100 feet) are encouraged at or near the Mayfield/Green intersection. Buildings that exceed the existing height limit of 40 feet must provide deck parking to accommodate the parking spaces needed for the added stories.**
- **Continue to allow apartments within the core area, but only when located in a building that has retail stores on the first floor.**
- **Establish strong design review criteria to control relationship between uses, street character, etc. Parking areas should not be visible from the street; instead, they should either be behind or inside a building or screened by an architecturally pleasing wall that is appropriately landscaped.**

**It is recognized that this policy endorses actions that require existing buildings to be torn down to allow for complete redevelopment of this area. See Map 6 for an illustration of the policies for the mixed-use core area.**

- b) Encourage redevelopment in areas that are immediately adjacent to the Mixed-Use Core Area:**
- **Permit only multi-story office buildings (exclusive of retail) on the east and west side of Green Road, north of Mayfield Road. Develop as a logical, contiguous progression from the retail/office core at Mayfield and Green Roads.**



**POLICY FOR  
MIXED-USE CORE**



**MAP 6  
SOUTH EUCLID  
MASTER PLAN**  
February, 1999

- Permit independent higher density residential development north of Mayfield Road, flanking the east and west boundaries of office uses to the east of City Hall and west to Belvoir Boulevard. Develop as a logical, contiguous progression from the retail/office mixed-use core at Mayfield and Green Roads. This type of development could include senior housing facilities with congregate living and dining services. See Figures 1 and 2 (on pages 26 and 27) for illustrations of Senior Citizen Housing options.
- Permit retail/office expansion and redevelopment of the existing commercial along Mayfield Road, west of the mixed-use core to South Belvoir Boulevard. These uses may be extended into residential areas to the north of Mayfield Road when overcoming obsolescence or as a contiguous and logical progression from the mixed-use core at Mayfield and Green Roads.

In all cases, the above uses are to be encouraged only after the core area is developed in order to ensure that the primary focus remains at the Mayfield/Green intersection.

- c) Permit multi-family, retail and offices along Mayfield Road west of Belvoir Boulevard and southeast of the intersection of Mayfield Road and Warrensville Center Road.
- Development may be expanded into existing residential areas when overcoming obsolescence related to shallow site depth.
  - Whenever possible, commercial development should be redirected into the expanded central core emanating from Mayfield and Green Roads. Therefore, the conversion of commercial uses to residential at increased densities should be permitted. Since most of the affected retail stores are small, independent sites that lack any type of cohesion, scattered multi-family development in this area is acceptable.

Policies 1.d) through 1.f) pertain to the Green Road corridor

- d) Permit multi-story offices only (exclusive of retail) on the east and west sides of Green Road, south of Mayfield Road between St. Gregory's Church and University Suburban Health Center.
- e) Permit higher density residential development east of Green Road between University Suburban Health Center and Greenview Upper Elementary School.
- f) Permit development/redevelopment or expansion of the industrial area at Green/Monticello adjacent to Euclid Creek Metropark. This area is suitable for and may be appealing to incubator-type uses that do not necessarily require the prime industrial locations.

Since this area is adjacent to and overlooks the Euclid Creek Metropark, redevelopment for higher density housing would be acceptable and should not be precluded. However, in order for multi-family development to be acceptable, a proposed project has to be large enough and in the right location so as not to be an intrusion in the middle of an otherwise non-residential area.

Policies 1.g) through 1.i) pertain to the Cedar Road corridor.

- g) Permit expansion of retail on the north side of Cedar Road from Cedar Center to Miramar Road
- h) Permit expansion of existing multi-family to the north of Cedar Road along both sides of Warrensville Center Road and to the west of Cedar Center. Commercial expansion along the Warrensville Center Road corridor should be discouraged.
- i) Permit limited expansion of office/retail development as a small node at the intersection of Cedar and Green Roads.

2. In AREA 2, priority locations for residential development/redevelopment including clustering, attached housing and senior facilities are:

- a) The area west of Warrensville Center Road and north of Cedar Center.

- b) The area between Warrensville Center Road and Wrenford Road, from north of Cedar to Harwood Road.
  - c) The area west of Princeton Boulevard in the upper northwest section of the City.
3. In AREA 3, priority locations for infill housing at the density permitted by the zoning code are:
- a) The Oakwood Country Club site if the Club moves. It is important to note that this policy reflects the position that this site should not be developed for retail uses. Instead, the City desires to focus all non-residential development/redevelopment in the priority locations addressed in Area 1.
  - b) On assembled backland at the northeast section of the City (Ammon/Trebisky area).
  - c) On other small existing vacant sites which may be available.

The development expected is similar to the townhouses at the Mayfield/Dorsch intersection.

### **C. CITY-WIDE REMEDIAL EFFORTS**

The following policies apply generally to all areas of the city.

1. Continue to utilize existing programs and further seek and promote the use of new tools to assure the current high level of housing maintenance.
2. Develop a systematic capital improvement program to make improvements to those existing streets which do not meet current subdivision improvement standards (i.e., lacking curbs, sidewalks, enclosed storm sewers, street trees, etc.)

When these development policies are implemented as suggested in Chapter VIII, or by other measures developed by the City, the following benefits will be realized:

- A higher percentage of the City's tax base will be shifted to commercial property and away from the single-family homeowners.

- **Local income tax revenue will increase.**
- **A wider variety of housing choices will be available.**
- **With more housing choices, South Euclid will better maintain its "proportionate share" of the housing market, thereby maintaining and/or increasing residential property values.**
- **The City's commercial areas will be improved through the elimination of existing obsolescence and the image of the City's "front door" entry ways will be strengthened. The appearance and economic health of major commercial corridors significantly influences the resale marketability of adjacent residential areas.**

## VIII. IMPLEMENTATION MEASURES

There are several steps the City can and should take to facilitate implementation of the Plan. Some steps can be completed immediately; others will take longer. These efforts include:

- **Amending the City's zoning regulations** to enable investment to occur in a manner consistent with the Plan and to prevent development that is contrary to the Plan's policies.
- **Providing adequate administrative capacity** to communicate to the community (both residential and commercial property owners and potential investors) the Plan's policies and rationale and to assist residents or investors in understanding the process required for a project to be approved.
- **Securing financial resources to facilitate private investment.** Since virtually no vacant land is available in South Euclid, most real estate investment will require acquisition of developed land, which is typically more expensive than vacant "greenfield" sites in outlying communities. In order to maintain its competitive position, South Euclid must take steps to financially eliminate these cost differentials so that investors are as likely to be attracted to South Euclid as elsewhere. Removing these cost differentials and creating a "level investment playing field" should be viewed as a community "infrastructure need" in the same sphere of importance as utilities and other more traditional community needs.

Within this framework, the following implementation measures should be undertaken.

### A. ZONING TEXT AMENDMENTS

The zoning regulations are the fundamental regulatory tool used to implement many of the land use policies stated in this Plan. The following text amendments should be made to the South Euclid Planning and Zoning Code.

1. Create a new C-3 Downtown Business District to be applied at the Mayfield/Green intersection as generally depicted on Maps 5 and 6. In contrast to the existing C-1 and C-2 Districts, this new classification would:
  - a) Permit a building height up to 100 feet (about 8 stories) in locations most removed from existing single family areas.
  - b) Require deck parking when a building exceeds four (4) floors.
  - c) Require either buildings or decorative walls along the existing street frontage to create a "downtown" environment and avoid vast areas of open parking.

- d) Continue to prohibit residential dwelling units on the ground floor but encourage residential uses on upper floors of existing or new buildings.
2. Allow retail development or multi-family development in residential districts as a conditional use when:
- a) The proposed development is contiguous to and coordinated with development on the main commercial street.
  - b) No access is provided on the side street within the residential zone.
  - c) Proper buffering is provided between the commercial or multi-family use and the single-family homes.

This modifies the existing zoning provision that limits such expansion to parking only. While the existing provision may continue to be applicable, it does not as easily permit the more conventional retail arrangement with parking in front of the building. Figure 3 indicates how the existing and proposed provisions apply to commercial development and adjacent residential areas.

3. Conditionally permit independent multi-family buildings in the C-1 and C-2 Districts to increase development alternatives. Currently in the C-1 and C-2 Districts, apartments are permitted only on the upper floors in commercial buildings.
4. Conditionally permit taller buildings in the C-2 District when the buildings are sufficiently set back from existing residences (i.e., increasing the height limitation from 40 feet to 60 or 70 feet).
5. Create a residential overlay zone that would reduce the residential setback regulations (both front and side) to enable existing homes to:
- a) Be expanded with two-car attached garages to be more competitive in the current market and increase residential tax values. Figure 4 illustrates how this provision could be applied.
  - b) Be expanded/modified as empty-nester/senior housing.

The front setback should be reduced to 25 or 30 feet from the existing 40 feet. Also, the side setback should be eliminated so that zero lot line development is possible either for detached homes or for attached units with a party wall along the common property line. This overlay concept should be initially applied along the Warrensville Center Road corridor north of Cedar or in the Improvement Target Area north of Mayfield Road.

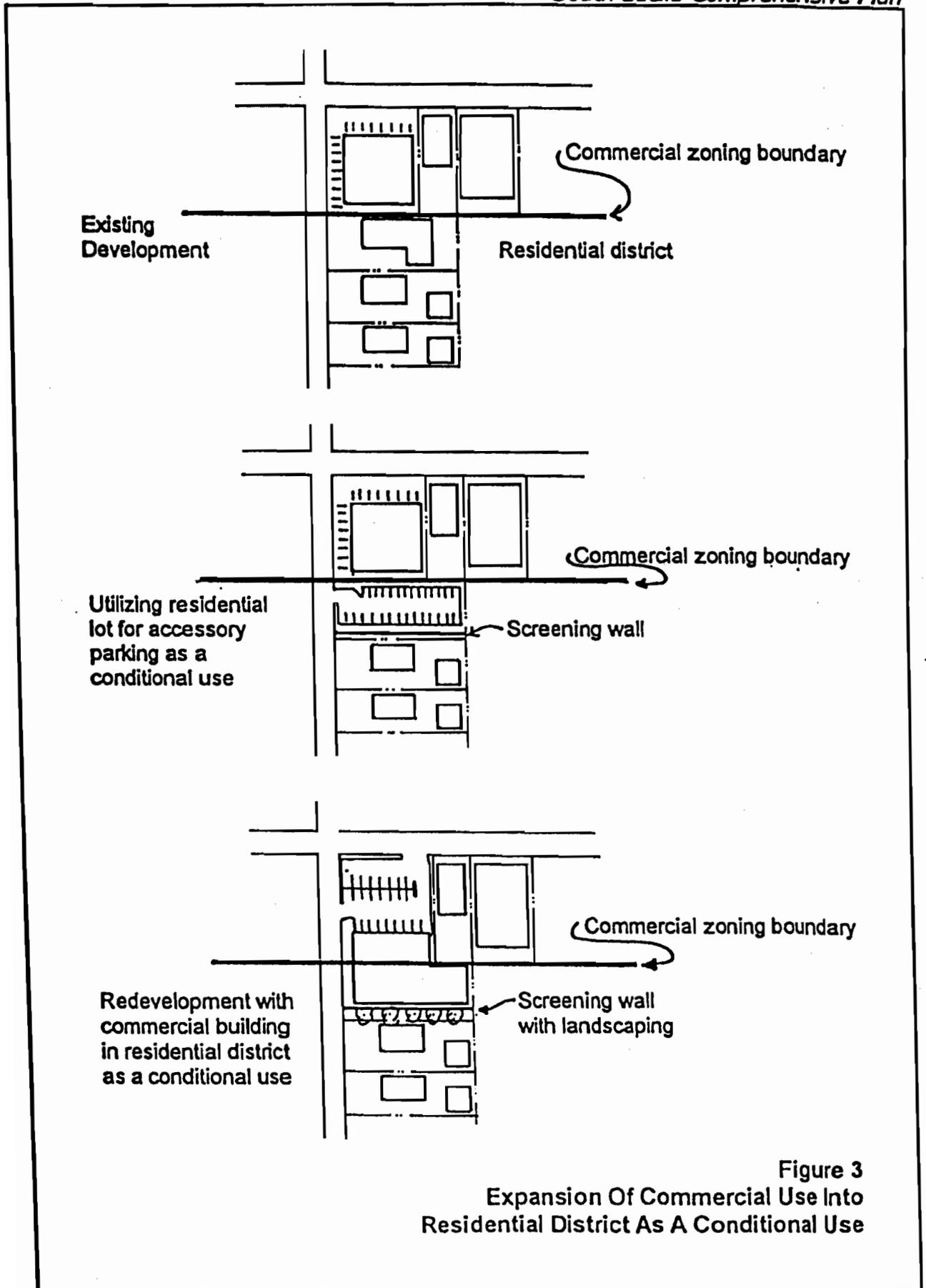
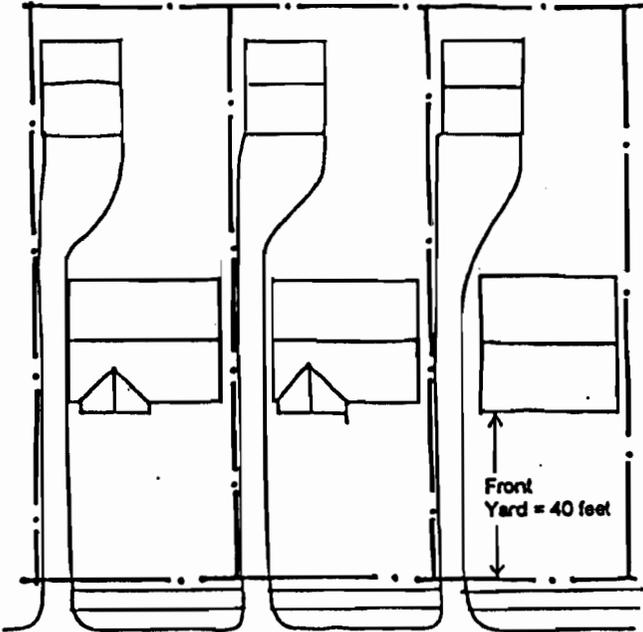


Figure 3  
Expansion Of Commercial Use Into  
Residential District As A Conditional Use

Before



After

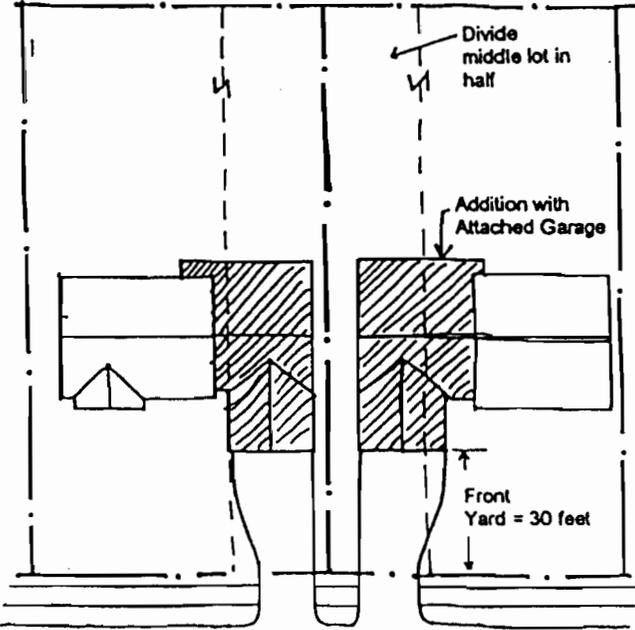


Figure 4  
Suggested Modifications To Existing Homes To Enhance Marketability

6. Amend the current Planned Unit Residential Development regulations to:
  - a) Reduce the minimum required project area from 5 acres to 2 acres.
  - b) Permit greater flexibility in the arrangement of units and minimum lot sizes while maintaining the provision that the gross density shall not be greater than otherwise permitted in the zoning district.
  
7. Grant greater authority to the Planning Commission to relax the parking standards for the following situations:
  - a) For older buildings (recognizing that older buildings generally are not as efficiently designed to justify more conventional parking requirements);
  - b) Along public transit lines; and
  - c) When "nearby" parking lots may be available and the adjacent uses do not utilize the required parking at the same peak periods.

**B. Financial/Administrative Assistance**

The following administrative measures and financial assistance when implemented will facilitate the accomplishment of the development policies set forth in the Plan.

1. The City should ensure that there is a staff person at City Hall who can provide support and assistance related to community development issues. This person would have the following responsibilities:
  - a) Promoting the Plan's policies within the City and to potential investors.
  - b) Assisting potential investors in understanding the types of projects that are promoted by the Plan and which would be acceptable to the City.
  - c) Helping applicants/investors to understand, facilitate and expedite the review process.
  - d) Seeking both outside funding (i.e., state, federal, foundation or other sources) and creative ways of financing new development (i.e., tax increment financing, etc.) which provides incentives for making investments in South Euclid.

2. **The City should prepare and submit applications for "demonstration grants" on the premise that the investment needs of South Euclid are not unique. Many communities in Northeast Ohio are very similar to South Euclid in that they were built after World War II. Historically, assistance programs have been primarily directed at either central cities or older (pre-WWII) communities. However, the needs of postwar communities are emerging as equally important.**
  
3. **The City should undertake a comprehensive review of existing regulations and administrative procedures to determine if additional programs are warranted in order to achieve the highest possible level of maintenance in the City in the most effective manner. The City should continue to pursue the adoption of the Point of Sale Inspection Program**

## **IX. APPENDIX**

Appendix A  
TABLE 1  
**COMPARISON OF 1997 RATES OF TAXATION**  
City of South Euclid and Surrounding Jurisdictions  
(Ranked by effective residential tax rate)

COMMUNITY	Voted Tax Rate	Effective Residential Tax Rate	Effective Commercial and Industrial Tax Rate
Highland Heights	80.90	41.46	49.40
Mayfield Village	84.20	41.80	50.48
Beachwood	89.50	43.71	55.79
Mayfield Heights	86.90	47.46	55.40
Pepper Pike	95.70	49.86	62.48
Euclid	97.80	54.19	69.94
Lyndhurst	104.70	59.22	69.70
Cleveland	93.30	60.62	76.07
Richmond Heights	104.40	61.02	68.75
South Euclid	108.40	61.55	71.99
Highland Hills	106.10	70.62	84.47
East Cleveland	127.60	75.06	101.48
University Heights	144.80	81.18	98.42
Cleveland Heights	146.40	82.78	100.02
Shaker Heights	170.10	86.60	106.00

SOURCE: Cuyahoga County Auditors

Appendix A  
TABLE 2

**COMPARISON OF ASSESSED TAX VALUATIONS: TAX YEAR 1997**  
City of South Euclid and Surrounding Jurisdictions

COMMUNITY	TOTAL VALUATION (in \$)	REAL PROPERTY <sup>(a)</sup>		TANGIBLE PERSONAL PROPERTY <sup>(a)</sup>
		Agricultural/ Residential	Commercial/ Industrial/ P U	
Beachwood	580,801,639	259,128,280 45%	267,846,290 46%	53,827,069 9%
Cleveland	5,375,222,416	2,020,084,690 38%	2,469,912,820 46%	885,244,906 16%
Cleveland Heights	670,565,771	532,699,630 79%	117,860,140 18%	20,006,001 3%
East Cleveland	183,177,496	104,375,660 57%	65,667,830 36%	13,134,006 7%
Euclid	793,607,480	459,728,870 58%	222,393,300 28%	111,485,310 14%
Highland Heights	270,934,292	184,705,270 68%	50,967,510 19%	35,261,512 13%
Highland Hills	12,388,128	3,332,400 27%	8,940,950 72%	114,778 1%
Lyndhurst	349,725,426	274,574,910 79%	68,046,030 19%	7,104,486 2%
Mayfield Heights	425,387,266	215,674,790 51%	179,889,920 42%	29,822,556 7%
Mayfield Village	151,538,666	79,910,040 53%	54,509,980 36%	17,118,646 11%
Pepper Pike	303,714,524	267,693,230 88%	32,910,340 11%	3,110,954 1%
Richmond Heights	219,650,598	141,183,330 64%	64,229,820 29%	14,237,448 6%
Shaker Heights	654,440,465	556,977,040 85%	85,937,600 13%	11,525,825 2%
<b>South Euclid</b>	<b>356,749,991</b>	<b>288,910,160</b> 81%	<b>54,425,400</b> 15%	<b>13,414,431</b> 4%
University Heights	202,556,321	169,391,080 84%	28,718,810 14%	4,446,431 2%
<b>COUNTY SUMMARY</b>				
Cuyahoga County	24,953,150,094	14,686,989,910 59%	7,474,825,530 30%	2,791,334,654 11%
Excluding Cleveland	19,577,927,678	12,666,905,220 65%	5,004,912,710 26%	1,906,089,748 10%

(a) Shown as dollars and percent of total valuation; percentages may not total 100% exactly due to rounding.  
SOURCE: Cuyahoga County Auditors.

Appendix A  
TABLE 3

**COMPARISON OF 1997 VALUATION Per DWELLING UNIT<sup>(a)</sup>**  
City of South Euclid and Surrounding Jurisdictions

COMMUNITY	Total Property Value/Unit
East Cleveland	\$12,077
Cleveland	\$23,963
Euclid	\$29,851
Cleveland Heights	\$30,673
South Euclid	\$37,297
University Heights	\$38,319
Mayfield Heights	\$41,300
Richmond Heights	\$48,779
Shaker Heights	\$48,934
Lyndhurst	\$51,973
Mayfield Village	\$107,019
Beachwood	\$122,739
Highland Heights	\$124,510
Pepper Pike	\$139,961
<b>COUNTY SUMMARY</b>	
Cuyahoga County	\$41,276
Cuyahoga County excluding Cleveland	\$51,490

<sup>(a)</sup> Derived by dividing the total real property valuation (residential, commercial and industrial) for the community by the 1990 dwelling units from the U.S. Census.

SOURCE: Prepared by D.B. Hartt, Inc.

**Appendix B**  
**RESIDENTIAL ASSESSMENT**  
**CRITERIA FOR SUB-AREA VALUE ASSIGNMENTS**

**This residential assessment was developed to provide an objective evaluation of the residential areas of South Euclid in order to determine how well the existing residential areas in South Euclid compare to communities where new homes are being constructed.**

**The following characteristics are representative of the features homebuyers are looking for when buying a home.**

- **Larger lots - for this survey, larger means a lot size greater than 8,000 square feet.**
- **Larger homes - for this survey, larger means a floor area greater than 1,400 square feet.**
- **Attached garage.**

**The assessment ranks areas according to these physical characteristics. Areas were evaluated based on a statistical sampling of property records at the County Auditors Office and verified by a review of aerial photography and/or "windshield" survey. The higher the number given, the more "competitive" the area.**

**Summary of Assigned Values**

<u><b>CRITERIA</b></u>	<u><b>Point value assigned</b></u>
<b>Lot Size:</b>	
• Majority of the lots were less than 6,000 sq. ft.:	1
• Majority of the lots ranged from 6,000 to 8,000 sq. ft.; OR a mixture of lot sizes was reported and, therefore, the average lot size was in this 6,000 to 8,000 sq. ft. range.	2
• Majority of the lots were greater than 8,000 sq. ft.:	3
<b>Dwelling Unit Living Area:</b>	
• Majority of the dwelling units were less than 1,200 sq. ft.	1
• Majority of the dwelling units ranged from 1,200 to 1,400 sq. ft.; OR a mixture of dwelling unit sizes was reported and therefore, the average dwelling unit size was in this 1,200 to 1,400 sq. ft. range.	2
• Majority of the dwelling units were greater than 1,400 sq. ft.	3

Summary of Assigned Values, *continued*

<b><u>CRITERIA</u></b>	<b><u>Point value assigned</u></b>
<b>Attached and Detached Garages:</b>	
• Majority of the parcels had a detached garage.	1
• Mixture of attached and detached garages was reported.	2
• Majority of the parcels had an attached garage.	3

**Table B-1** on the next page indicates the scores for each of the 49 sub-areas. Each sub-area was assigned a location number that corresponds to the numbered areas on Map B-1.

After totaling the scores for all three categories, average composite scores were determined. Using the average composite scores, Map B-2 was prepared to consolidate areas that received similar ratings. The Investment Target Areas are also shown on this map.

**Table B-1**  
**South Euclid Residential Area Assessment**

Sub Area	Lot Size	Living Area	Garage Att/Det	Total	Average	Sub Area	Lot Size	Living Area	Garage Att/Det	Total	Average
1	1	2	1	4	1.3	26	2	3	3	8	2.7
2	3	2	3	8	2.7	27	3	3	1	7	2.3
3	2	2	2	6	2	28	1	2	1	4	1.3
4	2	2	1	5	1.7	29	1	2	1	4	1.3
5	3	3	3	9	3	30	2	2	2	6	2
6	3	2	2	7	2.3	31	2	2	1	5	1.7
7	3	3	3	9	3	32	1	2	1	4	1.3
8	3	3	3	9	3	33	1	2	1	4	1.3
9	3	2	2	7	2.3	34	2	2	2	6	2
10	2	2	1	5	1.7	35	3	3	3	9	3
11	2	2	1	5	1.7	36	3	2	2	7	2.3
12	2	3	2	7	2.3	37	2	3	1	6	2
13	2	2	2	6	2	38	3	2	3	8	2.7
14	3	2	1	6	2	39	3	3	2	8	2.7
15	2	2	2	6	2	40	3	3	2	8	2.7
16	2	2	1	5	1.7	41	3	3	3	9	3
17	2	2	2	6	2	42	2	3	1	6	2
18	2	2	1	5	1.7	43	3	3	1	7	2.3
19	1	2	3	6	2	44	2	1	1	4	1.3
20	2	2	1	5	1.7	45	3	3	1	7	2.3
21	3	3	2	8	2.7	46	2	3	1	6	2
22	3	3	3	9	3	47	2	2	2	6	2
23	3	2	1	6	2	48	3	3	3	9	3
24	2	3	1	6	2	49	2	3	2	7	2.3
25	1	2	1	4	1.3						

**Legend:** (See previous page for a more detailed discussion of the score assigned to each criteria)

**Lot size:**

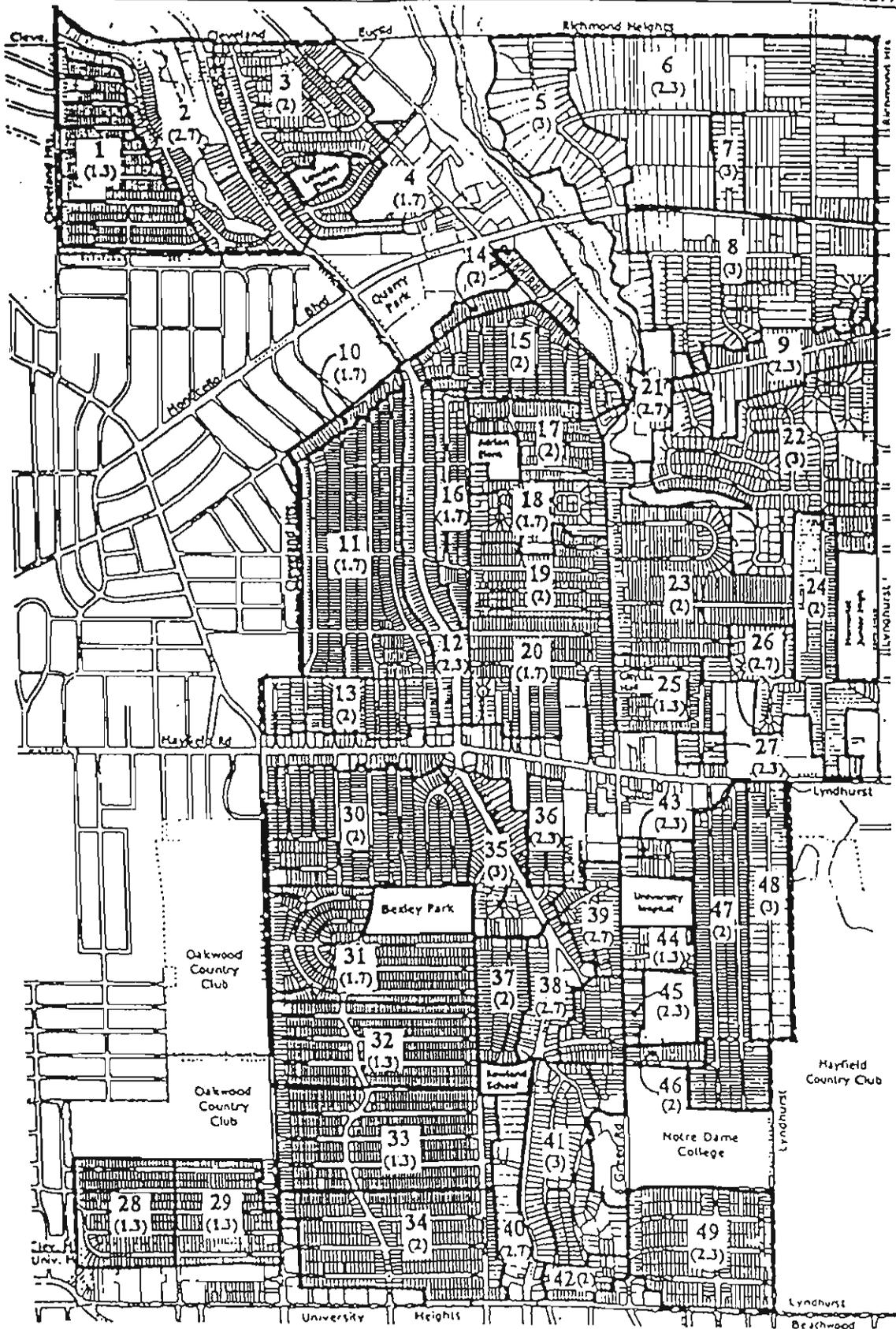
< 6,000 sq. ft. = 1 pt.  
6,000 - 8,000 sq. ft. = 2 pt.  
> 8,000 sq. ft. = 3 pt.

**Living area:**

< 1,200 sq. ft. = 1 pt.  
1,200 - 1,400 sq. ft. = 2 pt.  
> 1,400 sq. ft. = 3 pt.

**Garage:**

Detached = 1 pt.  
Mixture in area = 2 pt.  
Attached = 3 pt.

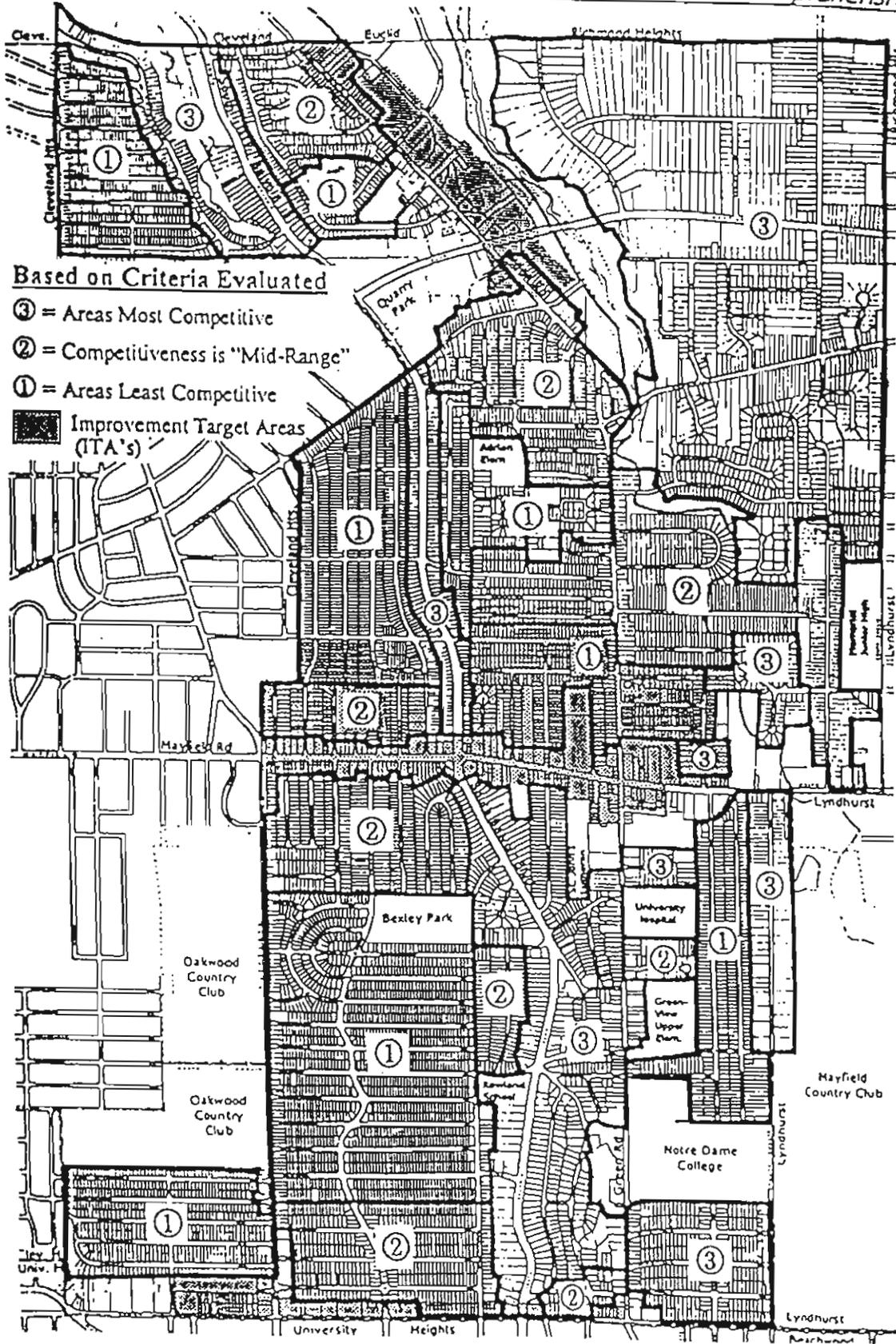


**RESIDENTIAL AREAS ASSESSMENT**

0 = Sub-area location number  
 (0.0) = Sub-area score  
 (Number values correspond with data recorded on Table B-1)



MAP B-1  
 SOUTH EUCLID  
 MASTER PLAN  
 February, 1999



Based on Criteria Evaluated

- ③ = Areas Most Competitive
- ② = Competitiveness is "Mid-Range"
- ① = Areas Least Competitive

■ Improvement Target Areas (ITAs)

COMPOSITE RESIDENTIAL ASSESSMENT



MAP B-2  
SOUTH EUCLID  
MASTER PLAN  
February, 1999

Appendix C  
PRIOR CITY IMPROVEMENT PROGRAMS

CITY OF SOUTH EUCLID, OHIO

RESOLUTION NO. 39-92  
INTRODUCED BY: Ungar  
REQUESTED BY: Mayor

July 13, 1992

RESOLUTION

A RESOLUTION ADOPTING AND APPROVING A PUBLIC IMPROVEMENT PLAN IN THE CEDAR ROAD IMPROVEMENT TARGET AREA WITHIN THE CITY OF SOUTH EUCLID, AND REQUESTING OF THE CUYAHOGA COUNTY COMMUNITY DEVELOPMENT DEPARTMENT PERMISSION TO PARTICIPATE IN THEIR "NEIGHBORHOOD BUSINESS DISTRICT REVITALIZATION PROGRAM" AND DECLARING AN EMERGENCY.

WHEREAS, it is the intention of the City of South Euclid, through its Administration and City Council, to encourage and facilitate improvements to the structures and properties of the existing Cedar-Green Shopping Area, Cedar-Center Shopping Center and other area buildings housing various businesses along Cedar road; and

WHEREAS, the City of South Euclid has prepared a public improvement plan for this Improvement Target Area, including Cedar-Green Shopping Area and Cedar-Center Shopping Center, which plan is attached hereto and incorporated herein as Exhibit "A."

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of South Euclid, County of Cuyahoga and State of Ohio:

Section 1. That the City of South Euclid does hereby adopt and approve the Public Improvement Plan (attached hereto as Exhibit "A") for the Cedar Road Improvement Target Areas within the City of South Euclid, and that the City further requests of its Cuyahoga County Community Development Department, approval of South Euclid's participation in the Neighborhood Business District Revitalization Program.

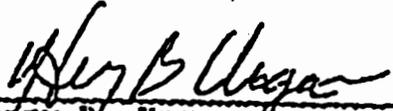
Section 2. That it is found and determined that all formal actions of this Council concerning and relating to the adoption of this Resolution were adopted in an open meeting of this Council, and that all deliberations of this Council that resulted in such formal action were in meetings open to the public, in compliance with all legal requirements, including Section 121.22 of the Ohio Revised Code.

Section 3 That this Resolution is deemed to be an emergency measure necessary for the immediate preservation of the public peace, health and safety and for the further reason that a vital function of the Municipal Government is affected hereby. Wherefore, this Resolution shall take effect upon passage and approval.

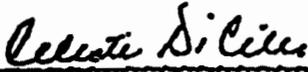
Res. 39-92, Page 2

July 13, 1992

Passed this 27th day of July, 1992.

  
Henry B. Ungar  
President of Council

Attest:

  
Celeste DiCillo  
Clerk of Council

Approved:

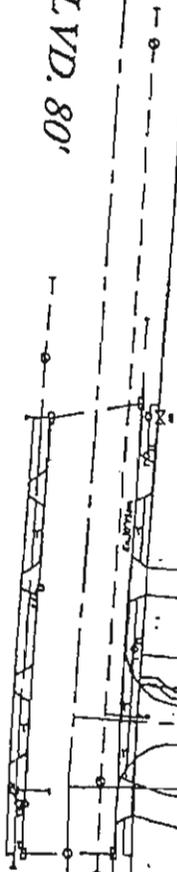
  
John T. Kocevar, Mayor

Approved as to form:

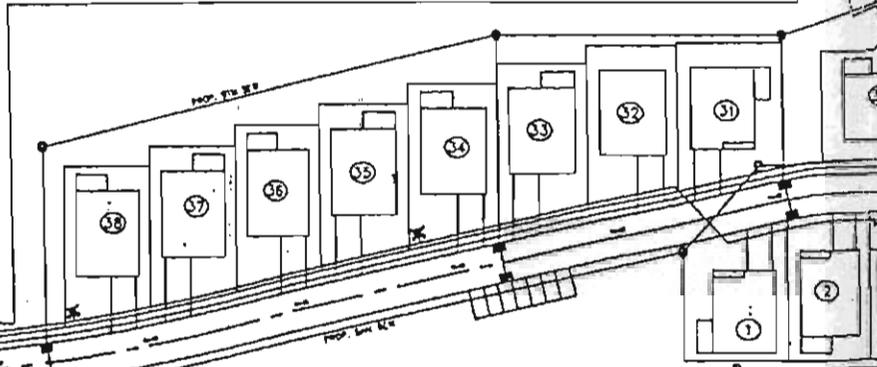
  
Robert R. DeMarco  
Director of Law

TREBISKY ROAD 60'

MONTICELLO BLVD. 80'



MONTICELLO PLACE



DONALD AVE.

RELOCATED ANTHONY ST. 50'

GERALDINE AVE.



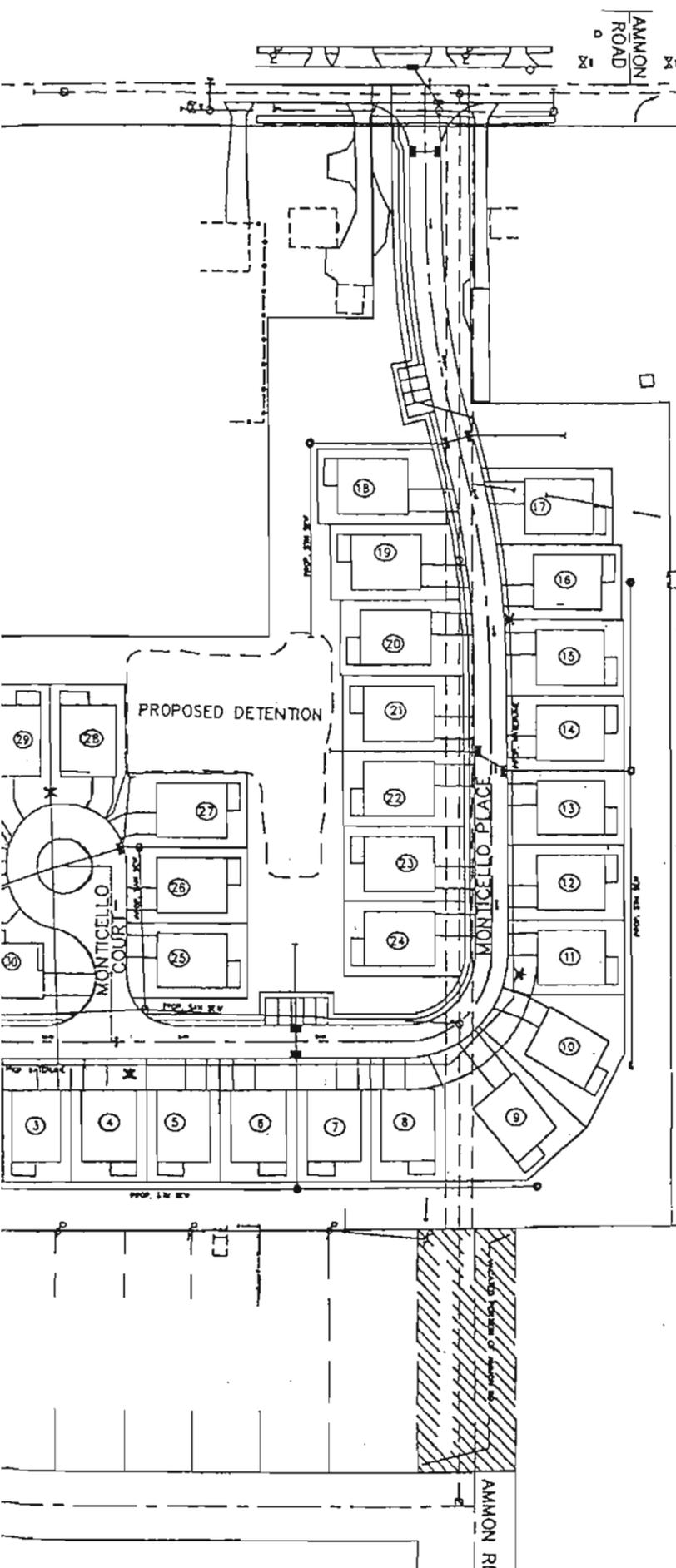
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MON

CITY OF SOUTH P



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 14549 WEST RIDGE DRIVE  
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 PH: (440) 338-3179

CITY OF SOUTH EUCLID  
 ORIGINAL LOT NO. 68 TRACT NO. 6

CITY OF RICHMOND HEIGHTS  
 ORIGINAL LOT NO. 35 TRACT NO. 5

**MONTICELLO COURT**  
**PRELIMINARY**  
 EUCLID -- CUYAHOGA COUNTY -- OHIO

DATE: APR 15, 2001  
 SCALE: HOR. AS SHOWN  
 VERT. AS SHOWN  
 FILENAME: DRS/2001M-11417  
 CH'D BY: \_\_\_\_\_  
 F.B. No. \_\_\_\_\_

**PRELIMINARY SITE PLAN**

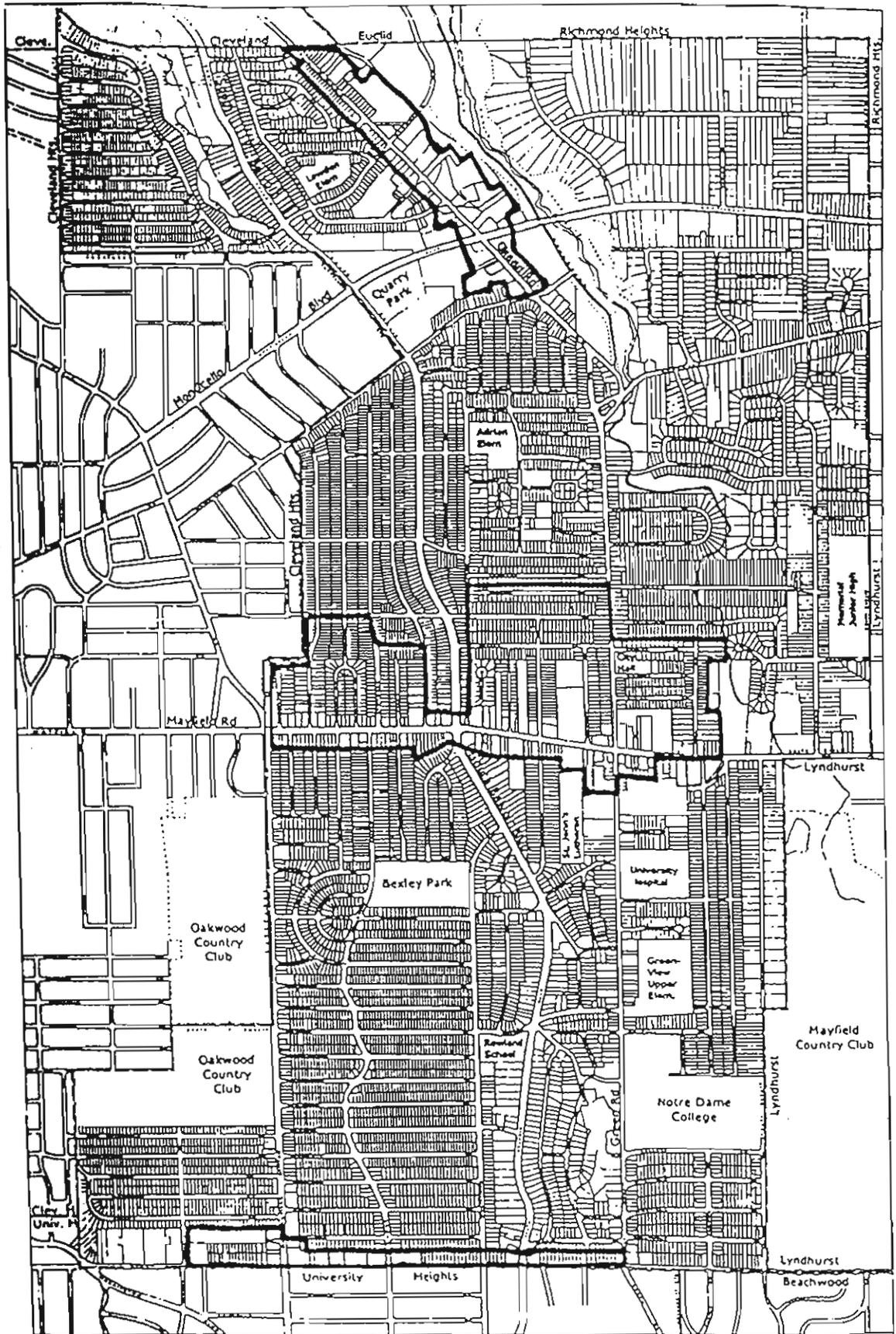
SHEET	OF
1	1
CONTRACT No. _____	

**CITY OF SOUTH EUCLID  
PUBLIC IMPROVEMENT PLAN**

The City of South Euclid has identified the revitalization of the Cedar-Green Shopping area and Cedar Center Shopping Center as a major priority in its 1992-1993 year public improvement plan.

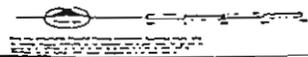
In order to obtain this goal, the following objectives have been established:

- I. To use NBDK funds for assistance in rehabilitating existing commercial structures recently identified by age and condition in the 1991 County Planning Commission Improvement Target Area survey.
- II. To provide professional engineering and design service to improve existing off street parking areas including landscape planning.
- III. To participate in the revitalization by completing the following projects in the Cedar Road ITA:
  1. Reconstruct the existing front parking lot at Cedar Center Shopping Center including pavement, curbs, guard rail and landscaping, using City funds.
  2. Assist in the planning and reconstruction of the rear Cedar Center Shopping Center by providing engineering services and assist in obtaining financing for the property owners.
  3. Assist the Cedar-Green Shopping Area by providing engineering services to redevelop the front parking lot area.
  4. Participate with University Heights, Cuyahoga County Engineer and the Federal Government in a joint program to improve the Cedar Road right-of-way including new storm and sanitary sewer, pavement, curbs, sidewalks, from the west corporate line to Green Road. Project will also address widening Cedar Road from Fenwick Road to Warrensville Center Road and include improvements to traffic control systems.



**IMPROVEMENT TARGET AREAS**  
 Source: Cuyahoga County Planning Commission (1991)

**SOUTH EUCLID  
 MASTER PLAN**



CITY OF SOUTH EUCLID, OHIO

RESOLUTION NO. 76-92  
INTRODUCED BY: Ungar  
REQUESTED BY: Mayor

November 9, 1992

RESOLUTION

A RESOLUTION ADOPTING AND APPROVING A PUBLIC IMPROVEMENT PLAN IN THE MAYFIELD ROAD IMPROVEMENT TARGET AREA WITHIN THE CITY OF SOUTH EUCLID, AND REQUESTING OF THE CUYAHOGA COUNTY COMMUNITY DEVELOPMENT DEPARTMENT PERMISSION TO PARTICIPATE IN THEIR "NEIGHBORHOOD BUSINESS DISTRICT REVITALIZATION PROGRAM" AND DECLARING AN EMERGENCY.

WHEREAS, it is the intention of the City of South Euclid, through its Administration and City Council, to encourage and facilitate improvements to the structures and properties of the existing Mayfield Road Commercial District and other area buildings housing various businesses along Mayfield Road; and

WHEREAS, the City of South Euclid has prepared a public improvement plan for this Improvement Target Area, which plan is attached hereto and incorporated herein as Exhibit "A."

NOT, THEREFORE, BE IT RESOLVED by the Council of the City of South Euclid, County of Cuyahoga and State of Ohio:

Section 1. That the City of South Euclid does hereby adopt and approve the Public Improvement Plan (attached hereto as Exhibit "A") for the Mayfield Road Commercial District Improvement Area within the City of South Euclid, and that the City further requests of its Cuyahoga County Community Development Department, approval of South Euclid's participation in the Neighborhood Business District Revitalization Program.

Section 2. It is found and determined that all formal actions of this Council concerning and relating to the adoption of this Resolution were adopted in an open meeting of this Council, and that all deliberations of this Council that resulted in such formal action were in meetings open to the public, in compliance with all legal requirements, including Section 121.22 of the Ohio Revised Code.

Section 3. That this Resolution is deemed to be an emergency measure necessary for the immediate preservation of the public peace, health and safety and for the further reason that a vital function of the municipal government is affected hereby. Wherefore, this Resolution shall take effect upon passage and approval.

Passed this 9th day of November, 1992.

  
Henry B. Ungar  
President of Council

**CITY OF SOUTH EUCLID  
PUBLIC IMPROVEMENT PLAN**

The City of South Euclid has identified the revitalization of the Mayfield Road commercial district as a major priority in its 1992-1993 public improvement plan.

In order to obtain this goal, the following objectives have been established:

- I. To use NBDK funds for assistance in rehabilitating existing commercial structures recently identified by age and condition in the 1991 County Planning Commission Improvement Target Area survey.
- II. To resurface City-owned public parking lots located in the Mayfield/Green area.
- III. Participate with the State of Ohio and the Federal Government in a joint program to improve the Mayfield Road right-of-way the entire length of the City including new storm and sanitary sewers, pavement, curbs and improvements to traffic control systems.
- IV. New streetscape including trees, planting bushes, etc., at the Mayfield/Green Shopping District.

**Appendix D**  
**SUMMARY OF STEPS CONDUCTED IN THE PREPARATION OF THIS PLAN**

**June/July 1998** Initial background/research conducted by D.B. Hartt, Inc:

1. Reviewed pertinent background information: housing/ demographic data and trends; past studies; zoning regulations; material compiled by and for the First Suburbs Consortium.
2. Toured the City to understand existing land uses and characteristics.
3. Conducted conversational interviews with representatives of the administration, Council, Planning Commission and consultants.
4. Compiled the following "issues and options paper" for initial discussion with the Planning Commission and Council.

**July 23, 1998** Meeting with Planning Commission to:

1. Summarize key data and factors that may influence the Comprehensive Plan.
2. Review current City policies as compiled from existing reports/studies or the interviews.
3. Present initial observations, range of options to consider, and "first cut" policies and strategies which have emerged to date.
4. Initiate discussion to:
  - Identify key issues and issue areas
  - Formulate objectives
  - Identify policies to address issues
5. Identify additional information needed to aid further discussions.

**Aug. 27, 1998** Joint meeting with Planning Commission and City Council to:

1. Present supplemental information/findings based on July 23<sup>rd</sup> discussion with Planning Commission.
2. Review observations and the range of options presented on July 23<sup>rd</sup> and supplemented since.