

# TURNEY ROAD TOD STUDY

A TRANSIT-ORIENTED  
DEVELOPMENT ANALYSIS

**CB** | Cuyahoga  
COUNTY PLANNING  
Commission

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# ACKNOWLEDGMENTS

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## OUR VISION

Inspiring all of our communities to thrive.

## OUR MISSION

To advance Cuyahoga County's social, economic, and environmental health through equitable community planning.



Cuyahoga  
COUNTY PLANNING  
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## SECTION 1 INTRODUCTION

Public transit systems are a critical part of the American transportation network—which continue to shape and influence the urban landscape as we know it today. Development focused around the physical transportation needs of communities is not necessarily a new concept, however growing preference and lifestyle shifts have rapidly expedited the concept of Transit-Oriented Development (TOD) across the United States.

TOD as defined by the Federal Transit Administration (FTA), includes "a mix of commercial, residential, office, and entertainment centered around or located near a transit station. Dense, walkable, mixed-use development near transit attracts people

and adds to vibrant, connected communities." The policies and implementation strategies surrounding TOD can vary depending on numerous factors—such as location, land use patterns, community character, and architectural style—however, its core elements remain the same for creating vibrant, connected communities: density, a mix of uses, walkable design, and transit-focused development.

Turney Road in the Cities of Garfield Heights and Cleveland is a major regional corridor with significant transit access. With TOD supportive policies and development, this corridor can become a regional asset and transit-friendly downtown for Garfield Heights.



## KEY COMPONENTS OF TOD

While the overall implementation and intensity of Transit-Oriented Development practices may differ between communities, the core attributes of TOD remain the same. As discussed below, there are four (4) key components that contribute to successful development located along transit lines and are common considerations when creating TOD policies.



By increasing development density along transit lines, where employment and residential populations are already high, more destinations become accessible to more people via transit.



Mixing uses in close proximity to each other promotes concentrations of activity around transit—creating vibrant destinations in which people can accomplish multiple tasks in one place.



Well-designed development creates enjoyable destinations, encourages walking, and reduces the need for multiple vehicle trips through attractive storefronts, buildings up to the street, and a deemphasis on parking lots.



Development along transit lines reduces the need for automobiles because access via transit or on foot is readily available and are emphasized as the travel modes of choice.

# BENEFITS & POTENTIAL BARRIERS TO TOD

Cities are constantly changing, growing, and adapting to current events, while also trying to predict how trends will impact future decisions. The built form—how and where buildings are built and oriented to the street—is an essential infrastructure component for Transit-Oriented Development. TOD offers a combination of solutions that seek to improve the built form in ways that encourage compact development, walking, and public transit use.

Not unlike other regions in the United States, NE Ohio's transportation networks and development patterns are largely the result of outward sprawl and an ever-increasing burden on existing infrastructure. Additionally, with the COVID-19 pandemic and recent spikes in inflation, the average cost of living has risen—forcing communities to be creative and rethink their own economic development strategies.

TOD has an abundance of community benefits to offer residents—such as strengthened pedestrian networks, improved public and environmental health, and desirable land use patterns. However, in order for TOD to be successful, two of the largest barriers to overcome include: 1) TOD supportive zoning regulations; and 2) community buy-in.



## TOD SUPPORTIVE ZONING REGULATIONS

Without the appropriate zoning in place to support TOD projects, applicants may be required to pursue lengthy permitting processes, variance requests, public hearings, or similar formalities before a project can officially move forward—potentially deterring investors. It is important that communities are prepared to support TOD by including such provisions as:

- Height guidelines that support a mix of uses and higher densities;
- Shallower setbacks that bring front doors up to the sidewalk;
- Active first-floors and storefronts that create an engaging atmosphere;
- Reduced parking requirements that prioritize walking; and
- Lot coverage guidelines that support higher-density development.



## COMMUNITY BUY-IN

Even if a TOD project has the funds and necessary regulations in place to begin construction, a project may still be unsuccessful if it does not have the support of residents or other key stakeholders. A critical first step towards the successful implementation of TOD is to educate residents and stakeholders, and build support around the bigger picture—creating a high-quality of life through a combination of development and transportation options that are safe, efficient, and accessible for everyone.



## COMMON BENEFITS OF TOD

### REDUCES SOCIAL INEQUITIES

Housing as part of mixed-use TOD supports a variety of income levels that makes it possible for residents to live within walking distance of basic services and jobs—increasing economic productivity by concentrating transit, homes, jobs, goods, and services in close proximity to each other.

### IMPROVES COMMUNITY HEALTH AND QUALITY OF LIFE OF RESIDENTS

Walkable communities activate public spaces, create opportunities for social interactions, and foster active transportation options that are shown to support mental, emotional, and physical well-being.

### IMPROVES ROAD SAFETY AND EFFICIENCY

TOD focuses on active infrastructure that de-emphasizes vehicles and prioritizes non-motorized traffic—creating a compact built form that maximizes the use of public spaces.

### MINIMIZES ENVIRONMENTAL IMPACTS

The compact nature of TOD reduces the amount of time and distance needed to travel to and from a destination—preventing sprawl, protecting natural spaces, and limiting greenhouse gas (GHG) emissions. Reducing greenhouse gas emissions is also critical for improving air quality and addressing climate change.

## POTENTIAL BARRIERS TO TOD

### REGULATORY BARRIERS, ZONING, AND PERMITTING PROCESSES

Community zoning codes that are outdated and largely un-supportive of TOD can be one of the largest obstacles to overcome—potentially requiring a spectrum of permits, variances, or similar processes—often stopping a project before it even begins.

### LACK OF PUBLIC ENGAGEMENT AND COMMUNITY BUY-IN

TOD is still a relatively new concept for many communities and building support is critical for its success—buy-in from both residents and developers will be imperative to making TOD projects feasible.

### MARKET FORCES DO NOT ALIGN OR ARE NOT READY FOR TOD

Due to certain economic forces—such as below market rents and sales prices—TOD may not be financially viable without supplemental public assistance.

### MISSED OPPORTUNITIES FOR LAND ACQUISITION OR ASSEMBLAGE

As land becomes available within targeted TOD zones, it is important to have a plan in place for acquisition to attract TOD and incentivize developers—any missed opportunities could take decades to become available on the market again.



# CURRENT STATE OF TOD IN OUR REGION

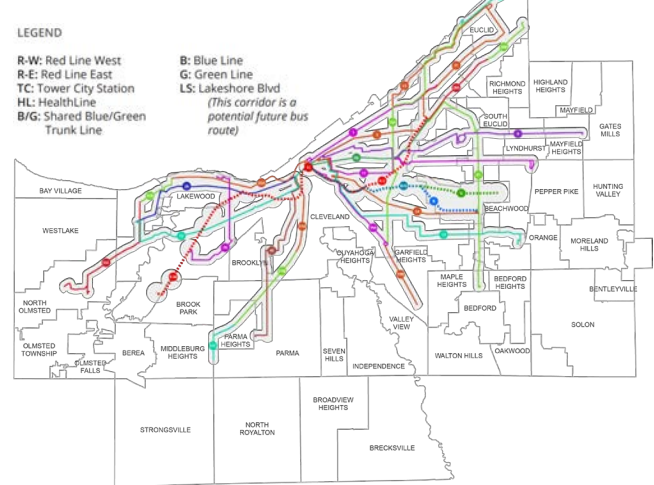


Encouraging Transit-Oriented Development (TOD) in Cuyahoga County has become an important strategy for addressing sprawl. In recent years, there have been numerous studies across a variety of agencies that have outlined guidelines for TOD, best practices surrounding TOD, and identified where TOD could have the largest impact. Some of these key studies include:

- *TOD Guidelines (GCRTA, 2007)*
- *TOD Best Practices (GCRTA, 2007)*
- *Regional TOD Scorecard & Implementation Plan (NOACA, GCRTA, Cleveland Neighborhood Progress, 2016)*
- *Priority Corridors Update (GCRTA, 2020)*
- *25 Connects (GCRTA, City of Cleveland, 2021)*

Most recently, the Cuyahoga County Planning Commission and GCRTA have partnered with local communities and regional entities on a Transit-Oriented Development Zoning Study. This effort builds upon existing knowledge and previous work to expand TOD efforts throughout Cuyahoga County, while providing a robust understanding of TOD land uses and zoning policies across multiple communities. The study identified 22 key frequent transit corridors that run through some of the densest portions of Cuyahoga County—especially those areas adjacent to GCRTA priority routes and that have higher concentrations of populations relying on public transit—and touched 26 of Cuyahoga County's 59 communities.

## TOD CORRIDORS & WALKSHEDS



As part of the Transit-Oriented Development Zoning Study, buffers were added around the 22 selected corridors—1/4 mile buffer around each bus stop and a 1/2 mile around each train station—creating TOD walksheds. These walksheds accounted for:

- 54,946 acres—approximately 18.7% of Cuyahoga County's total land area;
- 35% of the County's total population;
- 47% of the County's non-white population;
- 54% of the County's population living below the poverty threshold;
- 56% of households in the County that do not have access to a personal vehicle; and
- 29% of all jobs located within the County.

Despite having frequent transit along these corridors, the most prominent land use throughout their respective walksheds is single-family residential—which accounts for nearly 43% of land alone. Additionally, zoning is also largely dominated by single-family related districts—accounting for 54% of all land within the TOD walksheds. This immense collection of lower-density, single-family



uses is not traditionally conducive for TOD. Only two of the reviewed corridors devoted more than 50% of their walkshed to transit-supportive zoning categories such as commercial, mixed-use, and multi-family.

## TOD & GARFIELD HEIGHTS

The City of Garfield Heights, specifically Turney Road, was one of the 22 transit corridors analyzed as part of the Transit-Oriented Development Zoning Study. As a result of the study, it was determined that Garfield Heights' current zoning regulations are not supportive of TOD along Turney Road based on the following five criteria:

- 1) **Mixed-Use:** only one zoning district (U-3) on Turney Road allows commercial, office, and residential units to mix within the same building or on the same lot;
- 2) **Front Setbacks:** there are currently no zoning districts that permit low or no setbacks on Turney Road to support an engaging pedestrian experience (<15 feet);
- 3) **Building Height:** two zoning districts (U-3 &

U-11B) allow buildings to be tall enough to support a dense, walkable place (>36 feet or 3 stories);

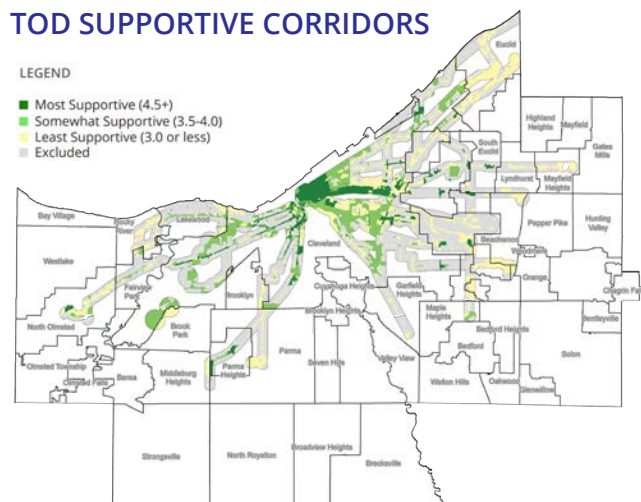
4) **Lot Coverage:** there currently are not any regulations supporting dense development (>60% lot coverage); and

5) **Parking Requirements:** current parking minimums are too high to promote a safe, walkable environment, or encourage the use of public transit.

Based on these findings, Turney Road in Garfield Heights had scores among the "least supportive" TOD ranking. While Turney Road did not meet a variety of criteria established by the study, the corridor still remains an untapped TOD opportunity that could bring about lasting change, not only to the City of Garfield Heights, but the region.

Turney Road is a corridor with the frequent transit service necessary to support TOD, higher-density development, and a transit-dependent population that relies on frequent service. Additionally, Turney Road is also a Greater Cleveland Regional Transit Authority (GCRTA) Priority Corridor—key corridors identified by GCRTA as part of their 2020 Strategic Plan as having a level of significance throughout the larger network. This further elevates Turney Road as a prominent location for TOD supportive enhancements and high-quality transit.

## TOD SUPPORTIVE CORRIDORS



# TURNEY ROAD: THE HEART OF A COMMUNITY



Nearly six miles in length, Turney Road runs through four individual communities—the Cities of Cleveland, Garfield Heights, Maple Heights, and Bedford—with a northern terminus at Warner Road in the City of Cleveland and a southern terminus at W. Grace Street in the City of Bedford.

The existing land uses that front Turney Road are largely dominated by single-family residential homes with pockets of commercial and institutional uses—the majority being located in Garfield Heights between Garfield Boulevard and Granger Road. Additionally, the corridor's daily traffic volumes vary and can range between approximately 6,000 AADT to over 20,000 AADT, with the majority of heavier traffic being concentrated near I-480 and Antenucci Boulevard in Garfield Heights—making Turney Road a critical connection for the region.

Turney Road through the City of Garfield Heights is of particular importance—especially between Garfield Boulevard and McCracken Road. Largely acting as the city's downtown core, this area not only offers a variety of community amenities, it also contains numerous commercial retail destinations, institutional uses, and access to regional park amenities—making it a central hub for activities.

Lastly, Turney Road is an important transit corridor that provides direct access to regional job hubs and Downtown Cleveland—making it a good candidate to support more robust Transit-Oriented Development (TOD). Building up TOD around Turney Road can help encourage:

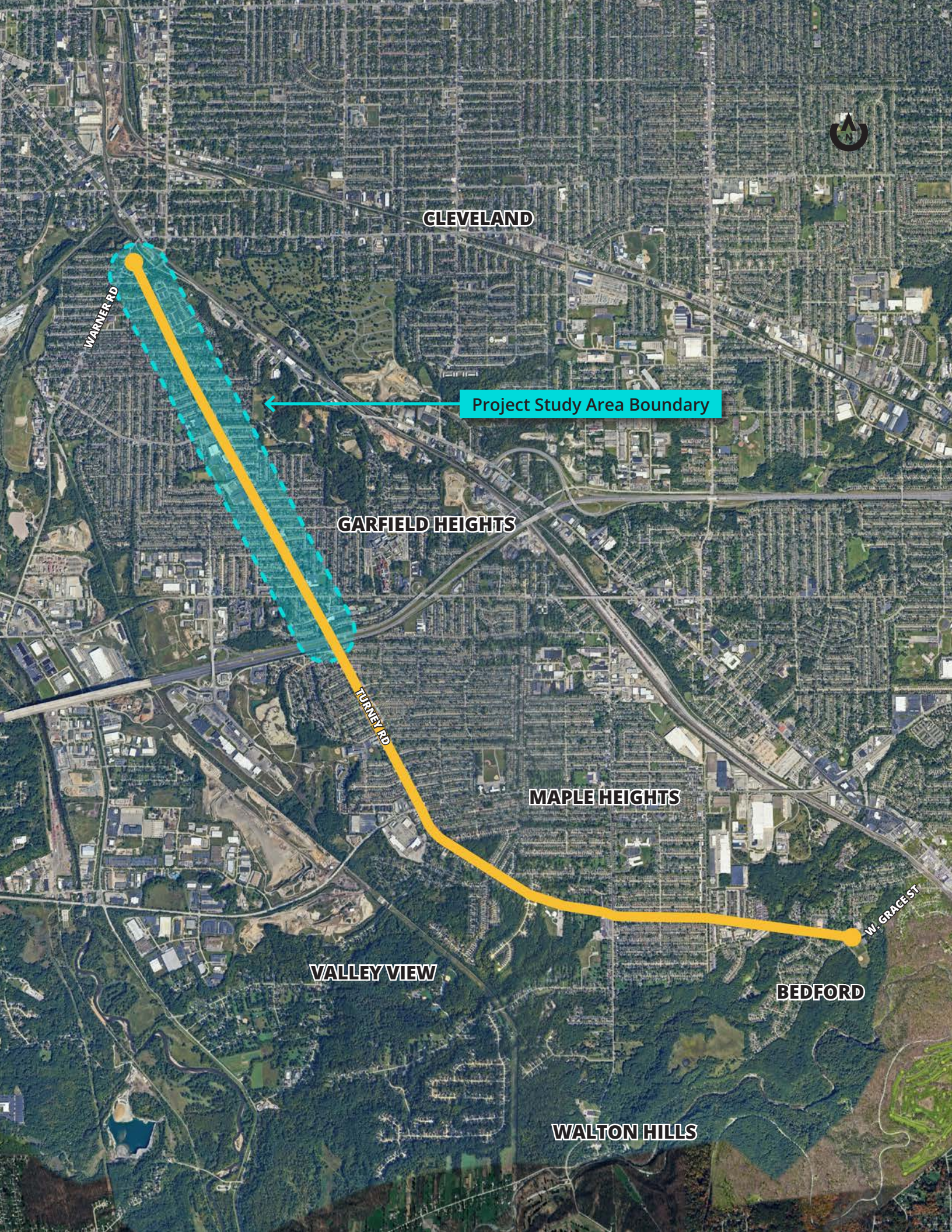
- New economic investments and infill commercial vacancies
- Redevelopment that integrates new housing options on transit routes
- Active transportation that elevates walking, biking, and transit as travel modes of choice

Overall, Turney Road has immense potential to be a TOD corridor that is easily accessible to thousands of residents in the immediate area, as well as, to support redevelopment to make the corridor a prominent regional destination.



*Sources: Google Earth; County Planning*





**CLEVELAND**

**WARNER RD**

**Project Study Area Boundary**

**GARFIELD HEIGHTS**

**TURNER RD**

**MAPLE HEIGHTS**

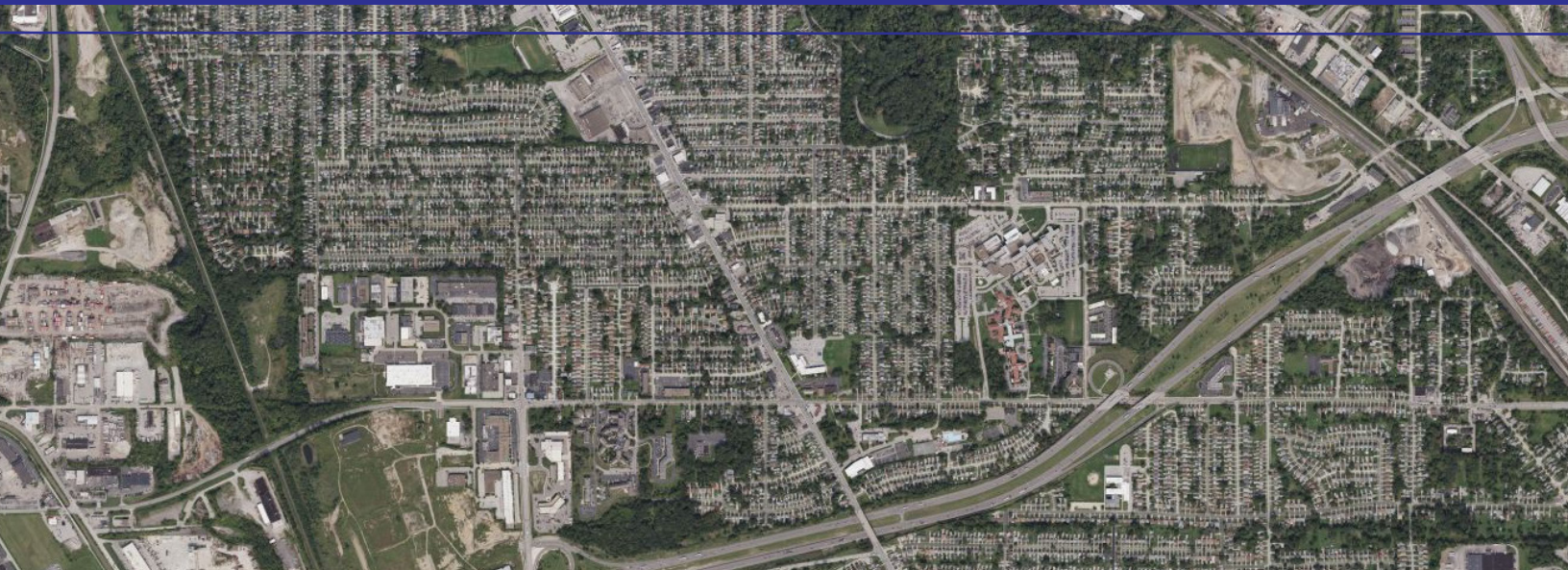
**VALLEY VIEW**

**W. GRACE ST**

**BEDFORD**

**WALTON HILLS**





## SECTION 2

# CORRIDOR PROFILES

The Turney Road study area contains a combination of land uses that emphasize community amenities and public institutions. The Corridor Profiles section considered these and other factors to better understand the current conditions, challenges, and opportunities available for a more transit-oriented community along Turney Road—which were analyzed across four profiles:

- **Transportation & Infrastructure Profile:** provides an understanding of existing transit and transportation infrastructure, as well as the physical roadway configurations that facilitate the movements of various modes of travel;
- **Built Form & Land Use Profile:** provides an understanding of the corridor's existing character and design, as well as property values and recent financial investments;
- **Business & Economic Profile:** provides an understanding of the economic vitality of the market area and spending trends of consumers; and
- **Housing Market Profile:** provides an understanding of housing and construction trends in the City of Garfield Heights and how those compare to Cuyahoga County as a whole.



GCRTA BUS TURNAROUND



CITY OF CLEVELAND  
CITY OF GARFIELD HEIGHTS

TURNEYTOWN



GRAND DIVISION AVENUE



DUNKIN' DONUTS



CUYAHOGA COUNTY PUBLIC LIBRARY



LEGEND



Study Area Boundary



# CORRIDOR PROFILES KEY TAKEAWAYS



## THE MAJORITY OF TURNEY ROAD'S MOST VALUABLE LAND IS OCCUPIED BY INSTITUTIONAL USES

Within the Turney Road study area, there are currently 11 properties valued over \$1 Million—six of which are occupied by institutional uses. The top three most valuable properties include: 1) the Garfield Heights High School Campus (\$21,725,400, Institutional); 2) Cuyahoga County Public Library (\$8,928,300, Institutional); and 3) Turneytown (\$8,147,000, Commercial/Retail).



## TURNEY ROAD IS WIDE FOR A COMMUNITY MAIN STREET AND IS OFTEN CONFIGURED WITH FOUR TO FIVE TRAVEL LANES

Turney Road through Garfield Heights ranges from 44 feet wide with four, 11 foot travel lanes to 50 feet wide with five, 10 foot travel lanes. While Turney Road through the City of Cleveland averages 30 feet wide with two, 15 foot travel lanes. The infrastructure currently in place is excessive—essentially forcing the maintenance of overbuilt infrastructure.



## DESPITE ITS WIDE PAVEMENT WIDTHS, TURNEY ROAD HAS VERY LOW TRAFFIC COUNTS—LESS THAN 7,000 VEHICLES PER DAY (VPD) IN MANY CASES

Wider roadways with traffic volumes less than 15,000 VPD tend to have excess capacity and provide opportunities for potential infrastructure improvements such as road diets or other traffic calming measures. Turney Road sees its highest traffic volumes near I-480 (20,199 VPD) south of McCracken Avenue, while the rest of Turney Road north of McCracken Avenue sees well under 10,000 VPD.



## DESPITE HAVING ABOUT 2,844 PARKING SPACES, TURNEY ROAD DOES NOT HAVE ANY PUBLIC PARKING

Turney Road has numerous businesses, shopping plazas, and even residential properties with parking lots. However, these are all private and/or reserved for tenants and business patrons only. There are currently no public parking areas other than several one hour on-street parking spaces on Turney Road near Garfield Boulevard and Robinson Avenue.





### HOUSEHOLD WEALTH AND SPENDING POWER IS EXPECTED TO INCREASE OVER THE NEXT FIVE YEARS WITHIN THE TURNEY ROAD MARKET AREA



Within the Turney Road market area, median household incomes and per capita incomes are both expected to increase—with median household income growing by \$7,000 from \$41,643 in 2023 to \$48,643 in 2028 (+16.8%). Additionally, households earning more than \$100,000 are also expected to increase from 15.9% of households in the market area in 2023 to 18.8% of households in 2028.



### TURNEY ROAD HAS A LOW CONCENTRATION OF RESTAURANTS, WHICH HAVE BEEN IDENTIFIED AS ONE OF THE MOST DESIRED USES ON THE CORRIDOR



A void analysis from ESRI was used to analyze the market area (5 minute drive) to detect voids and gaps in specific businesses and services compared to the larger comparison area (1 mile buffer). Within the Market Area, there are currently 21 restaurants, however, 26 restaurants would be expected based on the void analysis. As a result of Garfield Heights recent Master Plan and stakeholder survey, restaurants are one of the most desired uses on Turney Road.



### THE CITY OF GARFIELD HEIGHTS HAS SEEN VIRTUALLY NO NEW HOUSING CONSTRUCTION SINCE 2007



While a substantial number of single-family homes were permitted in the early 2000s, there have been just three single-family homes permitted since 2007 and there have been no multi-family units permitted. Comparatively, the construction of multi-family units has recently spiked across Cuyahoga County as a whole—with 623 units being permitted in 2022. This is the highest number of permitted multi-family units since 2000.



### GARFIELD HEIGHTS' MEDIAN SALES PRICE HAS GROWN +113% SINCE 2012—A FASTER INCREASE THAN ALL SUBURBS AND THE COUNTY AS A WHOLE



Between 2012 and 2022, Garfield Heights' median sales price has grown \$61,000, or 113%. Comparatively, all suburbs have increased by 61% and Cuyahoga County as a whole has increased 51%. This rapid increase in home sales prices indicates an improving housing market, stronger demand, and points toward potential need for new housing if demand continues to rise.

# TRANSPORTATION & INFRASTRUCTURE PROFILE

## TRANSIT AVAILABILITY & ACCESS

The study area includes approximately 2.25 linear miles along Turney Road and provides direct access to three (3) Greater Cleveland Regional Transit Authority (GCRTA) bus routes—the 19A, 18, and 90. Other routes within or adjacent to the study area include the 48, 19, and 19B. Within the study area there are 51 GCRTA bus stops—of which eight (8) have shelters.

The 19A route is part of the overall 19-19A-19B route that provides service between Downtown Cleveland, Tri-C's Eastern Campus in the Village of Highland Hills, and the Southgate Transit Center in the City of Maple Heights. Riders of this route have access to numerous education institutions, major employers, and regional destinations—including John F. Kennedy High School;

Garfield Heights High School; Tri-C Eastern Campus; University Hospitals Ahuja Medical Center; Bedford Medical Center; and the Jack Thistledown Racino.

There are also three (3) major transit centers located along this route as well: Southgate Transit Center in Maple Heights; Tower City Rapid Station in Downtown Cleveland; and the Tri-C Campus District Rapid Station in the City of Cleveland.

The 18 route provides service between West Boulevard-Cudell Rapid Station in the City of Cleveland to Marymount Hospital in Garfield Heights. Riders have access to a number of popular destinations—including Metrohealth's Main Campus, Steelyard Commons, Slavic Village, Garfield Heights High School, and Cleveland Clinic's Marymount Hospital. West Boulevard-Cudell Rapid Station in the City of Cleveland is this route's only major transit center.

The 90 route provides service between Downtown Cleveland and the Summit County Line in the Village of Oakwood. Riders of this route have access to several major medical facilities, educational institutions, and other transportation connections—including the Greyhound Bus Station in the City of Cleveland, Cleveland State University, St. Vincent Charity Medical Center, Tri-C's Metropolitan Campus, Maple Heights High School, and Bedford High School. There are also two (2) major transit centers located along this route as well: Southgate Transit Center in Maple Heights; and the Tower City Rapid Station in Downtown Cleveland.

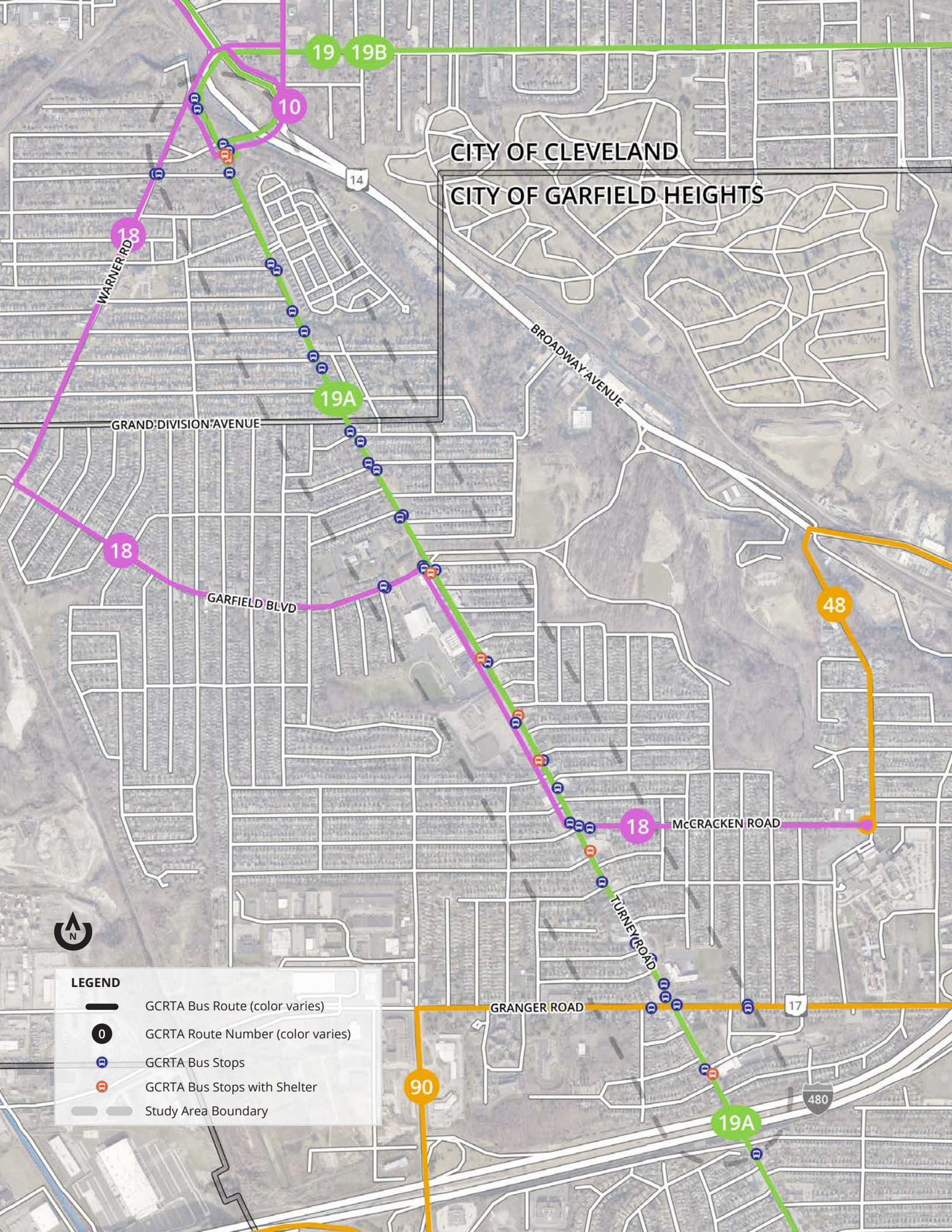


GCRTA BUS ROUTE	AVERAGE WEEKADAY FREQUENCY*
18	60 minutes
19-19A-19B	30 minutes on Turney Road, SR 43/Miles Avenue
48	15 minutes on Broadway Avenue (north of project terminus)
90	30 minutes

\*The above route frequencies are based on typical times riders can expect to wait for midday service. Route frequency can vary depending on time or day of week.

Sources: Cuyahoga County; Greater Cleveland Regional Transit Authority (GCRTA)





CITY OF CLEVELAND

CITY OF GARFIELD HEIGHTS

BROADWAY AVENUE

GRAND DIVISION AVENUE

GARFIELD BLVD

MCCRACKEN ROAD

GRANGER ROAD

TURNER ROAD

LEGEND

- GCRTA Bus Route (color varies)
- GCRTA Route Number (color varies)
- GCRTA Bus Stops
- GCRTA Bus Stops with Shelter
- Study Area Boundary



# TRANSPORTATION & INFRASTRUCTURE PROFILE

## TRAFFIC COUNTS (AADT)

The counting of vehicles provides insights to the movement of people within an existing roadway network—which is important for analyzing infrastructure improvements, measuring congestion and safety, and demonstrating project need. Average Annual Daily Traffic (AADT) is a fundamental metric for understanding total traffic volumes during a one year time frame. AADT can be expressed as the average daily traffic on a roadway link for all days of the week during a time frame of one year—typically expressed in vehicles per day (VPD). The AADT map seen on the next page was created using ODOT Transportation Information Mapping System (TIMS) traffic count segment data within the study area.

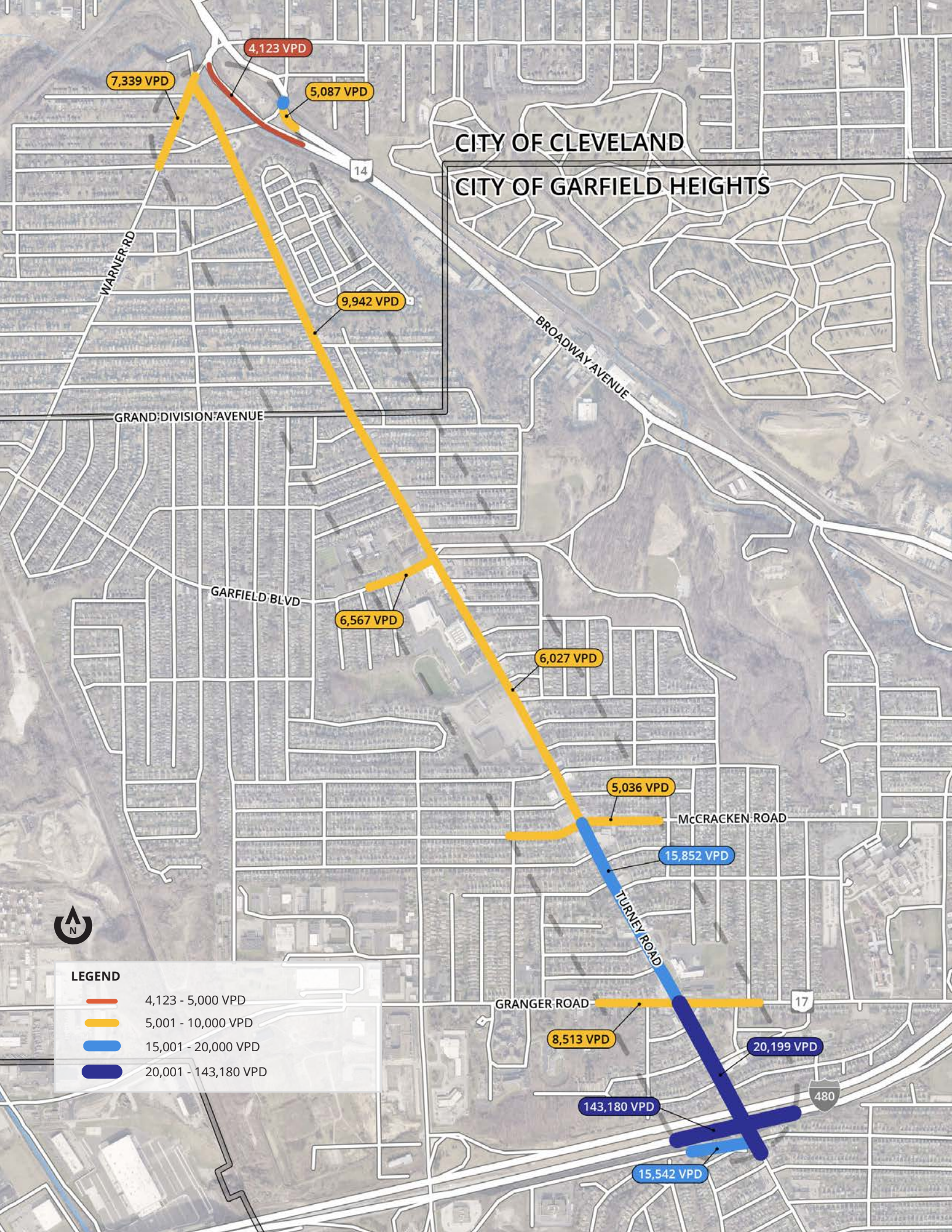
Turney Road sees its highest traffic volumes between I-480 and Granger Road (20,199 VPD), and between Granger Road and McCracken Boulevard (15,852 VPD). The next highest traffic volumes are found between Garfield Boulevard and the northern terminus of the study area near Ella Avenue (9,942 VPD) in Cleveland, and between Garfield Boulevard and McCracken Avenue (6,027 VPD).

In general, wider roadways with traffic volumes less than 15,000 VPD tend to have excess capacity and provide opportunities for potential infrastructure improvements such as road diets or other traffic calming measures. A road diet, or roadway reconfiguration, can help improve safety and calm traffic by reallocating drive lanes for other uses. Road re-striping, lane width reductions, crossing medians, and bike lanes are all examples of road diets.

There are numerous instances within the Turney Road study area where infrastructure is overbuilt and roadways are under-performing. These findings indicate potential opportunities for targeted roadway infrastructure improvements that can better align the urban fabric to support Transit-Oriented Development (TOD). Types of improvements could include reduced drive lane widths, separate bus only lanes, on-street parking, and expanded pedestrian zones—benefiting roadway users, businesses, residents, and other stakeholders.









# TRANSPORTATION & INFRASTRUCTURE PROFILE

## ROADWAY CONFIGURATIONS

Within the study area, speed limits are predominantly 25 mph in Garfield Heights—which averages 12 foot lane widths—and 35 mph in the City of Cleveland—which averages 14 foot lane widths. Additionally, the corridor has two primary drive lane configurations: 1) four lanes of travel in Garfield Heights; and 2) two lanes of travel in the City of Cleveland. However, there are a number of distinct lane shifts at both signalized and un-signalized intersections along the corridor.

As seen in the map to the right, six unique roadway sections were analyzed to better understand the types of lane configurations present on Turney Road. Wider streets and travel lanes are an obstacle to Transit-Oriented Development (TOD) because they emphasize motorized traffic, while unintentionally making roadways comfortable and efficient for only one type of user—vehicles.

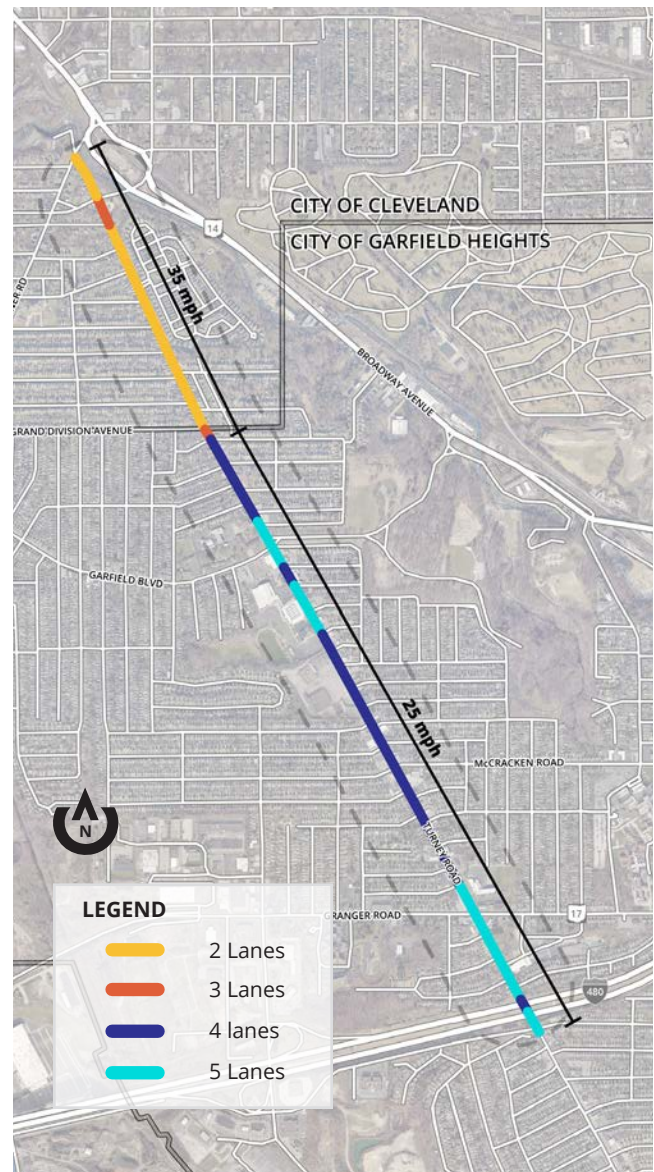
In general, the Turney Road corridor does have some similarities relating to lane configurations at large, signalized intersections. In order to keep traffic free-flowing on Turney Road at both Garfield Boulevard and Granger Road, vehicles have three options when approaching a traffic signal at these locations:

- 1) Left turn only;
- 2) Straight only; or
- 3) Straight/right only.

Both of these intersections in particular have significant pavement widths—55 feet in most places, closer to 60 feet in others. However, all of the roadway segments north of Granger Road see fewer than 15,000 vehicles per day.

These findings indicate that Turney Road is largely over-sized based on the actual number of vehicles utilizing this corridor. There are opportunities to reallocate space formerly dedicated to vehicular travel to other modes, making them more accessible to all users.

## COMMON LANE CONFIGURATIONS MAP

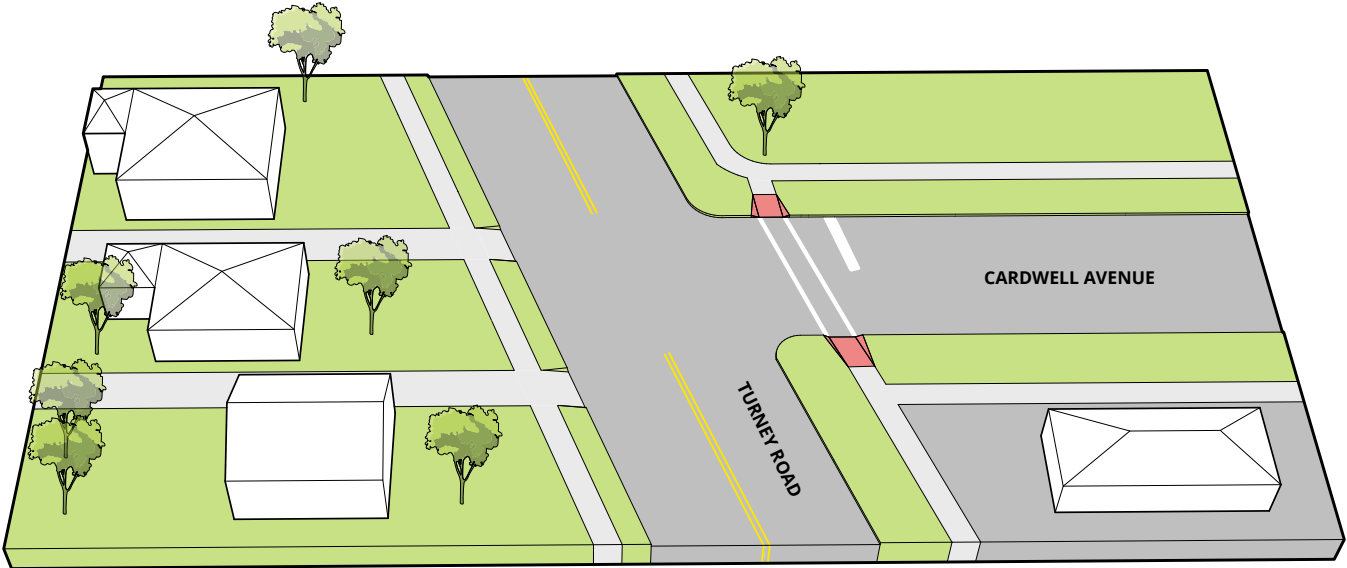




COMMON LANE CONFIGURATIONS ON TURNEY ROAD

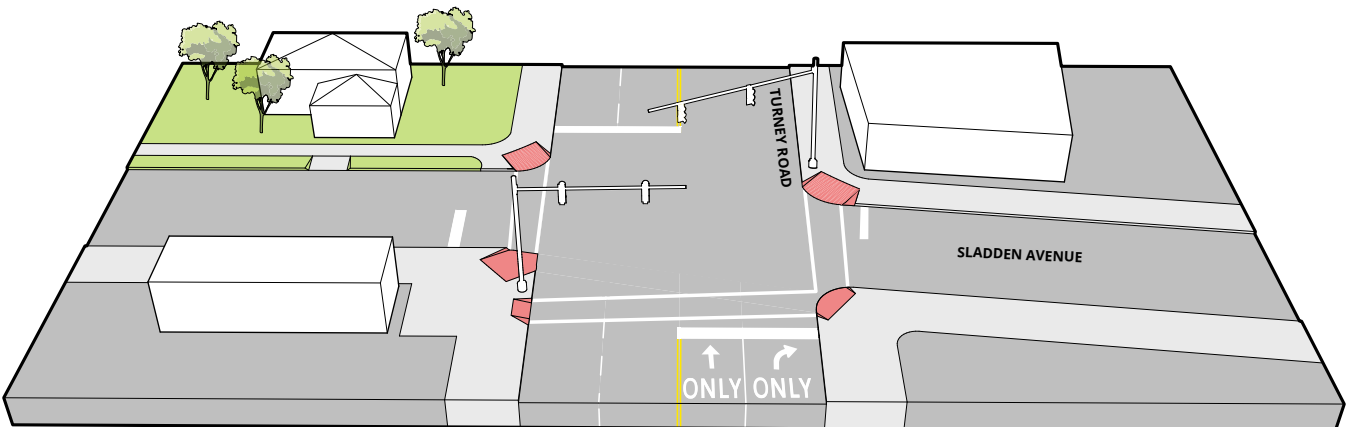
TURNEY ROAD AT CARDWELL AVENUE

NUMBER OF LANES	SPEED LIMIT	PAVEMENT WIDTH	LANE WIDTH
2	35 mph	~30 feet	~15 feet



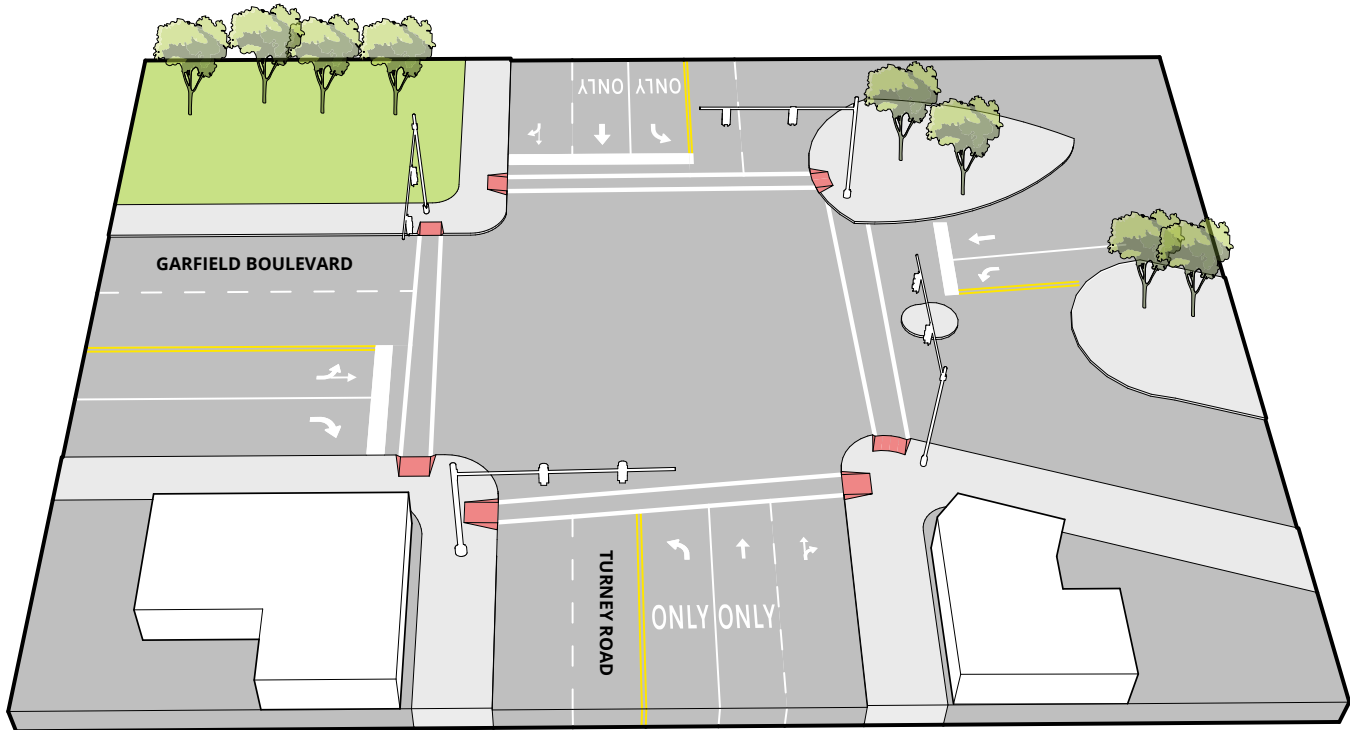
TURNEY ROAD AT SLADDEN AVENUE

NUMBER OF LANES	SPEED LIMIT	PAVEMENT WIDTH	LANE WIDTH
4	25 mph	~44 feet	~11 feet



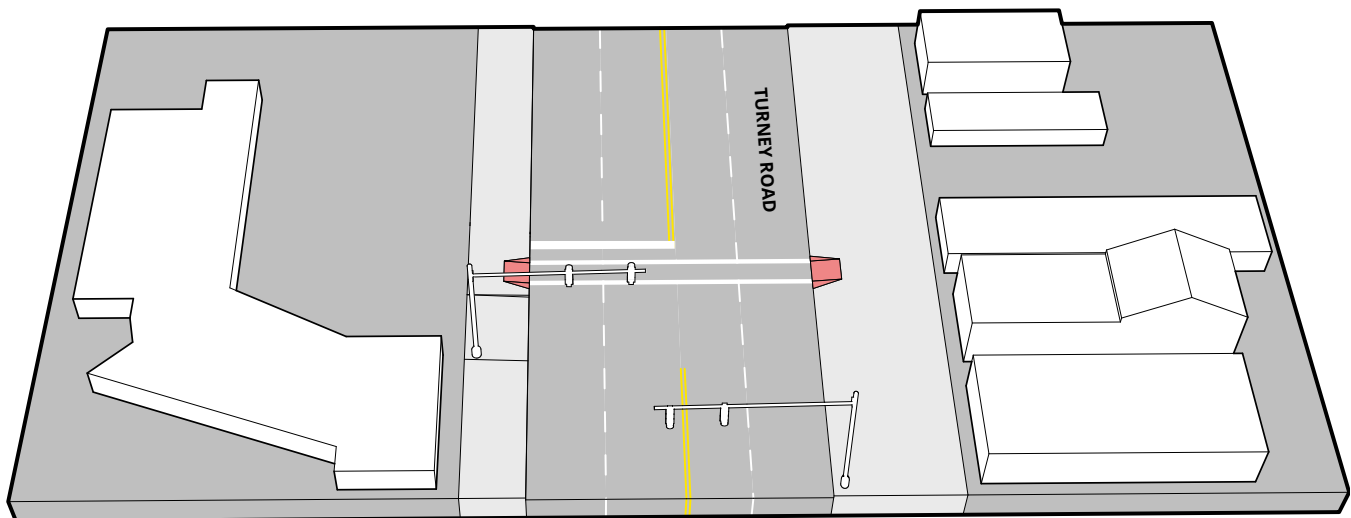
## TURNEY ROAD AT GARFIELD BOULEVARD

NUMBER OF LANES	SPEED LIMIT	PAVEMENT WIDTH	LANE WIDTH
5	25 mph	~50 feet	~10 feet



## TURNEY ROAD AT TURNEYTOWN

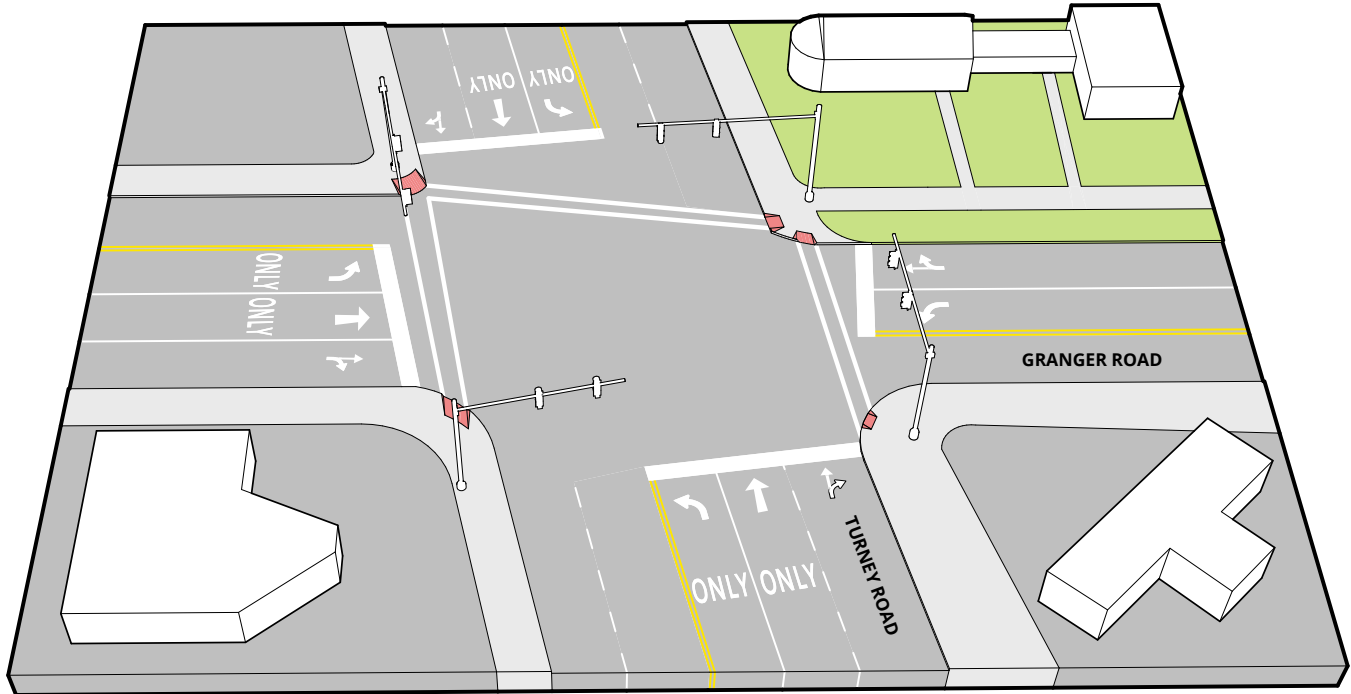
NUMBER OF LANES	SPEED LIMIT	PAVEMENT WIDTH	LANE WIDTH
4	25 mph	~44 feet	~11 feet





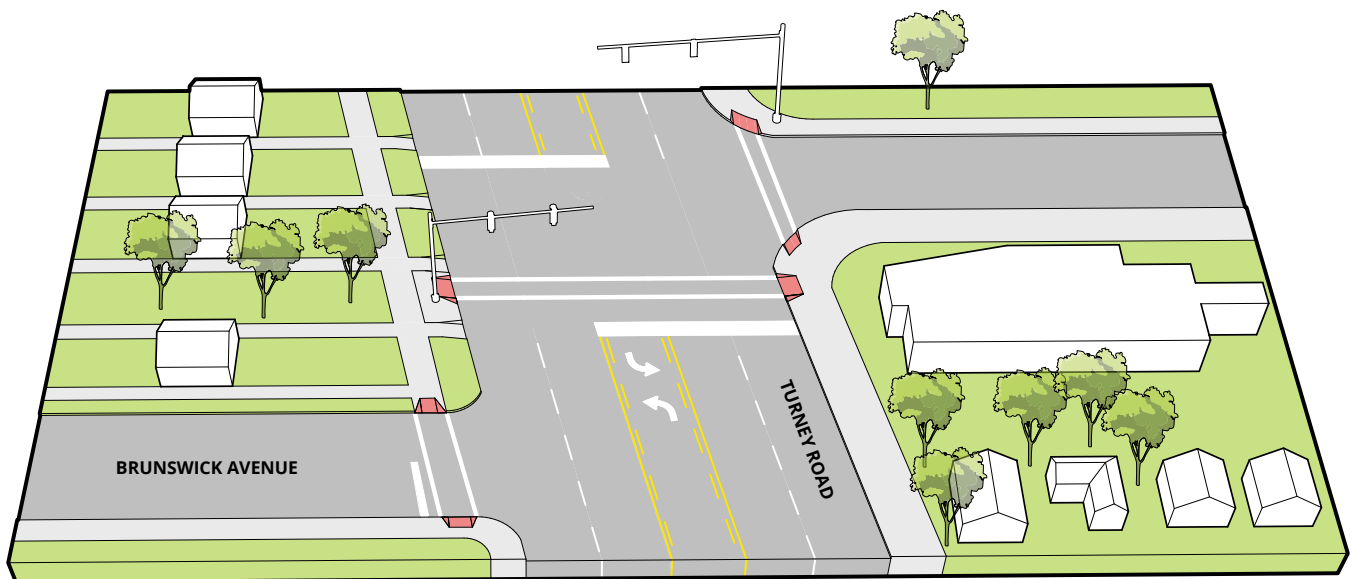
## TURNEY ROAD AT GRANGER ROAD

NUMBER OF LANES	SPEED LIMIT	PAVEMENT WIDTH	LANE WIDTH
5	25 mph	~50 feet	~10 feet



## TURNEY ROAD AT BRUNSWICK AVENUE

NUMBER OF LANES	SPEED LIMIT	PAVEMENT WIDTH	LANE WIDTH
5	25 mph	~50 feet	~10 feet





# TRANSPORTATION & INFRASTRUCTURE PROFILE

## INTERSECTIONS & ROAD SAFETY

The Turney Road study area contains 11 signalized intersections and three un-signalized pedestrian crossings—designated crossings that are not at signalized intersections nor do they have other means of alerting vehicles, such as a rapid flashing beacon or HAWK signal. Each signalized intersection has slight variations in alignment based on land development patterns and topography, but each does provide pedestrians several crossing points. However, not all of the intersections provide crosswalks everywhere. Turney Road where it intersects with Ella Avenue, Sladden Avenue, Homeworth Avenue, Langton Avenue, Granger Avenue, and the Garfield Heights Library each have incomplete crossing points for pedestrians—meaning at least one clearly delineated crosswalk is missing across the roadway's surface. This forces pedestrians to

walk further to achieve the same result of crossing a road in a safe and predictable manner—potentially creating more conflict points with vehicles by crossing multiple roads instead of a singular one.

Between the years 2019 and 2023, there were 26 pedestrian and/or bicyclist involved crashes within the Turney Road study area—including one fatality near the intersection of E. 194<sup>th</sup> Street

and Sladden Avenue—with 20 of those crashes being directly on Turney Road. The highest concentration of these crashes occurred near the intersection of McCracken Road and Turney Road—accounting for eight crashes or 30.8% (2 serious injuries, 3 minor injuries, 3 possible injuries). The second highest concentration of pedestrian and/or bicyclist involved crashes occurred near the I-480 bridge—accounting for five crashes or 19.2% (4 minor injuries and 1 possible injury).

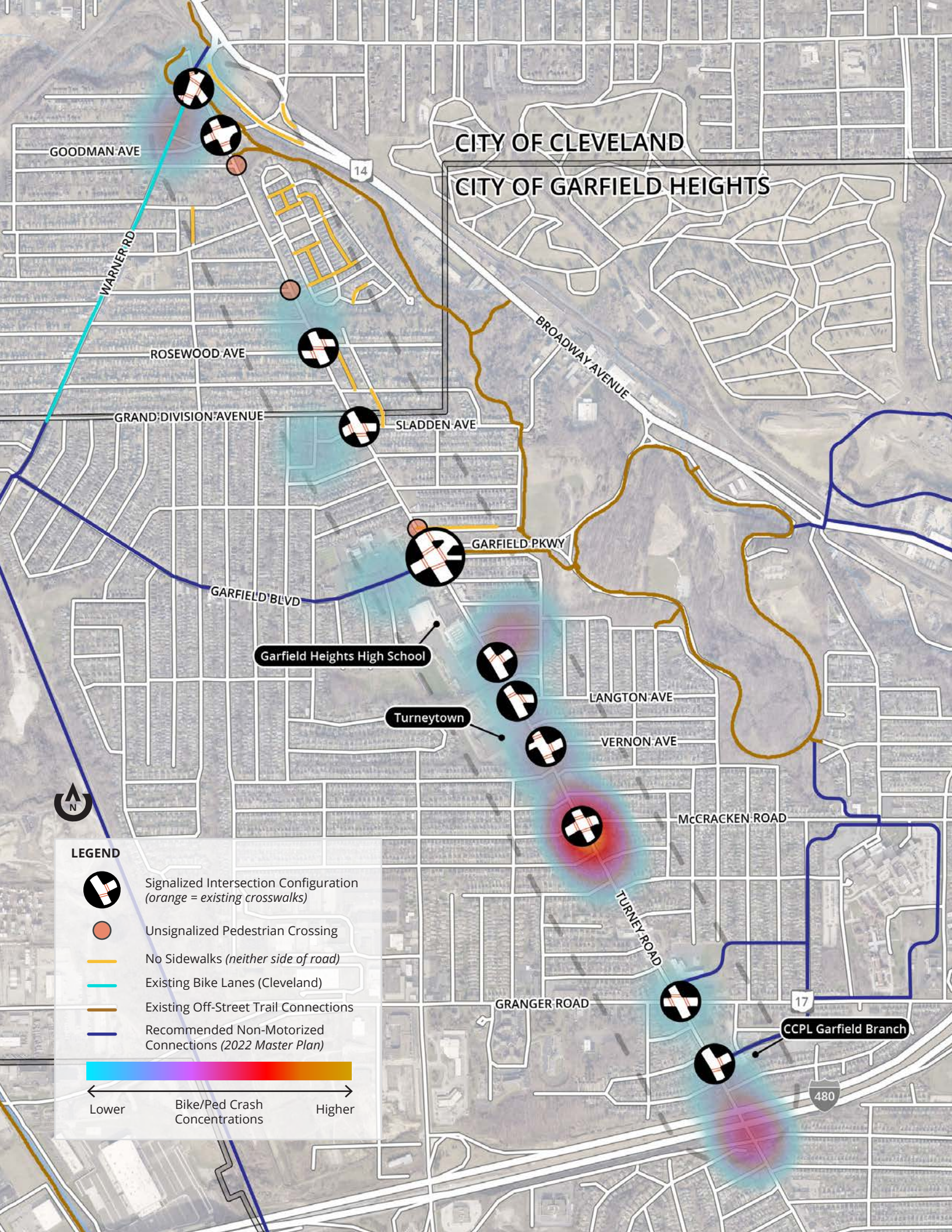
These areas in particular could be challenging to non-motorized users for a number of reasons—such as wide turn radii, sidewalks abutting traffic, short crossing times, or speeding. Additionally, these areas and others with higher pedestrian and/or bicyclist involved crashes also coincide with some of the study area's highest traffic volumes; thus increasing the probability of potentially being involved in a crash—especially when the infrastructure in place does not elevate the safety of non-motorized users.



### CONCENTRATIONS OF PEDESTRIAN AND/OR BICYCLIST INVOLVED CRASHES

Intersection/Location	#	% total
Turney Road at McCracken Road	8	30.8%
Turney Road over I-480	5	19.2%
Turney Road/High School & Turneytown	4	15.4%
Turney Road near Warner Road	3	11.5%
Runnymede Avenue (across High School)	2	7.7%
Turney Road at Granger Road	1	3.8%
Garfield Boulevard at E. 97 <sup>th</sup> Street	1	3.8%
E. 194 <sup>th</sup> Street at Sladden Avenue ( <i>fatal</i> )	1	3.8%
Turney Road at Vineyard Avenue	1	3.8%







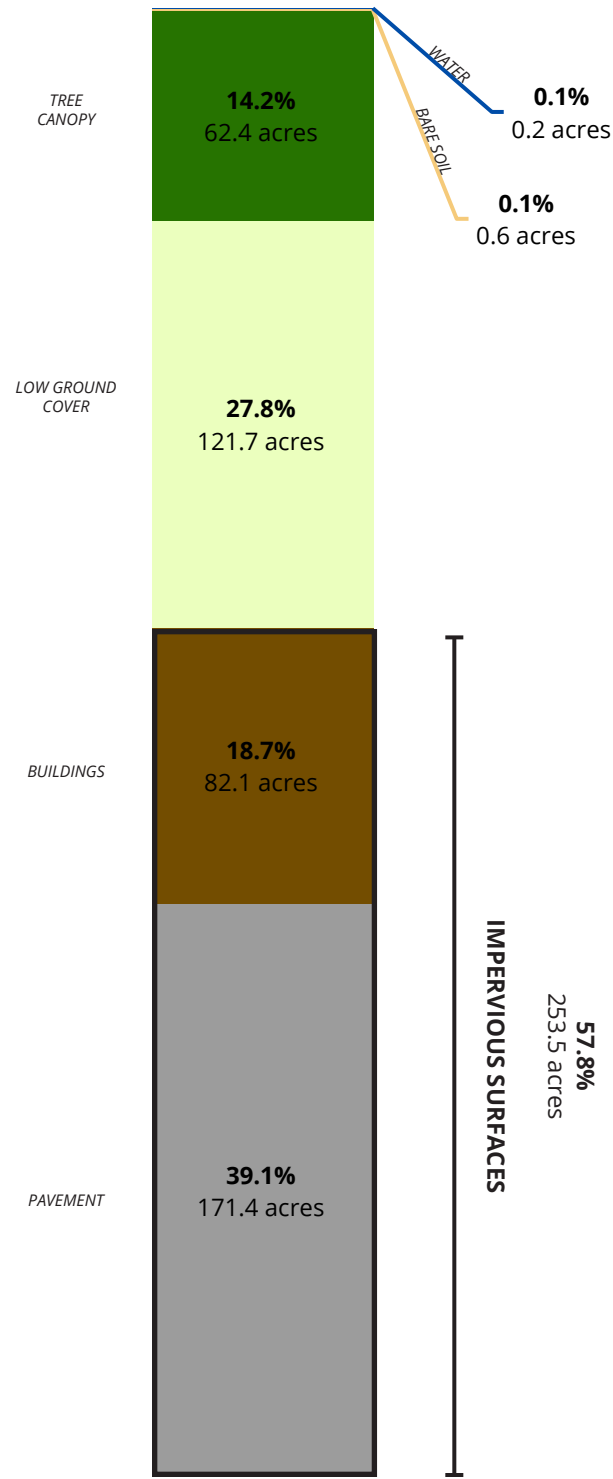
# TRANSPORTATION & INFRASTRUCTURE PROFILE

## LAND COVERAGE

Land coverage refers to the type of surface material—whether natural or man-made—present on the ground when viewed from above. Within the Turney Road study area, nearly 60% of land coverage is classified as impervious surfaces. Impervious surfaces refer to hardscaped areas within a community which do not allow surface water to permeate into the ground and include buildings, roads, and parking areas. As impervious surfaces are added, less water can be absorbed naturally resulting in more stormwater runoff which can overwhelm storm sewers, adversely affect water quality, lead to increased erosion, and cause flooding, especially during heavy rain events.

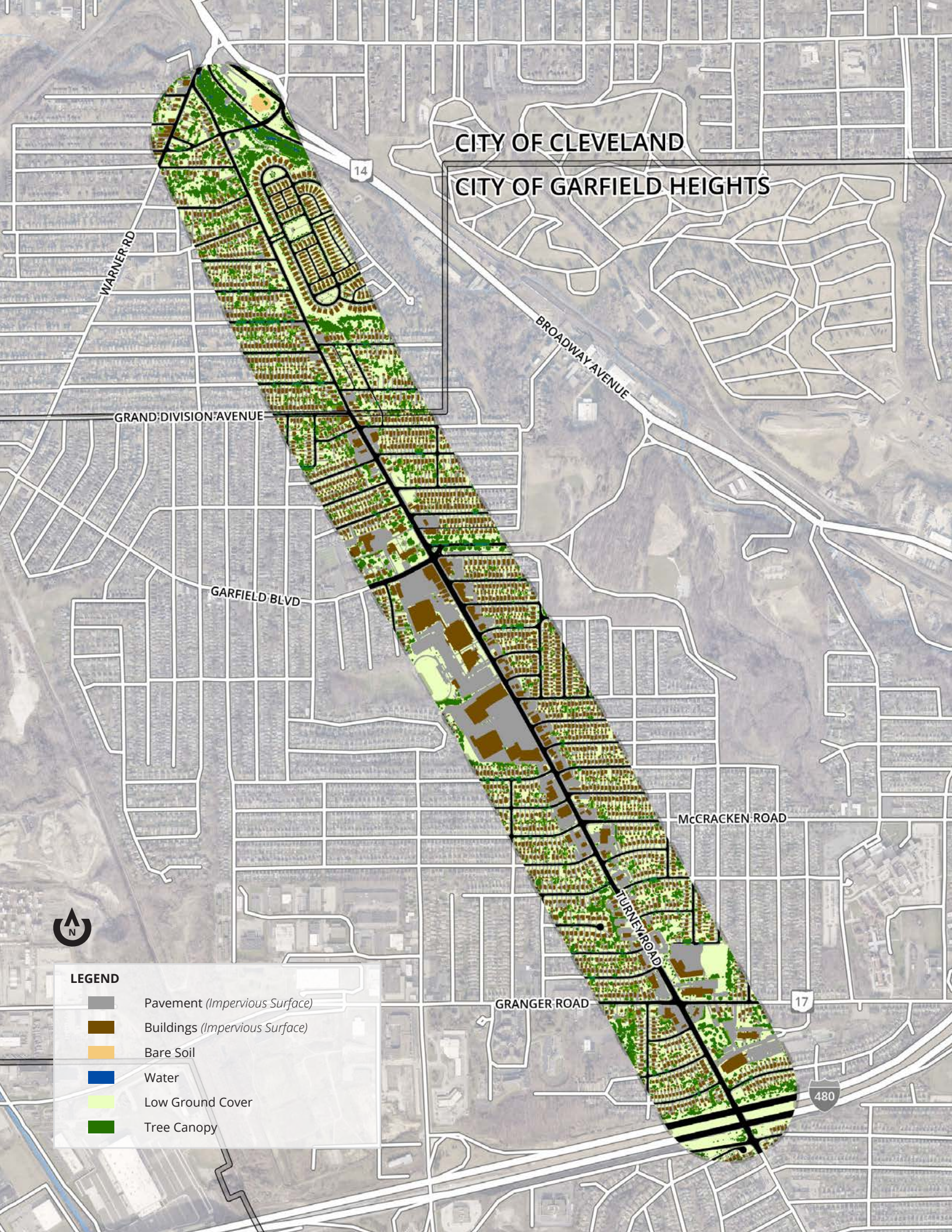
In total, 57.8% of the Turney Road study area is covered by impervious surfaces (253.5 acres). While the remaining 42.2% is covered by pervious or permeable surfaces (184.9 acres)—including grass, shrubs, low vegetation, tree canopy, bare soil, and surface water. It is estimated that over half of all rain becomes surface runoff, meaning that more robust infrastructure is needed to minimize flooding.

These findings indicate that the Turney Road study area is predominantly comprised of man-made features, and water has limited opportunities to flow naturally—causing catchment systems and sewers to collect both stormwater and runoff. A heavy rain event in more highly-urbanized areas—such as Turney Road—can lead to water pouring off surfaces more quickly. This can overwhelm existing infrastructure systems, potentially causing flooding.



Sources: County Planning; Urban Tree Canopy Assessment, 2019 (based on 2017 conditions)





CITY OF CLEVELAND

CITY OF GARFIELD HEIGHTS

WARNER RD

14

GRAND DIVISION AVENUE

BROADWAY AVENUE

GARFIELD BLVD

MCCRACKEN ROAD

TURNERY ROAD

GRANGER ROAD

17

480

LEGEND

- Pavement (Impervious Surface)
- Buildings (Impervious Surface)
- Bare Soil
- Water
- Low Ground Cover
- Tree Canopy



# TRANSPORTATION & INFRASTRUCTURE PROFILE

## AVAILABLE SURFACE PARKING

Off-street parking is often a widely debated issue when accommodating motorists and their needs when accessing a retail destination. Within the Turney Road study area, there are approximately 2,844 total parking spaces found at commercial retail and office establishments—which includes about 685,386 square feet of enclosed building space at these locations. The resulting ratio of total parking spaces to square footage of building space equates to roughly four (4) parking spaces per 1,000 square feet of commercial retail and office space within the Turney Road study area.

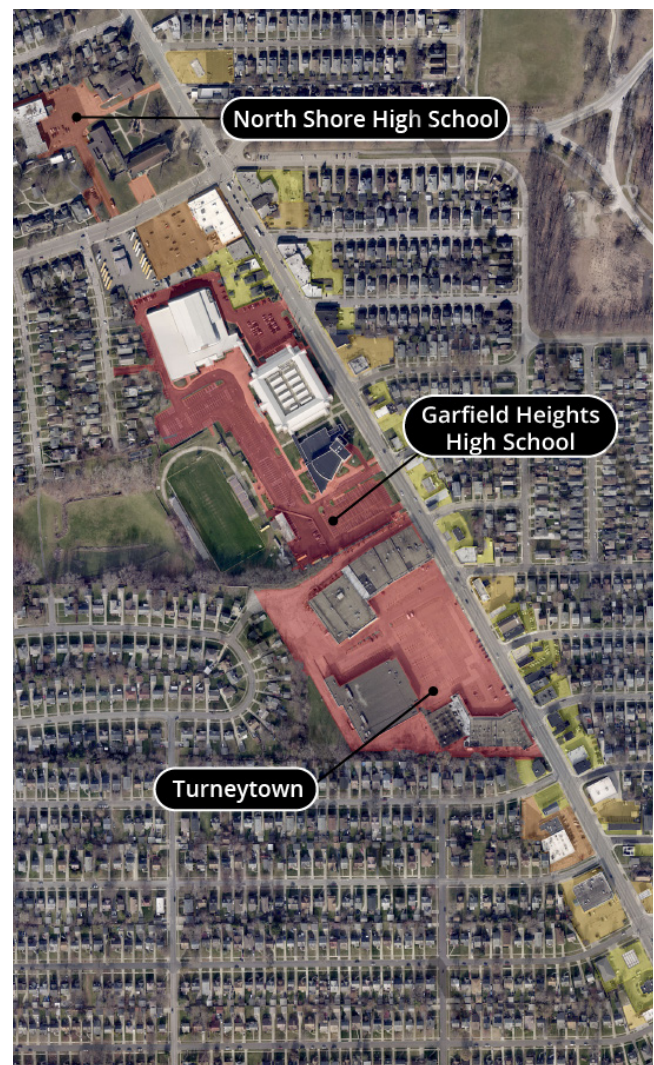
Current zoning practices have encouraged sprawling frontage parking lots while requiring minimal design standards—taking up a significant portion of valuable real estate on the corridor and creating hostile

pedestrian environments. In

many cases these parking lots are underutilized, un-striped, and lack a formal circulation pattern—making them not only an unpleasant experience, but also a safety hazard for all users. Additionally, shared parking and traffic circulation is a challenge among Turney Road businesses. There are currently no shared parking agreements or public parking options

along the corridor—even though there is an abundance of small private parking areas and opportunities for shared parking. Although immediately adjacent to each other, these areas are often not connected and can lead to segregated land uses and compartmentalization of Turney Road—adding to the dominance of vehicles.

## EXAMPLES OF EXISTING PARKING LOTS ON TURNEY ROAD



Sources: County Planning; Google Earth



CITY OF CLEVELAND

CITY OF GARFIELD HEIGHTS

WARNER RD

GRAND DIVISION AVENUE

BROADWAY AVENUE

GARFIELD BLVD

Garfield Heights High School

Turneytown

MCCRACKEN ROAD

GRANGER ROAD

TURNER ROAD

17

480

LEGEND



0 - 20 Parking Spaces



21 - 47 Parking Spaces



48 - 110 Parking Spaces



111 - 198 Parking Spaces



199+ Parking Spaces



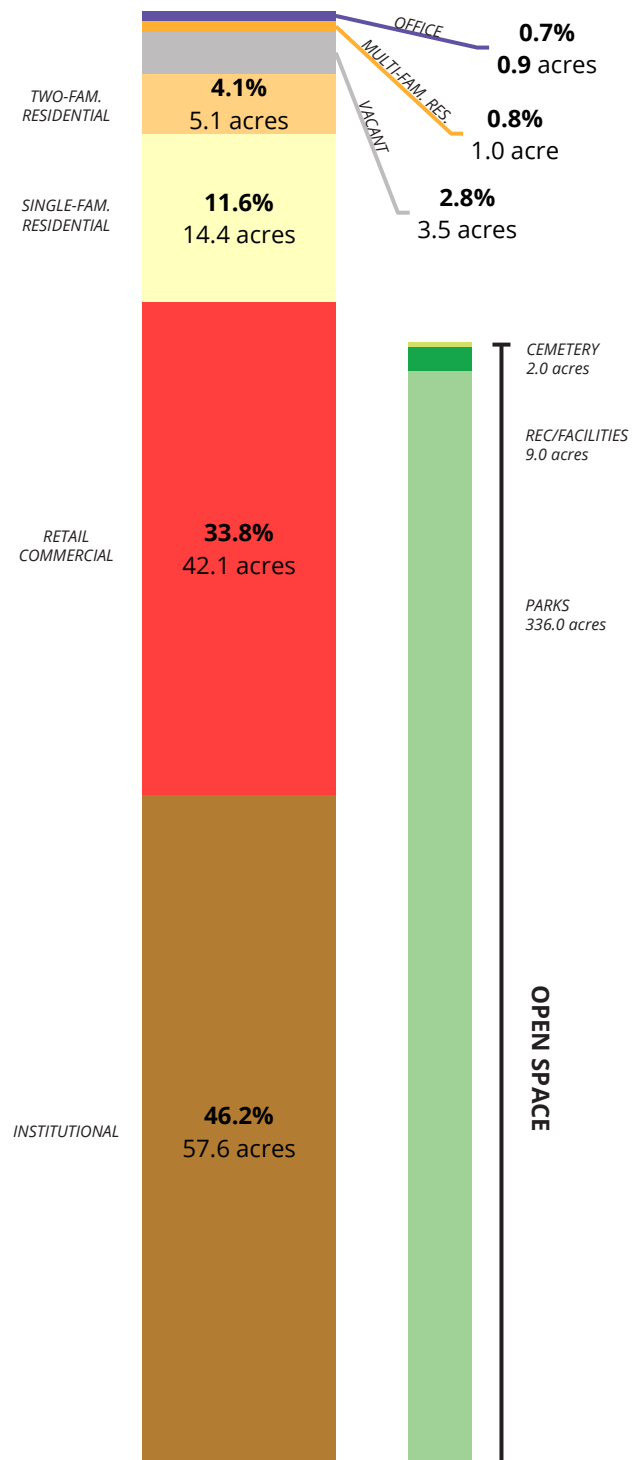
# BUILT FORM & LAND USE PROFILE

## EXISTING LAND USE

Within the Turney Road study area there is a unique combination of land uses that front the corridor. The largest and most predominant use within the study area is Institutional—accounting for 46.2% of land (57.6 acres). This is primarily due to the City's municipal services and facilities, numerous religious institutions, and several Garfield Heights City School District facilities being located directly on Turney Road.

Retail-Commercial land uses are the second highest concentration within the study area—accounting for 33.8% of land (42.1 acres). A large portion of this concentration is derived from Turneytown's roughly 168,000 square feet of retail space near the center of the study area. Following this is Single-Family Housing as the third highest land use—accounting for 11.6 % of land (14.4 acres). Single-Family homes are mostly concentrated in areas south of McCracken Road and north of Garfield Boulevard—with the highest density being located within the City of Cleveland. The remaining 8.4% of land is comprised of Two-Family Residential (4.1%, 5.1 acres), Vacant Land (2.8%, 3.5 acres), Multi-Family Housing (0.8%, 1.0 acre), and Office (0.7%, 0.9 acres).

For the purposes of this analysis, Open Space—Parks, Recreation Facilities, and Cemeteries—were considered separately. This is due to the winding nature of these expansive parcels that extend well beyond the study area boundary. Although these areas do have frontage directly on Turney Road, most of their public spaces and amenities are adjacent to the study area.





CITY OF CLEVELAND

CITY OF GARFIELD HEIGHTS

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GRAND DIVISION AVENUE

BROADWAY AVENUE

GARFIELD BLVD

MCCRACKEN ROAD

GRANGER ROAD

TURNER ROAD

17

480

LEGEND

- Single-Family Residential
- Two-Family Residential
- Multi-Family Residential
- Retail-Commercial
- Office
- Institutional
- Vacant
- Park/Open Space
- Recreation Center/Facilities
- Cemetery



# BUILT FORM & LAND USE PROFILE

## TOTAL PROPERTY VALUATIONS

The property valuations set by the Cuyahoga County Fiscal Office within the Turney Road study area vary significantly from parcel to parcel—ranging from \$1,600 to \$21,725,400 in 2023. The overwhelming majority (85.7%) of properties were valued at or below \$175,000, with 40.6% alone being valued between \$35,800 and \$87,700. However, there are 11 properties along Turney Road that were valued over \$1 million in 2023—seven of which are public and/or institutional uses. Additionally, the Turney Road



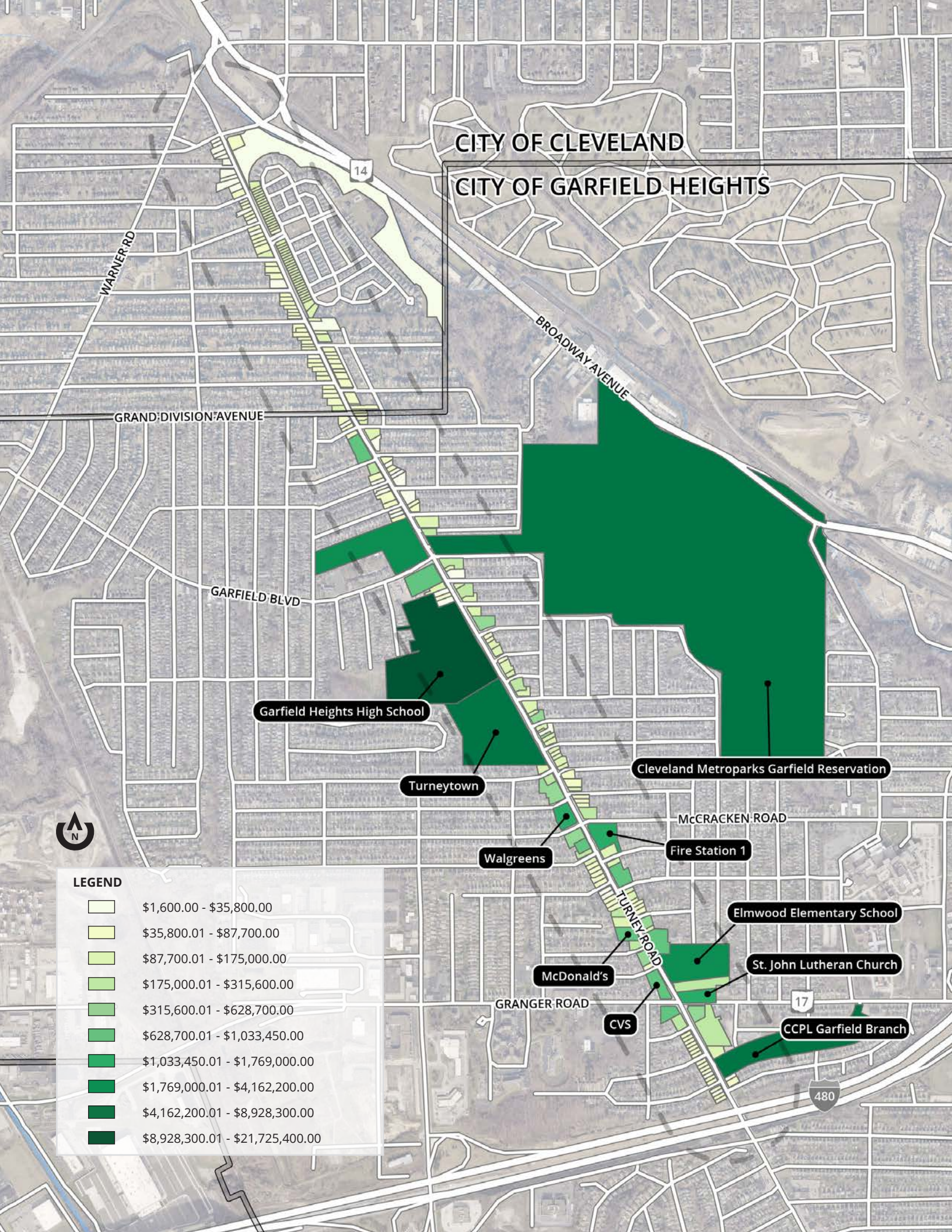
study area in the City of Cleveland is largely comprised of single-family housing. Across its 117 parcels, the median total property valuation in Cleveland in the study area is \$59,400—with a high of \$172,000 to a low of \$1,600.

Overall, these findings indicate that a majority of the most valuable land fronting Turney Road within the study area is currently occupied by non-commercial uses. While this does limit options for capitalizing on revenues and sales tax generated at commercial businesses, the public and institutional uses that are found on Turney Road are significant community assets. These schools, parks, and religious institutions are interwoven into the fabric of Turney Road and represent a unique opportunity for enlivening the corridor. These prominent institutions bring people, and people bring vibrancy—reiterating the importance of people and community to the corridor.

PROPERTIES VALUED OVER \$1 MILLION, 2023*			
Location	Current Land Use	Value	Value per Acre
Garfield Heights High School Campus	Institutional	\$21,725,400	\$3,281,167
Cuyahoga County Public Library	Institutional	\$8,928,300	\$2,973,002
Turneytown	Retail-Commercial	\$8,147,000	\$1,719,711
Cleveland Metroparks Garfield Reservation	Park/Open Space	\$6,364,900	\$35,962
Garfield Heights City School District	Institutional	\$4,162,200	\$572,631
Garfield Heights Elmwood Elementary School Campus	Institutional	\$2,809,600	\$620,242
City of Garfield Heights Fire Station 1	Institutional	\$1,769,000	\$5,003,603
Walgreens	Retail-Commercial	\$1,509,800	\$1,444,344
St. John Lutheran Church	Institutional	\$1,372,500	\$1,029,825
CVS Pharmacy	Retail-Commercial	\$1,033,450	\$6,539,208
McDonald's	Retail-Commercial	\$1,033,000	\$2,620,678

\*Total property valuations include both land and building values







# BUILT FORM & LAND USE PROFILE

## RECENT INVESTMENTS

Between the years 2004 and 2023, the Turney Road study area has seen \$36,047,600 in both public and private investments. The single largest investment made during that time was through the Garfield Heights City School District (GHCS D)—which benefited from an approximate \$18 Million investment from the Ohio School Facilities Commission (OSFC) program in 2013. Improvements included renovated classrooms and upgraded technology and security. GHCS D has a robust presence on Turney Road, and its students, faculty, and staff are important partners for the future of the corridor.

Two other major investments made on Turney Road include the Garfield Heights Branch of the Cuyahoga County Public Library and Saints Peter and Paul Parish. This is significant because over the last 20 years, the three largest investments made within the study area came from public entities—all with some level of exempt status. This means that although major investments were made, these properties did not necessarily increase the overall taxable value due to their exempt financial status.

However, there were also several new buildings constructed and businesses established during this same time-frame: Walgreens (\$820,200); McDonald's (\$751,600); Taco Bell (\$587,500); and Dunkin' Donuts (\$414,900). Overall, these findings indicate strong investments in institutional uses on Turney Road with a combination of fast-casual and convenience oriented businesses.

HIGH SCHOOL CAMPUS



SAINTS PETER & PAUL PARISH



CCPL GARFIELD BRANCH



WALGREENS



MCDONALD'S



### TOP 5 LARGEST INVESTMENTS MADE WITHIN THE TURNERY ROAD STUDY AREA, 2004 - 2023\*

Location	Amount
Garfield Heights High School Campus	\$18,839,800
Cuyahoga County Public Library	\$9,443,000
Saints Peter and Paul Parish	\$1,564,500
Walgreens	\$820,200
McDonald's	\$751,600

\*Investments made at specialized locations—such as municipal facilities, schools, or religious institutions—will not see an increase in their property's overall taxable value due to their exempt status.

Data comes from the Cuyahoga County Fiscal Office, which maintains a complete historical record of all property transactions; maintains records of property ownership, valuation, and taxation; and collects special assessments for public improvements. Specifically, this document uses the Fiscal Office's Delta Track data, which shows the change in valuation data from one year to the next.



CITY OF CLEVELAND

CITY OF GARFIELD HEIGHTS

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MillCreek Residential Development

GRAND DIVISION AVENUE

BROADWAY AVENUE

Saints Peter & Paul Parish

GARFIELD BLVD

Garfield Heights High School



LEGEND

- \$0.00 - \$2,800.00
- \$2,800.01 - \$59,500.00
- \$59,500.01 - \$91,500.00
- \$91,500.01 - \$159,700.00
- \$159,700.01 - \$216,000.00
- \$216,000.01 - \$414,900.00
- \$414,900.01 - \$820,200.00
- \$820,200.01 - \$1,564,500.00
- \$1,564,500.01 - \$9,443,000.00
- \$9,443,000.01 - \$18,839,800.00

MCCRACKEN ROAD

Walgreens

McDonald's

GRANGER ROAD

TURNEY ROAD

17

CCPL Garfield Branch

480



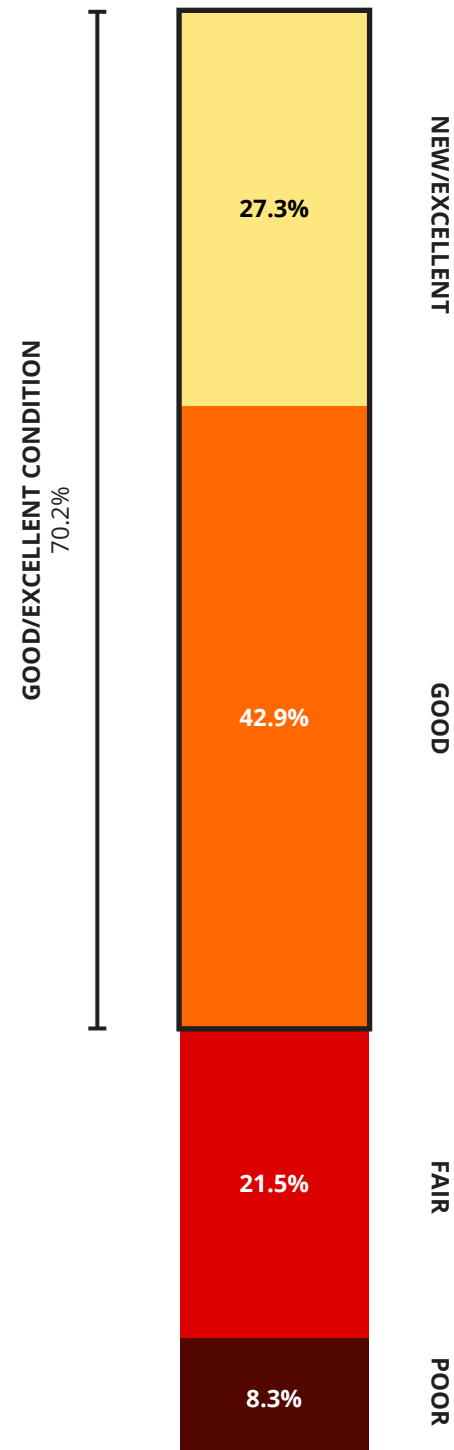
# BUILT FORM & LAND USE PROFILE

## EXTERIOR BUILDING CONDITIONS

Surveying exterior building appearances is an important exercise in understanding the general condition of structures within the Turney Road study area. It provides insights as to where stronger investments might be needed in order to maintain and elevate the quality of experiences on Turney Road.

Within the Turney Road study area, a Graphic Information Systems (GIS) aerial analysis and physical inspection of structures was conducted. Scores ranging from Poor to New/Excellent were then assigned to each building. Overwhelmingly, the majority of structures on Turney Road within the study area are in great condition—with 70.2% being classified as either Good (42.9%) or New/Excellent (27.3%). The structures identified as New/Excellent are most highly concentrated on the western side of Turney Road within the core business district around Turneytown, Garfield Heights High School, and properties around the Garfield Boulevard and Granger Road intersections.

Less than 1/3 of structures were found to be in Fair (21.5%) or Poor (8.3%) condition. The majority of these structures are more highly-concentrated within the City of Cleveland and include a large number of residential properties. Other structures that fall within the Fair/Poor categories can be seen on the eastern side of Turney Road across from Garfield Heights High School and are generally older and more historic in character. In general, existing structures within the Turney Road study area are in favorable condition based upon a high-level exterior visual inspection and analysis.





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CITY OF GARFIELD HEIGHTS

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BROADWAY AVENUE

GRAND DIVISION AVENUE

GARFIELD BLVD

MCCRACKEN ROAD

TURNEY ROAD

GRANGER ROAD

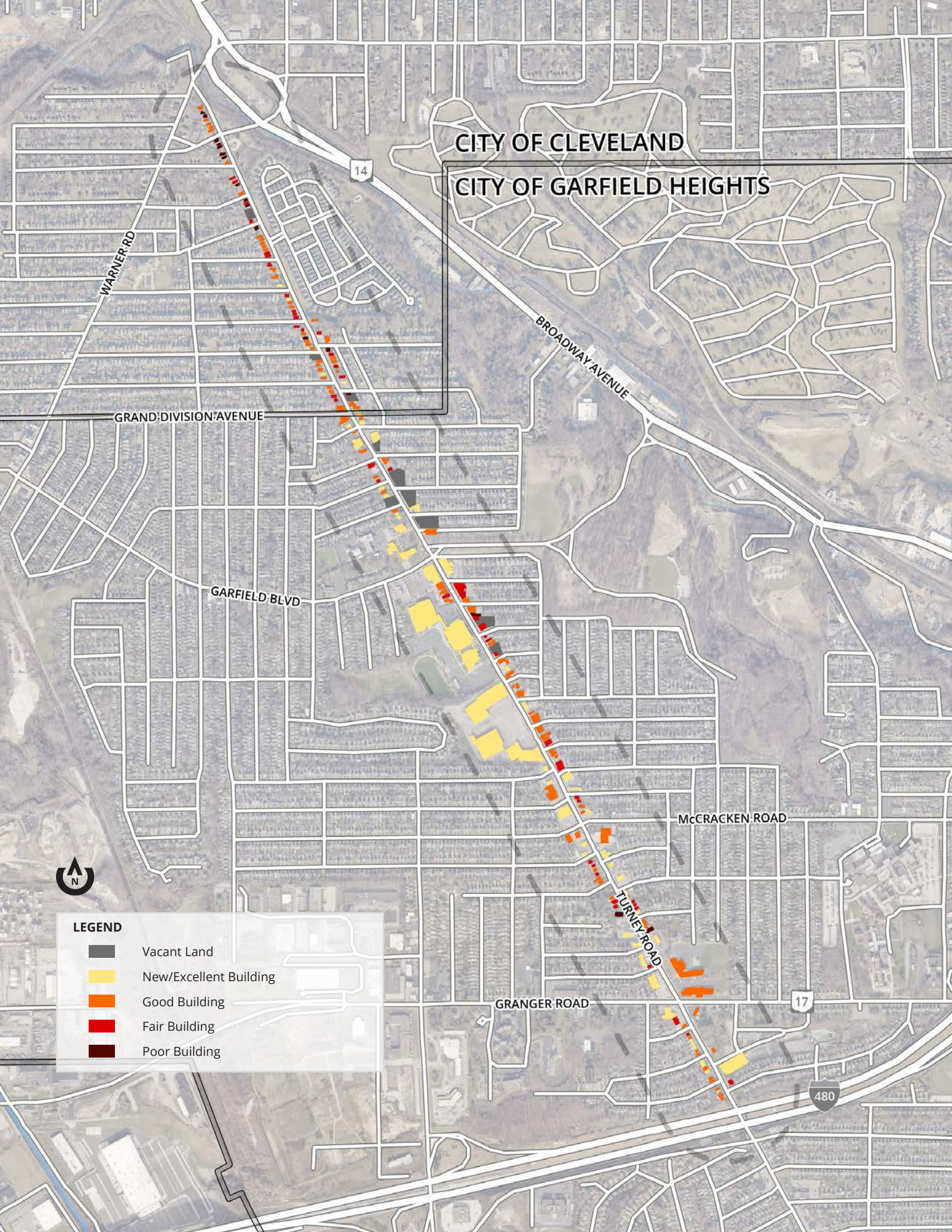
17

480



LEGEND

- Vacant Land
- New/Excellent Building
- Good Building
- Fair Building
- Poor Building





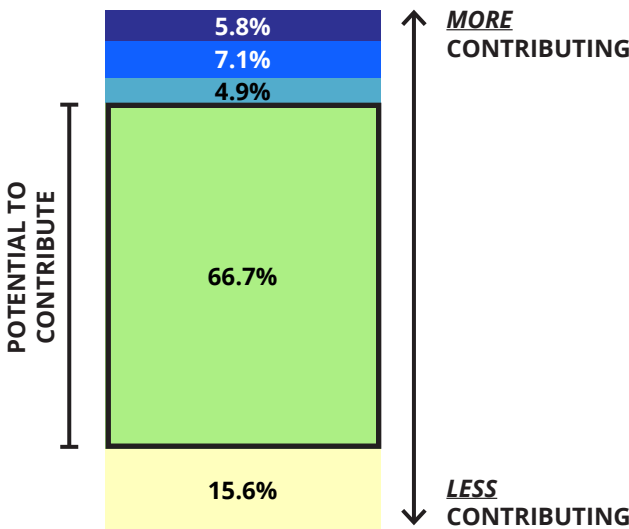
# BUILT FORM & LAND USE PROFILE

## BUILDING TYPOLOGIES

The review of building typologies is an inventory of structures along the Turney Road corridor. This analysis was based on the architectural style, size, siting, and form of each building and how it interacts with the public realm. This analysis can be used to better understand the physical layout and structure of the corridor, as well as give insight into development patterns. Additionally, this review of building typologies can also be used to identify potential target areas for redevelopment.

Overwhelmingly, the corridor has opportunities for TOD-supportive development—development that is dense, walkable, and mixed-use near transit. Turney Road has 84.5% of its buildings and/or properties that are either already contributing or have the potential to contribute to these types of dense walkable areas. There are high concentrations of supportive structures in the areas north of Turneytown near Garfield Boulevard, as well as the intersection of Turney Road at Grand Division Avenue—making these significant TOD zones of interest. Conversely, there are 15.6% of parcels and buildings that are considered Not Contributing

and are detrimental to creating TOD-supportive environments. These properties share similar auto-oriented characteristics and are characterized as having large setbacks with front facing parking lots, typically single-story in nature, and often defined as "strip commercial." This is significant because the largest commercial anchor in the Turney Road study area—Turneytown—is classified as Not Contributing. However, there exists significant redevelopment and out-parcel potential that could be the catalyst for corridor development.



## CONTRIBUTING BUILDING FACTORS

Fully Contributing	Mostly Contributing	Partially Contributing	Potential to Contribute	Not Contributing
<ul style="list-style-type: none"><li>Multi-story</li><li>Historic Main Street</li><li>Short Setbacks</li><li>Parking Behind or to the Side</li></ul>	<ul style="list-style-type: none"><li>Single-story</li><li>Historic Main Street</li><li>Short Setbacks</li><li>Parking Behind or to the Side</li></ul>	<ul style="list-style-type: none"><li>Commercial Addition to Historic Residential</li><li>Multi-Family Residential</li></ul>	<ul style="list-style-type: none"><li>Single Family Residential</li><li>Office/Institutional</li><li>Vacant Parcels</li></ul>	<ul style="list-style-type: none"><li>Auto-oriented Commercial</li><li>Strip Commercial</li></ul>



CITY OF CLEVELAND

CITY OF GARFIELD HEIGHTS

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BROADWAY AVENUE

GRAND DIVISION AVENUE

Contributing Building Concentrations

GARFIELD BLVD

MCCRACKEN ROAD

TURNEY ROAD

GRANGER ROAD

17

480



LEGEND

- Fully Contributing
- Mostly Contributing
- Partially Contributing
- Potential to Contribute
- Not Contributing



# BUSINESS & ECONOMIC PROFILE

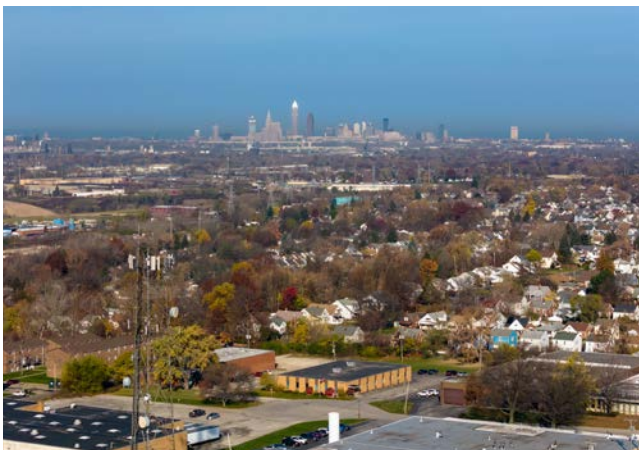
## TURNEY ROAD MARKET AREA

This profile establishes two geographic areas for use in the analysis: the Turney Road Market Area and the Turney Road Comparison Area.

The Turney Road Market Area includes the land area within a 5 minute drive from the approximately 2.25 miles of Turney Road as it runs from Ella Avenue in the City of Cleveland through Garfield Heights to Interstate 480. The resulting Turney Road market area is a 9.87 square mile area that includes significant portions of Garfield Heights and the City of Cleveland, as well as smaller portions reaching into the communities of Cuyahoga Heights, Independence, Maple Heights, and Valley View.

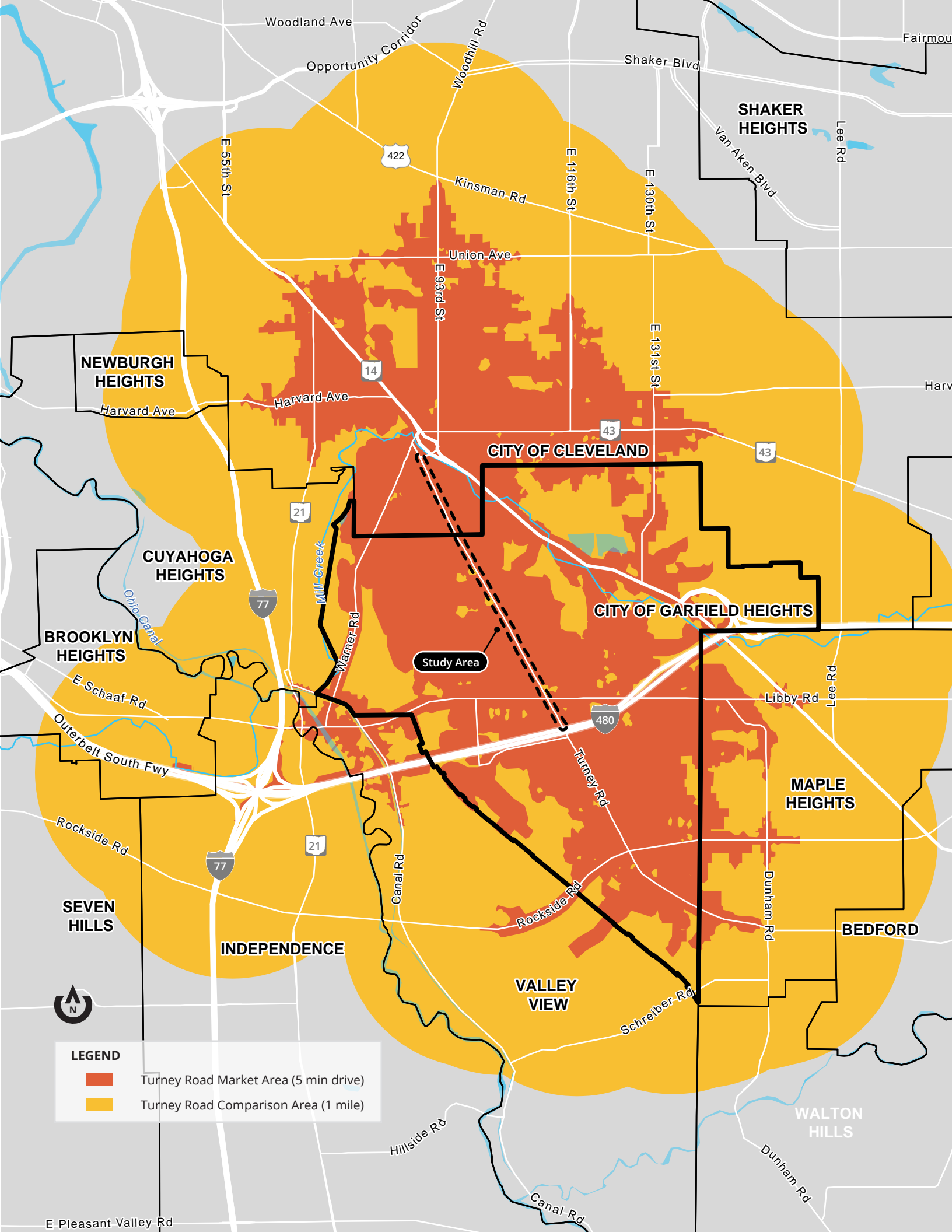
## TURNEY ROAD COMPARISON AREA

The Turney Road Comparison Area includes the entirety of the Turney Road Market Area and an additional one mile buffer zone. This Comparison Area includes 36.93 square miles of land and covers all of Garfield Heights as well as further parts of the City of Cleveland, Cuyahoga Heights, Independence, Maple Heights, and Valley View. Portions of the Comparison Area also reach into Bedford, Brooklyn Heights, Newburgh Heights, Seven Hills, and Valley View. The analyses included in this profile use these areas to draw relevant data, which has been prepared by ESRI, a global geographic information systems company. The map on the page to the right shows the Turney Road Market Area and the Turney Road Comparison Area.



Sources: Cuyahoga County; Flickr User Tim Evanson (Broadway Avenue Historic District)







# BUSINESS & ECONOMIC PROFILE

## DEMOGRAPHIC TRENDS

Based on the data prepared by ESRI for trends in population dynamics, household income, and housing values, the Turney Road Market Area contains 44,680 residents and has a daytime population of 35,949 people.



Extrapolating past demographic trends, population projections show anticipated changes within the Turney Road Market Area between 2023 and 2028. Gradual residential population loss is projected to continue, with an additional loss of approximately 700 people, a 1.5% decrease.

The number of households is projected to remain relatively stable, with a slight decrease from 18,117 in 2023 to 18,048 in 2028. This minor decrease is smaller than the decrease in total population, indicating that household sizes will also continue to shrink.

The age of the population will also remain relatively flat over the next five years with the median age rising only slightly from 39.6 in 2023 to 39.8 in 2028. The percent of population over 18 is expected to stay relatively steady, increasing only 0.2% between 2023 and 2028. However, the percent of the population over the age of 65 is projected to increase at a greater rate from 17.8% in 2023 to 19.8% in 2028, indicating a significant increase in seniors.

## KEY FINDINGS

- Population is expected to decline, but at a slower pace than previous years
- The number of households is projected to remain flat, indicating smaller households
- The median age of the population is expected to remain relatively stable, but the percentage of the population aged 65 and over is expected to grow

## DEMOGRAPHIC TRENDS FOR THE TURNEY ROAD MARKET AREA

	2010	2020	2023	2028 (Projection)
Residential Population	46,332	44,680	44,071	43,373
Daytime Population	--	--	35,949	--
Households	18,762	18,263	18,117	18,048
Median Age	37.3	--	39.6	39.8
Percent of Population 18+	74.1%	--	78.3%	78.5%
Percent of Population 65+	13.7%	--	17.8%	19.8%

Sources: Cuyahoga County; ESRI Community Analyst, Community Profile Report



## FINANCIAL & HOUSING TRENDS

Housing units in the Turney Road Market Area are projected to see only modest growth based on past trends and land use decisions. Between 2023 and 2028, 72 housing units are expected to be added. The ownership mix is expected to remain relatively stable as well, with owner-occupied units changing only from 51.9% of units in 2023 to 52.4% of units in 2028.

While the total number of units is expected to grow slightly, the value of those housing units is projected to increase significantly from \$78,970 in 2023 to \$100,650 by 2028—a 27.5% increase in home value.

Similarly, median household income and per capita income are both expected to increase, with median household income growing by \$7,000 from \$41,643 in 2023 to \$48,643 in 2028, a 16.8% increase. As would be expected, the percent of households earning less than \$35,000 is expected to decline from 41.8% of households in 2023 to 36.5% of households in 2028. At the other end of the income spectrum, households earning more than \$100,000 are expected to increase from 15.9%

of households in the market area in 2023 to 18.8% of households in 2028.

## KEY FINDINGS

- The number of housing units are expected to increase slightly over the next five years
- The value of housing units in the market area are projected to increase significantly by 27.5% along with a projected increase in household income of 16.8%
- The percent of households earning more than \$100,000 is expected to increase while the percent of households earning less than \$35,000 is expected to decrease
- Overall, household wealth and spending power will increase over the next five years



## FINANCIAL TRENDS FOR THE TURNEY ROAD MARKET AREA

	2020	2023	2028 (Projection)
Housing Units	20,909	20,721	20,793
Percent Owner-Occupied	50.9%	51.9%	52.4%
Percent Renter-Occupied	32.2%	35.6%	34.4%
Median Home Value	--	\$78,970	\$100,650
Median Household Income	--	\$41,643	\$48,643
Per Capita Income	--	\$23,627	\$28,095
Percent of Households Earning <\$35,000	--	41.8%	36.5%
Percent of Households Earning >\$100,000	--	15.9%	18.8%



# BUSINESS & ECONOMIC PROFILE

## VOID ANALYSIS

A void analysis from ESRI analyzes a selected area to detect voids and gaps in specific businesses and services compared to a larger area. For this analysis, we compared the Turney Road Market Area to the larger Turney Road Comparison Area. The Turney Road Market Area contains approximately 44,071 residents and 451 businesses, while the Comparison Area contains approximately 98,848 residents and 1,175 businesses.

The void analysis examines the number of businesses in certain sectors in the Comparison Area and compares that number with the Turney Road Market Area. Based on the density of population in the two areas, the analysis compares the number of businesses that would be expected to be located in the Turney Road Market Area with the number of businesses actually located there. A negative number shows that there are fewer businesses than expected, meaning there may be an opportunity for additional businesses to locate here. A positive number shows that there are more businesses in that category than expected. This could mean that there is an oversaturation of these types of businesses, or it could mean that



the Turney Road Market Area has a particular draw for that type of business.

Importantly, the data shown in the void analysis must be understood in the context of the community, land use trends, and other demographics. Further, a gap in a certain business does not mean that those are the types or quality of services desired by the community or that contribute to the neighborhood's plan for the district.

## KEY FINDINGS

- The Turney Road Market Area has a high number of businesses in the restaurants, physicians, child care services, and bars sectors
- The Turney Road market area has a higher concentration of physicians, bars, bakers, and cosmetic retailers than the Comparison Area
- The Turney Road Market Area has a lower number of hospices, hotels & motels, home health services, and restaurants than might be expected
- Interestingly, restaurants are still a sector with lower concentration despite the high number of existing restaurants



## VOID ANALYSIS FOR SELECT SECTORS IN THE TURNEY ROAD MARKET AREA

Industry Sector	# of Businesses in Market Area	Expected # of Businesses in Market Area	Difference from Expected	
Physicians & Surgeons	15	11	4	Sectors with a <b>STRONG</b> concentration in the Turney Road market area
Bars	10	6	4	
Bakers-Retail	5	3	2	
Cosmetics & Perfumes-Retail	4	2	2	
Health Clubs Studios & Gymsnasiums	3	2	1	
Jewelers-Retail	2	1	1	
Gift Shops	2	1	1	
Dialysis	2	1	1	
Caterers	2	1	1	
Boutique Items-Retail	2	2	0	Sectors with a <b>WEAK</b> concentration in the Turney Road market area
Schools-Pre-School/Kindergarten-Academic	1	1	0	
Dancing Instruction	1	1	0	
Arts Organizations & Information	1	1	0	
Virtual Kitchens	1	1	0	
Cocktail Lounges	1	1	0	
Windows	1	1	0	
Sportswear-Retail	1	1	0	
Art Galleries & Dealers	1	1	0	
Clinics	5	5	0	
Florists-Retail	3	3	0	
Dentists	2	2	0	
Career & Vocational Counseling	1	1	0	
Social Service & Welfare Organizations	5	5	0	
Child Care Service	14	15	-1	
Medical Centers	0	1	-1	
Live Theaters	0	1	-1	
Salvage & Surplus Merchandise	0	1	-1	
Clothing-Retail	0	1	-1	
Liquors-Retail	0	1	-1	
Pharmacies	3	4	-1	
Counseling Services	1	2	-1	
General Merchandise-Retail	1	2	-1	
Medical Laboratories	0	1	-1	
Grocers-Retail	4	5	-1	
Convenience Stores	3	4	-1	
Health Services	3	4	-1	
Hospices	1	3	-2	
Hotels & Motels	1	4	-3	
Home Health Service	3	6	-3	
Restaurants	21	26	-5	

# Sectors with a high number of businesses in the Turney Road market area



# BUSINESS & ECONOMIC PROFILE

## CONSUMER SPENDING

Consumer spending data from ESRI shows the products and services consumers are buying in various categories. It is an estimate based on the latest Consumer Expenditure Surveys (CEX) from the Bureau of Labor Statistics.

The figure below shows estimated spending by households in the Turney Road Market Area. It includes total 2023 spending, the average spent per household, and a spending potential index, which compares the amount spent in that category locally to what is spent nationally. An index of 100 reflects the average, while an index of 120 indicates that local consumers spend 20 percent more than the national average in that category.

## KEY FINDINGS

- Food purchases, both at home and away from home, account for a significant portion of consumer spending
- Entertainment- and recreation-related purchases as well as home-related purchases are also high areas of consumer spending
- Vehicle purchases, maintenance, and gasoline comprise additionally high areas of spending
- In no instance do households in the Turney Road Market Area spend a greater amount in any one category than the national average

## SELECT CONSUMER SPENDING FOR THE TURNEY ROAD MARKET AREA

	2023 Consumer Spending	Average Spent	Spending Potential Index
Food at Home	\$68,017,365	\$3,754	55
Entertainment and Recreation	\$37,108,493	\$2,048	54
Food Away from Home	\$36,407,533	\$2,010	54
Maintenance and Remodeling Services	\$34,479,028	\$1,903	50
Payments on Vehicles excluding Leases	\$31,838,047	\$1,757	58
Household Furnishings and Equipment	\$28,771,071	\$1,588	54
Gasoline and Motor Oil	\$25,925,412	\$1,431	56
Apparel and Services	\$22,195,300	\$1,225	56
Travel	\$21,138,960	\$1,167	52
Vehicle Maintenance and Repairs	\$13,458,939	\$743	57
Housekeeping Supplies	\$9,439,539	\$521	56
Personal Care Products & Services	\$9,431,223	\$521	54
Maintenance and Remodeling Materials	\$7,849,042	\$433	55
Alcoholic Beverages	\$6,450,514	\$356	53
Lawn and Garden	\$6,389,181	\$353	53
Child Care	\$4,823,060	\$266	52

Sources: ESRI Business Analyst, Consumer Spending Report



# CONSUMER PREFERENCES

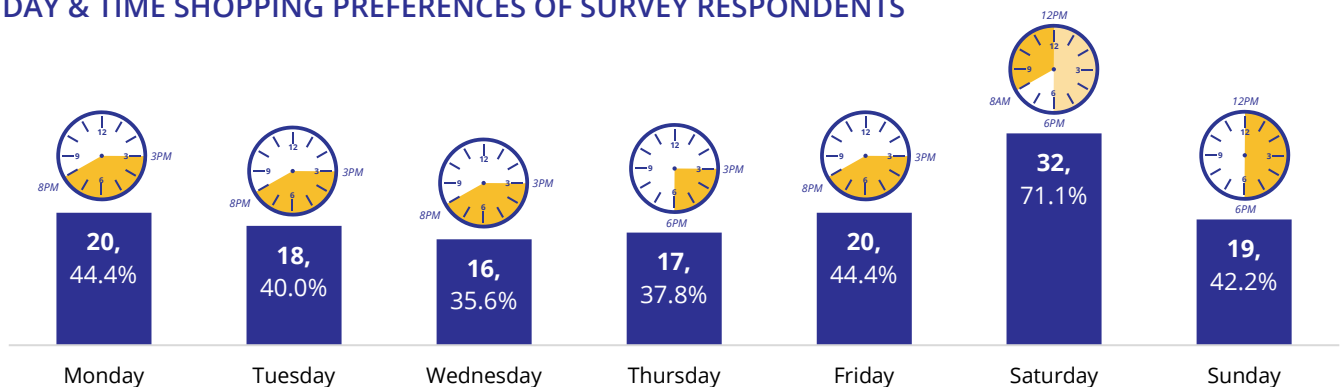
As part of a parallel effort, Turney Road stakeholders were asked to complete an online survey focusing on their visions for the future of the corridor. As seen in the graphics below, respondents generally desire the types of businesses/uses that are focused around "fast-casual" dining, grocery stores, and entertainment options—including movie theaters, putt-putt, or similar uses. Additionally, respondents also indicated that they primarily conduct their shopping at three main destinations: 1) online; 2) Rockside Corners Shopping Center; and 3) Garfield Commons. This was followed by Beachwood Place and then Turney Road

businesses. Respondents also indicated a strong preference to conduct their shopping on Saturday mornings, with some respondents choosing Saturday afternoons. This was followed by Monday and Friday evenings, or Sunday afternoons.

# KEY FINDINGS

- Respondents prefer family-focused and fast-casual dining options
- Turney Road was the first choice shopping destinations for only 16.1% of respondents
- Respondents prefer to shop between 3:00pm to 8:00pm weekdays, 8:00am to noon or noon to 6:00pm on Saturdays, and noon to 6:00pm on Sundays

# DAY & TIME SHOPPING PREFERENCES OF SURVEY RESPONDENTS



Top 5 Most Desired Businesses/Uses	#	%
Sit-Down/Family Restaurants	39	72.2%
Local Eateries (coffee shops, bakeries, pubs, etc.)	34	63.0%
Fast-Casual Restaurants (Panera, Chipotle, etc.)	28	51.9%
Grocery Stores/Healthy and Fresh Foods	22	40.7%
Entertainment Options (movie theater, putt-putt, etc.)	20	37.0%

Top 5 Current Locations to Shop for Goods & Services*	#	%
Online	15	26.8%
Rockside Corners Shopping Center (Independence)	15	26.8%
Garfield Commons	15	26.8%
Beachwood Place	11	19.6%
Turney Road (Garfield Heights)	9	16.1%

\*As this stakeholder survey was focused on property owners, workers, and businesses that operate on Turney Road, a number of "Other" responses included locations beyond the market area—such as Akron, Macedonia, Wadsworth, and Chesterland.



# HOUSING MARKET PROFILE

## EXISTING HOUSING INVENTORY

The figure on the following page shows the characteristics of occupied housing units in Garfield Heights and in Cuyahoga County. The existing housing inventory in Garfield Heights includes just under 12,000 occupied units, of which 57.2% are owner-occupied and 42.8% are renter-occupied. This is a slightly lower homeownership rate than Cuyahoga County as a whole, which has a homeownership rate of 58.4%.

Homes in Garfield Heights are largely single-family detached, which comprise 76.5% of all units and 95.0% of owner-occupied units. Larger buildings—those with more than three units in a building—in Garfield Heights are almost exclusively renter-occupied.



Homes in Garfield Heights tend to be older, with more than 95% of homes built before 2000. More than 43% of units were built between 1940 and 1959. Renter-occupied units tend to be slightly newer than owner-occupied homes, with 8.4% built after 2000, compared to just 2.1% of owner-occupied units.

Structures with two or three bedrooms are heavily concentrated in the City, accounting for 77.5% of all occupied units, compared to

just 63.4% of units in the County as a whole. This concentration of units with two or three bedrooms limits the type of potential resident in the City. Single-person households or especially large households may find it more difficult to find appropriate housing in Garfield Heights due to this unit mix.

## KEY FINDINGS

- The majority of units in Garfield Heights are owner-occupied
- The majority of units in Garfield Heights are single-family, detached homes; however, just under half of renter-occupied units are in larger structures
- Very few homes have been constructed in Garfield Heights since 2000
- More than 3/4 of all units in Garfield Heights have two or three bedrooms. There are very few one bedroom or four or more bedroom units in the City



## HOUSING UNIT INVENTORY IN GARFIELD HEIGHTS AND CUYAHOGA COUNTY, 2022

	Garfield Heights						Cuyahoga County					
	Occupied Units		Owner-Occupied		Renter-Occupied		Occupied Units		Owner-Occupied		Renter-Occupied	
	#	%	#	%	#	%	#	%	#	%	#	%
Occupied housing units	11,974		6,845 (57.2%)		5,129 (42.8%)		552,421		322,866 (58.4%)		229,555 (41.6%)	
Units in Structure												
1, detached	9,161	76.5%	6,503	95.0%	2,658	51.8%	341,565	61.8%	283,711	87.9%	57,854	25.2%
1, attached	243	2.0%	64	0.9%	179	3.5%	28,336	5.1%	16,272	5.0%	12,064	5.3%
2 apts.	990	8.3%	213	3.1%	777	15.1%	35,959	6.5%	9,194	2.8%	26,765	11.7%
3 or 4 apts.	68	0.6%	0	0.0%	68	1.3%	16,047	2.9%	1,763	0.5%	14,284	6.2%
5 to 9 apts.	651	5.4%	0	0.0%	651	12.7%	23,037	4.2%	1,732	0.5%	21,305	9.3%
10 or more apts.	861	7.2%	65	0.9%	796	15.5%	104,601	18.9%	8,193	2.5%	96,408	42.0%
Other	0	0.0%	0	0.0%	0	0.0%	2,876	0.5%	2,001	0.6%	875	0.4%
Year Structure Built												
2020 or later	14	0.1%	0	0.0%	14	0.3%	1,044	0.2%	448	0.1%	596	0.3%
2010 - 2019	286	2.4%	30	0.4%	256	5.0%	13,647	2.5%	5,677	1.8%	7,970	3.5%
2000 - 2009	274	2.3%	117	1.7%	157	3.1%	22,560	4.1%	14,802	4.6%	7,758	3.4%
1980 - 1999	612	5.1%	266	3.9%	346	6.7%	69,579	12.6%	41,625	12.9%	27,954	12.2%
1960 - 1979	2,882	24.1%	1,465	21.4%	1,417	27.6%	138,551	25.1%	72,725	22.5%	65,826	28.7%
1940 - 1959	5,195	43.4%	3,308	48.3%	1,887	36.8%	163,936	29.7%	109,027	33.8%	54,909	23.9%
1939 or earlier	2,711	22.6%	1,659	24.2%	1,052	20.5%	143,104	25.9%	78,562	24.3%	64,542	28.1%
Number of Rooms												
1 room	234	2.0%	99	1.4%	135	2.6%	11,011	2.0%	520	0.2%	10,491	4.6%
2 or 3 rooms	866	7.2%	32	0.5%	834	16.3%	62,833	11.4%	4,370	1.4%	58,463	25.5%
4 or 5 rooms	3,706	31.0%	1,753	25.6%	1,953	38.1%	166,567	30.2%	64,947	20.1%	101,620	44.3%
6 or 7 rooms	5,432	45.4%	3,528	51.5%	1,904	37.1%	178,362	32.3%	133,465	41.3%	44,897	19.6%
8 or more rooms	1,736	14.5%	1,433	20.9%	303	5.9%	133,648	24.2%	119,564	37.0%	14,084	6.1%
Number of Bedrooms												
No bedroom	243	2.0%	99	1.4%	144	2.8%	12,109	2.2%	632	0.2%	11,477	5.0%
1 bedroom	825	6.9%	32	0.5%	793	15.5%	70,626	12.8%	4,083	1.3%	66,543	29.0%
2 or 3 bedrooms	9,274	77.5%	5,435	79.4%	3,839	74.8%	350,432	63.4%	213,168	66.0%	137,264	59.8%
4 or more bedrooms	1,632	13.6%	1,279	18.7%	353	6.9%	119,254	21.6%	104,983	32.5%	14,271	6.2%

Note: Data was pulled only for the City of Garfield Heights due to limitations in data geographies and relevancy to this Turney Road TOD Study.

Sources: County Planning; U.S. Census Bureau, American Community Survey (ACS), 5 year estimates, 2022

# HOUSING MARKET PROFILE

## RENTAL RATES

Gross rent provides information on the monthly housing cost expenses for renters and equates to the contract rent plus the estimated average monthly cost of utilities and fuels if paid by the renter. This metric can be an indicator of the housing market's strength, and combined with other indicators, can give insight into housing affordability.



In Garfield Heights, median gross rent is slightly higher (\$1,046) than in Cuyahoga County as a whole (\$952).

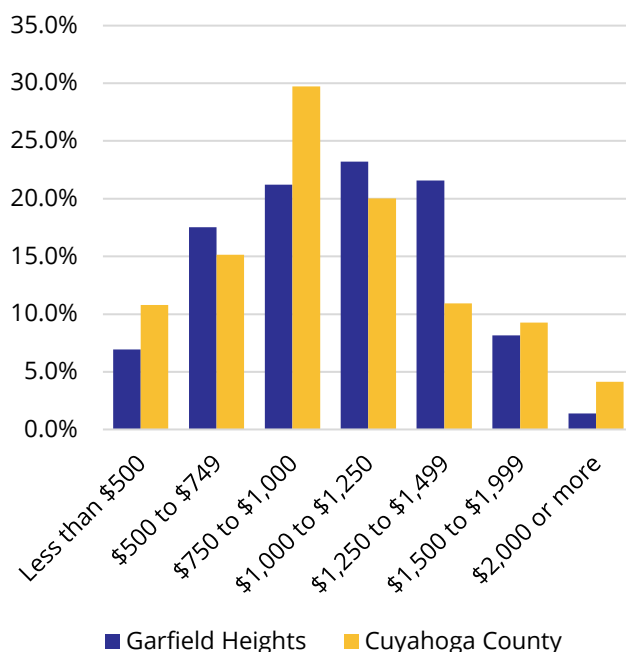
Most of the City's rental units have two or three bedrooms, and the median gross rent for two bedroom units is equal to that of Cuyahoga County as a whole, while median gross rent for three bedroom units in Garfield Heights is slightly higher than the County.

Individual unit prices are concentrated between \$750 and \$1,499 in Garfield Heights. Units in this range comprise 66% of all units.

## KEY FINDINGS

- Garfield Heights has a slightly higher median gross rent than Cuyahoga County
- 66% of units in Garfield Heights have a gross rent between \$750 and \$1,499

## RENTAL UNITS BY GROSS RENT, 2022



	Garfield Heights		Cuyahoga County	
	#	%	#	%
<b>Median Gross Rent</b>	<b>\$1,046</b>		<b>\$952</b>	
No Bedroom	\$777		\$723	
1 Bedroom	\$681		\$787	
2 Bedrooms	\$983		\$983	
3 Bedrooms	\$1,267		\$1,175	
4 Bedrooms	\$1,291		\$1,291	
<b>Rental Units</b>	<b>5,129</b>		<b>229,555</b>	
With Cash Rent	4,957		219,665	
Less than \$500	344	6.9%	23,682	10.8%
\$500 to \$749	869	17.5%	33,262	15.1%
\$750 to \$1,000	1,052	21.2%	65,322	29.7%
\$1,000 to \$1,250	1,150	23.2%	43,988	20.0%
\$1,250 to \$1,499	1,069	21.6%	23,991	10.9%
\$1,500 to \$1,999	404	8.2%	20,356	9.3%
\$2,000 or more	69	1.4%	9,064	4.1%
No Cash Rent	172		9,890	



# CHANGE IN VACANCY RATE & RENT

The change in vacancy rates and median gross rents over the last decade can show how much rental units cost and how many are available. Importantly, the data can also show the relationship between the two.

In Garfield Heights, median gross rents have increased from \$747 in 2012 to \$1,046 in 2022. Median gross rents have been higher than the County as a whole in each time period.

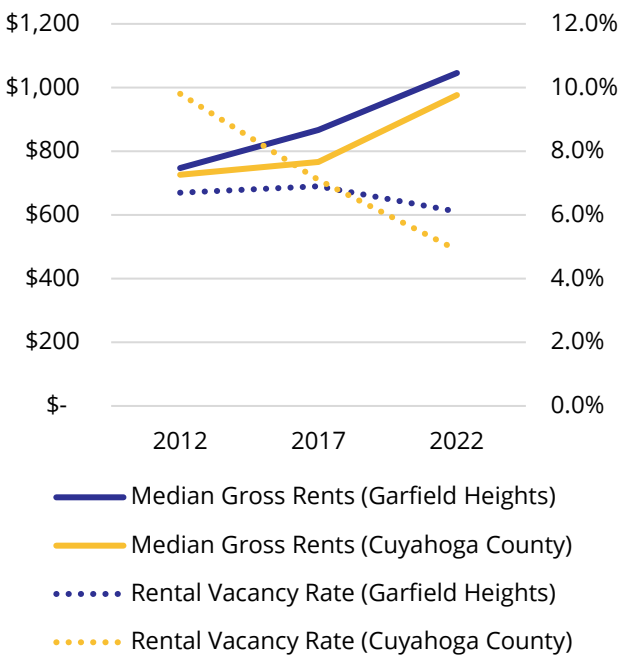
Vacancy rates for rental units in Garfield Heights increased slightly from 6.7% in 2012 to 6.9% in 2017 before decreasing in 2022 to 6.1%. Comparatively, vacancy rates for rental units in Cuyahoga County as a whole have decreased in each time period, and vacancy rates in 2022 are half what they were in 2012. This shows a significant tightening of the rental market in the County.

The data also shows a correlation between median gross rents and the rental vacancy rate. As the vacancy rate has decreased—a 9% decrease in Garfield Heights and a 50% decrease in Cuyahoga County—rents have increased—a 40% increase in Garfield Heights and a 34% increase in Cuyahoga County.

## KEY FINDINGS

- Median gross rents in Garfield Heights are higher than Cuyahoga County and have increased 40% between 2012 and 2022
- Rental vacancy rates in Garfield Heights have fallen 9% from 6.7% in 2012 to 6.1% in 2022
- Rental vacancy rates in Cuyahoga County have dropped significantly, from 9.8% in 2012 to 4.9% in 2022

# VACANCY RATES & RENTS, 2012, 2017, & 2022



	2012	2017	2022	2012-2022 % Change
<b>Garfield Heights</b>				
Median Gross Rents	\$747	\$867	\$1,046	+40%
Rental Vacancy Rate	6.7%	6.9%	6.1%	-9%
<b>Cuyahoga County</b>				
Median Gross Rents	\$726	\$766	\$976	+34%
Rental Vacancy Rate	9.8%	7.1%	4.9%	-50%

# HOUSING MARKET PROFILE

## MEDIAN SALES PRICE

Median sales price data comes from the Northern Ohio Data and Information Service (NODIS) out of the Levin College of Public Affairs and Education at Cleveland State University. The data on this page shows median sales prices for Garfield Heights, the Suburbs within Cuyahoga County (excluding City of Cleveland data), and Cuyahoga County as a whole.

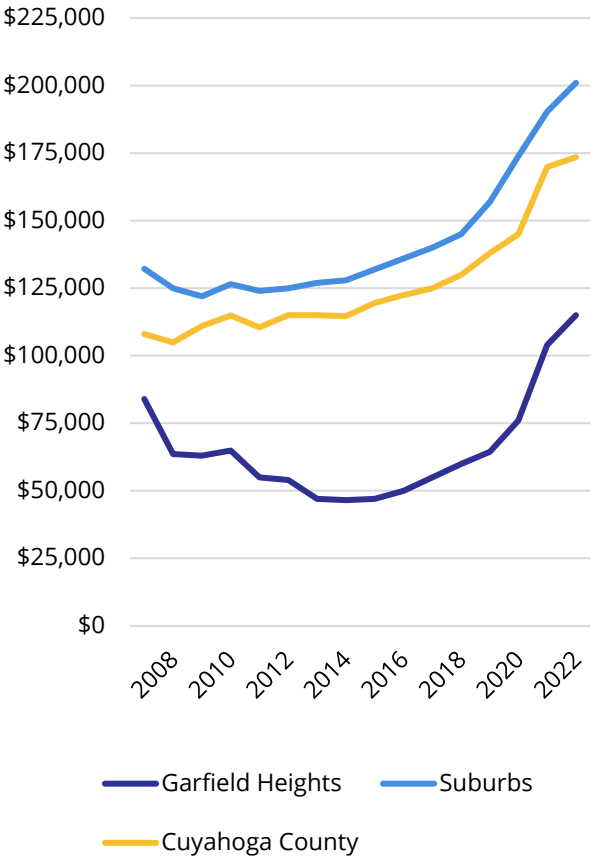
The median sales price for single-family homes in Garfield Heights in 2022 was \$115,000, which is lower than the \$173,500 for Cuyahoga County and \$201,000 for the suburbs of Cuyahoga County in 2022.

Despite the lower median sales price in Garfield Heights in 2022, the metric has been increasing rapidly. Between 2012 and 2022, Garfield Heights' median sales price has grown \$61,000, a +113% increase. Comparatively, the suburbs as a whole have increased by +61% and Cuyahoga County has increased +51%. This rapid increase in home sales prices indicates an improving housing market, stronger demand, and points toward potential need for new housing if demand continues to rise.

## KEY FINDINGS

- Garfield Heights' median sales price is \$115,000, which is lower than both the suburbs and Cuyahoga County as a whole
- The City's median sales price has increased rapidly, growing +113% since 2012, a faster increase than either comparison geography

## MEDIAN SALES PRICE, SINGLE-FAMILY HOMES, 2007-2022



	2007	2012	2017	2022	2012-2022 % Chg.
Garfield Heights	\$84,000	\$54,000	\$55,000	\$115,000	+113%
Suburbs	\$132,150	\$125,000	\$140,000	\$201,000	+61%
Cuyahoga County	\$108,000	\$115,000	\$125,000	\$173,500	+51%



## SALES PRICE RANGES

The share of homes sold within various price ranges in Garfield Heights in 2022 provides greater depth than median sales alone. The data includes one-family, two-family, and condominium sales, and it has been scrubbed by researchers at Cleveland State University. In 2022, there were 730 existing homes sold within the City. Most homes (43.3%) sold between \$105,000 and \$150,000, while 29.5% sold between \$65,000 and \$105,000. Only eight homes (1.1%) sold for greater than \$200,000.

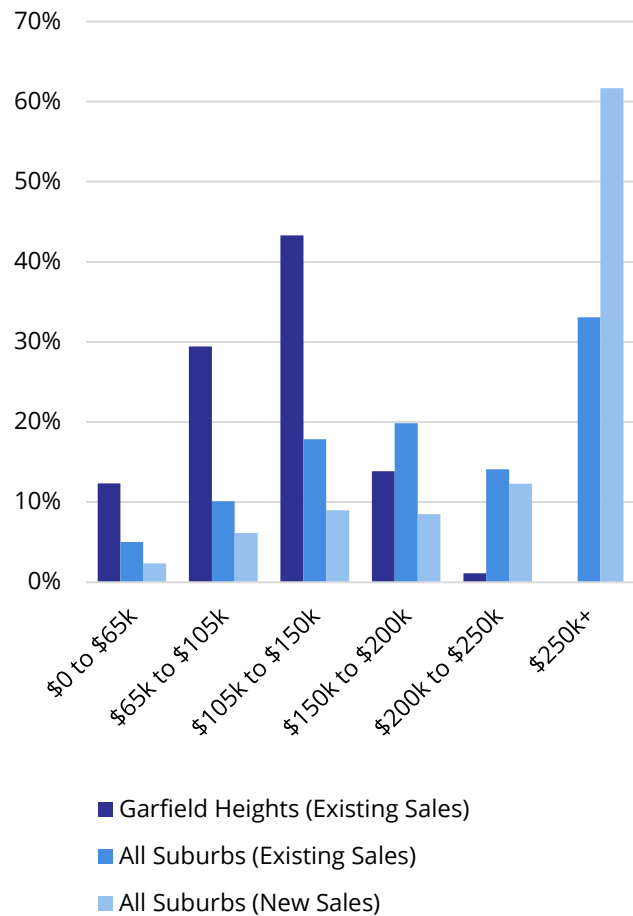
This data was compared to sales in the suburbs of Cuyahoga County as a whole (excluding City of Cleveland data). A significantly higher share (47.2%) of homes sold above \$200,000.

Finally, this data was compared to sales of newly constructed homes in the suburbs. More than 60% of new homes were sold for greater than \$250,000. An additional 20.8% of homes sold for greater than \$150,000. The sales price of new homes in the County indicates difficulties in attracting market rate new construction to Garfield Heights without assistance or subsidies.

## KEY FINDINGS

- Most homes in Garfield Heights sold for prices between \$105,000 and \$150,000
- Far fewer homes in Garfield Heights sold for more than \$200,000
- More than 80% of newly constructed homes in Cuyahoga County's suburbs sold for more than \$150,000

## SALES PRICE RANGES, 2022



	Garfield Heights		Cuyahoga County Suburbs			
	Existing Sales		Existing Sales		New Sales	
	#	%	#	%	#	%
\$0 to \$65k	90	12.3%	784	5.0%	10	2.4%
\$65k-\$105k	215	29.5%	1,577	10.1%	26	6.1%
\$105k-\$150k	316	43.3%	2,783	17.9%	38	9.0%
\$150k-\$200k	101	13.8%	3,097	19.9%	36	8.5%
\$200k-\$250k	8	1.1%	2,195	14.1%	52	12.3%
\$250k+	0	0.0%	5,155	33.1%	261	61.7%
<b>Total</b>	<b>730</b>	<b>100%</b>	<b>15,591</b>	<b>100%</b>	<b>423</b>	<b>100%</b>

# HOUSING MARKET PROFILE

## CONSTRUCTION ACTIVITY

Construction activity measures the number of building permits authorized for new privately owned housing units. The data is based on reports submitted by local building permit officials to the U.S. Census Bureau. These numbers provide a general indication of the construction activity; however, not all permits become built units.

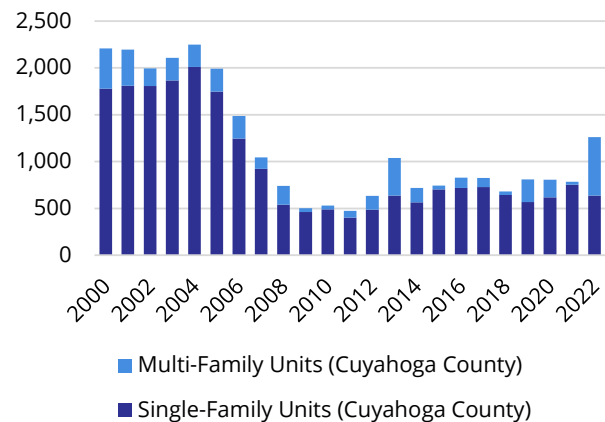
Data for building permits in Cuyahoga County from 2000 to 2022 shows a dramatic decrease in permits issued starting in 2005. New construction has not recovered to early 2000s levels; however, construction of multi-family units has recently spiked, with 623 units permitted in 2022. This is the highest number of permitted multi-family units since 2000.

Comparatively few new housing units have been permitted in Garfield Heights during the same time period. While a substantial number of single-family homes were permitted in the early 2000s, there have been just three single-family homes permitted since 2007 and there have been no multi-family units permitted.

## KEY FINDINGS

- The number of single-family homes permitted in Cuyahoga County has fallen since highs in the early 2000s
- Single-family permits have been increasing modestly since a low in 2010
- Multi-family permits have recently spiked, with 2022 representing the most new multi-family units permitted
- Garfield Heights has seen virtually no new housing construction since 2007

## BUILDING PERMITS, 2000-2022



	Garfield Heights		Cuyahoga County	
	Single-Fam.	Multi-Fam.	Single-Fam.	Multi-Fam.
2000	9	0	1,777	432
2001	21	0	1,810	385
2002	22	0	1,805	191
2003	14	0	1,865	243
2004	31	0	2,010	238
2005	18	0	1,748	245
2006	9	0	1,246	241
2007	1	0	922	124
2008	0	0	542	200
2009	0	0	462	41
2010	0	0	490	41
2011	0	0	401	75
2012	0	0	488	146
2013	0	0	639	400
2014	0	0	566	153
2015	0	0	702	42
2016	0	0	719	110
2017	0	0	728	99
2018	0	0	644	38
2019	0	0	570	241
2020	1	0	619	189
2021	0	0	752	32
2022	2	0	639	623
<b>Total</b>	<b>128</b>	<b>0</b>	<b>22,144</b>	<b>4,529</b>

Sources: U.S. Census Bureau, Building Permits Survey 2000 - 2022



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## SECTION 3

# CORRIDOR STRATEGIES & IMPLEMENTATION PLAN

This section provides a deep dive into the types of improvements and redevelopment opportunities that can enhance the Turney Road corridor. These recommendations are grouped into two main categories: 1) corridor-wide strategies; and 2) more targeted Strategy Zones that outline potential options for redevelopment.

The corridor-wide strategies are divided into three subcategories:

- 1) Infrastructure, which focuses on many of the physical components of Turney Road itself to make it more comfortable, inviting, and safe for everyone

- 2) Policy, which focuses on organizing businesses, partners, and other stakeholders to attract reinvestment
- 3) Placemaking, which focuses on enhancing the corridor's vibrancy and making the corridor a welcoming and exciting destination

Lastly, there are four Strategy Zones that analyze site-specific opportunities along Turney Road. These include the Medium-Density Residential Zone, Neighborhood Commercial Zone, Downtown Commercial Zone, and the Community Flex Zone.



## **CORRIDOR INFRASTRUCTURE STRATEGIES**

Pedestrian Improvements on page 58

Major Intersection Improvements on page 58

Bus Stop Improvements on page 59

Side Street Traffic Calming on page 59

Streetscape Improvements on page 60

Infrastructure Goal 1: Enhance key pedestrian crossings to improve safety and promote walkability on page 62

Infrastructure Goal 2: Implement streetscape enhancements to foster vibrant, walkable, and comfortable neighborhoods and commercial areas on page 64

Infrastructure Goal 3: Enhance transit waiting environments to promote transit as a travel mode of choice and support new ridership on page 66

## **CORRIDOR POLICY STRATEGIES**

Storefront Renovations on page 76

Special Improvement District (SID) on page 78

Policy Goal 1: Organize property and business owners to collectively enhance the downtown business district's vibrancy, improve its safety, and attract investment on page 80

Policy Goal 2: Attract new development and renovate existing structures to modernize the district and foster a welcoming, vibrant, and memorable experience for visitors on page 82

## **CORRIDOR PLACEMAKING STRATEGIES**

Gateway Features on page 84

Wayfinding Zones on page 85

Public Art/Mural Opportunities on page 86

SID Branding Elements on page 87

Placemaking Goal 1: Market, brand, and identify the downtown business district with unique streetscaping elements and public art to make the area feel welcoming, safe, and vibrant on page 88

Placemaking Goal 2: Create a uniform gateway and wayfinding signage program that is both visually interesting and provides clear messaging to visitors on page 90

## **CORRIDOR STRATEGY ZONES**

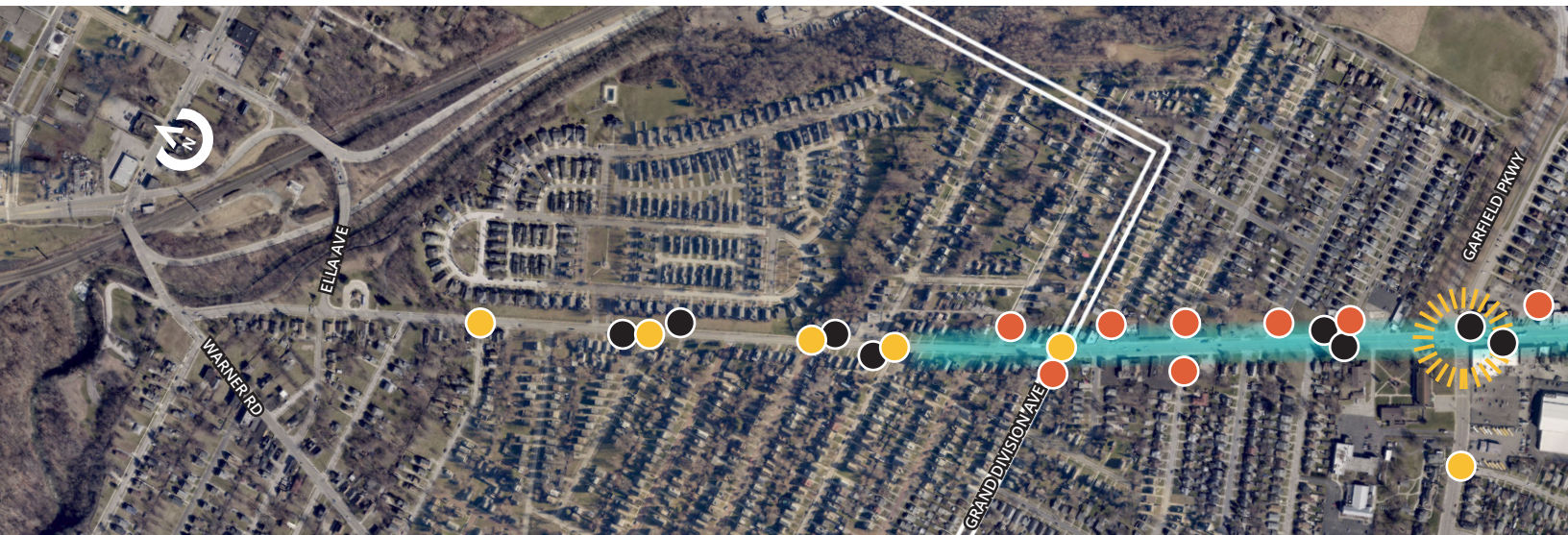
Medium-Density Residential Zone on page 94

Neighborhood Commercial Zone on page 100

Downtown Commercial Zone on page 104

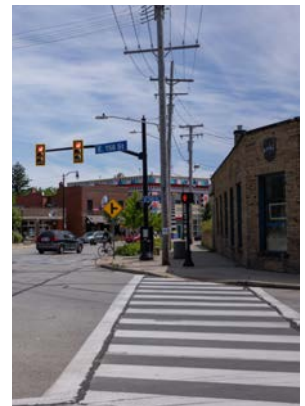
Community Flex Zone on page 112

# CORRIDOR INFRASTRUCTURE STRATEGIES



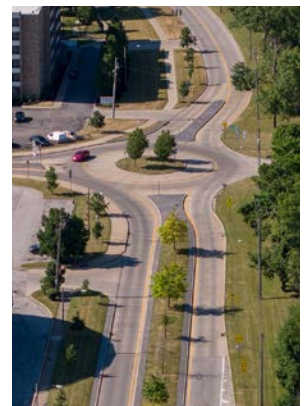
## PEDESTRIAN IMPROVEMENTS

Safe, convenient, and accessible crossings greatly improve the overall comfort for non-motorized users within the roadway. Visual, audible, and contextual elements—such as texturized curb ramps—are necessary elements to make Turney Road a welcoming and inclusive destination for everyone. As indicated by a yellow circle on the map above, pedestrian improvements are targeted at 10 locations along the corridor. There should be a special focus on highly visible crosswalk markings, signage, pedestrian actuated signals, and illumination. This is mostly seen at intersections that lack complete pedestrian infrastructure or mid-block crossings that are not visible enough for moving traffic to acknowledge people that may be in the road.

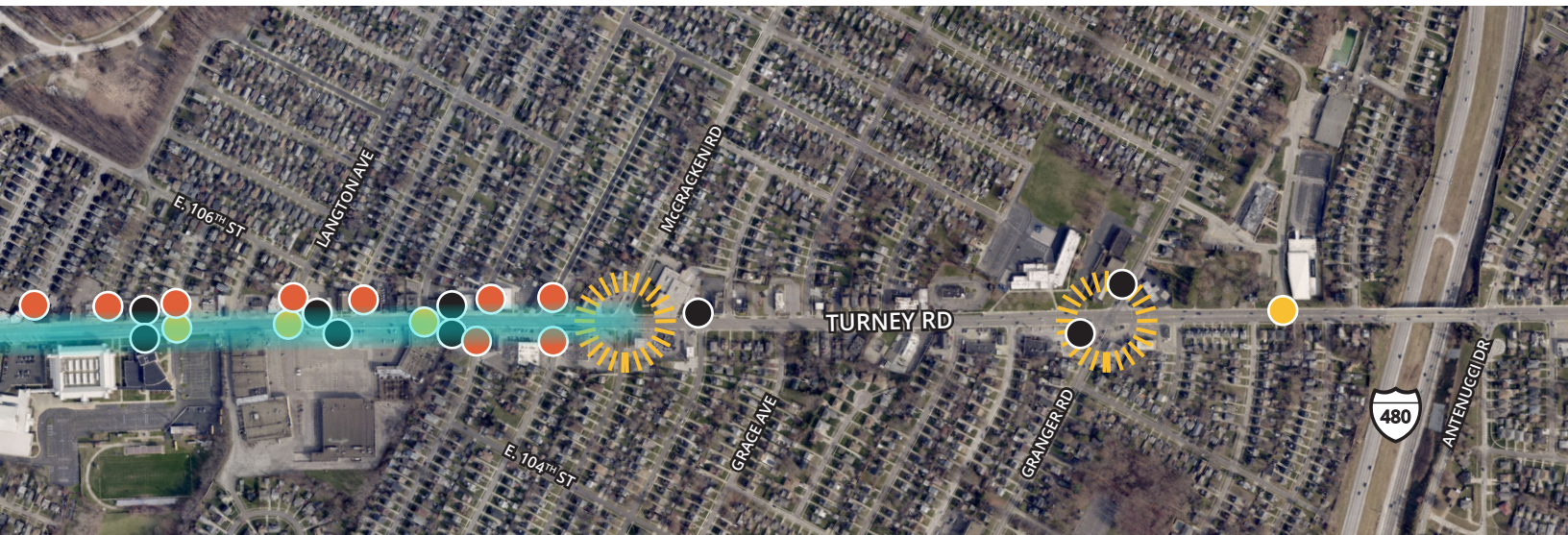


## MAJOR INTERSECTION IMPROVEMENTS

Turney Road at Garfield Boulevard, McCracken Road, and Granger Road are the three largest and most challenging intersections within the study area. These intersections in particular have some of the highest collision concentrations on Turney Road—including those with pedestrians and bicyclists. As indicated by a yellow starburst on the map above, these intersections should be targeted for significant traffic control and crossing enhancements to create safer, more efficient, and attractive intersections. Reduced turn radii and highly-visible crossings with signage are paramount for eliminating fatal and serious injury related collisions at these locations.







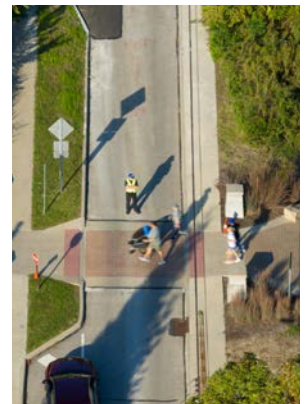
## BUS STOP IMPROVEMENTS

As indicated by a black circle on the map above, enhanced transit waiting environments should be targeted in and around the core business district. These 17 bus stops in particular have higher boardings and alightings than other stops along the corridor. A special emphasis for enhancements should be placed on those stops near highly commercialized areas—such as Turneytown. Future roadway reconfigurations, on street parking, and bike lanes should also be taken into consideration when improving transit waiting and boarding areas. Additionally, increased density and new TOD-supportive commercial and mixed-use developments will create new transit demand, necessitating waiting areas that are both comfortable and enjoyable.



## SIDE STREET TRAFFIC CALMING

Traffic calming infrastructure located near Turney Road on adjacent side streets would be beneficial for improving the overall safety of the core business district where people are being encouraged to walk. As indicated by an orange circle on the map above, traffic calming would be warranted throughout the core business district on 17 adjacent side streets. Reduced turn radii, speed tables, bump outs, raised crosswalks, and other similar speed countermeasures are essential for slowing traffic and improving the visibility of non-motorized users at intersections.



# CORRIDOR INFRASTRUCTURE STRATEGIES (CONT.)

## STREETSCAPE IMPROVEMENTS

Streetscape improvements can enhance community and commercial spaces by reinforcing safety, improving aesthetics, strengthening interactions between people, and supporting economic vitality. Turney Road is more than just a path to move people; it's a place to walk, bike, dine, shop, and socialize. However, much of the corridor is missing a variety of key streetscape elements that would support such activities. In general, a good streetscape should include the following:

- **Pedestrian-Focused Design** that prioritizes sidewalks, safe road crossings, and clear pedestrian pathways and routes
- **Speed Countermeasures** that calm traffic and give adequate warning to vehicles of pedestrians in the area
- **Accessible Features** that integrate ADA compliant design elements and considerations into all streetscaping aspects along the corridor
- **Street Trees/Plantings** that provide shade, improve air quality, reduce the heat island effect, and calm traffic
- **Lighting** that improves night safety, pedestrian visibility, and is both functional and aesthetically appealing
- **Street Furniture** that is functional and made of durable materials, and typically includes benches, waste receptacles, bike racks, etc.
- **Visual Appeal** that shares common branding elements across all streetscaping aspects along the corridor

As indicated by the teal line on the Corridor Strategies Map on page 58, streetscape improvements are recommended for the

primary core business district between McCracken Road and Grand Division Avenue. Additional streetscape improvements are recommended to continue north into the City of Cleveland from Grand Division Avenue to Joliet Road. This will help create a seamless transition from the more "neighborhood-focused" commercial district in Cleveland to the heavier commercial uses in Garfield Heights.

## LOCAL STREETSCAPE EXAMPLES

CHAGRIN FALLS



LITTLE ITALY



VAN AKEN DISTRICT






# SPEED COUNTERMEASURE ALTERNATIVES

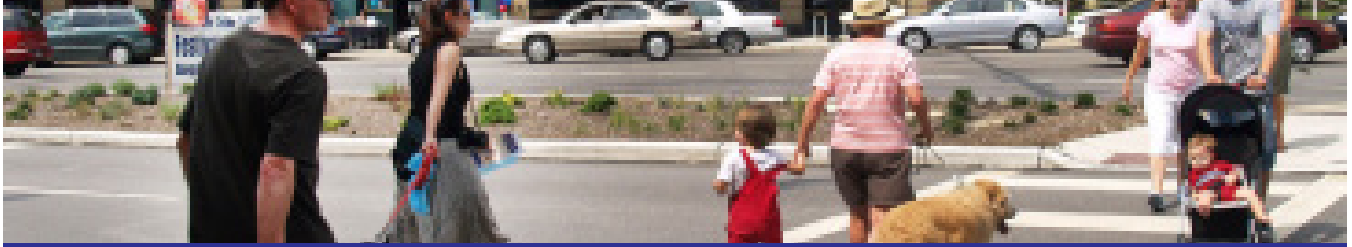
All speed management countermeasures and traffic calming have the same goal of saving lives. However, countermeasures can take on a variety of formats and address vehicle speeds differently, so alternatives should be carefully tailored to each specific situation. Speed management countermeasures are generally grouped into two typologies: vertical and horizontal. Vertical traffic calming measures create a change in height on a roadway to slow vehicles, while horizontal measures create a physical deflection in the roadway that reduces the ability of vehicles to drive in a perfectly straight line.

Additionally, traffic calming can also be influenced through land use, zoning, and

building design. Policy-focused measures can be just as, if not more, influential than physical countermeasures. These types of policies can typically include maximum build-to-lines, density bonuses, and building height requirements. By making business districts more walkable vehicles are forced to slow their speeds.

While this document outlines specific recommendations for traffic calming, many other alternatives exists, as outlined in the table below. All options should be carefully evaluated, tested, and adjusted based on findings before any permanent infrastructure is installed along Turney Road and adjacent side streets.

<div>Walkable Urban Character</div>  <div>Sprawled Rural Character</div>	CONDITIONS	SPEED COUNTERMEASURE TYPOLOGIES	
	<25 mph	Vertical Shifts	Speed humps, speed cushion, speed table, raised intersection, raised crosswalk
	<35 mph	Horizontal Shifts	Choker/bulb-outs, neck down, chicane, center island, reduced lane widths, road diet, half or full closure, diagonal diverter, choker with speed hump, half-closure with median barrier, pinch point, land shifts
	<40 mph	Vertical Delineation	Center island using tubular channelizers, post-mounted delineators, chevrons with reflective posts, layered landscaping, landscaped medians
	>40 mph	Surface Treatments/Markings	Transverse rumble strips, transverse bars, converging chevrons, optical speed bars, SLOW on pavement, speed limit on pavement
	>40 mph	Signage	Speed-activated signs, LED speed limit signs, speed feedback signs/slow-down, variable speed limits
	Land Use & Context Specific	Intersection/Access Specific	Roundabout, traffic circle, community entrance treatments, signal progression/timing
	Land Use & Context Specific	Other Considerations	Building lines and building heights, street trees, on-street parking



## INFRASTRUCTURE GOAL 1: ENHANCE KEY PEDESTRIAN CROSSINGS TO IMPROVE SAFETY AND PROMOTE WALKABILITY

Near-Term Actions <i>6 months - 1 year</i>	Mid-Term Actions <i>1 - 3 Years</i>	Long-Term Actions <i>3 - 5 Years+</i>
<ul style="list-style-type: none"> <li>Conduct a Road Safety Audit with the Ohio Department of Transportation (ODOT) and a multi-disciplinary group of independent experts to determine exact safety improvements</li> <li>Implement high visibility painted ladder crossings at sites identified for "Pedestrian Improvement" on the Corridor Infrastructure Strategies Map on page 58 and at all major intersections</li> <li>Use temporary infrastructure, such as bollards, delineators, planters, or other similar separators, to create pedestrian islands or bump-outs to test, adjust, and prepare for permanent infrastructure—use Northeast Ohio Areawide Coordinating Agency's (NOACA) Street Supplies Program as a resource and library of materials</li> <li>Ensure crosswalks are at least eight feet wide, contain ladder markings, and have curb ramps that are ADA compliant</li> </ul>	<ul style="list-style-type: none"> <li>At un-signalized, mid-block, or high-trafficked pedestrian crossings, add pedestrian actuated Rapid Flashing Beacon (RFB) or HAWK signals to alert drivers to pedestrians crossing the street</li> <li>In order to help students safely access education facilities and nearby amenities, work with the Garfield Heights City School District to develop a School Travel Plan (STP) or Active Transportation Plan (ATP) as a tool for applying for Safe Routes to School (SRTS) funding(<i>see following page for more details</i>)</li> <li>Work with the Cuyahoga County Department of Public Works to include traffic calming, streetscaping, and safety measures outlined in this plan as part of any re-striping work on Turney Road</li> </ul>	<ul style="list-style-type: none"> <li>Where possible at major intersections or other difficult crossings, add pedestrian islands/refuges to help protect pedestrians and provide a visual cue to drivers</li> <li>Implement curb extensions at intersections with significant crossing distances, large turn radii, or misaligned intersections to reduce crossing distances for non-motorized users</li> <li>Implement speed tables and signage on cross streets near commercial areas where walking is encouraged</li> </ul>



## CLOSER LOOK: SAFE ROUTES TO SCHOOL PROGRAM

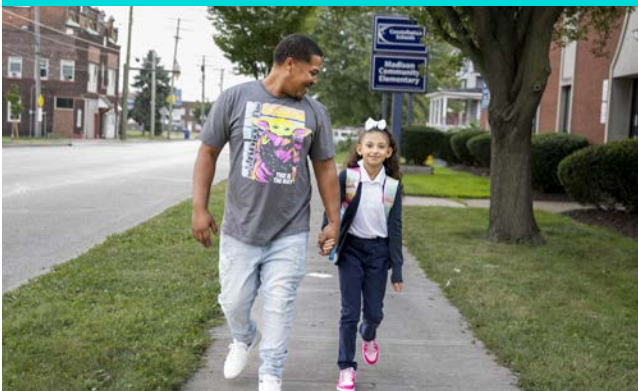
BROOKLYN, OHIO



BROOKLYN, OHIO



CLEVELAND, OHIO



The following provides a closer look at key milestones for establishing a Safe Routes to School Program.

- 1) Prepare, post, and submit an RFP to select a professional firm to develop a STP or ATP in partnership with the Garfield Heights City School District—with a special focus on those facilities fronting Turney Road
- 2) Utilize the Ohio Department of Transportation's (ODOT) School Travel Plan or Active Transportation Plan Development Guide to help facilitate the process with the selected consultant team—utilize a team-based approach that involves key community stakeholders and members of the public in both identifying barriers to active transportation and using infrastructure and non-infrastructure approaches to address them
- 3) Submit final plan to ODOT District SRTS Coordinator for review and approval
- 4) Apply for comprehensive SRTS funding for both infrastructure and non-infrastructure countermeasures and programs that focus on improved connectivity and safety
- 5) Continue to evaluate the plan for updates if any significant changes or relocations to school facilities occur, a majority of plan team members change, or when the plan becomes older than five years



## INFRASTRUCTURE GOAL 2: IMPLEMENT STREETScape ENHANCEMENTS TO FOSTER VIBRANT, WALKABLE, AND COMFORTABLE NEIGHBORHOODS AND COMMERCIAL AREAS

Near-Term Actions <i>6 months - 1 year</i>	Mid-Term Actions <i>1 - 3 Years</i>	Long-Term Actions <i>3 - 5 Years+</i>
<ul style="list-style-type: none"> <li>▪ Identify targeted locations for tree plantings—including private yards fronting Turney Road</li> <li>▪ Plant street trees in existing, vacant tree pits along the corridor, targeting areas where tree lawns are wide enough to support trees, typically at least 8' wide</li> <li>▪ Implement street tree boxes in commercial areas where sidewalks are wide enough to allow placement</li> <li>▪ Install decorative banners and consider seasonal plantings along the corridor</li> </ul>	<ul style="list-style-type: none"> <li>▪ Undertake preliminary and final engineering for the Turney Road streetscape to guide the long-term implementation and maintenance of streetscaping elements such as benches, trash receptacles, streetlights, planters, traffic light mast arms, etc.</li> <li>▪ Evaluate intersection improvements at Garfield Boulevard, McCracken Road, and Granger Road to identify the best alternative to improve safety—including the consideration of a roundabout at Garfield Boulevard</li> <li>▪ Work with the Business District Association or future SID to include implementation and maintenance of streetscape improvements as part of their core responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Integrate major improvements into the City of Garfield Heights Capital Improvement Plan to guide long-term implementation</li> <li>▪ Implement street trees, plantings, and other similar enhancements into curb extensions placed as part of intersection and safety enhancements</li> <li>▪ Install new, modern mast arms for traffic signals and signage in place of overhead wires</li> </ul>



## CLOSER LOOK: TESTING INFRASTRUCTURE

TEMPORARY BIKE LANES | EUCLID, OHIO



The following provides a closer look at key milestones for testing infrastructure concepts through temporary installations such as using NOACA's Street Supplies Program.

- 1) Engage with the future Business District Association or SID and property owners to identify demonstration projects along Turney Road to test infrastructure and collect data
- 2) Utilize Northeast Ohio Areawide Coordinating Agency's (NOACA) Street Supplies library of roadway materials to test infrastructure concepts and gather feedback on proposed designs
- 3) Work with design and traffic professionals, as well as engineers evaluate collected data from tests and make any adjustments where necessary
- 4) Seek any additional funding and partnerships to install and maintain permanent infrastructure
- 5) Work with future the Business District Association or SID to outline a maintenance schedule for any improvements made along the Turney Road corridor

TEMPORARY REFUGE ISLAND | EUCLID, OHIO





### INFRASTRUCTURE GOAL 3: ENHANCE TRANSIT WAITING ENVIRONMENTS TO PROMOTE TRANSIT AS A TRAVEL MODE OF CHOICE AND SUPPORT NEW RIDERSHIP

Near-Term Actions <i>6 months - 1 year</i>	Mid-Term Actions <i>1 - 3 Years</i>	Long-Term Actions <i>3 - 5 Years+</i>
<ul style="list-style-type: none"> <li>▪ Work with the Greater Cleveland Regional Transit Authority (GCRTA) to ensure a minimum standard of safety, ADA accessibility, and visibility for all stops—use GCRTA's Transit Street &amp; Bus Stop Design Guidelines as a point of reference in these efforts</li> <li>▪ Work with the Business District Association or future SID to design bus shelter wraps that align with business district branding</li> <li>▪ Partner with GCRTA on upcoming Broadway Avenue Bus Rapid Transit (BRT) planning initiatives</li> </ul>	<ul style="list-style-type: none"> <li>▪ Target the most heavily used stops on the Corridor Infrastructure Strategies Map on page 58 for more significant improvements including benches, trash receptacles, lighting, enhanced signage, bike racks, and covered bus shelters</li> <li>▪ Work with local businesses and community organizations to "adopt" bus stops to fund improvements, beautify and maintain areas, and promote local businesses</li> <li>▪ Work with the Business District Association or future SID to include maintenance of bus waiting areas as part of their core responsibilities</li> </ul>	<ul style="list-style-type: none"> <li>▪ Where feasible, consider implementing curb bump outs or extensions, shared platforms, or boarding islands at key stops to facilitate passenger loading and unloading, and to support future transit</li> </ul>



## CLOSER LOOK: ADOPT-A-SHELTER & CPIP PROGRAMS



The following provides a closer look at key milestones for utilizing GCRTA's Adopt-a-Shelter and Community Partner Investment Program (CPIP) initiatives.

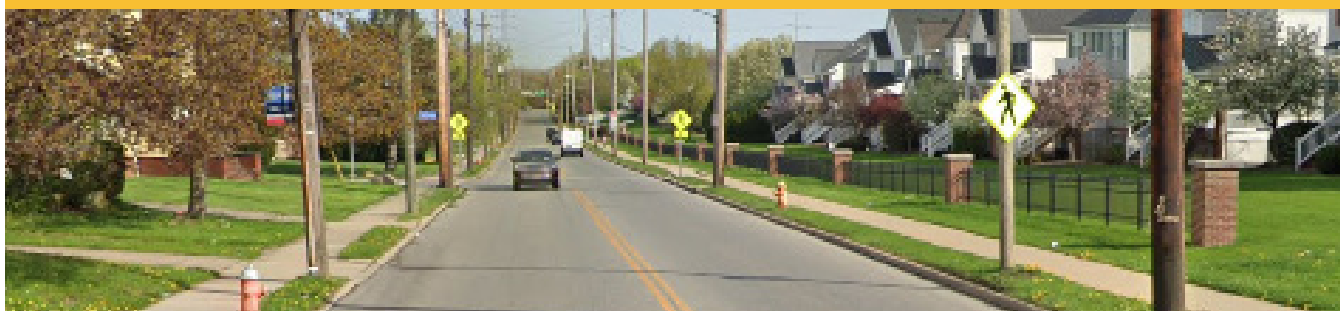
- 1) Engage with the future Business District Association or SID to evaluate interest in purchasing new and/or adopting existing bus shelters for transit riders on Turney Road
- 2) Engage with the Greater Cleveland Regional Transit Authority (GCRTA) to evaluate bus shelter options and opportunities through their Community Partnership Investment Program (CPIP) and Adopt-a-Shelter Program
- 3) Work with local businesses, religious institutions, and other organizations to utilize GCRTA's CPIP and Adopt-a-Shelter programs to install new bus shelters and improve existing ones as identified on the Corridor Infrastructure Strategies Map on page 58—this should also include amenities such as bike racks, waste receptacles, seating, and business district branding through customizable vinyl wraps
- 4) Collaborate with the future Business District Association or SID to help coordinate the ongoing maintenance of these bus shelters

# TURNEY ROAD LANE RECONFIGURATIONS

The Turney Road study area consists of two, four, and five lane roadway configurations—with slight variations in intersections, traffic counts, and pavement widths. In general, the corridor is over-engineered, under-utilized, and largely car-dominated.

However, as Turney Road is a County Route that has been recently repaved, moving physical infrastructure will be challenging in the short term, but paint and re-striping are more immediate options. This will allow for existing space to be reallocated for various modes of travel, and a safer, more efficient, and aesthetically pleasing corridor can be achieved. The following pages outline potential lane reconfiguration options for Turney Road.

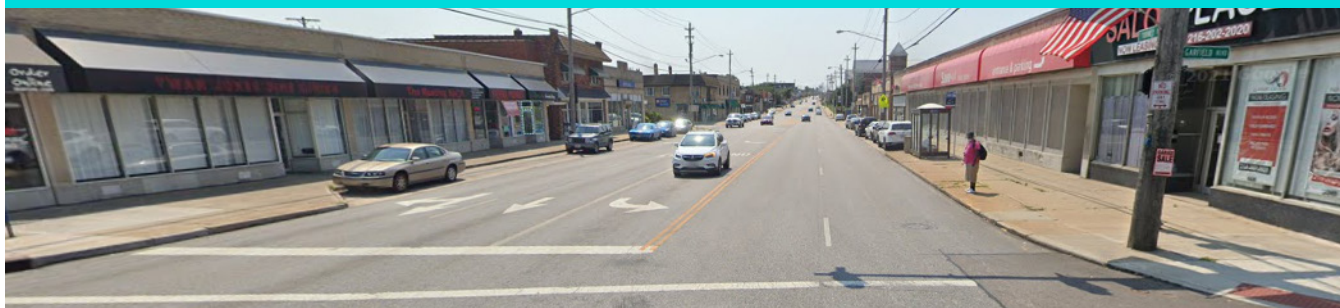
TYPICAL 2-LANE CONFIGURATION ON TURNEY ROAD



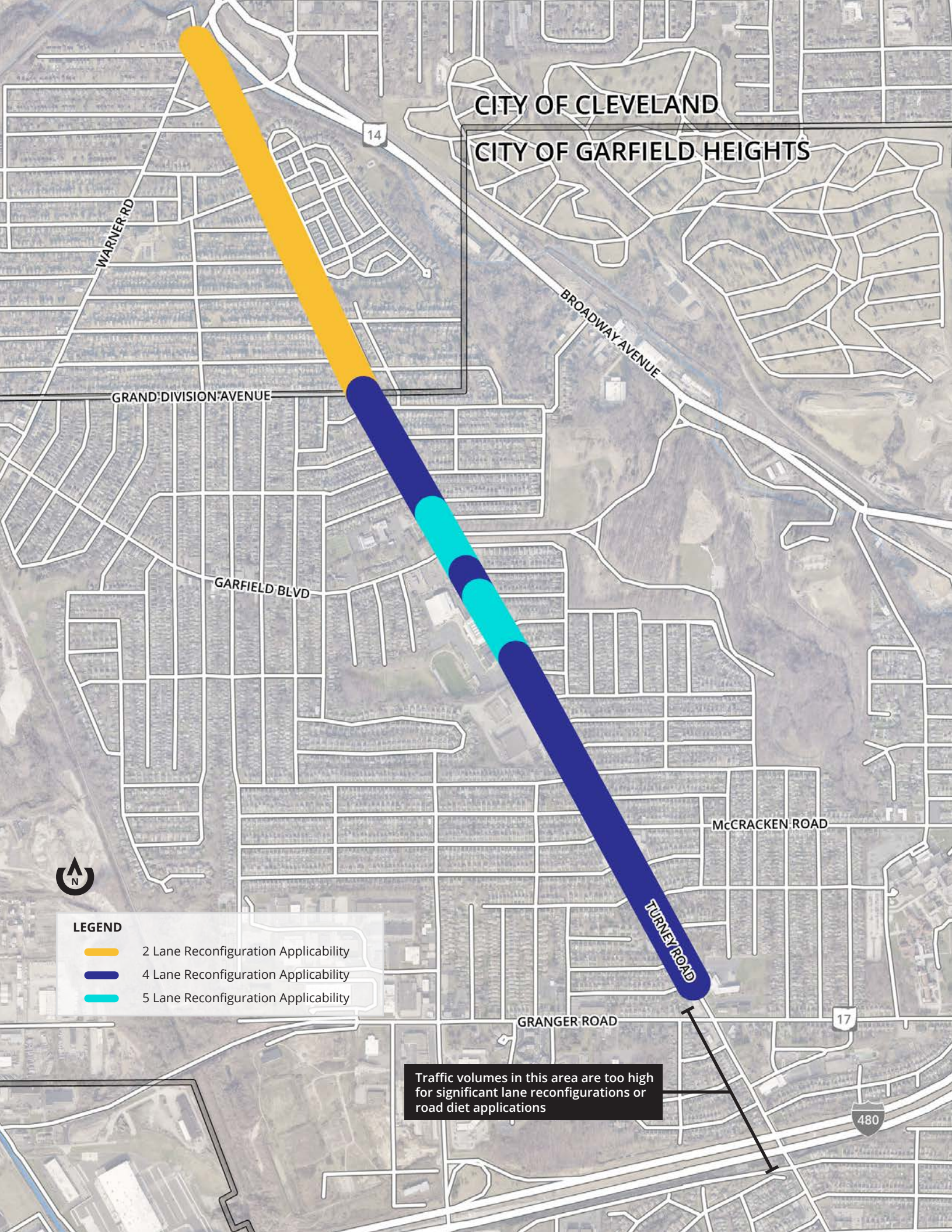
TYPICAL 4-LANE CONFIGURATION ON TURNEY ROAD



TYPICAL 5-LANE CONFIGURATION ON TURNEY ROAD







CITY OF CLEVELAND

CITY OF GARFIELD HEIGHTS

WARNER RD

14

BROADWAY AVENUE

GRAND DIVISION AVENUE

GARFIELD BLVD

MCCRACKEN ROAD

TURNEY ROAD

GRANGER ROAD

17

480

Traffic volumes in this area are too high for significant lane reconfigurations or road diet applications

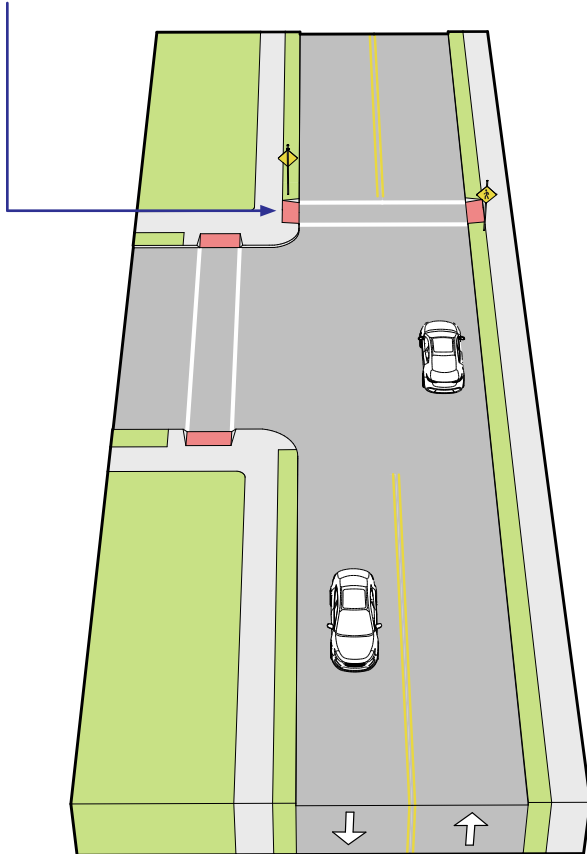
LEGEND

- 2 Lane Reconfiguration Applicability
- 4 Lane Reconfiguration Applicability
- 5 Lane Reconfiguration Applicability



# TWO-LANE RECONFIGURATION EXAMPLE: TURNERY ROAD AT JEFFRIES AVENUE

TRADITIONAL CROSSING SIGNS



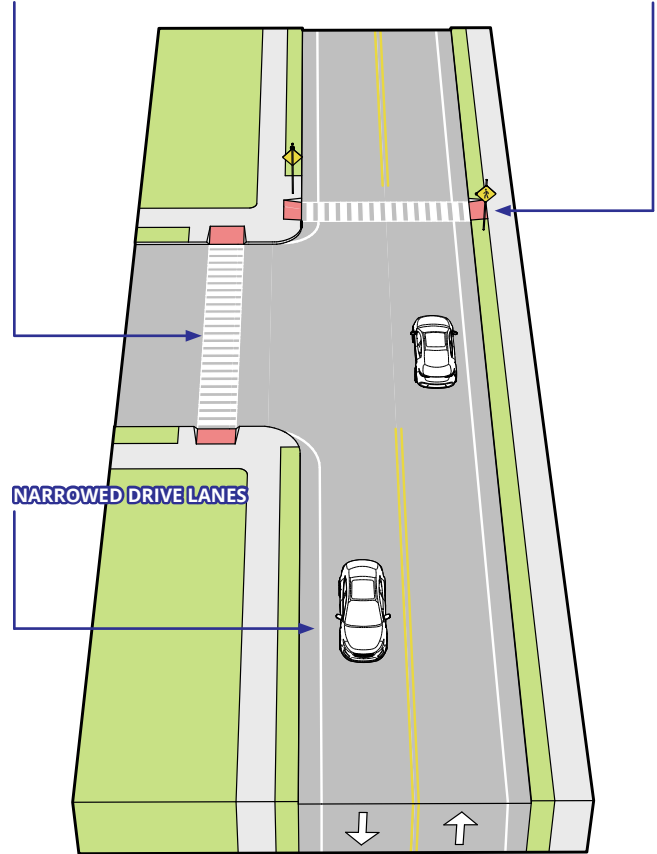
CURRENT CONDITIONS

The existing two lane roadway configurations are only found within the City of Cleveland and are generally uniform throughout—including two, 15-foot drive lanes suitable for one travel lane in each direction. Additionally, there are a number of roadway crossings near transit stops that have low visibility and do not draw enough attention to pedestrians crossing the street.

Other types of lane configurations or road diet principles would be challenging to implement due to the unique dimensions of lanes and recent repaving of this roadway. Improvements should be focused on projects that can enhance the corridor without significant infrastructure changes.

LADDER STYLE CROSSWALK

RAPID FLASHING BEACON

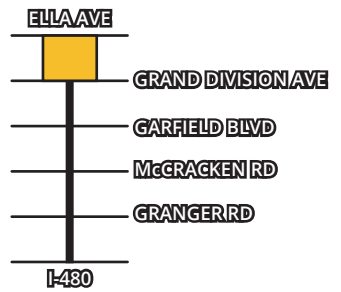
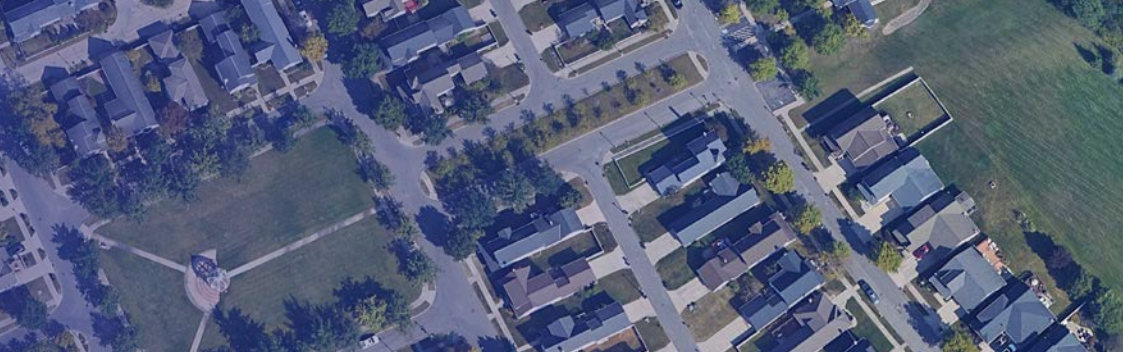


MID-TERM IMPROVEMENTS (1-3 YEARS)

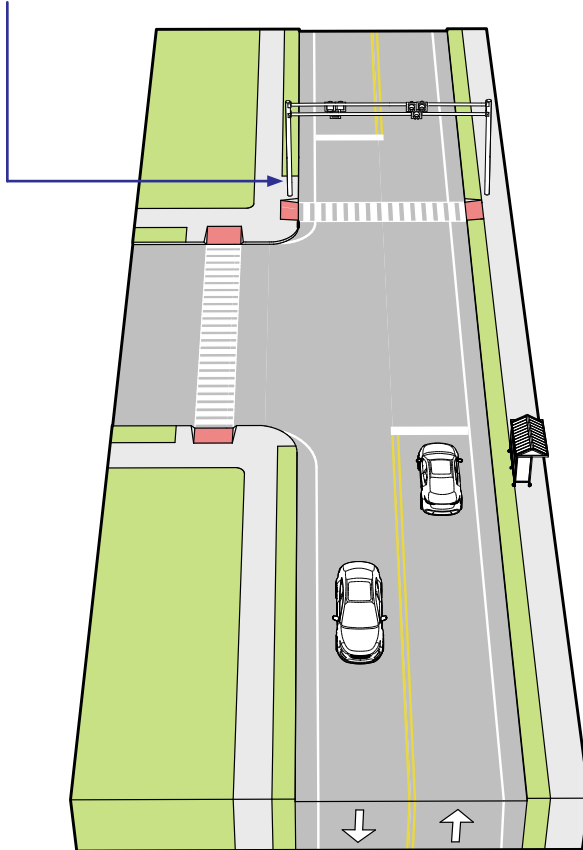
Mid-term improvements should focus on the safety for all users, especially pedestrians. Proposed improvements include painting a solid white stripe three feet from each curb, narrowing each drive lane from 15 feet to 12 feet. This will give the physical appearance of more narrow drive lanes, which can slow vehicle speeds.

Additionally, ladder style crosswalks and Rapid Flashing Beacons (RFBs) should be placed at key Turnery Road crossing to alert drivers to pedestrians within the roadway. This will greatly improve visibility of non-motorized users on Turnery Road and help reduce conflicts between drivers and pedestrians.





#### HAWK SIGNAL



#### LONG-TERM IMPROVEMENTS (3-5 YEARS+)

Long-term improvements should also focus on improved safety. However, additional considerations should be given to transit riders and pedestrians in particular. Bus shelters should be considered at higher-frequency stops, as identified on the Corridor Infrastructure Strategies Map on page 58.

Additionally, pedestrian activated HAWK signals with roadway stop bars should be implemented at non-signalized crossing on Turney Road—crosswalks that connect users from one side of Turney Road to the other that are not at a traffic signal. A HAWK signal acts as a red light and requires vehicles to stop and yield to pedestrians within the roadway.

#### COST CONSIDERATIONS

##### TYPICAL COST FOR ONE (1) GCRTA BUS SHELTER:

**\$10,000 - \$22,000** (price depends on the size of the new shelter and any types of amenities it will include)

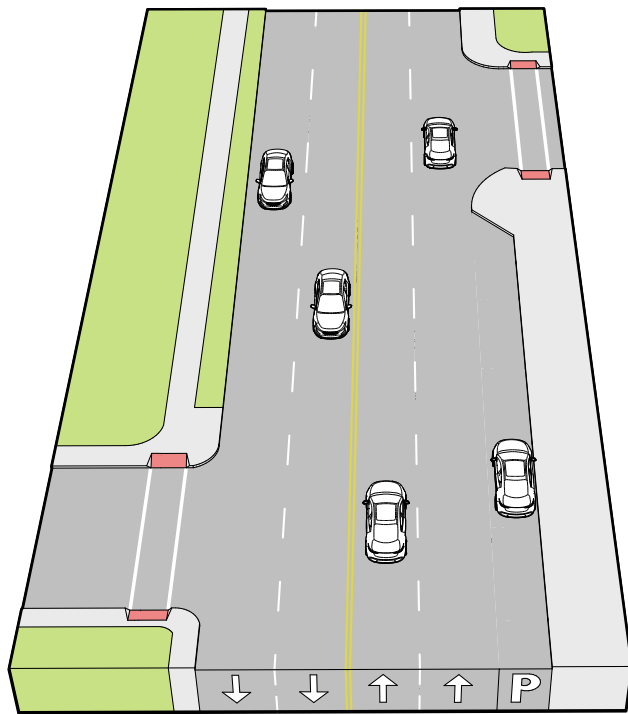
##### \*TYPICAL COST FOR ONE (1) SET OF:

**Rapid Flashing Beacons (RFBs): \$125,000**

**HAWK Signals: \$250,000**

*\*The above-mentioned cost estimates for Rapid Flashing Beacons (RFBs) and HAWK Signals were derived based on the current conditions of the construction market and are estimates only. The actual costs of labor, materials, and overall projects can vary.*

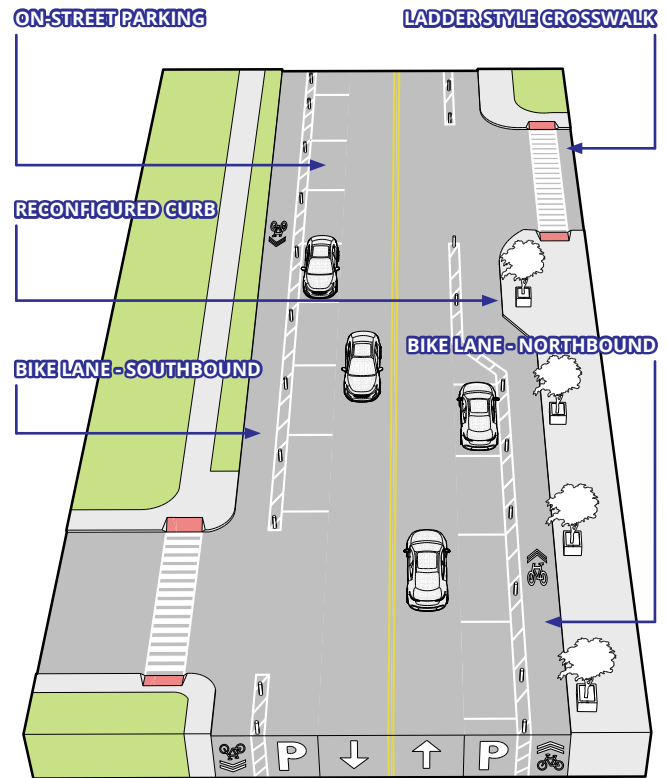
# FOUR-LANE RECONFIGURATION EXAMPLE: TURNERY ROAD AT PARKVIEW/DOROTHY AVENUES



CURRENT CONDITIONS

The existing four lane roadway configurations are located within the City of Garfield Heights and largely consist of two northbound lanes and two southbound lanes, with some areas also having on-street parking. Minor differences exist between lane widths and approaches to intersections, but in general follow the diagram seen above—including two 12 foot drive lanes and two 11 foot drive lanes with eight foot wide on-street parking lanes in some areas.

Additionally, there are very long stretches of roadway with no pedestrian crossings. This could potentially encourage pedestrians crossing at un-marked, un-signalized areas—leading to far more dangerous conditions for all users.

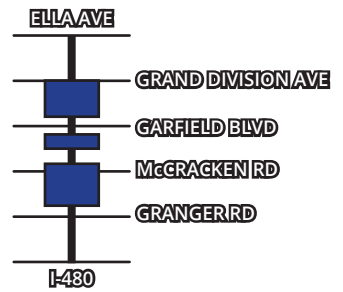


MID-TERM IMPROVEMENTS (1-3 YEARS)

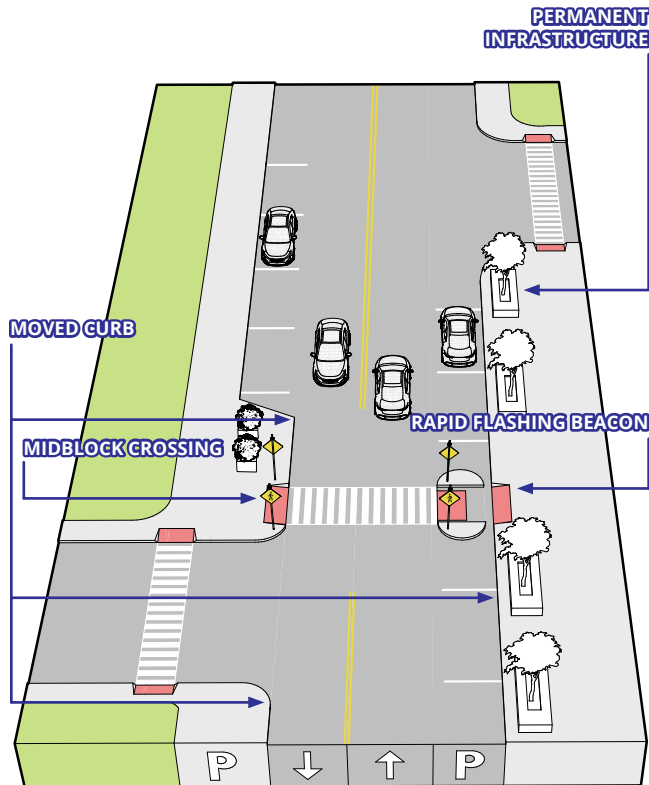
Mid-term improvements should focus on reclaiming vehicular space for pedestrians by reducing vehicular travel lanes to one lane each direction. Additionally, temporary infrastructure—such as benches and planters—could make these areas feel more comfortable for non-motorized users. All pedestrian crossings should be converted to ladder style markings to ensure high-visibility is maintained.

Lastly, the eliminated travel lanes should be considered for on-street parking to support future economic investment. This will not only help calm traffic, but encourage more foot traffic within and around these areas.





### PARKING-FOCUSED

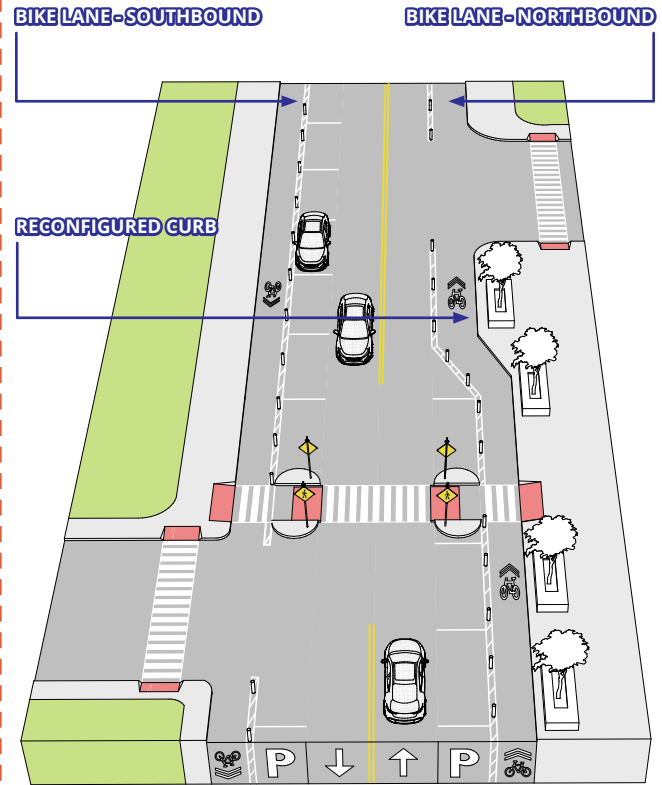


### LONG-TERM IMPROVEMENTS (3-5 YEARS+)

Long-term improvements should focus on making temporary installations permanent. This would require moving curbs in some areas to extend sidewalks and reclaim space for pedestrians and future outdoor activities—such as shopping, dining, and events.

Additionally, as pedestrian activity will be highly encouraged in these areas, new crossings over Turney Road should be highly visible and alert drivers well in advance of approaching a pedestrian zone. Rapid Flashing Beacon (RFB) technology or HAWK Signals are strongly recommended in areas where more non-motorized users may be present. These areas include commercial retail establishments, future redevelopment sites, and business districts located on Turney Road. Lastly, permanent bench planters with new street trees should be incorporated into the streetscape so people can stop and rest while enjoying nearby shopping and amenities.

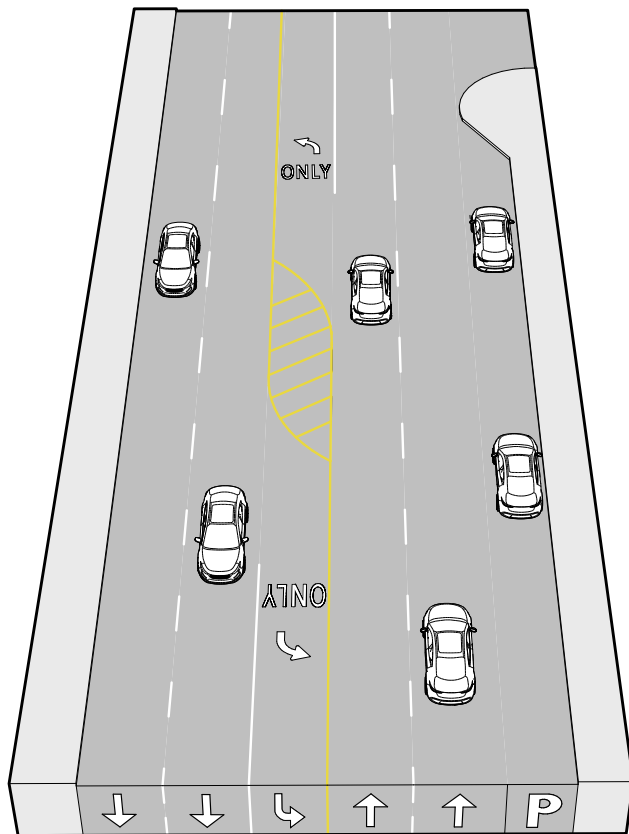
### PREFERRED: PARKING/BICYCLE HYBRID-FOCUSED



### LONG-TERM IMPROVEMENTS (3-5 YEARS+)

A bicycle-focused option would take the previous four-lane configuration and allocate roadway space specifically for bicyclists. This option would maintain existing in-set parking lanes, but integrate a northbound and southbound travel lane for bicycles—this would include six foot travel lanes with a one foot buffer. Vertical delineators should be integrated on the southbound bike lane to create visible separation between bicyclists and moving vehicles.

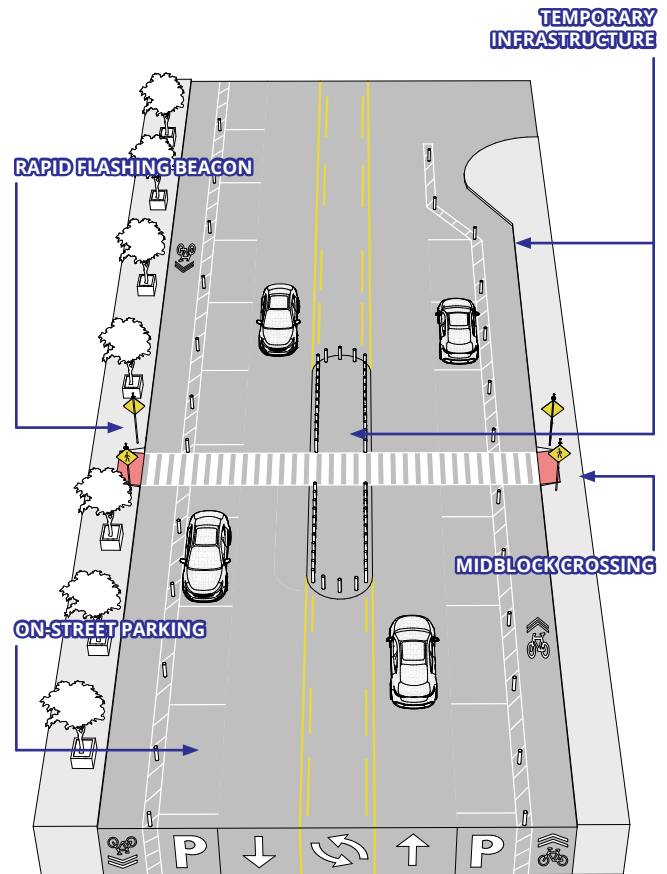
# FIVE-LANE RECONFIGURATION EXAMPLE: TURNERY ROAD AT RICHLAND AVENUE



CURRENT CONDITIONS

The existing five lane roadway configurations are located within the City of Garfield Heights and largely consist of two northbound lanes, two southbound lanes, and a left turn lane—some areas also having on-street parking. Minor differences exist between lane widths and approaches to intersections, but in general follow the diagram seen above—including 11 foot drive lanes, an eight foot left turn lane, and an eight foot parking lane on the eastern side of Turnery Road.

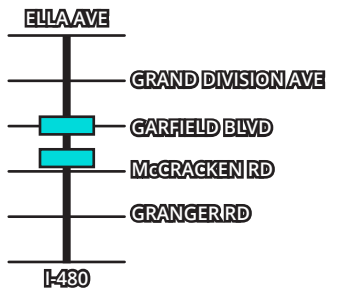
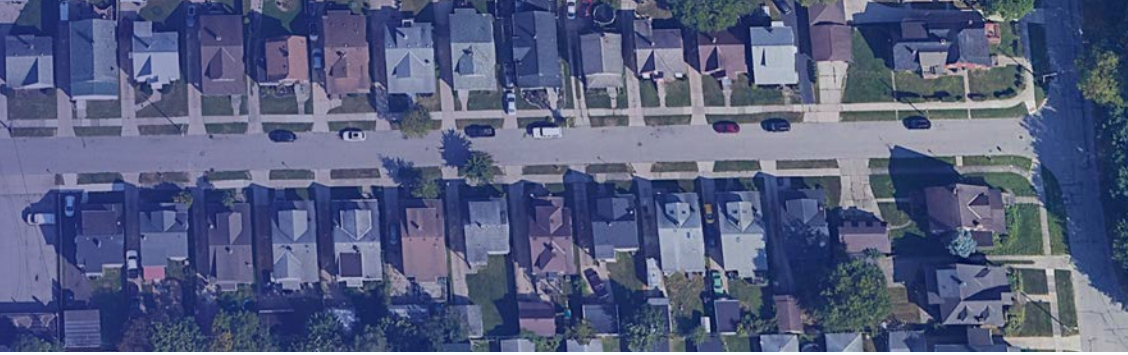
Similar to other areas along Turnery Road, there are long stretches of roadway that do not have adequately spaced pedestrian crossings. This could potentially encourage pedestrians crossing at un-marked, un-signalized areas—leading to far more dangerous conditions for all users.



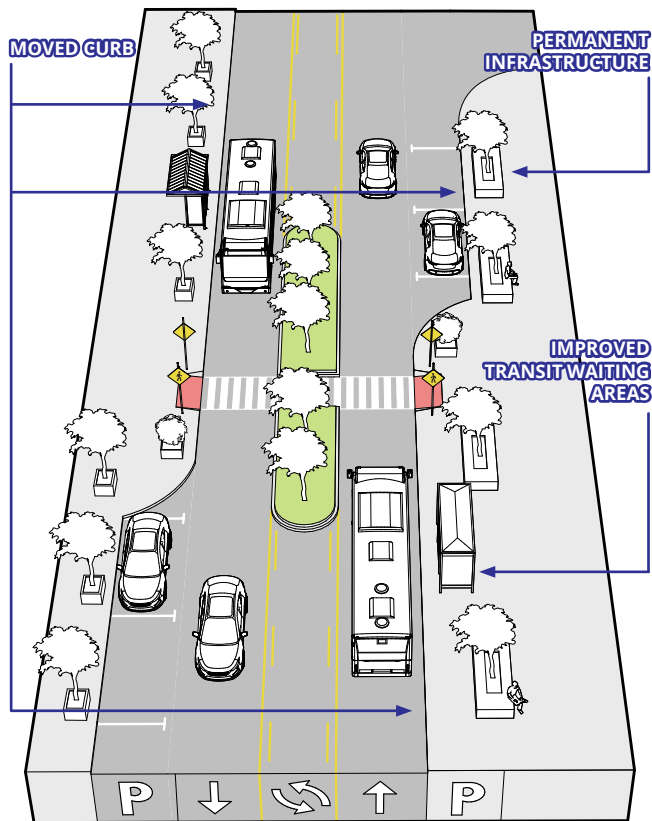
MID-TERM IMPROVEMENTS (1-3 YEARS)

Mid-term improvements should focus on reclaiming vehicular space for pedestrians and parking. Improvements could include reducing travel lanes down to one lane each direction, having a continuous turn lane, and on-street parking on both sides of the roadway. Temporary infrastructure, such as benches and planters, should be considered to make these spaces feel more comfortable and inviting for non-motorized users. Additionally, new pedestrian crossings should be considered at areas where higher volumes of foot-traffic are likely to occur—schools, retail/shopping, and public amenities. All pedestrian crossings should be converted to ladder style markings and integrate Rapid Flashing Beacons (RFBs) or HAWK Signals to ensure high-visibility is maintained. Lastly, temporary medians would be a good opportunity to test new infrastructure before any permanent decisions are made.





## PARKING-FOCUSED

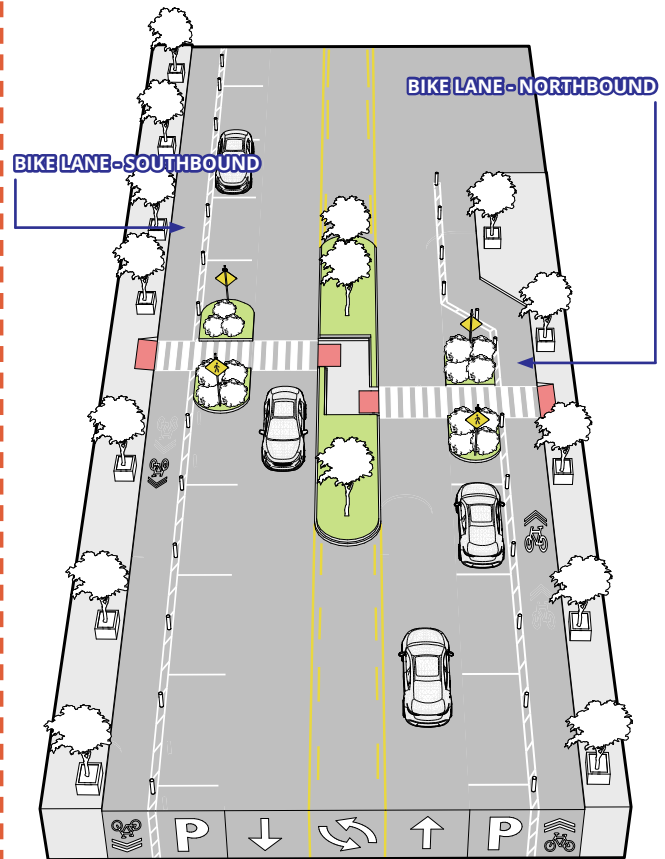


## LONG-TERM IMPROVEMENTS (3-5 YEARS+)

Long-term improvements should look at making temporary installations permanent. This would require the movement of curbs in some areas to extend sidewalks and reclaim space for pedestrians. Improvements could include extending the curb at key crossing points where there is a convergence of pedestrian and transit activity to shorten crossing distances and improve safety.

Additionally, permanent medians/pedestrian refuges should be installed to calm traffic and give pedestrian an area to rest while crossing Turney Road. New bus shelters and bench planters with street trees should be incorporated into the streetscape so people can stop and rest while enjoying nearby shopping and amenities.

## PREFERRED: PARKING/BICYCLE HYBRID-FOCUSED

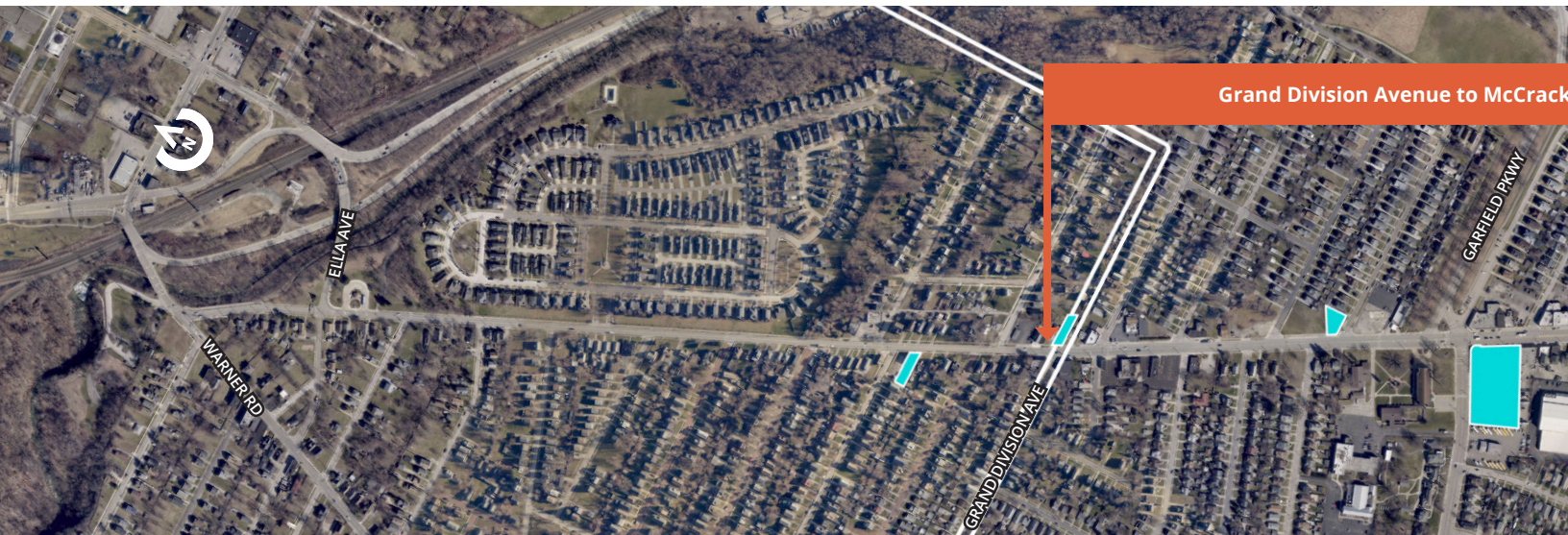


## LONG-TERM IMPROVEMENTS (3-5 YEARS+)

A bicycle-focused option would take the previous five-lane configuration and allocate roadway space specifically for bicyclists. This option would maintain existing in-set parking lanes, but integrate a northbound and southbound travel lane for bicycles—this would include six foot travel lanes with a one foot buffer. Vertical delineators should be integrated on the southbound bike lane to create visible separation between bicyclists and parked cars.

This configuration would maintain the existing in-set parking on the eastern side of Turney Road and add new parking on the western side. New crossings and central medians/pedestrian refuges would also be integrated to maintain a high-level of visibility and safety.

# CORRIDOR POLICY STRATEGIES



## STOREFRONT RENOVATIONS

Storefront renovations are important for maintaining a welcoming visual presence on Turney Road. Having a well-maintained storefront can bring many benefits:

- Help businesses stand out from competitors and elevate their brand image
- Improve the customer experience, which can lead to increased sales and satisfaction
- Increase a property's overall value
- Improve energy efficiency and optimize space

There are 15 properties identified as good candidates for a storefront renovation. In general, these properties are supportive of TOD and have a robust presence on Turney Road, but could benefit from exterior improvements of varying degrees.

This could be for a number of reasons:

- The structure is filled by a tenant and is generally in good condition, but could benefit from small exterior improvements—such as paint, minor

repairs or replacements, etc.

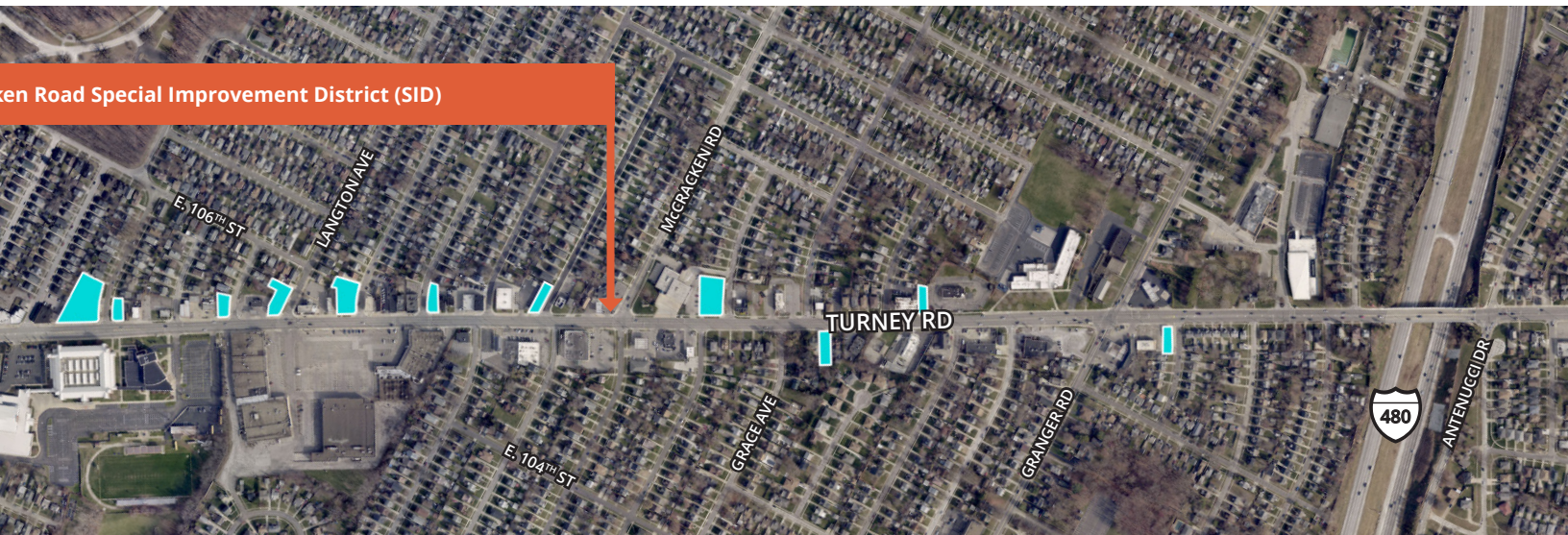
- The structure is vacant and there has been an ongoing lack of exterior maintenance, requiring larger exterior investments—such as replacing windows, repairing a roof or fascia, etc.

Improving the exterior of these properties and structures in particular will help enhance the experience of visitors to the area and increase the corridors economic vitality.

### EXAMPLE STOREFRONT RENOVATION PROGRAM: CITY OF COVINGTON, KY

Once void of vibrancy, Covington's central business district was dominated by dilapidated and vacant buildings. Founded in 2003, a nonprofit called Renaissance Covington was formed to serve as a catalyst for city beautification, investment, and small business advocacy.





In order to achieve this, the nonprofit hosted various community engagement events and initiatives. Through this work, hundreds of volunteers have contributed thousands of hours of work to inspire the community to take its ownership and pride back.

Since that time, Covington's Quality of Place Grant Program was created. This is a competitively awarded program from the city's economic development department. Residents, nonprofits, and businesses can offer ideas on how to improve the physical appearance of a business or public place. Applicants can request a grant of \$1,000 to \$30,000 for these improvements.

These simple steps have been successful and have created a beautiful and vibrant business district that continues to grow and thrive.

COVINGTON, KY TODAY



EXAMPLE OF COVINGTON, KY *BEFORE* RENOVATIONS (2007)



EXAMPLE OF COVINGTON, KY *AFTER* RENOVATIONS (2022)



## CORRIDOR POLICY STRATEGIES (CONT.)



### SPECIAL IMPROVEMENT DISTRICT (SID)

A Special Improvement District (SID) is a business district in which property owners have formally joined together to fund improvements. The purpose of a SID is to support the growth and development of a business district through services that enhance the area's vibrancy, improve its safety and cleanliness, and attract investment. Typically, this is done by having property owners pay an additional assessment in order to fund public improvements and services that benefit the district.

SIDs directly respond to the issues of property owners in a given area, and as a result, each district is unique in its approach to budgets, activities, and goals. A SID is funded through a special assessment on property owners within the district.

The assessment is determined by a formula that uses a combination of front footage, assessed land, and building values to determine each property owner's assessment. Each district determines its own formula for assessing property owners to meet the unique characteristics of the district. While

property owners are the primary

constituents, assessments could be passed directly on to a tenant.

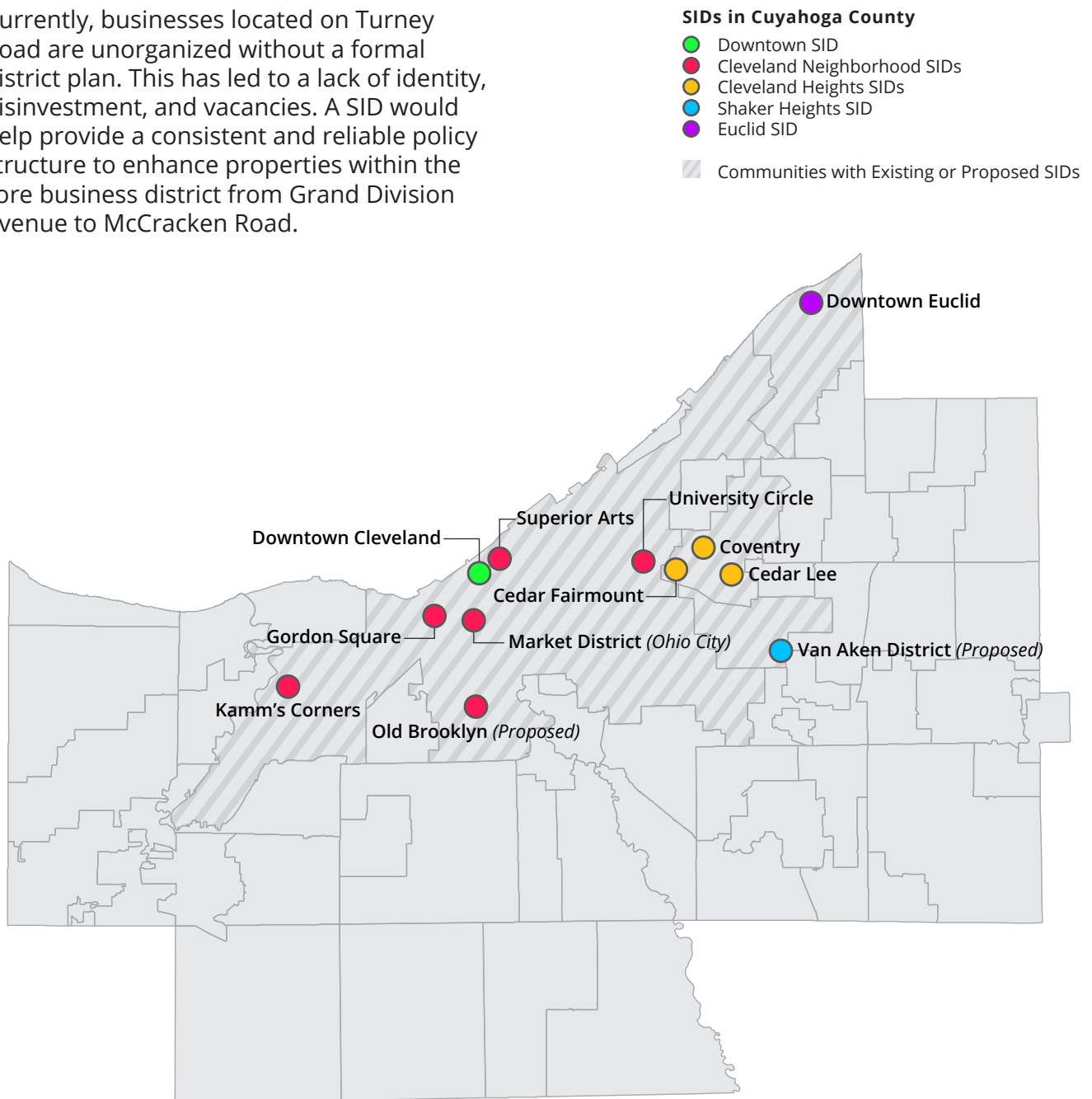
The funds collected are used to pay for services and programs outlined in a services plan. The services plan and assessment formula are typically determined concurrently to ensure the SID assessment raises sufficient funds to fulfill the services plan. The nonprofit that manages the SID can then seek to supplement funding for services with grants, loans, and other financial tools. Since a SID is a legally binding entity voted on by property owners, it provides a dependable source of revenue to fund the services desired by owners. With those funds a SID can provide a number of important benefits, including:

- A clean, safe district that is attractive to potential investors
- A consistent funding mechanism for district improvements
- A competitive advantage over other business districts
- A forum for addressing the needs of the business community
- A governing body responsible for the specific and collective needs of the district
- Continuity in capital projects and future development
- Well-coordinated special events
- A consistent and positive image of the district through coordinated branding





Currently, businesses located on Turney Road are unorganized without a formal district plan. This has led to a lack of identity, disinvestment, and vacancies. A SID would help provide a consistent and reliable policy structure to enhance properties within the core business district from Grand Division Avenue to McCracken Road.





**POLICY GOAL 1:**  
**ORGANIZE PROPERTY AND BUSINESS OWNERS TO COLLECTIVELY ENHANCE**  
**THE DOWNTOWN BUSINESS DISTRICT'S VIBRANCY, IMPROVE ITS SAFETY, AND**  
**ATTRACT INVESTMENT**

<b>Near-Term Actions</b> <i>6 months - 1 year</i>	<b>Mid-Term Actions</b> <i>1 - 3 Years</i>	<b>Long-Term Actions</b> <i>3 - 5 Years+</i>
<ul style="list-style-type: none"> <li>▪ Build and maintain an inventory of businesses and property owners along Turney Road</li> <li>▪ Contact and organize property owners and businesses into a Business District Association</li> <li>▪ Host regular meetings of a Business District Association and develop a leadership structure to maintain operations</li> </ul>	<ul style="list-style-type: none"> <li>▪ Formalize a Steering Committee comprised of property owners and businesses to explore the feasibility, boundaries, and membership of a Special Improvement District (SID)</li> <li>▪ Conduct a needs assessment for a proposed SID and develop a Services Plan and budget, with a focus on 'Clean and Safe' initiatives</li> </ul>	<ul style="list-style-type: none"> <li>▪ Gather and submit signed petitions, initial service plan, and articles of incorporation to the Garfield Heights City Council and obtain approval of the SID</li> </ul>



## CLOSER LOOK: FORMALIZING A SID



The following provides a closer look at key milestones for establishing a SID.

- 1) Identify interested groups and businesses, and organize informal gatherings to discuss interest in and goals for a SID
- 2) Formalize a Steering Committee comprised of property owners and businesses within the proposed SID and select a chairperson
- 3) Establish the SID's proposed boundaries and determine if the SID would include any churches, public parks, governmental properties, or similar institutional uses by creating a database of property ownership and parcel information
- 4) Conduct a needs assessment for the proposed SID
- 5) Gather petition signatures from property owners and businesses to formalize the SID by approaching the largest property owners first—must have owners representing at least 60% of front footage of all real property or 75% of all land area within the proposed SID for the district to be approved
- 6) Develop a services plan—this should include a proposed budget based on service estimates and bids and an outline of which types of municipal services will be maintained once the SID is established
- 7) Submit the signed petitions, initial service plan, and articles of incorporation to the Garfield Heights City Council and obtain approval of the SID
- 8) Implement a collection process for district properties and begin collecting assessments
- 9) Prepare an annual report by March 1<sup>st</sup> each year and submit the findings to the Garfield Heights City Council



## **POLICY GOAL 2: ATTRACT NEW DEVELOPMENT AND RENOVATE EXISTING STRUCTURES TO MODERNIZE THE DISTRICT AND FOSTER A WELCOMING, VIBRANT, AND MEMORABLE EXPERIENCE FOR VISITORS**

<b>Near-Term Actions</b> <i>6 months - 1 year</i>	<b>Mid-Term Actions</b> <i>1 - 3 Years</i>	<b>Long-Term Actions</b> <i>3 - 5 Years+</i>
<ul style="list-style-type: none"> <li>▪ Conduct a market study to determine current spending habits, demand for retail, potential market opportunities, and data that can inform attraction efforts</li> <li>▪ Identify a funding source(s) or create a new budget item for a storefront renovation program and retail attraction program, with a specific focus on attracting sit-down restaurants</li> <li>▪ Finalize the establishment of a Community Reinvestment Area (CRA) in the City of Garfield Heights to assist with financing new development</li> </ul>	<ul style="list-style-type: none"> <li>▪ Conduct an inventory of vacant spaces along Turney Road, work with property owners to prep the spaces for tenants, and connect potential retailers with available spaces</li> <li>▪ Develop eligibility and design criteria, application and submittal processes, and selection procedures for a storefront renovation program—use existing zoning language and design guidelines to select the design criteria</li> <li>▪ Explore opportunities for the creation of a Historic District and support any eligible properties by encouraging independent property owners to consider State and Federal tax credits for structure rehabilitation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Celebrate completed storefront renovations with a formal ribbon cutting ceremony</li> </ul>



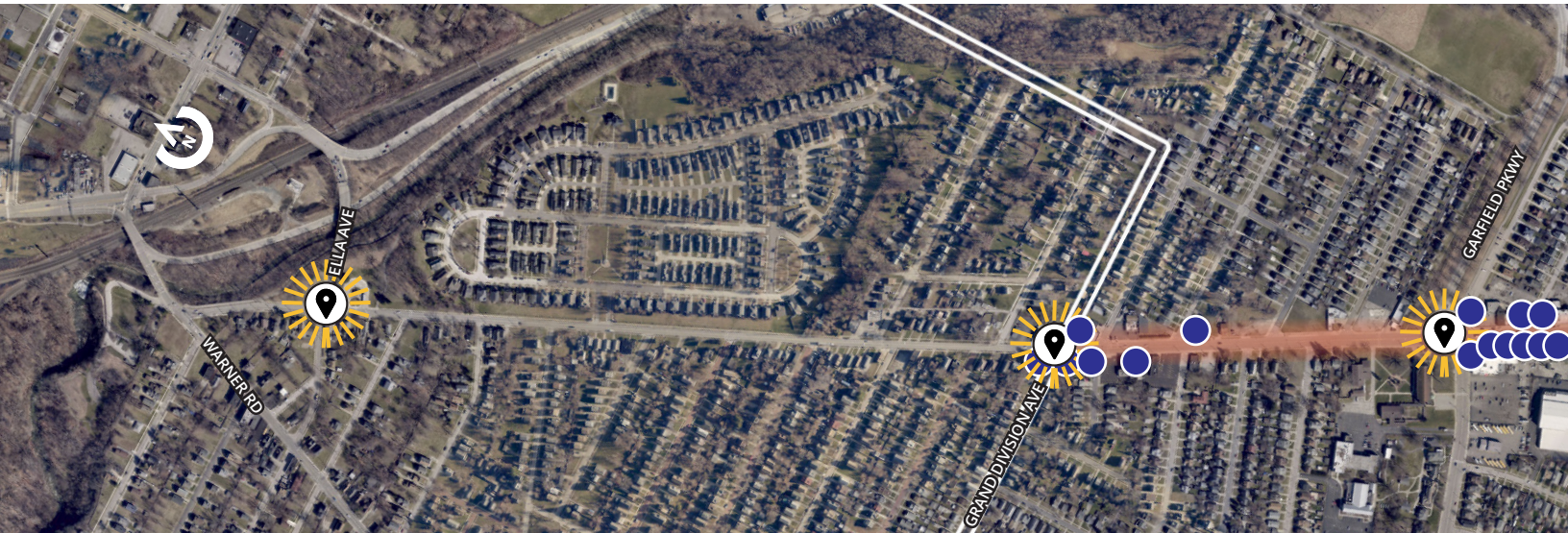
## CLOSER LOOK: STOREFRONT RENOVATION PROGRAM



The following provides a closer look at key milestones for creating a Storefront Renovation Program.

- 1) Identify a funding source(s) or create a new budget item for storefront renovations—options could include funds from the proposed Downtown Business District SID, Community Development Block Grants (CDBG), matching funds, rebates, loans, or other similar programs
- 2) Establish a review committee or selection team to evaluate submitted applications and select awardees—consider application timelines and if they are rolling deadlines/ open year round, or are they only open during specific times of the year
- 3) Work with property owners, businesses, and other stakeholders to develop eligibility and design criteria, application and submittal processes, and selection procedures—use existing zoning language and design guidelines to select the design criteria
- 4) Celebrate each completed storefront renovation with a formal ribbon cutting ceremony

# CORRIDOR PLACEMAKING STRATEGIES



## GATEWAY FEATURES

Gateway features and signage are important elements for business districts in particular. These elements are often the first and last thing visitors see and are an opportunity to:

- Help define the district and create a memorable sense of place
- Attract visitors and promote the district's image and values
- Provide markers for navigation

Along Turney Road, four distinct gateway feature areas have been identified:

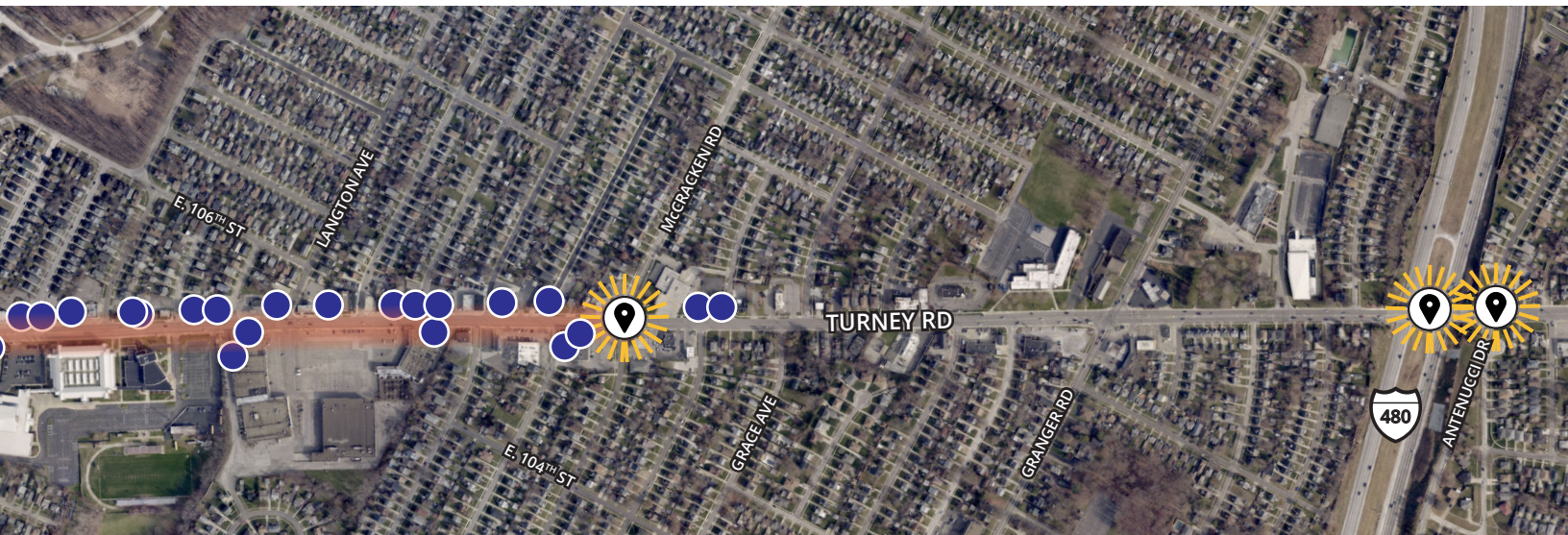
- **Ella Avenue:** GCRTA transit hub, Mill Creek Trail convergence point, northern entrance for Turney Road generally
- **Garfield Boulevard:** main northern entry point into the Downtown Business District, Garfield Park Reservation, and future Garfield Boulevard trail and neighborhood business district
- **McCracken Road:** main southern entry point into the Downtown Business District
- **I-480 Bridge:** passed by thousands of vehicles traveling on the highway

Each of these four areas represent an opportunity to integrate unique features—such as art, wayfinding, and murals—to create a sense of place through coordinated branding elements.

WHISKEY ISLAND/WENDY PARK BRIDGE GATEWAY FEATURE







## WAYFINDING ZONES

Wayfinding is critical to navigation, branding, placemaking, and safety. Consistency, inclusion, design, messaging, and placement are all important elements for effective wayfinding.

As seen in the map above, there are six zones where wayfinding signage should be considered. These zones correspond to decision areas where directional signage could benefit travelers. These location include:

- **Ella Avenue:** main convergence point for travelers
- **Grand Division Avenue:** northern terminus of the proposed Special Improvement District (SID) and where small, neighborhood commercial exists
- **Garfield Boulevard:** major intersection within the SID and convergence point for many roadway users—vehicles, pedestrians, bicyclists, transit riders, etc.
- **McCracken Road:** southern terminus of the proposed SID to guide travelers into the business district
- **I-480 Bridge:** initial point of contact for most visitors traveling north towards the business district to aid in orientation, as well as market Turney Road and Garfield Heights to the thousands of visitors on I-480 itself
- **Antenucci Drive:** a critical connection to Turney Road for travelers exiting I-480 at E. 98<sup>th</sup> Street

CITY OF BROOKLYN, OHIO WAYFINDING SIGN



# CORRIDOR PLACEMAKING STRATEGIES (CONT.)

## PUBLIC ART/MURAL OPPORTUNITIES

Public art and wall murals are an important piece of artistic placemaking and marketing. Public art inspires visitors and creates a positive and memorable experience that will hopefully lead to future trips. Public art can ignite change and has many benefits, including:

- **Creates a Sense of Identity:** showcases iconic art through unique branding
- **Inspires Community Pride:** creates a sense of belonging and shares local character, values, and culture
- **Supports Economic Growth:** attracting new tenants, visitors, residents, and future reinvestment to Turney Road
- **Enhances Public Safety:** humanizing the built environment adds vibrancy and makes spaces feel more inviting and comfortable

As indicated by a blue dot on the Corridor Placemaking Strategies map on page 84, there are numerous opportunities for art installations along Turney Road. Areas that have been identified include large, flat, and mostly empty wall surfaces where murals could make sense. Alleyways near Garfield Boulevard also provide an opportunity for public art.

SHERWIN-WILLIAMS PAINT STORE MURAL OPPORTUNITY



TURNERY ROAD/GARFIELD BOULEVARD MURAL OPPORTUNITY



TURNERY ROAD/SLADDEN AVENUE MURAL OPPORTUNITY





## SID BRANDING ELEMENTS

Consistently branded elements not only help people navigate spaces, they create memorable places and experiences. Iconography, colors, and placement of branded content are all critically important for enhancing the district's look and feel.

As indicated by an orange line on the Corridor Placemaking Strategies map on page 84, branding should be focused within the proposed SID boundary and should be included on a variety of elements located at entrances and within the district itself, such as:

- Decorative banners
- Wayfinding, street, & gateway signs
- Streetscaping: benches, waste receptacles, planters, etc.
- Bus shelters/vinyl wraps
- Creative bicycle parking

In general, all placemaking elements integrated into the Turney Road streetscape should be coordinated and follow a consistent theme. This will help solidify the business district's identity and create a warm and welcoming destination for visitors to shop, dine, and spend time on Turney Road.

BIRDTOWN BICYCLE RACK | LAKEWOOD, OHIO



CEDAR LEE DISTRICT STREET SIGN | CLEVELAND HEIGHTS, OHIO



POLISH VILLAGE STREET SIGN | BEREA, OHIO





## PLACEMAKING GOAL 1: MARKET, BRAND, AND IDENTIFY THE DOWNTOWN BUSINESS DISTRICT WITH UNIQUE STREETSCAPING ELEMENTS AND PUBLIC ART TO MAKE THE AREA FEEL WELCOMING, SAFE, AND VIBRANT

Near-Term Actions <i>6 months - 1 year</i>	Mid-Term Actions <i>1 - 3 Years</i>	Long-Term Actions <i>3 - 5 Years+</i>
<ul style="list-style-type: none"> <li>▪ Develop a district name, brand, and identity in partnership with the Business District Association or future SID</li> <li>▪ Prepare, post, and submit an RFP to select a professional design services firm to assist in the creation of a district brand—proposals should include samples of applicability</li> <li>▪ Develop a district website to advertise businesses and events</li> <li>▪ Partner with the school district, local businesses, and other stakeholders to create a yearly calendar of events to attract visitors to Turney Road—this should include more events within new public spaces to help build demand</li> <li>▪ Work with local Turney Road businesses, property owners, residents, and visitors to outline a public art strategy</li> <li>▪ Collaborate with the Business District Association or future SID to host street art competitions that bring local talent to Turney Road</li> </ul>	<ul style="list-style-type: none"> <li>▪ Develop a template for window coverings on vacant storefronts to advertise retail opportunities and blur vacant spaces</li> <li>▪ Collaborate with the Business District Association, future SID, and other stakeholders to identify and inventory existing streetscape elements—such as benches, waste receptacles, etc.</li> <li>▪ Partner with the Garfield Heights City School District (GHCS D) and higher education institutions to design and paint wall murals throughout the corridor at participating businesses</li> <li>▪ Rotate wall mural installations every few years to keep the corridor's visual aesthetics interesting and inviting</li> <li>▪ Consider box wraps or painted artwork on utility boxes near intersections on Turney Road</li> <li>▪ Collaborate with the GHCS D to create new opportunities for public events within the parking lot when not in school use</li> </ul>	<ul style="list-style-type: none"> <li>▪ Prepare, post, and submit an RFP to select a professional design services firm to fabricate and install new streetscaping/public art elements in the Cities of Cleveland and Garfield Heights—proposals should include a maintenance plan for future service or replacement</li> <li>▪ Replace current streetscaping elements with newly branded ones</li> <li>▪ Coordinate with the Business District Association or future SID for the long-term maintenance of streetscaping features</li> <li>▪ Identify and potentially relocate any utilities that may be a physical obstruction to the overall streetscape plans for Turney Road</li> <li>▪ Install new public art features at key sites along Turney Road—including around Garfield Boulevard and locations in and around Turneytown</li> <li>▪ Celebrate each new art installation</li> </ul>



## CLOSER LOOK: STREET ART COMPETITIONS

UNIQUE ALLEY ART | CLEVELAND, OHIO



RAINEY INSTITUTE ROCK PAINTING | CLEVELAND, OHIO



The following provides a closer look at key milestones for supporting public art installations and highlighting local talent.

- 1) Work with local Turney Road Businesses, property owners, residents, and visitors to outline a public art strategy—this could include soliciting assistance from a qualified design professional
- 2) Collaborate with the future Business District Association or SID to host street art competitions that bring local talent to directly to Turney Road
- 3) Establish a revolving schedule for semi-permanent mural installations to keep the corridor's visual aesthetics interesting and inviting for visitors
- 4) Partner with the Garfield Heights City School District and higher education institutions to design and paint wall murals throughout the corridor at participating businesses—this could include a competition as well that highlights local talent
- 5) Ensure any semi-permanent and/or permanent art installations have an adequate maintenance schedule and are made of appropriate/durable materials
- 6) Celebrate each new art installation



## PLACEMAKING GOAL 2: CREATE A UNIFORM GATEWAY AND WAYFINDING SIGNAGE PROGRAM THAT IS BOTH VISUALLY INTERESTING AND PROVIDES CLEAR MESSAGING TO VISITORS

Near-Term Actions <i>6 months - 1 year</i>	Mid-Term Actions <i>1 - 3 Years</i>	Long-Term Actions <i>3 - 5 Years+</i>
<ul style="list-style-type: none"> <li>Collaborate with the Business District Association or future SID to identify locations, desired features, and types of signage to help welcome and guide visitors to Turney Road destinations</li> <li>Engage with visitors and users of Turney Road to understand their wants and needs related to navigating Turney Road</li> </ul>	<ul style="list-style-type: none"> <li>Evaluate gateway feature sites and finalize locations, considering factors such as property ownership, maintenance schedules, and impacts to surrounding properties</li> <li>Ensure new gateways and wayfinding elements are at a minimum considered at the locations identified on the Corridor Placemaking Strategies Map on page 84—which includes Turney Road at Ella Avenue, Grand Division Avenue, Garfield Boulevard, McCracken Road, the I-480 bridge, and Antenucci Drive</li> <li>Work with the Ohio Department of Transportation (ODOT) and the Cuyahoga County Department of Public Works on a gateway design for the bridge over I-480—ensure fabrication, materials, and installation meet necessary ODOT standards</li> </ul>	<ul style="list-style-type: none"> <li>Prepare, post, and submit an RFP to select a professional design services firm to fabricate and install gateway and wayfinding features—proposals should include a maintenance plan for future service or replacement</li> <li>Coordinate with the Business District Association or future SID for the long-term maintenance of signage</li> <li>Continue to review SID branding and marketing strategies so that messaging remains unique, interesting, and personalized</li> </ul>



## CLOSER LOOK: UNIFORM GATEWAYS & WAYFINDING



The following provides a closer look at key milestones for creating a uniform signage program for Turney Road.

- 1) Leverage the future Business District Association and/or SID to drive the gateways and wayfinding initiative
- 2) Prepare, post, and submit an RFP to select a professional design services firm to fabricate and install gateway and wayfinding features—proposals should include a maintenance plan for future service or replacement
- 3) Work with selected design professionals to develop a gateways and wayfinding plan for guiding and welcoming visitors to the district including proposed locations, desired features, and types of signage
- 4) Identify signage budget and a strategy for fabrication and replacement should signs ever be damaged in the future
- 5) Install signage at locations identified



# TURNEY ROAD STRATEGY ZONES

Turney Road has a diverse and somewhat partitioned land use pattern that ranges from detached single-family homes to moderately-scaled commercial and institutional buildings. For the purposes of this plan, the study area has been divided into four strategy zones that share similar development patterns and land use characteristics—each with their own unique set of challenges and opportunities. The Turney Road Strategy Zones showcase a variety of redevelopment concepts that are more TOD-supportive. The following is a brief overview of these strategy zones.

## MEDIUM DENSITY RESIDENTIAL ZONE



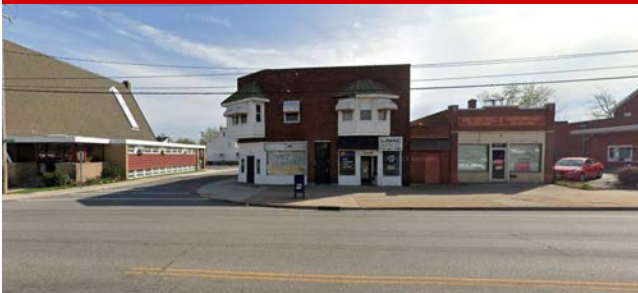
Predominantly single-family residential in character, with some small multi-family units fronting Turney Road, this zone offers access to transit and opportunities for commercial redevelopment.

## NEIGHBORHOOD COMMERCIAL ZONE



This zone has similar housing characteristics as the Medium Density Residential Zone, but also offers large vacant land opportunities for mixed-use redevelopment—including a large parcel owned by the City of Garfield Heights.

## DOWNTOWN COMMERCIAL ZONE



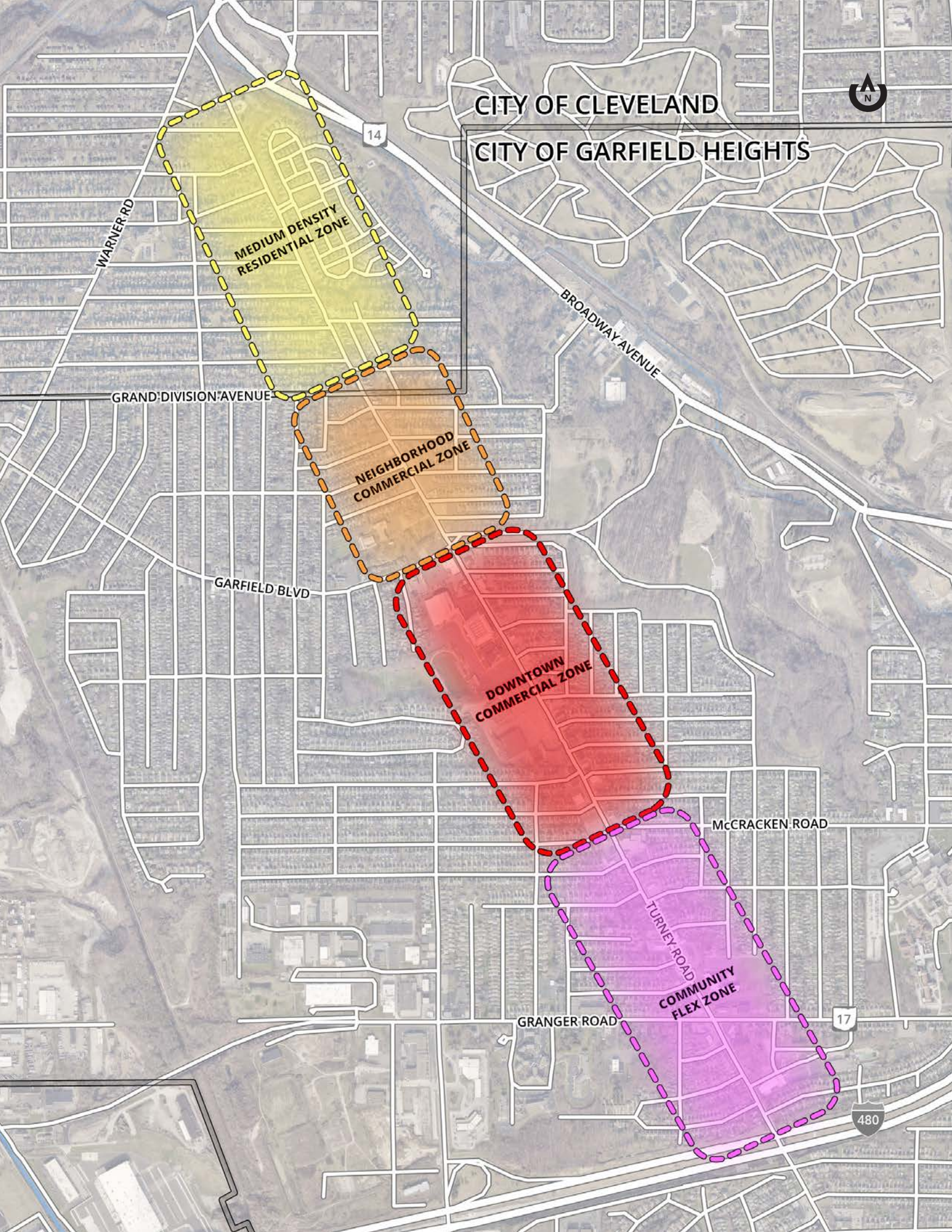
This zone is largely defined by its density of commercial and institutional uses—including a potential redevelopment opportunity at Turneytown, which would be a transformative project for Turney Road.

## COMMUNITY FLEX ZONE



In a unique category all its own, this zone is a combination of single-family homes, institutional uses, and minor commercial development—which also offers immediate access to community amenities and services.





CITY OF CLEVELAND

CITY OF GARFIELD HEIGHTS

14

WARNER RD

MEDIUM DENSITY  
RESIDENTIAL ZONE

GRAND DIVISION AVENUE

NEIGHBORHOOD  
COMMERCIAL ZONE

GARFIELD BLVD

DOWNTOWN  
COMMERCIAL ZONE

BROADWAY AVENUE

MCCRACKEN ROAD

TURNER ROAD  
COMMUNITY  
FLEX ZONE

GRANGER ROAD

17

480



# MEDIUM-DENSITY RESIDENTIAL ZONE





The Medium-Density Residential Zone has a variety of public and private vacant land opportunities for infill housing of various densities. This infill would support existing businesses, as well as, commercial redevelopment. The majority of existing commercial structures facing Turney Road in this zone are physically in good shape and storefront renovations would enhance these properties. Additionally, this section is largely void of street trees, making the corridor feel unpleasant for walking. As right-of-way space is limited, working with private property owners to plant trees would soften the streetscape. Lastly, the Greater Cleveland Regional Transit Authority (GCRTA) bus turnaround at Ella Avenue is a critical component to help attract more people to the area. With direct access to the Cleveland Metroparks Garfield Park Reservation, site enhancements could draw people to visit and spend time within this section.





# REDEVELOPMENT CONCEPT: ENHANCE THE TURNAROUND

The Greater Cleveland Regional Transit Authority (GCRTA) turnaround at Ella Avenue and Turney Road is a convergence point for a number of bus routes—including the 19 line which provides direct access to Downtown Cleveland. Averaging approximately 74 boardings and alightings Monday through Friday, the turnaround is an important stop for transit activity.

The Ella Avenue turnaround area includes the bus depot, trail access, and undeveloped space. Although only 0.48 acres in size, the site has potential to be an anchor for visitors and commuters. When combined with nearby vacant lots and ODOT's proposed reconfiguration of the Broadway-Turney-Warner interchange, this site has potential for enhancements, transit and trail improvements, new amenities, and improved safety measures.

This redevelopment concept proposes improving upon existing infrastructure and enhancing the turnaround. This would include additional enclosed structures, such as restrooms and climate controlled spaces for transit and trail users. Additional improvements could include expanded Mill Creek Trail access and user amenities, such as bicycle repair stations, enhanced lighting, shelters to protect visitors from weather, and public restrooms. As seen in the graphic on the next page, these new site enhancements could be further supported by nearby infill housing, new townhomes, and mixed-use redevelopment on Warner Road. This option builds upon what is already located at the turnaround and seeks to enhance the experience for transit riders, daily commuters, and visitors to the Mill Creek Trail and Garfield Park Reservation.

## KEY NEXT STEPS

The following is a summary of potential next steps to consider in support of these options:

- Work with GCRTA, and Cleveland Metroparks to update zoning regulations that are supportive of redevelopment initiatives—this should include provisions for new buildings closer to the street, public amenities, and trailhead access
- Continue to collaborate with ODOT on Broadway Avenue realignment conversations to ensure any future plans are supportive of transit routes, the Ella Avenue turnaround, and TOD

ELLA AVENUE TURNAROUND TODAY

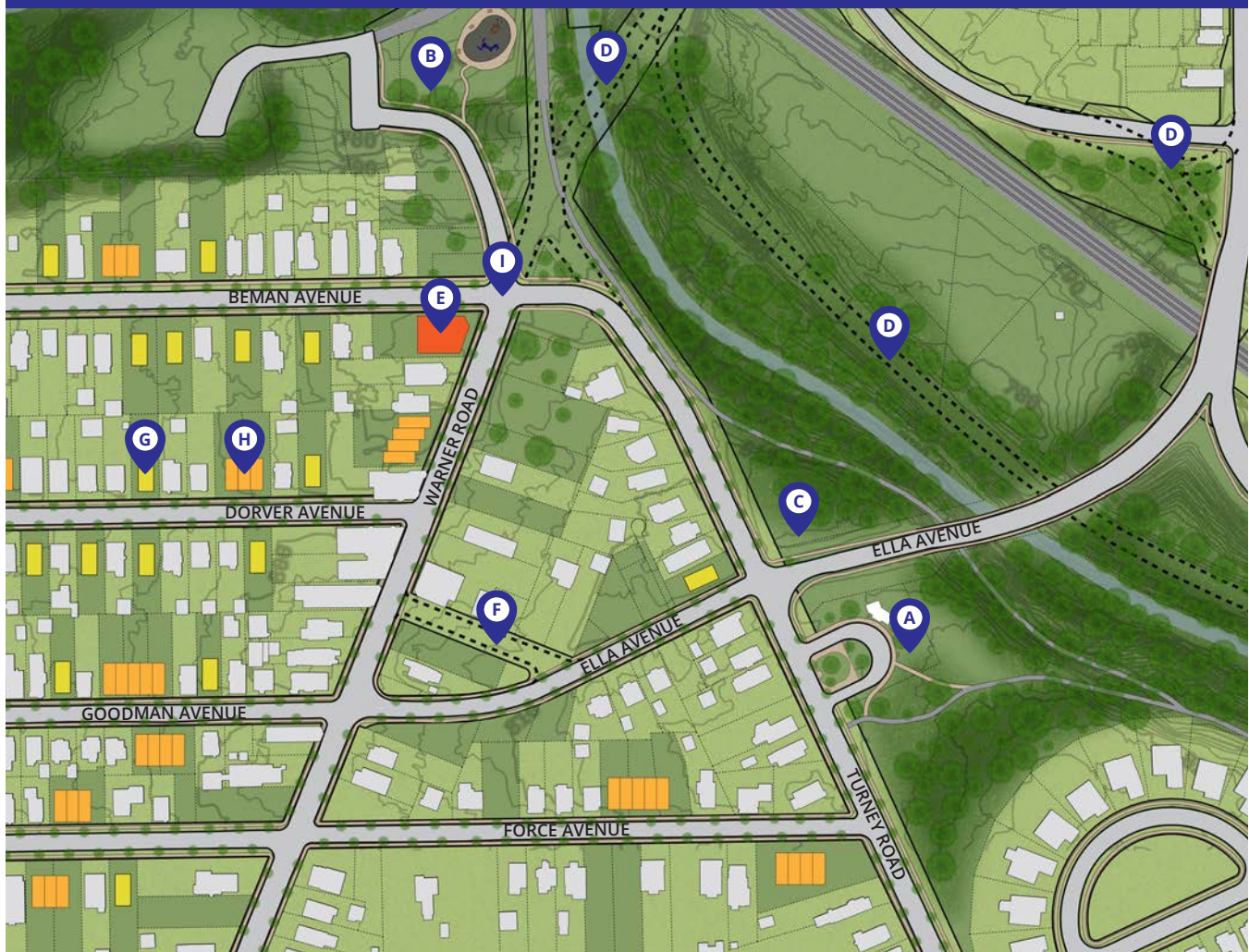


ELLA AVENUE TURNAROUND TOMORROW





## ENHANCE THE TURNAROUND



### Legend

- A Enhanced Turnaround/Trailhead:** create a welcoming public space for both transit and trail users with shared amenities—such as public restrooms, benches, signage, and wayfinding
- B Expanded Park Space:** make this area a more pronounced asset with signage, wayfinding, and new amenities—such as benches, public restrooms, bicycle repair stations, and play equipment
- C Gateway Feature:** install a new gateway element that helps create a welcoming and unique experience for visitors
- D Broadway Reconfiguration:** removing the Broadway Avenue spur and Warner Road Bridge, as well as realigning the Broadway Avenue and E. 93<sup>rd</sup> Street intersection will greatly improve safety
- E Mixed-Use Redevelopment:** neighborhood commercial first floor with residential second floor that provides new economic development opportunities
- F Potential Road Closure:** closure of this Ella Avenue spur would help support new passive park spaces and access to bike lanes on Warner Road, the Mill Creek Trail, and transit
- G Infill Housing (yellow):** new construction single-family or two-family homes on presently vacant parcels
- H Townhomes (light orange):** high-quality units that help diversify the housing stock and increase residential density near transit
- I Realigned Intersection:** new intersection configuration and traffic pattern to address the safety and efficiency of vehicular and non-motorized movements once the Warner Road bridge is removed as part of the larger Broadway Avenue reconfiguration project

# REDEVELOPMENT CONCEPT: ROSEWOOD AVENUE MIXED-USE REDEVELOPMENT

Currently, the area around Rosewood Avenue includes a variety of uses, such as single-family housing, a corner store, and vacant land. There is also an unused right-of-way that connects Turney Road to the Cleveland Metroparks behind the houses facing Rosewood Avenue. Additionally, Effie Road provides rear access to certain parcels fronting Turney Road. Transit stops are also conveniently located just to the north and south of Rosewood Avenue, making this area an important neighborhood hub.

This redevelopment concept consists of two parcels totaling approximately one acre in size. As seen in the graphic on the next page, the larger parcel could accommodate townhomes, eight of which are shown with each measuring 2,600 square feet in size. Additionally, Effie Road could be extended to provide rear garage access and parking for residents of the new townhome development. The parcel on the corner of Turney Road and Rosewood Avenue is currently occupied by a small corner market. However, should the property owners choose to redevelop the site, this could include a two-story, mixed-use structure with first floor commercial and second floor residential—potentially accommodating up to four residential units at 900 square feet each.

## KEY NEXT STEPS

The following is a summary of potential next steps to consider in support of this scenario:

- Update and implement appropriate zoning regulations that are supportive of redevelopment initiatives—this could include two options: 1) rezone the rear portion of the larger parcel as Local Retail Business; or 2) update the One-Family District to include diversified housing

typologies—such as townhomes

- Engage in conversations with the property owners of the two potential redevelopment parcels 134-27-004 and 134-27-002 and include the owners in any future discussions surrounding redevelopment plans and/or purchasing of these lots
- Work with private property owners, any utilities, and Cleveland Metroparks for a neighborhood connector trail that provides access to the Mill Creek Trail, Garfield Park Reservation, and Turney Road amenities

ROSEWOOD AVENUE TODAY



ROSEWOOD AVENUE TOMORROW





## ROSEWOOD AVENUE REDEVELOPMENT CONCEPT



### Legend

- A Mixed-Use Corner Store:** small-scaled neighborhood commercial first floor with a residential second floor
- B Townhomes:** high-quality units that help diversify the housing stock and increase residential density near transit lines
- C Trail Extension:** new recreational access to the Mill Creek Trail and Garfield Park Reservation through unused right-of-way
- D Roadway Improvements:** enhanced crosswalks and striping to narrow road
- E Improved Transit Waiting Areas:** enhanced shelters, seating, and lighting to provide protection from weather and improve overall rider experience
- F Park/Green Space:** passive outdoor spaces that could include walking paths, outdoor seating, and shade trees
- G Infill Housing:** new construction single-family or two-family homes on vacant land
- H Effie Road Enhancements:** Effie Road extension to support rear access to new development

### POTENTIAL DEVELOPMENT IMPACTS

#### Townhome Development

Three Stories: ~2,604 SF/unit

Accommodate ~8 units at this size

#### Mixed-Use Development

Two Stories: 7,350 SF Total

1<sup>st</sup> Floor Commercial: 3,675 SF

2<sup>nd</sup> Floor Residential: 3,675 SF

Accommodate ~4 units at 900 SF/unit

# NEIGHBORHOOD COMMERCIAL ZONE







# REDEVELOPMENT CONCEPT: PARKVIEW AVENUE MIXED-USE REDEVELOPMENT

The Parkview Avenue redevelopment concept is solely located within the City of Garfield Heights and consists of seven parcels totaling approximately 1.9 acres in size. The three primary redevelopment areas front Turney Road at both corners of Parkview Avenue, as well as the southeast corner of Greenview Avenue.

As seen in the graphic on the next page, this redevelopment concept proposes various mixed-use buildings, new housing, and new park spaces. These areas provide appropriate transition to higher-density development to the south, while also providing neighborhood-scaled necessities. Each of the three primary redevelopment areas are good candidates for townhouse developments or multi-story, mixed-use structures of varying sizes, with first floor commercial and upper floor residential units.

The concept plan on the following page shows three mixed-use structures that could accommodate nearly 75,000 square feet of commercial space and 53 residential units at 900 square feet each.

Alternatively, in order to continue diversifying housing types and price points, a townhome-centric redevelopment is possible. While the current concept is only showcasing three townhomes at approximately 2,000 square feet a piece as part of redevelopment of area "B," different configurations could support additional units. As area "B" is currently owned by the City of Garfield Heights, it is a good Phase I candidate to begin redeveloping this area.

## KEY NEXT STEPS

The following is a summary of potential next steps to consider in support of this scenario:

- Continue to update the city's zoning code and map to be supportive of TOD along Turney Road
- Engage in conversations with the property owners of the seven potential redevelopment parcels and include the owners in any future discussions surrounding redevelopment plans and/or purchasing of these lots
- Develop and post a Request for Proposals (RFP) for the redevelopment of the City of Garfield Heights Land Reutilization Program owned parcel

PARKVIEW AVENUE TODAY



PARKVIEW AVENUE TOMORROW





## PARKVIEW AVENUE REDEVELOPMENT CONCEPT



### POTENTIAL DEVELOPMENT IMPACTS

#### Townhome Development

Three Stories: ~2,016 SF/unit

Accommodate ~3 units at this size

#### Mixed-Use Development (1)

Three Stories: 36,643 SF Total

1<sup>st</sup> Floor Commercial: 12,551 SF

2<sup>nd</sup> - 3<sup>rd</sup> Floor Residential Total: 24,002 SF

Accommodate ~26 units at 900 SF/unit

#### Mixed-Use Development (2)

Three Stories: 17,190 SF Total

1<sup>st</sup> Floor Commercial: 5,730 SF

2<sup>nd</sup> & 3<sup>rd</sup> Floor Residential Total: 11,460 SF

Accommodate ~12 units at 900 SF/unit

#### Mixed-Use Development (3)

Three Stories: 20,580 SF Total

1<sup>st</sup> Floor Commercial: 6,860 SF

2<sup>nd</sup> & 3<sup>rd</sup> Floor Residential Total: 13,720 SF

Accommodate ~15 units at 900 SF/unit

### Legend

- A Mixed-Use Redevelopment:** neighborhood commercial first floor with residential second and third floors
- B Townhomes:** high-quality units that help diversify the housing stock and increase residential density near transit lines
- C Park/Green Space:** passive outdoor spaces that could include walking paths, outdoor seating, and shade trees
- D Improved Transit Waiting Areas:** enhanced shelters, seating, and lighting to provide protection from weather and improve overall rider experience
- E Roadway Improvements:** enhanced crosswalks, road/lane reconfigurations to improve safety, and bump outs to reduce crossing distances



# DOWNTOWN COMMERCIAL ZONE



## LEGEND

- Enhancement Opportunity
- Two-Family Infill
- Townhouse Redevelopment
- Multi-Family Redevelopment
- Public Parking/Access
- Mixed-Use Redevelopment
- High School Campus Improvements
- Trail Connection
- Potential Roundabout
- Road Diet/Repaving (Underway)



The Downtown Commercial Zone contains the highest-intensity commercial uses found in the study area. Similar to other zones, most of the existing commercial structures are in good condition—the majority only needing minor storefront renovations. While there are several small opportunities for redevelopment, the Turneytown site is the single largest redevelopment opportunity and could solidify this area as a destination. Additionally, to support businesses and jobs in the area, transit waiting environments should be improved to help people feel more comfortable waiting for a bus. Lastly, the intersection at Garfield Boulevard is a prominent entrance into the Downtown area and a unique gateway feature should be integrated to welcome visitors.



# REDEVELOPMENT CONCEPT: TURNEYTOWN MIXED-USE REDEVELOPMENT

Turneytown is among the largest sites along Turney Road. While it is presently a functioning shopping center, the excess parking space provides the opportunity to rethink how the site is configured. The Turneytown mixed-use redevelopment concept consists of three primary parcels that each front Turney Road, totaling approximately 14 acres in size. This site could accommodate multiple redevelopment scenarios—potentially including a multi-phased approach.

The concept on the following pages shows a grocery store as an anchor in a new mixed-use structure on the northern end of the site and constructing other buildings closer to Turney Road. By moving commercial buildings closer to Turney Road, this concept reinforces a pedestrian retail environment while allowing new housing options. This redevelopment concept totals nearly 100,000 square feet of commercial space—including the potential relocation of Dave’s Market—and 416 new residential units in both apartments and townhouses.

In addition to the proposed townhomes and mixed-use buildings in this concept, a redeveloped Turneytown site could also integrate new community gathering spaces with outdoor amenities, events, and other types of programming. This could include an outdoor amphitheater, kids play equipment, seating, splash pad, or similar features.

While the Turneytown site is an integral part of this redevelopment concept, the High School Campus site just to the north also has potential for enhancing the experience on Turney Road. The school’s Performing Arts Center (PAC), football stadium, and underutilized parking lots are opportunities

to create a unique experience for visitors. The southern parking lot adjacent to Turneytown in particular can be a flexible space for the community when hosting events, summer concerts, or similar programming—attracting more visitors to Turney Road.

## KEY NEXT STEPS

The following is a summary of potential next steps to consider in support of this scenario:

- Continue to update the city’s zoning code and map to be supportive of TOD along Turney Road
- Collaborate with the Turneytown owners and connect them with developers, financial assistance opportunities, and other partners to help facilitate redevelopment
- Outline a phased redevelopment approach that first focuses on building out the Turney Road frontage and Turneytown out-parcel areas with mixed-use structures, followed by the townhomes displayed on the graphic on the next page
- Coordinate with the Garfield Heights City School District (GHCS D) to assist with future site improvements and programming



## POTENTIAL TURNEYTOWN PHASED REDEVELOPMENT (CONCEPTUAL DESIGN)



### PHASE 1 (~3 ACRES)

- Redevelopment could begin with the northern-most section of the site, initially preserving other commercial buildings
- Scenario includes one, 200,000 SF+ mixed-use structure that integrates a first floor grocery store anchor tenant with additional commercial space on the main level and 165 residential units above
- Immediately adjacent parking area is approximately 41,000 SF in size and could support approximately 205 parking spaces for visitors

### PHASE 2 (~4.5 ACRES)

- This second phase would focus on public park space, multi-story, mixed-use development, and bringing new buildings up close to Turney Road—preserving existing buildings located on the rear portion of the site
- Scenario includes three, mixed-use buildings totaling approximately 212,000 SF of commercial and residential spaces—including 188 residential units above
- Immediately adjacent parking area is approximately 36,000 SF in size and could support 185 parking spaces for visitors

### PHASE 3 (~4.5 ACRES)

- This third and final phase would integrate 63 townhomes at approximately 2,000 SF per unit—removing all remaining buildings from the original site
- Each unit would include a rear-access private garage—preserving open space for residents
- A landscaped buffer would be maintained between all new redevelopment and the existing neighborhoods adjacent to the Turneytown site



## TURNETOWN REDEVELOPMENT CONCEPT

### Legend (Turnetown)

- A Mixed-Use Redevelopment:** neighborhood commercial first floor with residential second and third floors
- B Townhomes:** high-quality units that help diversity the housing stock and increase residential density near transit lines
- C Public Space:** interactive areas that allow for programming, events, and leisure activities
- D Improved Transit Waiting Areas:** enhanced shelters, seating, lighting to accommodate all users and provide protection from weather
- E Roadway Improvements:** enhanced crosswalks and road striping to help narrow drive lanes
- F Residential Access:** designated Summerdale Avenue extension to Alexander Road for improved access to the Turnetown site

### POTENTIAL DEVELOPMENT IMPACTS

#### Townhome Development

Three Stories: ~2,000 SF/unit  
Accommodate ~63 units at this size

#### Mixed-Use Development (1)

Six Stories: 204,891 SF Total  
1<sup>st</sup> Floor Grocery/Commercial: 56,361 SF  
2<sup>nd</sup> - 6<sup>th</sup> Floor Residential Total: 148,530 SF  
Accommodate ~165 units at 900 SF/unit

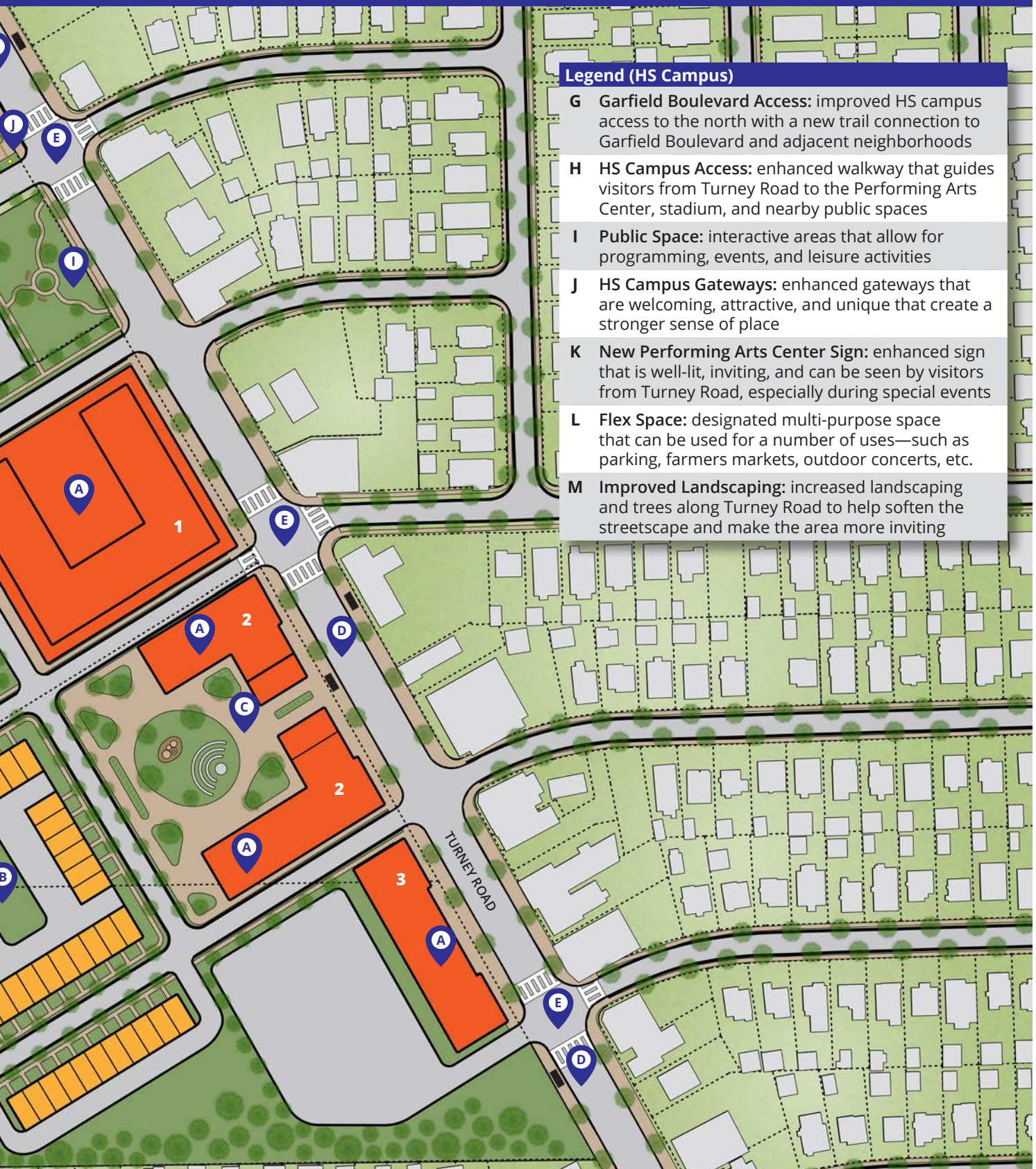
#### Mixed-Use Development (2)

Four Stories, Two Buildings: 140,497 SF Total  
1<sup>st</sup> Floor Commercial Total: 28,820 SF  
2<sup>nd</sup> - 4<sup>th</sup> Floor Residential Total: 111,677 SF  
Accommodate ~124 units at 900 SF/unit

#### Mixed-Use Development (3)

Five Stories: 72,050 SF Total  
1<sup>st</sup> Floor Commercial: 14,410 SF  
2<sup>nd</sup> - 5<sup>th</sup> Floor Residential Total: 57,640 SF  
Accommodate ~64 units at 900 SF/unit





#### Legend (HS Campus)

- G Garfield Boulevard Access:** improved HS campus access to the north with a new trail connection to Garfield Boulevard and adjacent neighborhoods
- H HS Campus Access:** enhanced walkway that guides visitors from Turney Road to the Performing Arts Center, stadium, and nearby public spaces
- I Public Space:** interactive areas that allow for programming, events, and leisure activities
- J HS Campus Gateways:** enhanced gateways that are welcoming, attractive, and unique that create a stronger sense of place
- K New Performing Arts Center Sign:** enhanced sign that is well-lit, inviting, and can be seen by visitors from Turney Road, especially during special events
- L Flex Space:** designated multi-purpose space that can be used for a number of uses—such as parking, farmers markets, outdoor concerts, etc.
- M Improved Landscaping:** increased landscaping and trees along Turney Road to help soften the streetscape and make the area more inviting



## HIGH SCHOOL CAMPUS & TURNEYTOWN TODAY





## HIGH SCHOOL CAMPUS TOMORROW



## TURNKEYTOWN TOMORROW





# COMMUNITY FLEX ZONE





The Community Flex Zone has limited commercial spaces and is predominantly residential and institutional in character. While there are limited opportunities for more expansive residential infill, there are opportunities to consider higher-density residential development in existing single-family areas that front Turney Road. While these properties are currently occupied, as they become available the city should consider banking them for future townhouse redevelopment. Additionally, similar to Garfield Boulevard, McCracken Road is a large, busy intersection that has proven to be unsafe with its current alignment. A reconfiguration of the Turney Road and McCracken intersection should be considered to eliminate blind spots, shorten crossing distances for pedestrians, and reduce curb radii. McCracken Road also acts as a southern entrance into the Downtown Commercial Zone and should have a welcoming presence with a unified gateway feature with that of Garfield Boulevard. Lastly, similar to other zones along Turney Road, this area could also benefit from street trees and shade, so a continued partnership with private property owners will be important to plant and maintain greenery to soften the streetscape.



# REDEVELOPMENT CONCEPT: HOUSING DIVERSITY & DENSITY

Much like other areas around our region, the housing market within and around the Community Flex Strategy Zone has seen little to no new housing production or diversification—limiting options for residents. Currently, there are only single-family homes constructed within this section of Turney Road.

Within the Community Flex Strategy Zone, townhomes and multi-family units could increase residential density along this critical corridor. These types of housing options are not only more in alignment with TOD, they also fill the void of missing housing typologies.

By constructing new housing units that are both compatible in scale to existing single-family neighborhoods, multi-family structures can provide the gentle density necessary to create new dwellings at more affordable price points without infringing on single-family side streets—making this type of housing a good fit for the Community Flex Strategy Zone.

## KEY NEXT STEPS

The following is a summary of potential next steps to consider within this strategy zone:

- As properties become available on Turney Road in the Community Flex Zone, coordinate with the City's Land Reutilization Program, developers, and similar partners to acquire these parcels for higher-density, compact, TOD-focused housing redevelopment

## EXAMPLES OF HIGHER-DENSITY HOUSING ALONG CORRIDORS IN CUYAHOGA COUNTY

E. 110<sup>TH</sup> STREET IN CLEVELAND, OH



2 parcels (1.598 acres total)	~14 units per acre
22 Total Units (townhomes)	

DETROIT AVENUE IN LAKEWOOD, OH



36 parcels (1.98 acres total)	~18 units per acre
35 Total Units (townhomes)	

LORAIN ROAD IN CLEVELAND, OH



8 parcels (0.24 acres total)	~33 units per acre
8 Total Units (condominiums)	



# THE IMPACTS OF HIGHER-DENSITY HOUSING

Higher-density housing does not necessarily mean large apartment structures, but rather it implies development that occurs at a higher density than what might be typically found in the existing area. This can include doubles, triples, townhouses, and fourplexes. Following is a summary of some common benefits associated with higher-density residential development.

## GREATER HOUSING VARIETY

In order to accommodate different household types, incomes, and overall lifestyle preferences, it is important to have a diverse housing stock. Higher-density housing offers a range of housing to meet these needs.

## REDUCED CAR RELIANCE

Compact, higher-density housing that focuses on active and multi-modal transportation access can greatly reduce the need for a personal vehicle and encourage walking, biking, and the use of public transit.

## GREATER EFFICIENCY & SUSTAINABILITY

As land becomes more scarce, it is important to utilize what space remains efficiently and sustainably. Higher-density housing allows for more units to be built on a parcel and concentrates utilities and infrastructure, while reducing the impacts of sprawl.

## GREATER HOUSING AFFORDABILITY

Higher-density housing not only increases and diversifies the current housing stock, but it also provides new units at varying price points—making it easier to find a home that fits within different budgets.

## STRENGTHENED PROPERTY VALUES

Higher-density housing, especially those that integrate strong design aesthetics and amenities into their development can help increase adjacent property values.

## IMPROVED RESOURCE EFFICIENCY

Single-family sprawl is unsustainable and places a significant strain on resources. Higher-density development concentrates people, amenities, services, and physical infrastructure—a clear advantage for transit planning and access to jobs.

## AVERAGE NUMBER OF UNITS PER ACRE BY HOUSING TYPE

*Higher-density housing at different scales can be integrated into any urban or suburban residential framework—such as Turney Road.*



**DETACHED SINGLE-FAMILY**  
~3 - 7 UNITS/ACRE



**SINGLE-FAMILY CLUSTER**  
~10 UNITS/ACRE



**TOWNHOMES**  
~18 UNITS/ACRE



**MID-RISE**  
~125 UNITS/ACRE



**HIGH-RISE**  
~200 UNITS/ACRE

COMMUNITY FLEX STRATEGY  
ZONE RECOMMENDED DENSITY





## SECTION 4

# FUNDING OPPORTUNITIES & POTENTIAL PARTNERS

This section provides an overview of potential grant and loan programs. Many of these funding opportunities and partners will be essential across different projects. Building experience with these programs and developing relationships with funding and implementation partners will increase the success of projects along Turney Road.

The actions recommended within this plan typically fall into three categories: Transportation & Infrastructure; Economic Development; and Housing. In some instances, recommendations and funding sources for these types of actions can overlap. It is important to find these connections and

potentially merge funding opportunities. Additionally, this section also discusses the importance of coordinating funding mechanisms with business partners—such as Special Improvement Districts (SIDs) and Tax Increment Financing (TIF).

Lastly, this section also highlights local success stories of communities that have already accomplished some of the projects outlined within this plan—showcasing how others have implemented similar ideas.



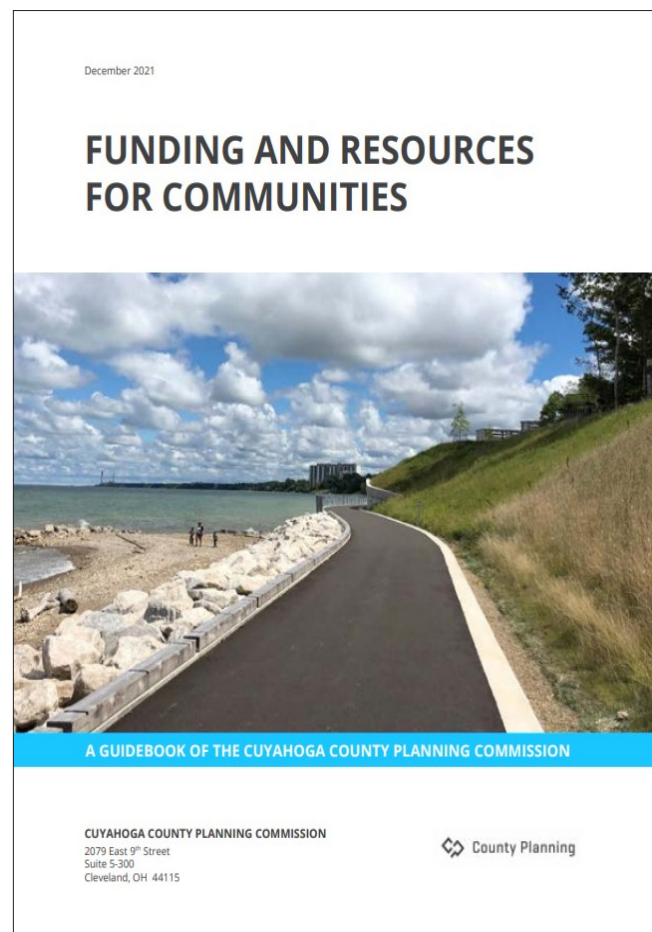
## CUYAHOGA COUNTY PLANNING COMMISSION'S FUNDING & RESOURCES FOR COMMUNITIES GUIDEBOOK

Funding tailored specifically for TOD projects can be challenging and limited. Combining different funding sources is important and often necessary. Construction takes time and competitive applications can set back project timelines. Building relationships with project partners across local and regional organizations can help lead to better outcomes. Additionally, due to the unique complexity of Turney Road, implementing this plan's various recommendations may best be handled by moving in phases. Starting small and slowly building upon successes would be a progressive method for implementing larger projects—such as the potential mixed-use redevelopment of Turneytown.

Federal and state dollars are the most common when it comes to roadway repaving and realignment, which is where the Ohio Department of Transportation (ODOT), Federal Transit Administration (FTA), and U.S. Department of Transportation (USDOT) can become sources of funding. Actions focusing on economic development or parks and public spaces may require forming partnerships with property owners and developers, or using more complex mechanisms such as Special Improvement Districts (SIDs). Combining projects can also help stack funding for both roadway improvements and redevelopment needs. This could also reduce costs, construction impacts, and project timelines.

The following pages seek to highlight the funding sources available for each development area as well as key partners for implementation. These partners can

potentially help with funding, planning, professional expertise, advocacy, and other initiatives to help support future projects on Turney Road. Additional information on potential funding mechanisms can also be found in the Funding & Resources Guidebook published: [www.countyplanning.us/resources/guidebooks/funding-and-resources-guidebook](http://www.countyplanning.us/resources/guidebooks/funding-and-resources-guidebook).





## FUNDING FOR TRANSPORTATION & INFRASTRUCTURE PROJECTS

### RELEVANT GRANT & LOAN PROGRAMS

#### **CONGESTION MITIGATION AND AIR QUALITY PROGRAM (CMAQ) NORTHEAST OHIO AREA-WIDE COORDINATING AGENCY (NOACA)**

Funds transportation projects or programs that reduce traffic congestion, improve air quality, and help urban areas make progress toward meeting Federal clean air standards.

<https://www.noaca.org/community-assistance-center/funding-programs/congestion-mitigation-air-quality-program>

#### **FEDERAL AID ROADWAY CAPITAL PROGRAM**

**NORTHEAST OHIO AREA-WIDE COORDINATING AGENCY (NOACA) IN PARTNERSHIP WITH THE CUYAHOGA COUNTY DEPARTMENT OF PUBLIC WORKS, AND MUNICIPALITIES**

Funding for the resurfacing of major arterials with high average daily traffic counts, and multi-city projects. The construction cost share is: 80% federal surface transportation funds through NOACA/10% contribution from the county/10% contribution from the municipality. The project design cost share is: 80% county/20% municipality. Bicycle and pedestrian features can be incorporated at the request of the municipality. For more information about this program, contact NOACA at (216) 241-2414 or [noaca@mpo.noaca.org](mailto:noaca@mpo.noaca.org).

#### **LOCAL OPERATIONS RESURFACING PROGRAM CUYAHOGA COUNTY DEPARTMENT OF PUBLIC WORKS**

Funds the resurfacing of minor arterial and collector roads with an 80% county/20% municipality cost contribution for construction, and a 60% county/40% municipality cost contribution for the project design. Bicycle and pedestrian features can be incorporated in the roadway project. For more information about this program, contact Erik Mack, Cuyahoga County Department of Public Works, at [emack@cuyahogacounty.us](mailto:emack@cuyahogacounty.us).

#### **LOCAL RESURFACING PROGRAM (50/50) CUYAHOGA COUNTY DEPARTMENT OF PUBLIC WORKS**

Funds the resurfacing of local county roads by sharing the cost equally with the municipality (50%/50%) up to a maximum of \$250,000 per project for construction. Design costs are paid 100% by the municipality. Bicycle and pedestrian projects can be coordinated with a roadway resurfacing project. For more information about this program, contact June Gauss, Cuyahoga County Department of Public Works, at [jgauss@cuyahogacounty.us](mailto:jgauss@cuyahogacounty.us).

#### **TRANSPORTATION ALTERNATIVES PROGRAM OHIO DEPARTMENT OF TRANSPORTATION (ODOT)**

Provides funding for projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; and safe routes to school projects. <https://www.transportation.ohio.gov/programs/local-funding-opportunities/resources/transportation-alternatives-program>

#### **URBAN PAVING PROGRAM OHIO DEPARTMENT OF TRANSPORTATION (ODOT)**

Provides funds for eligible surface treatment and resurfacing projects on State and U.S. Routes within municipal corporations. Contact District 12 Planning & Engineering Administrator, (216) 581-2100. <https://www.transportation.ohio.gov/wps/portal/gov/odot/working/funding/resources/urban-paving#:~:text=Eligibility,necessary%20to%20preserve%20the%20pavement>.

#### **STATE CAPITAL IMPROVEMENT PROGRAM OHIO PUBLIC WORKS COMMISSION/ADMINISTERED BY THE CUYAHOGA COUNTY PLANNING COMMISSION**

Provides grants and loans for local public infrastructure improvement projects such as roads, bridges, culverts, water supply systems, wastewater systems, storm water collection systems, and solid waste disposal facilities. This program is overseen by a local OPWC district integrating committee known as the DOPWIC. <http://www.countyplanning.us/services/grant-programs/infrastructure-programs/>





## CLOSER LOOK: CLEVELAND'S MIDWAY PROTECTED BIKE NETWORK

The Cleveland Midway is a 60-mile long, two-way buffered bike lane connecting Cleveland neighborhoods to the surrounding region. The Midway consists of a variety of routes—including Superior Avenue, Lorain Avenue, and Saint Clair Avenue Midways. The Superior Avenue Midway received a total of \$19.6 million in funding from the Federal Highway Administration's Congestion Mitigation Air Quality program (CMAQ), split between 2018 and 2022. In 2022, another round of funding for the Midway was announced, this time for the Lorain Avenue Midway in the form of \$14.5 million from the U.S. Department of Transportation's CMAQ program and distributed by the Northeast Ohio Areawide Coordinating Agency (NOACA).



Source: Bialosky + Partners Architects

## CLOSER LOOK: CLEVELAND'S PEARL ROAD ENHANCEMENTS

A 0.43-mile stretch of Pearl Road in Cleveland underwent roadway improvements using Transportation Alternative Program (TAP) funds through the Northeast Ohio Areawide Coordinating Agency (NOACA). This project included adding two, five foot bike lanes while maintaining a five lane section of road. Additionally, the project also included enhanced streetscapes—including sidewalks, curbs, drive access, landscaping, decorative crosswalks at intersections, and public art in the form of bicycle racks and benches. New mast arms at intersections on Pearl Road were also added. Green infrastructure was part of this project, including the installation of new street trees and tree pits along the corridor. The total cost of the project construction was \$1,875,000. NOACA's Transportation Alternative Program (TAP) funds were requested for 80% of the funding with the remaining \$375,000 being paid for by the City of Cleveland.



Source: Google Streetview



## FUNDING FOR ECONOMIC DEVELOPMENT PROJECTS

### RELEVANT GRANT & LOAN PROGRAMS

#### ECONOMIC DEVELOPMENT GRANT JOBSONHIO

Promotes economic development, business expansion, and job creation with funding for eligible projects throughout Ohio. <https://www.jobsohio.com/programs-services/incentives/economic-development-grant>

#### VIBRANT COMMUNITY PROGRAM JOBSONHIO

This program assists small and medium-sized distressed communities with the implementation of catalytic development projects that fulfill a market need and represent a significant reinvestment in areas that have struggled to attract new investment. <https://www.jobsohio.com/programs-services/incentives/vibrant-community-program>

#### TRANSFORMATIONAL MIXED-USE DEVELOPMENT PROGRAM OHIO DEPARTMENT OF DEVELOPMENT

Provides a tax credit against development costs incurred during construction of a project that will be a catalyst for future development in its area, including new construction and/or improvement of vacant buildings that will have a major economic impact on the site and the surrounding area. This development must be a combination of retail, office, residential, recreation, structured parking, and other similar uses into one mixed-use development. Projects may be either the entire development or a phase or contiguous phases.

<https://development.ohio.gov/business/state-incentives/transformational-mixed-use-development-program>

#### 166 DIRECT LOAN PROGRAM JOBSONHIO

Provides capital for expansion projects to companies that have limited access to capital and funding from conventional, private sources of financing. The program requires the creation of jobs within a three-year period, with typically one new job created for every \$35,000 - \$75,000 of proceeds from State loan programs.

<https://www.jobsohio.com/programs-services/incentives/166-direct-loan/>

#### OHIO COMMUNITY REINVESTMENT AREA PROGRAM OHIO DEPARTMENT OF DEVELOPMENT

An economic development tool administered by municipal and county government that provides real property tax exemptions for property owners who renovate existing or construct new buildings.

<https://development.ohio.gov/business/state-incentives/ohio-community-reinvestment-area>

#### ENERGY LOAN FUND OHIO DEPARTMENT OF DEVELOPMENT

Low interest financing available to small businesses, manufacturers, nonprofits, and local governments for the installation of energy efficiency measures that reduce energy by at least 15%.

<https://development.ohio.gov/community/redevelopment/energy-loan-fund>

#### PROPERTY ASSESSED CLEAN ENERGY (PACE) LOAN NOPEC

A powerful financing option for commercial property owners who are looking to complete a \$100,000 - \$1,000,000 energy efficiency or renewable energy project. The property must be located in a NOPEC member community. PACE will place an assessment on the real property and offers financing anywhere from 5-20 years with interest rates as low as 2.5%. <https://www.nopec.org/small-businesses/energy-efficiency-financing>

#### TAX INCREMENT FINANCING (TIF) CITY OF CLEVELAND HEIGHTS/OHIO DEPARTMENT OF DEVELOPMENT

Payments derived from the increased assessed value of any improvement to real property beyond that amount are directed towards a separate fund to finance the construction of public infrastructure.

<https://development.ohio.gov/business/state-incentives/tax-increment-financing>





## CLOSER LOOK: COVENTRY VILLAGE SPECIAL IMPROVEMENT DISTRICT

The Coventry Village Special Improvement District was the first SID established in Cuyahoga County, cementing the district as a leader in forming SIDs. Its formation at a time when SIDs were not wellknown established this district as a leading example of forming SIDs in Ohio. With no Community Development Corporation in Cleveland Heights at the time, local business owners were the guiding hand behind the establishment of the SID.

Based on conversations among these business owners, safety became the dominant theme of the early SID. Business leaders and stakeholders saw safety as a critical first piece in developing a business district people felt comfortable visiting. Consequently, the initial services of the SID focused on improving safety.

The success of the initial services plan led the SID to expand its services over time. To reflect the arts orientation of the community, public art became a dedicated budget item of the SID. To attract more customers, festivals and events grew to be a larger part of the annual budget. The SID also funded maintenance and landscaping to attract larger funding for streetscape improvements.

Because SIDs at this time were untested organizations in Ohio, the Coventry SID ensured that business owners were aware of what was being done with the assessments collected. Physical improvements were deemed important because they were visible, and updates for business owners ensured marketing and promotional efforts were known.

The Coventry Village SID has been renewed consistently since its founding in 1996, even as some of the initial businesses and personalities behind the SID have moved on. Today the district is home to restaurants, a renovated streetscape, arts-oriented stores, and community spaces.



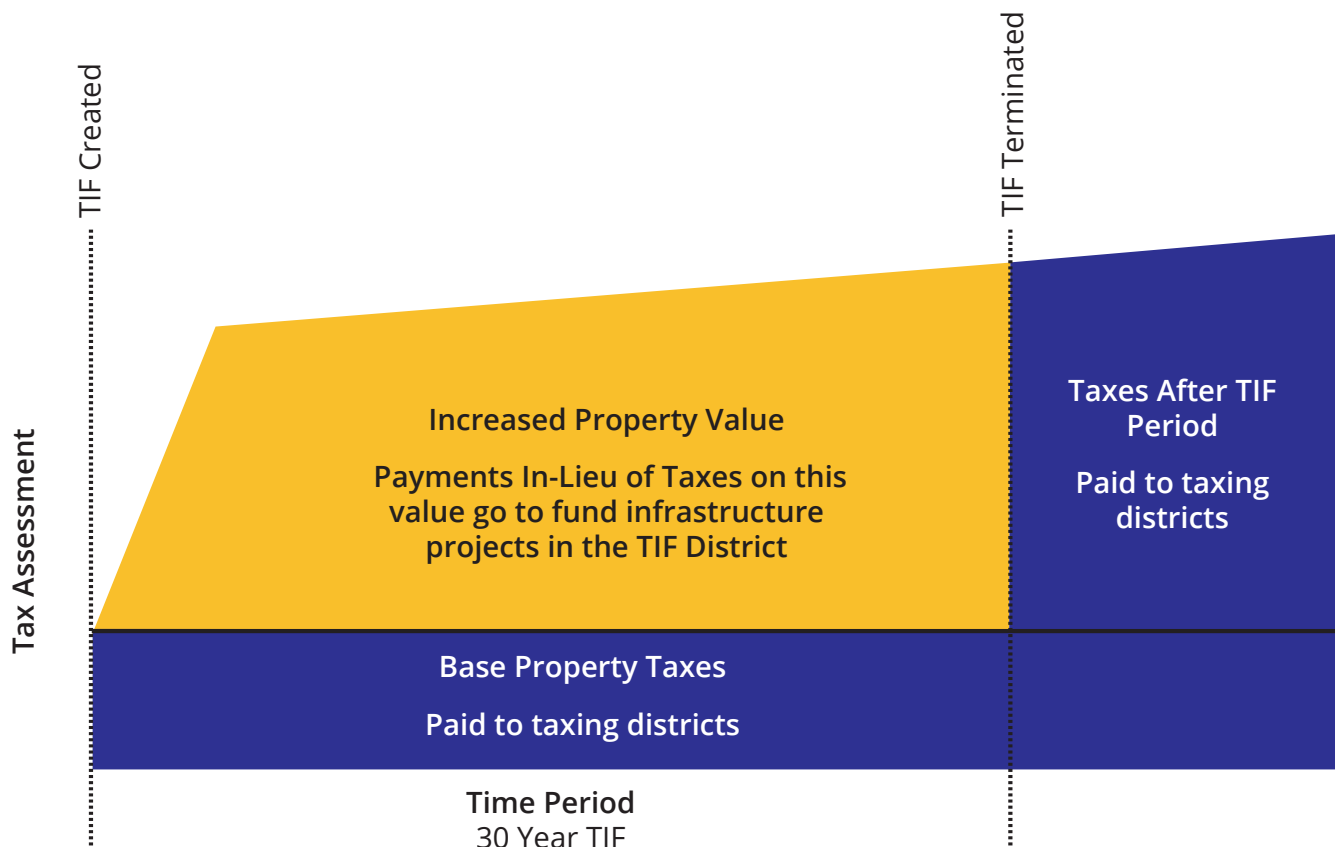


## CLOSER LOOK: TAX INCREMENT FINANCING (TIF)

Tax Increment Financing (TIF) is an economic development tool that allows future property tax increases to fund public infrastructure improvements within the TIF district. The value of a property before the authorization of a TIF is frozen, and the increase in property value after the implementation of the TIF is then put into a separate fund for construction and infrastructure projects. This includes improvements to roadways, streetscapes, public spaces, water and sewer line improvements, acquiring land, demolition, and other uses.

Property taxes still must be paid to the city, township, or county based on the pre-TIF valuation. However, the property owner will make payments in-lieu of taxes (PILOTs) based on the difference in increased property values. The PILOTs are then available to the city or developer to pay for infrastructure improvements. TIFs help communities pay for the cost of infrastructure to help spur private investment that would otherwise need to be paid for out of the city's general fund. TIFs in Ohio were first permitted in 1976 and there are over 1,800 active TIFs throughout the state.

## HOW DOES TIF FUNDING WORK?







# CLOSER LOOK: INFRASTRUCTURE COSTS

Infrastructure projects will require more detailed engineering studies to determine final specifications and other necessary work. However, the sample improvement costs for individual components of infrastructure improvements provided below can help develop planning-level cost estimates for specific projects on a case-by-case basis. These estimates can help understand the general costs for improvements before feasibility studies, additional engineering, or conceptual designs are completed. However, these numbers are meant to act as a guide, and that the actual cost of materials, labor, and other variables will vary and can change over time.

IMPROVEMENT TYPE	UNIT	ESTIMATED COST*^
Street Painting (Bikelanes, pavement marking)	Mile	\$120,000
Delineators	Each	\$200
Sidewalk (Remove and Replace)	Square Foot	\$12
Sidewalk (New)	Square Foot	\$10
Multi-Use Path/ Trail (Simple)	Mile	\$1,500,000
Multi-Use Path/Trail (Average)	Mile	\$2,500,000
Multi-Use Path/Trail (Complex)	Mile	\$5,000,000
Monument Signs	Each	\$8,000-\$50,000
Wayfinding Signs	Each	\$400
Streetscape Minor Enhancements	Varies	\$50-\$100
Streetscape Major Enhancements	Varies	\$275-\$1,000
Bike Racks	Each	\$500
Streetlights	Each	\$500-\$1,000
Street Trees	Each	\$300-\$700
Benches	Each	\$1,800
Bump Out Traffic Calming	Square Foot	\$150
Raised Crosswalk	Square Foot	\$150
Ladder Crosswalk	Intersection	\$12,000
ADA Curb Ramps	Intersection	\$15,000
Pedestrian Refuge Island	Each	\$25,000
Pedestrian Signals - RRFB	Per Crossing	\$120,000
Pedestrian Signals - HAWK	Intersection	\$250,000

\*Cuyahoga County Public Works, 2024 estimated costs derived by applying 20% multiplier to reflect noted increases in labor and materials costs since 2018

^ All costs are estimates only; actual costs of labor, materials, and project can vary



## FUNDING FOR HOUSING DEVELOPMENT

### RELEVANT GRANT & LOAN PROGRAMS

#### **4% LOW-INCOME HOUSING TAX CREDIT (LIHTC) PROGRAM** OHIO HOUSING FINANCE AGENCY

This is an indirect federal incentive used to finance the construction and rehabilitation of affordable rental housing. Gives investors a dollar-for-dollar reduction in their federal tax liability in exchange for providing investment equity to develop affordable rental housing. Investors' equity contribution helps developments maintain financial viability while restricting rents to affordable levels. LIHTC-financed developments must keep the units rent restricted and available to low-income tenants for at least 30 years.

<https://ohiohome.org/ppd/4percent-htc.aspx>

#### **9% LOW-INCOME HOUSING TAX CREDIT (LIHTC) PROGRAM** OHIO HOUSING FINANCE AGENCY

An indirect federal incentive administered by the Ohio Housing Finance Agency (OHFA). The OHFA is responsible for allocating federal LIHTCs to facilitate the development of affordable rental housing throughout the state. The LIHTCs give investors a dollar-for-dollar reduction in their federal tax liability in exchange for providing investment equity to develop affordable rental housing. LIHTC-financed developments must keep the units rent restricted and available to low-income tenants for at least 30 years.

<https://ohiohome.org/ppd/9percent-htc.aspx>

#### **OHIO LOW-INCOME HOUSING TAX CREDIT PROGRAM (OLIHTC)** OHIO HOUSING FINANCE AGENCY

Modeled after the federal LIHTC, the OLIHTC allows owners of qualifying affordable rental projects to claim tax credits against state tax liabilities over a ten-year credit period. The OLIHTC must be paired with affordable rental housing proposals that have secured a reservation of federal LIHTCs pursuant to the applicable Qualified Allocation Plan (QAP). Specifically, 4% LIHTC projects must receive a 42(m) Letter of Eligibility from the Ohio Housing Finance Agency under the most recent 4% LIHTC QAP before formally committing OLIHTCs.

<https://ohiohome.org/ppd/4percent-olihtc.aspx>

#### **MULTIFAMILY BOND PROGRAM** OHIO HOUSING FINANCE AGENCY

Provides lower-cost debt financing for the acquisition, construction, and substantial rehabilitation of multifamily housing and single-family housing for low- and moderate-income residents through the issuance of tax-exempt mortgage revenue bonds. This program is most effective for developments that are larger in scale, including 100 or more units. The types of funding available includes: the Non-Competitive (4 Percent) Housing tax Credit Program, which offers an allocation of 4 percent Housing Tax Credits to developers constructing or rehabilitating housing statewide; and Multifamily Bonds, which are available to developers constructing or rehabilitating affordable housing statewide. <https://ohiohome.org/ppd/mfbond.aspx>

#### **HOUSING DEVELOPMENT GAP FINANCING** OHIO HOUSING FINANCE AGENCY

Provides gap financing for affordable housing proposals that do not include the use of Low-Income Housing Credits (LIHTC). This program is often utilized by smaller-scale affordable housing projects which often lack financing options. <https://ohiohome.org/ppd/hdgf.aspx>

#### **COMMUNITY HOUSING IMPACT AND PRESERVATION (CHIP) PROGRAM** OHIO DEPARTMENT OF DEVELOPMENT

Provides funding to Ohio's non-entitlement communities to improve and provide affordable housing for low- and moderate-income citizens.

<https://development.ohio.gov/community/housing-and-homelessness/community-housing-impact-preservation-program>





## CLOSER LOOK: ZONING & FUNDING FOR MORE AFFORDABLE HOUSING

Best practices associated with housing affordability focus on reducing zoning barriers to development, considering zoning incentives for affordability, and targeting affordable housing programs to transit corridors. County Planning has outlined the following steps in the Best Practices for TOD Zoning document:

- 1) Reduce zoning barriers to lower development costs, increase the housing supply, and therefore indirectly increase affordability
  - Conduct a zoning audit to understand which regulations may be creating barriers to development
  - Update zoning to remove barriers to housing production, which could include relaxing expensive parking requirements and density regulations
- 2) Incentivize or require new developments to provide housing that is affordable for households within target income ranges
  - Provide density and height bonuses in developments that provide affordable units
  - Tie financial incentives to affordability requirements in strong housing markets
  - Expedite or streamline approval processes for developments that include affordable housing
- 3) Target existing affordable housing programs to transit corridors
  - Reserve target sites or other publicly owned land along transit corridors for future affordable housing construction
  - Provide bonus points to affordable housing applications located in TOD walksheds

ASPEN PLACE IN CLEVELAND, OH



Located at 6016 Lorain Avenue in Cleveland, Ohio, Aspen Place is a 40-unit affordable housing development by the Detroit Shoreway Community Development Organization. Funded through the Ohio Housing Finance Agency (OHFA), the units are occupied by residents at different Area Median Gross Incomes (AMGI)—six units are affordable to and occupied by households at or below 30% of the AMGI; ten units are affordable to and occupied by households at or below 50% of the AMGI; and the remaining 24 units are at 60% of the AMGI. Residents get free transit passes through the Greater Cleveland Regional Transit Authority (GCRTA) and access to a newly-renovated, 22-acre Zone Recreation Center.

### ProjectFunding Details

- Funding Type: Low-Income Housing Tax Credits, HOME Investment Partnerships Program, and Housing Development Loan
- Funding Amount: \$874,000 in tax credits over ten years; \$600,000 Cuyahoga County HOME Program; \$1.5 million Housing Development Loan (HDL)

