

***Willoughby  
Vision 20/20***

**Phase II**

**Focus Areas**

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# INTRODUCTION

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The 2006-2007 planning process for Phase I of Willoughby's Comprehensive Plan Update identified three specific areas that require additional planning and attention. Phase II of the Plan Update further studies those three "Focus Areas."

- The Historic Downtown and Adjacent Valley (Downtown);
- The d Lakefront/Lakeshore Boulevard (North End); and
- Housing Maintenance

After defining the intended objectives, process and scope of the three new studies, collection of additional background data began in the fall of 2007. At the same time, personal interviews were scheduled with a cross section of Downtown stakeholders and the City administration. Potential policies and strategies were then identified for how each area's existing strengths and opportunities could best be supported, enhanced and supplemented, as well as how the weaknesses and threats could be minimized or overcome. Those preliminary strategy considerations were publicly presented, discussed and evaluated by City Council, the Planning Commission and the administration, and modified where necessary. Finally, the revised strategy options were summarized as recommended initiatives for the City's future consideration, feasibility investigation and selective implementation.

# **PART I**

# **DOWNTOWN**

# **FOCUS AREA**



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# **A. BACKGROUND DATA/OBSERVATIONS**

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The preliminary review of the “Downtown” in Phase I suggested a need for further, more comprehensive analysis. As anticipated in that review, a more in-depth study required the collection of additional, more detailed data. Section A summarizes the results of that additional data collection, and serves as part of the background information leading to the City’s strategy considerations discussed in Section B. The new data also served as a basis for expanding and refining the preliminary observations outlined in Phase I.

For this particular study area, valuable new information was also obtained through personal interviews with Downtown stakeholders, including both business and property owners, as well as public officials. A summary of the interview results is provided in Appendix B, and referenced where appropriate and relevant.

## **PRIMARY GOAL OF DOWNTOWN FOCUS AREA STUDY**

Based on the results from Part 4 of the Phase I study, subsequent discussions with Willoughby officials, interviews and additional data collection, the following study objective was identified and refined for the Downtown Focus Area:

*Identify, evaluate and recommend both the continuation or enhancement of existing initiatives and propose new actions and strategies with the most potential for promoting the sustainable economic health and vitality of the Downtown, preservation and enhancement of its historic form, function, and character, and development of the critical mass necessary to successfully compete with other retail areas.*

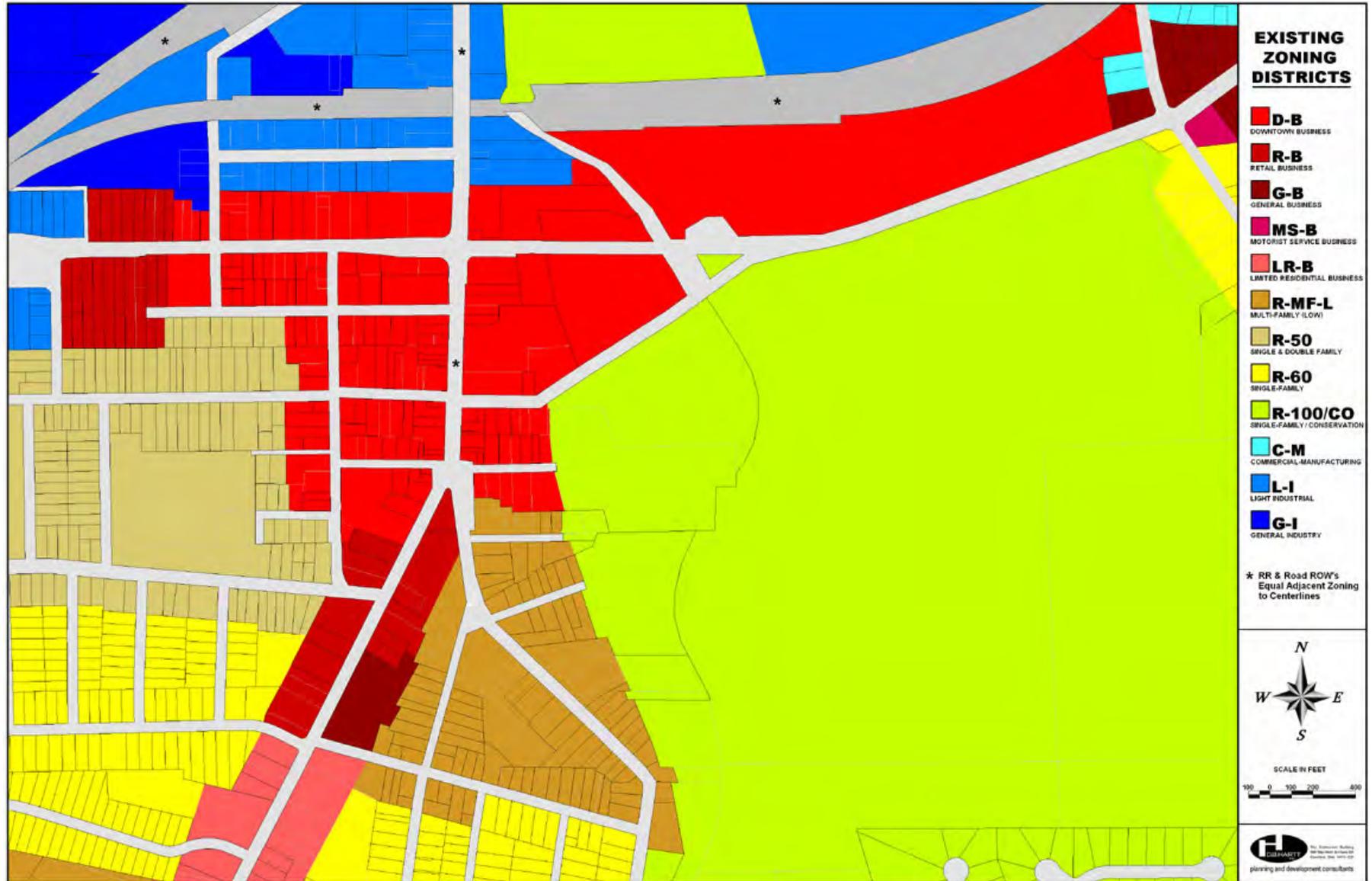
## **GENERAL BACKGROUND DATA**

The following maps and tables represent the most relevant new information. Together with the results from stakeholder interviews in Appendix B and the observational assessments below, these exhibits provided a factual and descriptive background for development of the strategy considerations in Section B.

### **Zoning and Land Use**

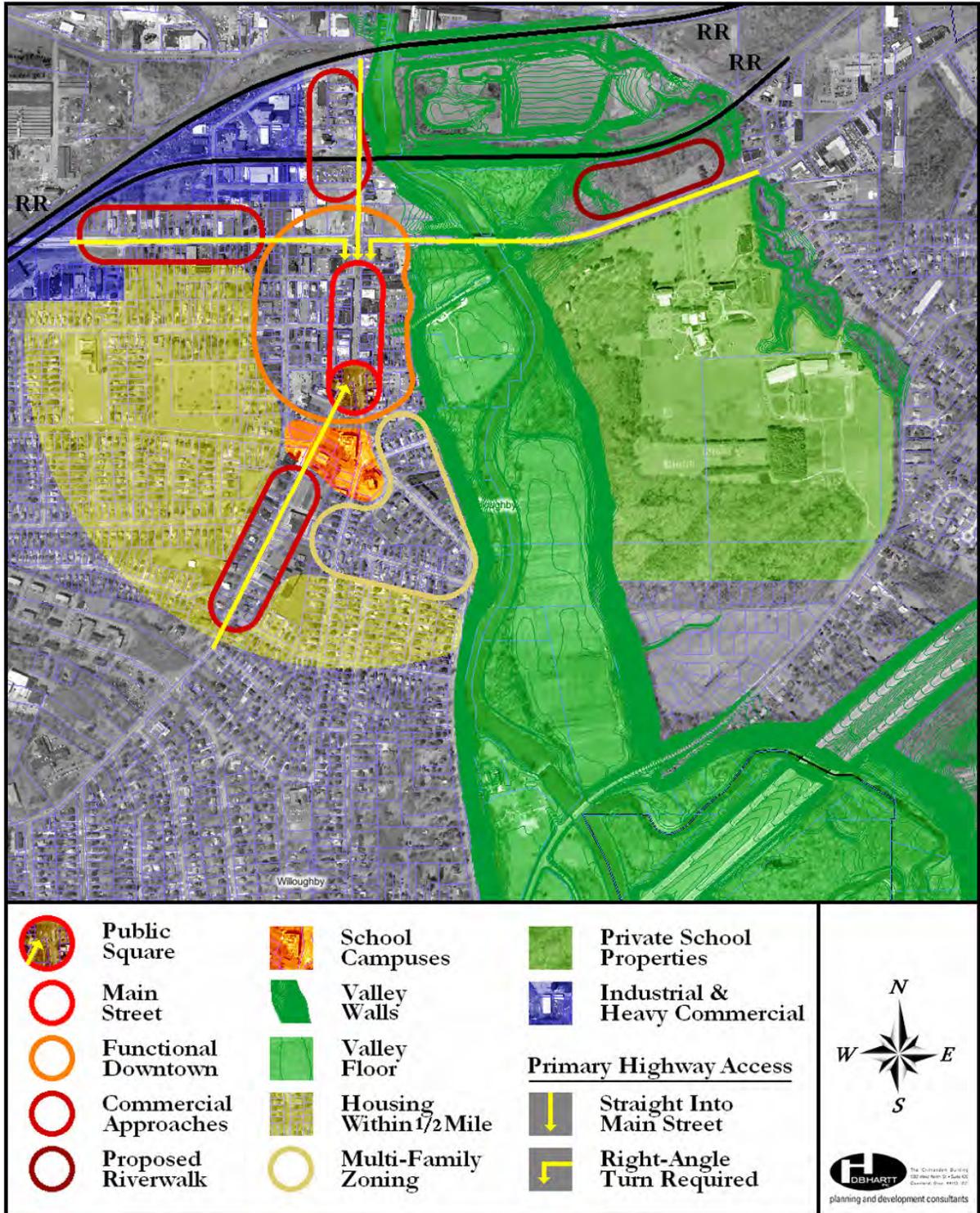
Willoughby recognizes the unique role the Downtown represents in and for the City by providing the area with its own distinct zoning classification. The current boundaries of the DB, Downtown Business, District accurately reflect both the perceived and functional limits of the “Downtown,” with a few possible exceptions. As discussed more fully below and in Section B, the functional limits might include more of the “approaches” to the perceived area, and the area north of Mentor Avenue to the east is included for economic development reasons somewhat unrelated to current perception or function. (See Map 1, Existing Zoning)

Map 1 - Existing Zoning



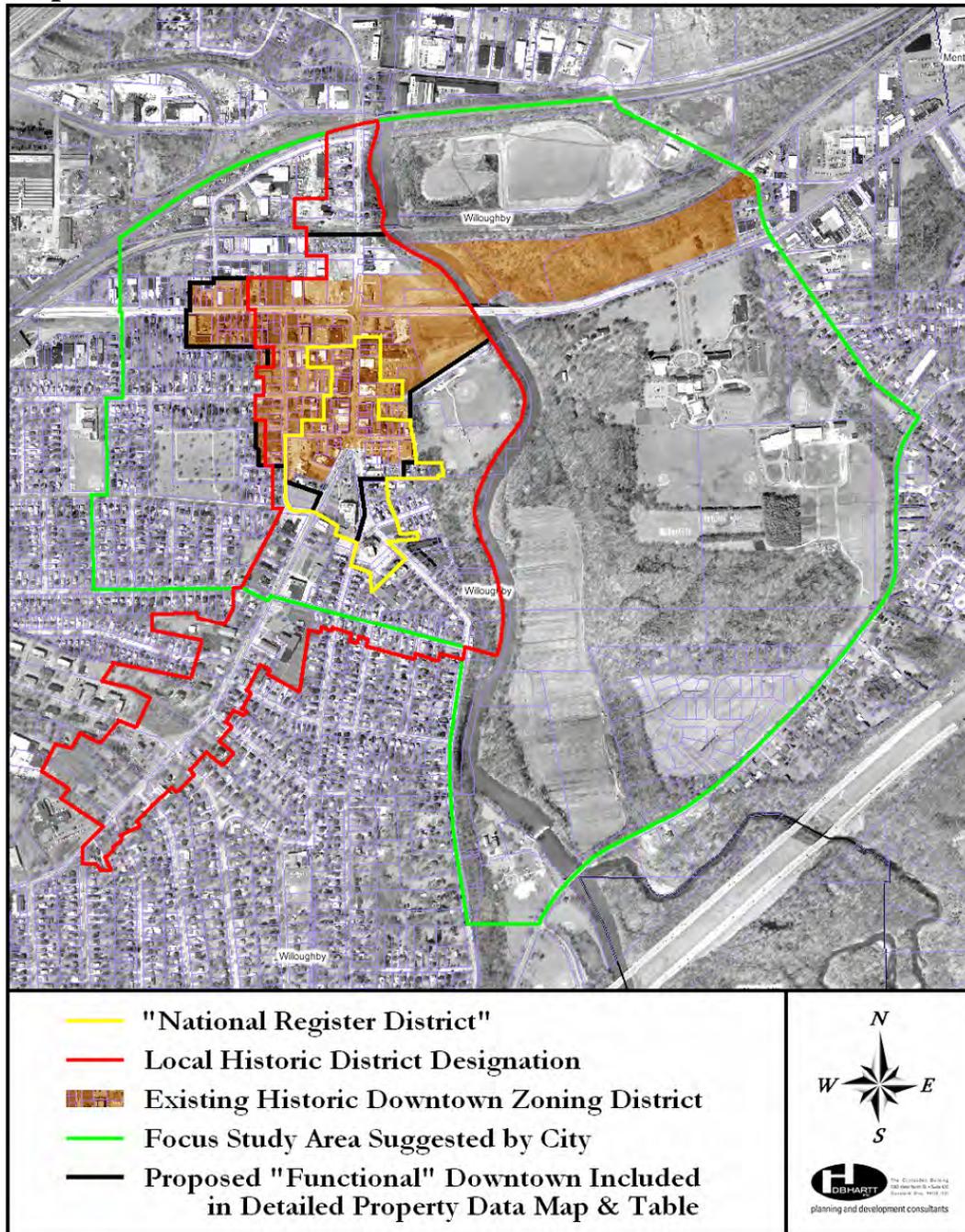
The Downtown Business District is surrounded by nearly every other zoning classification in the City's codes, including various density residential districts, multiple business districts, manufacturing district and industrial zoning. In most instances, the permitted uses in those other districts support the purposes of Downtown in one way or another, and the adjacencies between districts is handled well. (See Map 2, Functional Relationships)

### Map 2 – Functional Relationships



In addition to the identified “functional” Downtown and the Downtown District zoning boundaries, there are other interpretations of what the “Downtown” area should include. The National Register District is considerably smaller, including only those areas with structures that meet specific federal criteria. A locally defined historic district has also been created which extends well beyond the limits of the other three based on expanded criteria for inclusion. Finally, there is the “study area,” originally defined by the City to include surrounding areas that are, or might be, relevant to what happens within the “functional” Downtown. (See map 3, Different Definitions of “Downtown”) Ultimately, the study considered all of the “functionally” relevant areas identified on Map 2.

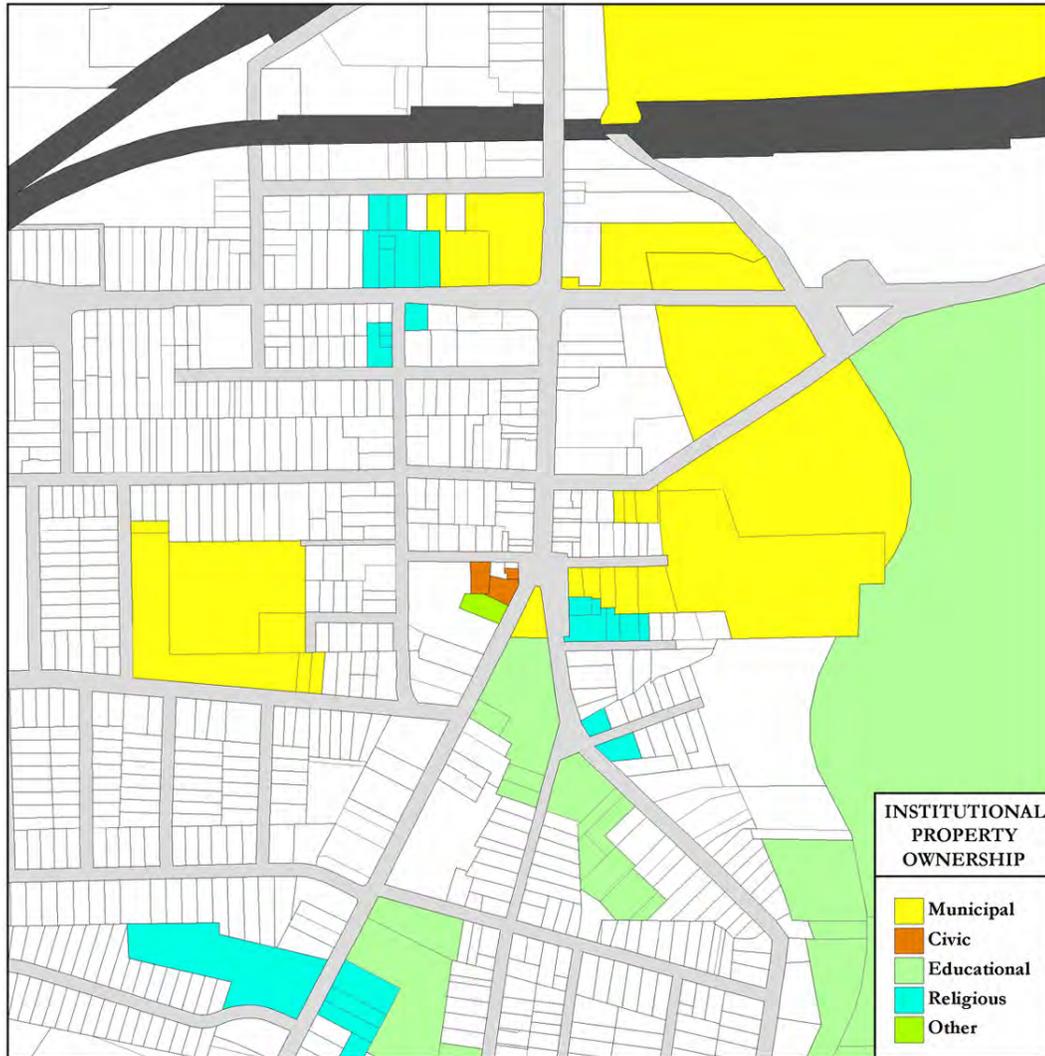
**Map 3 - Different Definitions of “Downtown”**



## Land Ownership

An extraordinary amount of land in and around the Downtown is either owned by the City, or by religious, educational and other institutional entities. Nearly all of the nearby land east of the river belongs to Andrews-Osborne Academy. The City owns all of the immediately adjacent land within the river valley. Together, the City, Willoughby Eastlake School Board and churches own a large percentage of the land within the Downtown. The considerable land controlled by the City (and perhaps even the Academy) could prove significant in terms of implementing the strategies developed in Section B. (See Map 4, City and Institutional Property Ownership)

**Map 4 - City and Institutional Property Ownership**



A complete inventory of private, non-institutional property within the Downtown is provided in Appendix A, Map A-1 and Table A-1. The map serves as a key to the table listings, and the table includes information on ownership, usage, floor areas, building ages and specific occupants for each private property. The collective significance of much of the data is included in: Map 5, First Floor Occupancy by Land Use Categories; Table 1, Existing Commercial Floor Area Distribution Summary; Appendix C, detailed first floor occupancy survey; and in the Section B strategy development discussions.

**Map 5 - First Floor Occupancy by Land Use Categories**

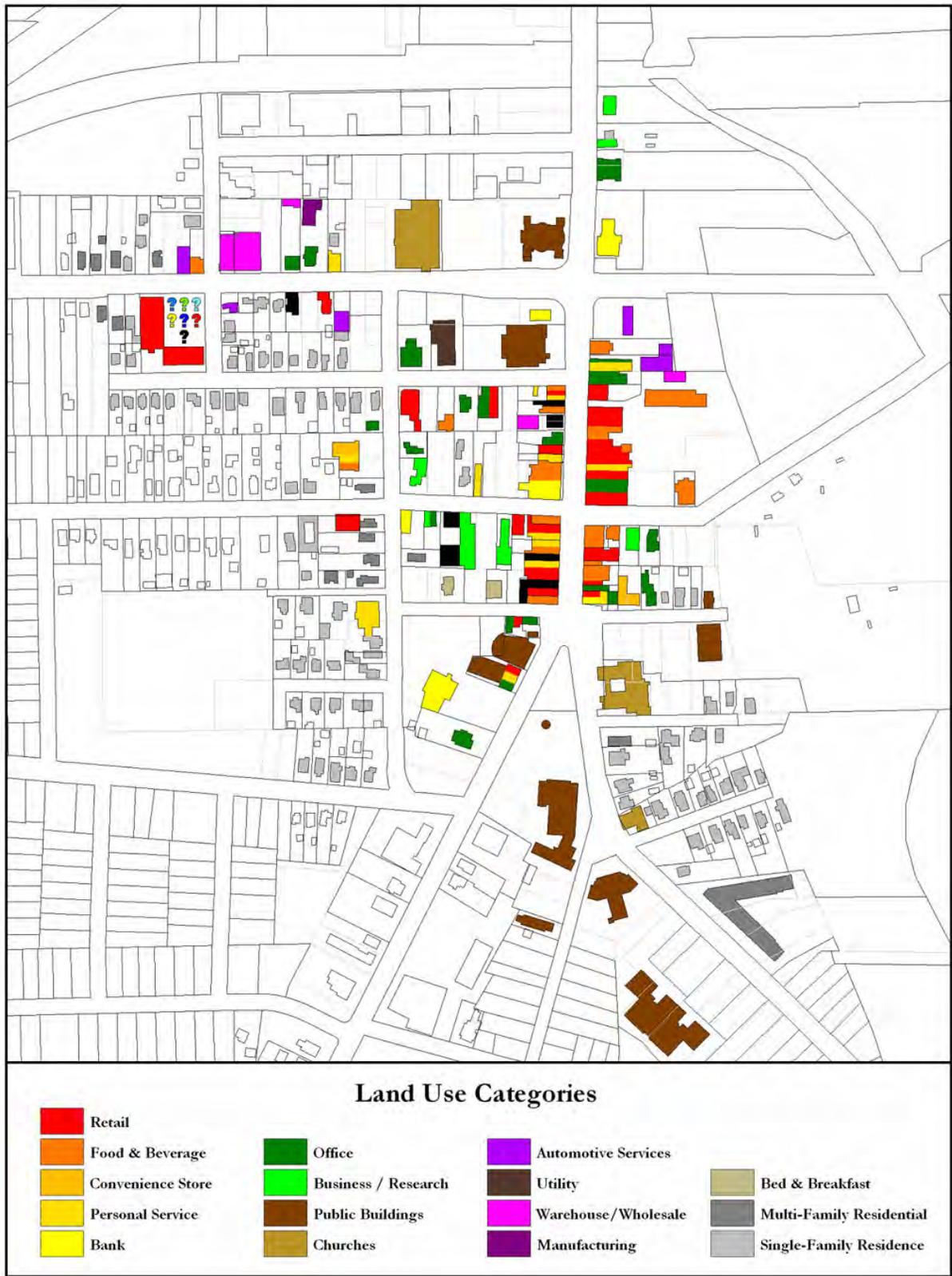


Table 1 summarizes the cumulative floor areas for the primary type of uses currently occupying space within the Downtown, based on the County Auditor’s web site and listed in the Appendix as Table A-1. According to the auditor’s office, total floor space devoted to “storage” and “support areas” is equal to about half of the total area devoted to retail, office and restaurant uses. The spaces categorized as “support areas,” or “storage,” however, include almost any accessible floor area, whether or not it is actually used to support the occupant’s real primary use (retail, office, restaurant, etc.) Much of the space is located within basements or similar areas that are not used at all. It might, therefore, be reasonable to assume that the *real* area occupied by many of the uses is approximately 50 percent higher than shown in the Table, and that the total storage/support area might be re-allocated to each primary use according to the use’s share of the total floor area. The result should provide a more accurate understanding of the existing land use dynamics in Downtown.

**Table 1 – Commercial Floor Area Distribution Summary**

Totals	Sq. Ft.	Percent	Re-allocated Support Area	
			Sq. Ft.	Percent
Retail	127,144	22.5 %	165,146	29.2 %
Office	123,687	21.9	160,656	28.4
Warehouse	48,765	8.6	63,340	11.2
Restaurant/Bar	47,520	8.4	61,723	10.9
Bank/Credit Union	19,366	3.4	25,154	4.4
Telecommunications	17,400	3.1	22,601	4.0
Fraternal Organization	15,808	2.8	20,533	3.6
Bed & Breakfast	10,922	1.9	14,186	2.5
Automotive Services	9,810	1.7	12,742	2.3
Funeral Home	8,962	1.6	11,641	2.1
Light Manufacturing	6,080	1.1	7,897	1.4
Storage/Support Areas	130,155	23.0	0	0
<b>All Floor Area</b>	<b>565,619</b>	<b>100 %</b>	<b>565,619</b>	<b>100 %</b>

See Appendix A for Detailed Property Description Table

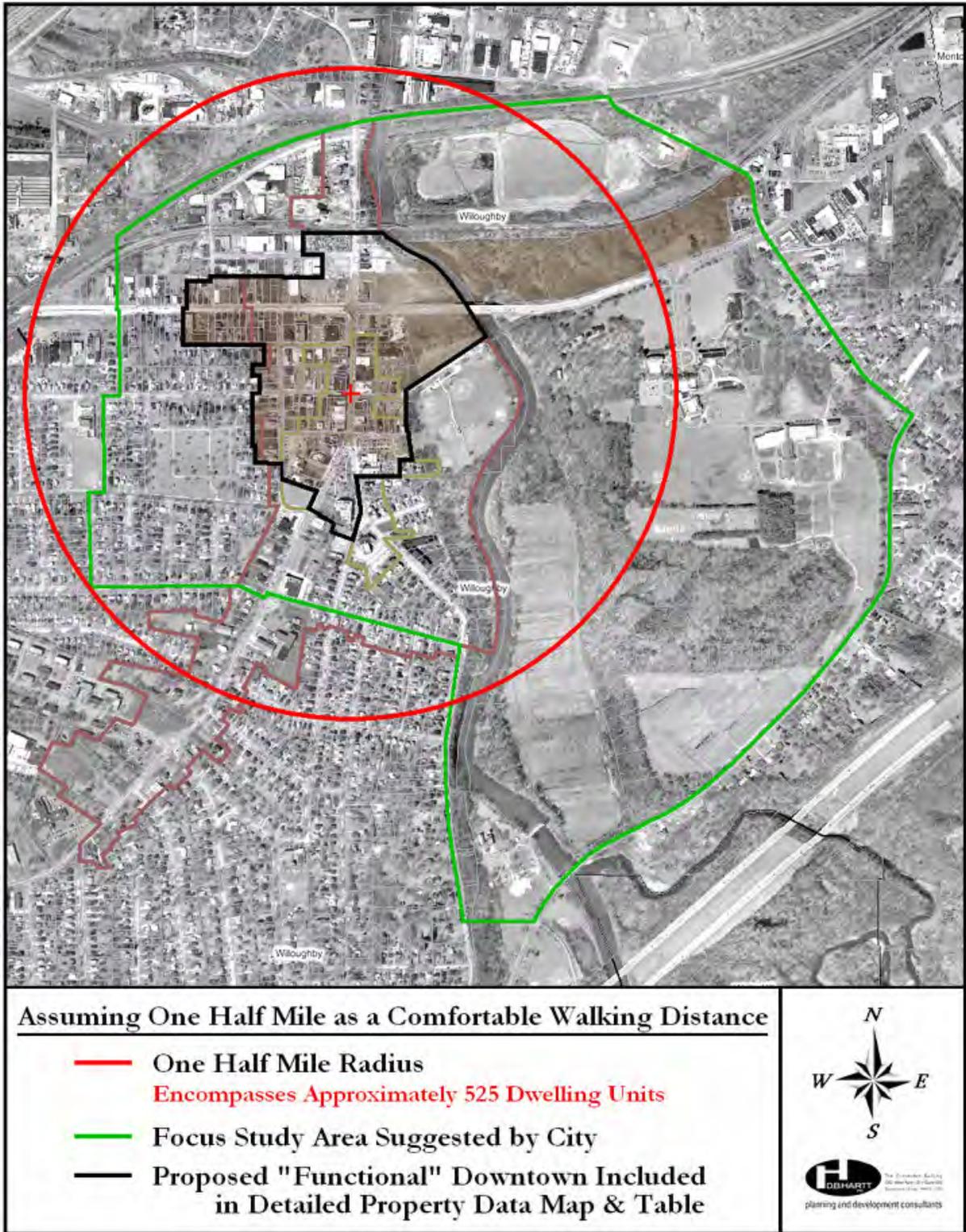
According to the above premise, what would likely be considered the most appropriate and desirable uses for the Downtown (retail, offices and restaurants) make up approximately two-thirds of the total floor area. The least appropriate and desirable uses, however (warehouses, telecommunications, light manufacturing and automotive services), still represent nearly twenty percent of the space. Also, the first floor space is not occupied as exclusively by retail businesses as would be preferred.

### Nearby Residential Support

Perhaps the biggest key to a successful Downtown is the number of potential walk-in customers living within and immediately surrounding the commercial area. Assuming a half mile to be a reasonable and comfortable walking distance, a circle with a half mile radius was drawn around

the center of the City's Downtown. Utilizing aerial photographs, it was determined that approximately 525 residential dwelling units currently lie within that circle. (See Map 6, Half Mile Radius Around Downtown)

**Map 6 - Half Mile Radius Around "Downtown"**



The number is severely limited by the undevelopable eastern portion of the circle which lies within the valley, as well as the large amount of land occupied by industrial development, landfill, City buildings, cemetery, schools and churches. Given the amount of retail that needs to be supported, the existing residential population is dramatically less than what would be considered adequate.

It should be noted that Map 6 is drawn over the Map 3 outlines of the different ways the Downtown boundaries have been defined. The half mile radius includes most or all of each described area.

## **Parking**

Nearly every stakeholder interviewed (see Appendix B) raised the issue of inadequate commercial parking Downtown. Interviews with City officials, however, offered conflicting opinions. To clarify the actual parking situation, a survey of every existing space was undertaken, with the results plotted below in Map 7, Existing Parking by Ownership. As indicated, a total of over 2,300 spaces were identified. More than half are privately owned, with most available for customer/visitor use, but some restricted to employees. About 21 percent were on institutional properties serving schools and churches, and not necessarily available for use by the general public. The approximately 27% remaining are on-street and in public lots owned by the City. While all of those 600 plus spaces are available to the public, about 100 are often occupied by City employees and City Hall visitors.

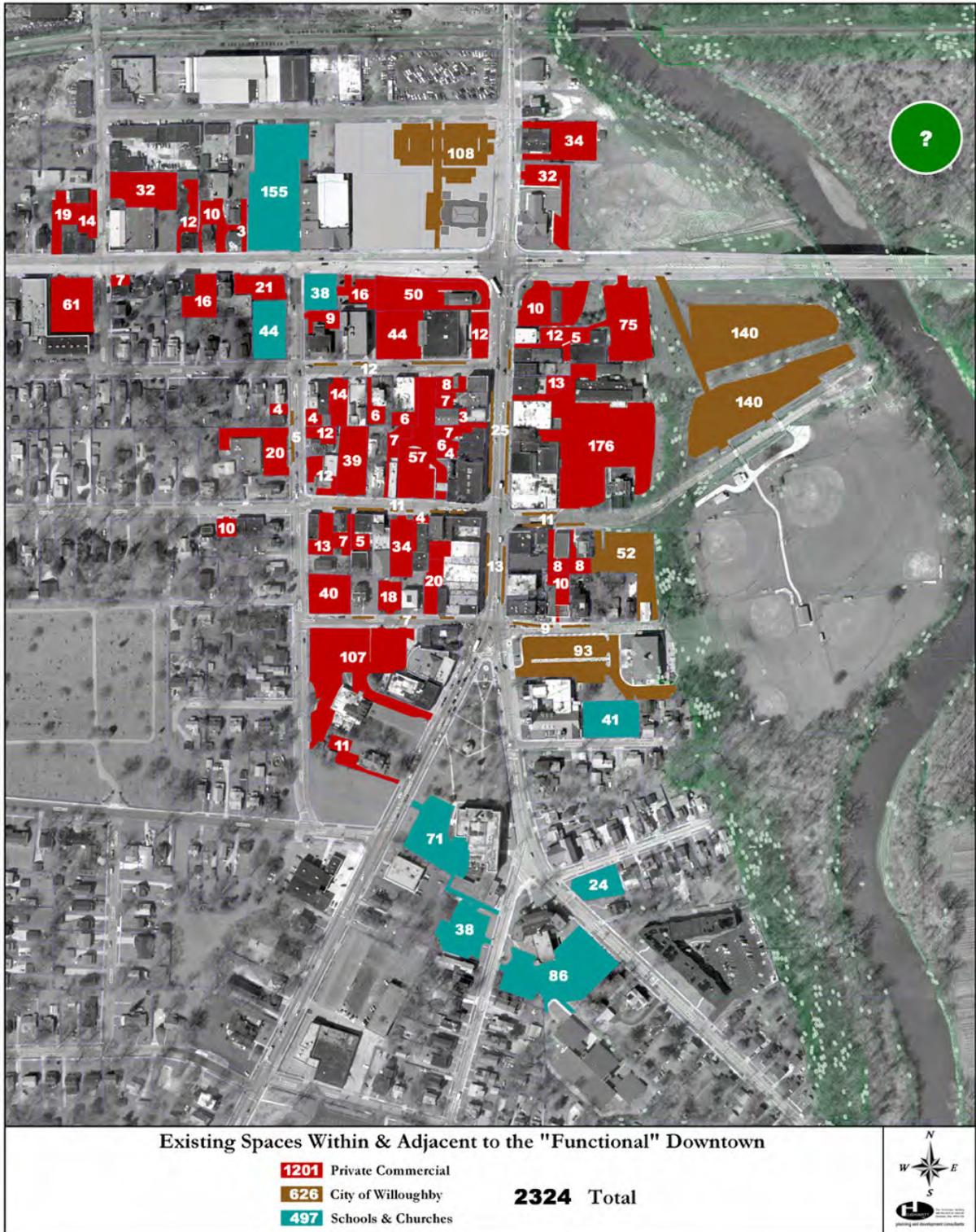
To evaluate adequacy, the floor area of all commercial and municipal uses was determined for the same geographic area, based on the Appendix A, Auditor's data referenced above. That area of nearly 438,770 square feet was divided by approximately 1,800 parking spaces to yield an average parking supply within the Downtown of about one space for every 240 square feet. The nearly 500 school and church spaces were considered unavailable and not included. As a general rule, 200 or more square feet per space should be more than adequate for a Downtown commercial environment.

Observations during the parking survey suggested that the geographic distribution of the total spaces might help to explain the perceived lack of parking by so many owners and visitors. The Downtown, therefore, was divided into nine "blocks/areas" reflecting more convenient distances between parking spaces and commercial or municipal destinations. The floor area within each block or area was then compared to the number of parking space that were also within that geographic area. (See Map 8, Existing Parking by Block/Area and Table 2, Parking per Square Foot)

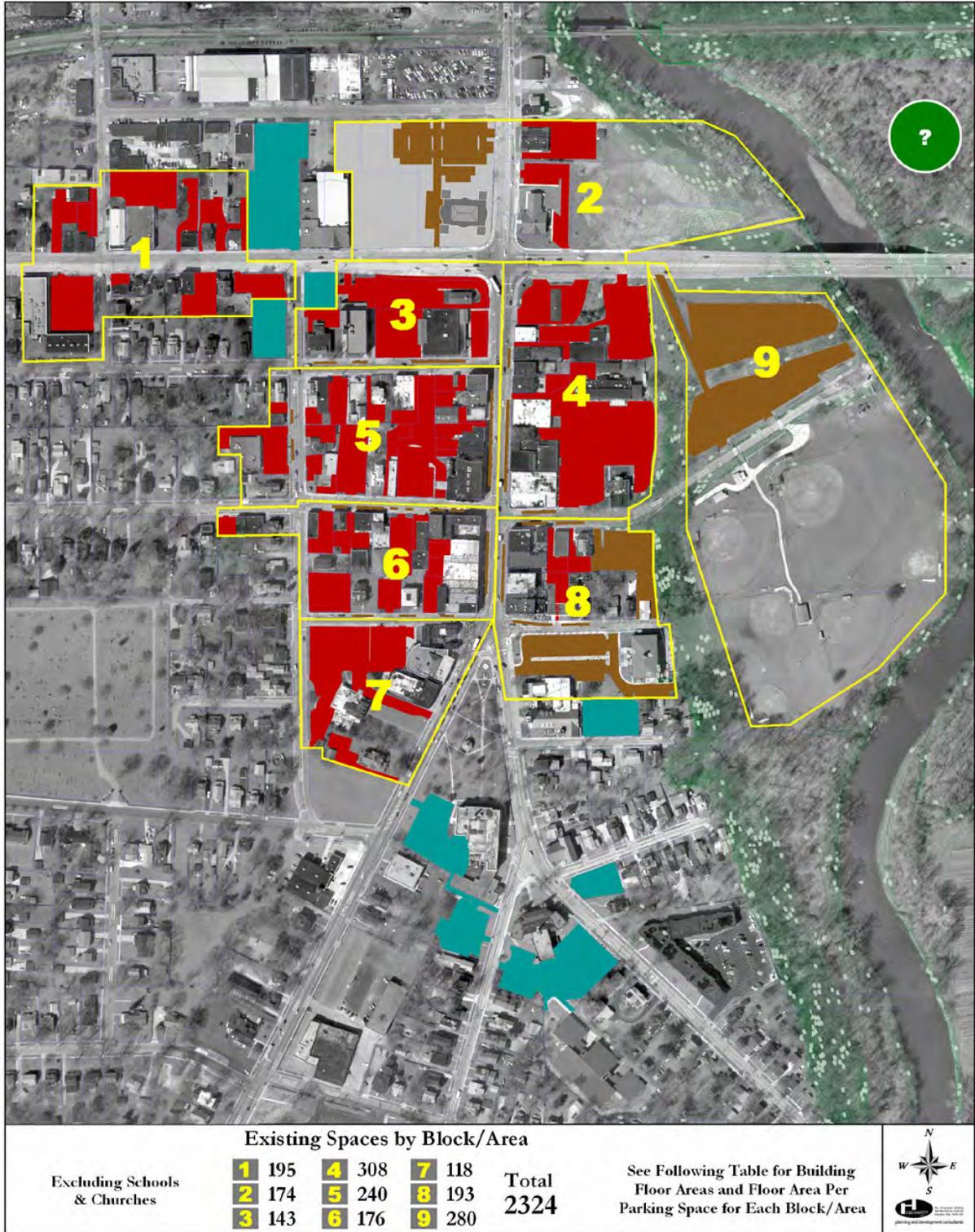
When broken down by localized blocks, it is apparent that the 1 space per 240 square foot ratio is not consistent throughout the Downtown. There is no commercial development surrounding the City's 280 spaces in the valley, and only 127 square feet per space in Block 3. At the same time, the 525 square feet per space in block 7 is more than twice the overall average, and four times that in Block 3.

The unequal distribution of parking spaces throughout the Downtown appears to be a major part of the perception of inadequacy. There is little doubt, however, that many business owners and customers believe there is a lack of parking if no spaces are available within an exceedingly close distance.

# Map 7 – Existing Parking by Ownership



Map 8 – Existing Parking by Block/Area



**Table 2 – Parking per Square Foot**

Floor area Per Parking Space By Block/Area							
Block/Area	Parking Spaces			Square Feet			Sq. Ft. Per Parking Space
	Comm.	Public	Total	Comm.	Public	Total	
1	195	0	195	41,171	0	41,171	211
2	66	108	174	16,533	22,842	39,375	226
3	131	12	143	18,229	0	18,229	127
4	291	17	308	76,317	0	76,317	248
5	223	17	240	61,577	0	61,577	257
6	151	25	176	72,167	0	72,167	410
7	118	0	118	41,463	20,542	62,005	525
8	26	167	193	41,251	26,678	67,929	352
9	0	280	280	0	0	0	-----
<b>Total</b>	<b>1,201</b>	<b>626</b>	<b>1,827*</b>	<b>368,708</b>	<b>70,062</b>	<b>438,770</b>	<b>240</b>

\* Does not include the parking spaces for institutional uses.

## **ASSESSMENT OF INHERENT STRENGTHS AND WEAKNESSES**

Downtown Willoughby is one of the region’s few remaining examples of the original mixed use, small town centers that were once common in northeast Ohio. Like others that remain intact, its ability to remain economically competitive and functionally viable is influenced by several inherent, and more or less unique, strengths and weaknesses. The following factors have been identified as having the potential to either positively or negatively impact the future of Downtown, including those that represent promising opportunities, or conversely, particular threats.

### **General Strengths**

Historic Integrity: The historic fabric of the downtown area is relatively intact. There are many historic buildings that have been renovated and there are others that retain their historic integrity even though they may be in need of renovation or restoration. In addition, since there is National Register recognition, owners of commercial buildings within the district may be eligible for national and state tax credits if they restore or renovate their buildings.

Active Street-Level Businesses: The downtown area has retained a strong retail presence at street-level, despite some conversions to office uses. Restaurants and other retail uses provide multiple shopping opportunities in one place, an opportunity to browse and put more people on the street, thus increasing the opportunities for other businesses.

“Real” Life-Style Center: Developments like Crocker Park and Legacy Village are modern day attempts to simulate the mixed use vibrancy of original and genuine town centers like Willoughby’s downtown.

Wide-Spread Support: There is very strong support for the historic value, community purpose and economic vitality of Willoughby’s Downtown from merchants, tenants, property owners, community organizations, City officials, and even loyal customers.

City Administration: The City actively supports and promotes the Downtown through services, events and other efforts. It has also maintained a physical presence within the Downtown, showing its commitment to the area, and allowing visitors an opportunity to visit the downtown merchants. The new Justice Center expands that presence and strengthens the appeal of the Vine and Erie Street intersection.

Residential Presence: A substantial residential population continues to exist within downtown and within easy walking distance.

Public Parks and Open Space: Downtown Willoughby has something that many downtown areas do not have – public open space and parks. West Point Park, which sits at the juncture of River Road, Euclid Avenue, Spaulding Street and Erie Street is a well-known gathering spot, with a Gazebo the City uses for band concerts and other events, as well as an identifiable location for seasonal decorations. Todd Field, off Glenn Avenue in the valley behind City Hall, has several baseball/softball fields, as well a play area and a concession stand. The City also uses this site for their annual Frontier Days celebration.

Proximity to Vocational-Technical School/Lake Academy/American Indian Museum: At the juncture of River Road and Euclid Avenue are the Willoughby-Eastlake Vocational/Technical School, Lake Academy, and the Lake County Indian Museum. These all bring visitors and workers into the downtown area, increasing the daytime population and potential customers.

## **General Weaknesses**

Retail Deficiencies: Whether it is more retail, different retail, or more diversity, the current ground-level utilization for retail purposes is not as strong as it could or should be. Contributing factors may include the need for a major anchor, more destination stores, less non-retail at street-level, more convenience stores or a number of other possibilities.

Parking Inadequacies: There is a perceived (or real) lack of sufficient public parking within the Downtown. Additionally, the parking that *is* available is unevenly distributed, with much of it inconvenient, too distant to use, or unavailable to the public. Some property owners have more than enough convenient parking for their own needs, while others may have little if any readily available parking. It may also be that some visitors simply don’t know where to look.

Lack of Evening Attractions: While the numerous restaurants may do substantial business in the evening (at least on weekends), that does not appear to translate into much, if any, business for other retailers during those times. Many are not even open.

Lack of Daytime Business: During the day most retailers are doing enough business to survive, but that does not appear to translate into much, if any, business for the restaurants.

Need for Renovation/Restoration of Some Buildings: There are buildings within the National Register district that are in need of renovation or restoration, which in turn, can have a deleterious effect on neighboring buildings. Numerous residences and other structures outside the district represent a large part of the area's historic significance, but some have their own preservation or maintenance deficiencies. In the case of less historic structures, it is sometimes simply an issue of inadequate maintenance.

Gateways: The gateway to Downtown Willoughby from the north is both visually unappealing and almost impossible to even identify for those unfamiliar with the area. The approach from the west is also less than inviting. All vehicular entrance points lack a distinctive change in appearance or other means of indicating the approach of, or entrance into, a "special place."

Insufficient Connections with the Chagrin River and Valley: Presently the only connections between the Downtown and the river valley are the Glenn Avenue access to the City parking and recreational facilities, and the wooden stairs next to the sledding hill behind City Hall. This extraordinary natural resource is not being adequately utilized for the benefit of the Downtown.

## **Potential Opportunities**

Riverwalk Development: This proposed new development has the potential to benefit the historic Downtown. To realize that potential, however, ways will need to be found to share the consumer traffic it generates with the Downtown merchants.

Chagrin River and River Valley: The immediately adjacent river valley is an extraordinary visual and environmental attraction and offers several opportunities that have not yet been fully explored. The potential exists for creating physical and psychological linkages between Downtown and the valley, and possibly between the valley and the Andrews Osborne Academy land on the opposite ridge. The City already controls much of the land within the valley and along the western edge. Residents are already familiar with the City's recreational facilities in the valley, as well as how to access them from the west. Some physical connections already exist, and there are direct sight lines from either side of the valley across to the opposite edges.

Niche Market for Shops and Restaurants: At one time Willoughby was known for its antique shops. This gave the downtown area a distinctive reputation and provided a destination for antique buyers. Unfortunately many of the antique shops have closed, and those remaining may no longer be sufficient for that purpose. However, if that market could be restored, or a new niche market established, the downtown area could again become a unique destination for a specific group of customers.

Physical Form: There is a consistent physical form established along Erie Street and some side street locations. If additional mixed use development expands that form into locations where it does not already exist, the necessary character and appearance of the Downtown would be expanded and strengthened.

“Main Street” Designation: Having the “Main Street” designation could help promote the area to specific types of shoppers and retailers that enjoy the characteristics and ambience of an historic downtown.

Evening Hours, Attractions and Events: While the evening business for bars and restaurants appears to be substantial, other merchants may not consider their evening customer base sufficient to warrant staying open. Anything that can attract more of those potential customers to the Downtown in the evenings would help the overall business climate.

City Land: The City controls a great deal of land within the Downtown and adjacent valley, offering numerous opportunities for facilitating desired additional development (public and private).

Additional Housing: A successful “downtown” environment requires a critical mass of mixed uses and activity, including a large resident population. There are a number of locations within the Downtown with the potential for new housing development.

Widespread Interest: Based on the interviews with downtown merchants and owners, and discussions with city officials, there appears to be a strong and widespread interest within the downtown area in supporting both a continuation of existing enhancement efforts, and active participation in additional initiatives that are identified.

## **Possible Threats**

Competition: The downtown already faces competition from existing shopping centers and areas within Willoughby and adjacent communities. These newer shopping areas often have major anchors, more popular stores, a greater “one stop” retail mix, as well as abundant and more convenient parking.

Unsympathetic Landlords: While the majority of building owners in the downtown area are also occupants and/or supportive of the district’s aspirations, there may be some who are not, or who act in ways that are detrimental to the common purposes and intentions of the majority. Some may simply be insensitive to the needs of their tenants or of the entire district.

Time: Historic structures become increasingly more difficult to maintain as they continue to age. There may also be some risk of a gradual erosion of the will and/or the ability to maintain the district’s vitality or attractiveness.

Insufficient Funds or Investment Interest: If the will or the ability to invest public and/or private funds is insufficient or delayed too long, it might eventually become an insurmountable obstacle.

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## **B. STRATEGY CONSIDERATIONS**

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In Phase I of the Comprehensive Plan Update, several Downtown Willoughby issues and concerns were tentatively identified, together with potential opportunities, policies and further questions to be answered. The additional Phase II background data, interview results, and evaluations of relevant strengths and weaknesses, generally tended to support those earlier assumptions and observations, although further analysis and discussion suggested that some be refined or modified, and that some new considerations be added.

In conformance with the original study objectives, therefore, the following identifies and discusses the resulting strategy considerations believed to be the most critical to achieving the City's goal(s) for the Downtown. It recommends the continuation or enhancement of existing initiatives and proposes new actions and strategies with the most potential for promoting the sustainable economic health and vitality of the Downtown, preservation and enhancement of its historic form, function, and character, and development of the critical mass necessary to successfully compete with other retail areas.

The overriding goal for both public and private stakeholders is simply a "successful" Downtown although the many components of such "success" may have varying significance to different segments of the community. The City desires minimal vacancies; successful, tax-paying businesses; satisfied residents, preservationists, and civic organizations; and a positive public image both inside and outside Willoughby. The business and property owners also want financial success, along with stable property values. The residents want a desirable place for shopping, business, and entertainment, as well as a picturesque, charming Downtown they can take pride in. These objectives are all mutually interdependent, with the optimum achievement of any one requiring substantial achievement of them all.

Willoughby's Downtown came into being with all the necessary components in place. Nearly a century later, age and numerous changes in American culture, consumerism and life styles began to erode the original fabric of all Downtowns. But the City, along with other concerned private sector participants, responded with substantial commitments of time, money and organizational skills in order to restore their Downtown's vitality, appearance and functionality. Today, Willoughby's downtown is much closer to a full realization of the multiple objectives than it has been for some time. But further progress is still a necessary goal, requiring an ongoing commitment, a continuation of existing efforts, as well as the identification and evaluation of additional policies and strategies.

The City is well aware that almost by definition, a successful "Downtown" requires a critical mass of multiple constituent elements - the sum of the whole. Of particular concern is achieving and maintaining the most advantageous mix and internal distribution of several different land use types - retail, offices, institutions, and especially housing. A Downtown isn't really a downtown without all of these elements commingling, working together, and providing mutual support. Many of the individual elements are already in place in Willoughby's Downtown, but not necessarily to the optimum extent possible or desirable, particularly the need for a significant increase in the number of dwelling units both within an adjacent to the retail area.

**1. Encourage and facilitate new development with a focus on new housing within and close to the Downtown businesses, within the constraints of existing development and available land area.**

It was estimated that a little over 500 dwelling units currently exist within a half-mile of the Downtown's retail center. (See Map 6, Half Mile Radius Around Downtown) By itself, that number is too low to adequately serve the existing amount of retail and related space. As long as housing does not infringe on the land and building space required for commercial uses, it would be difficult to ever have too many residents living within walking distance of the Downtown merchants. A large resident population is a necessary ingredient for a true "downtown," and a critical part of the historic blueprint of the original Downtown. Residents add to the general level of activity, and help to make it look busy and successful. A resident population provides potential customers that do not have to be attracted from outside the immediate area. Those who can walk to the stores do not need parking. At the same time, providing new housing should represent a meaningful reinvestment in the Downtown.

It could also be argued that some properties immediately adjacent to the main retail corridor on Erie Street are not being utilized to their full potential. Current concerns over attracting the optimum tenant mix, and maintaining maximum occupancy of the existing retail floor area, strongly suggest that the present retail market is insufficient to justify redevelopment that would add even more retail floor area. They also make the idea of adding more retail space appear counter-productive at the present time, when efforts are focused on keeping the existing merchants viable. Few, if any, of the other non-retail uses currently permitted in the Downtown Business District would offer much incentive to redevelop those underutilized properties.

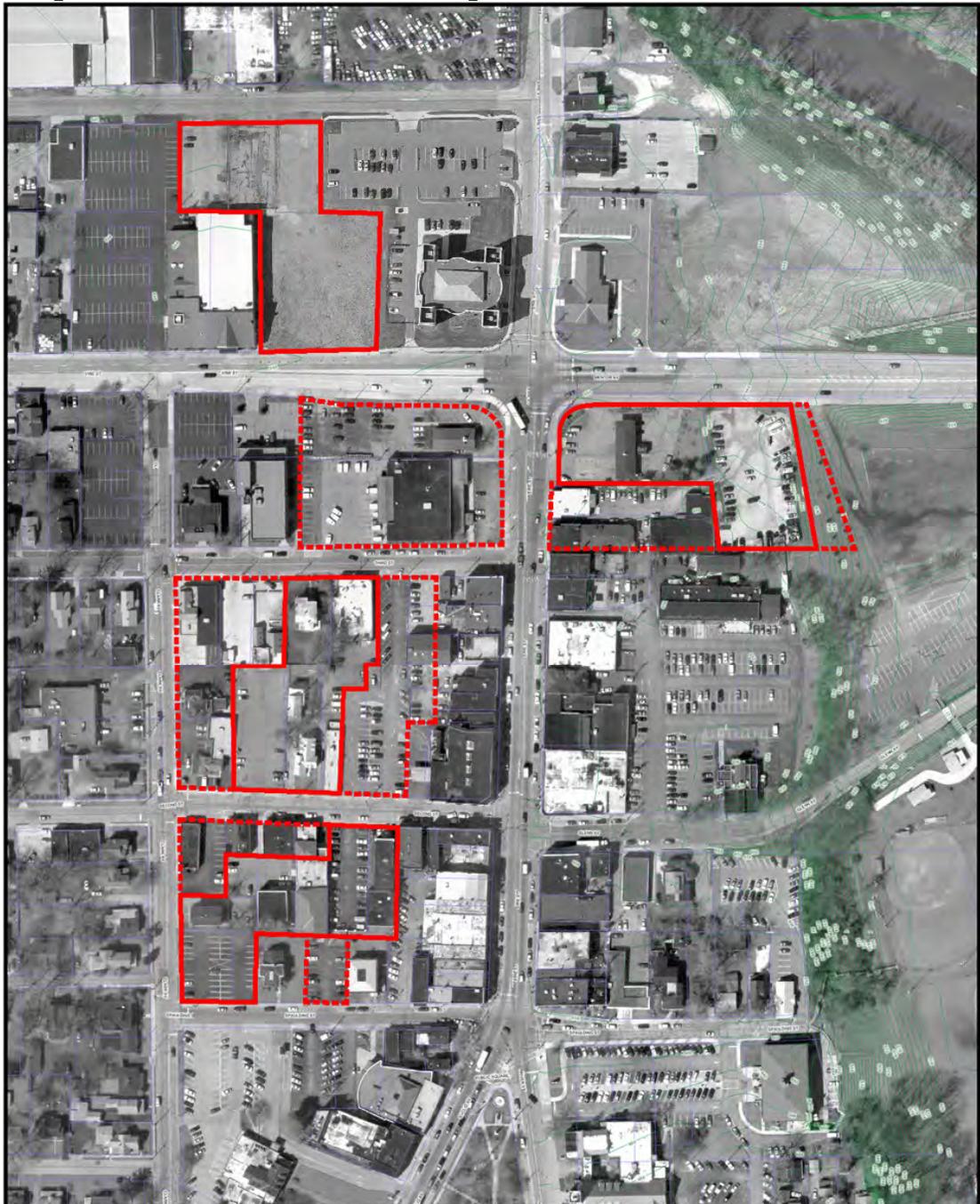
If the demand and desire for new retail development is in fact not there, it would serve the best interests of the City and the Downtown to accept and permit housing as the only obvious redevelopment alternative with substantial economic potential and clear anticipated benefits. Providing a relatively high density residential use option might be the best, or even the only, way to stimulate new development in the district. As new dwellings are occupied, the market potential for existing businesses will increase. Ideally, the increased market could reach the point where more retail is a realistic prospect. Nearest to the retail area, new housing structures could devote their first floors to additional retail space, and in other ways expand the physical form and character of Erie Street. Further away, urban-style, multi-story townhouses could also be designed to be very compatible with, and complementary to, the historic character of the existing development. (See Map 9, Locations with Redevelopment Potential)

**a. The City will likely need to be involved if meaningful redevelopment in the form of new housing is to become a reality.**

At least at first, City involvement will almost certainly be necessary. In addition to zoning changes, there may be a need for financial incentives, creative land assembly, code flexibility, and/or other ways for the City to participate in the redevelopment process. That should not, however, be viewed as a deterrent. The City is already involved in the Downtown and other locations through tax abatements, infrastructure improvements, sponsoring events, and providing unique or enhanced services. Most successful urban

and small town center projects have resulted from working relationships between city officials, land owners and private developers. (See Map 4, City and Institutional Property Ownership)

### Map 9 - Locations with Redevelopment Potential



#### Relative Potential for Assembly & Redevelopment

—— Likely

- - - - - Possible

**b. Rank Downtown structures by their specific level of preservation need.**

Another possible obstacle to any new development will also need to be addressed. Many of the homes and other structures that occupy what might constitute prime land for redevelopment, have, or are perceived to have, historic significance and need to be preserved. It should be recognized that meaningful redevelopment is probably not possible if every structure within the Downtown must remain. At the same time there appear to be different opinions over which particular structures, if any, might not need such protection.

In response, the City should create a “task force” representing all those involved, and charged with establishing definitive consensus as to the specific architectural and/or historical value of every primary structure within the immediate Downtown area. The task force could be asked to determine which of perhaps four categories best applies to each structure: Those everyone agrees should be preserved in their original state; Those that should be preserved, but with some measure of design flexibility and standards for remodeling or additions; Those with insufficient significance to justify required preservation; and Those for which consensus simply cannot be reached. For the last category, the task force might be kept available to revisit a particular structure if and when its fate is called into question and can be judged in respect to a specific project proposal.

**c. Maintain the current multi-family residential zoning southeast of the Square.**

For a number of reasons, the current R-MF-L multi-family zoning south of the Square (See Map 1, Existing Zoning) is unlikely to generate redevelopment in the foreseeable future, if ever. The zoning only permits attached single-family dwellings at a maximum density of eight units per acre. Many of the existing homes are already on lots of about 1/8 of an acre, and few are any larger than 1/4 acre. The existing homes are generally well maintained and valuable. There is little need, or financial incentive, to replace what already exists. That does not necessarily mean that the zoning should be changed at this time. At some point in the future, however, consideration might be given allowing greater density housing within this district.

**2. Improve the real and perceived supply, accessibility and convenience of public parking within the Downtown.**

Overall, the Downtown currently has a total of one parking space for every 240 square feet of commercial and public use floor area, an acceptable number for such a mixed use, city-center area. That ratio, however, is not consistent throughout the Downtown. (See Map 8, Existing Parking by Block/Area) Parking per square foot in some areas is as high as one per 127 square feet, while elsewhere it is as low as one per 525 square feet. The City parking in the valley between Vine Street and Glenn Avenue provides some 280 spaces, but does not appear to be considered as relevant or convenient by many Downtown visitors.

Some property owners have an abundance of parking, while others have little or none. Meanwhile, nearly 500 spaces sit virtually empty, either during the week (churches) or during evenings and weekends (schools). It is very difficult for historic downtowns to provide the reality or perception of adequate and convenient parking offered by their competition in strip

centers and malls. It is also not enough for the total number of spaces within the Downtown to be mathematically adequate if the public can't find them, if they must drive all over the area to find one, or if they don't believe what they do find is sufficiently convenient. No matter what else is done to change perceptions, the best, and perhaps the only effective solution is still likely to be adding new parking spaces, and to the extent possible, in more evenly distributed locations. Unless the public is substantially comfortable with the parking provisions, their perceptions are likely to continue having a negative on the merchants.

**a. Seek a way to fund the construction of a public parking garage or deck.**

Adding a substantial amount of new *surface* parking within the Downtown would be inconsistent with the area's existing and desired form and character, and nearly impossible to achieve given the limited land area available. Building a public garage or decked parking, therefore, is almost certainly the best available option for making a substantial impact on the supply, while also contributing to and complementing the existing and necessary building mass and bulk. A multi-level parking garage could be constructed on less land than decked parking, and significantly less than a surface lot. It would also offer more alternative sites. Decked parking on two or more levels might require slightly more land than a garage, but it also might fit in locations that are unsuitable for a garage. It would also offer the ability to create a light and airy structure that might be appropriate in some circumstances.

Site selection criteria should include how central it would be to as much of the retail area as possible without compromising preservation, form, design, or other objectives. A site might also be selected where the structure could help break down obstacles to optimum connectivity with adjacent areas, particularly between the Downtown and the valley floor. (See Section 3 Below) Some consideration might also be given to using a portion of the garage or deck to replace the surface parking in front of City Hall, which is now disruptive to the desired massing of buildings and other characteristics of an ideal public square.

Funding for the construction of such a structure is the obvious impediment that would have to be overcome. If the City is to fund the entire cost, it will have to be convinced there is a realistic expectation that the project will generate sufficient future economic benefits to justify the initial investment. If the City and Downtown property owners are convinced the investment will provide adequate benefits for the owners and merchants, private participation in the funding might be possible. If the City believes that significant new Downtown development is a realistic expectation, it might view the tax benefits of that future growth as an acceptable way to pay off the construction debt it incurs.

**b. The City should require that any and all new development satisfy its own parking needs (and perhaps even contribute to the supply of public parking) with decked facilities, and not simply surface lots.**

If the existing form, character and functioning of the Downtown is to be preserved, additional surface parking must be strongly discouraged. Surface lots limit the size, and even the placement of structures, as well as being out of character for a "downtown" environment. Any significant expansion of development that adds to the existing area covered by surface parking would contradict the need to preserve and reinforce that

character. Very likely, it would also be economically and physically prohibitive. The potential building sites are simply too small to accommodate enough new floor area to make the project cost/effective, while at the same time devoting enough land to meeting its parking needs in surface lots. Since it is assumed that public participation in new development projects is likely, that may include assistance with the developer's cost to add a proportion of the spaces it creates to public use.

**c. Investigate and encourage additional opportunities to improve the supply and distribution of available parking.**

Construction of a garage or deck would have the most impact, and would be the most consistent with the desired "downtown" form and character. There are, however, other small scale options to consider for increasing the number of total spaces, particularly where they can help to create more evenly distributed spaces throughout the Downtown.

**i. Combine several adjacent small parking areas into one more efficient lot.**

One of the common problems for small downtowns is the inefficiency of numerous, very small parking areas that may be adjacent, but are not coordinated. Combining them into one larger and more efficiently designed lot will almost always result in an increase in the total number of available spaces. The usual obstacle, however, is the need to convince property owners (particularly those who may have enough spaces on their own property) that a shared parking lot can help everyone involved, without hurting any one participant. While the City would not necessarily need to assist financially, on a personal level it might be able to encourage private action, or perhaps, offer design or regulatory support.

**ii. Make parking that does exist more apparent and easier to locate, through graphic signage, downtown maps or other means.**

A common problem for all downtowns is the difficulties visitors have in finding those parking spaces that are available. When the obvious spaces close to a visitor's destination are all occupied, does that visitor always know where to look next? Is there a public garage, deck or surface lot close by? Is parking available behind the store? Signage and other creative responses to these concerns should be investigated jointly by the City, property owners and tenants, with a resulting program and guidelines accepted and committed to by everyone. Recognizing that additional signage has a potential downside, particularly within the right-of-way, the resulting sum of all signage should be considered.

In addition to signage, the City, Chamber of Commerce and/or Downtown Merchants Association might also consider a mailing to all Willoughby residents that includes a business directory and a map of the Downtown identifying the locations of available parking, as well the businesses. It might also include what visitors should look for as a result of the preceding signage program and guidelines.

**iii. Develop new, or reinforce existing, agreements with Downtown institutions for the public use of their private parking lots during times when they are not required for the institutions' use.**

**3. Improve the connections and interrelationships between the Downtown and the adjacent surrounding areas and uses, and enhance the contributions those areas can make to the Downtown’s continued “success.”**

Map 2 identified and defined the surrounding areas according to their existing and potential, “functional” relationships with the Downtown. Some of those current relationships already help to promote Downtown goals and objectives. In one or two instances, particular circumstances or characteristics represent obstacles that should be addressed. In nearly every case, however, there are opportunities to significantly enhance the support each adjacent area provides for the Downtown.

**a. Enhance and expand connections between Downtown and the Chagrin River Valley.**

As discussed during Part I of the Comprehensive Plan Update, the river valley is immediately adjacent to Downtown, yet the two areas remain dramatically separated. The steep slope of the western valley wall remains a severe physical barrier to pedestrians and vehicles, despite the Glenn Avenue entrance to Todd Field and its large parking area. To many Downtown visitors, their proximity to the extraordinary river valley right next door is not always readily apparent. If there is no view or awareness of the adjacent valley, its proximity is not serving as an attraction, or enhancing the experience. Few, if any, businesses feature the available views. And few visitors to the Downtown or valley visit the other area as part of the same trip. It is not surprising, therefore, that not many Downtown patrons see the Todd Field parking as desirable option, or that very few people use the existing stairs near City Hall or Glenn Avenue to walk from one area to the other.

The City already recognizes that the barrier represented by the valley wall needs to be broken down and overcome in as many ways, and to the greatest extent, possible. That is why the stairs, Todd Field parking areas, and other initiatives were undertaken, as well as why the proposed “Magic Mile” trail has so much support. But the City also understands that there may be more and/or different ideas that have been, or should be, identified, explored, and implemented where feasible. The potential benefits to the Downtown are too appealing to overlook any opportunity that has any chance of moving the City closer to its objectives.

If those physical, functional, visible and psychological barriers can all be overcome sufficiently, visitors to the valley could become potential Downtown customers and parking in the valley could become more relevant to the Downtown visitors. Physical connections could also help to provide *visual* connections, as could more effort to develop and redevelop the top edge, and more attention to creating and/or exploiting views into and across the valley. Enhanced physical and visual connectivity could, in turn, help give visitors to both areas a greater psychological awareness and appreciation of the positive existence and presence of the other.

**i. Locate the proposed public parking structure where it can also serve to help break down the barrier between Downtown and the valley.**

In addition to providing a significant increase in available public parking, a garage/deck located along the valley wall separating Downtown from the valley floor could also help alleviate both the physical and perceptual disconnections between the two areas. If visitors could enter both at street level Downtown and ground level in the valley, they would also be able to leave the other way, and would clearly recognize the proximity, connection and interrelationships with the other area. The differences in elevations suggest a need for three or four floors of parking between the Downtown and valley grade levels, although one or more additional floors might be constructed above grade level on the Downtown side. If an elevator could be included within the structure, the valley wall would no longer be an insurmountable obstacle for many pedestrians or a difficult climb for others. The structure would also provide views out over the valley, further minimizing the current connection deficiencies. (See Sketch 1, Conceptual Public Parking Structure)

**ii. Proceed with efforts to build the “Magic Mile” pedestrian trail, and the associated pedestrian bridge over the river.**

The valley trail is expected to improve public access to the river, generate more activity in the valley, and expand the opportunities for connections to other areas along the river. It is hoped that more people in the valley, for longer periods and with greater frequency, as well as significantly improved connections to Downtown, will all translate into a meaningful increase in Downtown market potential. The heightened activity level may also generate more events, facilities and other contributions to that expanded pool of prospective customers and users.

Serving as a spine for north-south pedestrian movement within the valley, the trail could also serve as a connection to other areas along the valley, perhaps to Andrews Osborne Academy, or to ball fields the school may wish to develop in the valley. It is already planned to connect with Daniel’s Park to the south, and may even be possible to connect to a pedestrian link to the proposed Riverwalk development to the northeast. (See Map 10, Pedestrian Connections To and Within the Valley)

**iii. Find ways to take advantage of Downtown’s relative proximity to Andrews Osborne Academy**

The Andrews Osborne Academy owns over 200 acres within the valley and along its eastern rim. It is a private boarding school with a large resident population, most or all living near that eastern rim. The housing is, in fact, located almost as close to the Downtown as it is to parts of the school campus - considerably less than ½ mile from public square. Yet there is currently no direct pedestrian access into the valley. As noted above, there are prospects for a bridge and path across the river, and proposals to improve movement from the valley floor up to the Downtown. There is also access from the school to Mentor Avenue and its sidewalk into Downtown. But so far, there has been no real effort to provide students with a way to get up or down the eastern slope, a far more direct route to both the valley and Downtown.

**Illustration 1 - Conceptual Public Parking Structure Sketch**



Comprehensive Plan Update - Phase II

# Map 10 - Pedestrian Connections To and Within the Valley



Comprehensive Plan Update - Phase II

The school also owns a considerable amount of land within the valley, and has expressed an interest in locating its own athletic facilities there. But it has always been assumed that a comparatively long vehicular trip was the only available access option - as well as the preferred option for getting into the Downtown. The eastern wall of the valley clearly presents a considerable challenge, even where the slope is at its minimum - but perhaps not too much more than faced when building the stairs into the valley beside City Hall. The school and its students have identifiable reasons to appreciate a pedestrian access option, as might the Downtown businesses.

- b. If it turns out that there is insufficient market demand for one or more of the proposed Riverwalk uses, it is in the City's best interests to encourage the site's development with alternative uses for which there *are* strong markets.**

Until a project like Riverwalk is substantially completed, there is always at least some possibility that shifting market trends will dictate a reassessment of the proposed land use mix by the developer. However likely or unlikely that may be, the City should be prepared to respond to requests for such changes, and to strongly encourage the project's continuation under almost any new mix. of the three proposed uses.

It is unlikely that there would be a significant increase in the demand for retail within the project, and a relatively minor increase in the retail component of the project should not be of much concern for the Downtown. The cost of new retail space in the Riverwalk project would, by necessity, be so much higher than existing rental rates Downtown, that it should attract an entirely different class of retailers, and thereby avoid direct competition between the two areas. If the proportion of office development needs to increase, it should also be much different than the Downtown office space and, therefore, of little or no concern.

An increase in the residential component would also be acceptable, even if it should turn out to be the only use of the site. As noted in the Section 1 discussion of Downtown housing, the more people who live in or near the Downtown retailers, the more potential customers are available, and the better the chances are for those businesses to succeed. Additional dwellings located as close as Riverwalk is planned would clearly improve the market potential for those merchants. With its proximity and orientation to the river and river valley, it could also turn out to be a particularly desirable place to live.

- c. Seek ways to encourage nearby residents to shop or otherwise frequent the Downtown, including both vehicular and pedestrian trips.**

As noted in Section 1, approximately 500 existing dwelling units are currently located within a half mile radius of the Downtown center. The occupants of those dwellings represent potential customers who are within a 15 to 20 minute walk of the Downtown retail establishments. Even by car, Downtown is still the closest concentration of retail goods and service providers. While Section 1 urges new residential development, the additional contribution of those surrounding 500 dwellings should not be overlooked. Even if the new housing is built, efforts should continue to preserve the viability of the existing residential neighborhoods, and to make the Downtown their shopping area of choice.

If, as discussed above, new housing is also provided within the Riverwalk project, students from Andrews Osborne Academy are attracted to the Downtown in greater numbers, and at least some redevelopment occurs within the area zoned R-MF-L, the sum total of the entire nearby housing stock could possibly reach twice the size of the current level of support.

**d. Make pedestrian travel between the immediately surrounding residential and the Downtown as convenient, interesting, safe and enticing as possible.**

The safety of residents using sidewalks anywhere in the community must always be the City's first concern. The presence and condition of sidewalks surrounding the Downtown, however, should be its second highest priority. Along one or both sides of several streets there are no sidewalks, or there are gaps in the sidewalks which *are* provided. The City may want to monitor current sidewalk maintenance efforts to assure the neighborhoods near Downtown are receiving the greatest possible attention. It may also be useful to examine the exact locations and configurations of the local sidewalks to possibly identify modifications that would improve user safety and convenience, particularly in regard to their proximity to roadways and driveways.

The City should also evaluate the visual appeal of public right-of-way areas beside the sidewalks. Look for pavement areas that aren't necessary for vehicles or pedestrians, and could be removed. Consider decorative pavers or different ground covers where grass can't survive the road salt or vehicles "cutting corners." Identify locations where additional landscaping and other special attention may be possible and appropriate (i.e. intersections, adjacent to public facilities, or at the entrances to Downtown). There may also be specific situations where something else under the City's control may be particularly unappealing to pedestrians, and could be improved (i.e. distressed catch basins, public signage clutter, signal boxes, etc.). Where pedestrians cross public land there may be additional opportunities to introduce special elements of interest to help break up the walk and make it more enjoyable. (See Map 11 and Illustration 2)

As discussed above, there is also some potential for pedestrian connections to the Riverwalk development, Andrews Osborne Academy dormitories, and possibly other residential areas not too far from the Downtown. Even if such connections do not always induce complete pedestrian trips to Downtown businesses, they could still serve to bring people physically, visibly and perceptually closer to the Downtown.

**e. Explore methods to make a vehicular "quick run Downtown" a more attractive option and a more frequent occurrence.**

One approach might be to provide ample and convenient parking as discussed above, but consideration might also be given to options that almost assure that sufficient spaces will be available for short term visitors who don't have a great deal of time to look for a spot, but who also won't be using the space for long. Options might include such things as reserving and installing signs for "15 or 30 Minute Parking" spaces. Once there are sufficient numbers of consumers within the Downtown, they will need, and be able to support more "convenience" retail Downtown – particularly grocery, drug or "convenience" stores where people are apt to visit frequently, even for only one or two items.

Map 11 – Examples of Existing R.O.W. Concerns

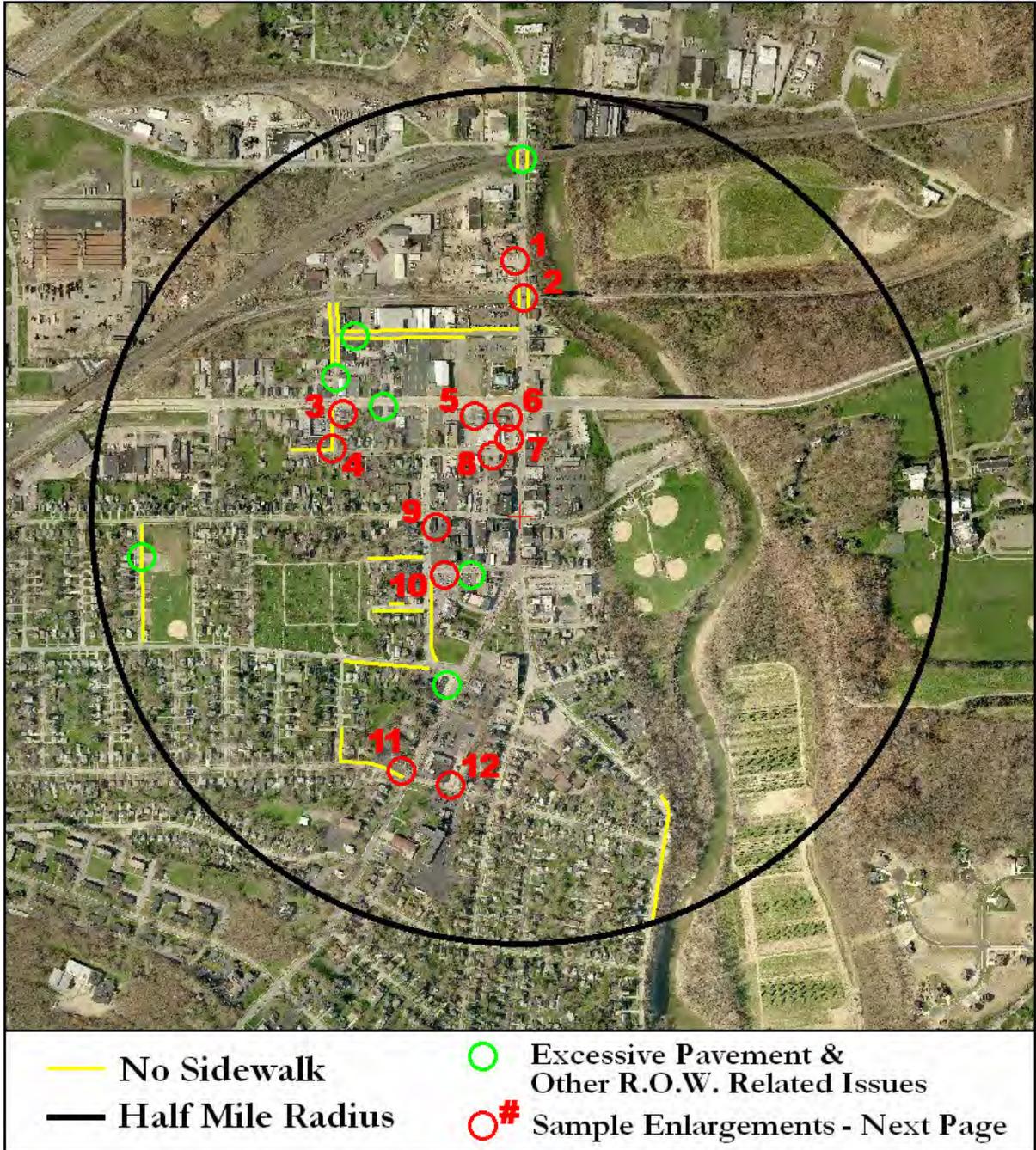
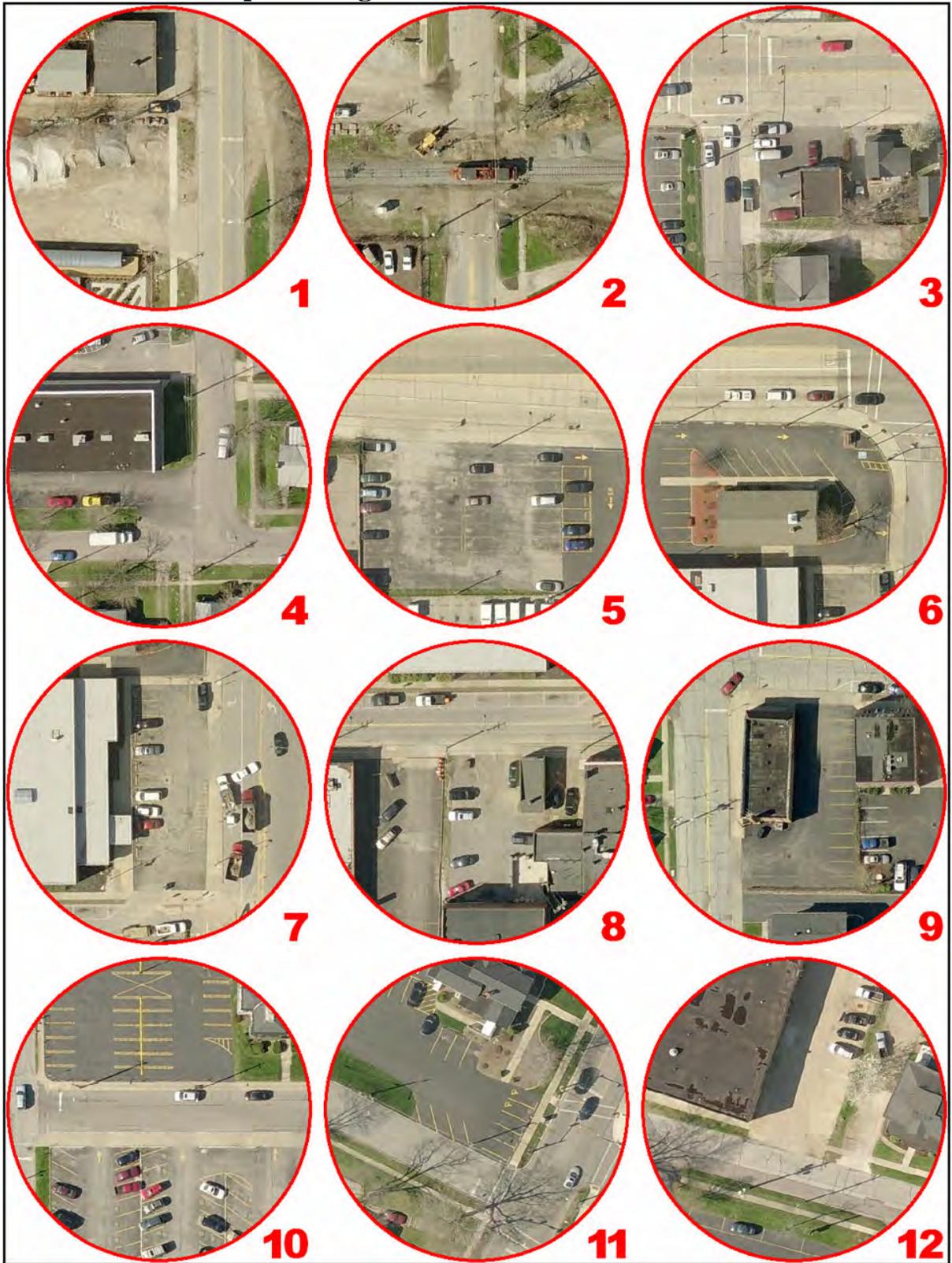


Illustration 2 – Sample Enlargements of R.O.W. Concerns



**4. Continue to seek ways to identify, encourage and support the optimum mix and distribution of specific commercial uses within the Downtown.**

There is little the City can do to control the type or distribution of tenants. Building owners may have the capability, but are constrained by the need to keep their spaces occupied. If there is to be any chance to influence the overall mix or pattern of use within the entire Downtown, there probably needs to be some collective understanding and agreement about what the optimum results would or should be. If the community can agree on certain tenancy policies, it will at least be able to recognize positive opportunities when they present themselves. The following suggests certain basic policies that should be considered for a district-wide strategy. (See Map 5, First Floor Occupancy by Land Use Categories & Appendix A, Detailed Inventory of First Floor Users)

**a. Maximize retail occupancy of ground floor space, particularly on Erie Street.**

From the beginning, there was a pattern to the way commercial space was occupied in the Downtown, with retail on the ground floor and office uses or apartments above. That is still the optimum arrangement for Willoughby's Downtown. Retail stores generate more activity on the street, which translates into more potential customers for other stores, as well as the perception of vitality. While office uses might help fill available space and provide potential customers for the retailers, such uses do not need to be on the ground floor. But retail stores, for the most part, do need to be located at street level, and cannot be expected to fill upper floor vacancies. Also, people on the street do not "window shop" in front of spaces occupied by offices. Keeping potential customers interested in walking around Downtown is an important component of its success.

Simply amending the zoning to require first floor retail, however, may not be an appropriate strategy. If retail tenants cannot be found, owners will have vacant spaces which will hurt both them, and the Downtown as a whole. There must be a safety valve available for landlords. While finding ways to encourage, rather than demand, such retail tenancy, it might be worth considering a form of regulatory compromise. Perhaps non-retail occupation of first floor space could be made a "conditional" use, approved by the City only after determining that it is the only alternative to vacancy.

**b. Encourage the identification and attraction of a more or less unique segment of the retail market, particularly businesses that could generate high customer volumes, and/or merchants that appeal specifically to nearby residents.**

For a time, the large number of antique dealers Downtown represented a reasonable niche market, but that appears to have declined. It was, however, the kind of specialty that set Willoughby's Downtown apart from other shopping areas. If it cannot be revived, one or more similar specialties should be sought again. Currently, the most prevalent businesses are bars and restaurants. They attract large numbers in the evenings and on weekends, but do not appear to be as big a draw during the day. They provide little spin-off business in the evenings because most other retailers aren't open.

Original "downtowns", both large and small, almost always included one or more "anchor" tenants. While such a retailer may be more difficult to find and attract to Willoughby's Downtown, that should not mean the pursuit of such a stimulus should be

abandoned. It may be that substantial additional progress in other policy areas might eventually make it a more likely objective.

The biggest volume of household spending is on “convenience” goods and services. Currently, there is not much convenience shopping available Downtown, most likely because there are not currently enough potential customers living Downtown or nearby. If those numbers can be increased sufficiently in the future, additional grocery or drug stores will help to maximize their impact on the Downtown. The biggest volume of household spending is on “convenience” goods and services.

Occupants generating few customers cannot provide much in the way of potential “spill over” business for their neighbors. While the current ground floor occupancy along Erie Street has a high percentage of retail and food service businesses, too many of the retailers do not attract a high customer volume, and too many of the restaurants and bars attract too few patrons during the day.

The active solicitation of specific retailers might be outside the City’s area of responsibility or expertise, and perhaps beyond the control of a local Merchant’s Association. But like the managers of shopping centers, the Association might be a mechanism for accomplishing cooperative marketing, hours of operation, identifying common needs or coordinating private efforts to address those common concerns.

**5. Promote methods and opportunities to optimize the physical, functional and market identities of the Downtown.**

As a small city center with a long and uninterrupted history, Willoughby’s Downtown already has an inherent identity that is relatively unique within the region. The extensive and collaborative efforts to maintain and reinforce that identity have been in place and clearly apparent for a long time. But as the City and other interested participants well understand, such efforts and commitments must continue if the appeal is to be maintained and strengthened, and additional opportunities identified.

**a. Establish a single geographic definition of “Downtown.”**

Before the City attempts to tell visitors where the boundaries and entrances to Downtown are located, and where it’s identifiable characteristics should begin, there needs to be agreement on a single geographic definition. Currently there are at least three different ways the Downtown is physically defined, including the “National Register District,” the “Local Historic District,” and the existing “Historic Downtown Zoning District.” In Section A, a modification of all three was suggested as a “Functional Downtown,” based on functional distinctions, logical geometry, existing and potential design characteristics, and marketing considerations. (See Maps 2 and 3)

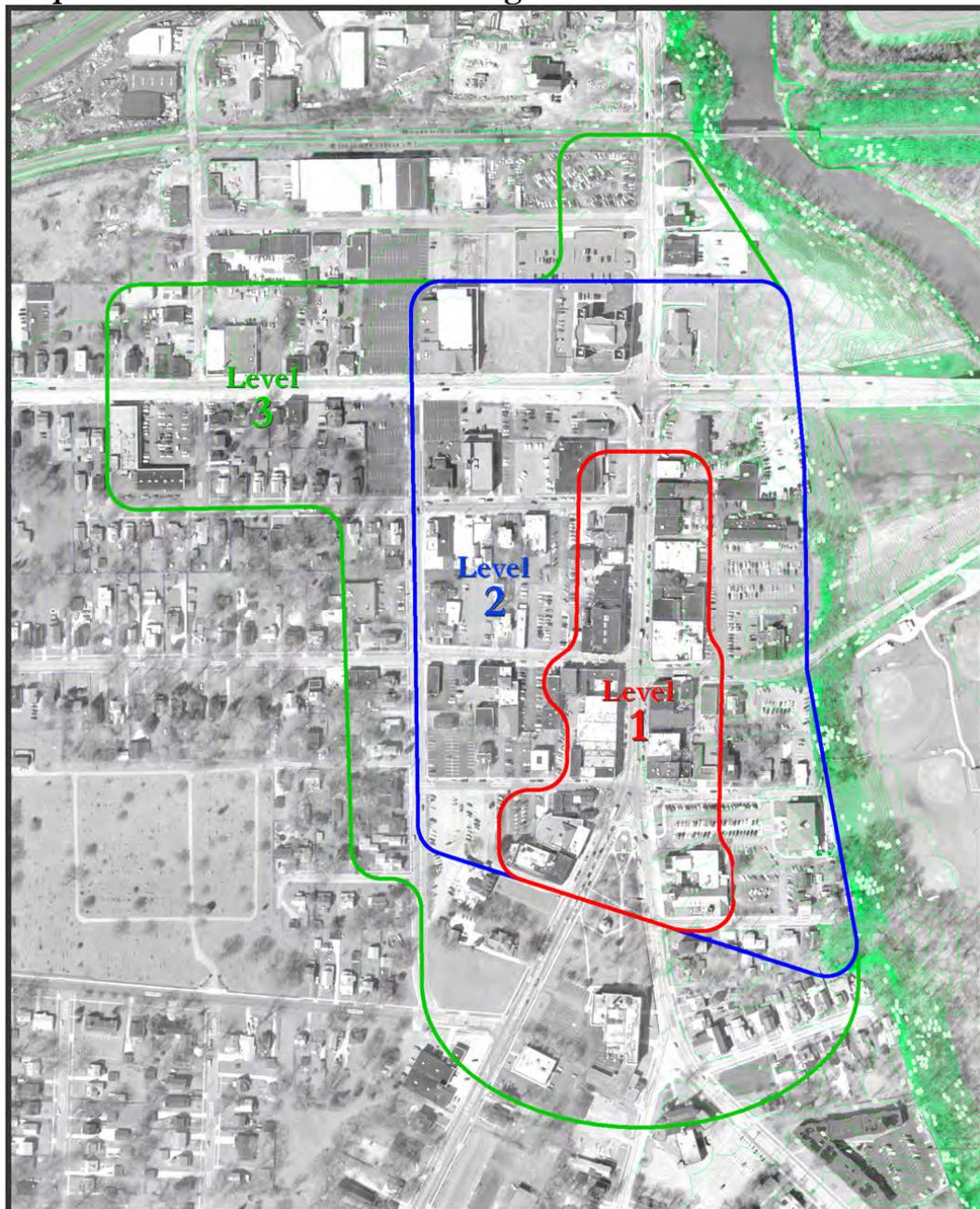
A single set of boundaries would clarify the location of physical “entrances” into the Downtown, which can contribute substantially to its overall identity. If Downtown is to be a “special” place, and is marketed as such, visitors should be able to recognize where along their approach it begins. Identifying the entrances might involve signs welcoming motorists to “Historic Downtown Willoughby,” and/or the beginning of unique streetscape, crosswalks, pavement or other common design elements. It might also

include banners across the street or on utility poles highlighting seasons, special events or public announcements. Equally important, the entrances should mark the beginning of unique forms and design elements immediately identifiable with the Downtown.

- b. Establish up to three different levels of form and design controls applicable to different locations within the Downtown. (See Map 12)

Based on existing conditions, historical precedent and realistic potential, there is and should be a hierarchy of structural form and design within the Downtown's overall physical identity.

**Map 12 – Levels of Form and Design Control**



- i. The most stringent control of building form and design elements should be reserved for Erie Street, from Vine Street south to, and including, all structures fronting on Public Square.**

This has been the historical “Main Street” of Downtown Willoughby, with structures of at least two stories, set adjacent to or even within the street right-of-way, representing the most significant historic and architectural value, and therefore requiring the most protection through design, form and preservation controls.

- ii. A second level should be established for the portions of side streets that share in the history and form of Erie Street, but not necessarily all of its design elements.**

Immediately adjacent to the first, there should be a second level of control, consistent with the “Main Street” form in terms of building placement and massing, but with somewhat less need for stringent architectural design control and historic preservation requirements. This area should generally extend from the center west to at least the properties fronting on Clark Avenue, east to the valley; south to just past Public Square, and north to at least the south side of Vine St.

- iii. A third level of design control should be established for the remaining areas within the consensus Downtown, but outside those included within the first two levels.**

This area should allow considerably more flexibility in both form and design, but still with enough controls to distinguish it from development outside the Functional Downtown. It would primarily consist of the area located north of Vine Street.

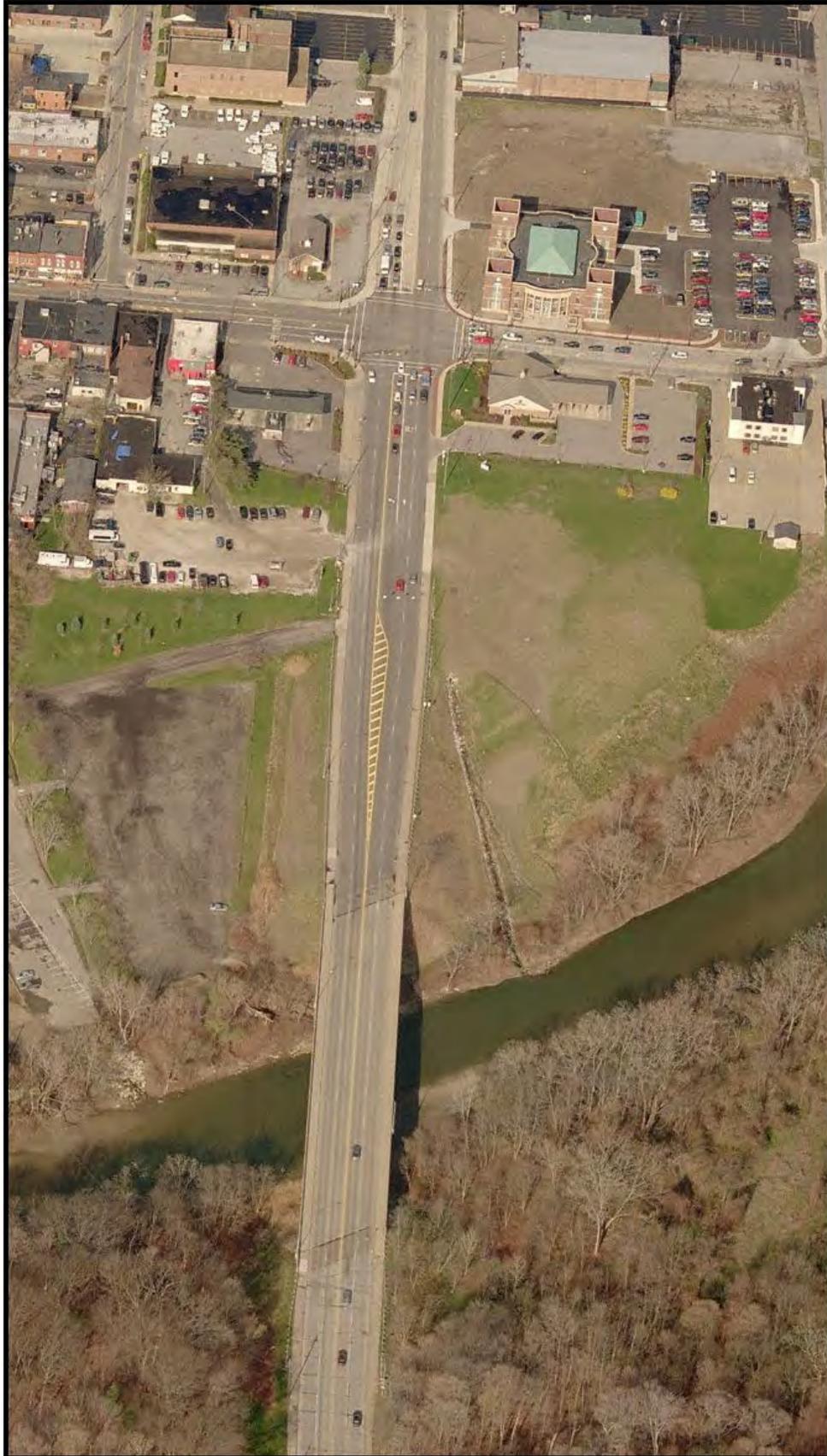
- c. Make the approaches into the Downtown pleasant experiences, generating positive anticipation.**

The “approaches” consist of transitional road segments that lead up to the actual entrances to Downtown. Ideally, they should set a tone for the actual point of entry by providing positive anticipation and pleasant experiences. Currently, the ability of the four primary approaches to satisfy those desirable characteristics and generate the preferred responses varies considerably.

- i. From the East (Mentor Avenue)**

Entering from the east on Mentor Avenue is probably the ideal way to approach the Downtown. The road passes through at least a quarter of a mile of natural surroundings, and the Andrews Osborne Academy campus, as it descends over 40 feet before crossing the river, offering a panorama of the valley and Downtown. The experience is pleasant and the connection between the valley and Downtown is reinforced. (See Illustration 3, Eastern Approach to Downtown)

### Illustration 3 - Eastern Approach to Downtown



ii. **From the South (Euclid Avenue)**

As Euclid Avenue approaches Downtown from the south, it passes through a relatively pleasant stretch of schools, churches, impressive older homes, and more or less suburban-style commercial development. In some instances, however, large parking areas could be set further back from the R.O.W. and/or screened more substantially. The other southern approaches are almost entirely residential in nature and represent comfortable routes through older, “near-Downtown” neighborhoods. (See Illustration 4 – Southern Approach to Downtown)

**Illustration 4 - Southern Approach to Downtown**



### **iii. From the West (Vine Street)**

The approach to Downtown from the west is obviously not as inviting as it is from the east, or even from the south. The motorist's experience would benefit from whatever visual enhancements might be identified and implemented. The City has done a good job of minimizing the visual impact of the industrial and heavy commercial zoning and development between the S.R. 2 interchange and Skiff Street, but there may be some opportunities to do more, particularly within the 80± feet separating Vine Street from North Industrial Parkway (.i.e. landscaping, "welcome to Downtown" message, or other ideas).

At least some commercial properties and businesses do not promote the desired image. The City should consider personal contacts and appeals to convince those owners to implement minor enhancements that the City could help them identify. In some instances, the City might be able to participate in the efforts as they relate to the public right-of-way. Another issue is the difficulty identifying where "Downtown" does, or should, begin. In terms of physical form, that point might be near the corner of Church Street, but the form is somewhat inconsistent along the entire street, and most importantly between the church and courthouse/post office sites. (See Illustration 5, Western Approach to Downtown)

### **iv. From the North (Erie Street)**

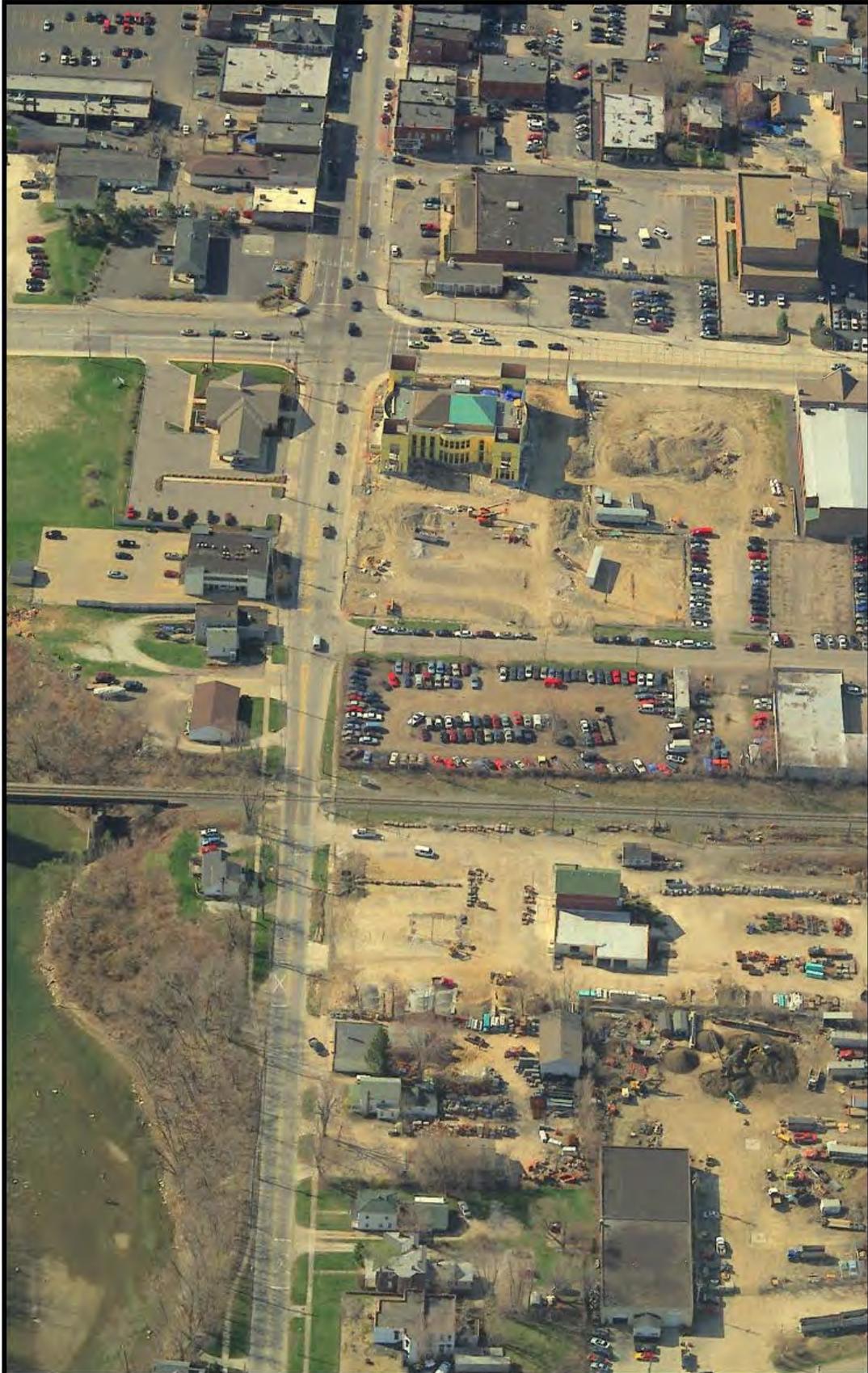
The biggest concern is the Erie Street approach from the north, particularly between Elm Street and the Gilson Parkway extension to Lost Nation Road. That stretch is only two lanes and doesn't "look like" a primary approach to a special place. The two railroad crossings and rights-of-way are far from being visual or perceptual assets. Worse still may be the particular land uses along the west side of Erie Street, which appear to consist largely of the outdoor storage of vehicles, building materials, industrial and railroad products and materials, and the outdoor bulk storage, loading, and unloading of sand, gravel and/or other similar elements. For the uninitiated, it might appear the road is leading into a heavy, and even unpleasant, industrial area, rather than a quaint and charming downtown.

As with the owners along Vine Street, personal contacts and appeals from the City might be attempted, particularly if some measure of City participation is possible. Since changes in how the land is currently used may not be a realistic option, substantial and effective screening of those uses from the road could be the best (or only) available solution. Some of that could occur within the right-of-way, but the nature of the businesses suggests that room could be made on the private side. (See Illustration 6, Northern Approach to Downtown)

Illustration 5 – Western Approach to Downtown



## Illustration 6 – Northern Approach to Downtown



**6. Encourage continued strong support from the private sector, and investigate opportunities to expand the City's current contributions, perhaps including financial investment.**

It is clear from the interviews and input from city officials that there is already a great deal of both vocal and substantive private support for maintaining a successful Downtown. The Chamber of Commerce and other organizations continue to support local businesses, as well as architectural, historical and preservation issues. A Merchants Association was recently formed to stimulate cooperation and generate collective initiatives. At the same time, the City has made substantial infrastructure investments and committed to on-going financial support for special events, safety, building maintenance, and other programs and services – all of which have had a significant impact on past achievements and continued progress.

To a large extent, many efforts to continue, and possibly enhance, the support of all parties involved will require little more than hard work, coordination, creative thinking, planning and/or other non-monetary contributions. But to truly optimize the potential for further improvement, both public and private financial investments will almost certainly be required. Beyond its current commitments, the City should consider what, if any, additional financial investment in the Downtown it can offer on its own. But it should also explore how it might leverage its involvement, based on the expectation of future financial benefits, in order to generate outside funding and investment.

That might include tax incentives to encourage new private development, particularly housing projects. The City already uses tax abatement as a tool to attract other development in the City. Tax Increment Financing (TIF) is being used very effectively in other communities for similar purposes. The City can also continue to search for grants from outside funding sources, perhaps for improvements related to historic preservation. Other similar areas have also utilized Business Improvement Districts to contribute funding for projects expected to generate benefits targeted to those contributing.

**7. Do not overlook the potential importance of public perceptions in promoting the Downtown's continued success.**

While it may at first appear trivial, inconsequential or even too obvious to worry about, there is evidence that public relations (PR) has, in fact, been of substantive value in promoting success, growth, development and/or redevelopment in other communities and locations. Paid advertisements from the City may have only limited value, but free advertising derived from media attention can sometimes produce dramatic results. Collective promotions and paid advertising, coordinated by the Merchant's Association and representing the entire Downtown, can also be effective. Often, the difference between effective and ineffective PR and advertising is the degree of professional expertise behind the efforts, and even having such a professional on retainer is not very expensive.

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## **C. IMPLEMENTATION SUMMARY**

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The preceding Section C identified and discussed a range of strategy considerations that were suggested by the analysis of collected background data, stakeholder interviews, and initial assessments. After extensive review and feedback, potentially beneficial strategies were identified, refined and translated into specific implementation alternatives. The following is a summary of those options. Nearly all represent strategies discussed above in Section C, which are identified here by prior page number or other reference.

If implemented, each item has the realistic potential to advance the City's progress toward its Downtown objectives. The list has no particular order, although some cannot be undertaken until others have already been implemented. Other might be considered as high priority items simply because they can be implemented almost immediately, with little if any associated costs. In some instances, it may be necessary to further investigate the practical, technical and/or economic feasibility of implementation as intended. For convenience, the recommended implementation options are sorted according to three primary categories of responsibility, process, and cost: Regulations; Administrative Initiatives; and Capital Investments.

### **REGULATIONS**

1. **Amend Downtown Business District regulations.**
  - a. **Adjust the Downtown Business District boundaries to reflect the modified geographical definition proposed in Sections A and C. (See Maps 1-3, pp 4-6 and Section B-5-a, pg 33)**
  - b. **Permit additional 'urban-style' residential use options within the Downtown Business District. (See Section B-1, pp 19-20 and Map 9, pg 20)**
  - c. **Provide acceptable code flexibility to help promote desired redevelopment. (See Section B-1, pp 19-20)**
  - d. **Create three (3) levels of regulation for three (3) different geographic locations within the Downtown. (See Section B-5-b, pp 34-35 and Map 12, pg 34)**
    - i. **Level 1 - Most control; both form and architecture; fronting Erie Street**
    - ii. **Level 2 - Strong control of form; more architectural flexibility; side streets**
    - iii. **Level 3 - Least form and architectural control; remainder of District**
  - e. **Make non-retail occupancy of ground floor space a conditional use. (See Section B-4-a, pg 32)**
  - f. **Reduce the required number of parking spaces to reflect the "urban" conditions. (See Section B-2, pp 21-22)**

- g. Require multi-level parking for all new development. (See Section B-2-b, pp 22-23)
  - h. Consider required (or negotiated) contributions to the supply of public parking within selected private development projects. (See Section B-2-b, pg 23)
2. Permit additional ‘urban-style’ residential use options within the R-MF-L, Multi-Family Zoning District located southeast of Public Square. (See Section B-1-c, pg 21)
  3. Consider increasing parking setbacks and landscaping requirements for new development along the approaches to Downtown within all applicable zoning districts. (See Section B-5-c, pp 35-38 and Illustrations 3-6, pp 36-40)
  4. Permit an expanded residential component for the Riverwalk site, but limited to high density multi-family development (preferably owner-occupied). (See Section B-3-b, pg 28)

## CAPITAL INVESTMENTS

1. Investigate the feasibility of building a public parking structure. (See Section B-2-a, pg 22)
  - a. Site the new parking structure along the west edge of the valley, with access from both the Downtown and the valley floor. (See Section B-3-a(i), pg 24 and Illustration 1, pg 26)
  - b. Consider using spaces within the new structure to replace most of the parking currently in front of City Hall, and make that area part of the public square park. (See Section B-2-a, pg 22)
2. Expand connections between Downtown and the river valley. (See Section B-3-a, pp 24-28 and Map 10, pg 27)
  - a. Build the ‘Magic Mile’ trail and bridge.
  - b. Consider adding a new trail and stairs from the Magic Mile to Andrews Osborne Academy above the valley’s eastern edge.
  - c. Consider adding a trail and second bridge across the river toward Mentor Avenue utilizing the abandoned R.O.W. extension of Glenn Avenue.
  - d. Redevelop the existing drive from Mentor Avenue into the City’s valley parking lots, and extend it south of Glenn Avenue to the recommended parking structure.
3. Consider continued land purchases within the Downtown if and when properties become available. (See Section B-6, pg 41)

Intended for a potential future purposes related to land assembly or other redevelopment assistance, provision of additional parking, and/or any other City needs or opportunities that present themselves.

4. Identify and evaluate capital improvement projects within the public R.O.W. or other City land.
  - a. Consider constructing sidewalks where there are now gaps and replacing existing sidewalks where there is a need. (See Section B-3-d, pg 29 and Map 11, pg 30)
  - b. Consider locations for streetscaping or other R.O.W. improvements along additional streets and/or at major entrances to the Downtown. (See Section B-5-a&b, pp 33-35)
  - c. Consider providing creatively designed and worded signage for a variety of purposes (i.e. announcing the approach of Downtown, identifying entrances to Downtown, welcoming to Downtown, identifying public parking locations, directions to available parking, announcement and publicity banners, etc.)
  - d. Consider alternative surfaces or landscaping where it is too difficult to keep grass growing or looking attractive.
  - e. Consider eliminating excess access aprons where width exceeds what is necessary or reasonable, perhaps in return for adjacent private property improvements. (See also Administrative Initiatives 2-c)
  - f. Identify and correct instances where capital repairs are needed for curbs, catch basins, street “furniture,” etc.

## ADMINISTRATIVE INITIATIVES

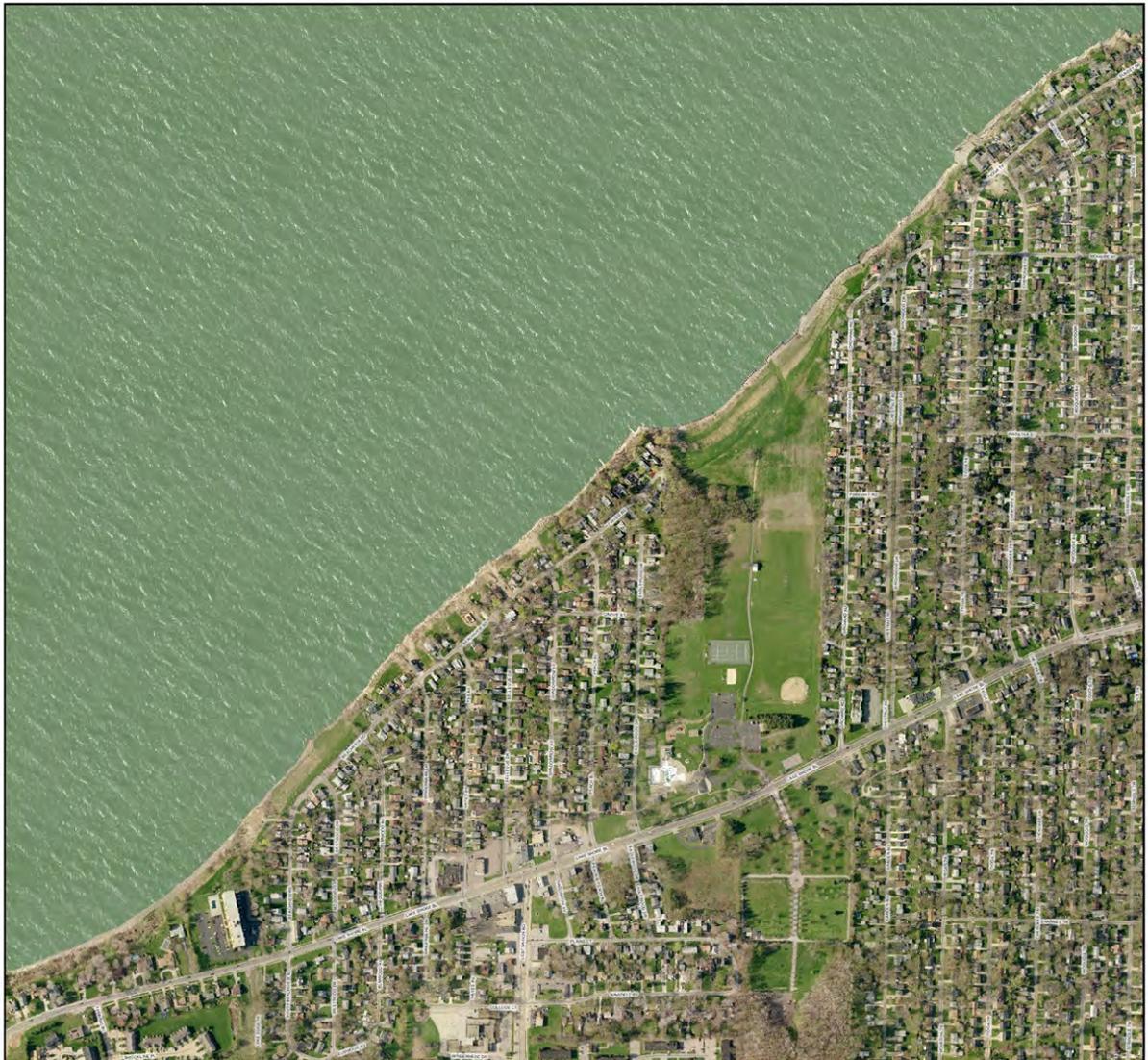
1. Rank existing structures within the Downtown Business District and the R-MF-L Multi-Family District southeast of Public Square, by their relative need for preservation. (See Section B-1-b, pg 21)
2. Identify and explore a range of available options for the City’s involvement in redevelopment efforts and projects. (See Section B-1-a, pp 19-20)
  - a. Consider offering financial incentives in the form of tax relief or other identifiable mechanism.
  - b. Investigate public-private partnerships, likely on a case-by-case basis.
  - c. Explore the potential for creating a Business Improvement District.
  - d. Consider assistance with land assembly.
  - e. Consider assistance with infrastructure improvements.

- f. Consider offering site planning or engineering assistance.
  - g. Continue to search for preservation or other grants from outside funding sources.
3. Solicit private participation/investment in specific Downtown enhancement initiatives. (See Section B-6, pg 41)
    - a. Identify opportunities to consolidate existing adjacent surface parking areas, and pursue private implementation (possibly with some form of assistance from the City. (See Section B-2-c, pg 23)
    - b. Negotiate, or re-negotiate, shared parking agreements with downtown institutions. (See Section B-2-c, pg 23)
    - c. Encourage private property owners to improve their side of the R.O.W. line with increased pavement setbacks, additional landscaping, effective screening of unsightly adjacent areas or uses, reduced pavement widths adjacent to excessive aprons, etc. (See also Capital Improvements 4-e)
  4. Encourage the Merchants Association to coordinate marketing, collective promotions and paid advertising, hours, tenant attraction, etc. (See Section B-6, pg 41)
  5. Keep sidewalk maintenance surrounding the Downtown a high priority. (See Section B-3-d, pg 29, Map 11, pg 30 and Illustration 2, pg 31)
  6. Continue, or even increase, special events, public services, and similar support mechanisms. (See Section B-6, pg 41)
  7. Consider formal public relations objectives, including the on-going services of a professional public relations expert. (See Section B-7, pg 41)

# **PART II**

# **NORTH END**

# **FOCUS AREA**



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## **A. BACKGROUND DATA/OBSERVATIONS**

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The above aerial roughly outlines the area of Willoughby referred to here as the “North End.” As with the Downtown, the preliminary review of the North End in Phase I suggested a need for further, more comprehensive analysis, which required additional, more detailed data. Section A summarizes the results of that additional data collection, and serves as part of the background information leading to the City’s strategy considerations discussed in Section B. The new data also served as a basis for expanding and refining the preliminary observations outlined in Phase I.

### **PRIMARY GOAL OF NORTH END FOCUS AREA STUDY**

Based on the results from Part 4 of the Phase I study, subsequent discussions with Willoughby officials, interviews and additional data collection, the following study objective was identified and refined for the Downtown Focus Area:

*Identify, evaluate and recommend the continuation or enhancement of existing initiatives, and proposed new actions and strategies with the most potential for promoting healthy, sustainable development within the commercial zoning districts on or near Lakeshore Boulevard, an increasingly viable and valuable housing stock north of Lakeshore Boulevard, and optimal residential access to Lake Erie.*

The objectives for this portion also include an evaluation of the appropriateness of existing zoning along the west side of Lost Nation Road south of the Lakeshore Blvd. commercial area.

### **GENERAL BACKGROUND DATA**

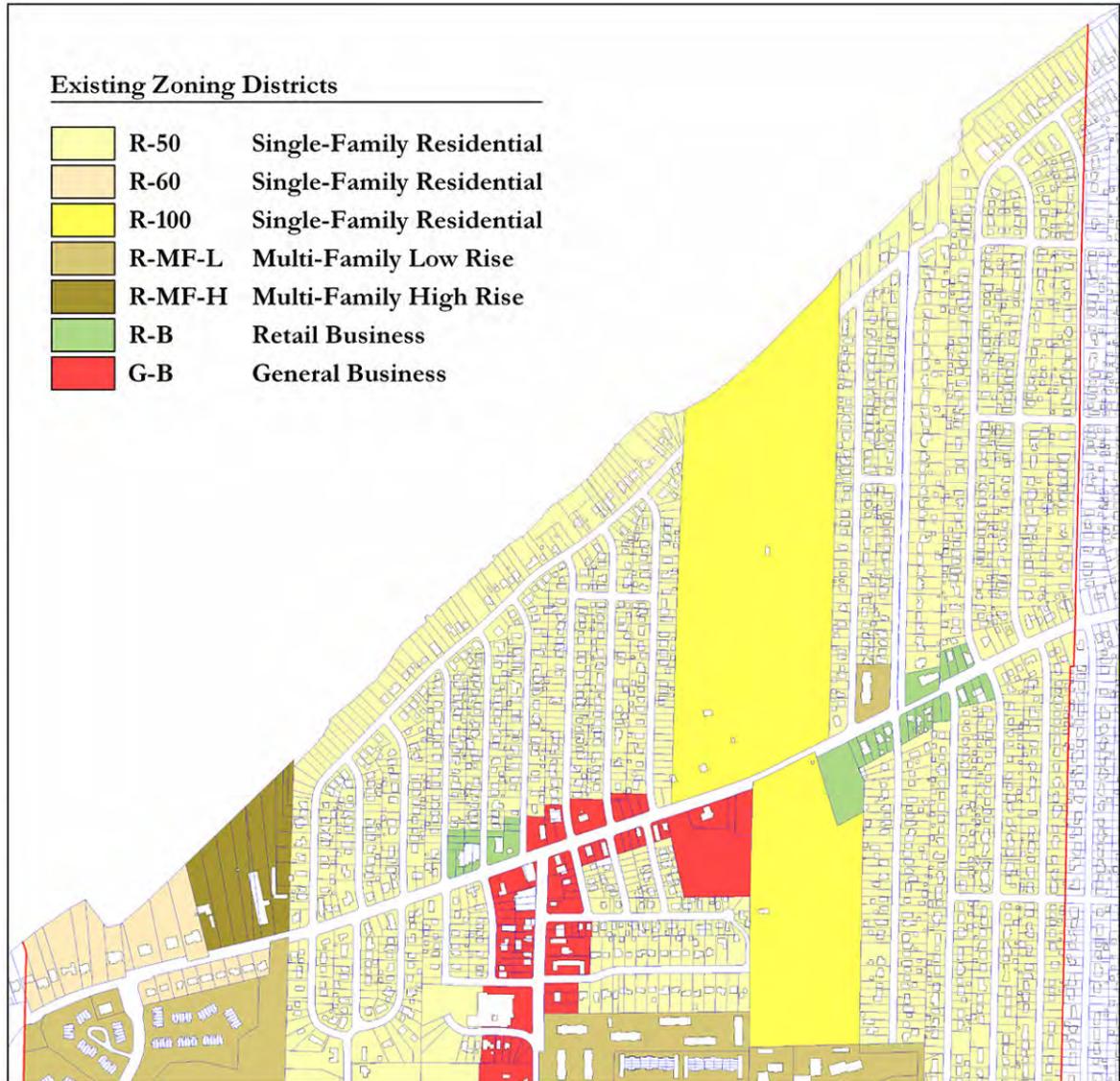
The following maps and tables represent the most relevant new information. Together with the results from stakeholder interviews in Appendix B and the observational assessments below, these exhibits provided a factual and descriptive background for development of the strategy considerations in Section B.

#### **Zoning and Land Use**

The North End is primarily a residential neighborhood with existing commercial development and retail zoning for much of the Lakeshore Boulevard frontage, as well for some distance south on Lost Nation Road. Nearly all of the residential land is zoned R-50, the City’s highest density single-family district. The commercial zoning includes both the Retail and General Retail Districts, and is confined to properties with direct frontage on Lakeshore and Lost Nation. (See Map 13, Existing Zoning)

The primary residential focus of this study is directed toward the housing north of Lakeshore Boulevard. It includes a large number of homes that were originally built as small weekend or vacation cottages, on very small lots. Based on past records, the initial Phase I observations suggested that little, if any, reinvestment was occurring, and that somewhat drastic measures might be necessary to keep the residential neighborhood healthy and viable. As discussed at length in Section B, the new data contradicts those earlier impressions to a significant degree.

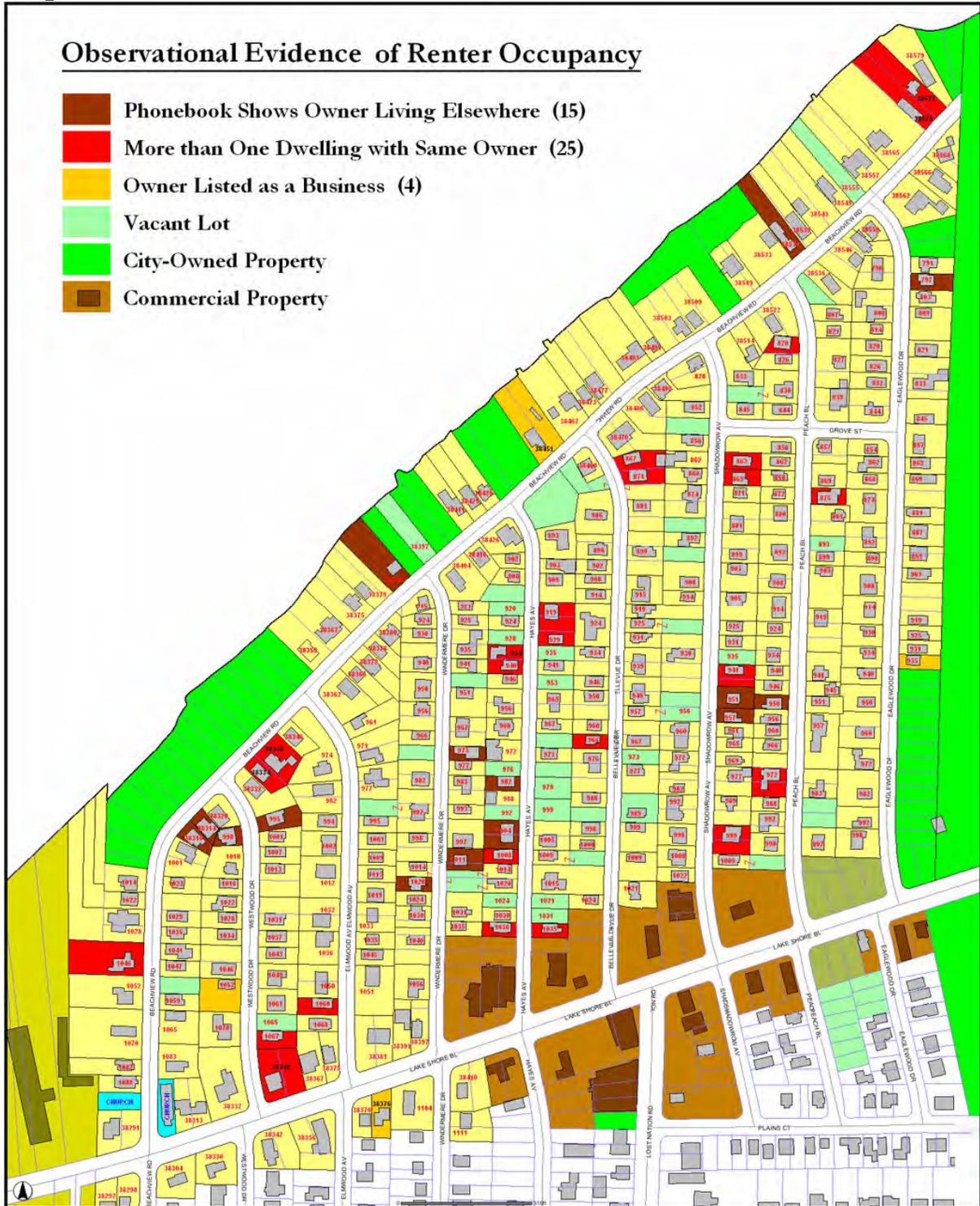
## Map 13 - Existing Zoning



The Phase I preliminary analysis of the North End raised the issue of whether or not the area was in the prototypical downward spiral of ever increasing change from owner occupied dwellings to rental properties, with a corresponding deterioration in maintenance. While no official data on which properties are renter occupied, (let alone if the change was recent) an effort was made to estimate rentals through secondary sources. To a large extent that consisted of using the phone book to compare occupants' names with the property owners.

County records, however, were able to disclose the ownership of more than one property by the same person, strongly suggesting that because an owner could not occupy more than one dwelling, other properties under the same ownership must be rented to other people. Although only four instances were identified, it was also assumed that because those four properties were owned by businesses, they were likely to be rentals. In retrospect, further Phase II investigation suggest that at least some properties suspected of being renter occupied may actually have been temporarily owned by a developer that built a new home for resale. (See Map 14, Rental Assessment)

## Map 14 - Rental Assessment



While two or three years old, the County assessments of the residential property market values are already starting to show that reinvestment is, in fact, occurring at a fairly brisk pace. The large majority of properties have historically been valued at under \$80,000, but as Map 14 indicates, even in 2005 there were properties with two or three times the value of those around them. Many of those represent vacant lots that have been developed with larger and more valuable

dwelling. Others are homes that have been significantly improved. (See Map 15, Residential Property Values)

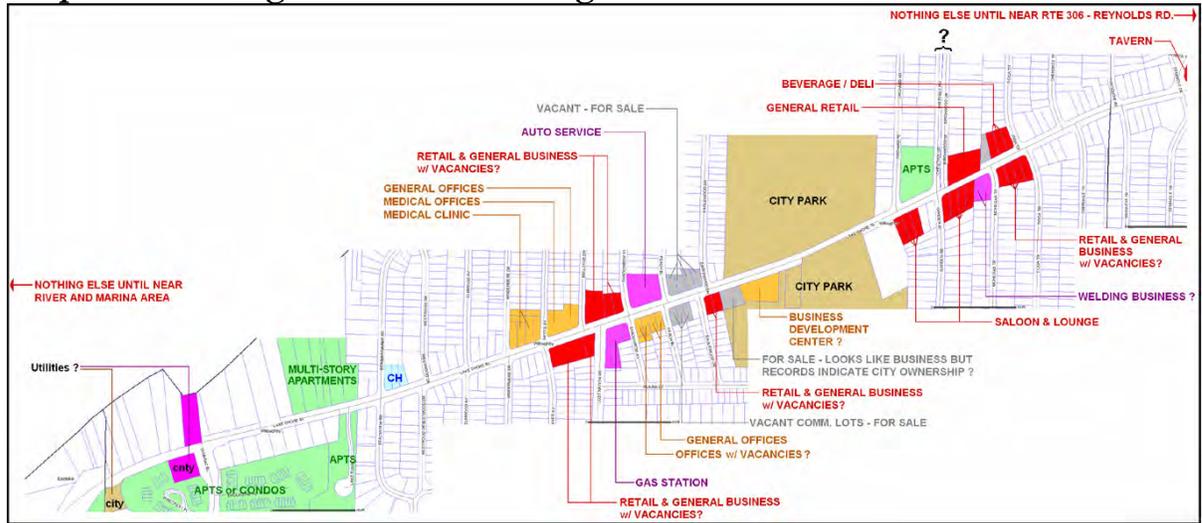
**Map 15 - Residential Property Values**



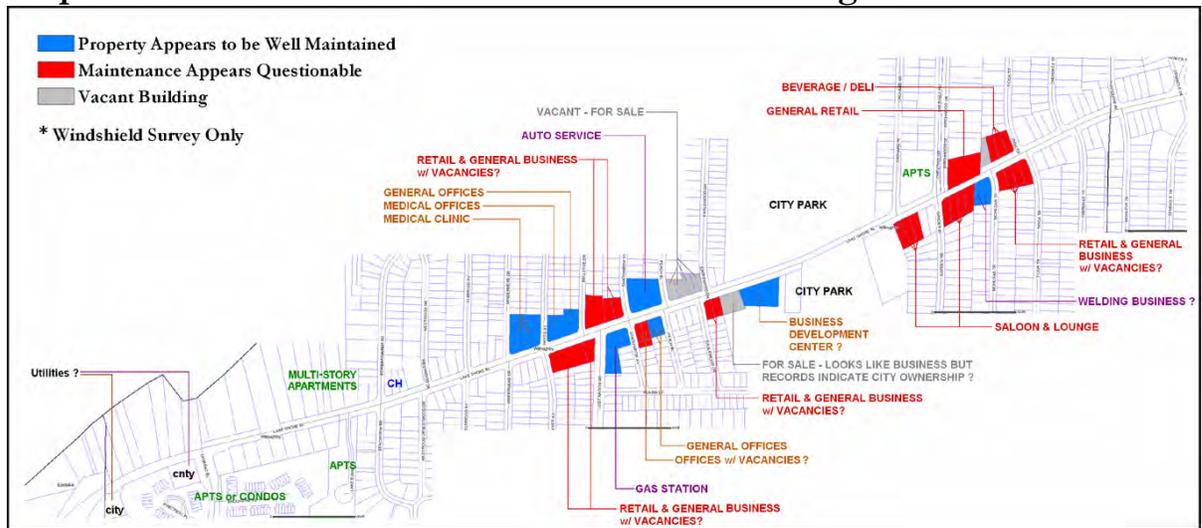
The commercial area includes several vacant lots, the questionable maintenance of some structures, and businesses with questionable long term viability. Maps 14 and 15 represent “windshield surveys” of the commercial area. Map 14 identifies the type of land use currently occupying the commercial properties and structures, as well as vacant land and buildings. A

complete inventory of commercial property is provided in Appendix D. Map 16 records the visual impression of how well properties are maintained from the view of Lakeshore motorists.

### Map 16 - Existing Land Use Fronting Lake Shore Blvd.



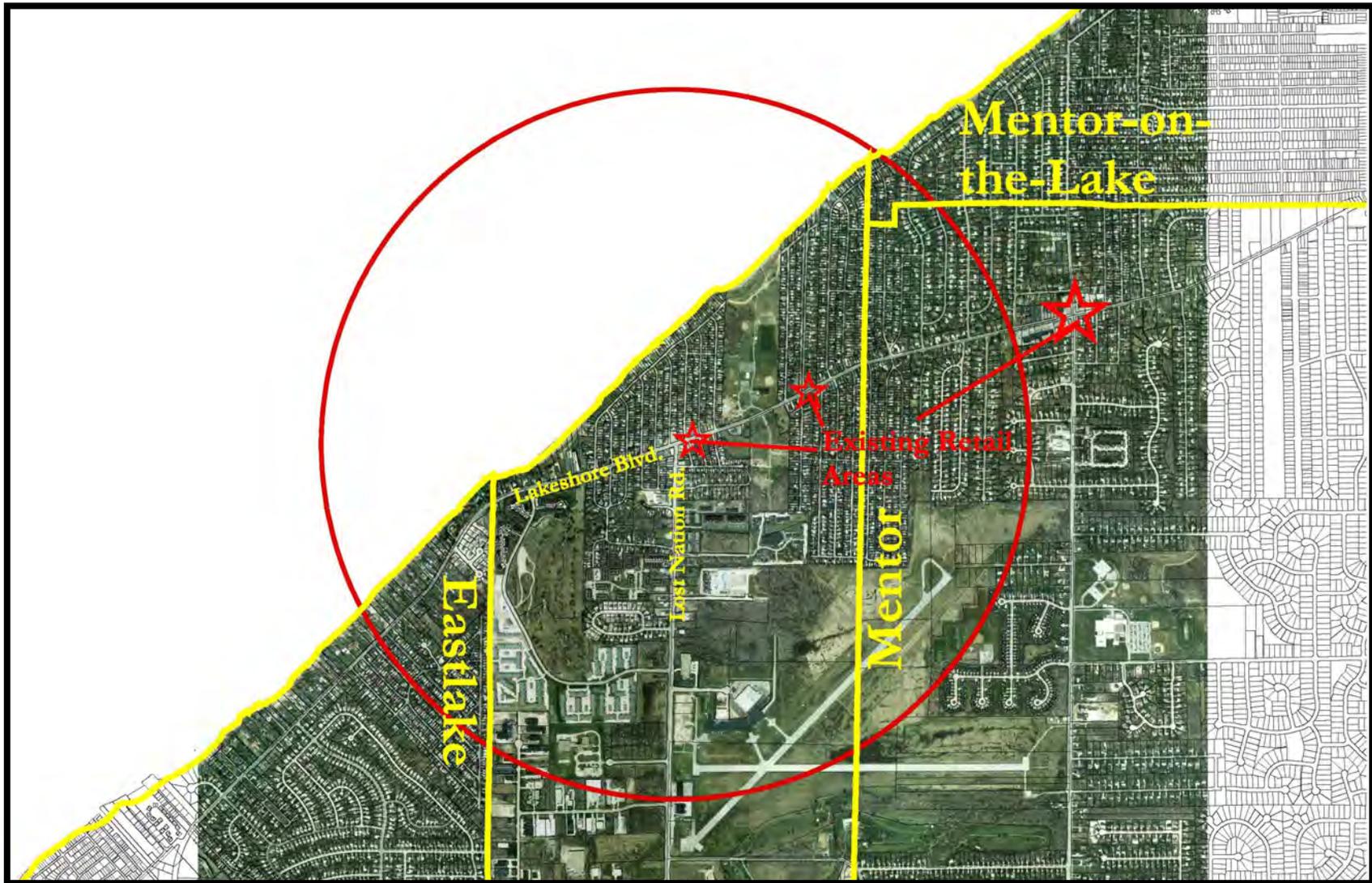
### Map 17 - General Assessment of Commercial Fronting Lake Shore Blvd.



### Commercial Market

Another issue raised during Phase I involved the realistic market potential for retail development along Lakeshore Boulevard in Willoughby. In the past, City officials hoped that expanded commercial development in the area could become cost effective and successful. Based on the above data and other observations, it was clear a more detailed market analysis was important to help clarify expectations. A one mile radius was therefore drawn around the intersection of Lakeshore Boulevard and Lost Nation Road, with the total existing commercial development within that area compared to a standard supply and demand market analysis. (See Map 18, Market Potential within One-Mile Radius)

Map 18 – Market Potential within One-Mile Radius



To evaluate existing and intended future supply, the data from Appendix D was summarized in the following Table 3, Commercial Land and Floor Areas by Use. To determine demand, the number of households within the one mile radius was estimated at approximately 4,500. Utilizing regional market assessment standards, that population translated into a total retail demand for about 400,000 square feet, with approximately 185,000 expected to be provided locally. Between the 69,000 square feet of retail identified in Table 3 as existing within Willoughby, and the 107,000 square feet estimated to exist elsewhere within the one mile radius, there is already a total of 176,000 square feet available. The numbers suggest if any additional market potential exists, it is clearly negligible, and insufficient to warrant any additional retail expectations in Willoughby. (See Table 4, Lakeshore Boulevard Retail Market)

**Table 3 – Commercial Land & Floor Areas by Use**

GENERAL LAND USE CATEGORIES	PROPERTY ACREAGE	FIRST FLOOR AREA	TOTAL FLOOR AREA
Single Family Dwellings	1.91	-----	16,473
Multi-Family Residential	2.20	-----	39,264
<b>Total Residential</b>	<b>4.11</b>	<b>-----</b>	<b>55,737</b>
Automotive Parts & Services	2.66	7,978	9,990
Banks	0.64	3,024	3,024
Bars, Restaurants, Ice Cream	4.13	7,987	12,452
Convenience Stores	0.97	11,229	11,229
General Retail & Personal Services	4.25	29,738	32,324
<b>Total Retail</b>	<b>12.65</b>	<b>59,956</b>	<b>69,019</b>
General Offices	0.50	4,284	4,284
Medical Offices	1.92	14,851	26,574
<b>Total Offices</b>	<b>2.42</b>	<b>19,135</b>	<b>30,858</b>
Lighter Manufacturing	0.11	1,530	1,530
Public Elementary School	1.25	-----	34,748
Vacant Lots	7.92		
<b>Total Commercially-Zoned Area</b>	<b>28.3</b>	<b>80,621</b>	<b>191,892</b>

**Table 4 – Lakeshore Blvd. Retail Market**

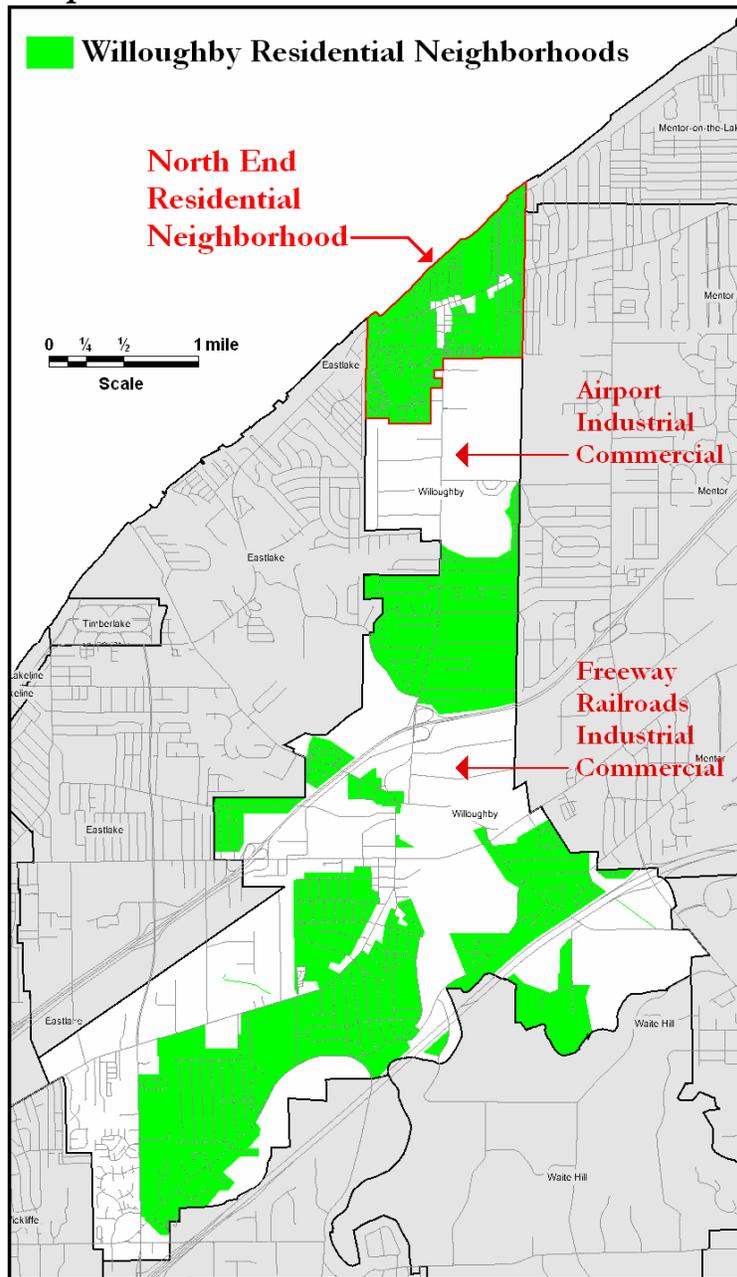
<b>Market Estimates</b>	
Number of Households Within One Mile	4,500 HHs
Total Retail Supportable by Households	400,000 sq.ft.
Portion Expected to be Captured Within One Mile	185,000 sq.ft.
Existing Retail at Reynolds Rd.	105,000 sq.ft.
Existing Retail Within Willoughby	69,000 sq.ft.
Other Existing Retail Within Corridor	2,000 sq.ft.
<b>Total Existing Retail Within Corridor</b>	<b>176,000 sq.ft.</b>
<b>Additional Market Potential Within One Mile</b>	<b>9,000 sq.ft.</b>

Estimates Based on Generally Accepted Market Standards  
 Results Appear to be Supported by Observable Development Trends

# UPDATED NORTH END OBSERVATIONS

In many ways, Willoughby's "North End" is its own small "community," distinct and relatively isolated from the other residential enclaves within the City. While many of those other areas are similarly separated from each other, the North End is still a unique situation. Nearly all North End residents live from one to over two miles away from any other Willoughby residents. There is no north-south through traffic, and most east-west traffic bypasses the area, instead using the S.R. 2 and I 91 freeways. Lake Shore Blvd. is a distant third east-west alternative, but almost only for people living along its limited corridor. Lost Nation Rd. is inaccessible from U.S. 91 and only attracts the north-south traffic not captured by SOM Center and Reynolds roads. (See Map 19)

**Map 19 - Residential Distribution Patterns**



Except for the original homes along Lake Shore Blvd. that primarily date back to the time before the freeways were built, most of the other housing is either relatively new, or was originally intended as weekend or vacation homes. The original commercial development was also largely predicated on the Lake Shore traffic that pre-dated the freeways.

To a significant extent, it is this functional separation, as well as the unique residential and commercial history of the North End that accounts for most of the issues facing the area. The following initial observations reflect these concerns, but also suggest there may also be some opportunities to explore.

## **1. Commercial Development along Lakeshore Blvd.**

- a. A substantial amount of the existing commercial development is either vacant, and/or questionably maintained. This is apparent to the general public and potential investors, particularly with the numerous “For Lease” and “For Sale” signs, likely resulting in a decreased of investment confidence in the area.
- b. The ability to support retail development is limited by:
  - i. The small population base squeezed between Lake Erie and the non-residential zoning and development to the south;
  - ii. The limited through traffic on Lake Shore Blvd., and even lower volumes on the northern end of Lost Nation Road; and
  - iii. The considerable amount of newer commercial development near Reynolds Rd.
- c. The commercial viability of the area is further impeded by the shallow depth of the commercial properties – ranging from 90 to 165 feet; averaging 112 feet. This compares with the generally required minimum of 200 feet.
- d. Medical facilities near Lost Nations Rd. have shown some ability to remain successful, but expansion may be limited by the size of the surrounding market area and their lack of regional affiliations.

## **2. Housing Characteristics**

- a. Due primarily to the original housing stock’s unusual history, the average size of residential lots in this area is only about 6,000 sq. ft.
  - i. 6,000 sq. ft. is also the smallest lot size permitted by the City, intended primarily to accommodate older existing housing.
  - ii. One result is an average density of only about seven (7) units per acre (after deducting areas occupied by street rights-of-way).
  - iii. 6,000 sq. ft. is also the smallest lot size permitted by the City, intended primarily to accommodate older existing housing.

- iv. In undeveloped residential areas, the City generally requires minimum lot sizes of 12,000 or 15,000 sq. ft.
  - v. The average house size is between 1,200 and 1,300 sq. ft. with some in the 750 sq. ft range.
  - vi. Most of the houses have detached garages, and some have no garage at all.
  - vii. The average assessed valuation is at least 20 percent less than in other areas of the City.
- b. Of the 356 total single family dwelling units (west of the Park) the owner/rental occupancy status is reasonably certain for about 188 units (53%). Of these, 144 (77%) are owner occupied, and 44 (23%) are renter occupied.
  - c. In some instances, four or more adjacent or scattered properties are under common ownership.
  - d. Recently, there has been a substantial amount of new investment in both new home construction and significant additions or remodelings.
  - e. The area's access to lake Erie and Osborne Park should offer unique life-style opportunities.

### **3. Lake Erie Access and Utilization.**

- a. The potential value of lake views has not yet been fully realized.
- b. Convenient access to the lake through Osborn Park is limited because of:
  - i. The distance from the parking to the lakefront.
  - ii. The limited amount of activities near the Lake.
  - iii. Difficult pedestrian access to the water (topography).
- c. The park's existence, location and accessibility is not readily apparent from the end of Lost Nation Road, nor to many potential users outside the immediate vicinity. This could be a concern if the intention is to attract all Willoughby residents, or visitors from outside of the City.
- d. The public open space on Beachview Rd. has no formal parking, and no physical lake access or other amenities. The implications depend on who the City intends the land to serve, and how.
- e. See also further description on the next two pages.

Similar to other Great Lakes communities in the upper Midwest, Willoughby and Lake County citizens, business and public officials are realizing the importance and comparative advantage Lake Erie provides to the County and Northeast Ohio Region. In 2005, Lake County completed the Lake County Coastal Development Plan. Many issues addressed in the plan are applicable to Willoughby's lakefront, including:

- Lack of public beach area
- Improper protection measures
- Park / open space linkage

One of the most impressive public lake access areas is the 45 acre Osborne Park. This park boasts amenities that include regular public events and activities, an outdoor pool, scuba diving, day camps, a football facility for youth teams, soccer fields, basketball courts, frisbee golf and clear paths to the lake. Significant coastal erosion protection is also located off of Osborne Park.

A majority of the active uses in the park are understandably located in the southern portion of the site along Lakeshore Blvd. (pool, playground, picnic area – see Fig. 1). This becomes the focal point of the park. Some park visitors may not be aware of the shoreline or are physically unable to walk or bike the nearly 1,500' to enjoy the lake. The frisbee golf course and swings are the primary amenities available near the water's edge. The shoreline protection installed in the mid -1990s does an excellent job, but has a difficult time sustaining a useable public beach (a highly desired amenity – see Fig. 2).

The Lake County Coastal Development Plan



Figure 1- Osborne Park looking south



Figure 2- Osborne Park lakefront



Figure 3- Offshore Barrier Islands (Sims Park)

recommends offshore barrier islands as a method to beach creation. As shown in the Sims Park photo, coves of beaches are created by placing the erosion protection in the water and harnessing the wave energy prior to the impact with the land (Fig. 3). This maybe a desired improved at Osborne Park. Other recommendations include:

- Improved access (pedestrian, bike and potentially vehicle) to the lakefront
- Potential fishing/observation pier
- Potential transient boating facilities
- Site specific design program/plan to activate the lakefront area of the park



Figure 4- Pier

Sunset Park is a smaller passive recreational area located west of Osborne Park on Beachview Road. Without any designated parking area, it relies on the Beachview Road right-of-way for parking. It stretches for about a tenth of a mile along the coastline, with erosion protection measures following its length. The small beachfront is inaccessible due to the steep slope of the property, coastal erosion protection, and a posted prohibition of beach use. Better parking and signage, and more amenities, can increase awareness and use of this potentially valuable lakefront area.



Figure 5- Sunset Park

#### **Willoughby lakefront goals:**

- Conduct site specific master plan for better utilization of the Osborne Park waterfront.
- When available, acquire lakefront parcels for future parks and public lake access.
- Encourage infill development consisting of single family homes on remaining vacant lots.
- Provide trail connection between Osborne Park and Sunset Park.
- Restrict commercial development to nodes along Lakeshore Boulevard, preventing strip development. Consider residential development along Lakeshore Boulevard.

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## **B. STRATEGY CONSIDERATIONS**

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For the most part, the “North End” might be described as a well defined and somewhat isolated “super-neighborhood,” located adjacent to Lake Erie and extending along the Lake Shore Blvd. corridor from the Eastlake border to the Mentor City line. Prior observations identified in Section B defined the origins and general extent of the issues requiring further consideration and analysis. With input from City officials, there is general agreement that the City has three principle goals for the future of the area.

- **Healthy, stable and sustainable commercial area development**
- **Increasingly viable and valuable housing stock**
- **Optimum public access to Lake Erie**

The following strategies have been identified as having particular potential for furthering that pursuit and eventual attainment of these goals.

- 1. Modify commercial and other development expectations along Lake Shore Blvd. in order to reflect the market, geographic and other limitations on the amount of retail space that is realistically sustainable, and to encourage strategies to support those revised policy decisions.**

The preliminary retail market estimate (see Section A, Table 4) suggests that the approximately 4,500 households living within a mile of this retail area should be capable of supporting nearly 400,000 square feet of total retail development. Of that total, only about 185,000 square feet can be expected to be supported within the local corridor of Lake Shore Blvd. Currently, there is approximately 69,000 square feet of retail floor area contiguous to the intersection of Lake Shore Blvd. and Lost Nation Rd. At the same time there is nearly 105,000 square feet of existing retail surrounding the Lake Shore Blvd.-Reynolds Road intersection just down the road in Mentor, and another 2,000 or so in between.

These findings suggest that there is little, if any, unsatisfied demand for more retail development. That predicted lack of demand is supported by retail and other commercial trends within the study area. There are indications that even the current amount of retail has not been uniformly successful. There have been businesses that have closed, and former retail structures have been razed. Some of the existing retail structures do not appear to be well maintained, and some of the businesses appear to be only marginally successful. Almost half of the commercially zoned land has actually been developed for non-retail uses, and more than a quarter of the land remains undeveloped for any purpose. Vacant buildings and land have been on the market, but unsold, for some time. Most of study area’s development occurred a relatively long time ago, resulting in many buildings being older and somewhat out of date. And until a few months ago, there have only been some minor investments in the form of small additions, remodelings, and repairs, but no substantial commercial construction in over 30 years.

Some of the lingering difficulty may also be that new and more modern development normally requires larger and deeper sites than those available near Lost Nation. Not only would a developer or retailer need to see market potential for the location, that potential would have to be sufficient to warrant the necessity of purchasing adjacent residential property and getting it rezoned. For sites that require *re*-development there would also be the cost of purchasing a building that would then be torn down. And perhaps more than ever before, people are also taking much of their retail business to larger stores offering more one-stop shopping and lower prices. The relatively small sites available in the Lake Shore-Lost Nation area preclude those types of development, and must rely more on smaller, independent merchants.

**a. Support and assist the existing commercial enterprises that have been consistently successful and have the potential to maintain that viability.**

It is well understood that for economic development to succeed, “retention” is very often more important than “attraction.” The greater the success of existing businesses, the easier it is to attract others. It behooves the City to do whatever it can to provide those enterprises with as much support and assistance as possible.

As noted above, office uses already represent nearly half of the floor space within the study area, and function as a more than adequate alternative to retail development. Existing development in the area includes approximately 30,000 square feet of medical and other office and related support area. This may already represent the beginnings of a special “niche,” the future reinforcement of which should be worth pursuing. Erieside Clinic represents about half of that medical office space, and has been a consistent contributor to the area’s commercial identity for half a century. It and other medical offices in the area may contribute as much or more to the area’s vitality as the retail businesses. Considering the apparent lack of retail demand and the minimal amount of competing office development at Reynolds Road, new office development within the study area may be much more likely than new retail space.

The existing convenience store is probably the most important retail contributor to the area’s existing and potential viability. Few, if any, establishments generate more traffic, or provide a bigger service to the adjacent residential area. It represents the kind of “convenience retail” that is the most appropriate and most needed in this particular commercial district.

There may also be possibilities for new investment in the area through more or less significant restoration, refurbishment, modernization, or general remodeling projects, even if they do not increase the total square feet of development. What may turn out to be a significant example, one local building was purchased and remodeled at a cost of nearly a million dollars in 2007.

**b. Consider code revisions that would provide more flexibility in allowing selected alternatives to retail uses.**

For the many reasons already cited, it will continue to be difficult to attract much, if any, new development or major reinvestment within in the study area if retail and office uses are the only options available. That might change somewhat in the future if the area

becomes successful enough to attract larger investments. But to increase the chances for such success, it will likely be necessary to increase the economic potential for new investment by offering at least one or more land use alternatives to retail, or even office use.

**i. Permit attached and/or multi-family residential development.**

Residential use is likely to be one of the few realistic and appropriate alternative development options for this location – at least after the current housing slump. For the same reasons this area has had difficulty establishing a definitive retail character, much of it remains a viable housing environment. There are no assurances that the market for multi-family housing will justify a developer’s willingness to make that kind of investment in this area. But there is also no substantive reason to believe it would do any harm to the area if it were built. It would seem reasonable, therefore, to at least make it an available option and see what it might bring.

It could be that multi-storied, relatively high density residential uses would provide the most likely incentive to make the necessary investment. For that kind of development, the available lot and zoning depths may still be too much of a deterrent, and additional adjacent land will need to be included within the site. If such a project would be acceptable, it would then also be necessary to permit that use within the adjacent residential zoning districts – most likely as a conditional use for immediately adjacent land, or perhaps by right on the north side of Lake Shore Blvd.

It might also be within the desired character parameters for the area to permit housing similar to that existing and proposed within the Downtown, a quasi-historical form, with small front setbacks and two or three stories. Given the form and appearance of the newer housing being built and re-built within the neighborhood to the north, an urban style of multi-story townhouse might be very appropriate and compatible with that surrounding housing, as well as the adjacent retail development.

**ii. Permit detached, single-family homes within the commercial district.**

As noted above, this area remains a viable residential environment. While most of the remaining homes on Lake Shore Blvd. lie to the east and west of the commercial zoning, they do not appear out of place adjacent to the existing commercial development. Although it might be unlikely, if someone wishes to build a new home on the commercially zoned land, there does not seem to be much reason to deny them. It would represent new investment in the area, and would certainly be more desirable than poorly maintained or vacant retail buildings.

**c. Identify and pursue physical and aesthetic improvements that are within the City’s control, as well as those that can be implemented with the cooperation of private property owners.**

Any improvements that support existing businesses will also serve to promote new development. These potential benefits may, in fact, be as important to the area as any of the other efforts suggested above. Most will require a financial investment by the City, although some might be alleviated to a degree by private participation.

- i. **Extend the length of the third turning lane on Lake Shore Blvd. and make it as continuous as possible.**

Potential customers are more likely to patronize a business or business area when vehicular access between the road and merchant parking areas is as safe, convenient, and expeditious as possible. On a heavily traveled road like Lake Shore, a roadway with only two lanes results in just the opposite. That is why there are three lanes at Reynolds Road and why there are three lanes for a short distance near Lost Nations Road. Both indicate that three lanes are both beneficial and possible within the width of the existing right-of-way, even with two bike lanes included.

Currently, the third lane does not accommodate Erieside Clinic, the small medical building to its east, nor the businesses across the street from those properties. The third lane should at least be extended to the west far enough to accommodate those properties. Also now, there is no turning lane available anywhere east of Peach Blvd. Extending it beyond that point might benefit existing businesses in that direction, and perhaps provide a little more incentive for the development of the vacant commercial land or the redevelopment of under-utilized existing properties in that area. It would also improve accessibility to and from Osborne Park.

- ii. **Work with the adjacent property owners to re-evaluate the alternative measures that appear to have been taken in front of some properties in response to the lack of a third lane or other access difficulties, and to generally “clean up” the right-of-way in regard to excessive pavement, difficult traffic movements, and overall appearance and maintenance.**

In front of some businesses, for instance, pavement now covers all of the land between the street (or bike lane) pavement and the adjacent buildings or parking areas. Particularly in front of Erieside Clinic, that pavement almost acts as a deceleration lane for both the Clinic entrance and Windermere Dr. There is no distinction between the pavement of either street and the private parking area.

There are also instances where it might help to confine vehicular access to a narrower portion of a site, clarify desired traffic movements, repair pavement (public and private), provide additional curbs where beneficial and possible, and/or replace some of the pavement with landscaping. The result could be a commercial area that looks a little less old, worn out, and un-maintained, and more like a successful and attractive area that can stimulate interest and patronage.

2. **Pursue every strategy that can be identified as being financially reasonable and potentially effective in helping to maintain what appears to be a recent and continuing surge in reinvestment and redevelopment within the existing residential area(s) north of Lake Shore Blvd.**

Historically, the residential area north of Lake Shore Blvd. has experienced generally modest reinvestment in the form of additions, rehabilitation and remodeling efforts, with the occasional construction of a new dwelling. During that time, the percentage of renter-occupied dwellings, and average property values both appear to have remained relatively stable. Recently, however, the frequency and magnitude of reinvestment have increased

significantly. By 2005, approximately 20% of the properties west of Osborne Park had assessed values of between \$100,000 and \$200,000, while the most typical un-improved properties were valued at less than \$50,000. The visual evidence strongly suggests that both the number and values of new investments have continued to increase.

It is now estimated that approximately 50 of the 365± dwellings west of Osborne Park are entirely new structures or have been so extensively improved that they give the appearance of new construction. Ten or more of the new dwellings were built on what were vacant lots. Others were constructed on lots after the older previous structures were razed. Both the new and refurbished homes are having a dramatic impact on the visual character of the area, and very likely on its perceived image among existing residents, visitors and perspective buyers.

As it now stands, there are strong indications that the residential area is already experiencing the kinds of economic growth and renewed vitality the City has aspired to. While it might be tempting for the City to do nothing more than to simply “get out of the way” and let it continue, the more prudent response if possible, is to identify and pursue strategies that can help maintain the current momentum within the private sector and to provide the assistance that might be required to overcome anticipated obstacles in the future. (See Table 5)

**Table 5 – Recent North End Reinvestment Activity**

2000-2007 RESIDENTIAL CONSTRUCTION NORTH OF LAKESHORE BLVD.										
Year	New Construction					Additions				
	Permits	Total Sq. Ft.	Ave. Sq. Ft.	Total Value	Ave. Value	Permits	Total Sq. Ft.	Ave. Sq. Ft.	Total Value	Ave. Value
2007	63	224,212	3,559	\$11,167,034	\$177,255	2	855	428	\$60,000	\$30,000
2006	88	323,456	3,676	\$12,693,918	\$144,249	11	6,599	600	\$483,000	\$43,909
2005	68	209,819	3,086	\$7,846,380	\$115,388	10	5,964	596	\$260,800	\$26,080
2004	50	171,866	3,437	\$8,243,080	\$164,862	15	6,208	414	\$356,500	\$23,767
2003	52	221,198	4,254	\$9,025,000	\$173,558	19	9,266	488	\$375,080	\$19,741
2002	38	163,913	4,314	\$7,340,500	\$193,171	21	11,929	568	\$699,299	\$33,300
2001	34	125,816	3,700	\$5,066,000	\$149,000	15	5,368	358	\$320,927	\$21,395
2000	44	175,023	3,978	\$8,417,000	\$191,295	15	4,889	326	\$291,604	\$19,440
<b>TOTALS</b>	<b>437</b>	<b>1,704,303</b>	<b>3,900</b>	<b>\$69,798,912</b>	<b>\$159,723</b>	<b>108</b>	<b>51,078</b>	<b>473</b>	<b>\$2,847,210</b>	<b>\$26,363</b>

Source: City of Willoughby Building Department

- a. **Expand the Community Reinvestment Area (CRA) designation that is currently limited to the adjacent commercial area, to include the residential neighborhood(s) north of Lake Shore Blvd.**

The current redevelopment trend is focused on vacant lots and developed lots with acquisition costs low enough to make replacement of the existing structure economically feasible. Even if the private sector’s interest in redevelopment continues, eventually the supply of vacant and low-priced lots will run out. If the area becomes part of a CRA, the potential for financial incentives might be enough to compensate for the costs of acquiring somewhat higher-priced properties – thereby increasing the supply of land with redevelopment potential.

- b. Continue to expeditiously respond to needed repairs and general maintenance, and investigate the possibility, feasibility and cost/benefits of additional capital investments within the City rights-of-way.**

The study area's residential streets have no sidewalks or curbs, numerous un-paved driveway aprons, and only 35 foot rights-of-way, which dramatically limits the available improvement options. Existing pavement widths are as narrow as 18 feet in many places, well below normal standards and almost below functional requirements. While the current redevelopment is occurring in spite of these deficiencies, any improvement would still be likely to increase the incentives for continued investments as well as the marketability of both new and old development.

The City should reconsider what would be physically possible under the circumstances, and if the potential benefits of anything that might be identified would justify their costs. The residents are likely accustomed to living without sidewalks, but sharing 18 feet of pavement with vehicles traveling in both directions can be a seriously uncomfortable situation for pedestrians. Providing curbs and gutters may be cost-prohibitive, but clear and uniform edges to the pavement might be more visually and psychologically satisfying.

If nothing else, prompt road maintenance, repaving, or merely "sprucing up" the right-of-way are or would be constructive. Whatever improvements *can* be made might offer residents and others an increased perception of care, attention, recognition of the neighborhoods' worth, and a generally improved self image – any or all of which would contribute something to the area's continued marketability and incentives for private involvement.

- c. Identify and initiate discussions with the private homeowners and/or individuals currently involved in the recent new investments.**

Informal discussions with current investors would not necessarily be intended to offer anyone direct financial assistance, but to better understand the reinvestment dynamics that are occurring. Such conversations might also help the City identify general ways it might be able to help maintain the momentum by identify any city requirements that may unnecessarily be creating obstacles to private reinvestment.

- 3. Improve both visual and physical public access to Lake Erie, and to the extent possible, specifically link that access to the study area's identity, and its public image and perception.**

Through previous discussions and analysis, it has generally been agreed that improved access to Lake Erie should be a priority goal for the North End. The lake simply offers too many possibilities to pass up without serious consideration. The best existing opportunity for positive change is at Osborne Park, while some impact may be possible at Sunset Park on Beachview Rd., and perhaps in the future through the few sporadic lakefront properties the City also owns.

- a. Extend vehicular access inside Osborne Park to a parking area much closer to the lake than what is currently available.**

The City's Parks Master Plan already proposes that a small parking area (20 spaces) be provided in relatively close proximity to the lake. The City may want to re-evaluate whether those plans still provide the most beneficial solution, but either way, that new parking, along with its associated vehicular access, should be funded and developed at the City's earliest opportunity.

- b. Pedestrian access within Osborne Park should be extended from its current northern terminus and from the new parking area to a point much closer to the upper edge of the steep slope, or even perhaps, down to the lake.**

The existing topography allows for a paved footpath to go considerably closer to the cliff than it does now, as well as for closer benches, grills, a possible gazebo, or even a picnic pavilion. The ability to have a private picnic or reserve a pavilion for a large family picnic overlooking the lake could be a significant and popular attraction. Stairs down the slope to the water's edge should also be considered, perhaps with a viewing platform and benches or even a fishing pier.

- c. Consider the provision of lighting along the new paths and around new facilities in Osborne Park**

The City would have to determine its ability to fund such improvements, but consideration would also have to be given to security issues. Typically, it is assumed that lighting parking and pedestrian areas improves public safety. On the other hand, when lighting encourages nighttime use too far removed from public or police observation, it might be seen as having the opposite effect. However, if the City can manage the security aspects, the results could foster the kind of "moonlight strolls, stargazing or other nighttime delights that are almost reminiscent of vacation resort experiences.

- d. Add a third, turning lane on Lake Shore Blvd. to make access into Osborne Park safer, easier and more inviting.**

As noted previously, a third lane should not only benefit commercial enterprises, but also park visitors. (It might also aid residents of neighboring side streets.)

- e. Evaluate the City's intentions for the land on Beachview Rd. identified as Sunset Park.**

While the original purpose in buying this land may have had little, if anything, to do with recreation, the City has made at least some accommodation to its public use for such purposes. The City has provided benches overlooking the Lake, and a sign naming it a park. At the same time, the condition of the adjacent right-of-way indicates that motorists are stopping or parking there for recreational reasons. There is also some potential for additional accommodations and/or usage, depending on how the City chooses to define its intentions for the land.

- i. Consider the need to address the informal parking that already occurs within the Beachview Rd. right-of-way adjacent to Sunset Park.**

Even if the City does not view the land as a “community” park, or intend for it to be an automotive destination, there are those who are stopping to walk around, sit on the provided benches, or look out at the Lake from their vehicles. As a result the ground is rutted, barren of vegetation, occasionally muddy, and therefore, somewhat out of character for what still a scenic opportunity.

If there is no intention for it to be a park, the benches and sign should be removed and a way found to prevent vehicles from stopping within the right-of-way. If the desire is to keep it a “neighborhood” park, with pedestrian access only, vehicles will still need to be prohibited. If parked vehicles are to be encouraged, there should be paved parking areas, even if only head-in spaces along the street. If the decision is to tolerate but not encourage vehicles, perhaps all or parts of the right-of-way should be provided with a compromise surface of gravel or other means to enhance the appearance and organize the activity, while still avoiding a formal paved facility.

- ii. Consider pedestrian stairs down the slope to the lake, and like at Osborne Park, perhaps a platform or fishing pier at lake level.**

Unless even pedestrian access from neighborhood residents is to be discouraged, cost would appear to be the only reason not to offer more for those visitors.

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## **C. LOST NATION ROAD RETAIL ZONING**

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The primary focus of the Part II analysis and strategic development considerations dealt with the commercial zoning area along Lake Shore Blvd. and immediately adjacent properties on Lost Nation Road (Section B.) This Section specifically examines the current and future zoning along Lost Nation Road from the southern limit of the Lake Shore area south to the land zoned General Business at the southeast corner of Hodgson Road. The appropriateness of the existing zoning along this stretch of Lost Nation Road has been an issue for some time, and the subject of inquiries from affected private property owners.

### **Analysis**

The map on the following page identifies the current zoning in this area, which includes residential districts, a light industrial district, a special airport zoning district, and two business districts. Each of the first three consists of land that is contiguous, with relatively clear boundaries. The land zoned for business, however, is non-contiguous, substantially comprised of vacant land, and not as well related to consistent or readily apparent delineating factors.

Where the two business districts *are* currently located, however, there are at least legitimate justifications: frontage on a road almost entirely dedicated to other commercial uses, the airport, light industrial development, or existing multi-family residential uses; accommodation of existing businesses; adjacency to the Lake Shore business area, and/or proximity to the airport and industrial development.

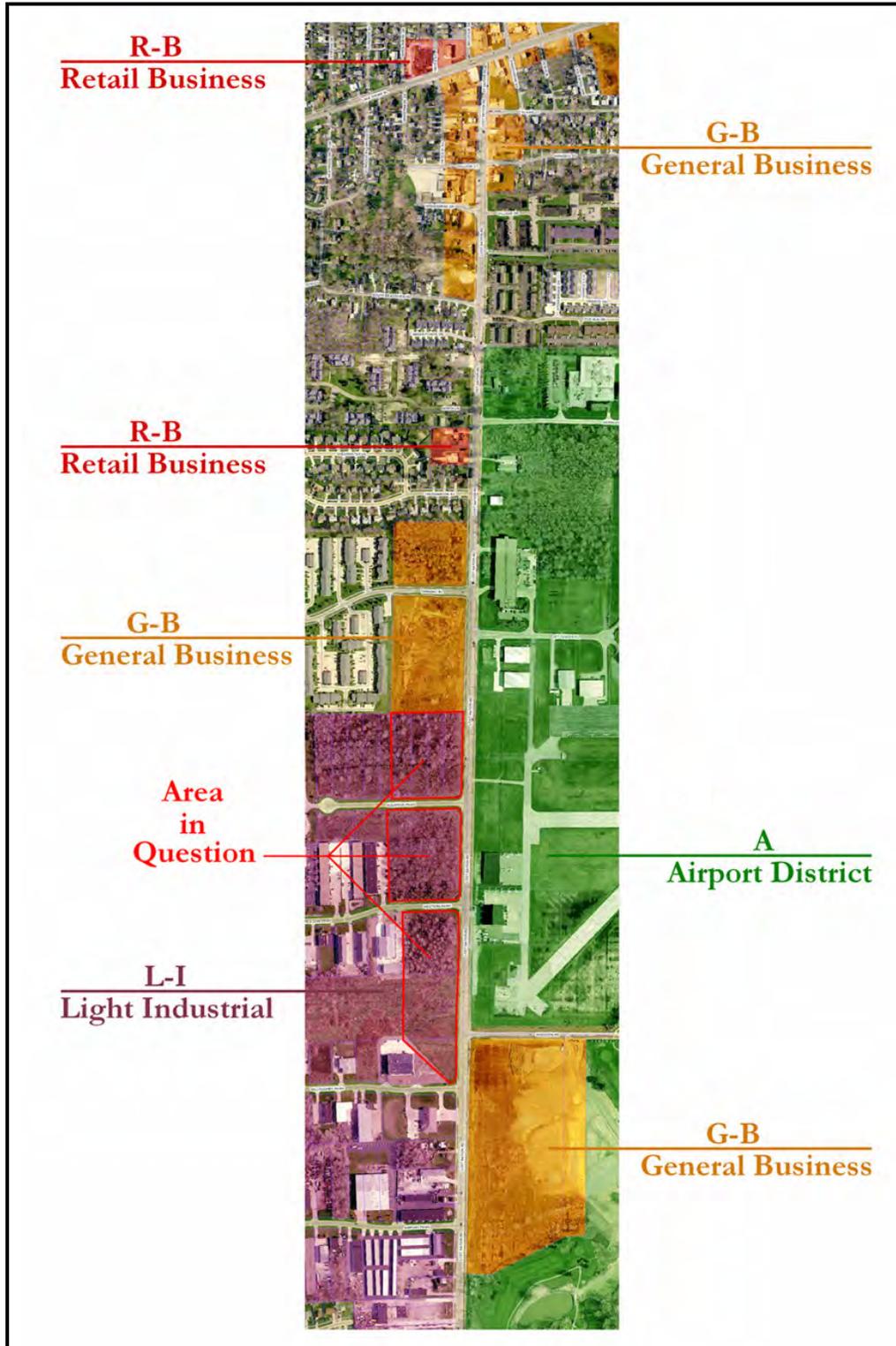
In almost every instance, the areas between non-adjacent business district zoning locations are already developed in one way or another, and their zoning is not a significant issue. The only area where non-business zoning might be open for at least some debate, is the industrially-zoned land on the west side of, and fronting on, Lost Nation Road that lies between the business zoning in front of the Tamarac development and Willoughby Pkwy. All of that land is currently vacant, across from the airport, and as deep as the adjacent business zoning areas. The industrial zoning already permits retail business as a conditional use. It is assumed that the City made retail business a condition rather than a permitted use because it would prefer that the land be developed for its intended, and more economically beneficial, industrial use. But it also appears the City recognized that selected retail, in conformance with specific conditions, might serve as a positive adjunct to the industrial users.

### **Recommendations**

It is still appropriate for the zoning of the land in question to remain industrial, and still reasonable to maintain the potential for industrial development by only permitting retail as a conditional use. The current problem, however, is that two of the existing conditional use requirements for retail uses effectively preclude approval in this particular location. One of those code conditions prohibits approval if the proposed retail structure is within 500 feet of a district boundary. The other prohibits the building from fronting on an arterial street. Neither condition could be met in the subject location. There does not appear to be any significant reason to totally prohibit any retail option for any of this land. But whether or not that was the original intent of

making it a conditional use, that is the current reality. It would therefore seem reasonable to: maintain the existing zoning along Lost Nation Road; keep selected retail businesses as conditional uses in that district; and revise the current conditions for approval to make them attainable.

### Map 20 – Lost Nation Rd. Zoning



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## **D. IMPLEMENTATION SUMMARY**

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The preceding Section C identified and discussed a range of strategy considerations that were suggested by the analysis of collected background data and initial observations. After extensive review and feedback, potentially beneficial strategies were identified, refined and translated into specific implementation alternatives. The following is a summary of those options. Nearly all represent strategies discussed above in Section C, which are identified here by prior page number or other reference.

If implemented, each item has the realistic potential to advance the City's progress toward its Downtown objectives. The list has no particular order, although some cannot be undertaken until others have already been implemented. Other might be considered as high priority items simply because they can be implemented almost immediately, with little if any associated costs. In some instances, it may be necessary to further investigate the practical, technical and/or economic feasibility of implementation as intended. For convenience, the recommended implementation options are sorted according to three primary categories of responsibility, process, and cost: Regulations; Administrative Initiatives; and Capital Investments.

### **REGULATIONS**

- 1. Amend the current business districts' regulations for the North End only - or create a new business district specifically for the North End.**
  - i. Permit multi-family residential uses along Lakeshore Blvd. with requirements to make such development possible without being out of character with the neighborhood. (See Section B-1-b-i, pg 59)**
  - ii. Permit detached, single-family dwellings along Lakeshore Blvd. (See Section B-1-b-ii, pg 59)**
- 2. Re-evaluate residential regulations within the R-50 District to identify any setback or other requirements that might be unnecessarily discouraging home owner reinvestment. (See Section B-2-c, pg 62)**
- 3. Continue to permit some retail as a conditional use within the Industrial Zoning District. (See Section C, pp 65-66)**
- 4. Amend the conditions for approval of selected retail uses within the Industrial District. (See Section C, pp 65-66)**
  - i. Eliminate or significantly reduce minimum setback for district boundary; and**
  - ii. Allow use adjacent to arterial road, but not with direct access.**

## **CAPITAL INVESTMENTS**

1. Extend the third turning lane on Lake Shore Blvd. to at least include all of the commercial frontage and Osborne Park. (See Sections B-1-c-i, pg 60 and B-3-d, pg 63)
2. Explore ways to enhance the public R.O.W. along Lake Shore Blvd. and the north end of Lost Nation Rd. (See Section B-1-c-ii, pg 60)
3. Look for any way(s) possible to overcome the inherent obstacles to improving the residential rights-of-ways. (See Section B-2-b, pg 62)
4. Proceed with the Parks Master Plan recommendation to construct vehicular access and parking nearer to the Lake in Osborne Park. (See Section B-3-a, pp 62-63)
5. Extend pedestrian access in Osborne Park as close as possible to the top edge of the slope down the Lake Erie, and evaluate the appropriateness of doing the same thing at Sunset Park. (See Section B-3-b, pg 63)
6. Consider building stairs down the water's edge at Osborne Park, Build stairs to beaches at both Osborne and Sunset Parks, and evaluate the appropriateness of doing the same thing at Sunset Park. (See Sections B-3-b, pg 63 and B-3-e-ii, pg 64)
7. Consider building a viewing or fishing platform or pier near the water's edge at Osborne Park, and evaluate the appropriateness of doing the same thing at Sunset Park. (See Section B-3-b, pg 63)
8. Consider providing lighting for the new vehicular and pedestrian access to Lake Erie at Osborne Park, balancing public safety and potential benefits. (See Section B-3-c, pg 63)
9. Evaluate what, if anything, should be done with the informal parking occurring along the road at Sunset Park. (See Section B-3-e-i, pp 63-64)

## **ADMINISTRATIVE INITIATIVES**

1. Modify commercial expectations along Lake Shore Blvd. to reflect market conditions. (See Section B-1, pg 57)
2. Encourage private property owners to enhance their sides of the R.O.W. (See Section B-1-c-ii, pg 60)
3. Include the residential areas in the Community Reinvestment Area (CRA). (See Section B-2-a, pg 61)

4. Investigate additional ways to minimize private investments costs and procedures. (See Section B-2, pp 60-61)
5. Continue to expeditiously respond to needed repairs and general maintenance. (See Section B-2-b, pg 62)
6. Ask residents and current investors what they believe might be impediments to reinvestment. (See Section B-2-c, pg 62)

**PART III**

**HOUSING**

**MAINTENANCE**

**FOCUS STUDY**



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## A. PURPOSE

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Willoughby, like most older cities, faces the challenges of maintaining its residential areas – particularly the older areas. Adequate maintenance is essential to assure that property values are preserved and older neighborhoods continue as desirable places to live.

If it is in the public interest to require a building to be constructed in compliance with applicable codes, then it should also be in the public interest to assure that buildings remain in compliance over time.

The purpose of this focused study is for the city to consider if it should implement additional ways – beyond current programs – to assure that properties are adequately maintained.

The 1994 Comprehensive Plan recognized that housing maintenance is an important objective for the City to pursue. During the Phase I process of assessing the continued validity of the 1994 Plan’s objectives (undertaken in the spring of 2007), the Planning Commission and Council – at least informally at the joint meetings – concluded that it continues to be important to ***“...implement non-economic program tools to support home maintenance in the City.”***

Specifically, this element includes:

1. A summary the City’s current housing maintenance requirements;
2. A composite list what other communities are doing – or “best management practices” – from which the City of Willoughby can consider possible programs;
3. A suggested maintenance program for the City’s consideration and further discussion.

The plan also recognizes that supplemental public improvements are important to bring older neighborhoods up to current subdivision standards. This was recommended in the 1994 Comprehensive Plan and continues to be supported in the Plan update.

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## **B. EXISTING MAINTENANCE PROGRAMS**

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### **1. Owner's Responsibility.**

All property owners have a continuing responsibility to maintain their properties in compliance with the building code. A property owner, or agent, may request that the city inspect a property. Except for compliant driven inspections (see below), there is no means to assure that property owners are in compliance.

### **2. Exterior Maintenance Inspections by Complaint.**

The City in response to a complaint will inspect the exterior of a property. Once a complaint has been received, the City then will undertake similar inspections for the entire street.

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## **C. WHAT OTHER CITIES ARE DOING**

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Based on our experience in addressing similar issues in other communities, and research related to this assignment, it is our understanding that the following represent a composite of housing maintenance/inspection programs that are being “commonly used” in communities. However, we have no statistical basis to know what percentage of the communities in the region are using each technique. The following are generally listed in the order of least to most difficult to implement based on such factors as cost and community acceptance.

### **1. Ticketing.**

This process authorizes the City (Building Department) to issue a citation (Ticket) for minor misdemeanor. This is treated like a parking violation and the property owner cited, may plead guilty, waive appearing in municipal court and pay the fine. Minor misdemeanors could include violations with respect to: vehicles, including recreational vehicles; outdoor storage; fences; swimming pools; landscaping; dumpsters; signs; visibility at intersections; exterior lighting; etc. At least for some violations, the time required for compliance could be substantially reduced.

### **2. Registration of Rental Properties.**

The registration requires that all owners of rental property – whether single family, two-family, or multiple families – register the property with the City on a regular (usually annual) basis. This assures that the City is aware of those properties that are being occupied for “business purposes.” With the registration the property owner consents to the property being subject to inspection with seven (7) days written notice.

### **3. Point of Sale Inspections – Exterior Only.**

This program requires the exterior only inspection of property that is being offered for sale prior to the sale transaction being completed. Exterior only point of sale inspections recognize that the non-compliant exterior visual or building code deficiencies have more of an adverse impact on the community than many of the interior deficiencies that may not be as apparent to the neighborhood. A list of those items subject to inspection would need to be prepared.

While residents may object to government being involved in the “routine” inspection of private property, the cost of point of sale inspections – whether exterior only or both interior and exterior (see next item) – may be reasonably covered by the fee required at the time of inspection.

### **4. Point of Sale Inspections - Interior and Exterior.**

This program requires inspection of any residential property that is being offered for sale, and prior to the sale being completed. The purpose is to recognize that it is in the public interest

to assure that residential properties continue to be in compliance with the building code. The benefit is to the community, at large, and is not intended to protect the interests of any individual owner. The inspection occurs at a time when funds can be reasonably reserved, as part of the negotiated sale transaction, to assure that the code violations are corrected. A definitive list of items that are subject to the inspection would need to be prepared. Point of sale programs are being used by a number of communities in the region.

**5. Routine (Regular Schedule) Inspection of Residential Rental Properties.**

Some communities, in association with the above registration, require that rental properties be routinely inspected. The inspection could be annual or less often, say, every three years.

**6. Routine Exterior Inspection of All Residential Properties.**

Usually the entire city could be inspected every three to five years depending on the staff level that can be supported. Inspections would be strictly from the public right-of-way. Generally, no inspection fee is collected, so the cost of the inspection is entirely borne by the City.

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## **D. IMPLEMENTATION CONSIDERATIONS**

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Based on the foregoing options, the City has determined that the highest priority should be to authorize the issuance of “tickets” for minor misdemeanors.

## **Part IV**

# **Priority Conservation & Priority Development Areas**

### **Contents:**

- **Background & Policy Considerations**
- **Proposed Willoughby PCAs & PDAs**
- **A - CRWP Program Excerpts**
- **B – CRWP Draft PCAs & PDAs**

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## **BACKGROUND**

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The Chagrin River Watershed Partners, Inc. (CRWP) has been engaged in a long term project to help affected communities develop a Chagrin River Balanced Growth Plan that would include the entire Chagrin watershed. As described by CRWP, it has been mapping “Draft Priority Conservation Areas (PCAs) and Draft Priority Development Areas (PDAs)” for each community within the watershed, “as a Pilot Project under [the auspices of] the Ohio Balanced Growth Program.” (See website at [www.epa.state.oh.us/oleo](http://www.epa.state.oh.us/oleo)) In conjunction with the program, “the Ohio Lake Erie Commission (OLEC) is coordinating [the CRWP and community efforts] with State agencies to develop incentives to implement PCAs and PDAs.

Through this pilot, CRWP is “working with interested members to locally designate priority areas for conservation and development, and [where necessary] to implement best land use practices, including riparian and wetland setbacks, conservation development, and comprehensive storm water management.” The CRWP drafts PCAs and PDAs are being shared with local communities for input and modifications based on local conditions and needs, and “will not be finalized without local government agreement.”

CRWP defines PCAs as “locations where land use change is predicted to have a high impact on the watershed in terms of ”flooding, erosion, and water quality...a locally designated area for protection or restoration[which] may be important as ecological, agricultural, or public access [purpose].

CRWP defines PDAs as “locations where land use change is predicted to have minimal impact on the watershed and where other conditions, such as access to highways, existing or planned utility service areas, and existing development, suggest that additional development may be appropriate...a locally designated area where growth and/or redevelopment should be encouraged to maximize development potential...Communities endorsing the CRWP...PCAs and PDA’s will be recognized by the State as participating in the Chagrin River Balanced Growth Plan,” with the potential benefits including:

- Possible State assistance for local projects within PCAs and PDAs;
- Support for local zoning provisions that promote conservation and resource protection;
- Other State incentives now being developed, which may include additional points on grant applications and/or savings on State loans; and
- Potential community savings on infrastructure and utility management, and contributions to the community’s character.

Particularly relevant portions of the CRWP program description are reproduced in Appendix A, with additional information available on their web site. The CRWP Draft PCA and PDA for Willoughby, including prior modifications requested by the City, are provided in Appendix B.

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## **POLICY CONSIDERATIONS**

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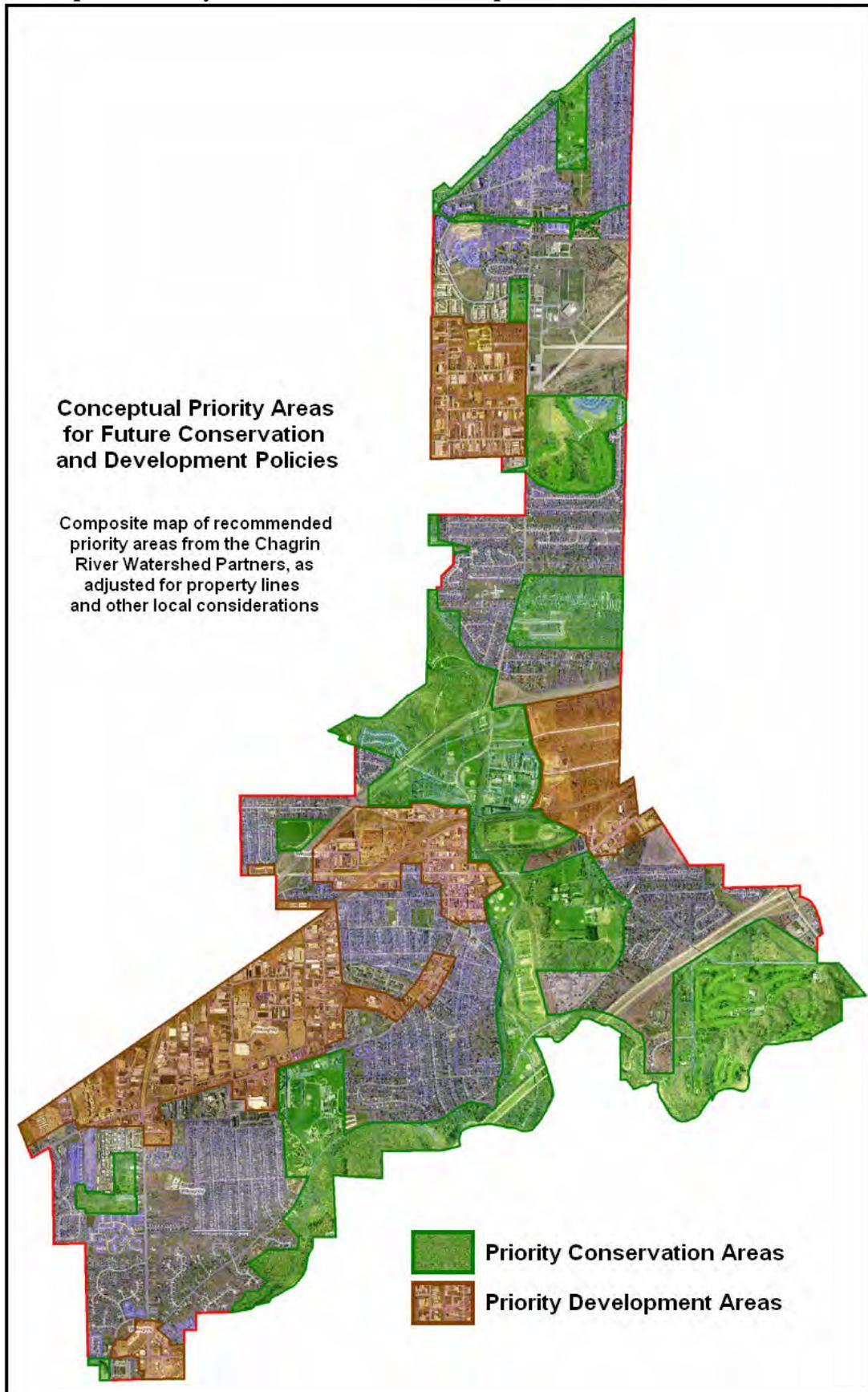
The 1994 Willoughby Comprehensive Plan and the 2008 Comprehensive Plan Update emphasize the City's policies regarding future development, as well as its commitments to land conservation and resource protection. Those policies are reflected in both existing and proposed zoning and land use regulations. (See preceding Phases I and II of the Plan Update)

Balancing development and conservation interests and needs within the Chagrin River watershed, is obviously a desirable objective, and fully compatible with Willoughby's stated goals and policies. The PCA and PDA initiatives described by the Chagrin River Watershed Partners should contribute to the realization of that objective, particularly in terms of coordinating the efforts of the individual communities involved. So long as the programs proceed and function as represented, they should serve as a useful tool to help guide the City as it continues to evolve. As outlined by the State and CRWP, the potential for funding and other benefits resulting from a resolution of support from Willoughby should also be a consideration.

The City's participation, however, must reflect a number of specific policy considerations and clear understandings with the State and CRWP:

- The final locations and boundaries of Willoughby's PDAs and PCA's will be determined by the City. (See following map, Conceptual Priority Conservation and Development Areas)
- The proposed maps are generalized and cannot be used to determine exact boundaries between designated areas.
- Any discrepancy regarding the designation for a particular piece of land must be resolved by the City.
- If there are map designations that may be found to conflict with other local public policies or the underlying zoning the resolution should be in favor of that policy and/or zoning unless otherwise explicitly altered by the City.

# Conceptual Priority Conservation and Development Areas



# CRWP PROGRAM EXCERPTS



Chagrin River  
Watershed Partners, Inc.

## Priority Development Areas & Priority Conservation Areas:

Planning and Zoning Support for  
Communities of the Chagrin River Watershed.

### INTRODUCTION

The Chagrin River Watershed Partners, Inc. (CRWP) has identified recommended locations for draft Priority Development Areas (PDAs) and Priority Conservation Areas (PCAs) throughout the watershed.

CRWP is doing this work for its members as a Pilot Project under the Ohio Balanced Growth Program. This Project will result in the *Chagrin River Balanced Growth Plan*, a community driven Plan to balance growth and development. Through this Plan, CRWP will provide assistance to member communities.

This document explains the Balanced Growth Program and introduces PDAs and PCAs. As part of the Balanced Growth Program, the Ohio Lake Erie Commission (OLEC) is coordinating with State agencies to develop incentives to implement PDAs and PCAs. For additional information on the Balanced Growth Program, go to the OLEC website at [www.epa.state.oh.us/oleo](http://www.epa.state.oh.us/oleo).

PDAs are locations where land use change is predicted to have minimal impact on the watershed and where other conditions, such as access to highways, existing or planned utility service areas, and existing development, suggest that additional development may be appropriate.

PCAs are locations where land use change is predicted to have a high impact on the watershed in terms of flooding, erosion, and water quality.

CRWP has developed draft PDAs and PCAs to provide more information

for communities in the watershed. CRWP staff are available to assist communities to use this new data for local planning and zoning updates and other development planning.

This new tool will help to implement CRWP's long standing recommendations for communities:

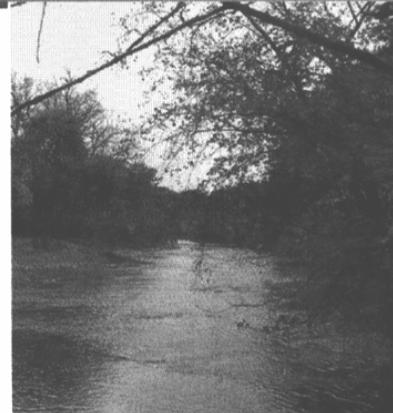
- Comprehensive planning.
- Acquisition of key areas.
- Riparian and wetland setback zoning.
- Erosion and sediment control.
- Comprehensive stormwater management.
- Conservation development.

### BENEFITS

In addition to improved planning and zoning, incorporating PDAs and PCAs into your planning will:

- Strengthen local natural resource management regulations.
- Reduce infrastructure costs through better site design.
- Facilitate planning and projects across communities.
- Provide cost-effective access to current planning technology.
- Address citizen concerns about flooding, erosion, and water quality.
- Improve compliance with NPDES Phase II and 208 Water Quality Plans.

**Improve Planning,  
Reduce Flooding and Erosion,  
Control Infrastructure Costs,  
and Protect Water Quality**



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### What is a PDA?

A PDA (Priority Development Area) is a locally-designated area where growth and/or redevelopment should be encouraged to maximize development potential. Land in a PDA may be eligible for state policy and funding initiatives to encourage and support its development.

### What is a PCA?

A PCA (Priority Conservation Area) is a locally-designated area for protection or restoration. PCAs may be important as ecological, recreational, heritage, agricultural, or public access areas.

## A New Tool to Support Land Use and Zoning Decisions

The intent of the CRWP Balanced Growth Program Pilot Project is to provide useful information for community decision makers evaluating the potential impacts of land use changes and planning for build-out.

Evaluating your community planning and zoning with the draft PDAs and PCAs is an excellent exercise to manage the floodplains, wetlands, and open spaces that are currently providing flood control, erosion control and water quality protection in your community.

As part of this Pilot Project, CRWP has prepared a list of implementation tools for amending plans or updating development regulations. Local decision makers should evaluate these implementation tools and select those best suited to the community and its development patterns.

Planning and zoning regulations are a local responsibility. With this document, CRWP is providing suggestions, and we do not recommend specific tools unless engaged to assist in detailed evaluation and decision making by a member community.



### How Often Should Your Plan Be Updated?

The best local planning practice is "continuous planning". Under this approach, periodic reviews, perhaps once a year at a meeting of the planning or zoning commission, are conducted to compare the plan to current conditions and to make updates when necessary. In a community with minimal development activity, plan updates may be less frequent. In a community with active development, plan updates should be frequent. This will enable your community to keep at least one step ahead of development activities and plan for, rather than react to, proposed development.

You may need to update your comprehensive/land use plan when your community:

- experiences a significant population growth,
- issues a significant number of zoning variances, or
- changes are made to state or federal regulations impacting land use.

A plan update may involve a new plan document or may simply address current issues with adjustments to the plan such as a new chapter, a new map, or an appendix of new information.

### What is "Build-Out"?

An area of land that is developed to the full lot coverage, height, and density permitted by local regulations is said to be "built out". The character of build-out varies according to a community's regulations, limitations of infrastructure, and market demand.

In many communities build-out is viewed as a beneficial, efficient use of developed land, consistent with the community's objectives.

Communities are generally planned to achieve full build-out under their zoning code.

## Incentives for Planning with PDAs and PCAs

CRWP has draft PDAs and PCAs for member communities. CRWP is available to work with any member to review these areas, discuss their implications, and update planning and zoning if necessary.

In addition to planning and zoning updates, communities endorsing the CRWP GIS analysis of PDAs and PCAs will be recognized by the State as participating in the *Chagrin River Balanced Growth Plan*. The benefits of this recognition are detailed at the right.

To receive these benefits, local governments will select the PDAs and PCAs for their community and consider comprehensive planning and zoning changes necessary to implement these designations. Such changes will benefit communities through control of long-term infrastructure costs, maintenance of community character, and innovative site design and development products.

### Benefits of Participating in the *Chagrin River Balanced Growth Plan*

#### **Increased State Assistance for Local Projects**

State agencies, including the Departments of Transportation, Natural Resources, and Development, will review the *Chagrin River Balanced Growth Plan*. In doing this review, these departments may look for funding for appropriate, member-supported projects in PDAs and PCAs.

#### **Support for Local Zoning**

State endorsement of the *Chagrin River Balanced Growth Plan* will provide additional support for low-density zoning, riparian setbacks, and other tools to maintain the flood control, erosion control, and water quality protection functions of natural resources as communities grow.

#### **Additional State Incentives**

OLEC is coordinating with other State agencies to finalize the list of State incentives. These may include additional points on grant applications and savings on State loans.

#### **General Local Benefits**

Locally-determined adjustments in planning and zoning, such as those facilitated through the Balanced Growth Program process, benefit communities by minimizing long-term infrastructure and storm water management costs, and by maintaining community character.

### **The Lesson of Jaylin Investments v. The Village of Moreland Hills**

In a January 2006 zoning case, the Ohio Supreme Court upheld a 2-acre residential lot requirement in the Village of Moreland Hills because the appellant "...failed to demonstrate beyond fair debate, that the 2-acre minimum zoning ordinance was arbitrary and unreasonable or substantially unrelated to the public health, safety, morals, or general welfare of the community..."

That decision rested in part on evidence presented in an amicus brief submitted by CRWP and the Cuyahoga Soil and Water Conservation District. The brief addressed the flooding, erosion, and water quality problems associated with inappropriate development in the watershed and the relationship between environmental, health, and safety conditions, and storm water management and local zoning.

CRWP recommends using the latest environmental information in updating local plans, zoning, and other development regulations. This strengthens the legal position of communities in administration and enforcement of reasonable land use regulations. The Balanced Growth Program data is an essential component of such updates.

### **What is GIS?**

GIS stands for Geographic Information System. In its simplest form, a GIS is a computerized map. GIS displays different types of data in overlaying layers, a kind of computerized version of the clear plastic overlays planners have used over paper maps for decades.

Using GIS, decision makers can analyze relationships between different landscape features in a rapid and efficient manner.

CRWP analyzed its GIS database to provide information that communities may use to update plans and regulations. The analyses identify draft PDAs and PCAs based on the characteristics of each location. These are shown on maps of the watershed (as shown on pages 6 and 7), and maps specific to each community.

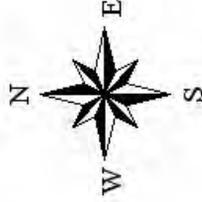
CRWP encourages communities to review PDA and PCA information and determine what actions, if any, should be taken.

The responsibility and authority for making changes to plans and regulations rest, as always, with local governments.

# CRWP DRAFT PCAs & PDAs

## City of Willoughby

Draft Priority Conservation Areas

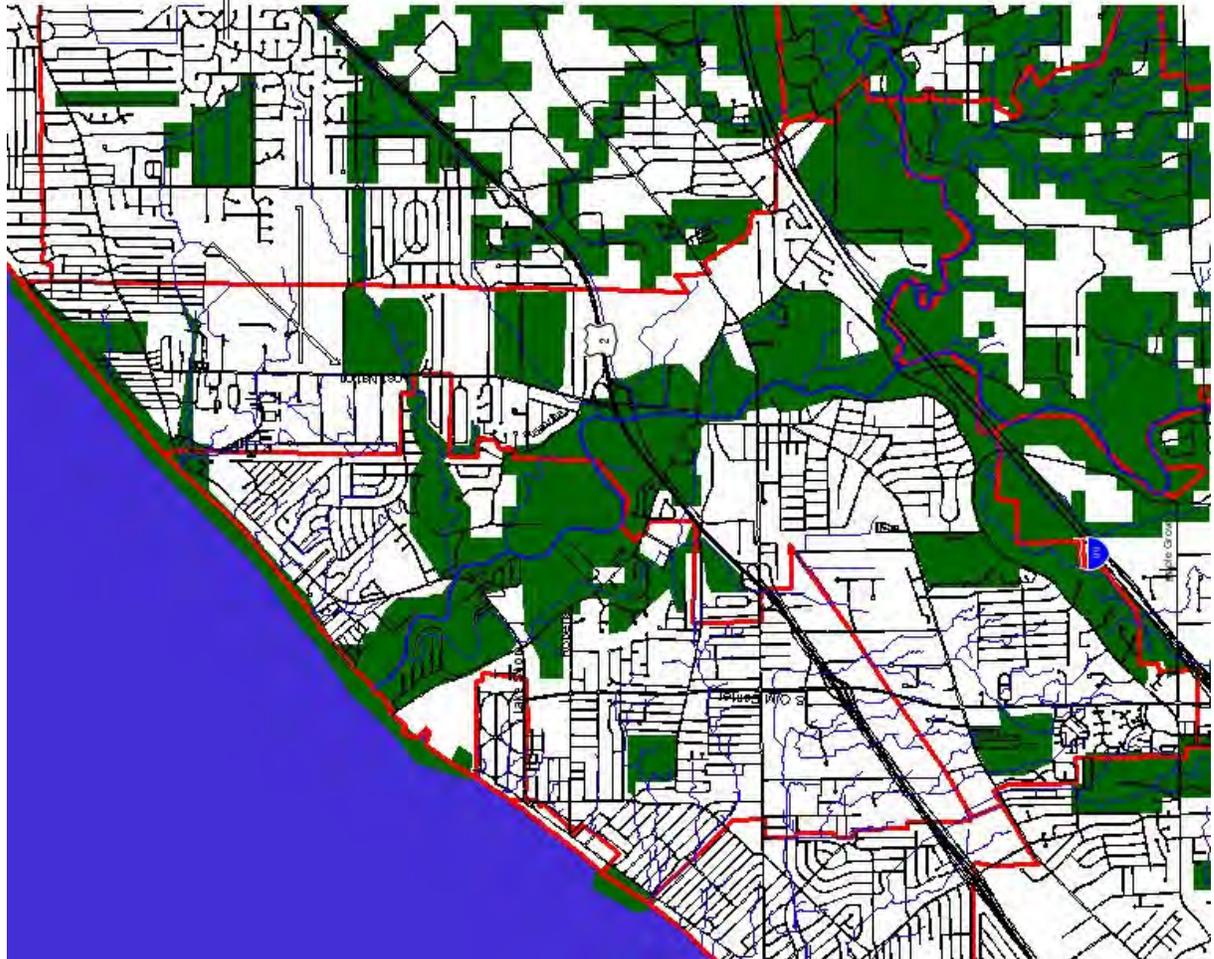


### Legend:

- Roads
- Streams
- Draft PCA



Map Prepared By:  
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# City of Willoughby

## Draft Priority Development Areas

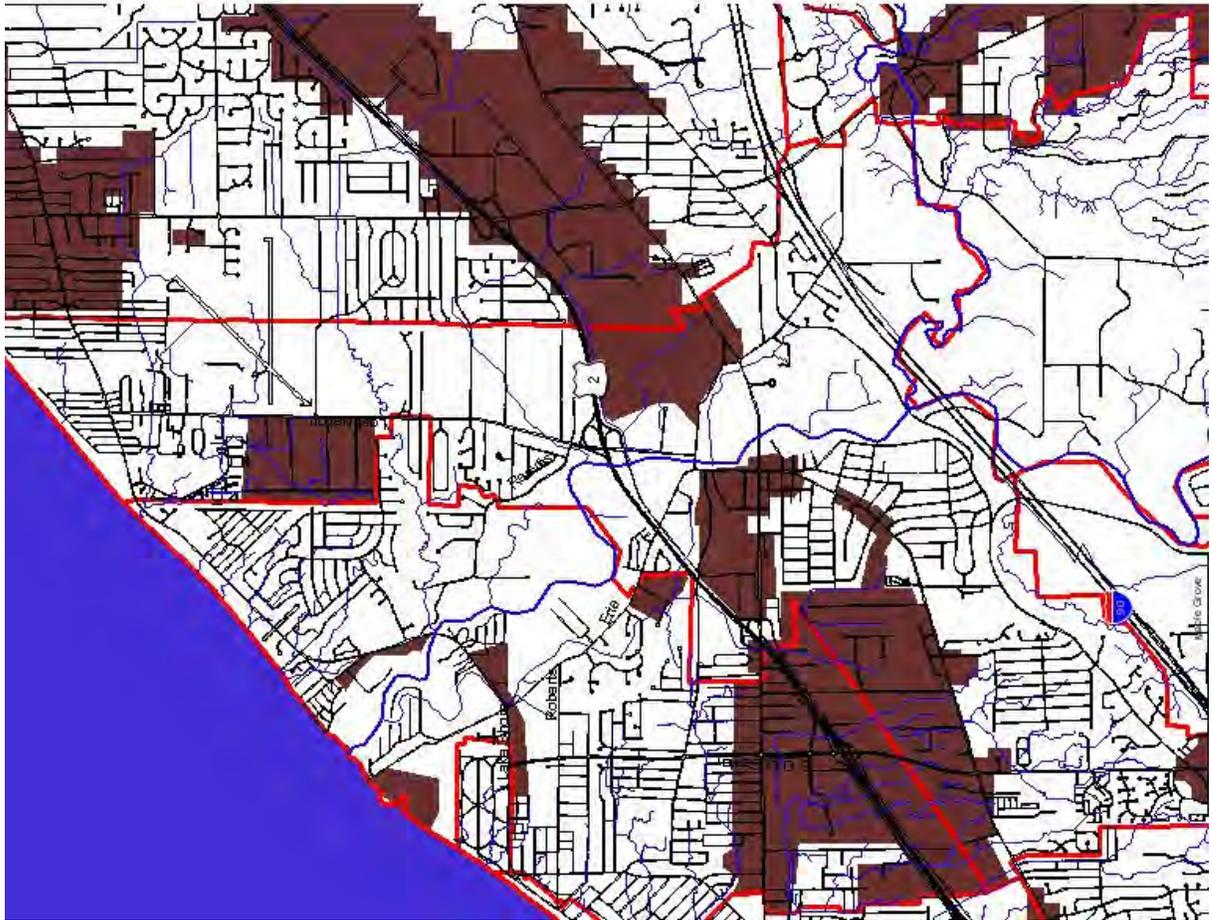


### Legend:

-  Roads
-  Streams
-  Draft PDA



Map Prepared By:  
Chagrin River  
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# **APPENDICES**

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- A. Downtown Property Descriptions**
- B. Downtown Interview Results**
- C. Downtown First Floor Occupants**
- D. North End Property Descriptions**

# APPENDIX A – DOWNTOWN PROPERTY SURVEY

Map A-1 - Property Identification - For Following Property Description Table & Table 1



Comprehensive Plan Update - Phase II

Table A-1 - Property Descriptions

PROPERTIES WITHIN FUNCTIONAL DEFINITION OF HISTORIC DOWNTOWN							
COMPILED 11-19-07							
MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA
1	27-A-030-0-00-003-0	38250 MENTOR AVE INC	VINE	PKG. LEASED BY BURGERS & BEER	---	PARKING	0
2	27-A-030-B-00-001-0	B P OIL COMPANY	VINE & ERIE	GAS STATION	??	GAS STATION	0
3	27-A-029-C-00-064-0	MORGAN DENNIS M & CAROL A	38002 THIRD	1-FAM RESIDENTIAL	1910	DWELLING	2108
3	27-A-029-C-00-065-0	MORGAN DENNIS M TRUSTEE @ (3)	38004 THIRD	JF MORGAN & SONS REALTY	1966	OFFICES	1147
3	27-A-030-B-00-002-0	MORGAN DENNIS M TRUSTEE @ (3)	4027 ERIE	BURGERS & BEER	1930	RESTAURANT	2740
				"		SUPPORT AREA	1351
			4035 ERIE (REAR)	VITALONE'S AUTOMOTIVE	1930	AUTO PARTS/SERVICE	1560
4	27-A-029-C-00-008-0	VITALONE RITA TRUSTEE @ (3)	37918 VINE	VACANT	1929	RETAIL	1442
				VACANT		SUPPORT AREA	2360
				1-FAM RESIDENTIAL		APARTMENT	3320
4	27-A-029-C-00-007-0	VITALONE RITA TRUSTEE @ (3)	VINE	PARKING	----	PARKING	----
4	27-A-029-C-00-006-0	VITALONE BRUNO TRUSTEE @ (3)	37936 VINE	VACANT	1955	RETAIL	898
4	27-A-030-B-00-003-0	VITALONE GRACE	4041 ERIE	VITALONE & ASSOC. CARMEN'S TAILORING DURA-BUILT UPHOLSTERY	1900	OFFICES RETAIL RETAIL	4171
				-----		WAREHOUSE	1118
			4035 ERIE (REAR)	VITALONE'S AUTOMOTIVE	1925	AUTO PARTS/SERVICE	4900
4	27-A-030-B-00-004-0	VITALONE GRACE	4043 ERIE	RENEE'S MASSOTHEROPY	1910	RETAIL	2589
			4045 ERIE	DR P.J. MC LAUGHLIN CHIROP		OFFICES	1775
				-----		OFFICES	2589
				-----		OFFICES	2071
4	27-B-035-A-00-005-0	VITALONE GRACE	37727 VINE	2-FAM RESIDENTIAL	1926	DWELLINGS	2378
5	27-A-030-B-00-005-0	DEREZIC ENTERPRISES INC (FOR SALE)	4051 ERIE	GALLERY OF FLOWERS " 1-FAM RESIDENTIAL	1926	RETAIL SUPPORT AREA APARTMENT	2950 2950 2951
6	27-A-030-A-00-002-0	FORKER JOHN L & MARGARET G	4055 ERIE	BLASKO ANTIQUES	1901	RETAIL	8204
			4059 ERIE	STAINED GLASS CENTER		"	
			4061 ERIE	OLIVER TWIST		RESTAURANT	
				-----		SUPPORT AREA	8204
			4057 ERIE (REAR)	WILLOUGHBY BREWING CO	1899	RESTAURANT	8424
				"		WAREHOUSE	1184
				"		OFFICE	200
				"	1997	WAREHOUSE	1536
			4065 ERIE	GRETA FINDS & ARTIFACTS	1901	RETAIL	2428
		CONTINUED				SUPPORT AREA	2428

MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA
6	27-A-030-A-00-002-0	CONTINUED	4069 ERIE	SKY'S THE LIMIT		OFFICES	2730
			4075 ERIE	TIFFANY ROSE		SUPPORT AREA	2730
			"	A DIFFERENT WAY		RETAIL	} 8695
						RETAIL	
4077 ERIE (REAR)	CUSTOM CAFÉ		SUPPORT AREA	} 8695			
			SUPPORT AREA				
						OFFICES	736
						RESTAURANT	400
						SUPPORT AREA	400
						OFFICES	2170
6	27-A-030-A-00-003-0	FORKER CYNTHIA A & THOMAS MOORE	4078 ERIE	SLEEP SOURCE	1950	RETAIL	} 8515
			4091 ERIE	BMA MEDIA GROUP		OFFICES	
						WAREHOUSE	} 8515
			38233 GLENN	G.E.T. CREATIVE	1950	RETAIL	
4099 ERIE	THE ART GALLERY	RETAIL	} 4851				
"	"			SUPPORT AREA			
6	27-A-030-A-00-001-0	FORKER JOHN L & MARGARET G	GLENN	PARKING			
7	27-A-030-A-00-004-0	GROMELSKI DAVID J & MARY L	38257 GLENN	GAVI'S ITALIAN CUISINE	1900	RESTAURANT	4642
						SUPPORT AREA	1020
8	27-A-030-A-00-008-0	GULFSHORE DEVELOPMENT GROUP LLC	38238 GLENN	THE HOME SELLING TEAM INC	1901	OFFICES	594
						SUPPORT AREA	864
9	27-A-030-A-00-009-0	38230 GLENN AVENUE LLC	38230 GLENN 38234 GLENN	WILLOW SECURITY DEPENDABLE CLEANING CONT.	1953	OFFICES	} 2800
						OFFICES	
10	27-A-030-A-00-011-0	DANFORD MARK J	38228 GLENN	THE 1899 PUB		RESTAURANT	1700
11	27-A-030-A-00-056-0	4113 ERIE LLC	4113 ERIE	BALLANTINE	1885	TAVERN/BAR	4096
						SUPPORT AREA	4148
						OFFICES	4148
12	27-A-030-A-00-012-0	HESS FRANK JR & BEVERLY J	4121 ERIE	RUSTIC PATHWAYS	1899	RETAIL	3044
						SUPPORT AREA	1852
						WAREHOUSE	1160
13	27-A-030-A-00-013-0	KISH RAYMOND & MARILYN	4127 ERIE	SCOOTERS SODA FOUNTAIN	1900	RESTAURANT	947
						SUPPORT AREA	990
14	27-A-030-A-00-014-0	FIALA ROBERT A & JOANNE M	4131 ERIE	FRIENDS RESTAURANT & BAR	1885	RESTAURANT	} 4218
			4137 ERIE	DAVID JEWELRY		RETAIL	
						SUPPORT AREA	3520
						OFFICES	4360

MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA
15	27-A-030-A-00-015-0	WILLOUGHBY AGENCY CO	4139 ERIE	ERIE ST INSURANCE	1885	OFFICES OFFICES SUPPORT AREA	1120 840 840
16	27-A-030-A-00-016-0	BINYON DEVELOPMENT INC	4145 ERIE 16 PUBLIC SQ	SWEET BEGINNINGS WILLO DELI PHASES HAIR SALON	1900	RETAIL RETAIL RETAIL SUPPORT AREA OFFICES	3280 3280 3280
17	27-A-030-A-00-055-0	TRISTA CARTER ENTERPRISES INC	14 PUBLIC SQ	AVEDA AROMATHERAPY	1901	OFFICES	568
18	27-A-030-A-00-017-0	PRIME PROPERTIES DEVELOPMENT LTD	12 PUBLIC SQ	THE WINE VAULT ZIP-N-SHOP	1973	RETAIL RETAIL	3120
19	27-A-030-A-00-018-0	KRUZE PROPERTIES LLC	10 PUBLIC SQ	CENTURY 21	1910	OFFICES SUPPORT AREA APARTMENT	3136 812 864
19	27-A-030-A-00-019-0	KRUZE PROPERTIES LLC	8 PUBLIC SQ	1-FAM RESIDENTIAL	1910	DWELLING	1014
20	27-A-030-A-00-020-0	WEIS MARY JUDITH HODGSON @ (4)	6 PUBLIC SQ	1-FAM RESIDENTIAL	1840	DWELLING	1650
20	27-A-028-A-00-060-0	HODGSON WILLIAM R	THIRD	VACANT LOT	---	---	---
20	27-A-028-A-00-005-0	HODGSON WILLIAM R & GLENDA W	37722 VINE	1-FAM RESIDENTIAL	1927	DWELLING	1152
20	27-A-028-A-00-004-0	HODGSON WILLIAM R & GLENDA W	37730 VINE	1-FAM RESIDENTIAL	1920	DWELLING	1360
20	27-A-029-D-00-010-0	WEIS MARY JUDITH HODGSON @ (5)	37745 THIRD	1-FAM RESIDENTIAL	1930	DWELLING	936
21	27-A-030-A-00-021-0	ROSEBUCK PROPERTIES LTD	4 PUBLIC SQ	1-FAM RESIDENTIAL	1910	DWELLING	1454
22	27-A-029-B-00-033-0	TALBOT WAITE E TR @ (3)	38109 EUCLID	TALBOT INSURANCE AGENCY	1889	OFFICES SUPPORT AREA ULTI USE STORAGE	3508 1778 865
23	27-A-029-B-00-032-0	HOLDINGS LLC	42 PUBLIC SQ	CHARTER ONE BANK	1920	BANK SUPPORT AREA OFFICES	7212 6581 4138
23	27-A-029-A-00-017-0	HOLDINGS LLC	CLARK	CHARTER ONE BANK	----	PARKING	----
24	27-A-029-A-00-031-0	ANTONIO ROSS	4184 CLARK CT	1-FAM RESIDENTIAL	1930	DWELLING	1186
25	27-A-029-A-00-032-0	BAYKO RONALD L & JULIE E	4176 CLARK	1-FAM RESIDENTIAL	1930	DWELLING	1186
26	27-A-029-B-00-011-0	BABCOCK RAY W TRUSTEE @ (5)	38039 W SPAULDING	KENNEDY HOUSE BED & BREAKFAST ?	1881	B & B SUPPORT AREA	3472 1406
26	27-A-029-B-00-012-0	BABCOCK PROPERTIES LLC	W SPAULDING		----	PARKING	----
26	27-A-029-B-00-013-0	BABCOCK PROPERTIES LLC	W SPAULDING		----	PARKING	----
26	27-A-029-A-00-038-0	BABCOCK PROPERTIES LLC	4154 CLARK	DAVIS FUNERAL HOME 1-FAM RESIDENTIAL	1910 1900	FUNERAL HOME DWELLING	10922 3530

MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA
26	27-A-029-A-00-035-0	BABCOCK RAY W TRUSTEE @(5)	4164 CLARK	1-FAM RESIDENTIAL	1920	DWELLING	1414
26	27-A-029-A-00-030-0	BABCOCK RAY W TRUSTEE @(5)	37937 CLARK CT	1-FAM RESIDENTIAL	1928	DWELLING	1363
27	27-A-029-B-00-027-0	FRANCIS EDWARD H JR & RENNADA J	38120 W SPAULDING 38138 W SPAULDING	THE MEDIA CENTER CATHERINE'S STUDIO	1925	OFFICES RETAIL STORE	1687 3370
27	27-A-029-C-00-070-0	FRANCIS EDWARD H JR & RENNADA J	38110 THIRD 38114 THIRD	ALLSTATE INS. ART THROB		OFFICES RETAIL SUPPORT AREA	4550 1137
28	27-A-029-B-00-028-0	STIRLING PROPERTIES LLC	24 PUBLIC SQ	PUBLIC SQUARE LAW OFFICES	1910	OFFICES	2640
29	27-A-029-B-00-007-0	GODNAVEC KENNETH J	4148 ERIE	ARABICA COFFEE HOUSE	1882	RESTAURANT OFFICES	4480 2250
30	27-A-029-B-00-006-0	SECOND STREET PROPERTIES	4140 ERIE 4144 ERIE	THE SPICE PEDDLER SPIN	1900	RETAIL RETAIL SUPPORT AREA APARTMENT	3281 3040 3040
31	27-A-029-B-00-005-0	WEST SPAULDING LLC	38123 W SPAULDING	VACANT	1900	RETAIL SUPPORT AREA	3393 1704
32	27-A-029-B-00-004-0	2 T PROPERTIES INC	41?? ERIE 4130 ERIE 4134 ERIE 41?? ERIE	VACANT G & G TATOOS PUSCO AUCTIONS ANTIQUE MALL VACANT SPACE	1885	RETAIL RETAIL RETAIL RETAIL OFFICES SUPPORT AREA APARTMENT APARTMENT PARKING	8409 3600 8586 3600 1134 ----
32	27-A-029-B-00-008-0	2 T PROPERTIES INC	W SPAULDING		----		----
33	27-A-029-B-00-009-0	STAGES DEVELOPMENT INC	38111 W SPAULDING	HOMESTEAD HOUSE BED & BREAKFAST ?	1910	B & B	5490
34	27-A-029-B-00-014-0	VAUGHT HARRY E SR TRUSTEE @(3)	4127 CLARK	4-FAMILY RESIDENTIAL	1920	DWELLINGS	3366
35	27-A-029-A-00-044-0	VENCIOUS JOHN G	37941 W SPAULDING	1-FAM RESIDENTIAL	1920	DWELLING	2392
36	27-A-029-A-00-045-0	SELLITTO BRIAN & BETHANY	4130 CLARK CT	1-FAM RESIDENTIAL	1920	DWELLING	1736
37	27-A-029-A-00-046-0	DEMING PATRICIA A	4122 CLARK CT	1-FAM RESIDENTIAL	1920	DWELLING	1616
38	27-A-029-A-00-048-0	QUINN WILLIAM	37930 SECOND	QUINN SIGNS	1952	RETAIL	3700
38	27-A-029-C-00-047-0	QUINN WILLIAM L	4094 CLARK	3-FAM RESIDENTIAL	1915	DWELLINGS SUPPORT AREA	2588 976

MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA
39	27-A-029-C-00-045-0	DEVANK CORPORATION	4070 CLARK 4078 CLARK	CLARK AVENUE GROCERIES G. T. STYLING	1970	RETAIL RETAIL	} 5800
39	27-A-029-C-00-046-0	DEVANK CORPORATION	40?? CLARK CLARK	HRUSA'S CHECK CARRY-OUT (INCLUDED ABOVE)		RETAIL	
39	27-A-029-A-00-047-0	DEVANK CORPORATION	4116 CLARK CT	2-FAM RESIDENTIAL	1930	DWELLINGS	1778
40	27-A-029-B-00-015-0	WES CREDIT UNION INC	38024 SECOND	SCHOOL BOARD CREDIT UNION	1957	OFFICES SUPPORT AREA	2100 2100
41	27-A-029-B-00-016-0	M C DESIGN MANAGEMENT	38030 SECOND 38030 SECOND	JOSEPH L MYERS ARCHITECT INC TRAX CONSTR.	1998	OFFICES OFFICES	} 3800
42	27-A-029-B-00-017-0	MAROUS WILLOUGHBY LLC	38036 SECOND	VACANT 1-FAM RESIDENTIAL VACANT	1900	OFFICES APARTMENT SUPPORT AREA	
42	27-A-029-B-00-018-0	MAROUS WILLOUGHBY LLC	38046 SECOND	MAIN SEQUENCE TECHNOLOGY		OFFICES	9195
42	27-A-029-B-00-019-0	MAROUS WILLOUGHBY LLC	SECOND			PARKING	
42	27-A-029-B-00-010-0	MAROUS WILLOUGHBY LLC	W SPAULDING			PARKING	
42	27-A-029-C-00-043-0	MAROUS WILLOUGHBY LLC	38025 SECOND	VINTAGE DEVELOPMENT GROUP	1932	OFFICES	3696
42	27-A-029-C-00-042-0	MAROUS WILLOUGHBY LLC	38041 SECOND	VINTAGE DEVELOPMENT GROUP		PARKING	
43	27-A-029-B-00-020-0	TAYLOR EDWARD H	38112 SECOND	TECHNOLOGY ASSURANCE	1904	OFFICES	7234
44	27-A-029-B-00-003-0	CIROS PROPERTY MANAGEMENT INC	4122 ERIE 41??	ENCHANTED GROVE THE ENCLAVE COFFEE HOUSE & VIDEO RESIDENTIAL	1900	RETAIL RETAIL APARTMENT(S) APARTMENTS	} 3885 6966
44	27-A-029-C-00-041-0	CIROS PROPERTY MANAGEMENT INC	38047 SECOND	1-FAM RESIDENTIAL 1-FAM RESIDENTIAL	1915 ??	REAR DWELLING FRONT DWELLING	
45	27-A-029-B-00-002-0	JOSEF P GANZL INVESTMENT CO., INC	4114 ERIE 4120 ERIE	ANTIQUES OF WILLOUGHBY NORTHCOAST PHOTOGRAPHY	1925	RETAIL RETAIL APARTMENTS SUPPORT AREA	} 4920 4296 5112
			38122 SECOND 38126 SECOND	FAMILY TIES SCRAPBOOKING MERKEL'S FLORIST 1-FAMILY RESIDENTIAL	1904	RETAIL RETAIL APARTMENT SUPPORT AREA	
46	27-A-029-B-00-001-0	FENIAN REALTY LLC	4110 ERIE	MULLARKY'S IRISH PUB	1925	TAVERN/BAR SUPPORT AREA APARTMENT	1879 1920 1920

MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA
47	27-A-029-C-00-035-0	WILLO DEVELOPMENT CO	4084 ERIE 4098 ERIE	CORK'S WINE BAR CITI BANK	1901	TAVERN/BAR BANK STORAGE SUPPORT AREA APARTMENT	4000 6085 718 8312 8282
47	27-A-029-C-00-036-0	WILLO DEVELOPMENT CO	SECOND	CITI BANK DRIVE-THROUGH	----	DRIVE-THROUGH	----
47	27-A-029-C-00-037-0	WILLO DEVELOPMENT CO	"	"	----	-----	----
47	27-A-029-C-00-039-0	WILLO DEVELOPMENT CO	SECOND	-----	----	PARKING	----
47	27-A-029-C-00-038-0	WILLO DEVELOPMENT CO	"	-----	----	PARKING	----
47	27-A-029-C-00-071-0	WILLO DEVELOPMENT CO	THIRD	-----	----	PARKING	----
48	27-A-029-C-00-040-0	HOLDINGS LLC	38107 SECOND	FRANK & TONY'S BARBER SHOP	1920	RETAIL SUPPORT AREA	2244 2244
49	27-A-029-C-00-066-0	BLOOD PROPERTIES LLC	38028 THIRD	FULLER FURNITURE	1947	RETAIL SUPPORT AREA WAREHOUSE DWELLING PARKING	4361 225 480 901 -----
49	27-A-029-C-00-067-0	BLOOD PROPERTIES LLC	THIRD	1-FAM RESIDENCIAL	----	PARKING	-----
49	27-A-029-C-00-023-0	BLOOD DAVID L & ARLENE E	37943 THIRD	1-FAM RESIDENCIAL	1915	DWELLING	1806
50	27-A-029-C-00-068-0	T E G ENTERPRISES INC	38040 THIRD	LURE BISTRO	1960	RESTAURANT	3134
51	27-A-029-C-00-069-0	GRINDSTONE INVESTMENTS LLC	38106 THIRD	ZELE & ZELE CO., LPA	1940	DWG CONV-OFFICE OFFICES SUPPORT AREA	2376 299 1188
52	27-A-029-C-00-034-0	MICHAEL STEFAN INC	4082 ERIE	MICHAEL STEPHAN SALON	1913	RETAIL SUPPORT AREA APARTMENT	1603 1173 1173
53	27-A-029-C-00-033-0	K AND F MFG CORP	4076 ERIE	FINESTRA GALLERY	1890	RETAIL OFFICES SUPPORT AREA	1848 1540 945
54	27-A-029-C-00-032-0	KNEEN ROBERT P JR	4070 ERIE	TRAVELINE TRAVEL AGENCY	1916	OFFICES SUPPORT AREA APARTMENT APARTMENT	2132 1440 512 1440
55	27-A-029-C-00-031-0	EDGAR KENNETH J	4066 ERIE	VACANT VACANT	1920	RETAIL SUPPORT AREA	1953 2000
55	27-A-029-C-00-075-0	EDGAR KENNETH J JR	4062 ERIE	VACANT	1910	WAREHOUSE	6030

MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA
56	27-A-029-C-00-030-0	LONG M JEAN	4060 ERIE	JOHN'S CAFE VACANT	1900	TAVERN/BAR RETAIL SUPPORT AREA	2771 2855 2184
57	27-A-029-C-00-029-0	HART JAY D TRUSTEE @ (2)	4048 ERIE	KLIEFELD'S RESTAURANT TAMBA'S JEWELRY AL'S BARBER SHOP	1888	RESTAURANT RETAIL RETAIL OFFICES SUPPORT AREA	2585 2622 2622
			38126 THIRD	FUR KOATS PET GROOMING	1939	RETAIL STORE	476
58	27-A-029-C-00-074-0	FISCO MARGARET P TRUSTEE	4040 ERIE	UNITED STATES POST OFFICE	1969	OFFICES WAREHOUSE	2640 12220
59	27-A-029-C-00-072-0	LAKELAND REALTY II LTD	4012 ERIE	FIREFIGHTER'S CREDIT UNION	1965	BANK	1920
59	27-A-029-C-00-001-0	LAKELAND REALTY II LTD	VINE ST			PARKING	
60	27-A-029-C-00-028-0	? NO AUDITOR'S CARD	38043 THIRD	SBC TELECOMMUNICATIONS		EST'D FIRST FLOOR EST'D OTHER FLOORS	9400 8000
60	27-A-029-C-00-002-0	? NO AUDITOR'S CARD	VINE				
61	27-A-029-C-00-027-0	BOSTICK ROBERT J	38029 THIRD	R. J. BOSTWICK & ASSOC		OFFICES SUPPORT AREA	4669 1242
62	27-A-029-C-00-005-0	BHATTA JOANNE C	37942 VINE	ENTERPRISE RENT-A-CAR	1960	AUTO PARTS/SERVICE OFFICES	1550 1364
62	27-A-029-C-00-003-0	BHATTA JOANNE C	VINE			PARKING	
62	27-A-029-C-00-004-0	BHATTA JOANNE C	VINE			PARKING	
63	27-A-029-C-00-022-0	HAUSMANN JEFFREY	37937 THIRD	1-FAM RESIDENTIAL	1910	DWELLING	805
64	27-A-029-C-00-020-0	WRAYNO JOSEPH & DEBBIE	37929 THIRD	1-FAM RESIDENTIAL	1910	DWELLING	1932
64	27-A-029-C-00-019-0	WRAYNO JOSEPH R & DEBBIE M	37921 THIRD	1-FAM RESIDENTIAL	1910	DWELLING	1296
65	27-A-029-C-00-018-0	MASON JAMES G & ANGELA M	37913 THIRD	1-FAM RESIDENTIAL	1890	DWELLING	1516
66	27-A-029-C-00-009-0	GREEN CAROL A	37912 VINE	1-FAM RESIDENTIAL	1940	DWELLING	1044
67	27-A-029-C-00-010-0	J2 PROPERTIES LLC	37904 VINE	1-FAM RESIDENTIAL	1940	DWELLING	1272
68	27-A-029-C-00-017-0	BELL NATHAN	37905 THIRD	1-FAM RESIDENTIAL	1882	DWELLING	1386
69	27-A-029-C-00-016-0	CUTLIP CAROL A	37849 THIRD	1-FAM RESIDENTIAL	1915	DWELLING	1230
70	27-A-029-C-00-015-0	CAPUTO MICHAEL	37841 THIRD	1-FAM RESIDENTIAL	1930	DWELLING	1044
71	27-A-029-C-00-014-0	ALBRECHT RICHARD V	4025 CHURCH	1-FAM RESIDENTIAL	1925	DWELLING	1014
72	27-A-029-C-00-013-0	IAMMARINO MICHAEL A & SARAH L	4015 CHURCH	1-FAM RESIDENTIAL	1890	DWELLING	1440
73	27-A-029-C-00-011-0	WOODWORTH MARY	37846 VINE	1-FAM RESIDENTIAL	1940	DWELLING	992

MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA
74	27-A-029-C-00-012-0	JONAS WILLIAM C & PATRICIA A	37842 VINE	WILLOUGHBY TOWING & AUTO SERV	1932	AUTO PARTS/SERVICE OFFICES	780 368
75	27-A-028-A-00-001-0	MARBRAN PROPERTIES LLC	37812 VINE	SHOPPING CENTER (10 UNITS - 1 VACANT)	1949	RETAIL WAREHOUSE STORAGE	11200 770 209
76	27-B-035-A-00-001-0	BARE RONALD M & VALERIE L	37805 VINE	2-FAM RESIDENTIAL	1920	DWELLINGS	2180
76	27-B-036-0-00-026-0	BARE RONALD M & VALERIE L	37819 VINE	FEDERATED AUTO PARTS	1920	RETAIL	3320
76	27-B-036-0-00-028-0	BARE RONALD M & VALERIE L	3966 CHURCH	FISHER AUTOMOTIVE & FRAME	1930	PARTS/SERVICE	1800
76	27-B-036-0-00-027-0	BARE RONALD M & VALERIE L	VINE	-----	----	PARKING	----
77	27-B-036-0-00-025-0	R & J NICHOLSON PROPERTIES LLC	37825 VINE	SKELLY'S HARMONY BAR	1930	TAVERN/BAR SUPPORT AREA	2096 2096
78	27-B-036-0-00-024-0	KUHAR FRANK J & KATHLEEN L CO TR	37841 VINE	HWF SUPPLY	1940	RETAIL WAREHOUSE	968 3872
79	27-B-036-0-00-023-0	K & M ENTERPRISES	37849 VINE	UNITED STATES LIGHTING SERVICE	1918	OFFICES WAREHOUSE SUPPORT AREA	1567 9720 200
79	27-B-036-0-00-036-0	K & M ENTERPRISES	CHURCH	PARKING	----	PARKING	----
79	27-B-036-0-00-037-0	K & M ENTERPRISES	CHURCH	PARKING	----	PARKING	----
79	27-B-036-0-00-022-0	K & M ENTERPRISES	VINE	PARKING	----	PARKING	----
80	27-B-036-0-00-021-0	KIMBALL LAWRENCE C TR @(6)	37917 VINE	U.S. AGENCY INSURANCE GROUP	1923	OFFICES SUPPORT AREA STORAGE	1850 1880 1264
81	27-B-036-0-00-020-0	WOOD BY DESIGN LLC	37931 VINE	THE SWAK BUILDING  GENIS WOODWORKING	  1981	OFFICES SUPPORT AREA LIGHT MANUFACTURING OFFICES	2562 1183 6080 1120
82	27-B-036-0-00-019-0	THOMAS THEODORE	37941 VINE	SCHULTZ UPHOLSTERING  1-FAM RESIDENTIAL	1930  ----	RETAIL STORE SUPPORT AREA DWELLING	2206 3058 832
83	27-B-037-0-00-002-0	JACOBS PAUL & PAMELA B	3919 ERIE	A.J. PARKER PLUMBING & HEATING	1983	MULTI-USE OFFICE WAREHOUSE	200 2160
84	27-B-037-0-00-003-0	CENDOL FRANK & RONNA DEL TORTO	3931 ERIE	RESIDENTIAL	1929	DWELLING	792
84	27-B-037-0-00-004-0	CENDOL FRANK	3937 ERIE	CENDOL CONSTRUCTION CO	1958	OFFICES STORAGE SUPPORT AREA DWELLING	888 528 888 888

MAP KEY	PARCEL	OWNER(S)	ADDRESS	PRIMARY OCCUPANT?	YEAR BUILT	AUDITOR'S USE CLASSIFICATION	BLDG AREA	
85	27-B-037-0-00-006-0	RIVERFRONT ENTERPRISES INC	3951 ERIE	SEE RE14 FOR TENANT LIST	1990	OFFICES	7200	
85	27-B-037-0-00-005-0	RIVERFRONT ENTERPRISES INC	"	"	----	-----	----	
86	27-A-030-0-00-006-0	FIFTH THIRD BANK	38201 MENTOR	FIFTH THIRD BANK	2002	BANK	4149	
87	27-B-037-A-00-005-0	CHAGRIN RIVER WALK LLC		PROPOSED				
88	27-A-029-B-00-031-0	WILLOUGHBY MASONIC TEMPLE CO	32 PUBLIC SQUARE ?? PUBLIC SQUARE 34 PUBLIC SQUARE 36 PUBLIC SQUARE	MASONIC HALL RELIGIOUS BOOK STORE MICHAEL'S BARBER & BEAUTY SHOP OHIO GROTTO ASSOC.	1928	FRATERNAL ORG RETAIL RETAIL OFFICES SUPPORT AREA	15808 1000 1100 1000 3100	
89	27-A-029-C-00-044-0	MERHAR LOIS	4077 CLARK	THE MERHAR AGENCY - NATIONWIDE INS.	1935	OFFICES SUPPORT AREA	2032 752	
<b>TOTALS</b>							<b>SQ. FT.</b>	<b>PERCENT</b>
TOTAL RETAIL							127,144	22.5%
TOTAL OFFICE							123,687	21.9%
TOTAL RESTAURANT/BAR							47,520	8.4%
TOTAL BANK/CREDIT UNION							19,366	3.4%
TOTAL AUTOMOBILE SERVICES							9,810	1.7%
TOTAL B & B/FUNERAL HOME							19,884	3.5%
TOTAL LIGHT MFG.							6,080	1.1%
TOTAL TELECOM. FACILITY							17,400	3.1%
TOTAL FRATERNAL ORG.							15,808	2.8%
<u>TOTAL SUPPORT AREAS/STORAGE/WAREHOUSE</u>							<u>178,920</u>	<u>31.6%</u>
ALL							565,619	100.0%

# **APPENDIX B – INTERVIEW RESULTS**

On December 13, 2007, interviews were conducted with eleven individuals identified as having a vested interest in the future of Willoughby's historic downtown. About half of those interviewed own property within the downtown, and all but one are also business owners. Although it was a relatively small sample of all interested parties, the consistencies in the opinions expressed suggested that a larger sampling would likely provide similar results. A number of observations were shared by most, if not all, of those interviewed, representing wide-spread agreement on particular subjects. Several opinions were shared by a majority of respondents. Many others were offered by only one or two respondents, but were deemed to be potentially informative.

## **Retail**

Everyone expressed a desire for more retail and less office or other non-retail uses on the ground floor, and for more retail diversity. Several people saw a need for more shops that would attract women to the downtown area, such as higher-end clothing stores, women's accessories, boutiques, etc. Others suggested more shops that encourage browsing or more "niche" shops like "Spin" and "The Spice Peddler." A need for "brand name" stores was suggested. Several also expressed concern that Downtown was losing its antique shops.

## **Restaurants**

There were mixed responses to the preponderance of Downtown restaurants. Some believe there are too many restaurants, while others said there weren't enough. Two respondents thought there needed to be more up-scale restaurants, but at least one said the need was more family-style restaurants. Several commented that restaurants were fine, but that there were too many "bars." Others were concerned that the restaurants don't attract enough day-time business.

## **Special Events**

All participants like the several special events held Downtown, and most think there should be more. The Arts festival, Frontier Days and the free concerts were all praised highly by the majority of participants. One person mentioned that the Bike Rally "Spin" held in October was a success and should be repeated. The same respondent suggested additional activities linked to the River, such as a spring fishing tournament or festival, timed to coincide with the trout spawning season.

## **Riverwalk**

While some expressed reservations about the proposed Riverwalk development, most thought it would not adversely impact existing businesses. Several suggested the two areas would attract different markets, different businesses, and non-competitive rents. Some thought the project might even be beneficial by adding potential customers to the area, provided a convenient and economical way could be found to generate pedestrian access between the two locations. Most believe walking across the Mentor Avenue bridge would not be a reasonable solution because of the high volume and proximity of adjacent traffic.

## **Parking**

Everyone mentioned the overall lack of adequate and convenient customer parking as a significant issue. Many commented on how some large land owners have ample parking for their own businesses, and sometimes even enough to lease out the surplus. At the same time, however, most property owners and businesses have few if any parking spaces of their own, or common spaces that are sufficiently close or convenient. Everyone also said that because of the steep grade, as well as the distance, City parking areas across from Todd Field are not a viable option for most downtown patrons, particularly for senior citizens and the handicapped. All added that they would be likely to support a financially acceptable and mutually beneficial way to bridge the gap between parking and other activities in the valley and the Downtown businesses, if such a thing can be devised, and if it could be done without too much damage to the visual environment. One respondent was glad there were no parking meters. Another was unhappy that so many institutional parking spaces are vacant but unavailable for most of the week.

## **Safety and vandalism**

Safety and vandalism was also mentioned by all the participants. None thought that adequate safety is an actual problem, but that there might be an issue of perception. Several mentioned that loud motorcycles and riders frequenting local businesses can give the impression that Downtown may not be safe for everyone. Others mentioned that crowds of smokers outside the bars also created a feeling of unease.

The responses to vandalism were mixed. Several said it is an issue and blamed it on inebriated patrons of specific bars and restaurants. At least one said that vandalism does not occur on the main streets, but on the side streets where there are less “eyes on the street.” Some said that most of the vandalism was caused by teenagers hanging out downtown. Still others said they have not seen enough incidents of vandalism in downtown to consider it a problem, and one attributed that to the increased police presence and improved lighting.

## **Streetscapes**

Everyone mentioned that they liked the streetscape provided by the city along Erie Street, as well as the care the city takes to maintain it. They like the flags, the flowers and the seasonal decorations. Several said they would like to see the City extend the streetscape down the side streets.

## **General ambience**

Everyone likes the “feel” of the downtown area and want to see it maintained. While it has some flaws, they all believe that it is a “special” place.

## **Building Facades**

Many would like more attention given to issues involving building façades, including maintenance, historic preservation, protecting original architectural features, and the general visual “fabric” of downtown. Several identified specific instances of unsightly store windows, dirty interiors visible from the sidewalk, and debris collecting in front of stores. Several people talked about the problems of absentee landlords who own buildings that need repair or renovation.

## **Funding for Improvements**

The property owners we interviewed said they would support, or would consider supporting, the creation of a “benefit assessment district,” provided they were convinced of the benefits for them and the district as a whole, and provided they believed it was set up fairly, with financial responsibilities appropriate to specific properties. Business owners leasing space were not so sure, concerned with their roles in decision making, as well as their specific benefits and financial obligations.

### **Observations offered by one or two respondents:**

The permitting process for the City needs to be clearer and more “user friendly;”

The city needs to do a better job of informing residents in the historic district of the boundaries of the district and the special rules that apply within the district;

Beer sales at local festivals and events should be stopped because it cuts down on bar and restaurant business during those events;

More cooperation between the City and the Merchants Association is needed to plan for events and solve various issues.

There are too many separate “Downtown” organizations with similar goals, but little or no coordination and too frequently, a duplication of efforts. It would be better if they were all combined into one organization with a paid director.

More than one would like to see stores stay open later at least one night during the week, and on both Friday and Saturday.

At least two said that the city should make a better effort to remove leaves and snow from the streets and sidewalks, at least before major events.

The use of “sandwich board” signs has gotten out of control.

Some may need financial assistance to adequately maintain the architectural integrity of their building façades.

The City needs more staff to help tenants with landlords, assist with getting through the City processes, take an active role in attracting the right tenants, and/or provide inspections before a new tenant moves in.

Should promote artists’ lofts, galleries and generally an artist community.

Need more “timely” garbage collection.

There needs to be better taxi service on weeknights.

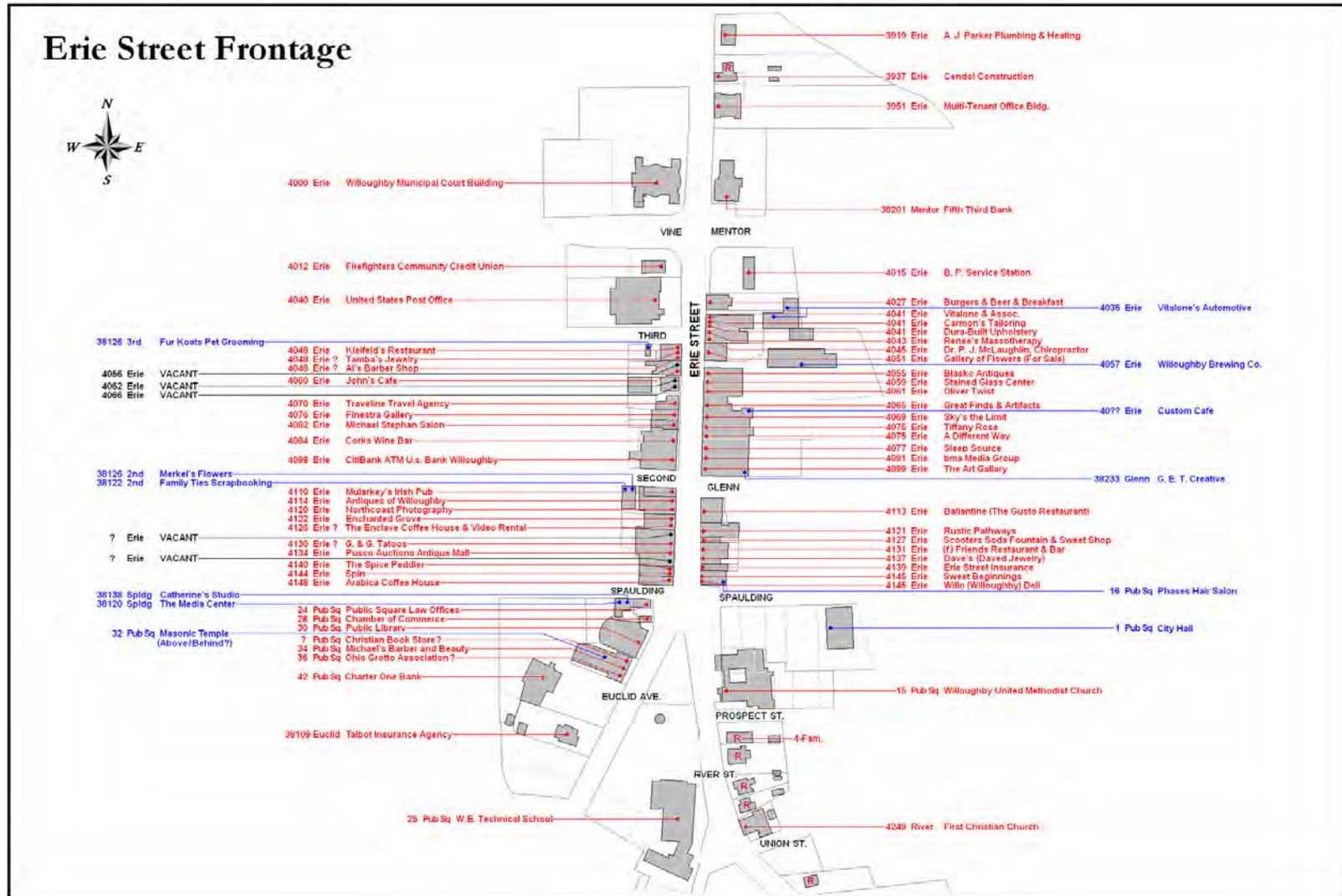
Promote Downtown as a “real and original” Legacy Village.

Upper floor residences good to have but need to be bigger, better units.

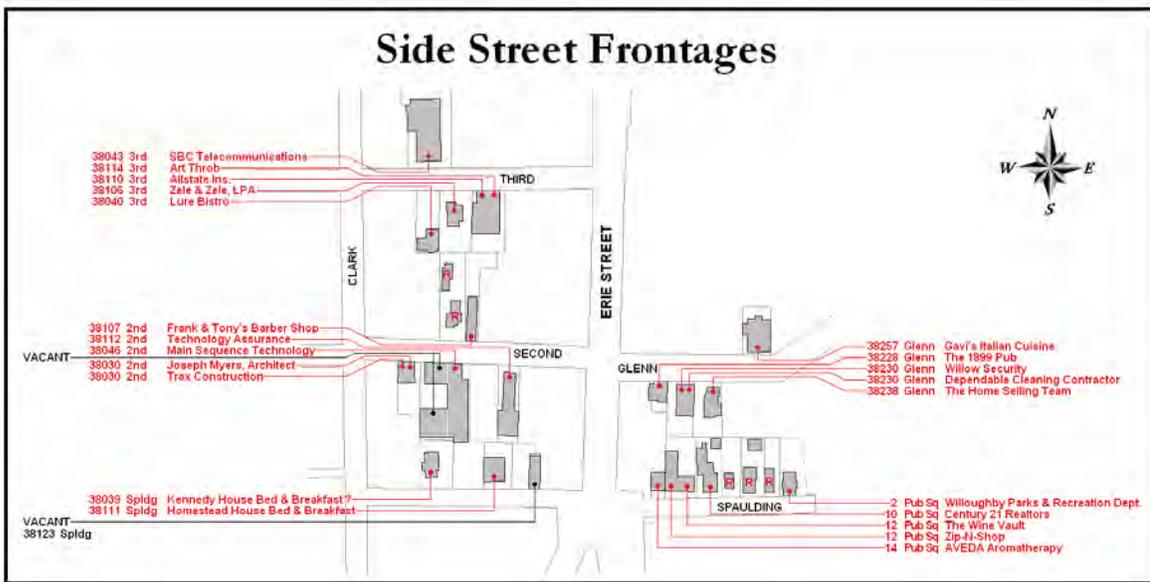
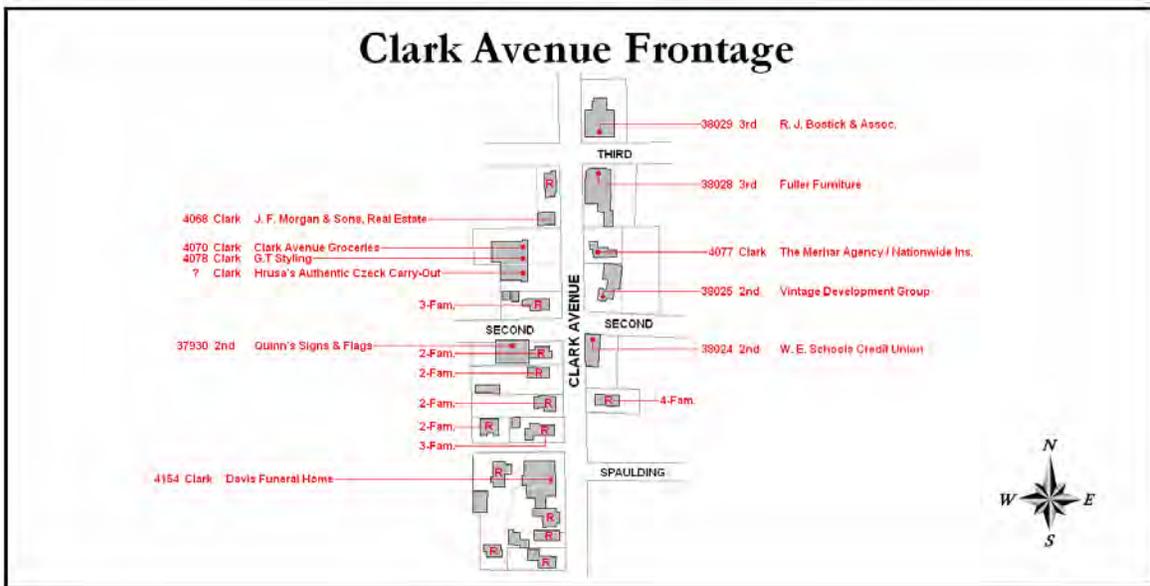
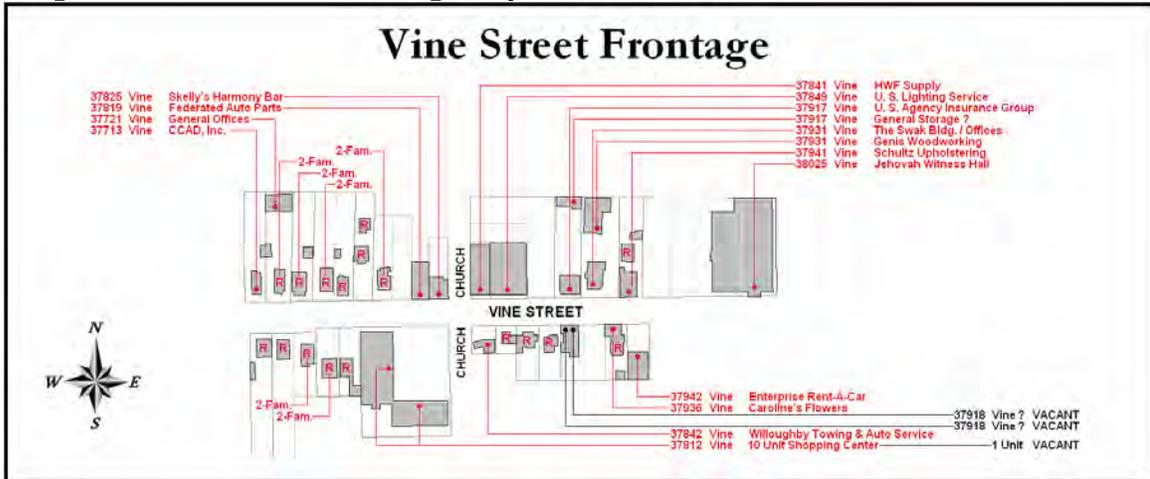
“Tow Away Zone” signs not customer friendly.

# APPENDIX C – DOWNTOWN FIRST FLOOR OCCUPANCY

Map C-1 - First Floor Occupancy – Erie Street



# Map C-2 - First Floor Occupancy – Other Streets



# APPENDIX D – NORTH END COMMERCIAL PROPERTY

Map D-1 - Property Identification for Table C-1 Commercial Property Descriptions

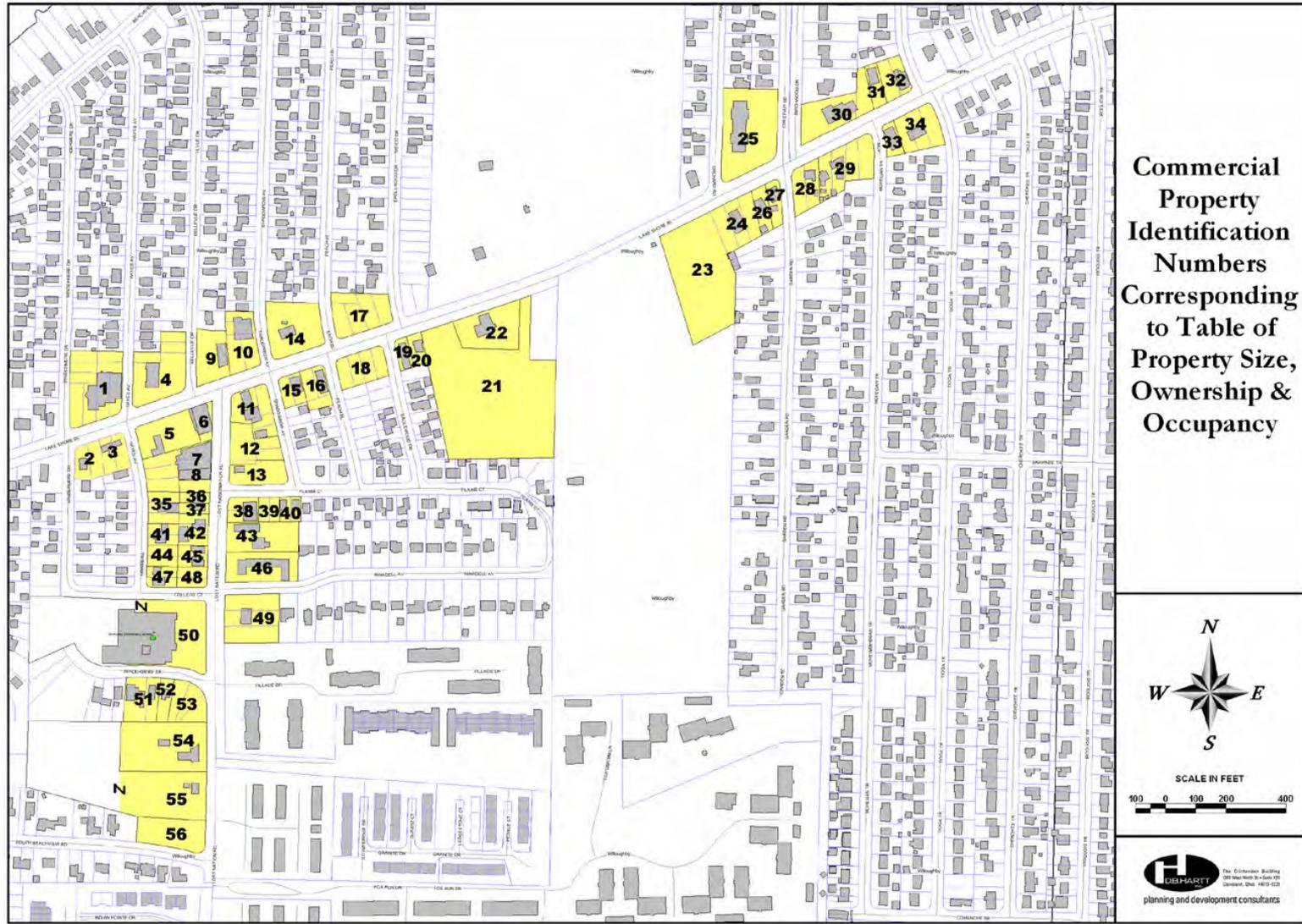


Table D-1 - Commercial Property Descriptions

North End Commercial Property Size, Ownership & Occupancy													
MAP KEY	ADDRESS	OWNER(S)	PRIMARY OCCUPANT ?	ACRES	AUDITOR'S USE CLASSIFICATION	1st FLOOR RETAIL AREA	1st FLOOR OFFICE AREA	1st FLOOR MFG. AREA	2nd FLOOR OFFICE AREA	RESI. DENTAL	SUPPORT AREA	SCHOOL	TOTAL FLOOR AREA
1	38429 LAKE SHORE	ERESIDE PROPERTIES LLC	ERESIDE CLINIC	0.91	MEDICAL CLINIC	---	9799	---	---	---	9799	---	19598
3	38426 LAKE SHORE	AMMON MARY LOUISE	---	0.23	RETAIL STORE	1836	---	---	---	---	---	---	1836
4	38459 LAKE SHORE	ERESIDE PROPERTIES LLC	LOST NATION PROFESSIONALS	0.76	MEDICAL OFFICE BLDG	---	3128	---	---	---	---	---	3128
5	38448 LAKE SHORE	GIORDANO JAMES V & RITA C	CHERT'S SPECIAL AFFAIRS	0.51	RETAIL STORE	1760	---	---	---	---	---	---	1760
6	1066 LOST NATION	GIORDANO JAMES V TRUSTEE	---	0.07 ±	APARTMENTS	---	---	---	---	4477	---	---	4477
6	1066 LOST NATION	GIORDANO JAMES V TRUSTEE	---	0.10 ±	RETAIL MULTI OCCUP	5431	---	---	---	---	4791	---	10222
7	1072 LOST NATION	HERMAN KUBAITIS LLC	---	0.51	DISCOUNT STORE/MKT	7749	---	---	---	---	---	---	7749
8	1098 LOST NATION	BANCROFT MARK & LINDA	---	0.09	RETAIL STORE	2936	---	---	---	---	---	---	2936
9	38493 LAKE SHORE	ALLEN MICHAEL J & WHITNEY J	AT WITZ END	0.42	RESTAURANT	2730	---	---	---	---	2047	---	4777
10	38513 LAKE SHORE	RALL INC	LOST NATIONS CONVENIENT	0.46	CONVENIENT STORE	3480	---	---	---	---	---	---	3480
11	1065 LOST NATION	OSBORNE RICHARD M TR	SHELL SERVICE STATION	0.45	SERVICE STATION	1694	---	---	---	---	---	---	1694
11	SHADOWBROW	OSBORNE RICHARD M TR	---	0.07	GARAGE	---	---	---	---	---	836	---	836
12	1073 LOST NATION	OSBORNE RICHARD M TR	VACANT LOTS	0.35	---	---	---	---	---	---	---	---	0
13	PLAINS CT	OSBORNE RICHARD M TR	---	0.40	RETAIL STORE	576	---	---	---	---	---	---	576
14	38525 LAKE SHORE	JOSHOUN PROPERTIES LLC	DALE'S CERTIFIED AUTO	0.69	AUTO PARTS/SERVICE	1305	---	---	---	---	---	---	1305
15	38526 LAKE SHORE	ZALUD SHIRLEY & DONALD	---	0.09 ±	DWELLING	---	---	---	---	1530	---	---	1530
15	38526 LAKE SHORE	ZALUD SHIRLEY & DONALD	CAPITAL HOME MORTGAGE	0.09 ±	OFFICES	---	720	---	---	---	---	---	720
16	38530 LAKE SHORE	CASERTA KENT A	KENT CASERTA FAMILY DENT.	0.25	MEDICAL CENTER	---	1924	---	1924	---	---	---	3848
17	38555 LAKE SHORE	FIGLER EDWARD T TR #(2)	VACANT LOTS	0.64	---	---	---	---	---	---	---	---	0
18	38556 LAKE SHORE	JUNIOR PROPERTIES LTD	VACANT LOTS	0.37	---	---	---	---	---	---	---	---	0
19	38566 LAKE SHORE	ESTATE PRO LLC	YALE TV & APPLIANCES	0.11	RETAIL STORE	1872	---	---	---	---	---	---	1872
20	38572 LAKE SHORE	HESS FRANK & BEVERLY	D & D MODERN HAIR DESIGN	0.11	GENERAL COMM.	808	---	---	---	---	---	---	808
21	LAKE SHORE	FIGLER EDWARD T TR #(2)	VACANT LOT	3.79	---	---	---	---	---	---	---	---	0
22	38600 LAKE SHORE	ESTATE PRO LLC	C. O. R. E.	0.64	BANK	3024	---	---	---	---	---	---	3024
23	38748 LAKE SHORE	MITCHELL MARGARET I	VACANT LOT	1.48	---	---	---	---	---	---	---	---	0
24	38748 LAKE SHORE	MITCHELL MARGARET I	LAST STAND SALOON	0.48	RESTAURANT	2310	---	---	---	---	1362	---	3672
25	38751 LAKE SHORE	PARKSHORE APARTMENTS INC	MULTI-FAMILY RESIDENCES	1.55	24 APARTMENTS	---	---	---	---	24000	---	---	24000
26	38744 LAKE SHORE	MITCHELL MARGARET I	RESIDENCE	0.16	DWELLING	---	---	---	---	1413	---	---	1413
27	38752 LAKE SHORE	TO NGHIA TRI & JESSICA Q	RESIDENCE	0.15	DWELLING	---	---	---	---	1276	---	---	1276
28	38770 LAKE SHORE	BOLZ ENTERPRISES LLC	LAKESHORE LOUNGE	0.32	BAR/LOUNGE	1264	---	---	---	---	416	---	1680
29	38776 LAKE SHORE	ZONE DAVID A	ZONE WELDING	---	APARTMENTS	---	---	---	---	1176	---	---	1176
29	38776 LAKE SHORE	ZONE DAVID A	ZONE WELDING	0.62	AUTO PARTS/SERVICE	1080	---	---	---	---	---	---	1080
30	38769 LAKE SHORE	GRA PROPERTIES AND MGMT LLC	---	0.67	RETAIL MULTI OCCUP	3785	---	---	---	---	---	---	3785
31	38783 LAKE SHORE	SPADE REAL ESTATE LLC	---	0.15	OFFICES	---	1500	---	---	---	---	---	1500
32	38803 LAKE SHORE	CHANNELL BONDI S LLC	BONDI'S BEV & DELI	---	APARTMENTS	---	---	---	---	792	---	---	792
32	38803 LAKE SHORE	CHANNELL BONDI S LLC	BONDI'S BEV & DELI	0.25	RETAIL STORE	1406	---	---	---	---	564	---	1970
33	38802 LAKE SHORE	LIMBERT KEVIN P	THE PROP SHOP	0.12	RETAIL STORE	1089	---	---	---	---	1182	---	2271
34	38820 LAKE SHORE	CHANNELL PROPERTIES LLC	BELLA'S TANNING	0.42	RETAIL STORES	1960	---	---	---	---	---	---	1960
35	1115 HAYES	PEALER ROBERT D	---	0.24	AUTO PARTS/SERVICE	2154	---	---	---	---	---	---	2154
36	1110 LOST NATION	PEALER ROBERT D	CAROLE JOY BEAUTY SALON	0.08	RETAIL STORE	1015	---	---	---	---	---	---	1015
37	1114 LOST NATION	PEALER ROBERT D	RESIDENCE	0.08	DWELLING	---	---	---	---	792	---	---	792
38	1113 LOST NATION	HAMILTON PARTNERS INC	WIND SURF OHIO	0.18	RETAIL STORE	2440	---	---	---	---	---	---	2440
39	PLAINS CT	HAMILTON PARTNERS INC	VACANT LOTS	0.14	---	---	---	---	---	---	---	---	0
40	38524 PLAINS CT	CAPUTO PROPERTY MGMT	RESIDENCE	0.07	DWELLING	---	---	---	---	1008	---	---	1008
40	38530 PLAINS CT	CAPUTO MICHAEL	RESIDENCE	0.07	DWELLING	---	---	---	---	660	---	---	660
41	1127 HAYES	BALMGARDNER JAMES & SHIRL	RESIDENCE	0.16	DWELLING	---	---	---	---	1152	---	---	1152
42	1126 LOST NATION	D M V ENTERPRISE LTD	JT'S DINER	0.12 ±	RESTAURANT	1043	---	---	---	---	---	---	1043
42	1126 LOST NATION	D M V ENTERPRISE LTD	---	0.11 ±	LIGHT MFG	---	---	1530	---	---	---	---	1530
43	1125 LOST NATION	LEWIS WILLIAM & MICHELLE D	RESIDENCE	0.26 ±	DWELLING	---	---	---	---	2028	837	---	2865
43	1125 LOST NATION	LEWIS WILLIAM & MICHELLE D	GINGERBREAD HSE DAY CARE	0.26 ±	OFFICES	---	2064	---	---	---	---	---	2064
45	1136 LOST NATION	D M V ENTERPRISE LTD	RESIDENCE	0.08	DWELLING	---	---	---	---	866	---	---	866
45	1140 LOST NATION	D M V ENTERPRISE LTD	RESIDENCE	0.08	DWELLING	---	---	---	---	791	---	---	791
46	1135 LOST NATION	JERIC MAXIMILLIAN	RESIDENCES	0.12 ±	APARTMENTS	---	---	---	---	3940	---	---	3940
46	1135 LOST NATION	JERIC MAXIMILLIAN	LOST NATION LAUNDROMAT	0.52 ±	RETAIL STORE	1200	---	---	---	---	---	---	1200
47	1153 HAYES	DMV ENTERPRISES LTD	RESIDENCE	0.16	DWELLING	---	---	---	---	952	---	---	952
48	LOST NATION	DMV ENTERPRISES LTD	VACANT LOTS	0.16	---	---	---	---	---	---	---	---	0
49	1171 LOST NATION	PEZEROVIC MILAN R. ROSALIA	CHUCK'S AUTO CLINIC	0.59	AUTO PARTS/SERVICE	1745	---	---	---	---	---	---	1745
50	LOST NATION	BD. OF EDUCATION	MC KINLEY ELEM. SCHOOL	1.25 ±	SCHOOL	---	---	---	---	---	---	34748	34748
51	1204 WINDERMERE	TACKETT BARBARA SUE	RESIDENCE	0.25	DWELLING	---	---	---	---	1544	---	---	1544
51	1208 WINDERMERE	TACKETT BARBARA SUE	RESIDENCE	0.16	DWELLING	---	---	---	---	900	---	---	900
52	1212 WINDERMERE	SPEAR THERESA M & RICHARD D	RESIDENCE	0.14	DWELLING	---	---	---	---	724	---	---	724
53	1230 WINDERMERE	LINCOLN TRUST COMPANY	VACANT LOTS	0.35	---	---	---	---	---	---	---	---	0
54	1238 LOST NATION	BPJP REALTY LLC	RESIDENCES	0.46	APARTMENTS	---	---	---	---	2056	---	---	2056
54	1238 LOST NATION	BPJP REALTY LLC	BRANDT'S CANDIES	0.46	RETAIL STORE	1624	---	---	---	---	48	---	1672
55	1250 LOST NATION	PRINDLE THEODORE D & CLAIRE	ICE CREAM STAND	2.29 *	FOOD FRANCHISE	640	---	---	---	---	640	---	1280
56	38467 S BEACHVIEW	PRINDLE THEODORE D & CLAIRE	VACANT LOT	0.48	---	---	---	---	---	---	---	---	0
				28.30		59,956	19,135	1,530	1,924	52,077	22,522	34,748	191,892

SUMMARY	ACRES	FLOOR RETAIL AREA	1st FLOOR OFFICE AREA	1st FLOOR MFG. AREA	2nd FLOOR OFFICE AREA	RESI. DENTAL	SUPPORT AREA	SCHOOL	TOTAL FLOOR AREA
VACANT LOTS	7.92	0	0	0	0	0	0	0	0
SINGLE-FAMILY DWELLINGS	1.91	0	0	0	0	15,636	837	0	16,473
MULTI-FAMILY RESIDENTIAL	2.20	0	0	0	0	34,473	4,791	0	39,264
TOTAL RESIDENTIAL	4.11	0	0	0	0	50,109	5,628	0	55,737
AUTOMOTIVE PARTS AND SERVICES	2.66	7,978	0	0	0	1,176	836	0	9,990
BANK	0.64	3,024	0	0	0	0	0	0	3,024
BAR & RESTAURANTS & ICE CREAM	4.13	7,987	0	0	0	0	4,465	0	12,452
CONVENIENCE STORES	0.97	11,229	0	0	0	0	0	0	11,229
GENERAL RETAIL & PERSONAL SERVICES	4.25	29,738	0	0	0	792	1,794	0	32,324
TOTAL RETAIL	12.65	59,956	0	0	0	1,968	7,095	0	69,019
GENERAL OFFICES	0.50	0	4,284	0	0	0	0	0	4,284
MEDICAL OFFICES	1.92	0	14,851	0	1,924	0	9,799	0	26,574
TOTAL OFFICES	2.42	0	19,135	0	1,924	0	9,799	0	30,858
LIGHT MANUFACTURING	0.11	0	0	1,530	0	0	0	0	1,530
PUBLIC ELEMENTARY SCHOOL	1.25	0	0	0	0	0	0	34,748	34,748
	28.30	59,956	19,135	1,530	1,924	52,077	22,522	34,748	191,892