

# BAY VILLAGE

## RETAIL IMPROVEMENT STRATEGY



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The Urban Design Center of Northeast Ohio  
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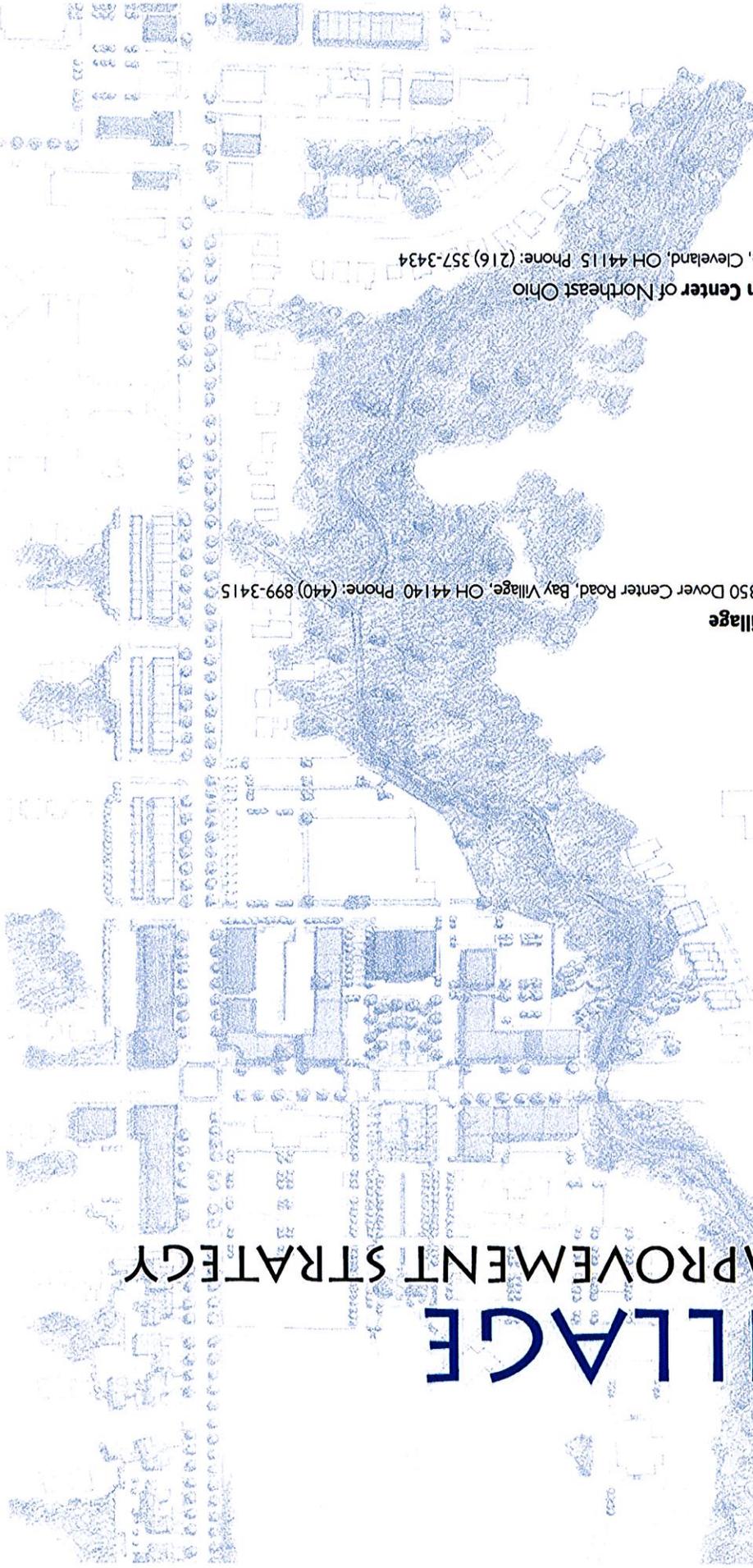


by



The City of Bay Village  
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Prepared for





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# INTRODUCTION

## Purpose

The City of Bay Village is one of the most attractive and stable communities on the west side of Cleveland, with a median household income that is 80% higher than the average for Cuyahoga County, an excellent school district, and open space and recreation amenities that are the envy of the region. Despite its relative prosperity and numerous attractions, Bay Village's supply of local retail is very limited. Less than 3% of the city's land is in commercial use, concentrated in two small retail centers, less than half a mile apart on Dover Center Road. The range of tenants is limited, and neither area offers the ambience of a town center or community meeting place.

The deficiencies of commercial development were recognized in the city's Master Plan of June, 1999 which presented a series of conceptual recommendations for improvement of the Dover Center Road corridor. The Bay Village Retail Improvement Strategy builds on these recommendations to provide more detailed definition of the master plan concepts. The objective of the study was to develop a physical framework for commercial reinvestment which establishes the mix of uses, density and massing of appropriate levels of development in the Dover Center Road corridor and illustrates the potential design character of buildings and open spaces.

This is only a preliminary step towards redevelopment of the city's commercial core and none of the elements in these drawings is expected to be built as shown. The first step in any redevelopment process is to establish the type of uses and organization of buildings, parking and open spaces on the sites in question. These overall concepts then inform the much longer and more complicated process of making appropriate zoning changes and committing the necessary public resources, undertaking market studies, defining development agreements, and preparing detailed design and construction documents.

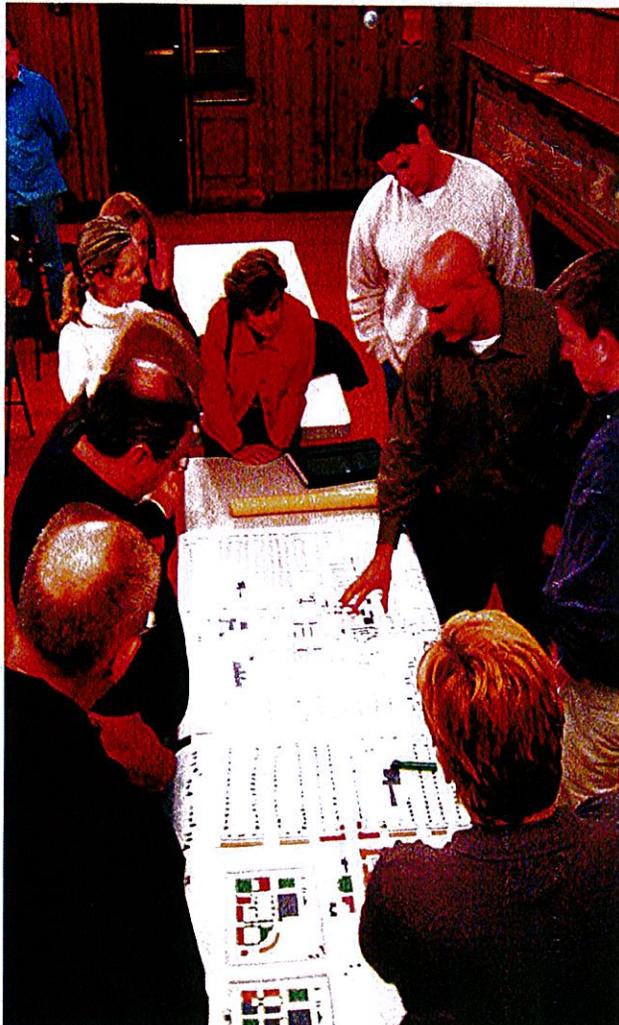
In addition to concepts for commercial redevelopment, the plans presented here include a series of ideas for longer-term development of adjacent sites, including residential properties on the east side of Dover Center Road, landscape and circulation improvements in Cahoon Park, across from Bay Village Square, and possible relocation of the Bay Village Public Library to a dramatic creek-side site in the park. Redevelopment of the commercial areas is not dependant on any of these "external" proposals. They are included because they reinforce the commercial core, and also support other goals of the 1999 Master Plan, such as providing housing options which allow residents to remain in the community as they age. No time-frame has been identified for implementation of these proposals, and the only action recommended is consideration of the zoning changes required to permit their future development as properties change hands.



*Bay Village is characterized by richly landscaped neighborhoods with a quality housing stock*

## Process

The Bay Village Retail Improvement Strategy was directed by a Steering Committee made up of local residents, city officials, and representatives of the businesses and property owners of the corridor. This committee met



five times during the study and hosted three open public forums to generate ideas and feedback from interested residents.

These meetings were an integral part of a 3-step process which began with an analysis of the opportunities and constraints of the Dover Center Road corridor and adjacent areas. Data sources included the 1999 Master Plan, field surveys, and input from the Steering Committee and participants in the first public workshop. This information was used to define the issues, establish redevelopment goals, and clarify the preferences and concerns of the community.

Based on this analysis, several diagrammatic concepts were prepared for review by the Steering Committee and participants in a second public workshop. These meetings led to consensus on the directions that were to be further developed in the final phase of the study.

Based on the community's comments and suggestions, the illustrative plans and sketches of this report were prepared and presented for review in a third and final public workshop which was well attended by previous participants as well as newcomers to the process. There will be many further opportunities, however, for the citizens of Bay Village to comment on the plans and suggest modifications as the redevelopment process moves forward. This report and a summary poster of the proposals are offered as part of a continuing effort to disseminate the ideas and generate further discussion and feedback.

*Participants in the second public workshop discuss alternative concepts*

# EXISTING DEVELOPMENT

Dover Center Road currently supports a mix of uses in the ¼ of a mile stretch from Lake Road to the southern boundary of Bay Village, where the road crosses the rail-road tracks into the City of Westlake.

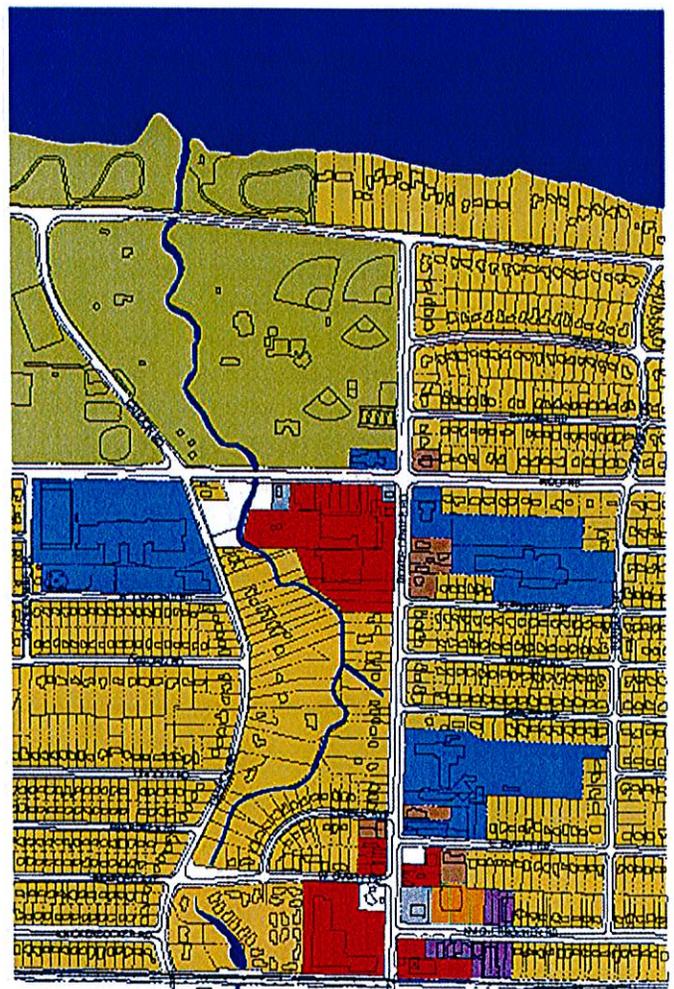
## Commercial development

Retail uses are concentrated in Bay Village Square at Wolf Road, and in the Dover Junction plaza at the city border. Other businesses and some small professional offices front Dover Center Road between the two plazas, as shown in the map of Existing Land Use.

Bay Village Square, which is the largest commercial center of the city, currently offers 119,000 square feet of retail space in single-story buildings, including a free-standing Heinen's supermarket, a variety of small convenience stores arranged around a surface parking lot, and a total of 496 parking spaces. Immediately west of the square is a Shell gas station, and the southwest corner of Dover Center Road is occupied by a small auto-parts and service



*Bay Village Square*



**Existing Land Use**

business. Neither of these auto-oriented uses creates a very attractive first impression of the shopping center, and the parking lot in the center of the complex offers none of the qualities of a village "square."

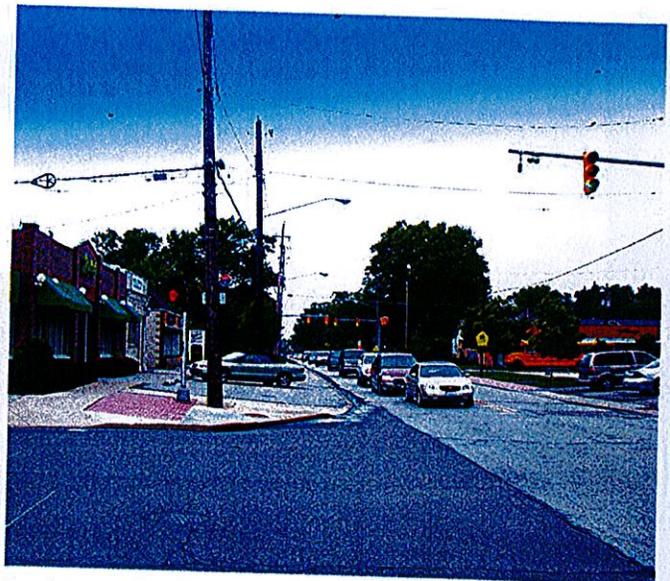
Bay Village Square also takes little advantage of its unique location, immediately across from Cahoon Park and adjacent to the heavily wooded valley of Cahoon Creek. The creek is inaccessible from the plaza, and the Wolf Road bridge does little to announce entry into the heart of the community. The bridge, however, is scheduled for reconstruction in 2005 so its design could be developed to create a clear "gateway" to the village center. Similarly, stronger connections to the extensive recreational and historic resources of Cahoon Park could add special distinction to the commercial area, offering a variety of additional family-oriented activities which will attract more consistent use of the area and encourage people to stay longer.

Dover Junction, at the southern end of Dover Center Road, contains just over 200 parking spaces and 62,000 square feet of commercial space, about half of which is currently vacant. An out-parcel at the corner of West Oviatt Road has been vacant for some time and is owned by the City.

In addition to the Dover Junction plaza, the southern node includes several free-standing businesses on either side of Dover Center Road, a CVS drug store on the southeast corner at Knickerbocker Road, and several service and light industrial uses east of the pharmacy. It is a typical auto-oriented commercial district, with businesses spread along the corridor, curb-cuts for each property, exposed sidewalks and few pedestrian amenities. In contrast to the rich landscape of the rest of Bay Village, this area has a relatively barren character and presents a poor image of the city at its southern entry.



*Dover Junction*



*Looking north at Dover Center Road and West Oviatt*

### Residential development

North of Wolf Road, single family homes on large lots with generous front yard setbacks face Cahoon Park. Given the proximity to the lake and frontage on the park, this stretch of the corridor offers an opportunity for higher density development of luxury townhouses or cluster homes, suitable for empty-nesters who no longer want the obligations of maintaining a large home or expansive yard.

The west side of Cahoon Creek, opposite Bay Village Square, is occupied by single family homes on deep lots that cross the creek valley. In addition, there are two relatively large, undeveloped properties fronting the creek which offer the possibility of securing a public easement for a pedestrian trail across the creek, connecting west side residents and institutional uses to Bay Village Square.

Between Bay Village Square and Dover Junction, the corridor supports residential uses on smaller lots, some of which have been converted to professional offices. Housing on the west side backs up to Cahoon Creek, is in good condition and commands moderate to high real estate prices. Development on the east side of Dover Center Road, however, is on smaller lots, has no particular amenity like the creek, and is more likely to redevelop in the relatively near-term. This area would be an ideal location for live/work or home-office units which would benefit from proximity to Bay Village Square and a visible address on Dover Center Road.

Cahoon Ledges, west of Dover Junction, is a recent, medium density development of clustered homes which have sold quickly, at relatively high prices. Although they are adjacent to Dover Junction, these homes face the service side of the plaza and therefore have no access to the conve-

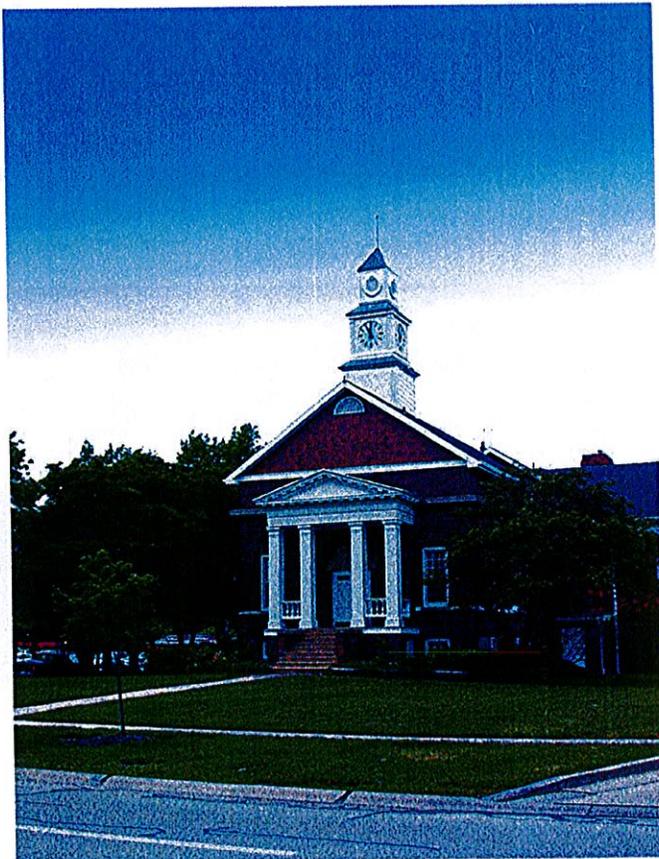


*Existing residential development on the east side of Dover Center Road*



*The Knickerbocker senior housing complex between East Oviatt and Knickerbocker Roads*

nience of a next-door retail center. The Knickerbocker, a high-rise senior housing complex on the east side of Dover Center Road, is similarly unconnected to the convenience of nearby retail uses because of inhospitable sidewalks and the difficulty of crossing Dover Center Road, particularly for elderly people. Further east of the Knickerbocker are several blocks of smaller homes between the railroad tracks and East Oviatt Road. This area has the lowest real estate values in the city and therefore offers a near to mid-term redevelopment opportunity.



*City Hall on Dover Center Road*

### **Institutions and open space**

The jewel of Bay Village is Cahoon Park which offers a variety of cultural and historic attractions, along with extensive active recreation facilities, access to nature and beachfront on the lake. Although it is immediately across the street from Bay Village Square, there is no formal connection between these two important community places, and the only access to the park from this section of Wolf Road is a poorly marked driveway just before the Cahoon Creek bridge. City Hall occupies an appropriately prominent site at the corner of Wolf and Dover Center Roads, but with its entry and parking on the north side, it is also “disconnected” from both the park and Bay Village Square. Redevelopment of the retail center should attempt to integrate these major civic functions to create a stronger sense of this location as the town center of Bay Village.

Other institutional uses in the area include the Normandy School and Board of Education facility on the east side of Dover Center Road, and Bay Village Middle School and the Bay Village Public Library west of the creek. Pedestrian connections between these important facilities and Bay Village Square will further support the commercial center and enhance its significance as the center of town.

Further south on Dover Center Road, the deep setback of the religious complex between Osborn and East Oviatt Roads punctuates the visual character of the street with a significant area of open space. The Post Office on the corner of East Oviatt Road is an important service function which should be integrated into the southern commercial node with streetscape and pedestrian improvements from Donald Avenue to the railroad tracks.

# DEVELOPMENT CONCEPT

The retail improvement strategy builds on the strengths and opportunities of the two existing commercial centers of Bay Village Square and Dover Junction. The proposals for each area include commercial redevelopment of the existing plazas, along with a series of related development possibilities for the surrounding areas. As noted above, these related projects are not essential to expansion of the retail areas, but they support commercial uses by increasing the density of residential development within walking distance and providing connections to a range of additional activities which add to the attractions of the area and encourage people to extend the length of their visit.

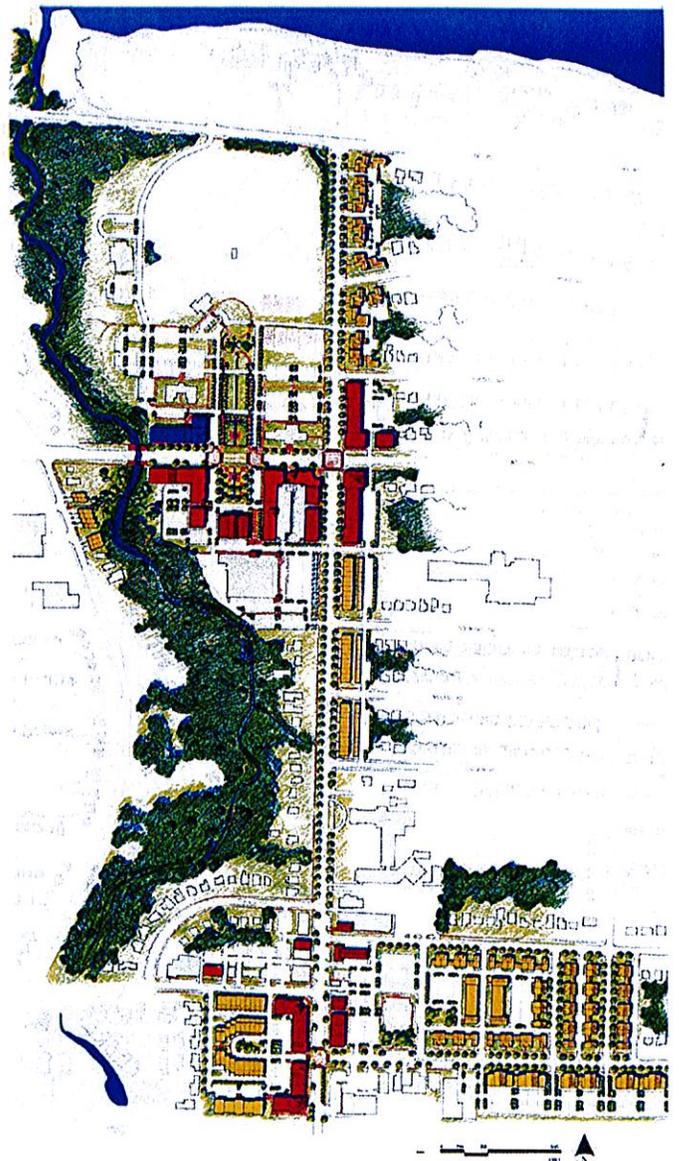
## Bay Village Square

The following four goals were established for revitalization of this area:

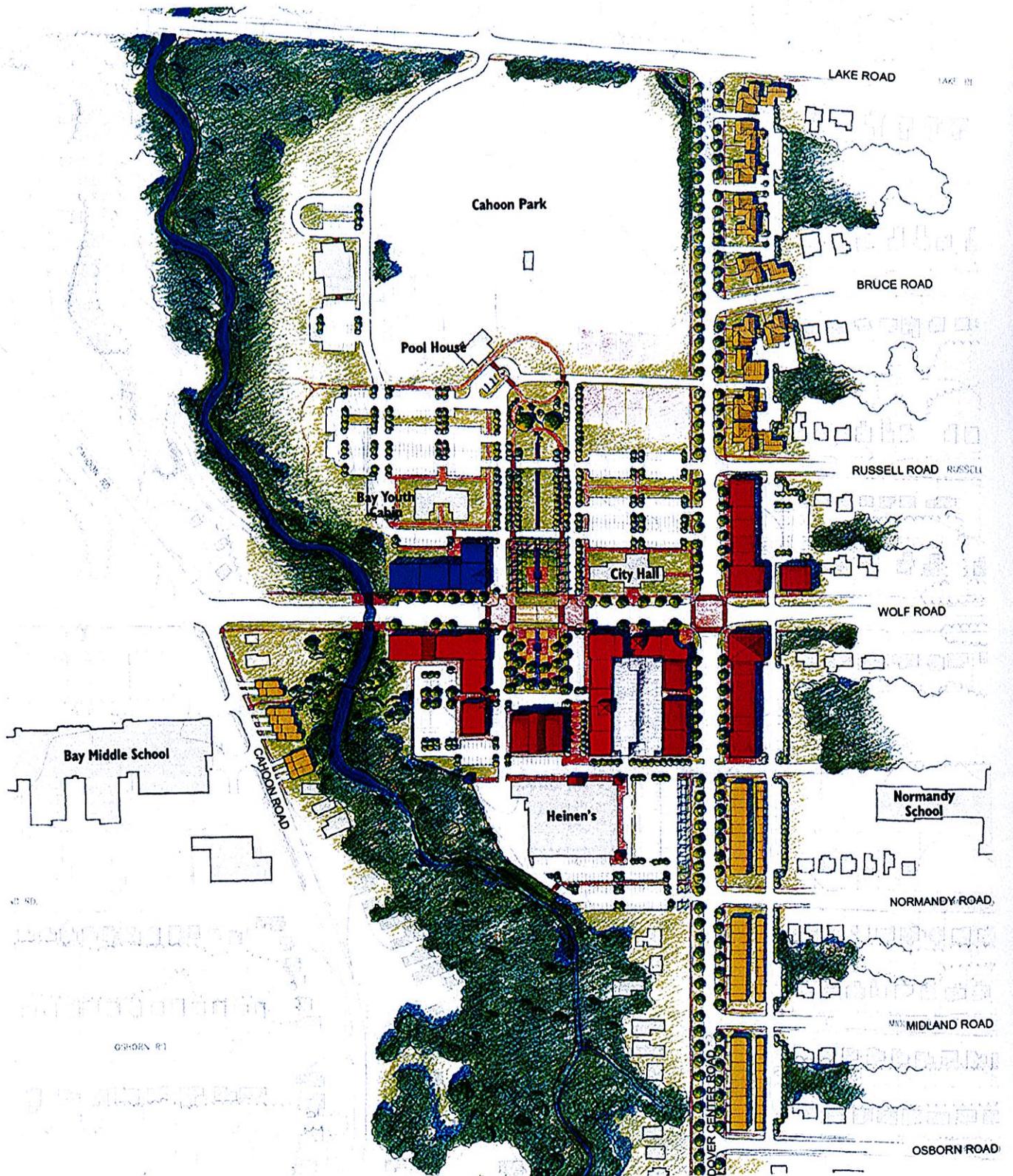
- Create a community meeting place;
- Increase the diversity of uses in the area;
- Take advantage of the adjacent creek;
- Strengthen connections to the park.

Maintaining the configuration of the current center, the new Bay Village Square offers approximately 70,000 more square feet of retail and professional office space, in one and two story buildings clustered around a public open space or "village square." This square is the heart of the complex, providing a place for formal community events, as well as casual encounters as people go about their daily errands.

A continuous frontage of retail uses occupies the ground level of two story buildings on the east and west sides of the square and along Wolf Road, with professional office space on the second level. The larger, freestanding building that encloses the southern face of the square may be one or two stories, and is an ideal location for a Borders bookstore or similar large tenant. If there is a market for



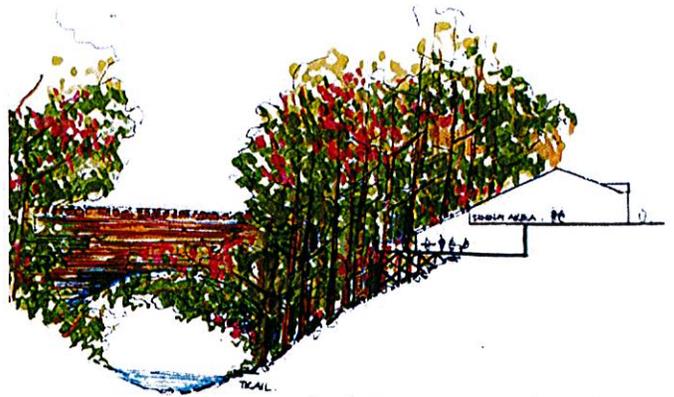
Illustrative plan of retail improvements and related development



**The new Bay Village Square  
and related development opportunities**

a small inn or bed-and-breakfast, its guest rooms could be located on the second floor of the building on the west side of the square, overlooking the creek, with the lobby and café maintaining the activity of the facade at ground level. The most western part of the development, adjacent to the creek, would be an ideal location for a signature restaurant, in a one- or two-story structure designed to take advantage of the unique wooded site and views up and down the creek valley.

New development on both sides of Dover Center Road, between Russell Road and a new mid-block street that connects Normandy School to the commercial complex, is one-story convenience retail and service uses such as branch banks, travel agents or custom framing studios. The Heinen's supermarket remains unchanged, except for the addition of a new entry and facade treatment on the



*An elegant restaurant taking advantage of views up and down the creek valley*



*Approaching the town center of Bay Village from the north, with City Hall on the right*

northern face of the building which gives it a visible presence on the square, with access from the square via a tree-lined pedestrian walk-way adjacent to the bookstore. The Heinen's parking lot is also reconfigured to provide more space for landscaping and a trellis over the row of parking spaces adjacent to the sidewalk on Dover Center Road. As well as shading the cars parked under it, this trellis creates a more attractive street edge, and provides a sheltered location for the stalls of an occasional farmer's market or other sales events like a flea market or community bake sale.

The main entry into the complex is from Wolf Road, on streets around the square which offer short-term perpendicular parking. These streets also provide access to long-term parking in surface lots on the west side; in a three-level parking structure on the east side, integrated

into the new development; and to the parking areas of Heinen's. Parking for the uses on the east side of Dover Center Road is in surface lots behind the new buildings, with access from Wolf Road, Russell Road and the new street connecting to Normandy School. Additional short-term parking spaces are provided in parallel parking on both Dover Center and Wolf Roads. If necessary, these on-street spaces may be restricted during rush hours, but during the day, they serve as a traffic calming device, add life to the streetscape, and provide a buffer between the sidewalks and moving traffic.

To create a stronger connection to Cahoon Park, the streets surrounding the square are continued into the park to enclose a formal public space, or "grand axis", leading past City Hall and the Bay Youth Cabin to the Pool House.

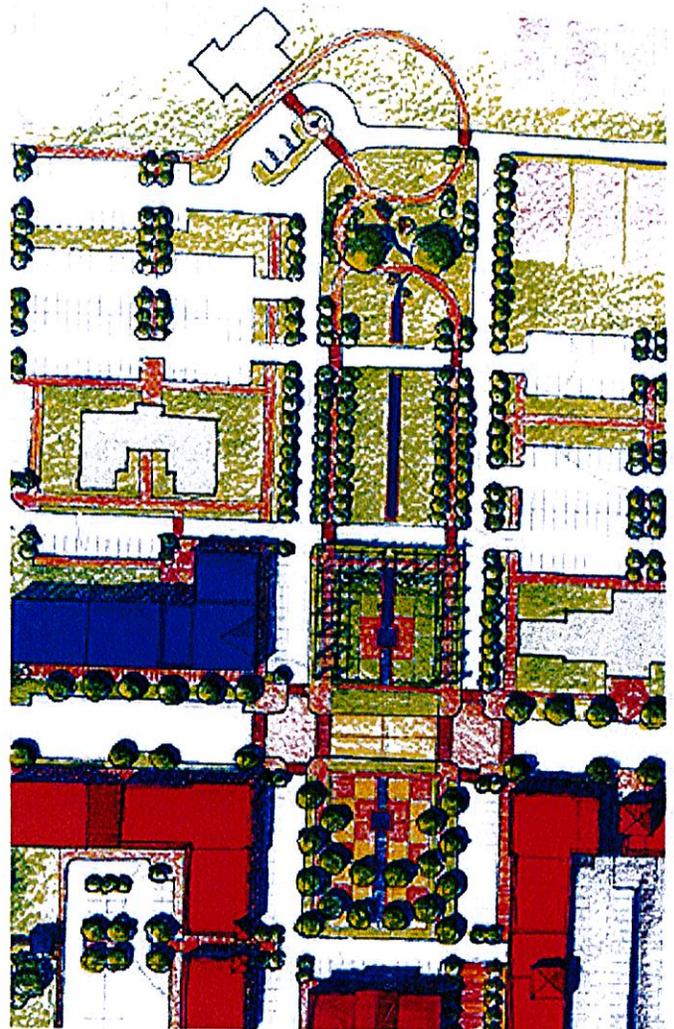


*The town square, from one of the new entry drives into Cahoon Park*

With minor relocation of existing drives and parking areas, this connecting open space can be accomplished with additional parking, and without losing any of the existing activities in this area of the park. The landscape concept for this grand linear space speaks to different periods in the development of Bay Village, starting with a water feature that represents Cahoon Creek, running the length of the space into the town square on the south side of Wolf Road; then a block of equally spaced allées of citrus trees that recall the orchards of early settlement; followed by the block adjacent to City Hall which is surrounded by a vine covered pergola that celebrates the vineyards that once thrived in the area. Pedestrian connections across Wolf Road are emphasized with special paving and speed tables at the intersections to slow traffic and alert drivers to the presence of pedestrians.

To add to the mix of public uses in the town center, the plan suggests the long range possibility of building a new Public Library, or similarly important and active public facility, on the site immediately east of the creek on the north side of Wolf Road, opposite City Hall. Commercial development on the east side of Dover Center Road requires relocation of the Board of Education facility at Wolf Road. This facility could be relocated to the existing library building west of Cahoon Road, making it necessary to find a new site for the library. The proposed location on Wolf Road is appropriately visible and accessible to other community activities, and its relationship to the creek offers special opportunities for a unique building form that takes advantage of views into the creek valley. Together, the library and creek-side restaurant on the other side of the street could be designed to complement the new Wolf Road bridge in creating a dramatic western gateway to the town center area.

Residential opportunities in the area include redevelopment of the blocks north of Wolf Road in high-end cluster housing appealing to the empty-nester market. The



*The "grand axis" connecting Bay Village Square to Cahoon Park*



*A restaurant and new public facility in Cahoon Park mark the gateway into Bay Village Square from the west.*

plan shows clusters of four units with attached garages; each unit offering approximately 3,000 square feet of space, oriented to take advantage of exposure to the park and views of the lake from second floor windows and balconies.

In the blocks between Bay Village Square and Dover Junction, on the east side of Dover Center Road, the plan suggests 3-story live/work townhomes, marketed to young professionals or empty nesters who operate an at-home business in the work space on the ground floor. Parking is in detached garages at the rear, with a small private garden between each townhouse and its garage.

A small pocket of luxury townhomes is proposed on the undeveloped sites west of Cahoon Creek, with access to attached garages from Cahoon Road. These units will benefit from views of the creek and will have pedestrian access to Bay Village Square via a public walkway across the stream channel. This walkway also connects into a north-south trail along the creek into Cahoon Park, providing nature walks and a pedestrian route to the facilities of the park for westside residents and the students and staff of Bay Village Middle School. On the eastern bank of the creek, the walkway connects directly into the Square, and also runs south along the top of the bank to connect to the new entry to Heinen's, and across Dover Center Road to the Normandy School.



*A pedestrian trail and log bridge across Cahoon Creek connect west-side residents to Bay Village Square, and to a north-south trail through the valley into Cahoon Park*

**Development summary**

*for the Bay Village Square area:*

- 200,000 square feet of mixed commercial uses (including Heinan's)
- 660 parking spaces: 390 surface, 270 garage
- 24 luxury cluster homes north of Wolf Road
- 32 live/work units east of Dover Center Road
- 9 townhouses on the west side of Cahoom Creek



*Looking south along Dover Center Road*

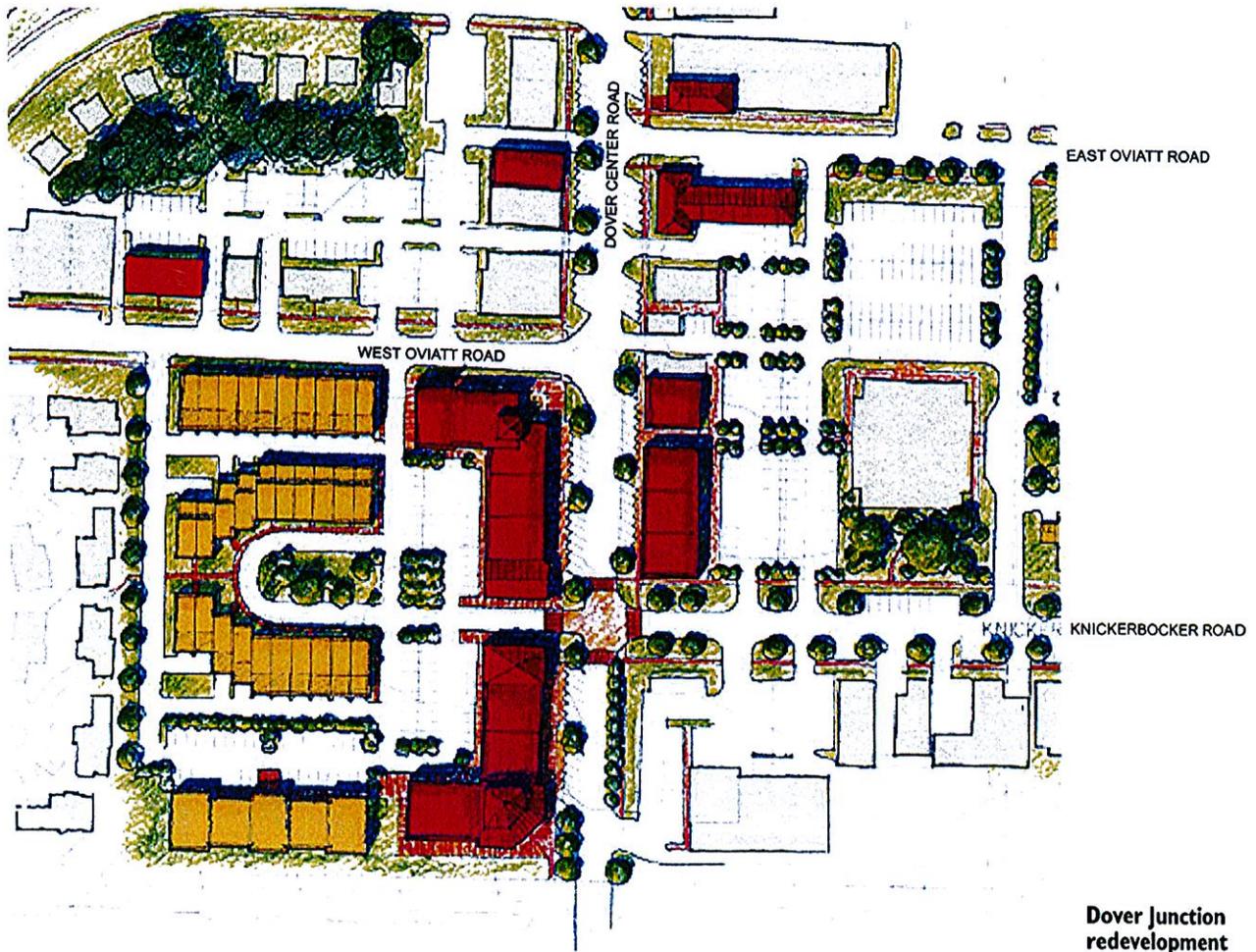
### Dover Junction

The following four goals were established for revitalization of this area:

- Complement, not compete with, Bay Village Square
- Improve the pedestrian character of the area
- Connect to the east side of Dover Center Road
- Create a southern gateway to the community

In contrast to the “destination” character of Bay Village Square, Dover Junction is converted into a smaller convenience center, with retail and service functions focused on the street, and enhanced pedestrian connections from residential development on both sides of Dover Center Road.

The Dover Junction property and the City-owned vacant parcel on the corner of West Oviatt Road is rede-



veloped to provide 43,000 square feet of commercial space—approximately 19,000 square feet less than the current development—in a one-story, street-oriented pair of L-shaped structures, with parking in the rear. A unique architectural treatment of the corner at the City boundary and special landscaping in this area creates a southern gateway into Bay Village. If commuter rail service is instituted in the existing railroad corridor, the corner structure could become the Bay Village train station; or if the railroad right-of-way is converted to a regional trail system, the corner building would make an excellent trail head and information center.

The remainder of the site is developed into 30 live/work townhouses, facing West Oviatt Street and clustered around a central garden space, with pedestrian connections through the open space to the Cahoon Ledges development further west. The area bordering the railroad tracks is initially additional parking, but when the railroad right-of-way is converted to either commuter service or a regional trail system, the southern part of the site could also provide an additional 25 condominium units in a three story, multi-family building.



*Bay Village commuter rail station or trailhead information center marking the southern gateway into the city*

Single-story in-fill development on the east side of Dover Center Road adds to the range of goods and commercial services available in the area, and strengthens the eastern edge of the street with a more continuous frontage of active uses at the sidewalk. The gas station that currently occupies the site adjacent to Bay Village Square is proposed to relocate on the vacant site at the corner of Dover Center



*Main entry into the new Dover Junction, from Knickerbocker Road*

and East Oviatt Roads, with its convenience store at the street and the drive-through gas pumps in the rear.

In addition to the rear parking lots, angled parking is proposed on both sides of Dover Center Road to provide convenient short-term parking immediately in front of the businesses, and to reduce the scale of the street and create a more pedestrian friendly environment. Curb cuts are eliminated where possible, and additional landscaping and sidewalk amenities are installed to improve the pedestrian experience and the visual character of the streetscape. Special paving is used to emphasize crosswalks, with a raised speed table at the Knickerbocker Road intersection to slow traffic and mark entry into the mixed use development on the west.

Related residential opportunities in the area include redevelopment of the blocks to the east, between East Oviatt Road and the railroad tracks, providing an excellent location for housing oriented to an aging population. The plan shows a new "village" of 94 condominium flats in three story multi-family buildings, and 54 attached cluster homes on one-and-a-half levels, all oriented to senior and retirement living. This "Age-in-Bay" village offers an important new housing choice in the city which strengthens the surrounding neighborhood and capitalizes on the convenience of nearby retail and commercial services on Dover Center Road.



Age-in-Bay village

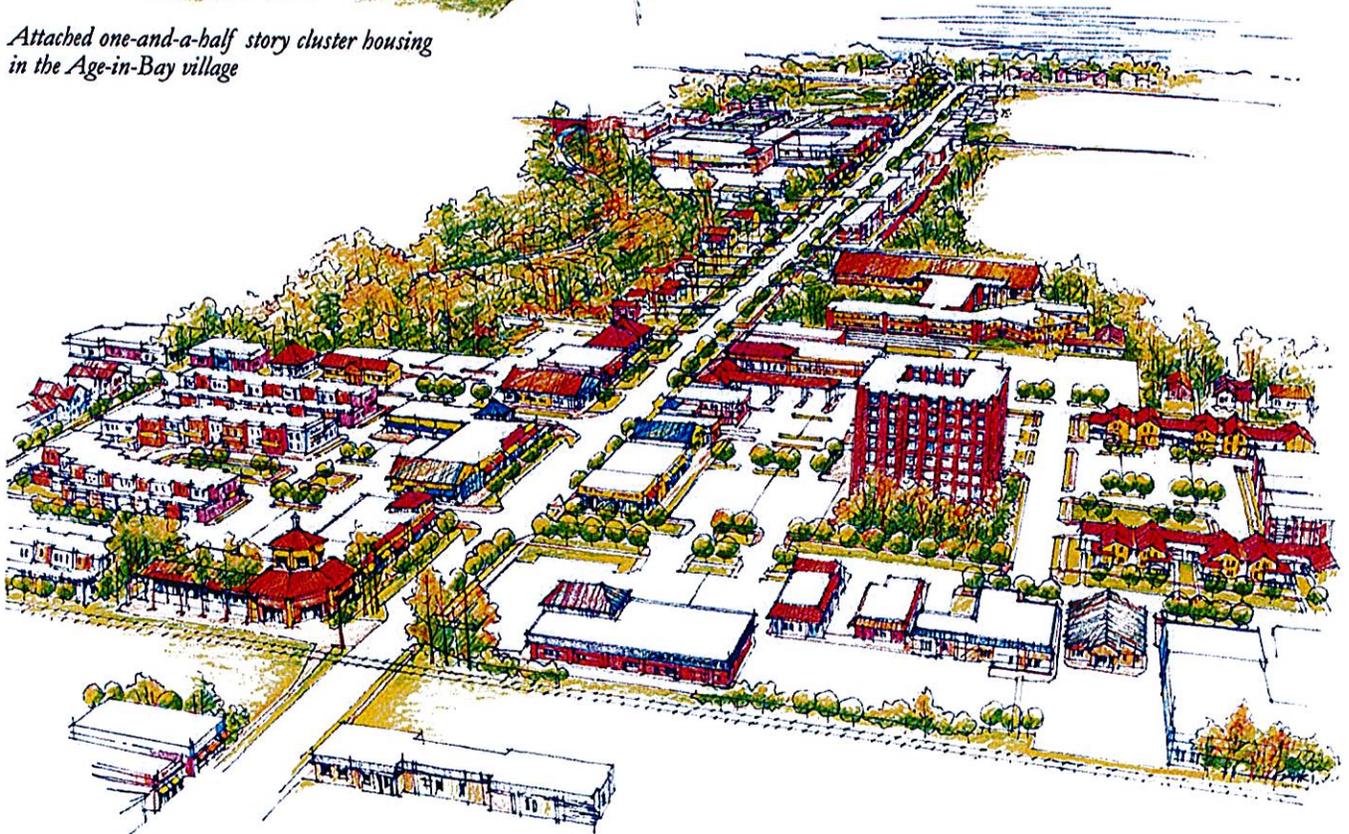


*Attached one-and-a-half story cluster housing  
in the Age-in-Bay village*

**Development summary**

*for the Dover Junction area:*

- 43,000 square feet of retail on the Dover Junction site
- 150 off-street parking spaces
- 30 live/work townhouses with attached garages
- 25 condominium units
- in-fill commercial development on Dover Center Road
- Age in Bay Village: 54 attached homes and 94 condominium flats



# FISCAL IMPACTS

The fiscal impacts of proposed development were estimated for five of the key development areas in the concept plan:

- Bay Village Square
- Dover Junction
- cluster housing facing Cahoon Park
- live/work townhouses east of Dover Center Road
- Age-in-Bay Village on Knickerbocker Road.

In all areas, the proposed development programs produce positive net benefits to the City, varying from 10 to 124% of the current balance of revenues and expenditures.

Details of the analysis for each area are presented below. The current assessed value, property tax and distribution of taxes generated by existing development of each site were provided by the Cuyahoga County Auditor's records available on the internet. The market value of proposed development was estimated from current rents for retail and office space and home sales prices in Bay Village, with reductions applied to avoid over estimating the tax revenues that will be generated by new development. For example, current rents for retail space in Bay Village Square are around \$14-15 per square foot which, capitalized over 10 years, equates to a market value of \$140-150 a square foot. However, the market value of retail space assumed for these calculations is only \$100 per square foot. Similarly, office space is currently renting for \$11-12 a square foot, but these calculations adopt a market value for office of only \$85 per square foot. The estimates of net fiscal impact, therefore, are conservative, providing additional confidence in the conclusion that the proposed development is fiscally sound.

## Bay Village Square

The analysis covers the development around the new village square and the Heinen's supermarket, and does not include the sites east of Dover Center Road. The proposed development generates additional revenues of approximately \$93,000 a year, and about 85 new retail and office jobs. At the same time, City expenditures are increased by almost \$22,000 a year, creating a net fiscal impact of over \$71,450 which is approximately 55% higher than the current net revenue generated by the existing Bay Village Square and Heinen's.

	Existing	Proposed	Increase or (Decrease)	Assumptions and sources
<b>PROPERTY DATA</b>				
Acreage	9.56	9.56	-	
Square feet	418,434	418,434	-	
Retail (sq.ft.)	97,629	111,900	14,271	
Office (sq.ft.)		48,250	48,250	
Market value	5,707,200	15,291,250	9,584,050	Existing: from Cuyahoga Co. Auditor \$100/SF retail; \$85/SF office
Assessed value	1,997,520	5,351,938	3,354,418	Existing: from Cuyahoga Co. Auditor Proposed: @ 35% of market value
<b>PROPERTY TAX</b>				
Total	170,948	458,019	287,071	Effective tax rate: 75.05 residential, 85.58 commercial (from Co. Auditor)
City	34,190	91,604	57,414	20% of total
School District	100,859	270,231	169,372	59% of total
County	32,480	87,024	54,543	19% of total
Library/Metroparks	3,419	9,160	5,741	2% of total
<b>INCOME TAX</b>				
Average household size	-	-	-	from 1999 Master Plan, p. A.16
Number of residents	-	-	-	
Av. household income	-	-	-	2000 Census and 1999 Master Plan, p. A.17
Total household income	-	-	-	
Number of employees	586	671	85	6/1,000 SF (estimated av. retail and office)
Average employee salary	28,000	28,000	-	
Total salaries	16,401,672	18,799,200	2,397,528	
Total City income tax	246,025	281,888	35,863	1.5% (1999 Master Plan, p. A.17)
<b>FISCAL IMPACT SUMMARY</b>				
All tax revenue	416,973	740,007	323,034	
All City revenue	280,215	373,592	93,377	
Total City expenditures	149,958	171,878	21,920	\$787/resident, \$256/employee (1999 Master Plan, p. A.17)
<b>NET FISCAL IMPACT</b>	<b>130,256</b>	<b>201,713</b>	<b>71,457</b>	
<b>VEHICLE TRIPS</b>				
Av. trips/dwelling unit	-	-	-	
Av. trips/1,000 SF	130.34	130.34		1999 Master Plan (p. A.18)
Total vehicle trips	12,725	14,585	1,860	
Parking spaces	496	660	164	
<b>ENVIRONMENTAL IMPACTS</b>				
Sewage flow (gallons/day)	7,808	8,950	1,141	from 1999 Master Plan, p. A.18: 65 gals/person; 79.98 gals/1,000 SF
Water use (gallons/day)	9,079	10,407	1,327	75 gals/person; 93 gals/1,000 SF
Solid waste (tons/day)	0.098	0.112	0.014	0.00175/person; 0.0011,000 SF

### Dover Junction

The analysis covers the existing Dover Junction plaza and the city-owned site on Dover Center and West Oviatt Roads. The overall amount of proposed commercial space is less than in the existing plaza and residential development, which has a higher cost to the City. The net benefits of redevelopment therefore are more modest than for Bay Village Square, but the impact is still positive, with an annual revenue increase of over \$23,000, and a net benefit of approximately \$5,500, or 10% over current net revenues.

	Existing	Proposed	Increase or (Decrease)	Assumptions and sources
<b>PROPERTY DATA</b>				
Acreage	4.58	4.58		
Square feet	199,505	199,505		
Number of housing units	-	30	30	
Retail space (sq.ft.)	66,945	43,000	(13,945)	
Market value	3,170,029	9,550,000	6,379,971	Existing: from Cuyahoga Co. Auditor Proposed: \$175,000/unit; \$100/SF
Assessed value	1,109,510	3,342,500	2,232,990	Existing: from Cuyahoga Co. Auditor Proposed: @ 35% of market value
<b>PROPERTY TAX</b>				
Total	4,873	266,702	261,829	Effective tax rate: 75.05 residential, 65.58 commercial (from Co. Auditor)
City	975	53,340	52,365	20% of total
School District	2,875	167,354	164,479	59% of total
County	926	50,673	49,747	19% of total
Library/Metroparks	97	5,334	5,237	2% of total
<b>INCOME TAX</b>				
Average household size	-	1.65		from 1999 Master Plan, p. A.16
Number of residents	-	50	50	
Av. household income	-	39,000	39,000	2000 Census and 1999 Master Plan, p. A.17
Total household income	-	1,170,000	1,170,000	
Number of employees	342	258	(84)	6/1,000 SF (retail estimate)
Average employee salary	28,000	28,000	-	
Total salaries	9,568,760	7,224,000	(2,344,760)	
Total City income tax	143,501	114,210	(29,291)	Residential: 0.6%; Commercial: 1.5%
<b>FISCAL IMPACT SUMMARY</b>				
All tax revenue	148,375	380,912	232,538	
All City revenue	144,476	167,550	23,074	
Total City expenditures	87,468	105,005	17,537	\$787/resident, \$256/employee (1999 Master Plan, p. A.17)
<b>NET FISCAL IMPACT</b>	<b>57,809</b>	<b>62,546</b>	<b>5,537</b>	
<b>VEHICLE TRIPS</b>				
Average trips/dwelling unit	-	5.86		1999 Master Plan (p. A.18)
Av. trips/1,000 SF	130.34	130.34		1999 Master Plan (p. A.18)
Total vehicle trips	7,422	5,780	(1,642)	
Parking spaces	232	150	(82)	Retail only
<b>ENVIRONMENTAL IMPACTS</b>				
Sewage flow (gallons/day)	4,534	6,657	2,102	from 1999 Master Plan, p. A.18: 65 gals/person; 79.98 gals/1,000 SF
Water use (gallons/day)	5,296	7,712	2,416	75 gals/person; 93 gals/1,000 SF
Solid waste (tons/day)	0.057	0.130	0.073	0.00175 /person; 0.001/1,000 SF

### Cluster housing opposite Cahoon Park

Of the five areas analyzed, this has the greatest relative benefit to the City with an increase of over 120% of current net revenues. In absolute terms, however, the increases are modest, including additional property and income taxes of approximately \$15,250 and \$4,250 respectively. A more significant impact of this development is the inclusion of a new housing type in Bay Village which provides a high-end choice for empty nesters or young professionals who want a low maintenance unit with amenities within walking distance.

	Existing	Proposed	Increase or (Decrease)	Assumptions and sources
<b>PROPERTY DATA</b>				
Acreage	3.16	3.16		
Square feet	137,650	137,650		
Number of housing units	10	24	14	
Commercial uses (sq. ft.)	-	-		
Market value	1,873,880	4,800,000	2,926,120	Existing: from Cuyahoga Co. Auditor Proposed: av. unit price: \$200,000
Assessed value	664,048	1,680,000	1,015,952	Existing: from Cuyahoga Co. Auditor Proposed: @ 35% of market value
<b>PROPERTY TAX</b>				
Total	49,837	126,084	76,247	Effective tax rate: 75.05 (from Cuyahoga Co. Auditor)
City	9,967	25,217	15,249	20% of total
School District	29,404	74,390	44,986	59% of total
County	9,469	23,956	14,487	19% of total
Library/Metroparks	997	2,522	1,525	2% of total
<b>INCOME TAX</b>				
Average household size	2.71	1.65	(1.06)	from 1999 Master Plan, p. A.16
Number of residents	27	40	13	
Av. household income	70,397	65,000	(5,397)	Census Bureau and 1999 Master Plan, p. A.17
Total household income	703,970	1,560,000	856,030	
Number of employees	-	-	-	6/1,000 SF (retail estimate)
Average employee salary	-	-	-	
Total salaries	-	-	-	
Total City income tax	3,520	7,800	4,280	0.5% net (1999 Master Plan, p. A.17)
<b>FISCAL IMPACT SUMMARY</b>				
All tax revenue	53,357	133,884	80,527	
All City revenue	13,487	33,017	19,530	
Total City expenditures	21,328	31,165	9,837	\$787/resident, \$256/employee (1999 Master Plan, p. A.17)
<b>NET FISCAL IMPACT</b>	<b>(7,840)</b>	<b>1,852</b>	<b>9,692</b>	
<b>VEHICLE TRIPS</b>				
Av. trips per dwelling unit	5.86	5.86		1999 Master Plan (p. A.18)
Av. trips/1,000 SF office	-	-	-	1999 Master Plan (p. A.18)
Total vehicle trips	59	141	82	
Parking spaces	-	-	-	in attached garages
<b>ENVIRONMENTAL IMPACTS</b>				
Sewage flow (gallons/day)	1,762	2,574	812	from 1999 Master Plan, p. A.18: 65 gallons/day/person
Water use (gallons/day)	2,033	2,970	937	75 gallons/day/person
Solid waste (tons/day)	0.047	0.069	0.022	0.00175 tons/day/person

### Live/Work townhouses opposite Heinen's

Like the cluster housing to the north, these units provide a unique product that responds to the growing number of residents operating home businesses. Replacing 8 single family homes and a small amount of office space with 32 flexibly planned townhouses increases the revenues generated by over 30%, although the absolute increase is modest, at only \$625 annually. The actual impact may be higher because the revenues were calculated for residential use only, with no allowance for commercial uses in the units.

	Existing	Proposed	Increase or (Decrease)	Assumptions and sources
<b>PROPERTY DATA</b>				
Acreage	2.94	2.94	-	
Square feet	128,066	128,066	-	
Number of housing units	8	32	24	
Commercial uses (sq.ft.)	6,550	-	(6,550)	
Market value	2,223,200	6,400,000	4,176,800	Existing: from Cuyahoga Co. Auditor Proposed: av. unit price: \$200,000
Assessed value	776,120	2,240,000	1,463,880	Existing: from Cuyahoga Co. Auditor Proposed: @ 35% of market value
<b>PROPERTY TAX</b>				
Total	62,409	166,112	103,703	Effective tax rate: 75.05 residential, 85.58 commercial (from Co. Auditor)
City	12,482	33,622	21,140	20% of total
School District	36,821	99,186	62,365	59% of total
County	11,858	31,941	20,083	19% of total
Library/Metroparks	1,248	3,362	2,114	2% of total
<b>INCOME TAX</b>				
Average household size	2.71	1.65	(1.06)	from 1999 Master Plan, p. A.16
Number of residents	22	53	31	
Av. household income	70,397	65,000	(5,397)	2000 Census and 1999 Master Plan, p. A.17
Total household income	563,178	2,080,000	1,516,822	
Number of employees	22	-	(22)	3.29/1,000 SF (1999 Master Plan, p. A.16)
Average employee salary	26,000	-	(26,000)	
Total salaries	616,000	-	(616,000)	
Total City income tax	12,056	10,400	(1,656)	Residential: 0.5%; Commercial: 1.5%
<b>FISCAL IMPACT SUMMARY</b>				
All tax revenue	74,465	178,512	104,047	
All City revenue	24,538	44,022	19,485	
Total City expenditures	22,694	41,554	18,860	\$787/resident, \$256/employee (1999 Master Plan, p. A.17)
<b>NET FISCAL IMPACT</b>	<b>1,843</b>	<b>2,489</b>	<b>625</b>	
<b>VEHICLE TRIPS</b>				
Av. trips/dwelling unit	5.86	5.86	-	1999 Master Plan (p. A.18)
Av. trips/1,000 SF office	11.42	-	-	
Total vehicle trips	122	188	66	
Parking spaces				
<b>ENVIRONMENTAL IMPACTS</b>				
				from 1999 Master Plan, p. A.18:
Sewage flow (gallons/day)	1,933	3,432	1,499	65 gals/person; 79.98 gals/1,000 SF
Water use (gallons/day)	2,235	3,960	1,725	75 gals/person; 93 gals/1,000 SF
Solid waste (tons/day)	0.045	0.092	0.048	0.00175/person; 0.001/1,000 SF

### Age-in-Bay Village

This estimate was calculated on only the 54 attached townhouses proposed in the area and does not include the higher density condominium units that could offer an additional housing choice for aging residents as the market in the neighborhood strengthens. Despite this conservative reduction in the proposed development program, the analysis shows a net fiscal benefit of over \$38,100 a year, or an increase of approximately 110% over the current revenues generated by the entire site.

	Existing	Proposed	Increase or (Decrease)	Assumptions and sources
<b>PROPERTY DATA</b>				
Acreage	8.69	8.69	-	
Square feet	378,536	378,536	-	
Number of housing units	35	54	19	
Commercial uses (sq.ft.)	7,800	-	(7,800)	
Market value	4,437,800	8,100,000	3,662,200	Existing: from Cuyahoga Co. Auditor Proposed: \$150,000/unit
Assessed value	1,553,230	2,835,000	1,281,770	Existing: from Cuyahoga Co. Auditor Proposed: @ 35% of market value
<b>PROPERTY TAX</b>				
Total	117,531	212,767	95,236	Effective tax rate: 75.05 residential, 85.58 commercial (from Co. Auditor)
City	23,506	42,553	19,047	20% of total
School District	69,343	125,532	56,189	59% of total
County	22,331	40,426	18,095	19% of total
Library/Metroparks	2,351	4,255	1,904	2% of total
<b>INCOME TAX</b>				
Average household size	2.71	1.03	(1.68)	from 1999 Master Plan, p. A.16
Number of residents	95	56	(39)	
Av. household income	70,397	17,500	(52,897)	2000 Census and 1999 Master Plan, p. A.17
Total household income	2,463,895	945,000	(1,518,895)	
Number of employees	26	-	(26)	3.29/1,000 SF (1999 Master Plan, p. A.16)
Average employee salary	26,000	-	(26,000)	
Total salaries	716,536	-	(716,536)	
Total City income tax	23,098	4,728	(18,370)	0.5% net (1999 Master Plan, p. A.17)
<b>FISCAL IMPACT SUMMARY</b>				
All tax revenue	140,628	217,492	76,863	
All City revenue	46,604	47,278	675	
Total City expenditures	81,216	43,773	(37,443)	\$787/resident, \$256/employee (1999 Master Plan, p. A.17)
<b>NET FISCAL IMPACT</b>	<b>(34,613)</b>	<b>3,505</b>	<b>38,118</b>	
<b>VEHICLE TRIPS</b>				
Av. trips/dwelling unit	5.86	3.48	(2.38)	1999 Master Plan (p. A.18)
Av. trips/1,000 SF office	11.42	-	-	
Total vehicle trips	294	188	(106)	
Parking spaces				Attached garages
<b>ENVIRONMENTAL IMPACTS</b>				
				from 1999 Master Plan, p. A.18:
Sewage flow (gallons/day)	6,789	3,615	(3,174)	65 gals/person; 79.98 gals/1,000 SF
Water use (gallons/day)	7,639	4,172	(3,467)	75 gals/person; 93 gals/1,000 SF
Solid waste (tons/day)	0.174	0.097	(0.076)	0.00175/person; 0.001/1,000 SF

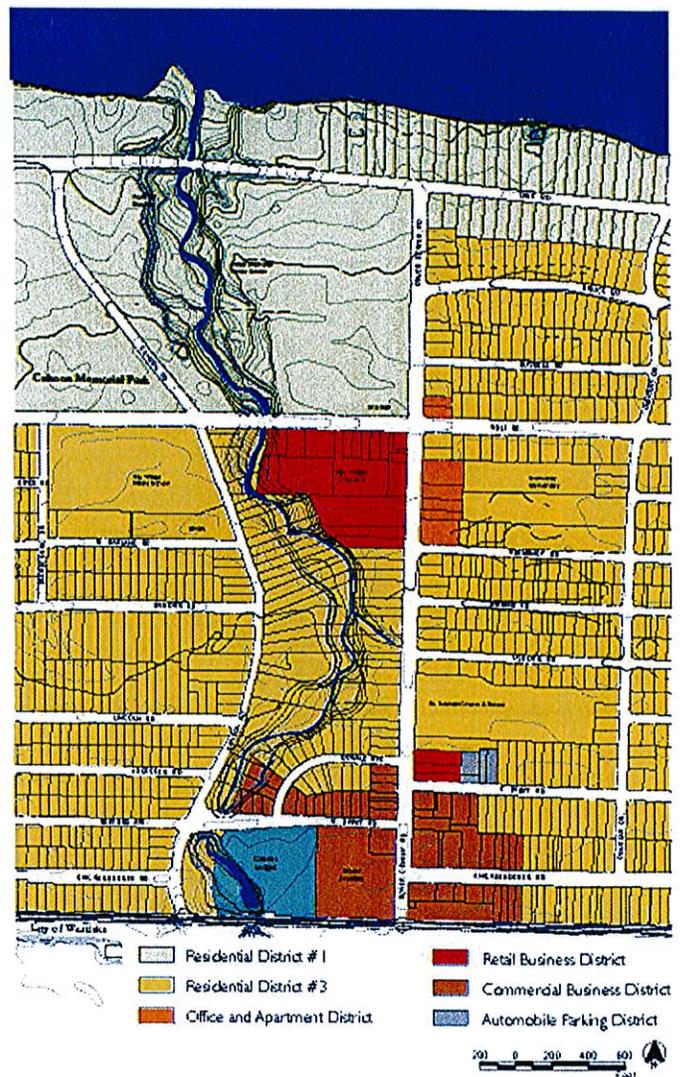
# ZONING ISSUES

Current zoning of the affected sites is shown in the map opposite. In general, the strategy proposes a higher density of development than elsewhere in Bay Village, but this is appropriate in a town center location where the objective is to maximize the range and mix of activities within walking distance of each other, hence reducing dependence on the automobile as the only means of getting from place to place.

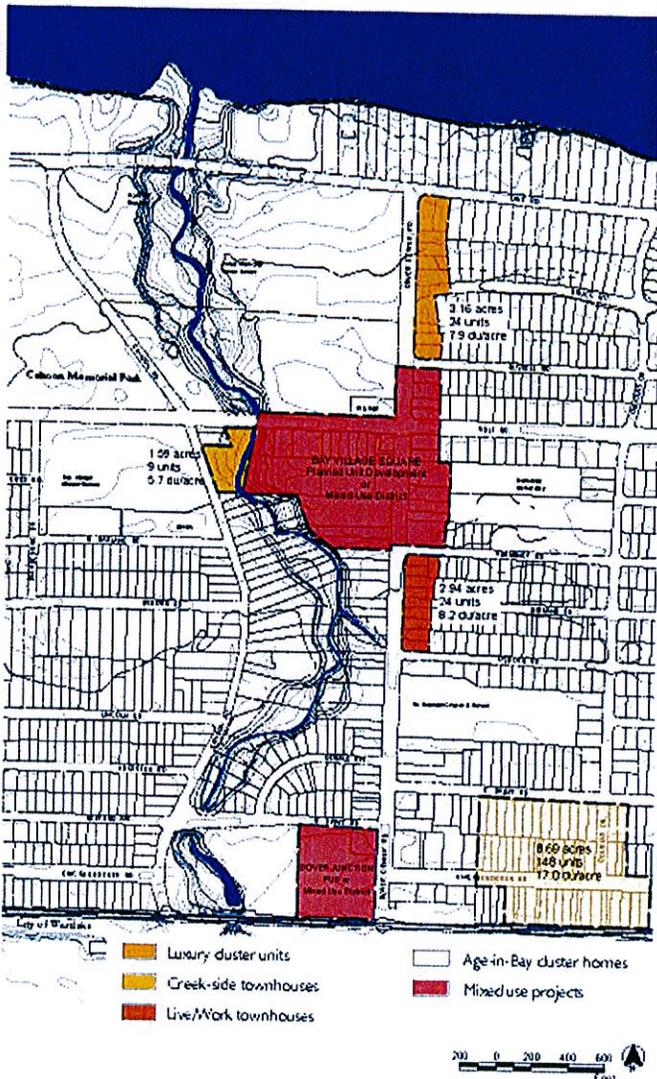
The commercial areas of Bay Village Square and Dover Junction are not in conflict with the existing zoning in terms of land use or building height. A front yard setback of 15 feet, however, is currently required in both Retail Business and Commercial Business Districts, which contradicts the intention of street-oriented retail façades that line the sidewalk. The concept plan also does not meet required standards for off-street parking which are excessive in comparison with typical development standards. Retail uses, for example, require 10 spaces per 1,000 square feet of development under the existing zoning code. Typically, regional malls are developed at a parking ratio of 5 (parking spaces per 1,000 square feet of development); neighborhood centers at a ratio of 4; and mixed use developments at a ratio of 3.5, which is the standard used in the concept plan.

The simplest way to deal with these discrepancies is to establish a new zoning category for the commercial areas of the plan – Town Center Mixed Use District – or to define Planned Unit Districts which are developed according to detailed master plans that are approved by City Council. Under either approach, the City should adopt specific design guidelines for both the Bay Village Square and Dover Junction areas to ensure the compatibility of public and private design elements and individual tenant improvements such as signage, lighting, awnings and outdoor dining areas.

The proposed residential developments are also at higher densities than are currently permitted in Residential Districts 1 and 3. Nor do they meet the standards of the Attached Residence District which requires a minimum development site of 5 acres, a maximum density of 6 dwelling units per acre, and a maximum height of 30 feet or 2½ stories. The proposed townhouses on the west side



Existing zoning



Areas that conflict with current zoning

of Cahoon Creek, for example, meet the density and height requirements, but the combined parcel size is less than 2 acres; or for the proposed Age-in-Bay village, assembly of the properties between East Oviatt and Knickerbocker Roads will meet the required site size and the attached units are only 1½ stories in height, but the density is approximately 12 units per acre.

The diagram on the following page provides the land area, building height and density of proposed new housing developments in the plan, and the suggested boundaries of new Mixed Use or Planned Unit Districts to regulate the Bay Village Square and Dover Junction areas. Before deciding whether to define new zoning districts or grant variances for the deviations from the existing code, all the areas of the plan need to be developed in greater detail to verify proposed density and setback dimensions, and conformance with the more detailed provisions of the existing code.

# NOTES

