

Building the 15- minute city in Cleveland

TOD Policy & TDM Program



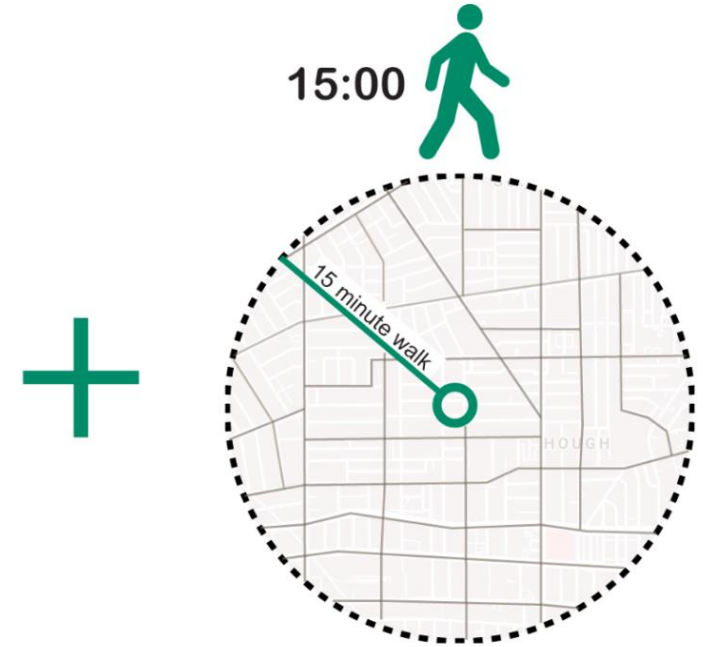
CITY OF CLEVELAND

Mayor Justin M. Bibb

The 15-Minute City

A vision of Cleveland where every resident can thrive, accessing needs and amenities within a 15-minute walk, bike ride, transit trip, or car ride.

Cleveland is already accessible within a 15-minute car ride, so the focus must be on walking, biking, and public transit.



What is TOD?

Transit-Oriented Development is a land use pattern that centers mixed-use, walkable developments around transit infrastructure. It prioritizes mobility for people and reduces dependency on cars as the only reliable or convenient mode of transportation.

TOD in Cleveland is a focus for new investment, but permitting TOD along our existing transit corridors makes it easier to maintain and renovate existing buildings.

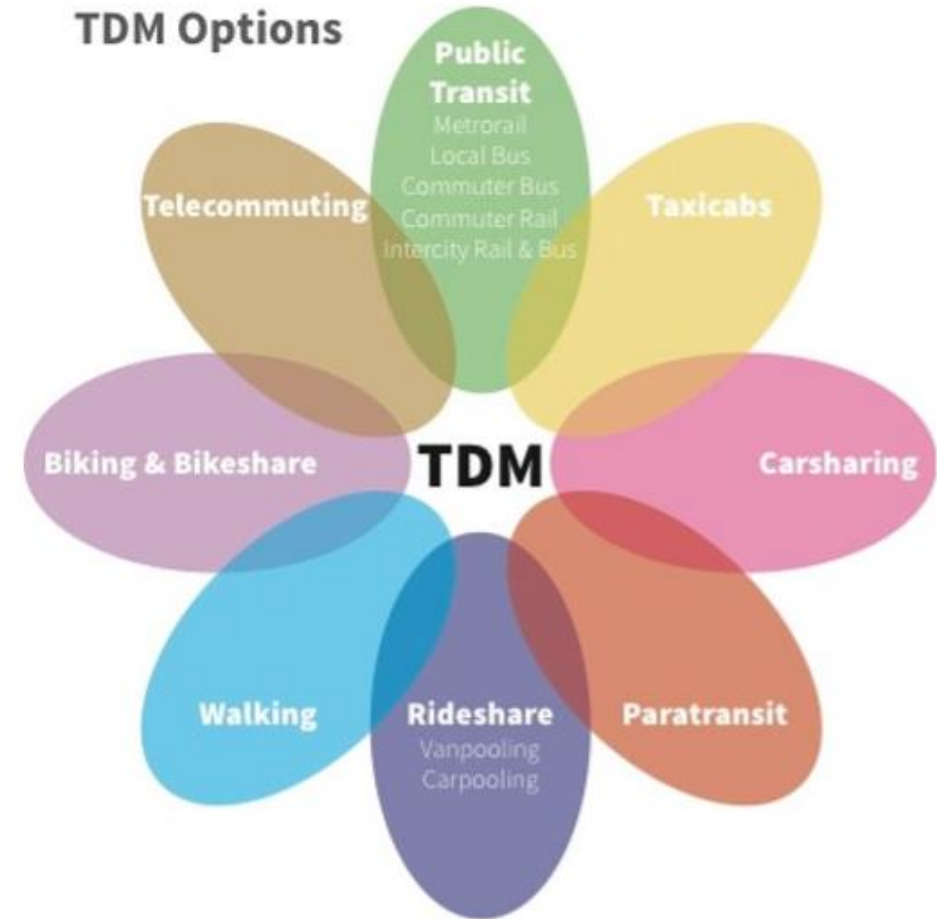


What is TDM?

Transportation Demand Management (TDM) focuses on understanding how people make transportation decisions and influencing people's behavior to use existing transportation infrastructure in more efficient ways.

TDM guides the design of transportation and infrastructure so that options other than driving are naturally encouraged and transportation systems are better balanced

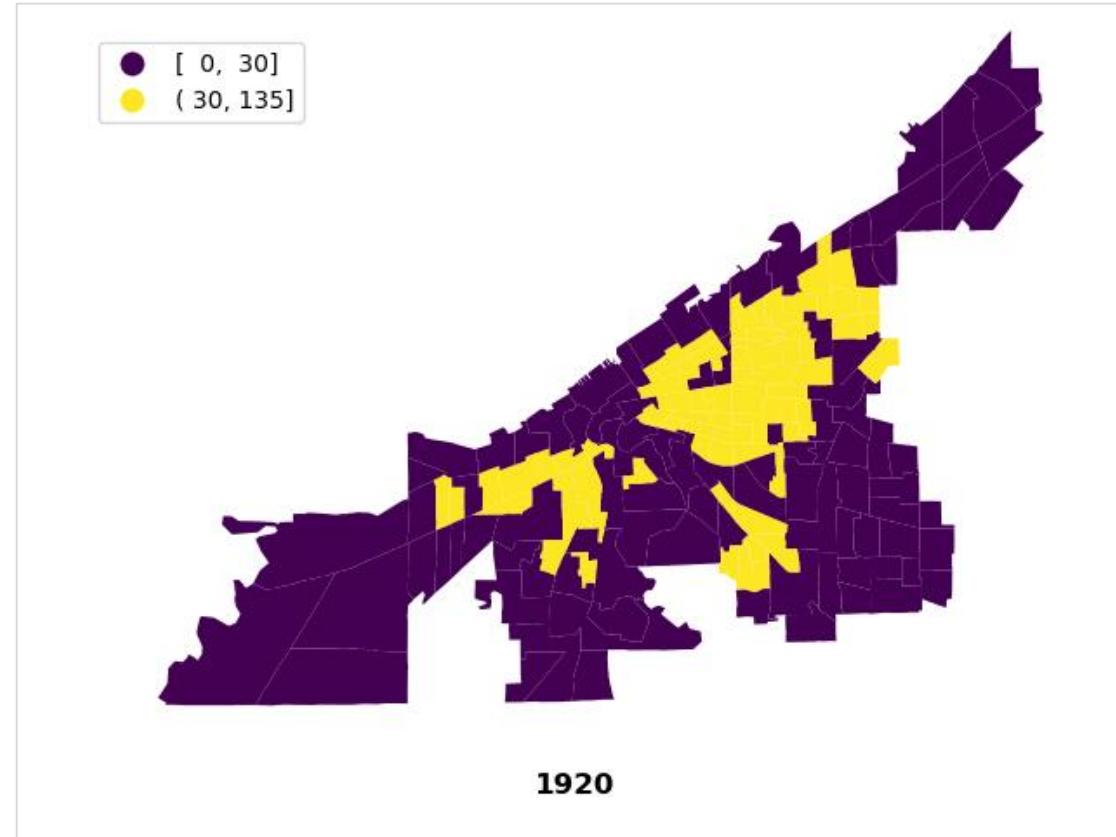
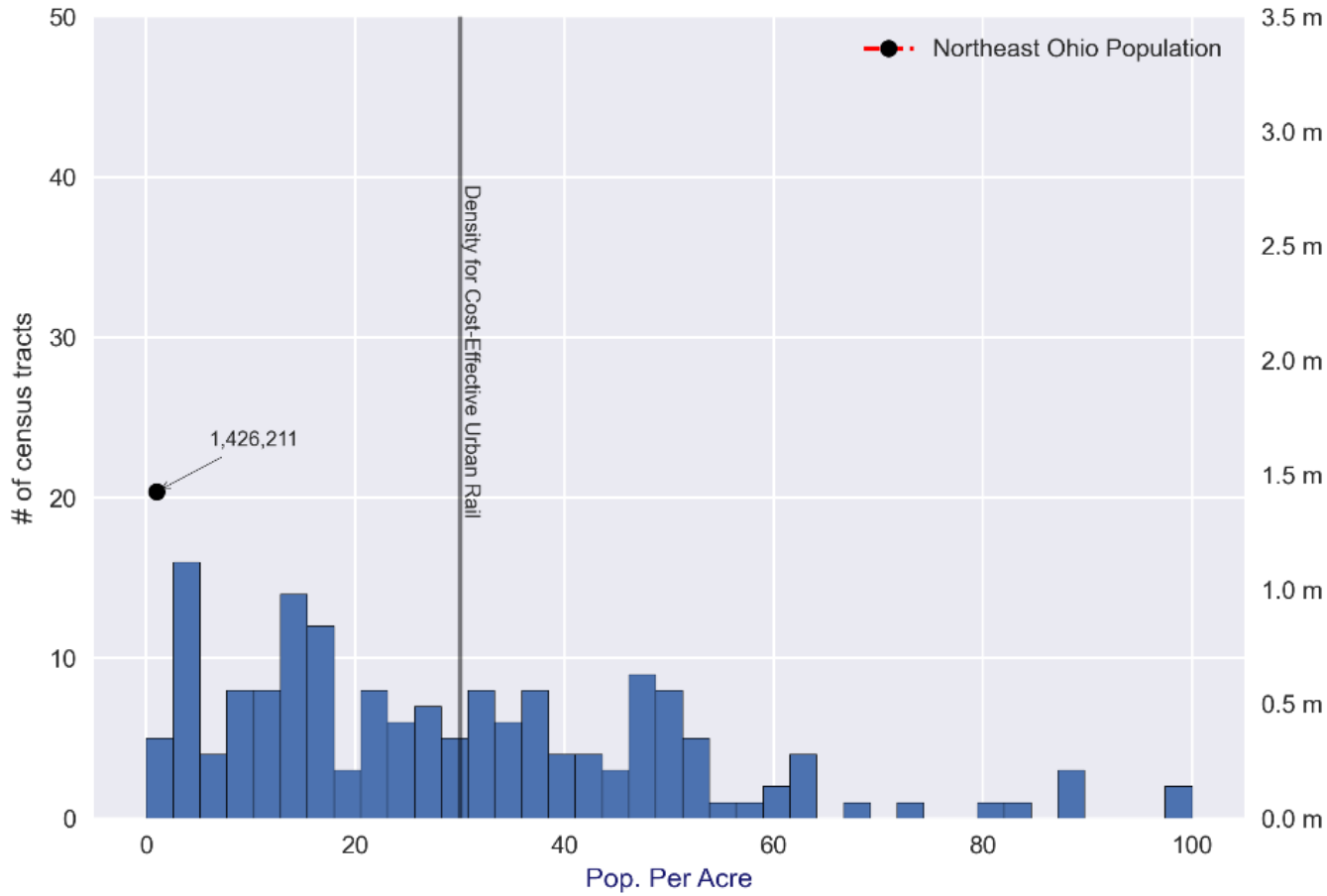
Simply put, it is a set of strategies aimed at maximizing traveler choice



Cleveland's Past

1920

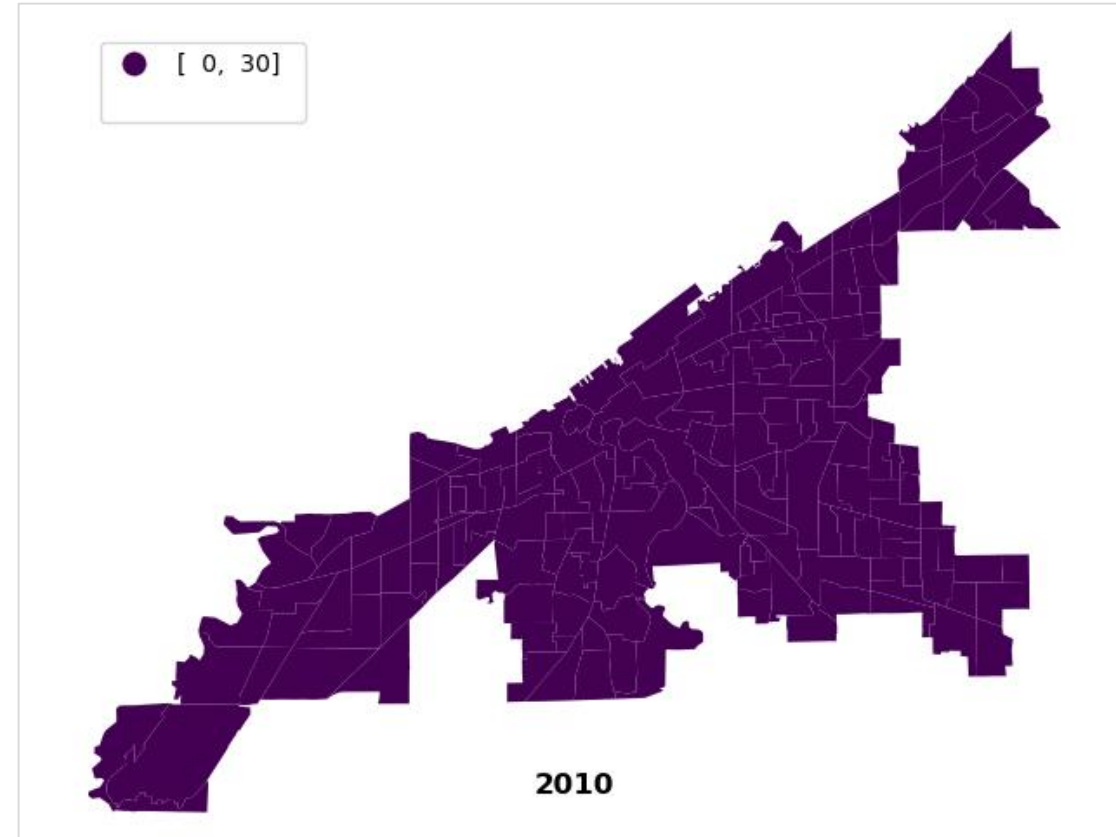
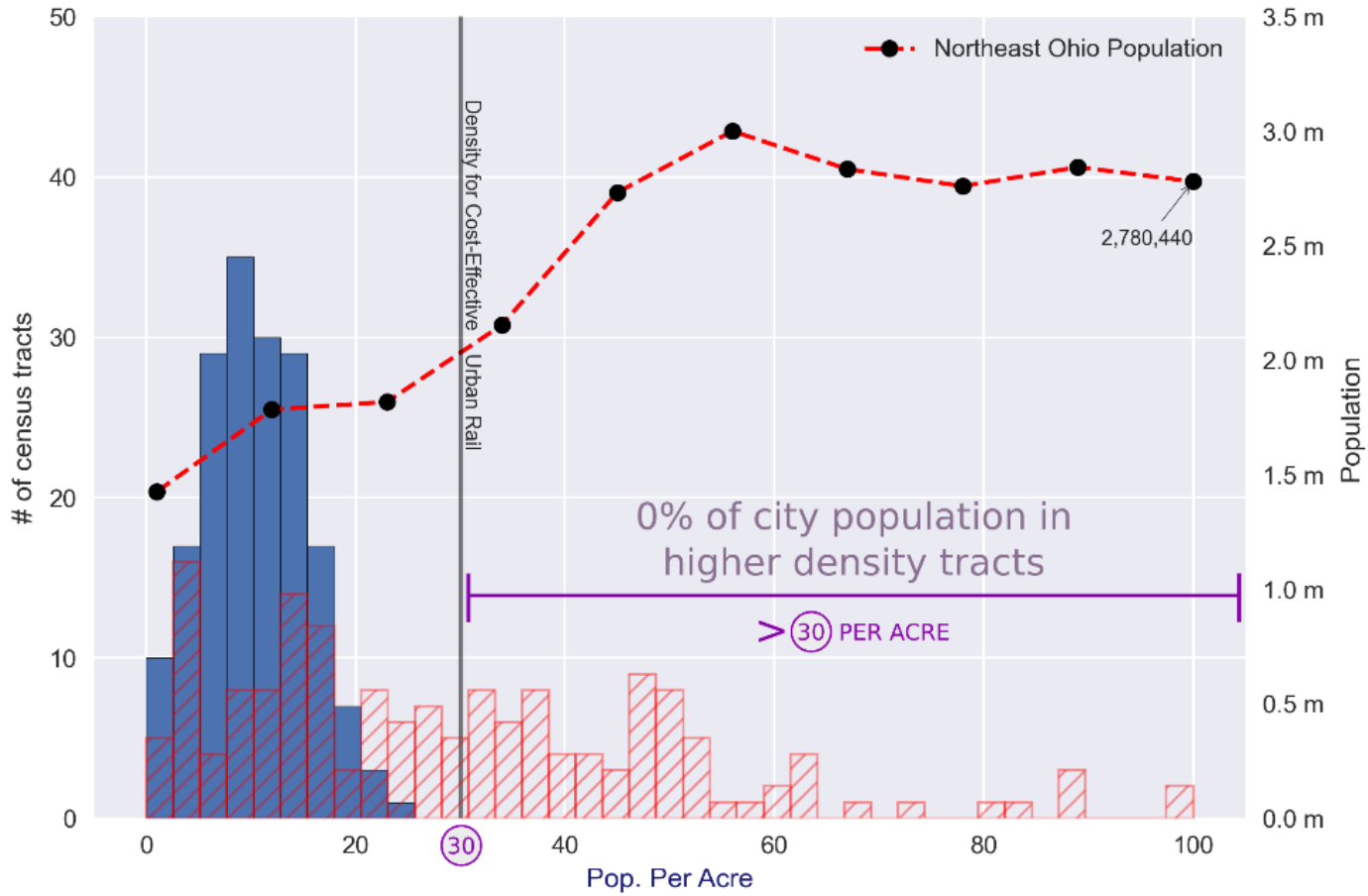
City of Cleveland Tracts Only



Cleveland's Present

2010

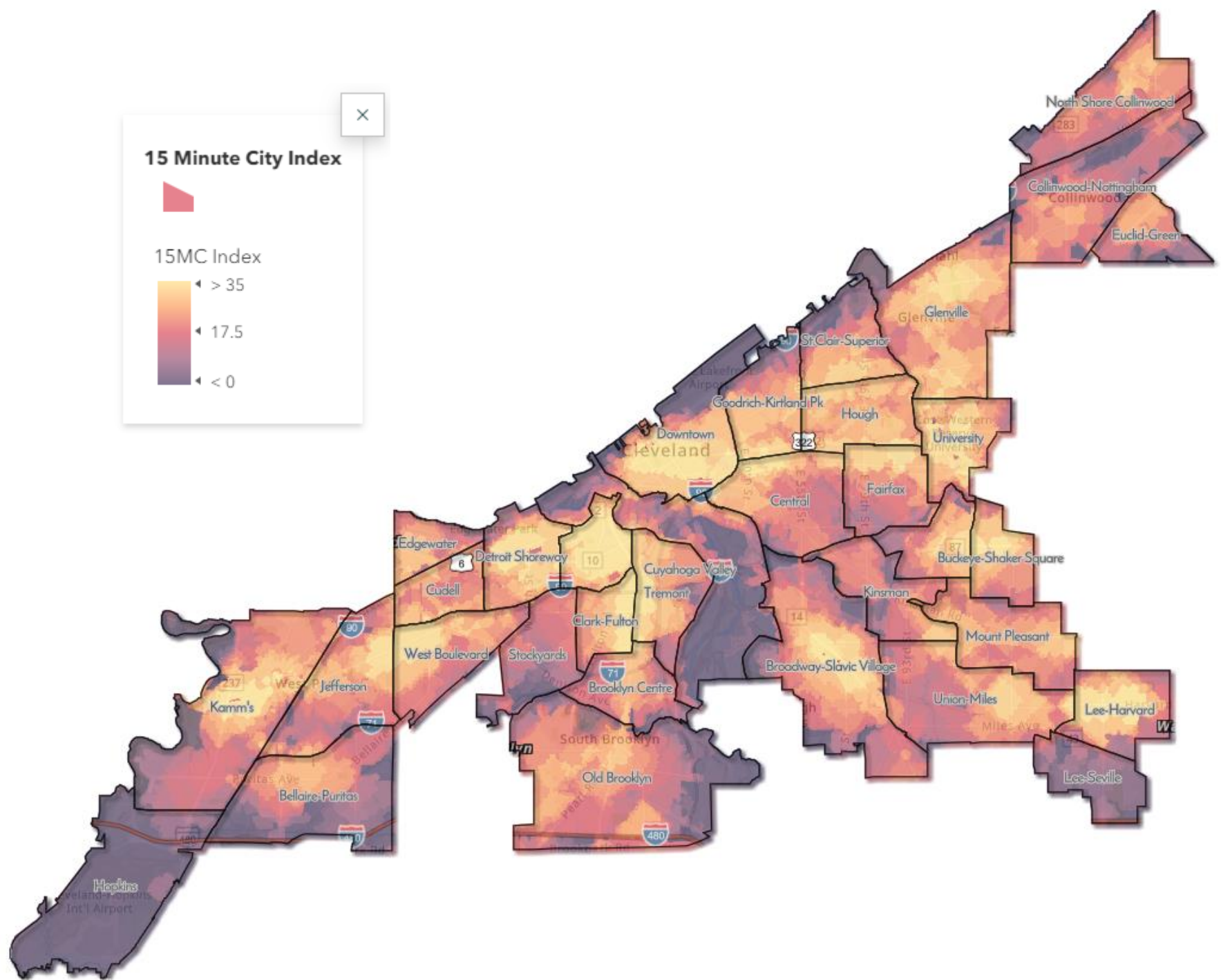
City of Cleveland Tracts Only



TOD and TDM as an expression of the 15-Minute City Framework

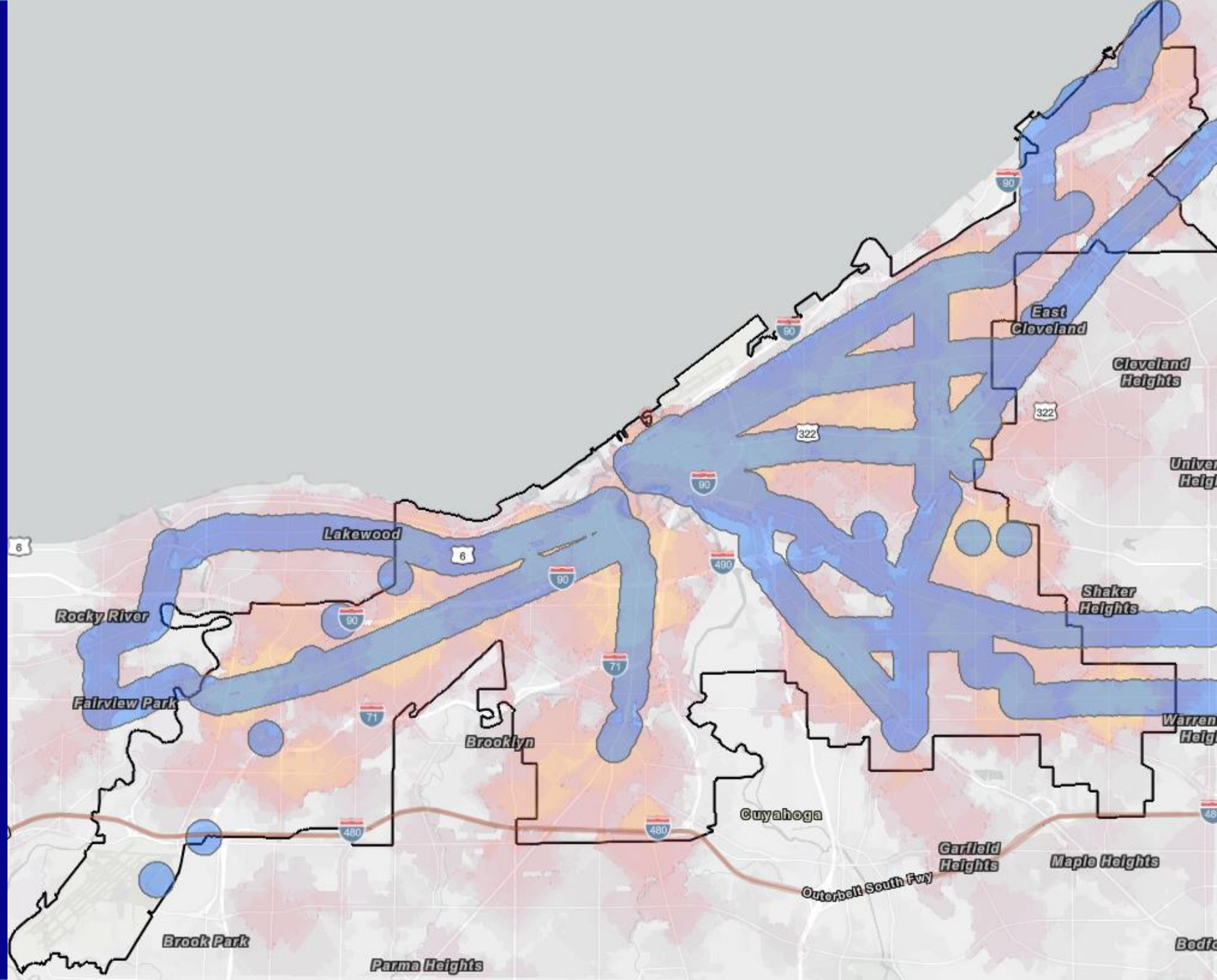
Goal:

Permit and support vibrant, dynamic neighborhoods where residents can meet their needs and desires within a 15-minute walk, bike ride, or transit trip.



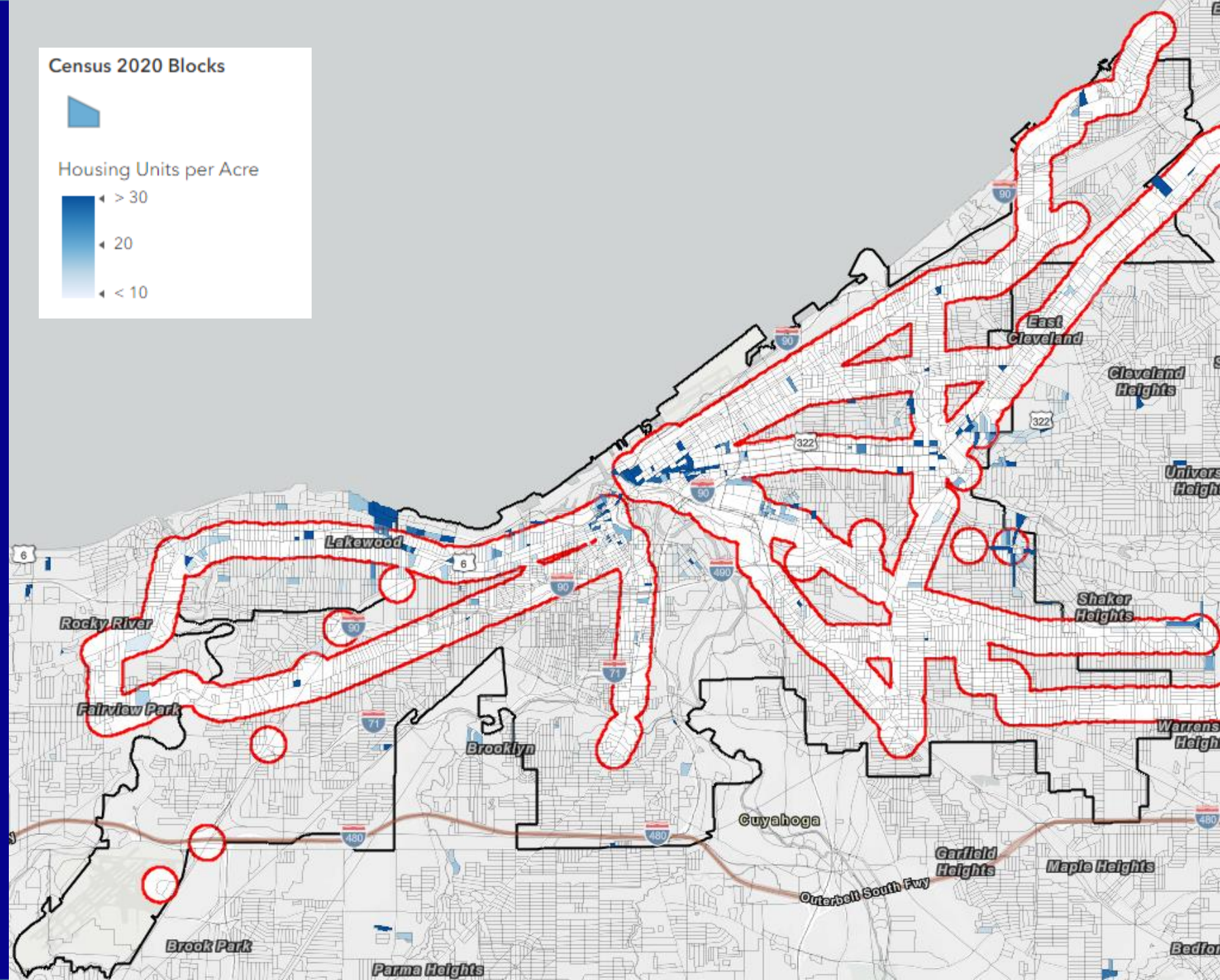
High Frequency Transit Corridors act as the “TOD Zone”

The area within ¼ mile radius (5 min. walk) of a high-frequency transit (15-min. or less) transit stop



High Frequency Transit Corridors act as the “TOD Zone”

The area within ¼ mile radius (5 min. walk) of a high-frequency transit (15-min. or less) transit stop



47% POPULATION

73% Non-white / Latinx population

40% OF CITY BY LAND

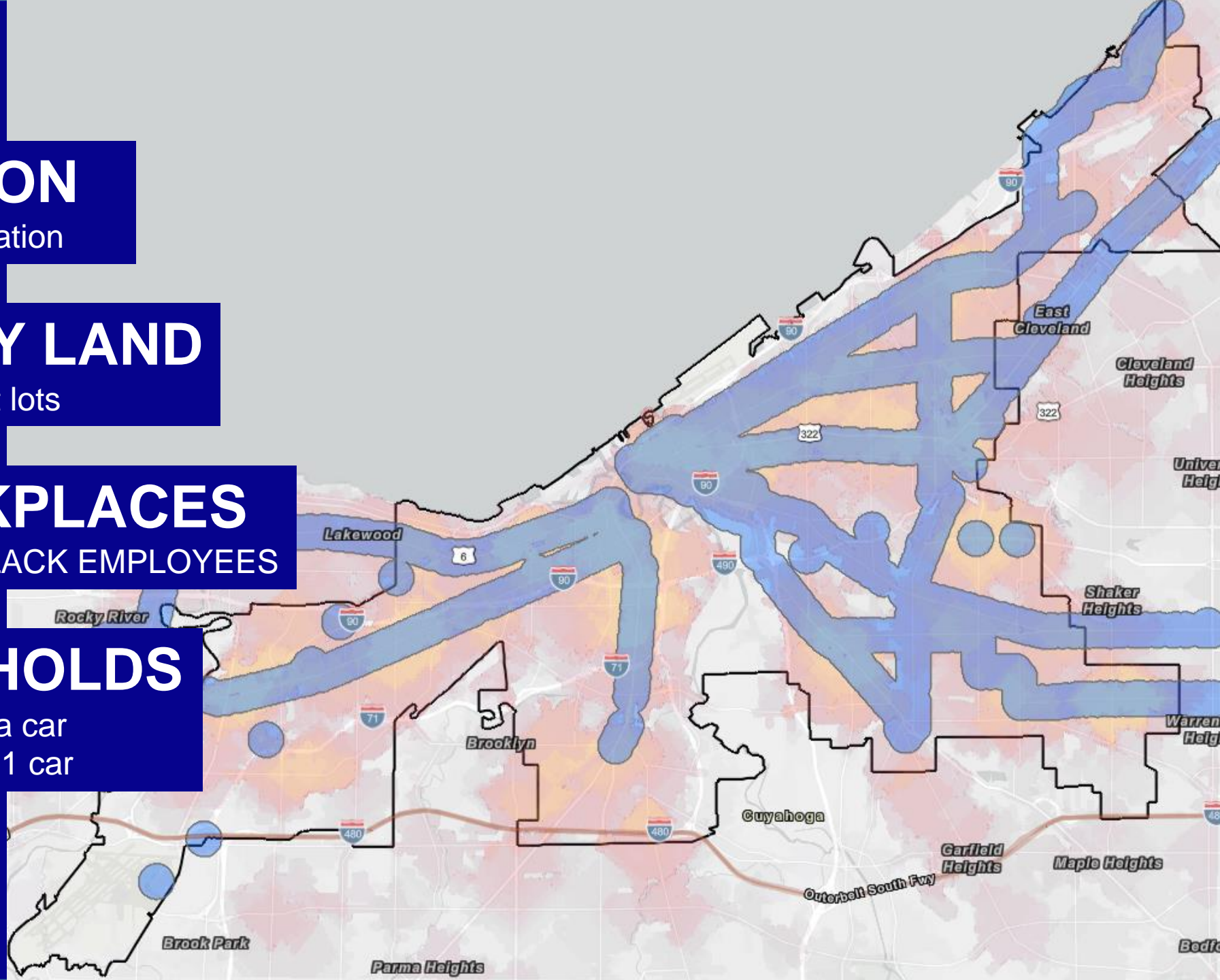
56% Cleveland-owned vacant lots

78% ALL WORKPLACES

80% WORKPLACES FOR BLACK EMPLOYEES

23% of HOUSEHOLDS

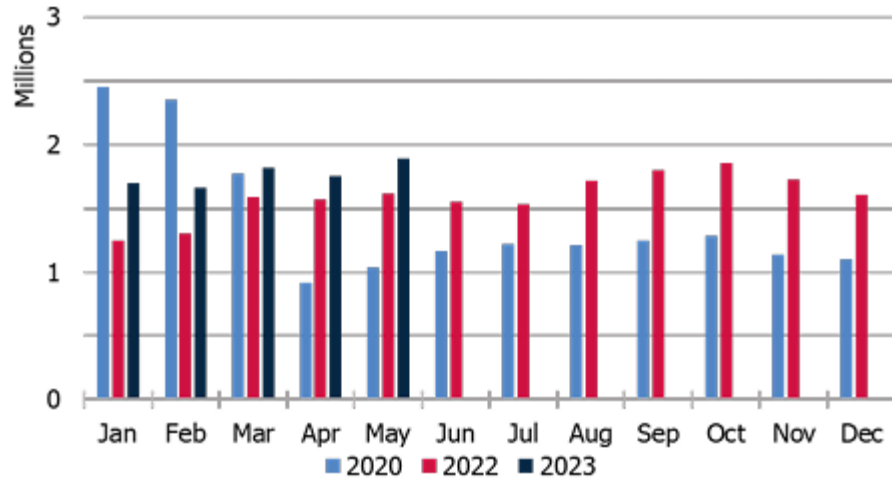
in the TOD zone do not have a car
70% of households have 0 or 1 car



Transit Use

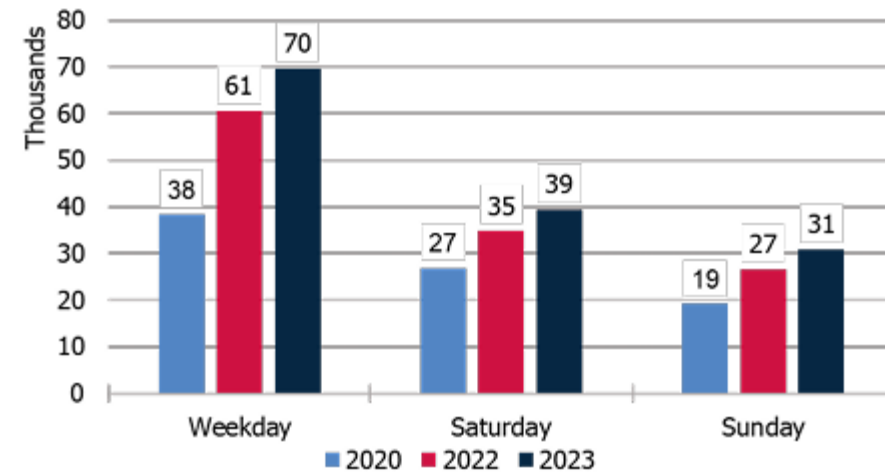
~8% of employed residents commute via public transit (ACS 2021, 5-year estimates)

System Ridership by Month



RTA Ridership Report (May 2023)

May Avg. Ridership by Day Type (no Paratransit)



Strategies

- 01** Swap out mandatory off-street parking requirements for TDM in the TOD Zone
 - Applies to new construction, but also new uses/change of use for existing buildings
 - Easier to build new, easier to reuse old
- 02** Establish TDM Program and necessary processes

Later:

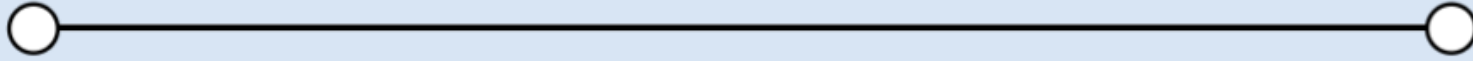
- 03** Zoning Map Updates: permit a mix of uses by-right near high frequency transit stops
 - Often the areas around HF stops are zoned for only single/two-family uses



Fifteen Minute City Score Filter

Adjusting this slider will filter out for areas with more or less access to 15-minute city amenities in our model

0 35



TOD Zone Filter

Inside TOD Zone

Outside TOD Zone

The TOD Zone is 1/4 mile as the crow flies from high-frequency transit stops 🚇

Reset



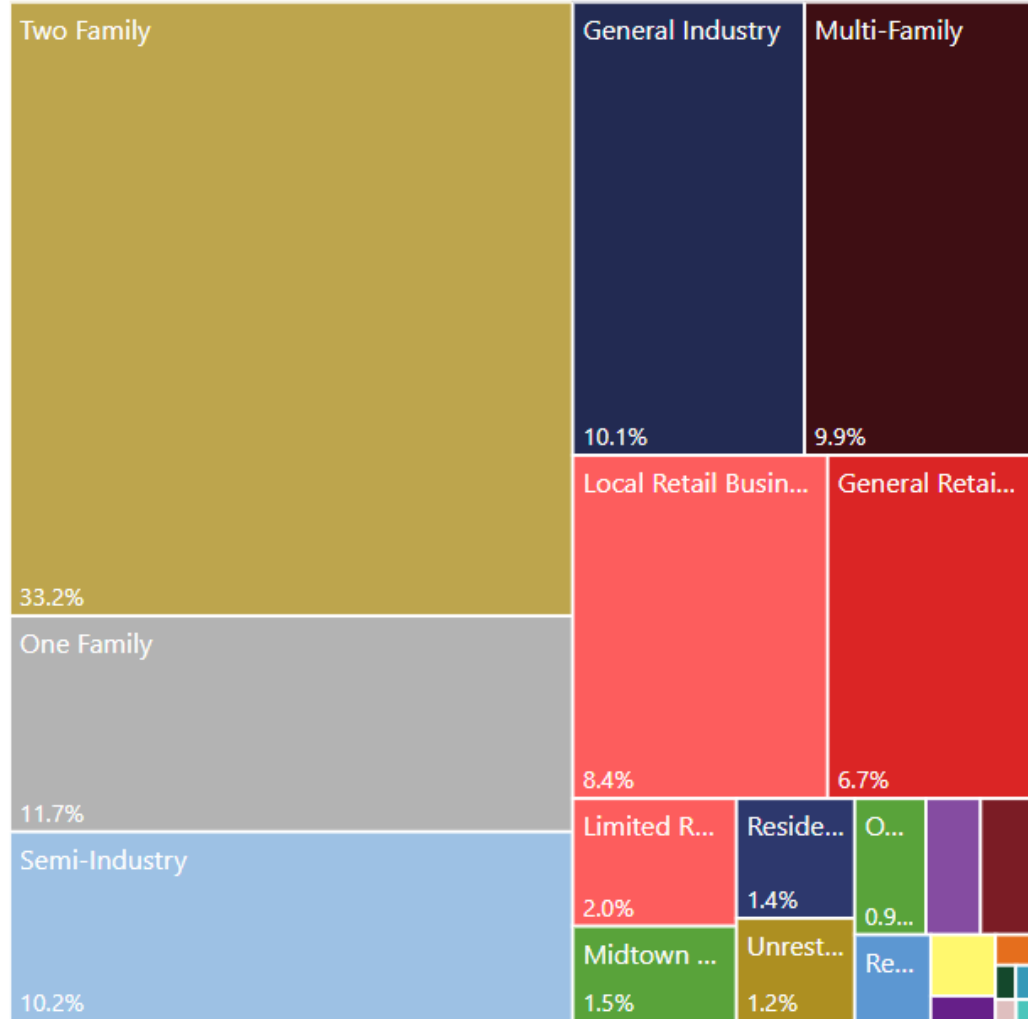
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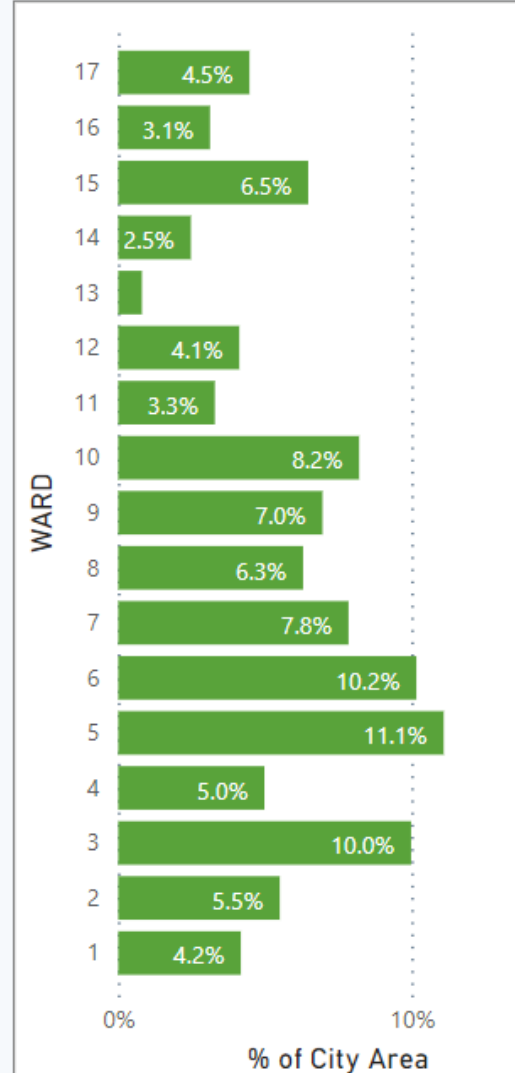
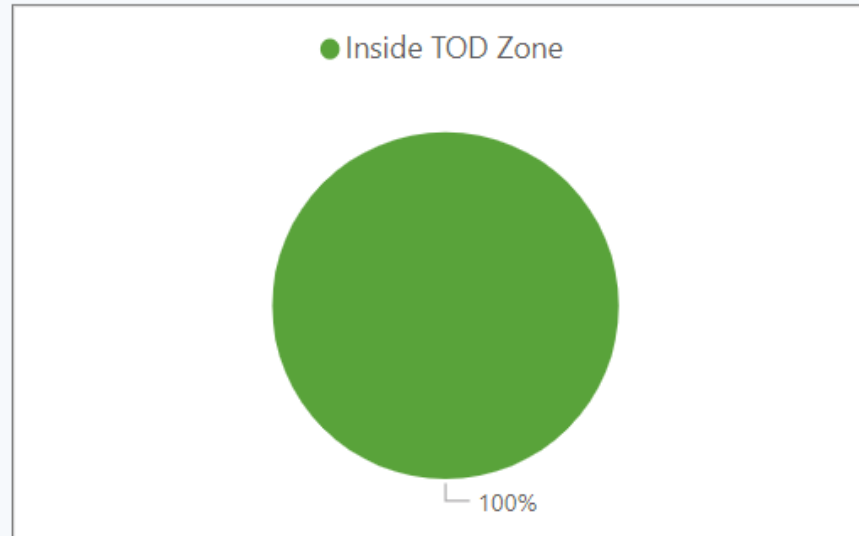
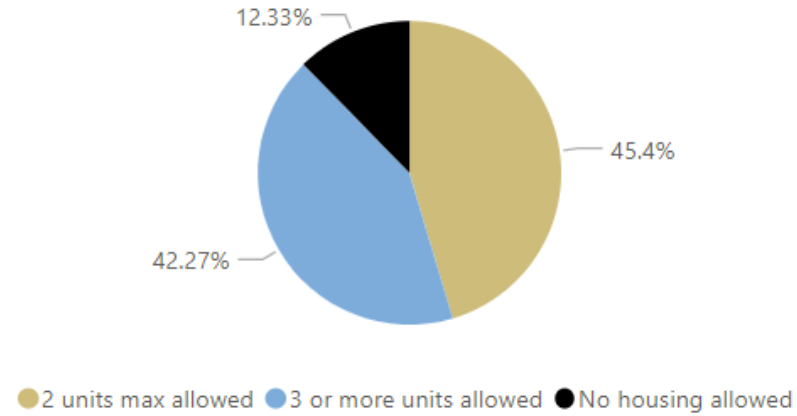
40%

of City

Zoning Breakdown



What kind of land use are we permitting by right?



Key Takeaways

- 01** Zoning on ~60% of the land within a 5-minute walk of HF Transit does not permit more than 2 units of housing to be built.
- 02** Over 17,000 vacant lots are within the TOD Zone (5-minute walk of HF Transit)
 - Flexibility is needed here on housing: from ADUs Missing Middle to large-scale Multi-Family
- 03** This condition is a public emergency – intersecting public health, climate, municipal finance, and human thriving.



Why Parking?

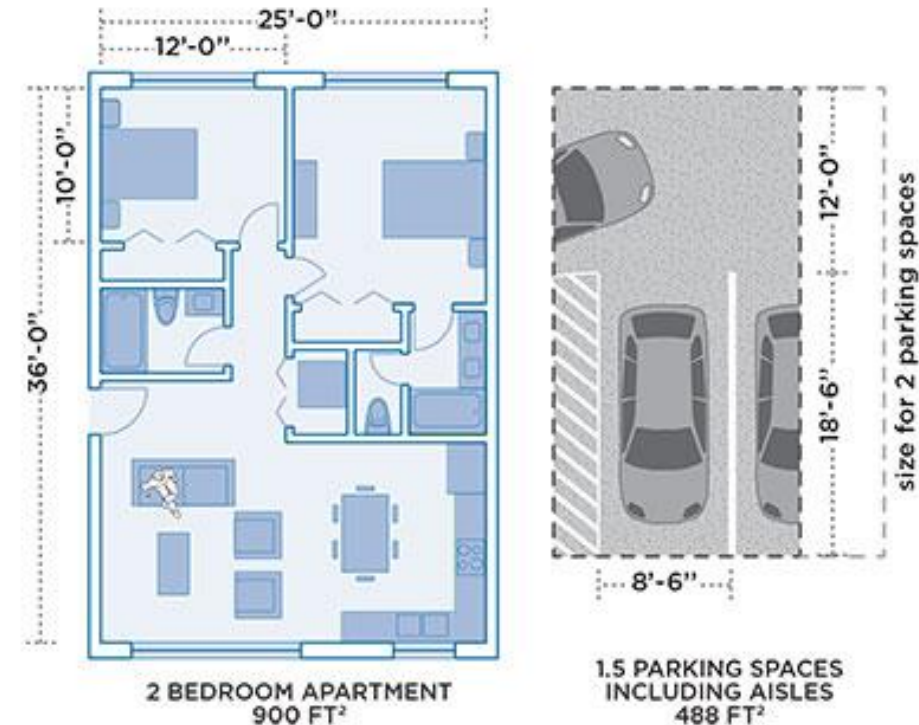
Parking is required by driving – it pushes land uses farther from each other, making it harder and less convenient to walk, roll, bike, or use transit.

Equity

- ~25% of Cleveland households do not have a car
 - 70% of households within a 5-minute walk of HF Transit have 0 or 1 car
- ~20% of Clevelanders are too young to drive - Mandatory parking requirements are exclusionary

Opportunity

- Over 200,000 jobs are within a 5-minute walk of HF Transit
- More than 75% of people who work in Cleveland work within the TOD Zone
- More 2,800 acres of vacant land within TOD Zone



Transportation Demand Management

STRATEGY	STRATEGY SUMMARY	TDM Points Earned
TRANSIT-A	Subsidize transit passes at 100%	8
TRANSIT-B	Subsidize transit passes at 75%	6
TRANSIT-C	Subsidize transit passes at 50%	5
TRANSIT-D	Subsidize transit passes 25%-49%	4
TRANSIT-E	Transit stop investments	3
INFO-A	Transportation information kiosk	3
INFO-B	Pedestrian and Cyclist Wayfinding	3
ACTIVE-A	Streetscape improvements	7
ACTIVE-B	Bicycle parking	3
ACTIVE-C	Long-term Bicycle Facilities	5
ACTIVE-D	Host and subsidize shared mobility at 100%	6
ACTIVE-E	Host and subsidize shared mobility at 50%	3
ACTIVE-F	Bicycle repair station	2
ACTIVE-G	Bicycle maintenance services	3
ACTIVE-H	Bicycle fleet	6
ACTIVE-I	Bicycle valet	4
PARKING-A	Parking supply reduction	2-10
PARKING-B	Unbundle parking	5
PARKING-C	Parking cash out: non-residential	6
PARKING-D	Short-term parking provision	6
CAR-A	Car-share	4
CAR-B	Car-share membership	6
HOV-A	Vanpool services	6
HOV-B	Shuttle services	6
HOUSING-1	10% low-income units or 5% very low-income units	4
HOUSING-2	20% low-income units or 10% very low-income units	6
HOUSING-3	30% low-income units or 15% very low-income units	8
HOUSING-4	100% of units are affordable	10
FAMILY-A	On-site child-care	7
FAMILY-B	Family amenities and storage	7
DELIVERY-A	Delivery area	5
DELIVERY-B	Delivery services	7

Example 1: Stokes West Project

- Tier Placement
 - 261 dwelling units = Placed in Tier 4 (>100 dwelling unit threshold).
 - Requires **30 TDM Points** to fulfill TDM Program requirements
 - Mandatory parking minimums waived

Strategy	Points	Description
TRANSIT-D	4	Subsidize transit passes at 40% for tenants
ACTIVE-A	7	Streetscape improvements that prioritize pedestrians, bicyclists, and transit riders
ACTIVE-C	5	Provide secure, long-term bicycle parking on-site
ACTIVE-F	2	Provide a bicycle repair station for tenants
ACTIVE-H	6	Provide a bicycle share fleet for tenants
PARKING-B	5	Unbundle parking spaces from tenant rent
ACTIVE-E	3	Provide shared mobility hub (scooters, bikes) on-site
TOTAL	32	



TDM Requirement Tiers

Tiers are determined by any project attribute crossing that tier's threshold.

TDM Tiers	Applicability		Project Characteristics			TDM Points required
	New Construction	Change of Use/Expansion	Dwelling units	Retail Square Footage	On-site Employees	
Tier 1	X		10-25	>5,000	>12	10 points
Tier 2	X	X	25-60	>10,000	>25	15 points
Tier 3	X	X	60-100	>15,000	>100	20 points
Tier 4	X	X	>100	>20,000+	>150	30 points

¹ On-site employees is a total count of all employees physically present at the proposed project location at least three days a week.

Example: Stokes West Development

UCI Development | Stokes West

Cleveland, Ohio





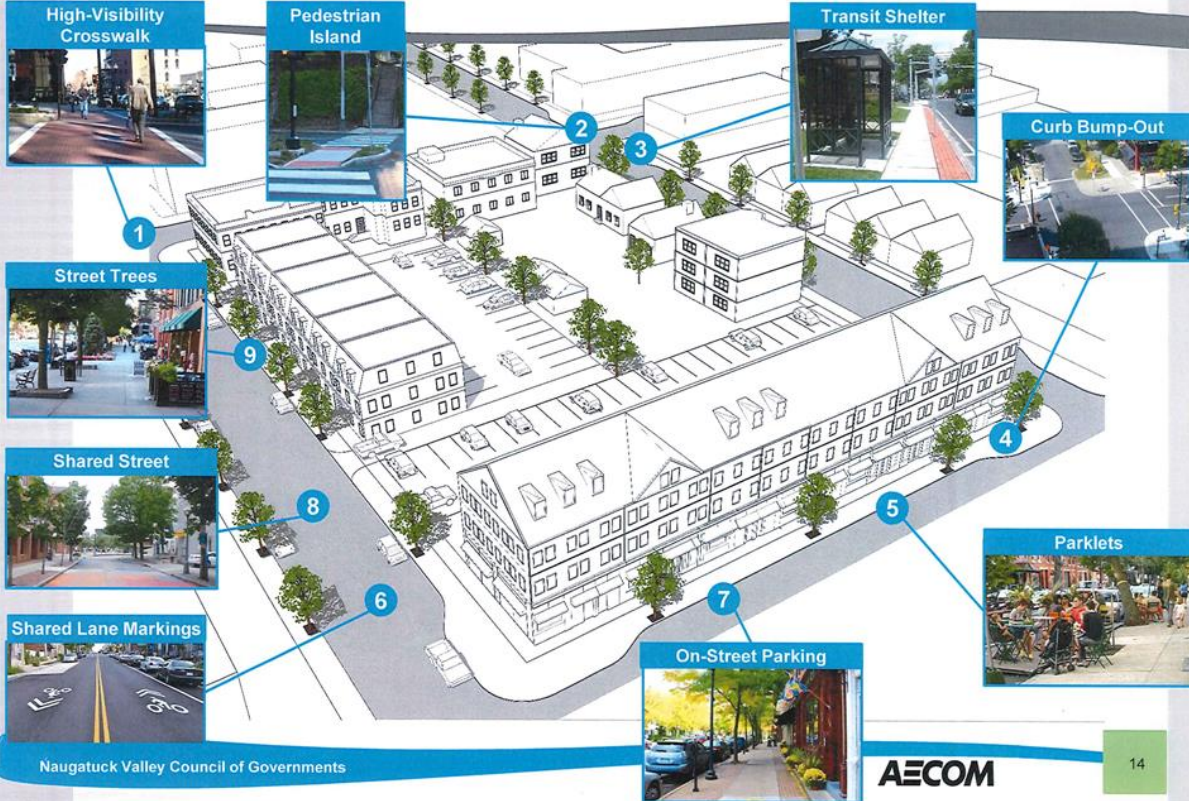
Applicant Requirements

TDM Plan:

1. Application
2. Demonstrative site plans
3. Supportive documentation
 - Justification for TDM measures
 - Implementation and maintenance plan
 - Monitoring and reporting plan
4. TDM Registration via the Division of Licenses and Assessments
 - Requires annual renewal for the first 3 years, followed by a requirement of every 3 years assuming consistent compliance
 - Fee set by Board of Control



Complete Streets: Key Features



Complete Streets: Key Features and Benefits

1 High-Visibility Crosswalk

Wide crosswalks improve pedestrian safety. Crosswalks should also be highly illuminated, raised, and have pedestrian count-down signals.

2 Transit Shelter

Bus shelters protect & comfort transit-riders and should include LED lighting, benches, maps, & dynamic messaging signs.

3 Pedestrian Refuge Island

Refuge islands in center of streets protect bicyclists and pedestrians in crosswalks. They also 'calm' traffic by reducing the perceived operating width of roadways.

4 Curb Bump-Outs

Bump-outs extend curb-lines into streets to reduce crosswalk distances. Safety is enhanced because people in Bump-outs are more visible to motorists.

5 Parklets

Parklets use on-street parking spaces for seating, sidewalk cafes or bicycle parking. They can be privately constructed and maintained. They attract people to the street and serve to calm traffic.

6 Shared Lane Markings

Shared-lane markings (sharrows) are painted in travel lanes that are too narrow to allow formal bicycle lanes. Sharrows remind motorists to share the street with bicyclists.

7 On-Street Parking

On-street parking is critical to meet the parking needs of businesses; it also buffers pedestrians from traffic and increases activity on downtown streets, which encourages strolling and shopping.

8 Shared Street

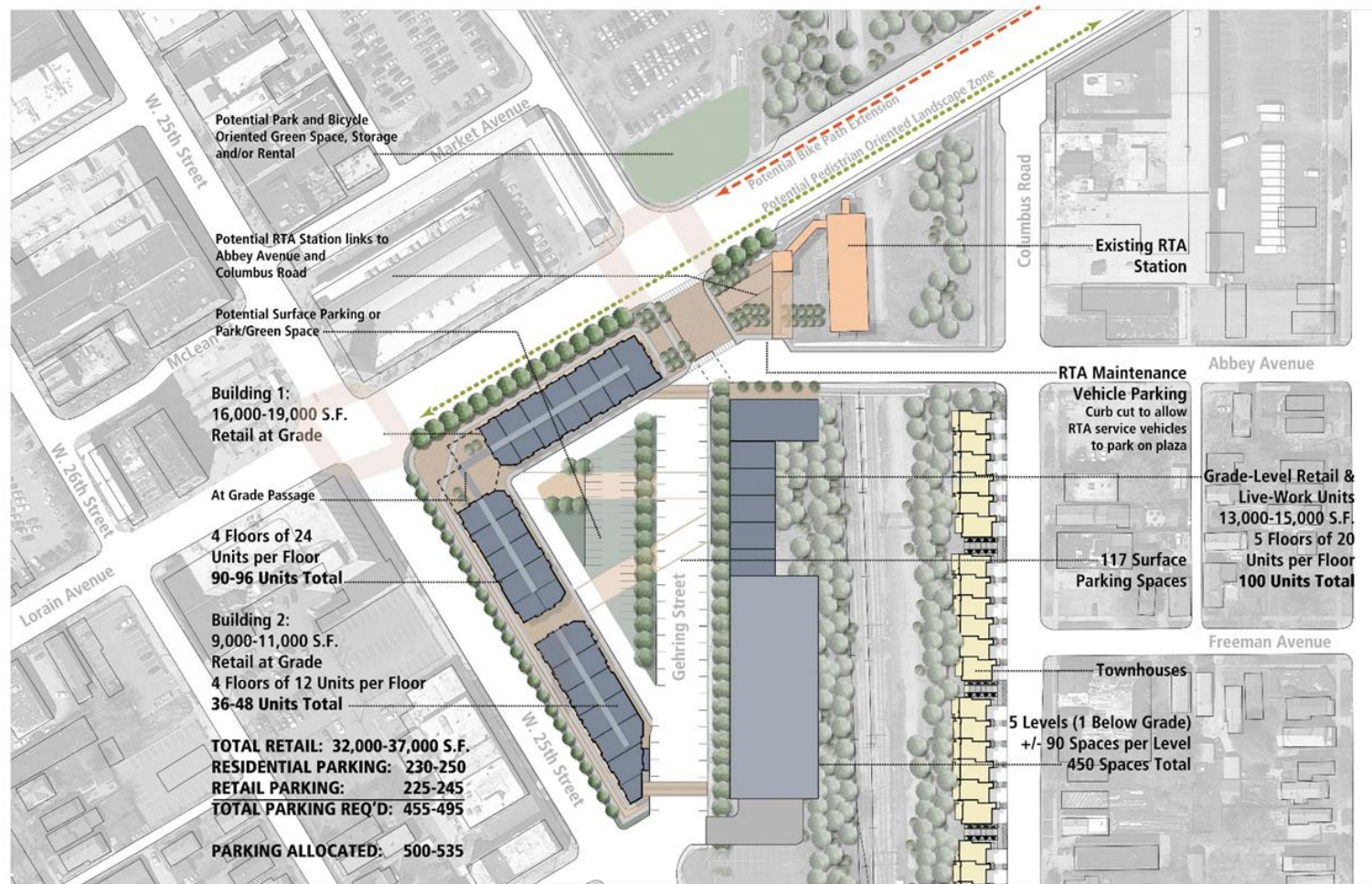
Shared streets prioritize pedestrians and bicyclists and require motorists to operate at very slow speeds. This tool is best for low-volume streets that serve residential areas.

9 Street Trees

Street trees create greener public spaces. The vertical tree trunks and overhead canopy of trees enclose the street, cause motorists to slow down, and provide shade for pedestrians.



Demonstrative Site Plans

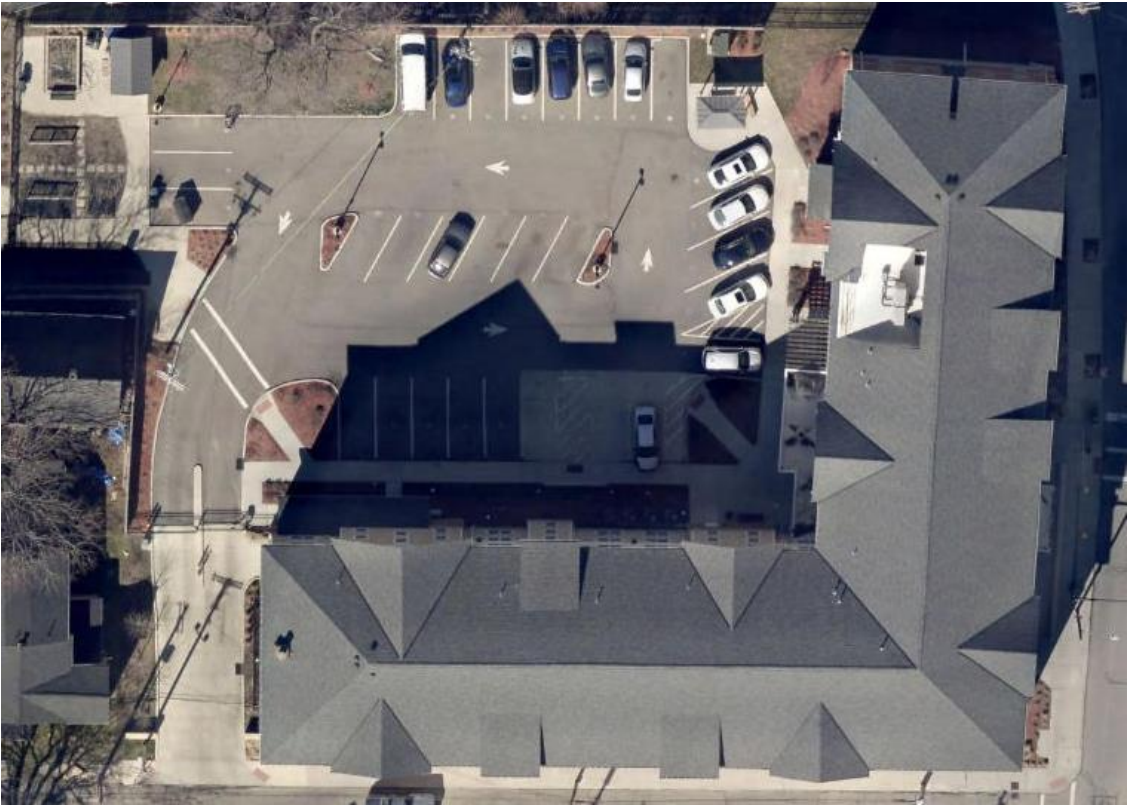


TOD- W. 25th Street RTA Station and District PHASE 3B - GEHRING REMAINS
Ohio City District in Cleveland, Ohio

dimitarchitects, llc
March 18, 2013



What is built vs. what becomes possible



What is built vs. what becomes possible



What is built vs. what becomes possible



Case Study

Buffalo, New York – Unified Development Ordinance (Green Code) 2017

- Eliminated parking minimums citywide
- Required TDM for new construction (>5,000 sf) and renovations with change of use (>50,000 sf)

Key Insights:

- Rather than building parking, developers shared parking
- Even new parking became shared parking
- Transit Oriented Development got a boost (new mixed-use projects popped up in transit-friendly areas that were previously uncommon in the City. The added costs of old parking requirements had served as a deterrent to new development).
- Adaptive reuse projects became more viable



Outcomes

- Permit more affordable housing products
 - Surface parking spaces can cost upwards of \$5,000/space.
 - Garage parking can cost \$25,000/space, \$35,000 for below-ground garages.
 - +17% - additional cost of a unit's rent attributed to parking.
- “Legalize” many of our treasured commercial and cultural districts
 - Many existing mixed-use areas are not allowed under the current zoning code, and do not meet currently mandated parking requirements.
 - Support small businesses in opening – currently they are punished by expensive parking requirements or onerous variance processes.
- Enable more services and amenities within a 15-minute walk, bike ride, or transit trip
 - Building the 15-Minute City.



Questions?

Thanks to all the colleagues that made this work possible

Dro Sohrabian, Michele King, Joyce Pan Huang, Shannan Leonard, Calley Mersmann, Austin Davis, Stephanie Melnyk, Mary Cornely, Tony Bango, Adam Davenport Tim Dehm, LaRhonda Talton, Maribeth Feke, Patrick Hewitt, David Margolius, Sarah O’Keeffe, Tim Kovach, Jeff Espstein, and other members of the TOD Working Group.



CITY OF CLEVELAND

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Proposed Process

