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SINGLE-FAMILY ZONING ANALYSIS

PHASE 1



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Bedford Heights	Lakewood
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Brook Park	Parma
Brooklyn	Parma Heights
Brooklyn Heights	Shaker Heights
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East Cleveland	University Heights
Euclid	Warrensville Heights
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The Cuyahoga County Planning Commission's mission is to inform and provide services in support of the short and long term comprehensive planning, quality of life, environment, and economic development of Cuyahoga County and its cities, villages and townships.

SINGLE-FAMILY ZONING ANALYSIS

PHASE 1

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INTRODUCTION

The Single-Family Zoning Analysis is a project of the Northeast Ohio First Suburbs Consortium in partnership with the Cuyahoga County Land Bank and facilitated by the Cuyahoga County Planning Commission. Its goal is to identify issues within zoning regulations that can make constructing desired infill housing in the First Suburbs difficult or cost-ineffective.

PROJECT GOAL

Identify issues within zoning regulations that can make constructing desired infill housing difficult or cost-ineffective.

NORTHEAST OHIO FIRST SUBURBS CONSORTIUM

Created in 1996 by elected officials representing communities surrounding Cleveland, the Northeast Ohio First Suburbs Consortium is the first government-led advocacy organization in the country working to revitalize mature, developed communities, and raise public and political awareness of the problems and inequities associated with urban sprawl and urban disinvestment.

The Northeast Ohio First Suburbs Consortium was created as a council of governments to respond to government policies and practices which promote the development of new communities at the outer edges of metropolitan regions over the redevelopment and maintenance of mature suburbs.

INFILL HOUSING



Infill housing, such as this new home in Maple Heights, brings new homes and people to existing neighborhoods.

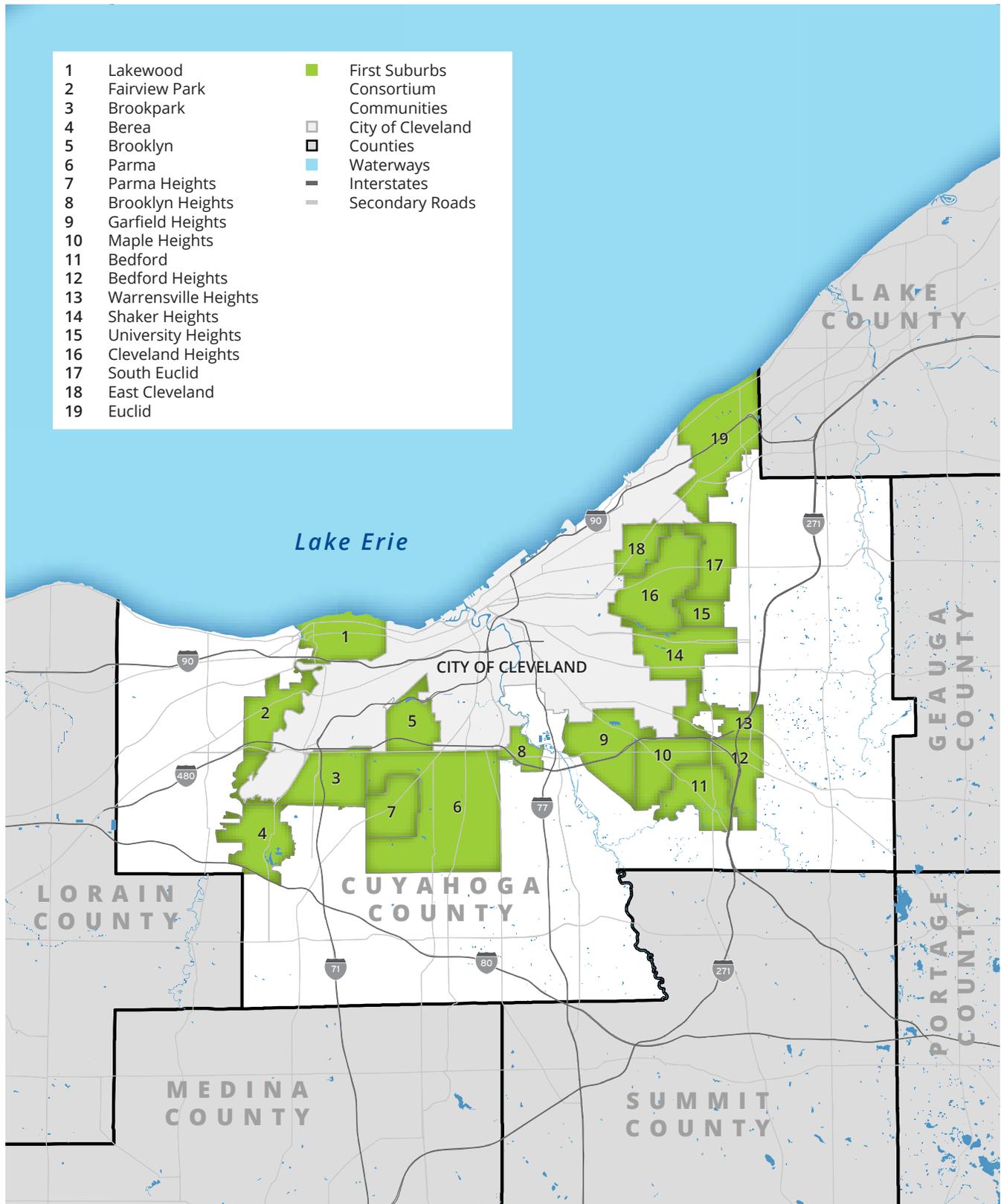
Source: Cuyahoga County Land Bank

SINGLE-FAMILY ZONING ANALYSIS: PHASE 1

The Single-Family Zoning Analysis: Phase 1 is the first of four proposed phases that will address the issue of single-family infill development in the First Suburbs. This first phase covers an analysis of single-family zoning to determine whether desired housing can be built under current regulations, or whether infill housing would require significant variances or countermeasures to be built.

Future phases may include a best practices guide, code changes for participating communities, and ongoing tracking of single-family infill housing.

MAP 1 | FIRST SUBURBS CONSORTIUM COMMUNITIES



Source: County Planning

THE ISSUE OF INFILL

Infill housing entails building new homes on vacant lots, often where homes were previously demolished. Some issues for infill are that developing homes on these lots is often time-consuming and costly due to historic infrastructure, the physical constraints of the site, and the economics of individual home construction. Another overarching issue is in the control of local municipalities: zoning regulations.

WHAT IS INFILL HOUSING

For this project, infill housing is defined as new housing constructed on existing lots within largely developed communities. Infill lots tend to be those where a previous home was demolished, and the lot is vacant. As housing markets continue to improve and buyers seek homes in walkable communities with quick access to services and amenities, providing easy-to-use regulatory structures that produce desired infill housing is key to attracting new single-family infill development.

INFILL DESIGN



Infill housing can feel out of place unless designed respectfully with surrounding homes.

Source: City of South Euclid

THE ZONING PROBLEM

If the goal is to get new housing into neighborhoods, zoning can often stand in the way. Zoning regulations were typically written in different eras, when abundant undeveloped land could be subdivided into thousands of lots easily and new homes were built en masse. During an era when housing was cramped and overbuilt, zoning was also intended to disperse people. It accomplished this through minimum lot sizes, required separation between homes, and other regulatory requirements.

In today's world, vast new tracts of developable land are rare, especially in the First Suburbs. Instead, infill housing must be built on individual lots within existing neighborhoods. These lots can be smaller and tighter than what zoning requires. In order to build on these lots, a developer either must request a variance or may be forced to combine multiple lots together. Many times, however, vacant lots are left unbuilt. This is the zoning problem.

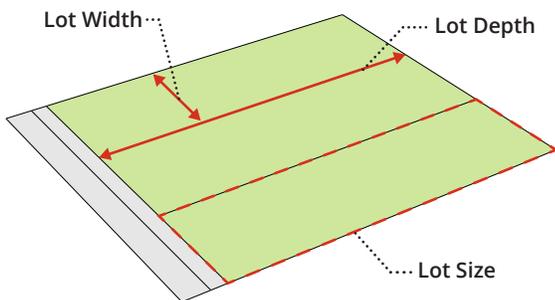
The graphics on the following page illustrate how some of these zoning issues play out in typical neighborhoods of the First Suburbs communities.

VISUALIZING INFILL HOUSING AND ZONING

The following series of images displays the issues that can arise between existing lots/structures and the lot/structure dimensions required by zoning regulations. When zoning requires wider lots, deeper setbacks, or lower heights than what currently exists, housing developers must apply for variances, build housing that is different than current homes in the neighborhood, or may choose not to construct an infill home.

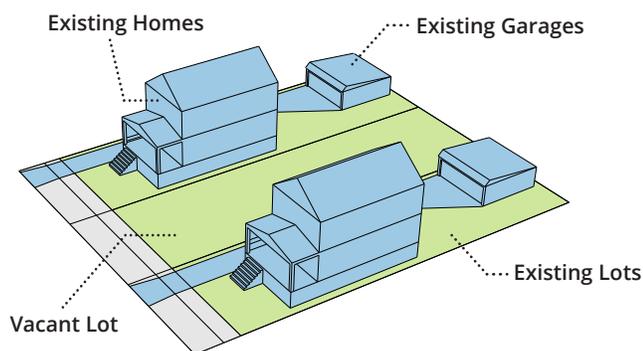
1. EXISTING LOTS

Existing lots may have been platted before zoning.



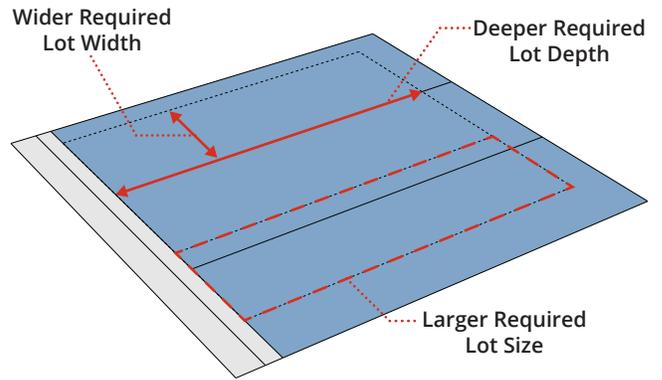
2. EXISTING STRUCTURES

These include homes and accessory buildings.



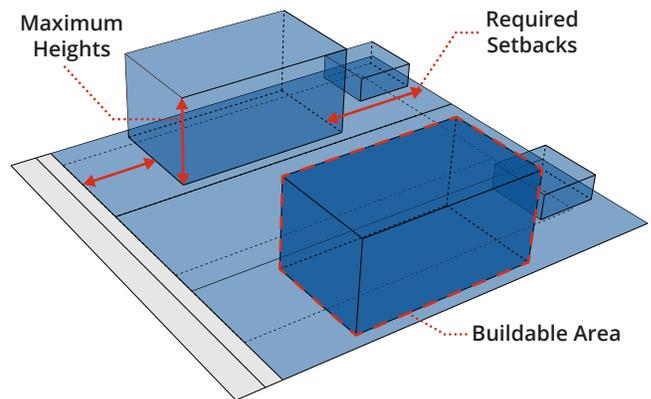
3. LOTS REQUIRED BY ZONING

Required lots can often be larger than existing lots.



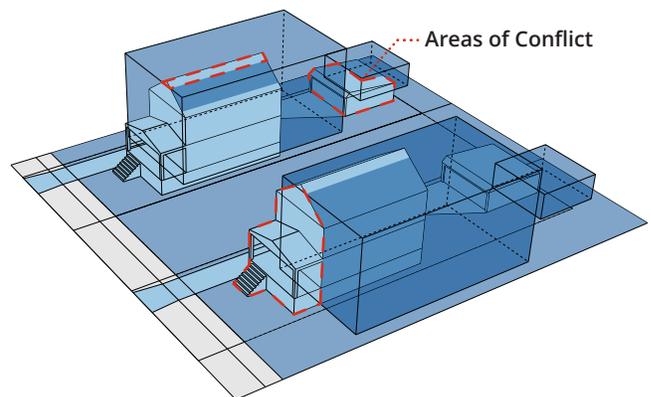
4. BUILDABLE AREA

Buildable area is the space within which a building can be built after subtracting setbacks.



5. CONFLICT BETWEEN EXISTING AND ZONING

Existing homes are often in conflict with regulations.





SECTION 1

INFILL HOUSING OVERVIEW

The Infill Housing Overview section provides a summary of population and housing changes that are affecting infill housing demand. It provides an important overview of the state of the housing market and the opportunity for infill housing in the First Suburbs, including the following major findings:

INCREASING OCCUPIED UNITS

The First Suburbs have seen an increase in the number of occupied housing units in the last decade even as the total number of housing units has decreased. This indicates that homes that were previously vacant, especially in the aftermath of the Great Recession, have been filled, showing a strengthening housing market.

IMPROVING HOUSING MARKET CONDITIONS

Overall, the housing market conditions in the First Suburbs have been improving, with the median sales price and the number of home sales increasing in recent years. The median sales price is up 34% since 2009 and the number of sales is up 62%. These improvements point to the increasing potential for new infill housing.

SLOWING DEMOLITIONS

Dovetailing with the improving housing market conditions, the number of home demolitions has plateaued for almost all of the First Suburbs, with the exception of East Cleveland. Since 2017, the annual number of demolitions has flat-lined, showing a stabilized housing market and a reduced need for government intervention in demolition.

DECREASING NUMBER OF INFILL HOMES

Despite the positive housing market improvements, the number of single-family homes being constructed in the First Suburbs has slowed. The number of newly constructed units fell after the Great Recession, rebounded in the mid-2010s, but 2019 and 2020 saw the lowest number of new homes in the last decade. The lack of new homes is a missed opportunity to rebuild neighborhoods and restore population loss.

1.1 POPULATION TRENDS

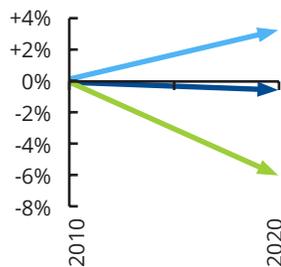
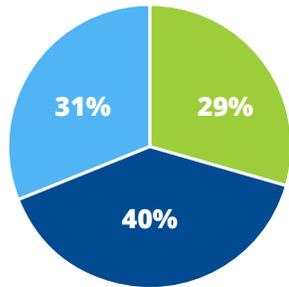
County Planning has compiled demographic trends for the City of Cleveland, Inner Ring Suburbs, and Outer Ring Suburbs. The geography of the Inner Ring Suburbs includes all 19 of the First Suburbs as well as seven additional communities. The Inner Ring Suburbs comprise the largest percent of population, housing units, and occupied housing units in Cuyahoga County, with 40% in each category. This reinforces the importance of housing and neighborhoods to the Inner Ring Suburbs.

The population of Cuyahoga County continues to shrink, but that population loss is not equal across communities. While the City of Cleveland lost 6.1% of its population between 2010 and 2020, the Outer Ring Suburbs grew by 3.3%, and the Inner Ring Suburbs stayed relatively stable, losing just 0.7%. Total housing units have generally followed a similar trend.

While the number of total housing units for the Inner Ring has stayed stable, the number of occupied housing units has grown by 1.9%. This indicates that previously vacant units have either been reoccupied, or demolished and replaced with new units.

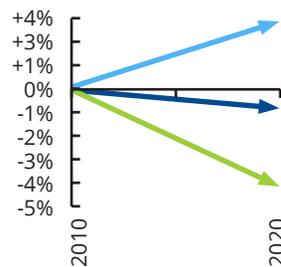
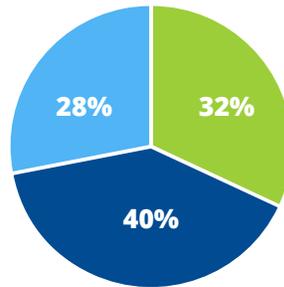
- Inner Ring Suburbs
- City of Cleveland
- Outer Ring Suburbs

FIGURE 1
TOTAL POPULATION & CHANGE



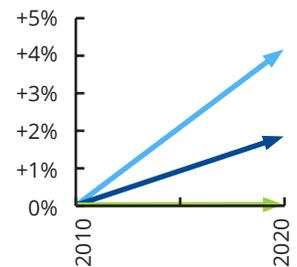
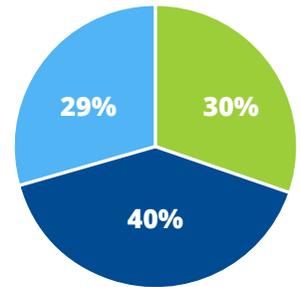
Source: U.S. Census Bureau, 2020 Census, State Redistricting Data; 2010 Census, P1

FIGURE 2
TOTAL HOUSING UNITS & CHANGE



Source: U.S. Census Bureau, 2020 Census, State Redistricting Data; 2010 Census, H1

FIGURE 3
OCCUPIED HOUSING UNITS & CHANGE



Source: U.S. Census Bureau, 2020 Census, State Redistricting Data; 2010 Census, H1
*Totals do not sum to 100 due to rounding

1.2 MEDIAN SALES PRICE

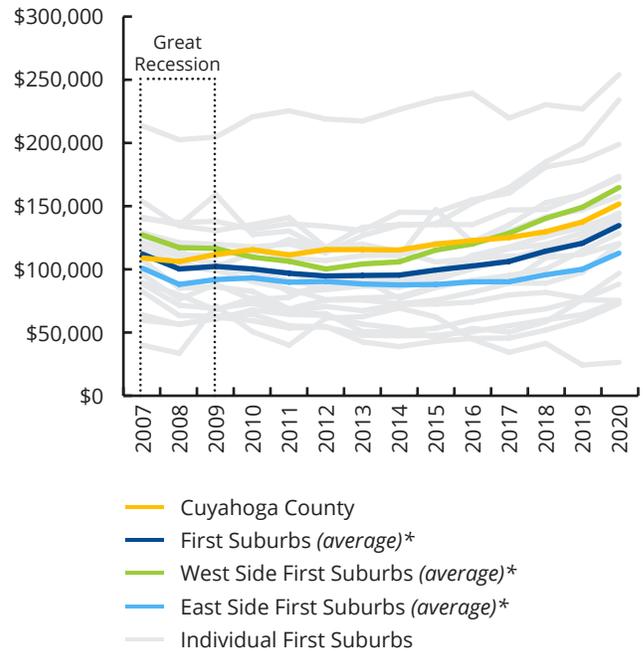
Median sales price statistics covers data for single-family homes sold in the First Suburbs communities and in Cuyahoga County. Median sales price data is important because it indicates the strength of the housing market, the willingness of buyers to purchase in given areas, and the prices builders may be able to obtain for newly constructed infill housing.

Trends show median sales prices that decreased during and following the Great Recession, stagnated during the ensuing years, and increased starting in 2014. The increase in median sales price has quickened in recent years, and has increased in both the West Side and East Side First Suburbs. The median sales price for the First Side Suburbs is now 34% higher in 2020 than at the end of the Great Recession in 2009.

FIGURE 4
MEDIAN SALES PRICE

	2009	2020	2009-2020 % Change
Cuyahoga County	\$111,000	\$153,000	+38%
First Suburbs (avg.)*	\$101,698	\$136,068	+34%
West Side First Suburbs (avg.)*	\$116,016	\$165,994	+43%
East Side First Suburbs (avg.)*	\$91,285	\$114,305	+25%

FIGURE 5
MEDIAN SALES PRICE, 2007-2020



Source: Northeast Ohio Metropolitan Data Resource
 * Data for the First Suburbs, West Side First Suburbs, and East Side First Suburbs corresponds to the average of the medians for those communities and is not weighted.

1.3 NUMBER OF SALES

The sales data displayed represents the average number of single-family homes sold each year, including the sales of both existing and new homes. An increasing number of homes sold indicates a more active market, which can also demonstrate a stronger demand for homes.

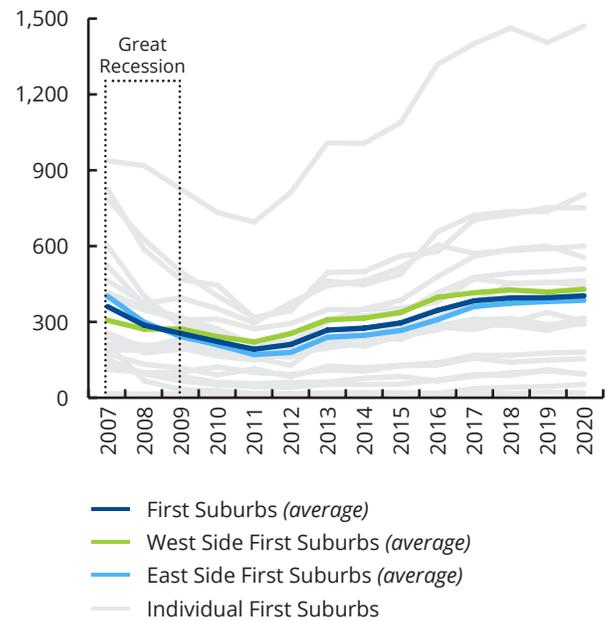
In 2009, the number of home sales in First Suburbs communities was 254 and rose to 411 in 2020. This is an increase of 62%, showing a strengthening of the housing market in the First Suburbs since the end of the Great Recession.

The number of sales has increased in the First Suburbs, West Side First Suburbs, and East Side First Suburbs, all at an equal rate of 62%.

FIGURE 6
NUMBER OF SALES

	2009	2020	2009-2020 % Change
First Suburbs (avg.)	254	411	+62%
West Side First Suburbs (avg.)	271	437	+62%
East Side First Suburbs (avg.)	242	392	+62%

FIGURE 7
NUMBER OF SALES, 2007-2020



Source: Northeast Ohio Metropolitan Data Resource

1.4 INFILL HOUSING

This page showcases the number of new single-family homes built in the First Suburbs between 2007 and 2020. The base data for this metric comes from the Cuyahoga County Fiscal Office, which provided data on the year a single-family home was built within each First Suburb community. County Planning provided the raw numbers to the individual communities of the First Suburbs to compare with local building information. The numbers shown in the charts include data that was updated by certain communities that saw discrepancies between their data and the Fiscal Office data.

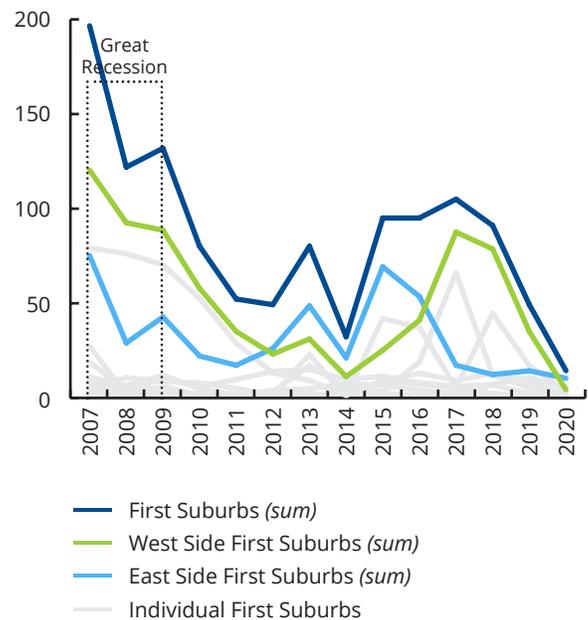
The data on new housing includes any new single-family home that was built. It does not differentiate between new infill housing on previously platted lots and new subdivisions that include multiple new homes.

The data on new single-family homes shows a decrease in new single-family homes from highs prior to the Great Recession, a bump in newly constructed homes in 2018, and a significant decrease through 2020, when the COVID-19 Pandemic struck. In total, between the end of the Great Recession in 2009 to 2020, 874 new homes were built in the First Suburbs, 519 of which were located in the West Side First Suburbs and 355 of which were located in the East Side First Suburbs.

FIGURE 8
NUMBER OF NEWLY CONSTRUCTED SINGLE-FAMILY HOMES

	2009	2020	Sum, 2009-2020	% Change
First Suburbs (sum)	132	14	874	-89.4%
West Side First Suburbs (sum)	89	4	519	-95.5%
East Side First Suburbs (sum)	43	10	355	-76.7%

FIGURE 9
NUMBER OF NEWLY CONSTRUCTED SINGLE-FAMILY HOMES, 2007-2020



Source: Cuyahoga County Fiscal Office Year Built Data; Some data updated by individual communities

1.5 DEMOLITIONS

Demolition data corresponds to the number of single-family homes demolished in the First Suburbs. Records covering 2010 to 2020 were obtained in May 2021 by querying NST databases from the Cuyahoga County Demolition Fund and the Cuyahoga Land Bank. County Planning provided the raw numbers to the individual communities of the First Suburbs to compare with local building information. The numbers shown in the charts include data that was updated by certain communities that saw discrepancies between their data and NST.

The demolition of vacant, abandoned homes is the most common way that infill lots are created, meaning communities with more demolitions generally have more opportunities for infill housing.

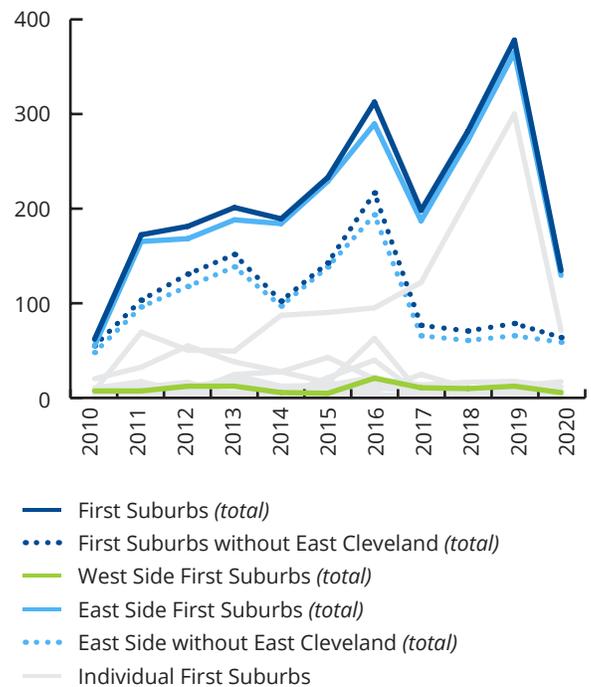
Between 2010 and 2020, there have been a total of 2,149 residential demolitions in the First Suburbs. The number of demolitions rose throughout the 2010s as new funds and programs sought to address vacant housing issues. The number of demolitions has decreased in recent years. The City of East Cleveland has experienced a disproportionate number of demolitions among First Suburbs, so data excluding East Cleveland is also shown.

In general, East Side First Suburbs have experienced far more demolitions than West Side First Suburbs, indicating a greater opportunity for infill development.

FIGURE 10
NUMBER OF SINGLE-FAMILY DEMOLITIONS

	2010	2020	Total, 2010-2020	% Change
First Suburbs (total)	30	130	2,149	+333.3%
First Suburbs without East Cleveland (total)	23	59	996	+156.5%
West Side First Suburbs (total)	2	2	75	0.0%
East Side First Suburbs (total)	28	128	2,074	+357.1%
East Side without East Cleveland (total)	21	57	921	+174.4%

FIGURE 11
NUMBER OF SINGLE-FAMILY DEMOLITIONS, 2010-2020



Source: NST Explorer, Center on Urban Poverty and Community Development, Case Western Reserve University; County Planning; Some data updated by individual communities

1.6 ABATEMENTS

Abatements are real estate tax subsidies provided to properties with new homes or substantially renovated homes, generally through the Community Reinvestment Area (CRA) program. These subsidies are incentives used by communities to encourage investment and reinvestment in homes. They work by reducing taxes (up to 100%) of the new investment in the home.

Not every community has a Community Reinvestment Area in which these tax incentives are available. Furthermore, the CRAs are customizable, and communities have different incentives and terms.

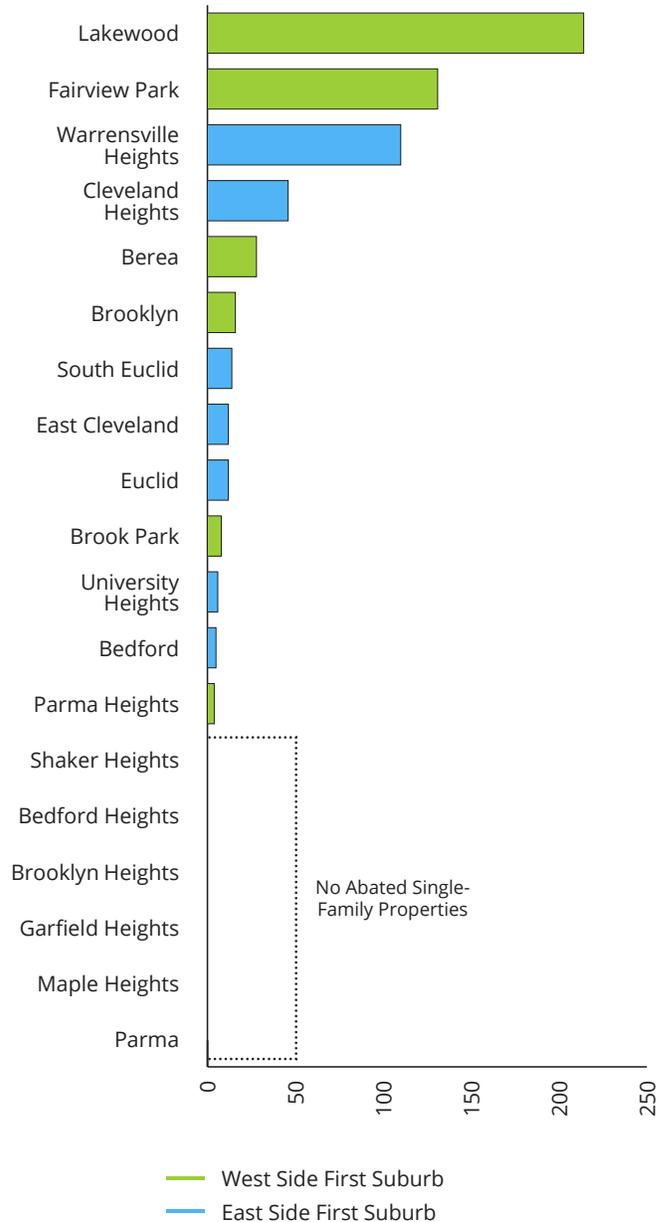
The information on this page shows single-family parcels, as listed by the Cuyahoga County Fiscal Office, that have property tax abatements.

The data shows a total of 607 single-family properties are estimated to have tax abatements, with 401 in West Side First Suburbs and 206 in East Side First Suburbs. The combined value of these abatements is \$87.9 million, with an average abatement of \$144,790.

FIGURE 12
SINGLE-FAMILY ABATEMENTS, 2020

	Abated Parcels		Total Abated Value	Average Abatement
	#	% of Total		
First Suburbs	607	100%	\$87.9m	\$144,790
West Side First Suburbs	401	66%	\$53.7m	\$133,983
East Side First Suburbs	206	34%	\$34.2m	\$165,827

FIGURE 13
ABATED SINGLE-FAMILY PARCELS, 2020



Source: County Planning; Cuyahoga County Fiscal Office



SECTION 2

ZONING DISTRICT REVIEW

The Zoning District Review section provides a summary of the process and an overview of the results of County Planning's analysis of single-family zoning districts. It also includes specific direct comparisons across the 19 First Suburbs. Some of the key findings include the following:

DIFFERENT REGULATORY STRUCTURES

Despite all being members of the First Suburbs Consortium, the zoning codes reviewed for this process are very different in organization, definitions, and structure. This analysis provides a streamlined format to directly compare regulations across communities; however, each community's zoning code should be the final reference for development regulations.

DIFFERENT REGULATED TOPICS

County Planning reviewed 13 different topics as part of the zoning code analysis; however, not every community regulates every item. For instance, only ten communities regulate maximum lot coverage for single-family homes. Importantly, a community's choice to not regulate certain topics is not necessarily incorrect—communities have different regulatory goals that may be accomplished in a variety of ways.

UPDATES AT DIFFERENT TIMES

Zoning codes have been used for nearly a century, and during that time, buildings and development codes have changed. Some communities have recently updated their zoning codes holistically, while others have made piecemeal changes or are working with older codes.

NON-CONFORMITIES VARY

One result of this analysis is the quantification of non-conforming lots and structures, which shows whether existing development matches what is allowed in a community's zoning code. The percent of non-conforming lots varies greatly among communities, and communities with higher percentages of existing, non-conforming lots may be candidates for updates and improvements to their zoning code.

REVIEW PROCESS

The Northeast Ohio First Suburbs Consortium undertook the zoning review process to be able to directly compare regulations across communities and show how current regulations encourage or inhibit infill housing. To do so, County Planning identified single-family districts, determined relevant topics to compare across communities, reviewed zoning codes, standardized regulations into comparable charts, and mapped non-conformities.

TOPICS REVIEWED

Based on conversations and a survey of First Suburbs Consortium members, 13 topics were selected to be part of the zoning code review. These topics comprise the most critical parts of single-family zoning, including minimum lot size, minimum lot width, maximum lot coverage, and others.

STANDARDIZED REGULATIONS

Once the relevant topics were selected, County Planning reviewed the single-family zoning district regulations for all 19 First Suburbs and placed those regulations into charts that allow direct comparisons across communities, where possible. In some cases, direct comparisons were not possible because communities do not regulate a particular topic or the regulations do not correspond to zoning districts, among a variety of reasons.

Many communities include both a base regulation and adjustments to those base regulations. For instance, some communities require a certain minimum lot size, but have a smaller minimum lot size for corner lots. These "Common Adjustments" were summarized and marked in the charts.

MAPPING REGULATIONS

County Planning used Cuyahoga County Fiscal Office data to calculate and map how many of the existing lots and structures do not conform to the regulations required by communities. Non-conformity is an important consideration for infill housing because lots that do not conform to regulations may require time-consuming and costly variances in order to build a home. Additionally, if existing structures do not conform to regulations, it may mean that building a home to fit the character of an existing neighborhood may be difficult.

Importantly, the maps displayed in this document showcase estimates of which lots and structures do not conform to regulations. These maps should not be used to determine whether an individual parcel conforms to a community's zoning regulations; rather, these maps are meant to display broad trends regarding the non-conformity of lots and structures within given zoning districts.

Using GIS mapping capabilities, County Planning was able to map non-conformities for five of the topics reviewed as part of this process.

5% OR 5 FEET RULE

Because the non-conforming maps display broad generalities, County Planning provided some leeway in its analysis. Rather than identifying a lot as non-conforming if it did not meet 100% of the regulation, lots were marked as non-conforming if they did not meet 95% of the regulation. As an example, in a district with a minimum lot size of 10,000 square feet, only lots less than 9,500 square feet were marked as non-conforming. Similarly, for lots with minimum front setbacks of 40 feet, County Planning provided an additional five feet, meaning that a structure would only be marked as non-conforming if its front setback was less than 35 feet. This *5% or 5 Feet Rule* was used in all five instances in which non-conformities were mapped.

COMMUNITY REVIEW

Each community was offered the opportunity for a meeting to cover the results of this analysis for their community. These productive conversations allowed communities to better understand the data and provide expert input and feedback to ensure the maps and analysis were correct. That input was incorporated in this document.

ZONING DISTRICTS

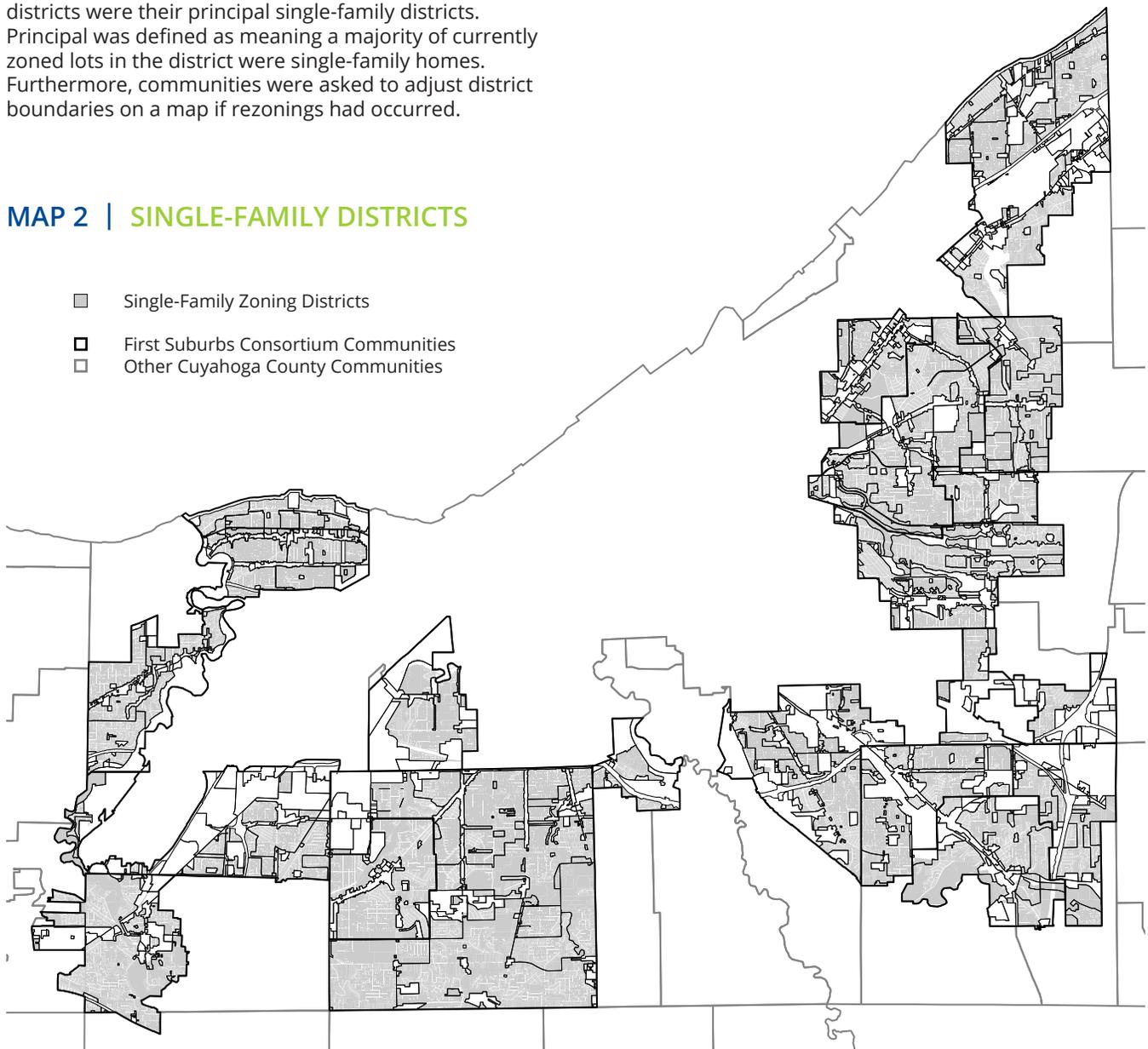
To identify zoning districts that would be analyzed as part of this process, County Planning reviewed community zoning codes to determine whether single-family housing was the principal use and mapped those districts using data from the Cuyahoga County Fiscal Office.

Communities were asked to confirm that the identified districts were their principal single-family districts. Principal was defined as meaning a majority of currently zoned lots in the district were single-family homes. Furthermore, communities were asked to adjust district boundaries on a map if rezonings had occurred.

The map below shows the results of this process with those areas shaded in grey representing single-family districts reviewed for this process. These equate to 55 zoning districts across 19 communities. Communities had as few as one and as many as five districts included in the analysis.

MAP 2 | SINGLE-FAMILY DISTRICTS

- Single-Family Zoning Districts
- First Suburbs Consortium Communities
- Other Cuyahoga County Communities



2.1 MINIMUM LOT SIZE

Minimum lot size regulates how big a lot must be in order to construct a dwelling unit on the lot. Minimum lot sizes are used to ensure a minimum amount of space for a structure and therefore spread out housing. Often, minimum lot sizes describe the amount, in square feet, a lot must be per dwelling unit. In the case of single-family infill housing, the minimum lot sizes shown here describe the minimum lot size required for one housing unit.

COMMONALITY

As seen in the table on the following page, every First Suburb in Cuyahoga County regulates minimum lot sizes for single-family housing. These regulations range from a low of 2,000 square feet to a high of 20,000 square feet. Most communities have regulations for minimum lot size tied to the zoning district in which the lot is located. One community ties their minimum lot sizes to area districts, which have different boundaries from their zoning districts. Another community provides different lot sizes for corner lots compared to interior lots.

COMMON ADJUSTMENTS

The most common adjustment to minimum lot sizes provides flexibility for lots in existence prior to the adoption of a community's zoning code. Under this adjustment, lots that are smaller than the required minimum lot size prior to adoption are considered buildable without the need for a variance so long as the proposed home can meet some or all other zoning requirements, including minimum setbacks, building size, or yard requirements.

Other common adjustments include minimum lot sizes varying based on the zoning map, or corner lots having smaller required minimum lot sizes.

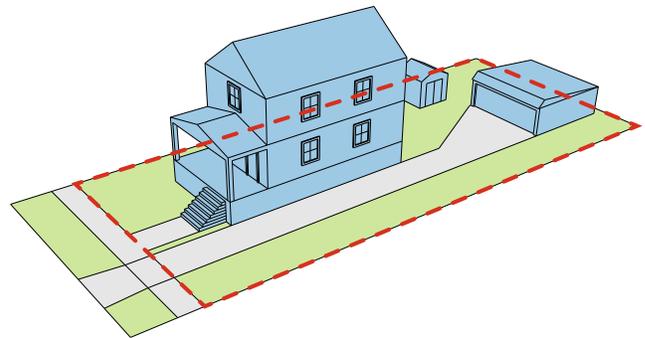
NON-CONFORMITY

The percent of lots that do not conform to the required minimum lot size in their local zoning code ranged from a low of 4% to a high of 96%. Because some communities have common adjustments that may make lots buildable regardless of lot size, the percent of non-conforming lots may have less importance to certain communities.

FIGURE 14
MINIMUM LOT SIZE: COMMON ADJUSTMENTS

(a)	Lots in existence prior to the adoption of the zoning code that do not meet minimum lot sizes may be buildable if they meet all other requirements, including setbacks
(b)	Minimum lot sizes vary based on zoning map
(c)	Corner lots have smaller required minimum lot sizes

FIGURE 15
MINIMUM LOT SIZE: MEASUREMENT



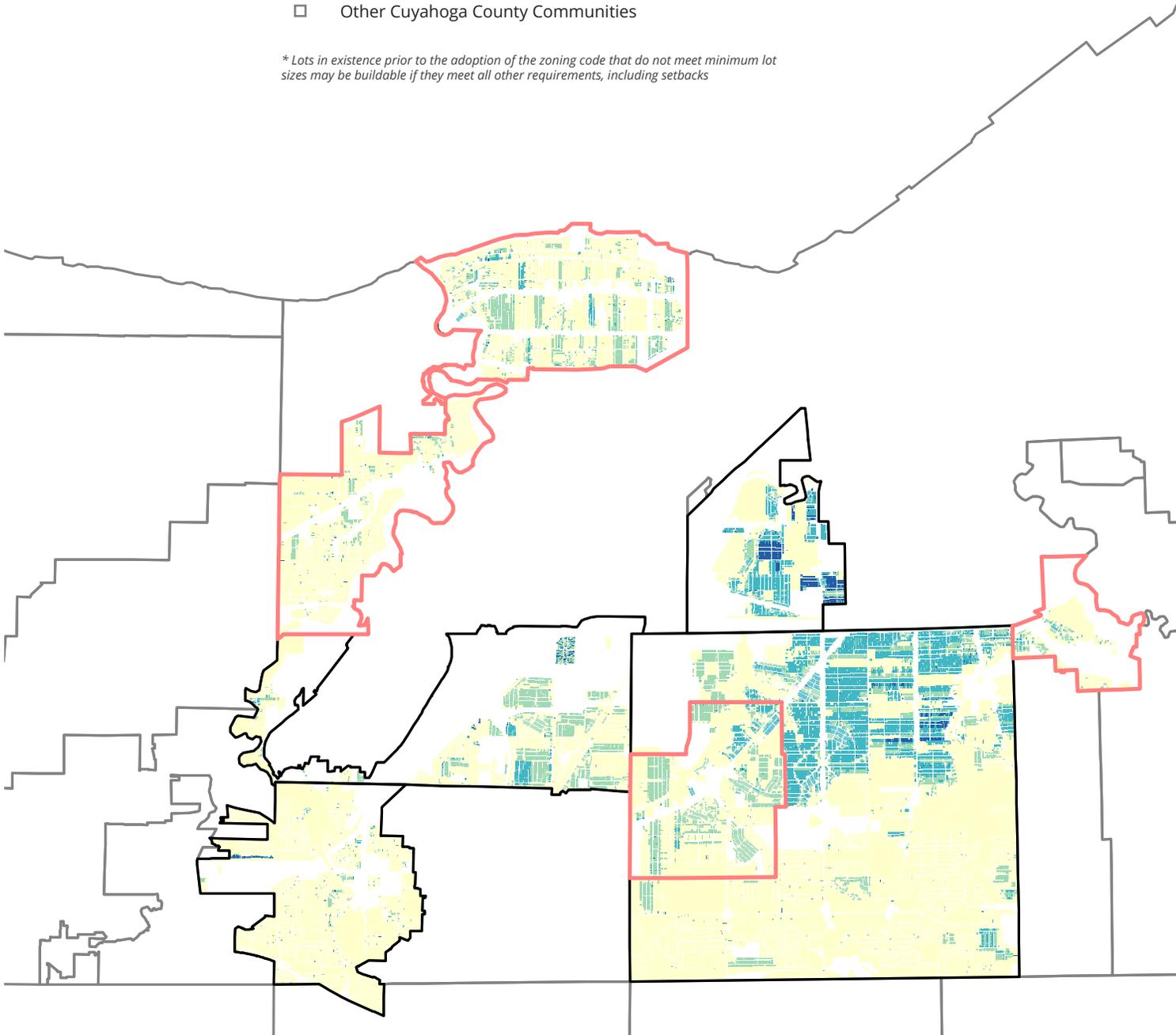
Community	District	Minimum Lot Size (Square Feet)	Common Adjustments	Percent Non-Conforming	
				By District	By Community
Bedford	R-1	5,000		1%	7%
	R-2	5,000		8%	
Bedford Heights	R-S	15,000	(a)	0%	42%
	R-1	11,250	(a)	14%	
	R-1-A	11,250	(a)	—*	
	R-2	11,250	(a)	76%	
Berea	RSF-A	6,500		12%	10%
	RSF-B	6,500		8%	
	RSF-T	7,500		27%	
Brook Park	U1-A1	15,000		51%	53%
	U1-A2	11,250		7%	
	U1-A3	10,500		49%	
	U1-A4	8,400		43%	
	U1-A5	7,200		66%	
Brooklyn	SF-DH	10,000		88%	88%
	D-H	6,000		72%	
Brooklyn Heights	1F-100	20,000	(a)	—*	50%
	1F-80	14,000	(a)	40%	
	1F-60	9,000	(a)	39%	
	1F-50	6,500	(a)	67%	
Cleveland Heights	AA	15,000	(a)	11%	47%
	A	7,500	(a)	49%	
East Cleveland	U1	2,000 to 4,000	(b) (c)	3%	3%
Euclid	U1	5,000	(a) (c)	7%	4%
	U2	2,400	(a) (c)	1%	
Fairview Park	RIF-75	11,250	(a)	7%	12%
	RIF-60	7,800	(a)	2%	
	RIF-50	7,500	(a)	17%	
	RIF-40	5,000	(a)	2%	
	R2F	7,500	(a)	66%	
Garfield Heights	U-1	12,000		94%	96%
	U-2	12,000		99%	
Lakewood	R1L	14,000	(a)	42%	34%
	R1M	9,000	(a)	30%	
	R1H	5,000	(a)	21%	
	R2	5,000	(a)	41%	
Maple Heights	RSF-L	12,000		24%	72%
	RSF-M	7,000		73%	
	RTF	7,000		65%	
Parma	SF-AA	12,000		17%	56%
	SF-A	9,000		46%	
	SF-B	7,800		88%	
	2F	4,800		1%	
Parma Heights	A	9,000	(a)	56%	56%
Shaker Heights	SF1	15,000		5%	9%
	SF2	8,500		8%	
	SF3	5,600		12%	
South Euclid	R-75	12,000		16%	16%
	R-60	8,000		13%	
	R-50	6,000		24%	
	R-40	4,800		2%	
University Heights	U-1	6,000		36%	36%
Warrensville Heights	U-1C	12,000	(a)	14%	43%
	U-1B	7,800	(a)	21%	
	U-1A	7,800	(a)	61%	

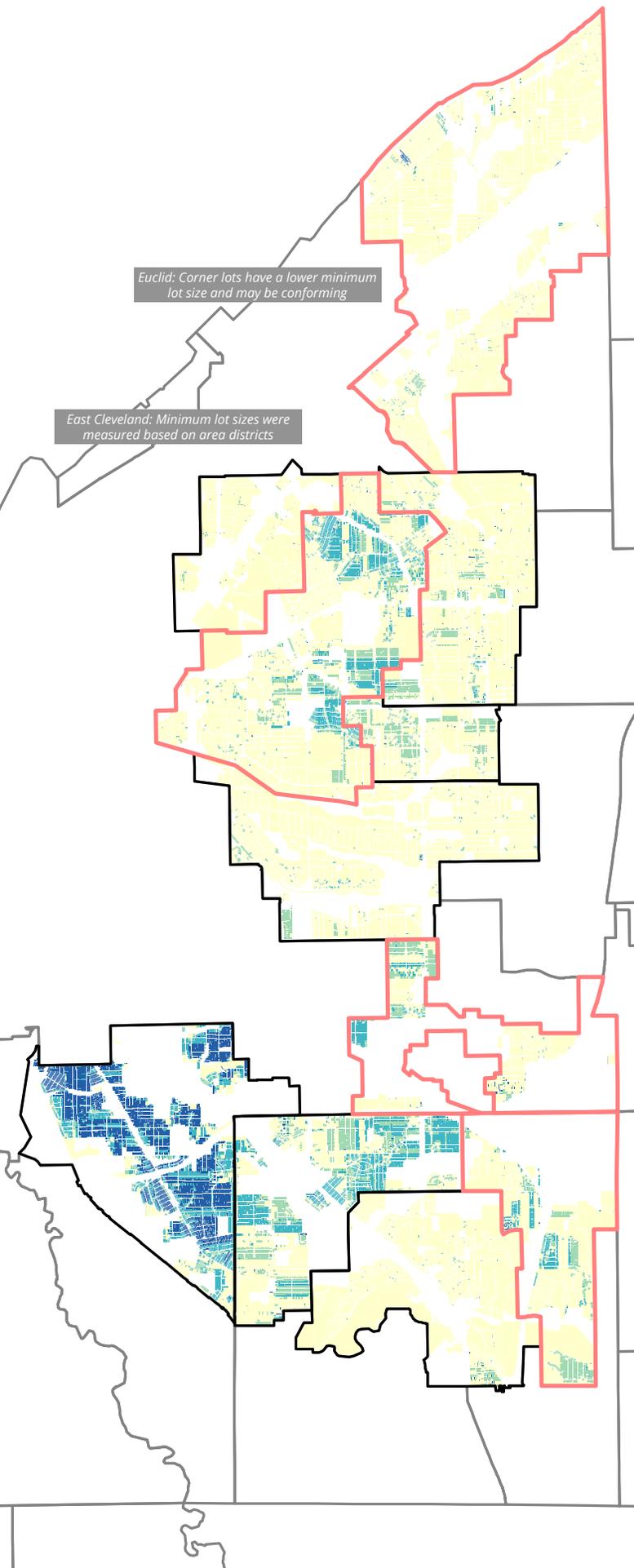
*None of the lots in this community are zoned for this district.

MAP 3 MINIMUM LOT SIZE: NON-CONFORMITY

- Conforming Lots
(Greater than 95% of the Required Minimum Lot Size)
- 75.1% – 95% of Required Minimum
- 50.1% – 75% of Required Minimum
- 50% or Less of Required Minimum
- Potentially Conforming*
- No Data
- Cannot Be Mapped (Varies within Districts)
- Not Regulated by Jurisdiction
- First Suburbs Consortium Communities
- Other Cuyahoga County Communities

** Lots in existence prior to the adoption of the zoning code that do not meet minimum lot sizes may be buildable if they meet all other requirements, including setbacks*





MAPPING PROCESS

To map minimum lot size, County Planning used GIS software to measure the square feet of existing lots. The size of these lots were then compared to minimum lot size requirements.

East Cleveland's minimum lot size regulations correspond to area districts rather than zoning districts. Euclid's Zoning Code provides a lower minimum lot size for corner lots. Corner lots were not identified during this process and were treated as regular lots. As such, certain corner lots that may be marked as non-conforming, may actually conform to the smaller required lot size.

Map 3 shows the results of this analysis. Those lots shown in yellow conform to required minimum lot sizes. Those lots shown in blues do not conform to minimum lot size requirements, with darker blues indicating greater non-conformity.

Communities outlined in pink provide a series of exceptions to their regulations meaning lots shown as non-conforming may be buildable.

FIGURE 16
MINIMUM LOT SIZE: NON-CONFORMITY

Non-Conforming Total	41%
----------------------	-----

The maps produced for this report are for reference purposes only. While every effort was made to include complete information, the maps, figures, tables, and other information is not guaranteed to be accurate. The content of this document should not be used for any survey, engineering, or commercial purpose.

Source: County Planning

2.2 MINIMUM LOT WIDTH

Minimum lot width, sometimes called lot frontage, regulates how wide a lot must be in order to construct a dwelling unit on the lot. Importantly, zoning codes measure minimum lot widths differently at various points along the length of a lot: at the front lot line or frontage line, at the building line, at the setback line, the average width of the lot, or the entire lot must meet the minimum lot width. This is especially important for lots on cul-de-sacs or curvilinear streets, where the back of a lot might be significantly wider than the front of a lot.

COMMONALITY

All but one of the First Suburbs in Cuyahoga County, East Cleveland, regulate minimum lot widths for single-family housing. A second community, Parma, regulates minimum lot widths in three of four single-family districts. Across the First Suburbs, these regulations range from a low of 40 feet to a high of 100 feet.

Five communities measure their lot widths at the building line, four at their front setback, four as the average width of the entire lot, three at the frontage line, and two measure the width throughout the entire length of the lot.

COMMON ADJUSTMENTS

The most common adjustments to minimum lot width relate to lots in existence prior to the adoption of a community's zoning code. Under this adjustment, lots that are narrower than the required minimum lot width prior to adoption are considered buildable without the need for a variance. Some codes require that homes must be able to meet all other requirements, including minimum setbacks, in order to waive the lot width requirements.

The other common adjustment allows lots to be thinner at the frontage line on curvilinear streets, such as cul-de-sacs.

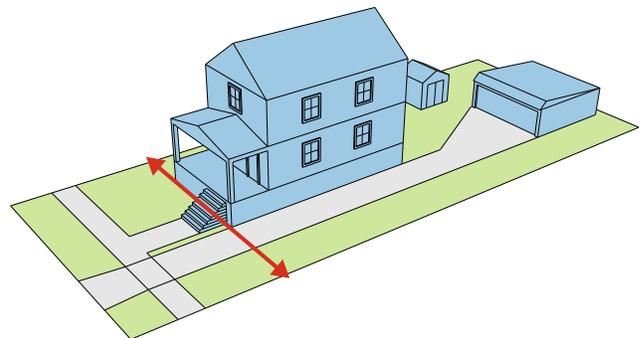
NON-CONFORMITY

The percent of lots that do not conform to the required lot width in their local zoning code range from a low of 5% to a high of 94%. Because some communities have common adjustments that may make lots buildable regardless of lot width, the percent of non-conforming lots may have less importance to certain communities.

FIGURE 17
MINIMUM LOT WIDTH: COMMON ADJUSTMENTS

- (a) Lots in existence prior to the adoption of the zoning code that do not meet minimum lot widths may be buildable if platted prior to adoption or if they meet all other requirements, including setbacks
- (b) Required lot width may be reduced in the case of curvilinear streets and cul-de-sacs

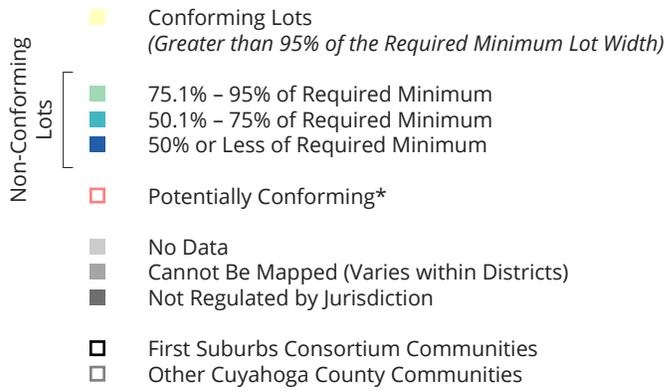
FIGURE 18
MINIMUM LOT WIDTH: MEASUREMENT



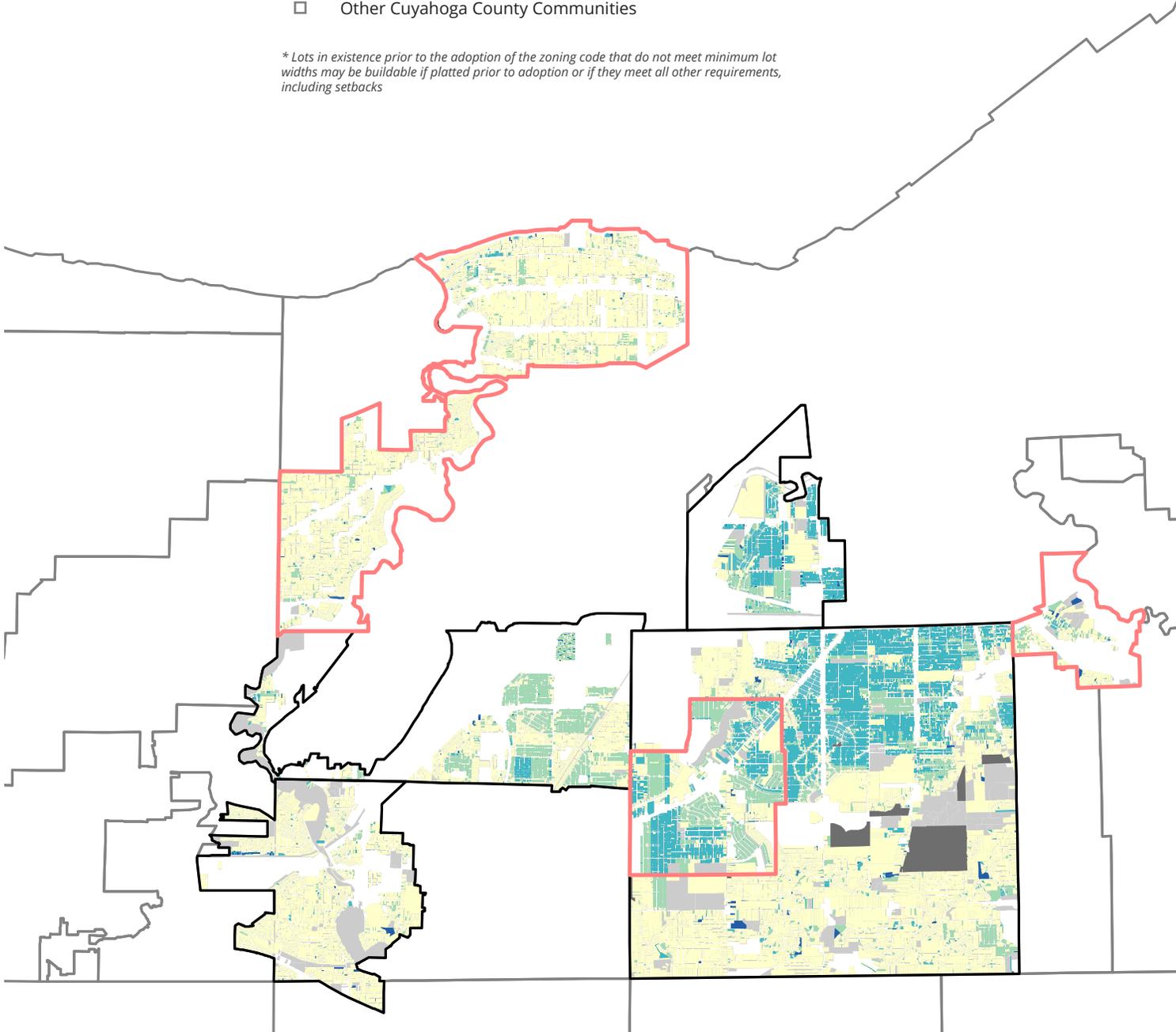
Community	District	Minimum Lot Width (Feet)	Measurement Detail	Common Adjustments	Percent Non-Conforming	
					By District	By Community
Bedford	R-1	50	At Building Line		4%	23%
	R-2	50	At Building Line		25%	
Bedford Heights	R-5	100	At Frontage Line	(a) (b)	3%	50%
	R-1	75	At Frontage Line	(a) (b)	24%	
	R-1-A	75	At Frontage Line	(a) (b)	—*	
	R-2	75	At Frontage Line	(a) (b)	82%	
Berea	RSF-A	50	At Building Line		9%	8%
	RSF-B	50	At Building Line		6%	
	RSF-T	50	At Building Line		22%	
Brook Park	U1-A1	100	Entire Lot		58%	57%
	U1-A2	75	Entire Lot		7%	
	U1-A3	75	Entire Lot		66%	
	U1-A4	60	Entire Lot		38%	
	U1-A5	60	Entire Lot		74%	
Brooklyn	SF-DH	75	At Front Setback		91%	91%
	D-H	65	At Front Setback		88%	
Brooklyn Heights	1F-100	100	At Front Setback	(a)	—*	39%
	1F-80	80	At Front Setback	(a)	29%	
	1F-60	60	At Front Setback	(a)	11%	
	1F-50	50	At Front Setback	(a)	58%	
Cleveland Heights	AA	100	At Building Line	(a)	25%	39%
	A	50	At Building Line	(a)	39%	
East Cleveland	U1			Not Regulated		
Euclid	U1	60	Average Width	(a)	69%	77%
	U2	60	Average Width	(a)	90%	
Fairview Park	RIF-75	75	At Building Line	(a)	4%	7%
	RIF-60	60	At Building Line	(a)	9%	
	RIF-50	50	At Building Line	(a)	7%	
	RIF-40	40	At Building Line	(a)	3%	
	R2F	50	At Building Line	(a)	9%	
Garfield Heights	U-1	75	Average Width	(a)	93%	94%
	U-2	75	Average Width	(a)	97%	
Lakewood	R1L	70	At Frontage Line	(a)	26%	10%
	R1M	60	At Frontage Line	(a)	31%	
	R1H	40	At Frontage Line	(a)	4%	
	R2	40	At Frontage Line	(a)	11%	
Maple Heights	RSF-L	75	Average Width	(b)	52%	86%
	RSF-M	60	Average Width	(b)	87%	
	RTF	60	Average Width	(b)	72%	
Parma	SF-AA	75	Entire Lot	(b)	13%	53%
	SF-A	60	Entire Lot	(b)	37%	
	SF-B	60	Entire Lot	(b)	89%	
	2F			Not Regulated		
Parma Heights	A	75	Average Width	(a)	82%	82%
Shaker Heights	SF1	100	At Front Setback		10%	5%
	SF2	60	At Front Setback		5%	
	SF3	40	At Front Setback		3%	
South Euclid	R-75	75	At Building Line		26%	16%
	R-60	60	At Building Line		22%	
	R-50	50	At Building Line		20%	
	R-40	40	At Building Line		1%	
University Heights	U-1	50	At Front Setback		51%	51%
Warrensville Heights	U-1C	85	At Frontage Line	(a)	14%	75%
	U-1B	75	At Frontage Line	(a)	82%	
	U-1A	60	At Frontage Line	(a)	70%	

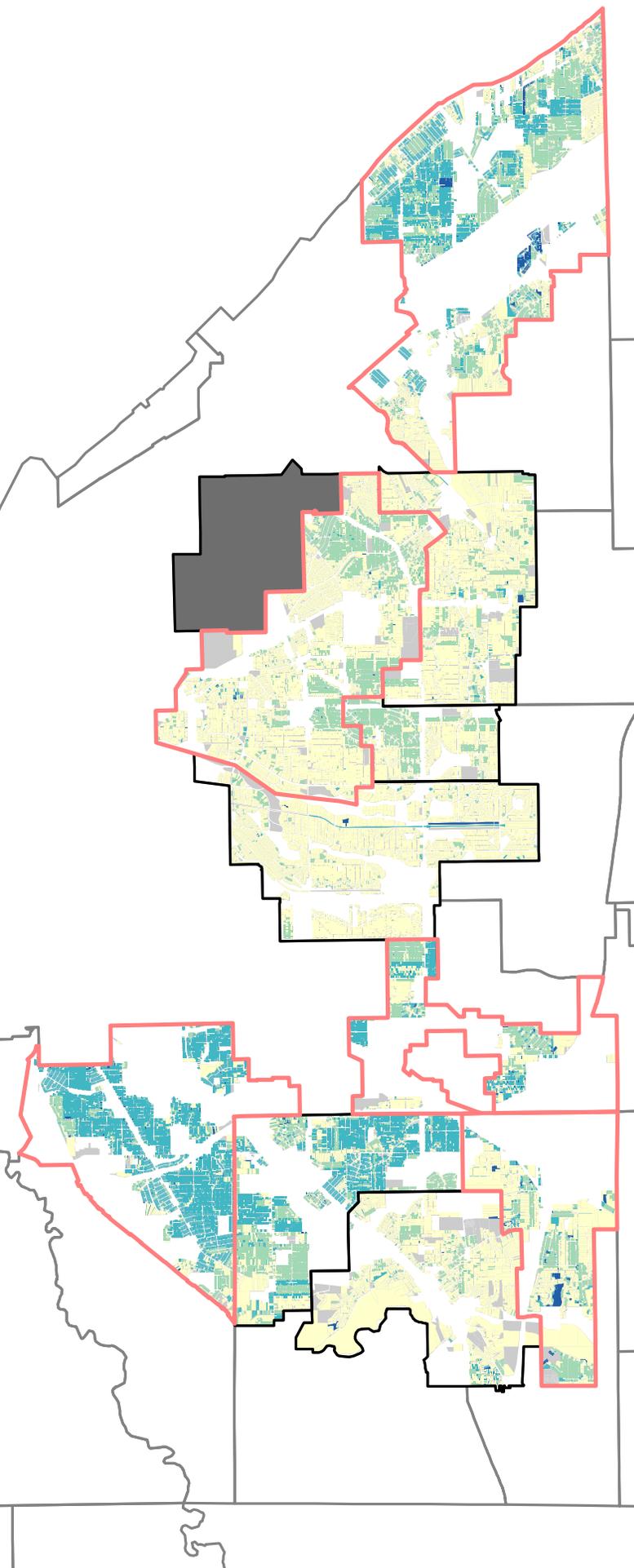
*None of the lots in this community are zoned for this district.

MAP 4 MINIMUM LOT WIDTH: NON-CONFORMITY



** Lots in existence prior to the adoption of the zoning code that do not meet minimum lot widths may be buildable if platted prior to adoption or if they meet all other requirements, including setbacks*





MAPPING PROCESS

To map minimum lot width, County Planning used data from the Cuyahoga County Fiscal Office on legal frontage and effective frontage. In general, legal frontage measures the width of the lot at the right-of-way line or frontage line, while effective frontage measures the functional width of the lot. For non-rectangular shaped lots, effective frontage is closer to the building or setback line width than the legal frontage.

To match the zoning analysis with available lot width data, the three communities that measure lot width at the frontage line—Bedford Heights, Lakewood, and Warrensville Heights—were compared to data on the legal frontage, while the remaining 15 communities were measured using effective frontage.

Map 4 shows the results of an analysis that compares required minimum lot widths to the effective or legal frontages, based on community lot width definitions.

Communities outlined in pink provide a series of exceptions to their regulations meaning lots shown as non-conforming may be buildable.

FIGURE 19
MINIMUM LOT WIDTH: NON-CONFORMITY

Non-Conforming	48%
----------------	-----

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Source: County Planning

2.3 MAXIMUM LOT COVERAGE

Maximum lot coverage regulates the percent of a lot that can be covered with homes, sheds, garages, or impervious surfaces. This regulation seeks to ensure that green space is included on individual lots and can assist in reducing flooding by allowing water to be absorbed into the ground.

Communities measure maximum lot coverage in a variety of ways. Some regulate maximum lot coverage for the principal building such as the main house only, while others regulate maximum lot coverage for all structures on a lot. Many communities have specific lists of what is or is not included in this calculation. For example, most communities do not include decks in the calculation of maximum lot coverage, but some do. Structures such as pergolas, trellises, and other ornamental structures often are specifically listed as included or not within maximum lot coverage regulations.

COMMONALITY

Ten of the 19 First Suburbs in Cuyahoga County regulate maximum lot coverage. The regulations range from the most strict in which only 15% of the lot can be covered by buildings, to the least strict in which 50% of the lot can be covered by buildings.

Among the 10 communities that do regulate maximum lot coverage, six regulate maximum lot coverage of all buildings and four regulate maximum lot coverage just of the principal building. Within these broad descriptions many communities have specific regulations as to what should be included in the measurement.

COMMON ADJUSTMENTS

Unlike other regulations, there are few adjustments that are in use by many of the First Suburbs that address lot coverage. Some communities have additional maximum lot coverage limits specifically for accessory structures, impervious surfaces, or parking and driveways. Other communities provide a minimum developable area regardless of lot coverage limits.

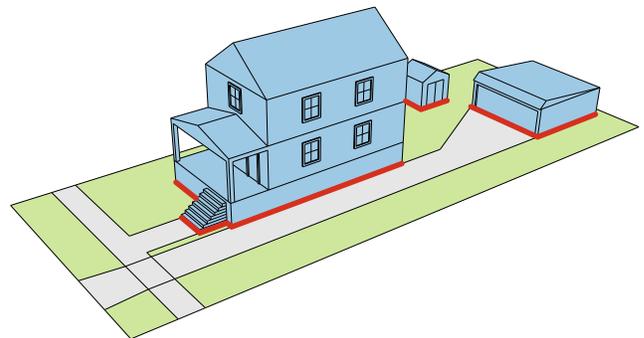
NON-CONFORMITY

The percent of lots that do not conform to the required maximum lot coverage in their local zoning code range from a low of 0.1% to a high of 88%.

FIGURE 20
MAXIMUM LOT COVERAGE: COMMON ADJUSTMENTS

(a)	Additional maximum lot coverage limits for accessory structures
(b)	Additional maximum lot coverage limits for all impervious surfaces
(c)	Additional maximum lot coverage limits for parking and driveways
(d)	Lots are allowed a minimum developable area regardless of lot coverage limits
(e)	Decks and patios included in some or all lot coverage calculations

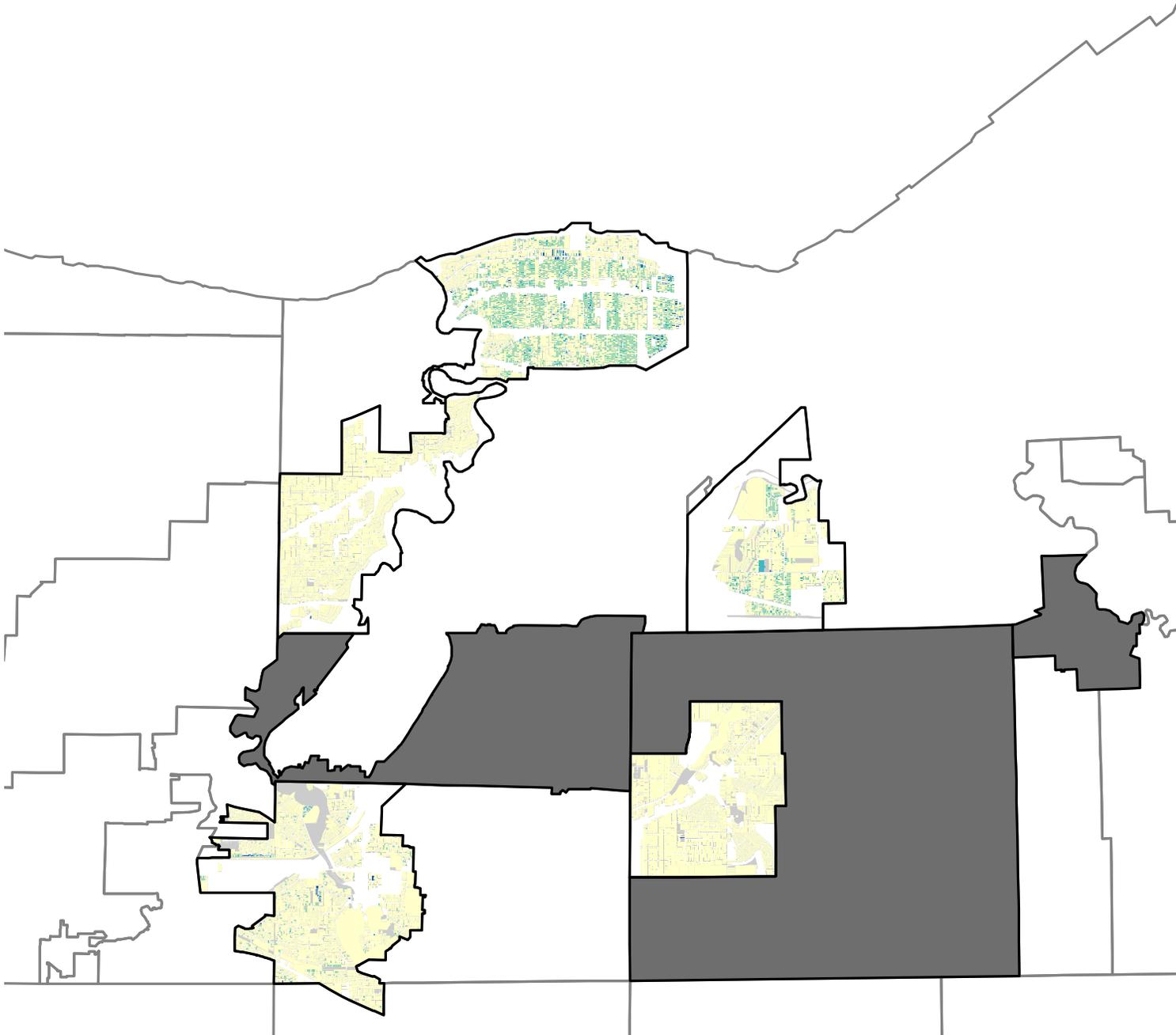
FIGURE 21
MAXIMUM LOT COVERAGE: MEASUREMENT

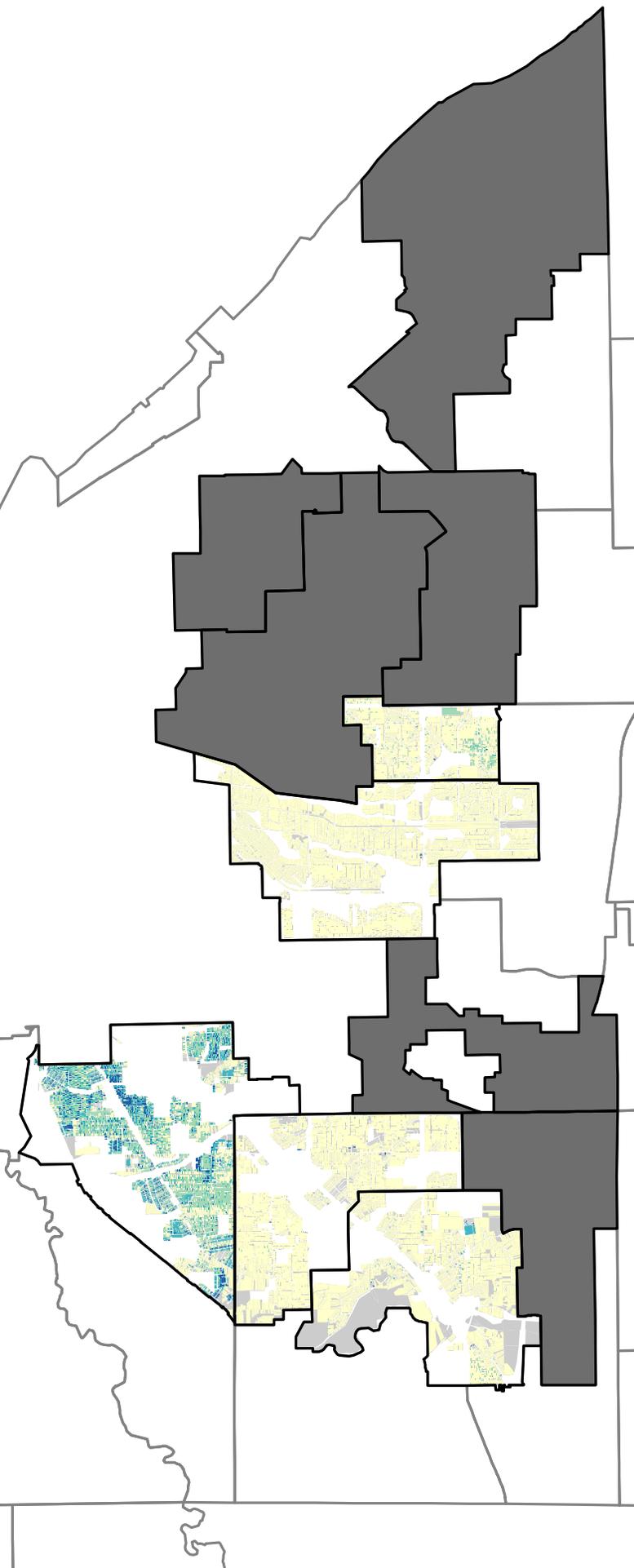


Community	District	Maximum Lot Coverage (Percent)	Measurement Detail	Common Adjustments	Percent Non-Conforming	
					By District	By Community
Bedford	R-1	30%	Principal Building		0.3%	8%
	R-2	30%	Principal Building		9%	
Bedford Heights	R-5		Not Regulated		Not Regulated	
	R-1					
	R-1-A					
	R-2					
Berea	RSF-A	30%	Principal Building		12%	10%
	RSF-B	30%	Principal Building		10%	
	RSF-T	30%	Principal Building		14%	
Brook Park	U1-A1		Not Regulated			
	U1-A2					
	U1-A3					
	U1-A4					
	U1-A5					
Brooklyn	SF-DH	25%	Principal Building		63%	63%
	D-H	25%	Principal Building		53%	
Brooklyn Heights	1F-100		Not Regulated			
	1F-80					
	1F-60					
	1F-50					
Cleveland Heights	AA		Not Regulated			
	A					
East Cleveland	U1		Not Regulated			
Euclid	U1		Not Regulated			
	U2					
Fairview Park	RIF-75	40%	All Buildings		0%	1%
	RIF-60	35%	All Buildings		1%	
	RIF-50	35%	All Buildings		1%	
	RIF-40	35%	All Buildings		8%	
	R2F	35%	All Buildings		0%	
Garfield Heights	U-1	15%	All Buildings		86%	88%
	U-2	15%	All Buildings		92%	
Lakewood	R1L	25%	Principal Building	(a) (e)	14%	78%
	R1M	25%	Principal Building	(a) (e)	27%	
	R1H	25%	Principal Building	(a) (e)	74%	
	R2	25%	Principal Building	(a) (e)	86%	
Maple Heights	RSF-L	40%	All Buildings	(b)	0%	1%
	RSF-M	40%	All Buildings	(b)	1%	
	RTF	40%	All Buildings	(b)	2%	
Parma	SF-AA		Not Regulated			
	SF-A					
	SF-B					
	2F					
Parma Heights	A	40%	All Buildings		0.3%	0.3%
Shaker Heights	SF1	30%	All Buildings	(a) (c)	0.1%	0.1%
	SF2	40%	All Buildings	(a) (c)	0.2%	
	SF3	50%	All Buildings	(a) (c)	0.1%	
South Euclid	R-75		Not Regulated			
	R-60					
	R-50					
	R-40					
University Heights	U-1	25%	All Buildings	(d) (e)	40%	40%
Warrensville Heights	U-1C		Not Regulated			
	U-1B					
	U-1A					

MAP 5 MAXIMUM LOT COVERAGE: NON-CONFORMITY

- Non-Conforming Lots
- Conforming Lots
(105% or Less of the Required Maximum Lot Coverage)
 - 105.1% – 150% of Required Maximum
 - 150.1% – 200% of Required Maximum
 - 200.1% or More of Required Maximum
 - No Data
 - Cannot Be Mapped (Varies within Districts)
 - Not Regulated by Jurisdiction
 - First Suburbs Consortium Communities
 - Other Cuyahoga County Communities





MAPPING PROCESS

To map maximum lot coverage, County Planning used land cover data that shows what percentage of a lot is covered by buildings based on aerial imagery and mapping software. For those communities that regulate maximum lot coverage of all buildings, the square footage of building footprints was compared to the total lot square footage. For those communities that regulate maximum lot coverage only by principal building, the square footage of the largest building on the lot was compared to the total lot square footage.

Map 5 shows the results of the analysis, with blues showing those lots in which structures account for a greater percent of the lot than is allowed. Because many communities do not regulate lot coverage, a large number of communities are greyed out.

FIGURE 22
MAXIMUM LOT COVERAGE: NON-CONFORMITY

Non-Conforming	16%
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 Source: County Planning

2.4 MINIMUM LIVING AREA

Minimum living area requirements regulate the amount of living space that is required in a home to be constructed on a single lot. These minimum requirements are designed to ensure that homes are a certain size.

COMMONALITY

Of the 19 First Suburbs, 15 regulate minimum living area for some or all of their single-family zoning districts. These range from a low of a 300 square foot minimum to a high of a 2,000 square foot minimum.

While the requirements for minimum living area are relatively common in the First Suburbs, the method of regulating minimum living area varies widely. Some communities have a minimum living area for all homes or specific minimums based on the number of stories in the home. Other communities have minimum living requirements specifically for the first floor of the home. Still others have a combination of these various regulatory structures.

For the purposes of this analysis, we are showcasing the lowest required minimum possible on the chart and map given any potential adjustments. For many communities, there were additional regulations based on the presence of a basement; however, for this analysis, these regulations were not included in the base regulations.

COMMON ADJUSTMENTS

Many common adjustments for this regulation involved basements. Some communities reduced the required minimum if a basement or finished basement were present. Other common adjustments allowed minimum living area to change based on lot size, and others included a requirement that a certain percent of the minimum living area be located on the first floor.

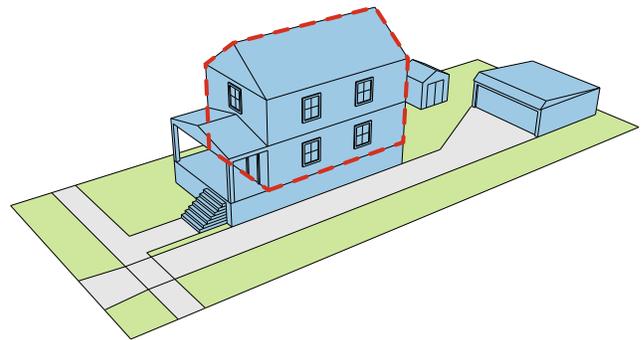
NON-CONFORMITY

The percent of structures that do not conform to the required minimum living area in their local code range from a low of 0% to a high of 50%.

FIGURE 23
MINIMUM LIVING AREA: COMMON ADJUSTMENTS

(a)	Minimum required living area increases if no basement present
(b)	Two-thirds of the required minimum living area shall be on the ground floor
(c)	Minimum living area requirements may be met by finished basement
(d)	Minimum living area varies based on lot size
(e)	Minimum required living area changes if basement present; requirements shown subtract some required basement or utility space

FIGURE 24
MINIMUM LIVING AREA: MEASUREMENT

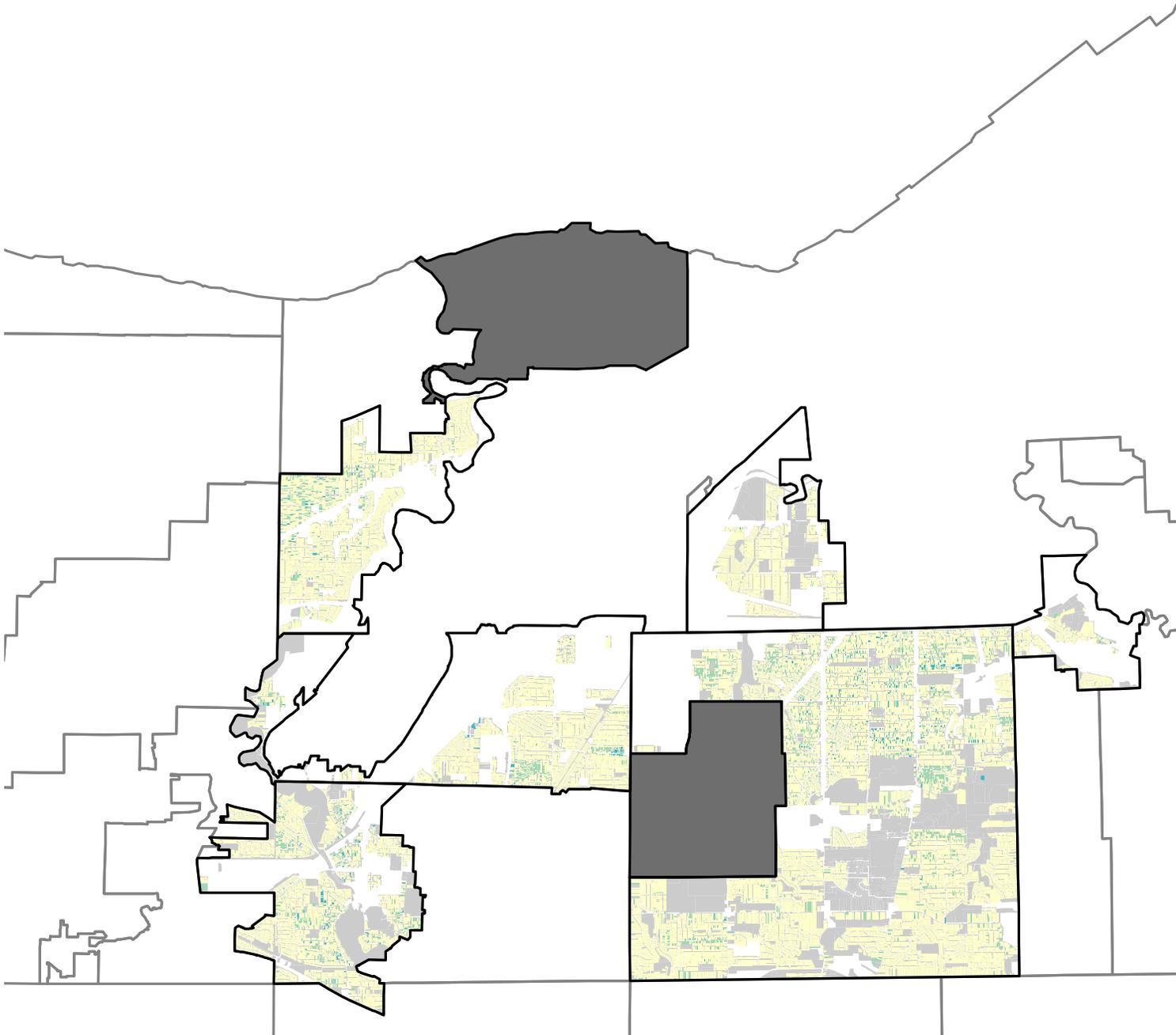


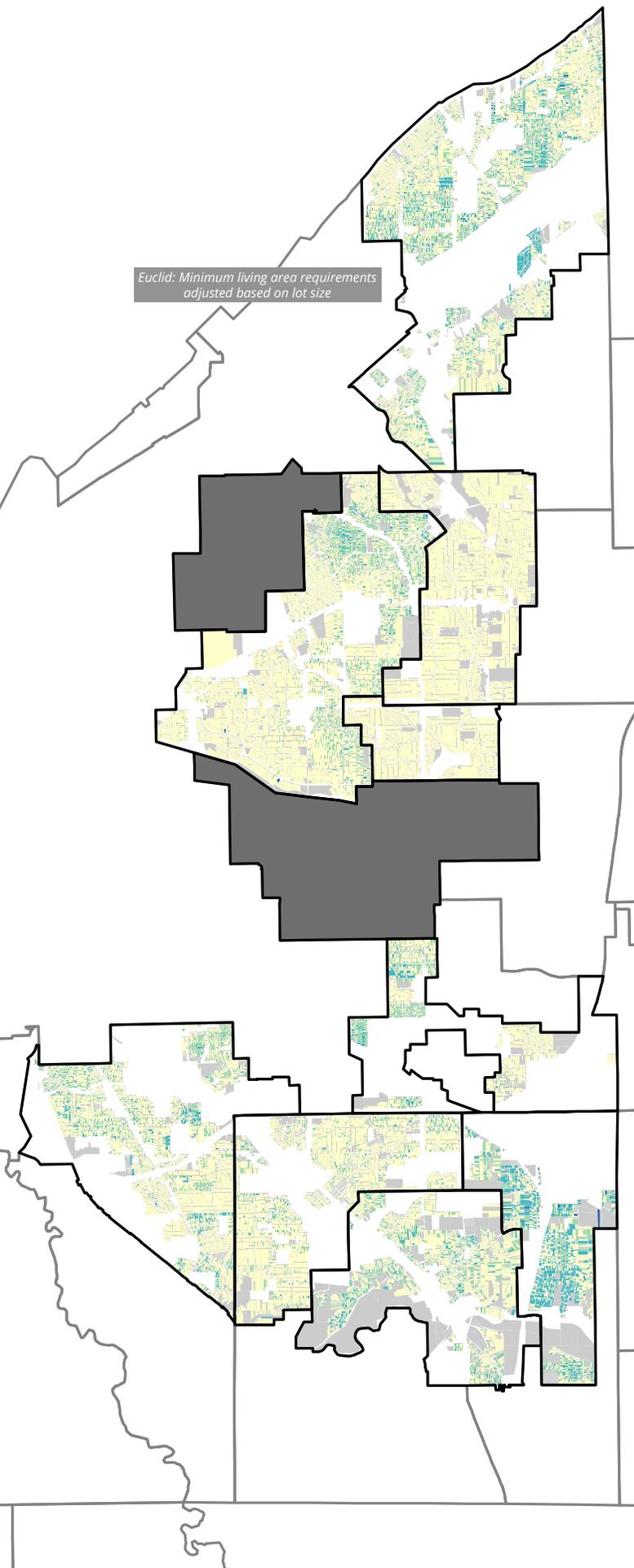
Community	District	Minimum Living Area (Square Feet)			Minimum 1st Floor Area (Square Feet)		Common Adjustments	Percent Non-Conforming	
		All Homes	1-Story Homes	2-Story Homes	1.5-Story Home	2-Story Home		By District	By Community
Bedford	R-1	1,100			800	800		15%	34%
	R-2	1,100			800	800		35%	
Bedford Heights	R-S	1,800					(b)	53%	50%
	R-1	1,600					(b)	55%	
	R-1-A	1,800						—*	
	R-2	1,600						44%	
Berea	RSF-A		1,200	1,400				14%	17%
	RSF-B		1,000	1,200				18%	
	RSF-T		1,200	1,400				14%	
Brook Park	U1-A1		1,200		900	720		10%	6%
	U1-A2		1,200		900	720		15%	
	U1-A3		960		810	660		17%	
	U1-A4		960		810	660		8%	
	U1-A5		840		720	600		1%	
Brooklyn	SF-DH		700	800			(e)	20%	20%
	D-H		700	800			(e)	28%	
Brooklyn Heights	1F-100	1,350					(a)	—*	2%
	1F-80	1,200					(a)	2%	
	1F-60	1,000					(a)	0%	
	1F-50	840			500	500	(a)	2%	
Cleveland Heights	AA	2,000					(c)	3%	24%
	A	1,500					(c)	25%	
East Cleveland	U1	Not Regulated							
Euclid	U1	1,250					(d)	23%	31%
	U2	1,250					(d)	45%	
Fairview Park	RIF-75		1,250	1,500				1%	8%
	RIF-60		950	1,250				3%	
	RIF-50		950	1,250				12%	
	RIF-40		700	950				6%	
	R2F		950	1,250				3%	
Garfield Heights	U-1		1,060		780	780		19%	23%
	U-2		1,060		780	780		30%	
Lakewood	R1L	Not Regulated							
	R1M								
	R1H								
	R2								
Maple Heights	RSF-L	1,000						7%	10%
	RSF-M	1,000						10%	
	RTF	1,000						9%	
Parma	SF-AA	1,100						0%	1%
	SF-A	1,100						0%	
	SF-B	1,100						0%	
	2F	1,100						13%	
Parma Heights	A	Not Regulated							
Shaker Heights	SF1	Not Regulated							
	SF2								
	SF3								
South Euclid	R-75	300						0%	0%
	R-60	300						0%	
	R-50	300						0%	
	R-40	300						0%	
University Heights	U-1	300						0%	0%
Warrensville Heights	U-1C		1,100	1,250	960		(a)	0%	29%
	U-1B		1,100	1,250	960		(a)	9%	
	U-1A		1,100	1,250	960		(a)	44%	

*None of the lots in this community are zoned for this district.

MAP 6 MINIMUM LIVING AREA: NON-CONFORMITY

- Non-Conforming Structures
- Conforming Structures
(Greater than 95% of the Required Minimum Living Area)
 - 75.1% – 95% of Required Minimum
 - 50.1% – 75% of Required Minimum
 - 50% or Less of Required Minimum
 - No Data
 - Cannot Be Mapped (Varies within Districts)
 - Not Regulated by Jurisdiction
 - First Suburbs Consortium Communities
 - Other Cuyahoga County Communities





MAPPING PROCESS

To map minimum living area, County Planning used data from the Cuyahoga County Fiscal Office, which includes information on living area for homes based on each floor. Because methods of regulating minimum living area range widely, communities are grouped by regulatory method, as described below.

- **Method A** (*Bedford Heights, Brooklyn Heights*, Cleveland Heights, Euclid*, Parma, Maple Heights, South Euclid, University Heights*): Same minimum living area for all homes
- **Method B** (*Berea, Brooklyn, Fairview Park*): Different minimum living area for 1-story home or 2-story home
- **Method C** (*Brook Park, Garfield Heights*): Minimum living area for 1-story home, minimum first floor area for 1.5- or 2-story home
- **Method D** (*Bedford, Brooklyn Heights**): Minimum living area for all homes, minimum first floor area for 1.5- or 2-story home
- **Method E** (*Warrensville Heights*): Minimum living area for 1-story home, minimum living area for 2-story home, minimum first floor for 1.5-story home

Map 6 shows the results of an analysis that compares required minimum living area to living area data provided by the Fiscal Office.

FIGURE 25
MINIMUM LIVING AREA: NON-CONFORMITY

Non-Conforming	12%
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* Minimum living area requirements adjusted based on lot size
 † Brooklyn Heights 1F-50 has additional requirements that move it to Method D

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 Source: County Planning

2.5 FRONT SETBACKS

Front setbacks regulate the space between the front of the principal building and the edge of the right-of-way. Front setbacks provide space to create a front yard.

COMMONALITY

All 19 First Suburbs regulate minimum front setbacks in some format. In almost all cases, communities measure their front setbacks as a distance in feet; however, two communities, Parma Heights and Warrensville Heights, measure their front setbacks using a percent of the lot's depth.

Most of the First Suburbs provide a minimum front setback requirement that is consistent throughout the zoning district; however, some communities indicate setbacks on a map. As such, individual streets within the same zoning district can have different setbacks.

COMMON ADJUSTMENTS

There are three major types of common adjustments communities used when defining front setbacks. The first common adjustment deals with projections. Projections include bay windows, roof overhangs, porches, front stairs, awnings, and other features of a home that are allowed to project into the front setback. That is, while a home must be a certain number of feet back from the edge of the right-of-way, projections can be a certain distance closer to the street.

The second set of common adjustments involves average setbacks. Many communities allow newly constructed homes to match the average setback of adjacent structures or of homes on the same block.

Finally, the third common adjustment reduces requirements for homes on corner lots. Rather than these homes having two front setbacks on both streets, communities reduce setback requirements on one side.

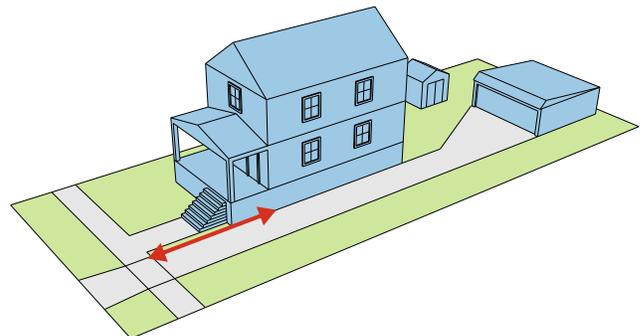
NON-CONFORMITY

The percent of lots that do not conform to the required minimum front setback in their local zoning code range from a low of 0% to a high of 77%. Because some communities have common adjustments that may allow homes to be closer to the street, the percent of non-conforming lots may have less importance to certain communities.

FIGURE 26
MINIMUM FRONT SETBACK: COMMON ADJUSTMENTS

- | | |
|-----|--|
| (a) | Some features may project into the front yard, such as bay windows, overhangs, porches, and stairs |
| (b) | Front setbacks of new buildings may be reduced based on the average setback of the block |
| (c) | Front setbacks of new buildings may be reduced based on setbacks of nearest structures |
| (d) | Corner lots may have reduced setbacks on side street |

FIGURE 27
MINIMUM FRONT SETBACK: MEASUREMENT

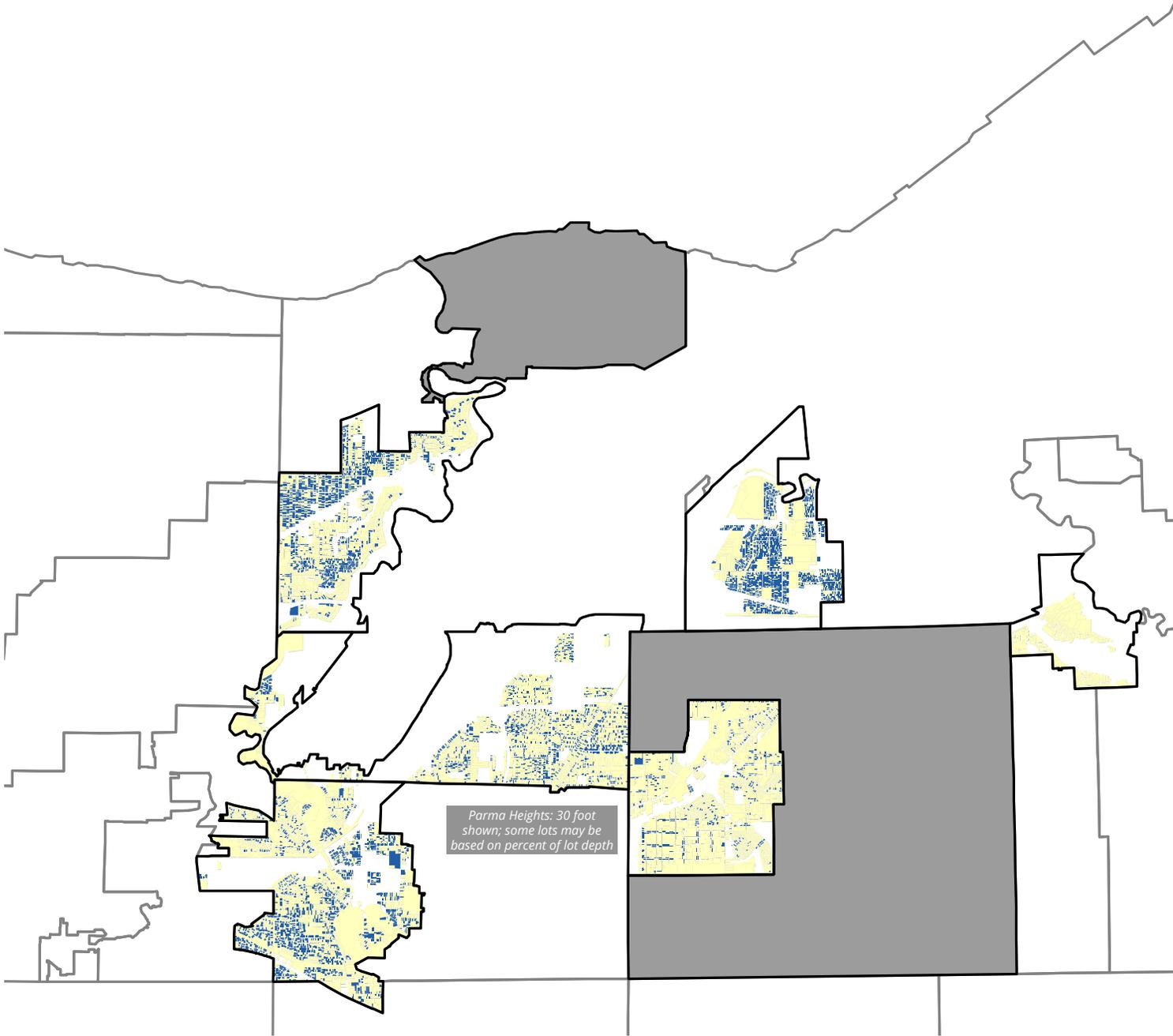


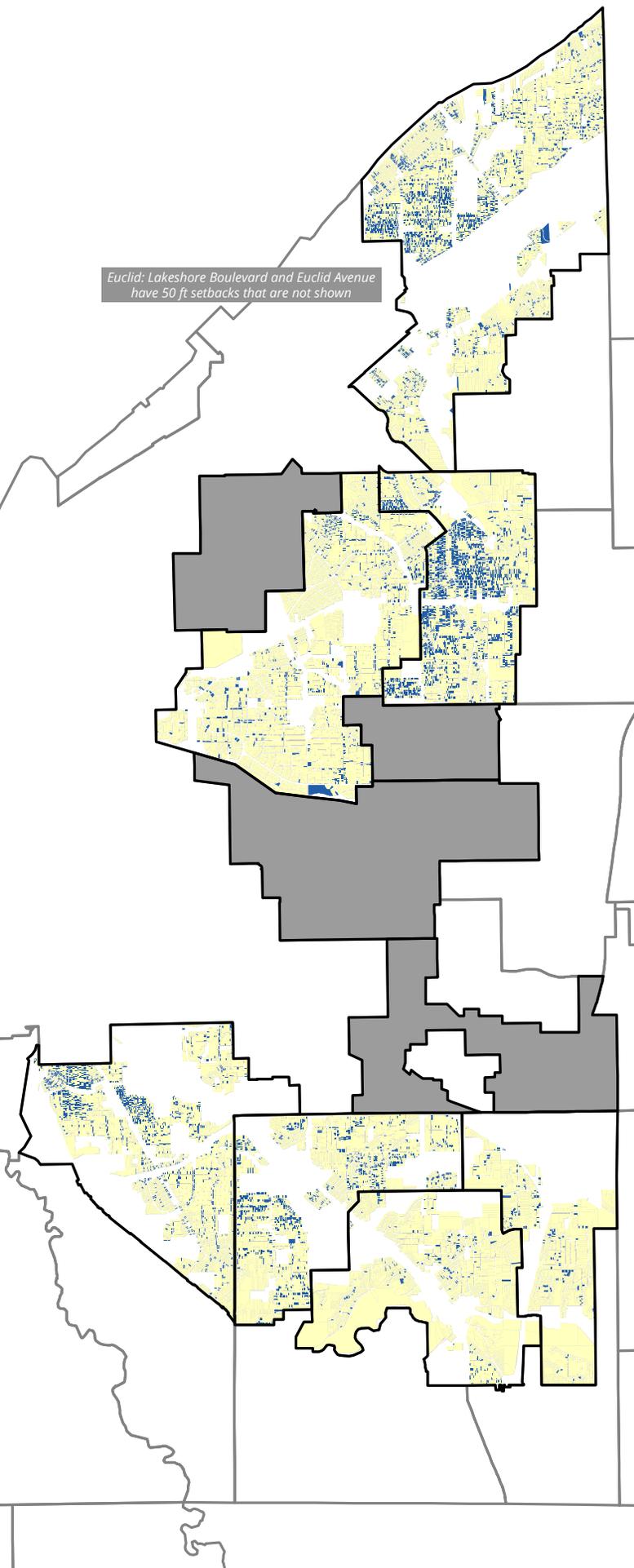
Community	District	Minimum Front Setback (Feet)	Minimum Front Setback (Other)	Common Adjustments	Percent Non-Conforming	
					By District	By Community
Bedford	R-1	35		(a) (b) (c) (d)	31%	55%
	R-2	35		(a) (b) (c) (d)	57%	
Bedford Heights	R-S	75		(a) (b) (d)	10%	69%
	R-1	50		(a) (b) (d)	56%	
	R-1-A	50		(a) (b) (d)	—*	
	R-2	50		(a) (b) (d)	85%	
Berea	RSF-A	35		(b)	88%	63%
	RSF-B	35		(b)	65%	
	RSF-T	35		(b)	42%	
Brook Park	U1-A1	50		(b) (d)	30%	71%
	U1-A2	50		(b) (d)	67%	
	U1-A3	35		(b) (d)	50%	
	U1-A4	35		(b) (d)	83%	
	U1-A5	30		(b) (d)	67%	
Brooklyn	SF-DH	40		(a) (b) (d)	91%	91%
	D-H	35		(a) (b) (d)	72%	
Brooklyn Heights	1F-100	75		(a) (b) (c) (d)	—*	0%
	1F-80	60		(a) (b) (c) (d)	0%	
	1F-60	60		(a) (b) (c) (d)	0%	
	1F-50	35		(a) (b) (c) (d)	0%	
Cleveland Heights	AA	30		(a) (b) (c) (d)	13%	21%
	A	25		(a) (b) (c) (d)	22%	
East Cleveland	U1		Varies Based on Map	(a) (b) (d)	—	—
Euclid	U1	30		(b) (d)	12%	18%
	U2	30		(b) (d)	28%	
Fairview Park	RIF-75	40		(a) (b) (d)	29%	66%
	RIF-60	40		(a) (b) (d)	58%	
	RIF-50	40		(a) (b) (d)	71%	
	RIF-40	40		(a) (b) (d)	91%	
	R2F	40		(a) (b) (d)	97%	
Garfield Heights	U-1	25		(b) (d)	26%	38%
	U-2	25		(b) (d)	60%	
Lakewood	R1L		Varies Based on Map	(a) (c)	—	—
	R1M		Varies Based on Map	(a) (c)	—	
	R1H		Varies Based on Map	(a) (c)	—	
	R2		Varies Based on Map	(a) (c)	—	
Maple Heights	RSF-L	35		(a) (d)	15%	77%
	RSF-M	35		(a) (d)	79%	
	RTF	35		(a) (d)	67%	
Parma	SF-AA		Varies Based on Map	(b) (d)	—	—
	SF-A		Varies Based on Map	(b) (d)	—	
	SF-B		Varies Based on Map	(b) (d)	—	
	2F		Varies Based on Map	(b) (d)	—	
Parma Heights	A	30	Percent of Lot Depth	(d)	42%	42%
Shaker Heights	SF1		Varies Based on Map	(a) (c)	—	—
	SF2		Varies Based on Map	(a) (c)	—	
	SF3		Varies Based on Map	(a) (c)	—	
South Euclid	R-75	45		(a) (b)	23%	73%
	R-60	40		(a) (b)	58%	
	R-50	40		(a) (b)	75%	
	R-40	40		(a) (b)	94%	
University Heights	U-1		Varies Based on Map	(a) (d)	—	—
Warrensville Heights	U-1C		Percent of Lot Depth	(a) (b) (d)	—	—
	U-1B		Percent of Lot Depth	(a) (b) (d)	—	
	U-1A		Percent of Lot Depth	(a) (b) (d)	—	

*None of the lots in this community are zoned for this district.

MAP 7 MINIMUM FRONT SETBACKS: NON-CONFORMITY

- Conforming Structures
(Within Five Feet of the Required Minimum Front Setback)
- Non-Conforming Structures
(Violates Required Minimum Front Setback + Five Feet)
- No Data
- Cannot Be Mapped (Varies within Districts)
- Not Regulated by Jurisdiction
- First Suburbs Consortium Communities
- Other Cuyahoga County Communities





MAPPING PROCESS

To map minimum front setbacks, County Planning mapped building footprints and expanded each building footprint by the length of the required front setback. In the instances where that expanded footprint intersected the right-of-way, it was assumed that the front of the building was closer than required.

This analysis presented a number of difficulties. Some building footprints may include decks, porches, bay windows, or other features that communities allow to project into the front setback, but that may not be differentiated based on the building footprint. Additionally, for homes on corner lots, the expanded building footprint may intersect with the right-of-way on the side of the structure, rather than the front. Because of these difficulties, each home was given a full five feet of extra setback before being considered in violation of the front setback requirements. That is, a home that is required to be setback 25 feet only shows as non-conforming if it is located less than 20 feet from the right-of-way.

Map 7 shows the results of the analysis, with blue showing those lots in which structures violate the required front setback. Because many communities use a setback map that shows varying setbacks on different streets, a large number of communities are greyed out. Euclid and Parma Heights also have slightly different calculations that are explained on the map.

FIGURE 28
MINIMUM FRONT SETBACKS: NON-CONFORMITY

Non-Conforming	30%
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 Source: County Planning

2.6 REAR SETBACKS

Rear setbacks regulate the space between the back of the principal building and the rear lot line. Rear setbacks provide space for a back yard. Back yards in the First Suburbs often are used for additional structures such as sheds and garages.

COMMONALITY

All 19 of the First Suburbs regulate minimum rear setbacks in some format. In most cases, communities measure their rear setbacks as a distance measured in feet. Four communities measure their minimum rear setbacks as a percent of lot depth. Three communities require a minimum rear setback that is the greater of a minimum depth in feet or a percent of the lot depth.

Rear setback requirements range from a low of 10 feet to a high of 50 feet.

COMMON ADJUSTMENTS

For rear setbacks, the most common adjustment allows projections into the rear yard. Similar to projections allowed in front yards, these projections include bay windows, roof overhangs, decks, stairs, awnings, and other features of a home.

Some communities include a requirement that rear yards must be at least as deep as the full height or half the height of the principal building. This may increase the minimum rear setback.

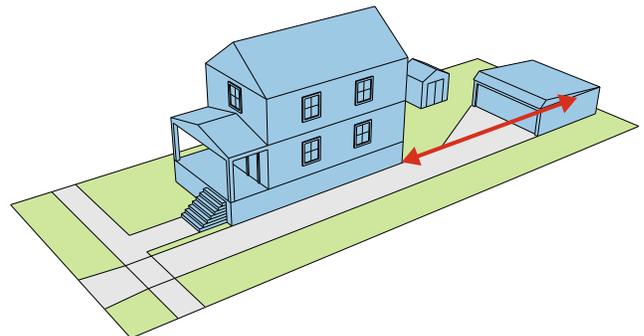
Other common adjustments include the allowances that rear yards may be reduced for lots of limited depth.

Finally, some communities that allow various calculations or reductions provide minimum and maximum required rear setbacks for instances where calculated setbacks may be too shallow or too deep. For instance, one community requires rear setbacks to be 20% of the lot depth and at least half the height of the principal building; however, that community provides common adjustment (e), which says that the calculated rear setback does not need to be more than 30 feet. In another instance, a community allows required rear yards to be reduced for lots that are not at least 100 feet deep; however, that community provides common adjustment (f), which says that the rear yard cannot be less than 10 feet.

FIGURE 29
MINIMUM REAR SETBACKS: COMMON ADJUSTMENTS

(a)	Some features may project into the rear yard, such as bay windows, overhangs, porches, and stairs
(b)	Rear yards may be reduced for lots of limited depth
(c)	Rear yards must also be at least as deep as the height of the principal building
(d)	Rear yards must also be at least as deep as half the height of the principal building
(e)	After taking into account rear setback calculations, a maximum rear setback requirement is defined
(f)	After taking into account allowed yard reductions, an absolute minimum rear setback is defined

FIGURE 30
MINIMUM REAR SETBACK: MEASUREMENT



Community	District	Minimum Rear Setbacks (Feet)	Minimum Rear Setbacks (Percent of Lot Depth)	Common Adjustments
Bedford	R-1	35		(a) (b) (f)
	R-2	30		(a) (b) (f)
Bedford Heights	R-S	40		(a) (c)
	R-1	25		(a) (c)
	R-1-A	25		(a) (c)
	R-2	25		(a) (c)
Berea	RSF-A	25		
	RSF-B	25		
	RSF-T	25		
Brook Park	U1-A1	15	20%	(a) (d) (e)
	U1-A2	15	20%	(a) (d) (e)
	U1-A3	15	20%	(a) (d) (e)
	U1-A4	15	20%	(a) (d) (e)
	U1-A5	15	20%	(a) (d) (e)
Brooklyn	SF-DH	35		(a)
	D-H	30		(a)
Brooklyn Heights	1F-100	50		(a)
	1F-80	50		(a)
	1F-60	50		(a)
	1F-50	50		(a)
Cleveland Heights	AA	30		(a)
	A	30		(a)
East Cleveland	U1		15%	(a) (e)
Euclid	U1		20%	(a) (d) (e)
	U2		20%	(a) (d) (e)
Fairview Park	RIF-75	28		(a)
	RIF-60	28		(a)
	RIF-50	28		(a)
	RIF-40	28		(a)
	R2F	28		(a)
Garfield Heights	U-1		20%	(a) (d) (e)
	U-2		20%	(a) (d) (e)
Lakewood	R1L	40		
	R1M	40		
	R1H	40		
	R2	40		
Maple Heights	RSF-L	25		
	RSF-M	25		
	RTF	25		
Parma	SF-AA	10	15%	(a) (d) (e)
	SF-A	10	15%	(a) (d) (e)
	SF-B	10	15%	(a) (d) (e)
	2F	10	15%	(a) (d) (e)
Parma Heights	A	30	25%	
Shaker Heights	SF1	40		(a)
	SF2	25		(a)
	SF3	25		(a)
South Euclid	R-75	50		(a)
	R-60	40		(a)
	R-50	40		(a)
	R-40	40		(a)
University Heights	U-1	25		(a) (c)
Warrensville Heights	U-1C		20%	(a) (d)
	U-1B		20%	(a) (d)
	U-1A		20%	(a) (d)

2.7 SIDE SETBACKS

Side setbacks regulate the space between the side of a building and the side lot line. Side setbacks provide space for a side yard, which often contain a driveway to a rear garage on one side and a thinner side yard on the other.

COMMONALITY

All 19 of the First Suburbs regulate minimum side setbacks in some format. One format includes an equal minimum side setback on either side. A second format includes a smaller minimum side setback on one side and a larger minimum side setback on the second side to accommodate a driveway. Of the 19 communities, 17 include one of these two formats of side setbacks, sometimes in combination with other regulations.

A third format includes a total side setback width, meaning the combined horizontal distance of the two side setbacks. Ten communities had this total side setback width requirement. Finally, a fourth format requires a percent of the lot width be used for side setbacks rather than a specific distance in feet. Five communities used a minimum setback that was measured as a percent of lot width; however, all of these communities also had stipulations for side setbacks measured in feet.

COMMON ADJUSTMENTS

For side yards, the most common adjustment entailed the measurement of corner side yards. Almost all communities (15 out of 19) treated corner side setbacks differently than regular side setbacks; however, the way that these were treated varied. Some communities treated corner side yards as a second front yard, other communities provided specific distances in feet for corner side yards, and other communities used a percentage of the lot width that must be met for the corner side yard.

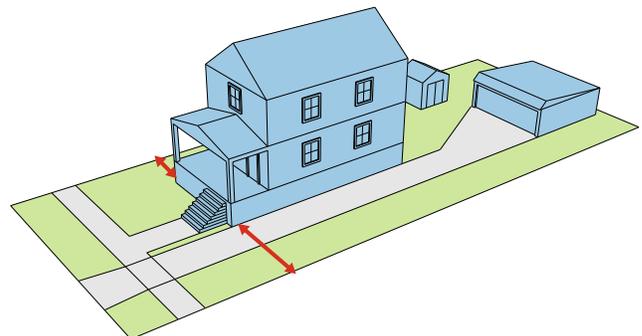
Another common adjustment entails reducing side setbacks for thin lots. This adjustment allows homes to better fit on lots of limited width.

Other common adjustments include side setbacks that are increased based on the height of the home, the allowance of certain features such as chimneys to project into the side yard, and reduced setbacks for homes with attached garages.

FIGURE 31
MINIMUM SIDE SETBACKS: COMMON ADJUSTMENTS

(a)	Minimum side setbacks adjusted based on the height of the primary structure, least restrictive setbacks shown
(b)	Minimum side setback may be reduced for non-conforming small lots
(c)	Minimum side setback may be reduced for structures with attached garage
(d)	Some features may project into the side setback such as bays, chimneys, cornices, window sills, gutters, ornamental features
(e)	Minimum side setbacks for corner lots measured differently
(f)	Minimum side setbacks adjusted based on the size of the lot width, least restrictive setback shown
(g)	The narrower of the two side yards must meet a minimum percent of the total side setback width

FIGURE 32
MINIMUM SIDE SETBACKS: MEASUREMENT



Community	District	Minimum Side Setbacks (Feet)			Minimum Side Setbacks (Percent of Lot Width)	Common Adjustments
		Side One	Side Two	Combined Setback		
Bedford	R-1	8	8	20		(a) (b) (c) (d) (e)
	R-2	6	6	15		(a) (b) (c) (d) (e)
Bedford Heights	R-S			25	25%	(d) (e) (g)
	R-1			25	25%	(d) (e) (g)
	R-1-A			25	25%	(d) (e) (g)
	R-2			15	25%	(d) (e) (g)
Berea	RSF-A	5	5			
	RSF-B	5	5			
	RSF-T	5	5			
Brook Park	U1-A1	5	5	30		(d) (e)
	U1-A2	5	5	28		(d) (e)
	U1-A3	5	5	28		(d) (e)
	U1-A4	5	5	16		(d) (e)
	U1-A5	5	5	16		(d) (e)
Brooklyn	SF-DH	5	5	15		(d) (e)
	D-H	3	3	11		(d) (e)
Brooklyn Heights	1F-100	10	10	25		(d) (e)
	1F-80	8	8	20		(d) (e)
	1F-60	5	5	17		(d) (e)
	1F-50	5	5	12		(d) (e)
Cleveland Heights	AA	10	10			(d) (e)
	A	5	5			(d) (e)
East Cleveland	U1	3	3		20%	(d)
Euclid	U1	3	3	10		(d) (e) (f)
	U2	3	3	10		(d) (e) (f)
Fairview Park	RIF-75	7.5	10			(b) (d) (e)
	RIF-60	5	10			(b) (d) (e)
	RIF-50	5	10			(b) (d) (e)
	RIF-40	5	8			(b) (d) (e)
	R2F	5	10			(b) (d) (e)
Garfield Heights*	U-1	5	5		20%	(d) (e)
	U-2	5	5		20%	(d) (e)
Lakewood	R1L	10	10	25		(e)
	R1M	10	10	20		(e)
	R1H	5	5	15		(e)
	R2	5	5	15		(e)
Maple Heights	RSF-L	3	3			
	RSF-M	3	3			
	RTF	5	5			
Parma	SF-AA	3	3	10		(d) (e) (f)
	SF-A	3	3	10		(d) (e) (f)
	SF-B	3	3	10		(d) (e) (f)
	2F	3	3	10		(d) (e) (f)
Parma Heights	A	3	9	12		(c) (e)
Shaker Heights	SF1	15	15			(d) (e)
	SF2	10	10			(d) (e)
	SF3	5	10			(d) (e)
South Euclid	R-75	5	10			(d) (e)
	R-60	4	8			(d) (e)
	R-50	3	7			(d) (e)
	R-40	3	7			(d) (e)
University Heights	U-1			12	20%	(d) (g)
Warrensville Heights	U-1C	3	3		20%	(d) (e)
	U-1B	3	3		20%	(d) (e)
	U-1A	3	3		20%	(d) (e)

*Conflicting regulations within code. Most restrictive regulation shown.

2.8 MAXIMUM HEIGHT

Maximum height regulates how tall the main or principal structure on a lot can be. This limits the number of stories a structure can be or how high its roofline may be.

COMMONALITY

Of the 19 First Suburbs, 18 regulate maximum height for single-family buildings or zones—only Parma Heights does not regulate this. Of those that regulate maximum height, all communities list a maximum height in feet. Six of the First Suburbs also define a maximum height in number of stories. In general, communities list a maximum height of 35 feet and 2.5 stories; however, a handful of communities and zones list slightly different maximum heights.

COMMON ADJUSTMENTS

Most communities have very standard height regulations and do not allow for adjustments to the maximum height regulations.

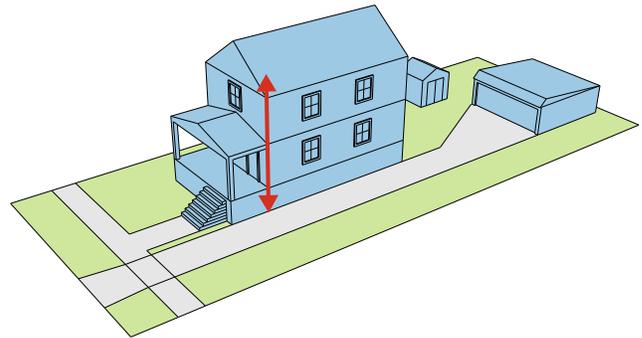
The only common adjustment for maximum height regulations deals with height districts. Some communities set height regulations through separate districts whose boundaries do not always coincide with zoning districts. For three communities in this analysis, heights are regulated by height districts, but all of the single-family zones are located in the same height district and that regulation is shown on the chart.

One adjustment that is not shown here is for non-residential buildings located within single-family zones. These tend to include schools, churches, or other institutional uses. For communities that allow these types of uses as permitted or conditional within their single-family districts, separate height regulations are sometimes included.

FIGURE 33
MINIMUM HEIGHT: COMMON ADJUSTMENTS

(a) Height regulations determined by height districts; all single-family zones located in same height district and regulations for that district are displayed

FIGURE 34
MAXIMUM HEIGHT: MEASUREMENT



Community	District	Maximum Height (Feet)	Maximum Height (Stories)	Common Adjustments
Bedford	R-1	30	2.5	
	R-2	30	2.5	
Bedford Heights	R-S	35	2.5	
	R-1	35	2.5	
	R-1-A	35	2.5	
	R-2	35	2.5	
Berea	RSF-A	35		
	RSF-B	35		
	RSF-T	35		
Brook Park	U1-A1	35		(a)
	U1-A2	35		(a)
	U1-A3	35		(a)
	U1-A4	35		(a)
	U1-A5	35		(a)
Brooklyn	SF-DH	35		
	D-H	35		
Brooklyn Heights	1F-100	40	2.5	
	1F-80	40	2.5	
	1F-60	40	2.5	
	1F-50	30	2.5	
Cleveland Heights	AA	35	2.5	
	A	35	2.5	
East Cleveland	U1	35		(a)
Euclid	U1	35		(a)
	U2	35		(a)
Fairview Park	RIF-75	35		
	RIF-60	35		
	RIF-50	35		
	RIF-40	35		
	R2F	35		
Garfield Heights	U-1	35	2.5	
	U-2	35	2.5	
Lakewood	R1L	35		
	R1M	35		
	R1H	35		
	R2	35		
Maple Heights	RSF-L	35		
	RSF-M	35		
	RTF	35		
Parma	SF-AA	35		
	SF-A	35		
	SF-B	35		
	2F	35		
Parma Heights	A	Not Regulated		
Shaker Heights	SF1	35		
	SF2	35		
	SF3	35		
South Euclid	R-75	35		
	R-60	35		
	R-50	35		
	R-40	35		
University Heights	U-1	35	2.5	
Warrensville Heights	U-1C	35		
	U-1B	35		
	U-1A	35		

2.9 GARAGE & ACCESSORY SETBACKS

Garage and accessory setbacks describe how close to the side and rear lot lines detached accessory uses such as garages and sheds can be. Many communities regulate garages and other accessory structures in the same manner; however, some communities have different setback requirements for different structures. For this analysis, we show setback requirements for garages and note when these requirements differ from requirements for other accessory structures. Additionally, this analysis only examines *detached* accessory structures and does not consider *attached* garages or other uses.

COMMONALITY

All 19 First Suburbs regulate at least one setback for garages. Two communities do not specifically regulate rear setbacks for garages.

In general, setbacks are typically between 3 and 5 feet for both side and rear setbacks; however, some communities have setbacks as low as 0 feet and as high as ten feet.

Almost all communities measure setbacks for garages on corner lots differently. These measurements are not included in this analysis.

COMMON ADJUSTMENTS

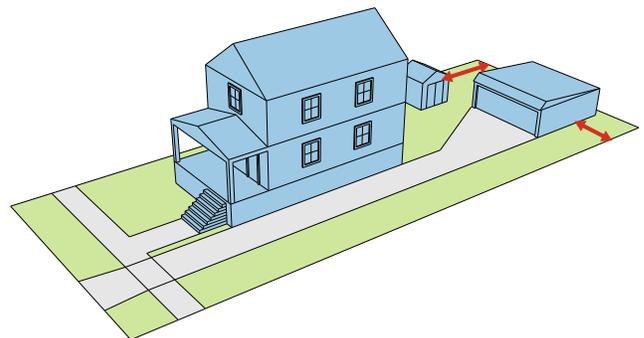
Many communities have adjustments for their garage and accessory structure setbacks, including: allowing smaller setbacks for non-conforming lots, having different setbacks for garages versus other accessory uses, and having greater setbacks for garages in side yards. Other communities also provide flexibility by allowing the Zoning Administrator to reduce setback requirements or for setback requirements to be reduced to match other nearby homes with lesser setbacks.

Other communities have variable setbacks based on particular lots or layouts. These communities have different setback standards based on lot width, construction materials, or distance from lot line.

FIGURE 35
GARAGE & ACCESSORY SETBACKS: COMMON ADJUSTMENTS

(a)	Accessory setbacks can be reduced on non-conforming lots
(b)	Garages in the side yard have greater setback requirements
(c)	Specifies different setbacks for garages versus other accessory structures
(d)	Zoning Administrator may reduce setback requirements
(e)	Accessory structures can be sited differently if consistent with existing accessory structures on nearby lots
(f)	Setbacks vary based on construction materials
(g)	Setbacks vary based on lot width
(h)	Setbacks vary based on distance from front lot line

FIGURE 36
GARAGE & ACCESSORY SETBACKS: MEASUREMENT



Community	District	Minimum Side Setback (Feet)	Minimum Rear Setback (Feet)	Common Adjustments
Bedford	R-1	3	6	
	R-2	3	6	
Bedford Heights	R-S	6 - 10	6	(h)
	R-1	6 - 10	6	(h)
	R-1-A	6 - 10	6	(h)
	R-2	6 - 10	6	(h)
Berea	RSF-A	5	5	
	RSF-B	5	5	
	RSF-T	5	5	
Brook Park	U1-A1	1.5	5	
	U1-A2	1.5	5	
	U1-A3	1.5	5	
	U1-A4	1.5	5	
	U1-A5	1.5	5	
Brooklyn	SF-DH	3	5	(a) (b)
	D-H	3	5	(a) (b)
Brooklyn Heights	1F-100	5	3	(c) (e)
	1F-80	5	3	(c) (e)
	1F-60	5	3	(c) (e)
	1F-50	5	3	(c) (e)
Cleveland Heights	AA	3	3	(b) (c) (d)
	A	3	3	(b) (c) (d)
East Cleveland	U1	1.5	1.5	
Euclid	U1	3	3	
	U2	3	3	
Fairview Park	RIF-75	3	3	
	RIF-60	3	3	
	RIF-50	3	3	
	RIF-40	3	3	
	R2F	3	3	
Garfield Heights	U-1	0 - 3	0 - 3	(f)
	U-2	0 - 3	0 - 3	(f)
Lakewood	R1L	0.5 - 3	0.5 - 3	(f)
	R1M	0.5 - 3	0.5 - 3	(f)
	R1H	0.5 - 1.5	0.5 - 1.5	(f)
	R2	0.5 - 1.5	0.5 - 1.5	(f)
Maple Heights*	RSF-L	0 - 3	0 - 3	(f)
	RSF-M	0 - 3	0 - 3	(f)
	RTF	0 - 3	0 - 3	(f)
Parma	SF-AA	3 - 5	+	(e) (g)
	SF-A	3 - 5	+	(e) (g)
	SF-B	3 - 5	+	(e) (g)
	2F	3 - 5	+	(e) (g)
Parma Heights	A	3	3	
Shaker Heights	SF1	5	5	(c)
	SF2	0 - 3	0 - 3	(c) (f)
	SF3	0 - 3	0 - 3	(c) (f)
South Euclid	R-75	3	3	
	R-60	3	3	
	R-50	3	3	
	R-40	3	3	
University Heights	U-1	0 - 10	+	(h)
Warrensville Heights	U-1C	3	6	
	U-1B	3	6	
	U-1A	3	6	

*Conflicting regulations within code. Least restrictive regulation shown.

+Not specifically regulated.

2.10 GARAGE SIZE

Garage requirements regulate the minimum and maximum size of a garage. This is often accomplished by specifying the square footage of a garage or by a percent of the rear lot that can be covered by a garage or all accessory structures.

COMMONALITY

Of the 19 First Suburbs, 17 regulate the size of a garage; only Maple Heights and Parma Heights do not specifically regulate this feature. While not directly regulating garages, however, both communities do measure maximum lot coverage for buildings overall.

For communities that do regulate garage size directly, 15 communities provide a maximum garage size in terms of square feet, and three provide a minimum garage size in square feet. Ten communities limit the size of garages by calculating the maximum amount of the rear lot that may be covered by the garage itself or by all accessory structures.

Maximum garage size, as measured by square feet, range from a low of 480 square feet in Lakewood to a high of 1,200 square feet in Cleveland Heights.

COMMON ADJUSTMENTS

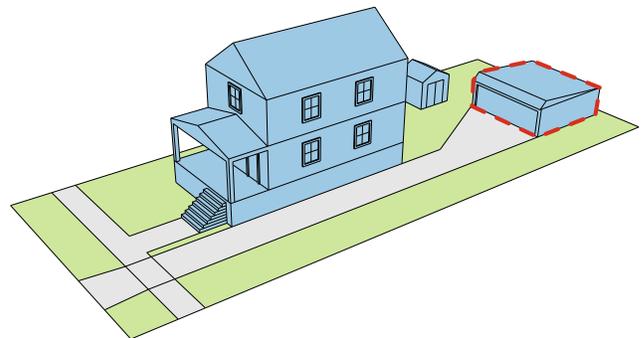
Among the most common adjustments are those that link maximum garage size to the size of the lot. Six communities allow more space for garages on larger lots; however, all but one of these also list an absolute maximum garage size.

Other common adjustments include providing a minimum and maximum garage size depending on whether a garage is built for one or for two cars, allowing garages to account for more than the maximum rear lot coverages when lots are small or non-conforming, and providing an absolute minimum garage size allowed even if that minimum garage size is larger than what would be allowed when calculating lot coverage.

FIGURE 37
GARAGE SIZE: COMMON ADJUSTMENTS

(a)	Garage size may be incrementally increased based on the size of the lot; absolute maximum garage size specified
(b)	Garage size may be incrementally increased based on the size of the lot; no maximum garage size specified
(c)	Minimum and maximum garage size dependent on number of parking spaces
(d)	Maximum rear yard coverage of garages and other accessory buildings and structures may be increased for small or non-conforming lots
(e)	A minimum garage size is allowed regardless of the maximum rear lot coverage

FIGURE 38
GARAGE SIZE: MEASUREMENT



Community	District	Minimum Garage Size (Square Feet)	Maximum Garage Size (Square Feet)	Maximum Rear Yard Lot Coverage (Percent)		Common Adjustments
				Garages Only	All Accessory Structures	
Bedford	R-1		500-1100		30%	(a)
	R-2		500-1100		30%	(a)
Bedford Heights	R-S	400	880	35%		(e)
	R-1	400	880	35%		(e)
	R-1-A	400	600	35%		(e)
	R-2	400	880	35%		(e)
Berea	RSF-A				25%	
	RSF-B				25%	
	RSF-T				25%	
Brook Park	U1-A1		700			
	U1-A2		700			
	U1-A3		700			
	U1-A4		700			
	U1-A5		700			
Brooklyn	SF-DH		600		20%	(e)
	D-H		600		20%	(e)
Brooklyn Heights	1F-100		729			
	1F-80		729			
	1F-60		729			
	1F-50		729			
Cleveland Heights	AA		500-1200	20%	60%	(a) (d)
	A		500-1200	20%	60%	(a) (d)
East Cleveland	U1		550+			(b)
Euclid	U1		696-720		40%	(a)
	U2		696-720		40%	(a)
Fairview Park	RIF-75		725			
	RIF-60		725			
	RIF-50		725			
	RIF-40		725			
	R2F		725			
Garfield Heights	U-1		528	40%		
	U-2		660	40%		
Lakewood	R1L		480		25%	
	R1M		480		25%	
	R1H		480		25%	
	R2		480		25%	
Maple Heights	RSF-L			Not Regulated		
	RSF-M					
	RTF					
Parma	SF-AA		600-800			(a)
	SF-A		600-800			(a)
	SF-B		600-800			(a)
	2F		600-800			(a)
Parma Heights	A			Not Regulated		
Shaker Heights	SF1		800		30%	
	SF2		700		30%	
	SF3		600		40%	
South Euclid	R-75	260-400	500-800			(a) (c)
	R-60	260-400	500-800			(a) (c)
	R-50	260-400	500-800			(a) (c)
	R-40	260-400	500-800			(a) (c)
University Heights	U-1			35%		
Warrensville Heights	U-1C	264	500			
	U-1B	264	500			
	U-1A	264	500			

2.11 PARKING REQUIREMENTS

Parking regulations outline how many parking spaces are required per dwelling unit and how many of those parking spaces must be enclosed in a garage. These requirements reduce on-street parking demand, but may also necessitate more parking than a family needs.

COMMONALITY

All 19 First Suburbs require a minimum number of parking spaces for single-family dwellings. For this analysis, when a code specified a certain number of parking spaces per dwelling unit, the number shown corresponds to the number of spaces required for a one-unit home.

Of the First Suburbs, 14 communities require two parking spaces, and the remaining five communities only require one parking space. Additionally, 14 communities require at least one garage space, with six communities requiring two spaces enclosed in a garage.

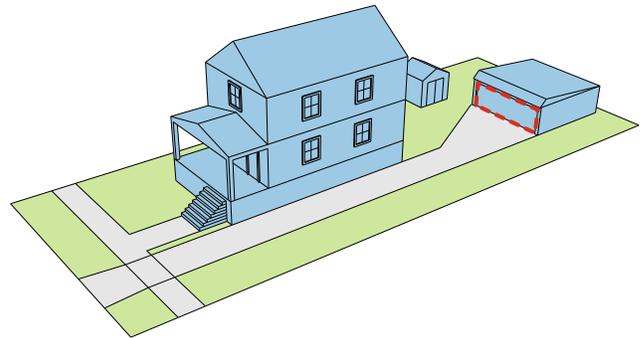
COMMON ADJUSTMENTS

Few communities have standard adjustments for their single-family parking requirements. Two communities allow small or non-conforming lots to have fewer than the required number of parking spaces due to the size constraints. An additional three communities specify a maximum number of parking spaces that can be built on a single-family lot.

FIGURE 39
PARKING REQUIREMENTS: COMMON ADJUSTMENTS

- | | |
|-----|--|
| (a) | The total number of required spaces or number of enclosed spaces may be reduced for small or non-conforming lots |
| (b) | Regulations specify a maximum number of spaces |

FIGURE 40
PARKING REQUIREMENTS: MEASUREMENT



Community	District	Required Parking Spaces		Common Adjustments
		Total	Enclosed	
Bedford	R-1	2	1	
	R-2	2	1	
Bedford Heights	R-S	1	1	
	R-1	1	1	
	R-1-A	1	1	
	R-2	1	1	
Berea	RSF-A	2	1	
	RSF-B	2	1	
	RSF-T	2	1	
Brook Park	U1-A1	2		
	U1-A2	2		
	U1-A3	2		
	U1-A4	2		
	U1-A5	2		
Brooklyn	SF-DH	2	2	(a)
	D-H	2	2	(a)
Brooklyn Heights	1F-100	2	1	
	1F-80	2	1	
	1F-60	2	1	
	1F-50	2	1	
Cleveland Heights	AA	2	2	(a)
	A	2	2	(a)
East Cleveland	U1	1		
Euclid	U1	2		
	U2	2		
Fairview Park	RIF-75	2	1	
	RIF-60	2	1	
	RIF-50	2	1	
	RIF-40	2	1	
	R2F	2	1	
Garfield Heights*	U-1	2	2	
	U-2	2	2	
Lakewood	R1L	1	1	
	R1M	1	1	
	R1H	1	1	
	R2	1	1	
Maple Heights	RSF-L	2	1	
	RSF-M	2	1	
	RTF	2	1	
Parma	SF-AA	2	2	
	SF-A	2	2	
	SF-B	2	2	
	2F	2	2	
Parma Heights	A	2	2	(b)
Shaker Heights	SF1	2	2	(b)
	SF2	2	2	(b)
	SF3	2	2	(b)
South Euclid	R-75	2	1	
	R-60	2	1	
	R-50	2	1	
	R-40	2	1	
University Heights	U-1	1		
Warrensville Heights	U-1C	1		(b)
	U-1B	1		(b)
	U-1A	1		(b)

*Conflicting regulations within code. Most restrictive regulation shown.

2.12 DESIGN GUIDELINES

Design guidelines regulate the look of a new building. Some design guidelines function as suggestions or guidance for an Architectural Review Board while others have specific and measurable standards. In either case, these regulations inform the review of the exterior materials, design, and layout of new or renovated structures.

COMMONALITY

The presence of design guidelines in the First Suburbs communities is less definitive than other regulatory measures. Some communities have codified specific design guidelines and procedures for reviewing the exterior of single-family homes. Other communities include a single, short paragraph or statement about new homes conforming to basic aesthetics.

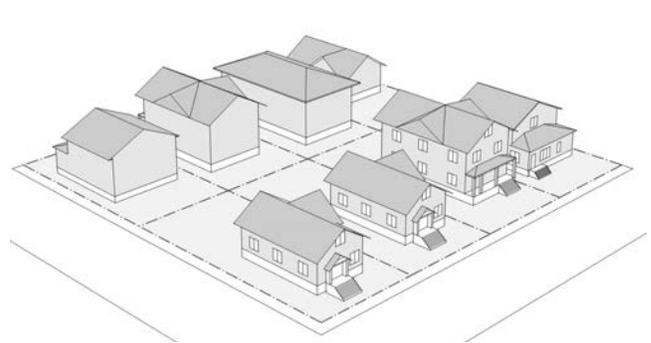
During community conversations, some communities that include text regulating exterior design in their codes said that they do not enforce those design guidelines. Other communities that do not have specific design guidelines said they send any new construction to an Architectural Review Board for review, even if they do not have specific guidelines against which to evaluate a structure.

Because of the range of regulatory structure and enforcement, any community that included design regulations in their codes—regardless of whether they enforce those provisions—as well as any community that sends new construction to an Architectural Review Board were marked as having design guidelines.

COMMON ADJUSTMENTS

Due to the wide variety of design review regulations and organizational structures, no common adjustments are included for this topic.

SINGLE-FAMILY DESIGN GUIDELINES



Single-family design guidelines can include graphic examples of the proposed shape, design, and materials of new homes. This example from Portland, Oregon showcases how guidelines can articulate the design of new homes.

Source: City of Portland, Oregon; portlandmaps.com

Community	District	Design Guidelines or Review
Bedford	R-1	Y
	R-2	Y
Bedford Heights	R-S	Y
	R-1	Y
	R-1-A	Y
Berea	R-2	Y
	RSF-A	Y
	RSF-B	Y
Brook Park	RSF-T	Y
	U1-A1	N
	U1-A2	N
Brooklyn	U1-A3	N
	U1-A4	N
	U1-A5	N
Brooklyn Heights	SF-DH	N
	D-H	N
Cleveland Heights	1F-100	Y
	1F-80	Y
	1F-60	Y
	1F-50	Y
East Cleveland	AA	Y
	A	Y
Euclid	U1	Y
Fairview Park	U2	Y
	RIF-75	N
	RIF-60	N
	RIF-50	N
	RIF-40	N
Garfield Heights	R2F	N
	U-1	Y
Lakewood	U-2	Y
	R1L	Y
	R1M	Y
	R1H	Y
Maple Heights	R2	Y
	RSF-L	Y
	RSF-M	Y
Parma	RTF	Y
	SF-AA	N
	SF-A	N
	SF-B	N
Parma Heights	2F	N
	A	N
Shaker Heights	SF1	Y
	SF2	Y
	SF3	Y
South Euclid	R-75	Y
	R-60	Y
	R-50	Y
	R-40	Y
University Heights	U-1	Y
Warrensville Heights	U-1C	Y
	U-1B	Y
	U-1A	Y

2.13 ALLOWABLE USES

The allowable uses section describes whether residential uses other than single-family homes are allowed within the districts reviewed as part of this process. For this analysis, districts were marked as allowing other residential uses when they allowed two-family, double, or multi-family residential uses. Uses that are required by state or federal law to be allowed in a single-family district, such as certain group homes, were not included in this analysis.

Only when residential uses are permitted by right were districts marked as allowing other residential uses. If a two-family or multi-family structure is allowed as a conditional use, it did not count toward this analysis.

COMMONALITY

Unlike many of the other regulations reviewed through this process, the allowance for other residential uses often differs by zoning district rather than by community. As such, out of the 55 zoning districts reviewed, 11 districts allow other residential uses as a permitted use in their principal single-family districts. In general, these districts allow two-family residential uses to be built by right—that is, without needing a rezoning, variance, or conditional use permit.

In only one community, East Cleveland, are residential uses other than single-family allowed in all principal single-family districts by right. In this case, East Cleveland's U1 district allows both single-family and two-family dwellings by right.

Community	District	Other Residential Uses Allowed
Bedford	R-1	N
	R-2	N
Bedford Heights	R-S	N
	R-1	N
	R-1-A	N
Berea	R-2	N
	RSF-A	N
	RSF-B	N
Brook Park	RSF-T	N
	U1-A1	N
	U1-A2	N
Brooklyn	U1-A3	N
	U1-A4	N
	U1-A5	N
Brooklyn Heights	SF-DH	N
	D-H	Y
Cleveland Heights	1F-100	N
	1F-80	N
	1F-60	N
	1F-50	N
East Cleveland	AA	N
	A	N
Euclid	U1	Y
Fairview Park	U2	N
	RIF-75	Y
	RIF-60	N
	RIF-50	N
	RIF-40	N
Garfield Heights	R2F	Y
	U-1	N
Lakewood	U-2	Y
	R1L	N
	R1M	N
Maple Heights	R1H	N
	R2	Y
	RSF-L	N
Parma	RSF-M	N
	RTF	Y
	SF-AA	N
Parma Heights	SF-A	N
	SF-B	N
	2F	Y
Shaker Heights	A	N
	SF1	N
	SF2	N
South Euclid	SF3	N
	R-75	N
	R-60	Y
	R-50	Y
University Heights	R-40	Y
	U-1	N
Warrensville Heights	U-1C	N
	U-1B	N
	U-1A	N



SECTION 3

INFILL OPPORTUNITIES & INCENTIVES

The Infill Opportunities & Incentives section provides a summary and map of the potential locations for infill housing in the First Suburbs as well as a summary of the incentives communities provide for new home construction. Some of the key findings include the following:

MAPPING POTENTIAL INFILL

In order to map potential infill lots across 19 communities, defining infill becomes important. For this process, County Planning identified a series of metrics it used to identify infill, and through that process was able to eliminate some of the large, awkwardly shaped, or environmentally problematic sites; however, infill lots often change, and this analysis presents a point-in-time review of potential infill lots.

INFILL OPPORTUNITIES

Using the mapping process, County Planning was able to calculate the estimated number of infill lots in the First Suburbs—and the potential is great. Within the 19 communities of the First Suburbs, County Planning identified 5,320 potential infill lots.

INFILL PRIORITIES

During conversations with communities, the priority for infill development differed from one city to the next. Not all communities in the First Suburbs want to construct infill housing on their vacant lots, with some communities prioritizing side-lot expansions and de-densification. While this infill opportunities map showcases potential housing infill, some communities may seek to use these lots in different ways.

INCENTIVES

The majority of communities offer incentives for new construction of single-family homes in the form of a Community Reinvestment Area (CRA) program.

3.1 INFILL OPPORTUNITIES

Single-family infill opportunities include both city-owned and privately owned vacant lots in single-family districts where infill housing could potentially be developed. First Suburbs are often built-out communities with few large tracts of vacant land, thus infill opportunities become important to meet housing demand.

IDENTIFYING INFILL LOTS

Residential infill development entails constructing new homes on previously developed, scattered lots in established neighborhoods. County Planning conducted a GIS analysis to identify potential infill lots. It is important to note that this analysis only highlights potential opportunities. Although a vacant lot can theoretically be considered a potential infill lot, it may not be available for development due to environmental concerns, logistical issues, or ownership, among other reasons.

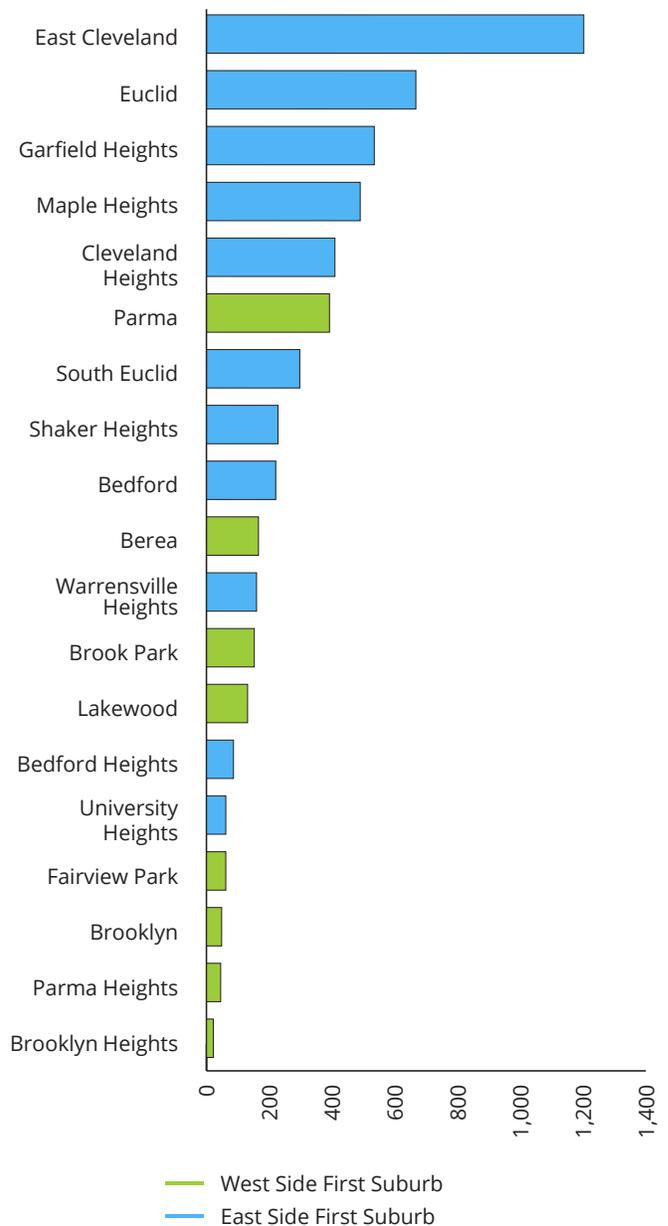
QUANTIFYING INFILL OPPORTUNITIES

Using GIS software, the total number, average size, and average width of infill lots were calculated by community and by zoning district. The number of potential single-family infill lots ranges widely among First Suburbs from a low of 21 in Brooklyn Heights to a high of 1,192 in East Cleveland. This demonstrates the difference in infill opportunity among First Suburbs with East Side First Suburbs generally having more infill opportunity than West Side First Suburbs.

The average infill lot size among communities ranges from 4,881 square feet to 15,511 square feet. Even within one community, infill lots can range widely among zoning districts. For example, in Brook Park's U1-A2 District, the average infill lot size is 76,762 square feet whereas in its U1-A5 District, it is 5,348 square feet. The average infill lot width ranges from 41 feet in East Cleveland to 81 feet in Bedford Heights.

Communities are encouraged to compare their average infill measurements to their zoning regulations to further understand their potential for infill development.

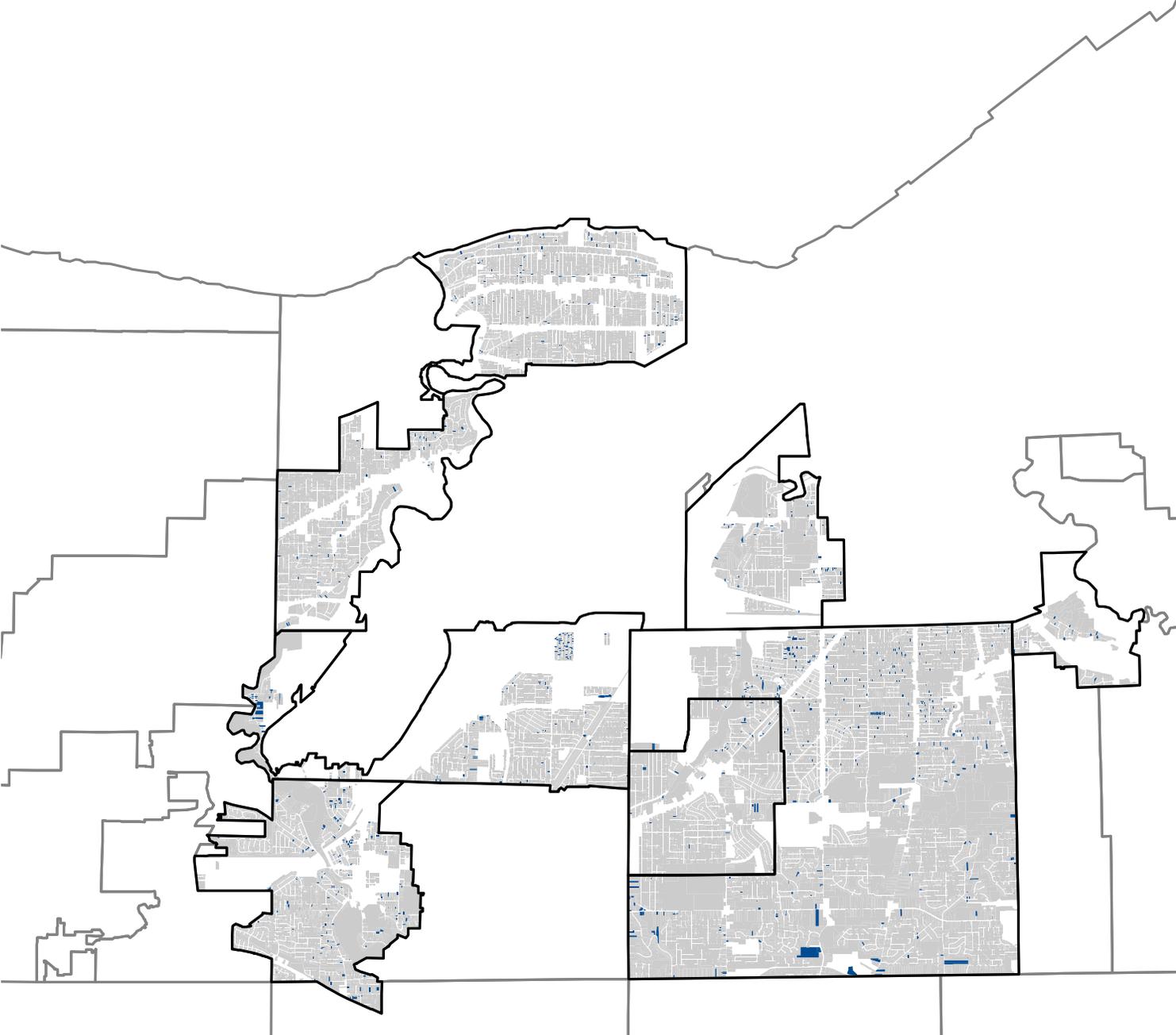
FIGURE 41
NUMBER OF POTENTIAL INFILL LOTS

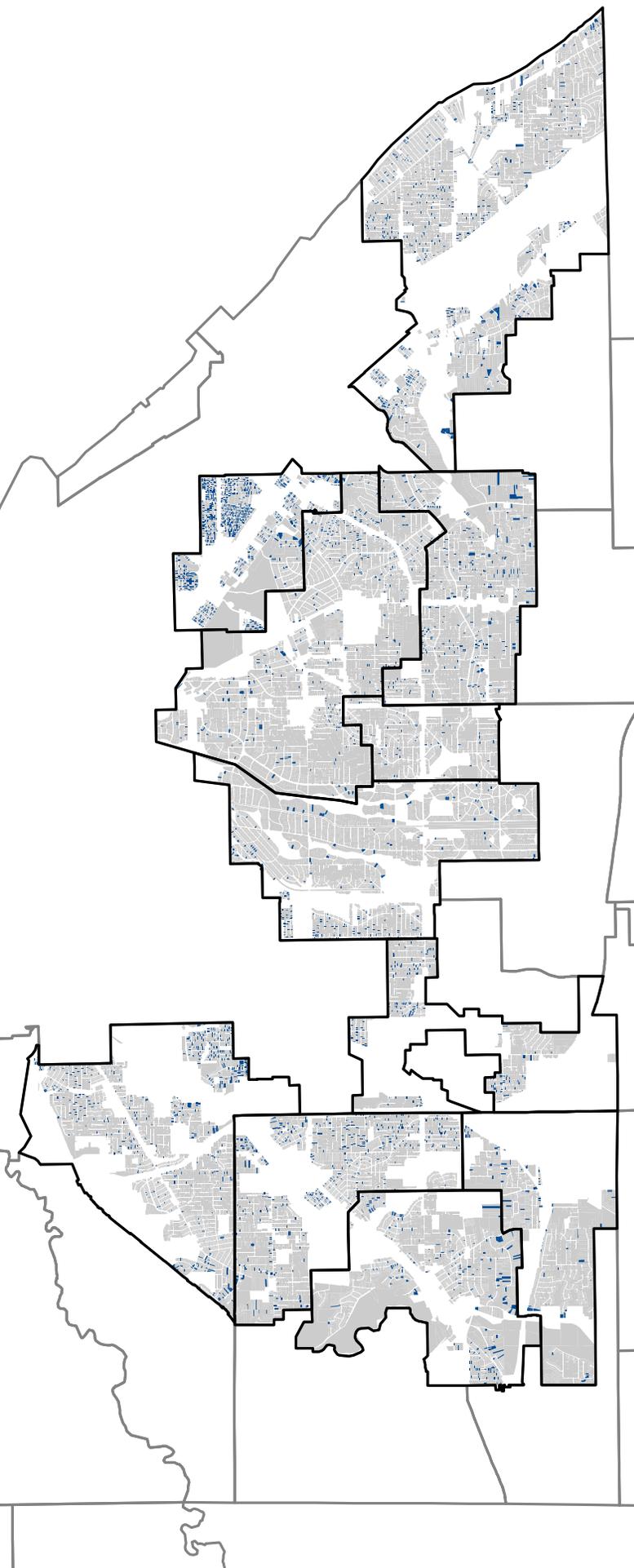


Community	District	Number of Potential Infill Lots		Average Infill Lot Size (Square Feet)		Average Infill Lot Width (Feet)	
		By District	By Community	By District	By Community	By District	By Community
Bedford	R-1	33	219	28,941	12,326	70	52
	R-2	186		9,378		48	
Bedford Heights	R-S	1	85	64,011	15,511	160	81
	R-1	63		16,300		75	
	R-1-A	0		—		—	
	R-2	21		10,835		95	
Berea	RSF-A	0	164	—	8,511	—	58
	RSF-B	162		8,489		58	
	RSF-T	2		10,260		59	
Brook Park	U1-A1	12	151	11,564	9,947	63	60
	U1-A2	6		76,762		160	
	U1-A3	25		10,882		78	
	U1-A4	29		7,175		65	
	U1-A5	79		5,348		44	
Brooklyn	SF-DH	48	48	6,777	6,777	48	48
	D-H	0		—		—	
Brooklyn Heights	1F-100	0	21	—	10,157	—	72
	1F-80	19		10,122		75	
	1F-60	0		—		—	
	1F-50	2		10,488		48	
Cleveland Heights	AA	22	406	16,935	7,616	80	51
	A	384		7,082		50	
East Cleveland	U1	1,192	1,192	4,881	4,881	41	41
Euclid	U1	408	661	9,069	7,835	59	54
	U2	253		5,844		45	
Fairview Park	RIF-75	9	61	10,824	7,860	51	46
	RIF-60	12		12,139		58	
	RIF-50	35		6,175		43	
	RIF-40	5		4,047		34	
	R2F	0		—		—	
Garfield Heights	U-1	362	530	7,433	6,792	47	45
	U-2	168		5,412		43	
Lakewood	R1L	8	130	10,420	5,221	70	43
	R1M	7		7,702		55	
	R1H	28		4,873		39	
	R2	87		4,656		41	
Maple Heights	RSF-L	19	485	21,022	6,669	69	48
	RSF-M	460		6,038		47	
	RTF	6		9,530		64	
Parma	SF-AA	46	384	37,891	12,543	108	60
	SF-A	138		13,583		64	
	SF-B	196		5,735		44	
	2F	4		18,745		131	
Parma Heights	A	44	44	11,813	11,813	56	56
Shaker Heights	SF1	32	226	24,531	10,140	128	64
	SF2	67		10,762		69	
	SF3	127		6,186		45	
South Euclid	R-75	40	294	26,551	10,601	82	57
	R-60	48		12,451		64	
	R-50	164		7,679		54	
	R-40	42		4,704		39	
University Heights	U-1	61	61	5,920	5,920	46	46
Warrensville Heights	U-1C	0	158	—	7,385	—	50
	U-1B	54		8,018		49	
	U-1A	104		7,056		50	

MAP 8
POTENTIAL INFILL LOTS

- Potential Infill Lots
- First Suburbs Consortium Communities
- Other Cuyahoga County Communities





MAPPING PROCESS

A combination of data gathered from the Cuyahoga County Appraisal Office, the Cuyahoga County Demolition Fund, and the Cuyahoga County Land Bank were used to identify publicly and privately owned residential vacant lots within single-family districts. Side yards and parcels listed with other parcels were filtered out.

After identifying these vacant lots, additional criteria was applied to classify potential infill lots. An infill lot fulfills the following criteria:

- It has access from the street and is not landlocked behind other lots.
- The street has been built and not just platted.
- It is surrounded by other developed lots or located in a developed neighborhood.
- The lot had previously been developed and is not fully forested.
- It is not intersected by adjacent properties' driveways.
- It is a "regular" lot, meaning it is comparable to surrounding residential lots in size and/or shape.

Some communities also provided lists of their city-owned infill lots for inclusion.

Map 8 shows the results of this analysis and shows where there are potential single-family infill housing opportunities.

Source: County Planning

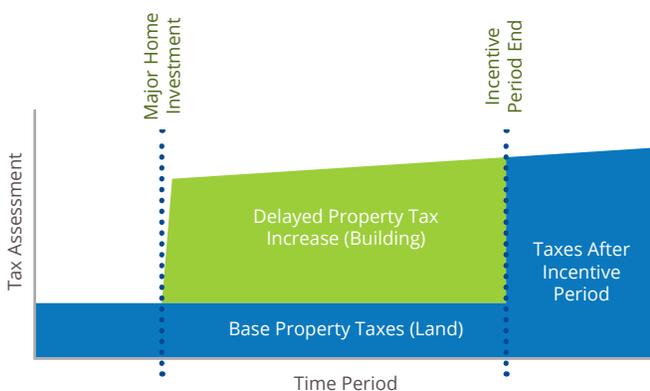
3.2 CRA INCENTIVES

There are several challenges to infill development, such as the scattered nature and size of infill lots, inflexible zoning regulations, and lengthy approval processes that can make developing infill housing more financially difficult. Some communities provide incentives to lessen the burden of these challenges and make infill development a more attractive option. Incentives can be offered in different ways such as through financial assistance, a modified or streamlined approval process, or through other services. The most common incentive offered among the First Suburbs is a tax abatement through a Community Reinvestment Area (CRA) program.

COMMUNITY REINVESTMENT AREAS DEFINED

A CRA is an economic development tool used to encourage renovations or new construction of commercial, industrial, or residential properties in areas where investment has been discouraged. A CRA can be applied citywide or to specific areas, and it delays increases in taxes that come with new investment. For instance, rather than property taxes immediately rising to reflect an increase in home values—such as when a new home is constructed on a vacant lot—that tax increase would not kick in for a set number of years to incentivize home renovations and construction. This is shown in the figure below.

FIGURE 42
CRA STRUCTURE



Exemption amounts and terms can vary between uses, renovations versus new construction, and by designated areas.

COMPARING INCENTIVES

The table on the next page lists established CRAs that pertain to new construction of single-family homes in First Suburbs communities. The majority of First Suburbs, 16 out of 19, have a CRA that applies to single-family infill housing. Terms range from five to 15 years and exemption amounts range from 25% to 100%.

Out of the 16 communities who have CRAs that pertain to new construction of single-family infill homes, three of them (Cleveland Heights, Euclid, and Lakewood) indicated having CRA criteria that varies by location. For example, Euclid divides the city into six CRA districts, each with their own criteria. Lakewood provides CRA abatements citywide for additions or renovations but only provides abatements for new residential construction for specific census tracts. Cleveland Heights has a citywide CRA with a base exemption which increases based on location. Neighborhoods are assigned scores based on how many target reinvestment criteria they meet, and neighborhoods that meet more than five of the ten target reinvestment criteria are eligible for greater incentive levels. Cleveland Heights also addresses design in its criteria. Projects that utilize recognized third-party energy-efficient and sustainable construction methods can receive greater incentive levels.

Community	CRA Abatements for New Construction of Single-Family Infill		Further Explanation
	Term (years)	Amount (%)	
Bedford	5	50%	
Bedford Heights	—	—	Does not have a CRA pertaining to single-family infill
Berea	15	100%	
Brook Park	10	100%	
Brooklyn	5	35%	
Brooklyn Heights	—	—	Does not have a CRA pertaining to single-family infill
Cleveland Heights	5 - 15	25% - 100%	Citywide CRA with a base abatement term of five years at 25%. Terms and percentages increases for areas meeting five or more target reinvestment criteria and projects with sustainable/energy efficient certification
East Cleveland	15	100%	
Euclid	7 - 15	75%	The City is divided into six CRA districts with different abatement terms and percentages
Fairview Park	7	100%	
Garfield Heights	—	—	Does not have a CRA pertaining to single-family infill
Lakewood	5	50% - 100%	CRA abatements for new residential construction limited to certain census tracts; years one and two abated at 100%, years three through five abated at 50%
Maple Heights	15	100%	
Parma	10	100%	
Parma Heights	10	100%	
Shaker Heights	10	100%	
South Euclid	5	75%	
University Heights	15	100%	
Warrensville Heights	15	75%	



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