

**REGULAR CAUCUS MEETING  
OF THE COUNCIL OF THE CITY OF BROOK PARK, OHIO  
TO BE HELD ON WEDNESDAY, NOVEMBER 12, 2025  
7:00 P.M.**

**I. ROLL CALL OF MEMBERS:**

**II. PLEDGE OF ALLEGIANCE:**

**III. APPROVAL OF MINUTES OF PRECEDING MEETINGS**

REGULAR CAUCUS MEETING MINUTES HELD ON OCTOBER 14, 2025.

**IV. DISCUSSION:**

**V. LEGISLATIVE COMMITTEE – CHAIRMAN, SCOTT:**

1. AUTHORIZING THE ACCEPTANCE OF A CONVEYANCE OF PARCELS OF REAL PROPERTY FROM HSG BP DEVELOPMENT, LLC; APPROVING A RECONVEYANCE OF SAID PARCELS TO HSG BP DEVELOPMENT, LLC AS PROVIDED BY SECTION 5709.41(B) OF THE OHIO REVISED CODE; AUTHORIZING A TRANSFER AND INDEMNIFICATION AGREEMENT IN CONNECTION WITH SUCH REAL PROPERTY TRANSFER; AND DECLARING AN EMERGENCY. Introduced by Mayor Orcutt.

**VI. SAFETY COMMITTEE – CHAIRMAN, TROYER:**

1. AN ORDINANCE AUTHORIZING THE MAYOR TO ENTER INTO AN ANNUAL LEASE AGREEMENT FOR JAIL HOUSING AND ANCILLIARY SERVICES WITH THE CITY OF NORTH ROYALTON, AND DECLARING AN EMERGENCY. Introduced by Mayor Orcutt.

**VII. ADJOURNMENT:**

Posted 11/7/2025

P/C 11/5/25 Legislative  
CA \_\_\_\_\_  
1<sup>st</sup> R \_\_\_\_\_  
2<sup>nd</sup> R \_\_\_\_\_  
3<sup>rd</sup> R \_\_\_\_\_  
B/C \_\_\_\_\_

**CITY OF BROOK PARK, OHIO**

ORDINANCE NO.: \_\_\_\_\_

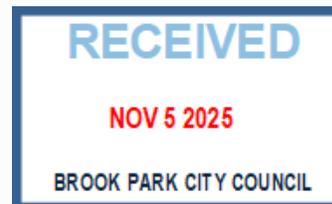
INTRODUCED BY: MAYOR ORCUTT

**AUTHORIZING THE ACCEPTANCE OF A CONVEYANCE OF PARCELS OF REAL PROPERTY FROM HSG BP DEVELOPMENT, LLC; APPROVING A RECONVEYANCE OF SAID PARCELS TO HSG BP DEVELOPMENT, LLC AS PROVIDED BY SECTION 5709.41(B) OF THE OHIO REVISED CODE; AUTHORIZING A TRANSFER AND INDEMNIFICATION AGREEMENT IN CONNECTION WITH SUCH REAL PROPERTY TRANSFER; AND DECLARING AN EMERGENCY.**

**WHEREAS**, HSG BP DEVELOPMENT, LLC, a Delaware limited liability company (the “Developer”), is the fee owner of certain real property located within the City of Brook Park, Ohio (the “City”), as identified more particularly as Exhibit A attached hereto (the “Project Site”); and

**WHEREAS**, The Council for the City (the “Council”) has prepared a strategy to foster development on the Project Site and the Developer desires to develop the Project Site and has preliminarily proposed to establish on all, or a portion of the Project Site, a new best-in-class, domed stadium with a maximum capacity of approximately 70,000 and, subject to market conditions, a large-scale, mixed-use development currently anticipated to consist of approximately 1,600 residential units, accounting for a total proposed area of approximately 2,000,000 square feet; retail space with a proposed area totaling approximately 300,000 square feet; a 3,000-4,000-capacity event venue, comprising approximately 60,000 square feet; office space with a proposed area totaling approximately 500,000 square feet; hotel and hospitality space with approximately 450 individual rooms and a proposed area estimated to be approximately 400,000 square feet; parking including approximately 8,000 stalls; ancillary spaces and public parks; and other necessary public infrastructure and appurtenances thereto (collectively referred to herein as the “Project”), provided that the appropriate development incentives are available to support the economic viability of the Project; and

**WHEREAS**, Taken together, the Project will consist of improvements upon the real property constituting the Project Site and associated with the Cuyahoga County Auditor’s permanent parcel identification numbers: (i) 342-18-005 consisting of approximately 174.939 acres and currently titled to the Developer (“Parcel 1”), (ii) 343-02-003 consisting of approximately 0.568 acres and currently titled to the Developer (“Parcel 2”), and (iii) 342-07-002 consisting of approximately 2.217 acres and currently titled to the Developer (“Parcel 3”), which



such Project Site is more particularly described in substantially the form of Exhibit A attached hereto; and

**WHEREAS**, The Project is determined to be in furtherance of the City's urban redevelopment activities, and is in furtherance of the Brook Park Master Plan dated January 2012 (*See Exhibit B* attached hereto); and

**WHEREAS**, The City accordingly anticipates providing project-based tax increment financing for the Project with respect to the Project Site, to be authorized by a separate ordinance pursuant to Ohio Revised Code ("R.C.") Section 5709.41; and

**WHEREAS**, In order to take actions related to tax increment financing for the Project with respect to the Project Site, the City must hold title to each parcel comprising the Project Site prior to the adoption of the tax increment financing ordinance, pursuant to R.C. Section 5709.41(B); and

**WHEREAS**, The City wishes to accept conveyance of the Project Site from the Developer and subsequently to reconvey such Project Site back to the Developer; and

**WHEREAS**, The City has determined that it is necessary and appropriate and in the best interest of the City to accept such conveyance of the Project Site and to reconvey the Project Site, as described above; and

**WHEREAS**, In order to facilitate such conveyance of the Project Site and reconveyance of the Project Site, the City intends to enter into a Transfer and Indemnification Agreement (*See Exhibit C* attached hereto) to protect the City's interests in its facilitation of the conveyance and reconveyance; and

**WHEREAS**, Section 13 of Article VIII of the Ohio Constitution provides that it is in the public interest and proper public purpose for the City to support economic development and improve the economic and general well-being of the people of the City to create or preserve jobs and employment opportunities; and

**WHEREAS**, It is necessary that this Ordinance take effect immediately upon its adoption in order to provide for the necessary improvements and facilitate development in a timely manner and for the immediate preservation of the public peace, property, health and safety.

**NOW, THEREFORE, BE IT ORDAINED** by the Council of the City of Brook Park, County of Cuyahoga, State of Ohio, that:

**Section 1.** Pursuant to, and in accordance with, the provisions of R.C. Section 5709.41(B), the Council hereby authorizes the acceptance of the conveyance of the Project Site from the Developer to the City, and approves the reconveyance of the Project Site from the City back to the Developer.

**Section 2.** The Project Site is not needed for municipal purposes.

**Section 3.** Waiving competitive bidding in connection with the City's acquisition of the Project Site and conveyance of the Project Site to the Developer is justified and reasonable because the property acquisition and conveyance are necessary for the Project and to fulfill the City's urban redevelopment plan with respect to the same and Council has approved the terms of the acquisition and conveyance pursuant to the Section 7.04(h) of the Charter of the City of Brook Park, Ohio.

**Section 4.** The Mayor is hereby authorized and directed, acting on behalf of the City, to accept the conveyance of the Project Site, and to execute and deliver one or more quit claim deeds re-conveying the Project Site to the Developer.

**Section 5.** The Council, the Mayor, the Finance Director, the Law Director, and the Clerk of the Council, their designees, and other appropriate officers of the City are authorized and directed to sign any other documents, instruments or certificates, including but not limited to the Transfer and Indemnification Agreement in substantially the form on file with the Clerk of the Council (together with all changes not materially inconsistent with this Ordinance as shall be evidenced by the signature of any of the authorized officials described in this Section 5), and take such actions as are necessary or appropriate to consummate or implement the actions described in, or contemplated by, this Ordinance.

**Section 6.** It is hereby found and determined that all formal actions of the Council concerning and relating to the adoption of this Ordinance were passed in an open meeting of this Commission, and that all deliberations of the Council and of any of its committees that resulted in such formal action, were in meetings open to the public, in compliance with all legal requirements including R.C. Section 121.22.

**Section 7.** For the reasons set forth in the last preamble hereto, this Ordinance is hereby declared to be an emergency measure immediately necessary for the preservation of the public peace, health, safety and welfare of the City; provided this Ordinance receive the affirmative vote of at least five (5) members elected to Council, it shall take effect immediately upon its passage and approval by the Mayor; otherwise, from and after the earliest period allowed by law.

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PASSED: \_\_\_\_\_, 2025

\_\_\_\_\_  
President of Council

ATTEST:

APPROVED

\_\_\_\_\_  
Clerk of Council

\_\_\_\_\_  
Mayor

Certificate

APPROVED AS TO FORM:

  
\_\_\_\_\_  
Law Director

**EXHIBIT A**

LEGAL DESCRIPTION OF THE PROJECT SITE

THE LAND REFERRED TO HEREIN BELOW IS SITUATED IN THE COUNTY OF CUYAHOGA, STATE OF OHIO, AND IS DESCRIBED AS FOLLOWS:

**Tract 1:**

Situated in the City of Brook Park, County of Cuyahoga and State of Ohio, and known as being Parcel "B-1" in Map of Lot Split made for and at the instance of DROF BP I LLC, of part of Original Middleburgh Township Lot Nos. 4 and 5 in Section 10 and Lot Nos. 2, 3, and 5 in Section 11, as shown by the recorded plat in/as Instrument No. 202209190343 of Cuyahoga County Records, and containing 174.9389 acres of land, be the same more or less but subject to all legal highways.

**Tract 2:**

**Parcel No. 1**

Situated in the City of Brook Park, County of Cuyahoga, and State of Ohio:

And known as being parts of Original Middleburgh Township Lot No. 3, in Section 11, and Lot No. 4 in Section 10, and being a strip of land 90 feet in width, bounded and described as follows:

Beginning at a point in the Easterly line of that certain parcel of land described as Parcel Twenty-One in the deed from The Cleveland Trust Company, an Ohio corporation, to The New York Central Railroad Company, dated October 21, 1938, and recorded in Volume 4878, page 19, of the deed records of said County, distant South 01°08' 26" East, along said Easterly line, 86.05 feet from the point at the Northeasterly corner of said land in the center line of Hummel Road, 40 feet wide, now vacated;

Course 1: Thence South 54° 35' 59" East, a distance of 1527.24 feet to a point;

Course 2: Thence South 56° 17' 41" East, a distance of 63.41 feet to a point in the dividing line between the land of The Cleveland, Cincinnati, Chicago, and St. Louis Railway Company, and the land which was conveyed to The Cleveland Trust Company, an Ohio corporation, as the Second Parcel in the deed from Elsie Rhode, et al., dated as of February 27, 1950, and recorded in Volume 6886, page 391, of the deed records of said County, said point being distant North 42° 49' 09" East, along said dividing line, 875.26 feet from its point of intersection with the center line of Engle Road, the same being the line between said Section 10 and 11;

Course 3: Thence South 42° 49' 09" West, along said dividing line, a distance of 91.15 feet to a point in a line parallel with, and distant 90 feet, by rectangular measurement Southwesterly from Course 2;

Course 4: Thence North 56° 17' 41" West, along said parallel line, a distance of 50.31 feet to a point. in a line parallel with, and distant 90 feet, by rectangular measurement Southwesterly from Course 1;

Course 5: Thence North 54° 35' 59" West, along said last mentioned parallel line, a distance of 1461.88 feet to a point in the Easterly line of Parcel Twenty-one conveyed aforesaid;

Course 6: Thence North 01° 08' 26" West, along the Easterly line of said Parcel Twenty-one, a distance of 112.02 feet to the place of beginning and containing 3.205 acres more or less, according to the survey made by The Cleveland Electric Illuminating Company, an Ohio corporation.

EXCEPTING FROM Parcel 1 above, the following described premises:

Situated in the City of Brook Park, County of Cuyahoga, and State of Ohio:

And known as being part of Original Middleburgh Township Lot No. 4 in Section 10, and bounded and described as follows:

Beginning at a point in the Northeasterly line of land conveyed to The Cleveland Electric Illuminating Company by special warranty deed dated August 13, 1951, and recorded in Volume 7429, page 163, of the Cuyahoga County Records, at its intersection with the Southeasterly corner of Parcel No. 4 of land conveyed to the County of Cuyahoga, Ohio, by limited warranty deed recorded in Volume 8873, page 505, of the Cuyahoga County Records, said point being on the Southeasterly line of Engle Road, as now established, the width of which varies;

Thence South 54° 35' 59" East, along the said Northeasterly line of land conveyed to The Cleveland Electric Illuminating Company as aforesaid, 121.37 feet to an angle point therein;

Thence South 56° 17' 41" East, along said Northeasterly line, 63.41 feet to a point in the Northwesterly right of way of the former Cleveland, Cincinnati, Chicago and St. Louis Railroad, 100 feet wide;

Thence South 42° 49' 09" West, along said right of way, 91.15 feet to a point therein;

Thence North 56° 17' 41" West, along the Southwesterly line of land conveyed to The Cleveland Electric Illuminating Company as aforesaid, 50.31 feet to an angle point therein;

Thence North 54° 35' 59" West, along said Southwesterly line, 123.04 feet to the Southeasterly line of Engle Road as aforesaid;

Thence North 35° 54' 33" East along said Southeasterly line, 52.98 feet to a point of curve therein; Thence Northeasterly, along said Southeasterly line, being a curved line deflecting to the left, 37.03 feet, said curved line having a radius of 1477.40 feet, and a chord which bears North 35 deg. 11' 28" East, 37.03 feet to the place of beginning, and containing 0.3697 of an acre of land, be the same more or less.

**Parcel 2:**

Situated in the City of Brook Park, County of Cuyahoga, and State of Ohio:

And known as being a part of Original Middleburgh Township Lot No. 3 in Section 11, and being a strip of land 90 feet in width, bounded and described as follows:

Beginning at a point in the center line of Hummel Road, 40 feet wide, distant South  $88^{\circ} 38' 49''$  West, 115.53 feet along said center line, from the Northeasterly corner of that certain parcel of land described as Parcel Twenty-one in the deed from The Cleveland Trust Company to The New York Central Railroad Company, an Ohio corporation, dated October 21, 1938, and recorded in Volume 4878, page 19, of the deed records of said County;

Course 1: Thence South  $54^{\circ} 35' 59''$  East, 143.78 feet to a point in the Easterly line of land conveyed as aforesaid, said point being distant South  $01^{\circ} 08' 26''$  East, 86.05 feet along said Easterly line, from said point at the Northeasterly corner of land so conveyed;

Course 2: Thence South  $01^{\circ} 08' 26''$  East, along the Easterly line of the land conveyed as aforesaid, a distance of 112.02 feet to a point, in a line parallel with, and distant 90 feet, by rectangular measurement, Southwesterly from Course 1, and its prolongation;

Course 3: Thence North  $54^{\circ} 35' 59''$  West, along said parallel line, 331.00 feet to a point in said centerline of Hummel Road, now vacated;

Course 4: Thence North  $88^{\circ} 38' 49''$  East, along said center line of Hummel Road, 150.41 feet to the place of beginning, and containing 0.490 of an acre, more or less, according to the survey made by The Cleveland Electric Illuminating Company.

**EXHIBIT B**

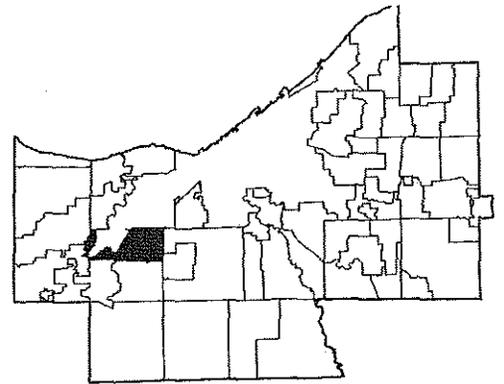
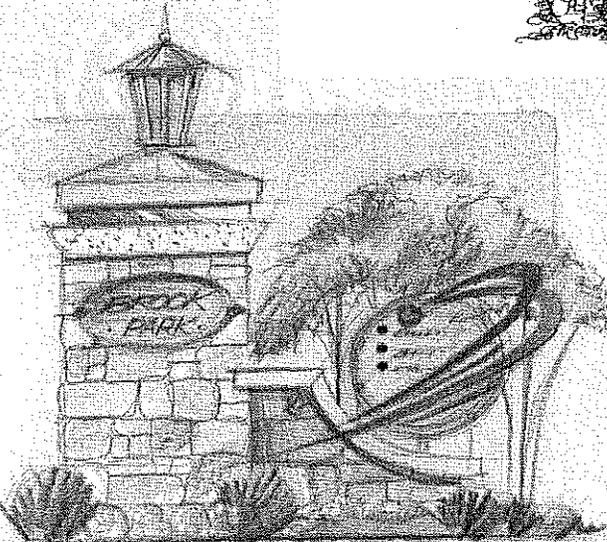
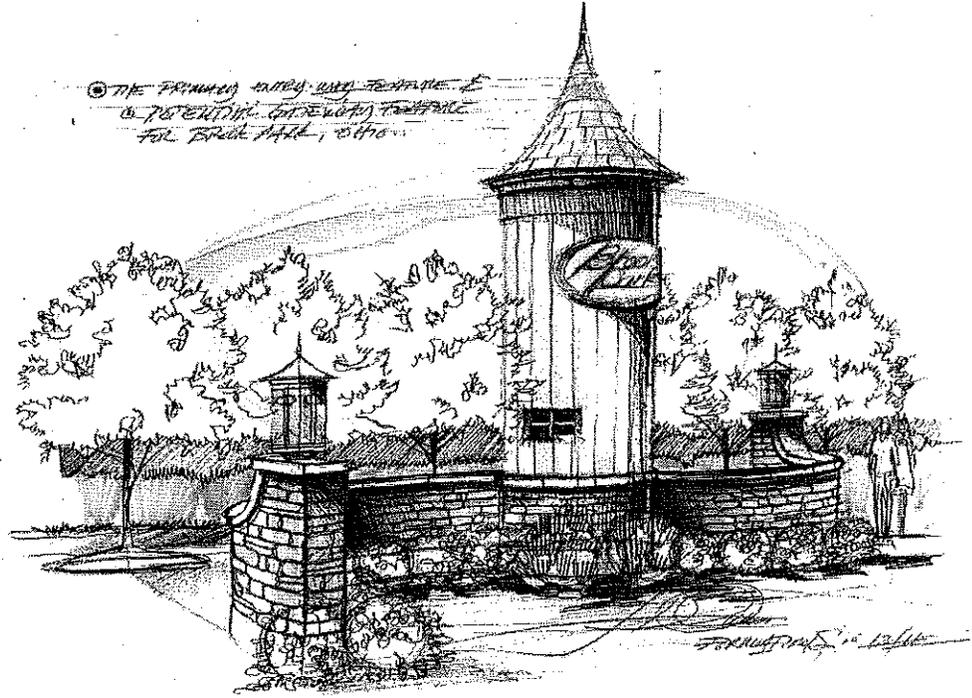
BROOK PARK MASTER PLAN DATED JANUARY 2012

The Brook Park Master Plan is a comprehensive document guiding the City's urban redevelopment plan. The Brook Park Master Plan addresses key development parameters for areas of the City that include the parcels comprising the Project Site.

[see attached]

# BROOK PARK MASTER PLAN

© THE PRINCELY ENTRY AND FEATURE IS  
A 75' ENTIRELY CONCRETE STRUCTURE  
FOR BROOK PARK, OHIO



JANUARY 2012

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## Acknowledgements

The Brook Park Master Plan developed with the assistance of the Brook Park Master Plan Steering Committee, elected officials, department heads, residents and business owners. The Plan was funded from a Community Development Block Grant from Cuyahoga County.

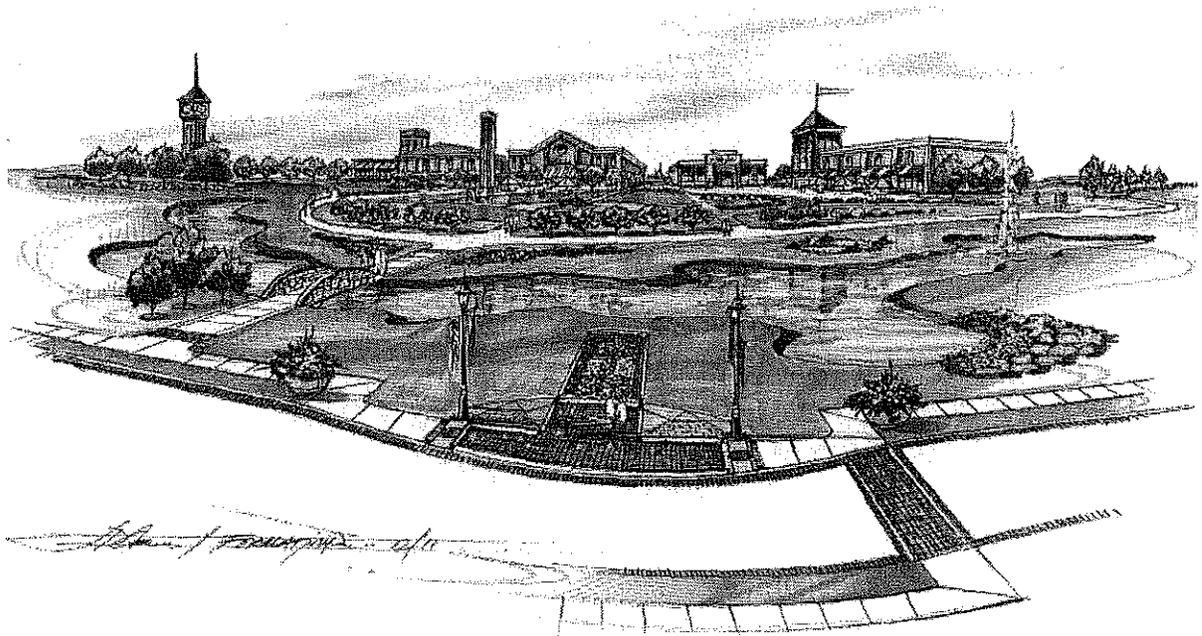
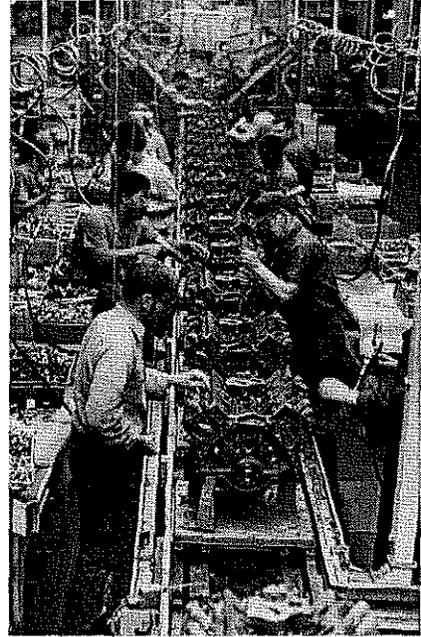


Illustration: Parcels formerly home to the Ford Casting and Engine plants could be redeveloped into a regional destination site accommodating a variety of mixed uses. Its prime location to the Cleveland Hopkins Airport and I-71 make it well-suited to accommodate future growth for the community.

## Section I: Executive Summary

Brook Park has experienced various levels of progression from a small settlement, to a burgeoning post- World War II community, to the "built-out" community that it is today. There is no doubt that the City's proximity to Cleveland, Cleveland Hopkins Airport, Ford Motor Company, and key thoroughfare routes resulted in defining Brook Park's built and social landscape.

Today, Brook Park's has 12,000 residents fewer than its 1970 peak population of 30,774, and much of its built environment is aging. But the pride and perseverance of residents is not. They desire to rejuvenate their community to remind the region they're still a player in the economic game, and still one of the most affordable and safest places to raise a family. They want to remind the business world that Brook Park does have spending power and a solid base of consumers.



For this message to occur, Brook Park will have to make creative and efficient use of their fiscal and land resources, and most importantly, strategically plan for the redevelopment of targeted areas. Zoning, transportation and infrastructure investments, public facilities, and community services will need to be carefully evaluated and modified in the most cost effective manner.

### A. Purpose of the Plan

The Brook Park Master Plan is a decision-making guide regarding the future of Brook Park. The Plan identifies a general overview of the current state of the City's demographics, built and economic environment, and community services, and highlights a variety of strategies and recommendations that could be used to help Brook Park better position itself in the future. Changes in demographics, aging infrastructure, and the need to advance energy efficiency and other sustainability initiatives are also other important issues facing the community. The purpose of this Master Plan is to address many of these issues.

### B. Planning Themes

Many planning themes and "Opportunities" emerged from Brook Park's master planning process.

#### **Ensure Neighborhood Quality of Life**

Brook Park's neighborhoods are absolutely vital to the future the community. Safe and tranquil neighborhoods attract and retain residents, and residents are central in attracting employers and commercial service

providers. Neighborhoods should be buffered from incompatible uses and continually improved. To make the best use of limited resources, some pockets of residential land uses predominately surrounded by other land uses should possibly be rezoned and made non-conforming uses. These resources can then be allocated to other neighborhoods.

Over 90% of the survey respondents indicated their quality of life in Brook Park was either “good” or “excellent”, primarily because of park and recreational programs, community and safety services, schools, and regional location. However, some residents indicated a strong desire to see their neighborhoods receive additional code enforcement attention to help abate property maintenance and other nuisance issues. More attention and resources may be needed to ensure neighborhood vitality. To assist in this endeavor, more grassroots and neighborhood building efforts could also be encouraged. Vacant and blighted properties should continue to be land banked or possibly granted to local neighborhood associations for use as community gardens or other community uses.

### **Revitalize Commercial Centers**

Residential land uses consume a majority of Brook Park. Because of this, other land uses play a vital role the community. This is especially true for Brook Park’s commercial land uses located primarily on Snow and Brookpark Roads, and at the Brookgate Shopping Center. The last decade has been particularly difficult for these commercial corridors.



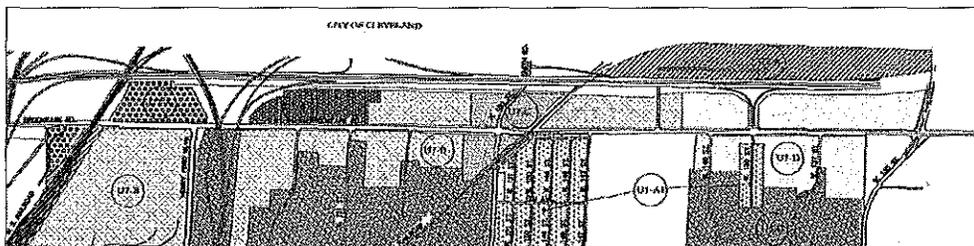
This is especially true for Brookgate, which lost a grocery store and other vendors. However, this shopping plaza’s excellent placement and land mass in the community could play a vital role in tapping into the unmet consumer demand as indicated in the market analysis developed for this Plan.

The market analysis also indicates that Brook Park residents and consumers are spending their money outside the community. It is hoped that City officials will use this Master Plan in cooperation with business and property owners to reverse this trend.

In addition, neighborhood commercial nodes at key intersections throughout the community play a vital role in promoting social interactivity and quality of life. These land uses should be revitalized and encouraged.

### **Update the Zoning Ordinance**

Brook Park's zoning ordinance and map should be considered for a future priority for the community. Brook Park currently has 26 zoning classifications and many of these zoning districts have overlapping similarities. Requirements of each district are often linked to other sections of the code, making it difficult to implement properly. Many requirements like access management, parking, and design and signage standards should be similar across most zoning districts.



### **Develop a Community Core**

For the purposes of planning, Brook Park was divided into distinct "Concept Areas" that can be used to define a vision for future growth and redevelopment of the community. These areas were developed with similarities in mind and should be used when deciding land use, zoning, and infrastructure decisions, and promoting a sense of community.

One common theme that emerged from the community survey was the need to promote more social interaction in the community. This "community core" should be pursued and promoted, as this location already exists in function and footprint. It could be expanded to include a variety of other mixed uses (See *Map: Concept Areas*).

### **Heighten Community Planning Efforts**

Economic development and community planning are vitally important to future of Brook Park. Both important activities should be properly integrated and have sufficient resources allocated to them so that they can be as proactive as possible. Some of these efforts could include Berea and Middleburg Heights, as residents overwhelmingly indicated a desire to see Brook Park increase planning and economic development efforts with communities that comprise the school district.

### **Promote Efficient Redevelopment**

There is limited amount of land for new development in Brook Park, and redevelopment will be the primary means to expand the City's tax base. It is absolutely important that land is redeveloped in ways that provides a fiscal benefit and enhances City revenues.

Strategic locations should be rezoned to permit land uses that generate the highest and best economic return for Brook Park. This would include properties located adjacent to the Airport and key thoroughfare like I-71.

Older industrial areas and areas adjacent to the Airport are vital to economic growth of the city. Some industrial areas, like those on Henry Ford Boulevard, Eastland, Holland, and off Brookpark Road should be reviewed to investigate potential redevelopment opportunities. Current land ownership on these corridors, especially on Brookpark Road, is dominated by small parcels in individual ownership, that could be hampering redevelopment. Resources should be allocated to assemble land parcels when feasible. Incentives for commercial redevelopment should be targeted to support ideas presented in the Master Plan.

#### **Promote Mixed Use Development**

Mixed-use development could be extremely valuable to a community like Brook Park that is dominated primarily with single oriented land uses. Multi-family and other diverse housing options should be incorporated into the mixed use context to help increase the City's tax base. New development and redevelopment should specifically address mobility issues, with particular emphasis on non-automobile modes of transportation and visual attractiveness.

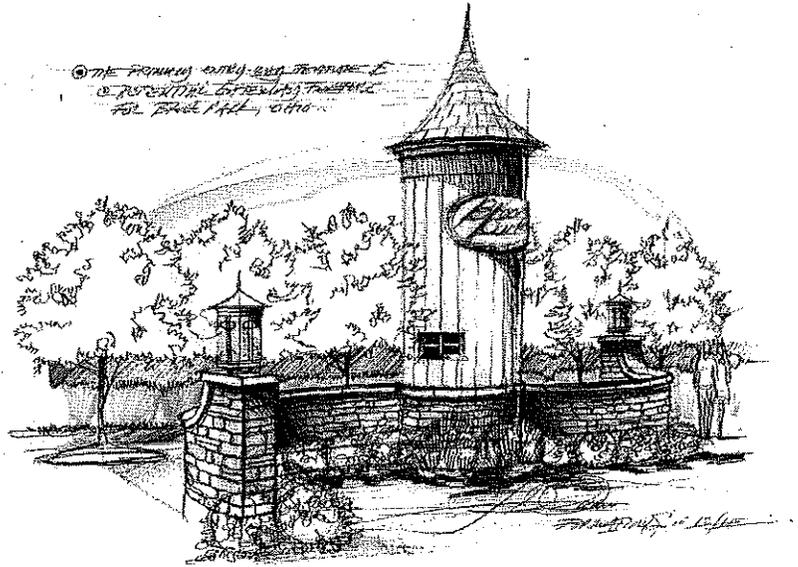
#### **Improve Community Image and Identity**

Citizens ultimately reinvest in a community that evokes a "sense of place" and contributes to their own personal sense of identity.

To some residents, however, Brook Park's visual appearance and aesthetics is not too appealing. Many residents indicated a desire during the planning process to overhaul this image. They indicated that Brook Park exudes a mentality that appears to be "locked in the 1970's," and this thinking is represented by its outdated appearance.

While Brook Park's appearance may have more to do with budget than beliefs, one element to their argument is absolutely true. A product must be continually re-branded to survive the attention span of finicky consumers. An attractive and rejuvenated City image should allow for better competition with other regional markets in attracting and retaining residents and businesses.

To this end, City officials should take a slow and systematic approach to rejuvenate its image to residents and visitors through encouraging community design elements. The visual aesthetics of Brook Park should be improved in the areas of gateways, signage, way finding, landscaping, and lighting. A planned and systematic process of enhancing the community's image will promote community pride and reinvestment. Several design renderings and ideas are highlighted in this Master Plan to help stimulate this goal.



### **Promote Corridor Planning**

Brook Park is blessed with a very accessible transportation grid and network. The accessibility of the community's main corridors has historically helped to promote their vitality, while their land use composition was often dictated by their immediate surroundings.

For example, some land uses on Brookpark Road are reflective of the presence of Ford Motor Company. As the community's primary commercial corridor, Snow Road is more reflective of land uses that service the adjacent neighborhoods and the overall community. Both corridors could benefit from additional planning, design, and access management elements to increase their economic development potential, image, and appeal. Updating the zoning ordinance should assist in this endeavor.

### **Encourage Housing Diversity and Density**

Changing demographics may require more diversity in housing options to promote residents that wish to "age-in-place" and to recruit young professionals to the community. Multi-family housing options are limited and a range of housing choices should be encouraged in Brook Park. Existing multi-family land uses could be revitalized or converted into mixed uses with multi-family options. Some of these areas are located on Glenway Drive and W.130 Street.

### **Promote and Enhance Community Facilities and Services**

Quality, timing and accessibility are key components to planning for adequate community facilities, utilities and services. Because a significant amount of the community was developed some time ago, the City has an aging infrastructure and facilities that may need upgraded.

While substantial investments are made annually, there is still a need, not only to maintain, but also upgrade facilities to account for changes in residential preferences and demographics. Improvements to the transportation network should be continually improved to promote safety and traffic flow.

Brook Park also has a rich array of cultural resources. These are factors that contribute to keeping Brook Park a great place to raise a family and live. Cultural resources not only enrich and improve the quality of life for existing residents, but they also play an important role in the economic development and social livelihood of Brook Park.

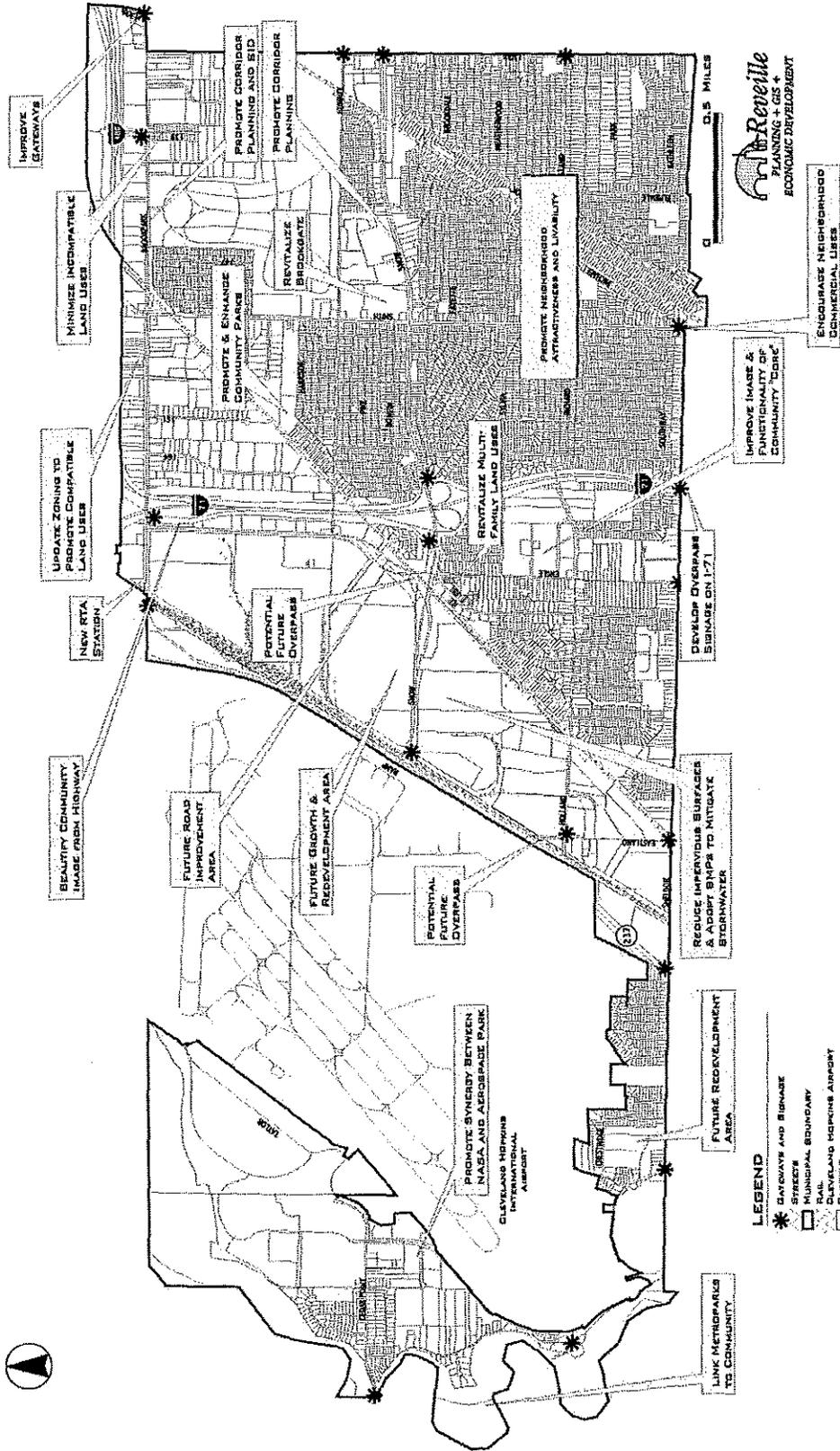
### **Encourage Alternative Energy Programs**

Brook Park is one of 17 Cuyahoga County communities that have formed the Advanced Energy Special Improvement District to promote the use of solar, geothermal, wind power and other forms of alternative energy by industry and business. Eventually, the program will be extended to residents.

Promoting and adopting sustainable practices that reduce energy consumption will allow residents, businesses, and City Officials to allocate fiscal resources to other areas that have a better return on investment, like infrastructure, neighborhood revitalization, parks, and other public amenities most desired by residents.

# BROOK PARK MASTER PLAN

## OPPORTUNITIES AND THEMES



## Section II: Public Participation

### A. Introduction

The community survey and its results have a solid role in the planning of Brook Park's future, and in the continual redefining of the City's commitment to its residents and businesses. Several elements of the survey have usefulness in shaping the direction of the several organizations and entities that comprise Brook Park's public and private sectors. It is recommended that the City continue to periodically use surveying methods in estimating the needs of residents and businesses, and to ascertain the interests of these constituents when developing programs and policies.

### B. Community Survey

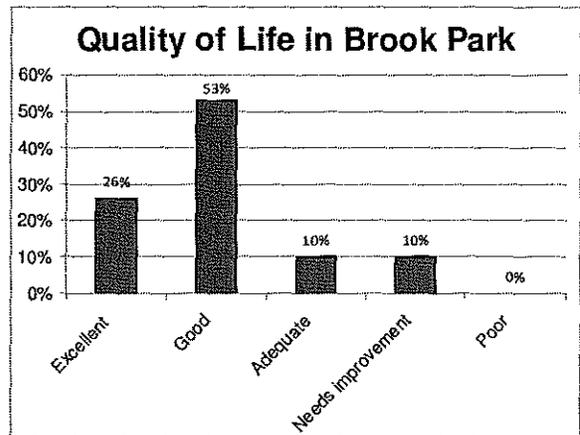
An interactive website ([www.yourcommunity.me](http://www.yourcommunity.me)) and online community survey was developed and customized by the steering committee to assist in the collection of public opinion. Beginning in September 2011 and lasting for the duration of the planning process, over 500 residents completed the survey. Information on the planning process was posted to the site to inform and invite residents and businesses to participate in planning their community. Some of the main results of the survey were:

#### Demographics of Respondents

Ninety-one percent of respondents were Brook Park homeowners, with the remaining nine percent being renters or non-resident business owners and/or employees. Seventy-one percent were female, and 37% were 54 years of age and under. Sixty-three percent of respondents were 55 and older. Thirty-five percent (35%) of the respondents work in Cuyahoga County, but outside the city limits of Brook Park, and 19% of respondents work in Brook Park.

#### Quality of Life

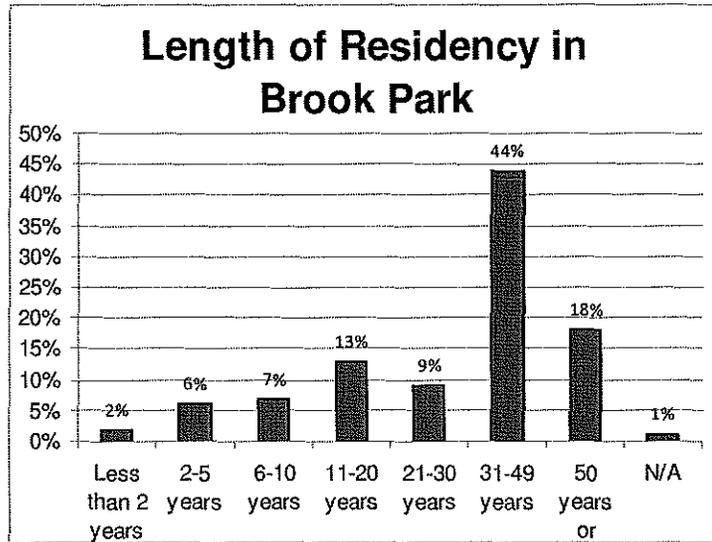
A majority of respondents indicated that the quality of life in Brook Park is "Good". In fact, Fifty-three percent (53%) of the residents who were surveyed said that was the case. Twenty-six percent (26%) of residents said their quality of life was "Excellent", compared to only ten percent (10%) that said the City "Needs Improvement" or the ten percent (10%) that said their quality of life in the City was "Adequate". None of the survey respondents indicated having a "Poor" quality of life.



### Length of Residency

A majority of Brook Park residents surveyed noted living in Brook Park for over 20 years (72%) with the largest percentage living in Brook Park between 31 and 49 years (44%). Twenty-eight (28%) percent of the residents surveyed indicated living in Brook Park for less than 20 years.

Approximately 15% of the respondents lived in Brook Park for less than 10 years indicating a good range of tenure by residents.

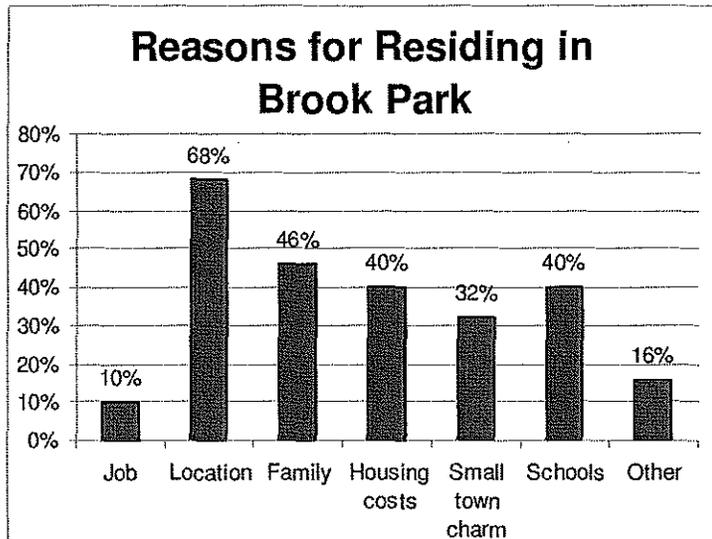


### Reasons for Living in Brook Park

The most popular/prominent reason why people noted living to Brook Park was its location (68%). The second most popular reason respondents noted was family (46%) with housing costs and schools tied for a close third (40%). The small town charm of Brook Park was also an important factor: Thirty-two percent (32%) of the surveyed residents believed this to be true.

The 'Other' category was a reason for sixteen percent (16%) of those surveyed and these included reasons such as property taxes or the people of the

community. The job of the residents surveyed was less important with approximately ten percent (10%), respectively.



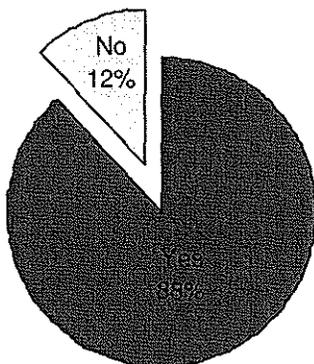
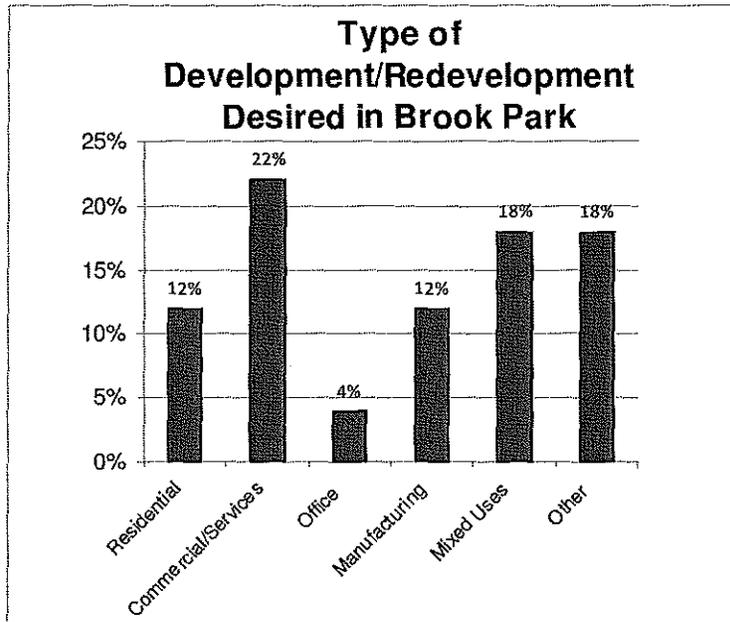
### Development in Brook Park

The type of development most respondents would most like to see is commercial and services (22%). Mixed uses and 'Other', which included comments like parks and senior housing, were tied at 18%.

Residential and manufacturing development was desired by 12% of respondents. Four percent of respondents wanted more office development.

The majority of respondents felt it was necessary to bring more of the following type of developments to Brook Park to enrich the community and help to alleviate the existing gaps within the existing consumer market.

Some of the comments they made note of more retail industries, a larger variety of restaurants, grocery store, and superstores such as Target or Wal-Mart. Other non-development related comments included improving the sewer system and increasing property inspection or maintenance programs.



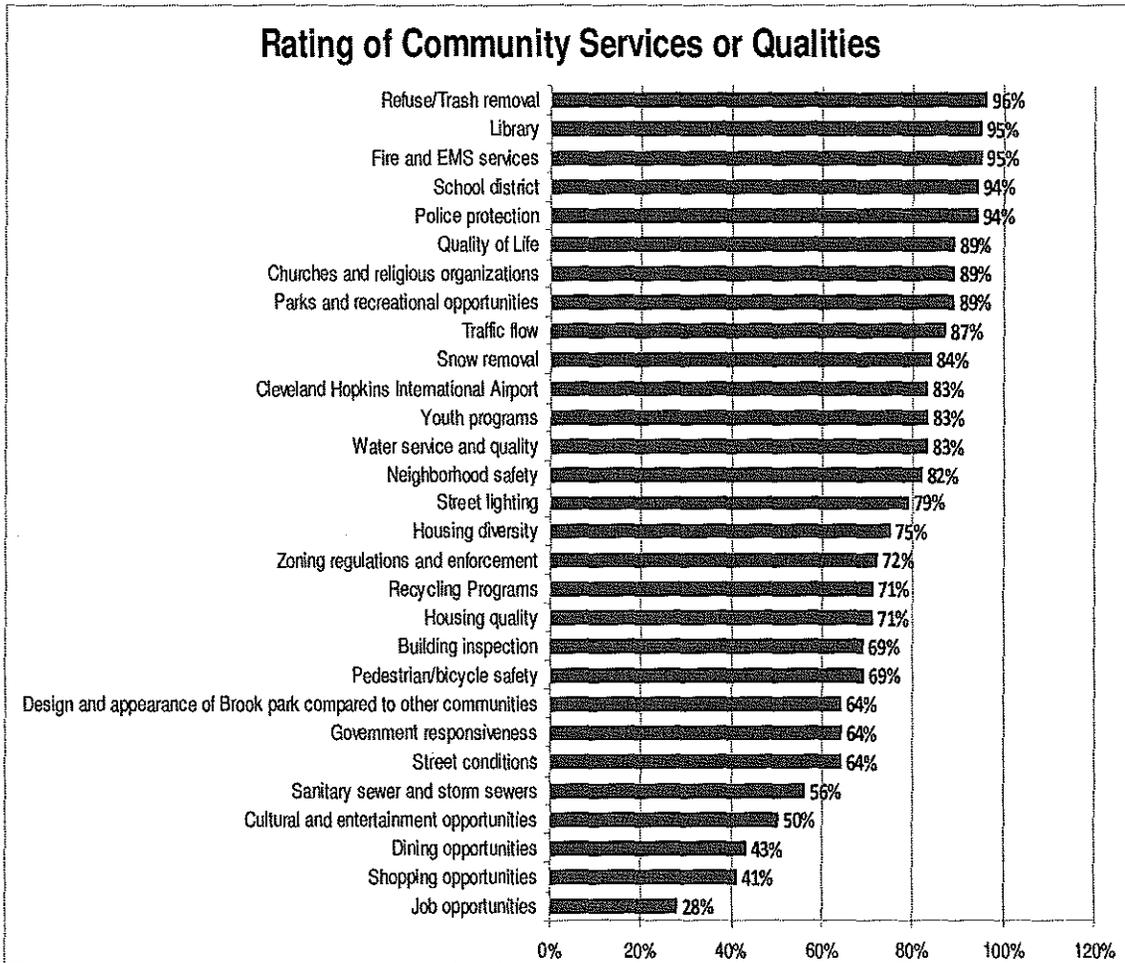
### Planning with Berea School District Communities

When asked if it makes sense to begin planning with the communities that comprise the Berea School District (Berea and Middleburg Heights) in looking for additional ways to promote growth, redevelopment and encourage efficiency, 88% of respondents said yes.

**Ranking of Community Services and Qualities**

Brook Park residents were asked to rate the City’s services from “Strongly Support” to “Strongly Oppose”. Of the 30 services surveyed, only three of them had ratings lower than 50%, while 16 of these variable had ratings of 75% or higher.

Services that received the highest ratings were the Refuse/Trash removal (96%), the Library (95%), the Fire/EMS services (95%), the school district (94%), and police protection (94%) of Brook Park. Services with the lowest ratings included dining (43%), shopping (41%), and job opportunities (28%) in Brook Park.

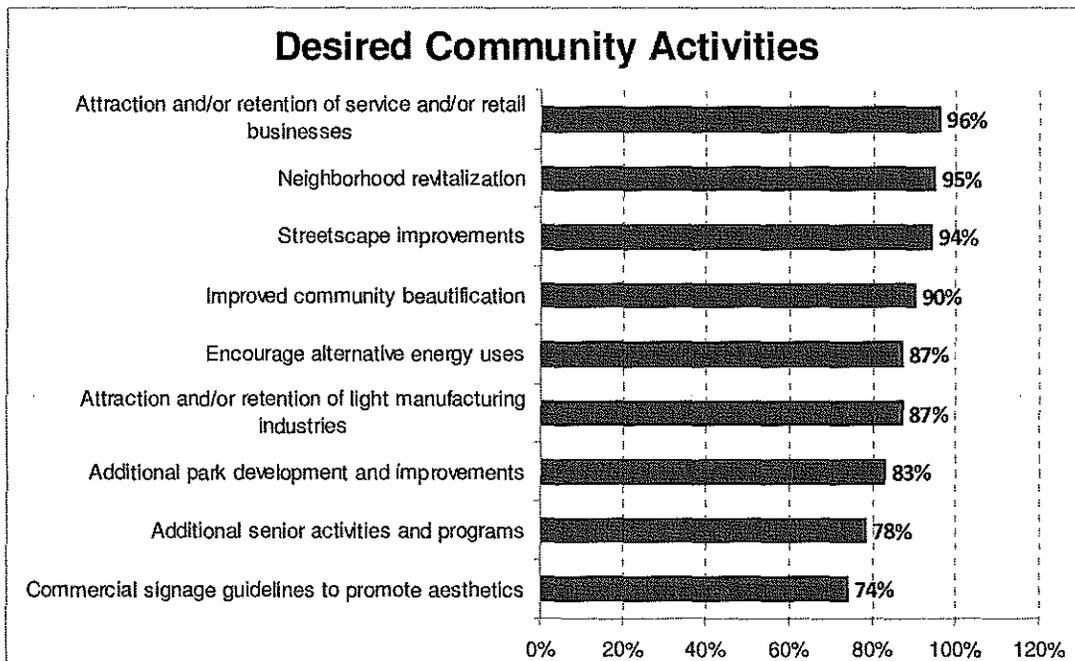


### Need for Future Community Activities

Residents were also asked to rank Brook Park's need for activities on a scale from "Strongly Support" to "Strongly Oppose".

Residents noted a desire to support most activities; all activities listed received more than a 70% support rating. The highest ranked activities include attraction and/or retention of service and/or retail businesses (98%), neighborhood revitalization (95%), streetscape improvements (94%), and improved community beautification (90%).

Activities receiving the least support were additional senior activities and programs (78%) and commercial signage guidelines to promote aesthetics (74%). It appears that those surveyed desire additional movement in most of the activities.



### Open Ended Questions

The remaining portion of the survey asked residents to respond to several open-ended questions ranging from Brook Park's main strength, to Brook Park's greatest weakness and from the most needed improvement, to the greatest challenge. Although the results varied, several common themes emerged from them.

When asked what the citizens felt the greatest strengths of the community were, the most popular responses included prominent strengths that Brook Park hold

are; Location to nearby cities and easy access to local highways; city services; snow removal; police department; fire/EMS services; public library.

It was felt by the respondents and citizens of Brook Park that the city's greatest challenge is that it is aging and outdated, and needs a change in culture to move beyond the "70's" glory-days mentality. Improved architectural design should be taken into consideration when constructing new buildings and modernizing existing ones, survey respondents noted.

When asked what was thought to be needed improvements in the City of Brook Park, respondents provided many comments, such as: The need to fill empty storefronts and to update them, such as Brookgate; City facilities need beautified; many streets are also unkempt and need to be maintained, such as Brookpark Road; unkempt houses and other property nuisance issues.

There was an abundance of positive feedback concerning the most attractive developments located in the city. These included the City's recreational center, local parks and their new equipment, improvements made on Snow Road, and Kennedy Park.

### C. Public Forums

The public embraced the planning process through several avenues which included two public community forums and the continual use of the interactive online survey linked to the City's website. During the course of the Plan's development, many groups and organizations participated including the Berea School District, the Brook Park branch of the Cuyahoga County Library, the Senior Center and Office on Aging, and the Cleveland Sun News.

## Section III: Population and Demographics

### A. Introduction

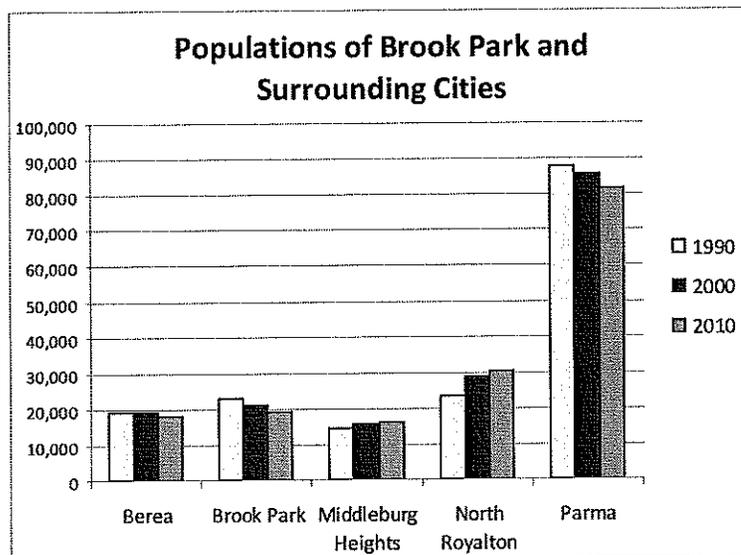
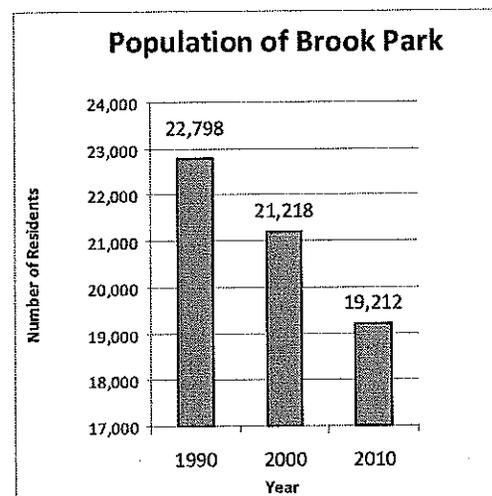
Demographics information is the foundation of a well designed comprehensive plan. Using the most current information possible is imperative to understand what forces are driving the current policies and understanding the composition of the city helps to guide future changes. It is important the officials utilize accurate population, demographic, and socio-economic data in developing sound public policies and land use decisions. City officials should continue to update this information to assess demographic shifts and trends.

### B. Planning Issues and Trends

#### Population

According to the 2010 Census, Brook Park's population was 19,212, a decrease of 9.5% since 2000. Since 1990, Brook Park has witnessed a population decrease of 15.7%.

A population decrease of 8.2% occurred in Cuyahoga County from 2000 to 2010. There has been a total population decrease of 9.4% in the last 20 years in the County.



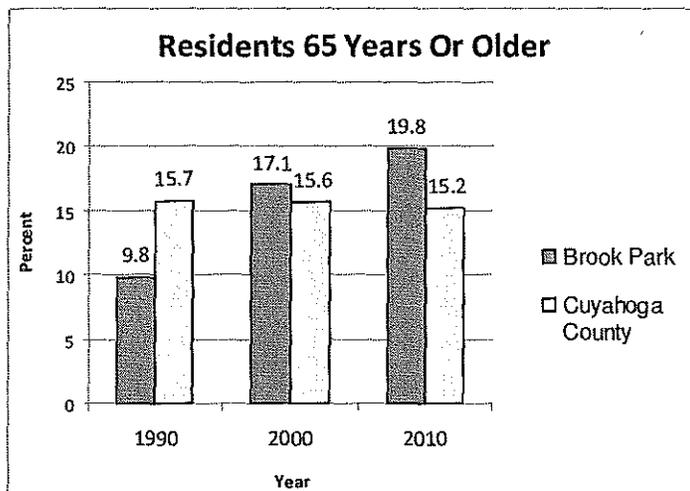
Surrounding cities such as Parma and Berea have also experienced a decline in population, whereas Middleburg Heights, Olmsted Township, Olmsted Falls, and North Royalton experienced increases in population.

Other surrounding communities have witnessed similar fluctuation in residents.

Population rank 2010	Population rank 2000	Community	Population 2000	Population 2010
24	22	Bay Village	16,087	15,651
20	20	Berea	18,970	19,093
17	23	Broadview Heights	15,967	19,400
33	32	Brooklyn	11,586	11,169
49	50	Brooklyn Heights	1,558	1,543
18	17	Brook Park	21,218	19,212
23	24	Middleburg Heights	15,542	15,946
8	7	North Olmsted	34,113	32,718
9	11	North Royalton	28,648	30,444
29	35	Olmsted township	10,575	13,513
36	37	Olmsted Falls	7,962	9,024
2	2	Parma	85,655	81,601
15	16	Parma Heights	21,659	20,718
16	18	Rocky River	20,735	20,213
6	6	Strongsville	43,858	44,750
7	8	Westlake	31,719	32,729

### Age Composition

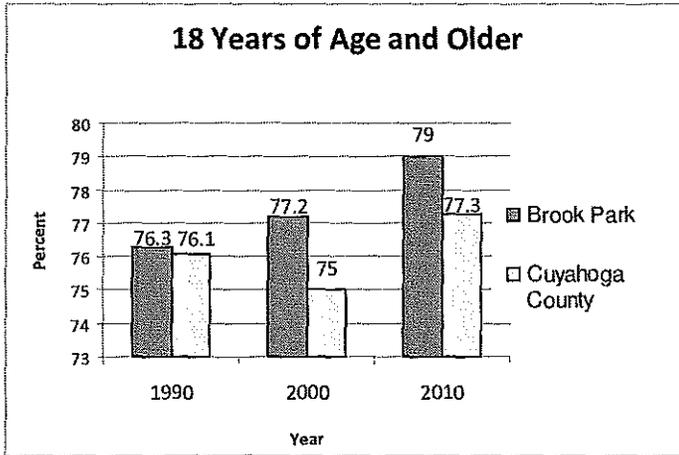
Compared to Cuyahoga County (15.2%), Brook Park has a higher percentage of residents 65 years or older (19.8%), according to the 2010 Census. The percent of residents 65 and older has increased roughly 10% in the last 20 years.



This was also true in 2000 with Brook Park having 17.1% of its residents 65 years or older while Cuyahoga County only had 15.6%.

The year 1990 was a different case although, Cuyahoga County had 15.7% of its residents 65

years or older, while Brook Park only had 9.8%.



Brook Park has a higher percentage of residents over 18 years old (79%) compared to Cuyahoga County (77.3%). This was also the case over the last twenty years, with very close percentages between Brook Park and Cuyahoga County.

According to the 2010 Census, 16.5% of Brook Park's population is "school

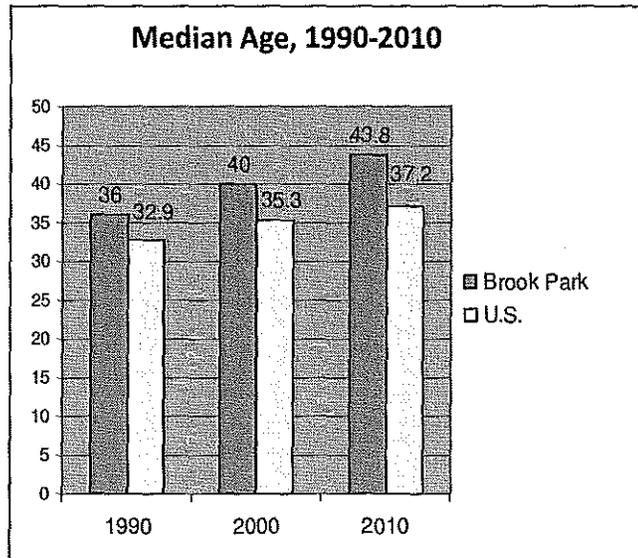
age" or between the ages of 5 and 17. The percentage of school age residents in Brook Park has been slightly declining over the past 20 years (18% in 1990).

Cuyahoga County's percentage of residents in the same age category has been inconsistently increasing and decreasing each decade from 1990. In 2010, 16.8% of county residents were ages 5-17.

Median Age

According to the 2010 Census, the median age of Brook Park was 43.8 years old. This is an increase of nearly four years since 2000 (median age: 40) and eight years since 1990 (median age: 36). This is a dramatic difference compared to the national median age of 37.2 years in 2010. The national median age increased about 2 years from 2000 (median age: 35.3), with the proportion of older Americans increasing.

The aging of the baby boomers population, along with stabilizing birth rates and longer life expectancy, have contributed to the increase in median age.



### Households and Families

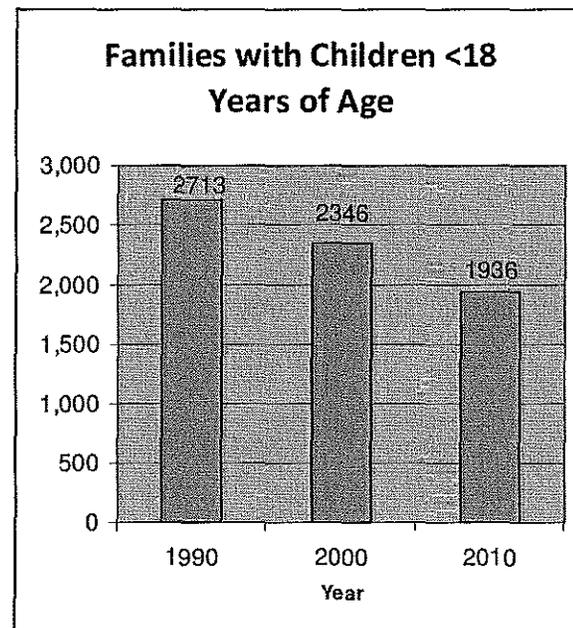
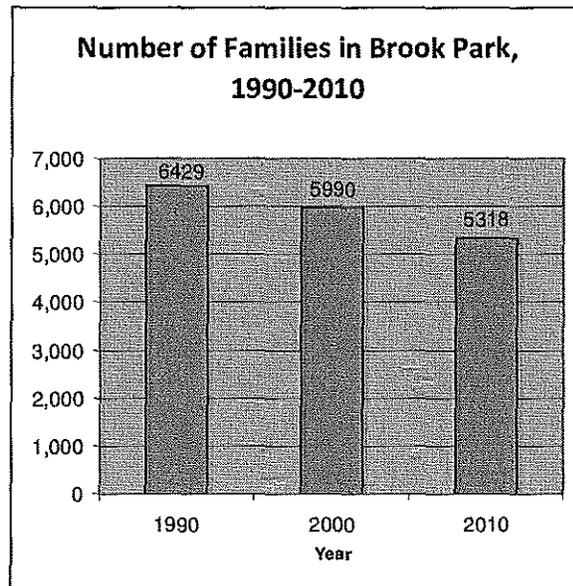
While the City has experienced a slight decline in housing units (199) and the number of households (394) over the last decade, it continues to witness a steeper decline in families.

Since 1990, there has been a 17% decrease in family households in Brook Park. This trending is not new: Since 1970, households with five people or more has fallen in half.

Today, non-family households account for 31.8% of the City's 7,799 households, a five percent or more increase since 2000. This has helped to reduce household size to roughly 2.5 persons.

The number of families with school age children also has declined by 29% over the last twenty years.

While there has been a slight decline in school age children in Brook Park, many of these children are now sheltered in non-family homes, primarily headed by a female.



## Section IV: Economic Development

### A. Introduction

A healthy economy is essential to Brook Park's continued and future growth. Without a strong economic base, the City will not have the fiscal strength to provide the kinds of services desired by existing and future residents. A healthy economy means more than just new jobs; it means an engaging quality of life for residents, a welcoming and flexible business environment, and increased fiscal capacity and financial stability for Brook Park.

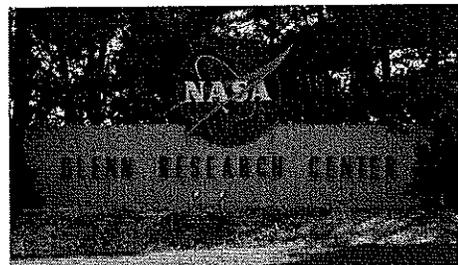
### B. Planning Issues and Trends

The City continues to focus on business retention, redevelopment opportunities, infrastructure improvements and prospecting for new business investment. Another main economic development focus is to work with regional retailers and local businesses to dispel the myth that the community has a lack of spending power.

#### Business Retention and Expansion (BRE) Progress

Major retention efforts helped to retain 750 employees at Ford with the new work generated at Engine Plant One and PNC Bank retaining 125 jobs when they moved their human resource service delivery department to Aerospace Technology Park. GXS, Inc., a local data center, expanded operations at their existing Brook Park location, generating an additional 50-75 new high income jobs.

Continual efforts also ensue to assist the NASA Glenn facility remain as one the community's greatest economic assets. NASA Glenn's on or near-site employment has grown by 32% since 2006. Total compensation for NASA Glenn's civil service employees was \$221.7 million in FY 2010. The average wage per NASA Glenn employee increased from \$96,504 in FY 2006 to \$107,455 in FY 2010 after adjusting for inflation. Total number of employees at NASA Glenn, including both civil service employees and local contractors, was 3,570 in FY 2010.



In 2010, the city of Brook Park withheld \$3.3 million in income tax from NASA Glenn employees, which was an 11% increase compared to 2009. Over the past 5 years, NASA Glenn employees paid \$14.4 million to the City of Brook Park.

Economic development officials were also successful in helping RGL Express find a new location within the City. They retained 40 employees and created 5 new jobs. SPX Service Solutions and National Office also created an estimated 20 new jobs each.

On the redevelopment front, Anchor Enterprises purchased a vacant building and made \$1.3 million in property improvements to the site, creating 11 new jobs. O'Reilly Auto Parts built a new \$1.5 million dollar facility at the vacant Ponderosa site. Advanced Auto Parts moved into a vacant storefront that had been previously occupied by Hollywood Video, making over \$1 million in property improvements. Best Western Hotel completed \$1 million in renovations of the lobby and all guest rooms.

Other economic development efforts include the expansion and attraction of several other businesses including, but not limited to: Big 'Z Sandwich Shop, M&S Auto Service, American Natural Stone, Subway, Cycle Analysis, and Johns-Carabelli Monuments.

#### Regional Economic Development Progress

Brook Park is continually engaged in regional economic development efforts.

For the past several years, City officials have been working closely with the Greater Regional Transit Authority (GRTA) and the City of Cleveland on the redevelopment of the Brookpark Road Rapid Station. This station is one of the busiest in Cuyahoga County. The new station and the potential mixed use development surrounding the project could spur growth for other companies in the area. RTA officials continue to market this site to the development community.

As a member of the First Suburbs Development Coalition (FSDC), Brook Park has grouped together with 17 other communities to create the Advanced Energy District which will help to finance energy-saving improvements for commercial and industrial businesses located with the district. These communities hope that residents and home owners could someday be part of the program.

City officials continue to work with the cities of Cleveland, Parma, Berea and Olmsted Falls to create an "Aerotropolis" using the Cleveland Hopkins Airport as the economic generator. The goal of the project is to enhance and generate new economic activity for designated areas within each of the participating communities. In Brook Park, these areas would consist of Aerospace Technology Park and possibly the "Ford Forward" Concept Area, located at the site of the former Ford casting and engine plants.

### C. Market Analysis

A market analysis was developed in October 2011 to estimate consumer spending and overall "spending power" of the community. The analysis estimated the surpluses and gaps related to 37 different merchandise lines. The conclusion of the analysis indicated that opportunity gaps exist in 30 of 37 merchandise lines within the community (See: *Table One, Market Analysis*). This means that residents are leaving the community to make many purchases either because of the lack of service or shopping diversity.

The top ten merchandise lines with opportunity gaps are:

<u>Merchandise Line</u>	<u>Gap</u>
Groceries and Other Foods	\$27,554,959
Drugs, Health Aids and Beauty Aids	\$19,203,562
All Other Merchandise	\$8,582,428
Kitchenware and Home Furnishings	\$4,155,460
Women's, Juniors' and Misses' Wear	\$3,076,446
Lawn, Garden, and Farm Equipment & Supplies	\$2,988,396
Cigars, Cigarettes, Tobacco, Accessories	\$2,768,381
Curtains, Draperies, Blinds, Slipcovers Etc	\$2,665,522
Pets, Pet Foods and Pet Supplies	\$2,031,171
Jewelry	\$2,030,335

Data for this market analysis was derived from two major sources of information. The demand data is derived from the Consumer Expenditure Survey (CE Survey), which is fielded by the U.S. Bureau of Labor Statistics (BLS). The supply data is derived from the Census of Retail Trade (CRT), which is made available to the U.S. Census. Additional data sources are incorporated to create both supply and demand estimates.

The difference between supply and demand represents the opportunity gap or surplus available for each merchandise line. When the demand is greater than (less than) the supply, there is an opportunity gap (surplus) for that merchandise line. For example, a positive value signifies an opportunity gap, while a negative value signifies a surplus.

Table One: Market Analysis

Brook Park Market Analysis			
Merchandise Line	2010 Demand (Consumer Expenditures)	2010 Supply (Retail Sales)	Opportunity Gap/Surplus
Total Retail Sales Incl Eating and Drinking Places	270,522,778	264,130,459	6,392,319
Groceries and Other Foods	48,266,267	20,711,308	27,554,959
Meats and Snacks	21,713,045	20,403,510	1,309,535
Alcoholic Drinks	1,023,539	3,134,317	(2,110,778)
Packaged Liquor/Wine/Beer	7,668,903	6,795,722	873,181
Cigars, Cigarettes, Tobacco, Accessories	10,541,112	7,772,731	2,768,381
Drugs, Health Aids and Beauty Aids	31,411,450	12,207,888	19,203,562
Soaps, Detergents and Household Cleaners	706,700	173,326	533,374
Paper and Related Products	2,593,729	1,367,382	1,226,347
Men's Wear	5,948,325	4,267,939	1,680,386
Women's, Juniors' and Misses' Wear	9,625,088	6,548,642	3,076,446
Children's Wear	4,116,848	3,955,075	161,773
Footwear	3,673,155	2,429,273	1,243,882
Sewing, Knitting and Needlework Goods	658,133	221,609	436,524
Curtains, Draperies, Blinds, Slipcovers, Etc	3,510,917	845,395	2,665,522
Major Household Appliances	2,003,608	390,030	1,613,578
Small Electric Appliances	501,391	128,629	372,762
Televisions, Video Recorders, Video Cameras	2,021,540	3,709,003	(1,687,463)
Audio Equipment, Musical Instruments	2,182,475	3,205,197	(1,022,722)
Furniture and Sleep Equipment	4,978,224	7,672,182	(2,693,958)
Flooring and Floor Coverings	1,276,115	392,870	883,245
Computer Hardware, Software and Supplies	4,224,499	3,597,375	627,124
Kitchenware and Home Furnishings	5,401,685	1,246,225	4,155,460
Jewelry	3,175,355	1,145,020	2,030,335
Books	2,580,978	818,181	1,762,797
Photographic Equipment and Supplies	644,191	288,593	355,598
Toys, Hobby Goods and Games	3,852,568	2,942,024	910,544
Optical Goods	1,261,736	2,882,399	(1,620,663)
Sporting Goods	2,850,651	1,615,589	1,235,062
Hardware, Tools, Plumbing, Electrical	1,908,444	580,165	1,328,279
Lumber and Building Materials	1,403,387	448,050	955,337
Lawn, Garden, and Farm Equipment & Supplies	3,267,777	279,381	2,988,396
Paint and Sundries	581,417	105,466	475,951
Cars, Trucks, Other Powered Transportation	35,962,245	107,366,358	(71,404,113)
RVs, Campers, Camping & Travel Trailers	3,921,246	2,809,725	1,111,521
Automotive Fuels	16,615,879	24,080,701	(7,464,822)
Automotive Lubricants	395,627	152,249	243,378
Pets, Pet Foods and Pet Supplies	2,619,298	588,127	2,031,171
All Other Merchandise	15,435,231	6,852,803	8,582,428

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## D. Strategies

### Develop an Economic Development Plan

Before any future development of considerable impact can occur it must first be planned so that it can occur smoothly and in the best location and interests of residents. A plan, regardless if established through ad-hoc measures or by new processes completely aside from the economic development component in the Master Plan, should analyze the current strengths, weaknesses, opportunities, and outside threats facing Brook Park and its economic base. This analysis should form the basis and the exact suitability of growth anticipated to occur in the redevelopment areas identified in the Master Plan, with the capital improvement program modified accordingly to accommodate this growth. The capital improvement program and Economic Development Plan should reiterate the economic development priorities that surfaced during the master planning process and highlighted within this Plan's Section.

The Plan should include the following elements:

1. Specific economic development goals and objectives (should compliment those addressed in the Master Plan; if different, the Master Plan should be amended to include these new goals and objectives);
2. Economic analysis, to include workforce characteristics and other related demographics;
3. Type of growth and redevelopment desired;
  - Can it be supported by the City's existing base or anticipated new base of employees? If yes, the process of identifying specific businesses in this growth type should be pursued. If no, a list of businesses and industries friendly to the City's existing base of employers should be developed. Brook Park officials should be open to think collectively with economic development officials from surrounding cities.
  - Will the desired new growth adversely impact upon existing employers?
4. Specific growth/redevelopment areas (other than those already delineated in this Plan), where specific development (by type) should occur. This should be developed through some sort of public input and review process;
5. Economic Assessment, to include an inventory of existing businesses and preferred new businesses;

6. Identify existing infrastructure (water, sewer, and thoroughfare) capabilities of these areas;
7. Identify existing infrastructure (water and sewer, and thoroughfare) constraints of these areas;
8. If mitigating these constraints is found to be economically not feasible, it should be recommended that growth occur at another suitable location (unless private sector investments offset public expenditures).
9. If constraints can be mitigated, the capital improvement program should be modified to promote the selective growth desired.
10. Economic Development Strategies (to include marketing and promotion strategies);
11. Inventory of funding sources and economic incentives; and,
12. Implementation and timing of economic development priorities through the use of the Capital Improvement Plan (CIP).
13. A change in the zoning ordinance so that the zoning is reflective of the economic development initiatives.

#### Review the Economic Development Incentives Program

Many communities utilize the Enterprise Zone (EZ) program and the Community Reinvestment Area (CRA) program to promote economic development. Both programs offer businesses property tax abatement for business creation, expansion, and retention projects that create or retain jobs. These incentives are currently utilized by many of the surrounding communities including Brook Park, North Olmsted, Middleburg Heights, Parma and Parma Heights.

The City of Brook Park has one enterprise zone (Currently Zone 134C). The active EZ agreement in place is with Ford Motor Company and will expire in 2012. It also utilizes the CRA program to offer property abatement, but any changes to the boundary will bring the program into post-1994 standards as required under Ohio Revised Code. When the CRA was developed, the entire city was designated as a CRA.

Also, since the passage of H.B. 66 and the dissolving of personal property taxes, there is no difference between both programs with the exception of how they're administered. The CRA program is a local program, promoted, administered and monitored locally. By statute, the Enterprise Zone program requires county approval, and is therefore administered by the Cuyahoga County Department of Development. To streamline the economic development process it is

recommended that the City use the CRA program as the primary tool for property tax abatement over the EZ program.

#### Revitalize Existing Commercial Shopping Nodes

Certain areas in Brook Park are being underutilized. The Brookgate Shopping Plaza is one such area. The City should work with the property owner to ensure the facility is currently being actively marketed. Site selection consultants often look at commercial vacancies in a community's main shopping hub as an indicator that the local economy is not good for investment. However, the Market Analysis prepared for this Plan indicates that Brook Park consumers are shopping outside of Brook Park because of the lack of shopping diversity. Revitalizing these areas could help the community greatly by allowing residents to shop local.

There are a variety of other shopping areas off of main thoroughfare routes like Snow Road that should continued to be updated and renovated through economic planning, incentives and programs like the County's storefront renovation program, which produced over \$25,000 in façade improvements for two Snow Road businesses in 2009: Automotive Technologies and The Garden Restaurant. The partnership with Cuyahoga County also produced over \$70,000 in façade, infrastructure and signage improvements for five other Brook Park businesses: Car Wash Express, American Natural Stone, SuperCharger LLC, Athens Foods and DBS Communications.

Businesses located at neighborhood commercial nodes, like those present at the intersections of Holland/Engle Road and Smith/Sheldon Road would be good candidates for these programs because of the value they provide to the adjacent neighborhoods and community.

#### Develop a Niche Marketing Strategy

Successful communities often have two or three successful niches. Typically, the more niches that can be developed, the more a community will be able to support multi-purpose visits. These communities also benefit from an expanded trade area because their specialization often draws customers from more distant communities. Once a niche is established, other businesses are often attracted to the community as they are interested in selling to the same consumer market.

A niche can be based on a certain type of consumer who works, resides or visits your community. These different and unique types of consumers may demand a wide range of goods and services. All of these consumer types can be found within Brook Park or in close proximity to Brook Park.

#### Promote Brook Park

Communities are like merchandise, in that their success largely depends upon branding and reputation. Attaining market share of each variable requires tedious planning and resources. Brook Park, as seen by many of the residents

that participated in the planning process, is outdated and needs a facelift. City officials should look to do “small things in a great way” to improve this image through additional beautification methods, and façade and other capital improvements to its current public facilities.



#### Establish Community and Neighborhood Linkages to the Metroparks

The Cuyahoga County Metroparks lies in the western portion of Brook Park, yet few linkages in the community exist. Establishing linkages via signage, bike lanes, and other pedestrian connectivity methods to the parks would have recreational value and enhance the cultural value of many of Brook Park’s neighborhoods.

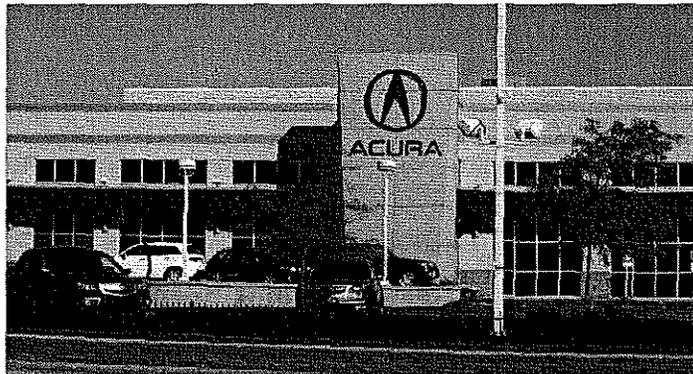
#### Promote Entrepreneurial Activities and Enterprises

New businesses, including home-based, that meet local market needs should be encouraged. These types of activities could include those that assist already established local and regional businesses in the service, manufacturing, or entertainment sectors, or could be business ventures completely new to the Brook Park service sector.

#### Pursue the Feasibility of Developing a Special Improvement District for Brookpark Road

Brookpark Road is a major feeder street within the region and is a main corridor for many visitors entering the community.

There has been over \$40 million of private funding invested into the North Side of Brookpark Road since the acquisition of this area from Cleveland. Numerous storefront renovation projects have enhanced the visual quality of the commercial corridor. The City of Brook Park continues to meet with building owners and developers to find creative opportunities for new projects along this important corridor.



To provide additional visibility to this area, the City and interested businesses should consider establishing a Special Improvement District (SID) to generate

funds to undertake and support additional infrastructure, marketing, economic development, and other activities. The SID, if agreed upon by the majority of the property owners, would assess a fee to properties within the SID.

The formula to determine that fee would be decided upon and agreed to by the property owners. Please see *Map: Opportunities and Themes Map*, for the general location of this district.

#### Keep Capital Local

The Market Analysis prepared for this Plan indicates that consumers spend more money outside the locality, therefore providing an opportunity gap in 30 of 37 merchandise areas (See *Table One: Market Analysis*). While this may stem from the non existence of local purveyors of these goods and services, leaks can also begin from not patronizing local businesses.

Developing a “Shop Local” campaign and a Local Business Preference Program could help minimize these leaks and help to retain businesses and keep capital local. Both programs could be spearheaded with the assistance of the Brook Park Chamber of Commerce and the City’s Economic Development Department. The Local Business Preference Program, which would provide a preference to local businesses bidding for City services and contracts, would need to be authorized by ordinance. One good example of this program has been adopted by the County of Los Angeles.

#### Promote the Advanced Energy District and Aerotropolis District

As a member of the First Suburbs Development Coalition (FSDC), Brook Park should continue to work toward finding meaningful programs that can be administered by the FSDC. Sixteen communities banded together to create the Advanced Energy District to help finance energy-saving improvements for commercial and industrial businesses located with the AED. It provides for property owners to finance the cost of installing and operating energy efficiency systems and allow the cost to be repaid over 25 years through a special voluntary assessment tax on their property tax bill.

Brook Park should also continue working with the cities of Cleveland, Parma, Berea and Olmsted Falls to create an “Aerotropolis” geared toward nurturing businesses that have business models linked to the Cleveland Hopkins International Airport. This idea “stitches” airport-reliant businesses and transit routes together with the Airport functioning as a central business zone.

The goal of the project is to generate economic activity for designated areas within each of the communities. Additional economic growth could be born from this endeavor once logistical and marketing of such an entity is solidified, and especially if the Cleveland Hopkins Airport expands to accommodate larger aircraft. Some area companies are forced to ship goods by truck to airports in Detroit and Chicago that have planes with bigger cargo holds than aircraft using Hopkins. The City of Detroit and five other cities have Aerotropolis communities.

### Pursue Additional Resources to Promote Economic Development

There are a variety of additional resources that can be used to encourage and promote economic development and redevelopment in Brook Park. Many of these programs are already being pursued, but others could be utilized for the potential redevelopment of vacant properties and brownfields

#### The Competitive Municipal Grant Program

This grant assists municipalities with a variety of projects that meet one of the HUD National Objectives: Benefit low/moderate income persons; Aid in the prevention of slums and blight; or other urgent community needs. Planning and streetscape projects are eligible.

#### The Storefront Renovation Rebate Program (SRRP)

This program assists property owners and/or business tenants within the Urban County with making façade improvements and/or the correction of exterior code violations to their property. These improvements lead to revitalized neighborhood commercial areas, elimination of blight and enhanced livability of surrounding neighborhoods.

#### Brownfield Redevelopment Fund (BRF)

The Brownfield Redevelopment Fund (BRF) is designed to help communities remove environmental barriers so that underutilized properties can become viable.

#### Clean Ohio Fund

The Clean Ohio Fund helps to preserve green space and farmland, improve outdoor recreation, and revitalize blighted neighborhoods by cleaning up and redeveloping polluted properties. Two specific programs of the Clean Ohio Fund include the Clean Ohio Revitalization Fund (CORF) and the Clean Ohio Assistance Fund (COAF). A CORF Project with a Known End User can receive up to a \$3 million grant. A CORF Project without an end user, Redevelopment Ready, can receive up to a \$2 million grant. A 25% match is required.

A COAF Project can also receive up to a \$300,000 grant for assessment or up to a \$750,000 grant for clean up. A 10% match is required and County Assessment grants and/or Brownfield Redevelopment Fund loans can be utilized as match. Brook Park, as of December 2011, was identified as a Priority Investment Area by the State of Ohio, and is eligible for COAF grants. This fund could be a possible avenue to help redevelop lands within the Ford Forward Concept Area.

#### Commercial and Industrial Redevelopment Program

This program provides subsidized loan assistance to help promote the full reuse of abandoned, idled or underutilized commercial, industrial, and

institutional properties. Job creation and an increase in property values are expected outcomes of remediation and redevelopment.

#### Brownfield Prevention/Site Expansion Program

This program is a forgivable loan that helps private businesses expand onto an adjacent abandoned, idled or underutilized parcel (s). Parking lot expansions will not be considered. The borrower is eligible for \$35,000 in loans for every new fulltime, or new fulltime equivalent job created at the project site. An additional five percent (5%) of the loan amount may be forgiven if certain green/sustainable features are incorporated into the project. A project's funding requires the recommendation of the Cuyahoga County Community Improvement Corporation and/or final approval by the County Executive or County Council.

#### HUD Brownfield Economic Development Initiative (BEDI) Grant

BEDI grant funds are targeted for the redevelopment of brownfield sites that facilitate create jobs for low-and moderate-income persons as part of the business creation or retention project. Funds are used as the stimulus for local governments and private sector parties to commence redevelopment or continue phased redevelopment efforts on sites where either potential or actual environmental conditions are known. There is a cap of \$2 million per BEDI grant award.

#### Jobs Ready Site Program

The Ohio Job Ready Sites Program was created to bolster the State of Ohio's portfolio of commercial and industrial developable sites. Grants are capped at either \$3 million or \$750,000, depending on the site development intensity, and may be used to offset costs traditionally incurred in industrial and commercial site development, from acquisition of real property, infrastructure upgrades, and construction build-out of speculative facilities.

## Section V: Land Use and Design

### A. Introduction

This Section helps to provide a basis of future zoning revisions and reflects the long-term vision of the community. It was developed broadly and reviews the community in “Concept Areas” with the intention to help accentuate or alleviate the conditions and trends that pertain to each of these unique areas.

While it is appropriate to update the zoning ordinance following the adoption of the Master Plan, many of the desired changes reflected in the Plan are dependant on market forces and may take many years to materialize. The key is for the community to have the vision and tools in place to guide development as it happens, rather than reacting after it is finished.

### B. Planning Issues and Trends

The development trending over the last several years illustrates that new property investments are slowing, with developers and property owners being more selective. This trend is not new to Brook Park as new development has been limited on a national basis due to current issues in the financial sector, the housing market, and the general economy. According to some analysts, some regions are 50-60% over-commercialized. This has helped to suppress rents and lower the profit margins of developers and property owners. The lack of lending has also stalled development and reinvestment.

These issues are evident in the trending of Brook Park’s assessed valuation of all development and with temporary increase of vacancies along commercial corridors. Total assessed valuation of Brook Park’s land in 2011 was \$441,325,290, down slightly from 2008’s valuation of \$463,468,690. The decline in value was primarily due to the required triennial reappraisal from the County Auditor and property value readjustments from the Board of Revision.

However, due to Brook Park’s location and stable residential base, it is expected that local businesses will continue to make slow, but sustained investments.

#### Residential

Residential uses occupy the greatest amount of land by major land use category (see *Map: Existing Land Use*). Most of Brook Park’s residential neighborhoods were built after World War II and up to 1970. These neighborhoods are generally built on a grid pattern with narrow, tree-lined streets. The homes are a variety of styles that include bungalows and ranch style



homes. Over the last decade, sporadic infill development has occurred throughout the City. In 2011, assessed valuation of residential properties was \$291,695,680, down from \$315,453,260 in 2008.

Some neighborhoods, like those located on W. 139<sup>th</sup> Street off Brookpark Road, are isolated and generally surrounded by commercial and industrial land uses. This would also include the neighborhoods south of the Airport and north of Sheldon Road. Located in a noise abatement area and under the control of the City of Cleveland, many of the homes in these neighborhoods were purchased with federal monies and razed. The project was halted due to insufficient funding and is currently on hold.

Multifamily land uses exist in Brook Park but on a limited fashion. While examples of newer multi family developments do exist, such as Cambridge Court Apartment Homes and Liberty Bell Condominiums, the majority of these developments may be suffering from a lack of reinvestment. There are two senior living centers in Brook Park, North Park retirement community and East Park retirement community.



Most neighborhoods in Brook Park have excellent pedestrian connectivity, with the exception of the neighborhoods located west of the airport, adjacent to NASA and the Metroparks.

### Commercial

In 2011, assessed valuation on commercial land uses was determined by the Cuyahoga County Auditor at \$95,861,330, up from \$87,793,070 in 2007. The majority of commercial land uses are located along Snow Road and Brookpark Road. While more industrial and highway commercial related land uses exist on Brookpark Road, more professional services and retail-oriented development is located on Snow Road. Brookgate Shopping Center is the largest commercial retail facility in the community. It is currently plagued with a high vacancy rate due to the loss of a large grocery store and other tenants.

There are nodes of neighborhood commercial land uses. These land uses can be found that the intersections of Holland/Engle, Sheldon/Smith, and Hummel and Smith Roads. Nodes of neighborhood commercial land uses are located around the community, primarily at key intersections like Holland/Engle, Smith/Sheldon, and Smith/Hummel Road.

### Industrial and Professional Offices

Industrial uses are primarily located in the northwestern and southwestern portions of the community with the largest industrial user being Ford Motor Company. In 2011, assessed valuation on industrial land uses was \$53,762,780, down from \$54,904,060 in 2008.

As one of the largest employers in the region, Ford Motor Company once employed over 15,000 employees. Its workforce is now estimated at approximately 1300. Other areas of manufacturing land uses exist along Brookpark Road, Holland Road west of the railroad tracks, and on the Eastland Road corridor, adjacent to the Airport.

Upscale, professional office land uses exist adjacent to the Airport and the NASA Glenn Research Center. Aerospace Technology Park features a large capacity and upgraded telecommunications infrastructure to serve office and research and development operations.

Most of Brook Park's industrial/light manufacturing land uses are located in the Brook Park Corridor Concept Area and the Revitalization Concept Area (see *Map: Concept Areas*). Brook Park's industrial land uses are supported by Brook Park's proximity adjacent to Hopkins International Airport, rail access and the I-X Center and all of the major highways and interchanges. The I-X Center is the 3rd largest convention and exhibit center in the country, 9th largest in the world.

### Public and Institutional

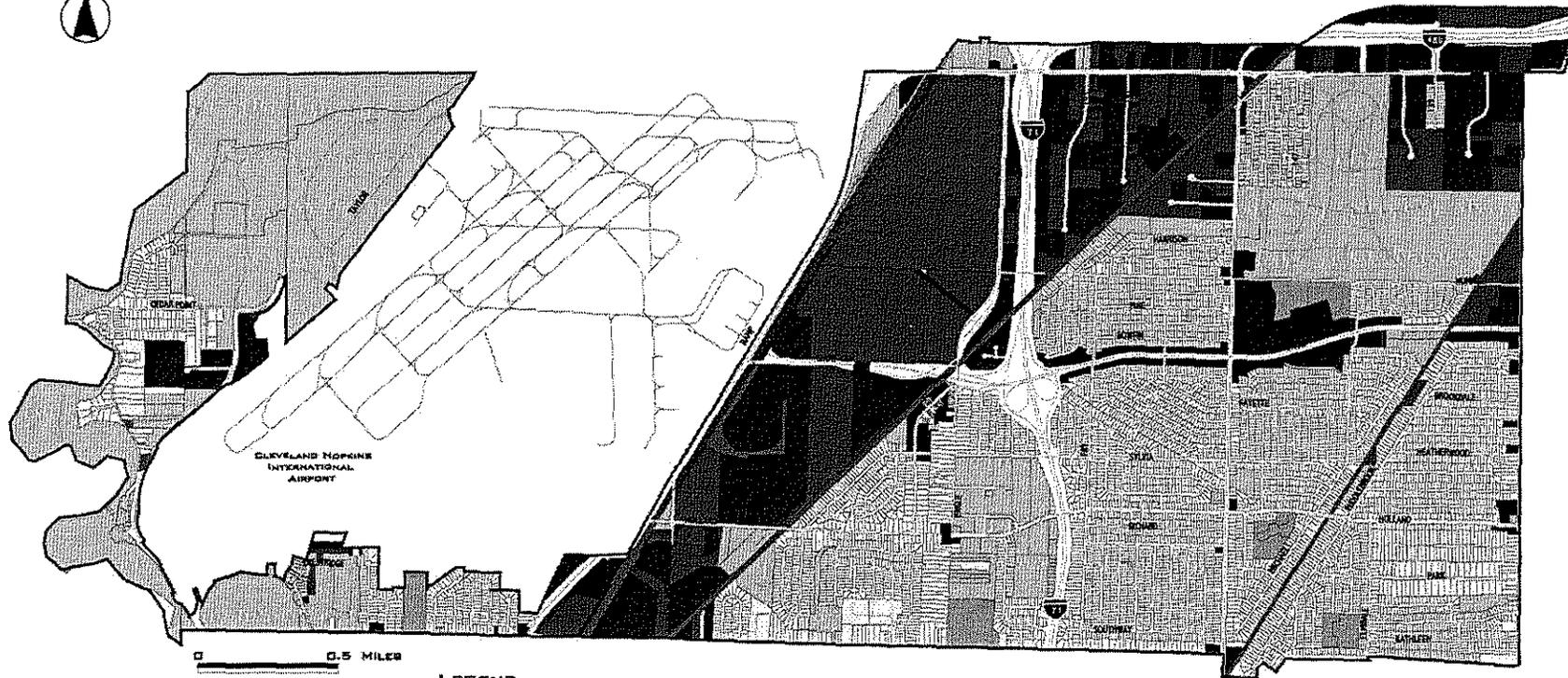
Brook Park is home to a variety of public and institutional land uses, such as the NASA Glenn Research Center, the Metroparks, Holy Cross Cemetery, and a variety of public facilities, parks, religious organizations, and the Berea City Schools. The Army National Guard and Marine Corps also have a presence in Brook Park. Many of these public and institutional land uses are typified by an urban design form reminiscent of the 1960s and 1970s and may be in need of updating.



Approximately 25% or more of the City's land mass is devoted to this type of use. Land and property owned by the Metroparks, NASA, and the City of Brook Park are the greatest contributors to this land use category. It is important to note that these parcels are tax-exempt and do not pay real estate taxes to the City or other local governmental service providers.

EXISTING LAND USE

BROOK PARK MASTER PLAN



LEGEND

- STREETS
- MUNICIPAL BOUNDARY
- RAIL
- CLEVELAND HOPKINS AIRPORT
- RESIDENTIAL
- MULTI-FAMILY
- COMMERCIAL
- INDUSTRIAL
- PUBLIC AND INSTITUTIONAL
- UTILITY

SOURCE: CUYAHOGA COUNTY AUDITOR AND REVELLE



## C. Strategies

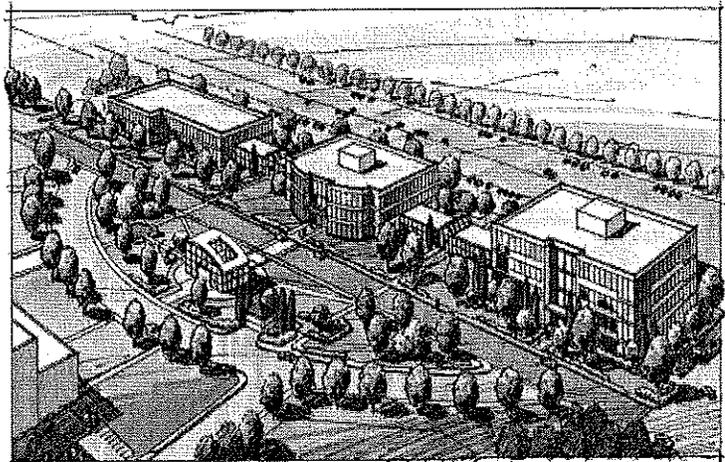
### Plan Brook Park as Concept Areas

For the purposes of planning, Brook Park was divided into distinct "Concept Areas" that can be used to define visions for future growth and redevelopment of the community. These areas were developed with similarities in mind and should be used in the future when deciding land use, zoning, and promoting a sense of community. For a better understanding of the location of these areas, please see the Map: *Concept Areas*, located at the end of this Section.

#### **Aerospace Concept Area**

This concept area, located adjacent to the Airport and Metroparks, is home to NASA's Glenn Research Ctr., Aerospace Technology Park, and diverse residential neighborhoods located primarily on Cedar Point Road and Ruple Parkway. Land uses are primarily professional office and research related, and residential. It is also a stone's throw away from the International Exposition and Tradeshow Center. Future land uses should look to complement this concept area's strategic location and improved technology infrastructure.

NASA's recently approved Master Plan for the Glenn facility envisions a new office building located on the main campus. It is anticipated that this facility will be home to additional employees and contractors assisting NASA in developing broader deep space technology. A key



feature of the Master Plan at Lewis Field calls for creating a campus center that would function as "downtown" Glenn.

Zoning in this concept area should be flexible especially if the market deems residential land uses less appropriate. To accentuate the employment capacity, City officials may wish to encourage retail services in this area, such as restaurants and eateries, and other outlets that may be value-added assets to adjacent employers and neighborhood residents.

Pedestrian connectivity is limited in this area and could be improved through a combination of bike lanes and sidewalks. Two primary gateways

into the area located at Cedar Point and Ruple roads should be enhanced and beautified. A variety of strategies presented in this plan could help to promote many of these ideas.

### **Airport Growth and Revitalization Concept Area**

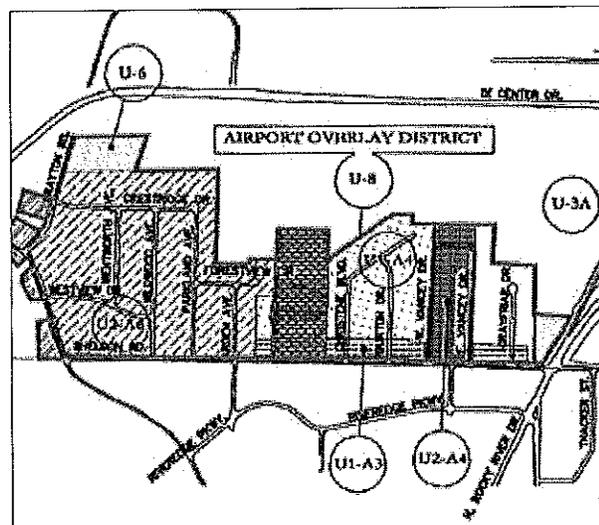
This concept area is located directly south of the Cleveland Hopkins International Airport and north of Sheldon Road is typified by residential, multifamily and utility-related land uses. Fire station #2 is also located in this area off of Grayton Road.

This area is located in the Residential Acquisition Program. Phase I of the Acquisition Program officially ended on April 26, 2009. City of Brook Park and Airport Officials agreed to move the remaining Phase I Zones (Zones 5 and 6) into Phase II of the program to protect those residents under the umbrella of the Settlement Agreement. Per the Settlement Agreement, Cleveland has seven years from the end of Phase I to decide whether they want to purchase the homes in Phase II, which now includes the homes on Parkland Avenue through Grayfriar Drive along Sheldon Road.

Although this area is located in Brook Park it is under the control of the City of Cleveland, and may be a future expansion area for the "South Campus" portion of the airport used for cargo, airline maintenance, and corporate aviation. Through the use of federal monies, properties have been acquired and demolished on Westview Dr., Wentworth Avenue, and portions of Crestridge Drive and Wildwood Avenue.

However, the plan to remove all residential land uses from this area, from Wildwood Avenue, east to Grayfriar Drive, fell short due to a lack of funding.

This area still remains designated by the Airport as an expansion area. Because of this designation, future land uses should be limited types of development compatible with the expansion plans of the airport. Zoning of this area should be in accordance with these plans.



### **Brookpark Road Corridor Concept Area**

Brookpark Road is one of the community's primary commercial and industrial employment corridors. It has excellent access to key thoroughfare routes in the region and is home to the second busiest RTA station in Cuyahoga County. As the corridor feeding into Ford Motor Company, its land uses are varied, diverse, and antiquated.

Large seas of underutilized, impervious parking lots and vacant properties are intertwined with taverns, gentlemen's clubs, motels, automotive related businesses, and Brook Park's oldest neighborhood and one of the region's largest cemeteries (holy cross cemetery). A variety of other commercial and light manufacturing businesses are located off of four cul-de-sac access streets, and Henry Ford Blvd., Smith Road, and W. 130th St. There are seven different zoning classifications present on the Brookpark Road corridor.

Pedestrian connectivity is sporadic as well as the corridor's aesthetic and visual appeal. However, sections of the corridor in front of Metro Lexus and Airport Infinity, and other car dealerships have been improved with landscaping and decorative fencing.

The RTA is planning a major renovation to its second busiest station in 2012.



In addition to property renovation and improved pedestrian connectivity, RTA officials are also marketing the adjacent 12 acres for mixed use development.

The future viability of this corridor will require that several key issues are addressed:

- Resources should be pursued that help to mitigate blighted and vacant parcels. These parcels would be more marketable if assembled into larger parcels. The City of Brook Park should continue to partner with the Cuyahoga County Land Bank to accomplish this or utilize a local community improvement corporation, if one existed.
- The City should continue to utilize and recharge the funds used to revitalize the corridor. The city set up a fund with \$200,000 to spur private investment here. This investment helped to spur an additional \$1 million for visual and other property improvements.
- Residential land uses located on W. 139th Street are incompatible with the surrounding land uses and should be made nonconforming in the future.
- The zoning districts that guide development on this corridor should be consolidated into the fewest number of districts as possible. Doing so would certainly render some land uses nonconforming, but may be absolutely necessary in promoting the highest and best use of the corridor. An overlay district should also be developed to guide aesthetics, site access, lighting, signage, and pedestrian connectivity.
- Access management should be better planned and reduced where feasible to promote traffic flow and safety.
- Defining gateways should be developed at key entryways and locations.



### Community Core Concept Area

Brook Park suffers from a lack of an identifiable core, otherwise known in most communities as their "downtown." Thriving downtown areas are typified by a combination of land uses, retail stores, various attractions, live – work accommodations, identifiable destinations, and of course, an inviting, walkable and pedestrian friendly atmosphere. Many residents indicated on the community survey a desire for such an area.

Such an area does exist in Brook Park, although it may lack the architectural detail of a traditional downtown. West of I-71 and east of Engle Road is situated the majority of Brook Park's public and institutional facilities. They include the library, City Hall, the community recreational center, the police and fire stations, Kennedy Park, Brook Park Memorial Elementary School, Ford Middle School, Ohio National Guard Armory, and other institutional land uses. Due to the public nature of many of these properties, they are accessed by residents year-round making it attractive to commercial businesses.

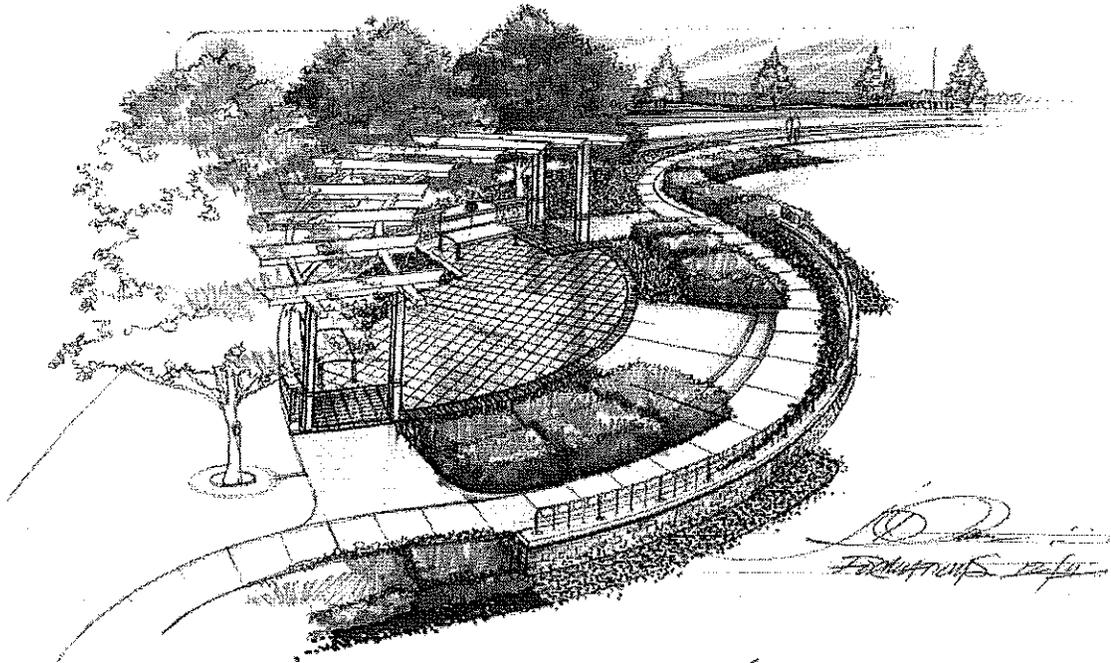


It may be possible to reconfigure this area over time so it may benefit from this residential synergy. Increasing this area's "destination" value could occur by taking a slow systematic approach by doing the following things:

- Reutilizing impervious surfaces for other land uses. This area is consumed by impervious surfaces used for parking. Many of these parking areas reside on the frontage of Holland and Engle Roads. While having the right amount of parking is critical to the functionality of any land use, too much parking can be detrimental in promoting the optimal return on investment. A policy of co-location or shared parking between the various institutional users could free some parking areas for other uses that will generate economic value.
- Pursue the feasibility of diversifying the land uses in the area. Upon further study, it may be found that these parking areas can be used for other retail land uses. These land uses could help to spark

additional pedestrian and residential synergy, and get the community one step closer to having a "downtown."

- Promote additional pedestrian and streetscape improvements, such as benches, drinking fountains, vegetation, lighting, banners and way finding. Other thoughtful design criteria can help to strengthen this area as Brook Park's Core Area. The adjacent neighborhoods that feed into this area are generally well-connected. However, connecting this area with more appealing streetscape elements to Brook Park's neighborhoods to the east of I-71 could be pursued.



*NOTE: CONCEPT SKETCH FOR "PEDESTRIAN / PUBLIC GATHERING SPACE" FOR COMMUNITY FUNCTIONS, EVENTS / PUBLIC EVENTS WOULD BE BUILT OVER PARKS & TR.*

### Community Green Concept Area

These concept areas in Brook Park comprise primarily of the Metroparks located on the western edge of the community and the various parks and recreational outlets located within Brook Park's neighborhoods.

Brook Park should look to remove the disconnect that may exist between their community and the Metroparks by increasing way finding and signage, and creating additional pedestrian linkages, such as bike lanes, on Sheldon and Grayton Roads. This could link the community to existing pedestrian linkages on Aerospace Technology Park and onward to additional roads that access the Metroparks. Impervious surfaces should also be minimized in this area to minimize runoff and other environmental issues.

Parks and open spaces within the community have both economic and humanistic attributes. They add value to the community, enhancing both the experience of living and value of property.

Brook Park's base of existing parks, open spaces, and recreational areas, can play a major role in the stabilization and beautification of the existing neighborhoods, and in the redevelopment and promotion of other types of residential development. Studies find that a high quality, diverse



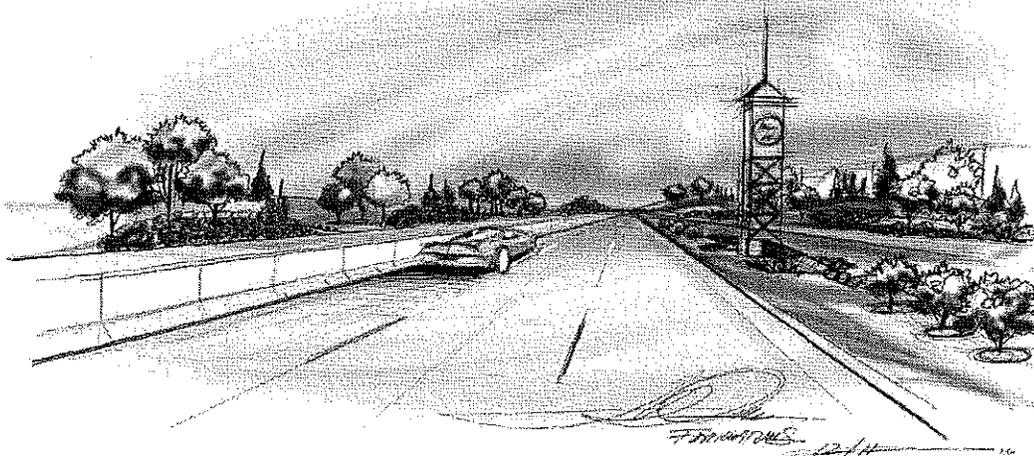
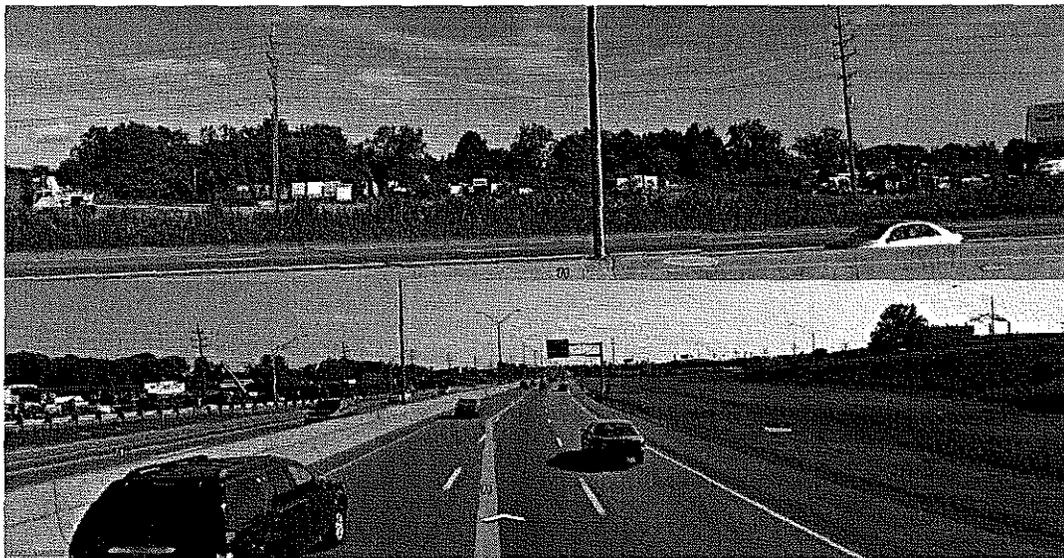
recreational system ranks second only to the educational system in attracting new residents to the community.



Parks, socially-functional public spaces, and pedestrian connectivity should be integrated into the future development and redevelopment framework.

### Corridor Image Improvement Area

Brook Park is accessible by several key thoroughfare routes, including I-71, I-480 and State Route 237. The visual appearance of the community from these corridors can leave a long-lasting impression on outsiders, visitors, and most especially Brook Park residents themselves. This unsightliness was noted by several residents during the planning process and on the community survey.



Improving the visual appeal of Brook Park from these corridors could assist in promoting economic development and recruiting new residents to the community. Continuing to leave it unsightly could further damage the community's image within the region.

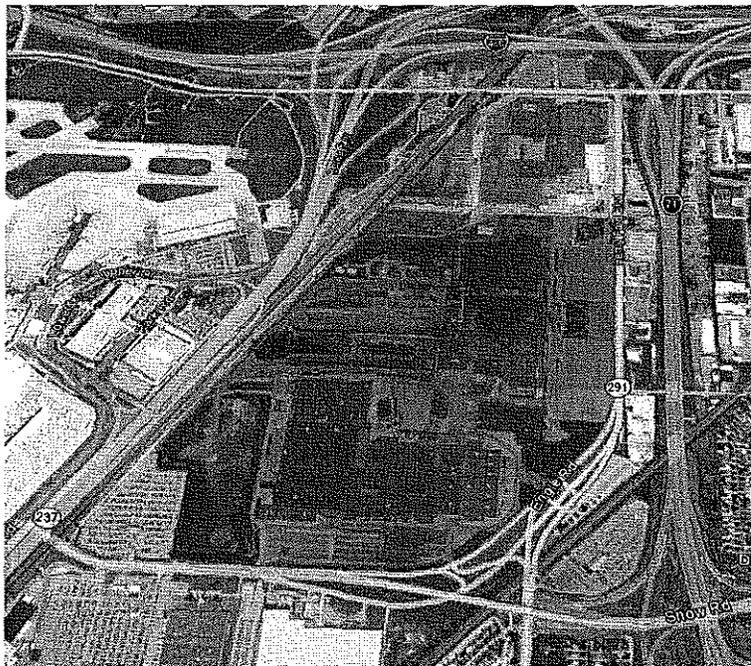
City officials could work with ODOT officials and property owners in promoting a variety of cost-effective beautification methods which could include a combination of trees, lighting, ornamental grasses and

vegetation, fencing, land mounding, and other innovative techniques. A public and private partnership, in conjunction with the city's beautification committee, could be taken to help accomplish this task.

### **Ford Forward Concept Area**

This concept area was once home to over 15,000 Ford employees working at the casting plant or engine plant number two. Ford closed the casting plant in 2010 and began demolishing the 1.6 million-square-foot plant in the summer of 2011. Ford's engine plant number two that once produced the company's biggest engine will be closed in 2012 leaving the 1.5 million-square-foot plant vacant.

Combined, both sites are comprised of 230 acres. Its location adjacent to the airport and linked to an unparalleled transportation and rail network could possibly make it one of the most sought



after redevelopment areas in the county and even the state of Ohio.

This area represents one of Brook Park's most vital areas to promote job growth and increase property valuation vital for community services.

A multitude of diverse land uses could possibly be accommodated in this concept area. Among all land uses, mixed uses like professional offices higher density residential and properly buffered light industrial uses will generate the highest fiscal return for the city. But revitalizing this area in a manner that provides the best return on investment for the city will most definitely require additional and proactive planning.

The City of Brook Park should update their zoning for this area to promote these planning goals and also to encourage a pedestrian and transit friendly environment. The zoning should also utilize a consistent site plan review process that addresses architectural design, signage, exterior lighting, site landscaping and off-street parking and loading requirements.

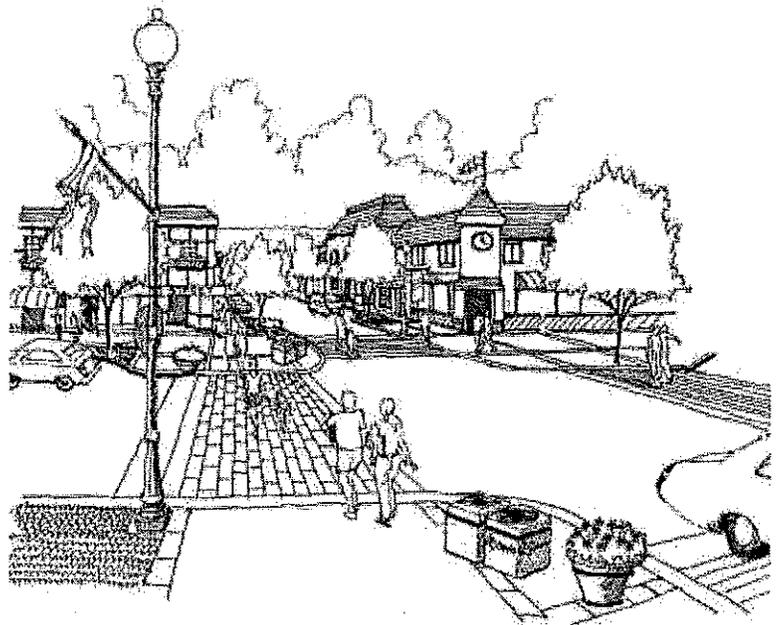
Parking standards should be flexible and environmentally-innovative to reduce impervious surfaces and promote the best use of land resources.

### **Neighborhood Commercial Concept Areas**

There are a variety of local neighborhood commercial outlets within Brook Park. These outlets are located at the intersections of key corridors and provide residents with easy access to commercial services used most often in the community. These uses help to provide a more human scale to the community and help to decrease traffic.

Existing examples of these commercial nodes are located at the intersections of Holland/Engle roads, Smith/Sheldon, Smith/Hummel, Smith/Holland, and several locations along West 130th St.

Additional neighborhood commercial development could be pursued at other collector and arterial intersections in Brook Park, as long as the development can be properly buffered. In some cases it may be appropriate to place the developments directly on the road frontage and provide rear access parking, designed to minimize access to arterial streets while maintaining pedestrian linkages from arterial corridors. It could be feasible to increase the density and height requirements of these developments.



The design of such projects should undergo individual review to assure appropriate neighborhood scale and effective design for the junction between commercial and residential use.

### **Neighborhood Concept Area**

These areas are Brook Park's residential areas and neighborhoods, and represent the community's most precious amenity. Brook Park's neighborhoods coexist on a well integrated and connected transportation grid, providing easy access to amenities, services, and parks.

Because these areas contain the most residential valuation relative to all other concept areas, it is vital that capital improvements and investments are continued to promote healthy neighborhoods. City officials should be timely in implementing the various tools at their disposal to ensure neighborhood stability. This would include the proactive enforcement of property maintenance and vacant property ordinances, and other related tools. Other strategies highlighted in this plan should be reviewed and implemented when feasible to minimize the blight caused due to the lack of property upkeep, foreclosures, and residential turnover.



The use of special and residential improvement districts, and other special assessments could be useful tools in helping to promote additional residential reinvestments. Allowing property owners to modify their existing building footprints to "upsized" may help to attract and retain new residents.

Other methods that may be used to keep these areas vital could be:

- Pursuing the feasibility of increasing housing density and type. This would help to maximize vital land resources and capitalize upon people wishing to live in Brook Park. The 2010 census indicated that gross rents are higher in Brook Park than in some of its adjacent communities. This may indicate that an unmet demand for more multi-family units in the community.
- The base population of Brook Park residents has aged dramatically over the last 20 years. Taking additional steps to make Brook Park elder friendly and more accommodating to the "residential life cycle." This could be done by examining four critical areas: community design, neighborhood services, business practices, and social and health services.

For additional methods to help promote these areas, please see the Housing Section of this Plan.

### **Revitalization Concept Area**

The Master Plan designates a portion of Brook Park has a revitalization concept area. A majority of this area is bounded by snow road to the north, State Route 237 to the West, Sheldon Road to the south, and the CSX rail line that diagonally traverses the community. The Park & Fly facility and parcels on the east side of Henry Ford Boulevard are also included in this area. The area has excellent access to rail and other key thoroughfare routes that also include Eastland and Holland Roads. Recent infrastructure improvements in this area include the underpass and pedestrian connectivity upgrades at Eastland/Sheldon Road and the intersection improvement of the Eastland/Holland Road.



Land uses in this area are primarily commercial and industrial related, and may be associated with large areas of impervious surfaces. Most of Brook Park's privately owned Airport-related parking businesses are located here, comprising approximately 25% of all land mass. Impervious surfaces account for approximately 70% or more of all land mass in this concept area.

This plan supports the rehabilitation of appropriate industrial sites and the further investigation of additional opportunities for rehabilitation and remodeling of these businesses in this area.

The redevelopment of properties in this area should over time incorporate design principles, including:

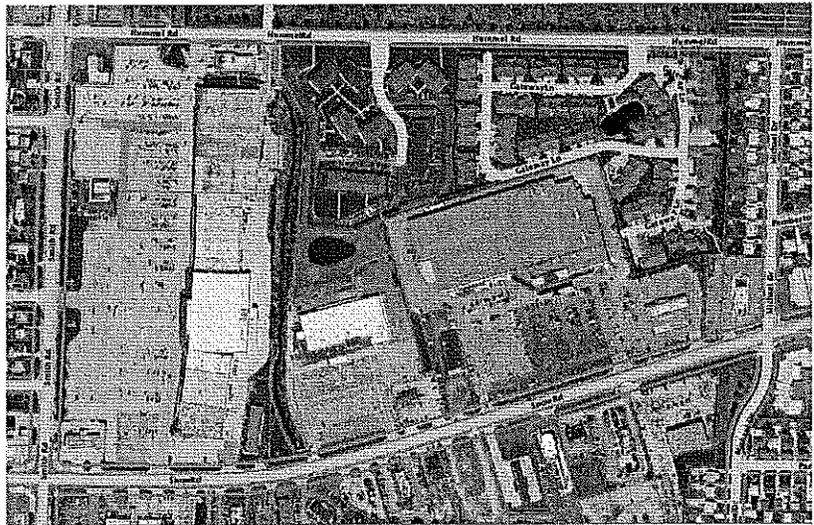
- Offices in the enclosed structures oriented toward street frontages.
- Building façades that provide visual interest.
- The screening of outside storage and loading areas.
- Visually appealing fences and walls, where appropriate.

- The use of landscape buffers around parking lots and industrial structures.
- Impervious surfaces should be reduced and or pervious services promoted, when feasible, to minimize storm water, flooding, and other environmental impacts especially to the Abram Creek watershed.
- Where industrial development abuts non-industrial uses, appropriate buffering techniques shall be employed such as, enhanced architecture, increased setbacks, screening landscaping, or some combination of these features.
- Additional lighting and pedestrian connectivity enhancements especially on Holland Road and Eastland Road to Sheldon. City officials could work with the Metroparks to link this area with the Lake to Lake Trail and the Lake Abram Metropolitan Reservation directly to the South on Eastland Road.

### **Snow Road Concept Area**

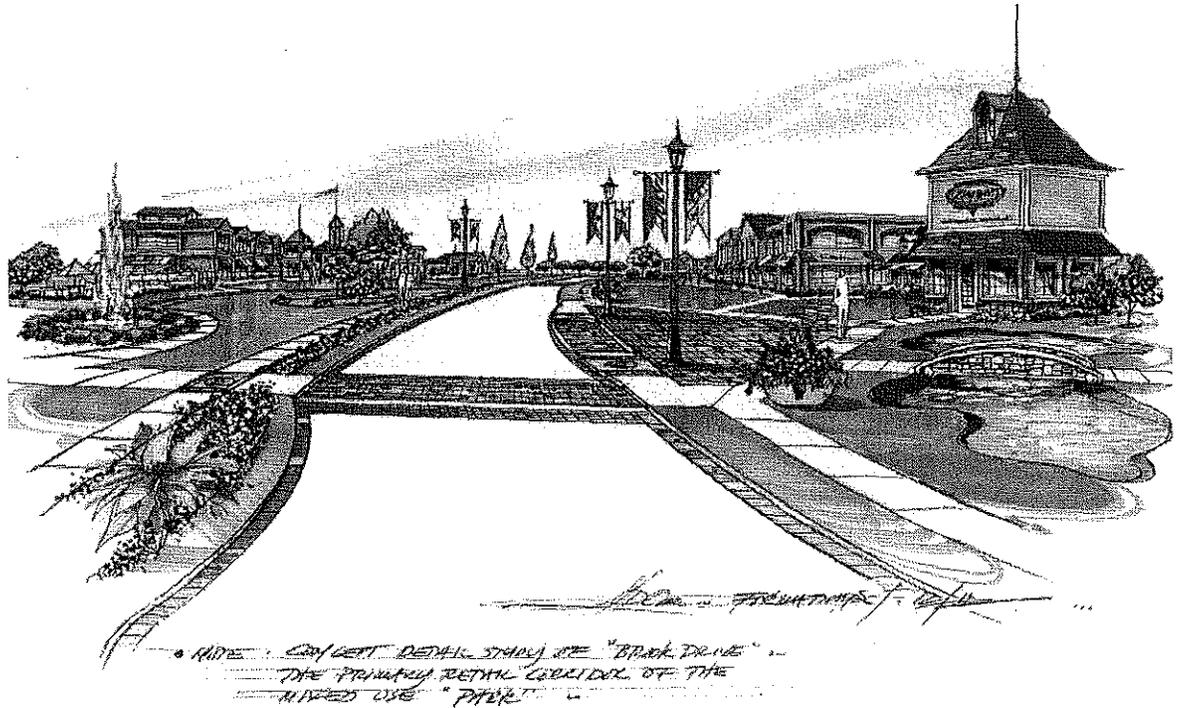
As one of Brook Park's major east-west corridors and accessible to I-71, it is home to the majority of Brook Park's commercial and retail services. It is generally well connected to the adjacent neighborhoods and to Cambridge Court Apartments, one of Brook Park's newest multi-family developments. The development of the corridor is typified primarily by single use one-story retailers and other service providers, each with their own curb cut and parking lot. Brookgate Shopping Center, situated at the northeast corner of Snow and Smith roads, is partially vacant due to several business closures.

Like Brookpark Road, it is also riddled with hundreds of thousands of square feet of impervious surfaces that were promoted partially from outdated zoning techniques.



The future of this corridor will be dependent upon many things: an increased public-private partnership, heightened awareness of available matching grants and property incentives, improved zoning, and access management techniques, to name a few. A historical review of aerial

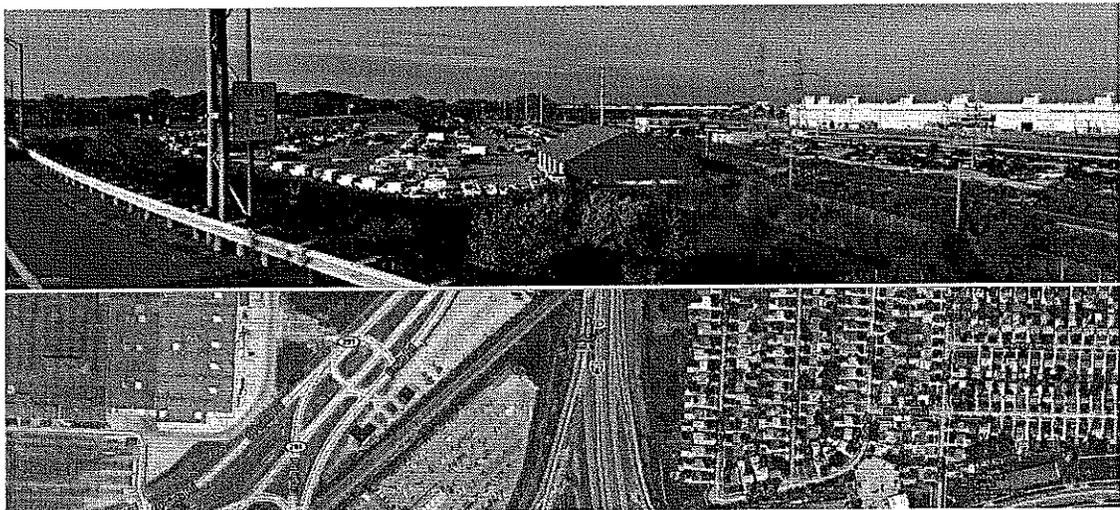
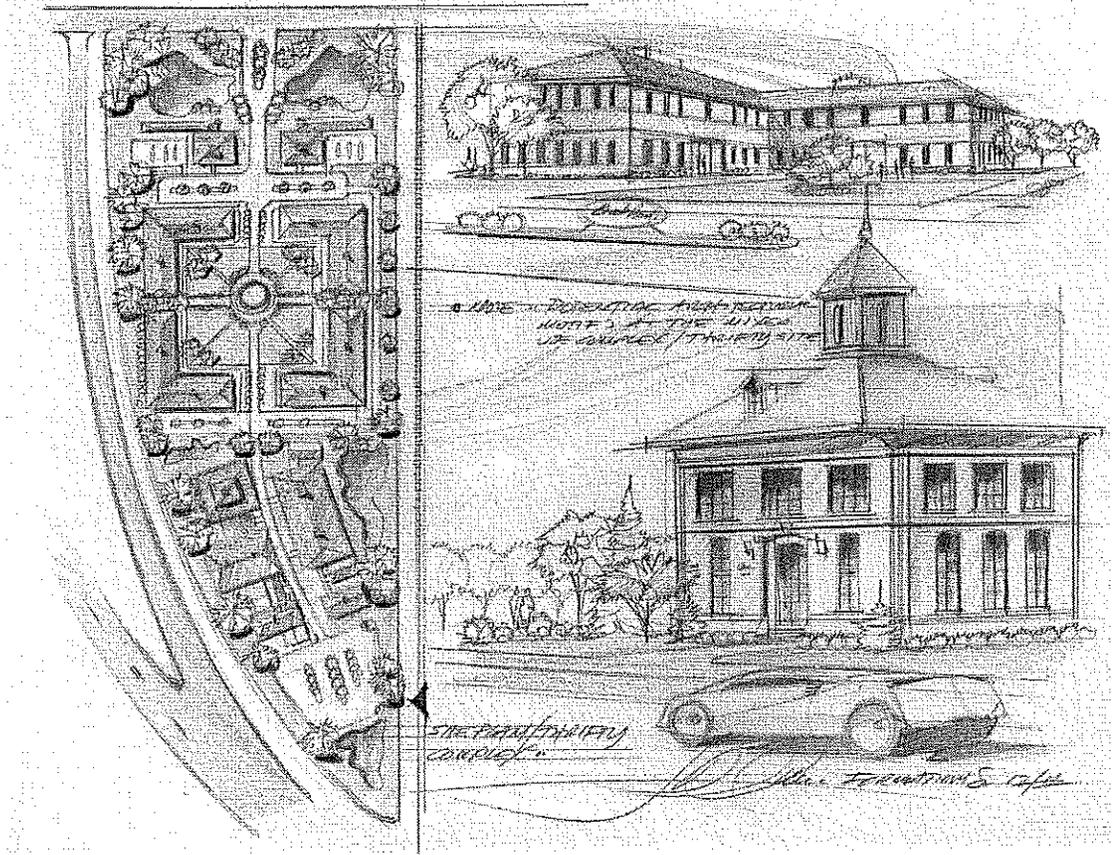
imagery indicated that some areas, especially Brookgate, may be "over parked" for its current use, and could possibly have their parking areas reduced by as much as 30%. Freeing up these areas could allow the corridor to accommodate additional economic growth and property valuation that would be beneficial to residents, businesses and property owners. The site could also be reconfigured to provide for more human interaction, greening, increased densities and mixed uses.



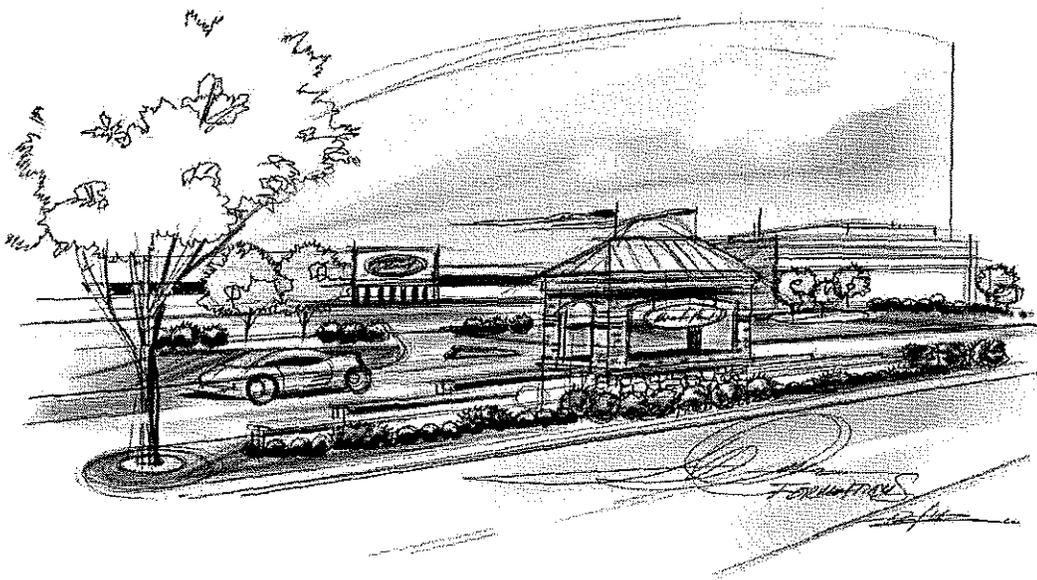
Above: Brookgate Shopping Plaza reconfigured with less impervious surfaces, increased mixed uses, and more social interactivity and green spaces.



One primary area that should have its land uses revisited could be the portion of Snow Road adjacent to I-71. Currently home to lower density multi-family on Snow/Glenway, and parking-dependent land uses on Snow/Engle, these uses may be underutilized and better suited to accommodate higher density multi-family and other planned mixed uses.



Most importantly, the promotion of the Snow Road corridor may occur over time simply from the business community and local economic interests understanding information that the Market Analysis made apparent, and that there are “opportunity gaps” in many merchandise lines in the community. This is forcing many residents to shop outside the community, instead of a better suited location like the Snow Road commercial corridor. Strategies to help promote this Concept Area can be found in the Economic Development Section.



The median on the Snow Road Corridor, adjacent to the Ford site, could be improved and accentuated with additional landscaping and signage.



### Update the Zoning Ordinance and Map

Brook Park's zoning ordinance and map should be considered for a future update to include recommendations included in the Master Plan. Issues to address could include:

1. Streamline the number of zoning classifications. Brook Park currently has 26 zoning classifications. Many of these zoning districts have overlapping similarities. It is possible that the Snow Road Commercial Corridor from W.130 to I-71 (as identified on the Concept Areas map) could be one zoning classification.
2. Clean-up the zoning map. It has not been updated since 2002 and many areas along major corridors have commercial land uses but are zoned U1-A3 Residential. Other inconsistencies on the map exist in other locations as well.
3. Upzone certain areas to support more mixed-use activities.
4. Utilize overlay districts that help promote planned development and redevelopment, gateways, visual aesthetics and pedestrian friendly amenities.
5. Visualize the zoning process by displaying zoning regulations and design goals with pictures and renderings.

### Promote Infill Development

Infill refers to development that takes place on land within built-up areas that have been passed over for various reasons during previous development phases and have remained vacant or underutilized.

Infill incentives can produce new housing units, reduce blight, preserve open space, reduce traffic, and encourage retail development that serves the needs of existing residents. There are currently a variety of locations in Brook Park that can accommodate infill residential development.

Brook Park can encourage infill development as part of a strategy to revitalize and bring new activity to older neighborhoods. This type of development can also provide opportunities for the construction of multi-family housing, a land use that is limited in the community. Infill development can range from construction of single-family housing on one or two adjacent lots, to an entire block containing mixed residential and commercial uses.



Careful design, with particular attention to enhancing compatibility with surrounding buildings, parking, and traffic problems, will help to increase neighborhood acceptance. There are a variety of methods Brook Park could use to encourage infill development. Some of these methods are:

- Prepare an inventory of potential infill sites and making it available to developers, area real estate agencies and residents;
- Work with surrounding property owners to generate ideas and acceptance;
- Sponsor a workshop for developers to demonstrate infill development opportunities and tour potential sites. The type of development required on small infill parcels may be unfamiliar to some developers;
- Adopt flexible zoning and building regulations which allows for increased density, increased height requirements, and the development of irregular or substandard infill lots;
- Allow mixed uses for infill developments which may enhance the economic feasibility of projects;
- Assist in the consolidation of infill lots into larger, more easily developed sites. Assembling large parcels can be difficult if there are different owners who may be holding out for higher prices.

#### Encourage the Use of GIS Technology to Promote Planning and Development

Several new tools, like geographic information systems, exist that may be beneficial for City Officials to help promote growth and redevelopment, and assist with zoning issues and neighborhood revitalization. The use of this technology could be expanded so that residents, the planning commission, and other individuals and groups can use the systems to access specific information concerning their property, school district, and other information.

GIS could be used to assist with issues such as:

- Compiling a detailed database of properties/assets in the City
- Identify nonconforming lots and uses
- Maintain/update maps of vacant land and properties for sale or lease
- Building code, property, and nuisance violations
- Capital improvements
- Infrastructure in need of repair

#### Encourage the Development of Neighborhood Associations

In the battle to help promote neighborhood quality of life, the use of neighborhood groups should not be overlooked. They could be active assisting City officials on activities and decisions that affect their neighborhoods.

Many residents noted a preference in the community survey that maintenance of private properties and code enforcement were needed in their neighborhoods. With budget and staff cuts at the City, private efforts could help make the job a bit easier and result in greater impact and more successful enforcement.

The partnership proposed to be created in the Housing chapter could work with the building/zoning department, the City's beautification committee, and other interested parties to identify all rental units within the various neighborhoods so that the City can properly address issues related to rental housing. Per H.B.294, which went into effect Sept. 28, 2006, all rental property owners must register their contact information with the County Auditor. The neighborhood groups could assist the City to ensure that the rental property owners are abiding by the law and report all rental properties to the County Auditor.

The neighborhood groups could also work closely with their Ward Councilperson and the City's Police Department to enhance existing Block Watch groups, or to start new ones, until every neighborhood in the City is covered. The City could earmark a small pot of funds to support the neighborhood groups with mailings, newsletters, flyers, announcements, and other communication and administrative tasks.

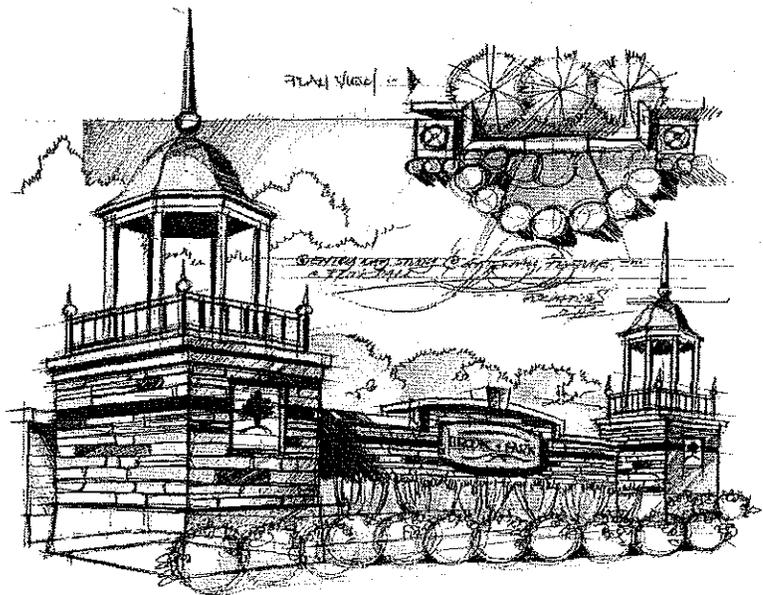
Promote Brook Park Using Effective Banner, Way Finding, and Gateway Signage  
Improving the visual appearance of Brook Park ranked highly for those that participated in the community survey and planning process. One inexpensive method to improve the look of the community is through the use of gateways and signage.

Currently, visitors can enter Brook Park from several fronts, most of which have basic green sign or the official Brook Park pole mounted sign. The Plan supports enhancing the gateways from 20 different entrances into the community (See *Map: Concept Areas*).

The City's gateways should be revisited and updated. The condition of gateway areas is also closely tied to residents' sense of pride and the lasting identity of a place.

Some possible themes could include a transportation-related theme based upon the City's rich heritage linked to planes, trains, automobiles, and astronauts!

Each potential location will need detailed analysis to ensure driver's site lines are not blocked, vehicle safe zones are respected and to



These large-scale monuments could be placed at key entry points into the City.

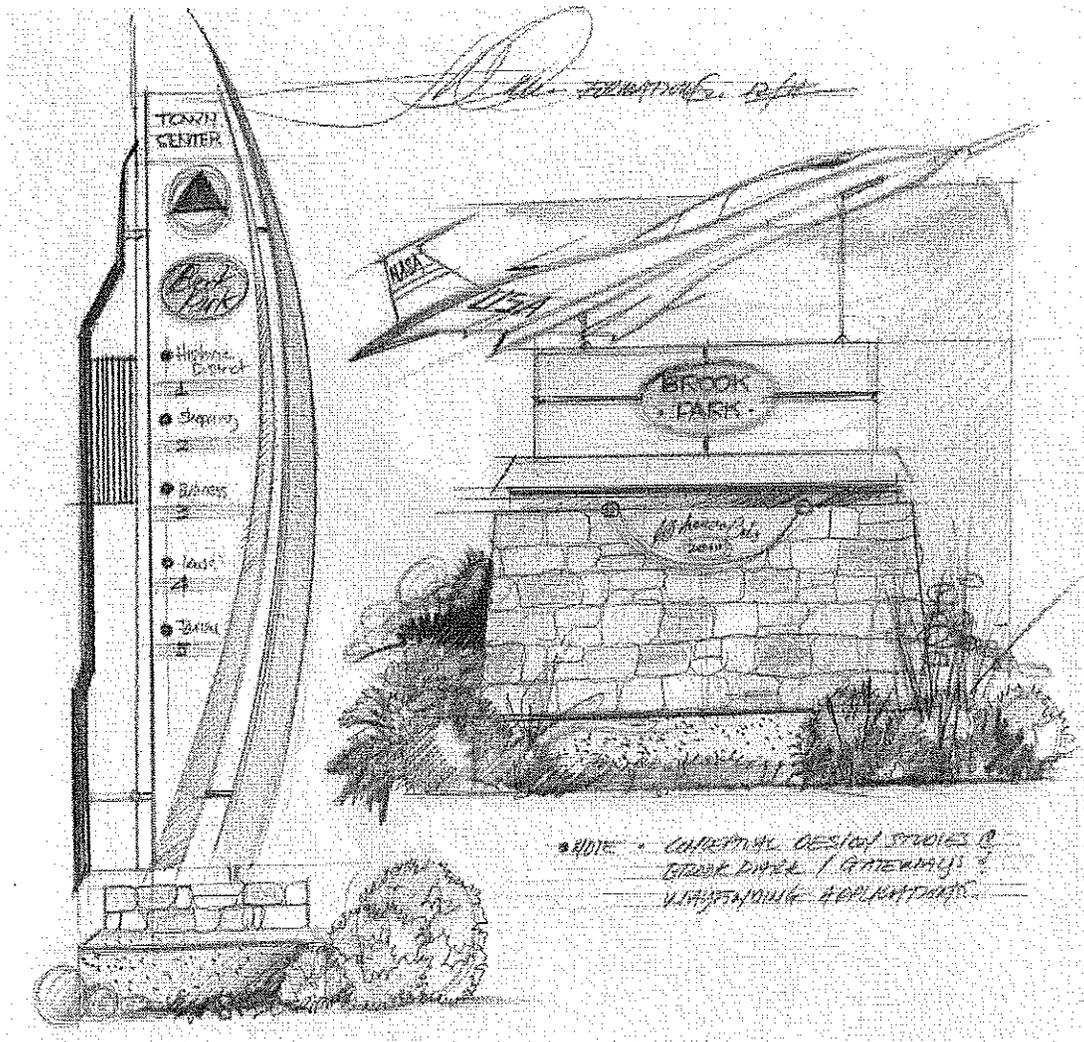
avoid existing utilities.

Small and medium-scale monuments and way finding signage could be placed at key entry points and other key neighborhoods throughout Brook Park. These provide a consistent theme and help give residents and visitors a sense of place and location.



Brook Park Way Finding and Small Monument Gateway Example #1

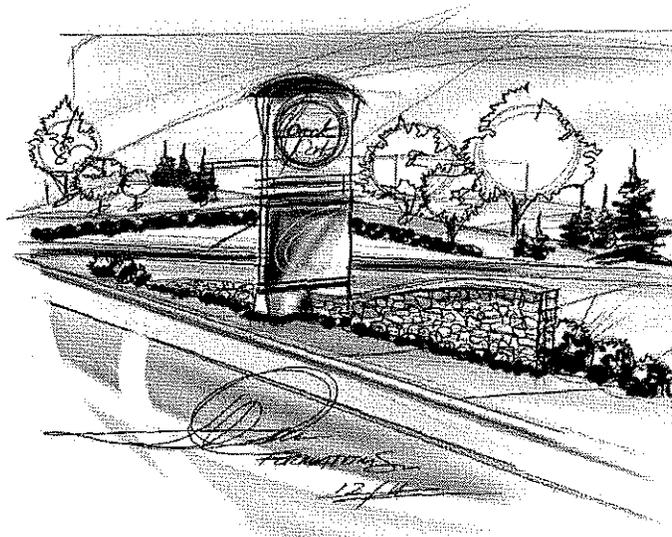




Brook Park Way Finding and Small Monument Gateway Example #3

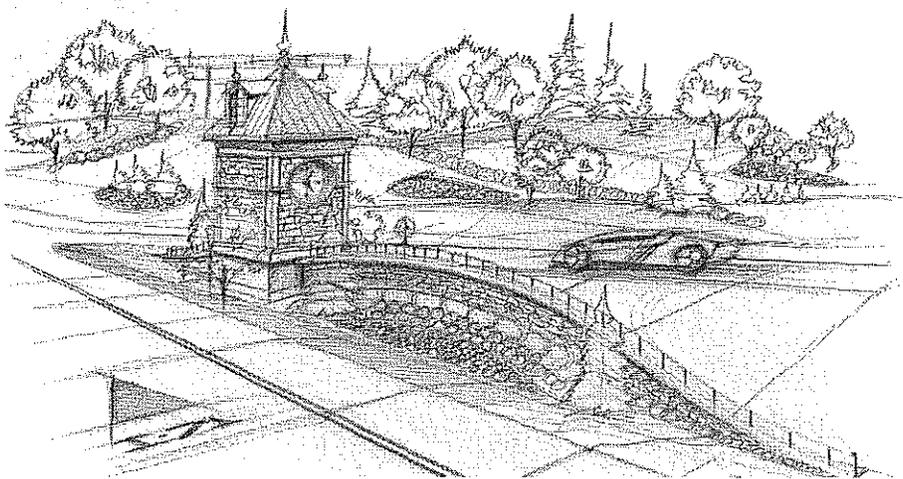
### Develop an Interstate Beautification Plan

The impression that visitors get from Brook Park from the images off of I-71, I-480, and SR 237 are very important to the community's overall marketability. The City, in conjunction with the beautification committee and other interested parties, should embark upon an effort to incrementally enhance the aesthetic and visual characteristics of the City's periphery as seen off these major corridors. A combination of greening and landscaping, mounding, fencing, signage, and increased code enforcement could be used.



### Encourage the "Complete Streets" Model into Future Redevelopment

Another issue with which the City struggles is access management along major transportation corridors. A major contributor to traffic congestion is the abundance of driveways feeding onto major road corridors, each introducing turning movements that not only slow traffic but create multiple conflict points and can result in a higher incidence of traffic accidents.



While the automobile will continue to be the primary source of transportation for years to come, City officials can make strides to offer improved transportation alternatives that will help to maintain road capacity, decrease demand for new parking, improve pedestrian design elements, and create opportunities for healthy lifestyles, such as walking and biking.

Future land use and zoning decisions should consider enhancing the transit-friendly environment through promoting Transit and Pedestrian-Oriented

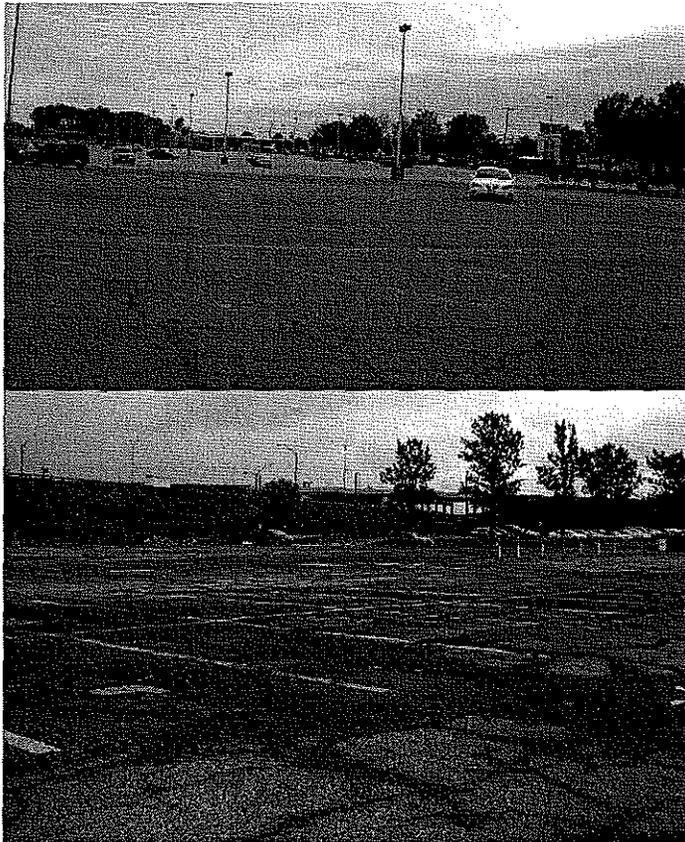
Development (TPOD) standards, especially within the Brookpark Road, Snow Road, Ford Forward, and Community Core concept areas.

TPOD should be used when and if resources are available or redevelopment at these locations makes it possible. Future redevelopment and building design along Brook Park's main thoroughfare routes should support pedestrian connectivity and future transit services by increased intensity of development, improved pedestrian connections and appropriate locations of buildings, and flexible parking standards.

Sites should be designed so that multiple buildings are oriented to each other and focus toward pedestrian connections. Surface parking should be located to the sides and back of buildings in a manner that still offers convenient vehicle parking without becoming the dominant feature of the site.

#### Encourage Less Impervious Surfaces

Impervious surface refers to anything that prevents water from soaking into the ground. Common examples include roofs, driveways, sidewalks, streets, and parking lots. It is important for Brook Park to consider the reduction of impervious surfaces during the development or site planning process to help alleviate issues caused from storm water and other sewer issues.



Because impervious surfaces do not allow water to soak into the ground, the amount and distribution of these surfaces can promote flooding, ruin water quality and increase storm water management costs. During storms, excess water flows across impervious surfaces and sweeps these pollutants into the Abrams and Big creeks and into the watershed.

The method of "Low Impact Development" could be used to help in reducing impervious surfaces. LID is a comprehensive land planning and engineering design approach that works well in highly urbanized areas and offers a wide

variety of structural and nonstructural techniques to provide for both runoff quality and quantity benefits.

Land use methods that emphasize the saving of green space and the redevelopment of existing urban regions, can utilize LID to promote infill and redevelopment in areas that would otherwise be inappropriate for conventional site design. In addition, the full LID process starts with many of the same conservation and impact minimization principles inherent in other strategies.

#### Promote Neighborhood Commercial Land Uses

Brook Park has dotted throughout the community neighborhood commercial land uses. These areas, like those present at the intersections of Holland/Engle Road and Smith/Sheldon Road, play an important role in neighborhood quality of life by helping to promote human interaction, healthy lifestyles, and reducing street traffic. These uses could be targeted by a variety of programs that help to promote their attractiveness, viability and usage.



Some of these areas may be currently underutilized and could be redeveloped to provide for a larger building footprint, less parking, and smaller setbacks from the road. This could provide for additional commercial and retail diversification, such as local small scale grocery stores.



One such entity, the Healthy Corner Stores Network (HCSN), has developed a business model around these commercial nodes supporting efforts to increase the availability and sales of healthy, fresh, affordable foods through small-scale stores. It is very similar to Cleveland's Nutrition Initiative.

## Section VI: Housing

### A. Introduction

Neighborhoods are the building blocks of Brook Park. Over the next ten or more years, pressures created by changing demographics could require a modification of the existing housing composition to meet the needs of future residents, young professionals without families, and seniors that want to age-in-place. Also, a lack of property maintenance by some property owners could pose a threat to the integrity of neighborhoods. Additional resources for code enforcement may be necessary.

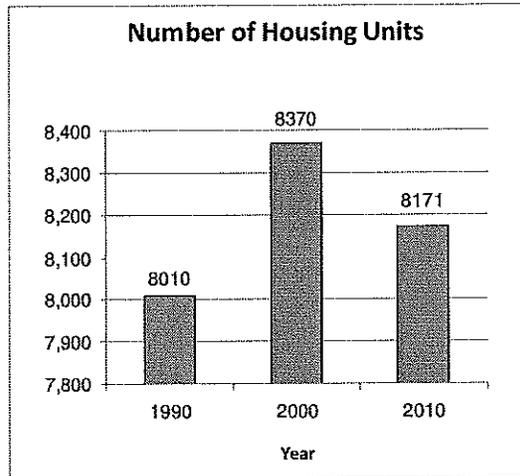
The City of Brook Park may have little or no control over many of the factors that affect housing prices, including national and international economic trends, private lending practices, interest rates, labor and materials costs, and other factors that are subject to change. However, some predicted housing trends may be beneficial to some of Brook Park's neighborhoods. They are:

1. First-time home buyers will continue to account for a larger than normal share of home purchases as potential repeat buyers wait to regain some of their equity before jumping back into the market.
2. Repeat buyers who are in the market generally have less equity to roll over and will be more judicious about the price of their next home. Smaller down payments will push buyers to purchase smaller homes, perhaps with fewer upgrades as well.
3. House prices will recover eventually and housing equity will grow but many potential home buyers will remember the first ever national experience in house price declines and will be less motivated to purchase because of appreciation and more because of actual need.
4. Home buyers are growing more concerned about energy use and environmental sensitivity. The heightened concern for "green" homes will give an advantage to new homes over existing homes but will push buyers to consider less space as one very straightforward way to reduce energy use.
5. Younger home buyers are showing preferences for more compact housing, more dense neighborhoods that are closer to entertainment and recreation opportunities.

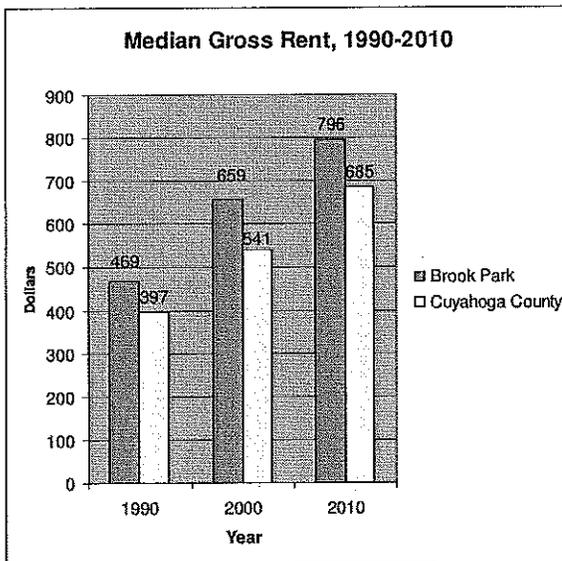
Brook Park can exercise clear control in promoting safe and tranquil neighborhoods by developing innovative zoning regulations and tools. This Section outlines a variety of techniques that can be used to assist in this goal.

## B. Planning Issues and Trends

From 1990-2000, the number of housing units in Brook Park increased by 360, but decreased from 2000 (8,370) to 2010 (8,171) by 199 units. This is primarily due to the units that were purchased and demolished by the City of Cleveland under the residential acquisition program for purposes of the Airport expansion or demolished by the City.



Over the last decade, the percentage of vacant homes in Brook Park has doubled, from 2.1% in 2000 to 4.6% in 2010. According to the 2010 Census, the County residential vacancy rate is 12.3%



Gross rents in Brook Park have exceeded countywide rent averages since 1990, which is generally a good reflection on the demand of apartments and multi-family housing units in Brook Park. In 2010, gross rent was \$796, compared to the county average of \$685.

The lack of available land resources has constrained residential development in Brook Park over the last decade. However, some examples of residential development have occurred. The Neeley Phase II development, starting in 2006, was completed in 2010 with 47 new

homes constructed. Fireside Builders also began their new 14 home subdivision. Another great example of infill residential development, Engle Court, is directly across from City Hall on Engle Road.

In 2010, there are approximately 80 homes in foreclosure and 30 homes that were vacant and/or abandoned. This was a slight increase from 2009 when there 65 homes fell into foreclosure and 25 home were vacant. A parcel review of residential foreclosures over the last five years indicates that the foreclosures have been equally dispersed throughout the community and not confined to particular neighborhoods.

In 2011, 36.3% of Brook Park's households were classified as "low-to-moderate" (LMI) income households, as compared to the Cuyahoga County average of 29.5% or the City of Euclid's LMI average of 47.3%.

Although Brook Park neighborhoods have not been completely insulated from the national housing crisis, it does benefit dramatically from the fact that an estimated 60 – 70% of its homeowners are mortgage-free. This has helped the community greatly to reduce the various residual effects of the mortgage and lending crisis that still ensues in many communities in Cuyahoga County and nationally.

Heavy flooding from rainfall was problematic for several neighborhoods over the last year, and homes located on Champaign, Doris, Engle, Hummel, Lindmont, Michael, Robert and Shelby were witness to bad flooding. Homes along Sheldon Road at Abrams Creek also were witness to flooding issues.

### C. Strategies

#### Continue to Ensure Neighborhood Quality of Life

Brook Park cannot thrive unless its neighborhoods do. Thriving neighborhoods are supported from a variety of policies and programs that work in unison. Programs that help promote affordable mixed-income housing, targeted property tax incentives, pedestrian mobility, and local employers, and provide access to community and transit services all are vital ingredients in keeping and attracting a diverse group of residents.

#### Promote Building and Maintenance Standards and Enforcement

Brook Park should continue to utilize its existing building and property maintenance codes. Brook Park's building department is busy ensuring neighborhood quality and heightened building standards including interior and exterior point of sale inspections, and also rental inspections to promote neighborhood quality of life and improve property values. However, some residents indicated during the planning process that they wanted more inspection activity in their neighborhoods.

For this to occur, the City may want to pursue the feasibility of increasing the resources for additional inspection activity, as there are currently only two inspectors for the entire community. A more interactive and proactive inspection approach may require the City to enlist the assistance of neighborhood associations, volunteers, private contractors, or hire additional inspectors.

#### Continue to Utilize the Cuyahoga County Land Bank

In 2008, Brook Park City Council approved joining the Cuyahoga County Land Bank, a land reutilization program that gives the City direct control over the maintenance of abandoned properties.

As part of the program, a list of abandoned homes would be generated by the county, and City officials would then select homes of interest. If those properties are not bid on in two rounds at Sheriff sales, the City can acquire them after paying back taxes.

A major key to a land bank is that the program provides a faster timeline to take troubled properties and turn them around. What normally takes up to two years, the land bank can acquire tax-foreclosures properties in a shorter period of time. Through its authority, the program can erase debt on property titles.

It can acquire, manage and dispose of vacant lots across the County. It can purchase tax-delinquent property wholesale from banks and other similar companies, turning them into community gardens, water-retention areas that absorb runoff and ease the burden on storm water systems or create urban parks. The program could be used to allow Brook Park homeowners and neighborhood associations to acquire land next to them that they can use as side yards, turning an eyesore into a potential community garden or other neighborhood benefit.

#### Utilize the Community Reinvestment Area Abatement Program to Spur Neighborhood Reinvestment

The City should continue to utilize the community reinvestment abatement program to spur residential investments in areas where reinvestment is encouraged. To help promote the revitalization of certain neighborhoods, it is recommended that this abatement tool be used, although judiciously, to promote several of the redevelopment ideas generated in this Plan, and possibly to spur the selective development of multi-family land uses and/or the revitalization of older multi-family land uses.

#### Promote Neighborhood Traffic Calming and Quiet Zones

The intent of traffic calming is to reduce the speed and volume of traffic to levels acceptable for the functional class of the street and the nature of the neighborhood. Traffic calming measures are meant to be self-enforcing as opposed to traffic control devices such as stop signs and speed limit signs, which are regulatory and require enforcement. Elements of such an approach may include traffic roundabouts, narrower streets, curves, shorter blocks, table-top intersections and other measures. The City should establish guidelines for the use and appropriate selection of traffic calming measures, identify priority streets for their application, and redirect truck traffic away from residential neighborhoods.

Brook Park officials should also continue to work with CSX officials in setting up rail "quiet zones" when and where feasible. Officials are currently working on establishing a quiet zone at the rail crossing area near Middlebrook and Holland Road.

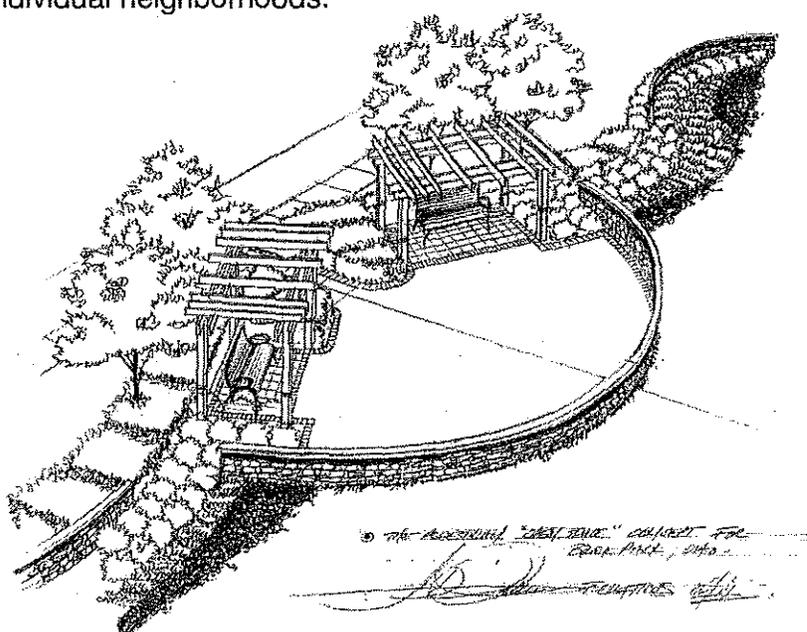
### Promote Neighborhood Character

Brook Park's neighborhoods are the fundamental building block for developing and redeveloping residential areas of the City. These residential areas should be developed, redeveloped and revitalized as cohesive sets of neighborhoods, sharing an interconnected network of streets, schools, parks, trails, open spaces, activity centers, and public facilities and services.

Signage has a great impact on Brook Park's visual attractiveness. Creating aesthetically pleasing neighborhood gateways can help to promote neighborhood pride. These can be designed around decorative signage, special street tree plantings or street pavement treatments that provide a sense of arrival and distinction for individual neighborhoods. Some amenities in neighborhoods, like pocket parks and seating, could also be added.

New landscape requirements should provide enhanced guidelines for setbacks and the screening and buffering of commercial and other non-residential land uses from neighborhoods.

The City could also consider creating additional linkages to parks and recreation facilities, and other key areas of the City with way finding and signage, and bike lanes and trails.



Existing neighborhood seating areas could be improved to encourage more interaction and design elements.

### Create a Housing Trust Fund to Promote Neighborhood Revitalization

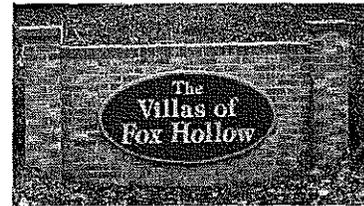
A housing trust fund could be pursued to help promote a variety of housing needs in Brook Park. Most housing trust funds provide for many diverse uses, although most housing trust funds are used to support affordable housing. These funds can be used for acquisition, new construction, rehabilitation, emergency repairs, housing-related services, adaptive re-use, accessibility modifications and more. While less common, some trust funds make dollars available for foreclosure prevention and mixed-income and mixed-use developments.

Revenue sources for a housing trust fund could include:

- Registration fees (e.g., application fees for municipal programs, permit and registration fees, demolition and conversion fees, abandoned and rental registration programs)
- Possible creation of additional conveyance fees (e.g., real estate transfer tax, document recording fee, excise tax)
- Developer fees
- Property taxes, sales taxes, hotel/motel taxes
- Tax increment funds from redevelopment districts
- Payments in Lieu of Taxes (PILOTs)
- Repayments on various loan programs and other kinds of program income
- Interest from government-held and market-based accounts

#### Increase Housing Diversity

Some of Brook Park's neighborhoods consist of small housing units that may not provide the space needed by today's homeowners. To accommodate this need, it may be possible to modify the existing building and zoning code to adjust the minimum square footage for residential units, among other requirements to provide for "upsizing." The problem coming from this is the number of smaller lots that are unable to have larger homes built on them. New zoning requirements can be implemented to create a more diverse housing environment.



Also, a variety of senior housing options will become more important as the baby boomers age in Brook Park and the region and change the demographic makeup. At some point, every community needs to encourage and accommodate attractive housing types to this portion of the market to prevent residents from "moving out" to find desirable housing that meets their needs.

The housing stock should also be diverse enough to provide residents the ability to downsize. However, these types of residents, albeit looking for a smaller housing unit, may still crave the amenities of their former larger home.

#### Utilize Federal and State Programs in Conjunction with Local Resources to Promote Targeted Neighborhood Improvements

The City of Brook Park utilizes numerous local and county programs to promote neighborhood redevelopment. In addition to these programs, local leaders often embrace the residents of various neighborhoods using grassroots efforts and public meetings.

The following programs are available and/or utilized in Brook Park:

- Community Development Home Program for Senior Citizens (Adopt-A-Senior): A one-time income-based program that provides local home improvement grants for Senior Citizens.
- Home Enhancement Loan Program (H.E.L.P): Home loans 3% below market rate for alterations, repairs, maintenance or improvements. There is no income qualification and includes single-family, two-family, and multi-family dwellings. Single-family and multi-family dwellings can be valued up to \$250,000.00 and there is no value limit on multi-family dwellings. Loans can be used to correct code violations and to upgrade properties. The program is offered by the Cuyahoga County Treasurer.
- Housing Rehabilitation Loan Program: Low interest loan program that is income-based, allowing homeowners to make a variety of home repairs. This program is offered through the Cuyahoga County Department of Development.
- Senior Deferred Loan Program: Low interest loan program for senior citizens 62 or older who meet eligibility and income criteria. The loan is deferred until the title transfers. This program is offered through the Cuyahoga County Department of Development.
- Housing Emergency Loan Programs: Low interest loan that is income-based and designed to fund repairs for health-related water and sewer problems. This program is offered through the Cuyahoga County Department of Development.
- Energy Assistance Program: Assistance to income-eligible households to help pay energy bills.
- Down Payment Assistance Loan Program: Income based program to help pay the down payment on a home for those who have not owned a home in the past three years.
- The Home Weatherization Assistance Program: Provides free energy efficiency improvements to eligible homeowners and renters at no cost to the household. This program is offered through the Cuyahoga County Department of Development.
- The Cuyahoga County Lead Safe Program: This program provides grant funds to eligible low-and-moderate income homeowners and renters to make their homes a lead safe environment for young children. This program is offered through the Cuyahoga County Department of Development.
- Homestead Exemption: Lowers property taxes for homeowners 65 and older or those permanently disabled. This program is offered through the County Auditor.

#### Utilize Neighborhood Organizations

Neighborhood groups could be active at the administration level on activities and decisions that affect their neighborhoods.

The neighborhood groups could work with the Building Department staff to identify issues and concerns, and suggest solutions to the City. Residents that participated in the community survey during the planning process noted a strong desire to have additional code enforcement in their neighborhoods. Private efforts could help make the job a bit easier and result in greater impact and more successful enforcement.

This new partnership could work with the designated city departments to identify all rental units within the various neighborhoods and ensure the rentals are properly registered.

Neighborhood groups could be engaged to work with their elected officials and the Building Department to provide input on the activities in the various neighborhoods. These neighborhood groups could work not only with City officials, but also with the School District; businesses, churches and agencies within their neighborhoods; civic and fraternal groups in the community; the city's police, parks, electric, streets, and utilities departments; local banks (which have federal Community Reinvestment Act requirements to meet); and residents of the neighborhoods. The City could earmark funds to support the neighborhood groups with mailings, newsletters, fliers, announcements, and other communication and administrative tasks.

#### Promote an Elder-Friendly Community

The 2010 Census confirmed once again that the Brook Park's median age is increasing. Brook Park's median age is now approximately seven years higher than the national median age of 37.2. This demographic shift and changing values is expected to increase demand for pedestrian-friendly, mixed-use communities in both urban and suburban settings. This will be especially true in Brook Park.

As the American population ages, the next 10 years are critical for senior housing and services. According to the Administration on Aging, from 2010 to 2030, the U.S. population aged 65 and over is expected to grow by 75 percent to over 69 million. Many will live longer, have more education and have more financial resources than any previous senior generation, so it is imperative that Brook Park's housing and zoning policies be modified to address these living patterns.

During the planning process, the discussion ensued about providing Brook Park residents with more options to remain in the community and "age in place." Getting to this point will ultimately require that residents can attain housing units that meet their needs. It will also occur by examining four critical areas: community design, neighborhood services, business practices and social and health services.

## **Section VII: Community Services and Facilities**

### **A. Introduction**

The variety of community services and facilities the City of Brook Park provides its residents and businesses provide the general basis for its existing quality of life. While parks and recreation opportunities provide residents and employees with an outlet to embrace healthy activities and spend “quality” time with family and friends, the several safety services ensure that residents and businesses can be relatively sure that assistance is nearby in times of need. Most important in defining Brook Park’s quality of life and preserving the City’s link to prosperity is its school district. Brook Park has a rich heritage of providing its residents with good, clean educational facilities and well-trained teachers and educational staff. A good school district indirectly assists in the funding and provision of many other community services and facilities because it’s key to attracting new families.

A discussion of these services and facilities in the Master Plan is important because they provide the skeleton for servicing the community (water, sewer) and because land use and changes created by land use impact the community’s services and facilities. Growth and redevelopment tends to follow the location and quantity of public services and the effectiveness of the schools. In the future, the planning of community services and facilities should be coordinated with economic development, housing, transportation, and land use trends.

### **B. Planning Issues and Trends**

Because “quality of life” is often an important factor in retention and relocation decisions of residents and businesses, the City of Brook Park has a clear interest in ensuring that the several services and facilities that assist in promoting Brook Park’s quality of life are properly planned and implemented. Ensuring that the several layers of infrastructure is in functional condition and properly maintained is directly linked to this quality of life.

According to the recent community survey that accompanied this Plan and the planning process, most variables that comprise Brook Park’s quality of life are well regarded by residents. (see Chapter: Community Survey). Almost 90% of survey respondents noted their quality of life in Brook Park was either “good” or “excellent.” Some of the trends of the various community services are:

#### Berea City School District

As the third largest school district in Cuyahoga County, the Berea City School District provides an outstanding education to the students in the communities of Brook Park, Berea, Middleburg Heights and part of Olmsted Falls. The district currently has over 7,500 students with two high schools, two middle schools, seven elementary schools and a special needs school on the campus of the

Berea Children's Home. The preschool and community education programs are among the largest in the state.

The Berea City School District has been rated "excellent" by the State Board of Education, and has received numerous local, state, and national awards, and it is consistently ranked in the Top 100 districts in the nation for music education. Because of recent state funding cuts, in addition to increased local and transportation costs, the school district has placed a levy on the ballot several times in the past few years to replenish its coffers. The November 2011 levy failed and the school administration is currently deciding which services and programs will need to be reduced or eliminated.

### Fire Department

The Fire Department offers excellent fire protection, as well as 24-hour emergency ambulance service; the rescue squad operation is a Paramedic Unit, staffed by State Certified Paramedics. All ambulances have the capability for voice and data transfer communications with emergency room physicians. The emergency department of Southwest General - University Hospital provides medical direction and patient care protocols. The Emergency Medical Service department of the hospital coordinates medical education for the Fire Division members. Transportation is available to Southwest General Health Center, Parma General, Fairview General and Kaiser Permanente Hospitals.

All division members are state certified firefighters. Twenty-six members of the division are certified at the level of Paramedic with the remainder certified at the Emergency Medical Technician level. The Brook Park Fire Department responds to more than 2500 emergency calls annually. Several Fire Division members are certified instructors and assist in training programs for local professional and civic groups.

The Fire Department regularly inspects all commercial buildings in the City for fire and safety hazards which include the Ford Motor Engine facility, and NASA's Glenn Research Center. There are two members assigned full time to fire inspection and investigation. It also works closely with area fire departments through mutual aid agreements, and is also part of the Regional Technical Rescue Team, comprised of nineteen communities. This highly trained team called the Southwest Emergency Response Team or S.E.R.T. consists of professionals that specialize in hazardous materials, high angle rope rescue, confined spaces, trench rescue and water rescue.

An annual fire hydrant maintenance program is conducted each Spring. This includes flushing, greasing hydrants, and their caps and stems. This program insures that the hydrants are in working order and that the water available from the hydrant is of sufficient quantity should a fire occur nearby. Daily updates on the fire department can be found on the Internet or on Twitter.com at BrookParkFire.

### Police

The Brook Park Police Department has approximately 40 or more sworn officers serving the community. They teach Drug Abuse Resistance Education (D.A.R.E) and seat belt safety programs in the school system. They also offer crime and prevention and awareness programs for community groups, and provide safety education to preschoolers in the John J. Walsh Safety Town.

The Police Department utilizes innovative technologies, including visual imaging, mobile data terminals, laser speed detection, computerized data collection survey station/animation package for accident and crime scenes and computerized dispatch. The Department has accident "reconstructionists" and evidence technicians who have advanced specialized training. Many community policing to aid first responders, speed trailers, residential speed enforcement and sign campaigns, neighborhood water and Project Safe gunlock programs.

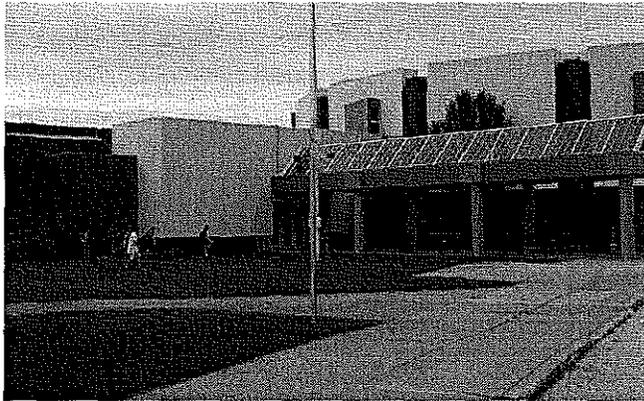
### Library

The Cuyahoga County Library, Brook Park Branch, is located next to the City Hall complex at the corner of Engle Road and Sylvia Drive. An interior renovation was completed in 1996 and houses approximately 85,000 books and 19,000 audio-visual materials.

### Recreational Services

Brook Park is a strong recreational community, reflected by the 125,000 square foot Community Center, 11,000 square foot Water Park and 13 parks and playgrounds. Five of these parks are full-service parks, which feature running tracks, rentable pavilions, ball diamonds, restrooms, playgrounds, horseshoe pits and basketball, bocce and sand volleyball courts.

The Community Center includes a multi-purpose community room with stage, two wood-floored gymnasiums, a four-lane elevated track, indoor diving and eight-lane competition pools, a cardiovascular exercise room, a free-weight room, separate steam/sauna/whirlpool facilities for men and women, family changing rooms, a snack bar, game room and additional meeting rooms.



The outdoor Water Park is complete with a snack bar, separate bathhouses, waterslide and wading pool. A variety of year-round activities are offered for all interests, from organized team sports to educational, craft, and exercise programs. Community activities like Community Days and other holiday events

are also planned by department staff. Recreational programs for residents ages 60 and up are assisted by the Office of Aging and our Senior Club.

Utilities

The City’s infrastructure provides a basis upon which all other community services can be provided. The utility services that it provides to its various residential, commercial, and industrial end-users are a critical element to the progression of overall quality of life, economic development, and public health and safety.

Because Brook Park’s evolution as a community primarily peaked in the 1970s, a majority of its water and sewer/storm utilities and road infrastructure is dated. Approximately 96% of the City’s water lines were rated in fair, poor, or critical condition, while 88% of the waste water lines were rated in the same condition. Almost 60% of the City’s roads and 71% of culverts, used to allow water to pass underneath a road, railway, or embankment, were rated in fair, poor, or critical condition. Storm water and wastewater facilities, due to recent improvements, are in better condition.

According to the most recent report filed with the Ohio Public Works Commission, the City’s infrastructure was rated as follows:

<b>Infrastructure Type</b>	<b>Excellent</b>	<b>Good</b>	<b>Fair</b>	<b>Poor</b>	<b>Critical</b>
<b>Roads</b>	13.1	18.4	35.6	7.3	1.9
<b>Culverts</b>	0	2	4	1	0
<b>Water Lines</b>	8.5	6.2	235	111.7	7.6
<b>Wastewater Facilities</b>	2	5	4	2	0
<b>Sewer Lines</b>	34.8	4.5	10.1	265.4	10.4
<b>Storm Water Lines</b>	24.7	263	23.2	24.7	0

Source: 2011 Capital Improvement Report, Ohio Public Works Commission

The City has incrementally worked to improve its infrastructure. More recently, the City has undertaken several large scale storm and sanitary sewer projects that included:

- Smith/Hummel Road Sanitary Sewer Project. This \$1.4 million dollar project improved the storm water infrastructure in this area to address neighborhood flooding issues. The project was completed in 2010.
- In 2010, the first phase of the West 150<sup>th</sup>-Brookpark Road project began that connected the 60 inch waterline on Brookpark Road with an interceptor line on the north side of I-480. The second phase of the project will place a new line between Hummel and Brookpark roads.

Other planned storm water improvements include:

- Smith Road Sanitary Relief Sewer phases 2 & 3. Over \$9 million will be spent improving these facilities over the next two to three years.
- A \$3.7 million dollar retention basin at Wedo Park.
- Cleaning of Kolleda Ditch, also known as Countryman Creek, to improve the flow of storm water between Hummel and Brookpark roads.

To help mitigate flooding issues in Brook Park, the Northeast Ohio Regional Sewer District developed a storm water assessment program in 2010. As part of the program, property owners will begin paying \$4.75 per month in 2011.

It is anticipated that revenue generated from this fee could help to improve this infrastructure and minimize flooding and other environmental hazards to Abrams and Big Creek, improve the Puritas storm water basin near W.140<sup>th</sup> Street, and to possibly construct a storm water retention basin at Wedo Park.

In 2005, the City of Brook Park received a Transportation for Livable Communities Initiative (TLCI) Grant to provide thoroughfare recommendations to issues on Engle Road, from Snow Road to Hummel Road. Eight alternatives were developed, all with the intention to improve the outdated road configuration, improve safety and pedestrian connectivity, and promote future economic growth.

Recent and planned roadway improvements include:

- Resurfacing Brookpark Road, from 1000 feet west of SR 237 to the City's eastern boundary. This project began in 2011 and will be completed in three phases which will include asphalt milling and resurfacing, catch basin and curb repair, and base paving repair. The project cost is estimated at \$3.3 million.
- Eastland/Sheldon Road Improvements
- West 150<sup>th</sup> road widening
- West 130<sup>th</sup> Street road improvements
- The resurfacing of portions of Engle and Hummel roads
- The reconstruction of Calvin and Heatherwood streets; and,
- Another \$3 million will be spent over the next five years improving neighborhood streets such as Calvin and Heatherwood.

## C. Strategies

As Brook Park continues to evolve it is important to understand the changing needs of the community. The following strategies outline actions to maintain high quality services that meet the City's evolving demography, economy, and other conditions.

### Develop a Parks and Recreation Master Plan

Park and recreational services are very desirous in the City of Brook Park, with programming and services provided to residents through several methods and facilities. A discussion has transpired in the past concerning the need to update the current community center and other facilities that provide services to youth and seniors.

Recreational programming and the development of recreation programs can be controversial because of the resident's diverse interests. Programming can often be dictated or "pushed" by a small, yet collective population. However, if developed properly, programs can be developed that spike the interests of every resident. To first do so, it is important to engage in an active recreation planning process that assesses needs that are based in demographics as well as interests, as the two are often different and conflicting.

A Park and Recreation Master Plan could include pedestrian and multi-modal design guidelines for all future redevelopment areas. These guidelines could include sidewalks, separated bike and pedestrian paths and trails, and an on-street bike path system.

The City should also continually determine if current services and facilities meet the needs of its residents. City staff could develop and administer a community survey as a means to monitor satisfaction with the level and types of services provided.

### Pursue Additional Funding Avenues

Brook Park officials could seek alternative means and techniques of capital financing, private investment, partnerships, and other available resources for recreational programs when appropriate.

Yearly operating costs for recreational facilities will- at some point in time- exceed the current tax revenue for the Department. User fees may also have to be raised in order to provide the same or heightened level of recreational programs and services in the future.

Citizens have also expressed a desire for additional recreational opportunities including improved pedestrian connectivity, bike lanes, a "face-lift" to some existing parks, and a possible updated recreational facility. An updated or new facility will pose budgetary challenges to the City. The current recreation monies

provide enough funding to make slow, steady progress on maintenance and repairs, while providing staff for programs and services. New recreational facilities will require creative funding solutions.

#### Provide Community Services in an Environmentally-Friendly Manner

As the City continues to grow and develop it should work to integrate environmentally friendly practices when possible. New community facilities should incorporate green technology when feasible, and the City should work to increase energy efficiency in service provision. Existing buildings could be adapted to incorporate more energy-efficient technologies when economically feasible.

#### Maintain an Excellent Educational System

Although the City of Brook Park is not involved with the daily activities and administration of the city's school district, it is clearly in the best interests of city staff to engage district leadership and to collectively pursue opportunities and address challenges. One of the most evident facts in community planning and economic development today is that schools, neighborhoods, and a community's economic vitality are clearly linked. It is important that officials that comprise the Berea School District understand and convey this message throughout their respective communities.

#### Support the Cuyahoga County Public Library

Brook Park should continue to support the library, so it remains an effective institution in the community. It was highly praised by residents during the planning process and in the community survey. Good libraries complement a strong educational system and enhance community-wide access to learning resources. The City should continue to raise awareness of the resources it offers to residents and businesses in the community. The City should continue to coordinate with library staff on planning and development issues to ensure the library is able to meet the needs of the City's evolving population.

#### Align Infrastructure Improvements with the Master Plan

The utility services that the City of Brook Park provides to its various residential, commercial, and industrial end-users are a critical element to the progression of overall quality of life, economic development, and public health and safety. It is very important that if growth/redevelopment is to occur that utility improvements should also be developed in conjunction with the ideas enumerated within the Land Use, Economic Development and Housing sections of this Plan. More importantly, expenditures for capital improvements should be allocated in a planned, proactive manner supportive of the Plan's planning themes and strategies.

#### Promote Additional Infrastructure Planning

Water, storm water, and sewer infrastructure systems in many communities like Brook Park are reaching the end of their functional life. Approximately 40% or

more of the community's infrastructure was reported in adequate or poor condition, according to the most recent report filed to the State of Ohio. Brook Park does not currently have a model of the sanitary sewer collection system. It is recommended that the City pursue the feasibility of completing flow monitoring and develop a model of the system to aid in the evaluation of alternatives to direct additional resources for the removal of other hydraulic limitations in the system. A system-wide evaluation could include cleaning and televising of significant segments of the collection system.

The City does not currently have a model of the water distribution system. It is recommended that the City work with a consultant to complete fire flow monitoring as well as address several other areas of concern. The City could also pursue the feasibility of completing a storm sewer master plan (coordinating with the Northeast Ohio Regional Sewer District) and implement a cleaning program to ensure capacity in the system and to reduce flooding issues.

The City should continue to upgrade its storm water collection system to provide adequate outlets for surface water. Almost 40% of the current storm water infrastructure was rate in fair or poor condition in 2008. To help mitigate flooding issues in Brook Park, the Northeast Ohio Regional Sewer District developed a storm water assessment program in 2010. It is anticipated that revenue generated from this fee could help to improve this infrastructure and minimize flooding.

#### Promote Green Infrastructure

Brook Park could also pursue green infrastructure methods to reduce costs for maintaining and replacing this aging infrastructure.

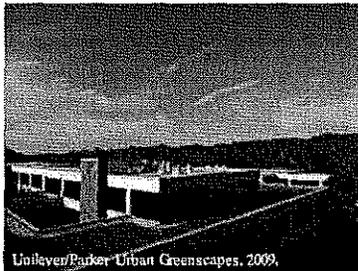
Green infrastructure planning and design approaches help communities reduce demands on existing infrastructure, extend its functional life where possible, and provide cost-effective and sustainable solutions that conserve and protect water resources while improving the quality of life of Brook Park residents and businesses.

This planning endeavor could include a discussion of green infrastructure, an approach to wet weather management that is cost-effective, sustainable, and environmentally friendly. Green infrastructure management approaches and technologies capture and reuse storm water to maintain or restore natural hydrology.

## Green Infrastructure Design Approaches

### SITE

- Green Roofs
- Rain Harvesting
- Downspout Disconnection
- Planter Boxes
- Rain Gardens
- Permeable Pavements
- Vegetated Swales
- Natural Retention Basins



### NEIGHBORHOOD

- Green Parking
- Green Streets & Highways
- Pocket Wetlands
- Trees & Urban Forestry
- Brownfield Redevelopment
- Infill and Redevelopment

### WATERSHED

- Riparian Buffers
- Habitat Preservation & Restoration

Other methods to minimize storm water problems include:

- Promote shared parking and land banking;
- Incorporation of compact parking spaces as a means of reducing impervious cover;
- Setting maximum parking space dimensions rather than specifying minimum dimensions (a minimum stall size of 10' x 20' or 9' x 18' are the most commonly cited dimensions) could also reduce impervious area as can decreasing driveway widths;
- Incorporation of bioretention or rain gardens into existing requirements for landscaped islands and revising landscaping requirements to require a set percentage of landscaping of the total paved area can help to offset some of the impervious surfaces;
- Incorporation of storm water best management practices such as sand filters and filter strips into perimeter and interior landscaping can also help in offsetting impervious surfaces; and
- Incorporation of porous pavement in overflow parking areas can reduce the runoff generated by parking lots as well as decreasing impervious surfaces.

The Ohio EPA's Surface Water Improvement Fund grant program and the Ohio Public Works Commission are both candidates for green infrastructure projects. The most recent bioswale project in South Euclid is an excellent storm water

mitigation project funded with OPWC funding. The Northeast Ohio Regional Sewer District's (NEORS) also provides grants for small scale storm water demonstration projects.

#### Pursue Additional Funding Sources for Infrastructure

The City of Brook Park should continue to actively pursue additional funding sources to assist in their infrastructure programs.

These sources include local revenues, tap charges and assessments, as well as grant and loan funds administered by the Ohio EPA Division of Environmental and Financial Assistance (DEFA), the Ohio Water Development Authority (OWDA), the Ohio Public Works Commission (OPWC), the U.S. Department of Housing and Urban Development (HUD), the Ohio Water and Sewer Rotary Commission, the Economic Development Administration, and the Ohio Department of Development (ODOD).

In addition, the City should annually evaluate the current water and sewer rates to ensure that the respective enterprise funds remain "in the black" and generate sufficient reserves for emergencies, as well as fund balances to aid in debt for future improvements.



Photo: Snow Rd. Bridge I-71 to Berea Freeway, 1974.

## Section VIII: Implementation

### A. Introduction

One of the most important considerations that the reader, user, proponent, or opponent of this unique planning document should understand is that any plan is only as effective as the level of communication that exists between local government officials and community residents. In this special case, the Plan will only be effective if the level of interaction between Brook Park's public officials, representatives, and respective business and residential constituencies remains high. It is very important that this Plan becomes a continuous process in which one accomplishment is a general understanding and appreciation of planning.

Planning success may not occur through embracing one strategy, but through the use of several strategies in unison. Successful implementation will require a dedication toward each planning area's goals and not its strategies. Therefore, if success can be attained using other means, then it should be encouraged and incorporated within the respective sections of this document.

### B. Use of Plan

This Plan provides public and private officials with a cafeteria style menu of strategies that can be used to promote community growth and redevelopment. The Plan's strategies are by no means completely exhaustive: They were developed in conjunction with public input, and take into account past, current and projected problems. Over time, each strategy may need to be revised or amended to reflect the current environment. To ensure a type and level of growth consistent with the public's preferences, it is encouraged the Plan is used during the following situations:

#### Citizen Participation

City officials should continue to encourage the participation of citizens at all levels of planning and implementation of this Master Plan. The Planning/Zoning Commission and Council should continue to work with local interest-based associations. They should also seek to expand the use of the City's capable, interested, dedicated residents in discovery groups, working groups, task forces, steering committees, and advisory groups. The City could also survey the community on an annual basis to receive additional feedback to either validate existing planning preferences or to establish new ones.

#### Planning and Zoning

The Master Plan sets a future tone for growth and redevelopment based upon best practices, and the desire of residents and city officials. One of the principal means of obtaining this desired future is through the zoning ordinance and subdivision regulations.

The Planning and Zoning Commission, and City Council should closely evaluate individual applications for rezoning and special use permits to determine whether they are consistent with the philosophical tone set in the Master Plan. The adjustment of the Zoning Ordinance, the use of conditional zoning and proffers, and the use of various types of incentives are encouraged as implementation tools.

#### Capital Improvement Projects

This Plan assists in highlighting areas that were identified throughout the planning process as those most preferred or suitable for future development. Whether promoting the redevelopment of economic areas, developing signage or gateways, fixing infrastructure, or making other important repairs, it should be done in accordance with the Plan's ideas and planning themes, especially in specific areas like Economic Development, Land Use, Housing.

#### Economic Development

Expanding economic development opportunities in accordance with the public's desires will require the assistance of a variety of public and private organizations. These organizations should be privy to the Plan and its preferred outcomes. Areas deemed most suitable for development- as well as the

type of growth affiliated with these selected areas- should be clearly defined so that these organizations may help facilitate this growth. Once the above conditions are established, smooth and efficient zoning and permit procedures- as well as correlating incentives- should be implemented to help facilitate this growth.



The former Holiday Inn, once located at 16501 Brookpark Road.

#### Intergovernmental Relations

In addition to the authority vested in the City Planning/Zoning Commission and by City Council, many ideas and strategies in the Master Plan can be achieved through cooperative and joint activities with local, regional, State, and Federal governments or agencies. Of primary importance regionally is maintaining an open line of communication between the City's adjacent neighbors, the Berea School District, and Cuyahoga County.

While school district issues may continue to dominate the list of local mutual interests of Brook Park, Berea and Middleburg Heights, community facility and infrastructure concerns are of increasing concern due to budgetary and fiscal issues, and the promotion of the economic development opportunities. All three political jurisdictions should maintain a continued dialogue on matters of mutual interest to promote economic growth and the efficient use of resources.

### C. Updating the Master Plan

Because of the ongoing nature of community development, this Plan is not a static document, but one in constant need of revision and review. It is recommended that the Plan be updated or reviewed in the following manner:

#### New Information

The Master Plan should be amended or updated when new data, like the Census or other demographic, population, and economic data, provides new insight important to existing City policies. This data plays a vital role in planning and the public policy decisions that derive from it. For public and business officials to make rational and informed decisions, it is necessary that they utilize current information when making these decisions.

#### Annual Review

City Officials, department heads, and other interested parties should have an annual meeting where all development and governmental activities are reviewed in accordance with the Plan and the philosophical tone it sets. A discussion and analysis should identify the Plan's beneficial impacts to the community, and recognize any circumstances where the Plan failed to assist City and business officials. Revisions based upon these discussions should occur as needed.

#### Critical Review

Because many conditions that affect community growth- and ultimately a comprehensive plan- may change every three to five years, it is recommended above all else that City officials take the necessary steps to review the Plan over time. Conditions that could have major effects on this Plan could be: national or regional economic expansions or recessions, natural disasters, new housing development, new industrial growth, the extension of water and sewer services, increased water and sewer capacity, rezoning, new state legislation affecting planning and zoning authority, and transportation related projects to name a few.

**EXHIBIT C**

TRANSFER AND INDEMNIFICATION AGREEMENT

[see attached]

**TRANSFER AND INDEMNIFICATION AGREEMENT**  
**(.41 TIF)**

This Transfer and Indemnification Agreement (“Agreement”) is entered into this \_\_\_\_ day of \_\_\_\_\_, 2025, by and between HSG BP Development, LLC, a Delaware limited liability company (the “Owner” sometimes referred to herein as “Indemnitor”), and the City of Brook Park, Ohio, a political subdivision of the State of Ohio (the “City”). Owner and City are also referred to individually as “Party” and collectively as the “Parties.”

**Recitals**

WHEREAS, The Parties are undertaking the development of a new stadium for the Cleveland Browns on the real property described in Exhibit A (the “Project Site”); and

WHEREAS, Owner currently owns the Project Site; and

WHEREAS, To support that development, the City agreed to include the Project Site in a tax increment financing (“TIF”) area under Ohio Revised Code Section 5709.41; and

WHEREAS, In order to include the Project Site in that TIF area, the City must have acquired fee title to the Project Site while engaged in development and prior to the enactment by the Council for the City of the TIF resolution under Ohio Revised Code Section 5709.41, and the Owner intends to transfer fee title to the Project Site to the City with the City then transferring that title to the Project Site back to the Owner; and

WHEREAS, The Parties desire to memorialize their agreement to convey the Project Site and protect the City against any liabilities that may occur as a result of the conveyance to the City and re-conveyance back to the Owner or its designees of the Project Site.

**Agreement**

NOW THEREFORE, In consideration of their mutual covenants set forth herein and their respective commitments for the development of the Project Site, and for other good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged, the Parties agree to the foregoing and as follows:

Section 1. Transfer. The Owner agrees to convey to the City title to the Project Site via limited warranty deed. The City hereby agrees to re-convey to the Owner or its designee(s) title to the Project Site via quitclaim deed immediately following its acceptance of title to the Project Site.

Section 2. Indemnification. The Indemnitor agrees to indemnify the City and hold harmless and defend the City from and against, and pay for, any and all costs, losses, liabilities, damages and expenses, including reasonable fees and expenses of attorneys, other than Excluded Liabilities (as defined herein), that are not offset by insurance proceeds and that are paid or incurred by the City as a result of or relating to the conveyance of the Project Site to the City by Owner or the re-conveyance of the Project Site by the City to the Owner or its designees, including

but not limited to costs, losses, liabilities, damages, and expenses incurred due to claims of any violations of any local, state, or federal environmental rules, ordinances, acts, laws or regulations. The City shall give prompt notice to the Indemnitor of the assertion of any claim or the commencement of any suit, action or proceeding with respect to which indemnity may be sought hereunder, specifying, if known, the facts pertaining thereto and the amount or an estimate of the amount of the liability arising therefrom, provided, however, failure to give such notice does not relieve the Indemnitor of any liability hereunder (except to the extent the Indemnitor has suffered actual prejudice thereby). The Indemnitor has the right to participate in or assume the defense of any such suit, action or proceeding at its own expense, and the City has the right (but not the duty) to participate in the defense thereof, which will be at the Indemnitor's expense unless it has assumed the defense thereof. Whether or not the Indemnitor chooses to defend or prosecute any claim, the Indemnitor and the City will cooperate in the defense or prosecution thereof and will take all such actions as may be reasonably requested in connection therewith. "Excluded Liability" means any amount due under this section to the extent it is attributable to (i) the gross negligence or willful misconduct of the City or the failure of the City to perform any obligation required to be performed by the City as a condition to being indemnified hereunder, including without limitation, the settlement of any claim hereunder without the consent of the Indemnitor, or, to the extent the Indemnitor's ability to defend a claim is prejudiced materially, the failure of the City to give timely written notice to the Indemnitor of the assertion of the claim.

The Indemnitor also hereby agrees to forever acquit and discharge the City from any and all liabilities, damages, losses, costs, actions, manners of action, causes of action, claims and/or demands of any nature and description, both known and unknown, suspected and unsuspected, foreseen and unforeseen, and whether arising in law or in equity, and except for Excluded Liabilities, which result or may result in the future as a result of or relating to the conveyance of the Project Site to the City by the Owner, or the re-conveyance of the Project Site by the City to the Owner or its designees.

The Indemnitor must obtain the same release of the City as that contained in the immediately preceding paragraph from any other developer(s), affiliates, designees, assigns, persons, or entities with whom it co-develops the Project Site.

Section 3. Notices. All notices or other correspondence relating to this Agreement must be in writing (including e-mail or facsimile) and must be delivered or sent guaranteed overnight delivery, by facsimile or e-mail (to be followed by personal or overnight guaranteed delivery, of requested) or by postage prepaid registered or certified mail, return receipt requested, and will be deemed to be given for purposes of this Agreement on the date such writing is received by the intended recipient. Unless otherwise specified in a notice sent in accordance with this section, all communications in writing must be given to the Parties at the following addresses:

As to the City:

City of Brook Park, Ohio  
6161 Engle Road  
Brook Park, Ohio 44142  
Attn: Mayor and Law Director

With a Copy to:

Bricker Graydon LLP  
100 South 3<sup>rd</sup> Street  
Columbus, Ohio 43215  
Attn: J. Caleb Bell, Esq.

As to Owner or Indemnitor:

HSG BP DEVELOPMENT, LLC  
c/o Haslam Sports Group  
76 Lou Groza Boulevard  
Berea, Ohio 44017  
Attn: President

With a copy to:

c/o Haslam Sports Group  
76 Lou Groza Boulevard  
Berea, Ohio 44017  
Attn: Chief Administrative Officer and General Counsel

And

Thompson Hine LLP  
3900 Key Center  
127 Public Square  
Cleveland, Ohio 44114  
Attn: Alan S. Ritchie, Esq.

Section 4. Successors; Assignment; Amendments, Changes and Modifications. This Agreement is binding upon the Owner the City and their respective successors in interest. This Agreement may not be assigned by the Indemnitor or the City without the prior written consent of the other. This Agreement may only be amended by written instrument executed by the City and the Indemnitor.

Section 5. Extent of Covenants; No Personal Liability. All obligations of the Parties contained in this Agreement are effective and enforceable to the extent authorized and permitted by applicable law. No such obligation will be deemed an obligation of any present or future member, officer, agent, or employee of any of the Parties hereto in their individual capacity.

Section 6. Severability. If any provision of this Agreement is held to be illegal, invalid or unenforceable, that provision is fully severable. This Agreement will be construed and enforced as if such illegal, invalid or unenforceable provision had never formed a part of this Agreement and the remaining provisions of this Agreement will remain in full force and effect and will not be affected by the illegal, invalid or unenforceable provision or by its severance from this Agreement.

Section 7. Separate Counterparts. This Agreement may be executed by the Parties hereto in separate counterparts, each of which when so executed and delivered will be an original, but all such counterparts will together constitute one and the same instrument. Signatures transmitted or stored by facsimile or electronic means are deemed original signatures and duplicates are deemed original copies of this Agreement.

Section 8. Entire Agreement. This Agreement constitutes the entire agreement between the Parties with respect to the matters covered herein and supersedes prior agreements and understandings between the Parties on this subject matter.

Section 9. Governing Law. This Agreement will be governed by and construed in accordance with the laws of the State of Ohio.

[Signatures on next page]

IN WITNESS WHEREOF, the Parties have caused their duly authorized representatives to execute this Agreement as of the date first set forth above.

**OWNER & INDEMNITOR**

**HSG BP DEVELOPMENT, LLC,**  
A Delaware limited liability company

By: \_\_\_\_\_

Name: \_\_\_\_\_

Title: \_\_\_\_\_

**CITY**

**CITY OF BROOK PARK, OHIO,**  
an Ohio political subdivision

By: \_\_\_\_\_  
Edward Orcutt, Mayor

Approved as to form:

\_\_\_\_\_  
Carol Horvath, Law Director

## Exhibit A

### LEGAL DESCRIPTION OF THE PROJECT SITE

THE LAND REFERRED TO HEREIN BELOW IS SITUATED IN THE COUNTY OF CUYAHOGA, STATE OF OHIO, AND IS DESCRIBED AS FOLLOWS:

#### Tract 1:

Situated in the City of Brook Park, County of Cuyahoga and State of Ohio, and known as being Parcel "B-1" in Map of Lot Split made for and at the instance of DROF BP I LLC, of part of Original Middleburgh Township Lot Nos. 4 and 5 in Section 10 and Lot Nos. 2, 3, and 5 in Section 11, as shown by the recorded plat in/as Instrument No. 202209190343 of Cuyahoga County Records, and containing 174.9389 acres of land, be the same more or less but subject to all legal highways.

#### Tract 2:

##### **Parcel No. 1**

Situated in the City of Brook Park, County of Cuyahoga, and State of Ohio:

And known as being parts of Original Middleburgh Township Lot No. 3, in Section 11, and Lot No. 4 in Section 10, and being a strip of land 90 feet in width, bounded and described as follows:

Beginning at a point in the Easterly line of that certain parcel of land described as Parcel Twenty-One in the deed from The Cleveland Trust Company, an Ohio corporation, to The New York Central Railroad Company, dated October 21, 1938, and recorded in Volume 4878, page 19, of the deed records of said County, distant South  $01^{\circ}08' 26''$  East, along said Easterly line, 86.05 feet from the point at the Northeasterly corner of said land in the center line of Hummel Road, 40 feet wide, now vacated;

Course 1: Thence South  $54^{\circ} 35' 59''$  East, a distance of 1527.24 feet to a point;

Course 2: Thence South  $56^{\circ} 17' 41''$  East, a distance of 63.41 feet to a point in the dividing line between the land of The Cleveland, Cincinnati, Chicago, and St. Louis Railway Company, and the land which was conveyed to The Cleveland Trust Company, an Ohio corporation, as the Second Parcel in the deed from Elsie Rhode, et al., dated as of February 27, 1950, and recorded in Volume 6886, page 391, of the deed records of said County, said point being distant North  $42^{\circ} 49' 09''$  East, along said dividing line, 875.26 feet from its point of intersection with the center line of Engle Road, the same being the line between said Section 10 and 11;

Course 3: Thence South  $42^{\circ} 49' 09''$  West, along said dividing line, a distance of 91.15 feet to a point in a line parallel with, and distant 90 feet, by rectangular measurement Southwesterly from Course 2;

Course 4: Thence North 56° 17' 41" West, along said parallel line, a distance of 50.31 feet to a point. in a line parallel with, and distant 90 feet, by rectangular measurement Southwesterly from Course 1;

Course 5: Thence North 54° 35' 59" West, along said last mentioned parallel line, a distance of 1461.88 feet to a point in the Easterly line of Parcel Twenty-one conveyed aforesaid;

Course 6: Thence North 01° 08' 26" West, along the Easterly line of said Parcel Twenty-one, a distance of 112.02 feet to the place of beginning and containing 3.205 acres more or less, according to the survey made by The Cleveland Electric Illuminating Company, an Ohio corporation.

EXCEPTING FROM Parcel 1 above, the following described premises:

Situated in the City of Brook Park, County of Cuyahoga, and State of Ohio:

And known as being part of Original Middleburgh Township Lot No. 4 in Section 10, and bounded and described as follows:

Beginning at a point in the Northeasterly line of land conveyed to The Cleveland Electric Illuminating Company by special warranty deed dated August 13, 1951, and recorded in Volume 7429, page 163, of the Cuyahoga County Records, at its intersection with the Southeasterly corner of Parcel No. 4 of land conveyed to the County of Cuyahoga, Ohio, by limited warranty deed recorded in Volume 8873, page 505, of the Cuyahoga County Records, said point being on the Southeasterly line of Engle Road, as now established, the width of which varies;

Thence South 54° 35' 59" East, along the said Northeasterly line of land conveyed to The Cleveland Electric Illuminating Company as aforesaid, 121.37 feet to an angle point therein;

Thence South 56° 17' 41" East, along said Northeasterly line, 63.41 feet to a point in the Northwesterly right of way of the former Cleveland, Cincinnati, Chicago and St. Louis Railroad, 100 feet wide;

Thence South 42° 49' 09" West, along said right of way, 91.15 feet to a point therein;

Thence North 56° 17' 41" West, along the Southwesterly line of land conveyed to The Cleveland Electric Illuminating Company as aforesaid, 50.31 feet to an angle point therein;

Thence North 54° 35' 59" West, along said Southwesterly line, 123.04 feet to the Southeasterly line of Engle Road as aforesaid;

Thence North 35° 54' 33" East along said Southeasterly line, 52.98 feet to a point of curve therein; Thence Northeasterly, along said Southeasterly line, being a curved line deflecting to the left, 37.03 feet, said curved line having a radius of 1477.40 feet, and a chord which bears North 35 deg. 11' 28" East, 37.03 feet to the place of beginning, and containing 0.3697 of an acre of land, be the same more or less.

**Parcel 2:**

Situated in the City of Brook Park, County of Cuyahoga, and State of Ohio:

And known a being a part of Original Middleburgh Township Lot No. 3 in Section 11, and being a strip of land 90 feet in width, bounded and described as follows:

Beginning at a point in the center line of Hummel Road, 40 feet wide, distant South  $88^{\circ} 38' 49''$  West, 115.53 feet along said center line, from the Northeasterly corner of that certain parcel of land described as Parcel Twenty-one in the deed from The Cleveland Trust Company to The New York Central Railroad Company, an Ohio corporation, dated October 21, 1938, and recorded in Volume 4878, page 19, of the deed records of said County;

Course 1: Thence South  $54^{\circ} 35' 59''$  East, 143.78 feet to a point in the Easterly line of land conveyed as aforesaid, said point being distant South  $01^{\circ} 08' 26''$  East, 86.05 feet along said Easterly line, from said point at the Northeasterly corner of land so conveyed;

Course 2: Thence South  $01^{\circ} 08' 26''$  East, along the Easterly line of the land conveyed as aforesaid, a distance of 112.02 feet to a point, in a line parallel with, and distant 90 feet, by rectangular measurement, Southwesterly from Course 1, and its prolongation;

Course 3: Thence North  $54^{\circ} 35' 59''$  West, along said parallel line, 331.00 feet to a point in said centerline of Hummel Road, now vacated;

Course 4: Thence North  $88^{\circ} 38' 49''$  East, along said center line of Hummel Road, 150.41 feet to the place of beginning, and containing 0.490 of an acre, more or less, according to the survey made by The Cleveland Electric Illuminating Company.

Safety

P/C 10/21/25 Safety  
CA \_\_\_\_\_  
1st R \_\_\_\_\_  
2nd R \_\_\_\_\_  
3rd R \_\_\_\_\_  
B/C \_\_\_\_\_

CITY OF BROOK PARK, OHIO

ORDINANCE NO: \_\_\_\_\_

INTRODUCED BY: MAYOR ORCUTT

AN ORDINANCE  
AUTHORIZING THE MAYOR TO ENTER INTO AN ANNUAL LEASE AGREEMENT FOR  
JAIL HOUSING AND ANCILLARY SERVICES WITH THE CITY OF NORTH  
ROYALTON,  
AND DECLARING AN EMERGENCY

NOW THEREFORE, BE IT ORDAINED, by the Council of the City of  
Brook Park, State of Ohio, that:

SECTION 1: The Mayor is hereby authorized to enter into an  
annual lease agreement for jail housing and ancillary services with  
the City of North Royalton, a copy of said lease is attached hereto  
and incorporated herein as Exhibit "A".

SECTION 2: The money needed for the aforesaid transaction  
shall be paid from fund 405.

SECTION 3: It is found and determined that all formal actions  
of this Council concerning and relating to the adoption of this  
Ordinance were adopted in an open meeting of this Council, and that  
all deliberations of this Council and of any of its committees that  
resulted in such formal action were in meetings open to the public  
in compliance with all legal requirements, including Section 121.22  
of the Ohio Revised Code.

SECTION 4: This Ordinance is hereby declared to be an  
emergency measure immediately necessary for the preservation of the  
public peace, health, safety and welfare of said City, and for the  
further reason to authorize the Mayor to enter into an annual lease  
with the City of North Royalton for jail housing and ancillary  
services; therefore, provided this ordinance receives the  
affirmative vote of at least five (5) members elected to Council.  
It shall take effect and be in force immediately upon its passage  
and approval by the Mayor; otherwise, from and after the earliest  
period allowed by law.

RECEIVED  
OCT 21 2025  
BROOK PARK CITY COUNCIL

PASSED: \_\_\_\_\_

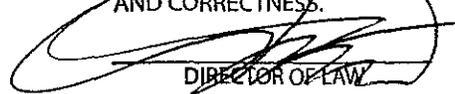
\_\_\_\_\_  
PRESIDENT OF COUNCIL

ATTEST: \_\_\_\_\_  
Clerk of Council

APPROVED: \_\_\_\_\_  
MAYOR

\_\_\_\_\_  
DATE

I HEREBY APPROVE THE WITHIN  
INSTRUMENT AS TO LEGAL FORM  
AND CORRECTNESS.

  
\_\_\_\_\_  
DIRECTOR OF LAW



## ANNUAL LEASE AGREEMENT FOR JAIL HOUSING AND ANCILLARY SERVICES

This is a lease agreement between the City of North Royalton, Ohio, Lessor, hereinafter "Royalton", and the City of \_\_\_\_\_, Ohio, hereinafter Lessee, for the extension of jail housing and ancillary services on an annual basis.

Whereas: Royalton, as a political subdivision of the State of Ohio, owns and operates a "full-service jail" as defined by the state and is authorized to retain prisoners, male and female, for indefinite terms of incarceration; and

Whereas: Royalton offers to lease a limited number of jail cell beds on an exclusive basis to other governmental subdivisions and/or law enforcement agencies for fixed terms under specific conditions set forth below; and

Whereas: Lessee seeks to lease one jail cell bed on an exclusive basis for its own purposes.

Now therefore the parties agree as follows:

- 1) Royalton agrees to lease to Lessee and Lessee agrees to lease from Royalton one jail cell bed in the North Royalton Municipal Jail for Lessee's exclusive use at all times during the term of the lease;
- 2) The term of this lease shall be for one (1) year from January 1, 2026 at 12:00AM through December 31, 2026 at 11:59PM; any lease that commences after January 1 shall also terminate on December 31 but shall pay prorated rent based upon its commencement date.
- 3) This lease shall renew automatically from year to year unless terminated as provided hereafter;
- 4) In consideration for this lease Lessee shall pay to Royalton the annual RENTAL sum of Eighty-One Thousand Nine Hundred Dollars (\$81,900.00) PER BED, payable quarterly, in four equal installments in advance on the first day of each quarter of the year without demand or invoice;
- 5) Royalton reserves the right to select the specific cell bed(s) to be assigned for Lessee's use which may and will change from day to day as may be determined by Royalton to conform to the efficient operation of the jail within the sole discretion of Royalton; any part or portion of a day constitutes a full day for billing purposes;
- 6) Royalton will provide all standard jail housing services customarily afforded by municipal jails including regular meals, exercise, 24/7/365 oversight;
- 7) Royalton will provide Lessee's prisoners with limited medical services consistent with similar services to those which it provides to and for its own prisoners; all costs and fees attributable to such limited medical services provided to Lessee's prisoners shall be billed separately to Lessee, as incurred, which shall be reimbursed to Royalton within thirty (30) days of invoice;
- 8) For all emergency medical services and/or other medical services that exceed those commonly afforded by Royalton, Royalton will use the North Royalton Fire Department emergency medical services and the same for transport to medical facilities; all such services and transport and additional facility charges and fees shall be the sole responsibility of Lessee; NOTWITHSTANDING any Ohio Attorney General Opinion to the contrary AND by the negotiated terms of this agreement all hospital, medical, dental and related similar expenses incurred for the individual prisoner shall be wholly the responsibility of the lessee.
- 9) Lessee will be given reasonable notice, as soon as possible, of any circumstances requiring medical treatment described in paragraphs 7 and/or 8;
- 10) Royalton will provide all required booking and processing of prisoners in accord with the then current North Royalton Jail Policy Manual; Royalton will provide in-house video arraignment service to the Municipal Court subject to the technical limitations of the service and equipment and the availability of necessary staff support;
- 11) All prisoner transport that may be required for any reason (except as noted in paragraph 7 above) is the sole responsibility of Lessee;
- 12) Lessee shall, upon delivery of a prisoner, provide Royalton all necessary information to complete the forms for incarceration including all known medical conditions and/or concerns;
- 13) Royalton reserves the right to decline to accept any prisoner if in Royalton's sole discretion that individual is unable to be safely housed or if that individual presents a danger to himself/herself or others; for any prisoner determined by Royalton to need "administrative segregation" the daily rate will be double the standard rate under

the terms of this agreement (\$428.00 per day for lessees with annual exclusive agreements or \$504.00 per day for lessees with non-exclusive per diem styled agreements);

- 14) Royalton agrees to offer Lessees with exclusive agreements a limited preferred priority for the housing of additional prisoners in excess of the one housed pursuant to the terms of this lease for such convenience as that may offer to Lessee at the then current daily rate for exclusive cell bed availability (\$214.00 per day);
- 15) Royalton will conduct a review to determine the lease rate for the coming year and communicate that rate to the lessee on or about October 15<sup>th</sup> of each lease year in order to allow for Lessee to properly budget;
- 16) Either party may terminate this lease by sending written notice thereof to the other party on or before November 30<sup>th</sup> of the current lease year;
- 17) Royalton will make every reasonable effort to fulfill its commitments however, notwithstanding any other provision herein, Royalton reserves the right during any declared emergency or unforeseen calamity to temporarily suspend this lease in order to respond to the then-prevailing conditions;
- 18) Both parties shall maintain Comprehensive General Liability policies of insurance with minimum limits of \$1,000,000 per claim and \$2,000,000 in the aggregate that address coverage of risks arising from the performance of public safety activities herein and both parties shall obtain a specific Certificates of Insurance naming the other party as an Additional insured. Both parties shall also maintain Law Enforcement Liability policies with minimum limits of \$1,000,000 per claim and \$2,000,000 in the aggregate, and will provide Certificates of Insurance to the other party with evidence of such coverage. Each party is responsible for the submission of this Agreement to its own insurance carrier and for production of the Certificate of Insured as required herein to list and identify the other party. A copy of the two (2) Certificates shall be published and exchanged between the parties on an annual basis in conjunction with renewal of its comprehensive insurance coverage.
- 19) This agreement is distinct and separate from and in addition to any prior agreement for jail services on a non-exclusive basis.

\_\_\_\_\_  
Mayor Larry Antoskiewicz, City of North Royalton

\_\_\_\_\_  
Date

**Each individual signing this Agreement warrants that he/she is duly authorized to execute the agreement on behalf of the entity.**

\_\_\_\_\_  
Lessee [Municipality/Village]

\_\_\_\_\_  
Date

By: \_\_\_\_\_  
[Printed Name]

Its: \_\_\_\_\_

Approved as to form:

\_\_\_\_\_  
Thomas A. Kelly, Law Director  
City of North Royalton

Approved as to form:

\_\_\_\_\_  
Law Director  
Municipality/Village