

Chapter 2

Background and Baseline Data

**The Lakefront Revitalization Plan:
Bringing the Lakefront Home**

INTRODUCTION

In taking on as broad a project as revitalization of the entire lakefront in the City of Cleveland, a lot of information needs to be absorbed and assimilated. Many landowners and stakeholders are involved in major plans and projects at any point in time. These need to be taken into consideration during the planning process. Care must be taken to understand where plans may come into conflict and how to resolve those conflicts. Likewise, synergies between the actions and capital expenditures of different organizations can be built upon to yield better results than one project alone might present.

This chapter discusses and summarizes many of the currently active plans and projects that intersect with the Cleveland Lakefront Revitalization Plan, including project dates and timelines wherever available. It also presents some statistical background on local population trends, the housing market and the ongoing foreclosure crisis as it relates to the City of Cleveland. The history and current status of the Cleveland Lakefront State Park lands and several other lakefront parks is reviewed.

Some initial calculations and analysis by the Lakefront Revitalization Plan committee are presented here as well. Select results from surveys of the public and various leaders are available in this chapter and in the appendices. Analysis of park demand is presented along with a SWOT analysis and background on brownfield remediation. A look at lakefront land ownership provides needed data for exploration of different funding structures. Finally, operating budgets for selected local park systems and currently funded capital projects in the lakefront area are explored.

DEMOGRAPHIC TRENDS & CONDITIONS

POPULATION DATA

According to the U.S. census, Cleveland's population peaked in 1950 at about 915,000. At that time the city ranked as the seventh largest in the United States. By 2000 the population had dropped to approximately 478,403 and ranked 33rd in size. During that time span Cleveland lost 47.7 percent of its population. Below is a representation provided by the Plain Dealer that shows where the losses have occurred from 1950 to 2000.

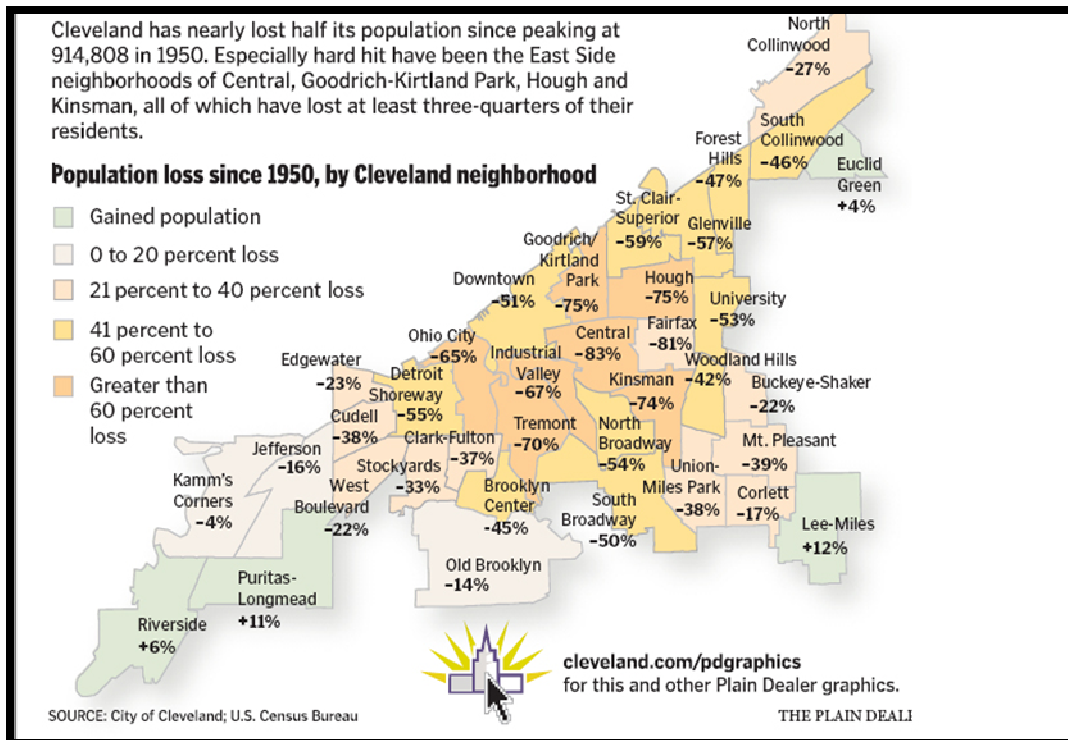


Figure 2-1: Cleveland Population Losses

Cleveland’s population decrease has been well documented during this time. Most of the decreased population has been attributed in part to suburban sprawl, public school problems, and racial division, in addition to major decline in the manufacturing sector.

According to Re-Imagining a More Sustainable Cleveland, population will continue to drop and is projected to be 387,039 in 2016. (See Table 2-1 for historical population and projections.¹)

Year	Cleveland Population
1980	573,822
1990	505,647
2000	478,403
2007	438,042
2009	427,500
2016	387,039

In 2000, the city’s demographics were broken down by 51 percent African American, 41.5 percent white, 7.3 Hispanic, 1.3 Asian American, 0.3 percent Native Americans, and 5.8 of people not reporting race.

In the most recent future Cleveland is facing a new challenge, foreclosures. With a decrease in jobs, a rise in predatory lending, and the sub-prime mortgage crisis Cleveland has seen an increase in foreclosures the last 13 years. In 1995 the total number of new foreclosure filings was 3,345. In 2005 those numbers dramatically rose to 11,120.

¹ Provided by Re-Imagining a More Sustainable Cleveland

CLEVELAND'S HOUSING MARKET AND FUTURE PROJECTIONS

Accurately projecting Cleveland's housing market is a very challenging task. So many different factors contribute to a housing market such as; job growth, mortgage rates, inflation, median income, and migration patterns to name a few. Additionally, real estate markets have periods of rapid increase and decrease rather than following average historical patterns making it even more difficult. To understand the current conditions, and to predict the future, it is important to understand the history (both short and long term) of Cleveland's housing market.

From 2001 to 2006 Cleveland started to encounter a slowdown. In 2006, the housing market realized negative real returns². With a weak economy caused by a prolonged slump in manufacturing, job losses and population decreases occurred. This was, and still is, one of the largest contributors that generated a surplus of housing inventory, and caused housing prices to fall. Table 2-2 shows both the nominal and real price history from 2001 to 2006. Real price shows the adjustment for inflation while nominal doesn't take inflation into account.

Table 2-2: Housing Price and debt-to-income ratios

Year	Nominal Price History	Nominal Price Growth	Real Price History	Real Price Growth	Cleveland Mortgage-Debt-to-Income Ratio	National Mortgage-Debt-to-Income Ratio
2001	\$118,500	5.0%	\$134,600	2.3%	13.9%	17.5%
2002	\$122,600	3.5%	\$135,700	0.8%	13.2%	17.7%
2003	\$126,800	3.5%	\$137,900	1.6%	13.2%	18.4%
2004	\$132,200	4.3%	\$140,100	1.7%	13.2%	19.6%
2005	\$136,100	2.9%	\$140,300	0.1%	13.8%	22.1%
2006	\$130,900	-3.8%	\$130,900	-6.7%	12.6%	23.7%

Source: bubblebuster.com

² <http://www.thebubblebuster.com/cleveland/forecasts.html>

From 2001 to 2005 Cleveland saw positive growth in both nominal and real price. In 2006 both areas had negative growth with the real price dropping almost 7%. On a positive note, Cleveland's debt to income ratio declined approximately 1% while the national average rose a significant 6.2%³.

As we look further in history, from 1976 to 2006 the annual median home price has had several large pricing cycles. Below is chart that represents the changes in median home prices in both, nominal and inflation adjusted. There were a few significant increases and decreases from 1976 to 1982. For the most part, median home prices increased from 1982 to 2005.

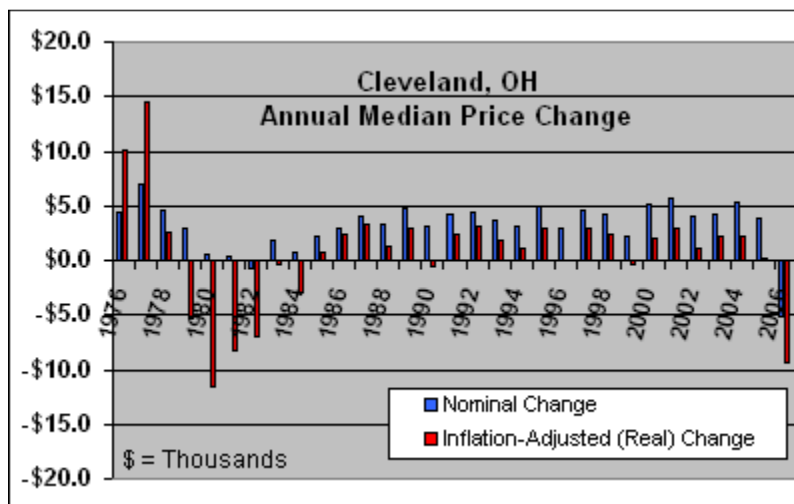


Figure 2-2: Annual median housing price change from 1976 to 2006
Source: bubblebuster.com

Throughout the decade the effects of sub-prime mortgages, predatory lending and the ensuing foreclosure crisis have overwhelmed the housing landscape in Cleveland. By 2006, the housing market throughout the entire Cleveland region had been toppled. What once had only plagued Cleveland neighborhoods soon spread devastation to the suburbs as well. 2007 witnessed this calamity escalate to a national epidemic. In October of 2007, the National Association of Realtors (NAR) erroneously projected a national turn around in both existing home sales and median home sale prices.⁴ There

³ <http://www.thebubblebuster.com/cleveland/forecasts.html>

⁴ October 2007 NAR Economic Outlook Publication. <<http://www.realtor.org/research/research/ehsdata>>

projections indicated incremental progress over the proceeding 6 quarters. In addition, the NAR stated that Housing Starts would stop diminishing and begin to plateau. What was unrealized at the time was that this foreclosure tsunami begat multiple waves of financial distress. The securitized mortgages created in the sub-prime frenzy of the late 90's had been too much of a burden for our financial institutions to bear. By the conclusion of 2008, the financial sector utterly collapsed.

In January of 2009, the NAR re-evaluated national trends and projections through 2010 and anticipates slow annual increases in existing and new home sales.⁵ Low interest rates and reduced median home values create a buyers' market, although this is almost entirely negated by the struggled economy. However, housing starts for new construction will continue to remain at historically low figures through 2010. The table below titled "National Association of Realtors – U.S. Economic Outlook: March 2009" presents the most recent housing data from the NAR along with their projections through the second quarter of 2010. Existing homes sales for the first quarter of 2009 are down 11% from a year ago. Existing home prices and new home prices are both down 14.6% and 8.5% respectively. Total housing starts are down 46.8%.

⁵ January 2009 NAR Economic Outlook Publication <<http://www.realtor.org/research/research/ehsdata>>

Table 2-3: National Association of Realtors - U.S. Economic Outlook: March 2009

	2008 Q1	2008 Q2	2008 Q3	2008 Q4	2009 Q1	2009 Q2	2009 Q3	2009 Q4	2010 Q1	2010 Q2	Annual			
											2007	2008	2009	2010
Housing Indicators														
<i>Thousands</i>														
Existing Home Sales*	4,927	4,900	5,007	4,740	4,385	4,704	5,007	5,498	4,911	5,174	5,652	4,912	4,927	5,211
New Single-Family Sales	561	519	462	376	292	279	270	327	318	374	775	482	291	391
Housing Starts	1,053	1,025	876	661	560	541	538	557	611	677	1,355	904	549	653
Single-Family Units	728	675	603	462	357	336	322	337	384	451	1,046	622	338	430
Multifamily Units	325	350	272	198	203	205	217	219	228	226	309	282	211	223
Residential Construction**	383	370	354	332	294	272	264	263	269	282	454	360	273	284
<i>Percent Change -- Year Ago</i>														
Existing Home Sales	-22.2	-16.6	-8.2	-6.0	-11.0	-4.0	0.0	16.0	12.0	10.0	-12.8	-13.1	0.3	5.8
New Single-Family Sales	-33.1	-39.1	-36.8	-42.2	-47.9	-46.3	-41.5	-13.0	8.9	34.1	-26.3	-37.8	-39.6	34.2
Housing Starts	-27.5	-29.8	-32.5	-42.6	-46.8	-47.2	-38.5	-15.7	9.2	25.1	-24.8	-33.3	-39.3	19.0
Single-Family Units	-37.4	-41.8	-38.8	-44.1	-51.0	-50.2	-46.7	-27.0	7.6	34.1	-28.6	-40.5	-45.7	27.3
Multifamily Units	12.2	16.5	-12.5	-39.0	-37.6	-41.3	-20.5	10.6	12.2	10.2	-8.0	-8.7	-25.1	5.8
Residential Construction	-21.3	-21.6	-20.6	-19.3	-23.2	-26.3	-25.5	-21.0	-8.6	3.4	-17.9	-20.8	-24.0	3.8
Median Home Prices														
<i>Thousands of Dollars</i>														
Existing Home Prices	198.6	208.1	201.6	180.8	169.6	187.9	203.2	188.6	176.7	195.2	219.0	198.6	188.8	196.2
New Home Prices	235.7	236.7	227.8	220.3	215.7	218.0	228.5	230.2	225.4	227.8	247.9	230.6	223.6	233.0
<i>Percent Change -- Year Ago</i>														
Existing Home Prices	-7.2	-7.0	-8.8	-12.9	-14.6	-9.7	0.8	4.3	4.2	3.9	-1.4	-9.3	-4.9	3.9
New Home Prices	-7.9	-1.8	-5.5	-7.0	-8.5	-7.9	0.3	4.5	4.5	4.5	0.3	-7.0	-3.0	4.2
Housing Affordability Index	109	121	132	147	176	165	155	166	173	161	112	131	163	150
Quarterly figures are seasonally adjusted annual rates.														
* Existing home sales of single-family homes and condo/coops; ** billion dollars														
Table provided by the NAR http://www.realtor.org/														

The table below titled "Deep National & Local Recession with Higher than Average Inflation" is a projection for the Cleveland housing market through 2012.⁶ The table evaluates criteria from the first quarter of 2005 to what is anticipated for Cleveland in the first quarter of 2012. Over the seven year period real prices, after adjusting for

⁶ The Bubblebuster. <<http://www.thebubblebuster.com/cleveland/forecasts.html>>

inflation, will plummet from \$140,800 per home to \$105,000. This is a net loss of 25.04%. The equity that will be lost per homeowner will be \$35,800. There are many factors that could alter this projection. The federal government has been working diligently on providing mortgage assistance programs for homeowners. There are new initiatives aimed at first time home buyers. Additionally, interests rate have continued to decrease. However, there has already been significant value lost in existing homes that will not soon be recouped. Moreover, this projection is based off an anticipated inflationary period. Due to increased spending (as seen in programs stated above) within the federal government it is unlikely this period inflation can be avoided.

Table 2-4: Deep National & Local Recession with Higher than Average Inflation

Time Period	Real Prices	Real Price Change	Nominal Prices	Nominal Price Change
2005:Q1 - 2012:Q1	\$140,800 - \$105,000	-25.40%	\$133,300 - \$138,200	3.60%
Duration	Real Home Equity Change	Average Yearly Change	Nominal Home Equity Change	Average Yearly Change
7 Years	(\$35,800)	-4.10%	\$4,900	0.50%

Source: <http://www.thebubblebuster.com/cleveland/forecasts.html>

THE FORECLOSURE CRISIS

This study area is comprised of five Cleveland wards (8, 11, 13, 17, and 18). The total number of all parcels located within the study area is 38,288. Of those parcels, 656 currently exist in a land bank. 2,934 parcels are listed as vacant. There are 4,940 parcels that have been foreclosed upon. Additionally, there are 2,079 parcels that are predicted to be foreclosed in the near future. In total, over 27% of all parcels within study area are in a foreclosed, vacant or land banked state.

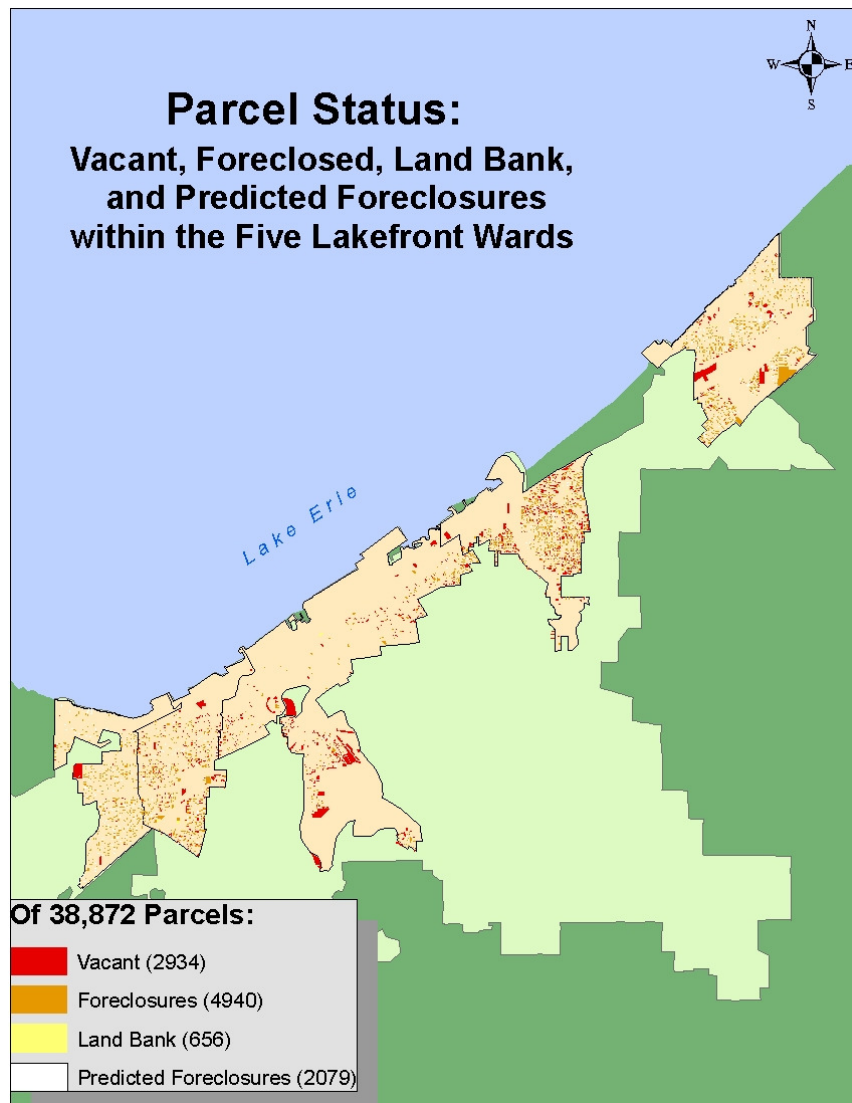


Figure 2-3: Vacant, Foreclosed, Land Bank, and Predicted Foreclosures within Cleveland's Five Lakefront Wards

Based on data accumulated over the last decade, it is safe to infer that foreclosure and vacancy rates will continue to increase at a decreasing rate. With this understood, alternative uses for these parcels must be found. There are two strategies set forth in this plan. The first proposes a greening and holding pattern for the properties. In this instance large swaths of land would be assembled and various methods of creating green space would be implemented. For example, a parcel(s) could be transformed into a park, community garden, Greenfield or used as a green connector through a neighborhood. The second proposed strategy looks at the parcel(s) for future redevelopment. In these instances; commercial, retail or residential construction may be identified as the highest and best use for the property.

10 Minute Walk / Half Mile Radius Greening Standard

This plan area presents a great need to fill the voids created by vacant and foreclosed parcels. One strategy that has been successfully implemented in other regions is creation of community green spaces with these parcels. In 1994, Seattle introduced within their land use plan the goal of one community garden per 2,500 residents.⁷ A more ambitious goal was set within pages of "Re-Imagining a More Sustainable Cleveland – Citywide Strategies for Reuse of Vacant Land" that was adopted by the Cleveland City Planning Commission on December 19, 2008. In this plan the goal proposes that the standard should be one community garden within a ½ mile radius (or ten minutes walking) of every resident in the City. The plan proposed within this document amends that goal slightly. Instead of insisting on a community garden, any green space within a ½ mile of a resident would fulfill this objective. In doing so, you provide a valuable community resource without oversaturation of any one use.

⁷ "Re-Imagining a More Sustainable Cleveland". p. 26, Productive Landscapes.

SUMMARY OF CURRENT PLANS

CONNECTING CLEVELAND 2020 CITYWIDE PLAN

The overarching theme of the Connecting Cleveland 2020 Citywide Plan is creating connections between people, places, and opportunities.⁸ The Citywide Plan, completed in 2007, is the latest comprehensive plan prepared for the City of Cleveland. Its intention is to combine the land use focus of the 1990 Civic Vision 2000 Plan and the social focus of the 1975 Cleveland Policy Planning Report.

The Connecting Cleveland 2020 Citywide Plan presents a vision of Cleveland in 2020 that is based on seven guiding principles: Connections, Assets, Opportunity, Place, Choice, Diversity, and Sustainability. In addition to connecting people, places, and opportunities, the Plan focuses on building on assets in the City and its neighborhoods. It wants to turn challenges into opportunities, create urban “places” with character and a unique identity, and create “communities of choice” for residents who have various choices and for those who do not. The Plan celebrates diversity in people, housing, and opportunities, and it wants to build a city based on principles of sustainability.

The Connecting Cleveland 2020 Citywide Plan identifies issues and formulates policies in the following areas: Housing, Retail, Economic Development, Recreation and Open Space, Community Services, Safety, Transportation and Infrastructure, Arts and Culture, Sustainability, and Preservation.

The Connecting Cleveland 2020 Citywide Plan and the Waterfront District Plan both share a central focus on creating connections. The Citywide Plan identifies the waterfront as one of the strengths of Cleveland, and the Waterfront District Plan provides recommendations for improving access to, and use of, the lakefront. This update plan continues with the vision of enhancing connections in Cleveland.

⁸ Connecting Cleveland 2020 Citywide Plan , Cleveland City Planning Commission,
Source: <<http://planning.city.cleveland.oh.us/cwp/>>

CLEVELAND WATERFRONT DISTRICT PLAN

The 2004 Waterfront District Lakefront Plan for the City of Cleveland's Lake Erie shoreline was a comprehensive plan intended to transform Cleveland to a place to live, work, and play and to enhance Northeast Ohio as a competitive region in the 21st century.

The plan was developed over a 32-month process, which attracted over 5,000 people, to over 200 stakeholder meetings, and thousands of ideas on how to improve access to the shoreline and to adjacent neighborhoods.

The Waterfront District Plan included many projects that have already been completed including, Quay 55, a residential location representing true lakefront living, and Battery Park, a former battery plant that has been converted to mixed-use development. Despite some major components of the plan that have been implemented there are some major components that have been changed.

The most notable change is the location of the new port. The port was originally set to be relocated to free up space on the lakefront west of the Cuyahoga River. Unlike the Waterfront District Plan the new location for the port has been moved to the eastside of the city at East 55th. This site works due to access to rail, roads, and being adjacent to an underutilized industrial site. This site was officially approved in March 2008 by the Planning Commission.

The new port, which will be a confined disposal facility (CDF) made up of dredge materials from the mouth of the Cuyahoga River, will begin to be constructed in 2012 and set to be open for use in 2024.

This represents a significant change from the Waterfront District Plan in that it obviously changes the entire landscape of the area between Burke Lakefront Airport and Dike 14. Also it requires relocation of significant landmarks on the current site like a marina and a public fishing site.

The new port is expected to bring significant economic development to the area and the city as a whole providing jobs, a significant tax base and energy to a currently depressed area of the city. This is truly a way to utilize Cleveland's unique assets and manufacturing and transportation history and infrastructure.

RE-IMAGINING A MORE SUSTAINABLE CLEVELAND

The future of Cleveland is to create a smaller, greener and healthier city that encompasses opportunities and access for everyone. Re-Imagining Cleveland's main goal is to reuse vacant land to make a more cleaner and beautiful city. The group's vision started from a loss of population over the last 60 years and a gradual decline in presence of the neighborhoods. The Re-Imagining a More Sustainable Cleveland group includes city staff, NPI, representatives from community development corporations, local non-profit organizations, the Cuyahoga County Planning Commission, and the Cleveland Metroparks.

The reuse of vacant land is crucial to Cleveland's potential to be "a green city on a blue lake." There are 3,300 acres of vacant land within the city limits and estimated 15,000 vacant buildings. Most of the vacant buildings are not maintained and lower the value of the homes in the area which has also caused a nuisance in the neighborhood. The overall plan introduces a range of vacant land strategies that include: neighborhood stabilization and holding strategies, recreation/green space, productive landscapes, and holding strategies in prime development areas. In order to manage a growing inventory of vacant land, the guidelines and goals set forth from the plan will help put the properties to productive use in ways that complement the city's long term objectives. The most important factor is that there should be an economic return and a community benefit that enhances the city and its people.

CURRENT PROJECTS, DESIGNS, AND TIMELINES

PORT OF CLEVELAND RELOCATION

Cleveland's Cuyahoga County Port Authority is located on a large parcel of land that is situated just north of downtown. Due to its proximity and significance to the vitality of Cleveland, it's hard to ignore the Port when discussing lakefront planning. Currently, the city's lakefront plan calls for the facility to move from their present location to its new proposed site by year 2029. The new location would be created by filling a new Confined Disposal Facility (CDF) at E. 55 St. Below is an overview of the plan, and timeline of implementation.

Plan

The Port of Cleveland identified "three opportunity horizons." These three opportunities are to grow the current business, create an international trade district and build the new port. In order to capitalize on these opportunities the Port has created a 5 point plan.

1. Build business at the current port: As our roadways and ports see increased congestion, our country is looking to invest in infrastructure. This gives Cleveland's Port a viable opportunity to increase business by short sea shipping through the St. Lawrence Seaway.
2. Create and international Trade District: Increased port operations will create land business opportunities in areas of distribution, manufacturing, warehousing, and support facilities. These land businesses will be centralized in an area called the International Trade District. The goal of the international trade district is to create thousands of jobs and strengthen economic development opportunities.

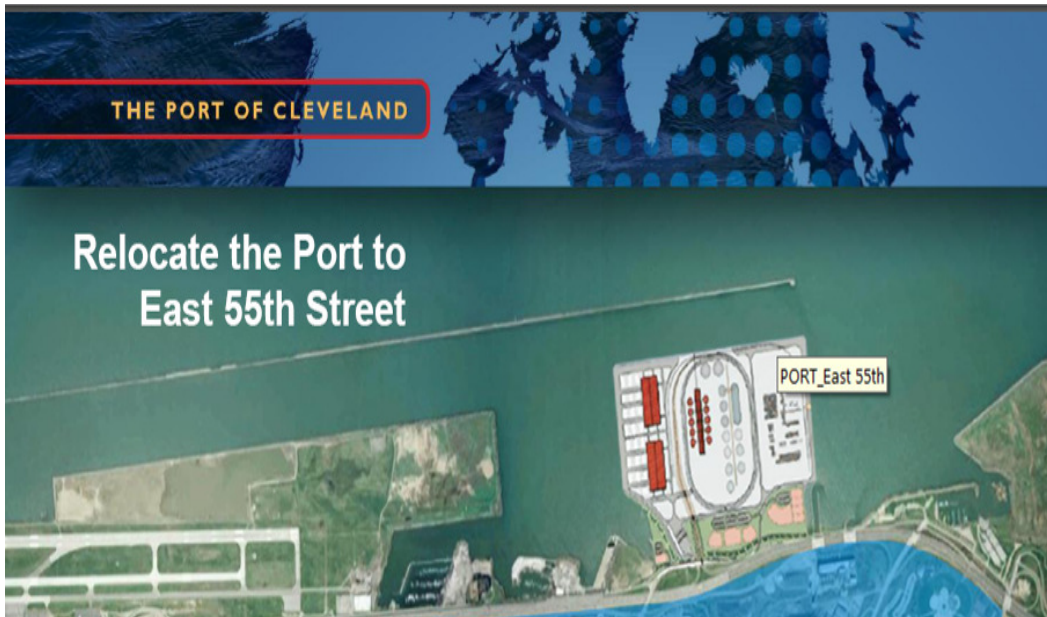


Figure 2-4: Relocation of Port of Cleveland
Source: Port of Cleveland

3. Build a new Port West of E. 55th: The U.S. Army Corps of Engineers needs a confined disposal facility (CDF) for dredging in order to keep the shipping and boating channels open. A new 200 acre +/- site would be created by using the dredging from the Cuyahoga River. The new port would pave the way for local and international shipping needs.
4. Implement a conceptual lakefront plan: The Port of Cleveland has identified 3 firms as the finalists for the design for new waterfront.
5. Make the lakefront accessible to the public: Create new fishing piers, parks and green space by moving the port.

Timeline

Currently the timeframe of moving the port to E 55th street is 2029. The first step to the process is to introduce container ships and introduce additional manufacturing in the International Trade.



Figure 2-5: Port of Cleveland Relocation Opportunities Timeline
Source: Port of Cleveland

By approximately 2015 the port would expect a thriving trade district that could potentially create thousands of jobs in addition to other business opportunities.

In approximately ten years (2019) the Port would start relocating to the E. 55th Street location. By 2029 the Port believes the move would be complete.

If possible the Port would like to expedite the process by using a fast fill process. The process would use both dredge and non dredge material. This could take up to 10-15 years off the proposed 2029 completion date. This is currently being explored but hasn't been approved.

INTERNATIONAL TRADE DISTRICT

The Cleveland-Cuyahoga County Port Authority has included in its strategic plan for relocating the Port, a provision for an International Trade District. The initial goal is to create a thriving trade district where business and manufacturing may flourish. Ultimately, it will combine with the additional elements of the plan to develop a stronger more prominent Lakefront. The International Trade District will be located above St. Clair Avenue between East 18th and Martin Luther King Drive. Along the eastern portion of the Trade District will be the location for the new Port site. There are several benefits the Port hopes to accrue from the creation of this District. To begin with, it will draw

intermodal facilities and logistics firms to sustain a world-class location for manufacturing firms. It will generate a distinctive logistic benefit for the region. The District will capitalize on existing infrastructure located on “shovel ready” property. Most importantly, it could lead to the creation of thousands of new jobs for residents in the region.

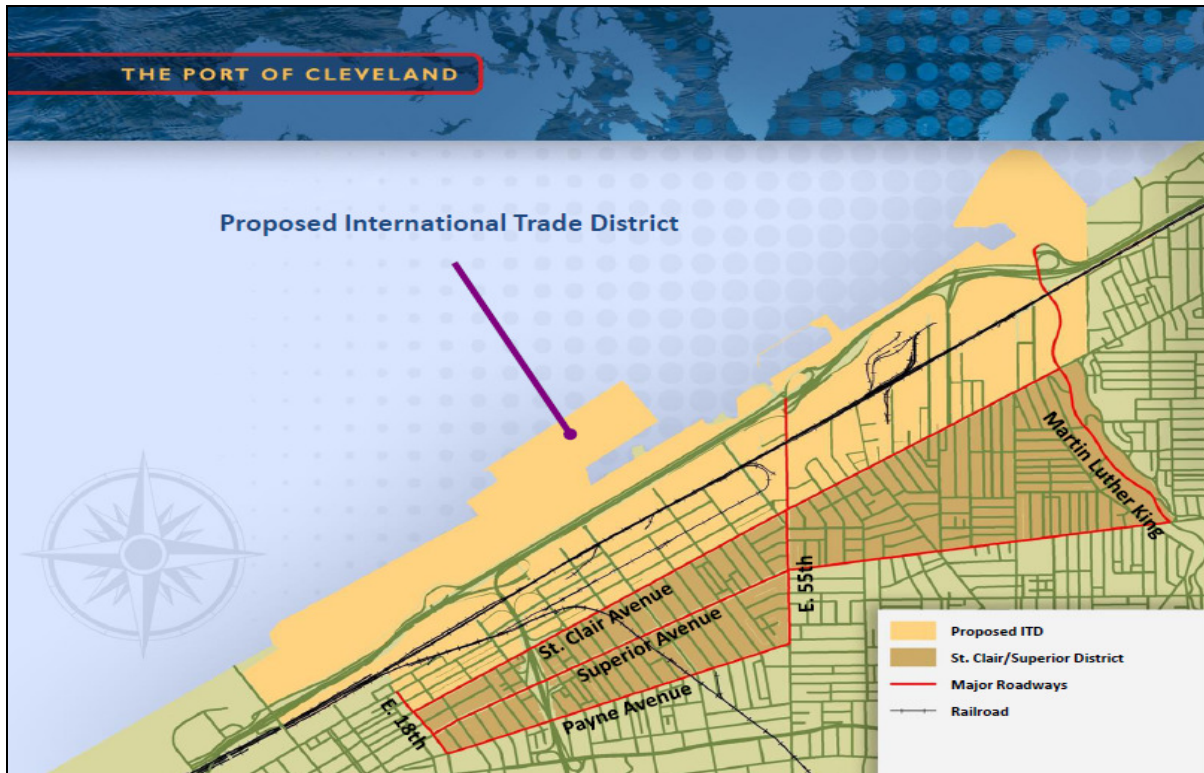


Figure 2-6: Proposed International Trade District
Source: Port of Cleveland

INNER HARBOR PEDESTRIAN BRIDGE

The pedestrian bridge at North Coast Harbor will link the finger pier on the west side of the basin with Voinovich Park on the east side. Today, the park is little-used, in part because it's a dead end. The bridge will make it part of a harbor front pedestrian loop, ultimately connecting North Coast Harbor with the 100 acres of lakefront land north and west of Cleveland Browns Stadium, now controlled by the port.

In coming months, the port will launch a planning process to design the future of the downtown lakefront, in conjunction with plans to move industrial operations to a

proposed new location on landfill north of East 55th Street, public meetings would be part of the design process. They have roughly \$4 million from a federal earmark that is available for the project, scheduled for groundbreaking in 2011. "We want an aesthetically pleasing bridge that fits in the area," Ewais said.⁹ The design team includes the Cleveland office of Wilbur Smith Associates and Schlaich Bergermann and Partner of Stuttgart, Germany.

CLEVELAND MEDICAL MART & CONVENTION CENTER

The proposed medical mart/convention center project is a union between a medical mart and a traditional convention center. The medical mart is a collection of permanent showrooms displaying healthcare products ranging from top of the line imaging machines to scrubs and scalpels. The target audience for these products is the key decision makers in the healthcare industry including doctors, nurses, facility managers, designers and architects.¹⁰ The convention center would be a state of the art exhibition hall designed to hold large meetings and trade shows. The goal is to create a linkage between a medical mart and a tradeshow facility in order to lure dozens of trade shows into the Cleveland market on an annual basis, generating millions of dollars for the region.

Cleveland is an ideal location for a project of this type based on its assets. Many actually consider it to be the medical capital of the North America with the Cleveland Clinic, Case Western Reserve University, MetroHealth and University Hospitals all calling the region home. The region is also filled with many medical manufacturers and small businesses that support the medical industry.

Also as the 33rd largest city in the US, Cleveland is still a point of destination for national trade events and convention opportunities. Cleveland city officials were applauded for negotiating significant terms with Cuyahoga County officials and partner Medical Mart

⁹ http://www.cleveland.com/arts/index.ssf/2009/03/cleveland_has_launched_the_des.html

¹⁰ Cleveland Medical Mart and Trade Show Facility." 2007. 28 Mar. 2009.
<<http://www.merchandisemart.com/clevelandmedicalmart/faq.html>>.

Properties, Inc. (MMPI), the purchasers of the convention center property, to ensure marketing and booking of diverse convention and trade show opportunities.¹¹

Medical Mart Properties, Inc. (MMPI) concluded that the best location for the medical mart project is the Mall located in downtown Cleveland, specifically Malls B and C. The medical mart would be located at St. Clair Avenue and Franz Pastorius Blvd. The related trade show facility would replace and expand the existing convention facility below Malls B and C.¹² The proposal calls for a 100,000 square foot medical mart and a 300,000 square foot trade show facility.

The Mall site has numerous advantages including:

- Lower development costs
- Quicker speed to market
- Overall positive effect on the Mall
- Proximity to Marriot and Crowne Plaza hotels
- Existing parking
- Proximity to Warehouse District
- Access to Lakefront amenities (Cleveland Browns Stadium, Great Lakes Science Center, and the Rock Hall)
- Opportunity for future expansion
- Adaptive re-use of buildings
- Sense of inclusion within the city

CLEVELAND LAKEFRONT WEST (WEST SHOREWAY BOULEVARD)

Cleveland's Waterfront District Plan calls for the transformation of the West Shoreway – now designated as Lakefront West – into a 35-mph boulevard as part of the plan to improve access to the lakefront.¹³ The boulevard would include six lanes and a landscaped median. The project is along Ohio State Route 2 from Clifton Boulevard on the west to the Main Avenue Bridge on the east. The City of Cleveland has collaborated with the Ohio Department of Transportation on this project, which the Cleveland City Planning Commission approved on January 9, 2009. The State of Ohio's Transportation

¹¹ <http://blog.cleveland.com/metro/2009/04/i.html>

¹² "Cleveland Medical Mart & Convention Center" 2009. 28 Mar. 2009. <<http://www.clevelandmedicalmart.com/>>

¹³ Cleveland Urban Core Projects – Lakefront West. Ohio Department of Transportation. This includes various proposed renderings and maps of the project. Available at:

<<http://www.dot.state.oh.us/projects/ClevelandUrbanCoreProjects/LakefrontWest/Pages/default.aspx>>

Review Advisory Council (TRAC) previously approved funding of \$49.8 million. The project has been divided into two phases because of fiscal constraints; reconfiguration of the Shoreway into a boulevard would occur in Phase II. An environmental study for both phases is expected to be completed in 2009. Detailed design plans will follow, and construction on Phase I is scheduled to begin in 2010. The proposed changes include a multi-purpose trail – as part of the Cleveland Lakefront Bikeway – north of the Shoreway from West 25th to West 65th Street, and another trail south of the Shoreway from West 49th Street to West 76th Street. Figure 2-7 shows a multipurpose trail adjacent to the Shoreway from Edgewater Park to West Boulevard proposed for Phase II.

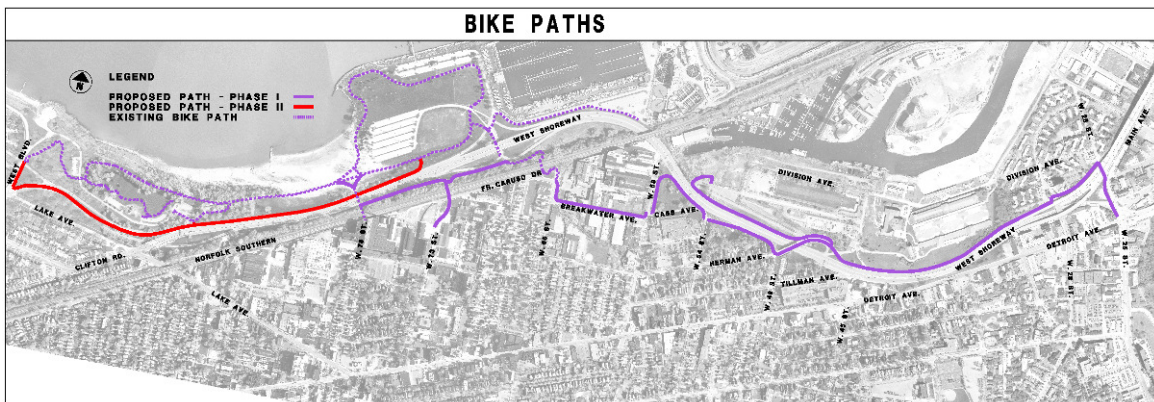


Figure 2-7: West Shoreway Boulevard Proposed Bike Paths¹⁴

Various streets will receive improved connections to the lakefront; a summary of proposed changes follows:¹⁵

¹⁴ <<http://www.dot.state.oh.us/projects/ClevelandUrbanCoreProjects/LakefrontWest/PublicMeetings/Documents/Bike%20Path%2000%20Scale.pdf>>

¹⁵ Links to the original maps of each of the proposed street changes are available from ODOT at: <<http://www.dot.state.oh.us/projects/ClevelandUrbanCoreProjects/LakefrontWest/Pages/default.aspx>>

West Boulevard/Lake Avenue/Clifton Boulevard Area – merge the ramps to create one two-way park road; close the Edgewater Drive ramp and replace it with more park land; rehabilitate existing pedestrian tunnel or build a bridge over the ramps to provide ADA compliant access to Edgewater Park.

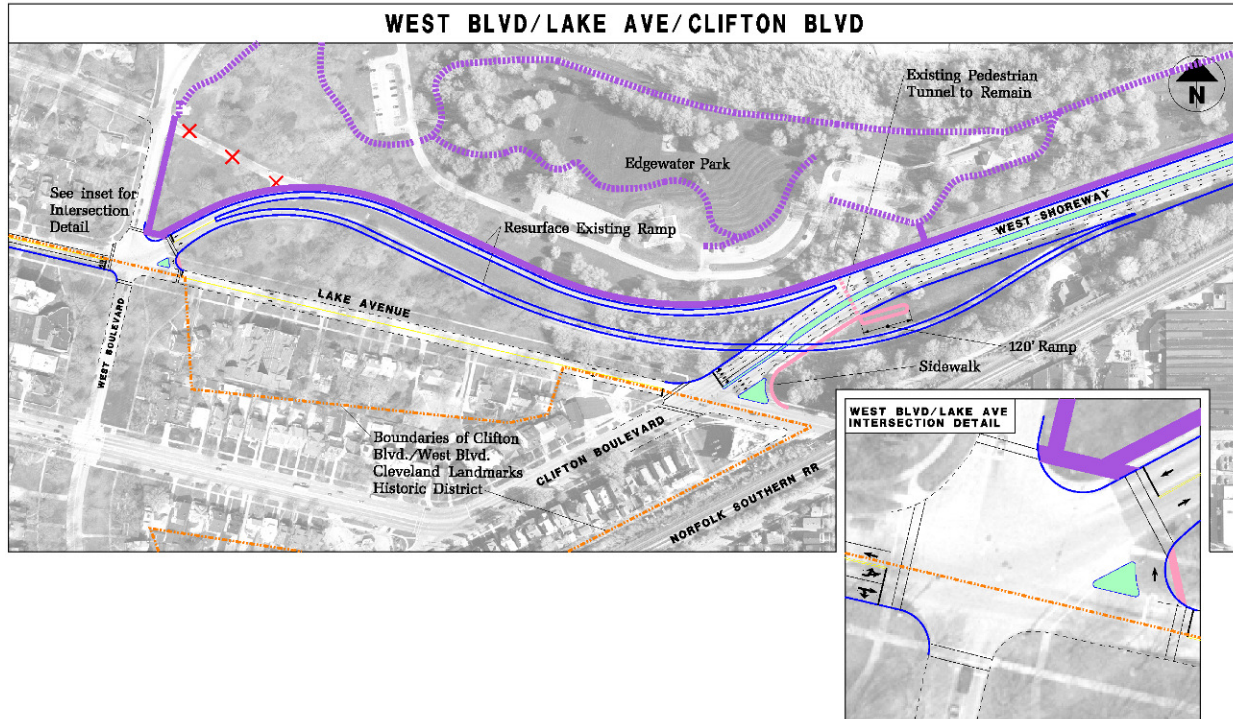


Figure 2-8: West Shoreway Boulevard Proposed West Blvd./Lake Ave/Clifton Blvd. Realignment

West 76th Street: create new steps and ramp between the underpasses; provide access to a new multi-purpose trail; rehabilitate tunnels under the Shoreway and railroad including improved lighting and drainage.

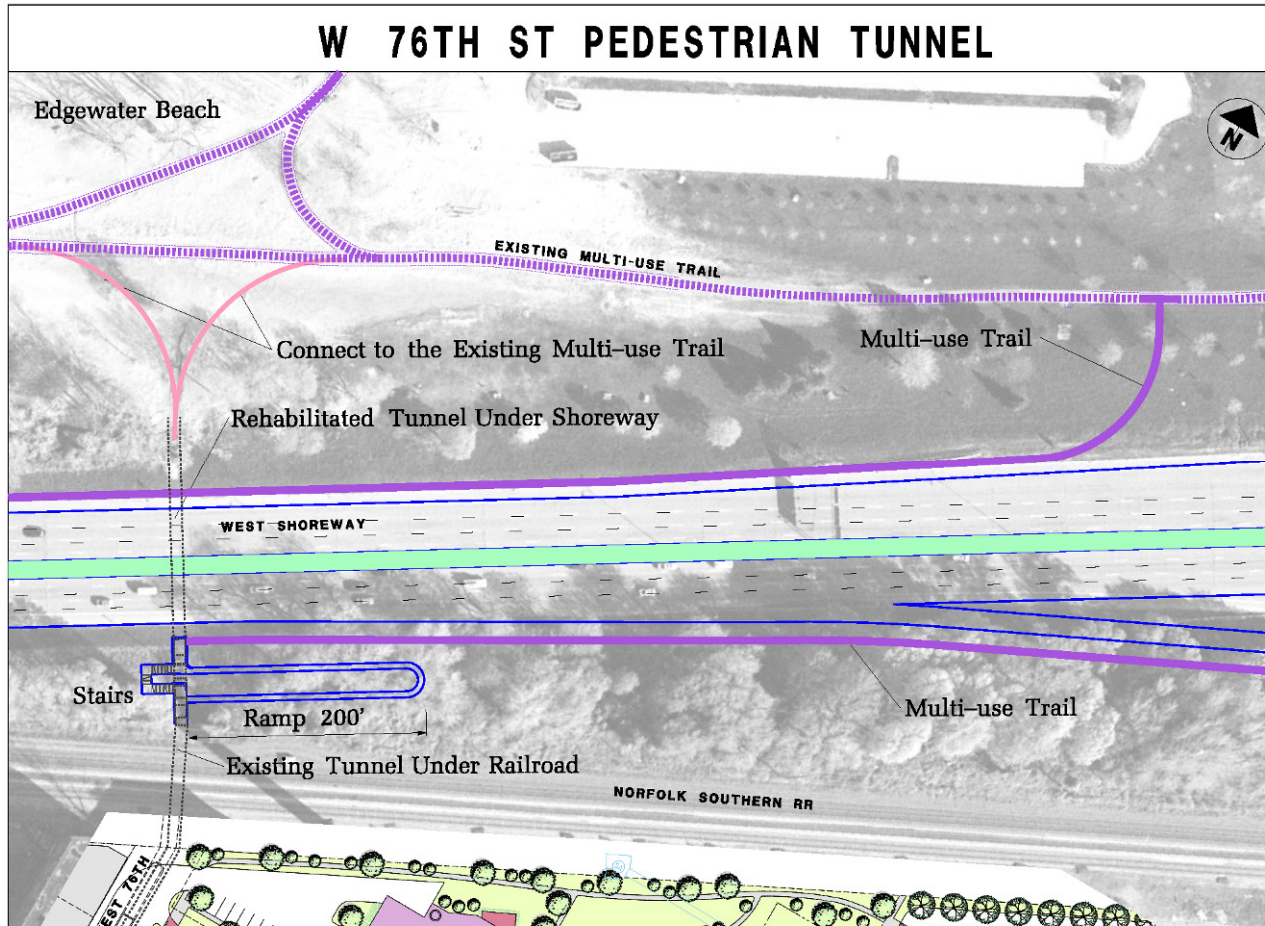


Figure 2-9: West Shoreway Boulevard W. 76th St. Pedestrian Tunnel

West 73rd Street: extend the street by building a new bridge under the railroad tracks; relocate a regional interceptor sewer; construct a two-way road along the south side of the Shoreway between West 73rd and Edgewater Park.

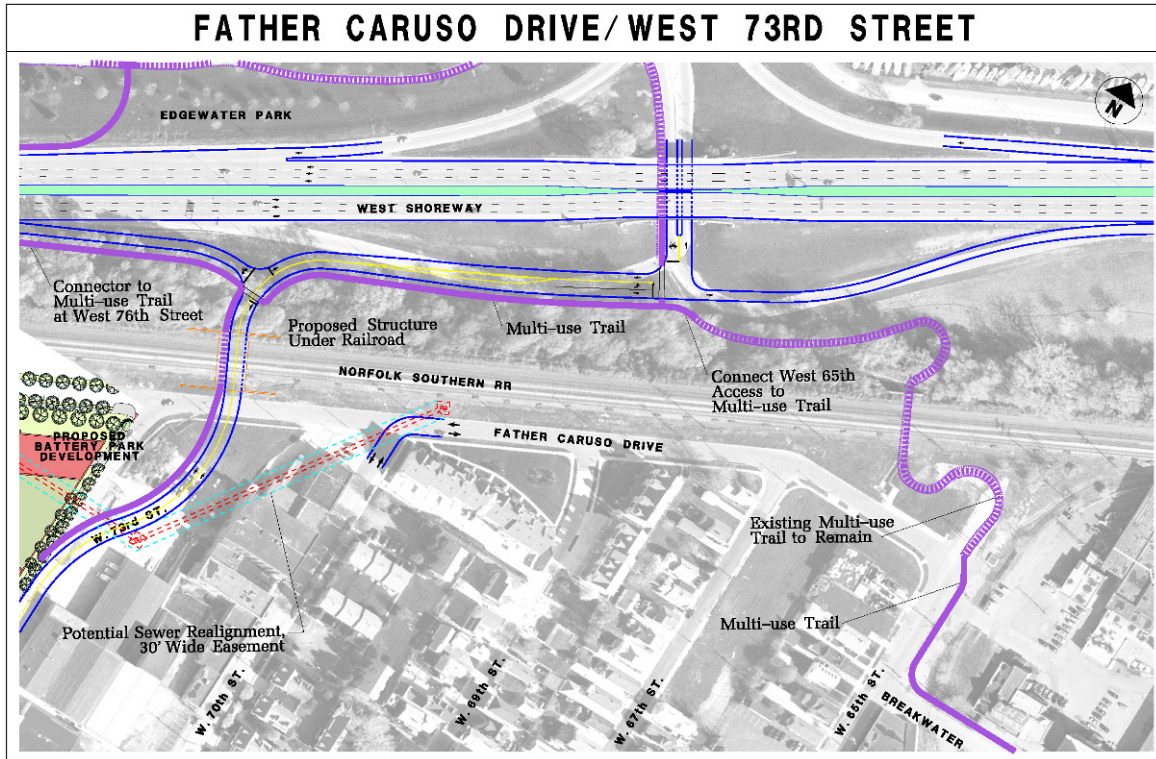


Figure 2-10: West Shoreway Boulevard at Father Caruso Dr./W. 73rd St.

West 65th Street: connect existing trail to the new multi-purpose trail.

Division Avenue: construct a new at-grade intersection.

West 54th Street: construct a new at-grade intersection.

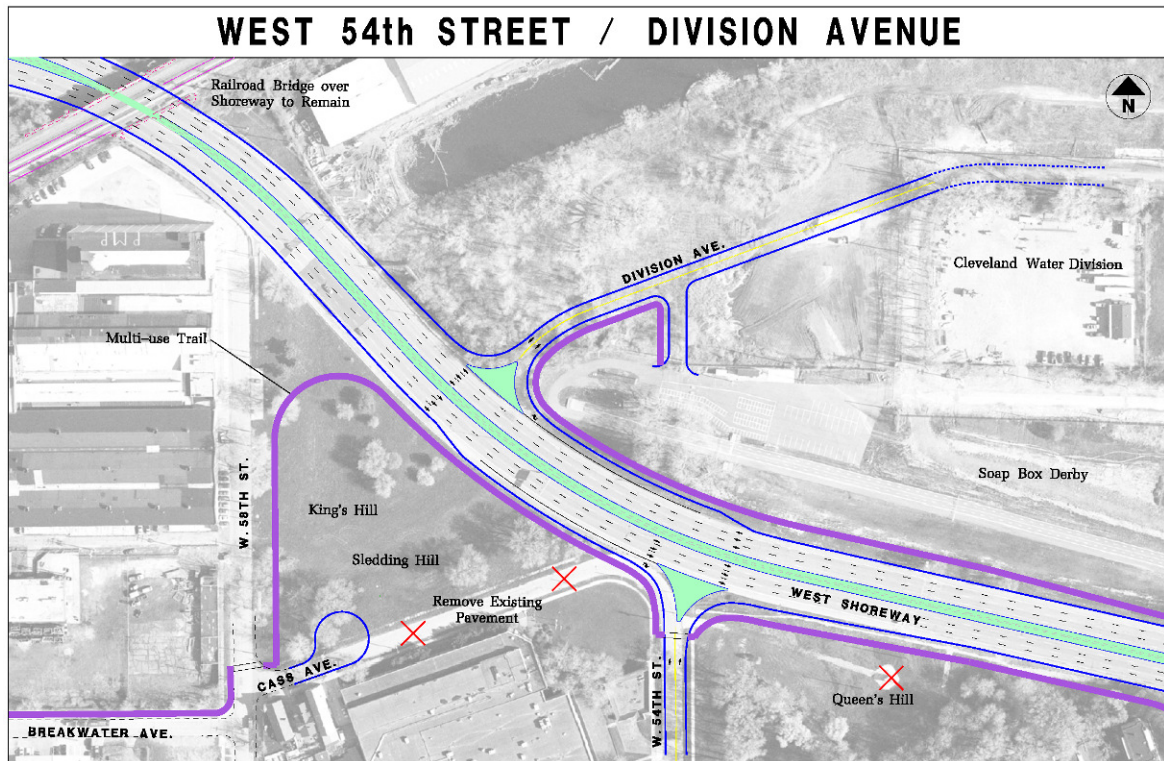


Figure 2-11: West Shoreway Boulevard at W/ 54th St./Division Ave.

West 49th Street / Herman Avenue: re-stripe the existing bridge to permit one lane of traffic in each direction; create multi-purpose trail; close the entrance to the Cleveland Water Division plant.

West 45th Street: simplify right-in/right-out access to the Shoreway; construct a cul-de-sac at Tillman Avenue.

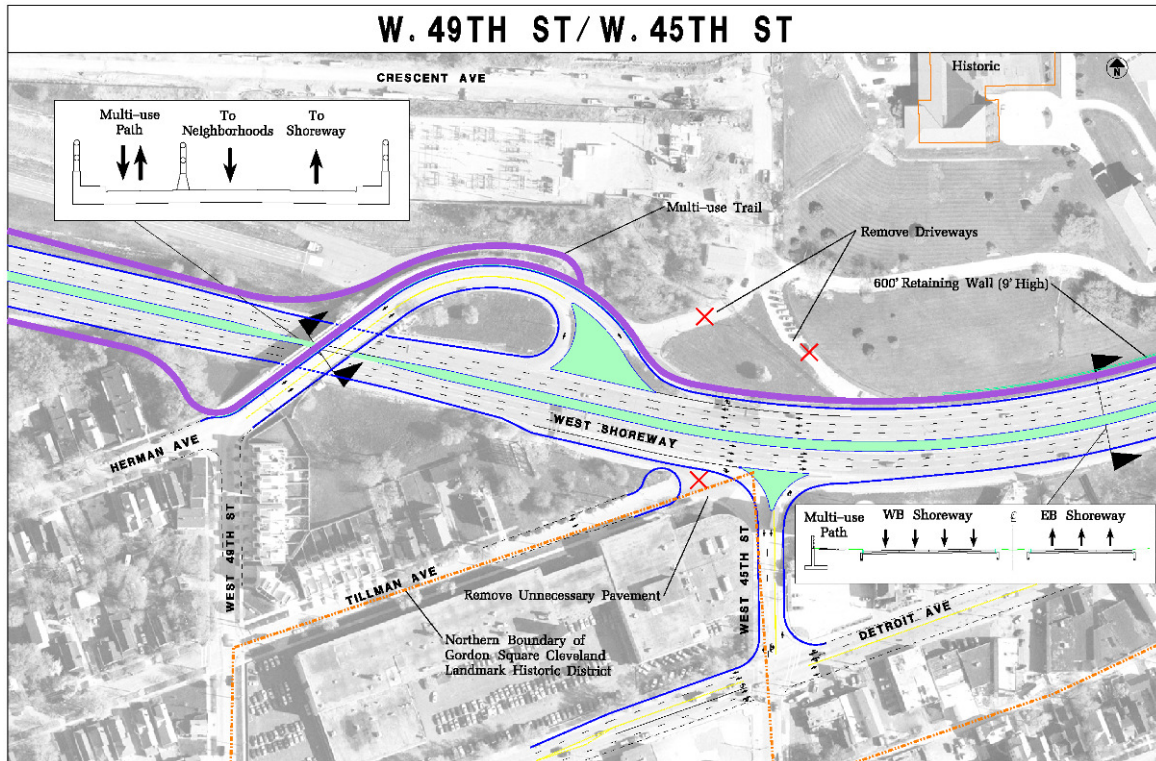


Figure 2-12: West Shoreway Boulevard at W. 49th St./W. 45th St.

West 28th Street and West 25th Street: remove Shoreway exit/entrance ramps at West 25th Street and relocate access to West 28th Street; close eastbound entrance ramp from West 28th Street to Main Ave Bridge; widen West 28th Street and Detroit Ave. between West 28th Street and West 25th Street.

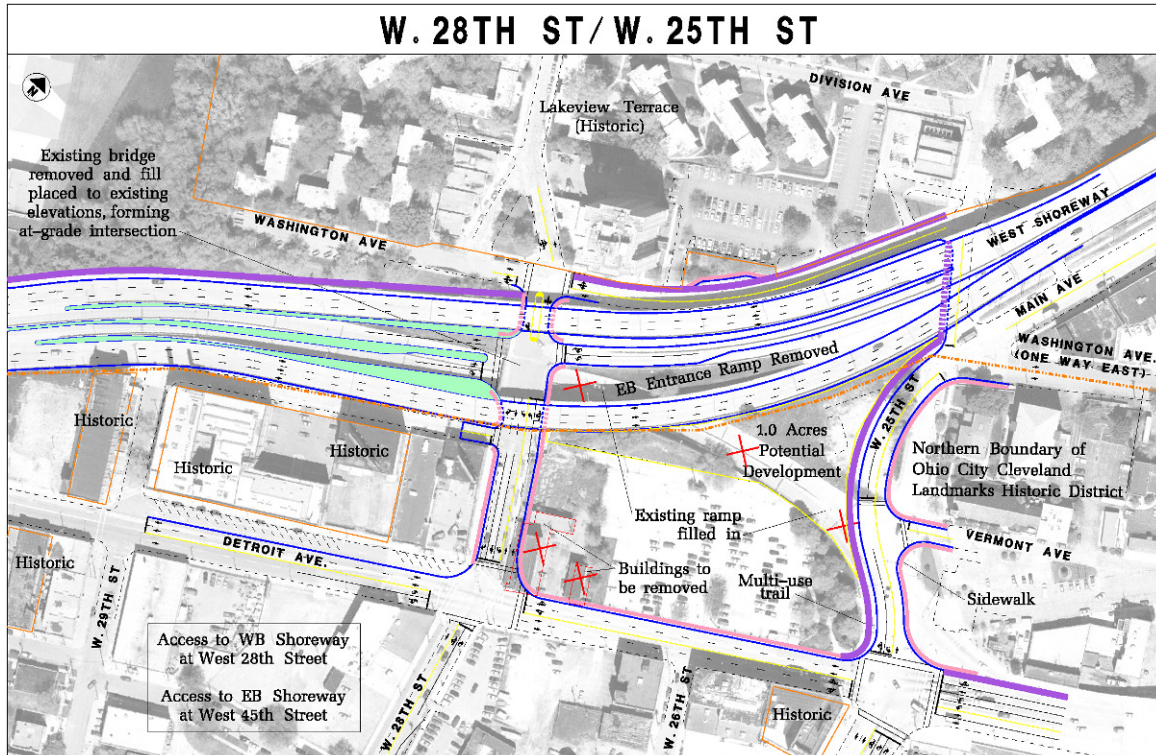


Figure 2-13: West Shoreway Boulevard at W. 25th St./W. 28th St.

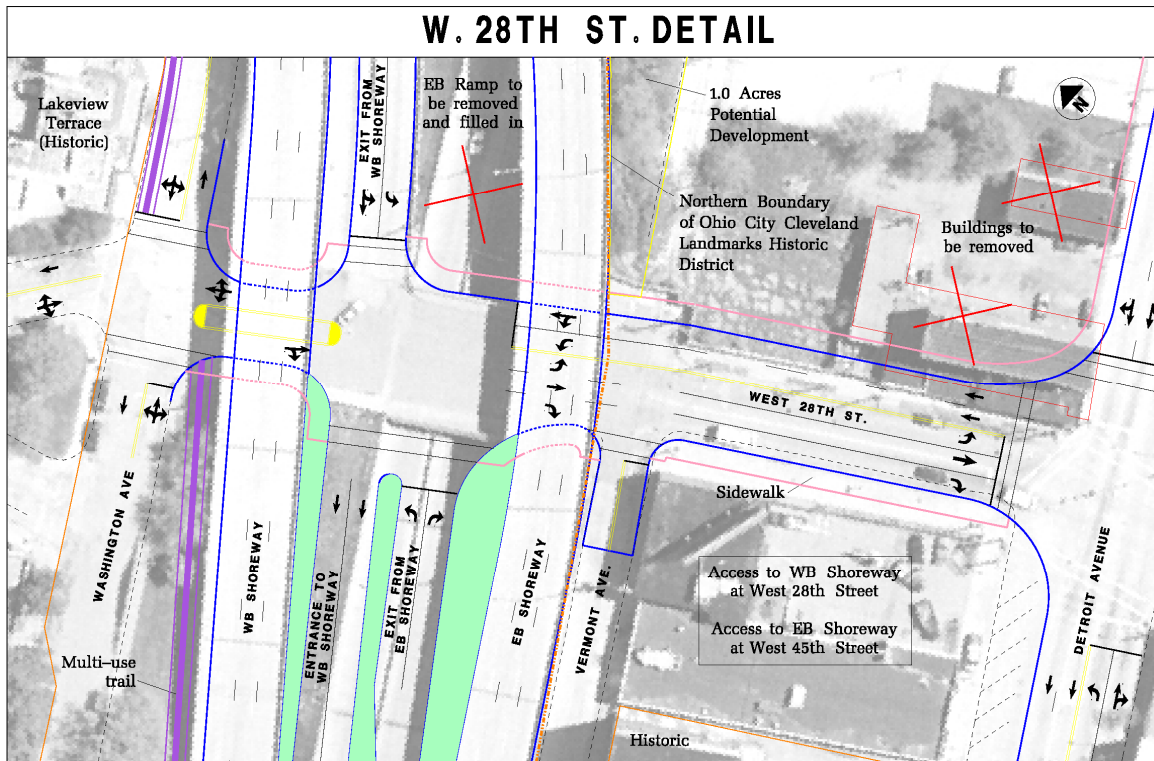


Figure 2-14: West Shoreway Boulevard at W. 28th St.

Ohio Dept of Transportation Timeline (Phase I)¹⁶

2009: Complete Environmental Document (Phase I and II).

2009-2010: Develop plans for West 76th Street Access Improvements.

2009-2011: Develop plans for multi-purpose trail, West 49th St. and Lake Ave/West Blvd Access Improvements.

2009-2012: Develop plans for West 73rd St., West 54 St., West 45th St., and Division Ave. Access Improvements.

2009-2012: Right-of-Way Acquisition.

2010-2011: Construction of West 76th Street Access Improvements

2011-2012: Construction of multi-purpose trail, West 49th St. and Lake Ave/West Blvd Access Improvements.

2012-2014: Construction of West 73rd St., West 54 St., West 45th St., and Division Ave. Access Improvements.

Source: Map from the Ohio Department of Transportation

¹⁶ Cleveland Urban Core Projects – Lakefront West Project Update – January 2009. Ohio Department of Transportation. Available at <<http://www.dot.state.oh.us/projects/ClevelandUrbanCoreProjects/LakefrontWest/Documents/2009-01-09Projectupdate.pdf>>

TOWPATH TRAIL

History of the Towpath Trail

The Ohio and Erie Canal was completed in 1832, connecting Lake Erie to the Ohio River at the mouth of the Cuyahoga River in downtown Cleveland. Prior to the emergence of railroads as the primary means of transporting bulk goods, Ohio's canal system was the primary catalyst for economic development in Cleveland and throughout the State. Canal receipts peaked in 1855, but within a few decades, canals had been made largely obsolete by the nation's growing rail network. By the turn of the 20th Century, canal traffic and revenue was teetering on the brink of extinction when a heavy snowfall in 1913 led to floods that caused heavy damage to locks throughout the State of Ohio's canal system. The cost of repairing the damage exceeded the value of the canals, and the system was effectively eliminated by being sold off to private land owners or simply left to decay.¹⁷

Efforts to protect and restore parts of the canal system have been ongoing to preserve these pieces of Ohio's history while creating new amenities and green spaces. The section of the Ohio and Erie Canal running from New Philadelphia to Cleveland has been designated as a National Heritage Area by the United States Congress to preserve and share important aspects of America's heritage.¹⁸

"The section of the Ohio and Erie Canal from the Brecksville Dam in northern Summit County to Rockside Road in southern Cuyahoga County was transferred to the National Park Service in 1989 as part of the Cuyahoga Valley National Recreational Area, now Cuyahoga Valley National Park. A lease on the canal lands from the Cuyahoga Valley National Park to the terminus of the canal has been executed with the Cleveland Metroparks. Metroparks manages the adjacent

¹⁷Ohio Department of Natural Resources <http://www.dnr.state.oh.us/water/canlhist/tabid/3285/Default.aspx>

¹⁸ Ohio and Erie Canal Way <http://www.ohioanderiecanalway.com/Learn/Our%20Story.aspx>

real estate and is developing the corridor into the Ohio & Erie Canal Reservation.”¹⁹

Concept for the Ohio and Erie Canal Bikeway

Chief among the amenities proposed for the Canal Way is a paved, multi-purpose bicycle and pedestrian trail from New Philadelphia to Wendy Park in Downtown Cleveland. Sections of this trail have already been built through the Cuyahoga Valley National Park in Summit County, the Ohio and Erie Canal Metropark in southern Cuyahoga County and the Steelyard Commons commercial development on Cleveland’s near-southwest side. The most challenging sections remaining to be completed along the trail are the areas north and south of Steelyard Commons in Cuyahoga County.

The difficulties encountered here are generated by the reality of building a trail through a populated, urban setting containing brown fields, industry, housing, and challenging topography in the context of limited governmental resources. The planning process has been ongoing for over a decade at the time of this writing. An estimated completion date of 2014 at the latest has been offered by public officials.

This project, when completed, will offer a unique, urban bikeway and green space that is expected to act as a catalyst for tourism, an amenity for the region, and a connection to the lakefront and downtown for Cleveland residents.

Proposed Routes

The area of greatest concern for the updated Lakefront Plan is the section of the Towpath Trail north of Steelyard Commons. The final route for this northern section has been agreed upon and may be viewed on the Cuyahoga County Planning Commission’s website.²⁰

¹⁹ Ohio Department of Natural Resources <http://www.dnr.state.oh.us/water/canlhist/tabid/3285/Default.aspx>

²⁰ <http://planning.co.cuyahoga.oh.us/towpath/maps.html>

The map below shows the proposed route as the red line. The green line indicates potential alternatives that are still displayed on the Ohio and Erie Canal website.²¹



Figure 2-15: Towpath Trail Paths and Connections in Cleveland

Planning Challenges

Although the route has been largely settled, there still exist significant planning challenges to be resolved. These are summarized in four sections below:

Section 1: Steelyard Commons to Tremont:

Referring to the map below and moving south to north, the route from Steelyard Commons to Clark Fields is identical between the Cuyahoga County Planning

²¹ <http://www.ohioanderiecanalway.com/Interactive%20Map.aspx>

Commission version and the Ohio and Erie Canal version. The main issue along this segment is passing the trail through existing homes on Holmden Ave and then stabilizing the hillside below W 11th St.

At Clark Fields, the two routes diverge. The southern route follows an existing road, which makes construction and right-of-way easier to deal with, but creates potential conflict between cyclists and motorists. The northern route through Clark Fields avoids conflicts with automobiles, but would be more expensive and has more grade-changes.

Between Clark Fields and I-490, the red route climbs directly up a steep hill, providing a pleasant view of downtown but creating a problem for cyclists. The green route avoids the grade-change but shares an existing road with heavy truck traffic.



Section 3: Canal Basin Park:

The route here has largely been settled. However, it is unclear if the route will run along the spine of Canal Basin Park along an old railroad, or if it will follow the Cuyahoga River. It is anticipated that the trail will cross the Cuyahoga on existing bridges, although the question of expanding or merely retrofitting the bridges has not been fully resolved. A spur section that runs along the east bank of the Cuyahoga below tower City is shown in the Cuyahoga County Planning Commission route but not the Ohio and Erie Canal route.

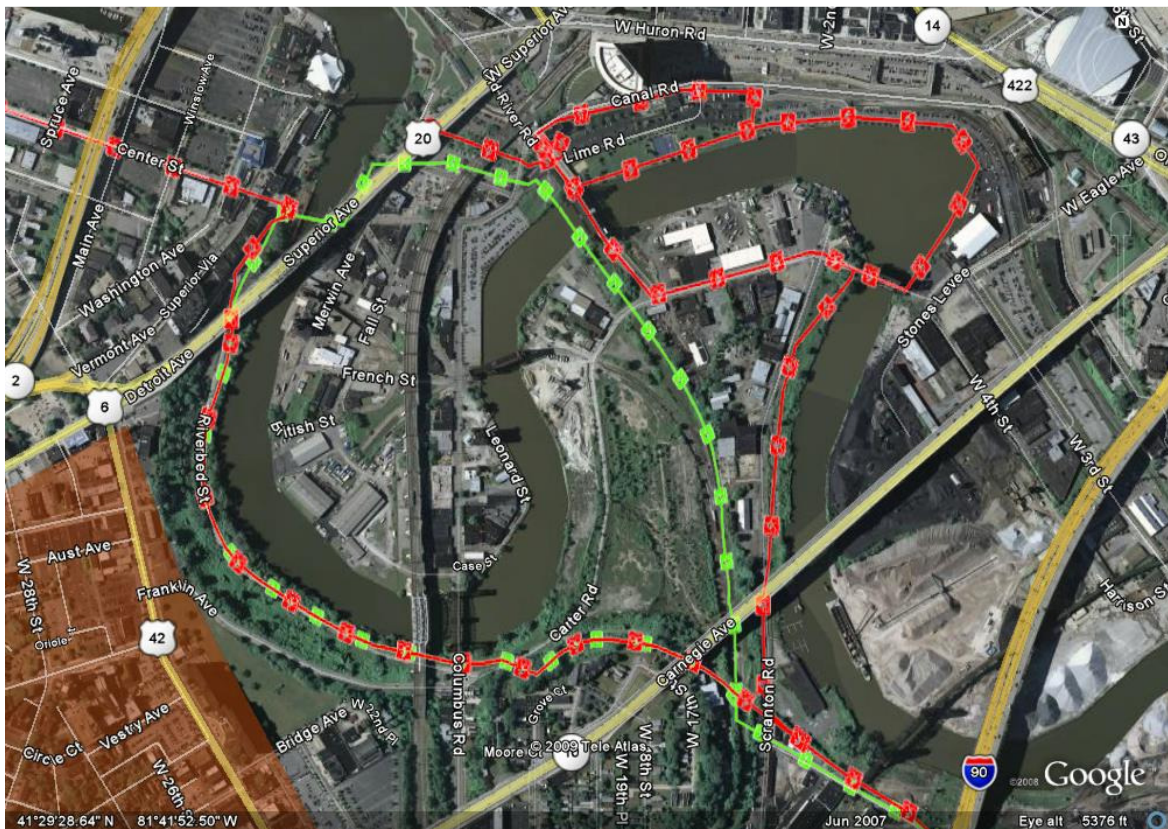


Figure 2-18: Towpath Trail from I-90 to Canal Basin Park

Section 4: Connecting to Wendy Park:

The connection to Wendy Park runs along Center Street and crosses an existing bridge to Whiskey Island. This route is relatively problem free until it hits the

wide railroad bisecting Whiskey Island. A means of getting the trail across this railroad must be devised to finish connecting the trail to Wendy Park. This problem has not been resolved.

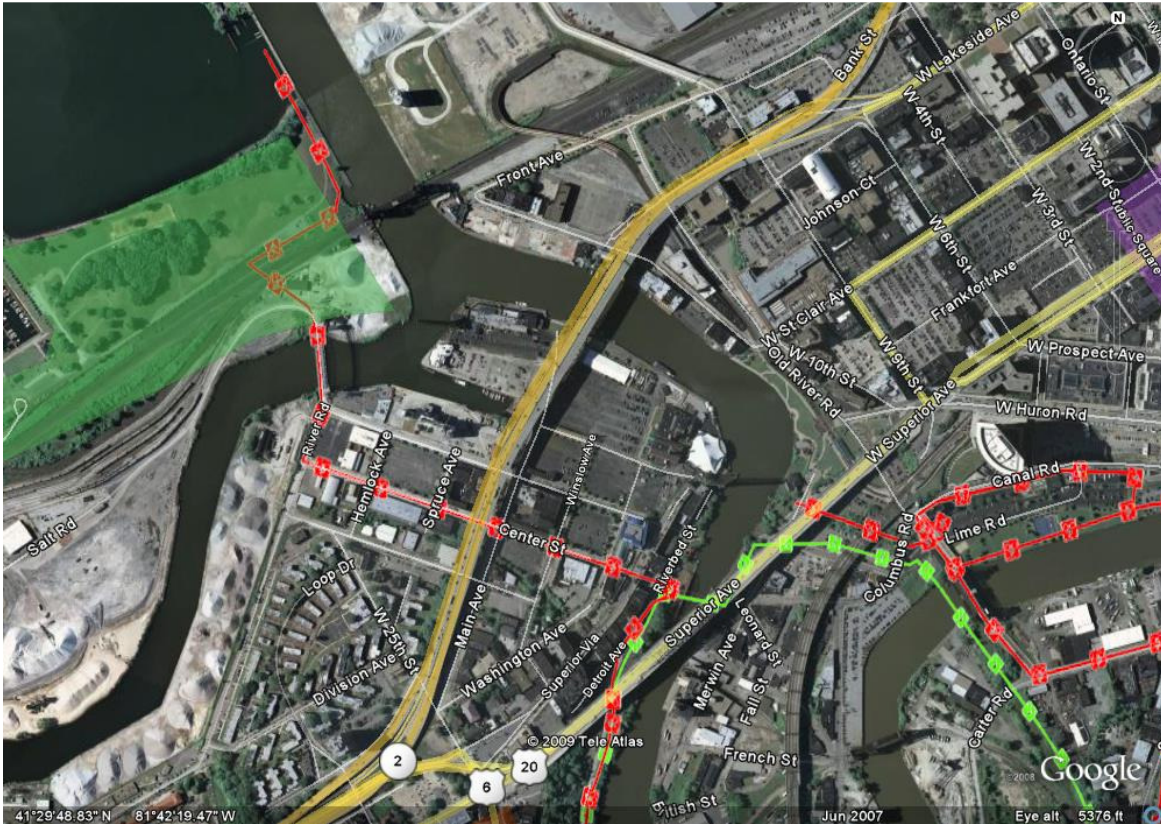


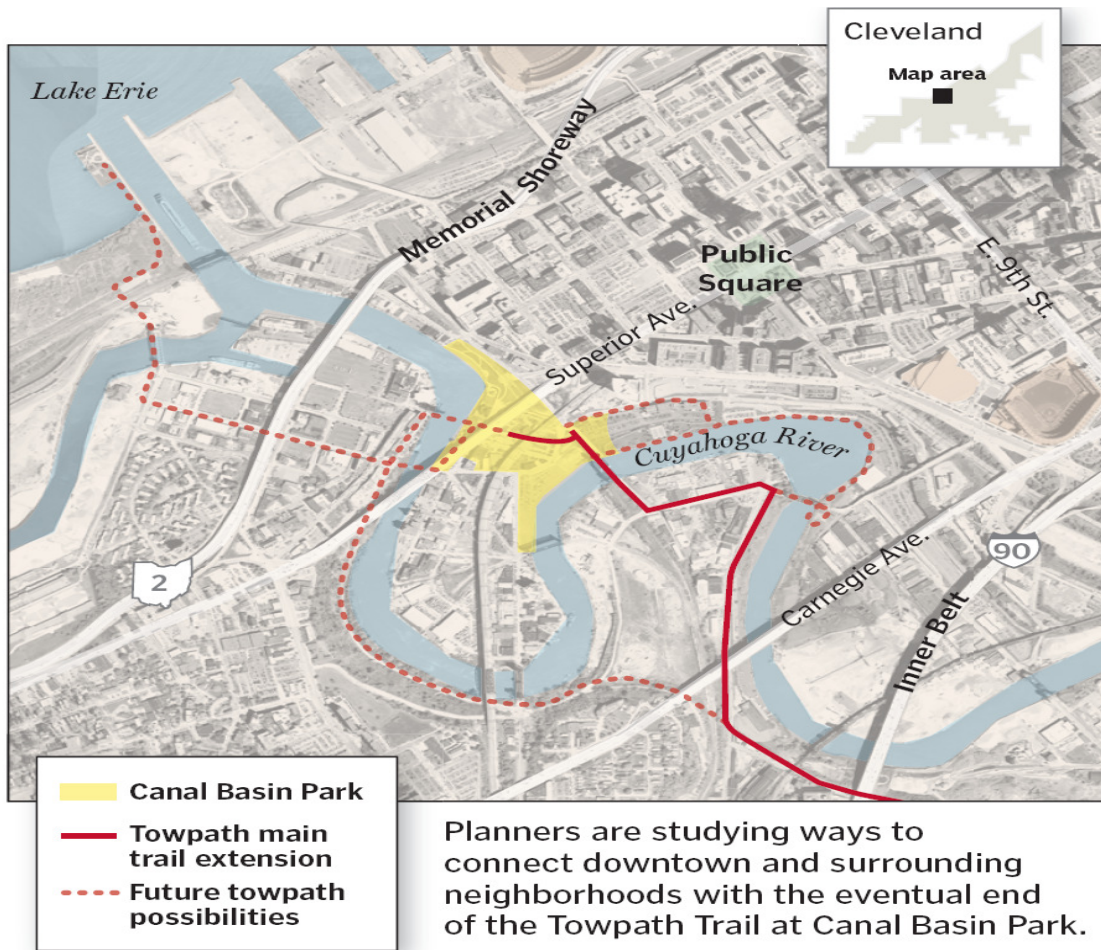
Figure 2-19: Towpath Trail from Canal Basin Park to Wendy Park

CANAL BASIN DISTRICT PLAN

The Canal Basin Park is a proposed urban park located in the Flats. Originally proposed in late 2003, the City of Cleveland has been working alongside NOACA, and the Trust for Public Land to acquire the 20 acre site in order to create a large green space in the urban core. The city received \$3 million in funds in order to acquire the parcels which are owned by over two dozen different owners. The site itself is located under the RTA Bridge where the river bends between the east and west banks of the Flats. The land is mostly vacant parking lots. The location on the Cuyahoga river bank, the proximity to downtown and the current underutilization of the land make the site a prime candidate for public open space and a potential catalyst for redevelopment.

“The District would include a network of pedestrian/bicycle off-road connections that would hug the Cuyahoga River’s edge and provide a physical link to a number of known sites, like Irishtown Bend, Old Superior Viaduct, Nautica Complex, and Hart Crane Park as well as future developments, like the East Bank project, Stonebridge, etc.”.

The Canal Basin Park is the terminus for the proposed Tow Path Trail once it is completed and would notably be a regional draw due to the estimated millions of visitors that frequent the trail.



SOURCE: City of Cleveland
Figure 2-20: Map of Proposed Canal Basin Park and Towpath Extension

THE PLAIN DEALER

OHIO HUB RAIL PLAN

The Ohio Hub System would involve the construction and operation of a 1,244-mile intercity/interstate passenger rail service with 46 stations. According to the updated

2007 Ohio Hub Study (OHS), it would serve over 22 million people in five states and southern Ontario, Canada. The Hub's seven rail corridors would connect twelve major metropolitan areas and many smaller cities and towns with stations located in downtown centers, suburban areas near interstate highways, and adjacent to major international airports. In addition, there would be feeder bus service provided to smaller communities, universities and college towns that would expand the reach of the rail system.

One of the important features of the proposed Ohio Hub is that it will provide new transportation capacity for passenger traffic as well as increasing volumes of freight traffic. The passenger rail operation would use existing privately held railroad rights-of-way and in some cases passenger and freight trains would commingle on the same tracks. Moreover, the Ohio Hub will help re-capitalize the railroad system by investing heavily in the existing railroad infrastructure.

In addition to the new transportation capacity, the Ohio Hub passenger service would complement automobile and air travel by offering the following three amenities:

- Competitive travel times
- Reliable and frequent service
- New comfortable passenger trains

Further, the Ohio Hub would offer same day, round trip service and reduce downtown to downtown travel times by increasing maximum train speeds on the lines from 79-mph to 110 mph. One example of the benefit of the project can be seen with the forecasts for the Cleveland-Columbus-Dayton-Cincinnati (3-C) Corridor. According to the OHS, the 3-C corridor will be the financially strongest corridor and it should be the first priority. The corridor is attractive because it has large end-point populations and many intermediate cities along the route. Other factors including a high percentage of business travel, a lack of competitive air service and the potential to serve multiple commuter markets will help to ensure a positive cost benefit ratio for the corridor.

Finally, the June 2007 Ohio Hub Economic Impact Study concluded that over the project's 30-year life, nearly \$9 billion in user benefits would be created, \$4.9 billion in costs translating into \$1 billion being raised for the region. It should be further noted, the project is projected to create 7,100 construction jobs and generate a \$1.84 billion increase in household earnings related to construction, manufacturing, health care, retail trade, professional, financial and insurance services.²²

CLEVELAND INNERBELT

The Cleveland Innerbelt Team has committed to developing a strategy to provide an effective and efficient transportation system. In 2002 the City of Cleveland initiated an update of the city's Waterfront District Plan in an effort to create a more accessible lakefront. Improving access between the shoreline and the adjacent neighborhoods is a major concern for the city.²³ ODOT conducted the Cleveland Innerbelt study to find ways to improve the Innerbelt and found that the infrastructure is approaching the end of its useful life and the decision is to either rehab and/or replace it. The operational performance of the Innerbelt is poor, resulting in travel delays, accidents, and undesirable route shifts, and it doesn't provide efficient traffic movement in and out of the city of Cleveland.²⁴

Cleveland Innerbelt extends from the Tremont neighborhood on the west side of the Cuyahoga River, across the valley and around the southern and eastern edges of downtown to the city's lakefront district at Burke lakefront airport. The daily functions of the Innerbelt serve as a commuter route and provide access to the interstate highway network for products shipped through the Port of Cleveland and the interest of the industrial network. Some of the goals that the Plan will attempt to address are: accessibility, mobility, quality of life, safety, effectiveness, efficient and physical condition and constructability. There are several strategic plans that are in place for the next few years that will address the concerns and problems of the Innerbelt;

²² www.dot.state.oh/ohio/rail

²³ Planning.city.cleveland.oh.us/lakefront/cpc.html

²⁴ [Cleveland Innerbelt Study, planning,city,Cleveland.us.oh/lakefront/cpc.html](http://Cleveland.Innerbelt.Study,planning,city,Cleveland.us.oh/lakefront/cpc.html)

- Innerbelt Curve 2008
- Central Viaduct 2011
- South Innerbelt 2011
- I-90/I77 2013
- Downtown Innerbelt Trench 2013

A consortium of CDC's led by Midtown Cleveland, Inc has hired an independent traffic engineer to address the concerns of the community.

LAKEFRONT PARKS BACKGROUND & BASELINE

INTRODUCTION

The public park concept was a product of the new social philosophy developing in the industrial age. Green spaces, such as public parks, accessible to the masses, began as a response to the growing middle class, first in Europe and then America. The American experience not only included the formation of city, state, and national parks across the country but also the creation of parkways and roads that opened these areas to the general public. The City Beautiful movement in America had a profound effect on the acceptance of public parks in American cities. This movement grew out of the fact that American cities at the end of the 1800's were dismal places because of rapid, uncontrolled growth in the industrial age. Parks in America were looked upon as an escape of the filth and confusion of city life.

Two men who were prominent planners in this era were Frederick Olmsted, Sr. "The Father of Landscape Design" and Daniel Hudson Burnham who was considered the "Father of City Beautiful"²⁵ Burnham was a designer of The Group Plan of 1903 here in Cleveland and the concepts of this plan have left an enduring legacy on the downtown area. Olmsted created such projects as Central Park in New York City and the Emerald Necklace in Boston following his design principles of following the natural terrain and scenery available to provide visual appeal. Olmsted understood the importance of sanitation in park designs as well as drainage and proper maintenance. As Americans became increasing more mobile with the popularity of the automobile, traveling by car spurred on the demand for national and state parks featuring the natural, scenic beauty of the American landscape. Urban parks began to be considered for their health benefits, not in the metal solitude of the previous century, but more for the pursuit of activities. Recreation was a primary goal of most parks during the 20th century with

²⁵<http://www.encyclopedia.chicagohistory.org>

popular activities of the day that included ball fields, golf courses, swimming pools, ice-skating rinks, bathing beaches, tennis courts, riding stables, and archery ranges.²⁶

Now just as almost a century ago, Americans are beginning to once again realize the importance of public parks and civic areas for city living. There has been a resurgence of late in many American cities which has not been seen in this magnitude since the City Beautiful movement. According to Jon Weinbach, "There is a new status symbol for American cities and it's not a soaring office tower or retro stadium. To many civic leaders, nothing says progressiveness and prosperity like an elaborate urban park."²⁷ Parks once again are being sought after for their health benefits, both physically and mentally. Established cities, like Cleveland, need to take advantage of its natural attributes such as the lakefront and its park history. This is a time with a changing economy and a high foreclosure rate plaguing the city, for a new direction of the with proper planning these parks can become peaceful, green refuges in a concrete jungle for many of the area residents. It has been cited by The Trust for Public Land in a 2006 study that Cleveland's total parkland as a percent of city land area is 6.3% for recreation/open space. This figure is well below recreation space of other cities such as Minneapolis (15.3%), Pittsburgh (8%) or even Detroit (6.6%). While Cleveland's children have limited access to playgrounds and city parks which could also be expanded, there are not many opportunities to explore nature in the city. Getting the city's children, who many live within a mile or two from Lake Erie, to the lakefront should be a major priority.²⁸

LAKEFRONT PARKS HISTORY

The City of Cleveland has had a relationship that has been both positive and negative with Lake Erie throughout its history. While the lakefront has enabled the city to become an industrial center, it and the adjoining Cuyahoga River, has been treated with

²⁶ McClellan, Linda Flint. Building the National Parks (New York, N.Y.:The John Hopkins University Press:1998) 21.

²⁷ Weinbach, Jon. "The Focus-Grouped Park", The Wall Street Journal, The Weekend Journal. (New York, N.Y.), 29 June 2007, W1. Cleveland Lakefront Parks.

²⁸ Proposal for Funding Forum for Children and Nature submitted by the Dike 14 Nature Preserve Environmental Education Collaborative, February 2008

disrespect as wetlands and coastal areas have been filled with waste debris, sewage, and dredge material creating a shoreline that is now remarkably different. Fortunately the importance of the lakefront to the survival of The City of Cleveland is beginning to be realized. With the creation of these standards for The Cleveland Lakefront Parks, it is anticipated that the improvement of the lakefront will promote the progress for The City of Cleveland.

The Cleveland Lakefront State Parks currently comprises 419 acres and includes six different park locations that span 14 miles along the shores of Lake Erie.²⁹ The six different Cleveland Lakefront State Parks listed here are Edgewater Park located at the western most section of the park system, East 55th Marina, Gordon Park, Villa Angela/Wildwood, Euclid Beach, and Headlands State Park located in Mentor, Ohio.³⁰ Presently The Cleveland Lakefront State Park administrative headquarters are located at 8701 Lake Shore Blvd. in Gordon Park. These headquarters were established in 1978 by the Ohio Department of Natural Resources Division of Parks (ODNR) when this department was asked by The City of Cleveland to assume responsibility for the parks. Under a lease agreement with The City of Cleveland which retains ownership, the ODNR began to assume the responsibilities of managing the maintenance, development, and improvements of the lakefront parks in 1977. This agreement provided a state of Ohio allocation of \$5 million dollars for capital improvements as well.³¹

CURRENT ODNR PARK INVENTORY

In order to make intelligent recommendations for each of the individual parks of the proposed Cleveland Lakefront Parks system, group members visited their respective parks. An inventory of all existing facilities and amenities were recorded for each park. These detailed results are listed in Table 2-5.

²⁹<http://www.ohiodnr.com/parks/clevelkf/tabid/721/Default.aspx>

³⁰ <http://www.clevelandlakefront.org/>

³¹ <http://ech.cwru.edu/ech=cgi/article.pl?id=CLSP>

Table 2-5: Inventory of Lakefront Park Amenities (as of April 2009)

	Edgewater	Wendy Park/ Whiskey Island	Voinovich	Gordon	Dike 14	Villa Angela	Wildwood	Euclid Beach
Available Parking	YES	YES		YES	YES	YES	YES	YES
Open Field Area	1		1		1			
Number of Benches	2		15					
Number of Trash Receptacles	12		3					
Picnic Area	2			1			1	1
Number of Picnic Tables	71							
Number of Grills	9							
Pavilion	1					1	1	1
Concession Stand	2						1	1
Restaurant		1					1	
Restrooms	3					2		2
Bathhouse						1		1
Fitness Trail/ Course	YES					YES		YES
Bike Trail				YES		YES	YES	YES
Playground	1			1			1	1
Volleyball Courts		8						
Skate Park			1					
Monument/ Statue			1					
Boardwalk						1		1
Fishing Area				1				
Fishing Pier	1					1		1
Boat Launch Ramp	1			6			6	
Marina							1	
Boat Slips/ Docks							16	
Swimming Beach	1	1						1
Coast Guard Station		1	1					

EDGEWATER PARK

Historical Significance & Background

Edgewater Park is the westernmost park in Cleveland and was incorporated into the Cleveland park system in 1894. Over the years the Park has been home to a wide range of recreational facilities. From 1911 until the 1950's, Edgewater Park was home a large public bathhouse, which eventually fell into disrepair and was razed. The site also at one time had tennis courts and a baseball diamond. In 1978 Edgewater Park was incorporated into the Cleveland Lakefront State Park System, operated by the Ohio Department of Natural Resources. It remains one of the more popular parks within the park system.



Figure 2-21: Historic Bathhouse at Edgewater Park
Source: The Cleveland Memory Project

Current Condition and Activities

The 131 acre park is divided into upper and lower park areas. The upper section currently has a picnic pavilion, playground, and restroom facilities. This area is said to offer one of the best views of downtown Cleveland. The upper park is connected to the lower area by a paved fitness path. The lower area includes a 900 ft. swimming beach, two picnic shelters with concessions and restrooms, a fishing pier, a fitness course, and a nearby boat launch ramp. The privately operated Edgewater Marina and Edgewater Yacht Club are directly east of the

park. The park has an entrance and free public parking at both the upper and lower locations.

Edgewater Park is already a popular lakefront destination and currently offers a wide range of opportunities for visitors. Biking, boating, swimming, picnicking, and fitness activities are common throughout the year. Edgewater Park also hosts many events throughout the season. Past events include the annual Trash n' Pancake summer beach cleanup, Earth Day activities, environmental education programming, and special events.

WHISKEY ISLAND & WENDY PARK

Historical Significance & Background

Whiskey Island gained its name from its role as a home to early immigrants and 'bootleggers'. In the heart of Cleveland bordering both Lake Erie and the Cuyahoga River is the 22 acre park known as Wendy Park located on Whiskey Island.

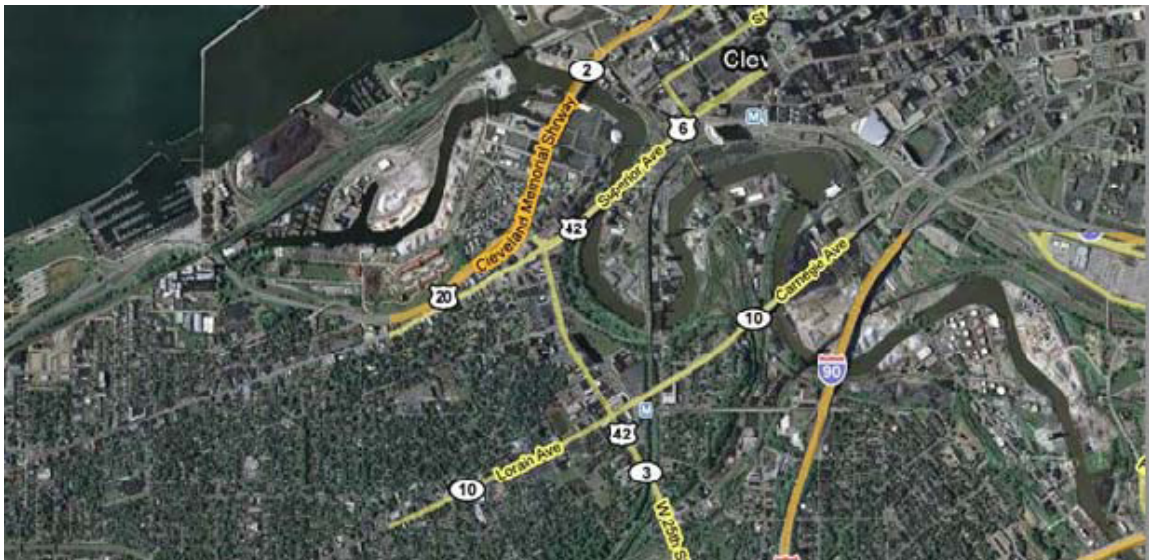


Figure 2-22: Whiskey Island & Wendy Park Location
Source: Google Earth

The mission is to "develop and restore the natural environment at Wendy Park to National Park standards of excellence, facilitate the restoration of the historic

Coast Guard Station, integrate Whiskey Island Marina into Wendy Park and to provide public access to Lake Erie through connecting Wendy Park to the Towpath Trail. Further, to Ecosystem sustainability, Maritime heritage, safety and youth training.³²

The Park is named after a native Clevelander, Wendy Moore, who was intrigued by the wild and natural landscape adjacent to an urban and industrial backdrop. In 1997 Wendy suffered from a brain injury during a ski trip; she died at the age of 29. It is in her memory that Wendy Park will be restored and the rich history of the city celebrated. The land was purchased by Cuyahoga County in December of 2004.³³

Current Condition and Activities

Similar to Edgewater, Wendy Park offers opportunities for various types of leisure activities. Visitors commonly engage in biking, hiking and participate in water activities such as boating, kayaking, jet skiing and fishing. Home to various species of birds, turtles and even coyotes, the park also lends itself to passive pastimes that take advantage of the wild life activity.³⁴

In 2006 a program known as W.H.I.S.T.L.E. (Whiskey Island to Lake Erie) began a summer boat building program with 15 students from the Cleveland Metropolitan School District. The program focused on educating about Cleveland's greatest asset, teamwork, communication and respect. At the completion of the summer, the students created 8 boats and learned how to sail them. In the summer of 2007 the program was expanded to accommodate 21 students. In addition to this, the 8 boats built previously were used for summer

³²<http://www.wendyparkfoundation.org/>

³³ <http://www.wendyparkfoundation.org/>

³⁴ <http://www.wendyparkfoundation.org/>

sailing lessons. The revenue from these lessons would be used to fund W.H.I.S.T.L.E.³⁵

Organized activities and festivals are enjoyed as well. Volleyball tournaments have a pronounced presence at Wendy Park. The Island is home to many well attended events.

- Burning River Fest – Education on environmental importance is the primary goal. It was recently moved to the Nautica Entertainment Complex on the West Bank of Cuyahoga River in downtown. However, the event is slated to return to its original location on Whiskey Island. Attendees will also enjoy music, art, sustainable farmers and restaurants, and waterways through exhibits and demonstrations.³⁶
- Luau on the Lake – This Hawaiian themed festival is the fastest growing fundraiser for Shoes and Clothes for Kids.³⁷
- Blues and Brews Fest - Various Blues bands can be enjoyed at the annual Fest.
- Bar hopper bus tours - Adult beverages appear to be a premise that exists through most of these events and may also be enjoyed during bus tours around Cleveland entertainment districts.

³⁵ <http://www.wendyparkfoundation.org/>

³⁶ <http://www.burningriverfest.org/event>

³⁷ <http://www.luauonthelake.com/>

DIKE 14 & GORDON PARK



Figure 2-23: Location of Dike 14 Nature Preserve

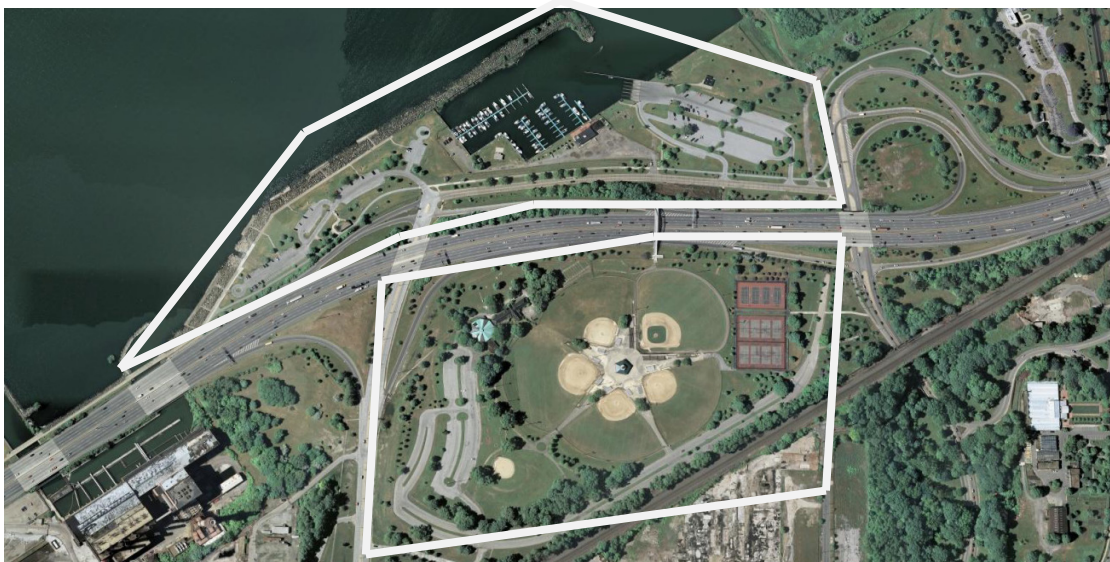


Figure 2-24: Location of Gordon Park

Historical Significance & Background

During the 1800's and most of the 1900's, dredgings were removed from the Cuyahoga River and the Cleveland Harbor and were disposed of into Lake Erie; as these are navigable and used waters, this was done to widen the shipping channel. This practice was put to an end in 1970 with the passing of the River and Harbor Act which "authorized the construction, repair, and preservation of"³⁸

³⁸ <http://www.fws.gov/habitatconservation/Omnibus/R&HA1970.pdf>. Public Law 91-611, 91st Congress, H.R. 19877, December 31, 1970

certain public works on rivers and harbors for navigation, flood control, and for other purposes.”¹ Disposal of these contaminated silts now required a form of confinement, and confined disposal facilities (CDF’s) became the answer. In 1979, with a construction cost of \$28.3 million², a CDF was built just east of downtown Cleveland; and from 1979-1999, these shipping channel dredgings were dumped into the 88-acre CDF dubbed Dike 14.

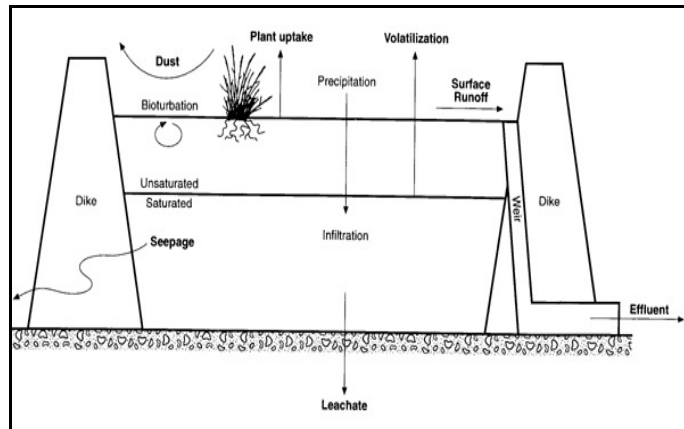


Figure 2-25: Diagram of a confined disposal facility (CDF)
Confined Disposal Facilities of the Great Lakes. October 1998

Gordon Park is a 122-acre outdoor recreation area bordering Lake Erie on the eastern side of East 72nd Street. It was once a private estate owned by William J. Gordon. Gordon was a wholesale grocer and iron-ore dealer from New York who moved his business to Cleveland in 1839. In 1865 he began purchasing land east of Cleveland and laying out a 122-acre park, which, at his death in 1892, was deeded to the City of Cleveland, provided it be forever maintained and kept open to the public under the name of Gordon Park.

² http://www.Ird.usace.army.mil/_kd/Items/actions.cfm?action=Show&item_id=1213&destination Miller, Jan. Confined Disposal Facilities of the Great Lakes. October 1998.



Entrance to Gordon Park, 1915



Gordon Park Bathhouse, 1908



Gordon Park, 1915

Figure 2-26: Historical Pictures of Gordon Park



Doan Brook at Gordon Park, 1929

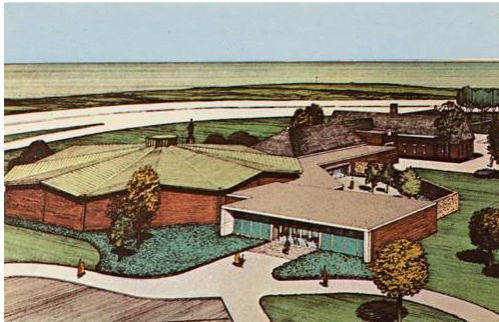
The park is now divided into northern and southern sections by Interstate 90 (I-90), which was constructed in the early 1960's. A pedestrian bridge suspended over the eight lanes of I-90 serves as access to either side of the park.



Figure 2-27: Gordon Park Pedestrian Bridge³⁹

³⁹ <http://www.clevelandpublicart.org/news/donation-art-intillation-brings-together-art-the-environment-and-new-technology>

Between the 1950's and 1980's, the portion of Gordon Park south of I-90 was home to the Cleveland Aquarium. The Cleveland Aquarium was housed in a building which had previously been both a bath house and a trailside museum. It opened in 1954 with 50 exhibits and grew in 1967 with the addition of a new wing. By 1985, structural problems became too costly to repair, the aquarium was closed, and the collection was transferred to the Cleveland Metroparks Zoo. The building remains standing today, but used only for police dog training.



Cleveland Aquarium complex, 1967
Figure 2-28: Cleveland Aquarium



Former Cleveland Aquarium, Present

In 1977, the Ohio Department of Natural Resources (ODNR) acquired the 122-acre park as part of the newly established Cleveland Lakefront State Park and positioned their headquarters in the northern portion of Gordon Park. ODNR then assumed responsibility of restoring the park, as it had been falling into disrepair due to neglect and vandalism.

Current Status and Activities

Dike 14 is situated on Cleveland's near east side at the E. 72nd terminus and juts into the lake. Today Mother Nature has reclaimed this site; many varieties of trees, flora, fauna (including butterflies and larger mammals such as deer and coyote), and some 280 species of birds have made the Dike either a home, or a stopping point for a long migration. However, it is humans that are unable to fully utilize this site. At the present, Dike 14 is not a publicly accessible park or nature preserve, but one that can be visited only with prearranged tours and the signing of a waiver.

Today the northern portion of Gordon Park is home to the Gordon Fishing Pier, the Intercity Yacht Club, and the 6-ramp Gordon Launch Ramp Area. Anglers are especially attracted to the onshore fishing platforms and the adjacent Cleveland Electric and Illuminating Company's warm water discharge improves winter catches of steelhead and salmon. Gordon Park to the south of I-90 has a newly reconstructed playground, baseball diamonds, and tennis courts.



Intercity Yacht Club at Gordon Park North



Gordon Park North



Playground at Gordon Park South

Figure 2-29: Gordon Park Facilities



Diamonds and Courts at Gordon Park South

The Doan Brook Watershed is 11.7 square miles that begins east of Cleveland and travels downstream to Lake Erie via Gordon Park. The 8.4 mile brook is named for Nathaniel Doan who built a log cabin on what is now Euclid Avenue in 1798, and is believed to be the first non Native American to see the brook. The Doan Brook began its transition into a public resource in 1872 and by 1890 the Cleveland Park Commissioners were being urged to acquire the lands to preserve

the brook. By 1930 nearly the entire watershed was developed. Beginning in the early 1960's with the construction of I-90, the brook was beginning to be culverted under the freeway.

There are currently no naturalist programs or activities held at Gordon Park aside from scheduled baseball games and tennis matches held through school programs and leagues in the spring and summer. Ample parking is available at both locations and restroom facilities are open only on the southern portion.

EUCLID BEACH, WILDWOOD, AND VILLA ANGELA

Historical Significance and Background

Euclid Beach Park was an amusement park located on the Lake Erie shore on Lake Shore Boulevard on Cleveland's east side. Euclid Beach was operational from 1895 –1969. The park was originally run with gambling, a beer garden and freak shows. When the park was sold in 1901 to Dudley Humphrey it was run as a more family friendly park but also a place for company and community group gatherings.



Figure 2-30: Photo of Euclid Beach Carousel Taken at Time of Installation
Source: <http://www.euclidbeach.com/index.html>

The main attractions at Euclid Beach were the Euclid Beach Carrousel, roller coasters, and the Flying Ponies. After the park's closing in 1969, the carousel operated in Maine at Palace Playland until 1996. In 1997, the Euclid Beach Park Now nonprofit organization and the Trust for Public Land partnered to buy the carousel and bring it back to Cleveland. The carousel is currently in Cleveland in storage and Euclid Beach Park Now hopes to return it to the Euclid Beach State Park site. The Euclid Beach site is the most historical park of the Cleveland Lakefront State Parks and Villa Angela and Wildwood Park were born much later.

Current Activities

Euclid Beach – Euclid Beach is currently about half the size that the amusement park used to be. There is a large trailer park and apartment buildings on the site. Euclid Beach does have 650-foot swimming beach with shaded picnic areas and a scenic observation pier. The picnic area above the beach has a pavilion that can accommodate groups up to 50 people.

Villa Angela Park – Villa Angela is located on Lake Shore Boulevard on Cleveland's east side. Villa Angela offers 900 feet of new beach added from Euclid Beach to the mouth of Euclid Creek. A sandstone bath house at the end of the boardwalk has been built next to the pier and beach. Villa Angela also offers a scenic boardwalk, fitness trail and bathhouse. There is also a wheelchair accessible fishing pier. A variety of plant species and scenic overlooks can be found at Villa Angela Park. There is a bridge that connects Villa Angela's beach to the adjacent Wildwood area wildlife watching.

Wildwood Park – Wildwood Park is located on Lake Shore Boulevard on Cleveland's east side. The main feature of Wildwood Park is its marina. The amenities this marina offers are canteen and concession area, gasoline, boating essentials and bait, 12 seasonal docks, four 20' overnight docks, fishing and SCUBA diving charters, fishing licenses, fish cleaning services, diving air tank

refill and a restaurant. The marina also features perch and walleye charters and an annual Battle of Lake Erie Perch Tournament.

In addition to the marina, Wildwood also offers a picnic area with picnic shelter that can accommodate up to 50 people, and can be privately reserved, beach concessions, six ramp boat launch for launching personal watercraft, walking/biking path and a playground. Also, Wildwood provides access to the summer walleye fishery in the central basin of Lake Erie. Wildwood also has two lengthy rock break walls to accommodate those who would like to fish from shore. The park also provides access to the Euclid Creek where fisherman can try their luck to catch Coho Salmon in the spring.

PUBLIC PARTICIPATION

Inclusion of some method of public participation and input was an important part of this planning process. While the time limitations inherent in developing a plan during a semester-long course did not allow for extensive public meetings, a large amount of information was able to be gathered through surveys of residents, workers, and leaders about a number of issues related to the Cleveland lakefront.

SURVEY SUMMARY

During the week of Friday, March 13th, 2009 to Sunday March 22nd, 2009, 207 telephone surveys of Cleveland citizens living in the lakefront wards were completed. These surveys included 26 questions regarding access to, usage of, and opinions on Cleveland's Lakefront parks. An additional 8 demographic questions were included.

The same survey was posted online and a link to the survey was e-mailed to downtown workers. This survey generated 144 responses.

27 face-to-face interviews were conducted with various Cleveland leaders (in both governmental and non-governmental positions) during this same time period. These interviews touched on similar themes as the Citizens Surveys and Workers Surveys, but utilized a set of more open-ended questions.

Copies of each of the survey instruments along with detailed results are located in Appendix A: Cleveland Lakefront Revitalization Plan Survey.

CITIZENS SURVEY AND WORKERS SURVEY

Key Findings

The results of the Citizens Surveys indicate broad support for improving access to lakefront parks and improving the lakefront in general. Edgewater Park is, by far, the most frequently visited lakefront park. Cleveland citizens reported using the lakefront parks for a wide variety of active and passive recreation. The idea

of closing some parks in the winter as a means of saving money was considered acceptable by a large majority of survey respondents.

Detailed Results

The discussion below focuses primarily on the Citizens Survey of lakefront residents. However, results from the Workers Survey are listed alongside results from the Citizens Survey. Citizens Survey results are indicated by a subscript “c”, Workers Survey results are surrounded by parentheses and indicated by a subscript “w”. Further information on Citizens and Workers Survey results are available in Appendix A.

Among those who expressed an opinion 47%_c (31%)_w, of respondents felt that the Lakefront was easy to get to while 74%_c (82%)_w of those who expressed an opinion agreed that making the Lakefront more accessible should be one of the City’s major priorities.

83%_c (96%)_w of survey respondents agreed that Cleveland’s Lakefront needs to be improved.

Opinions varied widely as to how citizens would like to see the lakefront improved with ‘More Events’ (48%), ‘Better Access’ (41%), and ‘More Programs’ (33%) being the most frequently cited areas needing improvement.

30%_c (23%)_w of respondents indicated that they visit Edgewater Park at least once a month. Among citizens, the next most visited Lakefront park was Gordon Park with 11%_c (6.3%)_w of respondents visiting at least once a month. (19%)_w of Downtown workers visited Voinovich Park at least once a month, although this was the least attended park for citizens of lakefront wards with only 5%_c visiting at least once a month. Edgewater Park is the most popular among the system for recent trips at 44%_c. Fortunately, many find the parks to be safe.

‘Walking’ was the most popular activity, with 49%_c (60%)_w of respondents indicating that they engaged in this activity the last time they visited a lakefront

park. Other significant uses included picnicking 18%_c (18%_w), swimming 12%_c (6%_w), sunbathing 9%_c (8%_w), fishing 7%_c (4%_w), organized sports 5%_c (5%_w), and biking 5%_c (4%_w).⁴⁰

94% of trips to lakefront parks originated from home with 85% of trips made by car.

65% of citizens supported additional funding for parks generally, although only 49% supported adding additional funding to parks from a public revenue source (Park Levy, Sales Tax, User Fees).

45% of respondents were willing to close some parks to keep others open, although opinion varied as to which parks should be closed. However, 71% of respondents were willing to close parks in the winter to save money. Citizens expressed limited interest in volunteering time (29%) or donating money (31%) in support of the lakefront parks.

54% of respondents expressed an interest of living near the lakefront if more housing options existed.

CLEVELAND LEADERS SURVEY

Summarized findings of the Leaders Survey are presented in Appendix A. The Leaders Survey indicates a general agreement that Cleveland should make increasing access to the Lakefront a civic priority.

Most leaders want to see a mixed-use strategy of residential, commercial and (in some cases) industrial zoning to create a diverse neighborhood particularly at the current site of the port. Additionally, they seek more green space, continuity between parks, a bike path or trail of some sort and several wish to emulate Chicago's successful lakefront park system.

⁴⁰ Respondents were permitted to list multiple activities.

SURVEY RESULTS RELEVANT TO FINANCE AND MANAGEMENT

When asked whether respondents would support additional funds being allocated to the maintenance of lakefront parks, 65% of citizens reported that they would, while 85% of downtown workers would like to see more funds allocated. When asked, specifically, where citizens and workers thought the funding should come from, the top two responses were; issuance of a park levy and private citizen contributions. Other options included sales tax and user fees. Since the survey supports additional funding via a park levy, a possible consideration would be to add a property tax levy for Phase II parks initiatives.

When the community leaders were asked how they thought parks maintenance should be funded, they were given a chance to expand on their replies. They stated specifically; new development should be the funding source. In addition, a parks levy and/or Conservancy group (similar to New York's Central Park) could be viable options since the lake is a regional asset. Other options included optioning funding from a casino tax or via the convention center.

In addition, respondents were asked whether they would be willing to close some parks in order to save on maintenance costs. Overall, 45% of citizens responded (48% for downtown workers) that they would whereas 71% responded (68% for downtown workers) that they would be willing to close some in the winter to save costs (refer to the Citizens Survey for specific parks results).

In order to defray costs of maintaining the lakefront parks, respondents were asked whether they were willing to donate their time as a volunteer as well as money. Of the citizens surveyed, 29% were willing to donate time (an average of 5 hours per month) and 31% were willing to donate money towards maintenance (an average of \$57 each). These figures indicate that there could be significant cost savings through volunteerism and fundraising through contributions due to the favorable responses from these survey questions.

PARK DEMAND ANALYSIS

MEASURING PUBLIC BENEFIT OF PARKS

While it is becoming increasingly recognized that urban parks and green spaces improve the quality of life for city residents, the amount of parks and green space that is required and the actual positive economic benefit have been difficult to pinpoint. There are many theories and methods that are used in determining the public value of urban parks and green spaces economically. These economic valuation theories and methods include direct use data, environmental services, hedonic pricing, and human health estimates.⁴¹

Currently only 13% of the total Lake Erie shoreline is open to the public. Lake Erie has served as a transportation venue, provided recreation, and created tourism to provide a significant economic benefit to The City of Cleveland. This natural amenity can be a primary factor in the quality of life for its residents as well as offering opportunities for job creation into the future. Studies have shown that it will cost about \$26 billion to restore the entire Great Lakes, which would eventually yield an estimated \$30-\$50 billion in short term benefits in the Great Lakes region and \$50 billion in long term benefits. For The City of Cleveland alone, the estimated monetary benefits for this restoration would be \$2.1 to \$3.7 billion.⁴² This effect on the overall economy is an example of hedonic valuation. Hedonic valuation or amenity pricing tries to illustrate that with the presence of green space and parks as public goods, there is a ripple effect on nearby properties and commerce.⁴³

Throughout this report, there are many suggestions concerning ecological problems and solutions for the lakefront. Some of these ecological concerns are clean water and air, invasive species, green space expansion, erosion, expansion of the tree canopy, and

⁴¹ Wolf, Kathleen L. "Public Value of Nature: Economics of Urban Trees, Parks, and Open Space"

⁴² http://www.healthylakes.org/site_upload/upload/America_s_North_Coast_Report_07.pdf and www.glc.org/glinvestment

⁴³ Wolf, Kathleen L. "Public Value of Nature: Economics of Urban Trees, Parks, and Open Space" p 89.

storm water management. When attempting to calculate environmental benefits of these proposals, an economic principle of deferred costs is usually employed. This principle calculates the projected costs a park system or municipality would incur if these environmental practices were not put in place. A useful tool in this calculation is CityGreen GIS software, which explains on its website that the storm water runoff model developed by NRCS (Natural Resource Conservation Service, a division of USDA) can calculate the volume of runoff storm water produced from a land area throughout a 2 year 24 hour rain event. The site explains further that more impervious surfaces generate a higher level of storm water runoff while natural areas decrease the storm water runoff. The results of this software report can show the volume of runoff and the dollar value of removing excessive storm water with land use changes such as retention or detention ponds.⁴⁴

Parks and open space can also be measured economically through the reductions in human health and mental health expenses. The "Steps to a Healthier Cleveland" study conducted in 2005-2006 recommended that "providing safer walking and biking routes, urban and community gardening support and enhancement, and efforts toward food security" would help Greater Clevelanders to live better, longer, and more healthy lives.⁴⁵ The positive economic costs of routine moderate exercise can be massive when aggregated across an entire population. A study by Pratt, Macera, and Wang conducted in 2000 was able to put a price of \$865 on the annual reduction in mean medical costs when adults participated in regular moderate physical activity.⁴⁶ With The City of Cleveland habitually appearing as one of the most obese cities in the nation, imagine the positive economic benefits a lakefront which included fitness trails, bikeways, boardwalks, and other recreational leisure activities could have on the overall health of the city. Concurringly, many of the citizens of the city live in "food deserts" where there is no access to healthy fresh produce. The inclusion of the community gardens connecting the neighborhoods that are recommended throughout this plan will help

⁴⁴ <http://www.americanforests.org/productsandpubs/citygreen>

⁴⁵ <http://www.case.edu/affil/healthpromotion/Publication/Steps>

⁴⁶ Wolf, Kathleen L, p. 90.

address this obesity issue as well. This locally grown food would help to keep more money within the city and county as was shown in a 2002 study at Cleveland State University that noted that Cuyahoga County residents and businesses collectively purchased over \$3 billion in food each year but that most of those food dollars left the region and even the state.⁴⁷ Access to public parks has a positive effect on mental health as well. Many studies have shown the psychosocial benefits of the presence of nature on mental health such as trees in public housing neighborhoods reducing violence, hospital patients recovering more quickly if their rooms faced natural scenery, and office workers being more productive when able to enjoy views of nature.⁴⁸

These studies and valuation techniques attempt to place an economic value on park space. It must be realized that park space is a public good that can be enjoyed by all regardless of socioeconomic status. Communities must realize that it is extremely difficult to place a price on such a positive externality except for the intrinsic worth park space brings to the residents who enjoy the natural surroundings.

MEASURING PARK DEMAND

This section will attempt to illustrate the increased need for additional natural park land within both The City of Cleveland and Cuyahoga County using National Recreational and Park Association (NRPA) guidelines. Comparisons will be drawn on acreage per population calculations for the City and the County. This section will also demonstrate that the recommendation of increased park land is justified by attendance at both The Cleveland Lakefront State Park and The Cleveland Metroparks as compared to other regional park systems.

Since 1981, the old standard for determining park requirements was based on a formula of 10 acres of park land for every 1,000 people.⁴⁹ New NRPA guidelines suggest that at a minimum a park system should consist of 6.25 to 10.5 acres of open space per

⁴⁷ http://www.planningcitycleveland.oh.us/cwp/sus_trend.php

⁴⁸ Wolf, Kathleen L., p. 90-91.

⁴⁹ Williams, Richard L. and Peter T. Dyke "The New NRPA Guidelines for Open Space"
<<http://www.lib.niu.edu/1997/ip970317.html>>

1,000 residents, while taking into consideration a community's geographic and historic characteristics.⁵⁰ Multiplying the 2008 City of Cleveland population of 431,235 by these NRPA minimum standards would show a basic need of 2,737 to 4,599 acres of park space. The NRPA guidelines feel that this figure would represent the "core" of a park system and has additional minimum standards for different park categories.

The ODNR operated Cleveland Lakefront State Park in 2008 shows an attendance figure of 7,063,125. This was based on a car count assuming 2.9 persons per vehicle. While it is true that this attendance figure includes counts from the Mentor Headlands Beach area which is part of the ODNR system, this information can still be used to show the regional draw of the natural resource of Lake Erie. Therefore the Cleveland Lakefront Parks should be thought of in a larger, regional, metropolitan context than just the City of Cleveland corporate boundaries. The NRPA guidelines define a regional/metropolitan park as an "area of natural or ornamental quality for outdoor recreation, such as picnicking, boating, fishing, swimming, camping, and trail uses and may include play areas" The guidelines state that this type of park is either contiguous to or encompassing natural resources serving several communities and within a hour drive time. A regional/metropolitan park would comprise at least 200 acres and have a minimum of 5.0 to 10.0 acres per 1000 population in addition to the 6.25 to 10.5 acres per 1000 for a "core" park.⁵¹

Defining The Cleveland Lakefront Parks in this new regional context, the population of the entire Cuyahoga County would be considered in calculating demand. Multiplying the 2008 Cuyahoga County population of 1,283,925 by the new NRPA standards of 11.25 to 20.5 acres per 1000 population would result in 14,444 to 26,320 acres of park space required. Even if The Cleveland Lakefront State Park is reconfigured to include additional park land outside the CLSP with a combined acreage of 599.7 (See Table 2-6) the addition of the lakefront parks would still fall well within the NRPA

⁵⁰ <http://www.nrpa.org/>

⁵¹ Lancaster, Roger A. **Recreation, Park, and Open Standards and Guidelines** "A Recommended Classification System for Local and Regional Recreation Open Space", p. 56. <<http://www.nrpa.org/content/default.aspx?documentid=3405>>

recommendations if all Cleveland lakefront parks are considered as a regional system with the Cleveland Metroparks.

Table 2-6: Cleveland Lakefront Parks Scenarios

Existing Cleveland Lakefront State Park	Area in Acres	Proposed Cleveland Lakefront Parks	Area in Acres
Edgewater	131	Edgewater	131
		Wendy Park	22
E. 55th Marina	68	E. 55th Marina	68
Gordon	105	Gordon	105
		Dike 14	88
Villa Angela	34.7	Villa Angela	34.7
Wildwood	100	Wildwood	100
Euclid Beach	51	Euclid Beach	51
TOTAL	478	TOTAL	599.7

Currently The Cleveland Metroparks owns and manages 21,000 acres in the region so the addition of the current Cleveland Lakefront Parks acreage of 599.7 falls within the NRPA regional/metropolitan park standard requirements. The Cleveland Metroparks with this lakefront land addition of the Cleveland lakefront parks would actually be defined by the NRPA as a “regional park reserve” which usually encompasses over 1,000 acres to be managed and preserved. A regional park reserve has diverse, unique natural resources such as a lake, stream, marsh, flora, fauna, etc., and is within an hour drive of several communities. The NRPA description states that a regional park reserve includes an area that has outdoor recreation including active play areas such as swimming, picnicking, hiking, fishing, boating, camping and trail uses. The guidelines recommend about 80% of the park land is reserved for conservation for viewing, studying nature, and wildlife habitats while 20% of the park would be for the active recreation development.⁵²

Another method of demonstrating the need for additional park land is a comparison of attendance per acre as well as usage (based on attendance) and population served with

⁵² <http://www.dnr.state.oh.us/parks/headlands/tabid/7442/Default.aspx>

other area park systems in the region. Table 2-7 shows the comparisons for the current Cleveland Lakefront State Park, the proposed lakefront parks, and the combination of the lakefront parks with the Cleveland Metroparks system.

Table 2-7: Cuyahoga County Park Attendance Calculations

PARKS	Acres	2008 Cuyahoga Population	2008 Attendance	Attendance Per Park Acre per Year	Park Acres Per 1000 County Pop
Cleveland Lakefront Park (current)	478	1,283,925	7,063,125	14,776	0.37
Cleveland Lakefront Parks (proposed)	600	1,283,925	7,063,125	11,778	0.47
Cleveland Metroparks	21,000	1,283,925	16,079,835	766	16.36
Proposed Management Combination	21,600	1,283,925	23,142,960	1,071	16.82

First, by dividing the acreage of The Cleveland Lakefront State Park by the attendance number of 2008, each acre of park had an attendance figure of 11,778 for the year. This is significantly higher than other park systems in the region. The park bases its attendance measurements on car counters for each entrance to the park. These counts are categorized in the ODNR Monthly Visitor Occasion Report. Appendix B: 2008 ODNR Cleveland Lakefront State Park Monthly Visitor Occasion Report illustrates the recording system for The Cleveland Lakefront State Park. Any leftover car counts that do not fit into categories are placed in an "other general day use" category. There is no actual visitor count being recorded and no distinction of cars just passing by or turning around.⁵³ The use of car counters can sometimes be a problem as has been shown for the Texas State Parks where the use of car counter and multipliers, instead of actual daily visitor head counts, resulted in significantly higher estimates of park visitors for 2006.⁵⁴ The other reason is that the number of acres comprising the Cleveland Lakefront State Park is significantly lower than the acreage that other parks systems own and manage to receive such a high rate of attendance.

⁵³ Phone interview, Brooke Fischbach, Cleveland Lakefront Parks, 4-20-09

⁵⁴ <http://www.statesnon.com/news/content/reio/lieislature/stories/03/20/20parks.html>

Results of the citizens survey conducted by the Lakefront Revitalization Plan committee in March of 2009 point to a lack of attendance of the park by residents of the five lakefront wards #18, 17, 13, 11, and 8. For example out of 144 respondents, only 3 visited Edgewater Park daily; Voinovich Park, Gordon Park, and Euclid Beach/Wildwood Park were each visited by one person daily; and both Wendy and E. 55th St. Marina were not visited at all. While the recorded attendance seems to be high for The Cleveland Lakefront Parks, the results of the survey cast some doubt on the visitor attendance records. See Appendix A for the full results of the Lakefront Revitalization Plan survey related to park usage.

When comparing the attendance of the Cleveland Lakefront State Park to the populations served, it could be a reasonable assumption that these attendance figures probably represent a regional population attending the lakefront parks. Therefore the 478 acres for the lakefront properties located in Cleveland would be weighed against the 2008 population of Cuyahoga County of 1,283,925. This results in .37 acres per 1000 residents. This is significantly less than other regional park systems and even the minimum NRPA standards of 6.25 to 10.5. Caution must be used with this outcome because of the difficulty of clarifying actual attendance with the misgivings of the method of attendance recording, the unknown factor of exactly where the visitors are drawn from, and the capstone survey results that predict a different scenario. The results of comparison between the area park systems can be viewed in Appendix C: Comparisons of Area Natural Parks Systems by Visits per Acre and Acres per 1000 Population.

While these calculations have shown a tremendous demand for additional park space within the Cleveland Lakefront Parks, there are many reasons to be somewhat skeptical with this conclusion. One key reason for skepticism is the declining population of the City of Cleveland. Regardless, the Cleveland Lakefront Parks are an unparalleled natural resource for the City of Cleveland, Cuyahoga County, and the entire Northeast Ohio region. For this reason alone, it would be advantageous to include the Cleveland Lakefront Parks within the Cleveland Metroparks system. The Cleveland Metroparks

system could easily absorb the 478 current acres as well as the proposed additions that would eventually equal 599.7 acres into its overall current acreage of 21,000. This conclusion is clearly shown above in Table 2-6: Cuyahoga County Park Attendance Calculations. With the accumulation of this additional acreage, The Cleveland Metroparks system would still fall well within the recommended NRPA guidelines for a regional park reserve. Probably more important than showing a demand is the concept that the City of Cleveland and the region must prioritize the need to conserve this natural lakefront treasure for the value it gives to the residents of the area.

ECONOMIC DEVELOPMENT BACKGROUND AND BASELINE

SWOT ANALYSIS

In order to optimize comprehension of Cleveland's lakefront and the entire lakefront park system, a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis was performed. The following findings were discovered:

Strengths

Cleveland's lakefront park system is itself a source of strength to the city. Many physical and man-made features are already in place such as North Coast Harbor, roadways (better access is still needed), the Soap Box Derby, and others. Beaches, marinas, portions of a lakefront bikeway system, and the uniqueness of Wendy Park and Whiskey Island are strong features. Also, Dike 14 has become a bird sanctuary which has significant opportunities. The parks are also relatively well maintained. Finally, the lakefront is bordered by strong neighborhoods including Edgewater, Detroit Shoreway, St. Clair-Superior, and Downtown to name a few.

Weaknesses

The key to understanding the parks system's weaknesses is to ask the question: why are more people not going to the lakefront? So many feel it is cut off from the rest of the city that the potential to be a massive draw like Chicago's lakefront is painfully clear. Poor access topped the list and is a result of limited amounts of connectivity and not knowing where the (albeit few) access points are. The Shoreway is also a weakness because it blocks almost the entire city from its lakefront. Many do not know of existing amenities including the restaurant/beach-bar on Whiskey Island. An overall lack of amenities with true linkages to pull the parks together inhibits a contiguous blend of parks, paths and trails along the entire lakefront. Safety also is an issue. While there are few cases of safety issues in the lakefront parks, other parks experience problems resulting in stereotyping and irrational fear. A lack of events and programming

are weaknesses while signage that actually helps people get to the parks is not only a weakness but also an invisible barrier. Finally, sewage overflows, especially at beach areas do not help the lake's image or environmental integrity.

Opportunities

The lakefront affords the city many opportunities, regardless of the problems from the past or current barriers both physical and mental. Moving the port to East 55th Street is an opportunity to develop the land the port currently occupies. This can become a mixed-use, premier waterfront neighborhood. The move also provides an opportunity because the new port will spur job creation, build a modern facility, create new transportation connections, improve awareness of the city (regionally, nationally and globally), create an international trade zone, and begin exporting from points south and west. The redevelopment of the Shoreway serves as an opportunity to reconnect the neighborhoods with the lake; federal stimulus money could potentially help fund this drastic and necessary change. Another opportunity is access to a large source of fresh water in a time when many cities are competing with one another for this vital resource. Affordable housing near the water as well as the significant intellectual capital serve as opportunities. The city is also a hub of development companies and many would be ready and willing to work in their backyard if the payout was worth the effort. Other opportunities include: lakefront bike trails, board walks, public signage, Dike 14 eco-tourism, the redevelopment of Burke Lakefront Airport, the creation of a major train station (which would finish Daniel Burnham's 1903 Group Plan for downtown), development of the Medical Mart, pedestrian access from Mall C to North Coast Harbor, a boat taxi, restoration of the Hullets, the proposed ferry to Canada (and potentially other cities along the Great Lakes), a bridge connecting Voinovich Park with the rest of the harbor, and so much more.

Threats

Finally, threats exist that will make advancing these opportunities a difficult task. While it's an opportunity, the relocation of the port is also a threat in that it holds up progress on developing and improving the waterfront between East 55th Street and Gordon Park. Areas of low income and subsidized housing also serve as potential threats while the global economy is slumping deeper making financing, development and sheer growth difficult. The lack of a well-diversified local and regional economy doesn't help matters. Additionally, other Great Lakes cities are leaps and bounds ahead of Cleveland; these cities invested in developments that established solid reputations, created excellent amenities, and cultivated a competitive identity. Racial problems, the loss of population, political divisions, and Cleveland's overall unfortunate reputation all serve as threats to the development of the lakefront.

TARGETED BROWNFIELD REMEDIATION

The United States Environmental Protection Agency defines a Brownfield as "real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant, or contaminant."⁵⁵ Many definitions also include perceived notions about pollution. Any reuse of land that is complicated by or contingent upon environmental cleanup can be considered a Brownfield. The existence of substantial amounts of Brownfield land within the lakefront planning area provides great challenges, but also enormous opportunities. These challenged sites are often times in desirable locations which offer tremendous potential for private investment. A Brownfield remediation strategy is a crucial part of the Cleveland Lakefront plan and can be used to strategically target land to be remediated with the goal of transforming unproductive, polluted, blighted and derelict land back into productive uses.

⁵⁵ <http://www.epa.gov/brownfields/glossary.htm>

Public funding for Brownfield cleanup is available at the national, state and local level. Securing public funding is the most significant part of initiating a cleanup process. Initializing cleanup through the use of public monies can be tactically done while eyeing the final goal of leveraging private investment that will absorb the bulk of the redevelopment costs. According to the Chicago Metropolitan Agency for Planning (CMAP) 2040 comprehensive plan, private sector investment in Brownfield cleanup accounts for seventy five cents (\$0.75) of every dollar (\$1.00) spent in remediation costs. This was found in a study of seven Brownfield redevelopment projects in Illinois that were started with federal funds.⁵⁶ Strategically targeting land for cleanup and initiating the cleanup process with public funding is a vital part of the lakefront plan because it creates economically viable opportunities for land that is currently underused.

Brownfield remediation funding opportunities exist at different government levels and include:

National: The U.S. Environmental Protection Agency Brownfield Revolving Loan Fund, the U.S. Department of Housing and Urban Development Brownfield Economic Development and Application for Federal Stimulus Money

State: Clean Ohio Fund and the Ohio Department of Development Brownfield Revolving Loan Fund

Local: The Cuyahoga County Department of Development Brownfield Redevelopment Fund Community Assessment Initiative and the Cuyahoga County Department of Development Brownfield Redevelopment Fund

Clean up strategies vary and can be administered based upon the intensity of the reuse and also the timeframe for reuse of a contaminated property. The most traditional method of remediation is also the most labor intensive. This includes physically removing contaminated dirt, disposing of it and replacing it with clean fill. Another type

⁵⁶ <http://www.goto2040.org/ideazone/forum.aspx?id=698#7898>

of remediation strategy is Phytoremediation, which is defined as “the use of plants to remediate contamination by uptake of water from the soil.” The plants can be used to contain, remove, or degrade contaminants.⁵⁷ Bioremediation, a third strategy, includes the use of enzymes to counteract pollutants in the soil. Bioremediation is defined as “any process that uses microorganisms or their enzymes to return the environment altered by contaminants to its original condition.”⁵⁸ The latter two methods are more methodical and can be used as a holding strategy for land that is not ready for reuse in the near term.

Sites are to be prioritized for clean up or remediation on the basis of the following criteria:

- a.) Strategic Location
- b.) Ease of Acquisition
- c.) Level of Contamination
- d.) Positive Externality Impact (Economic/Social/Environmental)
- e.) Private Interest in Development
- f.) Perceived Costs of Remediation
- g.) Jobs Potential
- h.) Connector Potential
- i.) Quality of Life Potential Environmental/Economic

⁵⁷ United States Geological Survey. <<http://toxics.usgs.gov/definitions/phytoremediation.html>>

⁵⁸ Bionews Online. <http://www.bionewsonline.com/w/what_is_bioremediation.htm>

FINANCE BACKGROUND AND BASELINE INFORMATION

LAND OWNERSHIP ALONG THE CLEVELAND LAKEFRONT

An assessment of the Cleveland Lakefront was pursued in order to determine ownership and responsibility for the lakefront natural and downtown parks, as well as to provide a template for identifying the locations for assessments and/or a possible “Business Improvement District” (BID). Table 2-8 presents a listing of lakefront parks ownership and management. On the various maps provided below, all parcel lines were removed to allow for a better representation of owners of land on the lakefront. Ownership data was obtained from the Cuyahoga County Auditor’s website. Parcel boundary data was obtained from Cuyahoga County and Ward boundary data was obtained from the City of Cleveland.

Park / Area	Acreage	Ownership	Management
Edgewater	131	City of Cleveland	State of Ohio - ODNR
Wendy	22	Cuyahoga County	Whiskey Island Partners
Voinovich	5	City of Cleveland	City of Cleveland
Northcoast Harbor	95	City of Cleveland	City of Cleveland
Malls A,B,C	14	City of Cleveland	City of Cleveland
E 55th Marina	68	City of Cleveland	State of Ohio - ODNR
Gordon - North	105	City of Cleveland	State of Ohio - ODNR
Gordon - South	46	City of Cleveland	City of Cleveland
Dike 14	88	Port Authority	Port Authority
Euclid Beach	17	City of Cleveland	State of Ohio - ODNR
Villa Angela	30	City of Cleveland	State of Ohio - ODNR
Villa Angela	13	State of Ohio - ODNR	State of Ohio - ODNR
Wildwood	21	City of Cleveland	State of Ohio - ODNR

Analysis by City of Cleveland Wards

Wards 17 and 18

Wards 17 and 18 include quite a bit of private ownership along the lake. To the west, the private ownership is primarily residential. In the middle of the map is Edgewater Park, which is owned by the City of Cleveland and leased to the State of Ohio until 2024. Wendy Park is located in the northeast corner of ward 17 and is owned by Cuyahoga County and privately operated by “Whisky Island Partners.”

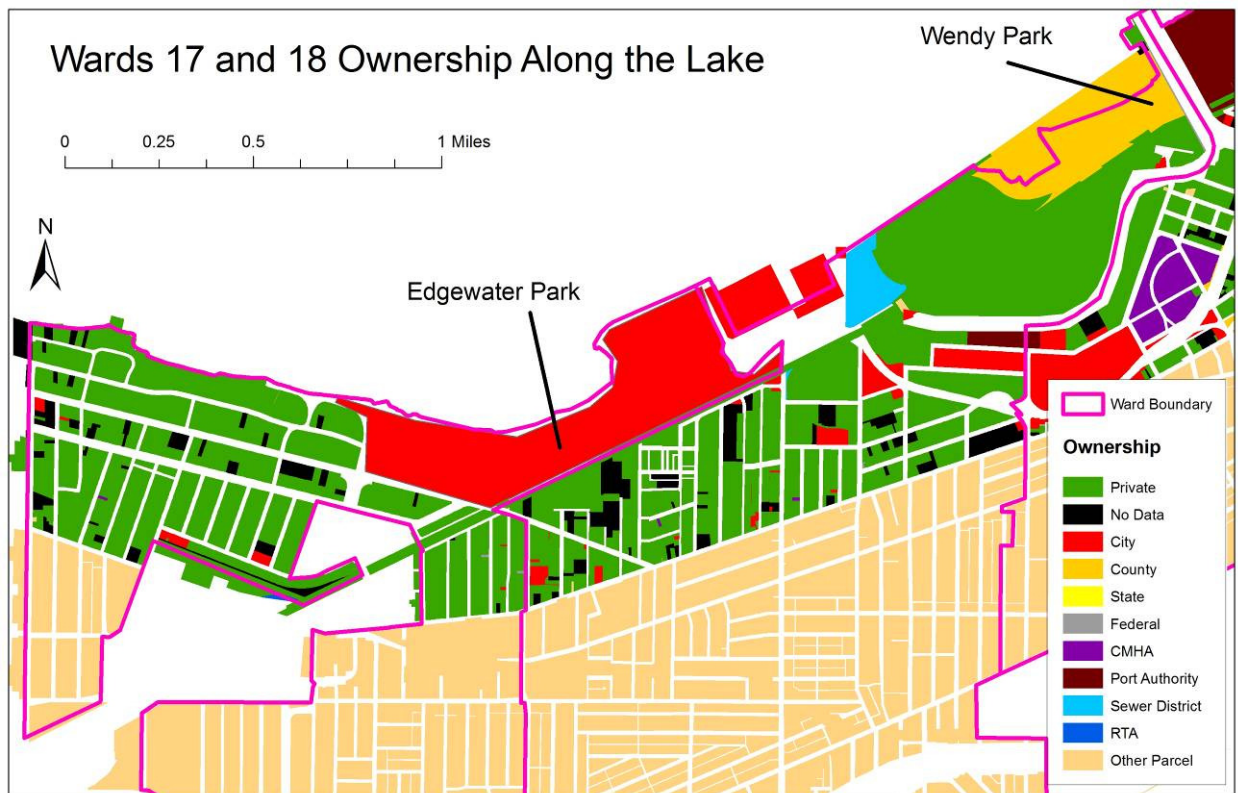


Figure 2-31: Wards 17 and 18 Ownership Along the Lake
Source: City of Cleveland Planning Commission, Cuyahoga County Auditor

Western Portion of Ward 13

The western portion of ward 13 is dominated by public ownership. The Port Authority and the City of Cleveland own much of this land, with a small portion between Voinovich Park and Burke Lakefront Airport owned by the Federal government. Voinovich Park, along with the rest of the North Coast Harbor, is owned by the City of Cleveland.

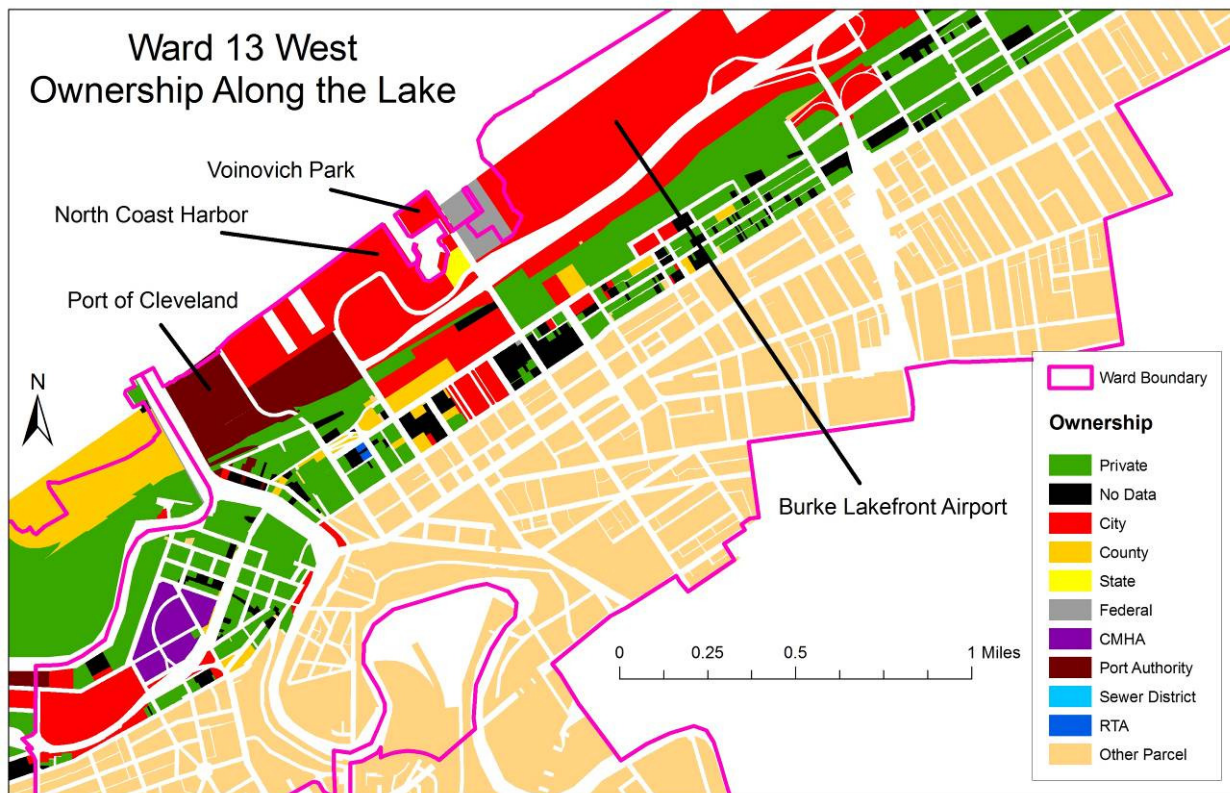


Figure 2-32: Ward 13 West Ownership Along the Lake
Source: City of Cleveland Planning Commission, Cuyahoga County Auditor

Eastern Portion of Ward 13

The eastern lakefront portion of Ward 13, like its western counterpart, is mostly publicly owned land with very little private ownership. Burke Lakefront Airport stretches across most of the ward's lakefront property and is owned by the City of Cleveland.

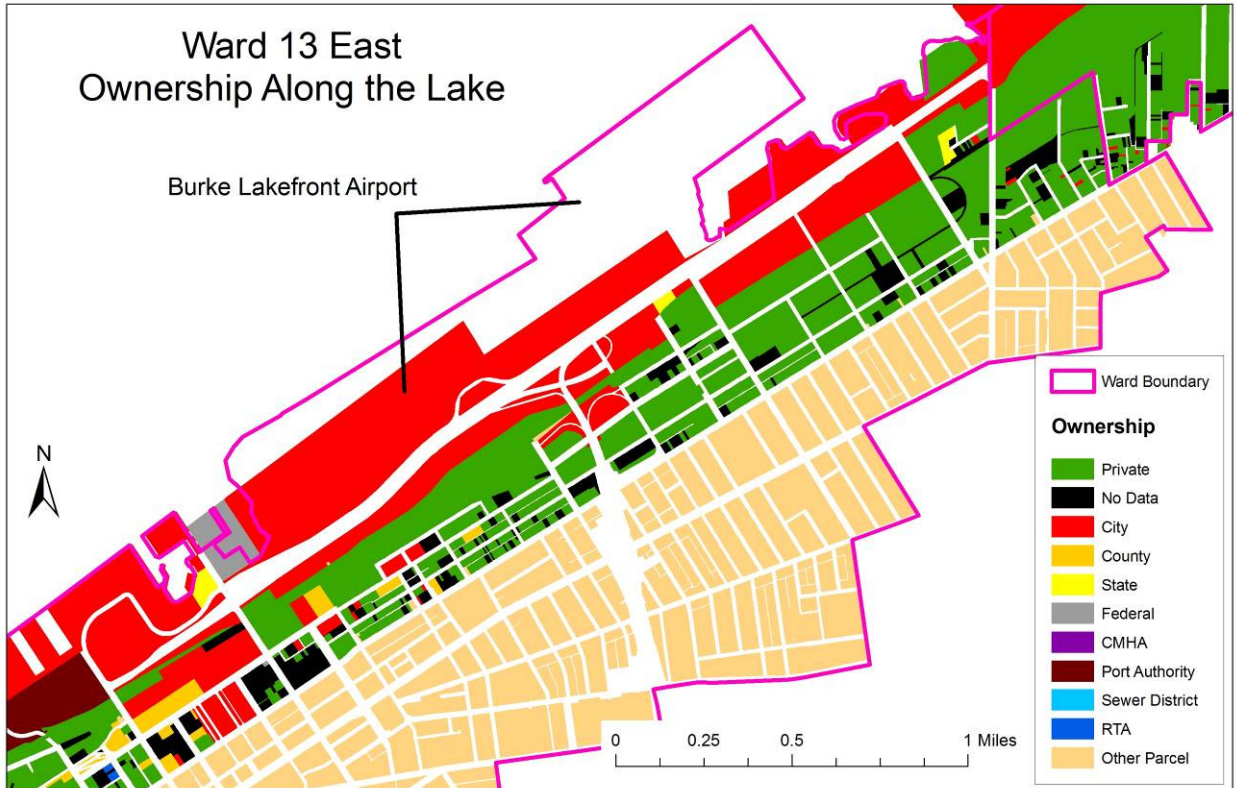


Figure 2-33: Ward 13 East Ownership Along the Lake
Source: City of Cleveland Planning Commission, Cuyahoga County Auditor

Ward 8

Ward 8 is completely dominated by public ownership. All of Ward 8's lakefront property, which ends at Dike 14, is owned by the city of Cleveland. There is some dispute over who owns Dike 14, with the Port Authority taking claim to the land, but according to the Cuyahoga County Auditor, it is owned by the City of Cleveland. Gordon Park and the E. 55th Street Marina, like Edgewater Park, is owned by the City of Cleveland, but is being leased to the State of Ohio until 2024.

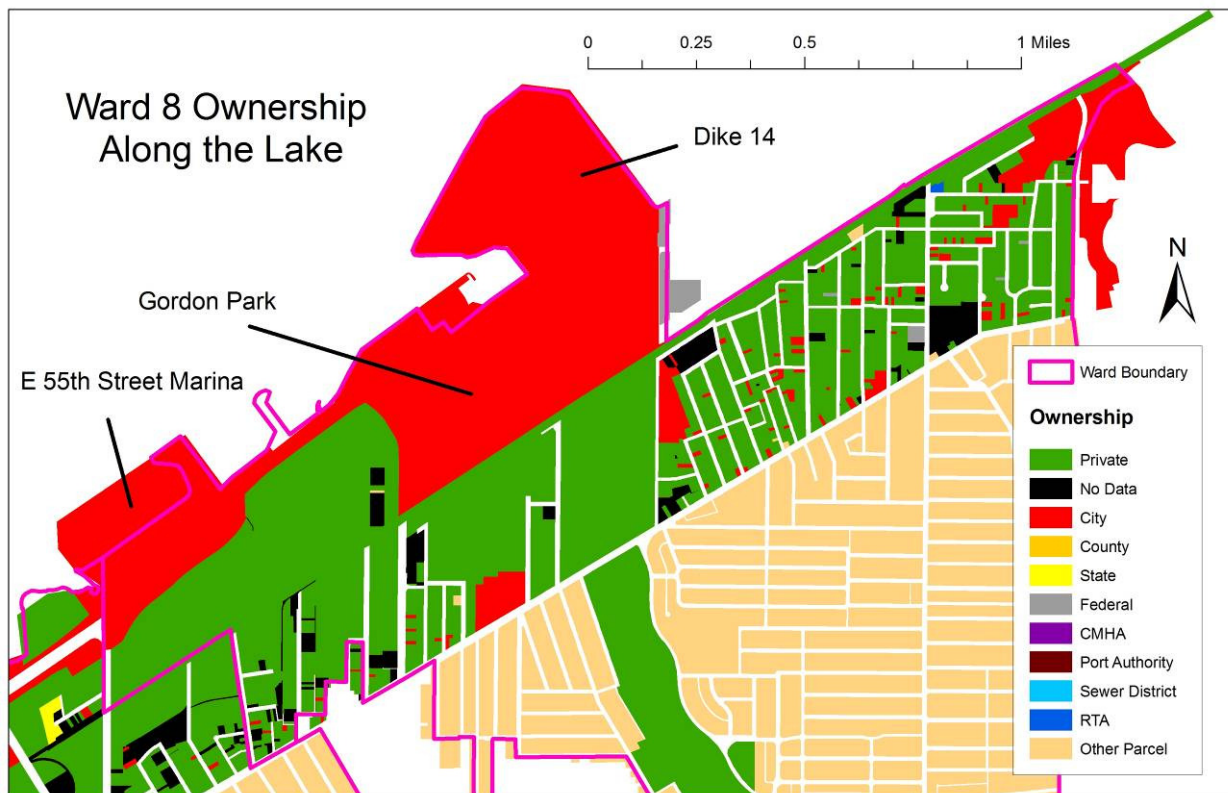


Figure 2-34: Ward 8 Ownership Along the Lake

Source: City of Cleveland Planning Commission, Cuyahoga County Auditor

Ward 11

Ward 11 has more privately owned land along the lakefront than most of the previously examined wards studied. In the southwest corner, the sewer district owns a large portion of land. In the middle portion of Ward 11's lakefront property is Euclid Beach Park and Villa Angela / Wildwood Park. Euclid Beach is owned by the City of Cleveland and is being leased to the State of Ohio until 2024. A portion of Villa Angela / Wildwood Park is owned by the State of Ohio, but the majority of the land is owned by the City of Cleveland and is being leased to the State of Ohio until 2024.

Ward 11 Ownership Along the Lake

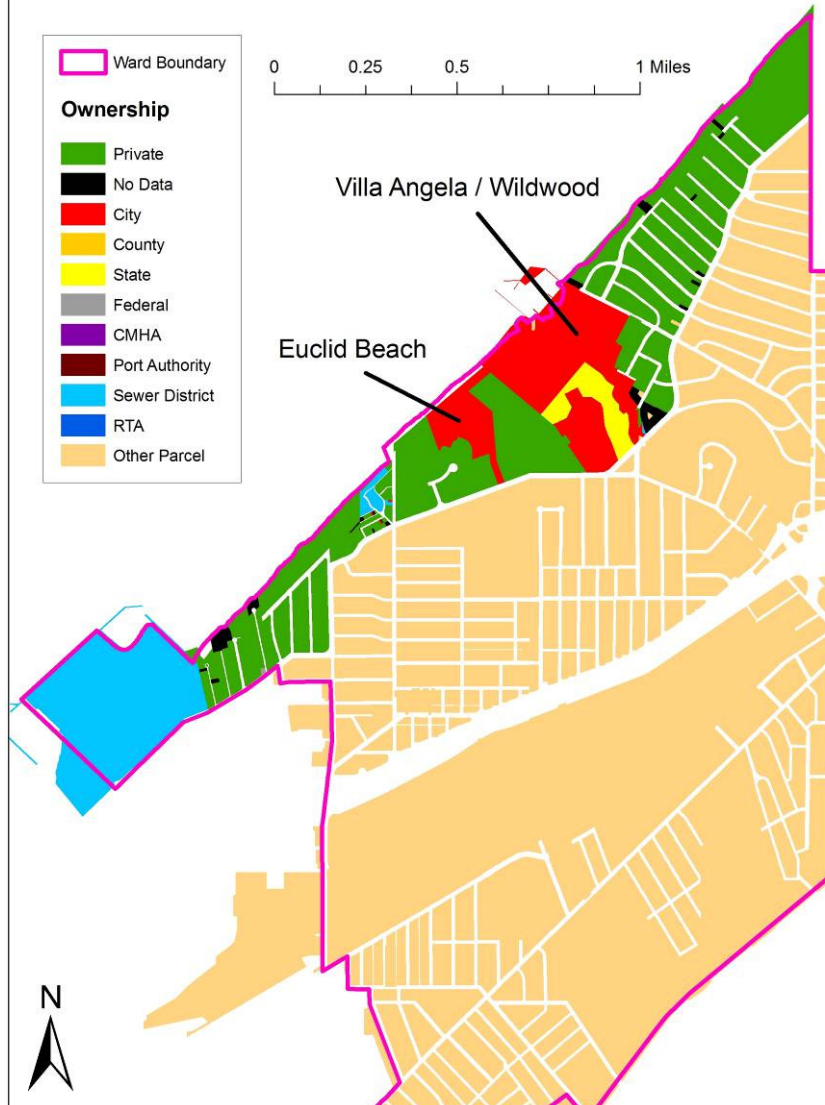


Figure 2-35: Ward 11 Ownership Along the Lake
Source: City of Cleveland Planning Commission, Cuyahoga County Auditor

CURRENT REGIONAL PARK FUNDING

To plan for financing and budget for a unified park system along Cleveland's lakefront, it is important to understand what type of funding is currently being dedicated to parks in the broader area and on the lakefront in particular. There are several different entities currently funding parks within the City of Cleveland and the surrounding Cuyahoga County. The following are summaries of funding and related information for several significant park operators and funders:

Cleveland Lakefront State Park - State of Ohio

The Cleveland Lakefront State Park (CLSP) consists of six park properties totaling 478 acres along the Lake Erie shoreline being operated by the State of Ohio for the City of Cleveland. The total 2009 budget for Parks and Recreation throughout Ohio is \$74,010,227.⁵⁹ Out of this statewide budget, CLSP and Mentor Headlands State Park have a combined payroll operating budget of \$2,622,271 and a maintenance operating budget of \$486,459 for 2009.⁶⁰ A condensed breakdown of CLSP staff positions (including staffing for Mentor Headlands State Park) is shown in Table 2-9.

Staff Type	Full-time	Part-time	Seasonal
Management	3		
Clerical	2		
Park Officers	16		
Maintenance	6	1	16
Lifeguards			17
Naturalist	1		
Total	28	1	33

⁵⁹ State of Ohio, 2008-2009 Executive Budget, Department of Natural Resources, p7.

⁶⁰ Presentation by CLSP Naturalist Carol Ward on 10 February 2009.

Department of Parks and Recreation - City of Cleveland

The City of Cleveland maintains a large inventory of parks and recreation facilities throughout the city. The City operates 1,490 acres of parks and recreation facilities, including pools, sports fields, recreation centers, and other recreation sites. According to the City of Cleveland 2008 Budget Book, the Department of Parks, Recreation, and Properties, "is responsible for planning, constructing, operating, and maintaining all city-owned Parks, Playgrounds, Recreation Centers, Golf Courses, Cemeteries, Greenhouse, Parking Facilities, Markets, and the Cleveland Convention Center and Stadium."⁶¹ Parks and recreation are currently 7% of total expenditures by the City of Cleveland.⁶²

Under the Department of Parks, Recreation, and Properties, the budgets of the Division of Research, Planning and Development, the Division of Recreation and the Division of Park Maintenance and Properties are most applicable to understanding local park funding. The Division of Research, Planning and Development has a 2008 budget of \$751,000, including 9 full-time staff. The Division of Recreation has a budget of \$17,113,000 for operating all recreational facilities including 195 full-time and 479 part-time staff. The Division of Park Maintenance and Properties has a budget of \$16,159,000 to maintain the various city parks and recreational properties, including 167 full-time and 108 part-time staff. The maintenance budget also covers the mowing of vacant properties in the city.⁶³

Wendy Park – Cuyahoga County

Wendy Park is a 22 acre property on the eastern end of Cleveland's Whiskey Island peninsula, owned by Cuyahoga County and operated by Whiskey Island

⁶¹ City of Cleveland, 2008 Budget Book, p. 157, available at:
<http://www.city.cleveland.oh.us/clnd_images/finance/OBM/2008budget.pdf>

⁶² City of Cleveland, Comprehensive Annual Financial Report for the year ended December 31, 2007, S24.

⁶³ City of Cleveland, 2008 Budget Book, p. 157-212.

Partners. Whiskey Island Partners has 7 – 8 employees that run the Whiskey Island Marina and also maintain Wendy Park.⁶⁴

Cleveland Metroparks

The Cleveland Metroparks operates over 21,000 acres of parkland throughout Cuyahoga County and some surrounding communities. In 2007, the Metroparks employed 518 full-time, 99 part-time, and 200 seasonal employees. The Metroparks will have its 10 year property tax levy renewal before Cuyahoga County voters in 2014.⁶⁵

The Cleveland Metroparks had 2007 revenues of \$83,331,482, with about \$57 million coming from property taxes, \$4.5 million in grants and local government funding, \$1.5 million in investment income, and the majority of the remainder from zoo, golf course, and other program revenues. The Cleveland Metroparks had estimated expenses of \$88,798,389, with about \$43 million for personnel, \$18 million for operations, and \$10 million for construction.⁶⁶

Cleveland Zoological Society

The Cleveland Zoological Society is a non-profit partner to Cleveland Metroparks in funding and promoting Cleveland Metroparks Zoo. The Society funds major portions of both capital projects and the Zoo's operating budget.⁶⁷ Because of its longstanding and successful partnership with Metroparks, the Zoological Society can serve as an important inspiration and point of comparison for potential lakefront parks funding solutions.

In 2007, the Zoological Society had \$9,458,637 in revenues, with about \$2.4 million in memberships, \$1.4 million in general donations from all sources, and \$4.2 million in capital campaign donations. The Society earned over \$500,000 in

⁶⁴ Phone interview with Carol Thaler at Cuyahoga County Planning Commission

⁶⁵ Cleveland Metroparks, 2008 Budget, available at: <<http://www.clemetparks.com/pdf/Cleveland%20Metroparks2008Budget.pdf>>

⁶⁶ Cleveland Metroparks, 2008 Budget, p. 96

⁶⁷ Cleveland Zoological Society, Factsheet, p. 21, 7 April 2009, available at:

<http://www.clevelandzoosociety.org/about_factsheet.aspx>

investment income compared to about \$16.7 million in total assets. Its total expenses were \$8,946,595, with about \$7.1 million going toward program expenses, and almost \$1.8 million for fundraising and management.⁶⁸

CURRENT LAKEFRONT CAPITAL IMPROVEMENT PROJECTS

Several capital projects are in development along the Cleveland Lakefront with dedicated funding sources already in place (see Table 2-10.) These projects will serve as a fulcrum to leverage investment in the Lakefront by improving neighborhood connectivity, enhancing regional accessibility and providing additional waterfront attractions. As these projects transition from the planning to design phase it is essential that coordination take place between all local stakeholders to ensure these projects are implemented in concert with the goals set forth in this plan.

Table 2-10 Planned Capital Projects in Development with Committed Funding

Location	Project	Estimated Cost	Funding Source
WEST SHOREWAY	Convert West Shoreway into a 35 mph Boulevard & Enhance Neighborhood Connectivity to Lakefront	\$49,800,000	ODOT TRAC
NORTH COAST HARBOR & VOINOVICH PARK	Construct Pedestrian Bridge across North Coast Harbor	\$5,200,000	SAFETEA Earmarks; City of Cleveland
CUYAHOGA RIVER VALLEY	Towpath Extension Stage 4	\$19,600,000	CMAQ
THE MALL	Planned Construction of New Convention Center/Medical Mart	\$425,000,000	County Sales Tax Increase
E 55TH ST - GORDON PARK	Relocate E 55th St Marina to Gordon Park	TBD	Cleveland-Cuyahoga County Port Authority

The West Shoreway project and the Towpath Stage 4 extension both improve access to the Cleveland Lakefront on a local and regional level. The West Shoreway project will provide improved access from the Detroit-Shoreway neighborhood to the Lakefront for automobiles, bicycles and pedestrians via an extension of the city street grid and the construction of multi-purpose paths and improved crossings of the railroad tracks and freeway that have acted as barriers to the lake. Traffic calming through the creation of

⁶⁸ Cleveland Zoological Society, 2007 Annual Report, available at <http://www.clevelandzoosociety.org/pdf/ar_2007.pdf>

a 35mph six-lane boulevard will entice visiting motorists to slow down and provide a more inviting gateway to the Lakefront. The Towpath extension to the future Canal Basin Park will become the final link in the 110-mile regional trail network that begins in Zoar, OH and will provide neighborhood access through connector trails. The proposed Medical Mart / Convention Center at the downtown Mall site will provide a regional destination with the ability to draw additional visitors to the attractions at North Coast Harbor and Voinovich Park. All of these projects are primarily funded by public tax dollars, and if implemented properly, have the potential to bolster the Lakefront as a destination of choice by incorporating these funds to produce a design that orients and draws visitors towards the lake.