





Chapter 3

Phase I

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

RECOMMENDATIONS FOR LAND USE

INTRODUCTION

The process began with updating the land use plan with already approved projects and those in the pipeline for development within the near future. An analysis was performed on the Lakefront ward maps to create connectors to the lakefront using existing roadways. The areas included in our plan are the neighborhoods along the lakefront from Edgewater Park to Euclid Beach/Wildwood Park. This area includes neighborhoods such as the Detroit Shoreway, Ohio City, Downtown, and St. Clair neighborhoods which are part of wards 18, 17, 13, 11, and 8. Based on these connectors specific areas were strategically suggested that are potentially suitable for future redevelopment. Next, using existing green space mapping, parcels within 50 ft. of current green space were identified, this in an effort to classify properties that could be used for expansion of existing green space. Lastly, the first phase located parcels that currently lay outside of current green space in order to identify new areas that will meet the objective of having green space within ½ mile of residents in defined wards per Re-Imagining a More Sustainable Cleveland.

UPDATE LAND USE PLAN

The Lakefront Revitalization Plan depicts existing and planned future land uses within Cleveland's lakefront wards. These wards include, from west to east, Ward 18, Ward 17, Ward 13, Ward 8, and Ward 11. Future land uses approved by the Cleveland City Planning Commission include a new location for the Cleveland-Cuyahoga County Port Authority and an associated International Trade District south of the new location.

The area in Ward 18 near the lakefront includes the land use categories of Single Family and R2/Mixed Use. The Single Family category is an area characterized by low-density residential area with single-family houses; Edgewater Drive from West 117th Street to Edgewater Park is in this category. R2/Mixed Use categorizes the area south of Edgewater Drive in Ward 18, which is in the Edgewater neighborhood, and the area south of Edgewater Park in Ward 17, which is the Detroit-Shoreway neighborhood.

Edgewater Park, which consists of 131 acres, is the Cleveland Lakefront State Park furthest to the west.¹ The Park land use category is an area reserved for outdoor green/open space to meet needs for recreation, scenic enjoyment, and environmental enhancement. The Edgewater Marina is just east of Edgewater Park, while the Whiskey Island Marina is further east on the lakefront. The Channel Park Marina is located south of the Edgewater Marina and Whiskey Island Marina at the Cuyahoga River. The Marina category refers to a waterfront area with a dock or basin for yachts and small boats.

The Westerly Wastewater Treatment Plant (WWTP), which is in the Industrial category and is owned by the Northeast Ohio Regional Sewer District, is located on fourteen acres between the Edgewater Marina and the Whiskey Island Marina.² The Industrial land use category extends south and southeast of WWTP and ends at the Cuyahoga River. Wendy Park is located directly east of the Whiskey Island Marina; this park is just west of where the Cuyahoga River meets Lake Erie, and it provides access to both.

The Central Business District and the current location of the Cleveland-Cuyahoga County Port Authority are located east of the Cuyahoga River. The Port's existing downtown location, which includes docks and warehouses, is 100 acres along the lakefront north and west of the Cleveland Browns Stadium. The northern half of the Central Business District extends from the Cuyahoga River at its western boundary to approximately East 18th Street on its eastern boundary, where the International Trade District begins. The southern half of the Central Business District extends from its western boundary at the Cuyahoga River to its eastern boundary at the eastern border of Ward 13 at East 67th Street.

The updated land use plan assumes that the Burke Lakefront Airport will remain at its current location on Lake Erie between East 9th Street and East 53rd Street for the

¹ Park Spotlight: Cleveland Lakefront, Ohio Department of Natural Resources. Available at <http://www.dnr.state.oh.us/parks/magazinehome/magazine/sprsum97/parkspot/tabid/288/Default.aspx>

² Westerly Wastewater Treatment Plant, Northeast Ohio Regional Sewer District. Available at <http://www.neorsd.org/westerly.php>

foreseeable future. The airport's site consists of approximately 450 acres. No additional development is planned for Burke's site.

The planned future site for the Cleveland-Cuyahoga County Port Authority is an area of approximately 200 acres which will include a new confined disposal facility (CDF) and Port facility.³ The new facility will be located on a landfill created in the lake between East 55th Street and the First Energy Generating Facility, which is located just west of East 72 Street. The East 55th Marina would be relocated east to the north of East 72nd Street and become part of Gordon Park.

The International Trade District is planned in conjunction with the new Port facility. It is proposed to cover an area of approximately 1,000 acres bounded approximately by East 18th Street on the west, Martin Luther King Blvd on the east, I-90 on the north, and St. Clair on the south.⁴ The district would include core industries and support industries (logistics, transportation, warehousing, etc.) related to Port Authority operations.

Dike 14 is an 88-acre completed confined disposal facility extending into Lake Erie from the Gordon Park shoreline near Martin Luther King Blvd. The public does not currently have access to the site.⁵ The Lakefront Revitalization Plan envisions this site as a public park/nature preserve.

The area directly east of the eastern boundaries of the International Trade District and the Central Business District is located in Ward 8. This is classified as R2/Mixed Use, which is characterized by two-family houses and mixed use development; mixed use consists of upper floor residential and/or office uses mixed with ground floor retail.

Industrial, Single Family, and Park are the land use categories for the northern-most property in Ward 11. This ward is located on the eastern border of Cleveland. The

³ "Port Envisions Transformed, Community Lakefront with Relocated, Expanded Shipping Operations." Port of Cleveland, Available at <http://www.portofcleveland.com/news/newsdetail.asp?NewsID=148>

⁴ Port authority proposed trade district, The Plain Dealer. Available at http://www.cleveland.com/pdgraphics/index.ssf/2009/01/port_authority_proposed_trade.html

⁵ Dike 14 Resources. GreenCityBlueLake. Available at <http://www.gcbl.org/planning/lakefront/dike-14/dike-14-resources>

Easterly Wastewater Treatment Plant (WWTP), an industrial facility, is located on the western border of this ward. Single Family areas interspersed with existing state parks – Euclid Beach, Villa Angela, and Wildwood – are to the east of the industrial area. The Wildwood Marina is also located in this area.

An R2/Mixed Use district is located south of the Industrial, Single Family, and Park land uses along the lakefront in Ward 11. The area south of I-90 in this ward is Industrial.

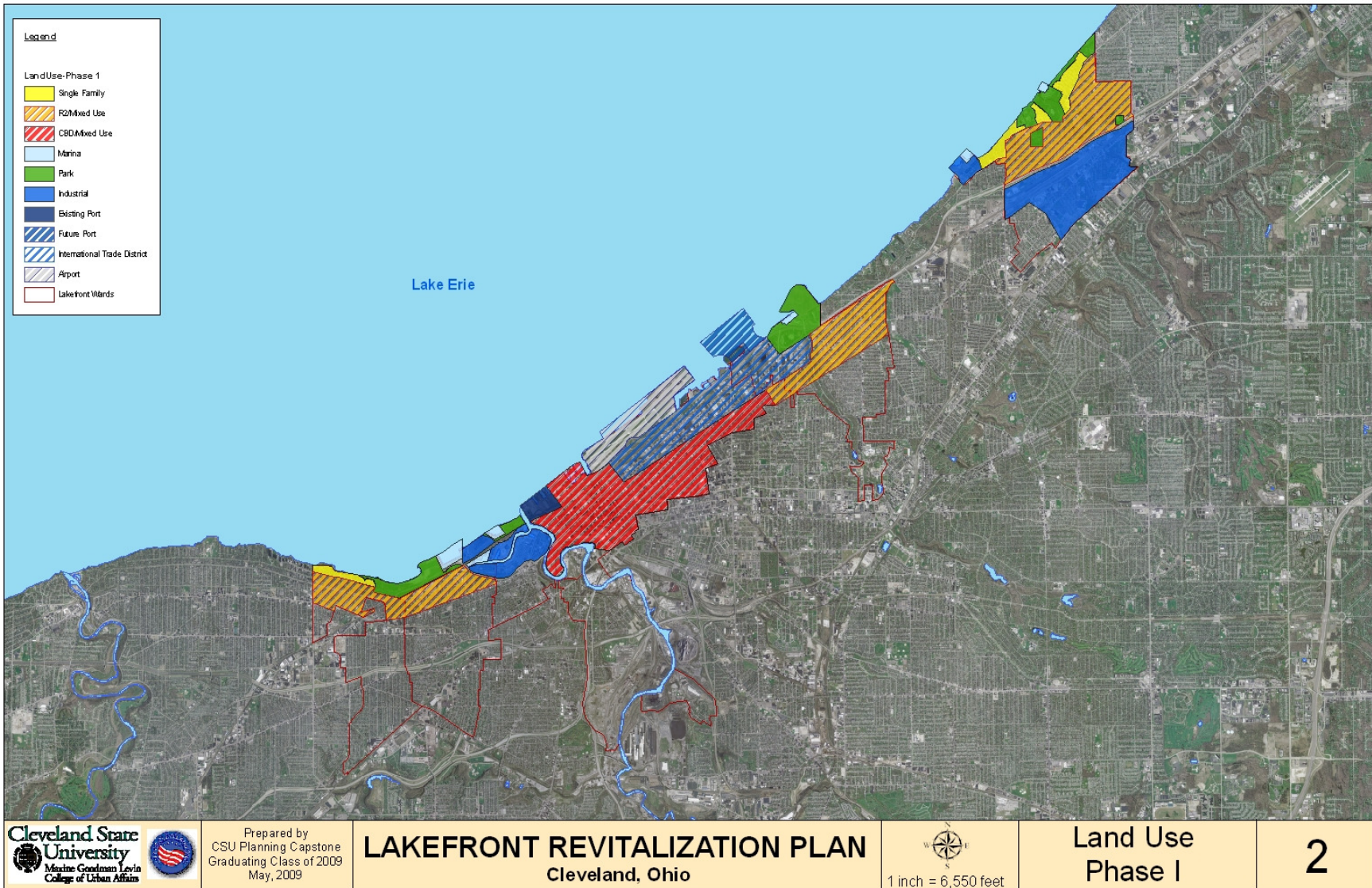


Figure 3-1: Phase I Land Use Map

LAKEFRONT REVITALIZATION PLAN LAND USE CATEGORIES: PHASE I⁶

Single Family: area characterized by low-density residential area with single-family houses.

R2/Mixed Use: area characterized by two-family houses and upper floor residential and/or office uses mixed with ground floor retail.

CBD/Mixed Use: area characterized by upper floor residential and/or office uses mixed with ground floor retail.

Marina: waterfront area with a dock or basin for yachts and small boats.

Park: area reserved for outdoor green/open space to meet needs for recreation, scenic enjoyment, and environmental enhancement.

Industrial: area characterized by warehouses and manufacturing operations which produce noise, vibration, dust, smoke or pollution. "Heavy industry" has greater levels of noise, vibration, dust, and smoke than "Light Industry." Light Industry does not include outdoor storage.

Existing Port: current 100-acre location of the Cleveland-Cuyahoga County Port Authority along the lakefront north and west of the Cleveland Browns Stadium downtown.

Future Port: area of approximately 200 acres planned for a new confined disposal facility (CDF) and Port facility; to be located in the lake between East 55th Street and the First Energy Generating Facility, which is located just west of East 72 Street. The East 55th Marina would be relocated east to the north of East 72nd Street and become part of Gordon Park.

International Trade District: area of approximately 1,000 acres bounded approximately by East 18th Street on the west, Martin Luther King Blvd on the east, I-90 on the north,

⁶ Connecting Cleveland 2020 Citywide Plan. Available at <http://planning.city.cleveland.oh.us/cwp/landuse.htm#>
Cleveland Land Use Zoning Code. Available at <http://caselaw.lp.findlaw.com/clevelandcodes/>

and St. Clair on the south. The district would include core industries and support industries (logistics, transportation, warehousing, etc.) related to Port Authority operations.

Airport: Burke Lakefront Airport; located on Lake Erie on 450 acres between East 9th and East 53rd.

IDENTIFICATION OF AREAS FOR REDEVELOPMENT

A primary land use objective is to identify potential properties for future economic development in each of the five lakefront wards. This was best accomplished by identifying prime areas for redevelopment based on proximity to recommended Major Connectors. This stems directly from recommendations for streetscape upgrades on the major connectors and is a strategic approach to neighborhood revitalization and is believed to be well-aligned with the attempts already being made by the city and community development corporations. This information was collected and then given to the economic development group to make specific recommendations for future highest and best use and economic development opportunities.

Wards 18 (including parts of ward 19)

Our group chose each specific recommended use according to established criteria. The total number of parcels selected for evaluation is 89. Ward 18 falls entirely in zip code 44102. The major street connectors from east to west are Detroit Avenue, Madison Avenue, Lorain Avenue, and Denison Avenue. The major connectors from north to south are: West 85th and West Boulevard, which also form the longitudinal boundaries of Ward 18. The estimated zip code population in 2007 was 47,893, and a median home value of \$78,850. Average household income in 2007 was \$27,845.

Table 3-1 Ward 18 Parcels for Redevelopment	
Number of Parcels Based on Streets	
2	Berea Road
34	Detroit Avenue
8	Lorain Avenue
8	Madison Avenue
2	W. 101 st Street
5	W. 105 th Street
2	W. 110 th Street
1	W. 98 th Street
3	West Boulevard
Number of Parcels by Zoning Description	
12	General Industry
14	General Retail Business
1	Local Retail
2	Multi-family
3	One-family
37	Semi-industry
16	Two-family
Breakdown by Neighborhoods	
61	Cudell
7	Edgewater
19	West Blvd.



Figure 3-2: Ward 18 Available Parcel Map

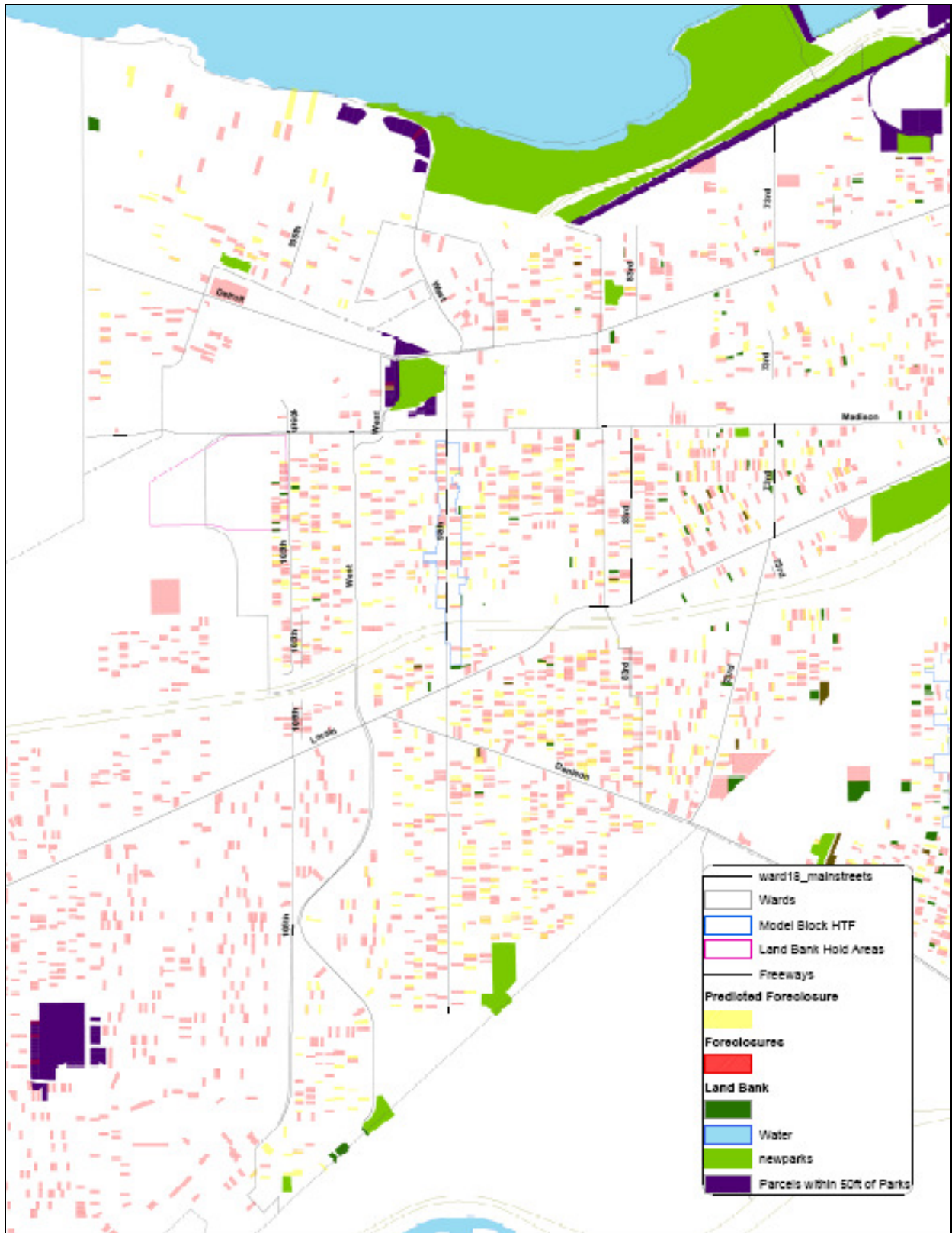


Figure 3-3: Ward 18 Foreclosure Greening Map

Ward 17

Our group chose each specific recommended use according to established criteria. The total number of parcels selected for evaluation is 37. Ward 17 consists of zip code 44102. The major street connectors from east to west are Detroit Avenue, Lorain Avenue, and Clark Avenue. The major connectors from north to south are: West 65th and West 73rd. The estimated zip code population in 2007 was 47,893, and a median home value of \$78,850. Average household income in 2007 was \$27,845.

Table 3-2: Ward 17 Parcels for Redevelopment	
Number of Parcels Based on Connectors	
6	Detroit Avenue
10	West 65th Street
18	Lorain Avenue
2	West 73rd Street
1	Clark Avenue
Number of Parcels Based on Zoning	
20	Commercial
13	Multi-Family
4	Industrial
Number of Parcels Based on Neighborhood	
37	Detroit Shoreway

Ward 13

The total number of parcels selected in Ward 13 is 114. Cleveland's central business district is located in this ward. Detroit/Superior is the major east/west connector throughout the study area. East 9th Street is the major north/south connector, especially the St. Clair and E. 9th intersection and the East 9th Street Pedestrian Bridge. The Tremont Bike/Ped Plan has been discussed as a way to connect the Tremont neighborhood, which is also located in Ward 13, to the central business district. This plan would involve the creation of a bike and pedestrian path on the Innerbelt Bridge.

Table 3-3: Ward 13 Parcels for Redevelopment	
Number of Parcels Based on Zoning	
29	Residential
61	Industrial
11	Commercial

Ward 11

The total number of parcels selected for evaluation is 58. Ward 11 consists of zip code 44110 and 44119. The major street connectors from east to west are St. Clair, Grovewood, and Lakeshore Blvd. The major connectors from north to south are: East 156th, 168th, and 185th.

Table 3-4: Ward 11 Parcels for Redevelopment	
Number of Parcels Based on Connectors	
6	Lakeshore Blvd.
8	St. Clair Ave
5	E 185 th & Lasalle
4	E 185 th
Number of Parcels Based on Zoning	
24	Commercial
17	Residential/Commercial
3	Multi-Family
7	Residential
3	Industrial
4	Exempt
Number of Parcels Based on Neighborhood	
13	Lakeshore

Ward 8

Throughout Phase I, parcels are being identified within each ward for alternative uses in the future. Each parcel is delineated for one of two possible uses; green space such as parks and recreation and redevelopment for residential, retail / commercial and industrial. Below is a table titled "Ward 8 – Redevelopment Parcel Data". This table is a summary of the more pertinent data pertaining to the 95 parcels chosen for possible redevelopment. There are five categories in which the parcels are evaluated. It begins with the corresponding street connector in which the parcel is aligned to. There are 22 distinct major and minor arteries connecting these parcels. The proceeding column classifies the parcels based on zoning type. There are 7 different zoning categories amongst these parcels. Multi-family and Two-family housing comprise 40 parcels while both Industry related categories equal 29 of the parcels. There are three different neighborhoods that exist among these parcels; Glenville, Hough and St. Clair-Superior. Glenville is by far the most heavily represented with 74 parcels. The final two columns detail the parcels census zip codes and tract numbers. In addition, the map titled "Ward 8 Redevelopment Parcels – Based on Census Tract and Zoning Classification" presents a Ward map that identifies the location of each selected parcel.

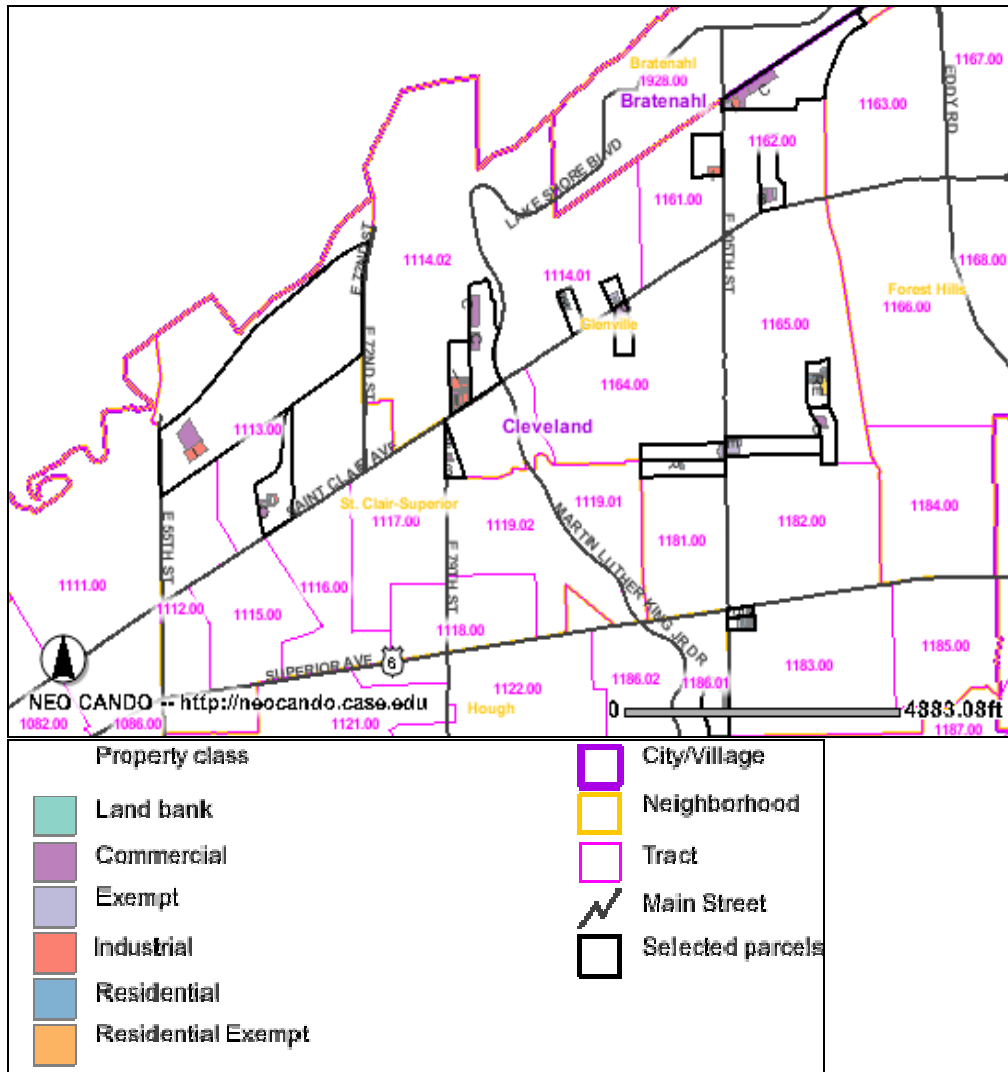


Figure 3-4: Ward 8 Redevelopment Parcels based on Census Tract and Zoning Classification

ACCESS AND CONNECTIONS

INTRODUCTION

After two centuries of industrial development and transportation improvements, Cleveland's lakefront has become inaccessible and inhibits many from visiting. The train lines and highways have literally disconnected the city and its neighborhoods to the lake and force those seeking relaxation and recreation along the Lake Erie shore to access limited entry points or simply give up. But if access can be improved by redeveloping critical corridors that lead to the lake while also implementing a new signage system guiding visitors to the wonderful amenity few cities can enjoy, existing parks and destinations points will become more popular and finally bring the city to the lake.

ROADWAY CONNECTORS

Physically connecting people to the shores of Lake Erie plays a major role in the Lakefront Revitalization Plan. If people do not know how to get to the lake, the revitalization will not occur. In Phase I, improvements for three north-south roadway corridors and one major east-west corridor will be introduced and explored. The three north-south routes include West 65th Street, East 9th Street, and East 105th Street. Detroit Avenue, which then becomes Superior Avenue at the Cuyahoga River, is the main east-west corridor that has recommended changes for Phase I. A strict budget was kept in mind for the recommended improvements for these corridors. Major improvements can be made simply by re-striping the roadways, planting a few trees to fill in the existing gaps, and, in some cases, using an inexpensive heated treatment on existing asphalt to create an expensive looking streetscape.



Figure 3-5: Lakefront Roadway Connectors Map – Phase II

W. 65th Street

Existing Conditions

West 65th Street is located in the Detroit Shoreway neighborhood on the near-west side of Cleveland. North of Detroit Road, West 65th Street goes through a mostly residential area with good existing sidewalks and decent tree coverage. The west side of the street has a sidewalk that varies from six to eight feet throughout the corridor, a nine foot tree lawn and a twenty foot southbound lane that includes a parking lane. On the east side of the street there is a twenty foot northbound lane (that also includes curbside parallel parking), an eleven foot tree lawn and a five foot sidewalk. North of Detroit Road, the Average Daily Traffic (ADT) for West 65th Street is 3,950⁷ which is

⁷ Average Daily Traffic (ADT) information was obtained from the NOACA website at: <http://www.noaca.org/CuyTCountsDec04.pdf>. Traffic counts were conducted between the years 2003 and 2005. ADT's were adjusted over a 24 hour period, in both directions and seasonally.

very low for a residential area. (ADT's above 13,000 to 15,000 constitute for a busy residential street.) West 65th Street connects directly with Edgewater Park on the north, so combined with being in a residential area with very little traffic, it is the perfect lakefront roadway connector for pedestrians, bicyclists (and cars) on the west side of Cleveland.

Recommended Improvements

West 65th Street has an existing forty foot roadway which is too small to widen the sidewalks or add a bike lane or multi-purpose path without taking away the parking lanes on each side of the street. The parking lanes could be removed in all of the corridors listed in Phase I, but many residents in Cleveland do not have garages and they depend on the parallel parking on the street to park their cars. Instead, it is recommended that the eight foot parking lanes on each side of the road are clearly striped as well as the centerline in between the two twelve foot cartways so that all lanes are clearly identified along the roadway. The striping will help identify to vehicles where they should be parking versus where they should be driving. An eight foot lane is uncomfortable to drive in, so even if cars are not parked in the parallel parking lane, a driver would realize that they were too close to the tree lawn without enough space and not supposed to be driving in that lane. In addition to the striping, large sharrows should be painted in the cartway about one to two feet away from the striped parking lanes to designate to automobile drivers that they are sharing the road with bicyclists, that they need to be aware of bicycle traffic and that they are driving along a designated bicycle route.

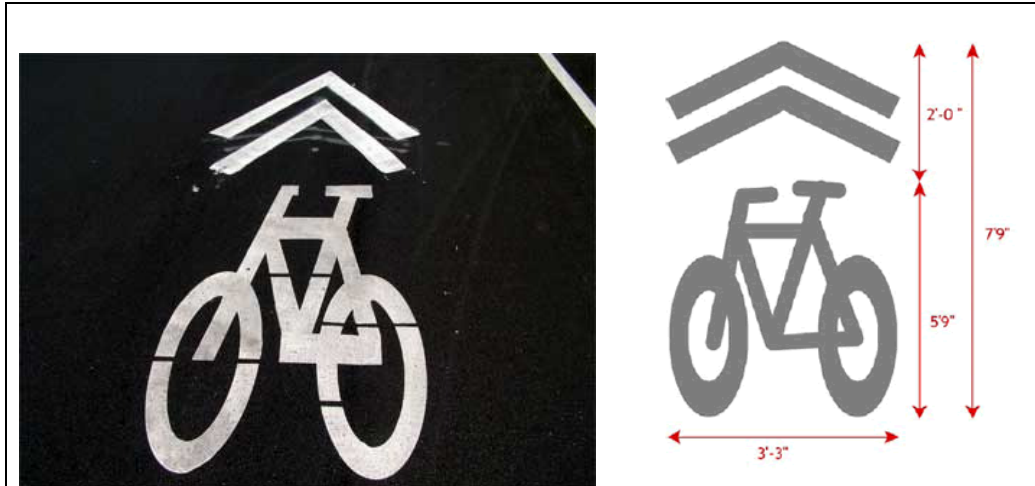


Figure 3-6: Bicycle Sharrows⁸

Even though there is decent tree coverage, it is recommended that the City of Cleveland and Detroit Shoreway Development Corporation do a quick and simple inventory of where additional trees are needed to fill in large gaps within the tree lawns along the corridor. Low maintenance bushes and shrubs that are native to the area could also be planted to help mitigate the urban heat island effects of the City. In addition to reducing green house gases, fully tree-lined streets create a wonderful experience for pedestrians and bicyclists and would provide for a great corridor atmosphere for people using this road to reach the lakefront. Small enhancement grants are available to fund infill landscaping projects like this, but with the existing tree coverage, this is a very low-cost improvement that could make a substantial difference along the corridor.

⁸http://images.google.com/imgres?imgurl=http://planning.city.cleveland.oh.us/bike/images/sharrow.gif&imgrefurl=http://planning.city.cleveland.oh.us/bike/sharrow.html&usg=__nC0d9a6yNA1Pa-z7ZLNEGdtYKBs=&h=401&w=360&sz=15&hl=en&start=6&tbnid=rRhUFsQpozefEM:&tbnh=124&tbnw=111&prev=/images%3Fq%3DSharrow%26gbv%3D2%26hl%3Den



Figure 3-7: Proposed W. 65th Street Restriping

E. 9th Street

East 9th Street is a very busy road, especially during peak traffic hours, due to its on and off ramps with State Route 2, known as the Shoreway. North of St. Clair Avenue, the north bound Average Daily Traffic count for East 9th Street is 16,150⁹ and north of Superior Avenue the north bound ADT grows to 20,600¹⁰. The south bound ADT north of St. Clair Avenue is 23,250¹¹.

Even though East 9th Street is a very busy road, it does have even and wide sidewalks and is a great connection to the lakefront, Voinovich Park and the East 9th Street Pier for pedestrians (and cars). The Rock and Roll Hall of Fame, Great Lakes Science Center and Cleveland Browns Stadium is also located at the East 9th Street terminus.

It is not recommended that bicyclists use East 9th Street as a connector during peak traffic hours unless they are an advanced cyclist, but overall, East 9th is a wonderful connector for people who work and visit downtown Cleveland to visit the lakefront.

⁹ <http://www.noaca.org/CuyTcountsDec04.pdf>

¹⁰ <http://www.noaca.org/CuyTcountsDec04.pdf>

¹¹ <http://www.noaca.org/CuyTcountsDec04.pdf>

Detroit Road/Superior Avenue

Existing Conditions

Detroit Road is currently under construction in the Detroit Shoreway neighborhood at East 65th Street with streetscape improvements that include burying utilities, widening the sidewalks and improving the landscaping along the corridor. These improvements will create a great environment for pedestrians, bicyclists and cars alike within the district. With planned expansion of the streetscape improvements along the Detroit Road corridor, no further improvements are currently recommended for the short term five year Phase I Lakefront Revitalization Plan.

The Detroit/Superior Bridge is traveled by 19,300¹² cars going east bound per day which quickly disperses east of the bridge with only 8,100¹³ cars per day traveling east bound at East 3rd Street. Even though there are no counts available for Detroit Road, with only 9,450¹⁴ cars per day traveling west bound over the Detroit/Superior Bridge, it is very unlikely that Detroit Road has an ADT of over 10,000¹⁵. The bridge has very wide sidewalks for pedestrians and bike lanes in both directions. Detroit Road becomes Superior Avenue over the Cuyahoga River on the Detroit/Superior Bridge.

¹² <http://www.noaca.org/CuyTcountsDec04.pdf>

¹³ <http://www.noaca.org/CuyTcountsDec04.pdf>

¹⁴ <http://www.noaca.org/CuyTcountsDec04.pdf>

¹⁵ <http://www.noaca.org/CuyTcountsDec04.pdf>



Figure 3-8: Detroit-Superior Bridge Bike & Pedestrian Lanes¹⁶

Superior Avenue

Existing Conditions

Superior Avenue averages 10,000¹⁷ cars per day downtown and 15,350¹⁸ east of East 24th Street. There are wide sidewalks in the downtown central business district but the sidewalks vary in size outside of the district. The downtown portion of Superior Avenue also has good tree coverage, especially for a downtown area, but east of East 20th Street the trees become more sparse and there is sometimes quite a bit of space between trees. The downtown portion of Superior's roadway was recently reconfigured to allow a "bus only" lane in each direction on the north and south side of the street. Most of the downtown portion of Superior Avenue has one automobile driving lane in each direction with a center turn lane available at all potential left turn drives and cross streets. There are good bus routes along Superior including a free trolley service that circulates around the central business district called the "B Line Trolley" run by the Greater Cleveland Regional Transit Authority (GCRTA).

¹⁶http://images.google.com/imgres?imgurl=http://www.ecocitycleveland.org/transportation/bicycles/images_bikes/bridge_today.jpg&imgrefurl=http://www.ecocitycleveland.org/transportation/bicycles/detroit_superior_bridge.html&usg=__dGjOW-0v4W-3RimJLlieOekiJLbI=&h=219&w=330&sz=18&hl=en&start=40&tbnid=U4Z6A1CXZa0dvM:&tbnh=79&tbnw=119&prev=/images%3Fq%3Ddetroit%2Bsuperior%2Bbridge%26gbv%3D2%26ndsp%3D18%26hl%3Den%26sa%3DN%26start%3D36

¹⁷ <http://www.noaca.org/CuyTcountsDec04.pdf>

¹⁸ <http://www.noaca.org/CuyTcountsDec04.pdf>

East of East 20th Street, Superior Avenue currently has seventy-five feet of roadway pavement. There are two eleven foot driving lanes in each direction, one constant eleven foot center lane, and one ten foot parallel parking lane in each direction.

Recommended Improvements:

As mentioned above, there is a "bus only" lane throughout the downtown central business district along Superior Avenue. It is recommended that the "bus only" lanes should become "bicycle and bus only" lanes. Bicyclists currently use the bus lanes as bike lanes and after peak rush hour times, there is little bus traffic.

East of East 20th Street, the existing right-of-way should be striped to allow for an eight foot parking lane on each side of the street, a twelve foot bike lane in each direction directly outside of the parking lane, one twelve foot driving lane in each direction and an eleven foot constant center turn lane in the middle of the road. A Level of Service (LOS) traffic analysis would need to be conducted before one driving lane in each direction could be taken away, but with an ADT of only 15,000 along Superior Avenue, the LOS analysis would most likely prove that with the center turn lane, only one driving lane would be needed in each direction instead of two. The twelve foot bike lane is very large (compared to an industry standard five foot bike lane). Because it will be striped and not something more permanent, it allows for sidewalk expansions in business areas if ever needed.



Figure 3-9: Renderings of Proposed Superior Avenue Bike Lanes

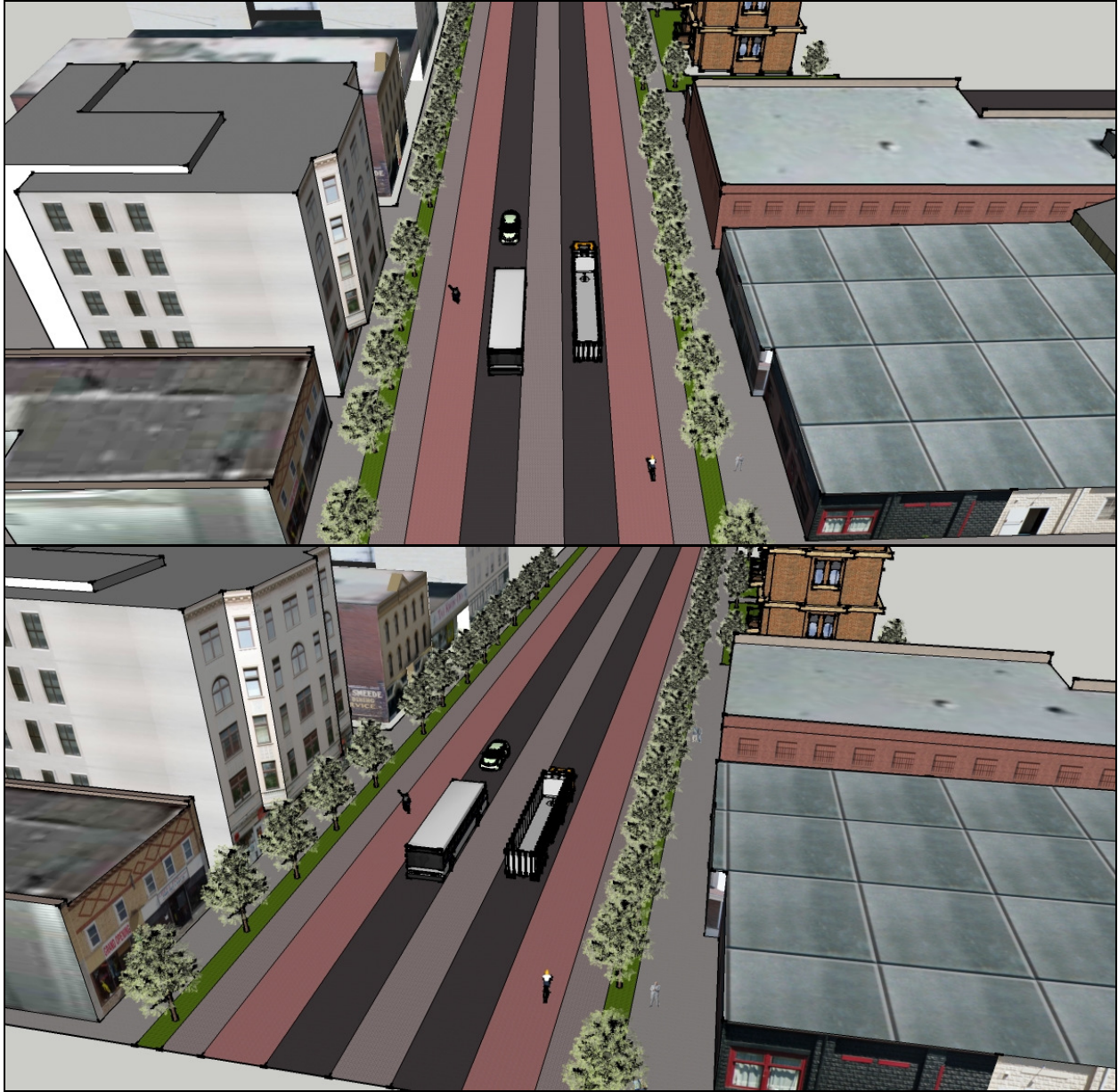


Figure 3-10: More Renderings of Proposed Superior Avenue Bike Lanes

E. 105th Street

Existing Conditions

North of Superior Avenue, East 105th Street averages 10,000¹⁹ cars per day and is mostly a residential street with good tree coverage in most areas. North of St. Clair

¹⁹ <http://www.noaca.org/CuyTcountsDec04.pdf>

Avenue the ADT drops to 7,200²⁰ and north the Interstate 90 the ADT is reduced to 1,200²¹. Sidewalks are present on both sides of East 105th Street up to the lakefront, but many areas of the sidewalk are very uneven to the point that a wheelchair would not be able to traverse some of the portions of the sidewalk. The existing roadway right-of-way is forty feet and there is one lane of parallel parking and one driving lane in each direction.

Recommended Improvements

With East 105th Street being only forty feet wide, it is recommended that an eight foot parallel parking lane and twelve foot driving lane in each direction be clearly striped and arrows be painted in the driving lanes. A simple sidewalk conditions inventory should be conducted to determine where exactly the sidewalk needs replacing and the City of Cleveland should repair the most uneven and dangerous sidewalk portions along the corridor. With a maximum of 10,000 cars traveling this road a day, most of which are likely traveling during peak hours, East 105th Street is a great north-south lakefront connector road for pedestrians at all hours and recreational bicyclists during non-peak hours.

²⁰ <http://www.noaca.org/CuyTcountsDec04.pdf>

²¹ <http://www.noaca.org/CuyTcountsDec04.pdf>

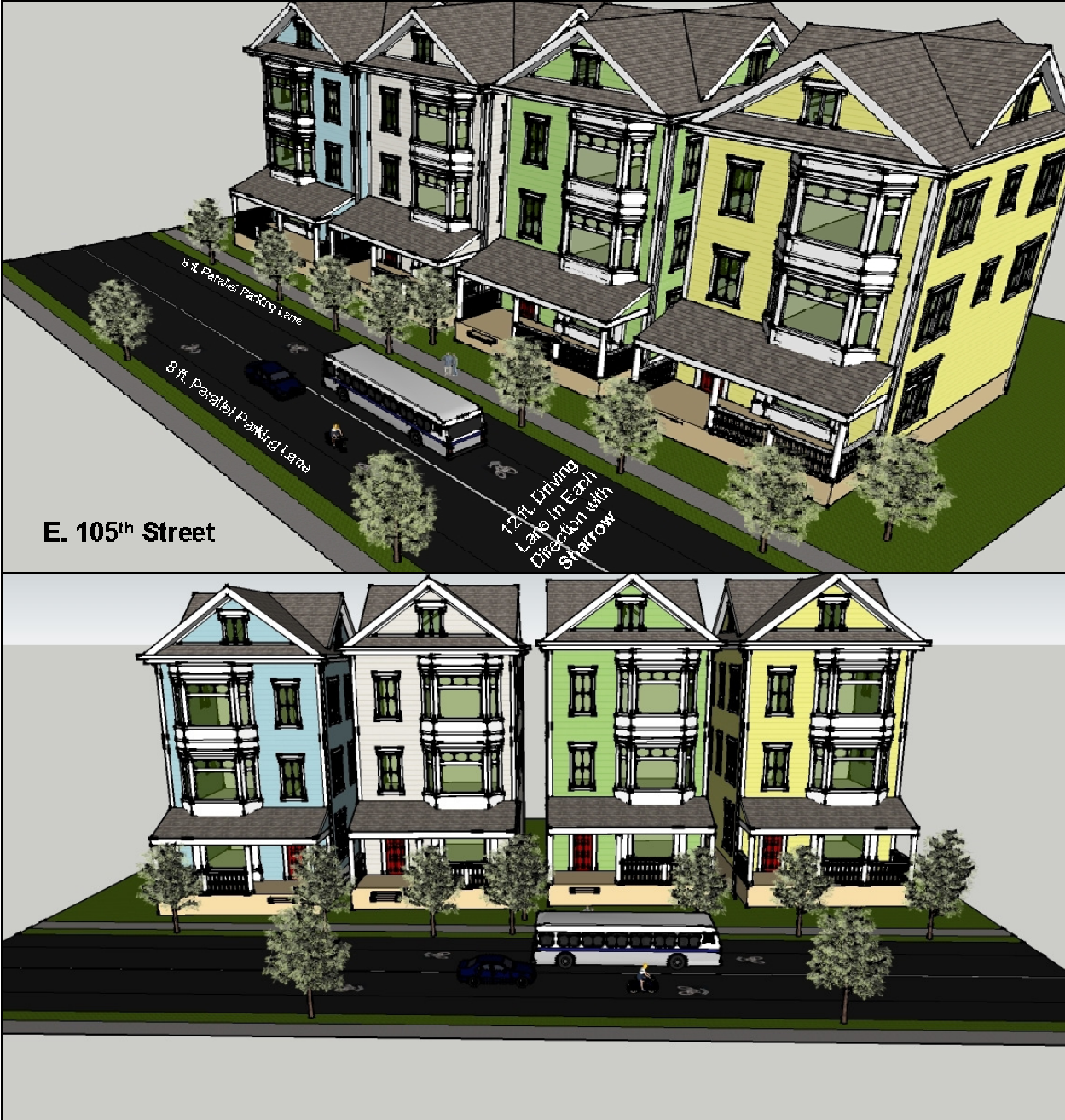


Figure 3-11: E. 105th Street Proposed Streetscape

HIGHWAY SIGNAGE IMPROVEMENTS

Cleveland's lakefront is a regional gem that is both underutilized and undervalued. While many visit the lakefront parks from Edgewater to Euclid Beach, the park system is not living up to its potential. Great Lakes cities exhibit the potential for diverse lakefront development, ranging from park creation to residential enclaves to bike trails, boardwalks and centers of culture. Amenities, programming, education, and safety are among the critical elements necessary for the success of a lakefront – which, in itself, is a rare asset for any community. One of the most critical problems inhibiting both residents and tourists from enjoying Cleveland's shoreline is a lack of access. The lakefront strategy investigates the existing access problems and then proposes solutions to eliminate or reduce these barriers through well-designed (and cost-effective) signage and way-finding locators.

Few things are more frustrating than seeing one's destination, yet not having the ability easily identify how to get to that point. Such is the case with Lake Erie and the limited access points to its parks. While the lake is easily visible from major highways and surface streets, it often takes asking for directions or stopping to read a map to get to the final point. The aforementioned citizen survey found that nearly ¼ of all respondents seek better access to the lakefront. Whether it's reaching Edgewater Park, Whiskey Island, Voinovich Park, East 55th Street Marina, Gordon Park, Euclid Beach, Villa Angela Park or Wildwood Park, one of the most basic (and inexpensive) place-making elements is missing, leaving many frustrated to the point of abandoning their pursuit of the lakefront: identifiable signage.

Signage is critically important to this plan because it is the first step to improving access. It is also the easiest accessibility step to be taken in phase one because it simply requires purchasing and placing new signs instead of creating new connections, bridging barriers or developing streetscapes that lead visitors to the lake. The West Island Ecomuseum in Montreal, Canada has seen interest and attendance grow since blue signs were placed along the highway. In fact, the museum's director stated that

"some visitors who followed the signs said they never realized such a facility existed."²² This is what proper, informative highway signage can do and it is critical that the signage is created and placed throughout the city guiding visitors to the lake through the limited yet still present access points.

Signage takes on many variations and all are important. These differences will be discussed throughout this chapter but the plan's first step is to create, improve and develop way-finding signage that will guide park visitors to their destination easily and efficiently.

The first step to improving signage is to identify major roads that run parallel to the lakefront and park access points from those roads. Improved signage must occur where necessary along the entire length of the Memorial Shoreway, entire length of Interstate 90 and main connector roads as identified in the plan and listed below.

The foremost lakefront road (which also poses one of the greatest barriers) is the Memorial Shoreway (Shoreway). Beginning on Cleveland's West Side at Lake Avenue and West/Clifton Boulevards, this four-lane, limited access, 50 mile per hour highway allows West Side residents to travel quickly into Downtown Cleveland and beyond. The Shoreway continues east, traveling immediately south of North Coast Harbor and intersects with Interstate 90 immediately south of Burke Lakefront Airport. The Shoreway continues to be parallel to the lakefront on the East Side. This project looks at the roads no further east than East 152nd Street.

²² Edson, Kristina. (2007, July 19). Signs point to a growing interest in Ecomuseum; Highway markets show the way." *The Gazette* (Montreal).

Memorial Shoreway-Eastbound

West Boulevard and Lake Avenue Intersection-Begin Memorial Shoreway

Target: Edgewater Park (Western Segment)



Figure 3-12: Intersection of Lake Avenue & West Boulevard Near Edgewater Park
Source: Google Maps

This entrance to the western Memorial Shoreway is situated next to the western segment of Edgewater Park. Currently, there is no signage at this intersection from any direction that would guide one to Edgewater Park.

Exit: Edgewater Park / Whiskey Island

Target: Edgewater Park (Eastern Segment), Whiskey Island, Wendy Park



Figure 3-13: West Shoreway Exit Ramp to Edgewater Park
Source: Google Maps

This exit is the only exit in which signage exists that directly displays a park (Edgewater Park) and an area in which a park is located (Whiskey Island). This sign was recently erected and for some time read Edgewater Park as the only location. Interestingly enough, the second picture shows a small brown sign on

the side of the road before the exit that reads "Whiskey Island / Wendy Park."
The sign is not large and can easily be missed.

Exit: East 9th Street

Target: North Coast Harbor Park (Voinovich Park, Rock and Roll Hall of Fame, Great Lakes Science Center, and Cleveland Browns Stadium)



Figure 3-14: West Shoreway Exit to E. 9th Street
Source: Google Maps

This exit takes motorists either into downtown (south) or North Coast Harbor (north). There isn't signage along the Shoreway to inform that North Coast Harbor (Voinovich Park, Rock and Roll Hall of Fame, Great Lakes Science Center, and Cleveland Browns Stadium) exists, missing a critical opportunity to better inform residents and visitors alike.

Exit: East 55th Street / Marginal Road

Target: East 55th Street Marina



Figure 3-15: East Shoreway Exit to E. 55th Street
Source: Google Maps

This exit does not indicate that a marina exists directly to the north of the highway, which happens to run extremely close to the lake at this point.

Exit: East 72nd Street

Target: Gordon Park (Southern Segment)



Figure 3-16: Eastbound and Westbound Exits from Shoreway to E. 72nd Street
Source: Google Maps

East 72nd Street is the only surface street that provides motorist access to the southern segment of Gordon Park. An elevated bridge (pictured second-facing west) also exists that connects the southern and northern segments by way of crossing I-90/Ohio-2.

Exit: Martin Luther King Jr Drive

Target: Gordon Park (Northern Segment), Dike 14, Rockefeller Park



Figure 3-17: Eastbound Exit from Shoreway to Martin Luther King Jr. Drive
Source: Google Maps

The Martin Luther King Jr. Drive exit has the most potential to exploit the great parks and cultural assets on this side of town. With Gordon Park on either side of the highway (evident by the pedestrian bridge in the picture above), Dike 14 to the north, and MLK Jr. Drive running through the middle of the narrow but lengthy Rockefeller Park, this exit ought to promote these assets. The first step has been taken with the current sign and its promotion of University Circle.

Exit: East 152nd Street

Target: Euclid Beach, Villa Angela Park, Wildwood Park



Figure 3-18: Westbound Exit from Shoreway to E. 152nd Street
Source: Google Maps

East 152nd Street is a perfect path that takes travelers north to Lake Shore Boulevard and then quickly to the three parks that are all within a stone throw of each other. These parks are the furthest from the highway and definitely require signage not only informing drivers of the exit but the entire distance from the highway to the park.

Table 3-5: Summary of Exits and Signage Needs				
Exit/Intersection	Park	Signage-Hwy/Street	Signage-Ramp	Other
West Blvd./Lake Ave.	Edgewater	Surface street signs		
Edgewater Park/Whiskey Island	Edgewater, Wendy Park	Add Wendy Park to the sign	More visible signage one at park entrance	Park signage improvements
East 9 th Street	North Coast Harbor-Voinovich Park	Overhead highway sign-North Coast Harbor	More visible directional signage along off-ramp	Harbor signage update
East 55 th Street	East 55 th Street Marina	Large shoulder sign-East 55 th Street Marina	Directional signage along off-ramp	Improve marina park signage
East 72 nd Street	Gordon Park	Large shoulder sign	Directional signage along off-ramp	
MLK Jr Drive	Gordon Park, Dike 14, Rockefeller Park	Large shoulder sign	Directional signage along off-ramp	
East 152 nd Street	Euclid Beach, Villa Angela and Wildwood Parks	Large shoulder sign	Directional signage along off-ramp	

Estimates provided by the Ohio Department of Transportation (ODOT) place the cost of a sign at \$3,000-\$4,000, including installation.²³ Should this figure remain constant, it would cost approximately \$63,000 to create 18 new signs along the Shoreway, Interstate 90 and at the West Boulevard/Lake Avenue interchange at the western end of the Shoreway. Further signage located at the end of off-ramps will also be needed. These smaller signs would cost approximately \$900 each, for a subtotal of \$16,200. Not including installation costs, the total Phase I signage would cost \$79,200.

²³ Barnett, Travis (ODOT, District 12). Telephone Interview. 7 April 2009.



On-Highway Signage

Signage for Exit Ramps

Figure 3-19: Sample Highway Signage for Lakefront Parks

Objective: Improve existing eastbound and westbound Edgewater Park/Whiskey Island signage to enhance regarding accessibility

Action Step: Replace current signs with new brown highway signs, in accordance with federal standards for cultural or park signs

- Include at top "Cleveland Lakefront Parks"
- Insert solid horizontal white line to separate top from bottom
- Include "Edgewater Park/Whiskey Island/Wendy Park" at bottom

Objective: Create signage at intersections with park roads and major connectors

Highway signs should follow the established format, and include at the top "Cleveland Lakefront Parks" with a solid horizontal white line to separate top from bottom. Directional signage along off-ramps should be utilized to indicate where the park is located.

Action Step: Place new brown highway signs as overhead sign-holders or stand-alone off the right shoulder at the following intersections. Also, post direction sign at end of off-ramp (see Figure 3-18):

- Shoreway Signs (14 signs)
 - See Table 3-5 above
- Interstate 90 (West Side, 4 signs)

- Lakefront Parks (West Blvd. exit)
- Lakefront Parks (W.25th exit)
- (Right Ex: Off-ramp directional sign)

Objective: Create signage along key corridors as provided by land use strategies

Action Step: Identify Phase I key corridors as shown in the Land Use Chapter

- Detroit and Superior Avenues
- West 65th Street
- East 9th Street
- East 105th Street

Objective: Determine signage type and locations

Action Step: Way-finding signs to be located in ½ mile increments so as to keep drivers informed.

PARKS & ECOLOGY

INTRODUCTION

It is this plan's focus to revitalize The Cleveland Lakefront Parks into a premier park system that highlights all that the City of Cleveland has to offer to its residents, workers, and the world. Being conscious of the historical significance of these parks and listening to the residents' needs and wishes, this plan proposes some innovative improvements, connections, programming, and ecology techniques for The Cleveland Lakefront Parks. By programming events and activities, the parks' natural beauty and recreational opportunities can be highlighted. With sound ecological practices and education, the lakefront and its parks can be preserved and enjoyed by future generations. Major capital improvements can provide jobs, tourist revenue, and linkages to Cleveland neighborhoods. It is our hope that history will repeat itself in a positive way as the resurgence of The Cleveland Lakefront Parks transforms Cleveland from its albatross of the "mistake on the lake" to a vibrant city living harmoniously with the natural beauty and surroundings of Lake Erie.

The recommendations of this plan will focus on the particular lakefront areas throughout the City of Cleveland corporate limits that are recommended to be included in the new concept of the Cleveland Lakefront Parks system. This new allocation of parks for the Cleveland Lakefront Parks system will include Edgewater Park beginning at the west; Wendy Park/Whiskey Island; Voinovich Park located at North Coast Harbor (to be discussed with the downtown lakefront) Gordon Park (where the East 55th St. Marina is planned to be moved with the Port Authority of Cleveland's relocation), Dike 14, and the combined area of Villa Angela, Wildwood, and Euclid Beach parks defining the eastern portion. With this new concept of The Cleveland Lakefront Parks, the concentrated focus listed in the Park Standards can be accomplished for each individual park area documented in this report as the overall goal of creating a first class lakefront park system is achieved.

The park improvement plan focuses on 4 basic goals throughout all three planning phases:

- Recreational Programming - to give people a reason to come to the park by way of fresh programming ideas, festivals, and attractions
- Environmental Stewardship - to teach about the importance of ecology and sustainability
- Public Access - to connect people to the waterfront
- Facility Enhancements - sustainable improvement of the lakefront parks

Phase I concentrates on creative programming in efforts to get residents and tourists to the parks. It is intended to be the more fiscally feasible projects spread over the next five years. While it will take many factors coming together harmoniously in order to reach the full potential of the lakefront, it is believed that tending to the smaller aspects will allow for greater change and opportunity down the road. Like the Buffalo, NY lakefront development model, the relatively easy and inexpensive projects will be addressed up front. The public needs to see that things can get done in order to lend their full support in the future.

Planning in Cleveland is prominent. The problem is that many thoughtful plans are created, yet rarely implemented. Residents need to see that this project will move forward. Showing the community that things can and will get done will get more public support and greater regional morale. This will be important in the selling of and the implementation of later phases. Efforts will be on attracting visitors by expanding the programming in the Lakefront Parks while extending programming to the South through the use of the "Passport around the City" program.

PARK STANDARDS

The Cleveland Lakefront Parks, in an effort to preserve its natural surroundings, have adopted the park wide goals of creating a sustainable standards platform through recreational programming, environmental stewardship, and public access. These goals will improve the quality of life for area residents through enhanced facilities as well as provide a multitude of activities tailored to the unique characteristics of the six individual lakefront parks within The Cleveland Lakefront Park system.

RECREATIONAL PROGRAMMING

Activities

- Generate additional water-based recreation activities along the Cleveland Lakefront Parks.
- Initiate more land-based recreation opportunities within the Cleveland Lakefront Parks.

Health/Fitness

- Revamp the public notification of beach contamination and closings.
- Advance the health and fitness of citizens through park improvements/enhancements/expansion of fitness trails, bike ways, outdoor seasonal activities, and community gardens.

ENVIRONMENTAL STEWARDSHIP

Maintenance

- Enact an overall park maintenance program which would include:
 - Seasonal tree/shrub trimming
 - Infestation/disease treatment with an emphasis on natural remedies as well as a reduction of the application of chemical fertilizers/pesticides.
 - Promote the protection, preservation, and reintroduction of indigenous plantings, mammals, birds, and fish species within park system.
 - Provide recycle and trash receptacles throughout parks, trails, and bikeways that are vermin resistant.

Habitats

- Attempt to eliminate the introduction of new invasive species as well as continue to reduce the negative impact of existing invasive species throughout The Cleveland Lakefront Parks.
 - Work with Ohio's Comprehensive Management Plan for actions on dealing with aquatic nuisance species.
 - Apply for funding under the Non-indigenous Aquatic Nuisance Prevention and Control Act of 1990.

Water Quality

- Adhere to EPA regulations of Clean Water Act 401
- Make storm water management a priority throughout The Cleveland Lakefront Park System.
- Reduce need for impervious parking surfaces by allowing parking on field areas for large events.
- Use bioremediation techniques around existing impervious parking surfaces that act as large "rain barrels".
- Where applicable, create wetland areas at CSO sites to aid in natural cleansing process to improve water quality.
- When incorporating foreclosure/vacant parcels make an effort to remediate brownfield sites and control toxic runoff.

Land/Beach Quality

- Attempt brownfield cleanup on foreclosure/vacant parcel with "green solutions" such as phytoremediation.
- Address the issue of coastal erosion.
- Make recommendations for clean up and/or extensions of beaches.

PUBLIC ACCESS

- Make all park areas ADA accessible.
- Increase overall park and green space area by incorporating available adjoining/connecting foreclosure properties.
- Connect neighborhoods to lakefront parks through a network of community gardens, pocket parks, bikeways, paths, and green spaces.
- Address safety issues with:

- Patrolling of lakefront park system with a combined safety personnel of bicycle officers and mounted police patrol.
- Video surveillance of park entrances, parking areas, restrooms, concessions, picnic areas, and marinas.
- Installation of solar illuminated alarm boxes every ¼ mile on trails and bikeways.
- Provide portable difibulators and resuscitation kits at each concession and marina location.
- Increase lifeguards during summer beach openings.

FACILITY ENHANCEMENTS

- Make necessary repairs and/or replacements of park benches, picnic tables, pavilions, drinking fountains, and fishing piers.
- Install informative and directional solar powered signage throughout The Lakefront Park System.
- Improve restroom facilities and bathhouse where needed throughout park system with “green”, self cleaning models.

EDGEWATER PARK: PHASE I

Facility Enhancements

Although Edgewater Park offers many amenities, additional capital and programming improvements should be made to enhance visitor access, experience, and use options. While the current facilities are in adequate condition, there are many opportunities for improvement. Current concession stands and restroom facilities are only open on a seasonal basis. The parks group suggests that:

- Off season facility operation and offerings should be expanded
- Concession stands and building should incorporate sustainable building techniques and improved appearance
- Equipment rentals should be offered (i.e. fishing gear, kayaks, sporting and beach accessories).
- Expanded vending options to include indoor/outdoor food service options.
- Additional seating and picnicking facilities
- Expanded recreational areas (i.e. sand volleyball courts and horseshoe areas).
- Eye viewers should be located throughout the park
- More assessable trash and recycling receptacles should be added.

Educational Programming

Programming options and activities are also vital to attracting and sustaining park use and awareness. The park currently offers limited programming options. Both recreational and educational programming options should be expanded. Special events and entertainment should also be featured at the park. Suggested recreational programming includes:

- Sponsored volleyball tournaments
- Lake kayaking lessons and outings
- Sandcastle building contests
- Fishing tournaments

Suggested events:

- Beach cleanups
- Art festivals
- Luau

Environmental Stewardship

This plan believes that ecology should become an integral part of all aspects of programming in Cleveland. As the most frequented park, ecological restoration and environmental education should also be integrated into Edgewater Park. Native plants and habitat should be preserved and reestablished.

- Invasive species identification and removal should occur
- Educational signage and kiosks should be installed throughout the parks highlighting environmental issues (i.e. native plant and animal identification, critical habitat, natural process explanation and other issues).

Educational programming and events can inform visitors of the environmental significance, processes, and biodiversity at Edgewater Park and the larger Great Lakes system. Programming can focus on these issues and be used to increase public awareness.

WHISKEY ISLAND & WENDY PARK: PHASE I

Whiskey Island and Wendy Park have plenty positive aspects. These should be enhanced through additional development and promotional endeavors. In phase one of the Lakefront Redevelopment Plan the emphasis for this Island should be on addressing access, taking advantage of and enhancing the landscape as well as promoting the location, the programming and events.

Personal vehicle use will be limited during this phase. Visitors will be encouraged to utilize alternative methods to access the park area. A fleet of golf carts will be available for rental. Visitors will be able to rent two-, four- or six-seat golf carts that will be housed at Edgewater Park. Two shuttle buses will also be available for pick up and drop off of visitors at Edgewater Park. These can be utilized by those not wishing to rent a golf cart and for colder seasons. Eliminating the need for large parking lots on Whiskey Island will greatly increase the opportunity for development.

Environmental Stewardship

The landscape should be broken down into two general zones. The importance of maintaining the natural beauty and celebrating the cities past has been noted and should continue. The Easterly portion of land shall incorporate the Cuyahoga County Plan for Wendy Park. This tract of land will most likely be utilized for daytime use. The East will include prairie gardens and woodland areas. Interested parties should find trails through planned gardens and natural terrain with interpretive signage. Picnicking areas should attract families and self-guided tours to the historic coast guard station should be encouraged.

The Easterly portion of land shall incorporate the Cuyahoga County Plan for Wendy Park. Refer to the following image from the Wendy Park Foundation website for a visual. This track of land will most likely be utilized for daytime use. The East will include:

- Prairie gardens and woodland areas.
- A sustainable and natural environment should be created by planting a range of foliage indigenous to Cleveland. These plantings should provide native habitats and food supply for wildlife.
- Interested parties should find trails through planned gardens and natural terrain with interpretive signage educating about the site, plants animals and other environmental issues.
- Picnicking areas should attract families.
- Self-guided tours throughout the various areas should be encouraged.
- The path to the historic coast guard station should be blocked off with notice that the station would soon be under construction for future enjoyment.

Funding needs to be available for the landscaping of approximately 8 acres using native plantings; paths should be made of the earth. 10 to 12 interpretive signs need to be accounted for. Additional signage will be needed to promote the various aspects of the park. A picnic pavilion with 6 tables needs to be purchased to accommodate over 70 persons.

potential for both residents and Cleveland visitors. Ideally and of the utmost importance, the land will have its potential fully realized without infringing on what makes it special in the first place. Adhering to this principle means providing an environment which humans can enjoy, escape to, and learn from, while retaining its natural character through ecological preservation. Currently, the Environmental Education Collaborative (EEC), a consortium of eleven different groups including the Ohio Department of Natural Resources (ODNR), Cleveland Metroparks and others are working together to make this goal a reality.

General Improvements

On Dike 14, there exists a trail for walking around the perimeter of the preserve; for the most part it is a well traveled footpath. The perimeter trail will for the most part retain its character of ruggedness and low maintenance, simply being covered in gravel so as to eliminate the muddiness and subsequent maintenance that occurs with rain and snowmelt. The trail along the southwestern portion of the preserve is slotted for improvement in the form of a boardwalk. This boardwalk will branch over to the Dike 14 parking area located at the Cleveland Lakefront State Park main office; this makes it an easy stop off point for those wishing to visit, but not wanting to venture out too far, as well as providing accessibility for those in wheelchairs or pushing strollers. A bike rack is also slotted for installment in the parking lot; however, bikes are not permitted on the dike itself. The reason for not allowing bikes is that they can be considered a vehicle, and no vehicles are permitted on the nature preserve. However, providing the bike racks at the preserve is beneficial in that it is situated off the shoreway bikeway, shows bikers that they are welcome, and that their bike will be safe.



Figure 3-22: Dike 14 Phase I Improvements

On this boardwalk it would be beneficial to place both benches for relaxation and eye-viewers, as well as one observation deck; the land offers spectacular views of both Lake Erie and the cityscape. There will also be several benches and eye-viewers scattered along the perimeter trail. These improvements would cater to those utilizing the park for either passive or recreational purposes. A garbage receptacle will be placed at the trail head near the parking lot; however none will be located within the preserve. Rather, a sign respectfully requesting visitors to “Please leave only footprints” will be in clear view so as to keep the preserve a litter-free environment. In addition, the benches and garbage receptacle will all be made of 100% recycled material to promote “green” practices.

- Bike Rack
- Garbage Receptacles
- Boardwalk
 - Observation deck
 - Benches
 - Eye-viewers



Figure 3-23: Cleveland skyline from Dike 14 Nature Preserve

The very nature of the dike, being a human creation, means ongoing maintenance is inevitable. All the land of the dike is contained by high steel walls, if these walls give out or erode away, so does the dike; the walls are surrounded by high mounds of limestone rip-rap to slow the force of the waves on the walls. The Cleveland-Cuyahoga Port Authority is currently in charge of this structural maintenance as they are the “local sponsor”; the local sponsor provides rights-of-way (ROW) to the U.S. Army Corps of Engineers (COE), land, easements, and one-fourth of the funding for the CDF construction. Their current maintenance expense is a minor \$500 annually, but will significantly increase with age and structural maintenance; this is the key reason no one has yet assumed ownership of the land.

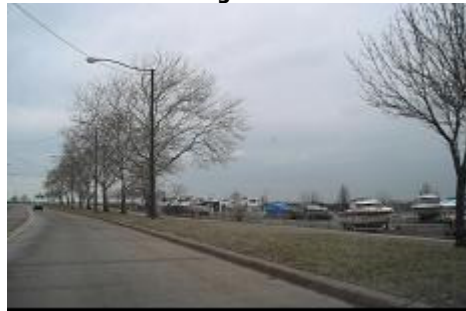
The north and south sides of Gordon Park need to be more efficiently connected. The current pedestrian bridge entrance at the northern portion of the park is located in an inappropriate and uncomfortable position in relation to the park.



Gordon Park Pedestrian Bridge



Walkway off Ramp - North



Walk from Walkway to Gordon Park - North

Figure 3-24: Gordon Park Pedestrian Bridge

Immediate and efficient changes to create better pedestrian access include:

- Institute wayfinding signage
- Install pedestrian level street lighting to create a safer environment and to help lead the pedestrians to their destinations
- Create pedestrian right of ways such as raised crosswalks and signage to inform drivers of pedestrian crossing

A more inviting atmosphere must be created for pedestrians visiting both Gordon Park and Dike 14. Clean up of trash and debris is necessary along the entire stretch of the park to create a better experience at Gordon Park. Opening the restroom facility will add an amenity that could potentially improve not only conditions, but the frequency that people decide to visit. Thinking about vending, either vending machines or a small addition to the restroom facility for an enclosed vending stand will make the site more of a destination and an all encompassing attraction. To summarize, the creation of unified wayfinding and kiosks identifying activities and events in the park and other lakefront parks and

establishing unified pedestrian lighting, amenities such as trash receptacles, and benches and picnic tables should be included.

EUCLID BEACH, WILDWOOD AND VILLA ANGELA PHASE I

Facilities Enhancements

Wildwood Park offers the most activities of the three parks by far. All three of these beaches and their activities need to be advertised more to the surrounding and nearby communities. Euclid Beach's history and significance needs to be highlighted to residents along with new programming at that park.

Some of the general improvements that should be made in phase one would be simple installations of:

- Bocce ball and sand volleyball courts at Villa Angela Beach.
- Horseshoe pits and corn hole should be installed at Euclid Beach.
- Equipment rental stands to accommodate the proposed activities
- Additional benches to be utilized by the increased traffic near the shoreline of all three parks.
- No additional activities proposed for Wildwood Park.

Wildwood Park offers many activities currently. However, the addition of these game related activities at the remaining parks would bring more people to these beaches.

Landscape and signage need to be improved at all three parks. The entrances to Villa Angela and Wildwood need to be better defined. Euclid Beach still has the original archway distinguishing the entrance there; however Villa Angela and Wildwood's signage could be improved. Also, the landscape at all three parks must be maintained. Litter control should be enacted and the parks be cleaned to be litter free. Receptacles will be added near the beaches as well as the break walls.

Funding is needed to supply equipment for additional gaming. There is also a need for trash receptacles, benches, slight landscaping improvements and signage. Funding for the annual festival needs to be secured in support of bringing back the carousel and in promoting the "Passport around the City".

Educational Programming

There also needs to be new programming added to these three lake front parks.

- The "Carousel Carnival" yearly festival would take place at Euclid Beach. This festival would start out small and take place in the summer. Concessions would be offered that were available at the original amusement park. The purpose would be to raise awareness, motivation and funds for bringing back the original carousel in the future.
- Programming at Wildwood Park would be expanded to include more SCUBA diving charters and options.
- Euclid Beach as well as Wildwood Park would be destinations on the "Passport Around the City" program. Participants would get their passport stamped at Euclid Beach after learning about the park's history and significance and perhaps enjoying some original style park concessions. Participants would also receive a stamp at Wildwood Park for fishing from the shore or on a charter. This type of programming is geared towards youth.



Figure 3-25: Euclid Beach Entrance Rededication Ceremony, June 12, 2007
Source: <http://www.euclidbeach.com/index.html>

With these minor capital improvements and programming enhancements, these three beaches will see more visitors from Cleveland and surrounding communities.

NEIGHBORHOOD REVITALIZATION

IDENTIFYING PROPERTIES FOR "GREENING"

Cleveland's current situation is one of declining population and increasing vacancy and blighted structures due to foreclosure and decades of disinvestment. Although troubling and problematic in its own right, this situation can be viewed as one of opportunity, especially for issues pertaining to land use. The City of Cleveland recently adopted the Re-Imagining a More Sustainable Cleveland plan, which comprehensively addresses vacant land reutilization practices and strategies. In this plan it states a goal of creating green space within ½ mile of every city resident and eventually ¼ mile of every resident. This could include urban gardens, urban farms, parks, green pathways, and simple green space which also include green holding strategies for future redevelopment. The plan clearly outlines best practices and design recommendations for various land reuse scenarios. For Phase I of the Lakefront Revitalization Plan the land use group felt these were attainable goals and seeks to make recommendations for how the plan could be implemented in the five lakefront wards while effectively working towards connecting the neighborhoods to the lakefront in Phases II and III. The Lakefront Revitalization Plan hopes to address and make recommendations in Phase I for how the Re-Imagining a More Sustainable Cleveland plan should be carried out and identifies the precise locations of where and how it should be done.

Green space has been proven to be a tangible amenity in communities so additional green space could not only be useful in enticing future residents, but will improve the overall health and environment for current residents in the short-term while beautifying the neighborhood and dealing with the larger problem of vacancy and blight. Today there is very little green space within the City of Cleveland. This unfortunate foreclosure crisis must be viewed as an opportunity to reclaim land for this purpose. Responsible reclamation of vacant properties for greening, phyto-remediation, and storm water management should be a top priority for land use decisions going into the short-term as well as, the future.

The Lakefront Revitalization Plan recognizes this land reclamation strategy for greening communities as a Phase I priority. Realizing the City has already adopted the Re-Imagining a More Sustainable Cleveland plan and has allocated \$500,000 in the first year, it is the hope of the Lakefront Revitalization Plan to actually identify the eligible properties to meet the objectives already outlined in the plan and to make precise recommendations on what should be done and how it will be funded. More details can be found on this in the appropriate sections of this plan. For the purposes of the land use group we merely seek to identify parcels and information about the land with an emphasis on land banked City owned properties as first priority for green space expansion and creation when feasible.

The land use group has two main objectives in Phase I in terms of "greening". The first is to expand current green space whenever possible using land banked parcels. To do this we employed the help of the GIS mapping group who worked diligently to update the current green space maps which were not up-to-date. GIS shape files in the five lakefront wards were updated by using Ortho files. This information was then mapped out by the five lakefront wards and 2,186 parcels were identified within 50ft. of existing green space. Of the 2,186 parcels identified 30 are land banked parcels and 131 parcels are listed as vacant. A list of parcels was generated and all auditors information was then passed on to the parks, recreation and ecology group to determine best use for each individual parcel and the appropriate greening strategy as recommended by Re-Imagining a More Sustainable Cleveland if and when feasible.

The second aspect of the land use greening objective is to identify parcels that are land banked and which would fill gaps in areas that do not fall with ½ mile of current green space. GIS maps using ½ mile buffers were created around existing green space. Once these buffers were designated, areas were shown to be clearly underserved and do not have adequate access to green space. A list of eligible parcels were identified and generated by the land use group and specified to the parks, recreation, and ecology group to once again, decide appropriate uses and reutilization design and plans for each individual property.

JUSTIFICATION FOR GREENING THE CITY

Vacant lots and land are everywhere in the City of Cleveland, land that can be used for food production, waste recycling, garden areas, recreation and beautification of our cities.

Cities around the country and around the world are looking to urban greenspaces as ways of infilling. Vacant properties can be turned into a garden oasis with a little time, energy and participation from the neighborhood. Infilling these vacant properties with managed/manageable land can increase home values and make these sites more appealing to the city's urban dwellers. Vacant land can provide a valuable land resource. Because vacant land has no permanent structures, it can be used in different ways to beautify a neighborhood and add value to the surrounding homes. It can be used in a variety of ways such as using the space as a natural open park space, creating a community garden space, and/or combining neighboring lots into one to make a larger lot.

FORMS OF NEIGHBORHOOD GREENING

By diversifying the use of open space and creating the opportunity for passive and active recreation, greenspaces can help to improve the urban environment. Vacant lands provide great spaces to create new places of interest in the city. Neighborhoods can use their vacant land to create several forms of greenspace.

Vacant lots can be turned into areas for recreation, whether passive or active. These spaces provide people with areas to move about, enjoy the city and the surrounding nature, and exercise. These spaces can be used for dog parks, ball fields, trails, connector ways or places to sit and simply relax.

Greenspace can be used for community gardening which brings community members together to join hands for one cohesive goal. This bonding can then aid in bringing a sense of neighborhood security. Community gardens provide a focus for the community and help to foster pride among the citizens who manage and maintain them. The

gardens present opportunities for educational purposes and they give a chance for youth to become involved in their community.

Urban forests are another infilling project that can be done in the urban core. The urban forest can be defined as the land in and around areas of intensive human influence, ranging from small communities to dense urban centers, which is occupied or potentially occupied by trees and associated natural resources.

Urban forest land may be planned or unplanned, used or unused, and includes public and private property and street, transportation and utility corridors (Strom). Simple landscaping, such as planting low maintenance turf grasses and trees can be used to establish a sense of stewardship and control for vacant sites.

In some areas, vacant properties can and are being taken over by the neighboring property owners. The new owner would then have a lot that is twice the size of the original lot. This gives people in the urban environment a chance to have a suburban size lot. By doing this and cleaning up the lot, the adjacent property value can go up by as much as 30%. Oftentimes neighbors of vacant lots may take over several lots turning them into what is known as a blot. The result is then an expansive suburban scaled property. They may then add things such as fences, gazebos, trees, farms/gardens and other great things that you may not normally see in an urban environment.

These blots may take on several forms. It may just be two lots put together, a few, or several. In some cases property owners have created courtyard blots. They have done this by acquiring a number of properties, adding on to their original home and re-orienting the home. The property owner then created a type of courtyard in their backyard space.

BENEFITS OF GREENSPACE

Greenspaces whether used for recreation, flower, or food, beautify neighborhoods and help bring neighbors closer together. They have been proven as tools to reduce

neighborhood crime, particularly when vacant, blighted lots are targeted for garden development. Community gardens provide safe, recreational green space in urban areas with little or no park land, and can contribute greatly to keeping urban air clean.

Greenspaces improve people's quality of life by providing a catalyst for neighborhood and community development, stimulating social interaction, encouraging self-reliance, beautifying neighborhoods, producing nutritious food, reducing family food budgets, and conserving resources (American Community Gardening Association).

It has been shown that trees in a neighborhood increase property values by at least ten to twenty percent and have also been shown to attract more homebuyers.

Urban forests also have many benefits, some of which are visible and some that are hidden. Besides the fact that urban forests provide an urban oasis, they also contribute to control storm water runoff, prevent erosion, improve air quality, reduce summer cooling demands, and preserve natural animal habitats.

Strategically planted urban trees reduce energy by shading building and homes in the summer and also help to block cold winter winds. As trees grow, they remove carbon dioxide, greenhouse gases and other pollutants from the atmosphere leaving the urban air much cleaner than it would have been without the tree there. Shading from these trees also reduces the demand for air conditioning in the summertime with then helps to reduce the formation of ozone.

Trees in the urban environment also act as sponges which keep water onsite and then recharge the groundwater. A typical urban forest of about 10,000 trees will retain nearly 10 million gallons of rainwater per year. This also helps to reduce the amount of runoff and pollutants into creeks, streams and lakes which help to preserve our freshwater system. Whereas manmade drainage systems, sewers and storm drains, accelerate the flow of polluted water through a community, trees slow the water down and clean the water as well. The trees then act as canopies and protect the soil from erosion which can cause damage to a neighborhood. Because trees can do these

things in the form of water control, more trees actually mean lower costs for storm water management.

These urban forests and greenspaces also help to promote smart growth in an area. By planning for urban forests and trees, the urban core can be strengthened by improving public social spaces and the walking experience in the community.

Tree-lined streets encourage people to walk more in their community. This in turn makes the community more walkable which drives down crime by putting more citizens on the street. It also has been shown to calm the automobile traffic in neighborhood, and also encourages transit oriented developments which then helps to decrease the need for automobiles in the area.

The urban forests and greenspaces also help to separate incompatible uses from each other by providing an enjoyable buffer space. This buffer space adds more breathing room to a more compact environment and also helps to reduce pollution, both noise and gaseous.

Urban forests and trees can also bring the community together in simple ways, such as planting trees, which engages community residents to get involved in their community. The trees that are planted then create safer, supportive neighborhoods. Trees and forests have also been proven to relieve mental stress and fatigue, restore concentration and ease impulse controls.

Healthy urban forests have multiple benefits, including reducing energy use, improving air quality, and reducing storm water runoff and flooding. The program provides support for a variety of purposes, including preserving urban forest cover, planting and maintaining trees, providing education programs, facilitating better use of wood from urban trees, and reducing urban tree waste in landfills (ATTRIA).

Urban forests, parks and greenspaces provide settings for neighborhood and community festivals and other events. It offers a sense of place and improves the quality of life for the people in the community. The urban forest and greenspaces also

give children a place to run and play and discover what nature is all about. These urban greenspaces give people not only a place to retreat and recreate, but it allows them to connect with nature and experience a sense of well-being. With this in mind, it can educate people, both young and old on the importance of nature, the environment and the ecosystems they affect.

Urban greenspaces are also important to neighborhoods and communities for a number of reasons. First off, urban greenspaces provide a place to relax whether it is purely greenspace or it a kid-friendly park in the neighborhood. Urban greenspaces give a community a visual asset that also raises property values in the community.

These greenspaces also provide habitat for a variety of animals, birds and fish, which can then be used as an environmental teaching space for the community and local schools. It becomes a learning center that teaches children about the environment and why we need to protect it before we loose it.

Urban greenspaces have been proven to lower the urban heat island effect. The heat is absorbed by the flora, fauna grass and trees in the greenspace not by the surrounding buildings and homes. Plants have shown to reduce the heat island effect by shading heat absorbing surfaces as well.

Urban greenspaces also gives people a place to display their art. These spaces can then become a great backdrop for public art that the community can make, and it can also display children's art that was made in the nearby schools. This then makes the greenspace an urban meeting place that is both beautiful and functional. People from all walks of life enjoy greenspace and it ultimately draws people outdoors. These areas give opportunities for positive social interaction in the neighborhood and provide a supportive friendly environment for all.

Especially when these vacant land holding strategies are implemented in conjunction with ongoing maintenance programs, the appearance of stability will occur and market values on surrounding homes will also increase.

Phase I, Summary of Land Use Action Steps for "Greening":

- Expanding current green space by identifying land banked, vacant and foreclosed properties that are adjacent to current green space
- Identifying land banked, vacant and foreclosed parcels for green space, so that all residents within the defined wards are within a 10 minute walk or 1/2 mile of green space

Criteria for selecting parcels for greening (in order of priority)

- Land Bank Parcels
- Vacant Parcels
- Foreclosed Properties

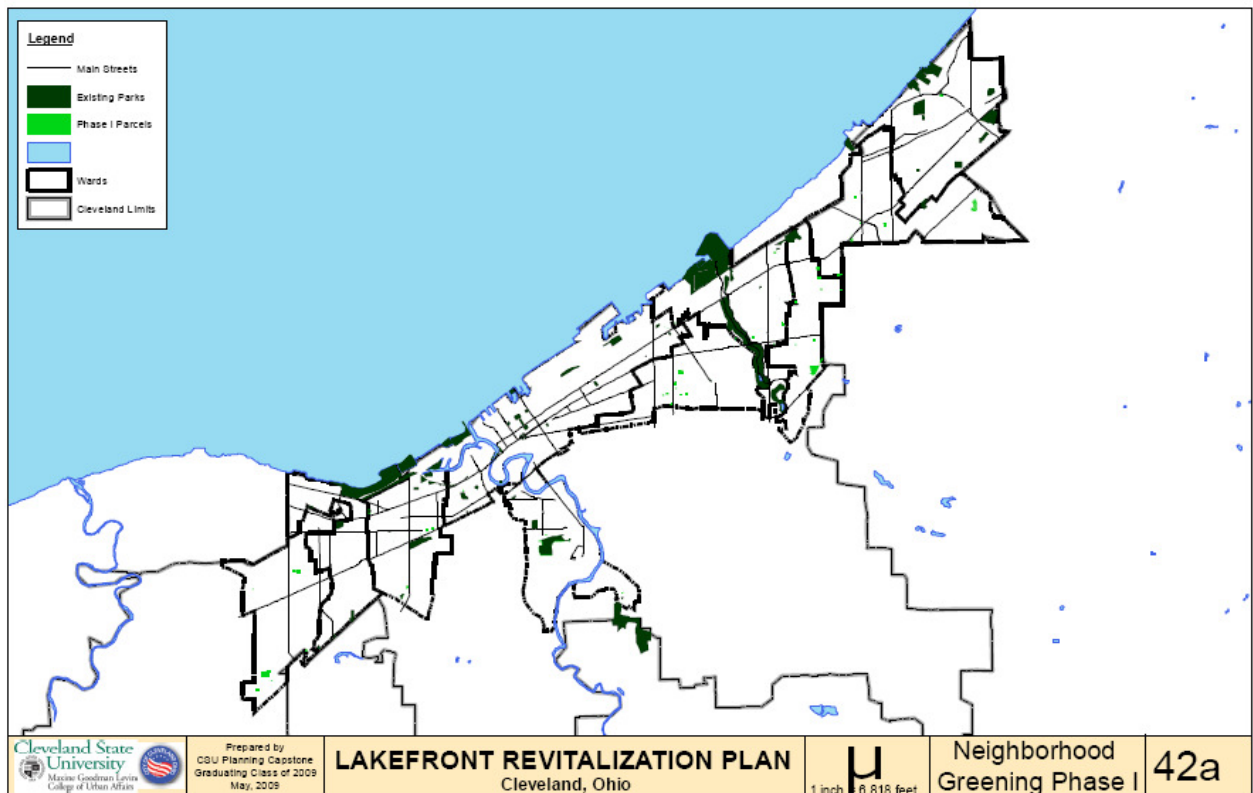


Figure 3-26: Parcels Identified for Phase I Greening

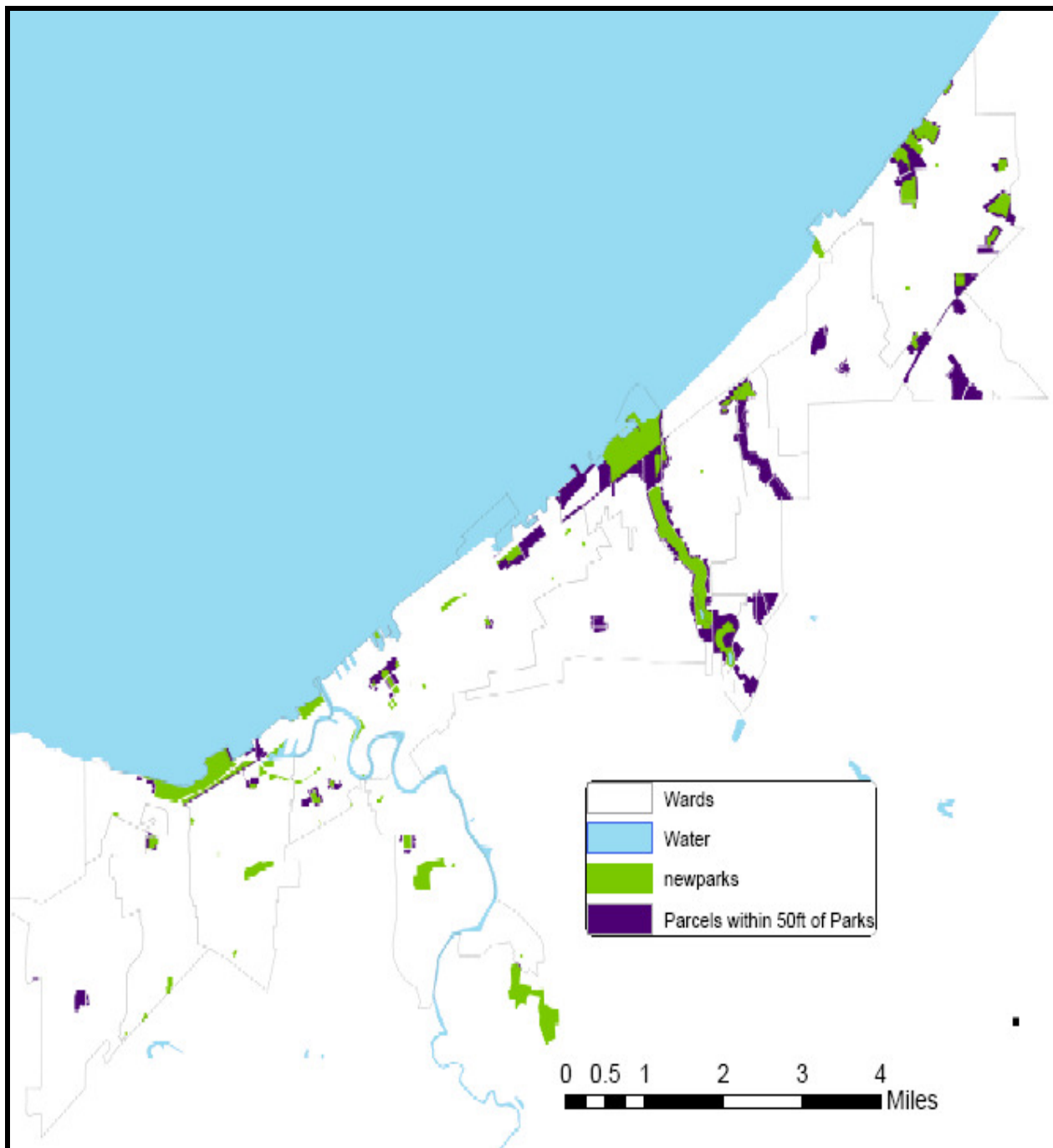


Figure 3-27: Map showing parcels within 50 feet of green space for potential expansion

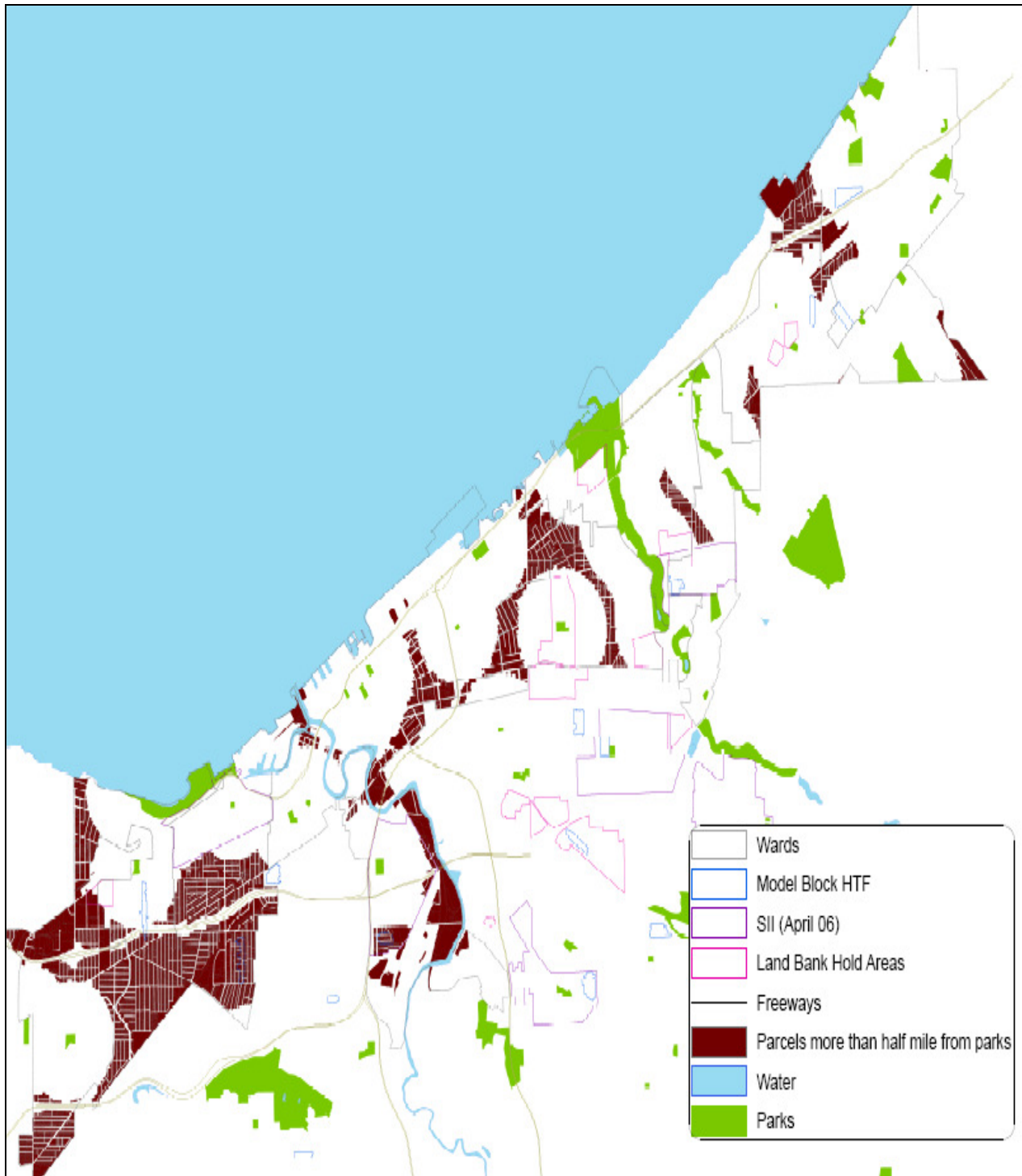


Figure 3-28: Map showing 1/2 mile buffer of existing green space

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.”²⁴ 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 to the City and private investors. 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.

Benefits of Brownfield cleanup are vast and as part of the lakefront plan Brownfield sites will be targeted for remediation and redevelopment for both economic and environmental motives. Positive impact externalities of each are as follows:

- 1.) Positive Environmental/Social Impacts of Brownfield Remediation and Reuse
 - a.) Pollution/health threats being removed or mitigated
 - b.) Restore ecological processes
 - c.) Reduce green field development
 - d.) Create green spaces to improve quality of life
 - e.) Provide linkages to parks/lakefront
 - f.) Bringing new product/service to area
 - g.) Increased home values

- 2.) Positive Economic Development Impacts of Brownfield Remediation and Reuse
 - a.) Create taxable property
 - b.) Increase land values
 - c.) Generate urban jobs/Business Development
 - d.) Induce private investment
 - e.) Produce spin-off development
 - f.) Increase use of port
 - g.) Bringing new product/service to area

²⁴ <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. Initiating 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.²⁵ 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.

After initial public funding, the free market and private interests can take over and put blighted land back to productive economic use. Creating and cultivating working private and public sector relationships is critical to make these partnerships work. This important step can be done by a Brownfield specialist within the City Community Development Department. This individual can target and market sites, while making relationships with the development community. Making the acquisition and approval important responsibility held by this individual. The public sector should make it as easy as possible for private investors to redevelop Brownfield locations. Brownfield remediation funding opportunities exist at different government levels and include:

Brownfield Funding Sources

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

²⁵ <http://www.goto2040.org/ideazone/forum.aspx?id=698#7898>

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

Prospective remediation sites will be targeted for redevelopment by studying their specific contextual relationship to proposed and existing land uses, prospective positive impacts and goals of the plan. Particular parcels can be identified in areas designated by the land use group as park and green space or along designated lakefront connectors, or areas directly within the boundaries of the international trade district. In general this Brownfield strategy will focus on remediation for environmental and social benefits, park growth and connecting uses during Phase II of the lakefront plan implementation (years 5-10). This remediation approach will be focused around existing parks and green space, residential land uses and lake connection corridors as designated by the land use plan. The focal point of remediation during the second half of the plan will shift to business and job development (years 10 and beyond). Remediation for business and job development will be to capitalize on the new location of the port and the accompanying free trade district. Having clean land ripe for development in close relation to global, national and regional markets will be a good marketing tool for the lakefront and Cleveland.

Brownfield Remediation Priority

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

- Strategic Location
- Ease of Acquisition
- Level of Contamination
- Positive Externality Impact (Economic/Social/Environmental)
- Private Interest in Development
- Perceived Costs of Remediation
- Jobs Potential
- Connector Potential
- Quality of Life Potential Environmental/Economic

Brownfield Remediation Objectives

Objective: Use existing Brownfield land to create parks, develop green space, improve the environmental quality of life, increase recreation opportunities and provide better connection to the waterfront.

Action Step: Identify and clean up land in close relation to existing or proposed parks, green space or residential areas.

Objective: Clean up and assemble land that can be marketed and sold to private firms in connection with the new port location and the accompanying free trade zone.

Action Step: Target land for remediation that displays desirable attributes coveted by private firms in the site selection process.

Objective: Induce private investment in the lakefront planning area.

Action Step: Initialize cleanup on strategically targeted sites that will garner private interest for investment.

Objective: Create positive public/private working relationships for current and future remediation efforts.

Action Step: Make the remediation process seamless, transparent and efficient. Make efforts to reflect the private firm's concern for profit.

URBAN GARDENING AND AGRICULTURE

There are many benefits to dedicating more land within the city of Cleveland to urban gardening and agriculture. By increasing the amount of high quality locally grown food produced, the citizens of Cleveland will live healthier lives as well as reduce their overall cost of living. By dedicating more land within the city to gardening, vast amounts of polluted storm water will never reach Lake Erie. This will improve the health of Lake Erie, as well as the overall water system within Northeast Ohio

It is imperative that Cleveland develops a comprehensive plan to increase student and resident participation in urban gardening and agriculture. Currently there are dozens of urban gardens within the city, and as each growing season passes more and more parts of the city are being utilized to produce high quality food. Urban Gardens can be found in Cleveland neighborhoods such as the Detroit Shoreway Neighborhood, Ohio City, Tremont, Clark Fulton, Slavic Village, University Circle, as well as others.

In Phase I, existing gardens and agricultural projects need to be supported, with additional gardens being created from existing models. Connecting people with their food supply could also have a positive effect on Clevelanders connection to the park system and outdoor activities, in general. By creating and expanding gardening programs targeting young students, we can improve the health of our children. Recently the George Gund Foundation made grants to several organizations that support the local foods movement in Northeast Ohio, donating over \$84,000 in 2009 to support local urban gardening programs.²⁶

Phase I also aims to develop a network of compost supply systems within the Lakefront Parks and the Cleveland Metroparks. By teaching students and residents how to create high quality compost, less fertilizers and pesticides will reach the ground, as well as local water systems. By having large compost systems available to local residents, we can reduce the amount of waste that reaches landfills and incinerators, further improving and sustaining the health of our area.

²⁶ www.gundfdn.org

Urban Gardens Objectives

Objective: Increase the amount of school children involved in Gardening

Several schools, including the Urban Community School on the Near Westside, have already exposed students to gardening. Additional schools could follow the existing gardening program at the Urban Community School.

Action Step: Develop plan to have an urban garden in at least twenty-five schools located within Cleveland Municipal School District. Gardens will be located on school grounds

Objective: Identify existing vacant parcels of land that could be utilized to create both for-profit and recreational gardens, preferably within proximity to existing areas of green space.

Action Step: Create at least 50 additional acres of urban gardens in Cleveland

Objective: Determine how an increase in urban gardens within Cleveland can reduce the amount of storm water entering Lake Erie

Objective: Work with local urban agriculture proponents to create comprehensive training that will dramatically increase the amount of Clevelanders involved in growing food

Action Step: Create a program where Lakefront Parks, as well as Cleveland Metro Parks have areas dedicated to creating and distributing high quality organic compost for citizens to use in gardens throughout the city.

Partners and Resources

- Eco City Cleveland
- Green City Blue Lake
- The Urban Community School
- New Agrarian Center (NAG)

- Ohio State University Extension
- CityFresh
- NOACA
- Northeast Ohio Regional Sewer District
- The Adopt a School Garden Program, created by the National Gardening Association
- Innovative Farmers of Ohio
- Cuyahoga County Planning Commission

THE DOWNTOWN LAKEFRONT

NORTH COAST HARBOR AND VOINOVICH PARK

Historical Significance & Background

The site of the North Coast Harbor was the location of the Great Lakes Exposition, a historic event starting in 1936 that commemorated the centennial of Cleveland's incorporation as a city.

The North Coast Harbor is the parcels of land that are perched on the shore of Lake Erie and is a part of the Lake Erie inlet. North Coast Harbor is a district on the shore of Lake Erie.

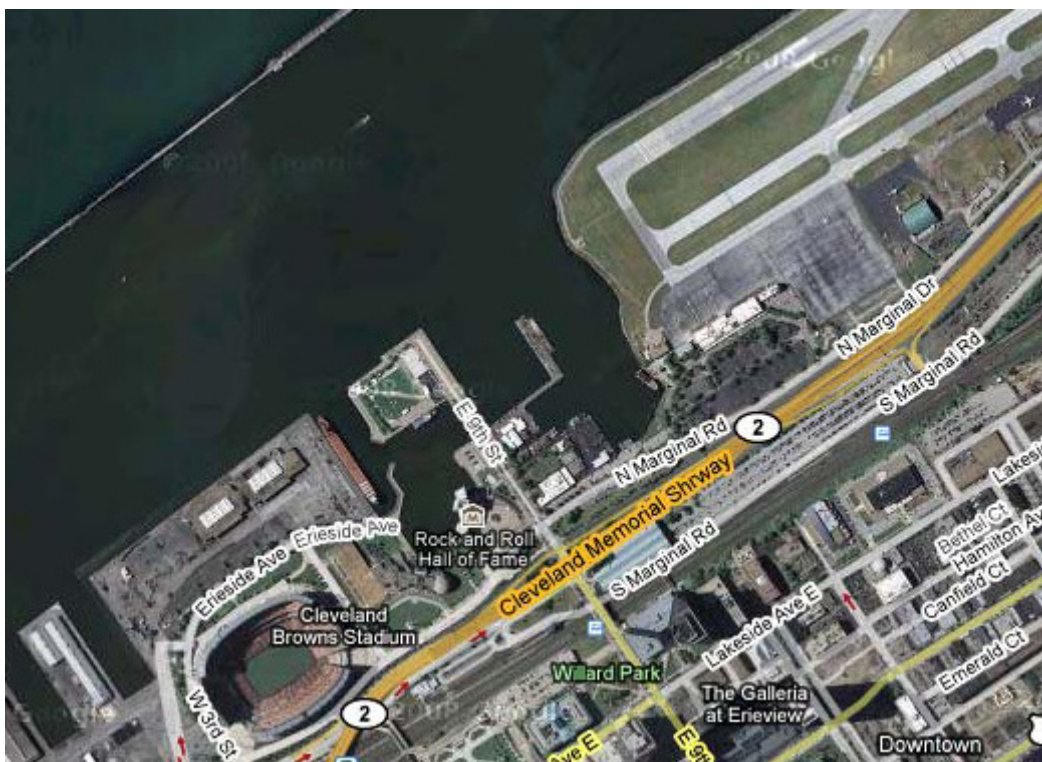


Figure 3-29: Location of Voinovich Park

The Voinovich Bicentennial Park was created in the 1980's as a public waterfront park. It is located at East 9th St. Pier and Dock 32. Since the 1980s, it has served as a focal point for museum developments throughout the 1990's.

Voinovich Bicentennial Park provides some of the most spectacular views of the city's skyline and unadulterated looks at the lake. The park was named for former Cleveland mayor and U.S. Senator George Voinovich, the man under which so many of the city and lakefront revitalization efforts were commissioned in the late '80s and early '90s.

Current Condition and Activities

The area is anchored by several attractions, but has limited access because of the Shoreway and Marginal Road. Currently, the area is home to:

- the Rock & Roll Hall of Fame
- Great Lakes Science Center
- Steamship William G. Mather and the Goodtime III excursion ship.
- The Cleveland Skate Park
- Bike trail
- Voinovich Park, which is open greenspace

Educational Programming

It is a great place to sit down, unpack a picnic, and unwind after visiting downtown museums and other nearby attractions. In the past, events and festivals were held at the Harbor and Park. Some of these include:

- Cleveland Pride Festival: Sponsored by the LGBTQ community with a weekend full of activities and events.
- Cleveland Wine Festival: The festival provides an opportunity to sample from more than 220 wines from around the world. Learn about new and exciting varieties from the experts in a relaxed festival setting. Wine seminars and cooking demonstrations are conducted by event sponsors, exhibiting wineries, area chefs and restaurateurs. Enjoy food from some of Cleveland's finest restaurants and caterers. Local musical talent will perform live each day.

- Gravity Games: The multi-sport competition that includes skateboarding, motocross and BMX. These games have been held in Cleveland in 2002, 2003, and 2004.
- Rock & Boom: July 4th celebration which includes the fireworks display on the Lake.
- Soul Food Festival: Features some beloved black-heritage foods such as sweet potatoes, greens, and fried chicken accompanied by soul music. For the first time it was held in Cleveland in 2008.
- Tall Ships Festival/HarborFest: A family oriented maritime festival featuring the world-toured tall ships.

Facilities Enhancements

The North Coast Harbor and Voinovich Park have many assets to share with the people of Cleveland. Access to the Harbor and Park is difficult. This plan offers several improvements to this area.

- The renovation of East Ninth Street from Lakeside Avenue to the Pier. This project will include a widening of the sidewalk areas to accommodate for more pedestrian traffic and less vehicular traffic. This will enable more pedestrians to get the Harbor and Park safely. This project will include the addition of brick-paved sidewalks, decorative lighting for both streetways and pedestrian ways, and the addition of street trees and landscaping.
- Appropriate signage will be put in place. The area offers a range of attractions. Signage will assist visitors in finding their way to the desired destination more easily. These signs shall be well-light, easy to read a
- The creation of a small miniature golf attraction. The suggested theme is in celebration of Cleveland's industrial past. A small concession stand will offer Cleveland-based snack companies (i.e. Pierre's Ice Cream, Shearer's Snack Foods, and Dairymen's Products) thus instituting a sense of pride in Clevelanders.

- Enhance the current recreation space and greenspace. These areas should have access to benches, and places to sit and watch the lake. These shall be a brick-paved promenade along the lake so that people can walk along the water. Also, this area should be well-light with park benches along the water's edge.

Maintenance

With all of these additions comes consistent maintenance with the East Ninth Street Pier, North Coast Harbor and Voinovich Park. These areas must be clean, consistently well-light, and must also be secured with park patrol.

Funding needs to be available for the East Ninth Street streetscape improvements and signage. The lakeside promenade with an addition of approximately 12 3-seater benches requires a substantial amount of revenue. Possible sponsors should be approached to assist in the costs of constructing and maintaining the miniature golf feature and concession

Educational Programming

Provide educational events about Lake Erie and the Great Lakes.

Environmental Stewardship

Signage should be erected to explain the necessity of the freshwater lakes, the importance of them, and why we need to protect these areas and their ecosystems, along with the hosting of a Great Lakes Event honoring this standard.

Educational Programming

To get more visitors to come to this area, more festivals and programs need to take place. The festivals and events that were held in the past should become annual events for this location. The IRB approved surveys conducted in March of 2009 suggests that people enjoy consistency and look forward to and plan for these events throughout the year.

Also, more festivals and events should be booked for this location that complement the existing attractions.

- With the Rock and Roll Hall of Fame so close, the area should host a RockFest which would host local bands and artists and celebrate their creativity in Cleveland.
- A city Science Fair shall occur in conjunction with the Great Lakes Science Center.
- The Harbor should provide educational events about Lake Erie and the Great Lakes. Signage should be erected to explain the necessity of the freshwater lakes, the importance of them, and why we need to protect these areas and their ecosystems, along with the hosting of a Great Lakes Event.

LAKEFRONT BOARDWALK

A long term project which will provide positive benefits to the city of Cleveland and its residence is a lakefront boardwalk. This plan looks to make the lakefront a cohesive, accessible, attractive, fun and potentially profitable district for Cleveland. All of these goals can be reached through the creation of a boardwalk. A boardwalk is a pedestrian-friendly surface which overlooks the lake and becomes a center for business, activities, and events which cater to pedestrians attracted to the lakefront and the boardwalk. A boardwalk could be an effective way to connect public green space in areas where further green space development may not be feasible. Many cities currently have boardwalks, with varying degrees of success. Cleveland's boardwalk could become a regional attraction, and a potential economic development driver, which connects residents to the lake in a new, exciting, and fun way.

Partners in this project should include the City, the Cleveland Waterfront Partnership, the Port Authority, local private developers. Input from the people of Cleveland should be sought during the planning process for the boardwalk project. According to survey results, people go to the lakefront mostly to walk, and would like to have more concessions, events, and programming. A boardwalk meets all of these desires expressed by the community through the survey (see Appendix A.)

For the five year phase one period, this project would be in the research, modeling, and planning stages. Research should be done during the first year of phase one. Planning should be done in years two and three. Modeling should be during years three and four. Public hearings on the proposal should begin in year five. During the research period, locations would have to be studied to determine where a boardwalk would fit best and be the most successful. Boardwalks tend to be the most successful when they are connected to commercial, tourism, or recreational magnets. A boardwalk planned in Toronto follows this planning philosophy. It is designed to be connected to Ireland Park,

the Music Garden, Spadina, HtO Park, the Harbourfront and the ferry terminal.²⁷ This boardwalk will be connected to Toronto's downtown and its "cultural and heritage corridors"²⁸.

In the city of Cleveland, there are four such magnets: Rockefeller Park, Voinovich Park/Port land, Edgewater Park, and the West Side Market. Out of these four options, Voinovich Park/Port land and the West Side Market have strong commercial sectors nearby. Both sites have issues with connections. The West Side Market is too far away from the lakefront to be a viable option.

This leaves the current site of the Port as the most promising site. When the Port moves to E 55th, the newly opened Port land would be the ideal spot for the boardwalk, as it can build off Browns Stadium, the Science Center, the Rock and Roll Hall of Fame, and its proximity to downtown, public transit lines, the Warehouse District, and the proposed Flats East Bank project. It can also eventually be used to connect to and increase use of Voinovich Park.

Planning and modeling of the proposed boardwalk would consist of hiring an outside architecture firm, an engineering firm, and involving the city of Cleveland's planning department. It might also be useful and necessary to partner with the developer of the Flats East Bank project, The Wolstein Group. According to their website, the Wolstein Group is already proposing a 1,200 foot boardwalk on the Cuyahoga River as part of the Flats East Bank project.²⁹ This proposed boardwalk would look to supplement and possibly connect to this boardwalk project, extending it to the lakefront. Indeed, a partnership could reduce costs for both parties, and increase the size and quality of the boardwalk. This proposed site, seen below, would be 0.42 miles, or 2200 feet long.³⁰ Since this land is located on the Port Authority's current property, their partnership is

²⁷ Beyers, Jim. June 27, 2007. *Lakefront plan has 'gaps'*. The Toronto Star. Retrieved March 15, 2009 from Lexis-Nexis.

²⁸ Retrieved March 15, 2009 from: www.toronto.ca/waterfront/pdf/waterfront_cwp_revised_nov07.pdf

²⁹ Retrieved March 15, 2009 from: <http://www.flatseast.com/flats-cleveland/public-space.htm>

³⁰ According to Google Earth

necessary to further any boardwalk project, possibly by gaining easement rights/ownership of the lakefront property needed for the boardwalk.



Figure 3-30: Proposed Lakefront Boardwalk
Source: Google Earth

Financial information on boardwalk construction costs is varied. Austin, Texas spent \$1.4 million to hire a firm for boardwalk design, and cited costs at \$2500 per lineal foot.³¹ Bellingham, Washington proposed an over-the-water boardwalk which costs \$4-6 million.³² In St Heliers, New Zealand, a boardwalk project was estimated to cost just over \$1 million US.³³ In Brisbane, Australia, a boardwalk renovation project was estimated to cost about \$34.5 million US.³⁴ According to research conducted by New York State, boardwalks cost \$1.5-2 million per lineal mile to construct.³⁵ In Hobart, Australia, a planned 211 foot elevated boardwalk, in US dollars, would last 20 years and

³¹ Coppola, Sarah. March 5, 2009. *Council OK's boardwalk route*. Retrieved March 25, 2009 at:

http://www.statesman.com/blogs/content/shared-gen/blogs/austin/cityhall/entries/2009/03/05/council_oks_boardwalk_route.html

³² Ayers, Scott. June, 20 2008. *A new boardwalk? At what price?* Retrieved March 25, 2009 at:

http://blogs.bellinghamherald.com/index.php?blog=8&title=a_new_boardwalk_at_what_price&more=1&c=1&tb=1&pb=1

³³ *Boardwalk to complete beach makeover*. The New Zealand Herald. Retrieved March 15, 2009 from Lexis-Nexis.

³⁴ Johnstone, Craig. *\$50m to fix stroll on river*. The Courier Mail. Retrieved March 15, 2009 from Lexis-Nexis.

³⁵ Retrieved March 25, 2009 from:

www.nysphysicalactivity.org/site_beactiveenv/nybc/source_files/6_resources/costdata/states_costest.xls

cost \$830,000 if it was built with wood, last 50 years at \$1.3 million if built with concrete, or last 50 years and cost \$1.5 million if built with aluminum.³⁶ The extensive boardwalk planned by Toronto, mentioned earlier, is part of a lakefront pathway plan estimated to cost \$22.6 million US.³⁷ While these are good baselines, cost of a Cleveland boardwalk will be determined by specific location conditions, labor and construction costs. The best estimate could come from the Flats East boardwalk, estimated to cost \$877,500 for 1200 feet, or \$731.25 per linear foot, putting cost of the proposed boardwalk on the Port land at about \$1.61 million.³⁸

There are a number of details which needs to be worked out. First, it needs to be determined if the boardwalk will be built on-shore or built over the water. Current projects tend to build them over the water, probably as a way to increase aesthetics. However, this may be cost-prohibitive for this project, so the design firm should create concepts for each possible outcome, with projected costs. Land acquisition should be a joint venture between the City, the Cleveland Waterfront Partnership, the Port, and potential private developers. With the proposed location on Port land, the property could be given to the Cleveland Waterfront Partnership by the Port Authority as an easement. Other important factors are zoning, land use, and private retail building development. It might be advantageous from an economic development standpoint to build storefronts which front the boardwalk, and to allow small vendors to set up shop on the boardwalk itself through vendor permits. Such decisions have an impact on the design and the success of a boardwalk. By the end of phase one, once public approval has been gained, land acquisition and preparation should begin.

Lakefront Boardwalk Objectives

Objective: To develop a lakeshore boardwalk that becomes a regional recreational destination and an economic development driver.

³⁶ Waterhouse, Charles. March 14, 2008. *Council designs on foreshore walkway*. Hobart Mercury. Retrieved March 15, 2009 from Lexis-Nexis.

³⁷ Bielski, Zosia. November 30, 2007. *Water's edge begins its rejuvenation*. National Post. Retrieved March 15, 2009 from Lexis-Nexis.

³⁸ NOACA. Retrieved April 6, 2009 at: <http://www.noaca.org/flatsebank.html>

Action Step: Gain input from the citizens of Cleveland through information packets and town hall-style meetings.

Action Step: Develop partnerships with local public, private, and non-profit entities to create the best possible plan.

Action Step: Hire a firm to develop models and cost estimates for potential boardwalk sites.

Action Step: Put together detailed plan based on community input, project partners, and the models and cost estimates.

Action Step: Begin boardwalk site acquisition and preparation.

ECONOMIC DEVELOPMENT

INTRODUCTION

The Phase I economic development strategy creates a framework for positive investments within the lakefront plan area. As part of the lakefront plan, economic development is defined as implementations that enhance the quality of life by improving competitiveness, increasing sustainable economic growth and ensuring that this growth is inclusive of all planning area residents. A common goal of the proposed economic development interventions is to generate investments that encourage positive economic activity creating spinoff developments. Collectively, these specific strategies are designed to leverage areas of comparative and competitive advantage unique to the lakefront planning area.

Over the years the lakefront of Cleveland has literally taken the shape of the city's demands, from the dredge disposal sites that have created Burke Lakefront Airport and Dike 14 to the most recent proposal for a new port along the lakefront. The true value of Cleveland's waterfront is not merely as a space for heavy industrial uses; rather, the Lake is the region's unique asset that, once realized, will transform the city of Cleveland. The Cleveland Lakefront must be repositioned as both a desirable destination but as a cataclysmic force of economic development. The following provides strategies, goals and recommendations to be implemented in Phase 1 for the economic development of Cleveland's lakefront. The plan will set forth goals and action steps for a world-class lakefront that allows for both public and private use to be situated along the lakefront.

These projects will lay the groundwork to help to create and retain jobs in Northeast Ohio and stimulate further economic growth. The following projects/initiatives will be explored in this chapter:

- Port of Cleveland and the International Trade District
- Wind Energy
- Burke Lakefront Airport
- Cleveland as an International City

PORT OF CLEVELAND/INTERNATIONAL TRADE DISTRICT

The planned relocation of the Port of Cleveland to the East 55th Marina will allow for many new opportunities to be created and the potential to strengthen the regional economy. Job creation is one of the many anticipated economic outcomes that encourage the relocation of the port to a space double the size of its current location on the west side of Cleveland Browns Stadium. The Port Authority's plans to practice short sea shipping, where shipments are transferred to a medium sized ship called a Lake would have the capacity to hold cargo for six double stacked trains or cargo for 1,000 trucks.³⁹ This new practice, currently under independent study and review, would allow for Cleveland to compete with the heavy traffic found along the East Coast harbors. For Phase I there are only certain steps that can be taken to help assist in a smooth transition and support an economic goal of increasing the import and export businesses of northeast Ohio. A map below shows the proposed location of the port, the current location and the redevelopment ideas for that location.



Figure 3-31: Port Relocation & Redevelopment

³⁹ Cleveland Port Authority's Presentation to the Coastal Resources Advisory Council, February 2009.

Currently the conceptual plan for relocating the port has many assumptions which will become more concrete as the project progresses. A projected completion for the first phase, which will fill a 65 acre stretch of land created with dredge material, being open for operation is 2024.⁴⁰ You will find the conceptual plan for the site, the milestone dates and a configuration map in Figure 3-29.

- Letter of Intent Issuance to Corps' (May 2009)
- Finance plan development (4th Quarter 2009 through 2nd Quarter 2010)
- Project Participation Agreement (PPA) – October 2010 includes:
- Port's 1st cost share due in 2012 and in the following years of 2013 and 2014 with construction of 1st cell to be bid on 2011.
- Construction anticipated to start in 2012 and take place over three construction seasons (2012-14)
- Planning for marina and public asset replacement underway.
- CDF 1st phase filling 2015, 2022-2024 for settlement & 2024 open for use.
- 2nd phase construction 2019-20-21.
- 2nd phase open for fill 2022, 2028-2030 for settlement & 2030 for use.
- 3rd phase construction 2024-2026

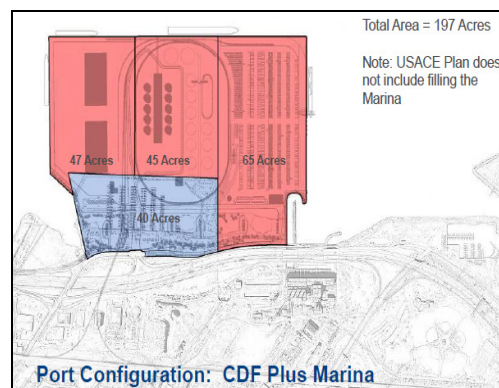


Figure 32: Port Relocation Conceptual Site Map

With the many ideas for the relocation for the port come the predictions on what the port will provide. The Port Authority is working to establish 1,000 acres of land south of the relocation site as an International Trade District. The first phase of economic development proposes that the port prepares a land bank for the surrounding area to

⁴⁰ Port Authority's Presentation to the City of Cleveland Planning Commission, March 2009.

be held by the City of Cleveland or the Port Authority. The trade district would be a benefit for businesses that would like to locate near alongside the port for logistical and economic incentives. Figure 3-30 shows the location of the proposed trade district that has the boundaries of St. Clair Avenue to the north, Martin Luther King Drive to the east, traveling west along Superior Ave south to East 55th and west along Payne Avenue to East 18th Street being the western border.



Figure 3-33: Proposed International Trade District

Creating an International Trade District would allow for manufacturing and shipping companies to take advantage of one of Cleveland's greatest assets, its multimodal ability. Whether traveling by truck, train or water, shipping in and out of Cleveland would make the area a logistical hub for many companies. Accompanying these companies would come many jobs. At this point the jobs created from the Port remain rough estimates based off of jobs created per square foot on manufacturing projections, but there are certainly great opportunities available for high-tech and logistics facilities to be established near the Cleveland lakefront. US Department of Commerce International Trade Administration has recently reported a 7% increase in exports for the State of Ohio making the 2008 export industry alone total \$45 billion. Ohio is the seventh largest exporting state in the nation and over the past decade has shown an increase in exports on an annual basis.⁴¹

⁴¹ Nicette, Mark *Ohio Exports Continue Streak*, The Columbus Dispatch, February 2009.

With a port relocation not expected to take place for at least 6 years, based off of the current figures, it is proposed that Phase I will look at current improvements that need to take place that would benefit industries that would move near the port. Road and rail access for the port would need to be reviewed and planned out to better suit the proposed site of the Port Authority and International Trade District. The ability for rail access to manufacturing facilities for shipments coming off the ships or being distributed to other facilities is a great attraction for industrial users. Having ready to go land for companies looking to relocate or expand in the region would also be a huge incentive.

The support of the City of Cleveland, Cuyahoga County and State of Ohio collaborating to support in the improvements along relocation site and International Trade District will need to take place. Having a position created by the government to help be the liaison for the Port, City, County and State to facilitate progress along the land will be needed for Phase I. Logistical planning will need to be taken into consideration with the highways and rail access along the lakefront. Phase I will also entail speaking with international customers of Cleveland companies and speaking with businesses that are compatible to industries based out of Cleveland. An advantage on this end would be to partner with the 31 satellite offices located globally that promote the State of Ohio and soliciting companies to see if traction exists in creating a larger presence in Cleveland.⁴²

Port of Cleveland/International Trade District Objectives

Objective 1: Create a International Trade District near new port location

Introducing a new district with tax incentives and buildable land for companies interested in relocating to Cleveland or expanding their current production would create enormous amount of synergy throughout the manufacturing and logistical sectors of Cleveland

Action Step: Start to compile land that would be available to companies as the port plans move forward

⁴² <http://www.development.ohio.gov/newsroom/2004PR/releases/948.htm>

Action Step: Assess the current rail and highway systems along the lake and state improvements that need to be made.

Action Step: Look into how funding would be available for logistical improvements.

Objective 2: Have the export industries of Cleveland be retained and grow through collaboration with government entities.

By retaining our current exporters Cleveland would be able to attract further exporters to be based out of Cleveland. With our multimodal accesses available right on the new port location, it would be a major appeal to business.

Action Step: Work with the city, county and State of Ohio's Department of Development on targeting businesses that would be compatible to Cleveland's current and proposed industries.

BURKE LAKEFRONT AIRPORT

Along Cleveland's lakefront sits 400+ acres of land that many have dreamed of seeing redeveloped and is owned and operated by the City of Cleveland.⁴³ This land is better known for the operations which exist on the grounds associated with Burke Lakefront Airport. The public airport which is a "reliever airport" to Hopkins International Airport has received criticism over the years for the lack of planning that has taken place on arguably the most valuable piece of land in downtown Cleveland. Figure 3-31 is a map of Downtown Cleveland with the "A" showing the location of Burke Lakefront Airport and vast portion of space that it possesses along Cleveland's waterfront.

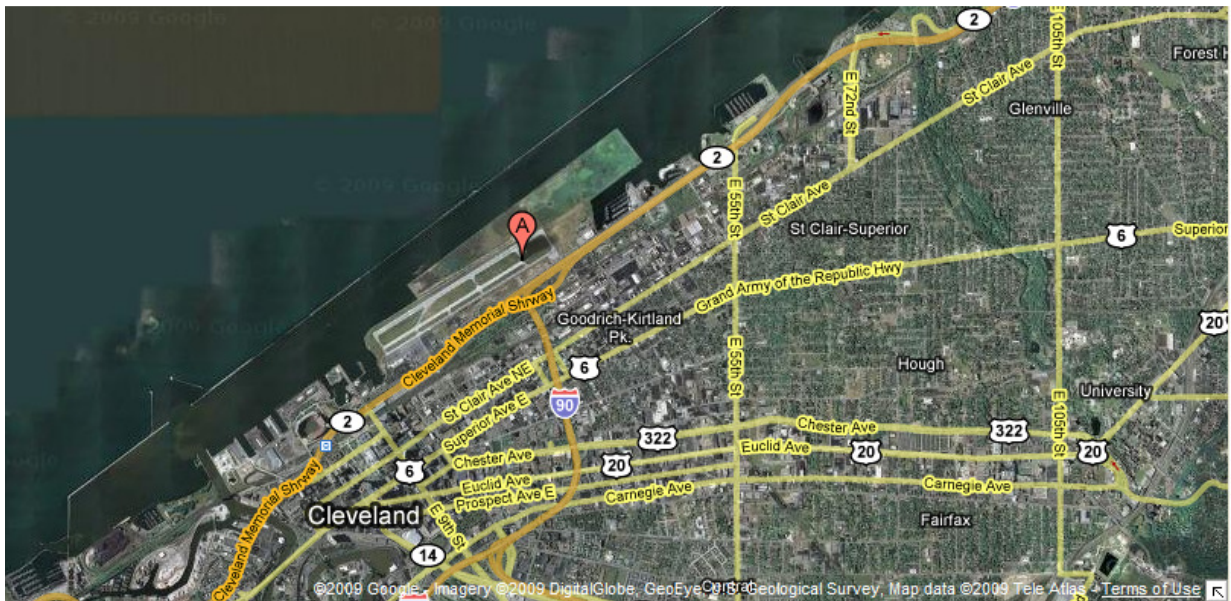


Figure 3-34: Downtown Cleveland and Burke Lakefront Airport
Source: Google Maps

From an economic development standpoint, Burke currently offers amenities to aircraft taxi services and corporate jets. Many critics feel that the airport should be closed down and make way for a business and residential uses on the land while public officials propose the closure to make the land available for public use.⁴⁴ However, Mayor Frank Jackson has recently announced that the airport will remain open with an airport expansion plan in the works.

⁴³ Litt, Steven. Keeping Burke Lakefront Airport open may benefit downtown residential development. *The Plain Dealer*. September 2007.

⁴⁴ *Mayor to keep lakefront airport open*, *The Columbus Dispatch*, February 2007.

Due to the announced plans to keep Burke Lakefront Airport open, Phase I will consist of simply looking at the highest and best use of the land. Working with the city and county on development of a strategic plan to best utilize the space will occur. The public will also have the opportunity to participate in the decision making process with public meetings held to discuss their concerns and comments.

A master plan is currently being created for Burke Lakefront Airport. The airport states on their official webpage the following in concern to the master plan "An Airport Master Plan provides a road map for efficiently meeting aviation demand through the foreseeable future while preserving the flexibility necessary to respond to changing industry conditions."⁴⁵ Although vague details are available about the plans, it is doubtful that any plans for development or public use for the property will be reviewed.

Burke Lakefront Airport Objectives

Objective 1: Obtain public input on future of the airport

While the future of Burke Lakefront may be unknown, now is the time to see what the public wants on the land, especially since it is being paid for by their tax dollars.

Action Step: Hold public meetings for residents and workers to voice their opinion on what they feel would be best along the lake.

Action Step: Work with the city, county and state on long-term plans for the land.

Objective 2: Explore complementary businesses that may be able to expand on the site

⁴⁵ www.clevelandairport.com – *Burke Master Plan*

Introducing new business to the site may be the bridge that connects the short term goal of preliminary Phase I work into something which could be expandable upon with the airport's future being the hinging factor

Action Step: Talk with businesses that may be able to capitalize on expanding or relocating to the area

Action Step: Begin conversations with the airport and city on the strengths, weaknesses, opportunities and threats seen with the future of the airport.

WIND ENERGY

As the United States pushes forward into the 21st century, global warming, climate control, and sustainability are issues that cities themselves are beginning address. With the price of oil remaining unpredictable, it appears that a majority of Americans now believe that renewable energies are key to creating a more green sustainable country. By focusing on renewable energies like wind power, Cleveland could potentially reduce overall energy costs paid by governments, businesses, and area residents. Relying more on pollutant free sources of energy will also help improve the overall health of local residents and our land itself.

In the last several years, public and private entities in Northeast Ohio have begun the process of investigating wind power as a future source of large-scale quantities of power for the region.

While there are several wind turbines located in Cuyahoga County, including one at the Great Lakes Science Center, adjacent to Browns Stadium, Cuyahoga County officials created the Great Lakes Energy Development Task Force to specifically the feasibility of large scale wind production both on land, as well as off shore locations in Lake Erie.

Mankind has harnessed wind power for centuries, but it has only been in the last several decades where the wind power has been identified as a major source of renewable energy. Modern wind turbines have been able to reach cost parity with power plants that burn coal to produce electricity. The true costs attributed to burning of fossil fuels are still unknown, due to the increasing impact of global warming.

Denmark and the United Kingdom are regarded as new pioneers in wind power, by focusing much of their wind power production off shore instead of traditional land based wind turbines. Currently, there are no off shore wind farms in North America, which creates an opportunity for Cleveland and Northeast Ohio to become the new face of Wind Power in the United States. Off shore wind power is more expensive to install,

as well as maintain, compared to wind power on land. Studies commissioned by the Great Lakes Energy Development Task force have preliminarily shown that winds off shore in Lake Erie present an ideal location for a large-scale wind farm.⁴⁶ “Winds average 16.4 mph at one site on the lake, indicating an ‘excellent resource’ for power generation, according to the JW Great Lakes Wind report”⁴⁷.

The studies concluded that Lake Erie presents itself as an ideal location for an offshore wind farm, compared to other parts of North America. The coastlines adjacent to North America, along both the Pacific and Atlantic Oceans are generally too deep or congested with flight and shipping routes. Lake Erie is regarded as the shallowest of the Great Lakes, and wind studies have concluded that the speed and quantity of wind on Lake Erie would produce enough electricity to make a large project feasible.⁴⁸

It is our belief that Wind Power, both on and off shore, presents a great opportunity for the City of Cleveland and the Northeast Ohio Community. Investing in wind power could reduce the overall energy costs for local governments, businesses, and residents. Additionally, by relying less on fossil fuels as a source for energy, we will be creating a more sustainable environment for current and future generations of Ohioans.

By investing in large-scale wind farms both off shore and on shore, Cleveland could become a symbol and hub for renewable energy research. Firms such as General Electric and Vestas Wind Systems, the World’s two largest producers of wind turbines, could utilize Lake Erie and Cleveland as a Research and Development Hub for Wind Power. The John Glenn NASA Research Center, located in Northeast Ohio, provides significant amount of wind data to the government and would be a valuable asset to a future wind power industry in Cleveland.

In addition to planning a large off shore wind farm, Cleveland and Cuyahoga County could continue to investigate wind power strategies on shore. While it may be several

⁴⁶ “Building a New Energy Future” Cuyahoga Regional Energy Development Task Force February 8, 2007

⁴⁷ “Great Lakes Energy Development Task Force issues First of 3 Reports On Putting Wind Turbines on Lake Erie” Tom Breckenridge [Cleveland Plain Dealer](#) October 1, 2008

⁴⁸ “Lake Erie Wind Resource Assessment” Great Lakes Energy Development Task Force August 2008

decades for small residential wind turbines to be feasible, it is imperative to identify large pieces of land in Cuyahoga County that would be suitable for harnessing the power of wind. Initial locations of interest include vast areas of the industrial valley, vacant lots, as well as lands adjacent to highways and rail routes.

For Phase I of this project, the goal is to continue to conduct feasibility studies for off shore and on shore wind farms. The Great Lakes Energy Development Task Force is planning to install up to ten wind turbines just off the Cleveland coast by 2011. As a cost comparison for a large wind farm in Lake Erie, in 2008, a Delaware utility firm announced plans for a large-scale wind farm off the coast of the state in the Atlantic Ocean. The plan announced by Delmarva Power calls for 150 Turbines to be installed at a cost of \$1.5 Billion Dollars.⁴⁹ A Wind farm of this magnitude could potentially provide a large majority of the electricity needs for the city.

Wind Energy Objectives

Objective: Develop Long Term Goals that would meet 40% of the County's energy needs in 15 years.

Action Step: Install at least fifteen wind turbines off shore in Lake Erie.

Objective: Create plan for private/public partnership between local governments, private firms, non-profit foundations, and local utility companies to how to fund a large-scale project.

Objective: Coordinate the creation of a Wind Power Research Center, between the Cuyahoga Port Authority, Local Universities, NASA Glen Research Center, and Utility Companies. An ideal location for the Wind Power Research Center would have it adjacent to the future home of the Cleveland Port, and the proposed International Business Trade District

Objective: Integrate Wind Power Strategy directly with Lakefront Park System, as well as Cleveland Metroparks.

⁴⁹ "Wind Farm To Be Built off Delaware Shore" Paul Courson July 15, 2008 CNN.com

Action Step: Utilize wind power to eventually provide the majority of power for park systems.

CLEVELAND AS AN INTERNATIONAL CITY

One of the shining gems of Cleveland's park system is the Cultural Gardens, a 1.5-mile chain of unique gardens in Rockefeller Park. Each of the twenty-five landscaped gardens celebrates one of the city's ethnic and cultural heritages, with more gardens currently in the planning stage of development. Each garden is maintained by its own nationality's group which sponsors fundraising and cultural events throughout the year. These Gardens represent Cleveland's latent potential to leverage its cultural assets to re-establish Cleveland as an international city and to spur economic development. This long-term goal of re-establishing Cleveland as an international city will begin in Phase I with utilizing the existing physical and institutional infrastructure to catalyze new partnerships and opportunities.

International City Objectives

Objective 1: Strengthen immigrant support system

The Brookings Institute categorizes Cleveland as a "former gateway" city for immigrants.⁵⁰ Cleveland's percentage foreign-born population has shrunk from over 35% in 1910 to under 5% by 2000.⁵¹ Cleveland is no longer attracting and retaining immigrants to settle in the city. But, not all is bad news. According to the 2007 American Community Survey, metropolitan Cleveland immigrants are more likely than the native-born population to have a college degree, be employed, and own their own business. They also have a higher median income. While today's gateway cities have a large proportion of immigrants hailing from Latin America, about half of Greater Cleveland's originate from Europe and 30% from Asia.

Cleveland's educational institutions and medical centers are attracting these high-caliber workers. Nearly 2,000 international students study at Cleveland

⁵⁰ Singer, Audrey "The Rise of New Immigrant Gateways". The Brookings Institute, February 2004.

⁵¹ Ibid.

State University, Case Western Reserve University, and other of the region's universities.⁵²

New immigrants who are part of an established immigrant community will have access to both a social and economic support infrastructure. For instance, the Hebrew Free Loan Association of Cleveland is a fund that began by serving Jewish immigrants.⁵³ Ethnic churches provide not only a cultural identity for immigrants, but also as a source of social connections and support. Because new arrivals that are members of existing immigrant communities will have access to such support, attracting and retaining immigrants with ties to existing (or emerging) communities will strengthen the city without straining its already limited resources.

Several different organizations that serve the immigrant community exist within Cleveland. The International Services Center, established in 1916, provides resettlement assistance, immigration consultation, and English as a Second Language classes to Cleveland's 3,000+ new arrivals. The Cleveland Council on World Affairs, established in 1923, provides a forum for global issues and international relations. The International Community Council, established in 1993, promotes cross-cultural collaboration in the city and region.

These organizations and others such as Northeast Ohio Immigrant and Minority Business Alliance are separate entities but should operate as one umbrella organization that welcomes and connects new arrivals to Cleveland with a unified voice. Pittsburgh's International Welcome Center and Philadelphia's Welcoming Center for New Pennsylvanians provide two successful examples of immigrant outreach initiatives.

⁵² Kovach, Kenneth. "Report of the Special City Council Task Force 'Cleveland as an International Community'". International Community Council, July 2007.

⁵³ Galbincea, Barb. "Hebrew Free Loan Association offers helping hand to Clevelanders" Cleveland Plain Dealer, 27 September 2007.

Action Step: Create a partnership entity among immigrant support system organizations

Action Step: New partnership entity creates a comprehensive online “Welcome Center” for new arrivals, based on models developed in Philadelphia and Pittsburgh

Objective 2: Capitalize on Cleveland’s existing cultural assets.

One of Cleveland’s greatest strengths is its cultural assets. Cleveland is home to three major international cultural events: the International Film Festival, the International Piano Competition, and Fashion Week Cleveland.

Action Step: Apply for National Historic Landmark status for the Cleveland Cultural Gardens

Action Step: Expand the International Community Council’s Folk Festival

Objective 3: Enhance Cleveland’s international presence by strengthening Cleveland’s sister city relationships.

Cleveland is internationally recognized for the Cleveland Orchestra and the Cleveland Clinic but its other assets are unknown. Instead of settling for a “hidden gem” reputation, Cleveland must actively establish itself as an international city where diverse cultures are celebrated.

Action Step: Renew Sister Cities International membership

Action Step: Explore potential new sister city relationships with the origins of emerging immigrant communities, such as in Korea and Puerto Rico.

FINANCE, MARKETING, MANAGEMENT & MAINTENANCE

INTRODUCTION

Based on an inventory of various cities across the United States, creation of a 501(c)3 non-profit conservancy organization has proven to be an effective framework for accomplishing comprehensive city waterfront management, maintenance and programming. Citizen, Worker and Leader surveys for the City of Cleveland show strong support for waterfront park improvement and funding, as well as a desire to make the lakefront an important Cleveland asset.

Formation of a nonprofit organization for the City of Cleveland waterfront would serve as an engine for waterfront park revitalization and as a centralized active fund raising resource for both the natural and downtown Cleveland waterfront parks. In addition, allocation of primary responsibility for the lakefront natural parks to Cleveland Metroparks and responsibility for the Voinovich and North Coast Harbor downtown parks to the Downtown Cleveland Alliance and ParkWorks would create an effective structure for revitalization of the Cleveland lakefront parks.

The Cleveland Waterfront Partnership would serve as a central location and forum for discussion, implementation and prioritization of plans and projects for the waterfront including economic development & marketing efforts, capital projects, public park interests and programming.

Examination of current ownership, park funding and capital projects along the Cleveland waterfront became the basis for study. A Cleveland Waterfront Partnership budget was prepared and funding sources such as a property tax levy, a Business Improvement District and property assessments were analyzed. A parks projected budget was also prepared. Organizational goals for Phase I were compiled.

In other cities, it is clear that creation of an organization whose sole purpose is to focus on the city waterfront has been the catalyst for transformation. The City of Cleveland waterfront should be no different.

REVIEW OF WATERFRONT & PARKS MANAGEMENT FRAMEWORKS

Models from Other Cities

Various cities across the United States were inventoried to find models for accomplishment of city waterfront park management, maintenance and programming, as well as economic development efforts. The summary of Nonprofit 501 (c) 3 / Conservancy and MetroParks models in Table 3-6 is relevant to Cleveland with each one showing different overall strategies and funding options (see Appendix D for a more detailed survey.)

Table 3-6: Parks Funding & Operation Models	
Detroit Riverfront Conservancy	
Focus:	Economic Development
Funding:	Large corporate contributors, such as GM Foundations such as Kresge & Kellogg Investment income is 21% of total revenue
Budget:	Approx: \$4M Large in-kind donation of waterfront promenade by GM – 54%
Waterfront Partnership of Baltimore	
Focus:	Economic Development
Funding:	Special Benefits District (BID) – 60% Boating /Wharfage related Concessions through City – 32%
Budget:	Approx. \$1.5M
Buffalo Olmstead Parks Conservancy	
Focus:	Park Preservation Focus
Funding:	Government – 66% Indv./Buss./Corporate Contributions – 42% Concessions - Golf – 16%
Budget:	Approx. \$2.5M
Cuyahoga Valley National Park Association	
Focus:	Parks/Public Use
Funding:	Environ. Edu./Program Fees/Concessions/Memberships - 62% Indy./Buss./Corporate Contributions- 37%
Budget:	Approx. \$2M
Cleveland Metroparks	
Focus:	Parks - Political Subdivision of State of Ohio
Funding:	Property Taxes – 71% Program Fees/Concessions – 17%
Budget:	Approx. \$80M

CLEVELAND WATERFRONT PARTNERSHIP

Mission

It is recommended that a Cleveland Waterfront Partnership be formed as a 501 (c) 3 non-profit corporation. The primary mission of the Partnership is:

- To serve as an advocate for the Cleveland lakefront and serve as an umbrella organization by providing a consolidated forum for the varied stakeholders and interest groups on the lakefront.
- To create and implement a comprehensive strategy for management and maintenance of the lakefront parks.
- To market and promote the Cleveland lakefront.
- To prioritize, fund and implement plans and projects for the lakefront including related capital projects and economic development efforts.
- To serve as a centralized active fund raising resource. Formation as a nonprofit will provide tax exempt status and allow for tax deductible private donations.

In other cities, it is clear that creation of an organization whose sole purpose is to focus on the city waterfront has been the catalyst for transformation.

Hybrid Structure for Cleveland Waterfront Partnership

Setting up a 501(c)3 non-profit corporation requires a charitable and educational purpose. The Cleveland Waterfront Partnership would be a hybrid of an economic development organization model and a parks model. It would serve as an umbrella organization with a Board of Trustees created to represent stakeholders on the lakefront. This initial start up money would most likely come from a foundation, corporate or private donor. The following is a proposed organizational chart:

CLEVELAND WATERFRONT PARTNERSHIP

Non-Profit 501 (c) 3

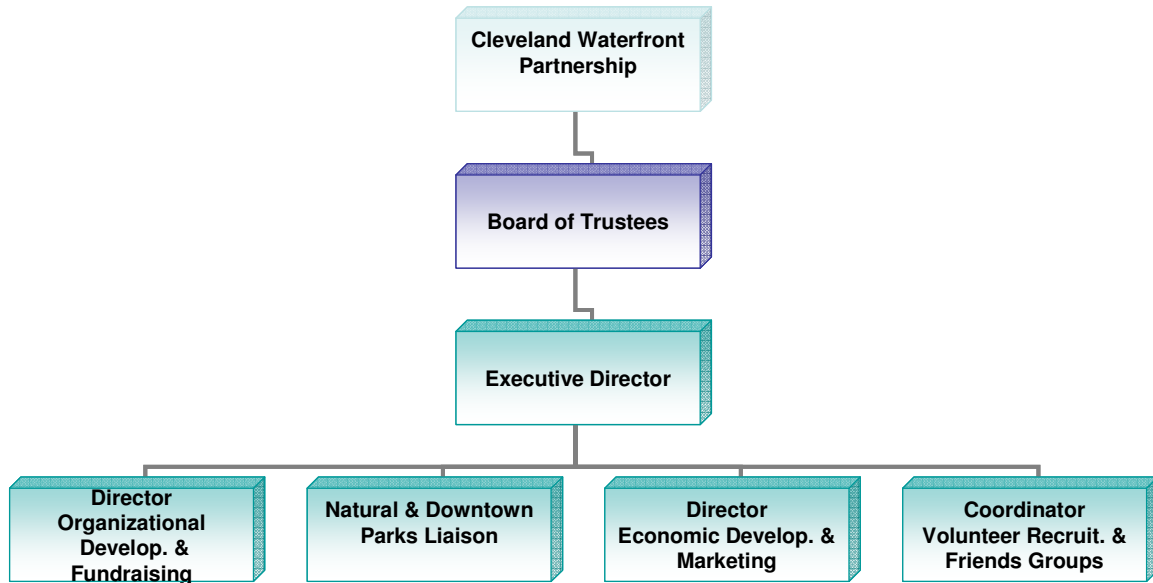


Figure 3-35: Cleveland Waterfront Partnership Organizational Chart

- Start up Funding for Partnership Phase I: Foundation(s)
- Build Endowment/Bequest Fund for Phase II & III

CONSOLIDATION & OPERATION OF THE CLEVELAND LAKEFRONT PARKS

The Cleveland Waterfront Partnership, as an umbrella organization, will not operate, manage or maintain the lakefront parks. Instead it will work to facilitate implementation of a consolidation plan and funding for operation, management maintenance and programming of the Cleveland Lakefront Parks. The Partnership will work to place primary responsibilities for the lakefront parks with proven organizations already organized and operating by dividing the lakefront parks into two categories:

Natural Parks

This park category will focus on comprehensive management, maintenance, program planning as well as volunteer development for the natural Cleveland lakefront parks including Edgewater, Wendy Park, Whiskey Island, Dike 14, Gordon Park, E. 55th St. Marina, Euclid Beach, Wildwood, and Villa Angela.

It is proposed that Cleveland Metroparks take over management, maintenance and programming of the natural parks, contingent upon discussions and consent of the City of Cleveland, the Ohio Department of Natural Resources, and Cleveland Metroparks Board of Commissioners. In addition, discussions and determination of a level of interest would be undertaken by the Partnership with Cuyahoga County for Whiskey Island, the Port Authority for Dike 14 and Whiskey Island Partners for Wendy Park.

Downtown Parks

This park category includes North Coast Harbor and Voinovich Park and will focus on implementing a programming and events strategy to align with economic development interests.

It is proposed that discussions begin between the Cleveland Waterfront Partnership and Park Works for additional programming as well as the Downtown Cleveland Alliance for management and maintenance of the downtown parks and determination of a level of interest.

Operations would run through Cleveland Metroparks, DCA and Park Works, and the Cleveland Waterfront Partnership would work to assist in continued implementation and funding, including capital projects that are connected to the lakefront. A summary chart is below:

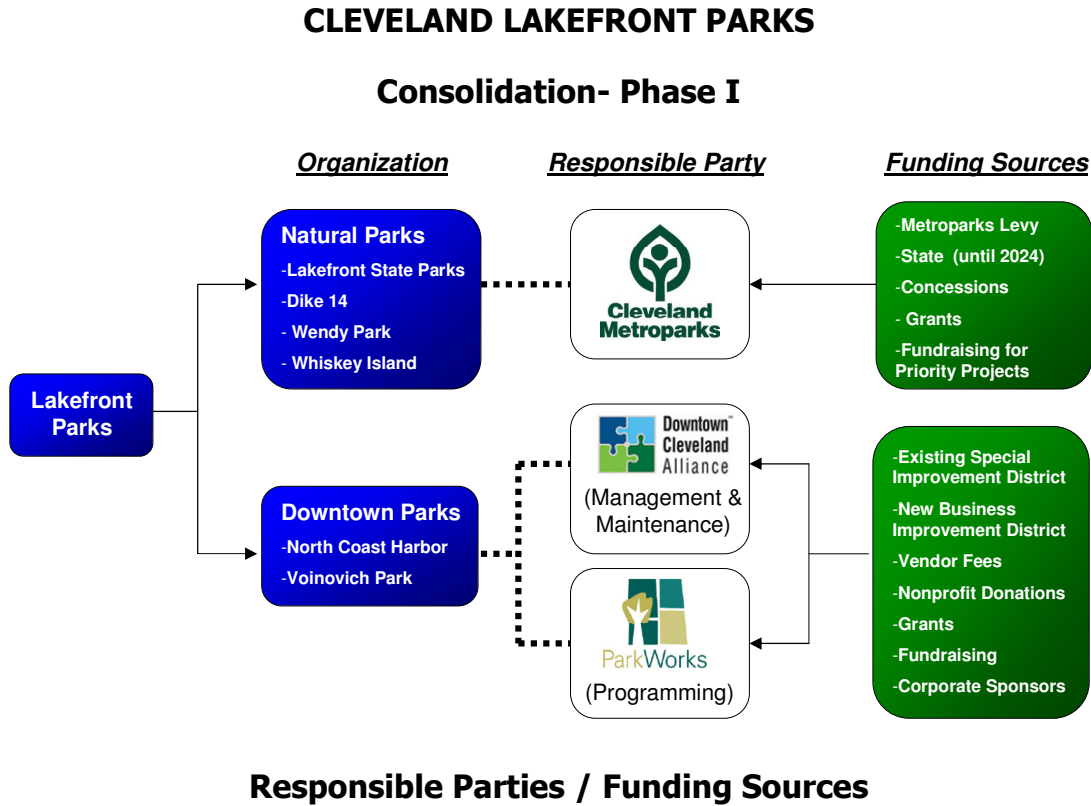


Figure 3-36: Cleveland Lakefront Parks Consolidation Concept

CLEVELAND WATERFRONT PARTNERSHIP STAFFING

During the first Phase of this plan, from 2010 to 2015, the Cleveland Waterfront Partnership (CWP) will focus on building organizational capacity to carry out its mission of improving the Cleveland lakefront. The key to achieving that goal is setting up a well organized and competent staff. Staffing is planned to start with an Executive Director, Development & Fundraising Director, and Office Manager, and expand to seven people, including more programming and operations related positions by 2015.

The Director of Organizational Development & Fundraising will carry out and oversee the CWP's fundraising efforts. Those efforts will include developing a dependable small donor base, working with the Board of Trustees to cultivate large donors and bequests, and building corporate donor relationships. The Development Director will also coordinate applications for grant funding.

A Volunteer Recruitment & Friends Groups Coordinator position is an important early addition. Most conservancies benefit from many thousands of volunteer hours annually that substitute for expensive staff budget. A well run volunteer program can contribute to cleanliness and safety of parks and accomplish significant maintenance when supplementing skilled staff. Coordinating with existing and new parks "Friends Groups" will help bring both monetary and time resources to the table. Additionally, the Cleveland Waterfront Partnership could find mutual benefit by partnering with the Cleveland Municipal School District and youth oriented organizations to involve youth in the Cleveland lakefront as an educational and recreational resource.

The Parks Liaison will work with the Cleveland Metroparks, Downtown Cleveland Alliance, and ParkWorks to coordinate major activities and events as well as routine upkeep of the various parks and public spaces on the lakefront. The Parks Liaison will also work with those and other entities and decision makers to prioritize and implement capital projects to improve and connect the Cleveland Lakefront Parks to each other and to neighborhoods and people.

The Director of Economic Development & Marketing will focus on promoting both economic opportunities on the lakefront and the expanding recreational opportunities. A primary responsibility will be developing and implementing the marketing plan to attract visitors from outside of the region and to raise awareness of lakefront amenities and recreation locally. This Director will work with other tourism organizations to coordinate promotional material and advertising.

PHASE I: GOALS

1. Implement proposed 501(c) 3 non-profit Cleveland Waterfront Partnership with staff and a Board of Trustees including key stakeholders, as well as marketing and promotional materials. Work to establish a volunteer network and bring together existing park Friends Groups. Find a foundation or corporate donor to fund start up costs.
2. Begin discussion and work to determine level of interest and transition to operation of the natural parks by Cleveland Metroparks. Also begin discussions with Cuyahoga County, the Port Authority and Whiskey Island Partners to determine level of interest and bring these natural parks into Cleveland Metroparks.
3. Work to continue maintenance and management of the Downtown Voinovich Park & North Coast Harbor through the Downtown Cleveland Alliance, with primary funding from a Waterfront Business Improvement District (BID). Begin discussions with Park Works for programming of the Downtown parks. Donations from the nonprofits in the area may also be a possible funding resource.
4. Create a development and fundraising strategy for the Cleveland Waterfront Partnership including an endowment and bequest fund, and implement it.
5. Pick several lakefront capital projects to help successfully fund raise and implement.
6. Implement small scale improved programming in targeted lakefront parks.
7. Create a marketing and promotion plan for the Cleveland lakefront and implement it.

PHASE I: PARK OPERATIONS

Natural Parks: Cleveland Metroparks

The stated mission of Cleveland Metroparks is to conserve natural resources and enhance people's lives by promoting safe, high quality outdoor education, recreation and zoological opportunities. It also includes dedication to natural resource management.⁵⁴

Cleveland Metroparks currently oversees management of over 21,000 acres in 16 reservations along the Emerald Necklace which runs through Cuyahoga, and Hinckley Township in Medina County.⁵⁵ An annual Cleveland Metroparks budget of almost \$80 M is generated primarily from a park levy on property taxes, state of Ohio monies, grants, investment income, fees food service and programming related to the zoo, and concessions.

After strong advocacy by the City of Parma and the West Creek Preservation Committee, Cleveland Metroparks most recently acquired the 275 acre West Creek Reservation via a 99 year lease. The focus will be on construction of a "stewardship center" for outdoor education with a budgeted allocation of about \$1.2 M for 2008. The 275 acre West Creek Reservation leased to the Cleveland Metroparks beginning in 2006 and now funded with \$1.7 M, which was strongly advocated for by West Creek Preservation Committee.⁵⁶

Creation of the Cleveland Waterfront Partnership, will create an advocate for the Cleveland natural lakefront parks. It can facilitate the process of transition to operation of the Cleveland Lakefront State Park by Cleveland Metroparks. In order to begin the process, the City of Cleveland, and the Ohio Dept. of Natural Resources would need to make a formal request to the Board of Commissioners of Cleveland Metroparks.

⁵⁴ Cleveland Metroparks 2008 Budget, p ii, p1, p ii, p1.

⁵⁵ Cleveland Metroparks 2008 Budget, p 21.

⁵⁶ Cleveland Metroparks 2008 Budget, p iv.

Cleveland Metroparks is a proven and respected entity. They are familiar with politics, ecology, resources and successful park management in northeast Ohio. Adding approximately 419 acres of lakefront parks currently managed by the State of Ohio for approximately \$3M, to the 21,000 acres and \$80M budget already managed by Cleveland Metroparks is not an insurmountable burden. The issue appears to be centered on securing the funding to allow Cleveland Metroparks to do the job well. A waterfront park levy is proposed in Phase II for initial funding.

Addition of the natural lakefront parks to the Cleveland Metroparks system completes the Emerald Necklace, and works as a possible overall fund raising campaign strategy.

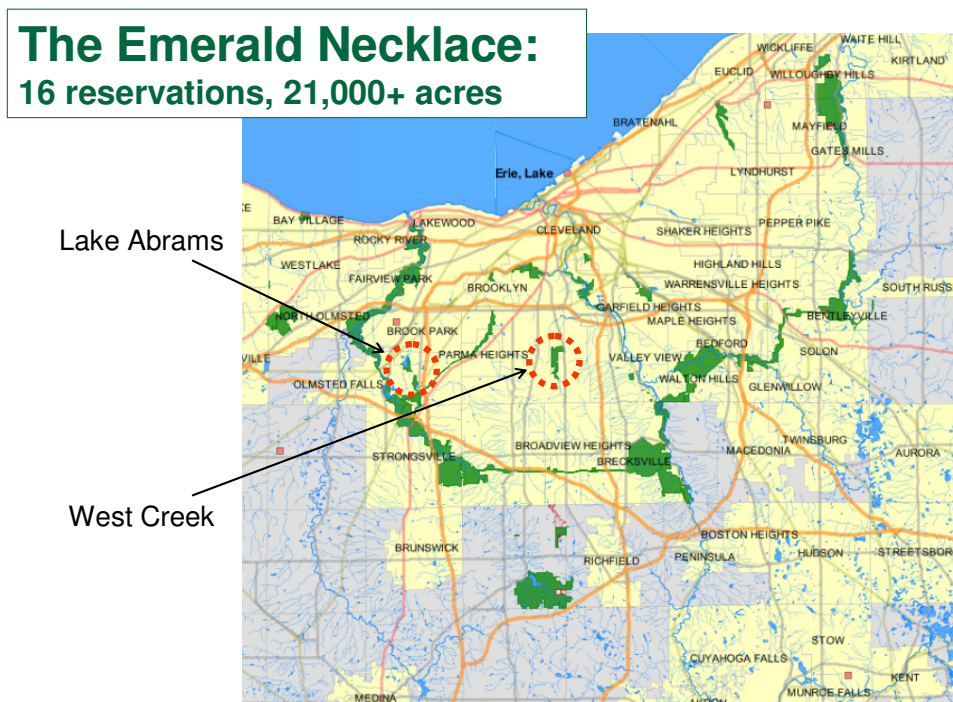


Figure 3-37: Emerald Necklace of Cleveland Metroparks
Source: John Mack, Chief, Natural Resources, Cleveland Metroparks

Downtown Parks: Downtown Cleveland Alliance & Park Works

Cleveland Waterfront Improvement District (BID)

Vision

The possibility of a Cleveland Waterfront Improvement District as a business improvement district (BID) along the waterfront of Downtown Cleveland was examined as a financing option for the downtown parks, Voinovich Park and North Coast Harbor.

Purpose

The purpose of the district is to a safe, entertaining, and pleasing environment for visitors, while also serving as an economic development generator for the waterfront district. The district management service shall provide programming, marketing, beautification, and hospitality for the district.

Boundaries

The proposed special improvement district would service the following area: on the west bank of the Cuyahoga River, the western boundary shall be Mulberry Avenue to Main Avenue to West 25th Street. All points east and north until the Cuyahoga River shall be included in the district. The eastern portion of the BID shall be bounded by the Cuyahoga River to the west and West 10th to the east, northward to Front Avenue, in which time Lake Erie becomes the northern boundary and extends east to East 9th street. *See attached map of proposed BID boundaries* Existing legislation does not allow BID to cross natural boundaries such as water. Consequently, our conclusion to include the west bank of the Flats may need to be altered or existing legislation could be altered to allow for the inclusion of the west bank of the Flats.

Site Characteristics

With the proposed district, there is a mixture of commercial, industrial, and residential properties. Residential properties are within the newly constructed Stonebridge which features for sale and rental accommodations. Commercial properties are primarily entertainment and restaurant venues. The BID also includes a lot of vacant property such as Flats East Bank and Port Authority property. A large percentage of the BID property is owned by public entities such as the city, county, and state.

Board Members

Administration of the Cleveland Waterfront Improvement District shall be governed by a board of directors which represents stakeholders within the district. The board shall be composed of a minimum of five directors and shall include a director selected by the mayor of Cleveland and the presiding councilperson for the ward of the district. Other board members shall come from the commercial and residential sectors, as well as members from the several tax-exempt entities within the district.

Services

- Landscaping and planting attractive new garden, mowing, watering, and manicuring
- Keeping the lakefront clean, neat, and graffiti free
- Providing safety guides year round
- Place hospitality guides during the warm months to greet, entertain, and direct guests
- Create and promote events along the waterfront
- Become a centralized location for marketing and economic development efforts for the district.

Funding

Operations within the district will be funded through property tax assessments from district property owners. Ohio Revised Code calls for assessments to be calculated from the linear frontage of property owners and their assessed value by the county auditor. This formula is complex and will require additional studies. In the short term, our property tax assessment funding is calculated using the Baltimore Waterfront Partnership model, which use \$0.15 for every \$100 assessed property tax value. Additional funding sources include not for profit contributions, corporate sponsorships, and lease revenues from waterfront activities.

Phase I Conclusions

Three funding methods were calculated to determine potential revenue streams for the proposed BID. The first calculation used 5 percent of the total assessed property values on properties within the district. This assumption assumed property owners would be willing to pay 5 percent of the assessed value as a contribution to the district. This method produced approximately \$1.8 million in annual revenue, however this method is not feasible because each property owner's contribution would exceed their total taxes paid annually, nearly doubling their tax obligation.

Secondly, based on a suggestion from the Cleveland BID manual, which concluded that property owners would not support an assessment that exceeded 5-10 percent of current property tax obligations, a formula was created to total 5 percent of each property owner's tax bill. This method only produced a revenue stream of \$178,000. Not enough to support a business improvement district.

Finally, the Baltimore Waterfront Partnership model was used to estimate potential revenues. Currently, the Waterfront Partnership assesses a \$0.15 for each \$100 of assessed property value. Again, this method did not provide enough operating revenue for the BID, producing just \$53,622.

The formula for assessments used by the Downtown Cleveland Alliance was obtained and will be used during Phase Two analysis to conform to methods authorized by the Ohio Revised Code, it is our hope that this formula will produce adequate revenues. However, a major issue is the over abundance of property within the district held by the public, leaving a small percentage of private property owners. Public entities are tax exempt producing no income for the BID. This tax exempt status could be offset through in-kind contributions by the organizations that lie on publicly owned land, such as museums and sports teams. Secondly, if the BID is not permitted to cross the Cuyahoga River, the property tax assessment revenue will decline significantly, given most privately owned parcels within the proposed district are on the west bank of the Flats.

Assessments

While researching information on the proposed Business Improvement District (BID), it is necessary to determine whether existing property owners currently have assessments on their property. According to the City of Cleveland Business Improvement District Manual (2004) there is cap on the amount of an assessment for each property owner within a proposed BID. This cap, mandated by State law, states that the combined assessments on any individual property cannot exceed 33 1/3% of the market value of the property (including improvements) over a five-year period preceding the passage of the assessment ordinance. Any properties that meet or exceed this maximum cannot be assessed by the BID. Therefore, it is necessary to know what assessments exist within the proposed BID.

The City's BID Manual refers one to the City's Division of Assessments & Licenses to determine if any properties are at or near the maximum assessment amount. Since our proposed BID comprises many parcels and there does not exist an electronic method of retrieving assessment information, a "public records request" will need to be made to the Commissioner of Assessments. However, given the large number of parcels involved, this could be a time-consuming

process. Alternatives would be to estimate current assessments and/or make an assumption that the maximum threshold has not been met and our percentage is within range for all properties.

PHASE I: CAPITAL PROJECTS

Criteria for Funding by the Cleveland Waterfront Partnership

In order to determine which capital projects will be funded by the Cleveland Waterfront Partnership, a number of criteria have been developed that coincide with the overall goals and objectives of the Partnership. As an organization, it is important to set guidelines in order to not overextend the funding arm of the Partnership.

Capital projects that will be funded by the Partnership have to meet one of these three criteria:

1. Improves or expands the existing parks or greenspace along the lakefront
2. Creates or enhances the physical connection between parks and greenspace along the lakefront
3. Facilitates public access to the parks and greenspace along the lakefront

All government grants or other sources of funding for projects that meet these criteria will be requested, handled, and allocated by the funding mechanism of the Partnership.

In no way is the Cleveland Waterfront Partnership trying to downplay the importance of other capital projects along the Cleveland lakefront. These projects should be viewed by the Partnership as vital to the overall improvement and enhancement of the lakefront. The objective of these criteria is to provide a guideline for what is considered reasonable and appropriate for the Partnership to be financially involved in, given its purpose and goals.

Even if the Partnership is not the funding mechanism for the projects that do not meet these criteria, it will still be involved with many of these projects, as set forth in the organizational structure of the Cleveland Waterfront Partnership. For example, there will be a position in the Partnership that deals with the economic development and marketing of the lakefront. However, not all projects along the

lakefront that deal with economic development will or should be funded by the Partnership. The Partnership will work with developers of projects that do not meet the criteria above to help plan, market, promote, implement, and find alternate funding for such projects. Alternate sources of funding, such as government grants, for projects that do not meet the criteria detailed above will not be directly handled by the Partnership.

The Cleveland Waterfront Partnership will work to be an advocate and supporter for all projects that improve or enhance the lakefront, but it cannot reasonably be the funding source for all projects on the lakefront.

Phase I Capital Projects Funded by the Cleveland Waterfront Partnership

Three key capital improvement projects proposed for Phase I have been identified as the initial signature projects to be funded by the newly created Cleveland Waterfront Partnership: Wendy Park enhancements, Dike 14 hiking trail and Euclid Beach-Wildwood-Villa Angela recreational improvements (see Table 3-5). These projects were strategically selected for Phase I implementation based upon both their geographic location and their potential to serve as catalytic projects for the Lakefront. By choosing Wendy Park (Westside), Dike 14 (near Eastside) and Euclid Beach-Wildwood-Villa Angela (far Eastside) the entire Cleveland Lakefront is represented by the initial efforts of the Cleveland Waterfront Partnership. In the case of Wendy Park and Dike 14, these projects present an opportunity to build upon the momentum that has developed due to preservation interests in these truly unique urban greenspaces.

Location	Project	Estimated Cost	Funding Source
WENDY PARK AT WHISKEY ISLAND	Wendy Park Enhancements	\$1,000,000	Cleveland Waterfront Partnership
	<i>Landscape eastern portion of park</i>	\$500,000	
	<i>Provide entertainment on western portion near marina</i>	\$500,000	
DIKE 14	Construct Hiking Trail	\$1,250,000	Cleveland Waterfront Partnership
EUCLID BEACH, WILDWOOD STATE PARK & VILLA ANGELA STATE PARK	Improved Recreational Opportunities	\$275,000	Cleveland Waterfront Partnership
	<i>Install bocce ball and sand volleyball courts</i>	\$45,000	
	<i>Install horseshoe pits and cornhole area</i>	\$6,000	
	<i>Improve swimming access</i>	\$100,000	
	<i>Equipment rental & concession stands</i>	\$100,000	
	<i>Picnic areas</i>	\$12,000	
	<i>Benches</i>	\$12,000	
TOTAL PHASE I CAPITAL FUNDING BY CLEVELAND WATERFRONT PARTNERSHIP		\$2,525,000	

Table 3-7

By funding the construction of these select projects, the Cleveland Waterfront Partnership benefits by gaining name recognition in these high profile Lakefront park improvements. This becomes critical in marketing the Cleveland Waterfront Partnership, as without any physical improvements to the parks the Partnership would work behind the scenes solely as a park operations funding mechanism. While staffing and maintenance are critical to the sustainability of the Lakefront parks, the public tends to take them for granted because they are already provided. The enhancement of Wendy Park or the construction of a Dike 14 trail allows the Cleveland Waterfront Partnership to attach their name to a signature project in the Lakefront revitalization while enabling the Partnership to form and develop the necessary relationships with local political, business and non-profit leaders.

PHASE I: BUDGET

Cleveland Lakefront State Parks Budget Projections

In preparing for eventual integration of the Cleveland Lakefront State Parks (CLSP) into a consolidated lakefront park system, data on current operations and payroll budgets were projected into the future based on historical figures. These projections, based on a linear regression of recent data, are shown at the bottom of Appendix B. Payroll projections assume increases in compensation based on projections of BLS Employment Cost Index data, with neither an increase nor a decrease in number of employees.

Based on information presented by CLSP staff, these projections seem realistic. That information also indicated that staffing levels have dropped significantly in recent years due to budget cuts. Part of the goal in Phases II and III of this project is to return staffing for the parks to levels sufficient to operate the parks with a higher level of service.

Cleveland Waterfront Partnership Phase I Budget

The Cleveland Waterfront Partnership will be in an initial funding ramp up during the first phase of the Lakefront Revitalization Plan. A major focus of this phase is funding initial staffing and building public awareness and fundraising capacity. This will be accomplished by funding a marketing campaign for the lakefront and several initial capital projects in lakefront parks.

Initial CWP startup funding will hopefully come through a multiyear commitment from local foundations along with corporate support. Once the initial staffing is established, an aggressive program to bring in grant funding and donations from both large and small donors can commence. A major goal should be to secure funding well in excess of that needed for current operations so that an endowment fund can be established quickly to provide ongoing support. Many conservancies in Midwestern cities similar to Cleveland have successfully raised endowments in the tens of millions in less than a decade in recent years.

Phase I envisions Ohio's State Park system maintaining responsibility for the Cleveland Lakefront State Park land. It does see a growing role for the Cleveland Waterfront Partnership at the CLSP via coordination of volunteerism and the funding of capital improvements to recreational facilities at Euclid Beach and Villa Angela Parks.

The first phase sees the Cleveland Waterfront Partnership advocating particularly on behalf of Dike 14 and Wendy Park, two areas that are not part of the Cleveland Lakefront State Park system. With plans in progress to connect Wendy Park to the Towpath Trail at Canal Basin Park, it is hoped that Cleveland Metroparks will consider adding that park to their system based on its natural and recreational potential and connectivity to the larger park and trail network. Dike 14, though disconnected from current Metroparks holdings, is another good candidate for its unique nature as a created landmass rich in wildlife. It provides many unique opportunities for educational and ecological programming at a location that is both on Lake Erie and in the midst of Cleveland.

Three CWP funded capital projects are planned for Phase I: Wendy Park recreational improvements, Euclid Beach/Villa Angela recreational improvements, and Dike 14 trail improvements. These capital projects totaling an estimated \$2,525,000 are budgeted to be phased in from 2012 to 2015. Funding for these capital projects will come from a combination of corporate and individual donations, grants, and hopefully significant funding through the Clean Ohio Green Space and Trails Funds.

Figure XX shows the estimated Phase I budget for the Cleveland Waterfront Partnership. Total corporate and individual contributions are budgeted to grow from \$150,000 initially to \$2,000,000 by 2015. Investment income is projected at 5% of the investment funds from the previous year. Fundraising expenses are estimated at 25% of the total funds raised through grants, donations, and events in accordance with general trends in fundraising. Most expenses are projected

to increase at a rate of 3% annually due to inflation. All revenues not required to cover other expenses are to be invested in endowment or board designated funds.

Table 3-8: Cleveland Waterfront Partnership - Phase I budgeting								
	2010	2011	2012	2013	2014	2015		
Revenues								
Grants	\$20,000	\$40,000	\$40,000	\$50,000	\$440,000	\$40,000		
Foundation Contributions	\$100,000	\$100,000	\$100,000					
Corporate Contributions	\$50,000	\$500,000	\$500,000	\$500,000	\$500,000	\$1,000,000		
Individual Contributions	\$100,000	\$200,000	\$300,000	\$1,000,000	\$1,000,000	\$1,000,000		
Fundraising	\$20,000	\$40,000	\$60,000	\$80,000	\$100,000	\$120,000		
Investment Income	\$0	\$4,125	\$27,871	\$30,014	\$39,528	\$69,387		
Total	\$290,000	\$884,125	\$1,027,871	\$1,660,014	\$2,079,528	\$2,229,387		
Expenses								
General/Admin/Management	\$140,000	\$144,200	\$188,526	\$194,182	\$200,007	\$206,007		
Fundraising/Special Events	\$47,500	\$195,000	\$225,000	\$407,500	\$510,000	\$540,000		
Marketing	\$20,000	\$20,000	\$20,000	\$90,000	\$92,700	\$95,481		
Environmental Education Prgms.		\$50,000	\$51,500	\$53,045	\$54,636	\$56,275		
Parks Capital Projects			\$500,000	\$725,000	\$625,000	\$625,000		
Additions to Investment Fund	\$82,500	\$474,925	\$42,845	\$190,287	\$597,184	\$706,623		
Total	\$290,000	\$884,125	\$1,027,871	\$1,660,014	\$2,079,528	\$2,229,387		
Cum. Investment Funds	\$82,500	\$557,425	\$600,270	\$790,557	\$1,387,741	\$2,094,364		
Cleveland Waterfront Partnership Staff Additions	Executive Director, Development Director, Office Manager	Volunteer/Educational Coordinator	Parks Liaison	ED & Marketing Director				
Capital Projects Financed			Wendy Park	Wendy Park, Euclid Beach	Dike 14	Dike 14		

PHASE I: MARKETING

To highlight the lakefront, a marketing campaign will commence at the beginning of Phase I that will be steered by three key initiatives to attract, educate and promote the lakefront. The campaign will publicize the many unique features found along Cleveland's lakefront and compile information that would help bring people to the lakefront for business or pleasure. By creating a detailed study with potential partners and marketing timelines, a realistic approach to achieving the goals was created through practical action steps. The campaign is targeted to three different lakefront users: the residents of and workers in Cleveland, those of surrounding suburbs, and tourists. The target groups were selected because they encompass a variety of lakefront users.

The Phase I marketing campaign assumes, as its baseline, a need to introduce the Cleveland Lakefront as a vibrant destination for the city, region, and beyond. Many residents, workers and visitors are not aware of the diverse attractions and amenities of the Lakefront, such as the parks, museums, residential and commercial uses. The marketing campaign will be directed to three key audiences during Phase I: Cleveland residents and workers, families and children, and visitors. The following phases will build from the larger scale developments that will occur after the groundwork from Phase I has been laid.

Current Lakefront marketing efforts are sparse or invisible. For instance, the Downtown Cleveland Alliance's webpage mentions Voinovich Park and Edgewater Park in the same way they mention various downtown plazas. Positively Cleveland, the Convention and Visitors Bureau of Greater Cleveland, barely acknowledges the lake – and certainly does not make it central to its efforts. Coastal Ohio is arguably the best resource on Lake Erie amenities and attractions, but it does not have an active marketing mission.

The umbrella marketing campaign is entitled *Cleveland's North Coast: Get Your Lake On!* The vibrant campaign title has built-in brand recognition (the North Coast), creates an image of the Lakefront as a vibrant destination, and emphasizes a departure from

the tired connotations of the underutilized Lake. The campaign will target potential lakefront users through three audience-specific strategies: Promote, Educate, and Attract.

The campaign will be managed by the Cleveland Waterfront Partnership's Director of Economic Development & Marketing and the CWP's marketing board, which will consist of local leaders and businesses in the private and public sector from Northeast Ohio. The board will assist in spreading the word about Ohio's greatest asset: Cleveland's Lakefront.

Below and within the report you will find details on the three marketing strategies for the *Cleveland's North Coast: Get Your Lake On!* campaign. Each strategy contains objectives, action steps, potential partners, and a realistic timeline for the Phase 1 marketing campaign.

Promote

This marketing strategy seeks to promote the Lakefront as a vibrant destination to Cleveland residents and workers. The *Cleveland's North Coast: Get Your Lake On!* campaign will utilize a variety of means to promote a new image of the Lakefront. This new mantra will be strengthened by new park programming that will be made available during this first phase.

Objective 1: Enhance the physical visibility of the Lakefront

Action Step: Utilize highway and roadway signage to improve ease of access

Action Step: Create new maps that display the lakefront, neighborhoods, parks, and transit connections

Objective 2: Create an online identity for the Lakefront

Action Step: Design an interactive website that promotes lakefront programs and events

Action Step: Utilize email lists or Twitter to inform users of programs and events

Action Step: Establish social networking pages (such as Facebook and MySpace) to target younger audiences

Objective 3: Advertise the lakefront at local events

Action Step: Attend local events such as festivals, sporting events, and cultural activities

Action Step: Provide literature for neighborhood and community meetings

Objective 4: Create a buzz about the lakefront happenings

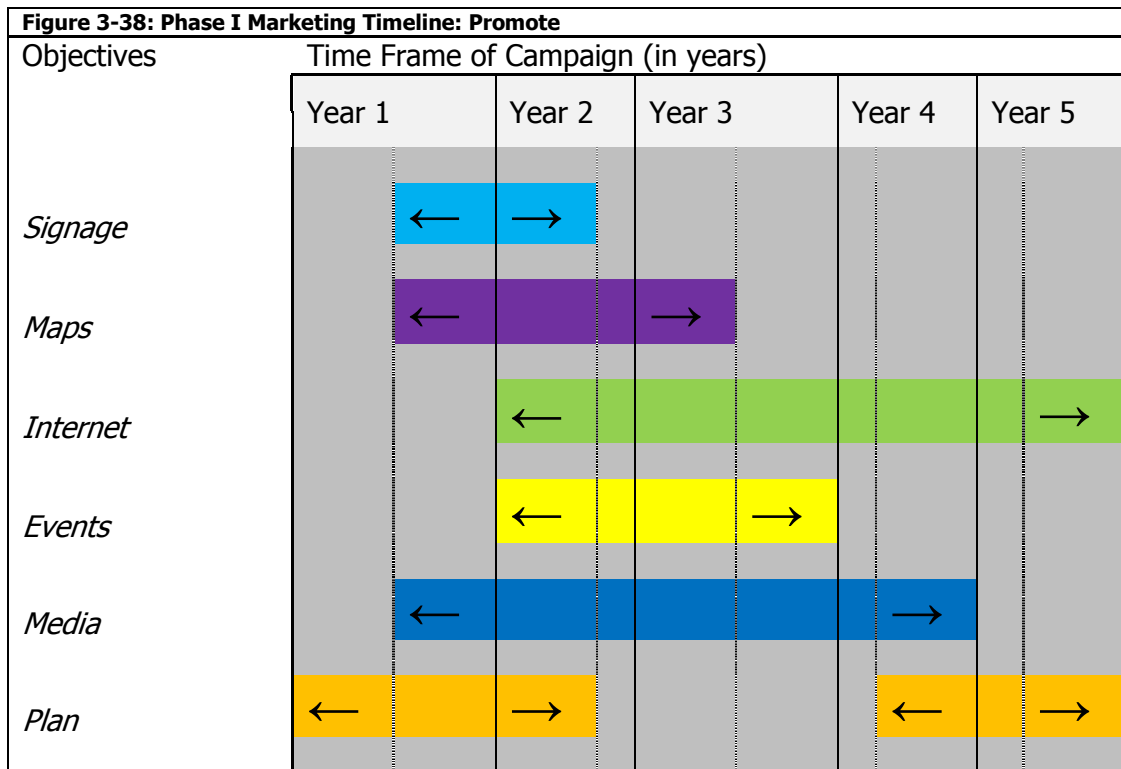
Action step: Publicize events and programming in the media

Objective 5: Create community buy-in of the new lakefront strategy

Action Step: Share the plan with the community through open houses, forums, and public meetings

Table 3-8: Phase I Marketing Potential Partners: Promote

Objectives	Partners
Signage	US Department of Transportation, Ohio Department of Transportation, Cleveland Public Service Department, Cleveland City Planning Commission, Park Agencies
Maps	Greater Cleveland Regional Transit Authority, Greater Cleveland Partnership
Internet	Social Network Sites (Facebook, MySpace), Complementary Organizations (MetroParks, Cleveland Lakefront State Parks, City of Cleveland Parks and Recreation, ClevelandPlus, Positively Cleveland)
Events	Ingenuity, Burning River Fest, Pop Up City, etc.
Media	Print Media (The Plain Dealer, Sun News, Scene), Community Newsletters, ideastream, Cleveland Planning Commission website, CoolCleveland
Plan Education	Community Development Corporations, Media



Educate

Objective: Increase educational achievement of Cleveland’s children, and create current and future demand for Lakefront use.

Action Step: Create partnerships with Cleveland education institutions, the city of Cleveland, the Ohio State Parks, the Cleveland Metroparks, and the Cleveland Waterfront Partnership

Action Step: Create committee of stakeholders to synthesis curriculum which takes advantage of the educational potential of the lakefront.

Action Step: Create pilot project in lakefront wards' schools

Action Step: Market current events and activities on lakefront to students and families to increase lakefront usage

Action Step: Evaluate efficacy of program through test results in order to make necessary changes and allow for successful adaptation of this program in more education institutions.

This section of the phase one marketing campaign looks to build a future consumer base for the lakefront, and for the plans proposed within this report. Currently, the lakefront is an underutilized commodity, lacking public demand and consumption. To change this, the youth of the city, and through them their families, need to be educated about the plans presented in this document, and exposed to the lakefront in general. While the other two foci of Phase I marketing, promotion and attraction, aim to build current demand for the lakefront from both within the city and from outside the city, the education phase goes one step further: to build future demand for the lakefront through partnerships with Cleveland education institutions.

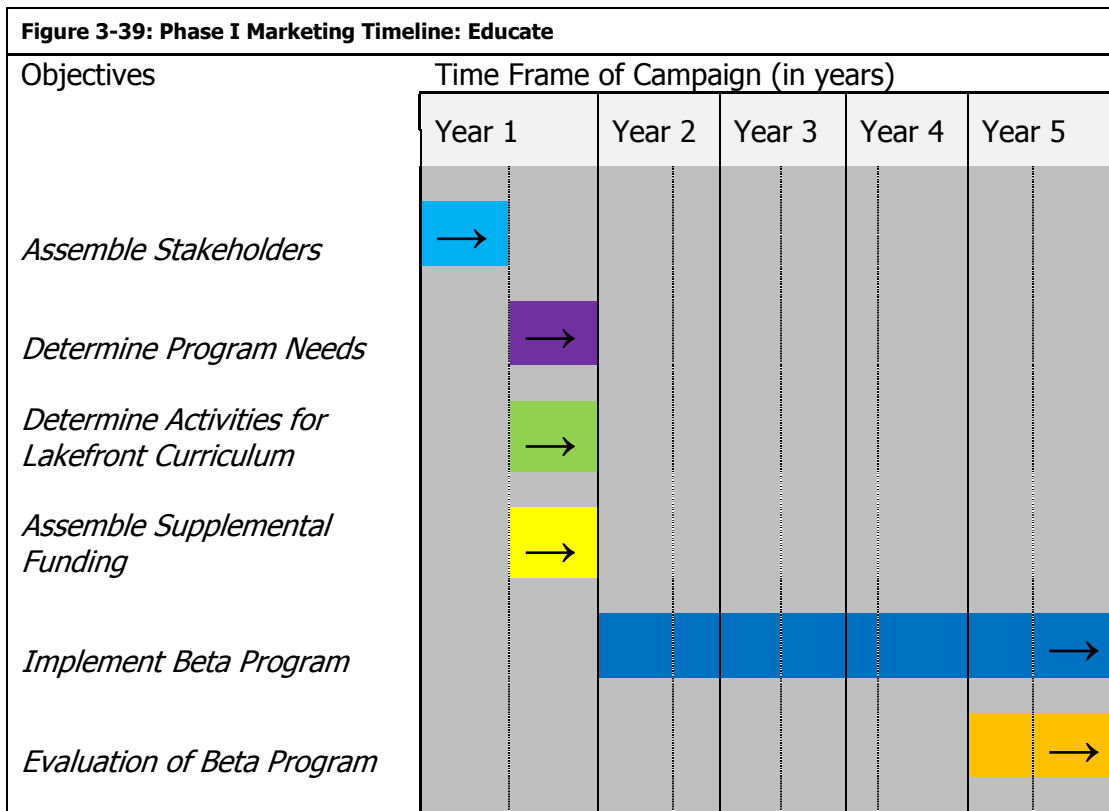
These institutions include the Cleveland Municipal School District, private education institutions, the YMCA, and the Boys and Girls Club. The city of Cleveland, the Ohio State Parks, the Cleveland Metroparks, and the Cleveland Waterfront Partnership proposed within this plan should look to form partnerships with these education institutions. This partnership would look to leverage the lakefront as a valuable teaching tool. To achieve this, funding would

be required. In Phase I, this funding would come from each institution's current budgets, along with possible grants from local foundations. This funding could then be used to create programs, infrastructure, and activities which educators could use as a justification to employ the lakefront as a teaching tool. A committee which consists of all the stakeholders should be created to develop the lakefront as a teaching tool, and to plan curriculum which utilizes the lakefront to better educate students.

Second, while this partnership increases the educational achievement of students, it also serves to lay the foundation of medium and long-term marketing strategies. This builds a future demand for the lakefront. Exposing children to the lakefront increases their awareness of, interest in, and demand for the lakefront. These students then become drivers of lakefront consumption on the family level. In order for this type of targeted consumer base growth to be successful in the mid- and long-term, two things must occur. First, joint programming must continue through each year of schooling in order to build and maintain lakefront interest and demand. Second, marketing the types of activities and events occurring on the lakefront must be aimed towards students. These two prongs of the education marketing campaign will maintain both short and long term interest in the lakefront.

In the five year layout of phase one's education marketing campaign, the first year would consist of creating the committee of stakeholders to create the curriculum, infrastructure, and activities which makes the lakefront an integral part of the education of the cities' children. Additionally, supplemental funding sources will be sought for the implementation of this campaign during the first year. Years two through four would see the implementation of a beta version of the program in a limited number of educational programs. At the end of the fourth year of programming, an evaluation of the entire program should be undertaken. Research will be conducted on the effectiveness of the program for these students, to see if educational attainment and lakefront consumption have

increased for participating students. This would be measured by studying changes in state testing scores, surveying students and teachers on strengths and weaknesses of the program, and surveying parents on increased interest in the lakefront and in learning by their children. If this program is proven to be successful, funding can then be sought to expand it into more educational programs. If it is not as successful as hoped, the stakeholders can convene and modify the program to increase its future success.



Attract

Marketing efforts will focus on residents and visitors to Northeast Ohio. This strategy is geared towards introducing the lakefront to an audience otherwise unfamiliar with the attractions and amenities available along Lake Erie.

Objective 1: Market to those unfamiliar with Cleveland’s lakefront outside of Cleveland proper

Action Step: Market Cleveland’s lakefront at 20 (minimum) regional events (festivals, county fairs, etc.) per year

Objective 2: Market Cleveland’s North Coast: Get Your Lake On! at establishments with heavy use for those who reside outside of Cleveland

Action Step: Market plan through pamphlets and brochures at hotels, conferences being held in the city, and tourist attractions throughout Northeast Ohio region

Objective 3: Gain partners that can help attract outside users

Action Step: Establish working relationships with all convention and visitor bureaus in the Northeast Ohio region and other like-minded tourists groups

Objective 4: Show the connections available along the lake to those who may be unfamiliar with the Cleveland lakefront

Action Step: Work to have special maps made that highlight connections and available facilities, amenities, and activities including event calendars

Objective 5: Target as many media outlets as possible to promote the lakefront

Action Step: Market Cleveland's lakefront in at least 10 media outlets throughout Northeast Ohio (newspaper, radio, internet) per year

Figure 3-40: Phase I Marketing Timeline: Attract

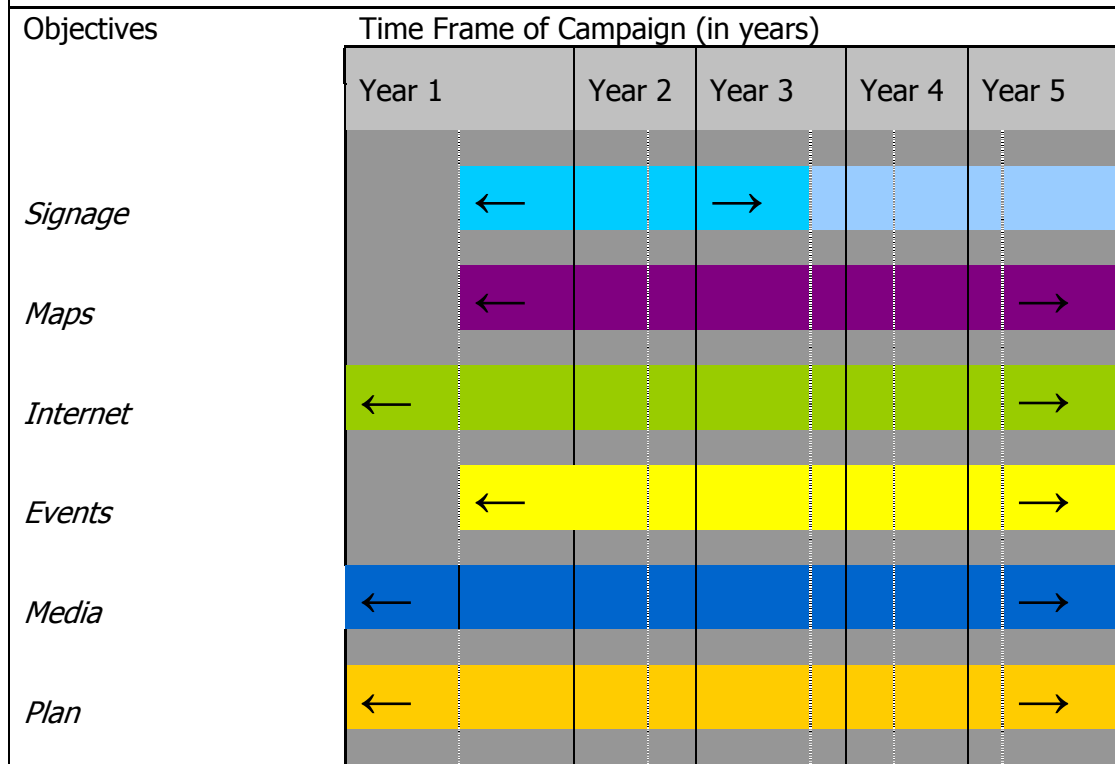


Table 3-9: Phase I Attract: Potential Partners

Objectives	Partners
Signage	Cleveland Hopkins Airport (Other Airports), Greyhound Station, Rock N Roll Hall of Fame, Burke Airport, Akron Canton Airport, ClevelandPlus Posters, Green City Blue Lake, E4S, Stickers at Local Businesses Showing Support, RTA, Amtrak, MegaBus stop
Maps	Greater Cleveland Regional Transit Authority, Greater Cleveland Partnership, Cleveland Plus, The Cleveland Map Company, NOACA
Internet	Social Network Sites (Facebook, MySpace, Twitter), Complementary Organizations (Cleveland Plus, Cleveland.com, Team NEO, Crains Online), email updates on events and lakefront progress to surrounding economic development departments
Events	Cuyahoga County Fair, Lorain International Festival, Lorain County Fair, Little Mountain Heritage Festival (Lake County), Lake County PerchFest, Lake County Fair, Geauga County Fair, Medina County Fair, Air Show, Ships Tours at the Harbor, Rock N Roll Inductions, Cleveland Film Festival, Cavs, Indians, Browns, Lake Erie Monsters Games, Food Expo, Car Show, Nautica Shows, Concerts at the Q, Restaurant Week, Grand Prix, Large Conferences Downtown, Market at Put-In-Bay, Team Up with Charities in the Area For Their Events
Media	Print Media (The Plain Dealer, Scene, The Morning Journal, The Medina County Gazette, Akron Beacon, CSU News Letter Crains, Cleveland Magazine, Toledo Blaze, News Herald, Community Newsletters, Radio and TV PSA's, Flyers/Postcards/Pamphlet-place pamphlets at hotels, motels, tourist locations), Stickers Near the Sewers at the Street with Tag Lines ("I Go To The Lake"), Segment on New Stations, Articles in University Newsletters Outside of Cleveland
Plan Education	County CVB's, Rest Areas (ODOT), Promote at College's Outside of Cleveland

POCKET PARKS & GREEN SPACE INITIATIVE

Pocket Connectors: Budgeting Models

Separate from the Cleveland Waterfront Partnership, a pocket parks and green space connector initiative plan was created for the adaptive re-use of Cleveland's vacant and foreclosed land. Utilizing these parcels as neighborhood linkages to the waterfront not only would bring residents to the Lake but also would address the growing number of underutilized City properties. Thus, a strategy for implementation and financing of Pocket Parks/Green Space Initiative has been developed as a resource to the Cleveland community for the funding and installation of neighborhood green space options.

Advisory & Management Structure

Figure 3-38 illustrates the recommended advisory and management structure, which recognizes that decisions regarding the creation and supervision of pocket parks and green space connectors will more likely be made on an individual basis. Although cities, CDCs, and homeowners associations will have the most valuable knowledge on appropriate land use applications, particularly where parks and green space should occur, a region-wide advisory umbrella is recommended to ensure that the Waterfront District Implementation Plan meets its green space connectivity objective. Thus, while fiscal agents will receive available funding sources, the advisory umbrella should help these candidates understand their project(s) role in connecting our communities to the lake and to one another. The following advisory organizations were chosen based on their continued dedication to urban parks initiatives in both mission and fiscal commitment: Neighborhood Progress Inc., Park Works, OSU Extension, and the Botanical Gardens.

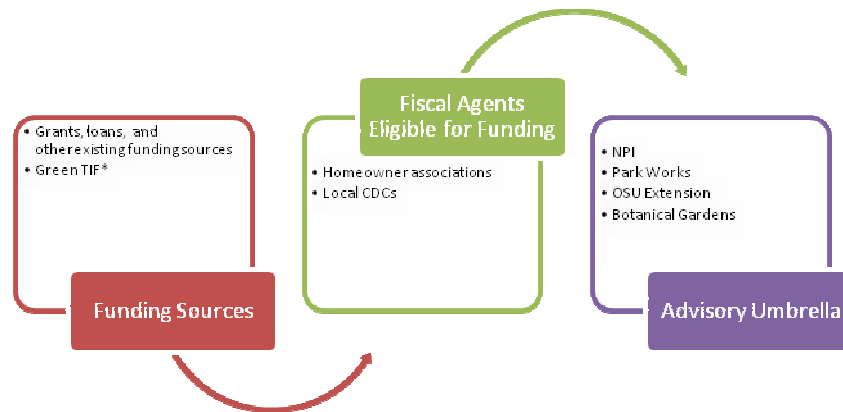


Figure 3-41: Pocket Parks Initiative Management and Advisory Structure

Budget Framework

Research showed that in 2008 Kent State University’s Cleveland Urban Design Collaborative did a thorough analysis of vacant land management strategies on behalf of Neighborhood Progress Inc. The analysis resulted in a handbook entitled, “Pattern Book: Vacant Land Strategies”, which provides design and preliminary budget guidelines for the following categories of pocket redevelopment: neighborhood connectors, parks and green space, environmental strategies, residential expansion/new development.

The attached sheet is a summary document detailing total preliminary budgets for each type of vacant land management strategy. The Pattern Book supplied the sample parcel sizes and corresponding total cost estimates. Thus when specific parcels and objectives are identified for the pocket connectors, an initial cost estimate will be determined within the summary document, which uses the Pattern Book’s samples sizes and costs to calculate a cost estimate ratio for the total size of proposed parcels. This approach assumes that the same design plan and materials will be used for all projects.

Additionally, the following should be noted:

- Estimates are preliminary.

- Site acquisition costs are not included and should be evaluated and incorporated in final projections.
- Brownfield remediation costs are not included and should be evaluated and incorporated in final projections.
- Pricing adjustments should be made to the preliminary budget(s) if the site(s) deviate from the guidelines outline in the Pattern Book.

For more information on how each vacant land management strategy is budgeted, please see Appendix E.