





Chapter 5

Phase III

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

INTRODUCTION

Phase III (2026-2040) presents a long term vision for the creation of a vibrant lakefront. Much of what was presented in Phase I and Phase II is expanded and improved in Phase III. As the Cleveland lakefront becomes a more attractive and exciting place as a result of the changes implemented in Phase I and Phase II, it will be necessary to keep the momentum going with even more improvements to the lakefront in Phase III.

Better access to the lakefront will continue to be a main priority in Phase III, with enhancements made to major road connectors and the suggestion for a pedestrian bridge at E. 168th street. The lakefront parks will also see a myriad of improvements in Phase III. Programming and activities will be expanded as the parks become more popular and a number of major ecological improvements, like the replacement of the Perkins Beach groins at Edgewater Park and the daylighting of Doan Brook at Dike 14, are recommended. The newly constructed Gordon Park Marina will add diversity to the nature district at Gordon Park and Dike 14. An idea to rename the beaches at Euclid Beach, Villa Angela, and Wildwood to “The Shores of Euclid” is also presented as an idea to encourage better movement between the three parks.

In Phase III, the neighborhood revitalization initiative builds on many of the ideas presented in Phase II. Neighborhood greening is pursued and looks at creating green connectors between existing green space, with a focus on main streets and developing connections to the lakefront. The targeted Brownfield remediation strategy concentrates on the neighborhoods in the Port Authority’s proposed International Trade District. An expansion of urban gardens and agriculture, as well as Co-op housing, is recommended to improve the sustainability and vitality of the Cleveland neighborhoods.

The new entertainment district will be thriving and as a result many of the projects in Phase II can be expanded to meet this growing demand. The

proposed boardwalk will be finished in Phase III and a connection to the improved Northcoast Harbor is recommended to create more synergy between the two areas. An expansion of the Aquarium, as well as the construction of mixed-use Casinos on the coast, will be pursued as the popularity of the downtown lakefront grows. Suggestions for ferry boats rides to and from the islands in Lake Erie and the celebration of the 100th anniversary of the Great Lakes Exhibition will also draw more people downtown and to the lakefront.

Economic development is also a main focus of Phase III. The Port of Cleveland's international trade zone should be expanded, with concentration on governmental incentives and aggressive marketing to attract and retain new businesses. A number of strategies and ideas are presented for the redevelopment of Burke Lakefront Airport. A mixed use development is presented as an alternative if the airport remains, and an urban village is an option if the airport is removed. An expansion of the wind farm in Lake Erie, ideas for development around the medical mart, new ways to utilize the Cleveland sports stadiums, and the creation of the Cleveland Welcome Center are all presented as ways to advance the economic development of the lakefront.

With regards to issues of finance and implementation, the Cleveland Waterfront Partnership ("CWP") will have grown to be a fully functioning, well staffed, nonprofit 501(c)3 corporation by Phase III. The CWP be the main advocate for the lakefront, the fundraising arm of the lakefront parks, and the centralized organization that communicates with all the stakeholders along the lakefront. It will also be the main marketing agent of the lakefront, as well as the organization that prioritizes and implements lakefront plans and projects.

As the comprehensive plan for the Cleveland Lakefront concludes with Phase III, it is clear that the plan's mission "to reconnect the people of Greater Cleveland and the region to the lakefront by developing creative and comprehensive strategies to enhance green space and re-imagine its recreational, ecological,

and economic uses” was closely pursued by all who worked to develop this innovative and imaginative plan. It is hoped that the vision to create “an accessible and vibrant lakefront utilized by all citizens for live, work, and play” will become reality through the guidance and ideas presented in this entire plan.

ACCESS & CONNECTIONS

INTRODUCTION

In Phase III, improvements to the major connectors to the lakefront are continued. St. Clair Ave, Lakeshore Blvd, Clark Ave, Madison Ave, West Blvd and Neff Rd are recommended for improvement to facilitate better access and connection to the lakefront. Also a pedestrian bridge at E. 168th St over I-90 is suggested to better connect those living on the far east side of Cleveland and other neighboring communities to the lakefront.



Figure 5-1: Phase III Connectors

MAJOR CONNECTIONS TO THE LAKEFRONT

St. Clair Avenue

Existing Conditions

St. Clair Avenue is an east/west corridor in the City of Cleveland. The roadway has sixty feet of pavement with two ten foot driving lanes in each direction and one parallel parking lane in each direction. There are sidewalks on both sides of the street but large gaps in the tree coverage on both sides. St. Clair's ADT (average daily traffic) is about 11,000 in downtown Cleveland and 15,000 east of downtown.¹

Recommendations

Pending traffic engineering studies including a level of service analysis, it is recommended that St. Clair Avenue be narrowed to one twelve foot driving lane in each direction with one eleven foot constant center turn lane down the center of the cartway. (Assuming that the traffic studies supported the road diet, 15,000 cars per day is the maximum amount of traffic that can safely handle only one driving lane in each direction.) With the reduction of one driving lane in each direction, St. Clair would be able to accommodate an eight foot parallel parking lane in each direction as well as a four and a half foot bike lane in each direction.

Lakeshore Boulevard

Existing Conditions

With an average ADT of 7,000², Lakeshore Boulevard is mostly a residential street located just south of Lake Erie and serves as a great

¹ 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.

² 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.

east/west connector on the east side of Cleveland. The roadway has fifty-eight feet of pavement with two ten foot driving lanes and one parallel parking lane in each direction. There are sidewalks on both sides of the street and the tree coverage is better than average.

Recommendations

Lakeshore Boulevard can also be narrowed with the support of traffic engineering studies. The roadway is not wide enough to support designated bike lanes on par with the four to five foot industry standards, but with eight foot parallel parking lanes on either side of the road and one eleven foot constant center turn lane, fifteen and a half foot driving lanes in each direction with sharrows could be striped to more than accommodate bicyclists.

Clark Avenue (extends from Lorain Avenue)

Existing Conditions

Clark Avenue extends from Lorain Avenue on the west side of Cleveland and has thirty-five feet of roadway pavement. There is a varying nine to ten foot driving lane in each direction and one eight foot parking lane in each direction. Clark Avenue has an average ADT of 10,800³

Recommendations

Clark Avenue is not wide enough to safely accommodate two driving lanes and two parking lanes. It is recommended that parallel parking be allowed only on one side of the street at a time and should alternate sides along the roadway or simply on only one side of the road. The alternating parking can be established by striping, but this would create a varying

³ 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.

traffic pattern. The residents and business owners along Clark Avenue should determine the best parking configuration to fit their needs.

Madison Avenue

Existing Conditions

Madison Avenue is an east/west road on the west side of Cleveland. It has forty feet of pavement with one driving lane in each direction and one parking lane in each direction. Madison has an average ADT of 10,000⁴.

Recommendations

Madison Avenue needs to be clearly striped to designate its eight foot parking lanes versus its twelve foot driving lanes. Sharrows also need to be painted in the roadway.

West Boulevard

Existing Conditions

West Boulevard is a north/south connector road that connects Lorain Avenue with Madison Avenue in the west side of Cleveland and has an average ADT of 10,000⁵. There is an existing forty feet of pavement with two ten foot lanes of traffic in each direction with the out-most lanes serving as parking lanes during non-peak hours.

Recommendations

It is recommended that sharrows be painting along West Boulevard. The lane configuration can stay how it is, but if parking is an issue and there is a demand in the area, traffic engineering studies will most likely prove

⁴ 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.

⁵ 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.

that only one driving lane is needed in each direction and an unrestricted eight foot parallel parking lane can be striped on either side of the road.

Neff Road

Existing Conditions

This roadway connects with St. Clair Avenue on the south side of the road and directly connects with the lakefront to the north. Neff Road is on the east side of Cleveland has twenty-eight feet of existing pavement with one driving lane in each direction plus parallel parking in some areas, even though there is not enough roadway to safely accommodate parallel parking. Neff Road has a south east bound ADT of 4,900⁶ just south of Lakeshore Boulevard

Recommendations

It is recommended that sharrows be painted along Neff Road because there is not nearly enough space on the pavement to accommodate a bike lane. With there being not enough existing pavement to safely allow parallel parking on either side of Neff Road, it is recommended that that parallel parking be allowed only on one side of the street at a time and should alternate sides along the roadway or simply on only one side of the road. The alternating parking can be established by striping, but this would create a varying traffic pattern. The residents along Neff Road should determine the best parking configuration that fits their needs.

Pedestrian Bridge Crossing at E. 168th Street

Recommendations

As a final recommendation for Phase III, a pedestrian bridge is proposed to cross Interstate 90 at E. 168th Street. I-90 severely disconnects the

⁶ Average Daily Traffic (ADT) information was obtained from the NOACA website at:

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east side of Cleveland with the lakefront and this proposed pedestrian bridge would not only enable Clevelanders to safely cross over I-90, but also promote neighboring residents from the City of Richmond Heights and the City of Euclid to utilize the Cleveland Lakefront as well.

PARKS AND ECOLOGY

INTRODUCTION

Many of the proposals for the lakefront parks in Phase III continue what was accomplished in Phase II. The increased programming and activities will continue in Phase III for all the lakefront parks as the parks become more popular. Ecological improvements are also a focus for the lakefront parks during Phase III, with the proposal to replace groins at Edgewater Park and the recommendation to daylight Doan Brook at Dike 14. The newly constructed Gordon Park Marina will become more integrated with the Nature District of Gordon Park and Dike 14 during Phase III. Lastly, it is recommended that the beaches at Euclid Beach, Villa Angela, and Wildwood be renamed "The Shores of Euclid" to help encourage the pedestrian flow between the three beaches.

EDGEWATER PARK PHASE III

Recreational Programming

Phase III projects at Edgewater Park continue the recreational programming activities from phases I and II.

Environmental Stewardship

The main sources of water contamination at Edgewater Park are stormwater runoff and combined sewer overflow (CSO) discharge. Stormwater management practices initiated in phase II should be continued throughout phase III. Additionally, the combined sewer overflow discharge pipe, located approximate 300 feet west of the main bathing beach, should be removed so that discharge does not flow on to the beach after wet weather events. Although the CSO at Edgewater Beach does not overflow as frequently as others located along Lake Erie, it nevertheless is a threat to public health and should be removed.

Facilities Enhancement: Beach Expansion and Improvement

The western section of Edgewater, Perkins Beach, is currently underutilized due to the physical condition of the site. The site currently has a series of groins that were installed to limit littoral sand movement and control beach erosion. However, these groins are currently in poor condition and are a threat to public safety. Recreational beach use is also limited due to the close spacing of these structures.



Figure 5-2: Perkins Beach looking west



Figure 5-3: Perkins Beach groins

Perkins Beach improvements should preserve the natural state of the beach as much as possible while allowing for increased recreational use. Phase III improvements to Perkins Beach include:

- Demolition of existing groins at Perkins Beach
- Construction of a new groin/jetty at western edge of Perkins Beach to control beach erosion
- Construction of a scenic overlook on or near the new groin / jetty

Access

Perkins Beach is currently accessed by a steep stairway from the western parking area of Upper Edgewater. Beach improvements will likely increase beach use and warrant access improvements. Therefore, the beach stairway access point should be reconfigured to accommodate beachgoers and to improve beach access safety.

WHISKEY ISLAND & WENDY PARK – PHASE III

While development is difficult to assess this many years into the future, there is not expected to be many additions for Wendy Park in phase III. Most major projects must be fitted into phase II due to their poor conditions and inability to sustain into phase III. Any projects that were not able to be completed in earlier phases should be considered and reassessed for phase III.



Figure 5-4: View of Lake Erie from Wendy Park

DIKE 14 & GORDON PARK

Recreational Programming

- Continue to develop monthly, seasonal, national holiday, and youth/school oriented programs at Dike 14.
- Develop joint programming and events with Gordon Park.
- Create programming and events to incorporate camping facility at Gordon Park.

Environmental Stewardship

Unbeknownst to many is that beneath the land of Dike 14 flows a body of water. Doan Brook is a direct tributary to Lake Erie, flowing approximately eight miles from Shaker Heights until it empties into the lake. The most visible portion of this stream runs beside Martin Luther King, Jr. Boulevard through Rockefeller Park; the water here is channelized and therefore its function as a natural body is nonexistent. Before the channeled brook empties into the lake, it disappears into its underground culvert beneath the CSX railroad tracks and the Interstate, where it remains until it flows below Dike 14 Nature Preserve and pours into the lake from a pipe located at the northern end of the Preserve.

A long term project for Dike 14 to take on, when funding is available and timing is practical, would be to daylight⁷ Doan Brook on the park's property, if not in its entirety, at least a portion. Currently, one walking along the perimeter trail on the preserve encounters a large grate covered cement culvert at some point; this culvert encloses Doan Brook, which can be seen approximately twenty feet below through the metal grates.

Digging this out would be a costly endeavor, one in which cost-benefit analyses might be required to test the feasibility of going through with the project. This analysis includes environmental components; for example,

⁷ A more in depth discussion on the topic of daylighting can be found in the Appendix

with the upstream portion still being channelized, even removing the culverts within Dike 14 does not equate to provision of aquatic habitat. In other words, there would still be no fish swimming downstream to now call Dike 14 their home, this would not be a benefit.

That being said, it would be quite aesthetically pleasing to have the brook restored to its original state on the nature preserve. The brook would pass through the more natural areas of the preserve, just east of the boardwalk. Being as far underground as it is means that if daylighted, there will also be a ravine within the Dike 14 Nature Preserve property. This would provide an additional natural feature for enjoyment and education, as well as wildlife habitat.

The benefits to daylighting Doan Brook are as follows:

- Provide an additional education opportunity within the urban environment
 - Connect people to nature
- Aesthetically pleasing
- Wildlife habitat
 - Stop off point during migration
- Restores floodplain
 - Pollution Infiltration
 - Slower water velocity

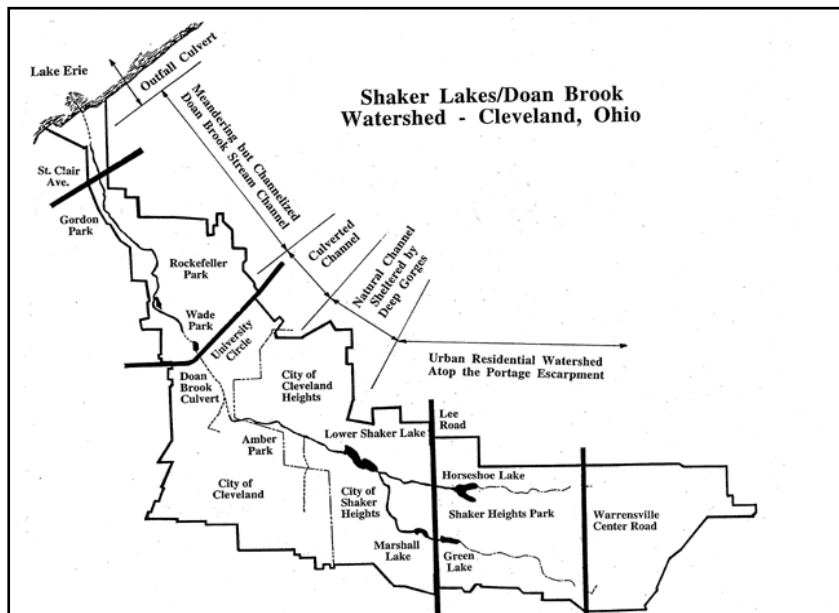


Figure 5-5: Doan Brook Watershed
Source: ecivwww.cwru.edu

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 - Pollution Infiltration
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Facilities Enhancement

With Phases I and II complete at this point, it would be beneficial to determine both parks new status and add provisions as needed, based off the park's annual usage. For example, these could include, but are certainly not limited to: additional bike racks, garbage cans, benches, eye-viewers, picnic benches, as well as a possible future parking expansion.

The Port Authority should have the Gordon Park Marina completed at this phase, however if not, the elements discussed in phases I and II should still considered and incorporated in phase III.

In phase III, more amenities should be included at the Gordon Park campground such as showers, concessions/small general store, scuba diving located at the northern end near the marina and nature center, and a free-standing rock wall at the southern end, located within the campground.



Figure 5-6: Free-Standing Rock Climbing Wall

GORDON PARK MARINA

At the conclusion of Phase II, the new Marina located at the northwest portion of Gordon Park will finish construction. Entering into Phase III, the goal will be to incorporate the Marina into the existing Nature Entertainment District comprised of Gordon Park and Dike 14.

The focal point of the District will be the newly constructed nature center that will serve as a visitor and education station for residents and tourists alike. This will be an opportunity to promote the programming and amenities of the area coupled with educational opportunities to learn about the environment.

The capital improvements of this phase will seek to maximize the potential of the area. New boat slips and piers will be incorporated to provide access to the Lake along the northern portion of Gordon Park. In addition, docks will be constructed in order to allow for ferries to shuttle people to and from the North Coast Harbor. The boardwalk and observation decks that first began construction in Phase II along Dike 14 will be expanded.

Programming will be a significant portion of this phase. It will be necessary to incorporate the Marina into the Nature District to mass promote the region. Simultaneously, the camp grounds and accompanying amenities will be expanded.



Figure 5-7: Constitution Marina on Boston Harbor



Figure 5-8: Boston MA

These goals will also work toward further developing the concept of a linking the entire coast of the Lakefront. The ferries first introduced as a tourist attraction in Phase II will be increased in number. They will become a staple of transportation along Lake Erie. In addition, the pedestrian streetscapes will reach completion and form a cyclical pathway of connection from one end of the Lakefront to the other.

EUCLID BEACH, VILLA ANGELA AND WILDWOOD

Recreational Programming

The programming and activities that were proposed in Phase 1 and 2 will be carried over into Phase III. They are:

- Carousel Carnival Yearly Festival
- Passport Around the City destinations
- Volleyball and Cornhole Tournaments
- Steelhead Tournaments at Wildwood
- Extended Fishing and SCUBA charters from Wildwood

Environmental Stewardship

As noted in Phase II the water quality at Villa Angela park is very concerning. This particular beach was closed over fifty (50) times a summer in recent years due to the high bacteria count from Canada geese droppings as well as the combined sewer overflow. The geese droppings run downhill and are accelerated by the spring rains. Villa Angela and Euclid Creek are highly affected by geese dropping. To remedy this:

- Daylight Euclid Creek to improve the riparian environment
- Close Villa Angela beach when rainfall and runoff activate the CSO to contaminate the beach

Facilities Enhancements

Currently, all three beaches are connected via sand beaches or fitness/walking trails. Villa Angela and Euclid Beach are connected by a sand beach. It is merely a matter of walking the shore line of Lake Erie to get from Euclid Beach State Park to Villa Angela Beach. To get from Villa Angela Beach to Wildwood Park one must walk the paved walking trail from Villa Angela, out to the road and over the bridge to Wildwood Park. Since these three parks are currently connected and oriented for the pedestrian, it is my recommendation to rename all three beaches to "The Shores of Euclid".

NEIGHBORHOOD REVITALIZATION

INTRODUCTION

Neighborhood revitalization in Phase III continues much of what was proposed in Phase II and Phase I. The neighborhood greening initiative looks at creating green connectors between existing green space, with a focus on main streets and developing connections to the lakefront. Neighboring areas around Rockefeller Park are used as an example. The targeted Brownfield remediation strategy carries on into Phase III, with the neighborhoods in the Port Authority's proposed International Trade District being the central focus. It is also recommended that the development of more urban gardens and agriculture be pursued in Phase III. Lastly, Co-op housing is explored and suggested as an alternative to traditional housing and as a way to improve neighborhood living.

NEIGHBORHOOD GREENING AND CONNECTIONS

In Phases I and II the Lakefront Revitalization Plan focused on making green space available to residents in areas that fell either outside of ½ mile buffer within the ½ mile buffer from current green space. In Phase III we turn our strategies toward creating connectors to and from current green space with an emphasis along our main street connectors and creating “green” connectors leading toward the lakefront.

In Phase I and II criteria for parcel selection prioritized parcels that were primarily land banked. In Phase III, foreclosed, vacant and predicted foreclosures were also considered. Because this is an exercise for strategic planning and implementation we have decided to focus on one specific area, which is the area around Rockefeller Park. This is because in Phase III we have no real way of knowing what will happen to these properties.

Phase III, Summary of Objectives for “Greening”

- Identifying land banked, vacant and foreclosed, and predicted foreclosure parcels for green space, so that all residents within the defined wards are within a 5 minute walk or 1/4 mile of green space in order to create connectors to the Lakefront
- Creating green connectorways so that residents have access to greenspace within their neighborhood and can make their way easily to park space through these connectorways
- Designing connectorways which are accessible to all modes of transportation

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

- Land Bank Parcels
- Vacant Parcels
- Foreclosed Properties
- Predicted Foreclosures

Mapping of Green space Connections

- Parcel Identification
- GIS Mapping

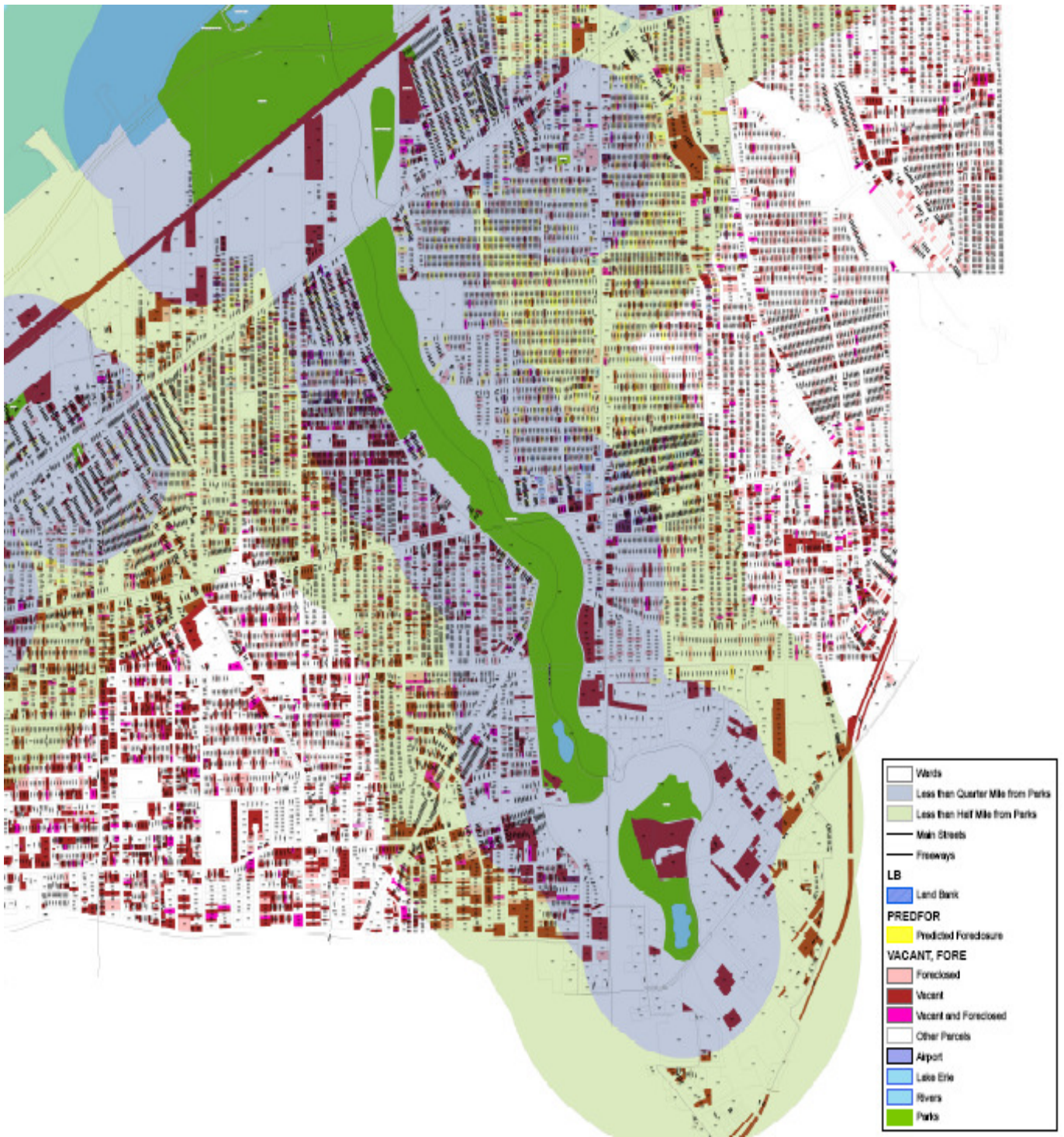


Figure 5-9: Map Showing Current Green Space with 1/2 mile and 1/4 mile Buffers
 Map created by: Tom Jordan

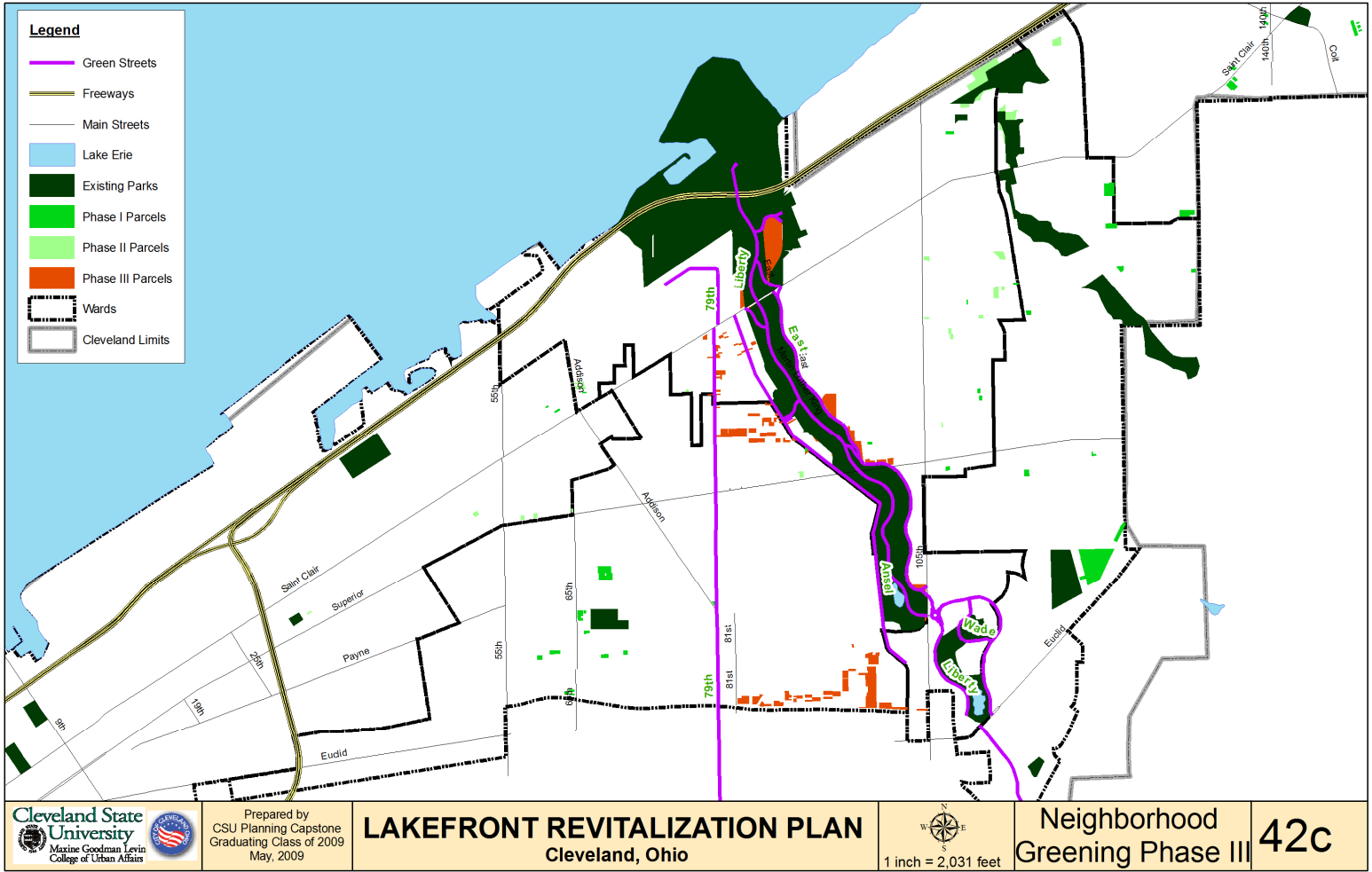


Figure 5-10: Map Showing Proposed Neighborhood Green Connections
 Map created by: Tom Jordan

Connectorways

These connectorways are built off of previously established parkland and links the communities through greenways. This vision builds off prior park and environmental planning efforts and identifies new opportunities for reusing vacant and underutilized land for open space protection and creation of connections throughout communities.

This plan also highlights green streets which will become greenspace corridors. These streets shall have wider rights of ways for increased pedestrian and bike traffic, connect to more green connectorways, and can help link communities to park space. A key objective of connectorways is to reconcile the conflicting modes of transportation between spaces. Well designed streets and public spaces encourage walking, biking and movement, which can make the movement between these green spaces easier and safer. This can happen with through a few main points:

- Enforcing reduced speed limits
- Creating sidewalks, bikeways and trails
- Tree planting and landscaping schemes
- Directional signage throughout the city

In addition to the above goals and objectives, it is recommended that major streetways connecting to parks and recreation areas be made more sustainable and accessible, and create more green public space within communities and neighborhoods. These recommendations all contribute to promoting social inclusion and neighborliness, community cohesion, and community partnerships.

Design Recommendations Inspired by:

- Re-Imagining a More Sustainable Cleveland
- Pattern Book
- Cities Growing Smaller

Parcel #'s:

00508123 00508122 00508124 00510170 00510169 00140467 00510166

Total square footage: 84,165

Acres: 1.93

On the following two pages we see land that is currently green space but does not effectively act as a connector to the lakefront. It in fact has a pedestrian bridge that crosses over I-90 but currently has no way-finding to help direct pedestrians or visitors to the Lakefront. It also lacks consistent design and does not provide enough tree canopies to create the sense of park land.

For this particular property we are recommending new brick pathways be built which would cross through the property from the existing recreation area to the pedestrian bridge. This walk way could possibly be created in a sustainable manner using bricks from de-constructed or demolished houses and buildings as a way of reducing cost of materials and the amount of debris that goes into landfills. Additionally native trees should be strategically planted along the walk way and throughout the park to give shade to visitors and give a sense of direction along the pathway.

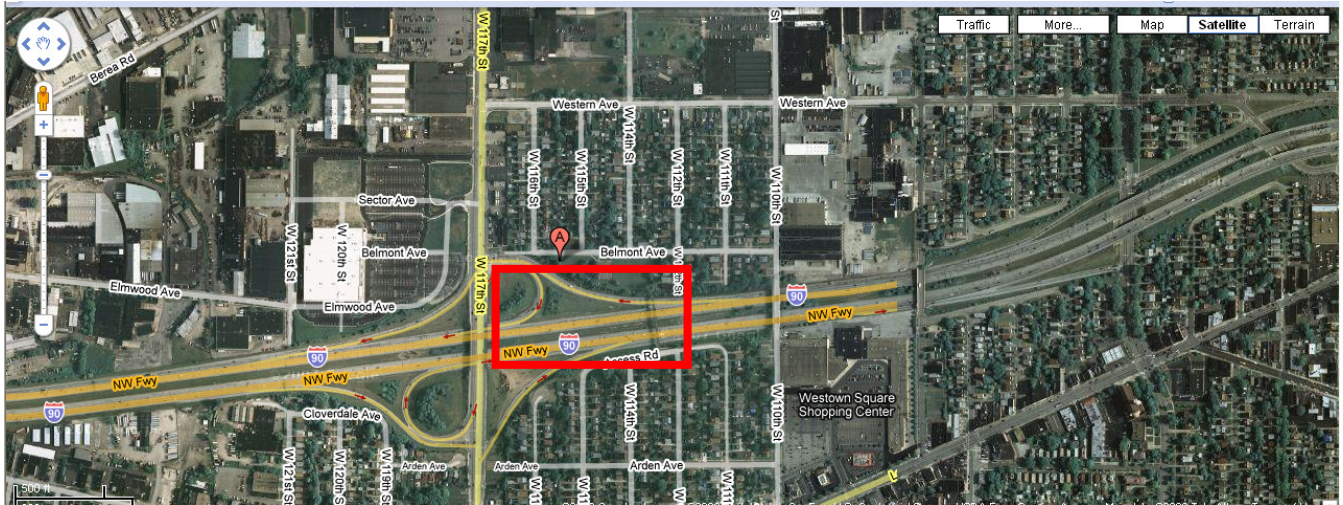


Figure 5-11
Source: Google Maps



Figure 5-12
Source: Google Maps



Figure 5-13
Source: Google Maps



Figure 5-14
Source: Google Maps

Design Recommendations:

- ❖ Create sustainable brick pathway to provide way finding to I-90 pedestrian bridge
- ❖ Plant 17 trees along pathway to provide shade and additional visual direction for pedestrians
- ❖ Plant trees along recreation area to provide shade to people playing sports or spectators
- ❖ Plant street trees in the City Tree Lawn to provide additional greening and aesthetic appeal
- ❖ 5 Benches made from wood of de-constructed houses and buildings

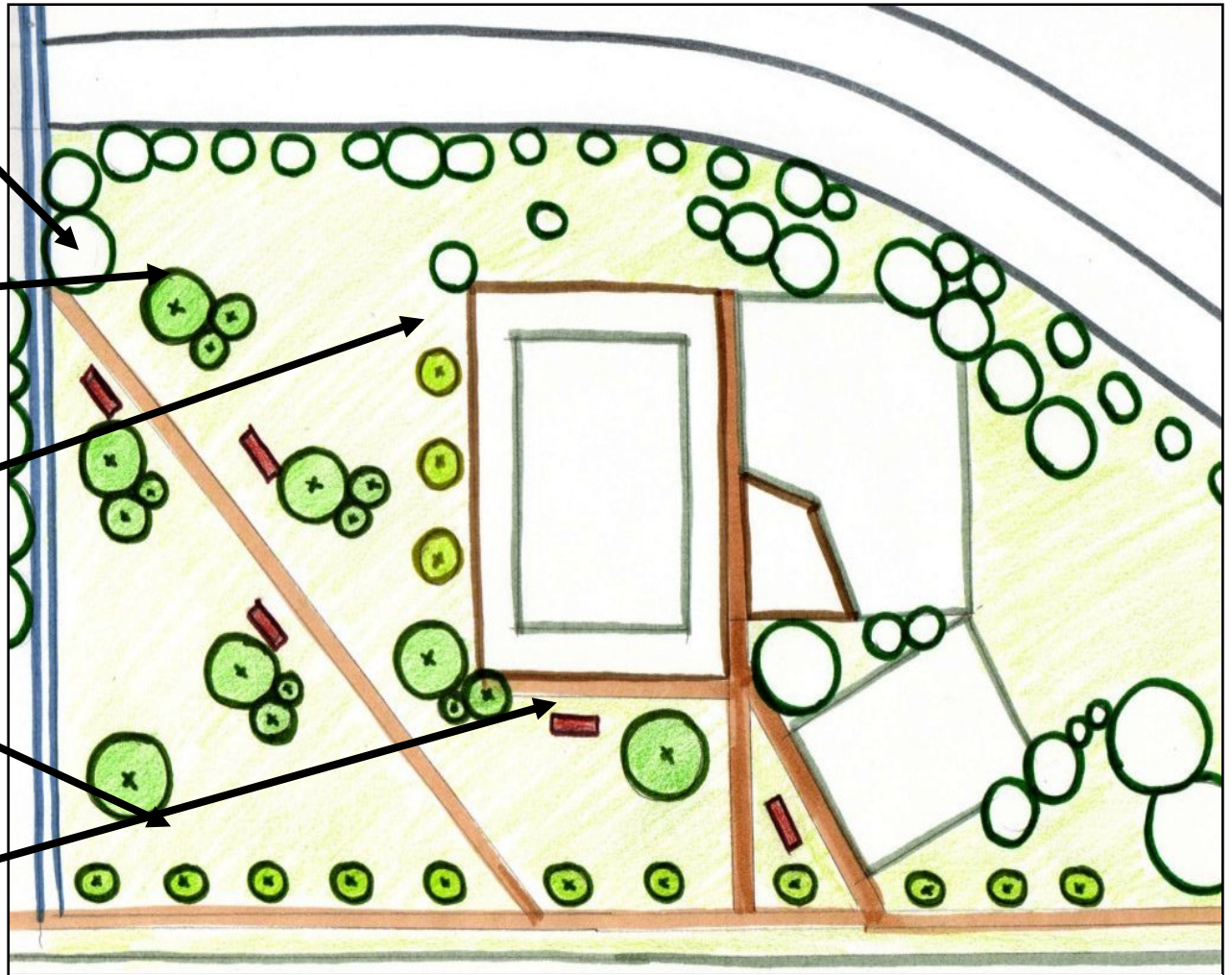


Figure 5-15
Design by: Millie Davis

TARGETED REMEDIATION

Phase III of the targeted Brownfield remediation strategy centers around cleanup of contaminated land for business development to complement the new Port location and the proposed International Trade District. The focus of the strategy is to assemble and remediate land that displays desirable attributes coveted by private firms in the site selection process. The Phase III cost estimates and associated assumptions are the same as those set forth in the Phase II remediation initiative centered on new park and connector development. The Brownfield redevelopment in Phase III directly addresses the second and third objectives proposed in Phase I.

Cleaning up these parcels is a way for the city to be ready when private investment present may itself. Cleveland can capitalize on and capture the value of the land that is in close proximity to the port once its new location is established at the East 55th Street site. The selected sites are all within the proposed International Trade District. This district is bounded by Martin Luther King Drive to the east, St. Clair Avenue to the south, East 18th Street to the west and the shore way to the north. All the sites chosen have environmental issues, strong locational attributes, are large pieces of land or are part of an easily assembled site. Once remediation occurs on these sites they can be used to leverage private business investment within the city creating jobs, increased productivity and taxability. All of this can occur within a part of the city that currently has some industrial and business activities but is generally underutilized. The table on the following page presents the parcels chosen and the costs involved:

Table 5-1 Phase III Brownfield Cleanup Costs								
Parcel Number	Address	Acreage	Acquisition Cost	Clean-up Cost (\$59,822 per acre)	Consultant Cost (\$1000 + \$1000 per acre)	Acquisition and Clean Up Cost	Public Subsidy (15% of Project Cost)	Total Cost
10513010	Machinery Ave.	0.656	\$250,000	\$39,270	\$1,656	\$290,927	\$43,639	\$247,288
10513011	896 East 70th St.	0.959	\$200,000	\$57,393	\$1,959	\$259,352	\$38,903	\$220,449
10511018	East 67th St.	1.830	\$80,800	\$109,475	\$2,830	\$193,105	\$28,966	\$164,139
10402002	5200 Marginal Rd.	14.650	\$0	\$876,392	\$15,650	\$892,042	\$133,806	\$758,236
10509001	901 East 63rd St.	5.177	\$278,000	\$309,685	\$6,177	\$593,861	\$89,079	\$504,782
10502001	6800 Marginal Rd.	13.887	\$3,355,898	\$830,775	\$14,887	\$4,201,560	\$630,234	\$3,571,326
10516085	936 East 82nd St.	0.237	\$20,700	\$14,189	\$1,237	\$36,126	\$5,419	\$30,707
10516086	928 East 82nd St.	0.208	\$18,100	\$12,429	\$1,208	\$31,736	\$4,760	\$26,976
10516087	880 East 82nd St.	1.175	\$64,600	\$70,307	\$2,175	\$137,083	\$20,562	\$116,520
10214013	1282 East 40th St.	0.985	\$70,000	\$58,921	\$1,985	\$130,906	\$19,636	\$111,270
10520002	East 79th St.	0.224	\$9,000	\$13,390	\$1,224	\$23,614	\$3,542	\$20,072
10520003	871 East 79th St.	0.119	\$6,200	\$7,141	\$1,119	\$14,461	\$2,169	\$12,292
10520004	875 East 79th St.	0.092	\$6,000	\$5,493	\$1,092	\$12,585	\$1,888	\$10,697
10520005	East 79th St.	0.092	\$3,700	\$5,493	\$1,092	\$10,285	\$1,543	\$8,742
10520006	881 East 79th St.	0.092	\$3,700	\$5,493	\$1,092	\$10,285	\$1,543	\$8,742
10520007	7901 St. Clair St.	0.119	\$75,000	\$7,115	\$1,119	\$83,234	\$12,485	\$70,749
10520008	St. Clair St.	0.196	\$7,800	\$11,719	\$1,196	\$20,714	\$3,107	\$17,607
10520009	St. Clair St.	0.231	\$9,200	\$13,839	\$1,231	\$24,270	\$3,641	\$20,630
10520010	St. Clair St.	0.285	\$11,400	\$17,076	\$1,285	\$29,761	\$4,464	\$25,297
10520011	St. Clair St.	0.333	\$13,300	\$19,913	\$1,333	\$34,546	\$5,182	\$29,364
10520024	East 82nd St.	0.155	\$6,200	\$9,270	\$1,155	\$16,625	\$2,494	\$14,131
10520025	East 82nd St.	0.152	\$6,100	\$9,116	\$1,152	\$16,369	\$2,455	\$13,913
10520026	East 82nd St.	0.133	\$5,300	\$7,965	\$1,133	\$14,398	\$2,160	\$12,239
10520027	810 East 82nd St.	0.078	\$50,000	\$4,689	\$1,078	\$55,767	\$8,365	\$47,402
10520028	East 82nd St.	0.094	\$3,800	\$5,611	\$1,094	\$10,505	\$1,576	\$8,929
10520029	East 79th St.	0.958	\$38,300	\$57,285	\$1,958	\$97,543	\$14,631	\$82,912
Totals:		43.119	\$4,593,098	\$2,503,894	\$63,856	\$7,063,448	\$1,059,517	\$6,003,931

Phase III of the remediation strategy as summarized in the above table targets 26 parcels totaling 43.119 acres of land for clean up and reuse for park space. These all fall within the proposed Trade District. The total cost of the remediation efforts is estimated at \$4,474,719. Assumptions associated with this cost structure are set forth in Phase I.

URBAN GARDENING AND AGRICULTURE

After reviewing parcel maps of the city of Cleveland and Cuyahoga County, it is proposed that up to 185 acres of city land be devoted to urban agriculture. Gardens throughout the city will range in size from as small as a small residential parcel, to larger farms consisting of multiple acres of land.

All gardens should be constructed of reclaimed and/or sustainable sources, such as materials left behind by building demolition, etc. Part of the new urban agriculture vision is to create sustainable gardens that have the ability to produce goods year round. A minimum of 200,000 square feet should be dedicated and developed into large scale indoor gardens. Ideal locations would be old warehouses that have been deemed unsuitable for commercial and residential redevelopment. The new warehouse gardens would be equipped with solar power, wind power, as well as indoor hydroponic lighting systems able to sustainably and cheaply create fruits, vegetables, plants, and flowers for the residents of Cleveland to enjoy.

Another goal of the Urban Agriculture movement in Phase III is to have the city dedicate resources to growing fruits, vegetables, plants, and flowers that are typically native to areas outside of North America. If Cleveland wants to attract new residents and grow its population, the city must dedicate resources to bring the culture of other areas to this local area. Allowing new residents to enjoy the foods of their homelands would help residents feel comfortable in the Cleveland community.

CO-OPERATIVE (CO-OPS) HOUSING

Devastating circumstances like foreclosure and delinquency rates at record highs, existing renters and homeowners are displaced through large scale gentrification in neighborhoods, warrant exploring other housing options and policies Co-operative Housing or co-ops' own the entire building and shares are sold to potential buyers. According to the National Association of Housing Co-operatives, 1.2 million American families live in co-ops ranging from low-income to luxury town homes that enter communities.⁸



Figure 5-16: Co-op Housing Unit

Buying a way of life and a sense of security is what makes co-ops attractive. There are two main categories of co-ops. Full Market Rate is similar to condos where the shares can be sold for whatever the market will bear. Limited Equity co-ops (LEC's) restrict the resale price of shares to maintain affordable housing and enhance affordability.

Co-operatives serve their members most effectively and work together through local, national, regional and international structures.⁹ Each resident has membership in the co-operative association. Members have the occupancy rights to a specific unit outlined in their lease agreement. Most cooperatives are incorporated where the number of votes an owner has is tied to the number of shares owned by the person. Majority vote of the board is necessary to make business decisions. In smaller co-ops, all members sit on the board.

Key findings based on a study in Chicago, 3,000 low-income minority residents in over 700 building completed by the city of New York, tenants viewed the most successful

⁸ www.coophousing.org

⁹ Affordable Housing Cooperatives, www.uic.edu

building (socially and physically) were resident owned cooperatives. New York has 160,000 units and 85% of all multifamily units are owned as co-operatives.¹⁰ Chicago has 17,000 co-op units. Chicago studies show the target income is between \$20,000-\$50,000, single women between the ages of 45-65, because they feel a sense of security and sense of the community (20,000 in this category).

College grads between the ages of 22-34 entering the job market of modest incomes (260,000- in this category)

Moderate income with 2 heads of households \$20,000-\$50,000 with children under 18 (450,000 in this category).

Student co-operatives offer inexpensive housing near many college campuses. The main objective is to provide low rent and co-op housing for students, staff and faculty. Generally, student co-ops also provide experiences in self governance and social co-operation. Examples of student owned and operated housing co-operatives are: Oberlin Student Co-op Association at Oberlin College, University of Minnesota Student Co-operative in Minneapolis and Brown Association for Co-operative housing in Providence, Rhode Island.

Advantages to co-operative housing:

- Lower purchase price
- Eligible for tax write offs
- Lower taxes than condo's
- Lower mortgage payments
- Sense of security and stability
- Strong inter-resident networks
- Strong support to residents
- Positive living arrangement for seniors
- Lower crime rates and highest quality housing
- Strong desire to stay in neighborhood

¹⁰ Affordable Housing Cooperative, www.uic.edu

Disadvantages of co-operative housing:

- Strict rules
- Larger down payment required
- Rates are generally 25% higher and fees are charged to the owners by the co-op board
- Can't be subleased
- Lack of financing, information and knowledge

The cooperative housing market is untapped and offers significant opportunities for neighborhoods. Shareholders set standards for all aspects which reduce potential externalities such as loudness, criminal acts and abuse of the facilities and excessive utility usage. Co-ops help shape and create a stronger bond amongst the residents and provide support to residents. Co-operative housing is also a strategy that can help mitigate the current housing shortage.

DOWNTOWN LAKEFRONT

INTRODUCTION

In Phase III, the new entertainment district will be thriving and as a result many of the projects in Phase II can be expanded to meet this growing demand. A proposed reconfiguration of greenspace at Northcoast Harbor will help increase the use of this area for programming events. The boardwalk on the old port site will be finished at the start of Phase III and a connection to Northcoast Harbor is recommended to create more synergy between the two areas. The growing popularity of the downtown lakefront will facilitate the expansion of the Aquarium, as well as the construction of mixed-use Casinos on the coast, which would replace the less lucrative boat casinos of Phase II. As more people flock to the downtown lakefront, more activities will be needed. One suggestion is that ferry and tour boat rides be offered to the islands of Lake Erie. Another proposal is that the 100th anniversary of 1937 Great Lakes Exhibition be celebrated and the new projects of Phase II and Phase III at the downtown lakefront would be the focal point of the celebration.

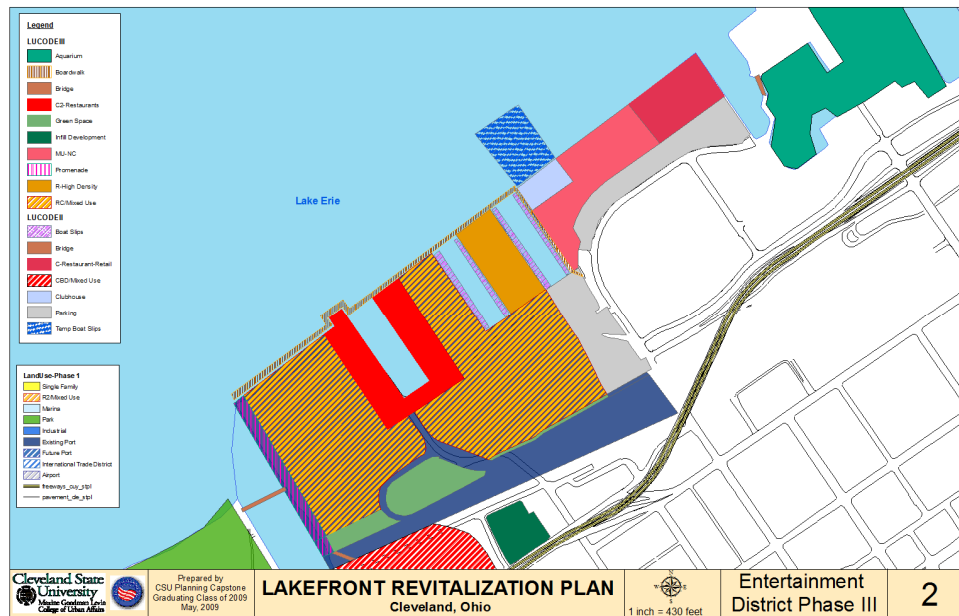


Figure 5-17: Land Use Map for Entertainment District

NORTH COAST HARBOR AND VOINOVICH PARK

In the previous phases of this proposed project, it was recommended to expand and improve the harbor area to make it more accessible to more people. With this recommendation comes the idea of reconfiguring the greenspace area of the Park. The space will be more welcoming to people who wish to enjoy the waterfront and the proposed festivals and events in the area. Also, the harbor and park space should be a place where one can visit the Lake, but also the nearby museum campus and the proposed Entertainment District. With that being said, it is recommended to create a combined museum greenspace within the confines of the Harbor and Park where the museums can both utilize the space for events, shows, and special exhibits. In addition to these improvements, it is also recommended to move the Goodtime 3 docking area to the opposite side of the harbor, near the proposed mini golf site and aquarium, so that all of these entities can contribute to each other. This move will also release space to the Park for more activities and greenspace.

With the expansion and improvements of the area, there should be improved water quality and improved harbor habitats in this area. This can be done by the Green Bulkheads that were proposed in Phase II, but by also implementing some other ecological friendly tactics. Native marshlands can be used to filter water, create new habitats for native species of fish, give animals a place to hide and live, and it will provide a unique view of the Lake.

CLEVELAND'S BOARDWALK

Objective: To complete construction of a Boardwalk on Cleveland's Lakefront.

Objective: To continue Phase II objectives of marketing the boardwalk as a profitable opportunity for local small businesses and creating events which attract regional residents to the boardwalk & lakefront.

Objective: To connect the lakefront section of the boardwalk to North Coast Harbor and Voinovich Park via a pedestrian/bicycle pathway.

In Phase III, the boardwalk along the lakefront on the current port land will be finished. This will continue the boardwalk built along the riverfront in Phase II. Using previously cited estimates of cost per linear foot for the Flats East boardwalk, this section, at 990 feet, would cost approximately \$724,000 to complete. Phase II, at 1,236 feet would cost approximately \$904,000, putting the total cost of the boardwalk at approximately \$1.63 million.

As in Phase II, this section of the boardwalk should look to attract small business vendors onto the lakefront. There should also be continued work on event and activity programming which makes the boardwalk a vibrant, fun, and active attraction for city and regional residents. Finally, the future developer of the current Port land should be partnered with to create an urban feel along the boardwalk, with shops and restaurants which add to the boardwalk experience and create economic development opportunities.

Finally, this boardwalk should be connected to the North Coast Harbor and Voinovich Park. A boardwalk from the riverfront to North Coast Harbor is not feasible because it would be too large. With the completion of the proposed boardwalk, and the East Flats boardwalk, there would be over 3,400 feet of continuous boardwalk. This is at the upper limit of the distance most people would be willing to travel from one end to the other. The boardwalk should be connected in order to attract residents both to and from the boardwalk to experience North Coast Harbor. The most logical way to do this

would be working with the developers in the entertainment district to create a pedestrian and bicycle pathway from the boardwalk, through the entertainment district, to North Coast Harbor. This could help to make the entertainment district a more walkable neighborhood for residents moving into mix-used developments, and attract more residents to experience the lakefront.

THE NEW CLEVELAND AQUARIUM

In Phase II, a 100,000 square foot Aquarium was proposed. Projections indicate that the cost of development for this facility would be \$40 to \$42.5 million. This estimate was derived from recent Aquarium construction figures within Pittsburg and Atlanta, and puts the cost per square foot at \$400 to \$425. The specific size of the facility has been chosen for its ability to be self-sustaining. Initial funding would be acquired through the private philanthropy of individuals and local firms. The operating costs would be attained from gate receipts, memberships, concessions and most importantly private special events. These events could range from corporate functions to family



Figure 5-18: Georgia Aquarium Tunnel



Figure 5-19: Georgia Aquarium Facility in Atlanta

functions. The initial projected attendance for the facility is estimated at 450,000 to 650,000.¹¹

The chosen site for the Aquarium is the North Coast Harbor. This site provides a multitude of assets that would aid in promoting the facility. It is located near existing tourist attractions such as the Rock and Roll Hall of Fame, Science Center and Voinovich Park. In addition, it is an integral part of the proposed Entertainment District within this report. The compilation of these uses in one geographical area indicates that attendance could reach between 700,000 and 1 million people within five to ten years.

¹¹ Numbers acquired through a proposal paper titled “The Cleveland Aquarium Concept”

Under this assumption, the next phase of this report proposes a 50,000 square foot expansion of the Aquarium. Historically, facilities such as this do construct expansions every 10 to 15 years. In fact, the old Cleveland Aquarium had 3 such expansions during its 30 years in existence. In order to achieve this, additional funding will need to be attained. Though adjustments would have to be made for inflation, in 2009 dollars the estimate for the development would be \$20 to \$21.25 million. The same formula used in the initial construction of the Aquarium has been implemented.

This expansion would bring several important amenities to the North Coast Harbor. Additional boat slips would be inserted to expand the anticipated growth of activities and entertainment along Lake Erie. The project would also seek to institute more boardwalks and piers for Cleveland residents and tourists to enjoy the Lake. In addition, increased tourism would lead to more park related programming. Perhaps most important is the ability for the Aquarium to expand its research and educational facilities. The old Cleveland Aquarium was once nationally recognized for such discoveries as an improved type of exhibit tank and a sea water substitute base formula.¹² This facility would provide an opportunity for Cleveland to once again be on the forefront of aquatic discovery.

The facility would also lend itself to being the home of green energy alternatives. Around the facility, sources for alternative energy would be constructed. There will be wind turbines and solar panels that would generate enough power to run the entire 150,000 square foot facility. The Aquarium would be a model for greening. In addition, its educational facilities for the public could expand to teach residents and visitors about the benefits and necessity of alternative energy.

There would also be employment and internship opportunities created. A facility of this size would require several hundred jobs to function. These positions would include the veterinarians charged with caring for the aquatic life to the people who work at the

¹² Information pertaining to the old Aquarium acquired through "The Cleveland Aquarium Beginning to End"

gate and concession stands. In addition, local colleges would be able to send their students to this facility for practical hands on training.



Figure 5-20: PPG Aquarium in Pittsburgh, PA

LAKEFRONT CONNECTIONS

Upon completion, the Entertainment District and the Nature District will be connected by both land and sea. They will work in conjunction with one another to promote the Lakefront as a whole. The day time centerpiece of the Entertainment District will be the Aquarium which will be a tourist destination for families. In the evening, adult visitors will be able to take part in a variety of entertaining endeavors from the Warehouse District to the East Bank of the Flats as well as Casino Boating.

The Nature District will be an expansion of the family friendly entertainment provided where visitors can camp overnight or picnic at day. Educational opportunities will be present and entertainment opportunities will be provided in the form of boating and water events.

CASINO GAMBLING

As noted earlier in the text, a Phase II project recommendation included two riverboat gaming casinos located on the Cleveland waterfront. Specifically, one boat that would stay dockside at all times while the other cruised the waterfront on regular scheduled trips. However, a long-term recommendation includes recommending expanding casino operations to include two casinos that would be built at the same locations identified for the riverboat casino gambling. The stand-alone casinos would enhance the boating operations and might eventually replace them depending on revenue generated from each casino operation.

The proposed casinos would include a mixed-use operation of gaming, hotel restaurants, nightclubs, spa operation and shopping. The projected gaming space for each casino would be between 160,000 and 175,000 square feet. In addition there would be a high-rise mix of hotel rooms and penthouse suites that would take advantage of the Cleveland lakefront view. Each casino hotel would include a variety of retail operations as well as nightclubs and restaurants. Other amenities could include a spa and a movie theatre.

The recommendation of expanding casino operations was based partially on the results of public outreach. It should be noted that one of the most important parts of any planning process is public participation and outreach to gather the vision of the public and identified stakeholders relative to identified study area. Public outreach ensures the plan identifies projects and land uses supported by those who have a stake in the plan area. Therefore, a number of surveys were conducted as part of the Lakefront Revitalization Plan public outreach and visioning process. One of the things identified from the Cleveland Leaders Survey was building a casino and shopping to serve as a destination that would attract people to the lakefront. In addition, a casino was also identified as one of the ways park maintenance could be funded in the future.

Further consideration for the recommendation was the strong revenue that could be realized by a successful casino operation. Annual reports of the Indiana, Illinois and

Iowa Gaming Commission reveal the following gross gambling proceeds from riverboat gambling in those three states:

Table 5-2

Location Of Riverboat Gambling	Gross Riverboat Gambling Proceeds
Illinois	\$2.577 Billion
Indiana	\$1.924 Billion
Iowa	\$952.61 Million

Some of the most recent examples of stand-alone gambling operations are located in Detroit. The Greektown, MGM Grand casino, as seen below, and Motor City Casinos were opened between 1999 and 2007. The total adjusted gross receipts in 2008 for the three casinos was \$1,359,537,706 with \$122,711,384. 81 being paid for the total state wagering tax.



Figure 5-21: MGM Grand Casino

Ohio could experience some of the same economic benefits as the current gambling proposal calls for casino operators to pay the state \$200 million in licensing fees. Each casino would also have to pay a 33 percent tax on receipts to be distributed to each county and local school district through a revenue sharing plan. Forecasted revenue is

expected to be \$600 million a year supplemented by the expectation from job creation of thousands of temporary and permanent jobs to stimulate the economies where the gaming is located. Moreover, the economic multiplier effect would be responsible for increased spin-off revenue for education, economic development activities and local governments.

FERRY AND TOUR BOAT ATTRACTION

Ferry transport is a form of public transportation popular in many metropolitan areas with large bodies of water. The Cleveland Lakefront easily meets these criteria and would be an ideal hub for ferry transport to and from sites on and around the Lake Erie coastline.

Ferry transportation is a preferred mode of transportation for many based on several factors including point to point direct transport, and the fact that capital costs are lower due to moving on water instead of roads and bridges. Also, there is an opportunity for passengers to enjoy natural surroundings. These benefits should be capitalized on to create a lakefront attraction and an economic development opportunity. The ferry transportation concept should be built around Lake Erie's natural resources. Particularly the multiple island land masses on the lake. Lake Erie, the fourth largest of the Great Lakes, has about 28 islands with about 14 core islands in the State of Ohio's Territory¹³. Table 1 gives an overview of the core islands. The islands themselves provide residence to many and are in and of themselves magnets for tourism. Some of the better known islands are Kelley's Island and South Bass Island, which is home to Put-in-Bay.

¹³ http://en.wikipedia.org/wiki/Lake_Erie_Islands

Table 5-3: The 14 Core Ohio Islands¹⁴

Island	Inhabited?	Comments
Ballast	Yes	Small island with 9 homes and no scheduled ferry service. Former summer HQ of the Canoe and Kayak Association
Buckeye	No longer	Small; Known to have had one home in the past
Catawba	Yes	Originally a real island, now permanently connected to the mainland
Gibraltar	Yes	Small; Provides protection for Put-in-Bay harbor on South Bass
Green	No Longer	Small Previously inhabited by a lighthouse keeper
Kelley's	Yes	Large and well developed; The only Group 1 island in Erie County
Lost Ballast	No	Not more than a reef with a few trees
Middle Bass	Yes	Large and well developed, but only half the size of South Bass
Mouse	No Longer	Small; Known to have had one home in the past
North Bass	Yes	Large & not well developed; owned 80% by the State of Ohio
Rattlesnake	Yes	An exclusive private club with about 15 home sites
South Bass	Yes	Large & well developed. Where Put-in-Bay is located
Starve	No	A small, bare and dangerous reef off South Bass Island
Sugar	Yes	Small with a handful of homes; Now separate; connected to Middle Bass on some early maps

¹⁴ <http://www.middlebass2.org/IslandsInLakeErie.PDF>

Tourism

According to figures over 2 million people visit Put-In-Bay and the surrounding Bass Islands.¹⁵ This buzz can be combined with Cleveland's tourist attractions like the Rock Hall, and the major league sports venues to create synergy and a major destination.

Design and planning goals will be to capitalize on land attractions. The ferry docks will provide vast information and signage for area attractions. There will be ease of transfer from the ferry to land transportation. This can be accomplished by offering travel packs that include various transportation options for one discounted price. The Cleveland Lakefront ferry stop will be in the proposed entertainment district.

Trips

There are several existing ferry companies that could potentially provide service from Cleveland west to the majority of islands on Lake Erie. With its high speed capabilities a ferry boat owned by companies like Jet Express out of Port Clinton¹⁶ can provide high-speed service from Cleveland to Put-in-Bay in about 2 hours. Multiple ferries can run 5 am trips and 7 pm trips for around \$50 roundtrip for adults (children and elderly discounts apply along with various partnering discounts).



Figure 5-22: Several Pictures that represent excitement!

¹⁵ <http://www.putinbay.com/>

¹⁶ <http://jet-express.com/>

THE 100TH ANNIVERSARY OF THE GREAT LAKES EXPOSITION

The Great Lakes Exposition opened on June 27, 1937 was held for 100 days to commemorate the centennial of the incorporation of The City of Cleveland. Another focus of the exhibition was to highlight the eight states that surrounded the Great Lakes as an industrial empire. The Great Lakes Exhibition was a promotion idea of Frank J. Ryan and Lincoln G. Dickey who was the City of Cleveland's first public hall commissioner. Dudley S. Blossom was appointed the chairman of the civic committee that was able to contribute \$1.5 million to this project. With the main entrance just two blocks from Public Square, the exposition spanned from the Mall into the Public Auditorium, the Municipal Stadium and onto created lakefront land.¹⁷

The lakefront land was created by fill and extended from W. 3rd St. to about E. 20th St.¹⁸ The lakefront portion of the exhibition was reached by a bridge over the railroad tracts.¹⁹ This bridge was called the Bridge of Presidents and featured an eagle statue of each U.S. president who came from the state of Ohio. It enabled visitors to visit the Marine Theater and Horticulture Gardens that lined the lakeshore.²⁰ When the exhibition closed on September 15, 1937 over 7 million visitors had been to The Great Lakes Exhibition and spent nearly \$70 million over the 100 days.²¹

In this third phase of the project, it would be wonderful to recreate an exhibition of this magnitude on the lakefront once again. With the possible location of the \$425 million proposed medical mart and new convention center on Mall C, history might actually be repeating itself.²² Events for the exhibition could begin at The Mall area and continue through the new convention center down to North Coast Harbor and Voinovich Park onto the lakefront just as the original event. A thought might be to then include the 110 acres abandoned by The Port Authority site as the location for this event. While

¹⁷ [http://www.ech.cwru.edu/ech/cdm4/item_viewer.php?CISOROOT=/postcards & CISOPTR=3676& CISOBX = 1 & REC=8](http://www.ech.cwru.edu/ech/cdm4/item_viewer.php?CISOROOT=/postcards&CISOPTR=3676&CISOBX=1&REC=8)

¹⁸ <http://ech.cwru.edu/ech-cgi/article.pl?id=GLE>

¹⁹ <http://www.ech.cwru.edu/ech-cgi/article.pl?id=FAE>

²⁰ <http://www>.

²¹ <http://www.ech.cwru.edu/ech-cgi/article.pl?id=GLE>

²² Litt, Steve "Medical Mart Site offers Second Chance for Mall" *The Cleveland Plain Dealer*, Feb. 1, 2009

this site is west of W. 3rd Street, end point of the original exhibition location, the area was created by dredge infill as well. The site also includes four warehouses totaling 353,000 square feet and has a 5,700 foot usable dock.²³ Currently the Port Authority is working with the firm of Ehrenkrantz, Eckstut & Kuhn Architects of New York for a 20 year vision for this space which rests west of Cleveland Brown Stadium and east of the mouth of the Cuyahoga River. The firm's goal is to invent something that is "totally new that's very much about Cleveland".²⁴ Perhaps as in the past this lakefront site will highlight prominent industries located with the area. The Port Authority has already requested \$26 million to improve the site for a new roadway, a new manufacturing warehouse, and to improve existing facilities to house a wind turbine manufacturing plant.²⁵ Perhaps this venture into the new "green" technology will bring the Cleveland and Great Lakes region back to its industrial might that was celebrated at the original Great Lakes Exhibition. With all of the new development for the Cleveland lakefront, it would only be fitting to culminate these accomplishments with a spectacular event commemorating the 100 year anniversary of The Great Lakes Exhibition.

²³ Breckenridge, Tom "Should the Cleveland Port Move to East 55th Street?" ***The Cleveland Plain Dealer***, March 22, 2009.

²⁴ Litt, Stephen "Port Staff Proposed Firm to Design New Waterfront" The ***Cleveland Plain Dealer***, April 7, 2009.

²⁵ Breckenridge, Tom "Port wants \$26 Million to Improve Current Site" ***The Cleveland Plain Dealer***

ECONOMIC DEVELOPMENT

INTRODUCTION

Phase III of economic development builds off many of the proposals introduced in Phase II. The Port of Cleveland's international trade zone should look to expand and grow by compiling more land and attracting new businesses through governmental support and an aggressive marketing campaign. Strategies and ideas are also presented for development of Burke Lakefront Airport. With the uncertainty of the future state of Burke in Phase III, options are recommended for Burke that include ideas of how to utilize the land with and without an airport. If the airport remains, an expansion of green space and development of a mixed use development are recommended. If the airport is removed, an urban village is presented as an attractive option. As technology advances and investment grows over time in Phase II, the expansion of a wind farm in Lake Erie is proposed for Phase III to create more renewable energy for the lakefront. Strategies for economic development around the medical mart and sports stadiums are also presented. Lastly, the construction of the Cleveland Welcome Center is planned for Phase III and will help cement Cleveland as an International City.

PORT OF CLEVELAND/INTERNATIONAL TRADE ZONE

Phase III for the port of Cleveland and International Trade Zone will look at how the strategic plans of Phase I and Phase II can be best put to use. Specifically, if the proposed Port at East 55th Street becomes active in 2024 as based off projections by the port Authority²⁶. The construction, fill and settlement is predicted to occur in three phases, with the first two phases having a nine to eleven year range in the amount of time it will take from fill to availability for use. The 3rd phase of construction will begin between 2024-2026 assuming all other milestones are met on or before the dates provided.

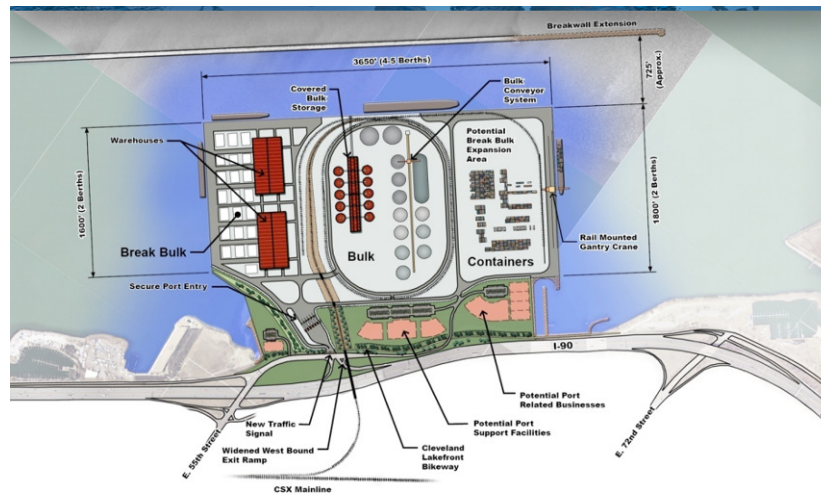


Figure 5-23: Overhead view of port once completed.

With the port becoming an active part of the Cleveland lakefront at this time, it will be the hub for many companies looking to locate around the area. In an effort to encourage and support business moving to the area, the economic development arms of the City of Cleveland, Cuyahoga County and State of Ohio will have to collaborate on incentive programs that can be offered to the surge of industry that will follow the port.

²⁶ Port Authority's Presentation to the City of Cleveland Planning Commission, March 2009.

Objective 1: Continue to compile available land

The acquisition of land around the port will take an extremely long period of time to buy up and market. The preparation of land for businesses will be a constant operation and continue throughout the opening of the port.

Action Step 1: Using tax dollars and other grants, continue to market the interest in land banking areas surrounding the port. An extreme amount of effort will not be needed for this task, as many property owners will begin to see the cause and effect of efforts put on by the economic development departments.

Action Step 2: Provide incentives for private investment to occur within the ITZ. Not only will this bring in more tax revenue, but it will allow for the City of Cleveland, Port and State of Ohio to continue strengthen relationships and help assist in further industry growth.

Action Step 3: Put more focus on the outer lying properties to the International Trade Zone to see if there is a potential for other manufacturing or logistical operations that could benefit indirectly from the port's move. Opportunity may be available for other businesses to work with companies located within the International Trade Zone to spawn new jobs.

Objective 2: Initiative Programs to Assist in Relocation to International Trade Zone

Action Step 1: Provide work training programs for companies that need assistance in programs to educate, train and develop the employee base of their operation. The workforce development opportunity will allow for businesses to reach out to the government for assistance in market and labor research, recruitment, training, tax credits, federal bonding, and layoff aversion²⁷.

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http://www.city.cleveland.oh.us/CityofCleveland/Home/Government/CityAgencies/EconomicDevelopment/Retention_and_Attraction#workdev

Action Step 2: As mentioned in Phase II, the International Trade Zone will be looking for medium term users who would be interested in locating to the port. Their operation could benefit from the port's relocation, however does not need the dependency of the port for operations to run



Figure 5-24: Location of International Trade District²⁸

accordingly. These businesses would be contacted to see if there are programs available that would retain them at their current location and grow due to the port's relocation. Grants and programs would assist in improving production and distribution of products to and from the port or along the other modal hubs surrounding the port.

Action Step 3: Add extra incentive to those companies that develop with green initiatives. Not only will the green initiative be beneficial to the environment, it would allow other businesses to see the opportunities available through their green choices and economic development's support of these decisions.

²⁸ Port Authority's Presentation to the City of Cleveland Planning Commission, March 2009.

Objective 3: Work with the Ohio Department of Development in constantly attracting new business to the area

Action Step 1: As discussed in previous phases, the constant efforts of building relationship with companies outside of Cleveland that could utilize the port will be called upon to either buy or lease the land. The operations being located in the International Trade Zone will bring new tax dollars to the city, state and federal government while also offering incentives to those companies looking to import or export from the port.

Objective 4: Market the International Trade Zone as a diverse business district

Action Step 1: Marketing the property with the ability to showcase the diverse business environment may allow for other industry to come in that could compliment the other users.

Action Step 2: Promote a menu of economic development incentives offered at all levels. The services provided to businesses already existing in the International Trade District may entice others to relocate.

Action Step 3: Testimonials from businesses existing in the International Trade Zone will allow for others to see the ability for a successful business to receive assistance through positive endorsements.

BURKE LAKEFRONT AIRPORT

With an unknown future to Burke Lakefront Airport when Phase III commences this section will focus on economic development routes that can be taken for development that can occur on the land. The major initiative of Phase III for Burke Lakefront Airport would be the proposal of new development and green space. It should be noted that due to the unique situation of the City of Cleveland being the owner of the land, ultimate economic development incentives may be more creative should the development become a vital part of Cleveland's economic future.



Figure 5-25: Aerial View of Burke Lakefront Airport²⁹

Objective 1: Provide infrastructure to access areas for development

Action Step 1: Propose Tax Increment Financing for the new development to help allow for infrastructure to come onto the site. Tax Increment Financing can utilize the taxes based off of income or property taxes generated from future gains on the development and put them towards the cost of constructing roads, sewers, etc.

²⁹ Map Provided by Google Maps

Objective 2: Support the City of Cleveland's decision for the airport to remain open or closed

Action Step 1: Should the airport remain open for operation, the City of Cleveland needs to continue to retain and promote businesses that could benefit from the airport's use. Should the airport close, the city needs to look at how Cleveland could benefit from leasing a portion of the property to a developer who would not hold them liable and assume all responsibility for the property. The land lease could occur on a long-term lease, with the city having possession of the property and ability to take back the property should the developer not abide with the contract regulations regarding use of the valuable lakefront property.

Objective 3: Promote programs, grants and vendors available to the development (sectioned by use)

Action Step 1: Commercial development will bring jobs to the site increasing the tax base of Cleveland. Job training can be available should the owners be interested. Contracting development opportunities to local companies could assist in developing the area and bring new jobs to the city.

Action Step 2: Retail development will create jobs. In an effort to keep the development successful, outreach to complementary businesses that would enhance the area and make business activity flourish will be needed

Action Step 3: Restaurants are a very strong part of any development. Economic development would work with the developer to attract world-class restaurants to open along this unique waterfront. A renowned restaurant district would promote not only the restaurants located within the district to a larger audience, but also the development and area.

Action Step 4: Residential development would be incentivized by the City of Cleveland through tax abatement on the properties should they be for sale. The

new development would qualify for abatement, with the developer having the ability to save on costs and therefore allowing discounts on lease rates to residents³⁰. The tax abatement technique was most recently utilized in the Avenue District and was the dealmaker for the developer to move forward with the multi million-dollar development³¹.

Objective 4: Create green space/trails within Burke Lakefront Airport land

Action Step 1: Look to areas that are not suitable for development as target areas for trails and open spaces. Connect the trails to allow for users to experience the beauty of nature and the wonderful views of Cleveland.

Action Step 2: Promote the area to a focus group of eco-tourist, hikers, and bikers in affiliation with the other active lifestyle associations in the greater Cleveland area.

Action Step 3: The creation of a trail welcome center may allow for the development of trails to go after Green Technology Business Grants available through the city or State of Ohio³². Difficulty may be seen in the property, as the City of Cleveland is the ultimate owner of the property and may have to use other means of being reimbursed. It would be recommended to look to the development for a means of payment to go after funding.

³⁰

<http://www.city.cleveland.oh.us/CityofCleveland/Home/Government/CityAgencies/CommunityDevelopment/TaxAbatement>

³¹ <http://www.theavenuedistrict.com/blog/2009/01/28/what-is-tax-abatement/>

³²

<http://www.city.cleveland.oh.us/CityofCleveland/Home/Government/CityAgencies/EconomicDevelopment/EconomicDevelopmentTechnology/GreenTechnologies>

BURKE REDEVELOPMENT/URBAN VILLAGE ENTERTAINMENT DISTRICT

Leaders of the City of Cleveland have expressed interest in both new development at Burke Lakefront Airport and in mixed use development and green space/open space on the lakefront generally.³³ There are two scenarios of particular interest for Phase III of this project in relation to Burke: (i) retention of the airport but with approximately 200 acres of new mixed-use development and green space around the airport, and (ii) removal of the airport and transformation of the approximately 450 acres of land into an urban village. This development would complement neighboring residential development along the boulevard if the Shoreway is converted; if the conversion does not occur, the access improvements along the Shoreway will benefit development at Burke.

The 2004 Waterfront District Plan approved by the Cleveland City Planning Commission makes recommendations for redevelopment at Burke while maintaining the airport. In that plan, public access, green space and golf courses are at the northern section of Burke.



Figure 5-26: 2004 suggestions for Burke Lakefront Airport

Some other recommendations include the relocation of the Crawford Auto-Aviation Museum and the Coast Guard building, along with an office district just south of the airport.; the 2004 suggestions are highlighted above (Green space/golf courses: red;

³³ CSU Cleveland Leaders Lakefront Survey, Capstone, Spring 2009. See also "Flight Plan," *Inside Business*, November 2007.

Crawford Auto-Aviation Museum: yellow; office district: green; Coast Guard building: orange) These sites and uses are incorporated in the plan discussed here.

Multi-Purpose Trail

Pedestrian/cyclist access around Burke is a potential improvement of Phase III. As stated in Phase II, a fairly narrow sidewalk currently exists in front of Burke adjacent to North Marginal Road. Cyclists are expected to use the road, which is in less than optimal condition. A wider asphalt path inaccessible to the public lies on the other side of the fence further away from the road. This path has the potential of being converted to a multi-purpose path, especially if an airport was no longer present, that would offer a safer alternative for walkers, joggers, and recreational cyclists.

The current sidewalk ends around Aviation High School. The multi-purpose path could extend into this area to connect to the path extending from the East 55th Street Marina to Gordon Park. It can extend in the other direction and connect to Edgewater. This improvement is a possibility if the airport remains and also if it is removed. The Lakefront West Plan for the Shoreway conversion envisions a multi-purpose path to the north of the new boulevard in this area.

If the airport is removed, a multi-purpose path around the perimeter of Burke and along the water's edge is possible since safety concerns relating to aircraft would end. The path along the lake could connect to other paths in the park leading to the mixed-use development to the south.

Environmental Study

An environmental study of Burke Lakefront Airport beginning in Phase II and continuing in Phase II is necessary before new residential or commercial development is constructed. The majority of the western half of the land is composed of fill from dredging the Cuyahoga River, which may be contaminated, the excavation of the former Cleveland Press building, and from some interstate highway projects. An estimated 90 percent of the land is built on "clean fill" while 10 percent is built on

garbage.³⁴ The site would have to be checked for hazardous chemicals, and the stability of the land would need investigation.

In the process of cleaning contaminated brownfield sites, surprises are sometimes encountered, such as previously unknown underground storage tanks, buried drums or buried railroad tank cars containing wastes. When unexpected circumstances arise, the cost for cleaning up the brownfield land increases, and as a result, the cleanup work is either delayed or stopped entirely. To avoid unexpected contamination and increased costs, many developers insist that a site be thoroughly investigated (via a Phase II Site Investigation or Remedial Investigation) prior to commencing remedial cleanup activities.



Figure 5-27: Photo of Burke Lakefront Airport.³⁵

³⁴ Burke Lakefront Airport Educational Issues Forum, Prepared for Cleveland Lakefront Partners by Kathryn Wertheim Hexter and Matthew Harrison Grabenstein, May 2003.

³⁵ Litt, Steven. "Keeping Burke Lakefront Airport open may benefit downtown residential development," Plain Dealer, September 20, 2007, at http://blog.cleveland.com/architecture/2007/09/mayor_frank_jacksons_decision.html

Remediation Techniques

Innovative remedial techniques employed at distressed brownfield properties in recent years include bioremediation, a remedial strategy that uses naturally occurring microbes in soils and groundwater to expedite a cleanup, and in situ oxidation, which is a remedial strategy that uses oxygen or oxidant chemicals to enhance a cleanup. Often, these strategies are used in conjunction with each other or with other remedial strategies such as soil vapor extraction. In this process, vapor from the soil phase is extracted from soils and treated, which has the effect of removing contaminants from the soils and groundwater beneath a site. Some brownfields with heavy metal contamination have even been cleaned up through an innovative approach called phytoremediation that utilizes deep-rooted plants to soak up metals in soils into the plant structure as the plant grows. After they reach maturity, the plants – which now contain the heavy metal contaminants in their tissues – are removed and disposed of as hazardous waste.³⁶

Research is under way to see if some brownfields can be used to grow crops, specifically for the production of biofuels. Michigan State University, in collaboration with DaimlerChrysler and NextEnergy, has small plots of soybean, corn, canola, and switchgrass growing in a former industrial dump site in Oakland County, Michigan. The intent is to see if the plants can serve two purposes simultaneously: assist with phytoremediation, and contribute to the economical production of biodiesel and/or ethanol fuel.³⁷

Many federal and state programs have been developed to assist developers interested in cleaning up brownfield sites and restoring them to practical uses. Some states and localities have spent considerable money assessing the contamination present on local brownfield sites, to quantify the cleanup costs in an effort to move the brownfield redevelopment process forward.

³⁶ <http://www.epa.gov/swerosps/bf/publications/mothball>

³⁷ <http://anrcom.msu.edu/News.aspx>

Federal Aviation Administration Problems

In addition to FAA issues involving height and noise restrictions on development near an airport³⁸, the option to include a place for water retention in the redevelopment of the airport involves particular challenges. Water collection and storage ponds are constructed near to runways for several reasons; rainwater run-off is typically held in open ponds prior to treatment and river discharge; water storage for fire control systems.

Open ponds located near to airports have always received the unwanted attention of waterfowl. It has been common practice to cover ponds with netting to prevent birds from gaining access to the water. But the fundamental problem with this solution is that netting fails to camouflage the pond, therefore birds are still attracted to the water and a potentially dangerous hazard remains. In addition, it is extremely difficult to support the netting above a pond and it is vulnerable to winter damage from ice and snow.³⁹ Chances are the flock of geese that U.S Airways Flight 1549 flew through Jan. 15 before crash landing in the Hudson River was not composed of migrating birds, according to wildlife experts in Penn State's College of Agricultural Sciences. For example, the birds that were sucked into and destroyed the Airbus A320 jet's engines were likely resident birds that live near New York's La Guardia airport, according to Margaret Brittingham, professor of wildlife resources. "The timing of the accident suggests that those were not migrating geese," she said. "Geese migrate along the Atlantic Flyway between their breeding grounds in northern Canada and their wintering grounds in the Southern states, but in mid-January these were probably local birds flying not far from home."⁴⁰

LaGuardia is not much different than many airports around the country, pointed out Gary San Julian, a wildlife resources professor who specializes in wildlife-damage issues.

³⁸ Map of Burke Lakefront Airport Noise Contour, - 65 dBA Level, MUPDD 2003 Capstone, at <http://urban.csuohio.edu/capstone03/studentwork/obrien/noise%20profile.jpg>

³⁹ <http://www.airport-int.com/categories/waterfowl-control-equipment/control-waterfowl-open-water-sites-bird-balls.asp>

⁴⁰ Resident Geese Around Airports More than a Nuisance, http://www.extension.org/pages/Resident_Geese_Around_Airports_More_than_a_Nuisance

"Philadelphia's airport, for example, also has bird problems because it sits next to the John Heinz National Wildlife Refuge at Tinicum. Airports, by their very nature, attract waterfowl," San Julian added. "They have such huge water-diversion needs that they create ponds. The airports have no choice but to get the water off runways so planes can take off and land." The vegetation around those airport ponds often is kept carefully trimmed, and that just exacerbates the problem, according to San Julian. "Well-manicured, grassy areas near water are especially attractive to geese, because the birds like to be able to see areas around them to avoid predators," he said.

Airports are working to reduce risks by using Doppler radar to track flocks of birds in conjunction with information on bird-migration patterns and where birds are likely to concentrate, said Brittingham. "A bird-avoidance model created by the Federal Aviation Administration and the U.S. Air Force can be used to predict the probability of a bird strike and allow pilots to proactively avoid those areas," she said. "Obviously, nothing is going to be 100 percent effective, and we need to continue to refine this system and to get this information to pilots in real time." Due to these challenges the green space around an airport should be limited.

Small urban type parks are recommended for the mixed-use development that includes the airport. This will limit the attraction to migrating birds. Due to the amount of non-permeable surfaces in the development a place for water retention will be needed. It is recommended to locate it underground. This will eliminate the bird problem and allow a place to store the water run off.

Airport and Mixed-Use Development

The City of Cleveland current position on Burke Lakefront Airport is that it will remain an airport, but the surrounding land can be developed. If the airport is retained, the runways can be moved to the northern end of the land to create more space for parkland and commercial/residential development. The City of Cleveland has submitted a master plan to the FAA that includes relocating runways and taxiways north to allow for mixed-use development.

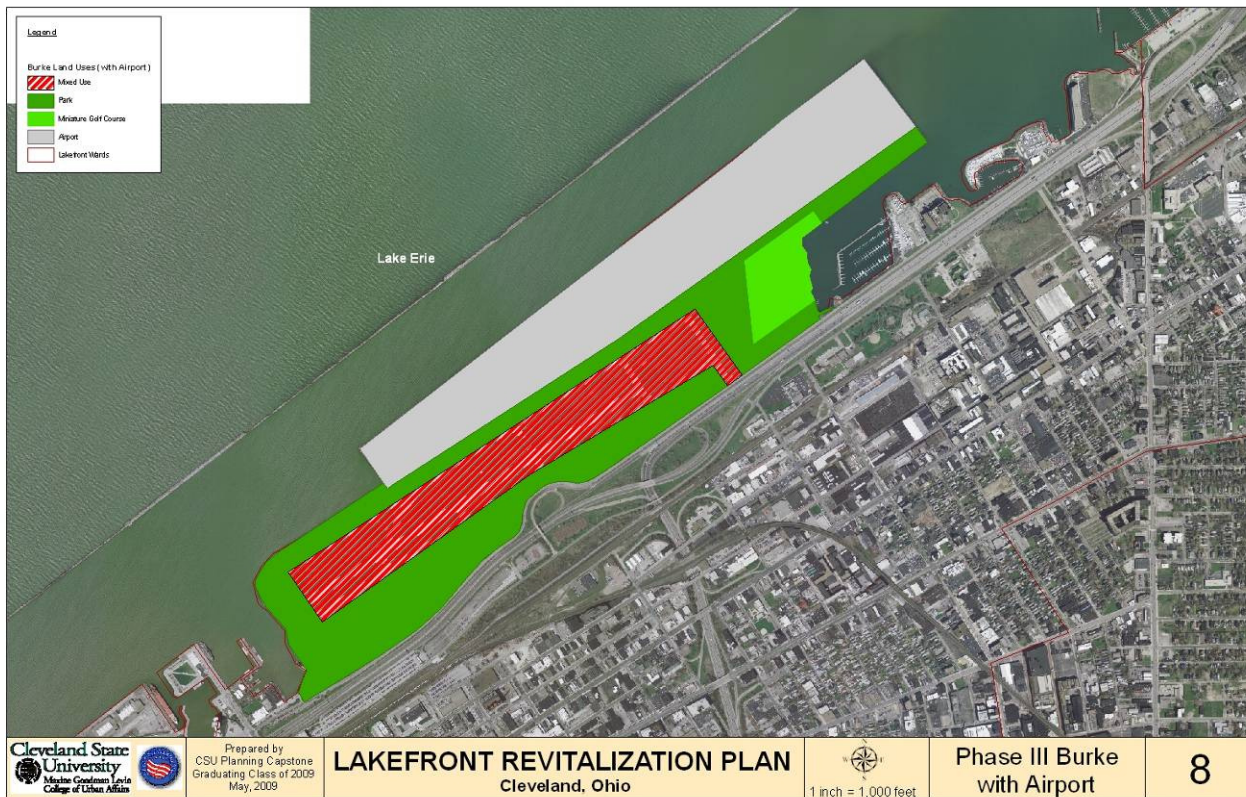


Figure 5-28: Current Plan Plan for Burke Lakefront Airport

Though mixed-use is not new, it has been increasingly popular in recent years. Mixed-use involves at least two uses such as retail and residential. The following rendering is of First & Main in Hudson, Ohio.



Figure 5-29: First & Main in Hudson, Ohio.⁴¹

Here is another image of a mixed-use building in Minnesota:



Figure 5-30: mixed-use building in Minnesota⁴²

⁴¹ First & Main Hudson, image available at <http://www.firstandmainhudson.com/>

⁴² "Mixed-use development: Through the lenders' looking glass," Federal Bank of Minneapolis. Photo available at http://www.minneapolisfed.org/publications_papers/pub_display.cfm?id=3097

Some other former U.S. airports are in the process of being converted to mixed-use communities; these include Stapleton International Airport in Denver and Robert Mueller Municipal Airport in Austin, Texas. A broad influence on the potential design of a mixed-use community at Burke is the National Mall in Washington D.C.



Figure 5-31: National Mall in Washington, D.C.

The National Mall's configuration has buildings, roads, and trees surrounding open green space on each side, while the U.S. Capitol and the Washington Monument serve as termini at each end.

Mizner Park in Boca Raton, Florida is another model with respect to design. It is a mixed-use development with shops, apartments, and offices. A central promenade with trees is flanked by a street and buildings on either side.⁴³ A cultural center - The Centre for the Arts – is on the north end of the development; this includes an amphitheater and the Boca Raton Museum of Art.



Figure 5-32: Boca Rotan, Florida

Design of Mixed-Use Development with Airport

Since the City wants to relocate the airways to the northern section of Burke, the mixed-use development would be built on the southern section, though the exact location for new development depends on the results of environmental and geotechnical studies. Similar to the National Mall and Mizner Park, a central landscaped promenade would be between trees, a street, and a line of buildings on each side in an east-west direction. The path would help create a sense of place. A building at each end would serve as a terminus; possibilities include a museum and a facility used for community meetings and/or governmental functions. Green space or a small park would be in front of the buildings acting as termini. Public art could be incorporated

⁴³ “Mizner Park,” Wikipedia. Available at http://en.wikipedia.org/wiki/Mizner_Park

into the development. The line of structures on each side of the central path would consist of ground-level retail and restaurants with office space above.

Urban Village Alone

The retention of the airport is currently the most politically and economically feasible option, but another scenario – the creation of a new urban village in place of the airport – is a compelling vision for this prime lakefront land. Precedents exist regarding the transformation of an airport into a mixed-use community.

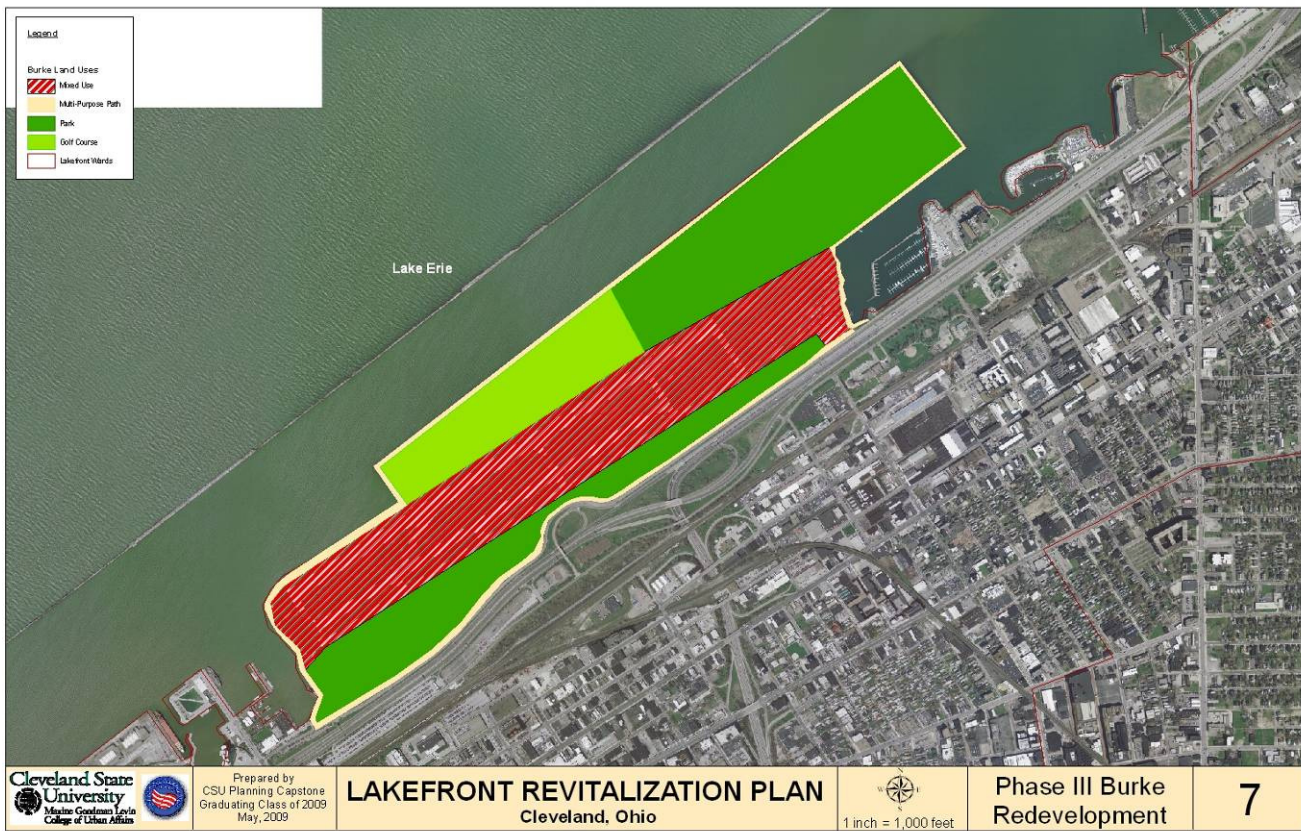


Figure 5-33: Land Use map of Burke as Urban Village

Burke Lakefront Airport is smaller than these former airports, but 450 acres would provide ample space for a significant mixed-use development and parkland/open space. Even if the airport remains, Stapleton and Mueller provide examples of airport redevelopment.

If the City decided to remove the airport from its current location, the available space for redevelopment would more than double to approximately 450 acres. This would enable the design in the airport retention scenario to increase in size to allow for residential units, retail stores, restaurants, museums, and office space. Townhomes are now a possibility. A study by Cleveland State University found a demand for between 6,000 and 9,000 lakefront housing units, and a 2003 survey found demand for housing specifically at Burke⁴⁴. A provision for inclusionary/affordable housing would provide for up to 15% of the total units. The additional space would facilitate a park at the northern end of the land used for recreation and potentially connected to a new beach. A golf course, ice skating rink, dog park, playing fields, and benches might develop at this location. The area could also be used for live performances/entertainment open to the public.

Conclusion

The redevelopment of Burke Lakefront Airport is an opportunity to put the land to an overall higher and better use than its current use. The 2004 Waterfront District Plan calls for development of approximately 200 acres at the airport's site. If adjusted to the north, the airport could coexist with new development and green space that would produce a greater sense of place and human activity at Burke. An even higher level of public access, recreation, and economic activity would result if the airport was removed. Development is limited, however, by environmental and geotechnical considerations. Additional dredge fill is finite; if the Port relocates, it will receive priority for dredge material and thus limit expansion of land at Burke. The City of Cleveland's current position is that it supports retention of the airport indefinitely but with new development. Redevelopment in either scenario would present various challenges and take considerable time and money, but the underused site would eventually transform into a more active downtown destination for residents and visitors.

⁴⁴ Bier, Thomas, et al. Housing Analysis for Cleveland Lakefront Development., November 6, 2003. <http://www.ecocitycleveland.org/ecologicaldesign/blue/bier-lakefront-housing.pdf>
MUPDD 2003 Capstone, <http://urban.csuohio.edu/capstone03/scenario%203/gp3burkefinal.doc>

WIND ENERGY

Phase III of the wind power strategy calls for the city and region to continue to harness more renewable energy from offshore and onshore wind power. Phase I saw the installation of ten offshore wind turbines. Fifteen years from now, our vision includes the belief that Cleveland should have at least 100 Wind Turbines installed in the waters of Lake Erie. Additionally, continued installation of wind turbines in the industrial valley, will help identify Cleveland as a wind power hub in America

As phase III will see a complete offshore wind farm of large scale, the time will come to start to utilize the offshore wind farm location to generate additional energy. Phase II and III will see feasibility studies examining the possibility of setting up “ocean power” technologies at the wind farm. Ocean Power turbines are essentially horizontal blades that spin with the current of the lake, producing electricity. The Ocean Power turbines would be submerged below the water’s surface ideally located between existing wind turbines. The technology exists now, but is used mainly in oceans. With assumed cost reductions and technology breakthroughs, Lake Erie could potentially be an even larger source of renewable energy.

Phase III should also include the Cleveland MetroParks system, as well as the lakefront park systems, deriving the majority of their power through wind and solar power. Each MetroPark, as well as Lakefront Park, should have at least one wind turbine installed at each location. Buildings contained on park grounds, should utilize solar power when available. Having the park system reduce their overall energy costs, could potentially result in more money available for park maintenance and services

ECONOMIC DEVELOPMENT SURROUNDING MEDICAL MART

In 2009, MMPI of Chicago was given authorization to proceed with building Cleveland's Medical Mart. It is proposed to be located at Mall C, mostly below ground. This decision is not final but appears to be the clear choice. Given the impact that the Medical Mart will have on the City in terms of visitors to buy and sell their wares and bringing conventions and other important events to town, it is imperative that the city

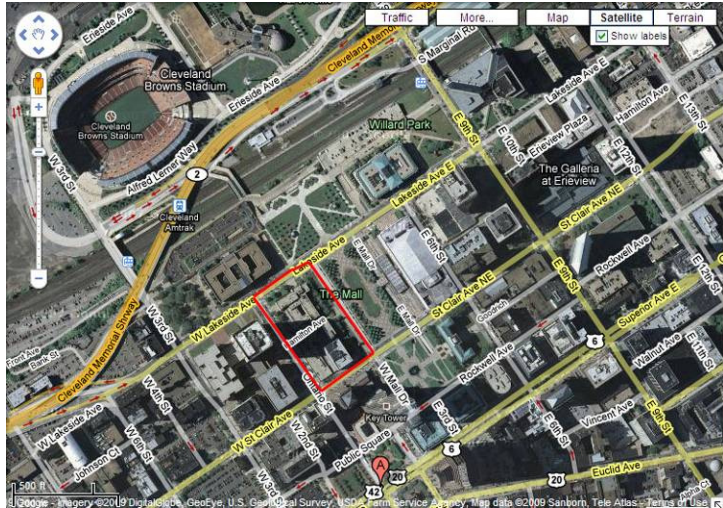


Figure 5-34: Mall C

prepare to better use the land surrounding the Medical Mart.

Biomedical and other medically related companies are to be recruited and located around the entire mall that can use the Medical Mart's competitive advantage, bring jobs downtown and further strengthen the area's connection to the lake. Particularly, development of new buildings for such companies ought to be considered directly to the west of Mall B where older buildings are underutilized and lacking in aesthetic appeal and connection to the mall. The proposed development area is shown above in red.

A proposed walkway from the Intermodal Transit Station will connect the Medical Mart and the rest of downtown with the station, North Coast Harbor and the Entertainment District.

SPORTS STADIUM UTILIZATION STRATEGY FOR ECONOMIC IMPACTS

In order to better utilize the investment the public and private sectors have made in Cleveland's sports arenas, particularly Cleveland Browns Stadium and Progressive Field, the city ought to work with these stadium owners and promoters to bring more events and concerts that better utilize their massive scale.

One proposal is to host outdoor hockey games. Recently, the NHL began developing the Winter Classic, an outdoor hockey game that gives fans a truly unique experience. On New Year's Day 2009, the Chicago Blackhawks faced off against the Detroit Red Wings at Wrigley Field. The Grand Rapids Press called the event a "Home Run for NHL."⁴⁵ The article continues, "...a crowd of 40,818 -- with hundreds more on the rooftops lining the outfield, and more than 200,000 missing out after a ticket lottery -- braved freezing temperatures, a wind chill around 15 degrees, and wind gusts that reached 30 mph." ESPN.com's Scott Burnside wrote the "success at Wrigley virtually guarantees the Winter Classic will become an annual event and the [NHL] will carve its own place on the sporting calendar with its Jan. 1 hockey lovefest."⁴⁶

With the NHL finding such a successful niche, this section proposes that Cleveland work to attract an outdoor NHL game to play at Progressive Field. This event has the potential to bring the national spotlight to Cleveland and people from across the country to see such a spectacle. There exists the potential for games between the Detroit Red Wings, Pittsburgh Penguins, Columbus Blue Jackets and others. The three aforementioned teams could play here due to geographic location and fan draw. The Greater Cleveland Sports Commission would also be directly involved in recruiting the NHL and facilitating this event. Cleveland's minor league hockey team, the Lake Erie Monsters, could also play outdoor games next to their home at Quicken Loans Arena. A revenue-sharing agreement would need to be in place to facilitate this.

⁴⁵ Zuidema, Michael "Winter Classic a home run for NHL, Red Wings." Grand Rapids Press. January 1, 2009. Accessed at: http://www.mlive.com/redwings/index.ssf/2009/01/winter_classic_a_home_run_for.html.

⁴⁶ Street and Smith's Sports Group. "Bridgestone NHL Winter Classic Hits A Home Run At Wrigley Field." Sports Business Daily Online. January 1, 2009. <https://www.sportsbusinessdaily.com/article/126586>

The success of such a game would also allow the Dolan's (Indians owner) to work with collegiate hockey teams to create an annual outdoor hockey festival/game on the shore of Lake Erie. Potential schools to be involved include Ohio State University, Miami University, Bowling Green State University, and other Big Ten and MAC Conference schools. The economic impact includes spending for tickets, accommodations, travel, food, and other activities while in Cleveland.

Additionally, it is proposed that Randy Lerner (Cleveland Browns owners) work with colleges to host two football games at Cleveland Browns Stadium. Currently, the MAC and Big Ten Conferences chose two teams each year to play one another in the beginning of the season. It is then suggested that this be increased to twice per year in order to build on the success of the current strategy and utilizes a stadium that is used only eight days per year.

Lastly, it is proposed that the owners of these facilities work to bring concerts and other venues to their fields' in order to bring more people downtown and fill underutilized spaces.

CLEVELAND AS AN INTERNATIONAL CITY

In Phase III, the long-term goal of establishing Cleveland as an International City will be materialized with a new Cleveland Welcome Center built as a modern addition to the Burnham Mall next to the Intermodal Station and near the Medical Mart-Convention Center. This Cleveland Welcome Center will serve multi-functions: an immigrant services center, a heritage museum, and a youth hostel.

Objective: Construct the Cleveland Welcome Center

Following the capital fundraising and site selection from Phase II, an international design competition for the Cleveland Welcome Center will serve to not only bring a landmark building to the site but also serve to promote Cleveland and its commitment to being a world-class city internationally. After design and construction, the new facility will open its doors to operation and to its new citizens.

Action Step: Host international design competition for the Cleveland Welcome Center

Action Step: Construct new center

Action Step: Begin operations

FINANCE, MARKETING, AND MANAGEMENT

INTRODUCTION

The vision of for the Cleveland Waterfront Partnership (“CWP”) in Phase III is as a fully functioning, well staffed, nonprofit 501(c)3 corporation which serves as a strong advocate for the Cleveland lakefront. The CWP has become a centralized umbrella organization for the varied stakeholders on the lakefront, as well as a fund raising arm for the lakefront parks. It has successfully launched a marketing program which has engaged and renewed interest in the lakefront. The organization is also focused on prioritizing, funding and implementing lakefront plans and projects and supporting economic development efforts.

Long term sources of funding are a concern for all Ohio State parks, and the issue and solutions are currently being discussed by the State of Ohio, through the Department of natural resources.

MARKETING

By Phase III, the *Cleveland's North Coast: Get Your Lake On!* will have attained measurable success, not only as a marketing tool but also as a brand. The campaign's goals to promote the lakefront as a unique destination for live, work, and play will be continued throughout Phase III. The Attract and Promote strategies will continue in some form during this phase, taking advantage of new media to keep the lakefront message alive and present (it is, of course, difficult to anticipate what these new media outlets will be and require). The Educate strategy will continue its work by expanding its geographic reach; this strategy is detailed below.

Educate

Objective: To continue program outlined in Phases I & II.

Objective: To expand program into suburban school districts within Cuyahoga County.

Phase III should see the continuation of the education marketing program in the Cleveland Municipal School District developed in Phases I and II. This should include the use of the parks as an education tool within the elementary and middle schools, implemented in Phase I. It should also include the lakefront community service as a requirement in Cleveland's junior high and high schools, implemented in Phase II.

During Phase III, this program should be considered for potential expansion from the Cleveland Municipal School District out to the surrounding Cuyahoga County suburbs. With the push for regionalism, this could be a possible step. If the program has proven successful in Cleveland, it should be easily adapted to other school districts, in a way that promotes academic achievement, use of the lakefront, and civic responsibility towards the lakefront.

This should be studied to make sure expansion of the program is feasible. Curriculum changes made in Cleveland may not be as successful in suburban

school districts, so each suburb would have to create their own boards, outlined in Phase I, for curriculum development. Philanthropic, state and/or federal funding sources would need to be found to fund such an expansion. Much like the Cleveland Metroparks, Cleveland's lakefront should be viewed as a regional asset, and both utilized and supported as such.

LONG TERM FUNDING SOURCES FOR THE PARKS - STATE OF OHIO

The State of Ohio, through the Department of Natural Resources (“ODNR”) is obligated to continue funding minimal operation and maintenance of the parks until 2024 for approximately \$3 M annually. Thereafter, funding is subject to renegotiation. An *Ohio State Park and Recreational Area Study Committee Report* was issued February 27, 2009 (the “Report”).⁴⁷ The committee was charged with studying and assessing the current and future operating budgets of the Ohio state parks and recreational areas under management of the ODNR.

The Report discusses the following long term solutions to revenue generation for Ohio state parks, which are also potential sources of revenue for the Cleveland lakefront state parks in Phase III:

Special Use Fees:

- **Real Estate Transfer fees**

A Real Estate Transfer fee allocated to ODNR, and specifically the lakefront parks, would help the state address the issue of the environmental impact of development on the lakefront parks. A dedicated statewide .5% real estate transfer fee could generate \$85 to \$90 M annually.

- **License Plate fees**

Ohio is one of the few states that does not charge access entrance or parking fees to its parks to its state parks. A \$2 to \$10 license fee per motor vehicle registration is in place in Ohio. It is estimated that an additional \$5 license plate fee would generate \$55 M annually.

⁴⁷ *Ohio State Park and Recreational Area Study Committee Report* issued February 27, 2009. Presented to Governor Ted Strickland and the Ohio General Assembly. Available from Wayne Holmes, Ohio Dept. of Natural Resources (p.26-27).

- **Water Connection fees**

ODNR administers programs that help maintain water quality and access to clean and abundant water. A water supply connection fee would raise as much as \$30 M per year.

- **Plastic bag and/or Container fees**

Plastic bags and containers continue to take up landfill space and negatively impact the environment. At a rate of one cent per container, 4.5 million households and 500 containers per household, a potential gross revenue of \$22 to \$30 M could be realized.

- **Municipal Solid Waste(MSW) and Construction and Demolition Debris(C&DD) Fee**

It is estimated that each \$0.25 per ton assessed on C&DD has the potential to generate approximately \$1.5 M in annual revenue.

- **Alcohol and Tobacco tax**

In Minnesota, a two cent per pack cigarette tax generates approximately \$13-\$16M per year for their state park system.

Future Revenue Streams:

- **Gambling Revenue**

The Report recommends that if the Ohio General Assembly allows casino style gambling to be developed in Ohio, that a portion of the revenue generated be dedicated to ODNR resources and parks programs to “offer a high quality form of recreation” that “could help reduce the risk of gambling addiction by creating alternative low cost recreational opportunities.”⁴⁸

- **Lake Erie Wind Development**

⁴⁸ Ohio State Park Committee Report at p. 27.

ODNR holds Lake Erie in public trust for all Ohio citizens and is charged with minimizing and managing the impacts on the lake created by the multiple uses of the lake including recreational, commercial and industrial. New uses such as electricity generation through wind energy on the lake creates a new responsibility for balancing the mixed uses and preservation of Lake Erie. The Report therefore recommends that ODNR receive all tax and royalty proceeds from any wind energy development that takes place within the Ohio boundaries of Lake Erie.

- **State Sales Tax**

Cuyahoga County currently has the highest sales tax in the State of Ohio. The current economic crisis would not allow for this as a viable long term solution until perhaps Phase III. Other states have had successes with a sales tax revenue model, however in almost every other state, a portion of their state sales tax is dedicated to recreational areas with voter approval.

CAPITAL PROJECTS

Several proposed long-term capital improvement projects have been identified for Phase III Cleveland Waterfront Partnership funding based on the physical improvements they will provide to the parks and their ability to increase connectivity and access to the lakefront. At Edgewater, rebuilding the groins at Perkins Beach will enhance the recreational experience for beach users. Similarly, the proposed facilities improvements at Gordon Park and Dike 14 will enhance recreational amenities at those parks. The proposed resurrection of Huletts at Wendy Park is selected for Cleveland Waterfront Partnership funding because of its unique opportunity to add an attraction to the lakefront parks that celebrates the city's industrial heritage. The proposed daylighting of Doan Brook at Gordon Park merits Cleveland Waterfront Partnership funding because it will provide ecological restoration to the park and enhance its aesthetic appeal. The Cleveland Waterfront Partnership will also provide capital improvement funds for the completion of lakefront boardwalk that will begin construction in Phase II. While not within the boundaries of one of the lakefront parks, the boardwalk will receive Cleveland Waterfront Partnership capital funding because it provides in a critical link in providing a continuous lakefront pedestrian connection. The following table summarizes the projects selected for Phase III capital funds:

Phase III Capital Projects to be Funded by Cleveland Waterfront Partnership		
Location	Project	Criteria for CWP Funding
EDGEWATER	Reconstruct groins at Perkins Beach	Park Improvement (Recreational Enhancement)
WENDY PARK	Resurrect Huletts	Park Improvement (Cultural/Historical Enhancement)
ENTERTAINMENT DISTRICT (current port site)	Complete Lakefront Boardwalk	Increase Lakefront Access & Connectivity
GORDON PARK	Daylight Doan Brook	Park Improvement (Ecological Restoration)
GORDON PARK - DIKE 14	New Facilities	Park Improvement (Recreational Enhancement)

POCKET PARKS & GREEN SPACE INITIATIVE

By Phase III the advisory umbrella and participating fiduciary agents should have a fully functioning system for the assemblage, construction, and management of neighborhood green spaces. This structure should reinforce the overarching goal of connecting residents to the waterfront parks, and should specify responsible parties and their level of involvement within each step of the process.

During Phase III it is recommended that the advisory umbrella and its partners re-evaluate what impact the newly created green space has had on connecting Cleveland residents to near-by pocket parks and the waterfront park system. A success rate would show an increased percentage of residents with access to healthy parks, as well as, an increase in the amount of residents attending the waterfront parks. An unsuccessful impact measurement would show an equal or decreased proportion of Cleveland residents with access to local parks and the waterfront. Regardless of the success rate, the advisory umbrella should then determine improvements to the neighborhood greening initiative and address if reorganization or project abandonment is necessary. Reorganization should address intensifying staffing and communication needs, while project abandonment would require the formulation of an exit strategy allowing for the responsible management of the parks once the advisory umbrella is phased out of the initiative.

Lastly, the large number of added parks would require significant regional coordination efforts. It is assumed that if these additional green spaces show significant success, that the MetroParks - Cleveland Waterfront Partnership Liaison would need to add a small staff of 1-3 people dedicated to the primary goal of connecting Cleveland neighborhoods to the waterfront.