



FIRSTENERGY LAKESHORE REUSE PLAN

CLEVELAND, OHIO
MAY 2017

ARCADIS Design & Consultancy
for natural and
built assets
CALLISONTKL
A DESIGN CONSULTANCY OF ARCADIS

PREPARED FOR:



PREPARED BY:



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CHAPTER 1 | REPORT SUMMARY

1.1 PURPOSE OF THE REPORT

FirstEnergy (FE) currently owns the site of the former Lake Shore coal fired generation plant at 70th Street and Lakefront. It is the sole remaining waterfront site north of the rail line that has not yet been converted to private or public, non-industrial uses. To prepare the property for sale, it is FirstEnergy's desire to demolish the plant and perform remedial activities on the site and remaining structures under the auspices of the Ohio EPA Voluntary Action Program. With this work complete, FE would then look for to divest itself of the property. At a hearing before Cleveland City Planning Commission in April 2016, for the Demolition Permit for on-site structures, at the city's request, FirstEnergy agreed to prepare a Reuse Plan for the property.

The intention of the proposed Reuse Plan is to illustrate potential reuse scenarios, taking into consideration context, commercial market trends, and legacy structures; as well as the broad requirements for remediation management that may continue to exist post abatement. The study stretches the potential of the site to host future development so that stakeholders can fully gage the possibilities of repurposing the site for private development that maximizes private and public benefits.

The study provides direction to civic leadership about uses complimentary to surrounding communities which might be memorialized in subsequent amendments to City Planning regulations. It provides FirstEnergy with a summary of viable reuse alternatives, supporting the development of a disposition strategy and focusing their search for a purchaser. It also telegraphs to potential buyers those reuse alternatives which are viewed favorably by City leadership and which could then be developed in a manner consistent with City Planning and regulatory requirements.

not specifically portray the Commission's and/or community objectives literally, but rather will look for ways to incorporate their principals into practical, achievable, commercially viable and implementable vision for the reuse of the site.

The Reuse Plan will consider a variety of use scenarios including institutional, commercial, and residential, and mixed use. The Reuse Plan will address the following aspects of community development in an integral manner:

- Integrating with open space surrounding the site and linking to broader regional greenways.
- Identifying community educational and recreational assets, schools, parks and playgrounds.
- Linking to the waterfront and integrating the promenade system to the project.
- Retaining the existing electrical substation, existing parks facility, and repurposing the basin as a unique interior water feature.
- Integrating with local street network as well as local arterials and freeways.
- Consider the opportunities and costs of acquiring adjacent property controlled by the state.
- Acknowledging known above grade remedial requirements and anticipating undefined subsurface remedial requirements for the site.
- Responding to unique site factors including height limits related to adjacent airport flight path requirements, and responding to freeway noise.

The study evaluated the existing conditions of the site and identifies key challenges and opportunities to fully analyze the site within the broader context of the city of Cleveland, and more specifically along the shoreline of the lake and within the St. Clair / Superior neighborhood.

Alternatives respond to the irregular shape of the property's boundaries, and the steep slopes that divide the site by partitioning the parcel into development zones. Alternatives are developed thematically with synergistic overlap of complimentary uses defining the market opportunity. Alternatives are arrayed with a range of development densities and quantities of open space to enable public discourse of priorities for reuse. The study considers land use scenarios including commercial, agricultural, recreational, educational, municipal, institutional, and residential. Four base alternatives were considered options portraying opportunities associated with the relocation of Rt. 90 inland. The alternatives include:

Alternative 1: Public A / Public B
Alternative 2: Productive
Alternative 3: Creative
Alternative 4: Neighborly A / Neighborly B

Test fits include configurations for prototypical structures and amenities, land areas dedicated to parking, roads and access, easements and setbacks, and remedial infrastructure. Alternatives reflect market conditions as assessed by Jones Lang LaSalle, portraying supply and demand trends for asset classes by documenting current and recent vacancy rates, delivery pipeline, rental rates.

1.2 METHODOLOGY THE STUDY

With FirstEnergy's oversight, CRTKL coordinated its efforts with the Planning Department to prepare this document. It considers design and land use elements proposed in the City's Waterfront District Plan, as well as input from community and stakeholder interests to collectively create reuse alternatives. The Reuse Plan will

1.3 EXECUTIVE SUMMARY

As FirstEnergy anticipates the potential sale of the Lake Shore Property, both it, and the residents of the local community, represented by the city of Cleveland's Planning Commission want to understand the potential types of uses, their magnitude, and their social and economic impacts associated with redevelopment. This Study documents physical and economic characteristics of the site and surrounding community. It summarizes FirstEnergy's approach to demolition as well as its commitment to returning the site to productive use in a clean and safe condition. It assesses market conditions and portrays a range of viable reuse alternatives and their associated land use and development metrics in order to illustrate the relative impact of different approaches to redevelopment. Rather than recommending a single outcome, the report arrays the attributes of each alternative to provide maximum flexibility for the process of attracting new development through the transfer of the property.

In response to the unique attributes of the site, vocal advocacy by civic leadership and community stakeholders, the report proposes uses with more intensive land uses with associated public benefits than exists today. The report proposed alternatives which are financially viable and which could attract investment. It intentionally avoids proposing uses with little commercial value and few community benefits.

Alternatives portrayed in the study reflect the priorities of the Mayor, and respond to comments and suggestions from Cleveland's Planning Department, Office of Economic Development, Office of Sustainability, as well as feedback from Cleveland MetroParks, St. Clair-Superior Development Corporation, and local residents. With its basis in community dialogue, the report can serve as a foundation for subsequent revisions to the adopted waterfront master plan as well as a basis for future development masterplans and associated land-use legislation.

Each of the alternatives establishes a unique response to site opportunities, each also responds in unique ways to city initiatives that enhance connectivity to the waterfront, expand pedestrian and bike networks; and work to complement existing community interests.

Alternative 1 is based on the assumption that the city of Cleveland would recognize the sites potential as a location for public services and waterfront amenities. It intentionally couples public safety, and community facilities with the existing charter school to provide shared community resources. It proposes that lowland portions of the site accommodate a mix of active and passive recreational uses complimenting nearby Gordon Park, and developed with the support of City Recreation and Parks and MetroParks. It accommodates a potential option for the relocation of Rt. 90 to maximize waterfront recreational opportunities.

Alternative 2 recognizes the significance of local farming established in surrounding communities and proposes supportive commercial facilities to expand the capacity and distribution capabilities of local farmers.

Alternative 3 responds to the local craft and entrepreneurial economy by providing a variety of small scale fabrication facilities, complimented by studios and retail environments, with integrated residential development similar to the live-work land-use in the adjacent Kirtland neighborhood. It anticipates the creation of a creative economy that could attract creative service firms to new office facilities, and provides a range of residential opportunities for new residents.

Alternative 4 works to establish new residential communities with a variety of prototypes that complement the scale and densities of surrounding residential neighborhoods. Community oriented retail and open space are integrated into the fabric of the new community. It accommodates a potential option for the relocation of Rt. 90 to maximize waterfront mixed-use opportunities.

CHAPTER 2 | CONTEXT AND SITE ANALYSIS

2.1 LOCAL CONTEXT

2.1.1 REGIONAL TRANSPORTATION

The site is located near the shore of Lake Erie approximately three and a half miles from downtown Cleveland. The site is directly accessible to Interstate 90, the major road connecting Cleveland and Buffalo, NY to the northeast.

The closest major airport is Hopkins International, approximately a 20 minute drive southwest of the site. There is also Burke Airport, a private business airport, within a 10 minute drive of the site.

There are additionally CSX freight rail lines running directly adjacent to the site, but according to locals with knowledge of the site they are rarely used.

The site's easy access to the highway and proximity to downtown Cleveland and to Lake Erie are clear advantages for the property.

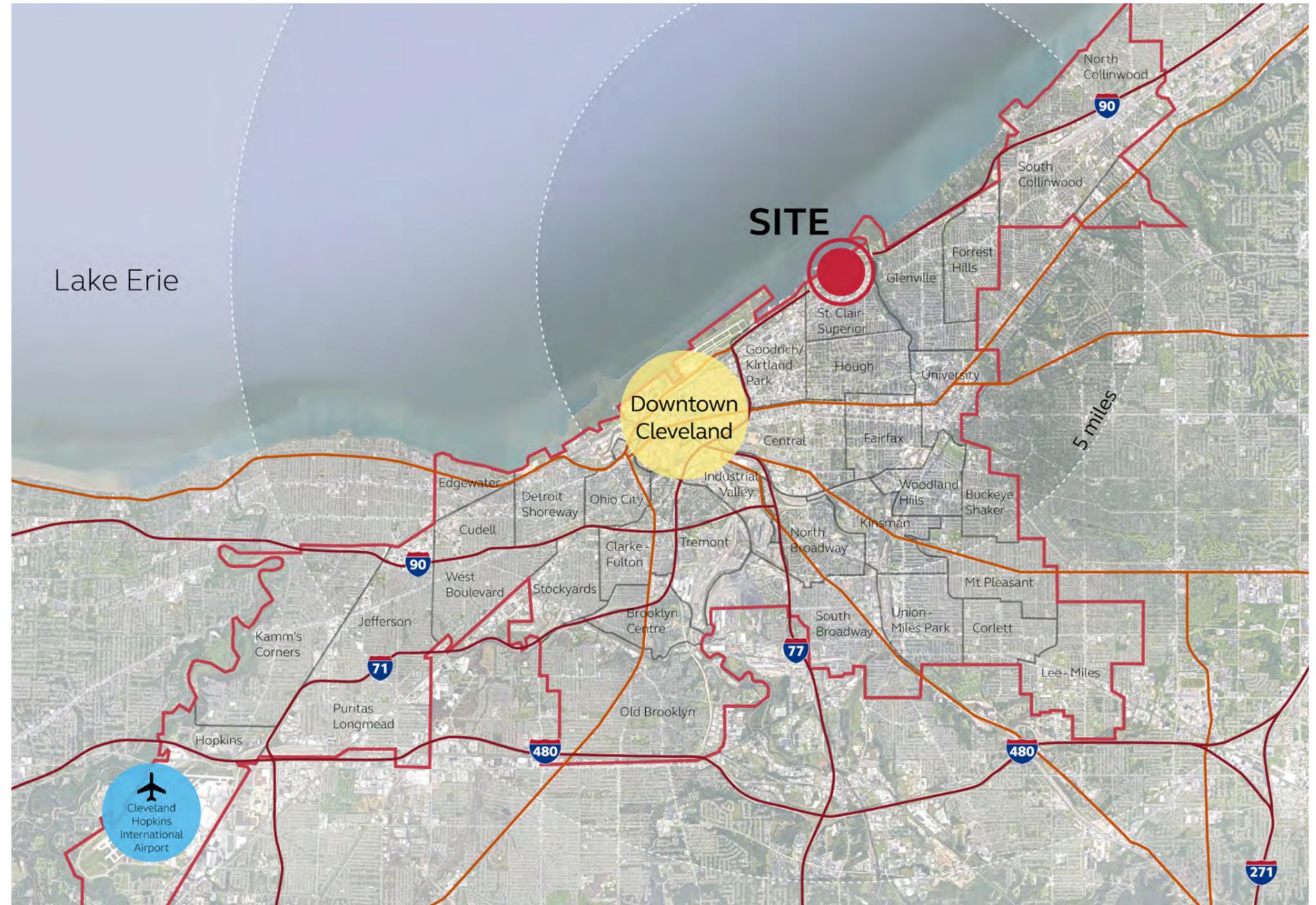


Figure 1 - Regional Transportation

- Legend**
- Interstate Highway
 - Primary Road
 - Cleveland City Limits
 - Neighborhood Boundary Lines

2.1.2 LOCAL LAND USE

The site is located within an industrial corridor which runs adjacent to Interstate 90 from downtown Cleveland north to the parks along Martin Luther King Jr Drive. Industrial facilities, considered obsolete for modern business, are located immediately adjacent to the south of the site. These industrial areas, along with other physical barriers, such as the rail lines and the interstate, restrict access between the primarily residential inland neighborhoods and the waterfront.

The major commercial corridors in the neighborhood are St Clair Ave running east and west, and East 55th Street running north and south.

The residential neighborhoods south of the site are composed almost entirely of detached single family homes. There are schools and other important institutional buildings embedded within these neighborhoods that serve the local residents.

The waterfront location of the site brings many recreational opportunities. There are parks, bike and nature trails, and marinas along the waterfront, all within close proximity to the site. Also the nearby park system along Martin Luther King Jr Drive contains Cleveland Cultural Gardens, Rockefeller Park and Greenhouse, and eventually connects to connects to the major institutions in University Circle.

Legend

- Site Location
- Residential
- Commercial
- Institutional
- Open Space
- Industrial
- Infrastructure

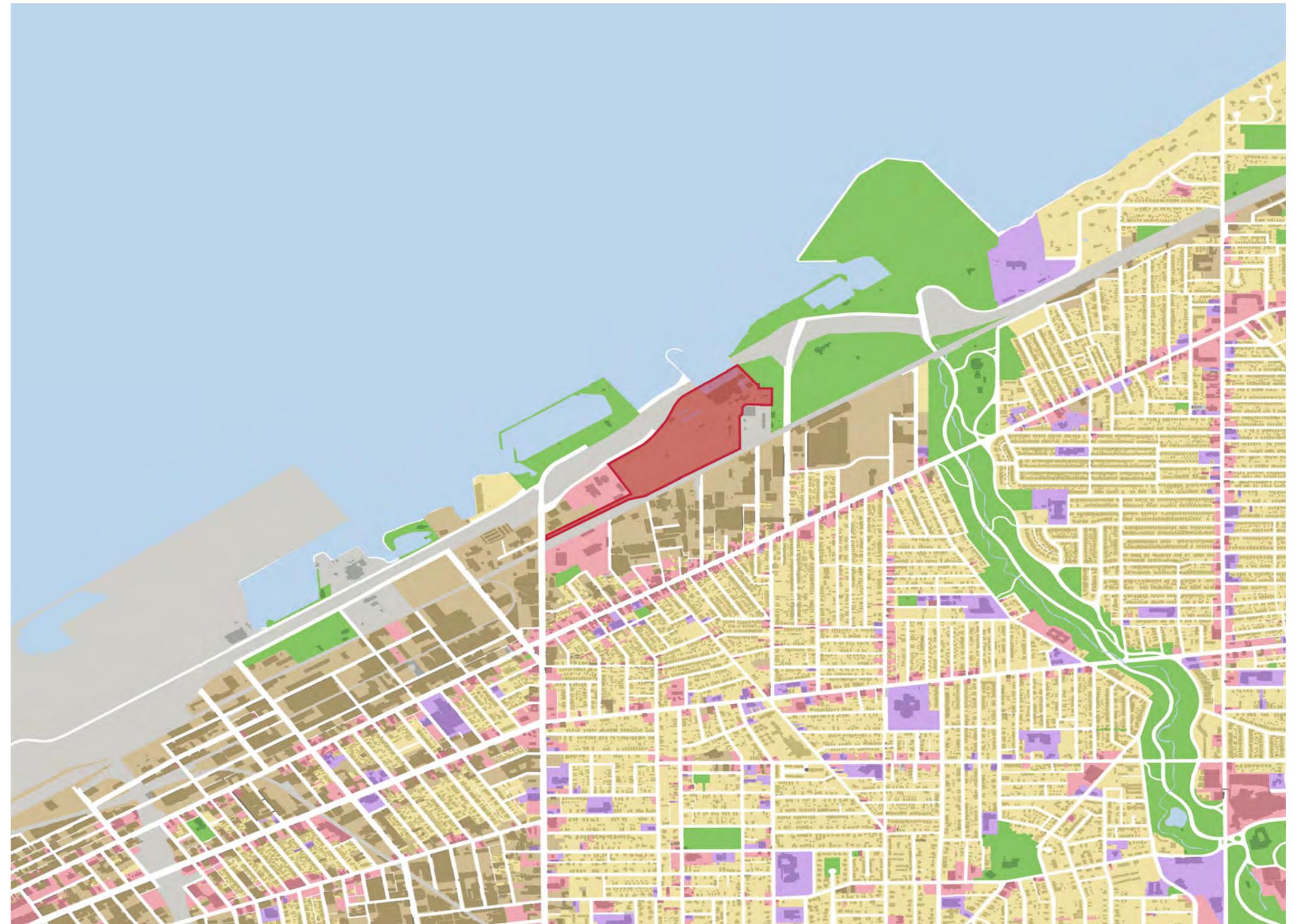
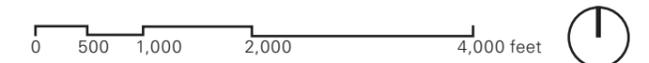


Figure 2 - Zoning Information



2.1.3 SURROUNDING LAND USE

The site sits in a predominantly industrial area which separates the inland residential neighborhoods from the lake. Considering the changes in the local industrial market and the city's desire for better access to the waterfront, we feel that this industrial zone should transition to a more mixed use district and create better connections to the lake. The live-work zoning in the Kirtland neighborhood, west of the site, presents a good model for how the neighborhood can transition from its current industrial uses to a more diverse mix of uses.

The FirstEnergy site has an opportunity to be a catalyst in this neighborhood, and the types of uses that are implemented here will become a determining factor in the future character of the neighborhood



Figure 3 - Graphic Representation of EPA Standards

2.1.4 BURKE AIRPORT HEIGHT RESTRICTIONS

The Federal Aviation Association imposes a 250 foot height limit for buildings within 10,000 feet of an airport. Burke Lake Front Airport's required radius extends to the majority of the site.

The Site sits outside of 4000' more restricted flight cone that would impact development as illustrated by the figure below.

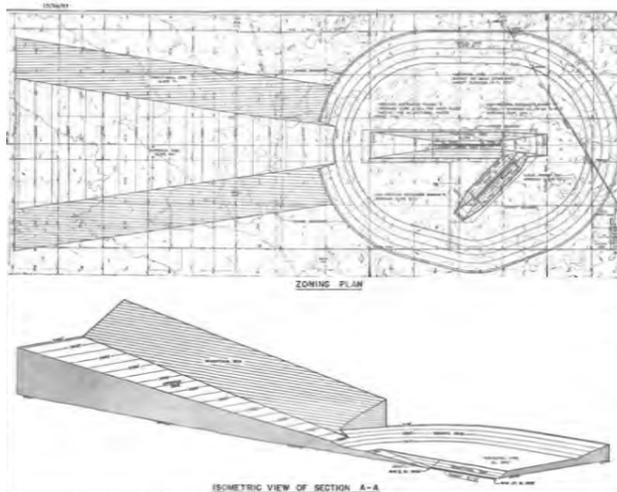
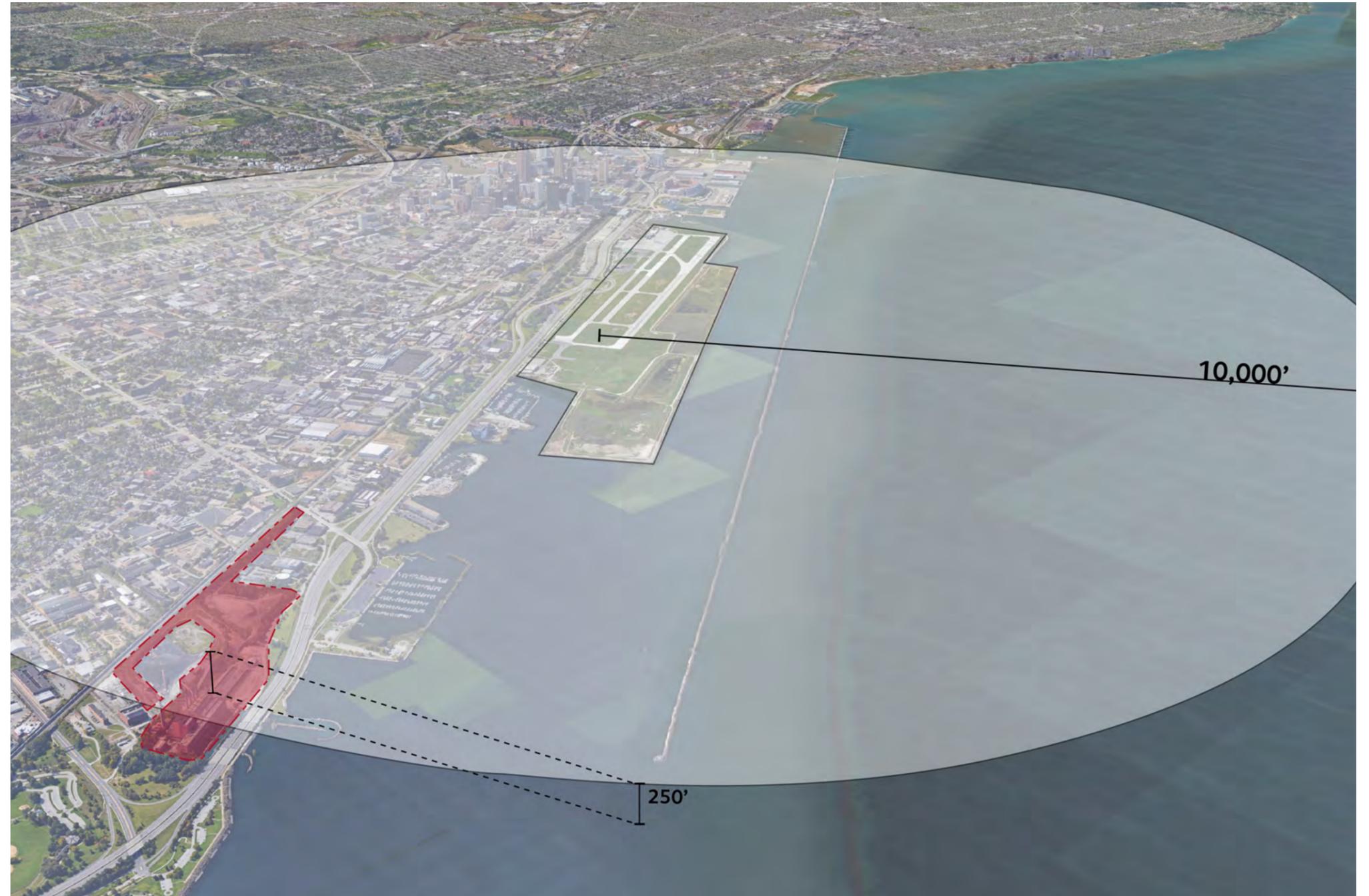


Figure 4 - FDA Recommended Zoning Restriction



The site is located well beyond the 4000' height gradient recommended for flight path safety in FAA's recommended zoning definitions.

Figure 5 - Burke Lakefront Airport Flight Path

2.2 PROPERTY ANALYSIS

2.2.1 PROPERTY HISTORY

Industrial development at the Property dates back to the late 1800s, when the western portion of the Property was developed with the United Salt Company Works salt plant. The salt plant was present on the western portion of the Property until the 1940s, when the structure was razed. A truck service center and a freight station were present on the western portion of the Property from the 1950s until the mid-1970s, when the truck service center and freight station buildings were razed. Beginning in the mid-1970s, the western portion of the Property was used for various purposes, including use as a temporary fly ash staging area. Currently, the western portion of the Property is leased to Chieftain Trucking & Excavating, who used the Property as a staging and distribution area for clean fill materials from a regional public construction project. The portion of the Site to the east of the salt plant was occupied by the Consolidated Steel Wire Company manufacturing plant in the late 1800s and the American Steel & Wire Company in the early 1900s. The facility was occupied by the Cleveland Stevedore Co. for general warehousing and storage. The Cleveland Stevedore Company facility was razed in the late 1950s. Two five-million-gallon #6 fuel oil above ground storage tanks (ASTs) were installed in the former location of the Cleveland Stevedore Plant in the mid-1970s, when the A Plant boilers were converted from coal-fired boilers to fuel oil. The fuel oil tanks are located outside the Property footprint and are not considered part of the Property. The fuel oil ASTs were demolished in the late 2000s. Currently, a Static Var Compensator (SVC) substation is located just east of the former location of the fuel oil ASTs.

Development of the power plant on the eastern portion of the Property began in 1908. Construction of the original portion of the "A plant," or western power plant, was completed in 1911, and power generation at the Property commenced. The turbines and boilers became operational in B Plant in 1923. Power generation at the B Plant terminated in the 1960s, and the boiler portion of the B Plant was razed by 1970. Boiler 18, located adjacent to the east of A Plant, was constructed and became fully operational in 1961. From 1911 until the mid-1970s, all boilers and turbines in the power plant were coal fired. Starting in the mid-1970s, A Plant boilers were converted the coal-fired boilers to fuel oil. Power generation at A Plant continued until the early 1990s, when the A Plant was decommissioned. Boiler 18 continued to generate power until April 2015. All power generation activities at the Property ceased in April 2015. Currently, the A Plant and B Plant portions of the Property are undergoing asbestos abatement activities, which is scheduled for completion in 2016. Asbestos abatement of Boiler 18 was completed at the time of the Property reconnaissance.



Figure 6 - Former Power Plant Site

2.2.2 FIXED AND LEGACY INFRASTRUCTURE

After removing hazardous materials from the original structures, The Power Plant stacks and primary structure imploded at the end of February.

FirstEnergy will demolish the majority of existing vertical structures on the site to 2' below grade, then will rough grade areas of disturbance. This effort does not constitute remediation of contaminated soils or groundwater.

FirstEnergy has entered into the Voluntary Action Program administered by the State of Ohio Environmental Protection Agency.



The VAP minimizes governmental red tape and maximizes resources and expertise in the private sector. If someone wants to clean up a piece of property, it may be done following specific standards developed by Ohio EPA. When cleanup requirements are met, the director of Ohio EPA issues a covenant not to sue. This covenant protects the property owner or operator and future owners from being legally responsible to the State of Ohio for further investigation and cleanup. This protection applies only when the property is used and maintained in the same manner as when the covenant was issued.

Legend

- Buildings to Remain
- Buildings to be Demolished



Figure 8 - Former Power Plant Structure



Figure 9 - Photo from Demolition



Figure 7 - Demolition Plan



2.2.3 SITE CONTAMINATION + REMEDIATION

In August 2016, FirstEnergy undertook an initial survey to identify the likely types and locations of contaminants on the site. Consistent with the lengthy history of the plant; a variety of contaminants are suspected to be on the site. These are distributed across the site in locations related to industrial activities on the site, including below oil storage tanks and transformer locations; along rail lines and rail and vehicle storage and fueling areas; at motor freight areas, and in water management areas and former coal storage areas.

The reuse plan provides guidance as to types and location of future uses to assist in determining the extent of remediation.

Separate standards are established for residential and commercial uses, with stricter requirements for residential.

FirstEnergy and/or purchasers of the site would complete remedial activities consistent with the safety standards associated with the site's future use.

Legend
■ Areas of Potential Contamination

SECURING OUTCOMES

Cleveland residents, City leaders and FirstEnergy have a mutual interest in securing a positive future for the Lakefront Site. Helping to ensure citizens are protected from negative future outcomes on the site in with a number of overlapping jurisdictions, regulations, and motivations.

- The Ohio EPA sets safety standards as part of the State of Ohio's Voluntary Action Program.
- The City of Cleveland through its zoning and entitlement powers, has the authority to prevent uses which are not consistent with the Waterfront and Comprehensive Plans and which are not in the community interest.
- FirstEnergy is motivated to ensure that cleanup is completed to prevent long term health risk and associated liability, even after the property is transferred to new ownership.



Figure 10 - Contamination Plan



2.2.4 TOPOGRAPHY

The topography adds another set of challenges to the site. A steep ridge, over thirty feet tall, runs through the middle of the site dividing the major land bays. The lower portions of the site lie below the floodplain and would be at risk of inundation during a major storm event. The elevated portions of the site have tremendous views over the lake and are more easily accessed from the commercial areas south of the site.

Connections between the upper and lower portions of the site will be difficult to achieve due to the abrupt change in elevation.

Overall the topography will necessitate dividing the site into a higher and a lower development zone. Due to flooding risk the lower development zone would be better suited to open space uses or buildings with ground floor garages unless other resiliency strategies are employed.



Figure 11 - Topography Map



2.2.5 SITE ACCESS

The site is well connected to Interstate 90, one of the city's major corridors. This site access will be valuable to businesses, but may also be attractive to residents who commute to Downtown Cleveland.

The site has some access challenges due to the railroad tracks running along the southern edge of the site and the interstate running along the northern edge of the site. Currently the only access points to the site are off of East 55th st and East 72nd Street. We are proposing that some of the dead end streets, which run from St Clair Ave to the train tracks, should be extended to cross the railroad tracks. This would both add new access points to the site, as well as help connect the site to the commercial uses along St Clair Avenue.

There is also the opportunity to improve the pedestrian and bicycle connectivity through the neighborhood. Already there is a bicycle path which runs along the edge of the lake and there are plans to make E 55th and E 72nd streets more bike friendly. A crucial challenge will be making strong pedestrian connections to the lake between E 55th and E 72nd streets. This may have to be done with pedestrian bridges over the highway.

Access to the site is generally limited so it will be important to create new crossings over the rail line and new through roads across the site.

Legend

- Interstate Highway
- Primary Road
- Railroad
- Site Access Point
- Site Location



Figure 12 - Site Access Map



2.2.6 INTERSTATE 90 RELOCATION

Moving interstate 90 away from the water's edge offers a unique set of opportunities for the city and the region that will require significant commitments by local and regional stakeholders and will likely occur over a lengthy period of time. It's possible that the FirstEnergy site could be a contributing element of this initiative.

While moving the highway is significant effort, it provides opportunities for the site as well as for the community by creating more connections to the lake and adding to the network of existing open space.

This move will maximize the potential of the Metro Parks Land and recreational opportunities along the lake shore.



Legend

- █ Interstate Highway
- █ Primary Road
- ▨ Railroad
- ⊗ Site Access Point
- ▭ Site Location
- █ Relocated Road

Figure 13 - Interstate 90 Relocation Diagram

0 125 250 500 1,000 feet



2.3 OPPORTUNITY ANALYSIS

2.3.1 EXISTING WATERFRONT PLAN

On December 17th, 2004, The Cleveland City Planning Commission adopted the “Connecting Cleveland: The Waterfront District Plan,” a comprehensive planning effort that was begun in April 2002 by mayor Jane L. Campbell and the Cleveland Lakefront partners to develop a community consensus for the future of 8 miles of Lake Erie shoreline between Edgewater Park and Gordon Park. This milestone effort represents the culmination of a 32 month planning process, evolved from an infrastructure reclamation study which scrutinized the possibility of taking back what the Cleveland Municipal Shoreway had blocked from the Lakefront neighborhoods – connectivity. This study proposed the decommissioning of a high-speed roadway and replacing it with a pedestrian-scaled boulevard that once again would engage the neighborhoods to Lake Erie. Following on the heels of this study the Waterfront District Plan takes this big idea to an even higher level. As a comprehensive effort, this plan is the first city-wide lakefront planning endeavor undertaken and adopted in over 50 years. It critically analyzes and conceptually envisions a study area of more than 3,000 acres along an 8 mile stretch of continuous waterfront property. The goal of this endeavor is “to shape the lakefront as the most vital element in the transformation of Cleveland as a place to live, work, and play.”

Waterfront District Planning Principles:

- Seamlessly link our lakefront neighborhoods to our shoreline attractions
- Capitalize on topography and natural features as development and open space assets
- Fully develop our 3 great parks - Edgewater, Gordon, and Voinovich - on our great lake
- Transform the shoreway into a lakefront scenic byway
- Develop accessible and connected public spaces

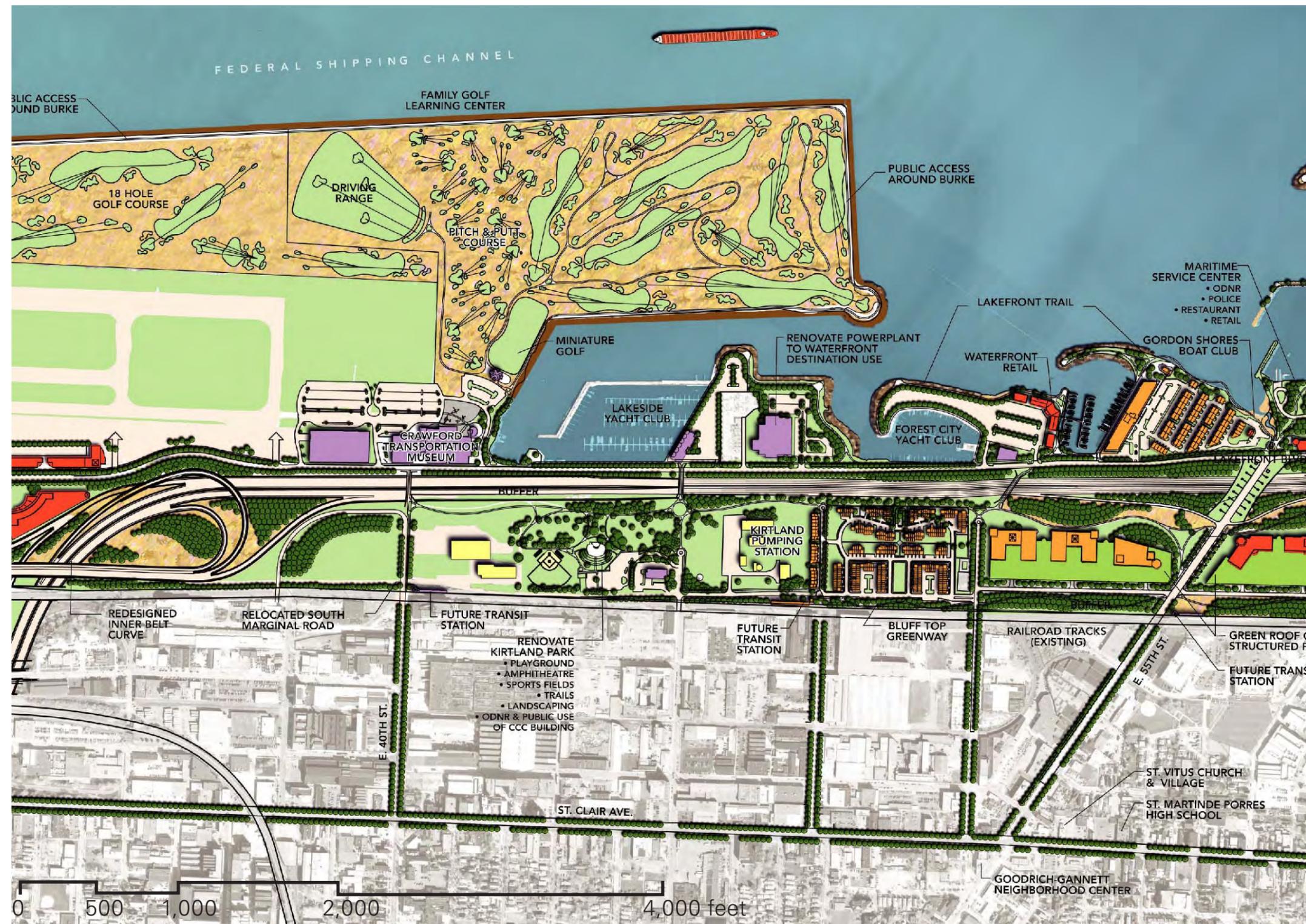




Figure 14 - City of Cleveland's Waterfront Plan

2.3.2 WATERFRONT AMENITIES

The diversity of recreation along Lake Erie is divided between the east and west sides. Most residents on the east side cannot readily use or access the waterfront, as the only recreational spaces on the lake are the four yacht clubs or marinas. Inaccessibility is compounded by interstate 90 running along Lake Erie's shores and Burke Lakefront Airport. While on the west side there are only two marinas and numerous recreational amenities at a variety of parks which creates a more balanced and accessible waterfront.

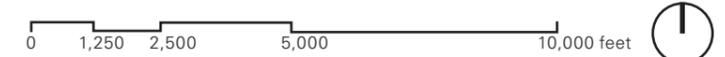
Edgewater Park, one of Cleveland's largest beaches, is unique due to its size, numerous public programs, and gorgeous views of the sunset and downtown. On Thursday evenings all are welcome to the park's summertime concerts followed by a movie, accompanied by food trucks and activities for all ages. Edgewater and Voinovich parks also have weekly yoga and outdoor exercise classes.

Bridging the gap between east and west, downtown Cleveland's water front hosts FirstEnergy Field, the Great Lakes Science Center, and the Rock and Roll Hall of Fame. On the western banks of the Cuyahoga River there is Jacobs Pavilion at Nautica, a large scale concert venue, and the Aquarium.

The east side of Cleveland is clearly deprived of equitable waterfront recreation, and the former FirstEnergy Power plant could be a powerful tool to give communities a variety of new amenities.



Figure 15 - Water Front Land Use



2.3.3 LOCAL NEIGHBORHOOD TRENDING SITES

The neighborhood of St Clair Superior, where the site is located, has been traditionally home to industrial uses and working class housing. The neighborhood suffered during the (2007-2009) recession, as residents lost jobs and homes. This led to vacancies of homes and businesses, recently, however that trend has been changing in large part due to the grassroots efforts of local community organizations. The groups have started trends which have spread more widely in the neighborhood, and it is these trends which have begun to give the neighborhood a unique identity within the city of Cleveland.

These trends are focused on making the best use of the space available, reusing and recycling, or up-cycling, old goods and embracing the local environment.

The site presents an opportunity to work with and strengthen these existing initiatives and allow room for them to further develop. These trends are part of the rebirth of this neighborhood and they should be encouraged to remain as a defining part of what makes the neighborhood special.

- | | |
|--|---|
| <p>Hub 55</p> <ul style="list-style-type: none"> 1 Goldhorn Brewery 2 Cafe 55 3 Farmer's Market 4 The Cleveland Flea <p>Upcycle</p> <ul style="list-style-type: none"> 5 Upcycle Parts Shop 6 The Midway Project 7 Rustbelt Reclamation | <p>Buzz Worthy</p> <ul style="list-style-type: none"> 8 Urban Sheep Grazing 9 AsiaTown Night Market 10 Art Quarter 11 Art Installations 12 Edible History Project 13 MyCom Youth Initiative <p>Local Food</p> <ul style="list-style-type: none"> 14 Community Greenhouse Partners 15 Chateau Hough Vineyard 16 Stanard Farm 17 Blue Pike Farm |
|--|---|



Figure 16 - Map of Areas of Interest



2.3.4 VACANT PROPERTIES

The economic recession of (2007-2009) and the loss of industrial jobs have hurt the entire Midwest region and Cleveland in particular. The evidence of this can be seen in the many vacant parcels which dot neighborhoods throughout the city. These vacancies are not just limited to residential properties but also commercial, industrial, and even institutional facilities have been shuttered across the city.

These vacant parcels suggest that the market in the area may be problematic for any new development. However we have seen signs that the market in this neighborhood is growing stronger through grassroots initiatives taking place locally.

By working to complement and strengthen the many initiatives in the neighborhood, a project in this location may not only be successful but could become a catalyst for future growth of the neighborhood.

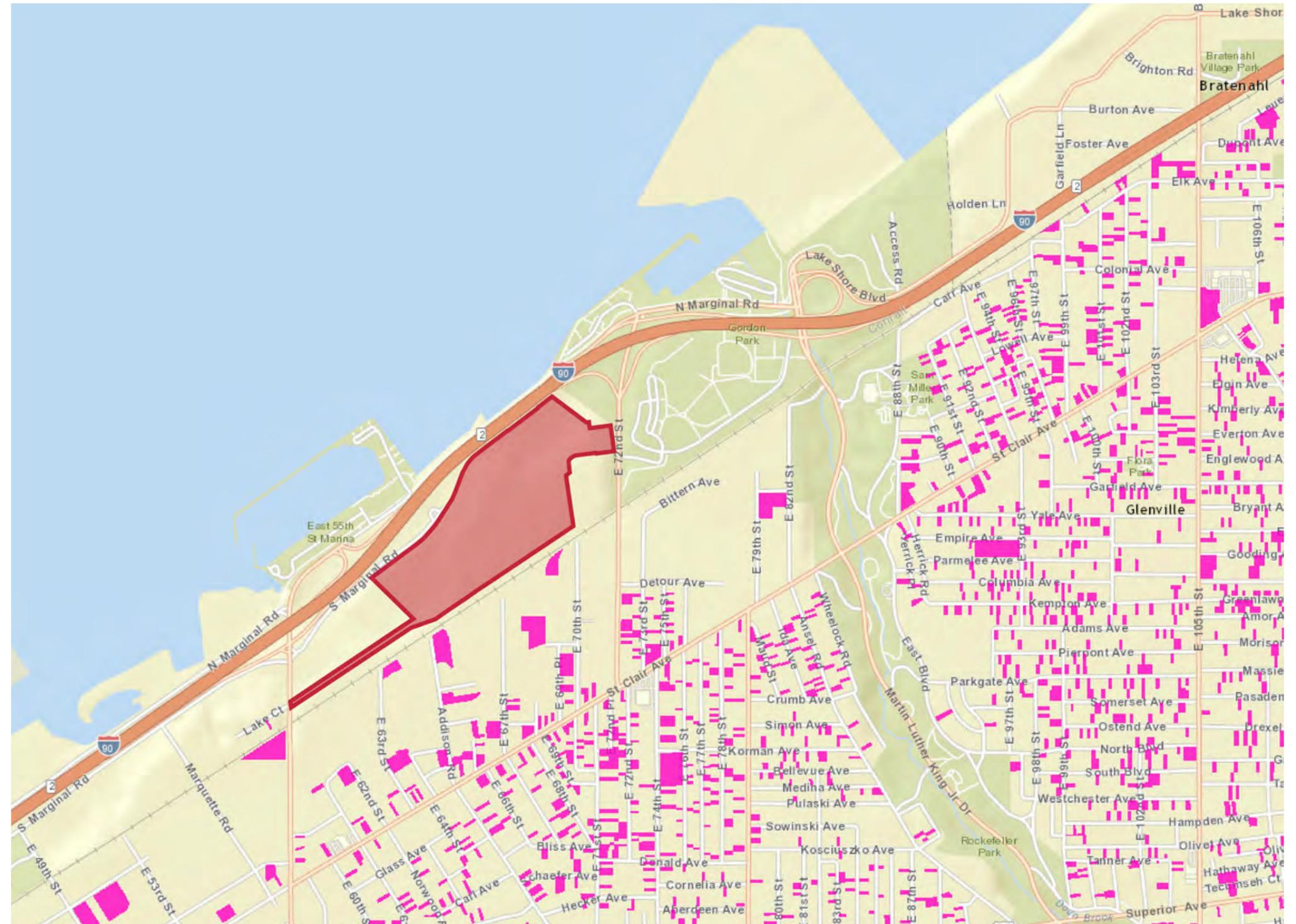


Figure 17 - Vacant Properties Map

2.3.5 CHALLENGES AND OPPORTUNITIES

The St Clair - Superior neighborhood, where the site is located, faces serious challenges to its successful growth. These challenges, however can also be viewed as opportunities, and they provide the neighborhood the chance to chart its own path forward.

Issues such as the large vacant industrial sites and the many vacant residential lots should be looked at as opportunities for new growth on inexpensive land. These lots have already led to innovative uses such as small scale urban agriculture, urban grazing programs, flea markets and others which have served to give the neighborhood a unique identity in the city and create a sense of community among its residents. New development in these areas can help bring in new residents and new amenities for the residents already living in the neighborhood. As the cost of housing is increasing in neighborhoods to the west, there are already those looking at this area as a source of affordable land and housing within commuting distance of downtown Cleveland.

The neighborhood lacks strong connections to lake, but new bike lanes along E 55th and E 72nd street, as well as proposed pedestrian connections through the FirstEnergy site can bring the amenity of the waterfront within reach to more neighborhood residents.

All of the challenges facing the neighborhood should be addressed and the FirstEnergy site is a great opportunity to begin the process.

CHALLENGES



- Deteriorating conditions in south and east
- Lack of variety and of new housing
- Large vacant industrial and institutional uses
- Main retail corridors have gaps due to vacancies
- Few connections to the Lakefront

OPPORTUNITY



- Areas where new development can make a positive impact
- Opportunity to build new types of affordable housing
- Open and affordable land for new uses
- Opportunities for new businesses to enter market
- Building new connections to the Lakefront to provide opportunities in St Clair

2.3.6 POTENTIAL SITE USER GROUPS

We have identified several broad categories of uses that we feel would work well on the site and will compliment the unique character of the neighborhood and would be of the greatest benefit to its current and future residents.

Connectivity

The site sits at an important junction between the inland residential neighborhoods and the open space networks which stretch along the waterfront, making it crucial that any development scheme for the site creates and maintains better connections to the water.

Employment

After the departure of large portions of the manufacturing sector from Cleveland, the city is finding new industries and residents are finding new means of employment. The site is an opportunity to give a concrete location for some of the industries to take route, such as maker spaces, urban agriculture, and distribution centers.

Institutions

There is a great opportunity to partner with and create new space for the many strong institutions which already thrive in the city. Some potential uses might be a training center for the police department or technical education programs for the local community colleges

Recreation

There is always a demand in neighborhoods for high quality recreation space and the site's location adjacent to the lake and connected to other open space networks makes this a great potential use. There is the potential for active uses like playgrounds and sports fields as well as passive uses like nature trails and gardens.

CONNECTIVITY



EMPLOYMENT



Distribution Centers

Specialty Office

INSTITUTIONS



Public Safety



Active



RECREATION



Passive



2.3.7 STAKEHOLDER INTERVIEWS

Between December 2016 and February 2017 interviews were held with several stakeholders, to better understand the challenges and opportunities the community, local businesses, and the city see facing the future development of the site. Below is a summary of some of the conversations and the broad outline of the issues that were discussed.

Mayor's Office of Sustainability

Matt Grey

Chief Mayor's Office of Sustainability

Mission: The Mayor's Office of Sustainability leverages Cleveland's wealth of assets by collaborating with the community to improve the economic, environmental and social well-being of its citizens. To lead by example, the Office develops and implements policies and practices within the city departments to embrace a culture of Sustainability.

The representative stressed that the theme for Cleveland was Green City / Blue Lake and that 2017 had been declared the "Year for Vibrant Green Space". Cleveland's Climate Action Plan 2013 and Sustainable Cleveland 2019 will be used to help support these initiatives. Cleveland is pushing new construction to be LEED silver or better by offering property tax abatements. There are also local initiatives in the neighborhood to improve 55th and 72nd streets.

Minimum requirements for a successful plan:

- Intercept as much storm-water on site as possible
- Introduce solar power on to the site
- Enhance pedestrian / bike connectivity
- Potentially a requirement for buildings to be LEED certified (or equivalent)

Stretch goals include:

- Coordination with community based local food initiatives
- Active recreation accessible to school

St. Clair-Superior Development Corporation

Michael Flemming

Director St. Clair-Superior Development Corporation

Mission: Located within the St Clair Superior community, SCSDC is responsible for community based advocacy; facilitating housing, commercial, and industrial outreach, support and technical assistance; and Youth and Community Arts and Cultural programs. SCSDC actively supports the regeneration of the district through its advocacy of local agriculture and manufacturing, farmers markets, and cultural events.

The representative stressed that there is a need in the community for basic health and wellness resources. There is also a major community issue with the lack of connectivity, both to the waterfront and across the CSX NS rail line, though it is barely used. He suggests opening up dead end streets to enter the interior of the site.

Gentrification of the Warehouse District is resulting in housing value uplift and this is trending eastward. Displaced artists and residents are candidates to repopulate neighborhood. There is a lot of focus on the existing industrial. Most industrial buildings are obsolete by today's manufacturing standards. Those in Kirtland are being repurposed for craft industrial, new live-work zoning there has added value. The local farming initiative centered on 55th street is supplying a large range of end users and the CDE is promoting a farmers market and night events which attract thousands of visitors.

Recommendations

- Approach the study as a masterplan for the district
- East side will benefit from connecting across the highway / connecting to the water
- Creating value in the neighborhood's industrial district will create value for the site.

Mayor's Office/ City of Cleveland Economic Development

Ed Rybka

Chief of Regional Development for the City of Cleveland

Mission: To provide assistance to businesses expanding within or locating to the city of Cleveland including financing, workforce solutions and technical assistance that will encourage investment in the community to enhance the lives of our citizens.

The Mayor's office is focused on distressed communities adjacent to

the health tech corridor with the FirstEnergy site potentially qualifying.

The quality of Cleveland's Waterfront is another of the Mayor's priorities. The FirstEnergy Lakeshore Plan should provide assurances that no runoff from the site will wind up in the lake. The plan should also promote community connectivity to the waterfront, including access to recreational resources. The Mayor's office views waterfront property in the city as a finite resource and is seeking high value scenarios to make the best use of it. They believe there is demand for office use overlooking the lake. The Mayor's office views waterfront offices as a great potential use for the site but is less excited about industrial uses. There is concern that residential development could conflict with the flightpath cone of the lakeside airport.

The Mayor's office acknowledges that masterplan and zoning authority provide the city leverage to secure desirable uses and agree that establishing a TIFF District and bond financing are ideas to explore. The office indicated that incentives or tax abatement programs were available for LEED design standard adoption on grocery and residential building. They were not able to identify a package of job creation and retention strategies, but suggested funding could be available from County or Jobs Ohio.

Public Works Parks and Recreation Property

Michael Cox

Director Public Works Parks

Mission: Providing quality service for quality life in our neighborhoods, our City and our future.

- The Agency coordinates responsibility for Cleveland Parks with Cleveland Metroparks; focusing on operations of programmed Park Space as opposed to Metroparks responsibility for passive open space.
- Recognizes the value of Waterfront land, and concurs with initiatives to connect community with waterfront
- Confirmed Urban farms at 72nd and 55th
- Allocates Capital Budget for maintenance and repair, not new facilities
- Did not see value of expanding Roosevelt park and cultural gardens into a new district
- Recommend follow up with Planning and Economic Development.

2.3.7 STAKEHOLDER INTERVIEWS CONTINUED

Cleveland Metro Parks

Brian Zimmerman,
Chief Executive Officer, Cleveland MetroParks

Mission: Cleveland Metroparks will conserve significant natural resources and enhance people's lives by integrating high-quality outdoor education, recreation and zoological opportunities into people's lives.

Vision: Cleveland Metroparks will be a national leader for sustainable green infrastructure that provides essential environmental, economic, and community benefits for people in its core service area, the surrounding region, and the global reach of Cleveland Metroparks Zoo.

- Consider regional implications of site location in terms of providing amenities
- Consider relocation of Interstate 90 to create higher opportunity waterfront sites
- Look for higher value development than agriculture. Potentially residential / mixed use
- Emphasize connectivity to water
- Generate a comprehensive and realistic Development Plan that is a catalyst for community revitalization
- Develop a cohesive plan that reflects a mix of uses, including green recreation, passive and active uses.
- Recognize the site as a gateway element to both the neighborhood and the City of Cleveland from the east

Community Meeting

Attendees:

Cleveland City Planning
Councilman Jeffery Johnson
Cleveland Metroparks
SCSDC

Representatives of the Surrounding Neighborhoods

Comments from the community emphasized affordability, housing diversity, and not displacing existing residents.

- Great concern was expressed about FirstEnergy's commitment to leaving a safe site.
- The reuse plan should portray different types of housing opportunities.
- The site is large enough to accommodate mixed use solutions which would be desirable for local residents.
- More research is necessary to understand the impact of Burke Airport operations on the reuse plans.
- Need to emphasize connectivity to the waterfront.
- Expanding the UH Bikes system could be a supportive part of the plan.
- Consider the opportunity of relocating Rt. 90. To open up waterfront access and usable site area.
- Educational linkages to new land uses offer opportunity for the local community.
- Community looks for waterside recreational amenities.
- City could land bank the site and potentially have more time to decide what to do with it.
- New amenities should be attractive to existing residents as well as newcomers. Seniors have different interest than younger newcomers.
- What are EPA standards and how do they relate to different safety thresholds related to use
- Understand impact of FirstEnergy's remaining infrastructure on site
- No expectation of tax payers to foot bill for cleanup of site



CITY OF CLEVELAND
Mayor Frank G. Jackson



cleveland
city planning
commission



stclair
superior
development
corporation



Cleveland
Metroparks



— City of —
CLEVELAND

ECONOMIC DEVELOPMENT
Northeast Ohio
Regional Sewer District

Your Sewer District: Keeping our Great Lake great

2.3.8 COMPARABLE DEVELOPMENTS

NEW COMMUNITY PLACE 7700 WOODLAND AVENUE



The property had previously been used by the City of Cleveland Workhouse-House of Refuge and Correction ("CCW") from 1887-1896. The CCW included an administrative building, dormitories, cells chapel, bake house, ice house, and a brush manufacturing factory.

Remediation process consisted of soil excavation and removal exceeding applicable standards for removal for disposal off-site.

New Community Place LP is maintaining the current land use of the multi-family residential buildings that currently exist on the property.

Site Area: 6.5 Acres

Remediation Standards: Restricted Residential

STEELYARD WEST 3341 JENNINGS ROAD



The property had previously been used as a steel manufacturing facility for Jones and Laughline Steel and ISG Cleveland West. This facility was used for steel manufacturing since 1914, when Otis Steel began producing and finishing steel at its Riverside Works. The property was purchased by Steelyard Commons LLC and construction began on a multi-tenant retail facility in 2006.

Remediation process consisted of soil excavation and removal for off-site treatment and disposal.

The property has been developed into a commercial power center, its major retailers currently include Wal-Mart, Home Depot, Target, and Best Buy. The retail facilities maintain the theme of the steel manufacturing history.

Site Area: 18.18 Acres

Remediation Standards: Commercial/Industrial Land Use Restricted with Ground-Water Uses

2.3.8 COMPARABLE DEVELOPMENTS CONTINUED

FAIRMONT CREAMERY 1720 WILLOW AVENUE



The Fairmont Creamery produced and distributed dairy products from 1930 through 1969. The building stood vacant until 1985 at which time the building was used for chrome and nickel-plating and as a plating waste and hazardous waste storage facility. The facility was properly closed in 2013.

Remediation process consisted of soil excavation and removal exceeding residential standards. Clean fill or concrete paving/foundation was placed to provide the 2-foot point of compliance for restricted residential use.

The building has been refurbished into apartments with additional commercial space. The lower street level of the structure is a parking garage

Site Area: 1.55 Acres

COAF Grant: \$1,000,000

Remediation Standards: Restricted Residential

FLAT'S EAST BANK 1016-41 FRONT AVENUE



The property was the location of heavy industrial development, including coal and gas plants, ship building, motor freight operations, warehousing, fishing operations, and machining, for more than 100 years. Starting in the 1980s, much of the industrial nature of the area was converted to night-clubs and restaurants.

Remedial activities on the property included soil excavation and backfilling, as well as ACM removal and building demolition. Abandoned infrastructure on the site included building foundations, remnant streets, rail spurs, and utilities. These were all removed with the addition of 5 underground storage tanks. An area of dissolved phase chlorinated solvents near the Cuyahoga river was treated via in-situ chemical reduction.

The site has been redeveloped as a mixed use center with residential, hotel, office and commercial components.

Site Area: 20.3 Acres

CORF Grant: \$3,000,000

Remediation Standards: Restricted Residential / Commercial / Industrial with Restricted Ground-Water Uses

CHAPTER 3 | MARKET ANALYSIS

3.1 SUMMARY

The site has several assets working for it due to its location near downtown Cleveland. 2016 marked an important year for Downtown Cleveland. With the NBA playoffs and the Republican National Convention, projects throughout Downtown are nearing completion, even as the next wave of development takes off. The very assets that brought the RNC to Cleveland and the new developments will help Downtown Cleveland attract additional residents, business growth and investment after this important event. Downtown Cleveland's walkable core, rich in amenities and architecture, have helped make the city center to become the fastest growing residential neighborhood in Northeast Ohio.

To continue this growth, Downtown Cleveland Alliance is helping downtown work toward important milestones. Downtown Cleveland needs to add an additional 7,000 apartments and condominiums to grow the downtown population to over 25,000. Achieving this level of population growth will allow us to attract more attention from regional and national retailers, remove unoccupied retail space from the market and, in turn, attract more residents and businesses looking to employ those residents.

3.2 CURRENT MARKET SUMMARY

3.2.1 RETAIL VALUATION

Demand for downtown is strong and the inventory is low; a large contributing factor is all the residential conversion and urban infill / reuse development. Rent growth is slow (<3% yearly) but that is mostly due to the fact that the market does not see much turnover. The growing CBD residential population is a strong driver of the retail market, and we expect this to continue, further improving demand and conditions for retail in the market.

- Downtown Cleveland Retail Inventory: 3.9 million SF
- Average Asking NNN Rents: \$11.20 per SF
- Downtown Vacancy Rate: 5.3%

3.2.3 OFFICE VALUATION

- Vacancy rates are still considerably high for both Class A (13.5%) and B (25%)
- Average asking rate on rent is around \$19/RSF/YR
- Rents are expected to rise;
- No significant development activity

3.2.2 INDUSTRIAL VALUATION

Signs of being near peak of market and moving towards a tenant favorable market

- Vacancy rate is around 9% and is steady/increasing
- Rents are averaging \$3.75/RSF/YR and may be at a peak
- Most development is in Southeast sub-market for logistics/distribution
- Nearly 2M RSF of development active with a significant proportion preleased

3.2.4 MULTIFAMILY/RESIDENTIAL VALUATION

- There have been significant downtown office to residential conversions driven by changing demographics/demands
- Home sale prices have been rising and average around \$260k in 2015.
- Vacancy rates are very low and rental costs are doing down due to all new product being delivered (see table below)
- Continued new construction / product being delivered to market

Property Name	Submarket	Units	Status	Start	2016				2017				2018				
					1Q16	2Q16	3Q16	4Q16	1Q17	2Q17	3Q17	4Q17	1Q18	2Q18	3Q18	4Q18	
Cedar Central Apartments	East Cleveland/Cleveland Heights	61	Under Construction	1/1/2016						16	45						
Cedar Central Townhomes	East Cleveland/Cleveland Heights	50	Under Construction	1/1/2016						38	12						
Centric	East Cleveland/Cleveland Heights	272	Under Construction	12/1/2016									68	204			
Clinton West	Lakewood/Linndale/Brooklyn	70	Under Construction	5/1/2016						14	42	14					
Edge 32	Lakewood/Linndale/Brooklyn	60	Under Construction/Lease-Up						24	36							
One University Circle	East Cleveland/Cleveland Heights	280	Under Construction	6/1/2016										141	139		
Ovation at Crocker Park	North Olmsted/Fairview Park	318	In Progress	8/1/2014	69	67	44										
Pinecrest Dev	Beachwood	87	Under Construction	10/1/2016								87					
Snavelly Group Dev	Lakewood/Linndale/Brooklyn	194	Under Construction	10/1/2016										194			
Standard Building Conversion	Lakewood/Linndale/Brooklyn	285	Under Construction	8/1/2016								114	171				
The Alcazar	East Cleveland/Cleveland Heights	96	Under Construction	9/1/2016									10	30	29	27	
The Creswell	Lakewood/Linndale/Brooklyn	80	Stabilized	1/1/2015													
The Edison at Gordon Square	Lakewood/Linndale/Brooklyn	306	Under Construction	8/1/2015						93	93	90	30				
The Garfield	Lakewood/Linndale/Brooklyn	125	Under Construction	11/1/2015						125							
The Residences of Chagrin Riverwalk	Euclid/West Lake County	199	Stabilized	7/1/2014	42	42	28										
The Schofield Residences	Lakewood/Linndale/Brooklyn	52	Stabilized	6/1/2013	11	31	10										
The Villas of Madison	Lake County/Other	90	Under Construction/Lease-Up				9	27	27	27							
The Wagner Awning Building	Lakewood/Linndale/Brooklyn	59	Under Construction	12/1/2015				59									
Van Aken District	Beachwood	102	Under Construction	11/1/2016										77	25		
W 25 Lofts	Lakewood/Linndale/Brooklyn	83	Under Construction	9/1/2015			28	55									
Units Delivered by Quarter					122	140	119	141	51	349	306	372	128	645	191		
Units Delivered by Year		2564			522				1078				964				

Figure 18 - Snapshot of projects with new delivery from 2016-2018

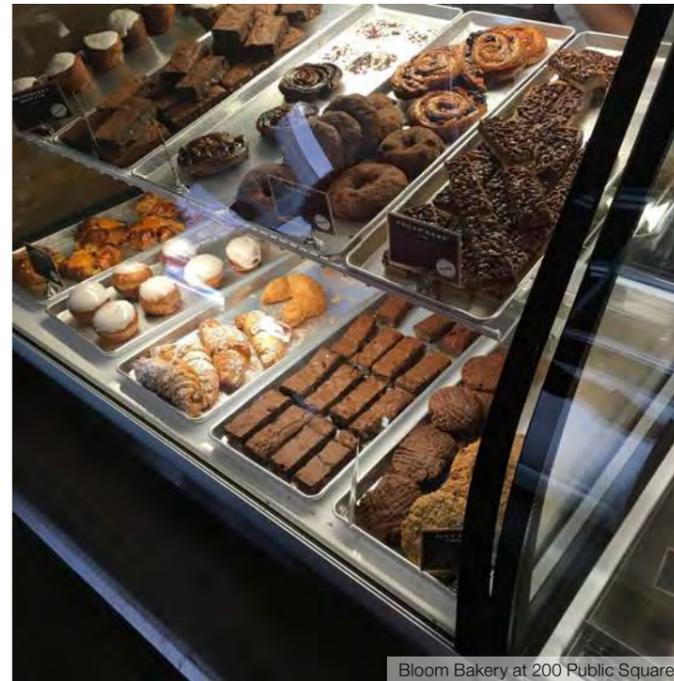
3.3 CURRENT MARKET TRENDS

3.3.1 RETAIL

Downtown Cleveland is becoming a prime location for retail. National trends show that major retailers, which moved out of urban cores and into suburban malls in the past, are now taking a closer look at urban locations as car sales decrease and populations of Millennials and Baby Boomers move into downtown apartments around the country.

The Downtown Cleveland neighborhood, home to 14,000 residents, alone has more than \$300 million in spending power. This growing number of residents, primarily well-educated and of an older demographic, are paying higher rents than previous populations and are looking for more amenities.

New construction projects planned for Downtown are making space for all types of retailers. NuCLEus will add 150,000 square feet of retail space to Downtown Cleveland and the Weston Citymark project on Superior, breaking ground this year will add another 100,000 square feet of retail space to Downtown Cleveland. The renovations at 925 Euclid, a historic tax credit project, will incorporate retail space as well. These high-profile projects, as well as the increasing residential population will continue to attract retailers, both local and national into Downtown.



Bloom Bakery at 200 Public Square



Wild Eagle Saloon



Mabel's BBQ



Rascal Flatts in the Flats

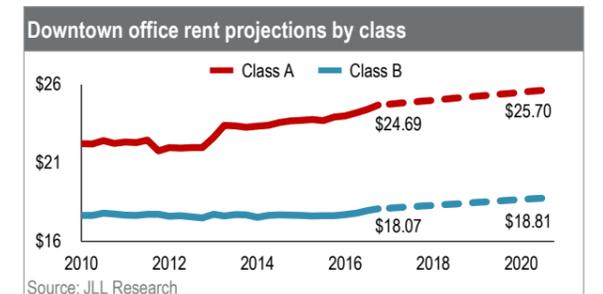
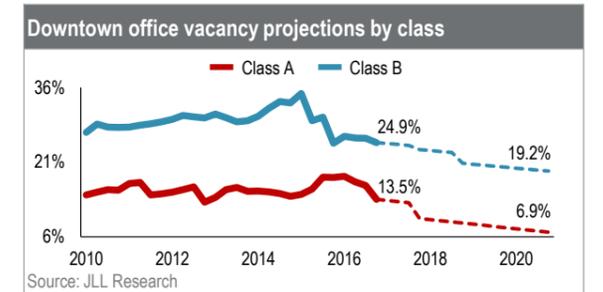
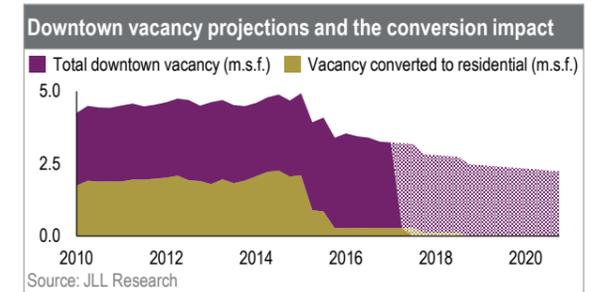
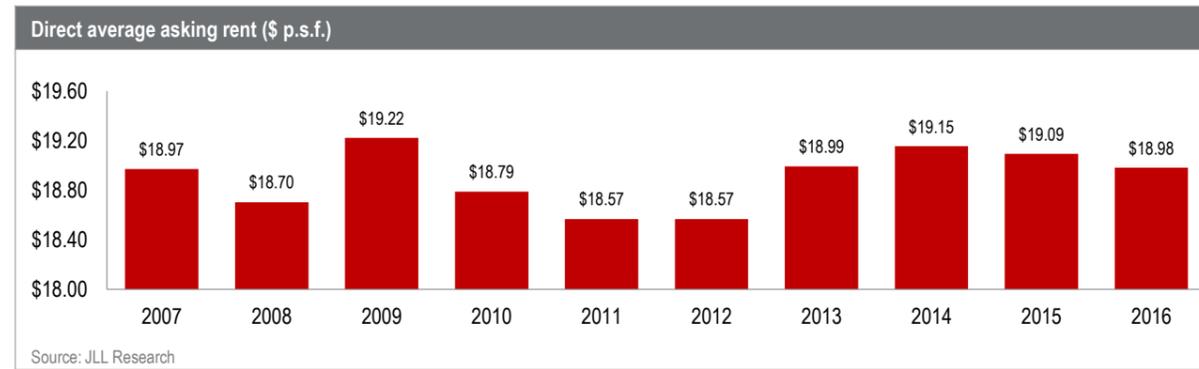
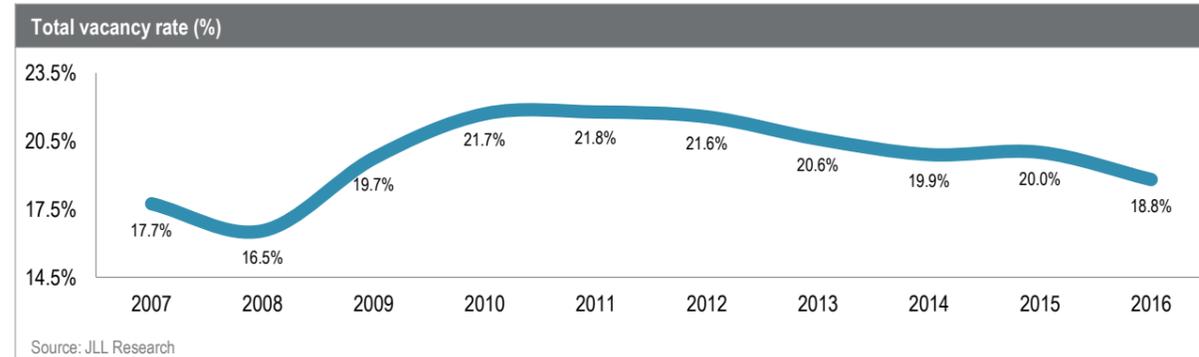
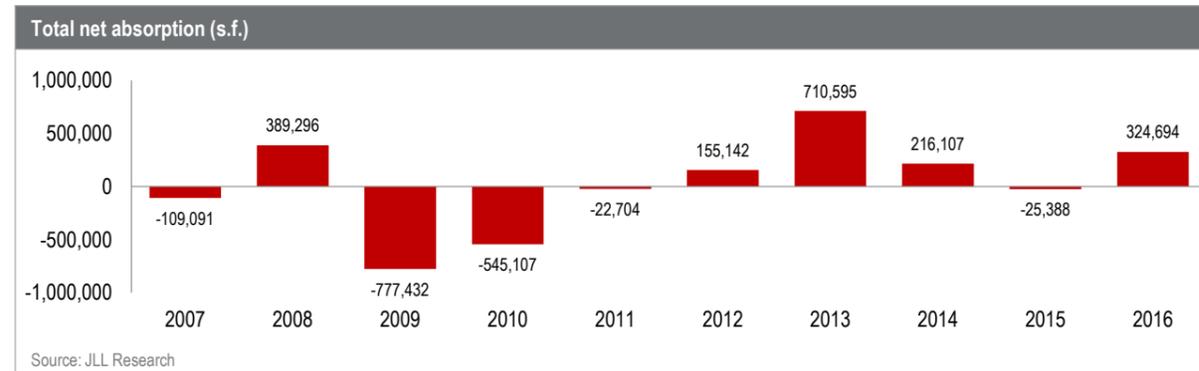
The trade area comprised of Downtown Cleveland and its surrounding neighborhoods is attracting the interest of regional and national retailers. Since 2011, the spending power of Downtown's retail trade area has increased by more than \$100 million. The trade area's demographic include:

- 41,082 residents
- 35.5 percent of residents ages 20-34
- 30.7 percent hold four year or advanced college degrees
- \$884,311,256 aggregate income
- 23 percent increase in aggregate income, 2011-2014
- \$47,048 average household income
- 19 percent increase in average household income, 2011-2014

3.3.2 OFFICE

Residential conversions have had a dramatic effect on office vacancy. At the start of 2010, more than 4.2 million square feet (m.s.f.) of office product sat vacant downtown. Fast forward to 2016, and downtown vacancy has declined to 3.1 m.s.f. By 2020, vacancy is projected to sit at 2.2 m.s.f., less than half the 2010 figure. Conversion of office properties into residential use has been the primary driver behind the dramatic reduction in office vacancy. Cleveland's downtown population is surging and developers have converted, or plan to convert, more than 15 underperforming office buildings (totaling 4.2 m.s.f.) to residential use. The redevelopment of these properties has reduced the downtown office supply and has led to a tightening of market conditions.

Rents are poised to move higher as the downtown office market tightens. Rents in the Cleveland office market are known for their consistency. This can be a nuisance for landlords but a benefit for tenants. However, with so much disruption taking place in the downtown office market, rents have broken free from their static state. Asking rents downtown are up an average of 2.5 percent year-over-year. And with market conditions forecasted to become even more constrained over the next few years, rents are poised for further gains. Class A asking rents downtown currently average \$24.69 per square foot, and by 2020, office tenants could be paying an extra \$1.00 per square foot if rents appreciate at a modest pace of 1.0 percent annually for the next few years.



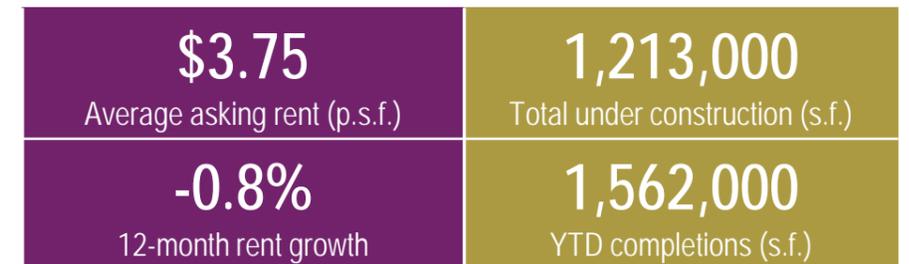
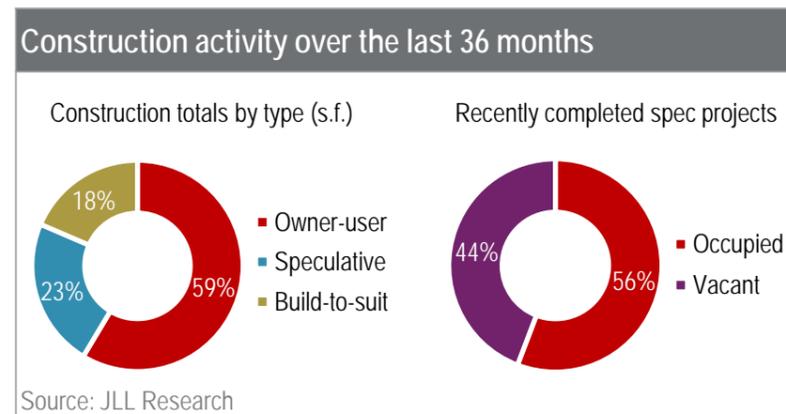
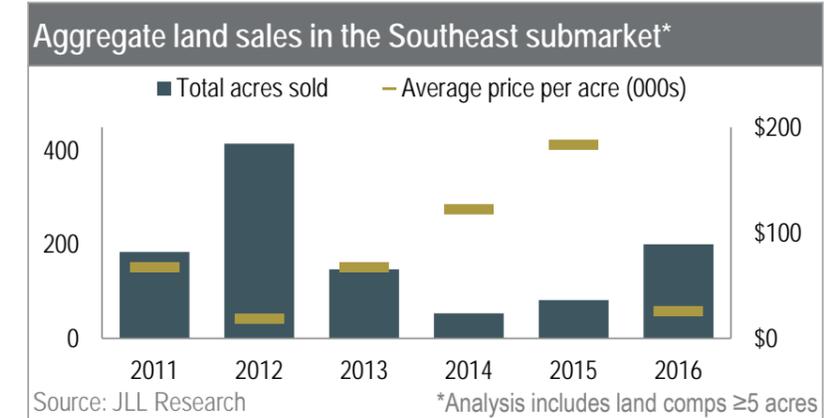
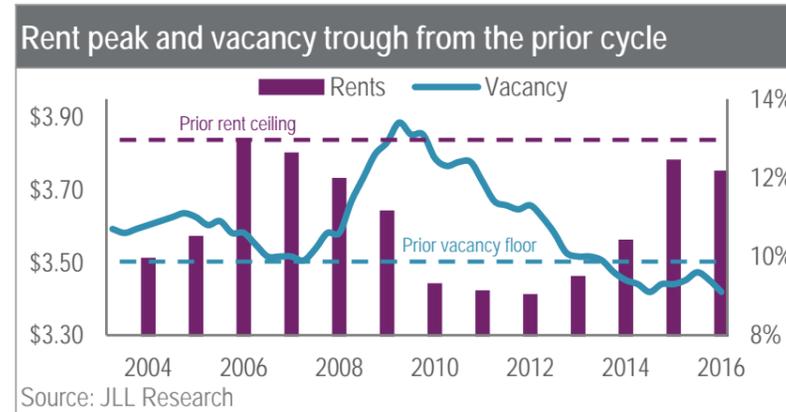
28,537,841 Total inventory (s.f.)	268,598 Q4 2016 net absorption (s.f.)	\$18.98 Direct average asking rent	197,000 Total under construction (s.f.)
18.8% Total vacancy	324,694 YTD net absorption (s.f.)	0.3% 12-month rent growth	8.1% Total preleased

3.3.3 INDUSTRIAL

Indicators suggest we are nearing the peak of the real estate cycle. We are currently in one of the longest periods of economic expansion in modern history. This period of economic growth has done much to bolster the industrial property sector in Cleveland. However, there is reason for caution as we enter 2017. Multiple indicators are suggesting that we are approaching the peak of the real estate cycle. First, vacancy has dipped below the trough of the prior cycle, and it appears to be leveling off near 9.0 percent. Second, industrial rents are nearing the peak of the prior cycle, and the most recent data suggests that rents may be plateauing around \$3.75 per square foot. Finally, employment in multiple industrial sectors declined during 2016. Construction totals are up, with spec projects seeing mixed results

Construction activity is increasing as we approach the peak of the cycle. More than 2.9 million square feet of new supply has been added in the past two years. That number exceeds the construction totals for the prior six years. Speculative construction has returned to the marketplace, signaling the return of developer confidence. Five speculative warehouses were delivered during the last 36 months, totaling 741,000 square feet. The performance of these assets has varied, with some leasing up quickly and others sitting partially vacant. Despite these mixed results, developers remain cautiously optimistic, and additional speculative projects are currently under construction. Development activity has been concentrated in the Southeast sub-market

The Southeast sub-market is centrally located within the Cleveland metropolitan area, making it a logical choice for regional distributors. Also, it has hundreds of acres of greenfields and is home to a number of municipalities with pro-business tax policies. The economic development tools most commonly used in these communities are property tax abatement and income tax credits. Preceding much of this construction activity has been the acquisition of land by developers, and during the past six years, more than 1,000 acres has traded hands. The largest developments currently underway in this sub-market include the Corner-stone Business Park in Twinsburg and the Seasons Business Park in Stow.

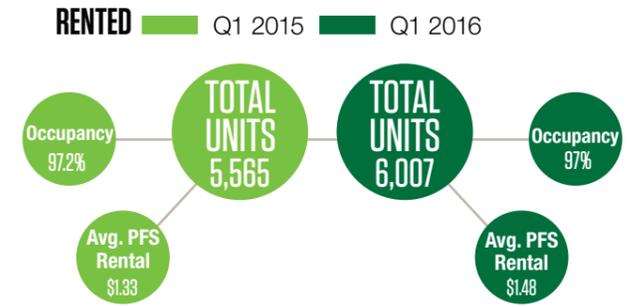
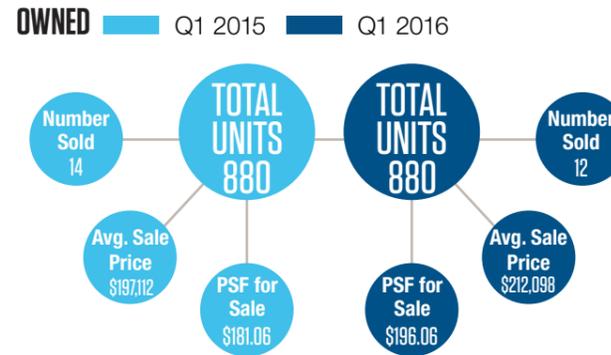


3.3.4 HOUSING

The housing market in Downtown Cleveland is attracting a diverse audience. Families with children are now choosing to stay in Downtown Cleveland longer. Even as more apartments and options for luxury living are added to Downtown, like the Schofield which opened in Q1 2016, home sales are increasing. The 2015 home sales numbers are up 10 percent over 2014, even while the value of these homes has increased 14 percent over the previous year.

These trends illustrate the need for continued investment in the development of owner-occupied housing in Cleveland's urban core. The Millennials who flocked into Downtown Cleveland for the urban amenities and easy walkability will soon be looking to own homes of their own, and downtown families are already increasing in numbers, with a 189 percent rise in children ages five through nine since 2010. Downtown Cleveland can support the continued growth of these audiences with the addition of new owner-occupied units.

HOUSING MARKET



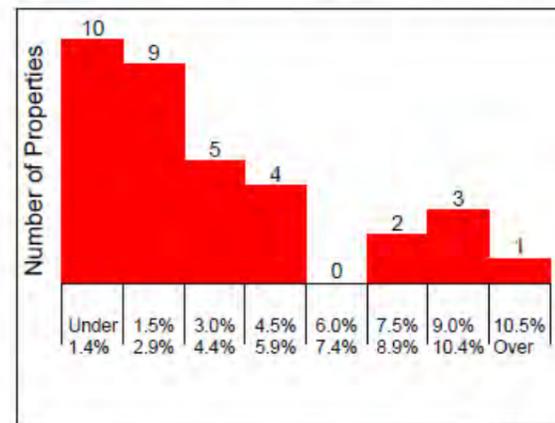
Vacancy Rate By Age

Year Built	Vac. Rate
Before 1970	3.4%
1970-1979	1.0%
1980-1989	n/a
1990-1999	2.0%
2000-2009	3.4%
After 2009	5.1%
All	3.4%

As of 12/31/16

Vacancy Rate Distribution

Low	25%	Mean	Median	75%	High
0.0%	1.0%	3.4%	2.8%	5.0%	10.2%



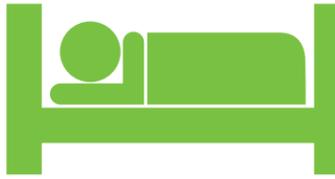
As of 12/31/16

INCREASE IN HOME SALES IN DOWNTOWN YEAR OVER YEAR

	2015	2014	% increase
# Sold in year	90	82	10%
Avg Sale Price	259,287	226,768	14%
Price per SF	\$207.80	\$188.84	10%

2016 Q1 2016 97.0%* occupancy
2015 Q1 2015 97.2% occupancy

*42 of 43 residential buildings reporting

Average 1 bedroom Cost:
 **\$1,140**

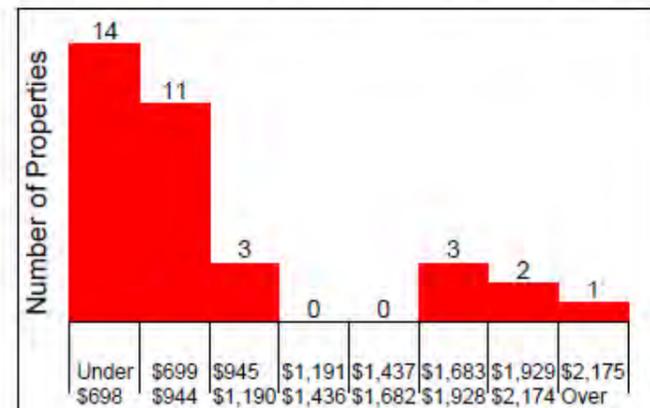
Asking Rent by Age

Year Built	Rent
Before 1970	\$694
1970-1979	\$975
1980-1989	n/a
1990-1999	\$1,011
2000-2009	\$2,266
After 2009	\$1,811
All	\$778

As of 12/31/16

Asking Rent Distribution

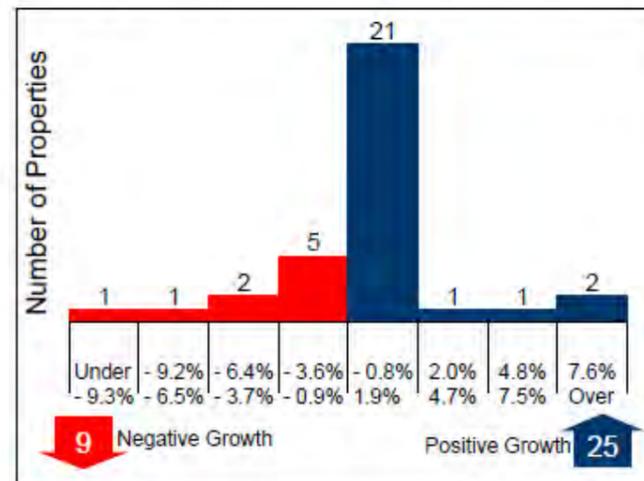
Low	25%	Mean	Median	75%	High
\$479	\$633	\$778	\$733	\$964	\$2,126



As of 12/31/16

Asking Rent Growth Rate Distribution

Low	25%	Mean	Median	75%	High
-8.7%	-1.6%	-0.1%	0.0%	0.8%	8.0%



Qtr Ending 12/31/16

CHAPTER 4 | DEVELOPMENT ALTERNATIVE AND RECOMMENDATIONS

4.1 PROJECT ZONES

The Site has a total land area of 53.5 acres but due to the irregular property boundary and the steep topography on the site the areas that are able to be developed are much smaller. We have identified 3 primary land bays which could be turned into development parcels. The natural features and the boundary of the site make these into distinct areas which would be difficult to develop as a single continuous set of structures. With the undevelopable portions of the site removed the total site area is only 40 acres.

Route 90's alignment creates a number of opportunities that with public support could offer synergies to reuse strategies for the site. Potential opportunities include conveyance of the land circumscribed by the southbound exit ramp to the east of the parcel. These 2.5 acres could offer additional commercial space complimenting on site development, or could be an important complement to the open space program for the site. Similarly, frontage to the south of the current alignment of the highway could be dedicated open space, providing important bike and pedestrian connectivity to the inlet between 55th Street and 72nd Street. This land may be conveyed as part of a land swap for developable land elsewhere adjacent to the site.

Legend

-  Potential Area for Land Swap
-  Development Area
-  Steep Slope
-  Railroad

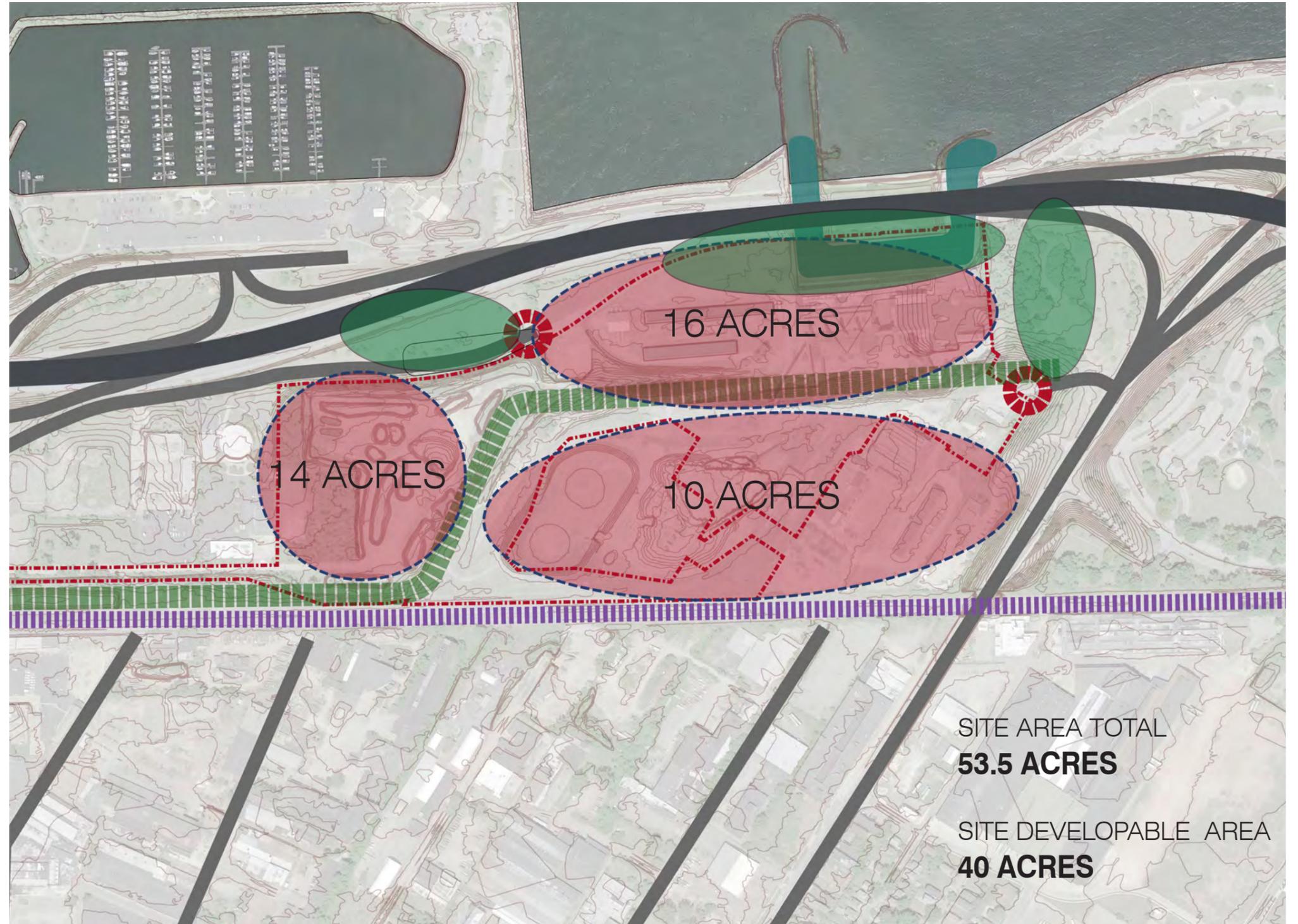


Figure 19 - Project Development Zones

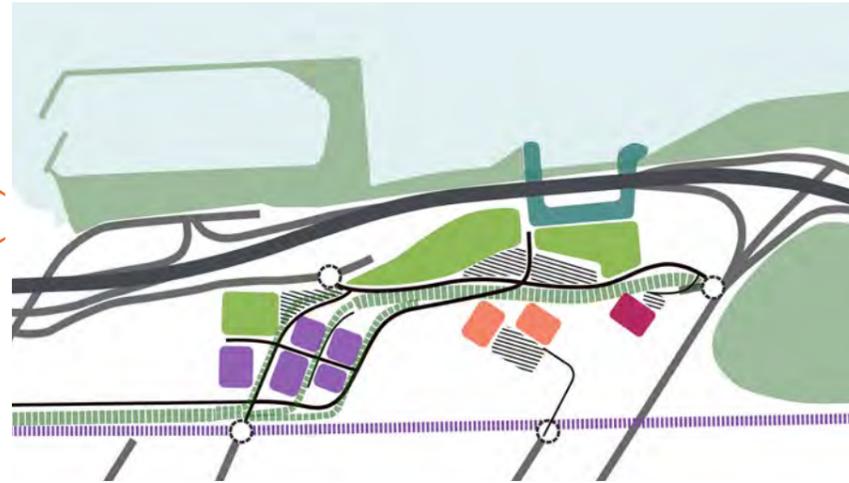
4.2 REUSE SCENARIOS

We have used all of the input from our analysis of the existing site and the surrounding neighborhoods, as well as our conversations with stakeholders and members of the community to arrive at six options based on four broad use strategies for the site. In the four strategies complimentary uses were selected and combined and then organized on the site in a manner that seemed appropriate given the site's natural features and the surrounding context. For two of the use strategies we also show an option where the existing highway has been rerouted inland freeing up land along the lake for development.

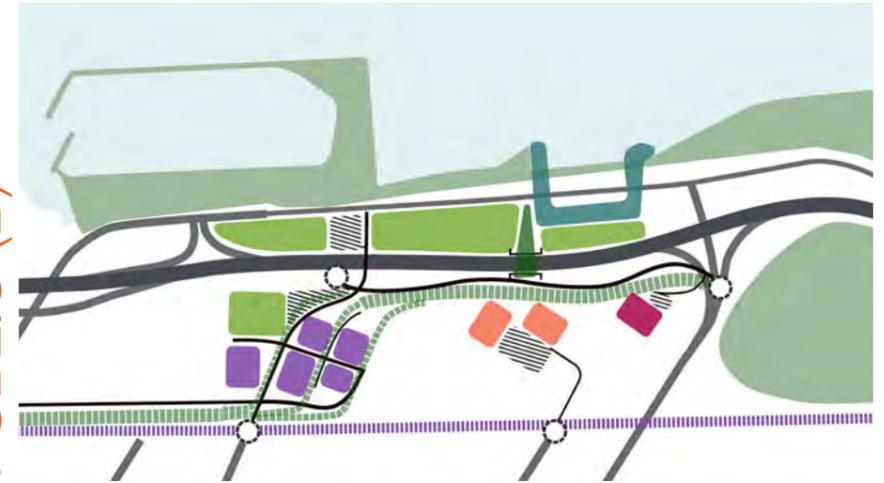
The four strategies chosen were **Public** which includes large active recreation areas and municipal offices; **Productive** which includes warehouse space, agriculture areas, and farmer's markets; **Creative** which includes artist studios, live work spaces, and mixed use residential; and **Neighborly** which is predominantly residential and mixed use commercial.

These six alternatives are presented in the following pages organized from the least dense to the most dense.

PUBLIC (A)



PUBLIC (B)



PRODUCTIVE



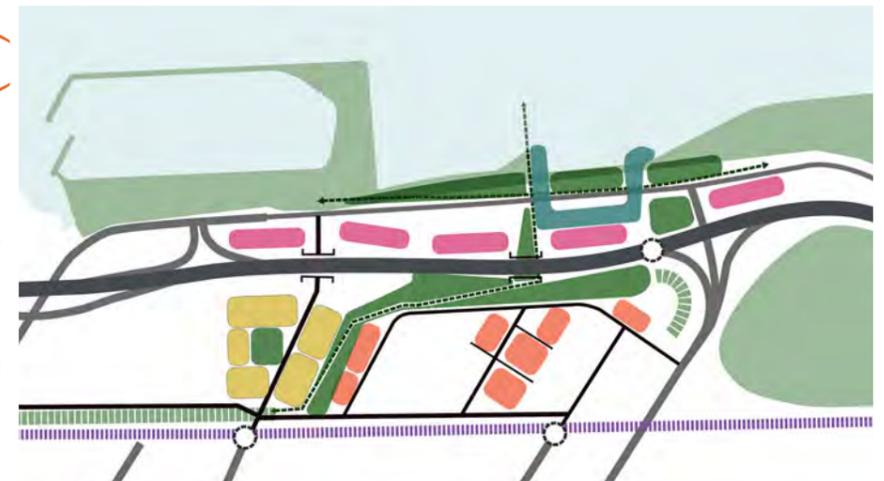
CREATIVE



NEIGHBORLY (A)



NEIGHBORLY (B)



4.2.1 PUBLIC (A)

This scheme is “public” and focuses on development for public recreation and municipal needs. The part of the site with the lowest elevation near the water is used for sports fields and passive recreation. This section of open space supports the surrounding areas and can be used by the school directly to the west. The Gordon Park ballfields tie into the land use of the parks in this scheme also creating a continuous open space network along the waterfront. The advantage of leaving the lowest area of the site for programmed open space and parking is due to the risk of flooding in this area. Leaving the property free from buildings lowers the cost of potential flood damage in the future.



Figure 20 - Illustrative Plan



4.2.1 PUBLIC (A)



Figure 21 - Concept



Figure 23 - Parcels



Figure 22 - Circulation



Figure 24 - Open Space

4.2.1 PUBLIC (A)

The uphill portion in this scheme can be used for municipal purposes and light development for housing and recreation facilities. The road network ties into the existing street network in the same way as the previous scheme but instead of being constrained to a grid, the roads align more with the layout of the existing roads and take on a more organic form. The development highlights a multi-use field that can be used for police academy training among other things. There is enough room along the hillside to tuck in other small recreational uses such as a playground, some picnic tables, or a dog park.

The Downhill portion of the site offers connections to the River by introducing bridges to cross in the inlet and a park like setting on its bank. Sweeping seat walls and a flexible open lawn blend into edges of the site and can be used as an amphitheater for outdoor performances. Ample parking for soccer games and volleyball is provided as well as access to the inlet for a kayak launch.



Figure 25 - View Looking North



Figure 26 - View Looking South

4.2.2 PUBLIC (B)

An Alternative to the “Public” scheme considers moving the highway to allow the open space and recreational amenities of the waterfront to be uninterrupted in place of the existing highway. The alternative pushes the boundaries of the site and expands the site to maximize usable space.



Figure 27 - Illustrative Plan



4.2.2 PUBLIC (B)



Figure 28 - Concept



Figure 30 - Parcels



Figure 29 - Circulation



Figure 31 - Open Space

4.2.2 PUBLIC (B)

Entering the site from the south leads to a cluster of buildings that would be used by public municipalities. A library, post office, donation center, and government office space are positioned across the street from a police academy building. The road continues as an underpass to the other half of the site on the north side of the property.

Looking to the South, the highway now bisects the site, but a large amount of uninterrupted open space is available along the lake. The inlet becomes an island in this scheme and pedestrian circulation can gain access to the existing jetty and regional bike trail. Soccer fields and volleyball courts activate the site as important community amenities.



Figure 32 - View Looking North



Figure 33 - View Looking South

4.2.3 PRODUCTIVE

This scheme is “productive” and focuses on food production, distribution, preparation, and consumption. A “farm to table” concept drives this layout that features greenhouses, a local food market, a community garden, and food distribution center. The uphill portion could be used for a small garden center and orchard to utilize the odd corners of the site. The road layout is a single loaded street along the ridge. This allows for easy access to all of the development and the food distribution center has ample road connections to access highway 90 as well as the surrounding neighborhoods.



Figure 34 - Illustrative Plan



4.2.3 PRODUCTIVE

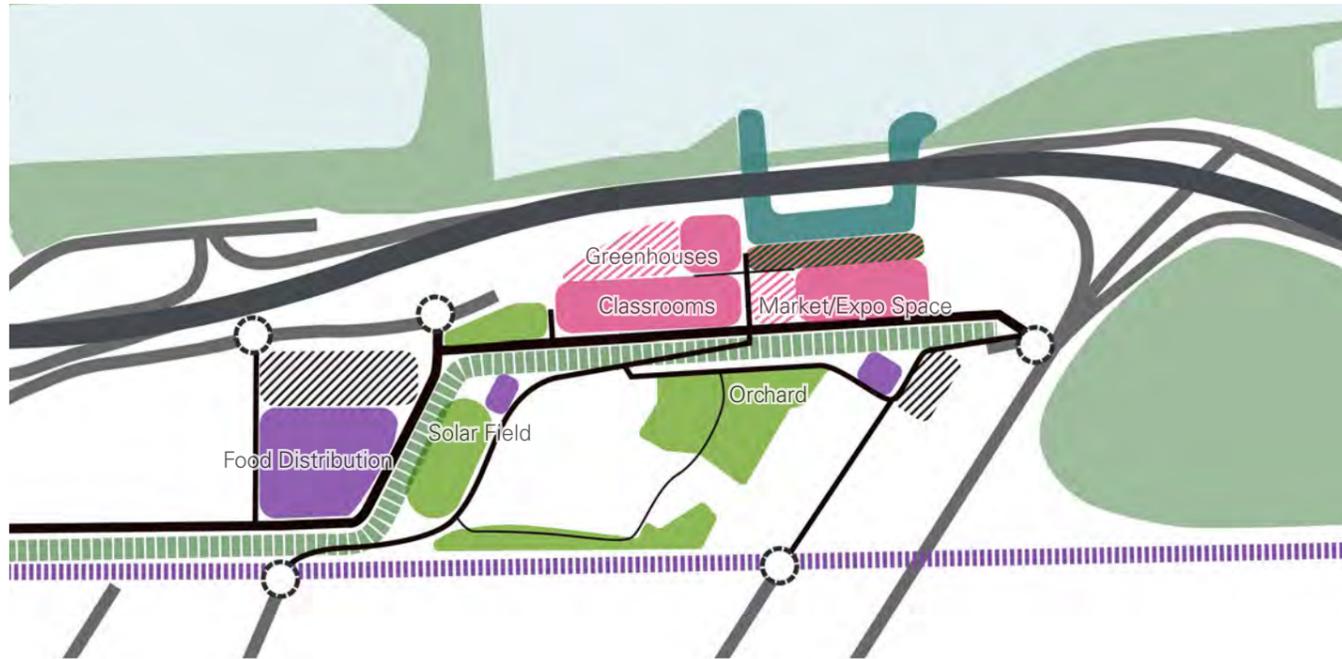


Figure 35 - Concept



Figure 37 - Parcels



Figure 36 - Circulation



Figure 38 - Open Space

4.2.3 PRODUCTIVE

The uphill or southern portion of the site is connected to the adjacent neighborhood with new street level crossings. Entering the site from this direction will bring you to a solar panel field harvesting clean energy for the distribution center on the downhill side. An orchard utilizes the odd pieces of the site uphill as well, perhaps producing grapes for the wine sold down the hill at the market.

Looking back at the site from the water, the large building located directly by the inlet could be used as a market during the day and a venue or expo center at night. The views to the water and the large plaza space around the building, create an ideal flexible use space to rent for many occasions. Remnants of the gritty industrial past will create a unique character for the waterfront plaza. However, the industry has now transferred to host production on a sustainable site, filled with greenhouses, classrooms, and “farm to table” restaurants. A whole foods market anchors the site along 72nd street to draw more people to the site and provide for the community.



Figure 39 - View Looking South



Figure 40 - View Looking North

4.2.4 CREATIVE

This scheme is based around the idea of “creative” programs and the zones of the site are separated to allow for different creative uses that have synergy for a development based around a live and work that will also attract visitors as a unique waterfront destination .

The roads configuration are based around a main street and gridded blocks that line the low areas of the site and terrace up the hill. The main street terminates at a waterfront park with a water feature and flexible plaza or green space. The street pivot’s at another public green space, this one proposed as an amphitheater tucked into the hillside. The development on the high side of the site features lofts since it is more secluded with great views over the water. The other isolated portions of the uphill side as attractions such as a music venue and restaurants/ bars will draw people to these areas to positively activate them.



Figure 41 - Illustrative Plan



4.2.4 CREATIVE

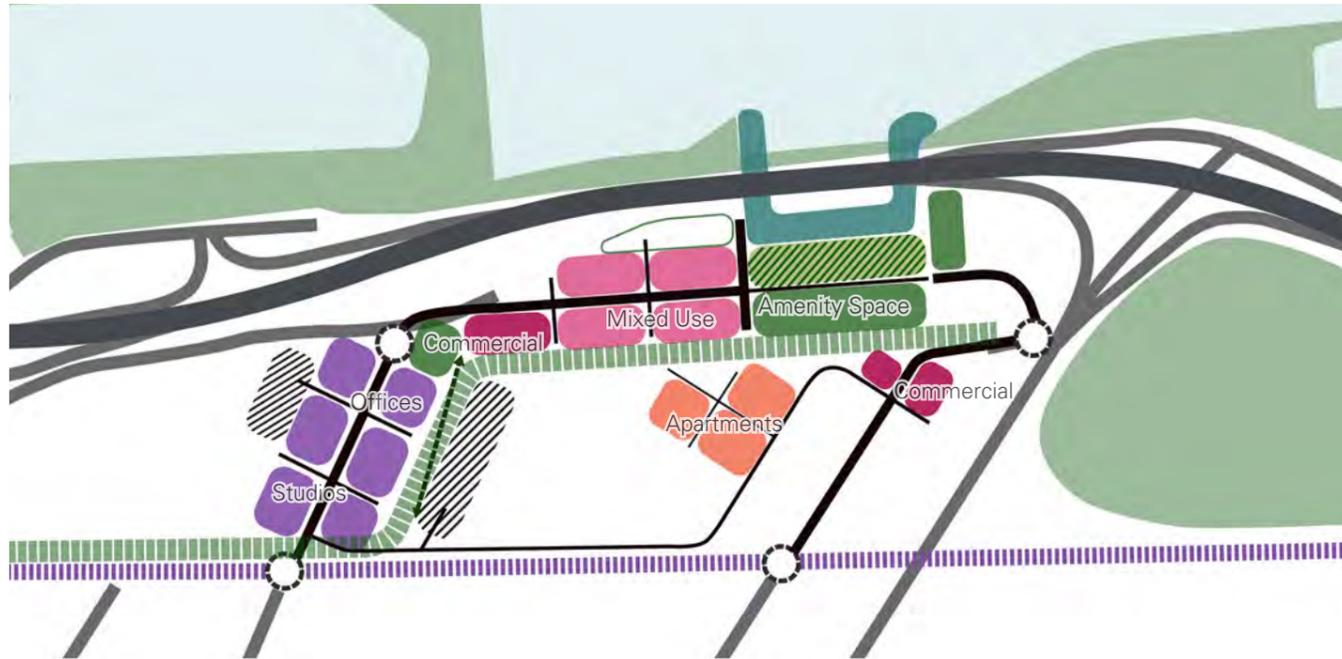


Figure 42 - Concept

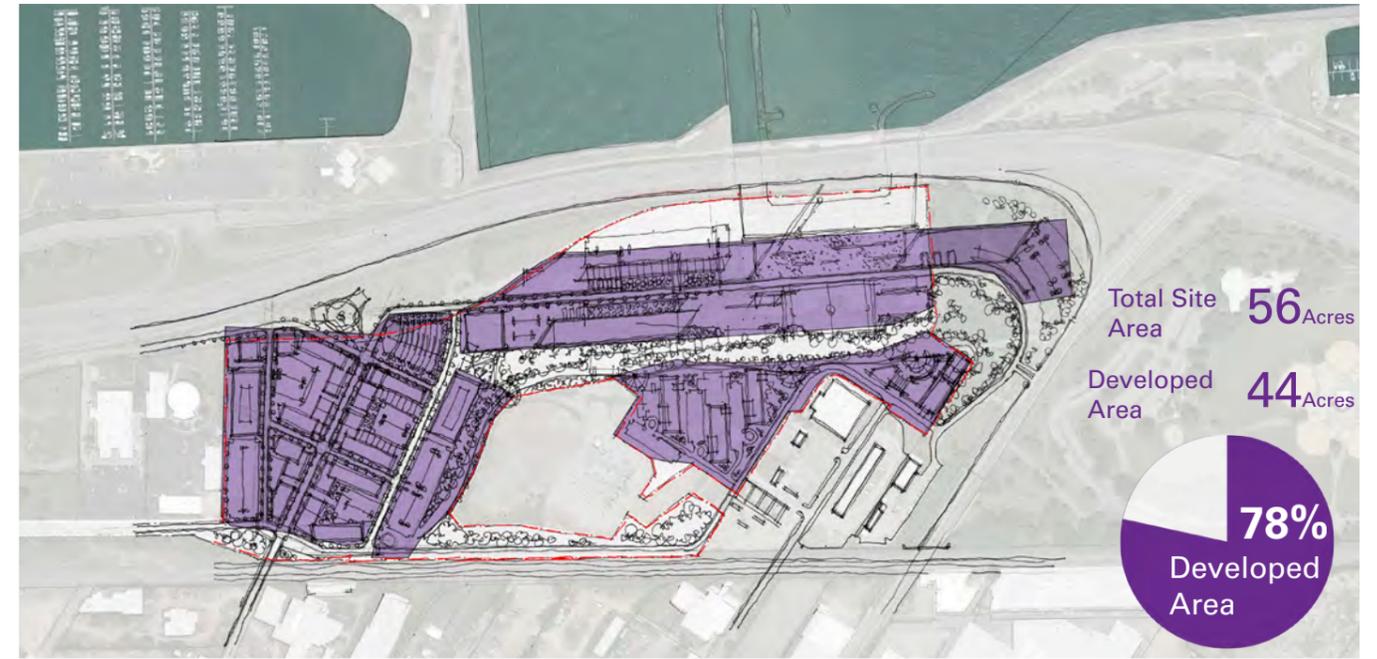


Figure 44 - Parcels



Figure 43 - Circulation



Figure 45 - Open Space

4.2.4 CREATIVE

Entering the site from the south will bring you directly into a vibrant development and a street lined with workspace studios, incubators, and offices. The mix of creative uses will liven the area and make it feel like a destination. The street itself can become a walkable small scale urban environment with unique details that recall the industrial history of the site.

An amphitheater, soccer field, and outdoor activity spaces along the waterfront will encourage people to stay after work and enjoy the restaurants and bars in the mixed use buildings nearby. These new buildings line the water with ample parking and pedestrian access. This scheme fits into the context of the city with similar programs that already exist on the outskirts of downtown Cleveland. The parks network along the water and to the northeast also connect to the proposed open space on the site. New intersections to bridge the roads at the railroad tracks will further activate the area by extending the existing road network toward the water and into the site.



Figure 46 - View Looking North

4.2.4 CREATIVE



Figure 47 - View Looking South

4.2.5 NEIGHBORLY (A)

This scheme is “Neighborly” and focuses on residents and different types of housing as well as needs for community members. There are townhomes, apartments, and mixed use high density housing close to the river. The tree lined street running parallel to the waterfront terminates with a primely located commercial building or hospital-ity destination venue. The key pedestrian connection utilizes the slope as a greenway and a main corridor for views and access from the city toward the lake.



Figure 48 - Illustrative Plan



4.2.5 NEIGHBORLY (A)

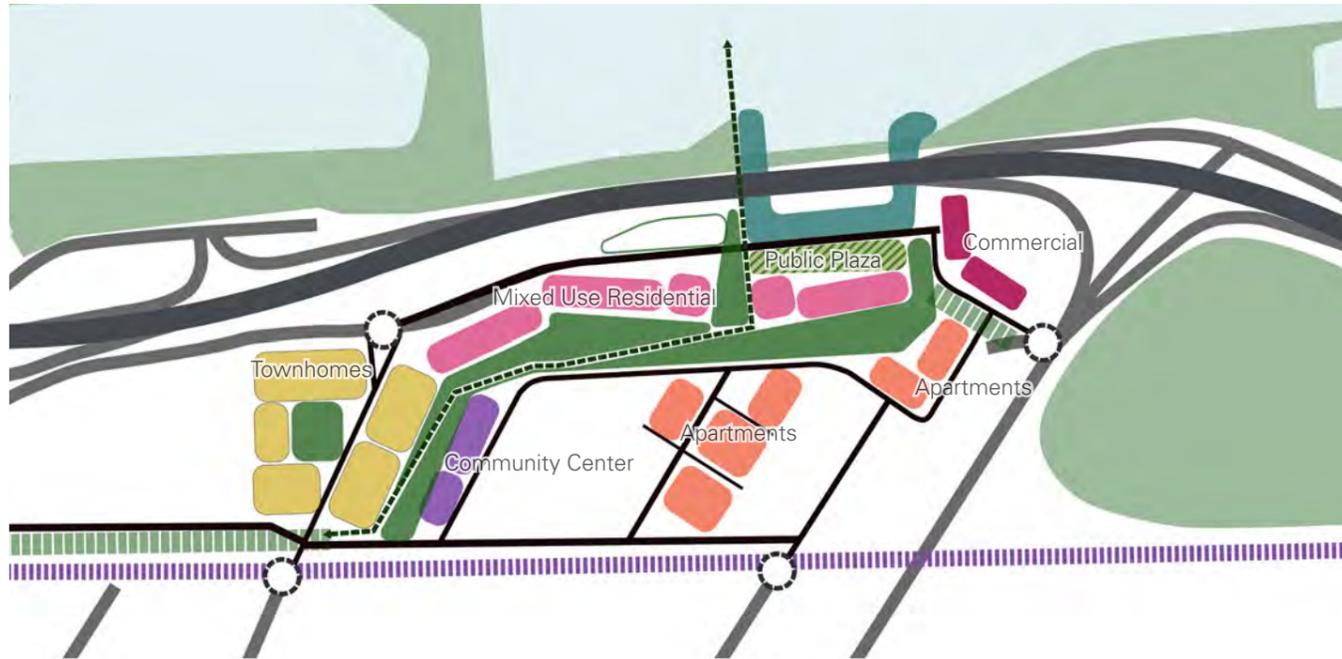


Figure 49 - Concept



Figure 51 - Parcels



Figure 50 - Circulation

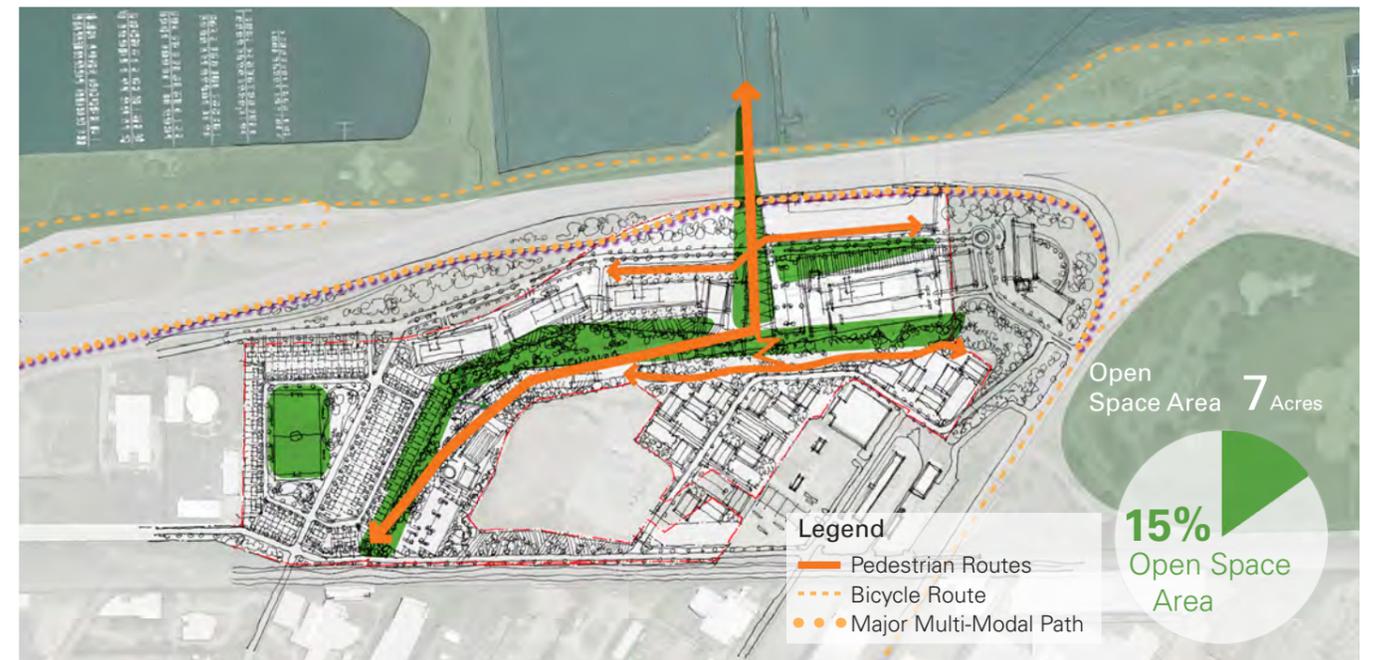


Figure 52 - Open Space

4.2.5 NEIGHBORLY (A)

Garden apartments populate the uphill portion of the site. Three story buildings with private parking are located to take advantage of the views toward the lake. Townhouses, with private yards, are located in a block surrounding a shared green space. An entry street connects this group of townhomes to the surrounding neighborhood and continues toward the waterfront mixed use buildings. These buildings would be set back from the highway to allow room for a flood protection buffer and potentially a land swap for the portion of the proposed scheme that is outside of the property line. This open space along the highway can be traded for land that is better suited for development and in the meantime gain opportunity and value for the city and the developers.

Community amenities that create the neighborly feel of this concept include a pedestrian greenway that direct visitors to the waterfront. A public pool on one end of the greenway is the counterpoint to the frontage of Lake Erie on the other. Walking along this greenway will directly connect pedestrians and bikers to the inlet and businesses in the lower levels of the mixed use buildings. A large plaza opens into a tree lined street that could host a farmer's market or simply outdoor dining for restaurants.



Figure 53 - View Looking North



4.2.6 NEIGHBORLY (B)

An alternative to the “Neighborly” scheme considers moving the highway to allow for more waterfront development and a larger continuous portion of land along the lake. The main advantage of this would be connecting the waterfront trails and the public amenity spaces that exists today along the lake. Expanding beyond the site boundaries could improve accessibility to the developments on the site and provide a better place to live for the residents of this scheme. An improved bike and multi-use trail would replace the existing road along the lake. Vehicular access would be gained from the south and only extend onto a portion of the waterfront property. Pedestrian and bike circulation replace what once was a highway.



Figure 55 - Illustrative Plan



4.2.6 NEIGHBORLY (B)



Figure 56 - Concept

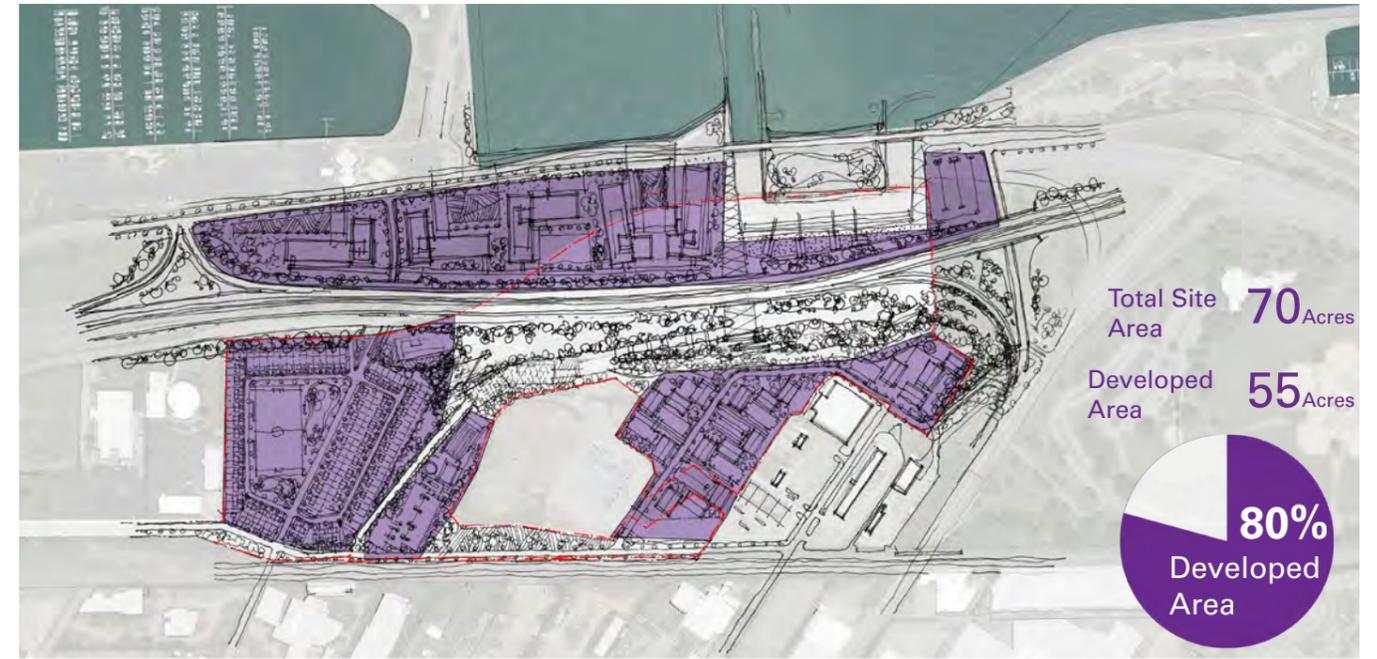


Figure 58 - Parcels



Figure 57 - Circulation



Figure 59 - Open Space

4.2.6 NEIGHBORLY (B)

More open space is gained in this scheme due to the larger area of the site and better views are available to people living along the water. Due to the low elevation of the property, this scheme considers parking on in the flood level below the commercial and residential units. A surface parking lot is provided next to the inlet. The inlet, recovered from the interstate is gained as a unique waterfront island. A small park surrounded by water could host picnics and exploration by visitors. Access is also gained to the jetty that projects from the property into Lake Erie. These distinct land-forms will provide points of interest for users of the waterfront trail, causing them to stop, rest, and visit the businesses of the development located next door.

The uphill portion of the site remains of a similar use as the featuring townhomes and garden style apartments. Windmills are proposed in small open spaces at the top of the hill to act as wayfinding elements and symbols of progress and clean energy. Dotted along a small tree lined trail, the connection to the windmills becomes another feature for visitors and residents to explore and a way to take pride in their community.



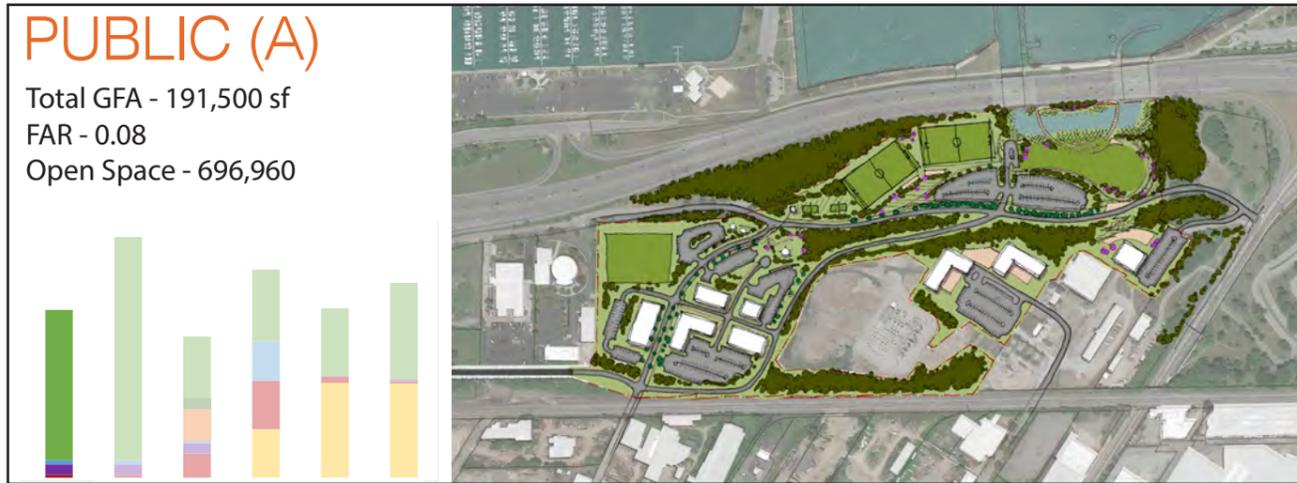
Figure 60 - View Looking North



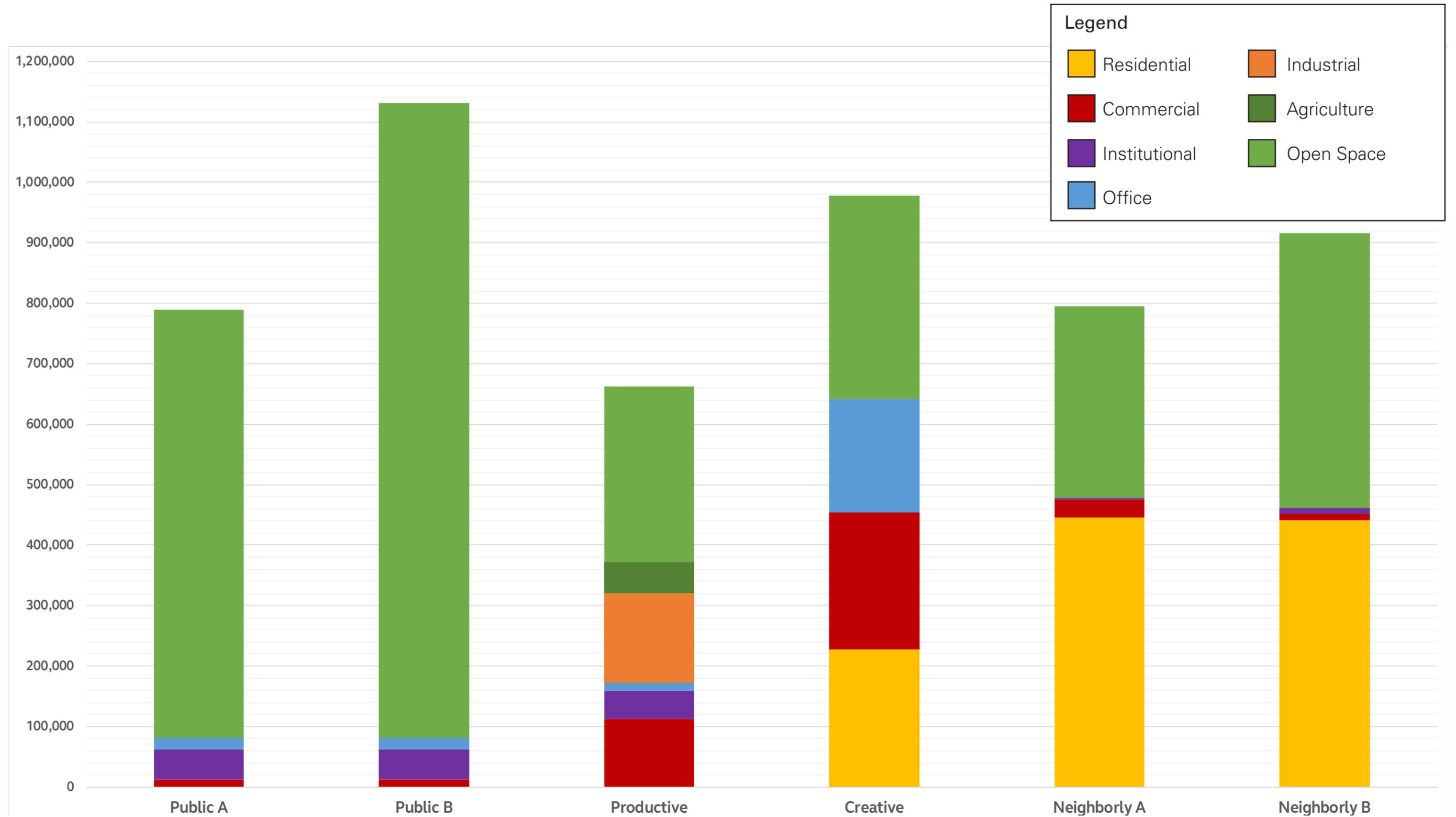
Figure 61 - View Looking South

CHAPTER 4 | DEVELOPMENT ALTERNATIVE AND RECOMMENDATIONS

4.3 SCENARIO COMPARISONS



4.3 SCENARIO COMPARISONS



CHAPTER 5 | ACKNOWLEDGEMENTS

5.1 REPORT CREDITS

We wish to thank to all of the contributors and collaborators on this report for their role in its completion. We would like to acknowledge with much appreciation the community of Cleveland Ohio and specifically to the following:

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