Taking The First Steps To Develop The Waterfront

THE PROPOSED STADIUM/INNER HARBOR PLAN

by Hunter Morrison
Director
Cleveland City Planning Commission

November 30 will one day be noted as an important date in the City's history. On that date, a small band of urban pioneers, standing in a bitter winter wind, planted the first tree on Pier 34, and took an important step in reclaiming this underutilized pier for the use of the citizens of Cleveland and the region. The Waterfront Coalition's effort to create a park on Pier 34 is a significant one for it will help to catalyze the long-awaited effort to develop the City-owned land at the end of the East 9th Street to its highest and best use.


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Cleveland, like its sister waterfront cities, is in the process of revitalizing its waterfront. The city is unusually blessed with both a lakefront and a riverfront. We are working to encourage the orderly development of both.

In 1983 the city participated with the Flats Oxbow Association in the Institute for Urban Design's Civic Design Charette and has held follow-up meetings to identify immediate and long-range problems and opportunities in the Flats, and to map out strategies for addressing them. One tangible result of this joint planning effort will be the acquisition of the Settlers Landing property on the banks of the Cuyahoga River for use as a public park. This effort to preserve an important piece of riverfrontage for public use in perpetuity has been made possible through a $300,000 grant from the State of Ohio for the purchase of the site. In addition to this public reinvestment in the Flats, we have seen the commencement of several important and exciting private projects, including Riverbend Condominiums, and Village in the Flats.

We expect the trend of public and private reinvestment in the Flats to continue, and to result in the creation of an attractive, diverse, and vital riverfront district.

Our Downtown Lakefront presents different, but no less challenging development issues. The land is publicly owned and much of it is cleared. As a community we have a unique opportunity to create significant well-designed new development on this site. In order to accomplish this task, however, we must begin by creating and adopting an official plan which defines the city's development objectives and guides the city's decision-making during the multi-year development period that lies ahead. At the same time we must recognize the need to implement "do-able" projects which bring people to the district and contribute to its overall development.

In 1983, the City completed the first step in the planning process by preparing a Concept Plan for the Stadium-Inner Harbor District. This plan describes the types of development suitable for the District and suggests the staging and phasing of a multi-year development process. The next step is the preparation of a Design and Development Plan which defines in greater detail the costs and marketability of the various project elements and identifies potential sources of funding to undertake development. The City has received funding from the Cleveland Foundation to undertake this stage of the planning and will begin work in early 1984.

At the same time we are encouraging the development of a park on Pier 34 and the "cleaning and greening" of the area surrounding it. The objective of this first phase of development is the creation of an attractive place on our lakefront for use in the summer months. The Waterfront Coalition's effort to develop Pier 34 is an important part of the overall development of the district and deserves community support.

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Hunter Morrison is the Director of City Planning for the City of Cleveland. He prepared this article for the Waterfront Coalition to outline the city's objectives in developing the lakefront. "Waterfront News" will run guest columns in an effort to disseminate information and ideas relevant to waterfront issues.

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CONSTRUCTION AT LAKEFRONT PARKS

BUILDS IMAGE, BENEFITS PUBLIC

by Paul Svedersky

In addition to the projects in the Cleveland Lakefront State Park that are now completed or nearing completion, there are several construction projects planned for the future. The projects and their cost and implementation dates were provided by Dave Stites, Park Manager of the Cleveland Lakefront State Park.

Beginning at Edgewater Park, a new beach complex will be in place sometime in 1984. This complex will consist of a picnic pavilion, concession facility, and showerhouse/restroom. This $1 million improvement will include a 400-car parking lot near the beach area. In addition, a new concession facility is planned near the off-shore fishing pier. This will be a big boost to fishermen in the area, as they will now have a place to purchase food, bait, and tackle.

Also to be completed in 1984 is the Edgewater Boat Ramp and a roadway parking renovation project. Repairs and resurfacing of existing lots will be carried out, as well as additional parking, and sewer and lighting improvements.

For joggers and bicycle enthusiasts, a new $500,000 multi-use path to be constructed connecting the upper and lower areas of Edgewater should prove to be a popular addition to the park. This new path will link the 18-station physical fitness course already in use.

The Edgewater Marina will see major renovation in the building and dock facilities costing $500,000. The marina, which is leased by the Ohio Department of Natural Resources, is to have new electrical service at the docks, sewage and water line repairs, and other security improvements in terms of fencing and lighting.

At the East 55th Street Marina, two new docks are scheduled tentatively for 1986 if additional funding is secured. These new docks would increase the number of boat slips from the present 280 to a projected 430 helping to alleviate the severe shortage of dock space in Cleveland. There will be parking, restroom, and fishing access improvements to the landfill area east of East 55th Street. In the future the landfill area will provide more green space along the lake for day-use activities.

At Gordon Park a new park office will cost approximately $400,000. This office will house park administration along with the Division of Watercraft, and will be in the upper region of Gordon Park.

With the acquisition of Euclid Beach Park, ODNR intends to preserve some of the flavor of the old Euclid Beach Park era. The projected date of development is 1986, when 16 acres of remaining property from the amusement park will be developed for summer and winter recreation. Along with swimming, fishing, open green space, and an ice skating pond, ODNR hopes to have a display area for amusement memorabilia. This area shows great promise if an historical perspective is kept through careful planning.

Lastly, $250,000 is slated for the removal of deteriorated structures and the construction of new concession and boat service facilities, including boat rentals at Wildwood. Accessible restroom facilities are also planned.
Implement Plans for Waterfront, Not Ideas
by Peter Pucher

The City of Cleveland is about to begin a study on the feasibility of redeveloping its lakefront. Critics point out that the city is conducting another study and that it will probably end up collecting dust on some shelf in City Hall similar to the many studies, reports and plans that have been performed in the past and never came to fruition.

The cry "Not Another Study!" points out how the public perceived this approach. The negative perception of performing meaningless studies without implementation places the emphasis in the wrong place. The problem is not conducting a study, but rather one of dealing with the conclusions of the study and the steps that follow.

Several reasonable answers can be given for the question of what happens to the studies, reports and plans that are announced through the news media by public officials and private groups. Regardless of the answer, public disclosure should be made as to the conclusion drawn from the study and a position taken as to whether the project will or will not proceed, and what the reasons are for that decision.

The City's Stadium/Inner Harbor Concept is endorsed by the Trustees and Advisory Board of the Cleveland Waterfront Coalition. The Coalition realizes that the Concept is not firm and that changes can and, in some cases, should be made. It is a start, however, and the Coalition supports further meaningful and necessary study, along with a desire for early implementation.

The Coalition realizes there are other projects concerned with lakefront redevelopment. In some cases these projects are in conflict with the City's concept. Although some of these current projects have merit, the Coalition believes the City's concept makes the most sense at this time and supports it.

It would be unfortunate for the City to proceed quickly in performing whatever studies are necessary to determine whether their concept should proceed.

It is important not to lose sight of the fact that the Stadium/Inner Harbor Concept offers a great benefit in bringing new life, jobs, and money to the city. Cities similar to Cleveland have benefitted from waterfront redevelopment.

The Domed Stadium project will play a key role in whatever is decided concerning waterfront redevelopment. Lakefront plans should be made with and without the present stadium.

Presently, some problem areas exist in the City's concept that need to be addressed. These areas deal with the Cleveland-Cuyahoga County Port Authority, Cleveland Stadium Corporation, the Goodtime, Captain Frank's, the U.S. Army Corps of Engineers, the U.S. Coast Guard, and the U.S. Navy Reserve and how these entities fit into the concept.

Someone must bring these groups together and identify their needs and concerns. After all the information and opinions are expressed and gathered, a decision must be made to determine the best use of the land available. If the Stadium/Inner Harbor Concept is considered the best use, then plans should be put into motion so that those groups that have to alter their operations are given reasonable time to make necessary arrangements.

Who might be the one to bring these people together? He must be a person who is respected and has stature in the community. He must be a man of strength, vision, and daring. Let me suggest a man who I believe can be the leading force in getting this project moving. His name:
Survey Reveals Cleveland Attitudes on Lakefront Development
by Paul Svedersky

A preliminary report by a research team at Cleveland State University has shed some new light on the attitudes of Cleveland residents toward lakefront development.

In a telephone survey of 1241 households (about 1% of Cleveland homes), 34% of the respondents said that they had visited other cities' waterfronts, including those in Baltimore, Chicago, Toronto, and Philadelphia. Of those Cleveland residents, a very large majority (97%) said they were favorably impressed with what other cities had done with their waterfronts.

The research team of Dr. Virginia Benson and Ms. Judith Gregory tried to look further into how Clevelanders viewed their own natural resource, Lake Erie, and whether they would support various mixed uses as the City's concept plan for the waterfront develops.

The city's development plan includes the possibility for restaurants, shopping, an aquarium, concerts, picnic sites, etc., all on Cleveland's shores within walking distance of downtown.

The intent of the research team was to tap public opinion on waterfront development in general, and the city's Stadium Inner Harbor development plan specifically.

In this context, the researchers sought to determine whether citizens were familiar with the City's concept plan and whether they would support such a plan.

On a familiarity with the Stadium Inner Harbor Plan, 32% of Cleveland residents were familiar with the plan, 16% were not sure, and 52% had not heard of the plan. Interestingly, 61% of all people said they would support the plan as described to them even though many had not heard of or seen the plan before. Only 14% were strictly opposed. On the question, "Would you use Cleveland's waterfront if the following facilities were available?" Here's what Clevelanders said:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Yes</th>
<th>Not Sure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boating?</td>
<td>42%</td>
<td>17%</td>
</tr>
<tr>
<td>Fishing?</td>
<td>46%</td>
<td>15%</td>
</tr>
<tr>
<td>Walking/jogging paths</td>
<td>48%</td>
<td>14%</td>
</tr>
<tr>
<td>Bikeway?</td>
<td>38%</td>
<td>12%</td>
</tr>
<tr>
<td>Recreation areas?</td>
<td>46%</td>
<td>15%</td>
</tr>
<tr>
<td>Restaurants?</td>
<td>70%</td>
<td>15%</td>
</tr>
<tr>
<td>Shopping?</td>
<td>65%</td>
<td>16%</td>
</tr>
<tr>
<td>Aquarium?</td>
<td>59%</td>
<td>19%</td>
</tr>
<tr>
<td>Marine museum?</td>
<td>51%</td>
<td>21%</td>
</tr>
<tr>
<td>Concerts?</td>
<td>53%</td>
<td>18%</td>
</tr>
<tr>
<td>Sports Events?</td>
<td>58%</td>
<td>15%</td>
</tr>
<tr>
<td>Plays?</td>
<td>44%</td>
<td>18%</td>
</tr>
<tr>
<td>Festivals</td>
<td>54%</td>
<td>20%</td>
</tr>
</tbody>
</table>

It would appear that most Clevelanders are ready to make use of their lakefront in a variety of ways. In all likelihood, more and more people will express an interest as all of the possibilities unfold.

Some other findings of the research team showed that the young and the affluent were more likely to be familiar with the waterfront plans. Race was not a significant variable. Researchers said that any differences in the demographic breakdown will be a useful tool for "targeting" groups to seek involvement in lakefront planning. People over age 70, for example, were the least supportive group questioned. The research team said that an effort must be made to get their feedback and incorporate their needs and desires for the lakefront into the whole lakefront development effort. Low-income groups and individuals too must become involved to voice their desires.

The sample drawn came from the telephone book, so the research team could not reach Cleveland residents who did not own telephones or who had unlisted numbers. This had the effect of eliminating some residents on both the high and low ends of the income scale.
MacDonald Committee to Implement Framework for Waterfront Development
by Marcia Miller

Boston's Faneuil Hall Marketplace, Baltimore's Charles Center Inner Harbor, and Cleveland's Stadium Inner Harbor. While the comparison of Cleveland's waterfront development to projects completed in Boston and Baltimore might appear improbable at first, the framework has been laid to transform Cleveland's lakefront area into a success story every bit as dramatic as those of the other two cities.

On January 17, 1984, Cleveland Mayor George V. Voinovich ushered in a new era for the downtown waterfront area when he appointed William E. MacDonald, outgoing Chairman of the Growth Association, to head a panel that will oversee the planning and development of Cleveland's lakefront.

A $100,000 grant from the Cleveland Foundation will fund the ensuing market and financial feasibility study and prepare the groundwork for long-term development of the entire area.

According to a Cleveland Foundation spokesman, MacDonald has already issued invitations to potential members of the committee, a fact that will satisfy the second of two grant requirements as soon as all acceptances are received and the panel is in place. The first requirement, City Council adoption of legislation authorizing receipt of the grant funds, was met last July.

The committee's function has been broadly defined as assisting in the selection of consulting firms and a review of the results, but the original 1983 concept plan submitted to the Cleveland Foundation from the Cleveland City Planning Commission leaves considerable room for interpretation of the group's role.

Will the committee merely assemble the apparatus for waterfront development or will it guide and coordinate the plan's implementation over the course of time? Hunter Morrison, Cleveland City Planning Director, sees the panel's major function as putting in place a community plan to develop the waterfront, but he also adds that "the panel will definitely span more than one political administration."

This confirmation of the need for continuity in dealing with the various public and private entities necessary in large scale development may tilt the scale in favor of the creation of a body along the lines of Baltimore's Charles Center - Inner Harbor Management, Inc.

Although Morrison could not confirm or deny the validity of this comparison at this time, Baltimore's management corporation has become a model for some of the most successful waterfront revitalization plans in the country.

The preliminary steps necessary for development of the current concept plan for the lakefront include input from many groups, most notably the Mayor's Waterfront Advisory Committee and Celebration '86. The Advisory Committee has been instrumental in revising and updating the general plan for downtown development since the group's inception in May of 1982. The same can be said for Celebration '86, the committee involved with planning the 50th Anniversary of the Great Lakes Exposition.

What is certain about the course of waterfront development is that it will face some volatile issues in planning over the next few months. The existence of a domed stadium downtown and the final location of a new aquarium will be a large part of this expected discussion.

A domed stadium downtown would clear the way for the city to raze the Stadium in preparation for other development, and an aquarium in the Inner Harbor would effectively end any possibility for such a facility in the Nicholson Terminal as proposed by developer Harvey Oppmann.

Inner Harbor placement of the aquarium would echo the New England Aquarium's strategic location, which is only three blocks from Boston's Faneuil Hall Marketplace, and would utilize the facility as a centerpiece in the area's revitalization scheme.

The concept plan submitted as the funding proposal to the Cleveland Foundation from Cleveland's City Planning Commission focused on a three phase, three year, initial design and development process. This is to be followed by approximately 10 to 15 years of intensive development along the guidelines of the development strategy produced by the grant.

The city has completed phase one by the formulation of the concept plan, the second phase will begin as soon as the other members of the committee, headed by MacDonald, are in place and start work with consultants to develop the actual development program and strategy.

Details on the selection of consultants and the reception of bids from contractors are, as yet, unavailable. Such details will, of course, depend upon the scope of powers entrusted to the panel. It is expected that the consultants will work with the panel under the direction of the Cleveland City Planning Commission, and in cooperation with other city departments.

Lastly, proponents of an interim park on Pier 34 have cause for celebration. The concept plan recommends work on a public park on the north end of the pier as soon as is feasible in order to produce tangible proof that waterfront development is no longer just a vision, but a soon to be implemented reality.
From Condos to a Park and Marina
Long Awaited Revitalization of Flats is Now Underway
by Randy Richards

Almost unnoticed, the long awaited revitalization of the Flats is finally beginning to take hold.

Five new projects: a park, two condominiums, a shopping mall and a marina—all in various stages of planning or construction—are transforming the Flats into the entertainment and residential center that Clevelanders have long envisioned.

Settlers Landing Park
A recently announced $2.4 million park will be built along the banks of the Cuyahoga River, below River Bend Condominiums.

The park has tentatively been named Settlers Landing. City landscape architect Charles Sekerak termed the present site, "an open space with grass." He added, "We want to develop it into a first class park."

Though still in the planning stages, the park will probably include a sheltered stage for entertainment, a boardwalk along the water, and tables and benches. Discussions are also underway to determine if docks should be built so that boaters can stop at the park.

Sekerak said that the park will be landscaped like Chester Commons. "We want to divide it into different sections for different uses," he said. He added that the sheltered stage would serve as the focal point and that the boardwalk would meander through the park.

The park includes approximately 33,500 square feet, or .88 acres, of usable space.

"The important thing is that we have the land and can obtain the money," Sekerak said.

Work on the park is expected to begin early next year.

River Bend Condominiums
Directly above Settlers Landing is River Bend Condominiums, a $5 million complex slated to be completed this month. The eight story brick building has already been topped-off. Most of the remaining work involves interior construction and landscaping. The complex will include 47 units, each with a view of Cuyahoga. Linda Brooks, director of marketing for River Bend, said 18 units have already been sold. She stated, "We're feeling real good about this project. It is very unusual. We sold this many units before a model suite was even available."

The developer is so happy that he is even looking at the possibility of building a second complex across the river," she added.

Grove Court Condominiums
Further up the Cuyahoga, near the base of the Lorain-Carnegie Bridge, work is also progressing on Grove Court, a $4.5 million, 44-unit condominium complex. The foundation and indoor parking garage are completed. Work is currently underway on the five-story steel structure.

Micky Hefelfinger, sales and development coordinator for Grove Court, said that 17 units have already been sold. She said that each unit in the complex is unique—constructed differently than the others.

The building's frame will be completed in November and the complex should be ready for occupancy by the winter or early spring of 1985.
It’s Finally Happening!
Construction of Pier 34 Park is Underway

It’s finally happening, construction of the park on Pier 34 is now underway!

Groundbreaking ceremonies, which attracted more than 100 people, were held in late September. Walkways, planters, bollards and benches are currently being built. The planting of trees, bushes, flowers and grass will occur next Spring.

Since 1981, when the Cleveland Waterfront Coalition was founded, one of the organization’s primary goals has been the establishment of a park on Pier 34.

"It is a good example of the Greater Cleveland community working together," said Peter Pucher, executive director of the Coalition.

Funding came from: the City of Cleveland, $50,000; the Cleveland Community Development Block Grant Program, $25,000; the County Commissioners, $25,000 and the Coalition itself, $13,500.

Approximately 168 individuals, companies and organizations contributed funds for the Coalition’s portion. Major contributors of $1,000 or more were: the Port Enhancement Committee, the Goodtime Cruise Line, the Junior League and the Kiwanis Club of Cleveland.

Should Aquarium Be Built On Lakefront?

by Randy Richards

Should an aquarium be build on Cleveland’s Lakefront? What types of fish and marine life would attract the most visitors? And where could funding for construction be obtained?

Nov. Meeting

Date: Tuesday, Nov. 27th, 1984
Time: 7:30 p.m.
Place: The 5th Floor Community Room at The Park
1701 East 12th Street
Cleveland, Ohio

The event is open to the public and all who are interested in the development of Cleveland’s waterfront. There is no charge.

William MacDonald, seated on backhoe, takes part in the groundbreaking ceremonies. Mr. MacDonald is chairman of Mayor Voinovich’s steering committee on waterfront development.

Pucher noted that all funds donated will go towards actual park construction. “Operating expenses for the fund drive were absorbed by the Coalition,” he said.

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William P. Braker, executive director of Chicago’s Shedd Aquarium, will discuss how aquariums can be successfully developed and operated at the Coalition’s upcoming meeting November 27.

The Shedd Aquarium is the largest facility of its type in the world. On average, a million visitors pass through it yearly.

In a telephone interview, Braker discussed what is needed for successful aquarium development. "Basically, you need government funding of some sort, either, local, state or federal, to get an aquarium off the ground. You also need grant money from foundations and donations from corporations."

On actual construction Braker advised, “try to build the largest aquarium that funds will allow. A large

(Continued on Page 3)
Cleveland’s Waterfront: An Event Whose Time Has Come

by Helen Horan

At rare moments in our lives an opportunity comes along for each of us to have a part in making history. Now is such a time. A strong surge of enthusiasm for waterfront development has been building and forging a communal thrust to begin with a small but highly visible people’s park on Pier 34. The general public, the City Administration, the Council and the business sector have merged into a cooperative, cohesive partnership with the attainable goals of improving Cleveland’s lakefront image and the City’s economic future.

The success of such public/private partnerships has been demonstrated in other cities. This was graphically illustrated on March 29, 1984 in Dallas, Texas. A former Mayor of Dallas, Eric Jonsson stood before a representative delegation from Cleveland and in a halting, emotion-choked voice, recalled how the assassination of President John F. Kennedy in Dallas severely damaged their city’s image and plunged the people of Dallas into a deep, psychological depression. Therefore he decided to do something about it.

First, he evaluated the situation and said, “...I went off into a corner with a pad of paper and a pencil and wrote: ‘Where are we now? Where do we want to go? How do we get there?’ He decided to involve all the people of Dallas in rebuilding the image of their city.

His recent appointment to the Office of Mayor and his expertise as Chairman of the Board of Texas Instruments, along with the support of the business community, the eight Councilmen-at-Large, and the involvement and cooperation of 275 neighborhood and civic organizations made it happen.

Eighteen years later, the planning and overall cooperation has paid off. Out of 205 goals set, 201 have been fully or partially realized.

It was particularly reassuring and encouraging to me, as the representative of the Cleveland Waterfront Coalition, to realize that the methods which brought success to Dallas reflect the philosophy of the Coalition, which is proving to be successful in practice here.

The Coalition had no such guarantee that one night in September 1979 when, as simply twelve persons, we met and decided to act together as citizens of Cleveland to work for the development of a park on Pier 34. The following year we set our goals, expanded our support base, incorporated in July 1981 as the Cleveland Waterfront Coalition, and proceeded to build an awareness of the lakefront “pot-of-gold” potential throughout the Greater Cleveland Community.

Letters were consistently sent to an ever-growing constituency, public meetings were held featuring speakers from New York City; all of whom shared their development successes and problems with us.

Equally important, contacts with all local government bodies were established and a cooperative working relationship and trust was developed between them and the Waterfront Coalition. Belief in the goals of the Coalition has been demonstrated by the Gund Foundation, the Community Development Block Grant funding and the encouragement of the Cleveland Foundation.

As a result we have been able to expand our efforts in involving the public and gaining their support with our own slide presentation, public exhibits, an office in The Arcade with staff and a developing library of resource material on waterfronts in other areas.

“Now all the pieces of the development puzzle are beginning to fall into place.”

Recently Mayor George Voinovich appointed Mr. William MacDonald, Chairman of the Growth Association, to head a feasibility study committee funded by the Cleveland Foundation. This has served to open communication between the Coalition and the corporate community, which is an essential factor in development progress.

Now all the pieces of the development puzzle are beginning to fall into place. Other cities have successfully redeveloped waterfronts and decaying urban areas by bringing new life, people, business and money into their cities, and they all had a common approach. In each case the establishment of public/private partnerships resulted in on-going, successful, viable systems. Since its inception the Waterfront Coalition has developed a strong public support base and received strong vocal support for waterfront development starting on Pier 34.

Now, we’re all being asked to show our support by giving what we can of our personal resources to help meet the Mayor’s challenge grant of $50,000 to buy a piece of the park. We’ve all received the details on how we can each become a very important cog in the wheel of development progress. A little from many—and much from a few—will give each of us a sense of pride in accomplishment.

On the night of his election, Mayor Voinovich voiced his theme for pulling this City to its rightful place in the sun. He said, “...Together we can do it.” It’s true. Today, our Community of Greater Cleveland is once again proving it.