

DOWNTOWN CLEVELAND LAKEFRONT PLANNING 1903-2021

Presented by:

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Urban Priorities LLC

Prepared for:

Greater Cleveland Partnership

The Downtown Cleveland

Lakefront Development's

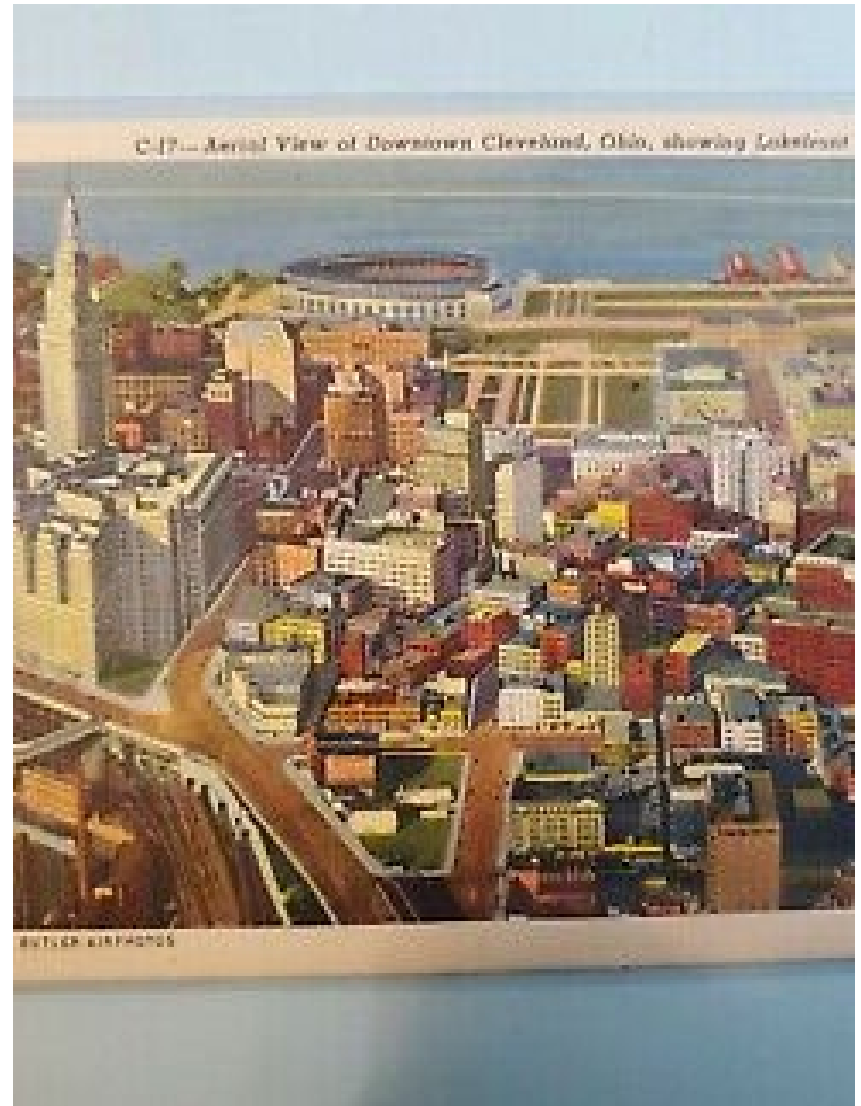
'Communication and Community

Engagement' Working Group



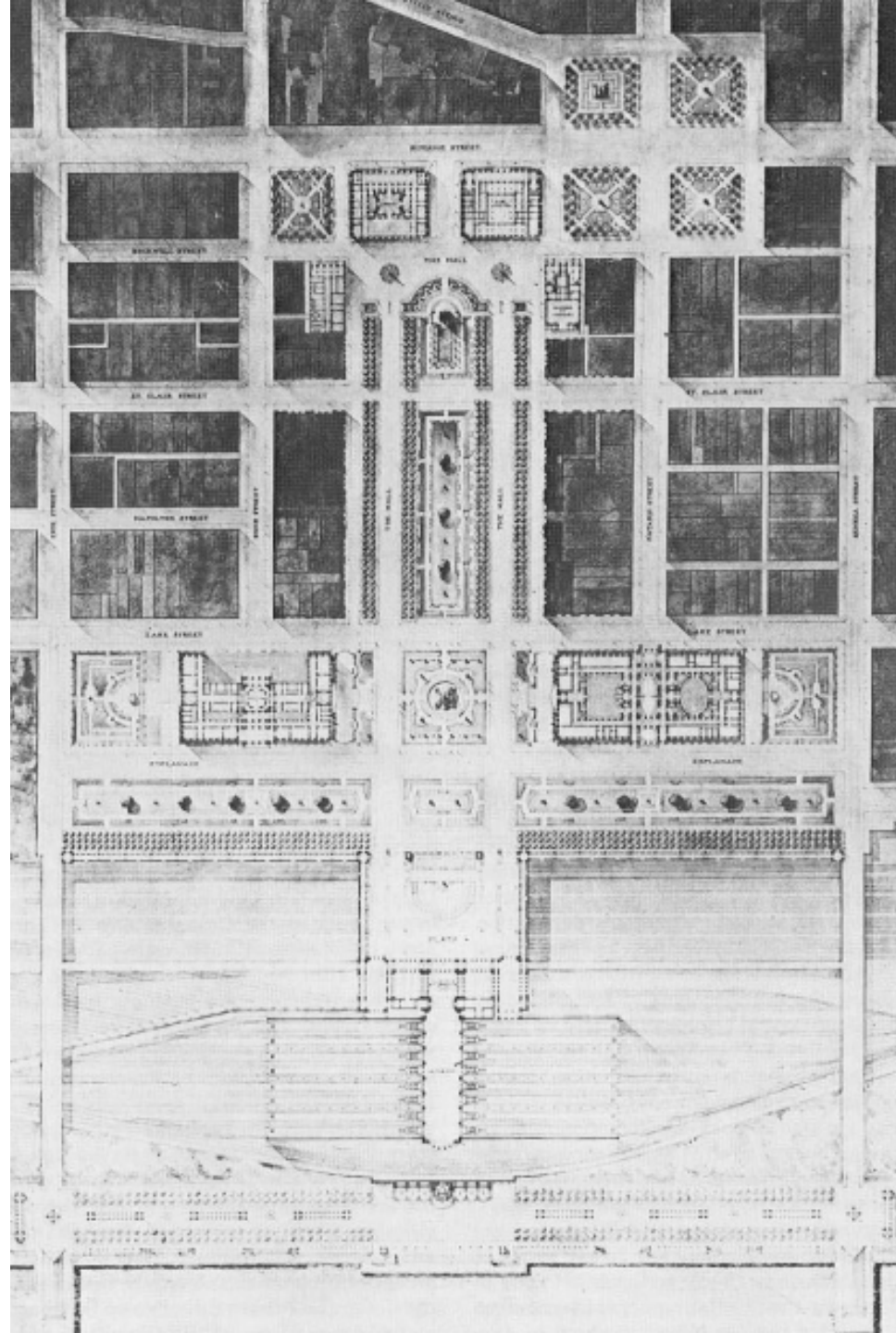
June 29, 2022

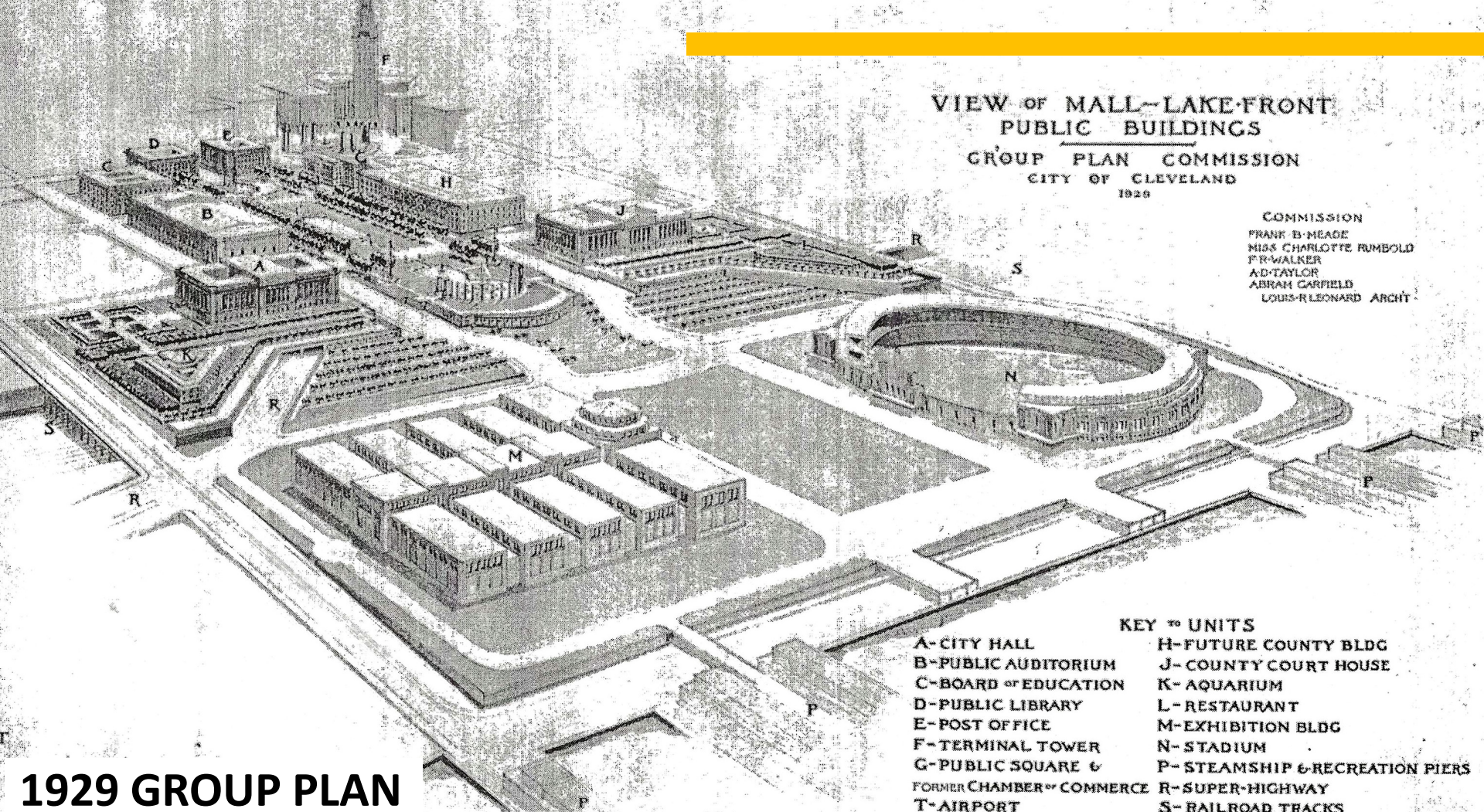
The earliest identified planning of Downtown Cleveland and its Lakefront – The Group Plan of 1903 – extended northward from Public Square to the bluff of the Lake Erie shoreline. Since then, planning and development has been an iterative effort of reshaping the downtown shoreline. Building on the legacy of past plans, the City of Cleveland is developing a Downtown Lakefront vision with the foundational priorities of equity, sustainability, redevelopment and economic opportunity for all Clevelanders.



1903 GROUP PLAN

- The first public planning effort in Ohio supported by the Chamber of Commerce and authorized by the State Legislature
- The plan called for public buildings to be located along a new park space extending from Superior Avenue to the lakefront
- Initial projects included a United States Courthouse, a County Courthouse and Cleveland City Hall, all designed in the Beaux Arts Style popularized by the World's Fair in Chicago and lining parks extending three city blocks that became known as The Mall
- A grand passenger railroad station was proposed at the north end of The Mall overlooking the lakefront





**VIEW OF MALL-LAKE-FRONT
PUBLIC BUILDINGS
GROUP PLAN COMMISSION
CITY OF CLEVELAND
1929**

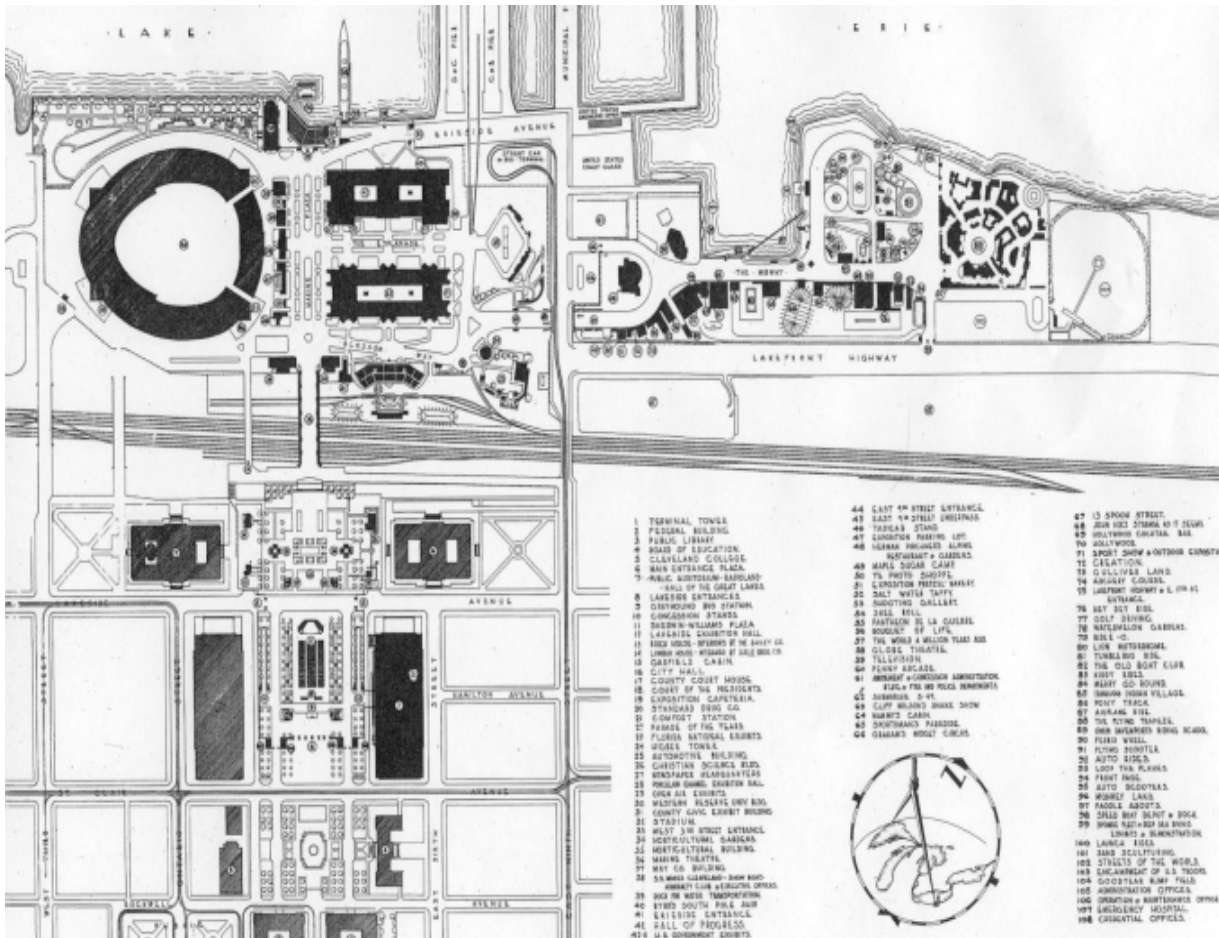
COMMISSION
FRANK B. HEAGE
MISS CHARLOTTE RUMBOLD
FRANK WALKER
A. D. TAYLOR
ABRAHAM GARFIELD
LOUIS R. LEONARD ARCHT.

- KEY TO UNITS**
- A-CITY HALL
 - B-PUBLIC AUDITORIUM
 - C-BOARD OF EDUCATION
 - D-PUBLIC LIBRARY
 - E-POST OFFICE
 - F-TERMINAL TOWER
 - G-PUBLIC SQUARE & FORMER CHAMBER OF COMMERCE
 - T-AIRPORT
 - H-FUTURE COUNTY BLDG
 - J-COUNTY COURT HOUSE
 - K-AQUARIUM
 - L-RESTAURANT
 - M-EXHIBITION BLDG
 - N-STADIUM
 - P-STEAMSHIP & RECREATION PIERS
 - R-SUPER-HIGHWAY
 - S-RAILROAD TRACKS

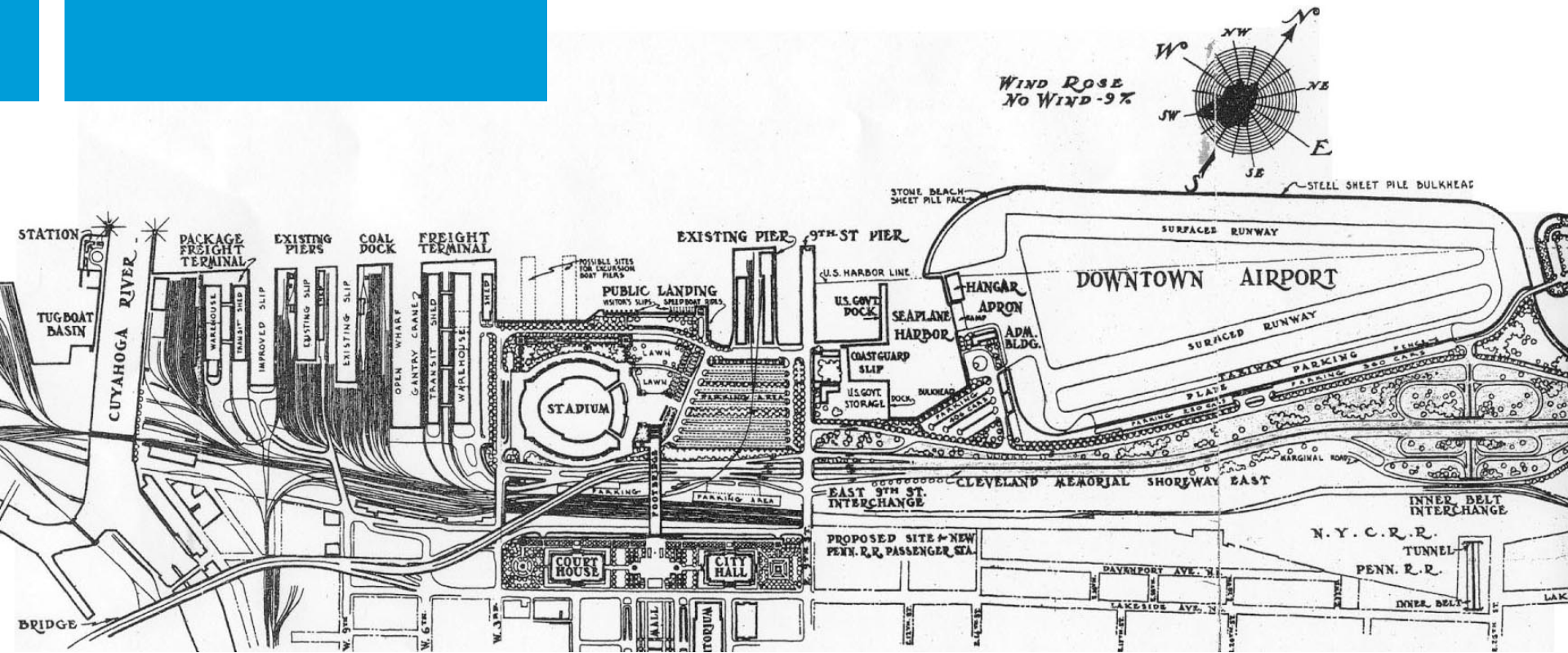
1929 GROUP PLAN

- Building on the success of the 1903 Group Plan, a new planning effort proposed expanding public buildings north of the railroad tracks along the shoreline between West 3rd and East 9th Streets
- In 1919, Cleveland voters approved construction of a new passenger railroad station on Public Square, freeing up the lakefront for new development
- Major features of the 1929 Group Plan included Municipal Stadium and other public buildings as well as an extension of The Mall's public parks over the railroad tracks and a new roadway along the downtown lakefront
- The City issued municipal bonds for Municipal Stadium in 1929, prior to the stock market crash, and proceeded with construction during the Great Depression

1936: GREAT LAKES EXPOSITION



- The Exposition was conceived as a World's Fair to commemorate Cleveland's incorporation as a city, for two summers, the event occupied 135-acres extending from The Mall to an expanded lakefront shoreline between West 3rd and East 20th Streets
- The newly completed Municipal Stadium anchored a collection of quickly constructed exhibition halls, gardens and amusements
- Linking The Mall and the lakefront was a 100 foot-wide wooden pedestrian walkway extending 350' over the railroad tracks



1946 CLEVELAND LAKEFRONT PLAN: DOWNTOWN SECTION

- Under the mayoral leadership of Thomas Burke, the City developed a comprehensive lakefront plan extending from Edgewater Park to Gordon Park
- A pedestrian walkway from The Mall to the lakefront continued to be a major component. Although, the promenade of the Great Lakes Exposition deteriorated due to its wood construction and was eventually removed and not replaced
- New transportation infrastructure was the development focus of this plan including the Memorial Shoreway and a new Lakefront Airport



Downtown lakefront development from the 1950s through the 1970s built out the shoreline for shipping and transportation infrastructure. Landfill continued the expansion of Burke Lakefront Airport eastward and commercial shipping docks were built north of Municipal Stadium as the St. Lawrence Seaway opened bringing international ships supporting Cleveland industries.

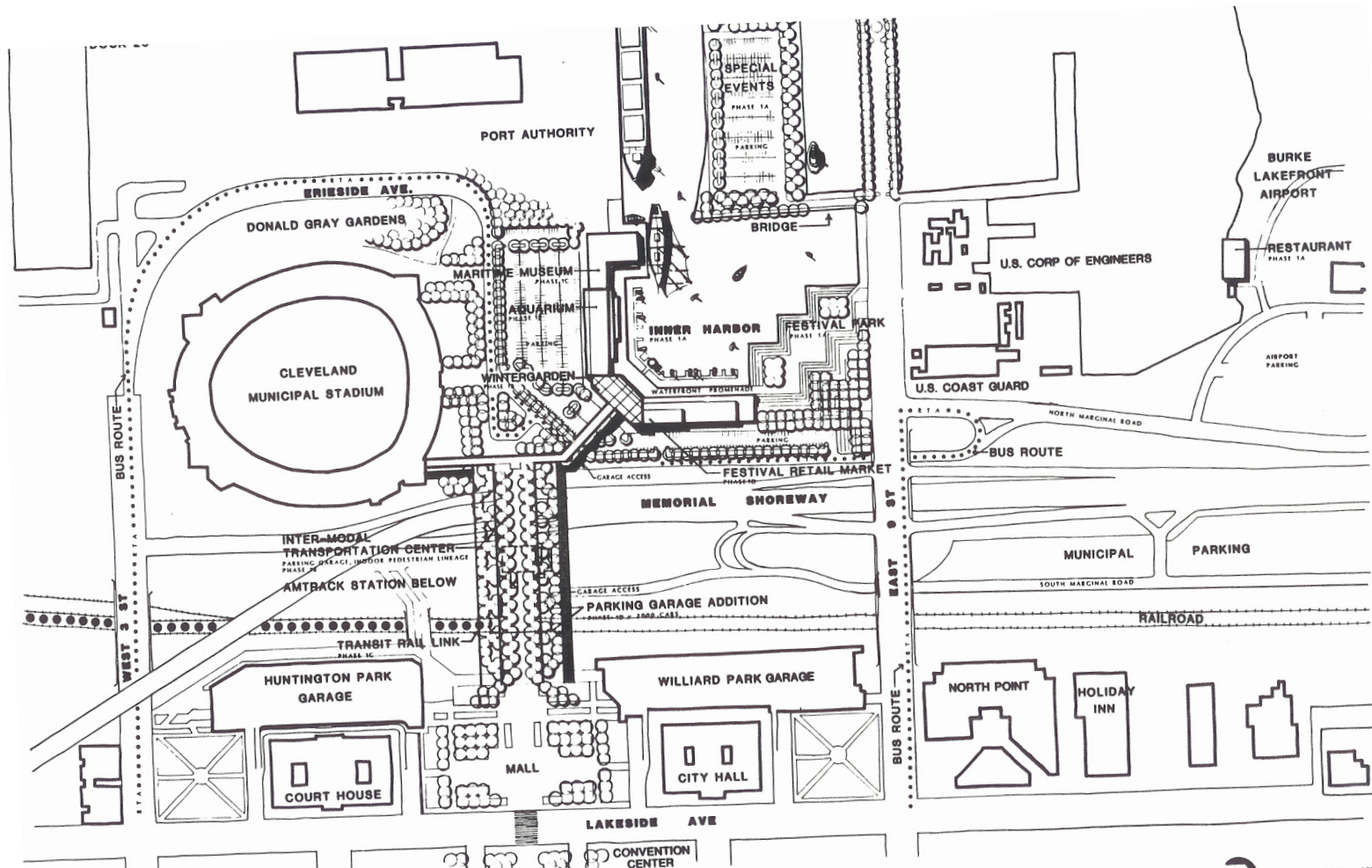


FIGURE 11

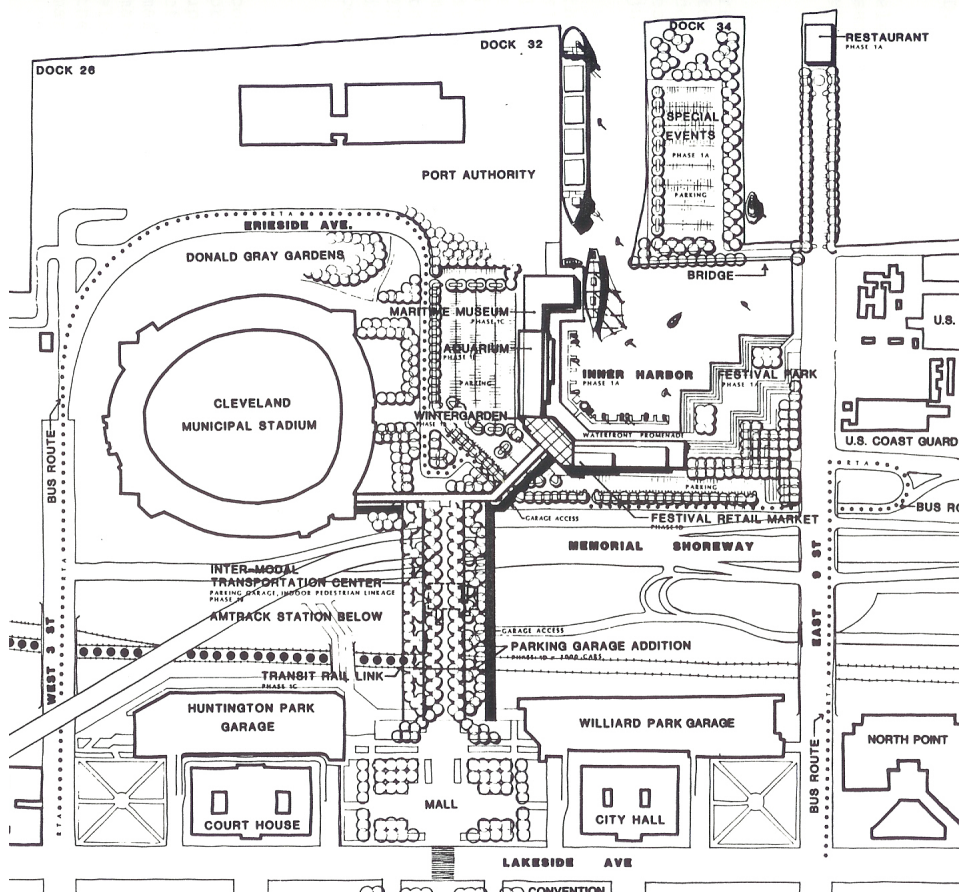
CLEVELAND WATERFRONT DEVELOPMENT PLAN - PHASE 1A, B, C & D



1985 CLEVELAND WATERFRONT STUDY

NOTES ON FOLLOWING SLIDE

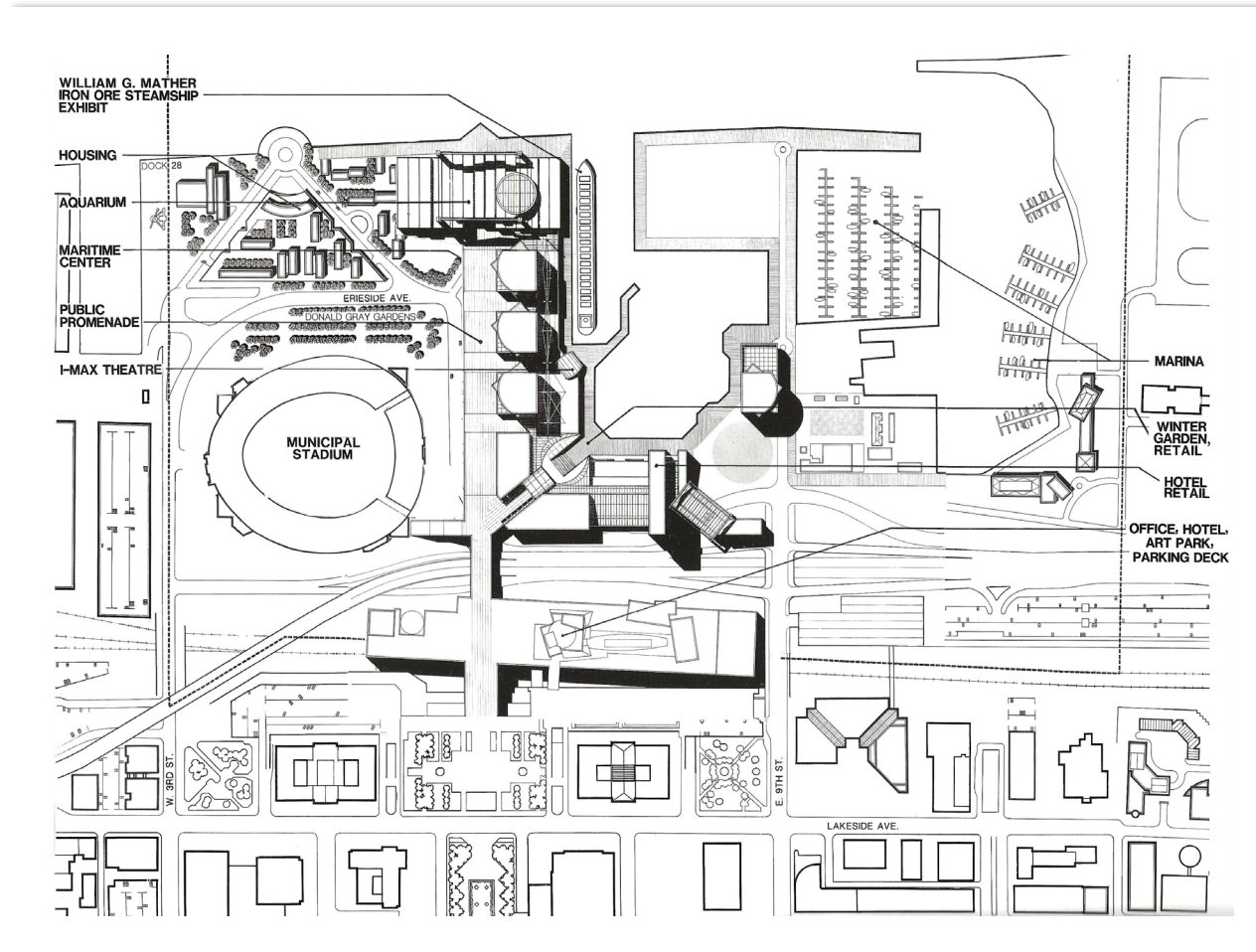
1985 CLEVELAND WATERFRONT STUDY

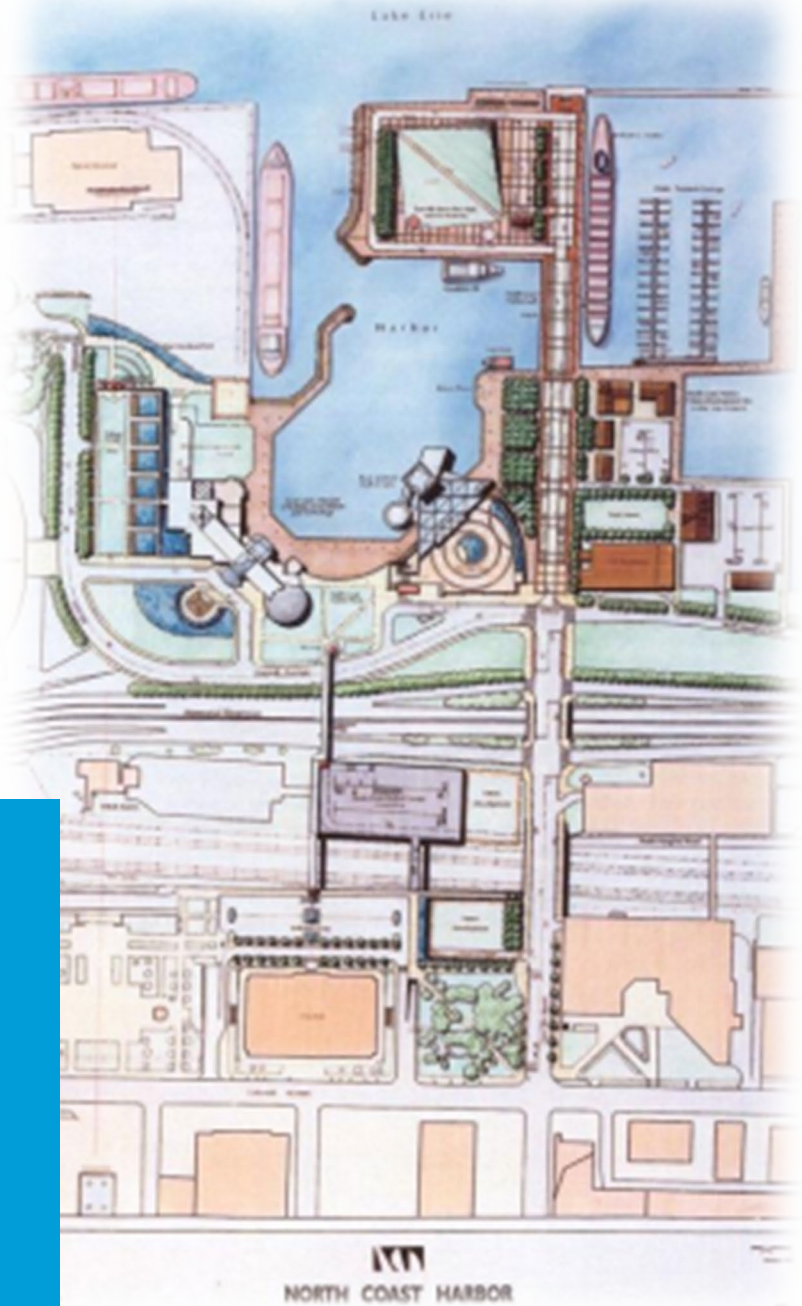


- Seeing the success of the City of Baltimore's Inner Harbor, the Cleveland Waterfront Study proposed carving a new publicly accessible shoreline on the lakefront between Municipal Stadium and the East 9th Street Pier
- This plan also proposed a new pedestrian bridge linking The Mall and the lakefront that would feature cultural attractions such as an aquarium and maritime museum, a festival market and parks.
- The initial project from the Study was the creation of a \$10M inner harbor and surrounding promenade, completed in 1988 utilizing a federal grant

1989 CIVIC VISION 2000: DOWNTOWN PLAN

- A public-private partnership led to the creation of a new master plan for downtown Cleveland in the late 1980s
- The vision for the downtown lakefront once again included a pedestrian bridge linking The Mall and North Coast Harbor
- New planning initiatives include a proposed headquarters for 'Progressive Insurance', filling the gap between the railroad tracks and the Shoreway, as well as expanded cultural attractions and a residential neighborhood north of Municipal Stadium
- 'Rotary International' provided funding that supported construction of a new festival plaza at East 9th Street and Erieside Drive



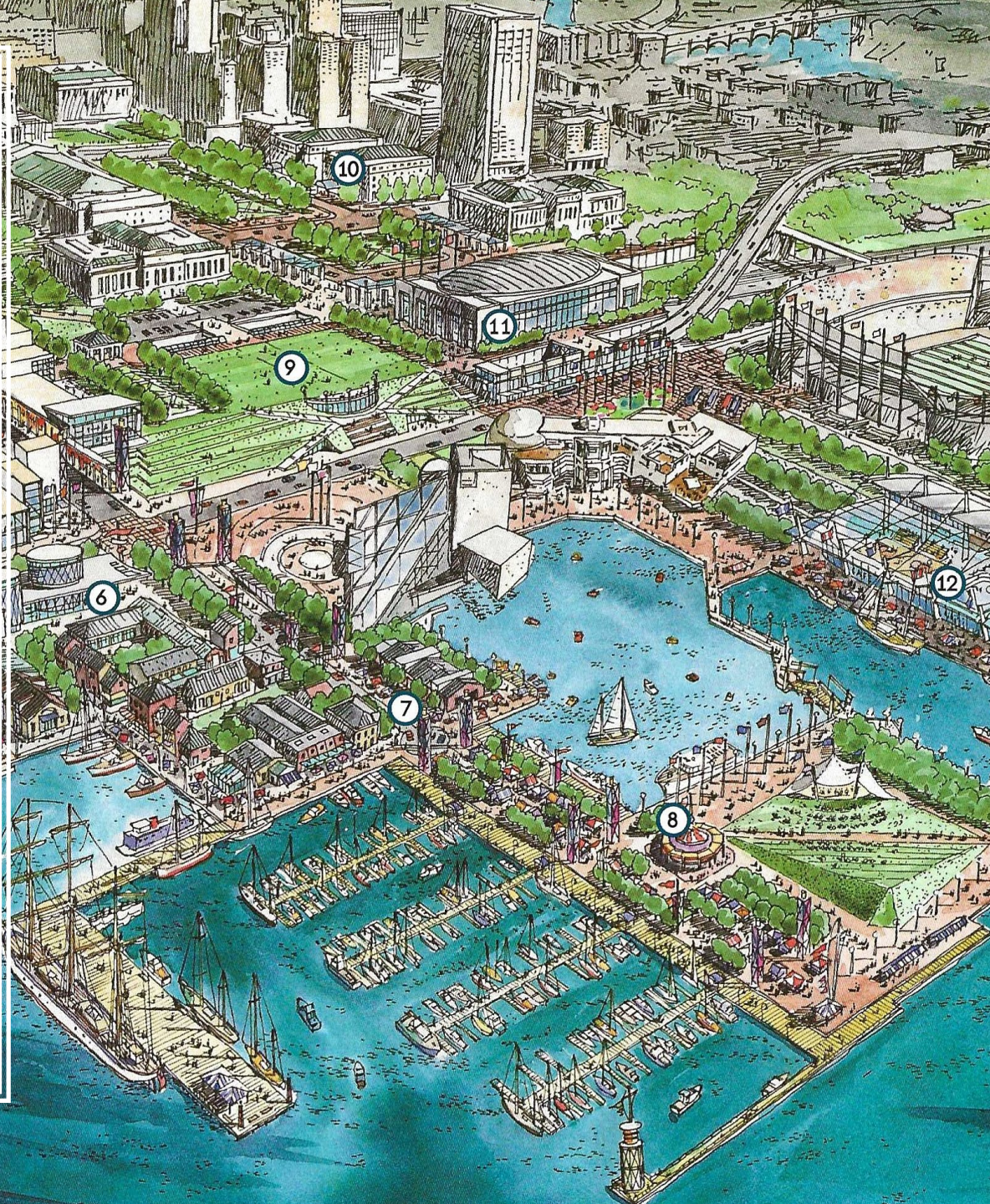


1992 NORTH COAST HARBOR PLAN

- Two major cultural institutions selected North Coast Harbor for new buildings – The Rock & Roll Hall of Fame and the Great Lakes Science Center
- This plan placed these two buildings in a broader site context for the harbor area including the reimagining of the East 9th Street Pier north of Erieside Avenue and the parcel at the pier that became Voinovich Park
- The Rock & Roll Hall of Fame opened in 1995 and the Great Lakes Science Center and Voinovich Bicentennial Park opened in 1996
- A pedestrian link between Downtown Cleveland and the harbor was proposed as a small bridge north of City Hall, rather than a grand walkway from The Mall

1998: CIVIC VISION 2000 & BEYOND

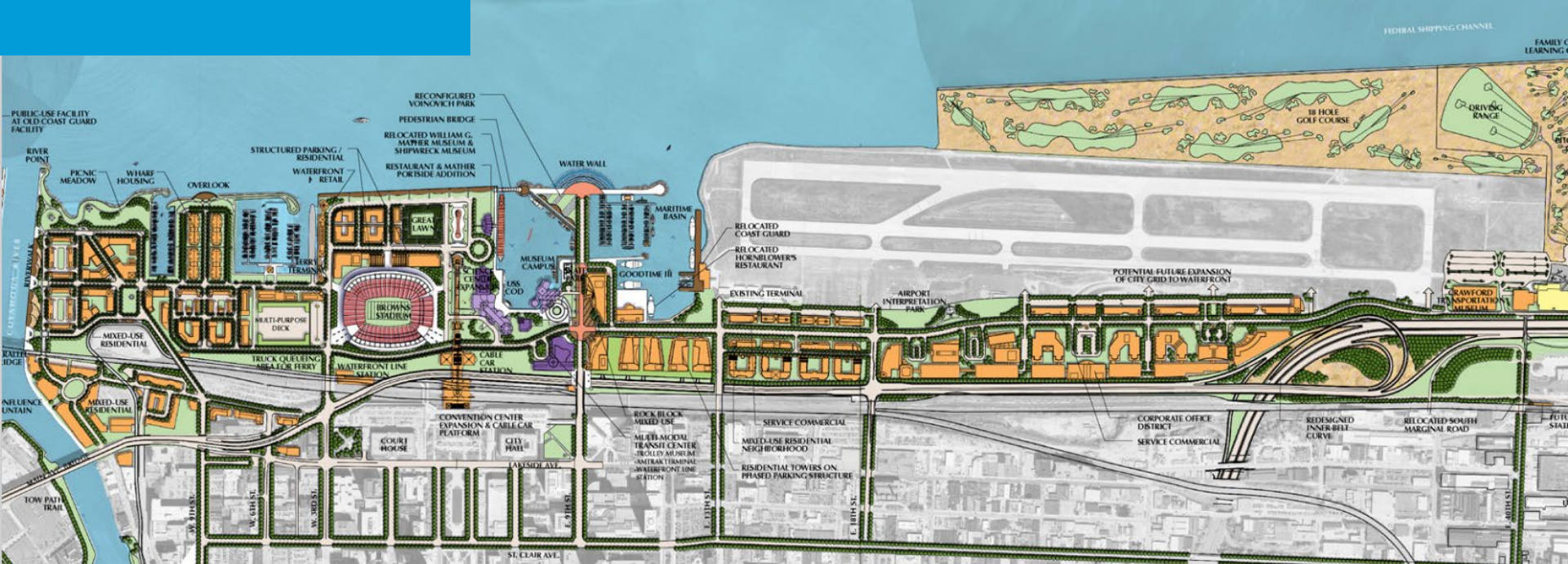
- Updating the Civic Vision Downtown Plan completed in 1989, new visions were put forward for North Coast Harbor and other downtown development districts
- This plan proposed extending The Mall its full width over the railroad tracks and Shoreway with a North Coast Transportation Center in the gap between the tracks and roadways for Amtrak passenger rail service and parking. Numerous other cultural and commercial facilities were proposed that were never realized



2001: RECLAIMING OUR LAKEFRONT

- This 'Cleveland Tomorrow' proposal called for a reconfiguration of the Shoreway from Edgewater Park to Gordon Park to better connect Cleveland's neighborhoods to its lakefront
- In downtown Cleveland, this seeded the first public discussions of removing the Shoreway between the Main Avenue Bridge and the I-90 interchange
- This proposal did not indicate any pedestrian linkages between The Mall and North Coast Harbor, rather it focused on identifying new development site opportunities

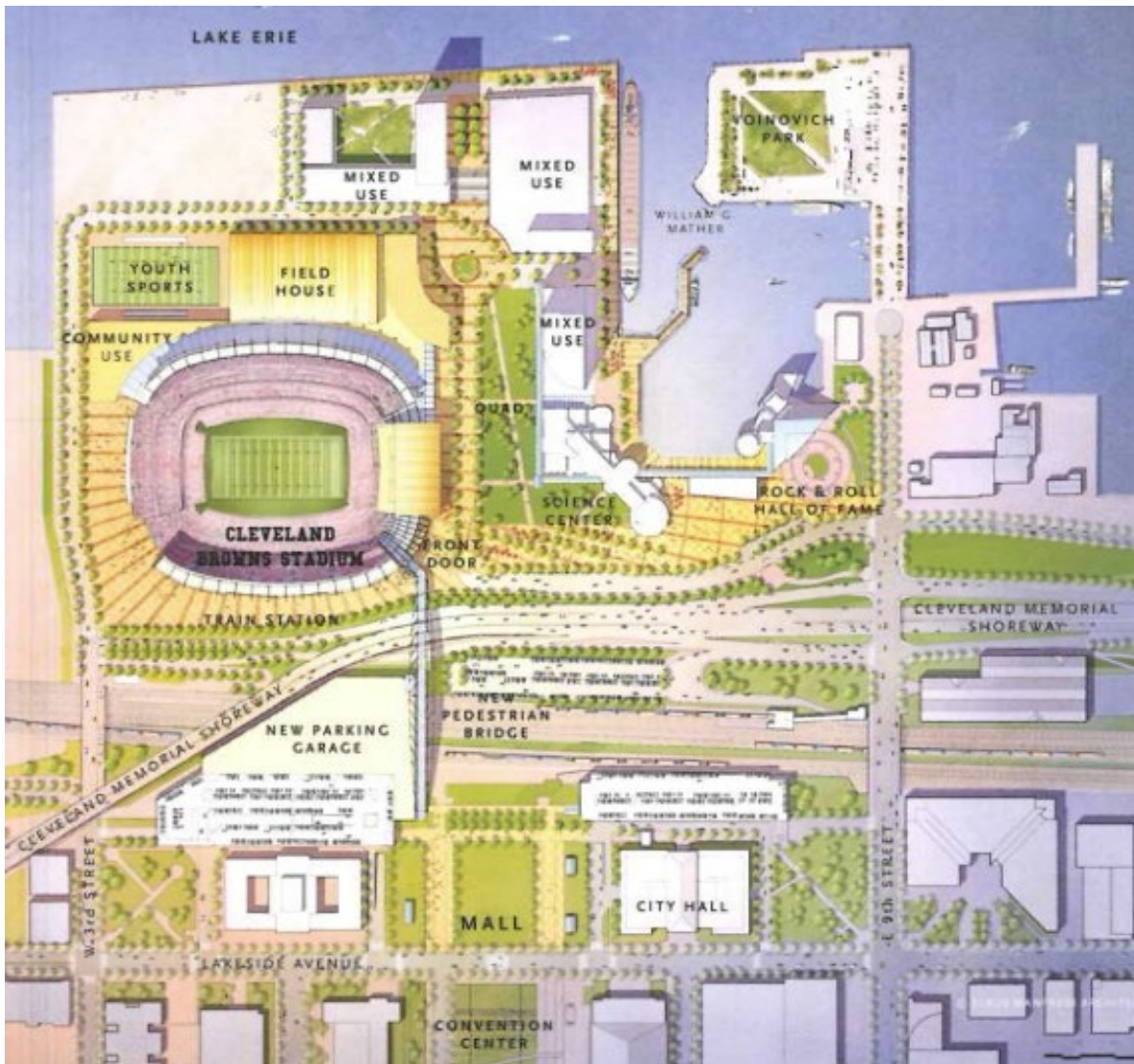




2004: CONNECTING CLEVELAND THE WATERFRONT DISTRICT PLAN

- For the first time in over 50 years, the Waterfront District Plan provided a comprehensive plan to redevelop Cleveland's Waterfront from Edgewater Park to Gordon Park
- Major emphasis was placed on reconfiguring the Shoreway and adding new points of access
- A new vision for the downtown Lakefront from the Cuyahoga River to the I-90 Innerbelt Curve was proposed, proposing new development surrounding Burke Lakefront Airport and requiring the relocation of the Port of Cleveland docks for new recreational and commercial development
- First phase projects included the reconstruction of the West Shoreway between Lake Avenue and the Main Avenue Bridge into a slower speed urban boulevard with a new point of vehicular access at West 73rd Street and included adjacent new multipurpose pathways and the reconstruction of pedestrian tunnels linking the Detroit Shoreway neighborhood to Edgewater Park
- Community outreach and public engagement were extensive in this planning process, holding multiple meetings in neighborhoods across the city to identify projects with community support

2011: CLEVELAND BROWNS LAKEFRONT PROPOSAL



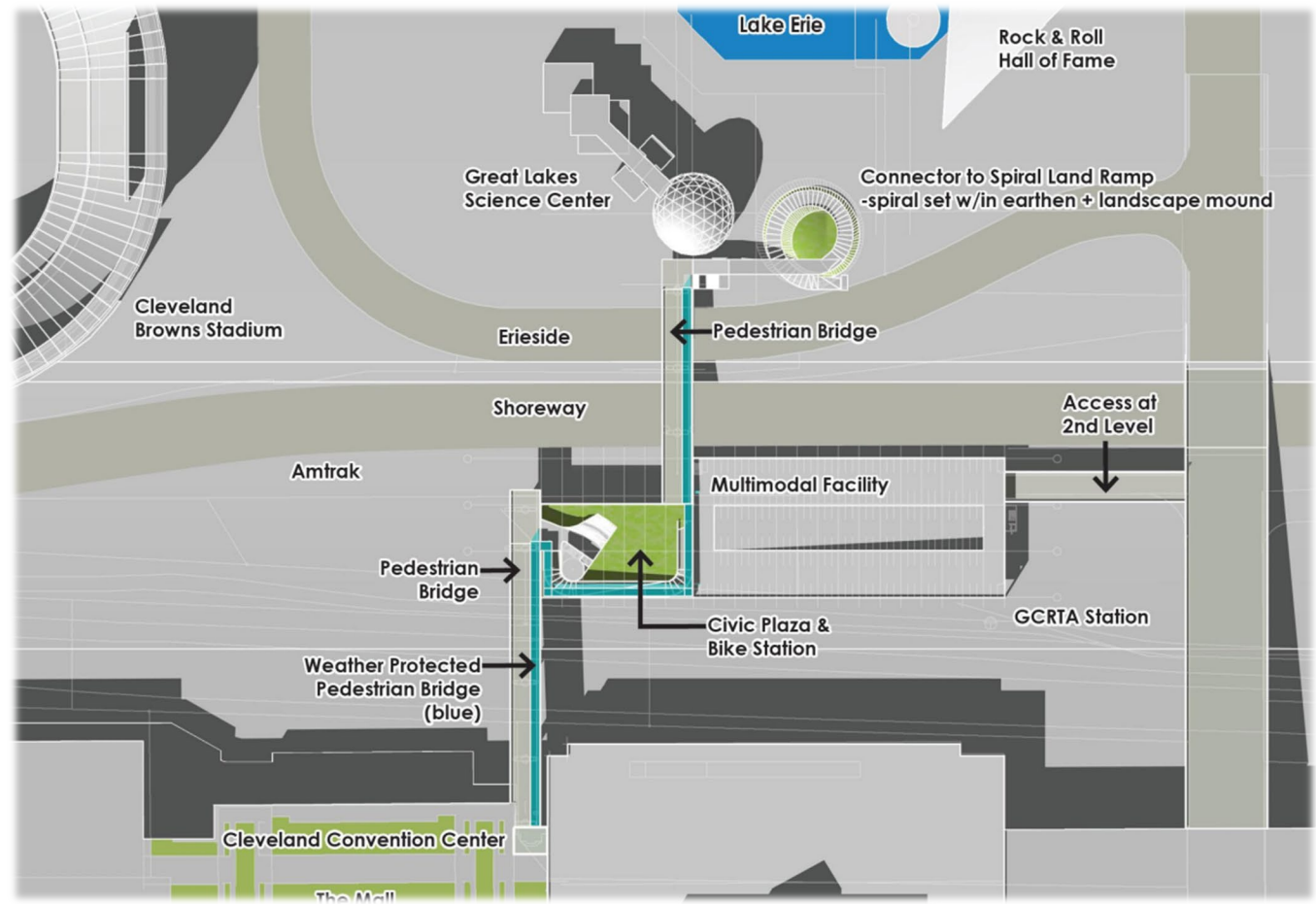
- The 'Cleveland Browns' presented a proposal to City of Cleveland leadership to build out the area surrounding the downtown stadium, including new team facilities, community sports venues, mixed use development and additional parking
- A narrow pedestrian bridge between The Mall and the stadium was also proposed

2011: CITY OF CLEVELAND LAKEFRONT PLAN



- This planning effort built on the downtown lakefront framework first proposed as part of the 2004 Connecting Cleveland Waterfront District Plan, which required the relocation of the Port of Cleveland docks to new shipping facilities to be created in the vicinity of East 55th Street
- Ideas for new development focused on a mixture of residential and commercial uses and included an iconic pedestrian bridge proposal linking the east end of The Mall and North Coast Harbor
- The City of Cleveland submitted a competitive grant application to the U.S. Department of Transportation to engineer and construct the bridge design, which failed to secure funding

2013: CITY OF CLEVELAND LAKEFRONT MULTIMODAL PROPOSAL



- In response to the grant failure, a revised plan was developed that incorporated pedestrian bridge linkages between The Mall and North Coast Harbor as part of a multimodal transportation facility for Amtrak, GCRTA bus service as well as structured public parking
- The City of Cleveland submitted a second competitive grant application to the U.S. Department of Transportation to engineer and construct this multimodal facility as designed. This proposal also failed to secure funding

CLEVELAND LAKEFRONT DEVELOPMENT



2014: NORTH COAST HARBOR DEVELOPMENT PROPOSAL

- The City of Cleveland issued a request for qualifications/proposals to national developers interested in pursuing commercial and residential development on the downtown lakefront between West 3rd and East 9th Streets. The City and Cumberland Development LLC entered into an agreement and began to pursue development projects, which included a restaurant at the end of the East 9th Street Pier and Harbor Verandas, a mixed-use apartment building constructed north of the Rock & Roll Hall of Fame
- The City of Cleveland pursued construction of a transient marina within the North Coast basin and a pedestrian bridge linking the west and north sides of the promenade around the basin

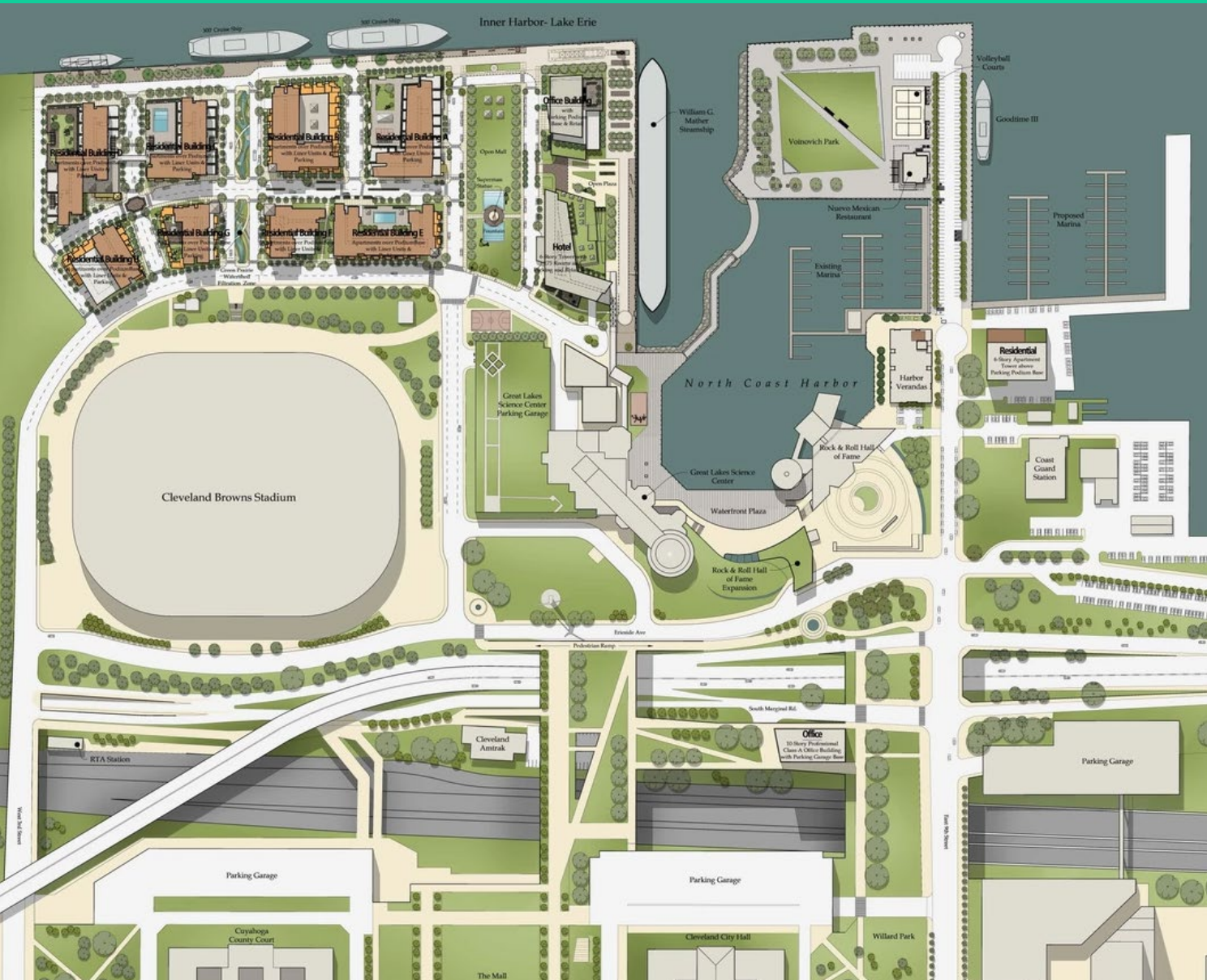
2017:

'Green Ribbon Coalition' Plan

- Lakefront advocacy group, the 'Green Ribbon Coalition', proposed a different configuration of a land bridge to the City of Cleveland
- The proposed 5.5 acre landscaped bridge extended east, diagonally from The Mall and touched down between the Great Lakes Science Center and the Rock & Roll Hall of Fame. The Shoreway is not impacted by the diagonal orientation.



2019: NORTH COAST HARBOR DEVELOPMENT PROPOSAL



- Cumberland Development LLC submitted an updated development plan from its 2014 proposal to the City of Cleveland
- This proposal included a wider pedestrian bridge extending from between The Mall and City Hall to North Coast Harbor, in front of the Great Lakes Science Center



2021: DOWNTOWN LAKEFRONT DEVELOPMENT VISION

NOTES ON FOLLOWING SLIDE

2021: DOWNTOWN LAKEFRONT DEVELOPMENT VISION

- ‘Haslam Sports Group’, in collaboration with the City of Cleveland, presented a vision for a mixed-use development integrated with existing cultural assets, including the Rock & Roll Hall of Fame, the Great Lakes Science Center and First Energy Stadium
- A main feature of the concept is a land bridge linking The Mall and North Coast Harbor over the railroad tracks. A Lakefront Connector Feasibility Study will identify various concepts for the land bridge and potential reconstruction of State Route 2 into an urban boulevard

