

NOACA

REGIONAL TOD SCORECARD AND IMPLEMENTATION PLAN

PHASE II/TASK 4: IMPLEMENTATION PLAN PILOT STUDIES

WEST BLVD.-CUDELL STATION AREA

DRAFT

FEBRUARY, 2017

AECOM



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1 Introduction and Executive Summary

1.1 Purpose of this Report

This report presents a transit-oriented development (TOD) planning and implementation study of Cleveland’s West Blvd.-Cudell Station Area. It was undertaken by the Northeast Ohio Areawide Coordinating Agency (NOACA), the state- and federally-designated Metropolitan Planning Organization (MPO) for Greater Cleveland. This West Blvd.-Cudell report is part of NOACA’s *Regional TOD Scorecard and Implementation Plan*, a two-phase regional initiative begun in 2015. NOACA’s consulting team was led by AECOM.

In Phase I, NOACA worked with its study partners—the Greater Cleveland Regional Transit Authority (RTA) and Cleveland Neighborhood Progress, Inc.—as well as the City of Cleveland and other stakeholders to develop a regional TOD framework. This framework began with a broad, flexible definition of TOD based on four foundational ingredients:

- Development that is compact and dense—not in uniform, absolute terms but in relative terms, compared to the surrounding area. This allows more people to live, work, shop, or go to school within walking distance of the station or stop.
- A rich mix of land uses, if not at each station then in each segment of a corridor. Mixed-use development helps create safe “24/7” places. When housing, jobs, and other uses are in close proximity, many daily activities can be reached by walking or biking. Mixed-use development also allows more efficient use of the transit system, by generating commuter trips both to and from the station in question.
- A safe, inviting, and interconnected public realm that “glues” land uses to each other and to the transit station. Transit-oriented development is also pedestrian-oriented development, and successful station areas include a grid of small, navigable blocks with ample sidewalks, active uses at street-level, attractive amenities, good lighting and way-finding, bicycle lanes and facilities, and uniform accessibility for seniors, the disabled, and people with baby carriages.
- A new approach to parking. TOD doesn’t mean “no cars”—even with an emphasis on transit, pedestrian, and bicycle use, successful TOD will generate car trips. But TOD does require less parking. It can afford lower parking ratios that take advantage of transit; shared parking facilities that take advantage of mixed uses; and location and design standards that blend into the district.

Notwithstanding these common ingredients, TOD is not a “one-size-fits-all” concept. It can occur in different shapes, sizes, and combinations. A key product of Phase I was the *TOD Place Typology*. The typology sorted the “universe of stations”—42 rail and bus rapid transit stations, 99 priority bus corridor segments, and 10 outlying town centers—into seven categories differentiated by location, connectivity, land use, urban form, and intensity:

Metro Core	Neighborhood Residential
Town Center	Industrial/Transitional
Neighborhood Center	Special Destination
Main Street	

The Typology encapsulates the long-term vision for a station area, regardless of current conditions, and is thus aspirational as well as descriptive. Barring a fundamental change in the community’s vision for a neighborhood or district, a station’s Typology designation is not expected to change.

Since TOD does not happen overnight, a second analytic metric, the *TOD Readiness Scorecard*, measures how a station is doing relative to its TOD potential. The four Readiness scores—*Long-Term*; *Emerging*; *Ready*; and *Arrived*—are expected to change over time as conditions in a station area evolve.

Phase I also included a *TOD Program and Toolkit*, drawing on best practices nationally and in Northeast Ohio, and an *Aging-in-Place Strategy*, recognizing the important role that the retiring Baby Boomer generation could play in transit-oriented community revitalization.

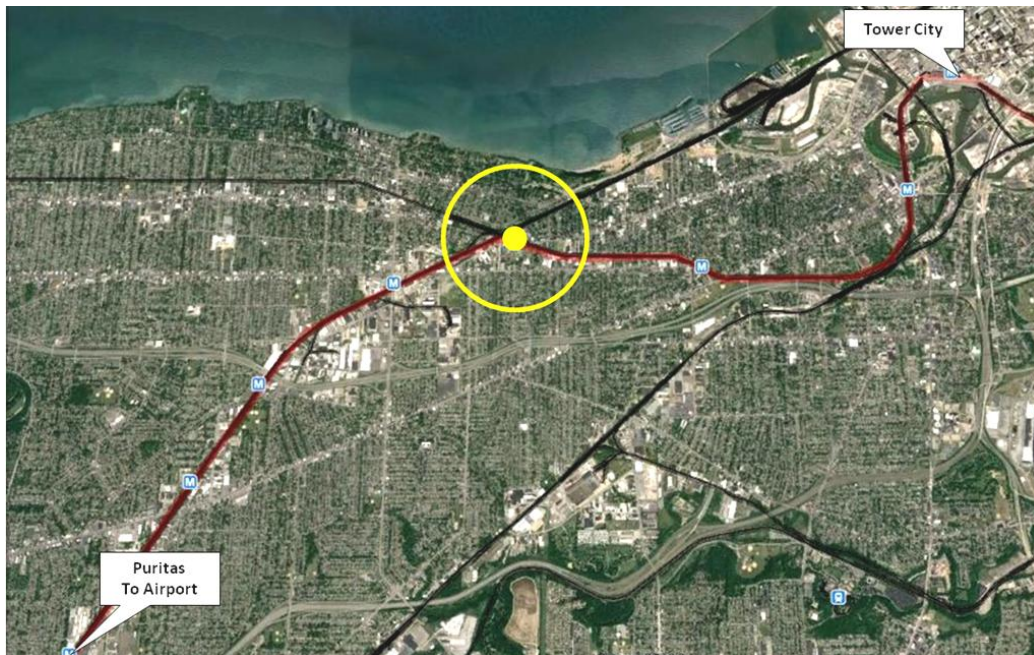
Phase II consists of three pilot TOD studies, of which this West Blvd.-Cudell plan is one. The study locations were selected to represent different parts of the region, different combinations of transit service, and a range of challenges and opportunities that could provide replicable examples of TOD strategies in Greater Cleveland. From a TOD Readiness perspective, all three selected locations ranked as “Emerging” or “Ready”—the “middle” scores providing the best opportunity to make a difference. Besides West Blvd.-Cudell, the other two study locations are the E. 116th Street station area and the Slavic Village/Broadway Avenue Priority Bus Corridor, both on Cleveland's east side. Those two reports are companions to this one.

NOACA's intent in undertaking these pilot studies is not to "reinvent the wheel"—all three study areas have robust community development corporations, active development agendas, and strong support from their City Council members, Cleveland City Planning, and other agencies and institutions. Rather, these studies are meant to add value to these on-going efforts through a combination of market analysis, targeted physical planning, and implementation strategies.

1.2 Study Area Location

As shown in Figure 1, West Blvd.-Cudell Station is located on Cleveland's west side and is served by RTA's Red Line. West Blvd.-Cudell is three Red Line stops and approximately 4.2 rail miles west of Tower City, the transit system's downtown hub. West Blvd.-Cudell is six stops and approximately 6.5 rail miles from the Red Line's western terminus at Cleveland Hopkins International Airport.

Figure 1: West Blvd.-Cudell Station Area Location

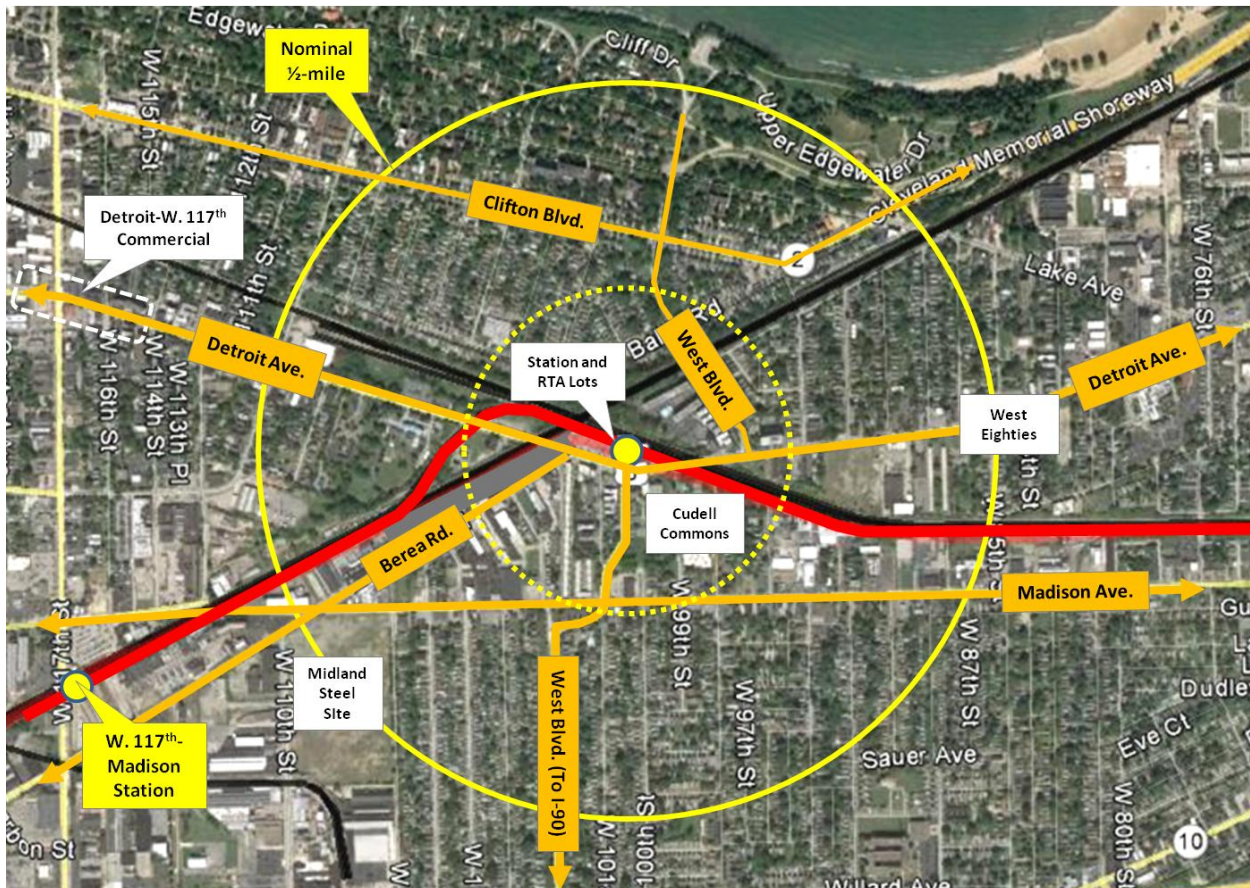


West Blvd.-Cudell Station is on Detroit Avenue, one of Cleveland’s historic radial streetcar corridors now designated a Priority Bus Corridor by RTA. The #26 bus runs on Detroit Avenue all the way from downtown Cleveland through the west side to the cities of Lakewood and Rocky River. West Blvd.-Cudell is also the terminus of two other routes: the #25, which runs west to Lakewood and Westlake; and the #81, which runs through the west side’s southern neighborhoods to downtown Cleveland (see Section 4.7 for details).¹

1.3 Study Area Overview

The West Blvd.-Cudell station area was designated a “Neighborhood Center” in NOACA's TOD Place Typology. This designation reflects the substantial concentration of civic, educational, and community facilities known as Cudell Commons located just southeast of the station; a neighborhood of historic row houses south of the station; and the opportunity to create a vibrant mixed-use node at the station itself and in its immediate foreground—something that does not exist today. Because of its strong multimodal transit connections and significant land availability (including key parcels in RTA ownership), West Blvd.-Cudell was ranked as “Ready” on the TOD Readiness metric.

Figure 2: West Blvd.-Cudell Station Area Overview



¹ See <http://www.riderta.com/routes>.

The key contextual features of the study area, shown in Figure 2, include the following:

- Detroit Avenue, heading west from the station, leads to the retail district at W. 117th Street on the Cleveland/Lakewood city line and on to nearby downtown Lakewood. Heading east, Detroit Avenue traverses the West Eighties neighborhood and the revitalized Gordon Square district centered on W. 65th Street.
- West Boulevard, which connects the station to I-90, runs north-south, with discontinuous “jogs” at Detroit Avenue and Madison Avenue.
- Madison Avenue, one of the west side’s principal east-west arterials, runs roughly parallel to Detroit about a quarter-mile south of the station.
- Berea Road, a legacy industrial corridor, originates at the station and runs southwest alongside the Norfolk Southern railroad. The W. 117th-Madison Red Line station serves the industrial district centered on the intersections of Madison, Berea, and W. 117th. Much of this district is closer to the W. 117th-Madison Station than to West Blvd.-Cudell, but it forms an important part of the study area context.
- North of the station is the Edgewater neighborhood along Clifton Boulevard, where the Cleveland State bus rapid transit line has replaced traditional bus service. Although physically proximate, this neighborhood is accessible to West Blvd.-Cudell Station only via the West Boulevard extension, which passes beneath the railroad.

1.4 Executive Summary

The remaining sections of this report may be summarized as follows:

- Section 2, **Existing Conditions**, uses GIS mapping to describe current land use within the station area by category, and to identify major parcels of vacant or publicly owned land.
- Section 3, **Summary of Market Analysis**, describes the TOD market analysis of the West Blvd.-Cudell Station Area performed for this study by 4ward Planning, Inc., a member of NOACA’s consulting team. This section concludes with an estimated five-year buildout forecast for the station area, including 190 residential units and 56,000 square feet of retail, restaurant, and office space. The complete market analysis is also available as a separate document.
- Section 4, **Conceptual Plan**, contains this report’s planning recommendations, the most detailed of which is a proposed catalyst project on the RTA station parking lot on Detroit Avenue. This joint development project, which retains the critical RTA bus stop in front of the Red Line headhouse, is a mixed-use project with local and offices at street level and apartments above. Two versions are described: Concept A, which is smaller, has surface parking only behind the building, and displaces commuter parking to RTA’s vacant lot just west of the station; and Concept B which is larger, has a level of below-grade parking as well, and accommodates commuter parking on-site. In Concept B, the vacant RTA lot west of the station is available for multi-family housing development as a second phase.

Section 4 also includes a series of potential streetscape and intersection changes on Detroit Avenue; a series of development opportunities near the station which could be influenced by the catalyst project; a discussion of the legacy industrial triangle formed by Berea Road and Madison Avenue southwest of the station; a discussion of aging-in-place as a key TOD consideration in this station area; and a series of proposed locations for enhanced RTA bus stops and amenities along Detroit Avenue and locations that would reinforce TOD efforts.

- Section 5, **Implementation Strategies**, references the NOACA TOD Program and Toolkit that was developed in Phase I of this initiative and identifies strategies specific to West Blvd.-Cudell in several areas: more detailed planning studies, supported by BOACA’s Transportation for Livable Communities Initiative (TLCI) program; zoning; infrastructure funding; and TOD finance.
- Finally, Section 6, **Community Engagement**, outlines an on-going program of stakeholder and general public involvement to support the continued advancement of TOD in the West Blvd.-Cudell Station Area community. This program was developed by BrownFlynn, Inc., the third member of NOACA’s consultant team.

2 Existing Conditions

Existing socio-economic and labor market conditions in the study area are described as part of the West Blvd.-Cudell Market Analysis, which is summarized in Section 3 below. This section addresses existing land use conditions. Land use by category is displayed in Figure 3, which offers a birds-eye view of how the station area and its immediate outskirts are composed.

- Nearly half the total land area within the station’s half-mile radius is residential. North of Detroit Avenue, on both sides of the Red Line and Norfolk Southern right of way, and south of Madison Avenue, the predominant use is residential, including single-, two-, and multi-family dwellings.
- In the core of the station area, within a quarter-mile of the entrance, there is significant, transit-supportive multi-family density, including public and private affordable housing properties. These are described in greater detail in Section 4 of this Report.
- Segments of Detroit Avenue, and most of Madison Avenue, are traditional neighborhood commercial corridors. In these segments, most of the parcels fronting Detroit or Madison are in commercial use, or mixed-use with ground-floor commercial.
- Typical of legacy railroad corridors in Cleveland, the Norfolk Southern/Red Line corridor east of the station, and the large “V” formed by the intersecting railroads west of the station, are dominated by industrial uses. The southwest quadrant of the station area, around the intersection of Berea Road and Madison Avenue, broadens into one of the largest expanses of industrial land in the city. While relatively few formerly industrial parcels are categorized as vacant (meaning that the site is fully cleared), the many blue-colored industrial properties vary widely in the degree of industrial activity still operating.
- The large green-colored area just south of the station is Cudell Commons, which includes active and passive recreational parkland, the Marion G. Seltzer Elementary School, the Cleveland Cudell Fine Arts Center, and the Cudell Recreation Center.
- The large purple institutional area west of the station contains the Eliza Jennings Health Campus (a nursing care and rehabilitation facility) as well as the Gerson alternative charter school and its affiliate, the Applewood Centers youth treatment facility.²

² <http://www.applewoodcenters.org/>.

Figure 3: West Blvd.-Cudell Station Area, Existing Land Use

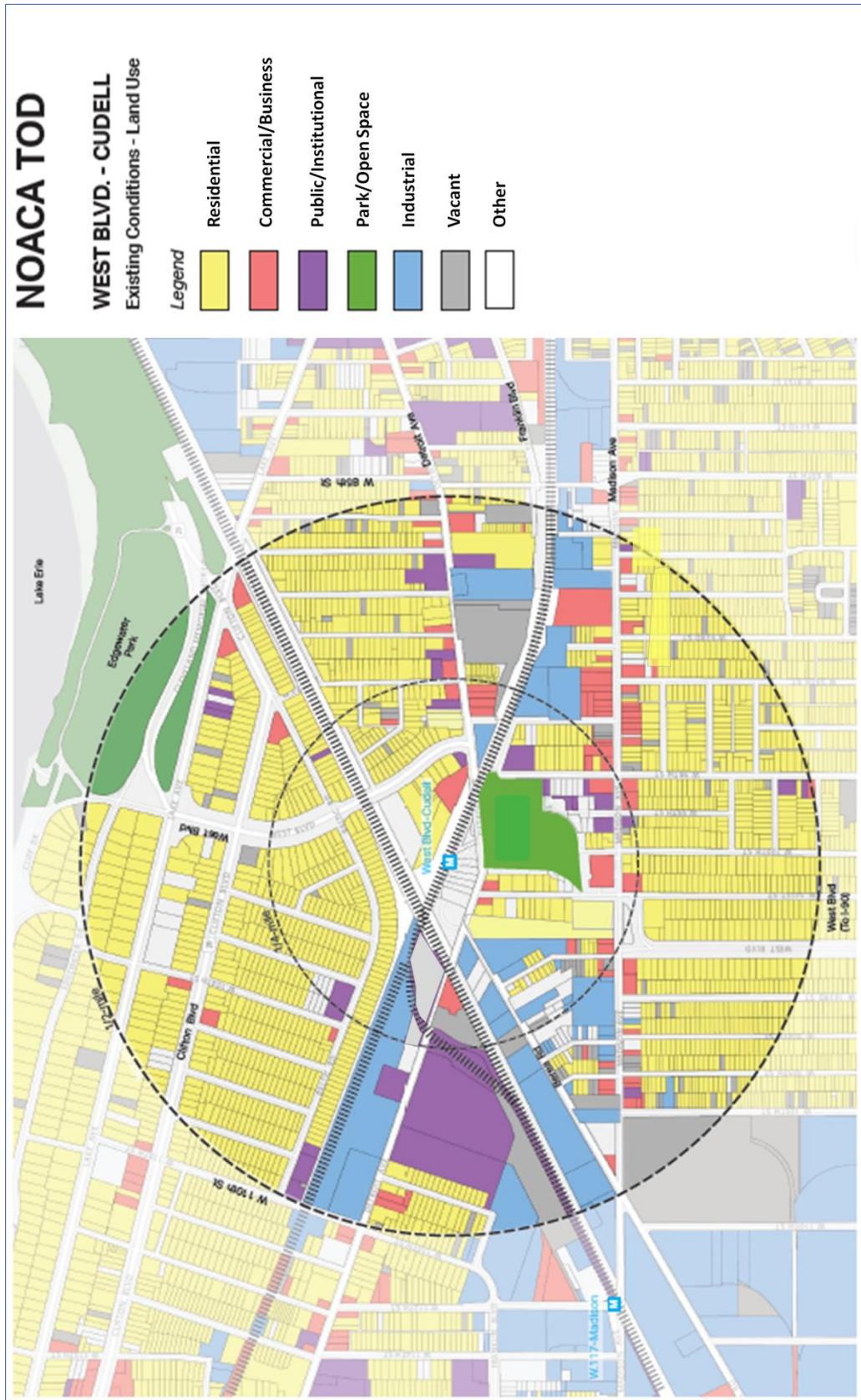


Figure 4: West Blvd.-Cudell, Public and Vacant Land

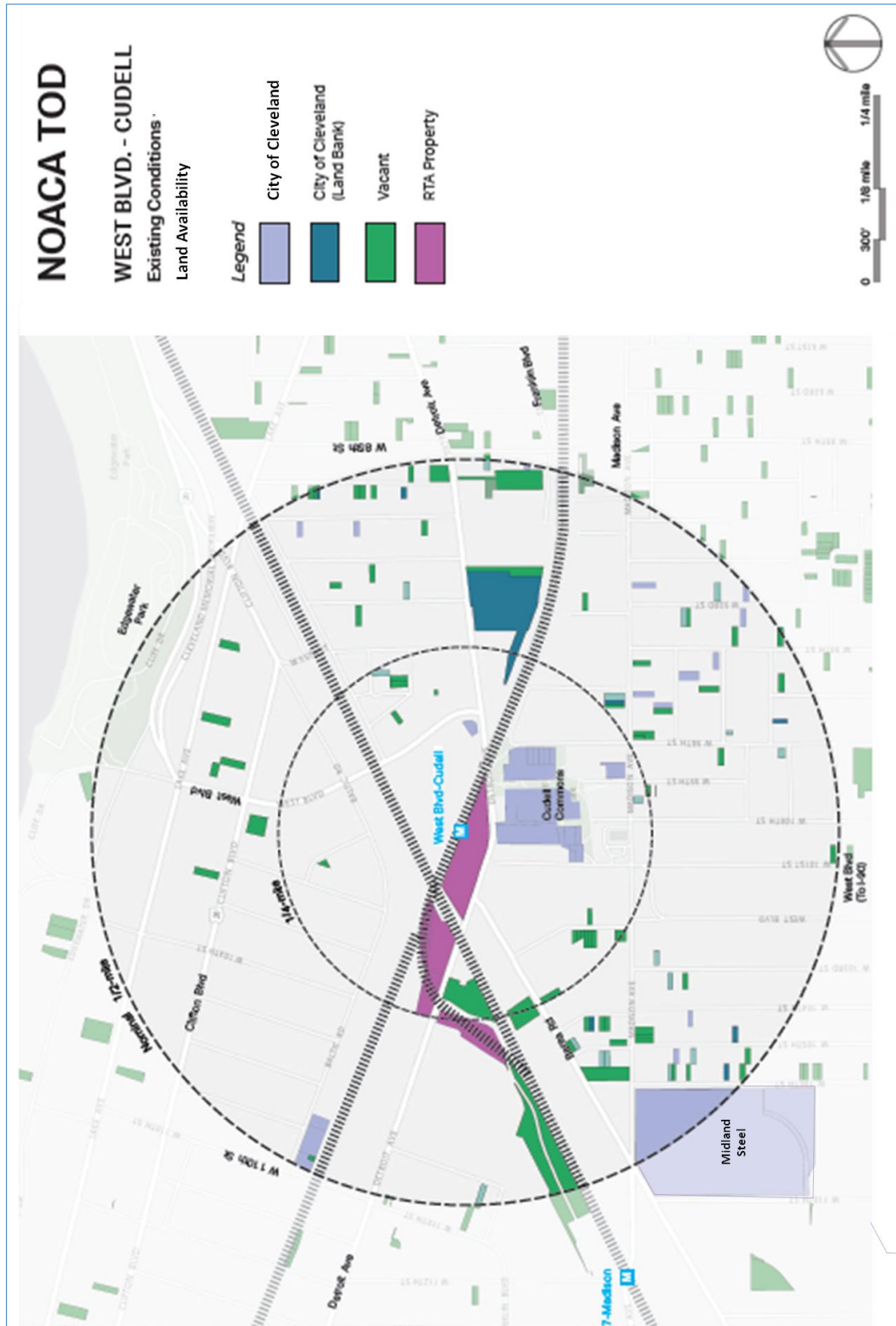


Figure 4 focuses on parcels that are vacant or in public ownership. The three locations that stand out are:

- The RTA properties directly in front of the station and just west of the station; with a combined land area of roughly 5.5 acres, these are the site of the proposed joint development catalyst project described in Section 4 of this report.
- The vacant 22-acre former Midland Steel site, owned by the City of Cleveland’s Industrial/Commercial Land Bank and available for industrial redevelopment as the Midland Commerce Park.³
- The 4.7-acre City-owned parcel on the south side of Detroit Avenue east of the station, where the City is about to construct its new state-of-the-art animal control kennel.⁴

3 Summary of Market Analysis

A basic premise of NOACA’s TOD strategy, and particularly of these three station area pilot studies, is that planning be grounded in market expectations that are data-based and realistic. This is especially true of early catalytic efforts which might be undertaken in the next five years. While the intent of a TOD strategy is to influence the market and not merely assume that current trends will continue indefinitely, in the near term—with Cleveland’s population still declining—market analysis is essential.

NOACA’s market analysis was performed by 4ward Planning, Inc., a firm specializing in TOD land use economics. For each of the three pilot study areas (West Blvd.-Cudell Station, E. 116th Street Station, and Slavic Village/Broadway Avenue), 4ward Planning analyzed the half-mile radius around the station or corridor, the ten-minute drive time contour (a measure of a location’s primary market), and the City of Cleveland. Their complete technical report, covering all three pilot study areas, is available as a stand-alone document.⁵ Its highlights relative to West Blvd.-Cudell are summarized in the pages that follow.

3.1 Socio-Economic and Labor Market Conditions

The West Blvd.-Cudell station’s half-mile radius has an estimated 2016 population of 8,238.⁶ Like Cleveland as a whole, the station area continued to lose population between 2010 and 2016, and its population is projected to decline further, albeit at a slower rate, between 2016 and 2021. The station area’s rate of population decline is slightly less than that of the City, and their annualized rates of decline are within the definition of “flat growth”. Absent major investment and in-migration, population growth and household formation are expected to remain flat through 2021.⁷

Table 1: Annualized Percentage Change, Total Population

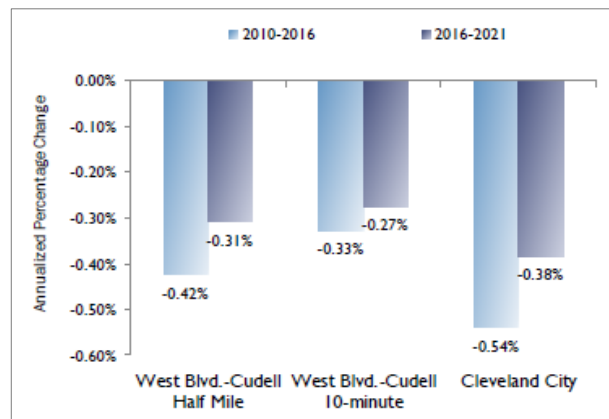


Table 2 summarizes several key socio-economic metrics with relevance to transit-oriented

³ http://www.city.cleveland.oh.us/sites/default/files/forms_publications/midland_steel.pdf?id=2600.

⁴ <http://www.city.cleveland.oh.us/node/9938>.

⁵ 4ward Planning, Inc., *NOACA TOD Market Analysis* (February 3, 2017).

⁶ *Ibid.*, p. 23.

⁷ *Ibid.*, p. 19 and p. 23. Flat growth is defined as an annualized rate of between +0.75% and -0.75%.

development. Compared to the City of Cleveland as a whole, or the area within a ten-minute drive, West Blvd.-Cudell Station’s half-mile TOD study area has a much higher density of population, workers, and housing units. It also has a lower median household income, a higher percentage of households without a car, and a higher percentage of workers who commute by transit.⁸ These characteristics are indicative of transit-supportive land use and of potential conduciveness to new TOD.

Table 2: Key Socio-Economic Metrics

	City of Cleveland	West Blvd.-Cudell Half-Mile Radius	West Blvd.-Cudell 10-Minute Drive
Population per square mile	4,660	10,560	6,580
Workers Age 16+ per square mile	1,750	4,300	2,940
Housing Units per square mile	2,250	5,800	3,400
Median Income	\$27,560	\$24,460	\$36,640
Percent Households with No Car	25%	29%	19%
Percent Workers Taking Public Transit	11%	15%	11%

The primary labor market was measured by using a five-mile radius around the station (as an approximation of a ten-minute drive). In 2014, the six largest industries by employment, listed in Table 3, together employed 54% of all workers living in this five-mile circle. Health Care & Social Services constitute the largest *and* fastest-growing sector, both here and in Greater Cleveland as a whole. Manufacturing, although continuing to lose jobs, is the third-largest employment sector in West Blvd.-Cudell’s five-mile circle, and the second largest in the City and region. Overall, the five-mile job shed will see growth in “eds and meds”, professional/technical services, and food/accommodation services. An influx of mid- to high-paying jobs is expected across a diversity of occupations.⁹ The on-going decline in manufacturing, on the other hand, will result in a countervailing loss of high-paying jobs.¹⁰

Table 3: Six Largest Industries by Employment, Five-Mile Radius¹¹

Industry	2014 Jobs	2014 % of Employment	2014-2025 Added Jobs	2014-2015 % Growth
Health Care & Social Assistance	24,999	13%	5,591	22.37%
Professional, Scientific, Technical	19,415	10%	3,472	17.88%
Manufacturing	17,820	9%	-1,309	-7.34%
Public Administration	14,948	8%	-358	-2.39
Accommodation & Food Services	13,579	7%	1,279	9.42
Educational Services	13,484	7%	1,474	10.93%

⁸ See the full table at *ibid.*, p. 47. 4ward Planning, Inc., used data from Esri and from the 2014 American Communities Survey.

⁹ *Ibid.*, p. 49.

¹⁰ *Ibid.*, p. 71.

¹¹ Compiled from *ibid.*, pp. 60-61.

3.2 Real Estate Market Projections

Residential. To estimate demand for new housing, 4ward Planning performed the demand and supply analysis summarized in Table 4. Focusing on the ten-minute drive primary market area, the analysis takes into account:

- households living in the market area;
- a conservatively estimated pent-up demand from workers who live outside the market area but work within it and might seek to trade their commute for a home closer to their jobs;
- vacancies and obsolescence.

A net demand of approximately 6,300 units between 2016 and 2025 is estimated for the ten-minute primary market area. If the West Blvd.-Cudell station area captured just 3% of this demand (less than its share of the ten-minute drive population), it would secure about 190 units.¹²

Table 4: Residential Demand/Supply Analysis, West Blvd.-Cudell (10-Minute Drive)¹³

	2016	2020	2025
Housing Demand Metrics			
<i>Households (each household represents demand for one housing unit)</i>	69,690	69,356	68,941
Estimated Workers within 10-Minute Drive	85,440	85,031	84,522
Estimated Workers Residing Outside 10-Minute Drive (82%)	69,080	69,725	69,308
<i>Estimated Pent-Up Housing Unit Demand from Commuting Area Workers (10%)</i>	6,908	6,973	6,931
<i>Naturally Occurring Vacant Housing Units (7% average vacancy rate)</i>	5,680	5,662	5,637
Estimated Aggregate Housing Unit Demand in 10-Minute Drive	82,278	81,990	81,509
Housing Supply Metrics			
Estimated Housing Units in 10-Minute Drive (assumes no new units built)	81,880	81,880	81,880
Existing Vacant Housing Units (15%)	12,282	12,282	12,282
Subtract Physically Obsolescent Units (7.5% of total units, 1% annual obsolescence rate)	6,141	6,390	6,716
Estimated Net Marketable Housing Units in 10-Minute Drive	75,739	75,490	75,160
Net Housing Demand/Supply Calculation			
<i>Estimated Aggregate Housing Unit Demand in 10-Minute Drive</i>	82,278	81,990	81,509
<i>Subtract Estimated Net Marketable Housing Units in 10-Minute Drive</i>	75,739	75,490	75,160
Net Housing Unit Demand/(Excess Units) (Assumes no new housing beyond 2016)	6,539	6,500	6,349

Office. The ten-minute drive contour surrounding the West Boulevard-Cudell station area is projected to generate more than 1.2 million square feet of net new office demand by 2025, within an office submarket which currently features 253,140 square feet of vacant office space. The new demand is led by 443,000 square feet for Professional, Scientific, and Technical Services, and 384,000 square feet for Health Care & Social Assistance. It is highly likely that new office space will need to be constructed to meet the net new demand by 2025, a portion of which could be constructed in the half-mile station area.¹⁴

¹² Ibid., pp. 112, 113, 116.

¹³ The table is *ibid.*, p. 113.

¹⁴ *Ibid.*, p. 94 and p. 102.

Retail. According to data provided by Esri, the half-mile radius area surrounding the West Blvd.-Cudell TOD study area is experiencing a “leakage” of retail sales in almost all of the selected retail categories, meaning many households are making retail purchases outside of the trade area (whether through brick-and-mortar stores or online purchases). Grocery stores, in particular, are experiencing the most “leakage” of retail sales within the study area. Some local households are likely leaving the study area to purchase groceries at the Giant Eagle located approximately a mile west of the station on W. 117th Street. About 21,000 square feet of unmet retail demand was identified within the half-mile station area.¹⁵

Across the three residential, retail, and office sectors, 4ward Planning estimated the following five-year buildout for the half-mile station area:

Figure 5: West Blvd.-Cudell Buildout Program Through 2022

	Dwelling	Average	Total	
West Blvd.-Cudell	Units	Gross S.F. per Unit	Gross S.F.	Commercial Units
Multi-family Rental	150	900	135,000	NA
Town Houses	40	1,100	44,000	NA
Service & Convenience Retail	NA	NA	15,000	3 to 5
Limited Service Dining	NA	NA	6,000	2 to 3
Office - Professional	NA	NA	10,000	1 to 2
Office - Medical	NA	NA	25,000	2 to 5
Totals	190	NA	235,000	8 to 15

4 Conceptual Plan

4.1 Overview

This section contains the planning recommendations developed for this study, of which the most specific is for RTA, in collaboration with the City of Cleveland and others, to pursue a joint development project on its station parking lot and, potentially, on its vacant property (the former overflow parking lot) just west of the station. This proposed undertaking is identified as the *catalyst project*, because the station parking lot and its setting on Detroit Avenue—with six travel lanes and an inhospitable pedestrian environment—represent a prime obstacle to creating a TOD neighborhood center.

Some key TOD ingredients are in place. Cudell Commons represents an exceptional cluster of civic, educational, cultural, and recreational facilities served by transit and within easy walking distance of established residential neighborhoods. There is a transit-supportive population density; the station area’s many apartment buildings include private developments like Edgewater Landing, two Cuyahoga Metropolitan Housing Authority buildings, and the renovated Boulevard Terrace Row Houses. There are senior housing developments east and west of the station. Transit connectivity is good, with the Red Line and three bus routes, including the workhorse #26 connecting this neighborhood to Lakewood and to downtown Cleveland.

¹⁵ Ibid., pp. 85-91.

The “hole in the donut”, from a TOD place-making perspective, is the station. If the joint development project outlined here were successfully undertaken, other potential development opportunities along Detroit Avenue would be more likely to follow. It is also easier to envision the long-term redevelopment of the legacy industrial triangle south of the station, formed by Berea Road and Madison Avenue, if the station and its immediate environs on Detroit Avenue have emerged as an active center.

4.2 Catalyst Project: Joint Development on the RTA Parcels

The setting. The catalyst project for West Blvd.-Cudell is a potential mixed-use joint development initiative on RTA land adjoining the station. RTA owns two sites, which, for purposes of this discussion, can be described as follows:

- Parcel A, approximately 3.1 acres in size, is located on the north side of Detroit Avenue directly in front of the station headhouse.¹⁶ It serves as an RTA park & ride lot of 152 spaces, of which roughly half are typically in weekday use. RTA's bus platform, busway, and bus turn-around loop, with circulation to and from Detroit Avenue, are located on Parcel A as well.
- Parcel B is a vacant lot of approximately 2.4 acres located on the north side of Detroit Avenue immediately west of the Norfolk Southern railroad bridge that passes by the station. Visually isolated from the station, this site once served as an overflow park & ride lot.¹⁷

Figure 6: RTA Parcels A and B



The location and current function of Parcel A block the station from having a TOD footprint on Detroit Avenue; those walking or driving by see a fenced-in parking lot, a condition exacerbated by the six-lane

¹⁶ Parcels A and B, as defined in this section, are physical areas within RTA ownership rather than legally defined parcels in the Cuyahoga County real property records. Parcels A and B each consist of multiple RTA parcels or portions thereof, and the land areas cited in the text are approximations derived from county GIS map (<http://myplace.cuyahogacounty.us/>).

¹⁷ From 1955 to 1958, the Red Line ran only to W. 117th-Madison, and the most westerly Park & Ride station was West Blvd.; the now unused overflow parking capacity dates from that time.

configuration of this segment of Detroit Avenue. With RTA's encouragement, NOACA's TOD team has explored a set of joint development and public realm improvements in this highly strategic location.¹⁸

The decision of whether to undertake a joint development project at this site is RTA's, and it is RTA that would, at the opportune time, make the site available through a competitive developer solicitation.¹⁹ To get to that point, and to advance a project to implementation, RTA would need the collaborative support of the City, NOACA, Cudell Improvement, Inc., and others. From RTA's perspective, successful joint development could result in increased ridership from the project itself, increased ridership from the surrounding neighborhood due to the enhanced level of activity and safety, and the net proceeds of the development transaction.

Two Concepts. In evaluating the joint development potential of the RTA station properties, the strategy was two-fold. First, it was necessary to determine what scale of development would be consistent with the market analysis, appropriate in the neighborhood context, and physically feasible on the site, given the irregular shape of each parcel and the station's on-going transit operations. In that regard, RTA indicated that while it might be acceptable to reduce the park & ride capacity and/or shift it to Parcel B, the bus pickup, dropoff, and intermodal transfers that occur on Parcel A are critical and must remain there, perhaps with adjustments to the specific bus circulation pattern.

For Parcel A, development at several scales was considered, from a simple one- or two-story "liner" building along the Detroit Avenue frontage to elaborate air rights concepts spanning the busway or even the tracks. It was determined that the cost premium associated with complex air rights development would diminish the chances of a meaningful project occurring in the near to mid-term. A four- to six-story mixed-use building fronting on Detroit Avenue and extending back to the busway (but not building over it) was selected as the appropriate envelope for analysis.

With respect to Parcel B, should the park & ride lot not be relocated there, the appropriate use was determined to be multi-family rental housing, most probably realized as a later phase once development on Parcel A has established the market at West Blvd.-Cudell Station.

Second, it was decided to create two scenarios to illustrate the many variations of how a project might be realized within the overall development envelope. "Concept A" and "Concept B" are summarized programmatically in Table 5 and described in some detail in the pages that follow.

- Concept A, the smaller and simpler scenario, features a four-story mixed-use building on Parcel A. Both the building and its parking are on *terra firma*. The RTA park & ride is displaced to Parcel B.
- In Concept B, a six-story mixed-use building is constructed on Parcel A in roughly the same footprint as in Concept A, but with parking at-grade as well as one level below. The additional parking supports a denser development program and allows RTA's park-and-ride to remain on-site, freeing up Parcel B for multi-family housing.

These concepts are illustrative. Depending on market conditions, the upper-floor uses in the Parcel A building could be a mix of office and residential rather than all residential. In either Concept, RTA and its

¹⁸ "Joint development" means TOD that is built on transit agency property or enjoys some other direct connection to the station.

¹⁹ The term "joint development" refers to TOD that is undertaken on transit agency property or otherwise connected to a transit station.

developer could decide to build a smaller version of the Parcel A building, should the market favor fewer units or more parking per unit than shown here.

Table 5: Summary Comparison of Concepts A and B

Land Use	Concept A			Concept B		
	Parcel	Units	Gross SF	Parcel	Units	Gross SF
Mixed Use						
• Service/Convenience Retail	A		5,000	A		9,000
• Limited Service Dining	A		3,000	A		4,000
• Office: Prof./Medical	A		15,000	A		9,800
• Multi-Family Rental	A	64 @ 900 sf		A	104 @ 900 sf 24 @ 1200 sf	
Residential						
• Multi-Family Rental	n/a			B	60 @ 900 sf	
Totals		64 units	23,000		188 units	224,000
Parking						
RTA	B: 72			A: 50		
Mixed Use	A: 50			A: 110		
Retail (curbside)	A: 14			A: 14		
Residential	n/a			B: 48		

Concept A. The simpler of the two concepts is shown in Figure 7 (the site plan) and Figure 8 (an “exploded diagram” of the Parcel A building). The structure is L-shaped, and features an active ground floor of convenience retail, offices, and community services fronting on the Detroit Avenue sidewalk and a new plaza on the eastern end of the building. The upper floors contain 64 rental apartments an average size of 900 gross square feet.

The surface parking lot between the building and the RTA busway holds 50 cars—enough to accommodate the apartments at a TOD ratio of .75 spaces per unit. There are also 14 curbside spaces on Detroit Avenue, a desirable urban condition that would enable retail or office visitors to avoid parking in the rear. As drawn, Concept A retains RTA’s existing on-site bus circulation (including the bus turnaround loop at the east end of the site); this is illustrated in more detail in Figure 10 below. However, the alternative circulation shown in Concept B (see Figure 14) could be instituted with Concept A as well.

Figure 7: Concept A, Site Plan



Figure 8: Option A, Illustrative Building Program

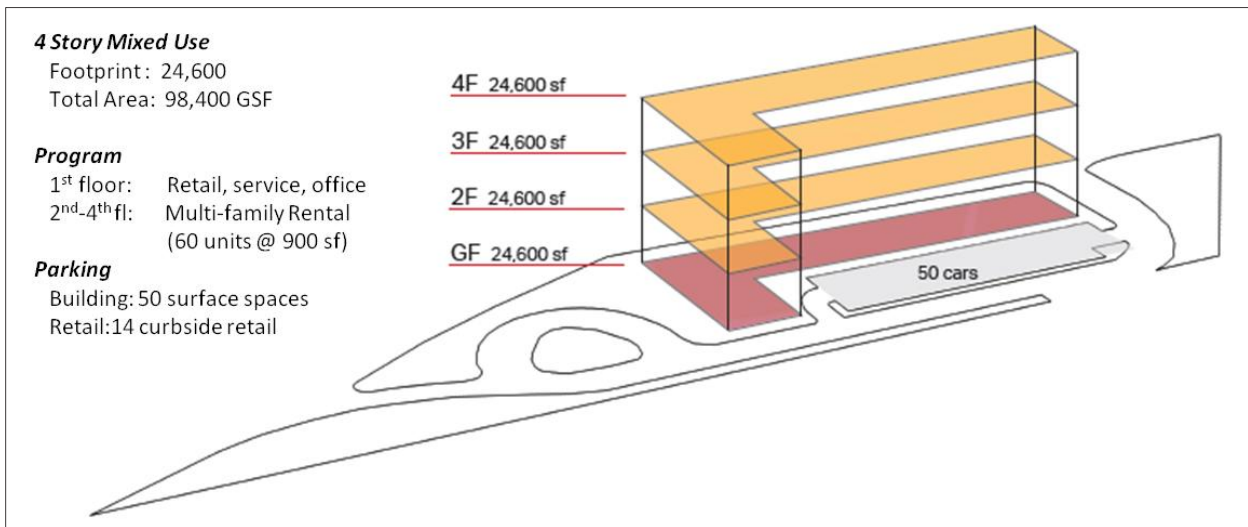
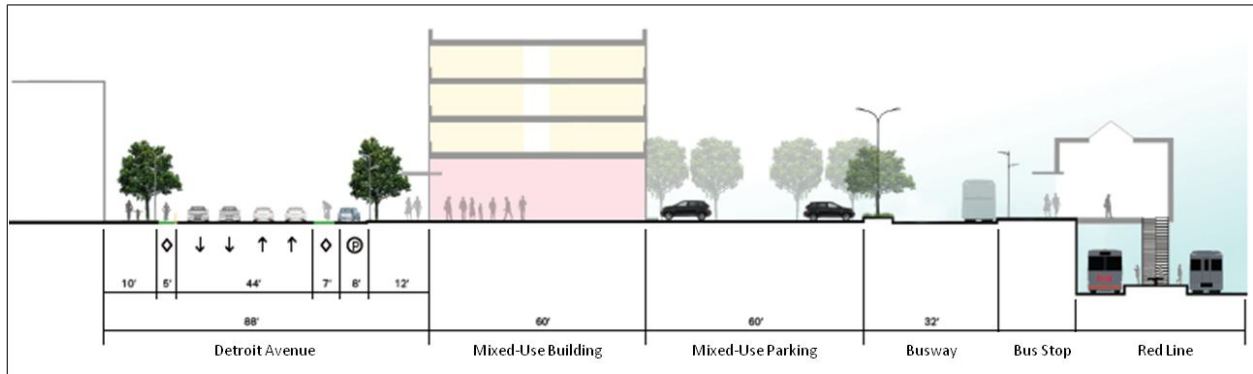


Figure 9 provides a cross-section of Concept A, looking west along Detroit Avenue. At the left is a proposed “complete street” treatment of Detroit Avenue as it traverses the station area, with today’s six traffic lanes reduced to four (two in each direction) and one-way bicycle lanes on either side.²⁰ The curbside parking mentioned above is in place on the north sidewalk in front of the Parcel A building, as is a new row of street trees. The surface lot behind the building would be concealed, in actual view, by the structure’s “L” shape. The RTA busway is shown in its current configuration, with a west-facing single bus platform in front of the station headhouse.

²⁰ This would continue the City’s recent installation of bike lanes on Detroit Avenue between Ohio City and Gordon Square.

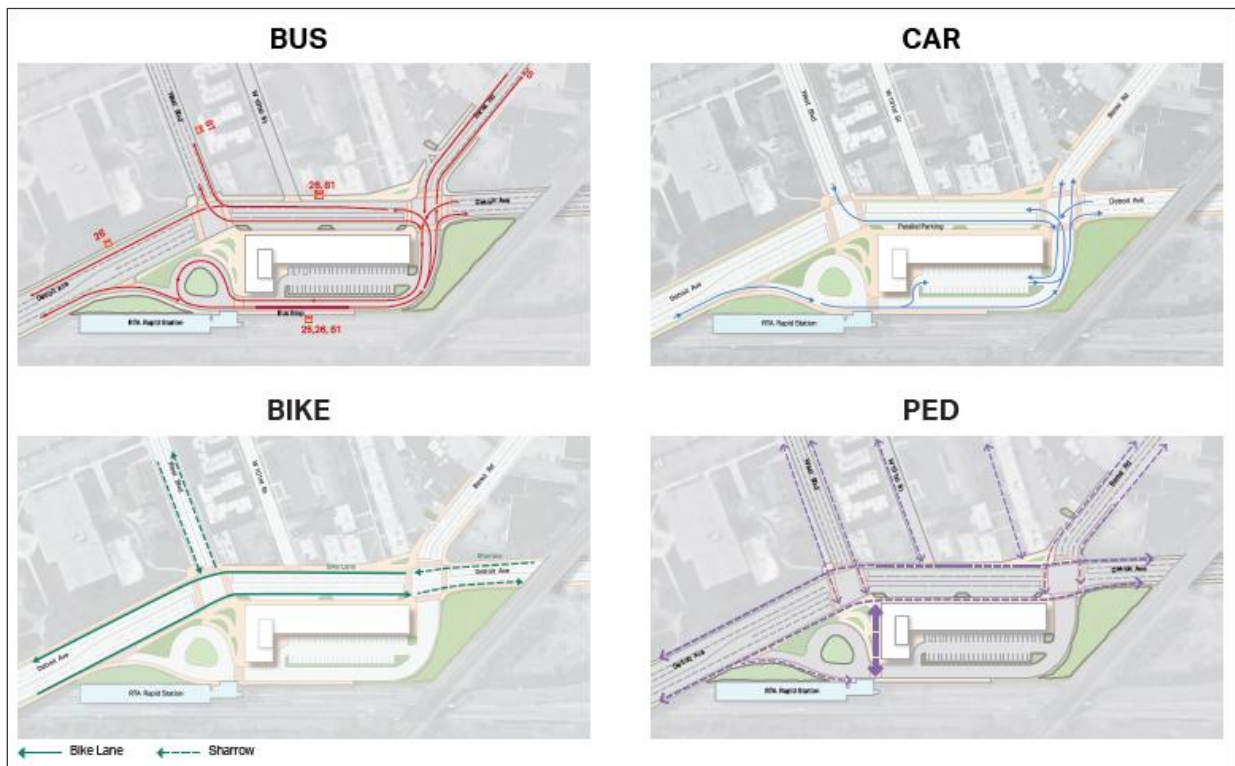
Figure 9: Concept A, Cross-Section Looking West Along Detroit Avenue



The circulation pattern for buses, cars, bicycles, and pedestrians is shown in Figure 10. As noted previously, Concept A could be implemented with RTA’s existing bus circulation, in which all three of the routes serving West Blvd.-Cudell Station—the #25, #26, and #81—pick up and drop off their passengers at the busway curb in front of the headhouse. To align themselves with this curb, the #25, #81, and east-bound #26 enter the busway heading east and use the turnaround loop. The westbound #26 enters the busway already heading west, proceeds directly to the curbside stop, and continues westbound to rejoin Detroit Avenue.

An important circulation improvement would be the new plaza along the short side of the “L”. This would give pedestrians entering the station an attractive route between Detroit Avenue and the headhouse. While they would still need to cross the busway (as most do today), their route to that point would be a major upgrade from walking through the parking lot or along the isolated sidewalk next to the bus loop.

Figure 10: Concept A, Circulation



Concept B. Concept B is shown in Figure 11 (site plan) and Figure 12 (building diagram). It uses a similar footprint on Parcel A to develop a larger, denser mixed-use building. The building is taller than in Concept A (five full stories and a partial sixth), and there is a second perpendicular element at the west end of the structure, built over the surface parking lot driveway. The building has 128 rental apartments on its upper levels.

This density justifies a layer of below-grade parking, which in addition to supporting the additional apartments enables another important departure from Concept A. Between the 110 below-grade spaces and 50 at-grade, RTA can retain its park & ride function *on Parcel A* (albeit with some reduction in occupied spaces). This is a more convenient outcome for park & ride passengers, and it leaves Parcel B available for a separate residential building. All told, Concept B could provide, in two phases (Parcels A and B), about 188 apartments, compared to 64 in Concept A.

With significantly more automobile movement, Concept B introduces a new, simplified circulation pattern for RTA buses. As shown in Figure 11 and Figure 14, the bus turnaround loop is eliminated, replaced by a more urban-style two-way street. The #25, #81, and westbound #26 buses would still pick and drop off at the curbside directly in front of the headhouse. The eastbound #26 would use a new curbside stop at the end of the sidewalk plaza east of the Parcel A building.

Figure 11: Concept B, Site Plan

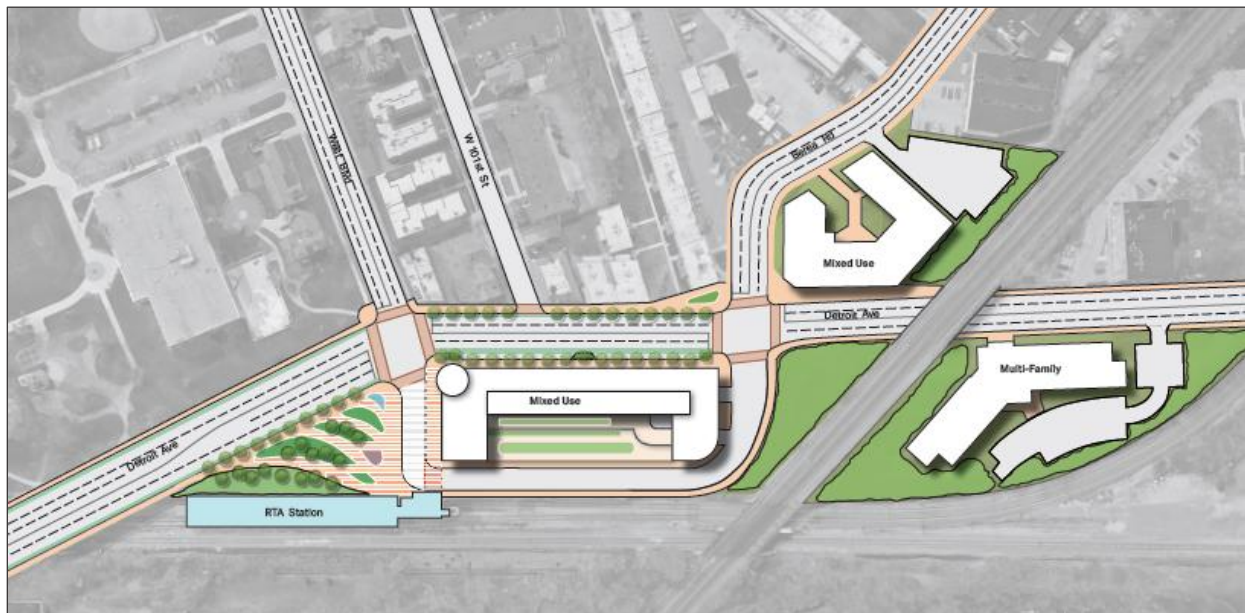
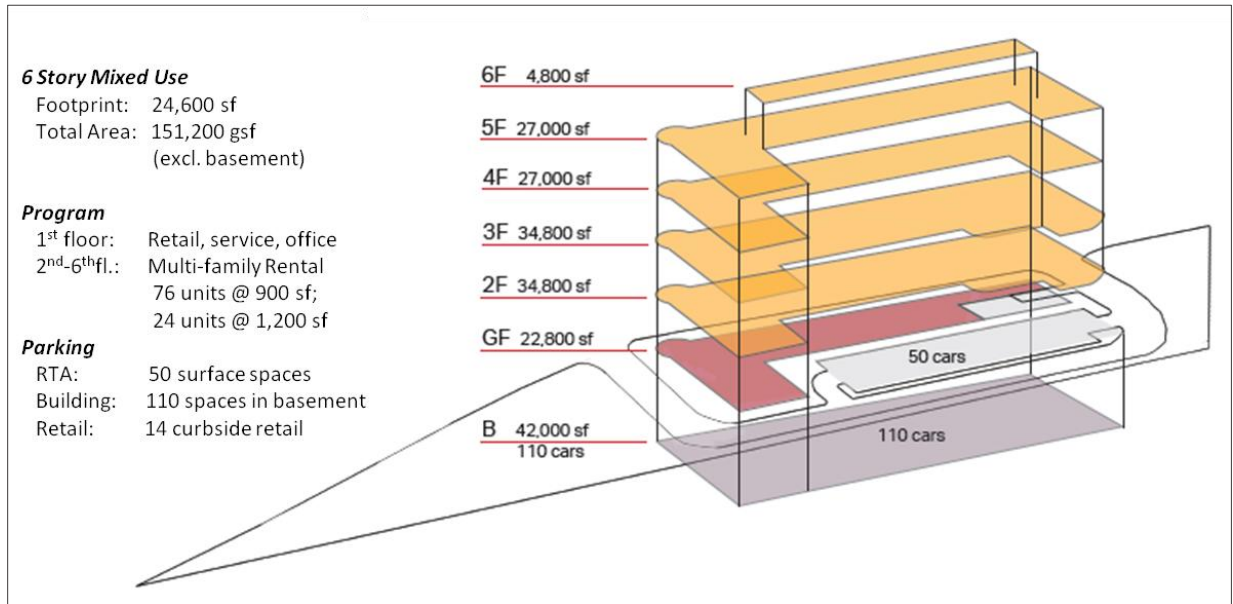


Figure 11 also illustrates a complementary off-site improvement that could be combined with Concept A as well. It is suggested elsewhere in this report (see section 4.3 below) that the City consider realigning the northernmost segment of Berea Road, changing the intersection of Detroit, Berea, and the RTA busway into a more orthogonal one with better sight lines. A valuable by-product of this realignment would be to create a larger development site between Berea and the Norfolk Southern tracks; an illustrative mixed-use building is shown in this location. Concepts A and B are both compatible with either the existing Berea Road alignment or this potential adjustment.

Figure 12: Concept B, Illustrative Building Program



The cross-section (Figure 13) shows how the features of Concept B are integrated in three dimensions. At the left side, Detroit Avenue is similar to its treatment Concept A, with bike lanes, four lanes of automobile traffic, curbside parking, and new trees. The two layers of parking are differentiated, with RTA park & ride at-grade and the mixed-use TOD spaces below. The perpendicular wing element at the west end of the building is visible in the background, and floors 2 and 3, as well as an amenity deck, extend out over the RTA surface lot. As explained above, there are bus stops on both sides of the roadway, facing east and west respectively, and as shown in Figure 14, the roadway is a low-traffic street shared by buses and automobiles.

Figure 13: Concept B, Cross-Section Looking West on Detroit Avenue

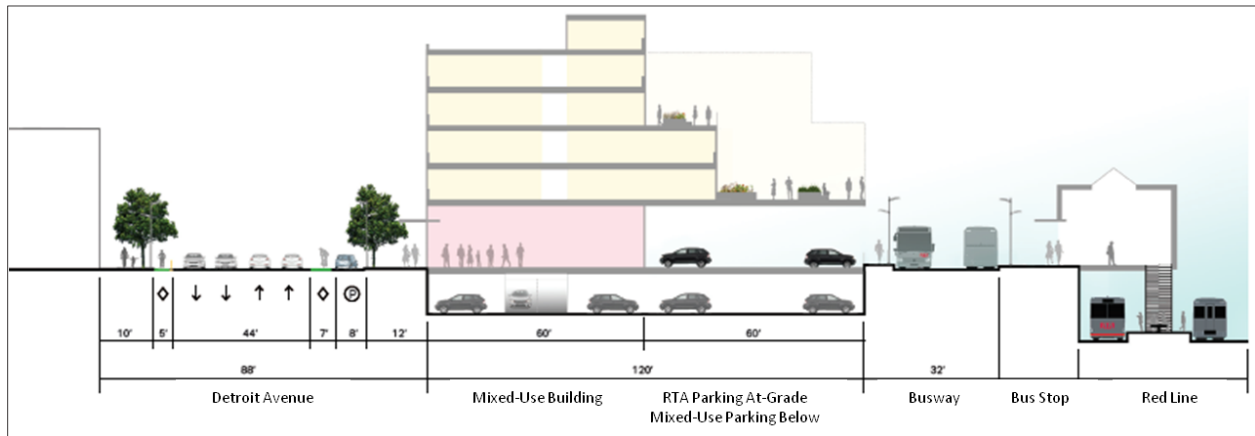


Figure 14: Concept B Circulation

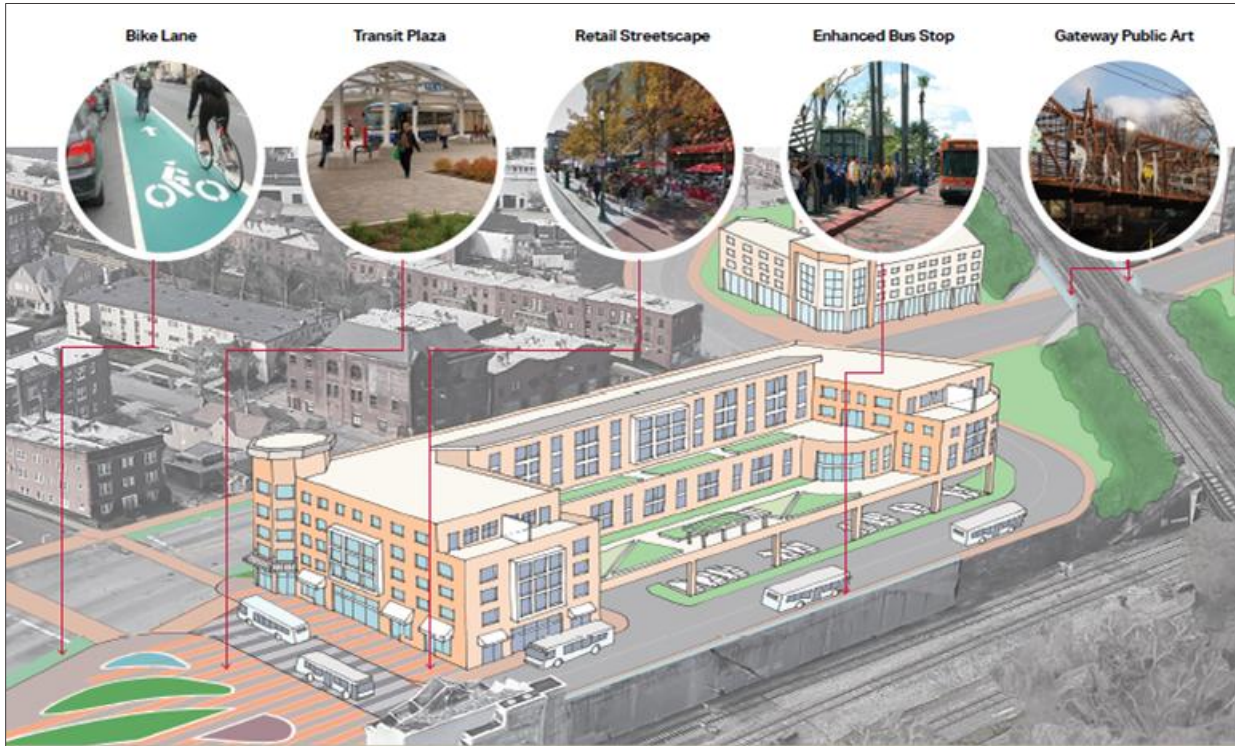


Finally, Figure 15 provides an aerial perspective of how Concept B would look in context. The upper-floor apartments on the north side (facing the reader) have views out to the lake, and all units, as well as employees and customers of the ground-floor businesses, have instant access to the Red Line and three of the west side's principal bus routes. Figure 16 identifies the key public realm improvements, most of which are common to Concepts A and B alike. The transit plaza in the foreground, which replaces the bus turnaround loop, requires the two-way circulation pattern illustrated as part of Concept B but implementable with Concept A as well.

Figure 15: Concept B Aerial Perspective



Figure 16: Concept B, Public Realm Features

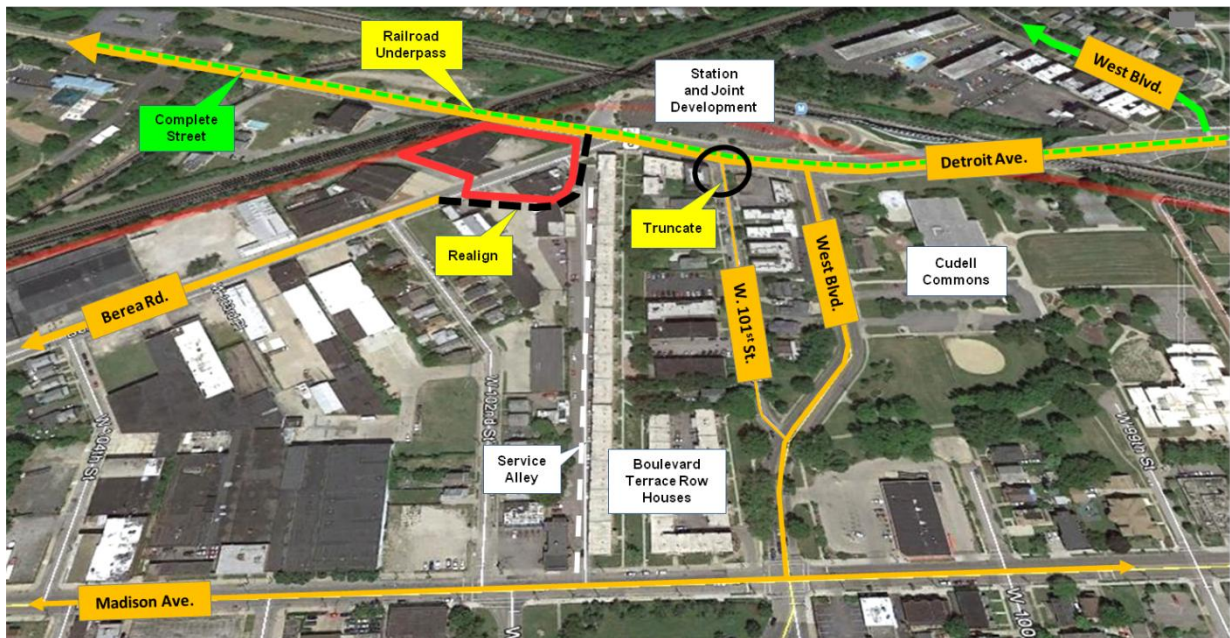


4.3 Potential Traffic and Streetscape Changes

The joint development project described in the preceding section could be catalytic in changing West Blvd.-Cudell Station from a transit stop physically and visually set apart from its surroundings to a neighborhood-scale village center. But while this project would be game-changing, it is not the entire game. A number of complementary public and private investments have been identified by community leaders and by NOACA’s TOD team.

Several of these involve traffic and streetscape changes on Detroit Avenue, with the goal of making the key segment between West Boulevard and the Norfolk Southern underpass simpler, safer, and more friendly for pedestrians, cyclists, and storefront businesses. Illustrated at a highly conceptual level in Figure 17, these concepts would require detailed engineering and traffic evaluation as well as consultation with affected property owners.

Figure 17: Intersection and Streetscape Concepts



- **Complete Street.** A “complete street” improvement of Detroit Avenue in the immediate vicinity of the station was shown previously in Figure 9 and Figure 13. This would include the reduction of traffic lanes from six to four and the introduction of bicycle lanes in either direction. A “complete street” Detroit Avenue extending east to Gordon Square and west to Lakewood would help make West Blvd.-Cudell a more connected TOD district. Of particular importance is the improvement of lighting and wayfinding at the Norfolk Southern underpass, where Detroit Avenue dips slightly to pass beneath the tracks.

The extension of West Boulevard north of Detroit Avenue continues to Baltic Road, Clifton Boulevard, and Edgewater Park. This an attractive greenway-type street, with bike lanes currently in place as far as the Norfolk Southern bridge. These should eventually be extended to the lake.

- **Berea Road.** The signalized intersection of Berea Road and Detroit Avenue is complicated by four conditions: the sharp angle at which the two main roadways meet; the RTA busway, which intersects Detroit Avenue at the same location; the service alley belonging to the Boulevard Terrace Row House development, which intersects Berea Road less than 100 feet from Detroit

Avenue; and the compromised sight lines created by the Norfolk Southern underpass 250 feet to the west. The inhospitability of this intersection to pedestrians using the station was pointed out at the stakeholder meetings conducted as part of this study; this issue will likely become more significant as TOD is planned at and near the station. The intersection geometry also limits the area and depth of contiguous land fronting on Detroit Avenue.

A conceptual solution is to realign the northernmost 300-400 feet of Berea Road, swinging it eastward to run parallel to the row house service alley and thus intersect Detroit Avenue and the station busway in a more nearly orthogonal geometry. The service alley outlet to Berea Road would be shifted farther south, away from Detroit Avenue. While this realignment would require significant right-of-way acquisition, the value of the underlying properties would be enhanced by the creation of a larger contiguous development area between the railroad and the realigned Berea Road, as indicated by the red outline in Figure 17.

- **W. 101st Street.** W. 101st Street is a neighborhood street that splits from West Boulevard and runs parallel to it, intersecting Detroit Avenue across from the midpoint of the station parking lot and joint development site. The signalized intersections of West Boulevard and Berea Road are only 400 feet apart; having this third (unsignalized) intersection between them creates an ideal block TOD block size for pedestrian and bicycle access, but complicates the overall circulation environment for cars, buses, pedestrians, and cyclists—particularly when future development is envisioned.

A potential modification would be to truncate West 101st Street for automobile traffic south of Detroit Avenue. The public right-of-way for pedestrians and cyclists, and the full view corridor from the street to the station, would be preserved, and a continuous sidewalk and plaza could be created where the intersection exists today. This plaza would support the revitalization of the properties fronting Detroit Avenue on either side, including the historic West Cleveland Bank building (see Section 4.4 below).

The apartment buildings on West 101st Street would lose their direct automobile outlet to Detroit Avenue, having to access Detroit via West Boulevard instead. On the other hand, the attractiveness of West 101st Street as a short-cut for other traffic would be eliminated. For this idea to advance, issues like emergency vehicle access and the ability of the affected properties to retain full access to their driveways and parking lots would need to be resolved.²¹

4.4 Development Opportunities in the Station Area Core

The inner core of the station area—the land within a quarter mile of the entrance—includes a half-dozen potential development opportunities that are located on or near Detroit Avenue and could reinforce, or benefit from, the proposed catalyst project and a more pedestrian-friendly public realm. These are identified in Figure 18 and include the following, taken clockwise:

- Edgewater Landing is an apartment development built in the 1960s and recently renovated. Its two buildings, at six and seven stories, contain 246 units.²² Located on the extension of West Boulevard south of the Norfolk Southern rail bridge, it is in the pedestrian orbit of West Blvd.-Cudell Station. The Edgewater Landing property includes a third parcel, closest to the station and parallel to the tracks; an apartment building with a direct pedestrian bridge connection to the station was contemplated but never built. It remains a future opportunity.

²¹ The apartment building on the west side of West 101st Street, heading south from Detroit Avenue, is public housing owned by the Cuyahoga Metropolitan Housing Authority. The apartment buildings south of this, and those on the east side of the street, are private (<http://myplace.cuyahogacounty.us/MainPage/PropertyData>).

²² <http://www.edgewaterlandingsapts.com/index.aspx>; <http://myplace.cuyahogacounty.us/MainPage/PropertyData>,

- At the corner of the West Boulevard extension and Detroit Avenue, the first property east of the station is the former Neal Cold Storage Building, built in 1925 and used in recent years as a publishing company, artists’ lofts, offices, and storage. Largely windowless, the Cold Storage Building is a visual landmark but a question mark in the evolution of the station area. It is listed by the County as being in “poor” condition; its current or future owners will need to decide whether the existing structure has long-term potential or should be removed and redeveloped.²³

Figure 18: Development Opportunities in the Station Area Core



parcel could be created; in market terms, it would likely respond to, rather than precede, development on the station site.

- The property located immediately west of the Norfolk Southern underpass is the former Chicle chewing gum factory, renovated in 2005 as 23 loft apartments and headquarters of its developer, the Kemper Company.²⁶ The adjacent Kemper property was developed with 40 townhomes. The bulk of the townhome site, fronting on Detroit Avenue, remains undeveloped. If RTA's vacant parcel across the street were developed with multi-family housing, as suggested in Concept B of the catalyst joint development project (see Figure 11), the Kemper Company might find unlocked value in the fallow portion of its site.²⁷

4.5 The Berea-Madison Industrial Triangle

As noted previously, the southwest quadrant of the West Blvd.-Cudell Station Area includes part of a much larger industrial district that runs along the Norfolk Southern rail corridor and is centered on the intersections of Madison Avenue, Berea Road, and W. 117th Street (see Figure 2). The intersection of Madison and Berea—outlined in yellow in Figure 19—is a half-mile from West Blvd.-Cudell Station. While most of the industrial lands west and south of that intersection are served by the W. 117th-Madison Station, those north and east of it are more in the orbit of West Blvd.-Cudell. A strategy for re-energizing or re-purposing these legacy industrial properties is beyond the scope of this study, but it is important to understand how the future evolution of this industrial district could relate to transit-oriented development.²⁸

²⁶ <http://www.kempercompany.com/chicle-news.html> and <http://www.chiclebuilding.com/Bldg/index-cb.html>. The units were originally marketed as senior housing but are now marketed to the general population.

²⁷ A 2002 report prepared for Cudell Improvement, Inc. (Urban Design Center of Northeast Ohio, *Transit-Oriented Design Improvements*, October 2002) cited an earlier version of the townhome project which envisioned acquiring and building on the RTA overflow lot, creating a residential environment on both sides of Detroit Avenue.

²⁸ A pair of planning studies nearly two decades ago envisioned these lands in long-term industrial use. See the 2001 Cudell-Edgewater Plan (http://planning.city.cleveland.oh.us/cwp/other/cudell_edgewater_plan_hi_res.pdf) and the 1998 Berea-W. 117th Economic Development Plan (http://planning.city.cleveland.oh.us/cwp/other/WEBCO_Ex_Summary.pdf).

Figure 19: The Berea-Madison Industrial Triangle



Some of the industrial properties in question are active, but several others are shuttered or operating at a low level. Two are of particular strategic importance because of their size and location:

- The 5.1-acre former Winton Motor Carriage/General Motors Diesel Engine plant occupies much of the trackside industrial corridor between Berea Road and the Norfolk Southern. Closed by GM in 1962, it is now used for warehousing.²⁹ The northern end of this complex is just a quarter-mile from West Blvd.-Cudell Station. With its trackside location and its buildings listed in “fair” condition, the Winton/GM complex could be a worthwhile target for on-going light industrial use and “maker” space.
- The interior of the triangle formed by Berea Road, Madison Avenue, and the Boulevard Terrace service alley contains a mix of industrial and residential properties interspersed with vacant lots. The 2001 Cudell-Edgewater Plan specifically called for consolidating this triangle as a modern assembly and distribution site—a picture that is far less clear, and less likely, today.

Any long-term strategy for this triangle pivots on the disposition of the former Dickey Grabler metal stamping plant, an automotive supplier that closed in 2007. This 3.4-acre property extends through the middle of the triangle, from Madison to Berea.³⁰ The entire multi-building complex is on the edge of West Blvd.-Cudell Station’s quarter-mile walkshed and, like the Winton/GM site, lies completely within its half-mile planning radius.

It should also be noted that the Midland Steel site, which the City is seeking to redevelop as the industry-focused Midland Commerce Park, is roughly equidistant, in pedestrian path of travel, from West Blvd.-Cudell and W. 117th-Madison Stations.

²⁹ <http://ech.case.edu/cgi/article.pl?id=CDEDOGMC>;

³⁰ <http://myplace.cuyahogacounty.us/MainPage/PropertyData>.

4.6 Aging-in-Place

In Phase I of NOACA's Regional TOD Initiative, aging-in-place was identified as an integral component of TOD planning in Greater Cleveland's neighborhoods and town centers. The linkage is two-fold:

- Seniors represent a growing share of the population, in Greater Cleveland as in most of the nation. People aged 65 and above are projected to increase from 16.7% of Greater Cleveland's adult population to 29.3% in 2030. Retiring baby boomers and millennials together constitute nearly half of the region's population, and are the cohorts most associated with lifestyle preferences related to TOD.³¹
- Aging-in-place is not limited to the traditional paradigms of senior housing, elder services, nursing care, and paratransit. These are obviously important for many seniors, and the confidence that these services and living options will be available if and when needed is an important consideration in deciding where to live in retirement. But aging-in-place is a broader idea, involving the ability of seniors who can and wish to do so to live a multi-faceted life as part of a whole community. As the aging-in-place population grows, their need for more accessible transportation and amenities will increase as well. These include grocery stores, drug stores, banks, and specialty retail. The more these destinations are within walking distance, the better, but active seniors also need access to bus stops, Rapid stations, and paratransit services to reach these destinations as well as senior centers, doctors' offices, and recreation facilities

The strategies described in NOACA's Aging-in-Place TOD report fall into four categories: land use, mobility, pedestrian design, and outreach. Table 6 briefly describes the first three and identifies corresponding assets and challenges in the West Blvd.-Cudell Station Area.

The fourth strategy—on-going outreach—applies both to seniors directly, to gain their input about transit, TOD, pedestrian design, and their overall sense of a livable community; and to elder housing developers and service providers. For seniors, a mix of social media and traditional media (such as stories in the newspaper and mailings to residences) will help keep them informed, included, and valued. According to the Pew Research Center, 82% of adults ages 65+ view their smartphone as a means to freedom; 56% of online seniors indicated that they use Facebook; and internet use continues to climb.³² Based on this research, an effective engagement tactic would be to create a group or page on Facebook that specifically discusses TOD in the aging and retirement context. This page can act as an online discussion forum to pose questions to aging-in-place residents about what they want to see in their communities. With regard to more traditional engagement tactics, holding open meetings at senior centers and housing facilities is an effective way to meet seniors where they are and ensure that their input is heard.

³¹ US Census Bureau, American Communities Survey 2006-2010, Cleveland-Elyria-Mentor OH Metro Area; Ohio Development Services Agency Population Characteristics and Projections by County, 2013,

³² "For the vast majority of seniors who own one, a smartphone equals 'freedom'." Pew Research Center, 2015. <http://www.pewresearch.org/fact-tank/2015/04/29/seniors-smartphones/>.

Table 6: Aging-in-Place Strategies Related to TOD

Strategy	West Blvd.-Cudell Station Area
<p>Land Use Promote mixed-use development in which elder housing, services, and other aspects of seniors’ daily life are within easy walking distance</p>	<p>Kirby Manor (see below) is in the W. 117th-Detroit retail district. There is a cluster of housing, medical facilities, and a public library branch around W. 80th Street.</p>
<p>Mobility Increase senior transit ridership by locating all of the above in TOD centers and corridors.</p>	<p>Three senior living facilities located on Detroit Avenue with RTA bus service:</p> <ul style="list-style-type: none"> • Eliza Jennings Health Campus, a nursing and rehabilitation facility on Detroit Avenue west of the station;³³ • Algart Health Care, Inc., which provides assisted living and nursing care facilities at its location on Detroit Avenue east of the station.³⁴ • Kirby Manor, a 147-unit in • dependent living apartment building at Detroit Avenue and W. 116th Street;³⁵ <p>The Cudell Commons library, arts, and recreation facilities, accessible by the Red Line and by three RTA bus routes. Challenge: the absence of any housing, services, or amenities at the station, which is the area’s most transit-rich location.</p>
<p>Complete streets/pedestrian design Design the public realm—streets, sidewalks, crossings, plazas, parks—with seniors in mind, including lighting, wayfinding, paving materials, and ice and snow removal.</p>	<p>The station location is isolated and inhospitable to pedestrians. Detroit Avenue has six lanes of traffic in the station vicinity. The Norfolk Southern underpass on Detroit Avenue west of the station is a barrier to pedestrian use by seniors; it needs lighting and wayfinding. The north-south streets in the Cudell Commons neighborhood south of the station (W. 101st, West Boulevard, W. 98th) are generally walkable.</p>

4.7 Enhanced Bus Services or Facilities

The West Blvd.-Cudell Station Area is defined by its frequent bus service as well as by the Red Line. As an RTA Priority Bus Corridor, Detroit Avenue could receive consideration in future planning for enhanced bus amenities or conceivably for an enhanced level of service to downtown Cleveland and Lakewood, as was implemented recently on nearby Clifton Boulevard.³⁶ With or without a future service enhancement, the continued revitalization of Detroit Avenue and the West Blvd.-Cudell Station Area would be reinforced by improved stops, shelters, and amenities at key locations.

³³ <http://elizajennings.org/>.

³⁴ <http://www.algartforms.com/about-us.html>.

³⁵ <https://www.nationalchurchresidences.org/communities/oh/cleveland/kirby-manor> and <http://myplace.cuyahogacounty.us/MainPage/PropertyData>.

³⁶ The Cleveland State Line bus rapid transit service, which opened in 2014, replaced traditional bus service on Clifton Boulevard. The improvements involved articulated buses, more frequent service, dedicated bus lanes during rush hour, and 19 new bus stops with interior lighting, emergency blue-light phones, real-time route information displays, additional station seating, bike racks, and public art. (<http://www.riderta.com/news/csu-line-opens>)

West Blvd.-Cudell is served by three bus routes:³⁷

- The #26 originates in downtown Cleveland and runs westward on Detroit Avenue through several neighborhoods, including West Blvd.-Cudell. The #26 continues westward through the cities of Lakewood and Rocky River to the Westgate Transit Center.
- The #25 originates at West Blvd.-Cudell, runs southwest down Berea Road to Madison Avenue, and proceeds westward through Lakewood and Westlake to the Crocker Park mixed-use center.
- The #81 originates in downtown Cleveland and serves the west side's southern neighborhoods; it then turns north onto W. 98th Street to Madison Avenue, West Boulevard, Cudell Commons, and the West Blvd.-Cudell Station, where it terminates,

Figure 20: Potential Enhanced Bus Locations

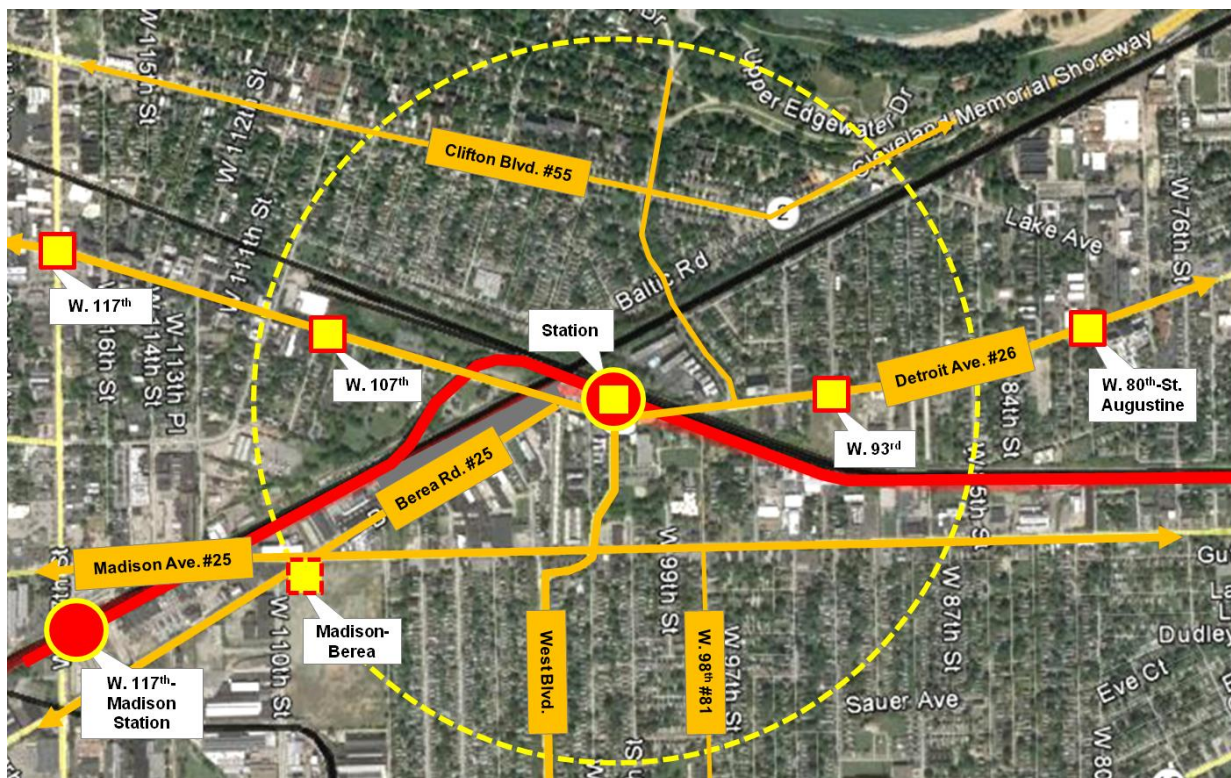


Figure 20 illustrates potential locations for enhanced station stop facilities; these locations would support TOD with traditional bus service and, at one-quarter to one-third mile apart, they are spaced compatibly with enhanced service or bus rapid transit should that be introduced in the future. On Detroit Avenue, served by the #26 route, the suggested enhanced bus locations, in addition to the station itself, are at:

- the W. 117th Street commercial district, which straddles the Cleveland-Lakewood city line, and the Kirby Manor senior apartment complex;
- W. 107th Street, which is in close walking distance of W. 110th Street (a pedestrian connection to the Baltic Road neighborhood north of the railroad) and the Eliza Jennings Health Campus just east of W. 107th Street;

³⁷ <http://www.riderta.com/routes>.

- W. 93rd Street, serving the Cuyahoga Metropolitan Housing Authority development at W. 95th Street, the future City Kennel, and the neighborhood north of Detroit Avenue;
- W. 80th Street, site of the St. Augustine Health Campus and an important mixed-use neighborhood crossroads.

The #25 route, which originates at West Blvd.-Cudell Station, does not currently stop on Berea Road before turning onto Madison Avenue. In the future, as the Berea corridor is redeveloped with industrial and mixed uses, one or more stops could be introduced. Figure 20 shows a potential enhanced bus facility at Berea and Madison, perhaps incorporated into the street edge of the Midland Steel redevelopment site.

5 Implementation Strategies

In Phase I of its Regional TOD Initiative, NOACA developed a TOD Program adaptable to a variety of settings and jurisdictions. The program articulated a role for NOACA as a TOD convener, advocate, and partner, as well as a TOD implementation “toolkit” with components representing zoning, TOD infrastructure, financing for equitable TOD, and marketing. Table 7 was originally developed in Phase I of the initiative to summarize NOACA’s TOD Program.

Table 7: The NOACA TOD Program

Program Element	Brief Description
NOACA Initiatives	
1. A Regional Framework	<ul style="list-style-type: none"> • NOACA to convene and maintain regional TOD conversation. • NOACA TOD webpage to include TOD Program, Typology, Readiness Scorecard, other regional materials.
2. Regional Transportation Funding	<ul style="list-style-type: none"> • NOACA will add a Regional Transportation Investment Goal of supporting TOD.
3. TOD Opportunity Districts	<ul style="list-style-type: none"> • Districts will be locally proposed, approved by NOACA. • Once designated, priority access to certain funding and technical assistance programs.
4. An Expanded TLCI Program	<ul style="list-style-type: none"> • Grants available for select follow-up studies • Increased funding for Implementation Grants, targeted to designated TOD Opportunity Districts.
5. TOD Technical Assistance	<ul style="list-style-type: none"> • Staff-to-staff support in zoning, infrastructure, financing, marketing. • On-line tools, such as a Model TOD Zoning Ordinance.
The TOD Toolkit	
<i>TOD Zoning (Best Practices)</i>	
1. Appropriate Density	<ul style="list-style-type: none"> • FAR appropriate to TOD Place Typology. • Highest FAR and height in core, closest to station. • Density bonuses for affordable housing, ground-level activation, public amenities.
2. Mixed Use Development	<ul style="list-style-type: none"> • Allowed, Conditional, and Prohibited Uses reflect TOD principles, as appropriate for the jurisdiction in question. • Mixed-use allowed by right. • New stand-alone, low-density, automobile uses prohibited, especially closest to station. • Affordable housing policy adopted by local jurisdiction.
3. Urban Form	<ul style="list-style-type: none"> • Sidewalk design standards. • Relationship of building façades to sidewalk. • Standards for street grid, bike lanes, block size.
4. Parking	<ul style="list-style-type: none"> • Reduced parking ratios appropriate for the TOD Place Typology. • Shared parking allowed and encouraged. • Design and location standards for parking facilities.
<i>TOD Infrastructure</i>	
1. Three distinct levels of investment	<ul style="list-style-type: none"> • TOD planning recognizes the need for: corridor-scale projects; district infrastructure; and first-mile/last-mile connections.
2. Federal Transportation Grants	<p>Through the TIP, NOACA:</p> <ul style="list-style-type: none"> • Allocates MPO-directed FHWA programs (Surface Transportation Program, CMAQ, Transportation Alternatives) • Advises ODOT on other highway funding. • Approves FTA grant spending for RTA and the county systems.

<p>3. New Federal TOD Loans</p> <p>4. Tax Increment Financing</p>	<ul style="list-style-type: none"> • Fast Act expanded eligibility of TIFIA loans for local TOD infrastructure; applicable to all rail and HealthLine station areas. • RRIF eligibility extended to TOD infrastructure and development finance near “passenger rail” stations (Cleveland and Elyria). • Ohio Incentive District TIF broadly applicable to infrastructure. • Several US transit markets use TIF for TOD “district infrastructure”.
<p><i>Financing for Equitable TOD</i></p>	
<p>1. Cleveland’s Non-Profit Network</p> <p>2. Cuyahoga Land Bank and Cleveland Land Reuse Program</p> <p>3. New Market Tax Credits</p> <p>4. Affordable Housing Programs</p> <p>5. Ohio Brownfields Funding</p>	<ul style="list-style-type: none"> • 27 CDCs and similar organizations cover virtually the entire city.. • Cleveland Neighborhood Progress: technical support, capacity building, financing intermediary for foundations and other partners. • This network is a national model. • Acquire and land-bank abandoned properties. • Sell properties for reuse or redevelopment as affordable housing. • Key federal program induces private equity and/or debt capital on below-market terms. • Widely used in Cleveland through subsidiaries of Greater Cleveland Partnership and Enterprise Community Partners. • OHFA runs its own programs and allocates the federal Low Income Housing Tax Credit. • ODSA offers a menu of state and federal programs..
<p><i>Outreach and Marketing</i></p>	
<p>1.NOACA TOD Webpage and Brand</p> <p>2.Community Engagement</p> <p>3.External Marketing and Branding</p>	<ul style="list-style-type: none"> • Available to technical audience as well as general public. • Communities undertaking local TOD initiatives: internal stakeholder discussions, general public outreach. • Marketing local TOD districts to regional businesses and consumers (e.g., Ohio City, University Circle, Slavic Village).
<p><i>TOD Investment Criteria</i></p>	
<p>1.Macro Criteria</p> <p>2.Micro Criteria</p>	<ul style="list-style-type: none"> • Steer public and private investment to TOD in general. • Use the TOD Readiness Scorecard and database to identify high-leverage investment opportunities. • Stations scoring “Ready”: target “but-for” missing pieces. • Stations scoring “Emerging”: target strategic “go-forward” investments.

To adapt this program to the specific opportunities of West Blvd.-Cudell, the following implementation actions are recommended.

5.1 NOACA’s Role

NOACA has selected West Blvd.-Cudell as one of the three pilot locations for its Regional TOD Initiative and will continue to treat this station area as a focus of attention. To that end, NOACA will work with the affected Councilpersons, Cudell Improvement, Inc., RTA, Cleveland City Planning, Cleveland

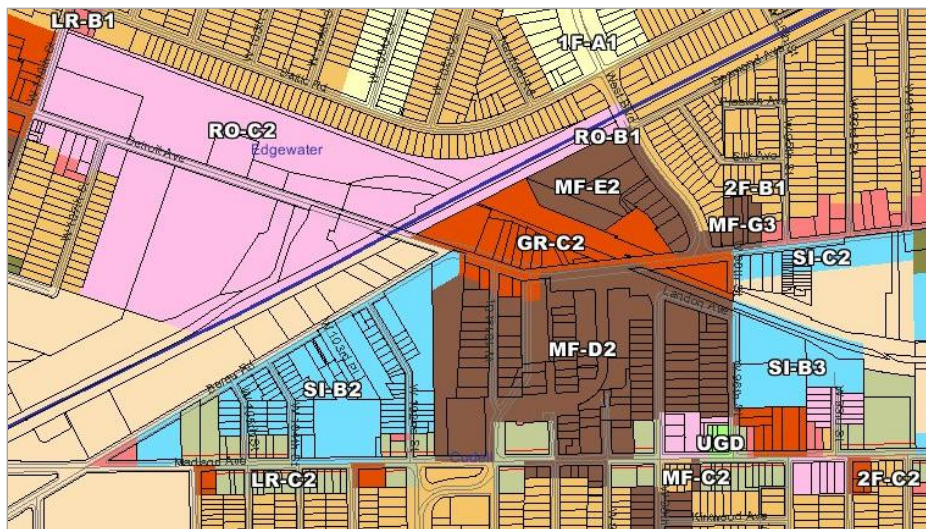
Neighborhood Progress, and other key stakeholders to advance the TOD ideas presented in this report and others that may arise from this partnership. With respect to specific actions, NOACA anticipates that:

- The City of Cleveland and RTA may apply for a Transportation for Livable Communities Initiative (TLCI) grant to study in detail:
 - a. the details of the proposed joint development catalyst project proposed in Section 4.2 of this report, including bus and automobile circulation, park-and-ride requirements, and construction period impacts, at a level sufficient for RTA to determine design and operational feasibility and, if confirmed, advance the project to developer procurement;
 - b. the series of traffic and streetscape improvements that are outlined, at a highly conceptual level, in Section 4.3 of this report. These include a “complete street” treatment of portions of Detroit Avenue, as well as possible modifications to the intersection of Detroit Avenue with Berea Road and W. 101st Street;
 - c. the enhanced bus amenities suggested in Section 4.7.
- NOACA is prepared to support Cudell Improvement, Inc., in developing a TOD marketing and branding initiative.
- If NOACA establishes a program of TOD Opportunity Districts, it would anticipate that West Blvd.-Cudell would, upon the City of Cleveland’s request, be so designated.

5.2 Zoning

The existing zoning at the station and its immediate vicinity is shown in Figure 21.³⁸ In summary:

Figure 21: Existing Zoning, Station and Vicinity



- The RTA station property itself and the commercial buildings across Detroit Avenue from it are zoned General Retail.
- The existing residential areas north and south of the station are zoned Multi-Family, which is compatible with their current and presumed future uses.

³⁸ The zoning map is at <http://planning.city.cleveland.oh.us/gis/cpc/basemap.jsp>.

- The land west of the Norfolk Southern tracks and underpass is zoned Residential-Office, which is compatible with the proposed use of the RTA overflow lot and most probably compatible with any additional development that may occur on other properties.
- The industrial corridor between the railroad and Berea Road is zoned General Industrial, and the Madison-Berea industrial triangle is zone primarily Semi-Industrial.

While these zoning districts do not reflect contemporary TOD planning, their allowed uses do include the menu of common TOD uses: multi-family housing, retail, offices, and restaurants (as well as industrial uses in the Semi- and General Industrial districts). Mixed uses in a single building are allowed, and the maximum heights (60 feet in the districts ending in “2”, 115 feet in those ending in “3”) are consistent with any likely development at these locations. A hurdle for TOD, however, is found in the Code’s off-street parking requirements, which generally exceed those associated with transit-oriented development.³⁹

To explicitly accommodate TOD, the City might opt to rezone parts of the station area, as is now being done in Ohio City, or to apply either of two urban overlay districts:

- The Urban Form Overlay (§348.04) includes TOD-supportive features such as minimal lot line setbacks; active street frontages in terms of use, entrances, glazing, articulation, and amenities; no maximum Floor Area Ratio (FAR); the ability to reduce parking by right to 65% of the amount otherwise required, and, in the case of affordable housing or the reuse of an existing building, 25%; and a prohibition of off-street surface parking in front of a building or visible from the street. The parking requirement could be further reduced by variance.
- The Urban Core Overlay (348.05) is similar, but requires a minimum new building height of one-half the width of the fronting street right of way. (In the case of parcels fronting on Detroit Avenue, where the street width including sidewalks is about 86 feet, the minimum new building height would be roughly 43 feet.) The Urban Core Overlay also has no minimum parking requirement, which would provide maximum flexibility in planning the joint development project at the station site.⁴⁰

5.3 Infrastructure Funding

The public infrastructure components of the TOD plan could be funded in a number of ways:

- The TIP. NOACA allocates Federal Highway Administration funds through the Transportation Improvement Program (TIP). The highly flexible Surface Transportation Block Grant Program (STBG) and its Transportation Alternatives component are particularly applicable to proposed infrastructure improvements on and near Detroit Avenue, such as pedestrian and bicycle projects; safe routes projects that help older persons, children, and those with disabilities access daily needs; and transit capital projects.⁴¹

³⁹ The Cleveland Zoning Code is at [http://library.amlegal.com/nxt/gateway.dll/Ohio/cleveland_oh/partthreelandusecode/partiiiblandusecode-zoningcode/titleviizoningcode?f=templates\\$fn=default.htm\\$3.0\\$vid=amlegal:cleveland_oh](http://library.amlegal.com/nxt/gateway.dll/Ohio/cleveland_oh/partthreelandusecode/partiiiblandusecode-zoningcode/titleviizoningcode?f=templates$fn=default.htm$3.0$vid=amlegal:cleveland_oh). For descriptions of the relevant districts, see: General Retail §343.11; Multi-Family §337.08; Residence-Office §337.09-11; Semi-Industrial §345.03; General Industrial §345.04; Off-Street Parking §349.04.

⁴⁰ Ibid., §348.04 (Urban Form Overlay) and §348.05 (Urban Core Overlay). While the Urban Core Overlay was written primarily with downtown Cleveland in mind, it could be mapped anywhere its criteria are met. Neither Overlay affects the maximum height in the underlying zoning.

⁴¹ <https://www.fhwa.dot.gov/fastact/factsheets/stbgfs.cfm> and <https://www.fhwa.dot.gov/fastact/factsheets/transportationalternativesfs.cfm>.

- TLCI Implementation Grant. In 2015, NOACA began making TLCI grants available for implementation as well as planning. While these grants are modest in scale, they have been used for items like bike lanes, bike racks, street and sidewalk improvements, transit shelters, and wayfinding—all of which are potentially in play along Detroit Avenue.
- Tax Increment Financing. Ohio’s TIF enabling act (Ohio Revised Code §5704.40-43) allows local jurisdictions to form two different types of TIF district. A General Purpose TIF consists of a single parcel or group of parcels involved in a development project; an Incentive District TIF consists of up to 300 acres of contiguous land, involving multiple projects and a program of public improvements. A TIF can capture 75% of the incremental tax value of the subject properties for up to 10 years or, with the approval of the affected school board and county, 100% of the increment for 30 years—sufficient to amortize a TIF revenue bond.

The more inclusive and flexible Incentive District TIF can be formed in an area determined to be blighted, or where any of several indicators of urban distress are documented. Within an Incentive District TIF, residential development projects can be deemed a public purpose and financed with the captured tax increment revenues. In either form of district, TIF proceeds can be used for a wide variety of items common to TOD, including streets, transit, utilities, remediation, and land acquisition and clearance when necessary for economic development.⁴²

- Federal TIFIA Loan. TIFIA (the Transportation Infrastructure Finance and Innovation Act) is a loan program administered by the US Department of Transportation; it offers state and local jurisdictions direct treasury loans, on highly favorable terms, for a wide range of highway and transit projects. In the Fast Act of 2015, Congress expanded the eligibility of the TIFIA program to include TOD projects consisting of public infrastructure within walking distance of a “fixed guideway transit facility” (like West Blvd.-Cudell Station). For these TOD projects, the minimum eligible project size is reduced to \$10 million, rather than the standard \$50 million. Moreover, the newly eligible projects include the publicly funded components of joint development projects, like the catalyst project proposed for the RTA station property.⁴³

A TIFIA loan can be used as the borrowing mechanism for tax increment financing, making this new mechanism potentially very relevant to the infrastructure needs of the West Blvd.-Cudell TOD plan, at the station site and potentially in the redevelopment of the Madison-Berea industrial triangle as well.

- TIGER Grant. TIGER (Transportation Infrastructure Generating Economic Recovery) is a discretionary and highly competitive US Department of Transportation Grant program. It has now been through seven funding rounds. TIGER is well-aligned with transit, ped-bike, and roadway improvements that enhance TOD, and has often been used for complete street and bus rapid transit projects. The City of Cleveland, NOACA, and RTA are all eligible applicants. Average construction awards are in the \$10-20 million range, with local match ranging from 20% to 50%. Given the TIGER program’s exceptionally competitive nature, a “Plan B” is always in order; but for projects of appropriate size and impact, a TIGER grant can be decisive. Cleveland has received three TIGER grants, all of them transit- and TOD-related.⁴⁴

⁴² https://development.ohio.gov/bs/bs_tif.htm and <http://codes.ohio.gov/orc/5709.40..>

⁴³ The FAST Act (114HR22), §2001 (a)(5)(C) and §2001 (b)(1)(B).

⁴⁴ These include grants for modernization of the University Circle/Cedar Road Red Line station (RTA, 2010); relocation of the Mayfield Road/Little Italy Station (RTA, 2011); and the E. 93rd Street/E. 105th Street TOD Corridor Plan (City of Cleveland, 2014).

5.4 TOD Financing

Cleveland's 27 Community Development Corporations (of which Cudell Improvement, Inc., is one) are able to draw on the resources of a non-profit community development network unmatched in the United States. This network includes Cleveland Neighborhood Progress; the Greater Cleveland Partnership; the principal foundations; and the several financing subsidiaries related to one or more of these institutions.

Greater Cleveland has made extensive use of the federal New Markets Tax Credit program, which uses the tax code to induce individuals or corporations to invest in low-income communities. The Treasury certifies local bodies called Community Development Entities (CDEs), which apply to the Treasury for tax credit allocation authority. Once awarded, a CDE uses its tax credits to attract private equity capital to an investment fund. The investors receive a tax credit equal to 39% of their investment. The CDE then invests the fund in specific community development projects, either through equity participation or through debt financing. The intent of the program is to increase the *availability* of capital in distressed communities and, where possible, reduce the *cost* of that capital by giving the initial investors a meaningful return just for participating (in turn allowing the CDE to accept a below-market interest rate or return on equity).⁴⁵ The State of Ohio has its own NMTC, a companion to the federal program.⁴⁶

The principal local CDE is Cleveland Development Advisors, an arm of the Greater Cleveland Partnership, which has received five allocations, the most recent for \$55 million in 2015. Since 2003, Cleveland Development Advisors has closed on 36 NMTC projects, generating 5.9 million square feet of development, \$2.9 billion of total investment, 5,300 housing units, and over 3,000 permanent jobs created or retained. These projects are found throughout the city, including three—the Battery Park Powerhouse, the Capitol Theater, and the Emerson at Gordon Square—in the nearby Detroit Shoreway neighborhood along Detroit Avenue.⁴⁷ Cleveland's other principal CDE is ESIC Realty Partners, a subsidiary of The Enterprise Social Investment Corporation and an affiliate of Enterprise Community Partners of Columbia, Maryland.⁴⁸

The NMTC mechanism, alongside other funding and financing sources accessed through the same network, could have a key role to play in bringing meaningful transit-oriented development to the West Blvd.-Cudell Station Area TOD, either in the catalyst project or the longer-term opportunities on Detroit Avenue or the Berea-Madison triangle.

6 Community Engagement

6.1 Stakeholder Input to this Report

In the fall of 2016, Cudell Improvement, Inc., hosted two stakeholder meetings in their office at 9821 Lorain Avenue. The meetings were held on September 29, 2016, and December 1, 2016, and were attended by Cudell Improvement's Executive Director and several board members; NOACA's TOD Project Manager and consulting team; Councilperson Zone; a representative of Councilperson Brady; RTA's Director of Programming and Planning; Cleveland City Planning; and Detroit Shoreway Community Development Organization. The background, perspective, and suggestions provided at these

⁴⁵ The NMTC website: <https://www.cdfifund.gov/programs-training/Programs/new-markets-tax-credit/Pages/default.aspx>.

⁴⁶ http://development.ohio.gov/cs/cs_onmtcredit.htm

⁴⁷ See <http://www.clevelanddevelopmentadvisors.com>;
<http://www.clevelanddevelopmentadvisors.com/~//~/media/CDA/NewsAndMedia/CDA-Investor-Update-2016-WEB.ashx>.

⁴⁸ <http://www.enterprisecommunity.com/financing-and-development/nmtc/portfolio-and-approach/part-two#ohio>

meetings were indispensable to the preparation of this report, and the key ideas presented here were initially discussed at the December 1 session.

6.2 An Involvement Strategy Going Forward

To advance TOD in the Cudell community, NOACA, Cudell Improvement, Inc., the City, and RTA will need to engage the community on an on-going basis. The goals are two-fold and mutually reinforcing:

- to build support for the catalyst project at West Blvd.-Cudell Station (see Section 4 of this report);
- to create a broader, shared vision of TOD fueled by the Red Line and by bus service on Detroit and Madison Avenues, and its potential benefits throughout the neighborhood. These include new investment, housing, and jobs within the community; more convenient and affordable work commutes; local retail and services in convenient, accessible locations; and an enhanced ability for residents entering retirement to age in place.

With support from public, private, and community leaders, NOACA, Cudell Improvement, the City, and RTA should broaden the audience to include community members who will be directly affected by the catalyst project and by other TOD that can arise as a result. Their voices are arguably the most important, as their everyday activities and accessibility will be impacted by these changes.

Community engagement takes many forms, but should always be an ongoing, cumulative process. In addition to receiving feedback to move forward on a particular project, it also builds relationships and trust among the many interests involved. There are both traditional and non-traditional strategies that can be employed as NOACA continues to engage with the Cudell community around TOD; these are described in the Approach section below.

To begin the public engagement process, NOACA could work with Cudell Improvement, Inc., the City, and RTA to create and disseminate a neighborhood-specific TOD brand and logo. This should be made public and recognizable in the Cudell neighborhood and be woven into social media, such as web pages, Instagram and Twitter handles, and surveys, or on posters and placards that can be placed at restaurants, stores, libraries, community centers, and RTA stations.

Audiences. The Cudell neighborhood is culturally rich, interlaid with civic, educational, and recreational institutions, traditional neighborhood streets, senior and multi-family housing, functioning industrial buildings, and legacy industrial properties in need of repurposing. Its affordable housing prices and proximity to downtown Cleveland attract a wide range of residents, while its diverse industry provides opportunities for residents to work where they live. The Edgewater neighborhood is on the shore of Lake Erie, within easy walking distance but separated from the heart of Cudell by the Norfolk Southern railroad and its industrial lands.

While the median age of residents living in the half-mile station area is 35 years, the only age segment experiencing significant positive growth is the Mostly Retired (75+) group, while older empty nesters (also known as the aging-in-place population) and early-stage families are also growing slightly. The aging population will likely influence near-term housing and transit demand.⁴⁹

Based on our market analysis, TOD outreach should focus on three groups: families, commuters, and seniors (aging-in-place). Potential new transit-oriented housing development may provide an opportunity

⁴⁹ 4ward Planning, Inc., NOACA TOD Market Analysis (February 3, 2017).

for families wanting or needing a housing change. Commuters in the neighborhood currently face disincentives to use the Red Line because of West Blvd.-Cudell Station’s setting on an inhospitable and potentially dangerous segment of Detroit Avenue and its lack of retail or amenities. As the aging-in-place population grows, their need for closer and more accessible transportation and amenities will increase as well.⁵⁰ The following represent potential partners and locations with which to engage these key stakeholder groups:

Table 8: Community Engagement Partners and Locations

Public Spaces
West Blvd & Cudell Recreation Center
Cleveland Public Library – Eastman Branch
Cleveland Public Library – Lorain Branch
West Blvd.-Cudell Station
RTA Bus Stops: Detroit Avenue, West Boulevard, Madison Avenue
Schools
Lake Erie International High School
Marion C Seltzer Elementary School
Harrison Elementary
Luther Memorial Elementary School
St. Ignatius Elementary School
E Prep & Village Prep, Willard
CEOGC: Willard Head Start
The Gerson School/Applewood Centers Inc.
Louisa May Alcott
Hope Academy Northwest
Community Organizations and Centers
Cudell Improvement, Inc.
Detroit Shoreway Community Development Organization
West Side Community House
Arab American Community Center
The Spanish American Committee (day care)
Madison Community Child Care
Cleveland Cudell Fine Arts Center

Approach. Because of the wide range of community stakeholder groups, successful engagement will require a mix of strategies to reach these groups effectively.

Establishing an Understanding of TOD. An essential early step is to “demystify” TOD and explain its benefits. Once NOACA, Cudell Improvement, Inc., the City, and RTA have developed a brand and established links to online resources, a general flyer and community newsletter should be created and distributed around the neighborhood. This provides an opportunity to inform the public about TOD and how it might affect their neighborhood. In addition to public spaces, newsletters to residences (targeting the three growing populations) and informational pamphlets given to students to take home to their guardians (where permitted) can also be considered. NOACA and its partners should plan an initial engagement session and include it on the flyer/newsletter/pamphlet before dissemination. The ultimate

⁵⁰ Engagement and outreach targeted to seniors and the senior services community are discussed in Section 4.6, Aging in Place.

goal should be for Cudell neighborhood residents to see and discuss the information, then choose to attend the engagement workshops.

When holding meetings or disseminating information, an introduction should include an overview of TOD and its benefits. NOACA, Cudell Improvement, In., the City, and RTA can use the comprehensive TOD summary created by NOACA’s consultant team in Phase I of this regional TOD initiative. This summary also can be used for messaging about the TOD agenda, talking points for presentations at community meetings, and information for the website and social media platforms.

Engaging with the Community. As previously mentioned, there are many traditional and non-traditional strategies that can be employed during this ongoing engagement process.

Table 9: Community Engagement Methods

Traditional Strategies
<ul style="list-style-type: none"> • Hold community meetings or other informational/social events such as luncheons or dinners. • Distribute information via traditional media such as newspapers and community newsletters.
Non-Traditional Strategies
<ul style="list-style-type: none"> • Establish a webpage to disseminate information and engage the public. • Utilize social media platforms (e.g., Instagram, Twitter, Facebook, etc.). • Use interactive message boards in public spaces for targeted feedback. • Where permitted, disseminate information to families through schools. • Hold special events within the community to demonstrate the benefits of TOD and solicit feedback, such as workshops with an artistic or open discussion format (listening sessions, drawing boards, gallery walks, etc.).

At a series of initial meetings/workshops with the community, general feedback, risks/issues, opportunities, and opinions should be shared and received. NOACA, Cudell Improvement, Inc., the City, and RTA should engage their audience in discussing what type of TOD they want to see in their neighborhood and why. Collateral materials could include “visual preference” images for more general discussion, as well as conceptual plans for the catalyst development project at the station. Further, there should be special focus on engaging the aging-in-place population, since this group is growing and the viability of the neighborhood will rest, in no small part, on the extent to which they want to continue living in the neighborhood, as opposed to leaving for the suburbs or another region entirely. This special focus will help NOACA, its institutional partners, and the development community shape what successful TOD can look like in this neighborhood.

Meetings and workshops should be held in a variety of community settings and should include an organized strategy for receiving comments, concerns, and suggestions. People may not feel comfortable speaking in front of others, so an alternative strategy could include distributing paper and pens for them to list ideas or a “gallery walk” where participants walk around to posters, writing their comments down and discussing in small groups. Another approach could involve prepared questions to poll participants or topic cards to start small group discussions. It is good practice to provide a survey at the end of each session for participants to summarize their experiences.

Another tactic that has worked well for other community engagement projects involves displaying interactive boards in public spaces (libraries, community centers, stores, barbershops, etc.). This allows community members to use stickers or write down their opinions on the board over the course of a week

or two. It can be an accessible form of quantitative and qualitative data collection in which participants can provide input without having to change their schedules.

Ongoing Engagement. Once information from the community meetings and workshops has been consolidated, it will be important to revisit the original planning concepts or project plans to see how they align with community suggestions. NOACA and Cudell should keep the website and other social media updated regularly and give TOD updates at Ward meetings. All relevant stakeholders, including existing community businesses, should be engaged and have their opinions and concerns heard before moving forward on a finalized project.

Measurement. NOACA and Cudell Improvement can build trust in the community, keep accurate data, and measure progress over the long term by utilizing multiple forms of engagement and by recording information from every engagement process. This could include summary notes, photos, collection of any physical documents, and social media data sets. NOACA could make the results of the engagements public through their website so that interested stakeholders can see what happened at meetings and the outcomes. NOACA should also keep track of metrics such as number of unique stakeholders engaged, number of dialogues, events, etc. as another tangible way to measure impact.

Finally, NOACA should set goals for attendance at public meetings, followers on social media, visits to the website, and other similar activities to ensure they are reaching an increasing number of people over time. Partnering with organizations to help promote the TOD agenda on their website and social media platforms will encourage collaboration and bolster attendance at meetings and special events.