

# **NOACA**

## **REGIONAL TOD SCORECARD AND IMPLEMENTATION PLAN**

### **PHASE II/TASK 4: IMPLEMENTATION PLAN PILOT STUDIES**

### **E. 116<sup>TH</sup> STREET STATION AREA**

**DRAFT**

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**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 E. 116<sup>th</sup> Street 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 E.116<sup>th</sup> Street 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 nation ally 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.

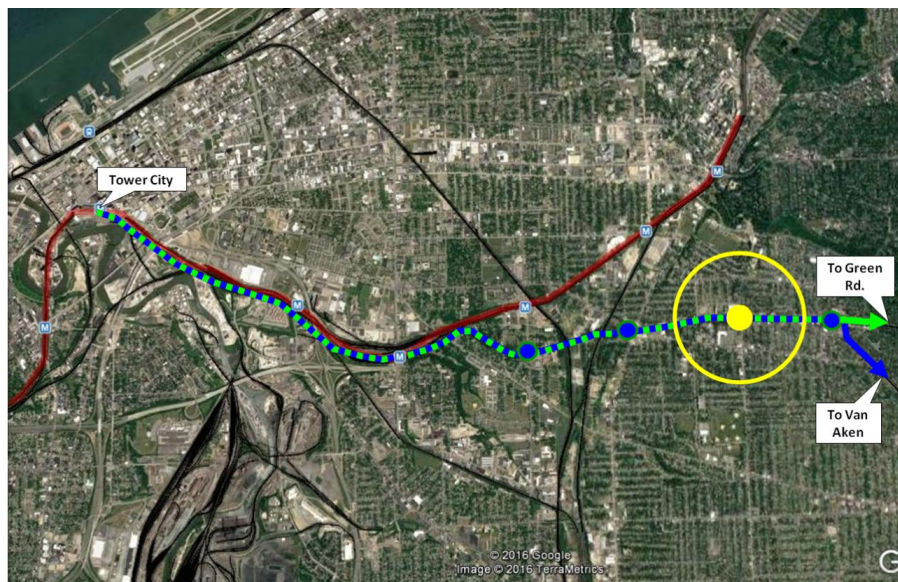
Phase II consists of three pilot TOD studies, of which this E. 116<sup>th</sup> Street plan is one. The study locations were selected to represent different parts of the region, different combinations of transit service, and a set of challenges and opportunities that could provide replicable examples 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 E. 116<sup>th</sup> Street, the other two locations are and the Slavic Village Priority Bus Corridor on Cleveland’s east side and the West Blvd.-Cudell station area on the west 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, E. 116<sup>th</sup> Street Station is located on Cleveland’s east side at the intersection of E. 116<sup>th</sup> Street and Shaker Boulevard. The station area straddles the City’s Buckeye-Shaker Square and Woodland Hills Planning Areas, in Planning Districts 4 and 5, respectively.

Figure 1: E. 116<sup>th</sup> Street Station Area Location



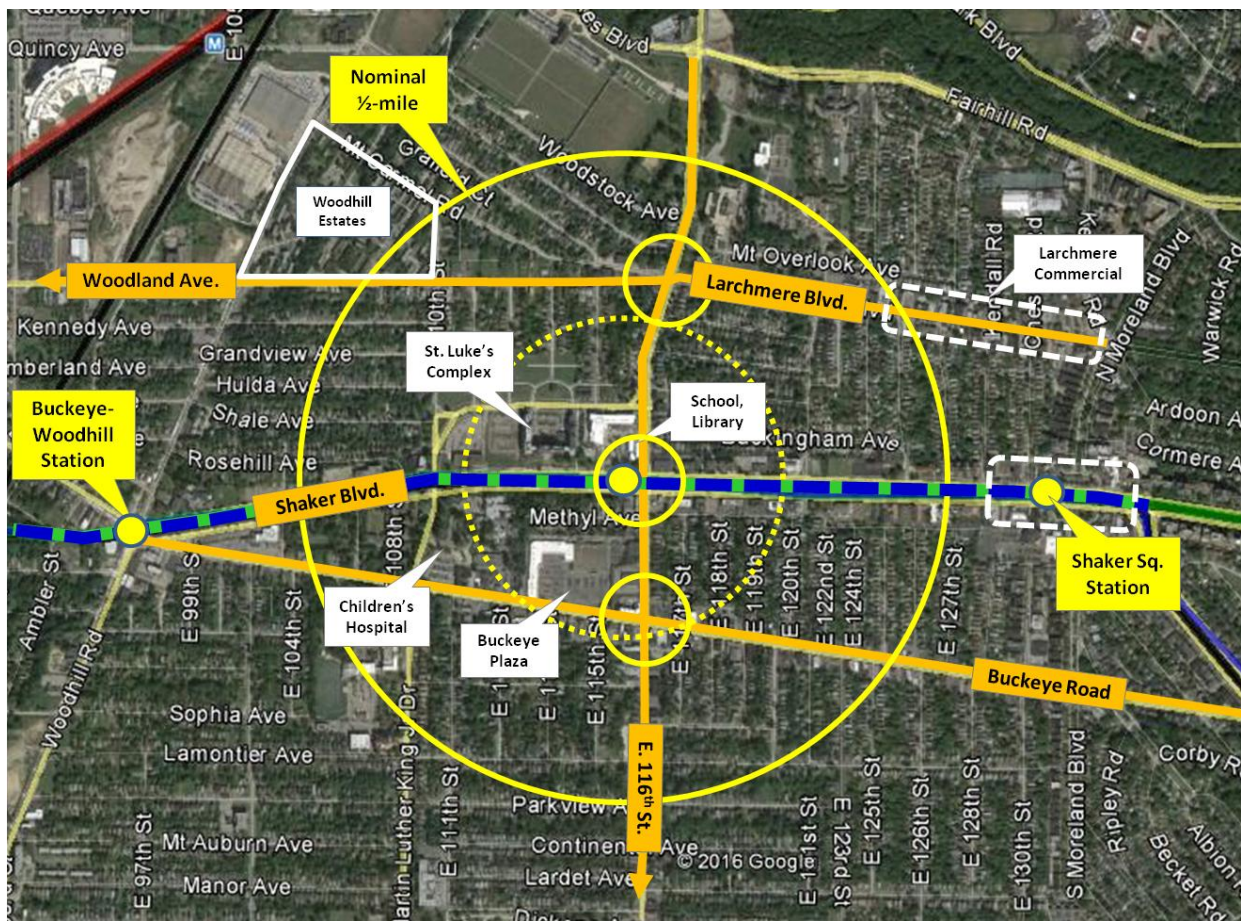
E. 116<sup>th</sup> Street Station is on the main trunk of RTA’s Rapid light rail, served by both the Blue and Green Lines. E. 116<sup>th</sup> Street is five Rapid stops and approximately 5.1 rail miles east of Tower City, the transit system’s downtown hub. This station area is also served by two RTA bus routes: the #8 on Martin Luther

King Drive and E. 116<sup>th</sup> Street, interfacing with the Rapid station; and the #11 on Buckeye Road, which originates in downtown Cleveland, traverses the study area, and terminates at Shaker Square (see details in Section 4.6).<sup>1</sup>

### 1.3 Study Area Overview

In NOACA's TOD Place Typology, E. 116<sup>th</sup> Street was designated a “Neighborhood Center”. This designation reflects the substantial concentration of civic, educational, senior, and community facilities located just north of the station; a concentration of medical facilities and offices primarily south of the station; and the mature neighborhood retail district along Buckeye Road, within easy walking distance of the station and with direct bus service as well. Because of its strong multimodal transit connections and a significant amount of recent planning and development activity, E. 116<sup>th</sup> Street was ranked as “Ready” on the TOD Readiness metric.

Figure 2: E. 116<sup>th</sup> Street Station Area Overview



The immediate station environs and the core segment of E. 116<sup>th</sup> Street between Shaker Boulevard and Buckeye Road are addressed at length in Section 4.2. The key contextual features of the study area, shown in Figure 2, include the following:

- Recent development on the north side of the station includes a new Cleveland public school and public library, and the adaptive reuse of the iconic St. Luke’s hospital as senior housing, a charter

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

school, and other activities. The area's other major institutional destination is Children's Hospital, located southwest of the station.

- Buckeye Road is the station area's "main street" commercial district, with a mix of stronger and weaker blocks. The largest single use is Buckeye Plaza, a strip shopping center anchored by a Giant Eagle Supermarket.
- E. 116<sup>th</sup> Street Station is flanked by two other Rapid stations that are today very different from one another. Two-thirds of a mile east, Shaker Square is a thriving, century-old, mixed-use TOD neighborhood, built around the then-streetcar alignment with retail, restaurants, and apartments steps away from the light rail platforms.
- Three-quarters of a mile west, the Buckeye-Woodhill Station is surrounded by disjointed land uses and underutilized properties. This station area, however, is on the edge of the Opportunity Corridor and in the very center of Cleveland's E 93<sup>rd</sup>-E. 105<sup>th</sup> Street TOD Corridor Planning Initiative. An emergence of TOD at Buckeye-Woodhill would benefit the E. 116<sup>th</sup> Station study area, a short light rail, bus, or bicycle ride away.
- Three other important contextual features are found at the northern edge of the half-mile station area radius: the upscale Larchmere Boulevard retail district to the northeast; the Cleveland Metropolitan Housing Authority's Woodhill Estates community to the northwest; and the 8.3-acre site of the Sunbeam School and the former Jesse Owens Academy High School in between.

## 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 E. 116<sup>th</sup> Street 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 150 residential units and 132,000 square feet of retail, restaurant, and office space. The complete market analysis is available as a stand-alone document.
- Section 4, **Conceptual Plan**, contains this report's planning recommendations, the most detailed of which is a proposed catalyst project consisting of up to six individual infill developments in the core of the station area. Four of these are located on either side of E. 116<sup>th</sup> Street immediately south of the soon-to-be renovated Rapid station. The other two are located at the nearby intersection of E. 116<sup>th</sup> Street and Buckeye Road. These individually modest projects all involve privately owned property and are by definition illustrative, but if undertaken in due course they would put the Rapid station in the center of a vibrant mixed-use location and strengthen the pedestrian link between the station, the new school, library, and clinic facilities, and Buckeye Road. In addition to the graphics included in the text, a full set of high-resolution 11" x 17" graphics describing the catalyst project is included in the Appendix to this report.
- Section 4 also includes a description of the recent and current development initiatives north of the station and of potential infill and renovation along Buckeye Road; a discussion of the potential synergy between Buckeye-Woodhill Station and E. 116<sup>th</sup> Street; 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 Buckeye Road in 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 E. 116<sup>th</sup> Street in several areas: more detailed planning studies, supported by NOACA’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 E. 116<sup>th</sup> Street Station Area community. This program was developed by BrownFlynn, Inc., the third member of NOACA’s consultant team. Two community development corporations are active in the station area and have been consulted in the preparation of this report: the Buckeye Shaker Square Development Corporation and its strategic partner the Burten Bell Carr Development Corporation (referred to in this report collectively as “the CDCs”).

## 2 Existing Conditions

Existing demographic and economic conditions in the station area are described as part of the E. 116<sup>th</sup> Street Station Area 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.

- Buckeye Road stands out as continuous commercial spine, with retail, office, and institutional uses occupying most parcels fronting on either side of the street. The same is true, to a less uniform degree, of Shaker Boulevard and portions of E. 116<sup>th</sup> Street.
- The areas framed by these commercial arterials, especially south of Buckeye Road and east of E. 116<sup>th</sup> Street, are residential, including single-, two-, and multi-family dwellings. All told, over half of the land area within the Rapid station’s half-mile radius is residential.
- The major civic and institutional facilities framing the station area are readily apparent, including the new public school and library complex just north of the station, St. Luke’s, Children’s Hospital, and Benedictine High School.<sup>2</sup>
- The 10.4-acre Buckeye Plaza is the station area’s largest commercial property; most of its land area is occupied by surface parking.
- There are no railroads (other than the Rapid) and no industrial uses in the entire station area.

Figure 4, which highlights vacant and publicly owned land, shows that the station area, by and large, is built out. Reflecting this condition, the proposed catalyst project described in Section 4.2 below is a series of modest infill developments on E. 116<sup>th</sup> Street and Buckeye Road.

The station area’s principal expanse of contiguous vacant property is the set of parcels owned by St. Luke’s Housing across Martin Luther King Drive from the main St. Luke’s complex; these parcels are to be developed as affordable housing. The City of Cleveland’s Land Bank owns additional parcels in the immediate vicinity. There is also a concentration of vacant lots in the triangular area east of Woodhill Estates, on the northwestern edge of the station’s half-mile radius. Not shown on the map are the extensive holdings of the Buckeye Shaker Square Development Corporation and its affiliates, which own numerous occupied and some vacant parcels along Buckeye Road; these are outlined in Section 4.3, Figure 12.

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<sup>2</sup> The St. Luke’s complex, consisting of senior housing, home care services, a charter school, and the St. Luke’s Foundation offices, is coded as commercial.

Figure 3: E. 116th Street, Existing Land Use

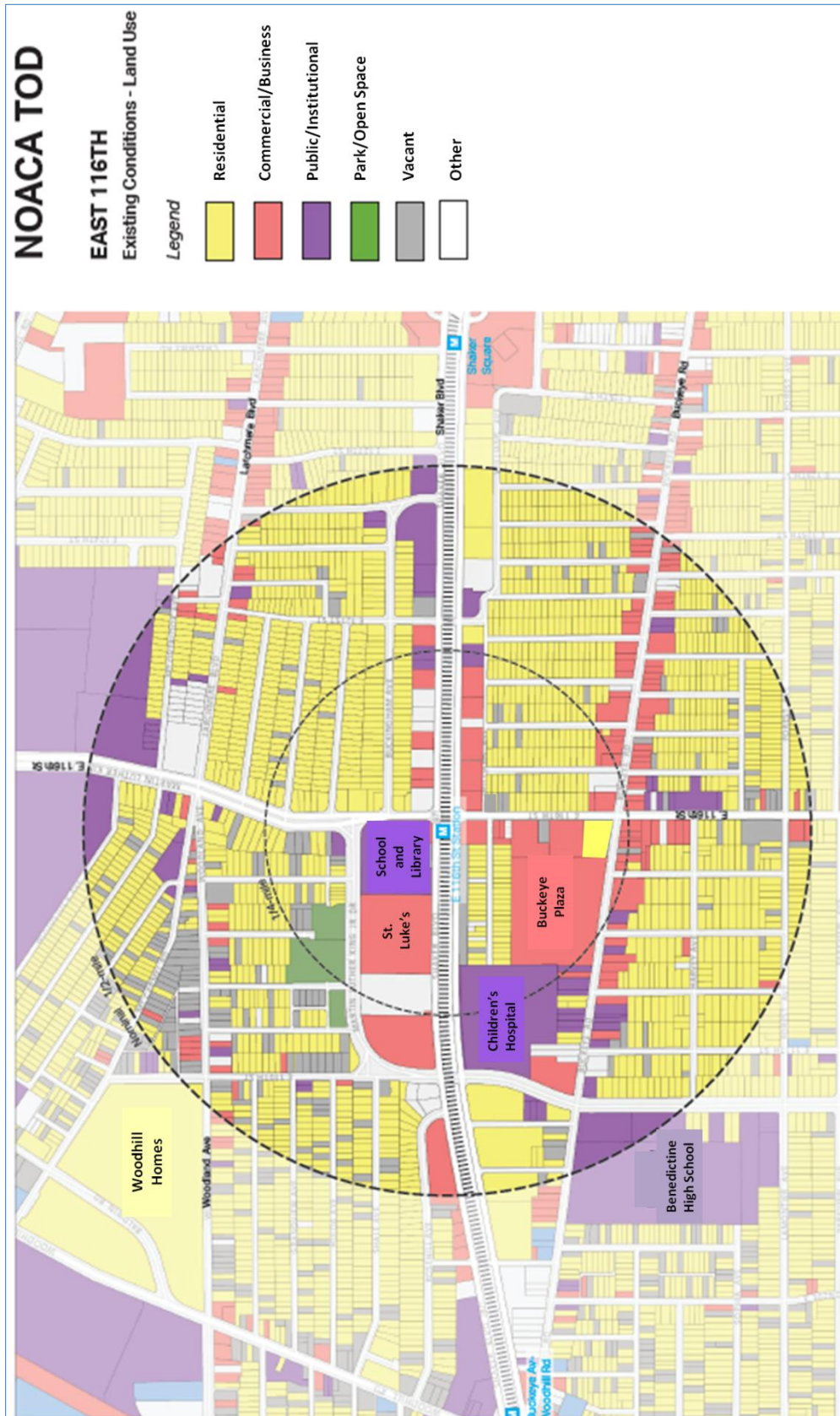
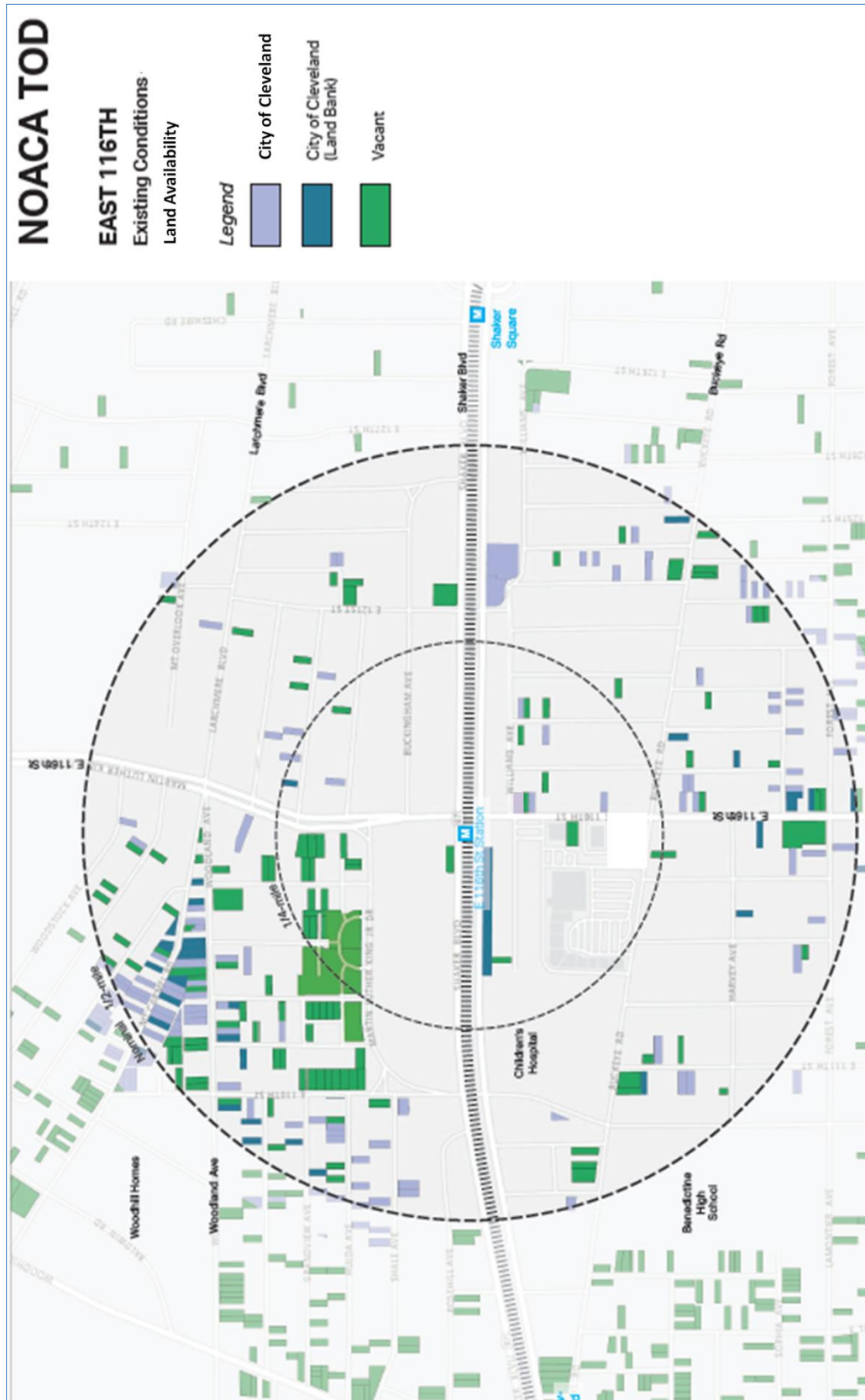


Figure 4: E. 116th Street Station Area, Vacant and Public Land



### 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.

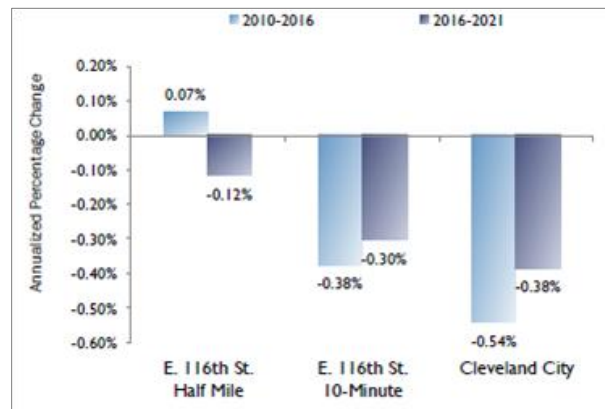
NOACA’s market analysis was performed by 4ward Planning, Inc., a firm specializing in TOD land use economics. For each of the three pilot study areas (E. 116<sup>th</sup> Street Station, West Blvd.-Cudell Station, and Slavic Village/Broadway Avenue), 4ward Planning analyzed the half-mile radius around the station or corridor; the ten-minute drive time contour (a key measure of a location’s effective market), and the City of Cleveland. Their complete technical report, covering all three pilot study areas, is available as a separate stand-alone document.<sup>3</sup> Its highlights relative to the E. 116<sup>th</sup> Street study area are summarized in the pages that follow.

#### 3.1 Socio-Economic and Labor Market Conditions

The E. 116<sup>th</sup> Street Station area’s half-mile radius has an estimated 2016 population of 6,488.<sup>4</sup> It gained a handful of people between 2010 and 2016, and is projected to lose a handful between 2016 and 2021. The City of Cleveland continued to lose population between 2010 and 2016, and is projected to decline further, but at a slower rate, between 2016 and 2021. These rates of change are all within the definition of “flat growth”. Absent major investment and in-migration, population growth and household formation is expected to remain relatively flat through 2021.<sup>5</sup>

Table 2 summarizes several key socio-economic metrics with relevance to transit-oriented development. Compared to the City of Cleveland as a whole, or the area within a ten-minute drive, E. 116<sup>th</sup> Street’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. These characteristics are indicative of transit-supportive land use and of potential conduciveness to TOD.

**Table 1: Annualized Percent Change, Total Population**



The labor market was measured by using a five-mile radius around the station (an approximation of a ten-minute drive). In 2014, the six largest industries by employment, listed in Table 3, together employed 67% 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. In the five-mile circle around E. 116<sup>th</sup> Street, one in three workers is employed in this sector, as opposed to one in three for the region as a whole. Manufacturing, although continuing to lose jobs, is the fourth-largest employment sector in the five-mile circle around E. 116<sup>th</sup> Street Station, and the second largest in Cleveland and Greater Cleveland. Overall, the five-mile job shed will see

<sup>3</sup> 4ward Planning, Inc., *NOACA TOD Market Analysis* (February 3, 2017).

<sup>4</sup> *Ibid.*, p. 25.

<sup>5</sup> *Ibid.*, p. 25. Flat growth is defined as an annualized rate of between +0.75% and -0.75%.

growth in “eds and meds”, professional/technical services, administration, and food/accommodation services. An influx of mid- to high-paying jobs is expected across a diversity of occupations.<sup>6</sup> The ongoing decline in manufacturing, on the other hand, will result in a notable loss of high-paying jobs.<sup>7</sup>

**Table 2: Key Socio-Economic Metrics<sup>8</sup>**

	City of Cleveland	E. 116 <sup>th</sup> Street Half-Mile Radius	E. 116 <sup>th</sup> Street 10-Minute Drive
Population per square mile	4,660	8,320	5,390
Workers Age 16+ per square mile	1,750	2,510	1,960
Housing Units per square mile	2,250	5,190	2,950
Median Income	\$27,560	\$22,550	\$29,740
Percent Households with No Car	25%	38%	27%
Percent Workers Taking Public Transit	11%	15%	12%

**Table 3: Six Largest Industries by Employment, Five-Mile Radius<sup>9</sup>**

Industry	2014 Jobs	2014 % of Employment	2014-2025 Added Jobs	2014-2015 % Growth
Health Care & Social Assistance	72,281	31%	16,166	22.37%
Educational Services	24,494	10%	2,677	10.93%
Professional, Scientific, Technical	20,364	9%	3,642	17.88%
Manufacturing	15,434	7%	-1,134	-7.34%
Admin., Support, Waste Mgmt.	12,239	5%	2,127	17.38%
Accommodation & Food Services	12,139	5%	1,143	9.42%

### 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 1,200 units between 2016 and 2025 is estimated for the ten-minute primary market area. If the E. 116<sup>th</sup> Street station area captured 10% of this demand—reflecting its transit

<sup>6</sup> Ibid., p. 49.

<sup>7</sup> Ibid., p. 71.

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

<sup>9</sup> Compiled from *ibid.*, pp. 52-53.

connections to downtown and University Circle and its one-stop proximity to Shaker Square—it would secure about 120 units.<sup>10</sup>

**Table 4: Residential Demand/Supply Analysis, E. 116<sup>th</sup> Street (10-Minute Drive)**<sup>11</sup>

	2016	2020	2025
<b>Housing Demand Metrics</b>			
<i>Households (each household represents demand for one housing unit)</i>	42,310	42,057	41,742
Estimated Workers within 10-Minute Drive	34,290	34,290	34,290
Estimated Workers Residing Outside 10-Minute Drive (90%)	30,270	30,861	30,861
<i>Estimated Pent-Up Housing Unit Demand from Commuting Area Workers (10%)</i>	3,027	3,086	3,086
<i>Naturally Occurring Vacant Housing Units (7% average vacancy rate)</i>	3,322	3,303	3,283
<i>Estimated Aggregate Housing Unit Demand in 10-Minute Drive</i>	48,659	48,445	48,111
<b>Housing Supply Metrics</b>			
Estimated Housing Units in 10-Minute Drive (assumes no new units built)	52,720	52,720	52,720
Existing Vacant Housing Units (20%)	10,544	10,544	10,544
<i>Subtract Physically Obsolescent Units (10% of total units, 1% annual obsolescence rate)</i>	5,270	5,540	5,823
<i>Estimated Net Marketable Housing Units in 10-Minute Drive</i>	47,450	47,180	46,900
<b>Net Housing Demand/Supply Calculation</b>			
<i>Estimated Aggregate Housing Unit Demand in 10-Minute Drive</i>	48,659	48,445	48,111
<i>Subtract Estimated Net Marketable Housing Units in 10-Minute Drive</i>	47,450	47,180	46,900
<i>Net Housing Unit Demand/(Excess Units) (Assumes no new housing beyond 2016)</i>	1,209	1,265	1,211

**Office.** The ten-minute drive contour surrounding the E. 116<sup>th</sup> Street station area is projected to generate net office space demand for more than 2.1 million square feet of space by 2025, in an office submarket which currently exhibits 584,141 square feet of vacant space. The new demand is led by 1,130,000 square feet for Health Care & Social Assistance and 471,000 square feet for Professional, Scientific, and Technical Services. While a portion of the vacant space currently within the 10-minute drive corridor may be adequate to meet some of the projected net demand through 2025, much of this space may prove to be physically and/or economically unsuitable for office occupancy.<sup>12</sup> Office space is therefore viewed as an opportunity, at appropriate scale, in the coming years.

**Retail.** According to data provided by Esri, the half-mile radius area surrounding the E. 116<sup>th</sup> Street station area is experiencing a “leakage” of specialty food sales, but a “surplus” in most of the other neighborhood retail categories—that is, customers are coming to shop from outside the station area. This is particularly true in the grocery store category, presumably because of the Giant Eagle located in Buckeye Plaza, and the limited service eating category, presumably because of multiple fast food outlets. Modest retail space, appropriate for the ground level of infill buildings, is proposed in this report.<sup>13</sup>

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

<sup>10</sup> Ibid., pp. 112, 115, 116. At 120 units, demand would fully absorb the 79 single-family units programmed for the Britt Oval parcels opposite St. Luke’s Manor, as well as the 40 rental units and six townhomes included in the conceptual infill plan described in Section 4.2. At 70 units (6% capture), portions of those plans would be absorbed.

<sup>11</sup> Table is *ibid.*, p. 113.

<sup>12</sup> Ibid., p. 94 and p. 102.

<sup>13</sup> Ibid., pp. 85-91.

**Figure 5: Estimated E. 116<sup>th</sup> Street Buildout Through 2022**

	Dwelling	Average	Total	
East 116 Street	<u>Units</u>	<u>Gross S.F. per Unit</u>	<u>Gross S.F.</u>	<u>Commercial Units</u>
<i>Multi-family Rental</i>	90	900	81,000	NA
<i>Town Houses</i>	30	1,100	33,000	NA
<i>Service &amp; Convenience Retail</i>	NA	NA	45,000	4 to 6
<i>Limited Service Dining</i>	NA	NA	12,000	4 to 6
<i>Office - Professional</i>	NA	NA	25,000	1 to 2
<i>Office - Medical</i>	NA	NA	50,000	2 to 5
<b>Totals</b>	<b>120</b>	<b>NA</b>	<b>246,000</b>	<b>11 to 19</b>

## 4 Conceptual Plan

### 4.1 Overview

This section contains the planning recommendations developed for this study, of which the most specific is a series of suggested private infill developments envisioned collectively as a “catalyst project”. As noted earlier, these potential infill sites are clustered on the south side of the Rapid station (four of the sites) and around the Buckeye Road/E. 116<sup>th</sup> Street intersection (two sites). That the catalyst project is a series of modest infill opportunities rather than one large project reflects both the nature of land use in the station area and the extent of progress that this neighborhood has already made. Indeed, one catalyst project has already occurred—the multi-faceted Learning Campus and St. Luke’s Manor.

Several key TOD ingredients are in place today. The Learning Campus, St. Luke’s, a mature if uneven “main street” (Buckeye Road), and established residential neighborhoods are all within walking distance of each other. RTA transit services connect the area to downtown Cleveland, Shaker Square, Shaker Heights, and University Circle, and someone doing multiple errands on Buckeye Road can move from one to the other on foot or by bus.

In the absence of a rail/industrial corridor, the E. 116<sup>th</sup> Street Station Area does not confront the expanses of legacy industrial property found in many Cleveland neighborhoods (including the other two included in NOACA’s pilot TOD initiative, Slavic Village and West Blvd.-Cudell). The one significant mass of vacant, developable land in the station’s walkshed—the parcels across the street from St. Luke’s—are already being developed with single-family homes.

Promoting infill development on the south side of the E. 116<sup>th</sup> Street Rapid station and at the key crossroads of E. 116<sup>th</sup> Street and Buckeye Road could achieve two goals: filling the “hole in the donut”, and demonstrating the efficacy of the infill market for other properties along Buckeye. Organic, transit-oriented growth in the E. 116<sup>th</sup> Street Station Area can also set the stage for future synergy with a revitalized Buckeye-Woodhill Station Area.

### 4.2 Catalyst Project: Infill on E. 116<sup>th</sup> Street

**Setting.** The catalyst project for the E. 116<sup>th</sup> Street Station Area is not a single development, but rather a series of potential infill projects—individually modest in scale—that would together remake the core of

the station area. That core is defined by the key intersections of E. 116<sup>th</sup> Street with Shaker Boulevard (the station intersection) and Buckeye Road.

Today, the *north* side of Shaker Boulevard is well built out. The northwest quadrant is occupied by the recently constructed Harvey Rice School and Public Library and the St. Luke's redevelopment, described in detail in Section 4.3. The northeast quadrant of the station intersection is a built-out neighborhood of single- and two-family homes. On the *south* side of Shaker Boulevard, the development pattern is incomplete, especially from a TOD standpoint. While RTA is preparing to modernize the station and improve its pedestrian environment, the two corners directly adjoining it are occupied by gas stations. Continuing down E. 116<sup>th</sup> Street between the station and Buckeye Road, one finds new medical clinics and supportive housing and on the west side of the street and two-family homes on the east side. Yet there are several vacant and underutilized properties, and although this segment of E. 116<sup>th</sup> Street is less than a quarter-mile long, its two key intersections feel disconnected from one another.

**An Illustrative Program.** Six sites were identified as candidates for infill development; they are shown in Figure 6.<sup>14</sup> It is important to understand that with two partial exceptions, these are all *private properties*, and the redevelopment concepts described in this section are merely illustrative of what the private owners could undertake with the support of the City, the CDCs, and other key stakeholders.<sup>15</sup> Parcels A, B, C, and D are clustered in the southwest and southeast quadrants of the station intersection, while Parcels E and F represent opportunities to strengthen the crossroads of E. 116<sup>th</sup> and Buckeye.

The illustrative TOD program includes mixed commercial uses on Parcels A, B, and C, with retail or restaurant space on the ground floor (directly across the street from the station) and medical or professional offices on the upper floors. The office uses would serve the surrounding cluster of medical and elder care facilities. These buildings would replace the gas stations currently operating on Parcels A and B, and a surface parking lot on Parcel C.<sup>16</sup> Parcel D, which consists of four lots abutting residential properties, would be developed as a row of town houses.

The E. 116<sup>th</sup>/Buckeye intersection features a recently developed affordable/supportive housing project, Buckeye Square, on its northwest corner.<sup>17</sup> This building puts a strong architectural form and a population of potential shoppers and walkers directly at this key crossroads. Parcel E, on the opposite corner, is currently occupied by a drive-through fast food restaurant; it could be redeveloped as a rental apartment project of similar scale.

Just to the west of Buckeye Square is Buckeye Plaza, an important employment and shopping resource for the community anchored by a Giant Eagle supermarket. Like most traditional shopping centers, Buckeye Plaza has a large surface parking lot which is underutilized most of the time. The Parcel F

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<sup>14</sup> In addition to the graphics included here, a full set of high-resolution 11" x 17" graphics describing the catalyst project is included in the Appendix to this report.

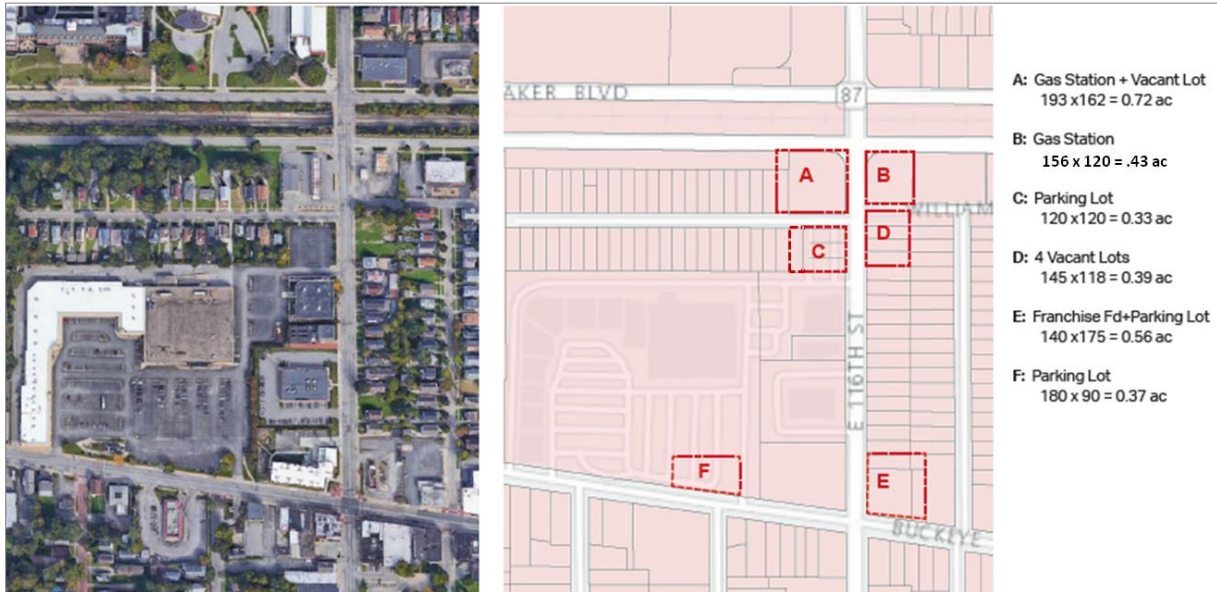
<sup>15</sup> The "parcels" depicted here are in some cases not legally defined parcels, but a suggested aggregation of contiguous legally defined parcels. The exceptions to private ownership are as follows. In Parcel A, the westernmost portion of the suggested infill site is owned by the City of Cleveland Land Utilization Program (the Cleveland Land Bank); the bulk of the site is privately owned. In Parcel D, which consists of four individual legal lots, two are owned by the State of Ohio and one by the City of Cleveland Land Utilization Program. Parcels B, C, D, and E, as depicted, are entirely private (<http://myplace.cuyahogacounty.us/>).

<sup>16</sup> The parking lot belongs to the adjacent MetroHealth Buckeye Health Center; the infill concept assumes that a shared parking arrangement could be reached with the owners of the Buckeye Plaza shopping center, located behind the clinic, or with another nearby property owner.

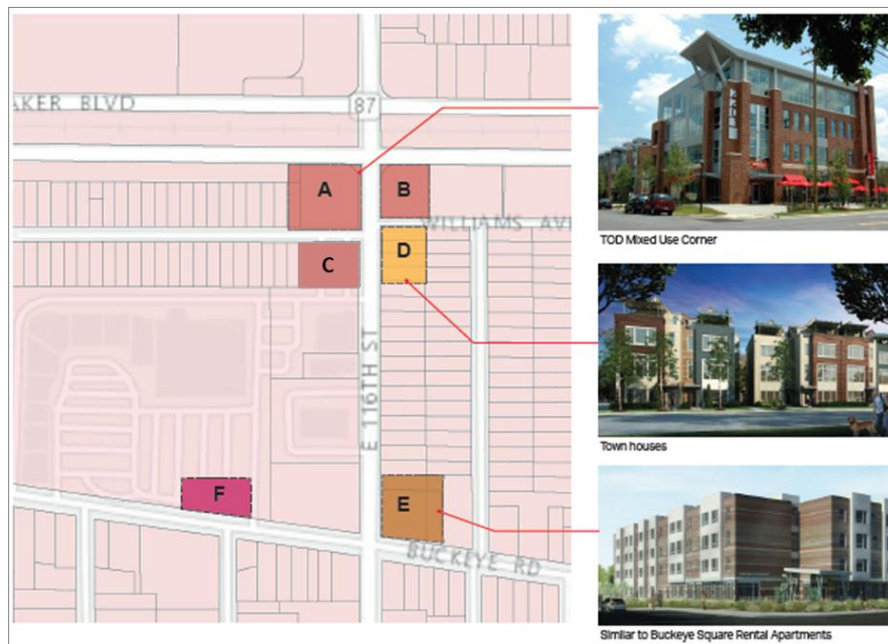
<sup>17</sup> <http://www.chnnet.com/media/documents/psh-emerald-alliance-vi.pdf>.

concept is the development of a retail “liner” building on a portion of the parking lot’s Buckeye Road frontage; this would extend the active street wall westward, screen the parking lot from the sidewalk, and expand Buckeye Plaza’s business.

**Figure 6: Potential Redevelopment Parcels**



**Figure 7: Illustrative TOD Buildout Scenario**



As summarized in Table 5, these infill development concepts would yield approximately 46 new residential units, 64,000 square feet of office space, and 28,500 square feet of retail and restaurant space, taking advantage of two prime locations—the Rapid station and the nearby Buckeye intersection. These numbers fall within the five-year buildout envelope identified in the market study for this station area described earlier in Section 3. It should also be understood that for Parcels A, B, C, and E, the distribution

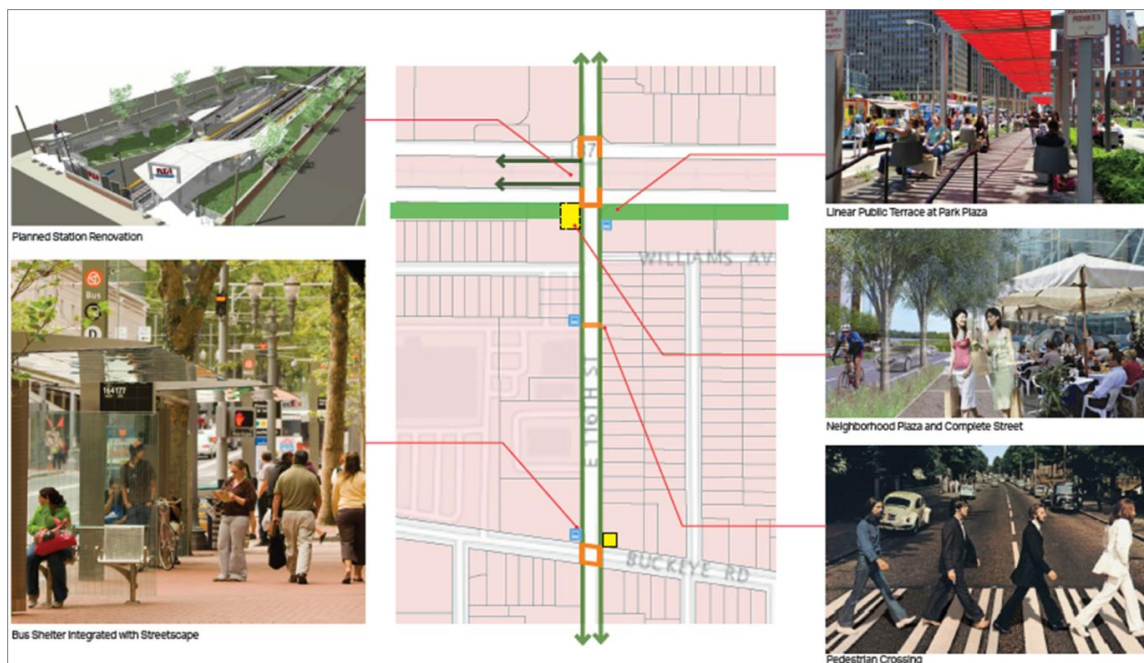
of between residential and office uses would be shaped by market conditions and could differ from the program illustrated here. For example, Parcel A could be developed as apartments, or Parcel E could be developed as offices with ground-floor retail, if the market so indicated.

**Table 5: Illustrative Infill Buildout Program**

Land Use	Parcel	Units	Gross SF
<b>Residential</b>			
• 4-story multi-family rental	E	40 @ 900 sf	
• 3-story town houses	D	6 @ 1,500 sf	
<b>Mixed Use</b>			
• Service & convenience retail	A, B		12,000
• Limited service dining	A, B		6,000
• Office: Professional	A, B, C		20,000
• Office: Medical	A,B,C		44,000
<b>Retail</b>	F		10,500
<b>Totals</b>		<b>46 units</b>	<b>112,000</b>

Turning the station area core into a stronger TOD place also requires improving the public realm. RTA’s pending reconstruction of the station and its pedestrian environment are a foundational step forward, enhancing safety, convenience, green space, and a sense of connection to the station’s surroundings. The new station design reflects the ideas initially set forth in RTA’s East 116th/Buckeye Station Area Plan of 2010.<sup>18</sup> That plan also identified the segment of E. 116<sup>th</sup> Street between the station and Buckeye Road as a key area for streetscape improvement; a “complete street” treatment is illustrated in Figure 8.

**Figure 8: Streetscape Enhancements on E. 116th Street**



<sup>18</sup> [https://dl.dropboxusercontent.com/u/60096022/East%20116%20RTA\\_FinalReport\\_reduced.pdf](https://dl.dropboxusercontent.com/u/60096022/East%20116%20RTA_FinalReport_reduced.pdf).

A “before and after” comparison, looking from north (the station) to south (Buckeye Road) is provided in Figure 9 and Figure 10.

**Figure 9: "Before": Existing Conditions, Looking South**



**Figure 10: "After": Infill TOD Program and Public Realm Improvements**



It should be noted that earlier plans for this district reached similar conclusions about these same parcels. The City's Buckeye Road Core Area Redevelopment Strategy (2006) and RTA's Station Area Plan (2010) both showed building form interventions similar to those presented here for these properties.<sup>19</sup>

### 4.3 Other Opportunities

***A Catalyst Project Nearly Complete: the Learning Campus and St. Luke's.*** In the first decade of this century, the Buckeye Area Development Corporation (predecessor of Buckeye Shaker Square Development Corporation), Neighborhood Progress, Inc. (predecessor of Cleveland Neighborhood Progress), the City of Cleveland and its school district, and the St. Luke's Foundation entered into a partnership known as the Strategic Investment Initiative. The focus of this initiative was the transformation of a roughly 30-acre land area constituting the northwest quadrant of the intersection of Shaker Boulevard and E. 116<sup>th</sup> Street/MLK Drive, where the RTA station is located.

As shown in Figure 11, the historic St. Luke's Hospital was redeveloped as St. Luke's Manor, a senior housing community with 137 apartments and various senior care services; a charter school; a Boys and Girls Club of Greater Cleveland location; and office space, including the headquarters of Cleveland Neighborhood Progress, Inc., the St. Luke's Foundation.<sup>20</sup>

**Figure 11: The Learning Campus and St. Luke's**



<sup>19</sup> Ibid. and <http://planning.city.cleveland.oh.us/cwp/other/BuckeyeRedevelopmentStrategy.pdf>. These plans showed new buildings on the sites designated here as Parcels A through E.

<sup>20</sup> See: <http://buckeyeshaker.org/about/history/>; Buckeye Shaker Square Development Corporation and St. Luke's Foundation, *Buckeye Larchmere Shaker Square Woodland Hills Transformation Vision Plan* (2013), [https://www.dropbox.com/s/22nanoadbphy0tg/Cleveland\\_BSSDC\\_05\\_20.pdf?dl=0](https://www.dropbox.com/s/22nanoadbphy0tg/Cleveland_BSSDC_05_20.pdf?dl=0); and Buckeye Area Development Corporation and City of Cleveland, *Buckeye/East 116th Development Plan* (2006); [http://planning.city.cleveland.oh.us/maps/pdf/BADC\\_SII\\_Plan.pdf](http://planning.city.cleveland.oh.us/maps/pdf/BADC_SII_Plan.pdf).

The land along the north side of Britt Oval, across from the historic St. Luke’s building, is being developed as Legacy at St. Luke’s, a neighborhood of 79 market-rate single-family homes.<sup>21</sup> The buildout and absorption of these homes represents an opportunity to diversify the station area and strengthen its market for local retail. The institutional facilities and most of the new homes are within a quarter-mile walk of the RTA station, with mid-block pedestrian connections alongside St. Luke’s.

**Buckeye Road.** The other focal point for community revitalization efforts in the half-mile E. 116<sup>th</sup> Street Station Area is the condition of the commercial and mixed-use properties that line both sides of Buckeye Road east of E. 116<sup>th</sup> Street, and the south side of Buckeye Road for several blocks west of E. 116<sup>th</sup> Street. Although the physical fabric of a continuous “main street”, served historically by street cars and now by buses, is still very much in evidence, today’s Buckeye Road is a checkerboard of buildings and blocks that are doing relatively well and those that are not. The 2013 *Transformation Vision Plan* points to high rates of commercial and residential vacancy, and the neighborhood’s high poverty rate, in describing a main street with everyday challenges.<sup>22</sup>

A principal reason for including two parcels on Buckeye Road in the catalyst project described above is to attract some of the energy of St. Luke’s, the Learning Campus, a rebuilt RTA station, and the new MetroHealth clinic down to Buckeye, and to draw at least some of the retail energy of Buckeye Plaza out to the street and closer to the corner. The strategy is to reinforce the 116<sup>th</sup>/Buckeye crossroads, where the district’s two bus routes cross and the Rapid is just 1000 feet away. Visible investment and increased residential and commercial activity at this core location might signal the market that the nexus of the Rapid and Buckeye Road is a re-emerging market.

Over the last two decades, Buckeye Shaker Square Development Corporation, its predecessor Buckeye Area Development Corporation, and their affiliates have acquired numerous parcels along Buckeye, both to keep them tenanted as much as possible and to “landbank” them for future development. The County and City Land Banks, as well as other non-profit community development entities, own individual parcels as well. Two clusters of CDC/other non-profit/public ownership, shown in Figure 12, are noteworthy:<sup>23</sup>

**Figure 12: CDC and Public Ownership Clusters, Buckeye Road**



<sup>21</sup> <http://www.clevelandnp.org/legacy-saint-lukes-groundbreaking/>.

<sup>22</sup> Buckeye Shaker Square Development Corporation and St. Luke’s Foundation, *Buckeye Larchmere Shaker Square Woodland Hills Transformation Vision Plan* (2013), [https://www.dropbox.com/s/22nanoadbphy0tg/Cleveland\\_BSSDC\\_05\\_20.pdf?dl=0](https://www.dropbox.com/s/22nanoadbphy0tg/Cleveland_BSSDC_05_20.pdf?dl=0).

<sup>23</sup> <http://myplace.cuyahogacounty.us/>. Most of the parcels in question are listed as owned by the Buckeye Area Development Corporation.

- Between E. 117<sup>th</sup> Street and E. 119<sup>th</sup> Street, a cluster of 11 parcels totaling roughly 2.7 acres on both sides of Buckeye Road. This cluster includes the former Moreland Theater, with the 2006 and 2013 development plans envisioned as the anchor of an arts district.
- Between E. 122<sup>nd</sup> Street and E. 124<sup>th</sup> Street, a cluster of eight parcels, mostly vacant, also on both sides of Buckeye Road. This is the site that was previously proposed for Artisan Square, a mixed-use apartment and commercial development that was derailed by the effects of the Great recession and the foreclosure crisis.<sup>24</sup>

#### 4.4 Buckeye-Woodhill and the Opportunity Corridor

In selecting the E. 116<sup>th</sup> Street Station Area for one of its three TOD pilot studies, NOACA was mindful that a major TOD planning effort involving the Buckeye-Woodhill Station Area—one stop to the west—was underway in parallel. That effort is the City of Cleveland’s E. 93<sup>rd</sup> Street-E. 105<sup>th</sup> Street TOD Corridor Plan, or as it has been branded for community engagement, “Thrive 105-93”.

As shown in Figure 13, this corridor runs north-south from Miles Avenue, near Cleveland’s southern border, to the lakeshore. The corridor has three segments—E. 93<sup>rd</sup> Street in the south, E. 105<sup>th</sup> Street in the north, and Woodhill Road, connecting the two, in between. The Buckeye-Woodhill Rapid Station—the only place where the Thrive 105-93 corridor intersects the Blue and Green Lines—is at the center of this connecting segment.

Buckeye-Woodhill Station also lies near the eastern end of the Opportunity Corridor, and it is a principal goal of the Thrive 105-93 plan to exploit that proximity, particularly the easy Rapid connection from Buckeye-Woodhill to E. 79<sup>th</sup> Street Station, in the heart of the Opportunity Corridor’s “Core Job Zone”.<sup>25</sup>

The City’s Thrive 105-93 planning team is developing TOD concepts for the Buckeye-Woodhill Station Area with emphasis on residential development and employment (in the form of light industry). Housing could be built both west and east of the station, the later on surplus institutional land. These TOD plans are relevant to the E. 116<sup>th</sup> Street Station Area for several reasons:

- TOD at Buckeye-Woodhill, with new uses, new pedestrian infrastructure, and a more orderly resolution of land use would be inherently beneficial to E. 116<sup>th</sup> Street because of improved market perception.
- New residents at Buckeye-Woodhill would be a one-stop Rapid ride from the offices, retail, and restaurants that could be built at E. 116<sup>th</sup> Street on Parcels A-C of the proposed catalyst project. These new Buckeye-Woodhill residents would also be potential new customers for the commercial core of Buckeye Road, a short bus ride on the #11.
- New jobs at Buckeye-Woodhill would be a one-stop Rapid ride or a short bus ride from people living in the E. 116<sup>th</sup> Street Station Area. No less important, jobs in the heart of the Opportunity

Figure 13: Thrive 105-93 and E. 116<sup>th</sup> Street



<sup>24</sup> Ibid. and <http://planning.city.cleveland.oh.us/cwp/other/BuckeyeRedevelopmentStrategy.pdf>.

<sup>25</sup> <http://planning.city.cleveland.oh.us/oc/cpc.php>.

Corridor around E. 79<sup>th</sup> Street Station would be just two Rapid stops away. In the mid- to long term, the easy and direct RTA connections to the Opportunity Corridor and Buckeye-Woodhill Station can help the E. 116<sup>th</sup> Street Station Area “punch above its weight” in the east side housing market.

The Thrive 105-93 plan is also studying Woodhill Estates, the large public housing development north of Buckeye-Woodhill Station that straddles the northwestern edge of E. 116<sup>th</sup> Street Station’s half-mile radius.<sup>26</sup> A long-term mixed-income redevelopment of Woodhill Estates, that includes a large volume of affordable units while adding market-rate households, would be helpful for TOD around E. 116<sup>th</sup> Street and Buckeye Road.

Finally, the Thrive 105-93 study is examining ways to implement the Opportunity Corridor’s vision of a “New Economy Neighborhood”, specializing in technology and R&D, in the district formed by E. 105<sup>th</sup> Street, Cedar Avenue, and Stokes Boulevard, near the Cedar-University Red Line station and University Circle. The emergence of this employment destination would support TOD in the E. 116<sup>th</sup> Street Station area because the #8 bus, which runs up the core of the station area along E. 116<sup>th</sup> Street and MLK Drive, connects directly to “New Economy Neighborhood” along Cedar Avenue.<sup>27</sup>

#### **4.5 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.<sup>28</sup>
- 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 E. 116<sup>th</sup> Street Station Area.

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<sup>26</sup> Woodhill Estates is closer to the Red Line’s E. 105<sup>th</sup>-Quincy Station than it is to E. 116<sup>th</sup>.

<sup>27</sup> Ibid. Buckeye-Woodhill and other Thrive 105-93 concepts: interview with City of Cleveland consulting team (AECOM).

<sup>28</sup> 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,

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.<sup>29</sup> 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.

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

Strategy	E. 116 <sup>th</sup> Street Station Area
<p><b>Land Use</b> Promote mixed-use development in which elder housing, services, and other aspects of seniors’ daily life are within easy walking distance</p>	<p>St. Luke’s Manor (see below) is within walking distance of senior health care services and the new Public Library branch. It is about 0.4 mile from Buckeye Plaza.</p> <p>The Kappa House and Jaelot Apartment .senior housing developments (see below) are within walking distance of each other and of the Shaker Square retail and restaurant district.</p>
<p><b>Mobility</b> Increase senior transit ridership by locating all of the above in TOD centers and corridors.</p>	<p>Three senior living facilities located on Shaker Boulevard:</p> <ul style="list-style-type: none"> <li>• Saint Luke’s Manor, the new senior housing and services center in the former St. Luke’s Hospital building, has 137 units and is a short walk to the E. 116<sup>th</sup> Street Rapid station and to the #8 bus route, connecting to the Buckeye Road and Larchmere Boulevard retail districts.</li> <li>• Kappa House Plaza (69 units) and Jaelot Apartments (160 units) are located on Shaker Boulevard between E. 116<sup>th</sup> Street and Shaker Square Stations. Kappa House is equidistant between them (just over a quarter-mile walk to either), and Jaelot is a block from to Shaker Square Station.</li> </ul> <p>The library, medical facilities, and retail shops are well served by transit, making them relatively accessible to seniors living in their own homes or apartments within walking distance of Buckeye Road, E. 116<sup>th</sup> Street, or either of the Rapid stations flanking E. 116<sup>th</sup> Street.</p>
<p><b>Complete streets/pedestrian design</b> 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>E. 116<sup>th</sup> Street Rapid, in its existing design and condition, is somewhat isolated and inhospitable to pedestrians, especially seniors. The reconstruction, to begin shortly, will improve these conditions.</p> <p>The two gas stations and two vacant parcels lining E. 116<sup>th</sup> Street south of the station discourage walking between the station and Buckeye Road. The infill developments proposed in Section 4.2 would create a route with continuous presence and activity.</p>

<sup>29</sup> “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/>.

## 4.6 Enhanced Bus Services or Facilities

The E. 116<sup>th</sup> Street station area is defined by its two bus corridors as well as by the Rapid. As an RTA Priority Bus Corridor, Buckeye Road could receive consideration in future planning for enhanced bus amenities or conceivably for an enhanced level of service to downtown Cleveland, as was implemented recently on the west side's Clifton Boulevard.<sup>30</sup> With or without a future service enhancement, the continued revitalization of the Buckeye Road and E. 116<sup>th</sup> Street corridors would be reinforced by improved stops, shelters, and amenities at key locations;

The study area is served by two bus routes:<sup>31</sup>

- The #11 originates in downtown Cleveland and reaches Buckeye-Woodhill Station via Quincy and Woodhill Avenues. It runs on Buckeye Road through the study area as far as Moreland Boulevard, where it turns north and terminates at Shaker Square Station.
- The #8 originates in downtown Cleveland and travels eastward to the Cedar-University Red Line Station. The route then turns south along Stokes Boulevard and Martin Luther King Drive to E. 116<sup>th</sup> Street, interfacing with E. 116<sup>th</sup> Street Station and continuing south to terminate at Miles Avenue.

Figure 14: Potential Enhanced Bus Locations



<sup>30</sup> The Cleveland State Line bus rapid transit service, which opened in 2014, replaced traditional bus service on Clifton Boulevard. The improvements involved new 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>)

<sup>31</sup> <http://www.riderta.com/routes>.

Figure 14 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 Buckeye Road, the suggested enhanced bus locations are as follows; high-amenity bus service on Buckeye would become more important with the emergence of TOD at Buckeye-Woodhill Station:

- The Buckeye-Woodhill Rapid station and future TOD opportunity;
- Martin Luther King Drive, an important intersection serving Children’s Hospital and Benedictine High School. There are future buildable sites on either side of Buckeye Road: the \ Children’s Hospital parking lot and a set of parcels owned by the City of Cleveland Land Bank;
- the strategic Buckeye-E. 116<sup>th</sup> Street crossroads;
- E. 123<sup>rd</sup> Street, where there is a concentration of vacant CDC-owned land on both sides of Buckeye (the proposed Artisan Square development site);
- Moreland Boulevard;
- Shaker Square Rapid station.

On MLK Drive/E. 116<sup>th</sup> Street, enhanced bus locations are suggested at the E. 116<sup>th</sup> Rapid station and at the intersection of MLK Drive with Woodland and Larchmere Roads. The latter is the site of the Sunbeam School/Jesse Owens Academy complex.

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

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

To adapt this program to the specific opportunities of the E. 116<sup>th</sup> Street Station Area, the following implementation actions are recommended. A focus of these recommendations is to advance the half-dozen infill opportunities described collectively in Section 4.2 as the catalyst project. Notwithstanding the mostly private ownership of these sites, they are considered catalytic because of their central and highly visible locations, both in the neighborhood and in the RTA Rapid and bus route network. However, the zoning and TOD finance discussions are applicable to other infill opportunities as well, including the clusters of CDC- and publicly-owned properties on Buckeye Road.

## 5.1 NOACA's Role

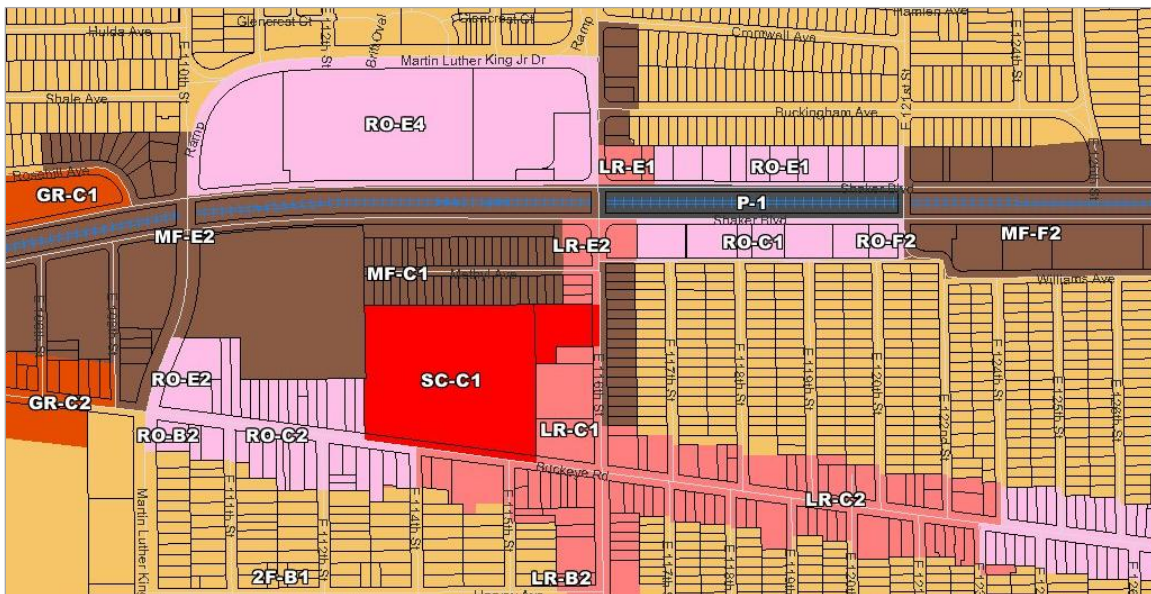
NOACA has selected the E. 116<sup>th</sup> Street Station Area as one of the three pilot locations for its Regional TOD Initiative and will continue to treat it as a focus of attention. To that end, NOACA will work with the affected Councilpersons, the CDCs, RTA, Cleveland City Planning, Cleveland Neighborhood 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 may apply for Urban Core Community funding to undertake the design of streetscape, pedestrian, and bicycle improvements on E. 116<sup>th</sup> Street between the station and Buckeye Road, and on portions of Shaker Boulevard related to the Parcel A and B infill opportunities but not included in the scope of RTA's station improvements.
- Alternatively, if the design of these improvements exceeds the scope of Urban Core Communities funding, the City may seek a Transportation for Livable Communities Initiative (TLCI) grant.<sup>32</sup> In this case, RTA might serve as a cosponsor and include in the TLCI scope the enhanced bus amenities suggested in Section 4.6 of this report.
- NOACA is prepared to support Buckeye Shaker Square Development Corporation and Burten Bell Carr Development Corporation in developing an E. 116<sup>th</sup>/Buckeye TOD marketing and branding initiative.
- If NOACA establishes a program of TOD Opportunity Districts, it would anticipate that the E. 116<sup>th</sup> Street Station Area would, upon the City of Cleveland's request, be so designated.

## 5.2 Zoning

The existing zoning at the station and the key segments of E. 116<sup>th</sup> Street and Buckeye Road is shown in Figure 15.<sup>33</sup> The zoning is generally supportive of the catalyst project infill opportunities (see Figure 6),:

**Figure 15: Existing Zoning, Station and Vicinity**



<sup>32</sup> The last TLCI grant in the Buckeye-Shaker area was awarded to RTA and the Buckeye Area Development Corporation in 2009 and was used to fund RTA's E. 116<sup>th</sup> Street Station improvement plan, published in 2010.

<sup>33</sup> The zoning map is at <http://planning.city.cleveland.oh.us/gis/cpc/basemap.jsp>.

- Parcels A, B, and C—in the southwest and southeast quadrants of the station intersection—are zoned LR-E2. This Local Retail district allows a broad variety of non-industrial uses, including multi-family housing should a developer wish to pursue that use rather than offices. The “2” represents an allowed maximum height of 60 feet, which is consistent with a credible development on any of these three sites.
- The lots constituting Parcel D (in the southeast quadrant of the station intersection) are zoned multi-family with a 35-foot maximum height (MF-C1), which supports the proposed development of several townhouse units.
- Parcel E, the northeast corner of E. 116<sup>th</sup> Street and Buckeye Road, is zoned LR-C2, which supports a multi-story residential or office building with retail at ground level.
- The entire Buckeye Plaza site is zoned Shopping Center (SC-C1); Parcel F, the proposed sidewalk “liner” building at the front of the parking lot, is consistent with this district.

Except for Buckeye Plaza, the entire frontage on Buckeye Road from E. 114<sup>th</sup> Street to E. 124<sup>th</sup> Street is zoned LR-C2. In addition to Parcel E, this covers all of the CDC- and publicly-owned parcels along Buckeye, including the two concentrations of parcels shown earlier in Figure 12: between E. 117<sup>th</sup> and E. 119<sup>th</sup> Streets (including the Moreland Theater), and between E. 122<sup>nd</sup> and E. 124<sup>th</sup> (the vacant lots where the Artisan Square development was proposed).<sup>34</sup>

This zoning pattern broadly reflects the historic and existing built environment of the station area and is consistent, in terms of uses and heights, with the types of infill or adaptive reuse opportunities contemplated here and in prior planning by the CDCs and the City. Where there may be hurdles is in the area of setback, Floor Area Ratio (FAR), and parking.

These can be dealt with flexibly through the application of the City’s Urban Form Overlay (§348.04), which 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.

### 5.3 Infrastructure Funding

The public infrastructure components of the TOD plan consist of streetscape, sidewalk, pedestrian, and bicycle improvements, as well as the enhanced bus facilities suggested in Section 4.6, should RTA choose to pursue this. These improvements 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;

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<sup>34</sup> 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: Local Retail §343.01; Shopping Center §343.03; Multi-Family §337.08; Off-Street Parking §349.04. Also, all six catalyst project sites, as well as the CDC- and publicly-owned properties along Buckeye, fall within the Buckeye Road Design Review District.

safe routes projects that help older persons, children, and those with disabilities access daily needs; and transit capital projects.<sup>35</sup>

- **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 E. 116<sup>th</sup> Street and Buckeye Road.
- **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 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.<sup>36</sup>

## 5.4 TOD Financing

As part of the market analysis developed for this report, the firm 4ward Planning, Inc., prepared a high-level *pro forma* feasibility analysis of the residential, retail, and office buildout that they estimated for the E. 116<sup>th</sup> Street Station Area (see Figure 5 on page 11). This *pro forma* analysis used current Cleveland market data to estimate construction and operating costs, rent levels, and vacancy rates, and took market risk into account in making assumptions about required capitalization rates and return on equity. The results indicate that development of the type and scale envisioned “appear[s] to have financial viability”, but must be understood only as a “general starting point” for making that assessment. In particular, the *pro forma* analysis was not site-specific and thus did not account for land acquisition or clearance costs.<sup>37</sup>

The public and non-profit leadership of Cleveland and the Buckeye-Shaker Square community has collaborated successfully to assemble funding, financing, and property for challenging, high-risk projects. The Learning Campus and St. Luke’s mixed-use redevelopment involved an intricate array of programs and methodologies. The same is true of Buckeye Square, the supportive housing development on the strategic site freed up by the relocation of the Harvey Rice School.<sup>38</sup> A similar commitment will be needed to facilitate the proposed catalyst infill developments.

**Public Land.** For two of the six sites, this commitment involves public land. As noted previously, in the case of Parcel A (the gas station directly across Shaker Boulevard from the RTA station) and Parcel D (the suggested townhouse site), there are publicly owned lots that need to be consolidated with adjacent private lots to enhance (or in the case of Parcel D, create) the development site. If possible, these lots should be made available at nominal cost as part of each development opportunity.<sup>39</sup>

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<sup>35</sup> <https://www.fhwa.dot.gov/fastact/factsheets/stbgfs.cfm> and <https://www.fhwa.dot.gov/fastact/factsheets/transportationalternativesfs.cfm>.

<sup>36</sup> 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. 93<sup>rd</sup> Street/E. 105<sup>th</sup> Street TOD Corridor Plan (City of Cleveland, 2014).

<sup>37</sup> 4ward Planning, Inc., *NOACA TOD Study: Financial Feasibility of Key Sites* (2017).

<sup>38</sup> <http://www.freshwatercleveland.com/devnews/buckeyesquare091814.aspx>.

<sup>39</sup> See footnote 15 on page 12.

***New Market Tax Credits and other community investment funds.*** With respect to the broader challenges facing development in an economically distressed community, the use of below-market financial incentives will be critical. Greater Cleveland has made extensive use of the federal New Markets Tax Credit (NMTC) program to support both commercial and residential development. NMTC uses the tax code to induce individuals or corporations to invest in low-income communities through local bodies called Community Development Entities (CDEs) which apply to the US 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, to 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).<sup>40</sup>

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 \$780 million in private investment. Their larger portfolio, including NMTC as well as other investment funds, includes 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 many on the east side.<sup>41</sup> 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.<sup>42</sup>

Both Cleveland Development Advisors and ESIC Realty Partners were NMTC participants in the St. Luke's project. Two of the other key partners are now headquartered there: the St. Luke's Foundation, a guiding force in the project, and Cleveland Neighborhood Progress, which co-developed it through its community development subsidiaries.

***Low-Income Housing Tax Credit.*** The LIHTC, allocated by the Ohio Housing Finance Agency, is the largest driver of affordable housing production in Ohio. Recent awards include a number of family and senior projects in transit locations, including the senior housing component of St. Luke's. LIHTC was also a key piece of the financing jigsaw puzzle for Buckeye Square, for which the financing consortium was led by Enterprise Community Partners, the parent organization of ESIC Realty Partners.

In short, there is a wealth of experience in successfully using federal tax code-based incentives for commercial, residential, and mixed-use development—not only in Cleveland generally, but in the core of the E. 116<sup>th</sup> Street Station Area. While the individual infill opportunities identified in this report are not as large or complex as the St. Luke's redevelopment, any or all may need the support of the community development investment network and the availability of incentive-based capital to achieve the critical combination of a motivated owner and an interested developer. The CDCs and Cleveland Neighborhood Progress should explore, with Cleveland Development Advisors and ESIC Realty Partners, the creation of a pool of debt and equity to support infill TOD in the E. 116<sup>th</sup> Street Station Area.

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<sup>40</sup> The NMTC website: <https://www.cdfifund.gov/programs-training/Programs/new-markets-tax-credit/Pages/default.aspx>. The State of Ohio has its own NMTC, a companion to the federal program ([http://development.ohio.gov/cs/cs\\_onmtcredit.htm](http://development.ohio.gov/cs/cs_onmtcredit.htm)).

<sup>41</sup> See <http://www.clevelanddevelopmentadvisors.com>;  
<http://www.clevelanddevelopmentadvisors.com/~//~/media/CDA/NewsAndMedia/CDA-Investor-Update-2016-WEB.ashx>.

<sup>42</sup> <http://www.enterprisecommunity.com/financing-and-development/nmtc/portfolio-and-approach/part-two#ohio>

## 6 Community Engagement

### 6.1 Stakeholder Input to this Report

In the fall of 2016, Burten Bell Carr Development Corporation and Buckeye Shaker Square Development Corporation hosted two stake holder meetings in the Burten Bell Carr offices at 7201 Kinsman Road. The meetings were held on September 30, 2016, and December 2, 2016, and were attended by each CDC's Executive Director and staff persons; NOACA's TOD Project Manager and consulting team; RTA's Director of Programming and Planning; and Cleveland City Planning. The background, perspective, and suggestions provided at these meetings were indispensable to the preparation of this report, and the key ideas presented here were initially discussed at the December 2 session.

### 6.2 An Engagement Strategy Going Forward

To advance TOD in the E. 116<sup>th</sup> Street Station Area, NOACA, the CDCs, 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 series of catalytic infill developments which could occur along E. 116<sup>th</sup> Street between the Rapid station and Buckeye Road (see Section 4 of this report);
- to create a broader, shared vision of TOD fueled by the Blue and Green Lines and by bus service on Buckeye Road, and its potential benefits throughout the neighborhood. These include new investment, housing, and jobs within the community; more convenient and affordable work commutes; a strengthened commercial spine along Buckeye Road and a true mixed-use neighborhood center clustered around the Rapid station; additional medical offices in convenient, accessible locations; strengthened connections between the neighborhood's many medical, civic, educational, and senior institutions and the community at large; and an enhanced ability for residents entering retirement to age in place.

With support from public, private, and community leaders, NOACA, the CDCs, the City, and RTA can 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 community around TOD; these are described in the Approach section below.

To begin the public engagement process, NOACA could work with the CDCs, the City, and RTA to create and disseminate a neighborhood-specific TOD brand and logo. This should be made public and recognizable in the Woodland Hills/Buckeye-Shaker 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 E. 116<sup>th</sup> Street Station Area—part of the Woodland Hills/Buckeye Shaker neighborhood—is served by the RTA Green and Blue Lines and by bus routes on Buckeye Road and E. 116<sup>th</sup> Street/Martin Luther King Drive. It is framed by University Circle and the emerging Opportunity Corridor to the west and Shaker Square to the east. The mostly retired age group (75+) is the fastest

growing segment of the population, followed by high-school and college-age, older empty nesters (also known as the aging-in-place population), late-stage families, and early-stage families.<sup>43</sup>

A successful TOD strategy will have the largest impact on the following three groups: families, commuters, and seniors (based on our market analysis). Housing will likely appeal to families and college-age residents; medical offices and more diverse retail will likely appeal to all populations. The E. 116<sup>th</sup> Street half-mile station area has a significantly larger percentage of daily transit users than the City as a whole (15% versus 10%); all residents who commute or regularly take public transit (including high-schoolers) will be affected by development at the Rapid station and on Buckeye Road. The following represent potential partners and locations with which to engage these key stakeholder groups:

**Table 8: Community Engagement Partners and Locations**

Public Spaces
Cleveland Public Library, Harvey Rice Branch
Slovak Institute Library
Domestic Violence & Child Advocacy Center
Kenneth L. Johnson Recreation Center
Zelma Watson George Recreation Center
Cleveland Foster Grandparent Program (community center)
Moreland Theater
RTA Rapid Stations: E. 116th, Buckeye-Woodhill, Shaker Square
RTA Bus Stops: Buckeye Road, MLK Drive/E. 116 <sup>th</sup> Street
Schools
Harvey Rice Elementary School
Sunbeam School/Jesse Owens Academy
The Intergenerational School (Breakthrough School)
Cleveland Arts & Social Sciences Academy
Phoenix Village Academy
HBCU Preparatory School
Lerner School for Autism (Children’s Hospital)
Benedictine High School
Hope Academy Cathedral Campus
George Voinovich Reclamation Academy
CEOGC: Buckeye Head Start
St. Mark Head Start Center (day care)
Community Organizations and Centers
Buckeye Shaker Square Development Corporation
Burten Bell Car Development Corporation
St. Luke’s Foundation
Cleveland Neighborhood Progress Inc
Cuyahoga Metropolitan Housing Authority Woodhill Community Center
Boys and Girls Clubs of Cleveland

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

<sup>43</sup> 4ward Planning, Inc., NOACA TOD Market Analysis (February 3, 2017).

Communication with Business and Property Owners. The E. 116<sup>th</sup> Street station area includes numerous and diverse retail businesses, located along Buckeye Road, E. 116<sup>th</sup> Street, and, at the northern edge of the station area, Larchmere Road. Just beyond the half-mile station area to the east is Shaker Square. There are also local office buildings, including medical offices associated with Children’s Hospital and the area’s health clinics. These business and property owners are key stakeholders in any TOD plan, not only because they are potentially impacted by new customers, suppliers, or competitors, but because in an infill environment like this one, new TOD (including almost all of the development in the proposed catalyst project) will occur on private property with owners who choose to proceed in this direction.

It will be imperative for NOACA and the CDCs to initiate and maintain communication with the local business community on an on-going basis. While business and property owners are welcome to participate in the general community outreach effort described below, it will also be appropriate to hold business-focused meetings from time to time.

Establishing an Understanding of TOD. An essential early step is to “demystify” TOD and explain its benefits. Once NOACA, the CDCs, 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 goal should be for 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, the CDCs, 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**

<b>Traditional Strategies</b>
<ul style="list-style-type: none"> <li>• Hold community meetings or other informational/social events such as luncheons or dinners.</li> <li>• Distribute information via traditional media such as newspapers and community newsletters.</li> </ul>
<b>Non-Traditional Strategies</b>
<ul style="list-style-type: none"> <li>• Establish a webpage to disseminate information and engage the public.</li> <li>• Utilize social media platforms (e.g., Instagram, Twitter, Facebook, etc.).</li> <li>• Use interactive message boards in public spaces for targeted feedback.</li> <li>• Where permitted, disseminate information to families through schools.</li> <li>• 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.).</li> </ul>

At a series of initial meetings/workshops with the community, general feedback, risks/issues, opportunities, and opinions should be shared and received. NOACA, the CDCs, 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 the CDCs 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 the CDCs 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.