

# GROUP PLAN COMMISSION

**FEBRUARY 10, 2011**

## **Group Plan Commission**

Anthony Coyne, Group Plan Commission, Chair

David T. Abbott, Planning and Urban Design, Chair

Paul Clark

Jennifer Coleman

Paul Dolan

Dan Gilbert

Mike Holmgren

Kathryn Lincoln

Henry Meyer III

Douglas Miller, Governance and Implementation, Chair

Don Misheff, Finance, Chair

Albert Ratner

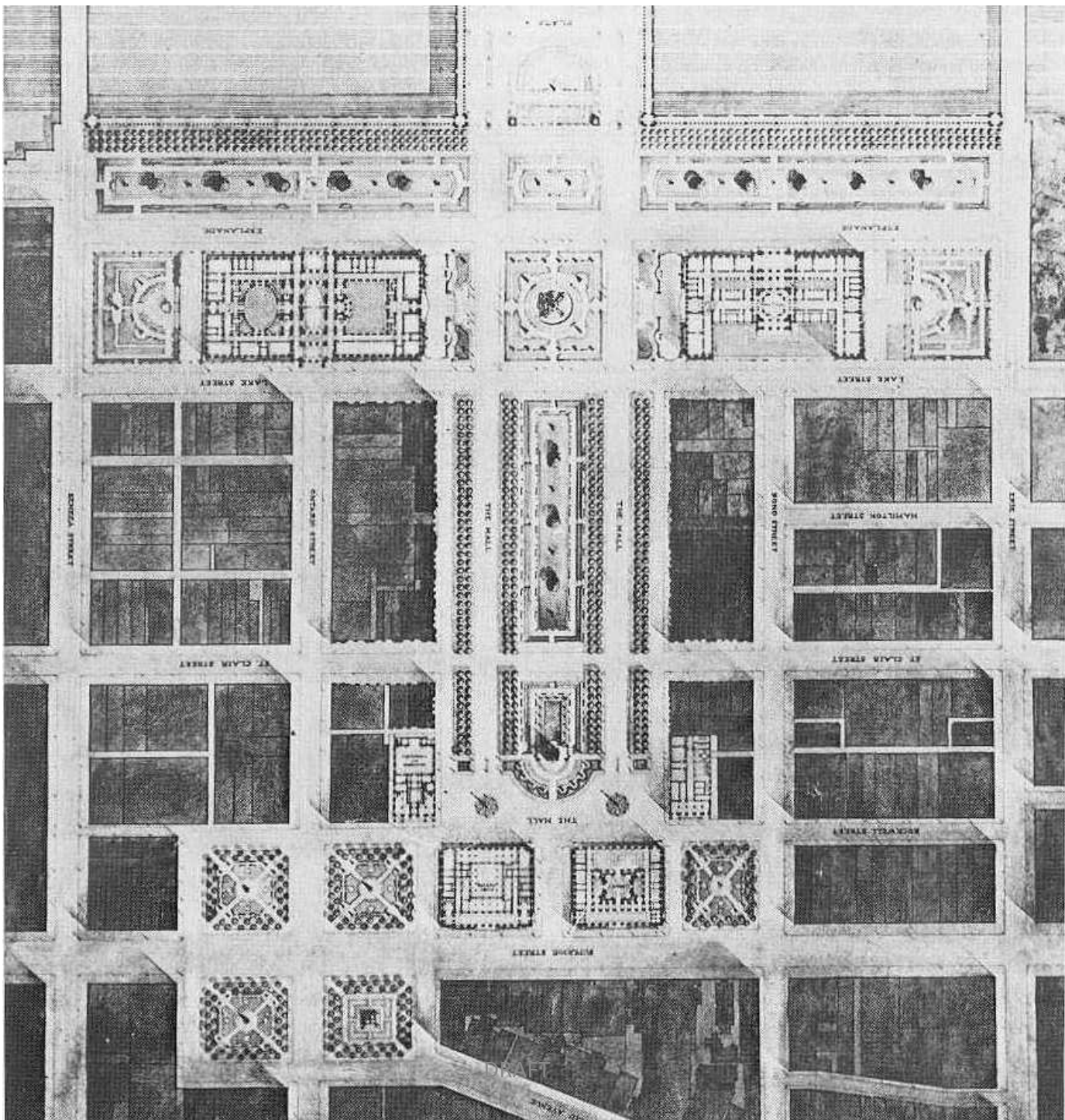
Ronn Richard

Eugene Sanders

Felton Thomas, Public Participation and Community Engagement, Chair

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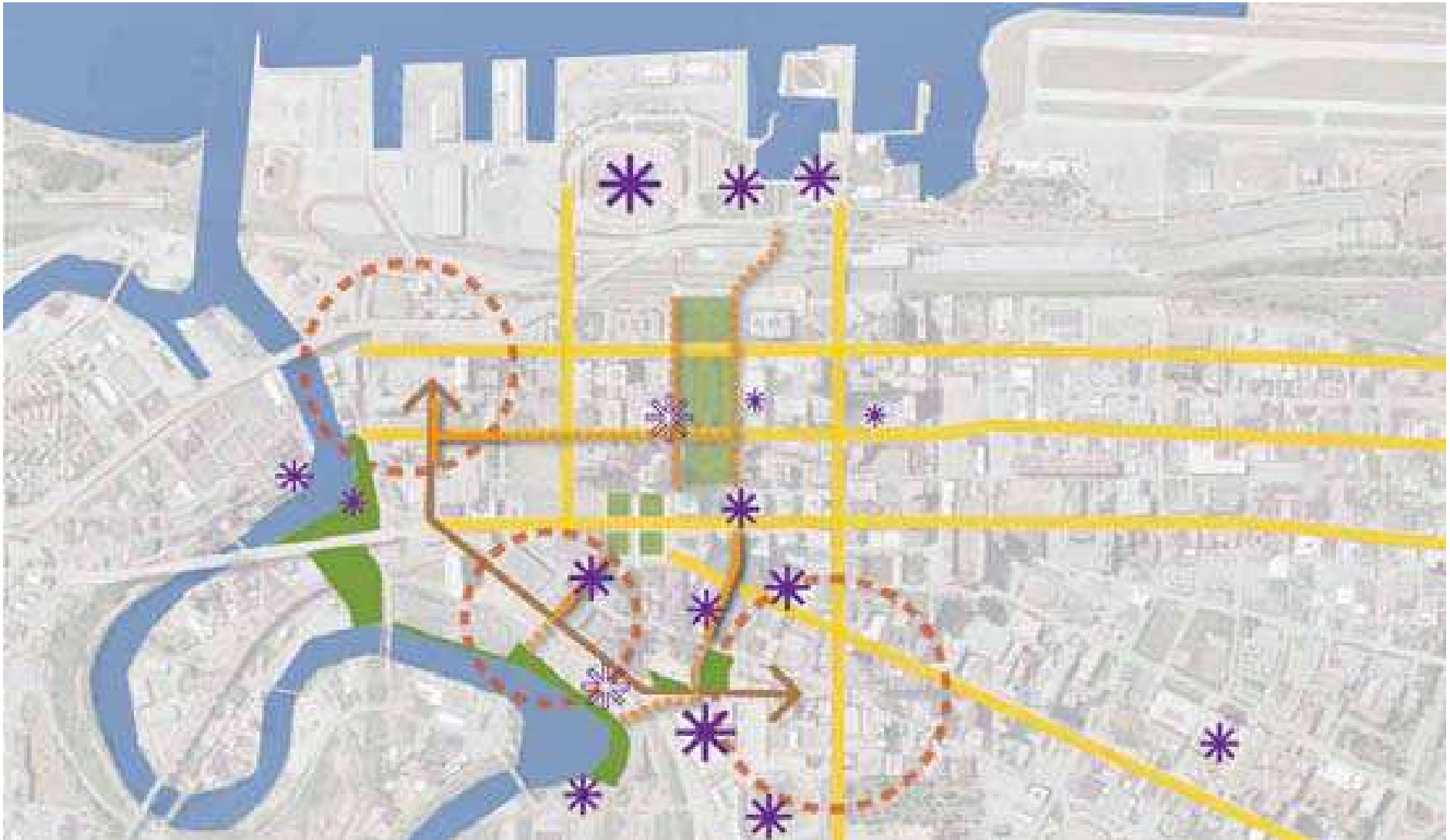




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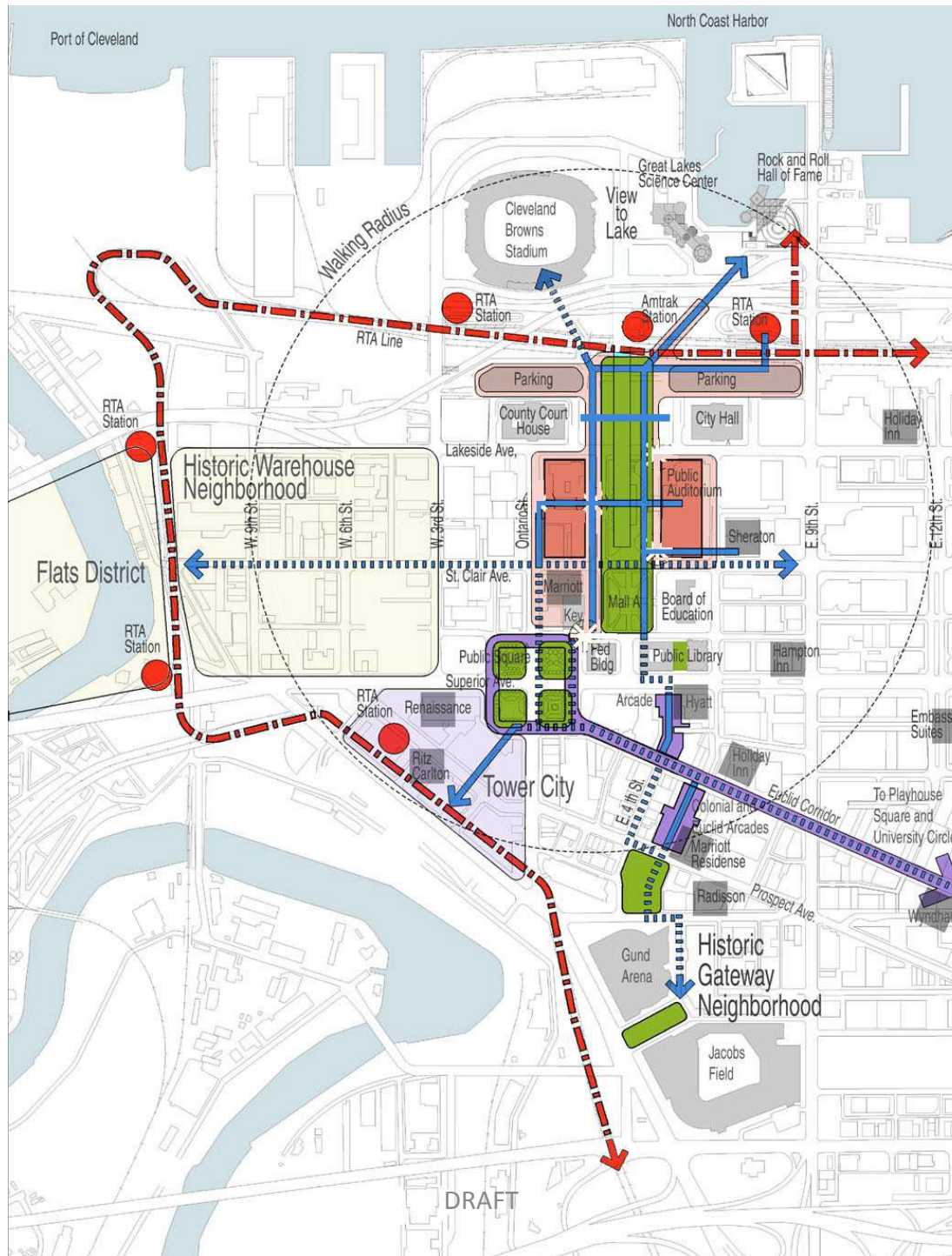


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# GROUP PLAN COMMISSION

PLANNING + URBAN DESIGN WORKING GROUP

RECOMMENDATIONS

PRESENTED: FEBRUARY 10, 2011

P+UD MEMBERS:

DAVID T. ABBOTT, CHAIR

JENNIFER COLEMAN

TONY COYNE

LEN KOMOROSKI

KATHRYN LINCOLN

DOUG MILLER

TERRY SCHWARZ



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## EXECUTIVE SUMMARY

The Planning + Urban Design Working Group was charged with identifying the physical projects and policy recommendations needed to create a vision for a unified downtown that would capitalize on the current development agenda and spur more growth. The group was tasked with identifying projects that would:

- Create a connection between the downtown core and the lakefront
- Enhance The Mall (A, B & C) beyond the scope of the baseline plan to be built as a part of the Medical Mart and Convention Center project and rebrand this center of our community as “The Mall”
- Catalyze Public Square
- Create connections between developments

**The Working Group engaged professional design consultants, the local design community and studied previous efforts that focused on Public Square to develop its priority recommendations. These are:**

- A Pedestrian Bridge from The Mall to the Great Lakes Science Center
- The transformation of Public Square
- The creation of ‘Healthy Streets’ designed sustainably to create vital east/west connections, while easing the connection between the three Plazas which make up The Mall.
- Turning East 3<sup>rd</sup> Street into a gateway to The Mall from Superior Avenue
- A water feature on Plaza C (aka Mall C)
- Event Infrastructure and support throughout The Mall
- A pavilion with restrooms, concessions on Plaza C (aka Mall C)
- Dramatic lighting of The Mall, its promenades and adjoining building facades
- Urban Rooms that create activity and intimate spaces along the Mall
- The restoration of Summit Avenue as a green bluff behind City Hall and the County Courthouse

**In addition, the Working Group recommends:**

- The creation of a Mall District and use of the “The Mall” rather than Malls A, B + C and assign naming rights to these components
- A strong emphasis on pedestrian and bicycle amenities
- The development of ongoing programmed and daily activities
- Distinguishing between our three primary open spaces: Public Square, The Mall, Lakefront
- Undertaking a planning process to develop ideas for permanent public art on the Mall

## INTRODUCTION

The agenda for the **Planning + Urban Design Working Group** was challenging. The work of the group was to identify those projects that would create a unified downtown, connecting the massive developments that would pump **\$2 billion into downtown** over the next several years and, in so doing, also set the plate to attract even more development, **catalyzing continued growth and rejuvenation**. Ample documentation exists of Cleveland's ability to invest in civic projects of impressive scale – stadiums, arenas and museums – without putting equal emphasis on **investing in the connective tissue** that creates the city as place – a destination in and of itself. The timing of the current massive development agenda presents a **generational and transformational opportunity** to leverage this investment and respond with a clear articulated vision of a city defined just as much by its public spaces, its connections and its character as the buildings within it. **The Group Plan Commission was formed by Mayor Frank Jackson in recognition of this once in a lifetime opportunity.**

**Specifically, the Planning + Urban Design Working Group was charged with identifying projects that would:**

- Create a connection between the downtown core and the lakefront
- Enhance The Mall beyond the scope of the baseline plan to be built as a part of the Medical Mart and Convention Center project
- Catalyze Public Square as an attractive, sustainable, green and extraordinary public park in the heart of our City
- Create connections between developments

## **MEMBERSHIP + STAFFING**

The Planning + Urban Design Working Group was comprised of seven official members, six of whom are members of the Group Plan Commission. Additional participation in the Working Group was provided by a core group of staff from public sector and nonprofit partners.

### **Members:**

David T. Abbott, Chair

Jennifer Coleman

Tony Coyne

Len Komoroski

Katherine Lincoln

Doug Miller

Terry Schwarz (Cleveland Urban Design Collaborative)

### **Staff Participants:**

Bob Brown (City Planning Commission)

Linda Henrichsen (City Planning Commission)

Debra Janik (Greater Cleveland Partnership)

Lillian Kuri (The Cleveland Foundation)

Joe Marinucci (Downtown Cleveland Alliance)

Barb Shergalis (Cuyahoga County)

Ann Zoller (ParkWorks)

### **Additional Participants**

Greg Peckham (Cleveland Public Art)

Ryan Grommes, Dave Johnson (MMPI)

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## THE PROCESS

The Planning + Urban Design Working Group used a multi-pronged approach to develop recommendations for its consideration.

### Engagement of Professional Design Team

It was determined that the services of both an **urban planning and landscape architecture firm** were needed to develop an overarching vision for downtown and specific projects that would achieve this vision. Wanting to achieve project efficiencies, a decision was made to engage a combined team of **LMN Architects** and **GUSTAFSON GUTHRIE NICHOL landscape architects**, both of Seattle. Both firms are the lead design firms for the Medical Mart / Convention Center and both are of the **best in the world in their respective fields**. Engaging this team allowed for much needed coordination between the work being done as part of the Medical Mart / Convention Center and the scope of the work of the Group Plan.



## **THE PROCESS: Local Design Community Charrette**

The Planning + Urban Design Working Group believed it was a priority to **create a genuine opportunity for significant participation by the local design community**. To that end, Kent State University's Cleveland Urban Design Collaborative (CUDC) was contracted to facilitate a day-long charrette. The event was conducted in partnership with the local chapter of the American Institute of Architects (AIA). **More than 80 local design professionals participated** in a spirited eight-hour session on November 30<sup>th</sup> at the Cleveland Public Library. The LMN/GGN team had prepared preliminary analysis in advance so that the work resulting from the charrette would reflect the work done to date and that the **recommendations from the charrette would influence the ongoing work of LMN/GGN**.

*A copy of the findings from the charrette is included as Appendix A.*

## **THE PROCESS: Integration of Public Square Design Process**

In 2009, ParkWorks and Downtown Cleveland Alliance together facilitated a stakeholder driven process to consider transformational design solutions for Public Square. The object of this process was to create a vision for Public Square with the potential to transform it from its current dysfunctional state to one that would spur adjacent development and create a potentially iconic anchor space for downtown. With this process in mind, the scope of the Group Plan Commission was strategically intended to integrate this effort, so that consideration of improvements to The Mall could be considered in the context of a vision for Public Square. As part of its deliberations, the Planning + Urban Design Working Group conducted a thorough review of the 2009 process. James Corner Field Operations of New York had been engaged in partnership with the CUDC as the design team for this effort. It is the work of this team that is reflected with recommendations for Public Square.

## **THE PROCESS: Engagement of Other Partners**

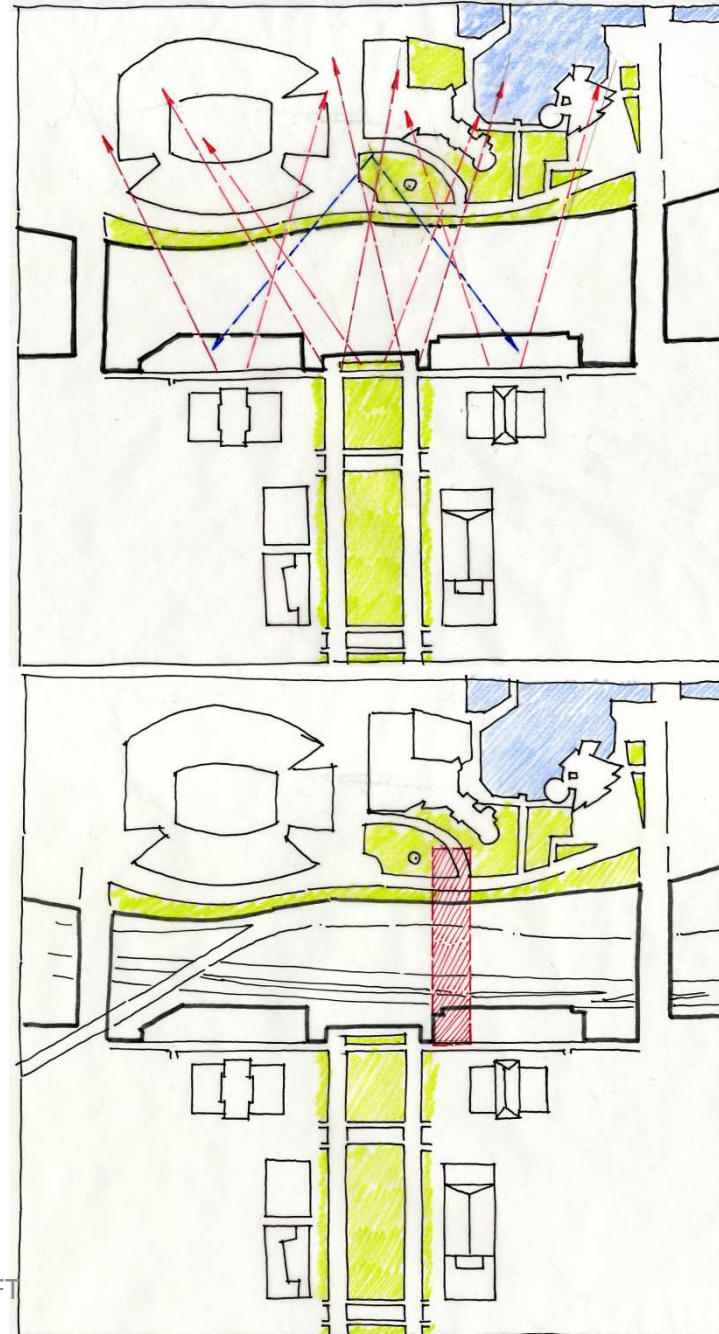
Throughout its work, the Planning + Urban Design Working Group engaged other partners as necessary. Key among these were RTA, MMPI and Cleveland Public Art. In addition, the group carefully considered the findings of the Governance Working Group related to programming and use of The Mall.

## **Review + Prioritization of Recommendations**

A **matrix of all recommendations** generated from the LMN/GGN team, the CUDC / AIA charrette with local design professionals, the Public Square process and Governance Working Group was created. Members and staff participants of the Planning + Urban Design Working Group went through an **extensive process** to consider and **rank the priorities**. The recommendations in this report reflect that process.

Creating a pedestrian connection to the lakefront from The Mall can spur development on the lakefront and around The Mall. A pedestrian bridge is envisioned from the eastern promenade coming from The Mall that will touch down in proximity to the eastern end of the Great Lakes Science Center.

In the short term, improvements to the existing bridges on East 9<sup>th</sup> and West 3<sup>rd</sup> Streets can improve connectivity.



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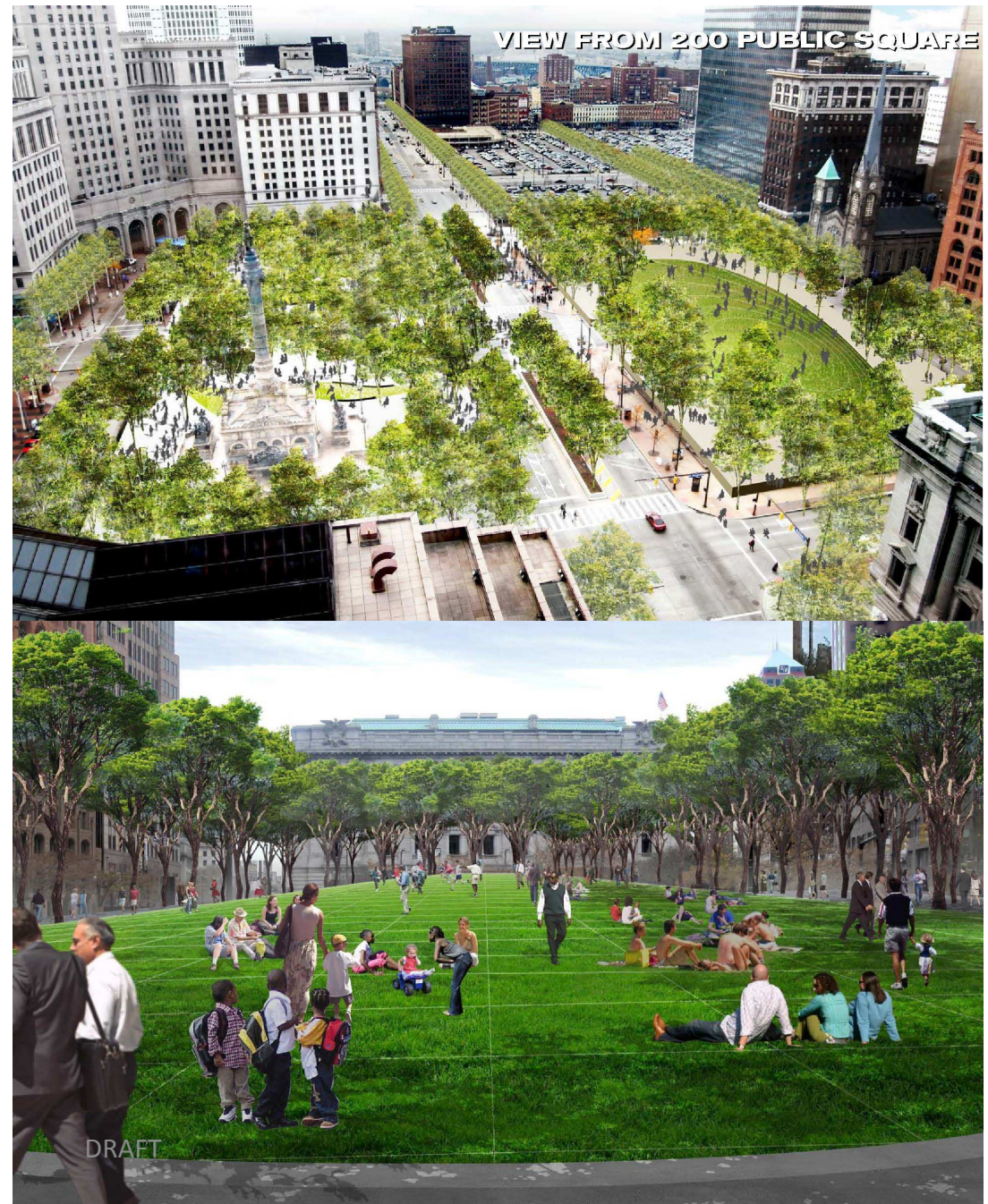
## BIG IDEAS

## TRANSFORM PUBLIC SQUARE

Public Square is the heart of downtown. Transforming Public Square into a vital, urban meeting ground can have catalytic effects on development – not only connecting the Casino and Medical Mart but serving as a green meeting ground that connects East 4<sup>th</sup> Street and the Gateway District to the Warehouse District and the Flats.

The recommended vision for Public Square emphasizes people and place, rather than cars. Ontario Street would be closed and Superior Avenue would remain open for transit traffic only. The baseline for this vision exists with work started in 2009 with James Corner Field Operations and the “Forest It” plan.

It is recommended that this plan be further developed to maximize the connection to The Mall and the diagonal site line from Plaza A (aka Mall A) to Terminal Tower. However, a thorough traffic analysis should also be undertaken to ensure that this bold vision is undertaken in a way that facilitates the successful flow of people, cars and buses.



## BIG IDEAS

## HEALTHY STREETS: ROCKWELL, ST. CLAIR, LAKESIDE + SUPERIOR

Critical East / West connector streets such as Rockwell, Superior, St. Clair and Lakeside Avenues should be showcased as Healthy Streets. Rockwell Avenue in particular can be Cleveland's Green Street showpiece, a visually striking spine that connects Public Square to The Mall.



District sidewalk improvements: permeable paving, generous pedestrian crossings, and LED lighting.



Develop East 3<sup>rd</sup> Street, between Ontario + Rockwell, as a strong gateway connection between downtown's vibrant arcades and pedestrian streets and The Mall.

The space can be imagined filled with light at night. Suspended lighting installed overhead between the buildings can reference and continue the legendary arcade system and transition into the grand open space of The Mall. Combined with the recommended facade lighting for the Group Plan buildings, the space becomes a landmark at night. Consider a reflecting pool (warm seasons) anchoring the space at ground level with the ability to become a skating rink in the winter.

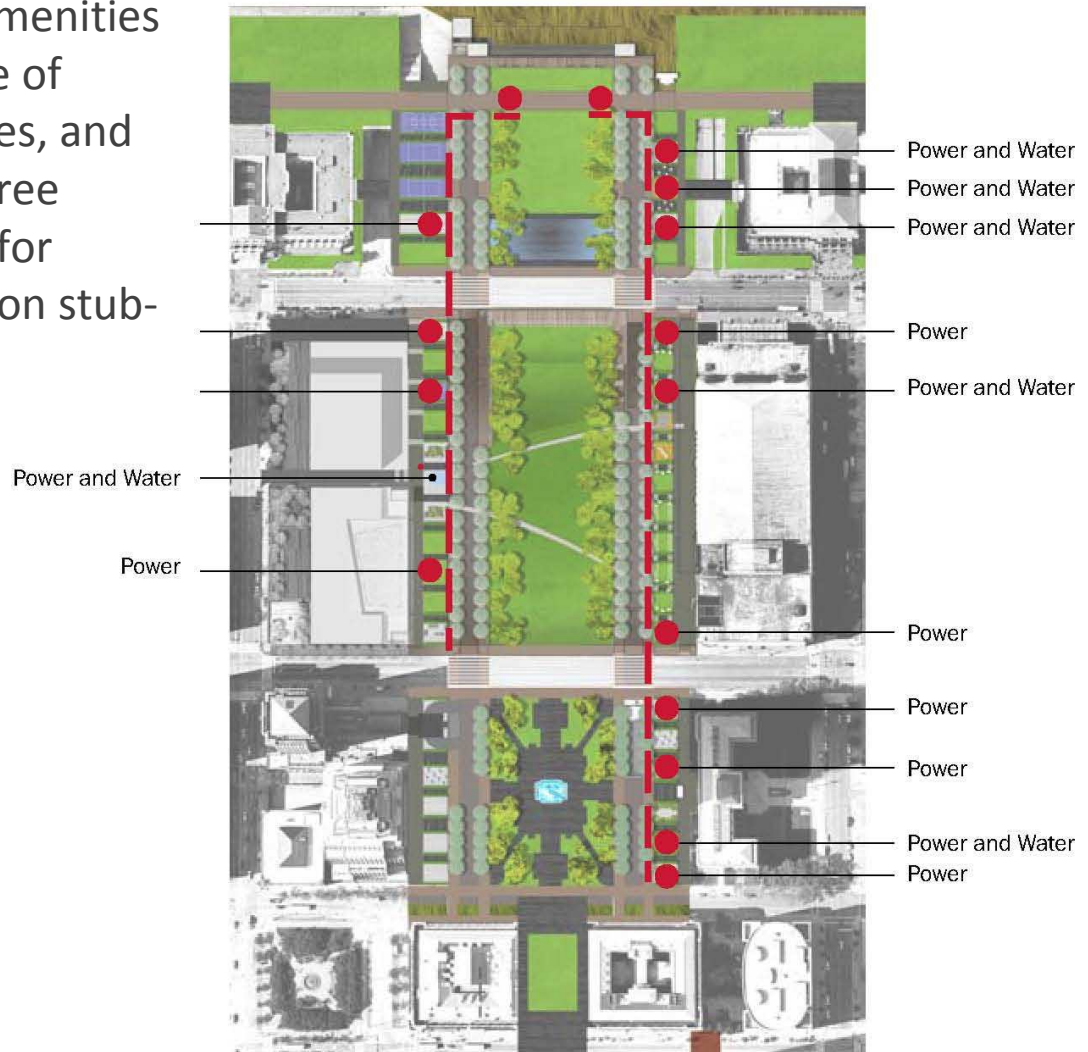
A grand, shallow (child-friendly) water feature on Mall C along the central axis between the Promenades, reflecting the sky and lake and drawing summertime activity through The Mall is recommended. The water feature should be elegant yet inviting and comfortable for children and their parents to play in, picnic around, and find both shade and sun. The location marked '2' is recommended.



Potential Fountain Locations

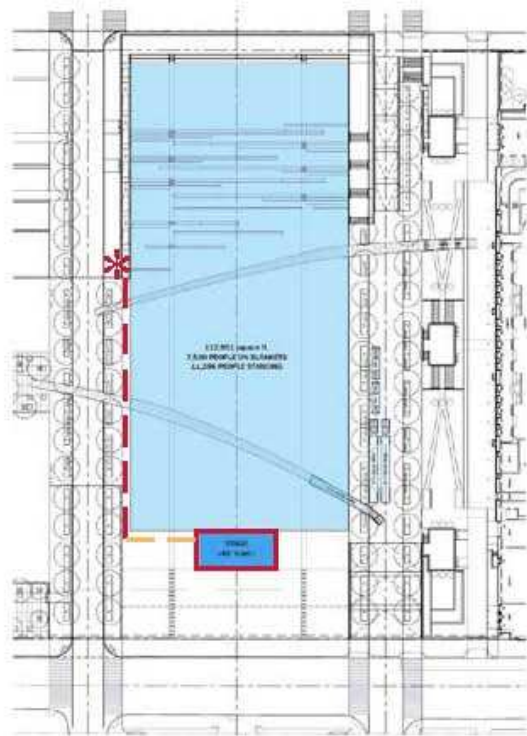


Provide infrastructure and amenities to increase flexibility and use of urban rooms and promenades, and to minimize disturbance to tree roots: conduit and stubouts for electricity and water, irrigation stubouts, tent tie-downs, Wi-Fi .

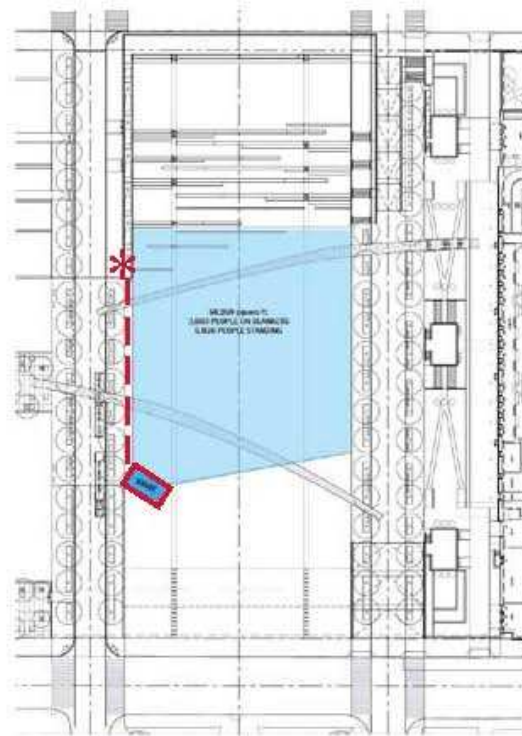


Power and Water Requirements Associated with Urban Room Programming.

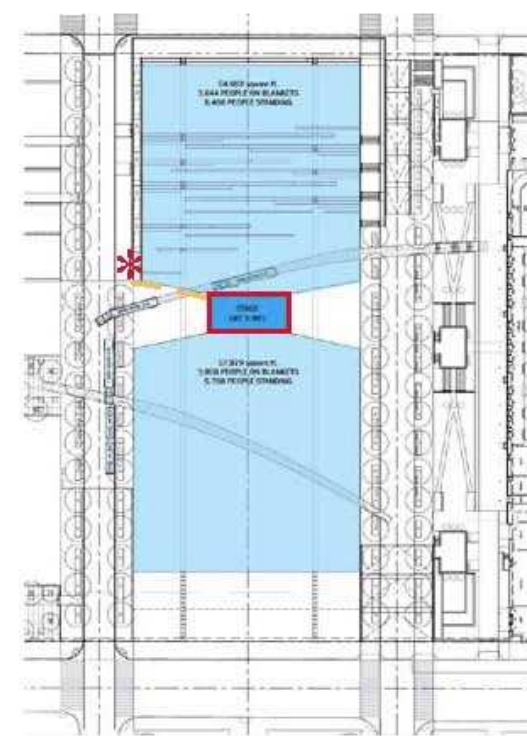
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STAGING OPTION 1



STAGING OPTION 2



STAGING OPTION 3

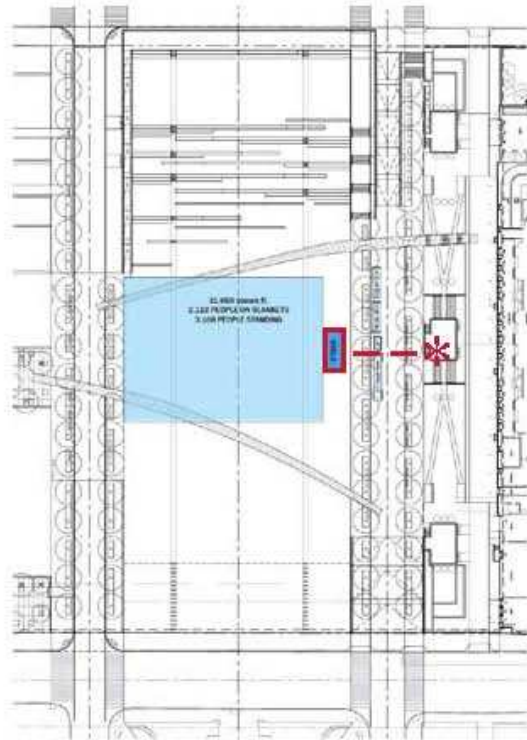
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\* Power source (provided in Medical Mart and Convention Center Project)

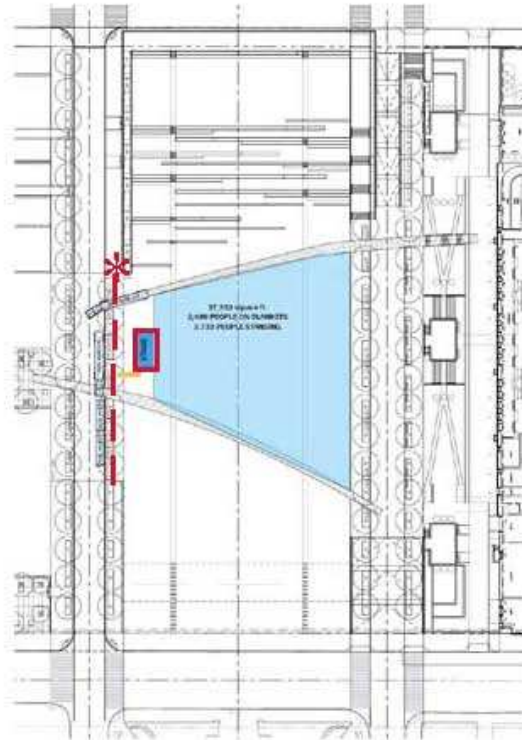
--- Additional Hard-line Connection: Below-Ground Power Connection with Conduit

--- Temporary Above-Ground Power Connection Provided with Staging Set-Up

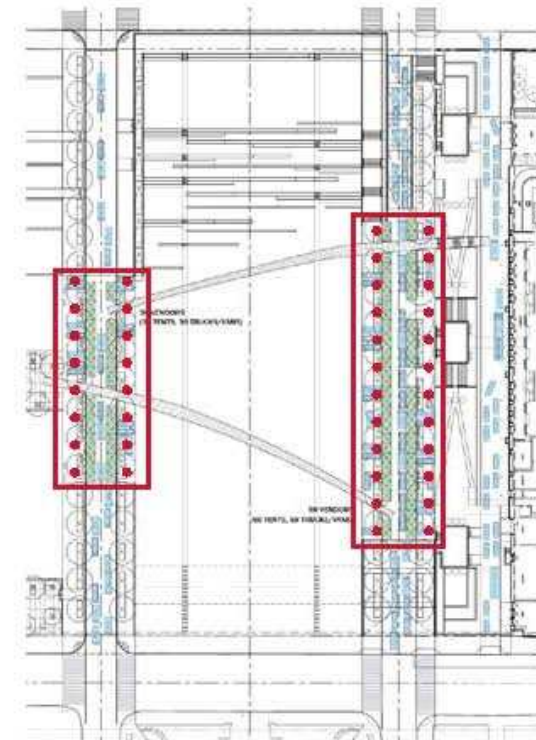
••••• Junction Box



STAGING OPTION 4



STAGING OPTION 5



MARKET TENT SCENARIO: Outlets

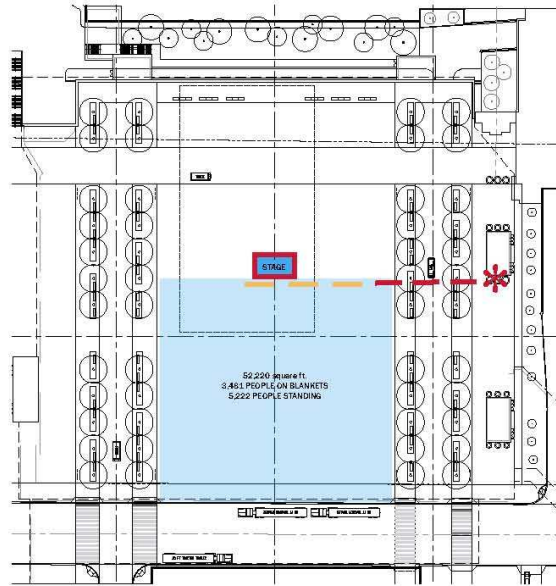
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\* Power source (provided in Medical Mart and Convention Center Project)

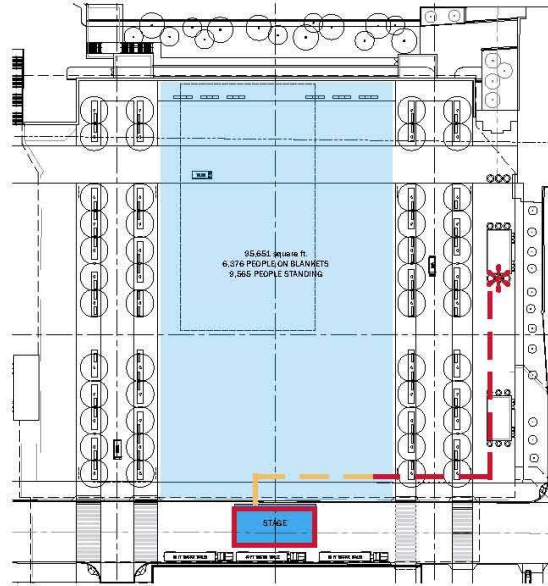
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--- Temporary Above-Ground Power Connection Provided with Staging Set-U

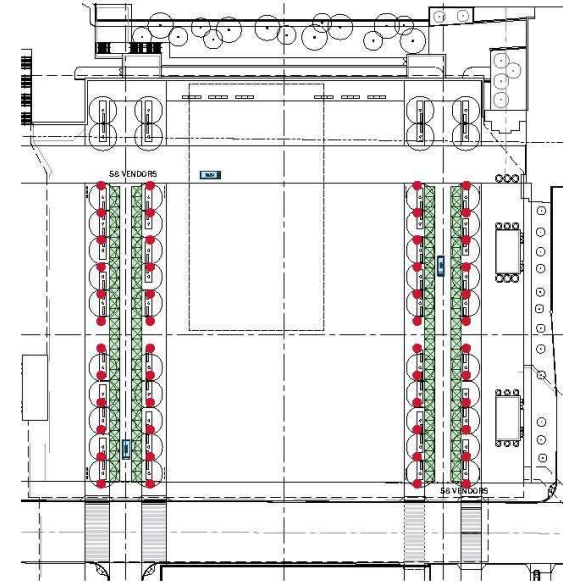
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STAGING OPTION 1



STAGING OPTION 2



MARKET TENT OPTION: Outlets

Key

\* Power source  
(provided in Medical Mart and  
Convention Center Project)

--- Additional Hard-line Connection: Below-Ground Power Connection with Conduit

- - - Temporary Above-Ground Power Connection Provided with Staging Set-Up

• • • • • Junction Box

On Mall C, provide a pavilion with amenities including restrooms, concessions and cafe kitchens, interior seating, sports equipment rental, and maintenance storage. Provide strong indoor-outdoor connections to adjacent urban room patios for picnics, gathering, and preparations before sports events. Location 1 is recommended for the pavilion.

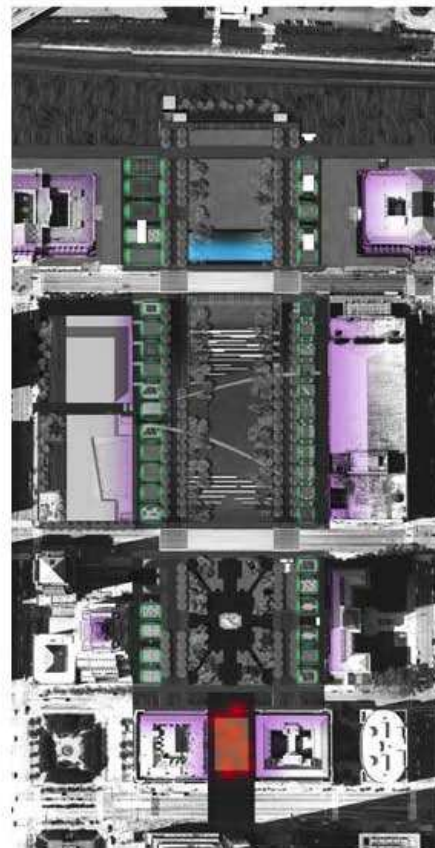


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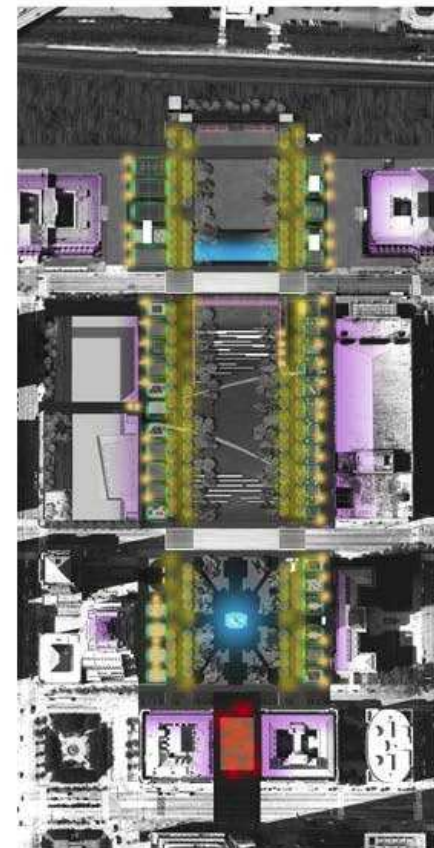
Light The Mall dramatically, in three ways: 1) wash the facades all the way around The Mall, including all four sides of City Hall, Courthouse, Post Office, and Library, with monumental facade lighting. 2) line the edge of each “activity room” between the east-west walkways as a square of bright color, until the entire Mall is lined on both sides with playfully colored, glowing squares of activity at night. 3) in keeping with the overall district lighting upgrades, relamp these signature “streets” with LED lights that are representative of the Mayor’s Initiative for LED lighting.



Baseline lighting provided as part of Cleveland Medical Mart and Convention Center Project



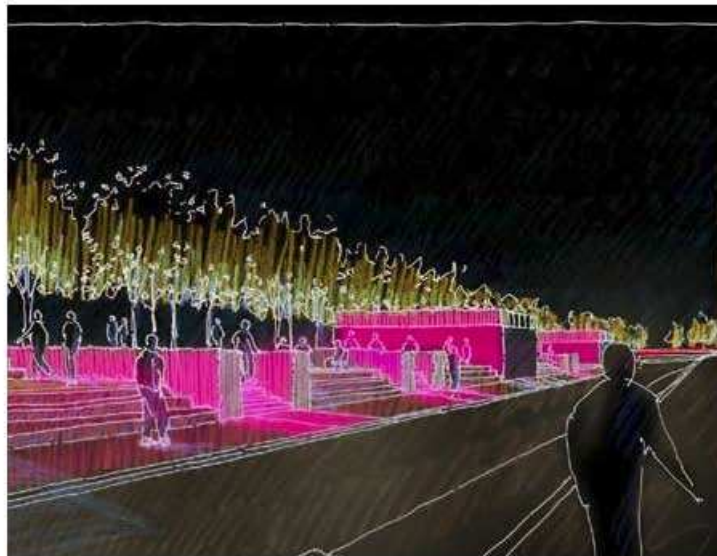
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Complete lighting scheme with both baseline and additional lighting.



Precedent Image 1: Theatrical overhead lighting at Kreielsheimer Promenade at McCaw Hall (by LMN and GGN), similar to Third Street proposal.



Lighting at the edge of urban rooms with more vertical emphasis.

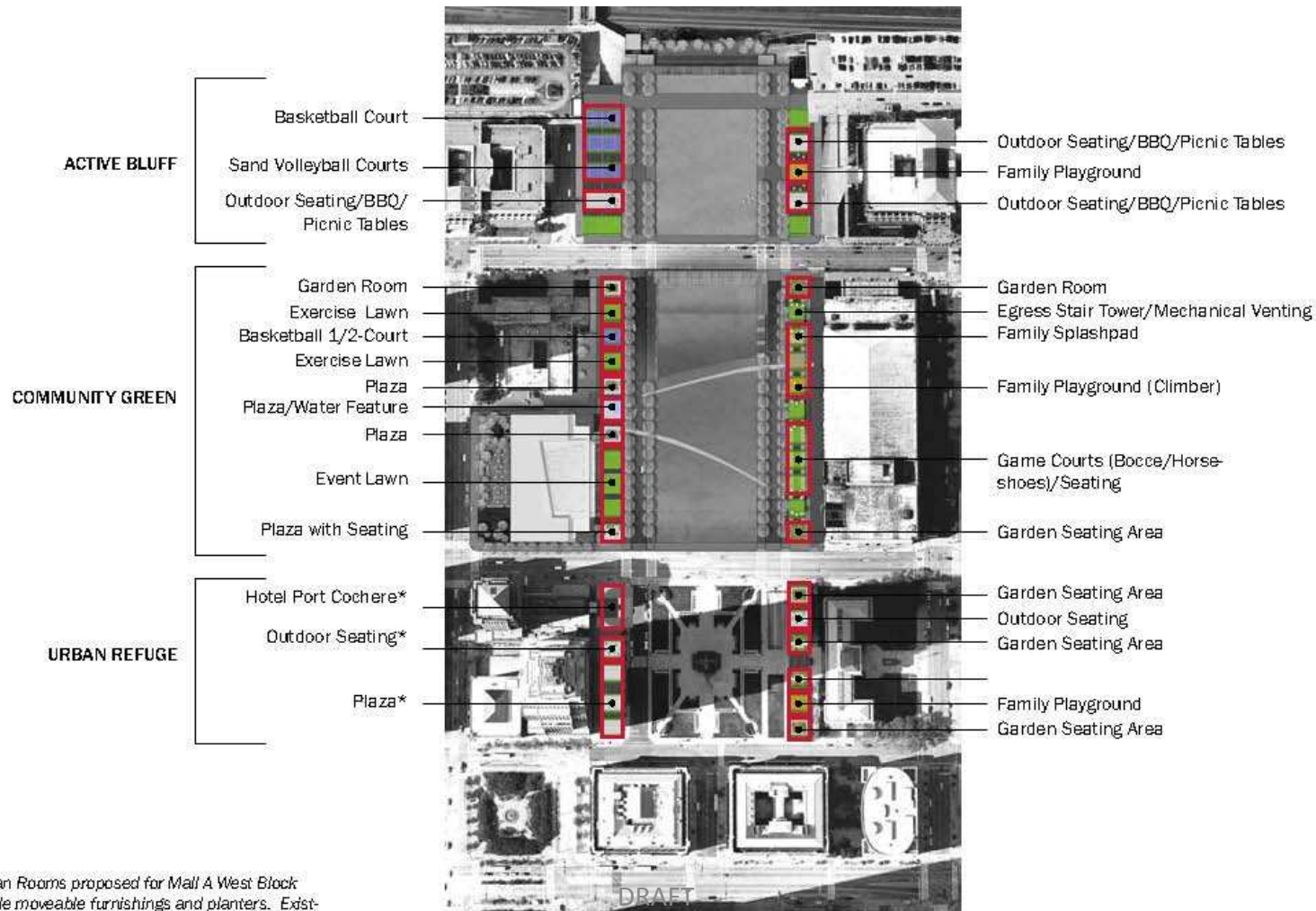


Precedent Image 2: Lighting the underside of urban room frames will provide emphasis similar to that at the Kogod Courtyard, Smithsonian American Art Museum and National Portrait Gallery (by GGN with Foster and Partners)

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The concept of urban rooms that create places for both intimate and structured opportunities on The Mall is worth further exploration. Immediate recommendations include a spray park on Plaza B (aka Mall B), further exploration of Sports Courts for traditional recreation on Plaza C (aka Mall C) and an elaborate garden as an urban room, where the garden is a work of public art.

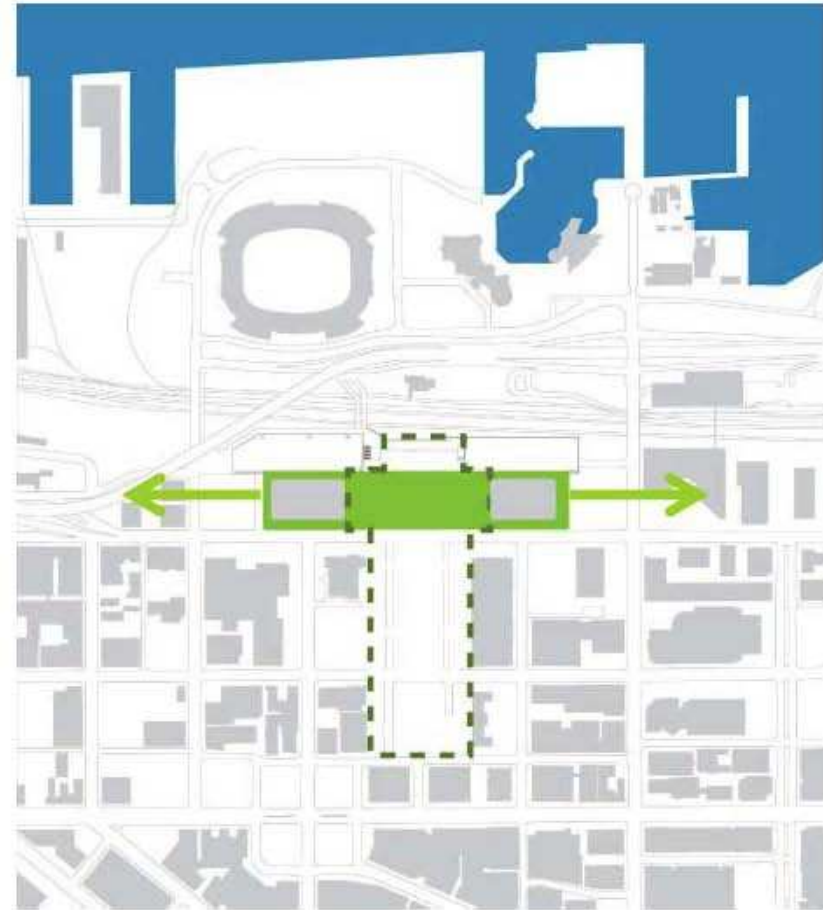
Activate the spaces between them with art, play features, and furnishings in a modular manner as finances allow.





Unify the Experience atop the Bluff Edge with a continuous, green esplanade, and restored promenade on historic Summit Avenue.

Create a grand yet comfortable planted base for the City's architectural treasures. Replace paving and the roads north of Lakeside Avenue that surround the base of City Hall and the Courthouse with planting that is coordinated with the new summit walkway and bluff grasses at the new Lakeside Park. At Summit Ave. provide a broad walkway with trees, site furnishings and lighting that does not compete with or obstruct views to the lake.



- Change name from Malls A, B + C to The Mall with individual Plazas therein and name the urban rooms as well
- Emphasize Pedestrian / Biking Amenities
- Creation of a Mall District
- Create a character for The Mall
  - Plaza A (aka Mall A) as urban extension of Public Square
  - Plaza B (aka Mall B) as missing ground of formal and informal activities
  - Plaza C (aka Mall C) as more informal active recreation space
- Support programmed and Daily Activities
- Distinguish three primary open spaces: Public Square, The Mall, Lakefront
- Support a process for Public Art planning

## OTHER SUPPORTED RECOMMENDATIONS

- Repair pedestrian connections and intersections
- Addition of shade trees along Promenades into Plaza A (aka Mall A)
- Cleveland Tree Gallery – wells for shade trees on Plaza C (aka Mall C)
- Provide sculpture locations
- Provide a small permanent plug + play stage
- Develop the County Administration site
- Encourage potential development of the Board of Education Building
- Moveable furnishings
- Built in sound system
- Waterhopping concept from the AiA/ASLA/CUDC charrette

## BUDGET SUMMARY

### Big Ideas for Downtown

Public Square	\$40 Million
Healthy Streets / Rockwell, St. Clair, Superior	6
East 3 <sup>rd</sup> Street	2.75
Bridge to the Lakefront	13
Improve existing bridges in short term	1.6

### Big Ideas for the Malls

Water feature on Mall C	2.8
Infrastructure / Event Amenities / Wi Fi for urban rooms	1.75
Pavilions with restrooms, concessions, etc.	.775
Light the Mall in 3 ways	1.3
Urban Rooms	3 – 5
Summit Walkway and Bluff	12
Public Art	3

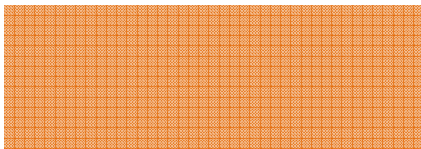
**TOTAL** **\$87.6 – 89.6 Million**

## APPENDIXES

- A. AiA/ASLA/APA/CUDC Charrette Booklet
- B. GGN / LMN Booklets
- C. Baseline plan approved by CPC



# THE GROUP PLAN



Public Participation & Community Engagement  
Work Group – Final Report

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# Committee Charge

- The Group Plan Commission's Public Participation and Community Engagement Workgroup were charged with three essential functions. First, create an identity around the Group Plan. Second, provide the public with opportunities to participate in the decision-making process surrounding the Group Plan, and the final charge was to engage the community with forums and activities that would continue to educate the community on the Group Plan's progress.

# Workgroup Members

- Roseann Canfora – Chief of Strategic Communications, Cleveland Metropolitan School District
- Timothy Diamond – Planning and Research Administrator, Cleveland Public Library
- David Fitz - President and Chief Executive Officer, Strategic Design Partners
- Samantha Fryberger – Director of Communications, JumpStart Inc.
- Colleen Gilson – Executive Director, Cleveland Neighborhood Development Corporation
- John Hairston - Chief of Strategic Communications, Cleveland Metropolitan School District
- Kathryn Hexter – Director, Center for Community Planning and Levin College Forum, Cleveland State University



# Workgroup Members

- Bruce Jackson – President, Square One Architects
- Jeremy Levine – Director of Events, International Exposition (IX) Center
- Joseph Marinucci – President and CEO, Downtown Cleveland Alliance
- Greg Peckham – Executive Director, Cleveland Public Art
- Eugene Sanders – Chief Executive Officer, Cleveland Metropolitan School District
- Felton Thomas Jr. (Chair) – Director of the Cleveland Public Library
- Graham Veysey, President and CEO, North Water Partners

# The Group Plan Identity



YOUR CHANGING CLEVELAND  
The Group Plan

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# The Group Plan Website

**YOUR CHANGING CLEVELAND**  
The Group Plan

Home The Group Plan Events + Photos Suggestions Other Resources

## The Mall

In the summer of 2010, Mayor Frank Jackson appointed a team of advisors to implement a new plan for the Cleveland Mall. The original 1903 plan for this outdoor space drew its inspiration from Chicago's Columbian Exposition of 1893 and even included the Cleveland Public Library in its attempt to make downtown accessible and attractive. That design emphasized using public space to turn blight into beauty—a concept that was part of the turn-of-the-century's nation-wide "City Beautiful" movement that made crowded cities more livable through urban planning.

The Mall in downtown Cleveland was one of the earliest civic center plans in the entire country. Since its conception, it has undergone various renovations throughout the past century. And now it's about to undergo another transformation. In advance of the construction of Cleveland's new Medical Mart and Convention Center, civic leaders want to ensure that the Cleveland Mall is re-imagined to encourage public participation while retaining the original goal of making the city beautiful. While reshaping the mall, Cleveland has a chance to reshape its downtown identity. This is your chance to engage with the history and culture of downtown Cleveland. While students and community partners are being consulted, you also have a chance to learn more about the project and weigh in with your ideas.

### Featured Video

Twitter News Headlines

#### Your Changing Cleveland News

**Higbee's casino to cost \$350 million, create thousand of jobs, developer says | Plain Dealer**  
The once-grand interior of Higbee's department store, where generations of Clevelanders shopped, and where Ralphie asked Santa for a Red Ryder BB gun in the movie "A Christmas Story," will be transformed into a glittering gambling hall, developers said Thursday.

**Cleveland medical mart construction moves into Public Auditorium | Plain Dealer**  
Construction crews have begun moving electrical equipment from Cleveland's Public Auditorium this week, preparing to sever it from the existing underground convention center and a new medical mart complex.

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# Public Participation

- More than a dozen public meetings were held.
  - Seven Group Plan Commission meetings
  - Three public forums that featured the LMN and GGN architects.
  - Two educational forums that examined the history of the Group Plan and its proposed future.
  - Design Charrette w/ Cleveland City Planning Commission, ParkWorks and the Kent State Cleveland Urban Design Collaborative

# Community Engagement

- Public Speaking Engagements
- Media Interviews
- Exhibits and Displays
- Group Plan Bookmarks and Websites

# Recommendations

- Form a speakers' bureau, that will continue to educate the community about the Group Plan as the work on the Medical Mart and the Malls continue.
- Continue to receive recommendations on the programming of the Malls through the website and the input stations.
- Create a curriculum for local Cleveland schools and engage the STEM schools in the process.
- Explore using the website as an avenue to fundraise for the Group Plan.
- Mobilize social media users through daily updates of the happenings around the Medical Mart and malls.

# Recommendations

- Collaborate with the institutional and business entities around the Malls to market the area as a destination.
- Develop marketing strategy to create an ongoing and building momentum around the openings of the Medical Mart and Malls.
- Provide minute-by-minute updates of the work happening at the Malls through video cams that will be available to view at the website.

# Recommendations

- Collaborate with the institutional and business entities around the Malls to market the area as a destination.
- Develop marketing strategy to create an ongoing and building momentum around the openings of the Medical Mart and Malls.
- Provide minute-by-minute updates of the work happening at the Malls through video cams that will be available to view at the website.



# GROUP PLAN COMMISSION

Governance and Implementation

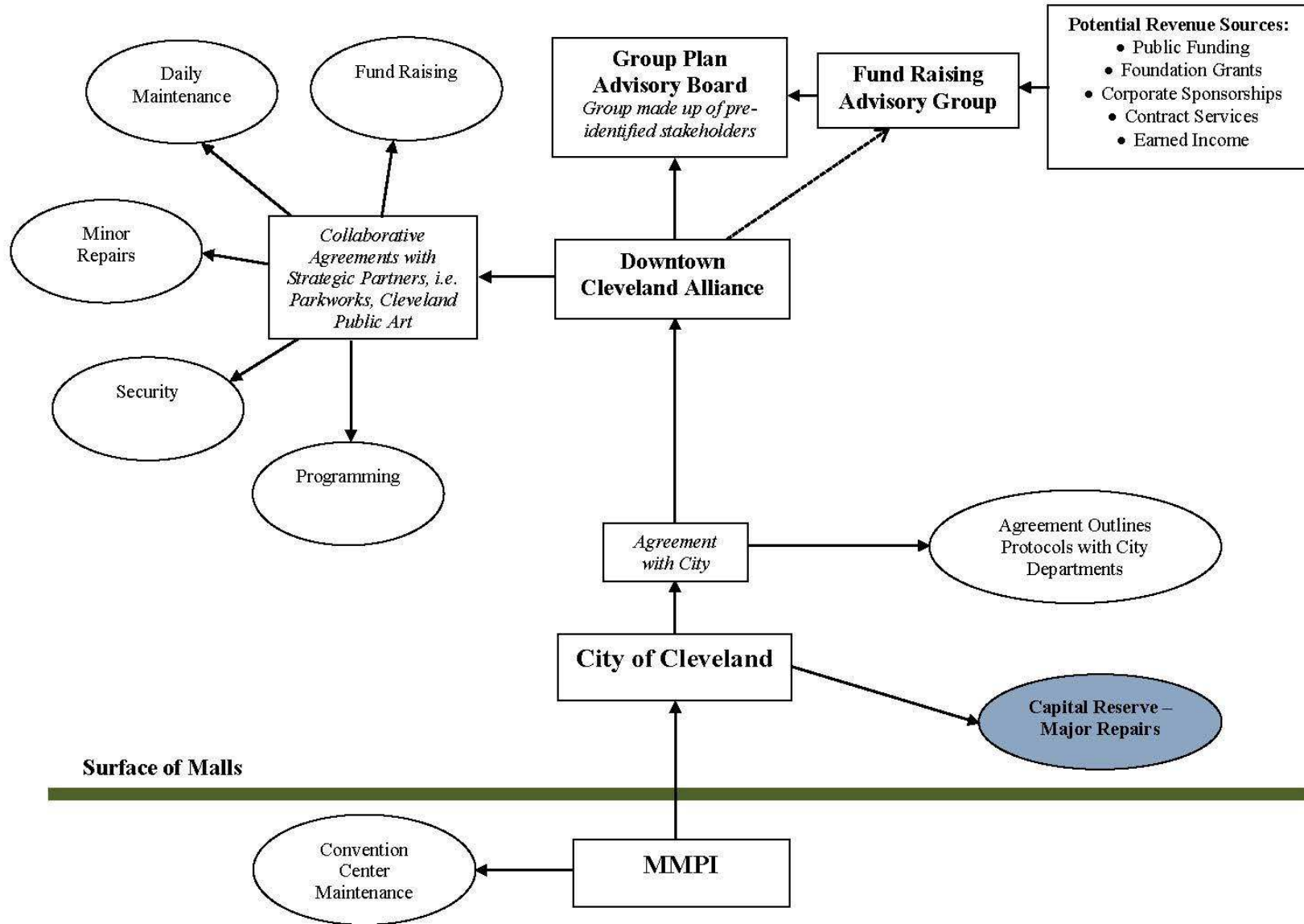
**FEBRUARY 10, 2011**

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**PROPOSED GOVERNANCE MODEL FOR THE GROUP PLAN DISTRICT**



# GROUP PLAN COMMISSION

FINANCE

**FEBRUARY 10, 2011**

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# GPC Finance Subcommittee

## Don Misheff, Chairman

### Executive Summary of Draft Recommendations Report

- Focus of Sub-committee - leverage financial, legal, economic and business development expertise to identify multiple sources of private, civic, philanthropic and public financial resources to advance work of Group Plan Commission
  
- Maintained early promise to “turn over every stone” and present diverse group of potential resources
  
- Confident that resources can be identified to:
  - Construct core infrastructure and capital plant improvements
  - Leverage the more than \$2 billion of development underway
  - Provide for future development, governance and programming

# GPC Finance Subcommittee

## Don Misheff, Chairman

### Executive Summary of Draft Recommendations Report (cont)

#### Potential Financial Resources Identified To Date

Private	Philanthropic	Regional Public Agencies	Public Fed/State/Local
<ul style="list-style-type: none"><li>•Corporate Giving-Gala/Fundraiser</li><li>•Naming Rights</li><li>•Sponsorships</li><li>•Contract Monetization</li><li>•Purchased Tax Credits</li><li>•Management Contracts</li><li>•Traditional Loans</li><li>•Tax Increment Financing</li><li>•Special Assessments</li><li>•Signage/Advertisements</li><li>•Grants/Endowments</li></ul>	<ul style="list-style-type: none"><li>•Joint Ventures – other civic groups</li><li>•Foundation Endowments</li><li>•Specific Public Grants – Economic Development</li><li>•Sponsorships</li><li>•Program Related Investments</li></ul>	<ul style="list-style-type: none"><li>•Port Authority</li><li>•Northeast Ohio Sewer District</li><li>•Metroparks</li><li>•Greater Cleveland Regional Transit Authority</li></ul>	<ul style="list-style-type: none"><li>•Grants</li><li>•Low-Interest Loans</li><li>•Tax Revenues*</li><li>•Bonds &amp; Notes</li><li>•Service Fees</li><li>•Gaming Revenues</li><li>•Tax Increment Financing</li><li>•Public Utility Grants</li></ul>

\* including but not limited to revenues generated by tourism, visitor, destination and entertainment related activities

# GPC Finance Subcommittee

## Don Misheff, Chairman

### Executive Summary of Draft Recommendations Report (cont.)

- Draft recommendations are merely Step 1 in the process
- Recognize that current demands on every sector are significant and all priorities must be taken into account when developing ultimate financing plan for Group Plan District
- Must continue to collaborate across public/private/civic/philanthropic sectors to create a unified, multi-sector development plan for Group Plan District and ultimately entire Central Business District
- Leverage investment to spur future economic development and job creation opportunities
- Above all we must ensure that projects undertaken result in a return on investment to all funders - most important of which are the taxpayers

# GPC Finance Subcommittee

## Don Misheff, Chairman

### Executive Summary of Draft Recommendations Report (cont.)

#### Key Next Steps

- Complete work of consultant hired to analyze priority improvements so as to determine value of certain naming rights, sponsorships and contracts
- Designate individuals to continue work of Sub-committee that represent all sectors of community to generate a viable funding plan for priorities in the Group Plan District
- Conduct meetings with public sector leadership including:
  - Mayor Jackson
  - County Executive Fitzgerald
  - Governor Kasich