

Lakefront West
CUY-6-12.20, PID No. 77330



SUBCOMMITTEE MEETING SUMMARY

DATE: December 2, 2008
TIME: 9:00 a.m.
PLACE: NOACA Board Room

ATTENDEES:

See attached sign-in sheet for meeting attendees.

WELCOME

Bob Brown welcomed everyone, noted the purpose of the meeting and explained the events that had occurred since the subcommittee last met. He discussed that when we last met, ODOT presented the preferred alternate to connect the neighborhood to the Lakefront. The preferred alternative previously presented had a number of features that required further consideration.

The project underwent further analysis and essentially had two major issues – (1) the budget was still \$49.8M, and (2) traffic analysis produced greater back-ups than originally anticipated. Additionally the Innerbelt bridge is deteriorating faster than expected and there currently is reduced lane capacity. In regards to budget, there was always more work to be completed than originally budgeted and due to an increase in construction inflation, the construction costs increased to \$20-30M over budget. The traffic analysis for the alternative that included signalized intersections was further refined and showed traffic backups that were not previously presented. With the elimination of one signalized intersection, the problem continued to the next intersection. In addition, with the current Innerbelt bridge lane reduction, all available alternate routes, including the West Shoreway, need to be kept at full capacity.

The design contract was placed on hold while the City worked with ODOT to develop a strategy to move forward. It was agreed to ultimately use a “Phased” approach to the project. The City wanted to take advantage of this opportunity to begin to build what they could now with the budget of \$49.8M (Phase I), while they work on finding the funding to complete Phase II of the project.

Overall, the differences in what was shown before (back in 2007) versus today is mainly related to traffic operations. Based on anticipated congestion and backups with signalized intersections, it was necessary to remove the signals; however even without signals improved access to the Lakefront is possible. The connection to West 73rd Street will be part of Phase I – it is approximately in the middle of the project and connects to the park (even without a signal). It provides multi-modal access.

A Public Meeting is scheduled for December 11 at Our Lady of Mount Carmel in the Detroit Shoreway area. The object of today’s meeting is to share the revised project with the stakeholders and modify with their feedback prior to taking it to the community on December 11.

ACCESS POINT PRESENTATION AND DISCUSSION

Craig Hebebrand began by discussing the impacts of inflation on construction projects. The result is that the preferred alternative will need to be undertaken in phases.

The overall project schedule is governed by the complexity of extending West 73rd Street to the lakefront due to the challenges associated with the sewer relocation, property acquisition and the railroad coordination to permit construction of the roadway underpass. Craig Hebebrand reviewed the “schedule” slide. Once the environmental document is cleared for the entire corridor, detailed design can begin on the components in Phase 1, including the

West 73rd Street extension. It may be possible to advance other components in Phase 1 during the detailed design of West 73rd Street in order to have some portions constructed as soon as possible.

Matt Zone reinforced that work should be moved ahead so that we can show activity.

Craig Hebebrand then proceeded with a brief overview of the corridor and a detailed breakdown of the preferred alternative, including phasing.

1. Lake Avenue / West Boulevard / Clifton Boulevard Vehicular Access Modifications (Phase I)

- Craig Hebebrand explained the proposed layout between West Boulevard and the Shoreway mainline. The ramps will be retained, however, they are modified. The traffic analysis does not permit the removal of the ramps.
- Bob Brown: The goal of the design in this area along upper Edgewater Park is to bring the two ramps together as far east as possible. This work, in addition to elimination of the Edgewater Drive ramp, should aid in reclaiming as much green space as possible. Ultimately this improves access and expands parkland.
- Craig Hebebrand: ODOT is working with the City to introduce and pass State legislation to allow the speed limit of the West Shoreway to be reduced to 35 mph by the City.
- Bob Brown: Some of the improvements that are being shown are not possible if the mainline speed limit is not lowered from 50 to 35 mph; for example, the landscaped median cannot occur at 50 mph, but it can be done at 35 mph.
- Councilman Matt Zone has spoken with State Representative Michael Skindell. Representative Skindell supports the reduction of speed to 35 mph and is willing to sponsor the necessary legislation.
- Councilman Jay Westbrook said as a side note, there is an active discussion to reduce the speed limit on Lake Avenue to 25 mph.
- Craig Hebebrand expressed that the location of the ramp tie-in and distances between the two ramps are subject to change in detailed design based on retaining wall and grading design.

2. West 76th Street Pedestrian Tunnel Improvements (Phase I)

- Craig Hebebrand explained the proposed layout of the access point with the potential connection to the bike trail at West 73rd Street. This tunnel has been popular with neighborhood residents. It will receive lighting and drainage improvements. The lake side tunnel outlet will be paved to the Edgewater multiuse trail. The existing stairs will be removed and replaced with a ADA compliant ramp and new staircase. In addition, there will be an extension of the multiuse trail to connect West 65th Street on the south side of the Shoreway.
- Bob Brown: The direct link between West 65th Street and Edgewater Beach is important to area residents.
Councilman Matt Zone: The existing lighting on the West 65th Street pedestrian tunnel is a good example of what will be needed to improve the existing West 76th Street tunnel.
- Others agreed that the West 65th Street tunnel lighting has held up well and have been vandal-proof thus far.
- This location is a good candidate to advance forward in construction to show the public that this project is moving forward.

3. West 73rd Street New Vehicular and Pedestrian Access (Phase I)

- Craig Hebebrand explained the revised layout of the West 73rd Street extension under the railroad tracks. This extension of West 73rd will connect to the existing Shoreway access ramps and lower Edgewater Park. The access to the Shoreway has been preserved and will benefit with the connection to West 73rd Street.
- Bob Brown: The original concept was to include a direct connection with a traffic signal, but the traffic backups became so large, it was not permitted. The city has worked hard to preserve the access point at West 73rd Street. The proposed layout leaves the door open for a full intersection, if it can be justified in the future. Overall, this revised concept will save the project, the access to the Lakefront and the original concept can always be added later.
- Gus Smithhisler expressed concerns about the intersection at West 73rd Street and the northern ramps adjacent to Edgewater Park and serving the yacht club, marina, and Whiksey Island Park. He would like the project to provide better access for large vehicles and questioned whether the new access point south of the railroad tracks could be shifted eastward. He was disappointed that this project was not cleaning up the access within the park. He pointed out that westbound traffic will need to route through the park to access West 73rd Street.

- Bob Brown said there is a proposition to create a Masterplan for Edgewater Park that would include a look at the park roads on the north side of the Shoreway. This work would be included in Phase 2 of the project.
- Gus Smithhisler was concerned that the current Ohio Department of Natural Resources budgetary problems would severely limit any potential planning for Edgewater Park.
- Councilman Matt Zone suggested that this work could happen under President-elect Obama's infrastructure plan. The project would need a lot of support from administration, but he did believe the money was possible.
- Craig Hebebrand: Existing and proposed housing, Battery Park and the sewer relocation dictate the location at West 73rd Street versus West 65th Street.
- Councilman Matt Zone: There is also an increased grade difference at West 65th Street over West 73rd Street.
- Question: How does westbound Shoreway traffic exit to West 73rd Street? Is it possible to realign West 73rd Street and the ramp so that the ramp "T's" into West 73rd Street? The current design is awkward.
- Craig Hebebrand: We will look into revising that.
- Gus Smithhisler expressed concerns about left turns from the ramp westbound to Edgewater Park.
- Bob Brown: The configurations of the ramps to Edgewater Park on the north side will be part of a master plan for the future of Edgewater Park.
- Councilman Matt Zone expressed his concern about traffic needs at West 70th Street and Father Caruso Drive regarding the ambulance company and the parochial school traffic. This location must be made safe for cars, trucks and kids.
- Question: Could greenspace be increased at Edgewater Park by moving the ramps closer to the bridge?
- Gus Smithhisler: Concerns exist regarding truck turning movements and grading. Currently, no vehicles turn left there.

4. West 54th Street / Division Avenue Vehicular Access Improvements (Phase I or II)

- Craig Hebebrand explained the proposed layout of the access point. There will be no signalized intersection.
- Bob Brown: Cleveland received land north of the proposed Division Avenue for potential redevelopment. The City plans to create a park at the Old River Channel. St. Ignatius has proposed building a boathouse at this location, and access needs to be provided to Great Lakes Towing because of homeland security issues for the Cleveland Water Department. Division is critical to this property's access.
- Craig Hebebrand: Deceleration lanes shown here and elsewhere are designed using ODOT standards (for 35 mph). They will allow the vehicle to decelerate outside of the mainline. This is safer and will prevent rear-end accidents. Also, it slows people down to make a turn.
- Question: Why isn't there a direct neighborhood connection to Division Avenue?
- Bob Brown: From the point of view of the City, that connection would be very beneficial. This would be the best location for a signal. Right now the traffic analysis does not support this, but the City is still interested in restricted turn times, etc.
- Ron Eckner: This concept is inconvenient for pedestrian access.
- Jeff Ramsey: How would trucks leaving Great Lakes Towing proceed eastbound on the Shoreway?
- Craig Hebebrand: Trucks would be routed westbound to Edgewater Park exit/entrance or would continue to exit through the Cleveland Water Department gate.
- Gus Smithhisler again expressed concerns about left turns from westbound Shoreway to Edgewater Park and the addition of these trucks.
- Bob Brown: This is also a violation of the truck restrictions on the Shoreway.
- Dave Lastovka: The existing bridge vertical clearance under the Norfolk Southern railroad tracks and under West 49th Street will limit large trucks accessing Great Lakes Towing at the new Division Avenue connection.
- Councilman Matt Zone: 90% of the traffic to Great Lakes towing is cars and light trucks. They could use this route effectively. The City should meet with the Cleveland Water Department to discuss access for Great Lakes Towing large trucks, that will have to use the east end of Division Avenue for access.
- Craig Hebebrand: If traffic reduces in the future, the signal installation issue could be revisited.
- Question: There seems to be a lot of missing links for directional access in the West 54th Street/Division Avenue area.
- Councilman Matt Zone explained the history of the project in this regard, including the City's emphasis on preserving the Soap Box Derby facility.

- After discussing West 45th Street/West 49th Street, the conversation returned to West 54th Street/Division Avenue, and the point was raised that if traffic is slowed, if barrier is removed, and if bike paths are constructed on both sides of the roadway, some pedestrians will attempt to cross the mainline, regardless of signalization.
- Bob Brown: West 49th Street is more conducive to pedestrian crossings due to the reconfiguration of the bridge.
- Councilman Matt Zone: Chester Avenue functions well as a 6-lane signalized boulevard. Why won't that concept work here?
- Rob Mavec: The West Shoreway accommodates approximately 4000 vehicles per hour during peak periods while Chester accommodates only 2000 vehicles per hour during peak times. The current volume of vehicles dictates the exclusion of signals in this alternative, not speed. This does not permanently exclude signalization as a future option on the Shoreway mainline. We are trying to be creative in possibly installing a signal at West 54th Street and Division Avenue.
- Councilman Matt Zone expressed concern that the project should be about pedestrians and the design seems to be more focused on vehicular traffic.
- Bob Brown: The alternate routes are already congested. The traffic model assumed that 30% of the traffic would naturally divert to alternate routes, and the model still failed during peak hours. FHWA said that if traffic signals result in more congestion, they won't fund the project.
- Janet Loehr: The bridge by Don's Lighthouse was once closed and the traffic diverted successfully.
- Brian Jereb: Impacts to traffic are only during a "short period of the day".
- Councilman Matt Zone: We just don't have the congestion of other cities.
- Question: Define "failure." Is this failure in only part of the day?
- Bob Brown: Right. If the model fails in only one hour, it is considered a failure.
- Gus Smithhisler: Are intersections being considered in Phase II?
- Bob Brown: Not at this time, but if the traffic permits in the future, signalized intersections are a possibility.

5. West 45th Street / West 49th Street Vehicular Access Improvements (Phase I)

- Craig Hebebrand explained the proposed layout of the access point. Essentially the proposed work will clean up the existing access.
- Tony Coyne: Could the West 45th Street/West 49th Street access be more of a 4-way intersection with the Shoreway? He did not believe there was much potential to spur economic development from Phase I, but did believe it was possible for Phase II.
- John Zayac: People are going to try to cross (line-up) intersections to create a pedestrian movement.
- Jeff Ramsey asked if the West 49th Street bridge was for bikes only in Phase II?
- Answer: No.
- Jeff Ramsey: With traffic still being permitted on this structure, he said there is still a problem with trucks getting lost in the neighborhood.
- Bob Brown: There are good reasons for providing new pedestrian access across the Shoreway at West 54th Street. Those reasons are less compelling here where there is an existing bridge.
- Councilman Jay Westbrook: Is it feasible to attempt to align these ramps at West 45th Street and West 49th Street so that signalization could be accommodated in the future? There will be less clutter to clean up down the road if they could be lined up now.
- Craig Hebebrand: The improvement will make it better than what we have today. It will calm traffic. It does not preclude changes for the future. We're getting into a situation where the more time we take in the details of planning, the longer it will take to begin Phase I and the less funding is available for actual construction due to inflation.
- John Zayac: Why is there vehicle stacking exiting the Shoreway at West 45th Street and West 54th Street during the peak morning hours when virtually every car has to be heading to the Central Business District or beyond?
- Craig Hebebrand: With signalized intersections the vehicles would have queued up on the mainline, not on the ramps.
- Rob Mavec: We have to meet certain standards in order to qualify for the funding on this project. All parties are looking for ways to do this creatively, but having a level of acceptable service is essential.
- Bob Brown: Everyone will do their best to accommodate these ideas within the given framework.
- Gus Smithhisler: Is it possible to just gate entrances/exits for two hours daily?
- Bob Brown: Other options do exist, including restricted signalization, but these will be discussed in final design.

- Tony Coyne: Agrees with the phasing of the project. In the past, the West 28th Street entrance ramp to the eastbound Shoreway has been gated during peak times. Also, is there a summary document explaining the traffic analysis?
- Craig Hebebrand: Due to the multiple adjustments to the preferred scheme, a condensed traffic report is not available at this time.
- Tony Coyne: Planning Commission would like to see an “easy to read” traffic document at the December 19 Planning Commission presentation.

6. **Bike Path Improvements to West Boulevard to West 25th Street (Phase I)**

- Gus Smithhisler: Why is a bike path proposed along the Shoreway from Edgewater Park to Lake Avenue? Bicyclists can use the path within the park.
- Bob Brown: Bicycling commuters would likely prefer the direct path and it is a Phase II item.
- Janet Loehr reinforced that there are a significant number of commuting bicyclists.
- Ron Eckner: The City should connect the neighborhoods to the bikepaths – this may mean new bikepaths (outside of this project in City Master Bikeplan).
- Councilman Matt Zone would appreciate it if ODOT could present a timeline to show stakeholders that parts of the project can be advanced.

7. **West 28th Street / West 25th Street Vehicular and Pedestrian Access Improvements (Phase II)**

- Craig Hebebrand explained the proposed layout of the access point. West 28th Street and Detroit Avenue will be widened. The proposed work removes three buildings. The westbound exit ramps will be moved away from the wall and should improve the pedestrian environment.
- Bob Brown: Most of the work shown here will be accomplished in Phase II.
- Tony Coyne: Where is the eastbound access?
- Craig Hebebrand: There is no way to significantly improve the existing eastbound Shoreway access at West 25th Street/West 28th Street. Eastbound vehicles will therefore be rerouted to West 45th Street. This ramp removal will allow the remaining ramp to be adjusted so that pedestrians may be given refuge in areas visible to ramp vehicles.
- Councilman Jay Westbrook: This is Phase II, but could there be some sort of immediate resolution to improve safety sooner?
- Bob Brown: The eastbound entrance ramp could be closed in Phase I.
- Councilman Jay Westbrook would like to see a statement to the public with a plan that says “let’s do this now and this is what will be done next.”
- Craig Hebebrand: ODOT will meet with the City to determine potential early deployment items.
- Tony Coyne: I would like to encourage consideration of the residents at Lakeview Terrace. Linda’s Superette, St. Malachi, and the other affected properties need to be considered, as well.
- Craig Hebebrand: Pedestrian movements along West 25th Street will be improved with the addition of the multi-use trail. The West 25th Street/Main Avenue movement will become the primary movement at that intersection. West 25th Street and Main Avenue will be a big benefit for the trucks that have a difficult time with that intersection now.
- Tom Sorge: Commitments to Lakeview Terrace and pedestrians will be included in the Environmental Document.
- Gus Smithhisler: How is the sidewalk treated on the West side of West 28th Street?
- Craig Hebebrand: It will remain. We apologize for the “engineering” nature of the drawings. We are attempting to go forward maximizing the dollars for construction, so renderings were not produced at this time.

8. **General Follow-up Discussion**

- Question: Timelines for the different aspects of this project would be very helpful.
- Craig Hebebrand: Dates will be firmed up early in 2009. Additionally, there is a possibility for some safety funds for portions of the project. Portions that could be done early would be the West 76th Street tunnel, and as much of the bike facility as possible. The West 28th Street ramp cleanup may be eligible for ODOT Safety funds. The ramps at the West end are not too involved. West 45th Street and West 49th Street do not need a lot of time.
- Bob Brown: It may be helpful to “micro-time” Phase I. I have witnessed the effectiveness of the celebration of small accomplishments (each access point, for example) in incremental steps.

- Jeff Ramsey: Would it be possible to accelerate the construction of the West 73rd Street access point? Could this be done as a design-build?
- Craig Hebebrand: ODOT will look into the design-build option with the railroad.
- Kirsten Bowen: Coordination with Norfolk Southern Railroad has been ongoing.
- Bob Brown: The City pledges to support in an effort to expedite design and construction.
- Question: Is the necessary sewer work possible at West 73rd Street?
- Dave Lastovka: Northeastern Ohio Regional Sewer District has agreed that the work is conceptually possible. However, more data is necessary to make final design determinations.
- Councilman Matt Zone will write to U.S. Representative Steven LaTourette regarding the West 73rd Street access point.
- Dave Lastovka: Several steps need to be accomplished/approved before going forward.
 - a. Consent legislation from the City
 - b. Environmental Document
 - c. Final Design
- Question: Is West 76th Street an important access point? Battery Park is currently looking for a restaurant to move into the Powerhouse.
- Councilman Matt Zone: A tunnel would help for economic development. There is a meeting scheduled this week regarding Battery Park and the access at West 76th Street. We need to maintain and improve this access point.
- Question: Is Design/Build a potential option to expedite construction for West 73rd Street?
- Craig Hebebrand: We can't say at this time. There is potential, however. For example, the West 73rd Street sewer relocation could proceed prior to the railroad bridge.

With no further questions or discussions, the meeting was adjourned. I believe this report accurately summarizes what transpired at this meeting. If anyone has a different understanding of what occurred, please contact Douglas Blank at dablanke@mbakercorp.com within two weeks of receipt of this report. If no comments are received by this date, this report will be considered final.

Prepared By:
MICHAEL BAKER JR., INC.

Douglas Blank
Project Engineer

**LAKEFRONT WEST
SUBCOMMITTEE MEETING
December 2, 2008
SIGN IN SHEET**



| NAME | REPRESENTING | X CHECK HERE |
|---------------------|---|-----------------|
| Mahmoud Al-lozi | Northeast Ohio Areawide Coordinating Agency | |
| Michael Armstrong | Federal Highway Administration | |
| Michael Bosak | City of Cleveland Planning | |
| Robert Brown | City of Cleveland Planning | ✓ |
| Anita Brindza | Cudell Improvement Inc. | |
| Martin Cader | City of Cleveland Planning | ✓ |
| Joseph Calabrese | Greater Cleveland Regional Transit Authority | |
| Andrew Cross | City of Cleveland Traffic | |
| George Cantor | City of Cleveland Planning | |
| Julius Ciaccia, Jr. | Northeast Ohio Regional Sewer District | |
| Marcy Craciun | Edgewater Homeowners Association | ✓ |
| Joe Cimperman | Cleveland City Council Ward 13 | |
| Jocelynn Clemings | Ohio Department of Transportation, Public Information Office | ✓ |
| Nate Coffman | Ohio City Near West CDC | |
| Natalie Conley | Ohio Department of Transportation, Project Manager | ✓ |
| Jim Cox | Flats Industry | |
| James Dimora | Cuyahoga County Commissioner | |
| James R. Downs | Ohio Department of Natural Resources | |

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|--------------------|---|---|
| Ron Eckner | Northeast Ohio Areawide Coordinating Agency | ✓ |
| Maribeth Feke | Greater Cleveland Regional Transit Authority | |
| Dave Frank | Ohio Department of Natural Resource | |
| Timothy Hagan | Cuyahoga County Commissioners | |
| Craig Hebebrand | Ohio Department of Transportation, Cleveland Urban Core Projects, Project Manager | ✓ |
| Linda Henrichsen | City of Cleveland Planning | ✓ |
| Larry Hoffma | n Ohio Department of Transportation, Central Office | |
| Wayne Holmes | Ohio Department of Natural Resources | ✓ |
| Jamal Husani | Cuyahoga County Engineer | |
| Peter Lawson Jones | Cuyahoga County Commissioner | |
| Janet Loehr | Coalition for a Better Boulevard | ✓ |
| Nathan Kelly | City of Lakewood, Planning Director | |
| Claire Kilbane | Cuyahoga County Commissioner's office | ✓ |
| Robert Klaiber | Cuyahoga County Engineer | |
| Dave Lastovka | Ohio Department of Transportation, Design | ✓ |
| Howard Maier | Northeast Ohio Areawide Coordinating Agency | ✓ |
| Rob Mavec | City of Cleveland Engineering and Construction | ✓ |
| Rhonda Moore | Norfolk Southern Corp. | |
| John Motl | Ohio Department of Transportation, Planning and Programming | ✓ |
| Tom Newman | Flats Oxbow CDC | |
| Jeff Ramsey | Detroit Shoreway CDC | ✓ |
| Meg Slifcak | Detroit Shoreway CDC | |

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|-----------------|--|---|
| Gus Smithhisler | Ohio Department of Natural Resources | ✓ |
| Lester Stumpe | Northeast Ohio Regional Sewer District | ✓ |
| Carol Thaler | Cuyahoga County Commissioner's office | |
| Adam Wasserman | Cleveland-Cuyahoga County Port Authority | |
| Jay Westbrook | Cleveland City Council, Ward 18 | ✓ |
| Matt Zone | Cleveland City Council, Ward 17 | ✓ |
| John Spear | Battery Park - Vintage Development Group | ✓ |
| Treasure Hunt | city of Cleveland Planning | ✓ |
| Tom Sorge | ODOT | ✓ |
| JOHN ZAYNE | CITY COUNCIL | ✓ |
| TONY CORNE | CPC | ✓ |
| Kevin Kika | | ✓ |
| MICHAEL HANKS | RESIDENT/CODELL BOARD | ✓ |
| BETH LONG | RTA | ✓ |
| Dry Siley | City of Lakewood | ✓ |
| HOWARD MAIER | NOACA | ✓ |
| Brian Terets | Edgewater Homeowners | ✓ |
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