

Connecting I-490 to University Circle

An Examination of the Economic and Community Development Impacts
of ODOT's East Side Alternatives
on affected City Neighborhoods and University Circle

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Prepared for University Circle Incorporated

By Kristie Helfrich

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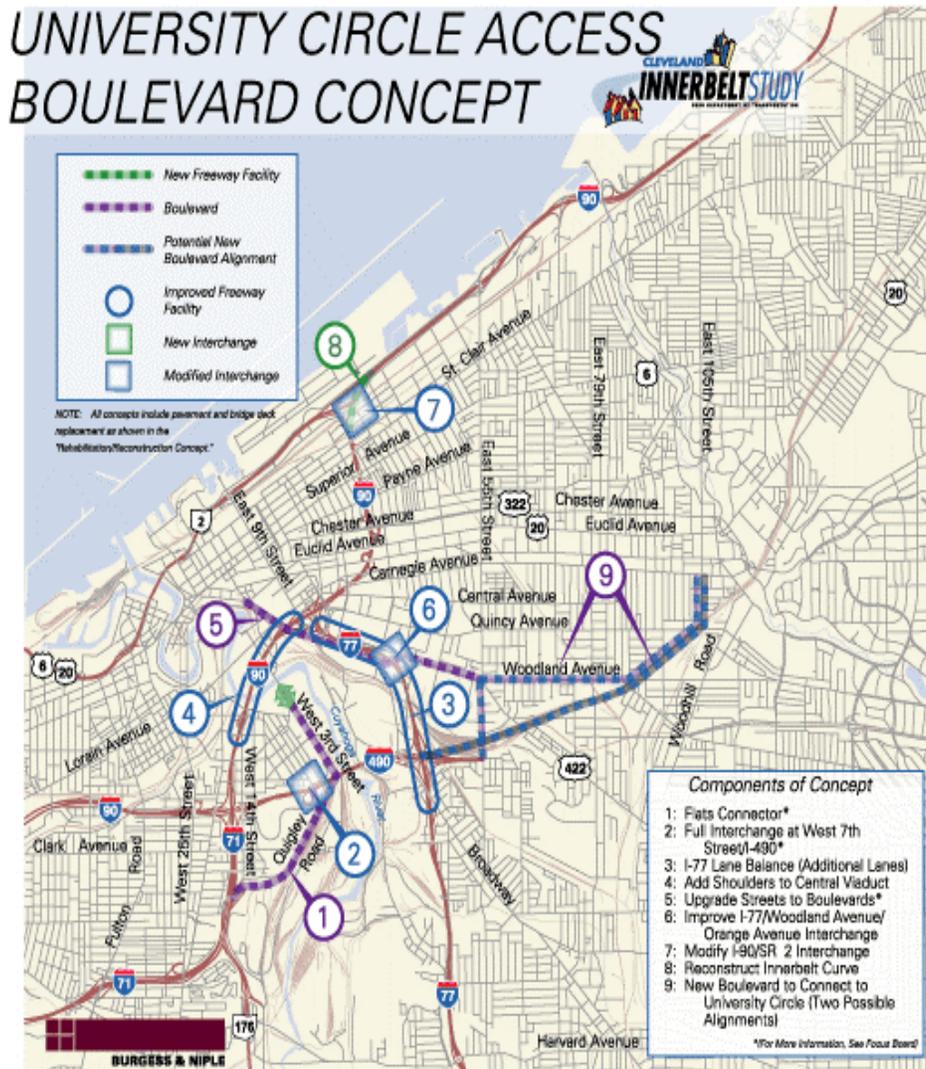
Executive Summary

In connection with its study of the Cleveland Innerbelt, the Ohio Department of Transportation (ODOT) is addressing the question of whether the current configurations of the transportation system are adequate to meet the changing traffic patterns and intensified highway safety standards of the 21st century. The primary goal of the ODOT Innerbelt Study is the "intelligent renewal of the Innerbelt infrastructure." ODOT has identified ten alternative concepts for achieving this goal, two of which could dramatically impact several East Side neighborhoods:

1. A freeway connection between the eastern terminus of I-490 and I-90 at E. 133 Street via an existing railroad right-of-way.



2. A signaled boulevard connection between the eastern terminus of I-490 and E. 105 street via the same railroad right-of-way.



Since ODOT is primarily concerned with the engineering aspects of the two East Side alternative concepts, UCI commissioned a preliminary examination of the economic and community development impacts of these alternatives on directly served City neighborhoods and the University Circle area. The primary conclusions resulting from this impact analysis are:

- Improved access to East Side neighborhoods is necessary to spark their growth and development.
- An improved highway linkage between I-490 and the University Circle area could promote quality community development, attract new ventures, create jobs, enhance the viability of the emerging BioEnterprise initiative and strengthen the institutions in University Circle.
- The proposed boulevard concept could facilitate these impacts in a neighborhood-friendly way.
- The proposed freeway concept would create many negative impacts on East Side neighborhoods.

The ODOT Process¹

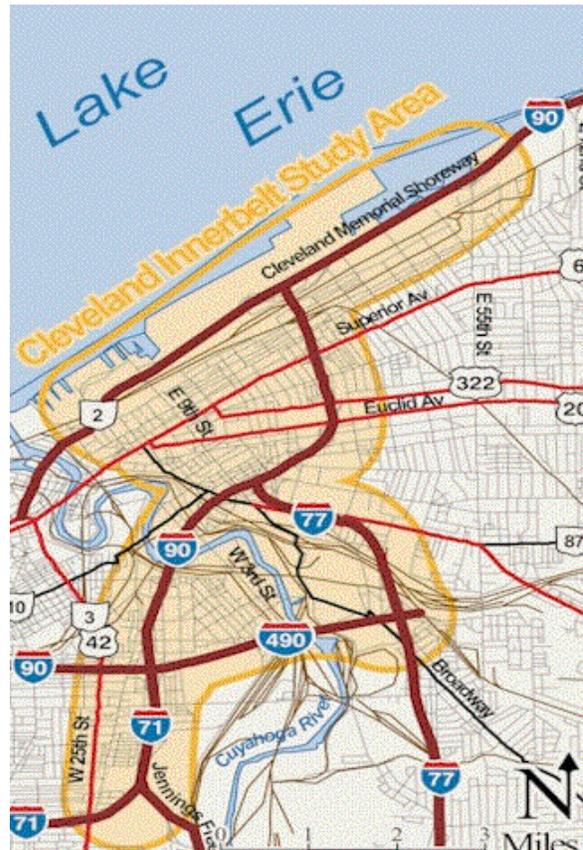
In fall of 2000, the Ohio Department of Transportation (ODOT) began one of the most extensive highway infrastructure studies in state history. The purpose of this comprehensive, 24-month process is to develop a strategy to renew and rebuild the bridges and pavement of the downtown Cleveland Innerbelt and adjoining the interchanges of Interstates 71, 77, 90 and 490. While each concept is recognized as being a potential way to renew the Innerbelt infrastructure and/or improve traffic flow, to date, none have been developed to the necessary level of engineering detail or evaluated for performance. Using public input obtained over the past three months and the goals and objectives approved by the Innerbelt Scoping Committee (the Committee), ODOT is planning to select three to five hybrid alternatives for more rigorous analysis in February 2002 using the performance measures approved by the Committee for each goal category:

- ✓ Accessibility
- ✓ Mobility
- ✓ Economic & community development
- ✓ Quality of life
- ✓ Environment
- ✓ Safety
- ✓ Operational efficiency
- ✓ Cost effectiveness
- ✓ Constructability

The Value of Access

Although it is difficult to quantify the potential economic and community impacts resulting from linking I-490 directly to the University Circle area, the value of this roadway connection can be measured qualitatively in terms of a variety of economic development and neighborhood revitalization factors. This linkage could stimulate growth and opportunities in the surrounding neighborhoods, improve access for tourists, visitors, and investors, and enhance the prospects of BioEnterprise Corporation. However, access is the foundation necessary for this development and growth.

Figure 1 - The Cleveland Innerbelt



¹ *Innerbelt Access*, Ohio Department of Transportation, Volume 1, Issue 1, Winter 2000/2001.

“The first thing a developer looks for is access. A connection from I-490 to University Circle would provide the necessary access and stimulate significant development in the surrounding area.” – David Wagner, Principal at Chartwell Group

Neighborhood Economic Development

Neighborhoods that would be affected by the construction of this roadway include Central, Fairfax, Kinsman and University.² The table below summarizes various population, income and land use data that help to describe each area.³ In addition, a brief description of each neighborhood and its history follows.⁴ The statistics and information provided illustrate the need for economic development as well as the potential value of a linkage between these communities.

	Central	Fairfax	Kinsman	University	Citywide	County
Persons in Poverty ⁵ – 1990	76.7%	49.7%	61.5%	32.8%	28.7%	14.0%
Persons in Poverty w/ children – 1990	85.0%	58.8%	70.9%	31.8%	37.7%	18.0%
Median Family Income – 1990	\$4,401	\$8,260	\$6,997	\$13,659	\$17,829	\$28,595
Unemployment Rate – 2000	40.0%	26.0%	28.0%	8.0%	14.0%	8.0%
Population – 2000	12,107	7,352	5,842	9,469	478,403	1,393,978
Population change - 1970-2000	-55.6%	-66.8%	-62.0%	-26.0%	-36.3%	7.0 ⁶ %
Vacant Land (acres) ⁷ – 1986	217.3	108.1	132.5	23.5	N/A	N/A
Percent of Parcels Vacant ⁸ - 1999	56.4%	29.7%	42.1%	25.8%	22.0%	15.4%

² University represents the area that consists of both University Circle and Little Italy.

³ Source: The Center on Urban Poverty and Social Change, Mandel School of Applied Social Sciences (MSASS), Case Western Reserve University, 11/30/01, generated using Cleveland Area Network for Data and Organizing (CANDO), <http://povertycenter.cwru.edu/cando.htm>; (12 October 1999); (From U.S. Census Bureau; 1990 Census of Population and Housing, Summary Tape File 3A [CD-ROM data file]).

⁴ Neighborhood histories compiled from <http://www.nhlink.net>.

⁵ Percent of individuals with incomes below the poverty level is the number of persons with income below poverty divided by the number of persons for whom poverty status could be determined* and multiplied by 100. Income and family size determine poverty status. In 1989, a family of four with an income of \$12,674 was considered poor. In 1979, a family of four with an income of \$7, 412 was considered poor.

⁶ Change since 1980 – census data from 1970 unavailable.

⁷ Source: Ohio Capability Analysis Program – Cleveland City Planning Commission

⁸ Percent of parcels that are vacant is the number of parcels with no building on it divided by the total number of parcels and multiplied by 100. (The Center also considers a parcel with a building value of \$100 to be vacant)

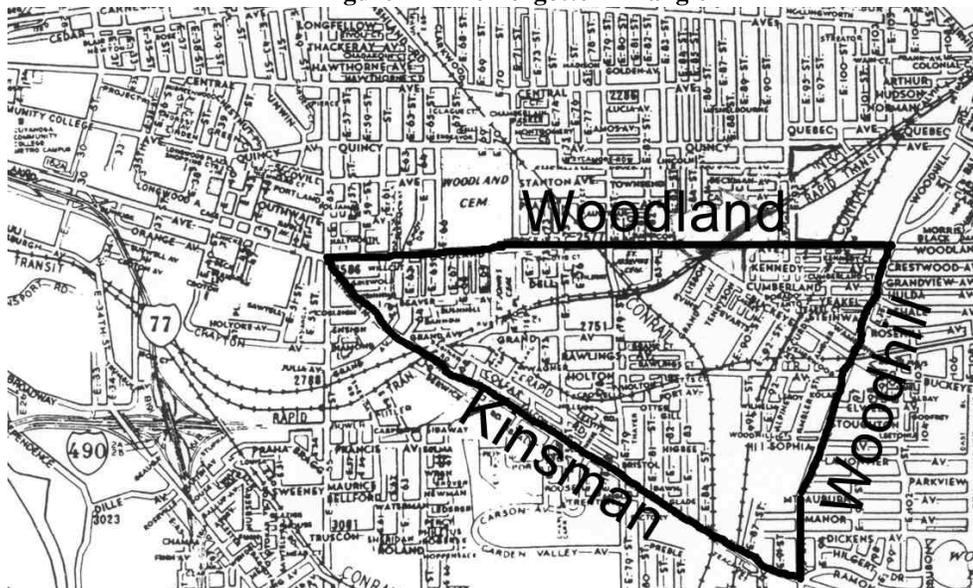
Central

Between 1910 and 1920, the portion of East Cleveland Township now known as Central experienced a dramatic population increase. During the Great Depression of the 1930s, housing deterioration and overcrowding transformed Central into the City's most distressed neighborhood. Slum clearance activities associated with the Urban Renewal of the 1950s and 1960s resulted in replacement of much of Central's older housing with institutions and resulted in a plummeting population. Central is a severely depressed area, despite having the Midtown Corridor with an employment base of nearly 15,000 in a diverse mix of businesses and the Maingate area (East 55th and Woodland) claiming the region's largest concentration of wholesale food distributors.

Fairfax

Fairfax is home to the Cleveland Clinic, which was established in 1921 and now ranks as Cleveland's largest private employer with over 20,000 staff members. Despite this major asset, this neighborhood has experienced a significant decline in population over the years and maintains a relatively low median income. Household incomes and housing values in 1990 had fallen to less than half of the citywide average. However, continuing expansion of the Cleveland Clinic and recent completion of the Church Square shopping center and Beacon Place Housing Development (along the neighborhood's northern border) are factors that are now strengthening the market for private development in Fairfax.

Figure 2 – The Forgotten Triangle



Kinsman

Land along East 79th Street, south of Woodland Avenue, became the site of numerous factories associated with the metals industry in the early 1900s. This early development, occurring well before establishment of the City's first zoning code in 1929, resulted in incompatible juxtaposition of industry and housing. In the decades following World War II, housing

deterioration and the development of outlying neighborhoods, free of industrial intrusions, acted to drain population from the Kinsman area. An Urban Renewal Project was initiated but proved insufficient to stem the neighborhood's continuing decline. Widespread deterioration, demolition and illegal dumping caused the area bounded by Kinsman Road, Woodhill Road and Woodland Avenue to become known as the "Forgotten Triangle" (see Figure 2).

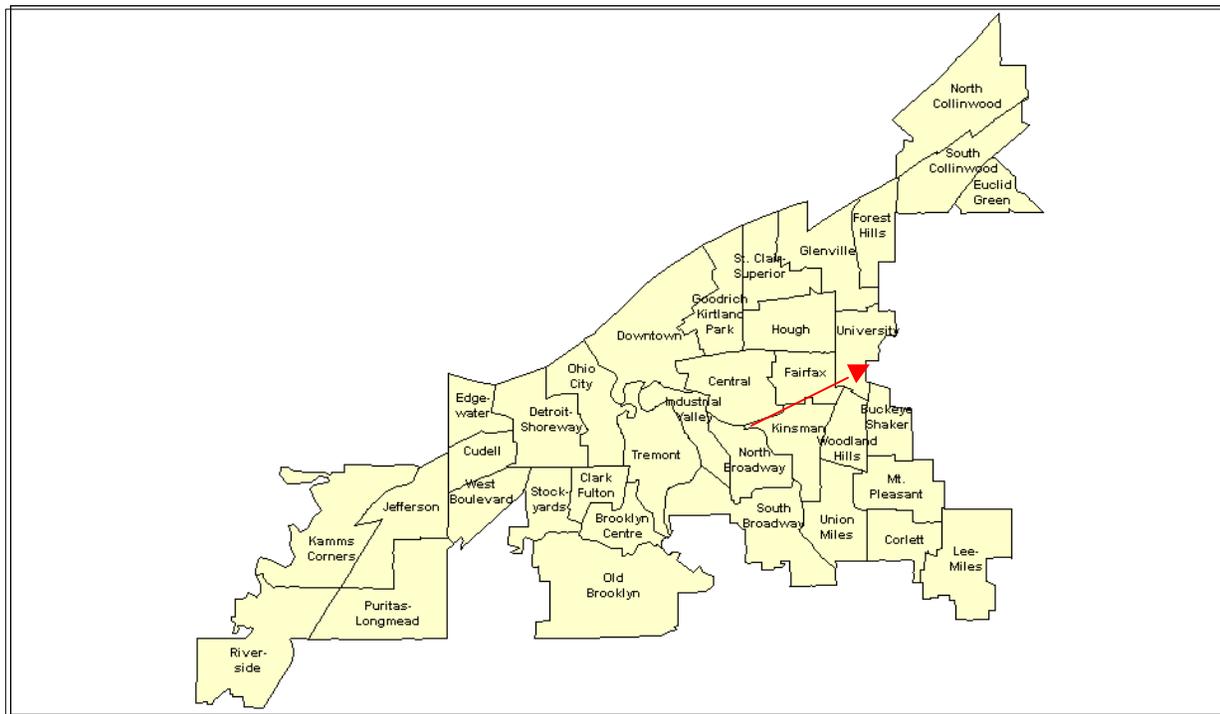
University

The University area includes both the University Circle and Little Italy neighborhoods. Little Italy is a compact neighborhood focused along Mayfield Road and tightly bounded by the hills of Lakeview Cemetery on the east and north, railroad tracks on the west and Case Western Reserve University on the south. University Circle -- with 45 cultural, educational, medical and religious institutions clustered in a 488-acre campus setting -- is unique in the world with respect to the number and diversity of its institutions. The Circle's assets are plentiful and include Case Western Reserve University, the Museum of Natural History, the Cleveland Museum of Art, Severance Hall, and University Hospitals, among others.

Impact on Surrounding Neighborhoods

The arrow on the neighborhood map (see Figure 3) depicts the approximate route of the boulevard alternative that links I-490 to University Circle. This roadway has the potential to

Figure 3 – Neighborhood Map



positively impact residents of these neighborhoods by stimulating industrial and residential development in this previously underutilized area. Currently the area designated the "Forgotten Triangle" is isolated and segregated from the University neighborhood. Connecting these

neighborhoods to the assets and opportunities of University Circle would encourage the sharing of these resources. In addition, this link could act as a catalyst for economic development by opening up underdeveloped and blighted properties with this major infrastructure improvement.

Potential Benefits to Neighborhoods

Community Revitalization

Improved access represents an opportunity for current and future residents of the affected area. Business creation and new residential options will require the development of a retail and commercial base to support increased needs of employees, customers and residents. New grocery stores, restaurants, and other service providers will be necessary and could help to energize this district. Neighborhoods could be developed in a way that integrates various uses – residential, commercial, and light industrial – in order to strengthen the neighborhoods as places to live, work and shop. This would reverse the approach prevalent for the past half century that relied heavily on zoning to the extent of removing workplaces from residential centers and depriving neighborhoods of some of their natural vitality.

These factors could help to increase land valuation and make the area an attractive residential destination for a new cadre of highly skilled workers. The result could be a workforce that demands high quality education, and ultimately would contribute tax dollars towards developing and maintaining a competitive public school system. Additional enhancements could potentially occur in the form of improved public works, development of “green spaces,” and a reduced response time for police, medical and fire officials.

“...perhaps we might revisit the old proposal of connecting Cleveland’s various centers with tree-lined boulevards and avenues. The benefits of nearby suburbs might eventually flow back to the city along these boulevards conceived as citywide offspring of the Group Plan and our incomparable Emerald Necklace.”⁹ - John Haigh, builder and architect

Industrial Base

Improved access will strengthen the existing industrial base and eventually contribute to a larger manufacturing presence in this district. Transportation challenges and costs for these factories and warehouses would be minimized with a corridor linking these areas to the interstate system.

Recently, public and private investments in economic development initiatives and housing projects have helped begin the reinvigoration at the Kinsman and Central neighborhoods. For example, a local developer has been granted almost \$3 million to help create a 27-acre industrial park at Kinsman Road and East 80th Street. Revitalization efforts are already in process. However, improved access could stimulate more of these efforts and serve residents as well as company owners.

⁹ “Cleveland’s need for aesthetic city planning,” Cleveland Free Times, December 12-18, 2001, pg. 6.

Once established, BioEnterprise participants may need to supplement growth with manufacturing plants and other facilities to support core businesses and production requirements. Available land (over 400 acres of vacant land in the Central, Fairfax and Kinsman neighborhoods) coupled with the existing industrial base and highway access will encourage these companies to invest locally. Given the amount of unused land and potential for growth, the region has the opportunity to change its image, rejuvenate its industrial base and create an environment that promotes industrial success.

Employment Opportunities

The formation of new businesses and the expansion of existing corporations will likely trigger a corresponding rise in jobs and an increase in University Circle-related economic activity. Positive effects felt by surrounding industrial and commercial businesses due to improved access will bring new employment opportunities to citizens of local neighborhoods. Positions available will provide residents with good compensation and a minimal commute. In addition, this rise in employment could help to reduce public assistance and the incidence of crime.

Real Estate Development

Creating improved access also represents a major real estate opportunity for both developers and the local community. Location and access translate into valuable real estate. Opening up the over 400 acres of vacant land in the “Forgotten Triangle” and adjoining neighborhoods and establishing a permanent connection with both sides of town could make this area a more desirable place to establish a business or residence. Simultaneous growth of industry and expansion of the BioEnterprise will increase the need for affordable and conveniently located homes.

Current vacant lots and underdeveloped land could be converted to housing developments and planned communities. Emphasis should be placed on the opportunity to create vibrant and attractive neighborhoods. However, the baseline requirement for all developers is access. Construction of this roadway would satisfy this criterion and would likely spur development activity. In addition, this project could change embedded biases. If private investors knew that the public was prepared to make this real estate more accessible, they, in turn, would be more willing to risk their capital on development projects in close proximity to the proposed roadway.

Potential Costs to Neighborhoods

It is important to note that while there are many benefits associated with this project, there are also potential costs to affected neighborhoods.

Gentrification and Displacement

With the prospect of a new and revitalized community, also comes the possibility of gentrification. A successful connection and the corresponding growth that would accompany this infrastructure improvement raise the concern that gentrification may price current residents out of these neighborhoods. Gentrification, in turn, produces both positive and negative consequences for residents. The challenge for local decision-makers, the business community,

and neighborhood residents is to help ensure that revitalization is equitable: that its benefits are shared among all community members. Moreover, the adverse consequences of gentrification - the rent increases and displacement of families and businesses least able to afford them - must be anticipated and effectively addressed or avoided.

The question is -- How can a neighborhood be improved, and become a better place to live and raise children -- without becoming "gentrified"? There are several alternatives and solutions to consider to prevent the negative effects of gentrification including:

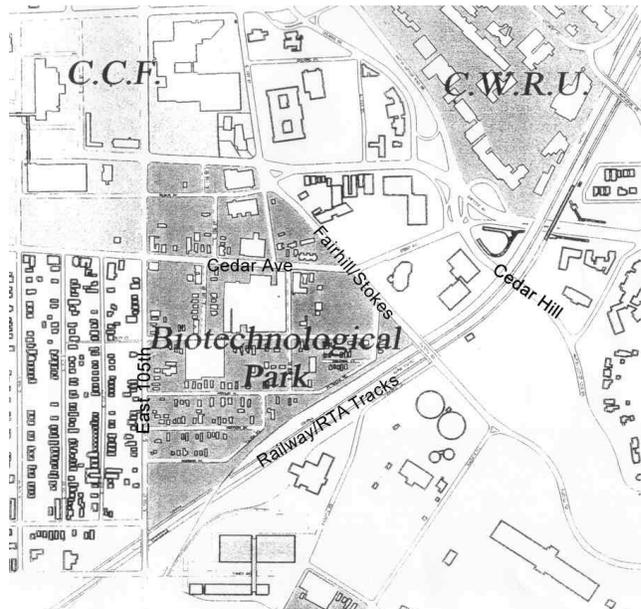
- Ensuring that a mix of housing is included within each new development
- Providing training and job opportunities to low-income workers and their children
- Establishing home ownership programs that move renters into homes that are affordable and help them maintain and retain the home
- Guaranteeing a living wage to sales, service, and clerical workers
- Boosting housing subsidies for people, such as senior citizens

Such policies should be in place as areas are targeted for economic growth, not left as an afterthought. These consequences should be anticipated during the planning phases of this project and reconsidered throughout the process. A high-level task force should be created to organize these responses during the planning process, oversee implementation and monitor progress. It could be empowered to develop these initiatives, to pay attention to the aesthetics of a possible roadway, and to provide assistance to affected individuals.

BioEnterprise Corporation

BioEnterprise refers to a mix of facilities and programs that will allow researchers and entrepreneurs to join together in efforts to commercialize the technology being developed by Northeast Ohio researchers – a place where the best and the brightest from both the corporate and research communities can translate their ideas into businesses. Cleveland’s three major research institutions – The Cleveland Clinic Foundation, Case Western Reserve University, and University Hospitals of Cleveland – are fully committed, financially and administratively, to the successful development of the BioEnterprise initiative. Located on the southwest edge of the University neighborhood and adjacent to 105th Street, a connection to the Interstate would be an asset to this regional initiative.

Figure 4 – BioEnterprise Corporation Area



The founding members recently announced an increase in financial support, bringing the total to \$3 million. In addition, the Ohio General Assembly has reserved \$8.5 million from the state's capital budget for BioEnterprise, and the Technology Action Board has awarded \$1 million. This endeavor represents a historic opportunity for inter-institutional cooperation that can have a major economic impact on the region for decades to come. BioEnterprise has the backing necessary to make a dramatic impact on the region, but critical to its success is the ability of researchers, investors and workers to easily access this area.

“BioEnterprise is more than a place. It’s an organization with a clear focus on promoting, building and supporting the region’s bioscience industry.”¹⁰
- Bill Sanford, Chairman of BioEnterprise Corporation.

The success of BioEnterprise relies heavily on brainpower; therefore, linking intellectual capital to this area is key. Construction of a roadway linkage represents a synergistic project that will serve to connect a larger number of people to the region's assets with a particular emphasis on the BioEnterprise initiative. This infrastructure is a critical factor in recruiting BioEnterprise inhabitants, reserving land for future growth and allowing investors and business associates easy access from the airport and other points from the south and west. In addition, the anticipated success of the BioEnterprise will stimulate increased activity and ultimately lead to the expansion and creation of new biomedical and research facilities.

Bio Industry

According to the 1999 US Industrial Outlook, “technology-based industries, particularly medical devices and BioScience, look to be among the fastest growing and most promising sectors of the economy.” The Biomedical sector is creating jobs faster and pays 18% more than the national average.¹¹ In addition to the enormous public health benefits that biotechnology brings, there will be economic benefits as well. For those regions positioned to capture a share of this industry, there will be high-paying, recession-resistant jobs, related economic development opportunities, and improved healthcare.

Richmond, Virginia is an example of a region that has embraced a growth strategy focused on biotechnology and reaped the corresponding benefits. Led by projects such as The Virginia Bio-Technology Research Park, jobs in Virginia's biotechnology industry represented an overall average income of approximately \$54,200 in 1997, 83 percent higher than the statewide average of \$29,600 for all industries. In the same year, the industry was directly and indirectly responsible for 37,193 jobs in the Commonwealth.¹² Created in 1992, this park is a technology center dedicated to fostering development of Virginia's biosciences industry through technology transfer, new business formation, expansion of existing businesses and business attraction. When fully developed, the Park will contain over 1.5 million square feet of research, laboratory, office and support space, and serve as a location for 3,000 researchers, scientists, engineers and technicians to carry out their activities. In addition, Richmond has recently been recognized as

¹⁰ The Plain Dealer, December 20, 2001.

¹¹ Source: CRSP database, from REI report on “Creating a Biomedical Economy.”

¹² <http://www.vabiotech.com/about/technovations99.html#action>

one of the best cities in the U.S. to start a business and one of the "Ten Most Improved Cities" for doing business in the country given its excellent transportation system, location, and entrepreneur-friendly policies.¹³

Biosciences is a rapidly growing \$600 billion industry consisting of medical products and devices, pharmaceuticals, and biotechnology. Northeast Ohio has significant assets in biosciences. The region has strong innovation pools such as world-renowned programs at Case Western Reserve University, Cleveland Clinic, and University Hospitals, nearly \$200 million in annual NIH research in the region, and NASA-Glenn Research Center programs. Nationally distinctive research areas include biomedical engineering (e.g., devices, polymers, sensors, imaging) and emerging strengths in biotechnology (e.g., genomics, bioinformatics). In addition, the region has had notable commercial successes including Steris, Invacare, Philips Medical Systems (formerly Picker), BenVenue (Boehringer Ingelheim), and Ricerca. It is also the home to several emerging start-ups such as Athersys, Netgenics, and Biomec. Finally, the region benefits from strong health-care institutions and numerous healthcare professionals.

Northeast Ohio is one of several regions across the country that has worked hard to obtain a foothold in the biotechnology and medical device industry. While the region currently ranks as the 18th largest biomedical region in the country and employs over 16,000 in the biomedical economy,¹⁴ Northeast Ohio has made a long-term commitment to increasing its presence and performance within this industry. McKinsey Consulting estimates potential job creation of approximately 10,000 biosciences jobs (not including health care) across the region, with the potential to create another 30,000 over the next decade. Five significant new start-ups per year are anticipated, in addition to the formation of many smaller companies (roughly 25 over the next five years).

However, in order to attract these ventures, Northeast Ohio needs to create a vibrant environment that appeals to the desires and needs of entrepreneurs and knowledge economy workers. Recently Mario Morino, former entrepreneur and current head of the Morino Institute, stated that Northeast Ohio is behind the curve and remains an unattractive destination for entrepreneurs. Morino suggests that University Circle and BioEnterprise represent a tremendous opportunity, but its isolation is a huge drawback for potential new ventures. The region needs to consider these factors as it attempts to be a viable place for bioentrepreneurs to call home. Construction of this roadway will help the area to overcome its relative isolation and position it as an attractive destination for businesses.

Research & Development

Research & Development (R&D) dollars represent an immense opportunity for this region. R&D performed by Northeast Ohio's institutions currently totals an estimated \$2.3 billion annually, divided between industry, universities, hospitals and NASA. Although \$2.3 billion of R&D is sizable, its major significance is its potential for raising the productivity of the region's industries – but only if the resulting new technology is incorporated into local production

¹³ <http://www.vabiotech.com/about/geninfo.html>

¹⁴ Source: County Business Patterns, Analysis: REI.

facilities.¹⁵ The region must achieve these economic development goals by building the research base and capturing technology transfer opportunities. BioEnterprise has the potential to do this by increasing the region's visibility within the sector, attracting research and business talent and dollars, and establishing a hub for research, technology, and commercialization. However, in order to capture these receipts and consider an increase in R&D dollars, Northeast Ohio needs to consider the infrastructure it will need to stimulate and maintain its growth.

In addition, National Institutes of Health (NIH) funding is scheduled to have doubled from 1998 to 2003. If Northeast Ohio maintains its share; this should result in an increase from \$200 million in 1999 to roughly \$320 million by 2003. Experts suggest that NIH funding will continue to increase at 15% per year for several years. The state and county will also benefit from increased tax dollars in the region. Assuming an average wage of \$45,000, additional tax dollars for the region would exceed \$100 million over the next decade. In addition, the state has \$20-50 million per year from tobacco trust funds dedicated to life sciences research. The BioEnterprise project will bring more than \$50 million investment in capital and operating budget to University Circle over the next several years. Northeast Ohio has averaged \$24 million in bioscience venture capital over the last 3 years of data and is expected to reach \$100 million per year (venture capital and public IPO dollars combined).

New Venture Creation

University Circle is currently home to 75,000 square feet of incubator space that is managed and operated by Enterprise Development Inc. (EDI). Since 1986, EDI-managed incubation programs have encouraged the growth of 85 tenant and graduate companies that have generated over \$151 million in revenues, attracted over \$258 million in investment capital, and employed approximately 1,000 highly-skilled employees with an average annual salary of over \$80,000. Incubator tenants have access to assistance with business planning, operations, and marketing as well as to NASA and university-based technologies that might boost their new or emerging technology-focused companies. Northeast Ohio has the foundation in place to become a major entrepreneurial hotbed.

As Greater Cleveland continues to strive for a position within the "new economy," the need to invest in these types of technology-related and developing enterprises is clear. With the successful implementation of BioEnterprise and other initiatives, the region has the opportunity to stimulate significant economic growth and entrepreneurial activity. The region needs expansion space and improved accessibility in order to reap the benefits of these resources. However, growth will only occur if there is transportation access. By opening up access to the tracts of vacant land southwest of University Circle, including the "Forgotten Triangle," this region will prepare itself to accommodate the potential growth that the bioscience industry both offers and requires.

¹⁵ "Cleveland's Emerging Economy – A Framework for Investing in Education, Science & Technology" Michael Fogerty, 9/1/98.

NASA

Located near Cleveland Hopkins Airport is the NASA Glenn Research Center (GRC), one of NASA's ten facilities nationwide. GRC defines and develops advanced technology in the areas of new propulsion, power, and communications technologies for application to aeronautics and space. GRC's objectives also include conducting research to develop and transfer technology to industry as well as increasing the commercial value of NASA knowledge, technology and expertise. GRC represents a tremendous asset to the community and the region as a whole that has the potential to augment value to the BioEnterprise project.

“Our connection with BioEnterprise has been tremendously invigorating for the staff here (at Glenn Research Center). There is tremendous interest in participating in BioEnterprise's activities.” – Jerry Barna, Acting Deputy Director of NASA Glenn Research Center

BioEnterprise is currently seeking a \$10 million grant from NASA to commercialize developments in biotechnology that can be used on Earth and in space. Under the proposal, entitled the Commercialization of Medical Space Technology and Research initiative, researchers at Cleveland research institutions would develop and commercialize medical devices and other technology needed by NASA. Collaboration and strategic partnerships between GRC and BioEnterprise, like this project, can increase R&D dollars, improve commercialization and accelerate growth. But currently there is no quick or direct route from GRC to University Circle.

Growing the Impact of University Circle

University Circle boasts a wide array of cultural organizations, educational institutions and health care facilities. Institutions affiliated with University Circle Incorporated (UCI) employ more than 34,000 people, making the area in and around the Circle the county's second largest employment center. The combined annual operating budgets of these institutions exceed \$2 billion with the impact of these expenditures supporting additional 54,000 jobs in the region.¹⁶ Yet in one key respect it lacks the infrastructure to support its growth and achieve its maximum potential. Despite its evident strengths, University Circle is capable of having a much stronger impact on the adjacent neighborhoods and the Northeast Ohio community as a whole.

One major hurdle is the limited access from the freeway system to University Circle. The city of Cleveland maintains a “hub and spoke” pattern of interstate routes carrying high-speed traffic from the downtown district to outlying suburbs and beyond. But in this entire pattern of side streets, arterial roads and interstate highways, University Circle is an anomaly. There is no interstate connection to University Circle as a result of a fierce fight by the citizens of Shaker Heights in the mid-1960s that stopped one of the planned interstate “spokes” from coming through the Circle and Shaker Heights.¹⁷ The primary connection to the freeway system is along Martin Luther King Jr. Boulevard to the north. Chester Avenue serves as the primary connection to the Innerbelt to the west. The lack of a convenient connection to the highway system is most

¹⁶ “Image and Perception Research for Shaping the Future of University Circle,” Triad Research Group, June 1999.

¹⁷ “*Shaping the Future*,” University Circle, January 2000.

obvious to the southwest and it is in that corner of University Circle that BioEnterprise has elected to begin its work.

Using its existing resources and anticipated enhancements from the BioEnterprise project, this region can reposition itself as an attractive investment destination for biomedical and technological ventures, resulting in significant job creation and neighborhood redevelopment opportunities. However, without improved access to the Interstate system, University Circle and the adjacent districts are missing a fundamental element of a successful economic center.

Accommodate Future Growth

Contingent upon the success of BioEnterprise and other initiatives, new start-ups, existing ventures and Case Western Reserve University will need space to facilitate future expansion. Given the layout of University Circle, there is currently limited room to accommodate this anticipated growth. This roadway connection could lay the foundation for the future by opening up access to land that is both underdeveloped and underutilized. By opening up access to underutilized land, the roadway connection to I-490 could lay the foundation for future growth that is consistent with the plans of both University Circle and the adjoining Fairfax neighborhood. The region's success relies heavily on the ability to foresee future needs by planning and building to facilitate this growth. In addition, improving access to the Circle will make it easier for employers there to attract and retain employees from neighborhoods and communities to the southwest.

Visitors/Tourism

Improving access to the Circle and its assets means opening up the Circle and those assets to the surrounding community, both near and far. University Circle is one of the region's major visitor destinations, attracting more than 2 million visitors and tourists annually to the performances, exhibitions, programs, and special activities sponsored by Circle institutions. These world-class resources can provide the energy and stimulus for much greater economic benefit to the region than they currently provide, but only if they are more accessible.

<p>“There's no direct way to get there....Certainly the time involved (to drive there) is a factor.” – Focus Group Member from June 1999 Triad Research</p>

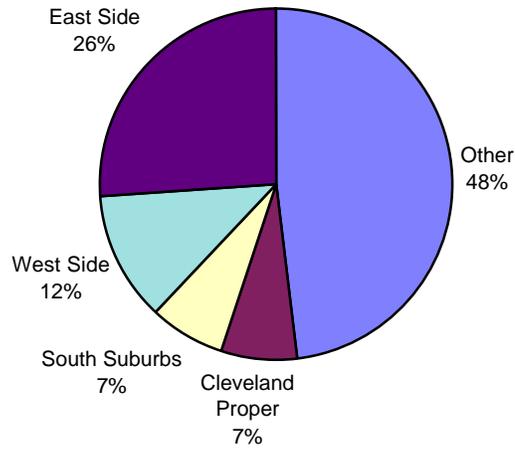
Construction of a street network that improves the connection with the interstate system to this employment center would benefit all of University Circle's stakeholders. Current organizations and businesses in the area would likely experience an increase in tourism and patronage from West Side residents. Implementation of a transportation option that facilitates rather than hinders access will allow more individuals to enjoy the amenities, culture and opportunities that exist within the Circle.

University Circle cultural institutions draw heavily from East Side communities but continually confront barriers to attracting more patrons from the West Side. A study conducted by AMS Planning and Research for the Community Partnership for Arts and Culture analyzed market area

penetration by zip code and noted that penetration in areas to the south and west is significantly lower. Similarly, a study conducted by the Cleveland Orchestra at Severance Hall ranking patrons by geographic area indicated that the top six zip codes are East Side neighborhoods. The illustration below (Figure 5) further supports the observation that visitors are most commonly from the East Side of Greater Cleveland, while West Side visitors represent half as many visitors.

Figure 5

**Cleveland Museum of Art - Visitors by Zip Code
Results from Survey Programs 1997-2000**



East Side Alternatives Discussion

Those evaluating the possibility of improving the Innerbelt system have studied ten core alternatives. Two of these alternatives could dramatically impact the East Side - a freeway connection between the eastern terminus of I-490 and I-90 at E. 133 Street via an existing railroad right-of-way and a signalized boulevard connection between the eastern terminus of I-490 and E. 105 street via the same railroad right-of-way. Both options are capable of providing a means of connection and achieving the general benefits discussed throughout this document. Each alternative is discussed in detail in the following paragraphs.

Freeway Alternative

This option extends the I-490 Freeway from East 55th Street along the railroad right-of-way, including Norfolk Southern, CSX, and the Greater Cleveland Regional Transit Authority, to I-90 East at approximately East 133rd Street. The freeway would be a limited-access highway with interchanges proposed at East 55th Street, Kinsman Road, Woodland Avenue, Stokes Boulevard, Euclid Avenue, Superior Avenue, St. Clair Avenue and East 133rd Street. This concept would relieve congestion from the existing Innerbelt and provide direct and high speed access to and from several East Side neighborhoods, however there are social and economic costs associated with this limited-access facility include an estimated \$1.5 billion price tag and over 150 residential displacements.

Figure 6 – Freeway Concept Map



"There's no way I will allow the state to build a road through the heart of my ward and cut the entire East Side of Cleveland in half, just to make it convenient for people to get from one place to another."¹⁸ – Council President Frank Jackson

Construction of a freeway is perceived as being extremely disruptive to East Side neighborhoods. It is also important to note that in addition to being one of ODOT's most costly alternatives, the freeway alternative is drawing the most opposition from the public. In particular, community activists, residents, Cleveland's new mayor, and council president oppose the freeway concept.

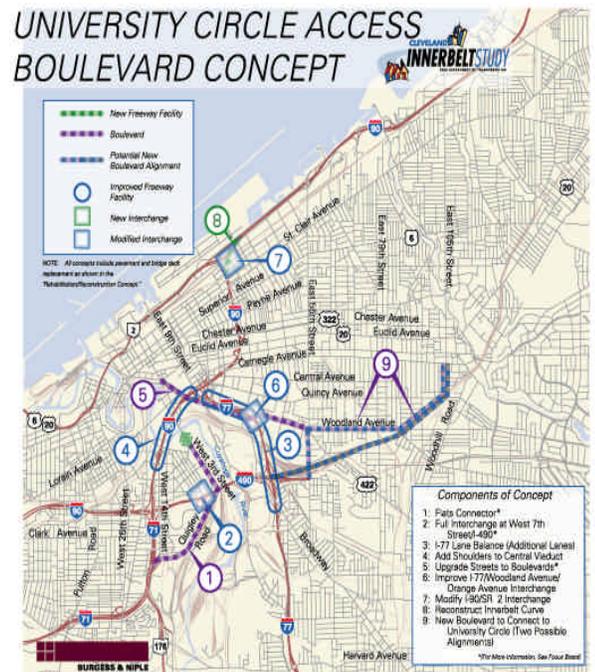
¹⁸ "Cleveland gets chance to right wrongs caused by Innerbelt 40 years ago," The Plain Dealer, October 10, 2001.

“Building a concrete wall dividing the neighborhood – at some points as tall as a telephone pole – where many people’s homes would be demolished, is not something I can support.”¹⁹ -
 Cleveland Mayor Jane Campbell

Boulevard Alternative

The boulevard concept represents an option with the potential to alleviate Innerbelt traffic while simultaneously preserving surrounding neighborhoods. Using the railroad right-of-way, this proposed roadway consists of a four or six lane boulevard separated by a median that would run from I-490 to East 105th Street at University Circle. Beginning at East 55th Street, this boulevard would be built along an existing railroad alignment to East 105th Street. Major cross-street access would occur at signalized intersections at E. 55th Street, Kinsman Road, E. 79th Street, Woodland Avenue/Buckeye Road and Quincy Avenue/East 105th Street.

Figure 7 – Boulevard Concept Map



Acting as a viable means of relieving Innerbelt congestion and traffic, the boulevard concept represents a potentially more palatable alternative to the proposed freeway connecting I-490 and I-90. Contrary to a limited access freeway, the boulevard is more conducive to building a community. The design and related construction can be planned to minimize disruption. Given the Scoping Committee’s stated goal of zero displacement, this alternative represents a feasible solution to congestion and provides surrounding neighborhoods with the possibility of much-needed economic development stimulus. Although traffic necessarily will move more slowly and be stopped at traffic lights, the boulevard concept will realize most of the benefits of a link to the interstate without the displacement caused by the interchanges.

Financing

ODOT planners want to know what would work best, regardless of cost. The most basic idea - redoing the road surface, widening the Innerbelt Bridge to include safety berms and making the sharp Innerbelt curve an easier turn - would cost an estimated \$476 million. However a more realistic estimate that includes the project's many additions and revisions, along with maintenance, anticipates a total cost of around \$800 million. Building a new highway through

¹⁹ “Ideas Diverge for Road Plan to Connect University Circle,” Crain’s Cleveland Business, December 24, 2001.

East Cleveland and the East Side of Cleveland and reconnecting at I-90 represents the most expensive at more than \$1.5 billion. The University boulevard concept is estimated to cost approximately \$160 million. Construction related to the Innerbelt program will be spaced over at least 10 years and will not begin prior to 2007.

The global accounting/consulting firm of PricewaterhouseCoopers will evaluate existing and potential local, state, and federal government sources of funding for the various alternatives. Financing strategies such as bonds, State Infrastructure Bank loans, developer or vendor financing and commercial bank financing will be examined.

Access - East Side Alternatives

In assessing the freeway and boulevard options, a summary of the pros and cons of each East Side alternative are listed below and further detailed throughout this paper.

Freeway Option

Pros	Cons
<ul style="list-style-type: none"> • Speed 	<ul style="list-style-type: none"> • Cost (\$1.5 billion)
<ul style="list-style-type: none"> • Commercial and industrial development 	<ul style="list-style-type: none"> • Major displacement (approx. 165 residences)
<ul style="list-style-type: none"> • Alleviates Innerbelt congestion 	<ul style="list-style-type: none"> • Intrusive interchanges
<ul style="list-style-type: none"> • Real estate development opportunities 	<ul style="list-style-type: none"> • Not aesthetically pleasing
<ul style="list-style-type: none"> • Greatly enhanced access to University Circle visitor and employment destinations 	<ul style="list-style-type: none"> • Divides neighborhoods

Boulevard Option

Pros		Cons
<ul style="list-style-type: none"> • Potential community revitalization 		<ul style="list-style-type: none"> • Minor displacement (fewer than 25 residences)
<ul style="list-style-type: none"> • Real estate development opportunities 		<ul style="list-style-type: none"> • Risk of gentrification
<ul style="list-style-type: none"> • Ease of use 		<ul style="list-style-type: none"> • If not properly designed, it would not be aesthetically pleasing
<ul style="list-style-type: none"> • Potential commercial and industrial development 		<ul style="list-style-type: none"> • Requires active community leadership in planning to achieve neighborhood benefits
<ul style="list-style-type: none"> • Alleviates Innerbelt congestion 		<ul style="list-style-type: none"> • Less efficient mover of traffic
<ul style="list-style-type: none"> • Affordable alternative for access 		
<ul style="list-style-type: none"> • Can be made neighborhood friendly 		
<ul style="list-style-type: none"> • Can be made aesthetically pleasing 		

Summary

In connection with the Innerbelt Study and ODOT's quest for the "intelligent renewal of the Innerbelt system," this study was conducted to assess the impact of the East Side alternatives on the surrounding neighborhoods. Analysis of a proposed roadway revealed that improved access from I-490 to University Circle has the potential to benefit numerous stakeholders including local residents, employers, tourists, commuters, visitors, and investors, among others. Specifically, the data illustrates that this connection could provide significant economic development opportunities for adjacent neighborhoods, enhance the prospects of BioEnterprise and grow the impact of University Circle. A preliminary examination of the East Side alternatives - the freeway and boulevard concepts - indicated that the boulevard concept represents a more neighborhood friendly option that could improve access while simultaneously stimulating community development and growth.

The proposed boulevard concept could provide the East Side with the "missing link" necessary to establish a network of economic, educational, and cultural institutions that co-evolve to create a thriving community. The combined effect of the BioEnterprise facilities and a boulevard could serve to energize the community and the region. University Circle maintains a unique and valuable set of assets that, with the proper roadway infrastructure investment and planning, could contribute even more significantly to the community's economy.