



# 2010 Active Transportation Campaign Cleveland, Ohio



**June**

**2008**

## Table of Contents

- 1. Executive Summary**
- 2. Introduction**
- 3. Vision**
- 4. Partnership**
  - A. Mayor’s Bicycle and Pedestrian Advisory Committee
  - B. Cleveland Technical Advisory Team
  - C. Towpath Trail Partnership Agencies
  - D. Political Representatives
- 5. Recent History of Non-Motorized Transportation Planning**
  - A. City of Cleveland
  - B. Northeast Ohio Areawide Coordinating Agency(NOACA)
- 6. History of Investment**
  - A. Greater Cleveland Regional Transit Authority(GCRTA)
  - B. City of Cleveland Investment
- 7. Public Health**
  - A. Overview and Demographics
  - B. STEPS to a Healthier Cleveland
  - C. Active Living by Design
- 8. Future “Active Transportation” Projects and Programs**
  - A. The \$50 million Dollar Plan
- 9. Conclusion**
  
- 10. Appendix A - Ohio Population is Decentralizing**
- 11. Appendix B - Cleveland’s Population is Decentralizing**
- 12. Appendix C - Employment in Cities is Decentralizing**
- 13. Appendix D - Cleveland’s Employment is Decentralizing**
- 14. Appendix E - Decentralization is Costly**
- 15. Appendix F - Development is Costly**
- 16. Appendix G - Reducing our Carbon Footprint**
- 17. Appendix H - Complete Campaign Team**
- 18. Appendix I - NOACA long range plan details**
- 19. Map – Spines and Loops Concept**
- 20. Map - Cleveland Bikeway Master Plan**
- 21. Map – Cleveland Projects and Employment Hubs**

## 1. EXECUTIVE SUMMARY

The Cleveland City Planning Commission office prepared this case statement in support of the Rails-to-Trails Conservancy's *2010 Campaign for Active Transportation* and its goal of doubling federal funding for trails, walking and biking in the next federal transportation reauthorization. Our partners in the preparation of this plan included the Office of the Mayor, the Cleveland Parks Department, the Cleveland Public Health Department, and the Ohio Canal Corridor organization.

The ***Cleveland 2010 Active Transportation Campaign*** proposes a variety of programs, plans, and projects that aim to increase the mode share for active transportation from their current relatively low levels. Strategic use of funding from the 2010 Federal Transportation Authorization, along with the funding it will leverage, can significantly increase walking, biking, and transit use in Cleveland by extending and connecting the over *\$275 million in local projects completed* over the last 5 years. *Those projects include the following:*

- Euclid Corridor Transportation Project
- Cleveland Lakefront Bikeway
- Morgana Run Trail
- Treadway Creek Trail
- Detroit-Superior Bridge Project
- South Waterloo Bike Lanes
- City Racks / City Seats Program

Cleveland's ***2010 Active Transportation Plan*** proposes a world-class system of trails, bike lanes, bike routes and amenities that will enable Cleveland residents to walk, bicycle or take public transit to employment, shopping, and school, or for health and recreation. The system will also connect residents and visitors to a vibrant lakefront and a working river valley with a rich heritage. *Proposed programs and projects include:*

- Towpath Trail
- Lower Big Creek Trail
- Walworth Run Trail
- Canal Basin Park Connections
- City Trail Loop
- On-road cycling facilities
- Bike parking facilities
- Safe Routes to School Program
- Safe Trails Program
- Marketing /promotion campaign

Cleveland's vision for creating a community of "connections" is presented in the City's recently adopted comprehensive plan, aptly titled the "*Connecting Cleveland 2020 Citywide Plan.*" That plan presents a practical vision for a citywide network of bicycle and pedestrian connections serving residents of all incomes, ages and ability levels. Associated programs and policies are implementing the plan by systematically incorporating bicycle and pedestrian facilities into the city's routine street repair and reconstruction projects, as well as advancing key initiatives such as the Safe Routes to Schools program.

As a city characterized by distressingly high levels of poverty, unemployment, and job loss, as well as a majority "minority" population, Cleveland presents an important opportunity to demonstrate that it is possible to make significant increases in bicycling and walking in a place that is not the stereotypical "coffee shop/ creative class" community.

Additional information about the ***Cleveland 2010 Active Transportation Campaign*** can be obtained by contacting the Cleveland City Planning Commission at Cleveland City Hall, 601 Lakeside Avenue, Room 501 Cleveland, Ohio 44114 or by phone at 216.664.2210 or on the web at <http://planning.city.cleveland.oh.us/>

## 2. INTRODUCTION

The course of America's transportation investment strategy took a dramatic turn in 1991 when Congress passed the *Intermodal Surface Transportation Efficiency Act (ISTEA)*, which introduced major changes to transportation planning and policy as a shift from a pure highway-building program to an intermodal approach to highways, transit and pedestrian/bicycle projects.

In 1998, Congress followed *ISTEA* with the *Transportation Equity Act for the 21<sup>st</sup> Century (TEA – 21)* that required regional transportation plans and projects:

1. Support the economic vitality of the metropolitan planning area;
2. *Increase the safety and security for the transportation system for motorized and non-motorized users;*
3. *Increase the accessibility and mobility options available to people and for freight;*
4. *Protect and enhance the environment promote energy conservation and improve the quality of life;*
5. *Enhance the integration of connectivity of the transportation system, across and between modes, for people and freight;*
6. Promote efficient system management and operation; and
7. Emphasize the efficient preservation of existing transportation system.

In 2003, Congress passed the *Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU)*. This legislation continued the planning and policy approaches emblematic of its two predecessors and contained a new pilot program, *Nonmotorized Transportation Pilot Program (NTTP)*, which awarded \$25 million to four urban areas to promote greater mobility choices – specifically walking and biking. This program provided the opportunity for federal funding to begin a true “mode shift” in America's urban centers.

In 2008, as Congress faces the task of reauthorizing America's transportation legislation, it must consider new and pressing factors: the rising price of oil and gasoline, the effect of auto emissions on the world's climate, and a national health crisis stemming from human inactivity and resulting obesity. These factors point to new solutions, meaningful choices for the 21<sup>st</sup> century. These choices must integrate public transportation with pedestrian and bicycle networks as viable transportation options for travel to work and other destinations.

Cleveland is well positioned to make such a transition. It has completed plans and projects that will establish an integrated network of public transit, off-road trails, and dedicated bike lanes. Cleveland's dense residential districts are well suited to effective use of this multi-modal system. Cleveland's inclusion in a renewed and expanded *Non-Motorized Transportation Pilot Program* is critical for success in this transition.

The following proposal describes in detail Cleveland's history of planning, its investments in a multi-modal system, and a definition and explanation of its investment strategy and projects that will bring true mode shift to the urban core.

### 3. VISION

The City of Cleveland is located in the northeast section of the state of Ohio, along the southern shore of Lake Erie. Cleveland has a land area of 78 square miles and is surrounded by a necklace of regional parks and the Cuyahoga Valley National Park. Cleveland, with a current population of 444,313, is the central city of the nation's 15<sup>th</sup> largest metropolitan area, with a population of 2.9 million. Cleveland is located in Cuyahoga County, which, with a population of 1.3 million, is the largest county in Ohio and the 28th largest county in the United States.

Cleveland, along with all of Ohio, is undergoing a long-term economic transformation, as the region's manufacturing sector, once the foundation of its economy, continues to shrink. In its place, a knowledge-based economy centered on the health care industry, biomedical engineering, and green technology has begun to emerge. The transition has been slowed by the need to retrain workers, attract venture capital, and update public policies.

Between 2000 and 2004, Ohio lost more than 220,000 jobs, of which 71,000 were in Cleveland. Equally dramatic is Cleveland's decline in population during the past half-century. In 1950, Cleveland's population peaked at 915,000. By 2006, it had declined by more than 50% to 444,313. The loss of population and jobs has been joined by an increase in poverty, giving Cleveland the dubious distinction of being identified as the poorest city in America two of the past five years. Not surprisingly, these circumstances have spawned a public health crisis of record proportions. Nationally, the rates for obesity, high blood pressure, diabetes, and asthma have exploded while the number of people walking or bicycling has plummeted. In Cleveland 33.8% of the population is obese, 34.1% is overweight and 49% do not meet the Centers for Disease Control recommendations for physical activity.

While Cleveland faces many major challenges, we believe that there is considerable opportunity to utilize our many assets – such as mixed-use urban districts, waterfront vistas and tree-lined streets – to build a bicycle- and pedestrian-friendly city that will be environmentally sustainable. Cleveland is already a relatively easy place to navigate, with its compact urban form served by four rapid transit lines and a well-developed network of bus routes. Its two major employment hubs in downtown and University Circle, with 125,000 and 37,000 employees, respectively, are connected by a new “bus rapid transit line” and Cleveland's first commuter bike lanes. Both of these areas are experiencing a resurgence of high-density, mixed-use development, expected to attract thousands of new residents, employees, shoppers and visitors during the next several years.

Cleveland is home to professional sports teams including the Cleveland Cavaliers, the Cleveland Indians, and the Cleveland Browns. The Rock & Roll Hall of Fame and Great Lakes Science Center regularly draw up to one million visitors annually to North Coast Harbor on Cleveland's downtown lakefront. University Circle is an international visitor destination that is home to the world-famous Cleveland Orchestra, as well as the Cleveland Museum of Art, other museums, Case Western Reserve University, and the world-renowned Cleveland Clinic and University Hospitals

In 2008 we are witnessing the end of era – the era of inexpensive gasoline. As the price of gasoline passes \$4.00 a gallon, the pain is reverberating across an economy designed to

run on cheap oil. Decades of an unrestrained growth driven by an “automobile psychology” have produced the scenario we face today. Here in Cleveland, the siren song of the automobile found an eager audience. Fueled by inexpensive oil, the expanding Interstate Highway system and the vanishing family farm, we’ve sprawled ourselves into an increasingly tenuous future. Without a regional government to control growth and make wise zoning, land use and transportation decisions, Cuyahoga County has become the first county in Ohio to be officially “built out” with limited options for land use planning and the preservation of open space. Globally, the planet is rapidly warming, and without extreme measures to reduce carbon dioxide, we may reach the tipping point from which there is no return. According to the New York Times in 2008, **“for every single American who biked to work, 5 commuters walked to work, 9 took public transit, 21 rode in a car pool and 154 drove to work – alone”**. This is not a balanced transportation system and it is not sustainable

*For additional information concerning Cleveland’s population, economics, and sprawl, see Appendices A through G.*

---

The recent rise in the price of oil has created a unique opportunity to restore our city and create an effective multi-modal 21<sup>st</sup> century transportation system. Today the City of Cleveland is determined to address the transportation issue along with the other familiar rust belt problems such as poverty and abandonment and industrial job loss through a variety of efforts all loosely arranged under a banner of sustainability. The vision we have for our future is one of a vibrant, “city of choice”, known as the **“Green City on a Blue Lake”**. The term coined by local environmentalist David Beach of the Green City Blue Lake Institute is an elegant moniker that people find catchy and easily visualized.

- **We envision a significant mode shift by the specific goal of placing all residents within a 10-minute bike ride of a trail linked to a major employment center.**

The vision is one of pedestrian- and bicycle-friendly neighborhoods linked to our employment centers in downtown and University Circle through a system of well designed all-purpose trails, bike lanes and bike routes.

- **Completing the last 6 miles of the 110-mile Cuyahoga Valley Towpath Trail as it moves north into downtown Cleveland will put 62,000 households within a 3-mile radius of the downtown employment hub.**

The completed 180-mile bikeway system will also link neighborhoods to our lakefront and the revitalized Cuyahoga River valley. The Towpath Trail will be the focus of our main trail-building effort as we work to extend the Towpath Trail into downtown and the Canal Basin Park, thus completing our National Heritage Corridor.

- **Build a Bicycle Friendly Community**

Because of the city’s new “Complete Streets” policy, bicycle accommodation will become routine as we rebuild our roadways and bridges. The Cleveland bicycle

parking ordinance will be the tool that finally allows us to provide plentiful, safe and convenient bike parking across the city. The newly developed downtown bicycle station, with showers, lockers, bike racks and bike rentals will encourage bicycle commuting and bicycle tourism. The completed City Trail Loop will be a major draw for recreational cyclists as they travel through the regions extensive park system and will provide improved access to the area's second major employment hub in University Circle.

- **Improve the Health of all Cleveland Residents**

Cleveland will have walkable neighborhoods that allow residents to go to school, shopping, library, or a neighborhood park along wide tree shaded sidewalks that have amenities like benches and public art that make the journey an enjoyable, rewarding, and healthy experience. Residents will be increasingly aware of the health benefits associated with walking and bicycling and have made a commitment to fighting heart disease, obesity and asthma and other diseases related to a sedentary lifestyle. The Safe Routes to Schools programs which started in 2008 with 3 pilot schools will be expanded so that many more Cleveland's children will benefit from the positive experience of walking or biking to school.

- **Build the Best Multi-Modal Transportation System in Ohio**

In the future, mass transit will be an increasingly viable and affordable option. The Greater Cleveland Regional Transit Authority (GCRTA) which won the award for best transit system in North America in 2007 has shown that good service and attention to details results in increased ridership and reduced reliance on the single occupancy vehicle. The GCRTA's new Euclid Corridor Transportation Project (The Health Line - Bus Rapid Transit) will serve as a design showcase. People moving quickly along Euclid Avenue on clean, modern BRT busses, on bicycles and as pedestrians are able to connect to employment, colleges, hospitals and other destinations in an environmentally sustainable way that helps to spur future development along the route. Transit oriented developments like the EcoVillage Development on W. 65<sup>th</sup> St. and the historic Shaker Square that have been built on the existing rail network link riders to downtown and the Cleveland Hopkins Airport for quick connections to the regional transportation system.

- **Improve the Air Quality and Environment of Cleveland and the Region**

Brownfields have been reclaimed for new uses such as the retail development at Steelyard Commons where the developer saw the benefits of trail connections and felt compelled to complete a 1-mile section of the Towpath Trail at his expense. Surface parking lots have been replaced by high-density mixed use developments such as the Flats East Bank Project on the banks of the Cuyahoga River which will be a LEED certified neighborhood development with connections to Canal Basin Park, adjacent neighborhoods and Lake Erie.

- **Make Cleveland a Connected, Revitalized, and Sustainable “City of Choice”**

Cleveland’s future as the **green city on a blue lake** lies in the creation of a world-class bikeway network that connects residents and visitors to its waterfronts, workplaces, and other destinations, building walkable neighborhoods that are thriving economic engines with art and culture, developing a multi-modal transportation system, and protecting the health of our resident’s with a sustainable environment. Combined these will make Cleveland a competitive choice locally and nationally for mobile residents seeking a truly urban community that offers unique opportunities for active transportation.

#### **4. PARTNERSHIP**

The City of Cleveland’s 2010 Campaign Team consists of a core group of knowledgeable and engaged leaders who are prepared to spearhead a campaign to establish an active transportation vision and build political support by which to implement it. Led by the City of Cleveland’s Planning Commission staff, the local leadership group will work with motivated allies from bicycle and pedestrian advocacy groups, allied planning agencies and professional groups, local development corporations and civic groups, and local officials.

A number of organized committee’s have been engaged since 2002 to advance bicycle and pedestrian initiatives. The major committees include:

##### **Mayor’s Bicycle and Pedestrian Advisory Committee – Citywide Policies**

Formed in September of 2002, The Mayor’s Bicycle and Pedestrian Advisory Committee, purpose is to establish city-wide policies for bicycle and pedestrian related improvements and to recommend and review projects that advance those policies, while ensuring that community concerns and ideas are incorporated into the process.

**Cleveland Technical Advisory Team** – Responsible for day to day planning for the Towpath Trail Extension, neighborhood connectors to the Towpath Trail and other bikeway initiatives. Represented departments include the Mayor’s Office, City Planning, Parks Department, Engineering & Construction, Traffic Engineering, Health Department and Office of Sustainability.

**Towpath Trail Partnership Agencies** – Towpath Trail Partnership created by a Memorandum of Understanding (MOU) signed in October, 2004.

Cuyahoga County Commissioners  
Cuyahoga County Planning Commission  
Cuyahoga County Engineer  
Cleveland Metroparks

Ohio Canal Corridor  
National Park Service  
NOACA  
ODOT District 12

##### **North East Ohio Areawide Coordinating Agency (NOACA) - Bicycle Advisory**

**Council** - NOACA is a regional organization of local officials responsible for carrying out transportation and environmental planning under local direction and in accordance with federal and state mandates. The NOACA area encompasses the Cleveland/Lorain-Elyria metropolitan region which includes the Counties of Cuyahoga, Geauga, Lake, Lorain, and Medina.

**The Bicycle Advisory Council (BAC)** is a NOACA-based organization composed of public officials and members of the public. It meets with NOACA staff several times a year to assist with various projects, including the *Connections 2030: A Framework for the 2030 Transportation System* plan. That plan, adopted by the NOACA Governing Board in March 2008 stated the following vision for the Cleveland region in the year 2030:

*“We envision that many more people choose to bicycle for transportation for many reasons, including concerns about climate change, increased gas prices, air quality, and health. A wide variety of safe and convenient bikeways have been provided to the traveling public. Great strides have been made toward providing a regional bikeway system that is safe, convenient, and fully integrated into the transportation system. Many more facilities are planned for the future to encourage even more people to bicycle for transportation.”*

**Political Representatives who will be crucial to the success of the 2010 Active Transportation campaign and whose support we intend to enlist:**

Mayor Frank G. Jackson  
Cleveland City Council  
Cuyahoga County Commissioners  
Governor Ted Strickland  
Senator George V. Voinovich  
Senator Sherrod Brown  
Congressman Ralph Regula (or successor)

Congressman Dennis Kucinich  
Congresswoman Stephanie Tubbs Jones  
Congressman Steven C. LaTourette  
State Senators  
State Representatives  
Cuyahoga Mayors and Managers Association

*For the complete Cleveland Active Transportation Team list, see Appendix H.*

## **5. RECENT HISTORY OF NON-MOTORIZED PLANNING**

In 2005, NOACA, the Cleveland area’s transportation MPO, approved a major update to the region’s long-range transportation plan titled “[Connections 2030: A Framework for the 2030 Transportation System](#)”. The plan provides a vision for the region’s transportation system 25 years into the future. One of the ten major goals of the plan is to “Establish a more balanced transportation system which enhances modal choices by prioritizing goods movement, transit, pedestrian and bicycle travel instead of just single-occupancy vehicle movement and highways.” The plan recognizes the benefits of the choice of transit modes for residents of all income levels anywhere in the region because of the benefits related to climate change, increased gas prices, air quality, and health.

A number of local plans have made specific recommendations for how the vision can be realized through the development of a comprehensive bikeway system within the Greater Cleveland area.

- **Cuyahoga County Greenspace Plan.**

A centerpiece of the Greenspace Plan, which is intended to promote a broad comprehensive vision for greenspace protection and restoration, is a countywide trail system. The structure of the system is a “spoke and loop” framework of routes

that not only provide access to natural corridors but make connections to major activity centers in the region, such as Downtown, University Circle and numerous neighborhood centers – enabling the system to be used for purposes of commuting as well as recreation. Parts of the framework have already been completed but filling in the gaps, such as extension of the Towpath Trail, to create a comprehensive system of routes is a priority in the strategy of developing new trails and bike lanes. (See: Map 19 – Spines and Loop Concept in Appendix)

- **Connecting Cleveland 2020 Citywide Plan**

The *Connecting Cleveland 2020 Citywide Plan*, adopted in 2007, is the comprehensive plan for the future of Cleveland and its neighborhoods. The plan seeks to create viable sustainable neighborhoods with the emphasis on the theme of connections. As part of the emphasis on connections, a major element of the plan was the concurrent adoption of the *Cleveland Bikeway Master Plan*. The *Cleveland Bikeway Master Plan* is the guiding document for the establishment of cycling facilities in Cleveland. Beginning with the framework of loops and spoke routes proposed in the Greenspace Plan, the City's bikeway plan further refines proposals for trails, lanes and routes within the City to promote connections between City neighborhoods and to neighboring communities. (See: Map 20 – Cleveland Master Bikeway Plan in Appendix)

- **Connecting Cleveland: Waterfront District Plan**

Realizing that the City's water resources are the most vital elements in transforming Cleveland as a place to live, work and play, the City has undertaken a major comprehensive plan to promote a vision of how to best use these assets. A major element of the plan was to identify how to improve bike and pedestrian access to and along the shoreline from the City's neighborhoods.

- **Neighborhood Connections**

The City is or has recently undertaken a number of planning studies to refine routes that connect its neighborhoods to the proposed system. Studies for the Lower Big Creek, Train Avenue, Kingsbury Run, and Canal Basin Park areas are all examples of the preparation that the City is undertaking so that it will be ready to make improvements that will provide its residents a choice of transportation options.

- **Ohio & Erie Canalway – Corridor Management Plan**

The 2000 *Corridor Management Plan* integrated recommendations from *The North Cuyahoga Valley Corridor Study* that included the completion of the Towpath Trail, with its connector trails along major tributaries along the Cuyahoga River.

## 6. HISTORY OF INVESTMENT

### **Greater Cleveland Regional Transit Authority Investments (\$200,858,750)**

In just the past five years, there has been a significant investment in active transportation initiatives in the City of Cleveland. Important steps to improve multi-modal capacity have been taken by the Greater Cleveland Regional Transit Authority, including:

- **RTA – Euclid Corridor Transportation Project (\$200 million)** – a project to improve transit service and attract transit-oriented development along Euclid Avenue, Cleveland’s “main street.” The project will provide shorter travel times along Euclid Avenue and linkages with other RTA routes for better access to work, home, medical, educational, and cultural centers in Greater Cleveland.

Euclid Avenue will be rebuilt from storefront-to-storefront for 7 miles. The new streetscape will be totally ADA accessible and pedestrian-friendly, with wider sidewalks, dedicated transit lanes in each direction, and a median where 36 bus stations will be located. About 2.3 miles of adjoining streets will also be improved, for a total project area of over 9.3 miles.

Hybrid-electric, articulated 60-foot Rapid Transit Vehicles (RTVs) will serve the stations every five minutes. (A typical bus is now 40 feet long). Customers waiting at uniquely designed stations will enjoy state-of-the-art signage with real-time service information. Because of off-board fare collection, larger vehicles, fewer stops, dedicated lanes and signal preemption, trip times will be reduced by an estimated 26 percent. This will also serve to increase RTA's efficiency and lower operating costs

- **RTA – Bikes on Buses / Trains (\$858,750)** – 100% of RTA buses have been equipped with bike racks. Bicycles are permitted on all RTA trains at all hours of operation, based on operator discretion.

### **City of Cleveland Investment (\$75,582,216):**

Major projects designed to facilitate bike and pedestrian connections and to improve the “active transportation” mode split include the following projects completed within the last 5 years or currently under construction:

- **Cleveland Lakefront Bikeway Phase 2 (\$850,000)** – Constructed a new Cleveland Lakefront Bikeway on the west side of Cleveland, with a total of 6.42 miles, including 4.49 miles of signed shared roadways and 1.93 miles of shared use paths.  
- Completed July, 2003
- **Detroit – Superior Bridge Project (\$2,066,800)** – Retrofit of an existing 1-mile bridge with a pedestrian promenade, benches, public art and bike lanes.  
– Completed 2004
- **City Racks / City Seats (\$421,703)** – installed 500 bike racks and 200 benches. citywide.  
- Completed May, 2007
- **Morgana Run Trail (\$2,493,657)** – 2-mile multi-purpose recreational trail and shared-use roadway in Slavic Village area, converted from a former rail line.  
- Completed September, 2006
- **Treadway Ravine Greenway and Trail (\$1.34 million)** – Environmental remediation and the trail plan between Harmody Park in the Old Brooklyn neighborhood and the current Towpath Trail terminus at Old Harvard Ave.  
- Completed spring 2008

- **Towpath Trail Extension (\$1.2 million)** – Completed 1.5 miles of multi-purpose trail in the Steelyard Commons retail development area and a neighborhood connector trail.  
- Completed 2007
- **Fulton Rd. Bridge Reconstruction (\$54.6 million)** – Rebuilt bridge with bike lanes, public art, pedestrian improvements, and a multi-purpose trail connecting the Brooklyn Center neighborhood to the existing Metroparks Brookside Reservation Trail.  
Under Construction – completion expected in 2009
- **South Waterloo Bike Lanes (\$3,486,600)** – Constructed 1.1 miles of new bike lanes, sidewalks and ADA compliant ramps as part of the S. Waterloo Road reconstruction.  
- Completed 2007
- **Towpath Trail – Phase 1: Harvard to Steelyard Commons (\$9.2 million)**  
The planning for Phase 1 is well underway, with a target construction date in 2010. This is one of four phases of development that, together, carry a cost estimate of \$47 million.  
-Construction starts in 2010 – funds for Phase 1 secured.

## 7. PUBLIC HEALTH

### Cleveland Department of Public Health

Cleveland Department of Public Health (CDPH) is the local public health agency for the City of Cleveland. Formally established in 1910, the department is charged with improving the quality of life in the City of Cleveland by promoting healthy behavior, protecting the environment, preventing disease, and making the City a healthy place to live, work, and play.

### Demographics of the City of Cleveland:

- Cleveland, Ohio; population 444,313
- 51% of residents are African American
- 31% of residents live below the federal poverty line
- 47% of children live in poverty
- 20% of Clevelanders are 55 years of age and older
- 33.8% of Clevelanders are obese (2005-06)
- 34.1% of Clevelanders are overweight (2005-06)
- 49% of Cleveland residents do not meet physical activity recommendations

Because of the very challenging poverty and health demographics that are prevalent in Cleveland, the Health Department has been actively engaged in addressing these issues and has been able to secure significant funds through a number of programs, including:

### Steps to a Healthier Cleveland, 2004- 2009

The **Steps to a Healthier US** five-year cooperative agreement program funds states, cities, and tribal entities to implement chronic disease prevention efforts focused on

reducing the burden of diabetes, overweight, obesity, and asthma and addressing three related risk factors — physical inactivity, poor nutrition, and tobacco use.

For FY 2003, the U.S. Department of Health and Human Services (HHS) allocated \$13.6 million to fund 24 communities; in FY 2004 HHS allocated \$35.8 million to increase funding to the existing 24 communities and fund an additional 16, including Cleveland, Ohio for a total of 40 communities.

**Amount of Award: approximately \$6.7 million over five years**

**Safe Routes to School (SRTS) 2008 (\$289,987)** - SRTS programs use a variety of education, engineering and enforcement strategies that help make routes safer for children to walk and bicycle to school and encouragement strategies to entice more children to walk and bicycle. Cleveland received \$250,000 for infrastructure enhancements and \$39,987 for bike safety education and enforcement, which will be focused on three pilot schools.

**Active Living by Design (\$200,000 over 5 years) in partnership with Slavic Village Development** – A holistic approach that connects policy, programs, promotions, preparation, and physical developments to create environments that promote physical activity. The program encompasses many fields and disciplines in order to support active living environments. *Active Living by Design* is a national program of the Robert Wood Johnson Foundation (RWJF) and is a part of the North Carolina Institute for Public Health at the UNC School of Public Health in Chapel Hill, North Carolina. In Cleveland we were able to leverage the \$200,000 grant from the RWJF to secure an additional \$14,157,000 in funding. The resulting projects included:

- Constructing an integrated, multi-purpose neighborhood trail and park network from brownfields and abandoned rail lines that link to a regional trail system
- Undertaking major street, bridge, and intersection improvements to promote safety
- Collaborating on a citywide effort to improve Cleveland's street design standards and educate transportation engineers about pedestrian- and bicycle-friendly design methods
- Providing support for Safe Routes to School efforts at four K-8 schools and a Walk-to-School kit for the entire Cleveland Metropolitan School District
- Involving the community in a teen-based mapping project, which culminated in a widely-distributed map highlighting the best places and routes for active transportation and recreation throughout the neighborhoods
- Starting community safety walks to address and reduce fear of crime
- Developing surveys, focus groups, and preliminary message testing, with help from the Health Department and Case Western Reserve University, to inform a neighborhood physical activity/ social marketing campaign

## 8. FUTURE “ACTIVE TRANSPORTATION” PROJECTS AND PROGRAMS

### The \$50-Million Plan:

Conceptual plans have been completed for a large number of bicycle- and pedestrian-oriented projects across the City of Cleveland. Implementation of a significant number of these projects would help complete the community’s active transportation network and create the neighborhood linkages that will be essential for a substantial mode shift, linking residents to employment, shopping, schools and recreation. It will be essential for the federal government through the FHWA to play a major role in the funding this multi-modal transportation plan, supplemented by state and local resources.

The following represent the priority projects and programs and their estimated costs as identified by the City of Cleveland for utilizing the \$50-million that could become available as part of the re-authorized federal transportation bill.

- **The primary strategy in Cleveland is to focus non-motorized transportation improvements within a 3-mile radius of our two major employment hubs – Downtown and University Circle.**
  1. **Towpath Trail** - Complete the final 6-mile stretch within the City of Cleveland of this 110-mile long regional trail system that will connect Cleveland with New Philadelphia, Ohio. The Towpath also will serve as the main trunk of a 180-mile long system of integrated connector and secondary trails that, when completed, will put all residents of Cleveland within a 10-minute bike ride of a trail linked to major employment/activity centers.  
**Estimated completion – 2014.....Cost - \$15 million**
  2. **Lower Big Creek Trail** – A 1.5-mile long all-purpose connector trail through the Lower Big Creek Valley that will link the Cleveland Metroparks Zoo’s (Greater Cleveland’s top visitor destination/ 1.4 million visitors per year) multi-purpose trail to the Towpath Trail’s Harvard Road trailhead and provide the 46,000 residents living within a 2-mile radius direct access to the Towpath Trail’s regional trail network.  
**Estimated completion - 2011.....Cost - \$10 million**
  3. **Train Avenue/ Walworth Run Trail** – A 2.3-mile long roadside all-purpose connector trail along the Train Avenue-Walworth Run corridor that will link the 63,000 residents of five urban neighborhoods along its route on Cleveland’s near west side to the Towpath Trail in the vicinity of Scranton Road/University Avenue. This trail also provides connections to Cleveland’s major west side Recreation Center (Zone); emerging arts/cultural district (Detroit-Shoreway) and Edgewater Park’s lakefront beach (visitation = 1 million +/- year)  
**Estimated Completion – 2012..... Cost - \$ 2 million**
  4. **Metro-Hospital Spur Trail** – A 2.8-mile long on- and off-road all-purpose connector trail that will link the MetroHealth Medical Center and the 44,000 residents of the nearby Clark-Fulton, Tremont and Brooklyn Centre neighborhoods through the

Quigley Connector to the Towpath Trail and links to the Steelyard Commons Shopping Center.

**Estimated Completion - 2013.....Cost - \$ 2 million**

- 5. Canal Basin Park Connections** – An integrated system of on- and off-road all-purpose connector trails that will provide bicycle and pedestrian connectivity from the proposed Canal Basin Park to the surrounding residential neighborhoods of Ohio City, Tremont and the Downtown’s Warehouse and Gateway Districts.

**Estimated Completion – 2014..... Cost - \$ 1 million**

- 6. Lakefront Bikeway Improvements** – Provide enhanced pedestrian and bicycle linkages to the lakefront and downtown areas through capital improvements to the existing Cleveland Lakefront bikeway.(180,468 households within 3-mile radius)

**Estimated Completion – 2011..... Cost - \$ 3 million**

- 7. City Trail Loop (East Side)** – A 3.5-mile long on- and off-road all-purpose trail that will follow Cleveland’s system of grand boulevards and connect Gordon Park on the City’s lakefront with Rockefeller Park, Wade Park, Luke Easter Park, Washington Park and, ultimately, the Towpath Trail. This regional trail is the direct connection to the employment and cultural hub of Cleveland in University Circle. (180,367 households within a 3-mile radius)

**Estimated Completion - 2014.....Cost - \$ 4 million**

- 8. City Trail Loop (West Blvd.)** – A 4-mile long on- and off-road all-purpose trail that will follow West Boulevard, linking Edgewater Park on the City’s lakefront with Brookside Park and the Towpath Trail. (133,329 households within a 3-mile radius)

**Estimated Completion - 2014..... Cost - \$ 3 million**

- 9. On-Road Cycling Facilities (pavement marking)** – Provide links to the off-road trail system with safely marked bike routes and bike lanes and provide supplemental connections to the downtown and University Circle employment hubs.

**Estimated Completion - 2014.....Cost - \$3-million**

- 10. Bike Parking Facilities (bike station and racks)** – Downtown bicycle parking facility featuring secure indoor bike parking, a maintenance shop, bike rentals and shower facilities for individuals commuting to work downtown by bike, and placement of 500 bicycle racks at key locations citywide.

**Estimated Completion - 2009.....Cost - \$ 1 million**

- 11. Marketing /Advertising Campaign** – A 3-year multi-media promotional campaign to encourage the use of the downtown bike station, Euclid Corridor, Towpath Trail and connector trail system as an alternative transportation mode to the automobile. Health promotion campaigns will encourage individuals to use the new and existing facilities and other active transportation amenities.

**Estimated Completion – 2010 thru 2014.....Cost - \$1.5 million**

- 12. Safe Trails (Security patrols) Program** – Modeled on the Safe Routes to School program, will include safety measures along the City’s trail system, incorporating a variety of education, engineering and enforcement strategies that help make trail

routes safer for children to walk and bicycle to school. Creation of the Trailblazers Patrol will serve as “Eyes on the Trail” with radio communications to police and rangers, offering visitor services and in simple bike repairs.

**Estimated Completion – 2010 thru 2014.....Cost - \$3.5-million**

**13. Expanded Safe Routes to School Program** - Provide education and infrastructure improvements to 10 – 12 additional Cleveland Metropolitan School District K-8 grade schools, targeting schools in proximity to the off-road trail system.

**Estimated Completion – 2010 thru 2014.....Cost - \$ 1million**

**Total investment package - .....\$ 50 million**

*(See Map 21 – Cleveland Projects and Employment Hubs in the Appendix)*

## 9. CONCLUSION

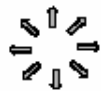
Successful implementation of the *2010 Active Transportation Plan* outlined in this document will enable the City of Cleveland to achieve a dramatic transformation of its transportation system. At its core, the plan embraces the concept of connecting residents with employment centers and neighborhood assets like retail centers, schools, libraries and recreation amenities. This new approach, emphasizing active transportation components that “burn calories, not carbon” also seeks to fundamentally change the way individuals go about their daily lives. Getting residents to forsake the automobile in favor of an increased reliance on walking, bicycling and the use of public transit can dramatically impact modal dynamics, which in turn can transform environmental and public health conditions.

We know that a great city is not merely a collection of buildings. It is a place of connections. At its simplest, a connection can be a bike path that connects a neighborhood to a waterfront or a bus line that connects people to jobs. At its most fundamental, a connection can be a shared space – an urban plaza, a neighborhood park, a community institution or even a coffee shop – that connects people to one another in a way that creates a sense of “place” and a sense of belonging – that elusive but enduring thing that we call a “community”. Cleveland is a great city, a place of connections – an evolving community, vibrant and viable, where we can all belong.



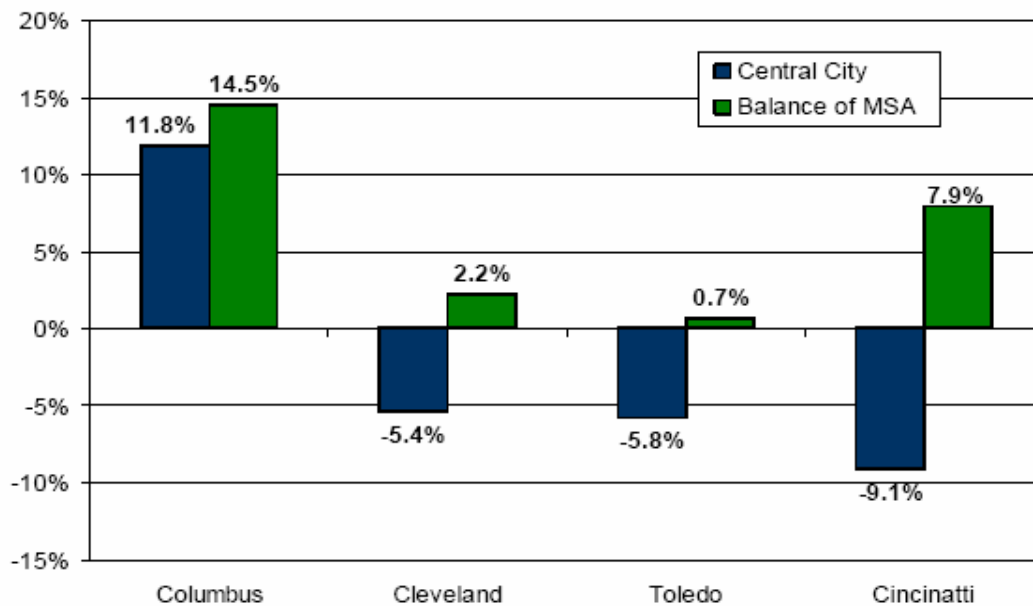
## **APPENDIX AND MAPS**

## 10. Appendix A – Ohio's Population is Decentralizing



# Population Is Decentralizing

In Ohio, suburban growth during the 1990s contrasts with particularly weak growth in central cities



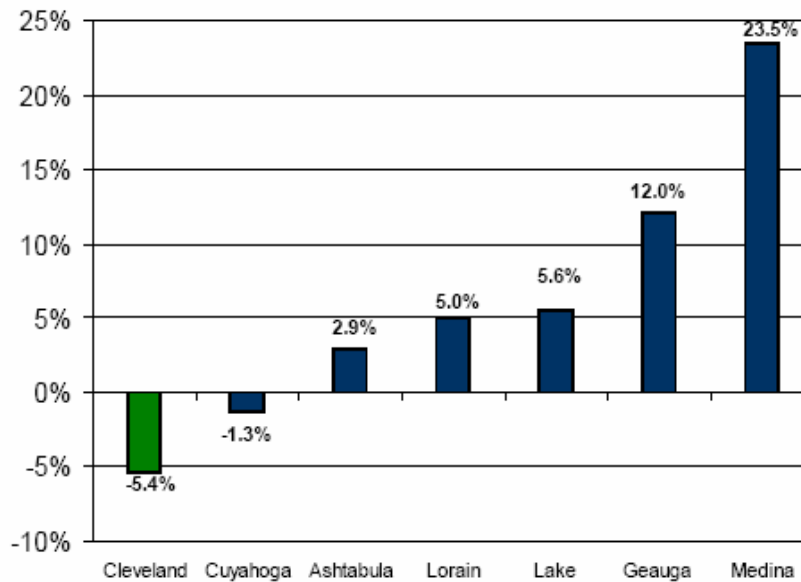
Source: U.S. Census Bureau

## 11. Appendix B – Cleveland’s Population is Decentralizing



### Population Is Decentralizing

**Cleveland’s neighboring counties experienced robust growth during the 1990s, despite the cities failure to attract, or even retain, residents**

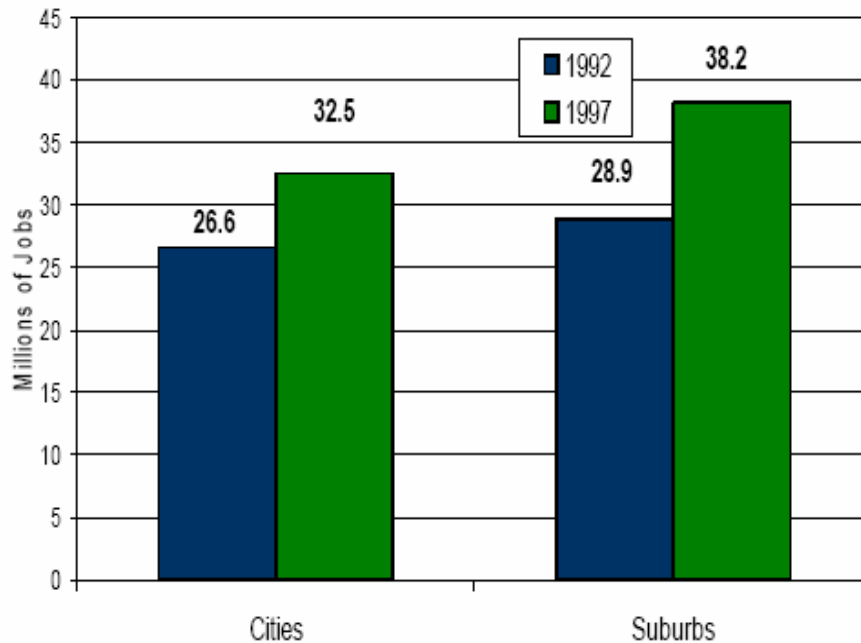


Source: U.S. Census Bureau

## 12. Appendix C – Employment in Cities is Decentralizing

### Employment Is Decentralizing

Employment is also decentralizing. Cities gained jobs during the 1990s, but suburbs gained a lot more



<sup>1</sup> Aggregated data for 114 large cities.

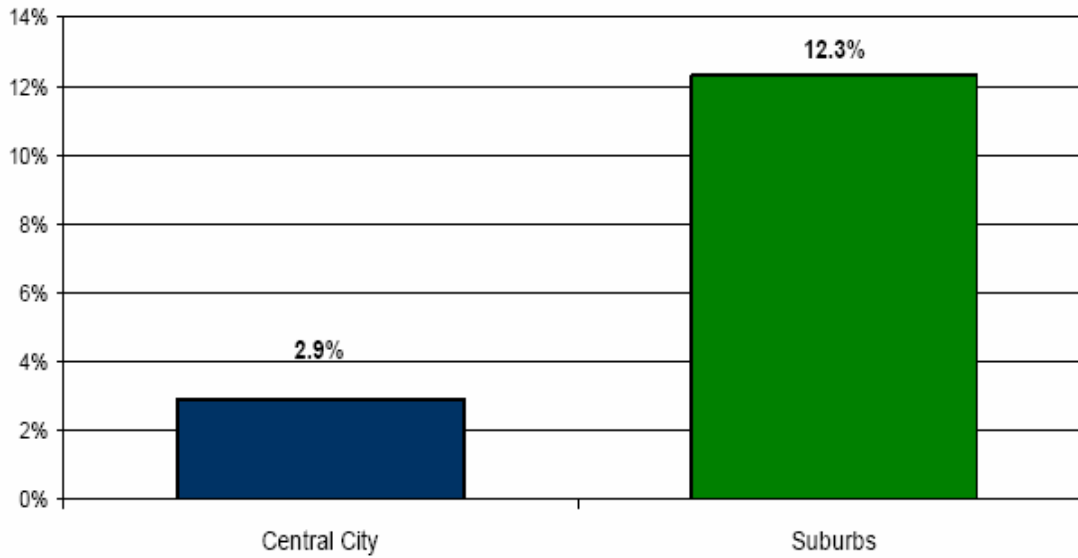
Source: U.S Department of Housing and Urban Development, *State of the Cities 2000*.

### 13. Appendix D – Cleveland’s Employment is Decentralizing



## Employment Is Decentralizing

### In Metropolitan Cleveland



<sup>1</sup> Based on changes between 1992 and 1997.

Source: U.S Department of Housing and Urban Development, *State of the Cities 2000*.

..

## 14. Appendix E – Decentralization is Costly



### **Decentralization Is Costly**

- **Ohio has lost 90 percent of its wetlands to development**
- **Between 1992 and 1997, farmland decreased by 11 percent in Ohio**
- **Ohio has 21,775 brownfield sites. The state is fifth in the nation in number of brownfield sites per 100 miles**

Source: *State of Ohio's Urban Regions*. The Ohio Urban University Program.

## 15. Appendix F- Suburban Development is Costly

### **Decentralization Is Costly**

The fringes of metropolitan areas are consuming excessive amounts of land

- In the state of Ohio, 365,000 acres of land were developed between 1992 and 1997
- Ohio was the eight most land consuming state in the country during this period
- The average annual rate at which Ohio developed land was nearly 60 percent higher in the 1990s than in the 1980s

Source: USDA Natural Resources Conservation Service

## 16. Appendix G – Reducing our Carbon Footprint

### Shrinking the Carbon Footprint of Metropolitan America

#### **Metro Area Profile: Cleveland-Elyria-Mentor, OH**

The report “Shrinking the Carbon Footprint of Metropolitan America” quantifies for the first time the amount and most significant sources of carbon emitted—from highway transportation and residential energy consumption—by the 100 largest metropolitan areas in 2000 and 2005. Substantial variation exists among these “carbon footprints” of metro areas, due in part to their development patterns, rail transit, freight traffic, carbon content of electricity sources, electricity prices, and weather.

To access the entire report, see [www.blueprintprosperity.org](http://www.blueprintprosperity.org)

#### **Per Capita Carbon Footprints, 2000-2005**

**Trends.** Metropolitan Cleveland’s per capita footprint from transportation and residential energy use increased **4.28** percent between 2000 and 2005. The average per capita footprint of the 100 largest metro areas and of the nation increased 1.1 percent and 2.2 percent during this time, respectively. The transportation portion of Cleveland’s per capita footprint increased **3.1** percent between 2000 and 2005, compared to an increase of 2.4 percent in the 100 largest metro areas. The residential portion of Cleveland’s per capita footprint increased **5.4** percent between 2000 and 2005, compared to a slight decrease of 0.7 percent in the 100 largest metro areas.

**Snapshot = 2005.** The average resident in metropolitan Cleveland emitted **2.235** tons of carbon from highway transportation and residential energy in 2005 (rank **31st**). This compares with 2.24 tons of carbon emitted by the average 100-metro resident and 2.60 tons of carbon emitted by the average American from transportation and residential energy.

**From highway transportation.** The average Cleveland resident emitted **1.072** tons of carbon from highway transportation (rank **12th**). The average 100-metro resident emitted 1.310 tons and the average American emitted 1.44 tons from highway transportation. The average Cleveland resident emitted 0.842 tons from autos (rank **11th**) and 0.230 tons from trucks (rank **21st**), compared to 1.004 tons from autos and 0.305 tons from trucks from the average 100-metro resident.

**From residential energy use.** The average Cleveland resident emitted **1.163** tons of carbon from residential energy use (rank **74th**). The average 100-metro resident emitted 0.925 tons and the average American emitted 1.16 tons of carbon from residential energy use. The average Cleveland resident emitted 0.694 tons from electricity (rank **52nd**) and 0.468 tons from residential fuels (rank **73rd**). This compares to 0.611 tons from electricity and 0.314 tons from fuels from the average 100-metro resident.

Rank 1 = smallest per capita footprint Rank 100 = largest per capita footprint  
Contact: Carrie Collins 301-664-9000 x18 [ccollins@brookings.edu](mailto:ccollins@brookings.edu)

## **17. Appendix H – Cleveland Active Transportation Team**

### **Partnership:**

The City of Cleveland's 2010 Campaign Team consists of a core group of knowledgeable and engaged leaders who are prepared to spearhead a campaign to establish an active transportation vision and build political support by which to implement it. Led by the City of Cleveland's Planning Commission staff, the local leadership group will work with motivated allies from bicycle and pedestrian advocacy groups, allied planning agencies and professional groups, local development corporations and civic groups, and local officials.

A number of organized committee's have been engaged since 2002 to advance bicycle and pedestrian initiatives. The major committees include:

### **Mayors Bicycle and Pedestrian Advisory Committee - Citywide**

- Formed in September of 2002, The Mayor's Bicycle and Pedestrian Advisory Committee, purpose is to Establish City-wide Policies for Bicycle and Pedestrian Related Improvements and to recommend and review projects that advance those policies, while ensuring that community concerns and ideas are incorporated into the process.

### **The Advisory Committee Members include:**

- City government – Key members of all relevant departments
- Cleveland City Council
- County government - Cuyahoga County Engineer and Cuyahoga County Planning Commission
- Ohio Department of Transportation – District 12
- Northeast Ohio Areawide Coordinating Agency (NOACA)
- Greater Cleveland Regional Transit Authority (GCRTA)
- Cleveland Metroparks
- Cuyahoga Valley National Park
- Ohio Canal Corridor
- Neighborhood Progress, Inc. (NPI)
- Cleveland Neighborhood Development Corporation (CNDC)
- Cleveland Public Art
- YMCA of Greater Cleveland
- University Circle Incorporated
- Fairfax Renaissance Development Corporation
- Glenville Development Corporation
- Cleveland Bikes
- Ohio City Bicycle Co-op
- Cleveland Area Mountain Bike Association
- Walk + Roll Cleveland
- CityWheels
- Green City Blue Lake Institute (formerly EcoCity Cleveland)

**Cleveland Technical Advisory Team** – Responsible for day to day planning for the Towpath Trail Extension and neighborhood connectors to the Towpath Trail.

Robert Brown, George Cantor, James Danek, Martin Cader (**City Planning**)  
Ken Silliman, Chris Warren, Valarie McCall, Eric Wobser/Rebecca Schaltenbrand (**Mayor's Office**)  
Michael Cox, Mark Fallon, Carrie Hansen, Don Kasych (**Parks**)  
Randy DeVaul (**Engineering & Construction**)  
Rob Mavec (**Traffic Engineering**)  
Jennifer Scofield (**Public Health**)  
Andrew Watterson (**Sustainability Director**)

**Towpath Trail Partnership Agencies** – Towpath Trail Partnership created by a Memorandum of Understanding (MOU) signed in October,2004

Cuyahoga County Commissioners	Ohio Canal Corridor
Cuyahoga County Planning Commission	National Park Service
Cuyahoga County Engineer	NOACA
Cleveland Metroparks	ODOT District 12

### **Political Representatives**

Mayor Frank G. Jackson	Congressman Dennis Kucinich
Cleveland City Council	Congresswoman Stephanie Tubbs Jones
Cuyahoga County Commissioners	Congressman Steven C. LaTourette*
Governor Ted Strickland	State Senators
Senator George V. Voinovich*	State Representatives
Senator Sherrod Brown	Cuyahoga Mayors and Managers Association
Congressman Ralph Regula (or successor)	

**Additional parties to which we can turn for assistance on as-needed basis. The list is extensive and a partial listing includes:**

### **Associated Government & Quasi-Governmental Agencies**

Northeast Ohio Regional Sewer District  
Cuyahoga Soil & Water Conservation District  
Cuyahoga Remedial Action Plan  
Cuyahoga Metropolitan Housing Agency  
Downtown Cleveland Alliance  
Greater Cleveland Partnership

### **Foundations**

Cleveland Foundation  
Gund Foundation

### **Greenspace and Trail Advocacy Groups**

Green City Blue Lake Institute	West Creek Preservation Committee
Cleveland Waterfront Coalition	Sierra Club of Northeast Ohio
Parkworks	Ohio Greenways
Friends of Big Creek	Trust for Public Land
Friends of the Crooked River	Western Reserve Land Conservancy
Friends of Euclid Creek	

## **Community Development Corporations /Advocates**

Flats Oxbow Association  
Historic Warehouse District Development Corporation  
Historic Gateway District Development Corporation  
Ohio City Near West Development Corporation  
Slavic Village Development Corporation  
Old Brooklyn Community Development Corporation  
Tremont West Development Corporation  
Detroit-Shoreway Community Development Organization

## **Health Care Providers**

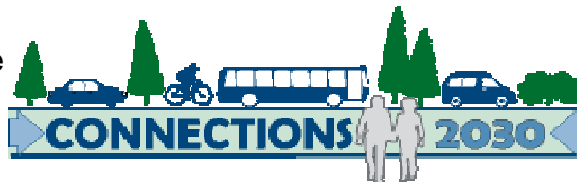
Cleveland Clinic  
Metrohealth Medical Center  
University Hospitals  
Case Western Reserve University Medical School  
Northeast Ohio University College of Medicine

## 18. Appendix I – NOACA long range plan details

**The Northeast Ohio Areawide Coordinating Agency (NOACA)** is a regional organization of local officials responsible for carrying out transportation and environmental planning under local direction and in accordance with federal and state mandates. The NOACA area encompasses the Cleveland/Lorain-Elyria metropolitan region which includes the Counties of Cuyahoga, Geauga, Lake, Lorain, and Medina.

In June 2005 the NOACA Governing Board approved a major update to the region's long-range transportation plan.

Titled [Connections 2030: A Framework for the 2030 Transportation System](#), the Plan provides a vision for the region's transportation system 25 years into the future.



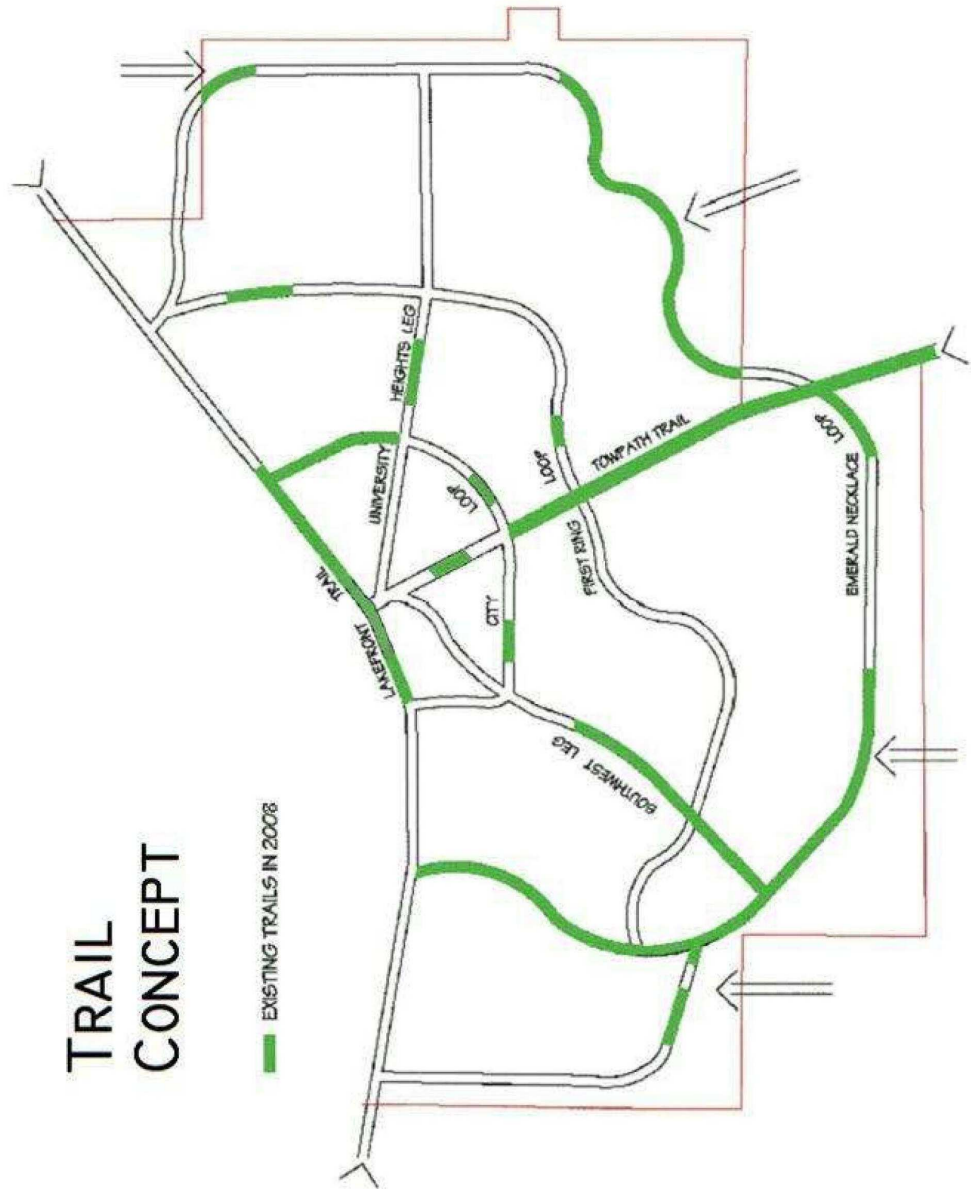
NOACA's Transportation Plan, [Connections 2030: A Framework for the 2030 Transportation System](#), focuses on **10 goals** for the region, including advancing economic redevelopment within the urban core areas, preserving open space, integrating our diverse modes of transportation and supporting a transportation system that provides access to everyone. The Regional Transportation Investment Policy outlines a prioritization and scoring system for proposed major investments (selected by **TRAC**) using fulfillment of the Plan's transportation goals as the basis for higher scores. For example, a project that facilitates movement of many people, connects to transit and revitalizes the economy of an urban area would receive a higher priority in the scoring system.

### **Highlighted Goals of the NOACA Plan for our region include:**

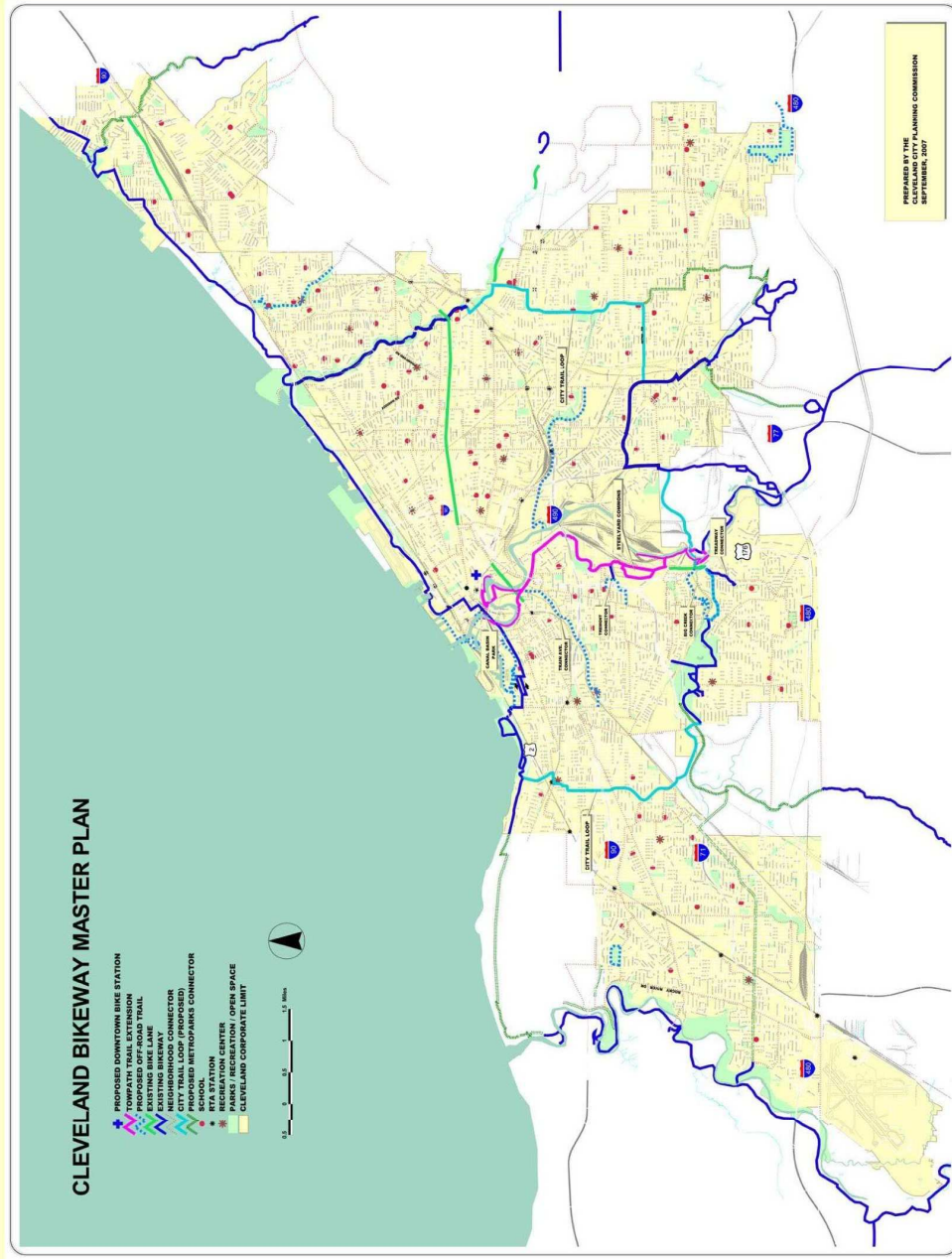
- Advance the region's economic competitiveness based upon a sustainable development approach integrating environmental, social equity and economic perspectives.
- Enhance the natural environment and ecology of the region by improving air, land and water quality, *conserving transportation energy* and by identifying and preserving existing critical natural resources and environmentally sensitive areas.
- Establish a more balanced transportation system which enhances modal choices by prioritizing goods movement, transit, pedestrian and bicycle travel instead of just single occupancy vehicle movement and highways.
- Improve the transportation mobility of the transit-dependent and low-income individuals to jobs, housing and other trip purposes.
- Foster reinvestment in existing urban core areas throughout the region, and work to target and manage transportation investments to implement Plan goals.
- Direct the Plan and its investments toward efficient, compact land use development/redevelopment that facilitates accessibility, saves infrastructure costs, preserves and enhances farmland, forests and open space and enhances the economic viability of existing communities within the region

## **19. Map – Spines and Loops Concept**

# A System of Spines and Loops



# Cleveland Bikeway Master Plan



■ Adopted by City Planning Commission September, 2007

21. MAP – Cleveland Projects and Employment Hubs

# 2010 ACTIVE TRANSPORTATION PROPOSED PROJECTS

