



## MEMO

Rev. 30 Sep 2016

Re: **Irishtown Bend Site Restoration** –Planning and Restoration Strategy and Goals

This memo is offered to the Project Partners and Project Associates as a summary of the current status of the Irishtown Bend restoration project, planning strategy and project goals.

Updates since 15 Sep, and as of the date shown are highlighted in yellow.

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## Background

The roughly 27 acre area, also known as Franklin Hill, has had a 40 year history of hillside instability. Concerned about the risk to maritime traffic which would be blocked in this narrow section of the ship channel if there were a catastrophic failure, the Port of Cleveland engaged a consulting engineer (Barr & Prevost) to evaluate site conditions. The engineers:

- Confirmed that a risk of failure exists and needs to be corrected,

- Developed a comprehensive list of recommendations,

- Provided and preliminary (30 %) cost estimate of \$49 million to restore the stability and utility of the hillside. \$16 million of which is for providing functional shoreline bulkheads.



The Port secured a grant of \$2.5 million in State capital funds towards the cost of bulkhead restoration.

**The State capital Grant funds must be expended by 2018**

Addition funding and support needs to be developed.

\$14 million is estimated for potential environmental remediation that may be needed. A brownfield Phase II assessment has been contracted by the city and need to be completed to help inform the TLCI planning effort.

Once the underlying elements of hillside instability are corrected, the site provides a unique opportunity for a new civic asset, one that would:



- Link the Ohio City neighborhood and public housing residents to the river and the connecting north south trail network that will cross the site,
- Provide a new civic space and park area with its edge on the Cuyahoga River ship channel
- Provide unique and amazing vistas of downtown Cleveland.

#### Land Use Planning / Neighborhood Connections

Port partnered with Ohio City Inc. (OCI) and sponsored a successful Transportation for Livable Communities (TLCI) planning grant for \$80,000 from NOACA to develop a plan for the use of the ITB site and its connections to the Ohio City neighborhood. The Plan would also address an implementation strategy. Port and OCI will each provide \$10,000 in local match to support a \$100,000 planning project. L.A.N.D. Studio has also agreed to participate

#### **Project Objectives**

Restoration of the hillside encompasses three inter-related guiding objectives. These elements must be addressed in the TLCI plan:

**Stability-** Protect maritime ship passage; Restore, repair damaged infrastructure

**Connectivity-** Provide enhanced, safe access to site from Ohio City

**Creativity –** Develop a new and unique, world class, yet cost effective trail and open space civic asset for the community

Port and OCI are hoping the planning effort will stimulate additional civic investment in the restoration of the hillside. Support from the City and other stakeholders as active members of a steering committee will be important. The selected consultant team will be expected to provide documented skills in addressing the project objectives.

#### **Site Domain**

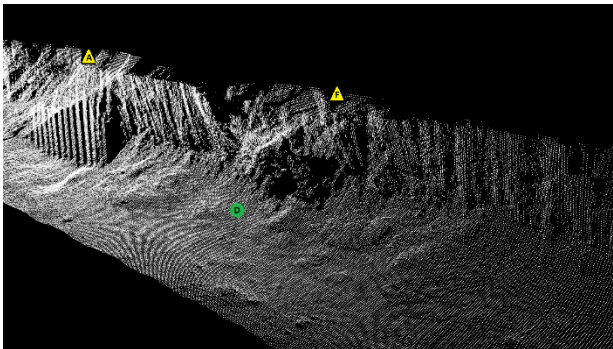
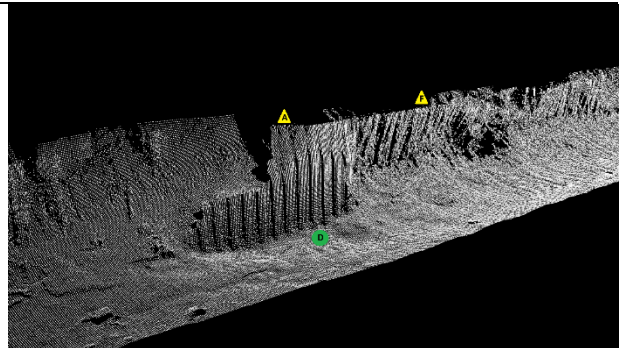
Because of the inter-related nature of the necessary correction actions that must be undertaken, there is a need for unified site management. Some privately owned parcels need to be brought into public domain. While 76% of the site is owned by CMHA, there are a few parcels for which domain needs to be acquired.

## Bulkhead properties

The Port initiated a survey of bulkhead conditions for the entire ship channel using state-of-the-art digital imagery. The bulkheads along Irish Town Bend are in the worst condition and provide no stability to the steep hillside. The images below show the underwater views.

## Digital images of underwater bulkhead conditions along Irishtown Bend.

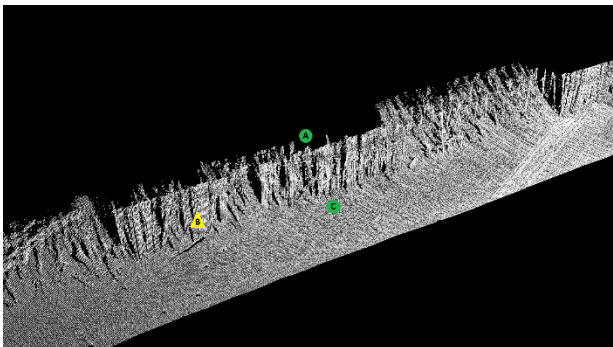
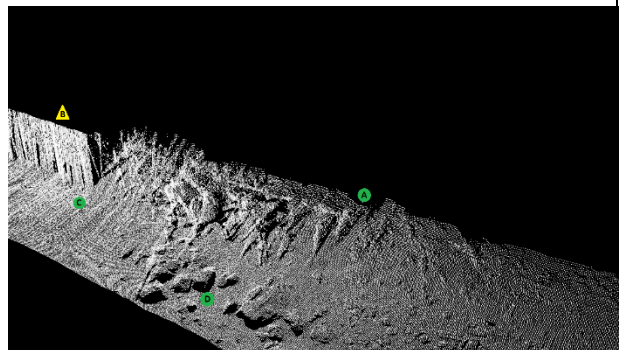
Short damaged steel section, badly leaning sections, and absence of any effective channel edge.



<< Land subsidence, badly leaning and uneven wall section.

Image near the north end of the site. Note the boulder rubble field encroaching on the edge of the shipping channel.

The boulder sizes range up to 10 feet.



Note the failing structures, and falling debris encroaching on the edge of the channel.



There are four waterfront properties along Irishtown Bend shown in the previous images and whose bulkheads are wholly inadequate. The Port's engineers developed cost estimates for installing bulkheads along the ITB shoreline to be approximately \$5,000 per linear foot or \$16 million total which formed the basis for our State Capital fund request.

Two sections are privately owned and together contain 3.69 acres and 2,508 feet of shoreline. Their potential financial liability for bulkhead installation is \$12.5 million which would likely exceed the value of the property. O&E Canalway, an NGO, holds 608 feet. CMHA owns 122 feet. Neither of these entities are likely to have funds for bulkhead installation. CMHA has indicated willingness to donate its waterfront parcel to the Port in order to facilitate repairs.

Port and OCI discussed with Trust for Public Lands the potential for seeking a Clean Ohio Grant to acquire the waterfront properties. CMHA, O&E Canalway and Snavely Group land donations potentially could be used as a source of local match.

Sep 29- The Project partners are proceeding to prepare and submit a Clean Ohio Grant

#### Potential for Economic development

Barr & Prevost (B&P) had indicated the likely potential for residential economic development on the southern section of the ITB site north of Franklin Street. Economic development could accommodate public and private goals for the site and provide private capital for some of the needed site improvements. Port secured a proposal from B&P to evaluate "buildability" issues in the potential development area. The Port met with Ohio City, Incorporated (OCI) to discuss land use goals and plans for ITB and its connections to the Ohio City neighborhood. OCI supports the concept of economic development and had a discussion with B&P as well. The Port has reserved limited additional funding for engineering consultations to support the TLCI planning grant.

A land swap may be a potential technique to acquire the critical privately owned waterfront parcels and to attract private capital to the restoration. As the landowner, CMHA would make any final decisions on that parcel's future.

At a recent ITB meeting with the City, the need was noted to hold meetings with the landowners to discuss the ongoing risk of hillside failure their legal and their financial responsibilities. Land owner approval for site access is needed in order to proceed with City funded Phase II Environmental assessment.

#### **Site and Land Owner Summary**

A table and map of the ITB properties is included as part of this memo.

19 parcels are in Study area totaling 27.36 acres. 21 acres- 76 % are held by CMHA.

- A) Waterfront Land owners 3,238 ft of inadequate bulkhead.
  - a. Riverbed Arque – Jim Doyle et.al. 835 ft (1.27 acres) (\$ 4.2 million bulkhead liability)  
This site is a likely candidate for acquisition using Clean Ohio funding.

Sep 29- Mr. Doyle has agreed to allow an appraisal of his property for inclusion in the Clean Ohio Grant



- b. West Bank Development Corp – Earl Walker et al. - (2.42 acres) 1673 ft (\$8.4 million bulkhead liability) As a previous recipient, not eligible for clean Ohio Funds, but may be a candidate for a land swap.
- c. CMHA – 122 ft (.23 acres) (\$610,000 bulkhead liability). CMHA is willing to donate to Port.
- d. No. Cuyahoga Valley Corridor- 608 ft (.87 acres) (\$3.1 million bulkhead liability) Willing to provide construction easement and possibly donation.

B) Top of Hill, non-CMHA land owners

- a. Interstate Development Trust ( .45 Acres)
- b. Angio Co. (Snavely) (.43 Acres)
- c. Women’s West housing Corp. (.88 Acres)

Site acquisition alternatives

During preliminary discussions by Port, OCI and TPL regarding site acquisition negotiating options, potential transaction alternatives were discussed:

- A) Quit claim deed- bulkhead liability avoidance.
  - a. Port is willing to act as an intermediate land owner during the site remediation.
  - b. Port cannot assume this role unless and until the applicable project elements are fully funded.
- B) Clean Ohio grant for Site Acquisition
  - a. 25% Local match required
    - i. Can be leveraged as seller discount
    - ii. Can be levered as donated lands
    - iii. Can be leveraged as Open Space easement
    - iv. Acquisition cost is based on appraisal from mutually selected appraiser from a list of clean Ohio approved appraisers.
    - v. Sep 29- Appraisal is eligible for inclusion in the Clean Ohio grant.
    - vi. Sep 29 the initial proposal from the CMHA selected appraiser is \$55,000
  - b. Need to review eligibility of the potential sites with reps from NRAC.
- C) Parcels provided by CMHA as partial match source



### **Services provided by Project Partners**

OCI and Port also recruited participation by L.A.N.D. Studio as an active project partner. The project partners provide a unique set of inter-related skills to support this project. The anticipated services and duties to be provided are summarized below:

- A) Port-
  - a. Finance, Contract and Grant Administration
  - b. Lead Partner of technical, engineering, maritime and ecological issues
  - c. Coordinate and manage consultant team in collaboration with OCI.
  - d. Work with OCI and LAND Studio to define project scope, work plan, timeline and deliverables for consultant team.
  - e. Participate on Executive Committee and Advisory Group and Working Stakeholder Group meetings
  - f. Central outlet for all public communications
  
- B) Ohio City Inc-
  - a. Create and lead Project Advisory Committee and Working Stakeholder Group
  - b. Develop and Manage stakeholder meetings, agendas and logistics
  - c. Participate on Executive Committee and Advisory Group and Working Stakeholder Group meetings
  - d. Work with Port and Land studio to define project scope, work plan, timeline and deliverables for consultant team.
  
- C) L.A.N.D. Studio, Inc.-
  - a. Participate with Port and OCI to define project scope, work plan, timeline and deliverables for consultant team.
  - b. Provide match funds to support the TLCI project
  - c. Help recruit and support creative site designer
  - d. Act as lead partner to develop funding strategy and recruit additional funding support
  - e. Assist in the preparation and delivery of presentations and materials for public meetings and review agencies
  - f. Participate on Executive Committee and Advisory Group and Working Stakeholder Group meetings



**Services Provided by Project Associates.**

As the planning and implementation strategy moves forward, participation from key community resources will strengthen the process and outcomes. Trust for Public Lands has been recruited as a resource to support Port and OCI to assist in land acquisition.

The details of an MOU or Participation Agreement will need to be clarified but the following items are offered as initial principle service items:

- A) Trust for Public Lands
  - a. Negotiations with land owners.
  - b. Clean Ohio Grant application support.
  - c. Site Acquisition Transaction management.
  - d. Mezzanine financing.
  
- B) Other stakeholders with vested interests in the successful outcome of this project include the following whose roles and relationships will be defined further:
  - a. Landowners- Especially CMHA
  - b. City- Owns assets in need of restoration
  - c. NEORS- Owns assets at risk and in need of restoration
  - d. MetroParks- Beneficiary of trail links & potential future site manager
  - e. Cuyahoga County- Beneficiary of maritime commerce and regional trail systems.
  - f. RTA- Public transit service provider
  - g. ODOT- Owns assets in need of restoration
  - h. OCI neighborhood Groups- Principle beneficiaries of new park space and river frontage access.





## Projected, Sequential Restoration Costs

Port's engineers provided a sequential list of restoration costs at \$49 million:

### 1) Repair of blocked drainage outlet by ODOT.

- a. Water drainage on the north end of the site is the critical first step to allow other site work to proceed.
- b. ODOT has taken responsibility for repair of their damaged infrastructure
- c. ODOT reported that they are planning to merge this drainage repair into the planned routine bridge maintenance for 2018
- d. ODOT was informed that the timetable is unacceptable. Port CEO is following up with ODOT District 2 Director

### 2) Bulkhead restoration \$16,310,000

(Principle risk to maritime commerce and therefore a Port Priority)

Waterfront Land owners 3,238 ft of inadequate bulkhead.

- a. Riverbed Arque – Jim Doyle et.al. 835 ft (1.27 acres) (\$ 4.2 million bulkhead liability)
  - i. Adjacent to NEORS D sewer line in need of restoration
  - ii. Willing to sell via a Clean Ohio Grant
- b. West Bank Development Corp – Earl Walker et al. - (2.42 acres) 1673 ft (\$8.4 million bulkhead liability)
  - i. Not eligible for Clean Ohio Funds.
  - ii. This section may be susceptible to include a less costly shore line habitat restoration.
- c. CMHA – 122 ft (.23 acres) (\$610,000 bulkhead liability) Willing to donate to Port
- d. No. Cuyahoga Valley Corridor- 608 ft (.87 acres) (\$3.1 million bulkhead liability) Willing to donate or provide construction easement.

### 2) Displaced 75 year old sewer line

- a. NEORS D- line and section repair 375 ft
  - i. NEORS D estimates \$8,000,000
  - ii. Should be done in conjunction with adjacent bulkhead repairs
  - iii. NEORS D has set aside \$13 million for a total line replacement.
  - iv. NEORS D has indicated willingness to dedicate \$5 million in savings to related site stabilization requirements.

### 3) Regrade hillside embankments at edge of historic valley escarpment rim \$8 million

- a. Various landowners
- b. Will be addressed in TLCI Site development plan.

### 4) Rebuild and Realign Franklin Street off the escarpment edge \$ 6,000,000



- a. May provide access for private sector development on non-waterfront 2.3 acre area of site
  - b. Port is providing engineering consultant services to address development potential.
  - c. Site development would bring private capital to the project and new tax revenue to City.
- 5) **Trail and greenway** across the property \$2,000,000
- a. Sought by MetroParks and Foundations as key link in the lake-Link trail
  - b. Needs restored bulkhead condition
- 6) Contingency for potentially needed **environmental restoration** \$14,000,000
- a. City undertaking Brown field Phase II Risk Assessment
  - b. TLCI plan may determine risk exposures

#### **Recruiting Financial participants-**

Other civic entities need to be recruited to provide additional funding, especially for bulkhead restoration. Mitigation of risk, leveraging implementation efficiencies and continuity of the regional benefits from maritime commerce are considerations:

**NEORS**D- Savings for avoiding sewer line replacement

Port CEO followed up with NEORSD

NEORSD has committed to providing \$5 million of sewer line cost savings to the ITB restoration.

Depending on the appraisal, these funds may be sufficient to acquire the Riverbed Arque property and restore the bulkhead adjacent to the NEORSD Sewer line repairs.

**MetroParks**- Participating in shoreline safety for essential trail link

**City**- commitment for neglected city assets (storm water, street alignment, etc.)

**County**- principal economic beneficiary of maritime commerce.

Port CEO is having meetings with Co. Exec to recruit participation



The following table summarizes the current status of funding resources

Source	Amount	Match	Purpose
TLCI- Port/ OCI	80,000	20,000	Planning and site connections
State capital grant- Port	2,500,000		Bank restoration
NEORS	5,000,000		Site restoration
NEORS	8,000,000		WLLI repairs
Clean Ohio – L.A.N.D.	Application	25%	Domain Acquisition
City	100,000		Brownfield Phase II assessment
CMHA	Appraisal		Waterfront Site donation
ODOT	TBD		Drainage repairs

Project Team- Staff Associates

Port	Jim White	
	Linda Sternheimer	
	Nick La Pointe	
	Jade Davis	
OCI	Tom McNair	
	Ben Trimble	
LAND Studio	Greg Peckham	
	Joel Wimbiscus	
	Tiffany Graham	
Trust for Public Lands	Dave Vasarhelyi	Clean Ohio site acquisition services
JMT- (formerly Barr and Prevost)	Jim Prevost	Engineering consultant
Property Economists	Roger Ritley	Appraiser
NEORS	Kellie (Carpenter) Rotunno	
City	Ed Rybka	
ODOT	Dave Short	