

PLANNING AREA II

PORT OF CLEVELAND

The Port of Cleveland is a 122-acre area located on the north-west corner of downtown. The district is bounded by Lake Erie on the north, the Conrail tracks on the south, the Cuyahoga River on the west, and Dock 28 and West 3rd Street on the east.

Development History

The use of the lakefront for shipping dates from the mid-19th century. Prior to 1827, the mouth of the Cuyahoga River was obstructed by a sand bar. In 1827, the federal government cut a new river mouth and constructed piers on both sides of the river. By 1849, accretion and filling resulted in the creation of approximately 20 acres of land which the city granted to various railroads for their occupancy and use. Bulkheading and filling continued through the 19th and early 20th century as the railroads and city sought to improve the lakefront for shipping and to relieve the overcrowded river wharfs. Lakefront shipping was significantly enhanced by the completion in 1915 of the outer harbor breakwall which protected the port from lake storms.

The Port of Cleveland is owned and operated by the Cleveland Cuyahoga County Port Authority. Established in 1968 by the City of Cleveland and Cuyahoga County, the Authority is governed by nine directors, six appointed by the city and three by the county and is financed by five-year .13 mil county-wide levies and revenues from ships using port facilities.

Development Trends

Shipping is the only economic activity occurring in the Port of Cleveland District. No commercial office, retail, or residential uses are found within the district, nor are any expected to be developed during the plan period.

The Port of Cleveland is a full-service international port which handles both bulk materials and general cargo. The Port has a distinct locational advantage because it is the first full-service American port on the Great Lakes and it possesses

the best heavy cargo lift capacity of any Great Lakes port.

In recent years, the Port has experienced significant growth in shipping activity. Between 1980 and 1987, shipping tonnage more than doubled, growing from 335,000 tons to 700,000 tons. The Port Authority anticipates that tonnage will increase by eight to ten percent per year through the 1990s. Port activities directly accounted for nearly 400 jobs in 1987 and indirectly support thousands of jobs in the Greater Cleveland Area. The Port Authority anticipates that direct employment will remain stable at about 350 to 400 employees through the 1990s.

Future Development Issues

In order to meet the anticipated growth in shipping tonnage and to accommodate the needs of the Northcoast Harbor project, the Port Authority has adopted the *Port 2000* plan, a master plan for consolidating and upgrading port facilities by the year 2000. The single most significant future development issue facing the Port Authority is the implementation of this ambitious plan.

The Port Authority currently leases from the City of Cleveland three piers located north of the Cleveland Municipal Stadium: Piers 28, 30, and 32. The *Port 2000* plan calls for the abandonment of Piers 30 and 32 in order to allow for the development of an aquarium and housing as part of the Northcoast Harbor Project. To replace these piers, the Authority proposes creating an entirely new slip and bulkheading the east side of Dock 22 to create a 990-foot long slip. In addition, the Authority proposes developing two new 130,000 to 150,000 square-foot warehouses, a covered dry bulk storage facility and two combined warehouse and parking garage buildings that will provide additional parking for Flats Oxbow North and the Cleveland Municipal Stadium.

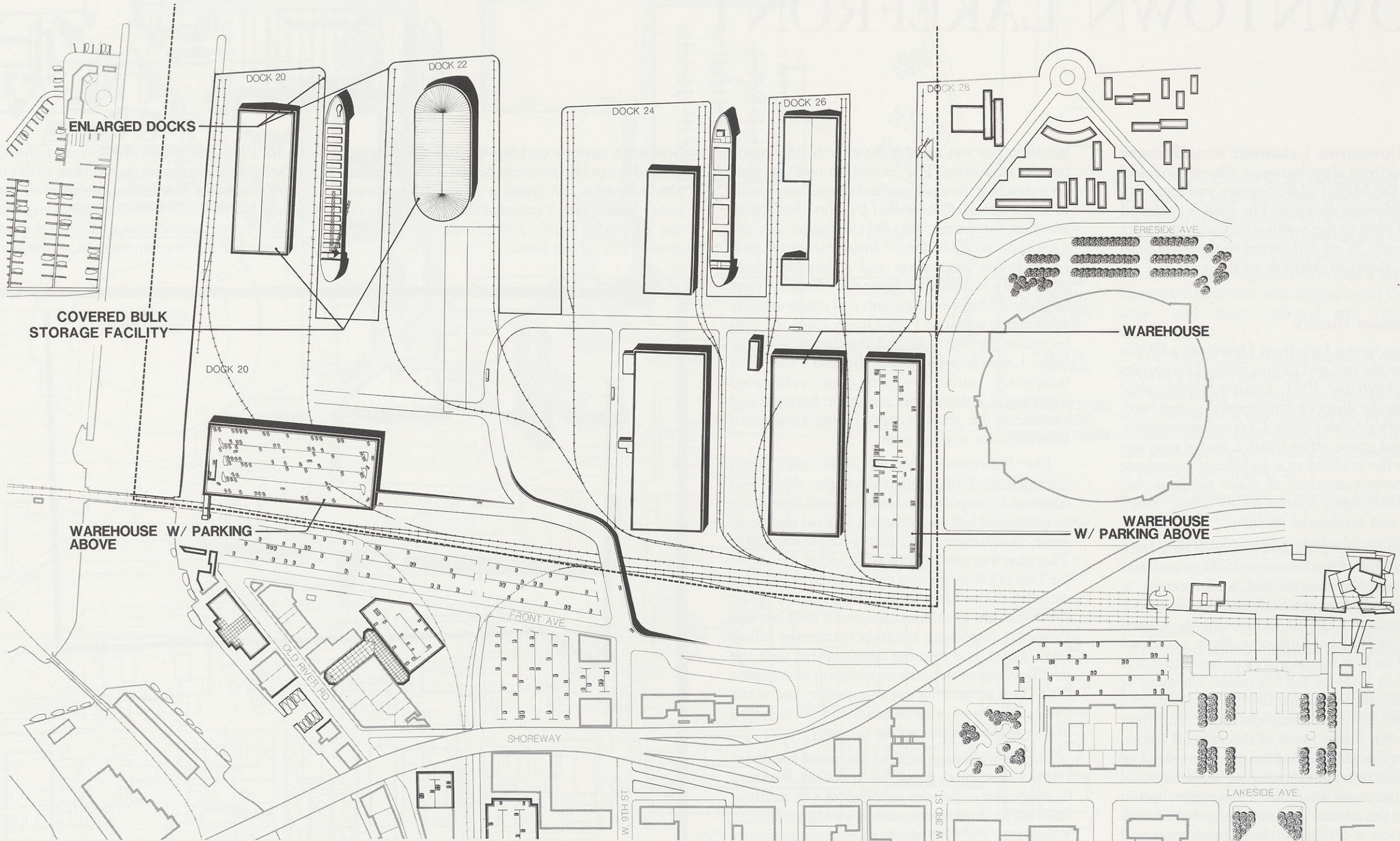
In implementing *Port 2000*, the Port Authority has the opportunity not only to improve the efficiency of its operations, but also to establish a clear visual identity and better integrate the Port District into the rest of downtown. The Port

occupies a highly visible site at the mouth of the Cuyahoga River. The Warehouse District overlooks it from the Lakeside Avenue escarpment. The activities that take place within it are dynamic, exciting, and vital to the economic well-being of greater Cleveland. Despite these inherent strengths, however, the Port District currently has an anonymous, almost accidental quality that does not reflect the importance of its activities to the economy of greater Cleveland.

In order to improve the visual identity of the Port and establish it as an integral part of downtown, the Authority must devote attention to the design of the district as a whole and to the physical

relationship of the district to the rest of downtown. New buildings and facilities proposed in *Port 2000* should be designed not only to respond to functional considerations, but also to express the inherent dynamism of the Port. Attention should be given to the composition of the Port site plan as viewed from the Cuyahoga River, Northcoast Harbor, and the Warehouse District. Consideration should be given to locating overlooks and observation decks that invite the general public to view the activities of the Port. Such attention to the overall design of the Port of Cleveland will insure that the district remains an important part of downtown through the plan period and beyond.





**CIVIC
VISION
DOWNTOWN
PLAN**

DISTRICT **1** **PORT OF CLEVELAND
DEVELOPMENT PLAN**

**CITY
PLANNING
COMMISSION**
ROOM 520 CITY HALL - CLEVELAND, OHIO
664-2210

DOCUMENT NO. 8601
DRAWN BY GJC/04/98

0 50 100 200

DOWNTOWN LAKEFRONT

The Downtown Lakefront is a 176 acre waterfront development district located north of the Mall/Public Square and East 9th Street/Erievue districts. The area is bounded by Lake Erie to the north, the Conrail tracks to the south, West 3rd Street to the west, and Burke Lakefront Airport to the east.

Development History

The downtown Lakefront District is a fill site created by the city and various railroad companies between 1896 and 1967. Entirely within public ownership, the district is strategically located north of the city's Convention Center, government center, and prime office district, and is uniquely suited to the creation of a significant mixed-use development comprised of major public attractions, public open space, retail, office, hotel, parking, and residential facilities.

While numerous plans and proposals have been developed for this site since 1900, significant development has been limited, until recently, to the Cleveland Municipal Stadium, Port Authority warehouses, and various facilities of the United States Army Corps of Engineers, Navy, and Coast Guard. The first formal plan for the district was prepared in 1900 by the Cleveland Chamber of Commerce and called for the development of a public park and beach between West 3rd Street and East 9th Street north of the railroad tracks. This plan was superseded by the Group Plan of 1903 which called for developing a monumental Union Station on the site. This station would terminate the northern axis of the proposed mall and provide a fitting entrance to a great and growing American city. The Mall Union Station was never built. Following a vote of the citizens of Cleveland in 1919, the Union Terminal was built on Public Square as the centerpiece of the mixed-use development now known as Tower City. The Group Plan was subsequently revised in 1929 to replace the loss of the Union Station and the growing public awareness that this

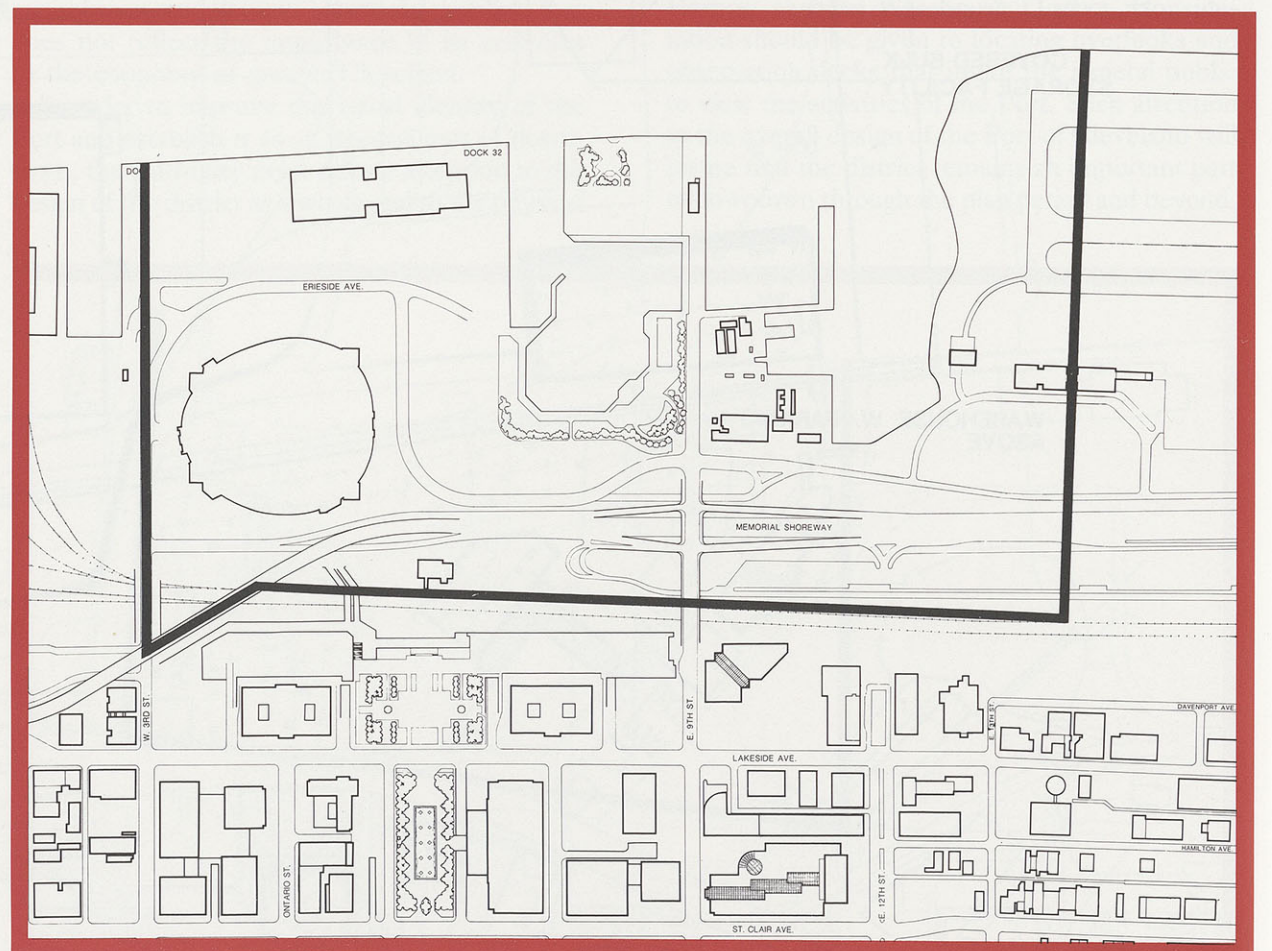
lakefront site was suitable for civic buildings and popular attractions. The revised Group Plan called for extending the mall north of the railroad tracks to a "Lower Mall" bounded by West 3rd Street and East 9th Street, and developing on this site a multi-purpose stadium, a major exhibition hall, an aquarium, steamship and recreational boat piers, and a waterfront promenade. While only the Cleveland Municipal Stadium was constructed in accordance with the 1929 Group Plan, the plan served as the basis for the development of the Great Lakes Exposition of 1936 and 1937. This temporary, summer-season fair celebrated Cleveland's cultural and economic heritage and evidenced the attractiveness of the Downtown Lakefront for popular uses.

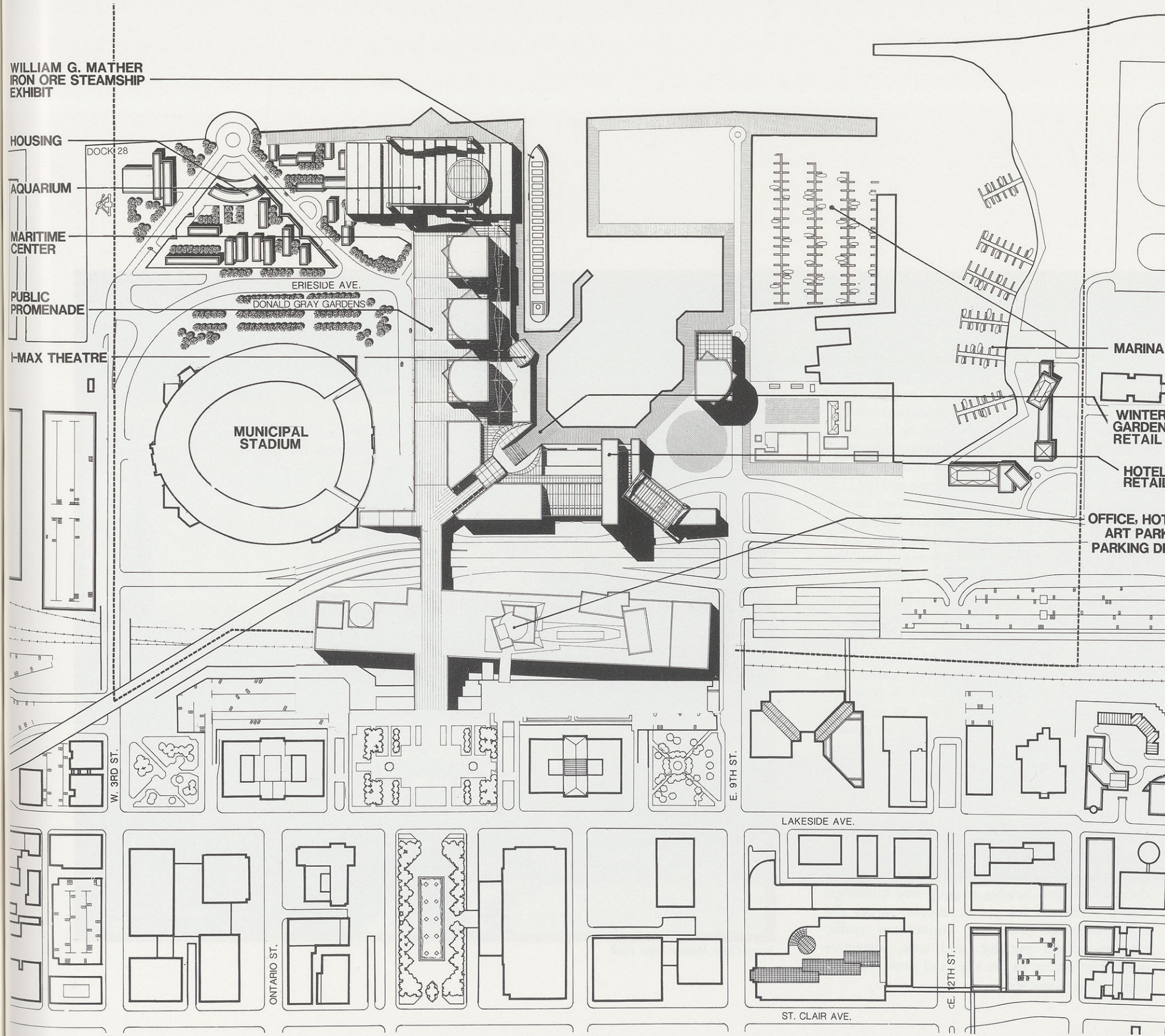
The Downtown Plan of 1959 once again acknowledged the potential of the downtown lakefront for popular use and proposed developing an exhibition hall spanning the railroad tracks, an arena, an aquarium, and marinas for pleasure craft. This plan was not implemented and in the 1960s the Port of Cleveland was expanded by developing piers 28, 30 and 32 north of the Stadium. In the 1970s private developers proposed the Gateway Project, a mixed-use program combining office, retail, hotel, and housing development with the development of a maritime museum and marina slips. This project did not commence, and in the 1980s the city once again examined the potential of this highly visible public property.

The city's planning for the Downtown Lakefront District was carried out by the City Planning Commission under the auspices of a Waterfront Steering Committee appointed by Mayor George Voinovich. The Committee examined the history and potential of the Lakefront District and the experience of other cities in developing their waterfronts and proposed that Cleveland's lakefront be developed with a well-balanced mix of public and private uses including an aquarium and maritime museum, retail, a hotel, and housing. The centerpiece of the plan was a 7.5 acre "inner harbor" created by excavating the Municipal

Stadium's eastern parking lot and constructing around it a public promenade and park. The plan also called for the creation of an implementing entity to take direct responsibility for carrying out the proposed public and private development around this "inner harbor."

In 1986 the State of Ohio and the City of Cleveland commenced construction of this project, now known as North Coast Harbor. That same year, North Coast Development Corporation, a public-private development entity, was established to oversee the implementation of the plan.





Development Trends

The North Coast Harbor development program anticipates a large scale mixed-use development comprised of major public attractions, public open space, retail, office, hotel, parking and residential facilities. Collectively, this combination of elements will work together to create a synergistic, vibrant environment where people can live, work, shop, and enjoy cultural and recreational attractions.

The North Coast Harbor project is intended to serve as a major catalyst for Cleveland's economic and community development into the next century. The explicit objectives of the project are to promote public enjoyment of Cleveland's Lake Erie shoreline and to enhance the economic vitality of the city and region by:

1. Establishing public access to, and enjoyment of, the water's edge;
2. Preserving exciting waterfront vistas;
3. Creating a strong visual and pedestrian linkage between the Downtown Lakefront District and the rest of downtown;
4. Establishing in the district water-related, people-oriented facilities accessible to the entire Cleveland community;
5. Establishing the district as a significant regional and national destination for tourists and other visitors;
6. Creating engaging high quality public attractions, providing opportunities for self-education and fostering interest in science, technology, history, and the natural environment; and
7. Developing the district as a major enhancement of the quality of Cleveland's built environment.

At the heart of the North Coast project is a major addition to downtown Cleveland's public open space network—the North Coast Harbor State Park. Developed by the State of Ohio in cooperation with the city, the park consists of a 7.5 acre small-boat harbor adjacent to East 9th Street, a 40-foot wide public promenade around the harbor, and approximately 11 acres of public open space. Around this state park, North Coast Harbor Development Corporation proposes the development of major public attractions including the Great Lakes Museum and the North Coast Aquarium. The Great Lakes Museum will contain a minimum area of 90,000 square feet and will celebrate Cleveland's maritime heritage and the importance of water to the region's economy and quality of life. The North Coast Aquarium will contain a minimum of 150,000 square feet and will be a major regional attraction to downtown Cleveland.

Approximately 155,000 square feet of retail development is proposed as an important component of the North Coast Harbor project. This retail will have a strong orientation to the tourism and visitors' trade in support of the Convention Center and will provide retail services for the convenience of Cleveland area residents and users of adjacent development.

The North Coast Harbor development affords Cleveland one of the foremost opportunities for the development of a hotel in support of the Convention Center and the visitors and tourism industry. A harborfront hotel containing a minimum of 450 rooms will be located at the southeastern corner of the North Coast Harbor, adjacent to East 9th Street.

Approximately 500,000 square feet of office development is proposed as an integral part of the North Coast Harbor development program. The Erieside Office Center will further the objectives of North Coast Harbor by attracting daytime, year-round activity to the project site. In addition, residential development is proposed for Pier 30. A minimum of 600 units is projected, although more are encouraged.

The area to the east of East 9th Street (The East 9th Street Basin) is proposed to be developed with facilities which complement the North Coast Harbor program but do not compromise the operations of Burke Lakefront Airport or the federal installations that are anticipated to remain in the area. The program proposes that the U.S. Army Corps of Engineers facility be relocated and that this site and its adjacent dockage be developed as a commercial pleasure-craft marina with associated landside development. The program anticipates that the U.S. Coast Guard base and the U.S. Naval Reserve Center will remain in their current locations and recommends that the federal government enhance the visual quality of its installations through capital improvements, building rehabilitation, and enhanced landscaping.

The North Coast Harbor development program requires that adequate structured parking be provided to meet the needs of the various public and private uses proposed for the site, and that, as long as the Cleveland Municipal Stadium remains, walkways of adequate width be provided to accommodate pedestrian traffic to and from Stadium events. The program further anticipates that certain modifications will be made to the district's roadway network to improve traffic circulation.

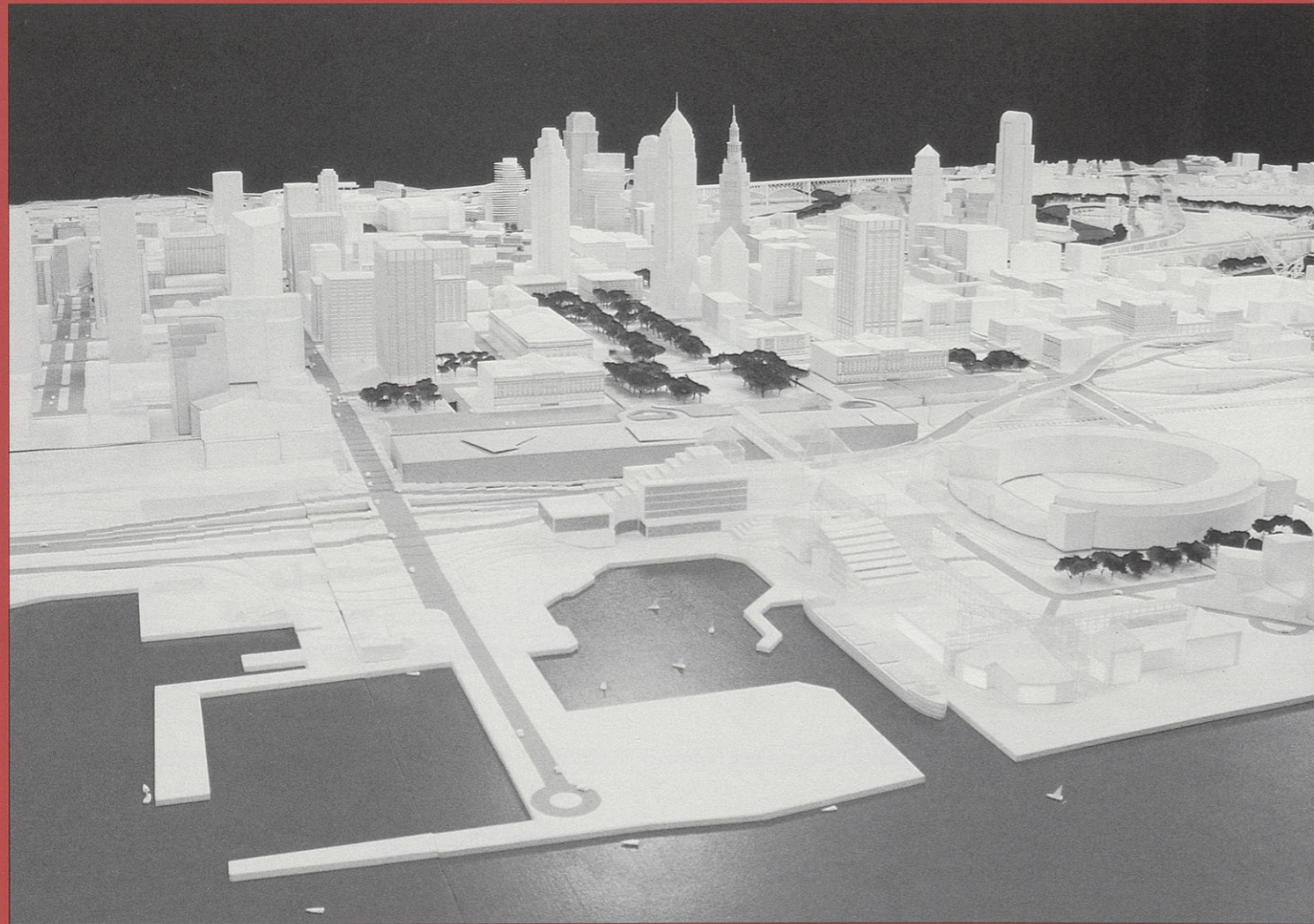
Design Guidelines

An extensive set of design guidelines has been developed for this important site. The North Coast Harbor Design Guidelines describe the placement, dimensions, and heights of proposed buildings; create standards for public access; stress the importance of providing convenient traffic circulation and parking, and safe, attractive pedestrian access to the site, and preserve view corridors to Lake Erie.



North Coast Harbor State Park

BURKE LAKEFRONT AIRPORT



Concept of North Coast Harbor on the Downtown Plan Model



The Goodtime II at East 9th Street Pier.

BURKE AIRPORT
DEVELOPMENT PLAN

BURKE LAKEFRONT AIRPORT

Burke Lakefront Airport is situated on the shore of Lake Erie on a 480-acre site bounded by the lake on the north, west, and east and by the East Shoreway on the south.

Development History

The entire airport is located on a land-fill site created by the City of Cleveland beginning in the late 1930s. The airport began operations in 1947 utilizing a 3,600 foot runway. The creation of additional landfill during the 1950s and 1960s allowed the airport to be expanded to its current configuration.

Burke Lakefront Airport is classified by the Federal Aviation Administration as a basic transport airport and currently has two paved runways, one 6,200 feet long and one 5,200 feet long, and one taxiway. The airport primarily serves the population and economy of Cuyahoga County and functions as one of five reliever airports to Cleveland Hopkins Airport which is located 11 miles to the southwest. The airport is used by business and corporate general aviation aircraft, air charters, short-haul commercial airlines, and the military. In recent years, the airport has also become home of two major sports entertainment events, the Cleveland Air Show and the Budweiser Cleveland Grand Prix, an Indianapolis-style road race.

Between 1965 and 1980, the number of aircraft operations (takeoffs and landings) at Burke Lakefront Airport fluctuated from a high of 90,000 in 1965 to a low of 51,000 in 1972. In 1980, 62,095 operations were performed, of which 49,352 (80%) were general aviation, 5,923 (10%) were air carrier, 5,246 (8%) were air charter, and 1,574 (2%) were military. In 1987, Burke operations reached a record 121,138, broken down as follows: general aviation, 103,103 (85%); air carrier 2,958 (3%); air charter, 13,780 (11%); and military 1,297 (1%).

Burke Lakefront Airport handled approximately 3,000 tons of air cargo in 1974. By 1987, freight

traffic reached a record 15,819 tons. Cargo traffic primarily consists of small, light shipments such as bank and payroll checks generated by businesses in the downtown central business district. The airport currently has no facilities to handle large, heavy shipments. Most of the cargo is carried by non-scheduled air freight operations using light, twin-engine aircraft operated mostly at night.

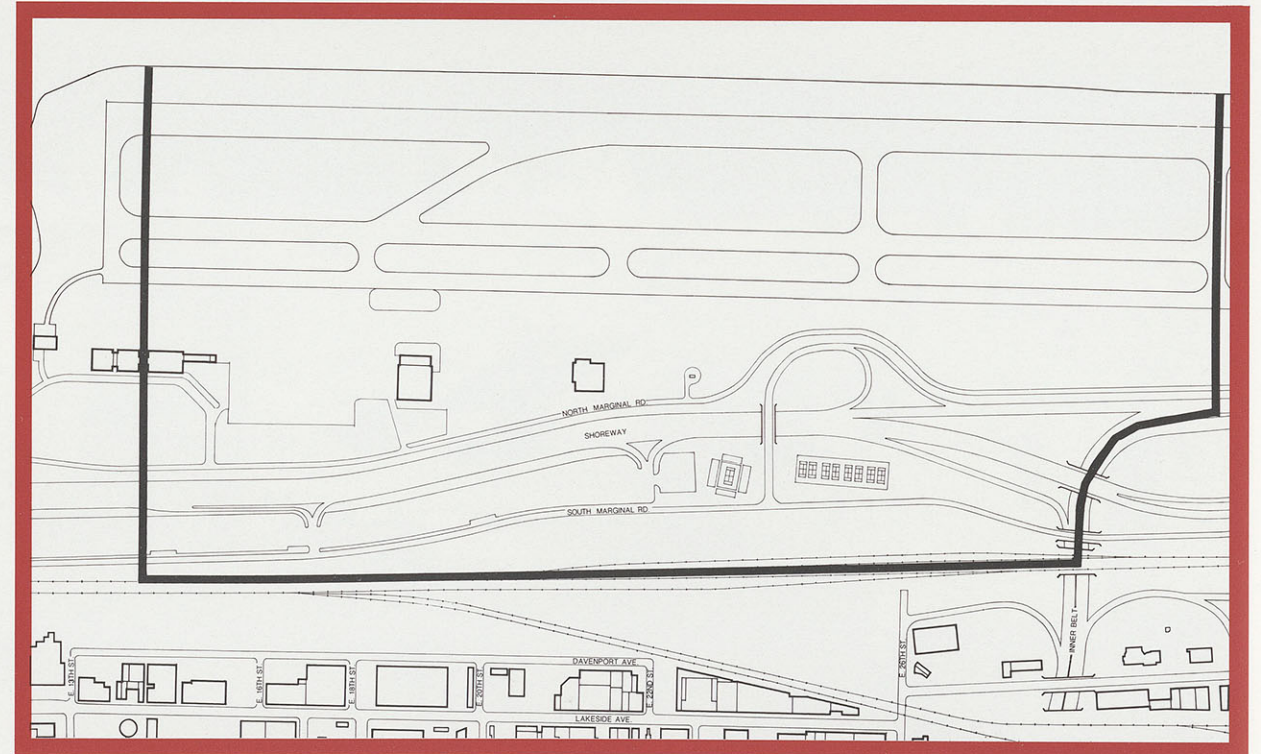
Development Trends

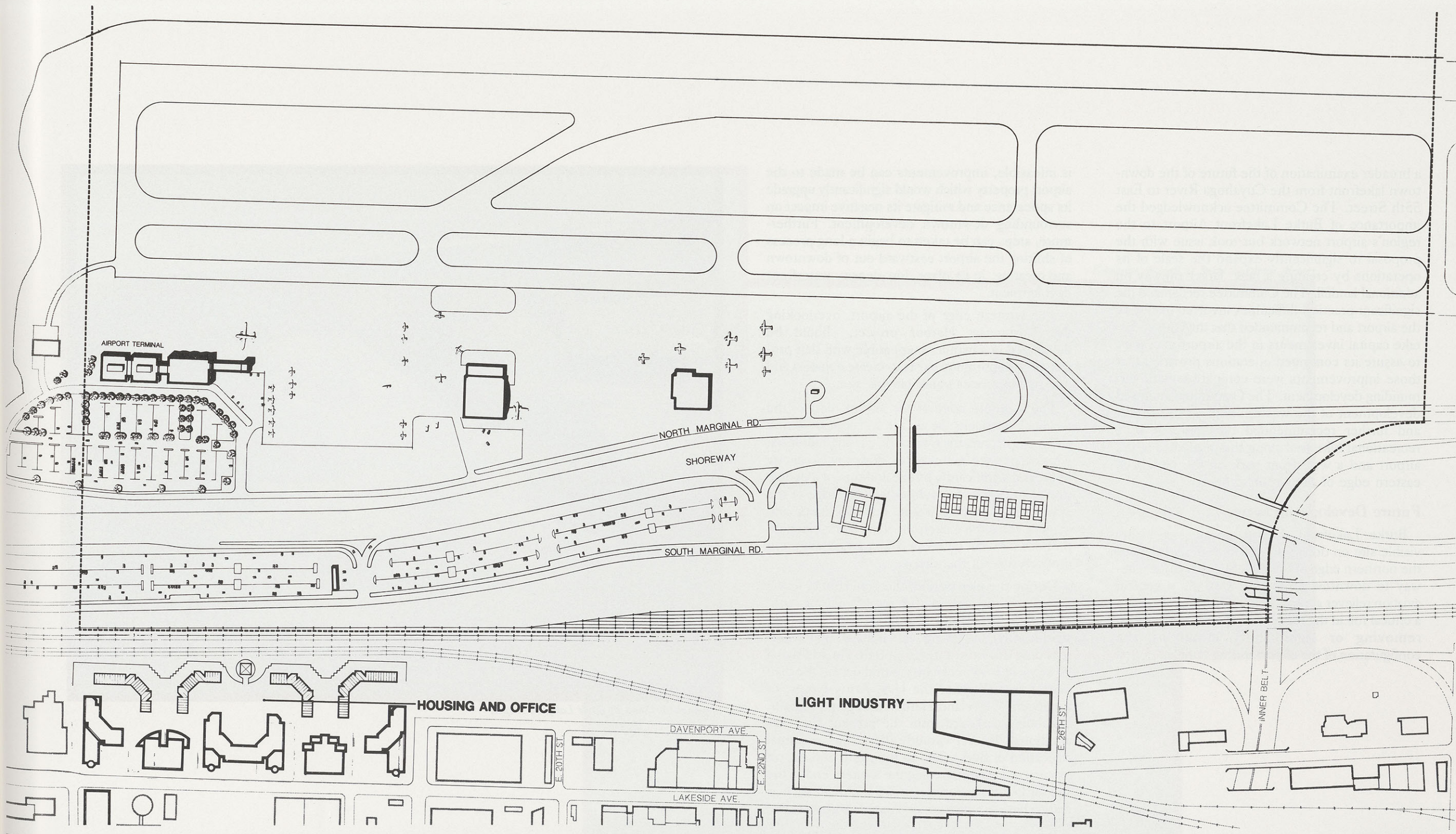
The City of Cleveland and the Federal Aviation Administration in 1980 commissioned the *Burke Lakefront Airport Master Plan Study*, a comprehensive plan for the airport to the year 2000. This analysis projected a steady growth in aircraft operations from 59,000 in 1980 to 103,000 in the year 2000. These projections were conservative and did not anticipate the rapid growth of air freight and general aviation operations in the 1980s. By 1987, aircraft operations at Burke were almost 18 percent above year 2000 projections.

Based upon these projections, the *Master Plan Study* recommended that Burke Lakefront Airport continue in operation through the plan period and that significant capital improvements be undertaken to expand the capacity of the airport and upgrade its general aviation facilities. Specifically, the plan proposed that the city expand the airport by creating 60 acres of additional landfill to the north of the present site and by developing a new 6,400 foot runway to the north of the existing 6,200 foot runway. The plan further proposed the construction of additional hangars for general aviation and a fixed-base operations and the development of a 6-acre waterfront site at the western end of the airport for non-aviation commercial uses such as restaurants and specialty shops.

Between 1980 and 1987, only one of the plan's principal recommendations—the development of a second fixed-base operation—was carried out.

In 1985, the Mayor's Waterfront Steering Committee reviewed the *Master Plan Study* as part of

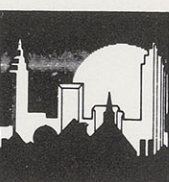




CIVIC
VISION
DOWNTOWN
PLAN

DISTRICT
3
**BURKE AIRPORT
DEVELOPMENT PLAN**

CITY
PLANNING
COMMISSION
ROOM 520 CITY HALL - CLEVELAND, OHIO
684-2210
DOCUMENT NO. 8603
DRAWN BY C.P.C. 8/68



BURKE LAKEFRONT AIRPORT

a broader examination of the future of the downtown lakefront from the Cuyahoga River to East 55th Street. The Committee acknowledged the importance of Burke Lakefront Airport to the region's airport network but took issue with the proposal to significantly expand the scale of its operations by creating a new, larger runway on additional landfill. The Committee recognized the significant practical difficulties involved in closing the airport and recommended that the City undertake capital investments in the airport necessary to assure its continued operations provided that those improvements were compatible with surrounding development. The Committee endorsed development of the western edge of the airport and further recommended development of a recreational bike trail along the perimeter of the airport and a waterfront park on the unutilized eastern edge of the airport property.

Future Development Issues

Burke Lakefront Airport occupies a highly visible site on downtown's lakefront and defines the northern edge of the East Shoreway, the gateway to downtown from the east. As a general aviation reliever airport, Burke will continue to play a critical roll in the region's airport network. While removing or significantly modifying the configuration of the airport during the plan period

is infeasible, improvements can be made to the airport property which would significantly upgrade its appearance and mitigate its negative impact on surrounding downtown development. Furthermore, steps can be taken to begin a long process of shifting the airport eastward out of downtown and creating, in its place, low-density waterfront development.

The western edge of the airport, overlooking the Northcoast Harbor project, should be developed in a manner compatible with that project. The opportunity exists to create a marina and one or more restaurants on this site.

The southern edge of the airport, east of the terminal, overlooks the airfield and appears barren and generally unattractive to the passing motorists. This important gateway to downtown can be improved significantly by the addition of a double row of trees which would define the edge of the airport and provide shade for bikeriders and joggers using the Lakefront State Park bikepath proposed to be developed along the southern property line of the airport.

During the plan period, the opportunity exists to initiate the process of modifying the configuration of Burke Lakefront Airport and significantly mitigating its impact upon surrounding downtown development. An additional 90 acres of landfill can be created during the plan period as a result of the U.S. Army Corps. of Engineers' Cleveland Harbor dredging program. Extending eastward from the present site, this additional landfill would allow the eventual relocation of Burke field to the north and east of its current location, freeing the western end of the site for low-scale waterfront development such as marina basins, which are compatible with an active airport.



Cleveland Air Show at Burke Lakefront Airport

PLANNING AREA III



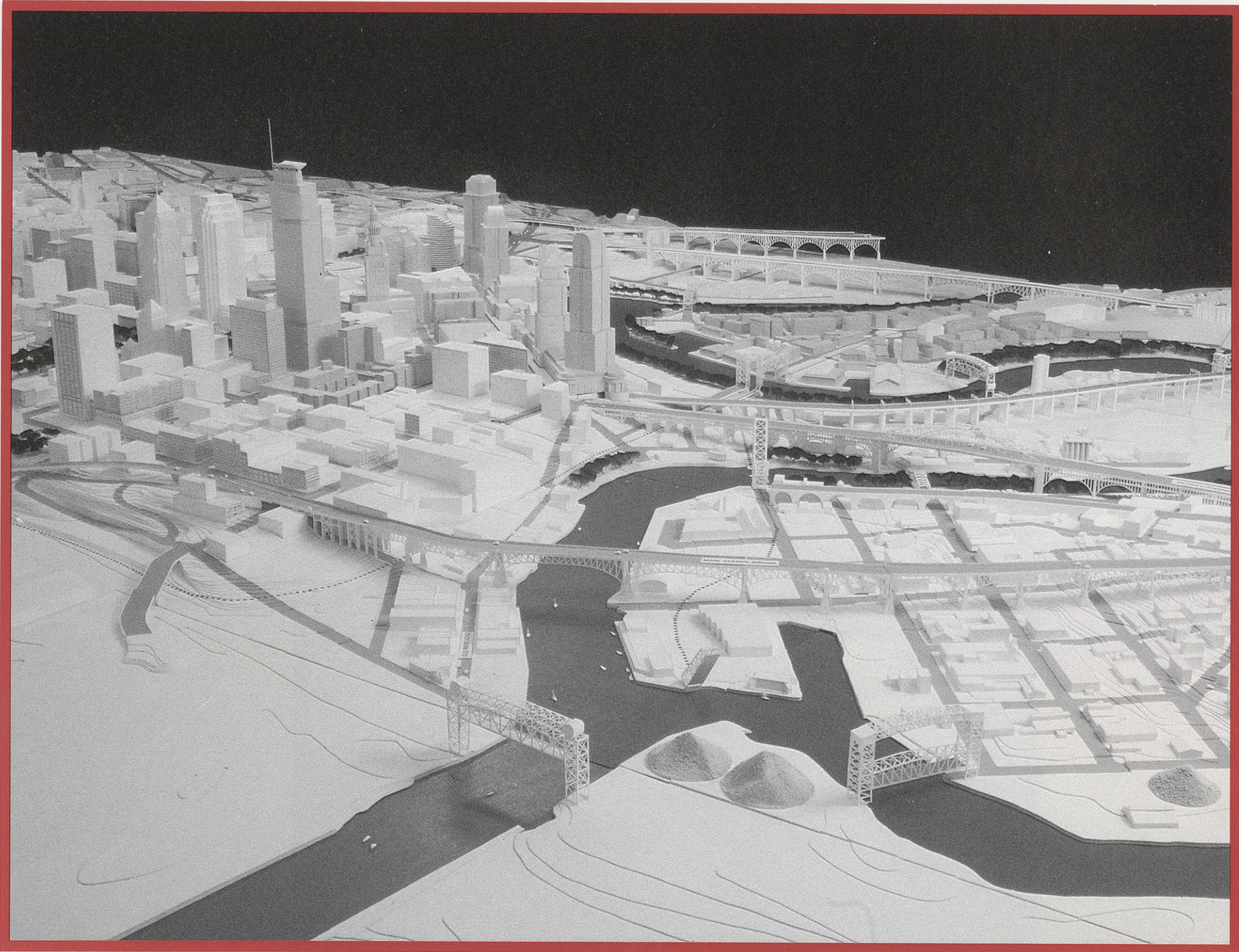
Aerial View of Burke Lakefront Airport



Corporate Aircraft at Burke Lakefront Airport



The U.S.S. Cod Submarine



View of Downtown Model