



March 23, 2026

Mayor Bibb and Council President Griffin,

The North Coast Waterfront Development Corporation (“NCWDC”) is an independent nonprofit organization tasked with transforming Cleveland’s downtown lakefront.

NCWDC spearheaded a collaborative effort with civic partners to identify an initial, conceptual plan for Burke Lakefront Airport (“Burke”). The drafted conceptual plan combines three key principles:

1. Increased economic impact in the form of both increased direct tax revenue and benefits to the local economy. Either concept offers at least five times more direct economic impact to the City of Cleveland than operations of Burke currently provides and likely offers greater indirect economic output as Burke currently provides.
2. Increased ability for Clevelanders to access 450 acres of publicly owned waterfront land. The conceptual plans incorporate community facilities that can be used by Clevelanders, park and play space, and nearly 10 miles of walking trails.
3. Financial viability that minimizes construction and operational costs borne by the City. The uses proposed can be privately financed and supported by partners.

NCWDC worked directly with leaders from the Black Environmental Leaders Association, City of Cleveland, Cleveland Metroparks, Cuyahoga County, Destination Cleveland, Greater Cleveland Partnership, Greater Cleveland Sports Commission, and Port of Cleveland to assemble a “fit study” and ESI Solutions developed an economic impact.

This study is not a masterplan for Burke. Instead, it is an exercise to determine if the land that Burke currently resides on could be redeveloped with financeable uses that drive significantly more economic impact to the City while increasing public access to the waterfront. These concepts are only concepts. Any development of Burke will incorporate significant engagement by the public, and an initial engagement sprint is currently underway.

The potential uses studied include:

- Public promenade with restaurants and marina to provide public access to the waterfront on foot or via boat.



- Competitive youth sports and recreation facilities estimated to bring hundreds of families to downtown Cleveland regularly while providing recreation space for Clevelanders.
- Hotels and RV camping grounds that will bring additional visitors to Cleveland to drive economic impact.
- 7-10 miles of public walking and biking paths
- Vertiport to serve healthcare industry
- Public golf course that can also serve as free winter recreation activation with cross-country skiing and/or public park space with features that could include an observation tower, sledding hill, viewpoints, and other open space and/or public golf course that can also serve as free winter recreation activation with cross-country skiing.

Both hypothetical scenarios will add significant waterfront public space to the City, will catalyze substantial economic output and direct tax revenue to the City, and have clear financing plans that do not impact the City's general fund.

According to the economic impact study completed by ESI Solutions, any combination of these uses would provide substantially more economic impact and direct tax revenue to the City than Burke does in its current capacity. Each of the two hypothetical concepts attached to this letter would provide well over \$600 million in one-time economic impact and more than \$2.5 million in annual direct tax revenue to the City.

To date, NCWDC has received 2400 responses to surveys conducted online and in person at various community meetings. The second question of that survey is "How supportive are you of creating a more accessible lakefront?" and 85% of respondents indicated that they were either supportive or very supportive.

If the City were to officially move forward with the redevelopment of Burke, NCWDC will engage more formal planning consultation and would conduct more extensive community engagement. NCWDC will continue to work directly with our core project partners: Black Environmental Leaders Association, City of Cleveland, Cleveland Metroparks, Cuyahoga County, Destination Cleveland, Greater Cleveland Partnership, Greater Cleveland Sports Commission, and Port of Cleveland

Burke Lakefront Airport represents 450 acres of waterfront land and two miles of shoreline. NCWDC and the aforementioned partners are eager to continue to discuss future land uses that have sustainable financial plans, can drive economic growth, and can provide public access to the waterfront for Cleveland residents and visitors.



Sincerely,

Scott Skinner

Scott Skinner

President and Executive Director

North Coast Waterfront Development Corporation.

Memorandum

To: North Coast Waterfront Development Corporation
From: Econsult Solutions, Inc.
Date: March 24, 2026
RE: Economic Impacts of Burke Airport Redevelopment Scenarios

1 Introduction

1.1 Purpose of Memorandum

Econsult Solutions, Inc. (ESI) was engaged by North Coast Waterfront Development Corporation (NCWDC) to conduct an economic impact analysis of two potential redevelopment scenarios (Concept 1 and Concept 2) of the Burke Lakefront Airport (BKL) site. In 2024, ESI analyzed potential alternative uses of BKL for the City of Cleveland and the following memorandum expands upon this analysis, but with a greater focus on recreational space and amenities. The redevelopment scenarios are a result of a collaborative effort between the City of Cleveland, Cuyahoga County, Metroparks, NCWDC, Destination Cleveland, Black Environmental Leaders, Greater Cleveland Sports Commission, and Port of Cleveland with the intent of developing a conceptual study of recreation focused uses on the BKL site.

1.2 Scope of Work

NCWDC provided ESI with preliminary redevelopment scenarios for the BKL site and ESI was scoped with three primary tasks: 1) provide high-level development cost estimates for the proposed scenarios, 2) provide high-level projected annual operational costs for the proposed scenarios, and 3) quantify the economic and fiscal impacts from construction and operations to the City of Cleveland as well as Cuyahoga County and State of Ohio using IMPLAN.

2 Summary of Impacts

Concept 1 has an estimated development cost of approximately \$689 million that would generate a one-time total economic impact of more than \$810 million as well as \$6 million in tax revenue for the City of Cleveland, while supporting 3,845 jobs during the construction period. After completion, Concept 1 would have an estimated annual direct economic impact of over \$21 million, generating a total economic impact of nearly \$26 million and \$3 million in tax revenue for the City of Cleveland, while supporting 170 jobs annually.

Concept 2 has an estimated development cost of approximately \$608 million that would generate a one-time total economic impact of \$715 million as well as more than \$5 million in tax revenue for the City of Cleveland, while supporting 3,390 jobs during the construction period. After completion, Concept 2

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would have an estimated average annual direct economic impact of almost \$22 million, generating a total economic impact of \$26 million and nearly \$3 million in tax revenue for the City of Cleveland, while supporting 170 jobs.

The annual direct impacts of Concept 1 or 2 would effectively replace a significant portion of any lost impacts from BKL closure.¹ Though not quantified in the following analysis, when considering the added economic activity from visitor spending, unlocking the development potential of other lakefront adjacent properties, and enhancing Cleveland’s overall competitiveness to attract new businesses and residents, Concept 1 or 2 would more than likely generate a much greater economic benefit than maintaining current airport operations.

Figure 1 provides the estimated range and average construction costs for each concept as well as the estimated annual operational expenditures that will be supported by a mix of public and private entities.

Figure 1: Total Estimated Construction Costs and Annual Operational Expenditures by Burke Airport Redevelopment Concept (\$M)

Construction Costs	Low	High	Average
Concept 1 (\$M)	\$533.4	\$843.9	\$688.7
Concept 2 (\$M)	\$480.1	\$735.2	\$607.6
Annual Operational Expenditures			Average
Concept 1 (\$M)			\$21.4
Concept 2 (\$M)			\$21.9

Source: Econsult Solutions, Inc. (2026)

Based on these investment and expenditure assumptions, Concept 1 is projected to generate an average one-time economic impact of approximately \$810.3 million in the City of Cleveland, supporting about 3,845 jobs and generating approximately \$6.0 million in tax revenue for the City. Development under Concept 2 is estimated to generate an average one-time economic impact of approximately \$715.0 million, supporting about 3,390 jobs and generating approximately \$5.3 million in tax revenue for the City.

¹ Econsult Solutions, Inc., *Valuing Burke Lakefront Airport* (August 2024).

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Figure 2: Estimated One-Time Economic and Fiscal Impacts of Burke Airport Redevelopment Construction by Concept, City of Cleveland

Economic Impacts	Concept 1			Concept 2		
	Low	High	Average	Low	High	Average
Direct Output (\$M)	\$533.4	\$843.9	\$688.7	\$480.1	\$735.2	\$607.6
Indirect and Induced Output (\$M)	\$94.2	\$149.1	\$121.6	\$84.8	\$129.9	\$107.3
Total Output (\$M)	\$627.7	\$993.0	\$810.3	\$564.9	\$865.0	\$715.0
Total Employment (FTE)	2,980	4,710	3,845	2,680	4,100	3,390
Employee Compensation (\$M)	\$208.2	\$329.5	\$268.9	\$187.4	\$287.0	\$237.2
Fiscal Impacts (\$M)	\$4.6	\$7.3	\$6.0	\$4.1	\$6.4	\$5.3

Source: Econsult Solutions, Inc. (2026)

The ongoing operation of the redevelopment programs will also generate economic impacts through annual operating expenditures. Under Concept 1, program operations are estimated to generate approximately \$25.9 million in annual economic impact, supporting about 170 jobs and generating approximately \$2.7 million in annual tax revenue for the City. Under Concept 2, program operations are projected to generate approximately \$26.4 million in annual economic impact, support about 170 jobs, and generate approximately \$2.6 million in annual tax revenue for the City.

Figure 3: Estimated Annual Economic and Fiscal Impacts of Operational Expenditures by Burke Airport Redevelopment Concept, City of Cleveland

Economic Impacts	Concept 1	Concept 2
Direct Output (\$M)	\$21.4	\$21.9
Indirect and Induced Output (\$M)	\$4.5	\$4.6
Total Output (\$M)	\$25.9	\$26.4
Total Employment (FTE)	170	170
Employee Compensation (\$M)	\$10.0	\$10.1
Fiscal Impacts (\$M)²	\$2.7	\$2.6

Source: Econsult Solutions, Inc. (2026)

² The fiscal analysis estimated income tax, parking tax, hotel tax, and property tax revenues for the City of Cleveland. Per the City's Budget Book and Code of Ordinance ([Chapter 196 Parking Occupancy Tax](#)), a portion of parking tax revenue is shared with Cleveland Public Schools.

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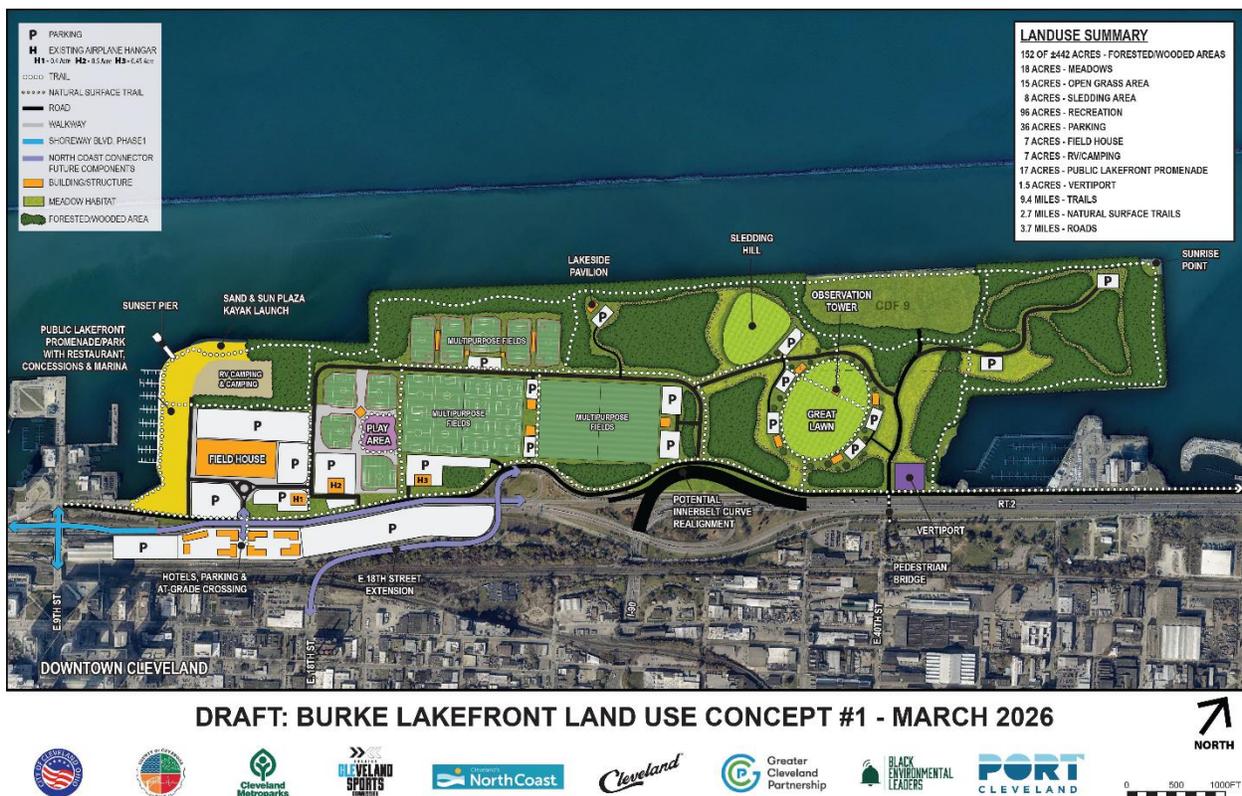
3 Redevelopment Scenarios

The redevelopment scenarios include a mix of recreational facilities, amenities, surface parking, and hotels, among other uses. Figure 4 and Figure 5 below present the preliminary site plans of the two alternative concepts (Concept 1 and Concept 2), and Figure 6 provides the development program with description, category, and size for each of the components.

Concept 1 includes the development of approximately 193 acres of urban park, complemented with a mix of outdoor and indoor recreational and sports facilities. The development program also incorporates RV and camping sites, a lakefront promenade, a recreational use vertiport, internal trail and roadway networks, surface parking, and two hotels. The two hotels, one budget and one upscale, are anticipated each to contain approximately 125 to 150 rooms.³

Concept 2 has a similar development program, although it reduces the footprint of the urban park component to 136 acres, shortens the trail and roadway network, and includes a 100-acre, 18-hole public golf course.

Figure 4: Redevelopment Program for Burke Airport – Concept 1

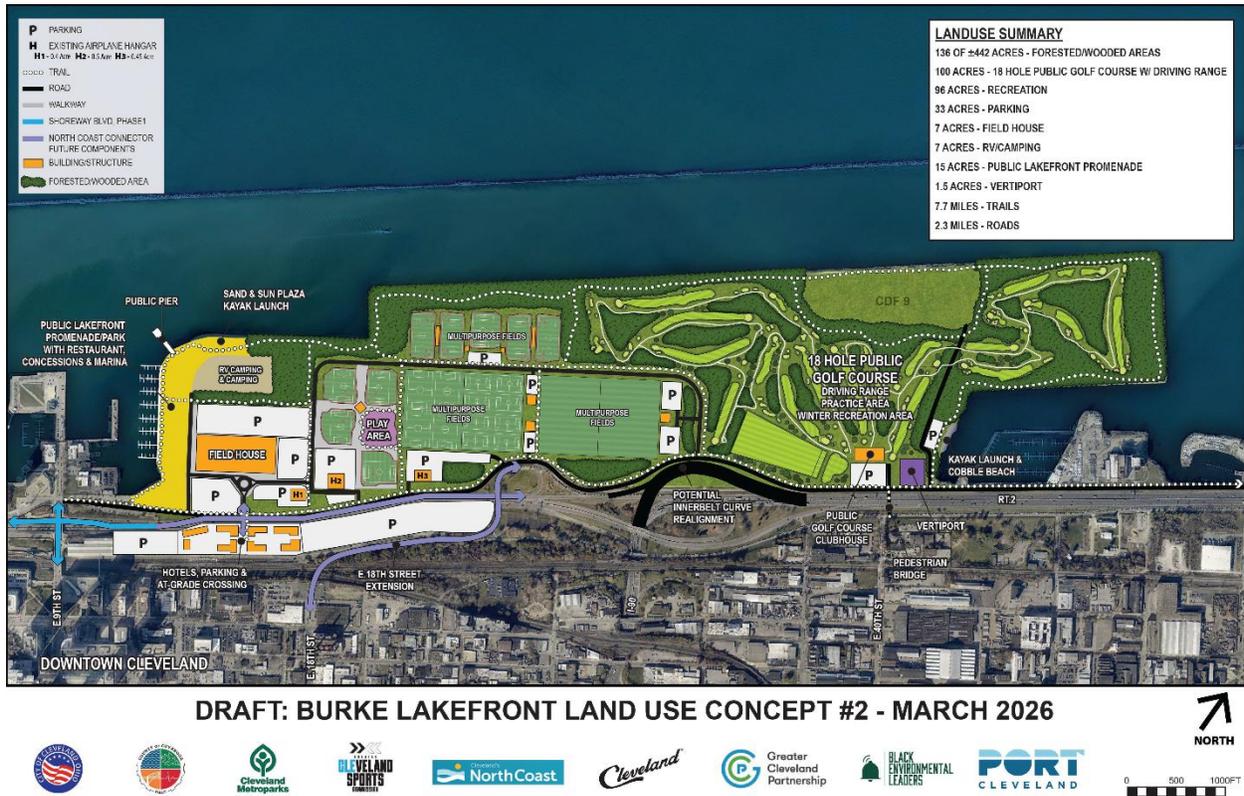


Source: NCWDC (2026)

³ This study uses 150 rooms for each hotel for cost estimations and economic and fiscal impact modeling.

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Figure 5: Redevelopment Program for Burke Airport – Concept 2



Source: NCWDC (2026)

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Figure 6: Development Program Details for Concept 1 and Concept 2

Description	Use/Classification	Unit	Concept 1	Concept 2
Recreational			357.5	395.5
Forested/Wood Area	Passive Urban Park	Acres	152.0	136.0
Meadows	Passive Urban Park	Acres	18.0	-
Open Grass Area	Passive Urban Park	Acres	15.0	-
Sledding Area	Passive Urban Park	Acres	8.0	-
18-hole Golf Course	18-hole Golf Course	Acres	-	100.0
Recreation	Outdoor Sports Facility	Acres	96.0	96.0
Parking	Parking	Acres	36.0	33.0
Field House	Outdoor Sports Field	Acres	7.0	7.0
RV/Camping	RV/Camping	Acres	7.0	7.0
Public Lakefront Promenade	Public Lakefront Promenade	Acres	17.0	15.0
Vertiport	Vertiport	Acres	1.5	1.5.0
Trails/Roads			15.8	10.0
Trails	Trails	Miles	9.4	7.7
Natural Surface Trails	Natural Surface Trails	Miles	2.7	-
Roads	Roads	Miles	3.7	2.3
Hotels			300	300
Upscale Hotel	Upscale Hotel	Rooms	150	150
Budget Hotel	Budget Hotel	Rooms	150	150

Source: NCWDC (2026)

4 One-Time Economic Impact of Capital Construction

4.1 Development Cost Estimates

The development scenarios include recreational amenities (indoor and outdoor), trails, surface parking, lakefront promenade, and hotels; therefore, in order to determine order-of-magnitude construction costs, comparable developments and industry standards were researched for each proposed use and normalized based on a per unit, per mile, per square foot, and per key basis (see Appendix for list of comparable developments and sources). Given the variability in terms of quality, design, and materiality, low and high estimates were concluded per component, where applicable, as presented in the following figure.

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Figure 7: Per Unit Development Cost Estimates (\$2025)

Classification	Cost Unit	Per Unit Cost	
		Low	High
Recreation			
Passive Urban Park	Acre	\$1,000,000	\$2,000,000
18-hole Golf Course	Each	\$10,878,900	\$21,039,400
Indoor Sports Facility	SF	\$317	\$353
Outdoor Sports Field	Acre	\$1,247,000	\$1,611,300
RV/Camping	Acre	\$30,800	\$70,200
Public Lakefront Promenade	SF	\$70	\$150
Vertiport	Each	\$500,000	\$800,000
Parking	SF	\$4	\$10
Trails/Roads			
Trails	Mile	\$90,000	\$528,000
Natural Surface Trails	Mile	\$30,000	\$70,000
Roads	Mile	\$240,700	\$240,700
Hotel			
Hotel - Budget	Room	\$221,000	\$221,000
Hotel - Upscale	Room	\$318,200	\$318,200

Source: Econsult Solutions, Inc. (2026)

As presented in Figure 8, the combined development costs for the uses in Concept 1 are estimated at approximately \$533 to \$844 million, with an average of just over \$688 million, and in Concept 2, approximately \$480 to \$735 million, with an average of just over \$607 million.

The variability between the lower and upper bounds is primarily influenced by the passive urban park estimates, where costs can vary significantly based on design specifications, landscaping, and materiality. Similarly, outdoor sports field development costs vary based on final design standards, facility specifications, and court or field types. Public lakefront promenade costs are also subject to variation depending on the intended level of programming, activity intensity, and waterfront engineering and site work. Given that the concept envisions a promenade incorporating retail, restaurant, and marina uses, associated construction costs are expected to trend towards the higher end of the estimated range.

Components that have revenue generating potential such as the indoor sports facility and hotels are likely to be developed with private financing, while the other components will be financed by public or quasi-public funds (e.g., public-private partnership), although a specific funding strategy has not been determined at this time.

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Figure 8: Total Development Cost Estimates (\$M)

Classification	Concept 1			Concept 2		
	Low	High	Average	Low	High	Average
Recreation	\$450.7	\$757.0	\$603.9	\$398.0	\$649.7	\$523.8
Passive Urban Park	\$193.0	\$386.0	\$289.5	\$136.0	\$272.0	\$204.0
18-hole Golf Course	-	-	-	\$10.9	\$21.0	\$16.0
Indoor Sports Facility	\$79.2	\$88.3	\$83.7	\$79.2	\$88.3	\$83.7
Outdoor Sports Field	\$119.7	\$154.7	\$137.2	\$119.7	\$154.7	\$137.2
RV/Camping	\$0.2	\$0.5	\$0.4	\$0.2	\$0.5	\$0.4
Public Lakefront Promenade	\$51.8	\$111.1	\$81.5	\$45.7	\$98.0	\$71.9
Vertiport	\$0.5	\$0.8	\$0.7	\$0.5	\$0.8	\$0.7
Parking	\$6.3	\$15.7	\$11.0	\$5.7	\$14.4	\$10.1
Trails/Roads	\$1.8	\$6.0	\$3.9	\$1.2	\$4.6	\$2.9
Trails	\$0.8	\$5.0	\$2.9	\$0.7	\$4.1	\$2.4
Natural Surface Trails	\$0.1	\$0.2	\$0.1	-	-	-
Roads	\$0.9	\$0.9	\$0.9	\$0.6	\$0.6	\$0.6
Hotel	\$80.9	\$80.9	\$80.9	\$80.9	\$80.9	\$80.9
Hotel - Budget	\$33.2	\$33.2	\$33.2	\$33.2	\$33.2	\$33.2
Hotel - Upscale	\$47.7	\$47.7	\$47.7	\$47.7	\$47.7	\$47.7
Total Development Cost	\$533.4	\$843.9	\$688.7	\$480.1	\$735.2	\$607.6

Source: Econsult Solutions, Inc. (2026)

4.2 Economic and Tax Impacts

The direct capital investment associated with the redevelopment concepts will generate a significant one-time economic impact on the local, regional, and state economies. Investments that support construction activity will employ workers in the construction industry throughout the development period. The upfront construction spending (direct activity) also generates spillover effects, including indirect impacts through increased supply chain activity and induced impacts resulting from the recirculation of labor income as workers spend their earnings within the regional economy.

Figure 9 summarizes the estimated one-time economic impacts associated with the capital investments under the two redevelopment concepts.⁴ The average \$688.7 million investment under Concept 1 is projected to generate approximately \$810.3 million in total economic impact within Cleveland, supporting an average of 3,845 jobs and \$268.9 million in employee compensation. Concept 2, with an average investment of \$607.6 million, is projected to generate approximately \$715.0 million in total one-time economic impact, supporting 3,390 jobs and \$237.2 million in earnings.

⁴ The study modeled construction and operational economic impacts at the county level and allocated impacts to the City of Cleveland based on its share of the county population. According to the 2024 American Community Survey, the City accounts for approximately 29 percent of Cuyahoga County's total population.

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Figure 9: Estimated One-Time Economic Impact of the Construction of Burke Airport Redevelopment

	Concept 1			Concept 2		
	Low	High	Average	Low	High	Average
City of Cleveland						
Direct Output (\$M)	\$533.4	\$843.9	\$688.7	\$480.1	\$735.2	\$607.6
Indirect and Induced Output (\$M)	\$94.2	\$149.1	\$121.6	\$84.8	\$129.9	\$107.3
Total Output (\$M)	\$627.7	\$993.0	\$810.3	\$564.9	\$865.0	\$715.0
Total Employment (FTE)	2,980	4,710	3,845	2,680	4,100	3,390
Employee Compensation (\$M)	\$208.2	\$329.5	\$268.9	\$187.4	\$287.0	\$237.2
Cuyahoga County						
Direct Output (\$M)	\$533.4	\$843.9	\$688.7	\$480.1	\$735.2	\$607.6
Indirect and Induced Output (\$M)	\$319.9	\$506.1	\$413.0	\$287.9	\$440.9	\$364.4
Total Output (\$M)	\$853.3	\$1,350.1	\$1,101.7	\$768.0	\$1,176.0	\$972.0
Total Employment (FTE)	3,900	6,170	5,035	3,510	5,370	4,440
Employee Compensation (\$M)	\$277.2	\$438.6	\$357.9	\$249.5	\$382.1	\$315.8
State of Ohio						
Direct Output (\$M)	\$533.4	\$843.9	\$688.7	\$480.1	\$735.2	\$607.6
Indirect and Induced Output (\$M)	\$509.5	\$806.1	\$657.8	\$458.6	\$702.2	\$580.4
Total Output (\$M)	\$1,042.9	\$1,650.0	\$1,346.5	\$938.7	\$1,437.4	\$1,188.0
Total Employment (FTE)	4,590	7,270	5,930	4,130	6,330	5,230
Employee Compensation (\$M)	\$322.4	\$510.0	\$416.2	\$290.1	\$444.3	\$367.2

Source: IMPLAN (2024), Econsult Solutions, Inc. (2026)

The construction activity is projected to generate significant tax revenues for both the City of Cleveland and Cuyahoga County. Upon completion, development under Concept 1 is estimated to generate approximately \$5.95 million in tax revenue for the City of Cleveland and \$1.35 million for Cuyahoga County. Under Concept 2, the tax revenue impact is estimated at approximately \$5.25 million for the City of Cleveland and \$1.19 million for Cuyahoga County.

Figure 10: Estimated One-Time Fiscal Impact of the Construction of Burke Airport Redevelopment (\$M)

Fiscal Impact	Concept 1			Concept 2		
	Low	High	Average	Low	High	Average
City of Cleveland	\$4.61	\$7.29	\$5.95	\$4.15	\$6.35	\$5.25
Income Tax	\$4.61	\$7.29	\$5.95	\$4.15	\$6.35	\$5.25
Cuyahoga County	\$1.05	\$1.66	\$1.35	\$0.94	\$1.44	\$1.19
Sales Tax	\$0.95	\$1.50	\$1.22	\$0.85	\$1.31	\$1.08
Other Taxes	\$0.10	\$0.16	\$0.13	\$0.09	\$0.14	\$0.11

Source: IMPLAN (2024), City of Cleveland Annual Comprehensive Financial Report (FY2024), Econsult Solutions, Inc. (2026)

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5 Annual Economic Impact of Redevelopment Operations

5.1 Operational Cost Estimates

Several components will have private operators (e.g., hotels), although specific operational agreements have not been determined at this time. Based on research of other operational models and costs, there is less variability compared to the capital costs (see Appendix for assumptions). Therefore, reasonable annual operating costs were determined for each component and aggregated for each concept.

Figure 11: Per Unit Annual Operational Cost Estimates (\$2025)

Classification	Cost Unit	Per Unit Cost
Recreation		
Passive Urban Park	Acre	\$4,000
18-hole Golf Course	Each	\$1,068,000
Indoor Sports Facility	SF	\$6.5
Outdoor Sports Field	Acre	\$41,000
RV/Camping	Each	\$590,000
Public Lakefront Promenade	SF	\$1.8
Vertiport	Each	\$4,000,000
Parking	Acre	\$75,000
Trails/Roads		
Trails	Mile	\$4,000
Natural Surface Trails	Mile	\$2,000
Roads	Mile	\$8,000
Hotel		
Hotel - Budget	Room	\$7,000
Hotel - Upscale	Room	\$20,000

Source: Econsult Solutions, Inc. (2026)

On average, development under Concept 1 and Concept 2 are estimated to have annual operating costs of approximately \$21.4 million, and \$21.9 million, respectively, covering personnel expenses, facility maintenance, utilities, and other operating expenditures, as presented in the following figure.

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Figure 12: Total Annual Operational Expenditure Estimates (\$M)

Classification	Concept 1	Concept 2
Recreation	\$17.3	\$17.8
Passive Urban Park	\$0.80	\$0.50
18-hole Golf Course	-	\$1.10
Indoor Sports Facility	\$2.00	\$2.00
Outdoor Sports Field	\$3.90	\$3.90
RV/Camping	\$0.60	\$0.60
Public Lakefront Promenade	\$1.30	\$1.20
Vertiport	\$6.00	\$6.00
Parking	\$2.70	\$2.5
Trails/Roads	\$0.07	\$0.05
Trails	\$0.04	\$0.03
Natural Surface Trails	\$0.01	-
Roads	\$0.03	\$0.02
Hotel	\$4.10	\$4.10
Hotel - Budget	\$1.10	\$1.10
Hotel - Upscale	\$3.00	\$3.00
Total Annual Operational Cost	\$21.40	\$21.90

Source: Econsult Solutions, Inc. (2026)

5.2 Economic and Tax Impacts

Upon completion of the redevelopment, the operation of onsite programs will generate ongoing economic and fiscal impacts. Under Concept 1, direct operational spending is projected to generate approximately \$25.9 million in annual total economic impact within Cleveland, supporting about 170 jobs and approximately \$10.0 million in employee compensation. Under Concept 2, annual program operations are projected to generate approximately \$26.4 million in total economic impact, supporting about 170 jobs and \$10.1 million in employee compensation.

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Figure 13: Estimated Annual Economic Impact of Stabilized Operations of Development Concepts

Cleveland	Concept 1	Concept 2
Direct Output (\$M)	\$21.4	\$21.9
Indirect and Induced Output (\$M)	\$4.5	\$4.6
Total Output (\$M)	\$25.9	\$26.4
Total Employment (FTE)	170	170
Employee Compensation (\$M)	\$10.0	\$10.1

Cuyahoga	Concept 1	Concept 2
Direct Output (\$M)	\$21.4	\$21.9
Indirect and Induced Output (\$M)	\$15.2	\$15.5
Total Output (\$M)	\$36.6	\$37.4
Total Employment (FTE)	220	220
Employee Compensation (\$M)	\$13.3	\$13.5

Ohio	Concept 1	Concept 2
Direct Output (\$M)	\$21.4	\$21.9
Indirect and Induced Output (\$M)	\$21.0	\$21.4
Total Output (\$M)	\$42.4	\$43.3
Total Employment (FTE)	240	250
Employee Compensation (\$M)	\$14.7	\$14.8

Source: IMPLAN (2024), Econsult Solutions, Inc. (2026)

For the major tax categories collected by the City of Cleveland, the study estimated the applicable tax bases for each program component and applied the relevant tax rates. A table of the City's major tax rates is provided in the Appendix.

For income tax, total wages associated with the economic impact were used as the tax base. For property tax, the analysis assumes that the hotel and indoor sports facilities will be taxable, with market values estimated at 1.55 times their construction costs. For hotel-related taxes, annual hotel revenues were estimated based on average occupancy rates and room rates observed in comparable downtown Cleveland hotels. For parking tax, the analysis used municipal parking rates and estimated average occupancy levels to calculate annual parking revenues as the tax base.⁵

Based on these assumptions, the ongoing operations of the redevelopment scenarios are estimated to generate approximately \$2.74 million in annual tax revenue for the City of Cleveland under Concept 1 and approximately \$2.64 million under Concept 2.

⁵ This study conducted the tax impact analysis at a high level. Except for the income tax, which incorporates indirect and induced economic impacts, property tax, hotel tax, and parking tax are estimated based only on the direct onsite programs and do not include spillover effects. The results should therefore be interpreted as order-of-magnitude estimates based on market benchmarks and standard industry assumptions.

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Figure 14: Estimated Annual Fiscal Impact of Burke Airport Redevelopment Operations Upon Completion (\$M)

Fiscal Impact	Concept 1	Concept 2
City of Cleveland	\$2.74	\$2.64
Income Tax	\$0.22	\$0.22
Property Tax	\$1.20	\$1.20
Hotel Tax	\$0.18	\$0.18
Parking Tax	\$1.14	\$1.04
Cuyahoga County	\$0.31	\$0.32
Sales Tax	\$0.13	\$0.14
Property Tax	\$0.16	\$0.17
Other Taxes	\$0.01	\$0.01

Source: IMPLAN (2024), City of Cleveland Annual Comprehensive Financial Report (FY2024), Econsult Solutions, Inc. (2026)

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Appendix A

Appendix A-1: Comparable Development

Facility	Location	Construction Year	Type	Building Area (SF)	Site Area (Acre)	Construction Cost (\$M)	Annual Operating Cost (\$M)
Rocky Mount Event Centre	Rocky Mount, NC	2018	Indoor Sports Complex	165,000	12	\$48	\$0.3
Hoover Met Complex	Hoover, AL	2016	Indoor Sports Complex	155,000	150	\$75	\$0.5
John T. Rhodes Myrtle Beach Sports Center	Myrtle Beach, SC	2014	Indoor Sports Complex	100,000	21	\$20	\$0.3
Cedar Point Sports Center	Sandusky, OH	2019	Indoor Sports Complex	145,000	5	\$42	\$0.5
Rocky Top Sports World	Gatlinburg, TN	2014	Indoor/Outdoor Sports Complex	86,000	80	\$20	\$0.5
Scheels Sports Park at Legacy Pointe	Springfield, IL	2025	Indoor/Outdoor Sports Complex	190,000	70	\$67	\$0.5
Creve Coeur Park Soccer Complex	St. Louis, MO	2018	Outdoor Sports Complex	-	82	\$14	\$0.7
Bethpage State Park	Farmingdale, NY	1930s	Golf Course	-	1,477	\$1	\$0.6
Memorial Park Golf Course	Houston, TX	2019	Golf Course	-	1,500	\$34	\$0.6
Ridgewood Golf Club Event Center/Clubhouse	Parma, OH	2025	Golf Course	-	-	\$12	-
Cleveland Metroparks - New Parkland	Cleveland, OH	2021	Park	-	150	\$300	-
Ralph C. Wilson Jr. Centennial Park	Detroit, MI	2025	Park	-	22	\$56	-
Glass City Metropark/Riverwalk	Toledo, OH	2024	Park	-	300	\$225	-
Ralph Wilson Park	Buffalo, NY	2025	Park	-	99	\$110	-

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Appendix A-2: Sources of Construction and Operation Cost Assumptions

Component	Source
Park	Fairmount Park Conservancy. "A 33 acre native wetland is coming to FDR Park!" August 18, 2022. Accessed March 4, 2026. https://myphillypark.org/fdr-wetland/ Cleveland Metroparks. "Cleveland Metroparks 2025 Budget Book." ClearGov (digital budget document). 2025. Accessed March 4, 2026. https://special_district-cleveland-metroparks-oh-cleardoc.cleargov.com/8471/248153/d
18-hole Golf Course	Wu, Michael. "How Much Does It Cost to Build a Golf Course." Vovex Golf. n.d. Accessed March 4, 2026. https://vovexgolf.com/blogs/golf/how-much-does-it-cost-to-build-a-golf-course Sens, Josh. "How much does it cost to maintain a golf course? Here are the numbers." GOLF.com, December 16, 2022. Accessed March 4, 2026. https://golf.com/lifestyle/cost-maintain-golf-course/
Indoor Sports Facility	Griffith, Shad, and David Finnoff. Cost and Revenue Projections for Recommendations: Indoor Sports Facility, Cheyenne, Wyoming. Center for Business and Economic Analysis. n.d. PDF. Accessed March 4, 2026. https://assets.simpleviewinc.com/simpleview/image/upload/v1/clients/cheyenne/Facility_costs_and_revenues_1_15_20_5a2dea10-305b-4211-8d5b-cb5d7625d825.pdf CLS Facility Services. "Facilities Management Efficiency: Understanding Benchmarks and Service Ratios." September 8, 2025. Accessed March 4, 2026. https://clsfacilityservices.com/blog/facilities-management-efficiency-understanding-benchmarks-and-service-ratios/
Outdoor Sports Field	The Sports Facilities Advisory. Five-Year Operating Pro Forma - Outdoor. Prepared for Rapid City Sports Commission. Delivery date January 2024. PDF. Accessed March 4, 2026. 2024_St_Charles_5-Yr-Operating-Pro-Forma-RFP-5202024.pdf St. Charles Convention and Sports Facility Authority. Five-Year Operating Pro Forma. Final report delivery date May 2024. PDF. Accessed March 4, 2026. https://stcharlescountycsfamo.gov/wp-content/uploads/2024/05/5-Yr-Operating-Pro-Forma-RFP-5202024.pdf Turf Factory Direct. "The Average Cost for an Artificial Turf Football Field." Re-posted February 24, 2025. Accessed March 4, 2026. https://turfactorydirect.com/blog/the-average-cost-for-an-artificial-turf-football-field/ Newcombe, Fred. "Financial Costs of Artificial Fields." PJC Organic, December 23, 2024. Accessed March 4, 2026. https://pjcorganic.com/2024/12/23/financial-costs-of-artificial-fields/
RV/Camping	Nnadi, Emeka. "How Much Does It Cost To Start an RV Park?" Nadi Group, July 8, 2024. Accessed March 4, 2026. https://www.nadigroup.com/insights/how-much-does-it-cost-to-start-an-rv-park RoverPass. "What You Need to Know About RV Income and Expenses." RoverPass Blog, July 7, 2025. Accessed March 4, 2026. https://www.roverpass.com/blog/rv-income-and-expenses/ National Association of Recreational Vehicle Parks and Campgrounds. 2023 Industry Benchmarking Report. 2023. PDF. Accessed March 4, 2026. https://ohi.org/wp-content/uploads/2023/10/2023_Benchmarking-Report.pdf
Vertiport	Clarke, Dave. "So, You Want to Build a Vertiport. Here's What It Will Cost to Build and Operate One." Advanced Air Mobility Today, April 27, 2025. Accessed March 4, 2026. https://aam.today/so-you-want-to-build-a-vertiport-heres-what-it-will-cost-to-build-and-operate-one/
Parking	Royal Pavement Solutions. "How Much Does It Cost To Pave A Parking Lot?" n.d. Accessed March 4, 2026. https://www.royalpavementsolutions.com/how-much-does-it-cost-to-pave-a-parking-lot/ Ohio Paving and Construction. "Concrete Paving For Parking Lots & More Prices From \$6 Per Sq. Ft." n.d. Accessed March 4, 2026. https://ohiopaving.com/paving-services/new-concrete-parking-lot-paving/ Litman, Todd. "Comprehensive Parking Supply, Cost and Price Analysis." Transportation Research Procedia 82 (2025): 1700-1716. https://www.sciencedirect.com/science/article/pii/S2352146524004496 Holland, Rob. Estimating the Number of Parking Spaces Per Acre (Center for Profitable Agriculture Info #222). May 2014. PDF. University of Tennessee Institute of Agriculture. Accessed March 4, 2026. https://utia.tennessee.edu/cpa/wp-content/uploads/sites/106/2020/10/CPA-222.pdf
Trail	Pennsylvania Department of Conservation and Natural Resources. Pennsylvania Land and Water Trail Network Strategic Plan 2025-2029. 2025. PDF. Accessed March 4, 2026. https://elibrary.dcnr.pa.gov/GetDocument?docId=9903619&DocName=PA_Land_and_Water_Trail_Network_Strategic_Plan_Final_Web.pdf

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Appendix A-3: Tax Rates of Major Tax Revenue Sources, City of Cleveland

Tax	Tax Rate	Revenue Allocation
Income Tax	2.50%	City
Hotel	3.00%	City
Parking tax	8.00%	City, Public Schools
Property Tax	1.27%	City
Assessed Value / Market Value	37.10%	

Source: Central Collection Agency (2026), City of Cleveland Annual Comprehensive Financial Report (FY 2024)

- P** PARKING
- H** EXISTING AIRPLANE HANGAR
H1 - 0.4 Acre H2 - 0.5 Acre H3 - 0.45 Acre
- TRAIL
- NATURAL SURFACE TRAIL
- ROAD
- WALKWAY
- SHOREWAY BLVD, PHASE 1
- NORTH COAST CONNECTOR FUTURE COMPONENTS
- BUILDING/STRUCTURE
- MEADOW HABITAT
- FORESTED/WOODED AREA

LANDUSE SUMMARY	
152 OF ±442 ACRES - FORESTED/WOODED AREAS	
18 ACRES - MEADOWS	
15 ACRES - OPEN GRASS AREA	
8 ACRES - SLEDDING AREA	
96 ACRES - RECREATION	
36 ACRES - PARKING	
7 ACRES - FIELD HOUSE	
7 ACRES - RV/CAMPING	
17 ACRES - PUBLIC LAKEFRONT PROMENADE	
1.5 ACRES - VERTIPOINT	
9.4 MILES - TRAILS	
2.7 MILES - NATURAL SURFACE TRAILS	
3.7 MILES - ROADS	

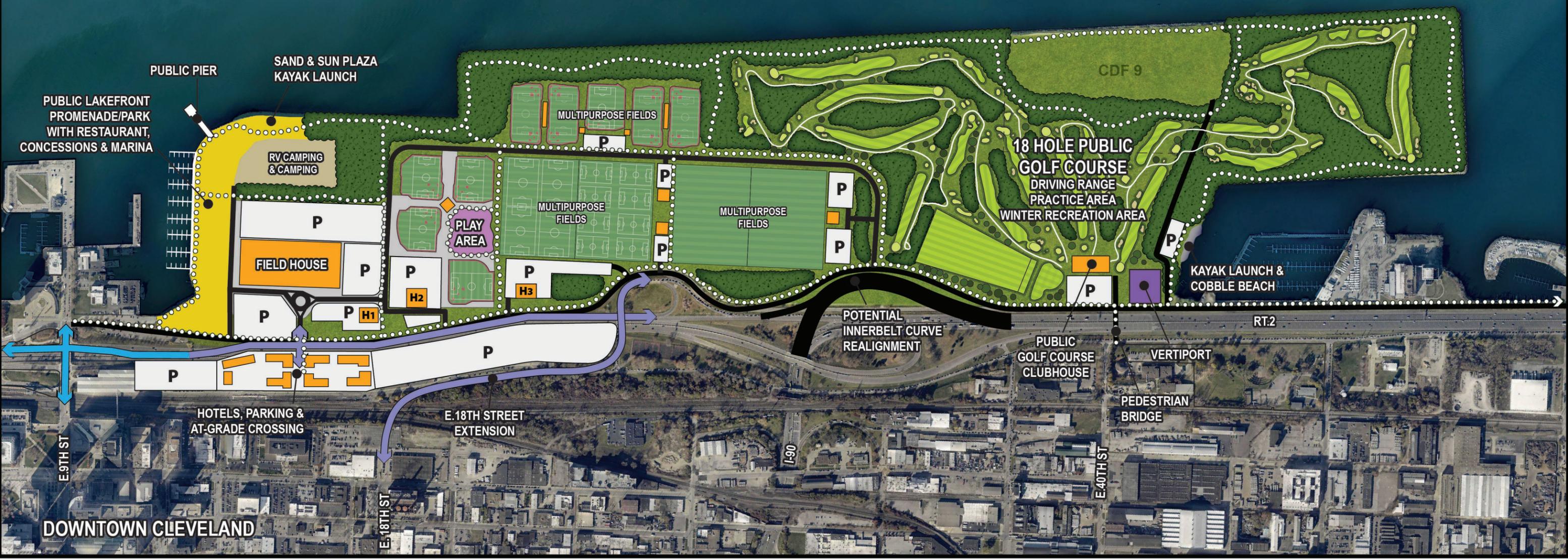


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- P** PARKING
- H** EXISTING AIRPLANE HANGAR
H1 - 0.4 Acre H2 - 0.5 Acre H3 - 0.45 Acre
- o o o o TRAIL
- ROAD
- WALKWAY
- SHOREWAY BLVD, PHASE 1
- NORTH COAST CONNECTOR
FUTURE COMPONENTS
- BUILDING/STRUCTURE
- FORESTED/WOODED AREA

LANDUSE SUMMARY	
136 OF ±442 ACRES - FORESTED/WOODED AREAS	
100 ACRES - 18 HOLE PUBLIC GOLF COURSE W/ DRIVING RANGE	
96 ACRES - RECREATION	
33 ACRES - PARKING	
7 ACRES - FIELD HOUSE	
7 ACRES - RV/CAMPING	
15 ACRES - PUBLIC LAKEFRONT PROMENADE	
1.5 ACRES - VERTIPORT	
7.7 MILES - TRAILS	
2.3 MILES - ROADS	



DRAFT: BURKE LAKEFRONT LAND USE CONCEPT #2 - MARCH 2026

