CINCINNATI'S UPTOWN

Uptown is unique in Cincinnati. It contains the region's greatest concentration of medical and research facilities and educational institutions, and it is at the geographic center of the metropolitan area. Until recently, however, it has not had an identity as a single district.

Second only to the Central Business District as an economic generator, Uptown is the hilltop area just north of Cincinnati's downtown. It is comprised of the six neighborhoods which surround the Tri-State's largest cluster of hospitals. Within its 7.5 square miles reside over 60,000 people, approximately 16% of the city's population. Over 44,000 people are employed in Uptown, primarily at its ten hospitals and at the University of Cincinnati. Uptown's hospital salaries alone generate $1.5 billion in expenditures in the region. Uptown is also a major generator of retail sales, accounting for almost 1/3 of all city sales.

Uptown is home to the University of Cincinnati with its enrollment of over 30,000 students, the Cincinnati Zoo, which last year had over 1 million visitors, and a major facility of the Environmental Protection Agency. All of these activities take place in a diverse residential setting, often in a wooded hillside environment complete with scenic views, convenient nearby shopping, and close to parks and recreational facilities.

The prospects for growth and development in Uptown are great. As an example, over $51 million in research grants were received by the University of Cincinnati Medical Center in 1988, placing it 34th in the nation. The $160 million of construction underway at the medical center aims to place it in the top 20 in the country. The recently completed *Uptown Economic Development Plan* (EDP) foresees the creation of a biomedical research park in Uptown, taking advantage of Uptown's hospitals, research staff, and increasing funding for research and development. The EDP also predicts a need for over 1 million square feet of additional office space in Uptown by the year 2000, most of which will be occupied by medical and research-related users.

Uptown's "boom" does not stop with the medical and research field. Education is a major "product" here. Cincinnati Technical College (CTC) has the largest applied health technology and applied engineering technology programs in the country and its 9,000 student enrollment is growing. Of course, in addition to CTC, Uptown is the home of one of the state's major universities, the University of Cincinnati (U.C.). Uptown also contains Hebrew Union College, the first American institution of Jewish higher education, and the Ohio College of Applied Science. The Cincinnati Zoo is fast becoming one of the country's leading Zoos. It is an important educational, research and conservation institution, and is one of the tri-state's largest tourist attractions. Recent zoo efforts to protect endangered species have gained it worldwide attention.

The Need For a Plan

Uptown is a dynamic place. Its residents, employees, visitors, students, and shoppers interact in a diverse urban environment. The coexistence of residences, businesses, and institutions in close proximity to one another constitutes a significant and vital resource. In many ways, however, Uptown has not reached its full potential. There are numerous opportunities for new development, and there are major revitalization needs.

Sections of Uptown exhibit deterioration and high vacancy rates, both in residential areas and in business districts. Traffic congestion and parking problems plague the core area. Unemployment and Underemployment remain a significant problem for segments of Uptown's population. Even with all the money Uptown's institutions and businesses pump into the local economy, poverty also remains a problem for many Uptown residents, as are the social ills brought on by poverty and unemployment.

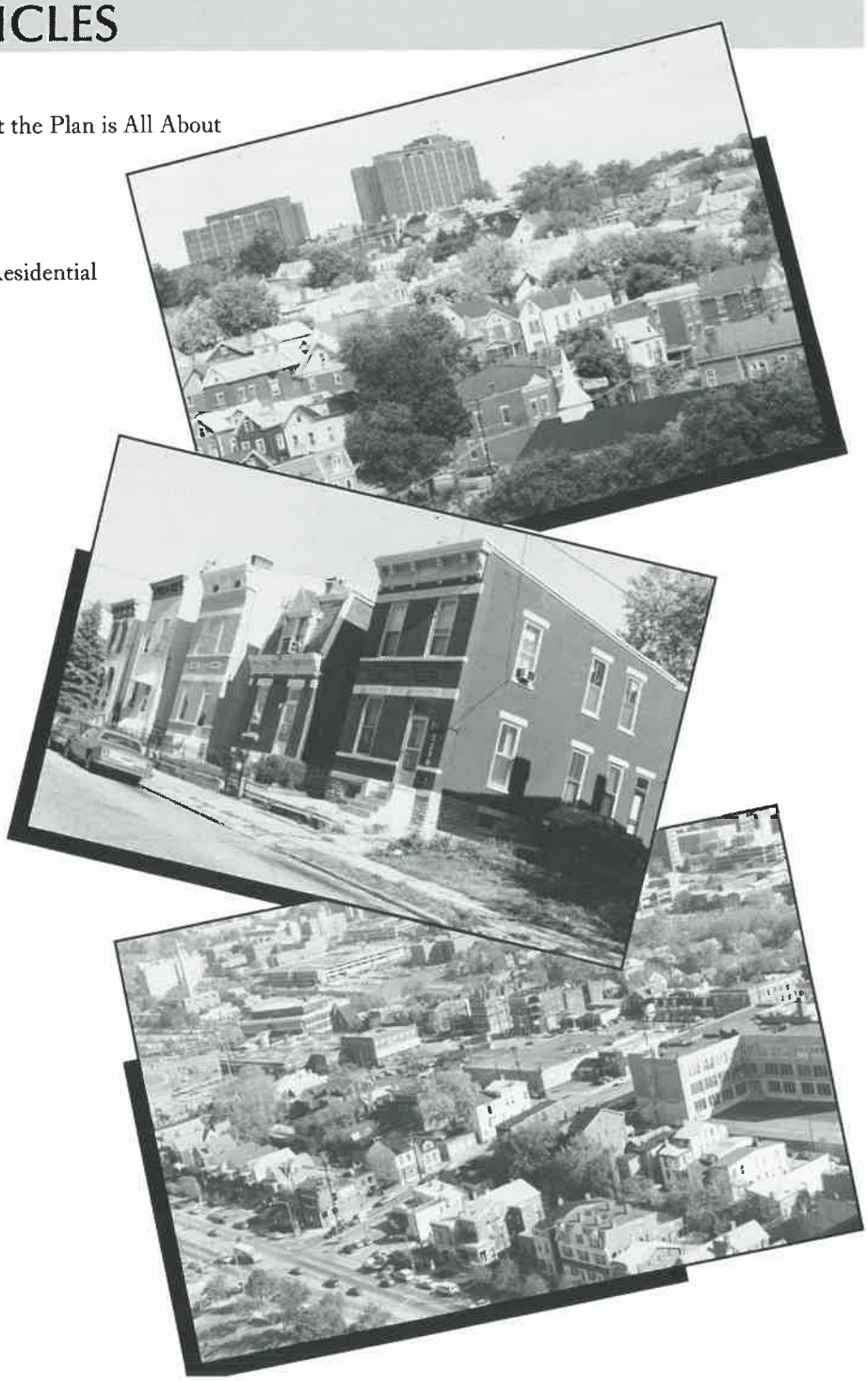
Given Uptown's vast potential, and its problems, a comprehensive development plan was prepared. Much as downtown had its *2000 Plan*, Uptown now has its *Uptown Plan*. The Uptown Task Force, formed in 1981 as a vehicle for neighborhoods, institutions, and businesses to seek solutions to common problems, has been the sounding board for this plan, developed by the City Planning Department and the Department of Neighborhood Housing and Conservation (NHC).

The purpose of the plan is:
1) *To establish a vision of what Uptown can become and a consensus on that vision, and* 2) *To enable the participants to achieve that vision.* In the final analysis, the success of the Plan in accomplishing its goals will depend on the willingness of the Uptown Task Force, the City, and the greater Uptown community to bring it to fruition.

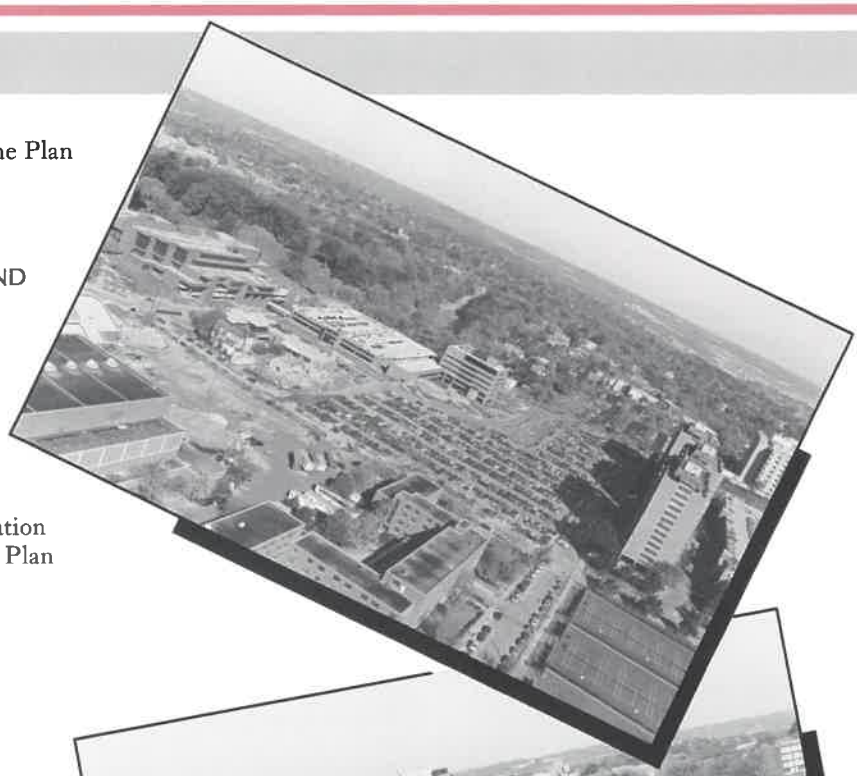
CONTENTS

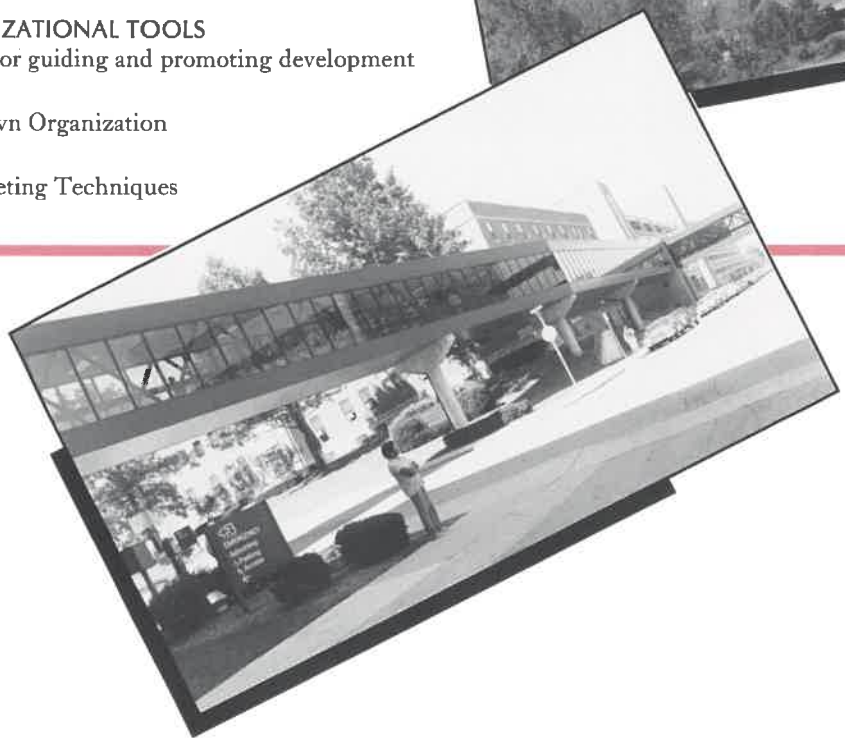
AN OVERVIEW

FEATURE ARTICLES



NUTS AND BOLTS





The Uptown Plan is published by the Cincinnati Planning Department and the Department of Neighborhood Housing and Conservation in cooperation with the Uptown Task Force. It is intended to serve as a land use plan and policy guide and, most importantly, to show practical ways to achieve the goals and objectives for Uptown. Comments on any aspect of the plan are welcome and can be addressed to the City Planning Department, Room 228, City Hall, Cincinnati, Ohio 45202

A READER'S GUIDE

The plan document is presented in a magazine format. The vision of what Uptown can become is described in six "Feature Articles." The "big ideas" of the plan are contained in articles about residential neighborhoods, economic development, institutions, parks and open space, transportation, and Uptown's diversity.

The "how to" of the plan is described in articles grouped under the heading of "Nuts and Bolts." One of these articles, "Programs, Projects and Priorities," can be read as a summary of all the implementation action steps contained throughout the plan. Other "how to" articles cover design ideas, economic development strategies, policies and regulations, and organizational tools.

As the *Uptown Plan* was being formulated, an independent yet related effort was underway in the form of preparation of an *Uptown Economic Development Plan* commissioned by NHC. That research was conducted by the consulting firm of Hammer, Siler, George Associates, and its findings and recommendations have had a profound influence on the recommendations contained in the *Uptown Plan.*

The plan establishes a vision of what Uptown can become, and enables the participants to achieve that vision.

CREDITS

TASK FORCE

Uptown Task Force
Rev. Jane T. Gurry, Chair, 1986-1988

Participating Agencies and Organizations
Bethesda, Inc.
Children's Hospital Medical Center
Cincinnati Group Health Associates
Cincinnati Zoo
Deaconess Hospital
Good Samaritan Hospital
Hebrew Union College
Hughes High School
The Christ Hospital
The Jewish Hospital of Cincinnati
University of Cincinnati
University of Cincinnati Medical Center
U.S. Environmental Protection Agency
U.S. Veterans Administration Medical Center
Avondale Community Council
Clifton Town Meeting
Clifton Heights/University Heights/ Fairview Community Organizations
Corryville Community Council
Mt. Auburn Community Council
Walnut Hills Area Council
Burnet Avenue Business Association
Clifton Business and Professional Association
Clifton Heights-Fairview Business Association
University Village Business Association

Planning Committee
Chaunston Brown, Chair, Avondale Community Council
Greg Braun, Vera Paul, Heights Community Council
Veatrice Clark, Mt. Auburn Community Council
Richard Crane, Veterans Administration Hospital
Lynne Heinzelman, John Pennell, Bethesda Hospital
Bruce Gehring, Children's Hospital
Jack Huelsman, Cincinnati Zoo
Amy Meinhardt, Mark Nataris, Deaconess Hospital
Joe Moellers, University Hospital
Carol Nagel/Marilyn Schott, Clifton Town Meeting
Robert H. Ossenbeck, Joe Windholtz, Clifton Heights-Fairview Business Associates
Don Reichert, Group Health Associates
Kathleen Kenney, Marjorie Klusmeyer, Marjorie Rogers, CUF Community Council
Ida Critelli Schick, Good Samaritan Hospital
John C. Sheblessy, Corryville Community Council
Bill Wehking, Jewish Hospital
Mark Whitman, The Christ Hospital
Rick Williams, Walnut Hills Area Council

Transportation Committee
Bill Jenike, Chair, U.C.
Kathleen Kenney, C.U.F.
Steve Kesselman, Mt. Auburn
Mark Whitman, The Christ Hospital
Rick Williams, Walnut Hills Area Council
Joe Windholtz, Clifton Heights-Fairview Business Associates

STAFF

City Planning Department
Director
Leon A. Meyer, Director
Ernest Freeman, AICP, before 8/89

Administrator, Research & Planning
Roland T. Docter

Project Director/Editor
Charlotte T. Birdsall, AICP

Uptown Plan Concept and Design
Steven L. Schuckman

Authors and Contributing Staff
Charlotte T. Birdsall
Roland T. Docter
LiAnne Howard
Steven L. Schuckman

Photography
Charles Lammers

Graphics and Clerical Support
Charles Lammers
LaShawn Boyd
Theresa Conover
Stacey Daner
Denise Gray
Jill Jackson
Eric Koonce
Jessica Moses
Gale Price
Randall Sylvertooth
Mallory Wallace
Matthew Watzek

Department of Neighborhood Housing and Conservation
Director
Wayne V. Chapman

Project Director
Gerard Hyland

Contributing Staff
Mary DiFabio Foote

Consultants
Uptown Economic Development Plan
Hammer, Siler, George Assoc.

Uptown Transportation
Pflum, Klausmeier and Gehrum

Public Works Department
Traffic Engineering

Police Division
Lt. Richard Biehl

City Planning Commission
James D. Huhn, Chair
L. Monty Erb
Terry Hankner
Waldo Jeff
Scott Johnson, City Manager
Donald J. Mooney, Jr.
Bobbie Sterne, City Council Member

Typesetting
City of Cincinnati Reproduction Services

Printing
Nu Vysta Graphic Concepts

LETTERS

The Reverend Jane Gurry resigned in January, 1989 as chairperson of the Uptown Task Force in order to take a position in Raleigh, N.C. The following letter to Mayor Charles Luken was received shortly after her departure.

Dear Mr. Luken:

For over four years I had the pleasure of serving as the chairperson of the Uptown Task Force. During that time the Task Force and the staffs of the Departments of City Planning and Neighborhood Housing and Conservation worked diligently to develop a comprehensive plan for the development of the area.

A preliminary edition of the Uptown Comprehensive Development Plan was nearing completion when I had to resign from the Task Force before moving to Raleigh, North Carolina. I do want, however, to strongly commend this plan to you and the appropriate individuals, organizations and agencies who will review this preliminary edition.

The Task Force, as you know, is composed of representatives of the neighborhood councils, businesses, and institutions of Avondale, Clifton, Corryville, CUF, Mt. Auburn and Walnut Hills. I was frankly amazed during my time with the group at the degree of cooperation among those who so often have competing interests. I know of no other group of such potential strength in any city in which I have lived, (Indianapolis, Charlotte, Washington, and now, Raleigh, N.C.). There is truly a common commitment to seek the good of the people who live and work in Uptown, and the health of the institutions and businesses.

There are, of course, differences that will have to continue to be worked out. When I left Cincinnati, issues with expansion plans of the Cincinnati Zoo and Botanical Gardens were very much on the agenda. Although there was considerable concern among the members of the Task Force about the Zoo's planning process, there was also a strong desire to support the Zoo and the neighborhood in seeking a resoulution. I cannot too strongly commend the Task Force and the proposed comprehensive planning process as the *arena and vehicle* of resolution.

The Executive Committee of the Task Force, William Jenike of the University of Cincinnati, Chaunston Brown of the Avondale Community Council, Rick Williams of the Walnut Hills Community Council, Ida Schick of Good Samaritan Hospital, and Joe Windholz of the Clifton Heights Business Council, have worked diligently for the development of this comprehensive planning process. Their efforts and the efforts of other members of the Task Force and city departments will surely result in a stronger city.

Thank you again for your support and for the surprise proclamation!

The Rev. Jane T. Gurry

Ongoing Planning Support. It is with the full recognition of a job well done that I congratulate the Uptown Task Force on completion of this Development Plan. The City Planning Department takes pride in having maintained the lead role in staffing this effort.

The Uptown District, with its six distinct and dynamic neighborhoods, contains unlimited potential for future growth and regeneration. The Development Plan provides a framework for realizing Uptown's economic potential, while enhancing its livability for the 60,000 residents who call one of the Uptown communities home.

Obviously, developing a plan is only a first step toward revitalizing an area. The worth of the Uptown Plan will be determined by the degree to which it is implemented. For that reason, I am encouraged to know that the Executive Committee of the Uptown Task Force is committed to working toward realization of the goals and recommendations the Plan contains. At that time the Department of Neighborhood Housing and Conservation will have the lead staffing role; however, the City Planning Department also pledges its ongoing involvement.

The Planning Department is appreciative of having been a part of such a promising venture and we extend our best wishes for the district's future.

Leon A. Meyer
Director
City Planning Department

The Challenge of Implementation. I congratulate the Uptown Task Force, City Planning Department staff, and Neighborhood Housing and Conservation staff on the completion of the *Uptown Comprehensive Development Plan.*

The Plan envisions that the following will be in place by the year 2001: approximately 900,000 square feet of new medically related office space; 79,000 square feet of new retail space; upwards of 1,500 new jobs; and over 700 new housing units. The *Uptown Economic Development Study* recommends that, to the maximum extent possible, the housing stock of the community should be saved or replaced. It is clear that the loss of housing units during the last decade has contributed substantially to the city's population loss, the deterioration of retail districts within its neighborhoods, and has undercut the base of retail support for the downtown area. We expect to develop a housing program that will help those currently living in Uptown, and capture a share of the housing market generated by the new jobs and economic development envisioned in the Plan.

I look forward to the challenge that implementing the *Uptown Comprehensive Development Plan* represents.

Wayne Chapman
Director
Dept. of Neighborhood
Housing and Conservation

LETTERS (cont.)

Solving Traffic Problems. We would like to take this opportunity to congratulate the City of Cincinnati and the City Planning Department on the publication of this Comprehensive Development Plan for the Uptown area. We at OKI have had an active interest in Uptown planning activities since early 1981, when we were approached by Uptown representatives and asked to provide staff support to a newly organizing Uptown Task Force. The primary objective of the Task Force was to address traffic and parking problems in the area, and to pursue options leading to their resolution. Many positive things were accomplished, and we were pleased to have had the opportunity to work with the Task Force, the City, the University of Cincinnati, and Metro in that undertaking.

As witnessed by this comprehensive plan, the Task Force and the area have come far in the intervening years. We applaud all participants who helped to make this plan a reality, and we encourage prompt action toward implementation of the recommendations contained therein.

A.H. Hessling
Executive Director
OKI Regional Council of Governments
(Mr. Hessling passed away on June 7, 1990.)

A Tribute To Our Efforts. Congratulations to all of us! It was a pleasure being a part of the Uptown Task Force during the period that created this planning document for the Uptown community. While the work has just begun and the implementation process to follow will also be a true evaluation of the plan, its completion is a tribute to our efforts.

In the months and years to come, as the plan is implemented, the alliances and relationships formed between the community groups, institutions, businesses, and City departments to create the Plan will be there to carry it to fruition.

We look forward to working together in the future.

Rick Williams
Walnut Hills Area Council

Conservation With Growth. The Board of Trustees asked me to convey The Hillside Trust's support for the *Uptown Plan,* which has as one of its important goals the preservation of forested hillside land.

We appreciate the recognition shown by the authors and contributors of the *Plan* that natural resource conservation and economic growth are compatible goals. Indeed, we believe protection of forested hillsides will continue to enhance the livability and quality of life in the Uptown neighborhoods, as well as in other areas of the City.

Thank you for sharing information about the *Uptown Plan* with The Hillside Trust and for the opportunity to comment on such a positive endeavor.

Robin Corathers
Executive Director
The Hillside Trust

Signs of Cooperation. During the 80's the Uptown was encouraged by the advent of the new signage system for the area and the cooperation in the development of the Uptown Plan. In the 90's we look forward to the implementation of this plan and the benefits to the neighborhoods, institutions, and business areas of the Uptown.

William F. Jenike
Senior Planning Officer
University of Cincinnati

Development Potentials Abound. It is a pleasure for me to congratulate the Uptown Task Force on the long-awaited publication of the Uptown Comprehensive Development Plan.

Hammer, Siler, George Associates is proud to have conducted the economic market study on which many of the Plan's observations and recommendations are based. As Project Manager for that research, I am well aware of the development potentials Uptown possesses. Its geographic location, along with its many natural and human resources, make it a "treasure" too valuable to ignore. The Plan should go a long way toward assuring that the district's potential is realized.

I have especially been impressed with the commitment and skill brought to the planning process by its participants - both professionals and volunteers. It is that combination which has resulted in the high quality product represented by this document.

I would also like to acknowledge the special efforts of Mary Foote of the Department of Neighborhood Housing and Conservation and Chaunston Brown of the community.

My best wishes to all.

Clifton W. Henry
Vice President
Hammer, Siler, George Associates

Public/Private Partnership. Congratulations to the Uptown Task Force on completion of the Uptown Comprehensive Development Plan. The contents of the Plan present a real opportunity to restore the viability of a very important district of our city.

The Uptown Plan holds particular significance for the United Way & Community Chest. Through our member agencies, many Uptown residents receive services. In almost all of its articles, the Plan speaks to the importance of these services to the quality of many people's lives.

In addition, our headquarters are located in an area the plan labels "the Reading Road linear office park." We are proud that a number of our staff have volunteered to take part in developing a public/private partnership to beautify this corridor. We have made a personal commitment to improve our neighborhood and hope our efforts will be helpful and will show tangible improvements in the quality of life in our city by bringing our part of the Uptown Plan to fruition.

Best wishes as you implement the Uptown Plan.

Richard N. Aft, President
United Way & Community Chest

PREFACE

This Plan represents the culmination of a four year process consisting of "envisioning the future" for the area of Cincinnati known as Uptown and developing a roadmap for achieving the resulting vision. The expenditure in hours and energy on the part of area residents and employees is inestimable; yet all gave willingly of their time out of a conviction that Uptown deserves to be "turned around" and to begin to realize the potential that is waiting for it.

If Uptown is to become an area that fosters and encourages residential, commercial, and institutional growth, a more positive investment climate must be created. The basic quality of life indicators must immediately be addressed and a safe, clean, and revitalized environment must be the norm for all of Uptown. A comprehensive long-range program of housing revitalization, commercial renewal, and infrastructure upgrading must be matched by a program which focuses on day-to-day operation and maintenance. While perhaps less glamorous, these latter concerns are of fundamental importance to those who currently live and work in the area as well as to those who may be contemplating future investment in Uptown.

To begin dealing with these very real immediate concerns, an *Uptown Livability Strategy* was developed along with the long-range plan. The complete Strategy is printed under separate cover; however many of its recommendations are incorporated throughout this Plan. In particular the Community Development chapter of this plan contains a lengthy discussion of its various features.

All of the elements of the Livability Strategy rely on the formation of partnerships between residents, area employers, and government entities. It is the strongly held conviction of the Uptown Task Force that implementation of the Strategy should begin immediately in order to provide a tangible expression of commitment to see this important district of the city become all it is capable of becoming.

In the spirit of commitment to an achievable goal, the framers of this document present to the citizens of Cincinnati the DEVELOPMENT PLAN FOR UPTOWN.

INTRODUCTION

PURPOSES AND ORIGINS OF THE PLAN

As early as 1981 an Uptown Task Force was formed to provide a vehicle for neighborhoods, institutions, and businesses to seek solutions to problems which affected them all in one way or another. All entities were represented on the Task Force, including the six communities which recognized that they shared a common future with the university/business/medical complex. Those communities included Avondale, Clifton, CUF (Clifton Heights, University Heights, Fairview), Corryville, Mt. Auburn, and Walnut Hills.

The newly formed body had grown out of an existing "U.C. Area Parking Task Force". While problem-solving related to parking, vehicle circulation, and public transit continued to be a major part of the work program, other concerns dealt with by the Task Force ran the gamut from community relations to rezoning. A common theme revolved around conflicts arising between the expansion needs of area institutions and the livability of the residential neighborhoods surrounding them.

In order to approach solutions to these and other potential conflicts in a rational manner, a decision was reached to develop a comprehensive plan for the entire Uptown area. The plan would be enacted over a five to ten year period. In its early stages of existence the Task Force had been staffed by the city's Department of Neighborhood Housing and Conservation (NHC) with additional services provided as needed by the University of Cincinnati, Queen City Metro, and the Ohio-Kentucky-Indiana Regional Council of Governments. With the introduction of the Comprehensive Planning Program, the Cincinnati City Planning Department began sharing staffing responsibilities with NHC and assumed a partnership role in developing the Plan.

New housing construction on Uptown hillside

THE PLANNING PROCESS

The entire Uptown Task Force participated in the initial phase of planning by determining what the goals for the area should be. To arrive at those goals a number of meetings were held and field trips conducted, including a site visit to Cleveland, Ohio's University Circle area. After over a year of intense effort the *Uptown Planning Program and Priorities* were published in document form and the priorities adopted by the City Planning Commission.

View from Uptown looking toward downtown and the Ohio River

C.U.F. and Mt. Auburn hillsides

Phase Two of the planning process was primarily a staff effort in which the goals for Uptown were translated into land use concepts. The resulting document, the *Uptown Concept Plan*, was printed in January, 1988 and distributed to Task Force members for review.

In the spring of 1988 a subcommittee of the Uptown Task Force was formed for the express purpose of developing this *Preliminary Plan*. During the ensuing months the Planning Committee deliberated over the land use recommendations contained in the Concept Plan, made changes as appropriate, and adopted policies to guide the more controversial recommendations.

INTENTIONS OF THE PLAN AND WHERE WE GO FROM HERE

There are two overriding objectives of most plans, and this Uptown Plan is no exception. They are: 1) *establishing a vision and consensus, and 2) enabling the participants to act.*

The vision in this case consists of the "big ideas" as outlined in the next section and expanded upon throughout the document. The consensus has been achieved so far through committee work and presentations to various constituencies during the planning process. Now, it is time to expand that consensus to a much larger public as this Preliminary Plan is reviewed and reacted to by individuals and organizations representing diverse interests and points of view.

The ultimate worth of a plan is measured by the degree to which it enables those who care about it to turn ideas into reality. We have provided the means of implementing the vision in the section titled "Nuts and Bolts."

At the same time that the Planning Committee has been at work, an independent, yet related, effort has been underway in the form of preparation of an *Uptown Economic Development Plan* commissioned by NHC. That research was conducted by the consulting firm of Hammer, Siler, George Associates and its findings and recommendations have had a profound influence on the recommendations contained in this document.

After many public meetings and much discussion between staff and committee members, a consensus was reached as to what should be included in the plan. This document represents the product of that consensus. In addition to the implementation strategies that were included in the preliminary draft, a recommended Capital Improvements Plan and timetable for action can be found in the Nuts and Bolts pages. The last step in formalizing the results of the planning effort will be adoption of the plan by the City Planning Commission and acceptance by the Cincinnati City Council.

A VISION FOR UPTOWN

Twelve Key Elements of the Plan

1 *Retain and enhance the residential setting*
- promote rehabilitation and new housing
- minimize housing loss and displacement
- stabilize deteriorated neighborhoods

2 *Foster economic growth*
- provide jobs and training for Uptown residents
- link employment with the medical/research industry
- provide for office growth and new research facilities
- provide business assistance and incubator space

3 *Consolidate business districts*
- restructure smaller NBDs—reduce excess retail space, concentrate viable businesses, and add new housing and offices
- create four distinctive major shopping centers (Reading Road, Peebles Corner, Ludlow, University Village/Calhoun-McMillan)

4 *Accommodate institutional growth*
- encourage growth primarily on existing campuses
- involve institutions in the life of the community

5 *Develop parkways and boulevards*
- transform M.L. King Drive into a parkway
- landscape and construct distinctive public improvements on important roadways so that they become boulevards

6 *Conserve hillsides, expand and link parks*
- protect Uptown's system of hillsides from adverse development
- create a chain of parks on Uptown's southern and western hillsides

7 *Create a network of pedestrian paths*
- develop a system of walkways and bicycle paths
- link parks, institutional campuses, activity centers, and residential neighborhoods

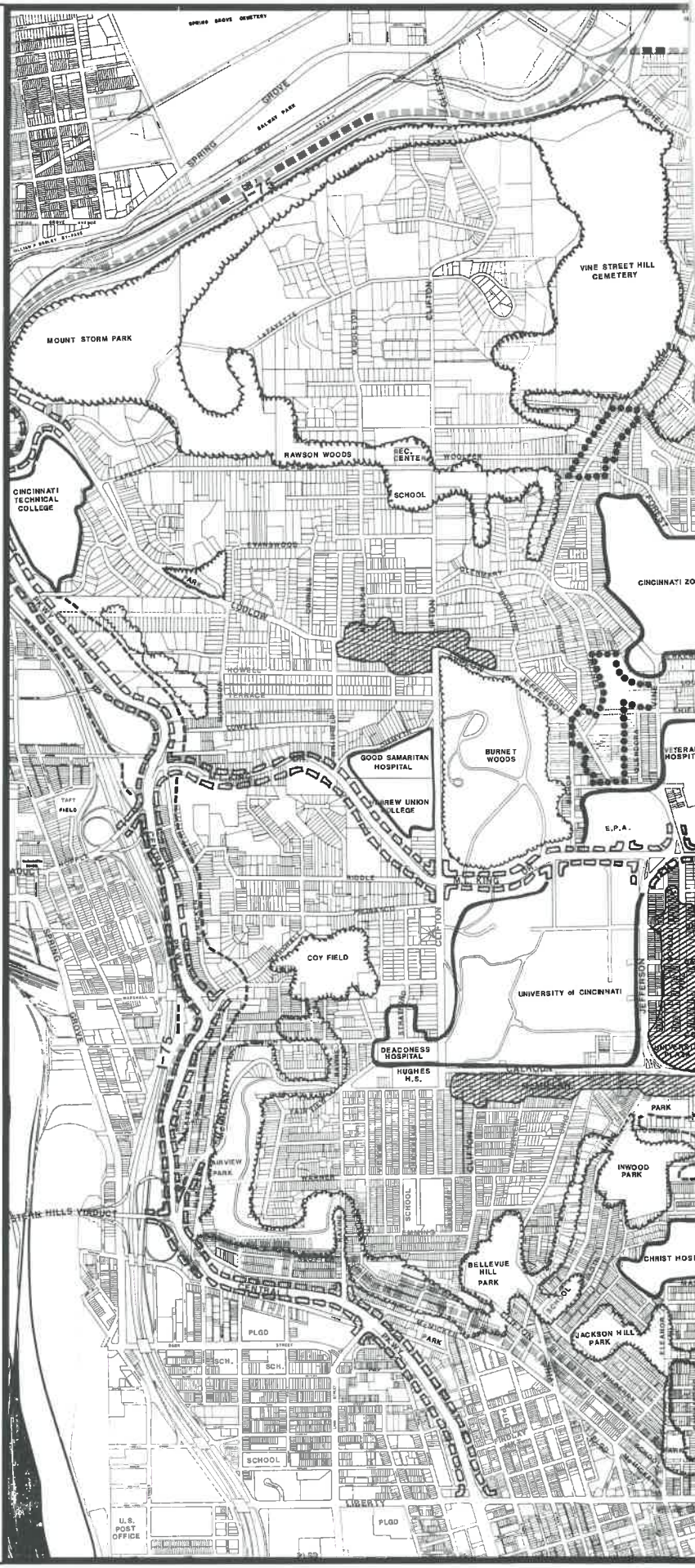
8 *Maintain and enhance Uptown's diversity*
- retain the existing population and encourage new residents
- retain Uptown's mixed-use character, as long as uses are compatible

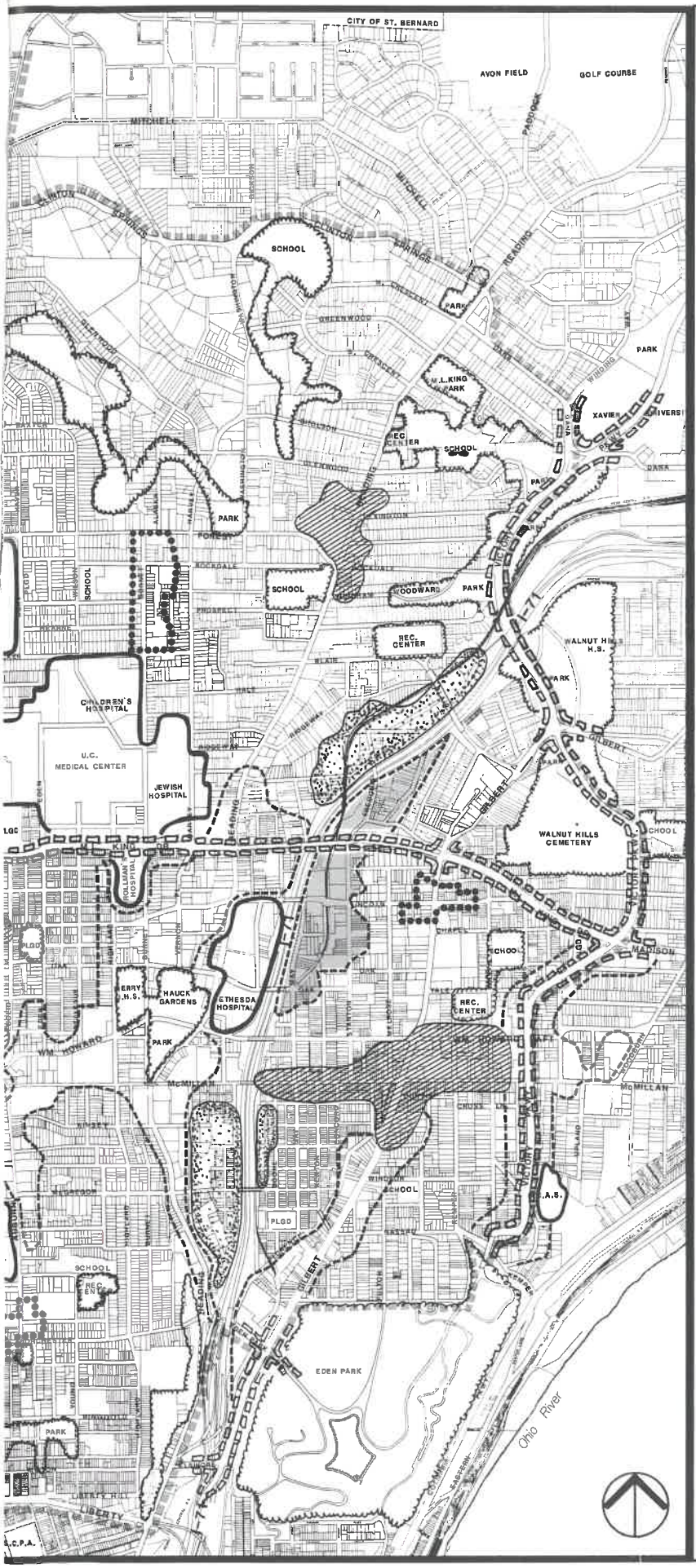
9 *Ease traffic congestion and reduce "hot spots"*
- pursue short-range, low cost improvements
- the private automobile will remain the primary mode of transportation, but public transit service must be maintained
- parking supply shortages in some dense residential neighborhoods must be addressed

10 *Institutions and business should form partnerships with communities*
- partnerships can help provide services, carry out parts of the plan, and generally improve the quality of life
- a "community partners" program can target areas visually or functionally connected to particular institutions to receive assistance from that institutional "partner"

11 *An Uptown organization can act as advocate, organizer, promoter and developer to make the Plan a reality*
- such an organization can provide technical assistance, community development services, and some of the funding for Uptown programs and projects

12 *Each of Uptown's major constituencies must commit its energy and resources to carrying out the plan*
- the public and private sector should work cooperatively





Land Use Plan

INSTITUTIONAL DISTRICT

Hospitals, University, Zoo

HOUSING

Residential communities

SHOPPING CENTERS

Primary retail districts
(Mini-Downtowns)

COMMUNITY BUSINESS DISTRICTS

Housing/Office/Parking/
Secondary Shopping
(Restructured NBDs)

OFFICE DISTRICT

Medical & professional
offices/Housing

Research offices & labs/
Flexible commercial
space

MANUFACTURING/INDUSTRIAL/ WAREHOUSING

PARKS/OPEN SPACE

PARKWAYS

RESIDENTIAL NEIGHBORHOO

The Key to Uptown — a Strong Residential Prese

Conserve And Enhance Residential Neighborhoods

Uptown's unique character comes from the fact that it is an area where people *live*, as well as one where they conduct business, seek education, are entertained, and receive health care. Uptown residents represent diverse interests and income levels and live in a wide variety of housing types. It is their presence which supports the neighborhood business districts of Uptown and provides the market for many of the area's primary services. Without strong residential neighborhoods, the economic vitality of Uptown would be severely curtailed.

So important is the residential component of the district that the recently completed Uptown Economic Development Plan, compiled for the city by Hammer, Siler, George consultants, states, *"If we have come to any conclusions based upon our assessment of the facts, they are that, to the maximum extent possible, the housing stock of the community should be saved or replaced."*

While the majority of housing in Uptown is in good condition, there are distressed areas in need of help. If the residential viability of the district is to be retained, the needs of these areas will have to be addressed.

"...to the maximum extent possible, the housing stock of the community should be saved or replaced." Hammer, Siler, George Consultants

Minimize Displacement of Current Residents

Revitalization and changes of use can, if not checked, lead to the displacement of some residents. Expansion of institutions alone in the past two decades has resulted in the loss of over 1500 housing units in Uptown. Continued institutional and business expansion coupled with possible redevelopment of some neighborhoods make Uptown residents vulnerable to displacement from their present residences.

There are strategies which will help assure that no residents are forced to move out of Uptown as a result of displacement. For instance, the Uptown Task Force has endorsed a policy calling for maintaining the current base of low-income housing regardless of what other sorts of development take place in the future.

Other strategies which the Task Force supports are: to develop housing available to a full range of socio-economic groups in all six Uptown communities; and to concentrate publicly funded housing programs in areas identified in the Uptown Plan as being most in need of attention.

A residential street in Corryville

Emphasize Rehabilitation

Most of Uptown's housing stock is in good condition and contributes to the unique character of its individual neighborhoods. Rehabilitation

DS

ıce

of existing stock can reduce the cost of providing housing while preserving the and "look" of the community. Rehabilitation of Uptown housing makes sense and should be the basis of future housing programs.

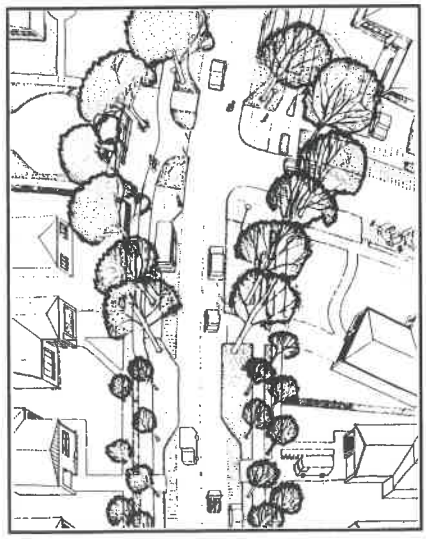
Minimize Housing Loss

As noted previously, Uptown has experienced drastic loss of housing units during the preceding decades—mostly to make room for institutional expansion. Not unexpectedly, the loss of housing has been accompanied by a loss of population.

Replacing low-income housing is costly and frequently relies on obtaining scarce public subsidies. For this reason, programs to retain as much existing housing as possible take on particular significance. Demolition of existing, habitable units should be undertaken only as a last resort and should be accompanied by a plan to replace the units elsewhere in Uptown.

Livability is the Issue

Convenience and livability are features which attract new residents to Uptown. The locational advantages of living in Uptown will be ignored, however, if conditions which detract from a desirable environment are not improved.



Streetscape improvements can contribute to an area's livability

High density living in older neighborhoods calls for emphasis on strategies which solve parking problems and provide public improvements such as lighting, sidewalk and street repair, landscaping, and basic maintenance. Other strategies are needed for getting vacant lots cleaned up and vacant buildings rehabilitated or demolished. Region-serving business must be of a type and quality compatible with residential neighborhoods. Buffering techniques should separate residential from business or institutional uses, and design and landscape features should provide assurance to residents that their environment is safe.

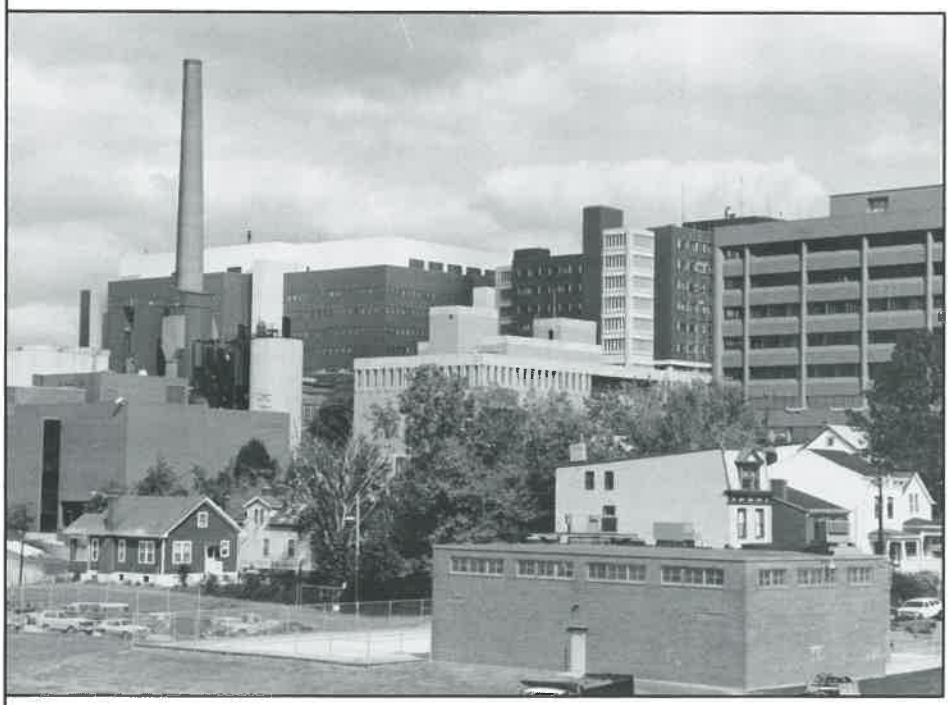
Accompanying housing rehabilitation with public works improvements and urban design treatments, such as those discussed in the "Residential Target Areas" programs discussed elsewhere, will help achieve truly livable communities.

Retain Surviving Residential Pockets

Uptown is characterized by several isolated enclaves of housing. In many instances these pockets of residential use were formed when institutions or businesses expanded around them or when roadway projects left them cut off from other housing. While some of the enclaves may have suffered from eglect, most of them are still viable.

> *"Retaining a residential presence in the middle of Uptown...is a key feature of this plan ."*

This plan stresses the importance of retaining those enclaves for several reasons. As noted in the previous section, there is a need for housing of all types and in all income levels in Uptown. Further, there is limited demand for reuse of land currently devoted to housing, making it unlikely that the existing housing will be



An example of a small residential enclave adjacent to the University Medical Center

replaced with another use in the near future.

Corryville is Uptown's most notable example of an entire community which has become an enclave. Retaining a residential presence in the middle of Uptown by supporting Corryville's continued emphasis on housing is a key feature of this plan.

There is increasing interest in mixed use developments combining housing with commercial uses. Corryville offers several opportunities for this type of development as evidenced by the newly constructed project illustrated elsewhere in this chapter. More such opportunities should be sought.

Smaller residential enclaves may call for programs designed to prevent spot blight. Without careful attention on the part of owners and public officials, it is easy for an isolated residential area to be overlooked when public works programs are scheduled. Similarly, owners themselves bear the responsibility for necessary maintenance and improvements to their own properties.

Corryville, as well as the smaller enclaves, needs to have assurances against unnecessary erosion from non-residential uses.

Promote New Housing

At the same time that emphasis is being placed on retention and rehabilitation of existing Uptown housing, the development of new housing should be stressed. Not only does new construction add to the viability of existing residential areas, it is a prime component of strategies designed to increase Uptown's residential population. Uptown's convenient location and access to numerous amenities can attract new residents, including those of higher income. The latter in particular can support increased retail and service uses, thus having a beneficial effect on the economy of the district.

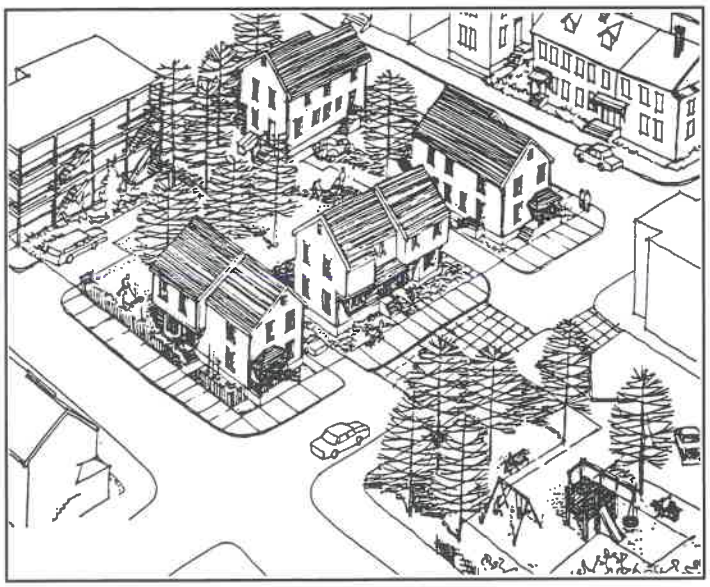
New construction can be in the form of large-scale housing developments on some of Uptown's few large, developable parcels or on scattered-sites located throughout the various communities. Several areas in Uptown neighborhoods are prime candidates for programs combining rehabilitation of existing structures and construction of new ones. The residential neighborhoods map indicates the larger housing development sites in Uptown, including new construction, rehabilitation, or a combination of the two.

A new mixed-use Uptown Project combining an office building and parking with new housing

New housing in scale with its surroundings near the Medical Center

In order to serve the total spectrum of Uptown residents, housing for all income levels should be constructed. While some areas, such as Mt. Auburn's southern hillsides, may be especially well suited to "upscale" residential development, there are many other locations which offer opportunities for new moderate income housing. Areas on the periphery of Uptown are more likely to be exclusively residential; however, new mixed-use development, in which housing is one of the uses, can be effective as a transition from residential uses to commercial or institutional ones. These should be considered for the centrally located sites next to office and housing locations.

New housing which matches the character of Walnut Hills



New infill housing is to be promoted

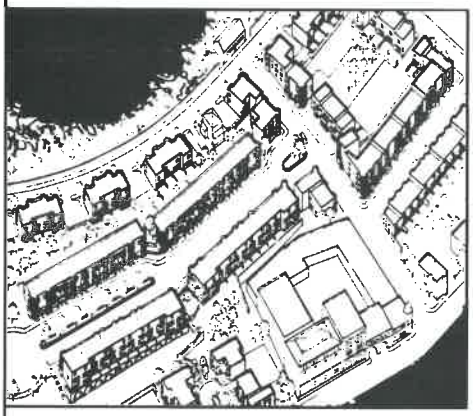
Incentives for New Market Housing

Because the development of housing is essential to the district, providing incentives to encourage new housing construction should be a priority of the City. These incentives do not have to be monetary—though often financial assistance will be essential if the development is to take place. Other incentives can be in the form of amenities such as street improvements, landscaping, historic designation, and infrastructure upgrading.

Of the financial incentives, the most frequently mentioned is tax abatement as provided for by the Community Reinvestment Act of 1977. Guidelines for establishing Community Reinvestment Areas (CRA) have been written and many areas of Uptown qualify for some form of abatement under these guidelines. Other financial incentives are discussed on the following pages.

The making of Uptown: "Location, Location, and Image"

A component of any development project, but particularly true in Uptown where time and circumstances have taken their toll, is an active marketing campaign. Uptown's image as an area with convenient location, an attractive, safe environment, and quality development should be stressed in all marketing materials. In addition, wooded hillsides and view properties should be marketed to appeal to those seeking upscale housing.



Making It Happen

A number of strategies to encourage housing development can be explored. Community Reinvestment Areas have already been discussed as a means of using tax abatement to attract developers. With the reduction in federal funds available for housing (over 80% reduction since 1980) increased emphasis has been placed on forming public/private partnerships. These partnerships usually are between the city, a lending institution, and a developer working in concert with each other to make financing of a project feasible.

A strategy applicable to Uptown, which is being considered by the framers of the city's "Housing Blueprint," consists of building a "competitive edge" by making development loans in selected areas at below-market rates. An agreement between the city and the lending institution is at the heart of making this incentive work.

Residential Target Areas and employer-sponsored housing are discussed in greater detail elsewhere in this article. Related to these concepts is the "Community Partners" program being proposed as part of the Uptown Plan. In that approach an institution or business designates a predetermined area in which to concentrate its community outreach. These are usually in the immediate vicinity of the institution or business, although in rare instances a farther removed neighborhood might become the partner.

The importance of infrastructure improvements as an incentive to development can not be overstated. Actions such as public support for repair or replacement of streets and sidewalks and the installation of underground utility wires are the type of activities which assure potential developers and residents that the city considers the neighborhood important.

Finally, a strong Uptown organization is a must! Not only will such an entity market the advantages of building and living in Uptown, it can facilitate the development itself. Its contributions will combine advocacy with action for the benefit of all who live or work in the area.■

RESIDENTIAL TARGET AREAS

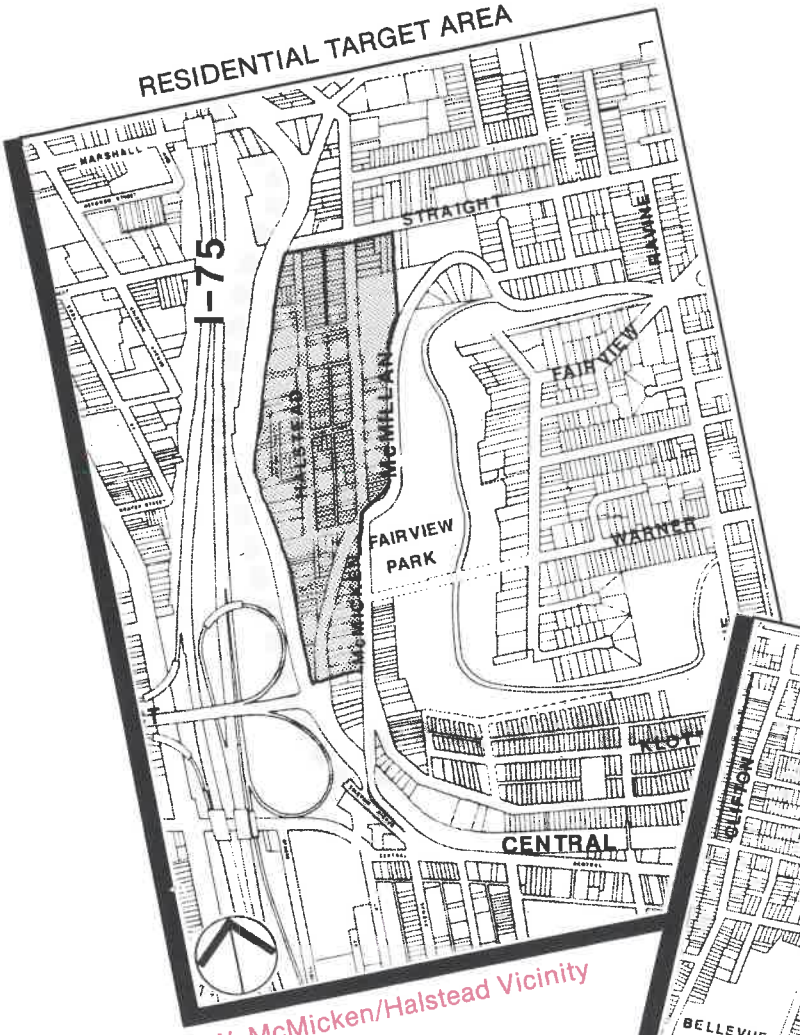
The Residential Target Area Program is a housing revitalization strategy which focuses housing programs and community development efforts in various areas. The intent is to bolster existing housing and provide support to current residents while also attracting new residential development. This will have the effect of restoring a sense of stability to those parts of Uptown showing disinvestment.

The Uptown Plan identifies eighteen Residential Target Areas for treatment. The map in this chapter shows the general areas where these are located; however, in each case, the geographic extent would be determined by a process involving community residents, neighborhood development corporations, and public officials. These areas are diverse in many respects—size, character, amount of deterioration, etc; therefore each will require a different treatment approach. Basically, some combination of rehabilitation, new construction, and public works improvements will be called for.

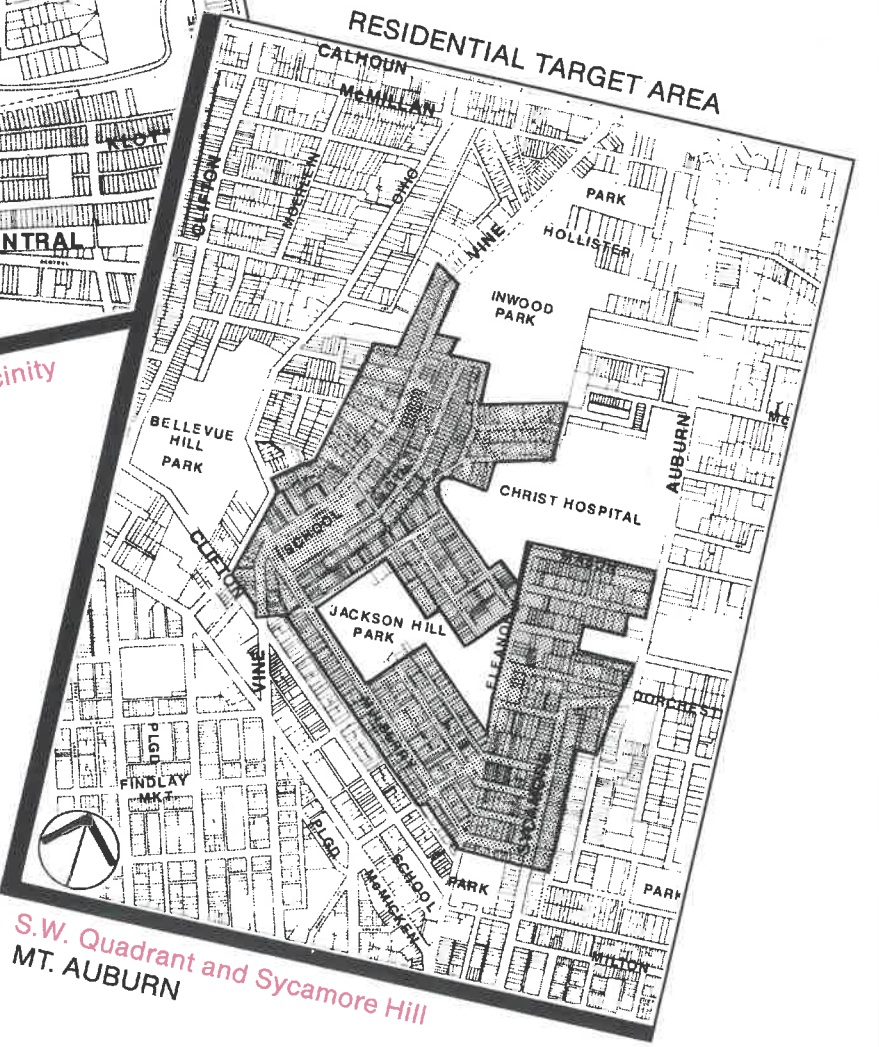
Since the program is aimed at deteriorated areas suffering from disinvestment and vacancy, significant reinvestment—both public and private—is necessary. The "Nuts and Bolts" section of this document provides several examples of treatments which could be applied to upgrade a target area.

The following policies should guide the implementation of the Residential Target Area Program:

- *New investment should be sought but displacement should be minimized. The population composition should not change significantly from what currently exists.*
- *Owner occupancy should be encouraged.*
- *Affordable housing should be retained/promoted.*
- *Characteristics or features which lend the area an identity should be retained and enhanced. Examples include historic architecture, parks, views, hillsides, and landmarks.*
- *Opportunities should be sought to create a sense of pedestrian scale and security for an area. This could be done by closing off or vacating streets, creating or extending walkways and parks, and by carefully designing and siting new construction.*
- *Infrastructure improvements, landscaping, lot clean-up, housing rehabilitation, removal of incompatible uses, off-street parking and site assembly activities should all be coordinated and concentrated in these areas to have a visible impact.*
- *A primary sponsor, such as an institution, a corporation, or a major developer could be sought to help fund an area's revitalization.*
- *The application of such strategies should be a joint effort between the city, community council, residents, and NDC if one exists.*
- *Target area initiatives should include an implementation plan and an aggressive marketing strategy.*

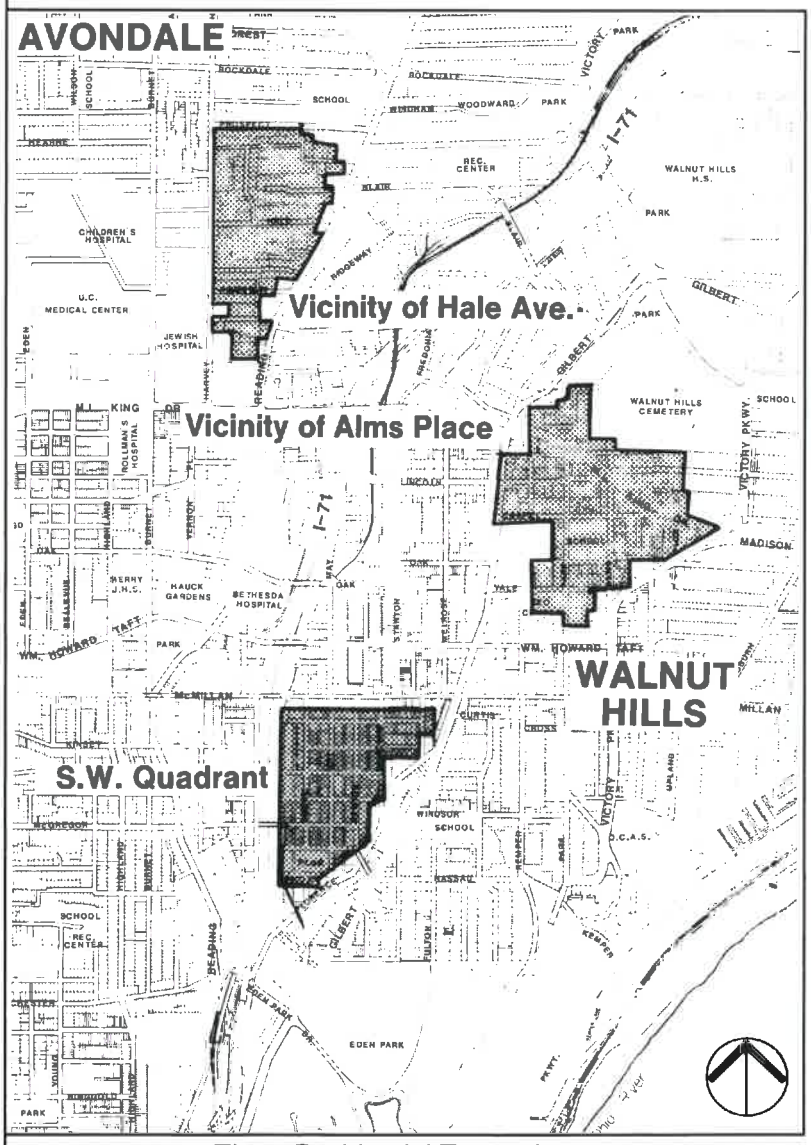


W. McMicken/Halstead Vicinity
CUF



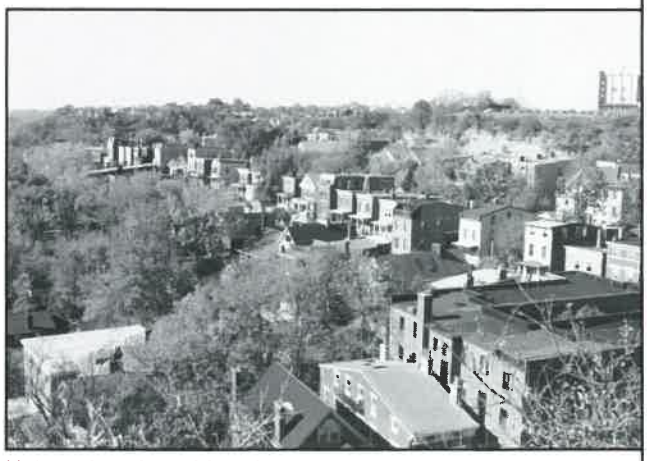
S.W. Quadrant and Sycamore Hill
MT. AUBURN

RESIDENTIAL NEIGHBORHOODS



Three Residential Target Areas

A potential new housing development site near U.C. (Stratford Ave. at Devotie Ave.)



Uptown housing with a view

Though rehabilitation is needed, most housing is in sound condition (street is in CUF)

New housing construction in Corryville

INSTITUTIONS, BUSINESSES AND HOUSING - A PARTNERSHIP PROPOSITION

"Community Partners"

Many of Uptown's residential areas could be noticeably improved through a proposed "Community Partners" program. Under this plan, an institution or business would agree to work with residents of a specific area—most likely one which is adjacent to the "partner"—to improve the physical surroundings.

Examples of how the program could work include:

- Provision and maintenance of a park—either exclusively for a passive sitting area or in combination with a recreation area.
- Provision of amenities such as landscaping, planters, and street furnishings.
- Initiation of a beautification program in cooperation with the neighborhood council or block club. The institution or business might provide the supplies, furnishings, and plantings and the labor could be shared by all.
- In partnership with private agencies or Neighborhood Development Corporations, participate in a home improvement program. Contributions can be in the form of volunteer labor, money, or materials.

Institutions and Businesses as Partners in Housing Development

In Santa Monica, California municipal legislation requries that any housing units demolished in order for a business or institution to expand must be replaced by that entity on a one-for-one basis. Therefore, before a planned expansion for St. John's Hospital and Health Center could be undertaken, the institution enterd into a partnership with the city's non-profit developer and financed he replacement of lost units with affordable (and prize-winning) housing in another part of the city. Also known as "linkage", this strategy has been applied in a growing number of locations nationwide.

Elsewhere in California, the University of California at Irvine, in order to enhance its competitive edge for recruiting top-quality faculty, took advantage of California's liberal bonding authority to develop housing close to campus. Working with a nationally respected consultant, the university financed the planning and subsequent development of a wider range of housing types, at various costs, close to campus.

Closer to home, in Cincinnati, Christ Hospital has entered into a partnership with two other Mt. Auburn corporations to determine how to improve housing conditions for Mt. Auburn residents and offer appealing housing options for hospital employees. A consultant was retained to undertake a study of housing conditions. As a result, a prospective development site has been recommended. Both new construction and rehab are included in the proposed development. The next step will be to turn the recommendations into action!

Combining Housing and Services

Frequently institutions own residential properties in the neighborhoods where they are located. Instead of renting the units on the open market, they may be offered at reduced rates to special "at risk" populations. Combined with services provided by the institution, such units may make excellent housing for the elderly or for single parent households.

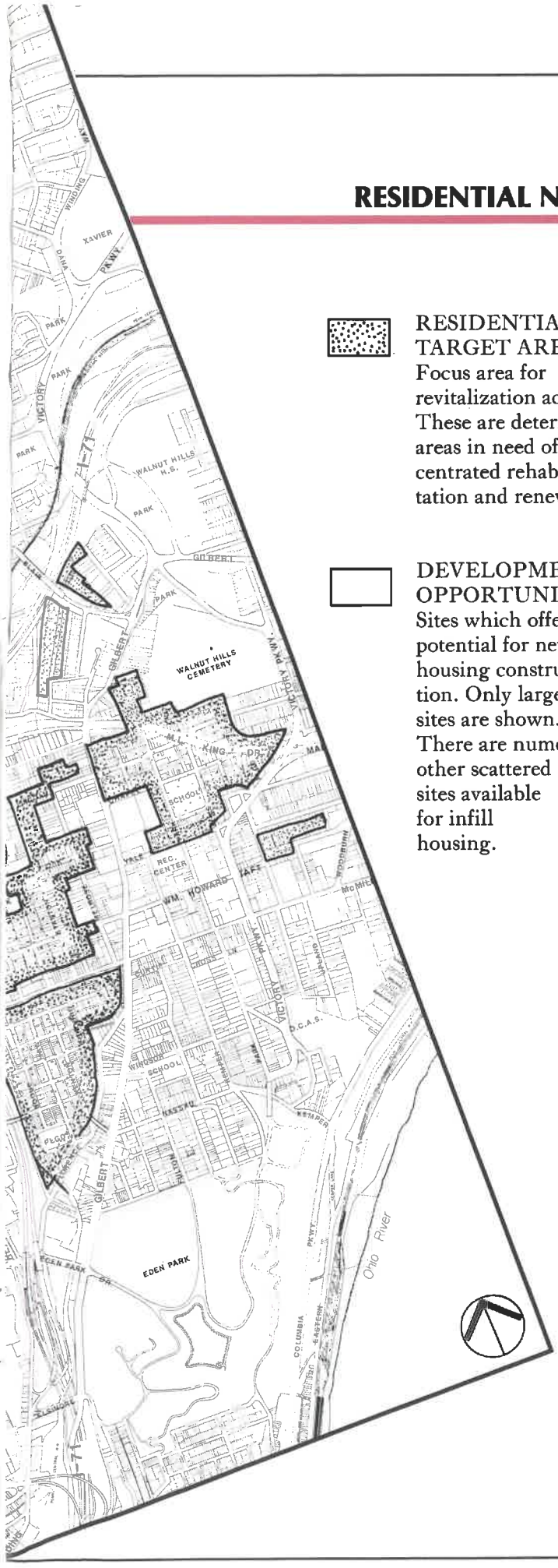
For elderly persons the examples of services are almost unlimited. Uptown's hospitals now participate in the "Meals on Wheels" program. Geriatric health care, offered to tenants at reduced or no cost, may make the difference between nursing home and independent living. A hospital may sponsor shared housing for the elderly, again supplementing the residential services with health care. Finally, meals prepared in the institution's kitchen could be made available to elderly tenants either in the hospital dining room or delivered to their home.

As increasing numbers of hospitals establish programs directed specifically to the health needs of women, a facility owning housing units might choose to market those units to single females with children. Services offered as part of women's health programs range from physical medicine to stress management and from parenting skills to nutrition. The special support offered by the hospital might actually make it possible for a low-income single parent to live independently, thus providing a brighter future for herself and her children. In addition, if a business or hospital provides day care for the children of its employees, it may consider making that service available for the children of single-parent tenants as well.


MITCHELL
CLINTON SPRINGS
VINE STREET HILL CEMETERY
I-75
SPRING GROVE
MOUNT STORM PARK
RAWSON WOODS
REC CENTER
SCHOOL
CINCINNATI ZOO
CINCINNATI TECHNICAL COLLEGE
LUDLOW
JEFFERSON
BURNET WOODS
GOOD SAMARITAN HOSPITAL
HEBREW UNION COLLEGE
M.L. KING DR.
U.C. MEDICAL CENTER
CHILDREN'S HOSPITAL
VETERANS HOSPITAL
JEWISH HOSPITAL
E.P.A.
I-71
COY FIELD
CALHOUN
McMILLAN
DEACONESS HOSPITAL
HUGHES H.S.
CHRIST HOSPITAL
JACKSON HILL PARK
BELLEVUE HILL PARK
FAIRVIEW PARK
McMICKEN PARK
CENTRAL PKWY
TAFT
HOLLISTER
INWOOD PARK
UNIVERSITY OF CINCINNATI
UNIVERSITY PLAZA
HAUCK GARDENS
BETHESDA HOSPITAL
ROCKDALE
FOREST
GLENWOOD
READING
S.C.P.A.

HOUSING

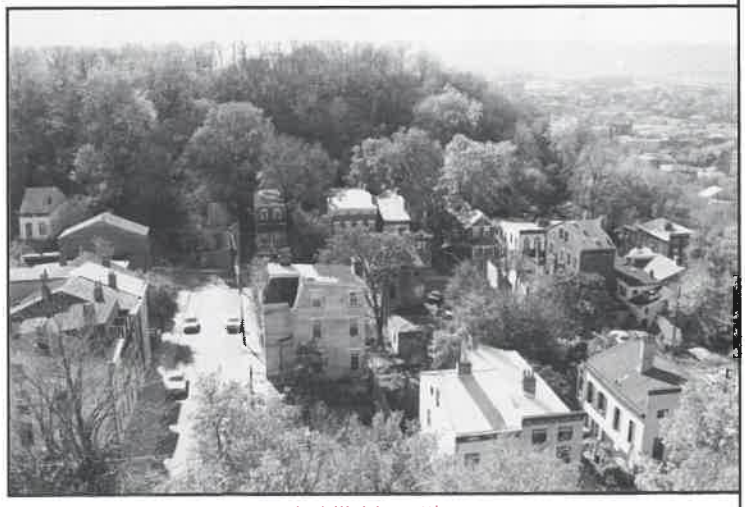
RESIDENTIAL NEIGHBORHOODS



RESIDENTIAL TARGET AREA
Focus area for revitalization activities. These are deteriorated areas in need of concentrated rehabilitation and renewal.

DEVELOPMENT OPPORTUNITIES
Sites which offer potential for new housing construction. Only larger sites are shown. There are numerous other scattered sites available for infill housing.

Uptown has good quality housing (street in CUF)



Many residential streets are in hillside settings

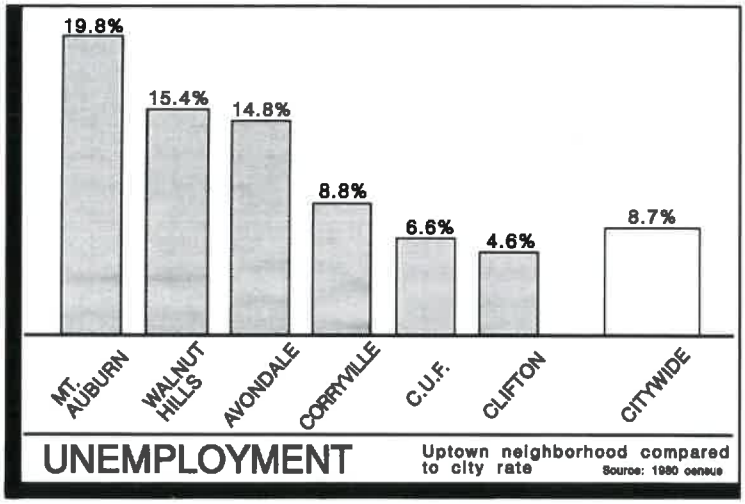
Housing rehabilitation in Mt. Auburn

NEW ECONOM

Jobs and the Medical Industry, a Strong Office Market, Researc

Jobs, Training, And The Medical Industry

As Cincinnati's second largest economic generator, Uptown provides over 35,000 jobs for metropolitan area residents. Almost 60% of these jobs are at Uptown's hosptials, and 17% at the University of Cincinnati. Like most central city areas, however, most of those jobs are not for Uptown's low-income and unemployed population. Among its 59,000 residents, as many as 3,000 may be unemployed; another 2,000 to 4,000 may be jobless with obsolete skills. Some of those have given up looking for employment. Among many parts of some of Uptown's neighborhoods, unemployment may be higher than 11% compared to 8.1% for the overall Uptown area and 6.2% for the city as a whole. Unemployment among certain population groups in some neighborhoods may still be higher than 30%. To further aggravate the issue, there is and probably will be for several years, continuing unemployment among the poor even though there is a surplus of unskilled jobs. Many blame this condition on low wages being offered and lack of career ladders for advancement out of the low wage jobs.



Unemployment and Underemployment

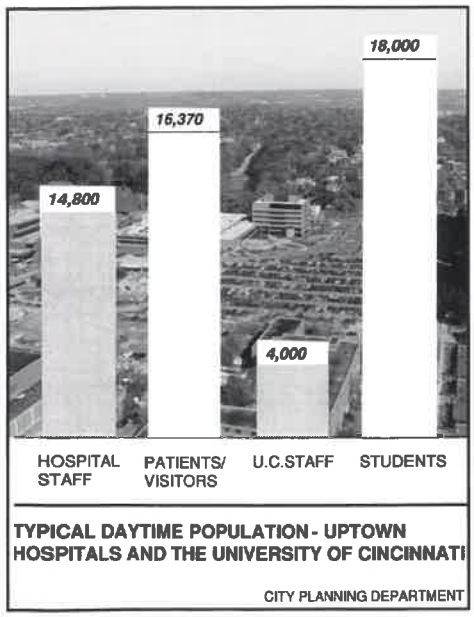
Until real job opportunities are available, there may be continued increases in unemployment among the poor and continued participation by them in "informal economies" —including such undesirable and illegal activities as crime and drugs.

"This plan suggests four local programs... Worker training and skills improvement, creating a housing rehabilitation industry, small business assistance and incubators, and improving access to suburban jobs".

Manufacturing and wholesale jobs continue to leave the city and job opportunities in the non-industrial (or service) sector are not overwhelming for Uptown's unemployed. For example, no major increase is expected in low-skilled or unskilled jobs related to retail or hotel/motel development. A small amount of University related retail (20,000 square feet) is forecast in CUF and Clifton for eating, drinking, clothing, sporting goods, books, records, etc. Other retail demand may be limited to one grocery, one drug store and several small personal services establishments. This plan suggests four local programs directed toward reducing unemployment and creating new job opportunities. These include worker retraining and skills improvement, creating a housing rehabilitation industry, small business assistance and incubators, and improving access to suburban jobs.

IC DEVELOPMENT

and Development, Emerging Mini-Downtowns



TYPICAL DAYTIME POPULATION - UPTOWN HOSPITALS AND THE UNIVERSITY OF CINCINNATI

CITY PLANNING DEPARTMENT

Uptown Can Produce Jobs

Within Uptown, however, a ray of hope comes from an economy whose engine is the metropolitan center of the health care industry as well as the hub of higher education and research. With that also comes a concerned and willing Uptown Task Force and a sensitized local government. Despite industrial job loss and only minimal retail expansion, Uptown's health and business services will in the future continue to provide for the second highest number of employees in Cincinnati, second only to the Central Business District. Uptown's medical institutions already employ over 20,000 persons, and U.C. over 10,000

Future declines in hospital admissions are expected to be offset by a strong and sustained 5% to 8% annual growth in outpatient services. While in itself, that may generate only a marginal increase in hospital employment, Uptown could see as many as 3,000 new health care jobs and 2000 new service sector jobs by the year 2000. By the year 2005 over 9,000 new jobs are anticipated, or approximately 600 a year.

Generally, most unemployed work forces are not prepared for the transformation from a mixed industrial/commercial economy to one based on information and services. New jobs will require a literate and articulate labor pool of moderately skilled clerks, secretaries, typists and computer workers.

Job training, therefore, is crucial for both youth and adults. It must be customized to service sector job opportunities. It must anticipate specific job skills needed and provide training in a timely manner. Many successful training programs already exist in Cincinnati. Renewed efforts are needed, however, to fine tune some of them and to attract more Uptown residents. Training programs, at best, reach only a small portion of the unemployed. For example, the city's Employment and Training Division serves over 4,000 clients annually from the entire city. But at any one time, the unemployed and other hard core jobless may number over 12,000.

For many, such programs offer only a measure of financial stability. For many adult victims of industrial obsolescence, retraining and new jobs may not restore their former $11 to $18 per hour earning power. More sophisticated training, however, like that offered at Cincinnati Technical College may offer some promise. For younger Uptown residents - particularly high school drop outs from Avondale, Mt. Auburn and Walnut Hills -various basic skills training has been sought through the City's Employment and Training Division. Many such clients are young, single, female, minority and parents. Unfortunately, even after training, they may command less that $5.50 per hour. For them, a career advancement ladder is an essential path to eventually improve skills and increase wages.

Job loss in the industrial sector is reflected in Uptown's vacant manufacturing buildings.

NEW ECONOMIC DEVELOPMENT

Job Linking

A cooperative civic and intellectual environment with a large unemployed and minority labor force presents both an immediate challenge and an invaluable opportunity to foster public, institiution, business and resident "linkages." City officials across the country are seeing such "linkages" as an untapped resource. Higher education officials, faced with

Linking hospitals, research and education centers with those who need training.

funding cutbacks, view the linkage as an opportunity to rebuild and strengthen their research and capital budgets and to recruit students and faculty. New education-economic development partnerships can stimulate employment among the local work force as well as more effectively meet the needs of small businesses which generate most new jobs.

As with many endeavors, success will be a two way street. There must be convincing evidence that a resident labor pool of unskilled and low skilled people can be effectively trained as reliable employees. On the other hand, trainees must be offered bankable skills and a career ladder with higher pay, timely advancement, and expanding responsibilities. These may be in such health related fields as nursing, X-ray technology, accounting, secretarial skills and food service.

Public, institutional, and business policies must be merged and implemented through timely and decisive action. Schools must refine and strengthen educational/vocational links with hospitals. An example is the health care curriculum recently added to Hughes High School. Uptown's unemployed labor force must be better informed about training opportunities provided in local schools such as Queen City Vocational Center, the Cincinnati Institute for Career Alternatives, Ohio College of Applied Science and Cincinnati Technical College.

Hughes High School has added a health care curriculum

The Housing Rehabilitation Industry

A second potential employment source can be tapped in Uptown - home improvement and rehab. An important facet of the Uptown Plan is to eliminate blighting conditions through rehabilitation. Such activity, while no doubt aimed at assisting low-income owners, should also tap unemployed and low skilled residents as a labor pool for entry level jobs in the construction industry. Working examples include publically funded programs such as the Community Action Agency (CAC) that provides low-cost weatherization improvements, as well as People Working Cooperatively's (PWC) emergency and long term home repairs. Both local models illustrate how such services can be furnished to the elderly, female headed households and other low-income qualifying populations. Other local programs have used neighborhood development corporation rehab programs as training opportunities for the community labor force.

By incorporating rehab/remodeling/repair training into existing or new Uptown agencies, the dual goals of community revitalization and job development could be met.

Rehabilitation of Uptown's housing can foster new jobs

NEW ECONOMIC DEVELOPMENT

Promoting New Business

A third focus recognizes the importance of small businesses in providing jobs. The city has established a minority business "incubator" to address part of the economic decline affecting the quality of life, the social fabric, and crime in the minority community. An incubator would provide space (20,000 to 40,000 square feet), and shared support services including secretarial, receptionist, telephone, photocopying, delivery, and utilities. The incubator endeavors to lower the company's break even point by lowering overhead expenses.

One opportunity already suggested for such minority participation, is Cincinnati's massive infrastructure revitalization. Expenditures could total almost $1 billion over the next 10 years. If significant levels of minority set aside are achievable, these activities can be a catalyst for minority economic improvement. An incubator may assist such businesses to deal with details of the public bidding process and to achieve the line of credit requirements mandated for their participation.

A downtown location has been selected for the central administration of the City of Cincinnati's new Incubator. The intent is to establish a number of satellite facilities to be used by various enterprises. Uptown's unique blend of major institutions, businesses and a large unemployed minority labor force make it an ideal location for one or more of these satellites.

An ideal building would be a leased warehouse or light industrial space, expandable to triple its size on one level at very affordable rates. Initial capital improvements and start up operating expenses will no doubt require public grants and subsidies. To meet organizational needs, strong community support and pragmatic management are needed.

CTC TRAINING PROGRAMS: A LOCAL SUCCESS STORY

Cincinnati Technical College (CTC) already offers over 40 programs of study and has the largest applied health technology and applied engineering technology programs in the country. With over 9,000 students, over 400 faculty, and a projected 6% per year enrollment increase, many of its programs are already affiliated with local hospitals. Its health technology program has a clinical work requirement which usually trains between 500 and 600 students at any one time.

AN OHIO BUSINESS INCUBATOR

We need not look far for a working model of a business incubator. Columbus, Ohio with only 16% minority population compared to Cincinnati's 35%, has a sucessful four year old business incubator at its Redwood Development Center. With a 90% success rate of business surviving after leaving the incubator, the Columbus Center does rely on its anchor tenant, the City of Columbus' Office of Minority and Female Business Development, to provide technical assistance to other tenants. The Center also requires financial assistance from the state Economic Development Administration.

Transportation to Jobs

Despite Uptown's potential for education/economic development partnerships, expanded opportunities will also depend on getting to jobs elsewhere in the metropolitan area. Suburban teenagers may quickly find employment in entry level jobs, merely because of their ready access to growing suburban economic activity. By contrast, Uptown's transit-dependent, low income and unemployed residents cannot drive to suburban work sites. Recent city-wide initiatives were undertaken to study ways of getting inner-city unemployed to suburban jobs.

Strategies considered included customized transportation for small groups of workers to suburbs. One method would be what is popularly called van-pooling. Likewise, Queen City Metro's new area-wide operations master plan will consider the feasibility of "reverse commute" public transit service for inner city residents to gain access to suburban job sites. (See feature on "Accessibility")

Opportunities will also depend on getting to jobs elsewhere in the metropolitan area.

While no series of programs is a panacea for unemployment, the above examples hold sufficient promise to warrant further investigation. Even if such models help relatively few at first, they can be expanded by the public, institutional and business sector and ultimately have widespread impacts on Uptown's resident population, its jobs and its economic future.

NEW ECONOMIC DEVELOPMENT

Jobs And The Medical And Research Industry
(continued)

Higher Education and Economic Development

A recent national conference on "The Emerging Partnerships: Higher Education and Economic Development" stressed that a successful higher education - economic development partnership is critical to the health and vitality of local economies nationwide. Three typical examples were cited. The first was the University of Alabama's Productivity Center which has a program to integrate the resources of the University and the communities in the region. It assists companies to improve their competitiveness and thus retain and attract industry to the State. The center has received wide acclaim for its assistance in retraining employees of a major auto manufacturing plant. Their efforts halted the plant closing, retained jobs, increased corporate investment and productivity, and provided a hands -on productivity training center for the University.

A second example was New York City's LaGuardia Community College and its work force training and retraining program to help meet the needs of industry and improve the skills of the community they serve.

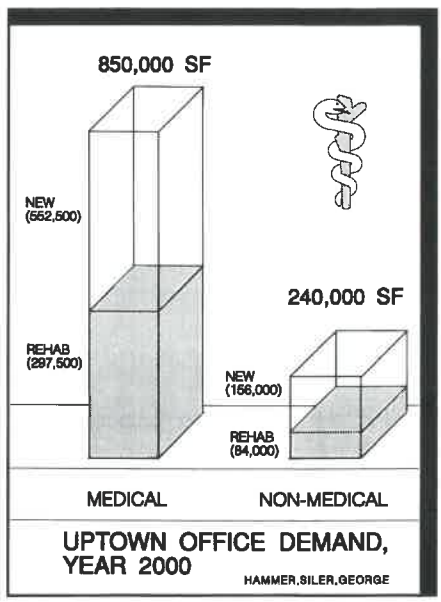
A third example was Philadephia's University City Science Center which created thousands of new jobs. The Center provides the impetus for extensive real estate development and attracted students and faculty for other participating research oriented education institutions in the area.

Christ Hospital's new medical office building, now completed-part of a wave of new construction.

A Bright Future For Office Development

There continues to be a strong demand for office space in Uptown, particularly near the hospitals. The demand for new office space currently exceeds the supply, indicating a healthy market for new commercial development. Approximately 80% of Uptown's office space is devoted to medical services. The bulk of this space is located in a north-south corridor loosely defined by Burnet Avenue and Vernon Place, extending south along Auburn Avenue. Additional medical offices have recently been constructed on or adjacent to hospital campuses at Deaconess, Bethesda, Christ and Jewish Hospitals and the U.C. Medical Center. Others are planned.

There will be a wave of new office development, mostly near Hospitals.



Almost 80% of Uptown's office development has been the result of conversions and rehabilitation, spurred on by the federal investment tax credit program for

NEW ECONOMIC DEVELOPMENT

historically certified rehabilitation. Both because of the smaller stock of buildings which remain available for rehabilitation into offices and because of changes in the tax credit program, two thirds of the office space developed by 1985 will be new construction. By the year 2000, 1.1 million square feet of office space will be needed in Uptown.

The plan proposes two approaches to new medical-related office development. The first approach is to continue to construct medical office buildings on institutional campuses as part of the process of intensifying and restructuring the development and growth of Uptown's hospitals (see "Institutional Growth"). The second approach is to direct office development toward vacant and underutilized sites, primarily in the Reading Road/I-71 corridor. This would revitalize an area in need of redevelopment which is also close to Uptown's hospitals, has good exposure to I-71 and Reading Road, and has good access. The restructuring of Neighborhood Business Districts (NBDs) will also provide sites for new offices, particularly Burnet Avenue and Jefferson/Ruther which are near the hospital complex (see "Restructuring small NBDs").

Offices in a Parkway: Linear Office Parks

It is forecast that by the year 2000, there will be a demand for 240,000 square feet of non-medical related office space in Uptown. A recent trend has been the development of non-medical offices at near-downtown sites. Primarily rehabilitation and conversions of industrial and commercial buildings, these developments offer parking, ready access to downtown and expressways, and a less dense setting. Victory Parkway, Central Parkway and Gilbert Avenue are attracting new commercial development also, in part due to their park or park-like environment. In the case of Gilbert Avenue, commercial development has been closely following housing revitalization and the spin-off benefits are being felt in Peebles Corner. The proximity to Eden Park and the hillside location affording views are addtional amenities.

The plan proposes that this trend be acknowledged as a new kind of office park in Uptown—an urban version of suburban office parks. Free-standing office buildings in a landscaped setting would be developed, not in the form of a campus, but in a linear form along a landscaped traffic corridor. This acknowledges a current trend along several roadways fanning out of downtown into Uptown. In some cases the landscaping is in place (Central and Victory Parkways), in other cases corridors would have to receive landscaping and other public improvements (Reading Road, Gilbert Avenue, Florence Avenue). Linear office parks would be developed through a combination of rehabilitation and new construction, and would also include housing as a compatible use.■

The plan proposes two approaches - new medical offices on institutional campuses, and new development on vacant sites in the Reading Rd./I-71 corridor

Recently constructed medical offices adjacent to I-71

A potential development site on Reading Road

Offices on E. McMillan Street

NEW ECONOMIC DEVELOPMENT

University Village is one of Uptown's primary shopping centers

Four Mini-Downtowns

Inner-city business districts have been profoundly affected by the city's loss of population, shifting shopping patterns and neighborhood changes. The effects are obvious—vacant storefronts, deteriorating buildings, fewer businesses. Though there is competition for patrons between Neighborhood Business Districts (NBDs), the biggest competition comes from suburban malls which offer the convenience and variety no longer available in most city NBDs.

Economic development forecasts recognize that there is a limited market for new retail uses and that the surest way to bolster the retail sector in Uptown is to stabilize and then increase the population base. Vacant stores and marginal businesses make it clear that there is more square footage of retail space available in Uptown than can now be supported. The Uptown Plan calls for a two-pronged approach to the revitalization of business districts. The first approach is the consolidation of four primary shopping centers ("mini-downtowns"). The second approach is the restructuring of small NBDs. These NBDs should be individually re-examined for appropriateness of land use mix and more efficient operation.

The mini-downtown concept envisions that retailing and related services be concentrated in four multi-purpose shopping centers. Each would serve as a kind of mini-downtown with a diversity of stores,

'Each business district will have a unique identity'

offices, banks, and housing all in an urban, pedestrian-oriented setting. These shopping centers - Ludlow, Reading Road Business District, Peebles Corner, and University Village/Calhoun, McMillan - share some common characteristics. Each has a supermarket, each has a branch library, each has restaurants, stores and banks, and each has housing surrounding the shopping center.

There are, of course, differences between the shopping centers. University Village/Calhoun, McMillan also serves crosstown, regional traffic. Ludlow serves Clifton as well as a larger area. Reading Road Business District (including Avondale Town Center) is a newer, developing center which has had to compete with Avondale's other NBD, Burnet Avenue. Peeble's Corner, once a major transportation hub and shopping center, is in need of improvement. The concept of developing four primary Uptown Shopping Centers is based on the fact that there is not enough of a market to support more commercial activity and that these centers should not compete with each other but should develop their own markets.

Avondale Town Center and Reading Road is the focus of Avondale's business district

NEW ECONOMIC DEVELOPMENT

Their needs differ, but the central idea is that each shopping center will develop a unique identity and seek its own particular market niche. The "look" and character of the centers should be based on some intrinsic qualities they possess, such as their architecture, their history, or their occupants. It is not enough, however, just to create distinctive centers which are differentiated from one another. A design, operations, store recruiting, and marketing strategy is needed for each. Strong business organizations are the key. These organizations can manage and promote the business districts and guide their development.

Peebles Corner is the Walnut Hills mini—downtown.

Uptown's shopping centers can learn a number of lessons from suburban malls. As discussed above, malls achieve a distinctive and coordinated look, sometimes developing their own theme. Malls are designed, operated and marketed as a single unit. They often contain mixed-uses:

Learning from suburban malls while providing an urban experience.

stores, movie theaters, community meeting space, restaurants and sometimes offices. Malls always have parking and usually consist of a dense concentration of shops in a pedestrian setting, generally arranged along pedestrian streets and/or around a pedestrian plaza or atrium. Generally, there are magnet stores at opposite ends of malls to draw people past the shops in between.

The Uptown centers, in some cases, lack many of the above qualities. In other cases these qualities can be enhanced. Uptown can better concentrate stores into smaller, denser areas, and can fill in vacant or "dead" spots. Streetscape improvements (special lighting, paving, seating, landscaping) can create more effective pedestrian space. Strategies can be developed to identify retail opportunities and fill market gaps in the type of stores found in Uptown. Storefront and sign design can be coordinated to achieve a unified look. Those parts of Uptown's shopping centers which have become fast food, auto-oriented, are disruptive to pedestrian use,

Business districts will be consolidated resulting in four primary shopping centers and restructured small NBDs

can cause traffic congestion, pose safety hazards, and impede the development of lively pedestrian scale urban business districts. This is one area in which Uptown should not compete with the suburbs. Uptown's competitive edge is that it can offer distinctive shopping in a convenient, *urban* setting. The fast food strip is an inappropriate development form for Uptown. The Village Center is a more appropriate form.■

Restructuring Small NBDs

One of the findings of the Uptown Economic Development Plan commissioned by the City of Cincinnati was that Uptown does not have the ability to support all its Neighborhood Business Districts (NBDs). A combination of factors have led to this conclusion, such as:

- changing shopping patterns of residents,
- competition from suburban shopping malls,

Smaller NBD's will be consolidated, though existing "Mom and Pop" stores will remain at various scattered locations.

- shrinking population in Uptown,
- reduced discretionary income of Uptown residents,
- the tendency of people who are in Uptown for a specific purpose (such as to visit the Zoo or a hospital) to remain largely at the respective institution and not go off the grounds to shop.

This lack of sufficient market is clearly evident in a number of smaller business districts where empty storefronts contribute to a blighted appearing environment.

NEW ECONOMIC DEVELOPMENT

A Multi-Faceted Approach

There is no single strategy to resolve a condition which has been developing over a number of years as with smaller NBDs. Certainly there continues to be a market for certain types of convenience goods within walking distance of residential areas. Traditionally known as "Mom and Pop" stores, these should continue to remain and thrive. In other cases, one only has to look around to see that what was once a prosperous shopping area is now struggling to hang on. Frequently these have become the "depressed" areas of Uptown.

New retail development should fill in gaps in the primary shopping areas. This site is on Vine Street.

To remedy this situation, which is by no means unique to Uptown, the plan recommends a three-pronged strategy:

Jefferson and Ruther Ave. is a business district which can be restructured.

1. Take actions to increase the discretionary income of Uptown residents so they will have greater spending power in the marketplace. (See the first part of this chapter.)
2. Aggressively attack the blighting conditions in some NBDs through implementing the Uptown Livability Strategy. (See the Community Development chapter of this Plan.)
3. Strengthen the remaining businesses by replacing empty storefronts with other uses such as housing or offices.

The Economic Development Map shows locations of the NBDs to be studied for restructuring.

Strengthen small business districts by introducing new uses

Vacant retail space can be redeveloped into other uses, eliminating blight and creating opportunities for new development. Housing as a substitute use makes particularly good sense given the realization that new houses mean more people, which in turn increases the potential market of shoppers for the remaining stores. This strategy makes sense for the surrounding neighborhoods too as the residential areas around the smaller NBDs are often among the weakest and can benefit from development of new units.

Developing office buildings is another alternative use for vacant land in NBDs. Not only can the presence of offices boost the local economy, persons who work in or conduct business in those offices may seek convenience retail items from the surrounding stores, thus bringing additional revenue into the owners' pockets.

In some instances the remaining stores in an older NBD may be separated from each other by one or several vacant storefronts. Such scattered, isolated businesses can be encouraged to relocate when feasible within concentrated smaller neighborhood clusters. This would then free up land for new development and, at the same time, improve the environment for doing business for the remaining merchants. (Design suggestions are discussed in the "Nuts and Bolts" section of this document.)

The pedestrian setting in some business districts needs to be restored.

NEW ECONOMIC DEVELOPMENT

Uptown's Own Industry - Research And Development

Uptown's employment base is largely educational and medical. Over 20,000 people are employed at U.C. and the hospitals. Growth in medical-related jobs is expected at the rate of 260 new jobs per year through the 1990's. There is also a potential to create a whole new "industry" in Uptown which would be closely related to Uptown's hospitals and the University, a research and development industry.

There is presently a significant level of research being conducted in Uptown. The U.C. Medical Center ranks in the top 30 percent of medical schools in the dollar amount of externally sponsored biomedical research performed and is working toward achieving top 20 status among all U.S. research institutions. Privately, both the Merrell-Dow Company and Procter and Gamble conduct research, some of it at the Medical Center. Their research relationship with the medical center may well be expanded in the future.

"The prospects of growth in the research and development field are great"— Hammer, Siler George Associates.

Given Uptown's concentration of hospitals, their staffs and research facilities, the University of Cincinnati, and the EPA, and the presence of corporate research and development interests, the prospects for growth in the research and development field are great. This is especially true with increasing interest and funding for biomedical research and its application at both the state and federal levels.

This former Ford Plant offers development opportunities, as do vacant nearby sites along the east side of I-71

An urban research park

There is reason to believe that in the next five years the University, medical institutions, and private industry could succeed in forming an organization to develop, promote, and market an urban research park. The Insitute for Advanced Manufacturing Science (IAMS) at the Longview site is a similar high technology office park. Its orientation is the development of new manufacturing applications.

It is expected that there will be a demand by the year 2000 for 200,000 square feet of laboratory and office research space. Facilities would be constructed in phases over a ten to fifteen year period, starting with a smaller scale incubater facility. Ultimately the research and development park could occupy 15 to 25 acres and might include a conference center.

Part of the industrial corridor on I-71 can become an urban research park

"...the Research and Development Park could occupy 15 to 25 acres..."

The plan proposes a location for such a center along the I-71 corridor on a site offering high visibility from I-71 and close to Bethesda Hospital, Jewish Hospital, and the U.C. Medical Center. The site is currently industrial with some occupied buildings. Some of the vacant commercial buildings offer opportunities for adaptive reuse for incubator type research space. The research park must rely on a strong organization and endorsement by the University and area hospitals.■

ECONOMIC DEVELOPMENT

NEW ECONOMIC DEVELOPMENT

UPTOWN SHOPPING CENTERS

RESTRUCTURED BUSINESS DISTRICTS
Consolidated retail, new housing and offices

OFFICE CENTERS
A) Medical, professional (includes housing)
B) Bitoechnical, flex/warehouse/ office (does not include housing)

LINEAR OFFICE PARKS

COMMERCIAL/INDUSTRIAL/ MANUFACTURING

GENERAL COMMERCIAL
Mixed-use office, service commercial, parking

Rehabilitation and new construction provides jobs.

New medical offices at Deaconess Hospital

A new office development in the Reading Road corridor—an emerging linear office park.

Jewish Hospital

INSTITUTIONAL GROWTH

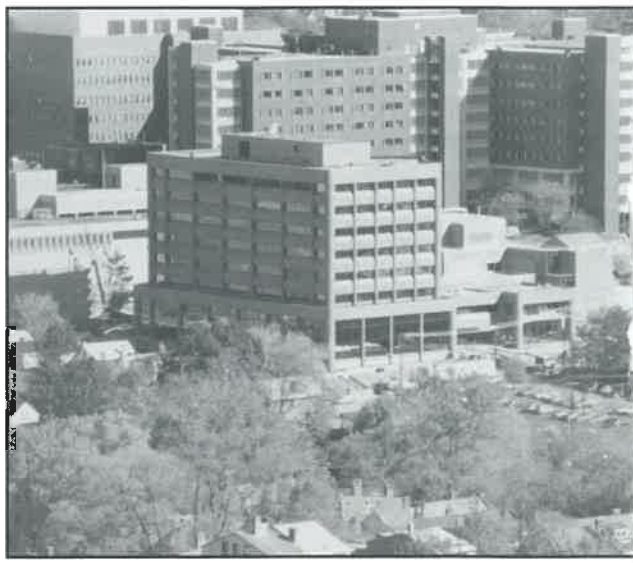
At the Center of it all — the Hospitals, the University of Cincinnati, th

Efficient New Growth On Current Grounds

Uptown constitutes Cincinnati's largest concentration of institutions. Clustered in close proximity are ten hospitals, the University of Cincinnati, Cincinnati Technical College, Hebrew Union College, the Environmental Protection Agency, and the Cincinnati Zoo. These institutions comprise an employment center second only to downtown, and are a major visitor/student/patient destination. On a typical day there are 20,000 employees and over 38,000 students and visitors at Uptown institutions. The economic well-being of Uptown's neighborhoods and the city is tied to the economic health of these institutions.

Each of Uptown's institutions is facing major challenges. Hospitals must respond to changes in medical technology, changes in the delivery of health care and new regulations, and increasing competition. U.C. must contend with changing demographics, changing educational trends and state policies. The Environmental Protection Agency's future is tied to governmental policies and funding. The Zoo has seen large increases in attendance and needs to continue to expand its programs, services and facilities if it wishes to compete with other Zoos in the tri-state region.

Christ Hospital



U.C. Medical Center

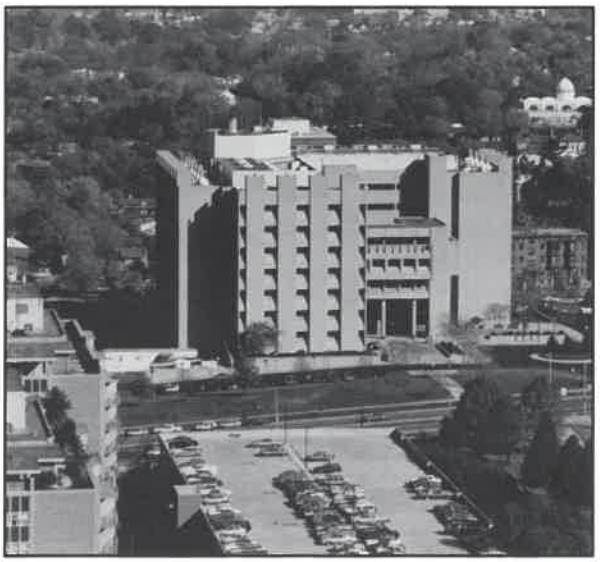
The Setting is Residential

Uptown's distinctive character is in large part due to its dense mix of residences and institutions. The residential setting is an asset in that it provides a close-by population for hospital services, housing for employees and students, and a diverse and lively environment within which to work and visit. As the various institutions plan for growth and new development to respond to future trends, it is the aim of the plan to guide the general direction and location of that development so as not to have an adverse effect on the residential areas surrounding the institutions. This residential setting also poses a two-fold problem in that almost any expansion of institutional grounds would require the elimination of housing, and the existence of institutions amidst residences causes traffic congestion and parking conflicts for residents. An additional impact on residential areas is caused by the demand for office space and other services which seek locations close to institutions.

Given Uptown's scarce land resources and residential setting, this plan proposes that institutional growth occurs to the greatest extent possible on current institutional grounds.

Zoo, and their roles in the Community

ood Samaritan Hospital



U.C., EPA, and the Zoo

"Grow Up, Not Out"

Uptown's institutions have tended to expand to the point where they fill "superblocks." These large sites have usually been created at the expense of residential areas, primarily in the Avondale and Corryville neighborhoods. Some of the institutions still have room to grow within their current sites; others do not. Because of the critical need to retain housing, while allowing for sufficient institutional growth, the Uptown Plan calls for efficient new growth on existing campuses.

Uptown's hospitals are seeing a restructuring of their delivery of services predicated on several trends: a) an aging population, b) the decreasing number and duration of hospital stays, c) increases in outpatient activity and ambulatory services, d) increasing demand for new medical offices, e) increasing specialization, and f) increasing competition.

It is anticipated that most institutional growth can be accommodated on existing campuses through the adaptive reuse of existing buildings and the selective demolition of outdated facilities to provide sites for new construction. Likewise, the development of new multi-use structures can incorporate shared facilities. For the most part, new medical office buildings, parking structures, hospital expansion, and research facilities can all be accommodated on existing campuses.

This new dense pattern of institutional development is in fact being pursued in Uptown and represents the trend of recent years. There does not appear to be a demand for further major land expansion, there is not a market for it, it is expensive to pursue, and it would remove housing. With only two exceptions, (explained in the *Uptown Economic Development Plan)*, Uptown's hospitals have expressed no desire to expand their grounds in the foreseeable future. The University of Cincinnati and the EPA also plan no expansion at this time beyond the boundaries of their superblocks. UC, however, is presently developing a new master plan, which could increase their land needs in the future.

There is one exception to the above pattern of denser development on existing institutional campuses. Expansion beyond current grounds for hospitals and related services *is* desirable in certain target areas which warrant redevelopment. Most of these are in the Reading Road area where there are sites containing vacant or underutilized parcels and properties in poor condition. The area is close to both Bethesda and Jewish Hospitals as well as the concentration of medical offices in the vicinity of Vernon Place (see "A Bright Future for Office Development" and "Office Centers.")

The two developmental themes will be adaptive reuse of existing structures, and denser new development on existing campuses

The master plan for the Zoo calls for more intensive development of their grounds. New exhibits and other facilities will eventually replace surface parking within the existing constricted site. Discussions are underway to determine the feasibility of developing shared parking in the vicinty of the Zoo which would provide for both Zoo and hospital parking needs.

INSTITUTIONAL GROWTH

The Zoo is one of the city's most important resources

Institutional Boundaries

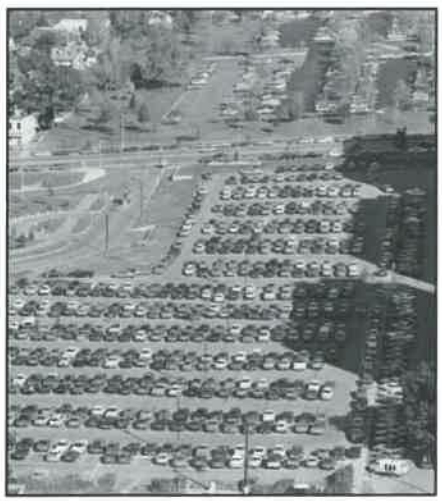
Currently institutions can be built or expanded in many residential areas because they are permitted uses in these residential zones. This accounts for much of the institutional expansion in the past two decades. The replacement of housing with institutional uses and the significant impacts of institutions on residential areas has not been adequately addressed in the Zoning Code. At the same time, existing zoning regulations often restrict the placement of buildings on institutional grounds. While these regulations are often modified through a hearing process, it prolongs the time required for institutional construction projects.

A new Zoning Code chapter is currently being developed which would delineate existing institutional boundaries based on current use and related criteria. Expansion beyond these boundaries would require a zone change and would be based on a master plan. At the same time, zoning regulations would ease limitations on the placement of buildings within institutional grounds, eliminating delays and the need for public hearings. The "fit" of institutions and their surroundings will be addressed through buffering requirements.

Zone changes and the establishment of Zoning Code amendments require a legal process of property notification and public hearings. Such a process for institutional zoning is underway. For a further discussion of institutional zoning see the "Regulations" section of *Nuts and Bolts*.

To assure consistency between the Uptown Plan and the proposed new zoning legislation, this Plan does not identify any institutional expansion areas. Every institution will begin on an equal footing and, if future needs call for expansion beyond current boundaries, each case will be examined individually.

Under the new system the future conversion of any residential or recreational area to institutional use would require public discussion. The following factors should be among those taken into consideration when evaluating proposed institutional expansion: 1) The institution currently owns most of the area, 2) The area would complete an institutional superblock, 3) The area is vacant or underutilized, 4) The conversion of the area to institutional use would not be intrusive to the neighborhood.



The northern edge of the U.C. campus

The Role of Institutions in Their Community

The Uptown Plan stresses the interrelatedness of Uptown's institutions, its businesses, and its residences, and the necessity of developing public/private partnerships (see the feature on "Community Development").

Institutions play a prominent role in the life of Uptown. The specific use, design and placement of their facilities shape the visual character of Uptown as well as its traffic patterns. Their policies affect the parking, shopping, and housing patterns of Uptown. Their economies affect the economic and employment patterns of Uptown's neighborhoods.

Conversely, the quality and condition of housing and other uses establishes the setting for institutions and either enhances or diminishes the image of individual institutions. Residential or business areas can provide close-in staff housing and services and can contribute to the vitality and safety of an institution's setting, or they can contribute to a negative image and the perception of an area as being unsafe.

Becoming more involved in the life of the community

Several policies are aimed at more closely involving institutions in the life of their communities and these are elaborated under "Residential Neighborhoods," "Community Development" and "New Economic Development." There are a number of areas—such as the provision of certain social services like senior day care, home visits, jobs and job traing, adult education, and other community service-which can form a natural link between

institutions and area residents. This plan also proposes an institutional - community housing program based on the premise that what is good for the community is good for its institutions. The proposal is simply that institutions promote and enhance housing in their immediate neighborhoods.

This housing program can include such elements as, 1) a housing finance fund which would help finance affordable housing where it would otherwise not be feasible, 2) a marketing campaign to promote new housing, 3) a loan pool to foster rehabilitation, 4) incentives to employees to relocate into Uptown, and a variety of other measures (see "Residential Neighborhoods").

Providing Parking/ Mitigating Traffic Congestion

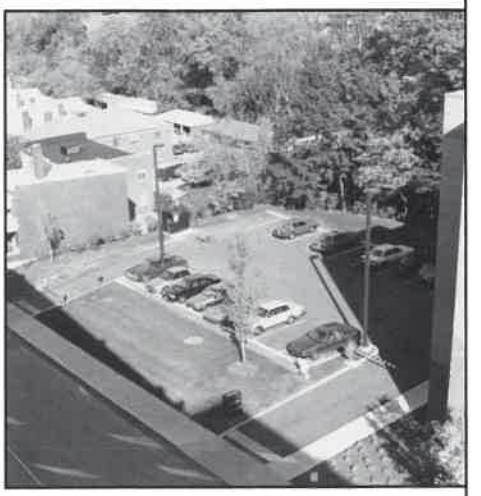
Institutions are the major generators of traffic in Uptown. While Uptown's institutions and other major employers can encourage patronage of public transit or ridesharing programs, such efforts are not expected to greatly change the travel habits of a strongly auto-dependent population traveling to and from Uptown. (See "Accessibility")

A series of strategies to better manage traffic on existing roadways (such as the widening of M.L.King Drive from Vine to Burnet) may be able to reduce or redirect some traffic congestion. The outcome of the evaluation of an interchange at King Drive and I-71 could have long range impacts on traffic and access to the hospitals and U.C. No other major transportation improvement projects are anticipated.

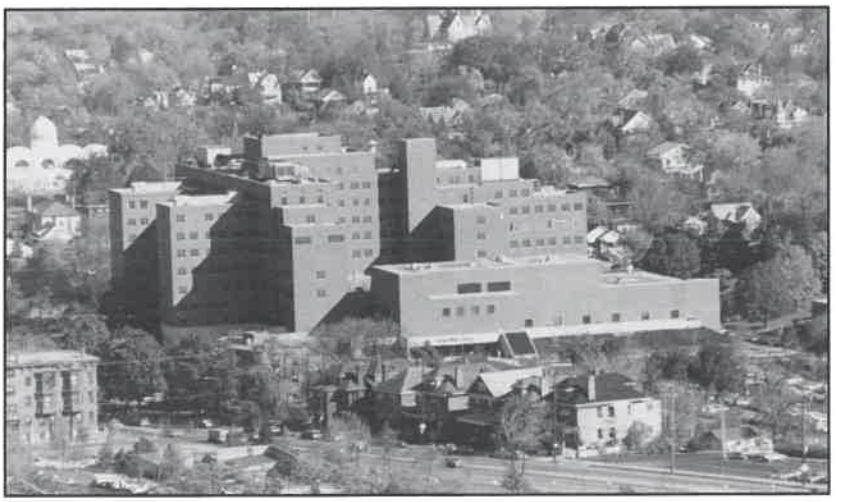
To remain competitive, U.C. and all Uptown hospitals have been building parking structures on their campuses. This should be continued as a basic parking policy to provide on-campus parking. There are currently over 26,000 parking spaces on institutions, more surface lots will be replaced with structures.

Through innovative transportation strategies, the provision of convenient parking, and possible revised parking fee schedules, some, though not all of the competition for on-street parking between employees and residents can be avoided and traffic congestion reduced (refer to the "Accessibility" feature in this Plan).■

Parking garages at Bethesda



Landscaping can buffer institutional parking where lots are in residential areas

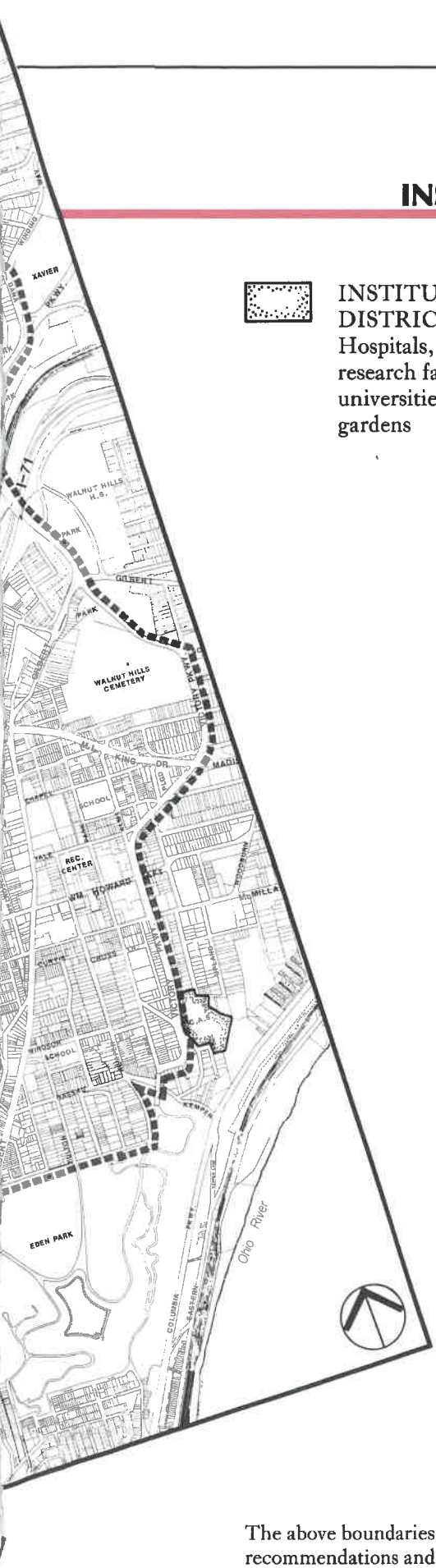


Veterans Hospital

Skywalks are routinely part of the development picture as institutions grow more densely

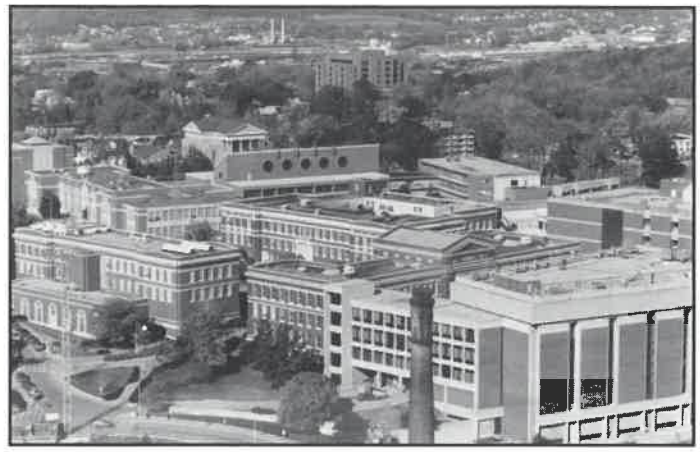
INSTITUTIONS

INSTITUTIONAL GROWTH



INSTITUTIONAL DISTRICT
Hospitals, medical and research facilities, universities, zoological gardens

The above boundaries are land use recommendations and do not constitute zoning boundaries.



University of Cincinnati campus

Gateways to hospitals can be landscaped (King Drive at Dixmyth)

Medical office buildings will continue to be built on or near hospital campuses

GREENWAYS

The Landscape as Image

Parkways And Boulevards

Parkways and boulevards serve multiple purposes. They are essentially linear parks experienced primarily by motorists. They provide a pleasant way to travel through an area. They also provide a green setting for any uses which may occur along them. They establish a structure or organization to an area. They are an image-maker.

Uptown is bordered on the east and west by parkways - Victory Parkway and Central Parkway. Other Uptown streets or segments of streets appear parkway-like in that they are tree-lined or adjacent to parks, or contain some of the other characteristics of parkways. In order to create a strong image for Uptown and lend it a coherent form, a system of parkways and boulevards is proposed.

roadways need enhancement to become distinctive. Central Parkway, Victory Parkway and Martin Luther King Drive will constitute Uptown's *parkways*. Other distinctive landscaped roadways through Uptown which connect major activity centers will form its *boulevards*.

Proposed parkway

Current view of M.L. King Drive

Distinctive Roadways

The creation of a parkway and boulevard system will help form a hierarchy of streets. These special roadways are so designated by virture of their scenic qualities such as: landscaping, design, setback, views, and the monumental characteristics of buildings which frame the roadway. In some cases existing roadways serve as parkways or boulevards. Other

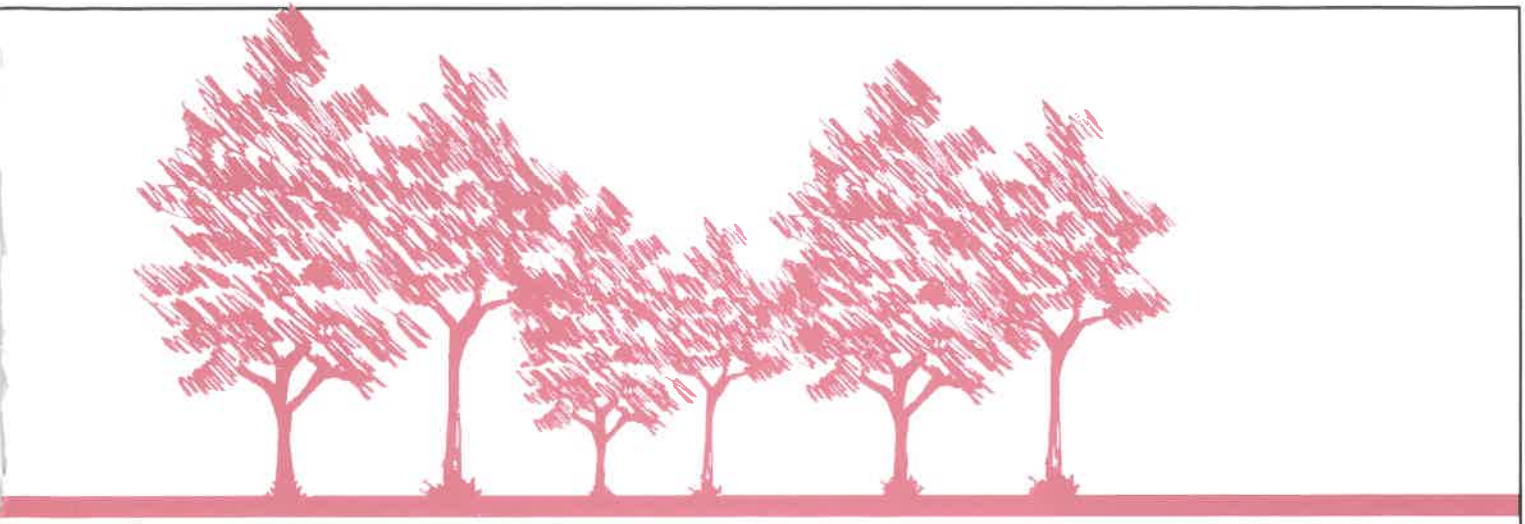
A New Parkway

The beginning of a parkway system is already in place in Uptown. Central and Victory Parkways form the basis for this system. As they wind around the western and eastern edges of Uptown, the two parkways approach one another along the south border of Uptown, but do not connect. A connection can be completed and the parkways joined together, however, through landscape improvements along Reading Road, Elsinor Place, and

Martin Luther King Drive is Uptown's crosstown parkway

Eden Park Drive. Another missing piece of this system can be put into place by

Parkways and Boulevards
Hillside Greenbelt, a Ch
Paths



Gateways and Junctions, a n of Parks, a Network of

connecting Central Parkway and Victory Parkway through the heart of Uptown. This new parkway connection would follow the length of Martin Luther King Drive. Widening and landscaping King Drive would establish its status as Uptown's crosstown Parkway.

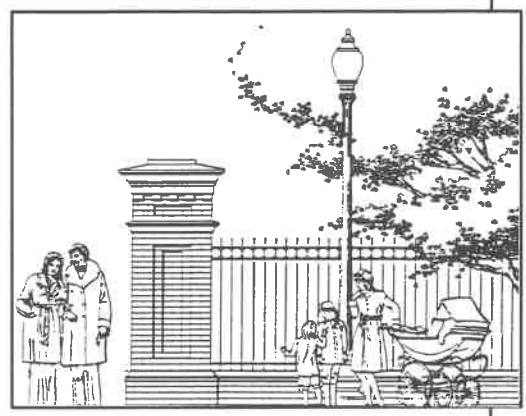
Martin Luther King Drive would then become a major image-setter for Uptown, connecting most of Uptown's institutions, acting as a seam for five of Uptown's six neighborhoods, and becoming a "front door" for U.C. and the U.C. Medical Center. Martin Luther King Parkway would achieve new prominence as Uptown's monumental landscaped corridor, reflecting the civic pride of the Uptown communtiy.

Gateways and Junctions

The *idea* of Uptown—seeing the six neighborhoods around the hospitals/U.C. complex as a single district—can be reinforced in a number of ways. The recently installed "Uptown" directional signs are one form of reinforcement as is the parkway and boulevard concept. Still another form is a *gateway* and *junction* concept—establishing a sense of place. This can be accomplished by focusing attention on the public realm of intersections, both at Uptown's edges and in its core.

Gateways and junctions-a sense of entry and a sense of place

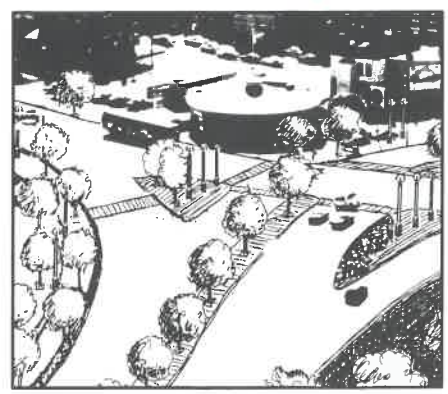
The development of public improvements (such as lighting, banners, decorative walls, special paving, and landscaping) will be the means of achieving the visual drama of entering Uptown. These improvements should be located around the periphery of Uptown—at its entrances or gateways. The improvements should also



Proposed gateway treatment

be placed at key intersections within Uptown—the crossroads or junctions of Uptown. Establishing intersections as junctions will reinforce the feeling of arriving in the core of Uptown. Both types of improvements will help establish a sense of place.

The creation of the parkway and boulevard system, and the development of gateways and junctions will help reinforce Uptown's image as one of the city's most significant districts. The special treatment of these corridors and intersections will lend them prominence, monumentality, and distinction.■



Major intersections can receive special treatment as junctions

GREENWAYS

The Sycamore Street hillside

A Hillside Greenbelt

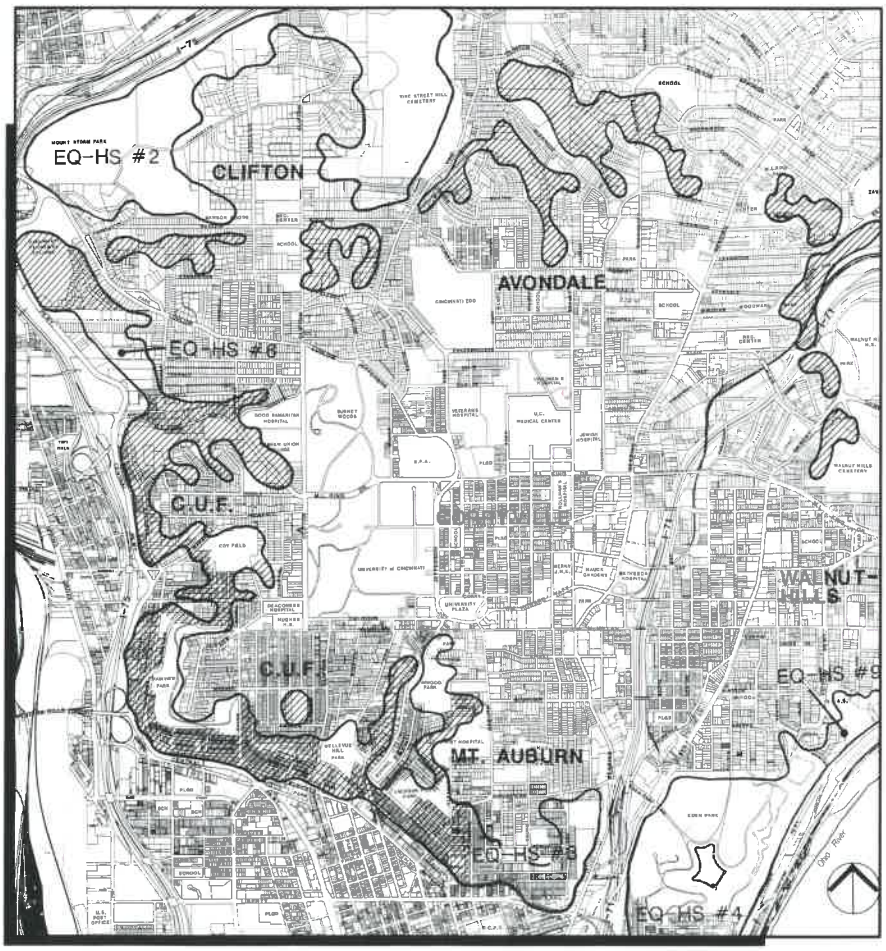
Cincinnati is known for its hills and Uptown has its share. The hillsides are one of Uptown's most distinctive features adding its "green" image and providing a kind of "breathing" room. They are wooded settings which offer views and recreation opportunities. Though some of Uptown's hillsides are within parks or other public ownership, most are privately owned and are unprotected from adverse development. Additionally, many of these hillside areas are highly susceptible to landslides. Most are not isolated from one another but form a continuous pattern of open spaces.

Preserve hillsides—they are one of Uptown's greatest resources

Uptown's hillsides and ravines should be recognized as important resources. They deserve protection for environmental reasons as well as for their ability to attract new development which recognizes hillsides and views as an amenity. Hillside conservation is also important for its recreational potential, and for the identity and image they lend to Uptown. It remains a challenge to reconcile hillside preservation with the fact of private ownership and the desire to promote new housing development. The issue is not to prevent development or provide or encourage public access, but to insure that hillsides are conserved and, where development is appropriate, that it is built so as to be compatible with its setting.

Many of Uptown's hillsides can be linked to form a greenbelt. The greenbelt concept is based on the realization that Uptown's hillsides form a system. While they are physcially connected, they are only partially in the public domain. Some of the privately owned hillsides are so steep and difficult to develop that they will most likely remain as open space. Other hillsides conceivably could be developed.

A variety of strategies are necessary to establish the greenbelt in those places threatened with adverse development. These include private donations, ease-



Uptown's hillside system

Hillsides protected under EQ legislation or park ownership

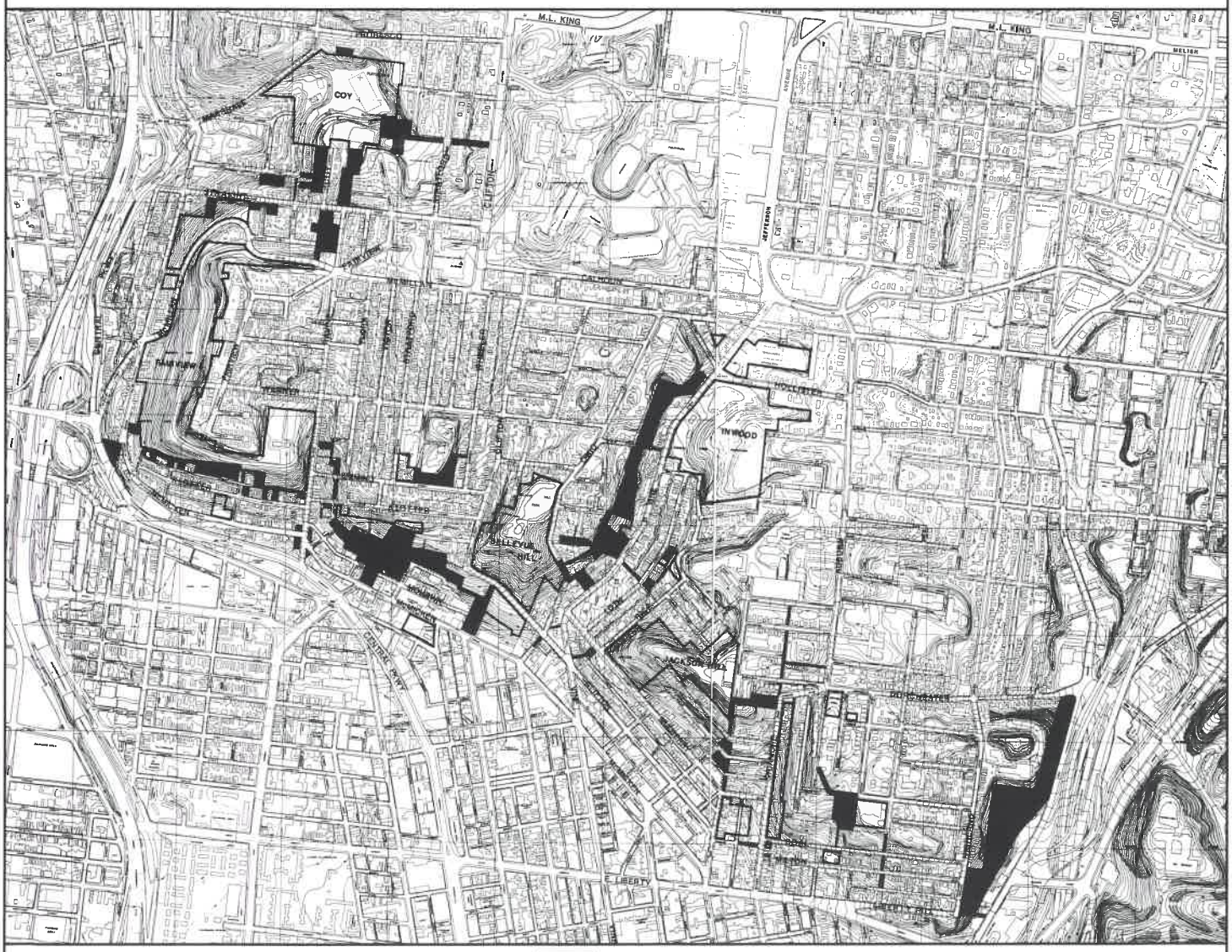
Hillsides with no protection

GREENWAYS

ments, and limited acquisition. Another option is the establishment of development controls. One form of such controls is the Zoning Code's Environmental Quality District (EQD). A number of EQ districts are in place in Uptown. Others should be put into place. It should be noted, however, that EQDs control the way development is done, but do not prevent development.■

A Chain Of Parks

There is an opportunity to create a chain of parks along Uptown's south and west hillsides. A series of existing hillside parks can be linked together to form a continuous chain. Vacant land, undeveloped right-of-way, and isolated, publically owned parcels would form the link. This would require some combination of private donation and public acquisition. Parks to be joined together are Coy Playfield, Fairview, Bellevue, Inwood and Jackson Hill Parks. These would all be public lands with public access. The above "Hillside Greenbelt" concept speaks to hillside conservation and its appropriate development. The "Chain of Parks" concept is an expansion of public park land.



A chain of parks on Uptown's southern slopes


GREENBELT
PARKS, PATHS

GREENWAYS

A Network Of Paths

The thread tying together Uptown's parks while also forging Uptown's hillsides into a greenbelt, will be an extensive system of walkways and bicycle paths. They will also link residential areas with employment and activity centers. Using existing streets, stairs, walkways, undeveloped rights of way, and new pathways, this system will provide new recreational opportunities while increasing access throughout Uptown.

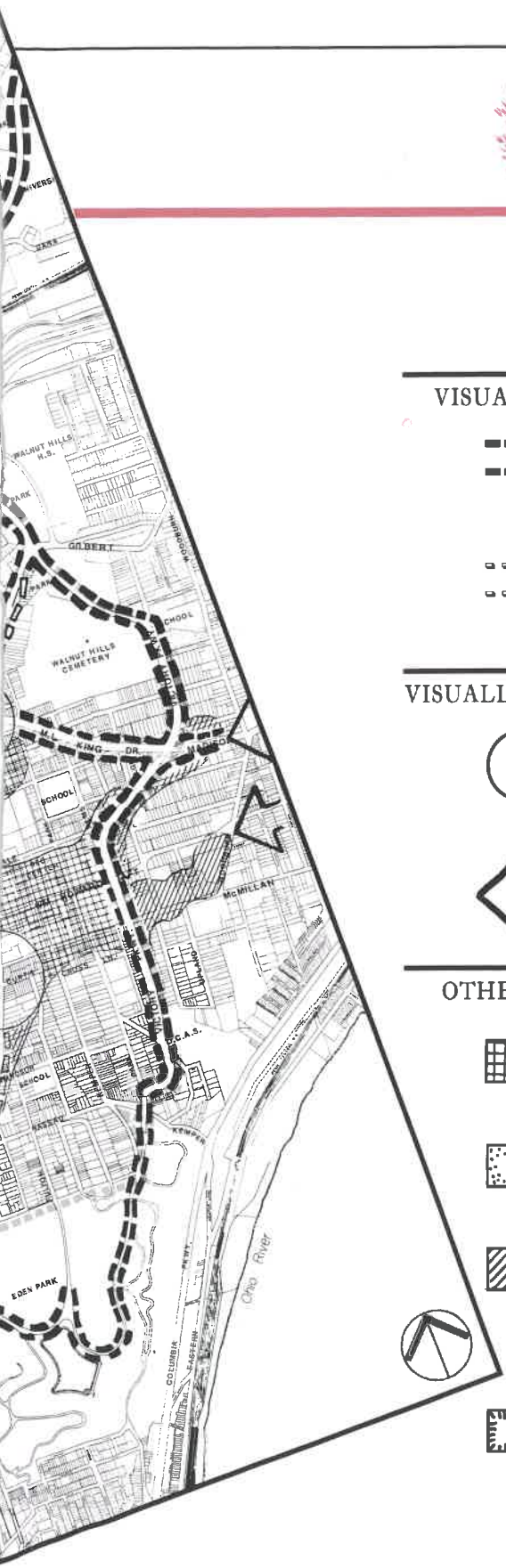
The University and the hospitals generate high volumes of pedestrian traffic and their campuses, with their walkways, are an integral part of the walkway system. In close proximity to these campuses are several business districts, Burnet Woods, and dense residential neighborhoods.

Walkways, trails and bikepaths will be created

These will be better linked with improved and new walkways and bikepaths. Intersection and parkway design must incorporate pedestrian amenities and accommodate bikeways so that roadways are better integrated with this pathway network.

The southern hillside of Uptown - from Fairview Park on the left to Jackson Hill Park on the right


PARKWAYS
BOULEVARDS
GATEWAYS



GREENWAYS

VISUALLY DISTINCTIVE ROADWAYS

PARKWAYS
Primary landscaped corridors

BOULEVARDS
Secondary landscaped corridors

VISUALLY SIGNIFICANT INTERSECTIONS

JUNCTIONS
Major image-setting crossroads

GATEWAYS
Entrances to Uptown

OTHER VISUAL CHARACTERISTICS

BUSINESS DISTRICTS
Distinctive shopping area

INSTITUTIONAL AREAS
Clusters of large scale buildings on large sites

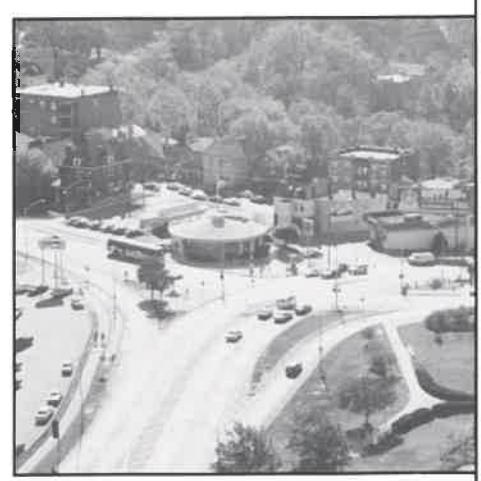
OFFICE/COMMERCIAL DISTRICTS
Corridors of office buildings, may also contain housing

MANUFACTURING/ COMMERCIAL DISTRICTS
I-71 corridor industrial buildings

NOTE: Remainder of area is generally residential in character and includes parks and open space.

Intersection of King Drive and Jefferson Ave.

Martin Luther King Drive



One of Uptown's junctions — Vine at Taft Road

ACCESSIBILITY

Getting To And Around In Uptown - Traffic

Calhoun Street at Clifton Avenue

The average Cincinnatian is accustomed to easy access to work, home, and amenities made possible by use of private automobiles. In Uptown, five out of six people already use a private automobile for transportation.

The basic premise - continued reliance on the automobile

It is not anticipated that motorist attitudes or behavior will shift in favor of mass transportation given the current availability of low-cost fuel prices, relatively uncongested traffic conditions, and adequate, convenient institutional parking. The Plan therefore recommends a number of measures to promote smoother automobile flow rather than measures to discourage auto traffic.

Reduce Congestion/Ease Hot Spots

The concentration of institutions in Uptown's core forms a major destination point, resulting in significant traffic congestion at some intersections at certain times of the day. The problem is exacerbated by the presence of business districts and residential neighborhoods in the center of Uptown, plus two major crosstown arterials running through Uptown.

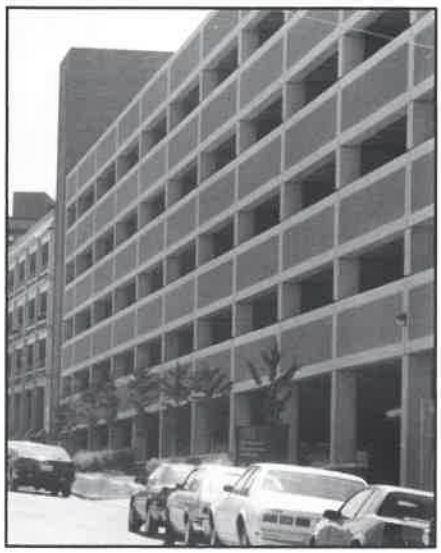
The Uptown Plan presumes that daily rush hour congestion can be reduced to standard acceptable levels. The costs would be too great to completely eliminate all congestion which occurs when special sporting, entertainment, or Zoo events are held. The plan presumes that such temporary "hot spots" can be eased, but not removed. Roadways and intersections cannot be designed to handle maximum traffic loads which occur only for short times in occasional peak periods.

The private automobile will remain the primary

Transit And Parking

At the same time, this Plan recognizes the importance of mass transportation to a future environment in which energy resources may not be as abundant and where atmospheric pollution will be more regulated. A second, perhaps more immediate reason is that a signficant segment of Uptown's students, elderly and low income residents do not own automobiles and are, in most cases, dependent on public transportation in order to meet their mobility needs.

Hospitals, universities, and the Zoo recognize that to maintain a competitive edge and be attractive to staff and clientele, it is imperative to accommodate the private auto and to provide convenient and safe parking. It is not surprising that most institutions appear to have already provided sufficient off-street parking to accommodate their foreseeable future needs. There are currently over 26,000 parking spaces on institutional grounds. As the institutions' campuses become even more densely developed, more surface lots will be replaced with parking structures, increasing the parking supply.



Parking structures should replace surface lots

Accommodating the automobile will keep institutions competitive

While uptown's major employers must also encourage patronage of public transit and ride-sharing programs, even the most successful efforts are not expected to reduce significantly the number of vehicles generated by a strongly auto-dependent population. ■

mode of transportaion

Small Changes Have A Big Impact

Transportation System Management (TSM) is a technical term describing a coordinated approach to solving transportation problems. Typically TSM consists of a set of relatively minor, low-cost improvements designed to maximize the efficiency of the existing transportation system. Such actions generally require little or no property acquisition and can often be accomplished in a relatively short period of time. The *Uptown Planning Program and Priorities* document of June 1986 called for the establishment of a TSM zone to address interrelated transportation issues where they appeared to cluster in the core of Uptown. In the present Plan the boundaries have been expanded to include additonal congested residential areas and the Vine Street corridor north of the Zoo. Indications are that future traffic increases can be managed through TSM improvements. ■

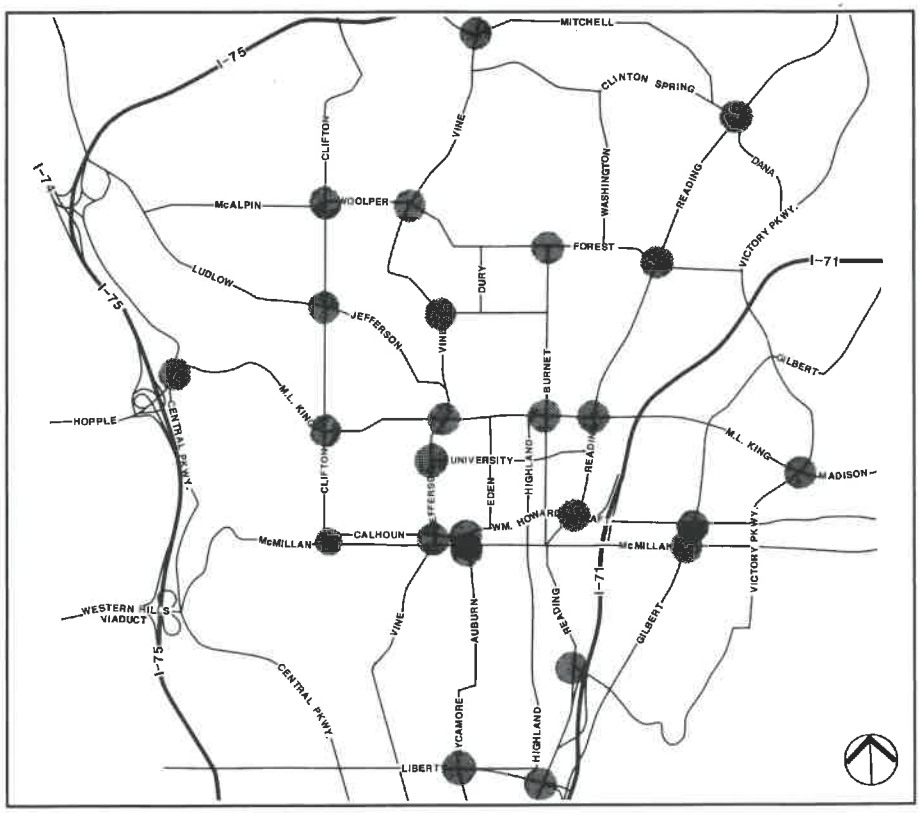
A significant segment of Uptown's residents are dependent on public transit

ACCESSIBILITY

Transportation System Management

Transportation System Management (TSM) is a relatively recent approach to transportation problem solving. It was introduced in 1975 by the U.S. Department of Transportation to encourage communities to make more efficient use of transportation resources. TSM improvement strategies include:

- Traffic management to make better use of existing facilities. (Signal retiming, left-turn lanes, etc.);
- Work schedule changes to reduce "peaking" of work trips;
- Giving priority to high occupancy vehicles (HOV) to conserve energy and encourage mass transit;
- Parking management (restrictions, higher fees, etc.);
- Limiting access on some streets by closing them at specified times, making them one-way, etc.



Improvements should be studied at 26 intersections

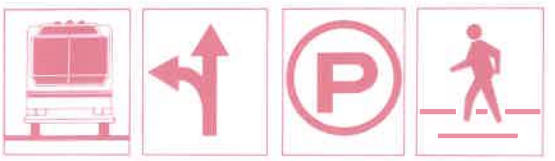
Intersections

Twenty-six intersections along Martin Luther King Drive, Reading Road, Clifton Avenue, Gilbert Avenue, Taft Road and McMillan Street are congested—particularly the left-turn movements during rush hour. Basic TSM strategies are recommended to relieve the congestion. The least expensive strategies should be attempted first, progressing to more expensive ones only as necessary. As part of the Uptown implementation strategy, a capital improvements plan recommending priority projects and phasing has been prepared. (See "Programs, Projects and Priorities".) Likewise the need for a TSM Association should be considered to deal with certain issues including Rideshare, marketing and program administration. An entity should be designated to monitor other technical issues and coordinate all TSM strategies.

Most roadway capacity limitations can be traced to intersections rather than mid-block segments, although in Uptown the proliferation of driveways on major streets contributes to roadway congestion.

Short-range improvements are low cost and effective

Efforts to maximize intersection capacity through TSM improvements include: more efficient signalization, left-turn lanes and arrows, continuous right-turn lanes, turn restrictions and removal of on-street parking. If intersection capacity is maximized, major road construction projects should not be necessary to relieve daily traffic congestion for the next ten to fifteen years. The development projects proposed in this plan will not result in major changes to the existing traffic pattern.



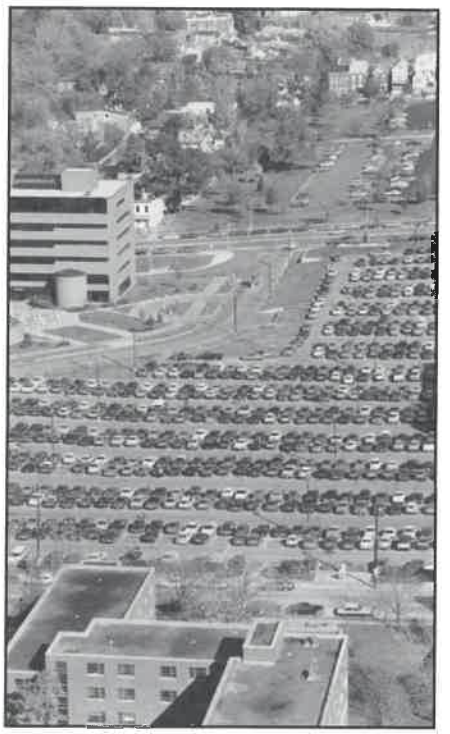
ACCESSIBILITY

An important first phase method to maximize intersection capacity is through refinement of the existing traffic signal system. A well coordinated traffic signal system can have a significant impact on the quality and energy efficiency of traffic flow. (Extra stopping consumes gasoline.) Traffic signal retiming, interconnection improvements of signals, and coordination of previously uncoordinated groups of signals will impact traffic flow. A key to the success of traffic signal improvements is consistent monitoring of the system to assure that the desired objective is being achieved.

It should be noted that this preliminary plan does not address special event traffic such as that generated by the Zoo, the new U.C. sports facility, and CUF's and Corryville's night clubs. Congestion generated by these activities must be dealt with by temporary measures. (See "Special Events" later in this article.) It is recommended that an Uptown Task Force committee be appointed to develop with the city a special events traffic control plan to address these issues in a specific fashion. It should explore optimum traffic flow patterns and identify, among other strategies, temporary street closings and temporary one way traffic channels as a means of mitigating special event traffic congestion. ■

Mass-Transit and Ride Share

Urban traffic congestion is a national problem. Government and industry leaders from across the country convene to seek consensus on how to meet the growing surface transportation needs of the year 2020. The current and projected cost of traffic congestion to the business community starts at "enormous" and ends at "staggering." Air pollution from automobile engines burning fossil fuels is melting away the earth's ozone shield and destroying the very atmosphere we need to survive.



Public transit can reduce some of the reliance on private vehicles

In Uptown, over 70,000 daily commuters rely on private autos as their primary source of transportation. While the plan for Cincinnati's Downtown spoke optimistically of developing strategies to entice motorists over to transit, to date there has been little progress toward achieving that goal. Likewise, for Uptown, it appears that a significant reversal from reliance on the private vehicle is a long way in the future.

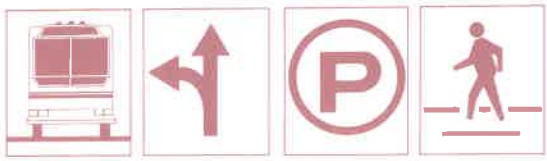
Also part of the picture—riding buses and sharing rides

Yet for the more than 10,000 commuters who find driving is either too expensive, too frustrating, or too environmentally unsound, an alternative means of access may be the answer. Many students, low-income adults, and elderly citizens turn to public transit on fixed routes as their only choice. In Cincinnati, Queen City Metro (QCM) is the only provider of such service.

For some commuters, sharing cars and vans ("Rideshare" or "paratransit") with other Uptowners provides the smart, efficient way to make the daily trip between Uptown and the suburbs. For some elderly and handicapped people, paratransit can also include customized public service such as "Access", which provides on-demand, door-to-door transportation (often requiring a wait of up to two hours during peak periods) over a non-fixed route. Still another transit option is provided by a "circulator" or shuttle bus which follows fixed routes within Uptown. Shuttle service is provided by UC/MC (University of Cincinnati/Medical Center) to transport students and employees between remote auto parking lots in Uptown and the UC/MC campus. Some of Uptown's other hospitals also operate parking shuttles.

There is no question that convenient, safe, and affordable transit and paratransit services are an indispensible component of Uptown's transportation system. Beyond their transportation and environmental value, they maintain a level of auto congestion which is manageable by relatively inexpensive TSM type roadway improvements. More importantly, they offer a choice and provide a vital service for many Uptown residents and employees.

Much like the relatively minor TSM solutions proposed previously to deal with traffic congestion, this Plan does not envision any major overhaul to the transit/paratransit system. Most if not all elements of a workable system are already in place. Customizing and marketing of transit services and offering incentives for employees to participate in ridesharing may be effective in some cases.



ACCESSIBILITY

Future Transit Needs

Regarding the future, technology to determine long range transit needs for bus transportation service does not appear necessary. More frequent service can usually attract more riders, but only at costs higher than can be supported by the fare box plus public subsidies. Increased frequency of service can also relieve overcrowding on buses, but Metro's information does not indicate any consistent overcrowding on Uptown routes.

Forecasts also are unnecessary to determine if *additional routes* should be added in the Uptown area. Uptown is already one of the most highly served districts in the City with 3 routes on Reading Road; 5 routes on Clifton Avenue; a Crosstown route which connects with 90% of all Metro routes; and two major transfer points in or near Peebles Corner (in Uptown) and Knowltons Corner (just northwest of Uptown).

Forecasts of need to *expand coverage* between Uptown and suburban areas are also premature at this time. Three demonstration projects are currently under way and will be evaluated at the end of a designated time period. (See "Transit Partnerships".)

While formal forecasting may not be required, both this Plan and Queen City Metro (QCM) recognize that there are some Uptown transit markets deserving attention. Examples include transit-dependent elderly persons, and employed or unemployed residents without cars. QCM's 1990 Annual Service Plan further defines the type and extent of these markets and includes strategies to address them.

Riders' perception of convenience, service, and condition of buses and shelters affects the transit "image". Improving conditions and advertising those improvements are already part of Metro's marketing strategies. Improved appearance and safety of bus shelters, with well designed and maintained signage, up-to-date scheduling information, and convenient Metro card outlets are additional improvements which will help to retain and attract ridership.

Transit Partnerships

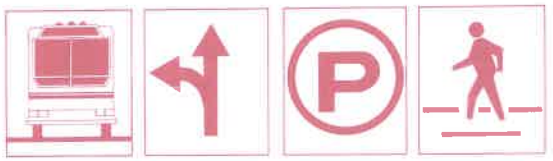
This plan recommends maintaining the three newly created direct service suburban routes to Uptown, as well as a fourth one already in existence (Beechmont). While heavy patronage will validate the transportation need for the routes, their very existence demonstrates the potential of a public/private partnership to provide transit. The new routes from Western Hills, Northgate and Kenwood Mall to Uptown served the purpose of relieving campus parking congestion during the 1988-89 school year and compensated for temporary reductions in on-street parking due to hospital construction. The experiment attracted national attention. It tests not only the market for Uptown/suburban commuter service, but the federal Urban Mass Transit Administration's (UMTA) "privatization policy" as well. That policy encourages public and private transit operators to competitively bid on transit projects. In this case a private operator was awarded the contract.

Reverse Commuting

This plan recommends that transportation from the inner city to outlying jobs be provided, both as an economic development strategy and as a transportation strategy. (See "New Economic Development".) While this strategy is not required to relieve traffic congestion, it is a method to serve transit-dependent people. "Reverse commute" service may meet an unfilled need and increase the efficiency of the transit system. Cincinnati's buses have historically transported most riders downtown in the morning and out from town in the evening. As new employment centers spread along the I-275 beltway, by the year 2000 transit demand may focus on many outlying employment nodes with radiating lines, instead of just one downtown hub. Early morning routes may run from the inner city out—the reverse of traditional commuter service. The system may rely on smaller buses and vans. A typical example of a reverse commute project was proposed, involving QCM's van pool. Under this proposal QCM would enter into an agreement with the City's Employment and Training Division to transport inner city residents to employment locations in three suburban areas.

While the concept of reverse commuting has endorsement at the Federal level, it is expected that local success may require suburban businesses to subsidize part of the system. Companies may, for example, need to provide "feeder" buses or vans to connect between the end of the line on the direct service routes and actual work places.

This Plan supports the investigation of further reverse commuting services and recommends that the Chamber of Commerce, Private Industry Council and others devise a program to match suburban employers' hiring needs with skills of unemployed Uptown residents. The hiring program should be incorporated into the QCM suburban demonstration project to maximize the efficiency of the commuter buses and address the unemployment crisis in Uptown. ■

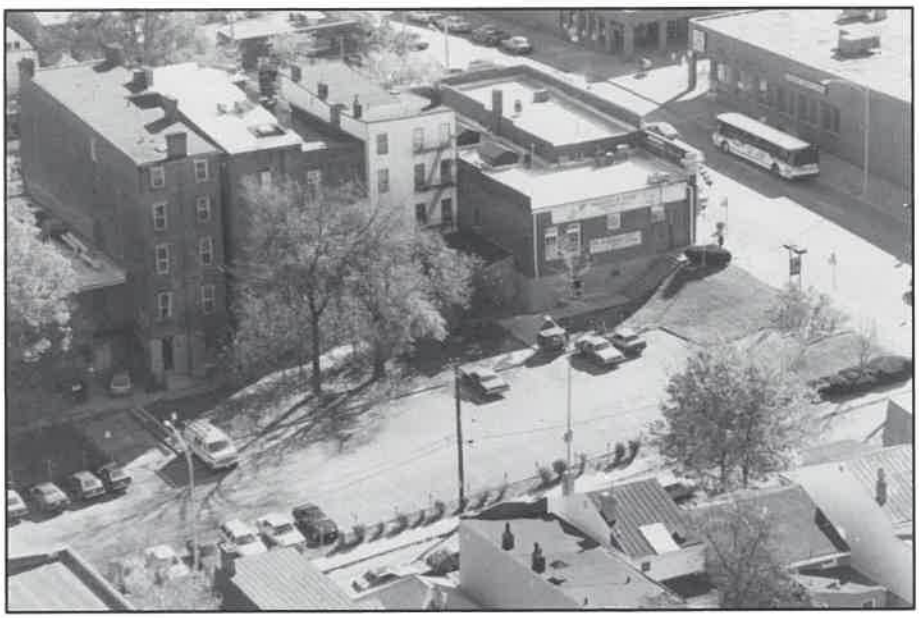


ACCESSIBILITY

Parking Issues

Lack of adequate and convenient parking is often cited as a major Uptown problem. The extent of the problem, however, is limited to certain areas. With a few notable exceptions, the market place has managed to accommodate the parking demand in Uptown. Public-private partnerships have been formed to develop needed parking in most of the major business districts. Institutions and office complexes typically have used their own resources to provide the necessary parking for their customers, clients and staff. The majority of neighborhoods also are able to accommodate the parking needs of residents.

There are a number of significant instances, however, where competition for limited spaces or inadequate land area has resulted in parking shortages. These are the above-noted exceptions. Among Uptown institutions the most problematic is the Zoo's need for additional parking space, as it is surrounded by residences. Among Uptown business districts, Calhoun-McMillan's parking shortages also contribute to its traffic congestion, and it is anticipated that the Ludlow shopping center in Clifton may experience more pronounced parking shortages after the Esquire Theater reopens.



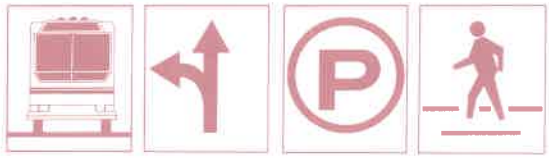
Parking lot at University Village

While the Vine Street/University Village shopping area has for years presented parking shortages, these should be greatly reduced with the planned construction of new parking decks where currently only surface parking exists. One such deck is nearing completion. The new decks will double the number of off-street spaces in that NBD.

Some residential areas have limited on-street parking available

Parking In Residential Neighborhoods

The most irritating parking shortages for Uptown residents and perhaps the most difficult to solve are those found in some higher density residential neighborhoods. The older, formerly single and two-family houses have few driveways or garages for off-street parking. Critical areas are just south and west of the University. To a lesser extent, less dense areas south of University Medical Center and east of the Zoo are also affected. Increasing University enrollment and expanding demand for off-campus student housing may aggravate the situation even more. Over time, homeowners sell to landlords who further subdivide buildings into smaller units accommodating more students. Current high density residential (R-6) zoning requires only one new off-street parking space for each new unit created. However, up to four students, each potentially owning a car, could occupy that one unit. No off-street spaces are required for units existing before 1963.



ACCESSIBILITY

Parking for Residents

The livability of several of Uptown's residential areas is threatened by lack of parking, which increases congestion and decreases accessibility. Residents often have difficulty gaining entry to their own driveways, if they are fortunate enough to have driveways. In order to maintain or increase owner occupancy and attract reinvestment, the residential parking issue must be addressed. A variety of public, public/private and private strategies should be tested. Potential public strategies include revised zoning, on-street parking regulations, and more concentrated enforcement. A joint public/private initiative should again test the merits of a special permit system for on-street parking; constructing new shared off-street parking lots/garages; as well as the cost/benefits of a "do-nothing" alternative. Private initiatives should focus on better sharing of existing off-street parking lots and on their expansion to accommodate tenant parking, where this does not result in housing loss.

The above strategies are being evaluated to determine their likely impacts on relieving parking congestion, their cost, and effect on the type of housing occupancy in affected areas. The evaluation will help identify preferred strategies. Funding and leadership should be obtained in order to simultaneously test the preferred strategies in target areas to demonstrate effectiveness and to ultimately determine permanent solutions.

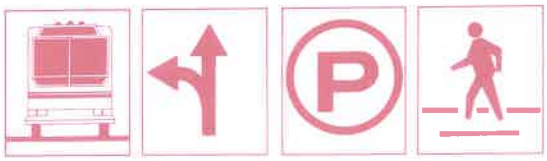
As one solution, several years ago a Residential Parking Permit Program was authorized by City Council to prohibit non-resident parking (for example by University commuter students) in residential areas near U.C. The costs of the permit (about $40/year) and lack of a way to allow visitor parking were objectionable to the residents, and the Program was never implemented. There is some question regarding the value of prohibiting non-residents from parking, when the real problem appears to be lack of parking for the residents themselves. In neighborhoods as dense as CUF and Corryville, there is little opportunity to create off-street parking since parking lot construction would require the demolition of housing. A variety of strategies must be investigated including shared parking and a re-examination of the permit system. A parking permit system is effective in areas where non-resident vehicles are causing congestion. Lower density residential areas in CUF should be considered as target areas.

Public/private coordination of off-street parking construction can result in more efficient shared parking, avoiding a proliferation of expensive, land-consuming facilities. In 1986, the Uptown Task Force chairperson, City staff and two institutions overcame previously perceived obstacles to allow a health maintenance provider to share adjacent church parking, avoiding expensive new construction, displacement or possible relocation. Many patrons of Uptown night spots already use nearby empty parking lots, lots and garages and their location's impact on traffic circulation.

Garage under construction at the U.C. Medical campus (now completed)

Shared Parking

Though most of Uptown's major business districts, its hospitals, and other major employers provide off-street parking (more often than not in garages), the concept of shared parking needs to be encouraged and promoted. In some instances the supply is not the issue; the ability to use a nearby lot, or its convenience, or its safety may be the issue. Other issues include the appearance of parking even without formal agreements. For example, Corryville's Dance Hall patrons use Schiel School and the Vine Street Library lots. Hospitals have established agreements with other institutions, churches, businesses and even multifamily residential developments to provide for hospital employee parking sometimes at remote locations. The Zoo shares up to 600 spaces of Childrens Hospital parking to accommodate demand at peak periods.



ACCESSIBILITY

Shared parking is an efficient use of land

So shared parking is not new to Uptown. What is new is that its use can no longer be left to chance. Survival of the residential areas dictates that institutional and business parking can no longer expand by relocating residents—particularly without first implementing all feasible alternatives, including shared parking.

There is no simple formula for success. Its achievement may be more of an art than a science. Important motivators, although not always required, are incentives from the City, and initiatives and diplomacy from a quasi-public organization like the Uptown Task Force. Sincere cooperation among participants is needed. Perseverance is required to match parking demands by time, day or even by season. Weekday students or employees can share a lot with evening shoppers, entertainment patrons, or with evening or weekend religious congregations. Such issues as security and insurance liability must be addressed, but need not be overwhelming obstacles.

Granted, if shared parking is further than about one block from the destination, it becomes "remote" parking. That may not be a practical option on a permanent basis. It may be too inconvenient for users, perceived as less secure at night, and require costly safety measures, as well as constant and expensive shuttle service to the destination. But for nearby sites, shared parking must be tested as a real option.

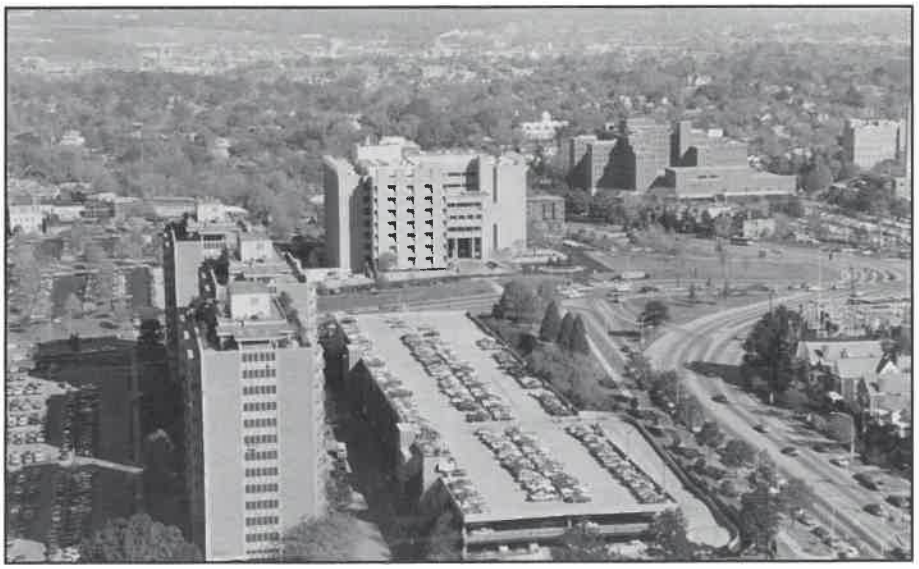
Parking Facility Impacts

Parking garages can impact both the traffic circulation of an area and its appearance. Adopted goals of this Plan state that when additional parking is needed, the developer must "consider the location and design of off-street parking facilities." They further direct planners to "coordinate access to off-street parking facilities with the surrounding circulation and land use pattern." The quantity, accessibility, safety and appearance of off-street parking facilities is of concern not only to users but to residents who live nearby.

Public incentives and regulation, and effective signage and signalization to direct traffic are to a great extent public functions. Control of number and location of joint access points shared between adjacent properties may even result in retaining street capacity in the face of new development. Private sector agreements also can sometimes reduce the number of access points to private parking facilities by devising shared properties, or by connecting driveways for two adjacent parking lots serving similar compatible uses.

On the other hand, no regulation exists to ensure quality design and compatible appearance with surrounding residential areas. Neither is there any assurance of appropriate and well maintained landscaping to screen the view and soften the massive appearance of parking garages near residential areas.

The Plan proposes, therefore, that in the TSM boundary, refined public regulations and incentives be considered to regulate the location, size and appearance, as well as traffic impact, of parking garages on surrounding residences. The appearance of such facilities should conform to approved design guidelines and should be visually buffered from nearby residential areas to the greatest possible extent. Many of these issues should be addressed by the newly formulated Institutional Zoning. The remainder should be addressed by other City Administrative policies/actions, or by an Uptown association, Uptown, Inc. or similar public/private entity.■



The impacts of parking structures on their surroundings must be considered.

SPECIAL EVENT TRAFFIC

ACCESSIBILITY

Special events cause occasional congestion

Roadway Capacity Will Be Adequate

This plan makes no long range forecasting of transportation needs at this time. Nor does it recommend long range projects. Current transportation roadway improvement plans will generally address expected traffic volumes for the Year 2000 as forecasted by the Ohio, Kentucky, Indiana Council of Governments (OKI). OKI's Year 2010 Update Plan is not expected to significantly change the year 2000 forecasts for the Uptown area. Improvements already in the planning stages, like the redesigned U.C. and medical Center entrances, will be incorporated into improvement plans being finalized for portions of Martin Luther King Drive.

New development will not add to congestion, special events will

The Uptown Plan recommends short range (Year 2000) improvements, some of which are needed because of the restructuring of hospital services to provide expanded outpatient care. It also recommends general measures to alleviate temporary congestion generated by special event traffic from major activities at the Zoo, the new U.C. sports facility, and night clubs. General measures include a range of strategies such as an informational sign system that is changeable and takes the form of illuminated overhead or digital signs; traffic officers to maintain traffic flow; and shared parking.

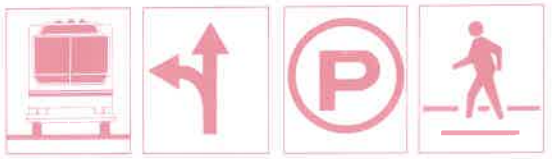
Future Projects - Light Rail & I-71 Access

Two possible improvement projects attracting considerable attention in the last decade are improved access to I-71 and the feasibility of light rail or busway type transit service for Uptown. Currently, there is no strong constituency to champion the cause of light rail/busway transit. So, except for recommendations to preserve possible future rights-of-way, the Uptown Plan will consider that project long range and beyond the scope of the Plan.

I-71 access will be examined

It is likewise impractical for this plan to evaluate the feasibility or even impact of interchange improvements linking Martin Luther King Drive to I-71. The time needed for required studies, finalizing designs, obtaining approvals, funding and carrying out construction is so extensive that the project is considered long range.

A light-rail route may be located along I-71



ACCESSIBILITY

Nevertheless, because of the critical nature of institutional and business access to I-71, this Plan recommends the City complete a feasibility study to determine whether a technical Alternative Analysis/Draft Environmental Impact Study is warranted. That would forecast long range impacts on Uptown's roadways, traffic patterns and volumes. The impacts could be significant, particularly as they may increase volumes on Martin Luther King and decrease volumes on Taft/McMillan. If the technical study identifies one of several improvement options as the most feasible and preferred, then public/private actions may be warranted to seek funding and construct the improvement. ■

Promoting Rideshare

1. In-house coordinators,
2. Employer transportation guides,
3. Employee incentive packages,
4. Preferential employee parking,
5. New employee orientation with top management,
6. Newsletters, press releases, posters, memos, bulletin boards, and information phone number,
7. Follow up phone calls to employees surveyed,
8. Safety tips,
9. Resurvey of employees to update/match lists,
10. Evaluation of how to make the program better.

OKI Regional Council of Governments

Rideshare

Whether you call it "Rideshare", "paratransit", or "transportation demand management", a program that arranges for sharing a car with someone to get back and forth to work is certainly cheaper and quicker than building roads, parking garages, busways or light rail transit systems to meet transportation needs. There are two initial and enormous challenges, however, to be met: first, educating businesses and institutions that Rideshare will cost the least and offer the most in economic benefits; and second, changing the commuting habits of thousands of Uptowners.

Rideshare is one of the few transportation strategies that can be accomplished by entities other than government. While success may depend most directly upon employers, the possibility of a general community-wide Rideshare program should not be overlooked. The Uptown Task Force, several years ago, identified ridesharing as a part of the solution to the district's transportation problems. Nevertheless, few employers in Uptown have effectively used positive inducements to encourage ridesharing.

Inducements to share rides include free or reduced parking rates, close-in parking, or garage instead of surface parking. Where parking is scarce, employees benefit. Where growth is requiring expensive expansion of off-street parking facilities, employers benefit by savings in capital and operating costs. Improved employee morale and decreased tardiness may be other fringe benefits. In addition to reducing congestion and promoting cleaner air, the program is visible proof of institutions and businesses working with nearby residents to solve a common problem. Rideshare can be viewed as a tax free employee salary raise that is inexpensive to offer. Besides convenience and enriched social relationships, employees may eliminate the costs of a second car, insurance and maintenance. (In 1982 OKI estimated that was $267 to $422/vehicle.)

Uptown's hospitals view free or subsidized parking as a costly but necessary employee benefit. Unfortunately this is also a strong incentive to drive alone to work and offers no reward for those who take the bus or car pool. The employer receives little direct return in exchange. Yet research shows that about 20% fewer employees drive alone when the employer removes the parking subsidy. One fifth of 26,000 Uptown employees represents thousands of fewer parking spaces which would use land and cost money to build, maintain and operate—to say nothing of less traffic congestion and cleaner air. (Uptown land costs may be $1,000/year/ space; with garage spaces costing upwards of $7,500/space to construct exclusive of land costs.)

Since commuting alone is a considerable expense to employees, and parking is a considerable expense to employers, a program to reduce both these costs would seem mutually advantageous and at least worth serious attempts to test.

What impacts could it have? OKI estimates that if Uptown institutions increased the number of people riding in their employee's vehicles by only 10%, the number of vehicles would drop by over 1900, from 22,895 autos to 20,980. That translates into considerable dollars and space saved—one less 2000 car garage would have to be built. At $180/space/year, that also equals a $344,700/year savings in operating costs. Space saved can be translated into visitor parking which generates revenue, or space that can be used for storage or physical plant and equipment, or eventually for facility expansion.

ACCESSIBILITY

Rideshare (contd.)

What resources are available? OKI's existing promotional program includes running orientation meetings, marketing materials and working with individual employers, matching potential passengers with available rides, and supplying vans through a third party leasing program. Over the last six years, all of Uptown's major institutions have participated in the program by distributing rideshare applications to employees. Employee response has ranged generally from 5 to 10% with one or two notable exceptions. Again, success depends on top management support and commitment, an in-house coordinator, and a strong personal distribution and collection method. (A comparatively successful example was GE's 15.6% success rate in 1982, though this was not in Uptown.)

In order to realize greater success in Uptown, the Uptown Task Force Ridesharing Committee should be reactivated to initiate resurveys among the institutions, to mount a better coordinated promotional effort, and to take any of 10 action steps recommended by OKI to encourage increased participation.

"ACCESS"

Mobility for the Disabled

As part of its privatization efforts, Queen City Metro contracts with a private company to operate 33 "ACCESS" vans, specially equipped to offer the disabled curb-to-curb service within the Ohio portion of the I-275 beltway.

Growing demand and the costs of providing quick reservations and timely service have led Metro to survey its customers' satisfaction before deciding on future improvement strategies.

This plan recommends that Uptown's communities, institutions and businesses explore public/private strategies to achieve timely ACCESS reservations and service within the Uptown area. If a partnership is achieved involving local entities and Queen City Metro, then possibilities should be explored for additional private funding for "ACCESS" in exchange for priority service for Uptown residents.

Shuttle Buses

Despite the existence of a circulator (shuttle) bus between the University and the U.C. Medical Center campuses, and some parking shuttles other hospitals run, there may also be a demand for "circulator" service to other Uptown hospitals, the Zoo, parking facilities, businesses and residential areas. However compelling the idea is, making it financially feasible is not easy. The geographic area encompassed by all the above activity centers is so large that frequent 5 to 10 minute service is costly. Less frequent service is not popular. This makes circulators in most large areas outside of downtown too expensive for the public transit system to operate.

Accordingly, if a complementary version of U.C.'s circulator is tested, it should be targeted to the unmet needs of a narrowly defined group of riders. The area served should be small. Funding should come from the private sector, and an Uptown organization could initiate the project.

This is not to understate the potential value of such service. Uptown certainly has some potential and possibly a definable unmet need. A circulator could reduce traffic congestion, even make park and ride lots somewhat more feasible, and provide better access to Uptown businesses. In some cities, rubber tired replicas of historic streetcars add to the ambiance of a "renaissance" area, a tourist center or business district, and may itself become an attraction.

An Uptown circulator should be studied and tested. It can have value as a tourist attraction (for Zoo, University/Medical Center visitors) and as an image-builder and marketing tool. It can also serve as an integral part of a well balanced responsive transit system. With expected continued federal funding of transit projects that demonstrate how the private sector can provide public transit service, a test of an Uptown circulator may be affordable.

ACCESSIBILITY

Is There Light Rail In Our Future?

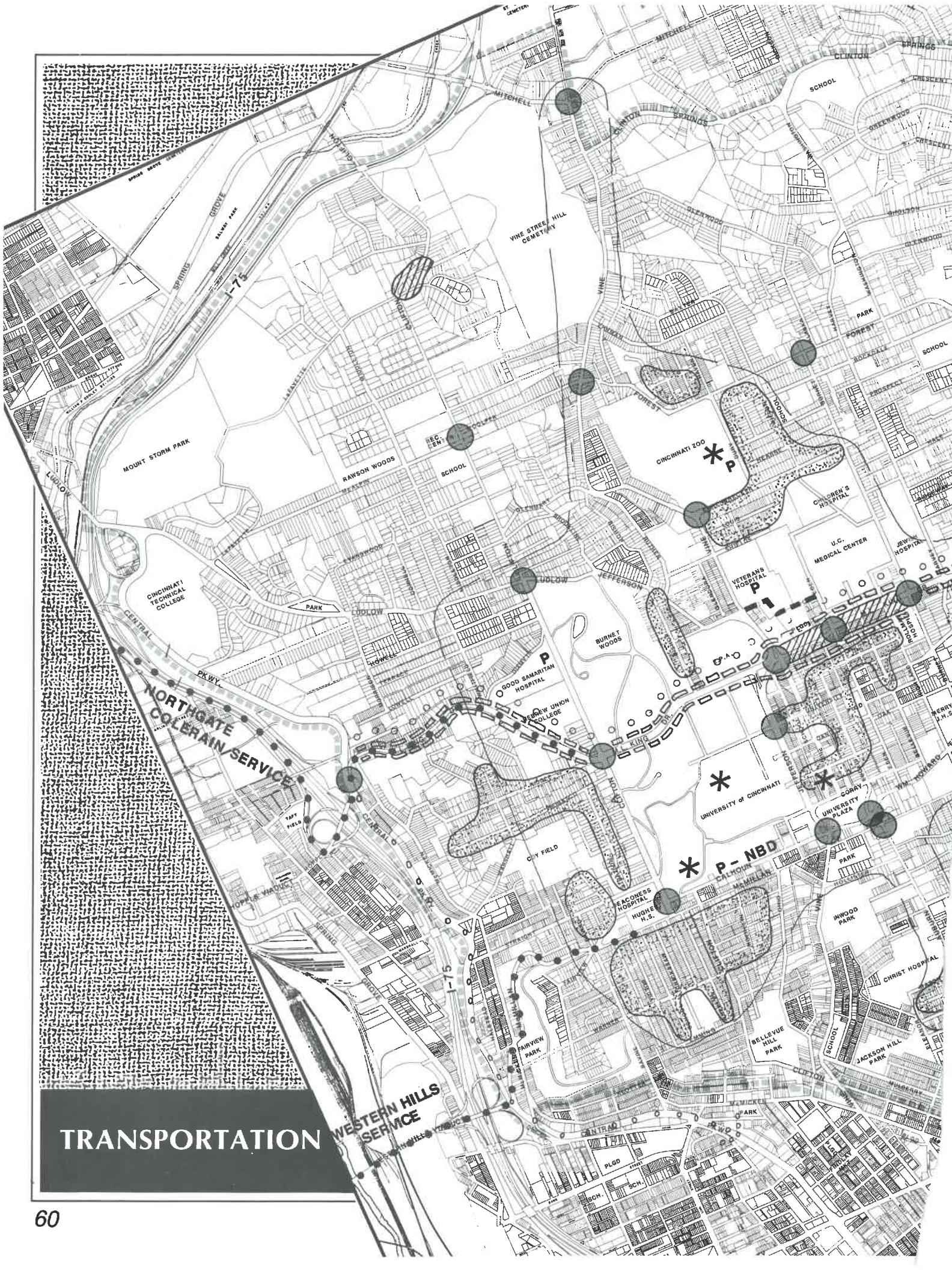
In 1986, the City completed an elaborate study of the feasibility of building a light rail or busway system along a corridor from Blue Ash through Uptown to downtown. The proposed route would be along the unused (and partially abandoned) Conrail railroad right-of-way parallel to and generally west of I-71. An alternate route, although not cost effective, would come from Blue Ash south along the Conrail route, dog-leg west along King Drive, and then south through the old subway tunnel under Central Parkway to downtown.

Although there is no official city response to the Plan to date, such a project is so complex and expensive that it could not have any short range benefit for Uptown—even if given an immediate go ahead. Some seriously question even the long-range benefits based on disappointing results from such projects in other cities.

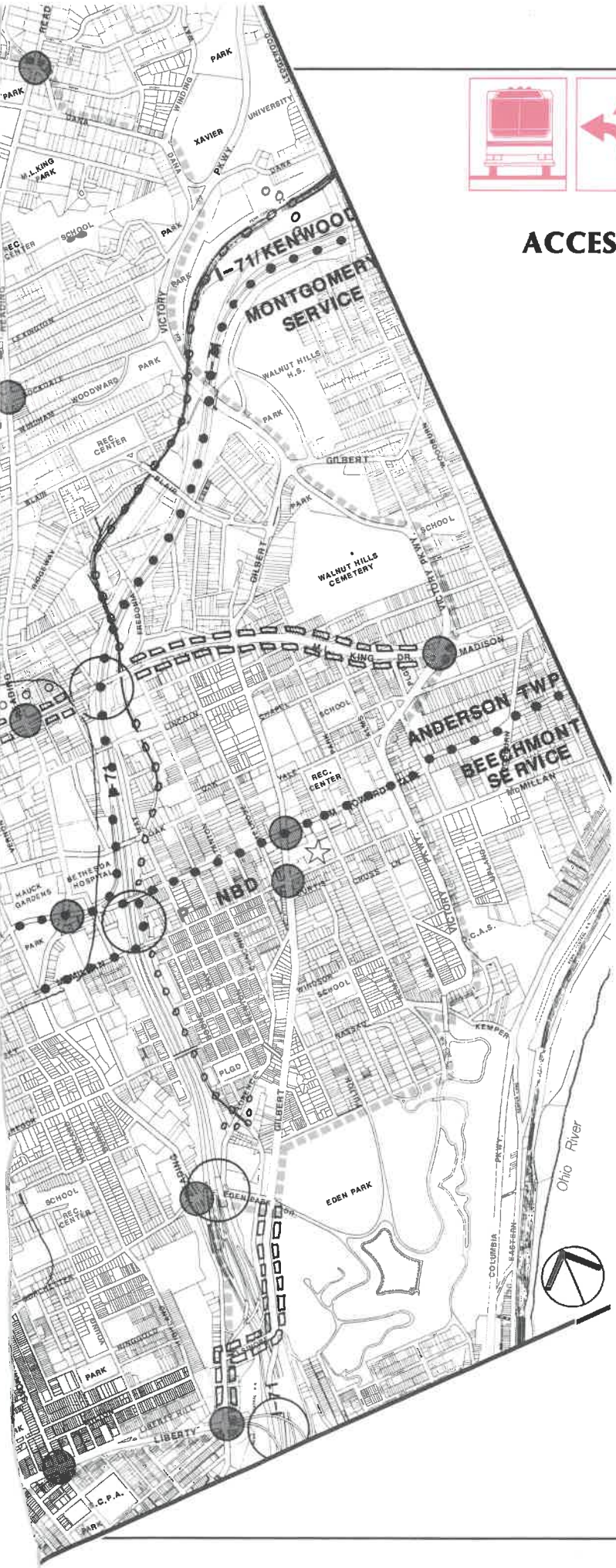
The plans did propose, however, that the city take all reasonable steps to preserve property that could be used for exclusive right-of-way for light rail or a busway. Such property includes at least the unused Conrail alignment and, although not cost effective, part of the Martin Luther King Drive right-of-way. Likewise, enough property for a transit transfer station at Martin Luther King east of I-71 should be preserved if needed for future use. How to determine if rights-of-way will ever be needed is discussed elsewhere in this Plan. For the next several years: (1) The City should monitor how rapidly Conrail is likely to sell off portions of the rail right-of-way for development that would be a major obstacle to future public acquisition and use for transit; (2) The city or some Uptown land holding corporation should acquire and lease for controlled private use any portions where uncontrolled development would pose an expensive road block to long range transit use; (3) The City should retain ownership of portions of Martin Luther King right-of-way and other City owned properties that could be needed for such future transit purposes; (4) The boulevard landscaping space within the Martin Luther King right-of-way should be considered as a land banked strip for possible future transit use—however remote that option may be.

Pedestrian Space

Besides creating cul-de-sacs, some cities have experimented with a strategy they call the "protected neighborhood concept." This concept has been incorporated into the "Residential Target Area" strategy. (See "Design Strategies".) Instead of blocking auto access, it merely restricts the rights of motorists. Drivers must slow to little more than a walking pace in defined residential areas. Pedestrians have the same rights to street space as motorists. Speed bumps, landscaping, and speed-limit signs slow cars. Curbs are extended or eliminated and extensive street furniture is added. Decorative lighting, benches, litter baskets, ornamental paving and shrubbery improve appearance and help create a safer place for kids to play.



TRANSPORTATION



ACCESSIBILITY

CIRCULATION

- Intersection Improvements
- Other Potential Intersection Improvements
- Special Event Accommodations
- I-71 Interchange Evaluation
- New Roadway
- Transportation System Management Boundary (TSM)
- Parkway Landscaping
- Residential Area With Parking Congestion
- Roadway Widening

PARKING

- Tiered Parking Preferred Within TSM Zone
- P — Employee Parking Deficiency at Institution
- Design Review for Parking Structures Within TSM Zone
- P-NBD — Parking Strategy for Neighborhood Business District (NBD)
- Buffering Residential Area from Core Parking and Parking Strategies to Increase Supply

TRANSIT

- Internal Circulator (Shuttle) Within TSM Zone
- Suburban Direct Transit
- Bus Transfer Terminal
- Evaluate Busway/Light Rail

PEDESTRIAN

- Promote and Enhance Pedestrian Travel and Bikeway Use

The Physical Setting

Six Distinct Neighborhoods/ One District

Each of the six Uptown communities has its own unique identity and traditions. These combine to form the strengths which characterize each neighborhood and should continue to be stressed. Nothing in the Uptown Plan should be construed to imply that the six neighborhoods would function as a *single* neighborhood. Though there are significant district-wide revitalization issues, most local issues are more effectively dealt with on a smaller scale. Certainly community councils should continue to exist for each neighborhood. If appropriate, Neighborhood Support Workers should be retained to work on individual community issues also.

Diverse Land Uses

Part of each neighborhood's identity and a major characteristic of all of Uptown is its particular mixed land use composition. This rich mixture contributes to the district's vitality. Though the predominant use in terms of land coverage is residential, Uptown's many institutional campuses dominate its geographic center. The land use mix also includes almost one dozen business districts of various sizes, clusters and corridors of office buildings, and over two dozen parks and playgrounds.

"Housing in and around institutional and commercial areas provides visual interest and activity, and... security"

Housing is the common denominator which ties together all these diverse uses. Housing is found within business districts, is interspersed with office buildings, and surrounds and is often immediately adjacent to institutions. This residential pattern is one of Uptown's unique characteristics. Housing in and around institutional and commercial areas provides visual interest and activity, and contributes to the security of 24-hour use. Because people live in close proximity to these other non-residential uses, it establishes a kind of "ownership" for the public domain—the street. If there were no housing around institutions, the institutions would become "islands" in a vacuum, leaving the edges of institutions sterile looking and possibly unsafe.

A Lively Urban Environment

To maintain Uptown's variety, the plan proposes that single-use districts be avoided (with the exception of residential neighborhoods). Housing should be vir-

COMMUNITY DE
Creating Livable Nei

Avondale

Clifton

CUF

Corryville

VELOPMENT
ghborhoods

tually everywhere. It should be retained and encouraged in business districts and office areas and adjacent to institutions. Multiple uses should be encouraged whether they occur on an individual site, along a street, or throughout an area.

A mix of housing and retail near offices and institutions fosters a lively urban environment which is vital and diverse. It provides convenience and choice. It also provides an opportunity for the construction of shared facilities such as parking.

However, the type, design, and location of region-serving businesses and other uses interspersed with or close to housing would have to be compatible with the residential environment. This was emphasized in the Uptown Task Force Planning Committee's policy recommendation to reduce the impacts of incompatible business uses on residential and neighborhood business areas.

The Social Setting

Uptown's neighborhoods are as diverse as their residents and include a wide range of types and sizes of household, and a mix of income levels, ages, and races. This mix adds to the vitality of Uptown and should be retained. Housing opportunities and options should be available in Uptown for its current residents and to attract new households. The housing should be affordable for upper, middle, and lower income families and should be of a variety of types and sizes to assure retention of the dynamic population mix (see "Residential Neighborhoods").

Though the diversity of Uptown's population is a strength, it is evident that this very diversity creates a need for services addressed to some "special needs" groups. There are higher percentages of unemployed persons, single heads of household, and households below poverty level in Uptown than in the Cincinnati population as a whole. There are many reasons why Uptown is a good environment for these populations, including affordable housing stock, access to services and public transportation, and proximity to a diversity of employment opportunities.

FORGING AN IMAGE FOR UPTOWN

While maintaining the individual community identities, a new image is being formed for the district known as Uptown. Examples of this image formation are the Uptown signs which are establishing a district identity; they are instantly recognizable. Landscaping, parkways, and gateways are other means by which Uptown will begin to establish itself as a unique entity containing six familiar neighborhoods.

This overall Uptown identity will be strengthened even more with the possible formation of an organization such as Uptown, Inc., which could function as a development/advocacy/public relations agency assuring that the district's best interests are vigorously promoted. In the meantime, the Uptown Task Force should continue to fulfill the function of building an identity for the area.

"A mix of housing and retail near offices...is vital and diverse."

MEETING SOCIAL NEEDS

Other articles in this document have discussed the role institutions and business can play in improving the quality of life for "at risk" populations, thereby assisting them to achieve self-sufficiency. Some additional opportunities are discussed in this section.

Hospitals are well equipped to participate in *Meals on Wheels* programs and many in Uptown already have them in place. Elderly persons *can* receive nourishing meals delivered to their door twice daily. The meals *could* be prepared in the hospital kitchens and would be especially appropriate for those requiring special diets.

Good Samaritan Hospital currently houses an *Adult Day Care* program administered by Cincinnati Senior Services. Similar partnership programs at other area hospitals could be targeted to Uptown seniors.

At the other end of the age scale, *Day Care and Child Services* are essential as a means of mitigating the unemployment and underemployment problem in Uptown. Such services, while necessary for families from all walks of life, are indispensible for single-parent households. (20% of all Uptown households are headed by a single female. In some Uptown communities that figure rises to as high as 28%.) Without accessible and affordable child care, a single mother's only recourse is to rely on public programs (i.e. welfare) for survival.

Provision of day-care facilities and services by Uptown institutions and businesses—especially those which presently offer such services to their employees, could be made available at reduced cost to Uptown residents in need of them. Parenthetically, the presence of quality day care in Uptown can be an enticement to businesses to consider locating in the area.

Medical Services are already offered at reduced costs to qualified persons at many Uptown medical institutions. As with previously discussed partnership opportunities, these programs can be targeted to Uptown residents. They can also be directed to all age groups. Especially important are *educational outreach programs* stressing preventive care. Such programs, prepared by Uptown hospitals working with the business community, can be administered and marketed through schools, churches, and community groups. This can have two benefits. First, it can reach people who need health care and information, but are not now receiving it. Second, by stressing preventive care, this approach can help cut health costs.

The Economic Development chapter of this plan speaks to the need for programs to generate job opportunities for Uptown residents. Trainining in skill development to help residents become more competitive in the job market is also essential. Elsewhere in this chapter ways of meeting other social needs by creating partnerships are explored. The "Community Partners" proposal, both in this chapter and in *Residential Neighborhoods*, offers one more way of using partnerships to encourage diversity by strengthening the residential environment.

Partnerships

Numerous facets of this Development Plan will rely on partnerships to make it a success. The presence of insititutions, businesses, and residences in close proximity to one another offers unlimited opportunities for linkages which can benefit each sector. Community redevelopment in areas as diverse as housing, jobs and job training, social services, and business development can benefit from formation of partnerships. Elsewhere in this chapter other examples of potential partnerships are discussed.■

Uptown task force

Quality Of Life

As noted in the Preface to this Plan, Uptown suffers from an "image problem." Many areas are characterized by the all-too-familiar indicators of community deterioration—vacant and run down buildings, abandoned cars, graffiti on buildings, and uncontrolled litter. Safety—both to person and property—is another quality of life element which frequently is a concern to residents and employers. These indicators of physical deterioration and potential danger convey a message to the outside world that residents and businesses "don't care" or are resigned to living or doing business in an undesirable environment.

COMMUNITY DEVELOPMENT

There is no substitute for community partnerships in attacking signs of blight and beginning to reclaim a neighborhood for those who care about it. Repeatedly this is the observation of law enforcement officials, building inspectors, litter control administrators, and others whose responsibility it is to assure a pleasant and safe environment.

Organizing — A key to community livability and safety

As part of the planning process a *Livability Strategy* for Uptown has been prepared, which addresses these issues. The strategy calls for formation of an *Uptown Livability Coordinating Committee* by the Uptown Task Force. The committee as proposed would be a partnership effort with representatives of all six communities as well as Uptown's business districts, institutions, and law enforcement agencies. Vigilance on the part of all participants would be essential in order to guarantee that the Strategy is effective. Without the grassroots involvement called for in the Strategy it is almost certain that results will be disappointing.

The residential setting

New housing construction

Enhancing Uptown's Image

The Livability Strategy proposes a number of programs for attacking Uptown's "Image Problem." Many of them already are administered by the *Clean Cincinnati* program, while others call for working with the Divisions of Sanitation, Urban Forestry, and Police. All of them will require community organization and partnerships to be effective. Among the programs covered are:

- Litter control and beautification;
- Clean-up competitions;
- Removal of graffiti and painting of building facades;
- Landscaping and planting of trees and flowers;
- Additional trash receptacles and street cleaning;
- Increased enforcement of litter and bottle laws through the presence of additional enforcement personnel;

"There is no substitute for community partnerships in attacking signs of blight!"

- Improved maintenance of vacant lots or sale to abutting owner(s) for use as private open space;
- Stepped up junk car removal programs;
- Zoning enforcement to cut down on illegal uses which contribute to neighborhood blight.

A LIVABILITY STRATEGY FOR UPTOWN

Residents and business people in Uptown, while welcoming a forward-looking Development Plan for the area, are vitally concerned with livability problems in the here-and-now. To begin to correct some unhealthy situations and assure that they don't recur, a Livability Strategy has been prepared. Some of the recommendations can be implemented immediately, while other parts call for revisions to existing procedures or development of new ones.

To begin, the Strategy calls for establishment of an *Uptown Livability Coordinating Committee.* Issues to be dealt with include:

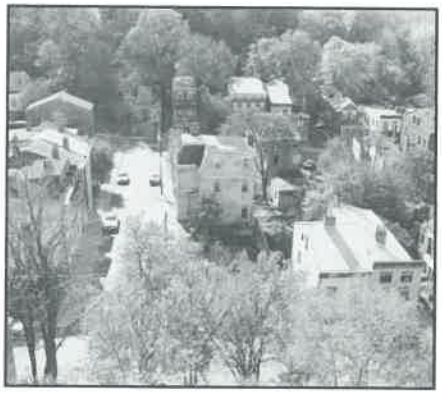
- Overall Image Enhancement: litter control, clean-up, beautification, removal of junk cars etc;
- Abandoned/Deteriorated Housing: building code enforcement, removal or rehabilitation of deteriorated structures;
- Safety: Techniques for creating an environment which is safer for persons and property.

As mentioned elsewhere in this chapter, the key words throughout the Strategy are ORGANIZATION, PARTNERSHIPS, AND COMMITMENT.

Attacking Blight Through Code Enforcement

The tools available to the city for dealing with vacant, deteriorated, or abandoned buildings are cumbersome at best. Increasingly neighborhood residents are led to throw up their hands in despair of ever improving their living environment. The Livability Strategy proposed for Uptown would attack the situation through a combination of increased enforcement, new ordinances or procedures, and community enforcement. Briefly, the proposal calls for:

- *Systematic Code Enforcement.* This is a system whereby appointed representatives of an area meet monthly with city personnel from the Departments of Neighborhoods, Buildings, Law, Safety, and Health, to assess progress in correcting problem situations which the community has identified. At present it is in operation in only two communities; however the Strategy proposes that the Uptown Livability Committee adopt it as a technique for improving the living environment in the study area.
- *Legislation or Policy Changes.* Under current procedures, an owner of an offending property can comply with legal requirements and yet avoid completing desirable improvements through a number of techniques. Through proposed legislative or policy changes, these "loopholes" would be eliminated or greatly reduced. The Livability Strategy discusses these in some detail. The Uptown Task Force could be an influential force in bringing about the needed changes.



The residential setting

COMMUNITY DEVELOPMENT

New Ways of Thinking About Safety

When serious crime runs rampant in a community, citizens frequently feel powerless to control either their environment or their lives. Fortunately, most of Uptown is not characterized by such conditions. There have been enough situations, however, to warrant taking a hard look at how to stem the rising tide of incidents and regain control of citizens' living and working environments. For this reason, the Uptown Livability Strategy addresses ways of changing the environment to improve its safety.

One obvious tactic is to increase enforcement through adding more "beat" officers to respond to radio calls. If additional enforcement proves to be indicated for Uptown, steps should be taken to provide it.

Residents need to feel "in control" of their environment.

There is, however, a new way of thinking about safety called "problem-oriented policing" or "community-oriented policing." While the conventional police strategy is "incident-oriented," in which an officer responds to a call for assistance, the other way seeks to root out the *source* of a problem and take steps to prevent it from occurring. In this regard, police and community must form a partnership. A successful example of this partnership is the blockwatch program, which has already been implemented in many Cincinnati neigborhoods.

The physical presence of law enforcement officers in business and residential areas can have a remarkably deterring effect on potential wrong-doers. For instance, locating *Police Sub-Stations* in neighborhood business districts not only provides the "beat" officer with a convenient place to stop and do paperwork, it also increases police visibility in the neighborhood. The Uptown Capital Improvement Plan calls for several such substations to be located in the district.

"There is...a new way of thinking about safety called... community-oriented policing."

"Locating Police Sub-Stations in neighborhood business districts...increases police visibility in the neighborhood."

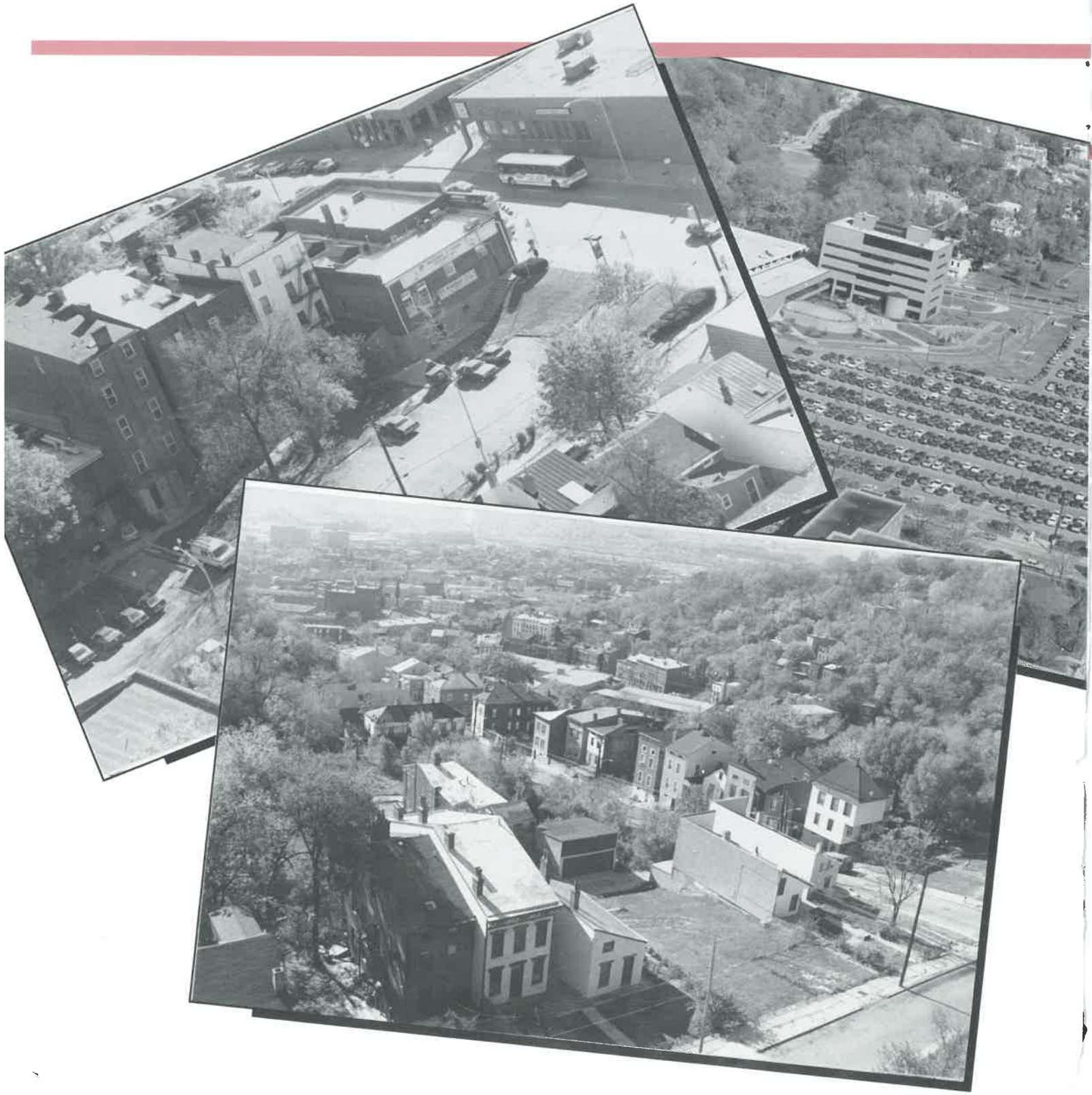
In addition to their increased presence in NBDs, when police personnel take time to talk with residents on their own property, get to know the neighborhood young people, and investigate problems as well as incidents, measurable improvements can be seen in a remarkably short time period.

SECURITY THROUGH ENVIRONMENTAL DESIGN

Poorly designed and run-down buildings do more than merely have a demoralizing effect on a community; they can also encourage vandalism and crime. A sub-specialty of environmental design has been developed which concerns itself with this issue. Almost every aspect of construction and design has a safety-related component. It makes sense for developers of commercial and public buildings to consider these before construction or rehabilitation occurs. A few of the many examples include:

- Parking lots: location, access, and landscaping can discourage hiding;
- Windows: easy visual access to outside is important, but not close enough to the ground to permit entrance from outside;
- Rooftops: doors and windows should have minimal or no outside hardware. Climbable plantings or built-in wall footware which could provide access to roofs should be eliminated;
- Stairwells: blindspots should be eliminated;
- Gathering areas: wall fixtures should be eliminated or out of reach, and no breakable windows should be within reach.

NUTS AND



BOLTS

Making It Happen — Implementing The Plan

For the Uptown Plan to be successful, it must be achievable. No matter how laudable the goals, worthy the objectives, or compelling the ideas found in the plan, if there are not sufficient tools and commitments to carry out the plan, it cannot succeed. The previous section of the plan, the "Big Ideas" (found in the "Feature Articles"), is intended to establish a *vision* of what Uptown can become. The "Nuts and Bolts" section of the plan explains *how to make it happen.*

Making it happen will take a concerted effort on the part of both the public and private sectors. A major premise of this plan is that Uptown's redevelopment can only happen successfully through such a partnership. That partnership of Uptown's businesses, institutions, city government, and communities is stressed repeatedly throughout this document.

Forging that partnership will take a combination of leadership, an informed constituency, and consensus as to the vision portrayed by this plan and the actions described here for implementation. The Uptown Plan forsees a major role for the Uptown Task Force in achieving partnerships and carrying out much of what is contained here.

It should be noted that the specific projects, design ideas and other recommended actions are likely to be modified as they go through public review and the various steps required before they are implemented. A major factor, of course, is funding availability. The Implementation/Capital Improvement Program section of the plan itemizes one particular scenario for funding. Actual costs of all projects and programs cannot now be determined with certainty. Dollar amounts are given to establish an order of magnitude for likely implementation costs.

The development of an effective Uptown organization, the creation and funding of programs, and the support of activities such as adopting zoning changes and establishing urban renewal plans, must all be in place before significant revitalization is likely to occur.

The "Nuts and Bolts" part of this plan describes necessary actions. It is organized into the following sections:

1 *Strategies/Programs, Projects and Priorities/ Development Sites*
Proposals, Funding Mechanisms, and Project Locations.

a) *Economic Development Strategies* are the *incentives* recommended to achieve the economic aims of the plan. They draw heavily from the *Uptown Economic Development Plan* (EDP) prepared by Hammer, Siler, George Associates, a consultant to the city. Though the EDP is a separate companion document, it is basically consistent with and is reflected in the thinking of the *Uptown Plan.*

b) *Design Strategies* serve as a "cookbook" of *design ideas* for physical improvements. They are illustrations of ways to carry out recommendations of this plan and of the EDP.

c) *Programs, Projects and Priorities* is a list of recommended *action steps* and the priority which each step should be given. This list essentially provides a summary of specific actions to be taken to implement the plan. It draws from Economic Development Strategies, Design Strategies and various recommendations contained throughout the *Uptown Plan.* Included in this section is the *Implementation/Capital Improvement Plan.* This itemizes all implementation costs and also identifies economic benefits derived from new public and private investment.

d) *Development Sites* are key properties which, by virtue of their location or configuration, offer significant opportunities for new development. Potential uses for each site are listed as are each site's current use and condition.

STRATEGIES/ PROGRAMS, PROJECTS DEVELOPMENT SITES

Proposals, Funding Mechani Project Locations

2 *Policies and Regulations*
Guidelines and rules for development.

a) The *Policies* in this section are those proposed to support the plan's goals and objectives. They will serve as a *guide to decision making* on Uptown issues. They are a combination of: 1) policies adopted or implied by the Uptown Task Force or the Task Force's Planning Committee, 2) Policies adopted by the City Planning Commission as a result of accepting the *Uptown Program and Priorities* Report, and 3) Policies recommended by the City Planning Department and NHC to amplify or fill in policy "gaps."

b) *Regulations* are the proposed public controls which would govern certain aspects of plan implementation. These regulations are categorized as: 1) *Land Use and Design Controls* which pertain to Zoning, and 2) Other proposed regulations which would help enforce the Uptown Plan.

3 *Organizational Tools*
A model for guiding and promoting development and providing services.

a) An *Uptown organization* is proposed which would act as advocate, organizer, and promoter. Such a group, consisting of representatives of Uptown's major constituencies, could provide technical assistance, community development services and leadership. It could also serve as an umbrella group for other proposed organizations established to address specific issues. The development of a biotechnical office park is an example of such an issue which may require its own study group.

b) *Marketing techniques* are the proposed methods and materials for the promotion of Uptown. These draw heavily from the EDP.

Economic Development Strategies

According to *THE UPTOWN ECONOMIC DEVELOPMENT PLAN,* (EDP), substantial reinvestment is not likely to take place until "Economic Ground Rules" are established. These rules include the following:

- Identification of *residential areas* not subject to institutional expansion;
- Delineation of *institutional boundaries;*
- Identification of *commercial areas targeted for revitalization;*
- Identification of *commercial areas to be reprogrammed* for other uses;
- Descriptions of the *extent of city commitment to reclaim vacant or underused industrial properties.*

Established rules should help eliminate the "unknowns", reducing some of the uncertainty impeding new development. The economic development plan calls for the city government's direct intervention in the development process—setting conditions, providing incentives, and maintaining supports for private sector economic activities.

It is a fundamental premise of the plan, "that a continued decline of the competitiveness of the Uptown economy...is not acceptable." The plan also presumes that there are potential dynamics in Uptown that can be tapped to generate and sustain a stable economic base.

AND PRIORITIES/

sms, And

There are six economic development strategies proposed in the Uptown EDP. These strategies and recommended action steps are listed below. (also see "Design Strategies" and "Programs, Projects and Priorities")

HOUSING REHABILITATION

1. *Housing Rehabilitation.* A program to achieve a *greatly increased level of housing rehabilitation* in the Uptown area through a cooperative public/private *"rehabilitation industry"* involving building trades, business and neighborhood participation.

   a) Establish a goal of *100 units* of rehabilitated housing per year;

   b) Link housing rehab to a training and job creation program for unskilled and unemployed youth;

   c) Target neighborhoods or sections of neighborhoods for rehab to achieve a critical mass of rehabilitated units;

   d) Reduce financial risks and negative perceptions about developing housing in the city;

   e) Create a private sector low interest mortgage pool for Uptown of *$5 million/year* for the next five to seven years (should meet CRA criteria; provide low interest second mortgage financing to existing homeowners);

   f) Target *$200,000/year* of public funds for the next five to seven years for rehab grants to senior citizens on fixed incomes;

   g) Create public funding tools to assist developers and general contractors in construction loan financing, working capital financing, fixed asset financing, mortgage financing, and backup guarantee programs.

BIOTECHNICAL INDUSTRY DEVELOPMENT

2. *Biotechnical Industry Development.* An approach to expanding the biotechnical industry in the Uptown area through a *study process,* the *building of a major research facility, development of* a *biotech incubator facility* and through the *reclamation of underutilized old industrial sites.*

   a) Initiate a study group with staff support, funded ($400,000) 50/50 by public and private sector. The group would focus on expanding biotechnical research, encouraging entrepreneurial activity, and determining the appropriate nature of an incubator and biotech business park.

   b) Develop a 50,000 sf incubator.

   c) Develop a 200,000 sf research facility.

   d) Consider the Corryville Playground site for a research and incubator facility, if a replacement site can be found for the playground.

ECONOMIC DEVELOPMENT STRATEGIES

NEIGHBORHOOD COMMERCIAL DISTRICTS

3. *Neighborhood Commercial Districts.* A program for significantly improving some of the neighborhood commercial districts within the Uptown area through attracting a *higher quality of businesses*, the *introduction of theme concepts*, and the *rehabilitation of vacant commercial properties.*

   a) Strengthen viable NBDs (Clifton/Ludlow, University Village/Calhoun/McMillan, Reading Road, Peeble's Corner) through specialization (to ensure NBDs do not compete with one another), greater diversification and the development of themes, and a system to monitor new uses, demand (rental rates), traffic/parking issues and security.

   b) Revive marginal business districts (E. McMillan west of Gilbert, Jefferson/Ruther) by restoring leadership, developing a revitalization plan, and designing incentives. Some incentives appear below:

   - *Commercial Homesteading.* A program designed to transfer tax delinquent or City-owned commercial property to a business for a nominal sum under the condition that certain physical improvements be undertaken and that the business operate in that location for a minimum number of years.

   - *Rehabilitation Loan Programs.* A program designed to provide soft loans at below-market interest rates to businesses who desire to make improvements to their commercial building.

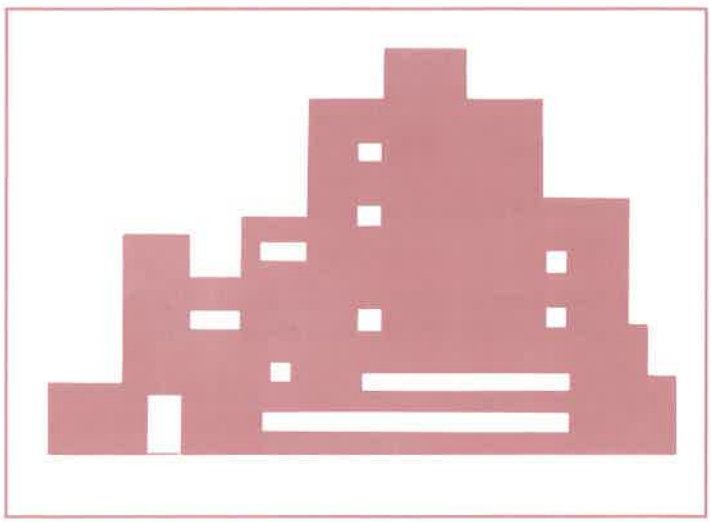
   - *Loan Guarantees for Working Capital.* A program designed to give a partial guarantee for a working capital loan secured from a bank or other private sector financial institution.

   - *Loan Guarantees for Fixed Asset Financing.* A program designed to provide a partial guarantee for loans for furniture, fixtures and equipment.

   - *Merchant Association Matching Grants.* A program of grants to Merchants Associations of NBDs designed to assist the association to promote the area. These grants are generally made on a matching basis. Generally the grants are for no more than $5,000 and must be matched on a 1 to 1 basis. The match can be made through a cooperative advertising and promotion program.

   - *Special Tax Districts.* A program to raise additional revenue through a special tax district. Funds generated through the special district can be used to provide additional police protection, improve signage, create additional parking capacity, and provide for additional street cleaning and trash collection services.

   c) Reclaim portions of economically obsolete NBDs with new uses. Assemble and market sites for new development using land write-downs, rezoning and other incentives listed above as necessary. The obsolete NBDs are Lincoln/Gilbert, Vine/Forest, and Burnet Ave.



ECONOMIC DEVELOPMENT STRATEGIES

MEDICAL AND EDUCATIONAL INSTITUTION DEVELOPMENT

4. *Medical and Educational Institution Development.* A program to support the growth of medical and educational institutions through the development of *cooperative parking facilities* for employees, an *improved roadway system,* and the *identification of specific expansion areas.* Institutions, businesses, neighborhoods and the City should assist to:

   a) Develop a major shared parking facility for the Zoo and surrounding institutions in the vicinity of Erkenbrecher Avenue.

   b) Establish institutional zoning boundaries and identify expansion areas (see "Policies and Regulations").

   c) Carry out roadway improvements and institute transit and ride-share recommendations as described in "Accessibility".

GENERAL COMMERCIAL DEVELOPMENT

5. *General Commercial Development Program.* A program to support commercial development in the Uptown area through *office and retail projects* designed to service the Uptown employment district.

   a) Focus development along Reading Road, from McMillan to three blocks north of King Drive. Columbian School is a key development site. (See Office Centers in "Design Strategies".)

   b) Assemble or assist in the creation of new development sites. (See "Development Sites" for targeted properties.)

INDUSTRIAL SITE RECLAMATION AND REDEVELOPMENT

6. *Industrial Site Reclamation and Redevelopment.* A program to *reclaim industrial sites* in the Uptown community for reprogramming to the biotechnical industry or for reuse in attracting small manufacturing and distribution businesses back into the city.

   a) Focus development along the I-71 corridor.

   b) Identify manufacturing and warehouse buildings suitable for adaptive reuse as flex/warehouse space, vertical business parks, or as a biotechnical incubator. Estimate acquisition costs and prioritize.

   c) Based on the above priorities, establish a goal of the city's land-banking fifty acres for new development.

   d) Provide technical studies, promotion, and financing for adaptive reuse and incentives for new development.

   e) The city should identify funding sources for *$5 million* over four years for program administration, acquisition, demolition and site preparation.

ECONOMIC DEVELOPMENT STRATEGIES

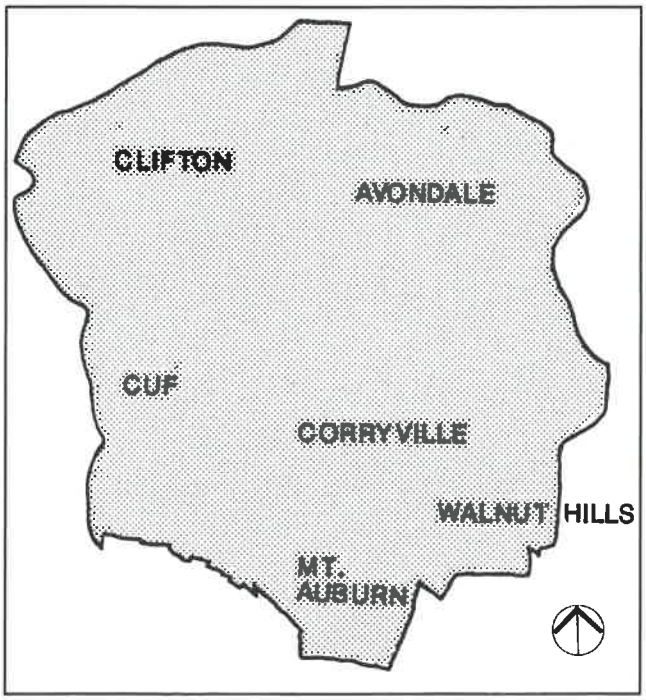
COMMUNITY DEVELOPMENT

The Uptown Plan envisions a seventh significant strategy related to the environment in which economic development will occur.

7. *Community Development.* A program to improve the quality of life in Uptown by partnering businesses, institutions, and neighborhoods to address such issues as jobs, training, housing, social services, parking, transportation, and public improvements.

   a) Create a Community Partners Program linking institutions and major businesses to their surroundings. (See "Programs, Projects and Priorities".)

   b) Develop the capacity for Uptown, Incorporated (or similar organization) to become Uptown's development vehicle. This organization would act as advocate, promoter and developer. Uptown, Inc. can provide technical assistance, community development services (such as site assembly, provision of transit, parking and security services), and funding for programs and projects. ■



DESIGN STRATEGIES

Residential Target Areas
Business Districts
Office Centers
Front Yards/Front Doors
Parkways and Boulevards

A range of physical improvement strategies are proposed for specific Uptown sites to achieve the goals of the Uptown Plan. These strategies are intended to illustrate how the "vision" of Uptown, described in this document's "Feature Articles," can begin to be realized. The strategies are also a kind of illustrated elaboration of how to achieve many of the above Economic Development Strategies.

Though many of the design ideas are site-specific, they are meant to depict improvement *Concepts*—they should be seen as illustrative of potential solutions to design problems. Each will have to be tested by applications to actual sites. Each will have to be reviewed by community groups, property owners, various interested parties, city departments, and the Uptown Task Force.

In order to carry out the various design strategies itemized below, other pieces of the implementation plan need to be put into place. These include the establishment and funding of specific programs, zoning changes, capital improvements, the creation of urban renewal plans, the establishment of development and promotion organizations, and most importantly, the dual commitment and resources of the public and private sector. These other key pieces are addressed in other sections of "Nuts and Bolts."

The Design Strategies address five areas of concern which are discussed at length elsewhere in this plan; 1) Residential Target Areas, 2) Business Districts, 3) Office Centers, 4) Gateways to Uptown and Entrances to Institutions (Front Yards/Front Doors), and 5) Parkways and Boulevards.

"Strategies are intended to illustrate how the vision of Uptown...can begin to be realized."

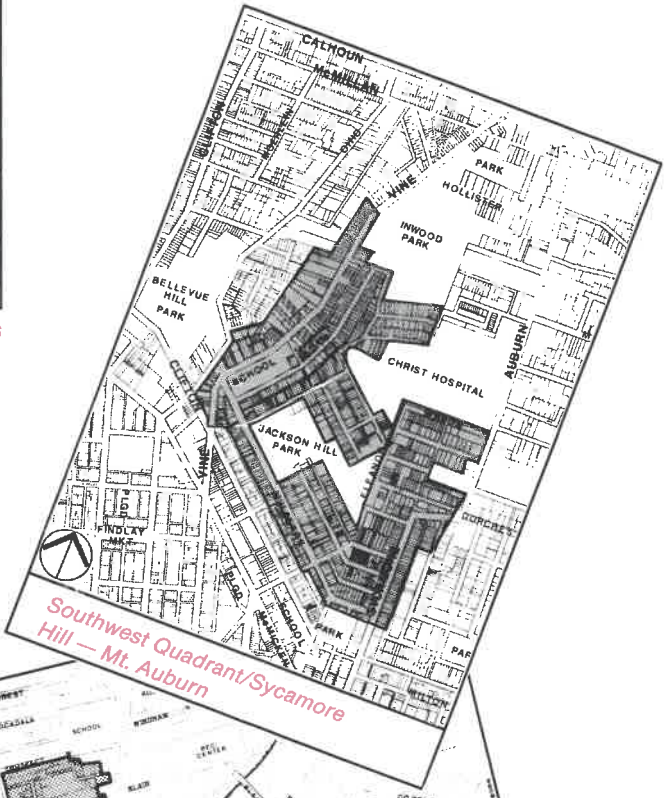
Two strategies for target areas—housing rehabilitation and public improvements (Emming at Ravine Street)

Residential Target Areas

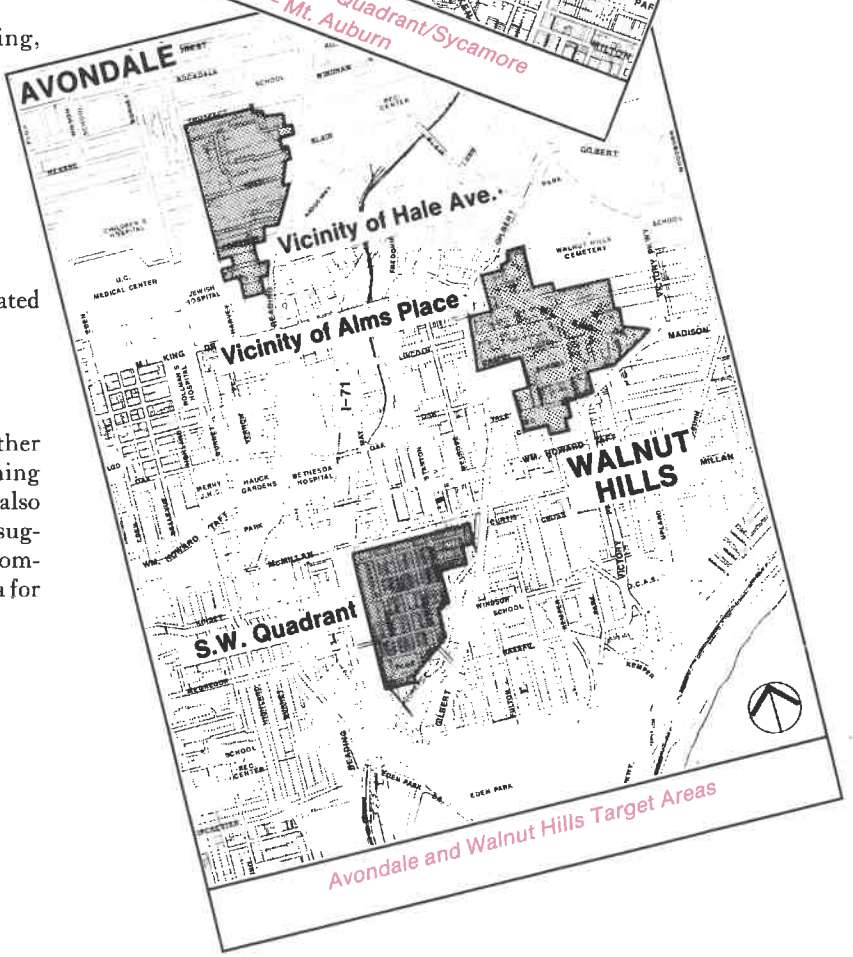
The purpose of the residential target areas strategy is to reestablish a sense of community in deteriorated residential sections of Uptown. Areas chosen are in need of stabilization and redevelopment. Typical physical improvements to be employed in each area will include many of the following:

- Infrastructure improvements (lighting, paving, seating, stairways...)
- Landscaping
- Vacant lot clean up
- Off-street parking
- Site assembly
- Removal of incompatible uses
- Housing rehabilitation
- New housing development
- Altered street patterns (closed streets, cul-de-sacs, vacated streets)
- New or expanded walkways and parks

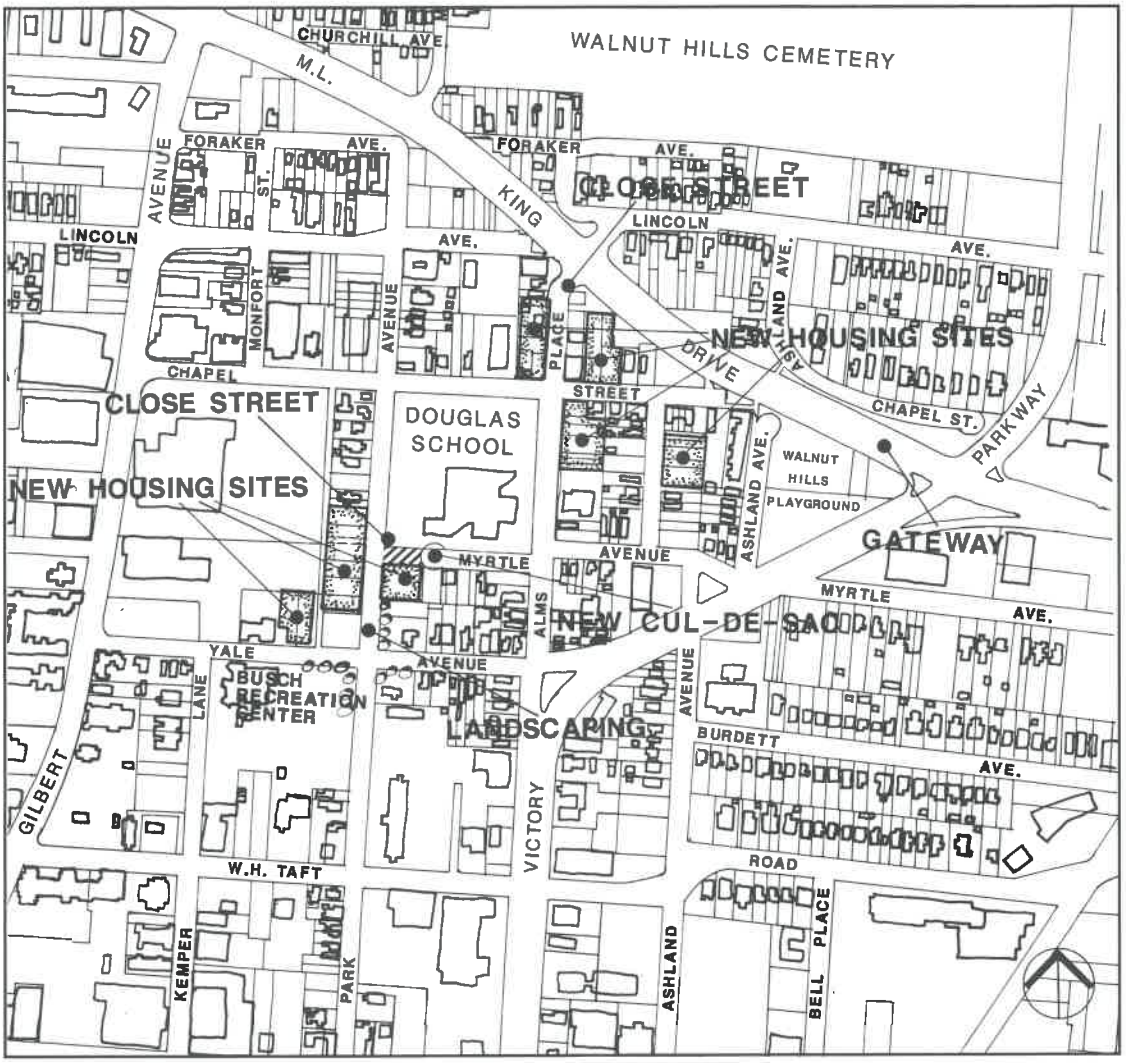
Rehabilitation of existing housing will be emphasized. Other actions such as the adoption of urban renewal plans and rezoning may also be necessary. More study and public comment are also necessary to determine the appropriateness of the target areas suggested, their proposed boundaries, and the improvements recommended. For a further description of the concept and the criteria for selection see "Residential Neighborhoods."



Southwest Quadrant/Sycamore Hill — Mt. Auburn



Avondale and Walnut Hills Target Areas



Dense new landscaping on King Drive can soften the impact the Melish Ave. extension has had on the area.

WALNUT HILLS

Area bisected by King Drive (Melish extension) in vicinity of Douglass School

- *Promote new housing* on vacant sites. Through new construction, establish a continuous edge or building wall around Douglass School site.
- *Eliminate vacant and severely deteriorated* structures for new housing sites or for open space for adjacent residents.
- *Concentrate rehabilitation programs.*
- *Add street trees* throughout area and denser landscaping along King Drive.
- *Screen parking lots.*
- *Close west end of Myrtle Avenue* and incorporate into school grounds. Connect to Bush Recreation Center.

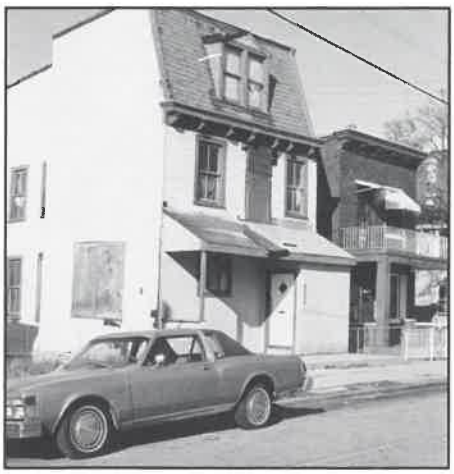
Vacant properties on Chapel Street—opportunities for new development

WALNUT HILLS

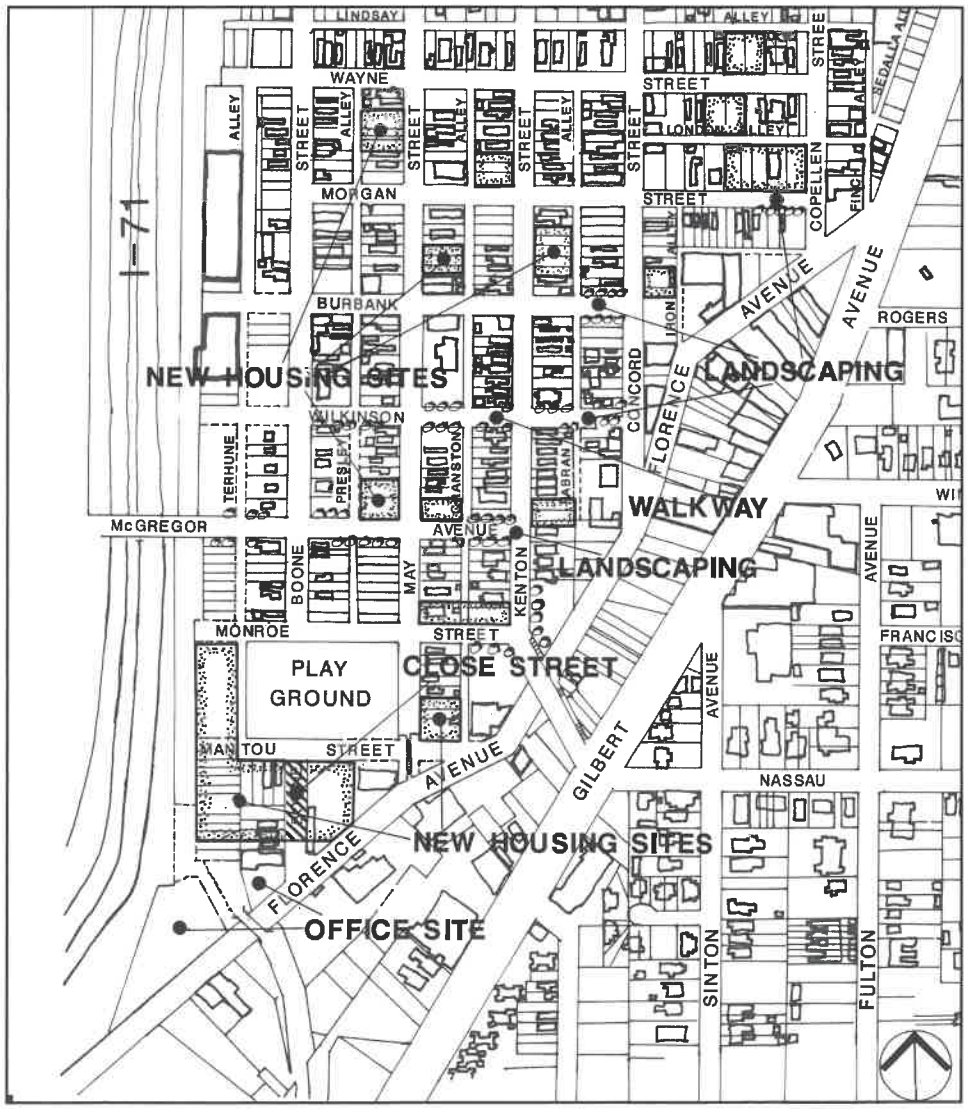
The southwest quadrant of Walnut Hills between Florence Avenue, I-71, and McMillan Street.

- Create a *landscaped boulevard* along McGregor Street and add street trees throughout area.
- *Close Boone Street* from Manitou to Florence Avenue to limit access and to provide a development site.
- *Redevelop the Manitou Street playground* and vicinity.
- *Develop a mixed-use project* at Manitou Street with housing next to the playground, taking advantage of the hillside and view, and with offices on the Florence Avenue side of the site.
- *Promote new housing* on vacant lots.
- *Remove incompatible commercial uses.*
- *Buffer housing* from commercial uses along McMillan, Boone, Florence, and Copelen Streets.

Wilkinson Street steps

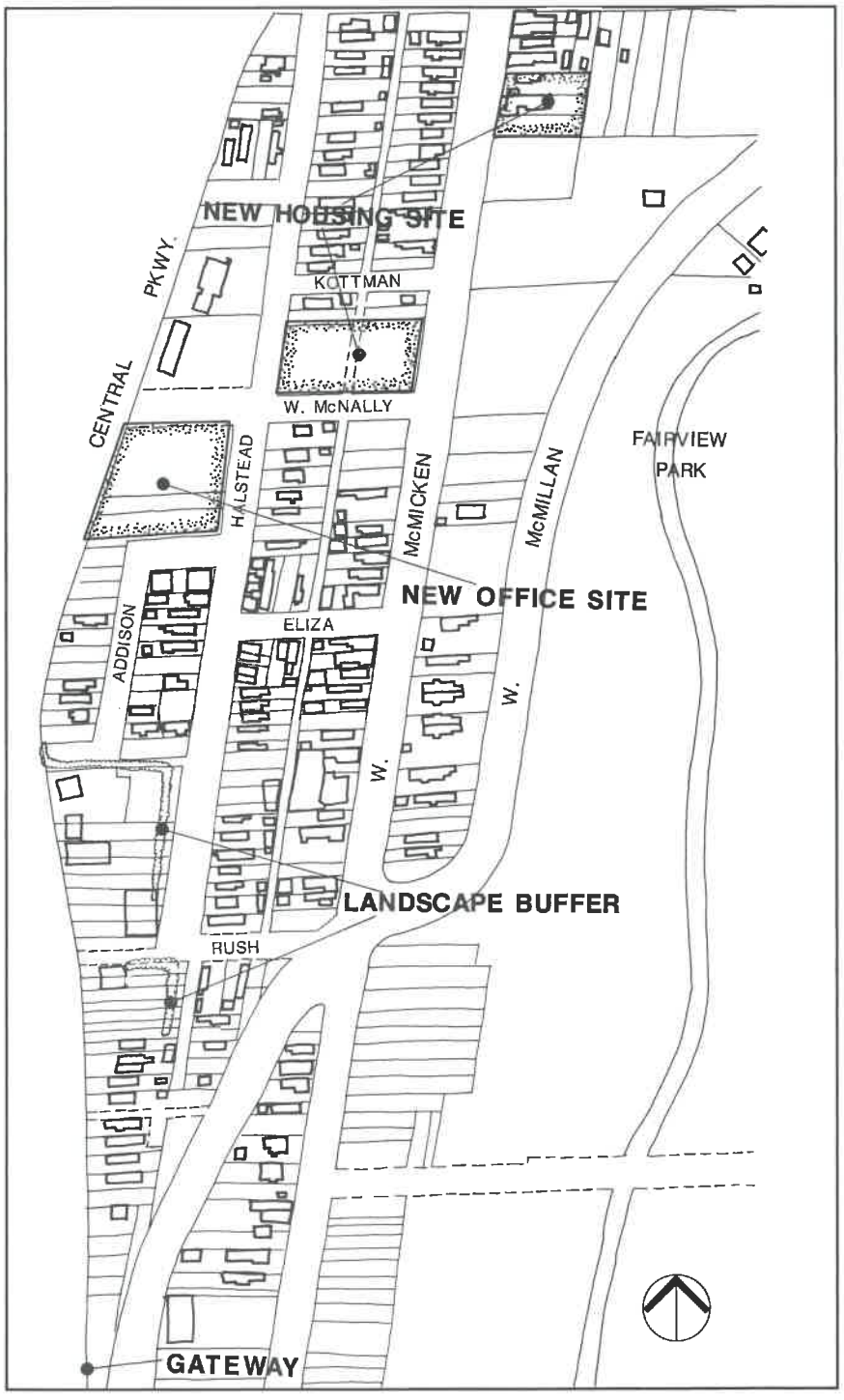


Residential street in area



CLIFTON HEIGHTS/UNIVERSITY HEIGHTS/FAIRVIEW

Area south of Straight Street in vicinity of Central Parkway, W. McMicken Ave., and Halstead Street



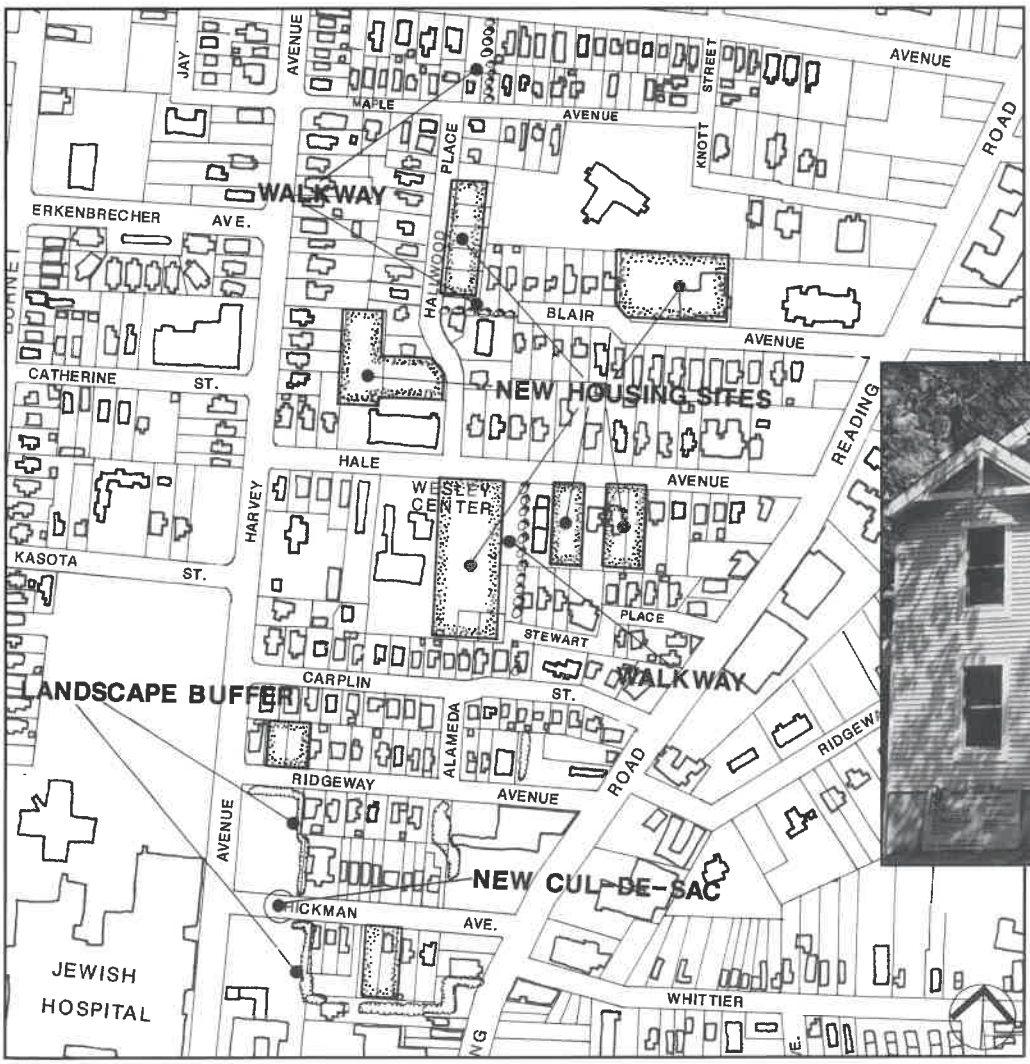
- *Promote new housing* on vacant sites.
- *Add street trees.*
- *Provide rehabilitation* assistance.
- *Remove incompatible* non-residential uses.
- *Create landscape buffers* adjacent to commercial properties.
- *Rehab or remove* vacant, deteriorated structures.
- Landscape parking lots.

AVONDALE

Area between Jewish Hospital and Reading Road

- *Construct three walkways:* 1) extending from the existing walkway at Stewart to Hale Ave., 2) Connecting the end of Blair to Hallwood, and 3) Connecting Maple to Prospect.
- *Promote New Housing* on 8 vacant sites.
- *Close off west end of Hickman Street* and build cul-de-sac to reduce thru traffic.
- *Build walls and extensive landscaping* around parking lots at the west end of Hickman and Ridgeway Avenues.
- *Create dense landscape buffers* at Reading Road entrances to Hickman and Ridgeway Avenues.
- *Rehab vacant building* on Hale Avenue.

Walkways can link adjacent streets

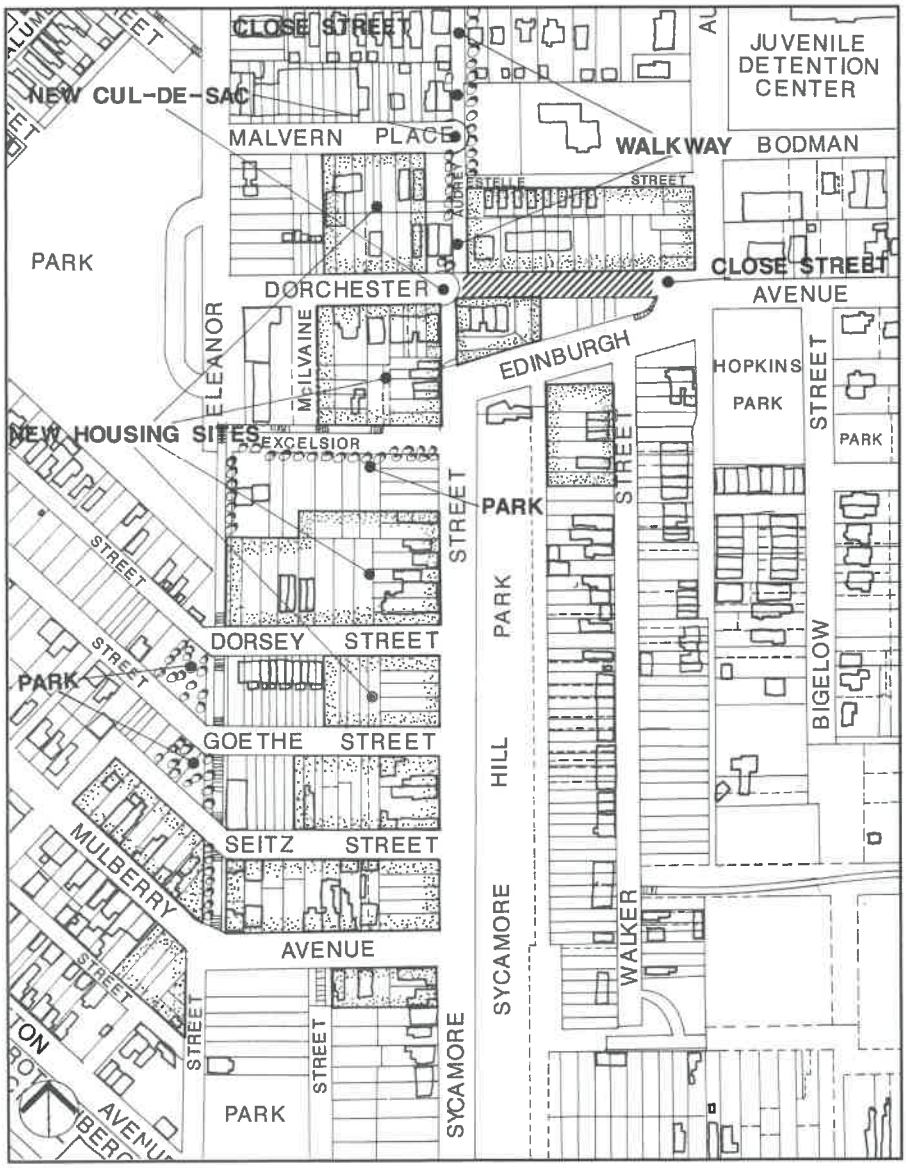


There are many sites for new housing. (This is in Walnut Hills.)

MT. AUBURN—SYCAMORE HILLSIDE

The Sycamore Street hillside, from Mason Street at the north to Mulberry Street at the south.

- *Promote major new housing* at Dorchester and along Sycamore Street.
- *Eliminate vacant buildings* through rehab, if feasible, or demolition for new housing sites.
- *Expand the walkway system* linking Christ Hospital and Dorchester Street by *converting Audrey Terrace* into a *walkway*, and connecting the east end of Malvern Place with Dorchester by constructing a *new stairway*.
- *Construct a cul-de-sac* at the east end of Malvern Place to eliminate the existing awkward circulation pattern and to create a more secure and attractive residential setting.
- *Close Dorchester* on the west side of Auburn Avenue to simplify the intersection and create a pedestrian walkway and expanded housing site.
- *Create Incline Park*, a small seating area adjacent to the Main Street steps at the site of the former Incline.
- *Rehabilitate buildings* as feasible on Huntington, Dorsey and Walker Streets.

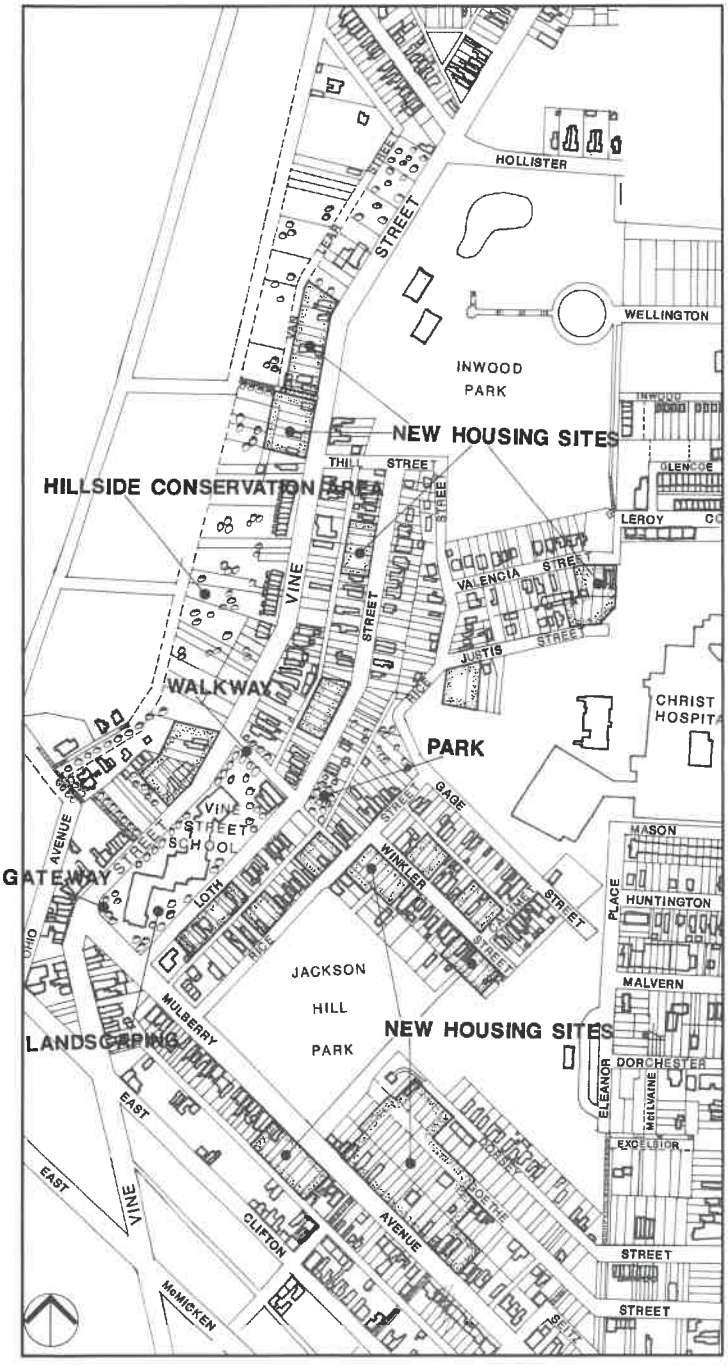


Main Street Steps

Example of new housing (this is in Walnut Hills)

MT. AUBURN—SOUTHWEST QUADRANT

Hillside streets below Jackson Hill Park, including Vine Street entrance to Uptown. Area bounded by Clifton Heights hillside, Over-The-Rhine, Christ Hospital and Inwood Park.



Steps and walkways can knit the area together.

- *Promote new housing* on vacant hillside sites.
- *Eliminate vacant buildings* through rehabilitation, if feasible.
- *Landscape* around Vine Street School, the Vine Street corridor, and at the gateway to the neighborhood.
- *Encourage the redevelopment of vacant lots* into landscaped parking lots or private open space.
- *Close alleys* between Vine and Rice Streets to convert them to walkways. Extend the system of walkways to connect the hillside area (above the west side of Vine Street) to Bellevue Park. (see "Greenways")
- *Add street trees* on Mulberry, Loth, and Rice Streets.
- *Revitalize the commercial area* at Vine/Clifton/Mulberry. Rehabilitate buildings for housing and offices. Landscape vacant lots. Provide off-street parking to support offices.
- *Repair steps* providing access from Mulberry Street to Jackson Hill Park.
- *Study historic designation* of parts of area to provide protection and establish identity and image.

The hillside setting around Jackson Hill Park

Office Centers

A strong office market is predicted for Uptown. Most of this space will be for medically related uses. The Economic Development Plan also describes the need for a particular kind of specialized office/laboratory space that would be targeted for the biotechnical industry.

The above described office development will be accommodated in four types of locations; 1) On or adjacent to the campuses of institutions, 2) Along linear office parks (Central Parkway, Victory Parkway, Florence Avenue, and Reading Road and Gilbert Avenue south of McMillan), 3) Within restructured NBDs and 4) Within two major office centers.

The first three office location types are described elsewhere in this plan. This design strategy addresses office centers. The office centers described below would constitute a medical/professional/research office district. Quality new construction and distinctive streetscape improvements would identify the centers as urban office parks. Both centers are within the I-71 corridor, and are in need of revitalization due to their many vacant properties and deterioration. Both offer many development sites with good access, and are close to Uptown hospitals.

New Offices at the U.C. Medical Center

Some existing buildings can be adapted to new uses. (Former auto services center, now office uses.)

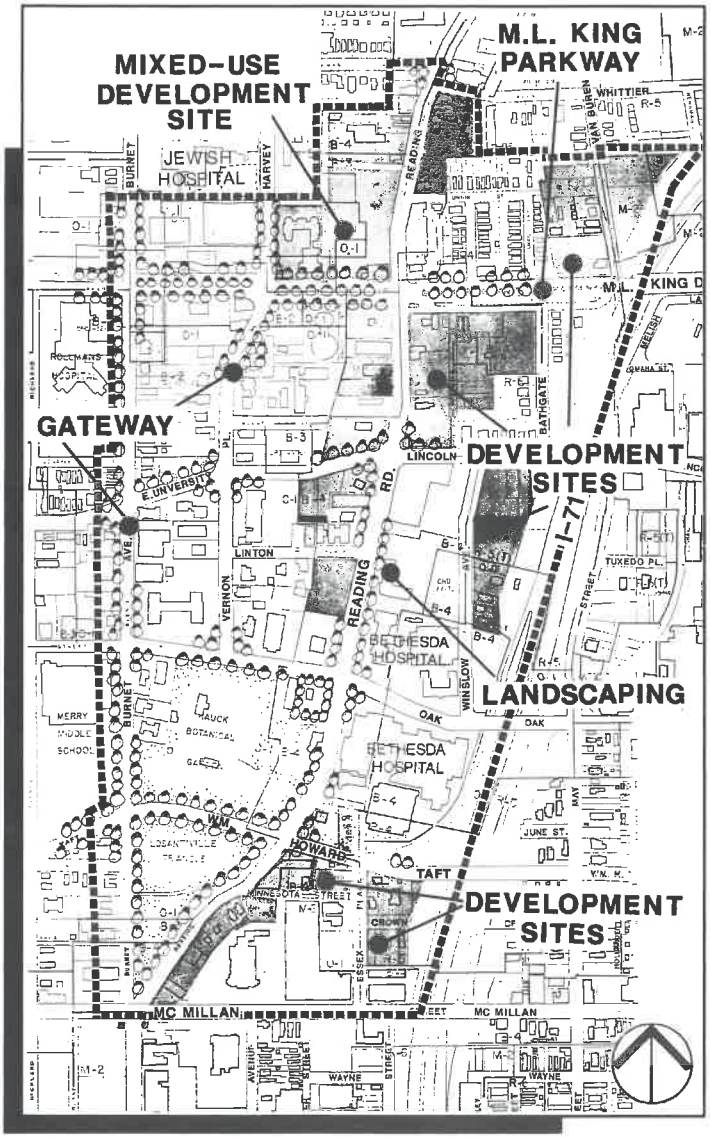
Columbian School site

READING/VERNON PLACE

A medical office district along Reading and Vernon Place, between Jewish Hospital and Bethesda Hospital. New construction sites total 30 acres—office (14.6 acres), mixed use (11.2 acres), institutional (4.2 acres).

Design and development ideas include the following:

- Provide *streetscape* improvements to key gateways and junctions, including:
  - Vernon Place/King Drive
  - Vernon Place/University Avenue
  - University Avenue/Lincoln/Reading
  - Oak Street/Reading
  - King Drive/Reading
- Establish *gateways* to delineate entrances to the office center at two Reading Road sites—at McMillan and at Hickman/Whittier.
- Create a *landscaped corridor* along Burnet Avenue and Reading Road and along the first block of Harvey Avenue north of King Drive. (Boulevard Treatment)
- Establish an urban renewal plan to allow for *site assembly* and for the *coordinated design* and development of the office center.
- Develop *new office buildings* on Reading Road sites.
- Encourage large-scale *mixed-use commercial* development on sites at the northwest and southeast corners of the King Drive/Reading Road intersection.
- Accommodate *institution-related development* on a site north and east of Bethesda adjacent to I-71.
- Retain potential future right-of-way for light rail transit along north side of King Drive.



Reading Road offers significant development opportunities.

Vacant sites on Reading Road.

Vacant industrial buildings can be put to new uses.

Above and below—two views of potential office sites on Van Buren Street.

Office Centers (cont.)

LINCOLN/OAK

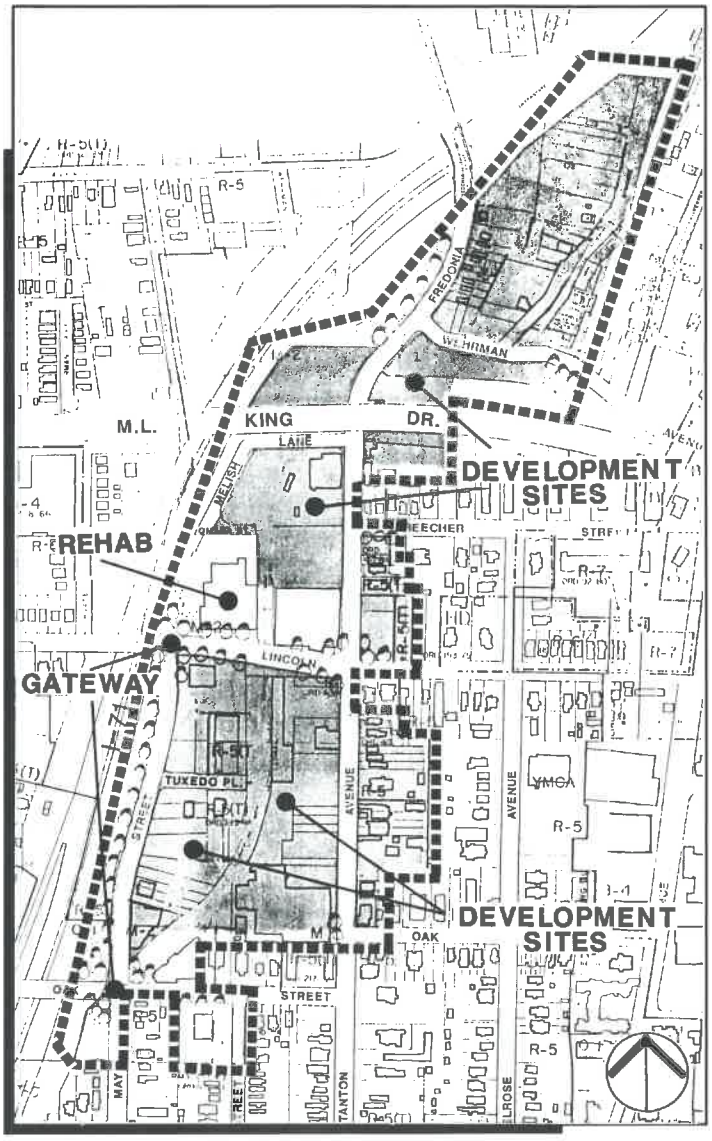
An office/research center adjacent to I-71 in the vicinity of Oak Street, Lincoln Avenue, and King Drive, east of Bethesda Hospital. New construction sites total 27.8 acres. The center could accommodate offices, a biotech business park, and the kinds of flex/warehouse space and vertical business parks described in the *Economic Development Plan*.

Design and development ideas include the following:

- Provide *streetscape* improvements to key gateways at I-71 at Oak Street, and I-71 at Lincoln Avenue.
- Create a *landscaped corridor* along Lincoln, May Street, and Fredonia Avenue.
- Promote *new office and research/development buildings* on vacant and underutilized sites.
- Encourage the *rehabilitation* of the former Ford Plant on Lincoln Avenue.
- Create a *landscape/fence buffer* along the east boundary of the district, adjacent to housing.
- Establish an urban renewal plan to allow for *site assembly* and for *coordinated design* and development.
- Retain Conrail right-of-way for potential future light rail transit or busway and retain site at King Drive/Stanton for potential station/transfer facility.

Vacant Properties can be redeveloped (Stanton Ave. site).

A multi-use office and biotechnical business park can be created along I-71.

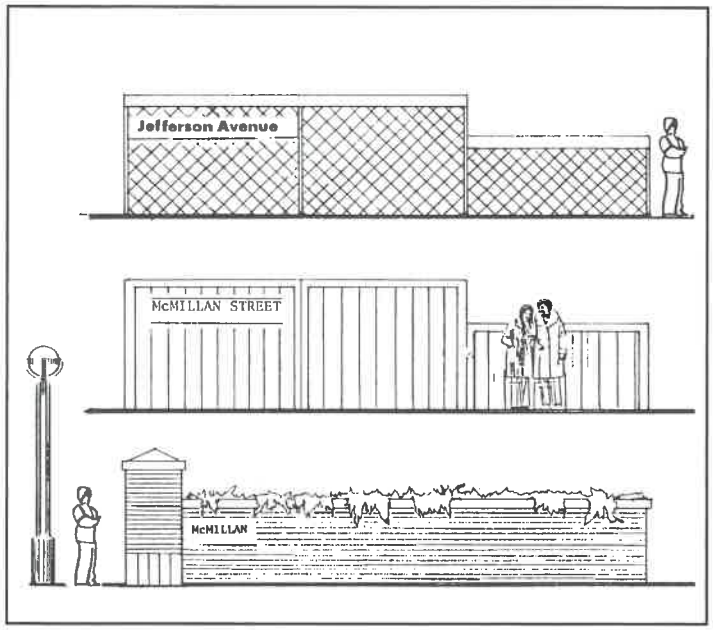


Industrial buildings can serve as incubator space for start-up enterprises.

Business Districts

The revitalization of business districts requires a multi-faceted approach which addresses four major areas: 1) organization, 2) promotion, 3) economic restructuring, and 4) design.

The following concepts concern only the design part of the economic equation. These concepts constitute a kind of design catalog of physical improvements for Uptown's major business districts. The other elements are of equal importance and are addressed elsewhere. The goal is to achieve distinctive, attractive and better functioning shopping areas—each with its own unique identity.



Examples of screening techniques at corners

A) Reestablish Pedestrian Scale and Character

There are many factors which detract from the sense of a pedestrian environment. These include the numerous curb cuts interrupting pedestrian flow and increasing congestion, parking lots adjacent to sidewalks, large and competing auto-oriented signs, and heavily traveled roadways which are difficult for pedestrians to cross.

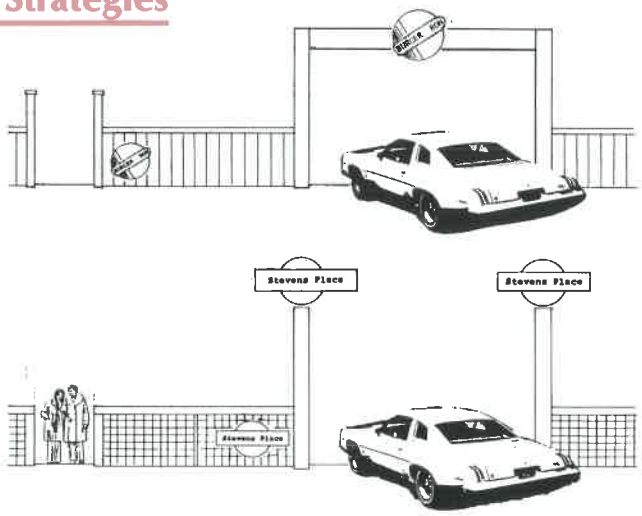
Design Ideas:

- *Screen walls/planters/fences and landscaping* to soften parking lot edges and create a more distinctive setting, but allow security surveillance.
- *Sign system* to organize and direct traffic into and out of parking lots. This would simplify access by eliminating some motorist confusion. It would cut down on congestion and achieve more attractive and consistent signs.
- *Intersection and crosswalk improvements* to facilitate and differentiate pedestrian crossings.
- *Streetscape improvements* to establish a pedestrian environment as well as a unique identity which pertains to the particular business district.
- *Development of pedestrian space* to provide a gathering place/focal point for the district.

View of Vine St. business district (center of photo)

Calhoun St. in foreground

Business Districts (cont.)



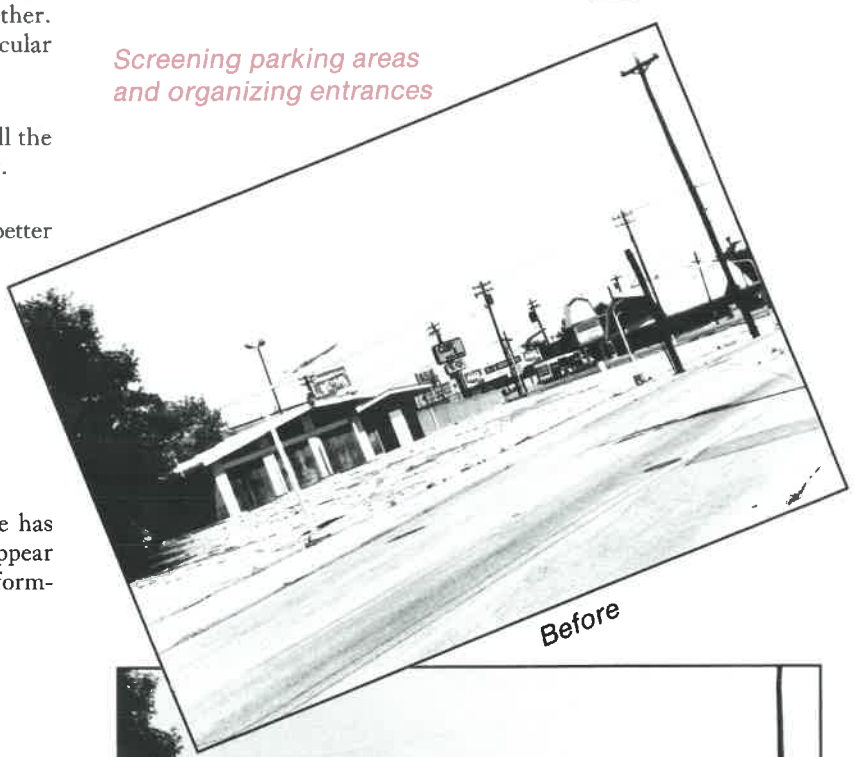
B) Tie Pieces of the District into a Cohesive Whole

Vacant lots, parking lots, buildings which are set back from the sidewalk, clashing signs and storefronts and other "holes" on the street (such as the presence of non-business uses), all detract from the sense of a coherent shopping area.

Design Ideas:

- *Landscaping* and streetscape improvements to bridge gaps in the district. This would tie the district together. Streetscape improvements could enhance a particular design theme for each district.
- *Developing new projects* with first floor retail to fill the business holes on the street and establish continuity.
- *Coordinating sign and storefront design* to achieve better clarity and a more attractive and coherent setting.

Screening parking areas and organizing entrances



After

C) Establish a Sense of Entry

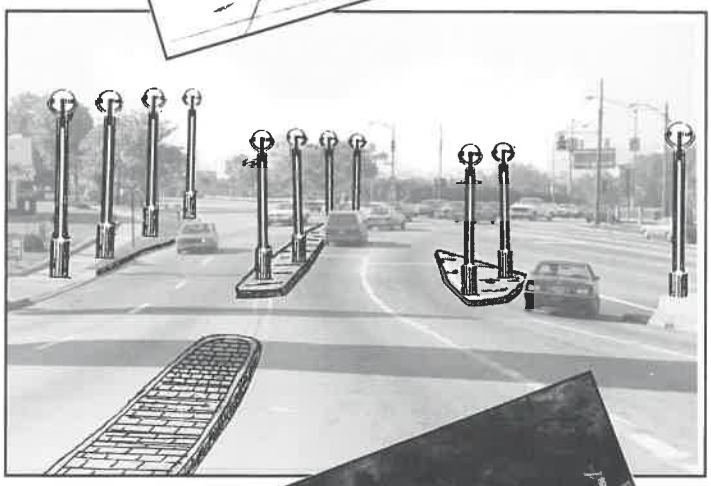
In some locations there is little to indicate when one has entered or left a business district. Businesses may appear scattered along a street and not even convey a sense of forming a district.

Design Ideas:

- *Create gateways* defining district entrances. These can be established through landscaping, banners, arches or other structures spanning across streets (like the new Findlay Market entryway at Central Parkway), or sign post/pillar structures.
- *Streetscape improvements* such as distinctive lighting standards, special paving and landscaping, and signs can help differentiate districts from their surroundings.
- *Buffer the edges* of districts with landscaping, walls, and fences to give the district a sense of enclosure and to screen parking lots and service areas from adjacent housing.■

Gateway—
King Drive
at
Central Pkwy.

Before

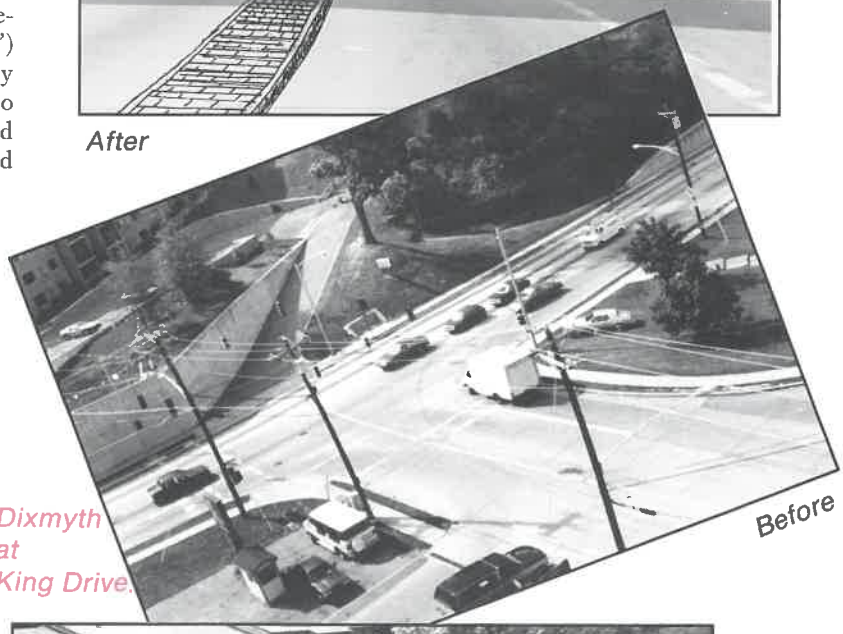


After

Front Yards/Front Doors

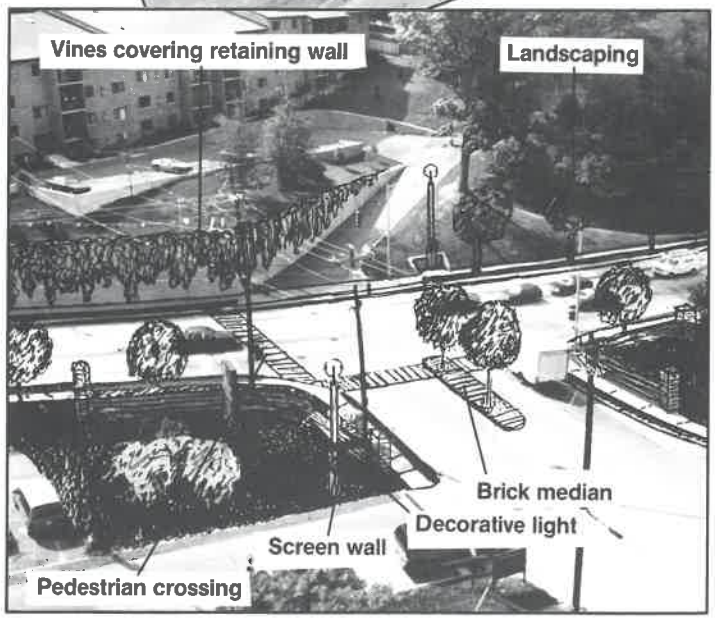
The physical definition and enhancement of Uptown's main entrances, its gateways (or "front yards"), and the enhancements of the entryways to its institutions (its "front doors") are a key part of the program to improve Uptown's image. Key intersections (junctions) also need special treatment. The intent is to create more attractive, gracious and grand entrances to Uptown and its institutions. Typical physical improvements to be employed include many of the following:

- Special paving (such as brick, stone, or other decorative materials).
- Distinctive lighting.
- Landscaping.
- Banners.
- Gateway structures (such as decorative fencing, low masonry walls or piers, or other structures to establish a sense of enclosure).
- Systematic and coordinated design of traffic signals/street lights/traffic control signs.
- Coordinated design/enhancement of existing buildings and new buildings which are located at key intersections and front doors.



Dixmyth
at
King Drive.

Before



After

Areas requiring enhancement:

A) FRONT YARDS (GATEWAYS)

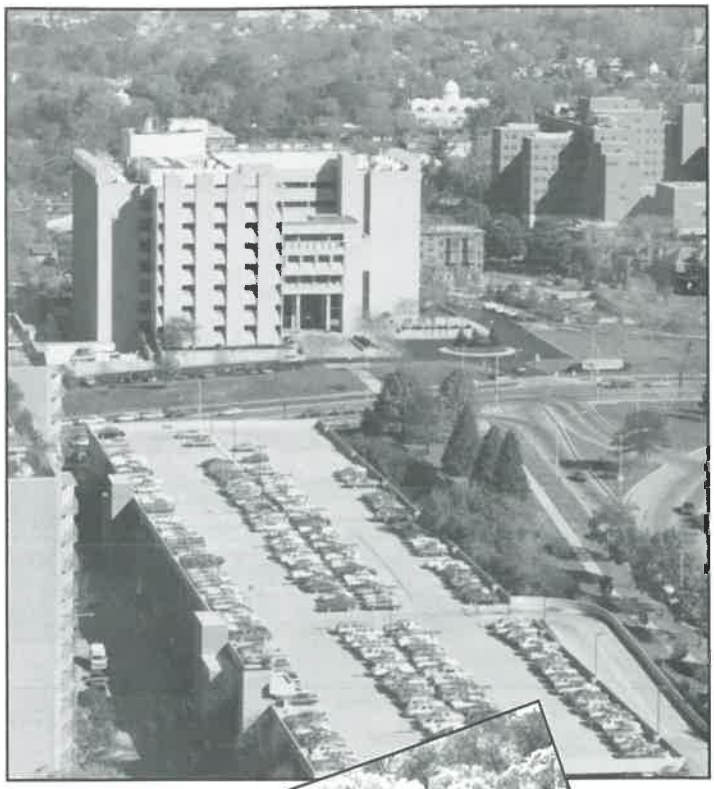
- Central Parkway at Marshall Avenue
- Central Parkway at King Drive
- Clifton at Vine Street
- Sycamore at Liberty Street
- Reading Road at Liberty Street
- Reading Road at Clinton Springs
- Vine Street at Mitchell Avenue
- Clifton Avenue at Spring Grove Avenue
- Central Parkway at Ravine Street

Front Yards/Front Doors (cont.)

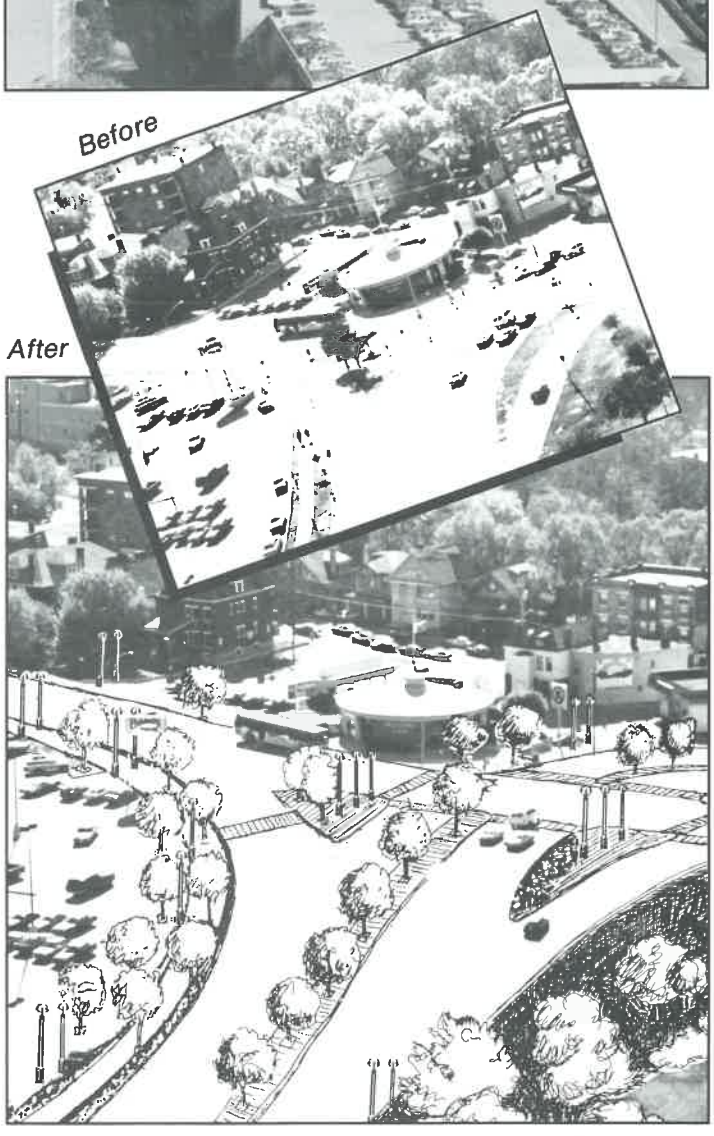
B) KEY INTERSECTIONS (JUNCTIONS)

Key intersections throughout Uptown require front yard-type enhancement. These crossroads include the following:

- Martin Luther King Drive at Reading Road
- Martin Luther King Drive at Gilbert Avenue
- Reading Road at Forest Avenue
- Gilbert Avenue at McMillan Street
- Vine Street at McMillan Street
- Sycamore Street/Auburn Avenue/Dorchester
- Martin Luther King Drive at Vernon Place
- Dixmyth Avenue at Clifton Avenue
- Vine Street/Jefferson Avenue/Calhoun Street



A key intersection at the center of Uptown—King/Vine/Jefferson.



Vine St. at Taft Rd. and Calhoun St.—an Uptown junction. Trees, medians and lights can lend an intersection distinction.

C) FRONT DOORS

- U.C./Burnet Woods at King Drive
- U.C./EPA at King Drive
- U.C. Medical Center at King Drive
- Cincinnati Zoo, Vine at Erkenbrecher
- Nixon/Jefferson/Vine (Veterans)
- Elland at Burnet (Childrens, Jewish Hospital)
- King Drive at Dixmyth (Good Samaritan)
- Clifton at Straight Street (Deaconess)
- Reading/Lincoln/Oak (Bethesda)

Parkways and Boulevards

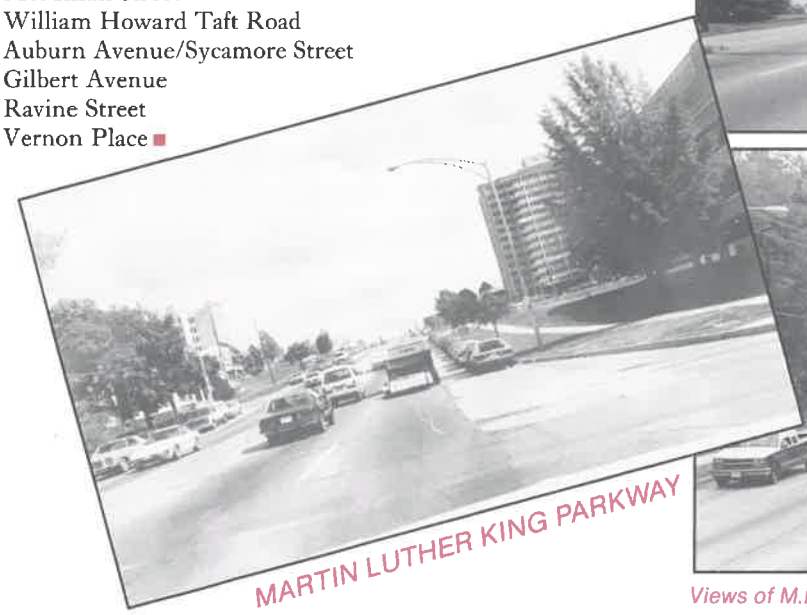
This is a program to establish distinctive, tree-lined thoroughfares which have special scenic qualities. Parkways are the primary green roadways of Uptown (Central and Victory Parkways are in place, Martin Luther King Drive, Eden Park Drive, and Elsinore Place can be enhanced to become parkways). Other roadways linking activity centers can become Uptown's boulevards. Typical design ideas to be employed are similar to those listed above for front yards/front doors, particularly landscaping and distinctive lighting. Examples include:

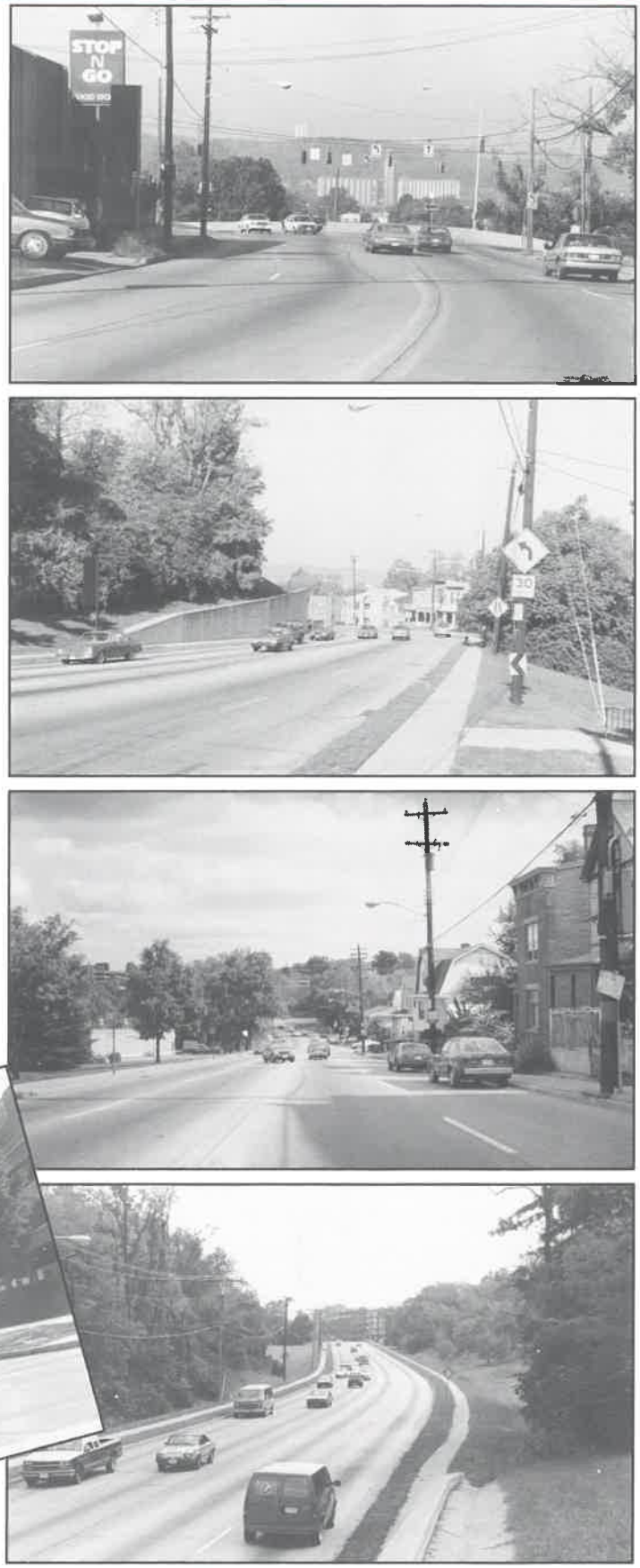
- Extensive tree plantings
- Landscaped median strips
- Wide tree belts
- Incorporation of bicycle paths
- "Boulevard lighting"

The streets to be converted/enhanced to become boulevards include:

BOULEVARDS

Ludlow/Jefferson/Nixon/Jefferson
Vine Street
Mitchell/Clinton Springs/Dana
Forest/Rockdale
Washington/Harvey (south to Forest Avenue)
Harvey (from King Drive north to Ridgeway)
Reading Road
Erkenbrecher Avenue
Burnet Avenue
Clifton Avenue
McMillan Street
William Howard Taft Road
Auburn Avenue/Sycamore Street
Gilbert Avenue
Ravine Street
Vernon Place ■





Views of M.L. King Drive as it crosses Uptown

Summary of Action Steps

The following is a list of recommended programs, projects and priorities. They are grouped by subject area. Costs appear at the end of this section in the Implementation/ Capital Improvement Plan.

This list can be used as a summary of action steps necessary for plan implementation. For a more thorough discussion on any of these programs or projects, see "Economic Development Strategies," "Design Strategies," and the "Feature Articles" of this plan.

Walnut Hills Street

HOUSING

1 Initiate a *RESIDENTIAL TARGET AREA* program by concentrating public works and city housing and development programs in selected areas (for selection criteria see "Residential Neighborhoods").

First Phase areas are those in poor condition and in which the city is currently carrying out housing activities. Priorities can change based on the availability of sponsorships or the presence of particular development opportunities (for a description of proposed improvements, see "Design Strategies"). The city should work with community organizations to seek corporate, institutional, commercial, or foundation sponsorship.

Rehabilitation and blight removal activities should be focused in these distressed residential areas or pockets which are deteriorated and in need (see location map in "Residential Neighborhoods".)

PHASE ONE

Walnut Hills (S.W. Quadrant)
Mt. Auburn (Sycamore Hill)

PHASE TWO

Walnut Hills (vicinity Douglass School)
Mt. Auburn (S.W. Quadrant)
Avondale (vicinity Hale Ave.)
CUF (vicinity McMicken & Halstead)
Corryville (vicinity Bellevue)

PHASE THREE

Other Distressed Housing Areas:

WALNUT HILLS

Oak/Melrose
Taft Road/Ashland
Kerper Avenue/Braxton

AVONDALE

Whittier/Ridgeway
Lexington Avenue

MT. AUBURN

Channing/Highland
Hughes/Sycamore

C.U.F.

W. McMillan/Calhoun/Ohio

2 Focus *clean-up activities* in residential areas through enforcement of existing health and housing regulations, development of new environmental health ordinances as may be appropriate, and cooperation of community groups working with businesses and Uptown institutions. Clean-up activities are an important part of city efforts to support the above Residential Target Areas. Litter and vacant lots are a major problem. (See "Community Development" and under separate cover, the "Uptown Livability Strategy").

First priority is assigned to Residential Target Areas so that concentrated clean-up efforts are part of a highly visible package, helping to encourage new residential investment. Second priority are pockets of distressed housing which are also in need of clean-up.

PRIORITY ONE
Residential Target Areas

PRIORITY TWO
Distressed Housing Areas

Suggested clean-up programs are listed below:

- Develop a program to speed the *elimination of vacant buildings* through rehabilitating, securing, or demolishing vacant problem structures.
- Develop a program to speed *removal of abandoned vehicles* from residential neighborhoods.
- Develop a *clean-up enhancement* package available to property owners for a fee. It could include increased frequency of garbage pick-up, disposal of old appliances and large items, and garbage can pick up and return for the elderly and disabled.
- Develop public and private funding sources for increased enforcement of housing, health, and anti-litter ordinances.
- Encourage community participation in Clean-Cincinnati programs and other beautification efforts.

3 Provide *financial incentives* in support of the above programs. (See "Economic Development Strategies"). The incentives listed below are in addition to existing housing programs (which have not been listed). The appropriateness of existing programs and the availability of funding to be applied to Uptown have yet to be determined. The below recommendations and costs are from the *Uptown Economic Development Plan.*

- Create a private sector low interest mortgage pool of *$5 million/year* for the next five to seven years.
- Target *$200,000/year* for the next five to seven years for rehab grants to senior citizens on fixed incomes.
- Create new funding tools to assist developers and contractors.

Corryville with U.C. Medical Center in the background

ECONOMIC DEVELOPMENT

1 *Consolidate smaller business districts* by encouraging the concentration of viable businesses. Reserve rehab loan programs, technical assistance, and public improvements for those areas designated to remain retail/commercial. Consider rezoning to limit the extent of retail/commercial properties in some locations and to encourage new housing/office development. Facilitate new development by acquiring/packaging key sites. (See "Development Sites" for key sites and "New Economic Development" for locations of smaller business districts.)

First priority is assigned to the most deteriorated districts. If a particular development opportunity becomes available, priorities can be reassigned.

PRIORITY ONE

Burnet Avenue
Lincoln/Gilbert

PRIORITY TWO

Vine/Forest
Jefferson/Ruther

PRIORITY THREE

Other small clusters
of businesses which are
no longer viable or
conflict with the plan.

2 *Revitalize the Primary Shopping Centers* through a program of public improvements (See "Design Strategies") and financial incentives (see "Economic Development Strategies"), developed in concert with business district organizations.

Phases have been determined based on need. Both Peebles Corner and Calhoun/McMillan are in transition, though their needs are different. Revitalization issues for Peebles Corner are primarily economic and developmental. Issues for Calhoun/McMillan are primarily design, traffic and parking, and the changing nature of its commercial uses. The Ludlow Business District does not have pressing economic or design needs.

PHASE ONE

Peebles Corner
Calhoun/McMillan (discussed in
plan as part of
University Village)

PHASE TWO

Reading Road District
University Village (discussed in
plan as part of
Calhoun/McMillan)

3 Promote the development of *Office Centers* through public improvements and site assembly, working with the private sector (see "Economic Development Strategies"). Two major office centers are identified in the plan. Reading Rd./Vernon Place is medical and professional office oriented. Lincoln Ave./Oak St. is research and mixed office/flexible commercial space oriented.

The Reading Road area was chosen for first phase activity because it is the more visually prominent of the two and it is in need of immediate revitalization. Given its vacant sites and proximity to hospitals, it is also more likely to be developed first. The Lincoln Ave./Oak Street area's development as a research park is more long range and dependent on many other actions. Its success will determine the need to extend the area north to Syracuse St./Werhman Ave. (See "Development Sites" for acreage and current use for these areas).

PHASE ONE

Reading Road/Vernon Place

PHASE TWO

Lincoln Avenue/Oak Street

PHASE THREE

Syracuse Street/Wehrman Avenue
(Northern extension of
Lincoln/Oak research park)

4 Support the development of *linear office parks* with landscaping, lighting, and traffic improvements. Though this program is closely related to boulevards (see "Greenways"), it is aimed at encouraging new office development and adaptive use.

Reading Road was chosen as first priority because of the deteriorated condition of properties along it, and its visual prominence as an entrance to the hospital area.

PHASE ONE

Reading Road (south of McMillan)

PHASE TWO

Gilbert Avenue
Florence Avenue

programs projects priorities

5 Provide *financial incentives* in support of the above programs (see "Economic Development Strategies"). The incentives listed below are in addition to existing commercial development programs. As with financial incentives for housing, the appropriateness of existing programs and the availability of funding to be applied to Uptown have yet to be determined. The recommendations and costs listed below are from the *Uptown Economic Development Plan.*

- Create a *commercial "Homesteading"* program to transfer tax delinquent or city-owned commercial properties to businesses.
- Provide *Loan Guarantees* for businesses for their working capital and for fixed assets such as fixtures and equipment.
- Provide *Technical Assistance grants* of up to $5000 to Merchants Associations.
- Consider *Special Improvements Districts* to raise funds for improvements and services.
- Establish a study group, 50% funded by the public sector for *$200,000*, to initiate a *Biotechnical Business Park.*
- Identify funding sources for *$5 million* over four years to assemble sites for office, biotechnical research, and industrial development.

6 *Provide Worker Training and Skills Enhancement.* Form an *Uptown Education-Economic Development Collaborative* merging institution, business, and resident resources to jointly work with public, private and institutional sectors to:

- Survey and match Uptown's unemployed labor skills with employers' needs.
- Customize training programs to meet needs of Uptown employers and to ensure bankable skills.
- Improve career ladders for entry level jobs.
- Market available opportunities to Uptown unemployed and to small business and institutions.
- Apply for new federal education funding for (a) technology education, dropout prevention, workplace literacy training, job training research, minority student aids programs; (b) employment and training services for dislocated workers under the new federal trade bill.
- Lobby for other federal, state, city, foundation and corporate funding.

7 *Develop a Housing Rehab Industry.* Tap Uptown's unemployed, low skilled population and youth as a labor pool for entry level jobs in an Uptown housing rehab, weatherization and home repair industry. Initiatives will require a cooperative public/private partnership involving building trades, business and neighborhood participation. Such services may be marketed to the elderly, female headed households and other low income qualifying populations (see "Economic Development Strategies").

To assist small developers to increase rehab volume, and to increase capacities of minority contractors, City incentives should:

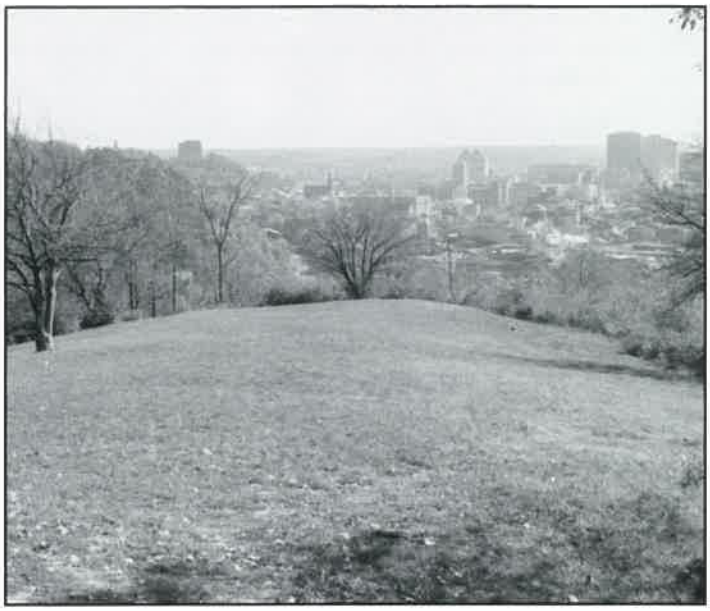
- Increase chances of rehabbers to obtain a construction loan by creating a city *"back up guarantee program,"* which would expand amounts of lending available.
- Improve access to working capital and mortgage financing commitments by basing mortgage commitments on qualifications established by the mortgage pool, allowing developers to pre-qualify purchasers, presell units, and reduce developers' carrying costs (see *Housing,* Programs, Projects and Priorities above).

8 *Provide Assistance to Small Business and Incubators.* An Uptown Education-Economic Development Coalition should promote expansion of Uptown's district economy by supporting small businesses as follows:

- Secure new funding for a *district economic action plan*—which among other things, identifies how to better market Uptown neighborhood goods and services to Uptown institutions, businesses and residents; identifies regional demands for which Uptown goods and services can be exported; and estimates costs, funding sources and identifies sponsors to promote the plan.
- *Market the minority business incubator services* to Uptown businesses ranging from rehab construction contractors and wholesale distributors, to professional offices, high technology and high-tech service industries. Likewise, consider a link to biotech businesses and to the design of the biotech incubator facility. (see "Economic Development Strategies")
- Develop tools to *address credit needs* of small businesses, focusing on minority and low income communities. This will respond to the current city credit needs assessment.

9 *Improve access to jobs* throughout the metropolitan area for Uptown's transit dependent unemployed residents (see *Transportation*). Take the following actions:

- Investigate as part of Queen City Metro's Comprehensive Operations Analysis the potential for a "privatization" reverse commute bus service from Uptown to 4 suburban locations on the outbound trips of the new direct service demonstration routes and/or the Blue Ash to Downtown express route.
- Investigate with Private Industry Council, Chamber of Commerce, OKI, Community Chest, Cincinnati Youth Collaborative and others how to match suburban employers hiring needs with skills of Uptown unemployed residents, and how to leverage public funding for van pool service from Metro's park-and-ride lots to job sites.



View from Bellevue Hill Park

PARKS AND OPEN SPACE

1 Establish a parkway image for *Martin Luther King Drive* through partial widening (Vine Street to Burnet Avenue), landscaping, and decorative lighting, banners, screen walls, and sculpture). Martin Luther King Parkway will become a major image-setter for Uptown's proposed public works (see "Greenways" and "Design Strategies").

First priority was assigned to the segment of King Drive now being planned for widening. The second phase is tied to the development of the University of Cincinnati's new "front door," and the development of the Walnut Hills residential target area around Alms Place (see "Design Strategies"). The final phase includes a corridor which has limited space for public improvements.

programs projects priorities

PHASE ONE

Vine Street to Reading Road.

PHASE TWO

Vine Street to Burnet Woods
Reading Road to Victory Parkway

PHASE THREE

Burnet Woods To Central Parkway

2 *Conserve hillsides* and *expand and link parks* through a program of public acquisition of key parcels as well as through donations, and scenic and conservation easement. First priority should be given to areas threatened by adverse development (see "Greenways").

CUF Hillsides

- Clifton Heights/Vine Street
- Ravine St./Klotter St./Hastings St.
- Fairview Ave./Conroy St.
- Coy Street

Avondale Hillsides

- Bonfield Dr./Canyon Dr.
- Washington Ave./Greenwood Ave.
- Burton Avenue

Clifton

- Interwood Ravine

3 Initiate *Walkway/Trail/Bikepath System* primarily within the existing public right-of-way and in conjunction with the above program of linking parks. Segments of the system can be built as funding/sponsorships become available for construction and maintenance. The first two phases are itemized below. Much of phase two consists of existing hillside steps and "paper" streets.

PHASE ONE

- Construct bike path on west side of Central Parkway.
- Incorporate bike path into King Drive right-of-way.

PHASE TWO

- As development of south and west hillsides of Mt. Auburn proceeds, construct walkway/stair system linking Jackson Hill Park/Dorchester Avenue area with the Vine Street/Bellevue Park hillside.

M.L. King Drive will be widened between Vine St. and Harvey Ave.

TRANSPORTATION

1 *Construct Improvements* at key intersections to reduce traffic congestion (see "Accessibility" for locations).

2 *Widen King Drive* from Vine Street to Harvey Avenue (see "Parks and Open Space" above) and reconstruct north side of Calhoun Street from Vine Street to Hartshorn Street.

3 Initiate *demonstration projects* to test solutions to on-street parking congestion in residential areas particularly south and west of the University (see "Residential Parking" article in "Accessibility").

4 Implement an improved *program to reduce traffic congestion* resulting from special events at the Zoo, U.C. sports complex, and night club/entertainment centers.

5 Promote the construction and joint-use of a shared parking facility in the vicinity of the Zoo (see "Institutional Growth and the *Uptown Economic Development Plan).*

6 Carry out study on *I-71 Access* to determine appropriateness of further planning for I-71/King Drive interchange and its impacts.

7 Actively encourage *Ride Share* at Uptown institutions and other major employers.

8 Pursue the establishment of *reverse commute transit* to provide Uptown's unemployed with access to suburban employment centers (as part of the four existing direct service suburban routes or the Blue Ash to downtown route). Also see Economic Development Programs below.

9 Establish a *low interest loan program* to encourage owners of residential property to construct *parking pads* in dense residential neighborhoods. This will help eliminate on-street parking congestion. Tax abatements could be offered to multi-unit building owners who participate in the program.

C.U.F. from Fairview Park

COMMUNITY DEVELOPMENT

1 Structure *Uptown Incorporated* (or similar organization) to act as *advocate, organizer and promoter* to help carry out the Plan. Such an organization can play a pivotal role in many of the above programs and projects. It can act as an umbrella agency for many organizational tasks, providing technical assistance, community services and funding. Uptown, Inc. would become Uptown's development and services agency, the link between the public and private sectors.

Several specific tasks in which Uptown, Inc. can be a primary mover and catalyst are listed below as individual programs and projects (see the feature articles on "Community Development," and "Institutions, Businesses and Housing - a partnership proposition" in the article on "Residential Neighborhoods").

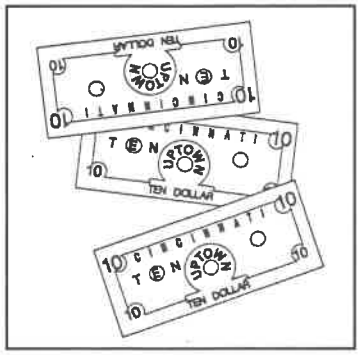
2 Create a *Community Partners* program to *improve the quality of life* in Uptown by involving institutions and businesses in the community. The program would delineate an area which falls within the sphere of influence of an institution or other major employer and, in partnership with that employer, develop projects to enhance areas selected.

Depending on neighborhood needs, selected projects could involve creation of jobs and job training, providing social services, contributing to housing programs, carrying out beautification, or any number of redevelopment or enhancement projects proposed in this plan.

3 Establish/expand *community/business/institution partnerships to meet the social needs of "at risk" populations,* assisting them to achieve self-sufficiency. Where these needs are evident in the vicinity of institutions, the below programs can be part of the Community Partners program.

- Expand *Adult Day Care* services at Uptown hospitals.
- Participate in *Meals on Wheels* using hospital kitchens for meal preparation.
- Provide *Day Care and Child Services* which will open access to employment opportunities especially for single parents.
- Target reduced cost *medical services* for Uptown residents.
- Expand *medical education outreach* to Uptown's schools, churches, and civic groups. ■

Implementation/ Capital Improvement Plan



The Implementation/ Capital Improvement Plan quantifies the recommended projects and programs. It lists what should be done, how much it will cost and sources of funding. The plan assumes that current basic city services will continue to be provided within existing budgetary constraints. The itemized costs of the Implementation Plan indicate Uptown's additional community development needs.

The costs associated with plan implementation may be reduced, however, by two factors: (1) current programs address some Uptown needs (such as housing rehabilitation and infrastructure), and (2) portions of current allocations for applicable programs can be targeted as Uptown's "Fair Share." The Fair Share concept is based on the fact that Uptown contains 24% of the City's unemployed, 26% of the City's poverty households, and 22% of the City's vacant housing units. It seems reasonable, therefore, that Uptown receive these percentages of funds spent city-wide to train and employ the unemployed, to house poverty families, and to eliminate blighted housing units.

If current public funding levels in Uptown are maintained *and* if Uptown receives its fair share of city-wide public dollars, the public commitment of new funding could be reduced by over $3 million the first year and by over $8 million for the 2nd through the 5th years of the program.

Though costs have been assigned and potential funding sources indentified, the availability of funding has not been determined nor the willingness to procure these funds. The proportion of public to private dollars and state to city funds also cannot yet be accurately determined until various funding mechanisms are in place and implementors have made commitments. The extent of foundation support, donations, private fund raising, and developer contributions will all greatly impact the funding picture.

As the plan is implemented various other factors could reduce the necessary levels of public support. Where market conditions indicate that incentives are not necessary, projected expenditures in subsequent years can be reduced. The success of revitalization in some areas could speed private redevelopment eliminating some of the need for public subsidies.

It should be noted that in many cases in the plan, *physical needs* (such as the number of substandard housing units and their rehabilitiation costs) can be determined but the *financial need* (such as how many owners need or qualify for low interest loans) cannot. Also, where elements of the plan include property acquisition, actual costs cannot yet be determined.

Monitoring of plan elements once they are initiated will be important to determine future directions and costs. Implementation action plans and special studies will also suggest future directions, funding strategies and plan amendments.

The Implementation Plan has five program elements which include the following: Housing, Economic Development, Parks and Open Space, Transportation, and Community Development. Costs have been assigned to first year projects and programs, and to second through fifth year activities. In many cases, however, only first and second year costs have been identified. Analysis of the effectiveness of these efforts and future conditions will determine financial and programmatic needs in subsequent years.

The process of determining program and project costs is one of balancing needs against achievable targets in any given year. This is based on experiences with similar programs elsewhere, potentially available funding, and a knowledge of city-wide program goals and capabilities. Following the itemized costs below is a description of the rationale used in setting Uptown program goals and annual targets. The basic aim has been to achieve a level of funding which will make a discernable impact on Uptown problems and to strategically foster and enhance new private development.

THE IMPLEMENTATION PLAN IN PERSPECTIVE

New property tax revenue generated by new Uptown investment plus increased earnings tax revenue received by the city from new Uptown jobs will exceed the city investment called for in the Capital Improvement Plan. *Direct one-time city expenditures will be paid back in new tax revenue by 1999.*

- *600 new jobs per year* will be generated in Uptown through the year 2005. By as early as 1995, earnings tax revenue from these jobs will total over *$6 million.*
- *9,600 new jobs* will be produced in Uptown by 2005. Cumulative earnings taxes from these jobs will reach *$39 million* by 2005.
- *$350 million* in new private investment is forecast for Uptown by 2005. This will generate *$8.8 million* in new property taxes for the city by 2005.

1. HOUSING

Project/Program Name	Total Cost/Units	Annual Target/1st Year Cost	Annual Target/1st Year Units	Year 2	Year 3	Year 4	Year 5	Funding Source
A) Rehab Assistance	$17,460,000* (822 Units)	$2,000,000	100 Units (Avrg $20,000)	$2,000,000	$2,000,000	$2,000,000	$2,000,000	• CDBG (Loan) • Other Public
B) Home Maintenance	Undetermined	$200,000	100 units (Avrg $2,000)	$200,000	$200,000	$200,000	$200,000	• CDBG (Grant) • Other Public
C) New Housing Incentives	Undetermined	$2,000,000	100 units (Avrg $20,000)	$2,000,000	$2,000,000	$2,000,000	—	• Public (Loan or Other Subsidy)
D) Site Assembly	Undetermined	$900,000 (Estimate)	**	$800,000	—	—	—	• Public & Resale of Land
E) Mortgage Pool	Undetermined	$5,000,000	Undetermined	$5,000,000	$5,000,000	$5,000,000	$5,000,000	• Private Lending
F) Blight Removal (Vacant Buildings)	$1,163,000 (233 bldgs.)	$230,000	46 Bldgs. (Avrg $5,000 per Demolition)	$230,000	$230,000	$230,000	$230,000	• Public (Lien Placed On Property)
G) Systematic Inspection (Housing, Health, Sanitation)	Undetermined	$50,000	Administration (Number of Properties Undetermined)	$50,000	$50,000	—	—	• Public
H) Infrastructure (In Target Areas)	$2,323,000 (6 Sites)	$1,000,000	2 Sites (Public Improvements)	$761,000	$562,000	—	—	• CDBG • Other Public • Private
SUBTOTAL		$11,380,000		$11,041,000	$10,042,000	$9,430,000	$7,430,000	
		Public $6,380,000 Private $5,000,000		$6,041,000 $5,000,000	$5,042,000 $5,000,000	$4,430,000 $5,000,000	$2,430,000 $5,000,000	

*This cost is based on bldg. condition. The number of owners requiring financial assistance is unknown.

**Will vary depending on the number of sites acquired, their location, and site preparation and relocation needs.

2. ECONOMIC DEVELOPMENT

JOBS AND TRAINING

Project/Program Name	Total Cost/Units	Annual Target/1st Year Cost	Annual Target/1st Year Units	Year 2	Year 3	Year 4	Year 5	Funding Source
A) Pre-Technical (Training Preparatory for Associate Degree Programs)	Undetermined	$330,000	100 Clients ($3,300 each)	$330,000 (50% Public 50% Private)	—	—	—	• Public/Private
B) Basic Education (Train for Entry Into Other Programs or Employment	Undetermined	$150,000	200 Clients ($750 each)	$150,000 (50%/50%)	—	—	—	• Public/Private
C) Vocational Educational (Train for Labor Market Needs)	Undetermined	$125,000	50 Clients ($2,500 each)	$125,000 (50%/50%)	—	—	—	• Public/Private
D) Customized Training (Specialized Skills Tied to Uptown's Needs)	Undetermined	$400,000	80 Clients ($5,000 each)	$400,000 (50%/50%)	—	—	—	• Public/Private
BUSINESS DISTRICT ASSISTANCE								
E) Streetscapes in NBDs	$2,700,000 (17,000 LF)	$450,000	2 Sites	$550,000	$650,000	$525,000	$525,000	• Private • Special Improvements Districts
F) Additional Enforcement/ Additional Maintenance in NBDs	Undetermined	$60,000	Sanitation/Safety Personnel	$60,000	—	—	—	• Private • Special Improvements Districts
G) Site Assembly (Commercial, Industrial, Bio-Tech)	50 Acres (Total Cost Undetermined)	$1,250,000	**	$1,250,000	$1,250,000	$1,250,000	—	• Public & Resale of Land
SUBTOTAL		$2,765,000		$2,865,00	$1,900,000	$1,775,000	$525,000	
		Public $2,255,000 Private $510,000		$1,752,500 $1,112,500	$1,250,000 650,000	$1,250,000 $525,000	0 $525,000	

**Will vary depending on the number of sites acquired, their location, and site preparation and relocation needs.

3. PARKS AND OPEN SPACE

Project/Program Name	Total Cost/Units	Annual Target/1st Year Cost	Annual Target/1st Year Units	Year 2	Year 3	Year 4	Year 5	Funding Source
A) Hillside Conservation	115 Acres (Total Cost Undetermined)	$1,742,000* (Estimated @ $1/SF)	40 Acres	25 Acres ($1,089,000)* (25% City, 25% Private, 50% State)	25 Acres ($1,089,000)*	25 Acres ($1,089,000)*	0	• Ohio Dept. of Natural Resources (ODNR) • Other Public • Donations/Foundations
B) Hike/Bike Trails	$1,406,000 (82,700 LF)	$333,000	19,600 LF	$400,000	$287,000	$129,000	$257,000	• ODNR • Ohio Dept. of Transportation (ODOT) • Other Public • Private Contributions
C) Parkway (Landscaping, Lighting)	$734,000 (16,800 LF)	$250,000	5,500 LF	$200,000	$142,500	$142,500	0	• Public
D) Boulevards —Office Parks	$400,000 (20,000 lf)	$200,000	10,000 LF	$200,000	0	0	0	• Tax Increment Financing
—All Others	$1,334,000 (66,700 lf)	$267,000	13,340 LF	$267,000	$267,000	$267,000	$267,000	• Public
E) Gateways	$949,000 (15 sites)	$285,000	3 major 2 minor	$166,000	$166,000	$166,000	$166,000	• Public
F) Junctions	$2,829,000 (13 sites)	$489,000	1 major 4 minor	$789,000	$517,000	$517,000	$517,000	• Public
SUBTOTAL		$3,566,000		$3,111,000	$2,468,500	$2,310,500	$1,207,000	
		Public $2,846,000 Private $720,000		$2,638,667 $472,333	$2,196,167 $272,333	$2,038,167 $272,333	$1,207,000 0	

*Will vary depending on which sites are acquired and their market value

4. TRANSPORTATION

Project/Program Name	Total Cost/Units	Annual Target/1st Year Cost	Annual Target/1st Year Units	Year 2	Year 3	Year 4	Year 5	Funding Source
Transportation System Management (TSM) Projects - Short Range								
A) Signalization	$16,500	$16,500	22 Sites ($750 each)	0	0	0	0	• Public
B) Intersection Improvements	$850,000 (17 Sites)	$350,000	7 Sites ($50,000 each)	$500,000	—	—	—	• Public
C) Crosswalks (Painting/Signs)	$7,000 (9 Sites)	$7,000	9 Sites	0	0	0	0	• Public
D) Directional Signs To Parking (NBDs, Institutions)	$14,000 (85 Signs)	$14,.000	85 Signs ($166 each)	0	0	0	0	• Private
E) Special Events Signs (U.C., Zoo)	$25,000	$25,000	Movable Signs	0	0	0	0	• Private
F) Marketing (Promote Public Transit, Car Pools, Shared Parking)	$75,000	$37,500	Administration, Advertising	$37,500	—	—	—	• Private
G) Parking Permits (Residential On-Street)	$50,000 (Pilot Program)	$50,000	Administration Start-Up	—	—	—	—	• Public-Year 1 • Private-On Going (Self-Sufficient)
H) Shared Parking In NBDs	Undetermined	$15,000	Administration/ Legal Work	$30,000	—	—	—	• Private
I) Parking Pads (Residential)	Undetermined	$100,000	25 Pads (Avrg $4,000 Each)	$100,000	$100,000	$100,000	—	• Public/Private
J) Zoning Studies (Parking Requirements, Design Review of Parking)	See "Community Development" Zone Change Studies							• Public
K) Special Events Traffic Control	Undetermined	$22,500	100 Events (Police Officers @ $225/Event)	$22,500	$22,500	$22,500	$22,500	• Private
SUBTOTAL		$637,500		$690,000	$122,500	$122,500	$22,500	
		Public $473,500 Private $164,000		$550,000 $140,000	$50,000 $72,500	$50,000 $72,500	0 $22,500	

TRANSPORTATION (Cont.)

Project/Program Name	Total Cost/Units	Annual Target/1st Year Cost	Annual Target/1st Year Units	Year 2	Year 3	Year 4	Year 5	Funding Source
LONGER RANGE PROJECTS								
L) M.L. King Drive Widening	$1,500,000	—	Roadway Widening	—	$1,500,000	0	0	• Public
M) King Drive/I-71 Interchange	Undetermined	—	Environ. Impact Statement (E.I.S.)	—	—	$500,000	—	• Public (Approx. 85% Fed./ 15% City)
N) Zoo/Shared Parking Garage	$14,000,000	—	2,000 Car Garage ($7,000/Space)	—	—	$14,000,000	0	• Public/Private
SUBTOTAL		—			—	$1,500,000	$14,500,000	—
TRANSPORTATION TOTAL		$637,500 Public $473,500 Private $164,000		$690,000 $550,000 $140,000	$1,622,500 $1,550,000 $72,500	$14,622,500 $7,550,000 $7,072,500	$22,500 0 $22,500	

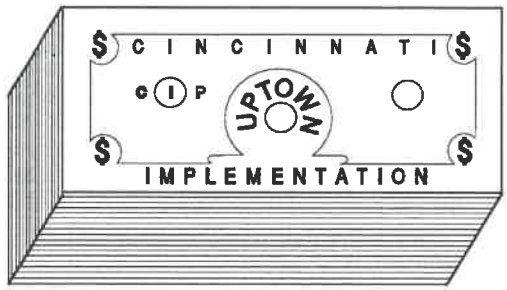
5. COMMUNITY DEVELOPMENT

Project/Program Name	Total Cost/Units	Annual Target/1st Year Cost	Annual Target/1st Year Units	Year 2	Year 3	Year 4	Year 5	Funding Source
A) Clean-up Enhancement (Materials, Staff Support)	Undetermined	$25,000	Residential Areas	$25,000	$25,000	—	—	• Public/Private
B) Safety Component 1) Police Sub-Stations (Storefronts)	Undetermined (4 Sites)	$10,000	Operation of 2 Stations ($5,000 each)	$20,000	$20,000	$20,000	—	• Private • Special Improvement District
2) Crime Prevention (Organization, Education, Outreach)	Undetermined	$20,000	2 Communities ($10,000 each)	$20,000	$20,000	—	—	• Public/Private
C) Development Service/ Planning								
1) Director of Development	Undetermined	$70,000	1 Position Plus Technical Support	$70,000	$70,000 (Private)	$70,000 (Private)	—	• Public/Private
2) Implementation Action Plans								
a) Urban Design/ Urban Renewal Plans	$195,000 to $260,000 (13 Areas)	$75,000	4 to 5 Plans (Avrg. $15,000 to $20,000)	$75,000	$75,000	—	—	• Public
b) Special Studies (Economic Action Plan, Greenbelt Plan, Market Studies, Bio-Tech Study, Feasibility Plans)	Undetermined	$80,000	1 to 3 Plans (Costs vary)	$100,000 (50% Public/ 50% Private)	$100,000 (50%/50%)	$50,000 (Public)	—	• Public/Private
c) Zone Change Studies	$42,000 (14 Areas)	$12,000	4 Studies (Avrg. $3,000)	$12,000	$18,000	—	—	• Public
3) Business District Technical Assistance	Undetermined	$30,000	6 Grants (Avrg. $5,000)	$30,000 (50%/50%)	—	—	—	• Public/Private
SUBTOTAL		$322,000		$352,000	$328,000	$140,000		
		Public $289,500 Private $32,500		$244,500 $107,500	$165,500 $162,500	$50,000 $90,000	—	

	Annual Target/1st Year Cost	Year 2	Year 3	Year 4	Year 5	TOTAL
GRAND TOTAL	$18,670,500	$18,059,000	$16,361,000	$28,278,500	$9,184,500	$90,553,000
	Public $12,244,000 Private $6,926,5000	$11,226,667 $6,832,333	$10,203,667 $6,157,333	$15,318,167 $12,959,833	$3,637,000 $5,547,500	$52,629,501 $37,923,499

Notes on the Implementation/ Capital Improvement Plan

The Rationale Used in Setting Program Goals and Annual Targets



HOUSING

The Target Figure of 300 units per year amounts to 20% of the number of units to be assisted city-wide in 1989/1990. The actual number of units assisted will depend on costs/needs of individual projects. Though Uptown contains 17% of the city's housing units, it has 26% of all poverty level households, and clearly has significant rehabilitation needs.

Rehab Assistance would be in the form of low interest loans. *New Housing Incentives* may include a combination of loans and grants based on project needs. Grants, land write downs or other forms of subsidy may prove necessary to encourage new affordable housing. *Home Maintenance* grants would cover emergency repairs, code violation corrections, and minor rehab for low income and fixed-income residents. The *Mortgage Pool* is aimed at supplying financing where it is now difficult to obtain.

In order to provide sites for new housing, some publically funded *Site Assembly* is likely. Actual acquisition costs, relocation and site preparation costs cannot be determined until specific project needs are known.

Uptown contains 22% of the city's vacant buildings. The target for *Blight Removal* amounts to the elimination of 20% of Uptown's vacant buildings per year. If applied to the three most impacted of Uptown's neighborhoods, this target would result in the elimination of 15 of the most problematic properties in each neighborhood each year. The program pertains only to cases in which the owner does not comply with orders and when the building cannot be rehabilitated. Some of the targeted buildings may turn out to be demolished by owners, (as it is their responsibility) reducing public expenditures.

Systematic Inspection entails coordinated multi-departmental response to problem properties. Primary costs are for additional inspections. The number of properties to be reached cannot be determined, but will depend on the complexity of each case. *Infrastructure* costs are for public improvements to support Residential Target Areas. The annual target is based on reaching two areas per year.

ECONOMIC DEVELOPMENT

Jobs and Training

Some of Uptown's neighborhoods have twice the city's unemployment rate. There are also many underemployed. At the same time there are unfilled medical and research-related jobs in Uptown.

Uptown contains 24% of the city's unemployed. This makes *Jobs and Training* a key feature of Uptown's Economic Development Program. The city-wide goal of the City Employment and Training Division in 1988 was to serve 4,580 people. Based on population (Uptown houses 16% of the city), and the 1988 city goal, 733 Uptown residents should be served by Employment and Training Programs. Based on unemployment rates, however, (24% of all unemployed), 1,100 Uptown residents should be served. The conservative target selected (430) should, over two years, make significant in-roads in the problem. Year two program costs, and subsequent years if necessary, would be shared equally by the public and private sector. Many of the training programs would be tied to specific job openings. The total training needs of the Uptown community cannot be determined. After year 2, an assessment of needs and the jobs program should be carried out.

Business District Assistance

Streetscape improvements in Neighborhood Business Districts (NBDs) would be funded primarily by those directly benefiting, with financing derived from special assessments (special improvements district). *Additional Enforcement* of litter laws, and additional police protection can also be funded in this way. *Additional Maintenance* can be funded through special asssessments as well.

Site Assembly targets are based on the recommendations of the *Uptown Economic Development Plan.* As with other programs involving property acquisition, actual costs will be based on specific project needs.

PARKS AND OPEN SPACE

Hillside Conservation targets are based on protecting endangered hillsides first. Costs cannot be determined until properties are appraised and prices negotiated. It also cannot be determined how much land may be donated for conservation purposes or how much protection may be achieved through easements. First year figures assume $1/SF which could be well below actual costs.

The *Hike/Bike Trail* costs are for construction only. Most of the system would be in public r.o.w. or on other public lands. Other locations would primarily be on the above conservation lands. The first year target is for a Central Parkway bike trail.

Parkway improvements are amenities such as decorative lighting, landscaping and special paving for Martin Luther King Drive. These costs are in addition to widening costs which are included under Transportation. *Boulevards* in Office Parks would be funded through Tax Increment Financing. Other Boulevard treatment, primarily in residential areas, would be city funded. Specific *Gateway* and *Junction* costs will vary based on site conditions/needs.

TRANSPORTATION

Transportation costs are based largely on the *Uptown Transportation Plan* prepared by Pflum, Klausmeier and Gehrum. The effectiveness of first year projects will determine the need for any future and potentially more intensive projects. Most transportation projects are short range and should be complete by the end of the second year of funding.

The construction of an *I-71/King Drive Interchange*, if carried out, would occur beyond the five year range of the Implementation Plan. The results of the Environmental Impact Statement (E.I.S.), the level of community support, and the availability of future funding will determine if a new interchange is eventually built. A major new *garage* to be shared by the Zoo and nearby hospitals is recommended in the next five years as surface parking on Zoo grounds is replaced by new structures. The location and design of the garage and the appropriate distribution of public and private costs are not yet determined.

COMMUNITY DEVELOPMENT

Community development activities are oriented toward programs rather than capital projects. *Clean-up enhancement* and *Crime Prevention* are geared toward staff and materials needed to foster community involvement and awareness. Block-watch is an example of a successful Crime Prevention Program. Clean Cincinnati runs many successful examples of litter reduction programs. The target figures anticipate that each of Uptown's

COMMUNITY DEVELOPMENT - CONTINUED

neighborhoods would participate in these programs. *Police Substations* in business districts would increase the police presence in four areas over a period of two years. All these programs would continue, after initial start-up costs, as needed.

The *Director of Development* position is responsible for coordination and timely completion of lst year projects and initiation and monitoring of lst year programs; identification of funding sources and implementors for years 2 - 5; writing grant proposals as needed and securing funding commitments; refining public/private sector roles and means for effective implementation; managing implementation plans/special studies and advocating/promoting Uptown development. After the first two years the necessity of maintaining such a position should be determined with funding provided by the private sector.

Implementation Action Plans are those detailed plans which are required before development can proceed. Urban Design and Urban Renewal plans enable property acquisition and other development activities to take place in NBDs, Office Centers, and Residential Target Areas. The costs of *Special Studies* vary widely based on the scope of work and complexity of issues. Specific projects and needs may generate additional studies. In each case these plans and studies are necessary to determine the need and feasibility of a course of action.

Two anticipated studies include the following:

- Economic Action Plan: Identify goods and services purchased from outside of Uptown by Uptown's institutions and businesses. Target and then market existing or potential new goods and services which can be provided by Uptown businesses.

- Greenbelt Plan: Develop a greenbelt conservation plan. Determine acquisition, donation and easement opportunities. Identify funding sources, donors and maintenance provisions.

For *Zone Change Studies*, the size, complexity, and degree of controversy generated by each area chosen for study will determine actual cost. In 1989, six studies were budgeted. The annual target (4) is in addition to those studies currently budgeted.

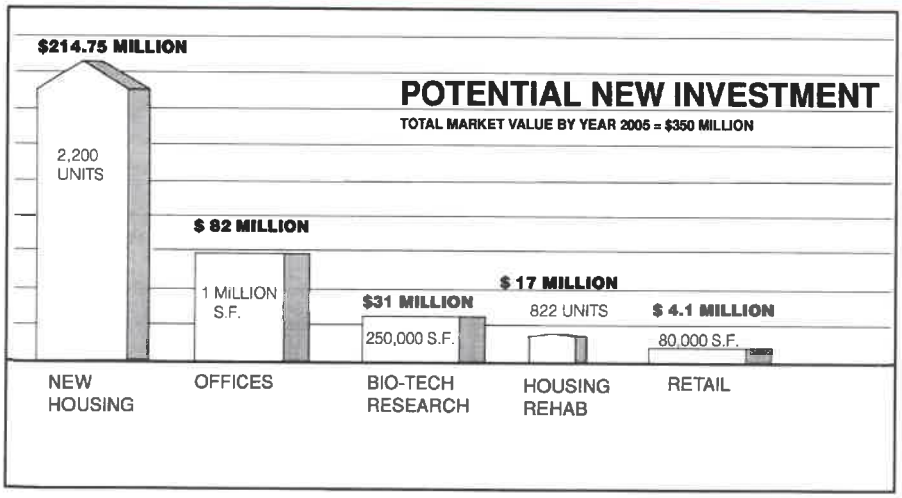
The total number of study areas can increase in the future if new zoning issues develop. Also, the number of studies (14) does not include the many potential districts and sites which could qualify for historic designation studies. These studies would generally be initiated at the request of communities.

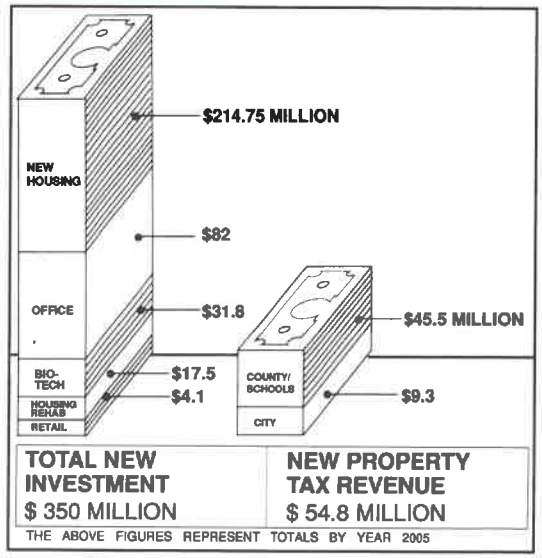
Programs	Public Funds CDBG/CIP/General Fund/Fed. Highway Funds/ Ohio Dept. of Natural Resources/JTPA/Other			Private Funds Donors/Corporations/Foundations/ Assessments/Developer costs/Other		Total Costs
	City		State/Federal			
	Capital Expenditures, Grants, Program costs	Loans		Capital Expenditures, Grants, Program costs	Loans	
Housing	$3,380,000	$3,000,000	–	–	$5,000,000	$11,380,000
Year 1	6,993,000	11,000,000	–	–	20,000,000	37,943,000
2-5						
Subtotal	10,323,000	14,000,000	–	–	25,000,000	49,323,000
Economic Development	1,250,000	–	1,005,000	510,000	–	2,765,000
Year 1	3,750,000	–	502,500	2,812,500	–	7,065,000
2-3						
Subtotal	5,000,000	–	1,507,500	3,322,500	–	9,830,000
Parks and Open Space	1,642,000	–	1,204,000	720,000	–	3,566,000
Year 1	5,373,501	–	2,706,500	1,016,999	–	9,097,000
2-5						
Subtotal	7,015,501	–	3,910,500	1,736,999	–	12,663,000
Transportation	423,500	50,000	–	164,000	–	637,500
Year 1	2,950,000	150,000	6,550,000	7,307,500	–	16,957,500
2-5						
Subtotal	3,373,500	2,000,000	6,550,000	7,471,500	–	17,595,000
Community Development	289,500	–	–	32,500	–	322,000
Year 1	460,000	–	–	360,000	–	820,000
2-5						
Subtotal	749,500	–	–	392,500	–	1,142,000
Year 1 Total	6,985,000	3,050,000	2,209,000	1,426,500	5,000,000	18,670,500
Years	19,476,501	11,150,000	9,759,000	11,496,999	20,000,000	71,882,500
2-5 Total						
GRAND TOTAL	26,461,501	14,200,000	11,968,000	12,923,499	25,000,000	90,553,000
	Total Public Investment $52,629,501			Total Private Investment $37,723,479		

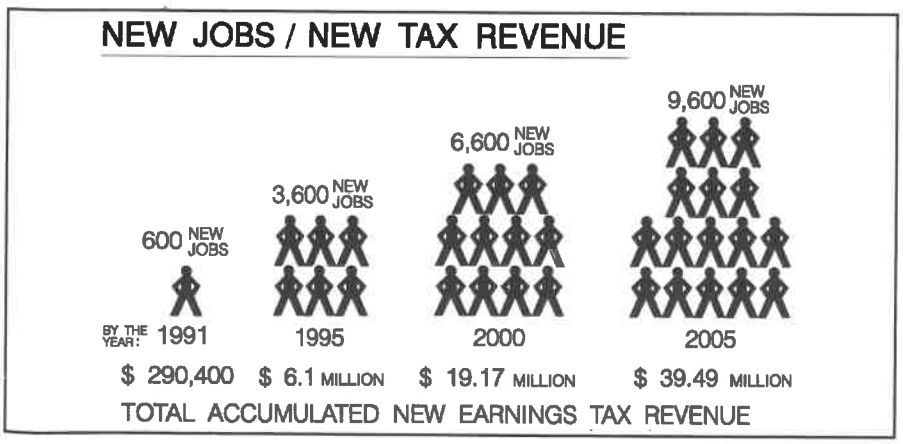
C.I.P. SUMMARY
Five Year Plan

The Capital Improvement Plan Summary is a compilation of costs associated with the implementation of the Uptown Plan for the first five years of the program. This chart summarizes the itemized costs shown on the previous pages. Some of the public and private costs are reimbursable and these are indicated as loans.

Significant levels of investment are called for from both the public and private sectors. These costs are balanced by significant economic benefits. Some of these economic benefits are illustrated in charts below. The calculations of benefits are all relatively conservative and do not account for future increases in salaries, costs and appreciation. A number of forecasts also predict even larger job growth, especially in health services.







ECONOMIC BENEFITS

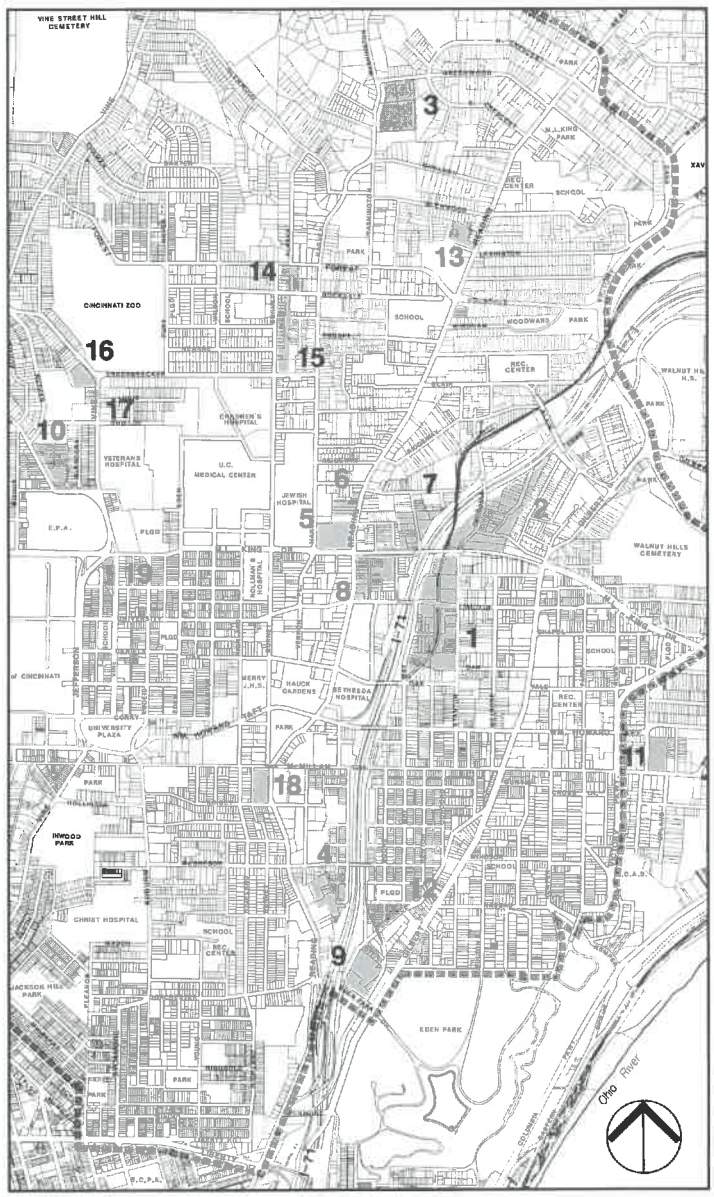
The City's share of new earnings tax revenue which would be derived from new jobs by 2005 will total over $39 million. Total private investment by the year 2005 will generate over $9 million in new property taxes to the city. Cumulatively, by 2005, the City of Cincinnati will have received $48.8 million in new revenue from Uptown's growth and revitalization.

DEVELOPMENT SITES

The Uptown Plan has identified a number of key potential development sites which offer significant opportunities for new development. Most of these sites are privately owned, however, and there may already be plans to develop all or part of many of the sites. This plan also does not address potential acquisition and assembly problems due to multiple ownership, or any potential development difficulties due to the physical attributes of the sites.

Generally, the substantial size of the sites, their accessibility and visibility, and their location near supporting uses and activities, suggest that they have the potential for new development. Sites selected were also chosen because of their present deterioration or underutilization—most are currently vacant land, parking lots, and blighted properties. The redevelopment of these sites should lend stability to their surroundings and act as a catalyst for further revitalization.

Below is a "shopping list" of potential development sites, many of which have been addressed conceptually elsewhere in the plan. This site summary lists individual properties or clusters of properties which were previously described or alluded to in articles on "New Economic Development" (see "A Bright Future for Office Development," "Restructuring Small NBDs," and "An Urban Research Park"). Ideas on how to develop these sites and what the appropriate uses should be are discussed under "Economic Development Strategies" and "Design Strategies" (see *Office Centers and Business Districts).*■



Vacant Reading Road sites

Development site on Stanton Ave.

SIGNIFICANT DEVELOPMENT SITES

Hillside sites offer views

Surface parking lots detract from residential areas

	Location	Acres	Projected Use	Current use	Further Info/How Site Fits in Plan
1.	Stanton Ave. properties Oak St. to King Dr.	17.8	Office/Research & Development	Commercial/Industrial—many vacant prop. includes mostly vacant 200,000 s.f. plant	Office Centers
2.	Syracuse St./Wehrman Ave.	10.0	Office/Research & Development	Vacant land & wrecking yard. Few houses.	Office Centers
3.	Washington Avenue/ Greenwood Avenue	7.0	Housing	Vacant land	Residential Neighborhoods
4.	McGregor/westside I-71	5.8	Commercial/Office	Vacant properties—commercial/industrial 11 units	Economic Development Strategies
5.	Columbian School	5.6	Mixed use	Parking lot. - 52,000 s.f. vacant school	Economic Development Strategies and Office Centers
6.	Adjacent site on north side of Columbian School. Potential combined site	2.0 — 7.6	Mixed use	Commercial and vacant properties	
7.	Van Buren Street west side I-71	5.0	Office/Research & Development	Vacant properties, towing yard, auto services-12 units	Office Center
8.	Concordia Street east side Reading Road	5.0	Office/Research & Development	Vacant land, commercial properties, many vacant, 22 units, includes vacant 100,000 s.f. former bakery	Office Centers
9.	Eden Park Drive/I-71	5.5	Office	Vacant land	Linear Office Parks
10.	Jefferson Ave./Ruther Ave.	4.5	Housing/Office/Retail	Parking lot—commercial properties, some vacant-16 units	Restructured NBD's
11.	Ashland Ave./McMillan St.	3.0	Housing/Office	Vacant land	Residential Neighborhoods
12.	Florence Ave./Boone St.	2.7	Housing/Office	Vacant land—some residential, some commercial—9 units	Residential Villages
13.	Avondale Town Center/Lee Pl.	2.0	Retail	Vacant land	Mini-Downtowns
14.	Burnet Ave. north of Rockdale	2.0	Housing/Office	Vacant commercial properties	Restructured NBD's
15.	Burnet Ave. south of Rockdale	2.0	Housing/Office	Vacant commercial properties. Some upper floor housing—8 units	Restructured NBD's
16.	Erkenbrecher Ave./Vine St.	1.7	Office/Parking/Minor Retail	Vacant land	Institutional Growth
17.	Adjacent site on south Potential combined site	1.6 3.3	Office/Parking/Minor/Retail	Vacant Land. 2 commercial bldgs.—parking lot—10 units	Institutional Growth
18.	Car Barn—Reading road	2.1	Office	Partially occupied commercial building	Linear Office Parks
19.	Car Barn—Vine Street	1.4	Mixed use	University building	Mini-Downtowns

Underused site on McMillan

Site at Jefferson/Ruther Ave.

Guidelines and Rules for Development

POLICIES

Policies serve as a guide to decision making. Those listed below are proposed as the basic rules for development in Uptown. These policies support the Uptown Plan's goals and objectives. They are a combination of: 1) Policies adopted or implied by the Uptown Task Force or the Task Force's Planning Committee, 2) Policies adopted by the City Planning Commission as a result of accepting the *Uptown Program and Priorities* Report, and 3) Policies recommended by the City Planning Department and NHC to amplify or fill in policy "gaps." Recommendations from the *Uptown Economic Development Plan* have also been incorporated into some of the policies.

Housing

1. Housing programs should be developed to meet the needs of all income level households.

2. Displacement of current Uptown residents should be minimized.

3. If displacement is unavoidable, every effort should be made to enable the resident to find suitable housing at another location in Uptown.

4. Existing or potential low income housing units lost because of CDBG-funded public projects must be replaced within three years in conformance with the Federal Housing and Community Development Act of 1987.

5. At least 75% of public funds for Uptown housing should be directed to areas identified in the Uptown Plan as meriting special attention.

6. Joint public/private efforts should be employed whenever feasible as a means of accomplishing residential development and neighborhood improvement.

7. Loss of existing housing stock should be minimized whenever possible.

8. Rehabilitation of existing housing stock should be the preferred means of improving Uptown's overall housing conditions.

9. New construction infill housing should be employed as a means of revitalizing Uptown communities and increasing housing options.

10. Where residential "pockets" currently exist they should be retained as viable living areas and as a means of providing a "human scale" to institutional and commercial areas.

11. Housing opportunities in Uptown should be aggressively marketed to attract a variety of movers-in and to balance the amount of lower income housing with market rate housing.

12. Clean up, property maintenance, and enforcement of housing and health regulations should be actively pursued in all residential neighborhoods.

13. Community development activities (housing rehab, elimination of vacant buildings, lot clean up, public works improvements) should be concentrated in targeted areas.

14. A variety of incentives should be designed to encourage production of new and rehabbed housing in Uptown communities.

Economic Development

1. Forming partnerships to provide and coordinate job training and development of employment opportunities for Uptown residents should be a major component of efforts to improve economic conditions within the area.

2. Uptown businesses and institutions should provide a vital link in job training by offering their facilities and expertise as learning and employment resources.

3. Public sector participation will be required in order to leverage private resources to stimulate Uptown economic development.

4. Major retail and service activity should be concentrated in the four primary shopping centers, the "mini-downtowns." (Ludlow, Reading Road, Peebles Corner, University Village/ Calhoun-McMillan)

5. Design and development of the mini-downtowns should emphasize the unique character of each.

6. New types of development, especially housing and offices, should replace those portions of smaller NBDs which are no longer needed for retail.

7. Uptown's region-serving business and institutional activity must be of a type and quality compatible with neighborhood-serving business and with the environment of nearby residential neighborhoods.

8. New and rehabbed office development should be encouraged within linear office parks identified in the Plan.

9. The development of a Reading Road office center should be aggressively pursued.

10. Where feasible, mixed use development including offices should be encouraged.

11. Research and Development should be promoted as Uptown's unique form of economic development.

Institutions

1. Attention should continue to be directed to assuring that any future institutional expansion will have minimal adverse impact on surrounding residential neighborhoods.

2. Adaptive reuse of existing structures and denser development within existing campuses should be the preferred means of institutional expansion.

3. Institutions should seek new ways to cooperate actively with public and private entities for the purpose of improving housing conditions and enhancing the local environment. In addition, ways should be sought to increase opportunities for institutional employees to live in Uptown.

4. Providing career training and creating job opportunities for Uptown residents should continue to be a priority for Uptown institutions.

5. Special efforts should be made by institutions to offer their services to Uptown residents in an effort to improve the local standard of living and enhance the institution's image.

6. To the greatest extent possible, the development of shared facilities should be pursued, eg. parking lots, meeting space, etc.

7. Institutions should actively encourage employee use of transit and ridesharing.

Parks and Open Space

1. Uptown's natural resources should be emphasized as a unique characteristic making the area a desirable one in which to live and work.

2. A greenway/walkway system based on the Uptown Plan should be implemented where feasible as a means of providing open space, recreation, hillside preservation, and increased public access.

3. Landscape improvements should be made to Martin Luther King Drive to convert it to a parkway-type roadway linking Central and Victory Parkways.

4. Uptown's Hillside Conservation Areas identified in the Plan should be preserved.

5. Entrances to Uptown should be emphasized by a variety of appropriate "gateway" treatments.

Community Development

1. Uptown's wide diversity of socio-economic sub-groups and household types should be retained as one of the area's foremost strengths.

2. The percentage of low income households in Uptown (30%) should be reduced without displacement to match more closely the 20% citywide average. This would be accomplished through a combination of:

   - attracting and retaining additional middle income residents and
   - increasing the standard of living for current lower income households so that they are no longer at the poverty level.

3. To the greatest extent possible, programs to implement the recommendations contained in this plan should benefit all of Uptown's residents, businesses, and institutions.

4. The people for whom a program is being designed should be involved in its planning.

5. A Livability Strategy should be developed to deal with issues which have an impact on quality of life such as:
   - Litter
   - Vacant Buildings
   - Dilapidated Occupied Buildings
   - Junk Cars
   - Zoning Violations
   - Safety—both to person and property

6. All physical development proposals should be carefully reviewed to assure that safety factors have been adequately considered.

7. Diversity of land uses which promote a "lively urban environment" should continue to be a characteristic of Uptown.

8. The combination of diversity of populations plus diversity of land uses should be capitalized upon in community redevelopment marketing strategies.

Transportation

1. Transportation planning should recognize that the private automobile will continue to provide the primary means of circulation within and through Uptown.

2. Transportation problems should be addressed through a coordinated series of minor, low cost improvements, particularly at congested intersections, to maximize system efficiency.

3. Rights-of-way for possible future light rail or busway use should be preserved where feasible.

4. Shared parking strategies should be the preferred means of addressing Uptown's parking needs.

5. There should be a "concentrated" approach to resolving residential parking congestion in which several different strategies are tested at one time.

6. Because of the uniqueness and relative infrequency of occurrences, Uptown's roadway system need not be designed to handle peak period traffic generated by special events.

7. Existing transit services should be maintained and promoted and new transit services pursued (rideshare, vanpools, shuttles, reverse commuting, transit amenities).

REGULATIONS

Implementing the Uptown Plan calls for a multi-faceted approach; one which includes the allocation of public and private funds, the establishment of public policy, the creation of financial incentives, the development of marketing techniques and organizational capabilities, and the emergence of leadership. In addition to the above elements of implementation are those which are regulatory in nature.

Regulations are the proposed public controls which would govern certain aspects of plan implementation. The regulations are categorized as: 1) *Land Use and Design Controls* which pertain to Zoning, and 2) other proposed regulations which would help enforce the Uptown Plan.

LAND USE AND DESIGN CONTROLS

The basic regulation of land use is the Zoning Code. This plan calls for a number of Zoning Code changes, both maps and text amendments. The most significant text amendment is the creation of an institutional zone. Additional Zoning Code changes include *rezoning* to protect residential areas and to foster new commercial development, and *the establishment of zoning overlays* to protect hillsides, historic areas, and business districts.

INSTITUTIONAL ZONING

One of the "ground rules" which the *Uptown Economic Develvopment Plan* calls for is the identification of "...the extent to which hospitals will be allowed to continue to expand into residential communities." The creation of fixed institutional boundaries through zoning was seen as essential before substantial neighborhood reinvestment was likely to take place. The policy of establishing an institutional zone was also adopted by the Uptown Task Force Planning Committee.

The proposed Zoning Code amendment for institutions will pertain to Uptown's hospitals, the University of Cincinnati and Cincinnati Technical College, Environmental Protection Agency, and the Zoo. Initial hearings were held in 1989. It will achieve a number of goals including the following:

- Delineate where institutions can be located;
- Create a bufferyard along the perimeter of institutions where they abut residences;
- Ease the transition from the scale of institutions to that of surrounding residences;
- Remove certain zoning restrictions on the construction of buildings in the interior of institutional campuses.

As with any zone changes, the actual text and boundaries cannot be determined until the Planning Department's study and the public hearing process has been completed. Also, once boundaries have been set by City Council, further changes can take place, but only after a standard zone change process has been followed (and after council has approved the change). This document can only *propose* zone changes which support or help carry out the Uptown Plan. The zone change process will determine how, if, and where such changes take place.

U.C. Medical Center

The institutional zone will ease the transition from the scale of institutions to that of surrounding residences.

NEIGHBORHOOD REZONING

There are a number of areas in Uptown where current zoning does not support and may even inhibit anticipated or desired development. After institutional zoning is in place, these other areas should be investigated for potential rezoning. Uptown neighborhood business districts which contain obsolete or vacant retail/commercial properties (now zoned for business use) should be rezoned for housing or office use. Residential areas, now zoned for business use but which are residential in character, should be zoned for housing. Additionally, the zoning in some residential areas does not reflect actual or desirable densities.

First priority in rezoning studies should be given to the strengthening of residential areas vulnerable to commercial encroachment and an examination of residential areas around the periphery of institutions. Second priority should be given to those areas where rezoning could help foster new development or protect the character of neighborhoods.

Significant neighborhood rezoning study areas include the following:

1 *Martin Luther King Drive/Reading Road vicinity*
Current mix of business, office, and some residential zoning may not be appropriate for future development.

2 *Ruther/Jefferson Avenues*
Current variety of zones on this major development site may not be appropriate for future development.

3 *Vine Street area from University Village to King Drive*
Current business zoning may not be appropriate for future development of NBD.

4 *Stanton/Syracuse Streets/Wehrman Avenue*
Industrial/commercial area targeted for office or research and development use may require rezoning.

5 *McMillan Street from I-71 to Gilbert Avenue*
Current business zoning may not be appropriate for future commercial and residential uses.

6 *Burnet Avenue Neighborhood Business District*
Commercial area targeted for housing and offices may require rezoning.

7 *Victory Parkway/Kemper Avenue*
Current office zoning may not be appropriate for this residential area.

8 *Kenton/Boone Street*
Several areas of business zoning may not be appropriate for this residential area.

9 *Calhoun/McMillan Streets*
Current type of business zoning may not be appropriate for future commercial development.

10 *I-71 corridor from Elsinore Avenue to Taft Road, between Reading Road and Gilbert Avenue*
Current industrial and commercial zoning may not be appropriate for future development.

11 *Hughes/Sycamore Streets*
Current business zoning does not reflect residential use.

12 *Lincoln/Gilbert Avenues*
Current business zoning may not be appropriate for future redevelopment of NBD.

13 *Vine Street/Erkenbrecher Avenue vicinity*
Current business zoning may not be appropriate for future development of properties at intersection.

14 *Mt. Auburn hilltop, between Auburn Avenue and Highland Avenue*
Current residential zoning does not reflect actual density of residential use.

15 *Two hillsides—Mt. Auburn (west and southwest of Christ Hospital), CUF (southwest edge in vicinity of Klotter Street) Current medium and high density residential zoning may not be appropriate for future development, given the fragile subsoil geology.*

16 *Victor Street/Flora Avenue vicinity*
Current high density zoning may not be appropriate for lower density residential use (also, see "Accessibility" for impacts of density on parking supply and proposed strategies for this area).

(see map, opposite)

Corryville with Vine St. NBD at center

ZONING OVERLAYS

There are several types of zoning overlays which can be applied to parts of Uptown to further the aims of the plan. These overlays establish design review procedures which are intended to maintain the character of an area by controlling the design and placement of new development. The purpose is to encourage appropriate development consistent with the surroundings. Zoning overlays are regulations which are in addition to the underlying zone district regulations. They generally speak to design, not use or density. The two types of overlays pertinent to Uptown are Environmental Quality Districts and Historic Districts.

Currently, Uptown has several Environmental Quality Districts (EQDs) and Historic Districts (HDs). Environmental Quality Hillside (EQ-HS) Districts help ensure that parts of the Clifton and Mt. Auburn hillsides will have appropriate development which would not precipitate landslides or erosion or impact views. The Environmental Quality Urban Design (EQ-UD) District in the vicinity of Ludlow and Clifton protects the character and vitality of that business district. It was enacted after City Council adopted an Urban Design Plan for the business district. Historic Districts protect the architectural character of parts of four Uptown neighborhoods: Auburn Avenue, Prospect Hill, Mt. Storm Park/Sacred Heart Academy and Lincoln Avenue/Melrose Avenue.

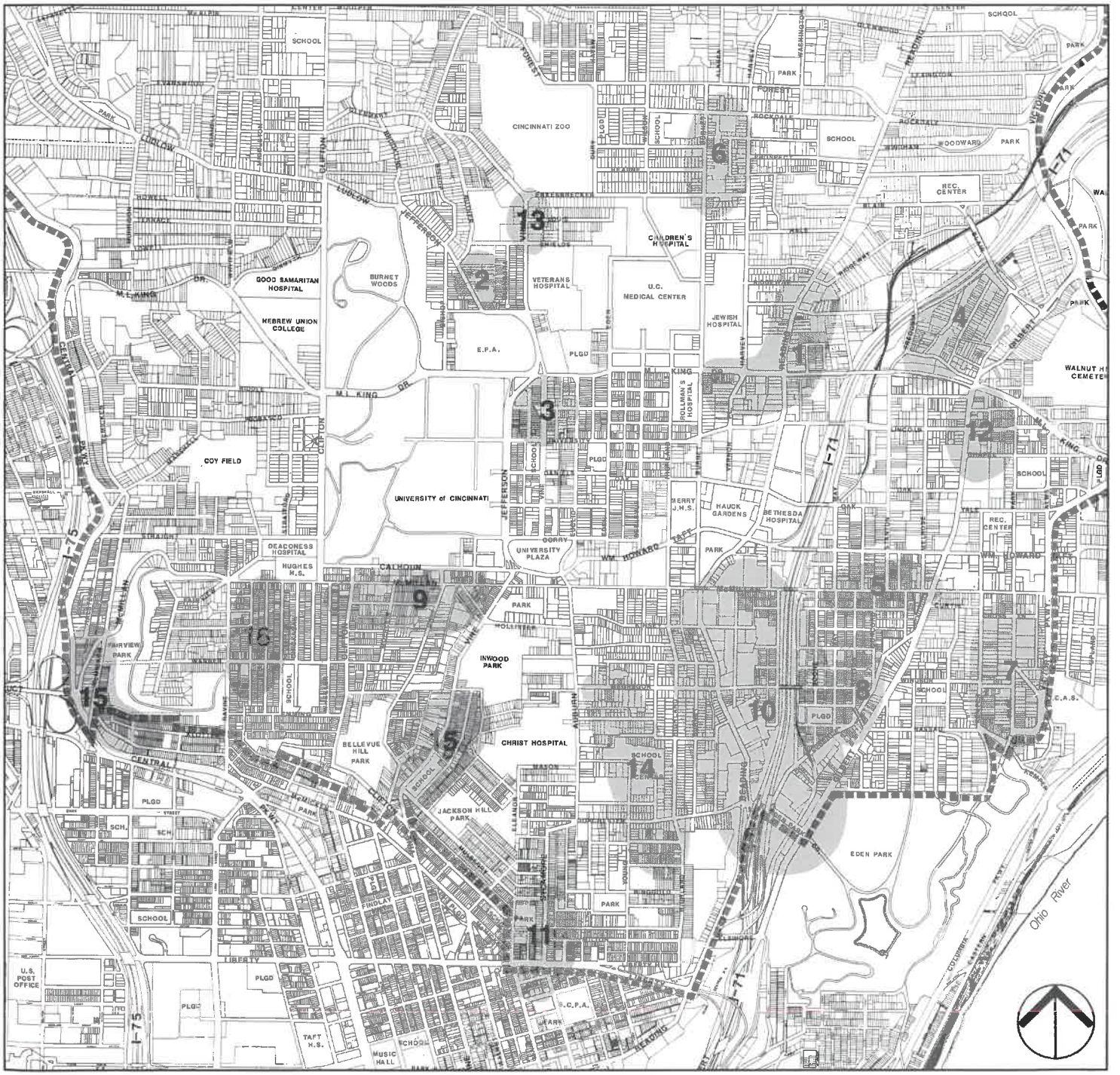
The plan proposes a three step approach to implementing zoning overlays:

A) *EQ-HS* - The unprotected hillsides of Clifton/University Heights/Fairview Heights (CUF) and Mt. Auburn should be designated as Environmental Quality-Hillside Districts.

Regulations

B) *EQ-UD* — Uptown's major business districts with approved urban design plans (Walnut Hills NBD, Burnet Avenue, Reading Road) should be studied for designation as Environmental Quality — Urban Design Districts. Additionally, the Calhoun/McMillan Urban Design Plan should be expanded and completed. After the plan is adopted, the Calhoun/McMillan NBD should also be studied for designation as an EQ-UD.

C) *Historic Designation* — Uptown historic resources should be studied for designation. The first priorities for designation should be endangered resources, and areas where designation can help stabilize residential areas and foster new compatible development.



Neighborhood rezoning study areas

Regulations

ADDITIONAL REGULATIONS

Zoning controls are the primary form of regulations proposed in this plan. Several additional controls, however, which are not part of the Zoning Ordinance may be necessary to help implement the *Uptown Plan.*

A package of environmental health ordinances ("clean neighborhood" ordinances) should be considered. These are listed in "Programs, Projects and Priorities" under *clean-up activities.* They are intended to aid in the concentrated improvement of targeted residential areas, though they will have city-wide application.

Clearly, the passage of ordinances without the ability or funding for enforcement is of little value. This plan anticipates that enforcement of proposed regulations, as well as those already in effect, be carried out to improve the quality of life in Uptown. If staffing is insufficient, additional funding should be sought through the city budget process before new legislation is enacted.

Additionally, a number of issues are particularly complex and problematic in combating neighborhood deterioration. Solutions have proven elusive and may not ultimately involve regulations. However, regulations and procedures should again be thoroughly examined to determine if new ordinances are required to help accomplish (in a more timely fashion) the following:

- *elimination of vacant, problem buildings*
- *removal of abandoned vehicles*
- *acquisition and transfer of tax delinquent properties*

ORGANIZATIONAL TOOLS

A model for guiding and pr development, and providing

UPTOWN ORGANIZATION

A major premise of the Uptown Plan is that the public and private sector must work in concert to carry out the plan's goals. This partnership of public actions and private actions requires the "three-C's" — coordination, cooperation, and commitment. Public dollars alone cannot bring about Uptown's revitalization, and private investment alone is not likely to occur, as anticipated in the plan, without guidance, incentives, and public interventions.

This plan proposes that a new development entity be created for Uptown to achieve the three-C's required. Potential roles for this organization have been discussed elsewhere in this plan (see the following articles: "Institutions, Businesses and Housing - a Partnership Proposition in "Community Development" and descriptions of Community Development programs in "Economic Development Strategies" and in "Programs, Projects, and Priorities"). The Uptown Task Force can serve as a basis for the new organization, but the scope of its endeavors should be much greater than has previously been necessary.

View above Calhoun St. looking south

moting services

Uptown Task Force

There is an organization in the University Circle area of Cleveland that undertakes many of the activities proposed here. University Circle, Incorporated, is composed of the institutions in the area. There is a full-time staff, and funding comes from the member institutions. The purposes of University Circle, Inc. include the following:

- acquiring property
- planning and assisting development
- providing for relief of the poor and underprivileged
- combating community deterioration
- providing or assisting others to provide low or moderate income housing
- providing security services
- providing parking and bus service
- providing landscaping, parks and maintenance

University Circle has not been entirely successful at knitting together the institutions and their community, but the organization is effective at providing services and coordinating development.

An Uptown, Incorporated organization based on the University Circle model, and Uptown's needs can provide many of the following activities:

1) Administer the Uptown Comprehensive Plan.
2) Acquire, landbank, manage, and sell land within or adjacent to Uptown.
3) Serve as an advocate and facilitator for the interests of Uptown.
4) Promote Uptown as a place to live and do business.
5) Provide services in the interest of Uptown. (Parking, shuttle service, signage, landscape maintenance, security services, etc.)
6) Operate or coordinate programs such as job training and placement, business district enhancement, rideshare, and community partners.
7) Facilitate community development through such means as packaging development sites, and providing or assisting others to provide low and moderate income housing, and improvements such as parks, walkways, and landscaping.
8) Act as an umbrella organization for such activities as the initiation of a Research and Development Office Park, (referred to in "Economic Development Strategies" as *Biotechnical Industry Study Group)* and developing leadership and organizational skills for the revitalization of Business Districts.

"The 3-C's — coordination, cooperation, and commitment"

THE MARKETING OF UPTOWN

The *"Uptown Economic Development Plan"*, prepared by Hammer, Siler, George Consultants, recognizes that a fundamental requirement for successfully implementing an economic development strategy is *a quality marketing and promotion strategy*. Its goal would be to ensure that potential developers, commercial interests, and residents are aware of the strengths of Uptown when evaluating the relative merits of different areas in the Cincinnati region. Another key target group are present investors in Uptown who must be encouraged to maintain their current investments and make new ones consistent with the long-range plans for the area.

A combination of seven brochures would serve as the core of the Uptown Marketing and Promotional Campaign. Uptown, Inc. could be the compiler, publisher, and distributor of the brochures. These brochures can be used together or independently according to the market to which they are being directed. The seven brochures, proposed by Hammer, Siler, George, along with a brief description of each are described below. This plan suggests some additional brochures.

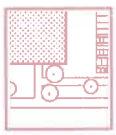
The Uptown Housing Guide. This would be a promotional guide showing the wide range of housing types available in the area. Through pictures and descriptions of neighborhood amenities, it would promote the theme that Uptown is a good place to live. Distribution could be achieved by packaging this tool as a Sunday supplement in the local newspaper.

The Uptown Eating and Drinking Guide. The consultant describes this as a "snappy piece built around a locator map that would highlight some of the eating and drinking establishments in the Uptown area". Primarily directed to the tourist market, it could be distributed through travel agencies, convention booking agents, the Convention Center, or direct mail.

The Uptown Shoppers and Service Guide. Featuring retailing establishments in Uptown, this brochure would focus particularly on the primary Uptown shopping centers and on establishments which are unique in character or product. Although designed primarily to acquaint Uptown residents with the shopping options available to them, it could also be directed to residents of other areas as a means of bringing them into the area to shop.

The Uptown Guide to Historical Sites. This brochure would contain a brief history of the Uptown area along with a description of selected historical sites and buildings. A unique feature would be pieces of historical significance relating to the University or some of the medical institutions, as well as historic residential neighborhoods.

The Uptown Medical Guide. The reader of this guide would be informed of the primacy of the Uptown area as a center for research and health services. It could also contain a locator map with narrative summaries on each of the medical institutions.



Uptown Development Opportunities. This brochure would be designed to attract developers to the area. It would identify specific development opportunities and inform the reader of city programs directed to reclaiming underutilized areas, along with the types of assistance the city might be able to offer developers (see "Development Sites" in this plan).

Uptown Small Business and Jobs Resources. This brochure would describe programs offered to assist small business start-ups, match employers with a skilled resident labor pool, and identify job training and other technology transfer opportunities within Uptown's unique education/economic development partnership.

As the Biotechnical Research Park concept gets off the ground, a brochure should be prepared to promote the park. Other brochure topics could include *Uptown's Cultural Resources* (such as the Zoo, the University of Cincinnati's many facilities, Contemporary Dance Theater, and other performance spaces). ■

UPTOWN FACTS

Cincinnati, Ohio

Resident Population:	60,000 (16% of City) 1987
Land Area:	7.5 square miles (11% of City)
Jobs:	
Hospitals	22,000
U.C.	12,000
E.P.A.	1,000
C.T.C.	460
Cinti. Zoo	225
Hebrew Union	150
Jobs at Institutions	35,835(15% of all City Jobs)
Jobs at Businesses with over 50 Employees	8,500(4% of all City Jobs)
Grand Total of Jobs at major Employers	44,335(19% of all City Jobs)

Typical Daytime Population of Core Area Institutions:

U.C. Students	18,000
U.C. Staff	6,000
Hospital Visitors/Patients	16,370
Hospital Staff	14,800
EPA/Hebrew U.	1,300
Total	56,470

(does not include residents, shoppers, business employees and clients in core area)

Retail Expenditures in Uptown:	$104 million (1987)
Cincinnati Zoo Attendance:	1.3 million (1987)
	Typical Peak Day 15,000

Contribution of Uptown Hospitals to the Local Economy:

Jobs:	22,000
Salaries:	$437 million
Regional Expenditures Generated by Employees:	$1.5 billion
Supplies and Services Purchased:	$386.6 million
Local Payroll Taxes:	$7.5 million

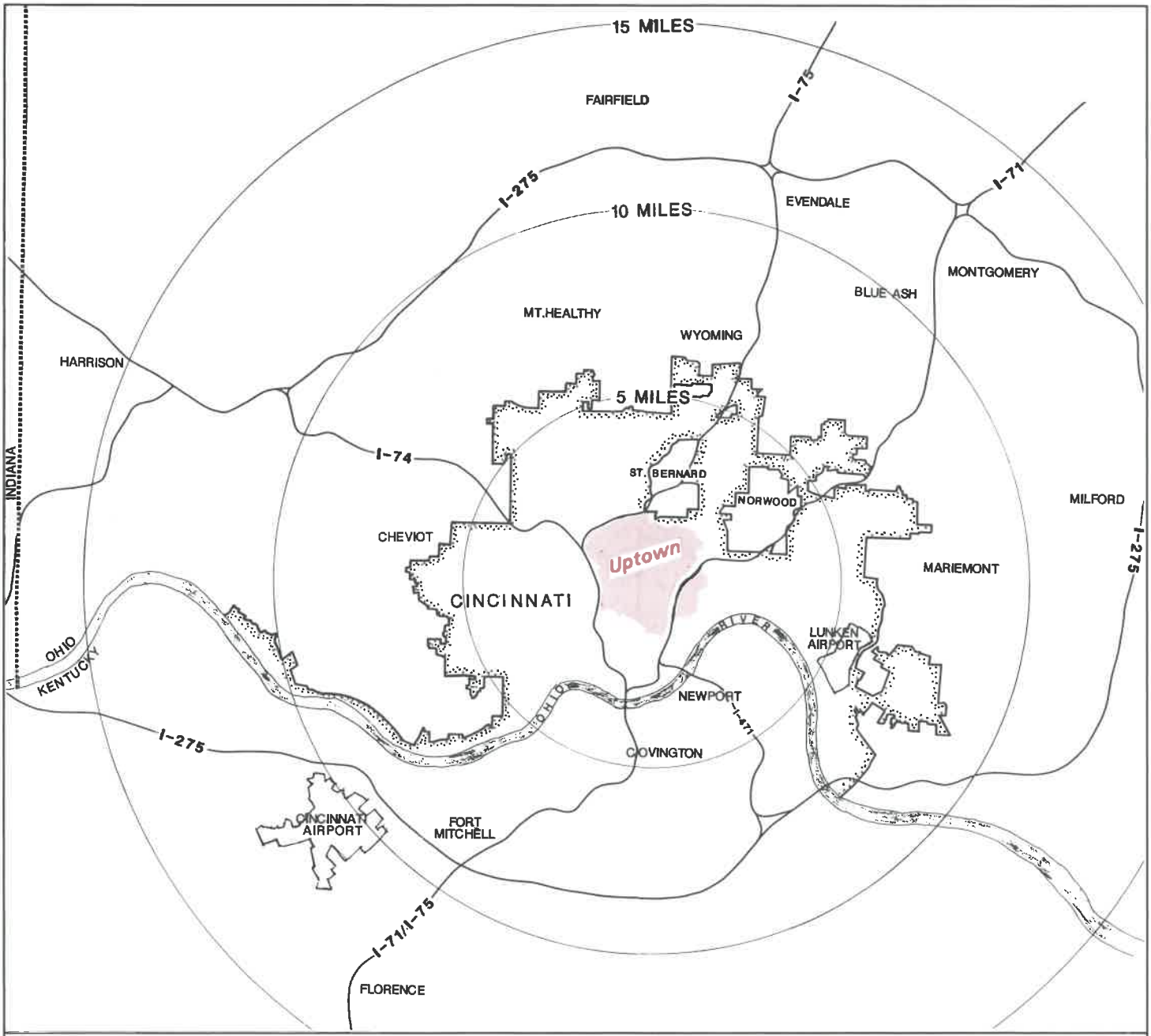
Uptown Hospitals Compared to Region's Hospitals:

Uptown accounts for -
- 67% of all Payrolls
- 83% of all Personnel
- 83% of all Expenses
- 79% of all Admissions

Outpatient Visits:	500,000 (1987)
Construction Underway at Four Uptown Hospitals:	$387 million (1988)

Data collected from *Uptown Economic Development Plan*, City Planning Department Statistics, Hospital Council Statistics, and information supplied by institutions. March, 1989

Cincinnati City Planning Department



THE FINANCIAL PICTURE

The City investment in housing, economic development, public improvements, transportation, and community development called for in the plan in the next five years total over *$37 million.* Of this total, *$14 million* will be reimbursable expenditures. This public investment will generate a sizeable amount of private investment and new revenue.

- *$350 million* in new private investment is forecast for Uptown by 2005. This total does not include the major development under construction or planned at Uptown's hospitals; at U.C., and at the Zoo.
- The above private development will generate *$51.7 million* in new property taxes by 2005. The city share of this new revenue will amount to *$8.8 million.* The city's annual share by 2005 will be over *$1.1 million.*
- Over *600 new jobs per year* will be generated in Uptown through the year 2005. Almost one half of these jobs will be in the health care field. By 2005 there will be a total of *9,600* new Uptown jobs. This total does not include new construction jobs.
- New jobs will generate *$39.5 million* in earnings tax revenue by 2005. New jobs will produce over *$2 million per year* in new earnings tax by 1996. With sustained strong job growth in health care, as is predicted, it is possible that Uptown may produce more than twice the number of jobs forecast above (1,200 to 1,600 jobs/year rather than 600).