

HAMILTON COUNTY / CINCINNATI

CENTRAL RIVERFRONT
URBAN DESIGN AND STADIUM SITING
CONCEPT PLAN

Prepared for

HAMILTON COUNTY
and the
CITY OF CINCINNATI

by

UDA

April 1997

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Acknowledgements

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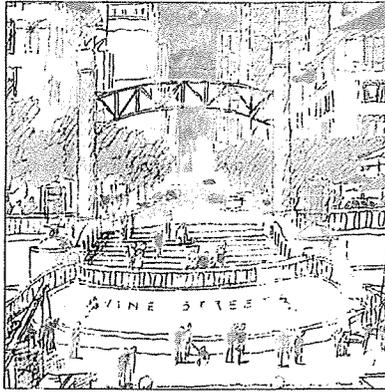
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I EXECUTIVE SUMMARY



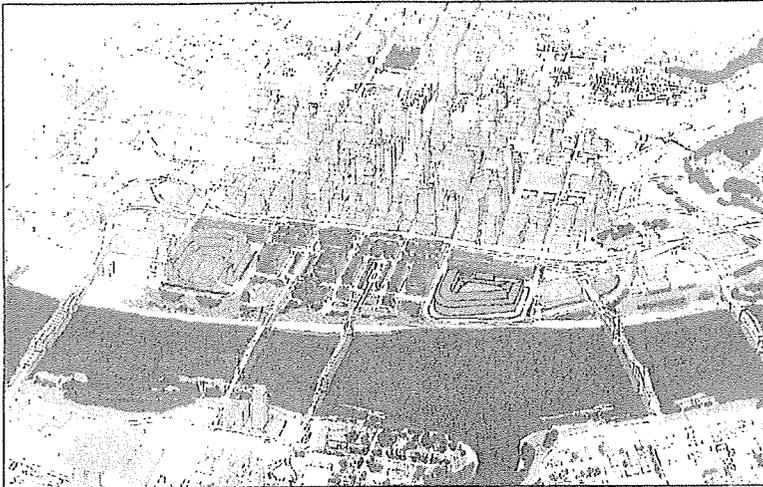
1 Recommendations and Next Steps

The primary purpose of the Concept Plan was to give direction to Hamilton County and the City of Cincinnati so that siting decisions could be made for two new stadiums for the Reds and the Bengals. In addition, an overall urban design framework for the central riverfront was to be developed which would result in maximum economic development benefit for downtown Cincinnati.

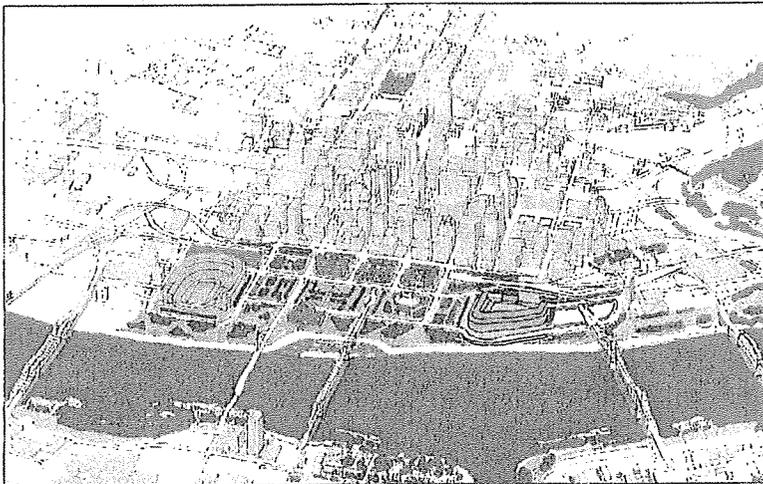
A multi-disciplinary team of consultants, working with a Steering Committee, conducted a participatory planning process over four months from October 1996 through January 1997 which resulted in the development of three design alternatives for stadium siting and riverfront development: **Big Bang**, which locates both stadiums on the riverfront, along with four cultural attractions, and an Urban Entertainment District (UED); **Nameplate**, which locates

both stadiums on the riverfront, but which essentially landbanks the rest of the riverfront for future uses when funding or the market will support additional development; and **Baseball at Broadway**, which locates the Bengals stadium on the west riverfront and the Reds stadium on a cleared site in the north-east quadrant of the downtown.

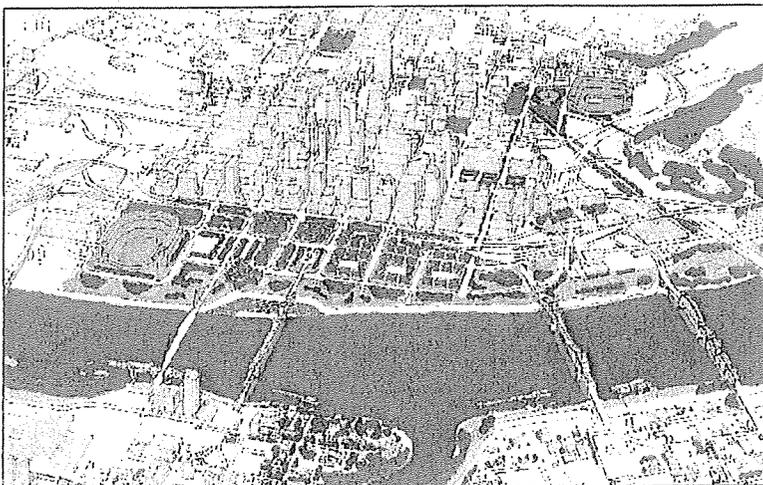
The three design alternatives grew out of an agreed set of urban design principles resulting from the participatory planning process, which involved meetings with over 150 individuals (stakeholders) as well as a public meeting attended by over 300 citizens on November 14, 1996. Those principles are: (1) reconnect the downtown to the river; (2) extend the riverfront park system to the central riverfront; (3) eliminate the highway barrier between downtown and the river; (4) create centrally located shared parking; (5) link economic



Big Bang aerial perspective



Nameplate aerial perspective



Baseball at Broadway aerial perspective

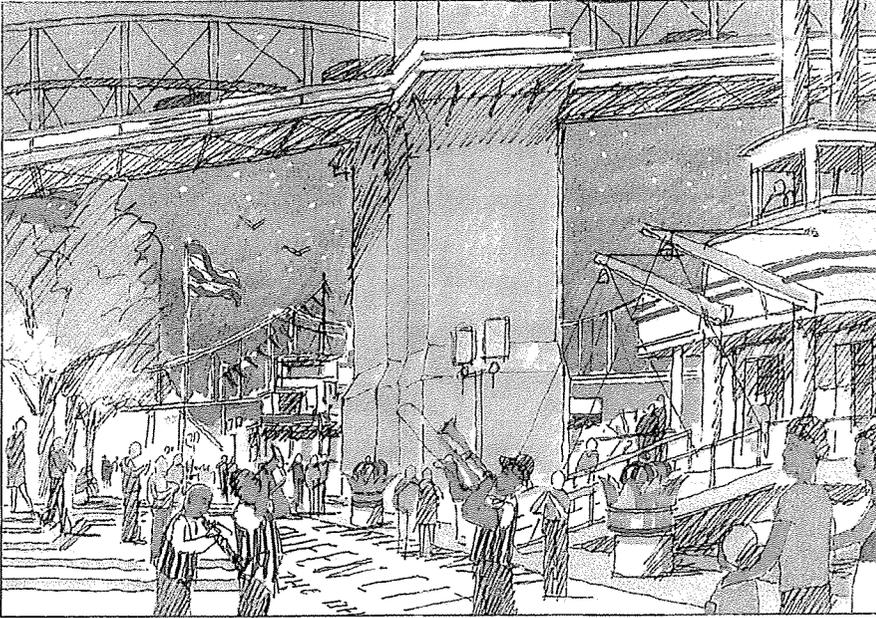
development to downtown; (6) link cultural attractions to downtown; (7) provide a light rail transit (LRT) or parking shuttle from Northern Kentucky and the I-71 corridor to downtown Cincinnati; and (8) limit the height and scale of new development on the central riverfront to protect and enhance views.

Three public investments are common to all three design alternatives: (1) reconstruct Ft. Washington Way to reduce the width of the expressway, deck over the expressway, and create new at-grade boulevards and subsurface shared parking; (2) extend the riverfront park system to the central riverfront; and (3) develop an LRT or parking shuttle from Northern Kentucky and points north to downtown Cincinnati.

Within the three design alternatives, all of which meet the requirements of the urban design principles, there are eight sites for the stadiums. A comparative analysis of the three designs and the eight stadium sites reveals the following:

The total project costs (land, stadium construction, and parking) of each alternative are in the range of \$600 million. None of the three is decidedly more costly than the others. However, since land costs are shown in the comparative analysis at assessed value, not negotiated market price, the relative costs could be significantly different once the land is acquired.

The Big Bang alternative has the potential for the largest economic development spin-off, which could bring a total of 10.9 million visitors a year to the central riverfront. But it is a risk requiring an estimated additional public investment of \$50 million in four cultural attractions (aquarium, I-Max theater, National Underground



Railroad Freedom Center, and the Home of Professional Baseball). The Urban Entertainment District would include 360,000 sq. ft. of cinemas, themed restaurants and nightclubs, electronic entertainment centers, and retail.

The Nameplate alternative, which also locates the two new stadiums on the riverfront, but projects no other riverfront development in the near term, preserves the option to develop the Big Bang alternative in the future if public and private funds become available.

Baseball at Broadway offers the quickest spin-off development, in that the adjacent restaurant area of Main Street, and the nearby historic Over-the-Rhine neighborhood would experience almost immediate revitalization with construction of a Reds stadium. However, social investment in the Over-the-Rhine

neighborhood would be required to mitigate the impacts of dislocation on the low income population which resides there currently. Baseball at Broadway is also the alternative which could lead to the most residential development.

Next Steps

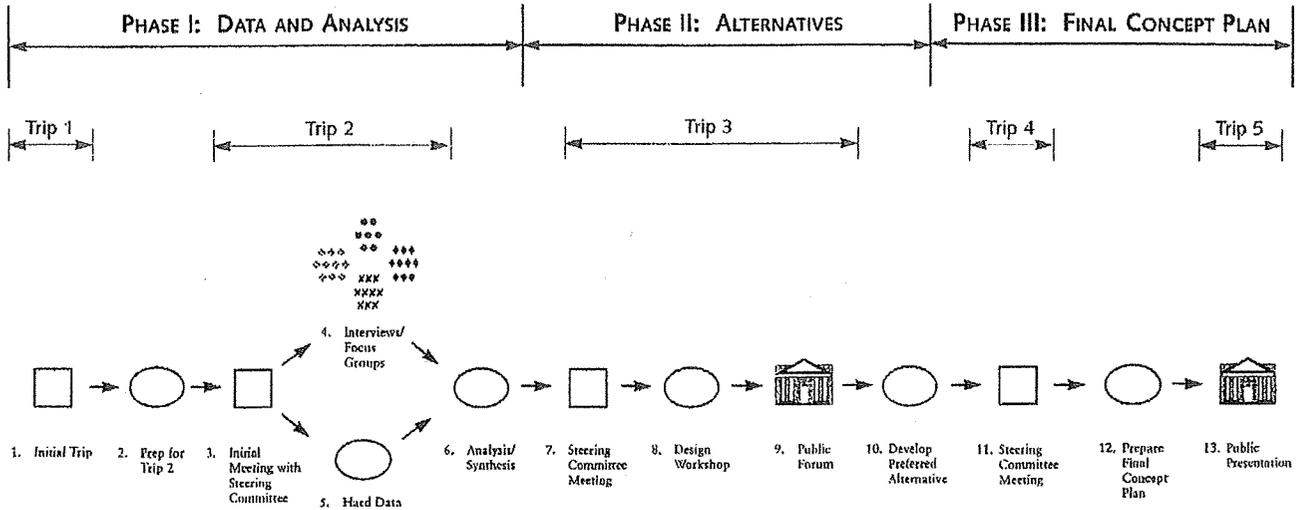
The Steering Committee will recommend to the County and the City its preferred sites for the two stadiums in the context of the eight urban design principles and an analysis of the three design alternatives.

The County will continue negotiations with the Reds and Bengals and the affected property owners on the selected sites.

Once agreement is reached, the consultant team will develop a detailed plan for the selected stadium sites and urban design alternative.



II PLANNING PROCESS



Flow Chart

1 FLOW CHART

Voters of Hamilton County passed an initiative in May 1996 which provided an increase in the sales tax of 1/2 cent per dollar to finance the construction of two new sports stadiums for the Cincinnati Reds baseball team and the Cincinnati Bengals football team. Hamilton County and the City of Cincinnati jointly funded a planning study to site the two stadiums.

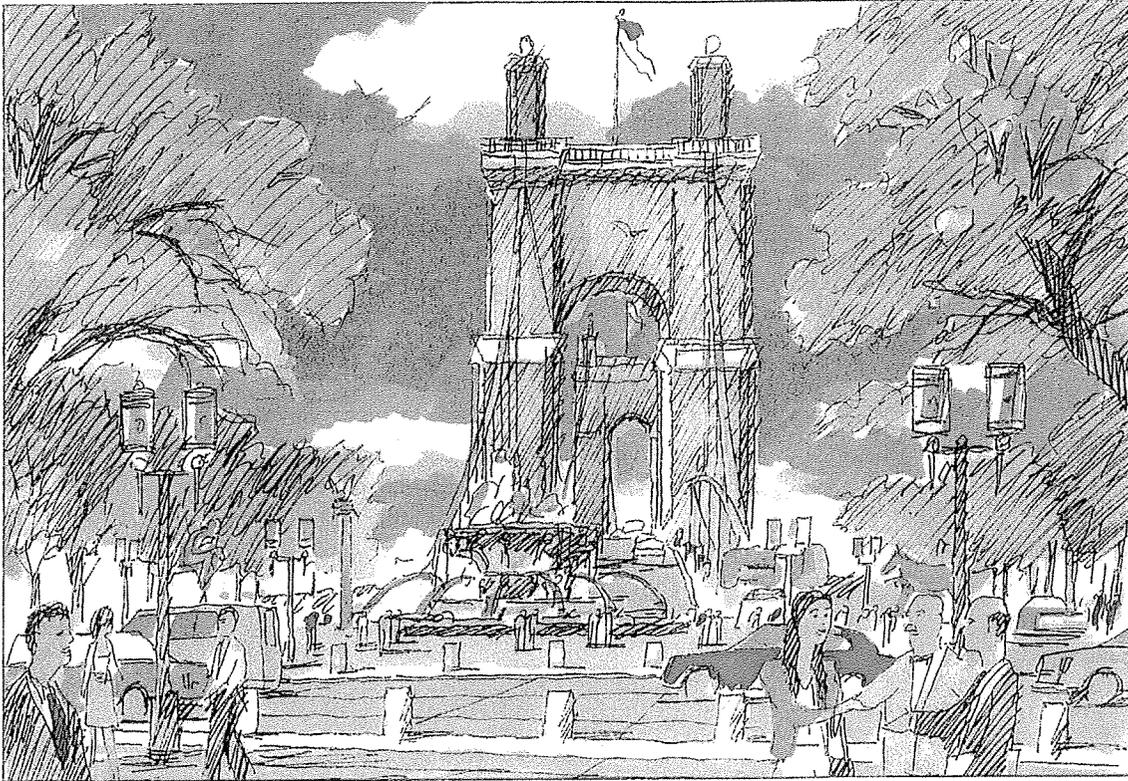
The Planning Process for the Hamilton County/Cincinnati Central Riverfront Urban Design and Stadium Plan was guided by three goals.

1. The construction of the two stadiums must be seen as an economic development project which will spin-off other private development.

2. The urban design quality of the Cincinnati central riverfront must be enhanced.

3. The public must be involved in the planning process.

The Plan was divided into two parts: The Concept Plan (this report) and the Detailed Plan (to be completed in Spring 1997). The Concept Plan was completed in four months and was organized around two major multi-day working trips to Cincinnati by the consultant team. A Steering Committee was formed, which included the President of the Board of County Commissioners, the Mayor, three City Council members, and key County and City staff, to direct the work of the consultants. The flow chart above shows the major steps of the Concept Plan, which had three phases, listed on the following page.



Phase I Data and Analysis

In this phase, the first major working trip was in October 1996. The team collected data on land use, transportation, and program and interviewed numerous stockholders and stakeholders, including elected officials, team owners, downtown groups, neighborhood groups, agencies, and citizens.

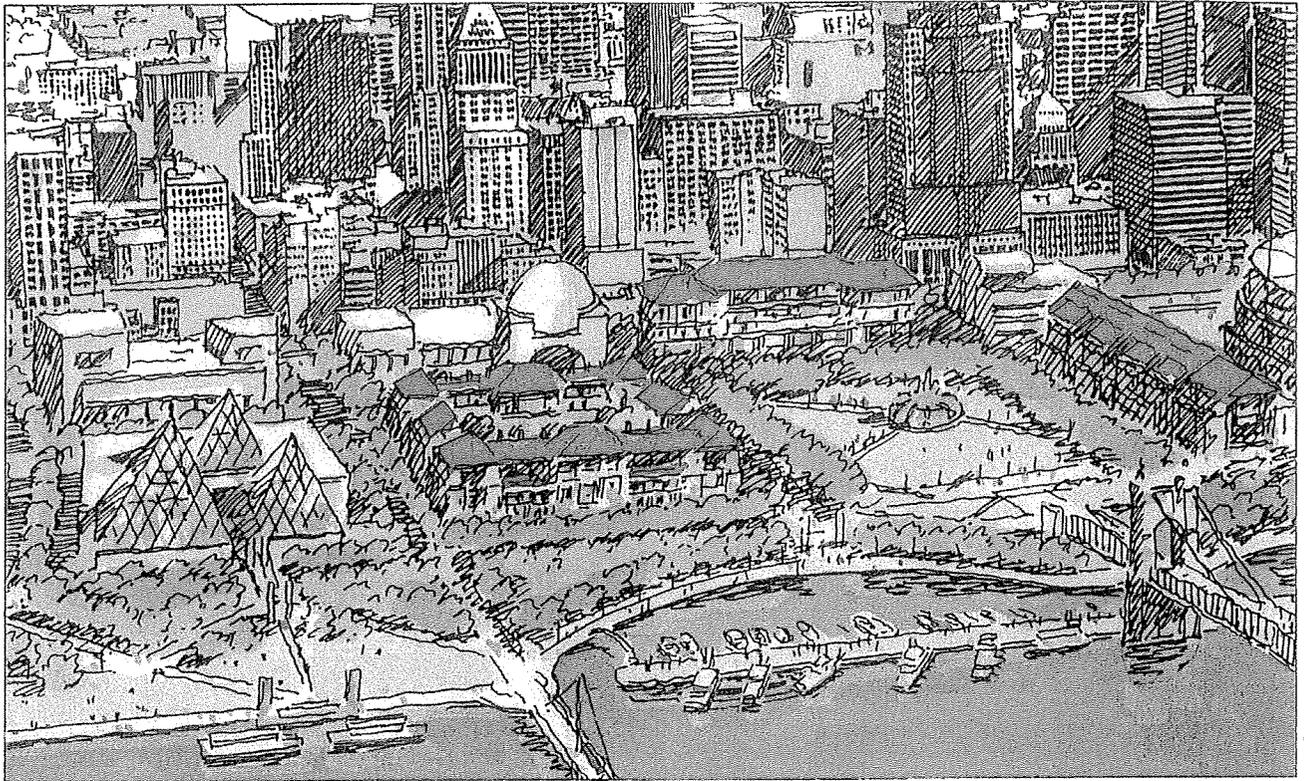
Phase II Alternatives

In this phase, the second major working trip occurred. The consultant team set up a design studio in the Cincinnati Convention Center for four days and developed urban design principles, frameworks, and illustrative schemes. These were

presented on November 14, 1996 at the Convention Center in a Public Forum attended by over 300 citizens. Small group meetings that evening also allowed for citizen input and feedback.

Phase III Final Concept Plan

In this phase, the consultant team, using input from the Public Forum and from working sessions with the Steering Committee, prepared the Concept Plan for the central riverfront and the siting of the stadiums. Two open working meetings with the Steering Committee were held on December 19, 1996 and January 16, 1997.



2 Development Program

The Sports Teams

The primary program elements of the plan are the two new stadiums. Each team has developed sports specifications for a new facility.

The Reds are planning a 45,000 seat baseball park, which will require 3,000 adjacent dedicated parking spaces and 16,400 parking spaces within 1/2 mile.

The Bengals are planning a 65,000 seat football stadium which will require 5000 adjacent dedicated parking spaces and 23,600 parking spaces within 1/2 mile.

Other Planned Cultural or Institutional Projects

There are four proposed projects or attractions which are in various stages of development. All currently favor riverfront locations. It is anticipated that one or more of these projects will be part of a new central riverfront development and that they would share plazas and parking with each other and with the new stadiums.

Aquarium: 156,000 sq. ft. building, 1200 parking spaces, and a 12 acre outdoor exhibit park.



Theaters of the Imagination:
100,000 sq. ft. building with a 3-D IMAX Theater, an IMAX Discovery Simulator, Planetarium, and 350 parking spaces.

National Underground Railroad Freedom Center: 113,000 sq. ft. building and 450 parking spaces.

Home of Professional Baseball and Reds Hall of Fame: 20,000 sq. ft. building and 100 parking spaces

Urban Entertainment District (UED)

If both stadiums and the other attractions are located on riverfront, the potential for private investment

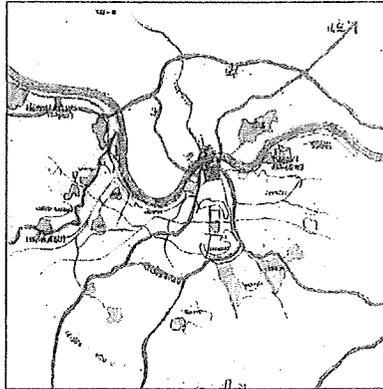
in an Urban Entertainment District becomes a strong possibility. The market would support a 360,000 sq. ft. complex, including a 24 screen cinemaplex, 62,000 sq. ft. of retail, 110,000 sq. ft. of entertainment, and 85,000 sq. ft. of eating and drinking establishments.

Projected Visitation

If both stadiums, the other four cultural attractions, and the Urban Entertainment District are developed on the riverfront, a critical mass of activities will be in place to put Cincinnati over the ten-million-visitor threshold of a 'gateway' tourist city. The number of projected visi-

tors is calculated as follows:

- Reds baseball: 2,500,000
- Bengals football plus stadium events: 800,000
- Four cultural attractions: 2,700,000
- Urban Entertainment District: 4,900,000
- Total: 10,900,000



III ANALYSIS



1 Summary of Interviews and Focus Groups

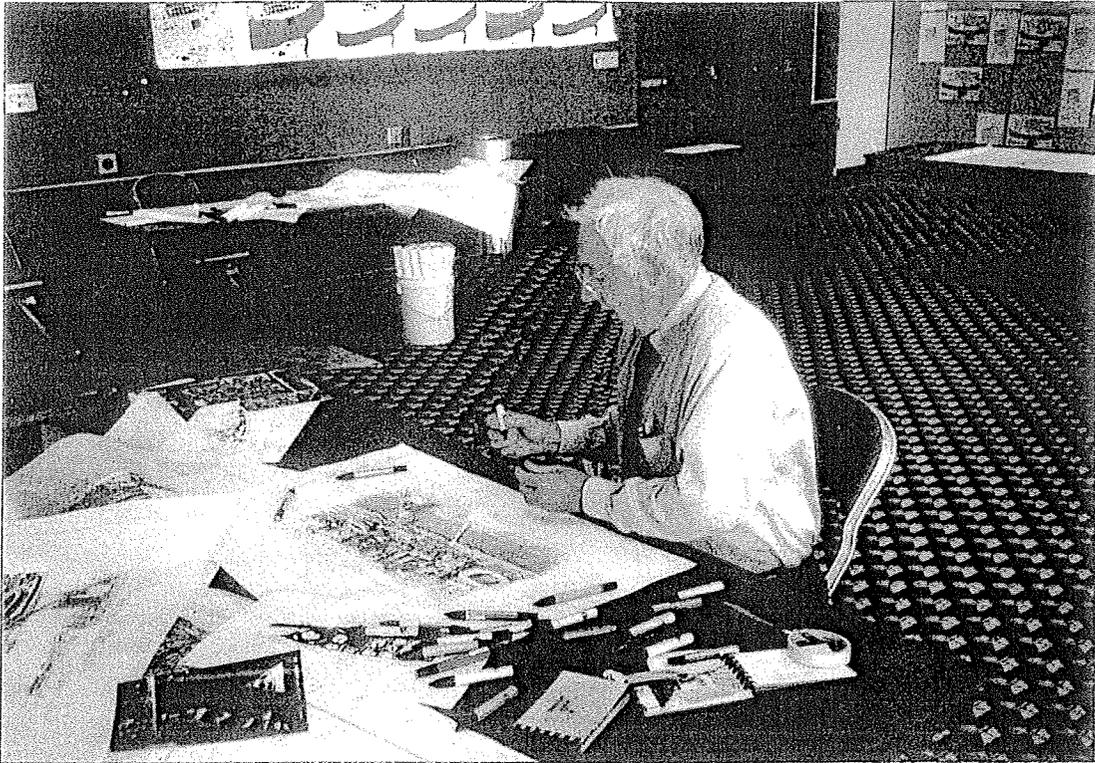
In October and November 1996, UDA conducted 39 individual interviews and focus group meetings which involved over 150 citizens, including the three Hamilton County Commissioners, the Mayor of Cincinnati, three members of City Council, team owners of the Reds and Bengals, representatives of the Over-the-Rhine neighborhood, downtown business owners and business groups, riverfront property owners, state and local planning and transportation agencies, cultural and recreational groups, Northern Kentucky groups, and economic development agencies.

All individuals and groups were asked the same series of open-ended questions: What do you like best and least about downtown Cincin-

nati, the riverfront, and the Broadway Commons site?; What infrastructure improvements are needed?; What uses belong on the riverfront and at Broadway Commons?; and What should be avoided? A summary of the answers to these questions is in the separate Appendix. Following are some highlights of that summary:

Like best: downtown (Aronoff Center, clean and safe downtown, restaurants, and shopping); riverfront (eastern riverfront parks, beauty of the river, and festivals); Broadway Commons site (economic development potential, proximity to Main Street/Over-the-Rhine, and closeness to downtown).

Like least: downtown (weak retail, not enough entertainment,

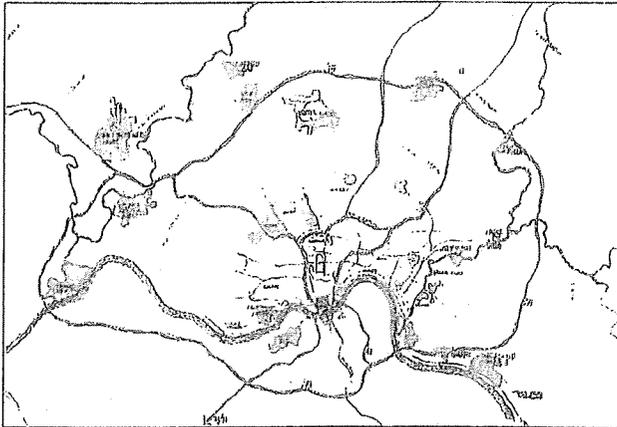


parking supply, and isolation from the river); riverfront (Fort Washington Way, central riverfront, and poor access); Broadway Commons site (too far from hotels, surface parking lots, and adjacency to Over-the-Rhine).

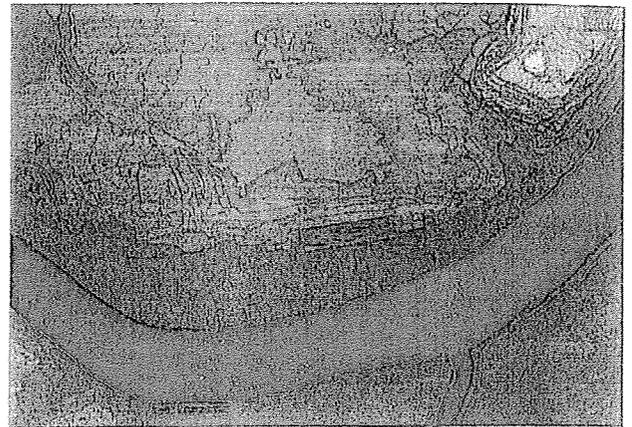
What should be avoided: riverboat gambling; blocking views from and to downtown with large stadiums or buildings; and diluting the strength of downtown.

A few general themes ran through all the interviews and meetings: reconnect downtown to the riverfront; create a new riverfront park; and develop the riverfront right this time.

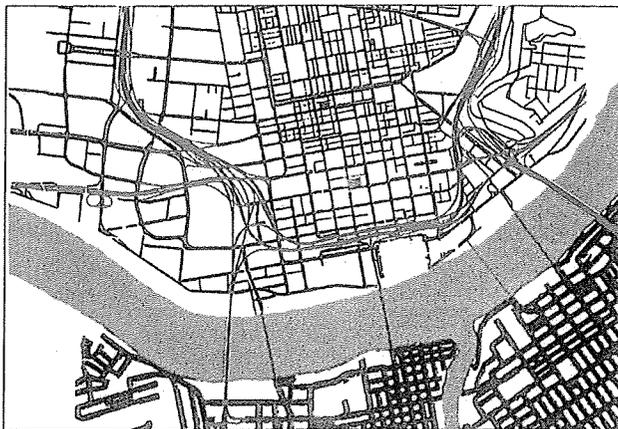
Analysis



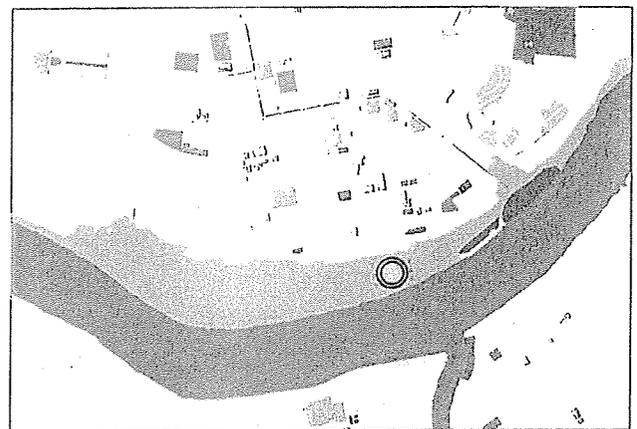
Regional open space network and major highways



Topography of downtown Cincinnati



Streets and highways in downtown Cincinnati, Covington and Newport



Institutions, parks, buffer areas and the 100 year flood plain

2 Urban Design Analysis

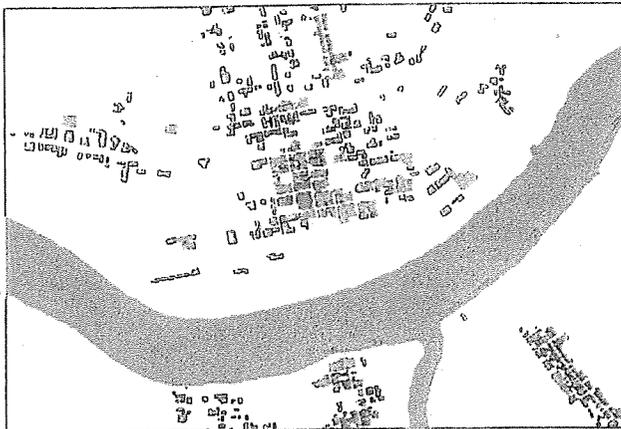
The design team prepared a series of analytical drawings focusing on downtown Cincinnati and the northern Kentucky riverfront. These drawings are often referred to as x-rays because they describe specific layers of information.

Downtown Cincinnati is situated on a bluff along a gentle bend of the Ohio River west of Mt. Adams. The riverfront is low, broad, and flat, much of which is beneath the 100-year flood plain. The city's street network is a regular pattern of 400 foot square blocks. The street grid is cut off from the riverfront by the Fort Washington Way interstate

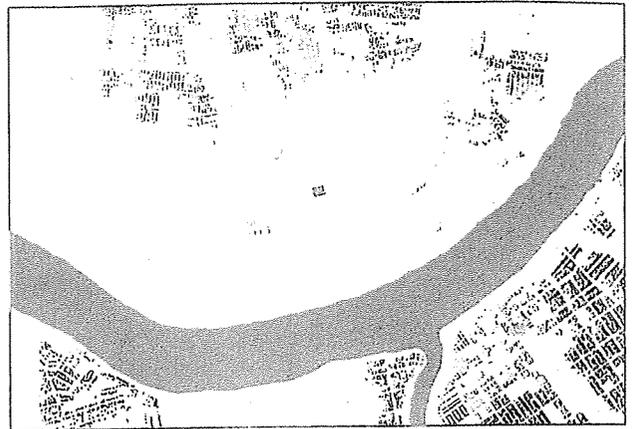
highway corridor. Highways border the eastern and western sides of the downtown. Central Parkway and Eggleston Avenue stand out as unique boulevards in the downtown's open space pattern. The street patterns of Covington and Newport in Kentucky extend to the Ohio River.

The regional open space x-ray shows that by extending a park along the central riverfront, Cincinnati can contribute to a regional network of parks and trails. Ideally, a riverfront trail would eventually extend east and west of the downtown.

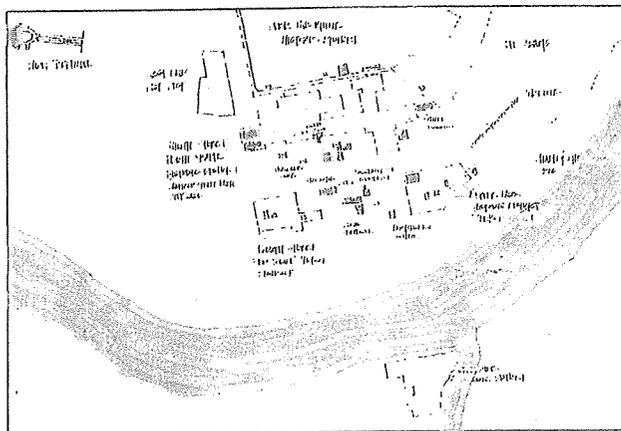
Analysis



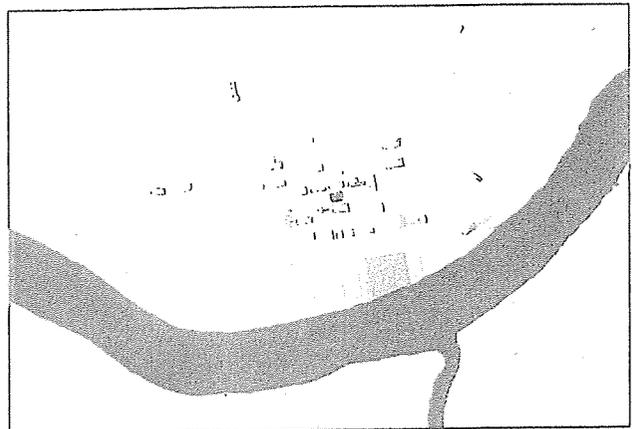
Commercial uses including retail, offices and hotels



Residential areas



Historic assets and districts



Parking lots and garages

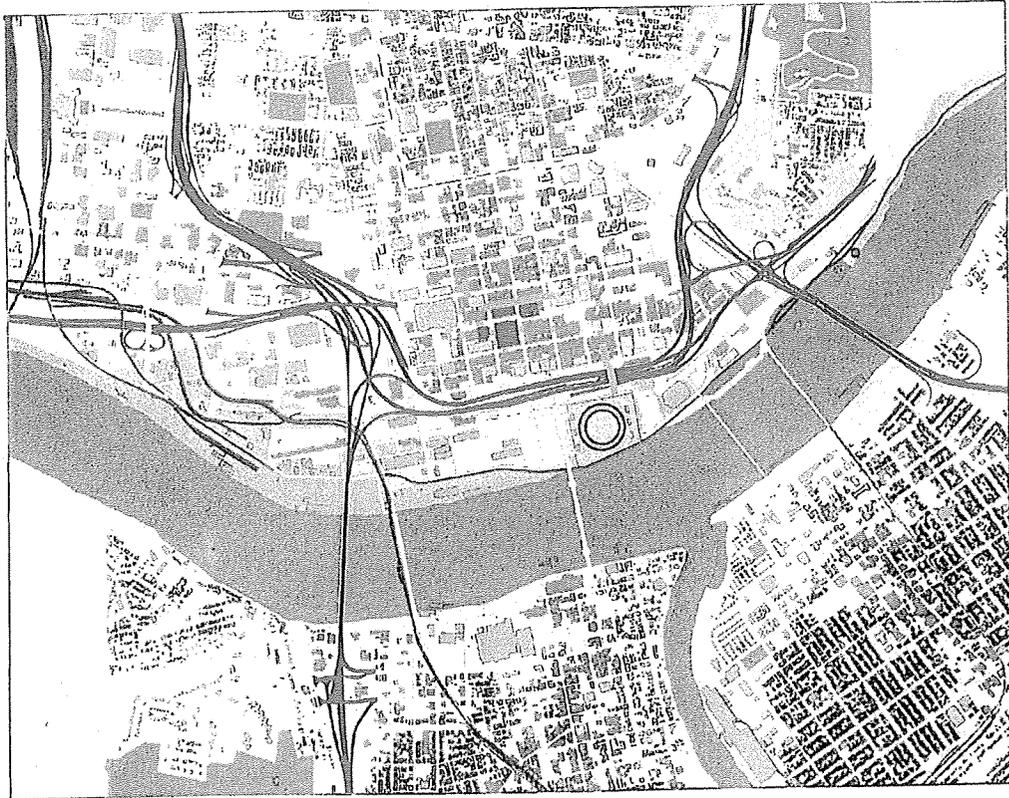
Downtown Cincinnati has a concentration of commercial activity radiating out from Fountain Square. The commercial areas of Covington and Newport are organized along 'main' streets that lead to the Ohio River.

The residential areas of Covington and Newport also extend to the river's edge. By contrast, Cincinnati has little residential in the center of the downtown on the riverfront, but has significant residential areas to the north and northeast of downtown in the historic neighborhoods of Over-the-Rhine and Mt. Adams.

Downtown Cincinnati also has a collection of historic buildings such as Music Hall and City Hall. Fountain Square has always been the center of the downtown.

Parking resources are evenly distributed and are the predominant land use on the riverfront.

Poor street access from the downtown, and a land elevation below the 100-year flood plain, have contributed to an underutilized central riverfront.



Portrait

3 Economic Study

ZHA, Inc., a member of the consultant team, was given the task to assess the economic implications of siting new stadiums in various downtown Cincinnati locations. The Technical Report (see separate appendix volume) is a summary of ZHA's conclusions regarding the three final development options. Those options were developed by the consultant team in response to a desire by Hamilton County and the City of Cincinnati to build two professional sports stadiums in a

manner that stimulates the downtown both economically and culturally, and also contributes to urban vitality.

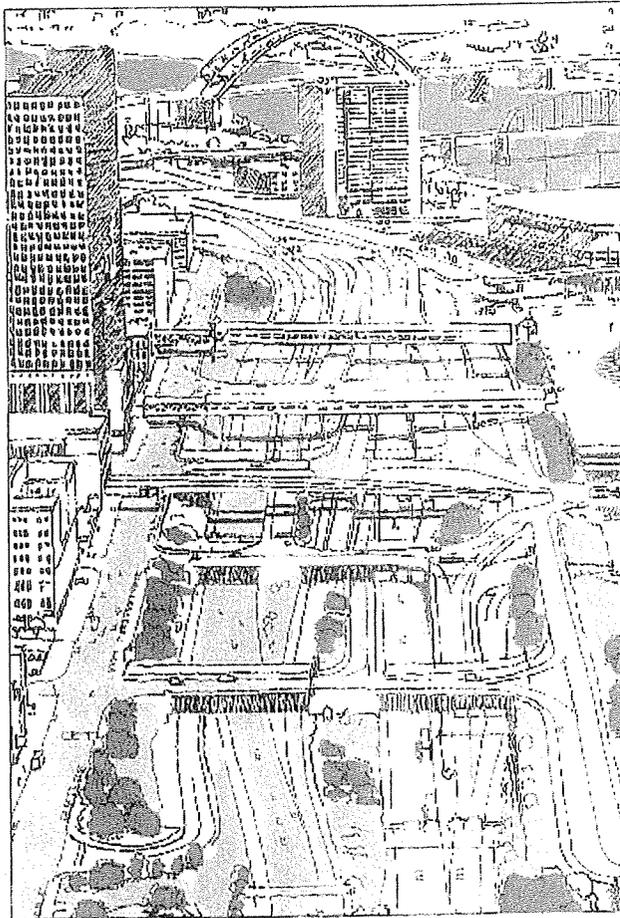
The theory behind all of the development options is that mutually supporting activities will have a synergistic effect on each other and that the total impact generated will be greater than the sum of the parts.

The ZHA report describes in detail the four additional cultural attractions currently being considered for development. When combined with both new stadiums in a riverfront location these attractions can leverage additional private investment in an Urban Entertainment District (UED). With the annual draw of 10,900,000 visitors to the

sports events of the two stadiums, the additional cultural attractions and the UED, Cincinnati can achieve the status of a 'Gateway City' and become a center of entertainment and culture for the region and beyond.

If baseball is located at Broadway, the County and City can choose another direction for economic development by focusing reinvestment in the historic Over-the-Rhine neighborhood and Back Stage area of the downtown.

With appropriate public investment strategies the City and County would stimulate downtown and riverfront housing which would serve a variety of markets and contribute to the creation of a 24-hour city.



Fort Washington Way Today

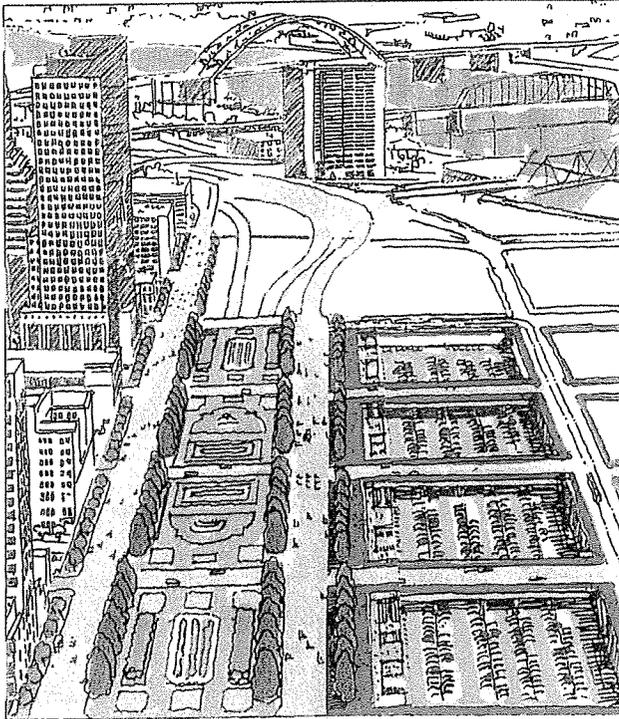
4 Transportation Study

Glatting Jackson Kercher Anglin Lopez Rinehart, a member of the consultant team, studied traffic and parking related to the two new stadiums and the urban design plans for the central riverfront. Glatting Jackson identified several key issues. First, the amount of land to be consumed by two new stadiums and related parking (over 50% of the central riverfront) poses a challenge for accommodating other development. Second, the current riverfront is poorly served in that there is no arterial street network that connects the riverfront, just two east/west service roads and three or four highway ramps. Third, although rapid

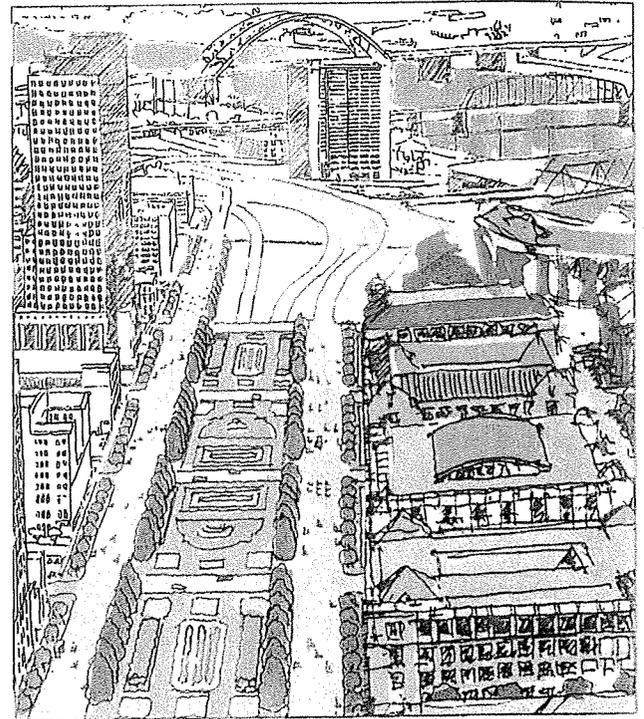
clearance of fans and cars after a game is often cited as a major goal, it also has the effect of inhibiting instead of encouraging related economic development spin-off, and downgrades the importance of transit.

Glatting Jackson was asked to evaluate two major public investments being considered by the region: the reconstruction of Fort Washington Way and the development of a light rail transit (LRT) connection between Northern Kentucky and points north, and downtown Cincinnati.

The Ohio Kentucky Indiana Regional Council of Governments



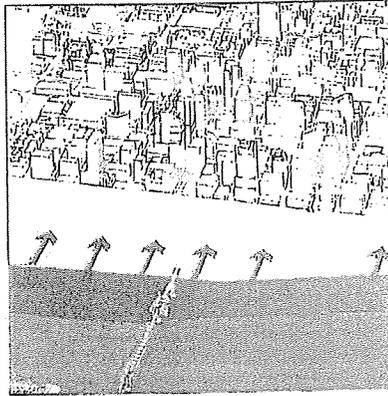
One parking alternative for Fort Washington Way



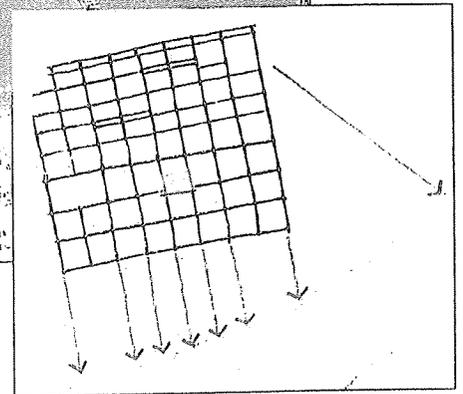
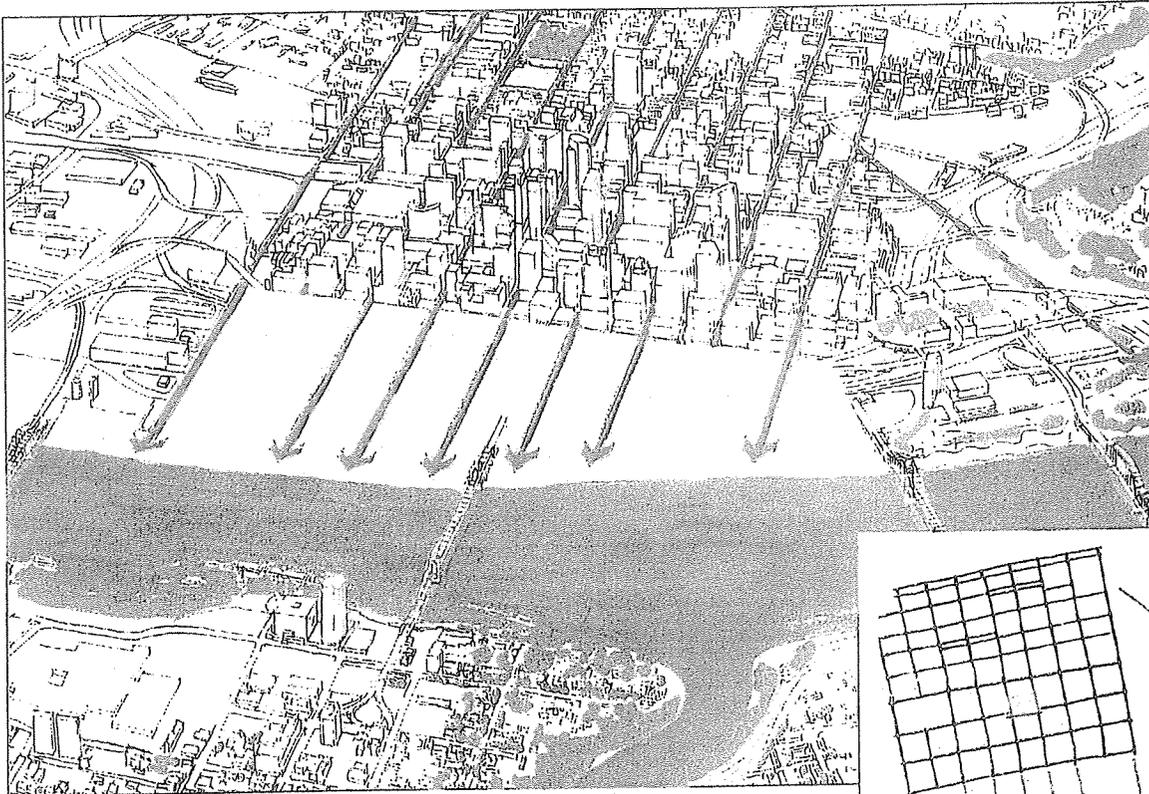
One development alternative for Fort Washington Way

(OKI) has sponsored a Major Investment Study (MIS) of the I-71 corridor which includes the Fort Washington Way section in downtown Cincinnati. A number of alternatives have been studied for reconstructing Fort Washington Way, including downgrading it to an at-grade boulevard. Other alternatives including reconfiguration of the expressway roadways and ramps, narrowing the expressway, and other combinations. Glattig Jackson recommended selection of Alternative Five for Fort Washington Way which narrows the expressway, eliminates ramps in the central riverfront area, and allows for recapture of land for new surface boulevards and development as shown in the illustrations.

The LRT option was seen by Glattig Jackson as the opportunity of a generation to leverage the stadium construction with state and federal grant programs for start-up LRT projects. An LRT system would have the following benefits for the region and for the stadium development: efficient high volume people moving; linkage to fringe parking; visitor convenience; 'celebration' of arrival at an event; image and appeal; and economic spin-off. A multi-modal transportation center and stadium stop on the central riverfront would be a major economic development site. The City sees a funding leverage of one local dollar to one state and federal dollar.



IV URBAN DESIGN PRINCIPLES



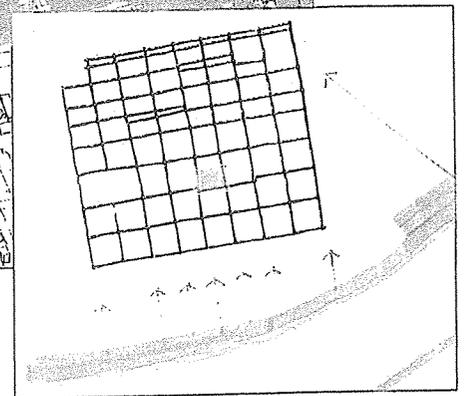
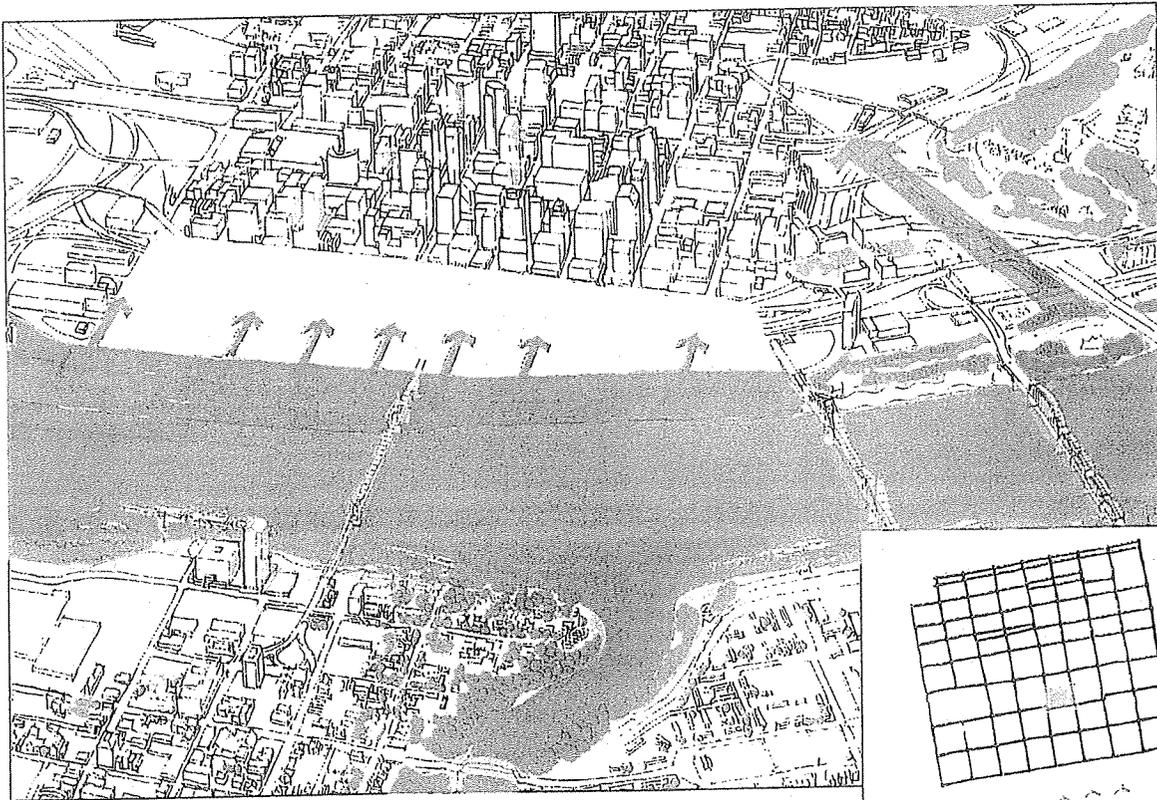
1 Streets

Re-establish the city grid to the river

The existing riverfront road system is a fragment of the historic downtown street grid. The original street network extended from Central Parkway on the northern edge of downtown to the Public Landing on the river. The heart of the city was thus connected to the river. The construction of Fort Washington Way in the 1950s effectively broke this link by severing virtually all of the north/south street connections. The waterfront was further isolated in the early 1970s by the erection of Cinergy Field and its parking decks.

In order to reconnect the City to its Ohio River address, north/south street connections to the River must

be re-established. Central, Elm, Race, Vine, Main, and Walnut Streets should all be extended to the waterfront to complement the lone existing connection at Broadway. Pedestrian-friendly streetscapes must accompany the rebuilt streets to invite residents back to the water's edge. This principle of re-establishing the street grid will not only re-link downtown to the waterfront, but will also remove one of the major obstacles to riverfront redevelopment.

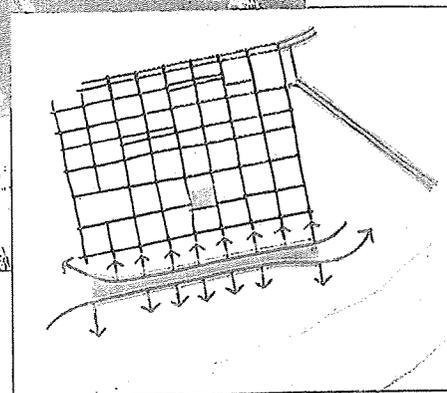
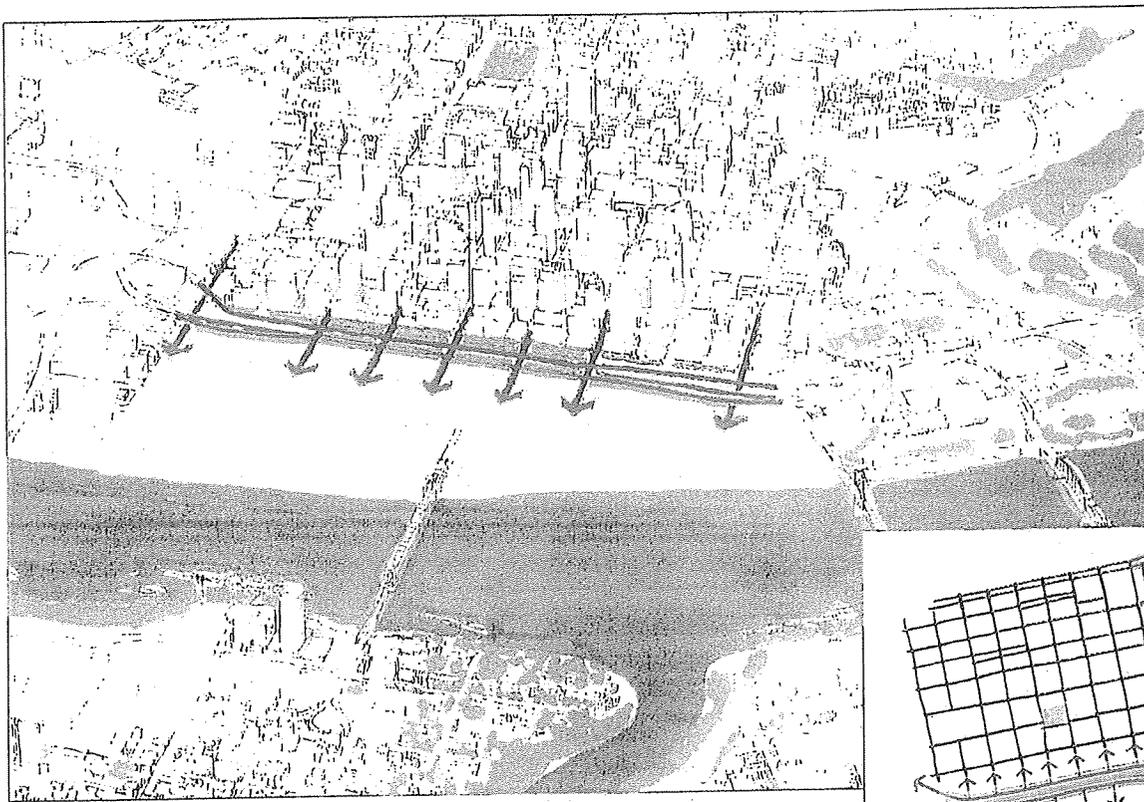


2 Parks and Open Space

Transform existing isolated parks into a riverfront park system

The existing parks to the east of the central riverfront form one of the world's most inviting riverfront greenspaces. Yeatman's Cove, Bicentennial Commons at Sawyer Point, and International Friendship Park each reflect the correct pattern of riverfront development, in which a park acts as a mediator between the City and the river. The only criticisms which can be made of these parks are that they are disconnected from downtown and neighborhood pedestrian networks and isolated from residential and commercial development.

Redevelopment of the area between the Clay Wade Bailey and Taylor Southgate Bridges will transform the isolated parks into a riverfront park system. Approximately 50 acres of parking lots and warehouses can be remade into a public open space as a new front door for downtown. Mehring Way will be reconfigured to create a defined northern edge to the park. Only by reclaiming the riverfront for public use will the City have an opportunity to establish the proper urban relationship at the river.



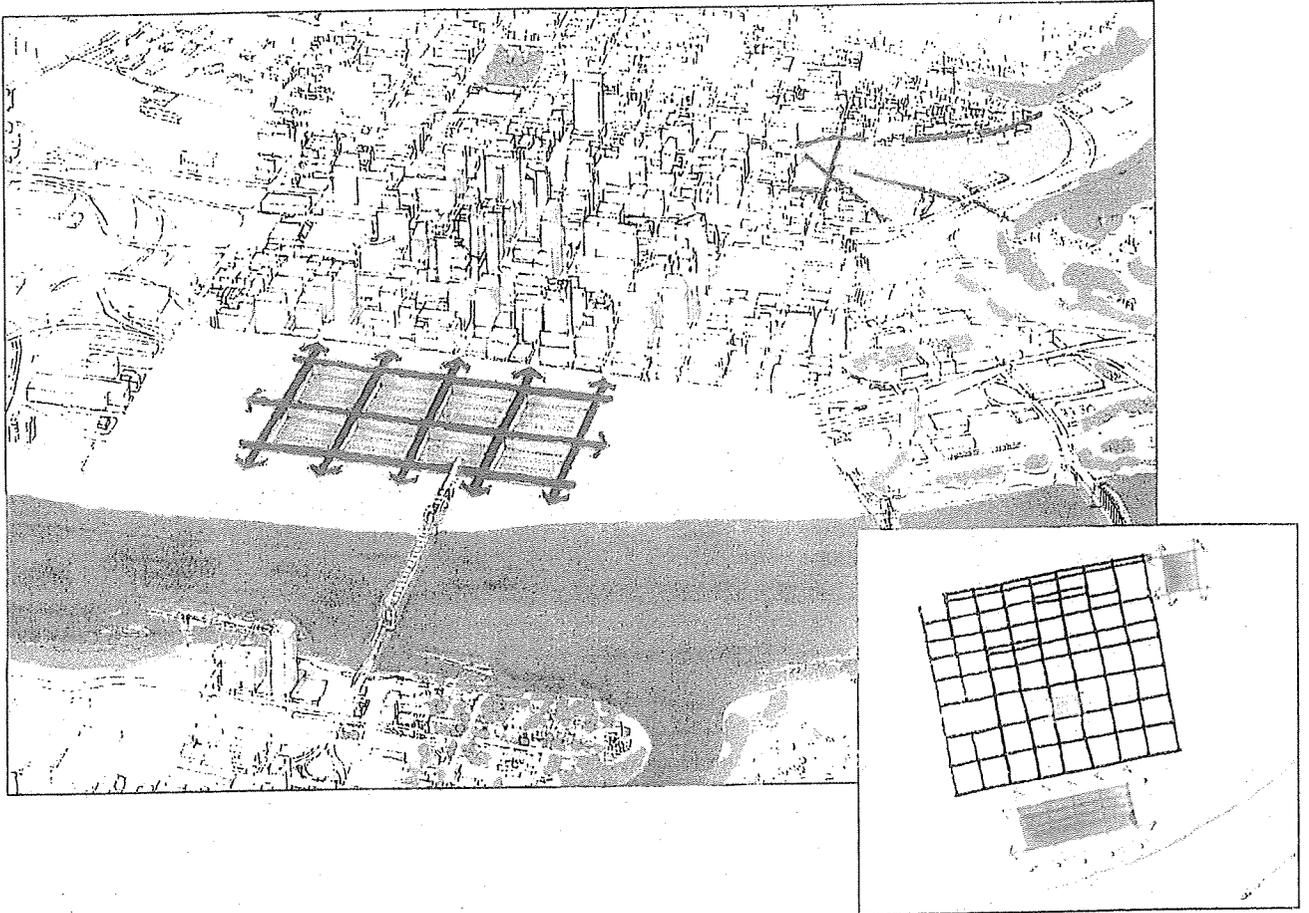
3 Highway Barriers

Seize the opportunity to remove Fort Washington Way as a barrier to the riverfront

Fort Washington Way was built at the height of interstate highway construction in the 1950s to connect I-75 to I-71 and to provide direct interstate access to downtown Cincinnati. Although the concept seemed correct at the time, the execution of the highway design resulted in a tangled system of ramps, bridges and intersections. It also had the unplanned effect of cutting off the physical and perceptual links between downtown and the riverfront.

An opportunity exists today to remove the elements of Fort Washington Way's design which make it a barrier to the riverfront. The pro-

posed reconstruction is designed to facilitate below-grade east/west through movements and to restore the historic surface street pattern. Sidewalks and street trees will replace the existing maze of highway exits and unclaimed spaces and the highway corridor will be narrowed to be in scale with typical city blocks. Removing Fort Washington Way as a barrier is a key principal for the successful redevelopment of the central riverfront.



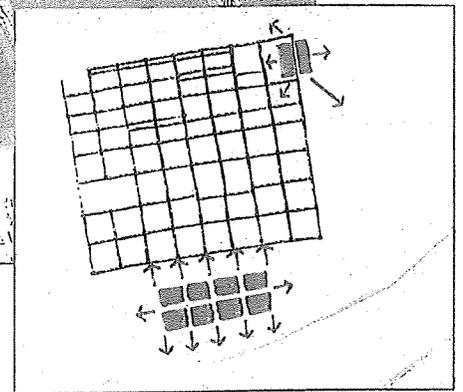
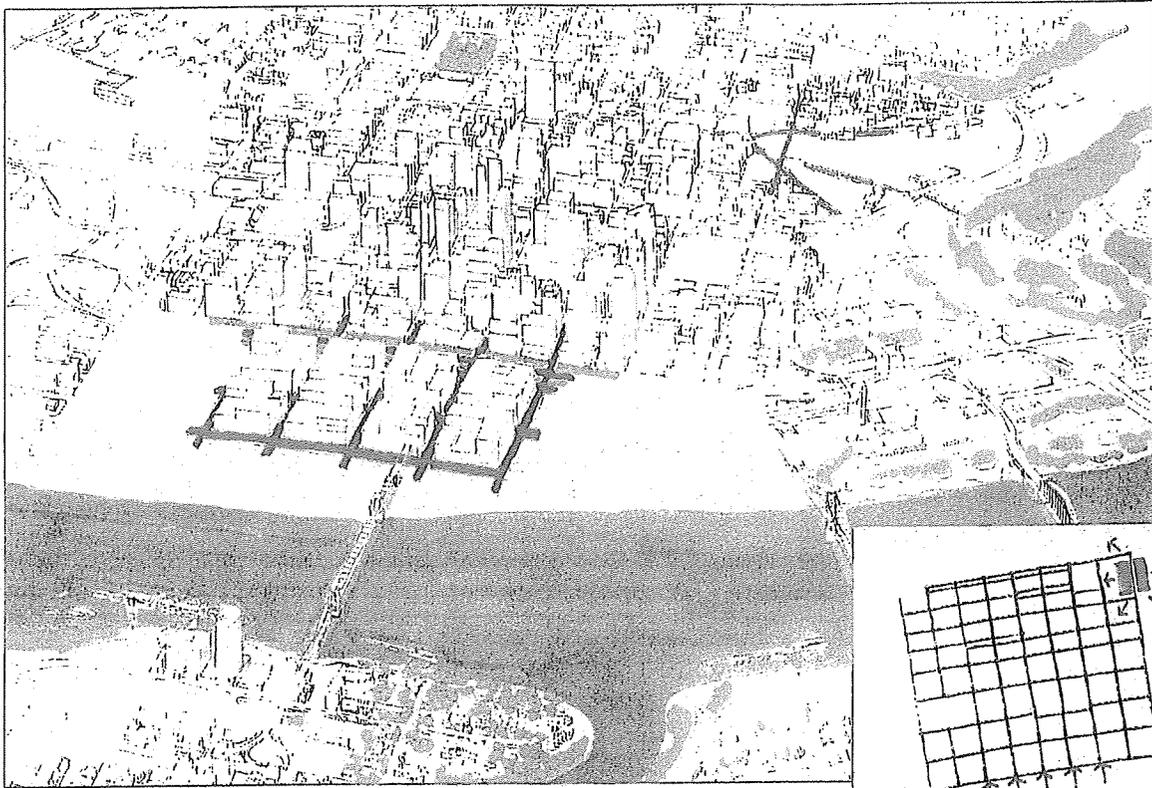
4 Parking

Create centrally located multipurpose parking

A 1993 study of Cincinnati's downtown parking resources revealed that although the City has an abundance of parking spaces, many of them are located far from where they are most needed. Excess capacity at the perimeter of downtown currently offsets a severe shortage of parking in the Central Business District. The riverfront, with its over 8000 spaces, is a key part of this excess capacity and an essential resource.

To preserve the balanced parking supply, new structured parking must be built to serve both downtown office and stadium users. Since office workers will typically

only walk a quarter of a mile or less, new structured spaces should be concentrated in the central riverfront and/or west of Broadway Commons. The creation of a new shared parking reservoir is the best insurance against downtown parking shortages and uneconomical remote garages.



5 Economic Development Sites

Preserve sites which are linked to downtown, the riverfront, the stadiums, and parking for economic development

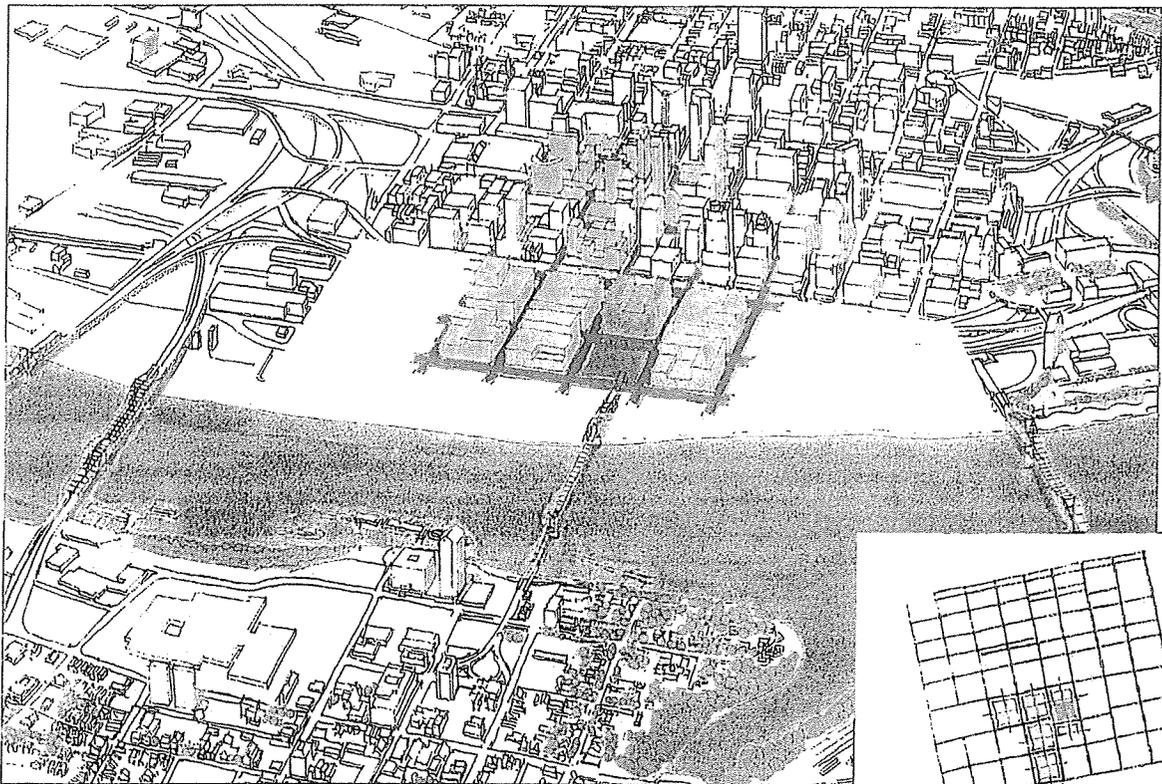
The riverfront and Broadway Commons are the two likely sites for stadium and economic development. Within these two sites, the central riverfront between Elm and Walnut Streets and the western tip of Broadway Commons have the unique feature of being simultaneously linked to downtown, the riverfront, the stadium sites, and parking. This characteristic makes these two areas the best sites to preserve for future development opportunities.

Removing Fort Washington Way as a barrier to riverfront development is a critical supporting initiative for the riverfront strategy. Cre-

ating a multi-modal transit and parking facility in the Fort Washington Way corridor is also a key to attracting new investment.

Development on the Broadway Commons site will not only benefit from supporting uses, but will in turn fuel residential revitalization in the Over-the-Rhine neighborhood.

By preserving the central riverfront between Elm and Walnut Streets and the western tip of Broadway Commons for future economic development, Cincinnati will be establishing the foundation for the only opportunity to extend the downtown core.



6 Attractions

Link attractions to the downtown retail/office core

A major goal of the public investment in the two sports stadiums is to strengthen downtown retail, entertainment, and cultural businesses and organizations. If cultural attractions and an Urban Entertainment District (UED) are developed on the central riverfront, they should be linked to the Fourth Street retail core, Fifth Street hotels, Fountain Square, and the Backstage cultural district.

The new riverfront attractions can be seen as a 'string of pearls,' a collection of valuable cultural assets. This 'string of pearls' runs from the riverfront, across the reconstructed Fort Washington Way,

and into the downtown. Thus the developed riverfront becomes just one part of a vibrant and seamless downtown with a variety of uses, including stadiums, cultural attractions, retail, hotels, entertainment, housing, offices, and parks—a true 24-hour city.



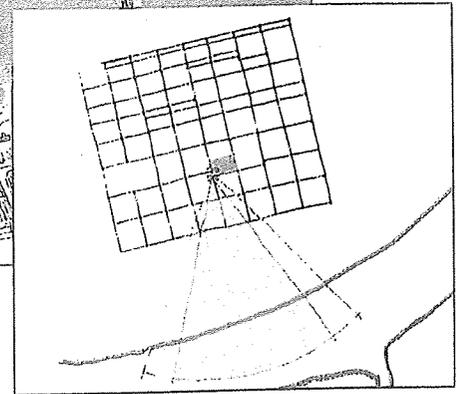
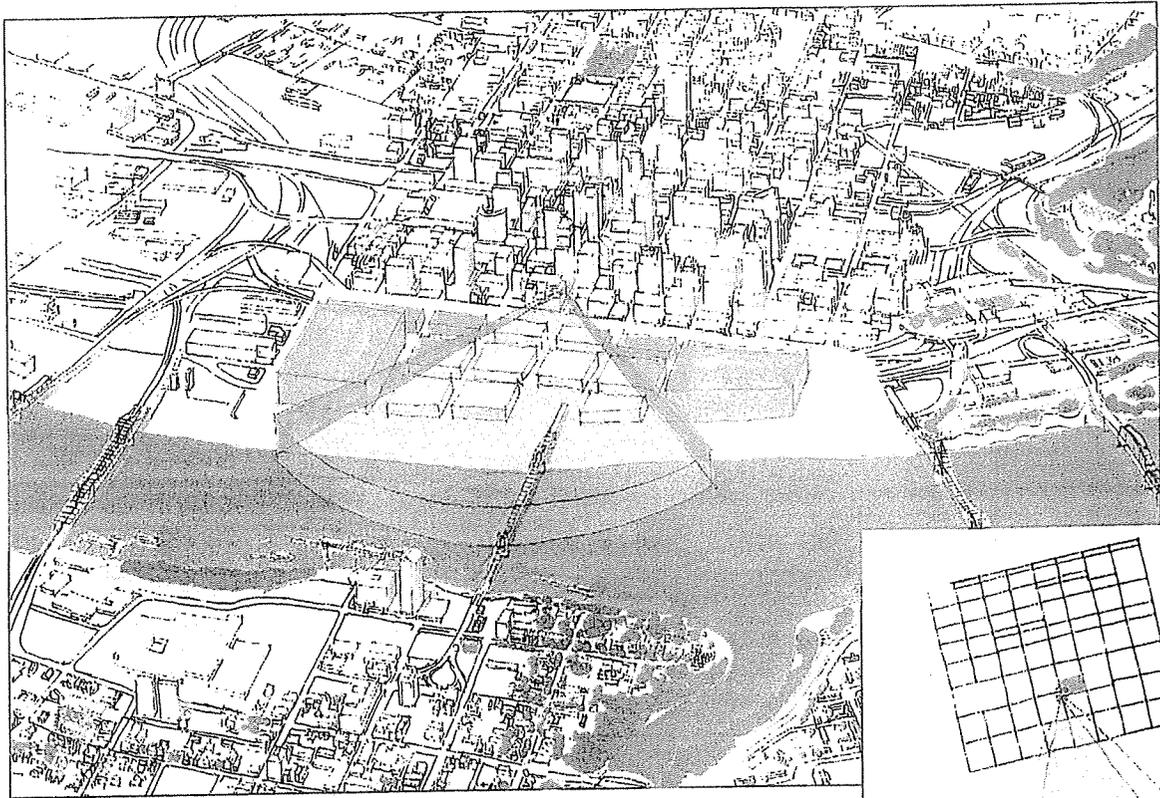
7 Public Transportation

Construct an LRT or parking shuttle to link neighborhoods and parking with downtown Cincinnati and Northern Kentucky

A new light rail transit line to link the airport, Northern Kentucky, downtown Cincinnati, the University of Cincinnati, and northern neighborhoods has been in the conceptual planning stages for some time. The preferred alignment would bisect the Covington and Cincinnati riverfronts at Madison Avenue and Race Street respectively. An 'intermodal' hub just east of Race Street is planned as the line's key transfer point to bus and inter-urban rail networks.

Although the region's transportation plan has many other important projects, the option of light rail (or an equivalent parking shuttle sys-

tem) should be part of the revitalization of the Cincinnati riverfront. One key argument for the LRT is that it would link remote parking reservoirs with stadium and Central Business District parking needs, thereby reducing the requirement for new downtown structured parking spaces. Not only would the city have to build fewer parking garages, but additional land would remain available for future economic development.

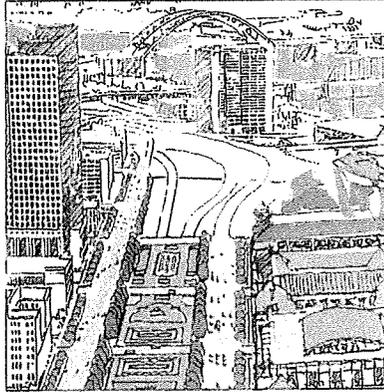


8 Scale of Development

Preserve the view from downtown to the river and from the river to downtown

Among Cincinnati's greatest assets are the views from the Central Business District to the Roebling Bridge and Ohio River, and from the Ohio River and the Kentucky riverfront back to downtown Cincinnati. Many citizens said that the City skyline as viewed from the south is Cincinnati's signature image. In order to preserve this asset, new buildings in the central riverfront should be scaled to support existing sight lines. Building heights should step down from no more than four stories along Fort Washington Way

to two stories at Mehring Way, with stadiums pushed as far to the east and west as possible. This approach will guarantee that the maximum number of existing and future downtown buildings will share the City's most prestigious riverfront address.



V URBAN DESIGN FRAMEWORKS

*Ideal Framework Plan*

1 Ideal Framework

Build on strengths and eliminate weaknesses

UDA used the urban design principles to develop an ideal framework and a series of alternative frameworks. The ideal framework is the plan which best exemplifies the principles. The alternative frameworks explore less successful development alternatives.

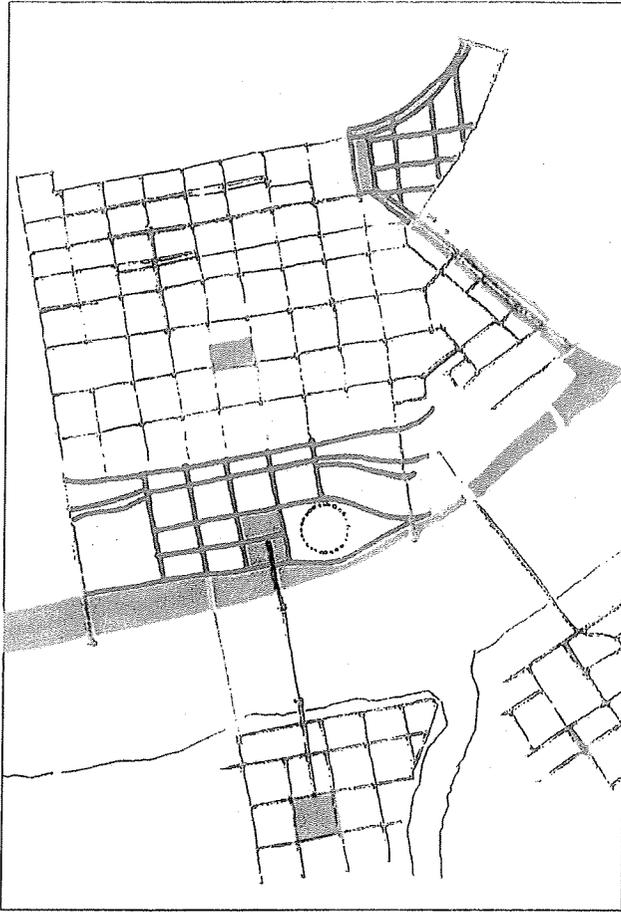
In the ideal framework, (pictured above) four blocks of the city street grid are extended to Mehring Way. Mehring forms the edge of a new riverfront park which is a western extension of Yeatman's Cove.

Fort Washington Way is reconstructed to complete the framework,

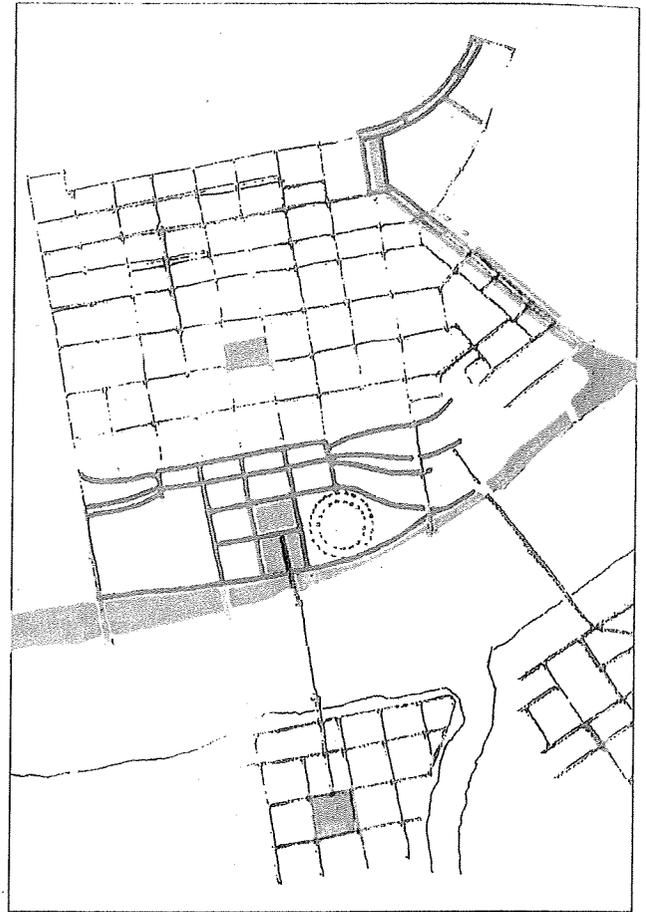
using Alternative scheme Five which will narrow the freeway and trench, strip all ramps to cross streets, build a new Second Street, create 25 acres of useable land south of the trench and extend north-south streets across the I-71/I-75 connection.

Stadium sites are created by the highway ramps leading to the trench which block the extension of Plum Street and Sycamore Street resulting in 800 foot long blocks at the eastern and western ends of the riverfront.

The Broadway site offers a third opportunity for a stadium location.



Alternate Framework Plan 1



Alternative Framework Plan 2

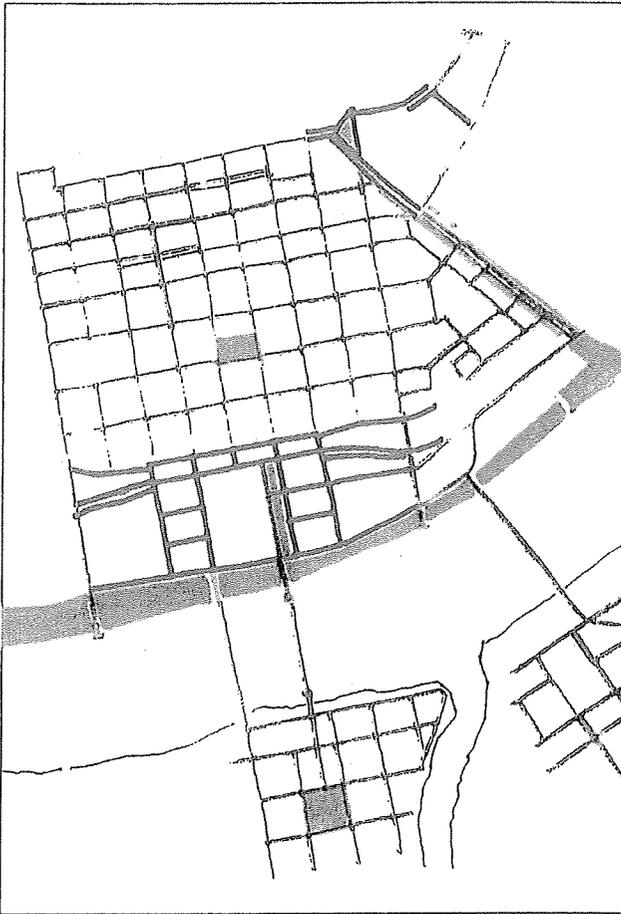
2 Alternative Frameworks

Four alternative frameworks were studied which locate stadium sites closer to the Roebling bridge than in the Ideal Framework. Each alternative reduces the land available for redevelopment in the central riverfront and reduces the number of street grid connections to the riverfront. In all four alternatives, Broadway Commons remains a viable stadium site.

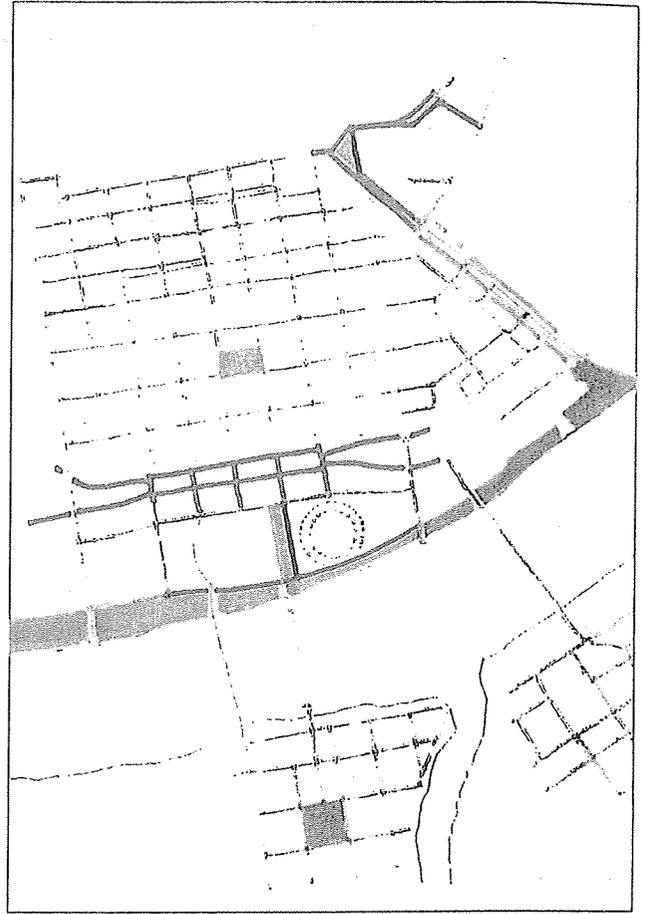
These alternatives progressively fulfill fewer and fewer of the urban design principles in Chapter IV. Alternatives 3 and 4 are not recommended.

Alternative Framework Plan 1 assumes Cinergy Field will be re-used for one of the sports teams and that a western stadium site is between Central and Elm. Three blocks extend to the riverfront. Broadway Commons is shown as an economic development site.

Alternative Framework Plan 2 assumes the western stadium site is moved eastward one block. Only two city blocks extend to the riverfront.



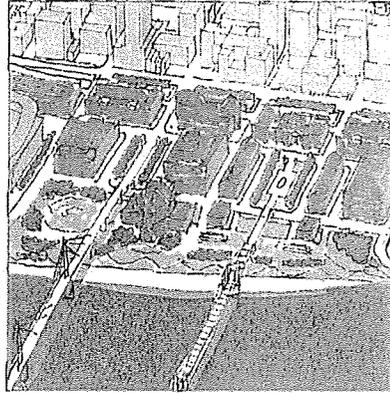
Alternative Framework Plan 3



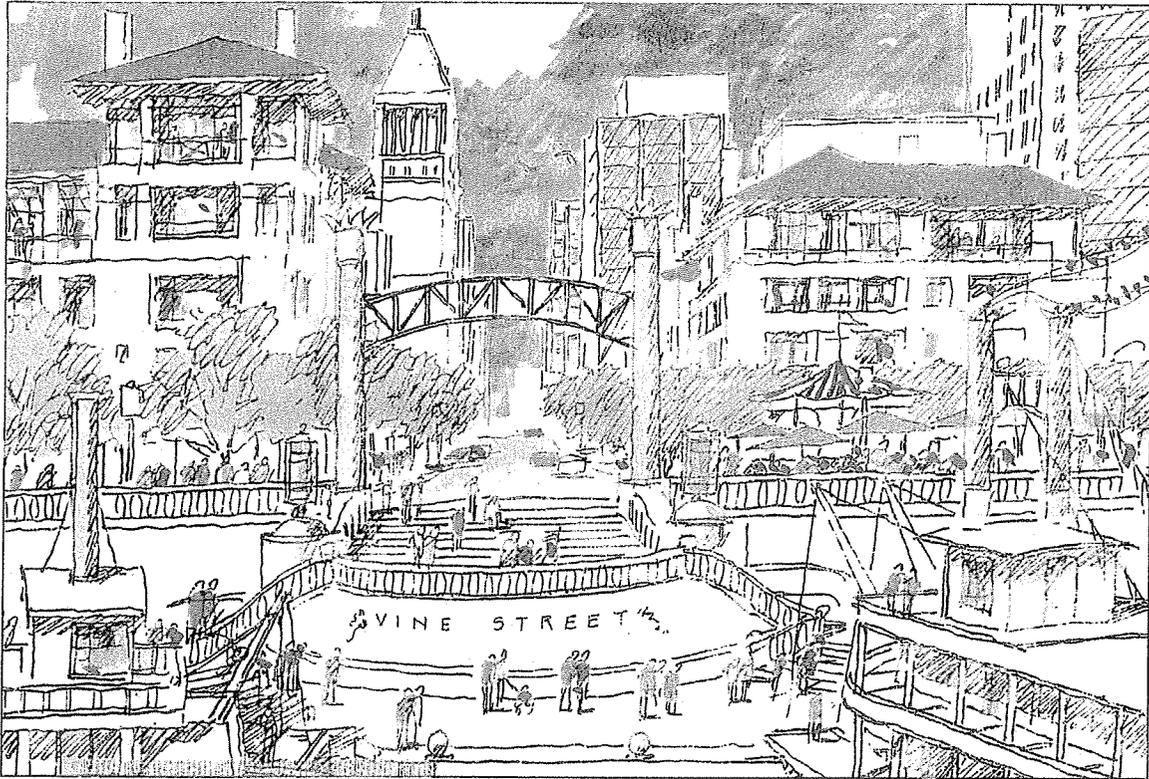
Alternative Framework Plan 4

Alternative Framework Plan 3 assumes new stadiums located just west of the Roebling bridge and between Central and Elm on the west. The central riverfront is consumed by a stadium and parking. Two city blocks separated by a stadium extend to the riverfront.

Alternative Framework Plan 4 assumes a stadium west of the Roebling Bridge and the re-use of Cinergergy Field. No city blocks extend to the riverfront. The central riverfront is consumed by a stadium and parking.



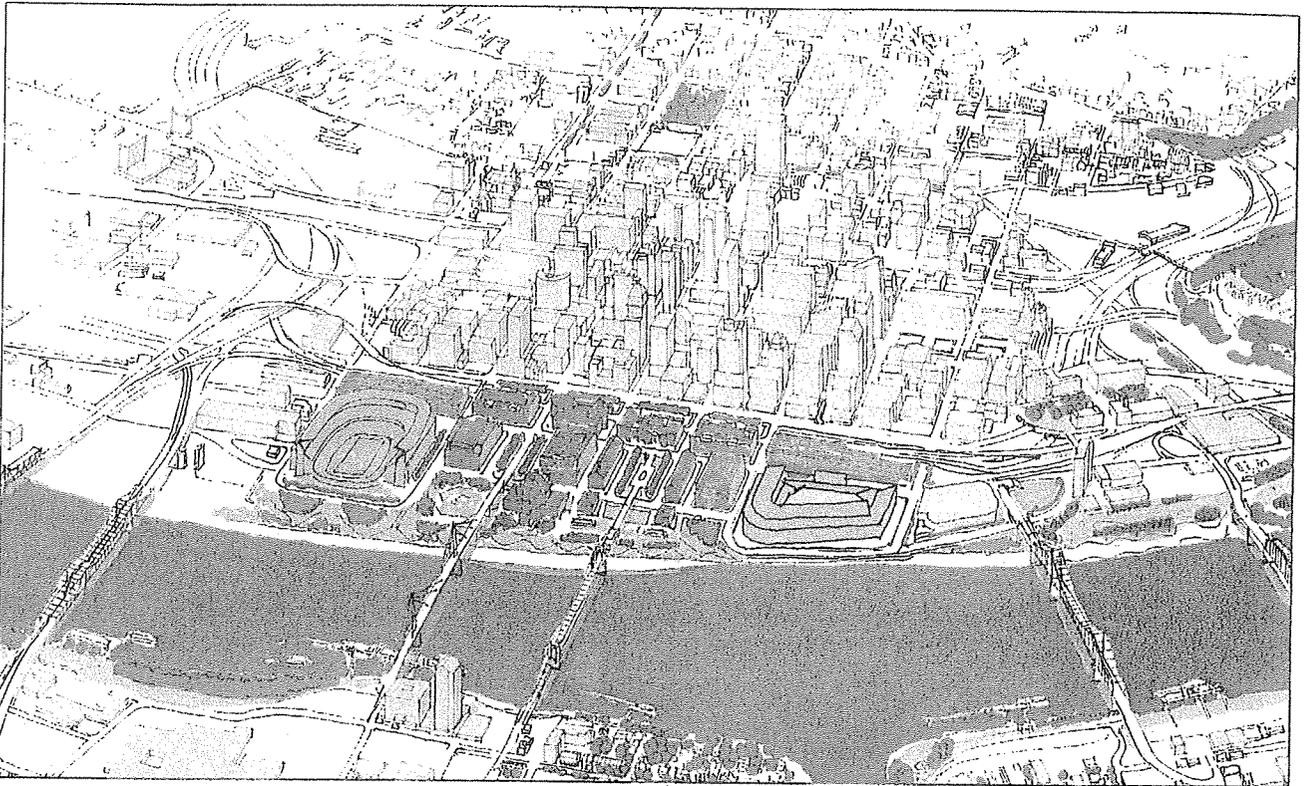
VI URBAN DESIGN ALTERNATIVES



1 Introduction

Urban design principles and frameworks were used to develop three urban design alternatives which have been nicknamed Big Bang, Nameplate, and Baseball at Broadway after each scheme's representative characteristic. On the following pages an aerial perspective, plan and parking/phasing diagram are shown for each design, along with a detailed explanation of each plan's special features. The Big Bang and Nameplate schemes explore the op-

tion of two riverfront stadiums with development between, while the Baseball at Broadway scheme examines a new football stadium on the riverfront and a new baseball stadium at Broadway Commons. These three urban designs are distinguished from the stadium siting alternatives shown in the next section by the fact that each adheres to all of the urban design principles and the ideal framework.

*Big Bang aerial perspective*

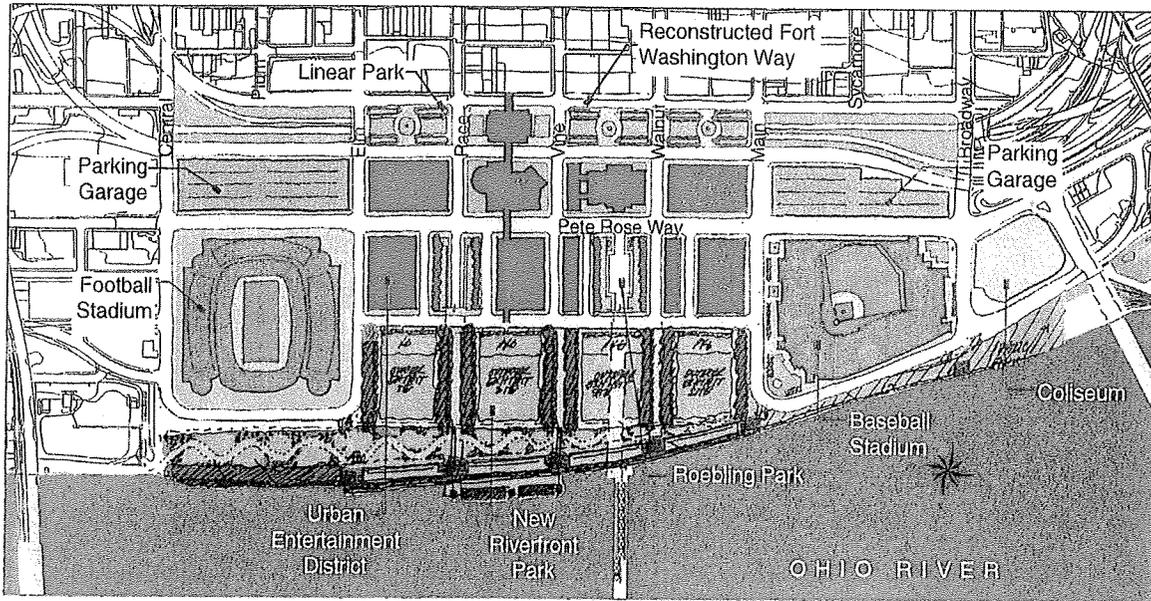
2 Big Bang

The Big Bang alternative illustrated above and on the following page is the most complete fulfillment of the urban design principles (Chapter IV) and the ideal framework described in Chapter V.

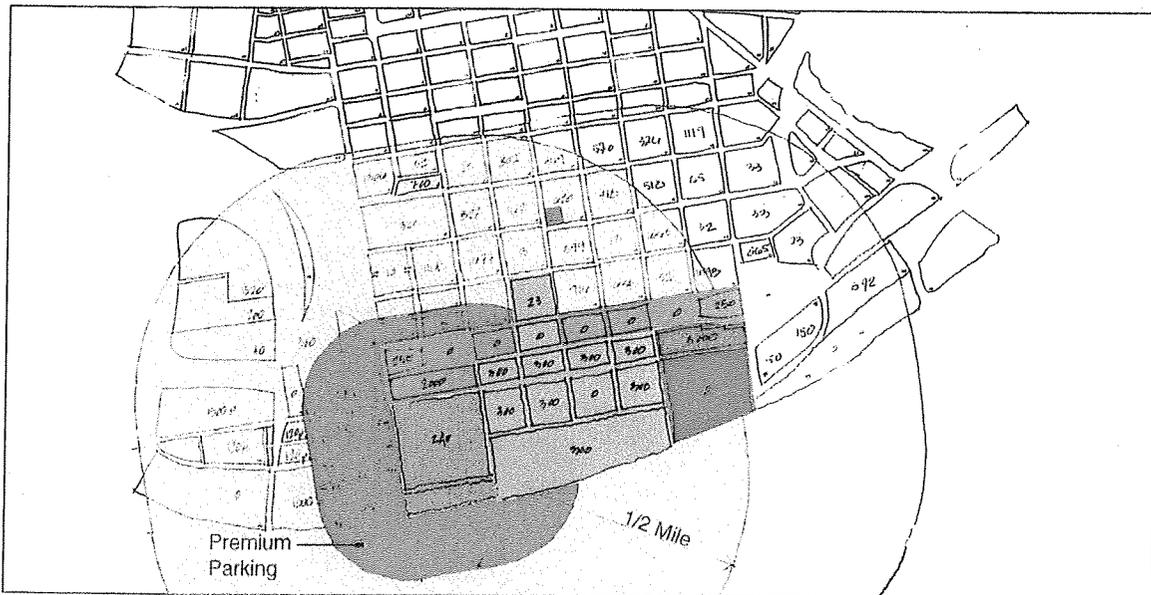
The Big Bang includes: two new stadiums on the riverfront (football to the west, baseball to the east); four new cultural attractions on the central riverfront (aquarium, National Underground Railroad Freedom Center, Theaters of the Imagination, and the Home of Professional Baseball Museum); a 360,000 square foot Urban Entertainment District (UED) with a 24

screen cinema, electronic entertainment venues, themed restaurants, and related retail; extension of the city grid of streets to the central riverfront; the reconstruction of Fort Washington Way; a light rail transit line from Northern Kentucky to downtown Cincinnati; and a new riverfront park.

The Big Bang requires public and private commitment for implementing the four cultural attractions. Without them, the private development of a UED will not occur. See Chapter VIII (Comparative Analysis) for an evaluation and costs for the Big Bang alternative.



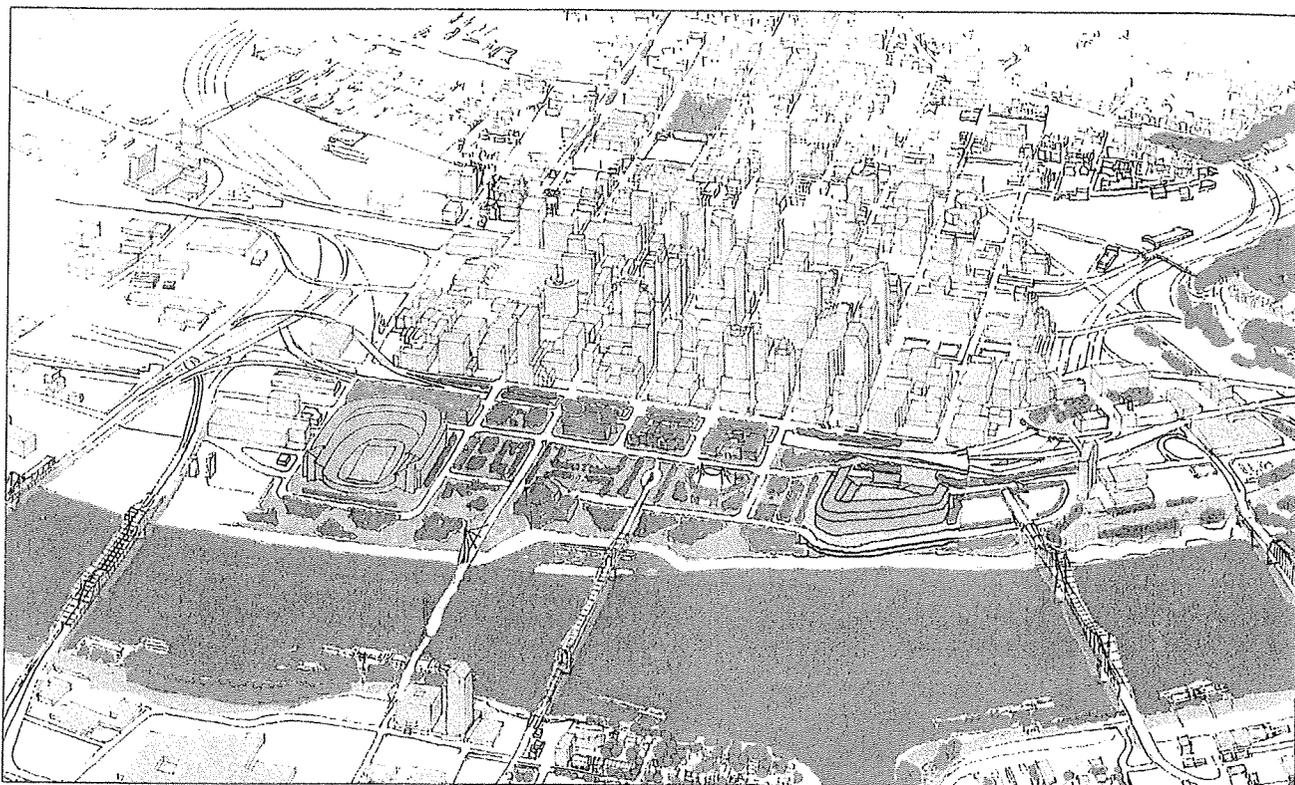
Big Bang plan



Big Bang parking/phasing diagram

The parking/phasing diagram above shows the parking radii for football (6,995 premium spaces and 23,258 spaces within 1/2 mile for a total of 30,493) and baseball (5,160 premium spaces and 27,028 spaces within 1/2 mile for a total of

32,188). See Chapter VIII (Comparative Analysis), Section 4 for details on the phasing of parking.

*Nameplate aerial perspective*

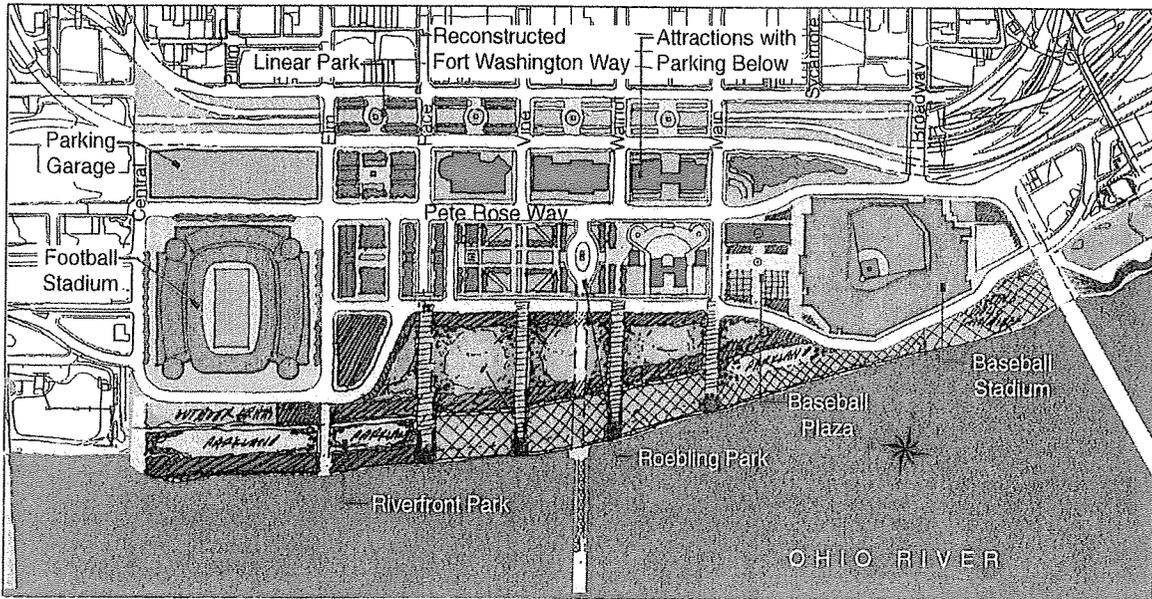
3 Nameplate

The Nameplate alternative illustrated above and on the following page shows the scheme which results if the four cultural attractions and the UED are not developed. This is in effect a scaled down version of the Big Bang, which allows the City the flexibility for future development of a UED and the other uses. One or two of the cultural attractions and other development are shown in a park-like setting on the central riverfront to illustrate this future development potential.

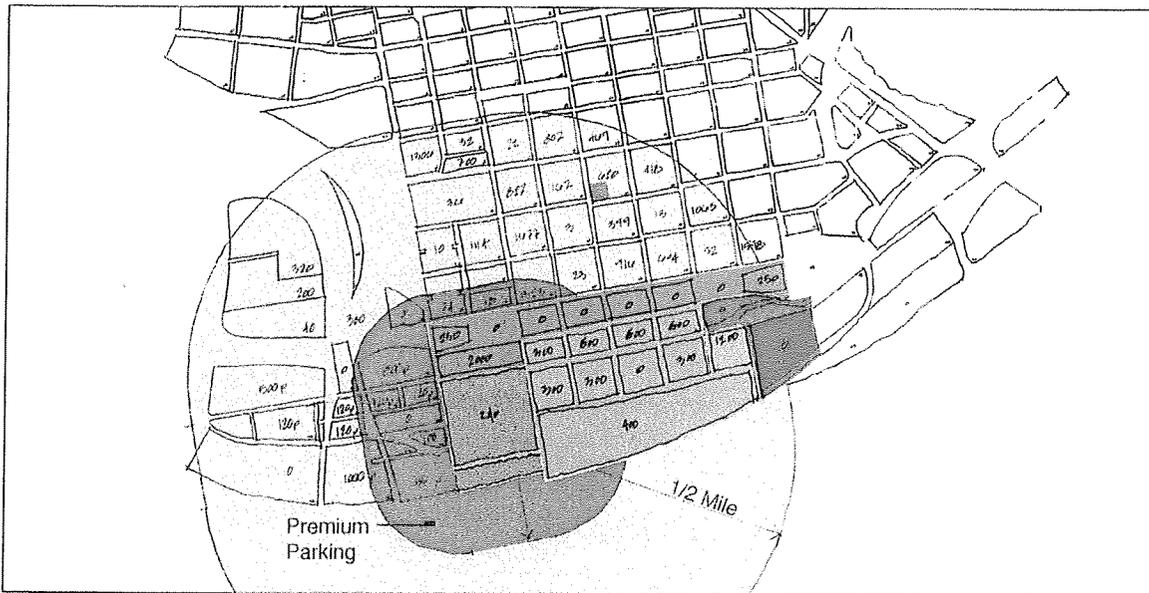
As in the Big Bang there are two new stadiums on the riverfront, extension of the city grid of streets to the central riverfront, a reconstructed Fort Washington Way, an LRT from Northern Kentucky to downtown Cincinnati, and a new

riverfront park. This alternative shows the demolition of the Coliseum which would allow the construction of a new baseball stadium prior to the demolition of Cinergy Field. The Reds would therefore not have to be accommodated in a new Bengals stadium for two or three years. See Chapter VIII (Comparative Analysis) for an evaluation and costs for the Nameplate alternative. Note that those costs do not include the cultural attractions or other development on the central riverfront shown in these illustrations.

The riverfront park in the Nameplate illustrations includes a marina along the shoreline as an alternative form for the park. This park design could also be used in the Big Bang



Nameplate plan

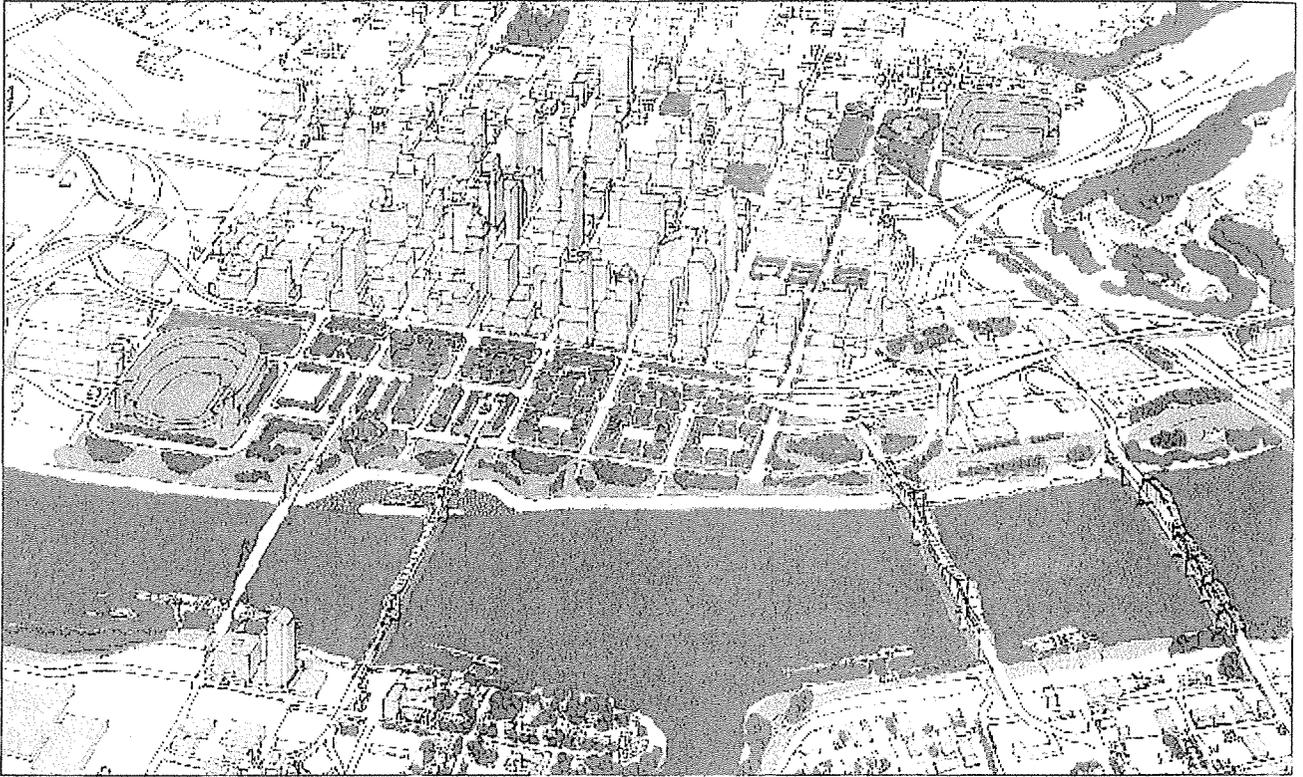


Nameplate parking/phasing diagram

alternative. In all three alternatives the riverfront park will extend up to and around the landing of the historic Roebing Bridge to provide a dignified setting for this international landmark.

The parking diagram above shows the parking radii for football

(7,085 premium spaces and 21,533 spaces within 1/2 mile for a total of 28,858) and baseball (4,433 premium spaces and 27,028 spaces within 1/2 mile for a total of 31,461). See Chapter VIII (Comparative Analysis), Section 4 for details on the phasing of parking.



Baseball at Broadway aerial perspective

4 Baseball at Broadway

The Baseball at Broadway alternative illustrated above and on the following page shows the scheme which results if the Reds stadium is built at the Broadway Commons site. One or two of the cultural attractions and other development are shown on the central riverfront, to illustrate future development potential. Housing is recommended as an option, even though the cost of flood protection makes housing difficult to finance. It is not likely that a UED will be built if the baseball stadium is not located on the riverfront.

As in the Big Bang and the Nameplate alternatives, there is an extension of the city grid of streets to the central riverfront, a reconstructed Fort Washington Way, an LRT from Northern Kentucky to downtown Cincinnati, and a new

riverfront park. New parking garages (shown in red) would be constructed in the northeast sector of downtown Cincinnati to accommodate the parking requirements of the Reds. This alternative shows the demolition of the Coliseum to show how the plan could include riverfront housing. It is not likely that riverfront housing will occur in the Big Bang and Nameplate alternatives. See Chapter VIII (Comparative Analysis) for an evaluation and costs for the Baseball at Broadway alternative. Note that those costs do not include the cultural attractions or other development on the central riverfront, including housing, shown in these illustrations.

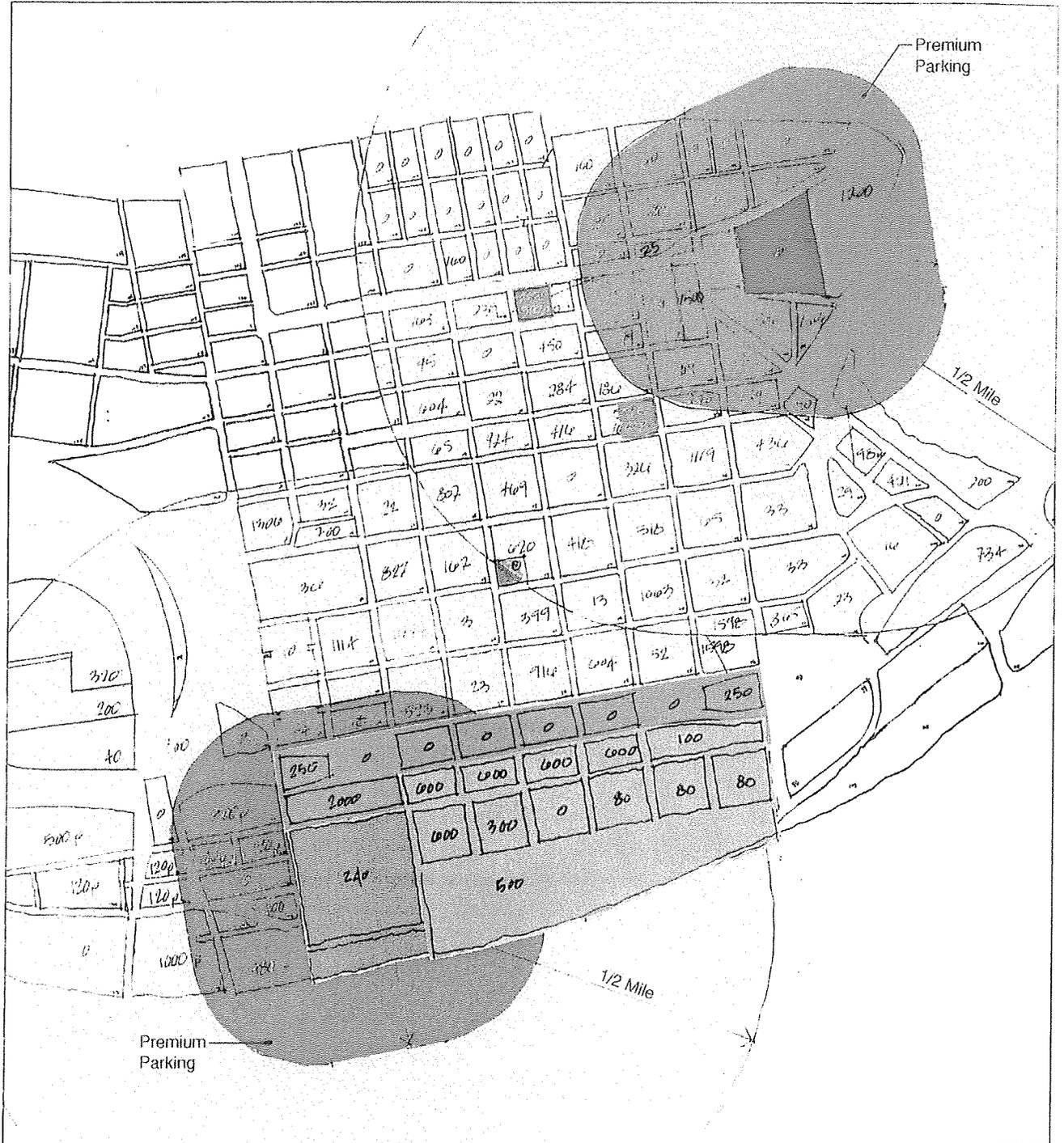
The riverfront park, as in the Nameplate alternative, includes a marina along the shoreline as an alternative form for the park.



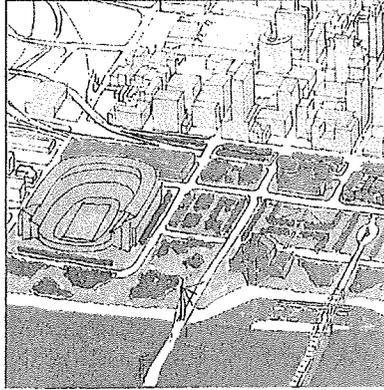
Baseball at Broadway Plan

The parking diagram on the following page shows the parking radii for football (8,145 premium spaces and 20,128 spaces within 1/2 mile for a total of 28,513) and baseball (4,085 premium spaces

and 21,608 spaces within 1/2 mile for a total of 21,001). See Chapter VIII (Comparative Analysis), Section 4 for details on the phasing of parking.



Baseball at Broadway parking/phasing diagram



VII STADIUM SITING ALTERNATIVES



1 Introduction

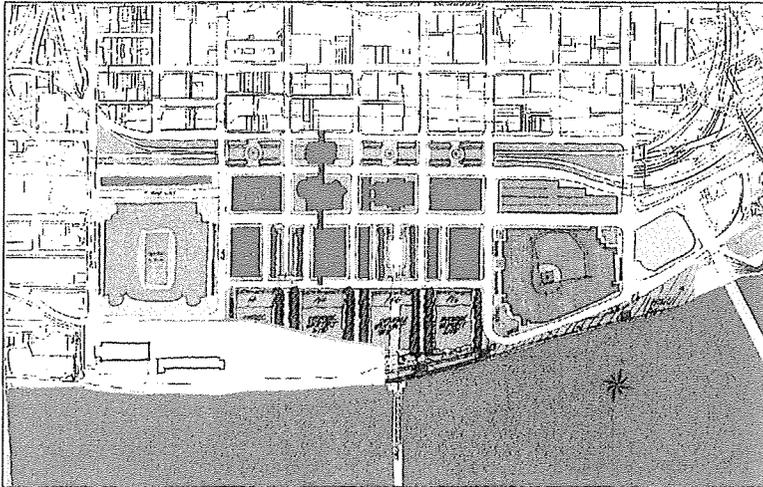
Within the three urban design alternatives (Big Bang, Nameplate, and Baseball at Broadway), there are numerous other combinations of stadium sitings. On the pages following are nine representative alternative configurations with pros and cons listed for each. All of the alternative siting combinations are not illustrated.

The first three alternatives show alternate locations for football. The next four alternates show locations

for baseball, the first of which is re-using Cinergy Field. The next three explore the option to locate a new baseball stadium east of Cinergy Field so that the Reds could play in Cinergy until the stadium is finished, rather than have to play temporarily in the Bengals new stadium (and the Coliseum remains in place).

The last two plan diagrams show non-baseball uses for Broadway Commons.

Stadium Siting Alternatives



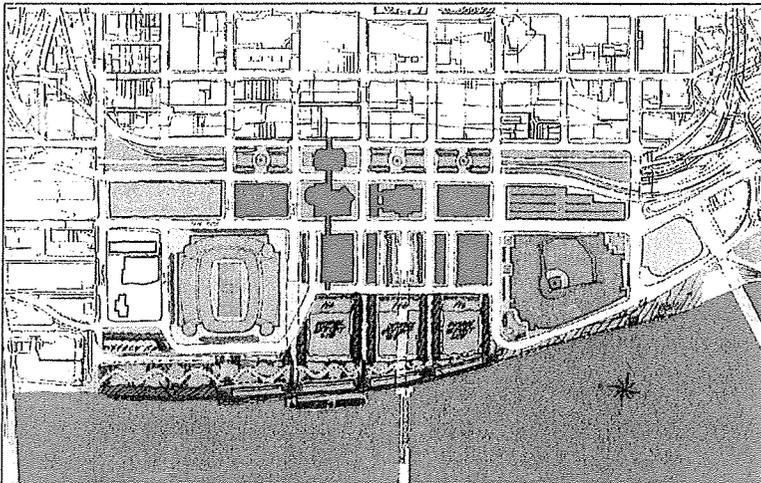
Football at North Elm, baseball in Cinergy site

Pros

- Less property acquisition required.
- More land available for the proposed riverfront park.

Cons

- Pete Rose Way is blocked by the new football stadium.
- Reds play temporarily in new Bengals stadium.



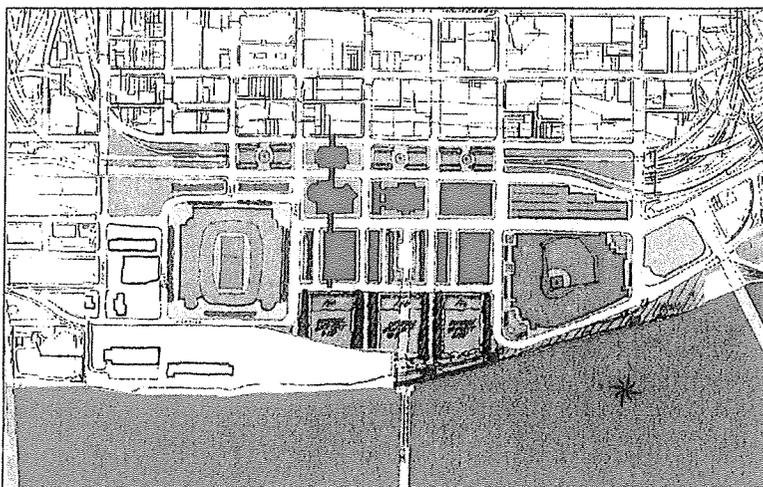
Football at South Race, baseball in Cinergy site

Pros

- Less property acquisition required.

Cons

- Limits the development and park options of the central riverfront.
- Reds play temporarily in new Bengals stadium.



Football at North Race, baseball in Cinergy site

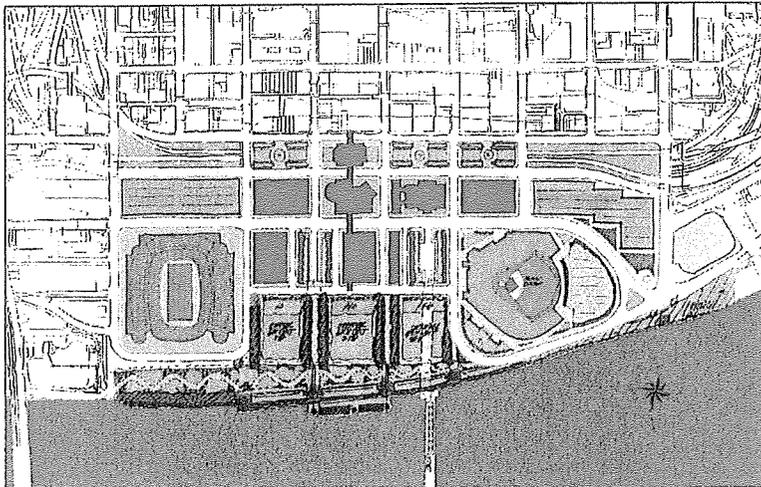
Pros

- Least amount of property acquisition required.

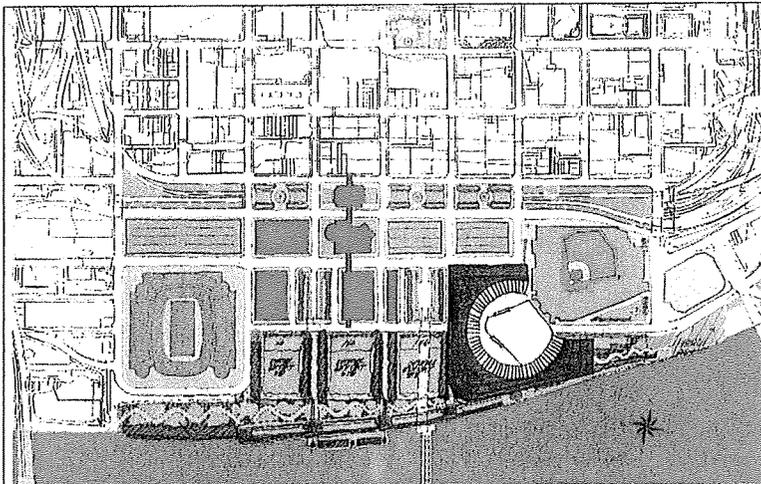
Cons

- Limits the development and park options of the central riverfront.
- Pete Rose Way is blocked by the new football stadium.
- Reds play temporarily in new Bengals stadium.

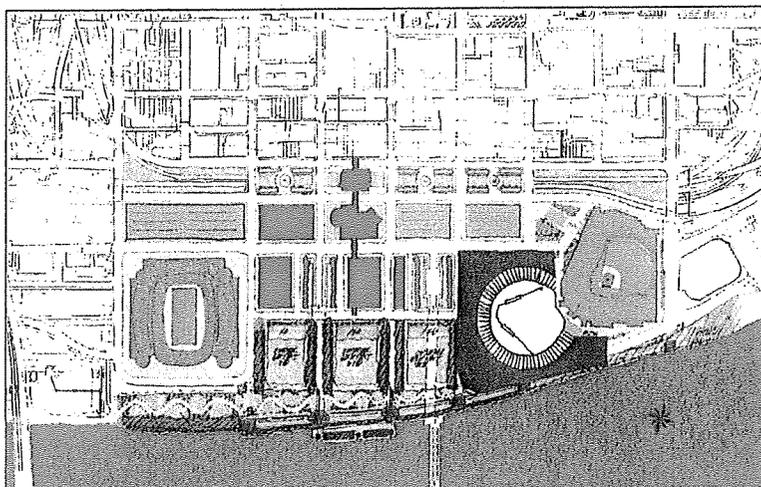
Stadium Siting Alternatives



Football at South Elm, baseball in re-used Cinergy Field



Football at South Elm, baseball between Cinergy & Coliseum, Alternate 1



Football at South Elm, baseball between Cinergy & Coliseum, Alternate 2

Pros

- Reduced stadium cost.
- Potential Stadium views of Mt. Adams.

Cons

- Reds must either play in Cinergy, or in the Bengals stadium while Cinergy is being renovated.
- Stadium location interrupts proposed park and development sites.

Pros

- Reds play in Cinergy while new stadium is built.
- Coliseum acquisition not required.
- Stadium views of Mt. Adams and the downtown skyline.

Cons

- A portion of Cinergy Field, the attached parking, and the Coliseum plaza must be demolished to accommodate the new stadium.
- Pete Rose Way is blocked by the new baseball stadium.

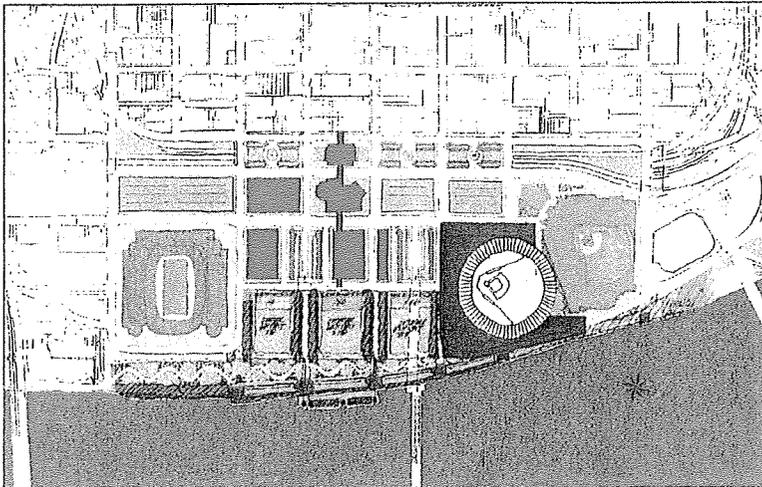
Pros

- Reds play in Cinergy while new stadium is built.
- Coliseum acquisition not required.
- Stadium views of Mt. Adams and the Newport waterfront.

Cons

- A portion of Cinergy Field, the attached parking, and the Coliseum plaza must be demolished to accommodate the new stadium.
- Pete Rose Way is blocked by the new baseball stadium.

Stadium Siting Alternatives



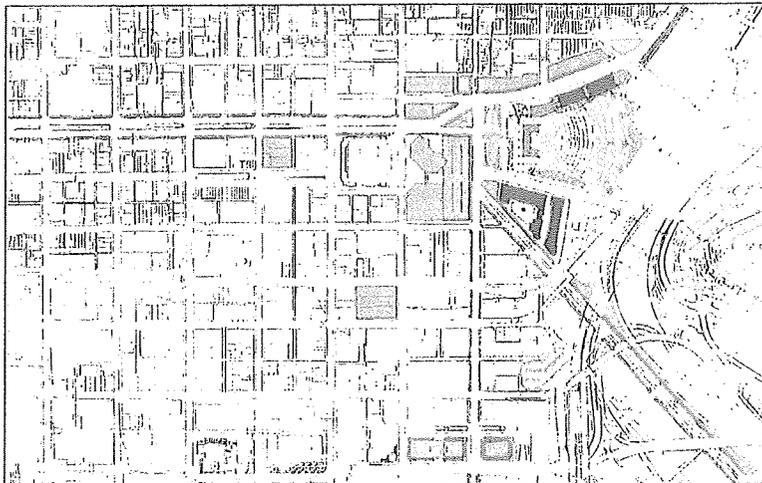
Baseball between Cinergy and the Coliseum, Alternate 3

Pros

- Reds play in Cinergy while new stadium is built.
- Coliseum acquisition not required.

Cons

- A portion of the Cinergy Field, the parking, and the Coliseum plaza must be demolished to accommodate the new stadium.
- Pete Rose Way is blocked by the new stadium.
- Stadium views feature Coliseum
- Field orientation may not be acceptable to Major League Baseball.



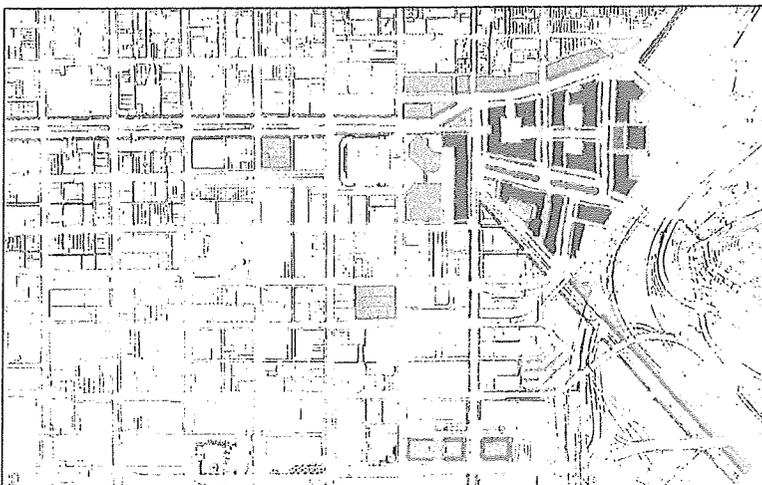
Amphitheater at Broadway

Pros

- Compliments adjacent uses.
- Would encourage some economic development in Over-the-Rhine and the northeast corner of downtown.

Cons

- Would deplete downtown's parking reservoir.
- Less economic impact than baseball.



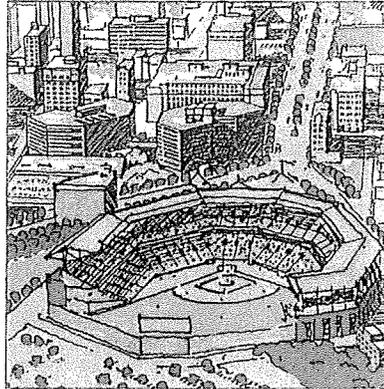
Commercial Development at Broadway

Pros

- Relatively large development site.
- One of the last cleared sites available for development downtown.

Cons

- Market has not been demonstrated for commercial development at this location.



VIII COMPARATIVE ANALYSIS

1 Introduction

On December 19, 1996 and January 16, 1997, the Steering Committee held open public working sessions. The three urban design alternatives and the sixteen stadium siting alternatives were evaluated by looking at the urban design principles, economic development potential, parking requirements, project costs, and phasing.

In the sections which follow, the evaluation results are summarized. The first section, Evaluation Criteria, is a matrix which lists the advantages and disadvantages of each of the three design alternatives (Big Bang, Nameplate, and Baseball at Broadway) in terms of economic

impact, parking, access, timing and phasing, stadium costs, site preparation, and transit.

The next section, Cost Analysis, details the project costs for site acquisition, infrastructure, parking, stadium construction, demolition/relocation, and soft costs for each of the three design alternatives, and for each of sixteen stadium locations.

The last section, Parking Analysis, summarizes the parking supply and phasing for the three urban design alternatives.

2 Evaluation Criteria

Evaluation Criteria	Big Bang (Two Stadiums, four 'black boxes,' UED, and park on river)	Nameplate (Two stadiums, one or two 'black boxes,' and park on river)	Baseball at Broadway (Football, one or two 'black boxes,' and park on river)
Economic Impact	<p>Advantages: public investment maximizes private investment; has best long term potential for economic development on riverfront; riverfront becomes a local/ regional destination that complements downtown; two stadiums offer more justification for Ft. Washington Way project; the community gets its riverfront back.</p> <p>Disadvantages: high risk alternative requiring large public investment before private investment is feasible; complex timing of independent projects; long term return with little private return in near term; requires decisions on siting of public projects before timing and funding are known.</p>	<p>Advantages: the community gets its riverfront back; provides flexibility over time to what public and private land uses will occupy the riverfront; still leaves open the opportunity for an Urban Entertainment District (UED).</p> <p>Disadvantages: the program is not designed to leverage private development; much riverfront land is consumed by stadiums, plazas, and parking, leaving less land for future higher and better uses.</p>	<p>Advantages: short term economic 'win' to the extent that there will be more business and housing activity in Over the Rhine (OTR) and good odds that baseball at Broadway will have a positive impact on OTR revitalization potential, a political 'win'; capitalizes on existing resources rather than relying on new resources. This scheme offers the best opportunity both short and long term to provide housing downtown, both in OTR and on the riverfront on the vacated Cinergy site.</p> <p>Disadvantages: long term prospect to create the UED on the riverfront is lost and with it the long term impact of public/private investment; Reds have said publicly they do not want this location; in the near term, riverfront activity will diminish, two separate parking reservoirs must be built.</p>
<p>Parking</p> <p>All three schemes have viable parking solutions and phasing plans.</p>	<p>This alternative assumes that in the initial phase, no new structured parking will be built, not that 4000 surface parking spaces will be available in the Queensgate area west of Central Avenue. Once Ft. Washington Way is rebuilt, a 2000 car garage will be built north of the football stadium. When the Cinergy field parking is demolished, a new 3000 car garage will also be built in the central part of the Ft. Washington Way trench. The regional attractions and the UED will not require additional parking, strictly by the numbers, but it is recommended that each use comes with at least one additional deck level of parking.</p>	<p>Same as Big Bang.</p>	<p>The initial parking phases are the same as Big Bang. However, the 3000 car garage is to be built between Broadway and downtown. After Cinergy is demolished, surface lots will be built until new uses come to the site, such as residential or institutional.</p>
Access	<p>Access will remain good before and after the rebuilding of Ft. Washington Way. The new configuration of ramps and the extension of the downtown street grid will make access even better by diffusing the surface traffic and the new downtown ramps.</p>	<p>Same as Big Bang.</p>	<p>Interstate I-71, Central Parkway, Broadway, Eggleston, and the network of local streets offer good access to the region for baseball; and the riverfront will have the same good access as for the Big Bang.</p>

Comparative Analysis

<p>Timing and Phasing</p>	<p>The football stadium can proceed before Ft. Washington Way is rebuilt. The 2000 car parking garage construction can occur at the same time as the Ft. Washington Way project. The Reds would have to plan in the Bengals stadium if Cinergy Field is renovated or replaced on the same site. If the Coliseum site is acquired and demolished for baseball, the Reds would be able to play in Cinergy Field until construction is completed and would not need to use Bengals Stadium.</p>	<p>Same as Big Bang.</p>	<p>Football has the same phasing and timing as the Big Bang. Baseball is not tied to the reuse of Cinergy Field. No baseball use of the Bengals stadium is required.</p>
<p>Stadium Costs</p>	<p>If the Reds will have to play in the Bengals stadium, this will complicate the design and add to the cost of the Stadium. The reuse of Cinergy Field would be between 50% and 67% of the cost of a new baseball park. Stadiums may have to be floodproofed and because the buildings will be taller, there will be a premium for facade costs.</p>	<p>Same as Big Bang.</p>	<p>Subsurface conditions may require a structural first floor slab.</p>
<p>Land Costs</p>	<p>These costs have not been determined at this time.</p>		
<p>Relocation and Demolition Costs</p>	<p>These costs have not been determined at this time.</p>		
<p>Site Preparation</p>	<p>Street levels around the stadiums will have to be elevated to intersect with rebuilt Ft. Washington Way cross Streets.</p>	<p>Same as Big Bang</p>	<p>The relocation, protection, or avoidance of a major storm sewer at Broadway Commons must be evaluated. Estimates have ranged up to \$10,000,000.</p>
<p>Transit</p>	<p>The parking shuttle using light rail or other technology from Kentucky to Over the Rhine would make downtown and fringe parking areas in Kentucky and Over the Rhine available for fans and commuters. Downtown, Back Stage, and Main Street attractions would also be more accessible to stadium fans, "black box" and UED visitors. This could reduce the need to construct additional structured parking on the riverfront. Reinforces the concept of a multi-modal transportation center in conjunction with the rebuilding of Ft. Washington Way.</p>	<p>Same as Big Bang</p>	<p>The parking shuttle makes downtown, riverfront, and Kentucky parking spaces and attractions accessible to Reds fans.</p>

CENTRAL RIVERFRONT URBAN DESIGN AND STADIUM SITING CONCEPT PLAN

Comparative Analysis

Stadium Location	Football Locations				Baseball locations		Baseball Coliseum	Baseball Broadway	Cinergy Demo.	Const. Premium	Soft Costs	Total
	Elm	N. Elm	Race	N. Race	Reuse Cn	New Cn						
Site Costs												
Property acquisition	\$18.0	\$4.3	\$15.8	\$2.1	\$0.0	\$0.0	\$11.3	\$17.3				
Demolition	\$1.0	\$0.8	\$0.7	\$0.5	\$0.0	\$0.0	\$1.2	\$0.4				
Business relocation	\$0.4	\$0.4	\$0.3	\$0.2	\$0.0	\$0.0	\$0.0	\$0.2				
Utilities	\$9.0	\$9.0	\$9.0	\$9.0	\$5.0	\$5.0	\$9.0	\$18.0				
Stadium plaza/landscaping	\$8.0	\$8.0	\$6.0	\$8.0	\$8.0	\$6.0	\$6.0	\$9.9				
New roads	\$6.6	\$6.6	\$6.6	\$6.6	\$6.1	\$6.1	\$5.4	\$0.5				
Surface parking	\$2.3	\$2.3	\$0.5	\$0.5	\$2.4	\$2.4	\$2.4	\$3.6				
Structured parking	\$32.0	\$32.0	\$32.0	\$32.0	\$48.0	\$48.0	\$48.0	\$36.0				
Subtotal (Site Costs)	\$77.3	\$63.4	\$72.9	\$58.9	\$69.5	\$67.5	\$85.3	\$85.9				
Stadium Costs												
Stadium construction	\$183.4	\$183.4	\$183.4	\$183.4	\$85.0	\$178.4	\$178.4	\$176.0				
Total (site + stadium \$)	\$260.7	\$246.8	\$258.3	\$242.3	\$154.5	\$245.9	\$263.7	\$261.9				
Riverfront Options												
Reds play in Bengals St. Cinergy demolished for new stadium on Cinergy site.	\$260.7	\$246.8	\$256.3	\$242.3	\$245.9	\$245.9	\$245.9	\$245.9	\$8.0	\$15.0	\$75.0	\$604.6
Reds play in Bengals St. while Cinergy is renovated	\$260.7	\$246.8	\$256.3	\$242.3	\$154.5	\$154.5	\$154.5	\$154.5	\$4.0	\$15.0	\$75.0	\$509.2
Reds play in Cinergy while stadium is built on Coliseum site.	\$260.7	\$246.8	\$256.3	\$242.3	\$263.7	\$263.7	\$263.7	\$263.7	\$8.0	\$15.0	\$75.0	\$607.4
Baseball at Broadway	\$260.7	\$246.8	\$256.3	\$242.3	\$261.9	\$261.9	\$261.9	\$261.9	\$8.0	\$15.0	\$75.0	\$605.6
Reds play in Cinergy while stadium is built at Broadway	\$260.7	\$246.8	\$256.3	\$242.3	\$261.9	\$261.9	\$261.9	\$261.9	\$8.0	\$15.0	\$75.0	\$601.2
									\$8.0	\$15.0	\$75.0	\$587.2

3 Cost Analysis

Cincinnati Stadium Siting Alternative Costs

The table above shows the comparative costs of eight stadium sites, four for football and four for baseball. The upper half details site development costs for each site, then lists the cost of a new stadium on each site, and then totals site costs and stadium construction costs.

On the lower half of the table, the four site options for the Reds stadium are listed in the left column and matched across with four football sites. Added left to right then are the costs of each of the two stadiums, the cost of Cinergy demolition (if required), temporary

accommodation for the Reds in the football stadium as a construction premium (if required), soft costs and finally a total. Thus, the costs of sixteen possible stadium combinations can be compared.

Sources for the data used in the spreadsheet are as follows:

Property acquisitions—Information supplied by the County, 1997 assessed values. Assessed values should not be equated with negotiated purchases.

Demolition—Calculated by UDA based on \$.15/CF of building volume estimates.

Business relocation—Calculated based on an estimate by the City of the number of businesses per site times \$20,000 per business.

Utility relocation—Estimate of utility costs by the County.

New roads—Estimate of new road construction based on a linear unit cost supplied by Glatting Jackson from 'National Average Cost per Centerline Mile, Urban Arterial Improvements,' FHA.

Surface parking—Relative cost of new surface parking based on \$3,000/car.

Structured parking—Relative cost of new structured parking based on: \$16,000/car on the riverfront; \$12,000/car in the downtown.

Stadium costs—Supplied by the County. Flood protection and foundation premiums included.

Construction premium—Temporary accommodation of baseball in a new football stadium. Estimate provided by NBBJ, architects for the Bengals new stadium. Additional premiums may result from negotiations with the teams under this option, both architectural and financial.

Cinergy demolition—Supplied by the County.

CENTRAL RIVERFRONT URBAN DESIGN AND STADIUM SITING CONCEPT PLAN

Comparative Analysis

Stadium Development Costs	Big Bang			Cincinnati Nameplate			Baseball at Broadway		
Football Stadium Costs	\$260.7			\$260.7			\$260.7		
Baseball Stadium Costs	\$245.9			\$263.7			\$261.9		
City/Demolition	\$8.0			\$8.0			\$8.0		
Cost Premiums	\$15.0			\$0.0			\$0.0		
Soft Costs	\$75.0			\$75.0			\$75.0		
Subtotal	\$604.6			\$607.4			\$605.6		

Future Phase Costs	Big Bang			Cincinnati Nameplate			Baseball at Broadway		
	Total	City/County	Fed/State/Private	Total	City/County	Fed/State/Private	Total	City/County	Fed/State/Private
Riverfront Site Costs:									
Property Acquisition	\$0.0			\$0.0			\$0.0		
Demolition	\$0.0			\$0.0			\$0.0		
Utilities	\$9.0	\$9.0					\$0.0		
Road Construction	\$2.2	\$2.2		\$0.0			\$0.0		
Surface Parking	\$0.9		\$0.9	\$4.8	\$4.8		\$4.7	\$4.7	
Structured Parking	\$33.6	\$8.0	\$25.6	\$0.0			\$0.0		
Total new spaces	2400 cars			1600 cars			1550 cars		
Ft. Washington Way	\$100.0		\$100.0	\$100.0		\$100.0	\$100.0		\$100.0
Riverfront Park	\$50.0	\$50.0		\$50.0	\$50.0		\$50.0	\$50.0	
Parking Shuttle Phase 1	\$120.0	\$30.0	\$90.0	\$120.0	\$30.0	\$90.0	\$120.0	\$30.0	\$90.0
UED	\$81.0		\$81.0	\$0.0			\$0.0		
Black Boxes	\$204.2	\$34.2	\$170.0	\$0.0			\$0.0		
Subtotal	\$800.9	\$133.4	\$467.5	\$274.8	\$84.8	\$190.0	\$274.7	\$84.7	\$190.0
Total	\$1,205.5			\$882.2			\$880.3		
Public Total	\$1,011.5			\$882.2			\$880.3		
Private Total	\$194.0			\$0.0			\$0.0		
Total	\$1,205.5			\$882.2			\$880.3		

Note - There will be a cost premium if all projects are built simultaneously.

Comparison of First Phase Costs of Three Development Scenarios

The comparative costs of the three primary development scenarios are described in Chapter VI are shown in the table above.

It is assumed for all the scenarios that Fort Washington Way is reconstructed, that the riverfront park is developed, and that the first phase of an LRT Parking Shuttle system is built.

The Big Bang scenario assumes rapid and complete build-out of the two new stadiums, the four new cultural attractions, and an Urban Entertainment District.

Other than additional surface parking, no other development is included in the initial phase of the Cincinnati Nameplate and Baseball at Broadway scenarios.

A depiction of the projects included in each scenario is shown on the following page.

Sources for the data used in the table are as follows:

Fort Washington Way—Recent Ohio Kentucky Indiana Regional Council of Governments (OKI) estimate.

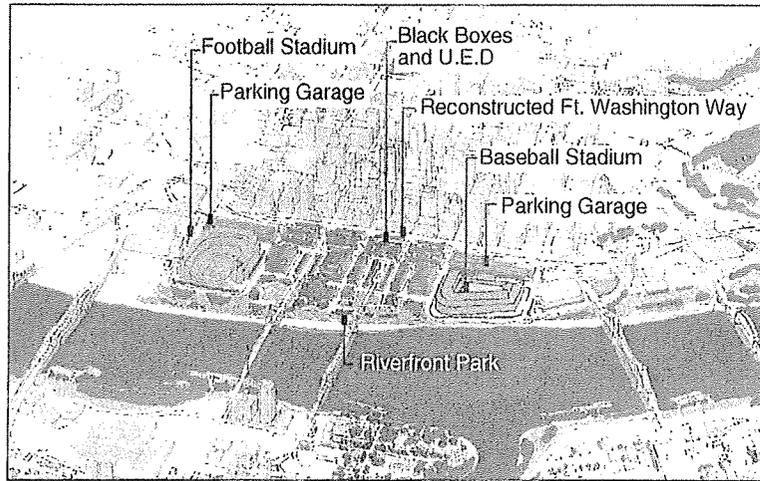
Riverfront park—From estimates by Eric Doepke Associates.

Parking shuttle—Estimate provided by Glattig Jackson: \$40,000,000 per mile for LRT system (Phase 1: from the riverfront to Over-the-Rhine neighborhood).

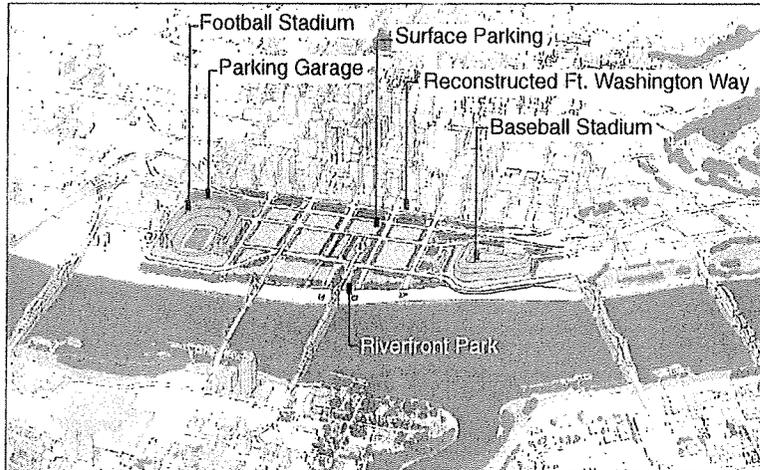
UED—360,000 SF @ \$125/SF

Stadium Plaza/Landscaping—Based on estimates by ZHA and UDA.

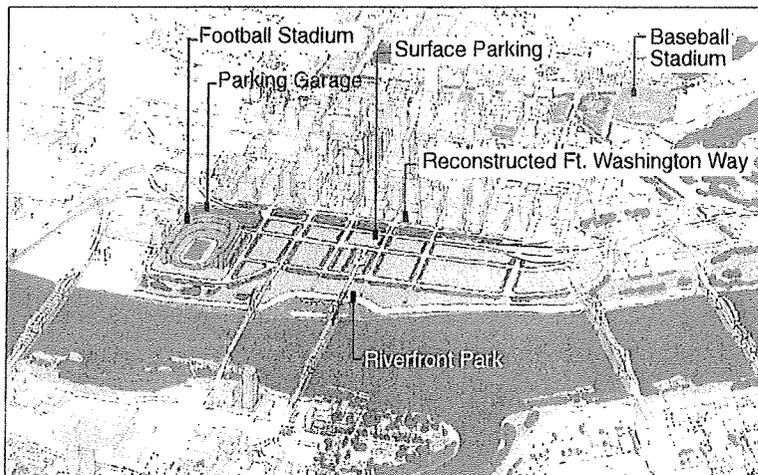
Comparative Analysis



Big Bang projects included in estimate.



Nameplate projects included in estimate.



Baseball at Broadway projects included in estimate.

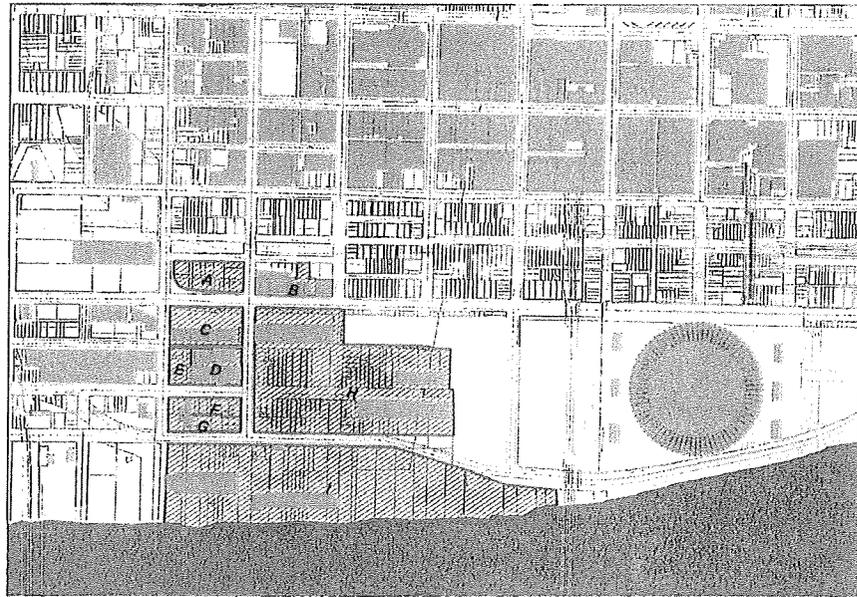
Total Development Costs for Stand Alone Black Boxes

	Project Costs	Parking Required	Parking Costs	Total Land Required	Land Costs
Home of Professional Baseball	\$8.5	100	\$0.3	55,000	\$0.8
Cincinnati Aquarium	\$111.1	1,250	\$3.8	275,000	\$4.1
Theater of Imagination	\$30.0	350	\$1.1	100,000	\$1.5
Nat. Underground Rail Center	\$70.1	450	\$1.4	172,700	\$2.6
Totals	\$219.7	2,150	\$6.5	602,700	\$9.0

Note - Land costs estimated by UDA at \$25/sq ft

Total Development Costs for Cultural Attractions

If each of these independent projects were assembled in the central riverfront, an economy might be realized by shared parking and plazas and therefore reduced construction and land acquisition costs.



Land Acquisition for Football Stadium Locations

Four sites on the western central waterfront have been identified for the new Bengals Football stadium. Property parcels are shown in the plan above.

Elm to Central—Located between Central on the west and Elm on the East, south of Pete Rose Way.

Elm North of Mehring—Located between Central on the west and Elm on the East, north of Mehring Way.

Race to Plum—Located between Plum on the west and Elm on the

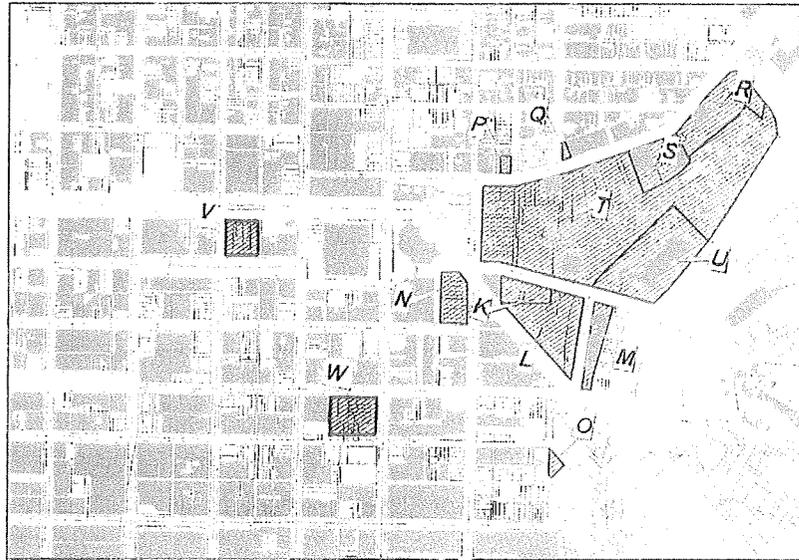
East, south of Pete Rose Way.

Race North of Mehring—Located between Plum on the west and Elm, on the east, north of Mehring Way.

The table below identifies the parcels needed for each stadium and related parking, and lists land areas and 1997 assessed values. Assessed values should not be equated with negotiated prices.

Land Acquisition for Football Stadium Locations

Parcel	Elm to Central		Elm North of Mehring		Race to Plum		Race North of Mehring		Bldg Vol CuFt	Demolition
	SF	Value	SF	Value	SF	Value	SF	Value		
A	50,745	\$561,900	50,745	\$561,900	50,745	\$561,900	50,745	\$561,900	0	\$0
B	39,747	\$1,488,600	39,747	\$1,488,600	39,747	\$1,488,600	39,747	\$1,488,600	1,314,300	\$197,145
C	71,238	\$939,500	71,238	\$939,500					428,400	\$64,260
D	40,921	\$687,885	40,921	\$687,885					1,069,500	\$160,425
E	21,728	\$139,000	21,728	\$139,000					0	\$0
F	11,760	\$83,914	11,760	\$83,914					0	\$0
G	18,963	\$359,100	18,963	\$359,100					210,600	\$31,590
H	384,885	\$0	384,885	\$0	384,885	\$0	553,565	\$0	2,105,500	\$315,825
I	572,549	\$13,701,600			572,549	\$13,701,600			1,401,700	\$210,255
Total SF	1,212,536		639,987		1,047,926		1,212,536			
Acres	27.84		14.69		24.06		27.84			
Value		\$17,981,499		\$4,259,899		\$15,752,100		\$2,050,500		



Land Acquisition for Baseball Stadium Locations

Four sites have been identified for the Reds' stadium. Property parcels are shown in the plan above.

Reused Cinergy Field—Cinergy Field is modified for baseball-only use. The parking structure is removed and a new facade is built for the stadium. During the construction the Reds play in the new Bengals stadium.

Cinergy Site—Cinergy Field and the parking structure are demolished. The Reds play in the new Bengals stadium until a new baseball park is built on the existing Cinergy field site, generally located south of Pete Rose Way and between Walnut on the west and Sycamore on the east.

Coliseum Site—The Coliseum and the parking structure west of Cinergy Field are demolished to make room for a new baseball park located at the end of Broadway and

east of Sycamore. It is assumed that the Reds can play in Cinergy Field until the new ballpark is completed.

Broadway—Located east of Broadway between Reading Road on the north and Court Street on the south.

The table below identifies the parcels needed for each baseball stadium and related parking, and lists land areas and 1997 assessed values. Assessed values should not be equated with negotiated prices.

Land Acquisition for Baseball Stadium Locations

Parcel	Reused Cinergy		Cinergy Site		Coliseum Site		Broadway		Bldg Vol CuFt	Demolition
	SF	Value	SF	Value	SF	Value	SF	Value		
J					84,927	\$11,326,600			8,184,000	\$1,227,600
K									16,000	\$2,400
L									24,000	\$3,600
M									664,800	\$99,720
N							39,840	\$0	0	\$0
P									0	\$0
Q									0	\$0
R							87,540	\$816,600	264,000	\$39,600
S							83,600	\$1,163,000	1,018,400	\$152,760
T							242,751	\$7,607,500	585,000	\$89,250
U							169,280	\$3,871,500	557,600	\$83,640
V							37,536	\$1,462,400	0	\$0
W							45,879	\$2,343,500	0	\$0
Total SF	0	0	0	0	84,927	\$11,326,600	706,426			
Acres	0.00	0.00	0.00	0.00	1.95		16.22			
Value		\$0		\$0		\$11,326,600	\$17,264,500			

4 Parking Analysis

Parking has emerged as a critical concern of not only the team owners but also of downtown interests. UDA used the City's 1993 and 1996 studies of downtown parking resources to prepare a detailed analysis for each stadium siting alternative. A sample of the diagrammatic plans prepared as part of this study are shown in chapter VI, Urban Design Alternatives. In general,

5000 new structured parking spaces are required regardless of where the stadiums are placed. Additional new spaces will be needed for attractions and any other development which replaces existing parking with buildings. The following analysis includes a summary of the teams' parking requirements and a detailed breakdown of the projected parking supply by phase.

Required Stadium Parking (Parking Ratios by Glatting Jackson:

Football

Seats	65,000
% of Fans Arriving by Car	<u>x .80</u>
No. of Fans Requiring Parking	52,000
No. of Fans per Car	<u>÷ 2.2</u>
Required Parking Spaces	23,600

Baseball

Seats	45,000
% of Fans Arriving by Car	<u>x .80</u>
No. of Fans Requiring Parking	36,000
No. of Fans per Car	<u>÷ 2.2</u>
Required Parking Spaces	16,400

Projected Parking Supply of the Three Primary Alternatives by Phase:

Big Bang	Football	Football*	Football**	Baseball**	Football	Football
Phase	I	II	III FB	III BB	IV	V
Stadium	240	240	240	0	240	-
Premium	4,972	6,995	6,995	5,160	6,995	-
1/2 Mile	22,814	23,470	23,358	27,028	23,258	-
TOTAL	28,026	30,705	30,593	32,188	30,493	-

Proposed Big Bang Phases:

Phase I	New football stadium
Phase II	Reconstruction of Fort Washington Way
Phase III FB	New baseball stadium
Phase III BB	New baseball stadium
Phase IV	Development of central riverfront

Nameplate	Football	Football*	Football**	Baseball**	Football	Football
Phase	I	II	III FB	III BB	IV	V
Stadium	240	240	240	0	240	240
Premium	4,972	6,995	6,995	4,433	7,435	7,085
1/2 Mile	22,814	23,470	22,681	27,028	22,678	21,533
TOTAL	28,026	30,705	29,916	31,461	30,358	28,858

Proposed Nameplate Phases:

Phase I	New football stadium
Phase II	Reconstruction of Fort Washington Way
Phase III FB	New baseball stadium
Phase III BB	New baseball stadium
Phase IV	Demolition of Cinergy
Phase V	Development of central riverfront

* construction of a new 2,000 car parking garage

** construction of a new 3,000 car parking garage

Baseball at Broadway	Football	Football*	Baseball**	Football	Football
Phase	I	II	III BB	IV	V
Stadium	240	240	0	240	240
Premium	4,972	6,995	4,085	6,995	8,145
1/2 Mile	22,814	23,470	16,453	21,608	20,128
TOTAL	28,026	30,705	20,538	28,843	28,513

Proposed Baseball at Broadway Phases:

Phase I	New football stadium
Phase II	Reconstruction of Fort Washington Way
Phase III BB	New baseball stadium
Phase IV	Demolition of Cinergy
Phase V	Development of central riverfront

Parking Summary

Our analysis projects that the City's existing parking supply is adequate to serve either one or two riverfront stadiums. The teams premium parking requirements dictate that a limited number of new structured spaces be built in and adjacent to the new stadiums. The addition of 2,000 to 5,000 structured spaces is required to replace the existing surface spaces lost to the stadium footprints and Cinergy garage. It is our recommendation that these spaces be built as part of the reconstruction of Fort Washington Way.

The rules for stadium parking at Broadway Commons must be modified to account for the site's uptown location. Glatting Jackson has recommended that no more than 70-75% of the spaces within 1/2 mile of Broadway Commons be counted as available for baseball parking. This is in contrast to 85 percent for the riverfront sites. This adjustment is necessary to account for the competition for spaces from the Aronoff Center and Main Street commercial.

Our current projections show that, with the addition of 3,000 joint-use structured spaces, parking for baseball at Broadway may still be inadequate. The City's 1996 parking study revealed a net loss of 1,063 spaces in the area which, even with the addition of the new 600-car garage on Central Parkway, further complicates the parking situation. For this reason we are recommending that the City should verify that operators who control at least 6,000 spaces in the area are willing to commit them to baseball use.

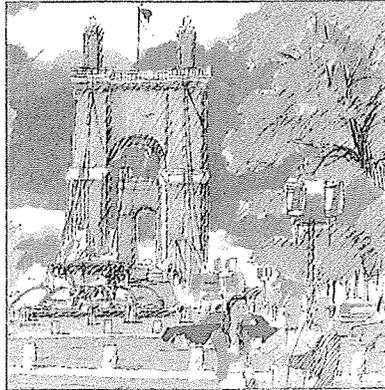
We are also recommending that a more detailed study of available parking within a 1/2 mile radius of the perimeter of the Broadway site be done to determine the exact number of available spaces.

* construction of a new 2,000 car parking garage

** construction of a new 3,000 car parking garage

Parking Study Footnotes:

- Premium spaces usually total 15% of required parking or 3,540 for football and 2,460 for baseball.
- A parking shuttle system will reduce stadium parking requirements.
- Parking which is 85% utilized is considered a 'Hot Zone.'
- Baseball at Broadway Commons should utilize no more than 70 to 75% of the available parking. Baseball on the riverfront and football can be slightly higher.
- If Broadway Commons is selected for baseball, the City should verify that operators who control at least 6,000 spaces in the area are willing to commit them to baseball use.
- Since the average daily parker will walk up to 1/4 mile and the average fan will walk up to 1/2 mile, parking must be within 1/4 mile of the downtown office core and 1/2 mile of the stadiums to be considered joint-use.
- Football parking counts are based on 4000 existing or new surface spaces west of Central. The 1993 City parking study did not include this in their inventory.



HAMILTON COUNTY / CINCINNATI

CENTRAL RIVERFRONT
URBAN DESIGN AND STADIUM SITING
CONCEPT PLAN

Prepared for

Hamilton County
and the
City of Cincinnati

by

UDA

April 1997



ECONOMIC ANALYSIS

for

ALTERNATIVE STADIA LOCATION STRATEGIES

Submitted to:

*City of Cincinnati
Hamilton County*

Submitted by:

*ZHA, Inc.
Annapolis, Maryland*

*January, 1997
(Revised March, 1997)*



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APPENDIX



I. INTRODUCTION

ZHA, Inc. was retained by UDA Architects to assess the economic implications of siting new stadia in various locations in Cincinnati. ZHA's analysis is economic in nature. Other consulting firms have addressed physical planning, traffic and parking, engineering, and design concerns. This Technical Report is a summary of ZHA's conclusions regarding the final three development options.

This project, more than most, will examine those interconnected factors that contribute to urban vitality. Jane Jacobs' comments stating that land use segregation and dispersal were killing off the diversity basic to urban life, most likely applies to this locational decision -- perhaps more forcefully than most. She pointed out that all districts in a city must serve more than one primary function -- preferably, at least three. This would enable people on different schedules to use common facilities. She also noted that the block sizes must be constrained and distances scaled to pedestrian needs. More importantly, she indicated that dense concentrations of people supporting diverse activities within a compact area were essential to a successful urban environment and economy.

Large-scale sports facilities inherently possess the attributes (with their infrastructural requirements) that tend to violate these basic premises, and, as such, often are independently sited and designed not to coexist with important uses. ZHA feels that the current stadium reflects these unfortunate results. These misapplied planning and economic practices served to thwart healthy urban growth on the Riverfront for nearly 30 years. Now, Hamilton County and the City of Cincinnati have the opportunity to rebuild the stadia in a manner that stimulates the region both economically and culturally.

To adhere to the aforementioned principles, the planners tend to lean toward multi- and mixed-use redevelopment configurations. The notion behind these configurations is that mutually supporting activities have a synergistic effect on each other; that is, the total impact generated will be greater than the sum of the parts. Mastering the complexity of multi-use and mixed-use development and taking a broad and extensive view of redevelopment is essential in re-establishing the urban diversity so necessary for cities and their citizens to thrive.

In our particular situation, the stadia locational issues are being considered by two local jurisdictions: Hamilton County and the City of Cincinnati. These jurisdictions must interpret the funding and program intentions of two states and several



agencies; the federal government; contiguous out-of-state communities; the desires of two professional sport franchises; and, a wide and varying lobby of certain stakeholders. The task is difficult -- the choices diverse and complex -- and yet the decision must be made immediately.

This economic report is intended to contribute to making that decision.

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II. BACKGROUND AND OBJECTIVES

For years, Hamilton County and the City of Cincinnati have been committed to diversifying their economy to achieve sustainable growth over time. Attempts to maintain and enhance downtown's role as a business, shopping, residential, and tourism hub have been publicly supported. Many downtown projects have been implemented, yet the quest for the "breakthrough" project continues. Public policy in the late 1980's and 1990's has continued to focus on the defined downtown core with a questionable policy of "benign negligence" for the surrounding downtown neighborhoods such as the Over-the-Rhine and Riverfront areas.

Within this environment, other projects being considered have been met with varying results -- some virtually unanimous among civic interests, others conflicting in terms of scope, location, and priority. For example, the convention center expansion and the Cincinnati Aquarium and Gardens are exciting projects worthy of consideration. These development proposals have not been implemented due, in some part, to the overriding question of the role professional sports will play in the physical and functional character of downtown Cincinnati. Major projects have been "tabled" until the presence of professional sports venues is resolved.

On March 19, 1996, the residents of Hamilton County and Cincinnati voted to accept an increase in the sales tax to finance the construction of two independent sports stadia. The Cincinnati Bengals and the Cincinnati Reds are to each have their own stadium. Inherent in this vote was the implied stipulation that the newly constructed stadia should be planned in a manner that stimulates economical and developmental opportunities in the region. Therefore, a key objective to the planning process regarding the siting of these facilities is to maximize private investment opportunities. The massive public investment (\$544 million) should leverage private investment.

The purpose of this report is to identify a developmental program for the stadia that will maximize private investment opportunities. Four alternative location scenarios, as provided by the client, are evaluated in this report. These scenarios are as follows:

- a. Both stadiums on the Riverfront.
- b. The baseball stadium on the Riverfront, and the football stadium at Broadway Commons.



c. The football stadium on the Riverfront, and the baseball stadium at Broadway Commons.

d. Both stadiums on the Riverfront with additional regional and superregional anchors.

The four alternatives tend to respect the basic premise that the downtown core, with its concentration of offices and shopper-goods facilities, should be supported by the stadia and vice versa. The concept is to surround the downtown core with various attractions to expand its market penetration. The two stadiums should be sited to complement and enhance this centralizing theme -- not to fragment and introduce unworthy competitive uses that challenge all past public reinvestments.

It is important, in viewing new stadia locations, to realize that we are dealing with two professional franchises which have operated on the Riverfront for nearly 30 years. Unlike newly created franchises in other cities, we are relocating existing operations. Much of the expenditure benefits are now being handled by existing hotels and food and beverage operations. Expenditures are flowing into downtown Cincinnati, Hamilton County, and northern Kentucky (Covington and Newport) markets from the existing patronage. The issue at hand is how the newly constructed and located stadia will result in higher attendance and increased spending, and additional private investment.



III. OVERVIEW OF EXISTING STADIUM IMPACTS

A. GENERAL CONSIDERATIONS

Stadiums rarely generate sufficient patronage and expenditures to independently leverage new development. Stadiums are often used to support or supplement an area's revitalization potential. Stadiums like Camden Yards in Baltimore and Coors Field in Denver have contributed to their surrounding environs' revitalization. It is important to note, however, that both of these stadiums were inserted into existing commercial districts. The stadiums contributed to increased activity, but the stadiums did not afford the only activity in these areas.

Cinergy Field, as it is today, is an example of the principle that stadiums do not, in and of themselves, generate significant development. Very little private investment has occurred on the Riverfront due to Cinergy Field. In essence, to generate net new private investment, stadiums should be considered as one component of a multi-faceted revitalization strategy.

B. CINCINNATI CONDITIONS

The Center for Economic Education at the University of Cincinnati quantified the economic impacts of professional baseball and football on the Greater Cincinnati economy. The report, "The Effects of the Construction, Operation and Financing of New Sports Stadiums on Cincinnati's Economic Growth", was published in January, 1996. The report concluded that Cinergy Field, with both football and baseball, generated a total economic impact of \$245 million in 1994.



TABLE III-1

ECONOMIC IMPACTS BY TEAM
RIVERFRONT STADIUM

	<u>Reds</u>	<u>Bengals</u>
Local Spending	\$90,604,404	\$47,840,110
Indirect Impact	<u>\$67,831,848</u>	<u>\$29,100,990</u>
Total Economic Impact	\$158,436,252	\$76,941,100
Percent of Impact	67%	33%

Source: University of Cincinnati, Center for Economic Education,
The Effects of the Construction, Operation and Financing of
New Sports Stadia on Cincinnati Economic Growth"; ZHA, Inc.

96017/IMPACT

As summarized in Table III-1, baseball (the Cincinnati Reds) accounted for approximately two-thirds of the economic impacts generated by professional sports.



TABLE III-2
EXPENDITURES BY INDUSTRY
PROFESSIONAL BASEBALL AND FOOTBALL

<u>Industry</u>	<u>Expenditures</u>
Lodging and Amusements	\$133,114,498
Real Estate	\$15,925,065
Retail	\$10,867,137
Food and Tobacco	\$7,449,333
Wholesale	\$6,867,354
Business Services	\$5,978,513
Insurance	\$5,756,303
Transportation	\$5,713,977
Health Services	\$5,565,837
Miscellaneous Services	\$5,301,301

Source: University of Cincinnati, Center for Economic Education,
The Effects of the Construction, Operation and Financing of
New Sports Stadia on Cincinnati Economic Growth"; ZHA, Inc.

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The impact analysis broke down impacts by expenditure type. Table III-2 summarizes the economic impacts of the Reds and Bengals on various industries. Approximately two-thirds of all impacts benefited the lodging and amusement business.



TABLE III-3

FANS THAT GO OUT BEFORE OR AFTER GAME
CINCINNATI REDS AND BENGALS

	<u>Reds</u>	<u>Bengals</u>	<u>Total</u>
Total Visiting Fans	1,839,856	550,000	2,389,856
Percent That Go Out	<u>50%</u>	<u>60%</u>	<u>52%</u>
Visiting Fans That Go Out	919,928	330,000	1,249,928

Source: The Center for Economic Education, University of Cincinnati:
The Effects of the Construction, Operation, and Financing of
New Sports Stadia on Cincinnati Economic Growth"; ZHA, Inc.

SPENDING/VFANO

In 1996, attendance during the baseball season and football season totaled 1.8 million and 550,000, respectively. According to a survey conducted by the University of Cincinnati's Institute for Policy Research (IPR), approximately 50 percent of the Reds fans go out either before or after the game. The same source indicates that 60 percent of the Bengals fans go out either before or after the game. Therefore, a total of 1.25 million people spend discretionary money in the Greater Cincinnati economy as a result of these two professional teams.

TABLE III-4

FAN SPENDING OUTSIDE OF STADIUM
CINCINNATI REDS AND BENGALS

	<u>Reds</u>	<u>Bengals</u>
Visiting Fans That Go Out	919,928	330,000
Average Expenditure	<u>\$9.36</u>	<u>\$12.24</u>
Visiting Fans	\$8,610,526	\$4,039,200

Source: The Center for Economic Education, University of Cincinnati:
The Effects of the Construction, Operation, and Financing of
New Sports Stadia on Cincinnati Economic Growth"; ZHA, Inc.

SPENDING/SPENDING



Reds fans spend an average of \$9.36 outside of the stadium and Bengals fans spend \$12.24 outside of the stadium. Approximately \$12.6 million of spending occurs outside of the stadium as a result of the fans. Approximately 70 percent of this spending is derived from professional baseball fans. Professional baseball plays 80 games a year while football plays approximately 10 games a year.

TABLE III-5

FAN SPENDING BY TYPE OUTSIDE OF STADIUM
CINCINNATI REDS AND BENGALS

	Reds		Bengals		Total
Eating and Drinking	63%	5,424,631	90%	\$3,635,280	\$9,059,911
Entertainment	21%	1,808,210	1%	\$40,392	\$1,848,602
Gas Station	3%	258,316	4%	\$161,568	\$419,884
Shopping	3%	258,316	1%	\$40,392	\$298,708
Hotel	5%	430,526	1%	\$40,392	\$470,918
Other	5%	430,526	3%	\$121,176	\$551,702
Average Expenditure	100%	\$8,610,526	100%	\$4,039,200	\$12,649,726

Source: The Center for Economic Education, University of Cincinnati:
The Effects of the Construction, Operation, and Financing of
New Sports Stadia on Cincinnati Economic Growth"; ZHA, Inc.
96017\spending

The IPR survey detailed how the average visiting fan spends his or her money outside of the stadium. Table III-5 demonstrates fan expenditures by type for each professional team. Approximately 70 percent of all fan expenditures outside of the stadium are in eating or drinking establishments. These eating or drinking establishments are located throughout the Greater Cincinnati area. ZHA believes that 90 percent of these expenditures likely occur either in the City of Cincinnati or in Northern Kentucky.



TABLE III-6

FAN SPENDING BY TYPE OUTSIDE OF STADIUM
CINCINNATI REDS AND BENGALS

	<u>Sales Per SF</u>	<u>Reds</u>		<u>Bengals</u>		<u>Total Square Feet</u>
		<u>Sales</u>	<u>SF</u>	<u>Sales</u>	<u>SF</u>	
Eating and Drinking	\$200	\$5,424,631	27,123	\$3,635,280	18,176	45,300
Entertainment	\$150	\$1,808,210	12,055	\$40,392	269	12,324

Source: The Center for Economic Education, University of Cincinnati:
The Effects of the Construction, Operation, and Financing of
New Sports Stadia on Cincinnati Economic Growth"; ZHA, Inc.
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Table III-6 indicates supportable square feet by use, using average sales per square foot figures. This analytical technique does not take into consideration the constraints associated with the daily and seasonal cycles that are characteristic of sports. Therefore, it is unlikely that the magnitude of square footage would be developed, given the need for patronage throughout the day and year to support an eating and drinking or entertainment establishment. Even with this caveat, Table III-6 illustrates that, currently, professional sports supports approximately 58,000 square feet of eating, drinking and entertainment establishments.

C. PROJECTED CONDITIONS

Both the Reds and the Bengals anticipate that game attendance will increase as a result of new stadium construction. The Reds project that attendance will likely stabilize between 1.9 million and 2.4 million per season depending upon the team's record. For purposes of this analysis, ZHA has assumed that Reds attendance will increase to 2.15 million per season with the new stadium.

The Bengals anticipate that football game attendance will increase to 650,000. They also project that concerts, other sporting events, and professional soccer will take place in the new football stadium. ZHA has assumed that the same number of people will attend concerts at the new stadium as they have at Cinergy Field. Thus, ZHA



has assumed no net new attendance from concerts. While professional soccer may come to the new football stadium, ZHA is unclear as to the timing and likelihood of this addition. Therefore, soccer attendance at the new football stadium has been excluded. ZHA projects that the annual attendance at the football stadium will likely be approximately 800,000 people.

TABLE III-7

FAN SPENDING BY TYPE OUTSIDE OF STADIUM
CINCINNATI REDS AND BENGALS

	Reds		Bengals		Total	Net New
Eating and Drinking	63%	6,339,060	90%	\$5,287,680	\$11,626,740	\$2,566,829
Entertainment	21%	2,113,020	1%	\$58,752	\$2,171,772	\$323,170
Gas Station	3%	301,860	4%	\$235,008	\$536,868	\$116,984
Shopping	3%	301,860	1%	\$58,752	\$360,612	\$61,904
Hotel	5%	503,100	1%	\$58,752	\$561,852	\$90,934
Other	<u>5%</u>	<u>503,100</u>	<u>3%</u>	<u>\$176,256</u>	<u>\$679,356</u>	<u>\$127,654</u>
Average Expenditure	100%	\$10,062,000	100%	\$5,875,200	\$15,937,200	\$3,287,474

Source: The Center for Economic Education, University of Cincinnati:
The Effects of the Construction, Operation, and Financing of
New Sports Stadia on Cincinnati Economic Growth"; ZHA, Inc.

spendn/netnew

Table III-7 illustrates the impact that increased attendance will have on local expenditures. The Greater Cincinnati economy will benefit from approximately \$3.3 million in net new fan expenditures.



TABLE III-8

NET NEW FAN SPENDING BY TYPE OUTSIDE OF STADIUM
CINCINNATI REDS AND BENGALS

	<u>Sales Per SF</u>	<u>Reds</u>		<u>Bengals</u>		<u>Total Square Feet</u>
		<u>Net New Sales</u>	<u>SF</u>	<u>Net New Sales</u>	<u>SF</u>	
Eating and Drinking	\$200	\$914,429	4,572	\$1,652,400	8,262	12,834
Entertainment	\$150	\$304,810	2,032	\$18,360	122	2,154
Total		\$1,219,239	6,604	\$1,670,760	8,384	14,988

Source: The Center for Economic Education, University of Cincinnati:
The Effects of the Construction, Operation, and Financing of
New Sports Stadia on Cincinnati Economic Growth"; ZHA, Inc.

spendn/sf

Table III-8 illustrates the impact that increased attendance will have on eating and drinking and entertainment uses. Using industry standards, increased attendance would help to support approximately 15,000 square feet of new eating and drinking and entertainment space. New attendance has a relatively small impact on development potential. It is important to note that, due to the cyclical nature of a given team's season, it is unlikely that this square footage will be developed to solely address fan demand. Eating, drinking, and entertainment establishments require patronage throughout the week and year.



IV. OTHER RELEVANT EXISTING AND PROJECTED CONDITIONS

A. MEMORANDUM OF UNDERSTANDING BETWEEN HAMILTON COUNTY AND CINCINNATI BENGALS

On September 11, 1996, the Bengals and Hamilton County announced the execution of a Memorandum of Understanding (MOU) between the two parties that committed the public jurisdictions to construct a new football stadium for use by August, 2000. Central terms in the MOU include (1) a Riverfront location, adjacent to and connected with the core of downtown; (2) parking for 5,000 cars for club/private suite patrons and employees (adjacent to the stadium facility) and workable access to 20,000 additional spaces within walking distance; and, (3) access by the Bengals organization to undefined non-football uses and revenues. Much of the thrust contained in the MOU is in recognition that the Cincinnati market is constrained in size (31st in country) requiring the franchise to directly or indirectly participate financially in adjacent or contiguous development in order to augment its revenues to maintain the competitiveness of its sports franchises.

The terms of the MOU consist of two forms of commitment between the two parties. Binding commitments in the MOU relate to (1) interim improvements to the two playing fields at Spinney Field, and (2) a restriction on the Bengals to discuss relocation options with other cities until May 15, 1997, or earlier if either party determines they are unable to proceed with the Stadium Project due to failure in certain conditions precedent. All other terms of the MOU, including selection of a preferred site for the stadium, are viewed by the joint parties as "expressed intent" -- not legally binding.

B. PROGRAMMED PROJECTS

In order to fully dimension the opportunities afforded by the new stadia on the local economy, ZHA examined other projects designed to draw patrons from the super-regional market. These uses could complement the stadia and vice versa, if planned in a comprehensive and coordinated manner. Interviews with the Cincinnati institutional community revealed that three superregional facilities were in various stages of planning. A fourth, the Cincinnati Reds' Hall of Fame, would be developed and operated as part of the baseball stadium facility.



None of the superregional projects are funded, although enough work has been accomplished to identify the approximate amount of corporate contributions obtainable, funding to be derived from federal and State sources, and those amounts needed from Hamilton County and the City of Cincinnati. Attendance figures, by day and time, have been estimated for each project and these figures have proven useful in understanding the extent to which "shared" parking can be accomplished at various location(s) tied to the stadia.

In viewing these superregional, tourist-oriented facilities, one must understand that ZHA took the liberty of envisioning them as being co-located and forming a "unity of one". Each of these facilities are currently being studied, separately, by identified institutional entities of merit within the Cincinnati community. Developing these projects in concert with one another affords the ability to perhaps reduce local jurisdictional costs by applying principles of shared parking, unified plazas and similar features. Clustering together also affords the ability for possible increased attendance or at least reaching the maximum attendance being envisioned.

Further, these community-sponsored programs must be viewed in the context of other pending community needs in terms of value of the Light Rail Transit proposal; the expansion of the convention center; the need for matching local funds for the reconstruction of Ft. Washington Way; and, other similar local projects. To our knowledge, no priority between pending and competing projects involving public benefit have been established by the two local jurisdictions. ZHA does not presume that the superregional museums or entertainment-oriented facilities are viewed as the least important or the most important among competing projects -- simply, we have seized upon these proposals to illustrate the measurable leverage they possess and their compatibility to reside within the physical framework of stadia locations.

The four projects are as follows:

- Reds Hall of Fame and Museum
- The Cincinnati Aquarium and Botanical Gardens
- Theater of Imagination
- National Underground Freedom Railroad Center



1. Reds Hall of Fame and Museum

During discussions regarding the new baseball stadium, a Reds Hall of Fame and Museum was discussed as part of the stadium program. The Reds Hall of Fame and Museum is to honor the City's location as the home of the first national franchise issued in professional baseball. No program has been established for this facility. For purposes of this analysis, ZHA has assumed a modest facility within the baseball stadium. ZHA has assumed that the private sector would fund the development of this facility. ZHA has assumed that the Museum would attract 125,000 attendees per year.

2. Cincinnati Aquarium and Botanical Gardens

Largest of these superregional facilities would be the proposed Cincinnati Aquarium and Botanical Gardens. This \$111.1-million facility would be a nationally known signature piece of architecture and gardens containing a building of about 156,000 gross square feet. Integral to this Aquarium would be an aquatic park with up to 12 acres acting as the forecourt for outdoor exhibitions. Costs per square foot, including exhibits and furnishings, are expected to run about \$714 per square foot of enclosed building area.

The theme for this facility is the illustration of four or five of the world's diverse river systems as they support wildlife, plant life and human civilizations. It is anticipated that about 100 galleries and exhibits will explore these rivers' ecosystems.

Other facilities envisioned include: classrooms to handle meetings and educational programs; a traveling exhibit and research laboratory vessel moored in the river; and, sailing throughout the river and its tributaries with visitations to riverside communities. Riverview restaurants, gift shops and bookstores are being considered. An optional feature in Phase Two is a specialized 300-seat IMAX Theater.

Of the total proposed cost of construction of this facility, approximately \$65.1 million or 58.9 percent of the project's costs are anticipated to be private endowments or contributions (\$18.1 million), and privately issued debt of \$47.0 million. Intentions are to apply to the U.S. Fish & Wildlife Department for a \$15.0 million grant and the State of Ohio for a \$9.5 million contribution. The City of Cincinnati and Hamilton County will be requested to fund approximately \$21.5 million (unscheduled) to obtain underground surface parking, and certain water features/lagoons that could conceivably be part of the stadia infrastructure plan; obviously attempting to reduce duplication of public facilities within the broader Riverfront development program.



User fees, derived from its average 1,200,000 visitors anticipated, are projected to be adequate to meet annual operating expenses, replacement and repairs, and the issuance and servicing of the \$47 million in bond debt. It is unclear if the facility shall be built as part of the Zoo through a wholly owned subsidiary or an independently formed entity.

3. Theater of Imagination

The Cincinnati Museum Center, located at Union Station, has proposed to construct a Theater of Imagination on the Riverfront. The Center has proposed to build and operate a world-class entertainment and educational center, featuring three of the most technologically sophisticated theaters in the world -- an IMAX 3-D theater with Digistar II video star projectors; a Planetarium theater with Minolta Star Projection; and, an IMAX Discovery Simulator. The IMAX 3-D Theater calls for a rectangular screen up to eight stories high, a full digital sound system, and the innovative IMAX Personal Sound Environment System (PSE). Patrons will be connected to the theater's two IMAX speakers and electronic 3-D liquid-crystal glasses that electronically function with the projection system.

The IMAX Discovery Simulator would be an adoption of Universal Studio's *Back to the Future -- The Ride Experience* currently operating at their Florida studios. The simulator is a 180-degree wraparound screen from seats in two passenger ride vehicles, which are mounted on a motion base and moves in sync with a four-minute screen action projection.

The final part of the complex would be comprised of a Planetarium designed to be an astronomy teaching center with a theater. Housed in a 55-foot dome theater, the facility will feature a new Digistar video projection, conventional video, multiple-image slide animation, lasers and other special effects. Digistar uses computer graphics technology to create three-dimensional images displayed onto a theater dome. The Planetarium theater's 125 motion seats will give a smooth, quiet and dynamic ride accenting the motion of the special effects upon the dome.

The three theaters are estimated to be capable of attracting about 750,000 visitors annually with 30 percent of its audience from outside of the local area. The complex is estimated to cost up to \$30 million, depending upon site location and other variable factors. This figure includes theater construction, equipment, and other pre-development costs. Tentative private commitments of \$10 million is thought acceptable with the balance of capitalized funding needing to be furnished from the State and the County/City of Cincinnati.



4. National Underground Railroad Freedom Center (NURFC)

Seeking a Riverfront location to illustrate the symbolic significance of the story of the Underground Railroad, the National Underground Railroad Freedom Center intends to engage the newest and most sophisticated presentation techniques involving computer-interactive, laser disk audio, video, virtual reality and "hands-on" participatory programming. This \$70.1 million center is being designed with 113,000 square feet of exhibition space divided into three basic elements. Initially, the patron would enter the Welcome Center which will be a place to sit and enjoy while other party members view the exhibits. The entry center will be available during non-touring hours to dine, hear live music, or participate in social or business gatherings. Gifts, souvenirs and works of local artists will be shown for purchase.

The interpretive programs would be laid out along three paths. The Freedom Story Road will guide the visitors through exhibits and media presentations recounting the escape of African-Americans from slavery. Visitors will explore how self-emancipated people constructed new lives and communities of freedom. A second path, the Exploration Road, will teach about human courage and consist of a series of galleries, workshops, libraries, computer workstations, and performance areas. Special exhibits, storytelling, spiritual singing, family history, quilting, crafts, and dance concerts may be available; all of these examples will be set to relate and address contemporary issues. A third path, Path of Remembrance, will be developed overlooking the Ohio River in a garden setting. This tangible symbol of a historic passage to freedom, will provide experiences for the visitor in forms of memorials to enslavement, and its heroes.

Possibilities might exist, depending upon the design and locational aspects, to integrate a portion of the NURFC's third path into a joint outdoor plaza component with the outdoor exhibits of the proposed Aquarium. Both seek prominence upon the Riverfront and contain extensive outdoor exhibits and facilities. Merging these aspects, if appropriate, could generate a truly unique plaza design of world-class status, and tend to lower overall costs of both proposals.

Raising the \$70.1 million for the full development of this project is expected to take about five years and the facility's opening date is projected to be 2002. About 42 percent of the budget is for hard construction costs of this 113,000 square foot structure and its 65,300 square feet of plazas and open space. Fundraising and pre-construction expenses (\$7.8 million) and the preparation of the exhibits and furnishings (\$32.7 million) will account for the balance of the project budget. The Center planners expect foundations and corporations to donate about \$35 million, leaving the balance (\$37.4 million) in fairly equal amounts for appropriations by the State, City and County.



After extensive site evaluation, the Center planners prefer a location along the Ohio River. This location is highly visible and possesses regional access. If located near a stadium(s), it is felt that this Center can contribute and share in the patronage being stimulated by sports and various museums, as well as contribute to creating a unique national cultural/entertainment complex. In planning for the Riverfront redevelopment, however, it is important that this anchor be sited in a peaceful environment to respect its role as a national memorial.

5. Summary

Each of the projects summarized above has been planned and programmed independently. Table IV-1 summarizes the development program estimated for each facility. As currently programmed, approximately 34 acres of land would be required to support the development of these facilities. This land requirement could be significantly reduced under a multi-use configuration with shared parking, shared plazas and open space.

TABLE IV-1

SPACE ALLOCATIONS
VARIOUS PROJECTS

Facility	Building Area			Parking Area		Plaza		Total Land Area	
	Floorplate	Upper Flr	Total	Spaces	Sq. Ft.	Square Feet	Square Feet	Square Feet	Acres
Reds Hall of Fame and Museum /1	20,000	0	20,000	100	35,000	35,000	90,000	2,07	
Cincinnati Aquarium	101,300	54,400	155,700	1,250	437,500	174,200	767,400	17.62	
Theater of the Imagination	75,000	25,000	100,000	350	122,500	20,300	242,800	5.57	
National Underground Railroad Ctr	107,400	5,600	113,000	450	200,000	65,300	378,300	8.68	
TOTAL	303,700	85,000	388,700	2,150	795,000	294,800	1,478,500	33.94	

1. No development program exists, ZHA estimate.

Source: Glaser Associates, "A Proposal for Cincinnati Aquarium", 1994; University of Cincinnati's Center for Economic Education, Economic Impact Report: The Construction and Operation of a Cincinnati Museum Center Theater Complex in Downtown Cincinnati", 1995; AMS Planning and Research/American History Workshop, "National Underground Railroad Freedom Center Feasibility Study", 1996; ZHA, Inc.

TABLE IV-2

ESTIMATED DEVELOPMENT COSTS AND FUNDING SOURCES
VARIOUS PROJECTS

<u>Facility</u>	Total Costs	Private Funding (000's)	Public Funding By Source (000's)			Total
			Federal	State	City/County	
Reds Hall of Fame/Museum / ¹	\$3,000,000	\$3,000	\$0	\$0	\$0	\$3,000
Cincinnati Aquarium	\$111,110,000	\$65,122	\$15,000	\$9,488	\$21,500	\$111,110
Theater of Imagination	\$30,000,000	\$10,000	NA	\$10,000	\$10,000	\$30,000
NURFC	<u>\$70,100,000</u>	<u>\$35,000</u>	<u>NA</u>	<u>\$17,000</u>	<u>\$18,100</u>	<u>\$70,100</u>
TOTAL	\$214,210,000	\$113,122	\$15,000	\$36,488	\$49,600	\$214,210

1. No development program exists, ZHA estimate.

Source: Glaser Associates, "A Proposal for Cincinnati Aquarium", 1994; Center for Economic Education, Economic Impact Report: The Construction and Operation of a Cincinnati Museum Center Theater Complex in Downtown Cincinnati", 1995; AMS Planning and Research/ American History Workshop, "National Underground Railroad Freedom Center Feasibility Study", 1996; ZHA, Inc.
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These four facilities, now being explored, are expected to cost approximately \$214.2 million and are projected to be funded by the private and public sectors. Approximately half of the costs would be from user fees, corporate and foundation contributions, and individual donations. The federal and state governments are being requested to contribute about \$51.5 million, or about 23.4 percent of the cost. Hamilton County and the City of Cincinnati would be requested, through multi-year appropriations, to contribute about \$49.6 million, or 22.6 percent of the program's development costs. Costs are generally being scheduled over a four- to five-year period involving pre-construction such as fundraising, design and exhibit conceptualization. Actual construction, integrated into the stadia Riverfront programming, would hopefully create significant capital savings over the aforementioned budget through joint usage of plaza, outdoor exhibits, public art work, and shared parking.

TABLE IV-3

ATTENDANCE BY TYPE
VARIOUS PROJECTS

	<u>Resident</u>	<u>Tourist</u>	<u>Total</u>
Reds Hall of Fame and Museum / ¹	87,500	37,500	125,000
Cincinnati Aquarium	720,000	480,000	1,200,000
Theater of the Imagination	525,000	225,000	750,000
NURFC	<u>310,000</u>	<u>292,000</u>	<u>602,000</u>
TOTAL	1,642,500	1,034,500	2,677,000
Percent of Total	61%	39%	100%

1. No development program exists, ZHA estimate.

Source: Glaser Associates, "A Proposal for Cincinnati Aquarium", 1994; Center for Economic Education, Economic Impact Report: The Construction and Operation of a Cincinnati Museum Center Theater Complex in Downtown Cincinnati", 1995; AMS Planning and Research/ American History Workshop, "National Underground Railroad Freedom Center Feasibility Study", 1996; ZHA, Inc.

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Table IV-3 summarizes the attendance projections for each of the four facilities. In total 2.677 million people are projected to visit these facilities. Approximately 40 percent of all attendees are projected to be tourists (people who reside outside of the CMSA).



V. DEVELOPMENT ALTERNATIVES AND IMPACTS

A. INTRODUCTION

There are two scenarios to consider when evaluating the economic impacts associated with new stadium development. One scenario answers the question as to how much private investment a stadium will generate at a given location. The second scenario considers how best to leverage the public sector's investment in the stadiums to achieve maximum economic benefit.

Four development alternatives were evaluated by ZHA:

1. Two stadiums on the Riverfront.
2. The baseball stadium on the Riverfront, and football at Broadway Commons.
3. The football stadium on the Riverfront, and baseball at Broadway Commons.
4. Two stadiums on the Riverfront and the development of a culture and entertainment district.

The following pages summarize our findings regarding these four alternatives.



B. ALTERNATIVE ONE: TWO STADIUMS ON THE RIVERFRONT, NO ADDITIONAL PUBLIC INVESTMENT

1. Concept

Under this Alternative, a baseball stadium and a new football stadium would be developed on the Riverfront. While each franchise wants their stadium to be sited on the Roebling site, neither stadium would be sited at this location. This location would be preserved for private investment given its direct link to downtown uses via Race Street. The corridor from the Roebling site to downtown would be preserved for private investment. The stadiums would flank this corridor.

2. Impacts

TABLE V-1

ECONOMIC IMPACT
ALTERNATIVE ONE

	<u>Baseball</u>	<u>Football</u>	<u>Total</u>
Total Existing Fan Expenditure	\$7,232,842	\$3,675,672	\$10,908,514
Net New Cincinnati Capture	0%	0%	0%
	\$0	\$0	\$0
New Fan Expenditures	\$1,219,238	\$1,670,760	\$2,889,998
Cincinnati Capture ^{/1}	60%	60%	60%
	\$731,543	\$1,002,456	\$1,733,999
TOTAL	\$731,543	\$1,002,456	\$1,733,999

1. ZHA has assumed that currently Northern Kentucky captures approximately 30% of fan expenditures and that 10% of fan expenditures occur outside of the Metropolitan area.

Source: ZHA, Inc.

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The Greater Cincinnati economy will likely benefit from an increase in attendance given the improved facilities. Given attendance projections, and assuming the same expenditure patterns as they are currently, Cincinnati will capture \$1.7 million in additional expenditures.

Given interview results, it is likely that the baseball stadium will incorporate a restaurant/bar that is open to the public. ZHA has assumed that this establishment will be 6,000 square feet. The restaurant will serve existing patronage and will be directly competitive with existing land uses. Given the premiere location of a restaurant in the stadium itself, ZHA does not believe that a new eating, drinking or entertainment venue will be developed as a result of the new stadium. ZHA projects that the additional expenditures generated by higher attendance will take place in existing Northern Kentucky and downtown establishments.

Stadiums, generally, do not independently generate the daily and year-round demand necessary to support significant new investment. Essentially, this scenario anticipates future economic conditions not markedly different from economic conditions present in Cincinnati today.

3. Advantages and Disadvantages

Advantages

- Both teams want to be on the Riverfront. Both teams are accommodated on the Riverfront under this Alternative. The public sector is, therefore, at a low risk of losing either franchise due to locational conflicts.
- The public sector will have the opportunity to use sales tax bond proceeds to acquire land on the Riverfront. This scenario allows the public sector to capitalize on a unique opportunity to control much of the Riverfront land.

Disadvantages

- Minimal private investment is leveraged under this scenario.
- Any entertainment and eating and drinking development occurring as a result of this Alternative will likely compete with existing establishments, particularly during non-game times.



- Riverfront land is essentially being used for infrastructure (stadia and parking). Over time there may be a higher and better use for this land.
- Expenditure patterns would likely remain the same as they are today with many patron dollars being spent in Northern Kentucky due to its land-use mix and proximate location.

C. ALTERNATIVE TWO: THE FOOTBALL STADIUM IS DEVELOPED ON THE BROADWAY COMMONS SITE AND THE BASEBALL STADIUM IS DEVELOPED ON THE RIVERFRONT

1. Concept

A new football stadium would be developed on the Broadway Commons site. A new baseball stadium would be developed on the Riverfront.

2. Impacts

The Memorandum of Understanding (MOU) between the Bengals and Hamilton County (executed in September of 1996) discusses the football stadium's location. While not binding, the MOU expresses a mutual understanding that the football stadium will be developed on the Riverfront. This Alternative will require that the Bengals' ownership change its position regarding the stadium's location.

The football stadium will host approximately 10 football games in a season. In addition, the stadium will likely host concerts and other major sports events. Assuming that professional soccer does not take place in the facility, approximately 800,000 people will attend the facility annually.

Over-the-Rhine will likely experience some impact as a result of the football stadium's location at Broadway Commons. ZHA anticipates that Over-the-Rhine restaurant and entertainment uses will likely capture a greater share of football fan expenditures if the football stadium is located at Broadway Commons primarily due to this area's proximity to the stadium site. ZHA believes that Over-the-Rhine will capture a share of net new fan expenditures as well as existing expenditures if the football stadium were developed at Broadway Commons.



TABLE V-2

ECONOMIC IMPACT
ALTERNATIVE TWO

	<u>Baseball</u>	<u>Football</u>	<u>Total</u>
Total Existing Fan Expenditure	\$7,232,842	\$3,675,672	\$10,908,514
Net New Cincinnati Capture	0%	10%	3%
	\$0	\$367,567	\$367,567
New Fan Expenditures	\$1,219,238	\$1,670,760	\$2,889,998
Cincinnati Capture	60%	75%	69%
	\$731,543	\$1,253,070	\$1,984,613
TOTAL	\$731,543	\$1,620,637	\$2,352,180

Source: ZHA, Inc.
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At Broadway Commons, the football stadium is no longer within convenient walking distance to the entertainment hub in Northern Kentucky. ZHA projects that Northern Kentucky will lose a share of its football fan expenditures to downtown Cincinnati and Over-the-Rhine establishments if the football stadium is located at Broadway Commons. ZHA has assumed that approximately 30 percent of all football fan expenditures currently at Cinergy Field are captured in Northern Kentucky. While difficult to forecast, ZHA believes that approximately 25 percent of existing football fan expenditures in Northern Kentucky will be redirected to Cincinnati as a result of this location decision. This results in 10 percent of existing fan expenditures outside of the stadium being redirected to downtown and Over-the-Rhine establishments. Approximately \$370,000 of existing expenditures will be redirected to downtown and Over-the-Rhine.

New expenditures (due to increased attendance) will also benefit the downtown and Over-the-Rhine. Approximately \$2 million of net new expenditures will occur in downtown Cincinnati as a result of this Alternative. In total, ZHA projects that \$2.35 million in additional expenditures will occur in Cincinnati as a result of implementing this Alternative.

These new expenditures, both in Over-the-Rhine and Cincinnati, will support existing businesses and leverage some private investment. Over-the-Rhine is a fledgling entertainment district and will be positively impacted by the development of a



football stadium at Broadway Commons. One new restaurant (in addition to a restaurant in the baseball stadium) may be developed as a result of this Alternative.

3. Advantages and Disadvantages

Advantages

- The relocation of the football stadium to Broadway Commons will likely redirect a portion of existing football fan expenditures in Northern Kentucky back to Cincinnati.
- The relocation of the football stadium to Broadway Commons will help to support existing businesses in Over-the-Rhine.

Disadvantages

- The Cincinnati Bengals may reject this location and threaten to leave Cincinnati if forced to relocate onto this site.
- The \$8.4-million of baseball fan expenditures will not be leveraged to the greatest benefit of the County and City.

D. ALTERNATIVE THREE: THE FOOTBALL STADIUM ON THE RIVERFRONT, AND BASEBALL AT BROADWAY COMMONS

1. Concept

This Alternative relocates the baseball stadium to the Broadway Commons site. Football would remain on the Riverfront.

2. Impacts

Baseball generates 3 times more patronage annually than football. Baseball fans' spending outside of the stadium is 2 times greater than football fans' spending in a given year. There are 81 baseball games in a given year. The baseball season is approximately 7 months long.

Baseball is much more of an activity generator than football. As such, ZHA believes that a baseball stadium at the Broadway Commons site will have a far greater beneficial impact on Over-the-Rhine and downtown establishments than a football stadium at this site. Pedestrian activity alone can have a beneficial impact on fledgling



commercial districts. It creates a sense of vitality and viability that can contribute to an area's image as a safe and entertaining place to go.

In light of baseball's longer season and higher annual attendance and expenditures, ZHA has concluded that greater economic benefit will accrue to the City and County in the short-term if baseball (rather than football) were located on the Broadway Commons site. Like Alternative Two, existing expenditure patterns will likely adjust in a manner that fewer baseball fan dollars would be spent in Northern Kentucky due to its more remote location from the baseball stadium. This adjustment will benefit both downtown and Over-the-Rhine establishments.

TABLE V-3
ECONOMIC IMPACT
ALTERNATIVE THREE

	<u>Baseball</u>	<u>Football</u>	<u>Total</u>
Total Existing Fan Expenditure	\$7,232,842	\$3,675,672	
Net New Cincinnati Capture	20%	5%	
	<u>\$1,446,568</u>	<u>\$183,784</u>	<u>\$1,630,352</u>
 New Fan Expenditures	 \$1,219,238	 \$1,670,760	
Cincinnati Capture	75%	65%	
	<u>\$914,429</u>	<u>\$1,085,994</u>	<u>\$2,000,423</u>
 TOTAL	 <u><u>\$2,360,997</u></u>	 <u><u>\$1,269,778</u></u>	 <u><u>\$3,630,775</u></u>

Source: ZHA, Inc.
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There are three important factors that must be considered and addressed under this alternative: parking, physical integration issues, and social issues. A baseball stadium on the Over-the-Rhine site would displace County parking spaces. There is no other centralized parking supply available in Over-the-Rhine to support the stadium. Therefore, it will be necessary to develop a significant amount of new parking to replace existing County parking and to support the new stadium. A parking management plan must be formulated to ensure that parking is available to support not only the stadium, but the range of uses currently present in Over-the-Rhine.

In addition to a parking management plan, it will be necessary to develop a strategy to link the stadium to the historic Over-the-Rhine neighborhood. Currently, a



County office complex and jail interrupts the physical linkage between the stadium site and the neighborhood. Careful physical planning must establish a link through the County complex to maximize the spin-off potential of the new baseball stadium.

A final consideration is social in nature. To maximize the stadium's impact on revitalization momentum, the City must make a concerted effort to ameliorate the social ills that compromise the Over-the-Rhine neighborhood. Increased police protection, code enforcement, and investment incentives would help to accelerate revitalization in this neighborhood. These efforts, together with the increased activity derived from the stadium, will have a meaningful impact on the local economy.

It is important to note that this Alternative assumes that the Cincinnati Reds will accept Broadway Commons as a stadium location. The Reds have expressed a desire to remain on the Riverfront. The Reds are concerned that the Broadway Commons location would negatively impact baseball game attendance.

3. Advantages and Disadvantages

Advantages

- This Alternative will generate greater short-term economic benefits to both Over-the-Rhine and downtown than the previous two Alternatives.
- Baseball stadiums have helped to revitalize fledgling entertainment districts in other parts of the country (Baltimore and Denver).

Disadvantages

- The Cincinnati Reds have expressed a desire to remain on the Riverfront. This Alternative is implementable only if the Reds cooperate.
- The Riverfront's revitalization potential will be even less than it is today. Future land uses attracted to captive markets will be less inclined to move to the Riverfront without baseball's presence.
- It will likely not be possible to leverage private investment in entertainment and culture on the Riverfront without the baseball stadium.



E. ALTERNATIVE FOUR: TWO STADIUMS ON THE RIVERFRONT AND THE DEVELOPMENT OF A CULTURE AND ENTERTAINMENT DISTRICT

1. Concept

This Alternative maximizes the economic impact associated with the stadia by using stadium patronage to leverage a new tourism market niche for Cincinnati. To implement this Alternative requires that the City, County and State commit to developing the Cincinnati Aquarium, the NURFC, and the Theater of Imagination on the Riverfront, or another suitable cultural facility if one of the above relocates elsewhere, or is determined infeasible. Located together these uses (or their equivalent) and the stadia will generate enough visitor patronage to justify the development of private entertainment uses. This Alternative envisions an Urban Entertainment District (UED) on the Riverfront that complements existing downtown land uses.

Many interests in Cincinnati have voiced significant concerns regarding the public sector attempting to construct a UED within the Riverfront complex. Most concerns center around three perceived points. These concerns need to be explored, not to dismiss the concerns, but to contribute further information so a more informed decision can be appreciated. These issues include but are not limited to:

- a. Insufficient successful examples of UED exist in this country to ensure that the national development community's near hysteria to foster these "products" is anything but a temporary "fad".
- b. Creation of a UED at the Riverfront will severely damage the emerging food and entertainment venues now developing in the Over-the-Rhine area, and elsewhere in Cincinnati.
- c. Creation of a UED at the Riverfront will tend to pull apart the very fabric of centralized retail, which is presently within a closely defined city core.

The emergence of the UED is being driven not by the national developers but, instead, by forceful corporate interests within the global entertainment industry. Organizations such as United Artists, RKO Pictures, MCA Enterprises, Sony, AMC, Pace Communications, Disney are involved directly, to name a few. The massive entertainment industry is the stimulating entity driving the UED. In fact, the abrupt emergence of this new industry has taken many top developers by surprise. Many seasoned players and practitioners are only vaguely aware of the swirl of excitement and activity



that is just below the surface. Evolving financial techniques are emerging now for prototype projects that are film-based attractions, themed restaurants as project anchors, clubs and museums, live theater, sporting stadiums, and related cultural facilities.

The question remains: is the UED a meaningful form of development or just a "fad" of repackaging. Much is clear now -- the much-talked-about "icon" uses of themed and theatrical restaurants truly represent a reinvention of the dining function for the primary family. It complements, by venue of food and schedule, the more traditional downtown and specialized food establishments oriented to office workers and student entertainment. Unlike the regional mall or the festival marketplace, the UED's tend to draw people or hold visitors from well outside the normally defined primary markets and achieve a propensity of visits that are shocking in their impact. UED's, whether loosely formed physically within an area or highly structured within a mixed-use environment, are attracting expenditure dollars that traditional downtowns simply can't achieve today.

Figures are now coming in that show that movie patrons are increasing by about 60 percent the propensity to spend additional time in malls or cultural facilities. Traffic in traditional malls and districts directly impacted by UED's are indicating increased traffic above 14 percent, sales volume increases by about 12 percent, and sales per square foot by nearly one-quarter. A fad the UED is not --- what is important for Cincinnati is the proper mix of complementary entertainment uses, and the sequence of development that is most appropriate to be tied to sporting and cultural activities.

Others have spoken to ZHA about their concerns of the impact of a UED on the Riverfront as it would affect the Main Street restaurants in the Over-the-Rhine area. The recent patron study conducted tends to confirm the shifting preference of the Main Street customer to the younger, unattached customer (nearly 52 percent are under 36), and often students from local universities. These basic patrons are complemented by conventioners and daytime downtown workers. The point to be made is that several entertainment areas in a central city the size of Cincinnati are desirable, and the additional facilities, tied to sports and cultural activities, could capture a higher number of distance visitors that do not often visit Cincinnati. In essence, the UED may help to create a new market not available to any existing uses currently.

Finally, much confusion exists with the industry regarding the implications of a UED to traditional retailing. Would a sizable UED on the Riverfront interfere with the centralization of department stores and specialty shops within Cincinnati's downtown core? The theory supported by most is that the UED customer is attracted by the "icon" uses, sporting, and cultural activities and will not normally mix trip purposes on



a single visitation. Therefore, the strengthening of the Main Street entertainment district or the creation of a Riverfront UED should not adversely impact Cincinnati's core uses.

ZHA, therefore, feels that one alternative development scheme should envision a UED to be placed elongated across a "rebuilt" Ft. Washington Way and extending toward the River. Interspersed between this would be the museums and cultural facilities, flanked by one or more stadium(s), thus forming a series of promenades and plazas tied to a greenway along the river's edge.

2. Impacts

Unlike regional and superregional malls, Urban Entertainment Districts require that at least 45 percent of sales be derived from visitors or tourists. Urban Entertainment Districts typically include many restaurants, clubs, and entertainment venues and limited retail. If co-located, the stadia and other anchor uses could create an environment that extends the length of stay (and spending) of the typical sports fan. Sports fans would essentially become tourists with multiple purposes for coming to Cincinnati.

TABLE V-4
PROJECTED ATTENDANCE
NEW BASEBALL AND FOOTBALL STADIA

	<u>Baseball</u>	<u>Football</u>	<u>Total</u>
Pro Game Attendance	2,150,000	650,000	2,800,000
Other Events Attendance	150,000	150,000	300,000
TOTAL	<u>2,300,000</u>	<u>800,000</u>	<u>3,100,000</u>

Source: Interviews; ZHA, Inc.
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Table IV-4 summarizes the projected attendance for the new football and baseball stadia. Together these facilities will draw 3.1 million people to the Riverfront site if they are co-located on the site.



TABLE V-5
PROJECTED ATTENDANCE
NEW STADIA AND OTHER USES

	<u>Resident</u>	<u>Tourist ¹</u>	<u>Total</u> <u>Attendance</u>
Baseball Stadium	1,081,000	1,219,000	2,300,000
Football Stadium	432,000	368,000	800,000
Reds Hall of Fame and Museum	87,500	37,500	125,000
Cincinnati Aquarium	720,000	480,000	1,200,000
Theater of the Imagination	525,000	225,000	750,000
NURFC	<u>310,000</u>	<u>292,000</u>	<u>602,000</u>
TOTAL	3,155,500	2,621,500	5,777,000
Percent of Total	61%	39%	100%

1. According to the IPR survey 53% of Reds fans and 46% of Bengals fans resided outside of the CMSA. These ratios have been applied.

Source: Glaser Associates, "A Proposal for Cincinnati Aquarium", 1994; Center for Economic Education, Economic Impact Report: The Construction and Operation of a Cincinnati Museum Center Theater Complex in Downtown Cincinnati", 1995; AMS Planning and Research/American History Workshop, "National Underground Railroad Freedom Center Feasibility Study", 1996; ZHA, Inc.
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Table V-5 summarizes annual attendance on the site if the stadia and major public anchors are developed on the Riverfront site. Approximately 5.78 million people would come to the Riverfront annually if all uses were co-located. Approximately 4 out of 10 people would be from outside of the CMSA.

ZHA conducted a market analysis for an Urban Entertainment District in Cincinnati. This analysis is contained in Appendix A. ZHA concludes that, if co-located, the development of these uses and local market conditions could support the development of an Urban Entertainment District of approximately 360,000 square feet. The complex could contain a 24-screen movie theater, approximately 62,000 square feet of retail, 110,000 square feet of entertainment uses, and approximately 85,000 square feet of eating and drinking establishments.



TABLE V-6

REQUIRED SALES FOR AN ENTERTAINMENT DISTRICT
ALTERNATIVE 4

<u>UED Component</u>	<u>Total Square Footage</u>	<u>Total Occupancy Costs (per sf)</u>	<u>Occupancy Cost to Sales Ratio</u>	<u>Required Sales (per sf)</u>
Cineplex 24	103,005	\$15.00	6.7	\$100.50
Retail	61,895	\$28.00	9.5	\$274.40
Entertainment	110,000	\$21.00	7.3	\$153.30
Food & Beverage	<u>84,996</u>	\$28.00	10.5	\$294.00
Total	359,896			

Source: ZHA, Inc.
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Table V-7 summarizes the total sales requirement for an entertainment district of this nature.

TABLE V-7

REQUIRED PATRONAGE FOR AN ENTERTAINMENT DISTRICT
ALTERNATIVE 4

<u>UED Component</u>	<u>Sales Required</u>	<u>Per Capita Spending</u>	<u>Patronage Required</u>	<u>Local Market</u>	<u>Co-Mingling Factor</u>	<u>Visitor Market</u>
Cineplex 24	\$10,352,000	\$6.40	1,617,500	1,002,850	38%	614,650
Retail	\$16,464,000	\$65.00	253,292	164,640	35%	88,652
Entertainment	\$16,863,007	\$12.00	1,405,251	871,255	38%	533,995
Food & Beverage	<u>\$24,988,891</u>	\$15.50	<u>1,612,186</u>	<u>596,509</u>	63%	<u>1,015,677</u>
	\$68,667,898		4,888,229	2,635,254		2,252,975

Source: ZHA, Inc.
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Table V-7 summarizes the patronage necessary to support such a complement of land uses. The co-mingling factor is derived from existing studies on Urban Entertainment Center feasibility. As is illustrated, 1 out of 3 visitors to the stadia and/or the



site. According to comparable studies, this penetration rate is achievable. Local market penetration is reasonable (see Appendix A).

An Urban Entertainment District of this nature would result in significant private investment and net new expenditures in Cincinnati. The stadiums alone will not leverage the development of an Urban Entertainment District. To encourage this type of development will require that the public sector commit to siting major cultural and entertainment projects on the Riverfront.

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VI. PRELIMINARY DEVELOPMENT OPTIONS

A. INTRODUCTION

In mid-November, 1996, a most important presentation and work program was initiated through the Project Steering Committee with the identified stakeholders, stockholders, and public regarding the implications of the previously identified four development alternatives. The consultants shared basic information on the status of certain related projects such as the re-design of the Ft. Washington Way, the implications of flooding upon the Riverfront properties, the impact of a Light Rail Transit (LRT) system traversing through the downtown, related downtown developments (announced or being negotiated) and other planning and financial aspects affecting stadium location selection.

The translation of the community inputs, obtained through community work groups, stressed critical points that seemed to have near universal acceptance. First, the proposed Broadway Commons site was too constrained in size and configuration to accommodate the proposed Cincinnati Bengals operations. Also, the public demonstrated uncommon accord to extend the street grid system southward from the downtown into the Riverfront. The community supported the redesign and reconstruction of Ft. Washington Way to reduce the breadth of the lands involved. The community expressed the desire to place any newly constructed stadiums onto the eastward and westward flanks of the Riverfront. Stadium location immediately west and contiguous to the Roebling Bridge was strongly opposed by most participants in the community meetings -- those present felt that private economic development and public open-space, in some commingled fashion, were the most desired reuses for this particular area.

The Consultant Team, subsequently, conducted a work session that resulted in several essential observations that formulated into three development options for the Project Steering Committee's review in December, 1996. These observations are discussed below, as a framework, for the formulation of the aforementioned options.

B. OBSERVATIONS

1. It is clear that stadiums, in and of themselves, rarely generate any significant amount of private, contiguous development or investment by non-related entities. To capitalize upon the projected increased attendance at the scheduled sporting events,



the stadia should and must be considered as one of several components for a multi-pronged strategy to leverage private investment. Given this principal, ZHA does not believe that the stadia alone will enhance the residential, office, and/or hotel development potential in Cincinnati. Stadia location will impact the existing residential and food and beverage industry at given locations.

2. Any significant redevelopment of the Riverfront and the re-structuring of Ft. Washington Way must not eliminate the existing parking reservoir that supports the Downtown office core. It is critical that all stadia development options maintain this supply of parking at affordable prices to support the existing office core investments. Any re-structuring that eliminates the convenience or volume of office-related parking, or significantly increases the cost of such parking will have a catastrophic effect on the Downtown office market and the Downtown's ability to compete with suburban locations for office tenants.

3. A substantial housing market exists in Cincinnati for centrally located housing but this demand is highly price sensitive. From a new construction standpoint, the question at hand is not: "How can the stadia improve the potential for new residential construction?", but, instead, "How can the stadia be sited so as not to compromise new residential development potential?". New residential units require moderately high rents. The residents of relatively high-priced residential units do not want to be next to a professional sports stadium.

However, the formula changes when considering how a stadium benefits and/or impacts the values of existing housing stock. This is particularly true if the existing housing of a given neighborhood is being impacted by adverse conditions. There is evidence that any significant new venture that introduces a new population into a neighborhood's "make-up" can have a beneficial impact. The introduction of a stadium can change the magnitude and cycle of activity in a neighborhood, and as such, improve the image to the extent that attractive investments begin to occur.

The market that would invest in an existing, older residential unit in a transition neighborhood is very different from the market that would buy or rent a new residential unit of relative high value. The "urban pioneer" is willing and expects to assume a greater risk at lower cost in exchange for the opportunity to realize a higher return if gentrification occurs. This is true particularly within close-in neighborhoods that have managed to retain the vestige of interesting and distinctive architecture.

From a residential standpoint, ZHA believes that the baseball stadium at the Over-the-Rhine neighborhood will have a greater impact on residential reinvestment in



Downtown Cincinnati than if the stadium were located on the Riverfront. If the baseball stadium were sited in Over-the-Rhine, there will be residential development potential east of the Roebling Bridge provided the Bengal stadium is pushed westward from the team's most preferred location. Residential development could be built in a clustered and "villa" form versus high-rise housing successfully in coming years in Cincinnati given these guidelines with a location tightly integrated into a waterfront greenway system.

4. There are two important caveats regarding the baseball stadium's potential impact on Over-the-Rhine neighborhood. One concern is the County complex and Jail. These land uses functionally separate the Over-the-Rhine neighborhood from the proposed Broadway site. To achieve positive spin-off effects the City must design an effective link to connect the stadium to the neighborhood.

The second concern is the character of the Over-the-Rhine neighborhood. Re-use and investment momentum will likely occur only when a policy to "clean-up" Over-the-Rhine and address the intermingled social issues. The City of Cincinnati has long recognized the distinctive character of Over-the-Rhine, but hesitated to publicly intervene with significant redevelopment funding. Inherent in stadium location involving Over-the-Rhine should be a policy to complement this public investment with a series of incentives to foster rehabilitation and restoration.

5. Parking is becoming a most critical factor in evaluating development options. It may be that parking alternatives and cost shall become the deciding factor in the process to select a preferred option. Separating stadia will reduce the beneficial aspect of "shared" parking usage, and could cause concerns about the baseball stadium being located in Over-the-Rhine and how to afford to pay for this parking.

If baseball does go to the Broadway Commons site, a comprehensive parking management strategy shall be necessary and will likely require the County and certain corporate headquarters complexes to investigate possible joint solutions. Locational decisions on the stadia will definitely affect the economies of newly constructed facilities and co-located stadiums will afford a degree of "shared" parking utilization -- the exact impact and importance of this matter is beyond the scope of ZHA, Inc.'s investigations.

As a related matter, the LRT planning associated with both possible stadia locations must be considered to truly understand infrastructure costs. LRT will not significantly impact the market for various land uses on the Riverfront or Broadway



Commons. The LRT could, however, impact the development options of the Riverfront land to the extent that parking requirements could be reduced due to mass transit ridership from satellite and support parking areas of the Metro area.

C. DEVELOPMENT OPTIONS

Given the observations and conclusions delineated above, the previous four development alternatives examined by the Consultant Team seem to emerge into three development options that merit consideration by the Community and the Project Steering Committee.

Development Option A: Maximize Economic Development with Stadium Location and Related Funding

1. Description

Locational decisions on the stadiums must be viewed in the context of three interrelated decisions by the County and the City. The pooling of nearly 3.3 million metro residents and visitors attracted to professional sporting activities located along the Riverfront is justified by the joint jurisdictions' determination to "risk" fostering the development of a major new economic component for the regional economy -- the formulation of a Urban Entertainment District, tied together with nationally significant audience-support museums and related facilities.

Folded within this decision is the need to support the construction of four audience attracting museums now being studied and seeking locations within central Cincinnati. These facilities include the Baseball's Reds Hall of Fame (to be built and operated by the professional team), NURFC, the Aquarium and Gardens, and the Theater of Imagination. These uses, most likely set along a linear spine extending southward from Third Street (across Fort Washington Way) to the water edge, are thought capable of attracting about 2.7 million visitors annually. If both stadiums and these uses are developed, Cincinnati should be able to attract a magnitude of visitation capable of supporting a fairly significant cluster of entertainment uses. This magnitude of visitation (about 10 million patrons) at a highly concentrated and centralized site could move us from a second tier city to a "Gateway City", relative to the ability to attract certain "icon" uses.

The troublesome aspect of this economic development option is the need to pre-commit to both the museum-related programming and the stadia, prior to full realization of the UED. All attractions must be developed to reach visitor thresholds necessary to leverage a critical mass of privately funded entertainment and related development



to occur on the Riverfront. This option further assumes that an anchor retail use will link the downtown to the Riverfront over the newly constructed Ft. Washington Way through to Fourth Street uses.

2. Advantages

- a. Public investment in the stadia is programmed to maximize private investment. This option is the only alternative that seeks to maximize the stadia's impact on the metropolitan region's long-term economic development as the "initial" public investment into a four-part development program (stadia, museums, UED, and Fourth Street retailing). One of these four elements (the stadia) is voted and funded, another is under negotiations, a third is being analyzed and separately proposed, and the fourth (UED) would be privately financed. The uniqueness of co-mingling these four interrelated uses over an extended period of time presents a most complex planning challenge.
- b. This option, solely, would enhance the hotel development potential for hotel uses south of Fourth Street towards the Riverfront.
- c. The Riverfront becomes a local and regional destination that complements Downtown land uses. Concentration of these four uses on the waterfront will contribute to increasing "shared" parking opportunities and parking revenues, as well as enhancing the justification for the LRT and its alignment.
- d. Two stadia on the Riverfront and the complement of related uses will enhance the necessity to reconstruct and narrow the "trough" comprising Ft. Washington Way.
- e. Both stadia are on the Riverfront where the Team organizations prefer to be located.
- f. The community gets its waterfront back. Movement of the Bengals westward and the re-establishment of a grid-like street system south of Ft. Washington Way tying into Downtown will create a centralized corridor of promenades, plazas, and a river-edge parkway for the benefit of the community through public ownership. The UED and Museum facilities would rest upon a platform or similar structure that could accommodate the need for public parking.



3. Disadvantages

a. Front-loaded public investment in facilities and infrastructure will be required prior to the likely private investment in the UED and the audience-related facilities.

b. This is a complex option given the need to stage various independent projects over an extended period of time that ultimately support an Urban Entertainment District and hotels. No single jurisdiction is responsible for creating the essential infrastructure such as Ft. Washington Way, the LRT, parking, and related infrastructure.

c. Requires that policies between states and the federal government and two local jurisdictions be settled and adopted to ensure that the site locations of various public projects are provided. Users of these sites have current difficulties to ensure full funding of their projects in a timely manner, and could be subject to the risk of a change in public policy in future administrations.

*Development Option B: Preservation of the Riverfront
for Community Usage and Selected Audience Support Facilities*

1. Description

Under this development option both stadia are developed on the Riverfront. The football stadium is sited near Central Avenue and the baseball stadium is sited to the east of the Roebling Bridge. The core of the site is acquired by the City and County jurisdictions, and reserved for selected public and private uses. A Riverfront Park along the river's edge is developed linking the stadia with the uses east of the Roebling Bridge and extending westward eventually beyond the study area. A permanent public open-space link is developed over the Ft. Washington Way linking the Riverfront Park to the downtown. Quasi-public uses like the Aquarium and Gardens, and the NURFC are encouraged to be located along the linkage as their funding and programming are finalized. Certain development pads could be reserved for private uses (single-purpose offices, hotels, and residential) and encouraged to develop as demand warrants in future years. The guiding principle is to shift the stadia to the Riverfront's flanks and to concentrate other public and private investment in a park-like corridor to the river.



2. Advantages

a. Prominent and continual comments offered in the initial community meeting were the inherent public desire to utilize the stadia development program to obtain unimpaired public title to the entire river's edge. Recognition was given that a sizable portion of the property lying west of the Roebling Bridge was privately owned and most likely costly to obtain; however, the public realizes that this situation might represent the final opportunity to recapture the river's edge for public purposes. Many felt that regardless of the cost implications that the City/County should acquire these properties as an integral part of the stadia development program.

b. This development option affords the local jurisdictions a degree of flexibility to resolve the stadia location question without an immediate and sizable commitment of additional public funds to achieve the objectives contained in Development Alternative "A" and gives further flexibility as to what public and private land uses occupy the Riverfront properties. Inherent in accepting this option is the necessity to engage in a lengthy and ambitious program of managing the installation of supporting infrastructure (parking and LRT) for the stadia that fosters subsequent and sizable development. This includes the implication of accepting that the Riverfront surrounding the stadia could be continually under construction for the foreseeable future.

c. This development option leaves open the opportunity for an Urban Entertainment District program to be installed in coming years after the completion of Ft. Washington Way and the completion of the negotiation with the Teams and the Fourth Street retailing entity.

3. Disadvantages

a. **The development option fails to achieve the basic objective to have the jurisdictional expenditure of the stadia funds leverage maximum private reinvestment.**

b. Much Riverfront land is consumed by infrastructure (stadia and parking) and, as such, less Riverfront land remains available for future higher and better uses. The most concerning condition is that subsequent additional uses would constrain the design alternatives for the stadia and their support facilities, but it is highly unlikely that the specialists in stadia design will be aware of these future requirements.



Development Option C: Utilization of the Broadway Commons Site for Baseball

1. Description

This development Option sites the baseball stadium at Broadway Commons and the football stadium on the Riverfront. The objectives of this Option would be to use the baseball stadium's activity to accelerate revitalization momentum in the Over-the-Rhine area. This Option assumes that the public sector will undertake physical and social initiatives to improve conditions in Over-the-Rhine and to improve the link between the Over-the-Rhine neighborhood and the Broadway Commons site.

2. Advantages

a. Unquestionably, this Option will tend to enhance existing and potential new investments in the Over-the-Rhine area and could signal the beginning of a vast new initiative by the City to refurbish this remarkable area possessing many architecturally attractive structures. The process, while complicated, is achievable within a relatively short time span and would represent a worthy endeavor for the City.

b. If an emerging jurisdictional objective is to intervene affirmatively in the Over-the-Rhine environment, the placement of the baseball stadium on the Broadway Commons site is a political decision that demonstrates, in a relatively short time, these intentions. Placement of the stadium as a singular act unaccompanied by consistent and sizable revitalization funding would contribute little to resolving the basic structural deficiencies of the neighborhood.

c. This Option is oriented to capitalizing on existing resources rather than the development of new resources of a regional nature, the latter being recognized as costly and risky.

d. Less of the Riverfront land is consumed by infrastructure (stadia and parking) and, as such, Riverfront lands continue to remain available for future higher and better uses.

e. Short and immediate success will be achieved by the location of the stadia at split locations, and if acceptable to the Teams, represent an end in itself. Just the design and construction of two professional sport teams facilities is a massive undertaking, if done on time and within budget consistent with the pending Team negotiations with the county jurisdiction.



3. Disadvantages

a. If this Option is implemented the long term opportunity to create an Urban Entertainment District (UED) of the scope thought possible on the Riverfront shall be lost and with it the impacts associated with the maximum public and private investments.

b. Two separate parking reservoirs will have to be developed under this Option. These parking facilities shall undoubtedly yield less annual revenue and complicate the public funding formula. Further, if the aforementioned occurs, it is increasingly unlikely that the privately owned land portions comprising the Riverfront could be publicly acquired for future public and private reuse.

c. The Cincinnati Reds organization does not want the Broadway Commons location for their Team; they want to be on the Riverfront.

d. In the near term, Riverfront activity will decline from where it is today.



APPENDIX A UED MARKET ANALYSIS

The Urban Entertainment District ("UED") contemplated consists of several elements including a 24-screen cineplex, a limited amount of retail, and entertainment and eating and drinking establishments. In order to evaluate the market support for these elements, several key market indicators were analyzed.

A. CINEPLEX

Cincinnati's cinema theater market was evaluated as to its ability to support an additional 24-screen cineplex.

According to Entertainment Data, Inc., there are currently 30 cinema theaters in the greater Cincinnati media market containing a total of 168 theater screens. There are currently no national movie chain companies servicing the greater Cincinnati cinema theater market. The largest cinema theater owner and operator is National Amusement Corporation, a regional cinema company. In addition, there are several local operators including a number of independents which alone account for over 20 percent of the number of theater screens in the market as shown in the following table.

TABLE A-1

CINEMA THEATERS AND SCREENS
CINCINNATI MEDIA MARKET
OCTOBER 1996

<u>Cinema Company</u>	<u>Number of Theaters</u>	<u>Number of Screens</u>
National Amusement Corp.	11	82
Regal Cinemas, Inc.	3	23
Tri-State Theatre Service	3	10
Enright Booking Service	1	2
Kerasotes Theaters	1	8
Carmike Cinemas	1	4
Syndicate Theatres	1	1
Mark Siegel	1	3
Other Independents	8	35
Total	30	168

Source: Entertainment Data, Inc. and ZHA, Inc., November 1996.



While the overall number of cinema theaters in greater Cincinnati is similar to other comparable media markets, according to the ratio of the number of theater per 100,000 population, Cincinnati is well under-served. Of the comparable media markets surveyed, only two have less theaters per 100,000 population than Cincinnati as shown in the following table.

TABLE A-2

COMPARISON OF CINEMA THEATER SUPPLY
COMPARABLE MEDIA MARKETS
1996

<u>Media Market</u>	<u>Number of Cinema Theaters</u>	<u>Number of Theaters per 100,000 Population</u>
Cincinnati	30	1.61
Denver	40	2.05
Indianapolis	29	2.04
Kansas City	35	2.16
Louisville	13	1.34
Minneapolis-St. Paul	60	2.29
Nashville	25	2.44
St. Louis	29	1.15

Source: Entertainment Data, Inc. and ZHA, Inc., November 1996.

The trend nation-wide is toward fewer cinema theaters and more screens per theater. New cinema theaters typically contain 10, 12, 14 or more screens per theater. A comparison of Cincinnati's theater market supply to other comparable markets provides only a partial indication of market support for a new 24-screen cineplex. A comparison based on the ratio of the number of theater *screens* per 100,000 population provides a more accurate measure of Cincinnati's cinema theater market.

Based on the number of theater *screens* per 100,000 population, the Cincinnati cinema theater market is well under-served. Of the comparable markets surveyed, only two have less screens per 100,000 population than Cincinnati as shown in the following table.



TABLE A-3

COMPARISON OF THEATER SCREEN SUPPLY
COMPARABLE MEDIA MARKETS
1996

<u>Media Market</u>	<u>Average Screens per Theater</u>	<u>Total Number of Theater Screens</u>	<u>Screens per 100,000 Population</u>
Cincinnati	5.6	168	9.01
Denver	5.7	228	11.67
Indianapolis	4.7	136	9.57
Kansas City	6.1	214	13.20
Louisville	5.9	77	7.92
Minneapolis-St. Paul	5.2	312	11.92
Nashville	6.1	153	14.91
St. Louis	6.5	189	7.48

Source: Entertainment Data, Inc. and ZHA, Inc., November 1996.

To evaluate the future market support (through the year 2005) for a 24-screen cineplex, a projection of the supply of theater screens serving the Cincinnati market through the year 2005 was undertaken. This projection assumes that several existing theaters operated by local companies and independents which are currently marginally profitable or losing money will become obsolete over the next 10 years. A portion of these obsolete theater screens will be replaced while new multi-screen theaters will be added. The following table analyzes Cincinnati's cinema theater market through the year 2005.



TABLE A-4

PROJECTED SUPPORTABLE CINEMA SCREENS
CINCINNATI MEDIA MARKET
1995 THROUGH 2005

	<u>Estimated 1995</u>	<u>Projected 2000</u>	<u>Projected 2005</u>
Population	1,847,000	1,913,000	1,961,000
Cinema Theaters	30	26	24
Theaters per 100,000	1.62	1.36	1.25
Population			
Screens per Theater	5.6	7.42	8.38
Number of Screens	168	193	201
Obsolete Screens	11	16	
Replacement Screens	36 ^{1/}	24	
Screens per 100,000	10.45	10.51	10.25
Population			

^{1/} Includes UED proposed 24-screen cineplex.

Source: Entertainment Data, Inc. and ZHA, Inc., November 1996.

The addition of a 24-screen cineplex, coupled with expected market growth in cinema theater supply, indicates that while the number of cinema *theaters* is projected to decrease through the year 2005 the number of *screens* will increase from 168 today to over 200. Given Cincinnati's projected population growth over this same period, the ratio of the projected number of screens per 100,000 population will remain well within the range currently experienced by other comparable markets.

Given that the Cincinnati market is currently under-served by cinema theater screens, and there are no national cinema theater chains operating within the market, and that the number of theater screens per 100,000 population is projected to remain well within the range currently experienced by other comparable markets, there is market support for a 24-screen cineplex as part of the UED project.

B. RETAIL

The support for retail is directly related not only to the level of patronage at the UED, but the spending ability and patterns of households in the greater Cincinnati area.



A good indication of Cincinnati's market to support additional retail space is the area's historic growth in market support for retail. This can be seen in Cincinnati's improvement in several nation-wide retail rankings as shown in the following table.

TABLE A-5

NATION-WIDE MARKET RANKINGS
CINCINNATI METROPOLITAN AREA
1990 AND 1995

<u>Category</u>	<u>1990</u>	<u>1995</u>
Total Retail Sales	35 th	31 st
Effective Buying Income	35 th	28 th
Eating and Drinking Sales	31 st	24 th
Buying Power Index	34 th	28 th

Source: Sales and Marketing Management and ZHA, Inc., November 1996.

Based on the total dollar value of retail sales since 1990, Cincinnati's ranking as compared to nation-wide markets improved from 35th in 1990 to 31st in 1995. One segment of retail sales, eating and drinking sales, increased from 31st to 24th. These increases are reflective of Cincinnati's increase in effective buying income over this same period (from 35th to 28th as shown in Table A-5).

Cincinnati also improved its ranking with respect to the area's Buying Power Index or the market's ability to purchase goods. The area's buying power index ranking increased from 34th to 28th between 1990 and 1995. All of these measures indicate that the Cincinnati retail market is strong and has continued to grow.

Another market indicator of Cincinnati's ability to support additional retail space is the area's retail sales per capita as compared to other comparable markets. Of the eight comparably sized markets, Cincinnati was ranked fourth in 1995, or fairly in the middle in terms of retail sales per capita. As income rises, the propensity and percentage of expenditures in restaurants, and the resident's participation in entertainment tends to rise disproportionately relative to the incremental increase.



Overall, based on Cincinnati's relatively modest position on per capita expenditures compared to other metro markets and its rapidly shifting position nationwide in other retail indices that measure vitality, one could feel that additional specialty space such as contained in a UED could be accommodated comfortably without diverting sales from existing operations unduly.

TABLE A-6

COMPARISON OF RETAIL SALES
COMPARABLE METROPOLITAN AREAS
1995

<u>Metropolitan Area</u>	<u>Retail Sales per Capita</u>
Nashville	\$10,540.94
Minneapolis-St. Paul	\$10,311.97
Kansas City	\$10,303.51
Indianapolis	\$10,223.71
Cincinnati	\$9,948.67
Denver	\$9,899.99
St. Louis	\$9,681.44
Louisville	\$9,396.02

Source: Sales and Marketing Management and ZHA, Inc., November 1996.

C. ENTERTAINMENT AND EATING & DRINKING

According to the most recent US Census survey, the Cincinnati metropolitan area has a total of 3,278 eating and drinking establishments of which over 67 percent employ less than 20 people. Less than 2 percent of the eating and drinking establishments are considered large (employing over 100 employees per establishment). The following table summarizes the Cincinnati metropolitan area's number of eating and drinking establishments by employee size.



TABLE A-7

NUMBER OF EATING AND DRINKING ESTABLISHMENTS
 ACCORDING TO NUMBER OF EMPLOYEES
 CINCINNATI METROPOLITAN AREA
1994

<u>County</u>	<u>Total</u>	<u>Employees</u>			
		<u>1-19</u>	<u>20-99</u>	<u>100-499</u>	<u>>499</u>
Butler	450	298	146	6	0
Clermont	184	119	65	0	0
Hamilton	1,864	1,256	575	33	0
Warren	178	125	50	3	0
Boone	117	69	47	1	0
Campbell	155	109	46	0	0
Kenton	265	180	79	6	0
Dearborn	<u>65</u>	<u>47</u>	<u>18</u>	<u>0</u>	<u>0</u>
Total	3,278	2,203	1,026	49	0

Source: U.S. Bureau of the Census and ZHA, Inc., November 1996.

When looking just at eating establishments, the greater Cincinnati market currently has fewer restaurants overall when compared to other comparable metropolitan areas as shown in the following table.



TABLE A-8

COMPARISON OF EATING ESTABLISHMENT SUPPLY
COMPARABLE METROPOLITAN AREAS
1992

<u>Metropolitan Area</u>	<u>Estimated 1992 Population</u>	<u>Number of Restaurants</u>	<u>Restaurants per 100,000 Population</u>
Cincinnati	1,785,000	865	48.46
Denver	2,089,000	926	44.33
Indianapolis	1,424,000	923	64.82
Kansas City	1,617,000	819	50.65
Louisville	968,000	615	63.53
Minneapolis-St. Paul	2,618,000	1,399	53.44
St. Louis	2,519,000	1,363	54.11

Source: U.S. Bureau of the Census and ZHA, Inc., November 1996.

An indication of the weakness of Cincinnati's restaurant market is the number of eating establishments per 100,000 population. When compared to other selected comparable markets, only one metropolitan area has fewer restaurants per 100,000 population than Cincinnati. This is a strong indicator for how under-served the area currently is in terms of its restaurant market potential. As envisioned, the eating and drinking establishments of the UED would consist of national restaurant chains such as Planet Hollywood, Dave & Busters, etc. as well as unique local and regional restaurants. These are large, theme oriented eating and drinking establishments able to draw customers from throughout the region as well as serve the attendants of various events. For example, Dave and Busters typically employs over 300 people per restaurant. The following table provides a comparison of Cincinnati's large restaurant market supply as compared to other selected comparable metropolitan areas.



TABLE A-9

COMPARISON OF LARGE RESTAURANT SUPPLY
COMPARABLE METROPOLITAN AREAS
1992

<u>Metropolitan Area</u>	<u>Estimated 1992 Population</u>	<u>Number of Restaurants</u>	<u>Restaurants per 100,000 Population</u>
Cincinnati	1,785,000	267	14.32
Denver	2,089,000	253	12.11
Indianapolis	1,424,000	219	15.38
Kansas City	1,617,000	205	12.68
Louisville	968,000	172	17.77
Minneapolis-St. Paul	2,618,000	447	17.07
St. Louis	2,519,000	347	13.78

Source: U.S. Bureau of the Census and ZHA, Inc., November 1996.

Similar to being under-served by restaurants overall, when compared to other selected comparable metropolitan markets, only three have fewer large restaurants per 100,000 population than Cincinnati.

The ratio of bars/nightclubs per 100,000 population in the Cincinnati market is also under-served as shown in the following table.

TABLE A-10

BARS/NIGHTCLUBS SUPPLY
COMPARABLE METROPOLITAN AREAS
1992

<u>Metropolitan Area</u>	<u>1992 Estimated Population</u>	<u>Number of Bars/Nightclubs</u>	<u>Bars/Nightclubs per 100,000 Population</u>
Cincinnati	1,785,000	62	3.47
Denver	2,089,000	98	4.69
Indianapolis	1,424,000	68	4.78
Kansas City	1,617,000	50	3.09
Louisville	968,000	29	3.00
Minneapolis-St. Paul	2,618,000	131	5.00
St. Louis	2,519,000	77	3.06

Source: US Bureau of the Census and ZHA, Inc., November 1996.

When compared to other selected comparable metropolitan areas, only three have fewer bars/nightclubs per 100,000 population than Cincinnati. This under-supply indicates that there is market potential to support additional bars/nightclubs like those which would form the component of the UED.

D. FINDINGS/CONCLUSIONS

All market indicators support that the Cincinnati market is well under-served with cinema theater screens, retail, restaurants and bars/nightclubs. The historically strong and growing retail market, the area's growth in households and purchasing power and the vast amount of visitors which will be attracted to various events and destinations along the Riverfront will provide strong support for a UED.



GLATTING
 JACKSON
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 ANGLIN
 LOPEZ
 RINEHART

VIA FAX 412-765-1902
 MEMORANDUM

Nine Pages

Date: November 11, 1996

To: Don Carter, UDA
 Paul Ostergaard, UDA
 Barry Long, UDA
 Ray Gindroz, UDA

From: Walter Kulash, GJ

Re: UDA/Cincinnati
 Issues, Cincinnati Stadiums and Riverfront
 GJ #1093.01

Stadiums As the Biggest of Boxes

Our usual first assumption about transportation planning at stadiums is that they are rife with opportunity for an extended pedestrian environment. There are, after all, huge concentrations of people, on foot, at a single point, with many of them arriving by regular or special transit, and staying in one place for an extended duration of time (several hours).

Should be the makings of a great pedestrian environment.

It isn't.

Stadiums, on closer inspection, turn out to be the ultimate in "big boxes" (such as power centers) and end up having most of the worst transportation features of the biggest of the big boxes. The building floorplate of a stadium is around 385,000 square feet, or therefore four times the size of even our more feared commercial big boxes. When sited in a free standing site (monumental signature site in riverfront park surrounded by proper "setting" as contrasted to woven into an urban fabric), the de-facto floorplate grows to around 700,000 square feet, or eight times the biggest of boxes. From a pedestrian point of view, this entire floor plate is off limits to all other urban

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Memorandum
Page Two

activity, such as shopping, eating, entertainment, browsing, meeting, relaxing, unwinding, picnicking, and so forth. Stadium concessions don't substitute for the real thing. (Does anyone think in-stadium concessions count as vibrant urban experience?)

Adding a large floorplate of parking at stadium-side adds an adjacent big box. For example, 10,000 spaces in a four-level deck (more starts to mess up the stadium's elevation view) takes 875,000 square feet of land, or the equivalent of ten more "big boxes" of floorplate. Any lively use of parking ground floor perimeter (retailing, entertainment) is not realistic. Successful use of ground-floor parking deck perimeter for retail is a subsidy-supported battle under the best of circumstances, such as in a vibrant downtown surrounded by ten-hour activity on 250 business days. In a parking deck remote from downtown, with a maximum of 95 four-hour "business days" annually, any joint use of parking deck space is simply not going to happen.

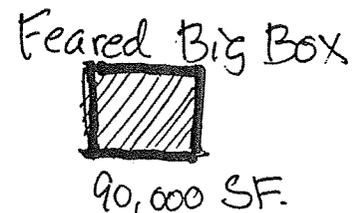
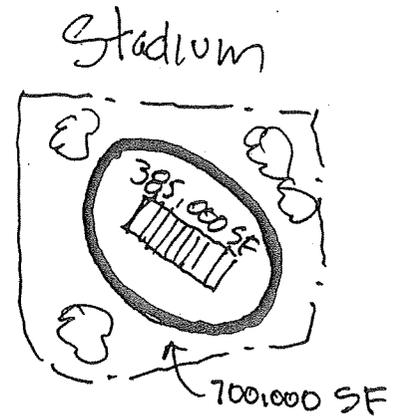
The consumption of the riverfront land by two stadiums will be substantial, and raises of the challenge of trying to make the remaining land into anything. Two stadiums in monumental settings, with a shared 10,000-space four level deck, along with needed access roads, will consume around 52 percent of the entire remaining land between Fort Washington Way and the River, from Central Avenue to Broadway. The combined sports plant will consume 65 percent of the river frontage between Central Avenue and Broadway. While these numbers are not intrinsically "good" or "bad", they point out the difficulty of bringing real city down to the riverfront.

The Traffic-Challenged Riverfront

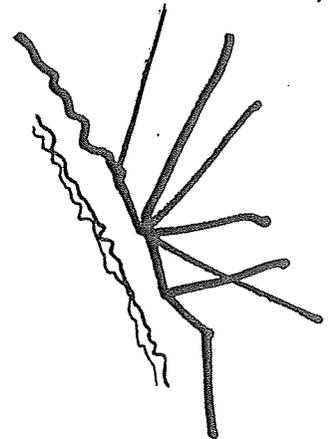
We need to be constantly aware of some simple geometry of the riverfront's access.

Because it is a waterfront, it starts out as having road access from only one-half of its radius. Bridges don't count as immediate access, because they cannot land their traffic close to riverfront sites.

The reduction in road access arising from only a half-circle of access can, of course, be mitigated. Historically, for example, Cleveland, Chicago, Milwaukee and Buffalo all compensated for their downtowns having "half-circle" access by building dense "fans" of arterial streets radiating out from their waterfront focal points, and anchoring these "fans" with waterfront drives along the shores in both directions.



Other cities:
"Fan" of Access



Not the case in the Cincinnati riverfront.

Rather than a "fan" of arterial access focusing on the riverfront, there is almost the opposite -- a crosswise barrier -- Fort Washington Way -- guarding the river from access, and no lateral riverfront drives along the shores in either direction. Rather than being served by a dense network of converging arterial streets, the riverfront is instead reached from a parallel freeway, using three or four ramps, now under consideration (and reasonably so) for reconfiguring to a single point of surface street access.

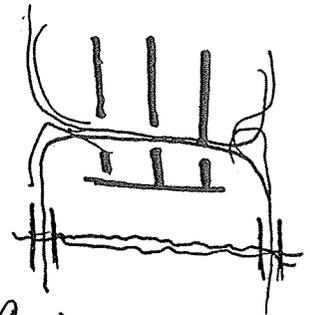
This configuration is a challenge, not a "fatal flaw" of transportation to riverfront sites in Cincinnati. The challenge argues strongly for two remedies: (1) more surface arterial street network and (2) intercepting riverfront traffic while it is still on the high-capacity parts of the street systems, and shuttling visitors to the stadiums. Both of these responses address not only stadium traffic, but also are loaded with opportunities for harnessing the stadium energy to the pursuit of many other needed things for the City and region.

Stadium Clearance Times

We heard, on several occasions, the minimal time to clear the existing stadium held out as a major advantage of the facility, and a feature to be emulated at any new stadium site.

We challenge this notion of minimum clearance time as a desirable criteria for a stadium, and suggest instead that the desirable criteria be "maximum duration of stay", counting not only the in-stadium time but also the time spent in activities (eating, shopping, entertainment, recreation, picnicking, etc) ancillary to a sports event.

Further, free-flow vehicle clearance from a public assembly venue serves no purpose in transportation design. It furnishes a strong signal, to all the visiting population, that the region intends to always solve all of its transportation challenges with the single mode of the private vehicle parked at building side. Free-flow traffic operations, occupying, as they must, the "place of honor" all around the stadium(s) constantly relegate all visitors arriving in more benign modes of travel (walk from Downtown, transit) to "second class status" as they have to walk through a stadium environs totally given over to the hustling out of the 15 - 20 percent of visitors accommodated with their vehicles at building side.



Cincinnati
Blocked Access

We suggest, therefore, in the planning the transportation for the stadiums, that attention be directed away from trying to clear the premises in the minimum possible time, and that instead we focus, as the leisure industry does at commercial tourist attraction, in raising the "ECU's" (measure of entertainment content) available to the visitor at a given venue and its walking range.

Baseball Stadium Site

From a TRANSPORTATION view, the Broadway site dominates river sites.

Reasons: More lanes of surface arterial street access to stadium zone (on-half mile radius). Far better walking environment from existing parking to stadium. Far more ECU's (potential entertainment opportunities) within walking distance of stadium. Ability to build new parking that has more joint-use potential with weekday daytime parking. Ability to be served more directly by Light Rail Transit, rather than as a part of a large "campus" of stadiums.

From other, non-transportation viewpoints, there are obviously things to be said for riverfront sites. The Cincinnati sports market area includes both sides of the river, and a riverfront site clearly puts the stadium as close as possible to the heart of the market. The riverfront, cleared of urban fabric for years, offers a "suburban" cleanliness and simplicity to visitors, a situation more desirable, to many viewpoints, than the a stadium woven into the "messy" fabric of Downtown or its fringe.

Light Rail Transit and Stadiums: The Chance of a Lifetime

From a transportation viewpoint, it is difficult to imagine anything more mutually beneficial than Light Rail Transit (LRT) and new stadiums. Some of the more compelling arguments for tying these two initiatives together:

- o **People-moving** -- in simple terms of moving people, LRT is awesome. With normal, working day condition (3-car trains, two minutes headway, comfortable standing load) LRT can move 18,000 passengers hourly to or from a "point" traffic generator such as a stadium. This equates to 19 lanes of streets. Under beefed-up "stadium" conditions (four-car trains, 90-second headway and loading similar to an airport shuttle, the LRT would move 38,000 visitors hourly from a stadium. LRT greatly out-performs bus transit (now

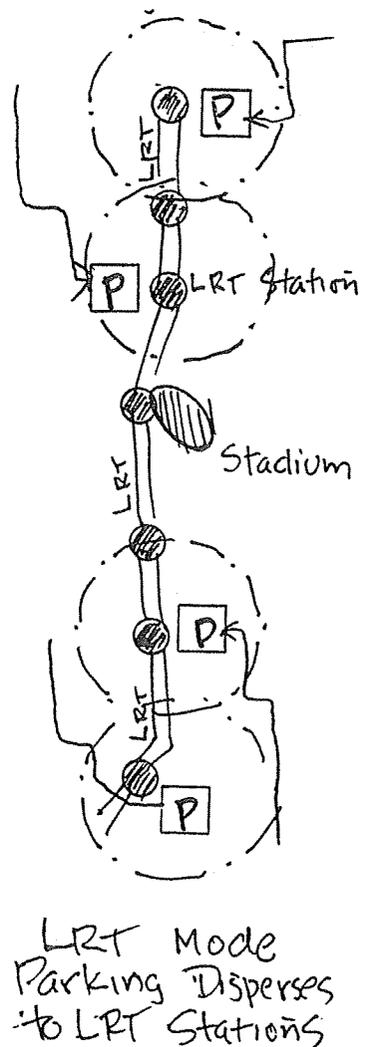
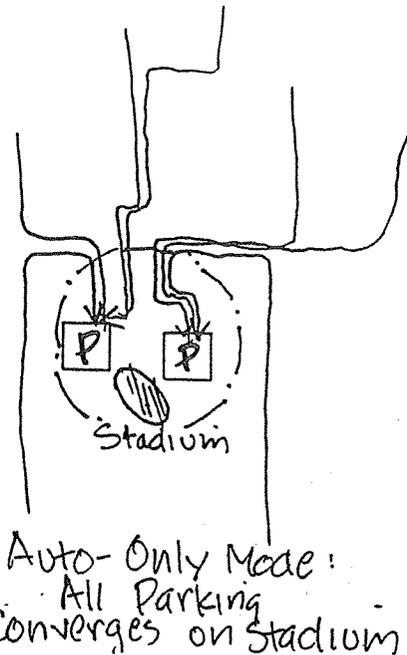
ranging up to 20 percent for football travel) owing to its higher capacity, greatly faster load/unload times, and avoidance of need to stage vehicles near the stadium and call them back simultaneously for boarding at the end of the game.

- o **Stadium Design** -- When the major mode of stadium access is automobile to parking (stadium-side or Downtown) within walking distance, the overarching theme of stadium site design become "damage control". Some of the damage needing to be controlled is the land consumption of stadium-side parking, riverfront consumption, cost of trying to hide, cover or mitigate this parking, domination of the entire site by vehicle circulation to the site's parking, measures to entice walking from the available joint-use parking that stretches the customers' patience, and conversely, measures to make stadium parking more valuable to daily users.

Conversely, when LRT is the featured mode of access to the stadium, the overarching theme of access design becomes the "celebration" of the access mode itself. Features of this "celebration" might include LRT terminal IN THE STADIUM (zero walk distance), and a transit plaza as the focal point of the stadium exterior and as focus of all ancillary activity (entertainment, retailing, etc.). From the site design perspective, the LRT vehicles and stations are immensely appealing and form an important part of the show.

Linked by LRT to many destinations, any new stadium-side parking becomes immensely more usable on a day-to-day basis for non-sports travel (mainly commuter parking). Connected by LRT service or an intensive Downtown shuttle "overlay" shuttle service, new stadium parking would not be relegated to marginal use for those downtown workers who are, at a stretch, within walking distance, but could be a premium parking resource usable by workers at from any point along the LRT shuttle.

- o **Visitor Convenience** -- With LRT serving a stadium, most visitors would not attempt to converge their automobile trip on a single stadium site for their parking, but rather would disperse to numerous concentrations of parking centered around LRT stations, both nearby (downtowns on both side of the river) and more distant. This mode of arrival dominates, in all transportation measures, the pattern of trying to converge all automobile travel onto the stadium site. Driving time



and distance is minimized, customer walking time is minimized, joint parking use is maximized and new parking space demand is minimized.

- o **Image and Appeal** -- In the three cities that have both new stadiums and new/revitalized LRT (Baltimore, Cleveland and Denver) the appeal and use of LRT for stadium access has been immediate and dramatic. Less recent but equally effective is Buffalo's LRT serving their downtown minor-league baseball-only stadium which has been drawing greater annual attendance than about half of the major league teams. LRT appeals to stadium visitors regardless of their day-to-day status as non-users of transit. LRT transit, in the hands of an aggressive operator, lends itself to "festive" services, such as ballgame special trains, on-board themed entertainment, season passes for transit to the stadium as part of ticket packages, and so forth.

The "image" factor of LRT, long argued about because it can't be measured by engineers, is now simply too well demonstrated to be further challenged. In this respect, LRT is very much like major league sports themselves -- conferring pride, resident satisfaction, interest, national visibility and a host of factors that can never be brought to a balance sheet or cost/benefit table. The vision to combine LRT with a stadium is simply "big league" and the cities that did it -- Baltimore, Cleveland, Denver -- share in that big-league image. Other cities, no matter how impressive their new stadium (Charlotte, for example) are simply "in another league" with regard to their overall city image.

- o **Economic Spinoff** -- LRT service to the stadium(s) promotes far more ancillary activity (retailing, entertainment) than an all-automobile access plan that seeks to converge vehicles as close to the stadium as possible.

Stadium visitors are "candidates" for ancillary activities only when they are out of their cars. In an automobile-centered access plan, this out-of-vehicle interval consists of walking, from the nearest available parking, through areas that have no day-to-day vitality and therefore have meager opportunities for ancillary activities. In leisure-industry terms, the walk is a "low ECU experience", due to the length of walk, low level of stimulation, lack of articulation, etc.

In an LRT-centered access mode, stadium visitors are out of their cars at a series of LRT stations up and down the LRT line. These stations, sited to be centers of day-to-day vitality, contain far more opportunities (or potential sites) for ancillary activities for stadium visitors. The walking atmosphere at ANY of these LRT stations is likely to be far more appealing and entertaining than the walk from available nearby parking at the stadium. The stadium visitor, then, perceives a lower access time for their parking needs.

LRT service, then, become a device for maximizing and spreading the economic development "fruit" of stadium development -- its out-of-vehicle attendee population -- to a series of existing shopping/eating/entertainment venues, rather than attempting to converge them onto a single riverfront venue at which such activity MIGHT happen. Even with stadium development, it is not at all convincing that a vibrant riverfront urban environment would ever develop. The existing riverfront stadium, already hosting both major league sports, illustrates the difficulty of attaching vibrant urban uses to a major stadium site.

- o **Harnessing Stadium Energy** -- Stadium development has an enormous energy and enthusiasm. It would be a waste of opportunity to invest hundreds of millions of dollars in public investment in stadiums without coupling that investment to other needed infrastructure to which stadium success is directly tied. The same vision of Cincinnati as a big-league sport city is transferrable to the region also going "big league" with its stadium access and regional transit vision.

- o **The Funding Leverage** -- If the stadium development incorporated an element of LRT (say, a one-mile shuttle between both downtowns) that was compatible with (or comprised part of) the regionally adopted LRT system, that investment WOULD CONSTITUTE THE LOCAL MATCH FOR STATE AND FEDERAL FUNDING. For example, a \$50 million investment as part of the stadium and riverfront redevelopment would "match" FTA capital grants of \$100 - \$120 million, and state capital grants of around \$50 million. The stadium/riverfront investment, therefore would be leveraged by around a three-to-one ratio. No other local investment offers this type of leverage to the City and region.

This leveraged start-up of LRT service through targeting some of the investment committed to public-assembly project is currently proposed by the Orange County Convention Center in Orange County, Florida (Orlando area). There, as part of a \$500 million Convention Center expansion, the County is designating \$50 million for a needed shuttle system to/from parking, is specifying that this shuttle be part of the regional adopted LRT system, and is volunteering that their \$50 million shuttle be offered as the local match for a \$200 million 5-mile start-up LRT system.

Fort Washington Way

The analysis of the options for the rebuilding of Fort Washington Way has done a good job of portraying the truly significant variations that could be done, and presenting a very complex situation in a clear manner.

Ideally, we like the total substitution of freeway in Fort Washington Way by an at-grade boulevard (Alternative #4, now discarded from consideration). Downtown Cincinnati should not be burdened any longer with a role as interchange point for regional freeways, particularly since there are now other options for such connections.

As a practical matter, the stadium and riverfront master planning effort is a narrow base from which to undertake the major policy battle that dismantling a freeway would involve. The ferocity of reaction to a serious proposal for freeway abandonment would overwhelm the stadium and riverfront issues, and could well bring the usefulness of the stadium team into question.

The indicated strategy, therefore, is one of damage control -- to support a Fort Washington Way proposal that is still "in the running" and that: (1) corrects to the greatest extent possible the damage of the past actions in Fort Washington Way and (2) leaves the door open for future stages of further reclamation of city from the freeway corridor.

The alternative that does this best is the currently designated Alternative #5, which is a successor and modification of Alternative #3a. This alternative narrows the freeway and the trench, strips all ramps to cross streets, builds a new Second Street, creates usable land south of the trench, and greatly helps to extend north-south streets across Fort Washington Way in a normal urban fabric. Alternative #5 keeps Route 50 in the trench instead of on

Memorandum

Page Nine

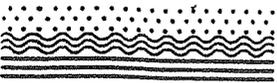
Second/Third Street as in Alternative #3a, a change with which we agree subject to further discussion next week.

For the sake of stadium success and reclamation of the riverfront, we are interested in further improvement of Alternative #5. We question the need for a trench that is 128 feet in width. Aside from the initial expense of this width, there are two bothersome future costs: the ongoing cost of drainage and the cost of decking should this become a desirable option in the future. We feel that four lanes of expressway (12 feet each) with inner and outer breakdown lanes (10 feet each) and a four foot median barrier, yielding a total trench width of 92 feet, should be considered in place of the 128-foot trench now in Alternative #5.

We further question the need for 64 feet of pavement on both Second and Third Streets, yielding a total of 128 feet of surface arterial pavement. We maintain that four 11-foot lanes on each of the streets is an appropriate urban solution, yielding a total pavement width of 88 feet. Maintaining the 15-foot sidewalk on either side of Second and Third Streets would bring each surface street to 74 feet, in contrast to the 94 feet of Alternative #5.

The total width of the combined trench and surface frontage roads (Second and Third Streets) would be 240 feet, compared to the 318 feet of Alternative #5. The traffic capacity of the combined four lanes of freeway and eight lanes of surface arterial would be 144,000 daily vehicles, which compares to a current volume of 139,000 vehicles. We would strenuously challenge any notion that future year traffic be the basis for re-design of Fort Washington Way. The area has a far more important future than serving as an interchange point for regional freeway traffic. Further, there are far more effective means of accommodating future travel needs than continued freeway development.

WMK/llh



RIVERPARK TREATMENT

- 1. Natural River Edge (pool 455-480+)**
Embankment, 1:2 slope; wooded, riparian, landscape; bio-engineered revetment to secure bank; indigenous specimens (Sycamore; Cottonwood; Osage Orange, etc....). Naturalized appearance; low maintenance, 1 K / acre; inaccessible minimal cost treatment, \$.2 m. / acre.
- 2. Graded River Edge Slope (pool 455-480+)**
Embankment graded to 1:3 slope and planted to encourage parkland green area use; approach the River and the stony pool level shore line. Formalized park appearance; medium maintenance, 5 K / acre; minimal cost treatment, \$.4 m. / acre.
- 3. Armored River Edge Levee/Landing (pool 455-480+)**
Embankment graded to 3:1 slope and paved with stone and /or concrete; erosion protection useful for events, parking, boat landing, seasonal public landing image; low maintenance, 1 K / acre; cost treatment, \$.6 m. / acre.
- 4. Terraced River Esplanade (pool 455-480+)**
A series of graded structural terraces provides public access adjustable to flood events. Ramps and steps interlace the terrace levels; parkland vegetation and turf are introduced. The series of levels promotes comfortable human scale, diversity of uses, paths, trails in the recreation corridor and from the City; cost treatment, \$ 1.5 m. / acre.
- 5. River Wall Overlook (pool 455-480+)**
Provides the potential for a dramatic view location; a captive barge to provide all condition access to floating real estate; dockage and ramp / stair connections to a river walk/boat landing that serves Tall Stacks and boat docking the majority of the season; cost treatment, \$ 1.8 m. / acre.
- 6. Riverfront Park (pool 480-490)**
Parkland graded to provide venue for large events, public field play and support facilities intermingled in a green parkland. Surface parking, circulation paths and event turf areas are contained in a parkland landscape. Medium maintenance, 5 K / acre; treatment cost, \$1 m. / acre.
- 7. Outdoor Exhibit Attraction (pool 485+)**
Quasi public exhibit areas / attractions developed by institutions or private funds in floodable structure and outdoor areas. 2001 park image with emphasis on visitor accomodation, comforts, green image with trees, low landscape, surface parking; high maintenance, 10 K / acre; treatment cost, \$ 1.5 m. / acre.

8. Civic Park (pool 490 +)

Public plaza surface, sculptures, urban lighting and appurtenances; formal tree plantings, flower gardens, low seatwalls, large fountain-pond elements; City gateway theme; historical image; high maintenance, 1.5 K / acre; treatment cost, 1.5 m. / acre.

COST FACTORS

Pavilion Platforms, Plaza \$35 / s.f.

Hard surface, seat walls, planters, lighting.

Public Turf Areas 55 K / acre

Heavy use turf area; underdrains; generally near level.

Wharf / Overlook 650 K

Public Landing Steps 500 K

Landing Promenade 4 K / l.f.

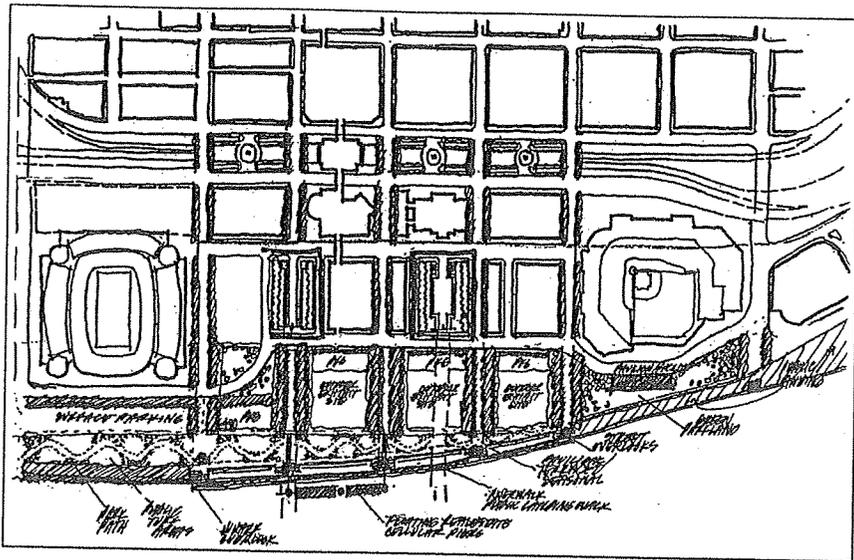
Pavement, trees, lights, steps.

Park Path \$100 / l.f.

Heavy use pavement; detail for pedestrian.

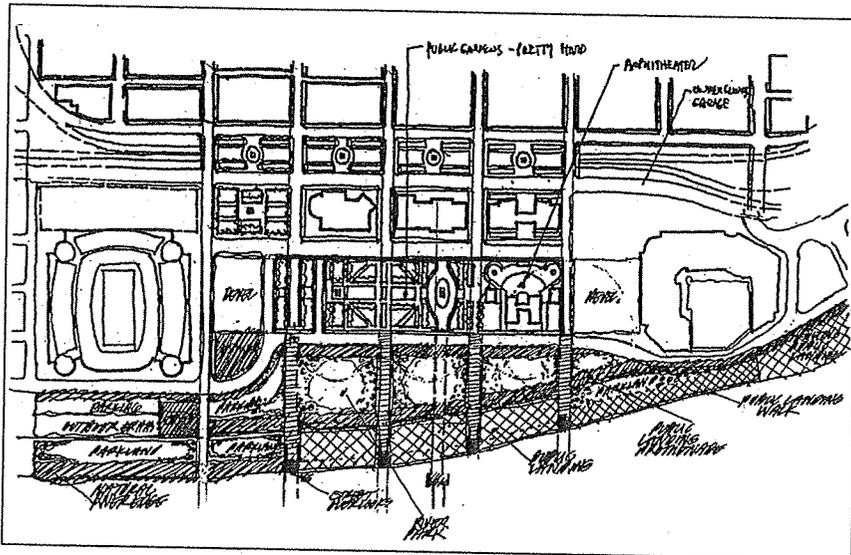
Public Landing Walk \$400 / l.f.

Ramps, steps, dockage.



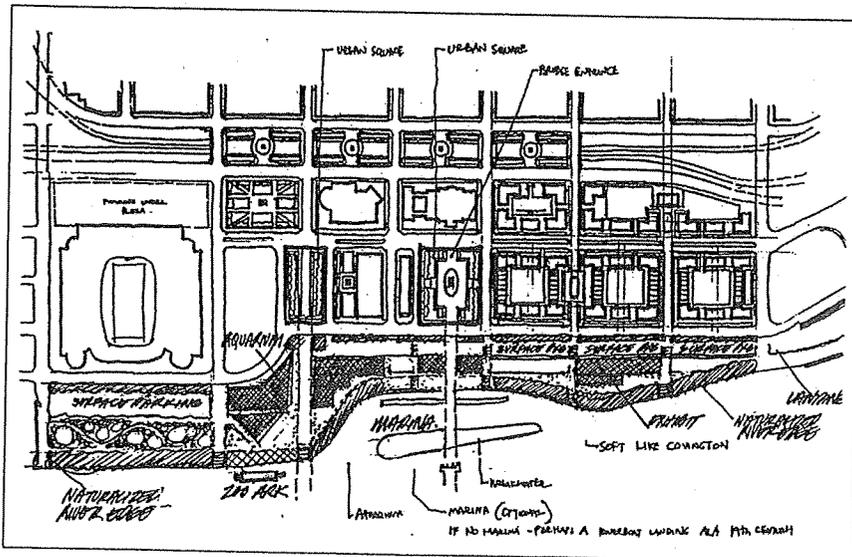
UED-Big Bang

Esplanade Park
Alternative



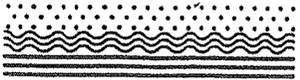
Cincinnati Nameplate

Landing Park
Alternative



Baseball at Broadway

Marina Park
Alternative



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RIVERPARK TREATMENT

ALTERNATIVES	A. Big Bang		B. Name-plate		C. Broad-way		D. Bridge Park		E. Landing		F. Espla-nade	
	acre	\$	acre	\$	acre	\$	acre	\$	acre	\$	acre	\$
1. Natural River Edge .2 m. / acre	2.0	.4m	3.0	.6m	6.5	1.3m	2.0	.4m	2.0	.4m	5.0	1 m
2. Graded River Edge Slope .4 m. / acre												
3. Armored River Edge Levee/ Landing .6 m. / acre	1.5	.9m	12.5	7.5m	1.0	.6m	6.0	3.6m	16.0	9.6m	1.5	.9m
4. Terraced River Esplanade 1.5 m. / acre	2.0	3 m					9.0	13.5m			4.5	6.8m
5. River Wall Overlook 1.8 m. / acre	1.5	2.7m			0.5	.9m						
6. Riverfront Park 1 m. / acre	15.5	15.5m	15.0	15 m	4.0	4 m	13.0	13 m	13.0	13 m	18.5	18.5m
7. Outdoor Exhibit/ Attraction 1.5 m. / acre	12.5	18.8m	8.0	12 m	19.0	28.5m	10.0	15 m	9.5	14.3m	6.0	9 m
8. Civic Park 1.5 m. / acre	5.0	7.5m	14.0	21 m	5.0	7.5m	9.0	13.5m	5.0	7.5m	9.0	13.5m

TOTAL	40.0	48.8m	52.5	56.1m	36.0	42.8m	49.0	59 m	45.5	44.8m	44.5	49.7m
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