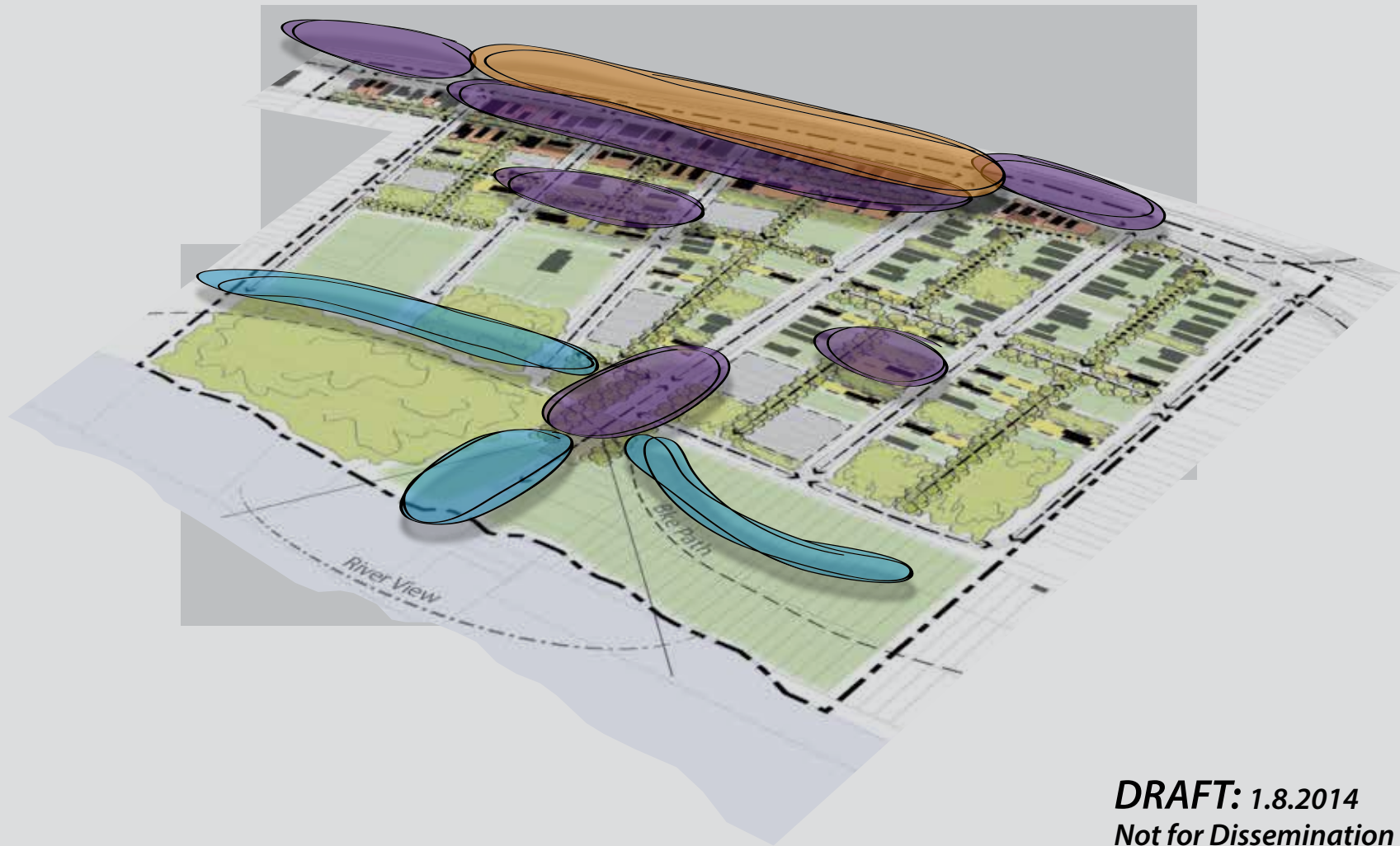


EAST END GARDEN DISTRICT STUDY:

AN URBAN DESIGN MENU: EXHILARATE ACTIVATE SAVOR



DRAFT: 1.8.2014
Not for Dissemination

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ACKNOWLEDGEMENTS

The Community Design Center and the East End Area Council would like to thank LISC for their on going support of the East End Neighborhood and the work of the Community Design Center. This report would have not have been possible without their support.

1 INTRODUCTION

2 BACKGROUND + ANALYSIS

3 CONCEPT + PROGRAM

4 DESIGN + CHARACTER

5 PARKING + CIRCULATION

6 CONCLUSION



INTRODUCTION

The University of Cincinnati, Community Design Center (CDC), collaborated with the East End Area Council (EEAC) and community stake holders to envision an urban design concept for the East End Neighborhood. The Study, focuses on a five block section between Page St. and Delta Ave. along Riverside Dr. in the area is often referred to as the East End “Garden District.” This was chosen as the focus area due to the significant community investment in developing gardens in the vacant lots, and the potential for redevelopment of existing commercial structures along Riverside Drive.

The collaboration between the CDC and the EEAC builds from previously completed analysis, also funded by LISC, and directly responds to the EEAC’s vision for developing a business district along Riverside Dr. The planning process for the area followed the guidance of community leadership and local stakeholders with regards to proposed programing, business type and function. The CDC aimed to incorporate the community feedback and synthesize the previous research findings, to begin to give physical form to the EEAC’s vision of a neighborhood business district.



For this initial visioning phase, the concept aimed to articulate potential options for development, much like a menu, from which the community could respond and choose the preferred alternatives. The study identifies parking and pedestrian circulation options that support potential businesses along Riverside Dr., as well as identify opportunities for public space. The intent of the illustrations are to give form to the vision of the East End business district. They are not intended to be a static image or final product, but a catalyst for conversation about the future potential for the East End Garden District.

As the East End continues to redevelop, the design concepts represented in the East End Garden District Study ideally will be used as a tool to catalyze development in the East End Garden District and surrounding neighborhood. The concepts identify opportunities for synergies between business in both the retail and office sector. In addition, the parking issues in the East End Garden District were analyzed and several options are offered in the following report. Overall the goals of the design concepts are to aid the council in establishing more certainty for potential businesses investment in the East End Neighborhood Business District.



THE GOALS FOR THE EAST END AREA STUDY ARE:

- Attract potential business investment
- Articulate a design and marketing concept for the East End Business District
- Define the quantity and location of parking
- Integrate accessible parking with the landscape
- Catalyze funding for a market study
- Continue interest and discussion about development in the entire East End

The following report details by section: the project background and analysis, concept and program, design and character, parking and circulation, and the conclusion includes recommendations for the community stakeholders on how to move forward with the options that are presented.

EAST END GARDEN DISTRICT



BIKE PATHS CONNECTION AT STRADER



VIEW OF RIVER FROM STRADER

PROJECT BACKGROUND

Prior to the current planning efforts of the CDC and EEAC, interest in the redevelopment of the East End was brought forward by the Riverfront Advisory Council (RAC), a citizen advisory group, and the Cincinnati City Planning Department as early as 1987. These efforts led to the development and adoption of the “Eastern Riverfront Revised Concept Plan” in 1988. This established the foundation for further planning and analysis efforts that led to the “East End Riverfront Community Development Plan” in 1992.

The 1992 plan was the last comprehensive planning effort, and outlined a long term strategy and goals for the area as well as identified tools to achieve the desired planning outcomes. The goals outlined in the 1992 plan continued to stress the

importance of maintaining an inclusive community, improving the quality of life for the residence, and highlighting development opportunities that are unique to the area due to its proximity to the river.

Before beginning the East End Garden District Study, extensive analysis was conducted by the CDC through a grant from LISC. This work mapped the existing conditions including: land use, demographics, crime, vacancy and the flood zones of the entire East End District. The analysis also included a comprehensive inventory of housing conditions and value in the East End. This work led the EEAC to focus their continuing efforts on the Garden District area along Riverside Drive.



DELTA AVE



BARB LICHTENSTEIN'S PROPERTY

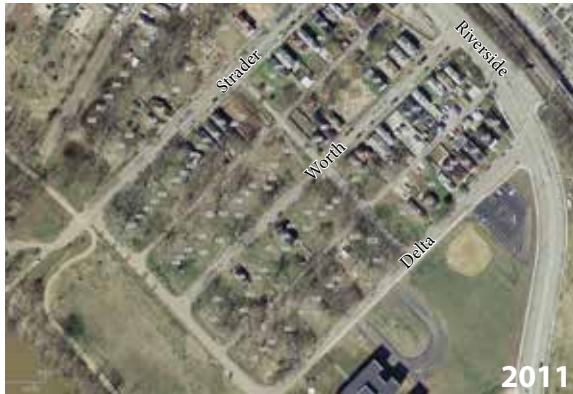


VACANT LOTS ON RIVERSIDE DR.



PUBLICLY USED SPACE NEAR ELI'S BBQ

CHANGE IN BUILDING DENSITY



Images from CAGIS 2013

BACKGROUND CONTINUED

Earlier analysis showed opportunities for improving the Garden District due to the existing concentration of residential and commercial structures along Riverside Drive. This unique pocket within the neighborhood has a concentration of historic structures, a significant anchor business, Eli's BBQ Restaurant that draws customers from throughout the region, strong community investment as evident by community gardening in the vacant lots, and an existing physical structure that is walkable and compatible with mixed-use development.

Having no flood wall obstruction, RR tracks easements or industrial land-uses separating East End housing stock from the Ohio River, this neighborhood remains unique along Cincinnati's 32 miles of riverfront. Some homes have a wide-angle views of the river while others are just a few steps to riverfront park space and Ohio River trail. Riverside Drive or US50, follows a the river bend enabling broad vistas into the urban core of Cincinnati.

In 2013, bike lanes were developed along Riverside Drive allowing bicyclists to commute to downtown in less than ten minutes. Alternatively, downtown residents can enjoy the scenic vistas on a level grade bike ride to locations along the river in the East End.

With the close proximity to downtown, there are opportunities for business and residential development within the existing street and building structure of the garden district, however there are also challenges. Part of the study began to address and better understand the opportunities and constraints of the area.

The CDC continued analysis of the flood conditions and constraints for new construction in the flood zone, property ownership and vacancy, and conducted an existing business inventory. (see page 12-13 for additional flooding constraints)

HISTORY OF THE EAST END

The East End was one of the early settlements of Cincinnati, evidence of this can be seen in city maps from the 1800's, that show the same street grid as today. The area includes a seven mile strip of land between the base of the hillsides in Walnut Hills and the Ohio River.

Historically this area has had waves of population and depopulation as the urban area grew around it. The abandonment of early settlement of this area between 1794 and 1815 was due in part to frequent flooding. However, the area remained an attractive location due to the industrial development along the Ohio River.

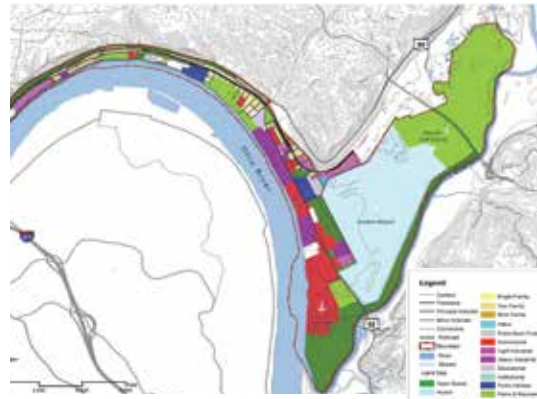
According to the 1992 plan the residential population of the East End area peaked at around 12,000 people in the 1950s. Like many neighborhoods throughout American cities, the population has since declined. Despite the rapid decline in the post-war period, the population stabilized and has remained around 1,500 people beginning with the 1990 U.S. Census.

Along with the post-war population decline came a decline in transportation and services and industry to the East End. The streetcar to downtown was abandoned in 1955 and the passenger rail service followed shortly after in 1960. Freight transit once common on the Oasis Line is now rare given that the rail tracks end at the Cincinnati Banks/Reds ball park.

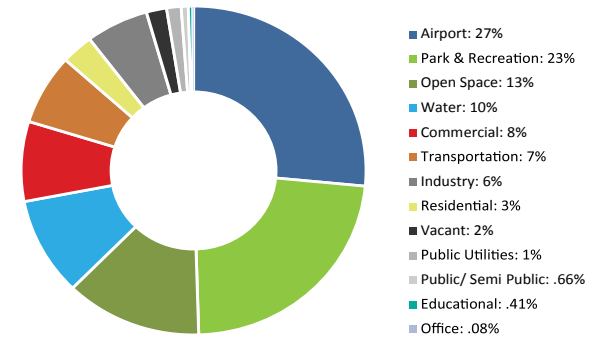
The industry that was prevalent in the East End used to utilize the cargo handling streets. Since the decline of the industry, the streets that terminate at the water edge of river have become overgrown with weeds. Factories moved out, housing was neglected, the river became more polluted and the river community lost population. However this river valley has unmistakable natural beauty. It is the place that the original European settlers of Cincinnati chose when they had a choice of any spot to call home.

The street grid as plotted on 1800's city maps still speaks to the open-ended possibilities for its 2000+ acres and beckons the return of its lost population to a more vibrant City of Cincinnati.

LAND USE



EAST END LAND USE MAP



LAND USE BY PERCENT



COMMERCIAL LAND USE



CITY OWNED PROPERTY, PARKS & REC, VACANT

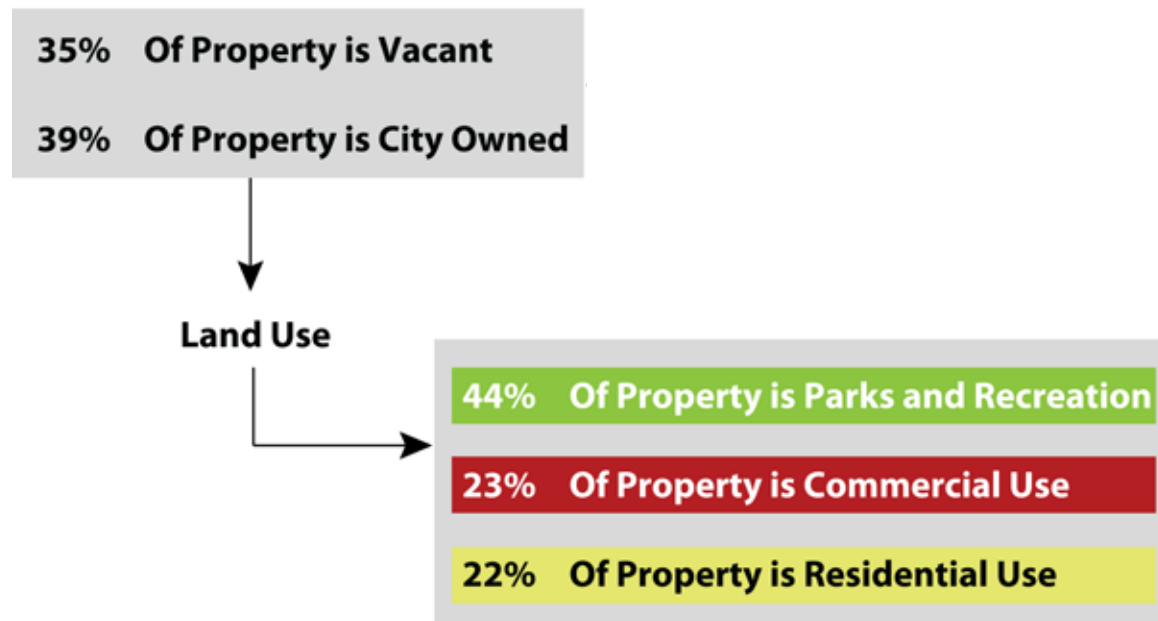
EAST END STUDY AREA STATISTICS

For this phase of the project, the CDC began to further analyze the patterns of property ownership, vacancy, and flood zone analysis within the Garden District study area. From this more focused analysis, the CDC learned that 35 percent of the property within the Garden District is vacant and 39 percent of all the property in the study area is owned by the City of Cincinnati.

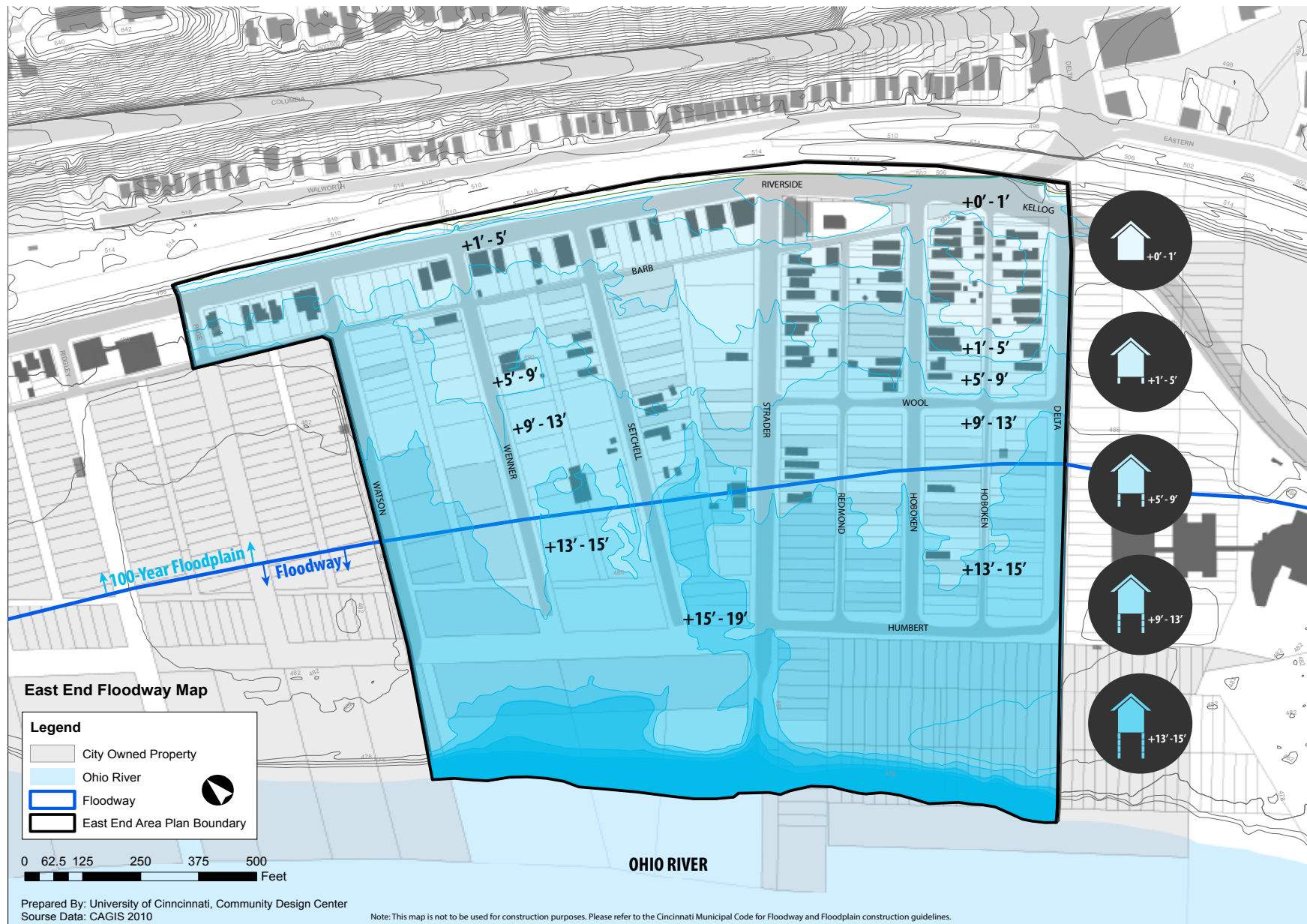
Despite the previous concentration of commercial structures in the Garden District, less than 23 percent of the land area

is currently being used as commercial. There is also a reduced residential population that is reflected in the fact that 22 percent of the property is residential use.

The largest land use for the East End Garden District is parks and recreation that makes up 44 percent of the total land use. These statistics show the opportunity to utilize the city owned property and the vacant property to revitalize the East End Garden District and encourage business development that would support parks and recreation uses.



BUILDING HEIGHT GUIDE FOR NEW CONSTRUCTION IN FLOOD AREAS



FLOODPLAIN AND FLOODWAY DEFINITIONS

Base Flood (100 year flood) - A one percent chance of flood waters reaching that plane in any given year.

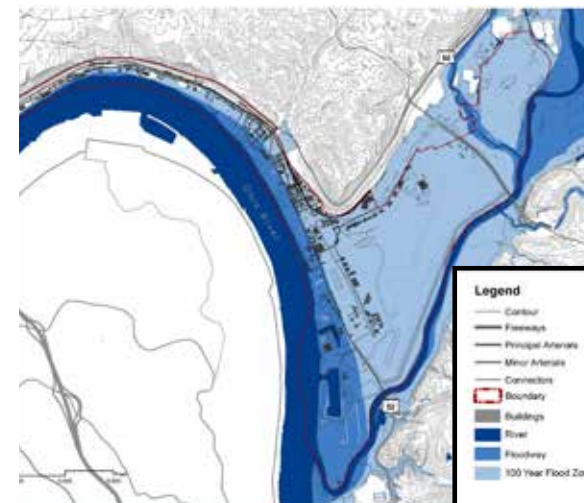
Floodway - A “Regulatory Floodway” is the course of a river or waterway plus the adjacent land areas that allow for flooding in the event of rising water levels. Communities must regulate development in these floodways to ensure that there is no increase in upstream flood elevations.

For streams and other watercourses where FEMA has provided Base Flood Elevations (BFEs), but not designated a floodway, the community must review all proposed development in the floodplain on a case-by-case basis to be sure there is no increase in water surface elevations that would prevent the river from flooding that area. Communities can also advocate to adopt a floodway designation if adequate information is available.

From the Cincinnati Zoning Code - Assurance of Flood Carrying Capacity: Pursuant to the purpose and methods of reducing flood damage stated in Chapter 1109 CBC, the following additional standards are adopted to assure that the reduction of the flood carrying capacity of watercourses is minimized:

(a) Development in floodway:

1. In floodway areas, development shall cause no increase in flood levels during the occurrence of the base flood discharge. Prior to issuance of a floodplain development permit, the applicant must submit a hydrologic and hydraulic analysis, conducted by a registered professional engineer, demonstrating that the proposed development would not result in any increase in the base flood elevation; or
2. Development in floodway areas causing increases in the base flood elevation may be permitted provided all of the following conditions are met the applicant:
 - a. Meet the requirements to submit technical data in Section 1109-09.10(1) CBC;
 - b. An evaluation of alternatives, which would not result in increased base flood elevations and an explanation why these alternatives are not feasible;
 - c. Certification that no structures are located in areas that would be impacted by the increased base flood elevation;



FLOODWAY MAP



RIVERVIEW EAST ACADEMY

- d. Documentation of individual legal notices to all impacted property owners within and outside the community, explaining the impact of the proposed action on their property; and
- e. Concurrence of the mayor of Cincinnati and the chief executive officer of any other communities impacted by the proposed actions.

*All information acquired from FEMA and the City of Cincinnati.



ELI'S BBQ



MOTZ REAL ESTATE

BUSINESS INVENTORY

The business inventory included the East End and Columbia-Tusculum, to better understand the potential opportunities for business development in the study area.

Method: the business inventory began at Brew River Gastro Pub at 2062 Riverside Dr. and extended to Riverview East Academy at 3555 Kellogg Ave in the East End.

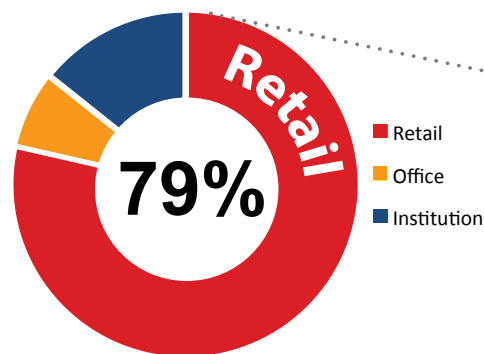
In Columbia-Tusculum, the CDC evaluated businesses between Delta, Columbia Parkway, Tusculum, and Kellogg. In addition to a windshield survey, Google Maps was used to identify existing businesses, and the results were cross-referenced with Google Earth and Streetview.

The businesses were then categorized by type to identify potential business clusters and opportunities for synergies between existing and potential new businesses.

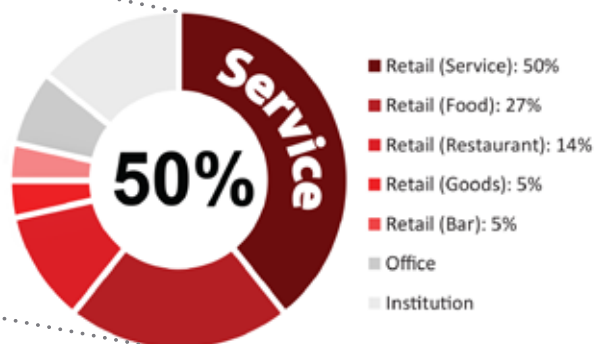
Business types were defined as:

- Service:** services include auto repair, gyms, gas stations. Examples are Eastern Hills Handyman and Shell.
- Food:** quick food where you are not served by a server like Brueggers.
- Restaurants:** establishments that provide service, like Brew River Gastro Pub.
- Goods:** non-food retail goods like clothing or sporting goods.
- Bar:** the primary focus is on beverages and potentially entertainment, with food being secondary.
- Office:** professional services, such as Ritter Dani her Financial Advisory and Team Stanley Real Estate.
- Institutions:** providing services to the community like churches, rec centers and schools.

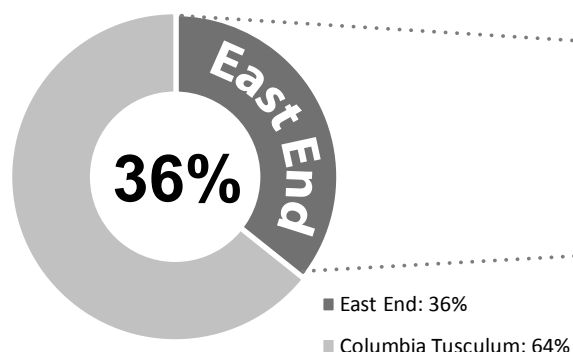
EAST END ESTABLISHMENTS



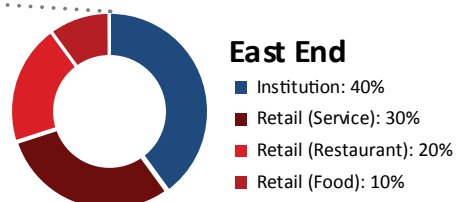
EAST END RETAIL BY CATEGORY



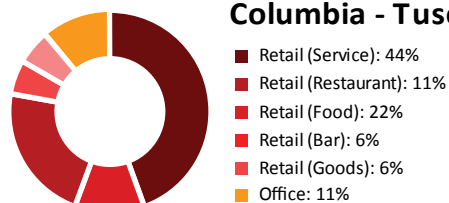
PERCENT BUSINESS SHARE



PERCENT ESTABLISHMENTS BY TYPE



Columbia - Tusculum



BUSINESS INVENTORY CONCLUSION

When first comparing the business opportunities of the East End and Columbia-Tusculum, the business survey shows that the East End has a 36 percent of the business share between the East End and Columbia-Tusculum (See page 8, Commercial Land Use Map). Unlike the auto-dependent business development opportunities in the Columbia-Tusculum area, the East End has a unique opportunity for redeveloping a walkable mixed-use business district along Riverside Drive in the existing buildings.

Further analysis of the East End establishments showed that 79 percent are retail establishments. Of the retail establishments 50 percent of those are service oriented retail meaning gas stations, auto repair and other types of service. The CDC recommends continuing analysis and completing a market study of the area to better understand the market demand and further catalyze business development.

NOTE: All figures were generated from a windshield inventory of The East End and Columbia - Tusculum completed by the CDC in June 2013.

EXHILARATE ACTIVATE SAVOR



URBAN DESIGN PROGRAM

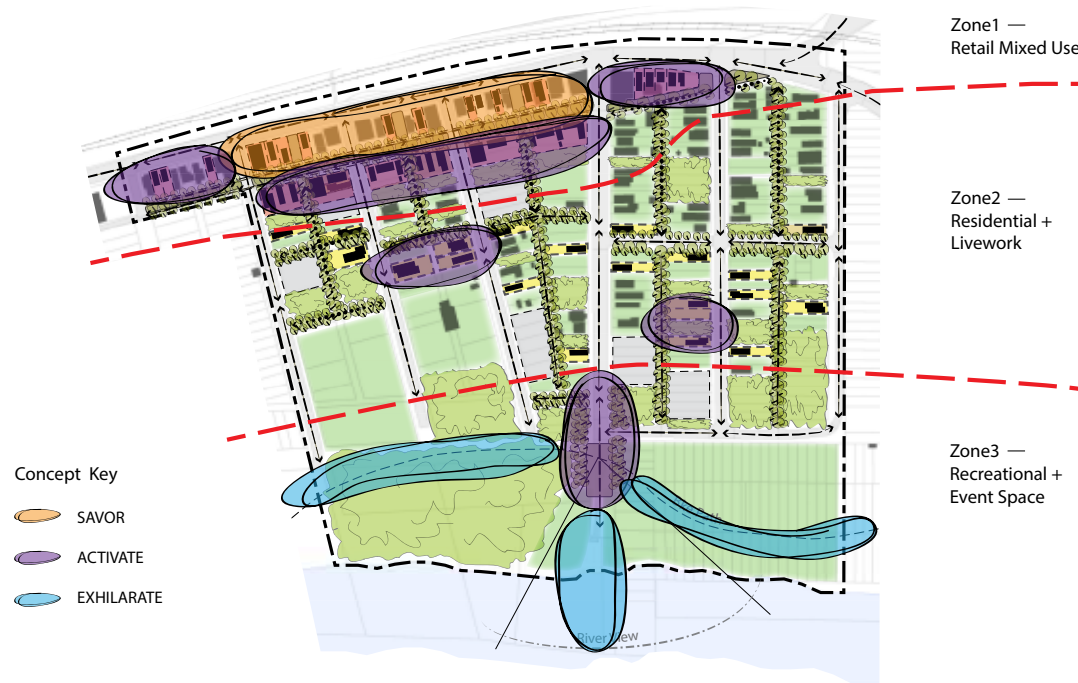
The CDC developed the urban design program of *SAVOR*, *ACTIVATE* and *EXHILARATE* to give structure to the program items that can potentially be implemented throughout the East End Garden District.

The program items are based on the potential opportunities for business development identified by the community stakeholders, land use analysis, and the business survey of the East End.

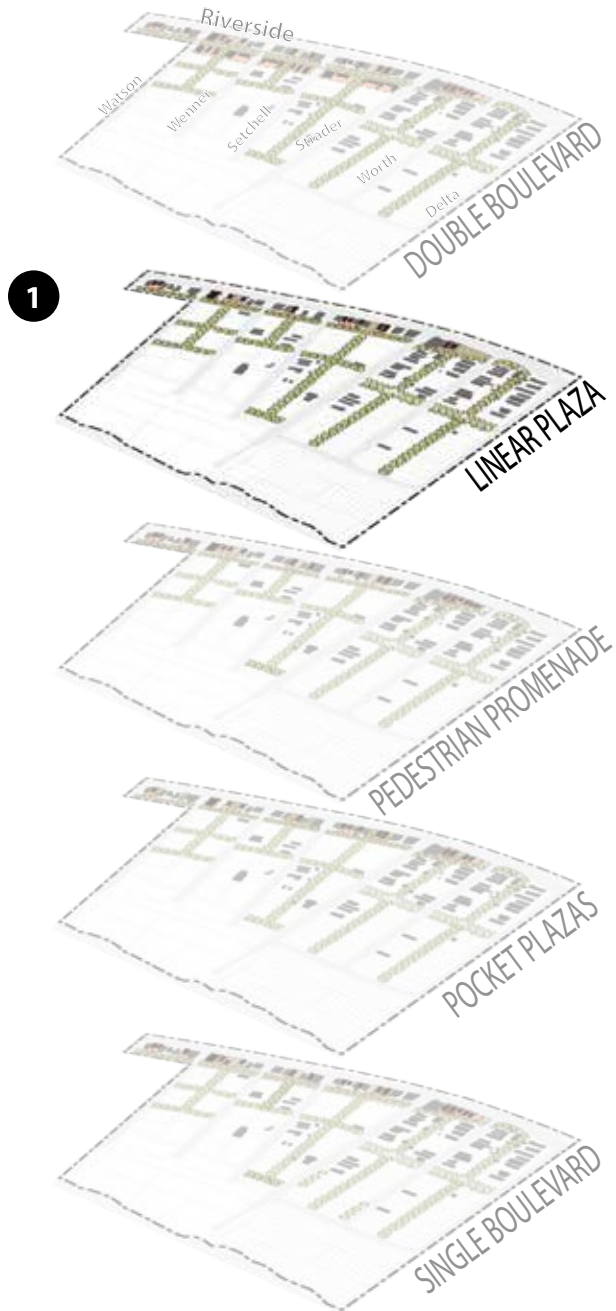
SAVOR- a food based concept, oriented toward destination dining experiences that utilize the areas openspace.

ACTIVATE- a creative space concept, oriented toward studio space, and office start-ups that may be priced out of other areas (including C.T.)

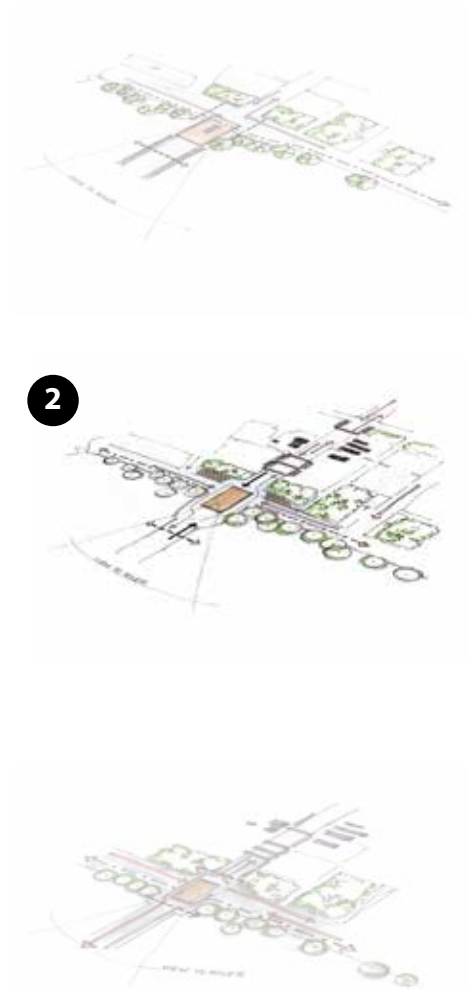
EXHILARATE - a recreation based concept, capitalizing on the recreation opportunities along the river.



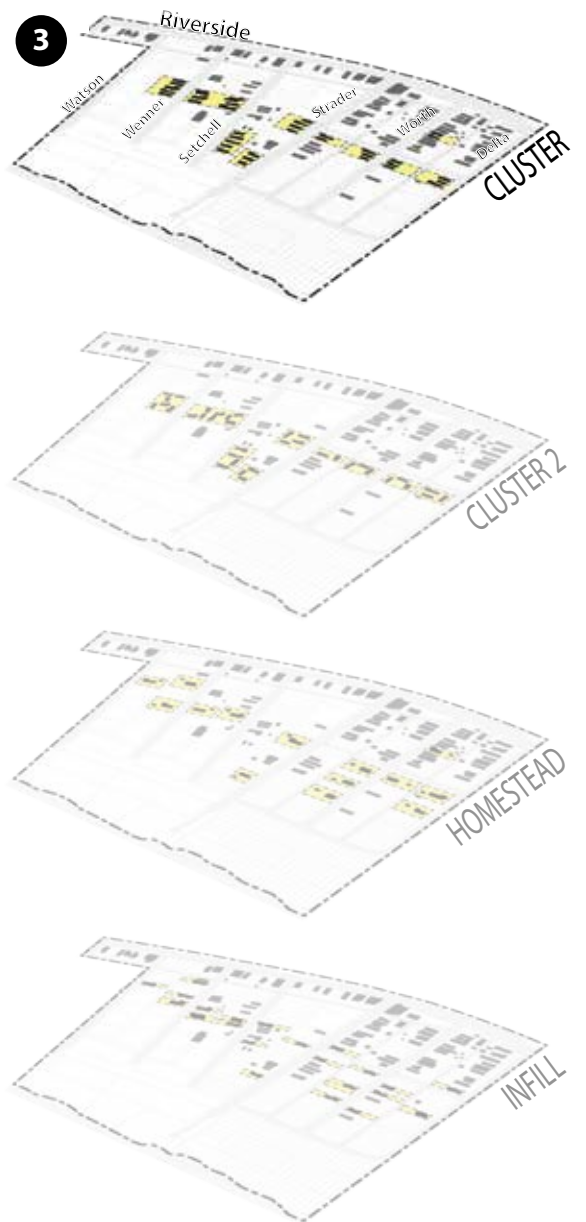
PUBLIC SPACE CONCEPTS



RIVER PLAZA CONCEPTS



RESIDENTIAL CONCEPTS



EXAMPLE OF COMBINED CONCEPTS



AN URBAN DESIGN MENU

The following concepts for residential and public space development, provide flexibility for the future development of the East End Garden District. They can be combined and mixed and matched, however, for the purpose of illustration, they are represented as singular concepts. The result is a menu from which the community can pick and choose the ideas that are most representative of their ideal neighborhood.



BOULEVARD + RESIDENTIAL INFILL



DOUBLE SIDED BOULEVARD + SINGLE FAMILY CLUSTER



BOULEVARD + RESIDENTIAL HOMESTEAD



DOUBLE SIDED BOULEVARD + GROUP CLUSTER



PEDESTRIAN PROMENADE + SINGLE FAMILY CLUSTER



LINEAR PLAZA + SINGLE FAMILY CLUSTER



POCKET PLAZA + RESIDENTIAL HOMESTEAD



POCKET PLAZA + SINGLE FAMILY CLUSTER



POCKET PLAZA + RESIDENTIAL INFILL



LINEAR PLAZA + GROUP CLUSTER



PEDESTRIAN PROMENADE + RESIDENTIAL INFILL

DOUBLE SIDED BOULEVARD + RESIDENTIAL CLUSTER

This illustrated concept represents the double sided boulevard public space concept and combined with the residential clusters. The result is maximized residential and commercial density in the East End Garden District. Additionally, the riverfront plaza offers a flexible public space for events, tempoary retail, and public programing. This programing is an opportunity for testing ideas of small businesses and a magnet to draw visitors from arround the region.



PLAN



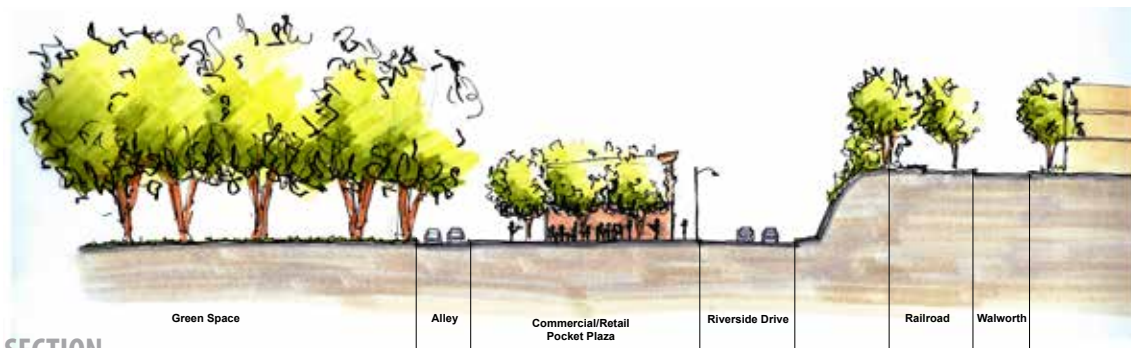
SECTION

POCKET PLAZA + RESIDENTIAL INFILL

This illustration represents the pocket plaza as a public space concept and combines it with a residential infill. The result is a plan that is integrated with the existing lot and street structures of the Garden District. This combination contrasts the double sided boulevard with lower density and has little change to the existing lot structure. The idea of the pocket plaza is for it to be built on vacant lots in between the existing structures.



PLAN



SECTION

CHARACTER PALETTE



LIVE-WORK



URBAN HOMESTEAD

RETAIL



PUBLIC SPACE



RECREATION



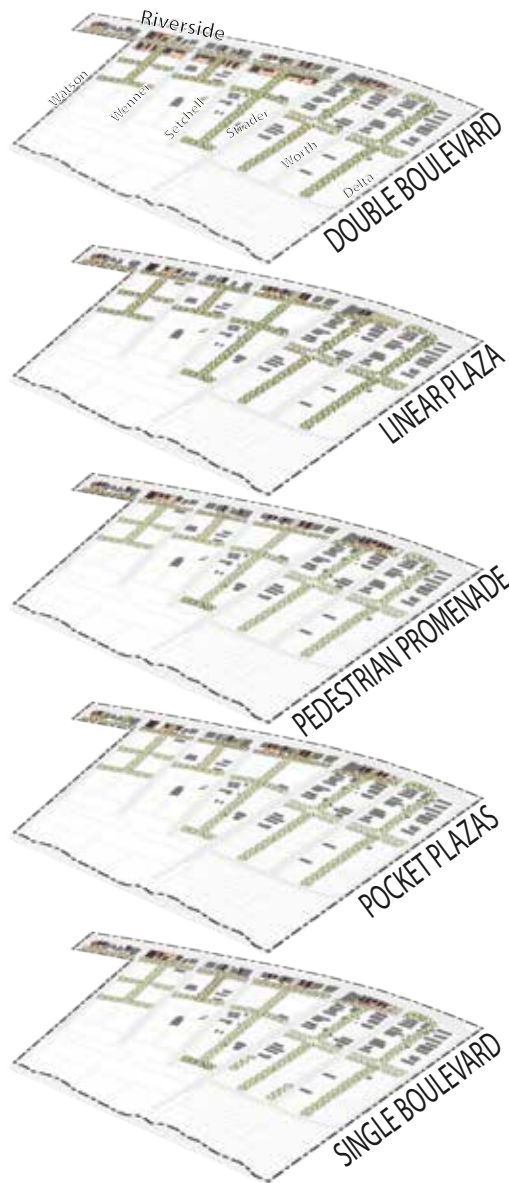
RESTAURANT



EVENTS + FOOD CARTS



PUBLIC SPACE CONCEPTS



One ongoing challenge for development in the East End Garden District, is how to maintain quality public space at the street level due to the building restrictions in the floodplain. This will need further exploration as any new buildings in the East End Garden District will need to be raised.

Fortunately, as shown in the building height guide on page ten of this document, the area along Riverside Drive requires the least amount of building height increase of the new buildings. However, if not carefully designed, the new buildings will be disconnected with street level and can jeopardize the quality and activity level of the adjacent public space.

The following illustrations are public space concepts developed by the CDC through collaboration with the East End community stakeholders. Reflecting the goal of the EEAC to develop a neighborhood business district in the East End, the CDC focused on developing the commercial potential along Riverside Drive.

The public space design concepts are:

- **Pocket Plaza:** public space is developed in between the existing building frontages along Riverside Drive and allows for outdoor dining.
- **Linear Plaza:** public space is developed behind the existing buildings due to the limited sidewalk space along Riverside Drive.
- **Pedestrian Promenade:** public space is designated pedestrian only and blends into the existing park like spaces South of Babb Alley.
- **Boulevard:** public space is developed around a boulevard that provides extra parking and public space behind the existing buildings along Riverside Drive.
- **Double Sided Boulevard:** public space is developed behind the existing buildings along Riverside Drive and is enclosed by an additional row of mixed use buildings.

POCKET PLAZA



LINEAR PLAZA





PEDESTRIAN PROMENADE



BOULEVARD





PEAK PARKING ANALYSIS



One of the major challenges for the East End Garden District cited by the EEAC was availability of parking. To better understand the parking issues, the CDC completed a comprehensive parking analysis. The parking analysis first evaluated the peak parking conditions on a Friday night which and found that there was heavy parking along Strader Ave, Babb Alley, Setchell St, Worth St and Riverside Dr. Please see the peak parking diagram on page 30 and the peak parking counts below.

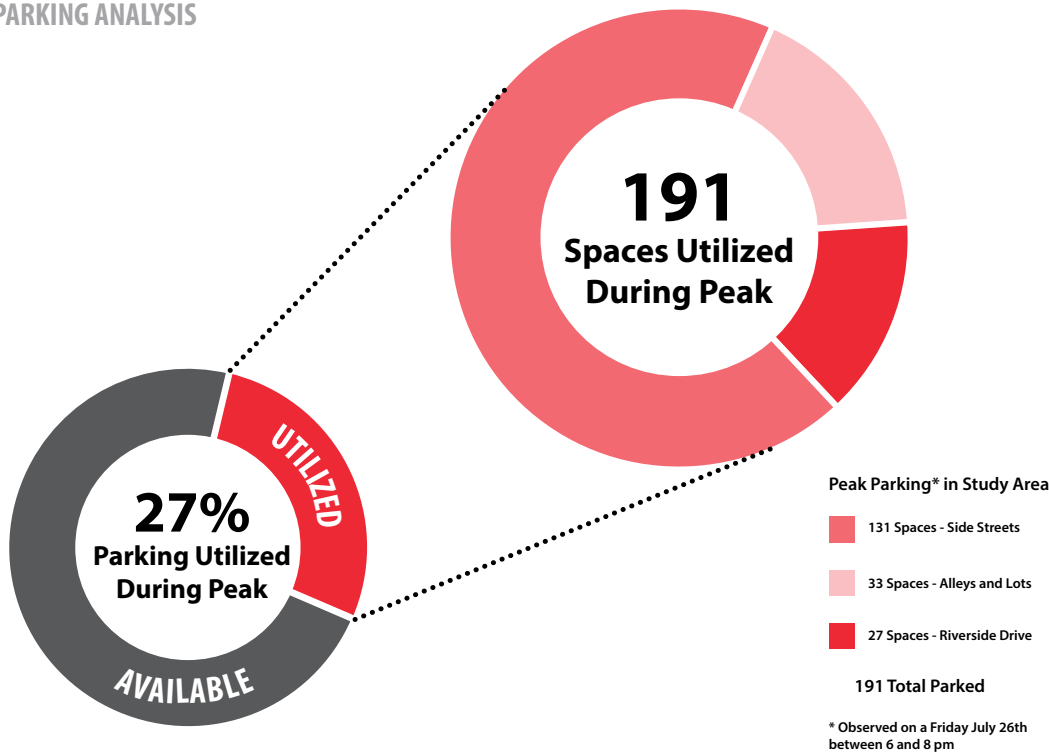
Though many of the parking spaces were full along the street in the heart of the East End Garden District, many of the peripheral streets and parking areas had few or no cars parked.

These findings, led the CDC to conclude that there is not a lack of available parking but there is a problem with distribution. Many of the residents are competing for parking with Eli's BBQ, which is crowded each night.



STRADER AVE. EXISTING PARKING

PEAK PARKING ANALYSIS



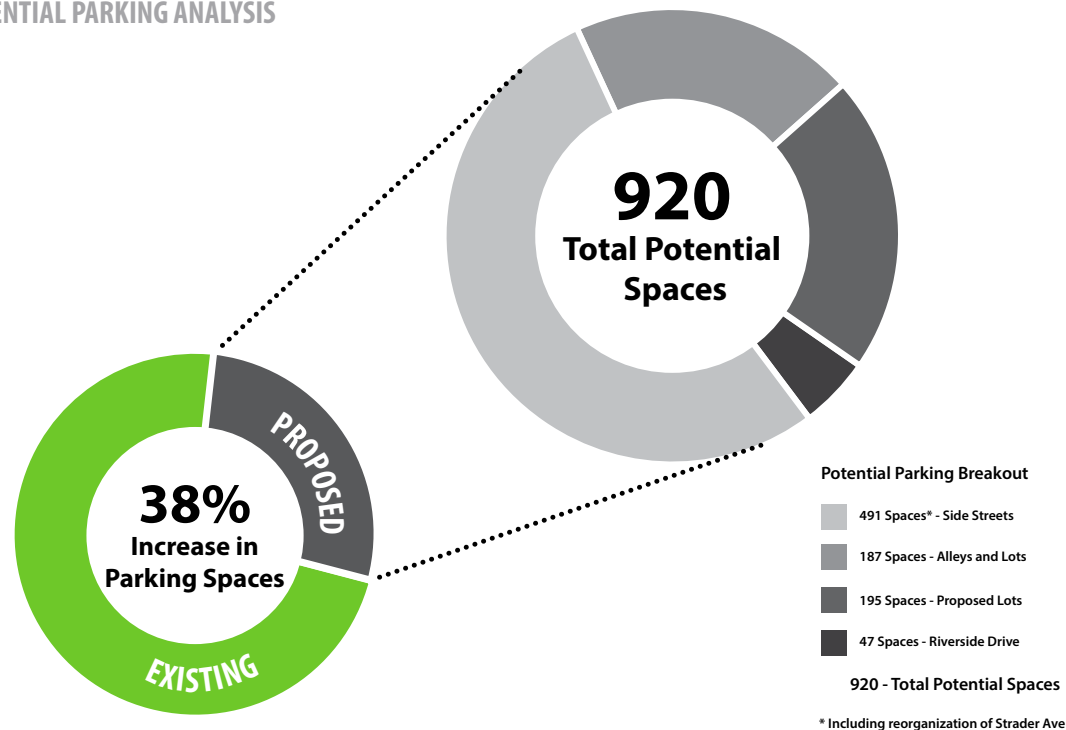
POTENTIAL NEW PARKING AREAS AND CIRCULATION



Based on the peak parking analysis, the CDC developed a parking and circulation diagram shown on the previous page. This diagram shows an opportunity for new parking areas to be integrated into the existing street and vacant lot structure. Additionally, the circulation shows the potential of Strader Ave becoming one way to accommodate angle parking as represented in the diagrams on pages 36 and 37.

The parking proposal is intended to be implemented over time as demand for parking increases from business and residential development. Overall, this would increase parking by 38 percent and the parking could be built on property already owned by the City of Cincinnati. The proposal also assumes that the peak demand for parking will continue to be along Riverside Dr and Strader Ave. where business development will be concentrated.

POTENTIAL PARKING ANALYSIS



DOUBLE SIDED BOULEVARD + RESIDENTIAL CLUSTER



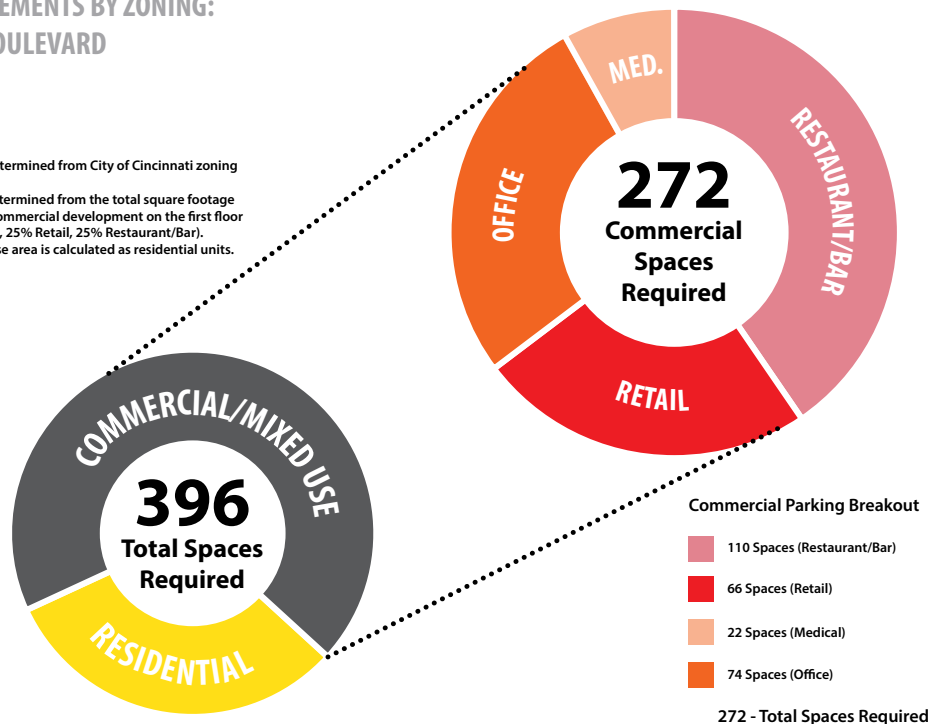
Throughout the community design process, parking was continually cited as a concern for the East End Garden District. Some community members questioned if the Garden District could support the parking requirements for new development under the City of Cincinnati Zoning Code. To better understand the parking requirements for new development, the CDC quantified the required parking for the highest building density, the double sided boulevard and the residential cluster concept.

The findings showed that the parking requirements for additional development could easily be met within the East End Garden District. The CDC made some assumptions as to the mix of the new commercial development and concluded that all of the commercial development would require around 272 parking spaces which could be easily accommodated with the proposed parking identified on page 32. The CDC calculated that 920 spaces could be available throughout the site and with the proposed parking areas shown on page 32.

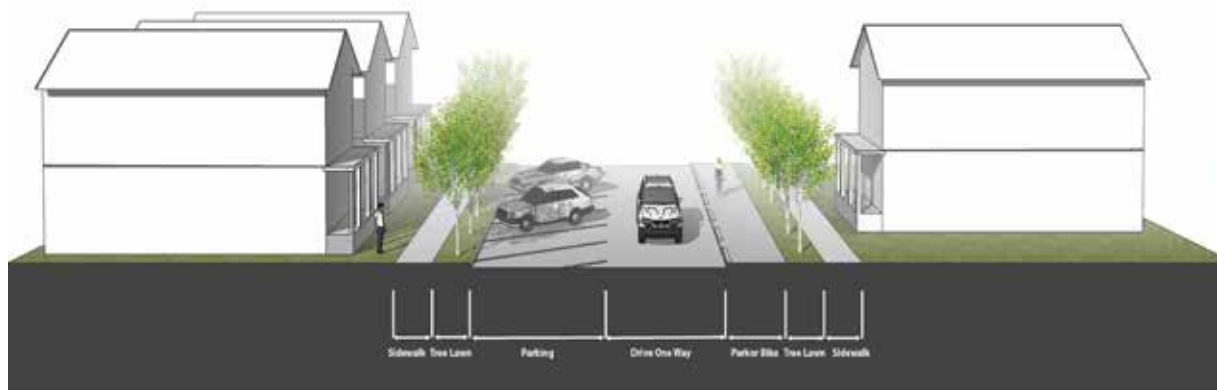
PARKING REQUIREMENTS BY ZONING: DOUBLE SIDED BOULEVARD

*** ASSUMPTIONS:**

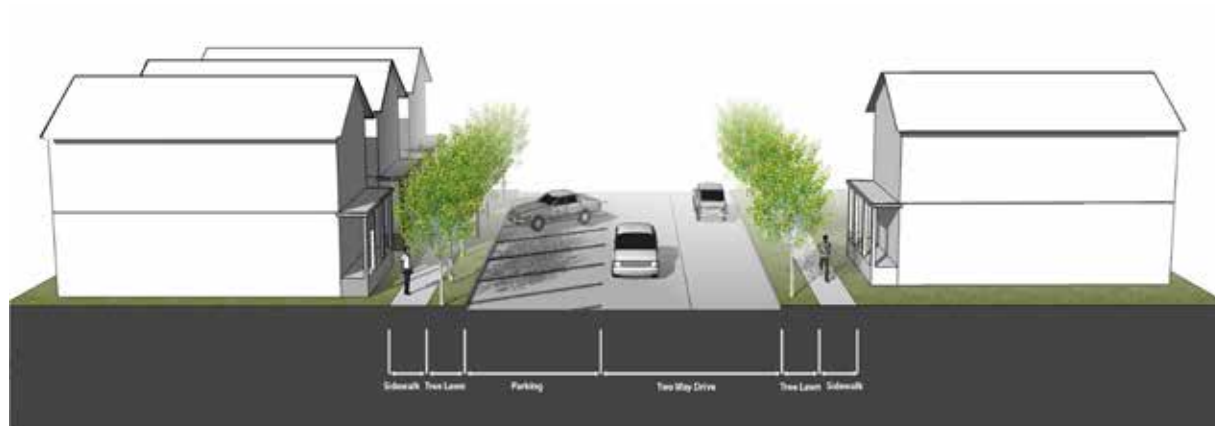
1. All calculations are determined from City of Cincinnati zoning requirements.
2. Parking counts are determined from the total square footage estimates of potential commercial development on the first floor (5% Medical, 45% Office, 25% Retail, 25% Restaurant/Bar).
3. Second floor mixed use area is calculated as residential units.



STRADER AVE PARKING MODIFICATION - ONE WAY, ANGLE PARKING + BIKE TRAIL OR PARALLEL PARKING



Option 1 Parking = Total 113
- 29 Parallel Spaces
- 84 Angle Spaces

STRADER AVE PARKING MODIFICATION - TWO WAY WITH ANGLE PARKING**Option 2 Parking = Total 84 Angle Space**

RECOMMENDATIONS

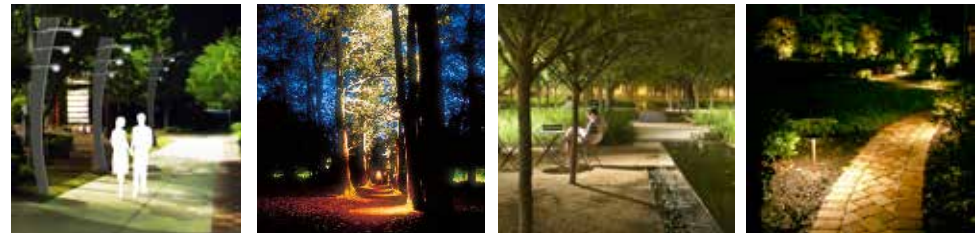
- Reorganize Strader Ave to accommodate more parking



- Develop signage for parking, pedestrian access and recreational amenities



- Develop a lighting strategy to coordinate with signage and circulation to direct pedestrians and bicycle



- Prioritize a market analysis to target potential business development



CONCLUSION

The key to the success of the East End Garden District will be continued commitment of the EEAC and the community. This ongoing design and planning process is an opportunity for the collective community to shape and guide the vision for the East End Garden District.

This study outlines the opportunities, as well as the constraints; the design concepts that are introduced are intended to be a first step to generate more ideas and invite continued community input. Most importantly, further action will be needed to develop the conceptual ideas in this study into a plan that can be implemented.

The next steps for developing the East End Garden District will be continuing to refine the image and marketing strategy for the area. To secure investment in the East End Garden District, developers will need to be convinced of the marketability of the potential new properties. The CDC recommends developing temporary seasonal appropriate programming to draw visitors from throughout the Cincinnati area. This will broaden the exposure of the East End and develop the needed foot-traffic for new business investment.

Further analysis will also be needed to better understand the market potential for business development. In the near future, there is an opportunity to catalyze potential retail business and start-ups through temporary and or short-term lease opportunities. However, long term development investment will likely require a formal market analysis.

To address the architectural challenges due to the floodplain restrictions, further exploration will be needed to define how new structures will meet the ground plane. The primary challenge will be connecting the public space. Additionally, there is an opportunity to explore raised buildings and further enhance the unique qualities of the East End Garden District through the new building types.

Despite the imminent challenges facing the East End, the community is rich with natural amenities and lively spirit. The East End has historically regenerated and reinvented itself from its early settlement in the Cincinnati region. This is an opportunity for the community to come together and envision the next generation of the East End.



INITIAL COMMUNITY INPUT

Can individual residents reserve street parking?

How does this area connect to the newer development existing to the west?

How can we capitalize on biking amenities?

Retain existing buildings and neighborhood feel!

The pedestrian path through the Garden District is a positive opportunity.

I'd like to see more residential services.

Momentum is already there - Strader has changed so much over the past few years.

We should consider one row of commercial to start...

I like the Babb Alley development concepts!

These planning efforts could inspire confidence to encourage existing residents to stay in the area.

How do we get to implementation?

The biggest challenge is the flood plain, but the city has shown that it is developable.

Making Babb pedestrian only prevents alternative routes if there is an accident on Riverside.

Does zoning permit commercial shown in the plan?

We must be selective about what types of businesses go in.

Preserve historic buildings!

How can certain businesses attract customers for other local businesses?

How do we coordinate this plan? With a single developer or multiple?

I'm concerned about losing the trees along Babb Alley...

What can be done to alleviate parking issues on Strader right NOW?

No one way streets!

I like the idea of having pocket parks!

We need to consider public transportation in this process.



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