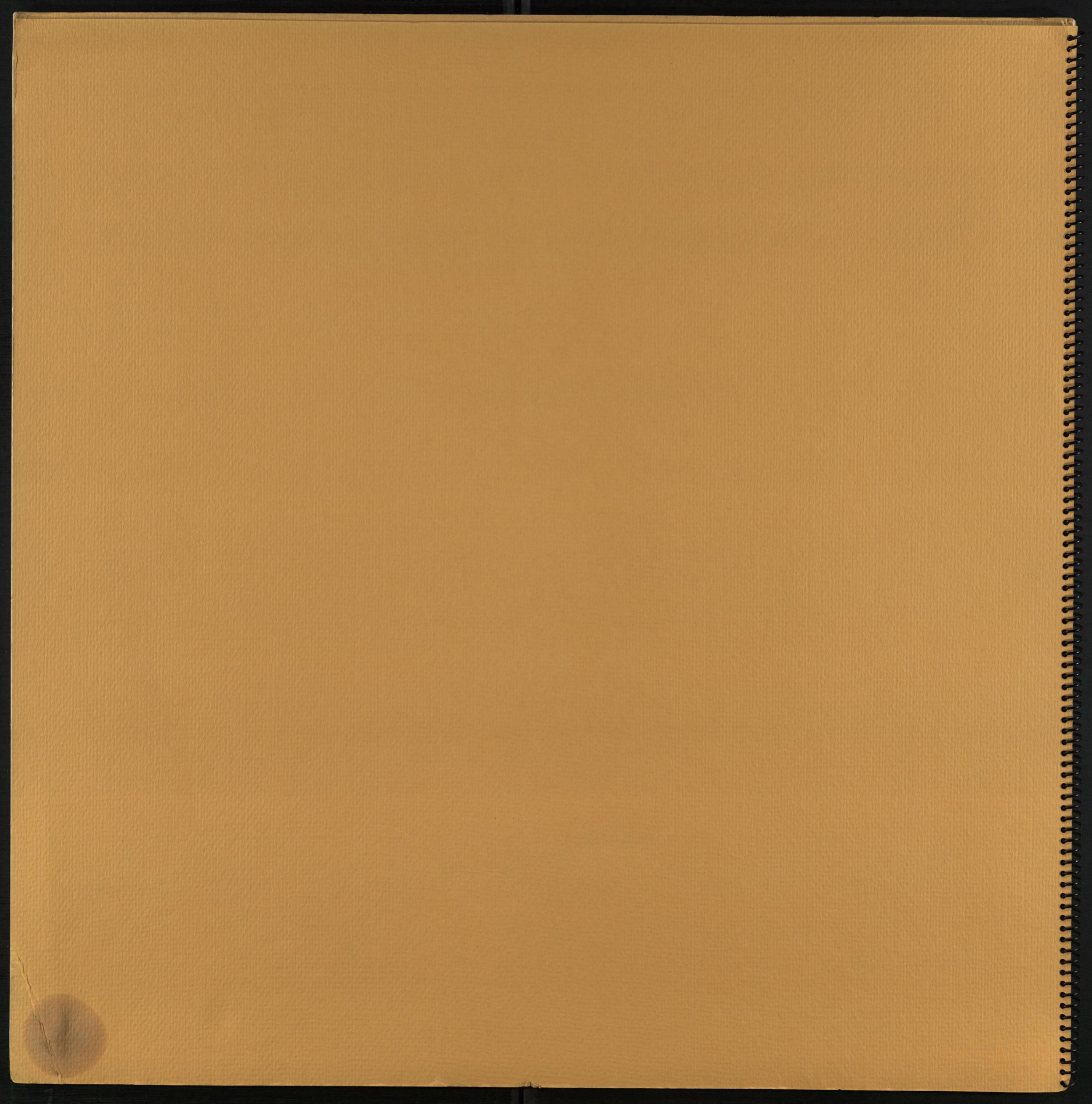


A REVITALIZATION PLAN FOR THE CITY CORE OF **CINCINNATI**





A REVITALIZATION PLAN FOR THE CITY CORE OF
CINCINNATI, OHIO

THIS PLAN IS DEDICATED
TO THE PEOPLE OF CINCINNATI

BY
A GROUP OF CINCINNATI CITIZENS

JUNE 1962

PLANNING
VICTOR GRUEN ASSOCIATES
LOS ANGELES • CHICAGO • NEW YORK

ECONOMICS
LARRY SMITH AND COMPANY
WASHINGTON, D. C. • SEATTLE

A REVITALIZATION PLAN FOR THE CITY CORE OF
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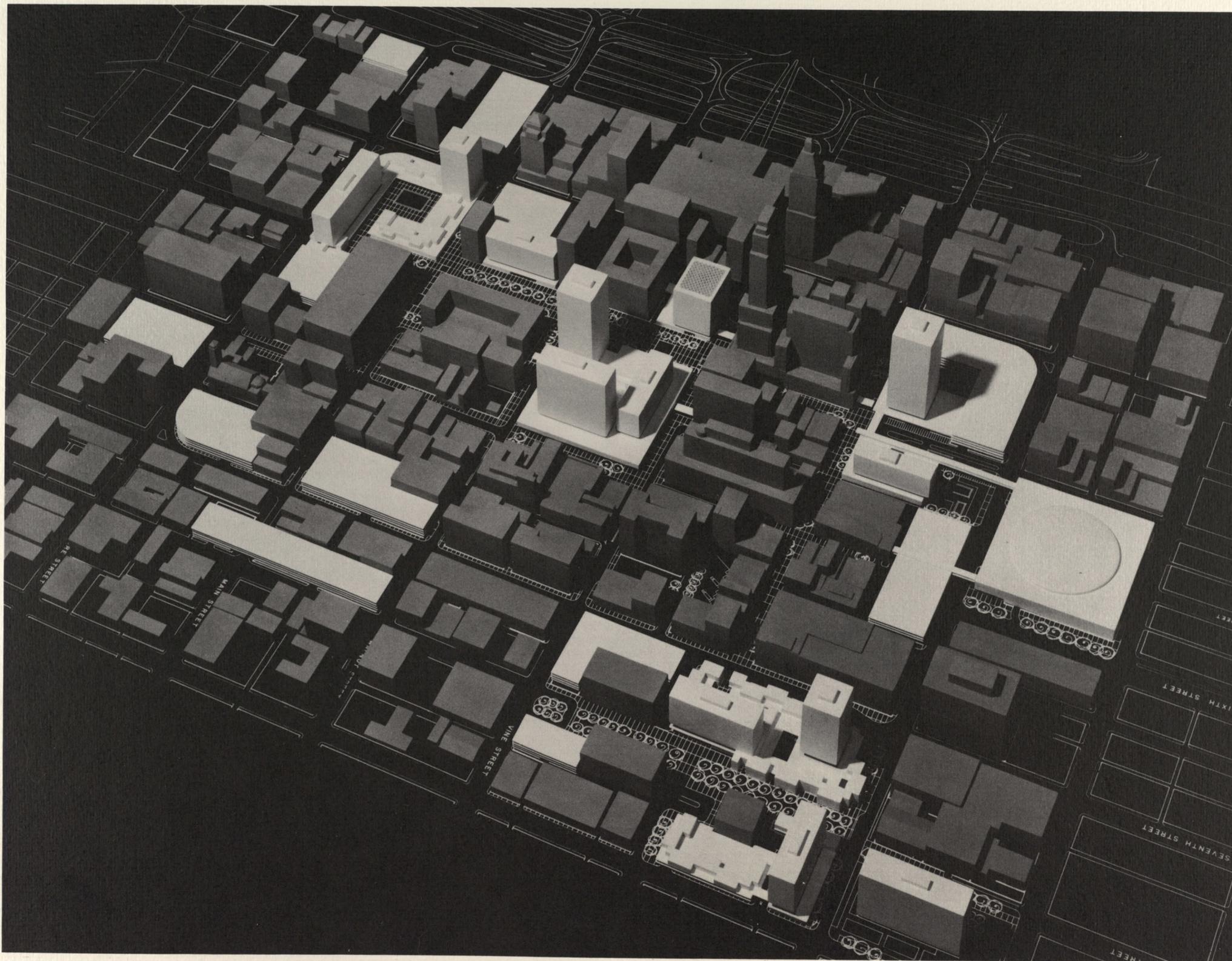
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DESIGNED BY
VICTOR GRUBEN ASSOCIATES
LOS ANGELES, CHICAGO, NEW YORK

PREPARED BY
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WASHINGTON, D.C. - BRATTLE



A STATEMENT FROM THE PLANNING AND THE ECONOMIC CONSULTANTS:

In the following pages of this report are presented—by means of plans, drawings and text—the summary and the conclusions of the studies that we have been commissioned to undertake for the formulation of a revitalization program for the Core of the City of Cincinnati.

The studies have covered thoroughly the economic and planning aspects of the complex problems involved. The detailed analyses and supporting material that have formed the basis for the formulation of plans and recommendations are—by necessity—omitted from this report; they have been made available, however, to the Citizens Committee who initiated the undertaking of this research and planning effort.

Our work has been immeasurably assisted by several of the individual members of the Committee, whose knowledge of local conditions, requirements and needs proved invaluable; and by the generous help and cooperation offered by all of the City agencies whom we have contacted. We wish to take this opportunity to express our appreciation and our gratitude to all the individuals, officials and agencies who, by making available their time and

their valuable knowledge, have made possible the completion of our task.

The purpose of our studies—in accordance with the directions received from the Committee—has been the development of a realistic and implementable comprehensive plan for the Core Area of the City. In order to accomplish this goal, we have studied all the relevant work done by others—individuals or agencies—in the past; work of engineering consultants, economic consultants, the Planning Commission, the Department of Urban Development and many others.

Some of the concepts and ideas developed in the material that we have studied have been incorporated—sometimes in modified form—in the proposed plan; all of the preceding studies and reports have proved valuable by establishing a background of analysis and evaluation of specific problems that could not possibly have been undertaken within the scope of our assignment. We believe that the plan proposed in this report reflects the efforts of all those who have contributed—officially or unofficially—to the study and solutions of Cincinnati's Core problems.

The goal of our effort has been the formulation of a plan and program that would serve as framework for the evaluation, encourage-

ment and guidance of all the private and public development activities within the core, so that their sum total, as a comprehensive revitalization effort, will ultimately produce a healthy, attractive, convenient and economically stable downtown.

The plan reflects our respect for the values of continuity and civic heritage: the proposed changes to the physical structure of the city core can be brought about with a minimum of destruction or interference with the city's historical assets.

The plan reflects our belief that a city—to remain healthy and vigorous—must first of all serve well the people that are its citizens, those who live or work or trade within its confines. From this belief stems the determination to return order, scale and beauty to the structure of the city, by separating—as much as practicable—human activities from utilitarian and mechanical ones.

The plan, finally, reflects our conviction that the city will grow and prosper only if—with ever-renewed vision—it will encourage and foster the development of the full economic potential of the community.

VICTOR GRUEN ASSOCIATES

LARRY SMITH & COMPANY

THE CITY CORE OF CINCINNATI—sometimes referred to as the Central Business District—can be defined as the area generally bordered by 12th Street on the north, 3rd Street on the south, Central Avenue on the west, a line easterly of Broadway on the east side, and occupying an area of approximately 475 acres.

The growth and development of the city core between 1940 and 1960 does not reflect the growth of the metropolitan region. On the contrary, the city core has shrunk in many respects during this period as shown by the following statistics applicable to the city core area as previously defined:

Residents
(Census Tracts 6 and 7)

1940: 11,500
1950: 12,000
1960: 6,000

People entering the city core
(Average 24 hour day)

1945: 209,000
1950: 206,000
1960: 171,000

Retail volume, per year
(Unadjusted for constant dollars)

1948: \$246,000,000
1954: \$264,000,000
1958: \$255,000,000

Number of Retail Establishments

1948: 1,054
1954: 893
1958: 854

Retail Sales as a Percent of Total Retail Sales
in the Metropolitan Area

1948: 29%
1954: 24%
1958: 21%

Building area devoted to productive commercial purposes
(Excluding parking, residential and vacant)

1937: 28,600,000 sq. ft.
1954: 28,000,000 sq. ft.

From the statistics above, certain conclusions are evident:

1. Fewer people RESIDE in the city core area in 1960 than in 1940. Many and complex factors (noise, traffic congestion, deterioration of physical and cultural assets) have contributed to rendering the central area less desirable as a residential location.
2. Fewer people VISIT the core area today than twenty years ago. The decline is marked in number of visitors to commercial or retail establishments, as well as to civic, cultural, or recreational facilities. Obviously, it has become too inconvenient, too time-consuming, and too unrewarding to visit downtown. The decline

of visitors, by a vicious circle, has resulted in a deterioration of public transportation services, and the cycle is self-perpetuating.

THE OUTLOOK FOR THE FUTURE OF THE CITY CORE OF CINCINNATI

is such that, if nothing decisive is done to modify those conditions that have brought about emigration of residents and have discouraged visitors to the city core—if the prevailing trends are not reversed, then the residential exodus to the suburbs will continue. The unavoidable consequence of this residential relocation is that retail facilities, office, professional and hotel buildings, and service installations will also proliferate in suburban locations rather than retain—or strengthen—their position in the city core. Thus, even the most dynamic growth of the metropolitan region could prove ineffective in improving the conditions of the core area.

A continuing deterioration of the core area, however, will affect unfavorably the entire community. The tax base (which, historically, has been in a substantial degree supported by the assets of the city core) has been and will be further weakened.

Total assessed real property tax for the core area as a percent of total for the city

1945: 21%
1955: 17%

Furthermore, the entire region will be deprived of one of its main assets for growth: the attractiveness and vigor of its central area—the heart of the city—the one element that distinguishes the true urban metropolis from the overgrown country town.

It can therefore be concluded that *the present trend must be reversed*, and that conditions of vitality and vigor must be returned to the core of the city.

* * * *

What are the means and the tools that can be employed to bring about the desired reversal of trend? In principle, they are simple and self-evident:

1. Improved accessibility to the city core for people and for goods.
2. Improved facilities for movements of people and goods within the city core.
3. Transformation of the physical environment of the city core, replacing existing disorder, disorganization, and congestion with order, convenience, and visual pleasure.
4. Re-establishment of residential population within—or immediately adjacent to—the city core.
5. Replacement of inefficient, unproductive or deteriorated structures with convenient, efficient, and attractive new facilities.
6. Development of new projects—public, semi-public, and private—that will re-establish the prestige of the city core with the city, with the entire region, and, indeed, with the country.

In practice, the implementation of these improvements presents an arduous and challenging task. The physical solutions to the problems that they present must be specific for each city, and must recognize the community's unique characteristics and potentials.

In the following pages the findings of the studies undertaken for the revitalization of Cincinnati's City Core are summarized and described.

ACCESS TO THE CITY CORE: PROBLEMS

4

Accessibility from the metropolitan area to the City Core is being rapidly improved with the realization of the expressway network, presently under development.

Drawing A shows diagrammatically the proposed expressway system in its ultimate form. At this date the Ft. Washington Way distributor is already essentially operational; by 1963 the west approaches of the Mill Creek Expressway and the approach from the new Covington Bridge will also be complete. By 1966 work on the Northeast Expressway will be substantially completed on the east side of the City Core, making the distributor system fully operational around the downtown area. The remainder of the expressway network—affecting access to the City Core—is programmed for construction sometime after 1970.

The expressway program is indeed comprehensive; and it can be anticipated that, upon its completion, adequate access from the region to the core will be available; however, it should also be anticipated that problems will be encountered in the transfer of traffic movements from the expressway system to the core area.

On drawing B are represented—schematically—the directions of origin of visitors to the City Core. It is obvious that the distribution is uneven: out of an estimated average *daily* total of approximately 105,000 cars, only 6,000 will approach downtown from the south; 15,700 will come from the north, while 39,400 and 44,700 will reach downtown from the east and the west respectively. The relative distribution as projected takes into account the anticipated effect of the implementation of the entire expressway network, and represents estimated traffic volumes for the year 1975. Insofar as the presently planned network surrounds the city on only three sides (east, west, and south), it is very likely that conflicting and overlapping movements will be generated in the transfer of traffic from the expressways to the core, especially by people coming to downtown from a given direction and attempting to reach their destination at the opposite side of the core. On drawing C the probable transfer movements have been plotted, and the critical conditions (crossings, overlappings, left-hand turns, over-capacity) have been identified.

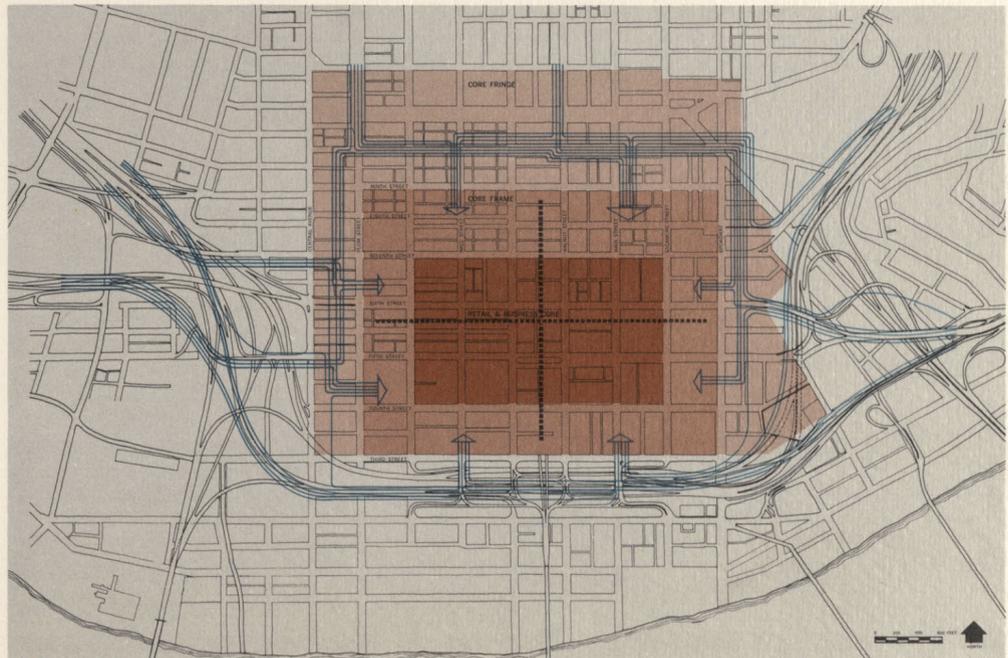
The diagram indicates that critical conditions will be generated, that they will affect a major portion of the internal street network of the core, and that the area where conditions appear most critical is the northern portion of the core's perimeter: *the one side that is not being served by the proposed expressway network.*

Thus, the completion of the proposed expressway program will not, as such, solve the traffic problems of the city's core. As a matter of fact, congestion in the core area will tend to *increase* as the expressway system will become more complete and more effective in connecting the region to downtown. This paradoxical condition has already been experienced in several large cities, which found—with some dismay—that the millions hopefully invested in expressways had indeed brought more people to the core of the city but had also created conditions of unbearable congestion to the local streets which, at times, became saturated with multitudes of stalled vehicles and clogged beyond remedy—hardly the image of attractive environment!

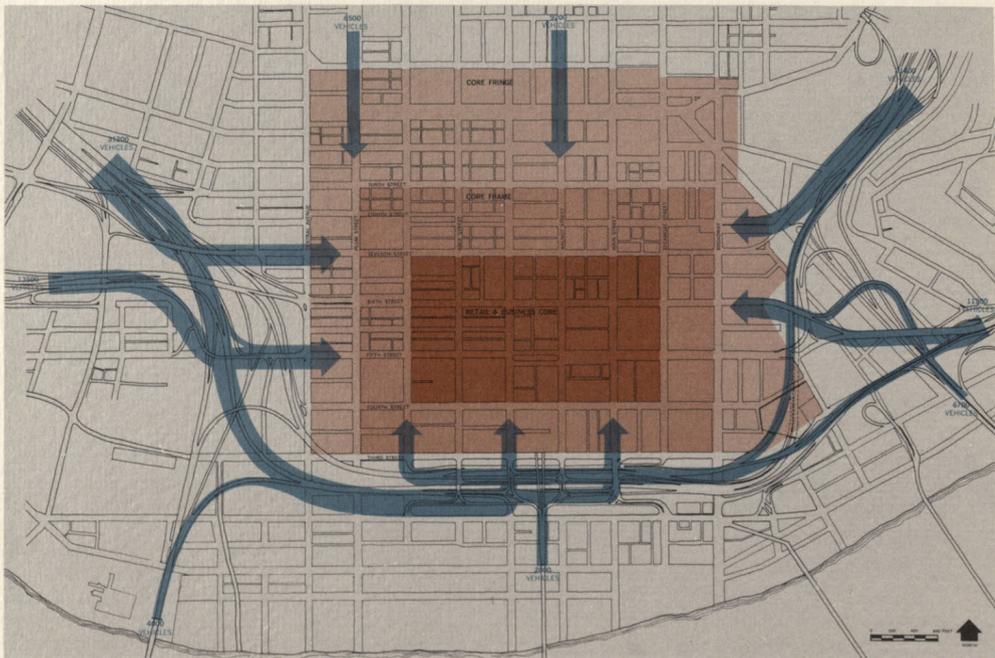
IT MUST THEREFORE BE CONCLUDED THAT THE AMBITIOUS PROGRAM OF EXPRESSWAY DEVELOPMENT MUST BE MODIFIED AS NEEDED TO PROVIDE A COMPLETE LOOP AROUND THE CORE, AND THAT IT MUST BE PARALLELED BY CONCURRENT PROGRAMS OF TRAFFIC IMPROVEMENT FOR THE LOCAL STREETS AND OF VEHICLE STORAGE ON THE FRINGE OF THE CITY CORE.



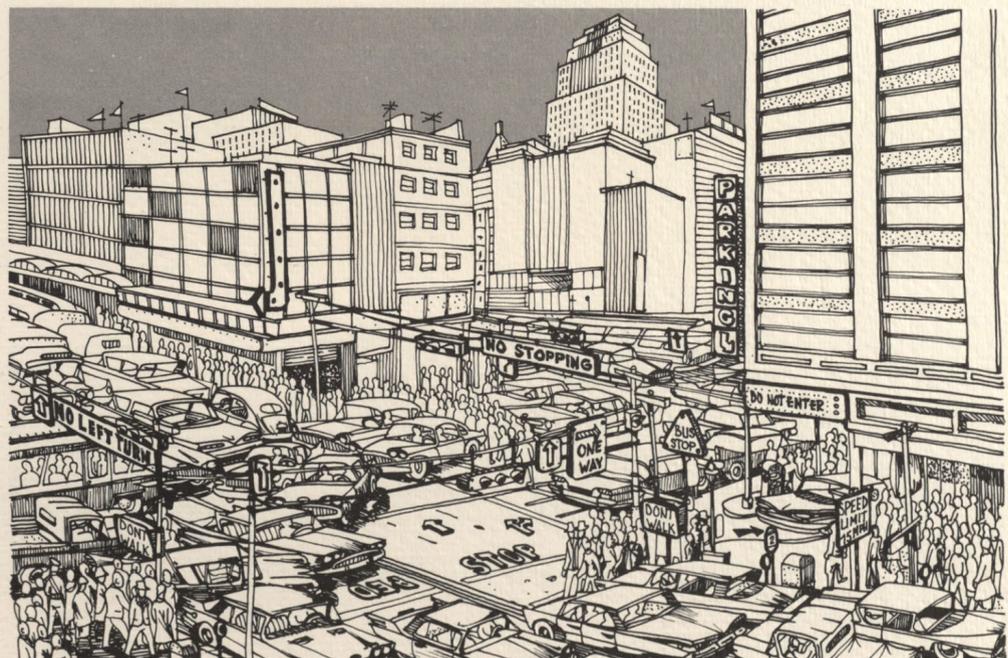
NEW EXPRESSWAY NETWORK



PERIMETER TRAFFIC CONFUSION WITH CORE CLOSURE



PROJECTED TRAFFIC VOLUMES INTO CITY CORE — 24 hour volumes after completion of expressways



ULTIMATE TRAFFIC CHAOS

TRANSPORTATION FOR THE CITY CORE

6

It can be readily proven that no dynamic city core area can exist without convenient and efficient public mass transportation: If every visitor to downtown came by private car, the space requirements for the movement and storage of the vehicles would explode the core of the city to such dimensions that they would negate its function as a compact and efficient nucleus of intense activity. Yet during the last twenty years, the balance between transportation by private automobile and transportation by public transit has been upset, and public support from tax funds has been mostly devoted to the improvement and encouragement of private automobile traffic, not only in the regional and suburban areas, but within the city core as well. This unbalanced treatment of the two major methods of transportation is one of the main reasons (though not the only one) for the urban crisis with which most American cities are confronted. Many signs indicate an incipient questioning of the wisdom of one-sided subsidy to private automobile transportation and a growing awareness of the importance of public mass transit by commuter trains, by railroads, by subways, by buses, or by altogether new means.

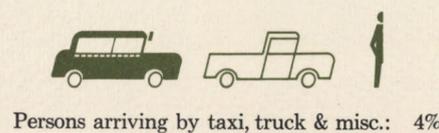
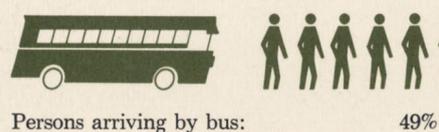
The new transportation legislation recently proposed by the Administration is just one of the signs of the change of attitude in this respect. It can also be pointed out that, in contrast to the 1939 New York World's Fair, in which the General Motors' Futurama dramatically featured the development of the freeway, the 1962 Seattle World's Fair offers as one of its greatest tourist attractions a new type of mass transportation: the monorail connecting downtown directly to the Fair. It is very likely that, as the vast freeway network was accurately predicted in the New York Fair, so the Seattle Fair's monorail may well herald a new emphasis on public transportation development.

This reversal of trend is a necessity if the core areas of our cities are to survive and continue to fulfill their function.

Following the national trend, during the last twenty years Cincinnati also has given preferential treatment to private automobile transportation. Large expenditures of public funds have been made for the construction of expressways and public garages. Yet the role of public transportation is still today greater and more important to the economic life in the downtown area than would appear at first sight.

The latest complete statistics, obtained from the Planning Commissions "Circulation Study for Downtown," and based on 1954 data, point out that public transportation, as a means by which people arrive to the downtown Core, still accounted, in 1954, for more than 50% of a total daily visiting population of some 200,000 persons. While today the percentage served by public transportation is probably slightly lower, it is nevertheless significant that, even after twenty years of policy unbalanced in favor of the private automobile, it is still only about half of the total daytime population of the city core that arrives by means of private automobiles; yet this half contributes overwhelmingly to the conditions of congestion and confusion with which "downtown" is becoming identified.

Mode of Transportation into City Core
(1954)

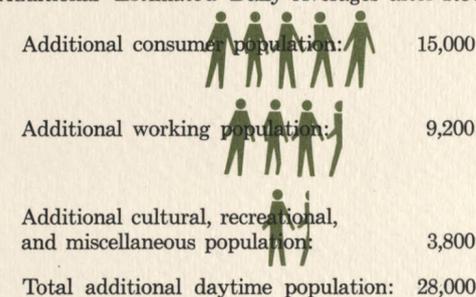


It is significant that even Los Angeles (the city which has until recently considered only private automobiles as significant transportation and neglected its public transit system to an unusual degree) is now finally concluding that no solution can be found to the problems of metropolitan mobility without effective public transportation, and is earnestly studying the development of a rapid transit system.

A plan devoted to the revitalization of the city core must devise ways by which the following can be accomplished: Increased retail volumes, increased public participation in civic and cultural events, increased number of visitors from out of town, increased number of people living in downtown, and increased number of people working in downtown.

The city's "Core Redevelopment Project"—one of the effective devices of revitalization—correctly proposes that structures of low productivity be demolished and replaced by structures of high productivity. If these new buildings, however, are to be actually leased and occupied, and if business volumes of retail stores, restaurants, theaters, and all other commercial enterprises are to increase correspondingly, then it is apparent that the number of persons visiting downtown for work or other purposes will also become markedly larger. The following diagram indicates the estimated increase of downtown's daytime population that would accompany the successful implementation of the revitalization program:

Additional Estimated Daily Averages after Revitalization



Two questions arise: Can this increased number of people be transported into and distributed around the city core? Can the increased number of private vehicles resulting from such increased population be stored within a reasonable distance from the passenger's destination?

The city core of Cincinnati is already today suffering under a shortage of conveniently located parking facilities within the central business district, estimated to amount to a gross deficiency of 4,000 stalls. Present availability is only 12,000 stalls conveniently located in relation to the "Core" of downtown.

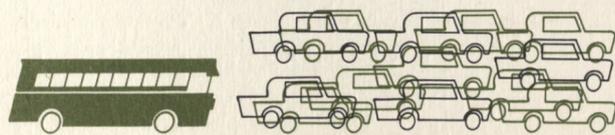
If the entire additional daytime population would avail itself of transportation by private cars, then, in order to meet the full potential of the revitalization goals, more than 9,000 additional parking stalls would have to be created. Added to the existing deficiency, this additional demand would bring the requirement for new parking facilities to a total in excess of 13,000. The investment necessary to create these new parking spaces would approach \$50,000,000. Even if capital funds for this purpose could be found, it still remains highly questionable if the expressway network—even when improved—could carry the added volumes at peak hours. It is even more questionable whether this number of parking stalls could be obtained within the physical limitations of available space in convenient locations to the downtown core. Studies of the utilization of all available conveniently located and economically justified ground area indicate that, even assuming the development of six-deck parking structures in all selected locations, a maximum of about 11,000 parking stalls could be constructed, while at the same time some of the presently available off-street parking would be lost as new projects are developed in the core area.

The unavoidable conclusion is, therefore, that, in order to revitalize the city core of Cincinnati, it will be necessary to establish a sound balance between private and public mass transportation and to improve markedly the performance of public rapid transit.

It is the belief of the consultants that, as a final solution, an entirely new modern rapid transit network will be needed. Probably new legislation giving further assistance for the construction of modern rapid transit facilities within the redevelopment program will be

developed during the next five or ten years. However, inasmuch as such assistance is presently not available and inasmuch as the proposed plan is purposefully realistic and suitable for implementation within presently existing conditions, only the present mode of public transportation (the bus system) has been taken into consideration, and suggestions and solutions for a marked improvement of its efficiency and convenience have been developed.

The effectiveness of transportation by bus in reducing traffic congestion cannot be overemphasized: At peak-hour time, one bus equals the capacity of approximately thirty automobiles. For every bus that is lost as a mode of transportation, the city of Cincinnati will have to make provisions—on expressways—on local streets—in parking structures—for more than two dozen additional private cars.



One bus equals carrying capacity of 30 cars at peak-hours

How can the use of public transportation be effectively encouraged? Obviously, by offering to the public advantages, conveniences, and economies that are unique to public transportation. Lower costs (perhaps through subsidized fares), greater speed (possibly by reserving certain expressway lanes for public transportation carriers), more comfort (by improvement of equipment, air conditioning of carriers)—all these are obvious methods by which acceptance and desirability of public transportation can be increased.

However, the most effective device for the improvement of public transportation service would undoubtedly be the creation of a modern transportation terminal. A new facility, constructed in the most central and convenient location (more central than any parking structure could ever afford to be), equipped with all the conveniences of a major terminal, designed for transfer as well as for arrival and departure, would contribute immensely to the public acceptance of bus transportation. It would become, for the core of the city of today, what the railroad station had been in earlier times.

The need for some type of transportation terminal for the core of Cincinnati has been recognized by the City Administration, its Planning Department and other interested private citizens for a long time. Studies for such a transportation terminal, to be located under Fountain and Government Squares, have been developed in considerable detail during recent years. While the intent of these studies has certainly been well directed, the solutions proposed have been handicapped by lack of reference to a truly comprehensive revitalization plan for the entire city core. Thus their scope and beneficial potentials have been curtailed. The following comments are submitted as specific evaluations of the earlier plans:

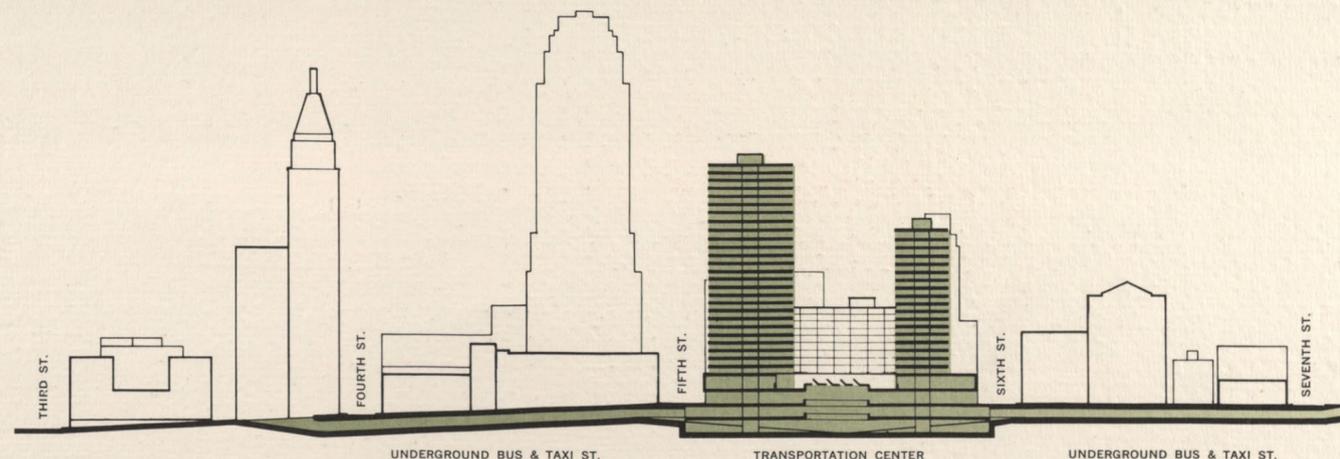
1. The most recently proposed solutions call for a combination of bus terminal facilities and private car garage. This concept will not prove beneficial: The access routes to the terminal will be shared by both cars and buses; thus, during periods of heavy traffic, the rapid transit carriers will be slowed down by the congestion of private vehicles—a minority of visitors (coming by private vehicles) will impair the efficiency of movement of the majority (coming by rapid transit). Only an insignificant percentage of the total parking needs of the core would be served in the terminal facility, yet even this relatively small number of private vehicles will impose additional traffic problems and limit the effectiveness of the public transit facilities.
2. By allowing to private cars (even if in limited quantities) access to the same central location available to rapid transit carriers, the edge of convenience for the public transportation system will be forfeited and one of the most effective inducements to increased use of public transportation will be lost.
3. Placing the terminal under public rights-of-way will necessitate significant costs for removal and relocation of existing underground utilities.
4. The proposed location will necessitate underpinning of the buildings surrounding Fountain and Government Squares, and require major costs of unproductive nature.
5. The space allocated for the terminal is narrow and elongated, and will provide less efficiency in solving problems of circulation and handling of passengers than would be the case with a larger and regularly shaped site.

Because of these considerations, and to make possible the development of a truly efficient and convenient terminal, it is the recommendation of this study that a *Transportation Center* be located and developed on a specially selected site, utilizing the entire block

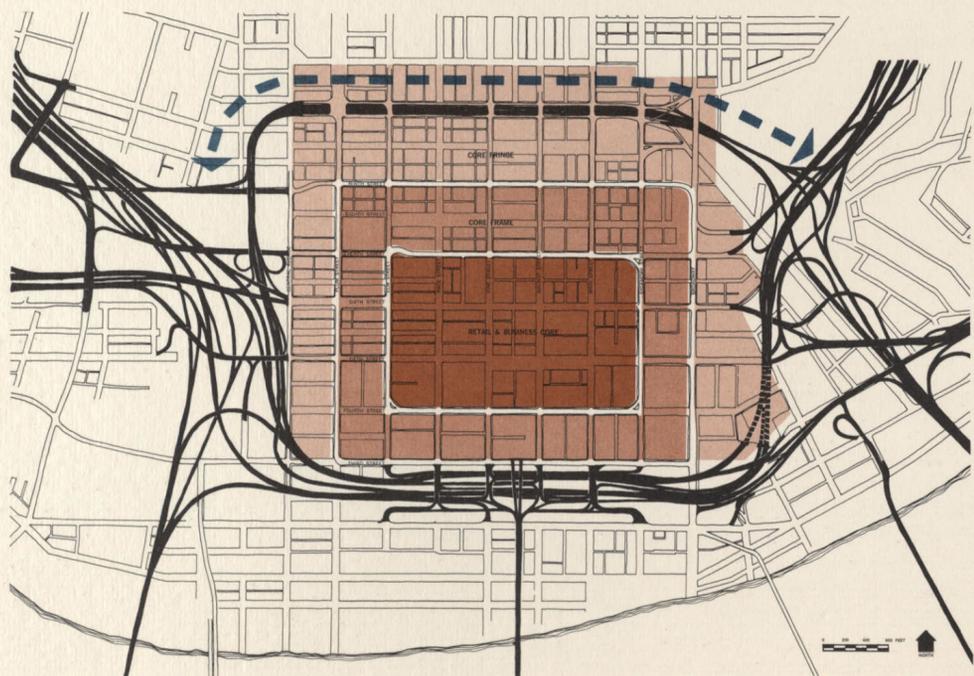
located north of Fountain Square. This site (designated as parcel "A" and programmed for complete clearance as part of the city's redevelopment project) is strategically located in the exact center of the 15-block "Business and Retail Core" and is so located as to utilize and maintain the same underground access streets already proposed to serve the Fountain Square terminal. The underground street network along Vine and Walnut is excellently suited to the objectives of the core circulation solution set forth on the following pages.



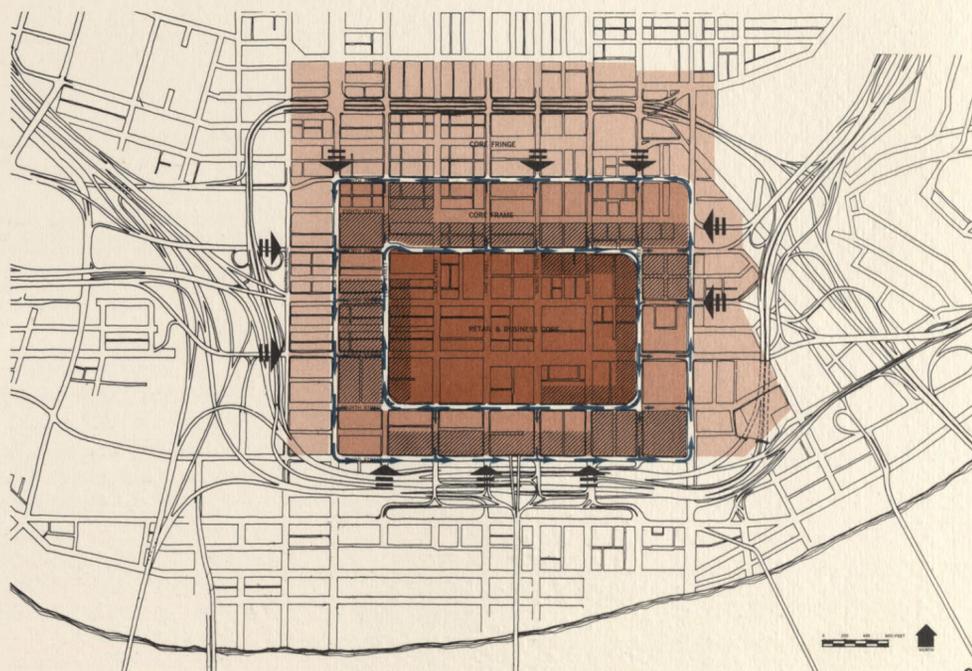
A detailed proposal for the development of this Transportation Center as a project that will include, together with the transportation terminal, retail and commercial facilities as well as multistory office buildings, is presented in a later section of this report.



TRANSPORTATION CENTER — SCHEMATIC SECTION ALONG VINE ST.

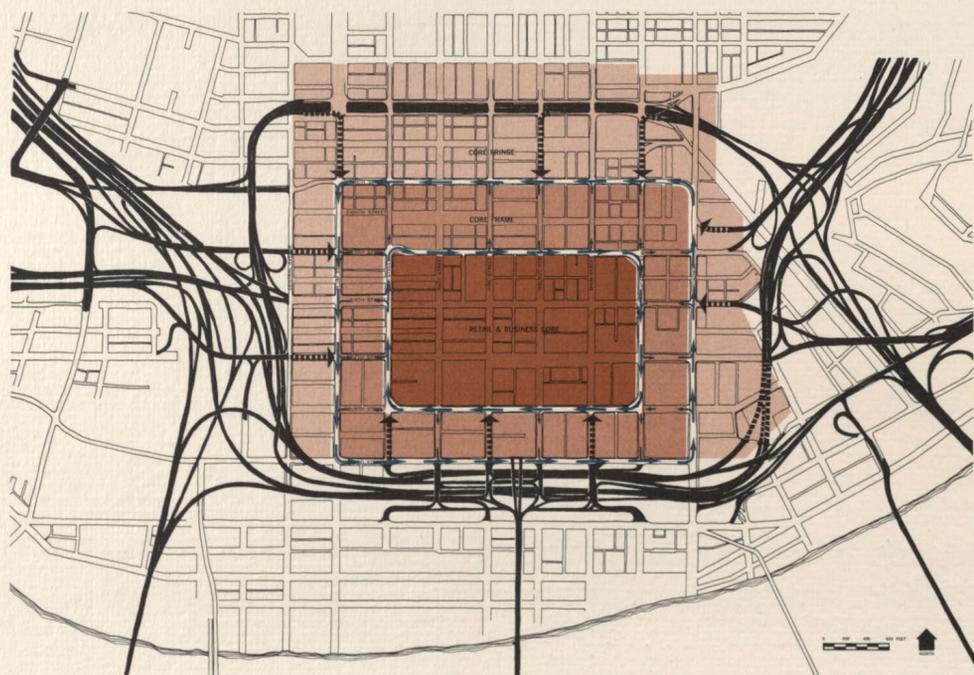


COMPLETE EXPRESSWAY LOOP

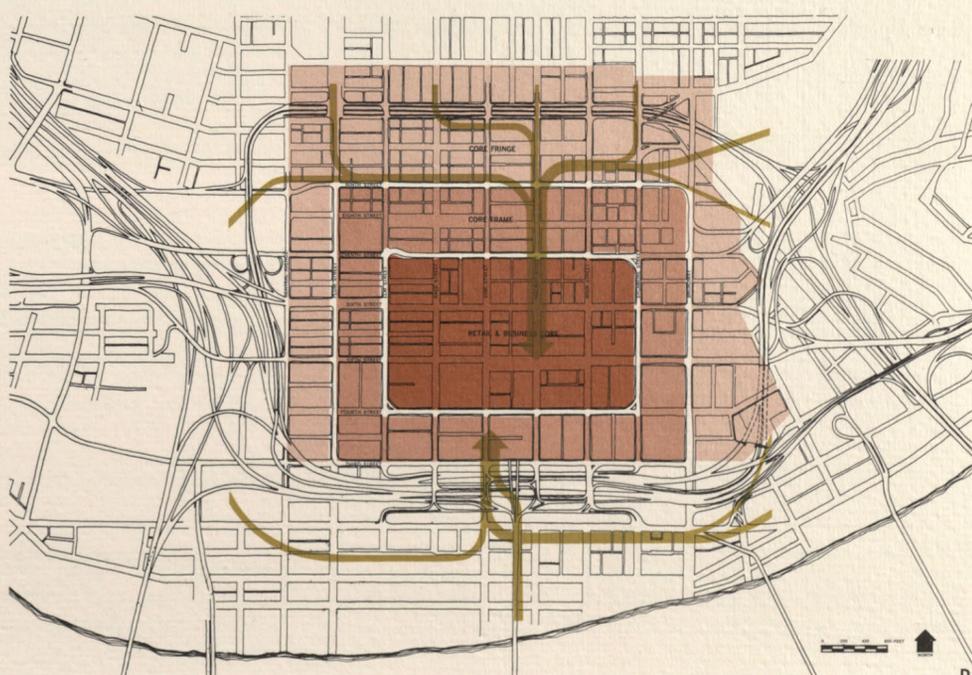


CONVENIENT PERIMETER PARKING

 INTERNAL TRAFFIC LOOPS
 SCHEMATIC PARKING LOCATIONS
 ACCESS FROM FREEWAY



DOUBLE INNER TRAFFIC LOOPS



ACCESS BUS ROUTES (express and local)

ACCESS AND CIRCULATION: SOLUTIONS

The problems of access to and circulation within the city core have been analyzed in earlier pages of this report. In the following diagrams are described the major elements of solution to the problems. The specific and correlated measures of traffic improvement being proposed are designed to improve accessibility and circulation, and to obtain the maximum utilization of the traffic-carrying potentials of the existing street network of the city core, so as to minimize demolition and destruction of existing physical assets.

By assigning specific functions to different portions of the public thoroughfares, it has been possible to develop a logical and comprehensive solution to the complex traffic problems of the city core.

A COMPLETE EXPRESSWAY LOOP. The unnecessary penetration of downtown streets by traffic moving to and from expressways and the inevitable overload of the Fort Washington Way distributor can be relieved only by the ultimate completion of an expressway loop on the north side of the downtown area. Such a loop will help to eliminate the cross traffic movements which are a principal obstacle to the formulation of a sound core traffic solution. With the addition of this missing link, the motorist will be able to remain on the expressway system until he is at the point on the perimeter of the downtown area closest to his destination and leave the expressway to enter a parking garage without penetrating or crossing the retail and business core area. Such a traffic pattern, by eliminating the need for cross movement or the need for through streets to penetrate the core area, leaves the surface streets available exclusively for local circulation and service uses.

The wide right-of-way and the old canal channel on Central Parkway can accommodate a depressed expressway with one-way service roads on each side, permitting high speed circulation completely around the downtown area. Fortunately, such an addition can still be accommodated within the framework of the present design for the expressway system without materially affecting current planning. Other alternates for the completion of the expressway loop have been evaluated: the contemplated Liberty Street improvement is considered too far removed from the central area to adequately serve as an effective link for downtown distribution; a possible alignment north of 12th Street would involve far greater capital expenditures than will be necessary for the Central Parkway alignment, which requires negligible land acquisition costs.

DOUBLE INNER SURFACE LOOP. The completion of the expressway belt loop will bring about a totally different pattern of circulation in the downtown than could otherwise be expected. The principal purposes served by surface streets will be to provide: (1) access from the expressway system to the parking garage closest to the driver's downtown destination, (2) internal service for facilities in the downtown itself, and (3) circulation from one destination to another. The illustrated *double loop system*, moving traffic in alternate directions around the Core and the Core Frame, will allow rapid movement with little or no interference by cross traffic. The inner loop, completely surrounding the "pedestrian core," will encourage continuous movement at high traffic capacities (achieved through progressive signalization at a controlled speed with minimum interruptions for pedestrians and vehicular cross movements). The secondary loop around the Core Frame will provide complementary movement in the reverse direction, creating maximum circulation flexibility by integration with numerous local auxiliary loops. Such a system can successfully eliminate most of the major cross traffic conflicts, providing maximum efficiency and clarity in place of the present confusion in traffic patterns.

CONVENIENT PERIMETER PARKING. The actual placement of parking areas is perhaps more critical to the needs of the downtown than is the mere number of total parking stalls. Presently under-utilized sites in the downtown area make it possible to develop new, convenient parking garages in strategic locations to serve adequately the core area. As indicated in the schematic drawing, parking areas are proposed that will completely surround the Core Frame and the Core, be immediately accessible from both loop streets, require minimum walking distances for pedestrians, and be easily reached from the expressway system. Since these general locations are within easily acceptable walking distances of all points in the Core, there will be no necessity for costly mechanical pedestrian conveyors; a local transportation system, as later described, can be easily provided to fully serve the downtown.

DIRECT TRANSIT ACCESS TO THE CORE. Since a truly comprehensive transportation solution implies that public transit must provide a maximum of speed, convenience, and attractiveness in order to offer special advantages over private automobiles, *reserved bus lanes and traffic controls* are recommended for certain selected access routes by which buses

can be directed to the center of the core from the expressways. With virtually no delay, buses will move directly into the very heart of downtown, where passengers can unload at the underground Transportation Center, within one block of a major proportion of downtown destinations. Other passengers, with destinations beyond the acceptable walking distances, can immediately board specially designed downtown transit vehicles to reach any point within the city core in a matter of a few minutes.

A PROPOSAL FOR USE CLASSIFICATION OF PUBLIC STREET SURFACES. Zoning legislation, the first planning step to be adopted in the United States as a measure for regulating land usage, has for many years controlled in varying degrees all building uses on private land. However, this device to create order and efficiency in cities has completely overlooked the single greatest category of land area in any urban complex: the streets and public rights-of-way. Within Cincinnati's Core, these amount to 40% of the entire downtown's land area.

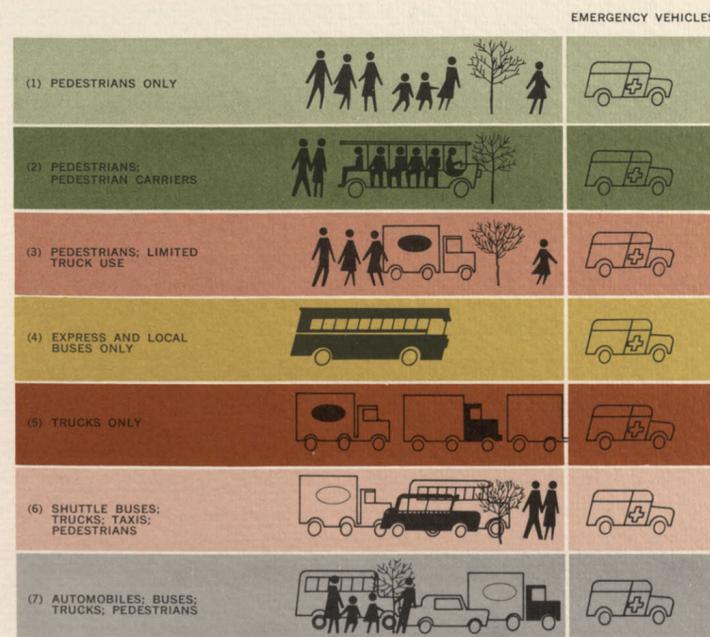
It is recommended that, as zoning is applied for the regulation of use for private land, "use classification" be applied to regulate the functions of the public spaces of the "Business Core" and, to some extent, of the "Core Frame" as well. The schematic drawing, which represents a composite of all circulation categories, applies seven use classifications to the core area, designating each public way by categories of circulation use. In each of these separate classifications, emergency vehicles would be permitted at any time—including fire department equipment, ambulances and doctors' cars, and police vehicles.

Areas whose functional circulation requirements indicate they belong primarily to pedestrians are designated by such classification. Similarly, those streets which are assigned as routes for pedestrian carriers also have a special use classification. Routes for express buses and trucks (each of which require special streets) are designated exclusively for these vehicles. Most streets outside of the core area would remain, for circulation purposes, as a multiple-use classification, allowing automobiles, shuttle buses, trucks and pedestrians as well.

Such a use classification concept, if implemented, would assure peak efficiency in utilization of all public ways, and vastly relieve the present confusion which results from the indiscriminate mixing of buses, cars, trucks, pedestrians and emergency vehicles.



STREET-USE CLASSIFICATION



THE PLAN FOR THE CITY CORE

The proposed physical plan for the City Core represents a synthesis of the planning objectives that have been set forth in the preceding pages. The detailed plan is concerned primarily with the "Retail and Business Core" and with the "Core Frame," and follows the spirit and specifications of the City's "Core Area Redevelopment Project." It has, however, broadened the scope of the City's project in some aspects: the proposed solutions to the problems of access and circulation are more comprehensive and far-reaching, and the objectives and the structure of the revitalization program are established on the basis of a longer range projection of the future potentials of the City.

CIRCULATION. The elements of solution to the circulation problems of the core that have been developed in the preceding sections are incorporated in the comprehensive plan shown on the opposite page. Pedestrian, vehicular, and service movements have been unscrambled, and a major portion of the street grid in the center of the core has been dedicated exclusively to pedestrian use, being transformed into a system of connected and interrelated malls and plazas. By means of setbacks and other architectural controls, the former rigid street grid can be transformed into a series of well-proportioned and architecturally defined public spaces. Within these spaces, the shopping and business activity of the downtown population will be conducted in safe, quiet, convenient, and orderly environment.

Public Transportation serves the core area by means of a major Transportation Center located in the very heart of the business core. Buses, cabs, and airport limousines all reach the Terminal by underground streets, and thus discharge their passengers in the most central and convenient location. From the Transportation Terminal, every building within the business and retail core can be reached within less than three minutes walk, or by means of slow-speed electric pedestrian trams, connecting all major points of the mall and arcade system.

Services for the commercial facilities located in the core area are maintained by means of surface circulation through short special truck routes, directly connected with the inner traffic loop. Thus, while delivery to every block of the core is adequately provided, the central area is entirely freed of truck circulation and consequent congestion.

PARKING. While the proposed program of revitalization for the core of Cincinnati is necessarily dependent upon the maintaining and improvement of mass transportation (as discussed in one of the earlier sections), it is nevertheless mandatory to make provisions for parking of private vehicles, to a reasonable amount, with convenient access to the established commercial and retail facilities within the core, and at such locations that through movements and congestion will be minimized.

The ideal placement of parking structures has been tempered by considerations of economic and practical factors; thus, only parcels presently occupied by obsolete structures or parking lots are being designated as ultimate core parking locations. The proposed parking structures have been distributed (within the limits of practical considerations) on all sides of the core area, with particular emphasis on extensive new facilities along Elm Street to satisfy

the parking demand accruing from the Race Street retail establishments. The parking now available and proposed along Third Street can best accommodate the all-day parking needs of the core's working population. All of the proposed locations, in general, coincide closely with those recommended by the City Planning Commission in earlier studies.

Because of the commercial value of ground floor space, it is recommended and assumed that no automobile storage or servicing will occur at the street level of any of the sites indicated for new parking structures, and that the ground level spaces will be devoted to retail or other highly productive use. Within the overall proposed parking and circulation arrangement, it is possible to provide access and egress to every existing parking structure now within the "Retail and Business Core" area and furthermore, to provide parking facilities for as many as 10,000 additional automobiles *without compromising the ultimate objective of clear separation of pedestrian and vehicular movements.*

NEW COMMERCIAL FACILITIES. The proposed locations for all new structures reflect a careful consideration for the existing patterns of established commercial activities. The general placement and floor area of the new facilities (most of which occur within the "Redevelopment Project Area") reflect the economic and marketing potentials which ultimately will provide private developers with the encouragement to finance and construct new projects. New construction, if improperly placed in regard to ultimate potentials and long-range benefits to the downtown as a whole, can occasionally prove more harmful than helpful to existing real estate assets. Because many marketability potentials build slowly—over a period of years—it is exceedingly important that parcels of ground highly desirable for a specific use not be pre-empted from achieving full utilization. Thus, short-range objectives during the early stages of the renewal program should be discouraged.

With the single exception of the Transportation Center, (which is discussed and illustrated in detail in a later section), all proposed building uses conform generally with the spirit and intent set forth in the City's own recommendations for "Core Area Redevelopment." However, in order to more fully exploit long-range market potentials and to facilitate solutions to the circulation and service problems, the consultants recommend (and have included as part of the proposed plan) an extension of the Core Area "Redevelopment Project," to better develop the comprehensive solutions necessary to insure the success of the revitalization effort.

OFFICE BUILDINGS. Proposed locations for new office buildings are dispersed over several blocks to provide opportunities for different types and sizes of structures needed to meet varying market requirements during the next ten to fifteen years. Such dispersal will also benefit a greater number of surrounding areas by upgrading existing properties and encouraging remodeling of surrounding business facilities. The recommended construction of office towers above the Transportation Center, in the Core Area's prime real estate location, will accomplish a maximum concentration of new construction in the one location best equipped to handle large increases in working population because of its direct access to the public transit terminal facilities.

CONVENTION CENTER. The ultimate economic benefits which will be created for the City of Cincinnati by the development of a new Convention Center is generally acknowledged. Several possible locations have been proposed previously. Each creates a number of adverse problems, primarily with reference to traffic circulation and parking. The location recommended in this plan gains its maximum benefit from parking facilities which are available primarily for retail shoppers, but which can be used interchangeably by the convention visitors during off-shopping hours, in the evenings and on weekends. Although parking is included on subterranean levels directly below the convention structure for exclusive use of the convention facilities, it would, by itself, be insufficient to handle the parking needs required by major exhibit events and national conventions.

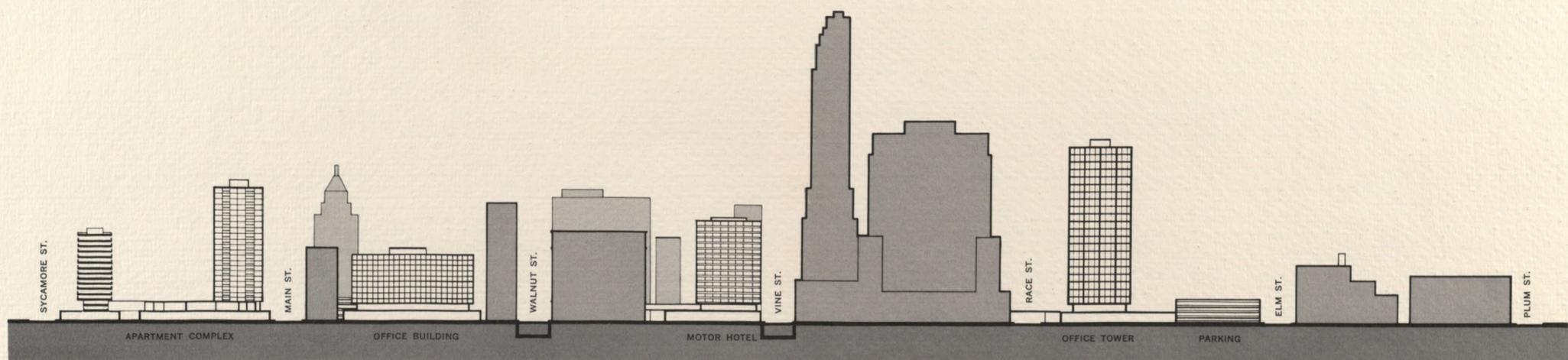
The proposed location allows complete freedom of circulation around the Center and minimum capital expenditures for parking, while retaining a close relationship to the established retail shopping areas and downtown hotels. Pedestrian access from parking areas and hotels located within the Core is available to the Center by means of overhead pedestrian concourses connecting directly with the Race Street Mall.

HOTELS. Two new motor hotel facilities are proposed to serve the increased demand which will result from successful revitalization in general and construction of a new Convention Center in particular. The first motor hotel is located at Fifth and Race Streets, affording a direct tie, by means of the overhead pedestrian concourse, to the Convention Center. The second hotel facility, which overlooks Fountain Square, although probably not economically justified until later stages of the revitalization plan, may ultimately best serve as an expansion of one of the existing hotels already established and operating within the downtown core.

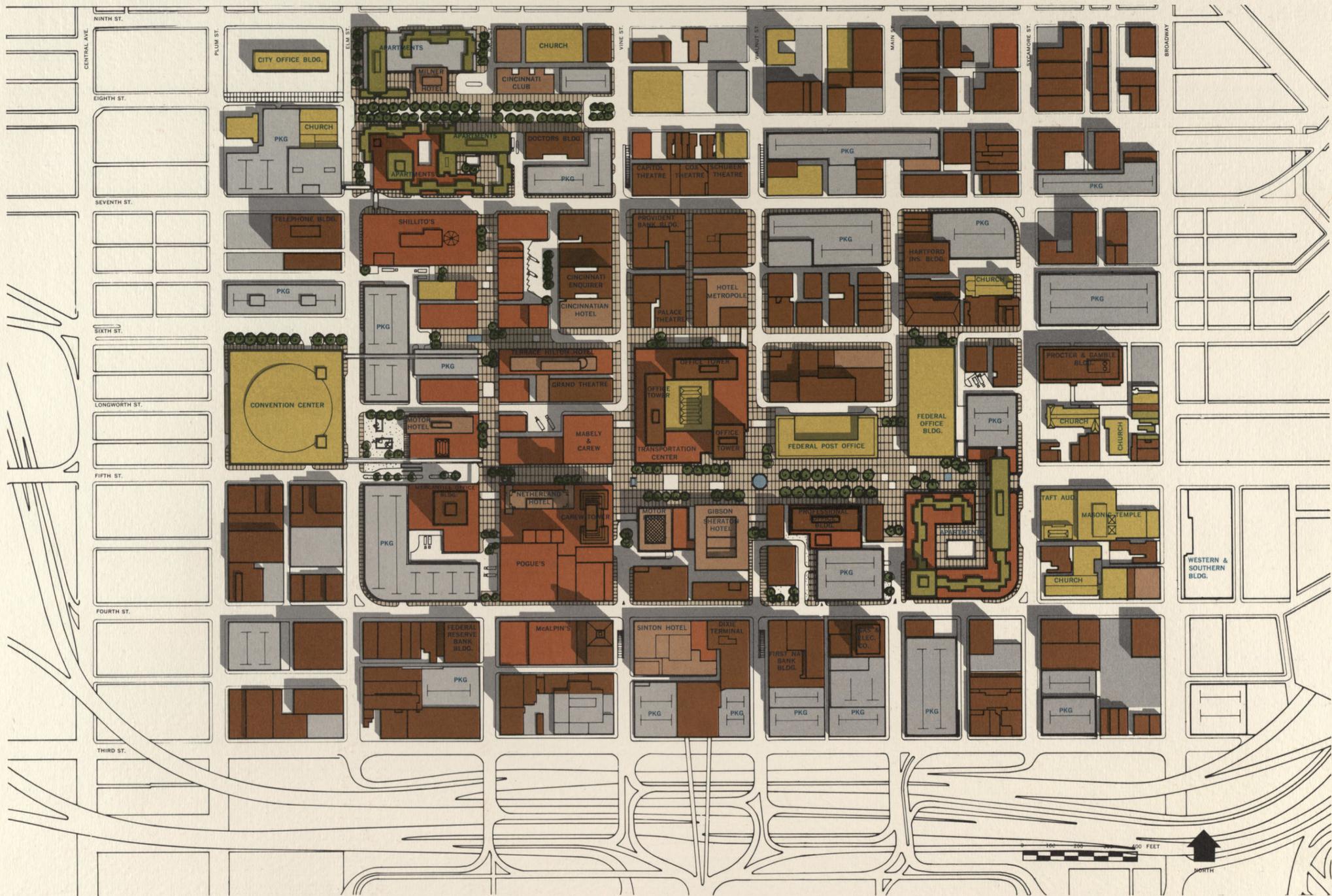
NEW RESIDENTIAL FACILITIES. Two new residential complexes are proposed, in locations which will provide new residents with unparalleled urban amenities. The shopping, amusement, business and cultural facilities of the entire central city will be at the disposal of persons living in either of the two complexes.

The first development, located at the easternmost end of the Fountain-Government Square, utilizes an entire block for high-rise apartment units and town houses constructed over retail and service shops at the ground floor. Underground parking is available both to residents and guests, with easy access from the inner loop street. The second development capitalizes on the existing physical environment and natural attractiveness of Garfield Place, and assumes the expansion of the City's proposed "Redevelopment Project" to include the Garfield Place area. This will allow not only for better utilization and greater cohesion of the area but also for improvements in traffic circulation at the corner of Seventh and Elm. Subterranean parking and service areas are provided within the residential complex with additional parking facilities also included to serve major existing buildings.

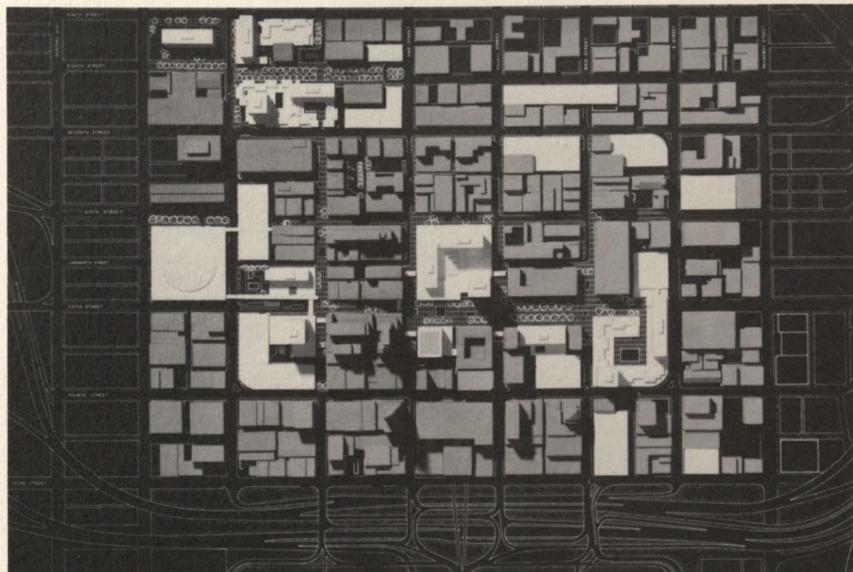
Because of the ready availability of Federal financing funds (under F.H.A. Section 220), both of these residential complexes can be constructed in the early stage of the "Redevelopment Project"; and they can be expected to subsequently generate impetus for still other residential construction within the central area.



ELEVATION ALONG FIFTH ST. LOOKING SOUTH

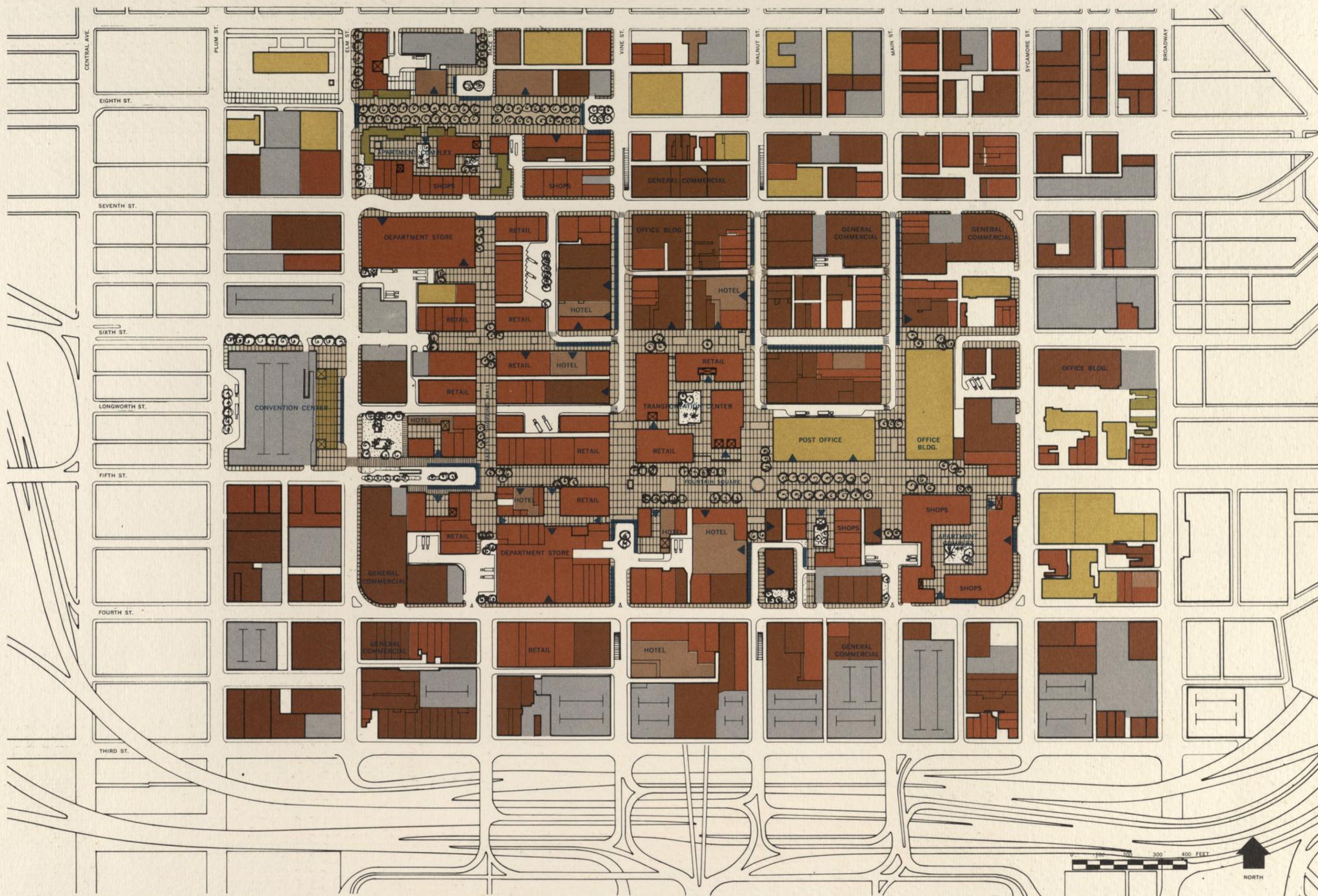


ILLUSTRATIVE PLAN

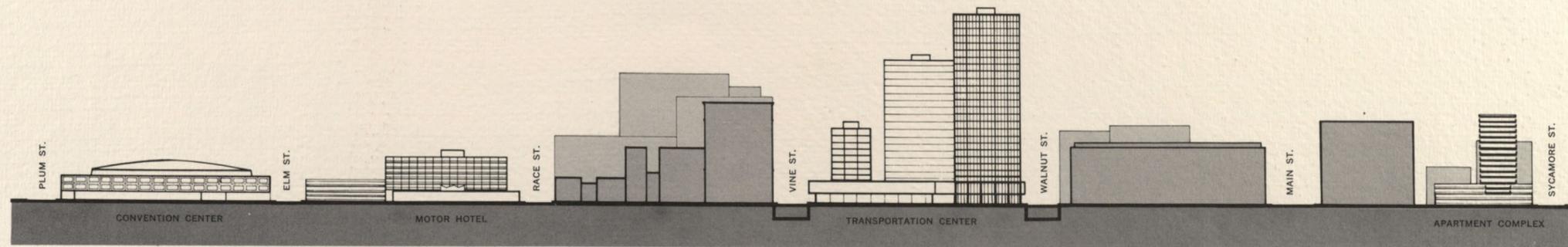


KEY PLAN — new buildings shown in white

- KEY
- RETAIL
 - HOTELS
 - OFFICES & GENERAL COMMERCIAL
 - RESIDENTIAL
 - PUBLIC & SEMI-PUBLIC
 - PARKING



DESCRIPTIVE PLAN, at street level



ELEVATION ALONG FIFTH ST. LOOKING NORTH



VISUALIZATION SKETCH OF FOUNTAIN SQUARE AND TRANSPORTATION CENTER LOOKING WEST

PEDESTRIAN AREAS in order to be an effective element of a vital downtown core, must have character, scale, and atmosphere appropriate to their purpose. A pedestrian mall is not just a street from which automobiles and other vehicles have been removed but rather an entirely different urban space, designed to fulfill its specific functions and to offer opportunities for human activities that are generally banned from the vehicular thoroughfares.

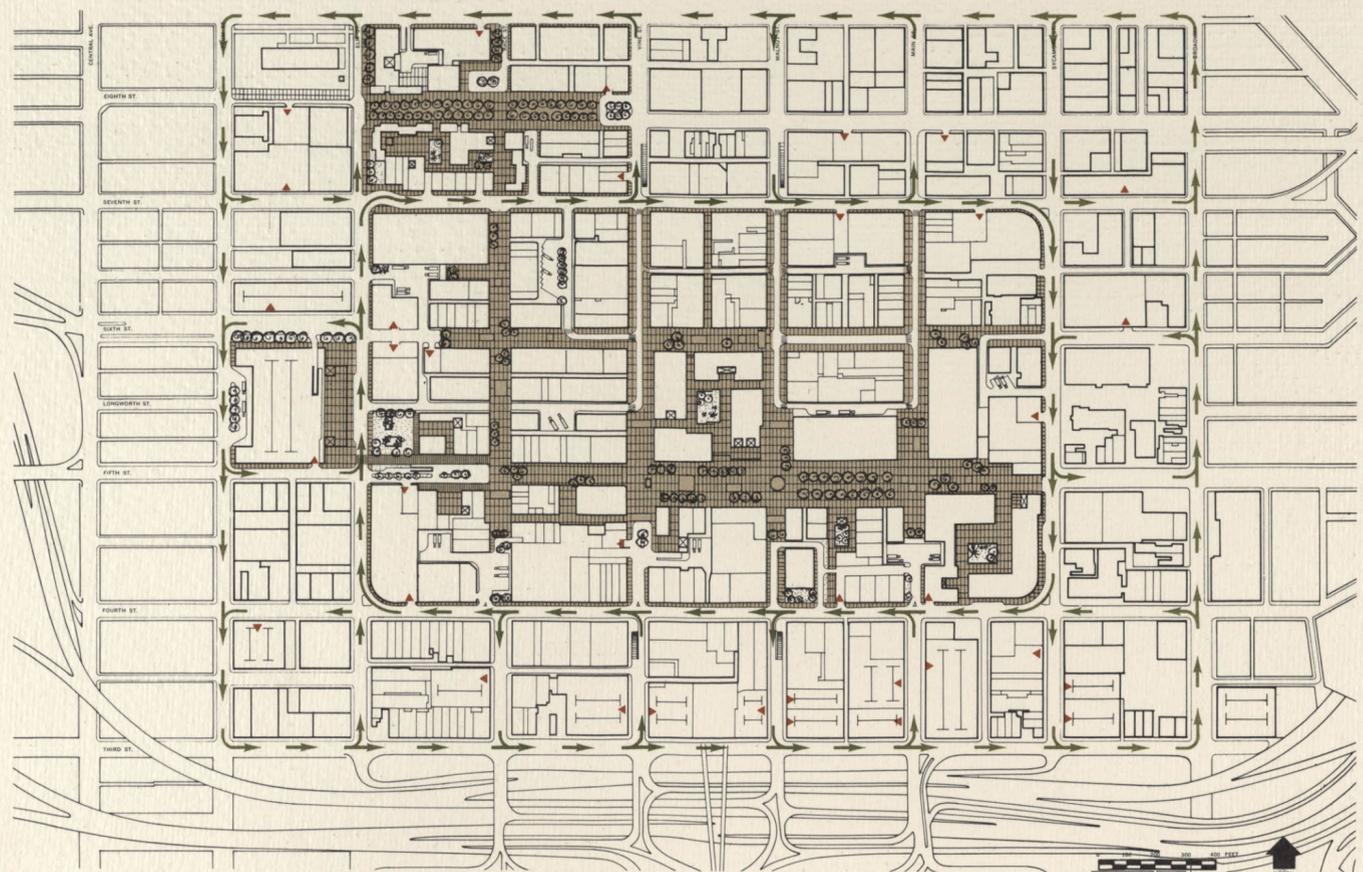
One of the functions of the pedestrian ways is to provide for public uses which are presently not available in the City's Core. The public gathering place, symbolized in Colonial Days by the Town Square, can be recreated in Cincinnati's own plazas: Fountain and Government Squares illustrated above. Within the spaces freed from vehicular movement, open-air civic meetings and concerts should be encouraged in the warm summer months; pavilions and attractively designed announcement kiosks should be provided, as well as posters for civic and cultural attractions occurring in the City. Public information booths can also be maintained to aid out of town visitors and conventioners.

Where pedestrian areas are predominantly associated with retail-

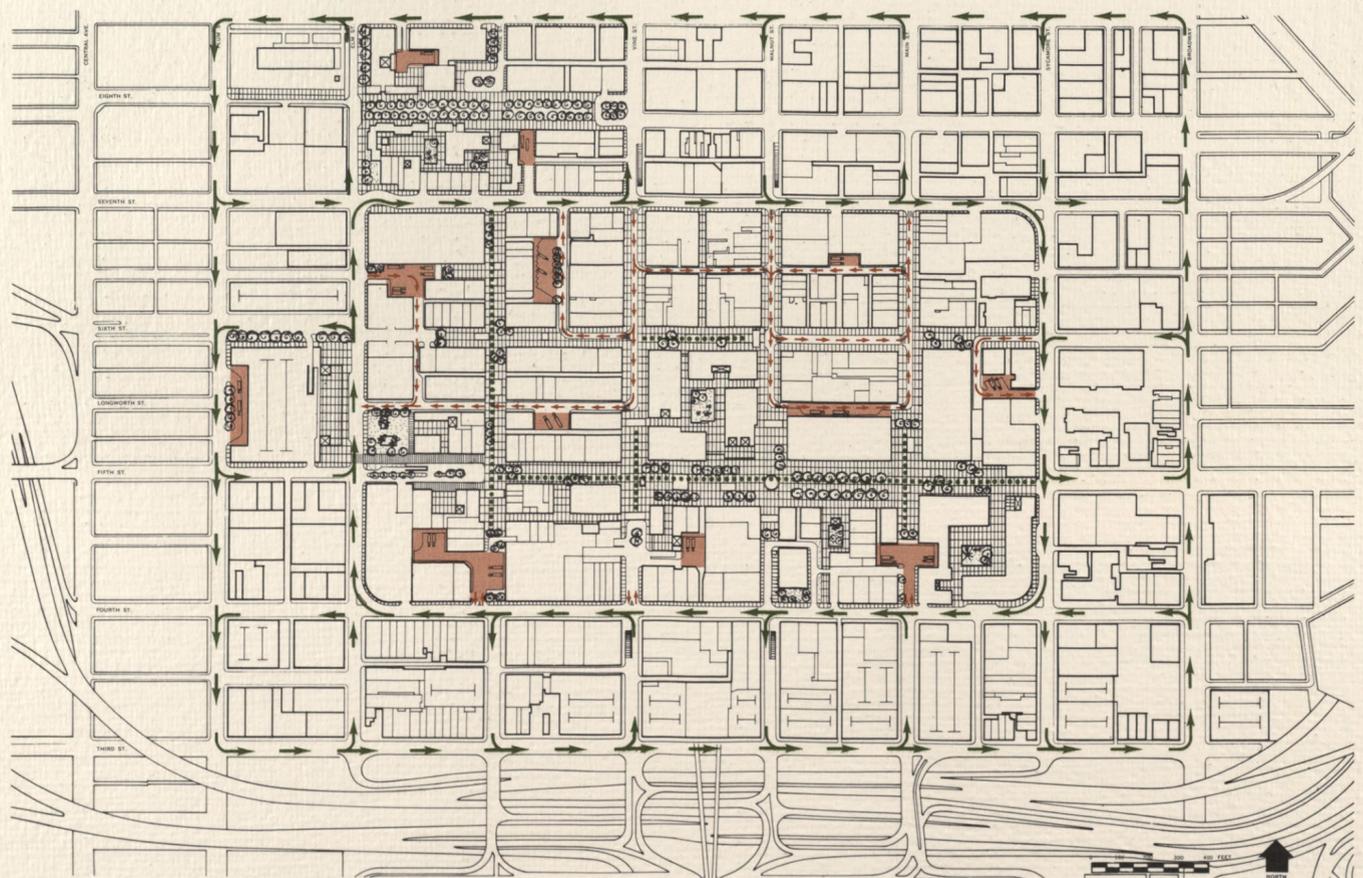
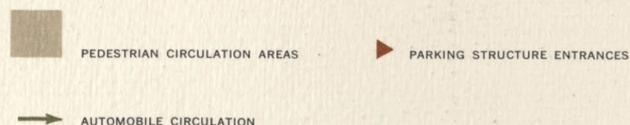
ing frontage, they afford the opportunity for such activities as outdoor boating and sport exhibits, fashion shows, and special merchandising attractions for the holiday seasons. All of these should be encouraged and supported by retailers and the downtown business associations.

Pedestrian ways must acknowledge the needs and convenience of the pedestrian by providing rest benches and covered waiting areas. Landscaping can establish an urban atmosphere whose character will change with the changing seasons: Trees and shrubs in permanent planting beds and flowers in movable planting boxes can be combined to define spaces and areas of individual scale and character. Provisions for sculpture and fountains (perhaps contributed by art museums or other civic organizations) will play an equally important part in creating a pleasant and elegant environment.

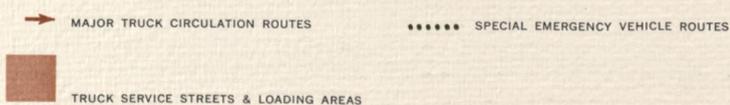
Sidewalk cafes utilizing existing restaurant facilities, imaginatively designed paving of various patterns and textures, and colorful lighting for night-time activities, all will help in bringing to the City Core a full measure of activities at all times, and will establish again the inducement for people to come "to town" just for the enjoyment of the experience.



PEDESTRIAN & AUTOMOBILE CIRCULATION



TRUCK SERVICE & EMERGENCY VEHICLE CIRCULATION



PEDESTRIAN AND AUTOMOBILE CIRCULATION.

The plan indicating major pedestrian and automobile movements within the "Core" and "Core Frame" area schematically outlines the free flow traffic loop which will enable vehicles to move rapidly around the "business and retail core" in a far more efficient manner than is possible with the present grid system of one-way streets. Entrances to all parking garages, shown on the drawing, are easily accessible to the motorist from either the inner circulating loop or the secondary outer loop.

The pedestrian areas, which have already been discussed in some detail, include both open air malls and covered shopping arcades. Together they form a continuous system of pedestrian spaces, designed to take full advantage of the commercial facilities located within existing buildings.

Loading and unloading of pedestrians from private automobiles or taxis has been made possible at numerous points throughout the core area and on its perimeter. Access to all pedestrian areas and building entrances can be achieved without sacrificing the objective of clear separations of pedestrians from vehicles; at no time is it necessary, or possible, for through-traffic to congest the passenger loading areas located on the cul-de-sac streets.

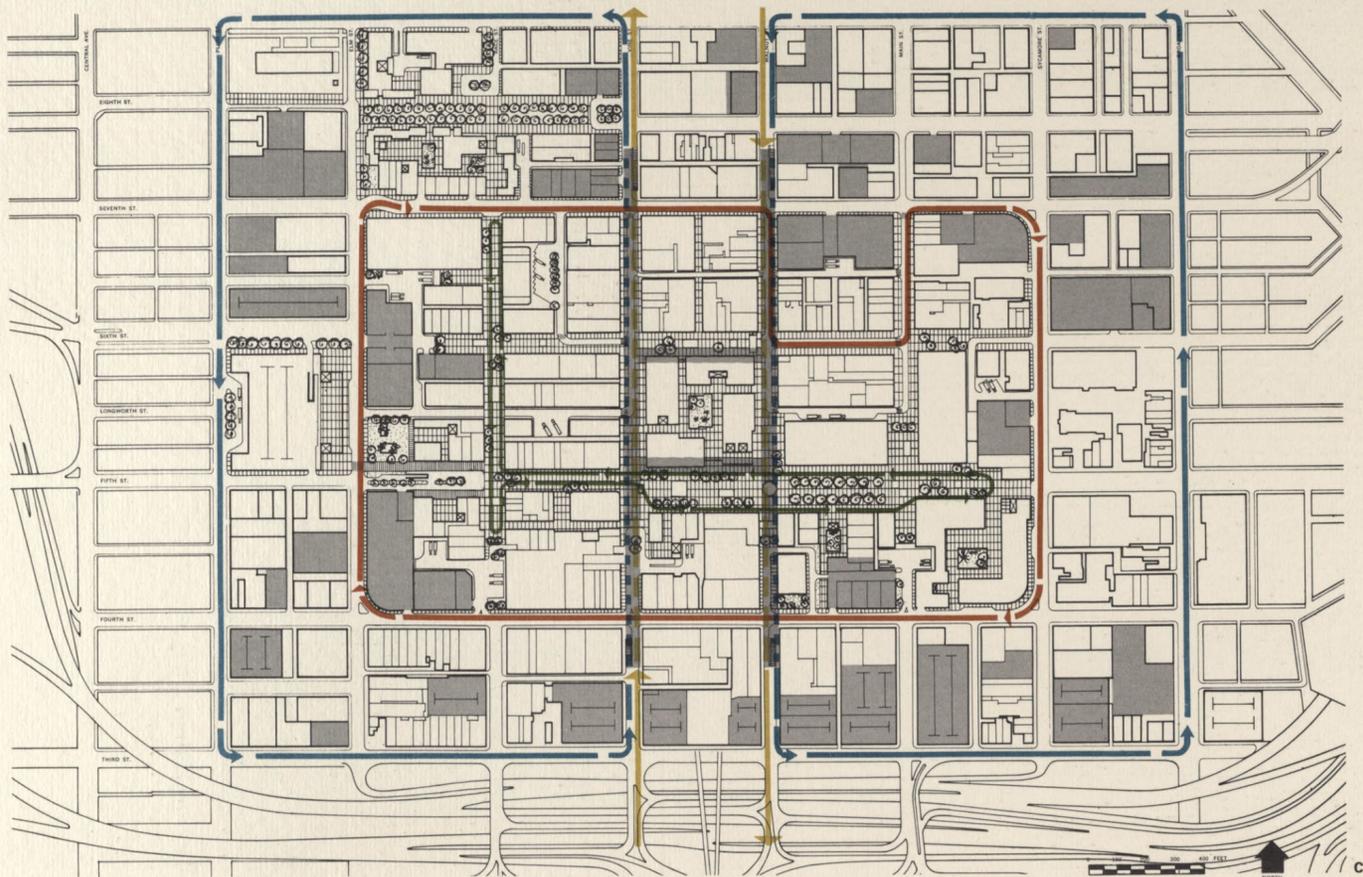
TRUCK SERVICE AND EMERGENCY VEHICLE CIRCULATION.

A series of truck roads and loading service areas are proposed which will provide an improved system for handling goods within the retail and business core. With the single exception of one new truck street (located between Race and Elm Streets), all truck circulation will occur within the rights-of-way of the existing street and alley network. The creation of numerous well placed truck loading areas, in conjunction with the truck roads, will provide a comprehensive service system, to adequately serve all facilities in the downtown core without necessitating truck movement into or through the pedestrian malls. Under exceptional and singular circumstances, and subject to special permit, trucks may enter the pedestrian areas, utilizing the same points of access and routes of movement allowed for emergency vehicles.

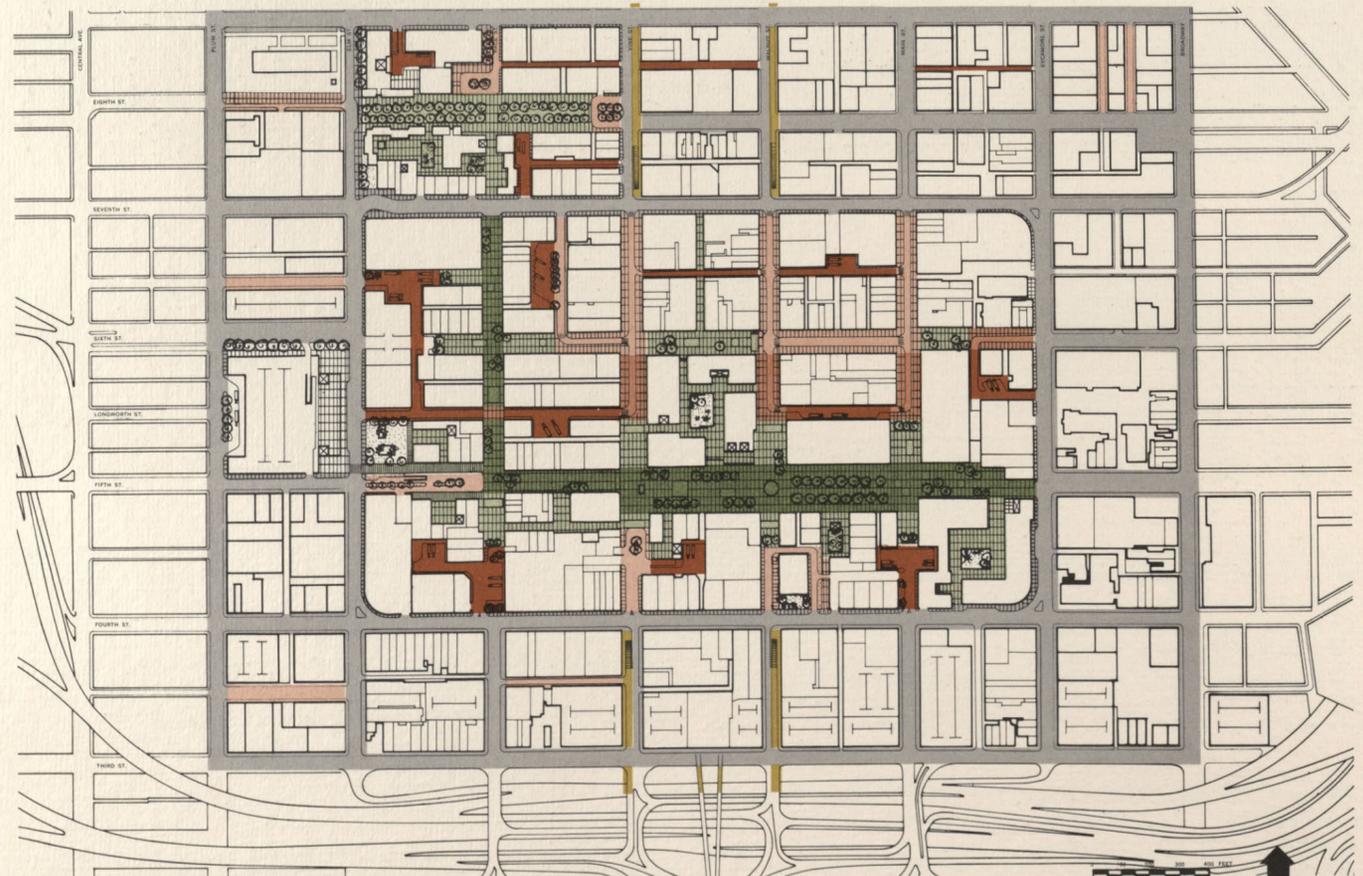
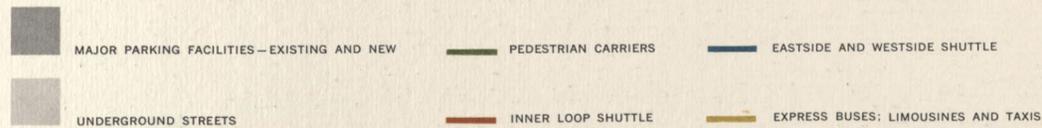
PUBLIC TRANSIT CIRCULATION.

A comprehensive system of public transit to serve the City Core is a necessary adjunct to the facilities provided by the Transportation Center and to the other elements of the plan. Such a system is readily achievable within the framework of the proposed circulation plan and by taking advantage of the underground streets serving the Transportation Center.

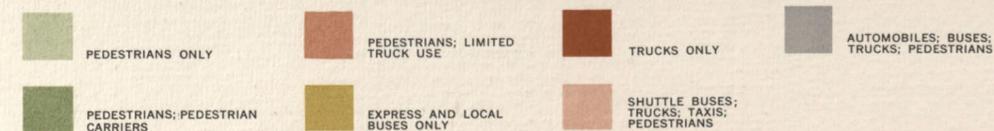
Transit passengers arriving at the Center will have three different modes of local transit available to reach all points within the downtown:



PUBLIC TRANSIT CIRCULATION



STREET-USE CLASSIFICATION



1. Slow moving pedestrian carriers, shuttling on the primary pedestrian malls and public squares, will provide protection from inclement weather, and offer to shoppers with heavy bundles and to senior citizens, a method for reaching the front doors of commercial establishments at all points on either the Fifth or Race Street pedestrian malls.
2. A limousine shuttle bus, continually circling the inner traffic loop, will touch at one point the transportation terminal, stop approximately every block for passenger loading, and also have stations in front of all major parking facilities serving retail establishments. This inner loop shuttle will minimize the need for automobile drivers to leave one parking lot and drive around just to reach a destination on the opposite side of the downtown core.
3. A pair of special shuttle bus routes: one route serving the east side of the downtown and the other serving the west side. Transfer from express buses to either of these shuttles will be available within the Transportation Center, which both reach by utilizing the underground street system. These local bus routes also have stations at a large number of parking facilities—particularly along Third Street—affording direct connection between these parking garages and the heart of the pedestrian core, the Transportation Terminal.

Such a system of public transit will provide the downtown with an efficient, fast moving and attractive means of transporting people to any destination within the entire City Core. The circulating shuttles, together with the pedestrian carriers, provide complete transit access to all points of downtown, with walking distances never exceeding one block.

STREET-USE CLASSIFICATION. The drawing which illustrates the application to the Core of Cincinnati of Street-Use Classification approach discussed in a previous section, actually summarizes all of the circulation elements of the Plan and outlines a method of implementation as well. The category of "Emergency Vehicles" should be considered to apply to each of the seven classifications, inasmuch as circulation by any type of such vehicle is available on every public right-of-way. The functional distinction between the various types of street uses serves as the prerequisite from which follow efficiency and order in the patterns of downtown circulation.

The system of use classification, as proposed and as related to the circulation system, reflects recognition of already established traffic habits (several present day one-way movements have been maintained). The diagram clearly expresses the high degree to which the ultimate purpose of the street classification approach—complete separation of different access functions—can be realized within the framework of Cincinnati's existing facilities.

THE TRANSPORTATION CENTER FOR THE CITY CORE

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As stated earlier in this report, it is the consultants recommendation that the entire block north of Fountain Square (Parcel "A" of the City Redevelopment Project) be designated as a site for Cincinnati's Core Transportation Center, and that it be developed as an integrated project including, besides the terminal, all the supporting facilities that can be practically developed on the site.

The earlier studies undertaken by the city for a Transportation Center to be located under Fountain and Government Squares contemplated the construction of underground access routes (located on Vine and Walnut Streets) to directly connect the underground terminal with the peripheral traffic arteries. The consultants concur with the recommendation for underground access routes, and suggest that, in connection with the proposed Transportation Center to be located on parcel "A," the underground access routes be retained on the Vine and Walnut Street locations. These routes should be designed specifically to serve as public transit facilities and should maintain the following characteristics:

1. They should function as one way arteries to minimize conflicts of movements and to properly relate to the pattern of loop circulation proposed for the core.
2. They should be restricted to use by public transit vehicles: interstate buses, regional buses, local buses, airport limousines, taxi cab and shuttle buses serving the core area, would all be allowed through the underground access routes. In addition, trucks and service vehicles with destination to the service areas of the terminal complex, and emergency vehicles (fire trucks, police cars, ambulances) would also use the underground routes. Private vehicles should be excluded.

3. Loading and unloading of passengers should be allowed only at the terminal facilities, with no intermediate stops along the access routes, to avoid congestion and loss of traffic-carrying capacity.
4. The design and construction of the access routes should give consideration to (and make provisions for) the possible future development of a regional rapid transit system (possibly utilizing rail carriers) so that, at the time when such development may occur, the transportation complex could be readily adapted to function as terminal for the new rapid transit network.

It is further recommended that the construction of the underground access routes be undertaken by the city as part of its share of the redevelopment program. In the opinion of the consultants, if, in addition to the assembly and clearance of the land within parcel "A," underground access is made available as outlined above, then the development of parcel "A" as a complete terminal complex would become an economically feasible and, indeed, a very desirable project for undertaking by a private developer. In this event the realization of the Transportation Center would become possible *at no cost to the city.*

The schematic section and visualization sketch shown here indicate an approach to the design of terminal complex; obviously more detailed studies will be necessary before scope, economics and precise plans for the project can be formulated. However, by developing this specific solution in some detail, it has been possible to establish the major characteristics of the project and to develop the financial projections and analyses required to prove its economic feasibility.

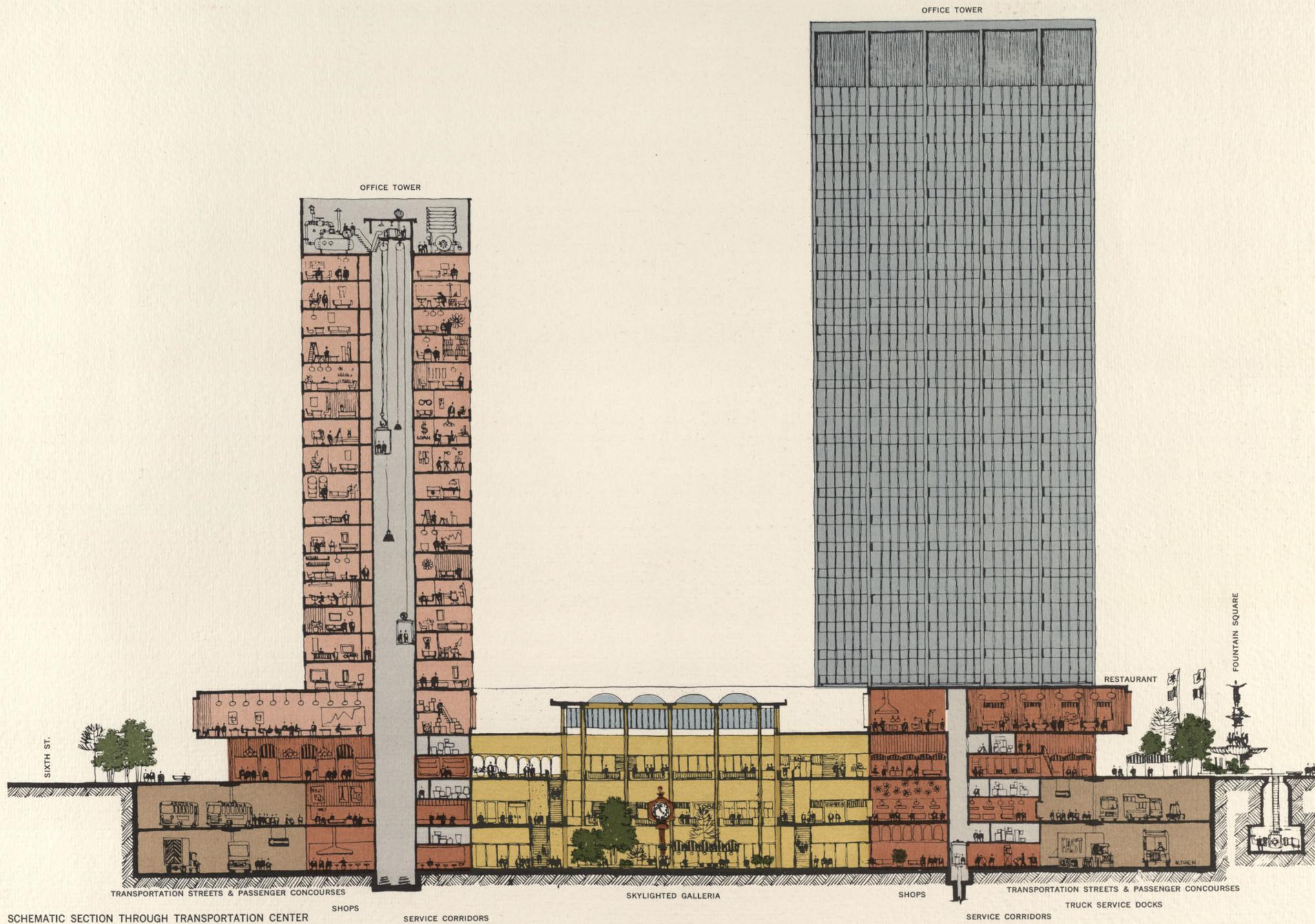
The concept of the project is founded on two major points:

1. Encouragement of multiple uses of the extremely valuable land.
2. Creation of a totally new environment which, by visual impact and by unprecedented convenience, will establish immediate and stable civic identification with the project.

The proposed solution: a central galleria covered and air-conditioned, forming the focal point of the project. Around the galleria are clustered the many commercial and retail facilities; through the galleria the passengers arriving at the terminal will reach their destination in the core of the city; within the galleria are located the lobbies of the office building towers constructed above ground level. The dramatic civic space thus conceived not only makes possible, but indeed synthesizes the multiple uses of the land into a *new concept of urban environment.*

A precedent to this approach has already been successfully tested in the Midtown Plaza project in Rochester, New York, which, since its completion earlier this year, has been heralded as the most significant achievement of downtown revitalization yet accomplished.

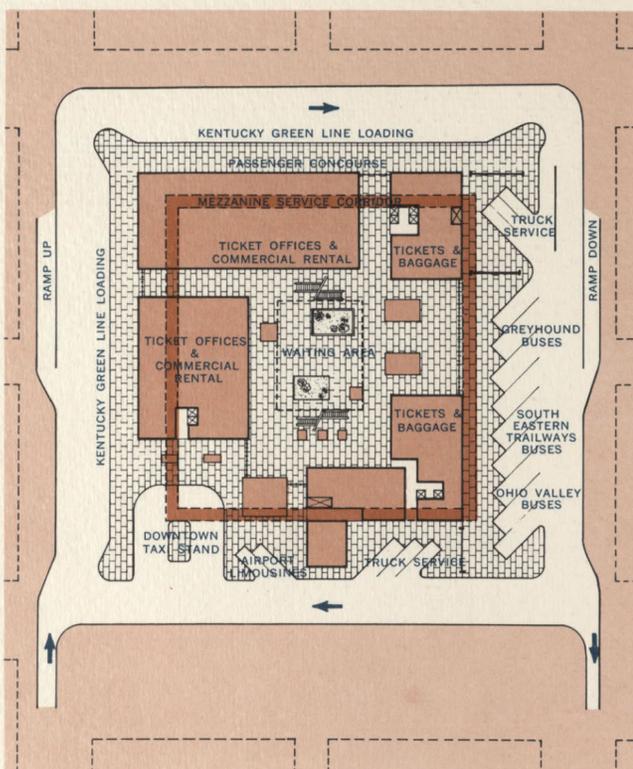
THE SUCCESSFUL IMPLEMENTATION OF THE TERMINAL CENTER WILL CONTRIBUTE IMMEASURABLY TO THE STABILIZATION AND STRENGTHENING OF CINCINNATI, AND, TOGETHER WITH THE OTHER RECOMMENDED MEASURES FOR TRAFFIC IMPROVEMENT AND PERIPHERAL PARKING, WILL ACT AS A POWERFUL CATALYST TO ACTIVITY, INVESTMENT AND REVITALIZATION FOR THE ENTIRE DOWNTOWN OF CINCINNATI.



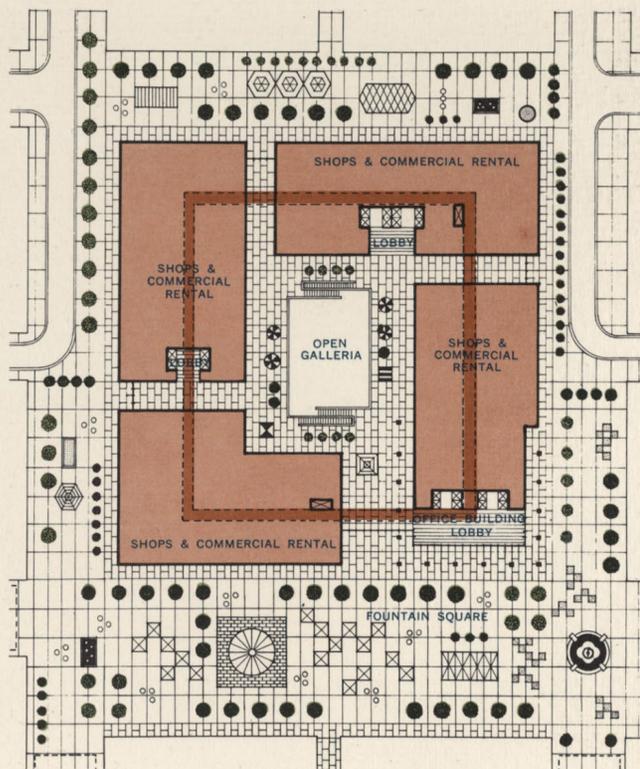
SCHEMATIC SECTION THROUGH TRANSPORTATION CENTER

SCHEMATIC PLANS FOR TRANSPORTATION CENTER

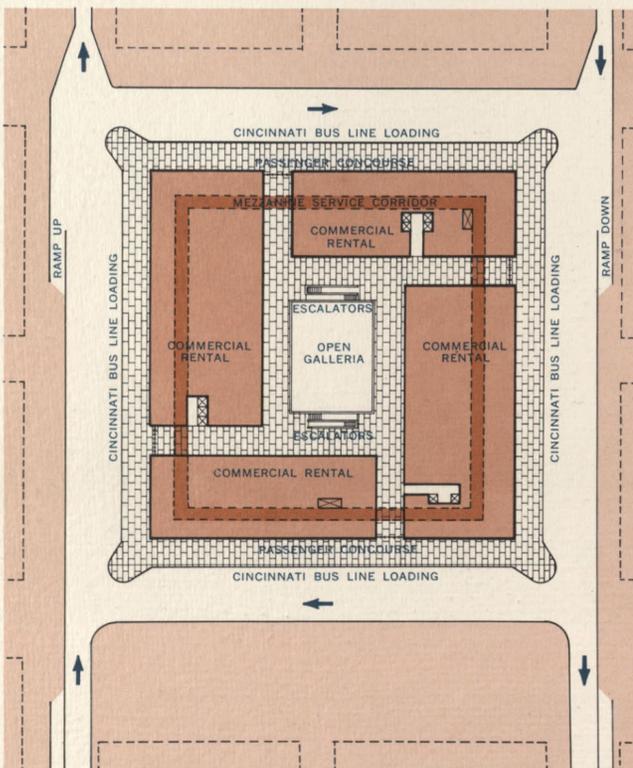
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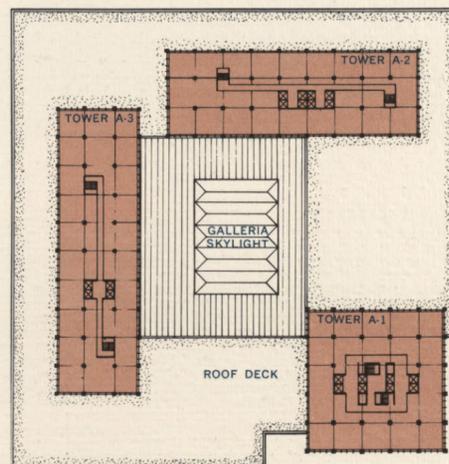
LOWER TRANSPORTATION LEVEL



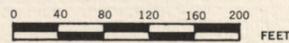
PLAZA LEVEL



MIDDLE TRANSPORTATION LEVEL



OFFICE TOWER LEVELS



The schematic plans of the proposed Transportation Terminal give a general indication of location and inter-relationship of the major facilities developed within the building complex. All the transportation and subsidiary commercial activities occur on three levels, around the great light-filled Galleria. This generously scaled, skylighted and air-conditioned space can accommodate as many as 20,000 transit passengers at peak rush hour, and will serve as many as 200,000 persons through an average twenty-four hour day.

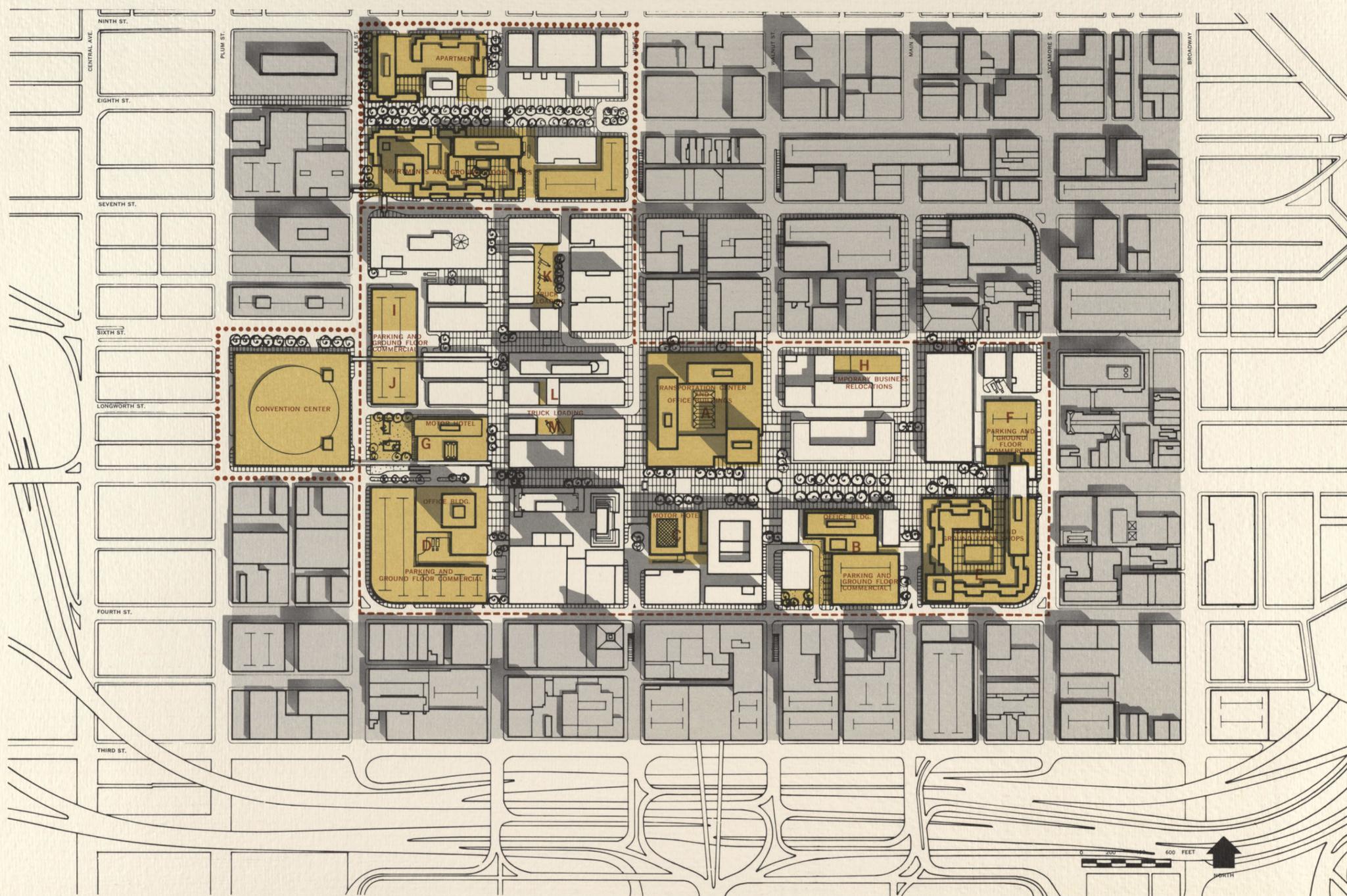
THE LOWER LEVEL is the downtown terminal for metropolitan bus lines (such as Kentucky Green Line), for interstate bus services (such as Greyhound), and for airport limousines. Ample taxi service facilities are immediately available at this level for maximum convenience of arriving passengers, who will also have at their disposal large and attractive waiting areas, shops and restaurants, ticket offices, and facilities for in-transit baggage checking. Two separate and screened truck delivery areas are connected by means of service elevators to all levels of the terminal as well as to all floors of the office towers.

THE MIDDLE LEVEL contains passenger terminal facilities for all the metropolitan buses of the Cincinnati Transit Company as well as for the local downtown shuttle buses. Arriving passengers move from the peripheral concourses, past shops and specialty stores, into the central Galleria, where escalator and elevator access is available to all of the other levels. Shop areas on all levels are connected, through a mezzanine service corridor, with the service elevators that reach the truck delivery areas at the lower level.

THE PLAZA LEVEL has immediate access to Fountain Square and all adjacent streets. A covered pedestrian arcade surrounds the shops, banks, ticket offices, and other commercial facilities which are contained within the Center at this level. Lobbies for the office towers, located at this level, are reached through the four entrance arcades, connecting the Galleria with the adjoining malls.

THE TYPICAL OFFICE FLOORS are located in three separate towers, which rise from a mezzanine level containing storage facilities, mechanical equipment, as well as rental areas which overlook the square. (The intermediate, mezzanine level fulfills those commercial and service functions which are ordinarily located within basement areas.) The office towers have different heights and floor areas to meet the variety of rental demands.

THE REDEVELOPMENT PROGRAM AS A TOOL FOR IMPLEMENTATION



CORE REDEVELOPMENT PROJECT & PARCEL AREAS

PROJECT PARCELS
 PROJECT BOUNDARY
 EXTENDED PROJECT BOUNDARY

The implementation of the "Plan for Revitalization of the City Core" will require the imaginative and judicious use of all the planning, financial and legal tools available to the community, and will demand the continuous cooperation of civic initiative and private enterprise.

One of the most valuable tools for implementation of the revitalization of the City Core will undoubtedly be the already established "City Redevelopment Program." It will make available to the city of Cincinnati not only financial support but practical and effective land assembly techniques as well.

The Plan submitted with this report follows basically the specifications prepared by the Redevelopment Agency; in certain respects it broadens the scope of the original program, and, in two specific instances, it recommends actual revision to the boundaries, to include adjacent areas.

The first addition would provide a site for the proposed Convention Center in a location (as previously discussed) exceptionally well suited for this purpose from the standpoints of the access, parking availability, proximity to existing hotel facilities, and relationship to the proposed elements of the revitalization program. While

it may not be technically necessary to include this parcel in the Redevelopment Project to obtain the site for the Convention Center, it would seem advantageous for the City to avail itself of the benefits of the redevelopment program by extending the boundaries as suggested.

The second addition involves the residential complex adjacent to Garfield Place. As previously discussed, the inclusion of this parcel to the Redevelopment Project will facilitate the realignment of the critical intersection at 7th and Elm Streets, and improve the traffic circulation of the inner loop. The ultimate inclusion of this parcel will also allow the development of additional parking facilities to serve the needs of existing buildings which would remain as an integrated part of the proposed traffic-free Garfield Place complex.

A policy decision should be reached at an early stage concerning the development of all parking facilities for the city core: It may prove desirable and economically feasible to undertake the parking program as a city-sponsored venture, with financing supported by revenues from parking-fees. If, however, the development of the parking facilities should be left to private enterprise, it is

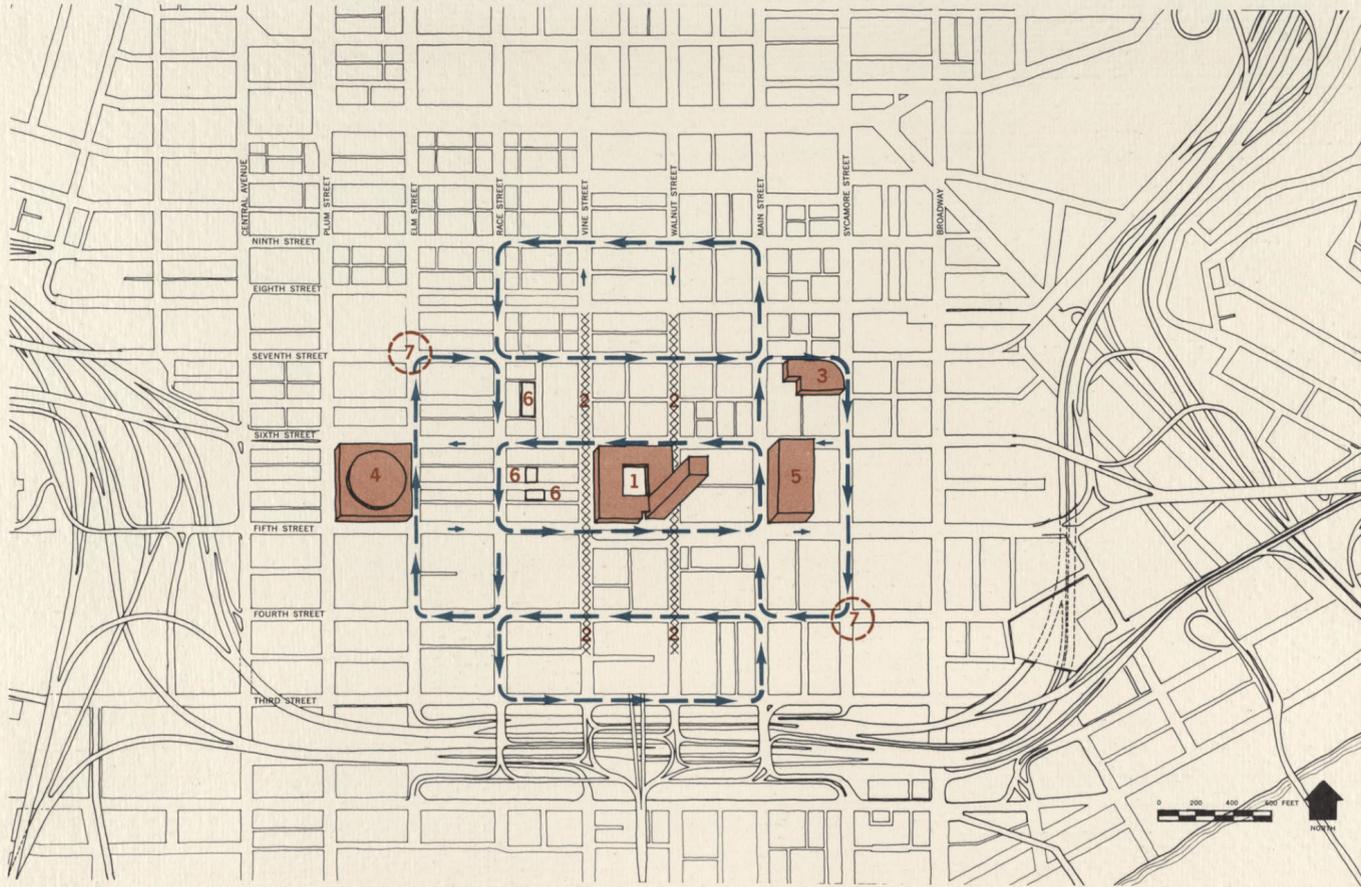
mandatory that the city maintain control of location, charges, access and sizes of facilities, by treating parking—in effect—as a public utility.

The consultants recommend that the problem of implementation of the recommended peripheral parking facilities be given immediate study, especially in view of the possibility of further extending the "Redevelopment Project" to facilitate the acquisition of the land required for the parking structures.

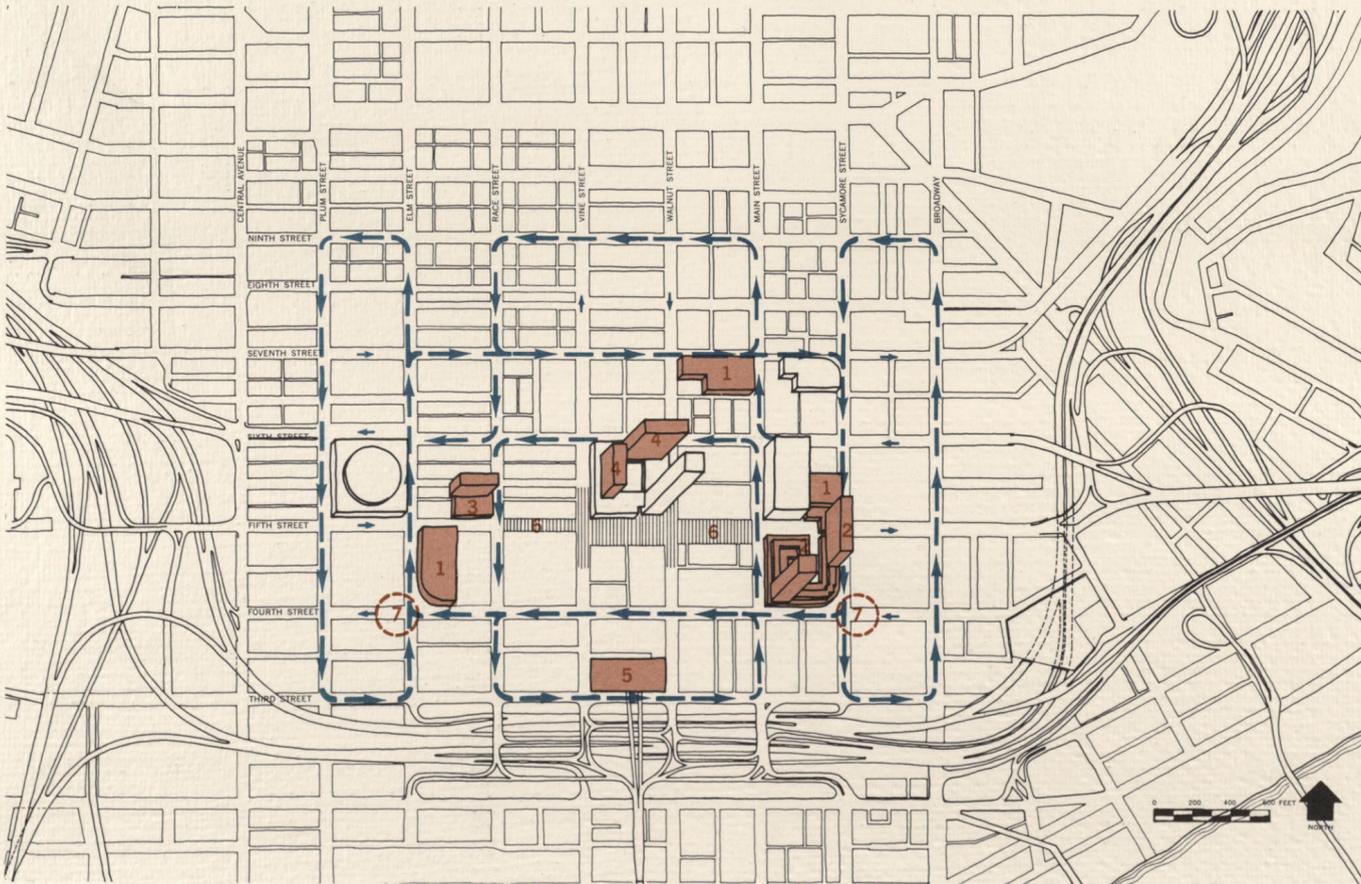
In so far as the "Core Redevelopment Project" for downtown has already been submitted to the Federal Government for study, it would appear unwise to delay the process of review by making changes to the original submission at this time. The consultants suggest however, that, if the "Plan for Revitalization of the City Core" hereby submitted is accepted by the City, the Department of Urban Development should prepare, as soon as practicable, an amendment to the original application to include those additions that are recommended as being most beneficial to the implementation of the Revitalization Program.

IMPLEMENTATION BY PHASES

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PHASE I



PHASE II

DEVELOPMENT BY PHASES. It will be essential that the transition from present conditions to ultimate accomplishment occurs through a series of successive steps so detailed and correlated that disruption, waste and inconvenience will be minimized.

Extensive interruption of day-to-day operations cannot be afforded by the City or by downtown commerce. However, through a careful phasing program, changes can be implemented with relatively little difficulty and can be readily assimilated by the community. As the ultimate circulation plan follows existing one-way traffic patterns, minor modifications in traffic flow that may prove necessary during development must respect the driving habits to which the general public is accustomed.

The following diagrams, considering only one of several possible sequences of phasing by which a smooth transition can be realized, indicate how the Ultimate Plan can be developed, over a period of years, with a minimum of inconvenience, without ever disrupting the presently established one-way street patterns and with effective integration of the program of new construction that will be generated by the "Redevelopment Program."

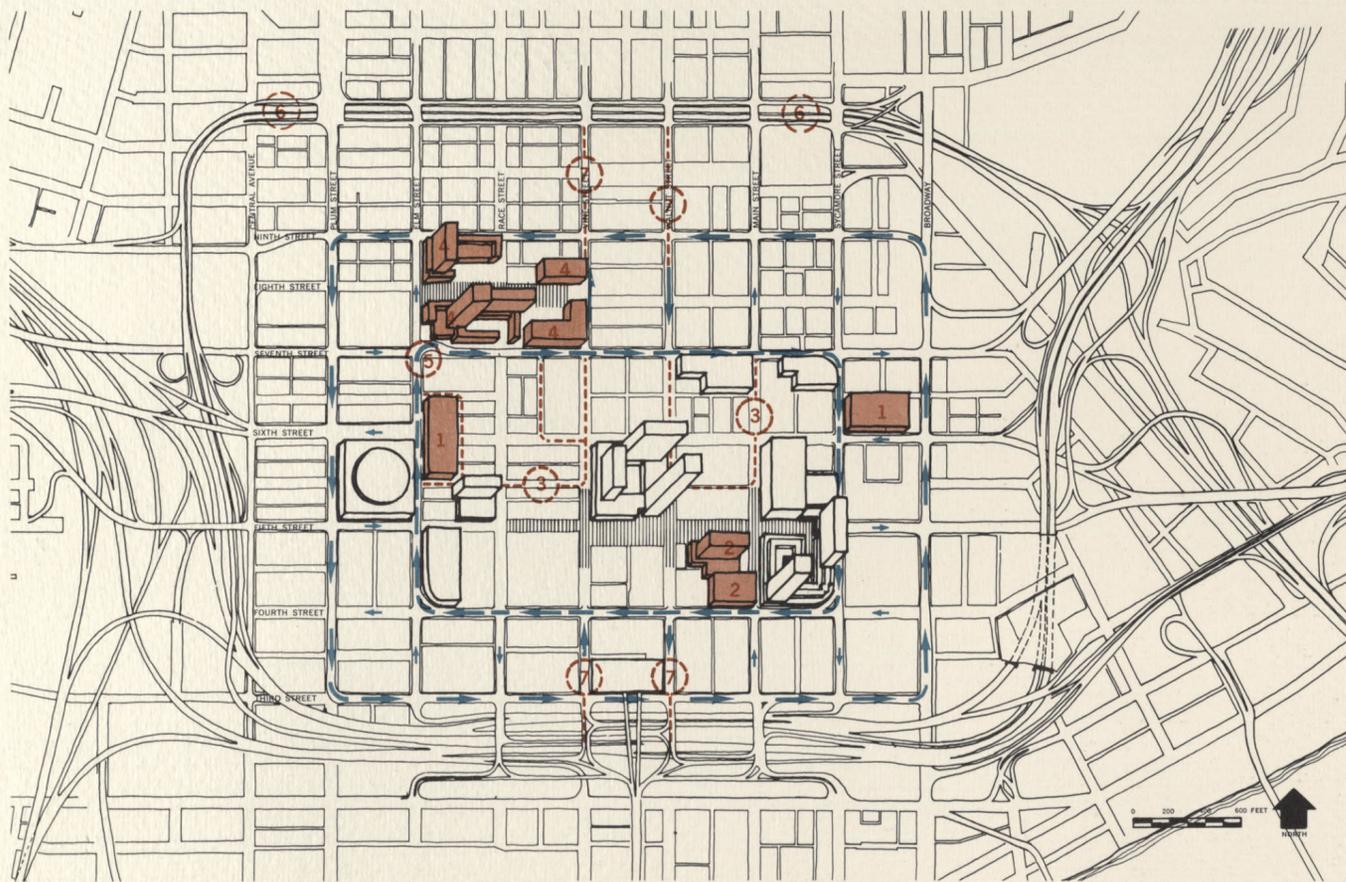
Although the precise sequence outlined here contains flexibility in detail, the general progression clearly outlines those steps that are necessary to the logical transition towards downtown's ultimate goals.

PHASE I

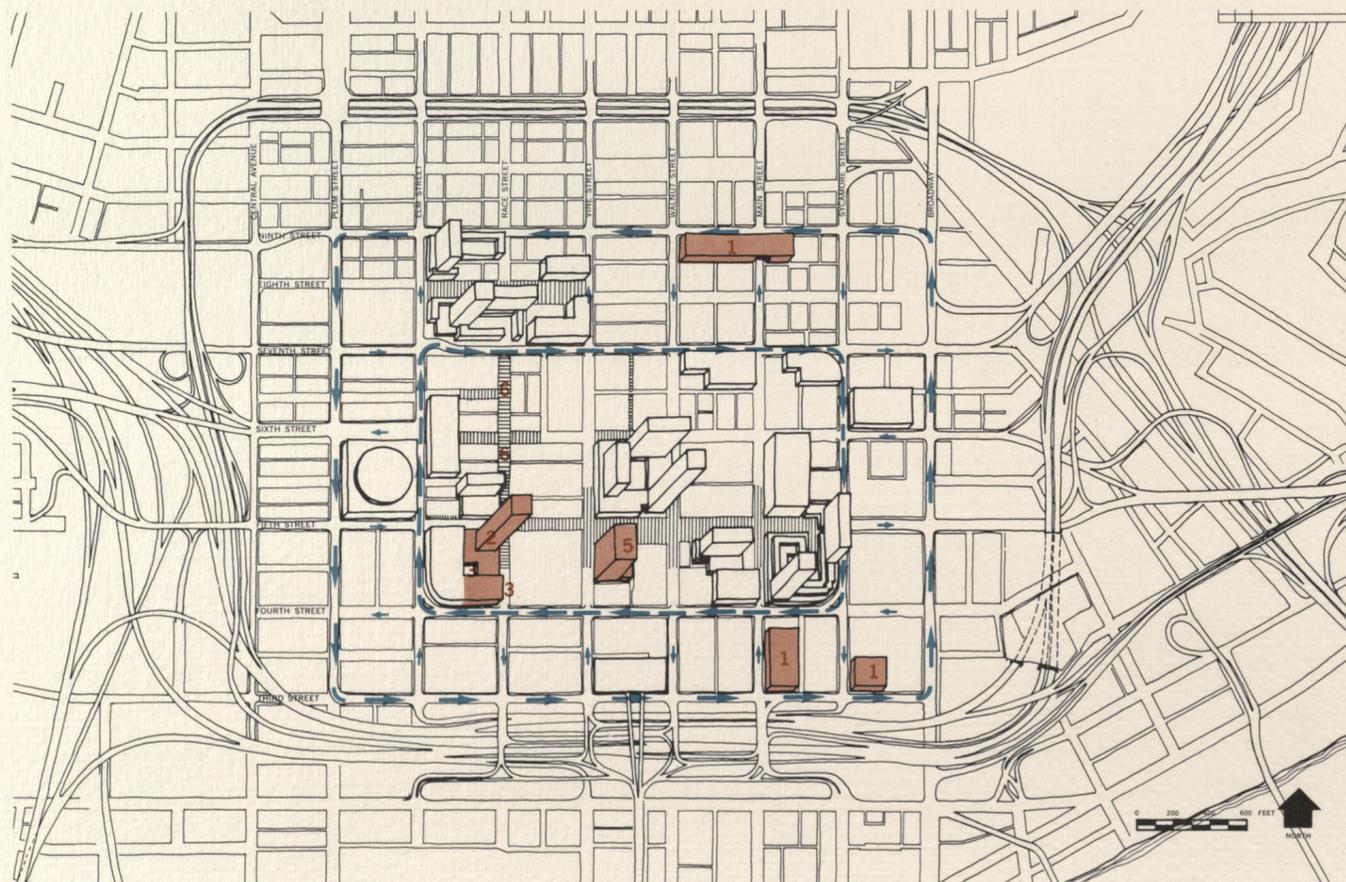
1. Construction of first stage of Transportation Center, including first Office Tower facing Fountain Square.
2. Construction by City of Underground Bus and Truck Roads leading to Transportation Center.
Vine and Walnut Streets partially closed during construction.
3. Begin new parking construction program; Seventh and Sycamore Streets.
Coordination of development with intersection realignment to facilitate right turn movements.
4. Construction of Convention Center.
5. Construction of Federal Office Building.
6. Construction of truck service bays, using "redevelopment" parcels "K," "L," "M."
7. Institute inner traffic loop and interim secondary loops.
Traffic movement following existing one-way patterns with minor adjustment in sign control and signalization.
Realignment of street intersection on Seventh and Sycamore.

PHASE II

1. Continue parking construction program: "redevelopment" parcels "D" and "F" and on Seventh Street.
Coordinate with intersection realignment at Fourth and Elm.
2. Construction of first residential complex and ground floor shops on "redevelopment" parcel "E".
Coordinate construction with intersection realignment at corner of Fourth and Sycamore.
3. Construction of new motor hotel facilities on "redevelopment" parcel "G".



PHASE III



PHASE IV

4. Construction of additional office space above Transportation Center.
Underground facilities fully operational.
5. Reconstruction of "Dixie Terminal" to adjust for bus access from bridges to Transportation Center ramps and to include bus storage facilities.
6. Closure of Fifth Street to through traffic and construction of pedestrian plazas and malls.
7. Adjust traffic flow and signal controls for Fifth St. closure.
Realignment of intersection at Fourth and Sycamore and Fourth and Elm.
8. Institute "Downtown" shuttle bus service and pedestrian carriers along Fifth St.
Coordination of routing and scheduling with express bus and taxi operations within Transportation Center.

PHASE III

1. Construction of additional parking facilities, on "redevelopment" parcels "I" and "J" and Sycamore St.
2. Construction of professional office building and parking on "redevelopment" Parcel "B".
3. Creation of truck service roads within "Pedestrian Core"
Exclusion of through traffic from Sixth St., Opera Place, College St., et al.
4. Construction of Garfield Place residential and parking facilities.
(Expanded redevelopment project)
5. Realignment of street intersection at corner of Seventh and Elm.
Inner traffic loop fully operational.
6. Construction of expressway link along Central Parkway connecting eastside and westside expressways.
7. Creation of free-flow express bus lanes from periphery of Core to Transportation Center.
Exclude private cars from bus lanes on Vine and Walnut Streets.
8. Removal of all on-street parking within "pedestrian core" area and on inner traffic loop.
9. Adjust traffic controls for full utilization of inner traffic loop around "pedestrian core" and secondary loops serving "core frame."

PHASE IV

1. Completion of off-street parking program within "core frame" area.
2. Construction of mercantile office building, new retail facilities, and additional parking on "redevelopment" parcel "D".
3. Construction of new truck service facilities on lower Race St.
4. Construction or remodeling of hotel facilities on "redevelopment" parcel "C".
5. Removal of traffic on Race St. and construction of Pedestrian Mall.
6. Removal of all on-street parking within "Core Frame" area.

CONCLUSION

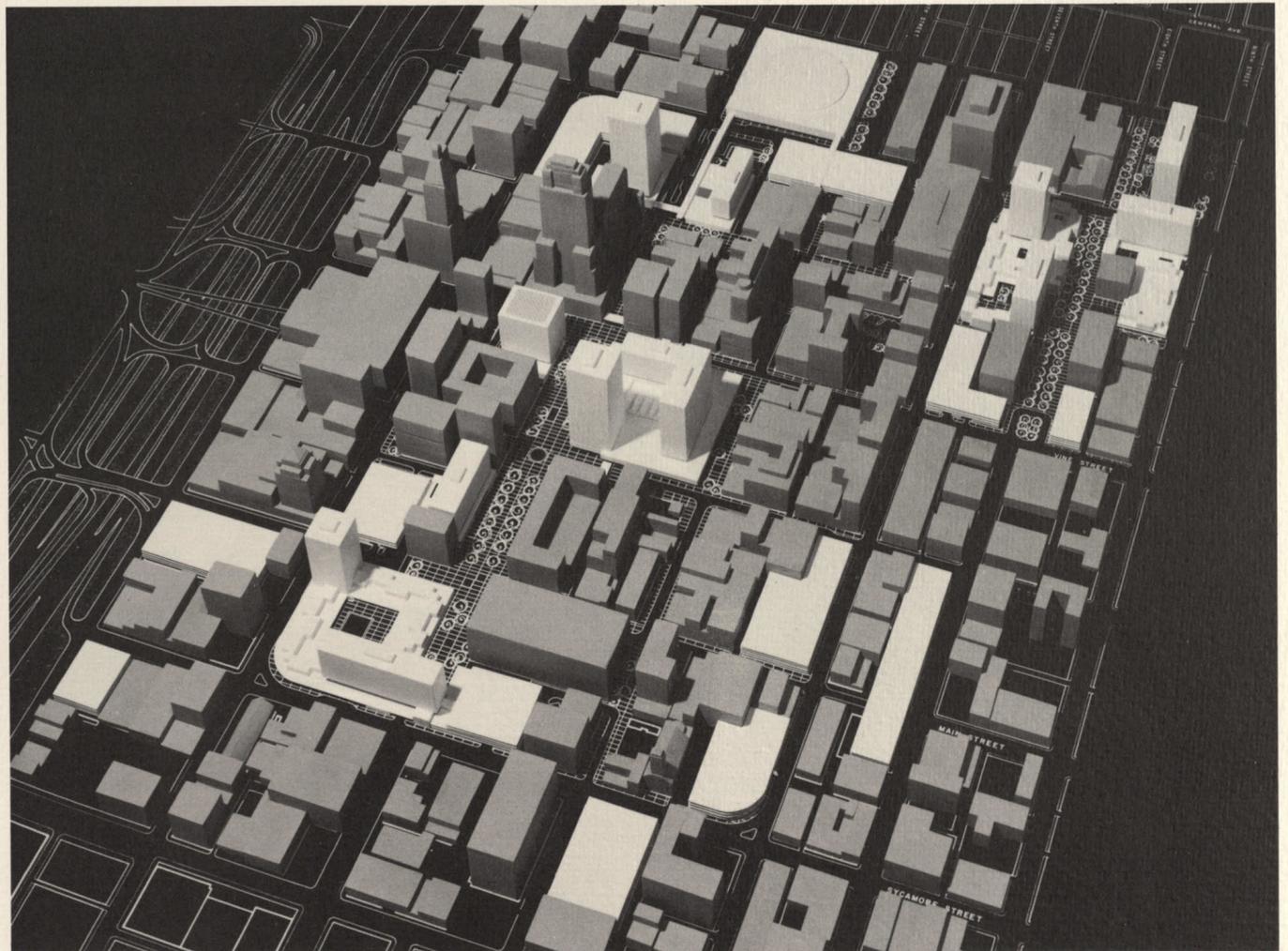
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The Plan for the Revitalization of the City Core of Cincinnati, presented in the preceding pages, is submitted to the City Government and its agencies as a constructive contribution toward downtown redevelopment.

The present redevelopment project, covering a twelve-block portion of the downtown area, is to form the basis for proposals by private developers. Though it recognizes the need for separation of various modes of traffic, it does not offer specific recommendations for changes to the organizational pattern of the core or for improvement of access and circulation by public and private transportation. Experience has shown that the demolition of old buildings and their replacement by new ones cannot, by itself, achieve the reversal of the prevailing trend toward the withering of the core area. It is, in fact, highly doubtful whether individual developers could successfully lease and finance new structures within the core area unless significant improvements to accessibility, circulation, public transportation, parking facilities, and to the quality of the public environment of downtown are simultaneously undertaken.

One of the most important elements of the Revitalization Plan submitted with this report is the Transportation Center. It is the opinion of the consultants that, if the City is committed to the implementation of the improved circulation pattern of the core area, and to construction of the underground access routes to serve Parcel "A" for the exclusive use of public transit vehicles, then it will be in a position to require that the selected private developer for Parcel "A" comply substantially with the proposed utilization of this parcel, which allocates the underground levels to the terminal facilities, the levels above grade to intensive office building development, and the ground floor to public access as well as to appropriate retail and restaurant conveniences. In this manner, the City would obtain an effective public Transportation Center at no cost—other than required for the construction of the underground routes—which, in all probability, could be implemented within the framework of the redevelopment program.

By combining public improvements for better accessibility, better circulation, and better environmental qualities with private initiative for reconstruction of the potential building sites in the core area, the difficult task of reversing established trends can be accomplished and the revitalization of the entire city core can be implemented with speed and effectiveness.



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