# OB olluminate

# **01. COMMUNITY ENGAGEMENT**

## **Overview**

The Covington Central Riverfront Strategic Plan is the result of a year long exploration into planning, design and economic strategies for the IRS study area. At the core of the process is community involvement. Community participation led to a consensus plan and a clear direction to the formation of the market driven preferred plan. Our team used a series of methods to engage with the Covington community garnering nearly 1,000 comments from nearly 600 participants.



Figure 3.1. Various community engagement events were hosted for community feedback.



The Consultant Team hosted several workshops throughout the process including an Open House to kick-off the process and two workshops later on to explore the framework. At various points throughout the project, the Consultant team presented to both the City, Stakeholders, and Community in order to garner feedback on the developing plan. Civic Dinners hosted nearly 200 individuals and prompted great discussion regarding the site and opportunities to enhance the riverfront and community. After the presentation of the concept alternatives, citizens were invited to share their opinions regarding the plans and plan elements.

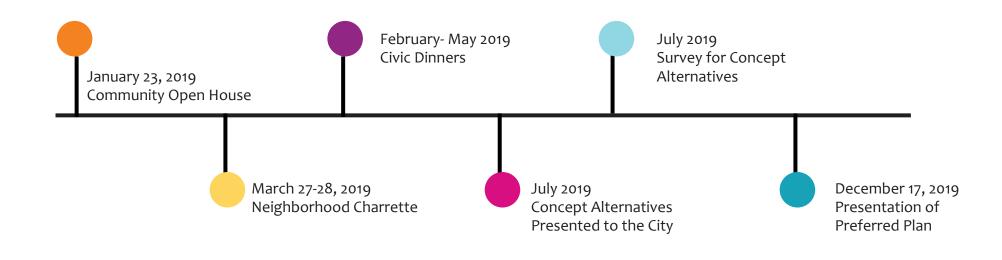


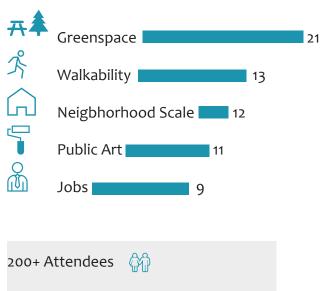
Figure 3.2. Schedule and Engagement Plan

## **Schedule and Engagement Plan**

The engagement process spanned 12 months beginning with a Community Open house and concluding with the Presentation of the Preferred Plan. At various touch points throughout the process, the consultant team met with the community to garner input necessary to shape the plan and further define plan elements.



## **Community Kick-Off Top 5 Topics**



13 Neighborhoods Represented

200+ Comments 🛛 🕵

ARCHITECURALLY SIGNIFICANT CONSTRUCTION - RICH IN DETAIL MAINTAIN SCALE WITH NEIGHBORHOUD TO SOUTH SEMI-DETACHED + DETACHED ROW HOUSES - APPREDABLE COMMANNITY DARK / GATHERING SPACE / FESTIVAL AREA SUSTAINABLE DEVELOPMENT RESTAMRANTS + CARES

Figure 3.3. Community participants at the workshop filled out notecards with ideas and suggestions

## **Stakeholder Meetings**

On January 24, 2019, the consultant team met with seven groups of stakeholders including:

- + the City Staff
- + Regional Banks
- + Catalyst Fund
- + Corporex
- + Commercial Developers
- + Economic Development
- + and the Mayor

Each group had an hour long interview where they were asked to not only dream big about what the site could be but also discuss foreseeable issues and concerns regarding future development possibilities. The major take-aways from the discussion included an overall desire for job creation, connectivity, and a true mixed-use environment.

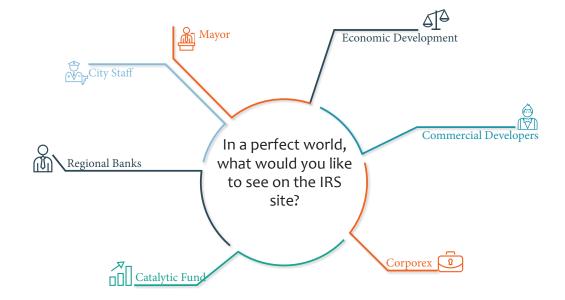


Figure 3.4. Diagram illustrating the central conversation with various stakeholders



## **Innovate Workshops**

On March 27th and 28th, 2019, the consultant team hosted two Innovate Workshops. The first meeting was held at Great Neighborhoods on the evening of the 27th and the second at Trinity Episcopal Church on the afternoon of the 28th. Together, the workshops gathered ideas and feedback from 17 participants eager to share ideas for what uses and building types should occupy the IRS site.

Activities were organized based on the over arching framework of Connect, Stimulate, and Activate. We received input on grid and street organization and heights and types of buildings.

2 Workshops	11
17 Attendees	<b>A</b>

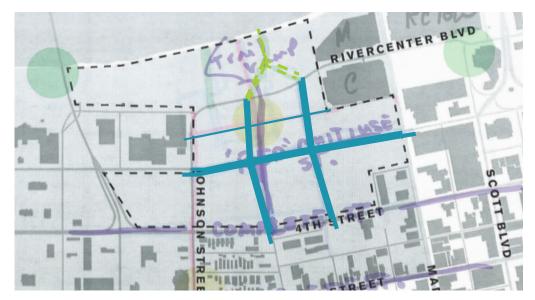


Figure 3.5. A workshop attendee's idea on grid alignment through the site



Figure 3.6. Attendees were asked to construct what they wished to see using legos and construction paper

## **Civic Dinners**

From February through May of 2019, dozens of Covington residents gathered around dinner tables to discuss their visions for the IRS site. Variously described as 'un-welcoming', and 'eyesore' and 'wasted space', conversation participants were enthusiastic about the Cinderella potential of the IRS site, and the possibility of transforming the area into a vibrant hub for the city. People were deeply engaged in the conversations, and while people didn't always agree on the best use of the space, a wide variety of ideas were discussed in parallel to consideration being given to Covington's history, values, and future vision of the city.

#### The top themes were:









## CO Reconnect Covington

A conversation exploring the values and visions of Covington residents regarding the IRS site, a 23-acre parcel of land located on the riverfront in the heart of the city's downtown.

From February through April, dozens of dinners will take place across Covington as part of a collective visioning process that aims to bring diverse ideas and shared visions to the table. These dinners along with planned public meetings will allow ample opportunities for people to share their vision for the future of the IRS site.



TO HOST OR ATTEND: www.civicdinners.com/reconnectcovington

Figure 3.7. Example Civic Dinner flyer

## **Concept Alternative Public Presentation**

July 11, 2019, the consultant team presented the concept alternatives to over 100 Covington residents and welcomed feedback that would be used to create the preferred plan.

1 Presentation	11
100+ Attendees	<b>A</b> D
180+ Comments	



Figure 3.8. Presentation attendees responding



Figure 3.9. Attendees listen on as Cooper Carry explains the three Concept Alternatives

## **Online Survey**

278 Covington residents participated in an online survey regarding plan elements and preferences. From the survey, we gathered that the most important or valued elements of the plans were a connection to Mainstrasse, a green boulevard, and a central plaza.

#### Green on the Levee



#### Love the Covline



### **Central Green**



#### Elements:

## #3 connection to mainstrasse (Green on the Levee) 20 votes • #5 sloped levee park (Green on the Levee) 17 votes •

#9 levee level event space (Green on the Levee) 8 votes

## #1 green boulevard (Love the Cove)



#2 Central plaza (Central Green) 23 vote #4 large levee park (Central Green) #8 activated alleyway (Central Green) 9 votes

Figure 3.10. Top responses of elements Covington residents preferred in each plan concept

# O Innovate



# **01. OVERVIEW**

The Innovate Phase consists of synthesizing the feedback, analysis, and recommendations received during the Investigate Phase to create several concept alternatives for the IRS Site.

Through this process, we developed guiding principles that effectively summarized the public feedback. During the community engagement, we repeatedly heard a desire to reconnect the grid, provide more jobs, and create vibrant spaces for the community. These comments serve as the basis of our guiding principle themes of Connect, Stimulate, and Activate.

# • 0 •

## CONNECT

**Reconnecting Covington** through visual and physical connections to the Ohio River, surrounding neighborhoods, and city at large.

## STIMULATE

Stimulate Covington's job growth and recapture the tax base lost from the IRS closure while also encouraging a variety of development that will enhance the vitality of the area.

## ACTIVATE

Activate Covington through programming and a mix of uses. Create a space for festivals, events, and community gatherings throughout the year.

Figure 4.1. Key Themes that shaped each concept

# **02. GUIDING PRINCIPLES**

## **Connect the Grid**

Connecting the Grid principle establishes the important need to reinstate the city grid through the site. This begins to introduce opportunities to thoughtfully connect the surrounding neighborhoods through safer intersections, trail connections, and bike lanes.

## **Stimulate Job Growth**

The stimulate principle focuses the conversation around job growth and providing a mixture of uses that will support an active site. By providing the right mix of residential, retail, and office the site will not only thrive but spur additional growth in the area.

# Activate by Creating a Place

Activate principle explores the mechanisms necessary to make a vibrant site. It merges the discoveries of Connect and Stimulate to focus on the creation of place. Activate looks at how retail streets, parks, and plazas work together to synnergistically create a vibrant place.

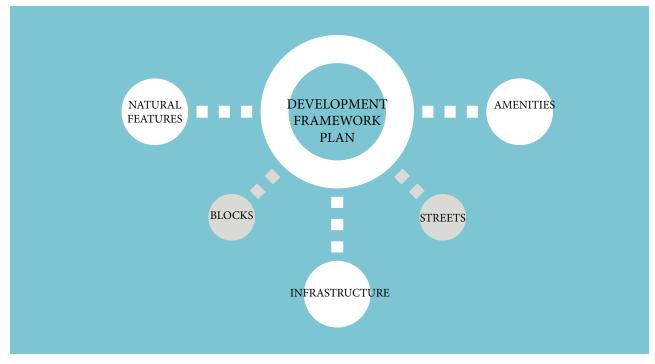


Figure 4.2. Development framework looks at how the above elements come together to create the backbone of the Concept Alternatives

## **Framework Plan Process**

To kick-off the conceptual alternative framework process, our team conducted two workshops with the community to garner input and receive feedback. With their help, we began to explore options for the street grid and plan elements that would be an asset to the community. We developed three Concept Alternatives each with their own street configuration and public amenities.

# **03. CONCEPT ALTERNATIVES**

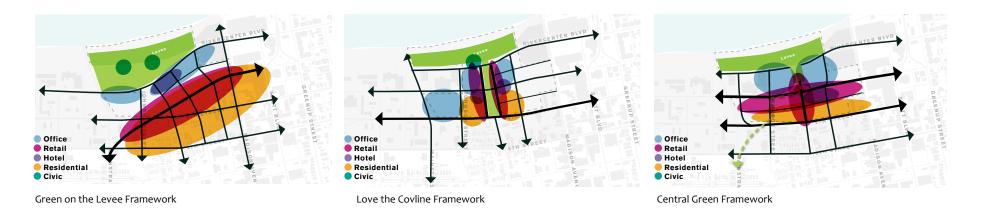


Figure 4.3. Comparison of three framework and land use concepts

While the concept alternatives each had their own unique framework and plan amenities, the development program was roughly the same based on market projections. Each plan was drawn with flexibility in mind and the understanding that uses may shift during the evolution of the process. The three Concept Alternatives include Green on the Levee, Love the Covline, and the Central Green.

## **Green on the Levee**

Green on the Levee looks to create sweeping movements with direct connectivity to Mainstrasse. Inspired by the Olympic Sculpture Park in Downtown Seattle, this concept brings the park into the site and create an experience journeying to the top of the levee to views across the Ohio River. It provided an iconic space for either a City Hall or civic building while also enhancing access to the Ohio River.



Figure 4.4. Green on the Levee concept plan



Figure 4.5. Land use for Green on the Levee concept plan

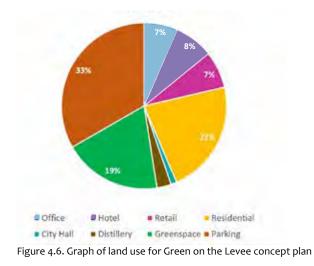




Figure 4.7. Aerial view from northwest corner of Green on the Levee concept plan

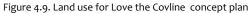
## Love the Covline

Love the Covline focused on reconnecting the grid and creating smaller, more developable blocks within the site. Pedestrian bridges cross RiverCenter Boulevard through a series of rooftop bars and amenity spaces to create a truly unique experience. It also introduces a grand central boulevard with green space and plaza space.



Figure 4.8. Love the Covline concept plan





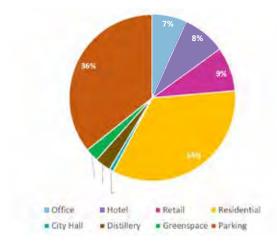


Figure 4.10. Graph of land use for Love the Covline concept plan



Figure 4.11. Aerial view from southwest corner of Love the Covline concept plan

## **Central Green**

The Central Green focused on a straightforward street grid that elevates gradually in order to bring the central plaza up to the existing levee. This unique arrival moment provides panoramic views from the IRS site and an inviting plaza that opens up to the park. The blocks are easily developable and provide the opportunity for great future flexibility.



Figure 4.12. Central Green concept plan



Figure 4.13. Land use for Central Green concept plan

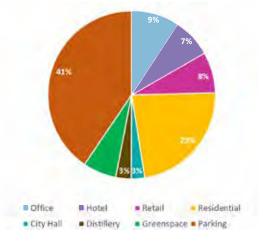


Figure 4.14. Graph of land use for Central Green concept plan



Figure 4.15. Aerial view from southwest corner of Central Green concept plan

Green on the Levee



Love the Covline



Central Green



#### Elements:

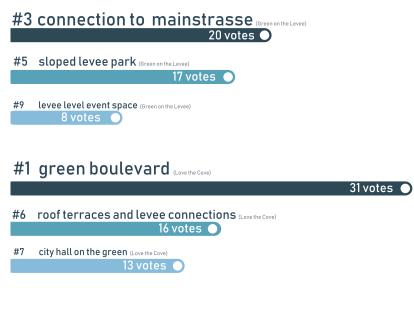




Figure 4.16. Community feedback on plan elements they preferred for each concept plan

The three concept alternatives were presented in a public forum via public presentation and through an online survey for feedback. Our team evaluated the plan elements the community was most excited to see move forward. Making sure these elements aligned and supported the guiding principles and project goals. The leading elements of a green boulevard, central plaza, and connection to Mainstrasse became a design focus in the preferred plan.



Figure 4.17. Preferred master plan

# **04. PREFERRED PLAN**



Figure 4.18. Northwest aerial view of preferred plan

While the preferred plan seeks to craft a long-term vision, the team feels strongly in maintaining market reality and remain focused on the 2027 market demand projections. The Central Riverfront Strategic Plan recommendations represent a collaboration of diversified interests and a combination of community dreams with physical planning grounded in economic forecasts. The mission of the preferred plan is to provide direction for future urban design and development decisions for the City of Covington. The final recommendations are guidelines to evaluate choices and make judgments as progress is made. The preferred plan serves as a blueprint to create a vibrant, connected, and livable site.



Figure 4.19. Rendered aerial view of preferred master plan from the river front

## Concept

The preferred plan will define the IRS redevelopment site for the next 10 years. The key strategies to fulfill the mission include:

- + Connected, livable streets
- + Mixed-use environment
- + Flexible framework to accommodate market demands
- + Variety of open spaces
- + Diversity of workplace environments



Figure 4.20. 2027 vision of preferred master plan showing proposed future phasing

## **Connect the Street Grid**

The first guiding principle is to connect the established grid of Covington to the site. The plan provides a continutation of the street grid to connect to the Ohio River and back to the urban fabric of downtown Covington. This grid creates a clear hierarchy of streets distinguished by the size of right-of-ways and uses on the streets. 3rd Street becomes a designated retail street, a system of alleys is created, and smaller scale development in-line with the existing Covington framework is established, particularly to the east and west.

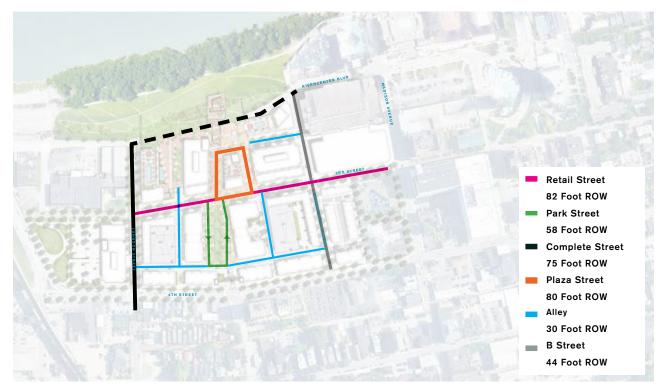


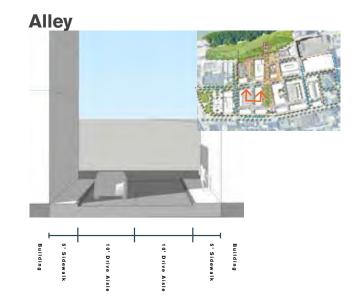
Figure 4.21. Proposed street hierarchies and the relative right of ways for the different street types



Figure 4.22. Rendered view from southwest corner of site



<figure>



## Connecting to the Urban Grid of Covington

The Plan connects the community to the Ohio River seamlessly providing greater accessibility for pedestrians and cyclists.

Recognizing the desire to "re-connect" the site to the Covington Community, Russell Street crosses 4th Street into the heart of the site. While traveling along Park Drive towards Festival Plaza pedestrians and motorist experience panoramic views to the Ohio River.

The Plan takes advantage of the higher elevations at the intersection of Russell and 4th Street to create a vehicular and pedestrian connection to the top of the Levee. This transition is seamless and comfortable for pedestrians while also creating a strong visual connection to the Ohio River.



Figure 4.24. View from the Site Entrance at 4th Street and Russell Street



Figure 4.25. View from the Site Entrance at 3rd Street and Johnson Street

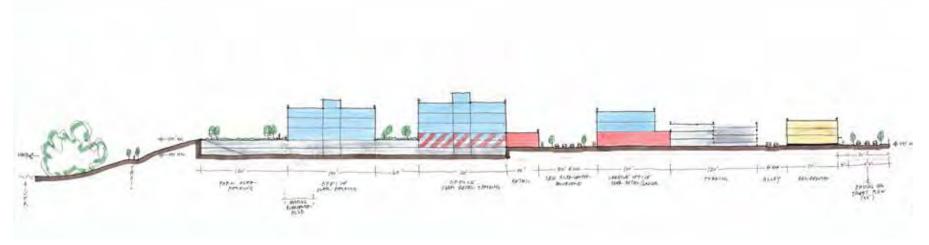


Figure 4.26. North South Section of the site showing elevation change and parking

The intersection of Johnson Street and 3rd Street also make a gradual inclines towards the center of the site to further create a walkable and seamless transition. This is clearly expressed in figure 4.26.

The grade is gradual yet comfortable and provides opportunities to for below grade parking that is accessible via Johnson Street and Rivercenter Boulevard but not visible from the center of the site.

## **Stimulate**

An important component of this strategic Master Plan is to Stimulate job growth. By providing the right mix of land uses, site amenities, and building types, the holistic environment compliments Covington and guides development that is attractive to future users and tenants.

The preferred plan accommodates a variety of uses as outlined in Noell Consulting 2027 Market Projection for the IRS site. In addition, to the uses, to meet market demand and fulfill the goals of the Neighborhood Development Code, the plan provides sufficient parking. Furthermore, to respect the scale and character of the surrounding context, the plan maintains a three to five story environment with all uses developed in a mixed use scenario with retail uses on the ground floor. By creating a mix of uses, the site is activated up to 18 hours a day, from early workday to late night meal.

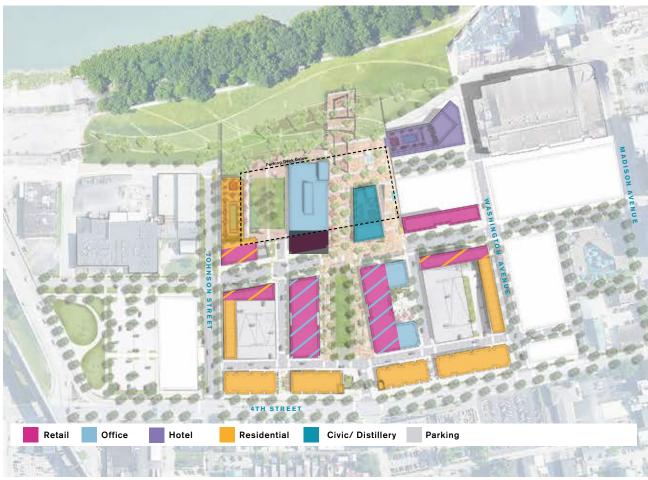


Figure 4.27. Land use 2027 Plan

## Retail

The preferred plan provides for retail that focuses on food and beverage including a smaller grocer. The location of retail to gathering spaces and other uses aids in creating an activated, vibrant place and supports office uses and residential alike.



Figure 4.28. Heat map of pedestrian activity based on retail locations.

## Residential

Residential is envisioned to be urban apartment and condo product mixing with townhomes and stacked flats.

Residential draws on what is existing in the nearby neighborhoods while also supporting the density needed to contribute to a thriving place.



Figure 4.29. Example of existing townhomes



Figure 4.30. Example of existing stacked flats



Figure 4.31. Example of existing multifamily residential

## Office

A major element of the preferred plan is job creation. As such, the plan must accommodate ample spaces for a variety of employment options from a corporate user to a small creative tech business looking for cool, unique space. The plan provides options for a typical office pad as well as loft office over retail and locations for future office expansion.

## Hotel

The 2027 Vision Plan provides for a new hotel to support the convention and tourism growth. The hotel will boast expansive views and provide prime access to the Levee Park as well as other site amenities. Additional hotel growth and conference expansion is taken into consideration in future phases.

## **Civic/**Distillery

As feature of festival plaza, a jewel box, special building is planned. Whether it is reserved for civic use or designated as a distillery, the feature building will support the vibrancy of the festival plaza. It is meant to be a hub of excitement and energy and a place for the community to gather. With features like rooftop patios and an activated ground floor, the civic building will further define and create the space.



#### Parking

All of the designated land uses have been planned with appropriate parking for a mixed-use environment which is inline with the Neighborhood Development Code. Therefore, providing parking that is concealed mid-block or below grade and easily accessible along alley ways and B streets is important.

Parkind Deck A is the primary deck open to the public. Hidden below grade, Deck A serves as a podium for the development above and convenient parking for those visiting the site.

Parking Decks B & C are primarily associated with the uses surrounding them. Providing residential units as well as office and retail patrons with convenient parking.

Deck D provides future opportunities for deck expansion and is connected to the greater Deck A.

In addition to the parking decks, onstreet parking is provided throughout.

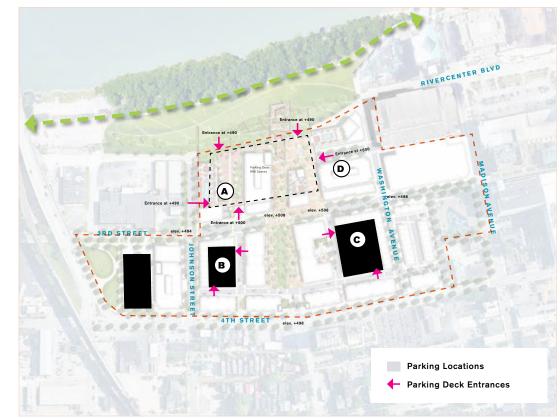


Figure 4.32. Parking diagram

#### Summary

Th e combination of these uses create a place that is not only vibrant, but also provides over 1,000 new full time jobs. It provides ample housing to support the amenities, a new hotel with unique views, and neighborhood retail that will further support the daily activation of the site.

#### MIXED USES ALLOTMENT BY TOTAL SQUARE FEET

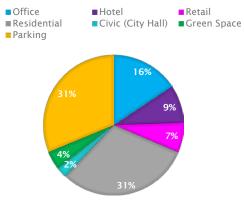


Figure 4.33. Graph of land use

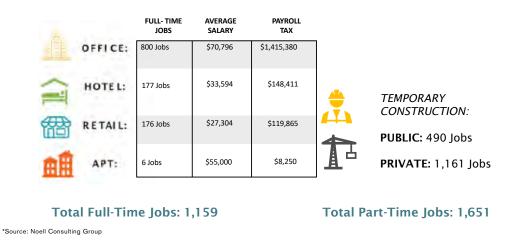


Figure 4.34. Estimation of job growth from new proposed development

#### **Activate**

A vibrant place is envisioned by the City of Covington's residents. The preferred plan highlights the natural features of the site, builds a grid network, and incorporates a variety of uses to establish the area where people want to gather. It creates place.

The Plan seeks to create an environment that connects the community to the IRS Site daily from taking a walk along the Ohio River to celebrating at Festival Plaza to visiting friends at new apartments and office buildings. It becomes a place that is versatile and vibrant and reflects the community of Covington.



Figure 4.35. Rendered view of festival plaza

#### **Activate Open Space**

The plan creates a system of interconnected open spaces each with a personality and purpose all its own. These spaces provide a variety of areas to play, recreate, relax, gather, and enjoy the site.

Levee Park creates a memorable experience and green space right on the Ohio River.

Festival Plaza is a celebrated space alive throughout the day with retail and office use moving through the space. It can also be utilized for organized events and festivals.

Park Center is a passive plaza or green space that provides additional space for residents to relax or gather.

Flex Park serves a variety of uses with an ever changing array of pop-ups or users to keep the space activated throughout the year.



Figure 4.36. Proposed open green space and public amenities

# **05. ACTIVATION STRATEGY**



Figure 4.37. Temorary Tennis Matches

Figure 4.38. Annual events like the Circus or Fairs

The phasing strategy has been carefully crafted to achieve immediate activation and engagement on the site by beginning with temporary uses on the Southwest Corner between 3rd and 4th Streets. Temporary uses will foreshadow permanent uses to come. The intent is to add short-term, quick to implement activity that will drive awareness and people to the site.

These short-term uses will be implemented after the land is conveyed to the City and while the development details are being finalized. For so long, Covingtonians have had no reason to visit the site unless they worked at the IRS. The goal is to change that. The strategy of short-term uses is based on our original goals to connect, stimulate, and activate.

Possible uses for the flexible, open event space are to host community events such as holiday celebrations, festivals, farmer's markets, fairs, etc. The site could also be rented to larger traveling events such as Cirque du Soleil, Tennis Tournaments, etc.

Retail and programming partnerships with Covington's thriving retail, food, beverage and arts community will also begin to establish connections with potential long-term tenants and programmers. This may include pop-up container spaces for food as well as retail or community programmed events such as Yoga in the Park in collaboration with local fitness facilities.

The goal is to activate the site with a variety of experiences and retail opportunities, draw visitors and "train people" that this site has a lot of great things coming. Successful temporary uses will be ones that integrate seamlessly into the completed development and that will not be removed once development begins. Temporary uses instead may be given a more permanent place and role in the development. These short-term uses will also stimulate Covington by bringing a number of jobs to the site and most importantly, will stimulate and catalyze development. An active site is much more enticing to developers than an empty one. A great way to plan for temporary uses is to take advantage of your great Public WiFi by making that accessible at the site and by zoning to allow the sale of alcohol and open containers.



Figure 4.39. A collection of pop-up events and temporary uses that could be used to activate the site

# Implement

# **01. IMPLEMENTATION APPROACH**

THE IMPLEMENTATION PLAN FOCUSES ON DELIBERATE PHASES WHICH BUILD UPON MOMENTUM, PLAY TO MARKET STRATEGIES WHILE NEVER LOSING SITE OF THE FRAMEWORK GOALS TO CONNECT, STIMULATE AND ACTIVATE. BEGINNING THE PHASING WITH TEMPORARY USES WILL ACTIVATE THE SITE AND FORESHADOW THE EXCITING CHANGES TO COME TO THE 23 ACRES.

Seven distinct phases grow the site from temporary uses to a fully realized and articulated neighborhood which welcomes the community with a variety of open spaces to gather, celebrate and connect to the river and surrounding neighborhoods.

The first phase sees the street grid infrastructure in place and the southwest "flexible" park built out (as well as the central Park Plaza) all activated with public WiFi and open container access. This provides immediate uses such as a dog park, food trucks or other vibrant temporary uses to highlight future uses. The next phase builds the residential and associated parking on Block B – made more desirable by the Flex Park activation. The third phase sees the construction of the office and retail on Blocks B&C which are made more viable and attractive to businesses seeking to recruit young talent due to the established residential. The civic building and associated parking deck which will provide pedestrian access to the Riverwalk is constructed next. Carrying costs for this deck may be covered by eventgoers at the Convention Center, corporate tenants, and attendees to events in the public plazas. The office buildings, retail, and park on Block A are now more feasible with increased pre-leasing activity likely from the sense of place and infrastructure improvements to the site – including a "Festival Row" type feel for 4th street. The last phases see the build out of the hotel and boutique office on Block D. Additional office may be feasible for part of the initial Flex Park site.

# 02. PHASING

Connect	Creates physical, programmatic and visual connections with the river, neighborhoods and city at large by re-connecting the grid and establishing the site as a destination.
Stimulate	Stimulates revenue through job creation while also fostering a variety of development to catalyze the vitality of the area.
Activate	Programs central plaza and public green space to activate the site throughout the day (morning through night) and the year. Street-level retail further entices patronage.

Figure 5.1 Project goals that also guided the phasing and temporary uses

#### Temporary Uses and Phase I

The phasing strategy has been carefully crafted to achieve immediate activation and engagement on the site by beginning with temporary uses on the Southwest Corner between 3rd and 4th Streets. Temporary uses will foreshadow permanent uses to come. The intent is to add short-term, quick to implement activity that will drive awareness and people to the site.

These short-term uses will be implemented after the land is conveyed to the City and while the development

details are being finalized. For so long, Covingtonians have had little reason to visit the site unless they worked at the IRS. The goal is to change that. The strategy of short-term uses is based on our original goals to connect, stimulate, and activate.

One possible use for the flexible, open event space is to host a community event such as holiday celebrations, festivals, farmer's markets, fairs, etc.

Relevant precedents of temporary uses for similar sites include:

Rayback Collective in Boulder, CO

Rayback began as a Kickstarter Campaign with the idea of creating an outdoor concept filled with food trucks, a stage, and shipping container bar. Today, the space provides 10,000 SF of programmable, flexible indoor and outdoor space – much of which is rentable for private events.

iVillage at MLK in Atlanta, GA

Comprised of 14 re-purposed shipping containers, the village offers affordable, attractive and transit-accessible retail spaces for 10 tenants. The development sits atop 155 under-utilized parking spaces and is next to a MARTA (public transit) station. The project has generated 25+ local jobs (including one MAR-TA-sponsored artist-in-residence studio). The total investment was \$1.2M including funding from a TIGER grant as well as \$550,000 from Invest Atlanta, the official economic development authority for the City. Al Fresco, Pensacola, FL

4,000 SF of privately-owned, pocket outdoor food court offers four renovated airstream trailers as incubator restaurants. The open-air concept has been open 5+ years.

The owner has recently begun construction of a covered structure to provide year-round comfort for patrons. The new structure will add five smaller kiosks to the project which will offer baked goods, flowers, and pop-up clothing and accessories retail options.

Fetch Dog Park, Atlanta, GA

4,000 SF Privately owned, dog-park coffee and bar area. Airstream trailer serves beer, coffee, and snacks. Icehouse is a full-service restaurant. Fetch also hosts singles nights on Wednesdays in partnership with dating app Bumble.



Figure 5.2. Rayback Collective



Figure 5.3. iVillage at MLK

#### Phase I

Achieving activation of the Southwest corner will make the site more attractive and valuable to potential developers and will tee up the site for success. During Phase I, implementing temporary uses for the site will help foreshadow permanent uses to come. The intent is to add shortterm, quick to implement activity that will drive awareness of and people to the site.

In addition to Phase I focusing on activating temporary uses, efforts will be centered on the City completing the street grid infrastructure and building out the Park and Plaza to support temporary uses. During this time, a Dog Park or temporary use RFP can be issued. Block B grass and gravel lot will accommodate parking for temporary uses. It is recommended that Public WiFi and zoning for open containers in the plaza and park areas will provide a variety of programming for the site.



Figure 5.4. Fetch Dog Park

Summary:

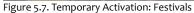
- + Temporary activation that points to future uses will seed early visitors
- + Connect pop up experiences with existing establishments for further community linkages like: Food trucks or containers for existing restaurants; pop-up retail for established shops; event tie-ins with local establishments
- + Include Covington's vibrant and quirky creative class (food, retail, art) to catalyze the unengaged area
- + Provide temporary spaces for celebrating creativity
- + Establish the site as an animated destination, stimulating jobs
- + Inclusion of alcohol sales at events will further energize the area



Figure 5.5. Temporary Activation: Yoga and Pop-up Retail



Figure 5.6. Temporary Activation: Pop-up Retail and Artist Markets





#### PHASE II

Phase II will see activity by private developers as the residential and associated parking of Block B will be built out. Retail will be accommodated at the bottom of the residential structures and both uses will be activated by the temporary uses now already established. Adding residents to the site will start to create a sense of "place" along with the events at the Park and Plaza. This will begin to attract potential businesses to the site who will wish to locate in such an attractive place for young workers to live and work.

**4TH STREET** 

B

PHASE	ACTION	CAPITAL/ SOURCE/ OWNER	US
Phase II	Build out the residential and associated parking on Block B	Private	Str
	Connect with in-place residential adjacent to the SW corner of the e sense of place along with events at the Park/Plaza and dog park - c		Re Re
Phase II Result/Strategy	want to locate there due to desirability for millenials to want to live	· · ·	Of

USE	SF/ UNIT	PKG. REQUIRED	PKG PROVIDED
Streets and Parks	331, 950 SF		78
Retail	6,000 sf		
Residential	87		234
Office			
Hotel			
Civic			
Parking		111	311

RIVERCENTER BLVD

ADISON AV

**BRD STREET** 

OF

С

Office

Hotel Civic Parking

#### PHASE III

Build out of the parking and office and retail on Blocks B&C will be the primary focus of Phase III. At this phase, enough activation has occurred to further entice companies to locate to the development. Already established programming will continue.

RD STREET

and a start of the second seco		THE FLE PROPERTY AND ADDRESS OF A			
1	ACTION	CAPITAL/ SOURCE/ OWNER	USE	SF/ UNIT	F
Phase III	Build out Parking and Office/Retail on Blocks B & C	Private	001		F
	Enough activation has happened to entice companies to locate in the	area. These sites are closest to the	Streets and Parks	331, 950 SF	Γ
Phase III Result/Strategy	residential and therefore easiest to connect to what is already nearby		Retail	59,174 sf	Γ
1			Residential	238 units	Γ

INSON STREET

OFFICE / R

В

**4TH STREET** 

RIVERCENTER BLVD

**NDISON** 

IAVENU

PKG.

628

53,803 sf

PKG

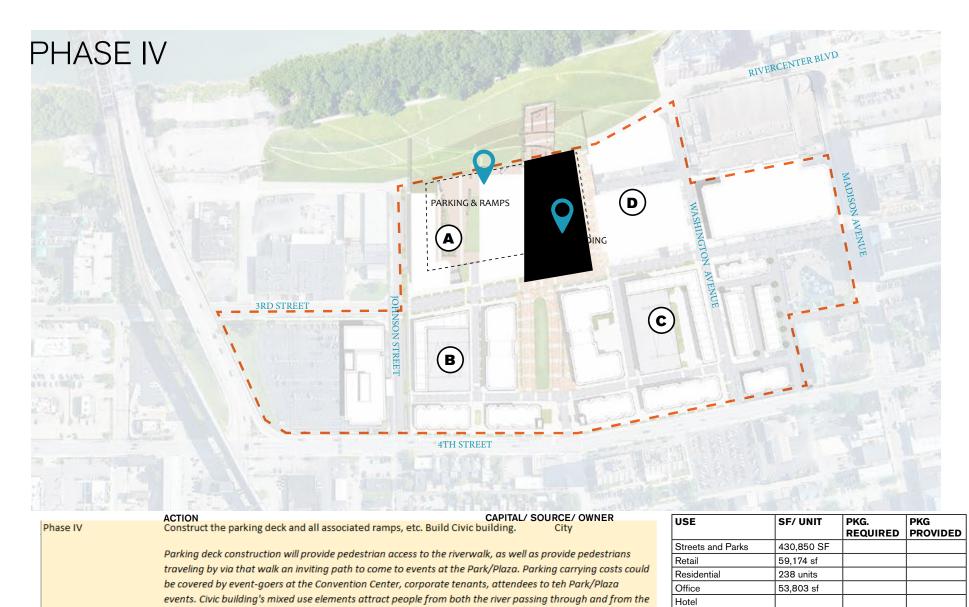
684

REQUIRED PROVIDED

#### **Phase IV**

During this phase, the City will undertake the construction of the parking deck, associated ramps and the civic building. In response to the recent Bespoke "Principles for a New City Hall" Report, this site location may be very appropriate location a new City Hall "at a hub of Covington public life."

Parking deck construction will provide public access to the Riverwalk and development as a whole. Parking carrying costs could be covered by eventgoers at the Convention Center, corporate tenants as well as by attendees to the Park/Plaza. Land is now potentially more valuable to sell to developers as it has been improved to sit in line with the levee and because it has been improved by the initial uses around it. Holding on to the land closest to the river after initial improvements ultimately helps with the bottom line in return.



Phase IV Result/Strategy south side. The Civic building enhances the sense of place brought by previous projects.

31,000 sf

628

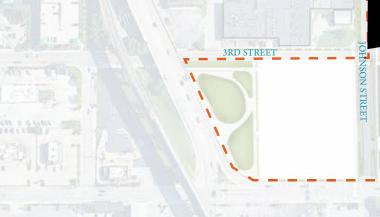
1,370

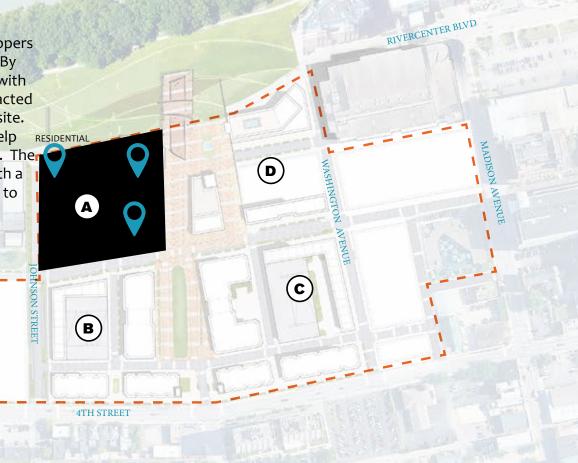
Civic

Parking

#### PHASE V

In this phase, Block A is built out by private developers to include Office, Retail, Residential and parking. By this phase, office buildings may be more feasible with some pre-leasing as potential tenants will be attracted by the activity and density already rooted on the site. Retail zoning codes may include mandates that help create a sense of "Festival Row" along 4th Street. The Park may be privatized (or partially privatized) with a CAM-type structure setup for adjacent properties to assist with maintenance costs.





Civic

Parking

31,000 sf

1,126

1,370

	ACTION	CAPITAL/ SOURCE/ OWNER	USE	SF/ UNIT	PKG.	PKG
Phase V	Block A is built out: Office buildings, Park, Retail	Private	USE			PROVIDED
			Streets and Parks	430,850 SF		
	Office buildings may be more feasible with some pre-leasing due to se		Retail	74,058 sf		
	that has changed the area (i.e. view to the river now that the building		Residential	348 units		
Phase V Result/Strategy	the levee). Retail code includes mandates that help create elements o	f a "Festival Row" along 14th Street.	Office	170,000 sf		
1			Hotel			

(в

**4TH STREET** 

OHNSON STREET

**3RD STREET** 

D

RETAT

С

#### PHASE VI

Major activities in this phase include the build out of Block D by private developers to include hotel, retail and boutique (creative) office space. As expansion of the Convention Center may be in place by this time, a hotel may now be warranted for development. The completion of the Civic Building aids in the demand generation. Land is now still more valuable and attractive to developers.



Parking

RIVERCENTER BLVD

DISON

1181

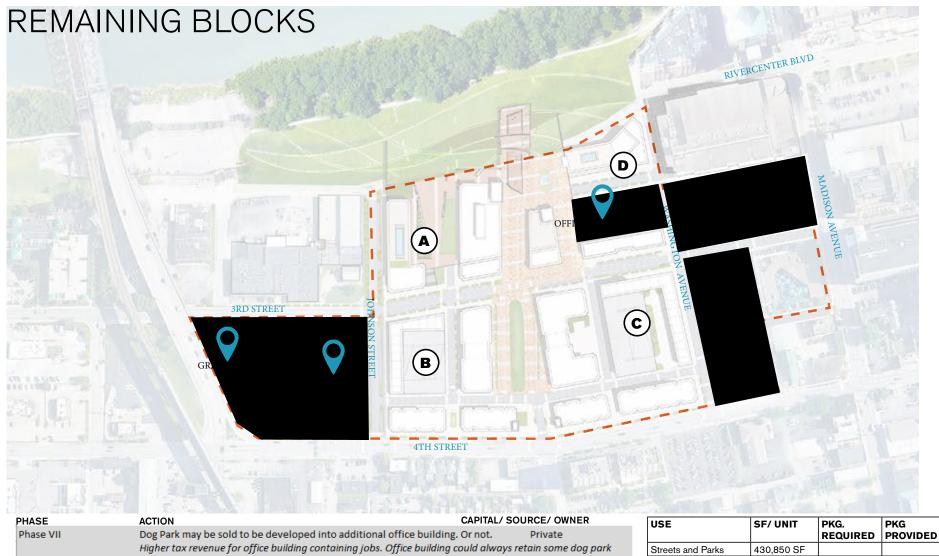
1,370

Phase VII

Now that the site has been developed, attention can be returned to the original Southwest corner where activation began. A portion of the temporary uses site may now be sold and developed for an additional office building while still retaining an ample portion of adjacent green space to accommodate the original or new temporary uses.



Figure 5.8. The future IRS Site and its connection to the Ohio River



Phase VII Result/Strategy element and capitalize on that as part of the project.

59,174 sf

238 units

53,803 sf

31,000 sf

628

1,370

Retail

Office

Hotel

Civic Parking

Residential

# **03. DEVELOPMENT COST**

Based on the established program, DaVinci and Woolpert worked hand-in-hand to develop a high level development cost for the initial phase of the project.

The estimate includes likely infrastructure costs that will be necessary to support development and ready the site. It is assumed that infrastructure improvements will be a joint venture between public and private entities. Recommendations include a publicly funding parking deck suitable for adjacent uses and visitors while additional parking structures would be provided by private entities.

The bulk of the building improvements will be funded by private entities with the exception of a public or civic building provided by the City.

#### **DENSITY AND USE**

LAND USE	TOTAL SF EST.	% OF TOTAL
Office	200,000 SF	16%
Hotel	112,000 SF	9%
Retail	87,800 SF	7%
Residential	391,900 SF	31%
Civic (City Hall)	31,000 SF	2%
Green Space	54,300 SF	4%
Parking	398,400 SF	31%
TOTAL	1,275,400 SF	100%





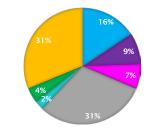


Figure 5.9. Density broken down by use

JILDING IMPROVEM	IENIS			Est.		
Use (Building Only)	Quantity	Unit Size	Total SF	Cost/SF/S	Total	Funding
Office	200.000 SF		200.000 SF	\$231	\$46,250,000	Private
Hotel	177 Rooms	450 SF	112,000 SF	\$277	\$31,070,000	Private
Retail	87,800 SF		87,800 SF	\$225	\$19,760,000	Private
Residential	348 Units	900 SF	391,900 SF	\$150	\$56,600,000	Private
Civic	31.000 SF		31.000 SF	\$300	\$9,300,000	Public
Total Building Improve	- )		822,700		\$162,980,000	
THER IMPROVEMEN	_	See Woolpert Es	timate for Breakdowr		\$33,140,000	Public
Park Space	54,300 SF		54,300 SF	\$90	\$4,890,000	Public
Parking - Developed w Uses Parking - Deck up to Levee	895 Spaces 870 Spaces		93,900 SF 304,500 SF	,	\$17,890,000 \$30,450,000	
Total Other Improvements			452,700 SF	,	\$86,370,000	Fublic
Total Vartical + Horzantal	Improvements - Cost	Today	1,275,400 SF		\$249,350,000	
TOLAT VELLICAT + HOLZOILLAT					. , ,	
*Estimated Costs/SF in Toda						

Figure 5.10. High Level Development Costs provided by DaVinci

## TOTAL PROJECT COST ESTIMATE

 Total Vertical + Horzontal Improvements - Cost Today
 1,275,400
 \$249,350,000

 \*Estimated Costs/SF in Today's Numbers
 \*Costs include Hard Costs, Soft Costs, Contingency, Tenant Improvements
 \*Costs

Total Estimated Privately Funded Development	\$171,570,000	Private
Total Estimated Public-Funded Development	\$77,780,000	Public

Project Cost\$250MPrivate Funding\$170MPublic Funding\$80M

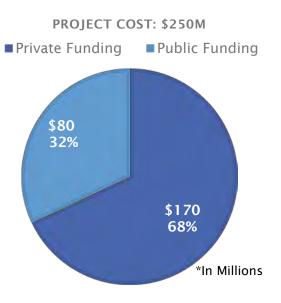


Figure 5.11. The total project cost broken down into private vs public funding

#### **Takeaways**

In today's market and numbers, office development is the most difficult use to support. Allowing the use of a public deck which can be shared with office, retail, and other night uses since office a Monday through Friday daytime use. Shared parking helps to relieve parking costs making office more financially feasible today. Absorption and demand effects feasibility (175,000 total square feet recommended by Noell). Office development may have to come once site activation and infrastructure is underway.

Multifamily development is feasible with no subsidies for developers. The developer is able to pay the most for land based on residual land use analysis of a blanket of multifamily construction and operations. This correlates with Noell's market absorption allowance of 200 units ever 1.5 years starting in 2023.

In today's market and numbers, hotel developers would be able to pay little to nothing for land but would be able to cover their own parking construction. Later phasing of this use allows for placemaking to build up ADR amounts and perhaps even cap rates for valuation. Parking provided or subsidies of \$3.5 million allows for that same amount to be spent on land.

Retail is necessary to support other uses. Retail will likely need parking subsidies/allocated use of public deck in order to financially substantiate it. As with office, once the site is further activated, assumptions will be strengthened and ideally even grow.

# **04. DEVELOPMENT COMPONENTS**

The Development Components are the significant uses that make up the site. The Development Components for this project include: Office, Residential, Hotel, Retail, and a Civil use as well as parking associated with each use.

Each section explores the projections from Noell Consulting Group and begins to assign estimated costs to these projections.

#### **OFFICE PROJECTIONS**

Model from Implementation Meeting

P DODA	96,400 SF 200,000 CSF 200,000 RSF
100%	800 Spaces
	\$231 \$185 \$46 \$0
800 Spaces	\$16,000,240
	\$62,251,000
	TOUR 800 Spaces

	Key Valuation Assumptions Rent Per Square Foot	\$21,00 NNN	
96,400 SF 0,000 CSF	Vacancy + Concessions % Operating Expenses %	5%	
0,000 RSF 00 Spaces	Return Metrics Stabilized NOT	\$3,948,059	Aur
\$231 \$185	Cap Rate Yield on Cost	7.5% 6.0%	(field on 15m 210 - 200
\$46 \$0	Cash on Cash Stabilized Value	11.0% \$52,640,790	Catheortic
5,000,240	Residual Amount - Land Acquisition	(\$9,610,210) !	88-708
2,251,000	Project Cost less Parking Subsidy/Public Deck Allocated Use	\$46,250,760	1
	Residual Amount - Land Acquisition Yield on Cost with Parking Subsidy	\$6,390,030 8.5%	

#### How Could we Boost Office Use?

- Promote and encourage use of federal and state incentives
  - Specific to this site:
    - New Market Tax Credits ideal for larger, commercial projects
    - Opportunity Zone Capital benefits both the company that owns that (office building) asset and the companies that operate within the building
  - Special task force available to promote & assist?
- If ability to offer municipal incentives should be for office that brings tax dollars, yet is harder for private developers to justify and discontinue allowing incentives for multifamily, which should be financially feasible on its own

#### New External Parking Model

	Γ	Parking Calculations
Total Usage		\$50 \$480,007
Total Footprint	3	PSF: \$2.40 96,400 SF
Total Gross SF		200,000 GSF
Total Rentable SF	100%	200,000 RSF
Total Parking Units	10070	800 Spaces
		ooo spaces
Cost Per SF		\$231
Construction		\$185
FF&E		\$230
Soft Cost		\$46
Land		\$0
		••
Parking Cost - None	800 Spaces	\$0
5		
Total Project Cost		\$46,251,000
Key Valuation Assumptions		
Rent Per Square Foot		\$18.60 NNN
Vacancy + Concessions %		5%
Operating Expenses %		0%
Return Metrics		
Stabilized NOI		\$3,496,852
Cap Rate		7.5%
Yield on Cost		7.1%
Cash on Cash		7.8%
Stabilized Value		\$46,624,699
<b>Residual Amount - Land Acqui</b>	sition	\$373,699

Figure 5.12. Office Projections and analysis conducted by DaVinci

#### **HOTEL PROJECTIONS**



Total Usage Total Footprint Total Gross SF Total Rentable SF Total Rooms	71%	16,000 SF 112,200 GSF 79,700 RSF 177 Rooms	Key Valuation Assumptions Average Daily Rate Vacancy % Gross Operating Profit %
Total Parking Units Cost Per SF Construction FF&E Soft Cost Land		177 Spaces <b>\$277</b> \$190 \$32 \$55 \$0	<b>Return Metrics</b> Stabilized NOI Cap Rate Yield on Cost (NOI/Cost) Cash on Cash (Equity @ 30%/BTCF) Stabilized Value
Parking Cost (\$20k/Unit)	177 Spaces	\$3,540,000	Residual Amount - Land Acquisition
<b>Total Project Cost</b> Cost per Room		<b>\$31,068,000</b> \$176,000	

Figure 5.13. Hotel Projections and analysis conducted by DaVinci

\$185.00 35% 38% \$2,507,000 8.0% 7.2% 10.5% \$31,342,000 \$274,000

9

#### **RETAIL PROJECTIONS**

Model from Implementation Meeting



Total Usage			Key Valuation Assumptions	
Total Footprint		87,800 SF	Rent Per Square Foot	\$21.00 NNN
Total Gross SF		87,800 GSF	Vacancy + Concessions %	6%
Fotal Rentable SE	100%	87,800 RSF	Operating Expenses %	0%
Total Parking Units		351 Spaces		
			Return Metrics	
Cost Per SF		\$225	Stabilized NOI	\$1,733,000
Construction (in Podium of N	AE/Office)	\$180	Cap Rate	7.8%
Soft Cost		545	Yield on Cost	6.1%
Land		50	Cash on Cash	11.4%
			Stabilized Value	\$22,365,547
Parking Cost (\$20k/Unit)	351 Spaces	\$7,025,000		
Total Project Cost		\$26,781,000	Residual Amount - Land Acquisition	(\$4,415,453)
			Project Cost less Parking Subsidy/Public	\$19,756,000
			Residual Amount - Land Acquisition Yield on Cost with Parking Subsidy	\$2,609,547

#### Importance of Retail Development

- Adds amenities to create a robust environment, which ultimately increases feasibility of office development and thus tax revenue
- Like office, promoting and encouraging use of federal and state incentives helps
  - Specific to this site:
    - New Market Tax Credits works with any commercial income to include retail portions of office buildings
    - Opportunity Zone Capital benefits both the company that owns that (office building) asset and the companies that operate within the building
  - Special task force available to promote & assist?

Figure 5.14. Retail Projections and analysis conducted by DaVinci

#### **New External Parking Model**

		Parking Calculations
		\$50 \$210,739 \$ PSF: \$2.40
Total Usage		\$ PSP. \$2.40
Total Footprint		87,800 SF
Total Gross SF		87,800 GSF
Total Rentable SF	100%	87,800 RSF
Total Parking Units		351 Spaces
Cost Per SF		\$225
Construction (in Podium of MF/C	)ffice)	\$180
Soft Cost		\$45
Land		\$0
Parking Cost (\$20k/Unit)	351 Space	s \$0
Total Project Cost	·	\$19,757,000
Key Valuation Assumptions		
Rent Per Square Foot		\$18.60 NNN
Vacancy + Concessions %		6%
Operating Expenses %		0%
Return Metrics		
Stabilized NOI		\$1,535,000
Cap Rate		7.8%
Yield on Cost		7.3%
Cash on Cash		8.1%
Stabilized Value		\$19,809,485
Residual Amount - Land Acquisit	ion	\$52,485

## MULTIFAMILY PROJECTIONS

Total Footprint Total Gross SF Total Rentable SF Total Units Total Parking Units	71%	177,500 SF 377,300 GSF 313,200 RSF 348 Units 522 Spaces	<b>Key Valuation Assumptions</b> Rent Per Square Foot Vacancy + Concessions % Operating Expenses %	\$1.80 6% 28%	Return wardles;
Cost Per SF Construction Soft Cost Land Parking Cost (\$20k/Unit)	522 Spaces	<b>\$150</b> \$120 \$30 \$0 \$10,440,000	<b>Return Metrics</b> Stabilized NOI Cap Rate Yield on Cost Cash on Cash Stabilized Value	\$4,803,000 6.5% 7.0% 11.9% \$73,889,502	<u>Keturn nardaes;</u> Yield on Cost; 7% - 8% Cash-on-Cash; 9% - 10%
<b>Total Project Cost</b> Cost per Unit		<b>\$67,042,000</b> \$193,000	Residual Amount - Land Acquisition	\$6,848,000	

Figure 5.15. Multifamily Projections and analysis conducted by DaVinci

Total Usage

# **05. DEVELOPMENT SUMMARY**

LAND USE	TOTAL SF EST.	% OF TOTAL
Office	200,000 SF	16%
Hotel	112,000 SF	9%
Retail	87,800 SF	7%
Residential	391,900 SF	31%
Civic (City Hall)	31,000 SF	2%
Green Space	54,300 SF	4%
Parking	398,400 SF	31%
TOTAL	1,275,400 SF	100%



		Total Vertical + Horzontal Improvements - Cost Today	1,275,400	\$249,350,000	
		*Estimated Costs/SF in Today's Numbers			
Project Cost	\$250M	*Costs include Hard Costs, Soft Costs, Contingency, Tenant Im	provements		
Private Funding	\$170M				
Dublic Funding	¢ 9 0 M	Total Estimated Privately Funded Development		\$171,570,000	Private
Public Funding \$8	\$ðUIVI	Total Estimated Public-Funded Development		\$77,780,000	Public

Figure 5.16. Development Summary of land uses and estimated costs

LAND USE Office	TOTAL SF EST. 200,000 SF	% OF TOTAL 16%	Connect	Creates physical, programmatic and visual connections with the river, neighborhoods and city at large by re-connecting the grid and establishing the site as a destination.
Hotel Retail Residential Civic (City Hall)	112,000 SF 87,800 SF 391,900 SF 31,000 SF	9% 7% 31% 2%	Stimulate	Stimulates revenue through job creation while also fostering a variety of development to catalyze the vitality of the area.
Green Space Parking TOTAL	54,300 SF 398,400 SF 1,275,400 SF	4% 31% 100%	Activate	Programs central plaza and public green space to activate the site throughout the day (morning through night) and the year. Street-level retail further entices patronage.

Figure 5.17. Use Benefits

#### **Takeaways**

In today's market and numbers, multifamily development is- from a developer's financial standpoint - the most feasible of all uses. Multifamily developments aid in 24-hour activity around others uses, creating a vibrancy of place. Office and retail will need subsidies to be financially feasible to developers. This is why later phasing of less financially feasible uses is recommended. Holistic planning and thoughtful phasing and activation aids in placemaking in order to increase value of land through bolstering rents by making the area a place people want to be.