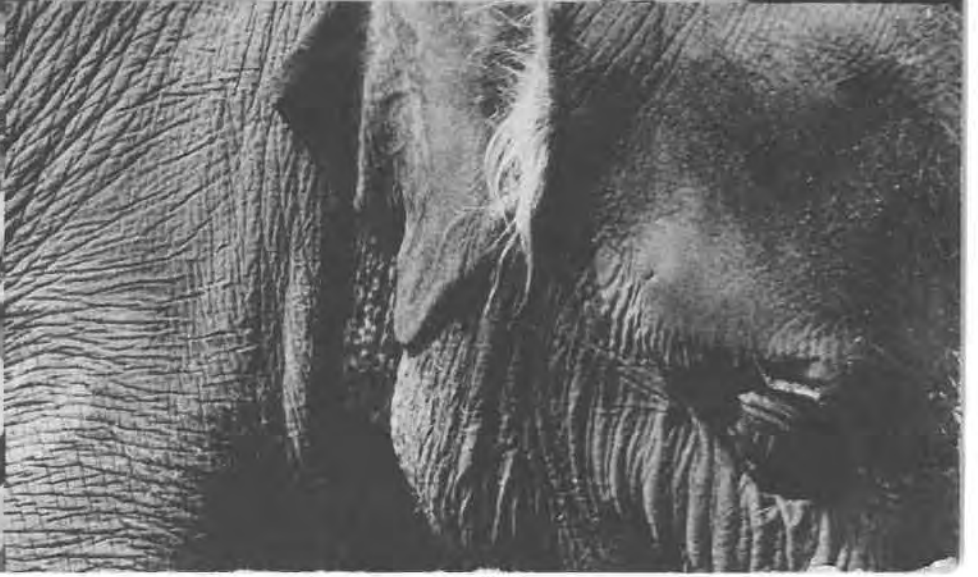
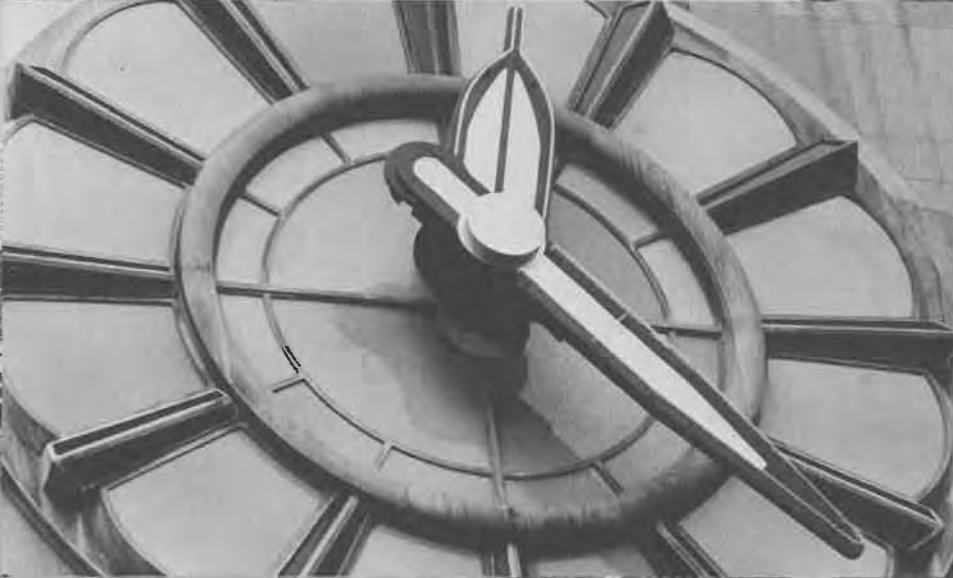


# The Coordinated City Plan, Volume 2:

Strategies for Comprehensive Land Use

December, 1980



**The Coordinated City Plan, Volume 2:**

**Strategies for Comprehensive  
Land Use**

**December, 1980**



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## Cincinnati City Planning Commission:

L. Monty Erb	<b>Chairman</b>
Estelle B. Berman	<b>Vice Chairwoman</b>
Samuel T. Britton	
Robert J. Brodbeck	
Thomas B. Brush	
Ellsworth Love	
Sylvester Murray	

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*"The powers and duties of the (City Planning) commission shall be to make plans and maps of the whole or any portion of the city... which, in the opinion of the commission, bears a relation to the planning of the city, and to make changes in, additions to and extensions of such plans or maps which it deems same advisable."*

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## User's Guide :

This is the second in a series of three volumes which, together with four technical reports, constitute the Coordinated City Plan (CCP). This document, "Strategies for Comprehensive Land Use," presents policies and proposals for each of five land use categories: Industrial, Commercial, Residential, Parks and Recreation, and Public and Semi-Public. Some of the terms used in the text and matrices are explained in the Glossary to this document.

For more detailed information regarding policy formulation and site recommendations, the reader should refer to the individual technical reports for the specific land uses. No report was prepared for Public and Semi-Public Land Use since many of these proposals may be found in CCP Volume I and the Cincinnati Arterial Plan. Also, larger 1" = 800' scale work maps indicating property lot lines are available in Cincinnati City Hall, Room 228.

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\*All policies contained in this report have been adopted by the City Planning Commission; the plans have been approved by the CPC.



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# Introduction


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One of the primary considerations for city management is to recognize the ever shifting needs of the city's residents. These changes are spawned by the demands of industry, the technologies of transportation, the nature of retailing, conditions of housing, and other economic and social forces. Some of them have short term effects and necessitate immediate action while others suggest long-range activities requiring continuous observation of trends and analysis of the impacts of alternative actions.

A major concern of the City Planning Commission is the effect changes will have on the City's land use pattern. Traditionally, the role of the City Planning Commission, as established by the City Charter, includes certain responsibilities: to plan for the physical development of the City; to determine the division of the City into zoning districts; to recommend public improvements; and to designate historical landmarks. With the decentralization of planning throughout City departments, the role of the City Planning Commission now includes the monitoring and coordination of various projects and city-wide plans.

In order to fulfill this new role the City Planning Commission has prepared the Coordinated City Plan (CCP). The first volume of the CCP, "Strategies for Current Physical Development" was published in November, 1979. It contains an inventory of existing physical facilities and proposals for improvement

programs. This report, "Strategies for Comprehensive Land Use" forms the second volume of the CCP. It reviews trends, identifies adopted policies, recommends an approved comprehensive land use plan, and suggests implementation methods. Together, these two documents provide a comprehensive set of policies and plans, which may be used by public officials and private individuals in determining development priorities that are responsive to the changing needs of the City and its citizens.



Sylvester Murray  
City Manager



The Cincinnati Metropolitan Master Plan of 1948, predecessor to the Coordinated City Plan (CCP), comprised twelve technical reports and a summary land use volume. The CCP of 1980 consists of four technical reports and three summary volumes. A fourth volume is planned as a compilation of goals, policies, and project descriptions from the other three volumes. The first summary volume, entitled "Strategies for Current Physical Development" contains plans for capital improvements and new programs proposed by City departments. This second volume, "Strategies for Comprehensive Land Use," presents the goals and policies recommended by the City Planning Commission to accomplish a long-range Strategy for the use of land. The third volume is envisioned as a compendium of detailed plans for subsections of the City, adhering to the policies of Volume II. The fourth volume will present in loose-leaf notebook form the goals, policies, and projects adopted by the Planning Commission. It will be kept up to date as changes and additions are made.

The policies and recommendations in Volume II, "Strategies for Comprehensive Land Use," are structured around three basic concepts or planning principles. Regarding the first concept, Cincinnati's physical setting is that of a well-developed city with an established and easily recognizable urban form. The term "form" here means that Cincinnati's "living areas" or residential land uses are generally on hilltops. Its "working areas" or non-residential uses are in low-lying valley corridors; and the "living areas" are separated from the "working areas" by largely undeveloped steep hillsides. Thus the City's urban form, as defined in the 1948 Plan, should be reinforced.

The second concept takes a more pragmatic view of the City. It characterizes Cincinnati as a "mature city" with a declining or stabilized population, limited tax revenues, and increasing demands for more costly public services. Public budgets today are not conducive to the grand redevelopment schemes of the 1948 Plan and the 1950's. Neither can planners today focus solely on the social concerns advocated by the special interest and community groups of the 1960's. Planners must look again at the priorities of the city as a whole and recognize the economic constraints which shape the Plan for such a "mature city." The Strategy suggests, therefore, that primary emphasis be given to uses which "promote the economic development of the City." Secondary emphasis should be given to land uses which "stabilize communities." Tertiary emphasis is placed on those uses which "enhance the livability of the City." Industrial and commercial uses typically promote economic development by providing job opportunities and by increasing tax revenues; residential uses most directly stabilize communities; parks/recreation uses most directly enhance the livability of the City.

The third concept is that the plan is a process as well as a set of documents. The process follows a method whereby the Plan map recommendations incorporate on a continuing basis all proposals adopted by City Council and all proposals from other sources which conform to the strategies and policies.

As with recent comprehensive plans of other large cities, the CCP is officially a "policies plan" rather than a map showing massive physical improvements. The CCP policies outline several courses of action in line with the goals and strategies. Future development decisions may differ from the policies and plans in this Volume and thereby warrant revision. This method accommodates new proposals in the Coordinated City Plan and enables it to remain a viable useful plan for many decades.

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*In Cincinnati, an objective of city planning has been to educate, guide, lead, and coordinate the decisions made by thousands of individuals and officials who govern the development of land in the city. From the 1925 City Plan, through the 1948 Master Plan, to the current Coordinated City Plan, city planning has been an active participant in shaping the destiny of the city. Though influential, city planning is only one of a cast of many characters which has created this urban environment, including nature which preceded us all. We are proud to have had a part.*

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Herbert W. Stevens  
Director of City Planning



# Cincinnati's Urban Form

## Cincinnati's Urban Form:

### Physical Framework For The Coordinated City Plan

Cincinnati's urban form is a major asset. The distinct natural and man-made characteristics that compose our City's urban form contribute to Cincinnati's reputation as one of our Nation's most liveable cities.

Urban form is basically an individual's perception or image of how the elements of a city function together to form a unique pattern. Ideally, this pattern not only defines predominant natural and man-made elements, but also provides a record of a city's past and hopefully directions for its future.

### Elements of Cincinnati's Urban Form

In few American cities have the combination of two natural elements, river valleys and hillsides, had such a great influence on the development of urban land uses. The linear and vertical forms of these two natural elements have served as a physical framework to guide development.

### River and Stream Valley Corridors

Historically the points where the Little Miami River and Mill Creek meet the Ohio River have served as locations for early riverfront settlements. The wide Mill Creek and Little Miami valley corridors provided relief from the high bluffs and narrow plains flanking the Ohio River.



**Natural Elements:**  
River Valleys  
Hillsides

### Hillsides

These waterways and connecting tributary valleys also are flanked by steep wooded hillsides which serve as natural separators isolating the basin from the hilltops.

### Circulation System

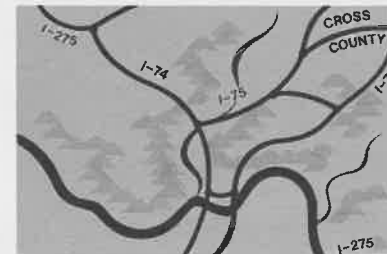
Early trade routes followed the level river and tributary stream valleys linking the basin to the hilltops. Later, the Miami and Erie Canal and the railroads followed the Mill Creek valley corridor. Today, a complex network of free-ways, arterials, and utilities radiate outward from the basin along the valley corridors.

### Neighborhood Pattern

The steep hillsides and valley corridors have influenced the development of Cincinnati's pattern of hilltop and valley neighborhoods. Each neighborhood has a distinct physical identity as well as a mixture of socio-economic characteristics. Residential densities vary from medium to high flanking arterials, to low densities along collector or neighborhood streets.

### Activity Centers

The Central Business District (CBD) serves as the office, cultural, and entertainment center of the tri-state region. The circulation network links the CBD to outlying auto-oriented or specialized office and retail centers as well as to the neighborhood business districts. Industrial activity is concentrated within the valley corridors with many firms clustered together at strategic locations.



**Man-Made Elements:**  
Circulation System

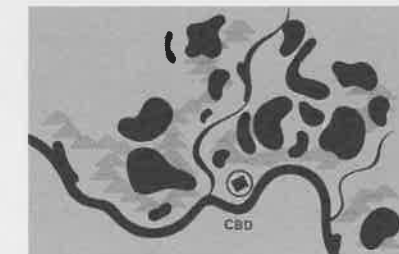
Together these elements comprise Cincinnati's basic urban form consisting of valley industrial and circulation corridors, hilltop residential neighborhoods, and undeveloped hillside separators. (See Map 1)

### Reinforcing Cincinnati's Urban Form Through Opportunities For New Development and Revitalization

The 1925 and 1948 Master Plans were developed to guide Cincinnati through periods of rapid growth. Both plans recognized that the type and intensity of future development would have to reinforce the elements of Cincinnati's unique urban form.

Today, Cincinnati is a mature city confronting the challenges of how to maximize limited opportunities for new development, and meet the need to retain and revitalize existing land uses as well as its urban form.

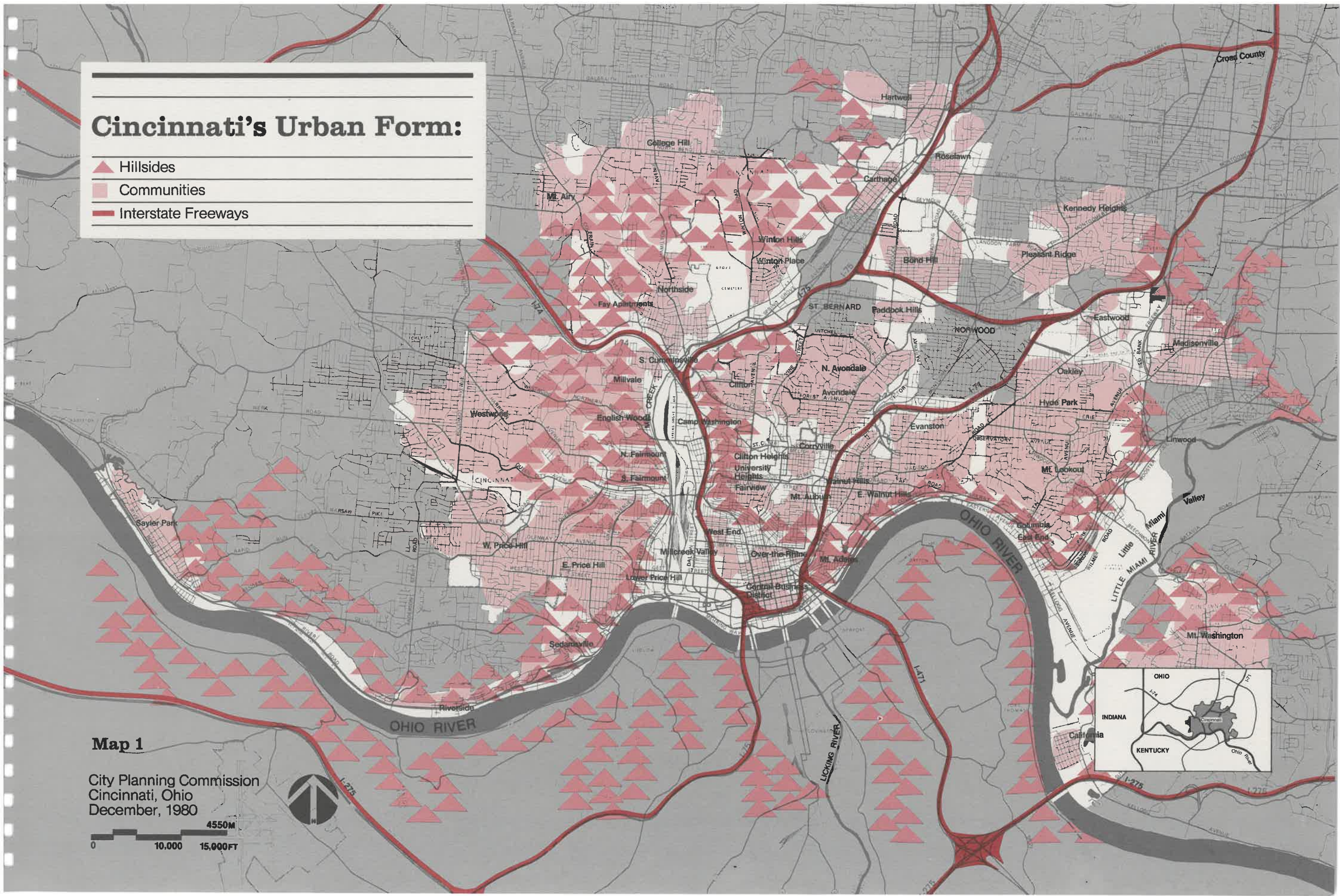
The Coordinated City Plan has identified a number of opportunities for new development and revitalization that reinforce Cincinnati's existing urban form. These opportunities, together with the basic elements of urban form, create a physical planning concept that shapes the Land Use Plan's policies and recommendations.



**Man-Made Elements:**  
Neighborhoods  
Activity Center

# Cincinnati's Urban Form:

- ▲ Hillsides
- Communities
- Interstate Freeways



Map 1

City Planning Commission  
Cincinnati, Ohio  
December, 1980

0 10,000 15,000 FT  
4550 M







## Introduction:

In contrast to the growth-oriented 1948 Master Plan, present conditions warrant a shift towards planning for the stabilization and revitalization of land uses within a mature city. The City's land use patterns are closely aligned with the changes in population. Declining birth rates and an out-migration of population were accompanied by the relocation of many industries and businesses from the central city to the suburbs. Young adults without children migrated to the City while middle and upper income families with children moved further out. Manufacturing and wholesale trade employment experienced a decline, but a significant increase in employment occurred in service industries. An important consideration for the City's planners, based on past and projected trends, is the task of meeting the increased demand for services, given the City's existing economic base.

## Industrial Land Use:

During the past thirty years, Cincinnati has experienced a considerable decline in industrial activity accompanied by a shift in employment from industry to selected services. Between 1954 and 1972, the City lost approximately 23% of its manufacturing jobs and 6% of its wholesale trade jobs.

A number of factors have contributed to Cincinnati's industrial decline. The primary reason is the City's inability to attract major new industry or to assist many smaller industries that went out of business. Firms have failed because of lack of product demand; unfavorable competition;

technological obsolescence of existing plants and equipment; increasing crime and pollution; suburban relocation of the labor force; and a general lack of vacant land for expansion.

Unlike many of its eastern and northern counterparts, Cincinnati has been able to maintain reasonable economic health despite the decline. Such economic stability is due to a gradual diversification of the City's industry from emphasis on pork packing, breweries, and machine tool industries to the inclusion of service industries and other manufacturing interests. A certain degree of stability can be attributed to the durability of the City's 25 largest firms and the growth pattern of its 2000 smaller firms.

The Industrial Cluster Planning Program also is contributing to this stability. The program seeks to organize industrial councils and to prepare detailed industrial development plans dealing with the problems and opportunities within each cluster.

In addition, the City has successfully promoted two joint public-private industrial redevelopment projects: Queensgate North-Liberty Dalton and Eastwood Village.

A recent survey of 380 manufacturing firms of various sizes indicated the following trends within the last 5 to 10 years:

- 75% experienced growth
- 60% introduced technological innovations
- 40% indicated future expansion plans
- 25% considered new construction
- 50% considered expansion within the City
- 25% considered suburban relocation.

## Commercial Land Use:

Between 1960 and 1970, commercial land use in Cincinnati increased by 68% or 1021 acres. Most of this activity occurred in the Central Business District (CBD), several outlying regional service centers, and in auto-oriented retail development. During the next four years, however, commercial land use declined by 2%. The slight decrease was due primarily to retail contraction within many of the Neighborhood Business Districts (NBD's) scattered throughout the City. Since 1974, commercial land use has remained relatively stable.

Trends and forecasts point to a shift in employment emphasis from industry to selected services. In 1979, selected service uses (offices, hotels, etc.) provided jobs for 15% of the City's total labor force. Employment projections for the Cincinnati SMSA indicate that of the total growth rate of jobs by 1985, 80% of the increase will occur in service-related industries.

Cincinnati's commercial land use has been based traditionally in the CBD and the outlying neighborhood commercial areas. The CBD has achieved significant stability due to private redevelopment and public improvements affecting the skywalk system, parking garages, public transit facilities, and streetscapes. Such public improvements have enhanced the Core environment, which in turn has stimulated demand for additional office space. This demand has been met by the recently completed Federated and Central Trust Center office towers as well as by the Fountain Square South and Cincinnati Bell developments now under construction.



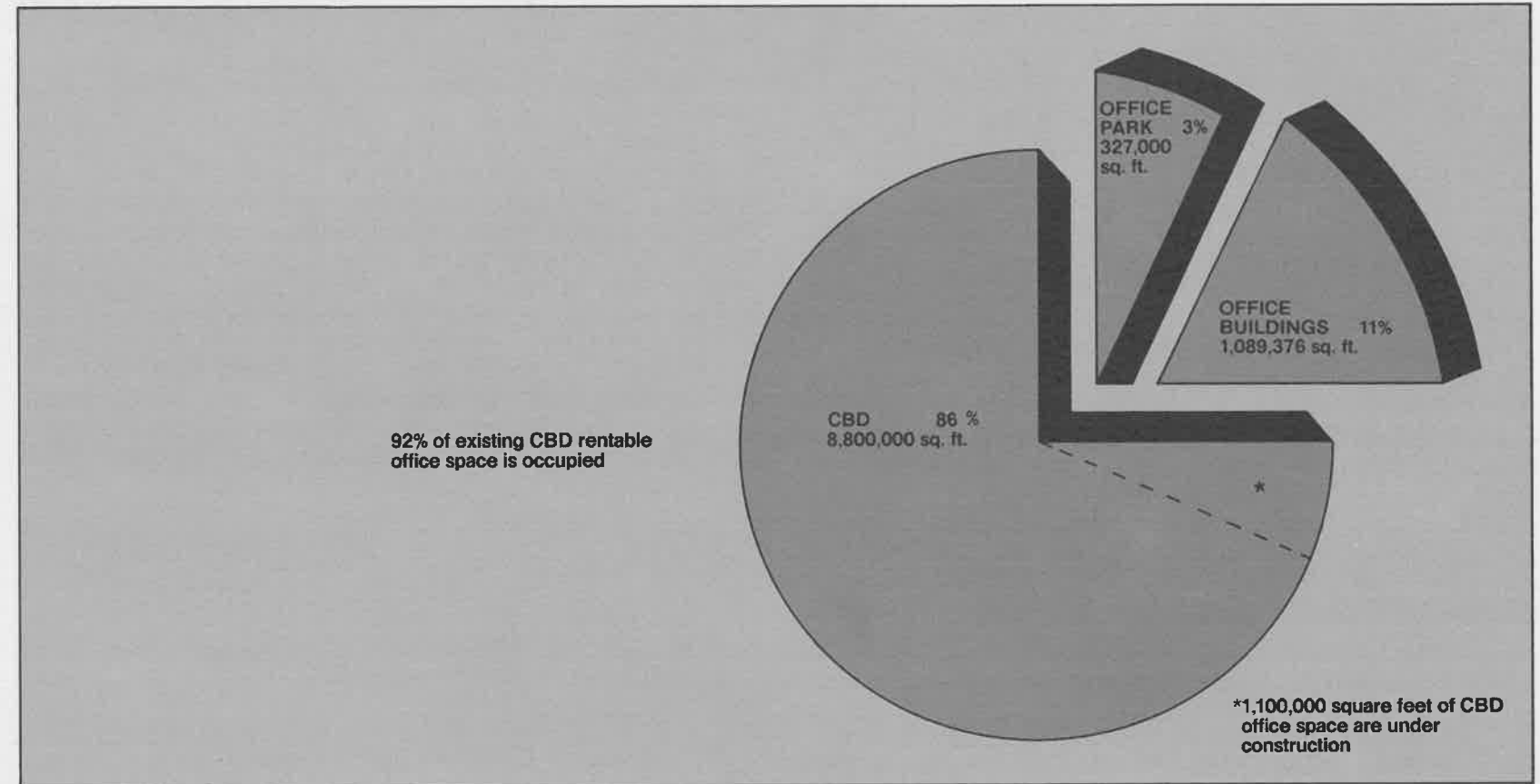
Many of the City's NBD's have experienced a downward cycle of deterioration that threatens the stability of surrounding residential neighborhoods and the economy of Cincinnati. A recent study indicates that nine of the City's 23 major NBD's contain approximately 400,000 square feet of excess retail space.

Another type of retail concentration, the auto-oriented strip/cluster is located typically on the fringe of NBD's and along major radial and crosstown arterials. This type of retail development expanded rapidly during the past several decades but as of recent years remains relatively stable within the confines of existing commercial zoning.

With an anticipated increase in commercial activity, both in retail trade and selected services, these trends support the emphasis on commercial growth in the downtown area and the resurgence of Cincinnati's NBD's.

### 1979/80 Major Cincinnati Office Space:

Source: Greater Cincinnati Chamber of Commerce, 1979/80 Greater Cincinnati Downtown and Suburban Office Park Guide



## Residential Land Use:

Between 1948 and 1974, residential development increased by 38% to 18,500 acres. Most of the increase consisted of new apartment structures for single persons, young married adults, and elderly residents, which typically form smaller households. Owner occupancy declined, while the number of renter occupied units increased.

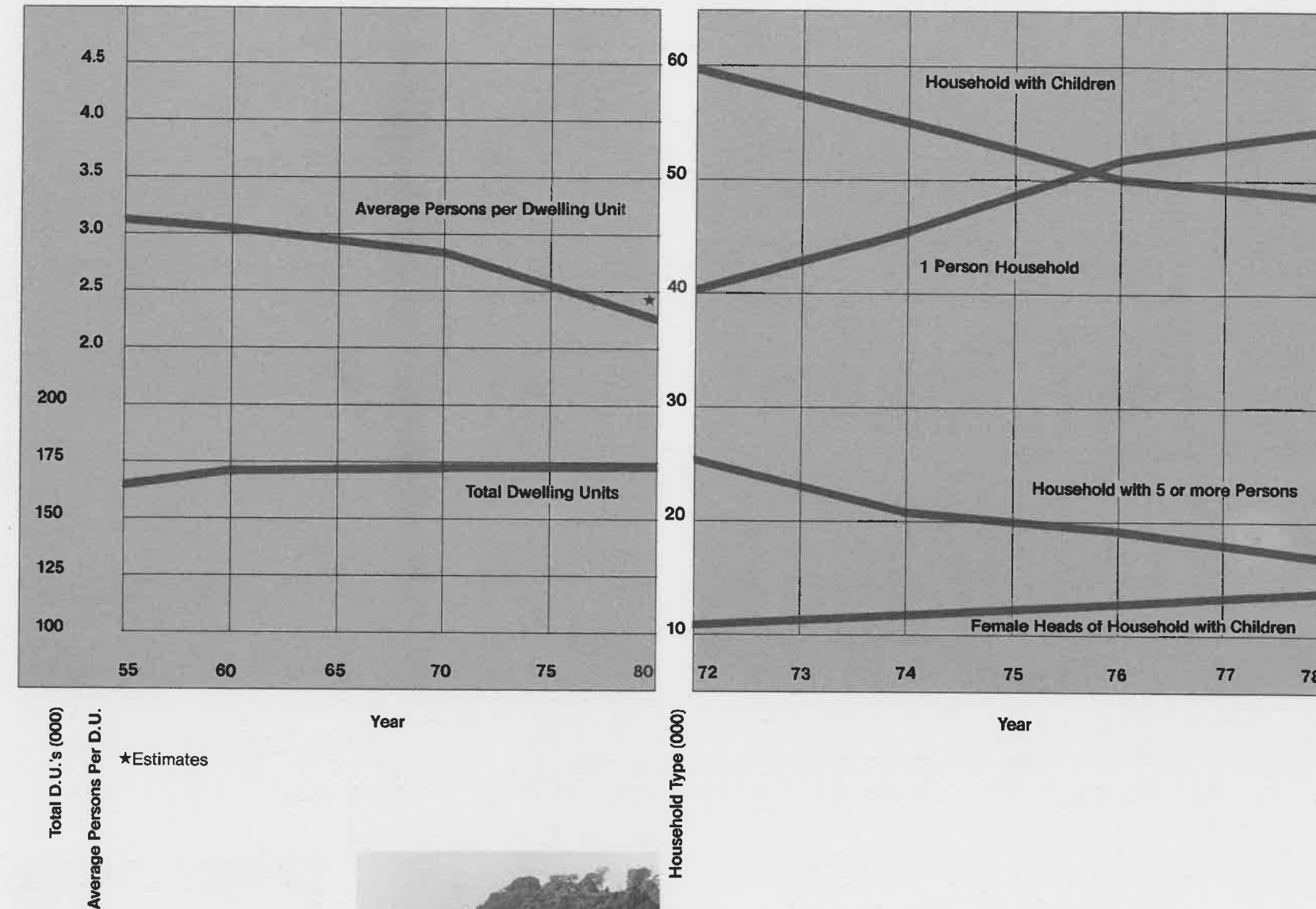
The City of Cincinnati experienced an overall population decline from 504,000 in 1950 to 383,000\* in 1980. This decrease was reflected in an out-migration from the City of middle and upper income working age residents.

Despite city-wide population losses during this period, 27 communities either maintained or increased their residential territory. This trend was accompanied by a decrease in household density, from 11.0 to 9.4 dwelling units per acre between 1960 and 1970. The tendency towards lower densities occurred mainly in the older, more fully developed communities closer to the City core, where households typically were comprised of low income and elderly residents. Yet there is evidence of a new trend as middle income residents choose more often to locate in centrally situated communities.

Historically, Cincinnati's hilltops have been favored locations for residential development. This trend continues into the present, leaving only marginally developable vacant land and lending importance to the maintenance of existing residential uses. For these reasons, recent emphasis has turned towards infill development and the preservation of historically and architecturally significant structures.

## Household Makeup:

Source: U.S. Bureau of the Census and R.L. Polk and Co.



## Parks and Recreation Land Use:

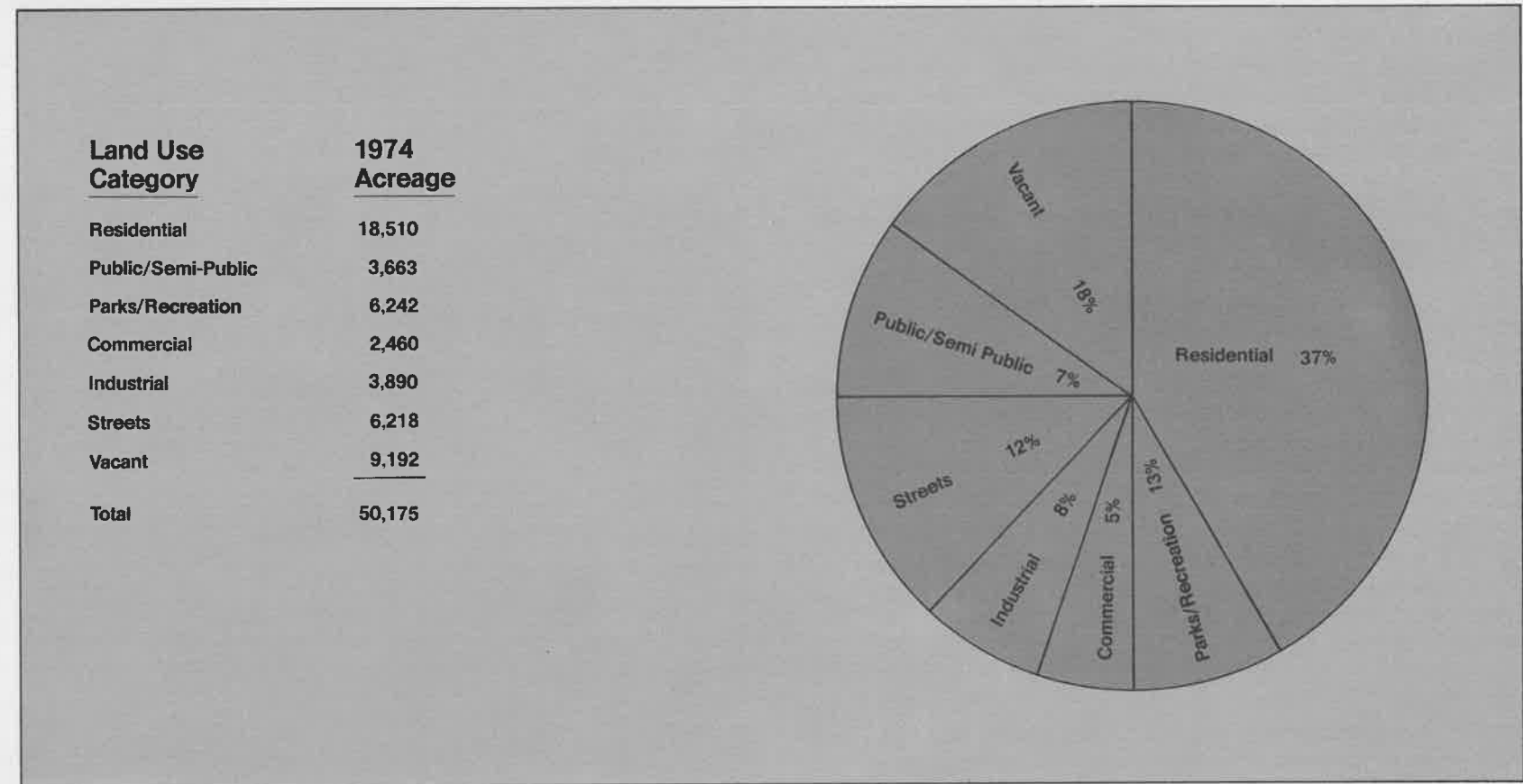
During the past thirty years, the number of public park and recreation facilities in Cincinnati has experienced a 65% increase, while total acreage has increased by 19%. Today, public parks utilize 4,029 acres with 136 facilities, and public recreation utilizes 2,400 acres with 195 facilities.

The quantity and distribution of land and facilities for leisure activities contribute greatly to the quality of life in Cincinnati. To date public park and recreation facilities offer a ratio of 15 acres per 1,000 population. That ratio was found acceptable in a 1977 study by a consultant to the City Planning Commission. Furthermore, a 1978 city-wide attitudinal survey indicated that 90% of the 2,407 persons interviewed were satisfied with existing park and recreation facilities.

Previous planning for parks and recreation occurred in periods of economic growth and prosperity. Those plans assumed that local government would play an ever increasing role in providing adequate park and recreation facilities. However, current plans to expand the system must comply with the City's budgetary limitations. While acknowledging the growing demand for park and recreation uses which are neighborhood-serving, the City assigns top priority to the maintenance and operation of existing facilities.

## Land Use Distribution:

Source: PAMSS, Data Services



## Public and Semi-Public Land Use:

In light of the shifts in population and technological advances, the effect upon public and semi-public land uses—transportation, education, health, public safety, utility systems—was inevitable. Highway uses expanded while five of the City's railroad freightyards were abandoned. Interstate highway construction consumed substantial acreage, displaced residents, and generated industrial and commercial land uses. It also resulted in the development of five (5) new City parking garages and 12 parking lots (mostly in the CBD). Interstate highway construction is virtually complete with the exception of the I-471 exchange.

Mass transit facility changes were limited to replacing the Brighton Bus Garage with Queen City Metro's new Coach Care and Maintenance Facility in Queensgate West. New Greyhound and Trailways depots relocated just outside the CBD to permit new office construction.

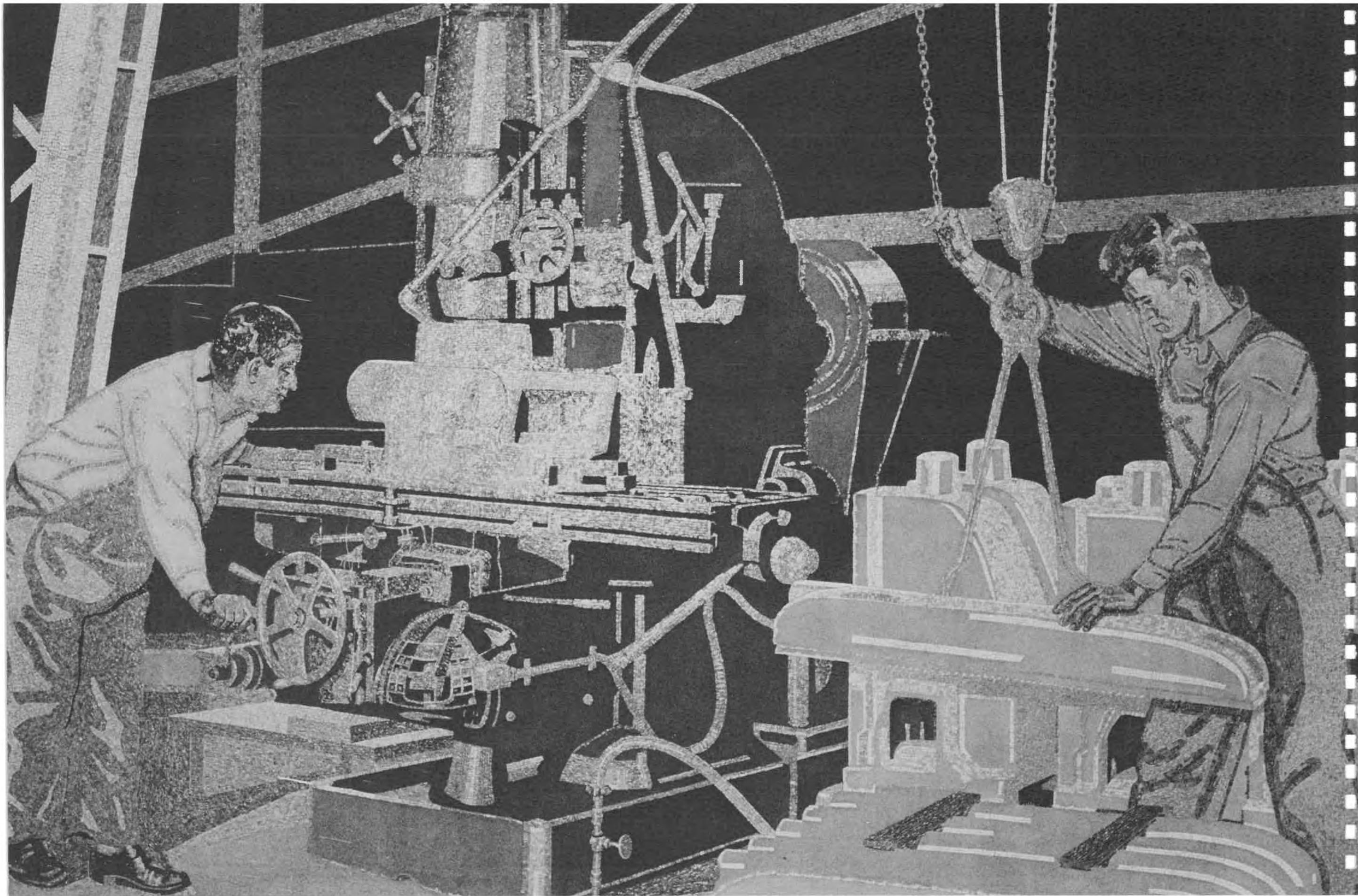
Another significant trend points to the expansion, consolidation, or conversion of facilities to enable improved public services. The Metropolitan Sewer District enlarged three sewage plants within the City. Water Works facilities include a new administrative headquarters, one (1) treatment plant, 13 pumping stations, and eight (8) tanks/reservoirs. A final change in utility services includes the replacement of the City's four incinerators by one solid waste landfill within the City and three outside the City.

Public safety also was affected by this move towards improved service. As a result of an earlier study focusing on quicker response times to fire alarms, the City combined the services of four fire stations into two new locations. Meanwhile, two police stations were combined or relocated.

Shifts in population size and composition led to changes in the distribution of health and education facilities. Health care facilities now include 16 hospitals and five (5) clinics in addition to numerous child care, rehabilitation, and senior services centers. The number of nursing/rest homes declined by 11% in seven years to 53 facilities with 3700 beds.

Earlier population growth was evident in the increased consumption of land by schools: 106 public schools utilized 1100 acres. However, current decreasing enrollments and scarce revenues are forcing 15 sites to be closed, sold, or leased for other uses. At the higher education level, five colleges experienced larger enrollments. Both the University of Cincinnati and Xavier University expanded their campuses while Edgecliff College merged with Xavier. Cincinnati's commitment to public education is demonstrated by a public library system which now includes a new and expanding main facility and 37 branches throughout the City.





# Industrial Land Use

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## Goal:

Promote economic development by planning for the retention and expansion of existing industry and the development of new industrial land use.

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## Introduction:

Volume I of the CCP states the priorities for industrial development within the City as:

1. Strengthen the City's present industrial activity;
2. Identify potential areas for industrial development, both for expansion and relocation of the City's existing firms, and the attraction of new industry.

The Industrial goal of Volume II responds to these priorities by promoting the retention and expansion of industrial land use vital to the economic development of the City.

Historically, Cincinnati has been recognized as one of the Midwest's leading centers of industrial development and productivity. Located at the gateway between the "Midwestern Industrial Crescent" and the southern markets, Cincinnati is accessible to many of the Nation's urban centers. The availability of a qualified labor force, abundant raw materials, energy, and agricultural products as well as a multi-modal transportation system have traditionally provided Cincinnati with a competitive economic climate. However, during the period following World War II, Cincinnati's industrial activity began to decline. Studies have indicated a drastic reduction in manufacturing employment in the City over the past thirty years. The CCP recognizes the shift in the local economy from an industrial base to a selected services base.

In order to deal with the changing economic base, Cincinnati has undertaken an ambitious "Overall Economic Development Plan" (OEDP). The plan constitutes a major effort by the City to establish a comprehensive economic development program within the framework of municipal government. In support of this effort the City has promoted an Industrial Cluster Planning Program which emphasizes the formation of a public/private partnership. The program is aimed at stabilizing Cincinnati's existing industrial base through the formation of industrial councils and the preparation of industrial development plans. The City also has applied other forms of public assistance, such as federal Urban Development Action Grants, to support the industrial redevelopment projects of Queensgate North-Liberty Dalton and Eastwood Village.

The CCP Industrial Plan integrates current OEDP, Industrial Cluster, and private industrial development plans with a number of short and long-range land use recommendations.

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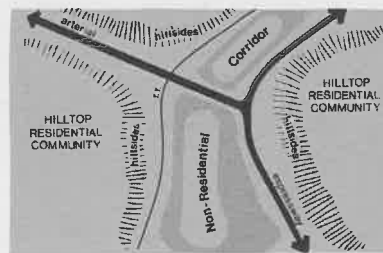




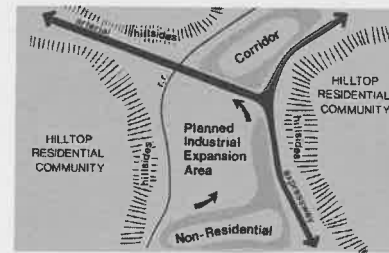
## Policies:

The Coordinated City Plan industrial policies respond to the downward trends that have eroded Cincinnati's economic base. They are intended to support the retention and expansion of industrial land use, as well as promote the overall economic development of the City.

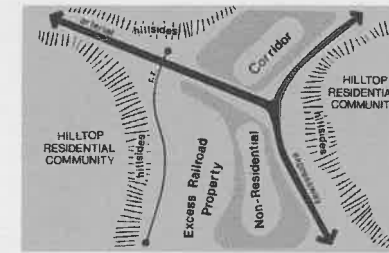
1. Assist existing industries to rehabilitate and remain in their present locations by recycling old industrial structures and by improving the physical environment of industrial areas.
2. Industrial land use should conform to: Overall Economic Development Plan; Urban Renewal plans; plans from community councils, Riverfront Advisory Council, or similarly recognized organizations; Industrial Council plans; existing zoning, unless changed in accord with a plan.
3. The existing form of the City constituted by residential "communities" and non-residential "corridors" should be reinforced.
4. Residential neighborhoods in the corridor areas should be planned for contraction if industries are planned for expansion.
  - a. Public assistance to existing corridor industries should be a type which will achieve economic benefits which obviously and significantly outweigh the economic and social costs to occupants of adjacent properties.
  - b. A public process to assist existing corridor industries to expand should preferably involve the application of financial incentives to induce occupants of adjacent properties to voluntarily relocate and any public program should be predictable as to circumstances, location, and time when it will be applied.
5. Plan new industrial uses in corridors or other outlying areas on large, mostly vacant sites which are reasonably flat, accessible, and where industrial development would be compatible with the surrounding environment and with existing land uses.
6. Plan for new industrial uses in corridors where significant amounts of industry exist and in other locations where desirable.
7. New industrial uses should be located where they would reasonably replace blighted residential uses and be part of or logical expansion of an industrial area.
8. Plan for areas of industrial use around existing industries where new land for parking or plant expansion may encourage existing industry to remain.
9. New industrial uses should be located within the City on excess railroad property which is suitable for industrial use and the City should encourage the disposal of such excess property by the railroads.



Policy 3



Policy 5



Policy 9

### Plan:

In keeping with the CCP policies for comprehensive land use, emphasis is placed on strengthening the City's existing industrial base. With a very limited number of sites available for new industrial development the Land Use Plan identifies the locations where 4,000 acres of existing industry should remain. The Plan also recommends that available industrial land resources should provide opportunities for existing firms to expand and relocate within rather than outside the City.

Recommendations for future new industrial use are categorized as short range (5-10 years) or long range (10-20 years). This categorization is based primarily on the number of development constraints affecting a site and the existence of any public or known private plans for industrial development.

The Plan identifies 11 short-range sites (See Map 2 and Table A) that comprise approximately 293 acres. These sites are vacant for the most part, zoned for industry, and have few development constraints. Also, they are available either as part of an existing industrial park, recommended by another public plan, or proposed by a private industrial developer.

The Plan further identifies approximately 1,300 acres that offer only limited development opportunities. However, 29 sites, comprising approximately 729 acres and characterized by fewer constraints, are considered "selected" long-range sites. They are more suitable for industrial development due to size, shape, terrain, zoning, and overall relationship to existing industry. Other long-range sites appearing in Map 2, yet not identified as "selected sites", are described in the CCP Technical Report and shown on 1"=800' scale work maps on file in the Planning Commission offices.

If all recommended short-range and "selected" long-range areas were developed by the year 2000, the City would experience a 24% gain in industrial land use. This increase, however, assumes that future development will be able to overcome the physical, social, environmental, and economic constraints that have hindered local industrial development in the past. The Plan also recognizes the shift in Cincinnati's economy from an industrial base to a selected services base. Therefore, selected service uses, particularly office development, should be considered as alternative activities on suitable sites recommended for industry.

A significant constraint in the development of many long-range sites is the necessity of displacing and relocating existing residential and other land uses. In these areas it will be necessary to study, on a case by case basis, the economic benefits of such industry compared to the socio-economic costs to displaced occupants.

The capability of utilities, streets, and other public services necessary to support future industrial development also must be examined when a specific type of industry is considered for a site.

Several outlying sites and fringe areas of corridors that are zoned for industry are currently characterized by other land uses. The Plan recommends that these sites remain non-industrial. Industrial development of these areas may have a detrimental impact on viable residential and commercial concentrations in corridor neighborhoods. In addition, many of these areas have extremely poor terrain or access, historic or architecturally significant structures; or non-industrial uses recommended for retention by a community plan.



# Industrial Land Use:

## Short and Selected Long-Range Recommendations

Table A

Land Use Code V Vacant                      P Public, Semi-Public I Industrial                    U Utility C Commercial                RR Railroad R Residential                A Agriculture					Development Constraints								
					Floodplain	Limited Access	Terrain	Irregular Shape	Adjacent Land Use	Land Use Displacement	Historic/Environmental	Zoning	Community Policy
Short Range													
No.	Location	Acres	Existing Zoning	Existing Land Use									
1	Reinhold Drive	2	M-2	V									
2	Expressway Park	5	M-1,M-2	V									
3	Ridgewood plant	45	M-3,R-4	I	•				•		•	•	
4	Center Hill S of Procter & Gamble	40	M-2	V			•		•				
5	Mid-City Park	2	M-2	V	•								
6	Bald Knob	36	M-2	V									
7	Wooster Pike	47	M-2,M-3	V	•						•		•
8	Undercliff Yards	63	M-3	RR,V	•								•
9	Surplus Dunbar Incinerator	4	M-2	V	•								
10	NW of Muddy Creek Sewer Plant	19	RF-2	V	•								
11	Kellogg NW of Wilmer	30	RF-2	V	•				•				

Note: For explanation of zoning code and some development constraints, see Glossary.



Recommendations continued

Table A

Land Use Code V Vacant                      P Public, Semi-Public I Industrial                    U Utility C Commercial                RR Railroad R Residential                A Agriculture					Development Constraints									
					Floodplain	Limited Access	Terrain	Irregular Shape	Adjacent Land Use	Land Use Displacement	Historic/Environmental	Zoning	Community Policy	
Selected Long Range														
No.	Location	Acres	Existing Zoning	Existing Land Use										
12	Carthage Fairgrounds	56	M-2,M-3	P	•					•	•			
13	E of Carthage Fairgrounds	7	M-2,B-1	R,PV	•				•	•		•		
14	Escalon Street	9	M-3	V	•	•			•					
15	Center Hill Landfill	188	M-2	R,I,A,V	•		•		•	•				
16	Este and Kings Run	7	M-1	V		•	•		•					
17	S of West Fork Incinerator	8	M-3	V	•									
18	Workhouse	6	M-2	P					•	•	•			•
19	Union Stockyards	6	M-P	I,V						•	•	•		
20	Spring Grove and Harrison	10	M-3	I,C,R,V						•				
21	SORTA Property Winchell and Harrison	5	M-2	P						•				
22	Spinney Field and Impounding Lot	15	M-3	P						•				
23	Grand and C&O Railroad	3	M-2	V			•							
24	I-71 and Brewster	5	M-2	PV		•		•						
25	I-71 and Blair	3	M-2	V		•		•	•					

Note: For explanation of zoning code and some development constraints, see Glossary.



Recommendations continued

Table A

Land Use Code V Vacant                      P Public, Semi-Public I Industrial                    U Utility C Commercial                RR Railroad R Residential                A Agriculture					Development Constraints								
					Floodplain	Limited Access	Terrain	Irregular Shape	Adjacent Land Use	Land Use Displacement	Historic/Environmental	Zoning	Community Policy
Selected Long Range													
No.	Location	Acres	Existing Zoning	Existing Land Use									
26	Fifth and Eggleston	4	M-2	C						•			
27	Wooster N of Beechmont	58	RF-1,M-2,M-3	I,C,R,V	•			•	•	•	•	•	•
28	Twin Drive-In	28	B-4	I					•	•		•	•
29	Reading and Tennessee	18	M-2	I					•	•			
30	Oakley Drive-In	13	M-2, R-4T	C	•				•	•		•	
31	N of Ridge and Cardiff	6	M-2,R-3	V		•	•	•	•			•	
32	Corsica Hollow	2	M-2	V	•				•				
33	River Road and Muddy Creek	37	RF-1	C,R,V	•				•	•	•	•	•
34	River Road W of Anderson Ferry	14	RF-1,RF-2	V	•	•		•	•			•	
35	Sedamsville Railroad Yards	67	RF-2	RR	•					•			
36	Storrs Railroad Yards	25	RF-2	RR	•					•			
37	Springlawn and Crawford	32	M-1	R,A					•	•			
38	Winton and Gray Roads	83	M-1	R,A,V			•		•	•	•		
39	S of Seymour and Carthage	6	M-2	I,V			•			•			
40	Cincinnati Gardens	8	M-2	C,R						•			

Note: For explanation of zoning code and some development constraints, see Glossary.



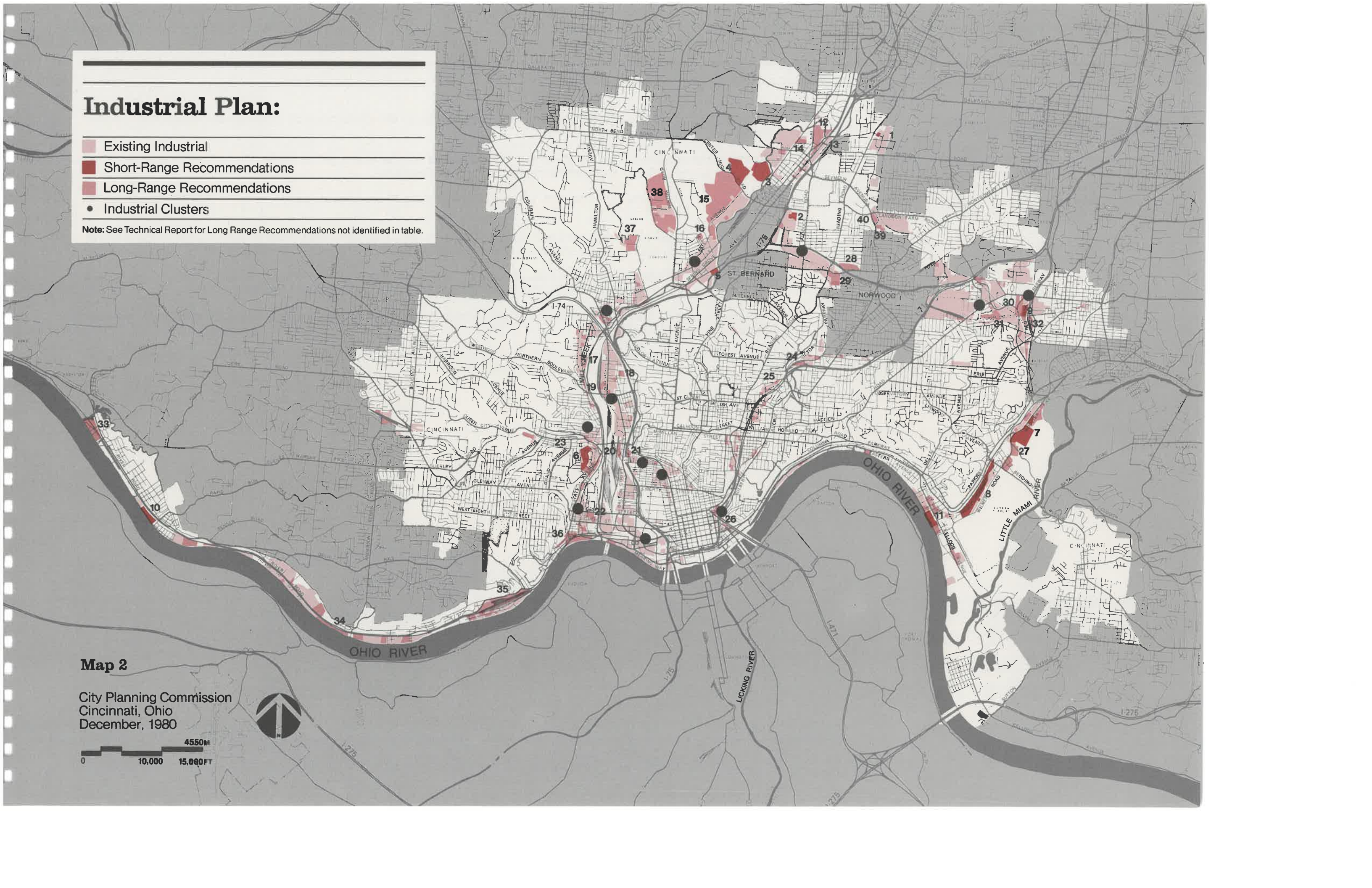
# Industrial Plan:

- Existing Industrial
- Short-Range Recommendations
- Long-Range Recommendations
- Industrial Clusters

Note: See Technical Report for Long Range Recommendations not identified in table.

Map 2

City Planning Commission  
Cincinnati, Ohio  
December, 1980



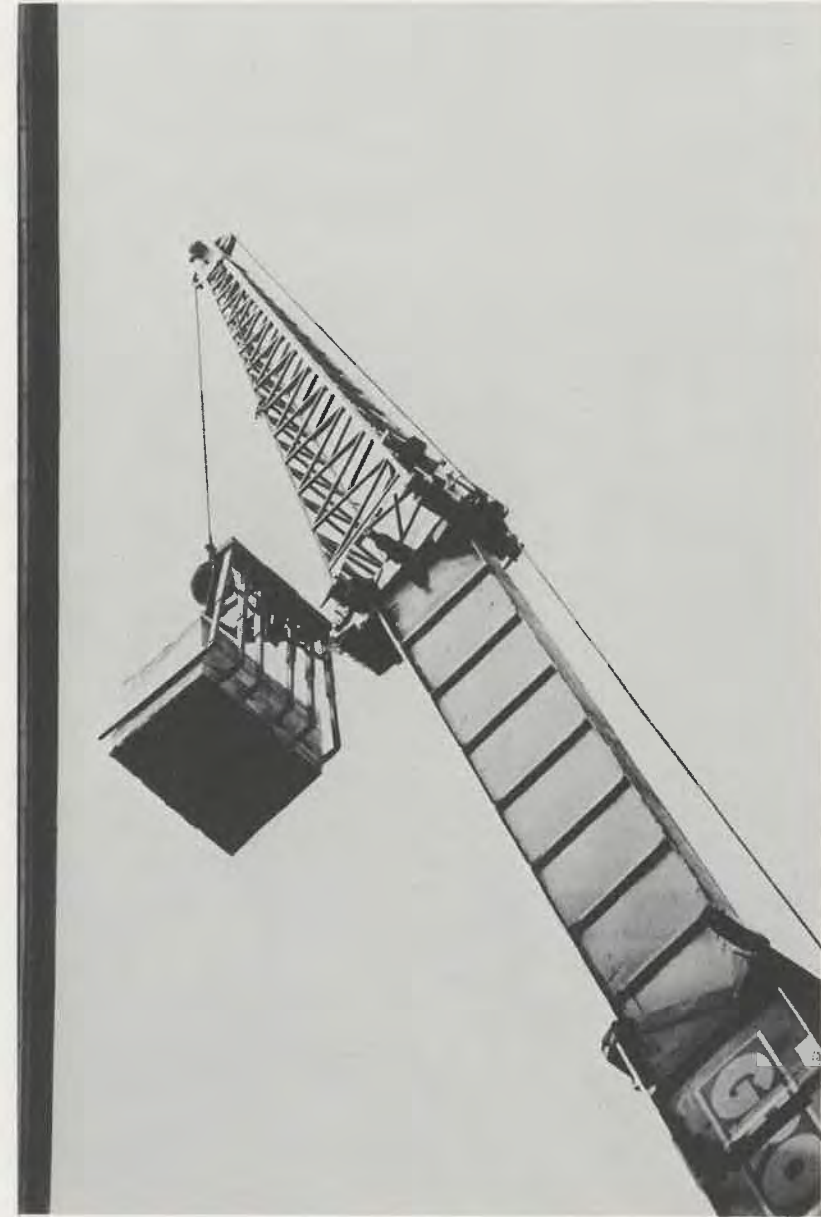
## **Implementation:**

The implementation methods listed here are aimed at revitalizing and expanding the pattern of industrial land use. In order to maintain the City's diversified industrial base, these methods should be coupled with the remaining opportunities for new development in Cincinnati.

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1. In order to retain and revitalize existing industries, continue the Department of Development's Industrial Cluster Planning Program in appropriate clusters.
2. Identify locations where various governmental assistance programs and public works improvements should be targeted by the City in order to retain and attract industrial development.
3. Encourage the railroads, utilities, and other public agencies to dispose of excess property suitable for industrial development.
4. Expand and promote the data retrieval, applied research, and analytical capabilities of the PAMSS Division of the City Planning Commission, particularly the Urban Information System, and market these services to private industry.
5. In conjunction with the Department of Development's "Realtor Assistance" and "Industrial Liaison" programs, prepare and periodically update maps and descriptive files of potential sites for industrial development.
6. Periodically update the "Survey of Manufacturing Firms in Cincinnati" conducted in 1979 by the Behavioral Sciences Laboratory for the City of Cincinnati.
7. Encourage the Cincinnati Chamber of Commerce and Department of Development to continue the pursuit of a coordinated and comprehensive industrial promotion campaign.









# Commercial Land Use

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## Goal:

Promote economic development and stabilize communities by planning for the retention, revitalization, and in some cases the expansion of commercial land uses.

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## Introduction:

The future of our metropolitan economy is highly dependent on the composition and vitality of Cincinnati's commercial land uses. Viable commercial land uses also help to stabilize residential neighborhoods by providing "focal points" for social and consumer interaction. The commercial land use pattern, as defined by the Plan, includes retail trade activities and selected services such as offices and hotels.

The majority of retail trade activity is concentrated in the Central Business District (CBD), large regional retail centers, Neighborhood Business Districts (NBD's), auto-oriented strips or clusters, and in special redevelopment projects.

The CBD, which serves as the economic and cultural hub of the tri-state region, accounts for one-third of the City's retail trade activity. An increase in retail trade is projected for the CBD with the opening of new retail establishments along the expanding skywalk system and the construction of new retail space recommended by the Cincinnati Year 2000 Plan. At the same time, retail trade in auto-oriented strips/clusters and in regional retail centers within Cincinnati is not expected to expand significantly in the future.

Much of the remaining local retail trade occurs within the NBD's, which generally serve the surrounding residential trade area. However, many NBD's are experiencing reduced profits, deferred maintenance, business failure, relocation, vacancy, blight, and contraction or reuse. To counteract these problems, the Department of Development is working in partnership with local business and community leaders to revive these NBD's.

One method employed by the City to revitalize inner city neighborhoods is the creation of several multiple-use "Town Centers". These facilities are being developed jointly by the private and public sectors. To date the Queensgate II and Avondale "Town Centers" are in various stages of implementation. The City has further coordinated its efforts with a private developer in the conversion of the newly opened Union Terminal to a specialized retail and entertainment center.

Selected service uses are located primarily in the CBD, office parks, and other scattered locations. The CBD is the center of office activity in the Tri-state region. Downtown office space is 92% occupied and relatively stable due extensively to private redevelopment commitments and public improvements.

Hotel expansion also is occurring in the CBD. The 440 room Stouffers Tower was completed recently while a 450 room Western International Hotel is under construction as part of the Fountain Square South project. Other hotel locations are shown in the Cincinnati 2000 Plan.

Outside the CBD there are only two office parks within the City. The Holiday Office Park in Queensgate I and Hillcrest Square in Roselawn are stable and, for the most part, occupied. Cincinnati's remaining office space can be found near NBD's and in other strategic locations.

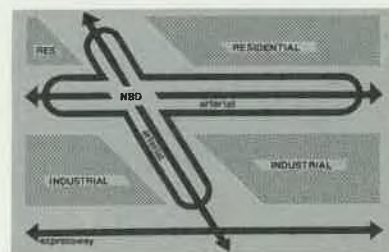
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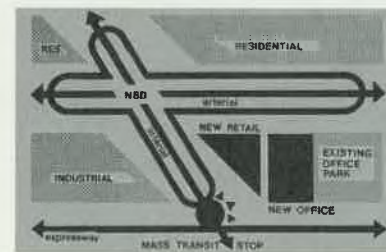
## Policies:

The City's overall economy and the stability of neighborhoods is dependent on the commercial land use pattern. Therefore, the commercial land use policies promote the retention, revitalization, and expansion of viable retail and selected service activities.

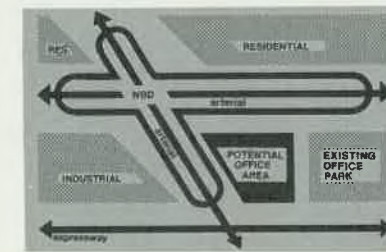
1. Commercial land use should conform to: Urban Renewal plans; Urban Design plans; Community plans; Urban Redevelopment Corporation plans; existing zoning unless changed in accord with a plan.
2. Within the CBD, commercial land uses should conform to: CBD Urban Renewal Plan; CBD Urban Design Plan; North Frame Plan; Garfield Place Plan; Central Riverfront Plan; Year 2000 Plan resolution.
3. Regional or large-scale retail centers should be expanded only to a level that will be compatible with the CBD or NBD's.
4. Stabilize declining neighborhood business districts where appropriate.
5. Assist in the growth and development of neighborhood business districts consistent with local market support capacity and neighborhood needs.
6. Plan additional off-street parking for NBD's where justified and where it may retain or attract viable commercial land uses.
7. Related commercial land uses should support river uses according to Riverfront Advisory Council recommendations.
8. Auto-service retail land uses should be planned at concentrated locations along arterials, particularly where they intersect freeways.
9. Isolated commercial land uses should be developed only in appropriate locations where they will be compatible with existing commercial land uses.
10. Retain, where feasible, commercial and office uses that serve as a buffer or transition area between industrial and residential land uses.
11. Retail and office uses should be retained and expanded, where feasible, along existing and proposed mass transit routes in the vicinity of major passenger departure and transfer points.
12. New office land uses should be compatible with the CBD or existing office parks.
13. New office land uses should be located in the vicinity of viable NBD's or elsewhere on properties that are highly accessible and compatible with surrounding land uses.



Policy 10



Policy 11



Policy 13

## Plan:

The Plan recognizes the importance of the Central Business District (CBD) and the Central Riverfront as major centers for retail trade activity, office, hotel, and selected service uses. The Plan also acknowledges the critical role of NBD's as local centers for consumer and social interaction. It is recommended that approximately 2500 acres, or 5% of the City's total land use area, be retained as existing commercial uses. Revitalization efforts will focus on those uses primarily located in the CBD and NBD's.

Over the past 16 years, since the development of the 1964 Core Urban Renewal Plan, Cincinnati's CBD has been transformed into one of the Midwest's most vibrant urban centers. Today, the Cincinnati 2000 Plan proposes an expanded CBD Land Use Concept (see Map 4) and initial goals that advocate: concentrated office development; strengthened retail core; integrated riverfront and core; expanded in-town residential opportunities; balanced transportation system; historic preservation; and an improved pedestrian environment. The Plan's economic forecast dated July, 1980 projects the following levels of growth in the CBD by the year 2000:

Office . . . . .	7,000,000 sq. ft.
Government Office . . . . .	900,000 sq. ft.
Retail . . . . .	1,100,000 sq. ft.
Hotel (1st class) . . . . .	2,250 rooms

Cincinnati's outlying NBD's also contribute to the durability of the city-wide economy and to the stability of the surrounding residential neighborhoods. Many of the City's NBD's have slipped into a downward cycle of reduced profits, deferred maintenance, business failure, relocation, vacancy, blight, and contraction or reuse. To counteract this trend, the Department

of Development, in partnership with local business and community leaders, is providing marketing, urban design, and other forms of assistance to selected commercial districts and sites.

The Plan's recommendations for future new commercial land uses are divided into short-range and selected long-range categories. Short-range recommendations are, in most cases, vacant and either committed, currently being negotiated, or highly suitable and relatively available for commercial development. The long-range recommendations offer limited development opportunities due to such constraints as terrain, poor access, or conflicts with adjoining land uses.

The Plan (See Map 3 and Table B) identifies 24 short-range commercial development areas, comprising approximately 143 acres. Office development is either proposed or committed for 12 of these areas totaling 64 acres. The remaining 12 areas are either proposed or committed for a combination of office, retail, and hotel development.

The Plan also identifies 80 potential long-range development areas primarily zoned for commercial development. These sites, which offer only limited development opportunities, are either vacant or currently sustain non-commercial land uses. Approximately 258 acres scattered among 36 of these areas are considered selected long-range recommendations, more suitable for development. However, the Plan recommends that in the future these areas should be evaluated individually to determine if the economic advantages outweigh the socio-economic costs of displacement. Other long-range recommendations appearing on Map 3 but not in Table B are described in the CCP Technical Reports and shown on the 1" = 800' scale maps on file in the City Planning Commission office.

If all potential short-range and selected long-range areas are developed by the Year 2000, the City would experience a 15% increase in commercial land use. This increase assumes that future development will be able to overcome the physical, social, environmental, and economic constraints that have hindered past commercial development. Future commercial development will likely be in the form of offices or other selected services, particularly in the CBD and in outlying locations which offer suitable amenities such as the former Longview State Hospital property.

Several clusters of marginal residential uses and commercial establishments zoned for commercial development and adjoining industrial concentrations are recommended by the Plan as suitable for conversion to industrial use. Examples are located in the Camp Washington, Northside, and Oakley neighborhoods. The Plan further recommends the retention of about 260 acres, currently zoned for commercial development, as residential land use. These areas are scattered throughout the City and form highly stable pockets of high to medium density apartments or low density edges of viable neighborhoods. With increasing energy costs, residential opportunities close to retail, office, and service establishments will be in great demand; therefore, these areas should be encouraged to remain unless commercial conversion will have a positive effect on the surrounding neighborhood.



# Commercial Land Use:

## Short and Selected Long-Range Recommendations

Table B

Land Use Code V Vacant                      P Public, Semi-Public I Industrial                    U Utility C Commercial                RR Railroad R Residential                A Agriculture PK Parking						Development Constraints						
						Floodplain	Limited Access	Terrain	Adjacent Land Use	Land Use Displacement	Historic/Environmental	Zoning
Short Range												
No.	Location	Acres	Existing Zoning	Existing Land Use	Urban Design Plan							
1	Reading and Forest	10	B-3,O-1,R-4	V								•
2	Seymour & Langdon Farm	13	B-4	PK							•	
3	Seymour & Paddock	40	R-2	P	•						•	•
4	Hamilton & Cedar	2	B-4	C,R,PK	•						•	
5	Reading & Seymour	2	B-2,B-4	V								
6	Montgomery & Kennedy	5	B-2,R-3,R-4	P							•	•
7	Langdon Farm & Yosemite	2	O-1A	V					•			
8	Hamilton, Blue Rock, Spring Grove	4	M-2	V,C,R	•						•	•
9	Gilbert and McMillan	5	B-3	C	•						•	•
10	Gilbert and Lincoln	1	O-1A	C	•						•	
11	Queen City and Boudinot	2	O-1A	V					•			
12	Vine and Shadybrook	5	B-2	P					•		•	
13	Ferguson S of Veazey	6	O-1A	V			•		•			
14	Warsaw and McPherson	1	R-4T	V	•							
15	Kellogg and Sutton	30	B-4,R-4,R-1	V,C,R	•	•		•			•	•
16	Central Parkway and Marshall	3	O-1	V								
17	Between Central and Plum, 6th and 7th Streets	4	C-2	PK	•						•	
18	4th and Plum Streets	1	C-2	PK	•						•	
19	Block D—S of 5th between Race and Elm	2	C-1,C-2	PK	•						•	
20	Block F—5th and Sycamore Sts.	1	C-1,C-2	C	•						•	

Note: For explanation of zoning code and some development constraints, see Glossary.



Recommendations continued

Table B

Land Use Code						Development Constraints						
V Vacant		P Public, Semi-Public				Floodplain	Limited Access	Terrain	Adjacent Land Use	Land Use Displacement	Historic/Environmental	Zoning
I Industrial		U Utility										
C Commercial		RR Railroad										
R Residential		A Agriculture										
		PK Parking										
Short Range												
No.	Location	Acres	Existing Zoning	Existing Land Use	Urban Design Plan							
21	5th and Broadway Streets	1	C-2,O-2	C,PPK	●					●	●	
22	Atrium II Development	1	C-1	C,U	●					●	●	
23	Central Trust Center Expansion	1	C-1	V	●							
24	Riverfront Hotel Development	2	C-2	PK	●	●				●		
Selected Long Range												
25	Vine and Erkenbrecker	2	B-4	V			●					
26	Forest, Burnet, Rockdale Aves.	2	O-1,B-2	R,C,V	●					●		
27	Highland and Rochelle	.5	O-1,R-5	V					●			●
28	Melish and Burnet Avenues	2	O-1,B-2	PK,V						●		
29	Ludlow and Telford	2	B-2,R-6,R-6T	C,R	●					●		
30	Paddock and Seymour	20	R-2	P	●				●	●	●	●
31	I-71 between Marburg and Ridge	4	R-5T	R,C,V				●		●		
32	I-71 between Ridge and Calvert	1	B-4,R-5T	V			●	●				
33	Duck Creek E of Oaklawn	5	O-1A	R						●	●	
34	Montgomery N of Kennedy	2	R-2T,B-2	C,R,V					●	●		
35	Columbia Parkway and Stanley	4	B-4	R,V	●	●				●		
36	Kellogg SE of Wilmer	6	M-2,RF-2	C,R,V	●	●				●		
37	Kellogg NW of Little Miami River	35	B-4,M-2,RF-2	V,P		●			●	●	●	
38	Queen City and Wyoming	2	M-2,R-5T	R,V				●		●		
39	8th and Depot Streets	.5	B-3	PK,V	●					●		
40	Queensgate II Town Center	6	C-2	C,R,PK	●					●	●	

Note: For explanation of zoning code and some development constraints, see Glossary.



Recommendations continued

Table B

Land Use Code V Vacant                      P Public, Semi-Public I Industrial                    U Utility C Commercial                RR Railroad R Residential                A Agriculture PK Parking						Development Constraints						
						Floodplain	Limited Access	Terrain	Adjacent Land Use	Land Use Displacement	Historic/Environmental	Zoning
Selected Long Range												
No.	Location	Acres	Existing Zoning	Existing Land Use	Urban Design Plan							
41	Montgomery and Brewster Aves.	1	B-3,B-4	C,R,PV						•		
42	Melish and Fredonia Aves.	5	M-2,R-5	P,R,V				•	•	•	•	
43	Gilbert and Nassau	3	B-4	C,R,V	•					•	•	
44	Monastery at St. Paul and Celestial	2	R-6	P,R,V	•			•	•	•	•	
45	I-71 and Eden Park Drive	7	M-2	V,PK					•	•		
46	Vine and W Seymour	1	B-3	V								
47	Colerain and North Bend	1	B-4	R,V			•	•				
48	Colerain and Kirby	.5	O-1A,R-1	V					•			
49	Center Hill SE of Procter and Gamble	31	M-2,B-4	V				•				
50	Winton Ridge and Gwinnett	2	B-4	V					•			
51	Kings Run N of Este	2	B-3	V				•	•			
52	Glenway and Locust	2	R-5T	R,C					•	•		
53	Glenway and Mill	1	B-4,R-2T	PK,V			•		•	•		
54	Ferguson N of C&O Railroad	21	M-2	C						•		
55	Queen City and LaFeuille Aves.	.5	B-4	V								
56	Kellogg SE of I-275	21	RF-1	R,V	•	•			•	•		
57	Kellogg NW of I-275	53	RF-1	C,R,V	•	•			•	•	•	
58	9th Street and Central	2	C-2	PK,P	•				•	•		
59	9th Street between Central and Elm	3	C-2	C,R,PK,V	•				•	•	•	
60	W of Riverfront Stadium	5	RF-2	PK	•	•			•	•		

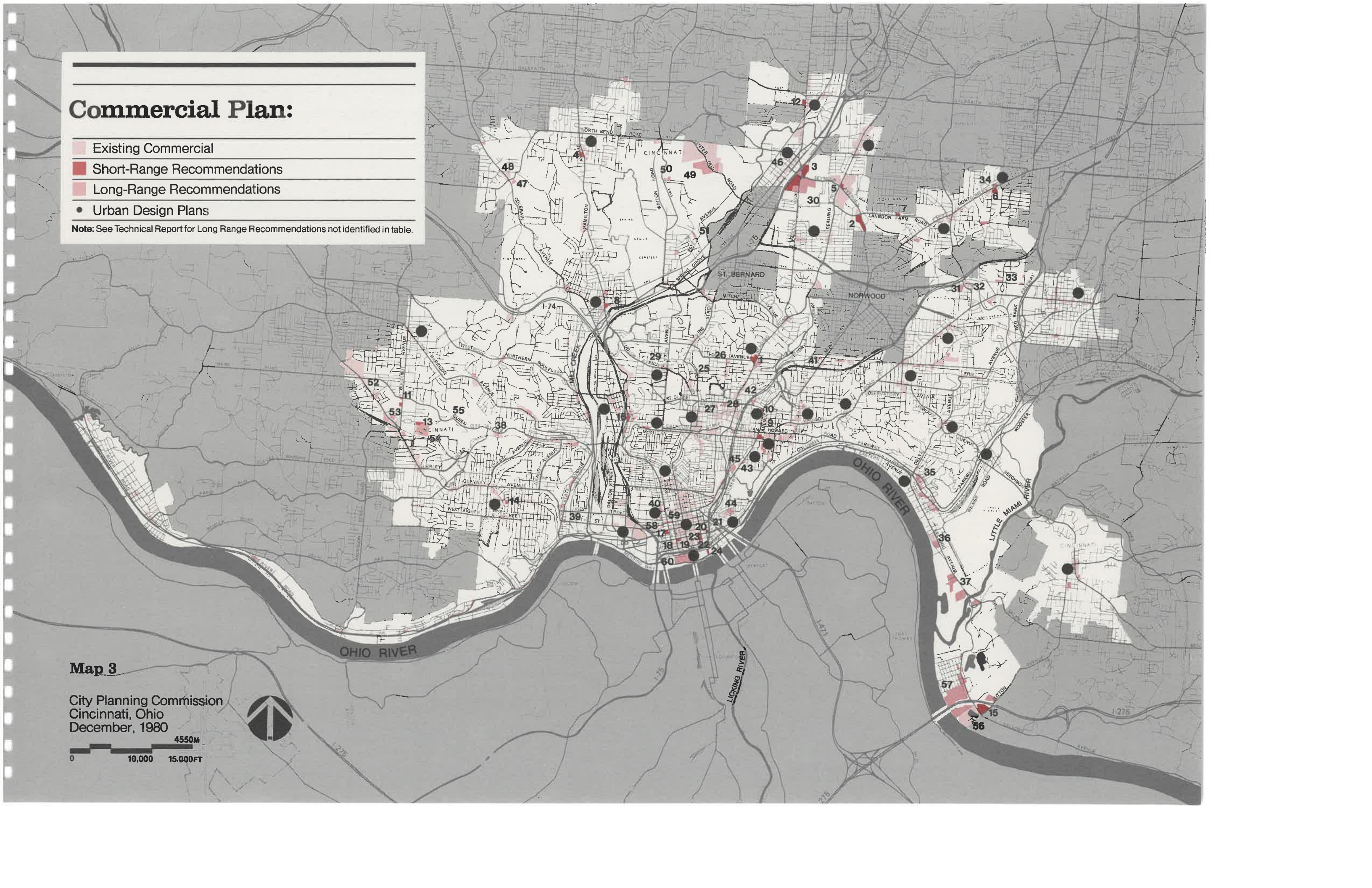
Note: For explanation of zoning code and some development constraints, see Glossary.



# Commercial Plan:

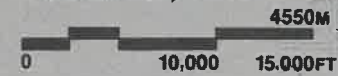
- Existing Commercial
- Short-Range Recommendations
- Long-Range Recommendations
- Urban Design Plans

Note: See Technical Report for Long Range Recommendations not identified in table.



Map 3

City Planning Commission  
Cincinnati, Ohio  
December, 1980





## Implementation:

The following implementation methods originate from several sources, particularly the Department of Development and the Planning Commission staff. Many of these methods, already successfully established, should be expanded while others should be subjected to further study.

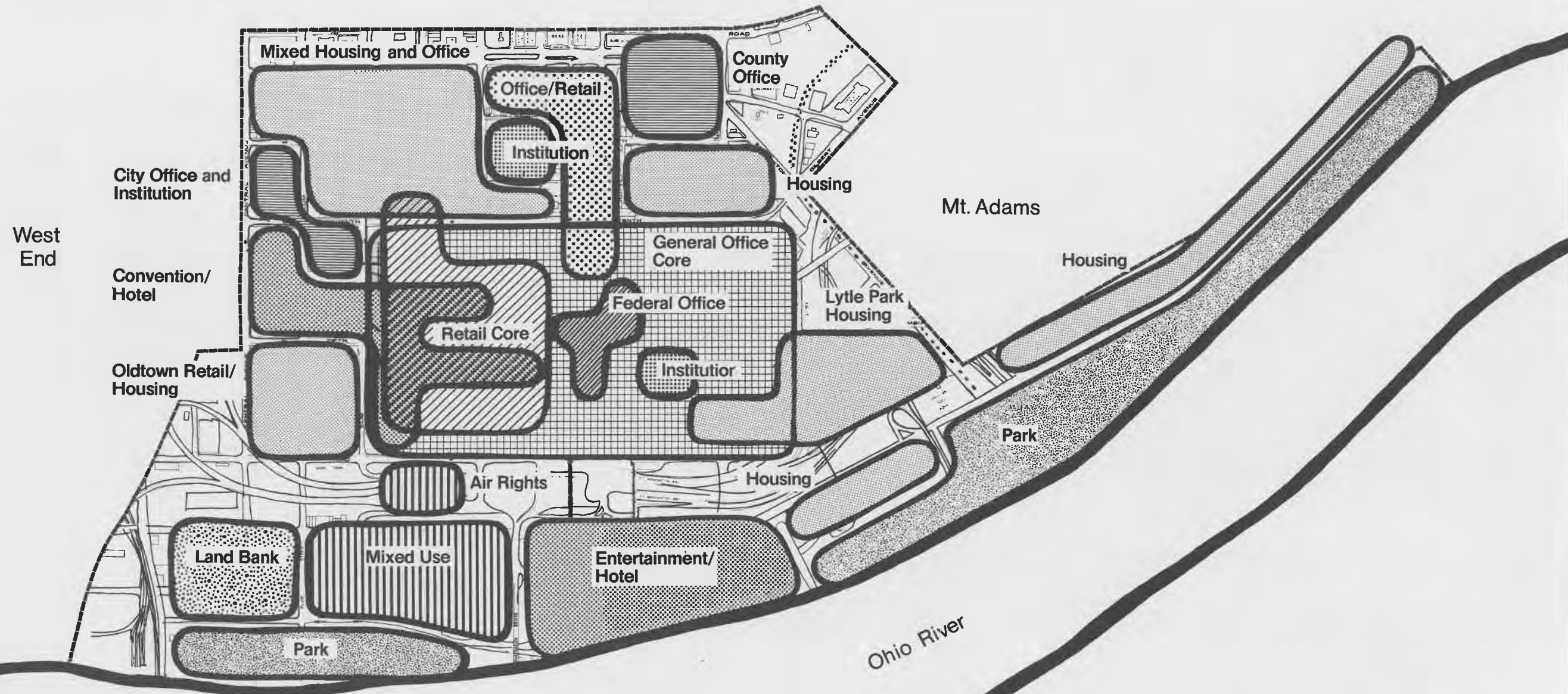
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1. Support the recommendations of the City Manager's Task Force on Neighborhood Business Districts.
2. Support the recommendations of the CBD Working Review Committee and implementation of the Cincinnati 2000 Plan.
3. Pursue various federal, state, and local financial assistance programs that will enable the City to assemble and improve selected sites for commercial development.
4. Encourage the establishment of Neighborhood Development Corporations or similar profit/non-profit organizations to guide NBD development and revitalization plans or programs.
5. In order to retain and revitalize existing NBD's, continue the Department of Development's NBD assistance program.
6. Prepare and periodically update a descriptive file, possibly computerized, and a map of current properties available for commercial development.
7. Prepare a Land Use Management Plan for all City owned property and, if feasible, either selectively divest public property suitable for commercial development or consider innovative means of disposition (such as ground leasing).
8. Where appropriate, establish Environmental Quality-Urban Design Districts for NBD's that have an urban design plan adopted by City Council.
9. Utilize Zoning and Building Codes to regulate the size and physical condition of NBD's.
10. Conduct further research with emphasis on acquiring data identifying the trade area expenditure potential for individual NBD's and, more specifically, for types of establishments within NBD's.
11. Encourage the Cincinnati Chamber of Commerce to increase its support and assistance to NBD's.



# Cincinnati 2000 Plan

Over-The-Rhine



**Map 4**

**RTKL Associates Inc.**  
Architecture • Planning • Urban Design  
Baltimore, Maryland

**Champlin/Haupt, Inc.**  
Real Estate Research Corporation  
Wilbur Smith and Associates



**Central Business District  
Land Use Concept**



# Residential Land Use

## Goal:

Promote the stability of communities by planning for new residential land use as well as for the retention and rehabilitation of existing residential land use.

## Introduction:

During the last thirty years, residential development in Cincinnati has consumed more land at a faster rate than any other type of land use. At the same time, the City's population has declined due to an out-migration of middle and upper income groups. Most of the City's new dwelling units have been constructed within multi-family apartment buildings. While the overall number of households in Cincinnati has increased, the size of households and the number of occupants per household have been reduced. A greater portion of housing units are now renter occupied, comprised mostly of young adults and elderly residents. Also, the percentage of low/moderate income residents has increased.

While the increase in residential land area was accompanied by an overall population loss, the density of dwelling units (DU's) per acre also decreased—from 11.03 to 9.46 DU's per acre. Presently 10% fewer residents consume 36% more land than they did 20 years ago. Thus, in theory, there is more space in which to live and more land around each dwelling unit. This can serve as a positive influence toward stabilizing communities.

The stability of many communities and their apparent lower residential densities are, in part, the result of the environmental advantages of hilltop locations. Natural amenities of these areas offer occupants protection from incompatible uses in the valleys, such as transportation and industrial activity, and give residents a certain sense of community identity.

In recent years, however, the growth rate of residential land use has slowed. Housing in some communities was converted to commercial land use; other communities lost territory due to deterioration of the housing stock. Yet smaller families interested in occupying new apartment buildings and in rehabilitating old housing began moving into the City.

The Residential Land Use Plan takes these trends into account. The Plan allows for preserving the City's natural amenities; for addressing the needs of lower income families as well as those of the in-migrating families and single individuals; and for balancing the demands of the low density with the high density living areas.



## Policies:

In support of the goal to stabilize communities, the following policies have been adopted by the City Planning Commission. They suggest the refinement of, rather than major changes to, the existing residential land use pattern. In order to reinforce the City's physical form and to reflect community plans, previously adopted policies, and established zoning patterns, these policies promote the continual low density character of hilltop communities and hillsides. However, higher residential densities are recognized as practical in the inner city due to higher existing densities, the demand for smaller household units, the scarcity and small size of development sites, and greater existing concentrations of population. The need to conserve energy and reduce dependence on the private auto also suggests higher densities near transfer points for mass transportation facilities. Likewise, the importance of maintaining viable neighborhood business districts recognizes the need for higher densities around such districts. Policies, therefore, are as follows:

1. Strengthen the physical identity of the City as a whole, its form and function, and the individual communities within it.
2. The existing form of the City, constituted by residential communities and non-residential corridors, should be reinforced.
3. Residential use should be located in conformance with uses permitted by existing zoning, except where more recent proposals in community and other officially recognized plans, programs, projects, or in staff proposals would better implement the above strategy.
4. Encourage, maintain, and strengthen viable residential communities.
5. Where predominant use in a statistical area is low density, such low density should be retained.
6. Single family residential development should be retained, maintained, or rehabilitated and protected from other kinds of development.
7. Protect and preserve areas and buildings of historic significance and special interest.
8. New residential development within hilltop communities should typically reflect the density of surrounding development.
9. New residential uses on hillsides should be typically low density to maintain the existing largely undeveloped character of these important natural environmental amenities and separators between communities.
10. Medium to high density development should be permitted within view zones near the edges of hilltops, in the Central Business District and the Central Riverfront, and near appropriate neighborhood business districts.
11. Medium to high density residential development should be permitted also where it would be served by mass transportation facilities such as along high-capacity thoroughfares, near the radial and crosstown arterials of the city street system, and along major mass transit routes.
12. The locations of proposed assisted housing projects should be subject to policies adopted by the City Planning Commission as part of the June, 1979 Housing Allocation Policy report.



Policy 6



Policy 10, 11

### Plan:

The Residential Land Use Plan focuses not only on where new development can occur, but also on where existing residential uses should be retained. Recommendations are based on the availability and construction potential of sites, community plans, existing zoning, officially adopted plans and proposals from organizations which perform residential land use planning.

Regarding new development, the 3,560 vacant acres zoned residential could accommodate almost 33,000 dwelling units. Yet significant constraints, including high construction costs, a dwindling supply of level and accessible vacant sites, and availability of utilities all limit the number likely to be built.

In 1974, residential use already occupied 37% (18,500 acres) of the total City land area. This Plan forecasts that residential use may increase to only 39% (19,600 acres) by the year 2000. It identifies only 360 acres out of the possible 3,560 acres as prime sites for short-range residential development. Most are in outlying communities. Short-range sites are those in which developers have expressed interest; they are not recommended as a result of actual market analysis. Only 420 additional acres are considered the better "selected" long-range sites (See Table C and Map 5). With the development of still another 300 marginal acres, new residential use may absorb 1,080 additional acres by the year 2000, resulting in as many as 10,000 new dwelling units. This 2% increase in city-wide land absorption would actually represent a 6% expansion of the existing residential pattern. It would leave only about 2,400 more acres for possible development of the least attractive sites after the year 2000, thereby totaling 22,000 acres or 44% of the City land area.

While specific sites are not identified, the Plan is based on the assumption that some of the new residential land use will include federally assisted housing located in conformance with the Planning Commission's Housing Allocation Policy. That policy is aimed at expanding housing opportunities for low and moderate income families in areas not previously available to them. The policy conforms to the regional Area-wide Housing Opportunity Plan for assisted housing.

Regarding existing uses, the Plan recommends the retention of almost all the 18,500 acres of existing residential use. The Plan recognizes that private investment will continue in older single and two family houses in good condition by in-migrating families who desire to own large homes in Cincinnati's original neighborhoods. It further identifies for retention a number of potential rehab areas, particularly on inner city hilltops and hillsides as well as within the "basin" area of the Central Business District. These sites offer attractive historical, architectural, and locational amenities. The Plan even recommends retaining residential uses in non-residential valley "corridors" if they are part of a viable neighborhood. In most cases, residential displacement is discouraged. Alternative land uses may be considered, however, if the existing residential use is deteriorated and the property is needed for public or industrial/commercial use. Public financial incentives, however, should be designed to minimize displacement and should induce voluntary relocation from the marginal housing.

In order to refine the existing residential fabric, the Plan also recommends ideal densities, though not necessarily the density permitted by the present zoning. (See Map 6). Approximately two-thirds of the most significant sites are proposed for low density development (0 to 10.9 DU's per acre.) Increasing demand for smaller households within attached or clustered housing can be accommodated within the low density areas through Planned Unit Development techniques. The Plan recommends a slight increase in medium density (11 to 21 DU's per acre) apartment development. Most are on vacant, scattered hilltop sites where permitted by existing zoning, or where recommended in community plans or by the Planning Commission staff. New high density (above 21 DU's per acre) housing is proposed on the rims of hilltops, in the CBD and Central Riverfront, and near those neighborhood business districts where it can reinforce commercial activity. In addition, some sites in outlying communities will accommodate high density, federally assisted housing for the elderly.



# Residential Land Use:

## Short and Selected Long-Range Recommendations

Table C

Land Use Code					Project Characteristics								
V	Vacant	P	Public, Semi-Public		Proposed Density*	Subdivision Development	Proposed Apartments/Condos	Proposed Rehabilitation	Proposed Assisted Housing	Approved or Potential PUD	Historic Structure	May require zone change	Environmental
I	Industrial	U	Utility										
C	Commercial	RR	Railroad										
R	Residential	A	Agriculture										
*Density													
	L = Low (R-1, R-2, R-3)	M = Medium (R-4)	H = High (R-5, R-6, R-7)										
Short Range													
No.	Location	Acres	Existing Zoning	Existing Land Use									
1	W side of Westmont, E of Wyoming Avenue	3	R-4	V	M	●	●						
2	Gracely, Cist, Hillside	3	R-5,R-2T	V	H								
3	Queenswood Drive, S of Fleetwood	16	R-2	V	L	●							
4	Queen City, SE of Queenswood Drive	35	R-5,R-2	V	H,L		●			●			
5	S side of Fleetwood, E of LaFeuille	4	R-2	V	L	●							
6	E of Ferguson Road, S of Veazy	12	R-3T	V	M								
7	S side of Montana, W of Quante Avenue	4	R-4	V	M				●				
8	E side of Mustang, S of Yearling Court	7	R-4	V	M								
9	E side of Montana, N of Ferncroft Drive	4	R-4	A	M					●			
10	S of Harrison and McHenry Road	5	R-2	V	M		●			●		●	
11	Harrison and Queen City at Quebec	10	R-5	P	M		●	●	●		●		
12	E of Baker Avenue, N of Harrison Avenue	8	R-3	V	L					●			
13	W of Beekman, N of Emma	5	R-4	V	L	●			●				
14	N of Colerain Avenue, S of Raeburn Drive	44	R-1	V,R	L	●					●		●
15	S on Thornhill Ave., E of North Bend	5	R-1	V	L	●							●
16	Longview State Hospital	44	R-2	V	L					●			
17	E on Washington at Greenwood	7	R-3	V,R	L					●			
18	E side of Clifton Avenue, S of I-75	7	R-1A	V,R	L		●			●			●
19	Sacred Heart Academy	9	R-1A	V	L		●	●			●		●
20	W side of Vine Street between 8th and 9th	.5	O-2,C-2	V	H		●						

Note: For explanation of zoning code and some project characteristics, see Glossary.



Recommendations continued

Table C

Land Use Code					Project Characteristics								
V Vacant		P Public, Semi-Public			Proposed Density*	Subdivision Development	Proposed Apartments/Condos	Proposed Rehabilitation	Proposed Assisted Housing	Approved or Potential PUD	Historic Structure	May require zone change	Environmental
I Industrial		U Utility											
C Commercial		RR Railroad											
R Residential		A Agriculture											
*Density													
L = Low (R-1, R-2, R-3)		M = Medium (R-4)		H = High (R-5, R-6, R-7)									
Short Range													
No.	Location	Acres	Existing Zoning	Existing Land Use									
21	E side of Vine Street between 7th and 8th	.6	O-2,C-1	V	H		•						
22	S side of Beecher, W of Gilbert	3	R-5	R,C	H		•	•	•				
23	N side of W.H. Taft at McMillan	.5	R-3	V	L		•			•			
24	E side of Ingleside, S of McMillan	2	R-V	V	L,H		•						•
25	W on Saybrook, N on Herschel Avenue	3	R-3	V	L	•	•			•			
26	N of Grandin, W of Delta	13	R-1A	V	L		•			•			
27	W of Wayside Avenue, N of Salem Hills	21	R-1	V	L	•							•
28	W of Wayside Avenue, N of Salem Hills	22	R-1	V	L	•							
29	S of Corbly Road, E of Ronaldson	8	R-2,R-3	V	L		•			•			
30	N of Corbly Road, E of Salvador	5	R-2,R-5	V	L		•		•	•			
31	S of Knottypine, W of Corporation Line	20	R-2	V	L		•			•			
32	E of Redfield, N of Beechmont	3	R-2	V	L		•			•			
33	E of Stanley Avenue, S of Grandin Road	6	R-1A	V	L	•							•
34	S of Shattuc Avenue, E of Archer	8	R-3	V	L	•							
35	N of Aultwoods Lane, E of Custer Street	5	R-2	V	L	•							•
36	N of Eastern Hills, W of Marburg Avenue	4	R-3T	V	H		•		•				
37	E of Forest Hill Drive, S of Erie Avenue	5	R-1	V	M		•					•	•
38	W side of Grand Vista, S of Section Road	3	R-1	V	L	•							
39	W side of Stewart, S of Madison Road	.7	R-5	V	H				•				

Note: For explanation of zoning code and some project characteristics, see Glossary.





Recommendations continued

Table C

Land Use Code					Development Constraints								
V Vacant		P Public, Semi-Public			Proposed Density*	Limited Access	Terrain	Site Size/Shape	Environmental	Land Use Displacement	Floodplain	May require zone change	Multiple Ownership
I Industrial		U Utility											
C Commercial		RR Railroad											
R Residential		A Agriculture											
		PR Parks/Recreation											
*Density													
L = Low (R-1, R-2, R-3)		M = Medium (R-4)		H = High (R-5, R-6, R-7)									
Selected Long Range													
No.	Location	Acres	Existing Zoning	Existing Land Use									
40	SW of Hillside Avenue, N of Home City Ave.	47	R-2	V,R	L	●					●		●
41	NW of Monitor Avenue, SW of Hillside	3	R-2	V	L								
42	E side of Hamilton, N of Rockford Place	18	R-V	V	H	●	●		●				
43	S end of Grand Avenue, S of Murdock	4	R-V/EQD	V	M	●	●		●				
44	N side of Morrow, E of Maryland	3	R-4/EQD	V	L	●	●		●			●	
45	N side of Foley, W of Trenton Avenue	3	R-4	V	M		●						
46	E on Flower Avenue, S of W 8th Street	2	R-2	V	L		●	●					
47	S of C&O Railroad, W of Guerley Road	12	R-3,R-4	V,R	L,M	●		●		●			●
48	S of Queen City, W of Erlene Drive	11	R-4	R	M	●				●			
49	Thomasville Drive, S of Queen City Ave.	16	R-5	V	H	●	●		●				
50	S of Queen City, W of Sunset Avenue	31	R-5	V	H	●	●		●				
51	Charwood Court, E of Cyclorama	6	R-2	V	L	●							
52	W side of McHenry, N of Westwood	6	R-4	V	L,M	●	●	●				●	
53	S of Faraday Drive, W of Beekman Street	21	R-5	V	H	●					●		
54	E end of Raeburn, S of Reemelin	5	R-1	V	L		●						●
55	S of Kipling Road, W of North Bend	42	R-2	V	L	●	●			●			●

Note: For explanation of zoning code and some development constraints, see Glossary.



Recommendations continued

Table C

Land Use Code					Development Constraints								
V Vacant		P Public, Semi-Public			Proposed Density*	Limited Access	Terrain	Site Size/Shape	Environmental	Land Use Displacement	Floodplain	May require zone change	Multiple Ownership
I Industrial		U Utility											
C Commercial		RR Railroad											
R Residential		A Agriculture											
		PR Parks/Recreation											
*Density													
L = Low		M = Medium		H = High									
(R-1, R-2, R-3)		(R-4)		(R-5, R-6, R-7)									
Selected Long Range													
No.	Location	Acres	Existing Zoning	Existing Land Use									
56	N of Larch Avenue at Belmont Ave.	1	R-1T	V	L								
57	W of Winton Road, S of North Bend	37	R-2,R-2T	V,R,A	L								•
58	S side of Center Hill, E of Winton Ridge	12	R-2	V	L	•							
59	Between W Galbraith and Compton Roads	37	R-4	V	M	•							
60	E side of Moron Ave., S of Galbraith Road	2	R-3	V	L								
61	N side of Miramar Court, E of Greenland	1	R-4	V	M	•							
62	S side of Langdon Farm at Reading Road	6	R-5	V	H								
63	NW corner of Glenwood and Reading	5	R-5	V	H								•
64	SE corner of Reading Road and Windham	.6	B-3	R,PC	H			•		•			•
65	S side of Blair, W of Perkins Avenue	.4	R-5	V	H			•					•
66	SE corner of Reading Road and Blair	.8	B-3	V	H			•					
67	Reading Road near Prospect Place	3	B-3,B-4	V	H							•	
68	NE of Ehrman Avenue, SE of Vine Street	2	R-2	V,R	L	•	•	•		•			
69	N of 12th Street, near Central Parkway	.2	C-2	P	H					•			
70	SE corner of Ezzard Charles and Central	.8	C-2	PR	H								
71	S of Chestnut Street, W of Central Ave.	1	R-7	V,R,P	H					•			•

Note: For explanation of zoning code and some development constraints, see Glossary.



Recommendations continued

Table C

Land Use Code					Development Constraints								
V Vacant		P Public, Semi-Public			Proposed Density*	Limited Access	Terrain	Site Size/Shape	Environmental	Land Use Displacement	Floodplain	May require zone change	Multiple Ownership
I Industrial		U Utility											
C Commercial		RR Railroad											
R Residential		A Agriculture											
		PR Parks/Recreation											
*Density													
L = Low (R-1, R-2, R-3)		M = Medium (R-4)		H = High (R-5, R-6, R-7)									
Selected Long Range													
No.	Location	Acres	Existing Zoning	Existing Land Use									
72	E of Central Parkway, W of Race Street	3	C-2	C,P	H					•		•	•
73	Between 7th and 8th, Vine and Elm Streets	2	C-1,C-2,O-2	C,R	H					•		•	•
74	2nd Street, between Central and L&N Bridges	1	C-2	V	H						•		
75	N side of 2nd Street, N & S of Martin Dr.	13	R-7,M-2	V,R,C	H		•			•		•	•
76	N of Columbia Parkway, SE of McMillan	2	R-V	V	L	•	•	•	•			•	•
77	E of Collins Avenue, S of Madison Road	3	R-1	V	L	•	•						•
78	N side of Columbia Parkway, W of Delta	1	R-V	R	L	•	•	•	•	•		•	•
79	N of Corbly, E of Sussex	3	R-2	V	L								
80	N of Wilaray Terrace, E of Claudia	7	R-2	V	L	•							•
81	S of Knottypine, W of Corporate Limit	20	R-2	V,R	L	•				•			•
82	E of Burney Lane, N of Le Conte Ave.	7	R-2	V	L	•							
83	W of Mayland Drive, N of Woodlark	8	R-2	V	L	•							
84	W of Heis Terrace, N of Glade Street	2	R-1	V	L	•							
85	W side of Lester, S of Maple Leaf Ave.	1	R-5	V,R	H		•			•			
86	N side of Burkhardt, W of Tudor	3	R-3	V	L	•							•
87	W side of Plainfield, S of Standish Ave.	2	R-2	R	L	•				•		•	

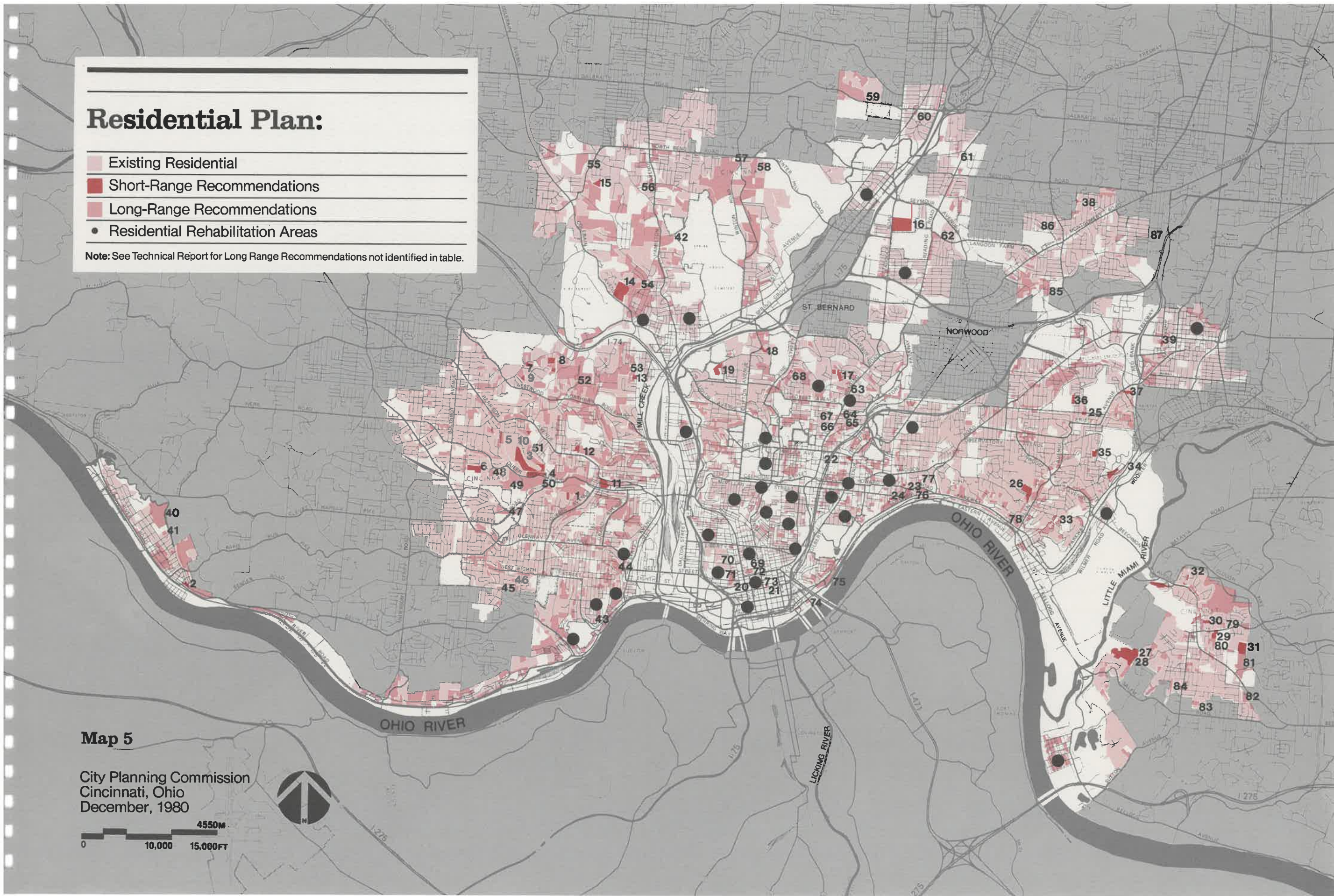
Note: For explanation of zoning code and some development constraints, see Glossary.



# Residential Plan:

- Existing Residential
- Short-Range Recommendations
- Long-Range Recommendations
- Residential Rehabilitation Areas

Note: See Technical Report for Long Range Recommendations not identified in table.



Map 5

City Planning Commission  
Cincinnati, Ohio  
December, 1980



## Implementation:

Implementation methods for residential land use stem from several sources, among them the City's Overall Economic Development Plan, various City Departments and Planning Commission staff. This report describes those strategies which could be included in City Planning Commission work programs. Additional methods are identified in the Residential Technical Reports which should be pursued by other City departments, private organizations, or individuals.

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1. Encourage the development of community land use plans where no such plans yet exist—particularly where land uses are vulnerable to change. Such uses can be in fringe areas of residential clusters within corridors, in the Central Business District, around neighborhood business districts which could thrive on more residents in their trade areas, and around large buildable residentially zoned vacant land where density of development recommended herein does not agree with existing zoning.
2. Encourage the continual refinement of regulations in the City's Zoning Code and the shape of its zoning districts to respond to changing needs, to new developments, and to recommendations of this Plan.
3. Improve the quality of development in environmentally sensitive, privately owned areas by establishing Environmental Quality District overlay zoning in those areas.
4. Administer the new historic conservation ordinance which replaces the "Historic Protection Areas" and "Listed Properties" ordinances.
5. Carefully consider, through the Historic Conservation Board, preservation of architecturally and historically significant properties and districts while permitting appropriate new development. Such a process should: maximize use of vacant, HUD repossessed, and other underutilized multi-family structures; recommend Section 8 subsidies to salvage rehab projects; and resolve conflicts between preservation and demolition/redevelopment interests.
6. Encourage a balance between both the location and proportion of assisted to market housing in all neighborhoods in accordance with the locally adopted Housing Allocation Policy.



# Residential Density Plan:

- Low Density Residential
- Medium Density Residential
- High Density Residential

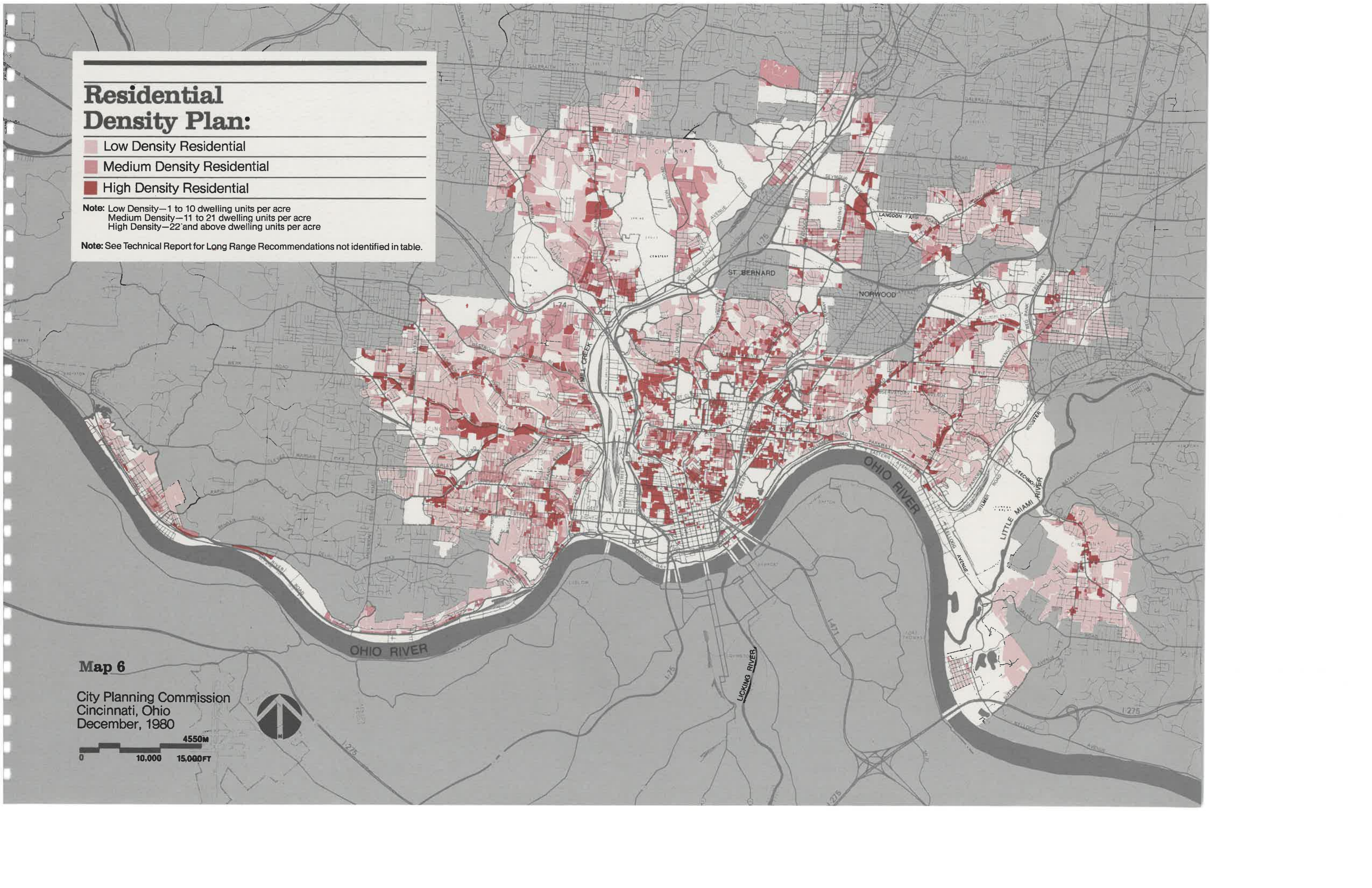
Note: Low Density—1 to 10 dwelling units per acre  
Medium Density—11 to 21 dwelling units per acre  
High Density—22 and above dwelling units per acre

Note: See Technical Report for Long Range Recommendations not identified in table.

Map 6

City Planning Commission  
Cincinnati, Ohio  
December, 1980

4550M  
0 10,000 15,000FT





# Parks and Recreation Land Use

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## Goal:

Park and recreation uses should not only "enhance the livability" of the City but "stabilize communities" as well, and directly or indirectly "promote economic development."

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## Introduction:

Cincinnati enjoys a diversified park and recreation system that promotes leisure time activities and provides locations for social interaction. The system also contributes indirectly to the economic stability and overall livability of the City.

The City's commitment to the planning and development of a comprehensive park and recreation system can be traced back to the 1907 Kessler Plan and later to the 1925 and 1948 Master Plans. Since 1948, Cincinnati's park and recreation system has experienced a 65% increase in the number of facilities and a 19% increase in acreage. Today, public parks range in size from a ½ acre pocket park to the 1455 acre Mt. Airy Forest. A total of 195 recreation facilities accommodate a wide range of both active and passive programs.

Cincinnati's park and recreation system may be regarded as adequate for a city of its population and size. The existing ratio of 15 acres per 1000 population was determined to fall within appropriate standards. However, the Plan recognizes that changes in the composition of population may affect the types of facilities demanded by the City's residents.

Public park and recreation facilities are supplemented by many semi-public and private recreation facilities, by hundreds of acres of privately owned undeveloped land, and visually by public open space along Cincinnati's parkway and freeway systems. The undeveloped land is concentrated along the City's 25 major hillsides and within the Ohio River, Little Miami River, and Mill Creek floodplains. Protection and management of the hillside and floodplain properties are critical to their preservation as environmental assets.

Past park and recreation plans were prepared in periods of economic growth. In recent years, however, it has become increasingly difficult to maintain and expand park and recreation opportunities due to local budgetary constraints. Therefore, the recommended Parks and Recreation Plan is conservative in nature and recognizes the importance of maintaining existing facilities with only the selective long-range expansion of additional facilities.

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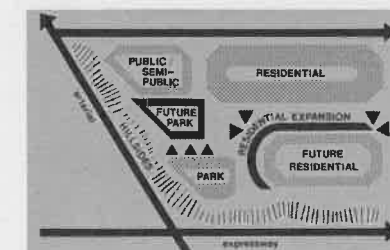
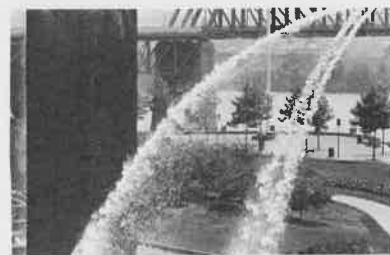
## Policies:

The Coordinated City Plan policies for parks and recreation land use recognize that the highly developed park/recreation system already enhances the quality of life for Cincinnati residents. The policies also emphasize the selective development of new facilities pending the availability of operation and maintenance funds.

1. Approve new park and recreation facilities if they meet one of the following qualifications:
  - a. High percentage of the acquisition or development cost is funded by state, federal, or private sources.
  - b. There is an approved program for providing the necessary operating and maintenance costs.
2. Emphasis should be given to maintaining existing parks or developing new parks and recreation areas that comply with Policy 1, in the following priority:
  - a. Local parks or recreation areas within the most densely populated communities.
  - b. Public parks or recreation areas in less densely populated areas which are primarily neighborhood-serving.
3. Underutilized sections of existing parks and recreation areas, particularly where high maintenance costs exceed apparent benefits, should be returned to their natural open state.
4. In conformance with Policy 1:
  - a. Whenever feasible, utilize schools, churches, or other suitable buildings that do not require substantial renovation or redesign for recreational purposes to avoid unnecessary construction of new recreation facilities.
  - b. When a site is required for an additional park or recreation use, locate new facilities on undeveloped portions of unused school property or on other vacant public or semi-public land.
  - c. If there is no available publicly owned site, consideration should be given first to privately owned vacant sites, and if none are suitable, then to developed sites.

These sites are characterized as those where:

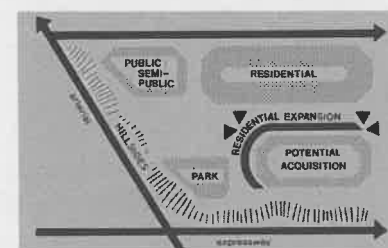
- existing uses appear most deteriorated
- owners are anxious to sell the property
- the fewest occupants will be relocated.



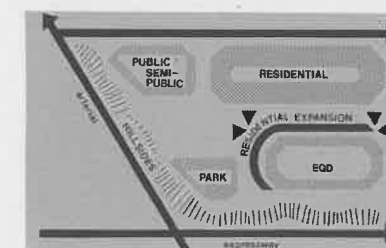
Policy 4

**Policies** continued

5. In conformance with Policy 1, consider the acquisition of land where development pressures may limit the future availability of land for park and recreation use.
6. City plans should be compatible with existing semi-public uses which provide park and recreation opportunities. They should encourage such uses to remain and new ones to be developed where they enhance the livability of the City, stabilize the surrounding community, or indirectly promote economic development.
7. Future development within the I-74, Colerain, and Lick Run Valley corridors should be compatible with the public park/recreation uses and private open spaces that characterize these areas.
8. The land along the southernmost 5½ miles of the Little Miami River should be developed for park/recreation and semi-public land uses.
9. Protect environmentally critical hillside, floodplain, and drainage properties by establishing public preserve areas. These would incur relatively little public cost, prevent inappropriate use of land, and act as catalysts to encourage private preservation or other appropriate actions.
10. Environmental Quality Districts should be established for hillsides that are subject to future development and which meet the criteria for establishing the EQD.



**Policy 5**



**Policy 10**

### Plan:

The Parks and Recreation Plan presented here is a compilation of over 40 park, recreation, and planning reports prepared since 1964, and later refined by the Planning Commission staff.

Most of these plans were prepared during periods of economic growth and prosperity. Today, rising maintenance and operational costs and the need to improve existing facilities strain the annual parks and recreation budget. Planned new projects may be severely curtailed in the absence of other funding sources.

This Plan, recognizing the constraint on capital and operating expenditures, recommends only an 8% increase in park/recreation areas. This conservative stance stresses that the maintenance and refinement of existing facilities should supersede implementation of new projects unless alternative funding sources can be secured. This Plan also encourages the increased responsibility for park/recreation maintenance and expansion by the private sector.

In response to the public awareness for energy conservation, many local parks and recreation facilities may experience a sharp increase in demand. The Plan proposes, therefore, that the 6,429 acres of existing park and recreation facilities be retained.

With the support of state, federal, and private sources, the Plan recommends the development of 58 sites totaling 528 acres. These sites would provide 17 park areas, 32 recreation areas, and nine (9) preserve areas. Preserve areas are defined as environmentally critical, vacant hillside or floodplain sites which should remain in their natural undeveloped state. The preserve sites should be acquired as public areas and would require minimal maintenance.



# Parks and Recreation

## Land Use:

### Project Recommendations

Table D

Land Use Code V Vacant                      P Public, Semi-Public I Industrial                    U Utility C Commercial                RR Railroad R Residential                A Agriculture					Project Characteristics							
					Floodplain	Hillside	Historic/Environmental	Expansion	New Facility	Community/Special Area Plan	Land Use Displacement	Funding Available
No.	Location	Acres	Existing Zoning	Existing Land Use								
1	Ferry Street Park	6	RF-2	R,C,V	●		●	●		●	●	
2	Between Schmidt Field & Turkey Ridge	2	RF-1	P	●			●		●	●	
3	Dante and Glenn Avenues	1	R-2	P			●		●			
4	Anchorage Road S of Kellogg Avenue	71	RF-2,M-2	R,C,PV	●				●	●	●	
5	Little Duck Creek Park	14	R-2,R-3	R,V	●			●		●	●	●
6	W of Stanbery Park	35	R-4	V	●	●	●	●				
7	Anderson Ferry	2	RF-1	V	●		●		●	●		
8	Werk Road E of Ferguson Road	12	R-2	R,V			●		●	●	●	
9	Felters Tanglewood	16	R-4	R		●	●	●		●	●	●
10	Eden Park Waterfront	*	RF-2	RR	●			●		●		
11	Montgomery Road and Holloway Avenue	*	B-4,R-5	V					●		●	●
12	Stowe Park	*	B-3,R-5	P			●		●	●	●	●

Note: For explanation of zoning code and some project characteristics, see Glossary.

\*Property acquisition completed



Recommendations continued

Table D

Land Use Code V Vacant I Industrial C Commercial R Residential P Public, Semi-Public U Utility RR Railroad A Agriculture					Project Characteristics									
					Floodplain	Hillside	Historic/Environmental	Expansion	New Facility	Community/Special Area Plan	Land Use Displacement	Funding Available	In Progress	
<b>Recommended Mill Creek Park Projects</b>														
No.	Location	Acres	Existing Zoning	Existing Land Use										
13	Caldwell Park Expansion	4	M-3	I	●			●		●	●	●		
14	North edge of Hamilton County Fairgrounds	7	M-2,R-3,R-3T	V,P	●				●	●	●	●		
15	W of Roselawn Elementary School	8	R-4	P	●				●	●	●	●		
16	Northeastern edge of ENCOA Waste Disposal	11	M-3	V,I	●				●	●	●	●		
17	S of Center Hill and Este Avenues	5	M-3	V,I	●				●	●	●	●		
<b>Recommended Preserve Projects</b>														
18	E and S of Glenway Woods	19	R-3	R,V		●		●		●	●			
19	C&O Railroad & Quebec Road	13	M-2,R-4	V		●			●	●				
20	Little Miami River S of Four Seasons Marina	129	B-4,RF-2	PV	●			●		●				
21	Mouth of Mill Creek	3	RF-2	RR,V	●				●	●				
22	Mouth of Rapid Run Creek	5	RF-2	RR,V	●				●	●				
23	Muddy Creek E of Catalina Boat Club	62	R-1	V	●		●	●						
24	Buffer along St. Clair Extension	4	R-5	PV		●	●		●		●			
25	Buffer along future Melish Extension	8	B-4,R-5,O-1	R,C,PV					●		●			
26	E of Oskamp Playground	7	R-2	V			●	●		●				

Note: For explanation of zoning code and some project characteristics, see Glossary.



Recommendations continued

Table D

Land Use Code V Vacant                      P Public, Semi-Public I Industrial                    U Utility C Commercial                RR Railroad R Residential                A Agriculture					Project Characteristics								
					Floodplain	Hillside	Historic/Environmental	Expansion	New Facility	Community/Special Area Plan	Land Use Displacement	Funding Available	In Progress
Recommended Recreation Projects													
No.	Location	Acres	Existing Zoning	Existing Land Use									
27	Bond Hill School	1	R-3	P					•	•	•		
28	Longview Property S of Seymour Avenue	19	R-2	P			•		•	•	•	•	•
29	Juergens Avenue	1	R-1A, R-3	V					•				
30	Schmidt Field	27	B-4, RF-1, RF-2	V, R, C, P	•		•	•		•	•		
31	NE of Glenway Woods	7	R-3	V, R		•		•		•	•		
32	President Drive	1	R-4	R		•			•		•		
33	Williamsburg Drive	1	R-4	R		•			•		•		
34	Butterfield Place	3	R-4	V					•	•			
35	Widman Place & Hoge Avenue	2	R-4	R	•		•		•	•	•		
36	Kirby Road School	2	R-3, R-5	P			•		•		•		
37	N of Avon Field	1	R-2T, B-4	V				•		•			
38	Riverside Playground	8	RF-1, RF-2	I, R, V	•			•		•	•	•	
39	Longview Property S of Section Road	6	R-2	P			•		•	•	•		
40	Winneste Avenue & Gwinnett Road	4	R-4	V					•				
41	E Epworth and Edgewood Avenues	.5	B-3	P			•		•		•		
42	S of Winton Commons	.4	R-3	R				•			•		

Note: For explanation of zoning code and some project characteristics, see Glossary.



Recommendations continued

Table D

Land Use Code V Vacant                      P Public, Semi-Public I Industrial                    U Utility C Commercial                RR Railroad R Residential                A Agriculture					Project Characteristics								
					Floodplain	Hillside	Historic/Environmental	Expansion	New Facility	Community/Special Area Plan	Land Use Displacement	Funding Available	In Progress
Recommended Recreation Projects													
No.	Location	Acres	Existing Zoning	Existing Land Use									
43	Schiller and Hughes Street	.5	B-4	R		●	●		●	●	●	●	●
44	Tremont Avenue and Adler Street	*	R-5	P		●			●			●	●
45	Colerain Avenue and Rachel Street	*	M-2,R-5T	P			●		●	●		●	●
46	Sawyer Point	*	RF-1	P	●		●	●		●			●
47	Sacred Heart Property	*	R-1A	P		●	●	●		●			●
48	Argus and Gray Roads	*	R-2	P					●	●		●	●
49	Little Miami Sports Complex	*	RF-1	P	●		●		●	●			●
50	Colerain Avenue and Shepherd Road	*	R-4	P			●		●	●			●
51	Beechmont Avenue and Elstun Road	*	RF-1	P	●		●	●		●			●
52	Carl and Linden Streets	*	R-5	P		●		●				●	●
53	Dawn Road	*	R-2	P					●				●
54	N of Roselawn Park	*	M-2	P				●					●
55	Lane Seminary	*	R-5	P			●		●	●		●	●
56	Bush Center	*	R-5	P			●	●		●		●	●
57	Taft Playfield	*	M-2	P			●		●	●			●
58	Dempsey Playground	*	R-5,R-5T	P				●		●		●	●

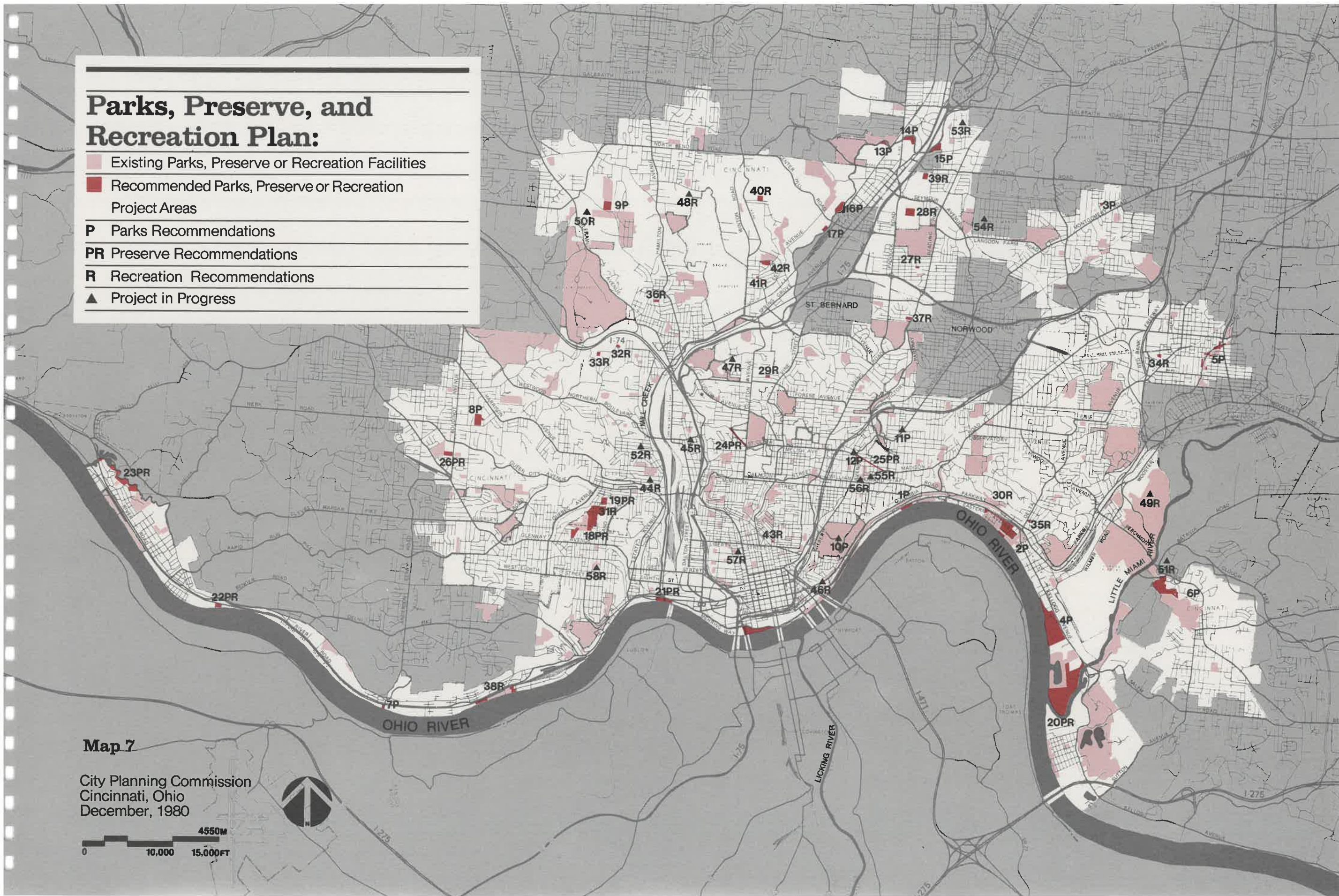
Note: For explanation of zoning code and some project characteristics, see Glossary.

\*Property acquisition completed



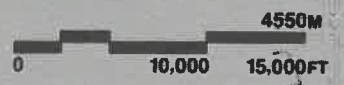
# Parks, Preserve, and Recreation Plan:

- Existing Parks, Preserve or Recreation Facilities
- Recommended Parks, Preserve or Recreation Project Areas
- P** Parks Recommendations
- PR** Preserve Recommendations
- R** Recreation Recommendations
- ▲** Project in Progress



**Map 7**

City Planning Commission  
Cincinnati, Ohio  
December, 1980





## **Implementation:**

The following implementation methods give recognition to the limitations of traditional methods because of current budgetary constraints. They stress new sources of funding, minimizing public actions, and greater assistance and self-reliance from the private sector. Application of a selected technique to a specific project should be the responsibility of the public body, private organization, or individual responsible for implementation.

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1. Apply for additional funds to upgrade park and recreation facilities if available under the National Park and Recreation Recovery Act of 1978.
2. Explore alternatives to fee simple acquisition such as the purchase of development rights or easements.
3. Actively seek private donations for the acquisition of land with a portion of the donation reserved, possibly in a trust, as maintenance capital.
4. Encourage neighborhoods to participate in self-help activities such as the Service to Open Space Program sponsored by the Park Board.
5. Encourage the multiple use of public land as well as the interdepartmental transfer of public land suitable for new park or recreation facilities.
6. Establish Environmental Quality Districts and promote Planned Unit Developments to ensure the quality and intensity of private development on critical hillsides and other open space properties.
7. Support the recommendations of Cincinnati's Urban Natural Areas Study. Develop strategies and policies reflecting these values and advance public awareness of the importance of these environments.
8. Support the "Urban Forestry Program" recommended by the Mayor's Urban Greenery Committee.
9. Establish a "Venture Team" composed of City staff and others concerned with environmental quality. This team would identify sources of funding and guide a "bioclimatological assessment of the City" similar to the Dayton (Ohio) Climate Project.
10. Support the formation of a non-profit Hillside Trust that would guide and encourage both the conservation and development of Cincinnati's hillsides.







# Public and Semi-Public Land Use

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## Goal:

**Provide Cincinnati residents with efficiently operated and well-maintained facilities that support the delivery of services in the areas of health, education, transportation, public safety, utilities, and other public and semi-public activities.**

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## Introduction:

Cincinnati's existing facilities—streets, police and fire stations, health clinics, schools, water and sewer plants—all need to be carefully maintained so that they can continue to provide the best possible service to the City's residents. The CCP, Volume I, aptly states the principle to guide the course of development for public and semi-public land use: plan to conserve and rehabilitate in order to avoid costly replacement.

Volume I contains a comprehensive set of recommendations for this land use category. The recommendations are based on the principle that in order to improve efficiency of services, public facilities must be targeted for consolidation, replacement, or ongoing repair. An example is the conversion of four incinerators for use by private industry or for use by City departments involved in inspection or maintenance operations.

Changes in transportation land use patterns are widespread. Railroads abandoned five of the City's freight yards and the C & O Queen City Avenue corridor tracks. Cincinnati Union Terminal was converted to office/commercial use and its switching yards to a freight piggyback operation. Airport uses increased while passenger rail service disappeared. New construction includes the Mill Creek Valley Chessie System Yards.

The City Planning Commission adopted as part of the CCP, the "Cincinnati Arterial Plans and Policies." This plan consists of a four-level hierarchy of freeways, arterials, collectors, and local/neighborhood streets. Since 1972, when the Southwest Ohio Regional Transit Authority assumed responsibility for the City's bus service, ridership has increased.

Shifts in population and land use have affected the demands upon government facilities and public schools. Federal and county facilities now include: the Hamilton County Courthouse and support offices; federal courthouse and office building located in the CBD; four EPA facilities in outlying neighborhoods; one NIOSH headquarters; the abandoned Ridgewood Arsenal; the National Guard Armory and Training Center; the Air Force Petroleum Depot and the new Coast Guard Headquarters on the Riverfront.

While public school enrollment has dropped in recent years, the Cincinnati Board of Education predicts a stabilized population in the 1980's. In order to meet the City's demand for public education, the Cincinnati Board of Education plans to close and consolidate some schools and open more alternative and city-wide schools.

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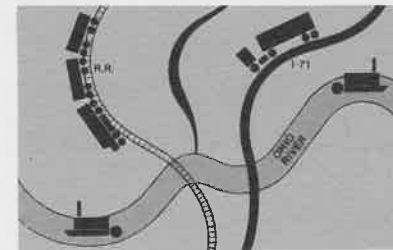
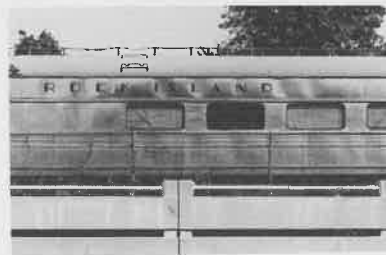
## Policies:

The following policies promote the efficient use of Cincinnati's existing facilities which enable the delivery of services to the City's residents. Emphasis is placed on the retention of land and facilities which extend these services as well as support the expansion, conversion, or consolidation of facilities to better serve the City. These systems include: transportation, utilities, health and human services, public facilities, education.

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## Transportation

1. Promote the efficient, economical, and safe movement of people and goods necessary for residential, commercial, and industrial development.
2. Encourage the development of a complete functional system of various street types consistent with surrounding land uses, ranging from protected neighborhood streets to major streets and expressways.
3. Encourage further study of the appropriate methods to solve the transportation problems between Colerain and Hamilton Avenues.
4. Coordinate planning with OKI during the study of the Modified Light Rail and Exclusive Busway transit alternatives proposed for the Western Hills Corridor.
5. Encourage the improvement and expansion of public transit service to include: direct transit service to the hospital and university complex; service along existing and proposed freeway routes where possible; direct transit service between Northern Kentucky and the Industrial Mill Creek Valley.
6. Encourage the abandonment and efficient reuse of railroad right-of-way and yards which no longer promote the economic development of the City.



Policy 1

**Policies** continued

**Utility Systems**

- 7. Promote effective and efficient resource management through the provision of land for facilities that provide high quality potable water and proper disposal of wastes.
- 8. Provide efficient reuse of excess utility properties.

**Health and Human Services**

- 9. Promote personal and environmental health by providing sufficient lands for primary care and environmental control facilities.

**Public Facilities**

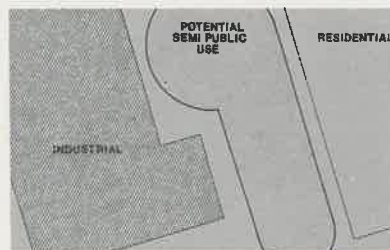
- 10. Provide land for efficiently operated, well built, and completely maintained public facilities that support the delivery of public services to the citizens of Cincinnati.

**Education**

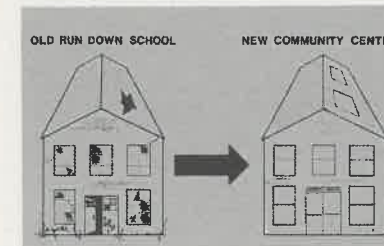
- 11. Plan for the efficient reuse of obsolete Board of Education properties.
- 12. Provide Cincinnatians with progressive educational and varied cultural facilities to enhance the livability of the City.

**Other Semi-Public Uses**

- 13. Encourage the retention of largely undeveloped, semi-public uses which are environmentally important urban natural areas.



**Policy 10**



**Policy 11**

## Plan:

The following is a list of selected public and semi-public land use recommendations and study areas. These primarily stem from two Coordinated City Plan reports: *Volume 1, Strategies for Current Physical Development* and the *Cincinnati Arterial Plan and Policies*. The reader may refer to these reports for more detailed information on a specific recommendation or study area.

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## Recommended Public and Semi-Public Land Use Development Projects

1. Completion of I-471 between I-71 and I-471 bridge. This project is the last link in our local portion of the interstate highway system.
2. Freeway extension of Cross County Highway from Galbraith to Winton Road including an interchange with I-75.
3. Melish Avenue Extension east from Gilbert Avenue to Madison Road.
4. Queen City Avenue improvement between Sunset Avenue and White Street.
5. Convention Center expansion.
6. Construction of parking garage adjoining Convention Center.
7. Expansion of Central Riverfront park and recreation facilities. Extension of the pedestrian plaza is planned to support new office development west of the stadium and residential and recreational development east of Riverfront Coliseum.
8. Construction of new Hamilton County administrative, judicial, and correctional facilities east of the Courthouse.
9. U.S. Army Corps of Engineers Mill Creek rechannelization project. When completed, this project will provide flood protection for the Mill Creek Valley.



Plan continued



**Recommended Public and Semi-Public Study Areas**

- 10. U.S. 50 Relocation. The Plan recognizes the critical need for a study of this corridor since new highway construction may have an impact on the Little Miami River Valley.
- 11. Colerain Modified Expressway. The Plan recognizes that this project will require a corridor study.
- 12. C & O Light Rail Transit Corridor. High density residential development is proposed along this study corridor.
- 13. Conrail—N & W Rail Line from the CBD east through the East End and the Little Miami River Valley. The Plan recommends discontinuing through rail traffic, except for local service. This rail line could connect the Central Riverfront to the proposed Little Miami scenic excursion railroad. Rehabilitation of existing residences and new residential development could occur along Eastern Avenue and Martin Street.
- 14. Little Miami Sewage Treatment Plant expansion. Construction of this plant is necessary to meet federal requirements.
- 15. Expansion of U.C. and medical complex. A study should be conducted to determine the impact of expansion on surrounding neighborhoods.
- 16. Cincinnati Board of Education plans to close 15 public school facilities. These facilities could be converted to other public, residential, or office uses. On one of the sites, Douglass School, a new school and recreation area will replace the old facility.

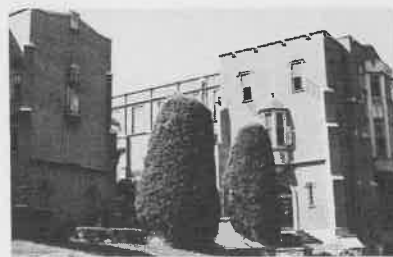


## **Implementation:**

In order to accomplish the goal of the Public and Semi-Public Land Use Plan, these methods suggest various courses of action to support the effective delivery of services throughout the City. The methods emphasize the reuse of abandoned facilities for current demanded services, the completion of previously undertaken projects and studies, and further study of the impact of proposed projects.

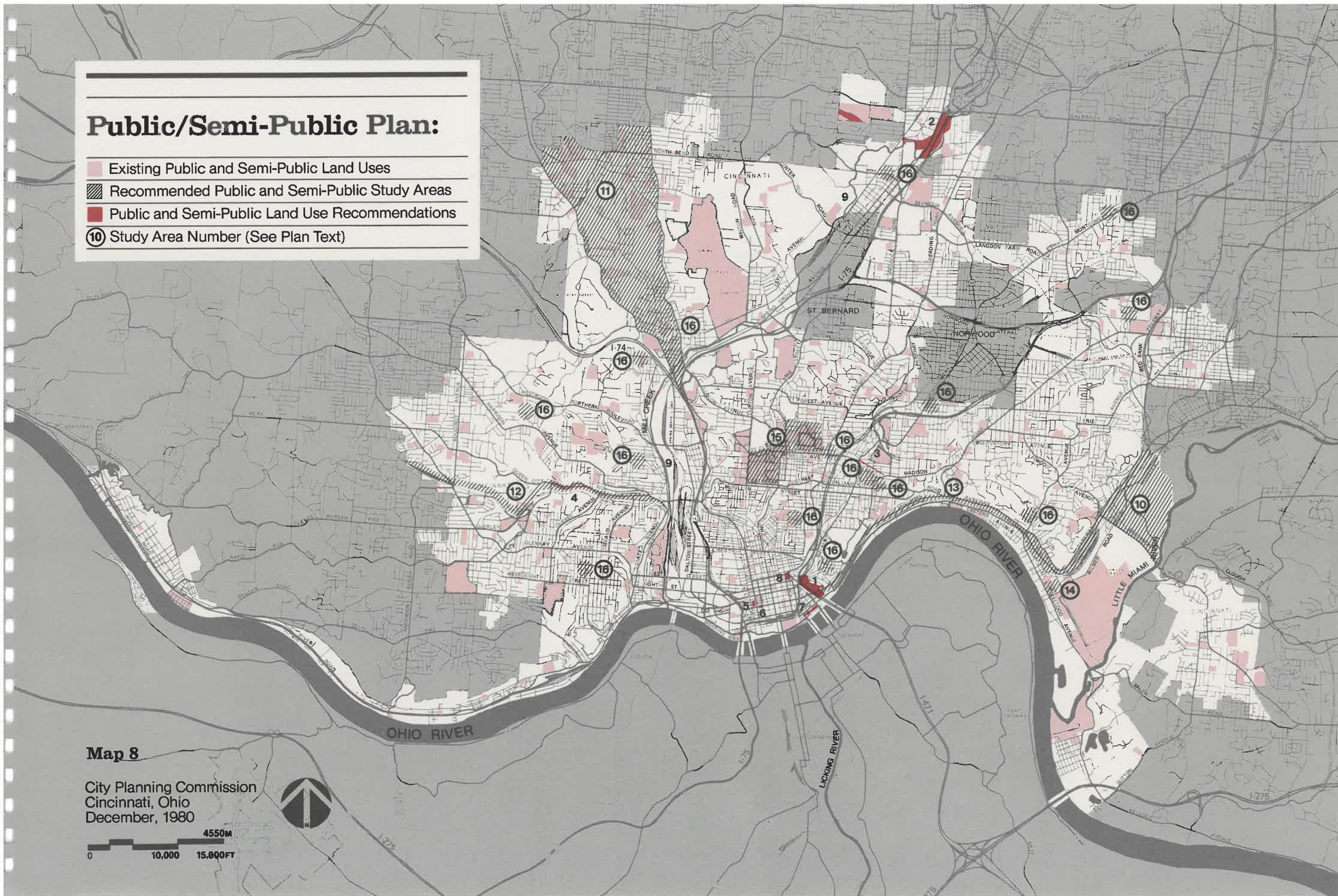
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1. Develop plans for the reuse of 15 elementary and junior high schools that are to be closed by the Board of Education.
2. Study the impact of the regular program phase of the National Flood Insurance Program and Executive Order 11988 on existing and proposed public works projects.
3. Complete the C & O/Western Hills light rail corridor study and investigate the feasibility of conducting similar studies along the UC/Norwood and Kentucky corridors.
4. Identify the possibilities of the reuse of abandoned railroad yards particularly along the Ohio Riverfront and C & O Western Hills light rail corridor.
5. Encourage completion of the Colerain and U.S. 50 corridor studies, and the implementation of these projects: the Cross County Freeway extension, the Melish Extension, and the Queen City arterial improvements.
6. Support the U.S. Army Corps of Engineers' Mill Creek rechannelization project which will eliminate flood hazards throughout the Mill Creek Valley.
7. Develop plans for the reuse of SORTA garages that may be abandoned as part of a consolidation plan.
8. Identify the potential impacts of the future expansion of the U.C. and medical complex. Prepare appropriate plans and adopt policies for the impacted neighborhoods.
9. Study the impact of CG&E's proposed high voltage transmission ROW's through the Mill Creek Valley between the West End and Carthage substations.

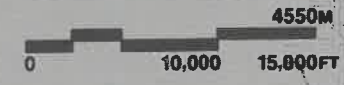


# Public/Semi-Public Plan:

- Existing Public and Semi-Public Land Uses
- Recommended Public and Semi-Public Study Areas
- Public and Semi-Public Land Use Recommendations
- Study Area Number (See Plan Text)



**Map 8**  
City Planning Commission  
Cincinnati, Ohio  
December, 1980



# Glossary

**Floodplain**—land inundated during a 100 year flood.

**Land Use Displacement**—replacement of one land use by another.

**Historic/Environmental**—significant features identified in the Cincinnati Historic Inventory or Urban Natural Areas Study.

**Urban Design Plan**—specifically defines functional, structural, and aesthetic treatments or improvements for an area.

**Community Policy**—definitive statement intended to guide future decisions or actions.

**Community/Special Area Plan**—generally accepted statement of goals, policies, recommendations, and projects intended to guide the physical, social, and economic future of an area.

**Conventional Subdivision Development**—single family residences situated on individual parcels as prescribed by the City's subdivision regulations.

**Proposed Assisted Housing**—primarily multi-family residential development for tenants receiving rent subsidies.

**Approved or Potential PUD**—residential or other forms of development guided by the City's Planned Unit Development regulations for the protection of natural or historic features.

**Historic Structure**—architecturally significant structure or one associated with persons or events that have contributed to history.

**"T" Zone**—"Transistion" zone: land uses as permitted in the least restrictive abutting zones except as modified by the Building Commissioner.

**Multiple Ownership**—several parcels of land having more than one owner.

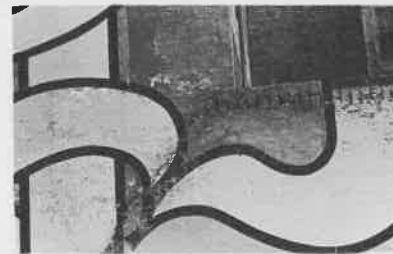
**Environmental Quality District**—may be overlaid over any other district to assist the development of land and structures to be compatible with the environment.

## Zoning Definitions:

The City of Cincinnati is divided into the following zoning and overlay districts:

<b>R-1A, R-1</b>	Single Family; Low Density
<b>R-2</b>	Single Family; Medium Density
<b>R-3</b>	Two Family
<b>R-4</b>	Multi-Family; Low Density
<b>R-5</b>	Multi-Family; Medium Density
<b>R-6</b>	Multi-Family; High Density
<b>R-7</b>	Multi-Family; High Density
<b>R-V</b>	Residence View
<b>O-1A, O-1</b>	Suburban Office
<b>O-2</b>	Downtown Office
<b>B-1</b>	Neighborhood Business
<b>B-2</b>	Community Business
<b>B-3</b>	Retail-Wholesale Business
<b>B-4</b>	General Business
<b>C-1</b>	Commercial (CBD "Core")
<b>C-2</b>	Commercial (CBD "Frame")
<b>M-1</b>	Neighborhood Manufacturing
<b>M-2</b>	Intermediate Manufacturing
<b>M-3</b>	Heavy Manufacturing
<b>RF-1</b>	Riverfront (Recreational-Residential)
<b>RF-2</b>	Riverfront (Commercial-Industrial)
<b>MP</b>	Meat Packing

**Note:** The above densities refer to those densities permitted in the Zoning Code. The Residential Land Use section of this report refers to development normally permitted by R-1A through R-3 as "low density," that permitted by R-4 as "medium density," and that permitted by R-5 through R-V as "high density."



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## City Departments, Divisions and Commissions:

Public Works Department
Engineering Division: Architectural and Urban Design Section
Metropolitan Sewer District
Park Board
Recreation Commission
City Manager's Office: Community Assistance Division
Development Department: Industrial Division, Neighborhood Business Division, Downtown Projects Division
Buildings & Inspection Department: Housing Assistance Division
Water Works Department

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Cincinnati Board of Realtors,® Inc.: Commercial-Industrial Committee

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