

East End Urban Design Plan



TO: All Members of the East End Task Force
FROM: Lib Stone, Chairperson, East End Task Force
RE: Funding East End Priorities

With the adoption of its Urban Design Plan the East End has given the City positive direction for public improvements in the community. This plan is the only existing outline for the future of the East End and, as such, is the best means for procuring a share of the Federal Government's Community Development Funds.

The plan, however, is not a mandate for funding. If all the improvements recommended were implemented today they would require more than nine million dollars. The City's Community Development Budget (Federal money) for 1978 will be only seventeen million dollars ---- and that must meet an increasing number of requests from nearly all of the forty-four neighborhoods. So while the priorities we have set describe an ideal situation, the City's fiscal situation virtually prohibits implementation of more than one of our priorities each year.

Nor is the lack of Federal funds the only problem. Such improvements as rerouting truck traffic require coordination between the City of Cincinnati and the villages of Mariemont and Fairfax. New housing will require feasibility studies. And even such improvements as street trees require maintenance.

These obstacles do not negate the planning process. Our priorities will continue to be a decisive factor in directing the City's improvement efforts. Realistically, however, we can only expect a moderate amount of City assistance, and can only hope that the new Federal administration will increase its aid to the cities.

Lib Stone
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Credits

The East End Urban Design Plan was developed by the East End Task Force and the Department of Urban Development of the City of Cincinnati to provide specific proposals for the improvement of the East End communities. Background information was drawn from the East End Existing Conditions Study and the East End Area Plan, both published by the Cincinnati City Planning Commission.

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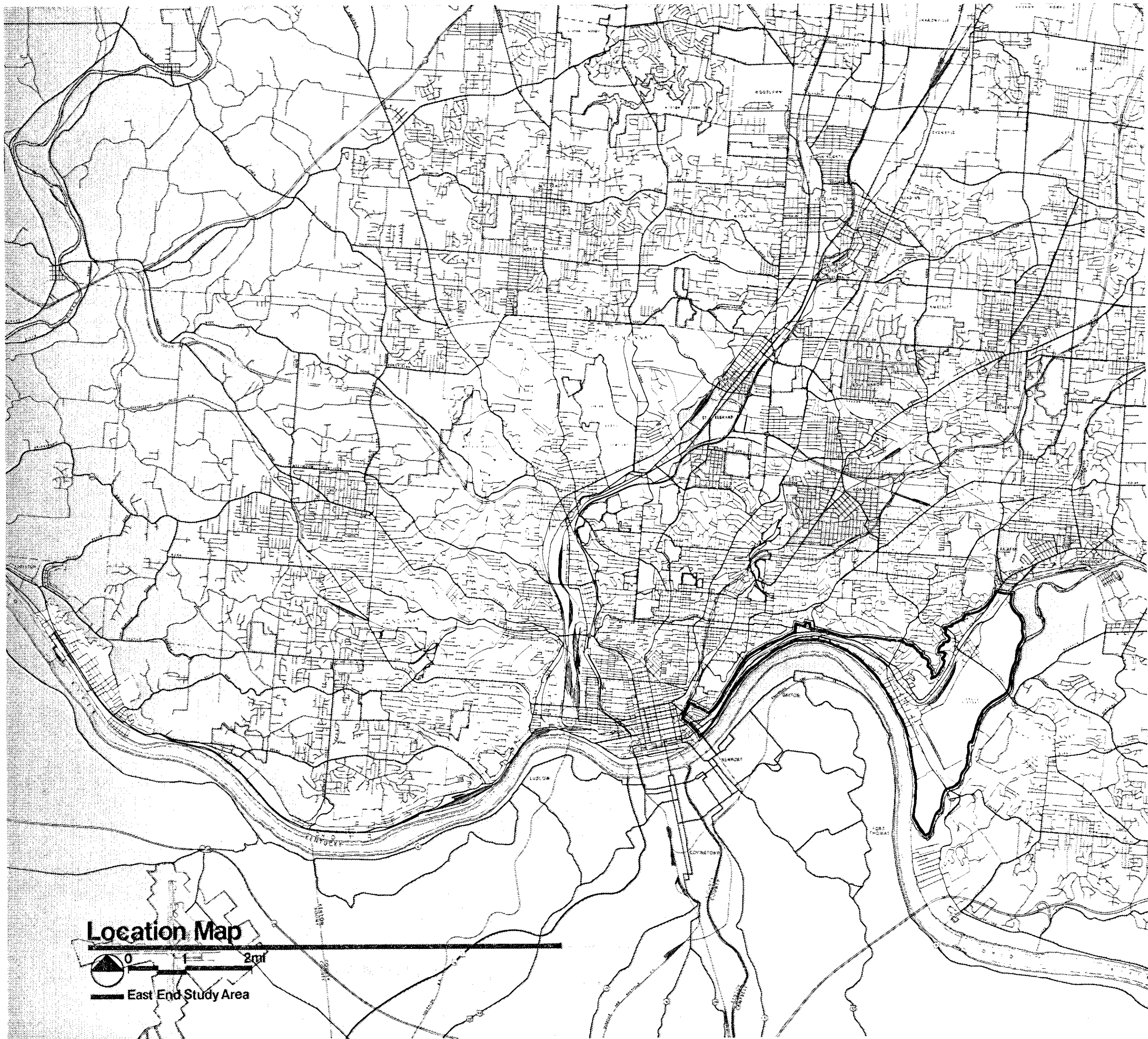
Introduction

This plan and the body that coordinated it - the East End Task Force - are outgrowths of a planning process which began in 1971. The East End was selected at that time as a Community Planning Target Area. The East End Area Council Planning Committee began meeting regularly with a Community Planning Team; it set community boundaries, discussed community priorities, and eventually derived a set of East End Area Goals. Two documents - "The East End Existing Conditions Study" and the "East End Area Plan" - were derived from these efforts and were completed in 1973.

In August of 1974 the new planning phase began with the first meeting of the East End Task Force. Its original members included representatives from the Highway Engineering section of the Public Works Department, the Department of Urban Development, the City Planning Commission, the Cincinnati Park Board, the Cincinnati Recreation Commission, the Board of Education, the Riverfront Advisory Council, the East End Area Council, and the Mount Adams Civic Association, as well as individuals representing East End small business, heavy industry, and property owners. At various points during its existence the East End Task Force was expanded to include the Cincinnati Police Department, East End Area Clergy, and a representative from the Linwood Community.

The purpose of the group was to pool its resources and come to specific conclusions for beneficial change in the East End. The Task Force, directed by members of the Department of Urban Development, has been responsible for designing projects to implement that change. Decisions made by the Task Force need acceptance by the East End Area Council before they carry weight.

The Urban Design Plan is structured to determine the image and goals of the area, test the feasibility of the proposed uses, establish strategies for implementation, and, finally, determine the funding for the development packages. From the outset it must be understood that the feasibility of certain proposed uses and the possibility of securing public funding is determined by the Flood Plain, as defined by the Federal Insurance Administration. Community Development monies cannot be spent in the Flood Plain unless a variance is approved and/or the improvements are flood-proof. Detailed information on the boundaries of the Flood Plain and the procedure for securing a variance is available through the City of Cincinnati's Public Works Department, Engineering Division.



Area Description

The East End is a long, narrow strip of land reaching seven miles eastward from Eggleston Avenue in downtown Cincinnati to the Little Miami River. Its southern boundary skirts the Ohio River and its northern side is defined by the abrupt hillsides which characterize the city. The eastern portion expands in a northward bulge between those hillsides and the Little Miami River as far as the Fairfax city limits. The western end expands to include a portion of the Mount Adams Community.

The total area comprises 3,900 acres, or about 6 square miles. The boundaries that enclose the area were chosen by the Planning Committee in 1971 and were derived generally from the combination of four school districts: Highland, McKinley, Lincoln, and Linwood Elementary Schools. Parks and recreation areas, as well as public and vacant lands, comprise over 70% of the area's total acreage. Lunken Airport, the largest single use, accounts for one-third of that total.

The East End is easily the most accessible and level route east from downtown, and thus was the obvious site for two highways - Columbia Parkway and Eastern Avenue - as well as a railroad, all of which run its entire length.

These transportation lines, the steep hillsides, and the Ohio and Little Miami flood plains have limited housing development to only a few areas:

1. Lower Mount Adams at the western end is an extension of the Mount Adams community, enjoying dramatic city views and an intimate relationship with the core area.
2. Highlands comprises a long strip of residences along Eastern Avenue and others along Hoff and Walworth Avenues. This area suffers from isolation and heavy truck and railroad traffic. Periodic flooding affects approximately half of the available land in Highlands.
3. As the hillsides recede from the river east of Delta Avenue, the residential acreage increases in the Columbia-Tusculum community. The area benefits from large park and recreational areas, a strong historical heritage, and a solid residential population. As in Highlands, heavy truck and automobile traffic, coupled with increased railroad use, have compromised the potential of this community. It contains the only concentration of businesses that could be referred to as a neighborhood business district in the East End area.
4. A line of residences extends along Eastern Avenue linking the Columbia-Tusculum community to the Linwood area, at the northern end of the eastern bulge of the East End. Linwood is a hillside neighborhood above Eastern Avenue with expansive views and large, mature trees. It is continuous with the adjacent Mount Lookout community.
5. A small residential area is pocketed across Eastern Avenue adjacent to the Beechmont levee. It is a vital area with strong ties to the uphill Linwood community.

History

The East End Area includes many old river-oriented villages and settlements. Fulton, Pendleton, Columbia, Tusculum, and Linwood were all settled separately and eventually annexed by the City of Cincinnati. Columbia was the first settlement between the Miami Rivers and the second in all of Ohio. It was founded in 1787 by Benjamin Stites on the Ohio River, one mile downstream from the mouth of the Little Miami. It later moved inland to avoid flooding, and by the time it was annexed by Cincinnati in 1875 had developed a thriving business center along Eastern Avenue, in the same pattern that exists today.

Tusculum developed north of Columbia at the base of Tusculum Hill (Alms Park). It expanded toward the steamboat industry to the southwest and developed fashionable estates on top of the hill. Much of that area is now Alms Park. It was annexed with Columbia in 1875.

Linwood developed on farmland centered on a strategic intersection of roads serving Mount Washington and Mount Lookout. It was primarily a suburban residential area with some early manufacturing. It was annexed by Cincinnati in 1895.

Pendleton began to grow directly northwest of Tusculum after the Little Miami Railroad opened for traffic in 1843. By 1853 it was a thriving railroad town and had developed many retail businesses and industries. Cincinnati annexed the area in 1870.

Fulton (established in 1826 in an area along the River from existing Kemper Lane to Torrence Road) rapidly became a world-famous ship-building center. It was annexed to the City in 1854 and thrived until the advent of railroads.

The declining importance of river traffic and frequent flooding destroyed the prosperity of the area. Subsequent road construction removed much of the residential base and fragmented the neighborhoods. In the 1940's immigration of poor blacks and Appalachian whites transformed the social and economic patterns of the remaining communities and triggered an out-migration of the more affluent residents.

Today, Linwood and Columbia-Tusculum remain as solid residential areas, but the business districts have severely deteriorated. Residential property in Highlands has been badly affected by flooding and the negative influences of heavy truck and rail traffic. Lower Mount Adams has survived because of its relationships to Mount Adams and the downtown but is severely threatened by highway construction. In the face of all of this, the residents show remarkable pride in their communities and determination to improve them.

Givens

The staff worked within the constraints of a number of givens defined by the Task Force. These givens were imposed either by the natural conditions which exist in the area or by commitments, agreements, and previous developments. The givens may be summarized as follows:

1. The Penn-Central Railroad has two main-line tracks which traverse the entire study area. The lines will remain and use will increase.
2. The East End provides the major transportation link between downtown and points east. Eastern Avenue and Kellogg Avenue carry the truck traffic; Columbia Parkway carries automobile traffic.
3. The Interstate-471 bridge, serving as an interchange between local expressways (U.S. 50) and the interstate system, will affect vehicular patterns in the western portion of the East End. Its dominant scale must also be taken into consideration in the development of surrounding areas.
4. The 100-year and 50-year flood plains penetrate much of the East End, while areas closer to the river are flooded by annual river fluctuations.
5. Predominant uses in the East End are open space and recreation, particularly recreation facilities for city-wide use. The acreage presently devoted to these uses will remain.
6. A major recreation area and park for metropolitan use will be constructed on the riverfront east of the L&N bridge and will serve as an extension of the recently completed green park between the L&N and Central Bridges. Funds for the extended riverfront park have already been obtained.
7. Lunken Airport will continue to serve as a short-range municipal airport and may need expansion room.
8. The Water Works Building on Eastern Avenue will remain and may need expansion room.
9. The C.G.&E. facility on Eastern will remain and may need expansion room.
10. The East End contains a large number of historical sites worth preserving and restoring.

Conceptual Strategy

Early in the planning process, the Task Force divided the East End into workable sub-areas and applied general land-use classifications to these areas. Areas A through F were defined as follows:

Area A, the Columbia-Tusculum community, was designated as the "Focus Area." It contains the major concentration of population in the East End, is a desirable living environment, and could develop into a strong residential area with its own internal focus and business district along Eastern Avenue. Its visibility to other city residents makes this area a major image-maker for the entire East End.

Area B, the Flood Plain, extends from Eggleston Avenue to Delta between Eastern Avenue and the river, then expands to follow the railroad right-of-way, and finally connects to the Lunken Airport levee. It includes the area northeast of the Beechmont levee as well. It intersects all of the East End communities, and seriously restricts any permanent development.

Area C extends above the north side of Eastern Avenue from Delta to Eggleston. Studies show rapidly deteriorating housing, population loss, heavy rail and truck traffic, no central focus, and a minimum of developable land. However, the residents express a strong desire to change the direction of the community.

Area D, the Linwood community, is geographically isolated from the main population of Columbia-Tusculum, but has a strong, cohesive residential population desiring to integrate with the other East End communities. While the area lacks an independent, internal focus, its external image and the need to protect residences from the encroachment of industry and heavy traffic (on Eastern Avenue and Columbia Parkway) are primary concerns.

Areas E and F are similarly isolated. Area E, Lower Mount Adams, is obviously influenced by its relationship to Mount Adams and the desirability of the area for development. Views and closeness to the amenities of the City are strong factors. It can sustain considerable "infill" residential development, its internal vehicular systems are adequate, and the remnants of old pedestrian systems could be revived. While the community continues to voice concern for additional access to Mt. Adams, no further access improvements can be funded without a feasibility study. Area F is an expensive residential area of East Walnut Hills and has only a locational relationship to the East End.

The East End Task Force defined planning directions for each of the sub-areas as follows:

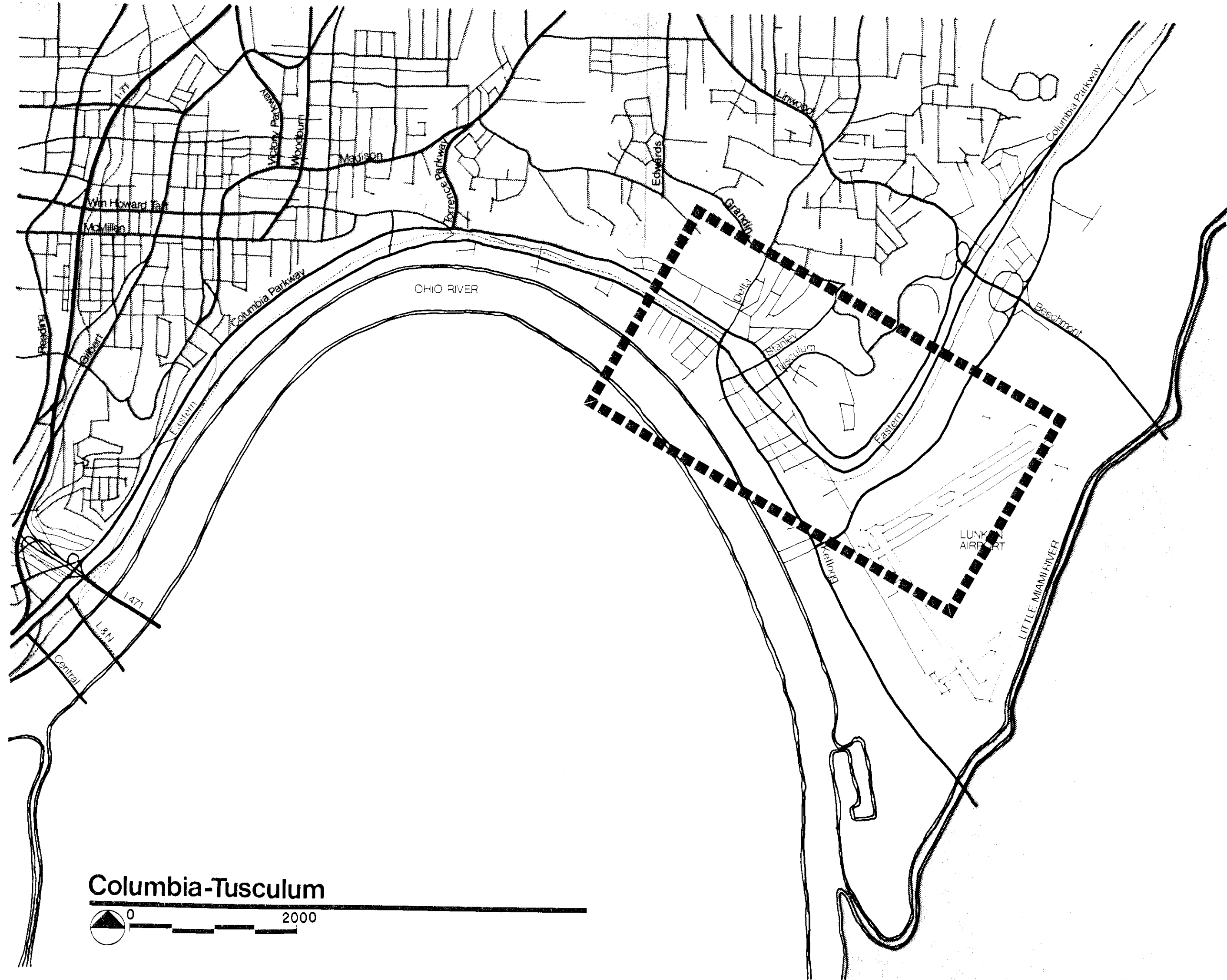
1. Area A, Columbia-Tusculum, shall be considered the central focus of the East End communities with special consideration given to its historical significance.
2. Area B, the Flood Plain, shall be considered for park land, recreation, and open space with the additional land uses listed below being permitted on specified sites:
 - a. existing and new industrial uses having a direct relationship to the river;
 - b. existing and new commercial uses having a direct relationship to the river;
 - c. existing and new public uses having a direct relationship to the river;
 - d. existing and new agricultural uses.

All of the above uses (2. a-d) should allow for room to expand. Additionally, the Task Force rejected retaining the existing residential land use or permitting new residential development.

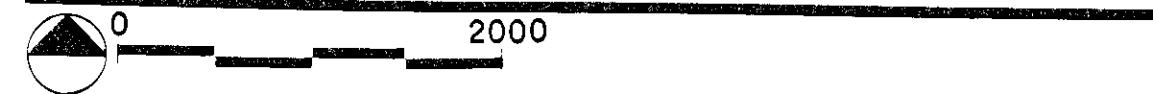
3. Area C, Highlands, shall be considered park and recreation land as well as open space. Additional land uses permitted on specified sites are listed below:
 - a. existing and new industrial uses;
 - b. existing and new commercial uses;
 - c. existing and new public uses;
 - d. existing housing on Martin Place, Hoff, Walworth, and Collins Avenues;
 - e. new housing on Martin Place, Hoff, Walworth, and Collins Avenues, and on specified sites on Eastern Avenue.

Expansion room is necessary for uses 3. a-c. The Task Force rejected retaining existing housing on Eastern and Gladstone Avenues, as well as new housing on Gladstone.

4. Area D, Linwood, shall be considered an integral part of the East End community with common needs and directions.
5. Area E, Lower Mount Adams, shall be considered an integral part of the Mount Adams community and separate from the East End.
6. Area F, a segment of East Walnut Hills, shall be considered an integral part of the East Walnut Hills community and separate from the East End.



Columbia-Tusculum



Urban Design Plans

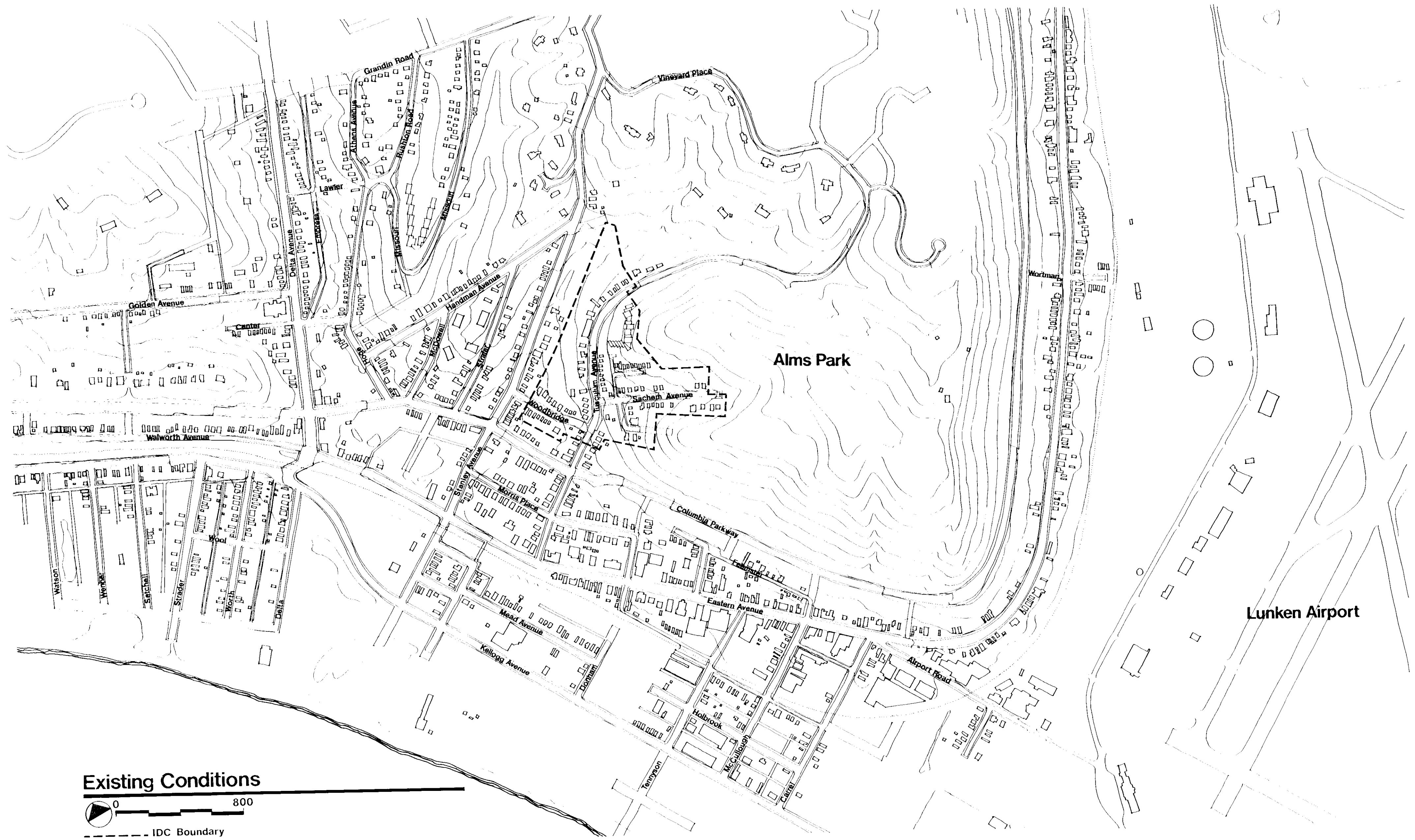
The following urban design plans were prepared to establish a coherent pattern of land uses, to stimulate complementary land uses, and to outline a flexible program of public improvements. Early in its planning process the East End Task Force decided to reinforce (even enlarge) its residential population. As a result, the types of development proposed by these plans are meant to reassure present residents, attract new residents, and secure new investors and developers. The plans emphasize rehabilitation and preservation of sound existing housing where economically feasible. New, environmentally sound housing is encouraged on an "infill" basis.

While non-residential areas have received less consideration, commercial and industrial development is essential for the East End. Such possibilities are being explored and will be integrated comfortably with the housing and open-space needs of the area.

The hillside, floodplain, and river are important natural assets providing vegetation, protection from negative influences, views, recreation, and character definition for the area. Proper constraints on development are essential to preserve these qualities.

The following plans are long-term; public improvements have been "packaged" to be constructed on a yearly basis as Federal and state monies become available. Generally, public improvements are planned to be highly visible and readily accessible.

Despite common ground, each community of the East End has emerged as a separate entity to be considered for its own needs.



Existing Conditions
0 800
--- IDC Boundary

Columbia-Tusculum



For the purposes of this plan the Columbia-Tusculum area is defined by Delta Avenue on the west, Grandin Road on the north, Vineyard Place and Alms Park on the east, and the Ohio River on the south. It extends along Eastern Avenue and touches Linwood at Wortman Place. It is a major influence on the residential arm along Golden Avenue and relates directly to that portion of Highlands along Walworth Avenue. It is a densely populated, stable residential community.

The East End Task Force has chosen the following goals for the Columbia-Tusculum area:

1. Create a coherent "focus" community for the East End by developing and publicizing a "new" historical image of the area tied to its River heritage.
2. Reinforce a concentrated neighborhood activity center on Eastern Avenue including a revitalized commercial district and public functions.
3. Develop safe and attractive linkages which tie the fragments of the community together.
4. Provide for a reasonable balance between the needs of the pedestrian and the need for efficient vehicular movement.
5. Upgrade the visual image of the community through landscaping, public improvement, new development, and the removal of blighting influences.

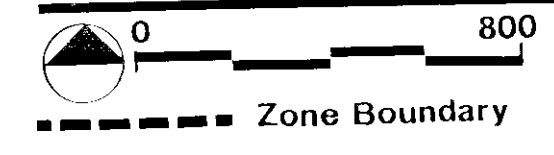
To create a "new" historical image (Goal 1) the Task Force encourages cooperation with the Miami Purchase Association. Defining historic buildings will help generate restoration funding. Simultaneously, to upgrade other housing in the area, the 3% Rehabilitation Loan Program is available. With community focus in mind, the Task Force recommends that 80% of the loan money available be distributed in the focal area and the remaining 20% throughout the East End. This will help preserve Columbia's past and reinforce the present neighborhood.

Important for the area, besides a coherent image, is an increased emphasis on the residential nature of the community. One of the amenities of a good living environment is freedom from the noise, traffic, and dangers of thoroughways. For the East End this means the isolation of Columbia Parkway from the community. The following steps are necessary to accomplish this:

1. Eliminate the intersections on Columbia of Hoge, McDowell, and Strafer.
2. Realign Columbia between Delta and Stanley to allow those three streets to connect to each other, enhancing their own neighborhood character.
3. Realign the Hoge Street intersection of Delta to be continuous with Golden Avenue.
4. Eliminate the Hoge-Empress intersection to be replaced by an Empress-Lawler intersection.
5. Upgrade Stanley Avenue from Vineyard to the river.
6. Acquire the property bordering Columbia Parkway between Delta Avenue and the residential property east of Stanley. Yeatman's Lodge, the YMCA, the Columbia Christian Church and the Police Patrol 6 building are to remain.
7. Densely landscape the Columbia Parkway right-of-way from the 3700 block of Tusculum Avenue to the Eastern Avenue exit in Linwood.



ZONE CHANGES

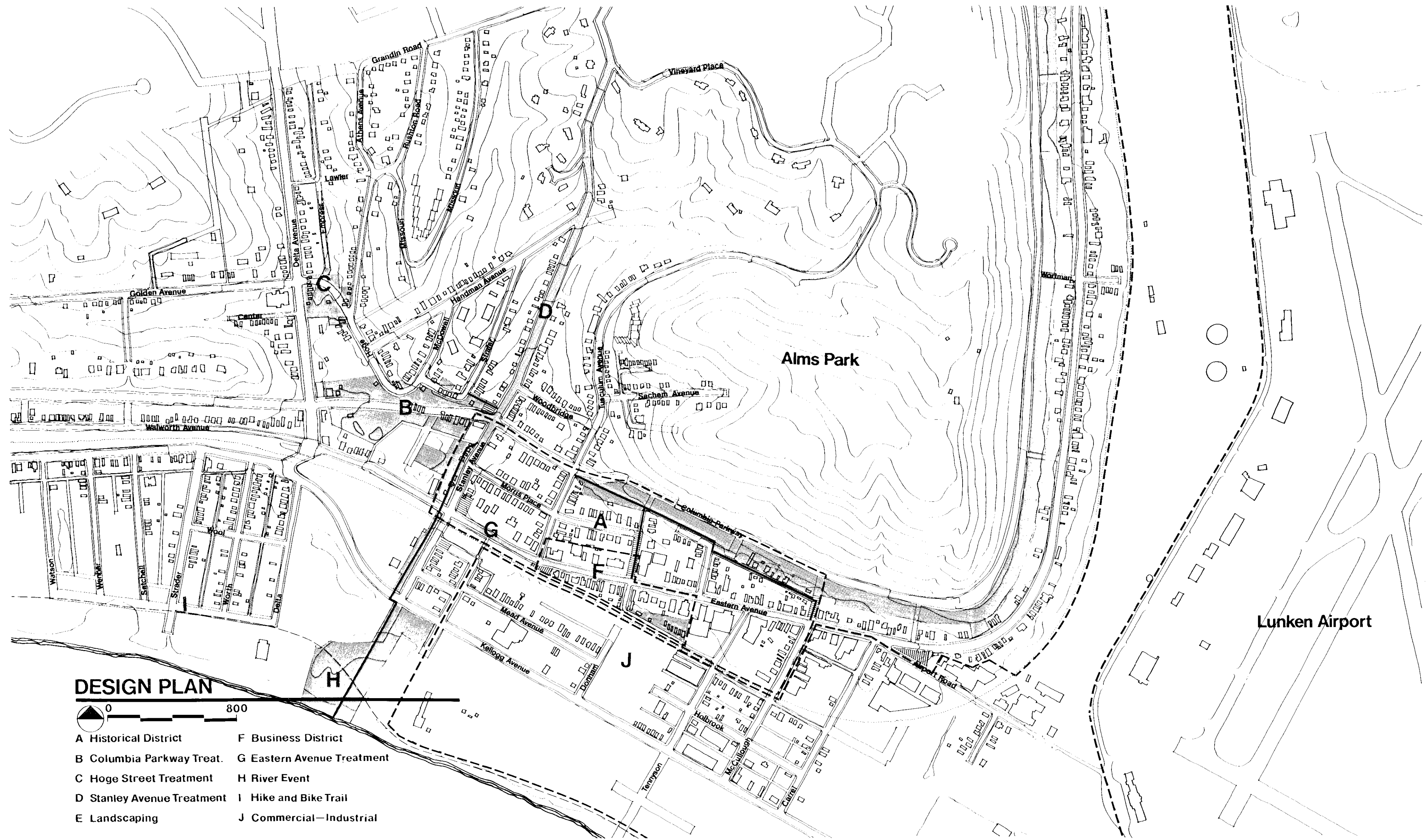


The East End Task Force and the East End Area Council shall review any proposed change of alignment for final approval. Alterations to Columbia Parkway through the study area shall adhere to the following guidelines:

1. The river view shall be retained from all lanes.
2. Guardrails shall be used only at points of high risk.
3. Investigate the installation of a center median divider.
4. Remove all existing structures adjacent to the right-of-way except as noted above.
5. Landscape all of the right-of-way to absorb noise and pollution to protect the neighboring residential property.
6. Consider the following for the curve below Alms Park:
 - a. reduce the speed limit;
 - b. install warning signs;
 - c. install a center median divider.
7. Install graphics identifying the communities along the Parkway.

The above decisions have several implications. The commercial activity presently located on Columbia Parkway will be adversely affected by these changes. However, a successful business district is crucial for the East End (Goal 2). Therefore, the Task Force has decided that Eastern Avenue in the blocks between Tusculum and Tennyson is the best location for a commercial district. It is centralized and there is sufficient demand for readily available services. The Task Force plan calls for the following improvements to revitalize the Eastern Avenue business district:

1. Retain existing moving traffic lanes.
2. Provide parallel parking in defined bays as necessary.
3. Provide new walks, curbs, and landscaped safety strips.
4. Provide new street and pedestrian lighting.
5. Create special intersection treatment to accommodate the pedestrian.
6. Develop appropriate locations into "outdoor rooms" - pedestrian gathering places.
7. Create an image of Eastern Avenue as the main street of the proposed Columbia-Tusculum Historic District.
8. Remove truck through-traffic from Eastern Avenue east of Delta Avenue.
9. Eliminate unnecessary intersections.
10. Provide street treatment in residential areas; where possible restore in original materials.
11. Provide off-street parking and service access for the designated business district.



DESIGN PLAN



- A Historical District
- B Columbia Parkway Treat.
- C Hoge Street Treatment
- D Stanley Avenue Treatment
- E Landscaping
- F Business District
- G Eastern Avenue Treatment
- H River Event
- I Hike and Bike Trail
- J Commercial-Industrial

Columbia Parkway has been a dividing line in the past; the Task Force advocates improvements that will link the upper and lower halves of the Columbia-Tusculum area (Goal 3). This unification can reinforce community sentiment and help rebuild incentive for further development in the area. One method for accomplishing this goal is to give special treatment to Stanley Avenue, which acts as a spine connecting residential areas to the Historic Commercial Area and the River.

1. Retain existing moving traffic lanes.
2. Provide parallel parking in defined bays as necessary.
3. Provide new walks, curbs, and landscaped safety strips.
4. Provide new street and pedestrian lighting.
5. Create special intersection and mid-block treatment to accommodate the pedestrian.
6. Purchase, clear, and landscape all blighted property.
7. Develop appropriate locations into "outdoor rooms" - pedestrian gathering places.
8. Expand the opening under the railroad overpass of Stanley and Eastern for a wider sidewalk.
9. Improve pedestrian movement through recreation and parkland.
10. Eliminate unnecessary intersections.
11. Develop access to the Ohio River at the foot of Stanley and create activity at the river's edge in conjunction with the proposed hike and bike trail.

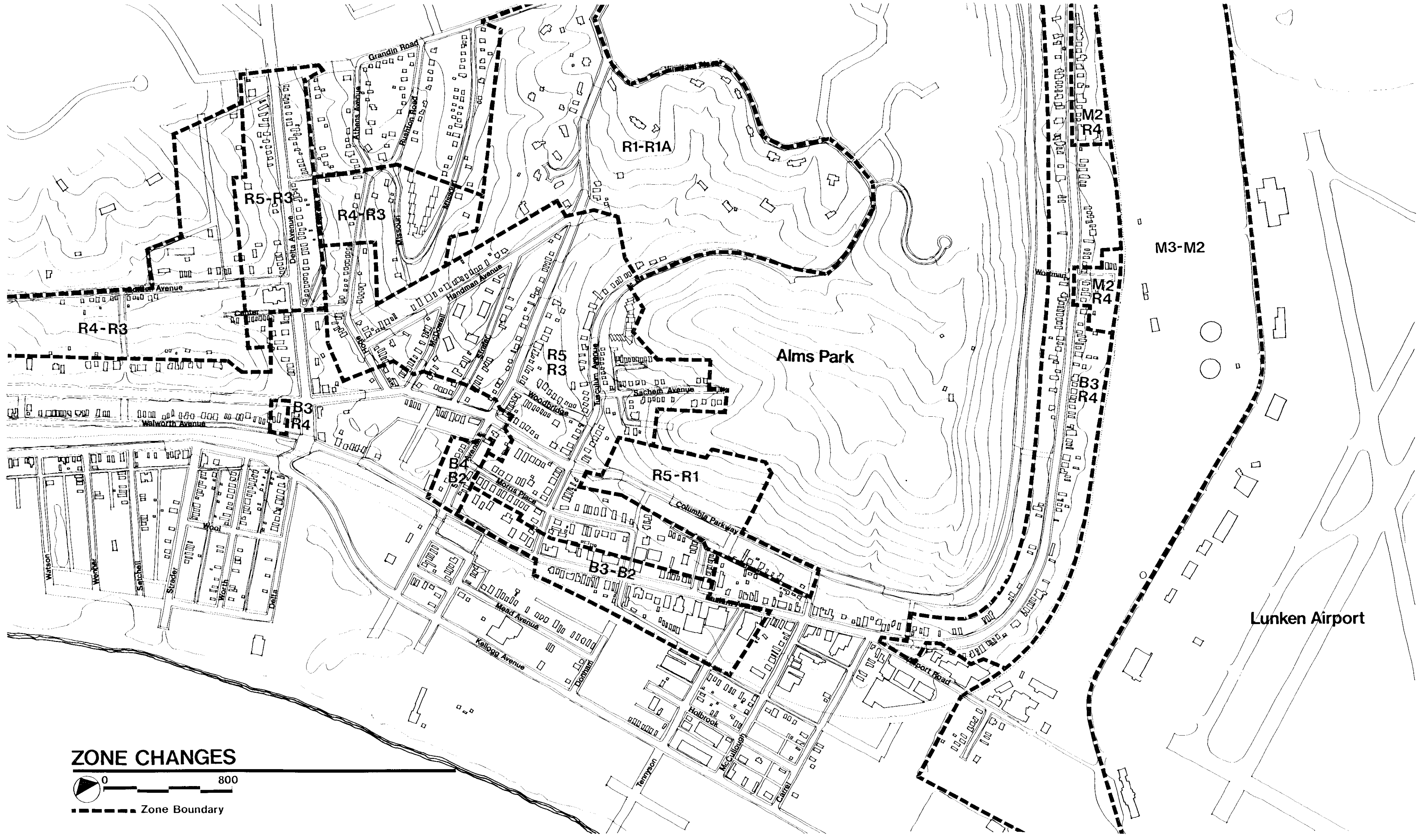
The Task Force also recommends that the suggested improvements for Stanley and Eastern Avenue be used as prototypes for all streets in the focal area and elsewhere, thereby extending the focal image across the East End.

Commercial-industrial development potential exists in the area east of Congress Street between the railroad and the River. The upriver limit is the historic location of Stites Landing just west of Four Seasons Marina. The unused railyards along Wilmer Avenue link the riverfront land to the large Little Miami River flood plain north of Beechmont Avenue. The potential community and city-wide benefit merits an in-depth study of the area.

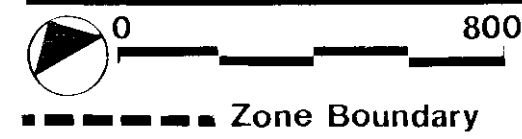
The Task Force has set block priorities in order that public street improvements have maximum impact in the focal area. These priorities should orient future funding decisions. Each priority is discussed on the following pages with accompanying cost information. The treatments proposed are to be considered prototypes for the treatment of all unmentioned streets in the Columbia-Tusculum Area if future priorities shift the focus of the plan.

The Task Force recommends the following zone changes to achieve the goals set for Columbia-Tusculum:

1. Change the existing R-4 along both sides of Golden Avenue to R-3.
2. Change the existing R-5 along both sides of Delta Avenue between Grandin Road and Center Street to R-3.
3. Change the existing B-3 between 3434 Walworth and 3438 Walworth to R-4.
4. Change the existing R-4 along the curve of Missouri Avenue to R-3.
5. Change the existing R-5 along Hoge, Handman, McDowell, Strafer, Stanley, Woodbridge, Tusculum, Sachem, and Morris Place to R-3.
6. Change the existing B-4 along both sides of Stanley, extending approximately 100' west of the Stanley right-of-way between Eastern Avenue and a line one parcel south of Columbia Parkway to B-2.
7. Change the existing B-3 along Eastern Avenue between Stanley and McKinley School to B-2.
8. Change the existing R-5 along Columbia Parkway east of Tusculum to R-1.
9. Change the existing B-3 along Eastern Avenue between Deering Street and Phyllis Lane to R-4.
10. Change the existing M-2 at Eastern Avenue and Wortman Street to R-4.
11. Change the existing M-3 west of Wilmer Avenue from a line midway between Kellogg and Airport Road and Beechmont Circle to M-2.
12. Change the existing R-1 from the rear lot line of the property on the east side of Missouri, across Stanley to Tusculum and Vineyard to R-1-A.



ZONE CHANGES



Priorities

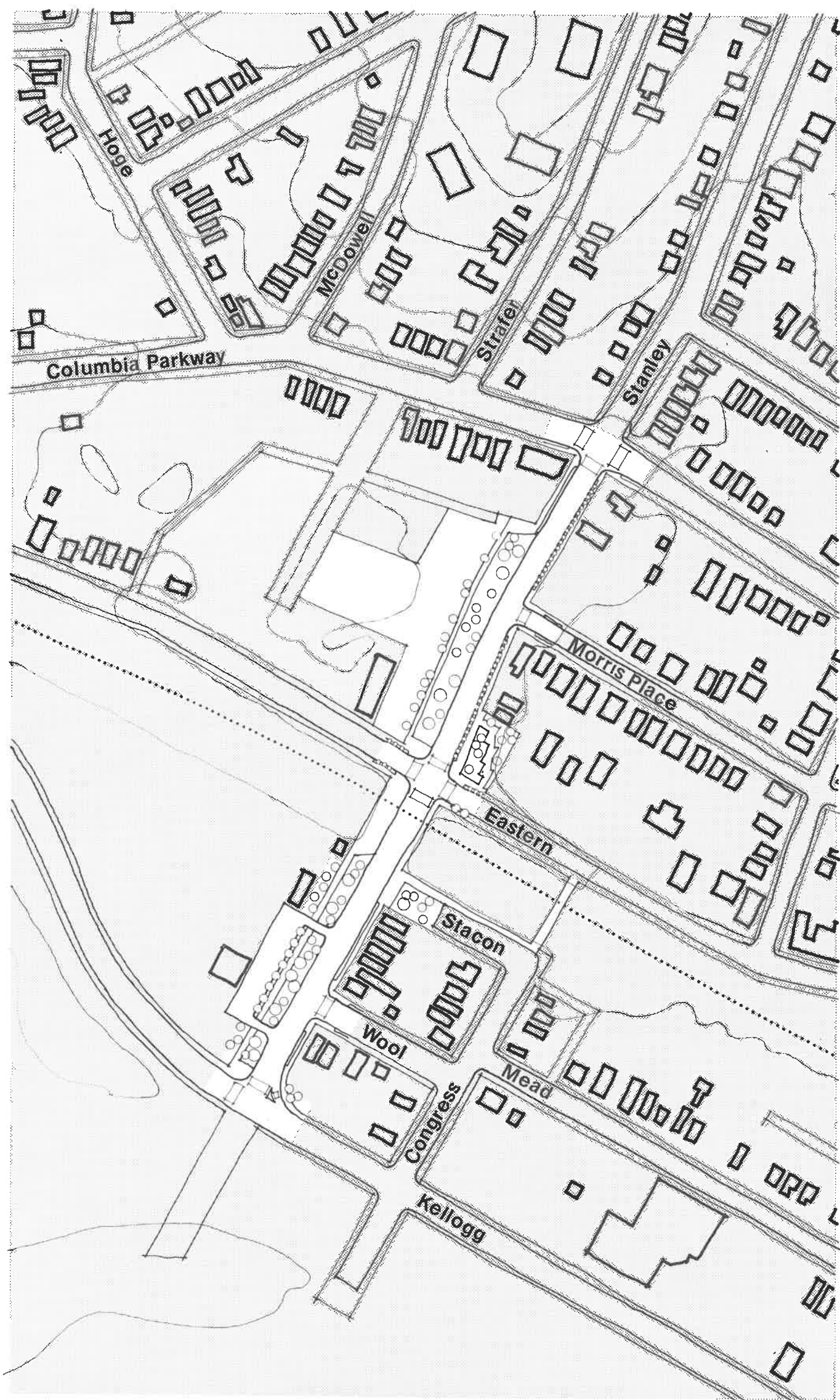
The Task Force has set the following priorities to coordinate community improvements for maximum benefit and to direct future funding. Cost information follows the set of priorities.

1. Treatment of Stanley Avenue between Columbia Parkway and Kellogg Avenue.

This portion of Stanley functions as a transition between uphill residential areas and the residential-business district along Eastern. It links the community to flood plain recreation areas, and to the River. It forms the western edge of the Historical District and carries significant through-traffic between Columbia Parkway and Kellogg. It provides a visible beginning for the improvements.

Eventual development should include:

- a. retention of the existing street width;
- b. improvement of the sidewalk on the east side of Stanley including:
 - 1) new paving material
 - 2) paved safety strip
 - 3) 30'-0" extension up all intersecting streets
 - 4) special crosswalk and corner treatment;
- c. closing of Stacon Street at Stanley:
 - 1) remove the existing pavement to a depth of 50'-0"
 - 2) expand the sidewalk and landscape the remainder
 - 3) develop the sidewalk north of Stacon to connect to the pedestrian tunnel to the east
 - 4) upgrade the tunnel;
- d. purchase of the property at the northeast corner of Stanley and Eastern, and development of an "outdoor room;"
- e. purchase of all property on the west side of Stanley between the Columbia Christian Church and Eastern to a depth of 50'-0";
- f. increasing the railroad overpass at Eastern and Stanley 50'-0" to the west;
- g. improvement of the sidewalk on the west side of Stanley including:
 - 1) new paving material
 - 2) paved safety strip along the Columbia Christian Church
 - 3) realignment of the walk 30'-0" to the west between the Columbia Christian Church and Kellogg
 - 4) reworking the Recreation Commission parking at Rakestraw Pool
 - 5) landscaping the area around the new sidewalk
 - 6) special crosswalk and corner treatment
 - 7) 30'-0 extension up all intersecting streets;
- h. providing new street and pedestrian lighting.



Priority 1

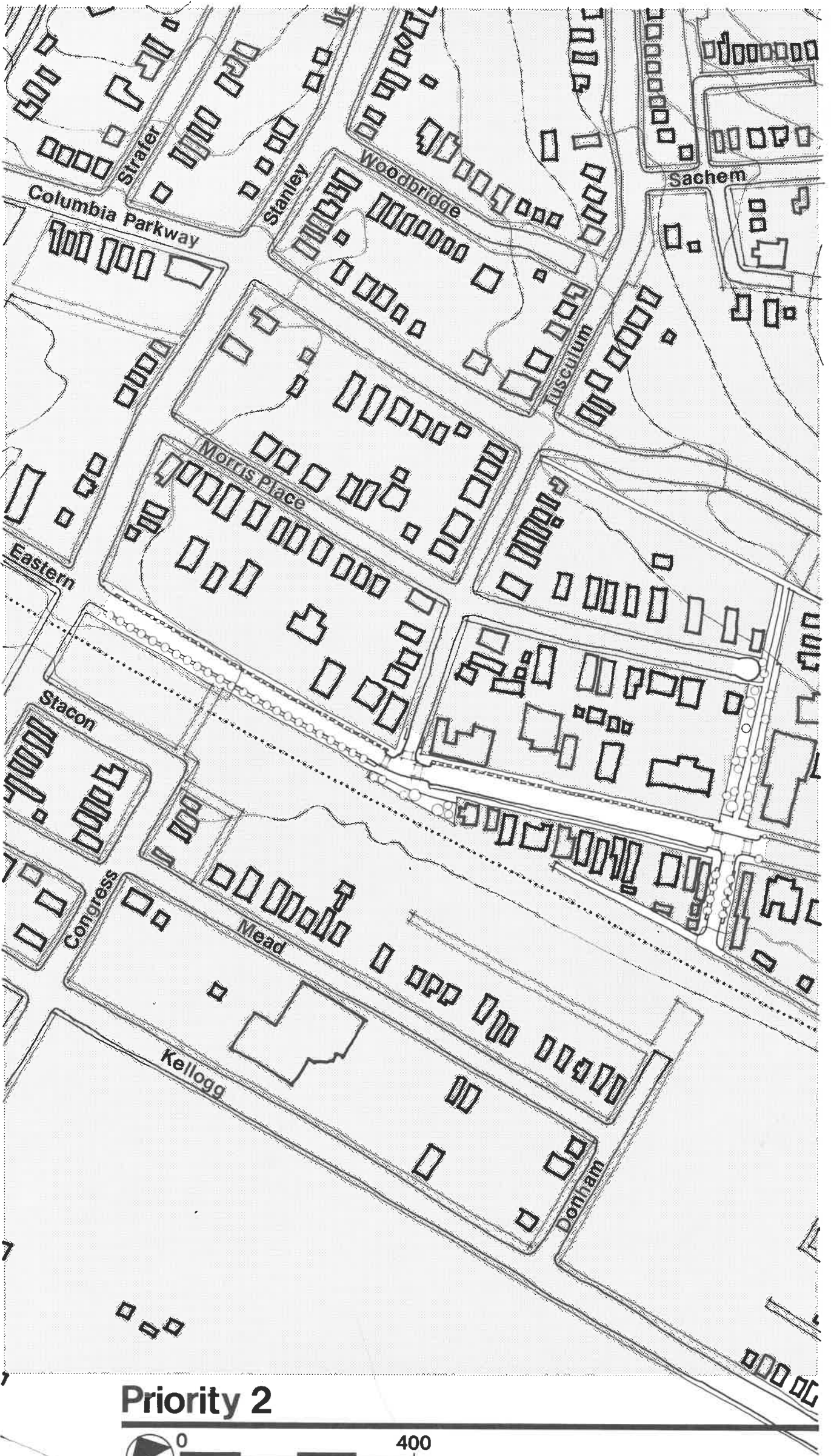


2. Treatment of Eastern Avenue between Stanley Avenue and Donham Avenue.

This segment of Eastern is the entry portion of the "main street" of the Historical Village. It carries local and through-traffic into the area designated for business development.

Eventual development should include:

- a. retention of existing moving traffic lanes;
- b. parallel parking in bays;
- c. improvement of the sidewalk on the north side of Eastern including:
 - 1) new paving material
 - 2) expanded, landscaped safety strip
 - 3) 30'-0" extension up all intersecting streets
 - 4) special crosswalk and corner treatment;
- d. elimination of Donham between Eastern and Morris Place including:
 - 1) removing existing pavement
 - 2) expanding the sidewalk at Eastern and develop a new pedestrian walk up the Donham right-of-way.
 - 3) landscaping the remainder
 - 4) constructing a turnaround at the end of Morris Place
 - 5) improving the stairs up to the Columbia Parkway buffer. Connect with pedestrian walks to Feemster and the intersection of Tusculum and Columbia Parkway;
- e. improvement of the sidewalk on the south side of Eastern including:
 - 1) new paving material
 - 2) expanded landscaped safety strip between Stanley and Tusculum
 - 3) paved safety strip between Tusculum and Donham
 - 4) 30'-0" extension up all intersecting streets
 - 5) special crosswalk and corner treatment;
- f. purchase of sufficient property on the south side of Eastern across from the Tusculum intersection and construction of an "outdoor room."
- g. provision of new street and pedestrian lighting;
- h. as the business district begins to develop, provision of service access to the rear of the property on the south side of Eastern between Tusculum and Donham.



Priority 2

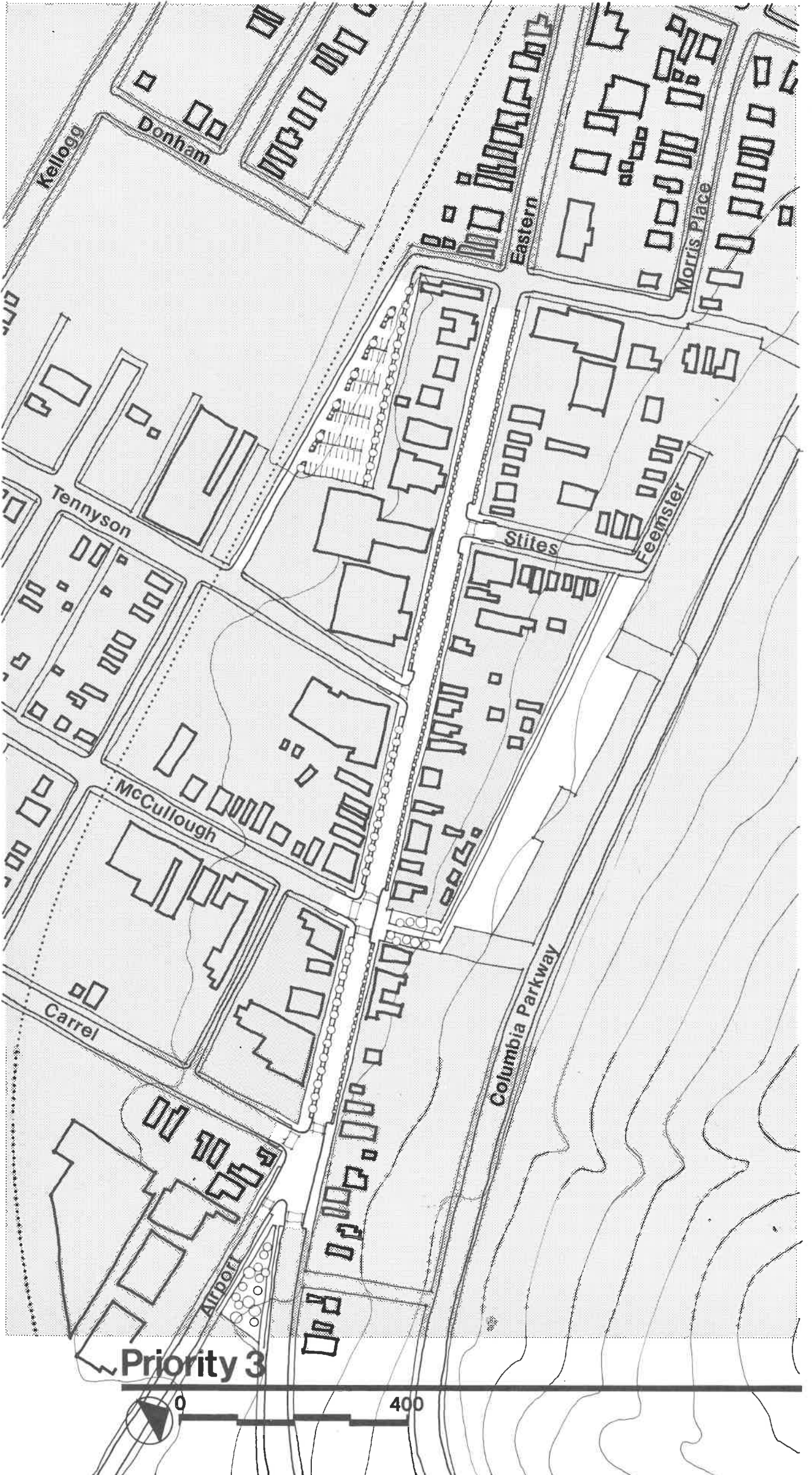


3. Treatment of Eastern Avenue between Donham Avenue and Carrel Street.

This section of Eastern Avenue continues the "main street" concept to its logical eastern terminus. It creates an eastern entry to both the business and historic districts and defines the extent of the "focus area."

Eventual development should include:

- a. retention of existing moving traffic lanes;
- b. parallel parking in bays;
- c. improvement of the sidewalk on the north side of Eastern Avenue including:
 - 1) new paving material
 - 2) expanded landscaped safety strip
 - 3) 30'-0" extension up all intersecting streets
 - 4) special crosswalk and corner treatment;
- d. purchase and demolition of all property depending on Feemster Street east of Stites Avenue for access. Elimination of Feemster east of Stites and McCullough north of Eastern through:
 - 1) removing existing pavement
 - 2) expanding the sidewalk at McCullough and Eastern and developing a pedestrian walk up the McCullough right-of-way and across the Feemster right-of-way to Stites;
- e. improvement of the sidewalk on the south side of Eastern Avenue including:
 - 1) new paving material
 - 2) expanded landscaped safety strip
 - 3) 30'-0" extension up all intersecting streets
 - 4) special crosswalk and corner treatment;
- f. development of off-street parking off of the alley south of Eastern between Donham and Tennyson;
- g. providing new street and pedestrian lighting.



Priority 3

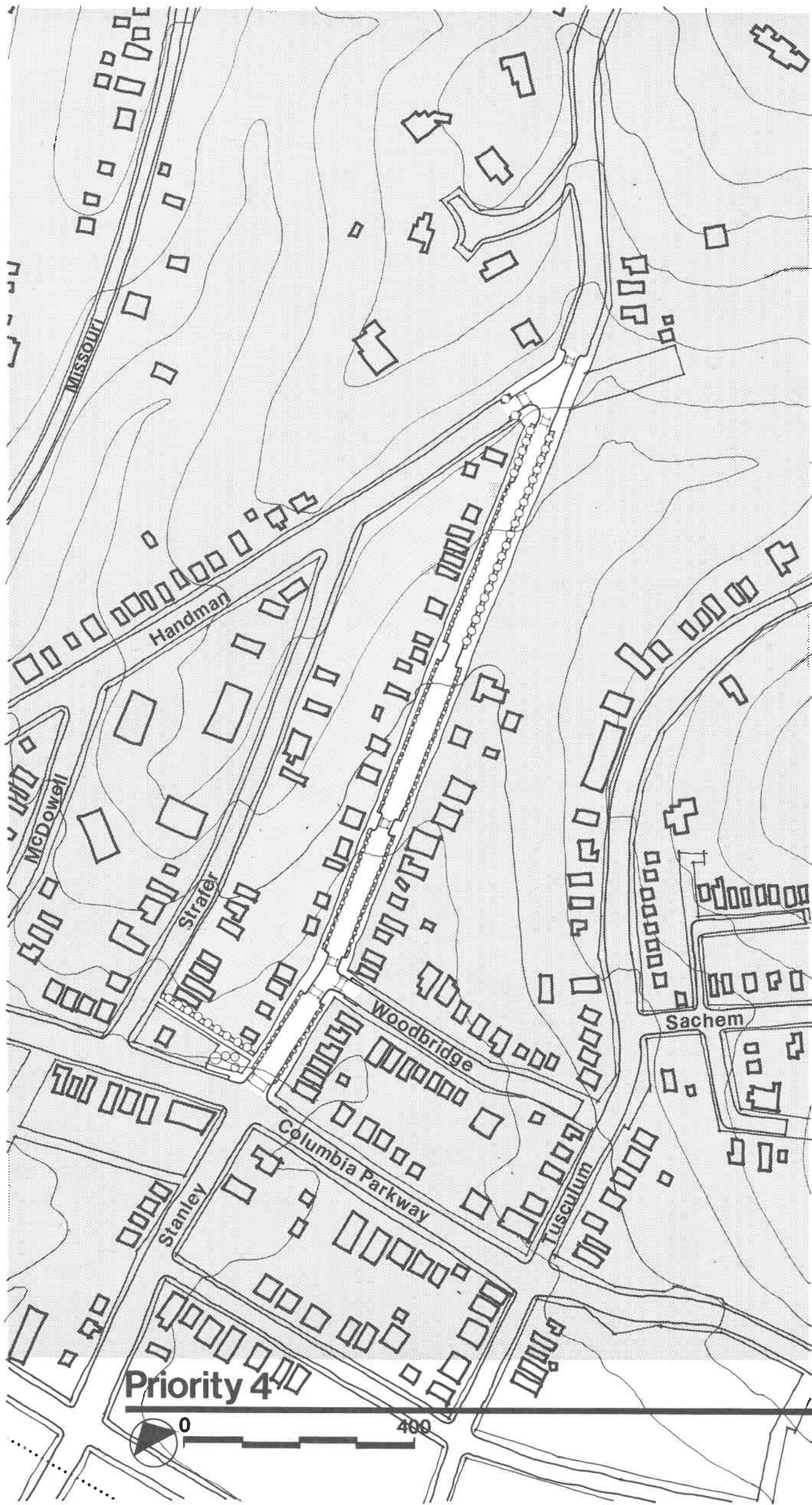


4. Treatment of Stanley Avenue between Columbia Parkway and Handman Avenue.

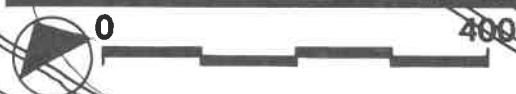
This section of Stanley provides a transition between the heavy traffic flow generated by Columbia Parkway and the quieter residential area up the hill.

Eventual development should include:

- a. retention of existing moving traffic lanes;
- b. parallel parking in bays;
- c. improvement of the sidewalk on both sides of the street including:
 - 1) new paving material
 - 2) expanded landscaped safety strip
 - 3) 30'-0" extension up all intersecting streets
 - 4) special crosswalk and corner treatment, including mid-block crossings;
- d. purchase of property at the northwest corner of Columbia Parkway and Stanley, and the development of an "outdoor room."
- e. development of a pedestrian connection between Stanley and Strafer Street;
- f. provision of new street and pedestrian lighting.



Priority 4

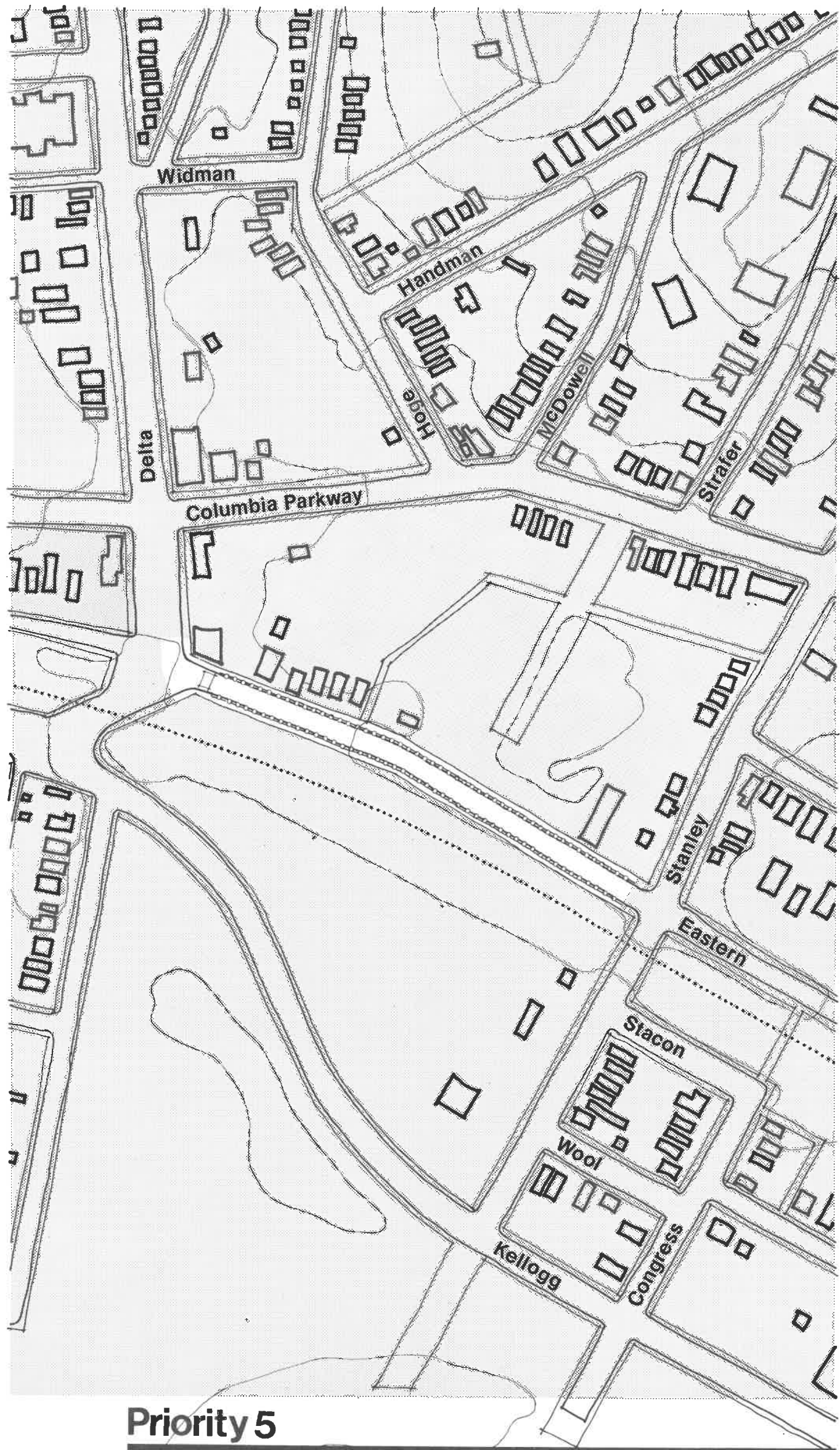


5. Treatment of Eastern Avenue between Delta Avenue and Stanley Avenue.

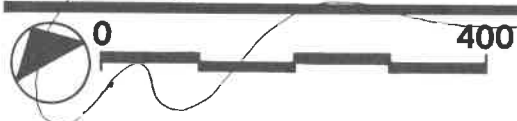
This section of Eastern Avenue continues the "main street" concept to its logical western terminus. It creates a western entry to both the business and historic districts and defines the extent of the focal area.

Eventual development should include:

- a. retention of existing moving traffic lanes;
- b. parallel parking in bays;
- c. improvement of the sidewalk on both sides of Eastern Avenue including:
 - 1) new paving material
 - 2) expanded landscaped safety strip
 - 3) 30'-0" extension up all intersecting streets
 - 4) special crosswalk and corner treatment;
- d. providing new street and pedestrian lighting.



Priority 5

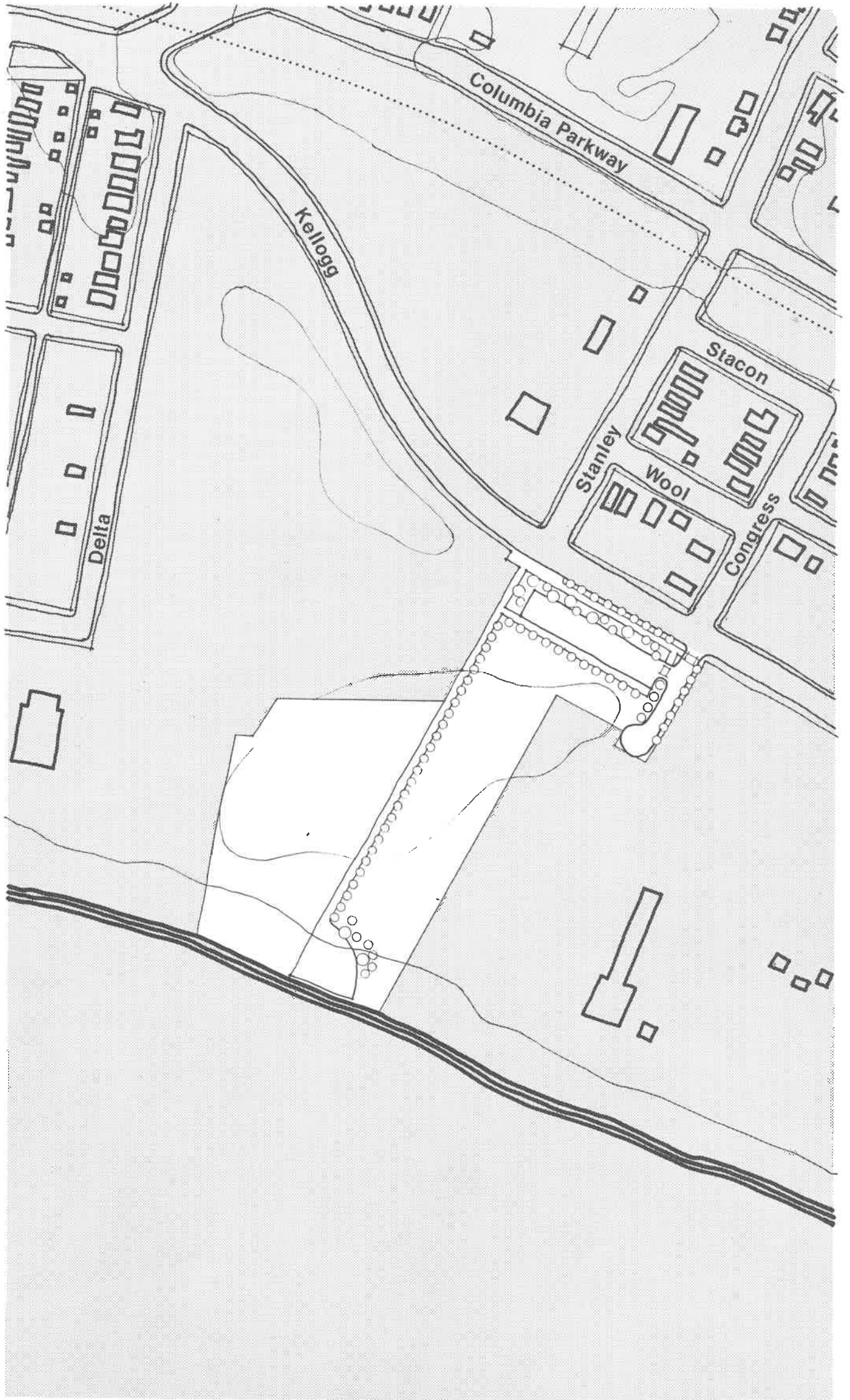


6. Extension of Stanley Avenue from Kellogg Avenue to the Ohio River.

This area provides an important link between the community and the Ohio River. It creates an easier link to existing river recreation and provides an opportunity to capitalize upon the river heritage associated with Columbia-Tusculum.

Eventual development should include:

- a. acquisition or lease of necessary property;
- b. relocation of existing recreation facilities;
- c. development of a landscaped parking area along Kellogg;
- d. development of pedestrian access to the riverfront;
- e. development of a river-related "event" at the River's edge.



Priority 6



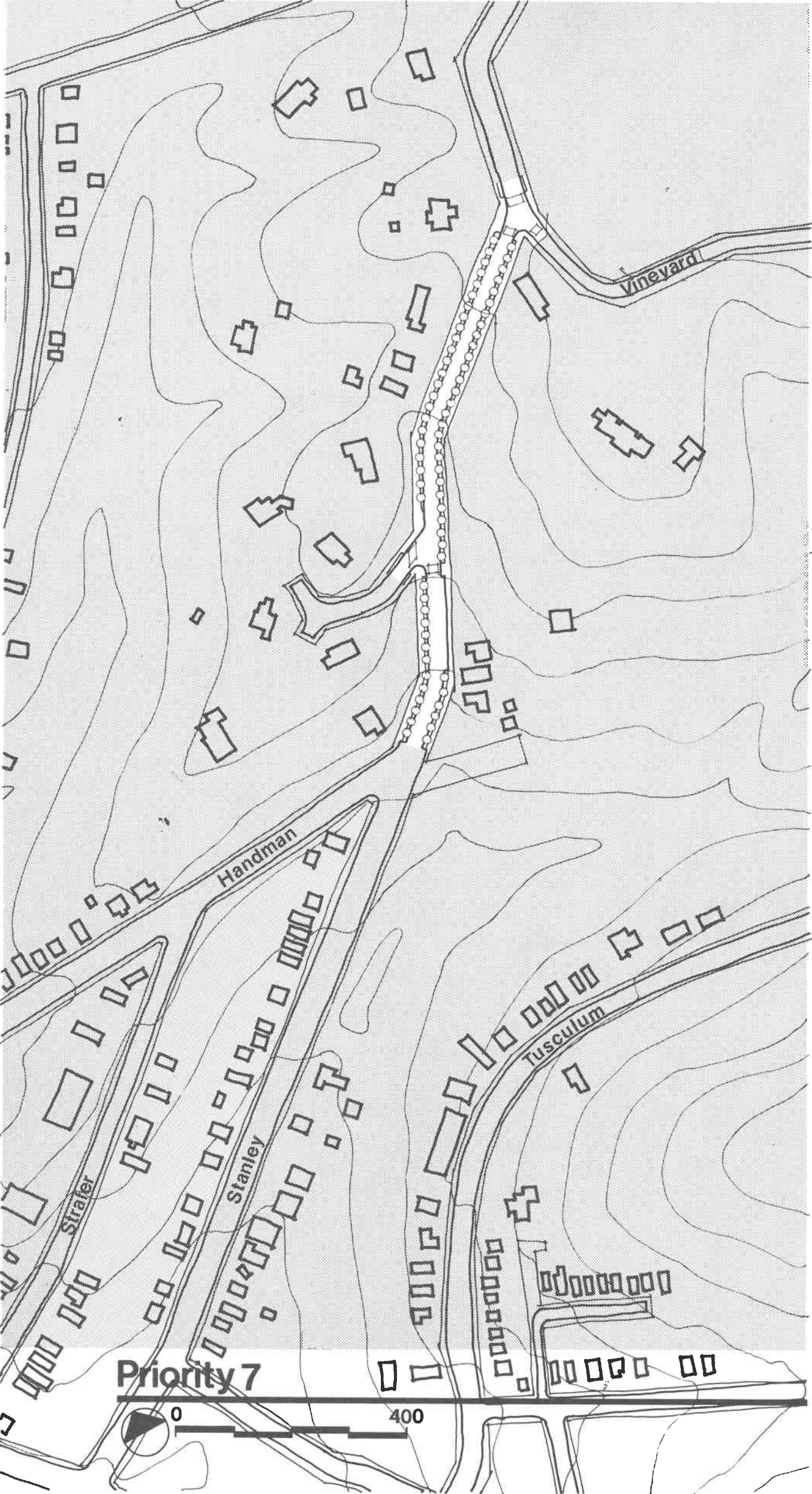
7. Treatment of Stanley Avenue between Handman Avenue and Vineyard Place.

This section of Stanley completes the treatment of the main residential spine of the neighborhood and provides an easy transition to the less dense housing on the top of the hill.

Eventual development should include:

- a. retention of existing moving traffic lanes;
- b. parallel parking in bays;
- c. improvement of the sidewalk on both sides of the street including:
 - 1) new paving material
 - 2) expanded landscaped safety strip
 - 3) 30'-0" extension up all intersecting streets
 - 4) special crosswalk and corner treatment;
- d. providing new street and pedestrian lighting.

8. Densely landscape the Columbia Parkway right-of-way from the 3700 Block of Tusculum to the Eastern Avenue exit in Linwood.



Costs

Note: Sidewalk and street improvement costs at intersections are included as an aggregate under "intersection treatment".

1. Treatment of Stanley Avenue between Columbia Parkway and Kellogg Avenue.

a. Street width retention	No Cost
b. East sidewalk	\$ 31,800
c. Closing Stacon Street at Stanley	13,307
* d. Outdoor room at the northeast corner of Stanley and Eastern	31,495
e. Property acquisition	Undetermined
f. Expansion of Railroad overpass	Undetermined
g. West sidewalk	71,486
h. New pedestrian/street lighting	105,600
i. Intersection treatment (5 intersections)	<u>94,640</u>
Total	\$348,328

2. Treatment of Eastern Avenue between Stanley and Donham Avenues.

a. Traffic lane retention	No Cost
b. Parallel parking in bays	Undetermined
c. North sidewalk	\$ 29,760
d. Elimination of Donham between Eastern and Morris	63,301
e. South sidewalk	30,170
* f. Outdoor room at Eastern and Tusculum	10,422
g. New pedestrian/street lighting	94,600
h. Commercial service access (south side of Eastern between Tusculum and Donham)	40,390
i. Intersection treatment (3 intersections)	<u>56,784</u>
Total	\$325,427

* Does not include acquisition, demolition, or site preparation costs, which need to be determined at time of appraisal.

3. Treatment of Eastern Avenue between Donham Avenue and Carrel Street.		
a.	Traffic lane retention	No Cost
b.	Parallel parking in bays	Undetermined
c.	North sidewalk	\$ 37,067
* d.	Elimination of Feemster east of Stites, and McCullough north of Eastern	25,814
e.	South sidewalk	37,067
* f.	Off-street parking	137,205
g.	New pedestrian/street lighting	56,100
h.	Intersection treatment (4 intersections)	<u>75,212</u>
	Total	\$368,465
4. Treatment of Stanley Avenue between Columbia Parkway and Handman Avenue		
a.	Traffic lane retention	No Cost
b.	Parallel parking in bays	Undetermined
c.	Sidewalk	\$ 65,260
* d.	Outdoor room at the northwest corner of Columbia Parkway and Stanley	13,896
* e.	Pedestrian connection between Stanley and Strafer	7,450
f.	New pedestrian/street lighting	97,900
g.	Intersection treatment (3 1/2 intersections)	<u>66,248</u>
	Total	\$250,754

* Does not include acquisition, demolition, or site preparation costs, which need to be determined at the time of appraisal.

5. Treatment of Eastern Avenue between Delta and Stanley.

a. Traffic lane retention	No Cost
b. Parallel parking in bays	Undetermined
c. Sidewalk	\$ 48,605
d. New pedestrian/street lighting	72,600
e. Intersection treatment	<u>18,928</u>
Total	\$140,133

6. Extension of Stanley Avenue from Kellogg Avenue to the Ohio River.

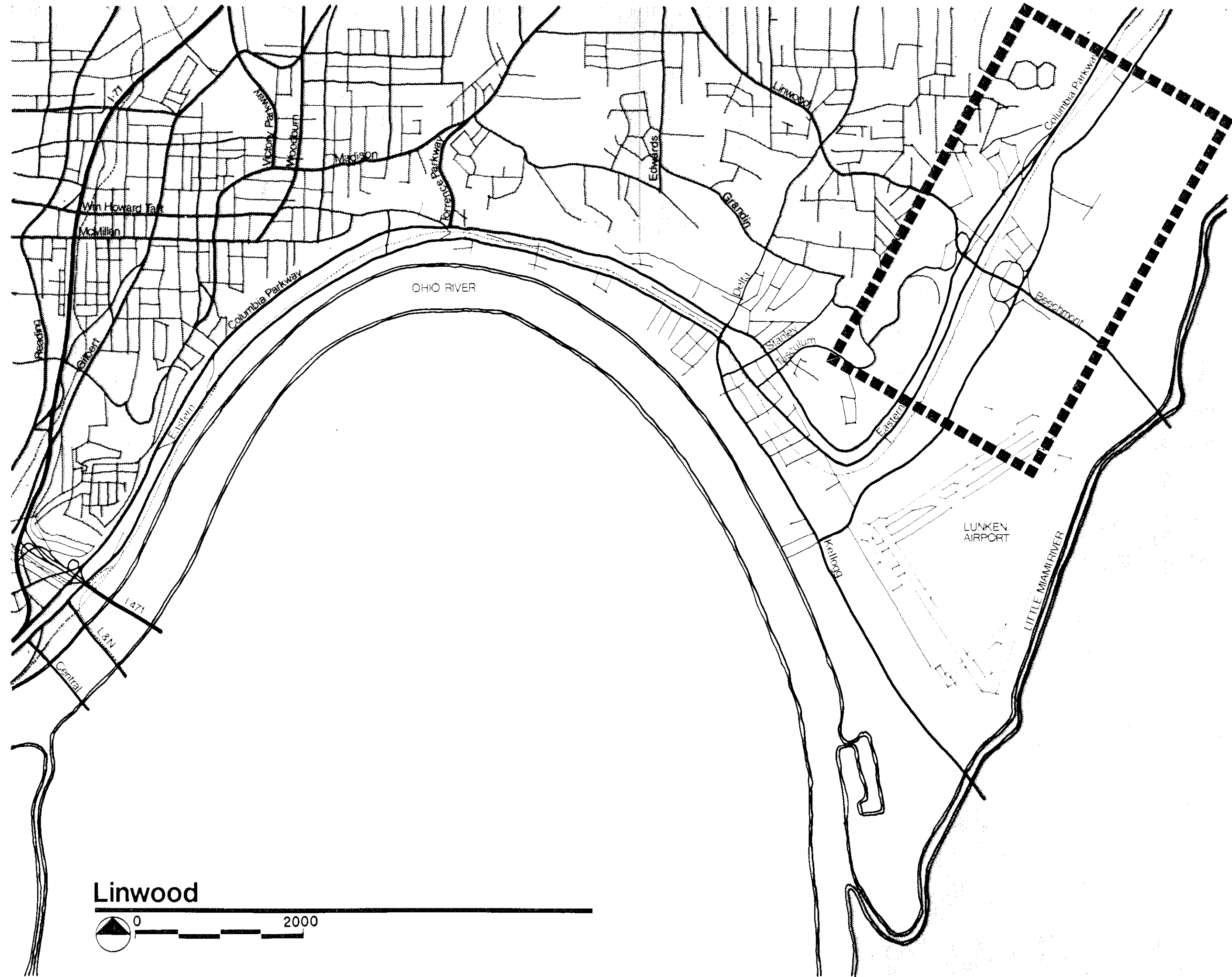
a. Property acquisition	Undetermined
b. Relocation of existing recreation	\$ 32,000
c. Landscaped parking	63,330
d. Pedestrian access to riverfront	<u>26,625</u>
Total	\$121,955

7. Treatment of Stanley Avenue between Handman Avenue and Vineyard Place.

a. Traffic lane retention	No Cost
b. Parallel parking in bays	Undetermined
c. Sidewalk	\$ 55,290
d. New pedestrian/street lighting	82,500
e. Intersection treatment	<u>18,928</u>
Total	\$156,718

8. Densely landscape the Columbia Parkway right-of-way from the 3700 block at Tusculum to the Eastern Avenue exit.

a. Landscaping	\$212,700
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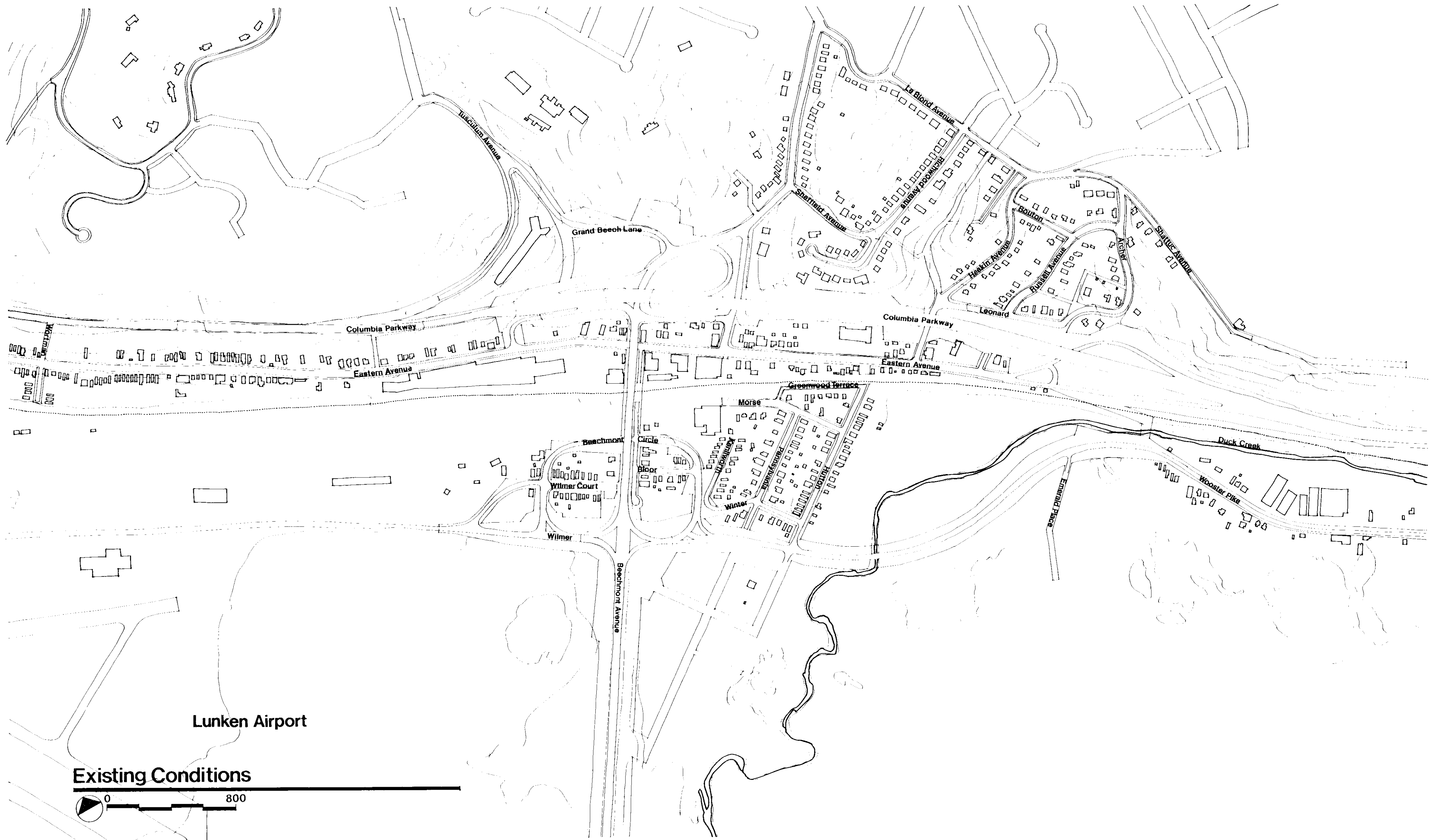


Linwood



Linwood





Lunken Airport

Existing Conditions



Linwood touches Columbia-Tusculum at the intersection of Eastern Avenue and Wortman Street. It extends to the northeast, including the residential area bounded by Linwood Avenue, Heekin Avenue, and Eastern Avenue and that bounded by Beechmont Avenue, Wooster Pike, and the railroad. The fabric of the neighborhood flows easily into adjacent Mount Lookout giving this area a very stable residential quality. It is geographically separate from the Columbia-Tusculum area but the residents express a strong feeling of unity with the East End Communities.

Its plan is designed to fulfill the following goals:

1. Develop Eastern Avenue as the main focus and entry image for the Linwood community.
2. Develop safe and attractive linkages to tie the fragments of the community together.
3. Provide for a reasonable balance between the needs of the pedestrian and the need for efficient vehicular movement.
4. Upgrade the visual image of the community through landscaping, public improvement, new development, and the removal of blighting influences.

Implementation of these goals takes a variety of steps. The first goal addresses itself to the lack of a focus or image for the community. Eastern Avenue moves traffic through the community, has a main-street, as opposed to a residential-street, image and serves as a common ground for the two Linwood residential areas. Upgraded, accessible, and identified as Linwood, Eastern Avenue could become a common ground for the residents and an attractive calling card for through traffic. The following steps are necessary to accomplish this:

1. Retain existing moving traffic lanes.
2. Provide parallel parking in defined bays as necessary.
3. Provide new walks, curbs, and landscaped safety strips.
4. Provide new street and pedestrian lighting.
5. Create special intersection treatments to accommodate the pedestrian.
6. Develop the Beechmont Overpass over Eastern Avenue and the area underneath it into a community entrance:
 - a. repair the existing structure as necessary;
 - b. develop the areas under the overpass into an "outdoor room ;"
 - c. install new lighting.
7. Upgrade the existing pedestrian overpass over the railroad right-of-way at Linwood School:
 - a. repair the existing structure as necessary;
 - b. continue the existing structure across Eastern Avenue to Linwood School;
 - c. add bicycle ramps to the overpass;
 - d. develop the space under the overpass on Eastern Avenue into an "outdoor room;"
 - e. develop the area at the east end of the overpass as an extension of the Linwood Ballfield park;
 - f. install new lighting;
 - g. develop a pedestrian grade-level crossing.

8. Purchase, clear, and landscape the property at 4750 Eastern Avenue.
9. Remove truck through-traffic from Eastern Avenue east of Delta.
10. Provide special graphics identifying Linwood at Wortman Street and Eastern Avenue.

The remaining goals reinforce the strong residential qualities of the neighborhood. Linking the two areas together at Eastern Avenue, isolating Columbia Parkway, increasing the recreational facilities in the area, and upgrading Wilmer Avenue-Wooster Pike all correct anti-residential pressures that have intruded on the area. The Task Force recommends the following improvements within the residential areas:

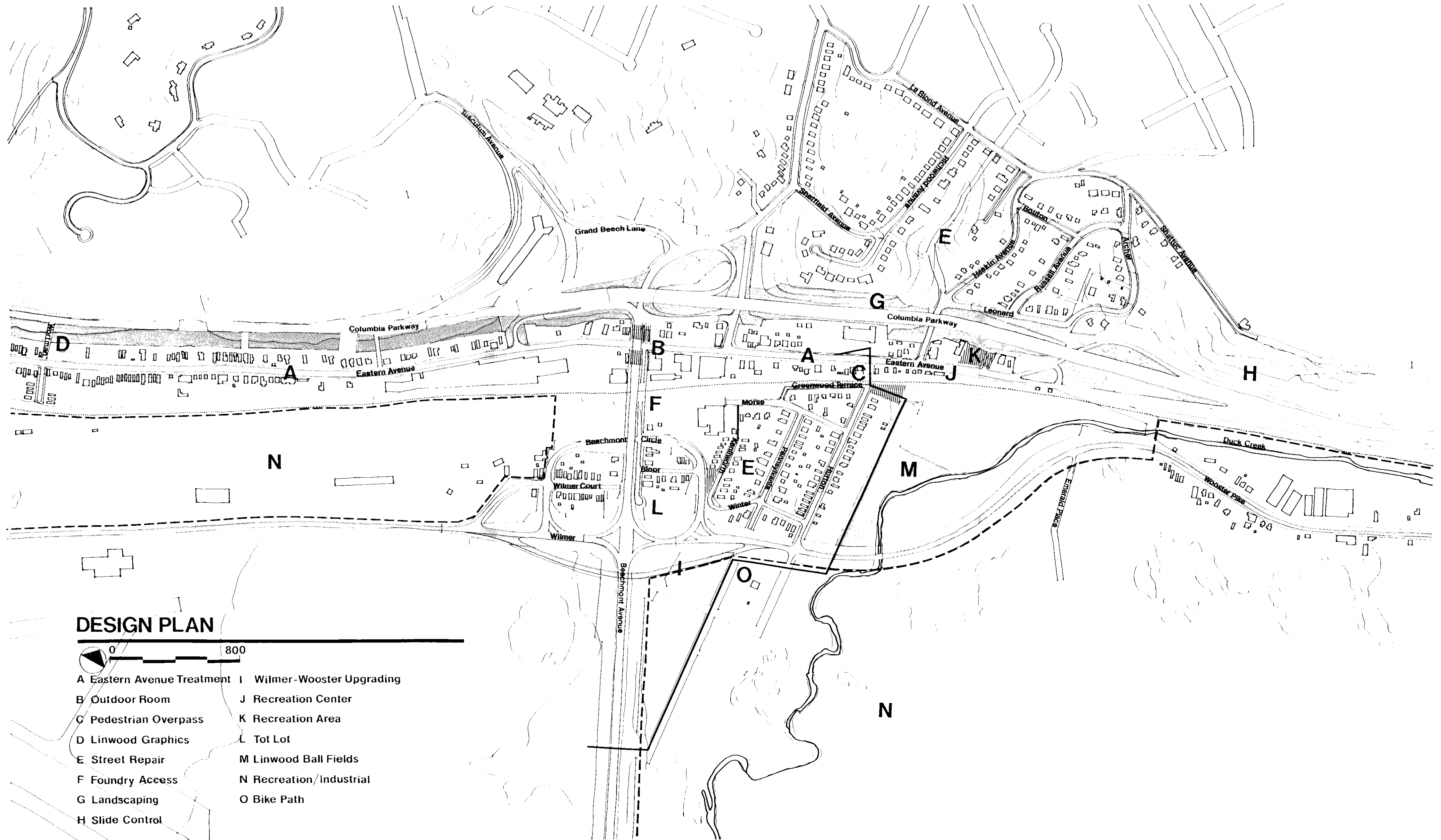
1. Install new lighting on unlit streets.
2. Repair existing curbs as necessary. Install new curbs where none exist.
3. Repair existing sidewalks as necessary. Install new sidewalks where none exist.
4. Repair the existing roadways as necessary.
5. Continue the improvements recommended for Eastern Avenue up Heekin and Linwood Avenues to the Columbia Parkway overpasses.
6. Exclude trucks from entering the residential area at Hutton and Wooster, and provide alternate access to the foundry at the end of Morse Street.

Columbia Parkway would be isolated as follows:

1. Densely landscape the Columbia Parkway right-of-way from the Tusculum Avenue intersection to the Eastern Avenue exit.
2. Develop means to control the slide tendencies below Shattuc Avenue and at the Heekin Avenue overpass.

Wilmer Avenue-Wooster Pike would be improved through the recommendations below:

1. Upgrade Wilmer Avenue from Kellogg Avenue to Beechmont to accommodate the present Eastern Avenue truck traffic.
2. Reconstruct the Beechmont Avenue-Wilmer Avenue-Wooster Pike intersection to accommodate the present Eastern Avenue truck traffic by extending Wilmer Avenue under the Beechmont Levee east of its present location.
3. Upgrade Wooster Pike from Beechmont Avenue to the Cincinnati-Fairfax corporation line to accommodate the present Eastern Avenue truck traffic.



DESIGN PLAN



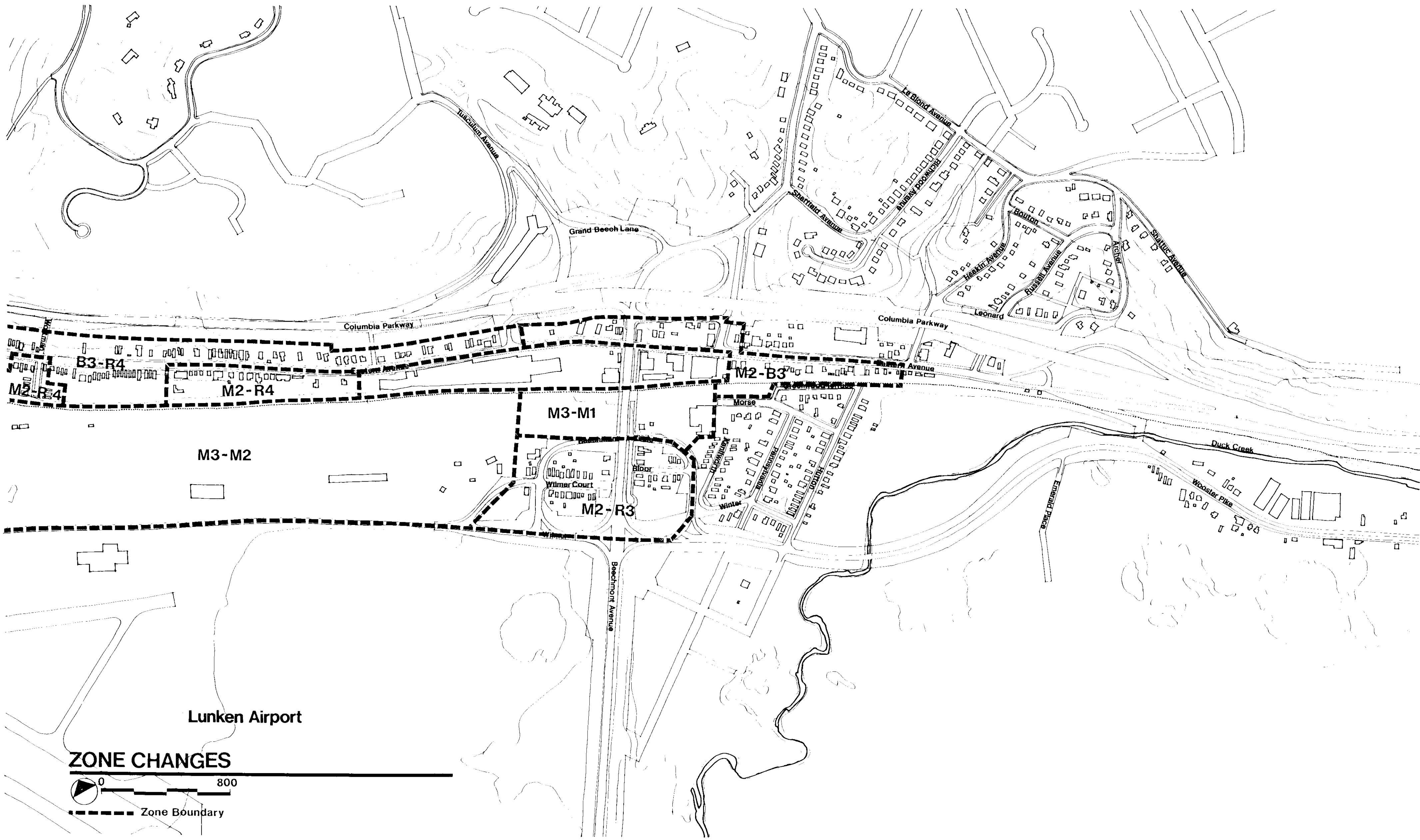
- A Eastern Avenue Treatment
- B Outdoor Room
- C Pedestrian Overpass
- D Linwood Graphics
- E Street Repair
- F Foundry Access
- G Landscaping
- H Slide Control
- I Wilmer-Wooster Upgrading
- J Recreation Center
- K Recreation Area
- L Tot Lot
- M Linwood Ball Fields
- N Recreation/Industrial
- O Bike Path

The area's need for expanded recreation would be served with the following recommendations:

1. Develop **an indoor community/recreation center near Eastern Avenue.**
2. Expand the play lot on Eastern Avenue into the unused portion of the Russell Avenue right-of-way.
3. Relocate the Kenilworth tot lot to the entrance area to the Linwood ballfields at Hutton Street and Greenwood Terrace.
4. Purchase the necessary property and develop vehicular and pedestrian access and parking for the Linwood ballfield off of Wooster Pike. Use the present entrance at Hutton Street and Greenwood Terrace as an exclusively pedestrian entrance.
5. Coordinate the proposals for a city-wide recreation facility with the possible industrial development on the flood plain land north of Beechmont levee, between Wooster Pike and the Miami River.
6. Develop a pedestrian bicycle system separate from vehicular roadways linking the Linwood ballfields, the recommended recreation facility north of Beechmont levee, and the existing Lunken Airport Playfield.

The Task Force recommends the following zone changes to achieve the goals set for Linwood:

1. Change the existing M-2 along the south side of Eastern Avenue from 4477 Eastern Avenue to 4545 Eastern Avenue to R-4.
2. Change the existing M-2 at Eastern Avenue and Wortman Street to R-4.
3. Change the existing B-3 along Eastern Avenue from Deering Street to Phyllis Lane to R-4.
4. Change the existing M-2 on the north side of Eastern Avenue from 4708 Eastern Avenue to 4800 Eastern Avenue and on the south side of Eastern Avenue from 4805 Eastern Avenue to 4921 Eastern Avenue to B-3.
5. Change the existing M-2 bounded by Beechmont Circle, Wilmer Avenue, Wilmer Court, and Wooster Pike to R-3.
6. Change the existing M-3 west of Wilmer Avenue from a line approximately midway between Kellogg Avenue and Airport Road and Beechmont Circle to M-2.
7. Change the existing M-3 bounded by Beechmont Circle, the railroad right-of-way and the end of Morse Street to M-1.



Lunken Airport

ZONE CHANGES



Zone Boundary

Priorities

The Task Force has set the following series of priorities to coordinate community improvements for maximum benefit and to direct future funding. Cost information follows each set of priorities.

1. Develop an indoor community/recreation center.

Recreational and general community facilities available to the Linwood community are dominated by outside users or are too far removed from the neighborhood fabric. One indoor facility near the improved Eastern Avenue would help unify the elements of the community and give a focus to the community groups working for a better living environment.

Eventual development should include:

- a. renovation or construction of a building to accommodate the proposed use;
- b. provision of staff and an operating budget.

2. Implement the residential street improvements above Columbia Parkway.

This residential area is strong and with the recommended improvements would maintain its stable character.

Implementation of this proposal should include:

- a. new street lighting;
- b. new curbs where none exist;
- c. repair of existing curbs;
- d. new sidewalks where none exist;
- e. repair of existing sidewalks;
- f. general roadway repair.

3. Implement the residential street improvements below Eastern Avenue.

The split between the two areas was arbitrarily made to allow the priorities to adjust to available funding. Ideally, priorities 2 and 3 should be funded simultaneously.

As in Priority 2, implementation should include:

- a. new street lighting;
- b. new curbs where none exist;
- c. repair of existing curbs;
- d. new sidewalks where none exist;
- e. repair of existing sidewalks;
- f. general roadway repair.

4. Expand the play lot on Eastern Avenue into the unused portion of the Russell Avenue right-of-way.

This proposal would eliminate unused street pavement, expand recreation, and contribute to the upgrading of Linwood's "front door."

Eventual development should include:

- a. abandonment of the Russell Avenue right-of-way;
- b. removal of the existing pavement;
- c. expansion of the recreation facilities and landscaping.

5. Purchase the necessary property*and develop vehicular and pedestrian access and parking for the Linwood ballfields off of Wooster Pike.

With this accomplished, Hutton Avenue, the access street to the present ballfield entry, would be freed of its present traffic load and adjacent residences would be assured greater privacy.

Eventual development should include:

- a. purchase of necessary property;
- b. construction of pedestrian and vehicular access from Wooster Pike;
- c. construction of parking facilities;
- d. removal of existing vehicular access from Hutton and landscaping of the area.

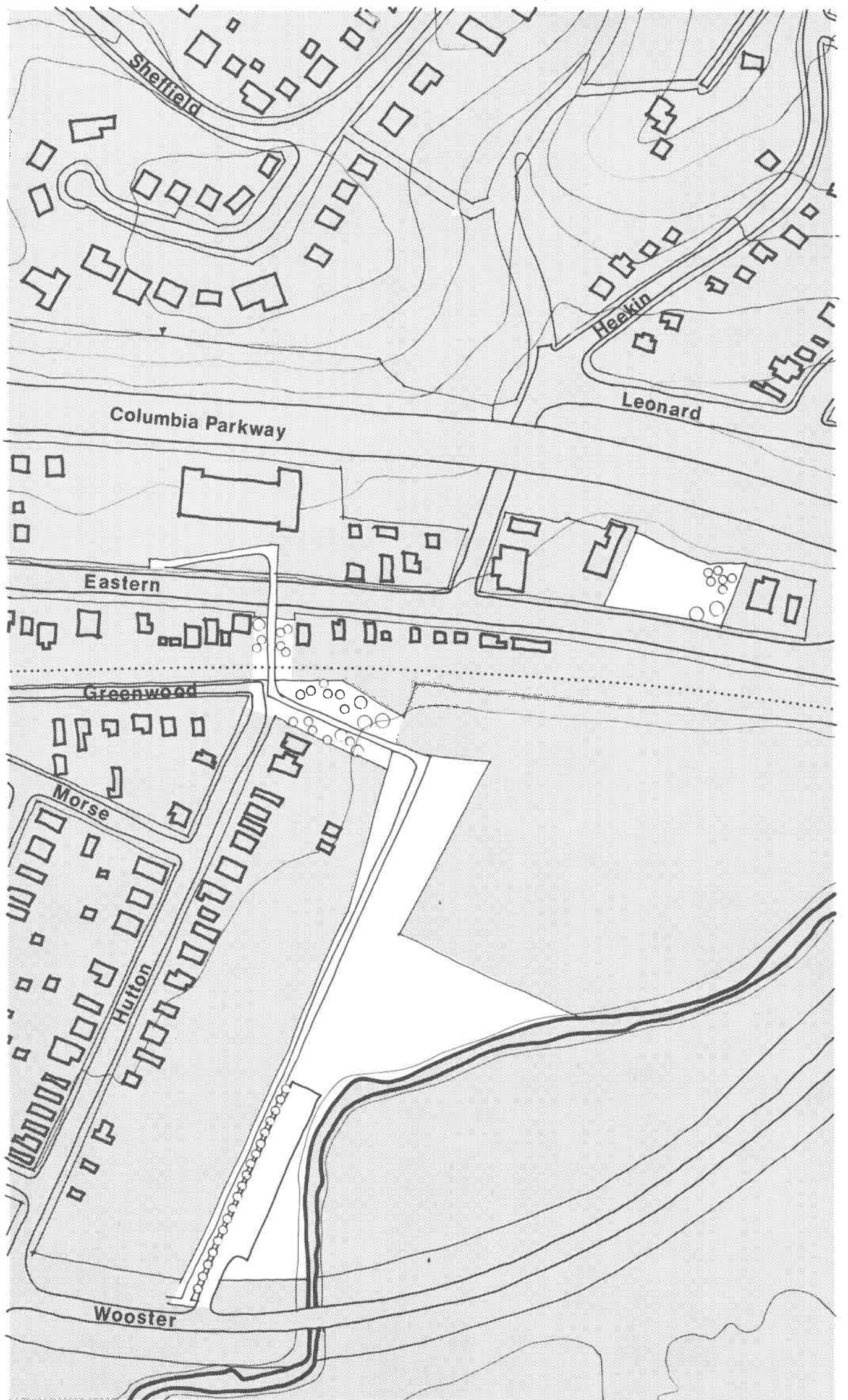
6. Upgrade the existing pedestrian overpass over the railroad right-of-way at Linwood School.

This overpass is the most important pedestrian link connecting the portion of the community below Eastern Avenue with the rest of Linwood. It is also used as access to the ballfields for the residents above Columbia Parkway.

Eventual development should include:

- a. necessary repair to the existing structure;
- b. continuing the structure across Eastern to Linwood School;
- c. addition of bicycle ramps;
- d. development of the space under the overpass into an "outdoor room;"
- e. development of the eastern end into an extension of Linwood ballfields;
- f. new lighting.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



Priority 4, 5 & 6



7. Develop the Beechmont overpass over Eastern Avenue and the area underneath it into a community entrance.

This overpass is in a crucial "image" location. It is the point at which Eastern Avenue begins to be contained by the Linwood community. It needs to become a positive entry to the community in order to reinforce the solid attractive nature of Linwood.

Eventual development should include:

- a. necessary repair to the existing structures;
- b. new lighting underneath;
- c. seating and other pedestrian amenities;
- d. landscaping.

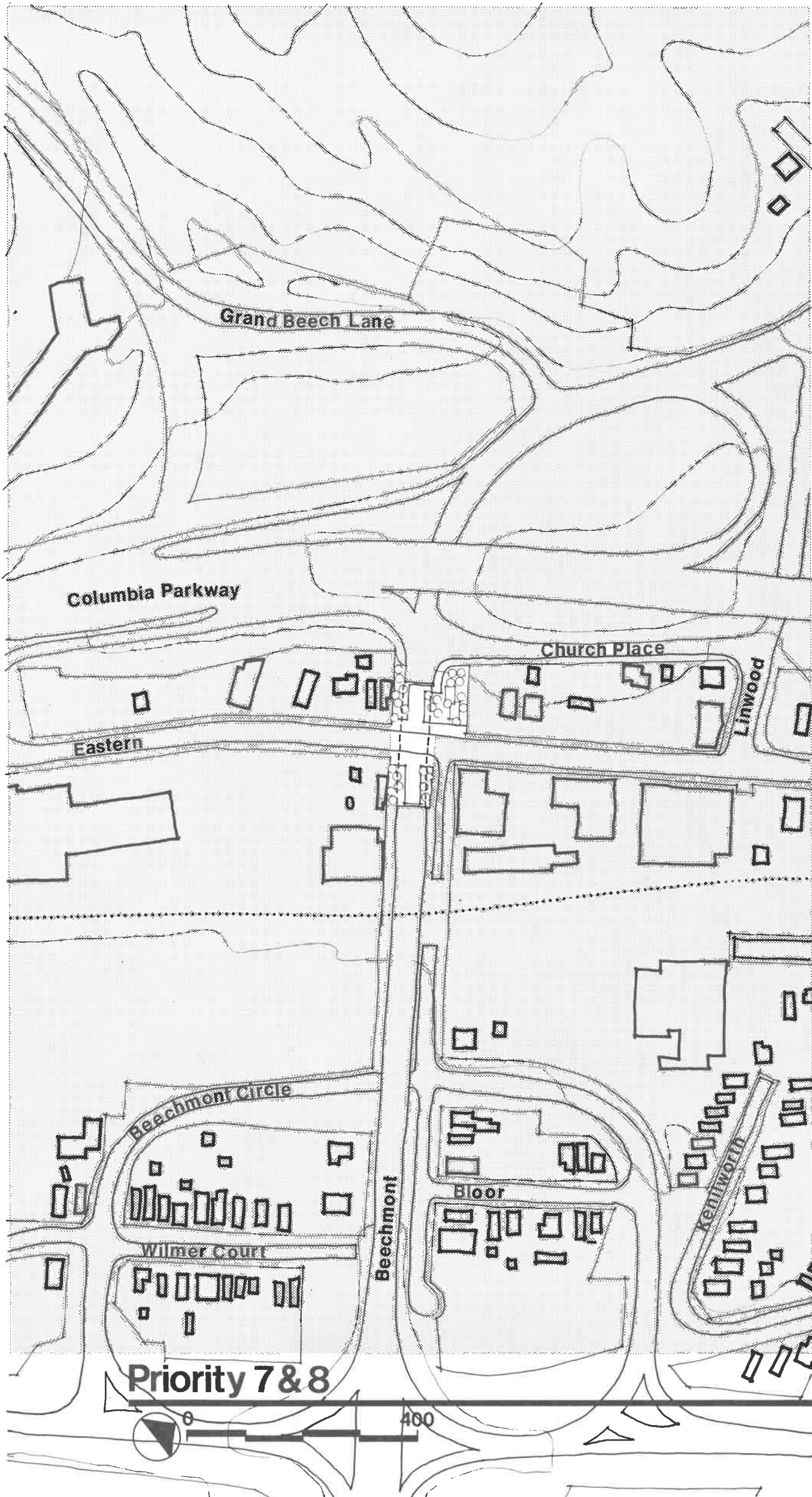
8. Purchase the property at 4750 Eastern Avenue;* clear, and landscape.

This deteriorated and dangerous piece of property is adjacent to the Beechmont overpass. The building's usefulness has been destroyed by fire. It can conveniently become an extension of the entry to be created at the overpass.

Eventual development should include:

- a. purchase of the property;
- b. demolition of the building;
- c. landscaping;
- d. pedestrian amenities.

* Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



Grand Beech Lane

Columbia Parkway

Church Place

Eastern

Linwood

Beechmont Circle

Wilmer Court

Beechmont

Bloor

Kenilworth

Priority 7 & 8



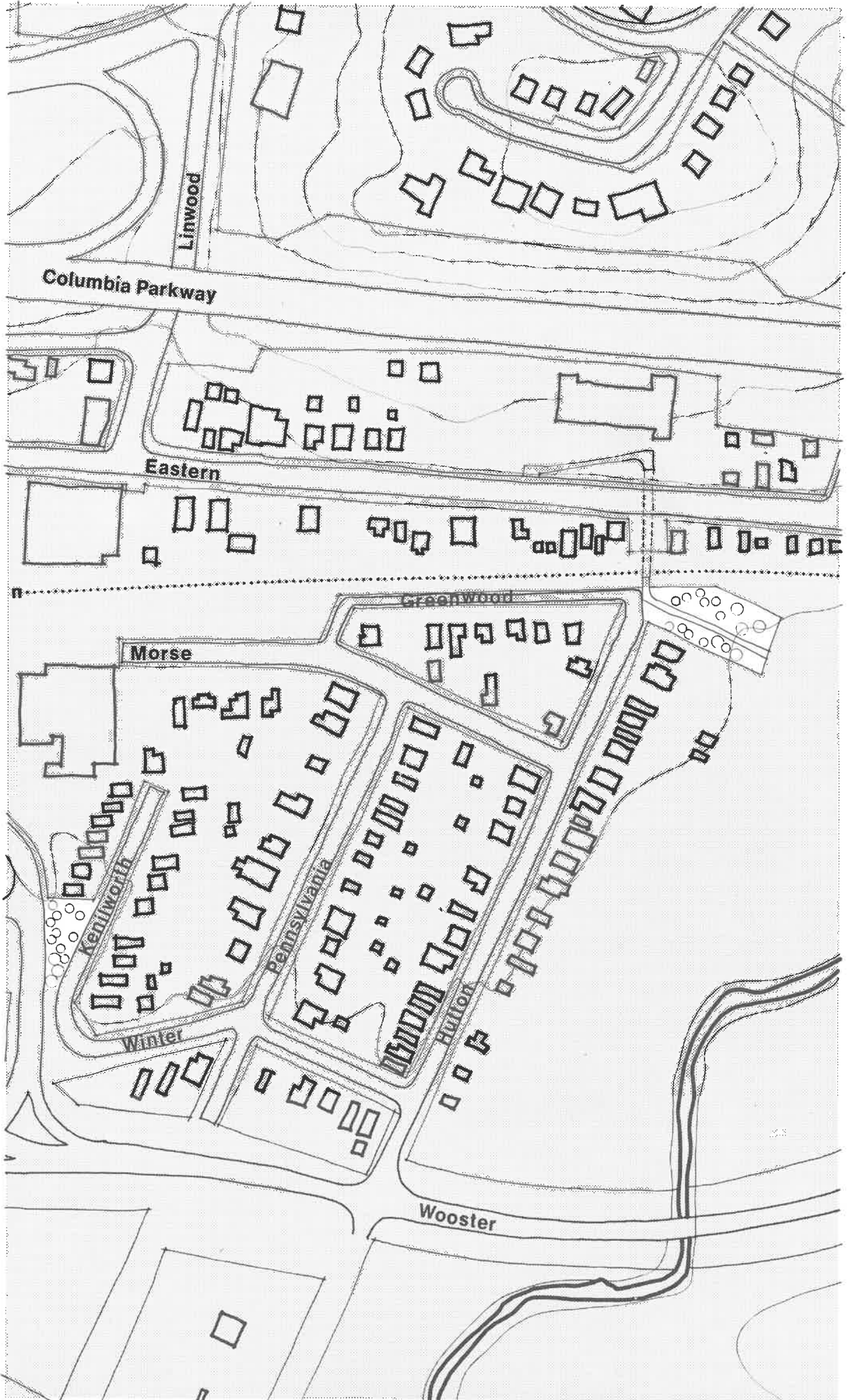
9. Relocate the Kenilworth tot lot to the entrance area to the Linwood Ballfields at Hutton Street and Greenwood Terrace.

The present location is adjacent to heavy traffic and has been the scene of several accidents. The relocation would secure the tot lot from heavy traffic and complement the changes previously suggested for the ballfields.

Eventual development should include:

- a. acquisition of property*if necessary;
- b. moving the existing equipment to the new site;
- c. landscaping and developing the new site;
- d. landscaping the existing site.

* Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



Priority 9



10. Implement the suggested improvement to Eastern Avenue between the Beechmont overpass and Linwood Avenue, including the intersection of Linwood and Eastern, and Linwood Avenue to the Columbia Parkway overpass.

This section of Eastern Avenue continues the entry image created at Beechmont and links it to Linwood Avenue, an important link to the bulk of the residential property. Improvements would follow the Columbia-Tusculum prototype.

Eventual development should include:

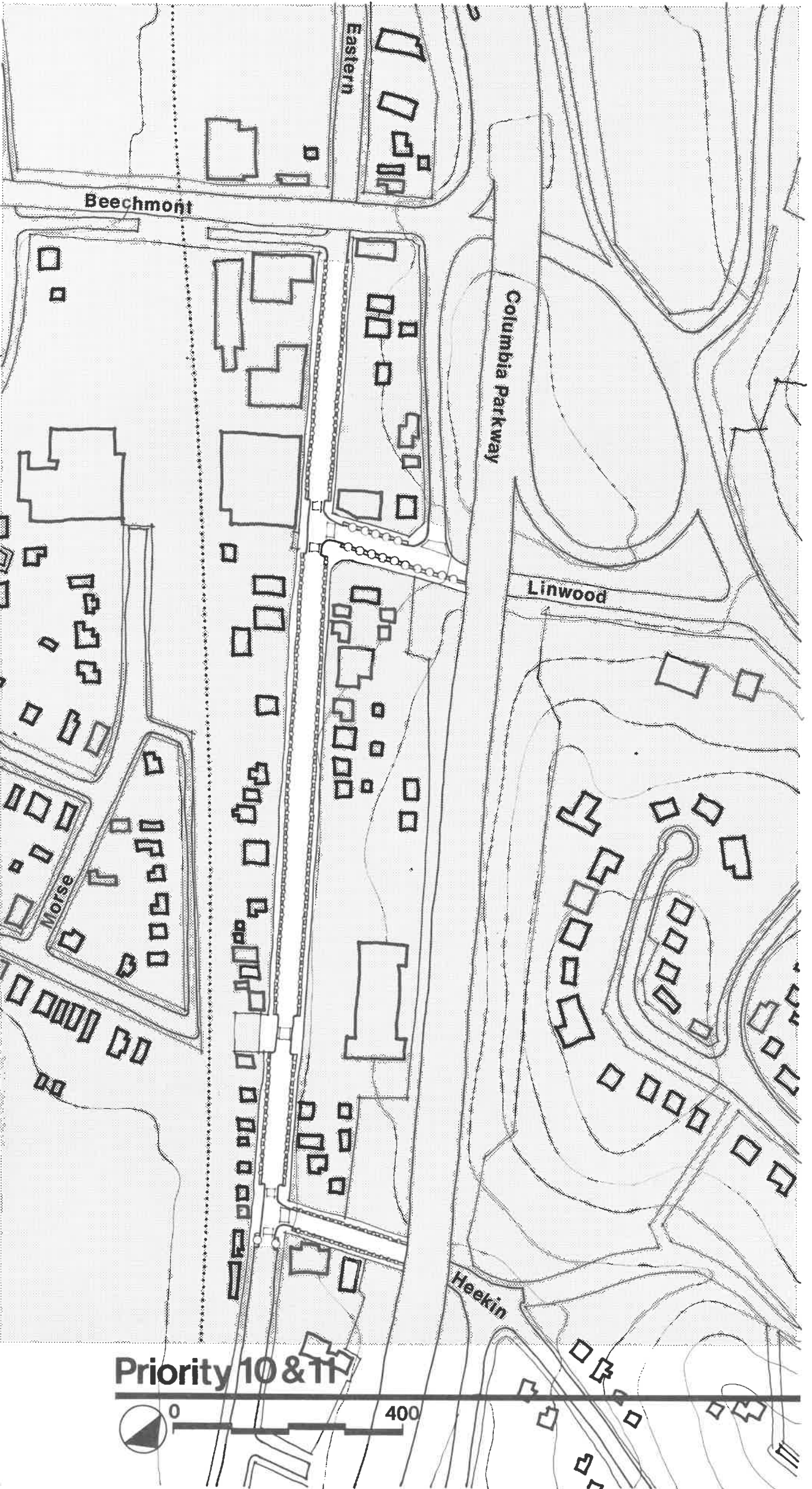
- a. retaining existing moving traffic lanes;
- b. parallel parking in bays;
- c. improvement of the sidewalk along both sides of both streets:
 - 1) new paving material
 - 2) landscaped safety strip
 - 3) 30'-0" extension up all intersecting streets
 - 4) special crosswalk and corner treatment.

11. Implement the suggested improvements to Eastern Avenue between Linwood Avenue and Heekin Avenue, including the intersection of Heekin and Eastern and Heekin Avenue to the Columbia Parkway overpass.

This section of Eastern begins to create Linwood's main street and completes the link to Heekin, the second connection to the uphill community and to the pedestrian overpass to the lower Linwood Community.

Eventual development should include:

- a. retaining existing moving traffic lanes;
- b. parallel parking in bays;
- c. improvement of the sidewalk along both sides of both streets:
 - 1) new paving material
 - 2) landscaped safety strip
 - 3) special crosswalk and corner treatment;
- d. providing new street and pedestrian lighting.



Priority 10 & 11

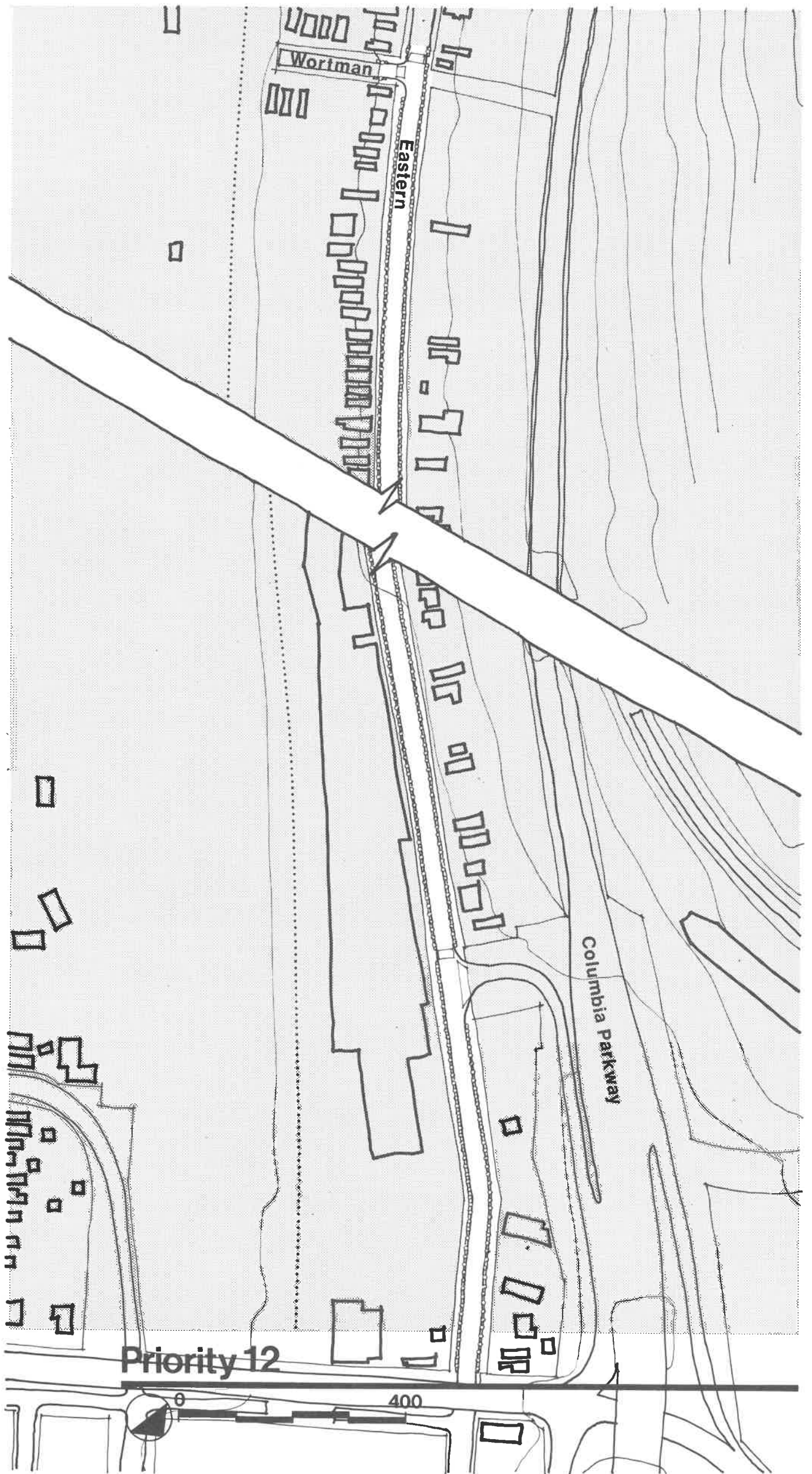


12. Implement the suggested improvements to Eastern Avenue between Wortman Street and the Beechmont overpass.

Wortman Street is the traditional beginning of Linwood. This priority would complete the new Eastern Avenue image to its southern terminus.

Eventual development should include:

- a. providing special graphics identifying Linwood at Wortman Street;
- b. retaining existing moving traffic lanes;
- c. improving the sidewalk on both sides of the street:
 - 1) new paving material
 - 2) grass safety strip
 - 3) special crosswalk and corner treatment;
- d. providing new street and pedestrian lighting.

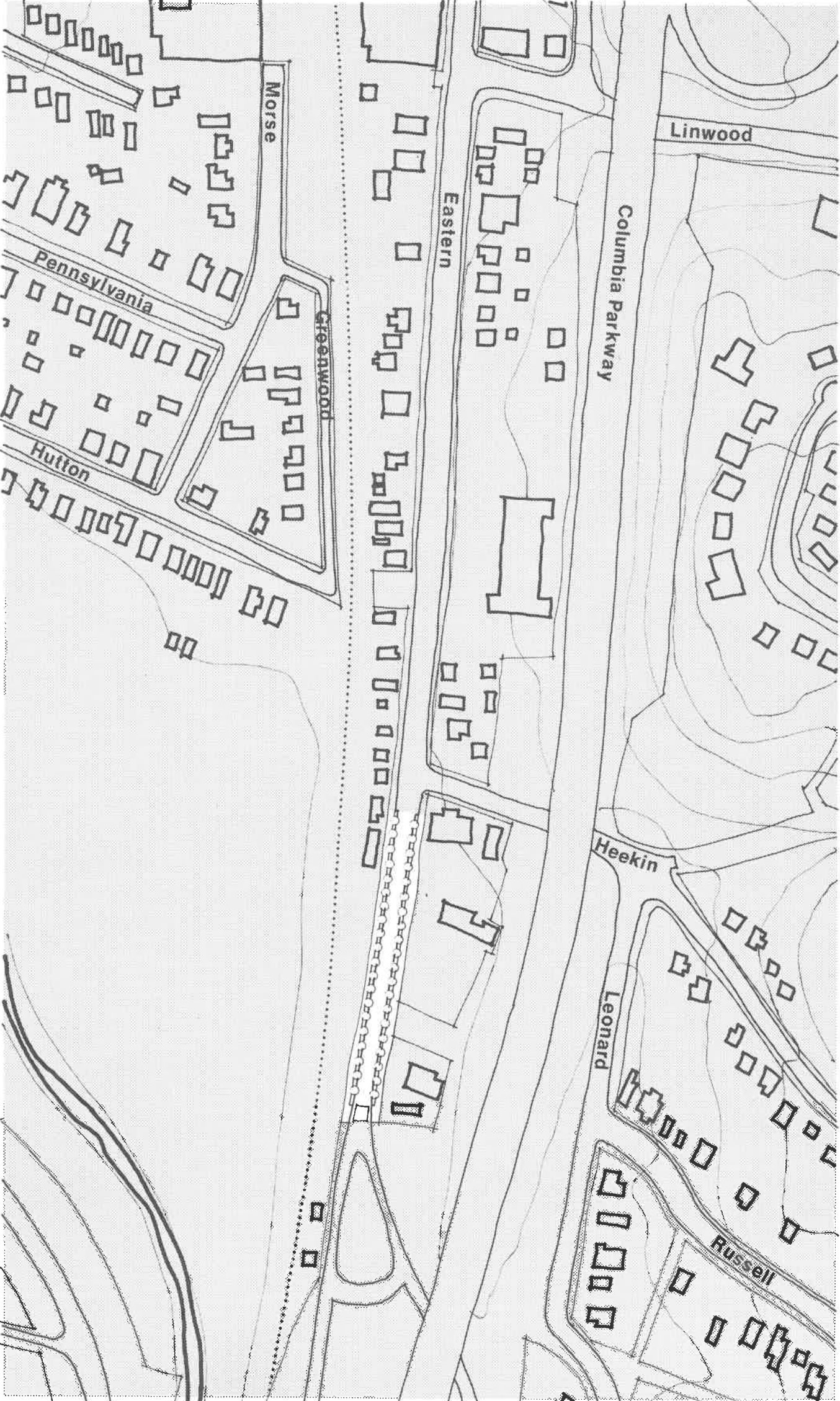


13. Implement the suggested improvements to Eastern Avenue between Heekin Avenue and the exit ramp from Columbia Parkway at the bus turnaround.

With the completion of this section of Eastern Avenue, Linwood's main street is complete.

Eventual development should include:

- a. retaining existing moving traffic lanes;
- b. parallel parking in bays;
- c. improving the sidewalk along both sides of the street:
 - 1) new paving material
 - 2) landscaped safety strip
 - 3) special crosswalk and corner treatment;
- d. providing new street and pedestrian lighting.



Priority 13



14. Densely landscape the Columbia Parkway right-of-way from the 3700 block of Tusculum Avenue to the Eastern Avenue exit in Linwood.

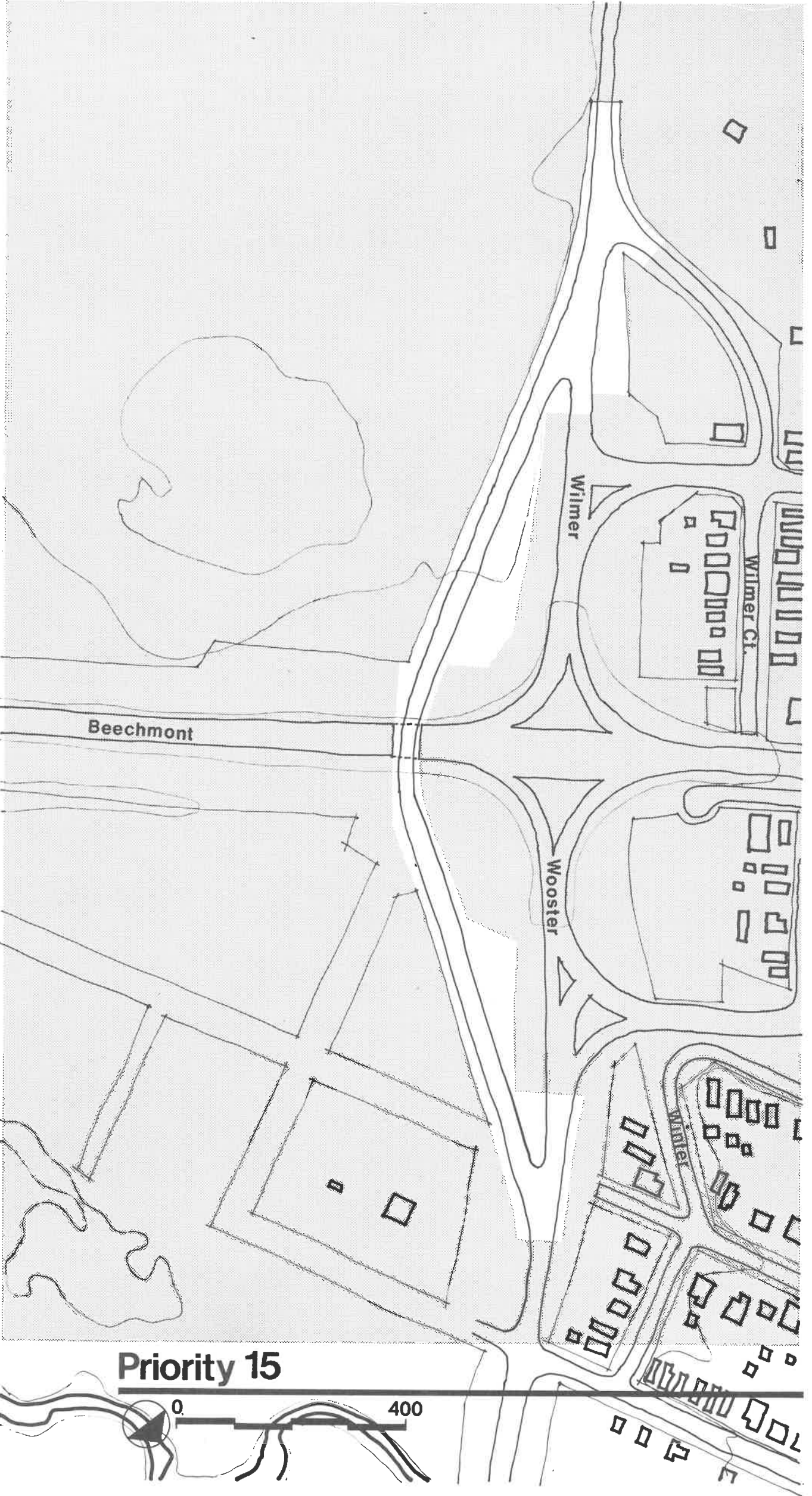
With the new image of the community complete, and the residential enclaves improved, attention can be given to the intrusion made by Columbia Parkway.

15. Extend Wilmer Avenue under the Beechmont Levee east of its present location.

The implementation of this priority would ease the negative impact of truck traffic on the lower Linwood community and would increase the possibility of removing truck through-traffic from Eastern Avenue.

Eventual development should involve:

- a. engineering of the roadway and levee changes;
- b. acquisition of necessary property;
- c. construction.



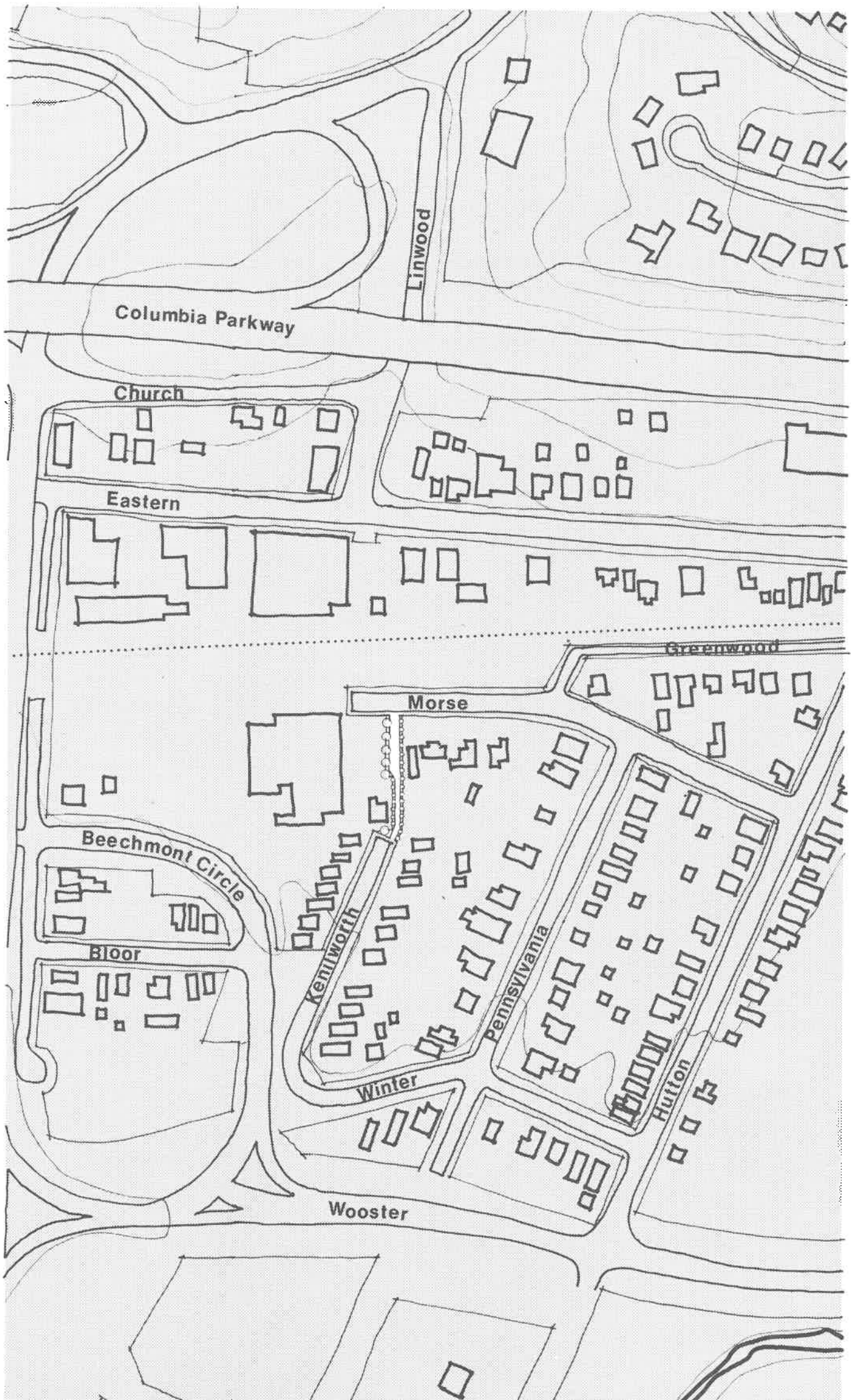
16. Develop a pedestrian walkway between the end of Kenilworth and the end of Morse.

An important community pathway has been purchased and is in danger of being eliminated. Development of a public right-of-way would insure the continuation of neighborhood access to the pathway.

Eventual development should involve:

- a. acquisition of necessary property*;
- b. installation of the walk;
- c. lighting;
- d. landscaping.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



Priority 16



Costs

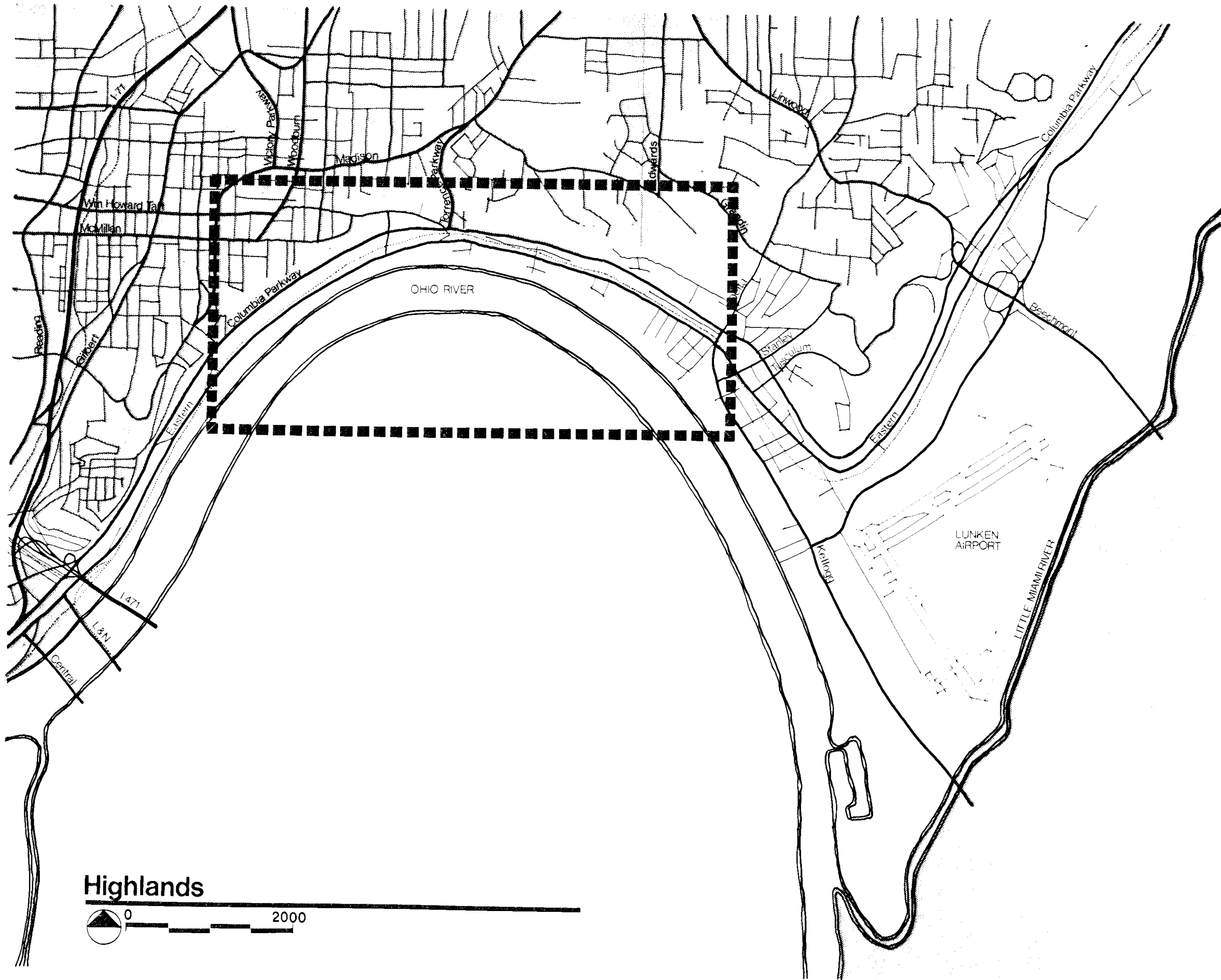
Note: Sidewalk and street improvement costs at intersections are included as an aggregate under "intersection treatment."

1. Develop an indoor community/recreation center.	
a.-b.	Undetermined
2. Implement the residential street improvements above Columbia Parkway.	
a.-f.	Undetermined
3. Implement the residential street improvements below Eastern Avenue.	
a.-f.	Undetermined
4. Expand the playlot on Eastern at Russell.	
a. Abandon Russell Avenue	No Cost
b. Remove pavement	\$ 1,815
c. Expand recreation	<u>Undetermined</u>
	Total \$ 1,815
5. Purchase the necessary property and develop vehicular and pedestrian access and parking for the Linwood ballfields off of Wooster Pike.	
a. Purchase property	Undetermined
b. Construction of access	\$ 35,765
c. Construction of parking	35,500
d. Street removal (access drive from Hutton)	<u>15,190</u>
	Total \$ 86,455

6. Upgrade the pedestrian overpass at Linwood School.	
a. Necessary repair	Undetermined
b. Continue across Eastern	\$444,000
c. Addition of bicycle ramps	120,000
d. Outdoor room under overpass	11,580
e. Landscaping eastern end	15,600
f. New lighting	<u>13,200</u>
	Total \$604,380
7. Develop Beechmont overpass over Eastern Avenue.	
a. Necessary repair	Undetermined
b. New lighting underneath	\$ 4,400
c. Seating, amenities, and landscaping	<u>42,088</u>
	Total \$ 46,488
8. Purchase, clear, and landscape 4750 Eastern Avenue.	
a. Purchase	Undetermined
b. Demolition	\$ 1,656
c. Landscaping and pedestrian amenities	<u>23,160</u>
	Total \$ 24,816
9. Relocate Kenilworth tot lot.	
a.-d.	Undetermined

10. Improvement of Eastern between Beechmont and Linwood, and of Linwood to Columbia Parkway.		
a. Retain traffic lanes		No Cost
b. Parking in bays		Undetermined
c. Sidewalk and intersection improvements including lighting		<u>\$110,373</u>
	Total	\$110,373
11. Eastern Avenue improvements, Linwood to Heekin and Heekin to Columbia Parkway.		
a. Retain traffic lanes		No Cost
b. Parking in bays		Undetermined
c. Sidewalk and intersection improvements		\$101,432
d. New lighting		<u>110,000</u>
	Total	\$211,432
12. Eastern Avenue improvement, Wortman to Beechmont.		
a. Graphics		\$ 1,000
b. Retain traffic lanes		No Cost
c. Sidewalk improvement		172,184
d. New lighting		<u>321,200</u>
	Total	\$494,384

13. Eastern Avenue improvements, Heekin to Columbia Parkway ramp.	
a. Retain traffic lanes	No Cost
b. Parking in bays	Undetermined
c. Sidewalk improvement	\$ 37,034
d. New lighting	<u>40,700</u>
	Total \$ 77,734
14. Landscape Columbia Parkway from 3700 block of Tusculum to the Eastern Avenue exit.	\$212,700
15. Extend Wilmer east under Beechmont.	
a. Engineering	Undetermined
b. Acquisition	Undetermined
c. Construction	<u>\$1,019,200</u>
	Total \$1,019,200
16. Develop a pedestrian walk between Kenilworth and Morse.	
a. Acquisition	Undetermined
b. Sidewalk	\$ 2,000
c. Lighting	5,500
d. Landscaping	2,200
e. Fencing	<u>2,000</u>
	Total \$ 11,700



Highlands



Highlands





Existing Conditions



For the purposes of this plan the Highlands Area is defined as the narrow strip of land between Columbia Parkway and the Ohio River. It begins with its western edge at Bains Place and extends to Delta Avenue on the east. The Ohio River flood plain dominates all property on the riverside of Eastern Avenue, and two active rail lines run its entire length. Its population is strung out along most of the length of Highlands and maintains a strong conviction to save the neighborhood.

Its urban plan is designed to fulfill the following goals:

1. Upgrade the visual image of the area through landscaping, public improvements, new development, and the removal of blighting influences.
2. Provide for a reasonable balance between the needs of the pedestrian and the need for efficient vehicular movement.
3. Accommodate existing housing and support the efforts of owners and tenants to maintain and upgrade their property until it is made available for public acquisition.
4. Develop new housing where environmentally and economically feasible.
5. Relocate existing residents from residential areas being phased out to new locations within the East End Community.
6. Develop neighborhood recreational areas.

Implementation of these goals takes a number of steps. Within the flood plain, nature and the Federal Government have created a situation in which residential land use is not feasible. The Ohio River floods, and the Federal Government refuses to assist housing development that is not flood-proof. In considering the needs of this area of Highlands the Task Force makes the following recommendations:

1. Expand the size of Schmidt Field and its recreational facilities for the use of area residents.
2. Designate all property on Delta Avenue, Worth, Strader, Setchell, Wenner, Watson, St. Peters, Corbin, Humbert, and Wool Streets, and the south side of Eastern Avenue between Delta Avenue and Watson Street as expansion area for Schmidt Field. Initiate a program of public acquisition,* clearance, and landscaping of all available property. Existing land uses are to be accommodated until the property is made available by the owner for public acquisition.
3. Designate all property between Eastern Avenue and Babb Alley and St. Peters Street and Watson Street for river-oriented commercial and public uses.
4. Designate all property on Corbin and St. Peters Streets, and on the south side of Eastern Avenue between Corbin and St. Peters as expansion area for Schmidt Field. Initiate a program of public acquisition,* clearance, and landscaping of all available property.
5. Designate all property on Munson, Foster, Louisiana, Gotham, and Keck Streets, between Eastern Avenue and the Ohio River, for future river-oriented commercial and industrial development and/or expansion of the adjacent Water Works and C.G.&E. facilities. Reserve a 60'-0" easement along Eastern Avenue for the Riverfront Hike and Bike Trail.
6. Designate all property on the south side of Eastern Avenue between Lumber Street and Highland School, excluding the building on the southwest corner of Eastern and Lumber, as expansion area for LeBlond Park. If retention of existing housing does not prove feasible, initiate a program of public acquisition,* clearance, and landscaping of all available property. Existing land uses are to be accommodated until the property is made available by the owner for public acquisition.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.

7. Designate all property on the south side of Eastern Avenue between Flerlage Marine and the Fay and Egan property at 2039 Eastern Avenue as expansion area for the Ferry Street Park. Initiate a program of public acquisition,* clearance, and landscaping of all available property. Existing land uses are to be accommodated until the property is made available by the owner for public acquisition.
8. Designate all property on the south side of Eastern Avenue between Hazen Street and Lancaster Street for future new commercial-industrial development. Reserve a 60'-0" easement along Eastern Avenue for the Riverfront Hike and Bike Trail.
9. Designate the surplus railroad property on the South side of Eastern Avenue between the Rookwood Oil Terminals and the Sawyer Park site for recreational development. Initiate a program of public acquisition.*
10. Develop the Ferry Street Park.
11. Develop the Riverfront Hike and Bike Trail from Sawyer Park to the Little Miami River.
12. Maintain Highland School as a functioning educational facility.
13. Remove the deteriorated brick wall along the south side of Eastern Avenue between the railroad overpass and the Sawyer Park site.
14. Undertake a feasibility study for the existing housing on the south side of Eastern Avenue between Lumber Street and Highland School.

The Task Force recommends a long-term policy of acquiring property as it becomes available,* and of redirecting flood plain development away from residential and toward the more feasible river-oriented commercial, industrial, and public land uses. The property thus made available would be used, in part, to create neighborhood recreational areas. The one spot in the flood plain where the existing housing is felt to be viable will be the subject of a feasibility study to determine its future.

The following recommendations treat the existing residential area along Eastern Avenue between Lancaster Street and St. Andrews:

1. Designate all property on the north side of Eastern Avenue between Torrence and St. Andrews as open space. Initiate a program of public acquisition,* clearance, and landscaping of all available property. Existing land uses are to be accommodated until the property is made available by the owner for public acquisition.
2. Undertake a housing feasibility study for the area on the north side of Eastern Avenue between Siddons and Torrence.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.

3. Designate all property on the north side of Eastern Avenue between Siddons and Torrence as housing and open space. Initiate a program of public acquisition,* clearance, and landscaping of all available property. Existing land uses are to be accommodated until the property is made available by the owner for public acquisition. The property should be ultimately assembled for new housing development.
4. Designate all property on the north side of Eastern Avenue between Lancaster and Siddons as commercial and open space.
5. Improve the sidewalk area on the south side of Eastern Avenue from Flerlage Marine to Lumber Street.
6. Develop a pedestrian bicycle overpass across Eastern Avenue at Collins Avenue.
7. Install a signalized pedestrian crosswalk across Eastern Avenue at the east side of Lumber Street.
8. Maintain the existing Pendleton Recreation Center on Eastern Avenue at St. Andrews.
9. Study expansion of the off-street parking for LeBlond Park.

The Task Force feels that the qualities required for a good residential environment have been compromised by the vehicular traffic levels on both Eastern Avenue and Columbia Parkway as well as the railroad traffic on the two parallel tracks. Only through rearrangement of the existing housing pattern in the one area wide enough to accommodate development can an improved residential environment be created. The proposed housing feasibility study will cover this area and determine if the idea of new residential development should be pursued.

The remaining proposals address blight removal and enhancement of the pedestrian environment, and in doing so reinforce existing and proposed housing.

The Task Force considers the Gladstone Avenue housing to be unreinforcable because of access problems and proximity to the heavily travelled rail lines. It makes the following recommendation:

Designate all property on Gladstone Avenue as open space. Initiate a program of public acquisition,* clearance, and landscaping of all available property. Existing land uses are to be accommodated until the property is made available by the owner for public acquisition.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



DESIGN PLAN



- | | |
|-----------------------------|----------------------------|
| A Schmidt Field Expansion | J Bicycle Overpass |
| B Commercial District | K Crossing |
| C Commercial/Industrial | L Pendleton Center |
| D Housing Feasibility Study | M Collins Avenue Treatment |
| E Ferry Street Park | N New Roadway |
| F Hike & Bike Trail | O Railroad Crossing |
| G Highland School | P Street Repair |
| H Open Space | Q Outdoor Room |
| I Eastern Avenue Treatment | |

The Task Force considers two areas of existing housing in Highlands to be isolated enough from the negative influences of transportation arteries to maintain a strong residential environment. These are the small concentration of housing on Collins Avenue and the larger string of homes along Hoff and Walworth Avenues. The Collins Avenue area is reinforced by the activity generated by the intersection with Eastern Avenue and by access to adjacent East Walnut Hills. This leads the Task Force to make the following recommendations:

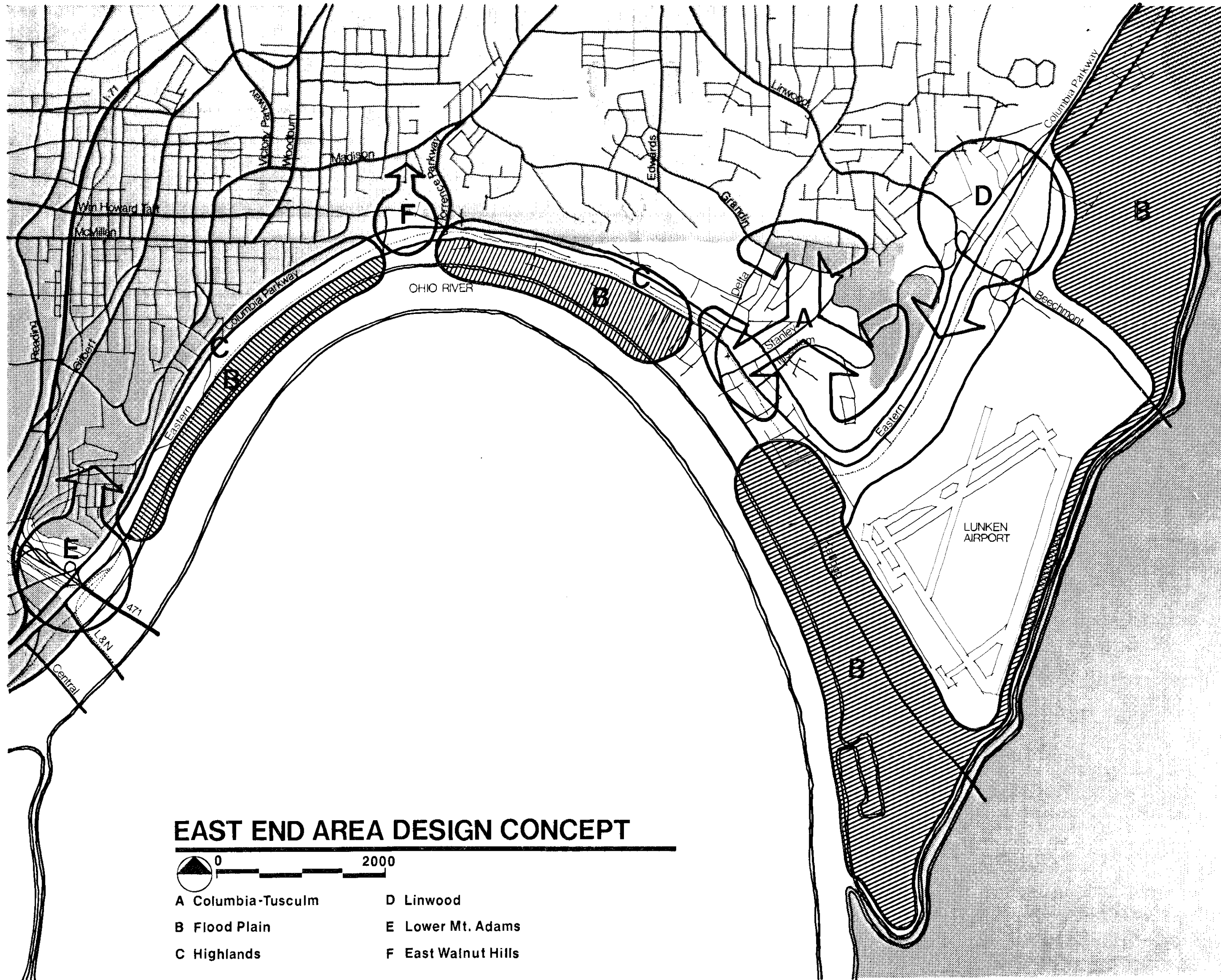
1. Repair the street, curbs, and sidewalks as necessary.
2. Remove the pavement from the Collins Avenue entrance ramp to Columbia Parkway. Retain enough pavement for an automobile turn-around and landscape the remainder.
3. Eliminate the dog leg in Collins Avenue between Columbia Parkway and the railroad.

The other area along Hoff and Walworth provides solid existing housing with enough separation from the transportation lines, strong ties to the Columbia-Tusculum community, and sufficient open land to consider new housing. To reinforce existing and encourage new housing the Task Force recommends the following:

1. Construct a roadway connecting Hoff Avenue to Walworth Avenue.
2. Upgrade the St. Andrews railroad crossing:
 - a. install signs identifying the crossing;
 - b. install flashing red lights to signal the approach of a train;
 - c. paint center lines on St. Andrews Street to separate opposing traffic.
3. Undertake a housing feasibility study for the area between Hoff and Walworth Avenues and between Hoff and Torrence Avenues.
4. Construct a roadway connecting Hoff Avenue to Torrence.
5. Purchase the railroad property south of Walworth between Delta Avenue and Levassor Street. Landbank the property for new housing until such housing is feasible. Open space and parking are approved temporary uses.
6. Repair streets, curbs, and sidewalks as necessary.
7. Install new lighting as necessary.
8. Develop an "outdoor room" on the southwest corner of Walworth and Delta.

To further the goals for the Highlands Area, the Task Force recommends the following zone changes:

1. Change the existing B-4 and RF-2 zones on the north side of Eastern Avenue between Levassor Street and Delta Avenue to R-5.
2. Change the existing B-4 zone on the south side of Eastern Avenue between the Water Works and C.G.&E. to RF-2.
3. Change the existing B-4 zone on the north side of Eastern Avenue between Siddons Alley and Torrence Road to R-5.
4. Change the existing RF-2 on the south side of Eastern Avenue between the Fay and Egan property at 2039 Eastern Avenue and Flerlage Marine at 2233 Eastern Avenue to RF-1.
5. Change the existing RF-2 zone on the south side of Eastern Avenue between the Rookwood Oil Terminals and the L&N Bridge to RF-1.



EAST END AREA DESIGN CONCEPT



- | | |
|--------------------|---------------------|
| A Columbia-Tusculm | D Linwood |
| B Flood Plain | E Lower Mt. Adams |
| C Highlands | F East Walnut Hills |

Priorities

The Task Force has established the following series of priorities to coordinate community improvements for maximum benefit and to direct future funding. Cost information for each priority follows.

1. Undertake a housing feasibility study for the area on the north side of Eastern Avenue between Siddons and Torrence, the areas between Hoff and Walworth and Hoff and Torrence, and on the south side of Eastern Avenue between Lumber Street and Highlands School.

Housing is the prime concern of the Highlands residents. Results of this study will determine future directions for the area.

2. Construct a roadway connecting Hoff Avenue to Walworth Avenue.

This priority advocates linking the existing housing on Hoff Avenue through the Walworth housing to the Eastern Avenue main street of the focus community. It will support the existing residences and encourage new development.

Eventual development should include:

- a. purchase of necessary property;*
- b. engineering of the roadway changes;
- c. construction.

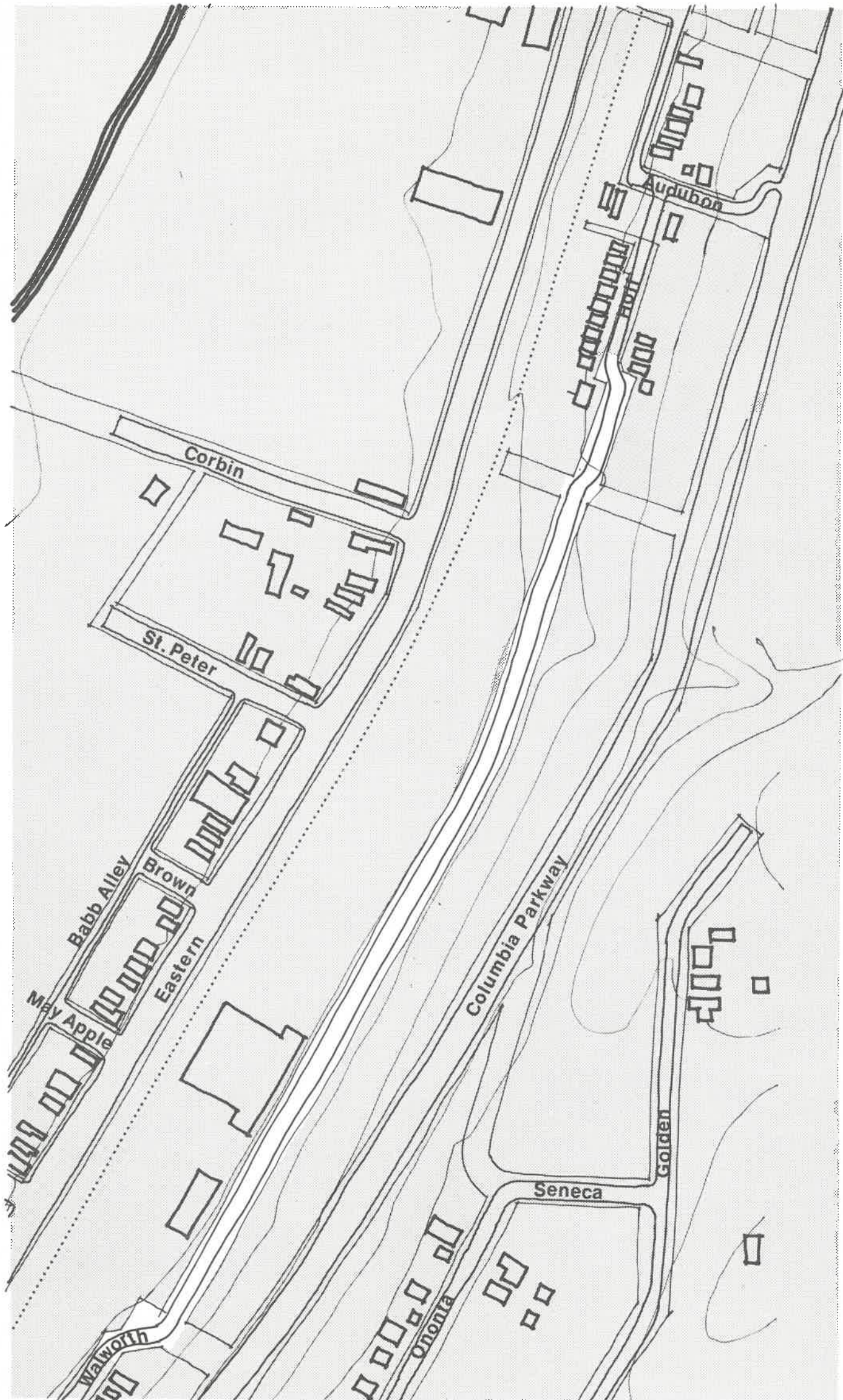
3. Upgrade the St. Andrews railroad crossing.

The only existing vehicular access to Hoff Avenue is up St. Andrews from Eastern. The unsignalled railroad crossing on St. Andrews has become increasingly dangerous with the expanded train traffic.

Eventual development should include:

- a. installation of appropriate signs;
- b. installation of flashing lights to signal the approach of trains;
- c. painting center lines on St. Andrews.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



Priority 2



4. Install a signalized pedestrian crosswalk across Eastern Avenue at the east side of Lumber Street.

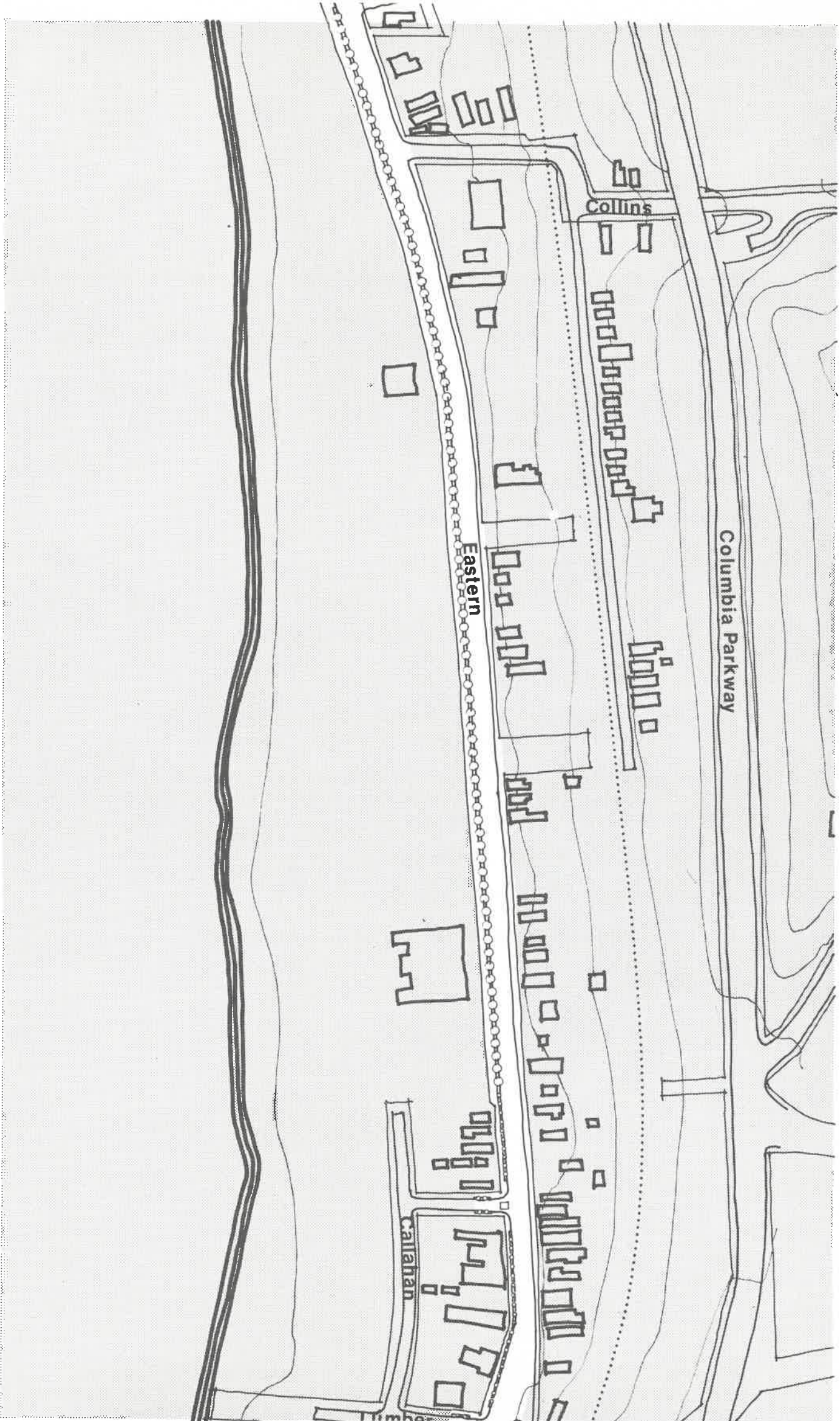
Pedestrian movement across Eastern Avenue is dangerous. Additional signalized crosswalks will decrease the danger and help control traffic.

5. Improve the sidewalk area on the south side of Eastern Avenue from Flerlage Marine to Lumber Street.

This section of Eastern Avenue contains two of the areas designated for a housing feasibility study by the Task Force. Improvements will benefit existing housing and recreation and, in the future, will serve new development.

Eventual development should include consideration of the following through a detailed design study:

- a. new paving;
- b. safety strips;
- c. new lighting;
- d. landscaping.



Priority 4 & 5



6. Repair streets, curbs, and walks as necessary along Hoff and Walworth Avenues.

This priority is necessary to reinforce the efforts of existing residents to maintain their properties.

Eventual development should include:

- a. new curbs where none exist;
- b. repair of existing curbs;
- c. new sidewalks where none exist;
- d. repair of existing sidewalks;
- e. general roadway repair.

7. Install new lighting as needed along Hoff and Walworth Avenues.

Priority 7 is directly linked to 6 in its intent.

8. Purchase the necessary property* and develop an "outdoor room" on the southwest corner of Walworth and Delta Avenues.

Again, the intent is to reinforce existing housing. The site mentioned is an important entry point to the residences located on a very heavily travelled street and can do much for the area's image.

Eventual development should include:

- a. purchasing the necessary property;
- b. installing seating and other pedestrian amenities;
- c. landscaping.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



Priority 8



9. Develop the Ferry Street Park.

Sufficient property exists designated as the Ferry Street Park. Development of the property would enhance neighborhood and city-wide use of the river-front and remove existing blight from the area.

Eventual development should be determined by a detailed design study of the property coordinated with the directions set by the Park Board.

10. Designate all property on the south side of Eastern Avenue between Flerlage Marine and the Fay and Egan property at 2039 Eastern Avenue as expansion area for the Ferry Street Park. Initiate a program of public acquisition,* clearance, and landscaping of all available property.

This proposal extends the existing park land to its logical western limit and removes some significantly blighted property in close proximity to a suggested new housing area.

Eventual development should include:

- a. acquisition of the suggested property;
- b. demolition of the existing buildings;
- c. landscaping and improvement of the property, coordinated with the existing Ferry Street Park.

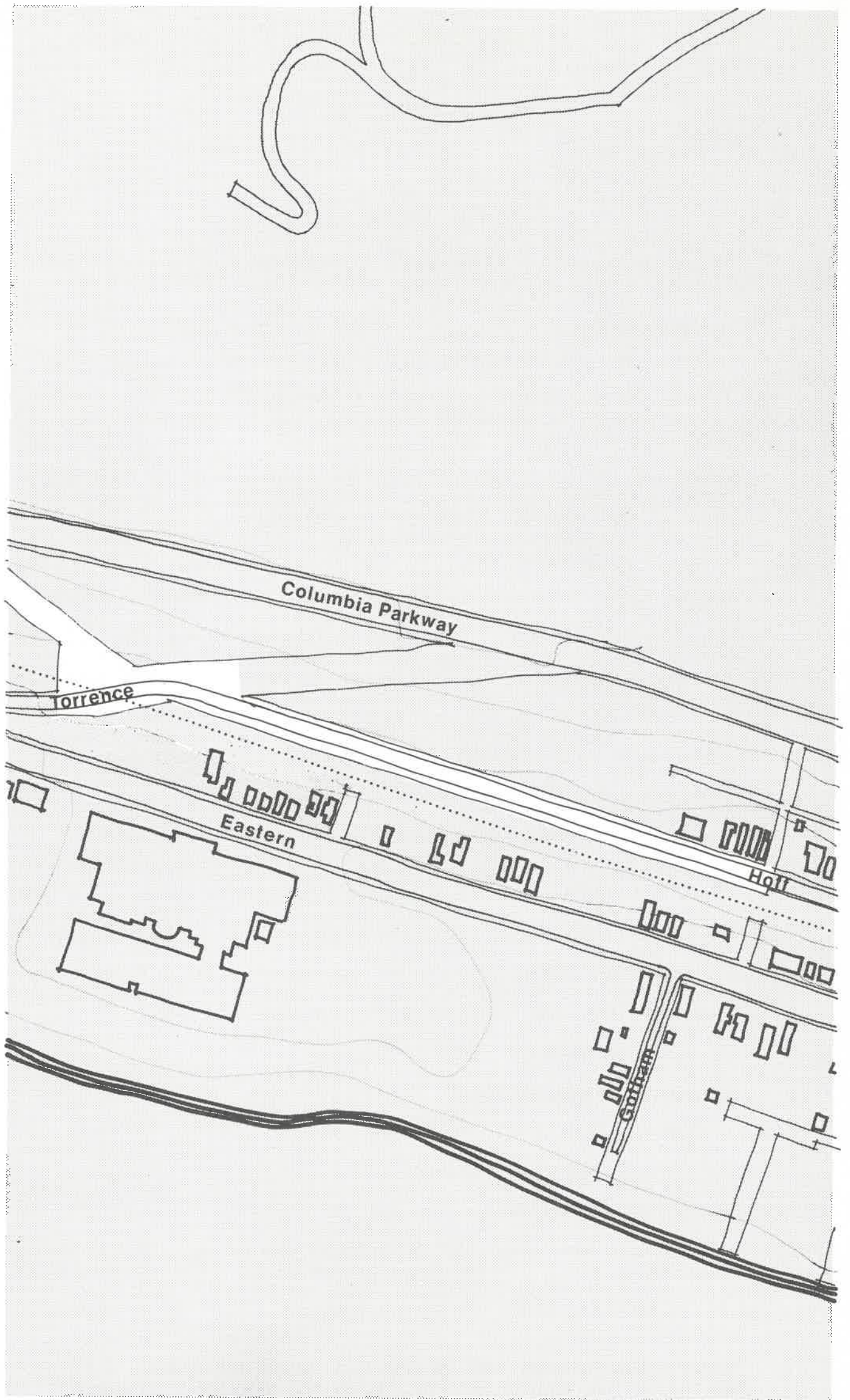
11. Construct a roadway connecting Hoff Avenue and Torrence.

Completion of a roadway system independent of Eastern Avenue is important for the existing and proposed housing on Hoff and Walworth Avenues.

Eventual development should include:

- a. engineering of the roadway changes;
- b. construction.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



Priority 11



12. Secure the removal of the deteriorated brick wall along the south side of Eastern Avenue between the railroad overpass and the Sawyer Park Site.

The wall, on railroad property, is an unsightly introduction to the East End as one drives east from downtown and it seriously restricts the view of both the river and the adjacent land to be developed into public parks.

13. Purchase the railroad property* south of Walworth between Delta Avenue and Levassor Street. Landbank the property for new housing, open space, and parking.

No matter what the results of the feasibility study proposed in Priority 1, the future uses of this area will have an effect on the existing housing on Walworth. To insure the future of that housing and encourage new construction, the eventual development of the railroad property should be controlled by this plan.

14. Develop a pedestrian-bicycle overpass across Eastern Avenue at Collins.

Access across Eastern Avenue to the river and its recreational amenities is important to the success of new and existing housing on the north side of the Street. Movement down Collins is one of the few links that adjacent neighborhoods have to the Highlands community and the Ohio River. An overpass that could accommodate both bicycles and pedestrians will encourage use of the river and will support new housing development. It would be tied to a city-wide Hike and Bike system already proposed.

Eventual development should include:

- a. construction of the overpass and ramp systems;
- b. connections to the existing sidewalks on the south side of the street and eventually to the Riverfront Hike and Bike Trail.

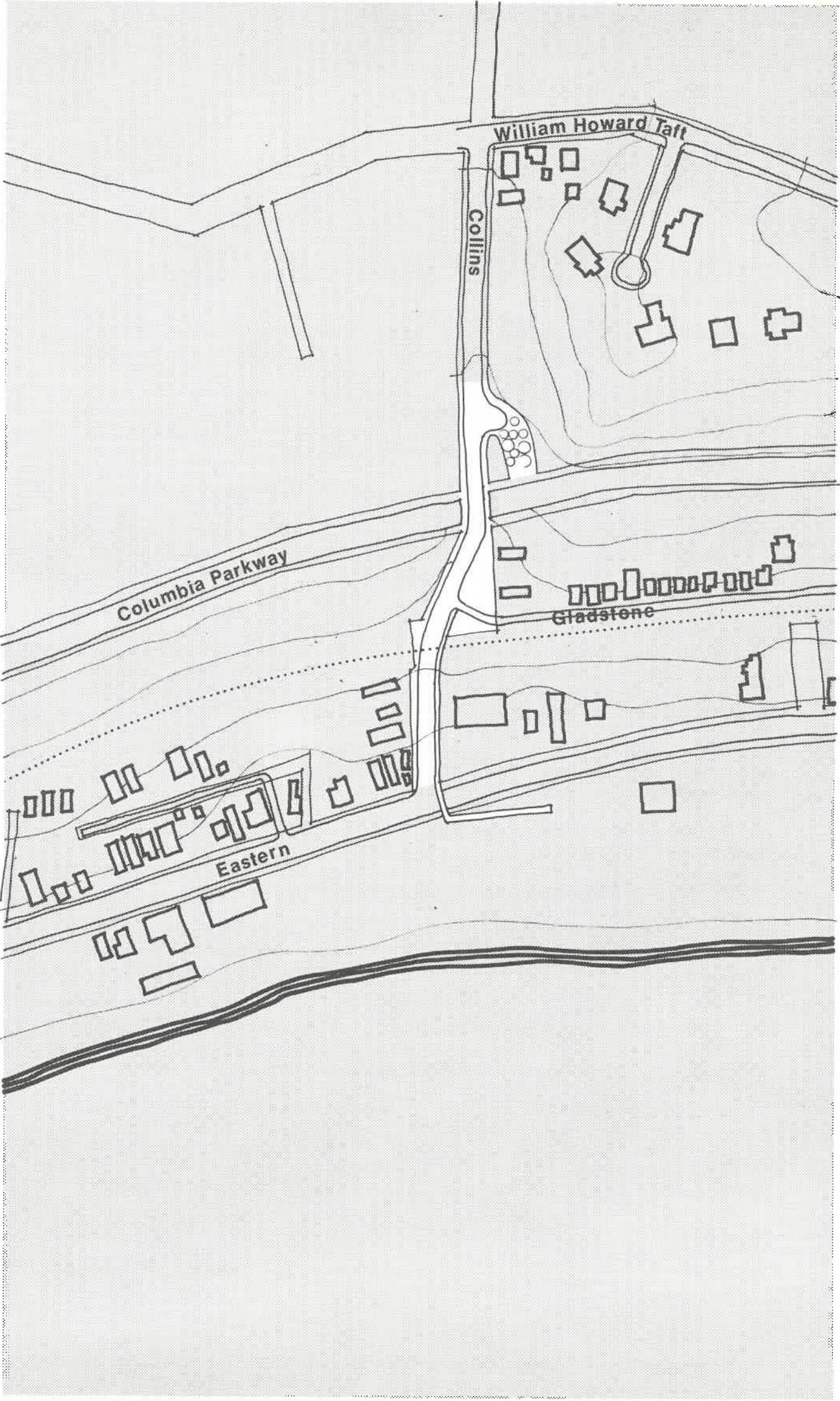
15. Repair the street, curbs, and sidewalks as necessary on Collins.

This proposal will improve access to the overpass mentioned in Priority 14, reinforce the existing housing on Collins, and improve the image of Collins as an entry to Highlands. Eventual development should include:

- a. new curbs where none exist;
- b. repair of existing curbs;
- c. new sidewalks where none exist;
- d. repair of existing sidewalks;
- e. general roadway repair.

16. Remove the pavement from the Collins Avenue entrance ramp to Columbia Parkway. Retain enough pavement for an automobile turnaround and landscape the remainder. This priority is an adjunct to Number 15 and will remove a worsening eye-sore from Collins Avenue.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.



Priority 14, 16 & 23



17. Designate all property on Gladstone Avenue as open space. Initiate a program of public acquisition,* clearance, and landscaping of all available property.

The housing areas which cannot be upgraded because of poor environmental influences must be removed. The proposal is set up to allow the existing owners to retain the property as long as they desire, and then to sell it to the City. As each piece of property is purchased it will be quickly demolished and attractively landscaped so as not to compromise the remaining property. It is a long-term proposal and existing residents should be relocated to other areas of the East End.

18. Designate all property on Delta Avenue, Worth, Strader, Setchell, Wenner, Watson, St. Peters, Corbin, Humbert, and Wool Streets, and the south side of Eastern Avenue between Delta and Watson as expansion area for Schmidt Field. Initiate a program of public acquisition,* clearance, and landscaping of all available property.

This proposal follows the same concept as Number 17, but it deals with flood plain land. Residential land use in flood areas are compromised by the attendant dangers for unprotected property and the expense of flood proofing. Ecological considerations call for a clean, undeveloped flood plain, allowing the river cycles to flow without interruption. The proposed expansion of the Schmidt Field fits these criteria.

Property should be acquired, cleared, and landscaped as it becomes available, until the recreational development happens. Residents should be relocated to other areas of the East End.

19. Designate all property on Corbin and St. Peters Streets, and on the south side of Eastern Avenue between Corbin and St. Peters Streets as expansion area for Schmidt Field. Initiate a program of public acquisition,* clearance, and landscaping of all available property.

With the completion of this priority, the Schmidt Field area will be all recreation with one designated commercial area to serve recreation traffic, vehicular traffic on Eastern Avenue, and nearby residential areas. The same procedure should be followed as outlined for Priorities 17 and 18.

20. Designate all property on the north side of Eastern Avenue between Torrence and St. Andrews as open space. Initiate a program of public acquisition,* clearance, and landscaping of all available property.

The existing residential land use in this area is compressed between Eastern Avenue and the railroad. It is compromised by heavy traffic and is deteriorating. The narrow depth of the area makes alternate uses unlikely. Open space will enhance Eastern Avenue and improve the environment, permitting the housing above the area on Hoff Avenue to remain.

Acquisition and relocation should follow the same guidelines set down in Priorities 17 and 18.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.

21. If retention of existing housing does not prove feasible (Priority 1):

Designate all property on the south side of Eastern Avenue between Lumber Street and Highlands School, excluding the building on the southwest corner of Eastern and Lumber, as expansion area for LeBlond Park. Initiate a program of public acquisition,* clearance, and landscaping of all available property.

Because of its slightly higher elevation in the flood plain and the possibility of orientation toward Callahan Street and the River, retention of existing housing could be feasible here. If not, a program of acquisition should be initiated to remove blight and support efforts for new housing across Eastern Avenue.

Acquisition and relocation should follow the same guidelines set down in Priorities 17 and 18.

22. Designate the surplus railroad property on the south side of Eastern Avenue between the Rookwood Oil Terminals and the Sawyer Park site for recreational development. Initiate a program for public acquisition.*

This covers undeveloped property outside of the residential areas. The recommendation supports public access to the river. By increasing the recreational opportunities on the river, the desirability of the entire East End is enhanced.

23. Eliminate the dog-leg in Collins Avenue.

Collins Avenue is the only access route to Eastern Avenue through Highlands. It carries more traffic than its twisted roadway can safely accommodate. Easier access to the community will increase the desirability of all aspects of Highlands: housing, recreation, and the Ohio River.

Eventual development should include:

- a. engineering of the suggested roadway changes;
- b. acquisition of necessary property;
- c. construction.

*Understanding, however, that no plan is a mandate for funding, and that the City can acquire these properties only when the City determines that such acquisition is feasible and within the City's budget.

Costs

1. Housing feasibility study.	Undetermined
2. Roadway connecting Hoff to Walworth.	
a. Acquisition	Undetermined
b.-c. Engineering and construction	<u>\$350,000</u>
	Total \$350,000
3. Upgrade St. Andrews R.R. crossing.	
a.-b. Sign and flashing lights	\$ 75,000
c. Painting center lines	<u>120</u>
	Total \$ 75,120
4. Signalized crosswalk at Eastern and Lumber.	
Installation	\$ 12,000
5. Sidewalk improvement, south side of Eastern from Flerlage to Lumber.	
a.-d. Installation	\$ 77,005
6. Repair streets, curbs, and walks along Hoff and Walworth.	
a.-e.	Undetermined
7. New lighting along Hoff and Walworth.	Undetermined
8. Outdoor room on southwest corner of Walworth and Delta.	
a. Acquisition	Undetermined
b.-c. Seating, landscaping and amenities	<u>\$ 38,600</u>
	Total \$38,600
9. Develop the Ferry Street Park.	Undetermined
10. Ferry Street Park expansion.	
a.-c.	Undetermined
11. Roadway between Hoff and Torrence .	
a.-b. Engineering and construction	\$220,000

12. Remove brick wall on south side of Eastern between the R.R. overpass and Sawyer Park.	Undetermined
13. Acquire property south of Walworth between Delta Avenue and Levassor.	Undetermined
14. Pedestrian/bicycle path across Eastern at Collins.	
a. Construction of overpass and ramps	\$259,000
b. Connection to sidewalks and Hike and Bike Trail	<u>Undetermined</u>
	Total \$259,000
15. Repair street, curbs, and sidewalks on Collins.	
a.-e.	Undetermined
16. Remove pavement and landscape Collins Avenue entrance ramp to Columbia Parkway.	\$ 9,300
17. Acquisition, clearance, and landscaping of Gladstone.	Undetermined
18. Acquisition, clearance, and landscaping for Schmidt Field expansion.	Undetermined
19. Acquisition, clearance, and landscaping for Schmidt Field expansion.	Undetermined
20. Acquisition, clearance, and landscaping of north side of Eastern between Torrence and St. Andrews.	Undetermined
21. Acquisition, clearance, and landscaping for LeBlond Park expansion.	Undetermined
22. Acquisition of surplus R.R. property for recreation.	Undetermined
23. Eliminate dog-leg in Collins Avenue.	Undetermined

Lower Mount Adams



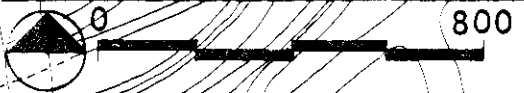
Lower Mount Adams forms the bulge at the western end of the study area. It is that portion of the Mount Adams Community bounded by Oregon Street, Kilgour Street, and Monastery Street. For the purposes of the plan, it has been expanded to include the old Riverview neighborhood along Martin Place and Eastern Avenue between Eggleston Avenue and Bains Street.

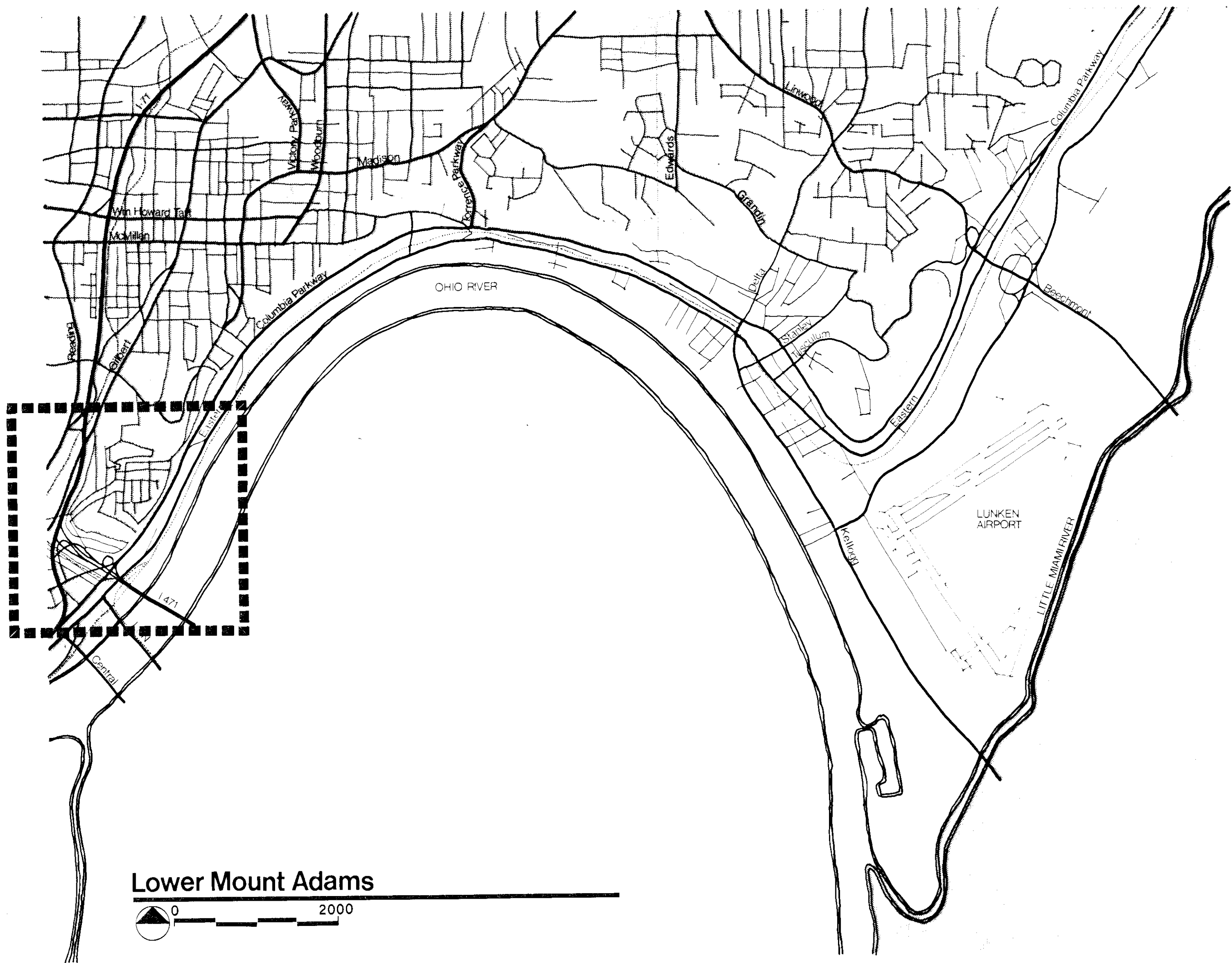
Lower Mount Adams is a dense urban neighborhood with river and city views, having direct relationships to both the downtown business district and the adjacent Mount Adams community. Its urban plan is designed to attain the following goals:

1. Upgrade the visual image of the area through landscaping, public improvements, new development, and the removal of blighting influences.
2. Reinforce existing pedestrian linkages from Lower Mount Adams to the Mount Adams community, downtown, and the riverfront.
3. **Develop sufficient vehicular access to downtown.**
4. Accommodate existing housing.
5. Develop new housing where possible.
6. Encourage an urban design plan for the entire Mount Adams community.



Existing Conditions



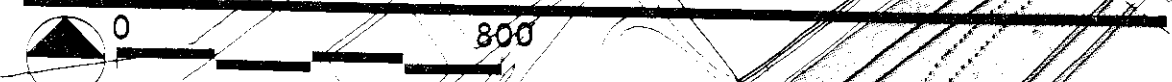


Lower Mount Adams





Design Plan



- A Landscaping
- B Future Residential
- C Infill Housing
- D Street Repair
- E Monastery Walk
- F Outdoor Room
- G Celestial Stair
- H Sawyer Point Walk
- I Monastery Sair
- J Eggleston Access
- K Sawyer Point
- L Hike & Bike Trail

All of the following steps to implementation reinforce the residential nature of the community. One of the amenities of a good living environment is isolation from the negative effects of heavy expressway traffic. Lower Mount Adams is enclosed on three sides by major traffic routes. To help alleviate the noise, pollution, and view intrusion, the Task Force recommends the following:

Landscape heavily all open expressway right-of-ways adjacent to Lower Mount Adams as a means of accomplishing the goals set for the Lower Mount Adams area.

The expressway construction has more directly affected the residents of the area by creating massive slippage in several of the adjacent hillsides. Temporary solutions have been reached but a permanent cure is needed. To fill this need, the Task Force is reinforcing existing proposals with the following recommendation:

Encourage implementation of an aesthetically pleasing retaining wall system to rectify damage caused by expressway excavation and to preserve all existing housing in the area bounded by Kilgour, Oregon, and Monastery Streets as defined in Scheme A, prepared by the Department of Public Works, City of Cincinnati, and the Mount Adams - I-471 Access Study by the Department of Urban Development, City of Cincinnati.

Stabilizing the topography is a necessary first step in upgrading the neighborhood, but additional encouragement is needed to bring about new construction and rehabilitation of the existing structures. The Task Force calls for the following steps to be taken:

1. Designate all property between Eastern Avenue, Columbia Parkway, Bains Street, and the I-471 Bridge for future residential development.
2. Encourage infill housing development in the area bounded by Kilgour, Oregon, and Monastery Streets.
3. Repair curbs, roadways, and sidewalks as necessary in the area bounded by Kilgour, Oregon, and Monastery Streets.

Goals 2 and 3 call for stronger pedestrian and vehicular linkages to and from Lower Mount Adams. They are essential if the residential potential of the area is to be realized. Existing access is barely adequate and compromises one of Lower Mount Adams' prime assets, its close proximity to city activity. **While the community continues to voice concern for additional access, no further improvements can be funded without a feasibility study.**

Implementation of the Task Force decision should proceed as follows:

1. Widen and improve the sidewalk along Monastery Street between Oregon Street and Ida Street.
2. Develop an "outdoor room" at the bend of Oregon Street and improve the sidewalk along Columbia Parkway.
3. Improve the existing stairway up the Celestial Street right-of-way.
4. Develop a system of pedestrian walkways between the south stairs of the bridge across Columbia Parkway and the proposed Sawyer Point on the riverfront, including a pedestrian overpass across Eastern Avenue near Martin Place.
5. Develop sufficient access from Monastery Street to the pedestrian overpass across Interstate-71 to Court Street.
6. Develop vehicular and pedestrian access between Kilgour Street and Eggleston Avenue.

There is no opportunity for large scale recreation or open space within the dense fabric of the neighborhood but city-wide facilities enhance the desirability of Lower Mount Adams.

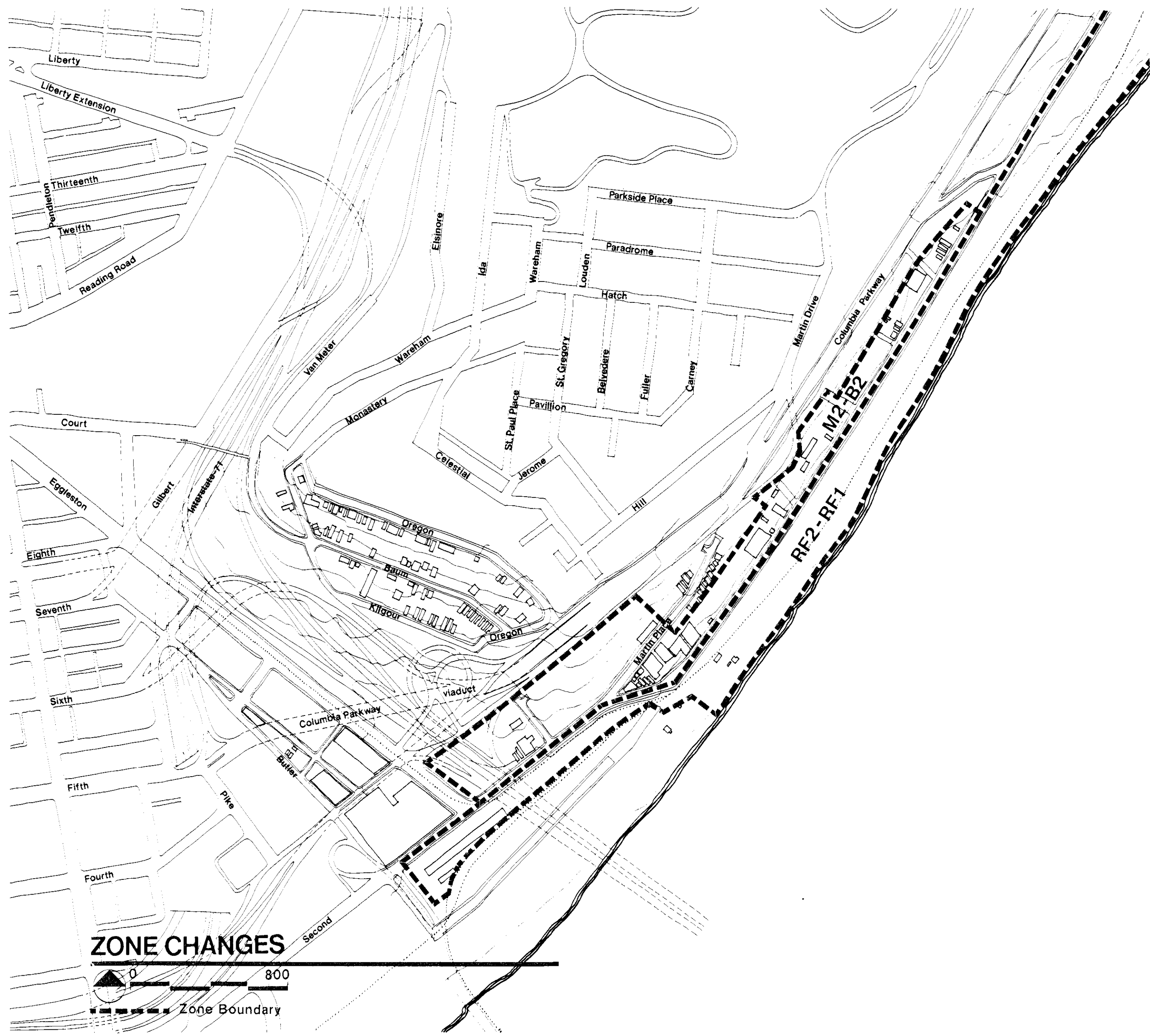
The Task Force supports proposals for adjacent recreation with the following recommendations:

1. Develop the area up-river from the existing Yeatman's Cove Park into a city-wide park and recreation facility (Sawyer Point).
2. Develop the Riverfront Hike and Bike Trail from Sawyer Point to the Little Miami River.

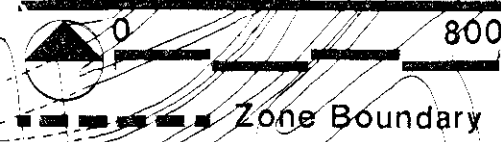
Goal 6 has been strongly endorsed by the Mount Adams Civic Association and has the greatest impact on the Mount Adams community. The limited considerations made in this plan address themselves to a small segment of that neighborhood. As far as is possible, the Task Force has enlarged its proposals to affect all of Mount Adams. Only an in-depth planning process, however, can properly discern the needs of that community. For this reason, the strongest recommendation is to encourage an urban design plan for the entire Mount Adams community. This should in no way compromise the attempts to fund the priority list of public improvements for Lower Mount Adams.

The following zone changes are recommended to support the residential and recreational directions of the Riverview area below Lower Mount Adams:

1. Change the existing M-2 zone on the north side of Eastern Avenue between Bains Street and the I-471 bridge to B-2.
2. Change the existing RF-2 zone on the south side of Eastern Avenue between the Rookwood Oil terminals and the L&N Bridge to RF-1.



ZONE CHANGES



Priorities

The Task Force has set the following series of priorities to coordinate community improvements for maximum benefit and to direct future funding. Cost information for each priority follows.

1. Repair curbs, roadways, and sidewalks as necessary in the area bounded by Kilgour Street, Oregon Street, and Monastery Street.

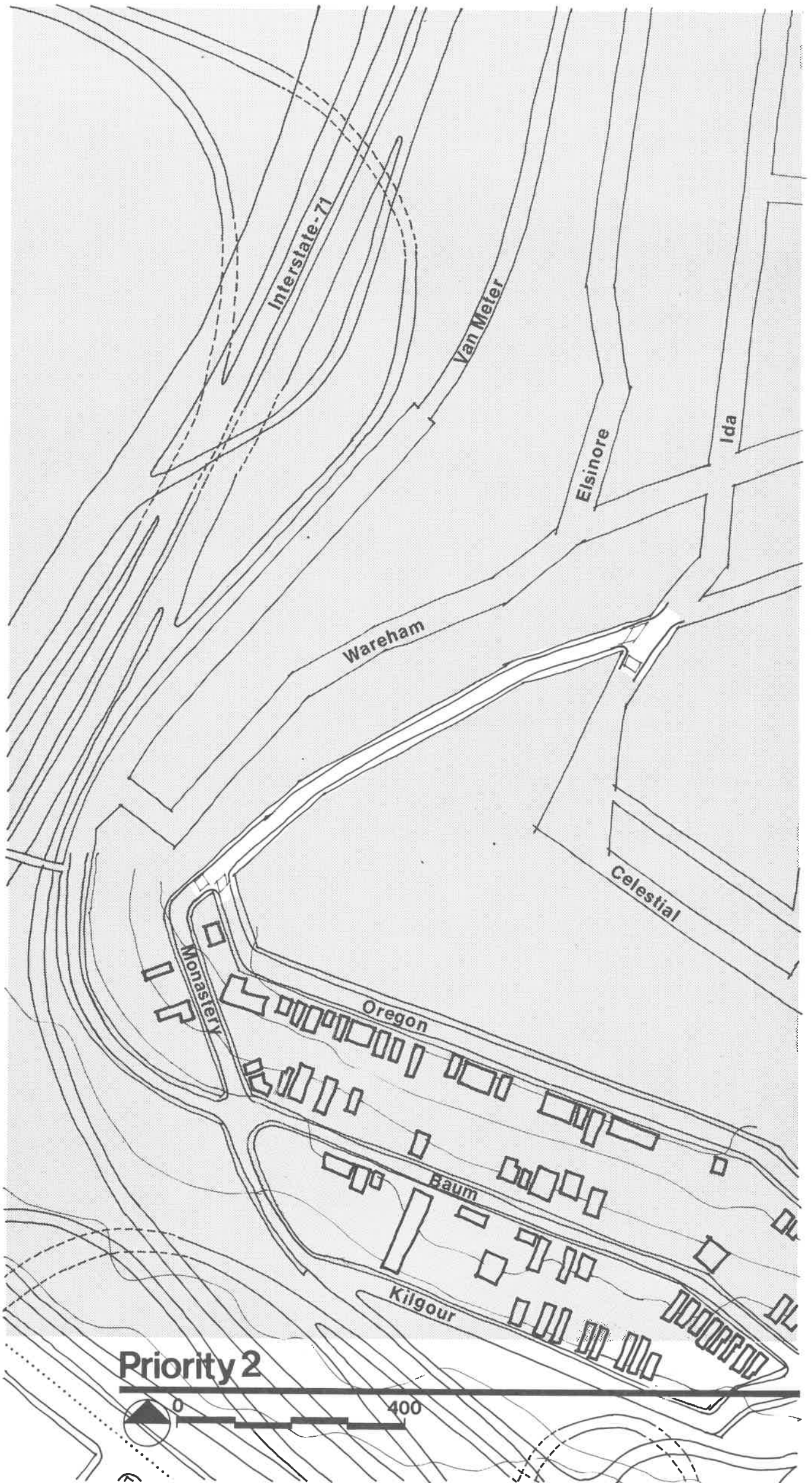
With the eventual stabilization of the slipped hillside, the community's existing housing will be able to live up to its potential. The nearby amenities and the views will focus attention on Lower Mount Adams. The suggested improvements will support private property investment and improve the environment for the existing residences. Eventual development should include:

- a. new curbs where none exist;
- b. repair of existing curbs;
- c. new sidewalks where none exist;
- d. repair of existing sidewalks;
- e. general roadway repair.

2. Widen and improve the sidewalk along Monastery Street between Oregon Street and Ida Street.

This suggestion reaches outside of the study area and includes the most significant pedestrian link to the Mount Adams community. Eventual development should include:

- a. wider walking surface;
- b. new paving material;
- c. special crosswalk and corner treatment;
- d. new pedestrian and street lighting.



Priority 2



3. Improve the existing stairway along the Celestial Street right-of-way.

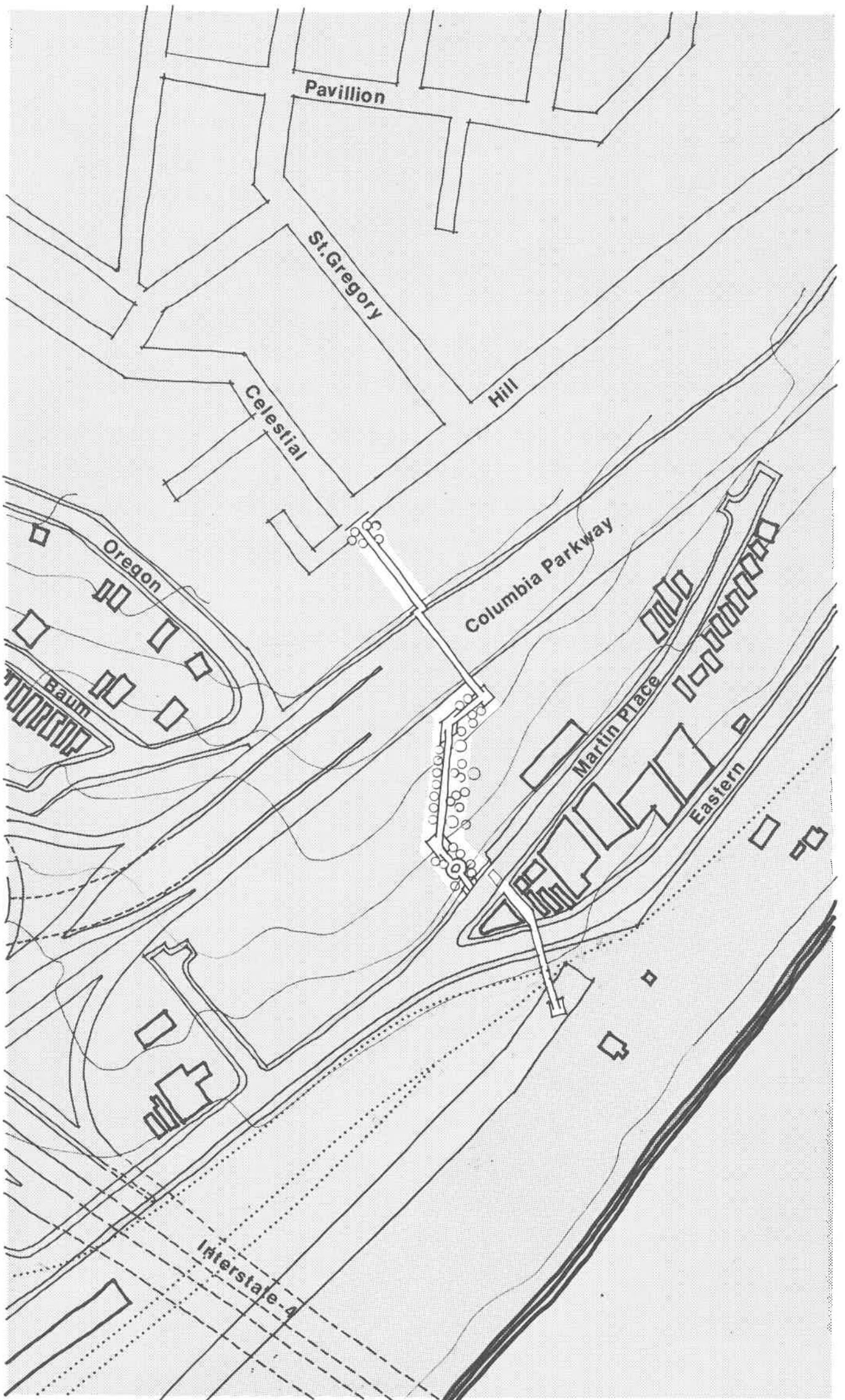
Another important pedestrian link between Lower Mount Adams and the top of the hill is along the Celestial Street right-of-way. The stairs are a portion of the main pedestrian link to the riverfront for the entire community. Eventual development should include:

- a. necessary repair of the existing structure;
- b. trash removal in the surrounding area;
- c. new lighting;
- d. landscaping.

4. Develop a system of pedestrian walkways between the south stairs of the bridge across Columbia Parkway and the proposed Sawyer Point on the riverfront, including a pedestrian overpass across Eastern Avenue near Martin Place.

The proposed system is a continuation of Priority 3. What once was an elegant series of steps and terraces has been destroyed and replaced with an asphalt path winding through a wasteland. (Some elements of the original design remain at Martin Place). The route is used each Good Friday for a traditional procession from Martin Place to Immaculata Church. This focuses city-wide attention on the area. Most importantly, however, the steps function as an important link between Mount Adams and the present and future development of Riverview and the Ohio riverfront. Eventual development should include:

- a. walkways and steps connecting the existing bridge and the stone arch at Martin Place;
- b. restoration of the remaining elements of the old stair and terrace system;
- c. restoration of the arch at Martin Place;
- d. acquisition of necessary property and construction of a pedestrian bridge across Eastern Avenue and the railroad, east of the firehouse at Eastern and Martin;
- e. linkage to the Sawyer Point pedestrian system.



Priority 3 & 4

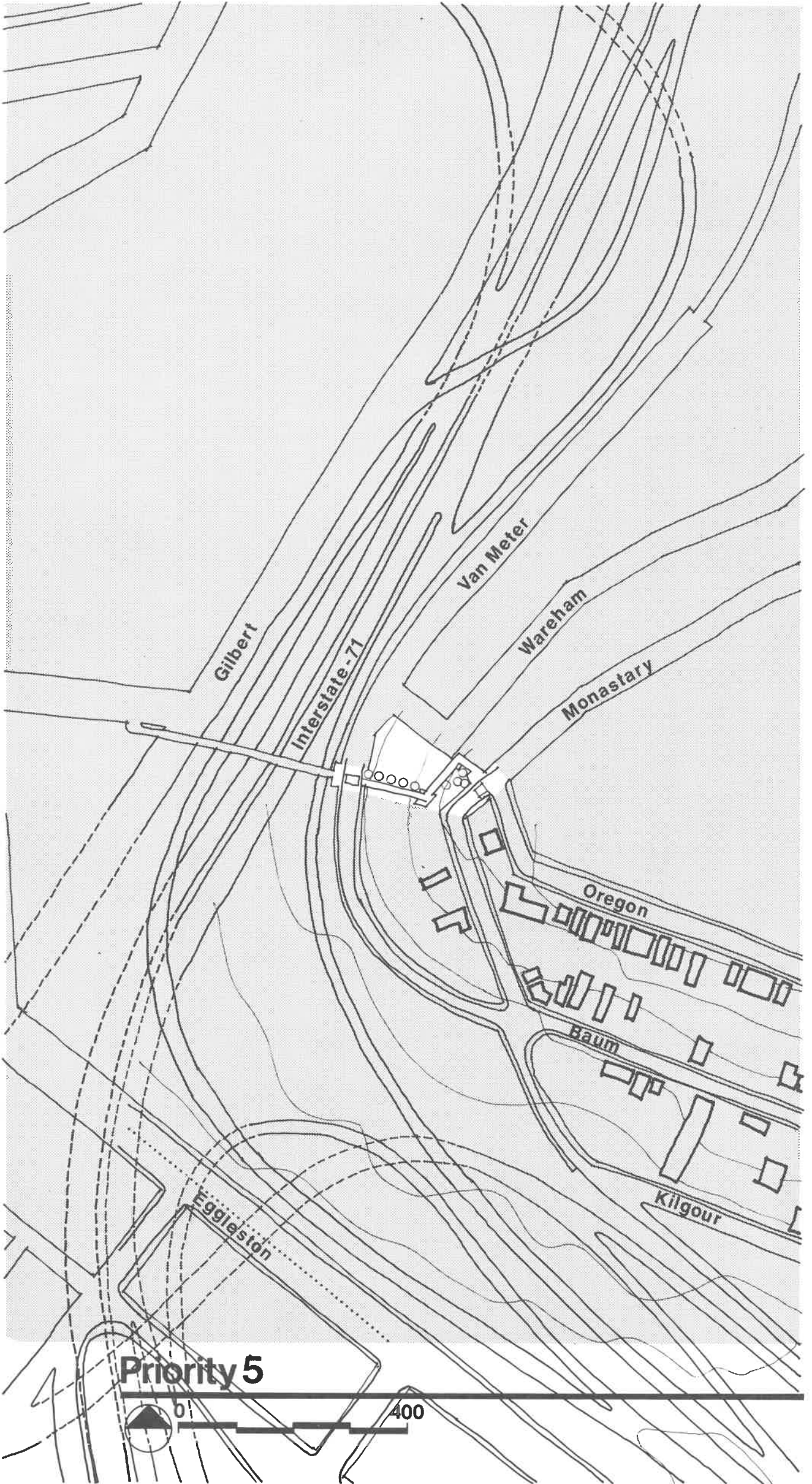


5. Develop sufficient access from Monastery Street to the pedestrian overpass across Interstate-71 to Court Street.

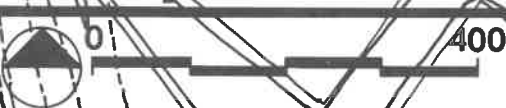
This very important link between Lower Mount Adams and downtown has deteriorated to the point where parts of it have had to be closed. It is difficult to find at Monastery Street; the steps incline too steeply for comfort; the pedestrian is dumped in a street right-of-way with no relief; and the final link to the bridge is undefined. Improvement should reinforce this community link to the City.

Eventual development should include:

- a. expansion of the intersection with Monastery Street;
- b. reconstruction of the walks and stairs between Monastery and Van Meter Street;
- c. installation of special crosswalk treatment across Van Meter;
- d. accentuation of the beginning of the existing bridge across Interstate-71.



Priority 5

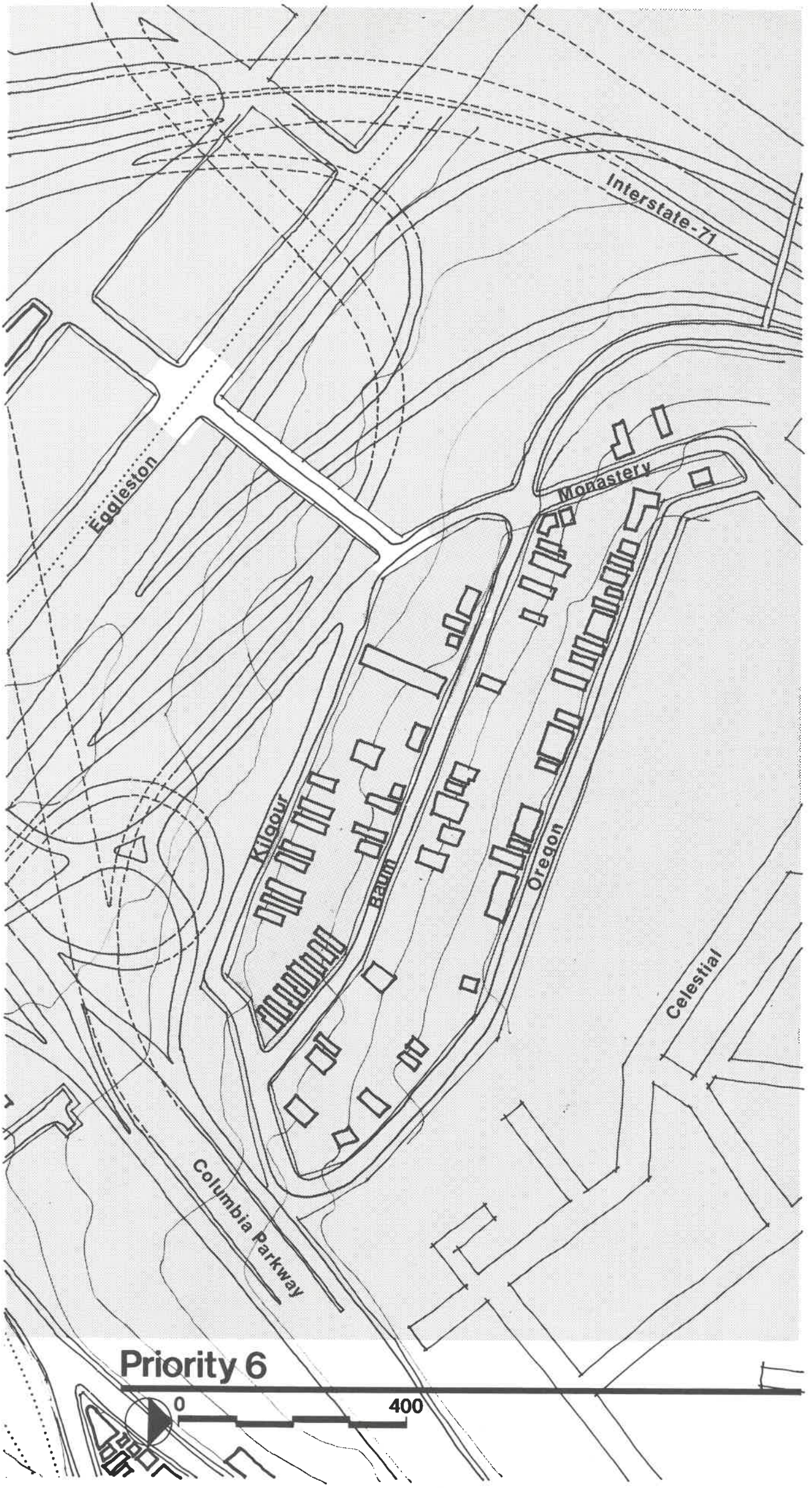


6. Develop vehicular and pedestrian access between Kilgour Street and Eggleston Avenue.

Vehicular access to Lower Mount Adams has become very tenuous since the beginning of expressway construction along Eggleston Avenue. The community needs additional means of access to insure safety and avoid detachment.

Eventual development should include:

- a. engineering studies of alternative solutions;
- b. construction.



Priority 6



7. Heavily landscape all open expressway right-of-way adjacent to Lower Mount Adams.

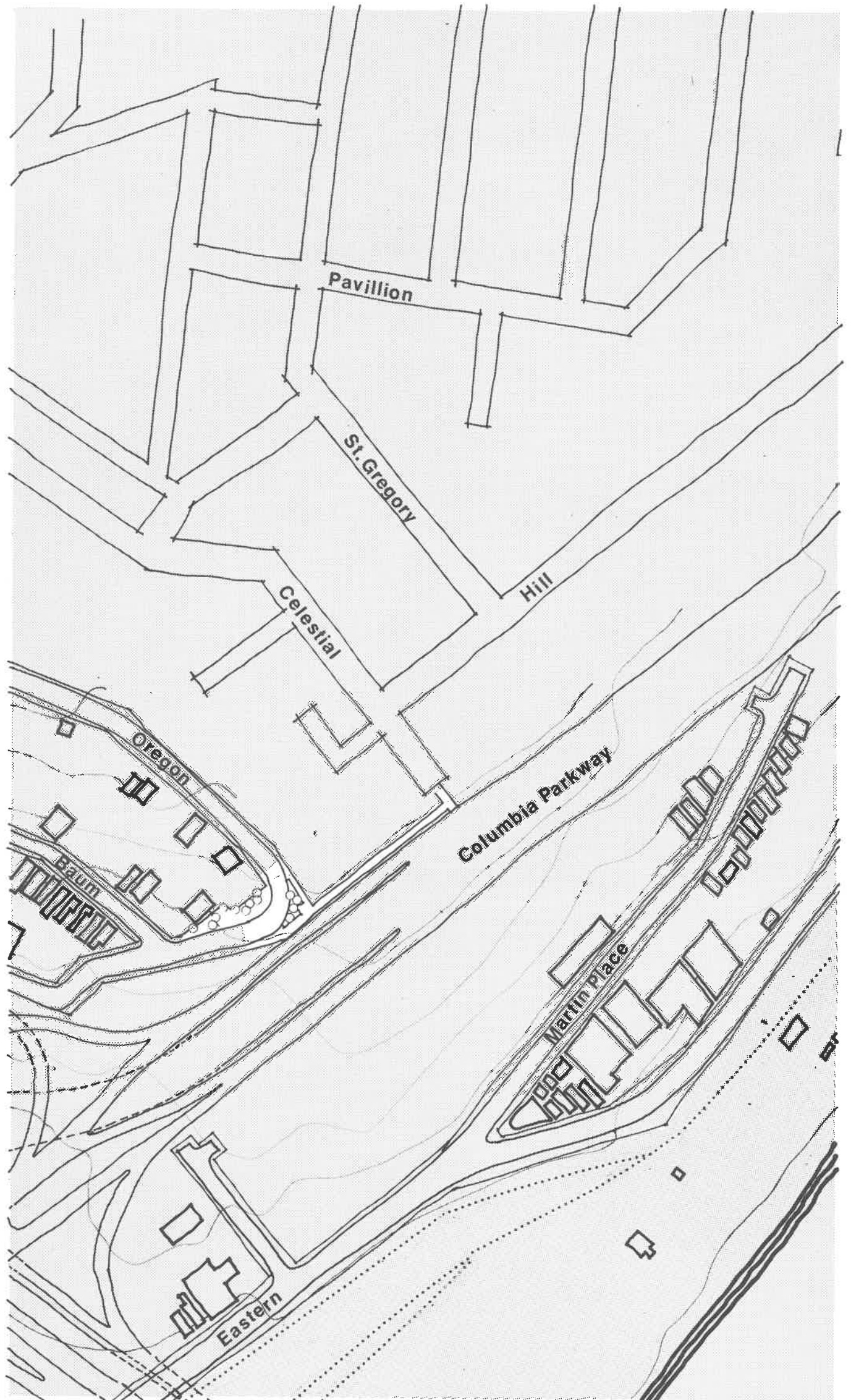
As in all residential areas adjacent to heavily travelled expressways, the human environment of Lower Mount Adams is compromised by the pollution, noise, and unsightly vistas created by the traffic. Trees are the most reasonable solution. As many as will fit should be planted on all unpaved areas of the right-of-way. Conceivably, the landscaping could be left wild with little maintenance needed.

8. Develop an "outdoor room" at the bend of Oregon Street and improve the sidewalk along Columbia Parkway.

This final priority completes the pedestrian walkways connecting the community with adjacent areas. The "outdoor room" would provide a gathering point with expansive views and would provide a prominent entrance to the walkway connecting Lower Mount Adams to the pedestrian bridge across Columbia Parkway.

Eventual development should include:

- a. necessary improvements to the sidewalk;
- b. seating and pedestrian amenities at Oregon Street;
- c. landscaping;
- d. new lighting.



Priority 8



Costs

Note: Sidewalk and street improvement costs at intersections are included as an aggregate under "intersection treatment."

1. Repair curbs, roadways, and sidewalks in the area bounded by Kilgour, Oregon, and Monastery.

a.-c. Undetermined

2. Widen and improve sidewalk on Monastery between Oregon and Ida.

a.-b. Wider surface and new paving \$ 20,400

c. Intersection treatment 9,464

d. New lighting 36,300

Total \$ 66,164

3. Upgrade stairway on Celestial.

a. Repair \$ 7,200

b. Trash removal Undetermined

c. New lighting 8,800

d. Landscaping 2,650

Total \$ 18,650

4. Pedestrian walks, Columbia Parkway to Sawyer Park.

a. Walkways and stairs \$ 15,790

b. Stairway and terrace restoration 8,250

c. Arch restoration 5,170

* d. Pedestrian bridge 666,000

e. Linkage to Sawyer Park (included in a.-d.) Undetermined

f. Landscaping 6,100

g. New Lighting 33,000

Total \$734,310

* Does not include acquisition, demolition or site preparation costs, which need to be determined at time of appraisal.

5. Develop sufficient access from Monastery Street to the pedestrian overpass across I-71 to Court Street.

a.	Intersection expansion	\$ 9,464
b.	Walk and stair reconstruction	16,900
c.	Intersection at Van Meter	9,464
d.	I-71 bridge treatment	<u>Undetermined</u>
	Total	\$ 35,828

6. Vehicular and pedestrian access between Kilgour and Eggleston.

a.-b.		Undetermined
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7. Landscape all expressway adjacent to Lower Mount Adams.

Landscaping	\$315,950
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8. Outdoor room at bend of Oregon and sidewalk improvement along Columbia Parkway.

a.	Sidewalk improvements	\$ 5,700
* b.-c.	Seating, amenities, and landscaping	13,510
d.	New lighting	<u>13,200</u>
	Total	\$ 32,410

* Does not include acquisition, demolition or site preparation costs, which need to be determined at time of appraisal.

Appendices



Environmental Considerations

Before a Community Development project can be funded it must undergo assessment to determine its physical, aesthetic, social, and economic impact on the environment. The major physical and aesthetic influences considered in this plan are listed below, including the positive and negative aspects of each. Economic influences are explained in the Appendices, "Implementation" and "Market Study".

A. Ohio River

1. Beneficial impacts
 - a. affords spectacular views
 - b. lends a unique character to the East End
 - c. permits large- as well as small-scale development nearby
 - d. affords extensive recreation and generates related development
2. Negative impacts - regular flood cycle
3. Necessary protection for the river
 - a. restrict adjacent development to river-oriented uses
 - b. assure public access to the river along most of its length

B. Flood Plains - Ohio and Miami River

1. Beneficial impacts
 - a. dense vegetation
 - b. afford expansive views
 - c. lend themselves easily to recreation and natural open space
 - d. lend unique character to the neighborhoods
 - e. permit small- and large-scale development
2. Negative impacts
 - a. regular flooding
 - b. unstable soil conditions
3. Protection needed
 - a. maintain a clear floodway, if possible, allowing the river to expand and contract naturally
 - b. minimize intrusions which eliminate storage space during a flood and which worsen conditions upstream
 - c. restrict development to commercial, industrial, and public uses relating directly to the rivers and devote as much land as possible to parks, open space, and recreation.

C. Little Miami River

1. Beneficial impacts
 - a. virtually untouched natural river for its entire length
 - b. unique asset in a major urban area
 - c. provides recreation and nearby wilderness
2. Negative impact -- floods
3. Protection needed
 - a. no development of any kind along the banks for its entire length
 - b. public control of all adjacent property
 - c. dense screening from existing and new nearby development

D. Hillsides

1. Beneficial impacts
 - a. dense vegetation
 - b. provides neighborhood definition and character
 - c. affords expansive and spectacular views
2. Negative impacts
 - a. slide conditions
 - b. unstable soil requiring special precautions for development
3. Protection needed
 - a. control development on and cutting into hillsides
 - b. seek permanent means to stabilize hillsides
 - c. landscape where necessary

E. Open Space, Parks, and Recreation

1. Beneficial impacts
 - a. large percentage of land in East End devoted to open space, recreation, and parks
 - b. extensive vegetation
 - c. provide unique character
 - d. reduce noise and air pollution
 - e. protect floodways of both rivers
 - f. protect hillside from harmful development

2. Negative impact -- usable land for new development cannot be made available while retaining large percentage of open space.
3. Protection needed
 - a. public control of existing open space
 - b. expand control to those areas undesirable for new development
 - c. control expansion of public transportation arteries
 - d. control developed areas threatened by flooding

F. Living Environment -- Protection Needed

1. Contain transportation arteries with open space
2. Open floodway where feasible
3. Eliminate blighting influences
4. Develop strong pedestrian linkages
5. Support existing homeowners efforts to maintain their properties
6. Restrict heavy through-traffic, particularly trucks

G. Visual Environment -- Protection Needed

1. Preserve and expand landscaping
2. Construct aesthetically pleasing public improvements
3. Control design of new development
4. Remove blighting influences
5. Protect views
6. Protect open hillsides
7. Protect rivers and floodways

H. Historical Preservation

1. Compile a list of historically valuable properties
2. Register sites and districts
3. Preserve and restore where feasible
4. Suggest imaginative and economically feasible re-uses
5. Establish an "Historical Village" image in Columbia-Tusculum
6. Reinforce the river heritage

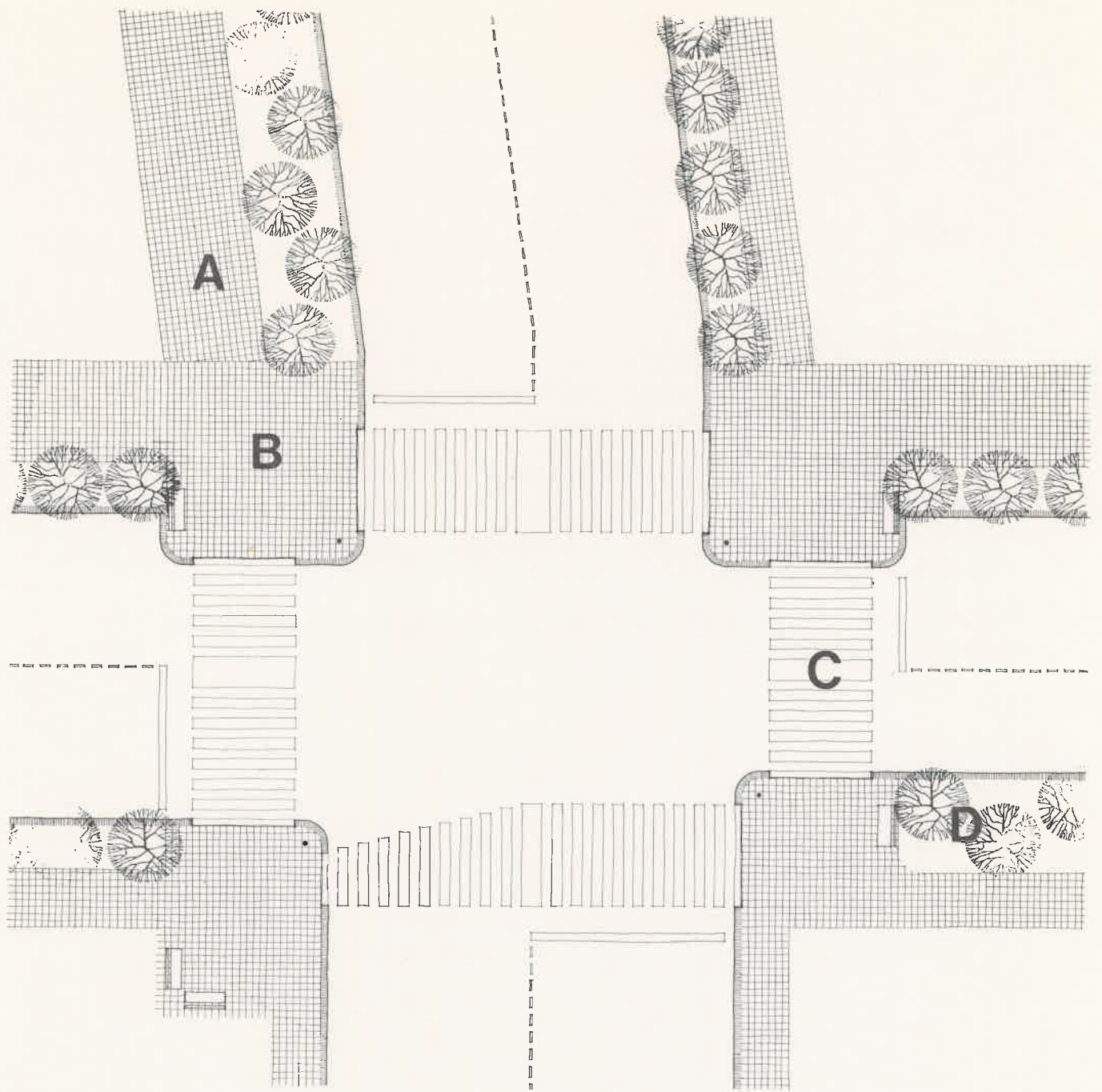
Design Prototypes

INTERSECTION TREATMENT

The plan recommends altering existing intersections to encourage increased use by pedestrians and, through the choice of materials, to help establish a visible identity for the community.

Vehicular traffic patterns permitting, the walking surface should be expanded to express the gathering of people and to signal the imminent conflict with the automobile.

Well-considered pavement materials and strongly defined crosswalks will suggest to pedestrians that their needs have been considered and begin to encourage walking as an alternative.



A new paving material

B expanded corner

C crosswalk treatment

D landscaped safety strip

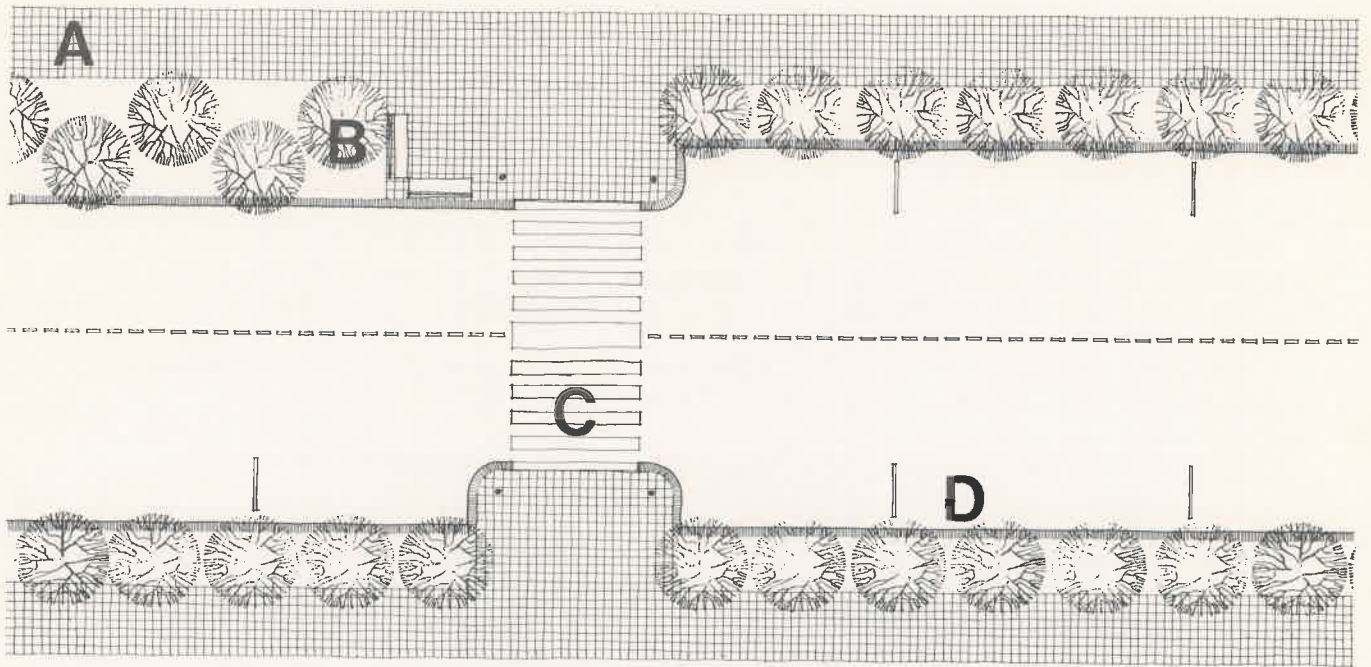
STREET TREATMENT

The strong definition of pedestrian domain begun at the intersections would continue along the connecting streets.

Landscaped safety strips would lend beauty and provide a barrier between car and human.

Parking could be consolidated along segments of each street leaving some areas free of cars.

Mid-block crosswalks should get the same treatment recommended for intersection crossings.



- A** new paving material
- B** landscaped safety strip
- C** crosswalk treatment
- D** parallel parking bays

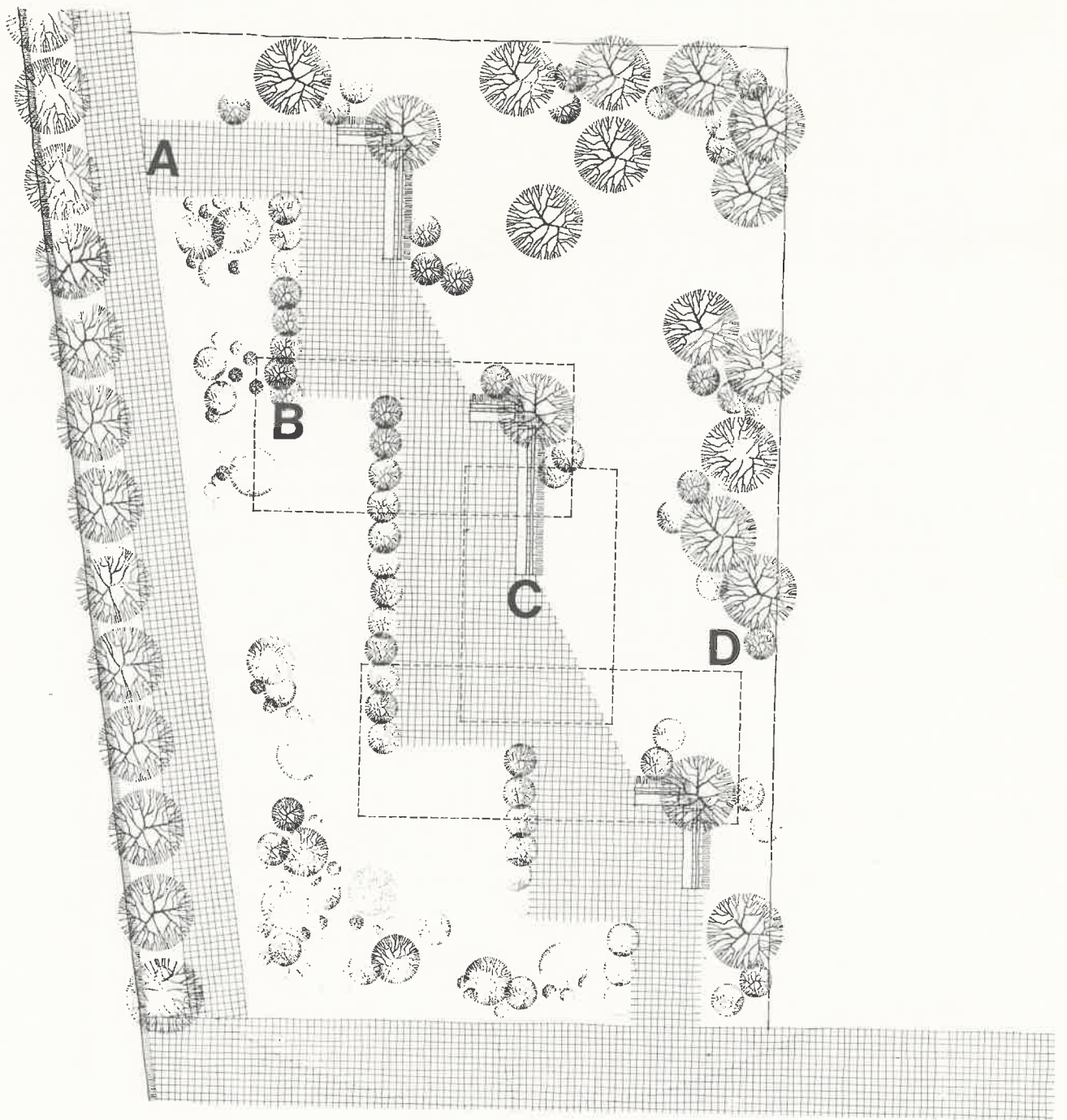
OUTDOOR ROOM

At certain intervals along streets small parks called "outdoor rooms" would provide the release of an expanded pedestrian environment. It would become an opportunity to rest, talk, and meet neighbors.

It could provide shelter from weather and, in certain cases, provide an attractive entry definition for the community.

Benches and street furniture located at intersections and crosswalks would make them smaller versions of "outdoor rooms."

The suggested changes to streets and intersections would begin to combat the negative impact of the heavy vehicular traffic constantly flowing through the East End Communities. It would encourage people to walk and make use of services available close to home.



A new paving material

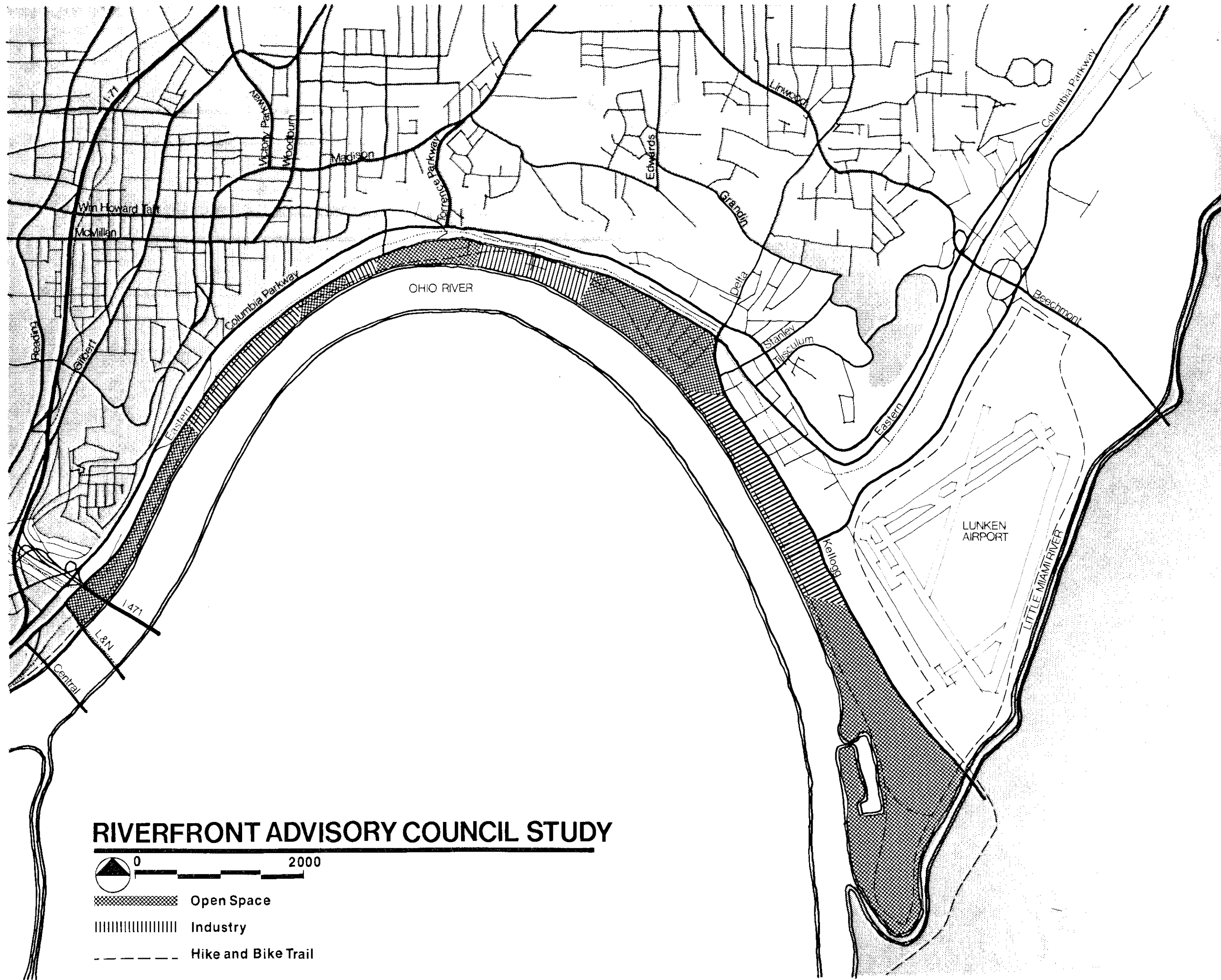
B shelter

C seating

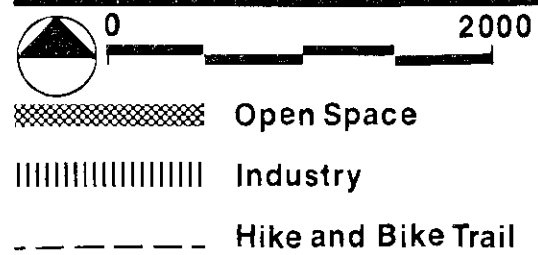
D landscaping

Riverfront Advisory Council

In July of 1976 the Riverfront Advisory Council published A Study of the Cincinnati Riverfront. Because of the strong influence of the Ohio River on the form and life of the East End communities, the Task Force has coordinated its land use recommendations with those included in the RAC study. The recommendations attempt to balance the industrial use of the riverfront with the city-wide desire to have access to the River for recreation. The continuous Hike and Bike Trail included in the RAC study would provide the necessary continuity of public use through the intermittent riverfront industry.



RIVERFRONT ADVISORY COUNCIL STUDY



Market Study

East End NBD Economic Viability Survey

Submitted by:
Howard Tommelein Associates

Date:
February 24, 1976

I. Introduction

A. Background

Howard Tommelein Associates has been engaged by the City's Department of Urban Development on behalf of the East End Task Force to assist these two organizations in making a determination as to whether or not it is possible and desirable to initiate joint public/private programs in an attempt to "revitalize" the East End Business District. The District itself is defined by all existing retail service and commercial establishments along Eastern Avenue from Stanley to Airport Road.

HTA subsequently engaged in a "fact finding" process during the months of November and December 1975, and early January 1976. Individual interviews were conducted with owners and operators of the area's businesses. Interviews were supplemented, when possible, with a questionnaire.

In addition, HTA called upon decision makers from the financial community to solicit their insight and perspective on the possibility of a revitalization. Consideration of alternative land use was also explored particularly in light of the unique convergence of rail, river, air, and vehicular transportation systems adjacent to the present business district.

B. Consultant's Perspective

HTA, as an outgrowth of its involvement and experience in other NBD settings, has developed an overall perspective on NBD's and their development potential. The basic tenants of this perspective are as follows:

1. that a business district is normally a significant component of an urban geographic area which exhibits the characteristics of a "neighborhood" or "community." An NBD is the economic servant of such a neighborhood or community and usually serves as a center or focal point. It provides community residents with basic and necessary goods and services, convenient to their homes (or daily transportation systems) while also providing employment and investment opportunities. A neighborhood or community should therefore, if it is at all reasonable, maintain a viable NBD. Certainly a deteriorating NBD "blights" the community image, detracts from adjacent property values and inhibits growth of the tax base.

2. that, within any NBD there are both "givers" and "takers." The former are business people who are concerned about the community and its business district and who are willing to invest both themselves and their resources in revitalization efforts. The "takers" are exploiters; their principle concern is their continued ability to extract dollars from the community without regard for its future;

3. that a NBD will exhibit both strengths and weaknesses, both the good and the bad. Revitalization efforts, while attempting to build on identifiable, positive strengths, must also be willing to confront the negative; and

4. that the revitalization of a NBD must rely upon joint public and private sector initiatives; that the introduction of public sector resources alone, without a private sector response, will not produce a revitalized NBD.

C. Viability Characteristics

The presence of economic viability for an individual NBD is determined by the extent to which a given NBD exhibits a set of characteristics which, if significantly present, constitute overall economic viability. Therefore, the principle purpose of HTA's fact-finding endeavor was intended to determine to what extent, if any, these characteristics of viability were present within the East End Business District.

Specifically, HTA was concerned with the following characteristics of the NBD:

1. the propensity for new investment and reinvestment in retail/service establishments;
2. the presence of a local, indigenous population (market) capable of sustaining the existing NBD;
3. the extent to which the NBD is capable of attracting consumers from beyond the local market area;
4. the extent to which the NBD is an environment perceived to be safe and non-threatening to business people, their employees and customers;
5. ease of access to the NBD in terms of on-street parking, off-street parking, and local public transit service;
6. the overall attractiveness of the NBD as reflected by the appearance of its buildings, sidewalks and gutters; the character of the traffic flow along its primary street; and
7. the degree to which its merchants interact with one another and perceive the business district as a unified entity, and not a random collection of individual business establishments.

II. Principle Findings

A. Characteristics of Economic Viability

1. Propensity for new investment and reinvestment within the NBD.

No evidence of actual or anticipated new investment in the NBD was encountered. Several business owners did acknowledge recent "out of pocket" improvements to their properties which were occasioned by prior acts of vandalism. For the most part, owners and operators answered "no" when asked if they had or intended to make any improvements to their businesses.

The notable exception to this overall pattern was exhibited by Tarvin's Plumbing Company which had recently remodeled a portion of its building to allow for expanded merchandising display.

2. Local market sufficiently adequate to support the NBD.

A frequent concern of East End business people was the economic consequences of a declining population base. The condemnation of houses along Columbia Parkway coupled with a perceived increase in Welfare-rental property and the relative absence of owner occupied single-family residences denoted a shrinking local market with relatively less expendable dollars. The fact the NBD has recently lost its hardware store, which had a long history in the community, and contains several marginal businesses (second-hand stores open on a part-time basis), also lends support to a declining local market and has strong implications for the overall viability of the NBD.

3. Ability to attract consumers from beyond the local market area.

The overall NBD is not attracting significant outside consumer trade. However, several businesses within the NBD do individually attract outside consumer trade. For example, Tarvin's retail plumbing supply and bathroom fixture business is almost exclusively non-local; the Stag Bar primarily serves a clientele of men who grew up in the East End and have subsequently moved out to other communities; Chapel Antiques functions principally as an antique repair and refinishing service for non-East End residents.

Trade generated from without does not serve to supplement an already marginal local market. Rather, it serves as an alternative to the absence of a local market for particular businesses which could not exist as retailers without their self-generated external market.

The presence of several non-retail commercial establishments along Eastern Avenue is also reflective of the NBD's unique reliance upon external markets. Linwood Products serves the general merchandizing needs of Cincinnati chain discount stores and AAA Carpet Inc. brokers new residential carpet installations for major department stores.

4. A safe, non-threatening environment.

The single most dominant shared concern of East End business owners and operators was in regard to juvenile vandalism and its impact upon the business district. For many, this problem was directly linked to a white Appalachian welfare population which has apparently failed to provide adequate parental supervision. Teenagers, pre-teens, and even pre-schoolers spend their free time on the streets and frequently engage in acts of vandalism, rowdy behavior, and petty theft which have yet to be remedied. With the exception of the pool hall and bars, all other East End businesses maintain daylight shopping hours only.

On the other end of the age spectrum, the East End also exhibits the character of a "mini-bowery" with several elderly alcoholics roaming along Eastern Avenue seeking handouts.

Therefore, the East End Business District cannot be characterized as a non-threatening, safe environment. The aforementioned problems coupled with virtually non-existent consumer pedestrian traffic and "drive by" police enforcement do not impart a feeling of personal security necessary to a viable NBD.

5. Ease of access

Given the current patterns of utilization (local pedestrian trade, selective external patronage), the absence of off-street parking does not appear to impose any particular handicap to the business district. On-street parking appears to be adequate although several merchants did complain about the police's pre-occupation with checking for meter violations.

Given a higher level of overall utilization, limited parking space could become a more critical issue and a significant constraint to overall revitalization efforts.

Metro service along Eastern Avenue is infrequent and is principally intended to connect outlying communities to the downtown area rather than to serve as an intra-community transportation system. "Ease of access" in its current state appears to be a somewhat neutral factor in the NBD's overall economic viability.

6. Attractiveness.

The East End Business District is without question a depressing, unattractive environment. With the noticeable exceptions of Tarvin Plumbing, Schneider's Pharmacy, and the Gilligan Funeral Home, both the interiors and exteriors of all other businesses lack aesthetic appeal.

Dirty sidewalks and gutters, numerous vacant buildings, random discontinuity of retail establishments, and an uninterrupted flow of traffic (including many heavy trucks) from Stanley to Airport Road contribute to an unattractive environment.

The Kellogg estate and the two homes adjacent to it, while creating residential discontinuity among commercial establishments, do provide a potentially charming counterbalance to an otherwise unattractive environment and may indeed constitute a major resource for the future of the area. Additionally, the mini-residential community along Morris Place and Tusculum, and the Stites House, while not present on Eastern Avenue per se, define the best of what currently exists within the immediate area and should be given ample consideration in any program to upgrade the East End.

7. Level of interaction among business owners and operators.

Most of the merchants interviewed did acknowledge maintaining nominal social relationships with some other merchants, if nothing more than occasionally shopping at their stores and exchanging social pleasantries. With one exception, no apparent hostilities exist between merchants and there appears to be a general willingness to collaborate if the leadership were to be provided.

At the present time, however, the interaction among merchants is certainly not sufficient to engender a shared perception of the business district as a unified entity. There is no formal or even informal business association and, for the most part, each individual business continues to exist in almost total isolation from the others. No effective group promotion or problem-solving action exists.

III. Recommendations

A. That the City and the Task Force should strongly encourage the establishment of a smaller and more compact shopping area along the western section of Eastern Avenue.

Comments: It is the considered judgment of HIA that the market necessary to adequately support and allow for the revitalization of the entire business district no longer exists. The relative isolation of the East End and the presence of more viable business districts serving the "hilltop" communities also suggests that the prospect for significant non-specialized external consumer demand is unlikely.

The immediate need and opportunity is, therefore, that of retaining and enhancing the best of what already exists and of insuring the continuation of basic neighborhood consumer goods and services for the present population. Specifically, the development of a small compact East End NBD will require the relocation of several existing businesses as appropriate space and terms become available.

B. Overall plans for the East End and efforts to develop a "new" compact NBD must acknowledge the importance of the Tusculum/Morris Place residential community and the potential historical value of numerous buildings within the immediate area.

C. The block bounded by Columbia Parkway, Delta, Eastern, and Stanley does not merit major public investment at this time on the premise that it will stimulate major retail development. Sizable public investment in this block should await the development of a privately sponsored plan which incorporates a feasible financial program.

Comments: Some previous planning outcomes posed the possibility of a sizable retail development in the block bounded by Columbia Parkway, Delta, Eastern, and Stanley. HTA could find no evidence of private sector support for such an idea. In fact, certain major retailing people suspect that Metropolitan Cincinnati has about reached saturation in the development of major retailing facilities.

The changes proposed for Columbia Parkway also pose considerable uncertainty for the foreseeable future.

D. The eastern section of the current business district should ultimately be abandoned as a setting for retail establishments and serious consideration should be given to alternative land use.

Comments: The eastern section of the business district, characterized by a greater number of "marginal" businesses, has already begun to be utilized by non-retail commercial establishments, and has numerous vacant properties. This area is, therefore, relatively less stable than its western counterpart, and is more subject to alternative land uses. Specifically, the commercial/industrial potential of the property along the southern side of Eastern Avenue, east of the elementary school, should be given adequate consideration.

Comments: The East End is endowed with a charming single family residential neighborhood extending along Tusculum both north and south of Columbia Parkway. This neighborhood constitutes a recognizable, local market for the compact NBD.

The Kellogg Home, the two large homes immediately adjacent, the Stites Home, and the Spencer Township Hall are all important historical buildings within the immediate area of the Tusculum/Morris Place residential community and the proposed compact NBD.

HTA recommends that this area should be designated as an historical IDC and the key properties placed on the National Register. The East End community should also seek to establish an Historic Preservation Trust which would acquire and maintain historical buildings within the IDC. At the present time all these properties are privately owned and are in need of improvements. They are not being maintained for their historical value and the potential for community and NBD revitalization is not being realized!

These properties, if preserved and maintained, collectively offer an historical image which could be employed as the central and unifying theme for a "new" compact NBD. Specifically, an historic theme could promote a more fully developed antique trade. There are already present several businesses involved in some aspect of antiques, although there is no retail antique store per se. The external customers that antique and other possible specialty shops would attract could permit the establishment of a restaurant and perhaps even a small inn.

E. The overall potential for industrial/commercial development within specifically designated non-residential sections of the East End should be given serious and immediate attention.

Comments: The convergence of air, rail, barge and ground transportation within the East End constitutes a unique potential resource for commercial/industrial development. Penn Central is presently attempting to sell many of its undeveloped real estate holdings in the East End, particularly properties adjacent to the Undercliff Yards. These parcels, in addition to other potentially available parcels, could provide the acreage necessary for large parcel assemblage and/or a commercial/industrial park that would create new employment opportunities within the East End. This potential for development should, therefore, be further investigated and if judged feasible, should be actively pursued.

Persons Interviewed by HTA
(other than East End Business People)

Captain Slaughter District 6, Cincinnati Police Department

K. Wiesenbough Chamber of Commerce, Economic Development Group

R. Docter Cincinnati Planning Commission, Staff to Riverfront
Advisory Commission

E. Berman Chairperson, Cincinnati Planning Commission

M. Bierman Assistant to the City Manager

J. Selonick Vice-President, Real Estate Development,
Federated Department Stores

R. Grieme Industrial Development Consultant to the
Department of Urban Development

M. Ainsle Administrative Vice-President, N-Ren Corporation

R. Kenney Acting Superintendent, Lunken Airport

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D. Highlands Vice-President, The Central Trust Company

J. Wuenker Director, Area Development Division, The
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Industrial-Commercial Sub-Committee of the Riverfront Advisory Committee

Implementation

The Community Development Block Grant Program is the major tool for City development activities in the East End. Other Federal and City monies may become available through the Economic Development Administration, the various Federal housing programs, the City Capital Improvement Program, Tax Abatement, and Tax Increment Funding. (See Appendix, Available Funding Sources.)

I. Community Development Background Information

A. The 1972 Neighborhood Development Program (NDP) application and its approval by the Department of Urban Development established the eligibility of the East End for assistance under Title I of the Housing Act of 1949 as amended. The planning monies used in the development of this plan are a result of that eligibility.

The Community Development Block Grant Program (CDBG) does not generally place geographic eligibility limitations upon the use of its funds (with the exception of certain Model Cities hold-harmless activities); rather, the CDBG program permits the expenditure of funds for a wide range of eligible activities including most of the activities previously permitted under the NDP and conventional urban renewal programs. The major condition on the use of CDBG funds is that they not be applied in scattered fashion, but rather in a concentrated manner.

B. Through the Community Development Block Grant, funds for planning, development-related design, property acquisition, demolition, site improvements, low-interest loans, and public improvements become available each year. This procedure will allow logical development of realistic increments towards the achievement of the total East End plan.

C. The amount of money available each year will depend upon the yearly appropriation by the Federal government. The priority which East End projects rate among all City projects will determine the availability and amount of funds for the East End. Both citizens and City staff cooperate in determining these priorities.

D. City Council's role in the implementation process is three-fold:

1. it must approve the incorporation of the East End plan into the over-all plan for the City;
2. it must approve subsequent area improvements and programs (using City and Federal funds) which carry out the priorities defined by the East End plan;
3. it must approve the sale of any City-owned sites to private developers. Land costs are set to render such private development feasible and to assure the highest-quality execution. City Council also adopts a disposition agreement to which the private developer must conform.

II. Staging of Implementation

In order to use CD as the major implementation tool for development, the East End Area has been analyzed to determine the magnitude of costs involved, the extent to which local agencies or the market can absorb the proposed housing sites, and the family and business relocation problems.

A. Based upon engineering studies and cost estimates the cost of acquisition, demolition, public improvements, and amenities will approximate 9 million dollars. The possibility of funding all of this is not realistic within existing programs. More realistically, each area's first three developmental priorities, as follows, might be funded: Highlands \$437,120, Linwood \$680,450, Columbia-Tusculum excluding railroad widening \$348,328, Lower Mount Adams excluding the bridge to Sawyer Point \$153,124.

This envisions development in all areas of the East End. The plan provides that first year funding (1977) shall be used primarily to improve each neighborhood, to remove blight, and to install public improvements along the Stanley Avenue-Eastern Avenue business area.

The 1978-81 funds shall reinforce each area and be selected from those priorities defined by each community. Based on current levels of CDBG funding, an allotment of \$200,000 - \$300,000 per year to the East End appears realistic.

B. Market Absorption, Family and Business Relocation.

The major concept of the East End plan is support for the existing housing stock through extensive upgrading of its surroundings; the area should then attract new housing. A major problem to overcome is the lack of federal programs and loans for housing in the flood plain. It is hoped that new legislation will be forthcoming allowing some rehabilitation loans to support flood plain housing. The plan recommends that an extensive housing market study be made of selected housing sites, and that strategies for funding be established. This is the highest priority in the Highlands area.

C. Relocation of households and businesses is seen as a major problem in the implementation of the East End Plan. It is recommended that each development proposal and acquisition proposal provide relocation policies within its package. It is further recommended that relocation take place in accordance with well-defined programs permitting financial compensation. Of greatest importance are minimum disruption of existing business operations, ease of relocation, reasonable cost, and family location preference. (See Appendix, Relocation Policies.)

III. Developer Selection and Design Review

A community's requests and proposals for public improvements in the East End should be submitted to the City Manager's Community Assistance Teams, which will, in turn, submit them to the appropriate City agency - generally the Department of Development. Private developers should work with the Department of Development, which will submit plans to the East End Task Force. When all participating agencies (City and community) concur, the recommendation will go to City Council for final decision and approval.

The first right of refusal will be given to neighborhood development agencies. However, the involvement of all landowners, citizens, and tenants will be encouraged during the review process or when possible through inclusion on the Team.

The plan recommends that certain areas of the East End be studied for inclusion into Environmental Quality Districts. If selected, area boundaries should be defined, design guidelines prepared, and a review process established.

Available Funding Sources

I. Community Development Block Grant Funds:

A. Funding of projects and activities relating to the planning, design, development and/or upgrading of commercial and industrial areas including such actions as acquisition of real property, relocation of site occupants, demolition of structures, construction of support public improvements.

B. Funding of Commercial-Industrial Rehabilitation Loan Fund and CDRLF for the purpose of providing low interest-high risk loan capital to support neighborhood based private efforts.

C. Funding of those general neighborhood public improvement activities, such as NIP and spot projects, designed to upgrade the residential environment through the investment beyond normal maintenance levels in neighborhood-serving public works such as streets, sewers, walkways, etc. Also included is the elimination of blighting conditions such as abandoned structures and out buildings.

D. Funding of activities related to the development and/or upgrading of the City's housing stock, primarily by the following means:

1. Community Development Homeowner Rehabilitation Loan Fund which assists low income homeowners in the rehabilitation of their residences through low interest loans or rebates.

2. "Non FHA" Homesteading Program using Community Development funds to purchase suitable structures for resale to the "homesteader" at a write down in cost.

3. Community Development Revolving Loan Fund shall provide loan capital to NDC's for rehabilitation activities. These are low interest-high risk loan situations.

4. Selected Site Acquisition for New Housing can occur under favorable conditions, such as when a developer is available.

E. Funding of those activities related to the preservation, upgrading, and/or development of public recreation and open space facilities.

F. Funding of local matching share for other state and federal physical development programs such as, National Endowment for the Arts, Bureau of Outdoor Recreation, Department of Transportation, and other programs where the activities under these programs are consistent with CD eligible activities.

II. Other Federal Programs Which May Assist Development:

A. Economic Development Administration - Extension of 1965 Act;

1. EDA Commercial-Industrial Capital

- a. Public Facilities Monies
- b. Business Development Loan Guarantees
- c. Interest Subsidies
- d. Technical Assistance

2. Title I of the Employment Act of 1976 - Funding Public Works activities for which construction drawings have been completed and which are consistent with urban design or longer range planning documents. This program was initially conceived by the Federal Government as a one-time funding action to stimulate employment, however, the new Federal Administration may continue to utilize the current mechanism.

III. City Programs Which May Assist Development:

A. Annual City Capital Improvements Program - City capital funds are provided to meet the condition of local maintenance of effort in areas where Community Development program activities are occurring. Activities include maintenance, code enforcement activities and NIP type activities.

B. Local Tax Abatement Program - This tool is to be used by private developers who own the development site from the outset. It provides abatement of taxes on the increased value of the development site for a period of time established by agreement between the City and the developer.

C. Local Tax Increment Bond Funding - City provides front end funding to provide the development site through issuance of bonds. The tax increment generated by the development is set aside and used by the City to retire the bonds.

IV. Federal Housing Programs:

A. Section 221 (d) (3) plus Section 8 - Provides market rate interest financing to nonprofit corporations or limited dividend corporations, also, permits 100% of units to be rent subsidized above 25% of occupants income.

B. Section 221 (d) (4) plus Section 8 - Provides market rate interest financing to profit corporations or developers and permits 100% of units for elderly or 20% of family (low and moderate) units to be rent subsidized above 25% of occupants income.

C. Section 231 plus Section 8 - Provides market rate interest financing for new or rehabilitated elderly housing units, also, permits 100% of elderly units to be rent subsidized above 25% of occupants income.

D. Section 235 - Provide an interest subsidy down to 5% for new or rehabilitated single family housing units within the development cost range of \$29,000 to \$33,000.

E. Section 202 - Provides interim interest subsidy for construction of elderly housing - grant brings interest down to between 6% and 6 3/8%.

F. Section 236 - Provides multi-family units mortgage guarantees and permits 40% of units to be rent subsidized above 25% of the occupants income. If the other 60% does not rent up Section 8 add on's can be utilized.

G. Section 8 - Provides unit rent subsidies above 25% of the occupants income for the following types of units:

1. Rehabilitation Units - FHA insured private properties.
2. Rehabilitation Units - Non-FHA insured private properties.
3. Rehabilitation (Bonus) Units - Vacant and sponsored by NDC's.
4. New Construction Units.
5. Existing Housing Units - Through CMHA conduit.

V. Future Federal Housing and Development Programs:

A. Community Development Block Grant Program is expected to be continued through fiscal 1980 with the possibility of significantly lower funding levels.

B. It is hoped that forthcoming new federal housing legislation will provide stimulation of multi-family housing construction through programs similar to the Section 236 and Section 221 (d) (3) programs of the recent past.

Relocation Policies

Under the 1970 Relocation Act, a displaced person may be eligible for two types of payments:

1. Moving
2. Replacement Housing

These payments are Federal money, are non-taxable, and will not affect Social Security, Supplemental Security Income, or welfare payments. The amount for which a displaced person is eligible under the law depends upon the individual situation. A displaced person should contact a relocation representative (352-3453) to ask any questions. If he or she is not satisfied that payments have been fairly determined in accordance with the law, there is a right to appeal.

I. Moving Payments

If someone is required to move because of government action he or she may be eligible for a moving payment. There are two types: "actual expenses," or "fixed payment." The displaced person may choose either one depending on the situation.

Under "actual expenses" the City pays all reasonable moving costs approved by its office. Costs include packing, insurance, bids, transportation within 50 miles, and necessary storage. Under this type of payment the displaced person pays the mover directly (unless special arrangements are made with a representative before moving). The displaced person then gives the representative the mover's bill as proof of the amount paid; he or she signs a claim for payment; and the City then sends a check in the amount of the bill, generally within three to four weeks.

Under the "fixed payment" method the City pays the displaced person a fixed amount for moving. The amount is:

- A. \$50 per room for each room of furniture being moved, up to six rooms. The maximum is \$300 even if there are more than six rooms. If the person is in a furnished apartment, he or she is eligible for \$30 for the first room and \$10 for each additional room.
- B. \$200 as a dislocation allowance to help pay for other expenses incurred in moving.

Thus, the maximum one can receive under this method is \$500. The displacee pays the mover directly (or moves himself); he signs a claim for payment; and a check is sent within three to four weeks.

II. Replacement Housing

A. Homeowners

The Replacement Housing payment for homeowners is made to homeowners whose property is being purchased by a HUD project and who wish to buy another house. If the homeowner does not want to buy again, he is eligible for the Replacement Housing payment for Tenants and certain others.

To be eligible for this:

1. one must have owned and lived in a house for at least 180 days before negotiations for purchase of the house begin. If one has owned and lived in a house for fewer than 180 days, but more than 90 days before negotiations, he is eligible for the Replacement Housing Payment for Tenants and certain others. If one has owned a house for fewer than 90 days before negotiations, he is not eligible for a Replacement Housing Payment;
2. the displaced person must purchase and move into a new house within one year from the date he or she moves out of the old house. The new home must be in decent, safe, and sanitary condition.

If a displaced person meets these two conditions he or she may be eligible for up to \$15,000. The exact amount is determined by the individual situation. Payment will be made at the closing on the new house.

This payment is to help pay:

1. possible higher cost of replacement housing which is decent, safe, and sanitary;
2. higher interest rates;
3. other expenses which are involved in buying a house (closing costs, credit reports, etc.).

There are two methods for determining the amount a homeowner may receive:

1. Comparable Method - The City finds three houses of similar value to the one presently owned. The houses must be in good condition and presently for sale. The City compares the price offered or paid for the present home with the adjusted price of one of those three homes (the one most similar to the one presently owned). The displacee receives the difference (additional cost) between the cost of this comparable house and the price paid for the present home up to \$15,000;

2. Schedule Method - The City compares the price paid or offered for the present house with a HUD-approved list showing the average price of a similar size house in this area. The displacee may receive the difference (additional cost) between the average price and the price paid for the present house up to \$15,000.

The displaced person, depending upon his or her situation, should choose the method he or she prefers.

B. Tenants

The Replacement Housing Payment for Tenants and certain others is made to tenants. It is also made to homeowners who wish to rent or who have owned their houses for less than 180 days but more than 90 days before negotiations began.

To be eligible for this:

1. one must have lived in the apartment or house for at least 90 days before negotiations for buying begin or, in some cases, 90 days before a vacate order.

If one is a tenant who has lived in an apartment or house fewer than 90 days before negotiations begin, he or she is not eligible for a Replacement Housing Payment;

2. the place one moves to must be in decent, safe, and sanitary condition.

If the displaced person meets these two conditions he or she may be eligible for up to \$4,000. The exact amount is determined by the present rent, the new rent, personal income, and the cost of a comparable unit. If the displacee rents again, he or she has the option of receiving the total amount of the Replacement Housing Payment in one lump sum, or four equal yearly installments. If the displacee purchases, he may receive the down payment amount which is required for the house by a conventional loan. Any money he receives over \$2,000 must be matched with an equal amount of his own money. The payment would then be made to the mortgage. This payment is to help pay the possible higher cost of replacement housing.

Future Directions

I. Housing

The plan supports defensible existing housing and encourages new development where feasible. The desired new housing would be, for the most part, infill housing maintaining the existing densities of the communities. Denser development could occur on sites to be considered individually. If the areas designated for housing feasibility studies prove viable, scheduled improvements or public packaging of land would encourage new development. The suggested public improvements will enhance the environment of the communities and influence existing homeowners and tenants to remain and upgrade their property. Federal programs are available. (See Appendix, Available Funding Sources) for repair and maintenance as well as full rehabilitation efforts. In the areas designated for eventual public acquisition, the plan calls for continued support of the housing until purchased, and for relocation of the families to other housing in the East End.

Through the suggested improvements and zoning changes, the plan reserves the best housing locations (existing and potential) until the economic climate encourages new development. This will prevent incompatible uses from conflicting with eventual upgrading.

II. Industry

The City of Cincinnati, in an attempt to broaden its tax base and provide employment for area residents, will allocate \$10,000 in 1977 for a study of the City's potential for industrial development. Even before this study begins it is apparent that only two areas exist within the City limits which qualify as industrial sites: Liberty-Dalton (on the Mill Creek) and the East End. Both areas comprise large tracts of undeveloped land with access to major transportation routes. The Liberty-Dalton area, however, does not provide direct access to the Ohio River, nor does it have readily available air transportation. The East End has both. As was stated in the "East End NBD Economics Viability Survey" (Appendix I of this Design Plan):

The convergence of air, rail, barge and ground transportation within the East End constitutes a unique potential source for commercial/industrial development ... This potential for development should, therefore, be further investigated and if judged feasible, should be actively pursued.

With proper constraints --- buffer zones between industry and both residences and the Little Miami River --- the East End offers the City its greatest future source of economic strength. All planning and implementation decisions must take this potential into account.

III. Recreation and Open Space

A strong given defined by the plan is the large percentage of existing open space and recreational land within the East End Communities. It will all remain and certain conditions indicate that much additional land is best suited for those used. The flood plain and a significant amount of land adjacent to Columbia Parkway, Eastern Avenue, and the rail lines are unsuited for their existing uses.

The plan suggests incorporating much of that land into a system of expanded existing facilities, new parks and linear buffer zones along transportation arteries. A system of hike and bike trails would utilize the land and tie it to the main trail proposed along the Riverfront. Zone changes in some areas would reserve the best suited land for these recreational uses.

In the Little Miami River flood plain, a coordinated recreation/open space - commercial/industrial use is envisioned. This could provide needed economic growth while protecting a valuable natural environment. It would become a link between the Ohio River flood plain recreation and the proposed Little Miami River Corridor. With it all completed, an individual could begin at the Central Riverfront and move through a series of variously developed parks upriver to the mouth of the Little Miami and from there through a natural environment up the Little Miami to its source.

IV. Transportation

The plan identifies several major transportation elements as givens. Of these, three are negative influences on the quality of residential life in the East End Communities. The major rail lines, the heavy truck and automobile traffic on the major highways, and the Ohio River flood plain have all compromised the homes near them.

All will remain, as will Lunken Airport, and the plan's main concern is to accommodate their use while protecting the yet unspoiled areas of the East End, by pulling back and establishing landscaped buffer zones along the arteries. Modifications were suggested for Columbia Parkway and changes to several highways are implied by the commercial/industrial considerations in Columbia-Tusculum and Linwood. The final alignment of these changes is a matter for further study and review by the Task Force and the East End Area Council.

Strong feelings were expressed about rerouting the truck traffic from Eastern Avenue east of Delta to Kellogg, and about an upgraded Wilmer Avenue. It is considered essential to the efforts to upgrade the Columbia-Tusculum and Linwood business districts and to the efforts to establish an historic village along Eastern Avenue in Columbia-Tusculum.

Mass transit Routes through the East End are being considered by the OKI Regional Planning Authority but no final decisions have been made.

V. Vector Control-Trash

During the planning process, the Task Force entertained presentations from the City Litter Patrol regarding the dumping problem in the area and from the City Health Department regarding vector control. No strong directions emerged but a study was completed locating trash problem areas. Campaigns aided by the NIP Program have had some success and will continue through community commitment to organize them. The suggested improvements in the plan should eliminate the major blighted areas that attract the dumping problem. Additionally, a concerted effort to remove blight and landscape vacant land within strong residential areas should prevent further decay.

There seem to be no substitute for a concerned community when the problem is unsafe, unsightly collections of trash.

The Task Force will remain as a monitor of zone changes in the plan to make all junk and salvage operations subject to community review before locating in any of the East End communities.

VI. Maintenance Responsibility

Nearly every public improvement installed by the City requires maintenance: streets, parking lots, curbs, parks, plazas, and street plantings. Generally, the City is responsible for this maintenance. As a result, the cost of a particular project - an outdoor room, for example - exceeds the capital outlay. It includes the cost of people to trim grass, prune trees, water plantings, clean walks, pick up trash, and repair damage. The City has become increasingly conscious of these maintenance costs and has oriented itself to fund "cost-effective" projects: those capital improvements which do not commit the City to long-term maintenance costs.

This does not negate the possibility of installing parks, plazas, or street trees. It does, however, call for cooperation between the City and its residents. A strong business or residents organization may agree to maintain street plantings and parks, or purchase an improved parking lot from the City. Neighborhood revitalization will require additional personal (and financial) commitment on the part of those most likely to benefit from public improvements.

VII. Task Force Role

With the completion of the urban design planning process and adoption of the plan by City Council, the Task Force has accomplished the first phase of its task. The second phase of the Task Force's work is of long-term duration: it must accept the role of implementation agent for the revitalization of the East End. It must actively pursue redevelopment by submitting and following up requests for public improvements through the C.D. process; by encouraging business people to operate in the East End business district; by seeking prospective homeowners to move into the East End and rehabilitate existing structures; and by urging present homeowners to stay and fix up their properties. The Task Force will also need to propose adoption of the zone changes recommended in the plan.