

California  
Land  
Development  
Use  
Plan

by the

City Planning Commission  
Cincinnati, Ohio

and the

Riverfront Advisory Council,  
Land Use and Zoning Subcommittee

adopted by the  
City Planning Commission October 6, 1978

FOREWORD

On October 6, 1978, the CALIFORNIA LAND DEVELOPMENT USE PLAN was presented to the City Planning Commission, Cincinnati, Ohio. At this meeting, the City Planning Commission adopted the concept of the CALIFORNIA LAND USE DEVELOPMENT PLAN indicated on Figure 3 and described on pages 5 and 6 for inclusion in the Coordinated City Plan and adopted the recommended "Action Steps" listed in Appendix "D", page 150.

The location of the Study Area is indicated below.

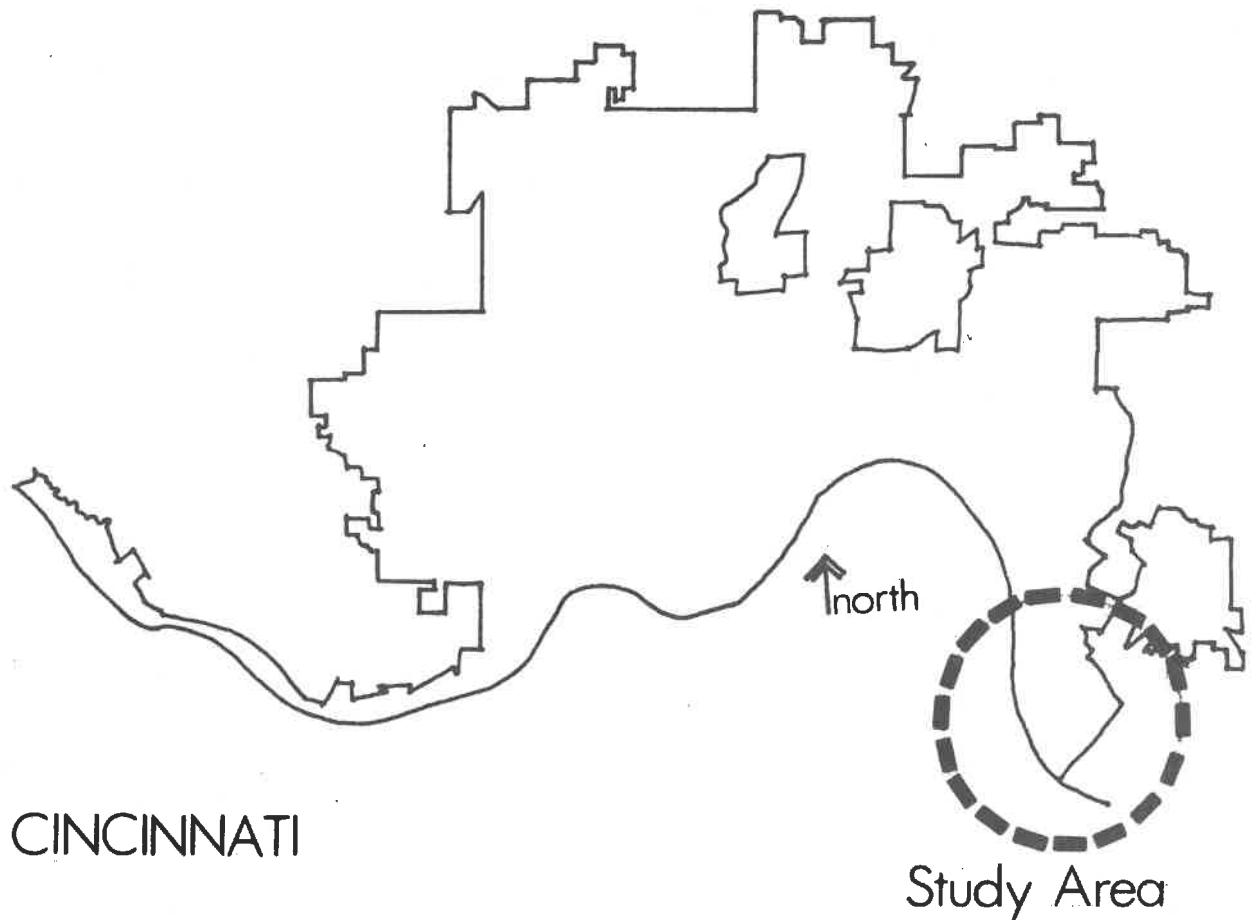


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Introduction

Conclusion

Planning Process

## INTRODUCTION

This California Land Development Use Plan was formulated and is presented by the Riverfront Advisory Council, Land Use and Zoning Sub-Committee of the Riverfront Advisory Council.

The Riverfront Advisory Council (RAC) is a 22-member citizens planning group appointed in 1975 by the City Manager and officially designated by City Council to approve and recommend on all future planning and development along the 22 mile Cincinnati Riverfront.

After 18 months of intensive study about the problems and conditions of the riverfront, the RAC produced A Study of the Cincinnati Riverfront; Part I -- Considerations and Recommendations, and Part II - Preliminary Land Use Plan. After this study was reviewed by the City Manager's Community Development Team of department heads, most recommendations were accepted as valid.

As an early step toward implementing RAC recommendations, the California Land Development Use Plan is a refinement of the broad-brush type of general plan contained in the RAC Preliminary Land Use Plan, but not so specific as many urban design plans that focus only on the physical improvements of a small site. As such, it:

1. Recommends a method to pursue in greater detail the objectives recommended in the RAC Preliminary Land Use Plan.
2. Recommends in a general way appropriate new development for land near the I-275/Kellogg Avenue interchange, for along the Ohio River and throughout the California area.
3. Recommends the type of development which, from an economic and urban design point-of-view, is most likely to maintain and revitalize the

residential area of California.

The refined plan however would be based not only on land use planning principles, but also on desirable community and City-wide economic considerations as well as appropriate urban design concepts. This required the City Planning Commission to retain economic consultant services from QUEST Research Corporation and urban design consultant services from the City's Office of Architecture and Urban Design, a section of the Public Works Department.

Work performed by both consultants form the study recommendations. Work during each section was summarized in a separate written report and where appropriate in graphic form and presented at the **end** of each section of this study to the California Advisory Committee (CAC) for its reaction and advice to the RAC Land Use and Zoning Sub-Committee. A slightly refined version of all four of each consultant's reports are included herein in their entirety. CAC reaction to the original presentations of these reports are also included at the end of each section of this report as minutes of the CAC meetings.

CONCLUSION:

Information, conclusions and recommendations presented **herein have fulfilled** the scope of work required of the consultants by the Riverfront Advisory Council Land Use and Zoning Sub-committee and by the staff of the City Planning Commission. They have investigated existing conditions in the California area, have explored the urban design and economic implications of two alternative ranges of types of land uses in the area -- one emphasizing residential/commercial/recreational uses and the other emphasizing residential/commercial/industrial uses. The consultants then recommended more specific development uses and stated the urban design and economic rationale for the residential/commercial/recreational range of uses which was the alternative preferred by the California Advisory Committee and the RAC Land Use and Zoning Sub-committee. The final section of the Study recommended strategies which the consultants believed important to implement the land development uses in the preferred plan.

Conclusions and recommendations herein are those of the consultants, the majority of California Advisory Committee members who attended meetings and of the RAC Land Use and Zoning Sub-committee only. They should however be given serious consideration by all individuals, organizations, public agencies and decision-making bodies -- including the California Civic Association, the Riverfront Advisory Council, the City administration, the City Planning Commission and City Council.

**The Study concludes that a recreational/resort community theme is recommended. It is said to be most likely to produce the most positive economic benefits. The Study concludes that California's major assets are the park-like atmosphere, with a scenic view of and access to the Ohio River**

and recreational attractions. Although, proximity to the river also offers potential for development of flood plain type, river-related industrial use, this would be generally incompatible with riverfront recreational use; may cause prolonged idling on other land; deter recreational development; discourage maintenance of some existing investments; and result in phasing out of non-industrial uses. The report indicates that except for the very long term (and perhaps not even then), no potential industrial investment can realistically expect to exceed the return on recreational development as a dominant land use here. Information discussed during the course of this study, which is believed by some to favor different conclusions, is listed in the Appendix of this report.

From an economic standpoint, the consultants' reports indicate that a new California image must be one of a large community including commercial and recreational attractions as well as housing -- a resort community in a natural setting with recreational facilities and seasonal housing.

The general location of Preferred Land Use is shown on Figure No. 8.

"Public-open" space would include some of the publicly owned Water Works property (See Figure 8, Area A); a 6 to 10 acre visitors' park with access to the riverfront and as close to the interchange as practical; and public access to the entire river frontage.

Existing "public utility" use to remain would include the California Water Treatment Plant facilities (Figure 8, Area B).

Most existing "housing" would be maintained and there would be low density development of some new permanent and seasonal housing in the residential core of the community (Figure 8, Area C). The reports indicate that flood proofed residential structures can be affordable. Such a recreational/resort community is envisioned to attract different income levels and age groups, as well as provide relocation resources for existing residents.

"Commercial-recreation" use would include existing facilities as well as upgrading and expansion of River Downs and Old Coney; new overnight campground use of vacant land on either side of I-275 (Figure 8, Area D).

"Neighborhood business" uses would include "village" type, non-auto oriented commercial uses to be mixed with residential use along Kellogg north of Waits, along with preservation of existing greenery and residence particularly along the east side of Kellogg (Figure 8, Area E)

"Auto-business" type commercial uses include auto-oriented restaurants, motels and gas stations adjacent to the interchange -- south of I-275, east of Kellogg and miniature golf, small food stores, etc., north of I-275 to Waits, west of Kellogg to the recreational area (Figure 8, Area F).

Implementation is indicated to require a generally viable economic situation, incentives and controls acceptable to the private sector, and clarification of uncertainties. Therefore, the consultants have proposed a series of action steps and the primary parties responsible for their initiation. This -- along with urban design controls, a three-part phasing of development, modification of existing types of base zoning, and appropriate overlay types of zoning -- are recommended to be devised as necessary implementation steps,

Just as this study recommends steps necessary for its implementation, sound planning practice demands that its conclusions be continuously evaluated and updated in light of any new data or changing circumstances. Revisions to California zoning, for example, should be made using this study as one important input along with any new information or even reconsideration of conclusions derived from data used in this study. Alternative opinions to those recommended herein have been considered during the course of this study and are presented in Appendix B.

Likewise, reactions to this study by the California Civic Association are presented for future reference in Appendix C.

## PLANNING PROCESS

To date, the Riverfront Advisory Council efforts have been primarily beneficial in encouraging the City to view the riverfront as "CINCINNATI'S FRONT DOOR." However, having accomplished this, the entire RAC effort has shifted from one of long range general planning to one of implementing its recommendations or preparing refined plans leading directly to such implementation. To facilitate the implementation process, the RAC formed eight (8) sub-committees.

In late 1977 the RAC Land Use and Zoning Sub-Committee determined that a necessary step toward implementation was to refine the RAC's Preliminary Land Use Plan - particularly in the California Area. Here existing uses are showing deterioration while the opening of the new I-275 bridge will stimulate demand for various types of new development. A more refined "Land Development Use Plan" would influence new development to be a type which would be beneficial to both California occupants and the City as a whole. The Plan would not only stimulate consideration for further public commitment to improving the area but also provide California occupants with an incentive for self-help type improvement projects as well as encourage private investment for appropriate future development of the area.

At the same time the RAC Land Use Sub-Committee chose California as the area to focus this Study, two other significant occurrences had evolved which reinforced the importance of undertaking the study in California. The California Civic Association had requested the City to assist it in developing a community plan and the City Planning Commission had received a petition for a change of zoning to permit new river-industrial use in the area.

In that context, Community Development Block Grant funding was secured through

the efforts of the RAC Land Use and Zoning Sub-Committee assisted by the City Planning Commission. This enabled the City Planning Commission to retain the services of both the urban design and the economist/real estate type consultant. The consultants' work would be coordinated by the City Planning Commission staff as part of its on-going assistance to the RAC and several RAC sub-committees.

In order for the study to stimulate community self-help improvement projects, to be suitable as part of a community plan normally formulated with the City's Department of Community Assistance, as well as to ensure that all relevant viewpoints were represented and pertinent technical expertise utilized, the RAC Land Use and Zoning Sub-Committee organized the California Advisory Committee.(CAC). The CAC provided the opportunity for citizen participation by California occupants designated by the California Civic Association, as well as for participation for staff representatives from pertinent City departments. The CAC's role was to act as an informal advisory task force, to review ideas, advise the RAC Land Use and Zoning Sub-Committee and assist the staff of the City Planning Commission and consultants in developing the plan.

After each CAC meeting the RAC Sub-Committee considered the CAC advice and directed the consultants to proceed accordingly with work required for the next part. At the inclusion of the fourth section the consultants submitted their refined written and graphic reports to the project coordinator (City Planning Commission staff) who assembled them in this report along with minutes of the CAC meeting at the end of each part.

The 17-week planning process was divided into four sections

Section 1 - for gathering information and investigating existing conditions;

Section 2 - for formulating two alternative types of plans, one emphasizing new industrial development and the other emphasizing new recreational development;



Section 3 - for further development of the preferred alternative;

Section 4 - for developing appropriate implementation strategies.

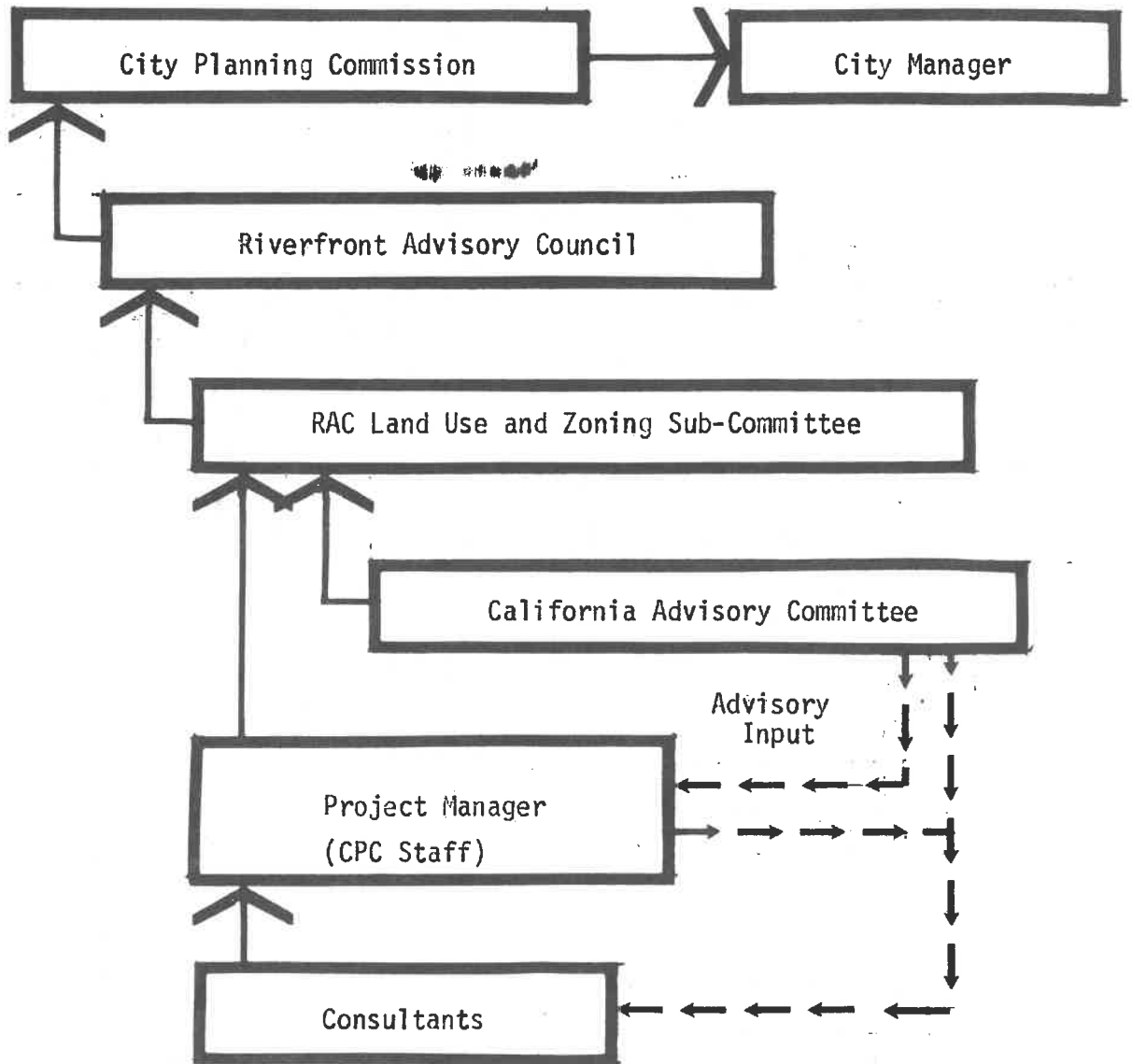
The time schedule for the planning process is shown below to clarify the type of work required of the consultants and which work items were considered at each meeting.

CALIFORNIA LAND DEVELOPMENT USE PLAN - TIME SCHEDULE

CONSULTANT	WORK PROGRAM	PRODUCT REQUIRED	WEEKS																		
			Phase 1									Phase 2									
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
ECONOMIST/REAL ESTATE	Existing Conditions	*																			
	Flood Guidelines																				
	Interviews	*																			
	Impact of uses	*																			
	Potential Value	*																			
	Market Demand	*																			
	Rationale for two alternatives	*																			
	Est. Econ. Benefits	*																			
	Preferred Uses	*																			
	Implementation Strategies	*																			
	Final report and presentation	*																			
URBAN DESIGN	Floor & Other Guidelines	*																			
	Existing Conditions	*																			
	Visual assets	*																			
	Effect on Environment	*																			
	Barriers	*																			
	Develop alternatives	*																			
	Develop preferred uses	*																			
	Design controls	*																			
	Final Report and presentation	*																			

The relationship among the various participants including the five members of the RAC Land Use and Zoning Sub-committee, the two consultants and the twenty-one members of the CAC is shown in the diagram below.

RELATIONSHIP OF PARTICIPANTS



# Section 1

A Report No. 1

B Part I

C Minutes

A

# Report No. 1

Prepared by  
The Office of Architecture and Urban Design,  
Division of Engineering, City of Cincinnati

CALIFORNIA LAND DEVELOPMENT USE PLAN  
Report #1.

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CALIFORNIA LAND DEVELOPMENT USE PLAN

Report #1

5/19/78

I. ZONING

The property within the study area is classified under a number of zoning designations. The land between Kellogg and the Ohio River, the Little Miami River and the eastern City limits is largely RF-1 with some RF-2 at the mouth of the Little Miami and at Old Coney. The area uphill from Kellogg is R-1 with some B-4 clustered near the Salem-Kellogg interchange. B-4 exists along Kellogg from a line near Kenwood Avenue to the City limits at Sutton Road. Some R-4 exists between the I-275 ROW and Sutton.

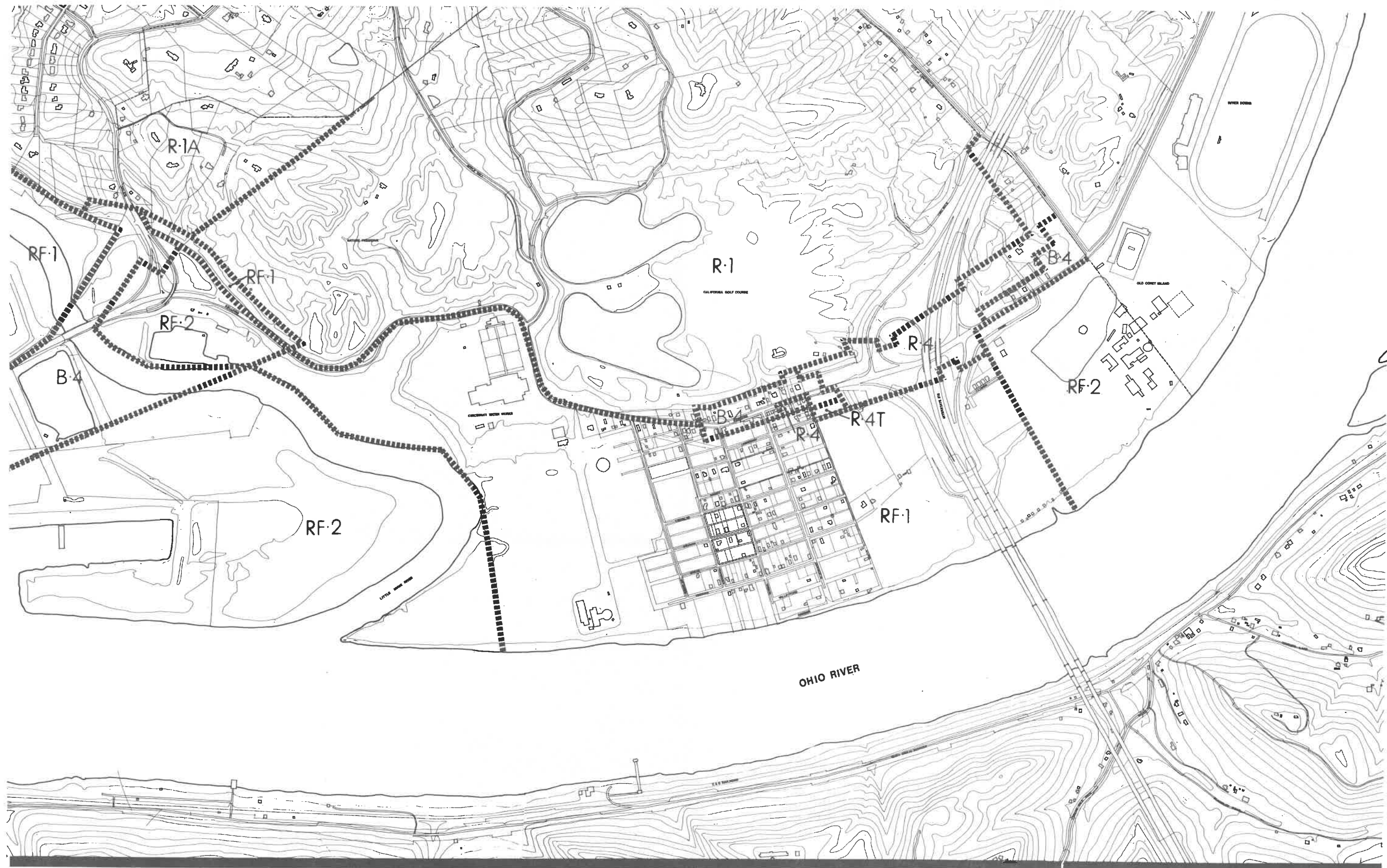
Brief descriptions of the permitted uses in the pertinent zones are listed below:

A. RF-1 (Riverfront Recreational-Residential District)

1. Single family dwellings
2. Agricultural uses, including nurseries and greenhouses
3. Boating facilities, sales, service and storage
4. Public Administration Buildings
5. Railroad right-of-ways
6. Airports
7. Public utility stations and systems
8. Parking facilities
9. Stadiums
10. Group housing projects
11. Municipal properties in designated urban renewal areas for uses permitted in B-2 Districts (Community Business)
12. Recreational vehicle parks and incidental facilities.

B. RF-2 (Riverfront Commercial - Industrial District)

1. RF-1 principal uses
2. Advertising signs
3. Storage of building materials more than 100 feet from R Districts
4. Reclamation of industrial wastes more than 200 feet from R Districts
5. River terminals
6. Storage tanks
7. Rail yards and freight stations
8. Wholesale produce markets
9. Amusement enterprises
10. Boat building and repairs
11. Scrap metal storage (conditional)
12. Mining (conditional)
13. M-3 manufacturing requiring a River orientation



----- Zone Boundary

# No. 1 ZONING



C. B-4 (General Business District)

1. Single, two and multi-family dwellings
2. Churches and schools
3. Public administration buildings
4. Day care centers, clinics and hospitals
5. Parks, playfields, community centers and tennis clubs
6. Financial services
7. Full range of retail establishments and personal services
8. Business and professional offices
9. Tourist homes, rooming houses, hotels, motels
10. Libraries, museums, art galleries, clubs, educational facilities and homes for adjustment
11. Funeral homes
12. Wholesale distributors, warehouses and storage facilities, and truck terminals (100 feet from an R District)
13. Printing establishments
14. Research facilities
15. Auto service, sales and washing
16. Laundry and dry cleaning shops
17. Bakeries
18. Bus terminals
19. Veterinary clinics
20. Contractors yards
21. Crematories
22. Heliports
23. M-I manufacturing
24. Drive-in theaters (conditional)
25. Machine shops (conditional)

II . PROPERTY OWNERSHIP

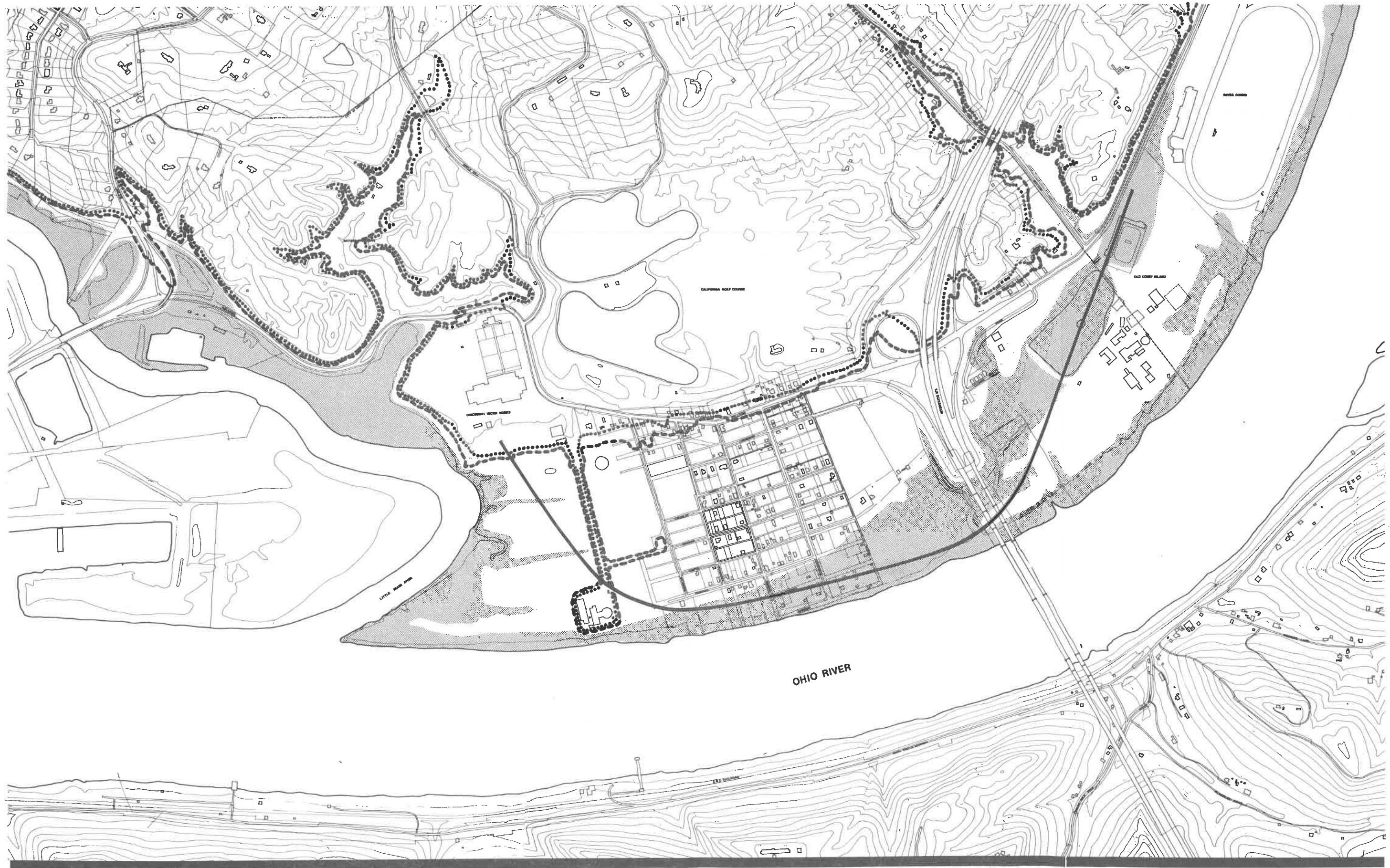
A survey of all property within the study boundary has been completed. Each parcel has been assigned a number, located on a map and the following information regarding it has been assembled:

- A. Hamilton County Auditor Number
- B. Owner's name and mailing address
- C. Parcel Address
- D. Assessments for land and building



III. OHIO RIVER FLOOD HEIGHTS AND FREQUENCIES

The Ohio River floods to a stage of 52 feet (481 feet above sea level) every 1.45 years. The existing Cincinnati zoning code requires floodproofing to a stage of 65 feet (494 feet above mean sea level). The frequency of flooding at that level is once every 11.63 years. The Federal Insurance Administration has defined all land below the 70 foot stage (499 feet above mean sea level) as a flood hazard





 52' Flood - 481 Elev. - 1 Yr.  
 Floodway

 70' Flood - 499 Elev. - 46 Yr.  
 80' Flood - 509 Elev. - 100 Yr.

**No. 2 FLOODING**



zone. The flood frequency there is once every 46.5 years. An even higher level may yet be defined by FIA at 75 feet (504 feet) with a flood frequency of once every 93.0 years. The local "100 Year Flood" is defined as a stage of 80 feet (509 feet) that also has a frequency of once every 93.0 years.

#### IV. FLOOD PLAIN MANAGEMENT GUIDELINES

In addition to the absolute requirements outlined in the accompanying report from Quest Research, the FIA has suggested the following planning considerations.

- A. Land uses should be restricted to those which are appropriate in light of the potential dangers of flooding. They should reduce material losses and not increase the danger to human life.
- B. Non-essential public utility installation should be prohibited.
- C. Flood prone areas should be reserved for open space purposes.
- D. Existing residents should be relocated.
- E. Frequently flooded land and structures should be acquired.
- F. Development should be diverted to areas safe from flooding.
- G. Full disclosure to all interested parties should be made of the dangers, restrictions and adverse effects of flood plain development.
- H. Encourage floodproofing and develop emergency preparedness and evacuation plans for flood prone areas.
- I. Prohibit relocation of the watercourse.
- J. Require elevation above the base flood level of all new construction.
- K. Require columns or piles to elevate structures.
- L. Prohibit facilities that manufacture hazardous substances.

#### V. DEFINITIONS OF TERMS IN THE NATIONAL FLOOD INSURANCE PROGRAM

- A. FHBM - Flood Hazard Boundary Map, showing zones A, M and E. Zones M and E are not applicable.
- B. FIRM - Flood Insurance Rate Map showing all special hazard and risk premium zones.
- C. AO Zone - area of shallow flooding (one to three feet) with no clearly defined channel. Unpredictable flood path. Defined in the final Flood Insurance Rate Map (FIRM), determined by the Federal Insurance Administration (FIA). Not applicable.
- D. VO Zone - Same as AO, where velocity flow may be evident. Not applicable.
- E. E Zone - Area subject to flood related erosion. Defined on the Flood Hazard Boundary Map (FHBM) and refined on the FIRM. Not applicable.
- F. A Zone - Area subject to a one percent or greater chance of flooding in any given year. Defined on FHBM.

- G. M Zone - Area subject to severe mud flows. Defined on FHBM and modified on FIRM. Not applicable.
- H. A99 Zone - Area with projected heights reached by floods of various magnitudes and frequencies determined.
- I. A1 through A30 Zones - Areas classified relative to the difference in height between the 10 year and the 100 year floods.
- J. VI-30 Zone - costal high hazard area. Not applicable.
- K. Base Flood - flood having a one percent chance of being equalled or exceeded in any given year (100 year flood).
- L. Structure - walled and roofed structure principally above ground.
- M. Principally above ground - at least 51% of the actual cash value of the structure, less land is above ground.
- N. Start of Construction - The first placement of permanent construction of a structure, excluding land preparation, excavation, accessory buildings or site improvements.
- O. Existing construction - structures for which the start of construction commenced before the effective date of FIRM or before January 1, 1975, whichever is later.
- P. Habitable floor - floor usable wholly or in part for living purposes. Does not include floors used exclusively for storage.
- Q. Substantial improvement - repair, reconstruction or improvement of a structure equalling or exceeding fifty percent of the market value of the structure before improvement.
- R. Regulatory Floodway - channel of water course and the adjacent land areas that must be reserved to discharge the base flood without increasing the water surface elevation more than one foot.
- S. National Flood Insurance Act of 1968 - designed to provide previously unavailable flood insurance to property owners in flood prone areas and to require sound practices of flood plain management.
- T. Housing and Urban Development Act of 1969 - added mud flow protection.
- U. Flood Disaster Protection of 1973 - added flood related erosion protection.

Following is a summary of the entire program excerpted from the OKI publication Flood Plain Management:

#### THE NATIONAL FLOOD INSURANCE PROGRAM

"The National Flood Insurance Act of 1968 was established to provide previously unavailable flood insurance protection to individuals in communities which have agreed to participate in the Flood Insurance Program.

This legislation was designed to permit more adequate preparation for flood-related natural disasters. In Elevated Residential Structures, a manual for reducing flood damage through building design, the Department of Housing and Urban Development states that "we know from experience that floods and flood-related damage from erosion or mudslides are a

major threat to the security and well-being of our people. Fully 90% of the damage caused by natural disasters in this country is caused by floods despite the efforts we have made at flood control. Since 1925 it is estimated that more than \$9 billion tax dollars have been spent on flood protection systems such as dikes, dams, and levees. Yet the average annual loss from floods in recent years has been \$1.5 billion; and by the year 2020, it is predicted it would reach \$5 billion per year if development continued to expand in flood prone areas in the same manner as in the past."

The National Flood Insurance Program is based on a dual principle: to make flood insurance available to property owners in flood-prone areas; and to require sound practices of flood plain management in flood-prone communities.

The program enables property owners living in communities which have agreed to participate in the National Flood Insurance Program to purchase flood insurance at rates made lower and affordable by a Federal subsidy.

In return for the Federal subsidy, the program requires affected communities to prudently regulate new construction and development in special flood hazard areas including all land inundated by flooding up to the level of the "100 year flood".

The National Flood Insurance Program is administered in two phases: the Emergency Program and the Regular Program.

#### THE EMERGENCY PROGRAM

The function of the Emergency Program is to make flood insurance readily available to property owners throughout flood-prone communities. The operation of the program is simple and direct. The Federal Insurance Administration (FIA) notifies a community that it has been identified as flood-prone by providing the community with a Flood Hazard Boundary Map. Prepared from the best available data, this map is a preliminary delineation of special flood-hazard areas within the community with a definite likelihood of inundation. A community receiving such a map must then either make application to participate in the program or submit data to FIA supporting that it no longer is subject to flooding.

Once a community receives notification from FIA that it is flood-prone, accompanied by a Flood Hazard Boundary Map, it has one year to qualify for the program. The application procedure requires communities to regulate future development in special flood-hazard areas as well as to provide FIA with certain relevant information. When the application is complete and forwarded to FIA, it is normally processed within less than two weeks, and if no further information is required, the community is admitted into the Emergency Program. As soon as that occurs, limited amounts of federally subsidized insurance become available in that community.

The limits of coverage for the initial or first layer insurance protection available under the Emergency Program are up to \$35,000 for single-family structures and up to \$100,000 in non-residential structures.

## THE REGULAR PROGRAM

Once a community has qualified for the Emergency Phase of the National Flood Insurance Program and subsidized insurance protection is available, an extensive technical Flood Insurance Study of the community's flood-hazard areas is conducted by an engineering contractor for the Federal Insurance Administration in preparation for entering the Regular Program. This detailed study includes development of a Flood Insurance Rate Map (FIRM) and is conducted at no cost to the community. The flood elevations derived from this study and the Flood Insurance Rate Map are the basis on which the actuarial (non-subsidized) insurance rates for the community are established and specific flood plain management regulations formulated.

As soon as this information is assembled, the FIA publishes notice of tentative base flood elevations twice in the local newspaper and once in the Federal Register. The community has the right to appeal these elevations to the FIA. After any appeals are resolved they become official base flood elevations for the community.

The final determination of flood elevations and the Flood Insurance Rate Map has two important effects: First, once a community's flood elevations are finalized, a six-month period begins during which the community must adopt additional flood plain management regulations. After adopting these regulations by the end of this period or at any time before that, if the community elects to do so, the community enters the Regular Program and additional flood insurance coverage becomes available, but at actuarial rates. Second, actuarial rates are charged for the additional or second layer coverage to existing structures and for all coverage for new structures. New construction is that which is started after the effective date of the community's FIRM or December 31, 1974, whichever is later.

### FLOOD PLAIN MANAGEMENT REGULATIONS

The specific flood plain management regulations that must be adopted depend to some degree upon the data developed in the detailed insurance study and provided to the community by FIA. Therefore, these regulations may be adopted incrementally by the community as the necessary data becomes available. For example, throughout the Emergency Program the community is required to apply minimal flood plain management regulations based on the Flood Hazard Boundary Map and is required to reasonably utilize any additional data that may be available from other sources to establish the flood elevations.

In meeting FIA's minimum flood plain management standards, a community must:

1. require building permits for all proposed construction and substantial improvements in the community; and
2. review the permits to assure that sites are reasonably free from flooding.

For its flood-prone areas, the community must require:

1. proper anchoring of structures;
2. the use of construction material and methods that will minimize flood damage;

3. adequate drainage for new subdivisions; and
4. that new or replacement utility systems be located and designed to preclude flood loss.

After the base flood elevations and Flood Insurance Rate Map are available from FIA, the community must adopt regulations which will protect from inundation any new construction that may take place in its special flood-hazard areas up to the magnitude of the base flood. Finally, FIA will provide the riverine flood-prone community with data necessary to establish its floodways. In the case of coastal communities, FIA will provide maps designating coastal high hazard areas for which additional regulations must be adopted to protect new construction and substantial improvement of existing structures. A riverine community must designate its own floodway on an official map and then adopt additional regulatory measures to protect against encroachments on these areas which would interfere with the discharge of flood waters.

Once flood plain management regulations have been adopted, they must be enforced. If they are permitted to lapse or are inadequately enforced the community will be subject to suspension from the program.

#### CONDITIONAL FEDERAL FUNDING

The incentive to participate in the National Flood Insurance Program is more than just the availability of affordable flood insurance protection. In order to achieve the goal of mitigating flood disasters, the Congress legislated in the Flood Disaster Protection Act of 1973 that nearly all forms of federal or federally related financial assistance for the acquisition or construction of buildings in the identified flood-hazard areas of flood-prone communities will be conditional upon:

1. Community participation in the program; and
2. The purchase of flood insurance in conjunction with that assistance.

A community which has been identified as being flood-prone must enter the Flood Insurance Program within one year of that identification or else no form of federal or federally-related financial assistance will be allowed to be provided for acquisition or construction in the community's identified special flood hazard areas. Such assistance will remain unavailable until the community enters the program.

This prohibition of federal or federally-related financial assistance includes direct federal financial assistance such as grants, Small Business Administration and Farmers Home Administration loans, Veterans Administration and Federal Housing Administration mortgage loans and conventional construction and mortgage loans from federally insured, regulated, supervised or approved lending institutions, e.g., banks whose savings deposits are insured by the Federal Deposit Insurance Company, savings and loan institutions insured by the Federal Savings & Loan Insurance Corporation or regulated by the Federal Home Loan Bank Board, credit unions insured by the National Credit Union Administration, banks regulated by the Comptroller of the Currency or the Federal Reserve Board.



## VI. TRAFFIC VOLUMES AND NOISE

The I-275 highway through the study area is a 6 lane divided interstate with limited access. The design speed is 70 mph.

Average daily total estimated for 1992 is 77,000 vehicles, 50% northbound and 50% southbound. It is estimated that 13% of that total will be trucks.

In the report, Noise Report, Ham. 275-38.76 prepared for the State of Ohio prior to construction of this segment of I-275, noise levels calculated for that traffic flow show a 70 dBA level, classified as loud and unsatisfactory for phone conversation, within 50 feet of the right-of-way. Maximum levels of 80 dBA occur at the right-of-way. That level would coincide with the sound level of a kitchen blender from the operator's position. The level reduces to 60 dBA at 250 feet from the right-of-way. At that point normal conversation is comfortable.

Later reports take into consideration the addition of ribbed pavement to the ramps and predict a level of from 75 to 80 dBA within 50 feet of the right-of-way.

The study area will benefit to some degree by the elevation of the expressway. Sound originating above an elevated structure will be reflected by the structure and concentrated above the roadway. The existing wooded areas lining the expressway will further muffle the sound generated.

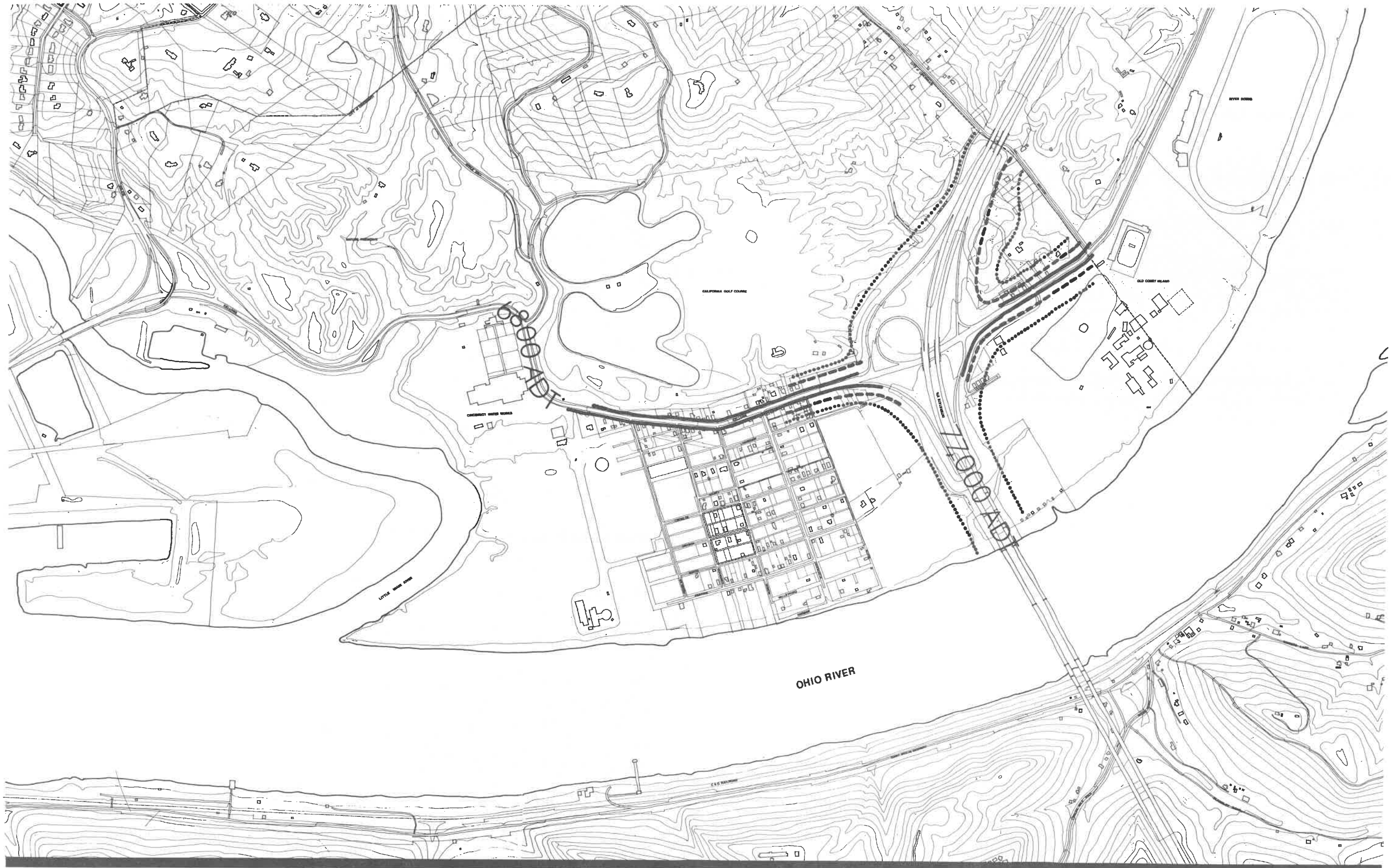
## VII. FEDERAL FUNDING GUIDELINES

A. Community Development Block Grants (CD) including Urban Development Action Grants (UDAG) and Entitlement Grants are possible within the FIA defined flood prone areas providing the FIA regulations are met. Redefinition of the flood hazard areas and new legislation governing funding are due from the Federal Government before the end of 1978. The following conditions must be satisfied to qualify for the existing programs:

1. The entire city must qualify.
2. The proposed projects must be completed within four years.
3. The area must have a Community Development Plan.
4. The project must satisfy flood and drainage requirements.
5. Involved public or private resources must support the project with letters of intent.
6. Citizen participation must be insured.
7. Projects must benefit low or moderate income people.
8. Projects must aid in the elimination of blight.

### B. CD Eligible Projects

1. Consultant fees
2. Acquisition of property
3. Public facilities improvement
  - a) parks, playgrounds, recreation
  - b) senior centers, centers for the handicapped, neighborhood facilities
  - c) solid waste disposal facilities
  - d) fire protection facilities
  - e) parking
  - f) public utilities distribution
  - g) street improvements
  - h) foundations and platforms for air rights sites
  - i) pedestrian walls and walkways
  - j) flood and drainage facilities



80 dBA

70 dBA

60 dBA

No. 3 TRAFFIC



2000





4. Clearance activities
5. Public Services
  - a) crime prevention
  - b) child care
  - c) health
  - d) education
  - e) recreation
6. Street repair
7. Elimination of dangers to public health, safety and welfare on private property.
8. Trash removal as part of neighborhood clean-up campaigns.
9. Relocation of families and businesses
10. Removal of barriers to the handicapped
11. Rehab financing
12. Energy efficiency
13. Code enforcement
14. Historic preservation
15. Assistance to community economic development or revitalization activities
  - a) operating funds
  - b) capital for land, structures, improvements and fixtures
  - c) assistance to minority contractors
16. Planning and design costs
17. Administrative costs for execution of the community development activities.

- C. Federal Land and Water Conservation fund money is administered by the State of Ohio Bureau of Outdoor Recreation (BOR). The state or any of its political subdivisions may apply for a possible 50% reimbursement to plan, acquire and develop land and water areas for public outdoor recreation. Community Development funds, mentioned above may be used in conjunction with the BOR money in a ratio of 50% CD, 25% BOR and 25% local money. In no instance can the percentage of non-Federal money drop below 20%.

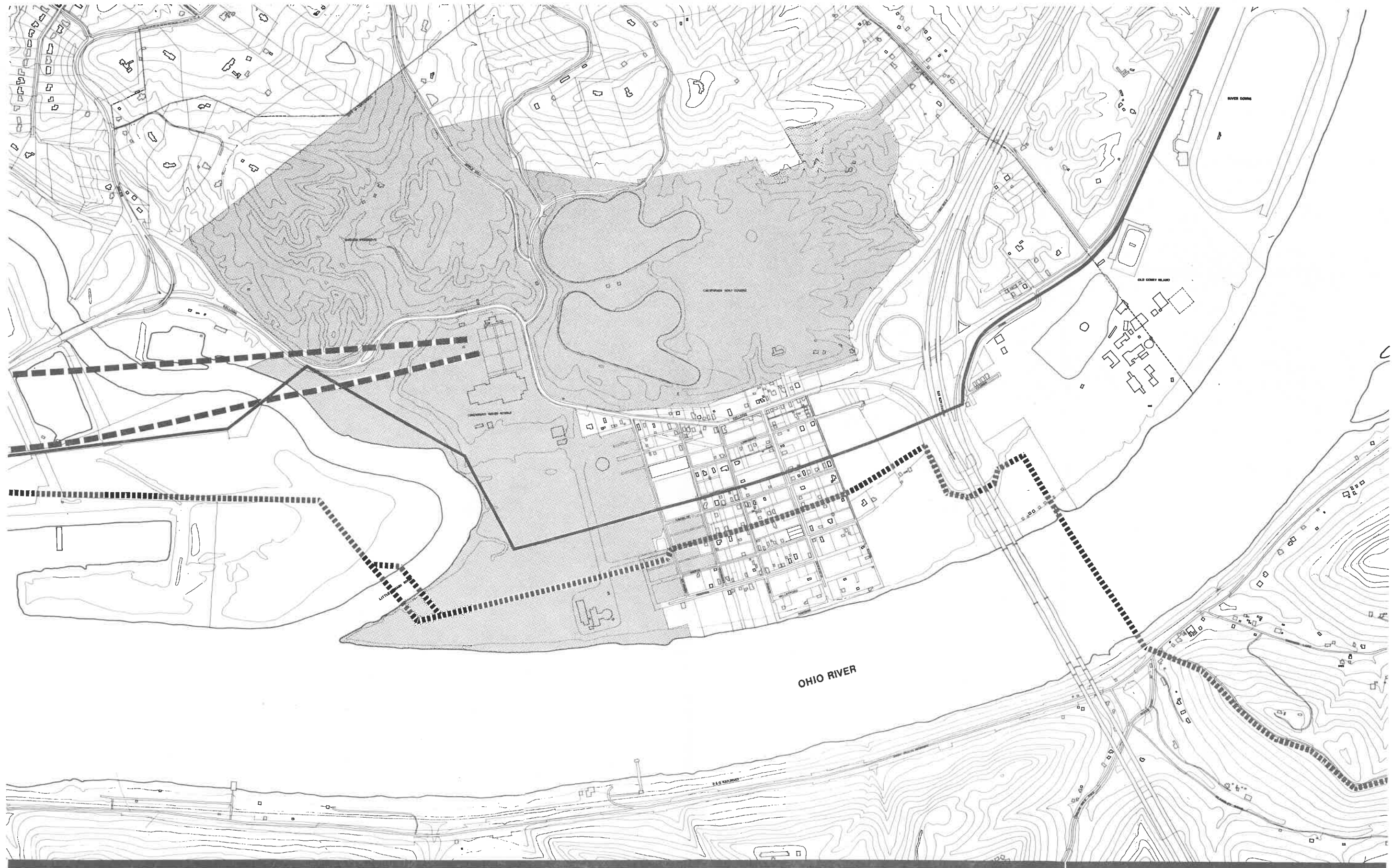
Any land acquired under this program may never be wholly or partially converted to a use other than public outdoor recreation without the approval of the U.S. Department of the Interior.

Of special interest to the California community is the directive that gives first priority for funding to projects that preserve space on the periphery or within close proximity to rapidly expanding urban centers.



- D. Additional funding is available through HUD-FHA mortgage insurance programs, providing the FIA flood hazard restrictions are met.

#### VIII. UTILITIES

- A. The Cincinnati Water Works controls 116 acres of land within the study area. Their only expansion plans involve the development of a sludge treatment facility west of the existing ball field. They own the property but have not finalized the plans for the facility.



 Cincinnati Water Works  
 Gas

 Sewer (Trunk Line)  
 Water (Main Tunnel)

### No.4 UTILITIES



- B. The Cincinnati Metropolitan Sewer District has plans underway to expand their existing lines to the east along Kellogg and to the west through the residential area, the Water Works and under the Little Miami River. Other lines are proposed up Sutton, Salem and Elston Roads to respond to new and proposed development. The plans would include removal of the existing treatment plant near Five Mile Road.
- C. The Cincinnati Gas and Electric Company has an easement just up river from the I-275 bridge in which are located four 12" gas lines owned by the Columbia Gas Transmission Company. Cincinnati Gas and Electric's lines turn north and follow Bryson Street through the residential area, cross the Water Works property and the Little Miami River. Other gas lines are supply to existing structures. No expansion of gas lines is being considered. The existing electrical services to the community is rated at 4KV and will not accommodate any significant increase in demand. A proposal has been initiated within CG&E to increase the service to 13KV for more efficient operation in the area but has not received administrative approval. If budgeted, it would be begun in 1979 and would include removal of the California station located on Cincinnati Water Works property off Apple Hill Lane. Mr. Bernie Karwisch of CG&E should be contacted if further information is desired.

#### IX. VISUAL AND ENVIRONMENTAL CHARACTERISTICS

The study area constitutes a unique park like environment within the city limits. Movement from the city is along Kellogg Avenue through undeveloped public land. Riverside of Kellogg is the heavily wooded property around the Water Works Treatment Plant (A). Uphill is the rugged hillside of the California Nature Preserve and Golf Course (B). These are all stable land uses.

The residential area (C) is predominately riverside of Kellogg and contained between the Water Works and the new I-275 bridge (D). The elevation of the land is noticeably lower than Kellogg which serves to enclose the community. The bridge rises to the south but is distant enough to be a good neighbor. Houses are small with a considerable amount of open space among them. The overall effect is quiet and rural.

The Ohio River (E) offers recreation and provides an expansive scale to the well defined area. Flooding occurs to some degree each year and has inundated all land between Kellogg and the River. Preservation action along the Little Miami River (F) is insuring its recreational use and natural beauty. The Kentucky side of the River (G) affords additional wooded hillsides to enclose the area.

Kellogg Avenue (H) carries significant traffic, dominated by crowds attending Old Coney (I) and River Downs (J). I-275's completion will increase the load on Kellogg. Even so, the dense vegetation on all sides reduces the impact of the traffic on the tranquil nature of the area. It absorbs sound and air pollution and provides visual relief from the auto and its pavement.

Upriver from the bridge, the character changes as the developments of Old Coney and River Downs dominate. The hillsides are still dominant and both facilities maintain, with the exception of parking areas, a park like appearance.

Up the hillsides and out of the study area are additional residential areas (K) with many expensive home and dramatic views up, down and across the River Valley.





See Text For Letter References

No.5·VISUAL & ENVIRON. CHAR.





Building character is small and varied away from Kellogg Avenue. Along Kellogg, the structures are more unified and commercially oriented.

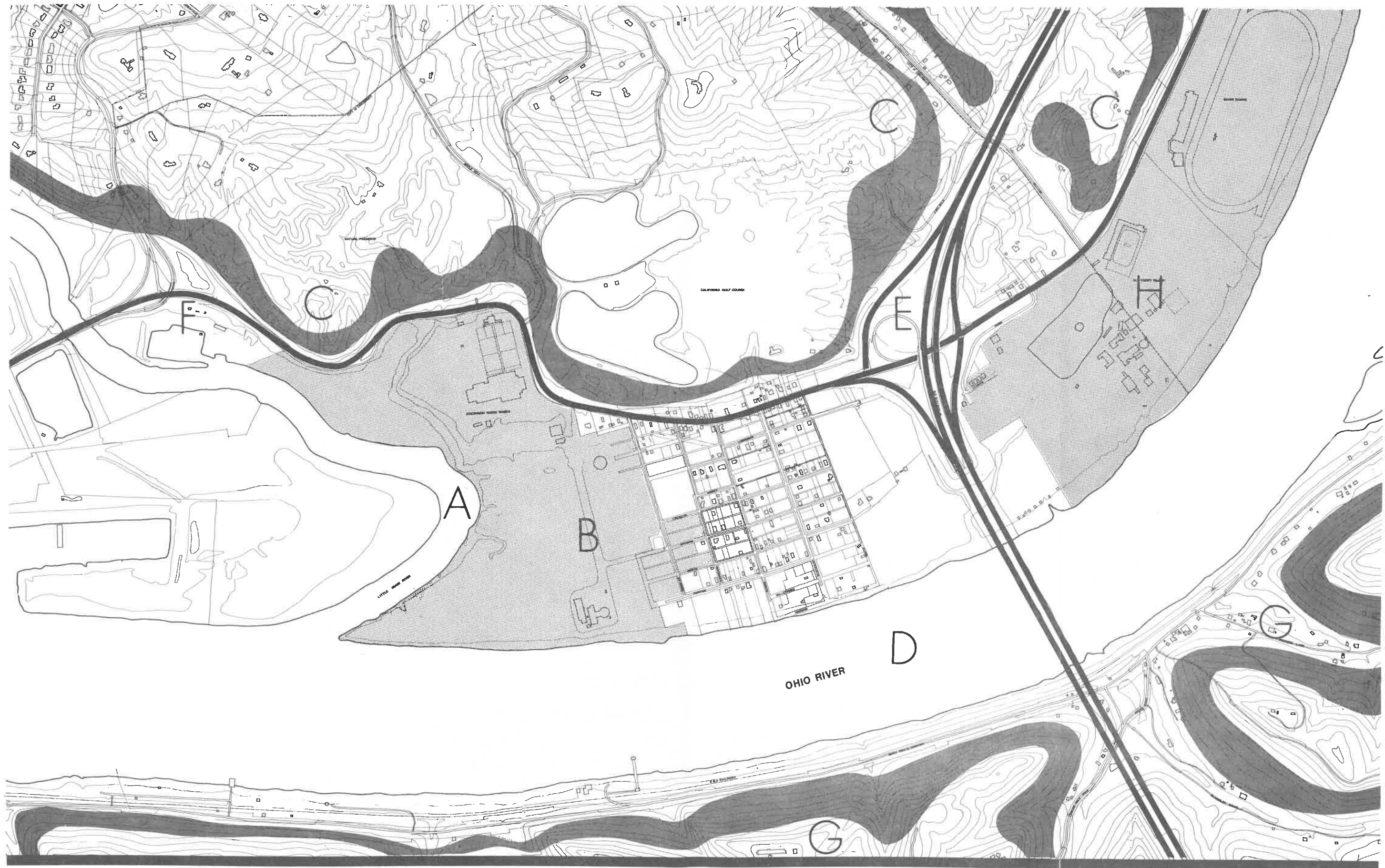
#### X. BARRIERS AND EDGES

- A. Little Miami River - It forms the norther border of the study area. The intent of future usage is recreation, park land and open space.
- B. Cincinnati Water Works - The property begins at the Little Miami River and extends south between Kellogg Avenue and the Ohio River. It is an essential public function that requires significant land and strict security. It must be considered to need expansion room in the future.
- C. Hillsides - Above Kellogg Avenue, hillsides rising 300 feet in elevation at some points dominate the majority of the land. North of I-275, it is predominantly public land utilized for a golf course, water works reservoirs and a nature preserve. South of the expressway, the hillsides remain dominant but are privately owned and sparsely developed.
- D. Ohio River - It dominates the entire study area and creates the most impenetrable barrier. Its periodic flooding extends its influence to the uphill side of Kellogg and beyond.
- E. I-275 - The expressway cuts a swath through the study area and restricts movement through it to Kellogg Avenue and the area under the bridge along the River. It creates two very distinct segments, one dominated by Old Coney and the other by the existing residential areas. The bridge soars above the River and is visually evident throughout most of the area. It also creates a new City entrance experience.
- F. Kellogg Avenue - The traffic levels at peak hours preclude easy movement across the road. It serves to further enclose the area riverside of Kellogg.
- G. Kentucky - The Kentucky hillside rises quickly to visually enclose the river valley.
- H. Old Coney - The amusement park, coupled with River Downs, provides a solid anchor to the south edge of the study area. Plans for its future as a theme amusement park are being developed by the owner, the Taft Broadcasting Company.

#### XI. PROJECTED DEVELOPMENT INFLUENCES

The future use of the property immediately to either side of the I-275 bridge and the Old Coney site will be the major determinants of the future land use for much of the study area. Various possibilities are summarized below.

- A. If industrial uses begin at the bridge, the plans for development of Old Coney as an amusement park may change. Industrial development may then spread up river. Industrial usage will encroach on the residential area and will decrease the options for development of supportive land uses along Kellogg and Sutton.
- B. Recreational development, public or private, of the area adjacent to the bridge, linked to a revitalization of Old Coney will enable the residential area to survive and would be an influence leading to the development of supportive commercial facilities along the major highways.



See Text For Letter References

### No.6·BARRIERS & EDGES



It would allow a slower evolutionary change to existing land usage than the superimposing of industrial uses, and encourage new transient residential development.

- C. Immediate new housing development is unlikely except for hotel-motel possibilities generated by proposed recreational usage and by increased traffic movement through the area on I-275.

New permanent residential development would need additional incentives and would probably alter the existing residential fabric of the area.

- D. Commercial development will occur, generated by the expressway. Without a coherent land development use plan, it could occur in a pattern in-different to the existing fabric. Industrial development will not encourage commercial development beyond the needs of the expressway. Recreational usage allows the possibility of orienting commercial development to that recreation.

B

Part I

Prepared by  
QUEST Research Corporation  
Cincinnati, Ohio



PART I: EXISTING CONDITIONS

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## THE COMMUNITY OF CALIFORNIA

### Demographics

The community of California is wholly defined within census tract 45, although the defined study area includes only 20 of the 32 tract blocks. According to 1970 Census data, 73% of the population in census tract 45 resided in the California community (between Kellogg Avenue and the Ohio River). Of the 600 people included, 308 were white females and 292 were white males.

The only population up-dates after 1970, from R.L. Polk and Company, are less reliable for accurate analysis. Comparisons of the 1974 and 1976 Polk data, however, indicate a definite out-migration of young people from California: the number of persons under 18 years of age declined by almost 20% in that two-year time period, while the number of persons over 18 years of age remained unchanged. This compares to a citywide drop of less than 7% of the youth population between 1974 and 1976. The same figures show that California lost almost 5% of its total population while the City lost only 1%.

Economically, the residents of California are close to the citywide averages. The 1970 median income for all families and unrelated individuals in California (including the entire census tract) was \$7167--compared to \$6411 for the entire City of Cincinnati. Although California had a higher percentage of elderly residents (65 years and over) than the City as a whole, a smaller portion were receiving Social Security income in California. Polk data show a 90% increase in the number of retired persons in California between 1972 and 1976, while the number of retired persons citywide declined by approximately 20%.

The relative number of employed residents was slightly higher for California than for the City of Cincinnati in 1970, but the distribution of employment by industry was somewhat different. The primary employment industries citywide were manufacturing, retail trade, health services, education, and personal services. Manufacturing, construction, retail trade, and "other" industries employed the majority of California residents.

In spite of the small size of the California population, it is a fairly stable middle-income community whose residents work to maintain its viability.

### Land Use

The California study area is divided into four sectors. The northwest sector (the area north of I-275 and south of the Water Works, between the Ohio River and Kellogg Avenue) is the primary residential area in the community. The northeast sector is the California golf course, with a few commercial and residential uses along Kellogg Avenue. The third sector, I-275, cuts through the area directly south of the two previous sectors and separates them from the fourth sector, which is Old Coney.

Other types of development scattered throughout the study area include two churches, a community center and ballfield (maintained and operated by the Recreation Commission), five small commercial establishments, and five marinas. Following is a brief description of the characteristics of the four basic land use types.

--Residential--

Approximately 22% of the acreage within the study area is devoted to residential use. The U.S. Census reports that in 1970 there were 225 occupied housing units within the study area, and 63% of those were owner-occupied. City Planning data indicate that this number fell to 218 by 1974, and has continued to decline at a slow but steady rate. The Hamilton County Auditor's file shows that 85% of the residential structures in the study area are single family; the remaining 15% are two-family. The average residential structure in California contains approximately 1300 square feet of living space.

In terms of new residential construction, Cincinnati Building Department files (1975-77) show only one new housing unit recently constructed in the immediate study area. That particular unit is located in census block 204 and it cost \$16,000 to build. Except for that structure, there has only been one other house built in the area since 1945.

The Building Department data also illustrate that there has been minimal rehabilitation or renovation of existing residential structures in the study area. Between 1975 and 1977, only about \$7000 per year has been spent on residential improvements in California, as compared to \$12.5 million per year being spent citywide; this translates to an annual average of \$32 per dwelling unit in California and \$72 per dwelling unit citywide.

According to the 1975 Hamilton County Auditor's file, the average true market value for residential land plus structure in California is \$12,335--\$1957 for the parcel plus \$10,378 for the house. This is less than half of the citywide average.

--Recreation--

The predominant recreational land use in California is the golf course, located in the northeast sector of the study area. The other publically owned recreational land in the community, a total of five acres, consists of the Ebersole Community Center and the California ballfield (between Renslar and Kenwood Avenues). It should be noted that the Recreation Commission sought and received \$15,000 in 1977 funding to do interior renovation of the community center, and that they have no future plans for acquiring additional land in the study area. The only other use classified as recreational in the community involves the marinas along the river.

--Municipal--

A great deal of land within the study area is owned by one or more of the various governmental jurisdictions in the area. Besides the land owned by the Recreation Commission, the Cincinnati Water Works owns 116 acres of land on which they have a major treatment and pumping facility. This facility is located along the northern boundary of the northwest sector. At this time, the only expansion plans that the Water Works Department has involves the development of a sludge treatment facility on land they presently own just west of the California ballfield. The other major piece of land owned by a governmental entity is the I-275 right-of-way. Various pieces of this right-of-way are owned by the State of Ohio, Hamilton County, and the City of Cincinnati.

--Commercial--

Most of the commercial and retail activity in California is located along Kellogg Avenue. This stretch includes five small business establishments and Old Coney, all discussed in more detail in the next section.

According to data supplied by R.L. Polk and Co., there has been very little change recently among commercial establishments within the study area. Table 1 illustrates four key factors of change related to commercial establishments, displaying the data for California, census tract 45, and the City of Cincinnati.

TABLE 1

Recorded Change in Commercial Units

		California	CT 45	City Total
Vacant	1974	1	2	4135
	1976	0	2	4335
New Units Constructed	1974	0	0	68
	1976	0	0	31
Change of Occupancy	1974	1	1	1208
	1976	2	2	1427
Units Added	1974	1	1	1755
	1976	2	2	3414

Private/Commercial Interests

--Local Businesses--

The business development along Kellogg Avenue in California is not very extensive. A body shop, a roofing company, and a few grocery markets/cafes are currently in operation along a two-block stretch adjacent to the residential community. There is no visible commercial activity around the I-275 interchange, Old Coney, or River Downs.

Aside from Old Coney and River Downs, which will be discussed in detail further on, the major commercial focus is on six marinas: four small to medium operations owned and operated by California residents, one fairly large one on the California side of the Little Miami River, and one very large marina across the Little Miami River. The five operations in California have a combined capacity of approximately 200 wet spaces and roughly 135 dry storage spaces. Rates at these marinas range from \$10 to \$19 per foot for wet storage (averaging around \$16 per foot), with varied but generally lower rates for dry storage or winter wet storage.

The standard summer season is May to December. Those boats

not stored in California marinas over the winter tend to scatter (most likely according to the owners' residences), but a fair number end up at the large marina just across the Little Miami River. This facility has wet storage space for over 450 boats, although only about one-third that number are stored through the winter.

Given the proper economic incentives or assistance, the marina operators would like to expand. With land and/or construction costs too high for development in the near future, however, current plans focus on maintaining and/or modernizing the available facilities.

#### --Undeveloped Land--

The two parcels of land adjacent to I-275 along the Ohio River are currently undeveloped. Because more extensive analysis of these sites has been documented elsewhere and previously distributed, only brief mention will be made in this report.

Both pieces of property are currently zoned RF-1, but a petition has been filed by one owner for rezoning to RF-2. Both owners, neither of whom lives in California, have been approached by businesses interested in developing the sites as industrial river terminals. It is fairly certain that rezoning of one parcel would lead to a similar petition for the second. The zoning change has consistently been opposed by other property owners and residents in California, who are concerned about the resulting truck traffic and pollution.

#### --Old Coney (and King's Island)--

The official season at Old Coney varies by activity: the tennis courts are open April through November, weather-permitting; everything else--the pool, picnic operation, dance pavilion, concerts, etc.--is open from Memorial Day through Labor Day. Approximately 300,000 people attend in a year, primarily to swim, and most visitors are from the Greater Cincinnati area. During the summer season, an estimated 200 people are employed at Old Coney; 15 or 16 employees are there year-round.

It is clear that Old Coney has been overshadowed by King's Island as a regional tourist attraction. The newer amusement park received approximately 2,580,000 visitors during a comparable length season in 1977, averaging 20,315 people per day. Although almost 40% of these people lived within 50 miles of King's Island, another 30% arrived from beyond a 150 mile radius. With per capita spending calculated at \$13.66 last year (including the \$8.50 entrance fee), gross revenue exceeded \$35 million. Employment levels reach 1800 during the summer; the off-season staff of 260 employees still surpasses Old Coney's seasonal peak. The National College Football Hall of Fame, scheduled to open this summer, should attract even more people.

All of this activity occurs on only half of the 1600 acres which Taft Broadcasting owns around King's Island. They control all the existing support services except for King's Point Inn. These include two motels (with a total of 500 rooms), campgrounds (currently 350 sites), and several restaurants. Although Taft has limited expansion thus far, ten year plans for the area show much more growth, possibly including a mini shopping center as well as more motels and restaurants.

Taft is also considering expansion around Old Coney, although

nothing definite will be decided until several zoning questions are settled. Plans being discussed include a revitalization of Old Coney as an amusement park oriented toward young children, with playgrounds, picnic areas, and theme activities. Although there are no firm cost or time schedules, this project could become a \$5-10 million investment over the next two years. It is unlikely to occur, however, if industrial development threatens to impact on the recreational facilities. Although less directly related to zoning changes, but still somewhat contingent on those decisions, is another potential development on Kellogg Avenue across from Old Coney. Taft is discussing the possibility of building a motel or other year-round facility on that piece of their property, a development which could amount to \$5 million more in the next three to five years.

--River Downs (and Latonia)--

Between April 30 and Labor Day, every afternoon of the week but Tuesday, River Downs attracts 5800 to 6000 people--approximately 650,000 per season. A recent survey showed that the daily traffic volume for the race track averages 1500 cars, given four people per car. 85% of the clientele is from the Greater Cincinnati/Northern Kentucky area, with the remainder arriving from, first, Indianapolis; next, Columbus and Dayton; third, Lexington and Louisville. Just over 500 people are employed during the season, versus a year-round staff of about 12. The gross mutual handle averages \$580,000 per day, for a seasonal total of approximately \$63 million; of this amount, less than 0.5% remains as net profit for the track. Since the state controls racing season schedules, and River Downs can obtain no additional land in the area, there are no plans for major expansion in the near future; \$1 million is being spent, however, to up-grade existing facilities and extend the grandstand.

Latonia is the closest race track for comparison with River Downs, although the schedule is very different. Thoroughbred racing at Latonia occurs five days per week, on average, during the fall and winter: early September to early October and late November to early April, excluding Christmas week. Between late May and mid-August, the track facilities are leased to the Ohio Valley Harness Association, and trotters run an average of six nights per week. Thus Latonia and River Downs have mutually exclusive schedules.

Attendance at Latonia averages about 4000 people per day for thoroughbred racing and 2500 per day for the trotters. No traffic studies have been done. In both seasons, over 60% of the clientele is from the Greater Cincinnati/Northern Kentucky region. Another 25-30% is from Louisville, Lexington, or elsewhere in Kentucky; most of the remainder is from the Indianapolis area. Employment levels range from 200 employees for harness racing to 420 employees for the thoroughbred season; about 20 people work year-round in administration, maintenance, security, etc.

The gross mutual handle at Latonia is approximately \$37 million per year--\$30 million from the thoroughbreds and \$7 million from the trotters. Of this amount, close to 85% is returned to the bettors. The rest is divided among state taxes, purses, and track operations; this translates to just over \$2 million for the gross operating budget of thoroughbred and harness racing combined. Some additional revenue is generated by admissions, concessions, and parking fees. The track also creates business for nearby support services; trainers, jockeys, horse owners, and out-of-town patrons tend to frequent hotels/motels

and restaurants in the vicinity. Numerous national chains and smaller local businesses are concentrated in the Florence area, within a five-minute drive from Latonia. Owners of these establishments have reported that business volume doubles during the racing season.

Latonia has just finished remodeling the club house, expanding the dining area and air-conditioning the entire facility--an investment of \$250,000. No further development has been planned, although expansion is possible after the I-275 bridge is opened. Because Latonia and River Downs now serve a somewhat different clientele, each race track should benefit from the exposure to new markets created by easier accessibility.

## REGIONAL DEVELOPMENTS IMPACTING CALIFORNIA

### Introduction

In spite of the fact that old data may be less relevant, 1950 has been chosen as the reference point for analysis in order to illustrate the dramatic rate of growth and development since that time. Although the major increases in population, household income, and employment occurred between 1950 and 1960, the patterns then set continued at steady though slower rates through the next decade. Actual statistics from 1950 to 1970 will be given in Table 2, following a narrative discussion of the four key counties. Rates of change have generally slowed even more since 1970.

In addition to U.S. Census data, the primary reference source for this section was the County Profiles compiled by the Community Chest's Long Range Planning Committee (October 1977). Other resources referred to include: (1) the two-volume Comprehensive Plan for Development prepared by Northern Kentucky Area Planning Commission (March 1972); (2) the Comprehensive Housing Element for Clermont County, Ohio (June 1977), prepared by the Clermont County Planning Commission and incorporating summaries of previous local and regional reports.

### Clermont County, Ohio

Between 1950 and 1970, population in Clermont County increased 126%, to 95,372. By 1975, the population grew another 14%, up close to 109,000. According to the Clermont County Planning Commission, this growth is a direct result of in-migration from surrounding counties, Hamilton County in particular, and primarily involved young families wanting a new home in a suburban setting. The population expansion was concentrated primarily in the suburban areas of Miami, Union, and Goshen townships. Over half of the county's population is now on the western side; this includes all of the county's non-rural population (30%) residing in small municipalities and along major highways.

In the same time period, 1950 to 1970, the median income of families and unrelated individuals jumped from \$2359 to \$9478. The major non-farm industry for employed residents has consistently been manufacturing (primarily equipment, machinery, and other durable goods), with construction, retail trade, and public education fairly significant as well. The number of employed residents increased at a slightly faster rate than the population in general. The bulk of the labor force, however, commutes out of Clermont County to work.

Population projections from several sources indicate that Clermont County will continue to grow, although at a slower rate. OKI has estimated a 50% increase between 1970 and 1985, although other sources (e.g. Federated Department Stores, Management Engineering Services) anticipate that it will take until 1990 to realize another 50% gain in population. Basically, however, a steady growth rate is predicted.

Patterns of development over the past twenty years--typically referred to as urban sprawl--have significantly affected current and future development costs. Zoning has been used as a substitute for planning and coordinated land development policies; as a result, more land is available for development than would ever be required under a



normal short or long-term zoning orientation. The market value of land is therefore based on zone instead of on demand. At the same time, costs for public services to accompany new development have become prohibitively high for most of the local jurisdictions.

It is unlikely that support services can be supplied to all possible development projects, unless the development of infrastructure (i.e. sewers, water, streets, schools, public safety and recreational facilities) is used to direct and control other development. This proposal, along with the recommendation to restrict new development to areas within or contiguous to existing development, can be found throughout the recent county and regional planning studies of the area. For example, the OKI Open Space Plan (November 1973) projects additional park land needs of 1666 acres between 1970 and 1990; an 1800 acre regional park, expected to cost almost \$4 million, is recommended for the rapidly growing Nine Mile area of southwestern Clermont County.

Industrial development has been limited, in spite of the fact that large areas are zoned for industry. The Ford plant planned for the Batavia region is the most recent, and probably most significant, addition. Commercial development has followed the main east-west thoroughfares across the county, and should be further stimulated by new regional shopping centers at the I-275/Route 32 interchange and at the I-275/Route 28 interchange.

In general, development patterns in western Clermont County have been concentrated in the Appalachian Corridor (State Routes 32 and 125) as well as the Miami Corridor (State Routes 28 and 131). Recent and planned construction indicate that most growth is likely to occur along Route 32, the Appalachian Highway, in the western and possibly the central portions of the county. Although I-275 provides a major north-south artery in western Clermont County, and facilitates access to or from Hamilton County, the main corridors have been and will continue to be along several east-west lines--especially the Appalachian Highway. The bridgeless Ohio River to the south, rugged terrain in the north, and the Little Miami River (with flood plain and steep slopes) bisecting the county have all helped re-enforce the east-west travel and growth orientation.

#### Hamilton County, Ohio

Hamilton County experienced moderate growth totalling 28% between 1950 and 1970, peaking at 925,944 in 1970. This can be explained by a variety of factors ranging from significant population increases in outlying municipalities and unincorporated townships, especially in the north along the I-275 corridor, to population declines in the cities of Cincinnati and Norwood. By 1975, the total county population had fallen to approximately 900,000--a decrease of almost 3% in 5 years. Projections of future population figures differ among sources. Cincinnati Bell and Battelle predict slight to moderate decreases by 1985; Federated Department Stores and OKI anticipate slight to moderate increases by 1985, although Federated expects most of the growth to occur after 1980 and OKI projects the reverse.

The median household income in Hamilton County rose from \$2899 to \$8462 between 1950 and 1970. In the same time period, the number of employed residents grew by about 24%--somewhat slower than the rate

of population growth. Manufacturing, of both durable and non-durable goods, remained the primary employment industry, with wholesale and retail trade a constant second. There was both a relative and an absolute decline in construction employment from 1950 to 1970, but several industries realized especially noticeable growth: business and personal services, hospitals/health services, and public administration.

Although 96% of Hamilton County's population is urban, only 50% resides in Cincinnati. Remaining development extends out from the City in progressively lower densities. Commercial areas tend to be distributed among community business districts, shopping centers, and arterial strips. Industry is concentrated in several locations around the county, with the Mill Creek corridor and the "Norwood Trough" as the most intensive industrial areas.

Development has been bounded by the Ohio River--with flood plains and hills--in the south, the Great Miami River with its adjacent steep slopes in the west, and the Little Miami River in the east. Current development is spilling over to Clermont County in the east, however, as along the Butler County border and up the Mill Creek Valley in the north. Although construction on the Ohio riverfront has added to Cincinnati's role as a regional center, recent (and ongoing) development is creating regional centers of residential and commercial activity around Northgate Mall, Tri-County Shopping Center, and the I-75/I-275 intersection.

Transportation routes have been and continue to be important factors in Hamilton County's development. I-75 and I-71 have facilitated access to and from the northwestern and northeastern areas of the county, respectively, while the completion of I-74 is expected to stimulate development west of the Great Miami River. Most residential development is likely to be concentrated in the southwestern and northeastern corners of the county, to the west and northwest of Cincinnati, and around Harrison by the Indiana border--all currently rural areas. Within developed areas, commercial, industrial, and park/recreational areas will be expanding as well, in line with preservation efforts for the Little Miami River corridor.

### Campbell County, Kentucky

Campbell County's growth between 1950 and 1970 totalled 16% over the twenty year span, increasing (only marginally in the second decade) to 88,704. Most of the growth occurred in the northern suburbs--around Newport, Bellevue, and Dayton--as well as in the central region by Alexandria. In line with the slowing trend, the Kentucky Department of Transportation and Federated Department Stores predict slight but steady population declines for the foreseeable future (at least through 1990). A 4% drop was experienced from 1970 to 1975.

Economic development paralleled the slow population growth between 1950 and 1970. The median income of all families and unrelated individuals increased from \$2904 to \$8636 in those twenty years, but the number of employed residents rose less than 10% in that time period. Although declining in relative importance, manufacturing remained the primary industry; construction and retail trade changed similarly, while wholesale trade expanded. In addition, as elsewhere, some

expansion occurred in the areas of health, education, government, and business services. Most employed residents, however, commute to work outside of Campbell County, primarily to Cincinnati; this trend may slow somewhat, but is not expected to change significantly.

At the present time, all 85% of Campbell County's non-rural population, as well as the major commercial and industrial areas, are concentrated in the northern third of the county. Route 27 (Alexandria Pike), along a major north-south ridgeline in the center of the county, is the primary artery for both existing and anticipated traffic; the traffic volume should lighten, however, with the completion of I-471. Completion of I-275 (including two bridges) will facilitate east-west transportation and overall accessibility for the county, but development may still be restricted by physical barriers. Less than 10% of the land was developed in 1970, with residential usage primary. Limited on three of four sides by rivers, with no existing bridges outside Newport and with steep slopes between the eastern and western flood plains, the only land really available for further development would be the ridgetops. Most development is therefore expected to occur around the north-central urban densities, adjacent to Cold Spring, Alexandria, and Claryville.

The Northern Kentucky Area Planning Commission's comprehensive development plan proposes several significant projects in the Campbell County region impacted by I-275. The new campus of Northern Kentucky State College is located in the Highland Heights-Cold Spring area, near the intersection of I-275 and I-471. Extensive new development has been planned for this entire sector: a range of residential uses, two local shopping centers, and an industrial park complex. Similar development is proposed for the Alexandria-Claryville area, further south but still easily accessible to I-275 from I-471 or Alexandria Pike.

Another significant development project is the Ohio River Park Link. Almost 1800 acres has been proposed for development as a riverfront park area, part of an area-wide connecting park system between the Fourth Street bridge in Newport and Twelve Mile Creek, east of Alexandria. The Park Link would include scenic travel routes as well as scattered picnic and play areas. The area between the Licking River and Dayton, Kentucky would include open walkways and marinas to complement beautification plans on the Ohio side of the river.

### Kenton County, Kentucky

Kenton County grew by 24% between 1950 and 1970, rising to 129,440. Most of the growth was concentrated in the urban/suburban communities southwest of Covington and Ludlow; some additional development occurred on the eastern ridgeline (along Route 16 and in Taylor Mill) as well as in central Kenton County (around Independence). All available sources project a slight but steady increase in population through 1985-1990, at least; a marginal increase was seen between 1970 and 1975.

Economic growth was slower in Kenton County than population growth for the 1950-1970 time period. Median household income only rose from \$2967 to \$7963, while the number of employed persons increased by less than 17%. Manufacturing and wholesale/retail trade remained the major employment industries. Railroads decreased somewhat

in relative importance; business and personal services, education, government, and hospitals/health services all gained substantial numbers of employees residing in Kenton County. As in Campbell County, however, most employed residents have been and are expected to continue commuting outside of Kenton County to work.

All 85% of the Kenton County's urban/suburban population, plus most of the commercial and industrial development, is in the northern quarter of the county. As of 1970, less than 14% of the land was developed; almost half of the developed acreage was used for residential purposes. I-75 is the primary artery through the most developed area, but completion of I-275 will improve east-west access and provide a southern alternative to existing traffic flow.

The area is bounded by two rivers--with bridges in Covington only--flood plains, and steep slopes throughout much of the county. Urban growth must therefore be concentrated in the northern valleys and along the north-south ridgelines/transportation routes. Residential, commercial, and industrial development is projected for the northern half of the county around existing development.

TABLE 2  
Demographic Summary

	COUNTY			
	Clermont	Hamilton	Campbell	Kenton
Population				
1950	42,182	723,952	76,195	104,254
1960	80,530	864,121	86,803	120,700
1970	95,372	925,944	88,704	129,440
Median Household Income				
1950	\$2359	\$2899	\$2904	\$2967
1960	\$6174	\$6451	\$5932	\$5810
1970	\$9478	\$8462	\$8636	\$7963

This table is primarily intended to show relative rather than absolute changes. Income, in particular, is too inflation-related to have much value for trend analysis. The income figures do, however, show clear shifts from Kentucky to Ohio in the 1950's and from urban to suburban areas in the 1960's.

### Overview: Cross-County Transportation

The completion of I-275 is expected to affect travel patterns as well as demographic and economic trends in the region. More specifically, the OKI Regional Transportation and Development Plan (Wilbur Smith and Associates, 1971) estimates both planned capacity and projected volume on the stretch of I-275 between Northern Kentucky and the eastern portion of Greater Cincinnati.

TABLE 3

Ohio & Licking River Crossing Analysis-  
Existing Plus Committed Network (Daily Volume)

OKI Region

	East Across Ohio River	West Across Ohio River	Across Licking River
Planned capacity	75,000	50,000	75,000
Projected volume	105,600	53,200	129,000
Capacity deficiency	30,600	3,200	54,000
Ratio of 1990 volume/capacity	1.41	1.06	1.72

Travel projections for both I-275 and the Ohio River introduce potential impact around the community of California. The Ohio River is second only to the Mississippi in terms of annual inland waterway freight tonnage transported. The Port of Cincinnati--defined by the U.S. Army Corps of Engineers as the 28 miles between the Little Miami River and the Great Miami River, on both sides of the Ohio River--is the second largest of six ports on the Ohio.

In 1970, the Port of Cincinnati handled 9.4 million tons of freight, with about 85% served on the Ohio side and 15% served in Northern Kentucky. It is classified mainly as a receiving port, since approximately 70% of the tonnage was shipped in versus out in 1970; of the 2.7 million tons shipped out, over 90% consisted of oil and gasoline. As a portion of total tonnage shipped on the Ohio River, however, oil and gasoline decreased between 1960 and 1970; coal and coke, iron and steel, and sulphur also decreased in relative terms, although all commodities except sulphur have been increasing in actual tonnage. Gravel, sand and stone, chemicals, and all other commodities also realized significant increases in ton-miles moved from 1960 to 1970.

Demand for waterborne commerce on the Ohio River is expected to continue growing, as shown in Table 4, prepared by the Corps of Engineers. A different but very significant aspect of the Ohio River's potential impact on California will be considered in the next section.

TABLE 4  
 Projected Demand for Freight Transportation  
 on the Ohio River by Commodity  
 in Terms of Actual Tonnage & Ton-Miles

COMMODITY GROUP	DEMAND FOR WATERBORNE TRANSPORT		
	Actual <u>1970</u>	<u>1980</u>	Projected <u>2000</u>
<u>Coal &amp; Coke</u>			
Tons	59.0	75.0	137.0
Ton-Miles	9.7	15.0	29.0
<u>Oil &amp; Gasoline</u>			
Tons	25.3	35.0	56.0
Ton-Miles	8.8	13.0	22.0
<u>Stone, Sand, &amp; Gravel</u>			
Tons	17.2	19.0	32.0
Ton-Miles	1.0	1.0	1.7
<u>Chemicals &amp; Sulphur</u>			
Tons	10.9	9.7	18.0
Ton-Miles	4.1	3.4	5.9
<u>Iron &amp; Steel</u>			
Tons	4.4	4.3	5.4
Ton-Miles	3.3	2.8	3.5
<u>All Others</u>			
Tons	12.8	16.0	28.0
Ton-Miles	3.4	3.8	6.8
<u>Total</u>			
Tons	129.6	160.0	276.4
Ton-Miles	30.3	39.0	68.9

(N.B.) Tons shown in millions; ton-miles shown in billions.

## FLOOD PLAIN MANAGEMENT

### National Flood Insurance Program

In 1968, the federal government established the National Flood Insurance Act. The major thrust of this act was twofold: (1) to provide previously unavailable flood insurance protection to individuals in communities which have agreed to participate in the Flood Insurance Program; (2) to require sound practices of flood plain management in flood-prone communities. This program enables property owners in a participating community to purchase flood insurance at reduced rates (rates reduced by Federal subsidy). In return, the program requires affected communities to regulate new construction and development in all areas inundated by flooding up to the level of the "100 year flood". The entire area in California--roughly between Kellogg and the Ohio River--is within this 100 year flood level.

In order to encourage participation in this program, the U.S. Congress enacted the Flood Disaster Protection Act of 1973. According to this legislation, all forms of federal or federally related financial assistance for the acquisition or construction of buildings in the identified flood hazard areas of flood-prone communities will be conditional upon community participation in the program and the purchase of flood insurance in conjunction with that assistance. These conditions make participation mandatory for a city like Cincinnati that has so much developable land within the 100 year flood level.

The National Flood Insurance Program is administered in two phases, as follows.

#### --The Emergency Program--

This phase, temporary in nature, is designed to give affected property owners almost immediate insurance assistance. Once a community receives notification that they are flood-prone, they have one year to make application to the Emergency Program. As soon as their application is accepted, limited amounts of funding become available. Cincinnati is now entering this phase.

#### --The Regular Program--

Once a community has qualified for the Emergency Program and subsidized insurance protection is available, then an extensive technical study is conducted by the Federal Insurance Administration (FIA) at no cost to the community. As soon as this study is completed, the FIA publishes notice of the tentative base flood elevations. After any appeals are resolved, these become the official base flood elevations for the community.

The final determination of flood elevations has two important effects.

- (1) Once a community's elevations are finalized, the community has six months to adopt additional flood plain management regulations. After adopting these regulations, the community enters the Regular Program and additional flood insurance coverage becomes available at actuarial rates.
- (2) Actuarial rates are charged for additional coverage to existing structures and for all coverage for new structures.

### Current Local Flood Plain Management and Regulations

As a result of ordinances passed by Cincinnati City Council in May 1977, the following regulations are now in effect:

1. If a proposed building site is in the flood prone area, all new construction and substantial improvements shall be designed and adequately anchored to prevent flotation, collapse, or lateral movement; be constructed with materials and utility equipment resistant to flood damage; and otherwise be constructed to minimize flood damage.
2. Any new subdivisions in flood prone areas shall be designed to minimize flood damage; to locate and construct public utilities to resist flood damage; and to provide adequate drainage.
3. New water supply systems in flood prone areas shall be designed to minimize infiltration of flood waters.
4. New sanitary sewage systems in flood prone areas shall be designed to minimize infiltration of flood waters or discharge of sewage.
5. Waste disposal systems shall be located to avoid contamination from them during flooding.
6. All new construction and substantial improvements of residential structures shall have the lowest floor (including basement) above the base flood level.
7. All new construction and substantial improvements of non-residential construction shall have the lowest floor (including basement) elevated or flood proofed to the base flood level.
8. Assure that the flood carrying capacity within any altered or relocated portion of any water course is maintained.

By late 1978 or early 1979, the FIA will provide notice of the final base flood elevations on the Flood Insurance Rate Map. Once the floodway is defined, the additional requirements listed below will be required, although exemptions for special cases may be possible.

1. New or substantially improved non-residential structures, with attendant utility and sanitary structures below the base flood elevations, shall be watertight and capable of resisting hydrostatic and hydrodynamic loads and the effects of buoyancy.
2. Compliance with the above regulations must be certified by a registered architect or engineer.
3. Until a regulatory floodway is designated, that no new construction or substantial improvement or other development (including fill) be permitted within A1-30 zones, unless it can be shown that the cumulative effect of the proposed development and all other existing or proposed development will not increase the water surface elevation of the base flood more than one foot at any point within the community (Cincinnati).

Finally, when the FIA defines the regulatory floodway: The community must then prohibit encroachments including fill, new construction, substantial improvements and other development within the regulatory floodway that would increase flood levels within the community.



### Availability of Financing in Flood Plain

Generally speaking, mortgage money is as available in the flood plain, specifically California, as anywhere else. A check with local lending institutions and realtors dealing in the area indicated that some institutions will provide residential mortgages in California while others will not. As a loan officer from Eagle Savings and Loan explains:

"The availability of residential mortgage money is based on the income level and credit rating of the buyer and an appraisal of the property. Just because a piece of property is in the flood plain doesn't mean the property is going to have a low appraisal, but Eagle does require that a person buying in the flood plain obtain flood insurance on the property."

For commercial and industrial development, loan money is said to be available regardless of the geographic location of the investment; the applicant must, however, have a good track record, be willing to flood-proof if necessary, and be able to convince the lenders that there is a market for the venture they are underwriting.

It seems fairly evident from the data gathered that lending institutions will continue to lend wherever they feel their money is safe. The community of California is no exception, unless the City fails to participate in the National Flood Insurance Program.

C

# Minutes

Of

The California Advisory Committee Meeting  
May 19, 1978

California Advisory Committee  
Minutes  
May 19, 1978

A. Present

California Advisory Committee:

Estelle Berman, Chairwoman; Jim Carroll, Pope Coleman, Judith Hanenson, Lib Stone, Charles Frazier, Paul Hartsock, Arthur Grey, Helen Habbert, Ron Kull, Ned Callihan, Dennis Finney, Brent Owens, Bob Rottinghaus.

City Planning Commission staff:

Ron Docter, Les Bradford.

The meeting was called to order at 3:45 P.M., Room 226, City Hall.

B. Subjects Discussed

1. Minutes of April 27, 1978

2. Information pertaining to Existing Conditions was presented by Helen Habbert of Quest Research and Ned Callihan of the Architecture and Urban Design Section of Public Works. Enclosed for your further attention are the first two reports from these consultants:

- a. Land Development Use Plan for the Community of California -- Preliminary Analysis of Existing Conditions
- b. California Land Development Use Plan -- Report No. 1 5-19-78

It was agreed that more information was needed about the future plans of the Water Works. Therefore, it was the concensus of the Committee that they should attempt to view the Water Works property.

3. The consultants were requested to provide the following additional information:

- A larger regional map indicating I-275, Ford plant, Northern Kentucky State College, and other major points of interest in the area around California.
- Proposed sewer locations, sizes, depts. etc.
- Projections by Ford Motors Co. on where their future employees are likely to live, their transportation patterns, and the companies future plans.

4. Range of land development use options were presented to the Advisory Committee by A. Grey of Quest Research. The following options and how each would effect the California Community were discussed.

- a. Doing nothing and allowing status quo to remain.
- b. Orienting development towards industry.

- c. Orienting development towards commercial/recreation.
- d. Orienting development toward the highway activity.
- e. Orienting development towards housing.
- f. Orienting development toward tourism.

Pope Coleman requested information on potential employment generated by the industrial option and recreational option. The committee also requested the consultants to write a letter to the National Camp Ground Association to request further information on cost, employment, profits, etc.

- 5. Copy of letter from W. Karches to the City Manager, dated May 19, 1978 was distributed. Portions of it were discussed. The RAC Executive Committee would discuss it further at a later date and inform R. Docter of their reaction to it.

**C. Actions Taken**

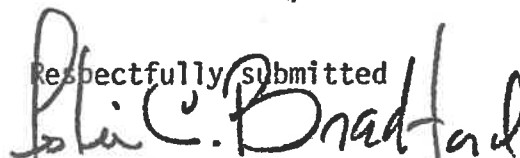
- 1. It was moved by L. Stone and **SECONDED** by C. Frazier the minutes of the meeting of April 27, 1978 be approved. The motion passed unanimously.
- 2. It was the unanimous concensus of the committee that of the six land development use options presented by A. Grey, that only two be considered for in-depth analysis. These two are:
  - a. Orienting development towards commercial/recreation
  - b. Orienting development towards industry

(Unanimous concensus also means that the 5 members of the RAC Land Use Zoning Sub-Committee who were present were in agreement therefore the consultants are directed to proceed in conformance with this directive.

**D. Next Meeting**

The next scheduled meetings of the Advisory Committee will be Wednesday, June 28 and Thursday, June 29, 8:00 P.M., American Legion Hall, 5777 Kellogg Ave. in the California Community. The agenda will deal with the two proposed alternatives recommended at this meeting.

Please mark your calendars.

Respectfully submitted  
  
 Leslie C. Bradford, Planner

# Section 2

D Report No. 2

E Part II

F Minutes

D

# Report No. 2

Prepared by

The Office of Architecture and Urban Design,  
Division of Engineering, City of Cincinnati

CALIFORNIA LAND USE DEVELOPMENT PLAN  
Report #2

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CALIFORNIA LAND USE DEVELOPMENT PLAN

Report #2

6/29/78

I. Additional information requested

- A. The bottom of the structure of the I-275 Bridge at the pier at the River's edge is at an elevation of 536. That clears the River's pool elevation of 455 by 81 feet. At the last pier inland before the earth fill the bottom of the structure is at 519. Fill to the 75 foot flood level of 504 would leave a clearance at that last pier of only 15 feet. The most logical location for a flood proofed access road under the bridge is between the second and third piers inland. The midspan elevation of the bottom of the structure is approximately 524, clearing the necessary fill by twenty feet.
- B. The Cincinnati Water Works controls 3800 feet of Ohio River frontage and 5300 feet of Little Miami River frontage for a total of 9100 feet. These distances were gauged at pool elevation of 455.
- C. Karches' estimate of truck traffic to be generated by his proposed development was stated as 22 to 33 trucks per hour. That would translate to between 176 and 264 during an eight hour work day and to between 264 and 396 for an extended day of twelve hours.
- D. Mr. Robert Ormston of the Cincinnati Gas and Electric Company verified his company's concerns for the lines and easements through the California Community.
  1. Lines within the River must be protected from potential damage by sunken barges.
  2. Free access for maintenance and adjustment of the lines and valves must be maintained.
  3. The easements forbid filling, removing cover or erection of structures within their limits.
  4. The lines at the valve box are 8'-0" below the surface. The line that runs north under the expressway has only 4'-0" of cover. This remains approximately constant until Waits Street.
- E. In the EIS for the I-275 construction through California adopted by the Federal Highway Administration in 1974 gives a traffic control 6800 ADT (average daily total) for Kellogg Avenue in California. Existing ambient noise levels along Kellogg are already high, reaching values of 79 dBA frequently with occasional values of 83 dBA during morning peak hours. Off peak measurements reached 69 dBA. It is predicted that by 1992 the noise levels along Kellogg will increase by 3 to 5 dBA as a result of increased traffic.



The OKI short range schedule calls for upgrading U.S. 52 from Columbia to I-275 to a four lane divided highway by 1984. This proposal would only be implemented through an initiative from the City of Cincinnati. Discussions with the Highway Engineering Office revealed no proposals for any further upgrading of Kellogg Avenue through the California Community.

Accident levels along Kellogg between Salem and Sutton averaged 5.5 accidents per million vehicle miles in 1977. Compared to the city wide average of 15 to 20, the figures give the stretch of Kellogg through California a safe rating.

## II. Flood Plain Regulations - Developments

- A. Contact with the Corps of Engineers locally and in Louisville, Kentucky indicated additional information regarding flood designations should be available to the City in late July. We were able to tie down a preliminary floodway line through the Northern Kentucky Area Planning Commission. This line will designate areas where structures and fill will be prohibited. Above that line, flood proofed structures will be permitted. Excavation within the floodway or rechanneling of the River can effect a change in that line.
- B. An executive order (#11900) was issued to all Federal Agencies to comply with and institute the regulations under the Flood Insurance Program.
- C. Recently released figures show that flash flooding is now the nation's number one weather killer. The blame was placed on increased urban development along rivers and increased use of canyons and mountain areas for recreation. The study was done by the Commerce Department of the Federal Government and may lead to increased pressure against flood plain usage.

## III. Other Planning Suggestions for California and Related Areas

- A. The Hamilton County Master Plan suggests the flood plain area in California should be kept in open space use. This would be accomplished through zoning regulations. The plan noted that the area is most suitable for either public or commercial recreational purposes.
- B. The Riverfront Bikeway study shows the California riverfront as part of its proposed route with the destination point at Old Coney. It is designated as Phase I of the Project.
- C. Clermont County has proposed large park developments along the River, upriver from California.
- D. The Neighborhood Housing Conservation Report - California, a preliminary study by the CPC staff, dated February, 1978, calls for preservation of the residential function in California and maintenance of the low density park-like appearance of the area. The study suggests a number of funding possibilities to aid in achieving those goals.

- E. A study by the Northern Kentucky Area Planning Commission, Northern Kentucky's Future - A Comprehensive Plan for Development, recommends prohibiting development in flood prone areas and devoting large areas to recreation and open space, allowing uninterrupted travel through the area on "parkways" accommodating hiking, riding and biking. The entire River's edge is designated as a conservation area and left open.

#### IV. Development Alternatives

- A. The following outline will deal with the area designations (A through D) on the accompanying map.
- B. Industrial
- I. Site restrictions
- a. All areas must comply with the Federal regulations for flood plain use. The regulations are intended to seriously restrict any development in flood prone areas.
  - b. All areas, except Old Coney, must receive a change in zoning to be developed industrially.
  - c. Road access to areas A, B, and C, would be along an existing right-of-way. All existing roads are inadequate as are intersection conditions at Kellogg. Development would require improvement of access.
  - d. Road access to area D would need to be along existing Penn Street which has recently been upgraded. Development would require extension of the existing road to the River.
  - e. Utilities for areas A, B, and C, are existing within the streets and by estimates from Metropolitan Sewer District and Cincinnati Water Works are adequate to accommodate all but the most extreme requirements.
  - f. Utilities in area D are remote from the developable land and must be extended for development.
  - g. Property ownership in areas B, C, and D are consolidated into fairly large tracts suitable for a number of industrial uses.
  - h. Area A is made up of numerous individual properties that will present some delays in assemblage for industrial uses.
  - i. Areas C and D are adjacent to the I-275 Bridge, presenting the possibility of using the area under the bridge. Use of that area carries the following restrictions.
    1. Storage or use of flammable materials is prohibited.
    2. All permanent alterations must be approved by the State.
    3. The use shall not generate smoke, fumes, vapors or odors that will rise above the roadway.

4. Storage of materials or supplies is prohibited.
  5. No vending of any kind is permitted.
  6. All fences, guardrails, piers and columns shall be adequately protected.
  7. The use shall esthetically blend into the adjacent areas.
  8. Operations shall conform to all federal anti-discrimination requirements.
- j. Area D is subject to CG & E gas transmission easements with the following restrictions.
1. Lines in the River must be protected from potential damage due to barge sinking or erosion of pipeline supports.
  2. CG & E must have free access for maintenance and construction.
  3. No filling, removal of cover or erection of structures way occur on the easements.
  4. The lines are only 4'-0" below the surface for some of their length and must be protected.
- k. Area C is crossed by the same CG & E easement with the same restrictions as above, except for the in-River requirements.
- l. Area D is crossed by Three Mile Creek, a major line of natural drainage which must be maintained naturally or in constructed culverts.
- m. Development of Areas A, B, and C would require public investment in access.
- a. 2000 feet of roadway upgrading at \$210.00/foot plus \$40,000.00 for intersection upgrading at Kellogg, totals \$460,000 @ today's prices. This would need to be financed under the City's Capital Improvement Program.

## 2. Environmental Considerations

- a. Would occupy large areas of open land that are an important part of the existing quality environment of the area.
- b. Would add bulk to land within the floodway.
- c. Would add activity which would raise existing levels of noise and dust.
- d. Would generate heavy truck traffic through or adjacent to the community.
- e. In-river barge traffic focussed on the area would alter the present recreational usage and endanger bridge piers and under water gas lines.



See Text For Letter References

### No.7·DEVELOPMENT ALTERNATIVES



2000



- f. Would alter the visual impression of people moving through the region, or entering Cincinnati on I-275 from one of park land and trees to one of industry.

3. Economic Considerations

- a. Would provide a limited number of moderate income jobs year round.
- b. Would help maintain an industrial tax base for the City.
- c. Would up the value of the adjacent property, and provide a market for residents who wanted to leave.
- d. Would encourage further industrial development of adjacent land.

4. Relationship to housing (A)

- a. Would compromise the rural character of the area.
- b. Pressure to sell property to future industrial uses would erode the residential fabric.
- c. Would compromise any possibility for new housing development.
- d. Noise, pollution and traffic would compromise the residents feelings about their community, encouraging them to leave.

5. Relationship to Commercial (E)

- a. May change Coney's commitment to future expansion.
- b. Would contribute minimal drawing power for the development of comfortable restaurants, taverns and motels along Kellogg Avenue. Would lead to an undiversified, auto-oriented commercial strip.

C. Recreational

1. Site restrictions

- a. The same restrictions apply for recreational uses as for industrial with the followings.
  - 1. No zone change is required
  - 2. Without barge servicing in the River, no precautions would be needed to protect the gas lines beneath the River.

2. Environmental Considerations

- a. Would alter the use of more vacant land but allow for the saving of many of the land's qualities.
- b. Would add no bulk to the floodway that could not be removed in times of flooding.
- c. Would increase the noise and activity levels of the area but not as significantly as the industrial option.



- d. Would generate increased auto and recreational vehicle traffic in and adjacent to the community.
- e. Usage of the River would be unaltered.
- f. Would maintain the natural vistas from the expressway, providing the development had sensitive design controls applied to it.

3. Recreational Considerations

- a. Would provide a greater number of low income jobs on a seasonal basis.
- b. Would provide tax revenue to the City.
- c. Would leave the residential community without pressure to sell.
- d. Would discourage further development of adjacent riverfront land.

4. Relationship to Housing (A)

- a. Would maintain the rural character of the area.
- b. Would create no pressure for existing land owners to sell.
- c. Would be compatible with new housing development.
- d. Would compliment the resident's feeling about their community.

5. Relationship to Commercial (E)

- a. Would be compatible with Coney's stated plans for redevelopment as a recreational facility.
- b. Would allow a mixture of auto and neighborhood commercial on Kellogg and would compliment tourist oriented transient residential development.

## V. Housing

- A. The apparent anchor for the retention of housing in the California area is Kellogg Avenue. In spite of its heavy traffic flow, it offers commercial support for the community, the least amount of fill or elevated structure to stay above the base flood, the least likelihood of flooding and the best access during times of flooding. It also offers the greatest amount of buffer from the unknown development possibilities of the River. The pressures exist to encourage a commercial strip along Kellogg. The area extending one block toward the River requires roughly one story of elevation above existing grade to be floodproofed.

The area available for this type of housing could be greatly enlarged by public access to the levee leading to the old Water Works pumping station. Another block deep residential area elevated nine to fourteen feet could then be developed on the Water Works land between the levee and the community.

Such new housing possibilities would provide relocation space for residents displaced by future flooding, as well as incentives to homeowners to invest the necessary money to floodproof existing structures within the community. Some programs that way assist with this type of venture are outlined in the City Planning Commission publication, Neighborhood Housing Conservation Report - California.

- B. More extensive use of other Water Works property could be explored if demand for housing proves itself in the California Area.
- C. The design and cost of elevated, floodproofed structures is explored in detail in two Federal Government publications. Floodproofing, an analysis of an actual project in Atlanta by the Army Corps of Engineers, deals with the raising of an existing structure nine feet to place it above the base flood level. The project was done in 1977 with the cost for essential work coming to \$13,050.00. An additional \$13,200.00 was spent for esthetic treatment of the structure and site improvements. The house was jacked up and set on concrete block piers. The area under it was screened and used for parking and storage.

A HUD publication, Elevated Residential Structures was completed in 1976 with the assistance of the American Institute of Architects. It deals with new structures and considers two alternatives; elevation on piers and elevation on earth fill. Single dwellings, multiple dwellings and medium-rise construction are considered.

Floodproofing of utilities is discussed and the design of foundations to resist the necessary water forces are outlined. Structure orientation and flood flow diversion are considered.

Design solutions range through elevation requirements from 4'-0" to 10'-0". Cost figures were developed at 1974 cost levels and ranged from \$3.05/sq. ft. for wood construction to \$3.59 sq. ft. for concrete construction. An inflation factor of 10%/yr. should be used to update the figures. The cost remained relatively constant

as the height requirement changed from 4'-0" to 12'-0"; increasing only 8% over that range. The cost of fill more than doubled from a 4'-0" increase to an 8'-0" increase. No figures were available above that.

Elevated foundations were two to three times as expensive as a slab on grade; 50% to 80% greater than crawl space construction; and comparable or slightly cheaper than in-ground basement construction.

These figures indicate that the construction of floodproofed structures within the fringe areas of a flood prone area can be within affordable limits.

E

## Part II

Prepared by  
QUEST Research Corporation  
Cincinnati, Ohio

## PART II: ALTERNATIVE USES

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## INTRODUCTION

At the California Advisory Committee meeting on May 19, the consultants were asked to explore the economic implications of two alternative development plans for California: industrial usage and recreational usage, with interstate-related commercial usage expected to some degree in either case. In order to structure the discussion and presentation of these alternatives, with the large number of variables involved, the consultants analyzed scenarios--or examples--of possible development in California under each of the two alternative themes. This report summarizes the findings on existing market demand, probable land uses, economic benefits and costs of each alternative.

It has previously been pointed out that completion of the I275 interstate link through California will have subsequent land use impacts in the community. The specifics of a development plan and its implementation might, however, have some influence on the precise nature and magnitude of the effects generated (i.e., the qualitative characteristics of the traffic - related land uses and the amounts of space they will occupy). Basically, however, the bridge and interchange completion will set in motion influences which will operate in one way or another, irrespective of particulars of planning/development designs or policies. It is useful, nonetheless, to anticipate and try to direct the factors influencing future land use developments.

One existing land use in the area is housing. Housing is located in three areas, with two of these in the flood plain: (1) the "core" California community, which is between Kellogg Avenue and the Ohio River, from the Water Works holdings on the north to vacant land adjacent to the interstate; and (2) a very few other scattered houses. Other homes are dispersed on high ground east of Kellogg.

The position of housing in the area is tenuous. In 1970, there were 225 housing units reported in the core. There may be some imprecision in identification and counts of separate dwellings in this area, but significant decline in numbers is indisputable. In 1974, there were 218 units. Two factors explain this decline. One is that the freeway route required the removal of some housing. The other cause is the flooding hazard; this has operated not only to prevent in-filling on the numerous available sites, but has caused numbers of owners to offer property for sale to the Water Works--with the result that houses have been removed. This clearance, occurring along the northern edge, has caused an appreciable shrinkage in the area and housing stock in the core community.



Recent HUD flood zone mortgage insurance regulations thus do not have an important direct effect on the lack of residential development; they do, however, underscore for any possible investor the imprudence of purchase and development.

No immediate resolution of the precarious status of much of the housing within the California community was deemed assurable under any planning/development option for the community as a whole. It has been determined, though, that under certain circumstances, the community planning process might initiate a succession of events which could strengthen the rationale for private housing investment; under other circumstances, further decline in the housing inventory of California could be considerably hastened. The present study has proceeded ever mindful of the considerable, though not immutable, importance attached by the City to the conservation of urban housing opportunities. This has been one of the key criteria considered in analyzing land use alternatives, given the residential community's involvement in this planning process.

## EXISTING MARKET DEMAND

As previously noted, the two primary development alternatives are industrial/commercial and recreational/commercial. The viable land use options become clearer, however, when analyzing actual interest expressed for specific types of developments within these options. This chapter will, therefore, review data collected through interviews with a range of existing or potential investors in the California area.

### River Terminals

Conversations with five local river terminal operators indicate a general lack of interest in California, although one company has been in contact with a California property owner. Four of these companies agreed that development potential exists in the eastern part of Greater Cincinnati, with I275 increasing the region's attractiveness, but none of them planned or knew of planned development in the California area. Each cited the low elevation and flood-proofing requirements as major drawbacks. One person doubted if additional public river terminals are needed anywhere along the river, stating that there is now more than enough terminal capacity for any materials moving in and out of Greater Cincinnati; he felt that development would be likely to occur only for private interests, as by a company moving toward vertical integration of its market (i.e., complete control of all phases of its business).

Even questions concerning hypothetical investment costs and business volume yielded little specific information, as each exact location and type of terminal requires individual analysis. Investment estimates (excluding land costs) ranged from \$300,000 per terminal to \$2 million per acre, depending on the amount of process or capital development involved. The only figure on which there was general agreement was the employment level of a typical river terminal: 6 to 10 people. Warehouse storage facilities are more labor intensive, but need to be built on high ground. With little real interest in California sites, however, the companies surveyed were unwilling to discuss financial details.

The one company contacted by a California property owner stated that development plans are currently contingent on two key points: zoning changes and economic competition. Without favorable answers to both questions, development is unlikely to occur. If a river terminal is in fact constructed, the facility could cost up to \$1 million and provide an annual average of six full-time jobs. From 0.5 to 1.5 million tons of material could be handled each year. No firm arrangements have yet been made, however, for either property sale or development. Events several miles southeast of California may affect these decisions.

It should also be noted that a second property owner reported being approached by three companies interested in developing river terminals on his property. He would not identify the companies, however, and none of the companies contacted admitted to current interest in this land.

## Recent Industrial/Commercial Development

Realtors specializing in industrial and commercial property development, as well as the Chamber of Commerce of Greater Cincinnati, are aware of little or no new industrial development in the City of Cincinnati. Furthermore, there is little happening on the southeastern edges of the City, around California (although a couple of proposals are being considered along the Ohio River in Anderson Township and around Newtown). Most of the recent industrial development has been and likely will be occurring along the northern part of I275 and in Northern Kentucky. The Ford plant in Clermont County is a major exception to this trend.

One realtor noted that California should be a good site for interstate-related commercial development, but knew of no property sales in the area for that purpose; he does not expect to see active interest expressed until after the I275 bridge opens, when better traffic data is available for market feasibility studies.

## Interstate Exchanges

A survey of 50 interstate exchanges in Southwestern Ohio, Northern Kentucky, and eastern Indiana shows somewhat greater development around an interstate/U.S. highway intersection, but generally consistent levels of development at all exchanges surveyed. On average (and rounded to the nearest whole numbers), each of the 50 intersections had one restaurant, one hotel/motel, and two gas stations. This empirical data is in fact supported by commercial interest expressed for the California intersection of I275 and U.S. 52 (Kellogg Avenue).

## Restaurants

Fast food restaurants are not very interested in interstate exchanges unless a sizeable residential area or commercial center is near enough to supplement business from travelling customers. Interstate traffic alone would not guarantee a stable enough business volume, and California has neither the base population nor the basic generator (e.g., shopping center) to support this activity year-round. Sit-down family restaurants are more likely to develop in an area like California, since slightly higher prices allow for slightly lower volume. At least one chain restaurant acknowledged that the area around the I275 bridge has development potential.

## Hotels/Motels

None of the national chains contacted would commit themselves one way or the other in terms of development in California without first conducting a full-scale feasibility study. No one is currently planning to expand in Greater Cincinnati, although one chain has been contacted by several parties interested in franchise operations at several points along I275--including the eastern region. There is, however, at least seasonal demand for use of overnight accommodations in the California area. River Downs already creates a need, while Old Coney and I275 are expected to generate increased user demand in the future.

### Gas Stations

Of the three oil companies owning parcels of land in California, two are trying to sell the sites (asking \$120,000-\$135,000); the third one is waiting to evaluate the traffic resulting from completion of I275 before preparing development plans. This third company does see potential for a gas station (versus full-service facility) which could mean an estimated \$140,000 investment and jobs for two people. Before committing themselves, however, the developers need to see evidence of true interstate system traffic (versus commuter traffic only) with demand for 80,000 to 100,000 gallons per month. It is possible, moreover, that activity in the California area could encourage development of a second gas station. Both properties for sale have been on the market for over a year; the oil companies have not been actively pushing the sales, remaining flexible in case other opportunities arise.

### State Rest Areas

Another traveller-oriented facility related to interstate traffic is a state rest area. The Ohio Department of Transportation is not interested, however, in developing the I275-U.S.52 exchange into a Tourist Information or Welcome to Ohio facility. There are already three state rest areas near Cincinnati: off of I75 in Butler County, I71 in Warren County, and I275 in Clermont County (between Rt. 32 and Rt. 50). Of these three, only the one in Butler County is likely to be considered for up-grading in the next few years. Given a dearth of funds for modernization or expansion of existing locations, there is at present no active state initiative to develop new sites.

### Public Parks

The Hamilton County Park District will begin work in July on a 1050 acre park in Anderson Township, along the Ohio River, between Eight Mile Road and Nine Mile Road. All funds are committed and plans set. Some picnic areas should be ready by the fall of this year, with the full facility recreational park scheduled for completion by 1982-83. The site will include a golf course, campgrounds, softball fields, hiking trails, picnic areas, amphitheater, and concessions. Although the 1973 OKI Open Space Plan recommended an 1800 acre park, the rising cost of land necessitated a change in the original plans. The County now owns 850 acres in the area; they plan to buy 200 acres more.

An additional purchase of 100 acres on Five Mile Road will allow the County to open another 200 acre nature preserve. This park will consist primarily of trails, with the possible addition of a nature center.

The Northern Kentucky Park Link along the Ohio River is much farther from reality. The 1800 acre development has been recommended by the Northern Kentucky Area Planning Commission, and adopted by local bodies as part of the region's comprehensive plan, but no funds are available for the land acquisition required. No further action is expected in the near future, although the recommendation remains a part of the area's future plans.

### Marinas

The general opinion of marina operators in the California area is that private development of a basin marina is economically infeasible today. Costs for excavation, labor, and construction materials would preclude development of an income-producing operation. Public development is also improbable. The State of Ohio built a relatively small marina in 1974 at a cost of almost \$2 million; they estimate a minimal cost increase of 10% each year since 1974. Amortization of these development costs translates into rental rates at least six times higher than the current market average, thus making the venture an unlikely investment option. Yet, if the economic problems are resolved (e.g. by flood-proofing nearby sites with the dredged spoil), a marina could probably be supported by user demand in the area.

### Campgrounds

Twelve campgrounds are listed in the Cincinnati area Yellow Pages, including two which are just opening this summer. Of these sites, there are three in northern/western Hamilton County, one in Clermont County, one in Brown County, one in Warren County, one in eastern Indiana, one in Kenton County and four in Boone County, Kentucky. In other words, no campgrounds currently exist in the vicinity of California.

There is, however, potential interest in the California area. A national franchiser of commercial campgrounds, oriented toward the travelling public, is interested in campgrounds closer to urban centers. In spite of limitations such as high land costs, utilities hook-ups, flood-proofing, etc., they seem optimistic that an investor could realize a good return by operating a franchise in an area such as California. At least one public agency may also be interested in developing a self-supporting or revenue-generating tourist facility such as a camping park, but no steps have yet been taken to evaluate the California area in particular.

### Summary

Given existing market demand for different types of land use, a probable scenario emerges for each of the two key alternatives. Although these scenarios will be discussed in greater detail in the next chapter, a brief outline of likely development and development impacts will help clarify the general framework of analysis. A graphic version of this section follows in Table 1. If industrial/commercial development is encouraged, investment will probably be slower to occur. Bulk storage river terminals are the only facilities likely to locate in the California flood plain, but several factors discourage immediate development: rezoning requirements, government review processes (e.g., Corps

of Engineers, EPA), lack of overwhelming interest in the area. If and when a terminal were constructed, the residential community would probably begin to shrink--losing land as well as population over time. Old Coney may or may not expand in the face of near-by industry, but traffic-related commercial development would probably occur regardless. One motel, one restaurant, and one gas station could rely on interstate traffic to support business--assuming full usage of I275, as projected.

Under the recreational/commercial scenario, investment would probably begin much more quickly. The development of campground facilities requires little time for approval or construction. A small public park with day time rest area facilities for interstate travellers and/or local picnickers would also be more feasible (given other recreational utilization and area-wide amenities) and beneficial to the City at this Cincinnati gateway. New development at Old Coney would probably proceed more rapidly and more fully as well. Similarly, a motel, restaurant, and one (or two) gas stations would be more likely to locate in California, given supportive recreational activity in the area. The existing housing stock could probably be maintained in this scenario, and possibly up-graded or expanded over time, as recreational development is generally more compatible than industry with a residential community.

As previously mentioned, these two scenarios are analyzed in more depth in the next chapter.

Table 1

ALTERNATIVE DEVELOPMENT PROJECTIONS

	<u>Industrial/Commercial</u>	<u>Recreational/Commercial</u>
Estimated Start-Up	1981	1979
Undeveloped Riverfront Property	Bulk storage terminal(s)	Campgrounds or other low-intensity recreation Public park/rest area
Commercial Strip (Kellogg Avenue)	1 motel 1 restaurant 1 gas station	1 motel 1 restaurant 1 or 2 gas stations
Old Coney	Moderate development	Full scale expansion
Residential Community	Gradual encroachment Eventual industrialization	Maintenance Eventual expansion if demanded



## ALTERNATIVE SCENARIOS

Preliminary evidence indicated that (1) industrial and (2) recreational uses in the California area are the chief alternatives around which somewhat separable developmental processes will cluster. The I275 access will probably serve as a catalyst affecting land uses in general, as well as stimulating traffic-related services in particular.

### Industrial Development

No specifically industrial development is now present in California, barring the Water Works. The chief resources for private industrial development are potentialities. These are:

- some vacant sites
- a greater amount of land which would probably be economically susceptible to conversion where conditions are ripe.

Industrial development would be an innovation in California. The major industrial development area in the East End has no direct bearing upon California at present, nor does industry further south along the River or the interstates.

Presently, vacant land in California along the Ohio River has been proposed for industrial rezoning. Several years ago, the Old Coney site received at least passing consideration for industrial redevelopment. Old Coney may have turned a corner in this regard, however, as it now appears that the ownership interest is increasingly inclined toward modernization/upgrading and expansion of recreational utilization. In any case, initiation of industrial activity would appear to emanate from the vacant parcels. This probably means land adjacent to the Ohio River; northward along Kellogg Avenue there are no sizeable sites, and there would probably be irreconcilable conflict with present residential uses over rezoning.

Waterborne cargo movement is an asset of riverfront sites. At the same time, there may be other principal constraints affecting such parcels. This applies in California. The nature of these constraints has been separately analyzed by the Urban Design Division, but these constraints are borne in mind in respect to the present analysis. Chiefly, they are utilities and susceptibility to flooding--limiting the uses or adding significantly to the final site costs.

These also include considerations of access and prior easements, limiting type or intensity of use. Most constraints are susceptible to remedy--at some cost. Physical limitations can be overcome, in other words, but will determine whether it is worthwhile to do so. Uniqueness of a subject site and demand pressure to satisfy commercial objectives will determine what is worthwhile.

There is also the question of externalities and the problems and costs these may imply. Use of sites is subject to a number of important regulations of which land use zoning is one. Environmental regulations are another factor. Some uses present more uncertainty and require more time to bring to a developed conclusion than others. Waiting time to achieve this result is costly--in terms of proposal efforts, interim tax payments, money tied up at interest and other foregone opportunities to invest. It may turn out to be an unsuccessful gamble; if the necessary approvals are not ultimately obtained, then these are not just costs of doing business, they are business losses. These circumstances and probabilities are an influence against utilizing land in ways which entail these consequences.

This means that those sites with the fewest constraints and those uses presenting the fewest problems with regulation and site modification strongly direct the course of development. In other words, the combinations of sites and uses imposing the fewest problems are the most likely to go ahead.

Suppose for a moment that there were no zoning restrictions in California or that all the land was zoned for heavy industry. It is not definitely the case that this would make any difference.

The greatest effect might be to deter existing activities which are not industrial. New industrial uses most probably would take the form of greater commercial and some light industrial uses on higher ground along Kellogg Avenue, to the extent that attractively sized sites could be assembled. More improvised uses would occur on land subject to annual flooding. If construction projects elsewhere in the southeastern part of the metropolitan area afforded opportunities to acquire spoil, at least some land might be filled. The pattern would be irregular, but the filling would generally extend out from footholds along the higher ground on Kellogg. It would probably require

a development authority holding the land to bring about a physically coherent use of California for industrial purposes.

The more likely situation to consider is where mixed use is entertained through rezoning of only some land to industrial use. It is not believed that such rezoning will assure the prompt or full absorption of such land into industrial use. If and where industrial use results, neither intensive capital improvement--which would significantly expand the taxable value--nor an appreciable amount of employment would result. In other words, government could not look to much more physical improvements or payrolls to tax, although inventories stored on these sites would probably be a basis for somewhat greater taxation.

Net effects or impacts, after considering implications for surrounding properties, may be economically and fiscally much more important. There are two aspects to this: (1) it will probably hasten the contraction of the core residential settlement in California. Vacancy and abandonment on some properties may precede actual conversion to industrial use. The economic losses will not in any case be great; there may, instead, be some increase in tax base over present conditions. There will, however, be social effects to be entertained.

(2) There are possible effects on existing recreation uses in the area. These range from incompatibilities which will bring cessation of these activities, to no apparent effect.

It is the more likely expectation that effects will be more subtle but, on balance, negative. Deinvestment programs may be reconsidered. Existing jobs may not disappear, but the potential for new jobs may be adversely affected. Finally, both recreational and residential uses would probably be negatively influenced by the visual and environmental impacts of industry.

#### Recreational Development

There are already important recreation resources in and around California, as follows:

- River Downs thoroughbred horse-racing track with parimutual betting.
- Old Coney amusement park.
- Boat moorages and marinas.
- California (public) golf course.
- California Nature Preserve and Day Camp.

The Cincinnati Water Works, occupying a large portion of California property, is definitely not accessible to the public, but its wooded, green, largely open site is a visual amenity along Kellogg Avenue which contributes to an integrated impression of recreational character in the area. The Lunken Airport biking and jogging trail in the East End is also, though less directly, part of the recreational impression associated with California.

The fortuitous nature of this recreational characteristic is striking: without definite policy intent, separate actions over a long time have aggregated significant recreational resources here. This thematic characteristic has not been articulated, however, in policy or publicity relating to California.

If the recreational atmosphere of California is encouraged and expanded, several resulting impacts can be predicted-- in terms of environmental aesthetics, housing, employment, and City revenues.

From an aesthetic perspective, recreation is generally more favorable than industry in any location. In a "gateway" location, however--as a traveller's initial view of the City of Cincinnati and the State of Ohio--the site is additionally important. Campgrounds themselves require little construction or alteration of the natural setting; the open and/or "woody" appearance is, in fact, likely to enhance it. A putt-putt course or other type of open recreation could be compatible as well. The addition of a small public park would also support this natural theme.

Recreational land use would not, however, merely decorate the area. The impact on the residential community is likely to be much more positive than would be caused by industrial development. Housing and open space/recreational development are fairly compatible; either one can expand or contract to meet market demand. In other words, if California's attractiveness as a residential community increases over time, it would not be too difficult to absorb adjacent land which has low intensity recreational development. In a reverse sense, this symbiotic relationship between recreational and residential usage might eventually expand to include the Water Works property, specifically the point of land at the mouth of the Little Miami River.

Regardless of such long-term residential possibilities, recreational development in California will positively affect the local employment picture. Expansion of Old Coney will more than double the number of jobs there: from 15 year-round and 200 seasonal positions to an estimated 40 year-round and 400 seasonal spots. This is equivalent to approximately 140 full-time jobs. Although many of the seasonal positions are low-paying and typically filled by teenagers, the number of jobs is still significant to the community.

Campgrounds would be much less labor-intensive, but would nonetheless generate at least as many jobs as a river terminal facility.

Both land use and employment translate into revenues for the City. Preservation and possible expansion of the residential community yields constant or rising property values and property tax receipts. New jobs mean additional income tax revenues. The influx of people to California for recreational purposes--both interstate travellers and area residents--is good for the City economy in general, with multiple indirect effects beyond the initial impacts mentioned.

### Summary

This report intends to show that there are no easy, final answers to many of the difficulties perceived in California. Present steps are very important, though, for shaping the kind, intensity, and character of eventual development outcomes.

It has been suggested that a berm, taking advantage of existing variations in topography, might eventually encircle the California community. Whether industrial or recreational/residential use eventually prevails, this improvement would be desirable to temporize, though not fully remove, the flooding danger. Yet many steps--fiscal, physical, legal, and commercial--have yet to be worked out. Some of these potential means in law or in possible federal programs are yet to be conceived. These sorts of unknowns make it difficult to draw final conclusions concerning future development patterns.

Generally, however, less symbiosis between existing and new development is seen if industrial use is planned for the California area. At the least, introduction of industry should contemplate the eventual shift of the entire area to industry. If the first step of some industry is entertained, then the eventual sequence should be embraced, so that an orderly and efficient level of utilization can occur. If industry is considered, then the full panoply of eventual industrial development is a course which needs to be faced.

There is no evident interest by any public authority, as seems required, for industrial development in California. Regional significance of industrial development is yet to be ascertained, though it is a possibility under an eventual full-blown industrial pattern of California land use. Recreational uses more clearly have area-wide benefits--

primarily in services provided, but also in jobs, income, and visibility for the City.

It therefore appears that existing uses and future possibilities will more probably be answered and enhanced by pursuing a recreational scenario than by ambiguously entertaining industry. \*

\* After completion and submission of the present analysis, the Riverfront Advisory Council received a letter (dated July 20, 1978) from Richard Miller, Superintendent of the Cincinnati Water Works. This communication noted the Water Works' strong opposition to river terminal operations in California, due to the proximity of the City's raw water intakes and the danger of contaminating the water supply. Given the effect of such objections on the process of environmental approvals, and the resulting investment risk for any industrial developer, the analysis minimizing industrial value of sites in California is further supported.

## ADDENDUM

A detailed analysis of potential land value under alternative development plans is well beyond the scope of a short-term feasibility study. The research documented in these reports addresses the issue in relative terms. Absolute figures cannot be established until sites are actually bid upon by prospective buyers, since market value is in fact defined by market demand. Although the price of land bought or sold elsewhere in the Cincinnati area may be analyzed for comparative purposes, the great range (from \$5,000 to \$50,000 per acre) precludes clear-cut assignment of worth in California specifically. Until potential investors are prepared to discuss detailed development plans and projections, it is impossible to complete a quantitative analysis with readily defensible figures; too many intrinsic factors cloud the picture in California to justify reliance on econometric estimates.

Similarly, the economic benefits and costs of alternative types of development have been consciously analyzed in qualitative versus quantitative terms. Although these issues have been addressed in the second chapter of the June report, a few additional comments may be made concerning public costs specifically.

Most new costs incurred will arise as a consequence of the I275 bridge completion rather than development resulting from the subsequent land use plan; increased traffic, pollution, police calls, etc. are inevitable. Access roads need up-grading in general, although probably more so to support industrial development. Water and sewer hook-ups will be required by any developer, though possibly more extensively for the recreational alternative. The major public cost for recreational development--possibly borne partly or wholly by the City--is the acquisition of land needed for a visitors' park on the riverfront. The industrial option yields more social costs: dirt, noise, traffic congestion, etc. Additional industrial costs are counted in terms of opportunities foregone, since recreational development encourages more residential investment, provides greater visual amenities, and ensures higher employment; there may, in fact, be an actual loss of jobs if industrial development adversely affects Old Coney. Urban Design's Report No. 2 includes some specific figures on potential public costs of development.



F

# Minutes

Of

The California Advisory Committee Meeting  
June 29, 1978

## California Advisory Committee

Minutes  
June 29, 1978

### A. PRESENT

#### California Advisory Committee:

E. Berman, Chairwoman; J. Carroll; P. Coleman; J. Hanenson; C. Frazier;  
L. Alsip; R. Flerlage; N. Schwab III; K. Renfro; R. Bolton; R. Rottinghaus;  
D. Finney; D. Davis; B. Owens.

#### Consultants:

R. Kull, N. Callihan, A. Grey, P. Hartsock, H. Habbert.

#### Planning Commission Staff:

H. Stevens, Director; R. Docter; L. Bradford.

#### Guest:

B. Bloomhuff, P. Bloomhuff, R. Bloomhuff, J. Carnes, Ms. J. Carroll,  
K. Celarek, L. Clark, V. Clark, D. Cremering, Ms. Few, C. Fischer,  
D. Havey, L. Harrison, S. Harrison, E. Hein, M. Hill, R. Hill, J. Homan,  
M. Jones, G. Kaufman, B. Lichtenstein, L. Pene, V. Prince, J. Shepard,  
R. Walton, C. Workman, D. Wren.

The meeting was called to order at 7:15 P.M.; American Legion Hall, 5777  
Kellogg Avenue.

### B. Subjects Discussed

1. Introductions of the Chairperson, RAC Sub-committee, California Advisory Committee, CATS Team, City staff and Consultants.
2. Role of the California Advisory Committee (CAC): The Committee will be advisory to RAC Land Use and Zoning Sub-Committee, which directs the California Land Development Use Plan; advisory to Consultants; and advisory to the Project Manager.
3. Schedule of activities, past and future: The "Time Schedule" (attachment 1) was presented with the emphasis placed on the importance of this meeting since it concluded Phase I of the Study and would provide the direction for Phase II.
4. Presentation of Consultants: Quest Research and The Office of Architecture & Design, Division of Engineering presented a review of past information, existing conditions and federal regulations pertaining to Flood Control which must be considered in making planning decision for the California area. Two preliminary reports (enclosed) were handed out for discussion only. There were: "Land Development Use Plan for the Community of California - Preliminary Analysis of Alternative Uses" prepared by Quest Research Corporation and "California Land Development Use Plan, Report

No. 2 (6-29-78)" prepared by the Office of Architecture and Urban Design, Division of Engineering.

The text of these two reports dealt with two land use alternatives; (1) Commercial/Residential/Industrial and (2) Commercial/Residential/Recreational which the RAC Land Use Sub-committee directed the consultants to study after the California Advisory meeting of May 19, 1978.

5. Comments by the California Advisory Committee: Mrs. Berman stated the California Advisory Committee was pleased to see so many California residents and property owners in attendance since the intension of having the meeting in California was to achieve greater community involvement. She also clarified that the decision for which alternative the RAC Land Use Sub-committee would select for Phase II would be based on the information gathered by the consultants and the community's reactions towards each alternative. Jim Carroll asked the consultants to again describe the two alternatives so all present would have a better awareness of each.

C. Actions Taken

Ms. Berman, Chairwoman, asked for a vote from the California residents and property owners as to which alternative they preferred so that the RAC Sub-committee could consider this when they directed the consultants which alternative to pursue during Phase II. The vote indicated twice as many people were in favor of the Commercial/Residential/Recreation alternative than the other Commercial/Residential/Industrial alternative.

D. Next Meeting

The next scheduled meeting of the California Advisory Committee will be July 27, time and location to be announced later.

RTD/LCB/ag

# Section 3

G Report No. 3

H Part III

I Minutes

G

# Report No. 3

Prepared by  
The Office of Architecture and Urban Design,  
Division of Engineering, City of Cincinnati

CALIFORNIA LAND DEVELOPMENT USE PLAN  
Report #3

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CALIFORNIA LAND DEVELOPMENT USE PLAN

Report #3

7/27/78

RECOMMENDATION: Commercial/Residential/Recreation Use

Preferred Uses:

The recommended use for the California Area is oriented toward Commercial/Residential/Recreational uses. These uses are heavily influenced by the concept of developing a resort community that capitalizes on the present uses such as Old Coney, River Downs and the marinas and the potential for expansion of such uses resulting from expressway access, location and proximity to other supporting uses and market orientation.

It is important that the concept of a recreational/resort community proposed for California be cast in a setting that incorporates the recreational uses that occur on either side of the River and extend for miles in either direction in order to capture the potential opportunities for the future.

Conceptually one must envision the area extending from the Little Miami River to Five Mile Road and east to the California golf course. The idea promoted here must also be considered on an even broader scope. The long range plan for both sides of the Ohio designate river frontage for recreational purposes.

Kentucky is proposing a 18 mile water oriented recreational park in this area. Clermont County is also proposing a large recreational park in an area adjacent to Hamilton County and the riverfront. These major developments support the City of Cincinnati's own proposals for waterfront development from Sawyer Point and the Serpentine Wall to Lunken Airport, including the Little Miami River from the Ohio River to Milford.

In conclusion the general trend for land use development is oriented toward recreational use of much of the land adjacent to the River.

More specifically the uses can be defined in subcategories that reinforce the conceptual land use recommendation. These uses are as follows:

- a. Commercial oriented recreation, e.g. campgrounds, amusement parks, race tracks, driving ranges, miniature golf, boat repair, marinas, amusement centers, etc.
- b. Open Space - water oriented recreational  
This land is primarily along the waters edge and within the floodway. Proposed uses include public and private parks, nature preserves, swimming beaches, ball fields, picnic areas, tennis courts, etc.
- c. Housing (Seasonal and Permanent)  
Seasonal Housing, designed to exist within the floodway fringe above the 100' flood. Located near other uses such as the old pumphouse of the Water Works that could support the resort community image. Housing of this nature should attract different income levels and age groups to the area



with the hopes of converting the seasonal housing to permanent housing after a few years. This housing should be multi-family attached at market rates.

Permanent Housing. Housing of this nature is recommended to support the existing community, to provide relocation resources for existing residents and attract new residents to the area. There are two types of permanent housing envisioned:

1. Medium density multi-family attached
2. Single family detached

- d. Commercial/Retail. There are two opportunities for commercial/retail development in California; auto and non-auto oriented uses.

Realistically the auto oriented uses should relate to the interstate and exist primarily next to Old Coney and River Downs. Some uses of this nature (on a limited basis) may exist north of the expressway interchange.

Non-auto oriented commercial may be located adjacent to the permanent housing (in the Village area) along Kellogg and support the existing and future residential units that will require stores and shops catering to residents needs. Special consideration should be given to the mix of shops that support the village concept and the idea of recreational/resort uses.

Some of those uses would be as follows:

1. Food stores, restaurants, liquor store, bakery, quick food establishments, grocery, amusement center;
2. Post office, motels, theatre, beauty shops, barber shops, gift shops, antique stores, paper products, drug stores;
3. Men and womens sporting clothes, shoe store, yard goods, clothes for the young;
4. Hardware, lawn garden furniture, garden supplies, plants, nursery, paint and decorating, flower shop, small catalog store, souvenirs;
5. Sporting goods, boat sales and equipment, bait and fishing equipment, motorcycle and bike sales.

## ZONING

The future retention and improvement of California depends upon several ingredients; existing residents, new residents, new uses, and development opportunities directed in the proper manner to promote the ideas presented in this study.

In analysis of these concepts it is important that mechanisms be created to guide development without continued public support.



A. Public-Open  
B. Public-Utility

C. Housing  
D. Comm./Rec.

E. Neigh. Business  
F. Auto. Business

No. 8 · PREFERRED LAND USES



In the beginning, however, public monies may be necessary to get the ball rolling but over the long haul private resources should be directed through other means.

The first recommendation is to evaluate zoning as one tool capable of directing long term development. Zoning of the nature discussed earlier, such as RF 1 or 1a (modified to include all proposed uses), could work as the underlying zone. It is important that whatever the final solution for zoning may be, that it consider existing and proposed uses that support the recreational/resort use proposed for the area.

Second, a control technique must be applied to the proposed zoning base that would stimulate the private and public sectors in areas of architectural and environmental design. Such control mechanisms are available through EQD, EOY, SPUD and PUD.

Both elements, the underlying zoning and the overlay zone, should be considered as one of the tools required for implementation of the recommendations for California. Because of the technical nature of the specific zoning changes, it is recommended that they be finalized in a separate report and not included as part of this plan.

H

Part III

Prepared by  
QUEST Research Corporation  
Cincinnati, Ohio

**PART III: PROPOSED DEVELOPMENT**

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## RECOMMENDATION

### Introduction

The California area is like other localities in that its present situation is a mixture of problems and advantages. Its problems are serious: the chronic hazard of periodic flooding, now made more publicly obvious because of federal legislation and regulations. The positive aspects are closely related: the Ohio River causes the flooding but, except on those occasions, it is a source of unique advantage. California has a scenic river view and water-oriented attractions. At the same time, the Ohio River is an important and time-honored means of transportation. The riverfront is thus a source of pleasure as well as a place for transshipment of goods by land and water. Both of these utilities imparted by the Ohio River are reflected in real estate values. The value that arises from either use of river frontage, however, tends to exclude the other.

The present study has been concerned with the implications of alternative land uses and values in the California area. There are a set of uses and values associated with pleasure-giving qualities of the Ohio River: scenic views and access to it enhance property used for residence and active recreation activities. Use of the waterway as an avenue of transportation yields a different source of value. The utility of the river for commerce and its value for purposes of pleasure and consumer satisfaction can scarcely be realized on the same site. In the present study, though, the question of whether these different purposes can be successfully realized on adjacent property has also been examined. It is generally accepted as a tenet of land allocation that these uses are not particularly compatible, but this study represents a new examination of the issue given California's specific circumstances.

Some leeway in combining industrial and recreational uses is inherent in the breadth of activities embraced by the word "industry." At one extreme is the "industrial park", where activities are enclosed in buildings and have scant effect on levels of noise, air, or water quality. Such a use may be acceptable, depending upon an examination of other particulars.

In the present case, however, the proposed use of an industrial nature has concentrated upon the seasonal limitations on use of California sites. Because of regular floods, no structure is proposed to house activities and screen impacts from the surroundings. Proposed processes will involve the use of heavy machinery, including large trucks, and the open storage of bulk materials. This particular type of industry is not one in which there are known instances of site beautification or even innocuous relations with the surroundings. This is a use which usually functions in the vicinity of other industry. If introduced into an area of divergent use, it usually results in the phasing-out of the non-industrial uses.

A possible "phasing-out" of some of the uses in California may have seemed more reasonable several years ago. In the early 1970's, the area faced attrition of the core residential community and possible industrial use of the Old Coney site (which Taft tried unsuccessfully to sell at a price of \$3.5 million, or about \$21,000 per acre). Circumstances at the present time, however, paint a very different picture. The core residential community seems less passive toward the option of extinction, while both Old Coney and River Downs are modernizing and planning to expand. Furthermore, the impending completion of the interstate bridge and interchange makes examination of the issue timely, since these elements of greatly improved access foretell profound changes to follow.

The new access will mean increased traffic. It will mean development of commercial facilities needed to serve this traffic. The greatly shortened travel time from downtown Cincinnati and other points will revise the entire transport surface as it impacts California. It may well generate a new residential popularity for California--small at first, but growing. Old Coney and River Downs both have strong expectations of increased business once their facilities are more accessible to the metropolitan area population. Responsible public concern is, therefore, directed at an examination of the developmental potential of California; this includes analysis of California's contribution to Cincinnati in terms of economic productivity as well as other factors.

#### Land Economics

Land in California could have renewed industrial potential because of the greatly improved access, providing there are not other overriding considerations. It is the determination of this study, however, that there are other overriding considerations. These considerations, probably militating conclusively against industrial use, are:

- (1) The effects of contemplated industrial uses are not favorable to the residential community. They are not merely neutral, but will have negative impacts. More specifically, they will nullify the opportunities now presented to preserve existing housing in California and to increase the housing stock. Given favorable circumstances, the community could channel the effects of greater accessibility in order to counteract and subsequently reverse the formidable problems that residential real estate faces. If the opportunities now foreseen are not realized, then it seems unlikely that California's core residential area will be able to avoid eventual elimination.



(2) The two large amusement uses in the area provide considerable employment and income, important both for California and for the City of Cincinnati. Improvement and/or expansion of these facilities is likely to occur once the interstate link is completed, thereby increasing economic benefits. Yet at least part of the Old Coney business (family-oriented recreation), is an endeavor much influenced by "atmospherics". Negative experiences by patrons in approaching the premises can have unfavorable effects on future business. In past years, coming to Coney by boat or streetcar was a pleasurable experience. Much of the drive from Cincinnati is still scenic, and the approach via I275 could be made visually attractive. Industrial development with heavy truck traffic would certainly detract from this environment, and possibly offset the positive impact of I275.

(3) Land in the flood plain has limited use. The problem of residential usage has already been noted. Yet this does not create, conversely, a justification for industrial use. For more than seasonal industrial use--involving construction of enclosed facilities--extensive flood-proofing measures will be required. The economic significance of this limitation is highlighted by the extensive amount of land which is vacant or in a state of low utilization north of California, along Eastern Avenue. Recreational development, on the other hand, has already been undertaken in the California area; over time, without planning or significant regulation, large areas of land have been profitably maintained for recreational purposes.

An appreciable price for prime industrial land is in the vicinity of \$50,000 per acre. Much M-zoned land is presently available in the Cincinnati area for less. Land valued at \$50,000 per acre will not present serious problems of site quality or access. The real estate market process in effect discounts land from prime prices to make up for limitations of specific parcels in terms of site quality and accessibility. The "discount" from the prime price tends to accord with the cost of correcting limitations, if they can be overcome.

Table 1 shows (in the top row) the price of industrial land per square foot. \$50,000 per acre equals about \$1.15 per square foot, thus falling between \$1.10 and \$1.20 per square foot on the table. Beneath these figures are the values that flood-prone land will have net of (i.e., after discounting for) the cost of filling to the depths given in the right hand column. Thus, if a piece of land were otherwise worth \$1.10 per square foot, but required 12 feet of fill (on average), then the land would have a net value of \$0.23 per square foot. The owner can elect not to fill his land but, if offered for sale, it would have a fair market value of only \$0.23 per square foot, or \$10,000 per acre. The more fill that is required, the lower the fair market value, as shown in the lower rows of the table.



Land in the range of \$0.23 per square foot net (\$1.10 prime) and \$0.33 per square foot net (\$1.20 prime) has a per acre price of \$10,000 to \$14,000. It seems incorrect to suppose that there is not a market for non-industrial use of land in the California community, at least around the lower end of this price range.

Housing, for example, can be built at flood-proof heights for little or no additional cost. Even existing structures can be elevated for relatively moderate amounts; a medium-sized house, for instance, could be raised on piers for approximately \$13,000 (in 1974). Alternatively, a quarter-acre parcel of land (standard residential lot size) could be elevated 12 feet for roughly \$9,500. These figures are well within the range of current costs for low density residential development, even with adjustments for inflation.

There is good reason to suppose that other uses for riverfront land in the California area exist as well. Preliminary calculations have been made to determine the feasibility of commercial campgrounds, allowing 75 sites for every five acres. This analysis suggests a value for land, making provision for all other costs and elements of profit, in the neighborhood of \$10,000 to \$12,000 per acre. Actual prices would depend upon the exact terms and conditions of negotiation between willing buyers and sellers, as well as active exposure for a reasonable period of time on the market--a condition of any estimate of real estate value.

### Conclusion

The present investigation is a planning study, not a study of real estate market feasibility or an appraisal of value; it does not purport to have the assurance of so specific an analysis. This study indicates relative levels of value, for the purpose of developing a public policy concerning allocation of planned and permitted land use.

In sum, it is concluded that pursuit of a recreation theme will have the greatest public and private effects, in terms of positive economic benefits from both governmental and individual developments. Except for the very long term (and perhaps not even then), no potential industrial investment can realistically expect to exceed the return on recreational development as a dominant land use in the California community as a whole. A switch to industrial use on some land will not cause other land to be so absorbed immediately. It will, most probably, cause prolonged idling of some land, deter recreationally related development, and discourage the maintenance of some existing investments. The sum of effects for all land owners within the study area will certainly be negative. Given the over-spill of adverse effects which industry would also create, especially in terms of environmental impact on the existing community, recreational/residential use of land in the California area becomes a far superior alternative.

## DEVELOPMENT PLANS

### Community Image

Before discussing in detail the proposed plans for development in California, a brief note should be made concerning the overall image to be projected in relation to this development.

First of all, California must be thought of in terms of more than the small residential core. A new image of a large community--including commercial and recreational attractions as well as housing--must be created. The symbiotic interaction of activities in California will encompass at least the previously defined study area, and potentially a larger region in the City's southeast corner. A well-managed publicity campaign will probably be needed to build this image of a rejuvenated, larger California community.

At the same time, and adding to the positive image created, the feeling of a resort community should be promoted. The natural setting, recreational facilities, and seasonal housing to be discussed below will foster this feeling. A resort community could attract people from beyond Cincinnati as well; with the completion of I275, California will be easily accessible to people from Dayton, Hamilton, Middletown, and elsewhere in the tri-state region.

Given this background, the picture of recreational/commercial/residential development in California can be sketched more specifically. The following three sections refer to ideas illustrated schematically on the map attached at the end of this report.

### Recreational Components

California is an area where public and private recreational development exist side-by-side. Private investment has been and will likely continue to be more commercially oriented. Public resources, as appropriate, serve broader community interests.

The range of existing recreational facilities in the California area has already been reviewed. Potential development would involve these resources as well as new ones. The upgrading and expansion of River Downs and Old Coney, for instance, would be significant in any future recreational plan. Old Coney's expansion may or may not involve actual physical growth, in terms of additional acreage, but the proposed park development would certainly mean a greater volume of business: more people and higher frequency of use.

New private development would focus on the vacant parcels of land on either side of I275. The primary activity proposed for either or both areas, possibly connected under the interstate itself, is open space overnight accommodations (i.e., campgrounds)--catering to fully equipped recreational vehicles, primitive tent campers, and all combinations inbetween. Because of the scenic attractions and the amenities of a quieter environment, the campgrounds should occupy the parcels closest to the Ohio River. As a commercially operated development, the facility would probably open with 150 to 200 sites, to test the market for a few years. Given the amount and quality of available land adjacent to I275, however, it seems likely that 200 to 300 sites could ultimately be supported on approximately 20 acres.

Campgrounds development and operation is a highly profitable franchise industry which appears to be in a period of rapid expansion. Besides affording a "growth-industry" land use, campgrounds are compatible with the seasonal flood-prone limitations of low-lying California sites. Such a development can maximize advantages of these sites: natural amenity, accessibility by major transportation routes, and proximity to a major center of population--a generator of tourist travel demand. Furthermore, campgrounds allow for ready conversion to a more intensive land usage, should future circumstances warrant it.

Assuming that the anticipated market demand does in fact materialize, full-scale campground operations would probably spawn ancillary recreational/commercial activities. In response to the needs of campers as well as other visitors to the area, it would be feasible to develop more active recreational facilities and/or commercial operations between the campgrounds and Kellogg Avenue. A miniature golf course, small food store(s), and other such services would add to the overall theme of the area.

Although campgrounds currently seem to be the most profitable development option, other types of open space recreational facilities would also be compatible with the areawide theme. A basin marina would fit in nicely, if it could be economically justified. A putt-putt course and/or driving range, related to the public golf course east of Kellogg Avenue, might also be considered.

Another addition to the theme is a daytime visitors' park, free to travellers as well as area residents. Because public access to the river is crucial, especially at such an important location, this park should be publicly versus privately developed. Although the specific site would have to be selected in conjunction with the recreation development, at least 6 to 10 acres should be available on the riverfront, as near as practical to the interchange. Little construction would be required beyond a parking area, restrooms, scattered picnic tables and related facilities (e.g., water fountains, trash cans, etc.). As the gateway to Cincinnati, Hamilton County, and the State of Ohio, this would indeed be a "welcome spot."

If future demand warrants it, additional public access to the riverfront may also be possible. The Cincinnati Water Works already owns vacant land at the junction of the Little Miami and Ohio River; access to that area might be arranged, at least by means of a walking trail along the beach. The remainder of the vacant Water Works land--the old farm property--could be maintained as a nature preserve (i.e., undeveloped open space); this would serve as a buffer between the Water Works and the public access areas until further development is planned. Since no development will be possible west of the federally defined flood line, at least 200 feet from the Ohio River, riverfront land which is now privately owned may become available for purchase. If so, a small public park may eventually be extended along a narrow riverfront strip, connecting the visitors' rest area and the Little Miami beach point.

The public development proposed obviously ties in neatly with the private development suggested. Parks, campgrounds, and amusement facilities are very compatible. Similarly, the interaction between private recreational and commercial investment has been noted. Yet more intensive commercial activity, while still fitting the overall theme of the area, requires somewhat different treatment.

#### Commercial Components

Like the recreational development, commercial usage in the California area can be divided into two types: interstate-related and non-auto oriented.

Interstate-related commercial development includes restaurants, motels, and gas stations. As previously mentioned, one or two of each of these is likely to locate near the I275-Kellogg Avenue intersection. Because of the traffic and parking problems commonly associated with these facilities, such auto-oriented development should be kept as far as possible from the recreational and residential areas. This means limiting heavy commercial usage to land adjacent to the interstate exchange: south of I275 on the east side of Kellogg only; north of I275 to Waits, west of Kellogg to the recreational area (wherever defined by future development).

Both sides of Kellogg Avenue between Waits and Renslar Avenues should be reserved for non-auto oriented or village-type commerce. This would allow for development of selectively zoned existing sites or conversion to a more restrictive, mixed commercial-residential usage. There should be firm limitations on uses which require lots of parking (e.g., large restaurants, supermarkets, convenience stores). More specifically, in order to be compatible with recreational/residential uses, this development should include only about one-third as much parking space as needed for interstate-related facilities; slightly more space might be made available on the east side of Kellogg or behind buildings than on the west side of Kellogg Avenue. Potential uses for this commercial "village area"

include small professional offices (e.g., architects), artist studios, specialty stores, service facilities (e.g., barber shop), and owner-occupied small businesses.

Because this strip of Kellogg Avenue north of Waits is the main "entrance" to the California community, the strongest design controls are needed in this area. Two general steps must be taken to prevent this strip from turning into a routine commercial corridor. First, the greenery along the eastern side of Kellogg must be maintained, so that the "entrance" is visually attractive. Secondly, existing residences along Kellogg Avenue (especially the eastern side) must be preserved. New commercial development should be minimal, and only permitted if the proposal design is compatible with the area plans. This mixture of commercial and residential usage is important in furthering the overall area atmosphere.

### Residential Components

In addition to mixed commercial-residential usage along Kellogg Avenue, housing is envisioned throughout the core community. Residential investment would involve maintenance of existing housing as well as development of some new structures, both permanent and seasonal. The area would remain relatively low-density residential, however, to support the community's "village" image.

The most intensive residential usage would naturally occur on the best (i.e., the most inexpensively developed) land; the best land in California is the most elevated land. Development of more permanent housing would therefore probably center in the northeastern sector of the core community. The northwestern section, on the other hand, is more appropriate for development at lower density, because of the greater susceptibility to flooding. Given the added costs of flood-proofing on this land, as well as the lovely views of and easy access to the Ohio River, seasonal housing is a possible means of reducing financial commitments. It appears that there is ultimately room for 150 to 200 such units, with development beginning closest to the river. Seasonal housing will add to the resort feeling of the community. The structural elements of these units would have to conform to the building requirements for permanent housing, however, so it may eventually be upgraded for permanent usage as conditions change.

Greater use and adaptation of other sites may follow developments on the above two "leading edges". The market for housing in California, however, is untested at present. There is strong housing demand for amenity sites in the general vicinity, as shown by potential demand for new apartments in the Mt. Washington area. It is possible that California can establish market identity to benefit from this, as the I275 completion augurs a new era in California development. Uncertainty is the main problem, it appears: uncertainty over implementation of flood regulations and uncertainty over public determination of the future land use pattern. The market is expected to react positively to timely clarification in these areas.

Some controls on development, however, seem essential. The importance of functional and aesthetic regulations controlling flood-proofing measures, from an economic standpoint, is that action in regard to any one parcel should not create negative effects upon other parcels. Flood-proofing measures should be designed to provide the most economical protection, to avoid inflicting remedial requirements on other properties, and to maintain site quality. It is important that the net value for residential property in the aggregate be maximized, to enhance both the interests of individual homeowners and the overall tax base.



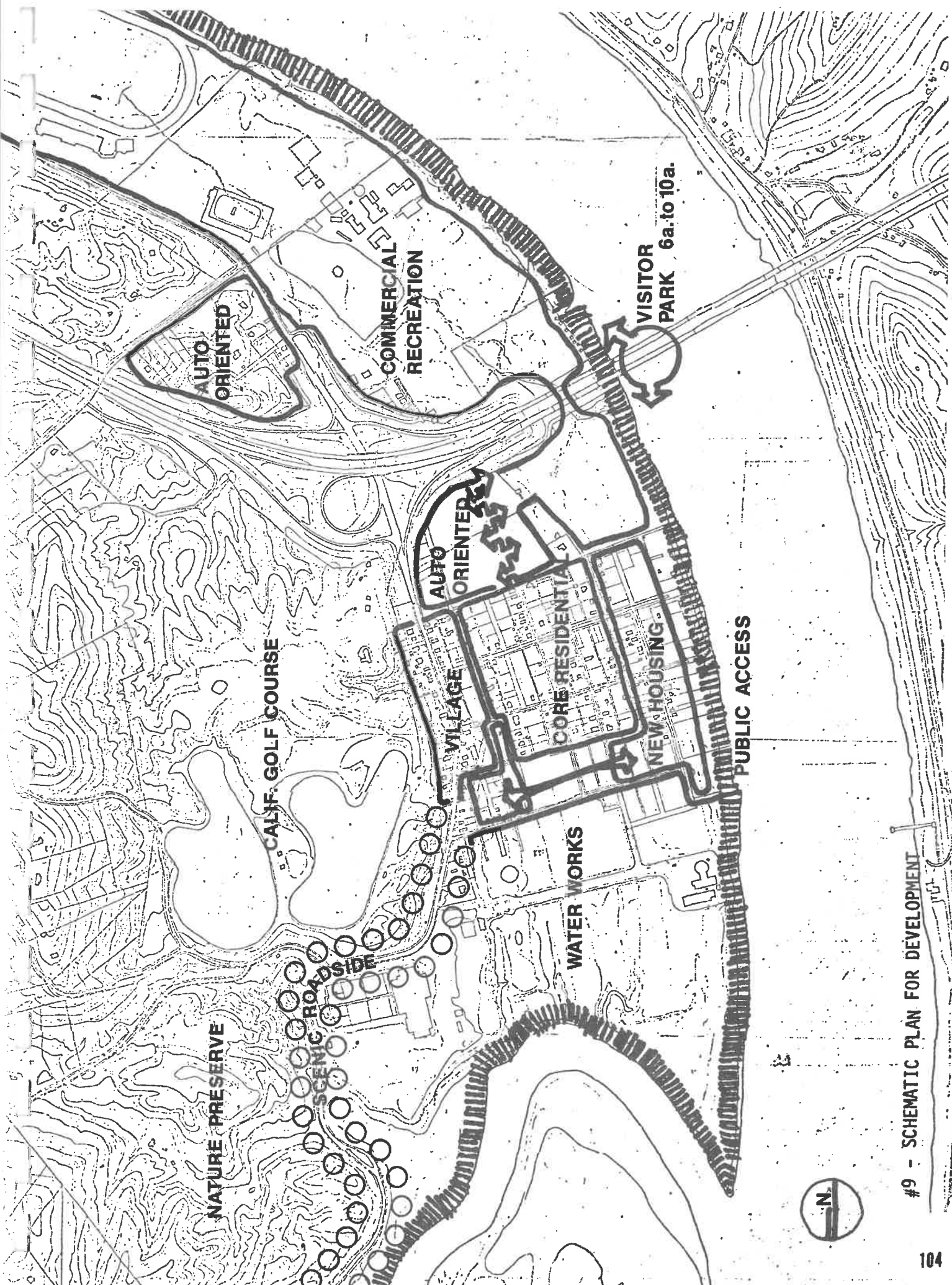
## INTRODUCTION TO AN IMPLEMENTATION STRATEGY

It is impractical to design development plans without simultaneously considering means of accomplishing the goals; many of the ideas suggested in this paper are contingent upon external factors. Although a detailed implementation strategy will be presented in the next phase of this project, it seems appropriate to mention some of the key aspects at this point.

One necessary action previously alluded to is that of public and private commitment to the promotion of California. Although the approaches may differ somewhat for the recreational attractions, the commercial development, and the residential community, general publicity for the region will be beneficial to all parties involved.

The other major category of required actions involves zoning. For development to occur according to the proposed land uses, careful control of zoning permits must be exercised. Any unzoned or improperly zoned land must be appropriately classified, and requests for zoning changes must be carefully analyzed in relation to the overall development plan. In a related measure, the City should consider the possibility of annexing some property which is just beyond the corporation line but which directly impacts development in California. Pursuit of the development plans outlined would then benefit both the land owners and the City as a whole.

As previously indicated, these implementation methods will be discussed in more depth during the next stage of the study.



#9 - SCHEMATIC PLAN FOR DEVELOPMENT

Map preparation courtesy of the City of Cincinnati (Public Works Department, Office of Architecture and Urban Design).

I

# Minutes

Of

The California Advisory Committee Meeting  
July 27, 1978

California Advisory Committee

Minutes

July 27, 1973

A. Present

J. Carroll, Acting Chairman; P. Coleman; J. Hanenson; L. Stone; R. Flerlage; N. Schwab III; R. Bloomhoff; D. Finney; R. Rottinghaus; B. Owens; E. Meyer; R. Bolton; J. Frakes.

Consultants:

R. Kull; N. Callihan; A. Grey; P. Hartsock; H. Habbert

City Planning Commission staff:

H. Stevens, Director; S. Bloomfield, Asst. Director; R. Docter; L. Bradford.

The meeting was called to order at 3:30 p.m.; Room 226, City Hall.

B. Subjects Discussed

1. Minutes of June 29, 1978.
2. Presentation of preferred uses by Consultants:

Helen Habbert of Quest Research opened the presentation by discussing strengthening of the "resort" type community image, oriented towards pedestrian movement while allowing auto oriented activities to take place next to I-275. Ms. Habbert, along with Art Grey continued to express the relevant points which lead to their recommendation of preferred uses and locations. These points are also presented in Quest's third report: "Land Development Use Plan For The Community of California -- Preliminary Analysis of Proposed Development", July 27, 1978 (enclosed). Ned Callihan, of The Architecture and Design Section of Public Works, discussed the urban design portion of the preferred uses as presented in "Report #3", (enclosed) prepared by the Architecture and Design Section of Public Works.

3. Jim Carroll opened to the floor, the discussion of the consultant's recommendations and the following comments were made by those in attendance:

Mr. Stevens, Director of the City Planning Commission stressed that City funds for implementation of such a plan were very limited, and what monies may be available must be spent for those items which achieve the maximum cost/benefit.

Mr. Bloomhoff, Community support worker, expressed endorsement of the plan and stated he was confident the proposed plan would receive the support of the California residents.

Mr. Flerlage, an owner of property in California, questioned whether the newspaper article he gave to the City Planning staff titled "Immediate Start Is Recommended on Southwest Jefferson Riverport" had been distributed. Mr. Flerlage felt the article had some issues which related to the California Study and felt this

article suggested encouragement for barge terminals in Cincinnati. Ms. Habbert stated the information had been forwarded. She stated the article sounded beneficial on the surface and was considered at a meeting involving the staff of Quest, Urban Design and the Planning Commission. Based on this meeting's discussion, the following was decided: (1) the economic benefits given were not as significant as they were made to appear; and (2) the situation in Louisville was enhanced by a floodwall (N.B. flood protection vs. "floor" protection in the minutes).

Mr. Carroll read a letter which he recently received from R. Miller, Superintendent, Cincinnati Water Works, which indicated Mr. Miller's concerns about barge terminals which would handle "chemicals" or any such substances that might in case of a spill pollute our source of raw water immediately upstream of the Cincinnati Water Works intakes.

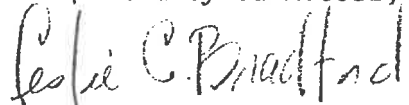
4. Reaction of the California Advisory Committee was favorable to the Consultant's "Preferred Use" proposals.

Most members felt that this proposal should be considered only as the first phase in a series of studies and that more money should be requested from the Community Development Advisory Council to actually devise creative design controls and implementation tools as will be recommended in this study.

C. Actions Taken

1. The Minutes of June 29, 1978 were approved as distributed.
2. California Advisory Committee approved the preferred uses as proposed by the consultants.
3. The next meeting of the California Advisory Committee will be August 17th, 1978, time and place to be announced later.

Respectfully submitted,



Leslie C. Bradford, Planner

# Section 4

J Report No. 4

K Part IV

L Minutes

J

# Report No. 4

Prepared by

The Office of Architecture and Urban Design,  
Division of Engineering, City of Cincinnati

CALIFORNIA LAND USE DEVELOPMENT PLAN  
Report #4

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## CALIFORNIA LAND DEVELOPMENT USE PLAN

Report #4

8/17/78

This final report includes two sections; design controls and directions for the future.

### Design Controls

The purpose of this section of the report is to recommend in written and graphic form the specific design guidelines included in the recommended plan for California. These items are as follows:

- a. Urban Design Controls
- b. Development Phasing

### URBAN DESIGN CONTROLS

Urban design controls in the California area should be established to preserve and expand the existing amenities, while allowing new commercial development on selected sites. All major roads should be appropriately treated to contain noise and air pollution and protect the scenic roadside quality that exists north of the community along Kellogg Avenue. Breaks in this quality should occur only along Kellogg through the existing commercial village area (described in Report No. 3) and at designated sites for future auto-oriented commercial development. Controls should insure compatible quality and character at both types of commercial areas.

Within the existing housing, efforts should be made to protect the existing density as determined by historic lot size. This would allow for considerable infill development of floodproofed single family detached housing while preserving the open, rural character of the community. Floodproofing of both existing and new housing should be directed away from site filling to avoid radically altering the characteristic flat topography of the land. Elevation of structures has precedence in the neighborhood and promotes the compatibility of new and old buildings.

Areas designated for higher density development of new housing should be required to include public open space and pedestrian pathways to allow the existing open landscape to flow through them. This could be accomplished through expansion of existing street rights-of-way. New structures should be compatible in scale and design with existing structures.

A system of open space beginning at the public Riverfront area (providing pedestrian access, open space and buffer areas isolating the proposed new commercial development) should be woven through the community. This system would tie in with the above mentioned open space within the new housing areas. The concept of a public Riverfront should extend through the Water Works property and Old Coney, and become part of the proposed Riverfront Park system encompassing Yeatman's Cove and the Little Miami Scenic River.

In certain areas, controlled public access to private land is necessary but would not dilute the concept of public utilization of the Waterfront area.



See Text For Letter References

No.10 · URBAN DESIGN CONTROLS



Private commercial - recreational development should be restricted to existing open land with controls to preserve landscaping and adjacent residential areas from the detrimental effects of traffic, parking areas, and increased light, noise and activity.

The existing commercial village area should remain a mixed residential-commercial area. Urban design controls should preserve significant existing structures and their density. New structures should be compatible in scale and design and parking should be landscaped and screened from its neighbors.

Auto-oriented commercial/retail should be restricted to areas along Kellogg that have a direct relationship to the expressway, with strong controls imposed to protect the general landscape and the character of adjacent buildings.

The outline below summarizes the recommended design controls for each area indicated on the accompanying map (Urban Design Controls).

- A. Scenic Roadside - tree lined with concern for the driver's experience, screening from adjacent developed areas, the view from elevated areas and the "entry experience" from the interstate bridge.
  1. Kellogg on both sides for its full length, beginning at Salem, allowing commercial interruptions, and attempting to influence similar controls beyond the City limits as far as Five Mile Road.
  2. Sutton on both sides between Kellogg and the expressway overpass.
  3. The expressway on both sides with attempts to influence similar controls in Kentucky and beyond the city limits of Cincinnati.
- B. Existing Housing Core - low density, small scale structures, pedestrian oriented, sloping roofs, masonry and frame construction existing in large lots.
- C. New Housing Development - higher density with proportion of open space to relate to the existing, small scale, pedestrian oriented, rural character, floodproofed on structures.
- D. Open Space - publicly or privately owned, undeveloped, pedestrian oriented, functional as a pathway system and as buffers.
  1. Unused land on the east side of Kellogg at either end of the neighborhood business village should be added to the California Golf Course and left open.
  2. The area within the designated "floodway" (approximately 200 feet back from the River's edge at pool) should have public access and include a public visitor's park. Development within the most critical flood area is not permitted.
  3. The River's edge through the Water Works should be opened to pedestrian and boater access and expanded inland as far as the Water Works expansion plans will permit.
  4. Areas should be set aside for expansion of athletic facilities.

5. Guarantees of public access to Old Coney's riverfront should be secured.
  6. A pathway system along expanded street rights-of-way to be used for circulation and as buffers.
  7. Support for Kentucky's plans to maintain its riverfront as a conservancy district.
- E. Commercial-Recreational Development-TouristPark and river oriented uses should be heavily landscaped, contain low-scale structures, and be screened from adjacent residential.
  - F. Commercial Village Area - existing structures and density with compatible in-fill development, landscaped and screened parking, no auto-oriented business, mixed residential-commercial.
  - G. Auto-Oriented Commercial/Retail - landscaped, screened from adjacent uses, compatible building character designed to promote a quality resort atmosphere.

#### DEVELOPMENT PHASING (letters refer to attached Phasing Maps)

Development phasing is included in this portion of the report because (if conducted properly) it can be an effective tool for guiding the redevelopment of the recreational/resort atmosphere.

#### Phase I - (1982)

The proposal for expansion of Old Coney (A) will be among the first developments to make an impact on California. It may take shape by 1982. Auto-oriented commercial will begin across Kellogg on land already assembled by a private owner (B). Accessibility provided by the expressway will put pressure on vacant land (C) adjacent to it for the proposed commercial-recreational uses. Public action should respond to this pressure and guarantee public access to and use of the Riverfront (D) on either side of the bridge and the development of a public visitor's park. A buffer may be necessary along the Waits Street (E) right-of-way from the River to Kellogg to protect the existing housing environment from the effects of commercial development. With a solidified direction for the community, upgrading and floodproofing of some existing housing within the community (F) may be evident by 1982. New seasonal housing (G) encouraged by access to the now closed Water Works riverfront (H) might take shape by 1982.

#### Phase II - (1990)

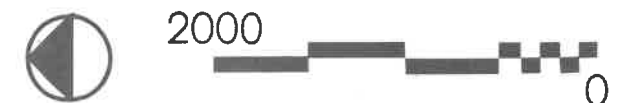
As the initial developments solidify California's expanding image, auto-oriented commercial may expand across from Old Coney (I) with the initial commercial-recreational expanding to the east (J) in conjunction with new auto-oriented commercial possibilities along Kellogg (K). Expansion of the California Golf Course hillside onto the property at each end of the commercial village (L) on the east side of Kellogg should happen at the outset of any development to protect the wooded hillside. If the existing housing stock continues to be upgraded and the initial new seasonal housing proves viable, this period of growth may spawn new permanent housing (M) and expansion of the seasonal community (N). The resultant demand for neighborhood oriented commercial and the elevated image of the area may encourage rejuvenation of the commercial village (O) along Kellogg. Proper buffering and enhancement of the



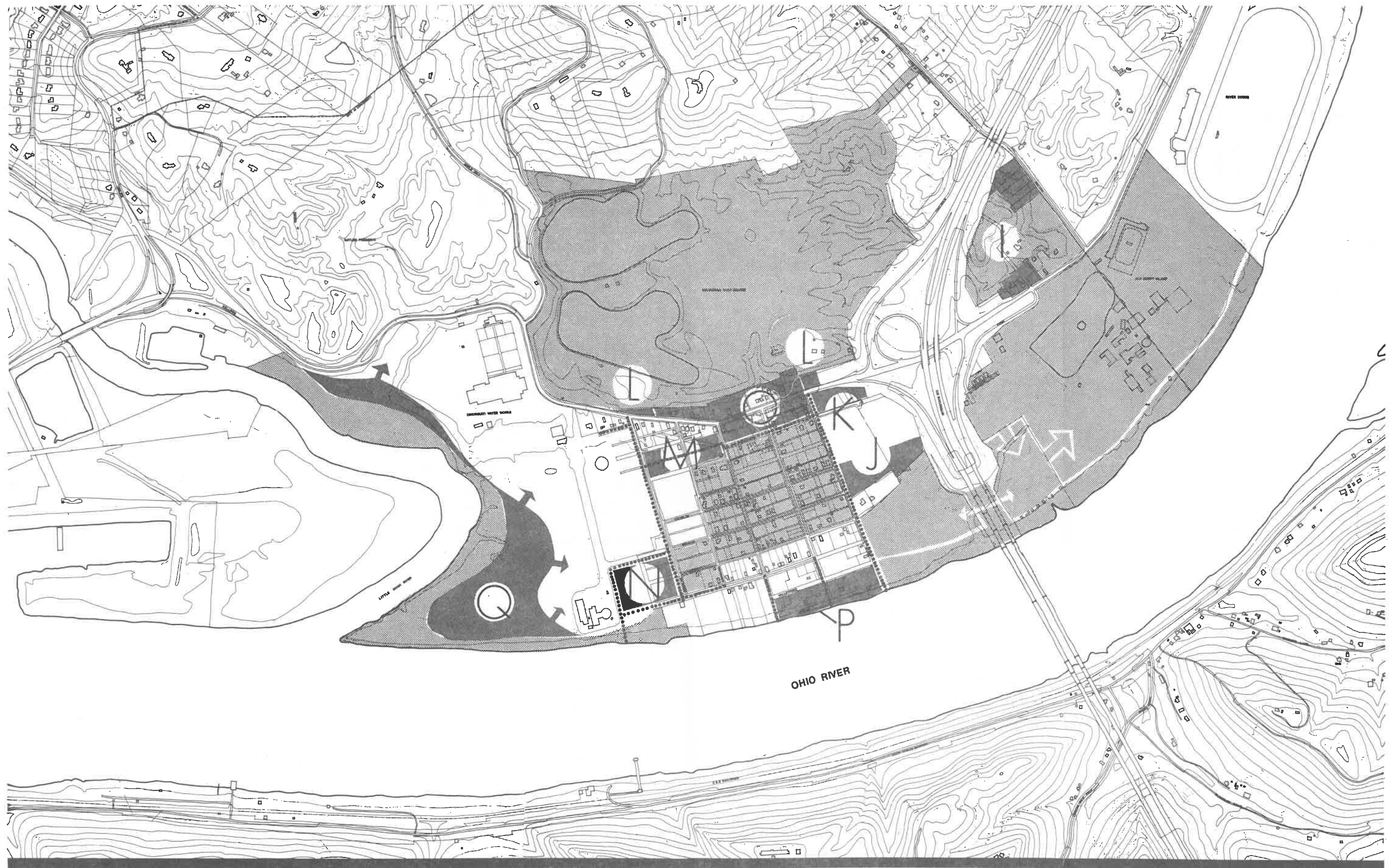


See Text For Letter References

No.11·PHASE ONE - 1982





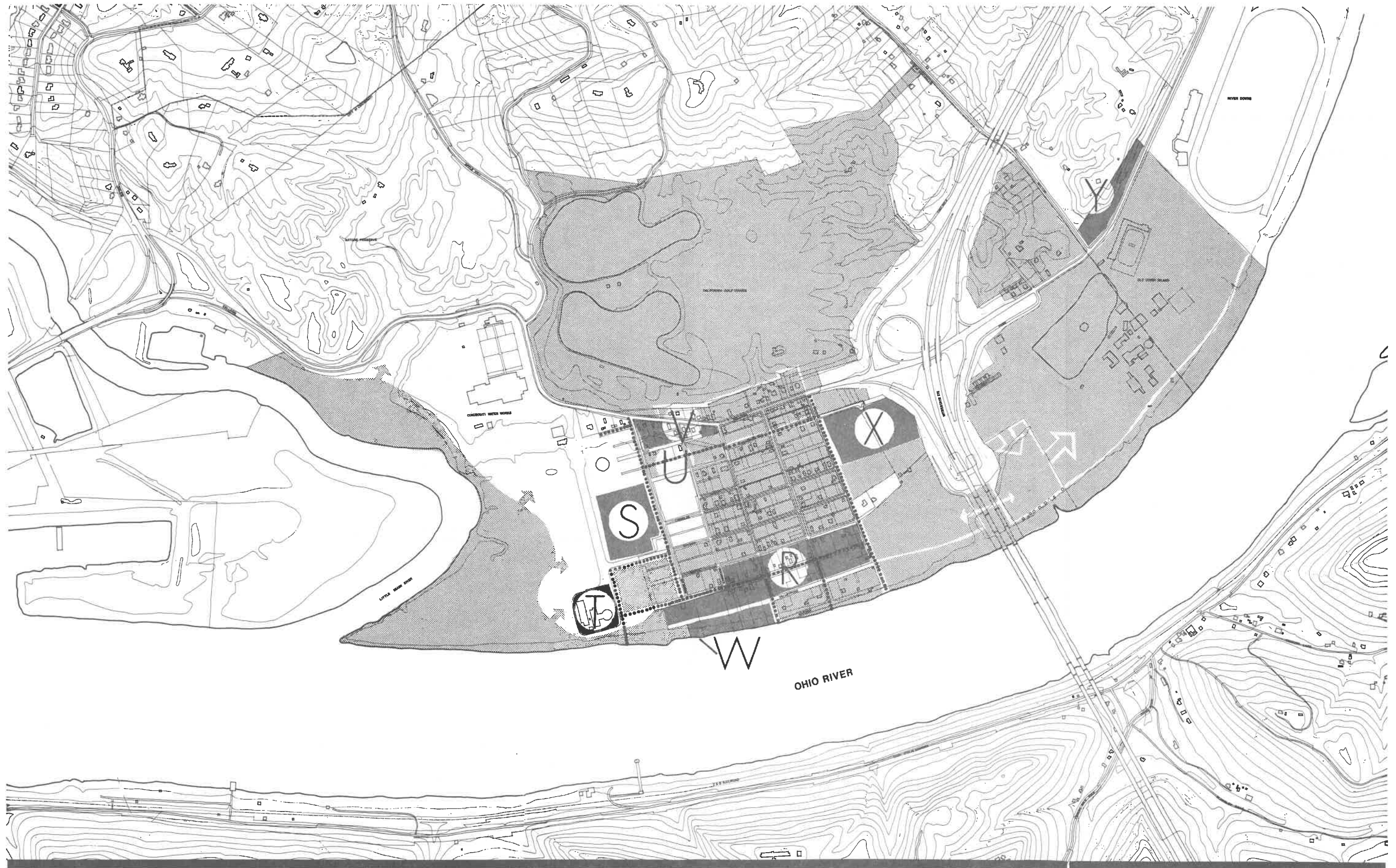


See Text For Letter References

No. 12 - PHASE TWO - 1990







See Text For Letter References

No.13 PHASE THREE - FINAL



existing environment must be inherent in all new and renovated development. The system of public open space should expand to the north (P) and along appropriate streets to connect the growing elements of the community to the River. The Water Works riverfront (Q) should be expanded inland and maintained as open space.

### Final Phase

As the area approaches its full development potential, the seasonal housing may expand south along Panama Street (R) and north and east on unused Water Works property (S). The old pump house (T) may become a commercial-residential focal point. New permanent housing would be solidified in the northeast corner of the community (U). The commercial village (V) will have reached its potential and a full system of public open space (W) should tie the community together. Auto-oriented commercial may respond to pressures for more land and expand north of the expressway (X) and south of Sutton (Y).

### SUMMARY

Public acquisitions suggested in this report with the accompanying public improvements should be considered for immediate funding. Special attention should be directed toward the visitor park on the River and appropriate access to it. The suggested expansion of the California Golf Course property on Kellogg Avenue should also be considered. With these studies and acquisitions under way, we feel a future of continued residential usage and compatible commercial/residential/recreational development can become a reality in California. If realized, it can be a major step forward for the growing tourist industry in the region.

### DIRECTIONS FOR THE FUTURE

This section deals with directions for the future as an extension of the work conducted under this contract. In our opinion, additional work is required in the following areas:

1. Urban Design - prepare an actual urban design plan showing physical proposals for land utilization.
2. More specific land use designation.
3. Site planning.
4. Public information.
5. Zoning text changes.
6. Development site identification including acquisition, relocation (as necessary) and demolition. Focus on the visitor's park.
7. Public improvements and cost estimates.
8. Development incentives.
9. Development responsibility.

It is important for the successful growth and development of the California area that some development authority (public or private) be charged with the responsibility of implementing the intentions of this and other plans.



This task is extremely important if the goals and objectives of this plan and future plans are to be realized. As consultants, we see several city agencies as possible recipients of this charge, however, none are fully authorized to carry out project implementation of this nature. Therefore, it is our opinion that the RAC should request the City Manager to appoint a responsible group to carry out the recommendations of this plan and future work.

K

Part IV

Prepared by  
QUEST Research Corporation  
Cincinnati, Ohio

**PART IV: IMPLEMENTATION FRAMEWORK**

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## INTRODUCTION

From an economic point of view, the Land Use Development Plan is directed at two goals:

(1) To determine the optimal aggregate (i.e., public interest + private benefit) land use pattern for the California area, with due regard for all the exigencies involved; and

(2) To reduce uncertainty which impedes implementation of the steps necessary to achieve the plan's objectives.

Previously, in the course of this study, land use assignments for the property in and adjacent to California have been recommended. Needed economic/real estate rationales developed in the course of the analysis have also been presented in explanation of these recommendations.

The next step called for in the study is to indicate the implementation strategy (from an economic feasibility point of view) that should be pursued, and the relationships among the strategy items from the standpoint of timing. Given what has already been set forth about preferred land uses, there still remains the extremely important task of giving structure to the plan. This is the purpose of the implementation strategy, which closely relates to further clarification of the situation.

The objective of reducing uncertainty has already been mentioned. Uncertainty is a fundamental aspect of economic life, operating to impede action. If action is to occur, then uncertainty has to be reduced or the key economic actors have to be compensated adequately for contending with uncertainty. If appropriate returns to compensate for uncertainty are not possible, then the requisite actions will not take place and the plan cannot be realized. The idea of an implementation strategy recognizes the importance of this. In effect, it acknowledges that there is a preferred order among future desired events which is to be discovered. Each event or item in a program of implementation has influence upon other events; the best ordering of these gets the maximum leverage from each item over those that follow it.

Practically speaking, it may not be possible to fulfill every item of the implementation strategy, nor to do so in the precise order that is recommended. This is understood. The realities of implementation are complicated and changeable. It is important that those who are responsible for implementation tasks be sensitive to these realities. In other words, difficulties of implementation must be recognized at the outset. Implementation tasks or activities require considerable determination, however, so those involved must not be easily deterred by obstacles.

With this said concerning the application of an implementation strategy, the report will now turn to enumerating the separate items and order of the strategy, as well as the inter-relationships in time (or phasing) of separate items.

## DEVELOPMENT PHASING

Although most of the discussion concerning development phasing was completed in the last stage of the study, and graphically illustrated on maps prepared by the urban design consultants, a brief review is appropriate at this point.

The first phase, or short-term time frame, runs from the present to about 1982. Zoning changes and land ownership transfers should occur, as well as the other steps discussed in the following section, in order to pave the way for future development in line with this study's proposals. By the end of this stage, implementation of the land use development plan should be well underway; initial expansion of recreational, commercial, and residential areas should be completed.

By 1990, all proposed development in the California area should be in place to some degree. This will be a period of rapid growth. Repopulation of the area and realization of the maximum recreational, commercial, and residential development will probably occur in the final phase, after 1990.

## IMPLEMENTATION STRATEGY

Realization of the initial phase of the California Land Use Development Plan requires some specific activity. Implementation of these tasks will in turn generate the activity needed to complete the objectives of later phases. Following are the ten principal action steps and related proposals.

### Action Steps

The following steps should be taken, preferably in the order given, over the next three to five years. Action on subsequent items should not, however, be contingent upon completion of prior items. Overlapping will probably occur. Furthermore, delays of various kinds can be expected and should not be allowed to block all further progress.

(1) Adopt the final California Land Use Development Plan and commit official City support for its implementation. This may eventually involve incorporation of various components into the annual Community Work Programs.

(2) Distribute all available information on flooding and flood-proofing, involving both physical and financial aspects of the situation. Data on topography and official flood lines would help clarify flooding conditions. A review of presently available information on flood-proofing (for both existing housing and new construction) would include summaries of:

- HUD regulations
- National Flood Insurance Program requirements
- Federal publications with explanations and illustrations of flood-proof designs\*
- Details on what houses are already flood-proofed and where additional work is needed in California
- City of Cincinnati ordinances and administrative policies, including the California Land Use Development Plan and programs for public improvement (e.g., Community Development Block Grant aid)
- Information on low interest loans and other resources for investments or improvements on property

\*Federal Insurance Administration/American Institute of Architects, "Elevated Residential Structures - Reducing Flood Damage Through Building Design: A Guide Manual" (Washington, D.C.: HUD, 1976).

Army Corps of Engineers, "Flood-proofing: Example of Raising a Private Residence" (Atlanta, Ga.: U.S. Army, 1977).

Finally, the following actions are needed in regard to flood-proofing:

- (a) Compile and make readily accesible, within City Hall at least, maps specifying the relationship of flood lines to individual properties in the flood plain.
- (b) Undertake further studies to sort out acceptable methods of flood-proofing the core residential community.
- (c) Establish ways of financing remedial measures, and carry out necessary projects which are public or shared community functions for dealing with flooding.

(3) Publicize the concept of California as a recreational resource for Greater Cincinnati. More specifically, create and promote a new image for California as a larger, revitalized recreational/resort community. In addition to encouraging private development of quality facilities mixed with open space areas, such publicity must further the "village" concept and strengthen California's housing resources. In general, efforts must be made to maintain interest in and support of the recreational theme, thereby furthering the positive outlook for California's potential--in the eyes of California residents and property owners as well as citizens of Greater Cincinnati.

(4) Evaluate the possibility of annexing area now beyond the City limits; review necessary legal and procedural details and determine fiscal impacts as required. Discuss this option with affected jurisdictions and property owners as soon as possible.

(5) Down-zone parcels with general business and industrial classifications which are not already in such use. In other words, Old Coney (now zoned RF-2) and some lots on Kellogg Avenue north of Waits (now zoned B-4) would be re-zoned to preclude future uses incompatible with the recreational/commercial/residential plan for the area.

(6) Advocate and secure financial commitments for a visitors' park of at least 6 to 10 acres on the riverfront; initial efforts would focus on contacting the appropriate City, County, and/or State officials.

(7) Initiate key road improvements in the California area. Improved access is especially needed to serve the public visitors' park, but such upgrading would also benefit and possibly stimulate nearby private development.



(8) Process requests for traffic-oriented commercial development in accordance with the study's planned uses, relying on the most appropriate existing categories of zoning. No re-zoning should be considered until specific requests are received.

(9) Consider requests for any use along Kellogg Avenue (north of Waits) on the basis of the "village" criteria. In other words, any plans for proposed uses not in conformity with existing zoning would be required to comply with two conditions: limited parking and at least partial residential occupancy of each structure.

(10) Study the possibility of imposing weight and size limits on vehicles using Kellogg Avenue between I-275 and Stites Street. This would help preserve the natural character from the Little Miami River through the California community.

#### Responsible Parties

The agents responsible for implementing the above tasks, numbered to correspond with the action steps discussed in the preceding section, are:

- (1) Plan adoption/City commitment
  - Riverfront Advisory Council (hereafter known as RAC) and City of Cincinnati (City Planning Commission, City Manager, City Council).
- (2) Flooding and flood-proofing data
  - City of Cincinnati (Public Works Department/ Engineering Division, Community Assistance Teams).
- (3) New community image
  - RAC, City of Cincinnati, the community (current residents/property owners), and private developers.
- (4) Annexation
  - RAC, City of Cincinnati (Planning Commission, City Solicitor), and property owners.
- (5) Down-zoning
  - City of Cincinnati (Planning Commission) and some property owners.
- (6) Visitors' park commitments
  - RAC, City of Cincinnati, and the community (current residents/property owners).

- (7) Public access improvements
  - City of Cincinnati (Public Works Department/Engineering Division), possibly with the County and/or State, and some private developers/property owners.
- (8) Interstate-related commercial development
  - City of Cincinnati (Planning Commission, Public Works Department/Office of Architecture and Urban Design).
- (9) Commercial "village" controls
  - City of Cincinnati (Planning Commission, Public Works Department/Office of Architecture and Urban Design).
- (10) Vehicle restrictions
  - City of Cincinnati (City Council, Public Works Department/Engineering and Traffic Engineering Divisions) and/or Ohio Department of Transportation.

### Incentives

Implementation will be significantly harder, if not actually impossible, without inducements to conform to the proposed plans. The parties involved must have reasons to comply; although concern for the public interest is a real motive in some cases, most developers rely on economic incentives. Following is an outline of incentives related to each of the action steps previously discussed.

- (1) Plan adoption/City commitment
  - to initiate the development process
  - to demonstrate official public support for the plans
- (2) Flooding and flood-proofing data
  - to ensure the fullest possible citizen understanding of and involvement in the HUD process
  - to assist current and prospective property owners/residents in California
  - to encourage both proper and attractive flood-proofing measures
- (3) New community image
  - to recruit private developers
  - to prevent inappropriate or incompatible development
  - to secure citywide support for public service improvements in the area
  - to strengthen the housing market
  - to increase the area's employment base

- (4) Annexation
  - to realize the benefits of identification with the California community
  - to assure full cooperation in implementing the proposal plans, which are intended to protect against adverse impacts as well as enhance the quality of the area
- (5) Down-zoning
  - to be able to participate in the opportunity for land use related to the community theme
  - to assure full cooperation in implementing the proposal plans, which are intended to protect against adverse impacts as well as enhance the quality of the area
- (6) Visitors' park commitments
  - to enhance the public image of the City/County/State
  - to meet the needs of thousands of travellers and area residents
- (7) Public access improvements
  - to facilitate movement to and around the area
  - to serve the proposed visitors' park
  - to demonstrate official public support for the plans
  - to stimulate private development
- (8) Interstate-related commercial development
  - to provide for needed traffic-oriented facilities and support services for the recreational activities
  - to ensure that development conforms with areawide plans
- (9) Commercial "village" controls
  - to add to the visual quality of the area in support of the recreational theme
  - to minimize traffic problems
  - to strengthen housing opportunities
  - to prevent incompatible development
- (10) Vehicle restrictions
  - to control traffic through the residential/commercial "village" area
  - to maintain the "scenic roadside" or "country road" aspect of the recreational theme
  - to minimize the need for and frequency of road repairs

The plan itself is designed to prevent land use conflicts which would be disincentives to development. More generally, timely and enthusiastic public action on the above points will be an important incentive for additional private investment to occur.

### Guidelines and Controls

Guidelines for development in California would generally follow the proposals suggested throughout this study. Such guidelines are intended to provide information on public policy for those interested in improving or changing the use of their property. It would therefore be most appropriate to develop, in leaflet form, a schematic map of the land use development plan with short descriptions of the several areas involved.

Guidelines themselves may serve as controls. For instance, some control is achieved when the officials responsible for granting public permits rely on the plan's guidelines in their decision-making. Another type of control involves re-zoning where existing classifications are inadequate to accomplish the intent of the plan.

It is recognized that there are over-riding controls imposed by impending flood insurance regulations. While respecting these, this plan attempts to provide conditions under which such controls will not be a barrier to future development. It does so by contemplating how the physical difficulties might be moderated and how potential market forces of demand might be directed to focus on California. In this way, controls and guidelines become interchangeable.

### Funding Sources

Except for the visitors' park, any future extensions of public recreation areas along the riverfront, and some improvements on public roads, all proposed development are of a nature to be financed by the private sector. Public monies will probably come from Community Development funds, although another resource for roads may be the Capital Improvement Program. Because the great bulk of development in California must be privately financed, however, it is of utmost importance that the climate for investment builds upon the great potential foreseen in this study.

## CONCLUSION

Implementation of the California Land Use Development Plan presupposes two basic conditions:

- (1) a generally viable economic situation, in order to have incentives and controls which the private sector will accept; and
- (2) a clarification of uncertainties, in order to realize both private and public interests.

The proposals presented in earlier stages of this study have addressed the first issue. This paper deals with the second, by suggesting implementation steps and guidelines to facilitate development according to the land use plan.

The interactions among different aspects of implementation are very important. As previously noted, the timing and the ordering of action steps may affect the final results. Annexation is not a relevant issue, for instance, until after a larger, revitalized California community is identified. This is not to say that every step must be taken precisely as proposed in this report. Any development situation is dynamic, and changing conditions may necessitate adaptations in approach. Because each action is closely related to others, however, implementation should proceed in a step-by-step progression, with careful attention paid to the positive and negative side effects of every action taken.

Similarly, each development phase should stimulate further development according to the overall plan and theme of the area. This implementation strategy is primarily designed to assist current property owners in beginning to realize the area's potential. Some new property owners may initiate development in this first phase as well, but most of the new growth will probably occur after--and as a result of--the stabilization of existing resources. Development will thus also be a step-by-step process. Like the implementation strategy, however, the process is far from static. Results materialize from the overlap and interplay between different elements.

Finally, the implementation process needs to be monitored and directed by an on-going task force, similar to the California Advisory Committee. By representing both public and private interests, such a committee would serve to moderate differences and to stimulate action. If charged with the coordination of development efforts in California, this committee could support and encourage the recreational motif which is so clearly identified with the California community.

L

# Minutes

Of

The California Advisory Committee Meeting  
August 17, 1978

## Minutes

### CALIFORNIA ADVISORY COMMITTEE

August 17, 1978

#### A. Present

##### California Advisory Committee:

E. Berman, Chairwoman; J. Carroll; P. Coleman; J. Hanenson;  
C. Frazier; N. Schwab III; B. Lichtenstein, R. Rottinghaus; D. Davis

Guests: W. Karches; D. Cremering; R. Bloomhuff

Consultants: R. Kull; N. Callihan; P. Hartsock; H. Habbert

Planning Commission staff: H. Stevens, Director; R. Docter; L. Bradford

The meeting was called to order at 3:30 pm, Room 226, City Hall.

#### B. Subjects Discussed:

1. Correction of Minutes of July 27, 1978 as requested by H. Habbert of Quest Research.
2. Presentation of design controls and implementation strategies by consultants.

Helen Habbert, Quest Research, opened the presentation by discussing the 10 implementation "action steps," which Quest Research feels should be followed to encourage the fulfillment of the California Land Development Use Plan.

Ms. Habbert finished her presentation by recommending that a continuing guidance and working review committee such as the California Advisory Committee be retained to facilitate carrying out the recommendations of the Plan and future work.

Ms. Habbert's recommendations are presented in Quest Research's fourth report entitled ". . . Preliminary Analysis of an Implementation Framework" August 17, 1978. (enclosed)

Then Ned Callihan, Office of Architecture and Urban Design, presented their report entitled ". . . Report No. 4, August 17, 1978." (enclosed)

Mr. Callihan indicated this fourth report dealt with Urban Design Controls and Development Staging. Urban Design Controls for the following types of areas were discussed:

- a. Scenic Roadside
- b. Existing Housing Core

- c. New Housing Development
- d. Open Space
- e. Commercial - Recreational Development - Tourist (areas)
- f. Commercial Village area
- g. Auto-oriented commercial/retail

The development staging is divided into three phases: Phase I to be accomplished by 1982; Phase II by 1990; and the Final Phase, after 1990.

Ron Kull, Principal Architect, concluded the presentation by recommending directions for the future which the Office of Architecture and Urban Design feel are needed for further development of the community.

3. Estelle Berman opened to the floor discussion of the consultants' recommendations and the following comments were made by those in attendance:

Mr. Karches asked whether the new housing would be at the 80 foot flood line. Mr. Callihan said it would probably be between the 70 to 75 foot flood line.

Mr. Stevens, Director of City Planning, again stressed that City funds for implementation of such a plan were very limited, and what monies may be available must be spent for those items which achieve the maximum cost/benefit.

Mr. Frazier commented that the community was in favor of the Plan. However, he objected to the statement "flash flooding" in Report No. 2, Section II-C.

4. Reaction of the California Advisory Committee was favorable to the consultants' implementation strategies and suggestions for design controls.
5. There being no further comments, Mrs. Berman, Chairwoman, introduced Mr. Wm. Karches, a property owner in California, who had requested to speak as an opponent to the consultants' recommendation that a Recreational camping facility in the California area would be profitable. Mr. Karches presented a Campground proposal prepared by Auble - Mitchell - Burgess Assoc. with the following cost estimates for developing the proposal.

Total development cost was estimated at \$1,050,000 including site preparation (includes \$195,000 for new main sewer, manholes and tap-in to existing sewer in Penn Avenue) and construction of one recreational and one service building. Mr. Karches feels that site conditions limit the number of recreational vehicle spaces with utility hook-ups, that the busy season is limited to 3 months, and that he probably could not charge premium rates due to existing and future competition in the area.



Therefore, he estimates his annual gross income may be only one-half what he would owe in annual interest charges on money borrowed to finance such a development.

Mr. Karches was concerned that a small campground in the California Community, for example, could not compete with the Kings Island Camping Facility, only 20 or 22 miles away, or with Batavia's new 50 million dollar park or Clermont County's 16,000 acre park.

Mr. Karches questioned the validity of the study consultants' recommendations because he has tried to develop many concepts for his property since 1957 and all have been unsuccessful. He anticipates difficulty in obtaining a mortgage loan due to flooding along Penn Avenue. No development concept on his site could guarantee one hundred percent access to the property because Penn Avenue is only at the 60 foot flood level, which could make the site inaccessible at certain times of the year.

Mr. Karches finished his presentation by referring to the State of Ohio report on probable future noise level around his property and indicated future noise levels would not be favorable for camping.

C. Actions Taken

1. J. Hanenson moved, seconded by B. Rottinghaus, that the Minutes of July 27, 1978 be approved as corrected. The motion passed.
2. The RAC Land Use and Zoning Sub-committee advised Mr. Karches they would take his information into consideration before deciding on the approval of the consultant's recommendations.
3. P. Coleman requested the CPC staff to summarize the implementation steps and recommendations for consideration at the next RAC Land Use and Zoning Sub-Committee meeting.
4. Date for the next RAC meeting would be September 14, 1978. Agenda for this meeting would focus on possible RAC approval of the California Land Development Use Plan.
5. September 22, 1978 was the date proposed to present the California Land Development Use Plan to the City Manager and City Planning Commission. City Council members would also be invited to attend.

There being no further business, the meeting adjourned at 5:30 pm.

# Appendices

CALIFORNIA LAND USE DEVELOPMENT PLAN

APPENDICES

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APPENDIX "A"

(Related to QUEST Research Corp.'s text)

SURVEY OF INTERSTATE EXCHANGES

<u>Intersection with</u>	<u>Number of Restaurants</u>	<u>Number of Hotels/Motels</u>	<u>Number of Gas Stations</u>
Federal Highway (8 surveyed)			
Minimum	0	0	0
Maximum	6	3	9
Average	2.3	1.1	2.8
State Route (23 surveyed)			
Minimum	0	0	0
Maximum	4	3	5
Average	1.0	0.4	1.9
Local Road (19 surveyed)			
Minimum	0	0	0
Maximum	8	3	7
Average	1.4	1.1	2.1
Overall Average	1.3	0.8	2.1

## STUDY RESOURCES

### Reference Materials

All printed resources have been noted in the body of this report.

### Individual Contacts

Boone's Campground  
Bridgeview Harbor Marina  
Burger Chef Restaurants  
California Yacht Club  
Chamber of Commerce of Greater Cincinnati  
Chief Logan's Gap KOA  
Cincinnati City Planning Commission: PAMMS, Data Services, and Zoning Divisions  
Cincinnati Public Works Department, Engineering Division, Office Of Architecture and Urban Design  
Cincinnati Recreation Commission  
Cincinnati Water Works Department  
Clermont County Planning Commission  
Cline Realtors  
Community Chest and Council of the Greater Cincinnati Area  
Cottonwood Camp Grounds  
Devitt, Jerry & Associates Realtors  
Dravo Corporation  
Dutch Pantry Family Restaurants  
Eagle Savings and Loan Association  
Florence Overnight Park  
Frisch's Restaurants  
Ford Motor Company  
Four Seasons Marina  
Hamilton County Court House, License Department  
Hamilton County Park District  
Harbor Park Marina  
Hatfield Coal Company  
Hilltop Basic Resources, Inc.  
Holiday Inn  
Hospitality Inn  
Idle Hour Camp Grounds  
J & L Campgrounds  
Kampgrounds of America, Inc.  
Kentucky Unemployment Office  
Kings Island  
KOA Resort Kampground  
Latonia Race Course  
L-K Restaurants/Motels  
Miami Beach Marina  
Northern Kentucky Area Development District  
Northern Kentucky Area Planning Commission  
Ohio Bureau of Employment Services

(Continued)

Ohio Department of Natural Resources  
Ohio Department of Transportation  
Ohio-Kentucky-Indiana Regional Council of Governments  
Ohio Valley Harness Association  
Old Coney  
Parchman and Oyler Realtors  
Quality Inn  
Queen City Terminals  
River Downs  
River Ridge Park  
River Transportation Company  
Shawnee State Park  
Standard Oil Company (Ohio)  
Stillwater Harbor Marina  
Sun Oil Company  
Taft Broadcasting Company  
Texaco Inc.  
Walton Safari Camp Grounds  
Wendy's Old Fashioned Hamburgers  
West Shell Realtors

In addition, several California residents and/or property owners were interviewed.

Consulting Staff

Arthur L. Grey: Senior Economist  
Helen B. Habbert: Project Manager  
Paul J. Hartsock: Director, QUEST Research Corporation  
Michael J. Starke: Planning Consultant

APPENDIX "B"

(Related to Conclusion)



The conclusions in this study were intended for the benefit of the California community and the City as a whole and must be continuously evaluated in light of information which, during the course of this study, was believed by some to favor other conclusions. Such information is as follows:

#### Land Use

Contrary to the statement in the 1976 RAC Preliminary Land Use report that "There is no known demand for industrial development of this site", Mr. W. Karches, owner of a riverfront site between Old Coney and I-275, has had interested parties since 1969 who were awaiting completion of I-275 because of the good location. The Preliminary Land Use Plan portion of the RAC Report was not meant to be the final nor the only indicator of appropriate types of Riverfront Zoning. It certainly cannot be considered as such since the California Land Development Use Plan Study has been completed.

The 1976 RAC Preliminary Land Use Plan indicates that "Industrial use, controlled" could be an acceptable use of the Old Coney property if all other higher priority non-industrial uses were impossible. Although the RAC report did not list any "other acceptable uses" for the Karches' property, this was not meant to imply that there were no other acceptable uses including river-related industrial. The report did, however, intend that no industrial use was meant to be a primary or even a secondary RAC recommendation in this area.

## Zoning

W. Karches, owner of a 15+ acre tract 275 feet of river frontage adjacent to the I-275 bridge approach is petitioning for a change of zoning on his property from RF-1 to RF-2 to permit operation of an aggregate terminal. He is seeking a return to the type of zoning (Business B) which regulated use of the property when he purchased it and which was rezoned by publication to RF-1 in 1963.

The Karches' property is bounded by an RF-2 zone property owned by Taft Broadcasting on the upstream side and by a 200-foot wide Interstate Highway right-of-way buffer on the downstream side. Storage of gravel, sandblasting, etc. is currently permitted in the B-4 zone in California along Kellogg Avenue. Aggregate is already permitted to be stored on the Karches' property as an accessory use under the current RF-1 zoning. He requires the RF-2 only to operate a barge terminal on his site.

Mr. Karches believes that RF-1 zoning restricts proper use of his parcel because:

1. Summer-type recreational use is not economically sound because high pressure gas lines and flood hazard prohibit or otherwise restrict usage.
2. Trailer park use is not economical because an 8" sewer to the site would cost \$195,590 (quotation from Contractor Service Company); plus the cost of lateral sewer lines; a 6", 1,400 feet long \$18,000 water main; a 6' x 8' box culvert over Three Mile Creek; grading; elevating; lighting; required parking areas; and buildings with support facilities; for only a 4-5 month season; with severe highway noise (see below); with potential direct competition from Old Coney and existing competition from Kings Island.

3. An inland marina is not feasible because of the natural gas pipelines on the property.
4. No high density residential structure could be built due to restrictions of building height of 35 feet above the 65 foot flood elevation.

### Noise

As part of the I-275 bridge environmental impact study, the Noise Report - Hamilton County, 275-38.76 indicates the area around the highway bridge approach will be subjected to severe traffic noise of 77,000 average daily total cars and trucks by 1992. Also, the two bridge structures require trucks to accelerate up to a 2% grade coming on I-275 south from Kellogg Avenue probably generating excessive noise.

According to the I-275 environmental impact study Noise Report, as updated by David Newhouse, Ohio Department of Transportation in Lebanon, Ohio, about 1/6 of Mr. Karches property which is parallel and adjacent to the northbound side of the I-275 right-of-way will be subjected to 70 or more dba which they term "loud" a typical sound level near a freeway, similar to a gas lawnmower at 100 feet and a vacuum cleaner at 10 feet. Peak noise levels at 50 feet from the highway right-of-way may reach 75 to 80 dba with 70 dba at 100 to 150 feet from the right-of-way (estimate of location of 70 dba line from ODOT's description of required revision to drawings in Noise Report).

The Office of Architecture and Urban Design's Report #1, Item VI regarding highway noise states: "The cone of sound rises from the source allowing some benefit. . ." (to properties on the flood plain below the level of the highway). However, the Federal Highway Administration's textbook "Fundamentals

and Abatement of Highway Traffic Noise" states on page 1-7, paragraph 1-10: "As a general rule (no sound barriers involved), sound from an essentially localized source spreads out uniformly as it travels away from the source, and the sound level drops off at a rate of 6db for each doubling of distance".

#### Tax Revenues from Commercial Recreational Use

Although Old Coney employs 200 summer workers, City earnings tax revenues are small because 185 are summer jobs by students with minimal wages.

#### Traffic

The Office of Architecture and Urban Design's Report #1, Item X, paragraph F states: "The traffic levels at peak hours preclude easy movement across the road". However, the City Traffic Engineering Report has no objection to a proposed river terminal use on property owned by W. Karches. The Traffic Engineering Report indicates the area is to be signalized by traffic lights at off ramp Q, ramp O and at Sutton and Kellogg with signals controlled at Sutton and Kellogg and synchronized to allow movement onto Kellogg. However, the City has no plans to signalize the intersection of Penn and Kellogg Avenues where trucks would gain access to the terminal. Mr. Karches believes that if on the other hand, his proposed aggregate terminal is not built, truck traffic will be increased on Kellogg, Eastern, and Beechmont Avenues if Hewtown gravel reserves are depleted and if gravel supplies must come into the City through the Hilltop Concrete terminal in the Central Riverfront. However, Hilltop is apparently contemplating developing a new terminal on the site upstream in Anderson Township.

APPENDIX "C"

Requests for Clarification

## REQUESTS FOR CLARIFICATION

Project Manager was notified on September 13th, 1978, that the California Civic Association requested clarification of specific items related to the Plan. The Chairman of the California Civic Association indicated that the organization generally endorses the Plan. Since these additional California community requests were received after the California Advisory Committee had completed their deliberations and advice to the RAC Land Use and Zoning Sub-Committee, they are listed below as items that should be discussed at greater length with the California Civic Association before any future implementation of this plan occurs.

1. Further define what is meant by the recommendations to open private land for public access.
2. A proposed buffer of greenery along Waits Avenue to provide a visual barrier between the residential use northwest of Waits Avenue and non-residential uses southeast of Waits -- should be large and dense enough to act as a noise barrier also. Other noise barriers should be considered to protect and enhance the environment of the residential area.
3. Development of a visitors' park may require improving Waits Avenue or other roadways to provide sufficient access.
4. Further clarify the various methods of floodproofing existing and future residence.
5. Further define why there is an emphasis on private rather than publicly funded recreation areas proposed in the plan.
6. Regarding Report No. 4, "Directions for the Future", any future develop-

ment authority charged with implementing this plan should include at least five (5) property owners chosen with the consent of the community council.

7. When applying controls for future development, there should be a process established which would permit the community to monitor and screen the quality of development proposed for California.

RTD/jh

APPENDIX "D"

(Action Steps)



# California Land Development Use Plan

## ACTIONS: First Priority

Proposed By: Riverfront Advisory Council

Land Use and Zoning Sub-Committee

September 14, 1978

Recommendation	Responsible Party	Objective
<p>Adopt the concept of the California Land Use Development Plan</p>	<p>City: Riverfront Advisory Council; City Planning Commission; City Manager;</p>	<ul style="list-style-type: none"> <li>- to initiate the development process</li> <li>- to demonstrate official public support for the plans</li> </ul>
<p>Establish a continuing guidance and working review committee</p>	<p>City: Riverfront Advisory Council; City Planning Commission; City Manager; City Council</p>	<ul style="list-style-type: none"> <li>- to facilitate carrying out the recommendations of the Plan and future work.</li> </ul>
<p>Prepare a public information document as a "vision of the future" analogous to a developer's brochure. This information document should include:</p> <p>A. Description of potential development not withstanding flood constraints.</p> <p>B. Illustrations of how the various parts of the Plan can be initiated by private interests.</p>	<p>City: R.A.C.; City Planning Commission; Public Works Dept./Division of Architecture and Urban Design</p>	<ul style="list-style-type: none"> <li>- to further facilitate accomplishing the Plan</li> <li>- to preserve and expand the existing amenities</li> <li>- to give proper direction for new commercial development on selected sites</li> </ul>
<p>Prepare an Urban Design Plan. Give the proposed urban design plan wide publicity to attract private actions and recommend appropriate governmental actions such as adoption of guidelines and controls; public improvements to affect the plan.</p>	<p>City: R.A.C.; Public Works Dept./ Division of Architecture and Urban Design; City Planning Commission</p>	<ul style="list-style-type: none"> <li>- to give proper direction for existing and new development</li> </ul>
<p>Encourage public access of the Riverfront on either side of the I-275 bridge and encourage access to the entire California Riverfront. Encourage public access to the Riverfront edge of Water Works property.</p>	<p>City: R.A.C.; Water Works; City Planning Commission; City Council; State; Private Developers</p>	<ul style="list-style-type: none"> <li>- to protect this area from future commercial - recreation demands</li> <li>- to provide public access to all residents of the City</li> </ul>
<p>Advocate and help secure financial commitments for a "Gateway to Ohio" visitors' park.</p>	<p>City: R.A.C.; City Planning Commission; California Community; State of Ohio.</p>	<ul style="list-style-type: none"> <li>- to enhance the public image of the City/County/State</li> <li>- to meet the needs of thousands of travellers and area residents</li> </ul>
<p>Establish new Riverfront base zoning classifications and consider appropriate zoning overlays which will permit more flexibility in residential and commercial use on the Riverfront.</p>	<p>City: City Planning Commission; California Community; property owners</p>	<ul style="list-style-type: none"> <li>- to provide more flexible legal tools which would encourage appropriate and more diverse land uses.</li> <li>- to assure full cooperation in implementing the proposed plans, which are intended to protect against adverse impacts as well as enhance the quality of the area</li> </ul>
<p>Evaluate the possibility of annexing area now beyond the City limits</p>	<p>City: R.A.C.; City Planning Commission; City Solicitor, property owners</p>	<ul style="list-style-type: none"> <li>- to assure full cooperation in implementing the proposal plans, which are intended to protect against adverse impacts as well as enhance the quality of the area</li> </ul>

APPENDIX "E"

(Participants)

## CALIFORNIA ADVISORY COMMITTEE

Estelle Berman, Chairwoman	RAC Land Use and Zoning Sub-committee
Lenore Alsipt	California Community
Ralph Bolton	Department of Development
Jack Carnes	California Community
James Carroll	RAC Land Use and Zoning Sub-committee
Pope Coleman	RAC Land Use and Zoning Sub-Committee
Dennis Davis	Cincinnati Water Works
Dennis Finney	Community Assistance Team
Richard Flerlage	California Community
Charles Frazier	California Community
Judith Hanenson	RAC Land Use and Zoning Sub-Committee
Gladys Hehn	California Community
Barbara Lichtenstein	Community Assistance Team
Della Marthaler	California Community
Bret Owens	Cincinnati Park Board
Kat Renfro	California Community
Robert Rottinghaus	Cincinnati Recreation Commission
Nelson Schwab, III	California Community
Elizabeth Stone	RAC Land Use and Zoning Sub-Committee
Helen Terry	California Community
Edward Wiwi	California Community



CITY PLANNING COMMISSION

Peter W. Swenty	Chairperson
Estelle Berman	Vice Chairperson
Samuel T. Britton	
Thomas B. Brush	
William J. Ennis	
William V. Donaldson	City Manager

CONSULTANTS

QUEST RESEARCH CORPORATION

Paul J. Hartsock	Director
Arthur L. Grey, Jr.	Senior Economist
Helen B. Habbert	Project Manager
Michael J. Starke	Planning Consultant

OFFICE OF ARCHITECTURE AND URGAN DESIGN, DIVISION OF ENGINEERING

Ronald B. Kull	Principal Architect/ Urban Designer
Howard E. Callahan	Project Architect

CITY PLANNING COMMISSION STAFF

Herbert W. Stevens	Director
Steven S. Bloomfield	Assistant Director
Roland T. Docter	Project Manager
Leslie Charles Bradford	Planner
Angela Gibson	Secretary
Jeanne L. Huddleson	Secretary