

# OVER - THE - RHINE



## COMPREHENSIVE PLAN

City Planning Department  
Cincinnati, Ohio  
1984

(REVISED: MARCH, 1985)

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OVER-THE-RHINE  
COMPREHENSIVE PLAN

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December 1984  
(Revised: March 1985)

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## PREAMBLE

The Over-The-Rhine Planning Task Force is pleased to present to the citizens of Cincinnati this Over-The-Rhine Comprehensive Plan. This Plan and the process which produced it recognize Over-The-Rhine as a dynamic community facing a wide range of influences (both internal and external) many of which may have a profound impact on the people who live and work there. The Plan identifies the changes occurring in the community, what is causing them, and how they are affecting current residents and businesses. This Comprehensive Plan is designed to serve as a coordinating mechanism through which both public and private investments will be evaluated for the future of both the community as well as the city as a whole over the next twenty years.

The planning process was in large part a response to widespread concerns of the Over-The-Rhine Community Council dating back to the early 1970's. These concerns included inadequate housing for those who live in the community, "piecemeal" planning of business, commercial and residential developments which threatened to have a divisive effect on the future of Over-The-Rhine, and wanton demolition of structurally sound and potentially usable housing stock.

City Manager Sylvester Murray's response to these concerns was to form the Task Force under the coordination of the City Planning Commission in October of 1980. Mr. Murray assigned eight seats to the Community Council and assured the council of full participation in the planning process. The balance of the nineteen Task Force seats were opened to area business persons, social service representatives, special interest groups, etc. The City Manager also appointed a chairperson from outside the community who was familiar with Over-The-Rhine development issues.

All City departments with an interest in Over-The-Rhine were encouraged to cooperate with the Task Force. Each department had the opportunity to coordinate their planning efforts with the Task Force through the "policy team", which met regularly during the period when the Task Force was developing its recommendations. Finally, the firm of Woolpert Consultants was retained to develop the Land Use Plan and supporting material which has formed the basis of the present document. Woolpert remained actively involved throughout most of the life of the project and had a strong influence on the substance and format of the final plan.

The diversity of the Task Force members as well as the complexity of the issues involved in the planning process created a very strenuous, lengthy and often trying experience for each member of the Task Force. A special thank you is in order for those Task Force members and Planning staff that stayed with the Task Force throughout the past four years. Even through the rough times when agreement was all but impossible these very special people hung in and gave of their time and talents.

The product produced herein then is a plan that is well conceived, concerned for and takes into consideration the needs of present and future residents as well as commercial and business development.



While the official assignment of the Task Force is now completed, the workload on each individual member is just beginning. All the sweat, time and talents consumed in hammering out this road map of the future will be worthless unless the community and city continue to work together, as a team, to implement the ideas and ideals contained in the effort. The Task Force envisions an Urban Renewal Plan based on the goals and objectives of this plan which will guide all future development activity, rezoning hearings, as well as private and public investment activities in the Over-The-Rhine community. Those of us who have been involved in this process through these past four years are hopeful that this Comprehensive Plan will be a "working" document and not retired to a place on the shelf.

It has been a rich and rewarding privilege to have been permitted to work with and come to know the members of the Task Force and Planning staff. With talented and dedicated citizens and employees such as these it is easy to see how Cincinnati will continue to be a great place to live, work and raise a family.

Cordially,

A handwritten signature in cursive script, appearing to read "James L. Bower".

James L. Bower  
Chairman

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## CHAPTER I

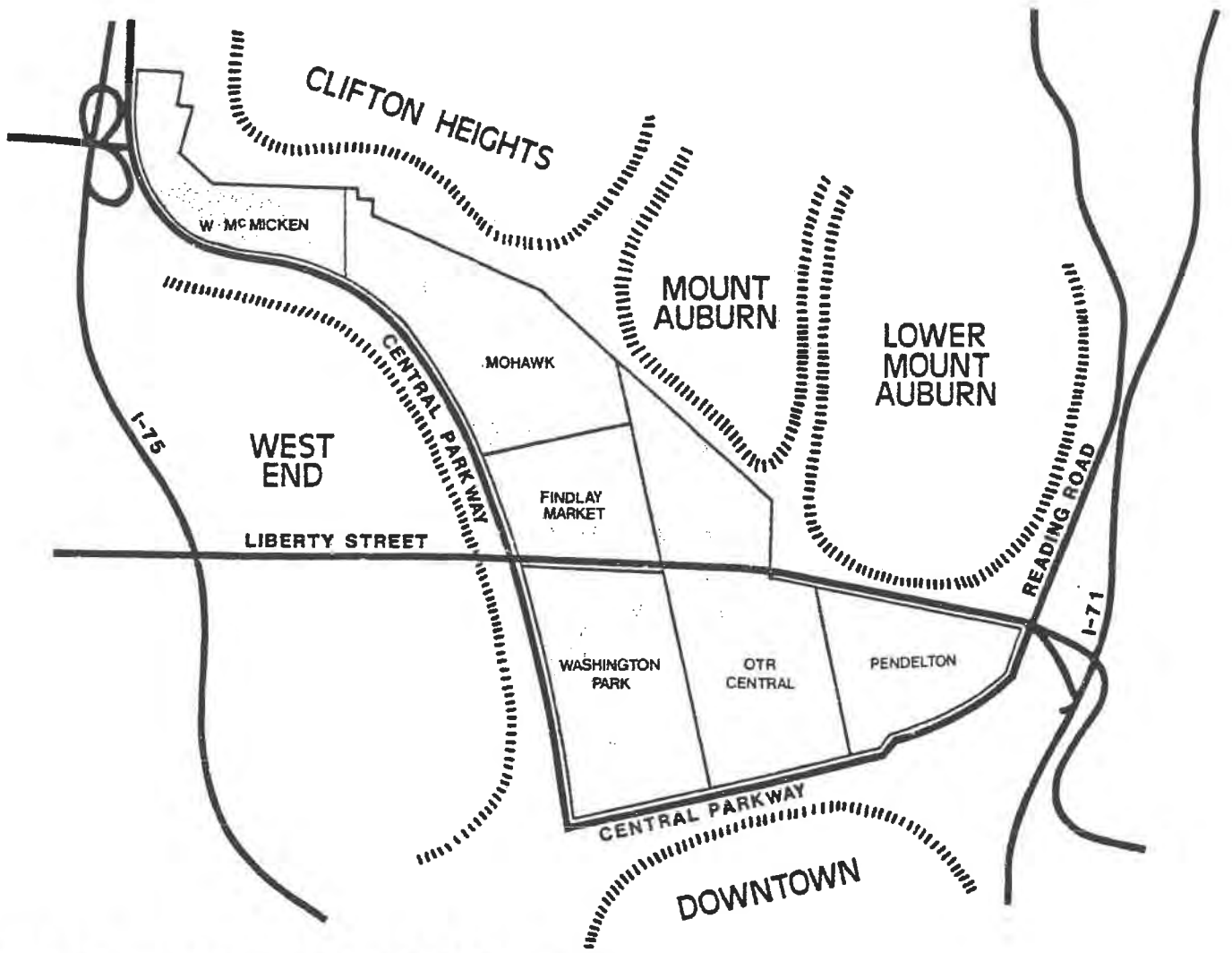
### INTRODUCTION AND PURPOSE

#### A. OVERVIEW OF THE COMMUNITY

It is difficult to capture with words the essence of Over-The-Rhine. Dr. Louis Wirth, in his definition of 'community', comes very close, stating that he sees a community not as an arbitrary political unit but as a concert of people, of interests and of functions that cannot be thought of separately. Wirth goes on to state that a community is any group whose problems, if they can be solved at all, can best be solved by the participation of all who have common objectives and have agreed to pursue them in common. The Over-The-Rhine community is a complex and intense collection of various sub-neighborhoods, land uses, and physical components, and more significantly, of people from all sorts of heritages and backgrounds. These people and this place are bound into a 'community' - Over-The-Rhine - by such physical boundaries as major thoroughfares and hillsides, by a common economic structure, and by a range of issues which affect them collectively, as a community.

At first glance Over-The-Rhine is a community of some 11,914 people located in the very heart of Cincinnati, directly north of the Central Business District. On the three other points of the compass, Over-The-Rhine is sandwiched by Interstate 75 and the Mill Creek Basin on the west, the first line of hills which rise from the Ohio River Valley to the north, and by I-71 and more hills on the east. The topography of the area can be described as level for the most part, but sloping gently upward to meet the base of the steeper basin hillsides in the community's northern and eastern reaches. Over-The-Rhine is a community of mixed land uses; a strong residential character interspersed with substantial amounts of commercial property (often both uses may be located in the same structure). Two moderately-sized industrial clusters are located in Over-The-Rhine, as are a large number of public and quasi-public institutions.

For the purposes of this study, Over-The-Rhine (OTR) will be defined as the physical area bounded by Central Parkway on the west, an irregular line generally running parallel to the base of the hillside on the north, Liberty Street and Reading Road on the east, and Central Parkway again on the south (Plate 1). This land area of 386 acres has also been subdivided into the five neighborhoods which together comprise Over-The-Rhine and which will be referred to continuously throughout this report. Actually, OTR contains six sub-neighborhoods, including the West McMicken community. (See Plate 1.) For purposes of this planning process W. McMicken and Mohawk are treated as one sub-neighborhood. The five sub-neighborhoods referred to in the document are:



**OVER-THE-RHINE  
Comprehensive  
Plan**

**vicinity map**

City Planning Department, City of Cincinnati

plate 1



- Washington Park - in the southwestern corner of OTR and bounded by Central Parkway on the south and west, Liberty Street on the north and Vine Street on the east. Washington Park is primarily a residential neighborhood but contains a relatively large amount of public and institutional land, including Washington Park itself, Washington Park Elementary School, Music Hall, Memorial Hall, the Cincinnati Health Department's Elm Street Clinic, the Central YMCA, and a number of union halls and churches. Washington Park also exhibits a wide variety of commercial establishments along Vine Street and Central Parkway.
- Findlay Market - named for the historic open-air produce market located in its center. The Findlay Market neighborhood is located directly north of Washington Park and is bounded by Central Parkway on the west, Findlay street on the north, Vine Street on the east, and Liberty Street on the south. Findlay Market is also primarily a higher-density residential neighborhood, with the housing punctuated by commercial areas surrounding the market itself, along Central Parkway and along Vine Street.
- Mohawk and West McMicken (hereinafter referred to as "Mohawk") - the narrow, horn of plenty-shaped neighborhood lying north of Findlay Street. Mohawk can be divided into two parts: an industrial sector comprised of aging factories and warehouses (some of which are converted breweries) in its southern half; and a medium-density residential neighborhood curving northward along the base of the hillside to McMillan Street.
- Over-The-Rhine Central - the most heterogeneous of Over-The-Rhine's five neighborhoods. OTR Central is bounded by Vine Street on the west, the hillside on the north, Sycamore Street on the east and Central Parkway on the south. OTR Central contains a wide and crowded mix of land uses and is bisected east to west by Liberty Street, a major traffic artery.
- Pendleton - a relatively solid residential neighborhood with some commercial and public-oriented establishments and land uses along its southern border. Pendleton is a triangular neighborhood bounded by Sycamore Street on the west, Liberty Street on the northeast, and Reading Road on the southeast.

## B. HISTORY OF OVER-THE-RHINE

Over-The-Rhine is an inner city neighborhood immediately north of the downtown business district, roughly two-thirds mile in size with approximately 12,000 low-income predominantly Black and Appalachian residents. There are two main threads to Over-The-Rhine history.

First, the neighborhood has been a port-of-entry for succeeding waves of migrants, first from Europe, then more recently from Appalachia and the Deep South. Each of these groups has left its mark on the neighborhood and on the city itself. Second, the neighborhood has been a place where employers have looked for cheap labor. It has been where the poor have looked for cheap housing. As a low-income worker and immigrant neighborhood, Over-The-Rhine has a history of resistance and struggle that continues today.

The neighborhood takes its name from the old Miami and Erie Canal (nicknamed the "Rhine") which, in the nineteenth century, formed its southern and western boundaries. Now Central Parkway follows the course of the old canal. People who moved north from the city's center were said to have gone "Over the Rhine". Though the canal has been gone for over 60 years, the name serves as a reminder of those earlier days and the original German inhabitants. Other reminders of that era can be found in the architecture of OTR structures, the existence of old brewery buildings, German inscriptions over the entrances to many buildings, German language services at several churches, etc. Germans were not the only immigrants, however. There were many Italians, Greeks, Spanish as well as native-born Americans living in the neighborhood.

Another reminder of an earlier era is Findlay Market. Formerly one of many outdoor produce and meat markets in Cincinnati, it is now one of the only two remaining. Although only one-half its original size, there are numerous produce stands which line the streets on market days as well as a central enclosed market building. One still hears the dialects of foreign tongues as young and old of all incomes go about the business of looking for value and high quality products of a wide variety.

Although reminders of wealth and comfort can be seen in isolated parts of the community, Over-The-Rhine has always served as a working class neighborhood characterized by rental housing. From the beginning, the predominant housing style has been three to five-story row houses sharing a common wall, usually with a shop or other kind of business at ground level.

This pattern allowed landlords to house the maximum number of people in the minimum amount of space and resulted in a "tenement" environment in many areas. Such conditions were not uncommon for urban working class people to endure in the nineteenth century. Up until 1950, Over-The-Rhine housed over three times its present population - as many



as 40,000 people. Despite the smaller population today, the situation for present residents is similar but intensified because of the demolition of large amounts of the housing stock and the deteriorated condition of much of the remaining housing.

The German influence in the neighborhood peaked in the early part of the twentieth century. Beginning in the 1930s the neighborhood began to receive new residents who migrated from the economically depressed regions of Appalachia and the Deep South. Over-The-Rhine became the center for Appalachian culture in Cincinnati. Later, as major sections of the West End were destroyed for I-75, etc., large numbers of low income Black people were displaced and moved into the neighborhood. Black residents now constitute a majority of OTR residents. Both groups have historically been at the bottom of the City's economic and social ladder.

Through a process which has closely paralleled its social evolution, Over-The-Rhine has over the years served the Cincinnati area as a port of entry for fledgling businesses and industrial concerns. During the middle and latter portions of the nineteenth century, the original German settlers, many of whom had been merchants in Europe, started small businesses within the community. Spurred by the presence of the Miami and Erie Canal, which transported both raw materials and finished products, as well as goods for retail sale, many of these establishments prospered and grew. The most noteworthy of these were the big breweries and warehouses which lined the canal and McMicken Avenue in Mohawk.

As the German influence in the community faded, and as economic conditions changed, businesses and industries either closed their doors or moved to other locations in order to expand and seek new markets. While Over-The-Rhine's business and industrial community has steadily declined in numbers since its peak of thirty or forty years ago, the availability of commercial and industrial space and the economics of the area have presented unique opportunities to small businesses. Where the presence of the canal once attracted businesses, the presence of inexpensive space now does the same. Many of these new businesses have tended to be highly transient, beginning their operations in Over-The-Rhine and then either folding or, if successful, moving elsewhere. At any given time over the past ten years, vacant commercial and industrial space has been in plentiful supply in the community. In addition, much of the space occupied by newer businesses is underutilized, since the local trend has been for smaller businesses to take up operations in structures once designed to accommodate much larger and more labor-intensive concerns. The contrast exhibited by these small, changeable businesses and Over-The-Rhine's many long-term commercial and industrial establishments creates a business community every bit as diverse and interesting as the people who live there.

Throughout the past decades neighborhood residents have worked to change the pattern of poverty and discrimination which has existed. Over-The-Rhine was one of the local target areas in the war on poverty.

Poverty won much of that war, but a Black-White coalition was formed which remains intact today, despite years of difficulty. Several examples of neighborhood self-help efforts include:

**EDUCATION:** Residents of Over-The-Rhine have sought to gain recognition for Black and Appalachian culture in school programs, to improve the educational programs, and to prevent the closing of neighborhood schools. Six schools have been closed within the past ten years. In 1982 the neighborhood parents lost a three-year effort to save Peaslee School from closing. Although the school has now been closed, the resident group seeks to purchase the building and turn it into a community center.

**SOCIAL SERVICES:** One major response to the widespread alcoholism and homelessness problem has been the Drop Inn Center Shelterhouse. It shelters, feeds and counsels between 130 and 200 people per night. Half its staff are recovering alcoholics who graduated from the center's treatment program. It is a neighborhood run program now 11 years old. Other community efforts to provide needed services can be seen in the programs at Prince of Peace Church, Free Store, and the St. John's Social Service Center.

**HOUSING:** Over-The-Rhine has lost a great part of its housing stock through speculation and abandonment. The community has worked to bring new housing into the neighborhood, to gain quality rehabilitation for low-income people, and to seek passage of demolition controls and anti-displacement ordinances. Several low-income housing self-help groups are actively rehabbing residential buildings.

**HISTORIC DESIGNATION:** A large segment of the Over-The-Rhine community opposed the designation of the neighborhood as a historic district in the belief that such a designation would feed speculation and displacement of the poor. Although their efforts were successful at delaying the action, the historic designation did occur after a four-year conflict.

Although German influences can still be found in the buildings and architecture of the neighborhood, it is the Black and Appalachian people and their cultures which predominate in the Over-The-Rhine of the 1980s. And it is these people and their organizations which have defined the problems facing the neighborhood today. Some of these current problems are the threat of Central Business District (CBD) expansion into Over-The-Rhine, loss of housing through disinvestment or demolition, and conflict in priorities between the City and the neighborhood over the development of low-income housing versus market-rate housing. In general, these conflicts center around the determination of the low-income residents to assure that all future development in the Over-The-Rhine community shall give priority to their needs.

The challenge for the present planning effort has been to bring together representatives of diverse interests to develop a unified recommendation for land use decision-making. The Over-The-Rhine Comprehensive Plan is a result of that work and dedication typified by people who care about the community and its people.

### C. RELATIONSHIP TO THE REST OF THE CITY

Over-The-Rhine today is much less the self-contained community that it was one hundred years ago. The nature of modern transportation, modern social and economic patterns, and the events and issues of recent years have made Over-The-Rhine much more dependent upon, and in some cases, vulnerable to, the other neighborhoods and communities of the City of Cincinnati which surround it. The following statements briefly describe these areas, their location relative to Over-The-Rhine, and some of their more significant interactions with Over-The-Rhine.

- West End - lies directly to the west of Over-The-Rhine across Central Parkway and extends westward to the rail yards which border Mill Creek. As was mentioned earlier, the West End was bisected longitudinally by I-75 in the early 1960s. What is left of the West End remains primarily a residential area populated by Blacks, although many of the older and more architecturally significant structures have been demolished and replaced by subsidized housing projects. The West End's current relation with Over-The-Rhine is primarily in the exchange of residents, as the two areas are much alike in terms of residential conditions and many people tend to move from one area to the other without experiencing any difficulty. Most of Over-The-Rhine's high school-aged teens attend Taft High School in the West End, while many West End residents travel to Over-The-Rhine to do their shopping.
  
- Queensgate - located roughly west-southwest of OTR, Queensgate represents a major continuing attempt by the City to redevelop what was once the southern portion of the West End. The development of I-75 in the 1960s left large tracts of vacant land in the area of West Eighth, Gest and Dalton Streets. The City developed the area as an industrial/commercial park and is still working with several parcels near the intersection of Dalton and Findlay Streets, the former location of old Crosley Field. Although no substantiating figures are available, it is certain that Queensgate businesses employ at least a limited number of Over-The-Rhine residents, thereby generating a certain amount of vehicular and economic traffic between the two areas. Perhaps more significant than this, however, is the impact of the Queensgate II Town Center directly across Central Parkway from Music Hall. This facility was intended to become the focus of an eventual complex containing a mixture of residential, commercial and public uses. Although the entire complex has not yet materialized, and may never come to pass, the

Town Center remains, housing the studios of television station WCET and a parking structure serving the Music Hall. In addition to being a major traffic generator on evenings when activities are scheduled at Music Hall, the Town Center has a symbolic impact on many Over-The-Rhine residents, reminding them of the days of Urban Renewal in their neighborhood and of the potential for future development and gentrification in the Washington Park area.

- Lower Mount Auburn - the hillside residential area situated just across Liberty Street from the Pendleton neighborhood, north and east of Over-The-Rhine. Roughly five or six years ago, the area began the process of gentrification, as mostly middle and uppermiddle class whites began to move back into older homes along Liberty Hill, Milton and Boal Streets and Highland Avenue. A number of long-time residents, mostly poor and black, were forced out of the area, which is relatively close to the CBD and boasts some of the finest views available in the Cincinnati area. Although there are still quite a few structures in Lower Mt. Auburn which are being rehabilitated or have yet to be acquired for that purpose, many observers see the Pendleton neighborhood as eventually taking the same course as Lower Mt. Auburn and becoming a middle and upper-middle class community at the expense of long-time, poor residents.
  
- Central Business District - located due south of the Over-The-Rhine community, directly across Central Parkway. The CBD is growing to the north and east and will likely continue to do so, judging by the recommendations contained in the Cincinnati 2000 Plan just completed by the City and a Consultant. Although the CBD itself does not extend as far northward as Central Parkway, the CBD "frame" - that collection of wholesalers, parking lots, smaller commercial uses and the like which surrounds the CBD - does, and is threatening to spill across the Parkway into Over-The-Rhine. Such a situation would create a conflict with the residential neighborhoods there now, and would likely cause displacement of some residents as land was converted from residential to commercial use. This pressure is currently evident all along the northern edge of Central Parkway, but is especially noticeable in Washington Park and in Pendleton where large surface parking lots already surround the Central YMCA and the Hamilton County Courthouse respectively. The prospect of additional new development in both areas, development which would create the need for even more off-street parking, presents the expansion of the CBD frame as a very real problem facing the southern portion of the Over-The-Rhine.

#### D. PRIOR OVER-THE-RHINE PLANNING EFFORTS

Over the course of the last ten to fifteen years, the Over-The-Rhine community has been the subject of repeated and various socioeconomic and planning studies. The most ambitious of these were the Over-The-Rhine Existing Conditions Report (1973) and the Over-The-Rhine Clifton Heights/Fairview Neighborhood Development Plan (1975), both performed under the auspices of the City Planning Commission as a part of the Model Cities Physical Planning Program. The former provided a description of land use, housing, community facilities and services, transportation, social and economic conditions, and environmental conditions in Over-The-Rhine during the early 1970s. The plan itself was intended to serve as a guide and a framework for neighborhood rejuvenation and redevelopment by dividing the community into 'environmental areas' and making specific recommendations for each area. Major recommendations made by the plan included the development of new and rehabilitated housing, increasing business and employment opportunities, encouraging homeownership under an extensive homesteading program, coordinating social services, improving circulation and schools and providing recreation space.

Several of the Over-The-Rhine's neighborhoods have been the subjects of more detailed planning studies. These reports include: Over-The-Rhine Findlay Market Area Designs and Objectives (1971) by the Urban Development Department, Woolen Associates and Harris Forusz, and Hammer Greene Siler Associates; the Washington Park Plan (1977) by the Department of Urban Development and Urban Design Associates; and the Pendleton Plan (1982) by the City's Housing Assistance Division and William Harper. While all three of these neighborhood plans presented analyses of land use, population, housing, socioeconomic and other conditions, the nature of the recommendations they each produced varied. The Findlay Market Plan presented a broad urban design plan for the entire neighborhood, with detailed designs for the market area itself, and included redevelopment standards, transportation, housing, citizen participation and economic elements. The other two plans were less detailed in their recommendations, dealing generally with zoning, urban design and housing improvements in Washington Park and Pendleton.

Efforts to implement the recommendations of these and other plans have met with mixed results. The City has invested substantial amounts of its own and federal money in the area in the form of circulation and parking improvements, streetscape and urban design improvements, housing rehabilitation and the provision of social services. A good many private businesses have invested their own money in accordance with the plans, a fact which is especially evident in the vicinity of Findlay Market and Pendleton.

One of the most ambitious efforts undertaken with the aim of implementing the Over-The-Rhine/Clifton Heights/Fairview Neighborhood Development Plan was unsuccessful, however, and the effects of its failure are still

noticeable in the community. The Over-The-Rhine Development Corporation (ORDCO) was formed in the mid 1970's as a spin-off of the Model Cities Program. Organized as a Neighborhood Development Corporation, ORDCO's objective was to provide decent, affordable housing for the area's low and moderate income residents. ORDCO purchased a number of residential structures in Over-The-Rhine and gutted their interiors with the intention of rehabilitating them. Unfortunately, before most of the improvements could be made, ORDCO ran into severe financial problems and eventually went out of business.

After ORDCO folded, most of its 50 rehabbed apartments were repossessed by H.U.D. (U.S. Department of Housing and Urban Development) and still serve as low-income housing. ORDCO's vacant hillside land bank and its vacant buildings were repossessed by the City of Cincinnati which later sold some of them off to recover debts.

ORDCO was not the end for neighborhood development. As has been their pattern of continued effort, Over-The-Rhine Community Council bounced back and formed another neighborhood development corporation, Owing The Realty, Inc. (OTR, Inc.) in 1980. Community residents are elected through the Community Council to serve on OTR, Inc.'s Board. OTR, Inc. is funded by the City's Department of Neighborhood Housing and Conservation. It has successfully rehabbed 20 units of low income housing to date. OTR, Inc. is not working in isolation. There is a network of small, non-profit, low-income housing organizations working in the community to secure decent, safe and sanitary housing for the people who currently live in Over-The-Rhine. These organizations believe that a significant amount of ownership by neighborhood-based groups is a key to the survival of the neighborhood.

## CHAPTER II GOALS AND OBJECTIVES

### A. INTRODUCTION

The Over-The-Rhine Planning Task Force has adopted planning goals and objectives for the Community that recognize Over-The-Rhine as a unique neighborhood which calls for unique solutions if its needs are to be fairly and adequately addressed. The area is unique because of: the large amount of low-income housing and support services for low-income households (social, recreational, cultural, and special group needs); the long-historied mixed use character with storefront businesses on ground floors and apartments above; the closeness and convenience of goods and services for people with limited financial means; the street neighborliness of many people living close together in 3-5 story tenant buildings and the solid, 80 to 100-year-old brick row buildings which have a proud heritage in Cincinnati's history.

Over-The-Rhine is home to almost 12,000 residents, predominantly low income, one of the largest low-income areas in the City. The existing need for low income housing in Over-The-Rhine needs to be recognized, strengthened, and improved as the highest priority of this Comprehensive Plan.

In addition to this foremost priority, it is essential that planning be responsive to the other land use demands on Over-The-Rhine, including: local as well as region-serving business activity; industrial uses; open spaces; public uses; and housing for persons of various income levels.

Conflicting forces bring pressure on this current OTR planning process. These pressures come from OTR's strategic location adjacent to the expanding Central Business District, the proposed Courthouse/Jail Expansion, and its geographic location between the two major interstates, I-71 and I-75.

On the following pages are first the Statements of General Goals for the Over-The-Rhine Comprehensive Plan. Next are listings of Specific Goals and Objectives for these functional areas:

1. Housing
2. Commercial/Industrial
3. Character/Cultural Diversity/Image
4. Traffic Circulation/Transit/Parking
5. Social Services/Facilities/Recreation
6. Environment and Public Services

B. GENERAL GOALS

1. The Over-The-Rhine Planning Task Force's work should result in completion of a comprehensive plan for Over-The-Rhine.
2. The development of low-income housing and the related services needed is the top priority of the comprehensive plan.
3. Halting the further erosion and deterioration of the entire neighborhood, both commercial and residential, is an immediate necessity for Over-The-Rhine's survival.
4. Development should not result in a net reduction of the low-income housing stock at any given time.
5. The population of Over-The-Rhine should be increased to approximately 15,000 people.
6. New commercial enterprises should be attracted into the area, including social-recreational businesses.
7. Support services needed by commercial enterprises located in the area should be promoted.
8. Industrial districts should be recognized and city support services to them maintained.
9. Planning and development should reinforce the mixed use character of Over-The-Rhine.
10. Land use conflicts should be minimized through public and private actions.
11. Efficient and effective use of the large amounts of vacant lands and buildings must be a key effort of the plan.
12. The comprehensive plan needs to incorporate unique approaches to land use issues due to limited and competing resources and the unique character expressed above.
13. Zoning strategies should be developed that are consistent with the intent of the comprehensive plan.
14. Demolition of existing buildings should be a planned part of the overall development of Over-The-Rhine.
15. All the subarea plans of Over-The-Rhine should pull together in one flowing overall comprehensive plan, and strengthen and support each other.



C. GOALS AND OBJECTIVES BY FUNCTIONAL AREA

1. Housing Goals and Objectives

GOAL 1: PROVIDE DECENT HOUSING OPPORTUNITIES FOR ALL LOW-INCOME PEOPLE WHO LIVE IN OVER-THE-RHINE.

Objectives:

1. Expand low-income housing opportunities for existing and displaced Over-The-Rhine residents.
2. Stabilize the base of decent, safe and sanitary low-income housing at a minimum of 5,520 units.
3. Maintain the current distribution of low-income housing units in each subarea of Over-The-Rhine.
4. Expand assisted housing opportunities for persons of low-income.
5. Housing opportunity priorities should include City owned property, HUD boarded up buildings, and incentives for business which provide housing above their storefronts.
6. Increase housing equity opportunities for low-income persons through N.D.C.'s, non-profit housing associations, co-ops, home ownership, etc.
7. With City support, develop new and innovative policies and programs for securing low-income housing.

GOAL 2: PRESERVE AND STRENGTHEN RESIDENTIAL NEIGHBORHOODS WITHIN OVER-THE-RHINE.

Objectives:

1. Identify and preserve residential areas/sub-neighborhoods.
2. Provide adequate supporting services and amenities in OTR: garbage pickup, trees, parking, protection, police, street lights, alley cleanup, parks, social services.
3. Minimize the intrusion of incompatible, non-residential activities into residential areas: examples, commercial/industrial parking lots, industrial expansion, 2000 Year Plan, Courthouse expansion.
4. Avoid "through" traffic in residential areas.
5. Public funds used to promote housing opportunities should be used first to establish the low-income housing base, unless part of a joint development advantageous to low-income housing.

GOAL 3: IMPROVE THE UTILIZATION OF EXISTING RESOURCES.

Objectives:

1. Develop and adopt strategies for preserving the housing stock, such as the housing retention ordinance.
2. Stimulate the rehab and reuse of vacant dwelling units.
3. Encourage the reuse of vacant residential units above the store-fronts for housing.
4. Establish a neighborhood based management company that would lease and manage apartments above stores, thus providing an incentive to owners to reopen vacant apartments.
5. Promote residential infill on vacant land planned for residential areas.
6. Preserve the architectural character of OTR as long as it does not impede the low-income housing goals and objectives or displace residents.

2. Commercial/Industrial Goals and Objectives:

GOAL 1: ENCOURAGE BUSINESS DEVELOPMENT AND EXPANSION TO UTILIZE EXISTING AND VACANT COMMERCIAL/INDUSTRIAL PROPERTY.

Objectives:

1. Provide incentives to increase the number of and support for local businesses. For example: providing "public" parking for retail businesses.
2. Encourage development of businesses owned and operated by OTR residents.
3. Encourage business development/expansion along Liberty Street which maintains the existing character of Over-The-Rhine's mixed use - residential and commercial: encouraging new retail, recreational (bowling, movie, skating, etc.), or office uses, and avoiding a "fast food" orientation along the Liberty Street area.
4. Increase the number of commercial businesses in the vacant storefronts that are needed to serve the residential population.
5. Encourage a wider range of community entertainment/recreation related businesses in OTR.

GOAL 2: IMPROVE COORDINATION AND COOPERATION AMONG OTR BUSINESSES,  
AND OTHER OUTSIDE RESOURCES.

Objectives:

1. Encourage extended shopping hours among certain neighborhood commercial activities, by providing improved City support services, i.e., police protection, lighting, remodeling (similar to U.C.'s Vine Street Commercial District).
2. Establish a cooperative crime watch program.
3. Encourage cooperative maintenance efforts for public areas. For example: increase use of General Relief Workers, CETA, etc.
4. Establish a small business technical assistance program among local business owners and establish small business associations in several areas of OTR.
5. Encourage City assistance in shared efforts to solve parking problems.
6. Establish a program for promotion and marketing of vacant or underutilized commercial properties.

GOAL 3: STRENGTHEN THE LOCAL ECONOMY WITHIN OVER-THE-RHINE.

Objectives:

1. Encourage a wider range of goods and services.
2. Promote the development of cottage industries through the use of zoning, financial, and other incentives.
3. Encourage business expansion within planned commercial/industrial areas of OTR.
4. Recruit businesses which can fit/use the already vacant commercial spaces.
5. Encourage neighborhood business expansion through a combination of assistance and incentives.
6. Provide incentives for employing OTR residents by expanding local employment and on-the-job training within Over-The-Rhine.
7. Distribute the mailing of "assistance checks" in OTR throughout the month, thereby stabilizing the flow of "income" and resultant "demand" for goods and services in the area.

8. Promote the development of locally-owned business cooperatives. Example: food co-ops, etc.
9. Develop a City-supportive promotion/sales campaign to advertise local OTR businesses.

**GOAL 4: IMPROVE THE ENVIRONMENT FOR DOING BUSINESS IN OVER-THE-RHINE.**

Objectives:

1. Strengthen subarea neighborhood business districts by selectively consolidating business areas within OTR.
2. Encourage the reuse of vacant commercial structures as space for business expansion.
3. Promote creative approaches to more efficient use of existing parking space and develop multiple use parking areas.
4. Encourage businesses to make necessary structural and/or facade improvements. For example: old out-of-date signs taken down, "compatible sign" ordinance adopted.
5. Develop a street graphics program for improving the appearance of vacant business property.
6. Provide "streetscape" improvements in neighborhood business district areas. For example: trees, refuse containers, benches, etc.
7. Increase police and related vice-code enforcement activity, especially in the vicinity of bar problem areas.
8. Prevent any new bar/liquor permits in the Over-The-Rhine area.
9. Change traffic patterns to provide better, easier access to small businesses, keeping in mind the pedestrian safety.

3. Character/Cultural Diversity/Image Goals and Objectives

**GOAL 1: MAINTAIN AND PROMOTE THE CHARACTER/CULTURAL DIVERSITY OF OVER-THE-RHINE.**

Objectives:

1. Over-The-Rhine should be promoted and developed as a geographic coalition of smaller subareas.
2. Encourage people to participate actively in the community council, block clubs, associations, or facilities.

3. Promote art and wall graphics to reflect Over-The-Rhine's cultural diversity and history.

GOAL 2: CREATE AND PROMOTE A MORE POSITIVE COMMUNITY SPIRIT AND IMAGE OF OVER-THE-RHINE.

Objectives:

1. Provide space for community announcement bulletin boards in each subarea.
  2. Establish a housing and business information center to promote available services.
  3. Develop a community resource information center (Example: nutrition, education, gardening, home repair, etc.).
  4. Establish a public relations network for promoting and publicizing positive events and aspects of Over-The-Rhine, as well as responding quickly and factually to negative media coverage or rumors within the neighborhood.
  5. Promote and publicize positive and immediate changes so people in Over-The-Rhine and throughout the City can see progress.
  6. Promote activities that present visitors and residents with a positive image of the neighborhood.
  7. Increase opportunities for resident management and/or ownership of housing through cooperatives, residential caretakers, neighborhood based management companies, etc.
4. Traffic Circulation/Transit/Parking Goals and Objectives

GOAL 1: ESTABLISH CIRCULATION PATTERNS WHICH REINFORCE THE GENERAL GOALS.

Objectives:

1. Minimize through traffic in residential (non-commercial) areas.
2. Re-route through traffic along major thoroughfares.
3. Take measures to discourage the use of Liberty Street as a through-way connector between I-71 and I-75 without unduly impeding local business-serving traffic.
4. Improve access to industrial areas for commercial traffic.

GOAL 2: PUBLIC TRANSIT OPERATIONS SHOULD MEET THE NEEDS OF OTR RESIDENTS AND SUPPORT AREA BUSINESSES AND SERVICES.

Objectives:

1. Improve access for residents of OTR and other basin locations and the Central Business Districts by means of a transit "loop" service.
2. Assure that "specialized" transportation for the elderly and/or handicapped is available to residents in need of such service.

✓ GOAL 3: MEET THE NEEDS FOR PARKING FOR PERSONS RESIDING IN OVER-THE-RHINE.

Objectives:

1. Provide sufficient off and on-street parking in residential areas to serve those persons residing there.
2. Off-street parking space should be included where needed in any new development which is proposed for Over-The-Rhine.

✓ GOAL 4: MEET THE NEEDS FOR PARKING IN COMMERCIAL AREAS OF OVER-THE-RHINE.

Objectives:

1. Where possible, provide metered on-street parking along major arteries.
2. Provide off-street parking in such a way as not to detract from the character or scale of commercial areas.
3. Access to business district off-street parking areas should be visible from major traffic arteries.
4. Consolidate and coordinate scattered site parking lots for both businesses and institutional uses.
5. Provide sufficient parking to meet the needs of employees and patrons of area industries and warehouses.
6. Orient any additional Music Hall parking toward Central Parkway.

GOAL 5. HOUSING AND INDUSTRY SHOULD NOT BE SACRIFICED FOR PARKING.

Objectives:

1. Design of new parking and improvements to existing parking should complement recreational needs and consider dual uses wherever possible.

5. Social Services/Facilities/Recreation Goals and Objectives:

GOAL 1: PROVIDE OVER-THE-RHINE RESIDENTS WITH RESPONSIVE, ACCESSIBLE, AND ADEQUATE RECREATION.

Objectives:

1. Promote the development of multi-use open space/recreational facilities.
2. Encourage private investment in local recreation activities. (Example: bowling, theatres, etc.)
3. Ensure that public recreation facilities are sufficient to reasonably satisfy the recreation needs of each subarea.
4. Coordinate recreation programs and facilities among city, school, and quasi-public agency resources.

GOAL 2: PROVIDE OTR RESIDENTS WITH RESPONSIVE, ACCESSIBLE, AND EFFECTIVE FACILITIES AND SERVICES.

Objectives:

1. Increase coordination between social service agencies.
2. Increase local understanding of the social service resources available.
3. Promote a social service delivery system that is responsive and accessible to all social service/human resource development needs within the community. Specific awareness and special emphasis of handicap, elderly, women, and mental health populations.
4. Reduce funding competition among social service agencies.
5. Increase the involvement of local residents on social service boards and periodic community review of performance.
6. Increase understanding of social service agencies of local needs. Example: Periodic staff or agency orientation to OTR, requirement to hire percentage of staff from Over-The-Rhine and keep racial and sexual balance.

6. Environment and Public Services Goals and Objectives:

GOAL 1: IMPROVE PUBLIC SERVICES WITHIN OVER-THE-RHINE.

Objectives:

1. Improve and maintain public infrastructure such as streets, curbs, gutters, and sidewalks where needed.
2. Improve public areas through street benches, additional lighting, etc.
3. Develop community-run recycling center with City technical assistance to handle neighborhood litter, refuse, discarded materials, etc.
4. Upgrade the appearance of OTR through improved refuse collection, alley cleanup, dumpsters available, property maintenance enforcement, and appropriate "streetscape" improvements.
5. Improve refuse and related rodent/vector control in the community.

GOAL 2: IMPROVE SAFETY OF PERSONS AND PROPERTY IN OTR.

Objectives:

1. Improve community relations with Police, Fire, and Inspections personnel.
2. Improve the feeling of security in OTR through programs such as: Urban Crime Prevention, Block-Watch Clubs, building security plans, etc.



## CHAPTER III

### DEVELOPMENT CONDITIONS AND TRENDS

#### A. PEOPLE

##### 1. Basic Population Trends

Table 1 illustrates the relatively steady decline in population the Over-The-Rhine community has experienced over the last thirty years. Since 1950, OTR's population has fallen 62.3%; from 31,586 persons to only 11,914 in 1980. Although the entire City of Cincinnati lost population over the same period, its rate of decline (-23.5% from 1950 to 1980) was much slower. Consequently, Over-The-Rhine's proportion of the City's total population also declined over the years, from 6.3% in 1950 to 3.1% in 1980.

The period around 1950 represented the height of the flow of Appalachian immigrants into Over-The-Rhine and the Cincinnati area. After 1950, this movement slowed, and some of these white Appalachians began to move into Price Hill, Westwood and other northern or western suburbs. Although Blacks began moving into Over-The-Rhine in the late 1950's as a result of the construction of I-75, Whites were moving out at an even faster pace, and the area continued to lose population over-all. During the 1960's and 1970's, Over-The-Rhine's Black population continued to grow as the total population declined. Blacks moved into the area as they were displaced from the West End and Queensgate, accounting for 9.9% of the community's total population in 1960 and 38.7% in 1970. By 1980, when Over-The-Rhine's total population had slipped to 11,914, its Black population was up to 7,449 or 62.5% of the total.

##### 2. Change in Components of the Population

Table 2 presents a more detailed look at the changes which have taken place in Over-The-Rhine's population since 1970. In addition to the general population and Black population trends noted above, Over-The-Rhine's typical households are changing. For one thing, they are getting smaller, the average household falling from 2.24 persons in 1970 to 2.11 in 1980. The number of households with five or more persons dropped from 11.8% to 8.6% of the total households between 1970 and 1980. At the same time, households with two, three or four persons increased from 39.7% of the total households in 1970 to 46.4% in 1980.

The proportion of female-headed households rose slightly during the 1970's, from 38.5% to 40.6% of Over-The-Rhine's total households. This statistic, generally typical of low-income neighborhoods, means that almost one-half of the community's households have a serious disadvantage in the job market, due to the facts that

Table 1  
Over-The-Rhine Comprehensive Plan  
TOTAL POPULATION: OTR VS. CITY OF CINCINNATI

	1950	1960	1970	1980	Numerical Change 1950-1980	% Change 1950-1980
Over-The-Rhine pop.	31,586	27,577	15,338	11,914	-19,672	-62.3%
OTR Black pop.	432	2,730	5,944	7,449	7,017	1624.3%
Blacks as a percent- age of OTR total pop.	1.4%	9.9%	38.7%	62.5%	---	---
City of Cincinnati pop.	503,998	502,550	452,376	385,457	-118,541	-23.5%
OTR as a percentage of City total pop.	6.3%	5.5%	3.4%	3.1%	---	---

Sources: U.S. Bureau of the Census, Census of Population  
City of Cincinnati, Planning And Management Support System (PAMSS)

Note: All OTR figures given represent the Over-The-Rhine Statistical Community, the only geographic area for which accurate and complete records are kept by PAMSS. The statistical community boundaries differ slightly from those of the unique Study Area examined in this plan. Specifically, the statistical community excludes the portion of Mohawk west of Ravine Street and includes some land north of OTR Central, along Mulberry Street.

**Table 2**  
**Over-The-Rhine Comprehensive Plan**  
**COMPARISON OF SELECTED POPULATION CHARACTERISTICS**

	1970	1980	Numerical Change 1970-1980	% Change 1970-1980
<b>POPULATION</b>	15,388	11,914	-3,424	-22.3%
Population in Households	15,173	11,708	-3,465	-22.8%
% of Total	98.6%	98.3%		
Black Population	5,944	7,449	1,505	25.3%
% of Total Population	38.7%	62.5%		
<b>HOUSEHOLDS</b>	6,777	5,558	-1,219	-17.9%
Female Headed Households	2,612	2,259	- 353	-13.5%
% of Total	38.5%	40.6%		
Households with Head Retired	2,192*	2,379	187	8.5%
% of Total	32.3%	42.8%		
One Person Households	3,289	2,501	- 788	-23.9%
% of Total	48.5%	45.0%		
2-4 Person Households	2,690	2,577	- 113	- 4.2%
% of Total	39.7%	46.4%		
5+ Person Households	798	480	- 318	-39.8%
% of Total	11.8%	8.6%		
Average Persons per Household	2.24	2.11	- 0.13	- 5.8%

Sources: U.S. Bureau of the Census, Census of Population and Housing  
City of Cincinnati, Planning and Management Support System (PAMSS).

Note: All OTR figures given represent the Over-The-Rhine Statistical Community, the only geographic area for which accurate and complete records are kept by PAMSS. The statistical community boundaries differ slightly from those of the unique Study Area examined in this plan.

\* "Persons over 65 years of age" was used as a surrogate for "Households with Head Retired" in 1970.

TABLE 2A  
 OVER-THE-RHINE COMPREHENSIVE PLAN  
 COMMUNITY PROFILE  
 BY SUB-AREA

CATEGORIES	Washington Park	OTR Central	Pendelton	Findlay Market	Mohawk	OTR TOTALS
Total Population	2,616	4,629	1,708	1,558	1,557*	12,068*
Black Population	1,790	2,163	1,513	1,193	959	7,618
% Black	68	47	89	77	62	63
Population 19 Yrs. of Age	665	1,723	716	538	544	4,186
Number of Households	1,427	2,073	697	879	634	5,710
Households With Children	473	942	364	276	249	2,304
% Households With Children	33	45	52	31.4	39.2	40
Female Head With Children	200	472	210	189	134	1,205
% Female Head With Children	42	50	58	68	54	52
Median Household Income	\$3,934	\$3,980	\$4,370	\$3,928	\$5,867	\$4,415
Households Below Poverty	965	1,520	483	603	306	3,877
% Below Poverty	68	73	69	67	48	68
Total Housing Units	1,879	2,733	926	1,129	739	7,406
Owner Occupied	51	76	30	19	83	259
% Owner Occupied	3	3	3	2	11	4%
Renter Occupied	1,376	1,997	667	860	552	5,452
% Renter Occupied	73	73	72	76	75	74%
Vacant Housing Units	452	660	229	250	105	1,696
% Vacant	24	24	25	22	14	23%
Subsidized Housing Units	489	257	231	319	183	1,479
% Subsidized	34	12	33	36	29	26

SOURCE: 1980 U.S. Census by census tracts; Subsidized Housing Inventory (Preliminary Report; 1982) Cincinnati Planning Department

\*Includes portions of W. McMicken

many of these women have the sole responsibility of caring for their children and in many cases have encountered discrimination in regard to education and job training opportunities. Further, they are likely to be competing for male-dominated, blue-collar jobs.

A third change the Over-The-Rhine community is experiencing is the aging of its population (which also helps to explain the reduction in average household size). Although no corresponding figures are available for 1970 (Table 2 uses persons over 65 years of age for comparison), the 1980 figures show that 42.8% - again, almost half of Over-The-Rhine's households--have a retiree as their head. Many of these households may be on fixed incomes and may even see these incomes reduced as a result of federal budget cuts. The aging of the community's population may also mean an increased susceptibility to crime, since crimes against the elderly are on the rise nationally. In fact, 1979 data compiled by the Cincinnati Task Force on Crimes Against the Elderly showed Over-The-Rhine to have the third highest rate of crime against the elderly in the City, behind only the West End and the CBD.

### 3. Income and Employment Characteristics

Over-The-Rhine has for the last fifty years been known as a low-income community. This is one of the reasons that OTR has functioned as a port of entry for the various groups who have come to Cincinnati seeking to improve their lot, such as the Appalachian people, or as a refuge for poor urban Black people displaced by I-75 and urban renewal. The figures contained in Table 3 support this image of Over-The-Rhine and show that since 1970, economic conditions have steadily worsened throughout the community.

While Over-The-Rhine's 1980 median family income of \$7,144 represents a 97.0% increase over 1970, the median family income for the entire City of Cincinnati rose 89.7% over the same period, from \$8,894 to \$15,872. Consequently, Over-The-Rhine's median family income as a proportion of the City's, stayed nearly level - 40% in 1970 and 42.3% in 1980.

The proportion of OTR households which have incomes falling below eighty percent of the median income for Cincinnati is also extremely high. In 1970, 84.4% of Over-The-Rhine's households fell into this low-income category. By 1980, that figure was 84.2% and is likely to remain high. Over-The-Rhine has one of the largest percentages of low-income households within the City.

The number of households receiving public assistance is another indicator of the bleak economic conditions in Over-The-Rhine. In

Table 3  
Over-The-Rhine Comprehensive Plan  
SELECTED INCOME CHARACTERISTICS:  
OTR vs. CITY OF CINCINNATI

	OVER-THE-RHINE			CITY OF CINCINNATI			OTR AS A % OF CITY	
	1970	1980	% Change 1970-1980	1970	1980	% Change 1970-1980	1970	1980
MEDIAN INCOME	\$3,627	\$7,144	97.0%	\$ 8,894	\$ 15,872	89.7%	40.8%	42.3%
HOUSEHOLDS	6,777	5,558	-18.0%	159,838	161,584	1.1%	4.2%	3.4%
Households Below 80% of Median	5,723	4,679	-18.2%	NA	NA	---	---	---
% of Total	84.4%	84.2%		---	---			
Households Receiving Welfare	2,222	2,693	21.2%	21,865	21,184	-3.1%	10.2%	12.7%
% of Total	32.8%	48.5%		13.7%	13.1%			

Sources: U.S. Bureau of the Census, Census of Population; 1970, 1980 Cincinnati City Planning Commission, Planning And Management Support System (PAMSS)

Note: The number of households receiving welfare in 1970 and 1980 were computed by dividing the total population on welfare (supplied by PAMSS) by the average household size for each year.

1970, 13.7% of all Cincinnati households were receiving public assistance through the Hamilton County Department of Human Services; 32.8% of Over-The-Rhine's households were on public assistance. By 1980, the percentage of City households on public assistance had fallen to 13.1%, while in OTR it had risen to 48.5%. An additional point to remember is that these figures include only those households receiving assistance through the Hamilton County Department of Human Services and may not include assistance from other sources such as Social Security. If these latter figures were also readily available, the percentage of Over-The-Rhine households receiving assistance of any kind would likely rise a great deal above the figures shown in Table 3.

Table 4 details the general occupational categories found in Over-The-Rhine and the City of Cincinnati in 1980. The figures show that OTR lags far behind the balance of the City in percentages of residents who work at higher-paying occupations. Professionals, managers and administrative workers account for 25% of the City's work force, but only 9% of OTR's work force. Similarly, sales and clerical workers make up 31% of Cincinnati's work force, but only 16% of Over-The-Rhine's. On the opposite end of the spectrum, the proportion of OTR residents employed as service workers, private household workers, machine operatives and laborers far outstrip that of Cincinnati as a whole; 75% for OTR compared to 46% for the City.

## B. LAND USE AND DEVELOPMENT PATTERN

### 1. General Pattern of Development

Over-The-Rhine has historically been an area of mixed land uses. During the middle part of the 19th Century, as the area was being developed, the nature of the community's land use pattern was dictated by the transportation, communication and construction methods of the day, and by economies of scale. Commercial storefronts lined the major thoroughfares. Most of these buildings included several floors of apartments above, since that was the predominant housing type of the era and helped subsidize the cost of the commercial space. Few Over-The-Rhine residents could afford to build single-use structures at the time. Those who could, built the familiar narrow row structures that went up instead of out, conserving valuable land. Industry was also located close by, since most workers walked to their jobs.

Over-The-Rhine today retains this pattern of mixed uses throughout most of the community, although over the years redevelopment has replaced a number of older, multi-purpose buildings with newer, single use ones. Today it is possible to identify a number of land use 'clusters', or concentrations of like land uses throughout the community. Together, these clusters give Over-The-Rhine a slightly simpler urban form than it had a century ago.

Table 4  
 Over-The-Rhine Comprehensive Plan  
 OCCUPATION OF EMPLOYED POPULATION:  
 16 Years of Age and Older (1980)  
 OTR vs. CITY OF CINCINNATI

Occupation	Over-The-Rhine		City of Cincinnati	
	Number	% of Work Force	Number	% of Work Force
Professional, Managerial and Administrative Workers	177	9%	38,974	25%
Technical, Sales and Clerical Workers	342	16%	49,147	31%
Service, Protective and Private Household Workers	810	38%	27,724	17%
Operatives, including Transportation, Craft, Repair and Laborers	792	37%	43,551	27%
TOTAL EMPLOYED	2,121	75%	159,396	91.3%
TOTAL UNEMPLOYED	711	25%	15,261	8.7%
TOTAL WORKFORCE	2,832	100%	174,657	100%

Source: U. S. Bureau of the Census, Census of Population, 1980.



Vine Street and Main Street still form the spines of Over-The-Rhine's traditional commercial clusters - linear concentrations of largely unbroken mixed use structures; small storefronts below, apartments above. Findlay Market is the focus of another such cluster - this one non-linear, however. Small commercial establishments surround this marketplace and extend short distances down Elm and Race Streets into the surrounding residential neighborhood.

Unlike Main and Vine Streets, the Central Parkway and Liberty Street commercial areas have seen a great deal of redevelopment over the years due to their status as major traffic arteries linking widespread portions of the City. Today, the north-south segment of Central Parkway is lined with large wholesale and distributing uses. The Liberty Street commercial area, which receives a heavy volume of truck traffic, contains a number of businesses catering to a mobile clientele. The east-west stretch of Central Parkway, which currently (and tenuously) separates Over-The-Rhine from the Central Business District, is lined by a number of large commercial, governmental, and institutional structures which bear little resemblance to the narrow, three and four-story structures found in Over-The-Rhine's interior.

Although warehouse and industrial uses may be found scattered throughout Over-The-Rhine, in only two locations are they concentrated enough to form recognizable clusters. The first, and larger of the two comprises the southern half of the Mohawk neighborhood, reaching from Findlay Street northward along McMicken Avenue to Stonewall Street. This area is the remnant of Over-The-Rhine's original bustling industrial area which grew along the banks of the Miami and Erie Canal near the important Brighton locks, located just south of the present-day Western Hills Viaduct. Some of the older warehouses and breweries remain today, but have been converted to other industrial or warehouse uses. The second warehouse/industrial area lies along McMicken Avenue in the vicinity of Walnut and Vine Streets. This cluster, which is located in extremely close quarters with surrounding residential and commercial areas, includes two large industrial plants and several smaller warehouse and distributing operations.

Over-The-Rhine contains several clusters of public and institutional land uses, the largest of which takes up a substantial portion of the Washington Park neighborhood. Washington Park itself is the center of this cluster and is surrounded by Music Hall, Memorial Hall, Washington Park Elementary School, the Central YMCA and a number of large churches.

Next in prominence is the cluster of government and institutional

uses near the Hamilton County Courthouse on the eastern end of Central Parkway. Although the Courthouse itself lies outside Over-The-Rhine's boundaries, its influence is clearly felt in the community. The Alms and Doepke Building, located directly across Central Parkway from the Courthouse, contains a large number of County offices. A number of surface parking lots in Pendleton serve the Courthouse area, as well. The Ohio College of Applied Science, located one block west of the Alms and Doepke Building, reinforces the area's institutional character.

Several school buildings and a great many churches may be found in Over-The-Rhine, yet none of these uses are grouped or concentrated sufficiently to form an identifiable cluster except for the one along the central portion of Sycamore Street. Here, the School for the Creative and Performing Arts, an imposing building which visually dominates the surrounding neighborhoods, combines with Peaslee Elementary School which was closed in 1981 and the playground just south of the school building to form a public cluster along the boundary between the Pendleton and Over-The-Rhine Central neighborhoods.

Although the bulk of Over-The-Rhine's uses of land are residential, there are very few areas in the community which appear to be exclusively residential in nature since so many of Over-The-Rhine's housing units are contained in buildings which have commercial establishments on their first floors. Much of the Pendleton neighborhood east of Broadway is solidly residential, however, as is almost the entire northern half of Mohawk. The northern half of Washington Park, along Race, Pleasant, Elm and Republic Streets is also heavily residential, although several commercial and institutional uses are scattered throughout the neighborhood. Other small residential enclaves, such as along Pleasant, Race and Elm Streets just north of Liberty and along Clifton Avenue in Over-The-Rhine Central, may be found throughout Over-The-Rhine, yet despite the passage of a century and a half since it began to develop, Over-The-Rhine's general pattern of land use remains highly mixed and compact.

Lot sizes throughout Over-The-Rhine tend to be quite small, following the original pattern of cramped development, when structures were built up instead of out in order to conserve space. Many older lots in the interior of the community are as small as 1,500 square feet, although a good many of these exceptionally small lots exist on paper only, since in actuality they have been combined with adjacent small lots to form developable parcels. Generally, most of the older lots in the interior of the five neighborhoods range in size from 2,000 to 10,000 square feet, with most tending toward the lower figure.

Along the major thoroughfares - Central Parkway and Liberty Street - and in the older industrial areas along McMicken Avenue, lot sizes average a good deal larger than those within Over-The-Rhine's older mixed use and residential areas. While most of these lots run between 15,000 and 40,000 square feet in size, one lot between Elm and Race Streets just south of Henry Street measures in at 132,000 square feet, or almost three acres. The largest parcel in Over-The-Rhine is the one occupied by Washington Park which, at 246,000 square feet, measures over five and one-half acres.

Most of the structures in Over-The-Rhine were originally constructed to make as efficient use as possible of the lot areas available at the time. Consequently, most structures cover almost entirely the lots on which they rest. The older row buildings were usually constructed with common side walls or with side walls touching, leaving no side yards. Front yards are also non-existent, since the fronts of the buildings were placed directly on the edge of the sidewalks. The only spots left open were usually very small areas in the rear of the structures along the alleys, or in the case of some residential buildings, small interior courtyards. There are a great many of these courtyards, created throughout Over-The-Rhine, when an L-shaped building was constructed with the base of the "L" along the front lot line so that an open space is left along one side of the building, although many are not readily evident from the streets.

Only in the northern portion of the Mohawk neighborhood and in Pendleton near the School for the Creative and Performing Arts are there any residential yards to speak of. The single-family houses in these areas have very small front, side and rear yards surrounding them, and since many of these yards have trees and other greenery, represent a noticeable change from the row buildings found throughout the balance of Over-The-Rhine. These houses, the schools, and some of the newer office and commercial uses along Central Parkway in Mohawk represent the only significant parcels in Over-The-Rhine which include open yard space in their design.

Patterns of land ownership are almost as varied and mixed as land usage throughout Over-The-Rhine. According to property records from the Hamilton County Auditor's Office, there are few instances where more than four or five contiguous lots are held under common ownership, although, in some cases, two or three small lots have been consolidated in order to form developable parcels. Still, the small lot sizes, scattered pattern of vacant lots, the multiplicity of owners -- the majority of whom are absentee landlords, and the years of neglect of maintenance to properties, are major contributors to the community's problems.

## 2. Detailed Land Use Analysis

Table 5 illustrates the results of the detailed field survey of existing land use performed in the early stages of this planning effort. The acreage totals for each general land use type reinforce and more clearly define the general pattern of development discussed in the preceding section.

The largest portion of Over-The-Rhine's 386.3 total acres is represented by streets and public rights-of-way; 148.5 acres, or 38.4% of the community's total land area. Although this may seem to be an unusually high amount of land devoted to public right-of-way, it is not unusual for an older inner-city area like Over-The-Rhine, with its small, oddly-shaped blocks and scores of streets and alleyways. After streets and rights-of-way, residential land occupies the largest segment of OTR, at 63.3 acres (16.4%) of land. In reality, an even greater proportion of the community is used for residential purposes, since these figures classify land use by the ground floor use in each building. Since many of Over-The-Rhine's older buildings have commercial space on the ground floor and residences above, much of the land noted as being commercial is also residential in nature. Commercial land accounts for 42.0 acres, or 10.9% of Over-The-Rhine's total.

When combining the residential and commercial land acreage in OTR, it is seen that approximately 105.3 acres (27.3%) has some residential use. This substantiates the residential character of the community and the need to protect the housing through more residential zoning.

Public and quasi-public uses of land (parks, government buildings, churches, union halls, schools, etc.) comprise a substantial proportion (10.7%) of Over-The-Rhine's total area, due in part to such large uses as Music Hall, Washington Park, several schools, and the large number of churches found in the community. Industrial/warehouse uses and off-street parking account for 6.1% and 8.8% of the Study Area, respectively, while 34.9 acres (9.9%) of Over-The-Rhine lie vacant at the present.

The following paragraphs look briefly at the land use figures for each of Over-The-Rhine's five neighborhoods and present a general picture of the land use character of each area:

- Pendleton - Pendleton has a greater proportion of land used solely for residential purposes than any other neighborhood in Over-The-Rhine. After streets and rights-of-way (36.0%), residential land uses are next at 11.2 acres, or 24.1%; almost one quarter of the neighborhood. Most of Pendleton's residential land is concentrated in the northern and eastern

Table 5  
Over-The-Rhine Comprehensive Plan  
EXISTING LAND USE, BY NEIGHBORHOOD, BY ACRES

	PENDLETON	OTR CENTRAL	WASHINGTON PARK	FINDLAY MARKET	MOHAWK	OTR TOTAL
Single Family Residential % of Total	0.4 0.9%	0.7 0.8%	0.1 0.1%	0.1 0.2%	5.3 4.4%	6.6 1.7%
Two Family Residential % of Total	1.9 4.1%	1.5 1.6%	1.1 1.5%	0.5 1.0%	7.7 6.4%	12.7 3.3%
Multiple Family Residential % of Total	8.9 19.2%	9.5 10.2%	10.8 14.3%	5.7 11.1%	9.1 7.6%	44.0 11.4%
Retail Commercial % of Total	2.3 5.0%	9.8 10.6%	7.2 9.5%	6.5 12.6%	4.0 3.3%	29.8 7.7%
Eating/Drinking Establish- ments % of Total	0.1 0.2%	2.4 2.6%	1.0 1.3%	1.0 1.9%	0.6 0.5%	5.1 1.3%
Bus. & Prof. Service/Office % of Total	0.9 1.9%	2.0 2.2%	0.5 0.7%	1.0 1.9%	2.0 1.7%	6.4 1.7%
Personal Service % of Total	0.0 ---	0.2 0.2%	0.2 0.3%	0.1 0.2%	0.2 0.2%	0.7 0.2%
Warehouse/Wholesale % of Total	1.5 3.2%	5.7 6.1%	1.2 1.6%	0.7 1.4%	10.4 8.7%	19.5 5.0%
Industrial/Manufacturing % of Total	0.1 0.2%	0.6 0.6%	1.2 1.6%	0.0 ---	2.3 1.9%	4.2 1.1%
Public/Quasi-Public % of Total	3.4 7.3%	6.3 6.8%	8.2 10.9%	4.0 7.8%	2.1 1.7%	24.0 6.2%
Parks & Recreation % of Total	3.1 6.7%	3.2 3.4%	6.5 8.6%	1.9 3.7%	2.5 2.1%	17.2 4.5%
Off-Street Parking % of Total	4.1 8.8%	12.6 13.6%	6.2 8.2%	3.2 6.2%	7.9 6.6%	34.0 8.8%
Vacant % of Total	3.0 6.5%	4.0 4.3%	3.7 4.9%	1.4 2.7%	21.5 17.9%	33.6 8.7%
Streets & Rights-of-Way % of Total	16.7 36.0%	34.3 37.0%	27.6 36.6%	25.4 49.3%	44.5 37.1%	148.5 38.4%
TOTAL	46.4 100.0%	92.8 100.0%	75.5 100.0%	51.5 100.0%	120.1 100.0%	386.3 100.0%

Source: Woolpert Consultants and City Planning Commission Field Survey, 1981.

portions of the neighborhood, away from Sycamore Street, Reading Road, and the Hamilton County Courthouse area. Public and quasi-public uses rank next in acreage with a total of 6.5 (14.0%). Most of this total is accounted for by the School for the Creative and Performing Arts on Sycamore Street and the old St. Paul's Church complex, which has been converted to commercial use.

Pendleton's 3.3 acres (7.1%) of commercial land lies primarily along the neighborhood's southeast boundary, fronting on Reading Road, and is occupied by a variety of small offices, bail bonding services, machine shops and repair services. Although Pendleton only has 1.5 acres of warehouse use (and 0.1 acre of industry), most of this land is taken up by the old Shillito's warehouse on the northeast corner of Dandridge and Pendleton Streets. At seven stories, this imposing structure towers over the smaller residential buildings which surround it. Pendleton's 4.1 acres (8.8%) of off-street parking are mainly located in the southeast corner of the neighborhood and serve the Courthouse area. The 3.0 acres of vacant land (6.5% of the total) represent the sum of a multitude of small, one-time residential lots located just south of Liberty Street on such dead-end streets as Broadway, Spring and Pendleton.

- OTR Central - The Over-The-Rhine Central neighborhood is one of the most evenly mixed areas in Over-The-Rhine. OTR Central has a low proportion of land devoted to streets and rights-of-way (37.0%), partly due to the fact that it is laid out on a rectilinear basis.

Two uses - residential (11.7 acres) and commercial (14.4 acres) - each, hold roughly 13% to 15% of the neighborhood's total land area, and all are scattered throughout the neighborhood. Commercial uses are most obvious, however, along Vine and Main Streets, although even here most commercial establishments have residences located above them. Some relatively solid residential areas in OTR Central can be found on Clifton Avenue, 13th Street, 14th Street, 15th Street, and Walnut Street.

Off-street parking is next in order of magnitude with 12.6 acres (13.6%), much of it in the form of scattered surface lots along Walnut Street. OTR Central also contains Over-The-Rhine's only parking garage, located on the northwest corner of Walnut Street and Central Parkway. Most of the warehouses and manufacturing uses (6.3 acres or 6.8% of the total) are found along or just south of McMicken Avenue, in the north central part of the neighborhood. Finally, public and quasi-public land takes up a total of 9.5 acres in OTR

Central, or 10.2% of the neighborhoods total land area. Most of this land is occupied by the various churches scattered throughout the neighborhood, with the Ohio College of Applied Science (a branch of the University of Cincinnati) also representing a large chunk of land.

- Washington Park - The Washington Park area stands out among Over-The-Rhine's five neighborhoods due to its relatively high proportion of public and quasi-public land. While streets and rights-of-way account for 27.6% of the total, public and quasi-public uses occupy almost 20% of Washington Park's land. The bulk of these 14.7 acres lie in the neighborhood's southwestern corner near the bend of Central Parkway. Music Hall, Memorial Hall, Washington Park, Washington Park Elementary School, the Central YMCA, The Alcoholic Drop-Inn Center, and a number of large churches and union halls may be found in this area, while several more uses, including the Samuel Bell Home for the Blind and the old Sixth District Elementary School (now converted into a Health Department clinic and administrative offices), extend northward along Elm Street to just south of Liberty Street.

Washington Park's next most substantial use of land is residential, at 12.0 acres, or 15.9% of the total land area. Most of the neighborhood's residential land is concentrated in the center and toward the eastern portion of the area, concentrating along Elm, Pleasant, Race and Republic Streets. Commercial land, 11.8% of the total, lies primarily along Central Parkway on the west, along Vine Street on the east (again with residences located above the ground floor commercial establishments) and Liberty Street on the north.

Washington Park contains a fairly substantial amount of land (6.2 acres) devoted to off-street parking. A large amount of this parking lies in the neighborhood's southern portion, just north of Central Parkway, and serves establishments such as the Central YMCA and some of the businesses just south of the Parkway. Finally, small amounts of vacant land (3.7 acres) and warehouse/industrial land (2.4 acres) are found scattered throughout the neighborhood.

- Findlay Market - At 8.6 acres (16.7% of the total), commercial land constitutes a greater proportion of the Findlay Market neighborhood than of any other area in Over-The-Rhine. The neighborhood's commercial land is centered, appropriately enough, around Findlay Market itself, with short extensions reaching from the marketplace up and down Race and Elm Streets. Vine Street represents another commercial

concentration, this one linear in form. Findlay Market also contains 6.3 acres (12.3%) of residential land, concentrated mainly south of the marketplace along Elm, Pleasant and Race Streets and north of the marketplace along Findlay Street. At 5.9 acres, public and quasi-public uses constitute 11.5% of the Findlay Market neighborhood. While much of this land is scattered throughout the neighborhood, three large parcels of it are accounted for by the St. Francis Church complex at Vine and Liberty, Findlay Playground on Findlay between Elm and Race, and the HUB Social Services Center block which is south of Elder Street between Race and Republic Streets. Off-street parking surrounds the marketplace area and occupies 3.2 acres, or 6.2% of the total. Some of this off-street parking is also located along Central Parkway, to the west. A final incidental land use in Findlay Market is vacant land (1.4 acres, 2.7%).

- Mohawk - In part because of its long frontage on Central Parkway, the Mohawk neighborhood contains a total of 44.5 acres, or 37.1% of land dedicated to streets and rights-of-way. Mohawk also has a relatively high proportion of vacant land (17.9%), most of which is found in the central portion of the neighborhood between Ravine and Stonewall Streets, and along the base of the hillside, where many of the neighborhood's small, frame dwellings have been torn or burned down over the years.

After streets and rights-of-way, residential (22.1 acres, 18.4%) and warehouse/industrial land (12.7 acres, 10.6%) constitute Mohawk's most substantial uses. The residential land lies mostly to the north and west of Stonewall Street and is occupied by small single and multiple-family structures, although a second cluster of multiple family dwellings can be found in the center of the industrial area at the corner of Stark and Dunlap Streets. Mohawk's industrial/warehouse area, the largest cluster in Over-the-Rhine, takes up almost the entire southern half of the neighborhood, oriented around McMicken Avenue, Dunlap, Race, and Elm Streets between Findlay and Stonewall Streets.

Mohawk has relatively small amounts of commercial (5.7%) and public/quasi-public (3.8%) land. One small neighborhood commercial cluster is located at the intersection of Mohawk Place and McMicken Avenue, while the rest of the neighborhood's commercial land is represented by several larger establishments on Central Parkway, such as Aufdenkampe Hardware. Public and quasi-public land is formed by two small playgrounds along McMicken Avenue and several scattered churches. Off-street parking, at 7.9 acres (6.6%), represents the neighborhood's remaining substantial use. Most of this land is located in the southern portion of Mohawk, scattered among the warehouses and industrial plants.



Table 6  
Over-The-Rhine Comprehensive Plan  
DETAILED LISTING OF NON-  
RESIDENTIAL ESTABLISHMENTS

CATEGORY	NUMBER
Foods (Wholesale-Retail).....	49
Professionals (Medical, Lawyers).....	4
Other Professional (Real Estate, Insurance, Advertising).....	5
General Merchandise & Clothing.....	29
Eating and Drinking Establishments.....	63
Drugstores.....	6
Furniture and Appliance.....	46
Pawn Brokers and Bailbondsmen.....	10
Beauty-Barber Shops.....	9
Automobile Parking.....	69
Automobile (Dealers and Repair).....	21
Funeral Homes.....	1
Financial Institutions.....	5
Cleaners-Laundromats.....	8
Hardware.....	5
Service Stations.....	8
Contractors (Building, Electrical and Plumbing).....	19
Business and Industrial Services (Control Systems, Suppliers, Air Cond.)...13	
Misc. Retail (Dry goods, Florist, Importers, Dairy, Bakery).....	37
Misc. Services (Movers, Printers, Photographers).....	42
Manufacturing (Machinist, Sausage Casings).....	9
Government Offices.....	1
Social Services (Business and Professional).....	8
Social Services (Misc.).....	17
Education (Schools, Colleges, Day Care).....	11
Amusements (Billiards, Pool).....	3
Church (Convents, Monasteries, Missions).....	57
Assembly Space.....	7
Sanitariums.....	1
Parks and Playgrounds (open space).....	25
Motels, Hotel, and Rooming Houses.....	5
Warehouse and Storage.....	57
Vacant.....	134
TOTAL	784

Source: Woolpert Consultants and City Planning Commission,  
Field Survey, 1981.

The non-residential uses of land described in the previous sections can be further broken into a detailed listing of business and institutional establishments, as is done in Table 6. Vacant businesses represent the largest total (134) in Over-The-Rhine, underscoring the hard times which have plagued the community for a number of years. Off-street parking areas are next with 69 such lots. Eating and drinking establishments (restaurants and bars) represent the largest category of occupied business establishments at 63. Other significant categories include warehouses and storage facilities (57), churches and related institutions (57), wholesale and retail foods (49), and furniture and appliance stores (46).

Table 7 presents a detailed breakdown of the exterior building conditions found in Over-The-Rhine, broken down by major land use categories. Tables 8 through 12 detail the same information for each of Over-The-Rhine's five neighborhoods. Table 7 clearly shows that the majority of the buildings in Over-The-Rhine have deteriorated to a point where they are in need of major repairs. Of the 2,225 buildings in the community (not counting small storage sheds, private garages and other accessory buildings), 62.0% were rated as having major deficiencies, 30.3% have minor deficiencies and only 4.6% of Over-The-Rhine's entire building stock was considered 'sound'. Generally, residential structures fared worse than the average, as 71.1% of all single-family, 77.2% of all two-family and 63.1% of all multiple-family structures had major deficiencies. These figures were determined as the result of a 1981 field survey which evaluated the exterior condition of each building and assigned one of the following four ratings to each:

- Sound - The structure had either no deficiencies or only very slight defects easily corrected through normal maintenance. Typical allowable defects include cracked, peeling, or missing paint over a relatively small portion of the structure, or broken windows.
- Minor Deficiencies - The structure had easily discernable problems with broken gutters or downspouts, loose shingles, siding or trim, crumbling mortar between bricks or masonry, or similar problems. Minor deficiencies should be, by definition, problems which could be corrected by the average property owner without professional help.
- Major Deficiencies - The structure had obvious and widespread problems such as holes in siding or roofing, cracks in walls or foundations, sagging roofs or walls, or other major structural damage. Major deficiencies require the services of an experienced carpenter, mason or contractor in order to repair or replace major portions of the structure.
- Dilapidated - The structure is beyond rehabilitation and can no longer serve the purpose for which it was originally intended. Dilapidated structures should be demolished.

Table 7  
 Over-The-Rhine Comprehensive Plan  
 EXTERIOR BUILDING CONDITIONS TABULATIONS

Over-The-Rhine Totals	Sound		Minor Deficiencies		Major Deficiencies		Dilapidated		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%
RESIDENTAL										
Single-Family	14	10.9	12	9.4	91	71.1	11	8.6	128	100.0
Two-Family	2	0.7	45	16.9	206	77.2	14	5.2	267	100.0
Multi-Family	16	1.6	335	33.0	641	63.1	24	2.3	1016	100.0
COMMERCIAL	36	5.5	225	34.2	379	57.7	17	2.6	657	100.0
INDUSTRIAL	1	2.9	17	50.0	14	41.2	2	5.9	34	100.0
PUBLIC/ INSTITUTIONAL	34	27.6	40	32.6	49	39.8	0	0.0	123	100.0
TOTAL	103	4.6	674	30.3	1380	62.0	68	3.1	2225	100.0

Source: City Planning Commission and Woolpert Consultants (1981).

Table 8  
 Over-The-Rhine Comprehensive Plan  
 EXTERIOR BUILDING CONDITIONS TABULATIONS

Mohawk Neighborhood	Sound		Minor Deficiencies		Major Deficiencies		Dilapidated		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%
<b>RESIDENTIAL</b>										
Single-Family	14	14.0	7	7.0	70	70.0	9	9.0	100	100.0
Two-Family	1	0.7	14	10.8	105	80.8	10	7.7	130	100.0
Multi-Family	0	0.0	34	22.8	111	74.5	4	2.7	149	100.0
<b>COMMERCIAL</b>	7	5.4	38	29.2	79	60.8	6	4.6	130	100.0
<b>INDUSTRIAL</b>	0	0.0	1	20.0	4	80.0	0	0.0	5	100.0
<b>PUBLIC/ INSTITUTIONAL</b>	9	37.5	3	12.5	12	50.0	0	0.0	24	100.0
<b>TOTAL</b>	31	5.8	97	18.0	381	70.8	29	5.4	538	100.0

Source: City Planning Commission and Woolpert Consultants (1981).

Table 9  
 Over-The-Rhine Comprehensive Plan  
 EXTERIOR BUILDING CONDITIONS TABULATIONS

O-T-R Central Neighborhood	Sound		Minor Deficiencies		Major Deficiencies		Dilapidated		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%
<b>RESIDENTIAL</b>										
Single-Family	0	0.0	2	15.4	10	76.9	1	7.7	13	100.0
Two-Family	0	0.0	8	16.7	38	79.1	2	4.2	48	100.0
Multi-Family	0	0.0	72	24.6	212	72.3	9	3.1	293	100.0
<b>COMMERCIAL</b>	8	3.4	54	23.3	165	71.1	5	2.2	232	100.0
<b>INDUSTRIAL</b>	0	0.0	3	75.0	1	25.0	0	0.0	4	100.0
<b>PUBLIC/ INSTITUTIONAL</b>	7	17.1	16	39.0	18	43.9	0	0.0	41	100.0
<b>TOTAL</b>	15	2.4	155	24.6	444	70.3	17	2.7	631	100.0

Source: City Planning Commission and Woolpert Consultants (1981).

Table 10  
 Over-The-Rhine Comprehensive Plan  
 EXTERIOR BUILDING CONDITIONS TABULATIONS

Pendleton Neighborhood	Sound		Minor Deficiencies		Major Deficiencies		Dilapidated		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%
<b>RESIDENTIAL</b>										
Single-Family	0	0.0	2	20.0	7	70.0	1	10.0	10	100.0
Two-Family	1	3.2	3	9.7	27	87.1	0	0.0	31	100.0
Multi-Family	1	0.6	37	23.4	113	71.6	7	4.4	158	100.0
<b>COMMERCIAL</b>	2	4.5	13	29.6	25	56.8	4	9.1	44	100.0
<b>INDUSTRIAL</b>	0	0.0	0	0.0	1	100.0	0	0.0	1	100.0
<b>PUBLIC/ INSTITUTIONAL</b>	0	0.0	6	54.5	5	45.5	0	0.0	11	100.0
<b>TOTAL</b>	4	1.6	61	23.9	178	69.8	12	4.7	255	100.0

Source: City Planning Commission and Woolpert Consultants (1981).

Table 11  
 Over-The-Rhine Comprehensive Plan  
 EXTERIOR BUILDING CONDITIONS TABULATIONS

Washington Park Neighborhood	Sound		Minor Deficiencies		Major Deficiencies		Dilapidated		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%
<b>RESIDENTIAL</b>										
Single-Family	0	0.0	1	50.0	1	50.0	0	0.0	2	100.0
Two-Family	0	0.0	10	38.5	14	53.8	2	7.7	26	100.0
Multi-Family	12	4.8	122	48.4	118	46.8	0	0.0	252	100.0
<b>COMMERCIAL</b>	12	8.6	70	50.4	55	39.6	2	1.4	139	100.0
<b>INDUSTRIAL</b>	0	0.0	0	0.0	0	0.0	0	0.0	0	100.0
<b>PUBLIC/ INSTITUTIONAL</b>	10	35.7	12	42.9	6	21.4	0	0.0	28	100.0
<b>TOTAL</b>	10	7.6	215	48.1	194	43.4	4	0.9	447	100.0

Source: City Planning Commission and Woolpert Consultants (1981).

Table 12  
Over-The-Rhine Comprehensive Plan  
EXTERIOR BUILDING CONDITIONS TABULATIONS

Findlay Market Neighborhood	Sound		Minor Deficiencies		Major Deficiencies		Dilapidated		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%
<b>RESIDENTIAL</b>										
Single-Family	0	0.0	0	0.0	3	100.0	0	0.0	3	100.0
Two-Family	0	0.0	10	31.2	22	68.8	0	0.0	32	100.0
Multi-Family	3	1.8	70	42.7	87	53.1	4	2.4	164	100.0
<b>COMMERCIAL</b>	7	6.3	50	44.6	55	49.1	0	0.0	112	100.0
<b>INDUSTRIAL</b>	1	4.2	13	54.2	8	33.3	2	8.3	24	100.0
<b>PUBLIC/INSTITUTIONAL</b>	8	42.1	3	15.8	8	42.1	0	0.0	19	100.0
<b>TOTAL</b>	19	5.4	146	41.2	183	51.7	6	1.7	354	100.0

Source: City Planning Commission and Woolpert Consultants (1981).



The figures in Table 8 through 12 do not paint an encouraging picture of the physical conditions of the structures throughout the five neighborhoods, but they do present some interesting comparisons among the neighborhoods. For example, while the rates of residential buildings with major deficiencies in Mohawk, OTR Central and Pendleton all run at 70% to 80%, Washington Park drops significantly below that level and has a much higher proportion of sound buildings and buildings with minor deficiencies than do the other neighborhoods. The same trend holds true for the neighborhood's mixed use buildings, shown on the tables as commercial, since the structures are categorized according to their ground floor land use. Residential buildings in Findlay Market, while as a group not up to the standards of those in Washington Park, also are in better general condition than the rest of the community. The City has targeted these two sub-neighborhoods for major investment over the last few years.

Commercial building conditions (including mixed use) are strongest in Washington Park, where 50.4% of the buildings have only minor deficiencies and 39.6% have major deficiencies. On the other hand, OTR Central has the most problems with deteriorating commercial and mixed use buildings. Almost three quarters (71.1%) of the neighborhood's commercial and mixed use buildings have major deficiencies and another 23.3% have minor deficiencies. These figures are quite likely due to the fact that OTR Central has retained a larger proportion of its early row buildings than have some of the other neighborhoods and is consequently seeing more problems with maintenance and structural failure due to age.

The conditions of industrial and public/institutional buildings remains fairly even among the five neighborhoods, although in several instances there are not enough such buildings in a neighborhood to get a valid count for the sake of comparison.

### 3. Special Development Impacts

The foregoing analysis provides an overview of land use in Over-The-Rhine, as well as an evaluation of generalized development impacts. There are, however, a number of anticipated development impacts which, because of their extent, timing, and/or strategic location, require special consideration:

- Verdin Bell Relocation - The former St. Paul's Church complex (consisting of the church, rectory, boys' and girls' schools) located along Twelfth Street between Spring and Pendleton Streets, has been acquired by the I.T. Verdin Company. Verdin Bell has relocated their offices in Over-The-Rhine at this site. The reuse of the former church complex includes space for offices, studios for the Stained Glass Association of America for showroom display, studio apartments and artists' lofts. This reuse is geared to the creation of a "Church

Mart", where church related furnishings can be crafted, displayed, and sold. It is likely that this "Church Mart" could spin off demand for space in the vicinity for related cottage industries. Development issues raised by this innovative reuse proposal include resultant changes in surrounding land uses, increased demand in the immediate area for residential/loft space and competition for housing space between current residents and those who might be attracted to the area because of the proposed reuse, increased traffic into the area and increased demand for both overnight and short-term off-street parking.

- Justice Complex - Construction is completed of the new 525,000 square foot Justice Complex in the vicinity of Eggleston Avenue, Ninth Street, and Sycamore Street. The Complex includes space for the detention of 840 inmates, and will additionally consist of administrative and court facilities. The Justice Complex has the potential to generate demand for substantial additional amounts of office space north of Central Parkway. Changing land use patterns, increased traffic, and the need for approximately 1,000 parking spaces are the most immediate effects of the proposed complex.
- Ohio College of Applied Science (OCAS) - Plans are underway for relocating the OCAS to the main campus of the University of Cincinnati. If implemented, this relocation would result in approximately 160,000 square feet of vacant space on the northeast corner of Central Parkway and Walnut Street, within a two-block walk of the proposed Justice Complex and existing Courthouse facilities. It is likely that the building could be adaptively reused for some combination of retail/office/residential space and that the reuse could complement the proposed Justice Complex. Although such a reuse would represent a major penetration of the Downtown Frame across Central Parkway into Over-The-Rhine, it could also provide an appropriate outlet for fulfilling some of the demand for additional office space likely to spin off from the proposed Justice Complex.
- Music Hall - This 1878 example of mixed Gothic and Romanesque architecture serves as a perceptual as well as a redevelopment focal point on the western edge of the Washington Park neighborhood. The Music Hall, in its capacity as a cultural center, does have the potential to stimulate some residential as well as some related commercial redevelopment in the immediate vicinity. Thus any redevelopment plans must address the effect of the presence of Music Hall and assure that it does not become a threat to the preservation of low-income housing in the Washington Park neighborhood.

- Findlay Market - The Findlay Market building, located in the heart of the Findlay Market neighborhood, is one of the last operating markets of its kind in the nation. Shops operating within the market itself, as well as stalls outside of the market, sell a variety of fresh meats and produce to Over-The-Rhine residents and non-residents. The Market is open three days a week. Findlay Market appears to attract proportionately more patrons from outside Over-The-Rhine than from within. As a result, there is a great deal of automobile and pedestrian traffic congestion in the vicinity of the market on days it is open. This traffic has also resulted in the recent construction of off-street parking lots and will, most likely, continue to place a premium on parking space on market days. The prominence of the market within the neighborhood, and its "draw" on market days, makes it a logical focus for redevelopment activity within the neighborhood. Development-related issues will revolve around the provision of adequate off-street parking without wholesale demolition, the expansion, reuse, and rehabilitation of commercial and warehouse space with minimal displacement, and how to maintain and strengthen the primarily commercial character of the vicinity around the market, while at the same time minimizing intrusions into the neighborhood resulting from a "revitalized" Findlay Market.

- Sixth District School Renovation - In 1983 the closed Sixth District School was renovated to replace the closed Twelfth Street Clinic. The new facility also includes offices for the Central Health District. Renovation of the school has helped to improve the appearance of Elm Street. Relocation of the Clinic and Health District offices has provided greater efficiency and better delivery of health care within the area. The project reinforces the existing social service/human services character along Elm Street in the Washington Park neighborhood.

## C. ZONING ANALYSIS

### 1. Zoning Overview

The pattern of existing base zoning districts in the Over-The-Rhine community is relatively simple and straightforward. Although adapted and made somewhat more complex and sensitive to the development issues facing the community by the various overlay districts found within the area, the zoning still does not begin to reflect the area's physical complexity. As a result, the individual zoning districts and the Cincinnati Zoning Code as a whole are in some instances unable to adequately and efficiently guide development and redevelopment in the community. Table 13 portrays the total land area (measured in acres) that each existing zoning district occupies, by neighborhood. By comparing this table with Table 5 (Existing Land Use) it is easy to discern that there is very little relation between zoning and existing land use in any of Over-The-Rhine's five neighborhoods, or in the community as a whole. According to the figures in Table 13, the largest single zoning category (36%) of OTR is zoned B-4, or general commercial. Another 15% of OTR is zoned either C-2 or O-1, CBD Frame and Suburban Office Districts, respectively. Yet Table 5 shows that only 10.1% of OTR's land area is devoted to all types of commercial uses, and much of that ground floor space has residential uses located above. Clearly, an "area zoned" to "area used" ratio of five to one is drastically overscaled and suggests some reductions in land zoned for the different commercial purposes.

Following the commercial districts in size is the M-2 Intermediate Industrial District, at 72.8 acres, or 21% of OTR. In actuality only 8.0% of Over-The-Rhine's total land area is devoted to industrial or warehouse uses. Finally, while 27% of the community is zoned for residential purposes (R-6 and R-7), an additional 1% of OTR's land is identified in the new RB-1 (mixed-use) zone.

### 2. Existing Zoning Districts

#### R-6 Multi-Family High-Density District

- The R-6 District, designed specifically to accommodate development on small lots in the older sections of the city, covers 45.8 acres in OTR, or 13% of the community's total land area. Roughly one-half of this land is in Mohawk, lying in a long east-west strip along Klotter Avenue, Mohawk Street and Renner Avenue and in a small stretch along the east side of McMicken Avenue just south of McMillan Street. The other half of the R-6 land is in Pendleton, along Thirteenth Street, Broadway and Spring Street. All of these R-6 Districts are connected to larger R-6 Districts adjacent to OTR to the north.

Table 13

## Over-The-Rhine Comprehensive Plan

LAND AREA BY EXISTING ZONING DISTRICT  
BY NEIGHBORHOOD (ACRES)

ZONING DISTRICT	PENDLETON	OTR CENTRAL	WASHINGTON PARK	FINDLAY MARKET	MOHAWK	OTR TOTALS
R-6 % of Total	23.5 55%	-	-	-	22.3 24%	45.8 13%
R-7 % of Total	4.0 9%	-	44.1 56%	-	-	48.1 14%
RB-1 (RB) % of Total	2.5 6%	-	-	-	-	2.5 1%
B-4 % of Total	6.3 15%	55.4 59.8%	6.0 8%	34.9 84.9%	24.0 26%	126.6 35%
O-1 % of Total	4.3 10%	-	-	-	10.4 10%	14.7 4%
C-2 % of Total	2.1 5%	19.7 21.3%	25.4 32%	-	-	45.1 13%
M-2 % of Total	-	17.5 18.9%	3 4%	6.2 15.1	46.1 49%	72.8 20%
TOTAL	42.7 100%	92.6 100%	78.5 100%	41.1 100%	102.8 100%	357.7

Source: Estimates by Cincinnati City Planning Department and Woolpert Consultants

The R-6 District is intended to accommodate a mixture of single, two, and multi-family dwellings as well as row houses. The allowable density for multiple-family structures depends on the type of dwellings involved, with 600 square feet of lot area required for each efficiency, 800 square feet for each intermediate (500-750 square feet of livable floor area) apartment, and 1000 square feet of lot area for each regular (over 750 square feet of liveable floor area) apartment. As a result, the P-6 Districts within Over-The-Rhine are among the community's zoning districts which accurately reflect existing land uses. The areas are solidly residential in nature, although many of the structures originally constructed as single-family dwellings have been converted into two-family or multiple-family apartment dwellings.

The R-6 Multi-Family High Density would seem to lend itself particularly well to the tasks of protecting several of Over-The-Rhine's residential clusters from commercial encroachment and encouraging residential preservation in these areas. These clusters, identified by the existing land use and visual analyses, include: the area along Twelfth and Thirteenth Streets east of Spring Street in Pendleton; and much of McMicken Avenue in Mohawk.

#### R-7 Multi-Family High Density District

- The R-7 High Density District allows all forms of residential dwellings including apartments and hotels. The minimum lot area per dwelling unit under this district for an efficiency is 400 square feet for each efficiency; 550 square feet for each intermediate apartment; and 550 square feet for each regular apartment.

Two R-7 Districts have recently been zoned in the Washington Park and Pendleton areas. The majority of land in Washington Park was rezoned from B-4 to R-7 in 1982, reflecting the residential enclaves along Elm, Pleasant and Race Streets. Currently 44.1 acres or 56% of land in Washington Park reflects the high density residential character of the area. Although much of the area north of Washington Park School contains ground floor local commercial uses, the more appropriate RB-1 zone had not been developed at the time the zone change occurred. Since the creation of the R-B zone, an area around 15th and Elm has been suggested for the new zone.

In Pendleton, along Broadway and Twelfth Streets, a high density residential area was rezoned from B-4 to R-7. Although several buildings in this location are vacant and dilapidated, the remaining residential buildings are high density in nature.

Several other high density residential enclaves in Over-The-Rhine appear to qualify for the R-7 district, which would promote the retention of the existing residential land use.

#### R-B - Residence-Business District

- This is a relatively new zoning classification designed for older neighborhoods such as Over-The-Rhine. The intent is to permit certain commercial uses in areas which have a predominantly residential atmosphere. Examples of such uses include: offices, delicatessans, seamstress shops, home occupations, galleries, studios, and craft workshops. Principal permitted uses are the same as in the R-7 zone. The only existing R-B zone was established recently in a portion of Pendleton as part of the rezoning in that subarea.

Throughout the remainder of this text, the use of R-B1 to describe an area will refer to the existing R-B classification in the Zoning Code.

#### B-4 General Business District

Thirty-six percent of Over-The-Rhine's total land area falls under the provisions of the B-4 General Business District. Most of the community's B-4 land is contiguous, occupying large portions of Findlay Market and OTR Central. Two smaller B-4 Districts are found in the northern portions of the community, separated from the main body of the B-4 District by the M-2 Intermediate Industrial District. One of these smaller areas lies along the south side of Clifton Avenue between Vine and Frintz Streets, while the other follows Central Parkway and McMicken Avenue through most of the northern half of Mohawk. Together, the B-4 Districts account for 126.6 acres of total land.

As presented in the Cincinnati Zoning Code, the B-4 General Business District is designed to allow an extremely wide range of commercial and residential uses of land. Among the commercial uses permitted are general commercial establishments, hospitals and clinics, wholesale distributors, trades and services (including all types of automotive services), and building center uses. Single-family, two-family and multiple-family residences are permitted, except that if any dwellings are to be located on the ground floor or in the basement, a conditional use permit is required. Machine shops and manufacturing uses are also conditionally permitted.

The wide-open list of permitted uses in the B-4 District contributes to a variety of problems in Over-The-Rhine, especially since the B-4 District covers so much land. The B-4 District alone exceeds the amount of ground floor land currently used for all commercial purposes.

Many commercial and residential uses which are essentially incompatible are allowed to exist side by side throughout OTR. Commercial areas which might normally be clustered in several central locations have been allowed to scatter throughout otherwise residential neighborhoods to the detriment of both types of uses. Provisions of the Zoning Code designed to regulate non-conforming uses are of little assistance, since the liberal list of permitted uses guarantees that there will be very few non-conforming uses to regulate.

It is obvious that the B-4 General Business District is drastically overzoned and has little or no sensitivity to existing or probable future uses of land in Over-The-Rhine. It may very well be necessary to rezone a number of areas which are currently designated B-4, although it is vital that sufficient allowance be made for existing and future commercial areas. It may be more practical to also change the zoning in some of these small commercial areas to RB-1 Neighborhood Business District or proposed RB-2 Community Business district, zones which may more accurately reflect community needs.

#### O-1 Suburban Office District

- Two small O-1 Suburban Office Districts appear in the Mohawk neighborhood and together account for 14.7 acres, or 3% of Over-The-Rhine's total land area. The larger of the two, located around the intersection of Central Parkway and McMillan Street in Mohawk's northern tip, represents the southern-most extension of a long O-1 District which lies along Central Parkway to the north of Over-The-Rhine. OTR's second O-1 District, 4.4 acres in size, lies on the south side of Clifton Avenue, on the hillside overlooking most of Over-The-Rhine.

The O-1 District is designed in the Zoning Code as a mixed use district, primarily intended to accommodate office and multi-family residential uses. In addition to the residential and institutional uses permitted in the R-7 District, the O-1 District permits banks and other financial institutions, offices devoted to business management and professional services, funeral homes, recording and design studios, and "Building Center Projects" (planned office and/or residential complexes involving more than one structure).

The O-1 District at the intersection of Central Parkway and McMicken Street does in actuality, contain several small office establishments, although the bulk of its land is occupied by single-family houses. This O-1 District is, however, related in intent more to the areas along Central Parkway to the north than it is to land within Over-The-Rhine. The purpose of the second O-1 District, along Clifton Avenue, is



not as clear. At present this area contains no office uses of any type; only a large apartment structure, a playground, several small, multi-family structures and vacant hillside land. It is doubtful that any office structures would be constructed here in the near future, due to the existing uses, the steep slope on vacant lots, and the small lot sizes. Since the existing residential uses could just as easily be accommodated in a higher-density residential zoning district, the designation is unnecessary at this location.

The O-1 Suburban Office district may lend itself to some future applications in other portions of Over-The-Rhine, especially along Central Parkway between Stark Street and Fifteenth Street. There are already several large office establishments along the parkway, and the combination of good access, high visibility, available land, large lots and level topography make the area attractive for commercial and office development.

#### - C-2 Central Business District "Frame District"

The intent of the C-2 CBD "Frame" District is exactly as is suggested by its name; it is to serve as a supportive frame for the CBD. Many of the principal permitted uses are the same as those in the C-1 (CBD) District: residences, hotels, churches, public buildings and schools, office structures, retail stores, banks and other financial services, eating and drinking places, entertainment, personal services, and general business services. In addition to this list, the C-2 District adds such supportive uses as trades, household services, parking structures, parking lots, warehouse and wholesale uses, light manufacturing establishments, and building center projects.

The C-2 District in Over-The-Rhine includes the northern portions of the whole C-2 Frame District which stretches from the vicinity of Seventh Street to Twelfth Street. Approximately 45 acres of the C-2 District fall within the boundaries of Over-The-Rhine, accounting for 13% of OTR's total land. Most of the C-2 District in OTR follows Central Parkway from Broadway all the way across OTR's southern boundary and then north along the parkway to Fifteenth Street. A finger of land zoned C-2 also extends northward from the Parkway along both sides of Vine Street to Fifteenth Street.

Most of the existing uses of land found along Central Parkway in the C-2 District conform with the intent of the Zoning Code. The Alms and Doepke Building, OCAS, the Central YMCA, Music Hall, and a number of commercial uses take full advantage of their locations on Central Parkway and are well suited

to the Central Business District frame, as are the parking garage and parking lots found in the area. The commercial area along Vine Street between Central Parkway and Fifteenth Street is a different story, however. Here, most of the existing uses of land are smaller commercial establishments with residences located above, uses which seem better suited to RB-1, or proposed RB-2. Since there has been little pressure along Vine Street to develop frame-type uses, the only effect that the C-2 District has had in this area is to allow a proliferation of off-street parking lots.

- M-2 Intermediate Manufacturing District

The M-2 Intermediate Manufacturing District is designed and intended to accommodate a wide range of commercial, office, and industrial uses of land. The M-2 District allows as permitted uses all uses permitted in the B-4, C-2, and O-2 Districts with the exception of residences. In addition, the M-2 District allows the manufacturing of products, food processing, research and testing laboratories, printers, wholesale distributors, concrete plants, truck terminals, bulk storage of petroleum products, and cold storage plants. Uses prohibited in the M-2 District include new residential structures, any additions to existing residences which would increase the number of families the structure could accommodate, schools, and the manufacture of dangerous, toxic, or nuisance-causing products listed in the Zoning Code.

Over-The-Rhine's M-2 District covers 72.8 acres of land, or 20% of the community's total area. This compares with an existing land use total of 29.3 acres for industrial and warehouse uses. It must be remembered, however, that the existing industrial uses have fairly substantial off-street parking areas not reflected in the 29.3 acres figure. In addition, a portion of the land zoned for any given purpose is actually dedicated to streets and rights-of-way, so that in reality the M-2 District, as currently laid out in Over-The-Rhine, is not drastically out of proportion with existing industrial land usage.

The M-2 District occupies the entire southern half of Mohawk, from Stonewall to Findlay Streets, and has two "fingers" extending to the south; one along McMicken Avenue to just north of Liberty Street and the other along Central Parkway to Fifteenth Street. This configuration conforms with the historic development pattern of industry in Over-The-Rhine, originating near the Miami and Erie Canal and spreading eastward. Today, much of this land is still used for industrial, warehousing and distributing purposes, especially in Mohawk and around the intersection of Walnut Street and McMicken Avenue in OTR

Central. Several locations, however, show isolated clusters of residential uses in the M-2 District, most noticeably on Dunlap and Elm Streets near McMicken Avenue in Mohawk and along McMicken Avenue near Frintz Street in OTR Central. In a related sense, much of the M-2 District along Central Parkway between Findlay and Fifteenth Streets is either vacant or devoted to miscellaneous commercial uses and may be better suited to inclusion in another district.

### 3. Overlay Districts

Three types of overlay districts were in effect in Over-The-Rhine during the initial phases of the planning process: an Environmental Quality District, three Interim Development Control Districts, and Neighborhood Housing Retention District. Each of these overlay types affect the intents, the administration and the effects of the underlying zoning districts described above.

#### - EQ-PI Environmental Quality District-High Public Investment

The Cincinnati Zoning Code contains provisions for the establishment of three types of Environmental Quality Districts: Hillside (HS); High Public Investment (PI); and Urban Design Business Districts (UD). All are designed to protect sensitive areas of the City by adding provisions to the base zoning in place in each area. In the case of EQ-PI Districts, the purpose is specifically to:

"assist the development of land and structures to be compatible with the environment, and to protect the quality of the environment where the characteristics of the environment are of significant public value and are vulnerable to damage by development permitted under conventional regulations. "(Cincinnati Zoning Code, Section 3400.2)

EQ-PI-1 was created by City Council in March, 1977 in order to prevent blight and deterioration around Findlay Market, encourage private investment in the area, and prevent the creation of adverse environmental effects. The EQ-PI District includes all properties within three hundred feet of the market structure itself (roughly the area bounded by Findlay, Green, Republic, and Dunlap Streets).

Under the provisions of the EQ-PI District, any application for a building permit, renovation permit, variance, conditional use, or other permit received by the City is, in addition to its normal administrative travels required by the underlying regulations, referred to a reviewing authority (the Office of Architecture and Urban Design, in this case) where it is examined for conformance to an established set of development guidelines tailored specifically to that particular

District. The EQ-PI-1 development guidelines for Findlay Market include review criteria for: building location and orientation; the bulk, shape, mass and height of buildings; architectural character; signage; land usage; and service requirements.

The reviewing authority forwards a report on the application to a hearing examiner, who then approves, denies, or suggests modifications to the application based on the contents of the application and the report of the reviewing authority. The only permits exempted from this procedure are those which involve mechanical systems repair, code-related repairs, interior alterations and repairs, demolition or wrecking, sign replacement, and any exterior alteration which does not increase the total number of residential units or which does not increase the total floor area of the structure by more than ten percent.

A second EQ District had, at one time, been proposed for an area adjacent to Over-The-Rhine. The hillside above Mohawk which leads up into the Clifton/Fairview Heights area was proposed as an EQ-HS District. Unfortunately, the City does not have sufficient staff to review the number of applications expected from the proposed EQ-HS District, and with eight other such districts already in place, the Clifton/Fairview Heights EQ-HS District had to be abandoned.

#### - IDC Interim Development Control Districts

Interim Development Control District regulations were first enacted by the City in 1974 in order to provide a means of delaying development in certain areas of the City pending more permanent amendments to the Zoning Code. Three such IDC Districts were in effect in Over-The-Rhine: IDC 12 covered much of Washington Park, being bounded generally by Magnolia and Fifteenth Streets on the north, Republic Street on the east, and Central Parkway on the west and south; IDC 13 was in Findlay Market and had the same boundaries as EQ-P 1; IDC 14 included everything in Over-The-Rhine that the others didn't, except for the northern 80% of Mohawk. IDC 14 also extended beyond the boundaries of Over-The-Rhine north of OTR Central, along Mulberry and Vine Streets. All of the IDC's have expired.

The IDC District requirements in the Zoning Code are structured so that normal action on any application for building permits, variances, demolitions, subdivision plats, etc. must be delayed until the case can first be reviewed by an IDC Review Committee and then approved or denied by the City Planning Commission. The decision of the City Planning Commission

is based on the report of the IDC Review Committee and a number of criteria listed in the Zoning Code which ensure the community benefit of the proposed action.

IDC's 12, 13 and 14 were established primarily to control the demolition of residential structures in Over-The-Rhine. In that respect, they were somewhat successful. Only seven applications for demolition permits were received for the areas covered by the IDC's during 1980 and 1981. Only four were approved by the Planning Commission and one of those was for the demolition of porches only.

- Neighborhood Housing Retention District

The City has enacted a new type of overlay since the expiration of the IDC's. Known as the Neighborhood Housing Retention Ordinance, this new overlay district requires the City Planning Department to review all permits for the demolition of low-income residential buildings which may be submitted from areas which would meet certain conditions in order to qualify.

The District is intended to preserve housing for persons of low and moderate income. All of Over-The-Rhine is included in the NHR District; however, it is scheduled for expiration in December 1984. At that time it is expected that this Urban Renewal Plan will provide the sort of protection for housing which the NHR ordinance currently provides. The consultant in the Redevelopment Management Strategy (Appendix A) advocates a Housing Preservation Ordinance which, if implemented, would accomplish many of the objectives of the NHR ordinance.

4. Proposed Zoning Districts

- R-4 Medium Density Residential

This classification is the lowest density multi-family zone and is proposed for areas of Over-The-Rhine with both single and multi-family dwellings. Specifically, the north frame of Mohawk where the sensitivity of the hillside precludes the high density development of other areas of O-T-R is recommended for R-4 zoning.

Other permitted uses in this classification include: day care centers, homes for adjustment, limited office uses, etc. Maximum permitted building height is 45 feet and minimum lot area is 5,000 square feet

- R-B2 - Residence-Business

The O-T-R Comprehensive Plan will propose an additional Residence-Business zone classification. What is described under existing zoning as R-B would become R-B1 if the recommendation is adopted. An additional zone classification, R-B2 would apply to residence-business areas where commercial uses are the predominate activity but where high density residential use should be encouraged as well. Many of O-T-R's major commercial streets (such as Vine, Race, Main, etc.) would be appropriate for this proposed zone.

As with any new zone classification considerable attention will need to go into the details of the proposed R-B2. The Planning Task Force acknowledges that current zoning is not always adequate for older, mixed-land use communities such as Over-The-Rhine. What will be sought through the new classification will be a blend of business uses permitted at the B-2 level of intensity with the permitted residential density of an R-7 zone.

B-3 General Business District

This is a more restrictive business classification than the B-4 zoning so prevalent in O-T-R at this time. It permits B-2 uses (retail sales and services, business and personal services, eating and drinking places, etc.) plus such uses as wholesale distributors, warehouses, outdoor eating places, etc. Maximum allowable height is 85 feet and minimum lot area per dwelling unit in a B-3 zone is between 1,200 feet and 1,500 feet.

5. Zone Changes, Variances, and Conditional Uses

- Zone Changes

From 1963 to 1980, only two zone changes were adopted by the City for Over-The-Rhine.

The first zone change was approved in 1964 in order to rectify a mistake made during the City's comprehensive rezoning the previous year. At that time, the M-2 Intermediate Manufacturing District in Mohawk had been drawn with its southeastern boundary stopping near the intersection of Vine Street and McMicken Avenue, ignoring the industrial cluster near the intersection of McMicken Avenue and Walnut Street. Once the error was discovered, the City initiated and approved the change of the McMicken Avenue corridor from Vine to Liberty Streets (just over 17 acres of land) from a B-4 to an M-2 designation.

A second change, approved in June 1980 occurred in Mohawk and involved a 1.6 acre parcel near the intersection of Baymiller Street and Klotter Avenue. The land had been part of the large B-4 district which stretches along McMicken Avenue in Mohawk. When a developer discovered that he could not include sufficient dwelling units in several residential buildings he wished to rehabilitate, he petitioned the City to change the zoning designation to R-6. Since the parcel was already bordered on three sides by an existing R-6 district and involved only residential or open space uses, the change was approved.

Since 1980, two significant areas in Over-The-Rhine have been rezoned. In 1981, at the recommendation of City Manager Murray, an ordinance to rezone an area surrounding Washington Park was approved by the Planning Commission. Included in the area are properties located one and a half block to the east of Washington Park, two blocks to the north, and three-fourths of a block to the west. Generally, all the area between Twelfth, Vine, Liberty and Central Parkway, but not including the frontage properties on the three latter streets were included. The predominant use for the area consists of apartments with a number of scattered business uses, most being neighborhood serving commercial establishments. The area was zoned from B-4 and C-2 to R-7 for the reason that such action would aid in maintaining the general area for residential purposes and eliminate or greatly reduce demolition of residential buildings for non-residential uses.

The other location recently rezoned was the Pendleton sub-area. As a result of the recommendations contained in the Pendleton Area Urban Design Plan (June 1982) and development pressures for parking lots created by the Hamilton County Justice Complex, a number of zone changes were enacted by the City. The zoning districts in Pendleton had been a combination of R-6, C-2 and B-4, with the latter constituting the predominant zone. As the B-4 zone allows parking lots and had not provided the controls needed in a mixed-use, in-town community with a large residential population, the zone changes were initiated. During this time, a new Residence-Business Mixed Use Zone (R-B) was created which would be compatible with the current land uses found in various areas of Over-the-Rhine. The Pendleton community was considered a prime candidate for the first R-B zone and one small section was the first area to receive that designation.

- Variances

Only six variances have been applied for in Over-The-Rhine during the eighteen years since 1963, according to records kept by the City Department of Buildings and Inspections. Tables 2 and 3 break down the locations of these variances by zoning district and by neighborhood, respectively. According to Table 14, three of the variances were from the requirements of the B-4 General Business District, two from the R-6 Multi-Family High-Density District and one from the O-1 Suburban Office District. Four of the variances were granted in Mohawk, with one each in Washington Park and OTR Central. Each of the six variance applications were made because of restrictive front, side or rear yard requirements in the various districts. All six variance applications were approved between 1973 and 1980.

- Conditional Uses

A total of thirty-three applications for conditional uses have been made in Over-The-Rhine since 1963. All but one were for parcels lying in B-4 General Business Districts. Most of the conditional uses granted (only one of the thirty-three was denied) were to allow the conversion of vacant ground-floor commercial space into residences. Since most of this conversion and rehabilitation occurred between 1968 and 1972, there have been very few applications for conditional uses since that time and none since 1975.

Table 15 shows that most of the conditional uses in Over-The-Rhine occur in the community's lower neighborhoods, where the bulk of the B-4 District is found. Within the four neighborhoods, the conditional uses are scattered randomly and have very little relationship to either one another or even the predominant existing land use patterns.

6. Summary of Issues

The zoning analysis suggests a number of specific issues which will affect future development and redevelopment in Over-The-Rhine. These issues are summarized in the list that follows:

- The current zoning pattern is not effectively mediating conflicts between incompatible uses of land. Over-The-Rhine is and will remain a community of mixed land uses. The proposed zoning pattern and provisions will better address this problem.
- The overscaling of several zoning districts creates uncertainty as to possible land uses in these areas and keep the value of the land artificially low by creating surplus of land.



Table 14  
Over-The-Rhine Comprehensive Plan  
VARIANCES AND CONDITIONAL USES  
BY ZONING DISTRICT (1963-1981)

ZONING DISTRICT*	VARIANCES	CONDITIONAL USES
R-6	2	0
O-1	1	0
B-4	3	32
M-2	0	1
<b>TOTAL</b>	<b>6</b>	<b>33</b>

\*There were no variances or conditional uses in the R-2, R-4, or C-2 Districts between 1963 and 1981.

Source: Cincinnati Department of Buildings and Inspections

Table 15  
Over-The-Rhine Comprehensive Plan  
VARIANCES AND CONDITIONAL USES  
BY NEIGHBORHOOD (1963-1981)

NEIGHBORHOOD	VARIANCES	CONDITIONAL USES
MOHAWK	4	2
FINDLAY MARKET	0	9
WASHINGTON PARK	1	11
OTR CENTRAL	1	5
PENDLETON	0	6
<b>TOTAL</b>	<b>6</b>	<b>33</b>

Source: Cincinnati Department of Buildings and Inspections

- At the time the analysis of zoning in OTR was completed, the Zoning Code lacked a district that could deal effectively with Over-The-Rhine's high density mixed land uses, especially where there are residential uses located above-ground floor commercial space. The City's recent introduction of the R-B District is a partial solution.
- The conversion of ground-floor commercial space to residential uses has broken up the commercial character of several key neighborhood commercial areas. The Zoning Code does not currently have any mechanism or criteria whereby the issuance of conditional uses permits for their purpose could be restricted to non-vital commercial area.
- The provisions of the B-4 District around Findlay Market or of EQ-PI 1 need to be modified to ensure that proper uses of land are located surrounding the marketplace and that Findlay Market's vital importance as a commercial anchor in Over-The-Rhine is recognized.

## CHAPTER IV

### LAND USE AND ZONING PLAN

#### A. PURPOSE AND OVERVIEW

The purpose of the Land Use and Zoning Plan is to strengthen the primarily low income residential fabric that holds the community together and to reinforce the mixed use character of Over-The-Rhine. It is intended to serve as a guide for balancing the very real housing and community improvement needs for existing residents, most of whom are poor, against the opportunity for additional residential, commercial, and industrial development that has the potential to contribute significantly to the improvement of the Over-The-Rhine Community. It is intended to be the coordinating mechanism through which both public and private investment decisions can be evaluated relative to the Goals and Objectives of this comprehensive Plan.

There are five components represented by the Goals and Objectives (as stated in Chapter II), and by the Critical Issues, the Development Policies, the Land Use Plan, and the Zoning Plan in this chapter, which together are intended:

- To provide the City Council with policy guidance regarding future public expenditures and investment decisions and the review of private development proposals;
- To remove as much uncertainty as possible from the redevelopment process within Over-The-Rhine;
- To anticipate the cumulative effect of continued development in Over-The-Rhine on the supply of housing within it, in order to develop strategies for ensuring that adequate low-income housing exists for present Over-The Rhine residents;
- To minimize conflicts between various land uses and activities within Over-The-Rhine; and
- To provide continuity, in terms of overall direction, of Over-The-Rhine's future through successive city administrations.

The "thrust" of the Over-The-Rhine Comprehensive Plan is summarized in the Development Overview (plate 2). As reflected by the Overview, Over-The-Rhine should continue to develop as a mixed use area, with clearly defined and protected residential "core" areas. Community improvements and private investment in Over-The-Rhine should serve to unify the image of the community as a whole, rather than to reinforce perceived differences between the various neighborhoods and subareas. In particular, the upgrading of Vine Street and Main Street as mixed-use commercial and residential corridors should help to tie together the residential cores

adjacent to these areas in Washington Park, Over-The-Rhine Central, and Pendleton. Likewise, the plan recommends maintaining residential development in the western portion of Over-The-Rhine as a "bridge" across Liberty Street.

The Plan recognizes several special areas which have the ability to serve as the "catalyst" for additional improvement and investment within Over-The-Rhine, to the benefit of existing as well as future residents. These areas include the regional/community cultural center in the vicinity of Washington Park and Music Hall, the Findlay Market area, and the Mohawk-and Central-neighborhood manufacturing/warehousing centers.

The Over-The-Rhine Comprehensive Plan focuses on the period from the present to the year 2000. The Plan anticipates a desired population of 15,000 persons by the target year. This target population has been adopted by the Over-The-Rhine Planning Task Force as one of its goals. Although the target population is slightly less than half of the 1950 Census population, it represents a 26% increase over the 1980 population of 11,904 persons. This target population strikes a balance between what is likely to be needed to support existing local serving business and services, and that population that can be accommodated without severely over-taxing existing public facilities or increasing substantially existing residential densities.

Presently, 84% of all households within Over-The-Rhine may be classified as households of low and moderate income. Throughout the planning process, concern was expressed by area residents serving on the Planning Task Force that development resulting from this plan not result in the displacement of low and moderate income households from the community. Land use changes and resultant private development actions in response to the Plan's recommendations could affect up to 345 housing dwelling units, the majority of which are likely to be occupied by low and moderate income persons. If the recommendations in the Plan are implemented, over 700 additional dwelling units could be developed through adaptive reuse and selective infill projects. The Over-The-Rhine Comprehensive Plan seeks to stabilize the base of housing available for low and moderate income households at 5,520 units, and to ensure that future development does not result in a net reduction of the opportunity for present and future low and moderate income households to obtain affordable housing.

## B. CRITICAL ISSUES

Over the course of the work on the Comprehensive Plan a series of critical issues have been identified which seriously affect the planning and development of neighborhood improvements. These issues which must be addressed by ongoing planning and development work include:

### 1. HOUSING DECLINE

The dramatic decrease in population between 1950 and 1980 is attributable to a great many causes including: displacement resulting from increasing rents, massive redevelopment/"gut" rehabilitation programs, demolition for speculative purposes as well as for specific redevelopment opportunities, housing abandonment, and some voluntary exodus to opportunities for newer housing in more outlying locations.

For these reasons concerns are high within the community over the prospect of additional population change, particularly the potential for displacement of low-income residents as a result of Plan implementation. The Plan, as it begins to sort out land use conflicts and defines changing land use opportunities, needs to be sensitive to its ultimate effect on housing within Over-The-Rhine. These effects must be monitored, both in terms of the potential elimination of residential land uses and the effect that such plans may have on present residents living in existing residential areas.

### 2. INCOMPATIBLE LAND USES

Over-The-Rhine represents an almost unbelievable variety of land uses. As a result, one can find within the same block or group of contiguous blocks architecturally significant housing in the process of restoration, over-crowded housing obviously in stages of decline, locally oriented retail establishments, and industrial uses. The lack of transition between such uses throughout Over-The-Rhine creates problems for both businesses and residents. These problems relate to the lack of adequate service areas for business, the presence of commercially-oriented traffic through residential areas, and shortages of parking for both customers and residents, among other things. The lack of transitions, and in some areas, seemingly chaotic land use patterns also appear to inhibit potential investment decisions in Over-The-Rhine. Establishment of clearly defined land use objectives for the area will address that problem.

### 3. VACANT LOTS/STORE FRONTS

The presence of numerous vacant lots and vacant store fronts create both problems and opportunities within Over-The-Rhine. The lots presently provide areas for the dumping of refuse as well as sites

for illicit street activity. On the other hand, the presence of the lots and their distribution throughout Over-The-Rhine also creates opportunities for new in-fill housing sites, or related neighborhood facilities such as parking and/or recreation areas. The presence of vacant store fronts throughout the area denotes a declining economy resulting in part from significant population decline over the last several decades and the lack of an aggressive plan to encourage and improve commercial development in the area. These vacant buildings, however, provide an opportunity to sort out some of the residential/non-residential land use conflicts within Over-The-Rhine.

#### 4. REINFORCEMENT OF SPECIAL DEVELOPMENT AREAS

Several areas exist within Over-The-Rhine which exert special influences within the community. Depending on how these special areas are handled, they can have a positive or negative influence on the neighborhood. Such special places as the warehousing and industrial area in the lower portion of Mohawk, the Findlay Market, Music Hall and the Ohio College of Applied Sciences vicinity, and the area in Over-The-Rhine in the vicinity of the new Hamilton County Justice Complex all take on a special character and importance that transcends the more local orientation of the rest of the community. These areas represent resources for the City and region, as well as for the community. The Plan cannot afford to ignore either aspect of these areas.

#### 5. COMMERCIAL VITALITY

Over-The-Rhine contains numerous commercial corridors along such streets as Vine, Elm, Main, and Liberty. For the most part the buying power represented by the populations that once supported these shopping areas, as well as the population base itself, has eroded over the years to the point that the space devoted to the commercial nature of these areas far exceeds actual demand and the resulting appropriateness for such areas. The changing nature of these commercial corridors creates uncertainty in the market place. These areas need to be more clearly defined in terms of local-serving, community-serving, and regional-serving commercial areas.

#### 6. PARKING

The mixed-use nature of Over-The-Rhine coupled with the residential densities within have created a demand for parking which exceeds or appears to exceed the available supply. The result has been to develop pressures for converting currently vacant lots and even sites with buildings already on them to serve as parking lots. There is a tendency to view parking apart from the uses which it

# OVER-THE-RHINE Comprehensive Plan

## development overview

City Planning Department, City of Cincinnati

### DEVELOPMENT OVERVIEW





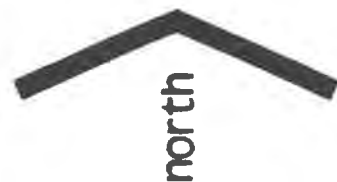
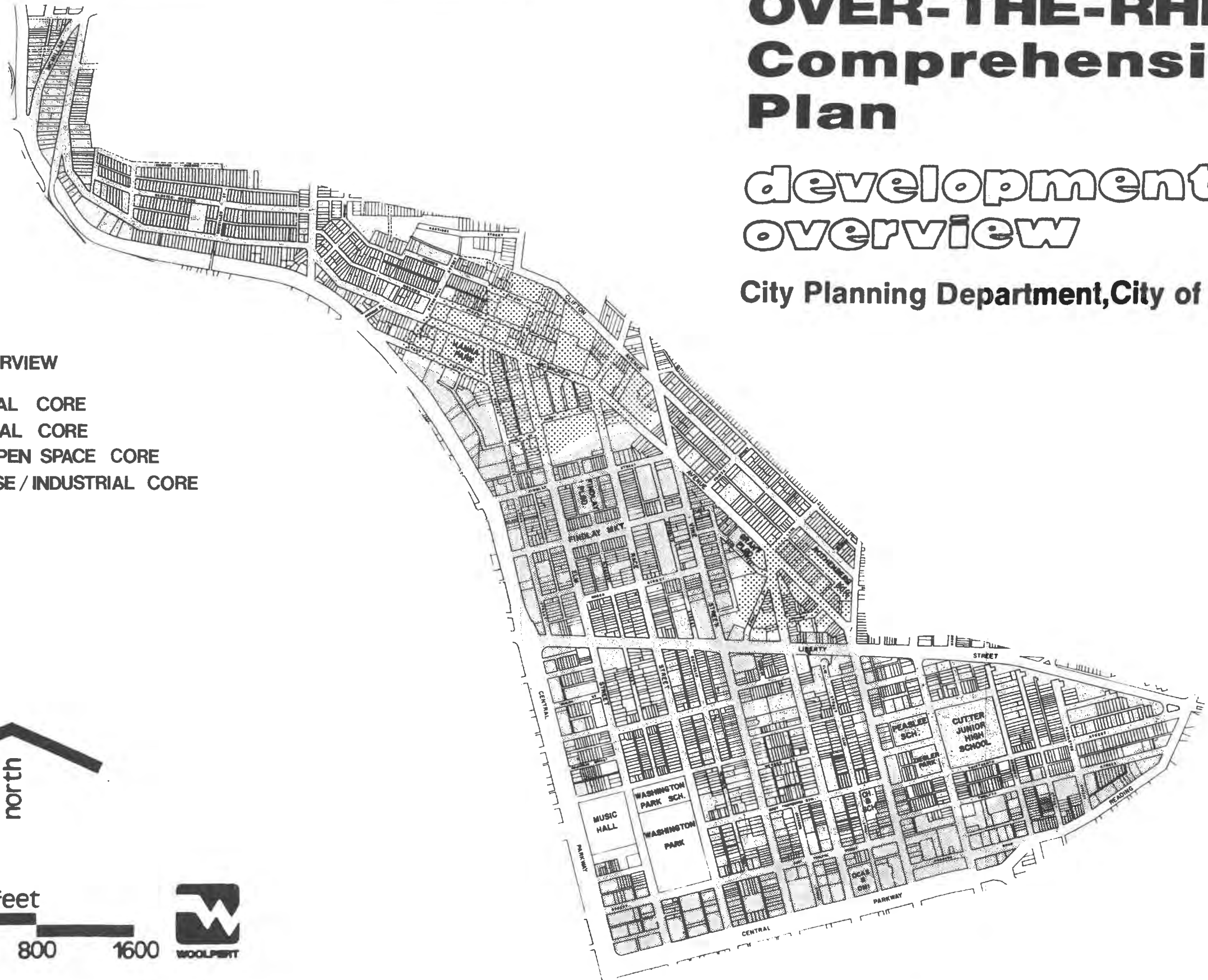
-  RESIDENTIAL CORE
-  COMMERCIAL CORE
-  PUBLIC / OPEN SPACE CORE
-  WAREHOUSE / INDUSTRIAL CORE

plate 2



graphic scale in feet



serves. This has resulted in the disruption of many of the block faces, particularly in some of the commercial areas, through the introduction of parking spaces in interior blocks to serve isolated establishments. Consideration needs to be given in the Plan to the ability for parking to exist jointly with several types of uses and the need to incorporate additional parking as part of major development projects.

7. CBD INFLUENCE

The significant development evident within the downtown, as well as the substantial growth anticipated in the downtown by the Year 2000 exert and will continue to exert pressure throughout the southern portions of Over-The-Rhine. Land use and development pressures will continue to be felt in the southern portions of Over-The-Rhine relative to the needs for additional parking, office space, and spin-off retail space resulting from growth and change within the downtown. The proximity of Over-The-Rhine to the downtown makes it locationally valuable for spin-off development resulting from downtown growth. Its location, coupled with its supply of interesting and architecturally significant housing types, makes portions attractive for housing opportunities for the downtown workforce as well. These pressures within Over-The-Rhine are, for the most part, the result of outside influences. The demands for space and services to accommodate these outside pressures need to be balanced against the low-income housing needs, space and service needs generated by the area's current population.



## C. DEVELOPMENT POLICIES

The Over-The-Rhine Development Policies recognize that the highest priority of the Comprehensive Plan is housing for low and moderate income residents of the area. Of lesser priority, but also demanding policy recognition, is the reality of OTR's key location, which makes it a prime target for redevelopment. Finally, the policies acknowledge that OTR currently contains incompatible land uses which have come into existence over a long period of time. They will be reduced only with adherence to the land use recommendations and carefully monitored implementation according to the policies which follow.

The Development Policies are intended to serve two purposes. First, they form the framework upon which the rest of the Comprehensive Plan (Land Use and Zoning) has been formulated. Second, they constitute the primary point of reference for City decision makers in their consideration of development proposals and strategies. The policies are not intended to describe how specific areas of the community are to be developed, instead they serve to guide the City's response to development proposals. A "Neighborhood Development Plan", yet to be drawn up, will recommend specific projects to support these policies. This is especially significant where public resources are scarce and priorities must be determined in distributing funds among competing requests.

### 1. RESIDENTIAL

#### Overall Policy

Development decisions in OTR should be guided by the recognition that housing for persons of low/moderate income is the top priority of the Land Use Plan. It shall be the policy of the City to protect and improve core residential areas through actions including, but not limited to, those which follow.

- a. Develop action programs which recognize the need and demand of the Over-The-Rhine community for low income housing.
  - The rehabilitation of the existing housing stock, both vacant units and sub-standard units, should be the preferred strategy for the provision of housing to meet the needs of OTR residents--both present and future.
  - New construction "in-fill" housing should be encouraged as a secondary means of providing necessary housing.
  - Incentives should be devised for owners of buildings in local-serving, commercial areas to utilize upper-story residential units for the provision of housing for low-income persons.
  - Residential development should be encouraged which includes both subsidized and market rate units.

- b. Enhance and promote the "livability" of residential core areas in Over-The-Rhine.
- Rehabilitation and new construction of residential structures compatible with the existing architectural character of OTR should receive priority in allocation of public resources.
  - Neighborhood-serving or home-based commercial activities should be promoted in and around residential core areas.
  - Open space, recreation, and social services should be situated within or close to residential neighborhoods.
  - Residential development projects which will be adjacent to incompatible land uses should include proposals for minimizing the adverse impact of such uses.
  - Through traffic should be contained on the major arterials of OTR thus reducing traffic flow in residential areas.

## 2. COMMERCIAL

### Overall Policy

It shall be the policy of the City of Cincinnati to recognize the mixed-use nature of Over-The-Rhine as both residential and commercial in character. It shall be further recognized that its "key" location in the Greater Cincinnati region gives Over-The-Rhine the unique distinction of serving several "markets". Policies to promote those varied commercial uses include the following.

- a. Local and community-serving commercial uses should be encouraged in and near residential core areas and along Main Street and Vine Street north of Twelfth Street.
- b. General commercial and office uses which serve a broader clientele should be located primarily along major thoroughfares in OTR.
  - Central Parkway should be recognized as Over-The-Rhine's commercial "edge" and developed to serve the maximum number of users.
  - Commercial uses, particularly those serving a regional clientele should be compatible with the environment of OTR's residential neighborhoods.
- c. Findlay Market and its environs should be developed as a regional trade center and tourist attraction while respecting the tradition of serving local residents.

- d. Design of storefronts and offices should reflect the architectural character of OTR.

### 3. INDUSTRIAL/WAREHOUSING

#### Overall Policy

It shall be the policy of the City to recognize OTR as a place to work as well as live. Its central location and availability of industrial land should be promoted for locating small or "incubator" light manufacturing or warehousing firms.

- a. Development should be directed to the formation of two industrial areas within OTR.
  - Encourage relocation of industries existing elsewhere in OTR to appropriate sites in the areas recommended for industrial development.
  - Public and private efforts should be directed toward the reuse of vacant industrial buildings.
  - Parking and traffic circulation should be improved to facilitate access to and within industrial areas.
- b. Policies should promote the establishment of labor-intensive light manufacturing or warehousing uses--particularly those which will provide job opportunities for OTR residents.

### 4. PARKING/CIRCULATION

#### Overall Policy

Traditionally, major arterials have bisected OTR and provided entries to the CBD. Circulation patterns and parking in Over-The-Rhine should provide maximum convenience for commercial/industrial uses yet not conflict with the livability of residential areas.

- a. Residential
  - Non-local traffic should be routed away from residential neighborhoods.
  - Where feasible, residential development projects should include off-street parking within or near the site.
- b. Commercial
  - Off-street parking on centralized lots is the preferred means of meeting the parking needs of commercial areas.

- Off-street parking should be designed to enhance the appearance of commercial areas without compromising security.
- A means should be sought to facilitate the regional traffic flow on Liberty Street, which also recognizes the street's importance to community residents.

c. Industrial

- Facilitate access and parking in areas identified by the Plan for industrial/warehouse use.

d. Pedestrian

- When feasible, clear separation of pedestrian and vehicular circulation should be provided.
- Design treatments and street amenities should be used to promote pedestrian circulation.
- Where feasible, pedestrian circulation should be promoted linking community open space and pedestrian areas.

5. RECREATION/OPEN SPACE

Overall Policy

The highest priority for the expenditure of public funds for recreation or open space should be for uses which directly benefit area residents.

- a. Recreation/open space should be accessible to residential areas:
- Washington Park should be developed to provide increased recreational outlets and accessibility for the OTR community.
  - Private initiatives should be directed to clearing vacant lots in residential areas of debris and using them temporarily for community gardens, passive or active recreation.
- b. Hillside which form OTR's northern boundary should be preserved as passive recreation areas or natural preserves.
- Land-banking by private individuals or foundations should be the preferred means of preserving hillside open space.

## 6. HISTORIC CONSERVATION

### Overall Policy

The City recognizes the historic significance of Over-The-Rhine in the development of the City and the value of OTR's existing stock of residential and commercial buildings. The City also recognizes the importance of retaining architectural character. Therefore, it shall be the policy of the City to encourage development which responds sympathetically to the historic character of OTR and to promote the use of its architectural resources.

- a. The City shall identify and study districts and landmarks within the community for possible historic designation.
  - Proposed Historic District Study Areas
    - . Findlay Market
    - . Washington Park
    - . Vine Street
    - . OCAS/Germania/American Building Cluster
    - . Main Street
    - . Pendleton
  - Historic Sites/Structures
    - . Bellevue Incline Site
    - . Phillipus Church
- b. Urban Design Plans shall encourage development and public improvements which respect the architectural character, density, and scale of buildings and the goals of this Comprehensive Plan.

# OVER-THE-RHINE Comprehensive Plan

## historic district study areas

City Planning Department, City of Cincinnati

### HISTORIC DISTRICT STUDY AREAS

- 1 FINDLAY MARKET
- 2 WASHINGTON PARK
- 3 VINE STREET
- 4 OCAS/GERMANIA/AMERICAN BUILDING CLUSTER
- 5 MAIN STREET
- 6 PENDLETON

### HISTORIC SITES/STRUCTURES

- A BELLEVUE INCLINE SITE
- B PHILIPPUS CHURCH

plate 3



graphic scale in feet



## D. LAND USE AND ZONING PLAN

### 1. Description of Planned Land Use Categories

The Over-The-Rhine Land Use Plan contains a statement of recommended future land uses for the Over-The-Rhine Community. A description and explanation of the planned land use categories follows:

#### Open Space (OS) District

This land use category is intended to accommodate needs within Over-The-Rhine for outdoor recreation opportunities and public gatherings, and to protect steep hillsides from development, by providing for both active and passive open spaces, including plazas and parks. Although the majority of OS Districts are intended to be of a public nature, some of these districts, such as those along steep hillsides, may be privately held.

#### Public/Quasi-Public (P/QP) District

This category is intended to include major religious and/or educational facilities, clinics, recreation and community centers, human and social service agencies, and related uses. Uses similar in nature but of smaller scale, and/or similar uses when dispersed throughout larger use areas, have been incorporated into the larger land use areas of which they are a part.

#### Low Density Residential (LDR) District

These districts are proposed to accommodate residential areas under 25 units per acre (gross density). LDR Districts may include a mixture of detached and row-house types of residential structures. The intent of the LDR Districts is to retain and reinforce existing lower-density residential clusters in Over-The-Rhine, particularly "interior" areas adjacent to the neighborhood's steep hillsides. These areas should be retained in that they represent a scarce housing resource in Over-The-Rhine.

#### Medium Density Residential (MDR) District

These districts are intended to accommodate the majority of existing residential development within Over-The-Rhine, and to provide for new residential infill opportunities with densities of between 25 and 60 units per gross acre. MDR Districts assume primarily apartment-type structures, although row-house types of development may also be included in these districts.

### High Density Residential (HDR) District

The HDR Districts are intended to accommodate existing and proposed future residential apartment development at densities greater than 60 units per acre (gross density). New residential development in these districts should be designed for these higher density levels.

### Local Commercial/(LCR) District

These districts are proposed to primarily provide for ground floor retail and service uses at appropriate locations within Over-The-Rhine. Residential uses at MDR District density levels may also be located in these districts above the commercial uses. Ground floor retail and service uses in the LCR Districts should principally serve residents in the immediately surrounding neighborhood sub-areas.

### Community Commercial Mixed Use Development (CC/MXD) District

These districts are proposed to primarily provide for ground floor retail and service use in appropriate locations along established "commercial" corridors within Over-The-Rhine. Residential uses, at MDR District density levels, and office uses may also be located in these districts above the commercial ground floor uses. Ground floor uses in the CC/MXD Districts should principally serve residents within Over-The-Rhine, and may accommodate a range of convenience goods, shoppers goods, and personal services.

### Office/Commercial Mixed Use Development (OC/MXD) District

These districts are intended to provide space for primarily professional and business service related office space along Over-The-Rhine's most heavily traveled thoroughfares. Ground floor retail, entertainment, and personal service uses may also be accommodated in these Districts as part of larger office developments, along with various types of above-story residential uses. The retail, entertainment, and/or personal service uses should be intended to serve residents of OTR as well as persons coming into the area for business or entertainment purposes.

### General Commercial/Service (GC/S) District

These districts are intended primarily to accommodate a broad range of shoppers goods and service related establishments which require good access and high visibility.

### Warehouse/Industrial (W/I) District

These districts are intended to accommodate viable clusters of



warehousing, distribution and light assembly/packaging activity within Over-The-Rhine, and to provide space for expansion of existing business and/or the location of new business in existing structures. These areas should be relatively compact, with direct access to major thoroughfares. Incubator space for new industries should also be provided within the W/I Districts.

## 2. Community-Wide Overview

The Land Use Plan attempts to sort out the numerous land use conflicts within Over-The-Rhine (keeping in mind its unique mixed-use character), and the strengthening, within each of the neighborhood subareas, of the predominant land use character of the subareas. In fact, within the framework of the land use plan objectives and policies, there exist five land use plans, one for each of the five neighborhood subareas.

The Land Use Plan does not expect that conflicts and/or development opportunities within the community will sort themselves out immediately after Plan adoption. Rather, the central idea that underlies all of the recommendations that follow is that the Land Use Plan should serve as a guiding vehicle through which individual redevelopment proposals and/or rezoning requests can be considered by decision makers within City Hall and community residents as well. The Plan does not presume immediate conversion of recommended future uses for existing uses. Obviously, some relocation will occur and will need to occur in order to accomplish implementation of the Land Use Plan.

The Land Use Plan seeks to reinforce various clusters of activity within Over-The-Rhine and strengthen these clusters. The Plan seeks to provide, for example, levels of commercial activity to serve both neighborhood clusters, the community as a whole, and special use clusters (such as Findlay Market) which take on city-wide importance. With three notable exceptions, the Land Use Plan views the majority of the interior of Over-The-Rhine as a residential area. The three exceptions include the Findlay Market area, which the Plan perceives as a mixed use but primarily commercial area, and two warehouse/industrial areas--one of which is proposed to be located in the Mohawk area and the second of which is proposed to be located in the Over-The-Rhine Central neighborhood. The Land Use Plan regards much of the commercial frontage along the busier streets in Over-The-Rhine to be in over-supply, and in need of revitalization. Commercial activities along streets such as Vine and Main should be oriented more toward serving the more immediate needs of the Over-The-Rhine Community, and that Central Parkway, which presently carries and which has the capacity to carry greater amounts of traffic, provide commercial opportunities for businesses serving a trade area extending well beyond Over-The-Rhine.

### 3. Neighborhood Land Use Recommendations

#### Mohawk Neighborhood (Plate 4)

The Land Use Plan recommends a primarily residential character for the Mohawk neighborhood west of Stonewall Street, and a mixture of Warehouse/Industrial and residential uses east of Stonewall Street. Residential land uses recommended in the neighborhood consist of Medium Density Residential uses generally along McMicken Avenue to Ravine Street, to reflect the existing character and to encourage in-fill along the north side of the street which is in character with the two-family and multi-family "working class" structures found on the south side of the street. Additional Medium Density Residential areas are proposed in the neighborhood along Findlay Street, a triangular shaped area west of Vine Street; and the area east of Ravine Street to approximately North Elm, generally along the north side of Mohawk Street. These additional proposed Medium Density Residential areas reflect existing densities and patterns of development. The MDR area proposed north of Findlay Street is viewed in the Plan as providing a transition, along with the residential and open space uses south of Findlay Street, between the proposed Mohawk Warehouse/Industrial District and the Community Commercial/Mixed Use Development area proposed in the Findlay Market neighborhood. High Density Residential areas are not as prevalent in the Mohawk neighborhood as in other neighborhoods. HDR Districts in Mohawk are limited to a cluster of apartment buildings between Dunlap and Elm Streets south of Henry Street; and existing residential clusters in the vicinity of Dunlap/McMicken/Elm, Race/McMicken/Henry and Stonewall/Stark/Mohawk Place. A Local Commercial District is proposed along either side of McMicken Avenue in the vicinity of its intersection with Mohawk Place. This LCR District is proposed to serve the day-to-day shopping needs of the residents of Mohawk. Additional commercial areas within Mohawk include a proposed Community Commercial/Mixed Use District at the northwest corner of Ravine Street and Central Parkway and a recommended General Commercial/Service area along Central Parkway from Stark Street to Findlay Street.

The Plan recommends part of the interior portion of southern Mohawk for warehousing and industrial use. This area is proposed to meet expansion needs for existing business, as well as providing space for new business to locate. The area is proposed primarily to serve as incubator space for warehousing and industrial firms looking for low cost space where access is not necessarily a major consideration. The intent of the land use recommendation for this area is to retain to the greatest extent possible existing structures over 10,000 square feet in size. The emphasis upon uses in this district should be on labor intensive types of industry, with consideration for employment opportunities among Over-The-Rhine residents. There are presently within this area 44 existing warehouse/industrial buildings. Of these, 13 are over 10,000 square

# OVER-THE-RHINE Comprehensive Plan

## mohawk

### proposed land use plan

City Planning Department, City of Cincinnati

- OS OPEN SPACE DISTRICT
- P/QP PUBLIC/QUASI-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MXD COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT

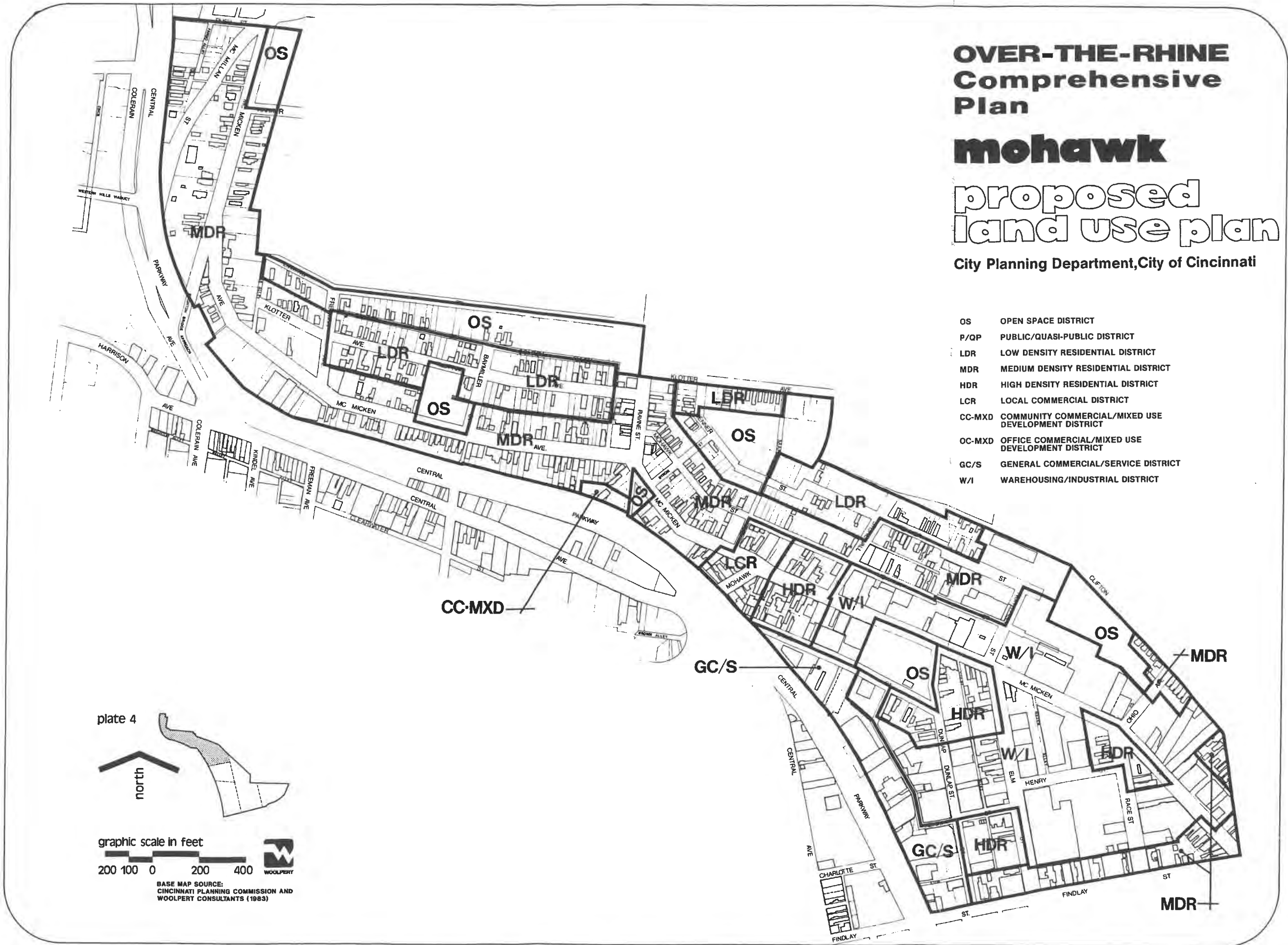


plate 4



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)



feet in size, increasing their usefulness for incubator space. Of these large buildings, three are presently vacant, and six of the firms located within these larger structures are considering relocation and their space would be available.

Consideration will be given to ways of buffering the existing residential clusters, where there is evidence of recent and substantial rehabilitation efforts, from the surrounding warehousing/industrial uses.

The Open Space areas proposed by the Land Use Plan to be located along the hillside are intended to initially remain in private ownership, and to be acquired gradually by a quasi-public body such as the Hillside Trust. The Open Space in these areas is recommended in order to provide an opportunity to tie that portion of the hillside into the Fairview Park area, and to prevent any further new development along the hillsides in the future. The Plan recommends the retention of Hanna Park for Open Space and recreational use and of the "triangle" with its Honor Role at the intersection of McMicken and Ravine Streets. Mohawk has the least amount of land designated for recreation and open space of any sub-areas in Over-The-Rhine.

#### Findlay Market (Plate 5)

The predominant character of land use in this neighborhood is established by the presence of Findlay Market itself. The trade area of Findlay Market extends well beyond the boundaries of Over-The-Rhine and is in fact a commercial resource of regional importance. The store fronts immediately around Findlay Market and along portions of Elm Street, Logan Street, and Race Street on either side of Elder are recommended for Community Commercial/Mixed Use Development. The intent of this proposed CC/MXD District is to reinforce and complement the market-place atmosphere established by Findlay Market, and to provide opportunities for continued rehabilitation of area properties for retail and service uses. The Plan envisions primarily retail uses in the ground floor space immediately around the Market, with opportunity for personal and business service uses in ground floor space on the side streets north and south of Elder. The recommendation for CC/MXD Use in this area is also based upon the desirability of maintaining above-story residential space in the area.

The area between Campbell Street and the Parkway, along Elder Street, although included as part of the CC/MXD District is viewed by the Plan as a transitional area. This area is really an entryway into Findlay Market. Pressure in this vicinity will most likely be for newer types of development and parking related to both the new development and Findlay Market. Parking should not be allowed that is visible from the Parkway unless such parking is part of a commercial mixed use development.

Additional commercial areas proposed in the Findlay Market neighborhood include a Community Commercial/Mixed Use Development District along Vine Street, and a general Commercial/Service District cluster at the west end of Liberty Street. This area is intended to reflect existing conditions. Finally, a Local Commercial Residential area is proposed in the vicinity of the intersection of Race and Green Streets.

Open Space is provided for in the neighborhood area by the existing Findlay Playground, and a second area to be created by relocating the existing Asian Food Store into the Findlay Market area. This proposed OS District, at the southeast corner of the intersection of Findlay Street and Central Parkway, is proposed to be developed into a passive recreation area to complement the elderly housing apartment located immediately south.

Primarily Public/Quasi Public space is recommended in the vicinity of the HUB Center and the Boys' Club. The remainder of the Findlay Market neighborhood is recommended for residential use. High Density Residential Districts are proposed along the southern side of Findlay Street between Central Parkway and Findlay Playground; a cluster of apartments west of HUB Services; and south of Findlay Market along Pleasant Street to Liberty Street. This latter proposed High Density Residential area is intended to provide a transition for residential uses across Liberty Street, to join the High Density Residential area in the eastern portion of the Washington Park neighborhood.

#### Washington Park (Plate 6)

The majority of the interior portion of the Washington Park neighborhood is recommended for High Density Residential use, including existing high density residential uses between Washington Park and Republic Street. South of Washington Park between Elm and Race Street, a High Density Residential use is intended to accommodate new construction residential units. A High Density Residential "pocket" is proposed for an area of existing apartments along Elm Street between Grant and Twelfth Street. A High Density Residential District is also proposed for the northwest quadrant of the neighborhood. This district reflects existing densities.

Primarily Public/Quasi-Public land use is proposed in the vicinity of Washington Park School, Music Hall, and in an area bounded by Twelfth Street and Central Parkway. Open space within the neighborhood is shown in the vicinity of an existing passive recreation area at the corner of Liberty Street and Central Parkway, and Washington Park.

Three levels of commercial land use are proposed for the Washington Park neighborhood. A Community Commercial/Mixed Use Development District is proposed along the west side of Vine Street from

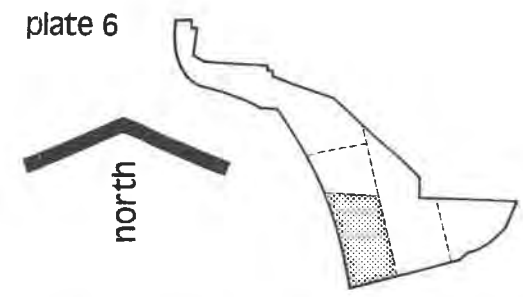
# OVER-THE-RHINE Comprehensive Plan Washington park proposed land use plan

City Planning Department, City of Cincinnati



- OS OPEN SPACE DISTRICT
- P/QP PUBLIC/QUASI-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MXD COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT

plate 6



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)



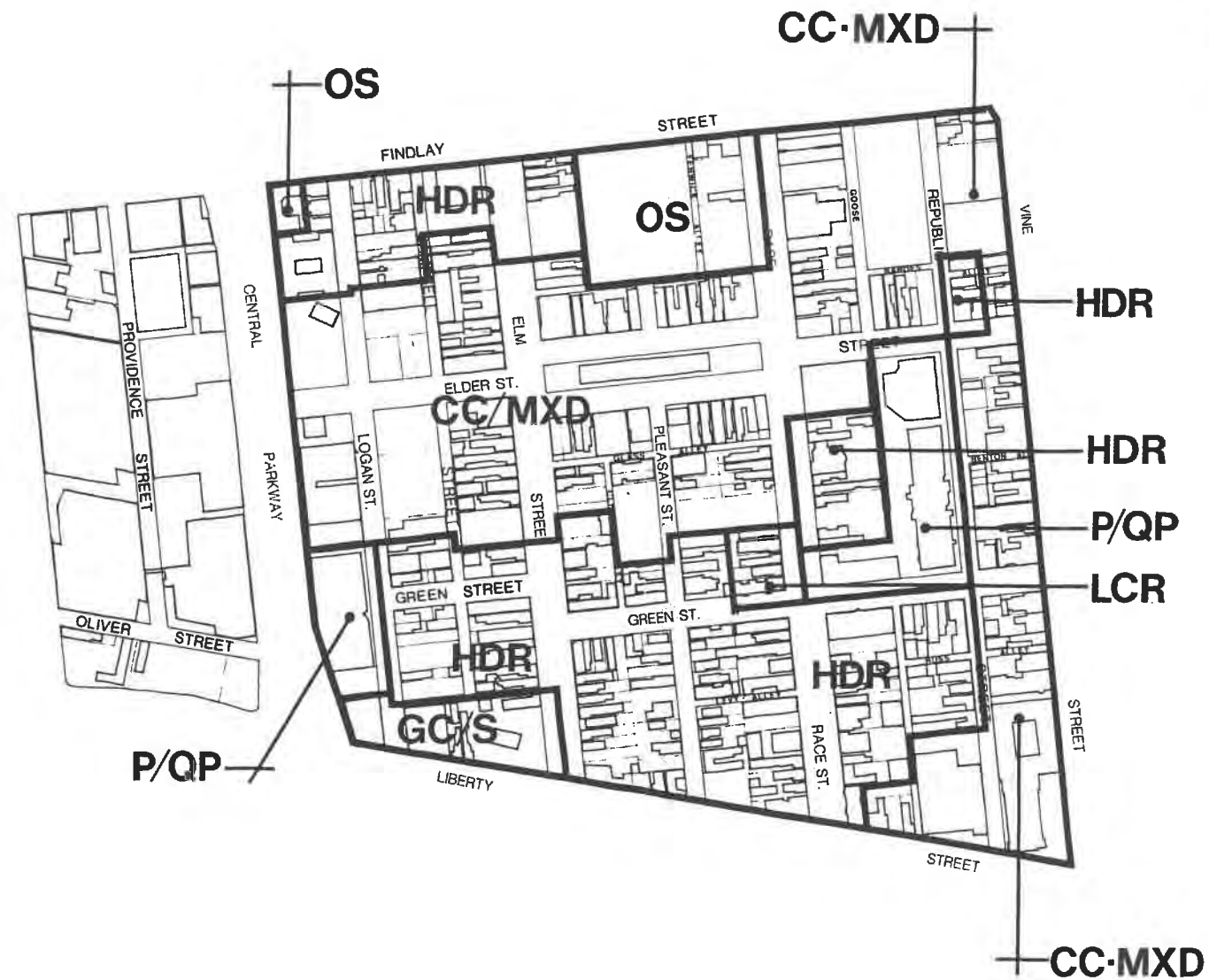


# OVER-THE-RHINE Comprehensive Plan

## findlay market

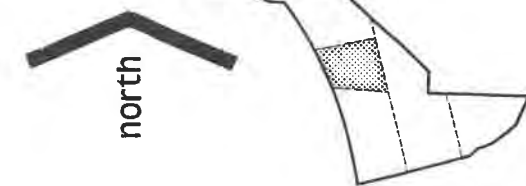
### proposed land use plan

City Planning Department, City of Cincinnati



- OS OPEN SPACE DISTRICT
- P/QP PUBLIC/QUASI-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MXD COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT

plate 5



graphic scale in feet



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)

# OVER-THE-RHINE Comprehensive Plan

## existing zoning

City Planning Department, City of Cincinnati

### EXISTING ZONING

- R-6 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-7 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-B RESIDENTIAL BUSINESS MIXED USE DISTRICT
- B-4 GENERAL BUSINESS DISTRICT
- C-2 COMMERCIAL CBD FRAME DISTRICT
- O-1 SUBURBAN OFFICE DISTRICT
- M-2 INTERMEDIATE MANUFACTURING DISTRICT
- NEIGHBORHOOD HOUSING RETENTION DISTRICT

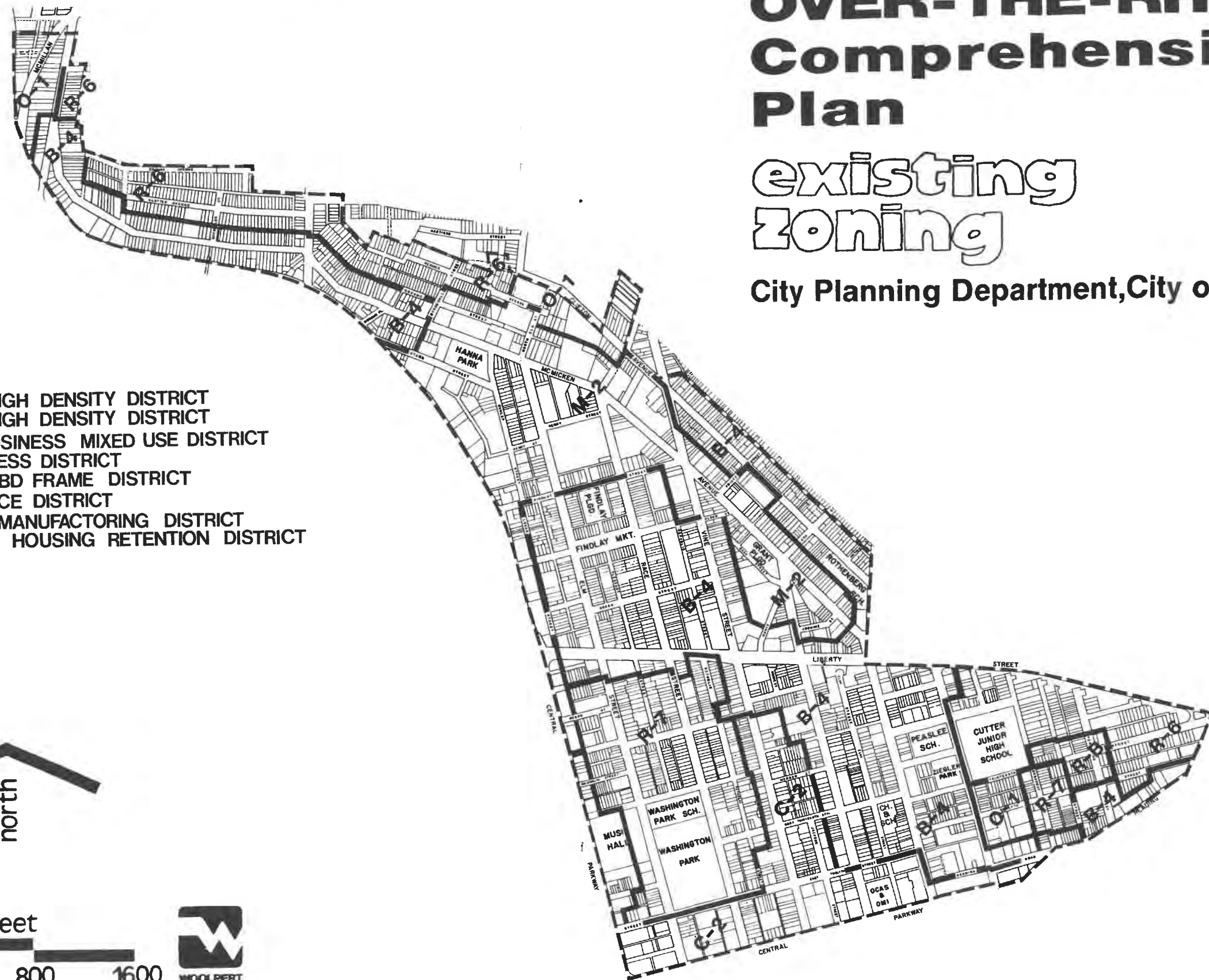
plate 9



graphic scale in feet



WOOLPERT



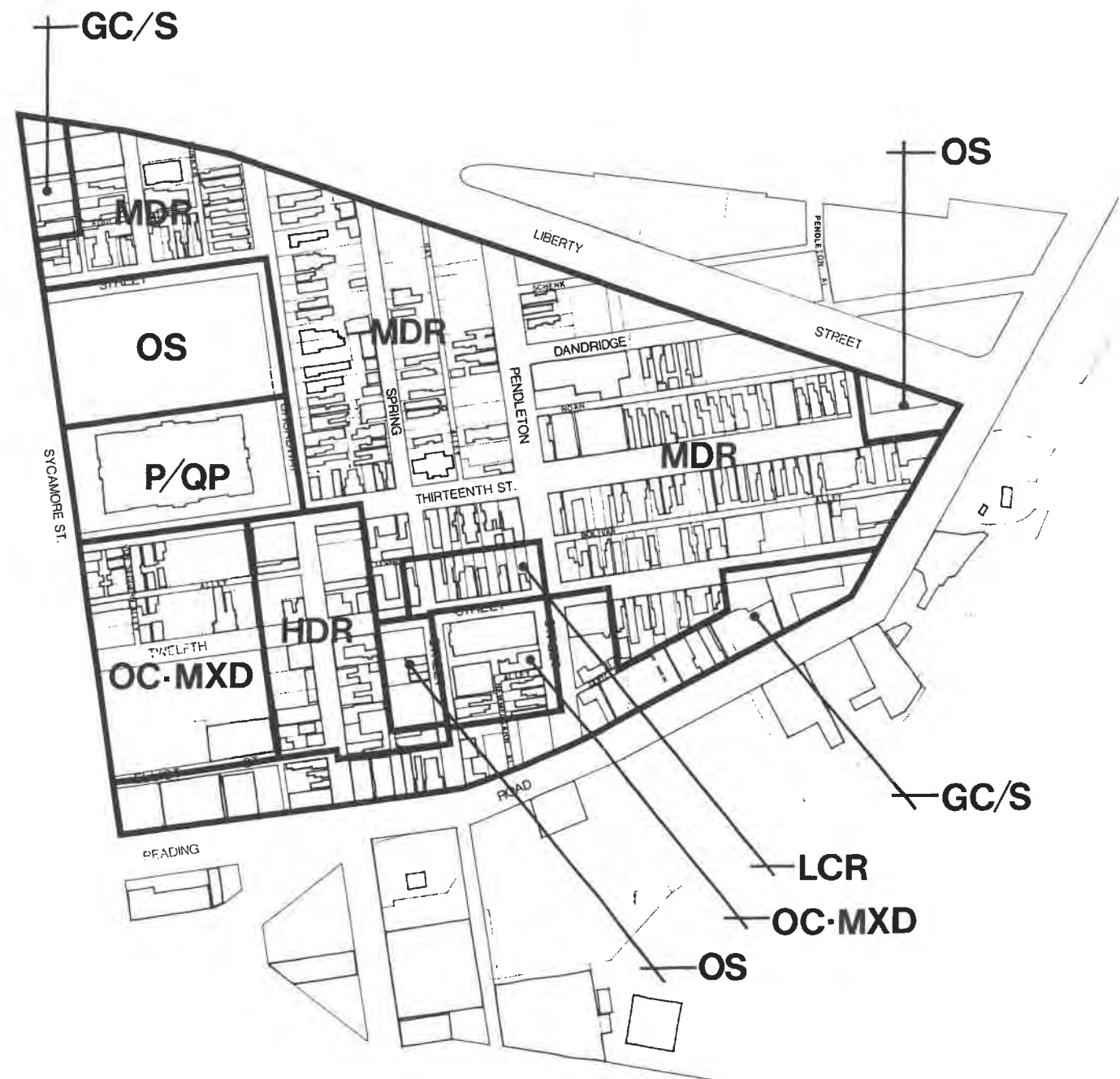


# OVER-THE-RHINE Comprehensive Plan

## pendleton

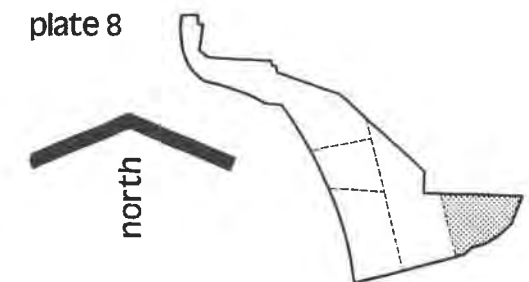
### proposed land use plan

City Planning Department, City of Cincinnati



- OS OPEN SPACE DISTRICT
- P/QP PUBLIC/QUASI-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MXD COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT

plate 8



graphic scale in feet

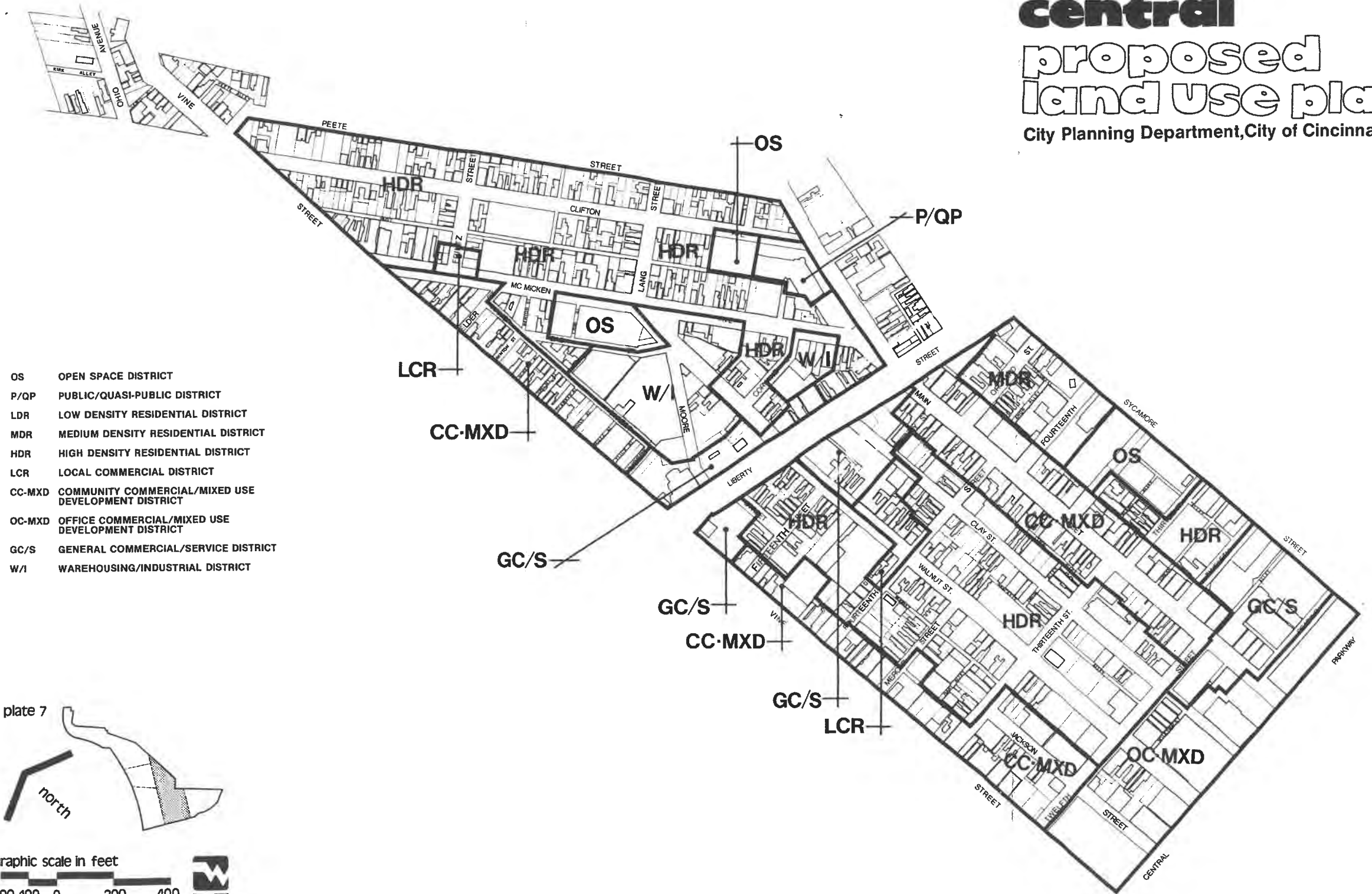


BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)

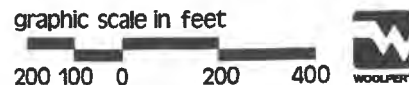
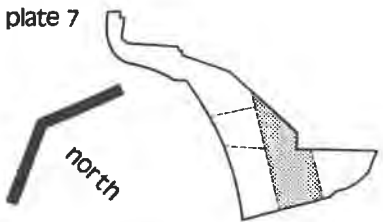
# OVER-THE-RHINE Comprehensive Plan **O-t-r Central**

## proposed land use plan

City Planning Department, City of Cincinnati



- OS OPEN SPACE DISTRICT
- P/QP PUBLIC/QUASI-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MXD COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)

Liberty Street to mid-block south of Twelfth Street. General Commercial/Service uses are recommended along Liberty Street, including the Kentucky Fried Chicken restaurant and extending to Race Street on the east and a half block past Elm to the west. Other GC/S Districts are proposed along Central Parkway from Wade Street to Fourteenth Street, and again along Central Parkway from Grant Street to the Parkway. Commercial uses along Central Parkway should consist of business services with showrooms, and shoppers goods types of establishments. The day to day shopping needs of the residents of Washington Park are proposed to be accommodated by the inclusion of a Local Commercial District in the vicinity of Fifteenth and Elm Streets. Finally, an Office Commercial/Mixed Use District is proposed to be located along the southern edge of the neighborhood along Central Parkway, between Elm Street and Vine Street. The Plan anticipates this area as accommodating new low-rise office/residential/mixed use types of development.

#### OTR Central (Plate 7)

The OTR Central neighborhood is split in half by Liberty Street. Land uses proposed along Liberty Street include General Commercial/Service Districts in the vicinity of the vacant site which formerly housed the White Castle restaurant and Grammers Tavern on the southside, and along the interior portion of the north side of Liberty Street. Additional commercial activities proposed within the neighborhood include a Local Commercial District at the intersection of McMicken and Frintz Street, and also in the vicinity of Walnut Street north of Fourteenth Street. Community Commercial/Mixed Use Development districts are proposed along the east side of Vine Street between Fifteenth and Twelfth Streets, along Main Street from Twelfth Street to Liberty Street, and on the east side of Vine Street south of McMicken to Hubert Street. These CC/MXD Districts are intended to reflect existing conditions and contribute to the overall need for such space within the Over-The-Rhine Community. An Office Commercial/Mixed Use Development District is proposed along the east side of Vine south of Twelfth to Central Parkway, (including the Ohio College of Applied Sciences vicinity). This area is proposed to accommodate the potential for a commercially oriented adaptive reuse involving the OCAS property should that facility be relocated, and to additionally accommodate office space which may need to be relocated as the expansion of prime office space in the downtown dislocates lesser classes of office space.

A Warehouse/Industrial District is recommended in the vicinity generally bounded by McMicken, Corwine and Hamer Streets. This area presently contains the Abbott Linen and Husman Potato Chip plants as well as seven other warehouse/industrial facilities. This area is also recommended as a site for new labor-intensive types of business seeking incubator space and/or a space for expansion of existing business.

Much of the remainder of Over-The-Rhine Central is proposed to be used for residential purposes. High Density Residential use is recommended for most of the area north of McMicken to Peete Street (including both sides of Peete Street), and three existing residential clusters south of McMicken Street: one along Corwine Street, the second generally surrounding the Back/Hamer corner, and the third at the northwest corner of Main and Liberty. High Density Residential Development is also recommended south of Liberty Street throughout most of the interior portion of the neighborhood. Medium Density Residential Development, primarily to reflect existing densities, is recommended in the vicinity of Orchard and Sycamore Streets and in the Peaslee School area.

Open Space in the OTR Central neighborhood is proposed in the vicinity of Grant Playground, Kothenberg School Playground, and Zeigler Park.

The Land Use Plan for OTR Central anticipates some additional market support of office and commercial uses in the southern portion of the neighborhood as a result of the Hamilton County Justice Complex Project.

#### Pendleton (Plate 8)

The Land Use Plan recommends limiting commercial expansion within the Pendleton neighborhood to an Office Commercial/Mixed Use Development District in the vicinity of the existing Sycamore Square development, between Thirteenth Street and Elliott Street; in the vicinity of the Verdin Bell Complex south of Twelfth Street; and in a proposed General Commercial/Service District along the existing commercial frontage of Reading Road. The OC/MXD area proposed in the vicinity of Verdin Bell anticipates mixed use development consistent with the "church mart/craft theme" established for that area. The OC/MXD area in the vicinity of Sycamore Square is anticipated to continue with adaptive reuse and some new construction related both to expansion represented by the Hamilton County Justice Complex and the anticipation of interest in office space in Over-The-Rhine for some classes of office space as a result of the continued expansions of prime space in the downtown. The Land Use Plan recommendation regarding Reading Road envisions showrooms/shoppers goods type of uses along this relatively busy thoroughfare. A Local Commercial Residential area is proposed in the heart of the neighborhood just north of Twelfth Street, this area is intended to serve the daily shopping needs of the residents of Pendleton.

Residential uses are recommended to comprise the bulk of the remainder of Pendleton. Medium Density Residential Development is generally recommended north of Twelfth Street to Liberty. High density residential development is recommended along either side of Broadway, south of Thirteenth. These recommendations are made to retain the existing densities represented in those portions of the neighborhood.

Open space areas are proposed in the vicinity of the School for the Creative and Performing Arts, a proposed plaza area immediately west of Spring Street, south of Twelfth Street; and on a triangular area immediately north of Thirteenth at its intersection with Reading Road. Public/Quasi-Public designation is recommended for the School for the Creative and Performing Arts.

#### 4. Zoning Recommendations

##### Proposed Zoning Overview

The Zoning Plan proposes to scale back the more intensive General Business (B-4) Districts and the C.B.D. "Frame" District (C-2) currently found throughout much of the Over-The-Rhine Community. The Zoning Plan also proposes to generally maintain existing density levels throughout much of Over-The-Rhine, through the use of the R-4, R-6, and R-7 Multiple-Family Districts.

The Zoning Plan has been formulated primarily within the provisions of the City's existing Zoning Code. There are several changes that should be considered by the City in order to provide for zoning that addresses more specifically the special land use needs within the Over-The-Rhine Community. These changes should include:

- The creation of a new commercial/mixed use district, identified on the Zoning Plan Maps as Residential Business District (RB-2). This district is proposed to be formatted like the existing B-2 District, but allowing R-7 density levels as opposed to the density levels currently allowed under the B-2 District. This proposed district should also conditionally allow ground-floor conversion of commercial space to residential usage subject to design review and controls. These controls should be structured to protect the continuity of building facades, especially along Vine Street, Main Street, and surrounding Findlay Market.
- A new RB-1 Residence/Business Mixed Use District has recently been enacted by the City, and was the subject of much discussion throughout the formulation of the Comprehensive Plan. This district is intended to be more restrictive of permitted commercial activity than is presently allowed under the B-2 or the proposed R-B2 District. The City has begun to selectively implement the RB-1 District in Over-The-Rhine. The Consultant concurs with the application of this District, especially in the vicinity around the proposed Local Commercial Districts recommended in the Land Use Plan.
- Consideration should be given to the creation of an additional office district, principally an Office "Frame" district. This district should promote low-rise types of

office development with very limited ground floor retail commercial usage. Such a district could be similar to the present O-1 District, without the "Suburban" designation associated with the O-1 District.

- Zoning tends to become a cumbersome tool for managing the impacts of development. A Redevelopment Management Strategy, prepared as Appendix A, is proposed as one tool for using zoning to help achieve the goals of this Comprehensive Plan.

### Neighborhood Zoning Recommendations

#### Mohawk Neighborhood (Plate 10)

The Zoning Recommendations for the Mohawk neighborhood are intended to scale back the amount of B-4 land presently zoned along McMicken Avenue. The proposals also provide for a transition between the primarily commercial uses to the south in the Findlay Market area and the proposed industrial uses to the north in the Mohawk industrial area. The Zoning Plan for this neighborhood also recommends lower density residential development along Klotter.

The northern portions of the Mohawk neighborhood, generally along Klotter Avenue and Renner Street are proposed to be R-4 Districts. An R-6 District is proposed along McMicken Avenue from the northern-most portion of the neighborhood to approximately Stonewall Street, and also along a band of lots southeast of Stonewall Street to fill-in along the northeastern edge of the neighborhood along Clifton Avenue. An R-7 District is proposed along Findlay Street and at the northwest corner of Vine and McMicken. A B-4 District is proposed along Central Parkway from Findlay Street north to approximately Stark Street. An R-B1 is proposed around Mohawk Place. Much of the interior of the southern portion of the neighborhood is proposed as an M-2 District.

Two small areas surrounded by M-2 zoning are indicated on the map as being zoned R-7. This supports the land use recommendations of the Planning Task Force.

An Environmental Quality Overlay District is proposed in the Mohawk neighborhood along the hillside in order to protect that hillside from development that would exacerbate slippage. This overlay district generally runs between Klotter and Renner Avenues, south of Emming Avenue and Clifton Avenue.



# OVER-THE-RHINE Comprehensive Plan

## mohawk

# proposed zoning

City Planning Department, City of Cincinnati

- R-4 MULTI-FAMILY LOW DENSITY DISTRICT
- R-5 MULTI-FAMILY MEDIUM DENSITY DISTRICT
- R-6 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-7 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-B1 RESIDENTIAL BUSINESS DISTRICT
- R-B2 RESIDENTIAL BUSINESS DISTRICT
- B-3 RETAIL/WHOLESALE BUSINESS DISTRICT
- B-4 GENERAL BUSINESS DISTRICT
- C-2 CBD FRAME DISTRICT
- O-1 OFFICE DISTRICT
- M-2 INTERMEDIATE MANUFACTURING DISTRICT
- ENVIRONMENTAL QUALITY OVERLAY DISTRICT

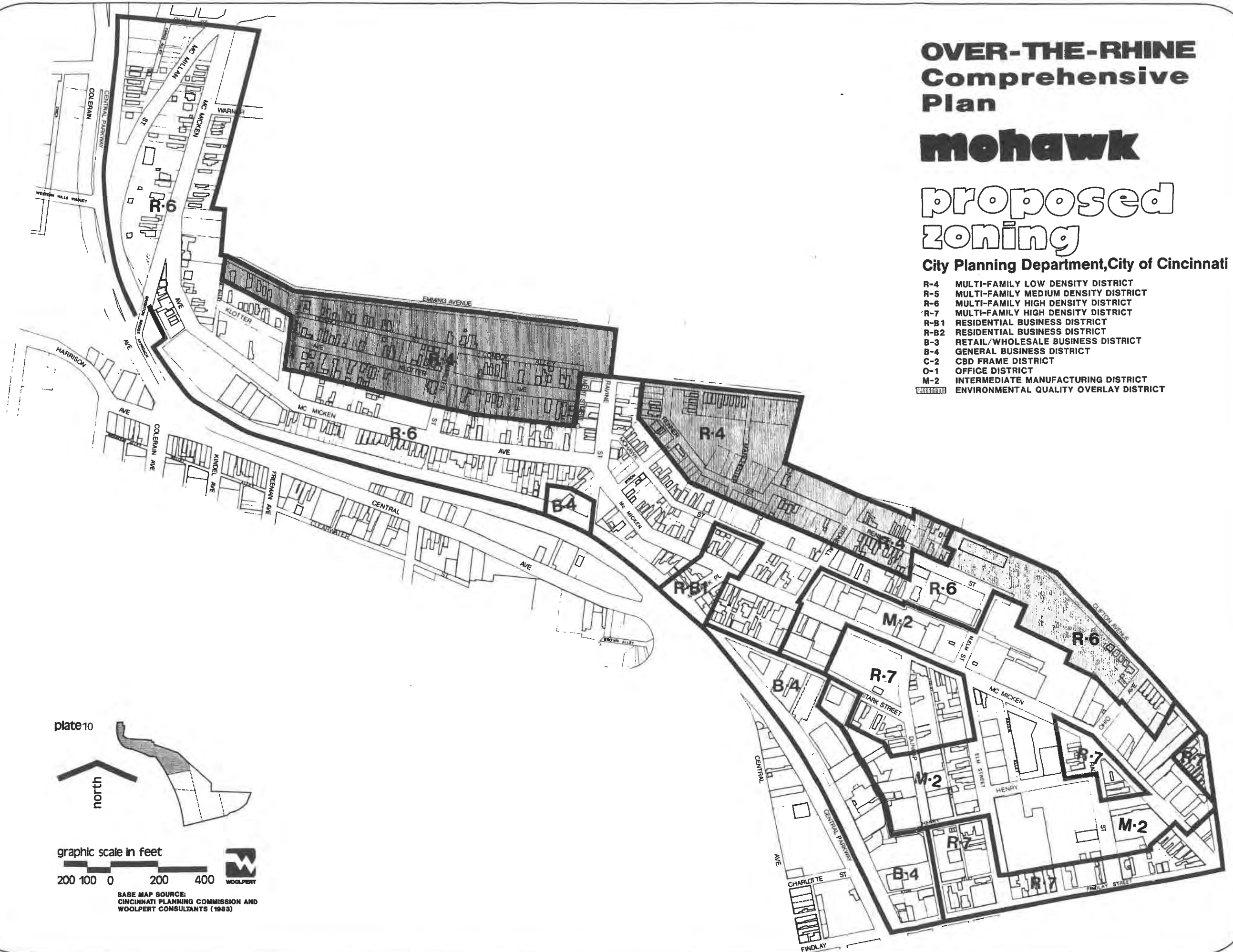
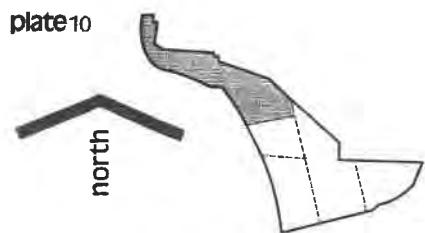


plate 10



north

graphic scale in feet



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)



### Findlay Market Neighborhood (Plate 11)

The zoning recommendations for the Findlay Market neighborhood are intended to provide an improved transition between the Findlay Marketplace itself and the manufacturing district in Mohawk. The zoning recommendations also propose more restrictive commercial use than the present B-4 zoning designations, in order to protect the neighborhood's mixed use commercial and residential character.

An R-7 District is proposed along the southern portion of Findlay Street between Central Parkway and Race Street. An RB-2 District is proposed in most of the interior portion of the neighborhood south of the R-7 District to approximately mid-block between Elder and Green Street. Two B-3 Districts are proposed along Liberty Street, one in the vicinity of Logan, the other to the east of Race Street. An RB-2 District is proposed along Vine Street, and an RB-1 District is proposed for the northwest intersection of Green and Race Streets. A Multi-Family High Density District (R-7) is proposed to be located within the neighborhood, generally along Green Street between Logan and Republic Streets.

### Washington Park Neighborhood (Plate 12)

The intent of the zoning recommendations for this neighborhood is to strengthen the residential character of the interior portions of the neighborhood, to provide for limited neighborhood serving commercial opportunities within the interior of the neighborhood, and to designate opportunities for low rise office development along Central Parkway.

The Zoning Plan recommends a Downtown Office District (O-1) along the southern portion of the neighborhood generally from mid-block between Twelfth Street and Central Parkway southward, extending on the east from Vine Street to Central Parkway and Grant Street on the west. The entire central portion of Washington Park subarea is R-7 with the exception of an RB-1 district at the corner of 15th and Elm. A B-4 Business District is proposed for the lots along the properties facing Central Parkway north of Fourteenth, and along Liberty Street west of Race Street. An RB-2 district covers the west side of Vine from mid-block south of 12th Street northward to Liberty.

### OTR Central Neighborhood (Plate 13)

The intent of the Zoning Plan for OTR Central is to reinforce the residential and community commercial character found throughout much of the neighborhood, and to scale back what is presently zoned M-2 Intermediate Manufacturing District.



An R-B2 District is proposed within the neighborhood along the east side of Vine Street between McMicken and Twelfth Street. A second R-B2 District runs along Main between Liberty and Twelfth Street. A third R-B2 District is located on the east side of Walnut Street between Liberty and mid-block to Fourteenth Street. An O-1 Office District is proposed along Central Parkway north to approximately Twelfth Street. R-B1 Districts are proposed to be located between Walnut and Clay Streets, south of Liberty Street to 14th Street, and at the corner of McMicken and Frintz. Much of the remainder of Liberty Street between Moore and Main is proposed to be a B-4 District.

The area generally in the vicinity of Walnut, Moore, McMicken and Hamer is proposed to be an M-2 Intermediate Manufacturing District.

Much of the remainder of OTR Central is proposed for R-7 zoning. R-7 is recommended for most of the area north of McMicken to Peete Street (including both sides of Peete Street) and three existing residential clusters south of McMicken Street, one along Corwine Street, the second generally surrounds the Back/Hamer corner, and the third at the northwest corner of Main and Liberty. R-7 zoning is also recommended south of Liberty Street throughout most of the interior portion of OTR Central. An R-6 zone extends from 12th Street to Liberty between Main and Sycamore.

#### Pendleton Neighborhood (Plate 14)

Rezoning for the Pendleton sub-area occurred in 1983 as a result of adoption of the Pendleton Urban Design Plan.

The intent of the rezoning for the Pendleton Neighborhood was to scale back the intensive types of commercial uses which were formerly allowed under the B-4 Zoning in the neighborhood, and to reinforce the residential character of the interior portions of the neighborhood. A combination of R-6, R-B1 and R-7 Districts were adopted for most of the interior portions of the neighborhood.

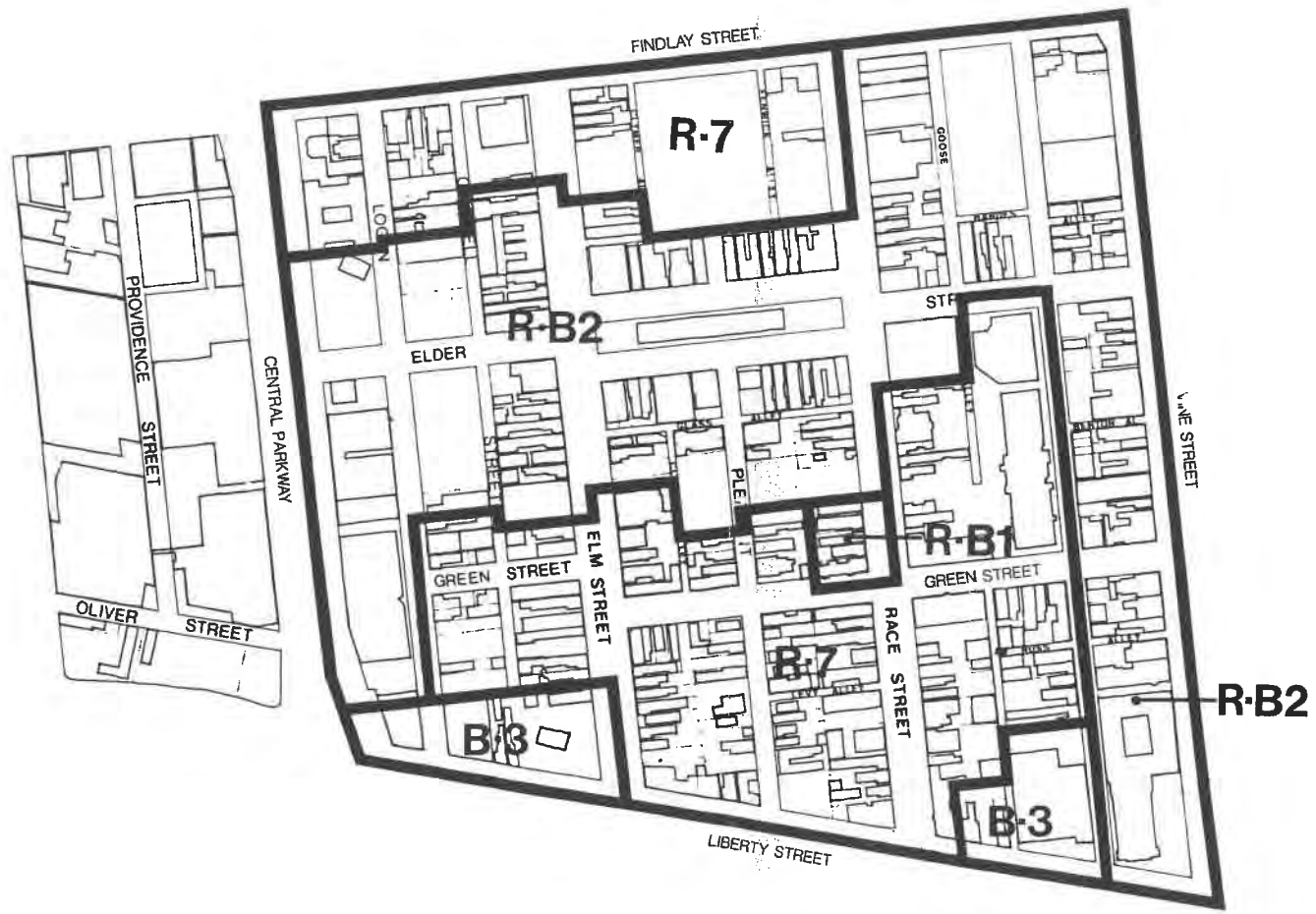
There are three B-4 Districts: One located in the northwest corner of the neighborhood, another located in the southwest corner of the neighborhood and a third located generally along Reading Road from Scholtz Alley to Twelfth Street. A CBD "Frame" District (C-2) extends along Broadway just north of Reading Road.

# OVER-THE-RHINE Comprehensive Plan

## findlay market

### proposed zoning

City Planning Department, City of Cincinnati




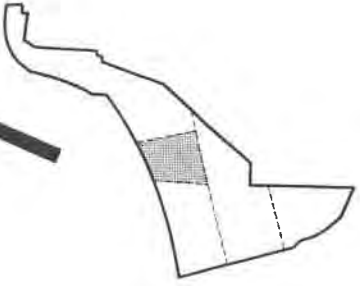
- R-4 MULTI-FAMILY LOW DENSITY DISTRICT
- R-5 MULTI-FAMILY MEDIUM DENSITY DISTRICT
- R-6 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-7 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-B1 RESIDENTIAL BUSINESS DISTRICT
- R-B2 RESIDENTIAL BUSINESS DISTRICT
- B-3 RETAIL/WHOLESALE BUSINESS DISTRICT
- B-4 GENERAL BUSINESS DISTRICT
- C-2 CBD FRAME DISTRICT
- O-1 OFFICE DISTRICT
- M-2 INTERMEDIATE MANUFACTURING DISTRICT
-  ENVIRONMENTAL QUALITY OVERLAY DISTRICT

plate 11



graphic scale in feet



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)

# OVER-THE-RHINE Comprehensive Plan

# washington park

# proposed zoning

City Planning Department, City of Cincinnati


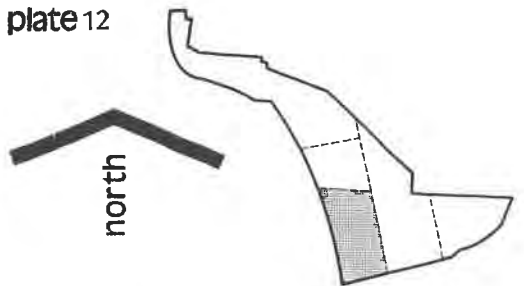
- R-4 MULTI-FAMILY LOW DENSITY DISTRICT
- R-5 MULTI-FAMILY MEDIUM DENSITY DISTRICT
- R-6 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-7 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-B1 RESIDENTIAL BUSINESS DISTRICT
- R-B2 RESIDENTIAL BUSINESS DISTRICT
- B-3 RETAIL/WHOLESALE BUSINESS DISTRICT
- B-4 GENERAL BUSINESS DISTRICT
- C-2 CBD FRAME DISTRICT
- O-1 OFFICE DISTRICT
- M-2 INTERMEDIATE MANUFACTURING DISTRICT
-  ENVIRONMENTAL QUALITY OVERLAY DISTRICT



plate 12



graphic scale in feet



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)






# OVER-THE-RHINE Comprehensive Plan

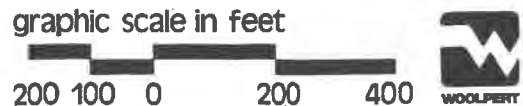
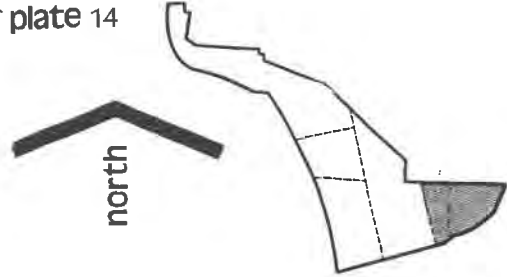
## pendleton

### proposed zoning

City Planning Department, City of Cincinnati



- R-4 MULTI-FAMILY LOW DENSITY DISTRICT
- R-5 MULTI-FAMILY MEDIUM DENSITY DISTRICT
- R-6 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-7 MULTI-FAMILY HIGH DENSITY DISTRICT
- R-B1 RESIDENTIAL BUSINESS DISTRICT
- R-B2 RESIDENTIAL BUSINESS DISTRICT
- B-3 RETAIL/WHOLESALE BUSINESS DISTRICT
- B-4 GENERAL BUSINESS DISTRICT
- C-2 CBD FRAME DISTRICT
- O-1 OFFICE DISTRICT
- M-2 INTERMEDIATE MANUFACTURING DISTRICT
-  ENVIRONMENTAL QUALITY OVERLAY DISTRICT



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLPERT CONSULTANTS (1983)

## APPENDIX A

### REDEVELOPMENT MANAGEMENT STRATEGY

#### I. Introduction

The intent of the Redevelopment Management Strategy is to propose a series of guidelines for consideration by the City of Cincinnati in evaluating the effects of redevelopment projects on older City areas, such as Over-The-Rhine. The goal of the Strategy is to enhance and protect the basic community fabric within these older City neighborhoods by pursuing the following objectives:

- (1) To ensure that future growth and development is in accord with the Coordinated City Plan and subsequent Neighborhood, Community, and Special Area Plans;
- (2) To encourage innovation in land development and renewal;
- (3) To foster the safe, efficient, and economic use of the land, transportation facilities, public facilities, and services;
- (4) To facilitate the provision of adequate public services such as transportation, water, sewerage, storm drainage, electricity, open space, and public parks;
- (5) To minimize adverse social, economic, environmental, and fiscal impacts of development;
- (6) To protect existing neighborhoods and the inhabitants from harmful encroachment by intrusive or disruptive types of development;
- (7) To encourage development of vacant properties within established areas;
- (8) To improve the design, quality, and character of new development; and
- (9) To foster a more rational pattern of relationship between residential, commercial, and industrial uses for the mutual benefit of all.

The Program goal is intended to be realized through the establishment of "Redevelopment Districts", where control could be exercised over (1) the type of development that occurs in a Redevelopment District; (2) the rate and scale of the pending development activity; and (3) the extent to which the development may impose negative effects upon the surrounding neighborhood. Such negative effects may be involuntary displacement of neighborhood residents due to

artificially inflated housing costs, over-burdening of public utility systems and public services, congested streets and other public facilities, insufficient parking facilities, preemption of open space and recreation areas, change in the character or appearance of architectural and/or historic resources, and/or a general loss of the community aspects of the area. Through the establishment of Redevelopment Districts, public improvements expenditures could be minimized, and at the same time, redevelopment could be directed into deteriorating areas, consistent with any City, Community, Neighborhood, or Special Area Plans; community facilities and services could be maintained below capacity levels; and an adequate supply of housing could be made available to families of diverse income levels.

Redevelopment Districts should be an overlay zoning district subject to all regulations of the underlying zoning district and any other overlay zoning districts that may be in force within the boundaries of a Redevelopment District. Redevelopment Districts are intended to protect those older areas of the City that have been experiencing decline in terms of new capital investment and reinvestment, yet, at the same time, are undergoing pressure to redevelop due to the affordability of residential and commercial property and the prospect of appreciating property values. It is not the intent of Redevelopment Districts to prevent community reinvestment, but rather to control the effects of accelerated development by imposing conditions that are reasonably necessary to accommodate the concerns of residents and property owners in the surrounding areas.

## II. Applicability

The Redevelopment Management Strategy proposes to establish a set of criteria to guide any development activity within a Redevelopment District that falls into either of the following two (2) categories:

- (1) the development of vacant, privately owned land; and
- (2) the redevelopment of privately owned structures that:
  - (a) are located within an Architectural Resource Cluster, or
  - (b) will result in a change in use, or
  - (c) will result in a net reduction in the number of dwelling units, or
  - (d) will require demolition prior to redevelopment.

Any development activity that falls into either of the aforementioned categories should be required to obtain a development permit prior to commencing the activity; however, no development permit should be required for projects involving enlargement, restoration, or reconstruction of existing dwellings that are not within an Architectural Resource Cluster, or for the erection of structures accessory to dwellings. Nor should a development permit be required for construction of a single-family dwelling on a lot in separate ownership if built for occupancy by the owner of the lot. If application is made for a building permit prior to the date of enactment of the Redevelopment Management Program, no development permit should be required. Finally, no development permit should be required for rental housing projects subsidized by, or eligible for subsidy by, federal, state, or local housing agencies; or for multi-family dwellings intended as rental housing for persons and families of low or moderate income or for senior citizens, which are owned by any religious or other non-profit organization.

### III. Implementation

Implementation of the Redevelopment Management Strategy concept would require formal adoption of an integrated set of social, economic, environmental, public service, and design policies. The policies should set forth the results to be achieved by the proposed development and should be adopted directly into law. In the case of Over-The-Rhine, these policies would be identified in the Over-The-Rhine Comprehensive Plan and any subsequent capital improvements programs and budgets. Development permits should then be issued for projects based upon conformance with the adopted policies and the extent to which adverse impacts are avoided.

### IV. Procedure

Where a proposed development activity falls within a Redevelopment District and conforms to either of the previously identified categories of applicability (Section II), the developer should be required to submit a proposal to a Development Team (consisting of City staff) so that the Development Team may analyze the proposed development's impacts on the community. The impacts would be measured by allocating positive or negative points to the proposal based on its performance with respect to the list of policies - a proposal that achieves a desired impact would receive a positive point for that policy, and a proposal that achieves an undesirable impact would receive a negative point for that policy. Thus, it could be possible and very likely for a proposal to receive both positive and negative points. In fact, developers are given an incentive to provide additional desirable amenities in order to make up lost points and get their projects approved (e.g., providing more units of low-income housing, extra landscaping, or special



care in relating new structures to existing architecture). These points should then be weighted according to the importance of each policy. The positive and negative points obtained by the proposal would be multiplied by the relative importance values assigned to each policy to obtain the total score on each policy. The total net score would then be calculated by adding all of the positive and negative points assigned to the development proposal. The minimum number of points required for the development can only be determined after the City identifies and adopts a specific point system.

The policies adopted for use in the Redevelopment District might also include absolute policies. For example, policies could be adopted that require some feature or prohibit some feature (e.g., conformance with applicable Land Use Plans). If an applicant for a development permit fails to implement an absolute policy, the proposal should be rejected without further consideration.

#### A. Application

If a proposed development activity is to be located within a Redevelopment District and falls into either of the two (2) applicability categories, the developer of the proposed project would be required to submit an application to the Development Team - in this case, the Over-The-Rhine Development Team consisting of City staff. The application should consist of the usual identification and legal information, site plans, and renderings that are typically required for any major development or conditionally permitted use under the City's Zoning Code. In addition to this information, the developer would be required to complete evidentiary forms denoting the applicant's compliance with the adopted policies operating in Redevelopment Districts. In other communities, this has typically been handled by distributing the forms to the developer - one form for each policy. Each evidentiary form begins with the text summary of the policy, the number of positive and negative points that may be awarded pursuant to it, the policy's importance factor or "multiplier", and a listing of plan documents or other reference materials used by the City in making its policy statement. A limited space on the form is designated for the applicant's statement, where the applicant indicates the number of points he/she believes that he/she deserves pursuant to that policy, and the reasons why. There is also a space on each evidentiary form for comments on the applicant's evidence by the OTR Development Team. The Development Team reserves the right to disagree with the applicant's assessment of the project, stating its reasons for disagreement. If the proposed development entails more than minor changes to existing buildings, a public hearing is held

and comments offered at the public hearing are indicated in another space on the form. Finally, the form contains a space for the raw score and computed "weighted" score for the policy. This process is carried out for each policy, and the score for each of the policies is added together to form the applicant's total number of points. A positive score (including a zero score) grants project approval, whereas a negative score rejects the proposal.

B. Administration

If the magnitude of the project is greater than a specified amount, (e.g., a dollar amount, project size, units affected, etc.), a public hearing should be conducted by the Planning Commission. Prior to the hearing, a staff report prepared by the Planning Commission should be available for review by the developer and interested citizens. The report should consist of comments on the sufficiency and quality of the developer's evidence, plus a recommendation for assignment of points. One hearing is held for each development proposal, at which the developer, City staff, and interested citizens would be present. At the hearing, the developer's evidence should be critiqued according to its conformance with the prestated policies, which is the only basis for the approval or denial. A decision would then be rendered by the Planning Commission. If the proposal is only for minor changes to existing buildings, a public hearing may not be necessary and the Development Team may review and "score" the proposal. Appeals may be taken in all instances. If the decision of the Development Team or Planning Commission is appealed, the Board of Zoning Appeals may rehear the decision. Likewise, the City Council may, by majority vote, elect to rehear any decision made by a lower ranking body. This method requires that City Council be kept informed of all approved applications.

If a proposal is rejected on the basis that it did not receive enough points, the developer should be entitled to amend his/her application by agreeing to provide such improvements or amenities as needed to bring the project within the required number of points. Approval of the project entitles the applicant to a development permit. There may be covenants, bonding requirements, front-end fees, dedication requirements, or other conditions attached to the permit to ensure that the prestated policies are implemented as represented by the applicant. No certificate of occupancy should be issued for the project until the Development Team or Planning Commission certifies conformance with the permit; and if changes are made after a certificate of occupancy has been issued, the owner or occupant should be cited for an offense under the City's Code.

The system operates best if there is an ongoing survey of existing conditions and attitudes within the community and a periodic updating of the development policies and their associated "weights".

C. Evaluation

No development permit should be granted unless the proposed development adheres to the list of "absolute" policies, if any. After determination of compliance with the absolute policies, the proposed development is rated on its performance with respect to the list of "relative" policies.

No development permit should be granted unless the proposed development is entitled to a total of at least zero (0) points on the adopted scale of values, after multiplying by the predetermined weight factor of the policy.

D. Representative Policies

1. Does the development avoid isolated land use "pockets"?
2. Is the development compatible with the character of surrounding properties?
3. If applicable, does the development provide for transition between conflicting land uses?
4. Does the development involve the expansion of existing land uses into adjacent suitable vacant land or buildings, where the development will be compatible with the uses surrounding that vacant space?
5. Does the development involve the relocation of an incompatible land use to an area containing similar types of uses?
6. Does the development minimize the potential loss of suitable housing for persons of low/moderate income?
7. Does the development provide at least one-half of the number of planned dwelling units for low to moderate income residents?
8. Does the development maintain the average residential density at the present level?
9. Does the development provide for compatible uses above first floor commercial uses?

10. Within a planned business district, does the development allow the extension of commercial uses throughout a blockface by filling in on vacant lots or in vacant commercial buildings?
11. Does the development contain two or more significant uses (for instance, retail, office, residential, hotel/motel, and recreation)?
12. Is the development compatible with the immediate neighborhood relative to architectural design, scale, bulk, and building height; identity and historical character; disposition and orientation of buildings on the lot; and visual integrity?
13. Where the development contains a building or place in which a historic event occurred or which is historic for other reasons, has special public value because of notable architecture, or is of cultural significance, does the project prevent the creation of influences adverse to its preservation?
14. Are all elements of the site plan (e.g., buildings, circulation, and open space areas) arranged on the site so that the activities relate well to, and are integrated with, those provided in the community and neighborhood?
15. Is the design and arrangement of buildings, circulation, open space, and landscaping favorably related to the existing natural topography, existing desirable trees, exposure to sunlight and wind, and views?
16. Does the design and arrangement of elements of the site plan (e.g., building construction, orientation, and placement; selection and placement of landscaping materials; and/or use of renewable energy sources, etc.) contribute to the overall reduction of energy used by the project?
17. If applicable, are the elements of the site plan designed and arranged to maximize the opportunity for privacy by the residents of the project?
18. Where applicable, does the residential development provide for private outdoor areas such as yards, patios, and balconies for use by the residents of the development, which are sufficient in size and have adequate light, sun, ventilation, privacy, and convenient access to the household unit they are intended to serve?
19. Does the street and parking system provide for the smooth, safe, and convenient movement of vehicles both on and off the site.

20. Is the street and parking system designed to contribute to the overall aesthetic quality of the site configuration?
21. Is the project designed so that the additional traffic generated does not have significant adverse impact on surrounding areas?
22. Does the development minimize the flow of non-local traffic through residential, neighborhood commercial, and/or industrial areas?
23. Will the development not generate a traffic volume which exceeds the future capacity of the street system, as defined by the City?
24. Does the project provide adequate access for emergency vehicles and for those persons attempting to render emergency services?
25. Does the development satisfy the parking requirements of the City and provide adequate space suited to the loading and unloading of persons, materials, and goods?
26. Is the pedestrian circulation system designed to assure that pedestrians can move safely and easily, both on the site and between properties and activities within the neighborhood and site?
27. Is the development provided with adequate security lighting in all vehicular use areas, pedestrian circulation paths, and exterior portions of the building(s)?
28. Does the pedestrian circulation system incorporate design features to enhance convenience, safety, and amenity across parking lots and streets, including but not limited to paving patterns, grade differences, landscaping, and lighting?
29. Where applicable, does the landscape plan for the development provide for treatment adjacent to the building(s) which increases the overall visual quality of the building design?
30. Is the development contiguous to an existing public transit route?

31. Will the development be served by utilities with adequate capacity, or have arrangements been made for extension and augmentation of the utilities (water, sanitary sewer, electricity, natural gas, and storm drainage)?
32. Does the project involve dedication by the developer of public open space, recreation areas, bikeways, and/or pedestrian walkways?
33. Can the project operate without exceeding the planned capacity of supporting public uses such as: libraries, fire stations, police stations, schools, or other similar City facilities?

## ADDENDUM

### SELECTIVE OVERVIEW OF REDEVELOPMENT MANAGEMENT PROGRAMS AND TECHNIQUES

The following material summarizes some of the more interesting programs and techniques for managing redevelopment, which were evaluated by the Consultant in preparing the Redevelopment Management strategy.

#### Administrative Devices

- Interim Development Controls
- Planning Moratoriums - reject development proposals for a specified period of time if they conflict with the proposals of a pending new Master Plan or plan amendment.
- Allocation Quotas for Low/Moderate Income Housing - x % of building permits issued for conversion or construction must be for low/moderate income housing.
- Annual Building Permit (demolition and construction) Limit - limits population growth by dictating the number of building permits; projects compete against each other for the allotted permits.

#### Planning Approaches

- Bonus and Incentive Zoning - developers are allowed flexibility in zoning in exchange for providing amenities.
- Cost/Benefit Analysis - to evaluate major development proposals.
- Permit System - requiring every development or redevelopment activity to obtain a permit granting permission for the development, after its impacts on the community are evaluated and analyzed. The permit system establishes a scoring system for a proposal's performance on preset policies that address a community's planning goals. "Scores" are weighted by the relative importance of the various policies. It can be used with or without zoning.

#### Fiscal Techniques

- Capital Improvements Programming - to control the timing and location of development.
- Special Assessment - tax adjacent benefiting properties (partially or fully) for public improvements.

- Redevelopment Districts - tax for the purpose of redeveloping areas; benefiting properties are taxed.
- Tax Payback Plan - allows tax delinquent owners to gradually amortize their back taxes according to a set schedule. Owners may forestall tax foreclosure provided they continue to steadily repay their back taxes over time. Encourages continued private ownership.

### Legislation

- Low/Moderate Housing Requirement - developers either constructing new or converting existing units, if x or more units, must provide x % of the total number of units in low and/or moderate priced housing.
- Mandatory Dedication of Land or Capital Facilities
- Money (for redevelopment fund) or Subsidy in Lieu of Land or Capital Facility Dedication
- Fee Simple Acquisition - acquire land for public use.
- Land Banking - public acquisition of land and holding for future use (low-cost housing, recreation, etc.). May also be purchase and sale back, subject to restrictions designed to achieve objectives, or may be purchase and lease back.
- Less Than Fee Simple Acquisition - acquire easements to open space to hold for future development or preservation.
- Acquisition or Transfer of Development Rights - allow transfer of allowable units of development across property lines, resulting in clustering of units on one property and open space on the other.

### Overview of Techniques

- Inclusionary Zoning Housing Program

Require that a fixed percentage of all new housing development/redevelopment falls within specific sale price ranges. A long-term renewable resale price control program could be implemented to assure that affordable units continue in the hands of the lower income buyer. In return, developers are offered incentives such as less restrictive zoning, relaxation of building standards (not affecting health, safety, and welfare), tax-exempt bond issues to underwrite low rate mortgages, direct subsidies to write down land costs, density bonuses, and quick development permit processing. The resale price control program should include a formula for equity appreciation tied to the Consumer Price Index, such as providing owner recapture of a portion of any equity appreciation, recapture of expenditures on home improvement, and a "negative factor of deterioration".



- Housing Preservation Ordinance

Retain or replace housing by charging demolition permit fees on housing units demolished, based on housing replacement costs. Demolition fees go into a low-income housing replacement fund. No fee would be charged if developer of site constructs low-income housing. Developers of new low-income housing on sites not involving demolition could receive subsidy payment from the fund.

- Transfer of Development Rights

One site transfers to another site all or part of its unused potential zoning capacity, which would otherwise lie undeveloped. First, each political subdivision draws up a Master Plan which specifies the percentage of land in each planning district to be developed, and then designates where specific types of development must occur. Upon completion of the plan, development rights are assigned to all landowners within each district for two categories of development: commercial and residential. The number of rights within each category, assigned to each landowner, would be proportioned to the percentage of his/her property within the plan with all rights transferable by the owner without selling his/her land. However, these rights cannot be transferred between districts.

The actual aspect of the plan which controls development is the requirement that before a developer can build he must possess all the rights required for a designated use. The obstacle is that at the start of the plan no single developer owns enough rights to build on all of his/her land. He/she must buy the additional rights on an open market from other landowners within the plan.

Once a landowner transfers his/her rights for development to another landowner, that land becomes open space at no cost to the local government. The owner is permanently barred from ever building commercial or residential developments on that land, with the same restraint applying to the landowner's heirs or transferees. There is also a provision whereby an individual can petition for an increase in the density of the plan. If the petition is successful, additional rights will be allocated to all owners of rights within the plan on a pro rata basis, resulting in a new negotiation for rights.

To assure that the necessities for a balanced community are included, certain outdoor recreational developments do not require rights, nor do lands for public schools, libraries, hospitals, or police or fire stations. Since these uses are exempt from the development right requirement, the cost to the government and taxpayer would be greatly reduced. It should also be noted that since all governmental units are exempt from the developmental rights requirement, they could sell their rights at any time.

The Master Plan would establish the total number of residents projected to live in an area and the total number of commercial/industrial needs projected, basing these numbers on environmental factors. This would be used to determine the number of development rights issued. The timing of development would be accomplished through the same means, capital improvement programming, and requirements for adequate public facilities at the time of site approval.

- **Transfer of Air Rights**

This technique is traditionally used to preserve historic landmarks. The concept is put into use by taking space that is authorized by zoning but is not used, and transferring the development rights to the sites of other buildings, such as apartment and office buildings. Transfer can only be made to adjacent lots. (An adjacent lot is defined as one that is contiguous to or across a street or intersection from a landmark lot, or one of a series of lots that connect at the landmark lot, provided all lots are in single ownership.) These low-rise buildings (landmarks) are said to possess "authorized but unused" or "excess" development rights. This "authorized but unbuilt floor area" is determined by multiplying the lot area by a factor known as the "floor area ratio" that differs among the City's various bulk districts. From this product is subtracted the floor area already exhausted.

The districts ("Developmental Rights Transfer Districts") may be established to coincide with the areas where the landmarks are located, and the landmark owner could be allowed to transfer his/her right to any other lot within the transfer district where the landmark is located, rather than only transferring rights to an adjacent lot. The landmark owner could receive a small real estate tax deduction, reflecting the reduced value of the property. The transfer is usually allowed to one or more lots as long as the constructive lot area is not increased by more than a fixed amount. In return for the landmark owner's transfer authorization, he/she may be required to convey to the City a "preservation restriction" which binds him/her and future owners of the landmark to maintain it in accordance with reasonable standards and to refrain from demolishing or altering it without the City's permission.

In the case where the owner rejects the transfer option, the City could step in and condemn a preservation restriction and the development rights. The costs of acquisition and other expenses could be funded through a City "development rights bank". The bank in turn would be credited with the development rights that had been condemned, rights donated by owners of other landmarks, and rights that are transferred from publicly-owned landmarks. The City could also sell these rights when it becomes necessary to meet the costs of the program, subject of course to the same planning controls that apply to private owners.

The concept encourages both preservation of landmarks and new development. It also affords the owner of a landmark a substantial economic gain, and the buyer of the rights acquires additional floor space that he/she would otherwise not have.

- Homesteading/Lotsteading Programs

Homesteading involves the transfer, for nominal consideration, of real property (usually including a structure) for which the new owner must render the transferred property safe and habitable. Lotsteading is similar except a lot rather than a structure is usually involved. The property is transferred from the City to a private party and the new owner must maintain the property free from rubble and debris. In many cases the transfer amount is one dollar, and homesteading/lotsteading resembles a gift, except that the City has not relinquished total control. The homesteader/lotsteader must fulfill certain obligations such as rehabilitating the property or clearing/fencing the lot and then residing in the property or maintaining the lot for a specified period of time. If the obligations are fulfilled, title is conveyed to the homesteader/lotsteader.

In Baltimore, Maryland, properties suitable for homesteading are identified by the City's Vacant House Monitoring System, which includes information about a building's income/tax and legal status, the condition of the building, and the quality of the block. Prospective homesteaders must be 18 years or older and be head of a household; must supply evidence that he/she has financial ability or skills required to renovate the property; must commence rehabilitation of the property within six months of acquiring title; and must upgrade the property to at least housing code standards within 18 months of acquiring title.

- Bonus and Incentive Zoning Provisions

Developers are granted the right to build at higher densities than normally permitted, in return for the provision of selected public amenities. Bonus provisions may be single-purpose or multi-purpose, and typically provide for: improved pedestrian circulation; improved access to transportation facilities; increased light and air, including view protection and enhancement; increased pedestrian amenities, usually open space; and increased construction of desirable uses in the area. Bonuses may be permitted as of right, or may be permitted only by planning commission review.

Three major types of amenities are:

- (1) open space amenities - bonuses are granted for wide setbacks, plazas, observation decks, or low coverage on upper floors.

- (2) traffic and pedestrian amenities - bonuses are granted for amenities which enhance traffic and pedestrian flow, such as open arcades, internal arcades, passenger loading areas, rapid transit connections, multiple building entrances, or widened sidewalks.
- (3) use amenities - bonuses are granted for the development of a particular land use, such as low-income housing.

There are two ways a developer may qualify for a bonus: developing property so that a desired amenity is provided, or developing property that has a certain location advantage (adjacent to a park or within x feet of a public transit stop). In drafting the list of amenities or locational advantages into zoning regulations, it is necessary to include a precise description of what will qualify for a bonus, and not just a description of desirable amenities or locations.

Most ordinances grant a bonus by direct increase in the permitted floor area. The floor area bonus is usually calculated in one of seven ways:

- (1) Adding a certain number of square feet of building area for each unit or feature provided, e.g., for each square foot of plaza, six square feet may be added to the total floor area.
- (2) Adding a certain number of points of floor area ratio for providing a specified feature, e.g., the floor area ratio maybe increased by 1.5 for a lot characterizing a described amenity.
- (3) Adding a certain percentage to the floor area ratio for providing a specified feature, e.g., the floor area ratio may be increased by 15% for a lot abutting an open space of designated size.
- (4) Increasing the size of the lot for purposes of computing the floor area ratio in proportion to the features provided, e.g., 50 feet shall be added to the depth of the lot for calculating the area of the lot for purposes of the floor area ratio if the lot abuts an open space of a designated size.
- (5) Increasing the height level by a certain number of feet for each unit of feature provided, e.g., for each foot of setback four additional feet may be added to the height.
- (6) Decreasing the lot area by a percentage for providing a specified feature, e.g., for each 2% of lot area covered by an arcade, the lot area requirements shall be reduced by .6%.
- (7) Decreasing the side yard requirements by a certain number of feet if the side yard abuts a street.

The size of the bonus is always determined by the public benefit to be gained and the economic benefit to the developer.

Cincinnati's bonus provisions allow reduced lot area requirements or increased square footage of floor area in return for providing open space, off-street parking, and arcades. The provisions only operate in the Suburban and Downtown Office Districts (O-1, O-2), and the CBD "Core" and "Frame" Districts (C-1, C-2). O-1 Districts within Over-The-Rhine are located at the northern tip of Mohawk and in an area along Clifton Avenue. The C-2 District is located along Vine Street and most of Central Parkway.

- Tax Deferment

Postpones increasing the upward assessment and therefore the tax burden of properties which are renovated. Attempts to remove a disincentive to property upgrading by not increasing the tax penalty on buildings undergoing rehabilitation. Ohio's five-year deferment, when used in conjunction with multi-family housing, is applicable only when "at least one-half of the tenants have resided in a rehabilitation or slum area for the past five years." For dwellings of two or fewer units, the deferment applies to rehabilitation of at least \$2,000; for larger properties, rehabilitation must amount to at least \$5,000. A housing committee of 9 to 15 members elected by the landlord and tenants makes quarterly inspections of the rehabilitated buildings to ensure their proper maintenance. Inadequate maintenance can threaten tax deferment.

- Housing Subsidies (San Francisco, California)

With households being formed twice as fast as housing units are being built, San Francisco's problems lie in the inability to house residents and in escalating housing costs. The vacancy rate for rental units is less than 1%, with the average rental running close to \$500 a month, and the median cost of a dwelling at \$129,000. Since the City cannot afford a publicly funded housing program at this massive level of effort, commercial developers are being required to provide housing.

One of the programs operates in a poor neighborhood of mostly residential hotels near the center of the City. It requires hotel chains developing in an area threatened by conversion of residence hotels to tourist hotels to subsidize the rents of some of the residence hotels. The City and a redevelopment firm will purchase four of the most dilapidated residential hotels and then rehabilitate them using \$4 million in UDAG funds, \$1 million in CDBG funds, and more than \$7 million in private money, which includes \$6.5 million in tax-exempt bonds purchased by seven local banks (at 9% interest to be repaid over 15 years), and at least \$850,000 in equity from the developer. Local financial backers of Ramada have

agreed to pay a non-profit neighborhood corporation 50 cents a day for each occupied hotel room, or about \$150,000 a year for 15 years. Holiday Inn had pledged about \$116,000 annually. The neighborhood corporation will use the money to subsidize rents in the four rehabilitated residence hotels. The subsidies will keep the rents low enough for local residents - about \$150 a month. After 15 years, the developer and the City will split the four hotels. Each will own two of them and will be free to do whatever they wish with them.

Another of the City's programs requires that developers of more than 50,000 square feet of new downtown office space build or rehabilitate housing in the city, or contribute to a "housing development bank". (The developer would be able to build market rate housing and the City would give bonuses for mixed-use buildings downtown. The developer could build the housing and office space on the same site.) If the developer prefers not to build housing, he could contribute to the housing development bank, which would finance low-income housing through rental subsidies and low-interest housing loans.

- Transit Impact Fee (San Francisco, California)

The City has imposed a special tax on downtown skyscrapers (offices) to pay for maintenance of the City's Municipal Railway. A one-time fee of \$5 per square foot is being charged, on the basis that these types of developments impose a burden on the transit system. The ordinance is currently being challenged in court.

- Involuntary In-Lieu Fees (Santa Monica, California)

The City has imposed a requirement on developers building over 7,500 square feet of commercial or industrial space. The ordinance states that developers of buildings over 7,500 square feet in size must either: (1) build one "affordable" housing unit for every 5,000 square feet of commercial/industrial space; or (2) contribute 6.5% of the total cost of the project to a housing fund, which is used by the City to subsidize future "affordable" housing projects. (In California, affordable housing averages about \$80,000.) This ordinance is currently being challenged in court.

Other Techniques for Managing Redevelopment

- Require that new construction be insured against economic obsolescence, so that when the structures (commercial, office, industrial) are no longer economically viable, there is money available to clear the site for a more appropriate use.
- Purchase suitable, vacant infill lots with or without financial assistance, to enable the lots to be sold at a lower price to housing developers. With the price of lots averaging about 25% of the

total housing cost, the lower price would make it possible for a builder to construct apartments at a lower cost, while at the same time making use of vacant land.

- Require housing developers to provide low-income units when building luxury units.

## APPENDIX B

### OUR CITIES CAN PRODUCE QUALITY LOW INCOME HOUSING

By Jack Towe

Our cities and Nation can produce quality low income housing without massive Federal subsidies.

In contrast, conventional wisdom about poor peoples' housing decrees that Federal funds are required; that now, with Federal funds drying up, our cities can no longer produce significant amounts of low income housing. Period. And the unstated conclusion is that the fifth of the population at the lower end of the economic scale must be left to fend for themselves.

The cruelty of that economic assumption is accented by the fact that this article is being written during a morning of sub-zero temperatures, a time when many poor neighbors have inadequate heat and frozen pipes. Most are powerless to improve their situation.

It doesn't have to be that way.

Our cities and Nation can produce the low income housing we need, even in the current national economic situation.

How can non-profit firms develop quality housing for lower income residents for less than \$20 a square foot, while conventional development costs range from \$40 to \$70 a square foot? Primarily through low-cost acquisitions and low-interest financing.

Sign of the Cross, as a non-profit housing firm in Over-The-Rhine, has utilized three principles in reducing costs:

- The firm must utilize fully its non-profit status as a tax-exempt corporation.
- Subsidies must be built into the housing in advance.
- Each building must be self-financing, even though rents are much lower than market.

The first subsidy which Sign of the Cross has is the community's own housing stock. Because it is 19th century vertical housing, with most in deteriorated condition, the market for housing sales is low. A two-family in good condition sells for less than \$20,000. The same home, moved up the hill to Clifton Heights, would sell for more than \$40,000.



To make pre-subsidized housing work, at least the following elements should be present:

Low-Cost Acquisitions: Ideally, a non-profit housing firm obtains its buildings from donations, at no cost. Estate administrators, for example, are often willing to give away buildings in deteriorated neighborhoods and use the donation to shelter estate funds.

Other possibilities are donation-sales, with the seller getting some cash for the building, by donating the difference between the appraised value and the cash price. Or, for an alert non-profit firm, good buys are available in any community, especially in those where the majority of housing stock is deteriorated.

Note: Receipt or purchase of a shell is not a low-cost acquisition. A shell is a building with no usable systems, often with no windows, and perhaps with not much of a roof. Only the walls and floors are usable -- and sometimes a wall is ailing. Such buildings, even at a price of \$1.00, are horribly expensive. It's cheaper to buy suburban land and build new, equivalent square footage than to renovate a shell. Yet, note that government housing policies in the past have emphasized the renovation of shells.

For lowest cost per square foot, the wisest policy is to acquire buildings in the best possible condition in Over-The-Rhine. In a depressed housing market, the better the condition of the building, the lower will be the final purchase-renovation cost per square foot. Thus, it makes financial sense to acquire and conserve the better buildings first -- some of which will have completed costs per square foot of under \$8. As in baseball, a save is as good as any other win.

Low-Cost Capital Funds: Early in 1979, a friend phoned from the Washington, D.C. area with an offer to donate a seven-unit building to Sign of the Cross. The building cost him \$7,000. Three units were substantially usable; the wiring and part of the plumbing were okay.

He loaned us \$35,000 at 0% interest for the renovation while retaining title to the building. In 1981, when prime was at 21%, Sign of the Cross refinanced the building with the Sisters of Charity with an 8% first mortgage loan, 25-year term, with a balloon payment in eight years.

The Sisters of Charity had seen the moral implication of having an endowment fund. Not only were they using the interest for the purpose of their order, they were also investing the principal with organizations such as Sign of the Cross which had similar purposes.

Other sources of low interest loans for non-profit housing firms are:

Dedicated people who are willing to lend funds at 0% interest. Habitat for Humanity in Americas, Georgia, and Jubilee Housing in Washington, D.C. obtain capital funds in this way.

Friends who are willing to invest funds at rates comparable to their money market returns for the satisfaction of also helping develop housing for low income residents.

City revolving loan funds.

LISC, the Local Initiatives Support Corporation, the Enterprise Foundation, and other foundations specifically chartered to aid in the development of low income housing.

However, all those sources are minor compared with the major untapped source of low income housing funding in the United States -- insured first mortgage loans from foundations and the endowment funds of other non-profit organizations.

Tax-Shelter Financing: Many non-profit corporations throw away depreciation. They are required to report it on 990 IRS tax returns, but it does no one any good. That wasted depreciation is one of the best assets which non-profits have.

The depreciation can be sold through syndications -- limited partnerships in which the non-profit firm is the general partner and the investors are the limited partners. Because a limited partnership is a profit entity which passes through gains and losses to the partners, it should be set up so nearly all the gains and losses accrue to the limited partners.

Ideally, limited partnership housing projects for lower income residents should be run at break-even or with a small distributable gain for the limited partner/investor. In syndications, a non-profit housing firm can leverage with 30% investor funds and 70% low-interest loan funds. As a result, even if the limited partnership does not make a distributable gain, limited partners in the 50% tax bracket will receive a sheltered return of at least 11% after tax on their investment. That return will come solely from their share of the 15-year straight-line depreciation.

If the limited partnership can also utilize the historic tax credit, it's icing on the cake. However, contrary to what many investors suppose, it's not necessarily the best deal around. There are limitations:

First, the credit can be taken only on renovations, and the renovation costs must exceed the adjusted basis. Usually, in buildings which require heavy renovations, the costs will be so high that low income residents cannot afford the housing unless there are government subsidies. And the days of large government subsidies are gone.

For the benefit of lower income neighbors, it is financially sound to buy low-price buildings in good shape, do light renovations and

rent for as low as \$100 per unit, plus utilities. But, such buildings will seldom qualify for the historic tax credit because the purchase price will exceed the cost of renovations.

Second, a wise investor may not want the historic tax credit. The credit comes with a five year holding period and recapture. Thus, the limited partnership may be able to do better for investors by taking only straight-line depreciation, refinancing every one to two years, with the investor reinvesting the funds with the limited partnership. That way the investor can take advantage of a really good shelter -- giving away capital gains.

To see how capital gains donations work with a non-profit, let's return to the example of the building which our Washington, D.C. friend wanted to donate to Sign of the Cross. He bought it for \$7,000. He loaned the firm \$35,000 at 0% interest. After we completed renovations and refinanced, Sign of the Cross paid him back \$35,000, and he donated the \$7,000 building to the firm. It sounds like a fine way to throw away money, doesn't it?

Not so. It was an excellent investment. Prior to refinancing, we had the building appraised. Because of renovations and a secure rental history its market value had risen to \$62,500. So, at closing, Sign of the Cross paid him back dollar for dollar, \$35,000. He donated the \$7,000 purchase price, plus the \$20,500 capital gain.

As a result, during the 23-month holding period, the after-tax return on his \$42,000 investment was 19% per year. Spectacular. And he was investing in low income housing. Mothers receiving Aid to Dependent Children were able to rent handsome apartments at \$120 per month, plus utilities, a rental they could afford.

So, everybody wins. All deals can't be that advantageous, but they're possible. When similar financing is rolled over again and again, it can be of great benefit both to low income neighbors and to our cities.

Such development is also of great benefit to the Federal government. Sign of the Cross has produced housing without need for direct government funding -- but a lot of indirect subsidy. In economic analysis, tax shelters are also subsidies, but without administrative load.

Financing Strategy: The financing of pre-subsidized lower-income housing can be done in three stages:

1. Limited Partnership. From one to five years, the project can be financed with a combination of low-interest loan and investor financing. If investors are willing, the project can run longer, but it may be advantageous to refinance speedily, with investors donating capital gains and reinvesting in a new project.

2. Intermediate Financing. For five to twelve years of the project, it can be refinanced with an insured low interest first mortgage loan from a church, synagogue, adjudicatory, foundation, or other endowment fund. Or, the first mortgage loan refinancing at lower-than-market rates may come from an insurance company, a pension fund, or a union pension fund. It can be a safe investment for the lender because the mortgage loan is on a renovated building, with a demonstrated cash flow. To add to the safety factor, the non-profit should also secure mortgage insurance for the benefit of the lender.
3. Conventional Financing. By the second decade of the project, the outstanding principal will be sufficiently reduced so the non-profit can refinance with a conventional lender, a bank or savings and loan, and still be able to cover debt service and other expenses with lower-than-market rents for lower income residents.

Thus, with continuing rollovers, non-profit housing development firms can re-utilize limited investment funds and low-interest mortgage loan funds. It's a method that can provide the capital for millions and even billions of dollars in the U.S. for quality lower income housing through non-profit development firms.

## APPENDIX C

### COMMUNITY FACILITIES AND SERVICES

#### A. CIRCULATION AND PARKING

##### 1. Existing Street Network

The greatest portion of Over-The-Rhine's 386.3 acres is represented by streets and public rights-of-way, comprising 148.5 acres of 38.4% of the community's total land area. The major streets within Over-The-Rhine are extensions of the Central Business District grid system. Many of the community's other streets follow the grid pattern of the CBD, but are not considered extensions of the CBD since they extend only a few blocks and are used primarily for local access to the businesses and residences within Over-The-Rhine.

All of the community's major north-south streets are operated as one-way facilities, with the exception of Central Parkway and McMicken Avenue, which permit two-way traffic flow. The numerous one-way streets running north and south allow for balanced traffic flow in and out of the CBD. These streets include Elm, Vine, and Main Streets (northbound) and Race and Walnut Streets (southbound). These one-way streets, as well as those that run east and west, also allow for on-street parking. On-street parking could not be accommodated in much of Over-The-Rhine with two-way streets, given the present traffic volumes. Many of the streets would be too narrow for two-way traffic; traffic would be impeded by left-turning vehicles, and conflicts with loading areas would arise since these loading areas are intermixed with on-street parking spaces, which would have to be removed in order to allow two-way traffic. Eliminating on-street parking would improve circulation, but the area's parking needs are currently so great that there are no places where on-street parking should be eliminated.

Major east-west streets include Liberty Street and the southern portion of Central Parkway, both of which permit two-way traffic. These two streets are major traffic arteries linking widespread portions of the City. Large volumes of traffic use these two streets daily. In fact, Central Parkway, Liberty Street, Reading Road, and Vine Street carry the heaviest volumes of traffic through the community. Average daily traffic counts (1980) showed Central Parkway as carrying the heaviest traffic volumes, particularly northbound traffic approaching the intersection at Ezzard Charles Drive. During a 24-hour period, 15,652 vehicles were counted here, and just over one-half of these vehicles then turned west onto Ezzard Charles Drive. There were 13,979 vehicles counted over a 24-hour period along Reading Road near the intersection with Liberty Street. These vehicles were heading southwesterly along Reading Road, most likely into the CBD. Vine Street was found to

be the third most heavily traveled route in Over-The-Rhine, with an average daily traffic volume of 13,399 northbound vehicles near the intersection with Liberty Street. Finally, 10,485 eastbound vehicles were counted traveling Liberty Street, near the intersection with Vine Street.

According to traffic counts conducted in 1976 and 1977, Vine and Thirteenth Streets have experienced the greatest percentage increases in traffic volumes out of all Over-The-Rhine streets. It is important to note that the comparatively low volume of traffic along Thirteenth Street tends to distort the percentage increase in traffic, and there is a higher margin of error. While Thirteenth Street experienced a fairly substantial increase in traffic volume, the number of vehicles using this street is still moderate. According to City Traffic Engineers, more than one-half of the traffic along Thirteenth Street is generated from within the Over-The-Rhine community.

By comparing traffic volume increases and decreases by neighborhood, the following may be noted:

- Pendleton streets experienced a proportionately larger increase in traffic volumes between 1977 and 1980 than any other neighborhood within Over-The-Rhine, followed by OTR Central, and then by Mohawk. Again, it should be noted that traffic volumes in Pendleton are comparatively lower than in other areas of Over-The-Rhine, and therefore, the percentage increase in traffic is likely to be greater.
- Traffic volumes in Washington Park and Findlay Market were comparable in that increasing traffic volumes between 1977 and 1980 were outnumbered by streets experiencing decreasing traffic volumes by a two-to-one ratio.
- Pendleton streets that experienced an overall increase in traffic volumes were Sycamore, Twelfth, Thirteenth, and Liberty Streets.
- Mohawk streets that experienced overall increased traffic volumes were McMicken and Findlay Streets, Central Parkway, and Mohawk Place.
- OTR Central streets that showed overall increased traffic volumes were Vine, Thirteenth, Walnut, Main, and Sycamore Streets, and McMicken Avenue.
- Washington Park streets that experienced an overall increase in traffic volumes were Vine, Thirteenth, and Fourteenth Streets.

- Findlay Market streets showing overall increased traffic volumes included Vine Street and Findlay Street.
- Although Central Parkway, Liberty Street, and Reading Road carry the heaviest volumes of traffic through Over-The-Rhine, they generally have experienced decreasing traffic volumes since 1977. The exceptions to this are along the Mohawk portion of Central Parkway, and the Pendleton portion of Liberty Street, which, overall, have experienced increased traffic volumes since 1977. Since these major thoroughfares are through routes, it is likely that they experienced declining traffic volumes because of higher energy costs prompting ridesharing and the use of public transit services.
- It should be noted that variations in traffic volumes of as much as ten percent may occur along a route due to conditions such as the day of the week, the season, and weather conditions. The Traffic Engineering Division attempts to minimize this by conducting traffic counts at fairly uniform times, however, some variations do still occur.

While the less traveled residential streets within Over-The-Rhine cater primarily to area residents, a large portion of the traffic using these streets is not generated from within the community. Because of Over-The-Rhine's proximity to the CBD, much of the traffic on the community's streets is a direct result of activities in the CBD. Shoppers and downtown employees use the major access routes (such as Central Parkway and Liberty, Race, Vine, Walnut, Main, and Sycamore Streets) and many of the connecting side streets (such as Twelfth, Thirteenth, and Fourteenth Streets), as well as the parking facilities in southern Over-The-Rhine. A number of Over-The-Rhine facilities contribute to the large volumes of traffic that use the community's streets. Some of these traffic generators are Findlay Market, Music Hall, the Ohio Bureau of Employment Services, the Ohio College of Applied Science, the Central YMCA, and the School for the Creative and Performing Arts. These facilities appear to cater to proportionately more patrons from outside of Over-The-Rhine than from within. Other factors that contribute to the extensive automobile traffic in the community are the businesses and agencies that employ persons from throughout the City, such as those workers whose offices are located at the Alms and Doepke Building and at other office buildings located along Central Parkway and throughout Over-The-Rhine.

The most significant effect of the community's location relative to the CBD is the amount of traffic that is generated by those who park in the southern portion of Over-The-Rhine, both in on- and off-street parking facilities. The effects on on-street parking

availability have been most pronounced on streets that serve both residences and businesses (such as Main, Race, Vine, Elm, Walnut, Findlay, Elder, Twelfth, and Thirteenth Streets), leaving many Over-The-Rhine residents with no place to park other than at metered parking spaces, and often forcing them to walk considerable distances to their homes.

Linkage among the community's major streets is good, however, many of the smaller streets lack continuity (such as Twelfth, Thirteenth, and Fourteenth Streets), and others are too narrow to allow unimpeded traffic flow (such as Pleasant, Republic, Hamer, Back, and Clay Streets, and Klotter and Emming Avenues). Some streets are characterized by steep grades (such as Ravine Street in Mohawk), and many are in poor physical condition (such as Mohawk, Renner, and Stonewall Streets in Mohawk), which also interferes with normal traffic flow.

Other circulation conflicts exist because of the presence of on-street loading areas, which are located in Washington Park and OTR Central at six locations. The lack of loading facilities, which is common throughout the community, forces delivery vehicles to double park and disrupt the flow of traffic. This problem is especially evident along Vine Street.

Pedestrian and vehicle conflicts occur throughout most of the southern portion of the community, especially in the commercial areas along Vine Street and Liberty Street, and in the vicinity of Findlay Market. The Findlay Market area is particularly plagued by pedestrian and vehicle conflicts, to such an extent that pedestrian safety was a community concern there several years ago.

There are two major intersections within the community that may be considered potentially hazardous because of the angles of intersection and the number of accidents that have occurred there. The intersection of Vine Street, Findlay and McMicken Avenue is one of these. Traffic is very heavy at this five-way intersection. Between 7 a.m. and 9 a.m., 2,160 vehicles have been recorded at this intersection, and slightly less than one-half of those vehicles were making turning movements. The presence of the fire station on McMicken Avenue near this intersection imposes a special hazard. A fatal pedestrian accident at this intersection triggered the creation of an Over-The-Rhine "Safe Streets Committee". The result after months of negotiations was the conversion of Vine and Findlay Streets to one-way streets, plus the addition of a number of traffic signals at other locations. Traffic engineers acknowledge many operational advantages as a result of this conversion.

The second intersection that may be considered potentially hazardous is where Liberty and Thirteenth Streets intersect with Reading Road. Traffic at this location is also heavy, Reading Road



is too narrow, and turning movements are sharp. With the opening of Interstate 471 a new five-way intersection will be created. Other than adjustments to signalization, no operational improvements are planned at this intersection.

Table 16 denotes those intersections in Over-The-Rhine where ten or more vehicular accidents occurred in 1980. Most of the intersections listed are characterized by heavy traffic volumes, and therefore have greater potential to be high accident locations. Some of the community's streets are underutilized or potentially hazardous and may be worthy of abandonment. Elder Street, which provides access to Findlay Market from the east and west, is one of these streets. Although Elder Street is used extensively by market patrons, the portion of Elder Street that surrounds the market presents a serious hazard to pedestrians and is subject to congestion due to on-street loading and unloading of delivery vehicles. This portion of the street is closed to through traffic on market days, however it remains open on other days. Permanent closure of Elder Street would not interfere significantly with circulation, and would help to eliminate the hazards currently encountered by pedestrians.

The Development Plan for Pendleton recommends the closure of Spring Street between Twelfth and Thirteenth Streets in Pendleton. This closure could enhance community life and pedestrian circulation, and facilitate development of the St. Paul's Church Complex.

Closing Thirteenth Street to through traffic just west of Reading Road would serve to eliminate conflicting turning movements at the Reading Road/Liberty Street intersection and would take through traffic off of a residential street. Improvement to the community will be especially warranted with the connection of Reading Road and Liberty Street to Interstate 471.

The only improvement to circulation that is planned for the area is the construction of an access ramp between Reading Road and Interstate 471. As of this writing, the connection is structurally completed except for the final connecting stretch in the Lytle Park area. While it is certain that the intersection of Liberty Street, Thirteenth Street, and Reading Road will experience increased traffic with the completion of the Interstate ramp, there is some question as to whether or not the connection will result in increased traffic volumes entering Over-The-Rhine. City traffic engineers state that the intent of making this connection with Interstate 471 is to provide an exit from the CBD and the Over-The-Rhine and Lower Mt. Auburn neighborhoods, rather than to draw traffic into the areas. Traffic volumes along streets such as Thirteenth, Vine, Race, Walnut, Main, and Sycamore, Reading Road, Central Parkway, and Liberty Street will likely experience some increase, however, and it is likely that Liberty Street will

Table 16  
Over-the-Rhine Comprehensive Plan  
INTERSECTIONS WITH TEN (10) OR MORE ACCIDENTS IN 1980  
RANKED NUMERICALLY

INTERSECTION	TOTAL ACCIDENTS	TOTAL INJURIES	TOTAL PEDESTRIAN INJURIES
Central Pky./McMillan St./ Western Hills Viaduct	26	8	0
Central Pky./Liberty St.	20	6	0
Liberty St./Walnut St.	20	3	0
Findlay St./McMicken Ave./ Vine St.	19	6	0
Liberty St./Reading Rd./ Thirteenth St.	18	7	0
Liberty St./Sycamore St.	18	4	0
Central Ave./Central Pky./ Mohawk Pl.	18	3	1
Central Pky./Walnut St.	12	5	1
Liberty St./Race St.	11	3	0
Central Pky./Findlay St.	11	2	0
Twelfth St./Vine St.	10	3	2
Central Pky./Twelfth St.	10	1	1
Central Pky./Vine St.	10	1	0
Liberty St./Vine St.	10	1	0

Source: City of Cincinnati, Traffic Engineering Division, 1982.

experience the greatest increase in volumes. While Liberty Street and Reading Road are capable of handling increased traffic volumes, other streets such as Thirteenth Street are not quite as adaptable. The current double alternate intersection system along Liberty Street (traffic signals turn green in pairs) results in a short time span between changing traffic signals, enabling Liberty Street to handle almost any foreseeable traffic load. However, the increased traffic volumes that are anticipated along Liberty Street are likely to have more of a dividing influence between the two portions of the OTR Central neighborhood, and between the Findlay Market and Washington Park neighborhoods, and pedestrian access will become increasingly difficult. Another impact that may result from the Interstate 471 connection is a stronger market for land in Over-The-Rhine. This could have the positive effect of strengthening some of the currently marginal commercial establishments, but could also result in greater parking unavailability and conversion to more intensive commercial uses that may attract even more patrons into Over-The-Rhine. Displacement of residents may also be stimulated by conversion of residences to other uses, such as retail and office space. The Interstate 471 connection may, however, provide an opportunity to expand the warehouse and distribution uses along McMicken Avenue due to improved access to Liberty Street from both Interstates 471 and 75. Innovative solutions, however, will be required to ensure pedestrian safety. Further, there is concern on the part of residents and business persons that "strip" commercial development along Liberty Street should be minimized.

Future circulation problems may be anticipated with the construction of the new Hamilton County Justice Complex in the vicinity of Eggleston Avenue, Ninth Street, and Sycamore Street; and with the relocation of the I.T. Verdin Company to the former St. Paul's Church Complex on Twelfth Street between Spring and Pendleton Streets. The proposed Justice Complex has the potential to generate demand for office space north of Central Parkway, resulting in increased traffic and the need for additional parking. The relocation of the I.T. Verdin Company to the former St. Paul's Church Complex will mean increased traffic due to the reuse of the church complex as offices, studios for the Stained Glass Association of America for showroom display, studio apartments, and artists' lofts. The most immediate effects of this project will be an increased demand for residential and loft space, and demand for both overnight and short-term off-street parking.

## 2. Parking

Field survey results show that there are approximately 2,655 on-street parking spaces distributed evenly throughout Over-The-Rhine. About one-half of these parking spaces are metered, and about one-half of these metered parking spaces are restricted to parking for periods of one or two hours at a time.

**Table 17**  
**Over-the-Rhine Comprehensive Plan**  
**DISTRIBUTION OF ON-STREET PARKING FACILITIES**

	Mohawk	Findlay Market	Washington Park	OTR Central	Pendleton	Total
Non-metered, Unrestricted	268	14	120	130	98	630
Non-metered, Restricted	223	44	45	137	259	708
Metered, Unrestricted	0	90	236	251	27	604
Metered, Restricted	186	209	149	150	19	713
Total	677	357	550	668	403	2,655

Source: City Planning Commission Field Survey, 1981, and Woolpert Consultants.

Non-metered parking in Over-The-Rhine consists of both restricted and unrestricted parking spaces. These parking spaces are restricted according to the time of day and duration of parking. Table 17 shows the distribution of on-street parking facilities in Over-The-Rhine according to the neighborhood in which they are located.

#### MOHAWK

Most of the community's non-metered parking is located in Mohawk. In Mohawk, all of the non-metered parking is located in the northern portion of the neighborhood. South of Mohawk Place, metered parking is more prevalent. Of all metered parking areas, there are none allowing unrestricted parking. There are very few commercial off-street parking areas in northern Mohawk, and there are no public off-street lots in the entire neighborhood. Commercial off-street parking areas are numerous in the southern portion of Mohawk, beginning at Stark Street. These facilities are predominant in the vicinity of Stark, Dunlap, Elm and Race Streets, and are primarily associated with warehouse/wholesale/storage and retail commercial establishments. Off-street parking facilities in Mohawk cover 7.9 acres of land, accounting for 6.6% of the neighborhood's total land area. There are no on-street loading and unloading facilities in the neighborhood.

Future development in Mohawk that is likely to affect the supply of parking includes the reuse of the area's large, underutilized warehouses; revitalization of the neighborhood business district at Mohawk Place and the commercial area near Central Parkway and Ravine Street; and residential infill in the northern portion of the neighborhood.

#### FINDLAY MARKET

On-street parking in the Findlay Market neighborhood is predominantly metered, restricted parking. Compared with the four other neighborhoods in Over-The-Rhine, the Findlay Market neighborhood represents the largest concentration of metered, restricted parking, and the least amount of non-metered, unrestricted parking. Non-metered parking areas are located along Green and Pleasant Streets, and are scattered along Race, Elm, and Logan Streets. The vicinity of the Market is characterized by metered parking and a few public off-street parking facilities, and no parking is allowed at any time along Findlay Street.

Off-street parking lots are located along Central Parkway in the western portion of the neighborhood, and surrounding the market area. Most of these are public lots, and the remainder cater to

retail commercial establishments. These off-street parking facilities utilize a total of 3.2 acres of land, which represents 6.2% of the total land area in the neighborhood. There are no on-street loading facilities in the Findlay Market neighborhood.

The neighborhood's supply of parking facilities is likely to be affected by future commercial development along Liberty Street, especially with the connection of Liberty Street to Interstate 471. Expansion of the range of goods and services offered at Findlay Market is likely to occur and will also have a decided effect on parking availability on market days.

#### WASHINGTON PARK

On-street parking areas in the Washington Park neighborhood are primarily metered parking spaces. All of the parking spaces along Vine and Twelfth Streets within Washington Park are metered, and serve mixed-use establishments (residential and retail commercial). The parking spaces that surround the Park (Washington Park) are also metered. The locations of non-metered parking areas are along the entire length of Pleasant Street, a portion of Republic Street, and portions of Elm, Fourteenth, and Liberty Streets. These non-metered parking areas are generally located in residential areas.

Off-street parking facilities are located throughout the neighborhood. A large proportion lies in the neighborhood's southern portion, just north of Central Parkway, and serves establishments such as Central YMCA, the Music Hall, and some of the businesses just south of the Parkway. There is very little off-street parking in the area bounded by Race, Vine, Liberty, and Fourteenth Streets, which is an area characterized by a large number of multi-family housing units. Off-street parking facilities in the Washington Park neighborhood utilize a total of 6.2 acres of land, representing 8.2% of the neighborhood's total land area.

Loading and unloading areas are situated along Elm Street and Central Parkway, serving the front and rear entrances of the Music Hall. There is also a small loading area on Fifteenth Street that serves a warehouse/wholesale/storage establishment.

Commercial development along Liberty Street (due to increased access and visibility stemming from the Interstate 471 connection) will affect future parking availability, as will the rehabilitation and reoccupancy of many currently vacant structures which have only minor deficiencies.

## OTR CENTRAL

On-street parking in OTR Central is primarily metered parking. Most of the neighborhood's non-metered parking is located along smaller side streets in residential areas.

OTR Central also has a large number of off-street parking facilities. Much of this is in the form of scattered surface lots along Walnut Street. The community's only parking garage is located in OTR Central, on the northwest corner of Walnut Street and Central Parkway. All of the off-street parking facilities north of Liberty Street are private lots, and south of Liberty Street they are primarily associated with warehouse/wholesale/storage and retail commercial establishments. These off-street parking facilities utilize a total of 12.6 acres of land, which represents 13.6% of OTR Central's land area. The neighborhood has the largest proportion of off-street parking facilities in the entire community.

There are three on-street loading areas in OTR Central. Two of these are located along McMicken Avenue and one is located on Vine Street.

Future redevelopment/reuse projects in OTR Central that may have an effect on parking availability include the reuse of Peaslee School and the Ohio College of Applied Science buildings, and expansion and redevelopment of the warehouse and distribution uses just north of Liberty Street. Again, it is expected that commercial development along Liberty Street will be enhanced by the Interstate 471 connection, which will also have a decided effect on parking.

## PENDLETON

On-street parking in Pendleton is largely non-metered. The few metered parking spaces in the neighborhood are located along Reading Road and Sycamore Street, with scattered spaces near the intersection of Broadway with Twelfth and Thirteenth Streets.

Off-street parking is located mainly in the southwest corner of the neighborhood and serves the courthouse area. Other off-street parking areas are primarily associated with retail commercial establishments and warehouse/wholesale/storage establishments, and are located in an area bounded by Reading Road, Thirteenth Street, and Sycamore Street. These parking areas comprise 4.1 acres of land, representing 8.8% of the total land area in Pendleton. There are no on-street loading areas in Pendleton.

Several factors are likely to affect the future availability of parking in Pendleton. Among these are the reuse of the St. Paul's Church Complex and the completion of the Hamilton County Justice Complex. General commercial development along Reading Road and Liberty Street may be anticipated with the connection of these

major routes to Interstate 471, and residential infill is likely to occur throughout the neighborhood, both straining the parking supply in Pendleton. These developments could prompt the introduction of metered on-street parking in areas that currently permit non-metered parking for residents of the area. There is also likely to be more competition for parking spaces in the vicinity of the Justice Complex, which could cause residents in that area to have to seek parking spaces elsewhere. Solutions should be found to address the needs of parking for commercial uses without further reducing that needed for residential uses.

There are a number of problems with the parking facilities in Over-The-Rhine. Generally, there are problems with the sufficiency of parking, the unsightly appearance of off-street parking lots, and the inadequate delineation of parking areas.

The insufficiency of parking facilities is strongly related to Over-The-Rhine's location relative to the Central Business District. Over-The-Rhine is situated closely to the Central Business District "frame," and the uses associated with the frame are progressing across Central Parkway into the southern portion of Over-The-Rhine as a result of continued development in the CBD. This pressure is especially evident in Washington Park and Pendleton, where large parking lots already surround the Central YMCA and the Hamilton County Court House. Although no parking demand studies have been undertaken, City Traffic Engineers feel certain that these areas along Central Parkway are developing and parking problems will become increasingly common. The immediate effects of this growth have been made apparent by the demolition of buildings in order to make room for new parking areas and/or new development sites. This trend will continue to threaten the southern portion of the community, especially with the opening of the Justice Complex. The complex has the potential to generate the need for approximately 1,000 parking spaces (Glaser and Myers and Associates, Justice Complex architects), excluding the demand for parking that is likely to be created by spinoff developments such as attorneys' and bailsmen's offices. This spillover into Over-The-Rhine also has the potential to take some structures. The insufficiency of parking in this area is compounded on Tuesdays and Thursdays when vendors set up their produce stands along Court Street. The produce stands preclude parking in the spaces along the south side of Court Street. The result is that persons conducting business at the court house have fewer options on places to park their automobiles. It is questionable whether or not this preemption of parking spaces will affect those who will be visiting the Justice Complex.

Off-street parking requirements in the City's Zoning Code also appear to be inadequate. General retail and service commercial establishments (except for certain specified types) under 2,000



square feet in floor area are not required to provide off-street parking. For establishments larger than 2,000 square feet in floor area, one parking space is required for each 250 square feet in excess of 2,000 square feet of floor area. It is not atypical for smaller commercial establishments in Over-The-Rhine to contain less than 2,000 square feet of floor area, thus by-passing the requirement that off-street parking be provided.

As previously mentioned, I.T. Verdin Company has relocated their offices to the former St. Paul's Church Complex located along Twelfth Street between Spring and Pendleton Streets. This relocation will also result in increased traffic and a greater demand for both overnight and short-term off-street parking. The I.T. Verdin Company has estimated that 35 to 40 parking spaces will be necessary to accommodate employees and visitors, with even more parking becoming necessary once the Convent and Boys' School are occupied (Development Plan for Pendleton, City of Cincinnati, Department of Neighborhood Housing and Conservation, 1982).

Parking facilities are especially inadequate in the vicinity of Central Parkway, Findlay Market, Vine Street, and Main Street. This lack of parking has the potential to deter new development and expansion, and to restrict the market areas of the affected businesses. The ultimate effect is to limit these businesses to a more local clientele.

The Findlay Market area experiences severe parking problems on market days, which are on Wednesdays, Fridays, and Saturdays. The market appears to attract proportionately more patrons from areas outside of Over-The-Rhine than from within. The result is a large amount of automobile and pedestrian traffic in the vicinity of the market, especially along Elder Street, creating a demand for parking spaces and endangering market patrons. The City has created several off-street parking lots near the market in an attempt to rectify the problem, but the lots are inefficiently used. Although there are complaints about the lack of parking in the area, these lots are seldom filled, probably because they are not linked to the market and are thought by many to be unsafe. Future development in the area will be forced to deal with this issue, and could have the undesirable effect of promoting demolition in order to reduce the current premium on parking.

The need for parking in the vicinity of Findlay Market could become even more severe if that portion of Elder Street surrounding the market should be permanently closed to through traffic (resulting in the loss of about 25 parking spaces), although this closing would result in a more efficient circulation system. City Traffic Engineers agree that if this portion of the street were closed, allowing access only to pedestrians and delivery vehicles, many of the present conflicts would be remedied. Since most of the market's loading and unloading takes place from the street, conflicts between these vehicles and other automobiles would be mitigated, and pedestrian movement would be safer and more efficient.

There are often parking problems in the vicinity of the Music Hall, not because inadequate facilities are provided, but because of the desire by patrons to park nearby. Even though a parking garage is available for the Music Hall and Queensgate Town Center patrons and employees, many visitors to the Music Hall will park in on-street spaces that are intended to serve residents of the area. Patrons need to be encouraged to use the parking facilities provided for that purpose and not deprive community residents of necessary parking spaces.

Most of the community's off-street parking lots are unscreened and poorly delineated, creating an unsightly appearance and a confusing dilemma for visitors searching for a parking space. In many areas, buildings have been removed to allow for construction of parking lots, exposing the sides and rears of deteriorating structures and creating unattractive views of parking areas. Most of these parking areas are unscreened and haphazardly arranged. Loading areas are also unsightly, and, although there are very few in the community, the ones that do exist are located primarily along streets and tend to disrupt the normal flow of traffic. This is especially true along Vine Street, where traffic volumes are heavy and much loading and unloading of commercial vehicles occurs. Special problems are encountered when delivery vehicles double-park to load and unload their goods.

Some of the off-street parking lots in Over-The-Rhine have been developed as a speculative venture. This is especially true in the southern portion of the community along Central Parkway and near the Hamilton County Court House. Here parking lots have been developed under the impression that they could generate substantial income while keeping the site available for future development. These parking lots generally can be identified by noting those that have no nearby establishments to serve.

On-street parking problems are evident throughout the southern portion of the community. A severe problem is caused by lack of unmetered parking in areas that are both commercial and residential, leaving residents who live above first-floor commercial establishments with no parking facilities other than on-street metered spaces. This problem is especially evident in the Washington Park area.

The lack of sufficient parking in Over-The-Rhine also affects traffic circulation in the community. It is common for drivers to circle blocks several times in order to locate an available parking space, which compounds the congestion problems already present along many of the community's streets.

### 3. Street Conditions and Maintenance

Street improvements within Over-The-Rhine are the responsibility of the Engineering Division of the Cincinnati Department of Public Works. The Department conducts a survey of street conditions yearly to serve as a basis for proposing improvements to be made under the City's capital improvements program, neighborhood improvements program, and improvements funded by federal agencies.

The Department's latest inventory of street conditions (September, 1981) reveals that there are approximately 2-1/2 miles of streets and alleys within Over-The-Rhine that are in poor condition. Streets rated as being in poor condition include portions of Central Parkway, and portions of Branch, Corwine, Magnolia, Melindy, Mercer, Moore, Conroy, Stonewall, Thirteenth, Fourteenth, and Fifteenth Streets.

The City Planning Commission has also inventoried street conditions in Over-The-Rhine (August, 1981) and found several more streets that could be classified as being in poor condition. Table 18 denotes those streets, portions of which were determined to be in poor condition.

Since the 1960's, there have been no street improvements in Over-The-Rhine other than rehabilitation. Street rehabilitation consists primarily of repairing deteriorated curbs, repairing inlets, removing deteriorated pavement, resurfacing the entire pavement with 1-1/2 inches of asphaltic concrete, painting pavement markings, and adjusting manhole castings to grade. Sidewalk improvements are not the responsibility of the Department. Property owners are charged with this responsibility as complaints are received.

The following list denotes those sections of streets within Over-The-Rhine which have been rehabilitated since 1977 under the City's capital improvements program and neighborhood improvements program, and under programs utilizing Community Development and Economic Development Administration grants.

#### 1977

Klotter Avenue - Ravine Street to West terminus (Kress Alley)

#### 1978

McMicken Avenue - Main Street to Dixmyth Avenue  
Central Parkway - Liberty Street to Linn Street

Table 18  
Over-the-Rhine Comprehensive Plan  
STREETS IN POOR CONDITION

Street and Neighborhood	Pavement	Gutter	Curb	Sidewalk
<u>Mohawk</u>				
Conroy Street	X	X	X	X
Ravine Street	X			
Byron Street	X	X	X	X
Renner Street	X	X	X	X
Mohawk Street	X	X		
Stonewall Street	X	X	X	
Ohio Avenue	X			
<u>Findlay Market</u>				
Vine Street			X	
<u>Washington Park</u>				
Central Parkway	X	X	X	X
Vine Street			X	
Elm Street		X	X	
Race Street		X		
<u>OTR Central (none)</u>				
<u>Pendleton</u>				
Thirteenth Street			X	
Pendleton Street			X	

Source: City Planning Commission Field Survey, 1981, and Woolpert Consultants.

1979

Brighton Approach - McMicken Avenue to Brighton Bridge Approach  
Stark Street - Central Parkway to Dunlap Street  
Dunlap Street - Stark Street to Findlay Street  
Clifton Avenue - Vine Street to Main Street  
Main Street - McMicken Avenue to Clifton Avenue; Court Street to  
Twelfth Street  
Twelfth Street - Main Street to Reading Road

1980

Main Street - Thirteenth Street to Liberty Street  
Huber Street - Vine Street to Hamer Street  
Hamer Street - Elder Street to Huber Street  
Logan Street - Findlay Street to Liberty Street  
Republic Street - Findlay Street to Liberty Street  
Spring Street - Reading Road to Thirteenth Street

1981

Race Street - Central Parkway to Thirteenth Street

1982 (proposed)

Fourteenth Street - Central Avenue to Race Street

Priorities for future street rehabilitation should be structured so that areas experiencing major redevelopment are given immediate attention, incorporating all necessary water and sewer line upgrading and streetscape treatments at the same time.

4. Street Lighting

Streetlights are provided throughout Over-the-Rhine, with the exception of along a few alleys. These alleys are not lighted because of inadequate rights-of-way. Buildings were constructed along the edges of the rights-of-way, leaving insufficient room for the installation of streetlights. Providing lighting in these areas would involve attaching the streetlights to the buildings, and charging the property owners for the cost of installation. The city's Traffic Engineering Division feels that the cost of installation would be a burden for many of these property owners,

and that most of the property owners that would be involved would object to such an expense.

Streetlights receive regularly scheduled maintenance every year, and when lights are discovered to be burned out by personnel working evening shifts, they are reported and promptly replaced. Light replacement is also undertaken whenever requested by citizens.

Traffic Engineers indicate that there is no problem with streetlight vandalism; and when questioned regarding the relationship between poorly lit areas and crime, were in agreement with the Police Department that good lighting is a deterrent to crime, although they have no statistics to support this theory.

Officials also indicate that there are plans to upgrade street lighting in the Washington Park area of Over-The-Rhine. The existing streetlight fixtures will be replaced with high pressure sodium lamps and additional lighting will be installed in areas that are currently deficient. The Traffic Engineering Division has issued orders to the Cincinnati Gas and Electric Company to replace the lights. These high pressure sodium lamp fixtures will be installed in an area bounded on the west by Central Parkway, Twelfth Street on the south, Vine Street on the east, and Liberty Street on the north.

#### 5. Public Transportation

Public transportation is provided to residents of Over-The-Rhine as well as to all of Cincinnati by Queen City Metro, the Regional Transit Authority of Southwest Ohio. Queen City Metro currently has 25 different bus routes that directly serve all parts of Over-The-Rhine.

Bus service is provided seven days a week, although a few of the routes are not in service on Saturdays, and about one-half of the 25 routes do not operate on Sundays or holidays. Monday through Friday bus service in Over-The-Rhine begins as early as 4:15 a.m. and ends as late as 2:00 a.m. On Saturdays, Sundays, and holidays, bus service begins as early as 5:00 a.m. Express service and peripheral park-and-ride facilities are available on some routes.

Vine and Walnut Streets are the most frequently traveled bus routes within Over-The-Rhine, as buses travel to and from the Central Business District, where most of the routes are oriented. All of the community's major north-south streets, such as Elm, Race, Main, and Sycamore Streets, are utilized as bus routes by Queen City Metro. Other major routes are along Central Parkway, Twelfth Street, Liberty Street, Reading Road, and McMicken Avenue.

Over-The-Rhine is served well by the Queen City Metro bus routes, leaving no part of the community further than 200 yards from a bus line. Community residents have indicated that additional bus shelters would be welcome.

## B. PUBLIC SAFETY

### 1. Crime Suppression

Over-The-Rhine is patrolled by police officers from the Cincinnati Police Department's District One Headquarters, which is located directly across from the Music Hall on Ezzard Charles Drive.

Four police patrol cars cruise the Over-The-Rhine area 24 hours a day. Each of the four cars are assigned a separate area to patrol ("beat"), and on evenings, an additional police officer is assigned to each "beat." A scout car is also assigned to the entire area to conduct hospital runs, and, when not providing emergency ambulance service, it patrols the community. Like patrol cars, the scout car is in service 24 hours a day.

Each patrol car is staffed by one police officer until about 7:00 p.m., at which time two officers are assigned to each car. When personnel are available, foot patrols are assigned. A priority location for foot patrol is the Findlay Market, which is open on Wednesdays, Fridays and Saturdays.

District One police officers report that most of their calls within Over-The-Rhine involve Disorderly Conduct, Domestic Violence, Assault, Burglary, and Auto Accidents. Though "street" crimes are prevalent throughout the community, officers indicate that Race, Vine, and Main Streets are areas in which a large number of the reported crimes occur. Drug abuse is prevalent in the vicinity of Fifteenth and Race Streets and at Fifteenth and Pleasant Streets at the neighborhood "tot lot." Reports of public intoxication, loitering, and disorderly conduct are often received, especially in the vicinity of Vine and Mercer Streets, Twelfth and Spring Streets, and Washington Park. Prostitution is reported to be predominant in the Findlay Market area, Pendleton and OTR Central and is the subject of continuing vice enforcement efforts.

Interviews indicate that this solicitation is supported by a non-local clientele. Breaking-and-entering crimes are frequently centered around vacant buildings; however, the majority of those offenses are committed against residents.

Statistics obtained in 1979 by the Cincinnati Task Force on Crimes Against the Elderly showed Over-The-Rhine as having the third highest rate of crime against the elderly in the City, behind only the West End and the Central Business District.

The Cincinnati Police Department sponsors three major crime prevention programs, not only in Over-The-Rhine, but throughout the City. "Block Watchers" is a program whereby concerned citizens may be trained in detecting and reporting crime, and upon completion of training may be registered with the Police Department and issued a personal identification number to use when reporting crimes. The program was initiated to alleviate the reluctance of many citizens to report law violations for fear of being discovered. "Operation Identification" is sponsored by the Police Department to deter burglaries and to provide a method for tracing owners of recovered stolen articles. Valuables are marked with the owner's social security number, using equipment that is loaned free of charge by the Police Department. Should these articles then be stolen and recovered by authorities, the owner may be contacted. Police Department officials feel that this has been an effective deterrent to burglars. It has also prompted used furniture and appliance dealers to be reluctant to buy the marked articles for fear that they are stolen. "Whistle Alert" ties in with the Department's efforts to mitigate crimes committed against the elderly, although the program is offered only to women over 60 years of age. This program entails educating citizens, especially older women, on ways to avoid becoming crime victims. After program participants are instructed on topics such as upgrading home security and detecting potential crimes, they are provided whistles to use to alert nearby persons in the event of a crime. This program is primarily aimed at women and elderly persons because it is felt that these groups are more vulnerable and need special attention that will enable them to feel safer when out in the community.

Plans to upgrade security in Over-The-Rhine as well as throughout the City include the Crime Prevention Through Environmental Design (E.P.T.E.D.) program and the False Alarm Reduction Project.

Areas of interest to the Police Division which are influenced by environmental design and planning include the following:

a. Crime

1. Prevention Through Environmental Design

- a) Zoning and its requirements for fencing, set-back, parking, density, etc.
- b) Location of facilities such as retail businesses, offices, medical and professional uses, apartment building, manufacturing, etc.
- c) Building design such as doorways, windows, drives, etc.
- d) Building Code requirements
- e) Lighting, landscaping, pedestrian movement patterns, etc.



2. Facilitation of Investigation, Apprehension, and Prosecution of offenders.
  - a) Patrol methods and the influence upon them of street layout, lighting, types of land use, etc.
  - b) Enhancement of visibility through good design (e.g., lighted addresses).

b. Peace Keeping and Order Maintenance

1. Parks, pools, and recreation facilities.
2. Bars, restaurants, hotels, and other places of public accommodation.
3. Schools.
4. Housing stock, population density, and demographic mix.
5. Businesses and Commercial Use.

c. Traffic and Parking Control

1. Alleviation of Congestion
2. Prevention of Accidents
3. Accident Investigation
4. Pedestrian Safety

2. Fire Protection

The Cincinnati Fire Division of the Department of Safety is responsible for fire prevention and suppression within Over-The-Rhine. The Division also sponsors a paramedic program, bomb squad, and building safety inspection program.

The City of Cincinnati is divided into five fire districts. Districts One and Three serve the Over-The-Rhine area as well as adjacent areas of the City. These Districts are further divided into Fire Demand Zones, which serve as a basis for recording statistics on the frequencies and types of fires that occur by the area in which they occur. Fire Demand Zones are useful in that they provide a means for determining areas within the City that are especially susceptible to fire loss. Statistics obtained on fire department activity in Over-The-Rhine for the year 1978 show that of all 508 Fire Demand Zones in the City of Cincinnati, two zones

in Over-The-Rhine had the highest incidence of fire and false alarms city-wide. The zone having the highest incidence of building fires is located in the Washington Park neighborhood, extending from Fourteenth Street south to Central Parkway. The zone having the highest incidence of vehicle and outdoor fires and false alarms is located in OTR Central, extending from Thirteenth Street north to Moore and Lang Streets.

Of the thirteen Fire Demand Zones comprising Over-The-Rhine, all but four were listed among the top twenty Fire Demand Zones in the City (the top twenty zones are the zones having the highest incidence of reported fires). The four zones in Over-The-Rhine which are not included among the top twenty Fire Demand Zones are located as follows: (1) OTR Central, south of Thirteenth Street; (2) Pendleton, north of Thirteenth Street; (3) Findlay Market, south of Elder Street and directly west of Findlay Playground; and (4) Mohawk, including the entire neighborhood located west of Ravine Street and the area bounded by Findlay and Elm Streets, McMicken Avenue, Mohawk Place, and Central Parkway.

As a whole, the Over-The-Rhine community has the highest incidence of arson-related fires in the City. This is especially true in the Mohawk area, where several buildings have been destroyed. Investigators with the City's Fire Prevention Bureau feel that these crimes are committed as acts of vandalism rather than "for profit," and statistics gathered from investigations throughout the City have shown that of all incendiary convictions, a majority involve juveniles.

City Fire Department officials have also concluded that Over-The-Rhine is the site of the greatest incidence of life-claiming fires. Most of these fires are accidental, and city-wide, the largest single cause is careless smoking. While this is the case, city-wide, there are other major factors that contribute to the incidence of life-claiming fires in Over-The-Rhine. Lack of access, both to buildings and through streets in the community, hinders rescue attempts and delays response time.

Narrow streets such as Klotter Avenue, Renner Street, Conroy Street, and Mohawk Street create a problem for fire trucks and apparatus, especially when more than one vehicle reports to the scene. The widths of many Over-The-Rhine streets can only accommodate one fire truck, resulting in later-reporting fire trucks and rescue vehicles being blocked from the site and having to gain access to the site by way of an alley. It is even impossible to maneuver firefighting equipment onto Conroy Street and Kress Alley, and firefighters must set up their equipment on Klotter Avenue and walk to the scene of a fire. Pre-fire planning helps to mitigate the problems caused by narrow streets. Fire

companies reporting to the same fire are aware of access problems and avoid them by using alleys as well as streets to reach the scene of the fire. This approach to firefighting permits use of more than one fire hydrant, which is especially important in higher elevations (such as in Mohawk) where water pressure may be lower than normal.

On-street parking on both sides of streets presents a serious problem, especially in Mohawk along Renner and Mohawk Streets. Some areas in Over-The-Rhine are characterized by insufficient turning radii, such as the dogleg turn on Renner Street and the turn from Hamer Street to Huber Street. The proximity of buildings to streets and the presence of cars parked too near intersections also hinders corner turning movements. In order to maneuver comfortably, the City's largest fire engines need a turning radius of at least 68 feet.

Dead-end streets such as Woodward Street in OTR Central and several side streets in Pendleton also inhibit the maneuverability of fire-fighting equipment.

Building access is impaired by the row-house style arrangement of buildings that is prevalent in the community. Because of the common walls and lack of passageways between buildings, it is difficult to move from the front to the rear of buildings, and firefighters sometimes have to run to the ends of blocks to gain access to the opposite sides of buildings. Again, pre-fire planning assists in preventing this problem from occurring. Common walls also serve to promote and hasten the spread of fire to adjacent units, and Fire Department officials indicate that this is where the greatest danger lies. Finally, the substandard conditions of many Over-The-Rhine structures makes the area quite susceptible to fire. In a previous Working Paper, it was estimated that there are 1,448 buildings within Over-The-Rhine that either contain major deficiencies or are dilapidated. This figure represents approximately 65% of all buildings in the community. These statistics substantiate the pressing need for housing rehabilitation programs in Over-The-Rhine.

The Fire Department's ability to run water to very tall buildings is adequate. They are able to protect buildings as tall as 48 stories - the tallest building in the City. Plans for new construction that will involve installation of standpipe or sprinkler systems are submitted to the Fire Department, and a determination is made as to whether there is a need for auxiliary water pumps for fire protection purposes. All provisions for an adequate fire protection system must be made before final approval is granted. While the Department of Buildings and Inspections is charged with approving building construction plans and inspecting buildings to ensure proper maintenance and compliance with the

City's Building Code, the Fire Department is responsible for inspecting buildings to certify that they are in compliance with the City's Fire Code. They also make referrals to the Department of Buildings and Inspections if they happen to notice major structural defects.

Building inspections to enforce the Fire Code are performed every weekday. Buildings are designated for inspection if there are special hazards existing at the location or if the occupant of a building is known as an habitual offender. If past inspections have produced consistently good records, the building may be inspected only two or three times a year. Structures showing defects are assigned reinspection dates, and at least five attempts are made by Fire Department officials to have the defective conditions remedied. If the conditions are not corrected, the offender may be taken to court for noncompliance.

Fire Department officials indicate that there is probably a disproportionate number of Fire Code violations in Over-The-Rhine when compared to the rest of the City. The greatest number of violations in Over-The-Rhine stems from the failure by owners to board up vacant buildings, which provides a refuge for vagrants and a target for vandals. The next most frequent offense is due to accumulations of refuse, and the third type of violation that occurs most frequently is defective electrical wiring, such as overloaded circuits and lack of sufficient electrical outlets. The frequency of this type of violation can be attributed to the age of many of the buildings in the community.

The average time that lapses between issuance of citations and correction of simple violations is 30 to 60 days. Over-The-Rhine's absentee landlords cause ongoing problems for Fire Code enforcement officials. They indicate that some of these buildings are constantly in violation, as when one violation is finally corrected, another violation surfaces.

The "Unit Block Inspection Program" is periodically used to enable the Department to increase the number of inspections conducted by allowing concentrated inspection efforts in residential areas. A third inspection method, the "Tactical Inspection Unit," involves deploying a group of inspectors to concentrate on fire hazards within critical areas. A critical area is an area where the frequency of fires has increased dramatically. Fire companies concentrate on fire hazards within the critical area until the hazards are rectified. Both of these programs are currently in operation throughout the City, and, in addition to being a valuable service, these programs are thought to promote good public relations in the neighborhoods.

C. HOUSING DEVELOPMENT AND SUPPORT

The Department responsible for administering the City's housing development and support programs is the newly created Department of Neighborhood Housing and Conservation (N.H.C.) This Department was formed in 1981 to support the City's effort in stimulating residential and commercial development in Cincinnati's neighborhoods. The Department is comprised of four divisions:

Community Financial Resource Division

Provides loans and grants for housing rehabilitation, primarily single-family housing in target areas and city-wide. Other programs provide grants for maintenance to low-income homeowners primarily for the elderly.

Housing Development Division

The division provides for the continuation of the single-family homesteading programs, allocates funds for improvements of occupied and vacant multi-family buildings, and provides technical assistance for developers to create low and moderate income housing.

Neighborhood Economic Development Division

Provides improvement loans in several neighborhood business districts to small and medium-sized commercial businesses. The division also provides technical assistance and urban design studies for the upgrading of specific neighborhood business districts.

Planning and Community Assistance Division

The division provides technical assistance to community development organizations and neighborhood support programs. Community plans, research and graphic assistance to various organizations are also available from this division.

D. BUILDING CODE ENFORCEMENT

The City of Cincinnati Department of Buildings and Inspections is certified by the State to administer and enforce all laws and ordinances that pertain to building construction, maintenance, and safety in all commercial, industrial, and residential structures in the City.

The Department of Buildings and Inspections consists of four divisions, whose responsibilities are as follows:

- Office of the Director provides program direction, administrative and organizational control and support to all programs and activities of the Department.

- Licenses and Permits Division is charged with examination of plans and applications submitted for permits, issuance of building permits, zoning reviews and certificate issuance, and preparation of Departmental statistical reports.
- Building Construction Inspection Division is responsible for inspection of all new construction, demolition, and alterations and the inspection of related plumbing, mechanical and electrical equipment.
- Safety and Maintenance Inspection Division is charged with administration of codes and inspection of existing housing and housing alterations, mechanical and electrical equipment, and the demolition and mothballing of nuisance buildings.

This section will be primarily concerned with building code enforcement as it relates to Over-The-Rhine, which is the responsibility of the Safety and Maintenance Inspection Division.

The Safety and Maintenance Inspection Division is responsible for the inspection of all existing residences and all residential repairs and replacements in order to detect Building Code violations and to ensure safe housing. The Building Code now enforced by the City was revised in 1979 due to mandate by the State of Ohio. This Code, referred to as the Cincinnati - Ohio Basic Building Code, consists of local building construction regulations with the requirements of the Ohio Basic Building Code and related provisions of the Ohio Revised Code.

The Safety and Maintenance Inspection Division generally operates on a complaint basis. During 1980, the Division received more than 4,600 complaints, of which 4,500 were investigated. There is no record of the number of these inspections that were in Over-The-Rhine since the Department has only recently started keeping records by census tract.

Upon receiving a complaint, the Division usually can inspect the premises in question within two days. The inspection is conducted for the conditions reported, and appropriate action is taken, either as verbal or written notice to the owner to make necessary corrections. After orders are issued to correct violations, the owner is given up to 120 days to correct the violation(s). If the deficiency is not corrected within 120 days, second notice is given. Should the deficiency still not be corrected, a "pre-prosecution hearing" is held where the Division and the owner in question meet to arrange a compliance schedule. Inspectors indicate that some cases extend up to three years before orders are complied with. Criminal prosecution is utilized as a last resort in securing compliance, and during 1980, 60 warrants were signed. It is interesting to note that of the 4,500 complaints that were investigated in 1980, approximately one-half were found to be unjustified.

The Division also sponsors a voluntary program whereby an owner or his agent may request an inspection of his property. Applications to this program come primarily from the Veterans Administration and the Department of Housing and Urban Development who use the inspection certification as a guideline in rehabilitating houses that they have acquired.

Other programs sponsored by the Division include the Dead Building List Program, the Environmental Rescue Corps, the Neighborhood Improvement program, and the Neighborhood Housing Service Program.

The Dead Building List Program is a program that utilizes legal action to declare abandoned, distressed buildings a public nuisance, at which time they are placed on the Dead Building List. If the buildings are not rehabilitated, bids are solicited for razing the structure, and the building is removed by the low-bidding contractor. During 1980, 38 buildings were razed under this program. In the past 1-1/2 years, no buildings have been barricaded and subsequently rehabilitated, which is the primary purpose of the program. A considerable number of buildings in Over-The-Rhine have been razed over the years, especially along Renner and Klotter Avenues.

The Environmental Rescue Corps is a summer program provided through Federal Labor Department Youth Entitlement funds through the Board of Education. The Corps provides in-school youth with work opportunities while finishing their education. The purpose of the program is to assist in the elimination of blighting conditions by removing weeds, old furniture, dilapidated fences, trash, and any other kinds of rubbish. The program has operated in Over-The-Rhine for several years. There were 60 persons participating in this program in the summer of 1980, and in 1981, 167 children from Over-The-Rhine participated in the program, which represented more participants than from any one other neighborhood in the City.

The Neighborhood Improvement Program is also directed at the removal of rubbish and dilapidated fences, sheds, and garages, as well as concentrated inspections in neighborhoods designated for the program. In the Summer of 1980, five neighborhoods were designated for the Neighborhood Improvement Program. In 1983 the NIP program was involved in parts of OTR Central and in Pendleton. Primarily neighborhoods that request to be included in the program are involved, however, the OTR Community Council reported that it did not have a say in planning which parts of OTR to include in the program. The city-wide number of inspections made in 1980 in the treatment areas totaled 1,794, and 173 violations were discovered.

Representatives of the Safety and Maintenance Inspection Division indicate that the program realized both good and bad results, depending on the neighborhood in which it operated. Some areas such as Walnut Hills saw temporary results, but it was not long before the area was

back to its former state. Other neighborhoods do benefit from the program and it seems to give the residents incentive to take better care of their property.

The Neighborhood Housing Services Program is intended to upgrade housing through door-to-door inspections in specific neighborhoods designated for the program. Mandatory code enforcement is combined with the provision of resources for home improvement loans, and technical assistance to property owners. Grants and loans are available only for owner-occupied structures with six or more units. Currently, the federal government allocates to the City \$18,000 for the first unit to be improved, plus \$12,000 for each additional unit. This level of funding is expected to be lowered soon. Again Over-The-Rhine was not scheduled to be included in this program, and has never been. City officials feel that the program would not work well in Over-The-Rhine because the program guidelines target neighborhoods with high owner occupancy levels which are experiencing a need for minor building code improvements. Selection of neighborhoods for participation in the NHS Program is based on the condition of buildings, the income of the neighborhood, the amount of home ownership, and the perceived ability of the residents to repay loans.

Other than through special programs such as the Neighborhood Improvement and Neighborhood Housing Services Programs, the Safety and Maintenance Inspection Division has not conducted door-to-door inspections since 1974. "Operation Chance," a concentrated door-to-door inspection program, has been replaced by inspections based on complaints and is not being considered for reinstatement due to personnel limitations and funding difficulties. (At that time there were 54 inspectors and currently there are only 31.) "Operation Chance" concentrated its efforts in the Over-The-Rhine area from 1968 until 1974 when the project was completed and the program was dismantled. "Operation Chance" was a City-funded inspection program that improved the general housing conditions in Over-The-Rhine through the elimination of substandard and dilapidated structures which were beyond repair and had a blighting influence on the neighborhood. While the City absorbed the cost of employing inspectors, homeowners paid the costs of compliance. By 1974, the cost of all improvements made in order to bring Over-The-Rhine structures into compliance totaled over 22 million dollars. There was a minimum amount of displacement, and most of the displacement that occurred was due to landlords and/or owners who were unwilling to spend the necessary funds to comply, and vacated the buildings. No new housing units were created by this program.

The major deficiencies found in Over-The-Rhine were due to poor maintenance and property abuse. Plumbing deficiencies were also major problems. Prior to the inception of "Operation Chance", a substantial number of Over-The-Rhine homes had little or nothing in the way of



bathing facilities. The program is responsible for the installation of 2,186 baths, 3,371 lavatories, and 774 toilets. 800 homes were also provided hot water.

Table 19 reflects the complete activities of "Operation Chance" in the Over-The-Rhine community.

Officials with the Safety and Maintenance Inspection Division express concern over the number of buildings in the City that are very deteriorated, but are being held for future rehabilitation. Most of these buildings may be eligible for entry in the National Register of Historic Places, but no effort is being expended for rehabilitating them and officials feel that it is only a matter of time before some of these buildings collapse. They estimate that there are about 50 buildings throughout the City that fit this category, of which about one-half are in Over-The-Rhine.

#### E. REFUSE COLLECTION

Refuse collection throughout Over-The-Rhine is handled by the City of Cincinnati's Waste Collection Division. Regular curbside collection is provided every Thursday for residences as well as businesses. While there is no limit on the amount of garbage residences may set out for pick-up, businesses are limited to a maximum of five cans or bags of garbage per week. Special trash collection of bulky items is provided on regular collection dates by calling the Waste Collection Division. Advance notice is required, however, as the Division may otherwise refuse to provide this service.

Waste Collection authorities report that there are no special problems in Over-The-Rhine, but residents and merchants indicate that there is an overwhelming amount of litter throughout the community. One problem lies in the appearance of large quantities of refuse at curbsides in high-density areas on collection days. There are also reports of people disposing of domestic refuse in commercially-owned dumpsters, and there is an increasing problem with trash generated by building rehabilitation. Many vacant lots are also particularly plagued by dumping of refuse. Authorities at the Waste Collection Division report that there currently are no plans to upgrade the level of service provided in Over-The-Rhine, however OTR residents support more on-street trash cans to help reduce the litter on sidewalks and streets.

#### F. PUBLIC UTILITIES

##### 1. Water System

The public water supply serving Over-The-Rhine is pumped from the Ohio River at California, Ohio and stored at the Eden Park Reservoir. Before distribution, water is provided treatment that meets all water quality parameters for safety. These parameters

TABLE 19  
 Over-the-Rhine Comprehensive Plan  
 "OPERATION CHANCE" PROGRESS REPORT  
 ON ACTIVITIES IN OVER-THE-RHINE  
 1968-1974

Buildings

Total Number	2,213
Number Inspected (includes some in compliance)	2,145
Number Brought into Compliance	1,421
Number Razed	268

Dwelling Units

Total Number	9,012
Number Inspected (includes some in compliance)	8,837
Number Brought into Compliance	5,500
Number Eliminated	1,396

Number of Building Code Violations Issued	23,524
Number of Building Code Violations Abated by Razing	1,870
Number of Building Code Violations Abated by Vacating	129
Total Number of Building Code Violations Abated (both by repair and by razing)	17,562

Note: "Dwelling Units" is a subgroup of "Buildings". Number of dwelling units is the number of units contained in "Buildings".

Source: City of Cincinnati, Department of Buildings and Inspections, 1982.

are known as maximum contaminant levels (MCL's), of which the Cincinnati water supply falls well below. This water quality is closely watched by several agencies, including the Cincinnati Board of Health, the County and State Boards of Health, and the State, Regional, and Federal Environmental Protection Agencies.

Water is then distributed to all areas of the City. The distribution mains that serve Over-The-Rhine are constructed of cast iron, most of which were installed between 1880 and 1940. Water Works engineers indicate that although there are no known problems with the distribution system, the water lines in Over-The-Rhine are very old and must be closely watched to detect problems. This is usually done by monitoring the frequency of maintenance that these lines require. If a particular water line is noted as requiring an unusual amount of maintenance, the problem is analyzed and that area is placed on the Cincinnati Water Works' five-year budget for water line replacements.

Water system improvements are undertaken on a problem or complaint basis. For example, if a particular water line is found to be susceptible to breakage or leaks, the line is recommended for replacement under the City's Capital Improvements Program. Regular maintenance is undertaken on fire hydrants and valves, and the Water Works Division makes the necessary repairs and bills the City's Fire Department for the cost of the repairs for fire hydrants only. Valves are maintained at the expense of the Division of Water Works.

When proposals for new construction are received and before a building permit is issued, the Water Works Division reviews the application and determines whether or not an adequate water supply will be available to serve the project. The Division also checks its records to ensure that there are no deferred assessments or tax delinquencies for the property in question.

Construction of exceptionally tall buildings may require special water pumping devices in order to serve all parts of the building. This would also depend on other factors, such as the elevation of the site, and the size and physical condition of the water main servicing the site.

The Water Works Division has just completed installation of a new water main on Broadway Street from Ninth Street to approximately Fourteenth Street. A new main has also been designed that will replace the antiquated main on Main Street between Eighth and Liberty Streets. Installation is expected in November of this year. The Division's tentative maintenance schedule for 1983 through 1985 includes plans to replace the water main along McMicken Avenue between Vine and Main Streets in OTR Central. Other water mains have been designated for replacement, although no

dates have been assigned these improvements, and Water Works personnel indicate that the funds allocated these improvements could quite possibly be spent on improvements in other areas of the City if needed. These areas are along McMicken Avenue between Vine and Ravine Streets, along Ohio Avenue between McMicken Avenue and the Ohio Avenue terminus, and along Central Parkway and Liberty Street.

According to Water Works Division officials, the City's general water needs are being met and will continue to be. Service to the present population of Over-The-Rhine is adequate, and there are no foreseeable capacity problems in serving the future needs of the target population of 15,000. Some water mains will, however, need replacement due to age and condition.

## 2. Sewer System

Combined sanitary and storm sewer systems are provided throughout Over-The-Rhine by the Metropolitan Sewer District of the City of Cincinnati. Sanitary sewer service is available to all properties within Over-The-Rhine, with main lines flowing southerly beneath McMicken Avenue, Ravine Street, Clifton Avenue, and Ohio Avenue in Mohawk; westerly beneath Liberty Street; southerly beneath Sycamore Street, Moore Street, and Lang Street; southerly beneath the portion of Vine Street that is north of Liberty Street and northerly beneath the portion that is south of Liberty Street; and westerly beneath Henry Street. All lines eventually empty into the Mill Creek Wastewater Treatment Plant, located west of Over-The-Rhine on Mill Creek and Gest Street.

Sewer lines range in size from 12 inches to 9 feet in diameter. Most of the larger sewer lines are constructed of brick or fieldstone, and lines less than 24 inches in diameter generally consist of vitrified tile pipe. Most of the lines are over 50 years old and are in fair physical condition. The maintenance program operates primarily on a complaint basis, where complaints are recorded and then investigated. There is also a general maintenance schedule that entails reviewing the number and nature of complaints recorded for each sewer line, and investigating those lines which appear to be causing the most frequent problems.

The Mill Creek Treatment Plant was completed in 1959, providing primary wastewater treatment at a capacity of 120 million gallons per day under wet weather conditions. Facilities were installed in 1979 to provide secondary wastewater treatment. The current secondary treatment capacity is 240 million gallons per day, though there are operational problems when the system reaches its capacity flow. The secondary treatment system is unable to handle solid wastes when capacity flow is reached. The problem is expected to be corrected, however, and the treatment plant is otherwise considered to be in good condition.

As of this writing, the Metropolitan Sewer District has no plans for upgrading the sanitary sewer system other than to rectify the problems being experienced with the secondary treatment process. Sewer lines in Over-The-Rhine are capable of handling the waste currently being discharged, as well as that expected to be generated by a target population of 15,000. Replacement lines will be necessary, and will be installed on an as-needed basis utilizing Capital Improvements Program Funds.

#### G. PUBLIC SCHOOLS

The public schools that serve Over-The-Rhine are administered by the Cincinnati Board of Education. Three elementary schools serve various parts of the community, and one junior high school and one senior high school serve the entire community. A school for performing arts also serves the entire area, as well as the entire City of Cincinnati.

The Peaslee School building, once an elementary public school, was closed in 1981. After much debate and community opposition to the closing, OTR residents proposed the re-use of the school as a "self help" and "community resource" building. (Community response to Peaslee School closing appears at the end of this section.) An agreement was reached between the Cincinnati Public School Board and OTR, Inc., the neighborhood development corporation, granting the opportunity to obtain the title if a major fund raising drive is successful. Proposed uses include office space, a day care center, and a meeting room for community and cultural activities.

Rothenberg School is located on East Clifton Avenue on the northeastern edge of OTR Central. There were 481 students enrolled at Rothenberg School in March of 1981, including pre-school and kindergarten students, students in grades one through six, and special education students. The school's Over-The-Rhine service area includes portions of OTR Central and the Findlay Market neighborhood.

Vine Street School enrolled 370 students in March of 1981, which includes pre-school and kindergarten students, students in the first through sixth grades, and special education students. Residents of Over-The-Rhine that attend Vine Street School live in the southern portion of Mohawk and the northern tip of OTR Central.

Washington Park School, located on West Fourteenth Street, enrolled 619 students in March of 1981. The school offers pre-school, kindergarten, and special education programs, and also enrolls students in grades one through six. The school's Over-The-Rhine service area includes the entire Washington Park neighborhood, a large portion of the Findlay Market neighborhood, and the western portion of OTR Central up to Walnut and Liberty Streets.

With the exception of Vine Street School, all of the elementary schools that serve Over-The-Rhine are located within one-half mile of each other. Rothenberg and Washington Park Schools are situated less than one-half mile apart.

Bloom Junior High School is located on Baymiller Street just south and west of the Mohawk neighborhood, outside of Over-The-Rhine. There were 569 students enrolled at Bloom Junior High School in March of 1981, in grades seven through nine and special education. This school serves the entire Over-The-Rhine community.

Taft Senior High School is located in the West End of Cincinnati, and also serves the entire Over-The-Rhine community. The school enrolled 773 students in March of 1981, which includes students in grades ten through twelve, special education, and "un-graded" students. The "un-graded" program is a State-supported (approximately 80%) work/study program for students who may lack sufficient academic credits for their appropriate grade level, and who have had problems with past instructors or law violations. These students are labeled as failure or dropout prone, and are not considered college candidates. To be eligible for enrollment in this program, a student must be at least 16 years of age, and must possess certain mathematics and reading level scores, as well as the characteristics previously mentioned. There were twelve students enrolled in the program in March of 1981.

Students in grades four through twelve who qualify for enrollment may choose to attend the School for Creative and Performing Arts, located in the old Cutter Junior High School facility on Sycamore Street within Over-The-Rhine. To qualify for enrollment, students are required to audition for the program in which they desire to pursue an education, which may include art, drama, choir, dance, instrumental music, jazz band, or creative writing. The school enrolls approximately 1,100 students from throughout the City.

The ratio of students to teachers is essentially comparable in schools throughout the City. There are two exceptions to this. Elementary schools typically have a lower ratio of students to teachers because of the greater need for individualized attention. The second exception has to do with areas such as Over-The-Rhine, where there is a high percentage of low income families. In Over-The-Rhine schools there are more teachers, and fewer students per teacher, because of a remedial learning program (funded through Title I of the Elementary and Secondary Education Act of 1965) that enables schools to hire additional staff to educate disadvantaged, low income students. Currently, the average student-teacher ratio in the City is 28 to 1.

Table 20 denotes the racial composition of the public schools that serve Over-The-Rhine, the attendance rate, and the percentages of those students enrolled who attend special education classes. The table reveals a very high percentage of Black students attending Bloom Junior High School and a relatively high percentage of White students attending

Table 20  
 Over-the-Rhine Comprehensive Plan  
 SCHOOLS SERVING OVER-THE-RHINE  
 SELECTED ENROLLMENT CHARACTERISTICS  
 MARCH, 1981

SCHOOL	PERCENT BLACK	PERCENT WHITE	PERCENT SPECIAL EDUCATION STUDENTS	PERCENT ATTENDANCE*
Peaslee School	85.72	14.28	--	88.02
Rothenberg School	85.21	14.79	9.56	85.86
Vine Street School	71.92	28.08	13.78	88.11
Washington Park School	75.41	24.59	8.72	88.53
Bloom Junior High School	92.50	7.50	8.44	68.89
Taft Senior High School	87.35	12.65	6.73	80.60

\*Percentage attendance is derived by dividing average daily attendance by average daily enrollment.

Note: Peaslee Elementary School offers no special education program.

Source: City Planning Commission, 1981, and Woolpert Consultants.

Vine Street School. These factors may be explained by noting the service areas of these schools. Vine Street School is located just outside of the Over-The-Rhine Study Area, where it serves Over-The-Rhine as well as an area that is composed of a higher percentage of White persons. Bloom Junior High School is located in the West End and serves this predominantly Black area as well as Over-The-Rhine. (The population of Over-The-Rhine is 62.5% Black.)

It may also be noted that in past years there has been lower attendance rate at Bloom Junior High than at any of the other schools. School administrators attribute this to the normal tendency for junior high schools to have a poorer attendance rate than elementary and senior high schools, primarily due to the ages of the students that junior high schools enroll. It is felt that this age group generally tends to take education less seriously than older students who attend high school, and that elementary school-age children are not as "free to choose" or as independent as junior high school-age children. It should be noted that there has recently been a dramatic increase in academics and attendance at Bloom--attributable in great measure to a recent change in school administrator.

Administrators attribute the high percentage of special education students at Vine Street School to the practice of assigning learning disability students to any nearby school that has room for these students. Since Vine Street School has a declining enrollment, it is an appropriate school in which to place these students.

Rapidly declining enrollment is currently the greatest concern for school administrators. Enrollment has declined in schools all over the City for the past several years due to a decline in the number of births and a net loss of city residents. Enrollment has declined in every school in the Over-The-Rhine area since 1965. Many of the schools in Over-The-Rhine have accepted students from nearby schools that were closed, but they still continued to decline in enrollment, although at a slower rate.

Projections indicate that Over-The-Rhine schools will continue to decline in enrollment, with the junior high and high schools experiencing the greatest drop in enrollment due to the steady decrease in elementary school students working its way through the grades. The decline is expected to stabilize in the elementary schools before it does in the upper grade schools.

School administrators indicate that although there is some discussion of further redistricting school service areas, there are no firm plans at this time. They concede that due to declining population, there quite possibly could be a decision made within the next one to three years to close an additional school in Over-The-Rhine, and they give as an example, Vine Street School. They state that Vine Street School could be closed, but maybe should not on the basis of community equity.



Continuing education currently is the extent of the school system's involvement in community programs, although administrators point out that there is potential for the schools to become more actively involved in community programming. (Appendix C.1 continued on Page 147.)

\* \* \* \* \*

## APPENDIX C.2

Written by  
Bonnie Neumeier, PTF Member  
at Unanimous Request of  
Planning Task Force  
9/21/82

### EDITORIAL

#### Education - The Community's View

The Public Schools section of the report by Woolpert Consultants contains no drastic errors of fact. However, the Over-The-Rhine Community takes exception to some very serious omissions in the report. These omissions make for some significant differences in the conclusions one can draw about the state of education in the inner-city. Much more is needed than a breakdown of the numbers and locations of the buildings and a racial description of the pupil population, although these facts do relate strongly to an understanding of the persistent segregation of inner-city pupils. Therefore, a few things need to be cleared up and a number of considerations and historical overviews added before we can see the real picture.

First, this report makes it appear that the presence of the School for the Creative and Performing Arts in the Over-The-Rhine makes it an Over-The-Rhine school. In fact, the number of Over-The-Rhine students in the school is very small, and S.C.P.A. is not a real option for most inner city students. The report shows no history behind this. The report makes no mention of the strong and effective and racially integrated group of Cutter Parents and Community people (CPA) that worked long and hard to improve the Cutter Jr. High facility and the quality of education (75-76). What resulted? The Jr. High was closed by the School Board and turned over to an alternative school (1st C.A.M.A.S. then S.C.P.A.). That followed a similar effort at Over-The-Rhine's Webster Elementary by Parents and Teachers group (W.T.P.G.-1972) to bring about improvement at the school. The School Board quickly closed the school. Nor is it reported that Peaslee Parents and the Community organized and received a School Board vote to build a new Peaslee school to replace the large old building. That building was demolished only for the Board to reverse its vote and cancel the new building.

Regarding Quality of Education, the ESEA Title I instructors who are present in inner-city schools are an important resource, but they do not carry classroom assignments. The actual class sizes in many Over-The-Rhine classrooms are often very much above the norm.

"Rapidly declining enrollment," the report says, "is currently the greatest concern for school administrators." This is obvious, as recent headlines will show. The greatest concern of parents and community, however, has been quality education, a concern which this report does not discuss and which has led to historic differences between the Board of Education and the community. These concerns are crucial for the planning process.

The report takes no measure of the quality of education available in the inner-city, and therefore ends up equating Washington Park, which is a good facility with a fine academic record, with Rothenberg, which has a miserable record in all areas. Without an analysis of these factors, the report cannot explain the community's historic opposition to school closings. The recent struggle to save Peaslee School was not an argument over buildings and walking distances, but over the quality of our children's education. Nothing is mentioned of our history of thwarted efforts or promises unfilled, nor that we have suffered 6 closings in 10 years. What other areas have suffered so?

Similarly, the report makes no attempt to analyze why enrollments in the inner-city are down. We feel that there are a number of relevant factors, and that a number of them are directly traceable to the Board action. First, quality of education is a major factor in people's choices as to where to live. Secondly, the Board of Education's open enrollment and alternative schools policy has been a drain on both the numerical enrollment and the quality of education in Over-The-Rhine schools. There are no alternative elementary schools in Over-The-Rhine, despite community requests.

There are several other factors which could be analyzed in this context. All of them tend to feed into one another. If, for example, a significant number of highly motivated students choose open enrollment or alternative programs, that will adversely affect the quality of education in a particular school, which could in turn affect the decision by a number of other parents to move to other communities. And then in turn the Board targets these Over-The-Rhine (or other low income neighborhood) schools for closing.

We question why the Board of Education chooses to juggle buildings and numbers as opposed to analyzing such factors. Our further question is whether or not the Board actually encourages the conditions it laments.

Finally the report does not report the direct interrelation between school closings and intentionally having displacement of the poor from the inner-city. Both are part of a circle that erodes a neighborhood's existence.

\* \* \* \* \*

APPENDIX C.1 (continued)

H. PARKS AND RECREATION

There are 17.2 acres of land within Over-The-Rhine that are dedicated to open space, parks, and recreation, representing 4.5% of the community's total land area. Twenty-five parks and playgrounds serve the community and adjacent areas.

The largest proportion of park and recreation facilities is located in the Washington Park neighborhood, due mainly to the presence of Washington Park itself. Pendleton ranks second in having the largest proportion of the community's parkland, followed by the Findlay Market neighborhood, OTR Central, and Mohawk.

Of the 17.2 acres of land devoted to open space, parks, and recreation, 11.4 acres falls into one of three categories -- playgrounds, neighborhood parks, and playfields. The remaining 5.8 acres is open space, such as the hillside in Mohawk. In this analysis, a playground is defined as an active public recreation area that offers children's play equipment and/or swimming, wading, or spray pools. A playfield is an active public recreation area for field sports such as baseball and outdoor basketball. Neighborhood park denotes a passive public recreation area that does not offer play equipment or field sport play areas, but does provide a usually scenic landscaped area for sitting and/or picnicking.

Of the community's 11.4 acres of playgrounds, neighborhood parks, and playfields, 3.9 acres are devoted to playgrounds, 3.1 acres are devoted to neighborhood parks, and 4.4 acres are devoted to playfields. Using standard planning criteria for recreation area sizes, and taking into account the 1980 population of Over-The-Rhine, various deficiencies may be noted. Table 6 denotes the current recreation area deficiencies in Over-The-Rhine, and the projected deficiencies based on a target population of 15,000 persons by the year 2000.

Table 21 shows that Over-The-Rhine is numerically deficient in all three categories of recreation areas, especially in the neighborhood parks category. Table 22 represents a quantitative comparison of the recreation facilities in Over-The-Rhine and those found city-wide. There are 934.6 acres of land devoted to parks and recreation throughout Cincinnati (excluding golf courses), compared to 11.4 acres in Over-The-Rhine. These figures may be translated into acres per 1,000 population, which shows that there are 2.43 acres of parkland per 1,000

Table 21  
Over-the-Rhine Comprehensive Plan  
RECREATION SPACE NEEDS

TYPE OF RECREATION AREA	SUGGESTED ACRES PER 1,000 POPULATION	1980 POPULATION (APPROX.)	EXISTING # OF ACRES	# OF ACRES NEEDED FOR 12,000 POPULATION	# OF ACRES NEEDED FOR 15,000 POPULATION
Playgrounds	1.5	12,000	3.9	18.0	22.5
Neighborhood Parks	2.0	12,000	3.1	24.0	30.0
Playfields	1.5	12,000	4.4	18.0	22.5

Source: Woolpert Consultants, 1982.

Table 22  
Over-the-Rhine Comprehensive Plan  
ACREAGE IN RECREATION  
OTR vs. CITY OF CINCINNATI

	1980 POPULATION (APPROXIMATE)	ACREAGE IN PARKS/RECREATION	ACRES PER 1,000 POPULATION
Over-the-Rhine	12,000	11.4	0.95
City of Cincinnati	385,000	934.6	2.43

Source: City Recreation Commission, 1982, and Woolpert Consultants.

residents throughout the City, and only 0.95 acre of parkland per 1,000 residents of Over-The-Rhine.

While there is some need for additional recreation facilities in Over-The-Rhine, there is a definite need for better designed, more appropriate facilities, and a proper allocation of the community's existing recreation facilities. The existing facilities are poorly designed in that they are too big or too small for their intended purposes. Many of the parks and recreation facilities consist of inappropriate equipment, such as the "tot lots" and seating areas that might have been better devoted to providing active recreation. Several other facilities are improperly allocated and have resulted in underutilized parks subject to vandalism and litter, which serves to further curtail usage of the facilities. The poor locations of several of the community's parks and recreation facilities have caused a loss in opportunity for redevelopment, which could contribute to the closure of some facilities in the future.

One of the greatest inadequacies that exists is the isolation of many of the area's tot lots. Some of these are poorly lit and lack adequate police protection, and therefore have become problem areas. These facilities have defeated their purpose of providing children's recreation space and have become gathering grounds for older children who tend to dominate and detract from the intended purpose of the areas. It also appears that these recreation areas have become associated with drug and alcohol abuse. The Cincinnati Recreation Commission and Park Board are in agreement as far as the provision of future "vest pocket" park facilities. Since they have been unsuccessful in the past, and have become "hangouts", there will be no more of these facilities provided in the future by this agency. The problem with removing the facilities at many of these parks is that a large proportion of them are federally funded and owned. In most cases, if one of these federally owned parks is removed, the government requires their replacement in-kind in the same general area. Wherever possible, the Coordinated City Plan condones the policy whereby underutilized sections of existing parks and recreation areas be returned to their natural open state, especially where high maintenance costs exceed their apparent benefits.

The Cincinnati Park Board currently has plans to upgrade recreation and open space areas within Over-The-Rhine. The Park Board proposes to use \$100,000 in Community Development Block Grant funds to this end, which is to be divided among the five neighborhoods which comprise Over-The-Rhine. Although specific plans have not been made for improvements in the Mohawk, Findlay Market, and Washington Park neighborhoods, plans are currently being developed for improvements in Pendleton and OTR Central. In Pendleton, funds have been set aside for landscape treatments and installing benches on the triangle at the intersection of Liberty Street, Reading Road, and Thirteenth Street. In

OTR Central, a public open space area located on Walnut Street just south of Mercer Street was recently improved and named "Central Park." This City property was purchased with funds granted by the Urban Mass Transit Administration, with the stipulation that the improvements made must be transit related.

Funds have also been obtained through the Urban Parks and Recreation Recovery Program to renovate Washington Park. Plans call for the renovation of existing walkways, restrooms, and bandstand shelter.

The Cincinnati Recreation Commission has plans to install basketball courts and playground equipment at a site located across Main Street from Rothenberg School. This site is located just outside of the Over-The-Rhine Study Area.

## I. SUMMARY OF FACILITIES AND SERVICES ISSUES

1. Most of the non-local traffic in Over-The-Rhine is carried by Liberty Street, Central Parkway, Reading Road, and Vine Street. Because of the traffic volumes associated with these streets and the nature of the traffic along them, they should serve as the focus for non-local-serving types of development. Non-local traffic should be minimized in residential and local commercial areas.
2. Two factors must be addressed to ensure adequate fire protection. First, and perhaps most important, is the dilapidated conditions of many OTR residential structures. Second, access improvements are needed in Over-The-Rhine. Streets recommended for widening are located in Mohawk and include Emming and Klotter Avenues, Mohawk, Conroy and Renner Streets. Improvements to turning radii are needed on Renner Street and at the intersection of Hamer and Huber Streets. Adequate turn-around space should be provided at the terminus of Woodward Street in OTR Central, and at the termini of Klotter and Emming Avenues in Mohawk.
3. There is a need to increase the supply of off-street parking for businesses and residences without stimulating rampant demolition and prompting displacement of residents. Solutions to off-street parking shortages should be geared to the massing of buildings and shared use of parking facilities by groups of businesses and apartments, and control over both speculative parking lot creation and the creation of individual, separately owned parking lots.
4. Several facilities within Over-The-Rhine are considered parking "hot spots" because of the level of patronage the facilities receive and the insufficiency of parking facilities. These parking "hot spots" are as follows: Findlay Market, including the HUBS Center; the Ohio Bureau of Employment Services; the court house area, including



the Alms and Doepke Building; the Ohio College of Applied Science; the Music Hall; the School for the Creative and Performing Arts; and Vine and Main Streets. Mixed-use areas are "hot spots" to a degree because of the dichotomy of needs (businesses and residences) that exist in these areas. Special attention to these areas will be necessary in developing Neighborhood Improvement Plans for Over-The-Rhine.

5. Landscape treatments for off-street parking lots can help to make unsightly parking areas more attractive without jeopardizing safety. To ensure that privacy as well as security is achieved, peripheral planting strips might consist of low shrubs and shade trees with a canopy height of no lower than about eight feet. This would allow a clear space of about five feet between the tops of shrubs and the canopies of trees. Where more planting space is available, mounding is an effective technique when used in conjunction with shade trees and ground cover or grass. The use of ground cover also helps discourage pedestrian traffic in areas where it is necessary to define private space.

The use of plant materials can also help to define and associate certain spaces with other spaces, such as parking lots with buildings. If parking areas are tied to particular buildings, they are seen as one rather than separate, and a private property statement is made. Plantings can also improve the visibility of parking areas, making them easier to locate, while at the same time, serving to screen unattractive views of parked cars. It should be stressed that if trees are used as a landscape element, they should not be situated within 30 feet of an intersection so that sight distances from vehicles are not interrupted.

In general, the introduction of street plantings and other streetscape improvements can serve to improve the quality of life in an area, and it is felt that security will be improved as a direct result.

6. There are opportunities to create off-street commercial loading/unloading areas through the use of alleys and clearance of vacant, deteriorated structures. The use of alleys for loading space may necessitate improvements to turning radii to and from alleys, and restriction of some alleys to one-way traffic. Coordination with alley parking will also be necessary.

Vacant, deteriorated structures also present a reuse opportunity for providing off-street loading/unloading facilities. In a row of structures, there may be an opportunity to crop out one or two shells to install loading platforms or merely loading space for one or more commercial structures. In doing so, it is important to take into account the potential longevity of the businesses needing the space. The most successful opportunities will be presented by

those businesses that appear to retain demand for their goods and services in unstable economic times. A good example of this type of business is a grocery store. Several businesses pooling their resources to provide a common loading/unloading area is another viable technique that may be used.

7. Replacement of the existing streetlights in the Washington Park neighborhood with high pressure sodium lamps is planned in an effort to reduce the crime rate in that area. While it is expected that this type of lighting will effectively reduce the crime rate, the aesthetic impact on the neighborhood will likely be negative. The character of the neighborhood does not lend itself to modern, high intensity lighting. A preferred option would be to integrate lighting into the environment so that the area takes on the appearance of being people-oriented rather than automobile-oriented. Tall, bright streetlights are traditionally associated with vehicles, and provide intense, overall illumination; while streetlights that are elevated just beyond human reach and that highlight critical pathways rather than illuminate an entire area are traditionally associated with people. Higher-activity nodes should be provided with a slightly higher level of illumination.
8. In order to upgrade alley lighting in the absence of sufficient rights-of-way, it will be necessary to use either City funds or assess the individual property owners for the cost of installation. Federal funding for this project is not feasible due to the involvement of private property. The Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 requires that if federal funds are involved, the owners of the property upon which streetlights would be situated must be offered just compensation in the form of a fair market value payment for the property that is to be taken.
9. There is potential for the City to claim three vacant, tax delinquent buildings in Washington Park and three in Mohawk, and encourage their reuse, which would help to reduce the threat of arson and vandalism. There are 25 tax delinquent buildings throughout Over-The-Rhine. Of these, six are vacant and contain 15 housing units, and could be acquired by the City. The usual procedure for acquiring delinquent property is as follows:

If a property owner is delinquent in payment of property taxes for a period of one year, notice is given to the local newspaper by the County Treasurer and Auditor in December. If the delinquent tax is not paid by the following June, the County Prosecutor notifies the owners that they have 28 days to pay the taxes or forfeit the land. If the tax is still not paid, the prosecutor gives the notice to the sheriff who then serves immediate eviction to the owner and/or resident. The property is then auctioned off to the

public. The bidding price starts at the amount of delinquent tax due plus the amount of court costs. If there are no offers on a parcel, the Auditor moves on to the next parcel. After the remaining parcels in the City have been offered for sale, the Auditor then starts the cycle again, at which time the bidding starts at a minimum price of five dollars. The owner has until the new owner receives the deed to reclaim the property and pay the back taxes. If, for any reason, any property is not sold, then the property is given to the State of Ohio.

Under the State of Ohio's Land Reutilization Program, all "nonproductive land"\* that is tax delinquent and has been offered for sale but not sold because a minimum bid was not received, may be sold to the City. The City may then either sell the land for at least its fair market value, or retain the land for public use. Under the Land Reutilization Program, the City need not pay for the land until it has resold it. The local Neighborhood Development Corporation (NDC) can be an effective vehicle for acquiring vacant tax delinquent buildings and properties, which can then be used for preservation and rehabilitation activities. Buildings can then either be retained by the NDC for use as a revenue source, or be resold, either as below market rate housing or as market rate housing, office, or other commercial property. In this way, blighting vacant properties that also serve as a target for arson and vandalism can contribute to an overall plan for redevelopment and strengthen the area's tax base.

On the other hand, a tax payback plan could be instituted to encourage private ownership. A tax payback plan allows tax delinquent property owners to gradually amortize their back taxes according to a set schedule. Owners may forestall tax foreclosure provided they continue to steadily repay their back taxes over time.

10. Boarding/sealing is an effective device for securing vacant buildings. This practice involves closing vacant buildings with wood, sheet metal, wire screening or other materials (depending on the level of security needed or whether or not the building will eventually be demolished) to prevent or limit structure access. Boarding/sealing is recommended when a property will ultimately be rehabilitated and there is a need to secure the deteriorating structure in order to reduce the threat of arson and vandalism. The technique should also be used when clearance is not feasible and/or is very expensive.

\*Note: "Non-productive land" is land upon which there are either no buildings or structures, or buildings that are unoccupied and upon which land the City has instituted proceedings for the removal of the building because of its insecure, unsafe, or structurally defective condition.

The City may collect the total costs incurred in removing or securing unsafe or vacant buildings. These costs represent a lien upon the affected land, and are either collected as other taxes and returned to the City, or the total costs may be recovered from the owner by commencing a civil action.

11. Because of the tendency to dump refuse on vacant lots, especially in Mohawk where there are many vacant lots due to steep slopes, there is a need to program uses for these lots. Those lots that are immediately developable should be cleaned and reserved for low-density housing infill. Those that are not immediately developable could be land banked and used as sites for community uses such as neighborhood parking or urban gardens. Urban gardening can serve as a long-term holding measure for vacant lands that will not have structures built upon them in the foreseeable future.

Other vacant lots containing debris should be cleaned, and fences or other barriers such as railroad ties should be erected to limit pedestrian egress. If barriers such as these are deemed too expensive, the least that should be done is to post signs stating that trespassing and dumping are prohibited. If the vacant lots are City-owned, this too should be indicated as a deterrent to trespassing and illegal dumping.

12. Because most of the water and sewer lines in the community are old and eventually will be in need of replacement, and because many streets are in poor physical condition, future street rehabilitation and streetscape programs should be coordinated with infrastructure improvements to minimize public expenditures and improve the appearance of the community.
13. Although there is a quantitative deficiency in the acreage devoted to parks and recreation in Over-The-Rhine, the supply of recreation facilities is not as it would appear. This is because of the proximity of Over-The-Rhine to other recreation facilities outside of the Study Area. Parks such as Fairview, Bellevue Hill and Jackson Hill, which are located outside of the Study Area, all are within easy walking distance of many Over-The-Rhine residents, especially those in Mohawk and OTR Central. In this respect, the area's parks and recreation facilities are situated well, since Mohawk and OTR Central contain the smallest proportion of park acreage in Over-The-Rhine.

The recreation deficiencies in Over-the-Rhine are more of a qualitative variety -- isolation, poor allocation, poor lighting, and inadequate police protection -- that need to be addressed before additional facilities become a consideration.

In order to encourage use of the community's open space areas, streetscape improvements could be utilized as a way to attract attention to those areas that go unnoticed. Attracting greater usage could serve to curtail loitering and vandalism.

14. There is potential for reuse of Peaslee School, possibly for public space. If there is a possibility of the building being reopened for use as a school, then public use of the building should be encouraged as the interim use. An issue continuing to face the community is the threat of even more school closings.

## APPENDIX D

### SOCIAL AND HUMAN SERVICES

#### A. INTRODUCTION

The social and human service agencies listed below were identified by the Information and Referral service of the Community Chest of Greater Cincinnati. It is, at the time of this writing, a complete listing. Each agency has verified the information/services provided. The agencies are discussed in alphabetical order (it is not a ranking). The purpose of the human services component of this plan is to identify service providers in the OTR area and identify the service needs facing the OTR community.

#### B. SOCIAL AND HUMAN SERVICE AGENCIES

- \*1. Alcoholic Drop-Inn Center/Shelterhouse  
217 West 12th Street

Offers food, shelter, alcoholism counseling service, "drop-in" service for alcohol abusers, residential treatment for alcohol and other drugs, personal and peer counseling for residents, and general emergency assistance.

2. Boys/Girls Club of Greater Cincinnati (Executive Office)  
1621 Logan Street

Offers administrative, management, and/or consultive assistance to five area Boys/Girls Clubs.

3. Bureau of Employment Services  
1821 West Central Parkway

Employment/Unemployment Assistance

4. Community Action Commission Central Basin Outreach Center  
19 West Elder Street

Provides emergency food and rental assistance, employment and educational assistance, community organization, weatherization/HEAP (Heating and Energy Assistance Program) assistance, and information and referral services.

\*Agencies interviewed in depth for Section C, page 160.

5. Community Action Commission Parent/Child Center  
34 Green Street  
  
Offers early childhood development training.
6. Christ Child Day Nursery  
112 Findlay Street  
  
Provides pre-school day care, full day care, subsidized day care, and full educational programs.
- \*7. Cincinnati Area Senior Services, Inc., OTR Senior Center  
1720 Race Street  
  
Provides individual counseling, information and referral services, nutrition programs, health care, shopping services, escorting, recreational programs, housing assistance, advocacy, shared housing and social development programs. Services are for senior citizens.
8. Cincinnati Recreation Commission, OTR Recreation Center  
1715 Republic Street  
  
Offers recreational activities and senior citizens groups.
- \*9. Cincinnati Vet Center  
31 East 12th Street  
  
Provides job finding, referral and placement, job counseling, assistance with Veterans benefits, education guidance and academic counseling, readjustment/delayed stress counseling, marriage and divorce counseling, family supportive and peer counseling, and information and referral services.
10. City Gospel Mission  
1419 Elm Street  
  
Offers spiritual counseling, lodging for transients, clothing distribution, emergency food assistance, meals served on site, alcohol and drug counseling, marriage counseling, children's activity groups, homemakers program, outpatient counseling, and legal and medical advocacy programs.
11. Cincinnati Metropolitan Housing Authority (CMHA)  
16 West Central Parkway  
  
Provides 21 rental units in OTR, rental assistance, social service, budget counseling, housekeeping program, and information and referral services.

12. Elm Street Clinic/Cincinnati Health Department  
1525 Elm Street
- Provides medical, OB-GYN, family, podiatry, allergy and social services. The building also contains the Vital Statistics office for birth and death certificates.
- \*13. Emanuel Community Center/Child Care  
1308 Race Street
- Offers child care, protective day care, after school programs, recreational programs, counseling, emergency food and shelter, GED programs, social development/social adjustment programs, and advocacy.
14. Free Store/Food Bank  
112 East Liberty Street
- Provides emergency food and clothing, emergency furniture and an apartment listing service.
- \*15. Friendship Center/Teen Challenge  
1410 Vine Street
- Offers alcohol and drug counseling, peer counseling, religious counseling, counseling for offenders, ex-offenders, and religious and spiritual activities.
16. Hamilton County Department of Human Services  
(Formerly, Hamilton County Welfare Department) (Food Stamps)  
1821 Elm Street
- Administers Food Stamp Program.
17. Hamilton County Department of Tuberculosis Control  
1638 Central Parkway
- Provides TB prevention and detection services, inpatient medical care, and outpatient medical care.
- \*18. HUB Services  
19 West Elder Street
- Offers adult education, neighborhood planning, coordination and development, free store, library, and Notary Public services. Administers VITA (Volunteer Income Tax Assistance) Program.



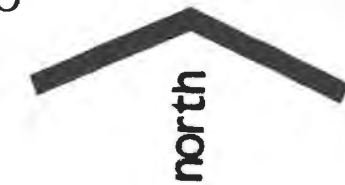
19. LeBlond Boys/Girls Club  
1621 Logan Street  
  
Provides tutoring, special educational assistance for the disadvantaged, personal counseling, youth activity groups, and physical education activities.
20. Memorial Child Development/Community Center  
1607 Mansfield  
  
Provides Day Care, emergency assistance, counseling services, neighborhood and community organization, and social development programs.
21. Prince of Peace Lutheran Church  
1524 Race Street  
  
Offers pre-school/kindergarten, (half-day and full day), counseling, advocacy, Clinical Pastoral Education.
- \*22. Salvation Army/Family Services  
1112 Clay Street  
  
Provides emergency food and shelter to women and children, family and individual counseling, camp for children, intake services for the men's rehabilitation center, adult day care, and social development program for youth and adults.
- \*23. St. John's Social Services Center, Inc.  
123 East 13th Street  
  
Provides emergency assistance, support counseling, advocacy assistance, thrift store, soup kitchen list, job training program for women, and sandwich program.
- \*24. Volunteers of America, Cincinnati Branch  
1340 Clay Street  
  
Offers sheltered remunerative employment, collection and distribution of clothing, household furnishings and appliances, disaster relief services, self-help group for alcoholic transients, and a halfway house for ex-offenders.
25. YMCA Central Branch  
1105 Elm Street  
  
A membership organization which offers Youth Programming, recreation, leadership skills, counseling, and day and resident camping.

# OVER-THE-RHINE Comprehensive Plan

## social services

City Planning Department, City of Cincinnati

plate 15



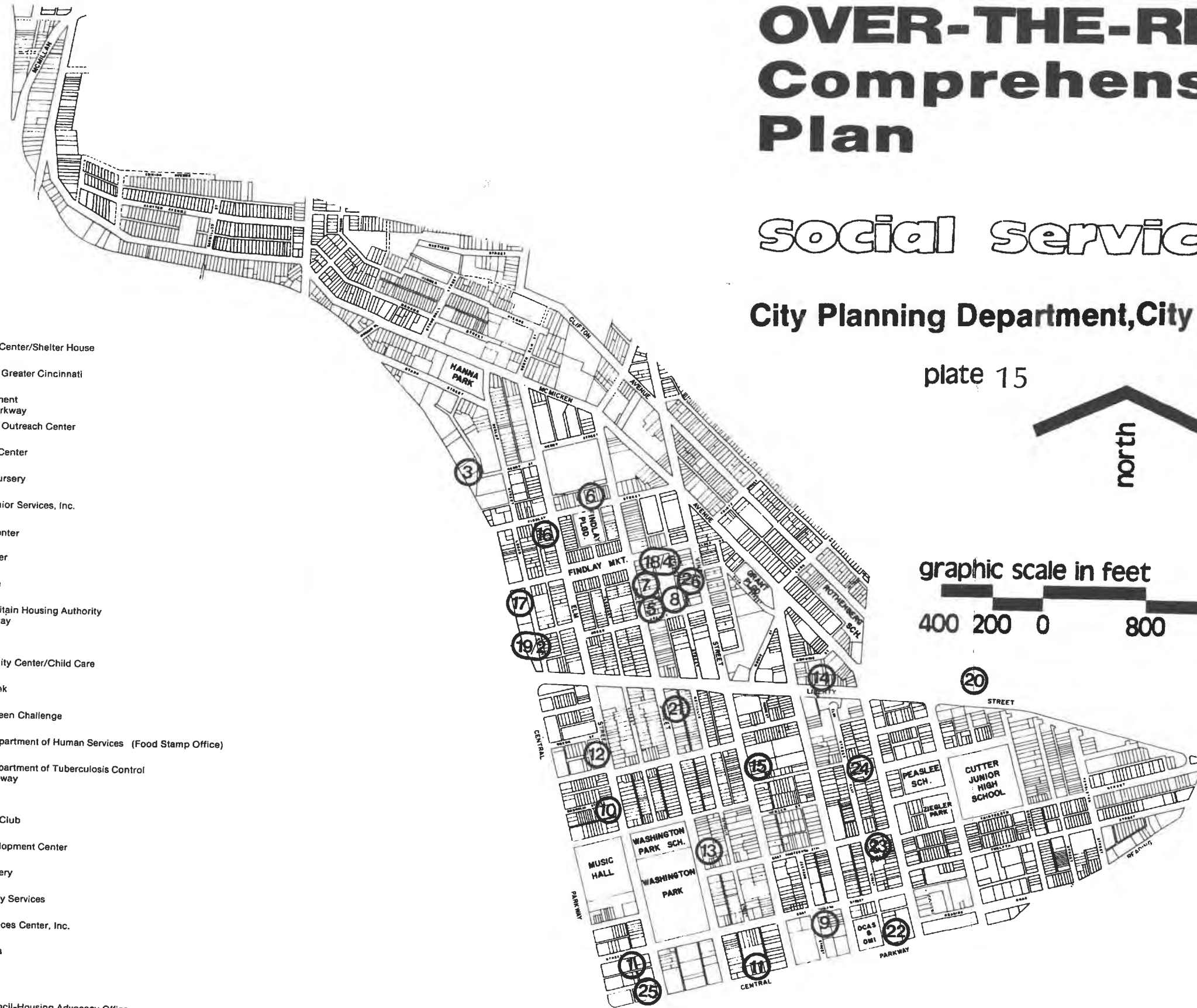
graphic scale in feet

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### SOCIAL SERVICES

- 1 Alcoholic Drop-In Center/Shelter House  
217 W. 12th St.
- 2 Boys/Girls Club of Greater Cincinnati  
1621 Logan St.
- 3 Bureau of Employment  
1821 W. Central Parkway
- 4 CAC Central Basin Outreach Center  
19 W. Elder
- 5 CAC Parent/Child Center  
34 Green St.
- 6 Christ Child Day Nursery  
112 Findlay St.
- 7 Cincinnati Area Senior Services, Inc.  
1720 Race St.
- 8 OTR Recreation Center  
1715 Republic St.
- 9 Cincinnati Vet Center  
31 E. 12th St.
- 10 City Gospel Mission  
1419 Elm St.
- 11 Cincinnati Metropolitan Housing Authority  
16 W. Central Parkway
- 12 Elm Street Clinic  
1525 Elm St.
- 13 Emmanuel Community Center/Child Care  
1308 Race St.
- 14 Free Store/Food Bank  
112 E. Liberty St.
- 15 Friendship Center/Teen Challenge  
1410 Vine St.
- 16 Hamilton County Department of Human Services (Food Stamp Office)  
1821 Elm St.
- 17 Hamilton County Department of Tuberculosis Control  
1638 W. Central Parkway
- 18 HUB Services  
19 W. Elder St.
- 19 Le Blond Boys/Girls Club  
1621 Logan St.
- 20 Memorial Child Development Center  
1607 Mansfield
- 21 Prince of Peace Nursery  
1524 Race St.
- 22 Salvation Army/Family Services  
1112 Clay St.
- 23 St. Johns Social Services Center, Inc.  
123 E. 13th St.
- 24 Volunteers of America  
1340 Clay St.
- 25 YMCA  
1105 Elm St.
- 26 OTR Community Council-Housing Advocacy Office  
1713-15 Vine Street



26. Over-The-Rhine Community Council  
1713-1715 Vine Street

Housing Advocacy Office. Non-profit organizing group working with individuals; tenant/landlord issues; housing rights.

C. NEEDS AND ISSUES

The human service delivery needs of the OTR community were identified in telephone interviews with 26 social service providers. Nine agencies (represented in Part B with an asterisk) were interviewed in-depth to compile the following profile. The order in which the needs are discussed indicates the priority as seen by service providers.

HOUSING

The greatest demand in OTR is for affordable, sanitary, housing. The Cincinnati Metropolitan Housing Authority waiting lists for subsidized housing are lengthy and the number of subsidized units available are not sufficient to meet the need.

EMPLOYMENT

Unemployment continues to be high in the OTR community. The lack of employment, even minimum wage or part-time jobs for OTR residents, acts to intensify the problems of daily existence.

EMERGENCY FOOD AND SHELTER

Due in part to the lack of affordable sanitary housing, and little prospect for employment, the need for emergency food and shelter has increased. The agencies currently offering emergency food and shelter feel the demand necessitates expanded operating hours to include evenings and weekends, as well as requiring additional services of this type.

ADULT DAY CARE/RESIDENTIAL CARE

Adult day care to provide daily shelter, meals, and programming in addition to residential care for persons deinstitutionalized or requiring ongoing medical psychological care is also perceived by service professionals as an immediate need for OTR residents.

ACCESSIBLE MEDICAL CARE

Easily accessible and timely medical care continues to be an unmet necessity in OTR. Clinics located in the area are working at capacity and appointments are being made with a one or two week waiting period. The nearest emergency medical attention for OTR residents is University Hospital Emergency Room to which transportation is a prevalent problem.

## COORDINATION OF SERVICES

Frequently expressed by service providers was the need for coordination among agencies. A centralized resource to provide Information and Referral from a complete directory of OTR human services could go far in filling this gap. At the time of this writing there is an effort underway by the Greater Cincinnati Coalition for the Homeless to compile such a directory. It would also serve the purpose of identifying any duplications of assistance efforts.

## SUMMARY

The need for human services of all types has increased drastically due to continued unemployment and lowering of living standards in general. However, the actual number of agencies serving the community has decreased steadily in the last several years. Improved coordination of existing services, as noted above, will do much to improve efficiency of service delivery; but, it is obvious that additional service agencies will have to be provided in OTR if the existing need is to begin to be adequately met.

## APPENDIX E

### Introductory Note

Appendix E consists of two sections.

Section I, written by Woolpert Consultants, is called "Architectural Resource Clusters." It contains proposals for study areas of local historic districts and proposed guidelines for those areas.

Section II is written by the Over-The-Rhine Community Council and Coalition against Historic Districts. It contains the community's viewpoint in opposition to Historic Districts, both national and local.

## APPENDIX E/SECTION I

### ARCHITECTURAL RESOURCE CLUSTERS

#### A. INTRODUCTION

Over-The-Rhine's bountiful stock of historic and architecturally significant buildings is recognized as one of the community's valuable assets. The 1978 Cincinnati Historic Inventory, performed by the Miami Purchase Association and the City Planning Commission, states that ".....from an architectural point of view, this area is recognized as exhibiting the greatest collection of Italianate styled buildings in the United States." The fact that so many examples of not only Italianate, but of Queen Anne, Greek Revival, Beaux Arts and Second Empire architecture still exist within this densely built area is due less to the efforts of preservationists and architectural historians than to the community's history of resistance to demolition and displacement. The community's initiatives have included the passage of several ordinances: The Interim Developmental Control District (IDC) and the Neighborhood Housing Retention Ordinance (NHR), and other public actions. It is to the community's credit that many of the historic buildings have survived.

In recent years, however, several important trends emerged, which will affect the significant structures of Over-The-Rhine. The first of these is the emergence of a growing redevelopment market in Over-The-Rhine.

In the southern section of Over-The-Rhine, south of 12th Street along Central Parkway and in the southwestern section of Pendleton, stretches of buildings have fallen to the developer's wrecking ball for automated parking lots that serve the downtown business district and the Justice Complex. In other areas of Over-The-Rhine, many demolitions have been done by the City of Cincinnati razing abandoned buildings.

A second trend is a renewed interest not only in Cincinnati but across the nation in the preservation and rehabilitation of older buildings. A number of structures within Over-The-Rhine either have recently been rehabilitated or are currently undergoing that process. Recent federal legislation granting tax breaks to rehabbers should tend to fuel this trend. In addition, the Over-The-Rhine area has been recently placed on the National Register of Historic Places. A third trend is the emergence of a large segment of the OTR community which is opposed to the designation in the belief that it feeds speculation and displacement of the poor.

It falls to the Over-The-Rhine Comprehensive Plan to address these trends through the formulation of development plans and strategies which are sensitive to community needs and conditions, as well as the area's rich and diverse architectural character. Due to this diversity and the sheer geographic size of the Over-The-Rhine community, it is very doubtful that a single set of plans and strategies could possibly hope to be sensitive to all of the area's needs and existing conditions.

## B. PURPOSE

The purpose of this section is to identify a series of "architectural resource clusters", for which individual sets of plans, strategies and conservation guidelines will be tailored. The concept of identifying clusters of architectural resources rather than treating the community as a whole recognizes the tendency for more than one factor to be involved in the creation of "historic" areas. In addition to the architectural significance of the individual structures, such determinants as land use patterns, visual character, building and infrastructure conditions, continuity, and community needs come together in unique ways at different locations throughout the community with the result being that no two clusters are alike. Once this is recognized, the various architectural resource clusters present in Over-The-Rhine can be identified.

The goals of the architectural resource clusters and their individual conservation guidelines shall be:

1. To recycle vacant/underutilized buildings while retaining or improving their aesthetic character, historic continuity and economic efficiency;
2. To maintain the community's dense, historic context and scale;
3. To preserve and/or "sympathetically" renovate architecturally and historically significant building facades;
4. To stimulate private market investment in preservation and restoration; and
5. To create an environment in which examples of Over-The-Rhine's original architecture can be preserved and utilized in a contemporary context.

## C. PROCESS

During the summer of 1981, the Cincinnati City Planning Department staff conducted a building-by-building architectural significance survey of the entire Over-The-Rhine community. Each structure was evaluated on its exterior merits and assigned to one of the following five categories of significance:

1. NATIONAL REGISTER - Buildings that are associated with persons or events that have historical significance; buildings that embody the distinctive characteristics of a type, period or method of construction; buildings that possess high artistic values or that represent the work of a master. Buildings assigned to this category were limited to those already listed on the National Register of Historic Places.

2. **OUTSTANDING** - Buildings that are unusual to Over-The-Rhine and maintain the community's historic character. These structures are excellent examples of a style of architecture, building type, or period of time.
3. **SIGNIFICANT** - Buildings which represent good examples of a style, building type or period. These buildings have essentially retained their original materials and design and contribute to the community's sense of time and place.
4. **COMPATIBLE** - Buildings which contribute to the historic character of the community, but which do not represent outstanding or significant examples of architecture. These buildings should be of similar materials, scale and detail as the rest of the surrounding area.
5. **INCOMPATIBLE** - Buildings which detract from the historic character of the area. Incompatible buildings are out of scale with their surroundings or were built during a later period than most of Over-The-Rhine's buildings. They may also be otherwise significant structures which have been substantially altered over the years, to the point where their original designs have been lost. As a result of the architectural significance survey, Over-The-Rhine's 2,225 structures were divided as follows:

13	NATIONAL REGISTER STRUCTURES	0.6%
39	OUTSTANDING STRUCTURES	1.8%
1,270	SIGNIFICANT STRUCTURES	57.1%
212	COMPATIBLE STRUCTURES	9.5%
<u>691</u>	<u>INCOMPATIBLE STRUCTURES</u>	<u>31.0%</u>
2,225	TOTAL STRUCTURES	100.0%

These figures clearly support the contention that Over-The-Rhine is too large and diverse a community to be treated in any plan as a homogeneous architectural entity. In this area, where over 1500 (69%) structures have at least some degree of architectural significance, it becomes necessary to consider the other factors listed in the first section in order to identify the community's "clusters" of unique architectural resources. Therefore, the locations and the boundaries of Over-The-Rhine's existing architectural resource clusters were determined based upon these criteria:

1. The character of usage of land and buildings within the cluster.
2. The proportion of original building facades which are intact (either as originally built or with only minor and sympathetic alterations).
3. The extent to which block faces within the cluster have relatively continuous facades.



4. The potential for the preservation and productive use of land and buildings within the cluster.
5. The nature of the local real estate market.
6. The degree of visual prominence exhibited by the cluster.
7. The degree of architectural and/or historic significance of the buildings within the cluster.

#### D. ARCHITECTURAL RESOURCE CLUSTERS

By applying the criteria described above to Over-The-Rhine, it was possible to identify a total of sixteen separate architectural resource clusters. The following section presents each of these clusters, grouped by neighborhood, describing the areas they encompass (the exact boundaries of each cluster are recorded on maps kept by the City Planning Department) and the manner in which they fulfill the selection criteria. In this respect, it is not the intent of this section to detail the specific conservation and rehabilitation guidelines for individual structures since this has already been done in the Secretary of the Interior's Standards for Rehabilitation and other documents in the possession of the City Planning Department. Since each of these architectural resource clusters is a distinct entity with a character unlike that of any other cluster, this section focuses on the planning and development issues which affect the cluster and which should be reflected in the Neighborhood Improvement Plans and the conservation guidelines for the cluster. The architectural resource clusters are as follows:

##### 1. Mohawk Neighborhood

###### a. Upper McMicken Avenue Residential Area

- Lines the south side of McMicken Avenue from Merit Street to Freeman Avenue, and the north side of McMicken from Merit Street to Baymiller Street. The cluster is only one lot deep on either side of McMicken Avenue.
- This area represents the largest accumulation of "significant" residential structures in Mohawk.
- The southern side of McMicken Avenue exhibits a very solid blockface. Although the north side of the street is punctuated by vacant lots, there is room for infill.
- A substantial proportion of the original building facades are either intact or are capable of being restored.
- The cluster is composed almost exclusively of two-family and multi-family structures originally built as working-class dwellings.

- The area has a relatively low vacancy rate.

This resource cluster represents the largest exclusively residential area in Mohawk. As such, it can and should be an anchor to future residential redevelopment in the upper portion of the neighborhood. Since the cluster was originally developed as a two-family and multi-family working class area, any infill along the north side of McMicken Avenue should be designed to reflect this character. The cluster has a functional, if not visual, relationship with the playground located at the corner of McMicken Avenue and Baymiller Street. Any future improvements made to this playground should be oriented toward the McMicken Avenue side in order to take full advantage of the significant architecture found in this cluster. Finally, there are several large warehouse structures at the western end of the cluster which represent a unique opportunity to anchor the cluster and, at the same time, to permit adaptive reuse as loft residential structures.

b. Mohawk Place

- This cluster is centered around the intersection of McMicken Avenue and Mohawk Place, and is bounded generally by Central Parkway on the southwest, Mohawk Street on the northeast, Stonewall Street on the southeast, and an irregular line on and near Byron Street on the northwest.
- This is the only area of mixed residential/commercial land uses in Mohawk.
- Located at the point of entry to Over-The-Rhine for southbound parkway traffic, this area has a high degree of visual prominence.
- There are few vacant buildings or storefronts in this area. The cluster is the center of pedestrian and vehicular activity as well as being a visual focal point. The area has the highest density of commercial and residential uses in Mohawk.
- There are a significant number of facades in or near their original states. Most of these are arranged in continuous blockfaces, especially near the main intersection.
- The Imperial Theatre has the potential to serve as a community focal point.

Commercial revitalization in Mohawk Place is important, since it could serve as a catalyst for rehabilitation and conservation in Mohawk's residential areas. This highly visible space is the only area in Mohawk which approaches the level of density and type of mixed-use development found in the lower portions of Over-The-Rhine. There is a heavy amount of truck and bus traffic through the main intersection at the present time. Any redevelopment or rehabilitation in Mohawk Place should be aimed at reestablishing the "neighborhood marketplace" atmosphere and at improving the visibility of retail commercial uses. These retail uses should be clustered around the main intersection and should be encouraged to utilize as great a proportion of ground-floor space as is possible.

c. McMicken Avenue Industrial Area

- This cluster takes in the majority of the Mohawk neighborhood south of Stonewall Street. The only areas south of Stonewall that are excluded from this cluster are those fronting on Central Parkway and Findlay Street, and the small residential areas along Renner and Mohawk Streets to the north of the cluster.
- This cluster is one of Cincinnati's oldest and most historic industrial areas. Originally attracted by the presence of the Miami and Erie Canal, many industries located here, including a number of Over-The-Rhine's German breweries.
- The area contains several buildings rated as having "outstanding" architectural characters. There are also spots where the architectural significance survey could be expanded to contain more "compatible" and "significant" designations.
- The area is composed entirely of warehouse and industrial uses except for a small residential cluster in the center, on Elm and Dunlap Streets just south of McMicken Avenue.
- The area is still actively used for industrial purposes, although there does exist the potential for reuse of several structures within the cluster.

This cluster contains a number of excellent architectural examples not found elsewhere in Over-The-Rhine. It also displays the remnants of the neighborhood's original German culture in the several brewery buildings still standing. Any future land use in the neighborhood should be restricted to active industrial operations which are in character with the

scale of existing uses. The cluster suffers from several problems at the present, included among them relative isolation and lack of visibility to the public, as well as circulation problems for the large trucks which make deliveries to the various industrial establishments. It will also be necessary to allow the consolidation and expansion of existing industrial uses in the future if the continued operation of these establishments is to be insured. This consolidation and expansion should be restricted to improvements which are in character with the area. New structures should be discouraged, and the reuse of existing buildings accommodated, if at all possible. Parking and circulation improvements should also be sensitive to the architectural character of the area. The residential pocket in the center of this cluster contains several "significant" and "outstanding" structures.

## 2. Findlay Market Neighborhood

### a. Findlay Market

- This cluster surrounds the historic Findlay Marketplace and is bounded by Campbell Street on the west, an irregular line just north of Green Street on the south, Republic Street on the east, and an irregular line between Elder and Findlay Streets on the north.
- Findlay Market is one of the last old-style, open-air market places in the City, and the only one which includes a market building.
- The market square has been the center of commercial activity in the neighborhood and Over-The-Rhine for over 125 years. The market area has been intimately associated with the German culture over the years.
- Land uses in this cluster are compatible, since most buildings have commercial uses on the ground floor and residences above.
- Most of the clusters' structures are rated as having "significant" architecture, while the market building itself is on the National Register of Historic Places.
- Predominant architectural styles are Greek Revival, Italianate, Queen Anne, and Second Empire. Although many of the first floor commercial facades have been altered, the original styles still are evident and could be restored. Most facades are either brick or cast iron.

- Most of this cluster exhibits very solid blockfaces. Building heights are primarily within the 3-4 story range.
- There is some vacant commercial and residential space around the market.

The Findlay Market commercial area is currently undergoing a slow and steady transition from a community-serving business area to a regional attraction. As a result of this change, special care should be taken in the future to ensure that the significant architectural characteristics of the cluster's structures are not compromised by renovations and changes which are made to the buildings. These changes are most likely to include false facades, especially on the ground floor, and new commercial signage which is out of scale and character with the historic nature of the area. In reviewing and managing the renovation of individual facades around the market, several points should be watched: first, the rhythm of the individual storefronts should be maintained, even if one establishment takes in several storefronts; signs should be incorporated into the storefronts and not allowed to project from the facades; and individual window displays should be oriented toward the display of merchandise rather than the paper signs which now predominate.

The location and efficient functioning of commercial support facilities such as off-street parking areas will also be extremely important to this cluster in the future. Special care must be taken to ensure that these areas do not erode the area's character and that efficient pedestrian links are made between the Marketplace and the parking areas. Improvements need to be made to the pavement around the market itself so as to better relate the different architectural styles of the market building and the surrounding commercial structures.

b. Residential Area

- This architectural resource cluster lies directly south of the Findlay Market commercial cluster, and shares a common border on the north. The cluster extends to Liberty Street on the south, Republic Street on the east, and as far west at one point as Logan Street.
- Land uses in this area are basically compatible. Multiple family residences predominate, with some ground floor commercial uses evident.
- Structures are mostly attached and semi-attached row-houses. Constructed in Italianate and Greek Revival styles, they are generally smaller and plainer than the commercial buildings to the north, around the Market Place. Practically all of these buildings are constructed of brick.

- The cluster exhibits very solid blockfaces along Race and Elm Streets. Although these blockfaces are somewhat more interrupted along the interior streets, the character of the area is not compromised.
- Most of the structures in this cluster are classified as having "significant" architectural character. Most of the original facades are relatively intact, with steel fire escapes being the most common exterior alterations.

This cluster currently faces the potential for land use change on at least two of its borders: the west, near Central Parkway, and the south, along Liberty Street. Care should be taken to ensure that any future redevelopment along these edges does not erode the residential quality of this cluster. Redevelopment within the cluster should also respect the row-house style of construction which currently predominates in the area.

Together with the Elm Street and Race Street residential clusters to the south in the Washington Park neighborhood, this cluster comprises one of the largest and most stable residential areas in all of Over-The-Rhine. Unfortunately, this residential area is bisected from east to west by Liberty Street. This condition should be recognized in future planning and redevelopment efforts, and attempts should be made to both visually and functionally reunite this residential area if possible.

c. Vine Street Corridor

- This cluster, which extends across Vine Street into the OTR Central neighborhood, is bounded on the south by Liberty Street, the west by Republic Street, and extends just to the north of Findlay Street into the Mohawk neighborhood.
- The Vine Street Corridor remains one of the most intensively used commercial areas in Over-The-Rhine.
- The Corridor exhibits very solid blockfaces, creating a "canyon" effect.
- Most of the buildings in this area have "significant" architectural quality and two are listed as "outstanding".
- Most of these buildings were constructed in the Italianate, Greek Revival, and Queen Anne styles. Predominant materials include brick, cast iron and stone.

- There has been substantial facade alteration in the area for signs, storefronts and fire escapes.
- There are several vacant structures along Vine Street.

Several major problems face this busy commercial corridor, among them a lack of on-street and off-street parking and loading areas, traffic congestion, and extensive alteration of commercial storefronts. In solving these problems, the continuity of the blockfaces along Vine Street should be maintained, as should the busy sidewalk activity which adds so much vibrance to the area. Individual storefronts should be maintained and not combined if larger establishments move in. All ground-floor space should remain in retail use in order to maintain the busy commercial atmosphere in the area. Off-street parking should not be allowed to disrupt the streetscape of Vine Street.

### 3. Washington Park Neighborhood

#### a. Elm Street Residential Area

- This cluster, centered along Elm Street, is bounded on the north by Wade Street, on the east by the alley between Elm and Pleasant Streets, on the south by Fourteenth Street, and on the west by an irregular line which extends as far west at one point as Central Parkway. The cluster excludes a number of incompatible structures along Fifteenth Street between Central Parkway and Elm Street.
- Land uses in the area are basically compatible. Mostly multi-family residential structures, although a public/quasi-public corridor which serves all of Over-The-Rhine is beginning to emerge along Elm Street. Some neighborhood-serving ground floor commercial along Elm Street and Central Parkway.
- Very solid blockfaces along Elm Street. Four-story Italianate structures with strong vertical orientation. Side streets have smaller buildings, more varied architecture, and more punctuation of the blockfaces.
- The area has an active real estate market, as shown by rising property values and a relatively high number of property transfers.
- This is one of Over-The-Rhine's denser residential areas, with a relatively low vacancy rate.
- Most buildings are at least "significant". Two - the Sixth District School and a commercial building at Magnolia and Central Parkway - are "outstanding".

- The area surrounding Washington Park has a solidly residential character.
- This area has a strong relation to the Music Hall and Washington Park clusters.

This is one of the areas in Over-The-Rhine most susceptible to displacement, due to a relatively high level of rehabilitation when compared with the balance of Over-The-Rhine. Further pressure on this solidly residential area is likely to come from the direction of Central Parkway in the form of office and commercial uses and along Elm Street by public/quasi-public and office uses. While these uses are not necessarily incompatible with the residential nature of the cluster, future redevelopment efforts should be guarded in order to insure that they do not disrupt or deface it. As this cluster is also one portion of the Elm Street/Race Street/lower Findlay Market residential neighborhood, future redevelopment efforts should also be aimed at bridging the gap created by Liberty Street.

b. Race Street Residential Area

- This cluster is bounded on the north by Liberty Street, on the west by the alley between Race and Pleasant Streets, on the south by Fourteenth Street (the cluster also includes a handful of buildings on Republic Street south of Fourteenth Street), and on the east by the alley between Republic and Vine Streets.
- Mostly three, four, and five-story multi-family residential buildings. Some buildings along Republic Street are slightly smaller. This is one of the densest residential areas in Over-The-Rhine.
- The buildings are mainly brick with stone trim. Italianate styles predominate, although most of the buildings are relatively plain.
- Practically all of the buildings are at least "significant". The Prince of Peace Church is "outstanding".
- Very solid blockfaces, especially on Race Street. Liberty Street shows more interruptions, vacant lots, etc.
- Many old commercial storefronts have been altered as the interior spaces were converted to residential use. Most alterations were not serious, however. Lots of fire escapes are visible.



- The area has a relatively high vacancy rate.

The limitation and consolidation of neighborhood commercial uses in this cluster is an issue which will need to be addressed in the Land Use Plan. The provision of on and off-street parking for residents, and the reduction of through traffic bound to or from adjacent commercial areas will also need to be considered.

c. Music Hall

- The Music Hall architectural cluster is bounded by Fourteenth Street on the north, Central Parkway on the west, Elm Street on the east, and Gandolfo Alley on the south. Several buildings fronting on Central Parkway between Twelfth and Grant are excluded from the cluster.
- Most of the land uses in this area are public/institutional, office or multiple-family residential.
- The area has three buildings on the National Register of Historic Places, one other rated as "outstanding", with the exception of one structure, the rest are "significant".
- Music Hall itself is an imposing and beautiful building; a landmark to the entire city.
- The buildings in this cluster represent a variety of architectural styles - Greek Revival, Gothic Revival, Beaux Arts, Italianate and High Victorian. Even though the small office/residential cluster on Elm near Twelfth Street is surrounded by large public/institutional uses its eclectic architecture fits right in with the rich visual character of the cluster.
- Central Parkway gives the area, and especially Music Hall, a high degree of visual prominence.
- Most of the original facades are intact. Several of the larger public buildings, such as Music Hall and Memorial Hall, have been meticulously restored.

The nature of future land uses in this area is subject to a good deal of change. The building which housed the old Twelfth Street Clinic currently contains programs of Bethlehem Temple. The large warehouse structure on the south side of Twelfth Street is vacant and well-suited to conversion to some type of loft use, and the small group of residential buildings between Twelfth and Grant Streets on Elm should be maintained. While new development within this cluster would be inappropriate, the conversion of these structures to uses which are in character with their surroundings would have a beneficial effect on the cluster.

Grant Streets on Elm should be maintained. While new development within this cluster would be inappropriate, the conversion of these structures to uses which are in character with their surroundings would have a beneficial effect on the cluster.

Music Hall, as a regional attraction, has often precipitated conflicts and problems within the surrounding neighborhood in the form of traffic, noise and parking. These issues, and the relation between the Music Hall area and its surroundings, especially Washington Park and the area to the north along Elm Street, must be resolved.

d. Washington Park

- This smaller cluster takes in only the park itself and the structures which lie across from the park, fronting on Race Street between Twelfth and Fourteenth Streets.
- Washington Park is the largest formal open space in Over-The-Rhine. Like Music Hall, it has a historic past.
- Most of the buildings along Race Street are rated as having "significant" architecture, and one - the First Trinity Methodist Church - is on the National Register of Historic Places.
- Land uses in the area are compatible. Washington Park is, of course, entirely residential, while the buildings on the east side of Race Street are divided among multi-family and institutional uses.
- The buildings along Race Street compose a relatively solid blockface, in pleasant contrast with the softer edge of the trees across the street in Washington Park.

Washington Park is currently pulled between several different user groups and institutions. As a result, its functions are not entirely clear and it does not gracefully accommodate all of those who place demands upon it. Music Hall patrons, children from the Washington Park Elementary School, and neighborhood residents all use the park, but seldom simultaneously. To further complicate matters, it is likely that increasing development pressure from the CBD fringe across Central Parkway will change the nature of land uses just to the south of the park and will create additional groups of users for the park to support. The structures along the eastern side of Race Street are also coming under this pressure and may undergo land use changes in the future. If this should come

to pass, the architectural significance of the blockfaces should be respected and retained, and the relation between these buildings and Washington Park more clearly defined. In any event, new uses should be kept south of Thirteenth Street, so that the park will not be entirely isolated from the residential areas to the northeast by a string of commercial and office uses along Race Street. The park itself should be subtly redeveloped so as to create some informal gathering spaces for neighborhood residents while not losing the formal overall character of the facility.

e. Vine Street Corridor

- This cluster, which extends across Vine Street into the OTR Central neighborhood, takes in the entire length of Vine Street between Liberty Street and Central Parkway in Washington Park.
- The Vine Street Corridor remains one of the most intensive commercial corridors in Over-The-Rhine.
- The Corridor exhibits very solid blockfaces, creating a "canyon" effect.
- Most of the buildings in this area have "significant" architectural quality. Two are "outstanding".
- Most of these buildings were constructed in the Italianate, Greek Revival and Queen Anne styles. Predominant materials include brick, cast iron and stone.
- There has been substantial facade alteration for signs, storefronts and fire escapes in the area.
- There are a number of vacant structures along Vine Street, especially south of Fourteenth Street.

The conversion of commercial and possibly residential space to office and service uses is likely to affect the Vine Street Corridor in the near future as development pressures move northward from the CBD fringe. Although there are a number of vacant storefronts in the area right now which may absorb some of that pressure, there is likely to be some displacement of both current businesses and residences. This conversion should be guided so as to occur in a controlled manner and not allowed to leapfrog throughout the established community-serving business area along Vine Street. Conversion and rehabilitation activity should also be closely monitored to insure that the architectural character of the area is not compromised in the process. The individuality and rhythm of the original storefronts should be retained, even if the functions

occurring within the buildings are to be changed. Future planning should recognize the CBD expansion pressure and develop strategies to strengthen the existing Vine Street streetscape and its historic mixed-use character.

#### 4. OTR CENTRAL NEIGHBORHOOD

##### a. Vine Street/Main Street Corridors

- The two Vine Street Corridors extend all the way from the alley north of McMicken Avenue to Twelfth Street, with the separation between them coming at Liberty Street. Both of these corridors extend across Vine Street into the Findlay Market and Washington Park neighborhoods, as has been mentioned earlier. The Main Street Corridor extends from Liberty Street on the north to Reading Road on the south. All three of these corridors are very narrow, usually having a depth of only half a block on either side of the principal street.
- Along with Findlay Market, these corridors remain the most intensively developed commercial areas in Over-The-Rhine.
- All three corridors exhibit very solid blockfaces, creating "canyon" effects.
- Most of the cluster's buildings have "significant" architectural quality; several are "outstanding". Two are on the National Register of Historic Places.
- Most of these buildings were constructed in the Italianate, Greek Revival and Queen Anne styles. Predominant materials include brick, cast iron and stone.
- There has been substantial facade alteration for signs, storefronts and fire escapes in these three commercial corridors.
- There are a number of vacant storefronts in each of the corridors, but especially south of Fourteenth Street on both Main and Vine Streets.

The issues which face these commercial clusters are much the same as those already described for the Vine Street clusters in the Findlay Market and Washington Park neighborhoods. Traffic and circulation problems, the provision of parking and loading areas, the consolidation of community-serving business areas, and the prospect of development pressures from the south crossing Central Parkway into Over-The-Rhine are the

issues which currently face these corridors. In addition, the potential displacement of residents and businesses in the areas closer to Central Parkway, and the task of ensuring that redevelopment and rehabilitation within the corridors are performed in accordance with the architectural characters of the areas must also be considered. As was mentioned earlier, any off-street parking areas intended to serve the Vine Street corridor should be located on the east side of the street, in OTR Central. These lots, as well as any new lots developed along Main Street, should not be allowed to interrupt groups of buildings, but should be restricted to sites on the ends of the clusters. Such off-street parking lots should be shared among a number of establishments, if possible.

b. Walnut Street Residential Area

- Bounded on the north by Liberty Street, on the south by a line just to the south of Mercer Street, on the east by Clay Street and Brackett Alley, and on the west by an irregular line which generally follows the path Jackson Street would take if it extended that far north.
- The area is a relatively stable multi-family cluster located in the midst of conflicting land uses.
- This cluster is much like Race Street in its residential character, with three and four story, relatively plain Italianate structures, mostly brick. Here, though, the blockfaces are punctuated by vacant lots created by the demolition of deteriorated structures.
- Most of the structures in this cluster have "significant" architectural quality.
- The area has a relatively high residential vacancy rate.

Due largely to its location, where it is surrounded by decaying commercial and/or industrial areas, the Walnut Street residential cluster is in need of protection from improper redevelopment on its borders. This pressure is likely to be greatest to the south, where there are a number of parking lots likely to be vacated once the Ohio College of Applied Science (OCAS) is moved to the Clifton Campus of the University of Cincinnati. Here, too, are a number of under-utilized warehouse and industrial structures which are likely to be redeveloped in the future. A number of incompatible land uses are also found along Clay Street, immediately east of the cluster, in the form of small junk yards and auto repair shops. In addition to the problems posed by surrounding development or the lack thereof, there are several small vacant

parcels and one large vacant parcel within the cluster itself which may be developed in the future. Any new development within the cluster should blend with the area's appearance (even if it consists of larger structures) and should be multi-family in nature.

c. Central Parkway

- This small cluster is bounded by Clay Street on the east, Twelfth Street on the north, Rodney Alley on the west, and Central Parkway on the south.

This area is oriented toward, and heavily influenced by, the Parkway and the Hamilton County Courthouse. The Parkway gives the area a great deal of visual prominence. Three buildings in this cluster - the Germania Building, OCAS, and the building across Walnut Street from OCAS - are considered to have "outstanding" architectural significance.

- It is likely that OCAS will be transferred to the main campus of the University of Cincinnati, leaving the opportunity for reuse of this building. The real estate market in this entire cluster is likely to be strong due to its location adjacent the Parkway and near the new Hamilton County Justice Complex.
- There is a high level of both vehicular and pedestrian traffic in and around this complex due to the presence of OCAS, the Sun Furniture Company, the Alms and Doepke Building, and the Parkway.
- Most of the facades within the cluster are in their original condition or are close to it. In spite of some first floor alterations, these facades could be restored.

With OCAS likely to be moving within the next two to three years, a large building in relatively good condition will be made available in the area. This action, and related developments near this cluster, should begin to drive development pressure northward. The provision of off-street parking and the relationship of this cluster to the marginal land uses immediately to the north will also have to be clarified in the Land Use Plan for OTR Central. Any new off-street parking areas would be located to the north of the cluster, rather than within it.

d. Orchard Street Residential Area

- While most of this cluster lies within the Pendleton neighborhood, there is a small portion on either

side of Orchard Street between Goetz Alley and Sycamore Street within the OTR Central neighborhood. For a description of this cluster and a list of the issues which affect it, see the description of the Broadway/Fourteenth Street architectural resource cluster in the Pendleton neighborhood.

## 5. Pendleton Neighborhood

### a. Broadway/Fourteenth Street Area

- This cluster, which also includes the Orchard Street cluster in the OTR Central neighborhood, is bounded in Pendleton by Sycamore Street on the west, a line just south of Liberty Street on the north, a line between Broadway and Spring Streets on the east, and Thirteenth Street on the south.
- This cluster is oriented toward the School for the Creative and Performing Arts. The playfield beside the school could be an important design feature, since it gives the area a "village commons" atmosphere.
- Very compatible land uses. Other than the school, two or three-family residential uses form the bulk of the cluster.
- The area has a strong real estate market. There are very few vacancies, rising property values, and evidence of ongoing rehabilitation.
- Most of the structures were originally constructed as single-family detached dwellings. Although interior alterations have been made, the facades are still close to their original conditions and represent a wide range of very attractive residential architecture.
- The open playfield and the gentle upward slope permit views of the area from Sycamore Street. Likewise, there are some nice views of the CBD from this cluster.
- Most of the buildings in this cluster are "significant". The school and one residential building are rated as having "outstanding" architectural qualities.

Although there is the possibility that this cluster may face some redevelopment pressure from the south due to the construction of the Hamilton County Justice Complex just south of Central Parkway, the School for the Creative and Performing

Arts should act as a bulwark, shielding those areas to its north from such pressure. Across Sycamore Street to the west, the Peaslee Elementary School building in its planned community reuse, and the Ziegler Playground, should perform the same or a related function for the residential area along Orchard Street.

Another issue facing this architectural resource cluster is that of gentrification and displacement. Several of the cluster's single-family homes are already undergoing rehabilitation, and real estate values are beginning to rise as the process accelerates. Finally, the area just east of this cluster, along Pendleton and Spring Streets north of Thirteenth, is likely to be redeveloped in the future since much of it currently lies vacant. When development does occur, it should be designed so as to bridge the gap which now exists between the Broadway/Fourteenth cluster and the multi-family uses in the Twelfth/Thirteenth Street cluster described below.

b. Twelfth/Thirteenth Street Area

- This irregularly-shaped cluster is bounded by a line which starts at the intersection of Spring and Thirteenth Streets, goes east one block along Thirteenth to Pendleton Street, then north on Pendleton to Dandridge, east on Dandridge to Liberty Street, southeast on Liberty to Reading Road, southwest on Reading to Twelfth Street, west on Twelfth to Dodt Alley, southwest on Dodt Alley to Pendleton Street, due west through the block to Spring Street, then north on Spring Street back to the point of origin.
- This cluster exhibits very solid blockfaces for the most part. The three and four-story Italianate brick structures are fairly plain in comparison to the smaller residences near the school.
- The area is composed mostly of multi-family residential use with a few smaller, fancier two-families on the eastern end of Thirteenth Street. There are a few conflicting commercial uses along the east end of Twelfth Street. The Shillito's Warehouse at the corner of Pendleton and Dandridge Streets is not as much of an intrusion as it could be since it is only partially used. The new I.T. Verdin Company operations in the old St. Paul's Church complex are not likely to conflict with the primary uses in this cluster since they are on the edge of the cluster and are partly residential in nature themselves.



- All five structures of the St. Paul's Church complex are on the National Register of Historic Places. One other building (once a fire station) within the cluster is rated as possessing "outstanding" architectural qualities. Almost all of the rest of the buildings are "significant".
- Some excellent views of the CBD can be had from both Twelfth and Thirteenth Streets.

This cluster and the area immediately to the west will likely face increased redevelopment pressures in the near future due to the nearby development of the Hamilton County Justice Complex and the resulting increase in demand for off-street surface parking. Similar off-street parking areas serving the Hamilton County Courthouse have in the past decimated the portion of Pendleton bounded by Thirteenth Street and Broadway. Other pressures which may result from this new development on the neighborhood's southern borders are an increase in vehicular traffic and a rising demand for rehabilitated residential space within the cluster. In fact, the eastern end of the cluster, on Thirteenth Street near Liberty, already shows signs of rehabilitation and gentrification. Within the architectural resource cluster itself, the renovation and reuse of the St. Paul's Church complex as a mixed commercial/residential development may also have spin-off effects within the area.

In all of these cases, redevelopment and rehabilitation within the cluster must be carefully guided so that the multiple family residential quality of the cluster is not lost. Two final redevelopment possibilities which underscore this need for watchfulness are found in the seven-story Shillito's Warehouse, currently largely unused, and the consolidation of several small neighborhood commercial uses which currently are scattered throughout the western portion of the cluster.

#### E. CONCLUSION

The resource cluster proposals described above have been reviewed extensively by the City's Historic Conservation Office. The Historic District Study Areas shown on Plate 3 of Chapter 3 in the Plan document represent the results of that review. These Study Areas, some of which are the aggregation of several "resource clusters", represent those areas of Over-The-Rhine that should receive foremost consideration for study for possible designation as local historic districts.

# Another view, from Over-the-Rhine

For Editor  
4/26/83

In a society that seems bent on destroying anything old and beautiful and replacing it with something new and ugly, proposals for historical preservation have some emotional appeal. We live in a country in which ancient forests are destroyed for hamburger stands, in a city where historic churches are replaced by Procter & Gamble offices with plastic parks.

We in Over-the-Rhine value the beauty of our buildings, and we value the history behind them. The problem in the debate on historical designation is that we have a different sense of history and beauty than do the real estate developers and their allies.

In December at a meeting of the state historical preservation board, proponents of historical designation for Over-the-Rhine encouraged the board to ignore the social questions involved. A slide show on our neighborhood detailed the interesting "Italianate" and "urban vernacular" we now live in. But in all the photos, 50 or more of them, there were no people. All those "social questions" had been eliminated. We intend to put the people back into the picture.

**WE HAVE LET** the city, state, and now the federal agencies know that the overwhelming majority of residents and most long-time property owners in the neighborhood are strongly opposed to historical designation for our neighborhood. We have pulled together an impressive coalition of neighbors, business people, property owners, religious leaders, unions, and supporters to oppose historical listing for the neighborhood. We feel that the facts are on our side, and that the historical designation will, in spite of all the pious denials, speed up the process of displacement of low-income people and small businesspeople.

The local newspapers strongly back historical listing, but they rarely document the community's housing needs. They ignore altogether our efforts to meet those needs. We have developed a strategy for meeting the housing needs of our community that is already showing results. The Community Council's housing task force is working with the city to refine this strategy. Our basic goal is a city commitment to a secured base of 520 low-income apartments so that none of our current people would be displaced by

*This article was prepared by a coalition of Over-the-Rhine residents in response to Cincinnati Post editorials urging historic district designation for the community. The writers are the Rev. Randall LaFond, OFM, chairman of Catholic Coalition For Fair Housing; Rebecca Johnson, chairwoman of the board, Contact Center, 1641 Vine St.; Ira Couch, business representative, Washington Well Laundry & Dry Cleaners, 1320 Vine St.; Michael Henson, tenant, author, 312 Orchard St.; the Rev. Allen Mitchell, Wesley Chapel United Methodist Church, 80 E. McMicken Ave.; Jack Towe, homeowner, director of Sign of the Cross, 1630 Republic St.; Over-the-Rhine Community Council, 1713 Vine St.; Catherine Howard, president; Nannie Hinkman, treasurer; Buddy Gray, chairman of the housing task force.*

the outside economic forces. In the meantime, several groups, including Owing the Realty, Inc., Sign of the Cross, the West End Land Cooperative, one neighborhood church, and at least two of the block clubs within ORCC are purchasing and rehabilitating houses for rental to low-income tenants.

**THESE PROJECTS** use grants, donations, recycled materials, and sweat equity to give low-income people a stake in the neighborhood. Some 50 units have been developed in this way. We openly request any developers or financiers who sincerely want to "save" Over-the-Rhine to help these community-based efforts.

In spite of the clear opposition of our community, the proponents of a historical district (who include the Miami Purchase Association, the city's historical preservation staff, and a number of real estate developers) continue to insist that historical district status will "save" the neighborhood. We agree that the neighborhood should be preserved. The question is how to preserve it and for whom. We are convinced that the preservationists are opposed to the interests of low-income people in the neighborhood.

But let us look at the arguments:

**THE CULTURAL ARGUMENT:** In the nomination proposal to the National Register of Historic Places,

Miami Purchase argues that 19th-century Over-the-Rhine was "a close-knit community with an impressive cohesive spirit." They speak of the visual cohesiveness of the neighborhood buildings. The proposed district, they conclude, "preserves the distinctive structures that remain from the German period and ably symbolizes both the ethnic community that once thrived there and the rich heritage of German America."

But how would preserving these structures preserve the Cincinnati German culture? Only a small number of the buildings actually represent anything like German architecture. Moreover, Cincinnati Germans have maintained their May and Oktoberfests, their German bilingual school, and several parishes with German ethnic identities—but not Over-the-Rhine. Clearly, the Germans do not need Over-the-Rhine buildings to survive as a culture. If they did, they could have chosen to stay. Instead, they have spread throughout the city and the suburbs on both sides of the river. It was not a set of buildings that made a Cincinnati German culture. It was a people.

**WE RESENT** what we see as a racist and ethnically biased slur that emerges in the arguments for the historical district. The movement of black and Appalachian people into the neighborhood is identified as a "decline." Certainly, there was a physical decline in the buildings as landlords and speculators took advantage of these new immigrants. But the nomination proposal implies that this has meant a cultural decline as well. In fact, black and Appalachian cultures have contributed a great deal. Thus, to cite just one example, from the 1850s through the 70s, Over-the-Rhine was one of the Bluegrass capitals of the nation.

Moreover, the history of Over-the-Rhine is one of constant change and diversity. At the present time, our neighborhood is the most racially integrated in the city. We intend to keep it that way, in spite of the attempts of preservationists to "purify" us out of here.

A final note about the buildings. They are not, as the nomination proposal says, architecturally cohesive. Between one-third and one-half of the structures are gone. In their places are parking lots, piles of rubble, and newer structures. The re-

maining buildings would not exist if not for the fight we have waged for the past 15 years to preserve this remaining housing stock for low-income people.

Therefore, we conclude that the notion of a physically and culturally cohesive German Over-the-Rhine is a fiction, a racist and ethnically biased myth.

Culture, though, is not what the historical district is about. Profit is the real motive.

**THE ECONOMIC ARGUMENT:** The proponents of the historical district claim it will save the neighborhood from the wrecking ball. In this context, it is important to look at the statements of Ohio's director for historical preservation, Ray Luce. A key force in pushing the historical district, Luce recently disregarded the democratic process of his own board which rejected the Over-the-Rhine nomination 8-7. They also directed him by a 14-1 vote to go back to the drawing board and work with the community on this issue. Instead, he sent the nomination on to Washington.

Luce is clear on the economic functions of the historic district: historic designation, he says, would provide "prestige" for an area and 25 percent tax credits for real estate investors and developers in high income tax brackets. Neighborhood-based, non-profit corporations could not directly benefit from this (unless they decided their properties over to a for-profit developer who would later sell them back at top dollar).

So how can low-income people benefit? We can't. In fact, we stand to lose. "Prestige" is of no value to us. "Prestige" is a label developers use to sell a product. "Prestige" fans speculation.

The tax credits cannot be used by low-income renters, nor can they be used by non-profit corporations if these community housing corporations are to retain ownership and control of the properties.

**WE HAVE ONLY** to look at the record of those claiming to "save" our neighborhood to see what they will do with "prestige" and 25 percent tax credits. For these city planners, preservationists, and real estate developers are among the same people

ple who have "saved" large sections of the neighborhood out of existence. To take just one example, the Laker Realty Company has "saved" an entire block of the Pendleton section of Over-the-Rhine from black tenants and is turning it over to high-cost offices. Laker and her partners brag about the total displacement of Appalachian and black tenants from Liberty Hill and its transformation into an upper-income condominium ghetto renamed "Prospect Hill." After years of watching such people evict the elderly, the black and the poor, we have a right to be skeptical.

Nationally, the record is clear. A 1971 study of historical districting in Pittsburgh said:

"Historical preservation groups across the country from the 1930s up until today remorselessly removed neighborhood residents regardless of their longevity in the proposed historic district or their commitment to that area. They simply replaced them with well-to-do residents who could understand the value of the structures and who could afford to restore and maintain them."

**COMMON SENSE** will cut through the preservationists' pious denials that historical listing will mean displacement. Once a neighborhood is targeted by speculators, this process begins: investors buy up property, speculation spreads, all prices become inflated. Those with little economic clout—the poor, the tenants, small homeowners, small businesses, non-profit housing groups—are overcome, pushed out. This is happening nationwide.

The historical district controversy has put a new twist into this process. Property owners are telling us openly that they are sitting on their properties until a final decision on the district is reached. They know they will get a better price for their properties if the listing goes through. Historical districting merely fuels speculation. Speculation displaces the poor.

We call on justice-loving people to look at the bottom-line: The overwhelming body of Over-the-Rhine people vigorously oppose the historical district being forced on us. We would prefer that those who pretend to be saviors of our neighborhood would choose instead to support what the neighborhood is trying to build and to respect our rights as a people to decide our future.

## APPENDIX F

### FACADE PROTOTYPES

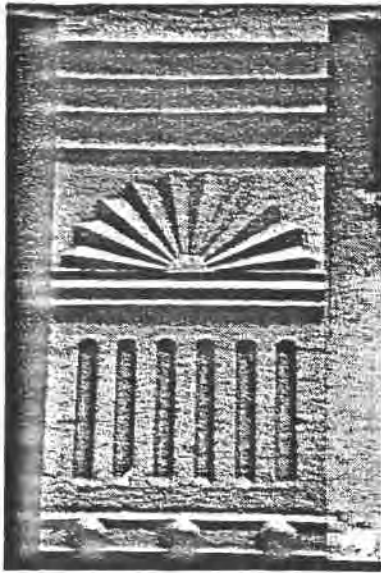
# 1826 RACE STREET

There are numerous opportunities in Over the Rhine for "adaptive reuse" of older structures, both vacant and occupied. Many buildings have empty or marginally functioning storefront units on the ground floor, which offer the potential for being converted into residences, particularly for low and moderate income families. They also present an opportunity for developers to accomplish conversion in a way which remains sensitive to the original intent and design of the building.

Pictured below is an example of a structure which once had dwelling units on its upper floors. More recently those floors have been converted to storage use and the ground floor, originally a glass-filled storefront was modified for its present commercial function. This building epitomizes the type of alteration which has occurred throughout OTR and other older communities. Upper windows which once served residences have been filled with masonry, leaving tiny replacements in their stead. The glazed storefronts and even the doors which once led to stairs to upper floors have also been eliminated. The challenge in this building would be to return it to its original function on the upper floors and convert the ground floor into housing units.

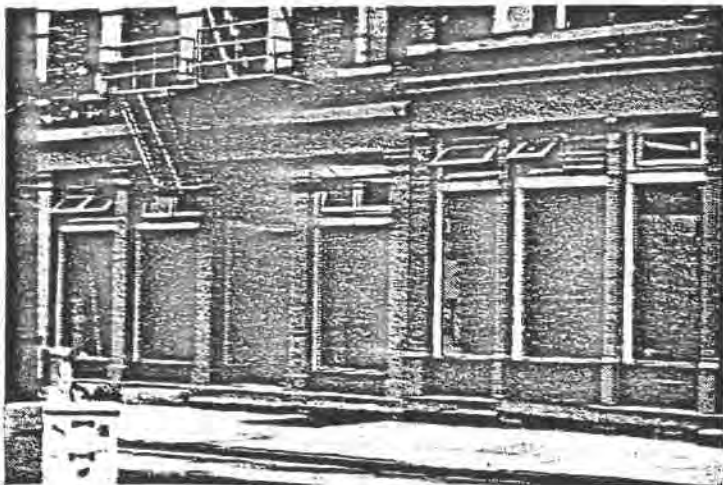
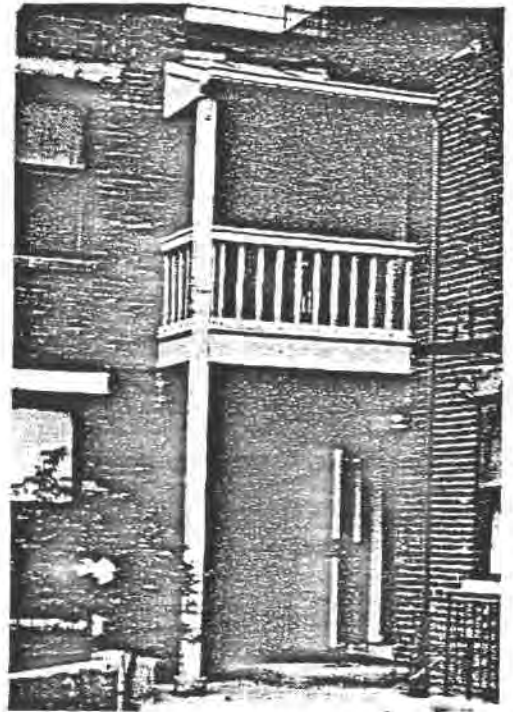
The design on the opposite page offers a prototypical example of how this might be accomplished. Six to eight apartment units depending on size and number of rooms, could be provided in this four-story structure. The design would probably be certifiable for investment tax credits as outlined in the Economic Recovery Tax Act of 1981. Buildings such as these are eligible for the benefits as a result of the Over the Rhine Historic District being placed in the National Register in 1983.



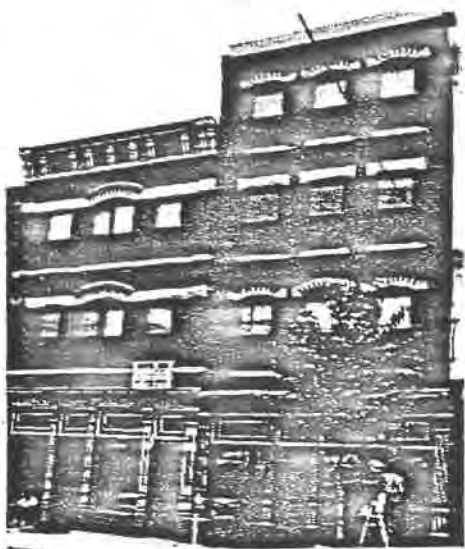
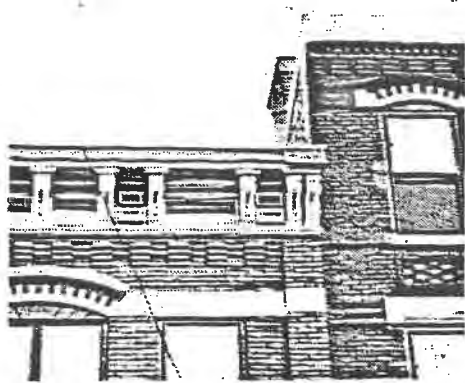


# RACE STREET 1400 BLOCK

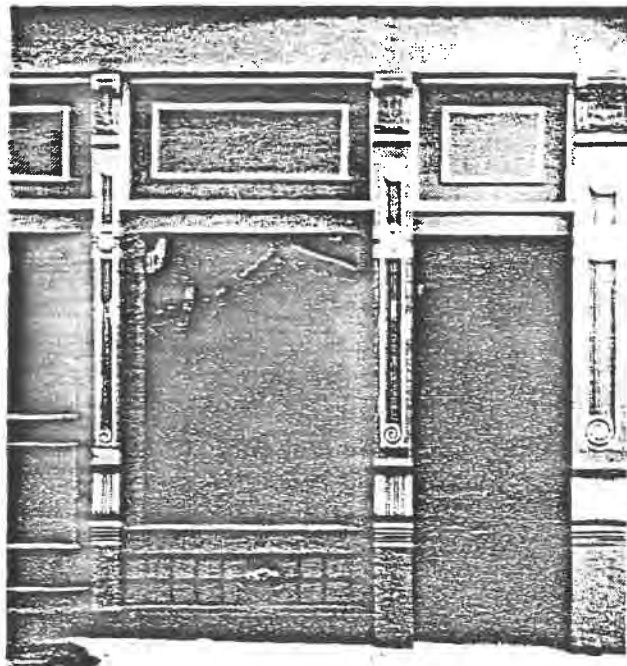
Heritage Preservation Development Corp.

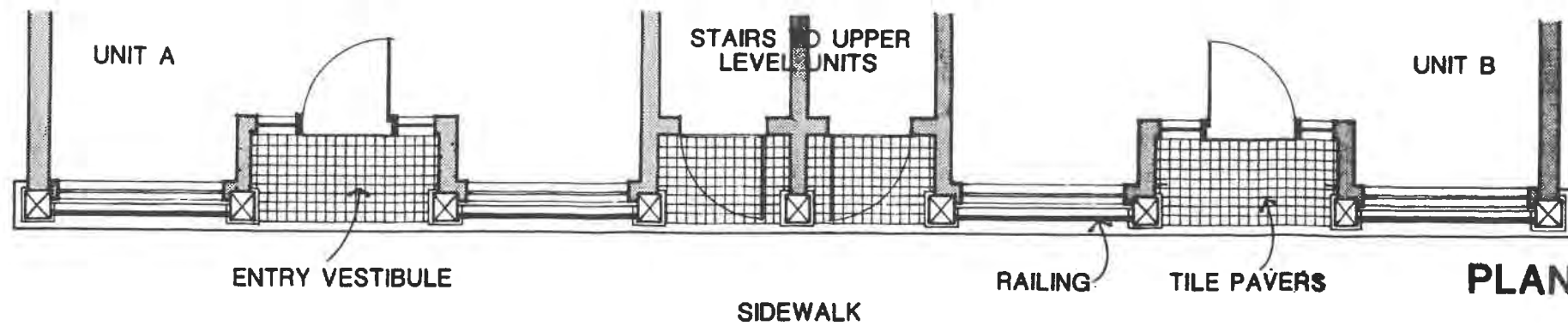






**RACE STREET 1700 BLOCK**  
Cincinnati Metropolitan Housing Authority





**OVER-THE-RHINE  
Comprehensive  
Plan  
Residential facade  
prototype**

City Planning Department City of Cincinnati

## APPENDIX G

### OVER-THE-RHINE URBAN RENEWAL PLAN

#### Legal Basis of Plan

Chapter 725 on Urban Renewal of the Cincinnati Municipal Code authorizes the City to expend funds to eliminate blighted, deteriorating, and deteriorated areas and - toward this end - to acquire property. In order to expend funds for urban renewal, the City must first prepare an urban renewal plan which:

- defines the area that is blighted or deteriorated;
- states the reasons for defining the area as blighted, or deteriorating, and;
- recommends a course of action for redevelopment or rehabilitation of the area.

Through the adoption of this Urban Renewal Plan by City Council, the City Manager is authorized to acquire any property in the area defined in the Urban Design Area, the acquisition of which is necessary in carrying out the Urban Renewal Plan.

Under Chapter 725 of the Cincinnati Municipal Code, Blighted and Deteriorating Areas are defined as follows:

"Blighted Area" shall mean an area in which a majority of the structures are detrimental to the public health, safety, morals, and general welfare, by reason of age, obsolescence, dilapidation, overcrowding, faulty arrangement, mixture of incompatible land uses, a lack of ventilation or sanitary facilities or any combination of these factors. Or there exist deteriorating areas which because of incompatible land uses, non-conforming uses, lack of adequate parking facilities, faulty street arrangement, inadequate community facilities, increased density of population without commensurate increase in new residential building and community occupancy, lack of maintenance and repair of buildings, or any combination thereof are detrimental to the public health, safety, morals, and general welfare, and which will deteriorate, or are in danger of deteriorating, into blighted areas.

On the basis of primarily exterior observations adequate evidence was gathered verifying that most of the buildings fell under the Municipal Code definition of blight. Of the 1,940 buildings found within the study area, 1,858, or 96% were observed to be blighted.

## Legal Boundary Description

The following boundary description of Over-the-Rhine shall comprise the Urban Renewal Plan area.

Beginning at a point in the center line of Central Parkway, said point being the point of intersection with the center line of Vine Street; thence westwardly with the center line of West Central Parkway a distance of 1394.5 feet to the point of intersection with the center line of Central Parkway; thence northwardly and northwestwardly with the center line of Central Parkway to the point of intersection with the westwardly extension of the north parcel line of Parcel 92 Plat Book 93 Page 5 HCAP; thence eastwardly along said parcel line extended, said parcel line and said line extended to the center line of Fargo Alley; thence southwardly with said center line to the point of intersection with the westwardly extension of the north parcel line of Parcel 204 Plat Book 98 Page 5 HCAP; thence eastwardly along said parcel line extended, said parcel line and said line extended to the center line of McHicken Avenue; thence southwardly with said center line to the point of intersection with the center line of Warner Street; thence eastwardly with the center line of Warner Street to the point of intersection with the northwardly extension of the east parcel line of Parcel 43 Plat Book 97 Page 1 HCAP; thence southwardly along said parcel line extended and said parcel line and continuing along the east parcel line of Parcels 44, 45, 46 and 47 Plat Book 97 Page 1 HCAP to the north parcel line of Parcel 52 Plat Book 97 Page 1 HCAP; thence eastwardly along said parcel line to the northeast corner of said parcel; thence southwardly along the east parcel line of said parcel 52 and continuing along the east parcel line of Parcels 53, 54, 55 and 58 Plat Book 97 Page 1 HCAP to the southeast corner of said parcel 58; thence westwardly along the south parcel line of said parcel to the northeast corner of Parcel 59 Plat Book 97 Page 1 HCAP; thence southwardly along the east parcel line of said parcel and continuing along the east parcel line of Parcels 60, 61, 62, 63 and 68 Plat Book 97 Page 1 HCAP to the north parcel line of Parcel 69 Plat Book 97 Page 1 HCAP; thence eastwardly along said parcel line to the northeast corner of said parcel; thence southwardly along the east parcel line of said parcel 69 to the southeast corner of said parcel; thence westwardly along the south parcel line of said parcel to the northeast corner of Parcel 70 Plat Book 97 Page 1 HCAP; thence southwardly along the east parcel line of said parcel to the north parcel line of Parcel 221 Plat Book 97 Page 1 HCAP; thence eastwardly along said parcel line to the northeast corner of said parcel; thence southwardly along the east parcel line of said parcel 221 and continuing along the east parcel line of Parcels 75, 81 and 82 Plat Book 97 Page 1 HCAP to the north parcel line of Parcel 88 Plat Book 97 Page 1 HCAP; thence eastwardly along said parcel line and continuing along the north right-of-way line of Emming Street to the point of intersection with the center line of said street; thence eastwardly with said center line to the point of intersection with the northwardly extension of the east parcel line of Parcel 10 Plat Book 97 Page 2 HCAP; thence southwardly along said parcel line extended and said parcel line to the north right-of-way line of Conroy Alley; thence eastwardly along said right-of-way line to the west parcel line of Parcel 108 Plat Book 96 Page 3 HCAP; thence northwardly along said parcel line to the northwest corner of said parcel; thence eastwardly along the north parcel line of said parcel 108 and said parcel line extended to the center line of Ravine Street; thence southwardly with said center line to the point of intersection with the center line of Klotter Avenue; thence eastwardly with the center line of Klotter Avenue to the point of intersection with the center line of Renner Street; thence southwardly and southeastwardly with the center line of Renner Street to the point of intersection with the southwestwardly extension of the northwest parcel line of Parcel 51 Plat Book 96 Page 4 HCAP; thence northeastwardly along said parcel line extended and said parcel line to the north corner of said parcel; thence southeastwardly along the northeast parcel line of said parcel 51 and continuing along the northeast parcel line of Parcels 52, 53 and 54 Plat Book 96 Page 4 HCAP and said parcel line extended of said parcel 54 to the north corner of Parcel 73

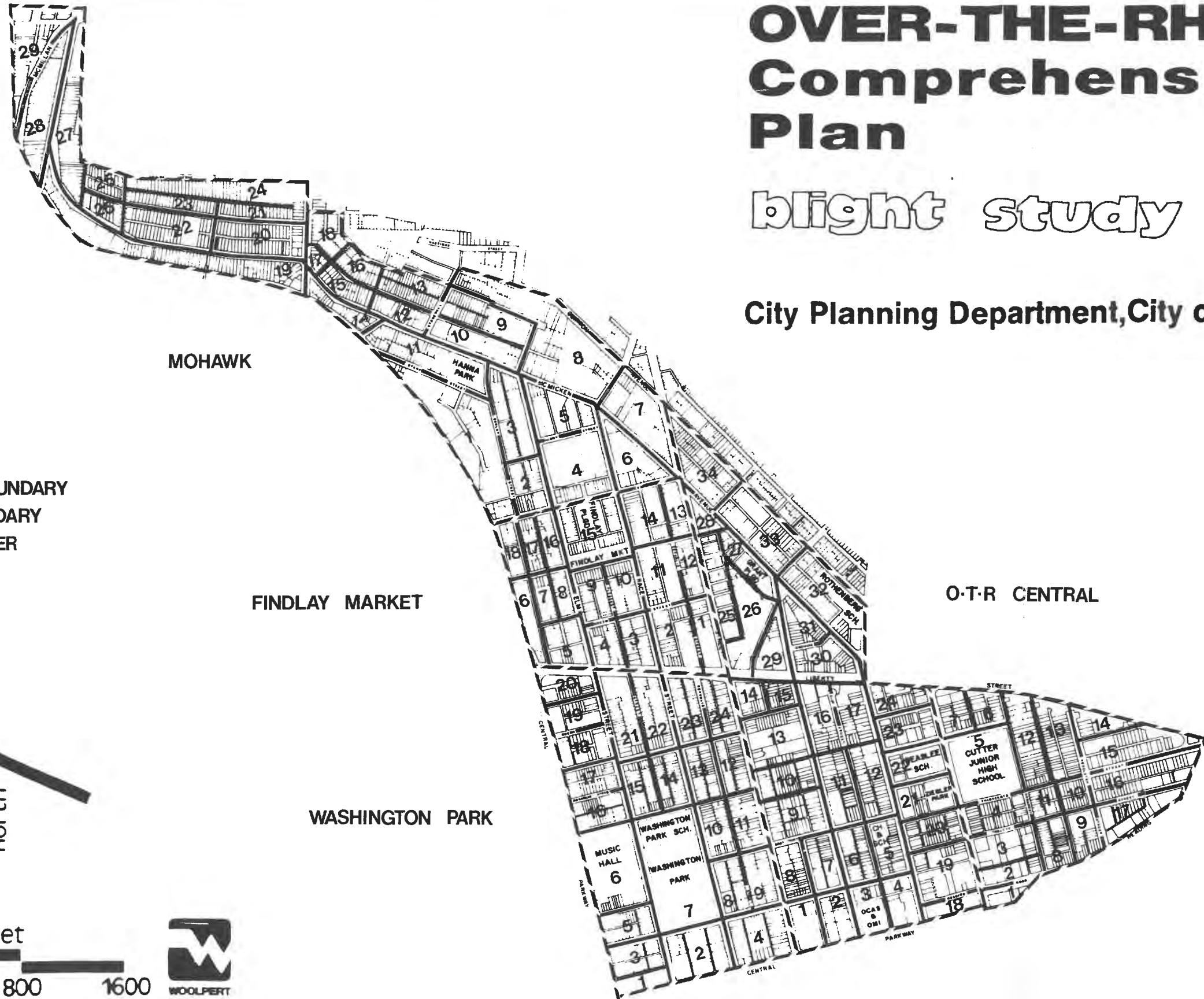
Plat Book 96 Page 4 HCAP; thence southeastwardly along the northeast parcel line of said parcel and continuing along the northeast parcel line of Parcels 75, 76, 77 and 78 Plat Book 96 Page 4 HCAP to the northwest parcel line of Parcel 79 Plat Book 96 Page 4 HCAP; thence northeastwardly along said parcel line and continuing along the west terminus of Zier Street to the north right-of-way line of said street; thence eastwardly along said right-of-way line to the west right-of-way line of Clifton Avenue; thence eastwardly to a point, said point being the point of intersection of the center line of Clifton Avenue with the center line of West Clifton Avenue; thence southeastwardly with the center line of West Clifton Avenue to the point of intersection with the southwestwardly extension of the northwest parcel line of Parcel 6 Plat Book 95 Page 5 HCAP; thence northeastwardly along said parcel line extended and said parcel line and continuing along the west terminus of Kirk Alley and the northwest parcel line of Parcels 11, 14, 15, 16 and 17 Plat Book 95 Page 5 HCAP to the north corner of said parcel 17; thence southeastwardly along the northeast parcel line of said parcel and said line extended to the center line of Chic Avenue; thence southwestwardly with said center line to the point of intersection with the center line of West Clifton Avenue; thence southeastwardly with the center line of West Clifton Avenue to the point of intersection with the center line extended of Pette Street; thence eastwardly and southwardly with said center line extended and said center line to the point of intersection with the center line of Main Street; thence southwardly with the center line of Main Street to the point of intersection with the center line of East Liberty Street; thence eastwardly with the center line of East Liberty Street to the point of intersection with the center line of Reading Road; thence southwestwardly and westwardly with the center line of Reading Road to the point of intersection with the center line of East Central Parkway; thence westwardly with the center line of East Central Parkway to the point of intersection with the center line of Vine Street and the place of beginning.



# OVER-THE-RHINE Comprehensive Plan

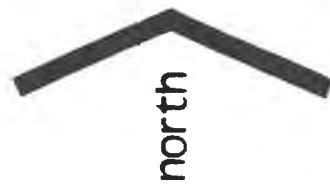
## blight study

City Planning Department, City of Cincinnati



- SUBAREA BOUNDARY
- BLOCK BOUNDARY
- 99 BLOCK NUMBER

plate 17



graphic scale in feet



WOOLPERT

## OVER-THE-RHINE BLIGHT SURVEY

Results of Survey by block.		
	f	%
Blighted Buildings	1,858	96%
Not Blighted Buildings	82	4%
Total Buildings	1,940	100%

### MOHAWK

Block #	Blighted	Not Blighted	Total
1	22	6	28
2	12	0	12
3	27	0	27
4	11	2	13
5	12	0	12
6	14	0	14
7	25	1	26
8	29	2	31
9	21	0	21
10	5	1	6
11	26	0	26
12	14	0	14
13	9	0	9
14	12	2	14
15	16	0	16
16	10	0	10
17	2	0	2
18	14	0	14
19	49	0	49
20	26	1	27
21	11	1	12
22	17	0	17
23	12	1	13
24	11	0	11
25	13	0	13
26	2	0	2
27	20	0	20
28	16	1	17
29	7	0	7
30	12	0	12
Total	468	18	486
Percent	96.3%	3.7%	100%

### OTR-CENTRAL

Block #	Blighted	Not Blighted	Total
1	0	0	0
2	8	0	8
3	7	0	7
4	1	1	2
5	17	0	17
6	4	2	6
7	6	2	8
8	13	0	13
9	27	0	27
10	28	0	28
11	20	0	20
12	26	0	26
13	25	0	25
14	7	0	7
15	14	0	14
16	21	1	22
17	15	0	15
18	0	1	1
19	13	1	14
20	10	0	10
21	14	0	14
22	7	0	7
23	10	0	10
24	8	3	11
25	30	1	31
26	8	0	8
27	4	0	4
28	13	0	13
29	7	1	8
30	21	0	21
31	22	0	22
32	30	0	30
33	40	1	41
34	37	1	38
Total	511	19	530
Percent	97%	3%	100%

## FINDLAY MARKET

Block /	Blighted	Not Blighted	Total
1	11	1	12
2	22	1	23
3	19	1	20
4	21	3	24
5	18	0	18
6	1	4	5
7	7	0	7
8	16	0	16
9	22	0	22
10	23	0	23
11	9	3	12
12	18	0	18
13	14	1	15
14	19	0	19
15	23	0	23
16	11	3	14
17	15	0	15
18	6	0	6
<b>Total</b>	<b>275</b>	<b>17</b>	<b>292</b>
<b>Percent</b>	<b>94%</b>	<b>6%</b>	<b>100%</b>

## PENDLETON

Block /	Blighted	Not Blighted	Total
1	2	0	2
2	11	0	11
3	7	0	7
4	21	0	21
5	1	0	1
6	12	2	14
7	12	0	12
8	14	0	14
9	10	0	10
10	13	0	13
11	9	0	9
12	21	0	21
13	18	0	18
14	3	0	3
15	23	0	23
16	39	1	40
17	20	1	21
<b>Total</b>	<b>250</b>	<b>4</b>	<b>254</b>
<b>Percent</b>	<b>98.4%</b>	<b>1.6%</b>	<b>100%</b>

## WASHINGTON PARK

Block /	Blighted	Not Blighted	Total
1	1	0	1
2	6	1	7
3	8	0	8
4	24	2	26
5	18	0	18
6	8	3	11
7	0	1	1
8	13	1	14
9	13	0	13
10	18	5	23
11	17	0	17
12	24	2	26
13	22	0	22
14	16	3	19
15	21	0	21
16	22	1	23
17	14	4	18
18	9	2	11
19	10	1	11
20	1	0	1
21	27	1	28
22	16	0	16
23	24	0	24
24	20	1	21
<b>Total</b>	<b>352</b>	<b>28</b>	<b>380</b>
<b>Percent</b>	<b>93%</b>	<b>7%</b>	<b>100%</b>

Date May 30, 1985

## City of Cincinnati

To Hubert E Guest, AICP, Director of City PlanningFrom R. T. Docter, Administrator of Advanced Planning

RTD/CIB

Copies to \_\_\_\_\_

Subject RECOMMENDATIONS REGARDING STAFF CONCERNS RELATED TO THE  
"OVER-THE-RHINE COMPREHENSIVE PLAN", DECEMBER 1984

The following is pursuant to my May 22, 1985 memo to you (attached) regarding Planning Commission action on the Over-The-Rhine (OTR) Comprehensive Plan (hereafter referred to as "the Plan"). After considering public comments made about the Plan at the May 3 and May 9 Planning Commission hearings, I am proposing that the City Planning Department make the following recommendations to the Planning Commission regarding staff concerns stated in the May 3, 1985 (revised) staff report.

1. The Plan proposed retention, expansion and development of incubator industries in the McMicken, Corwine, Hamer Street portion of OTR Central (see page 5, item (e) of the 5/3 staff report). Although practically surrounded by residential uses proposed to be retained, the OTR Planning Task Force apparently proposed such a mix of typically incompatible land uses to encourage both retention of existing industry as well as existing residences. The Coordinated City Plan's (CCP) current proposed land use for the area is industrial, and the OTR Comprehensive Plan's Development Overview map proposes this as a "warehouse industrial core".

Similarly the Plan proposed a small area of existing residences just to the north of Corwine to remain, even though practically surrounded by non-residential uses. This proposal was also apparently justified because of the need for retaining low income housing, and by its being typical of the "richness" of character of the community's mixed land uses.

Without further information, therefore, Recommendation 1: the proposed Warehouse/Industrial District south of Corwine Street and the proposed Residential district north of Corwine is appropriate as shown on Plate 7, "OTR Central Proposed Land Use Plan".

2. The Plan proposed retention of a small area of residential use in the Race/McMicken/Henry Street portion of the Mohawk sub-area (see page 5, item (f) of 5/3 staff report). The Plan proposal was apparently directed at retaining existing low income residential use regardless of its being practically surrounded by proposed industry to remain. This was apparently also justified as reflecting the "richness" of the typical mix of current land uses in OTR. A number of statements made during the Planning Commission's May 3 and May 12 hearings reiterated again the community's serious

concern about the large demand for and small supply of low income housing. On the other hand, no compelling evidence was presented to indicate the need for industrial expansion in this area. Therefore, Recommendation 2: the proposed Residential District south of the Race/McMicken intersection is appropriate as shown on Plate 4, "Mohawk Proposed Land Use Plan".

3. The Plan proposed a "general commercial/service" district along the south side of Liberty Street between Elm and Race in the northern edge of the Washington Park sub-area (see page 5, item 2(c) of the 5/3 staff report). In light of recent building demolitions and vacancies, because of concepts suggested by the Plan's Development Overview map, and because of statements in several places in the Plan regarding the desirability of the residential core in the northern Washington Park sub-area bridging over Liberty Street to connect to the residential use in southern Findlay Market sub-area -- Recommendation 3: the proposed "general commercial/service district" along the south side of Liberty between Elm and Race as shown on Page 6, "Washington Park Proposed Land Use Plan" should be revised to a "Community Commercial/Mixed Use Development District". Likewise, the statement in the Plan on the top of page 77 should be revised accordingly. Such a revised proposal would encourage ground floor retail and service use along the Liberty Street commercial corridor, suggest the possibility of office uses above the ground floor commercial use, while also promoting medium density residential use above the ground floor to achieve the residential bridging over Liberty Street. Commercial uses would principally serve OTR residents.
4. The Plan proposed a "medium density residential" district along Central Parkway north of the McMillan Street-Western Hills Viaduct/Central Parkway intersection in the northwest portion of Mohawk sub-area. (See page 6, item 3(a) of the 5/3 staff report.) A relatively small number of existing residences and a service station front on Central Parkway at the street level well below the typical residences on McMicken Street to the east. These are the only strictly residential uses fronting on the Central Parkway commercial/service corridor in the Mohawk sub-area. To the north, no other residences exist along Central Parkway to Marshall Avenue, well north of OTR. Clearly, Central Parkway is a commercial/office corridor. The CCP currently proposes commercial use at this location. No reasons were stated in the Plan for the proposed residential use. The subject was not addressed by public comments made at the Planning Commission hearings. Therefore, Recommendation 4: the proposed "Medium Density Residential District" along the east side of Central Parkway north of McMillan as shown on Plate 4, "Mohawk Proposed Land Use Plan" should be revised to a "General Commercial/Service District" to accommodate a broad range of shoppers' goods and service related establishments which require good access and high visibility.

5. The Plan proposed a small area of "High Density Residential" use on the east side of Republic street north of Elder Street in the Findlay Market sub-area. (See page 5, item 3(b) of the 5/3 staff report.) These few buildings are residential in use but are surrounded by a proposed "Community Commercial/Mixed Use Development" district. The CCP currently proposes commercial use for this entire area. The OTR Plan Development Overview map proposes this as a "commercial core" area. No reasons are stated in the Plan for the proposed small area of only residential use. The subject was not addressed by public comments made at the Planning Commission hearings. Therefore, Recommendation 5: the proposed "High Density Residential" district on the east side of Republic Street north of Elder Street as shown on Plate 5, "Findlay Market Proposed Land Use Plan" should be revised to a "Community Commercial/Mixed Use Development District" in accordance with similar uses proposed for the surrounding area.
  
6. The Plan proposed a "High Density Residential District" on the west side of Sycamore Street between Twelfth and Thirteenth Streets in the OTR Central sub-area. (See page 6, item 3(c) of the 5/3 staff report.) This area is currently occupied by the recently developed "Diner" restaurant and by a commercial use just north of the Diner. Such a recent development was apparently not considered in the Plan. The CCP currently proposes commercial use at this location. The matter was not addressed in any detail by public comments made at the Planning Commission hearings. Therefore, Recommendation 6: the proposed "High Density Residential District" on the west side of Sycamore Street between Twelfth and Thirteenth Streets as shown on Plate 7, "O-T-R Central Proposed Land Use Plan" should be revised to an "Office Commercial/Mixed Use Development District" to reflect the existing commercial uses which serve persons coming into the area for business or entertainment purposes, and in conformance with the Office Commercial/Mixed Use District proposed across the street in the Pendleton sub-area.
  
7. The Plan proposed "High Density Residential" use on the north side of the Twelfth/Walnut Street intersection in the O-T-R Central sub-area. (See page 7, item 3(e) of the 5/3 staff report.) Existing uses at this location are commercial and industrial, and the character of this portion of Twelfth Street appears to be commercial. The CCP currently proposes commercial use at this location, the Plan does not state a reason for the proposed residential use and the matter was not addressed by public statements made at the Planning Commission hearings. Therefore, Recommendation 7: the proposed "High Density Residential District" on the north side of the Twelfth/Walnut Street intersection as shown on Plate 7, "O-T-R Central Proposed Land Use Plan" should be revised to a "Community Commercial/Mixed Use Development District". Such a revision would reflect existing commercial uses, would principally serve OTR residents, would accommodate a range of ground floor convenience and shoppers' goods as well as personal services, and would allow on upper floors office and residential uses.

8. The Plan proposed a "Community Commercial/Mixed Use Development" and a "General Commercial/Service District" for the north side of the Liberty/Vine Street intersection in the O-T-R Central and Findlay Market sub-areas. (See item 3(f) of the 5/3 staff report.) The existing use at this location is the St. Francis Seraph Church and School and the St. Anthony Messenger office/publishing facility with a parking lot to the west. According to the "Description of Planned Land Use Categories" on page 71 of the Plan, major religious and educational facilities are intended to be included in the "Public/Quasi Public" category.

Similarly the Plan proposed the Elm Street Health Clinic at Elm and Odeon Street in the Washington Park sub-area as a high density residential district. For similar reasons it should also be shown instead as a Public/Quasi Public district. Assuming the Plan intends that such stabilizing influences and landmarks should remain in their current uses and because of the size of the facilities, Recommendation 8: the proposed "Community Commercial/Mixed Use Development District" and "General Commercial/Service District" on the north side of the Liberty/Vine Street intersection as shown on Plate 5, the "Findlay Market Proposed Land Use Plan" and on Plate 7, the "O-T-R Central Proposed Land Use Plan" respectively should be revised to a "Public/Quasi Public District" in accordance with the intent of the Plan that existing uses in this location should remain which, by the definition on page 71 of the Plan, are Public/Quasi Public uses.

Similarly, the proposed "High Density Residential District" west of Elm Street north of Odeon Street as shown on Plate 6, "Washington Park Proposed Land Use Plan" should be revised to a Public/Quasi Public District.

9. The Plan proposed High Density Residential Districts in four small areas in the Mohawk sub-area and in the Walnut/McMicken/Corwine street portion of O-T-R Central. (See page 7, item 3(g) of the 5/3 staff report.) Besides being surrounded or practically surrounded by proposed non-residential use, in Mohawk all other proposed residential districts are medium or low rather than high density. The Plan indicates that the proposed high density reflects the density of the existing residential uses in these areas which are proposed to remain. Public comments at the Planning Commission hearings reflected the need to provide low income housing. Therefore, unless additional information in the future indicates reasons to further restrict the proposed high density Recommendation 9: the high density residential districts as proposed in four locations in the Mohawk sub-area are appropriate as shown on Plate 4, "Mohawk Proposed Land Use Plan" and as proposed in the Walnut/McMicken/Corwine Street area and shown on Plate 7, the "O-T-R Central Proposed Land Use Plan".

None of the above recommendations should be construed as endorsing any zoning proposal in the Plan. Above recommendations should, however, be reconsidered during the rezoning process, and should be revised where appropriate to reflect new detailed information gathered from the public zoning hearings.

In the Urban Renewal Plan dated May 1985, the paragraph on relocation assistance (page 6) has been revised to provide a clearer explanation of relocation provisions for displaced families. The Urban Renewal Plan should be considered by the Planning Commission to be hereby revised to reflect all of the above recommendations.

RTD/mls

Attachments:

- . 5/22/85 Memo, Docter to Guest
- . 5 Plates, proposed land use plans from the OTR Comprehensive Plan



**Attachment E**  
**OVER-THE-RHINE**  
**Comprehensive**  
**Plan**

**mohawk**  
**proposed**  
**land use plan**

City Planning Department, City of Cincinnati

- OS OPEN SPACE DISTRICT
- P/OP PUBLIC/QUAS-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MXD COMMUNITY COMMERCIAL/SERVED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/SERVED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- WI WAREHOUSING/INDUSTRIAL DISTRICT

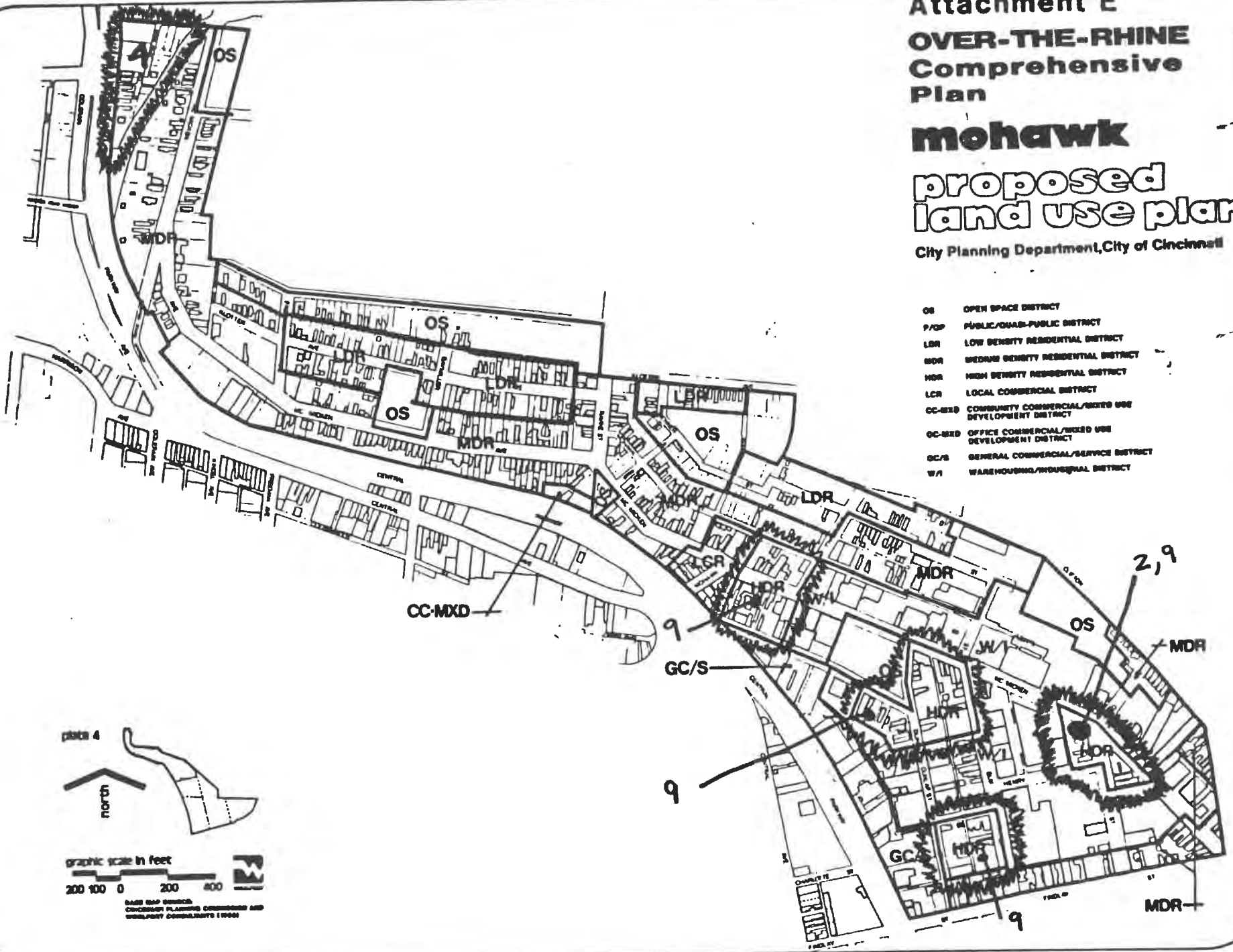


plate 4

north

graphic scale in feet

200 100 0 200 400

CITY OF CINCINNATI  
 CITY PLANNING DEPARTMENT AND  
 WILSON/RYAN ARCHITECTS

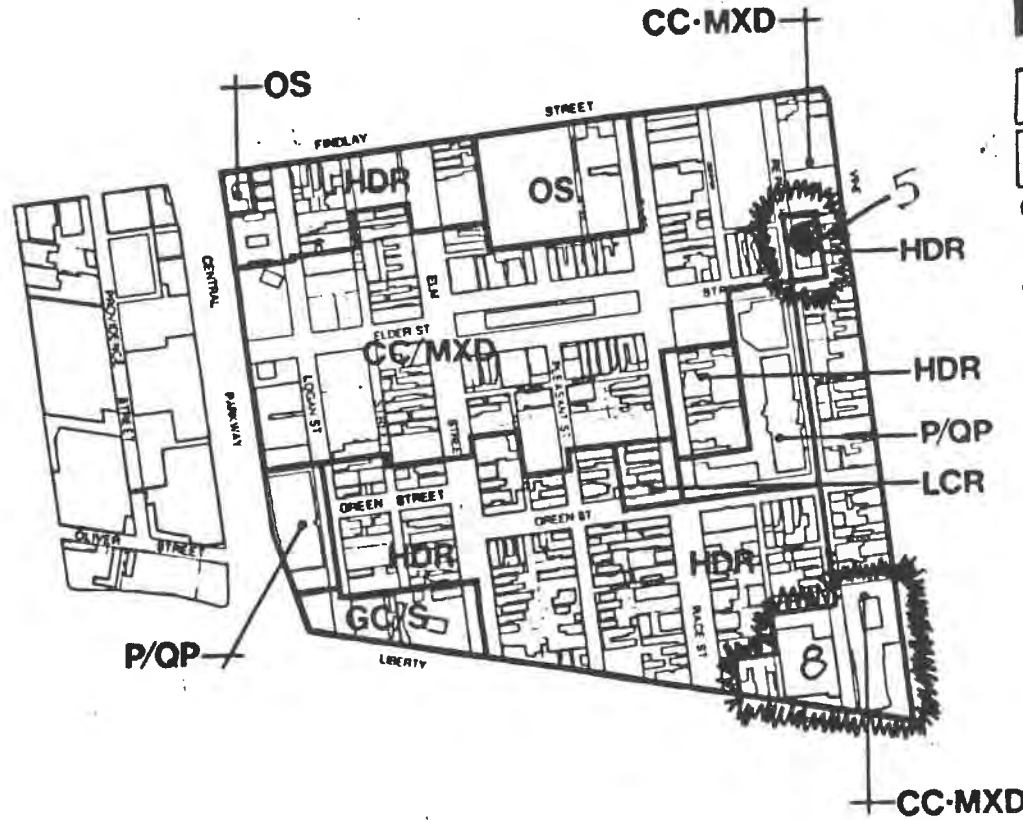
# Attachment E

## OVER-THE-RHINE Comprehensive Plan

### findlay market

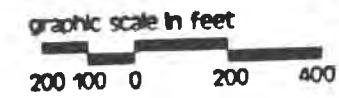
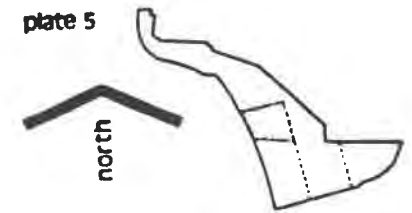
# proposed land use plan

City Planning Department, City of Cincinnati



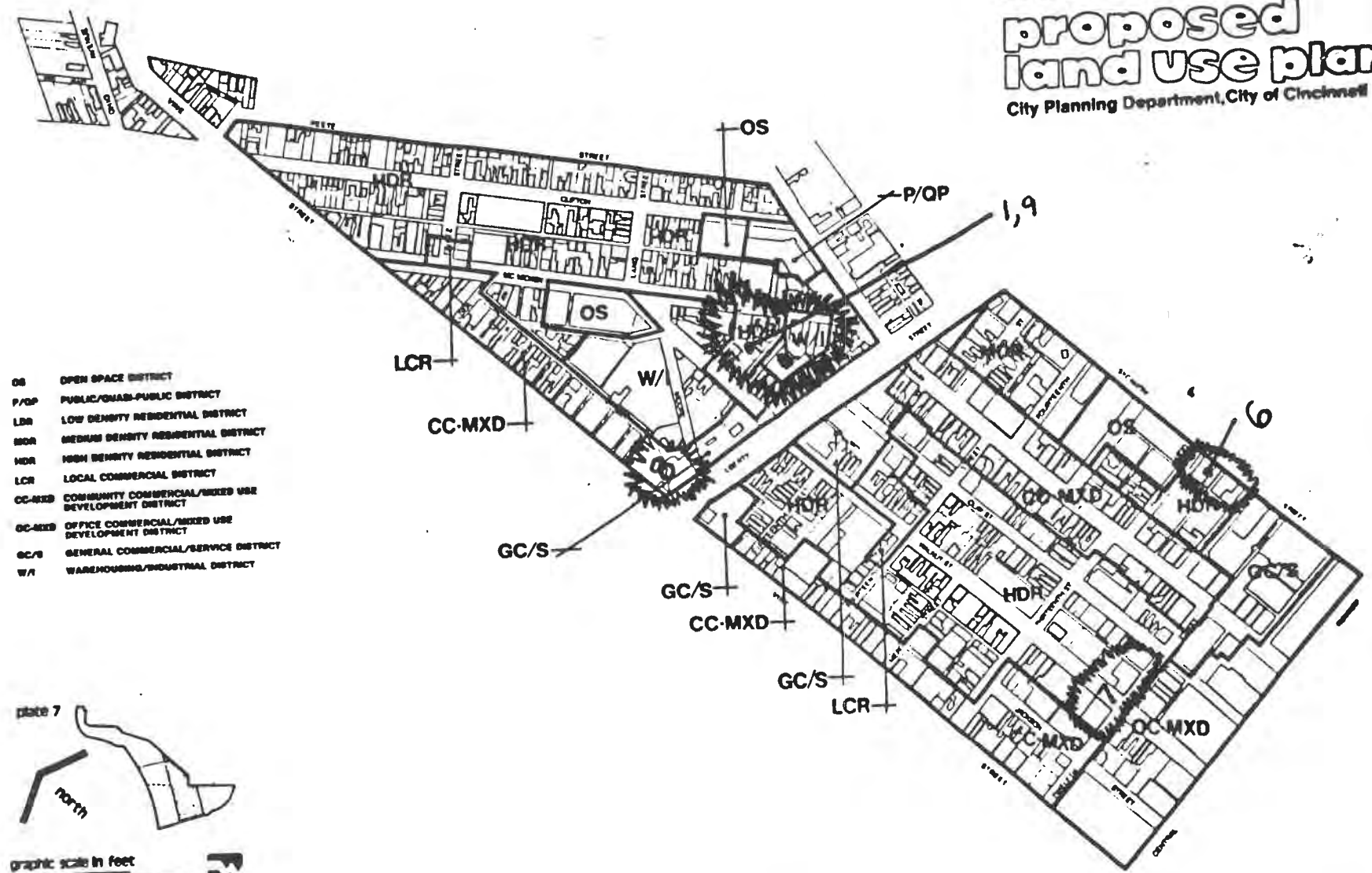
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- P/QP PUBLIC/QUASI-PUBLIC DISTRICT
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- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
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- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT

plate 5

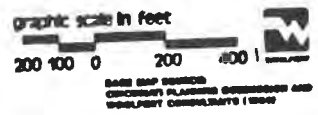
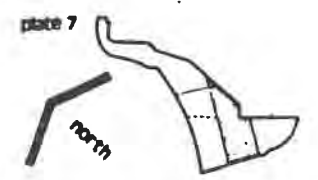


BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION  
WOOLPERT CONSULTANTS (1982)

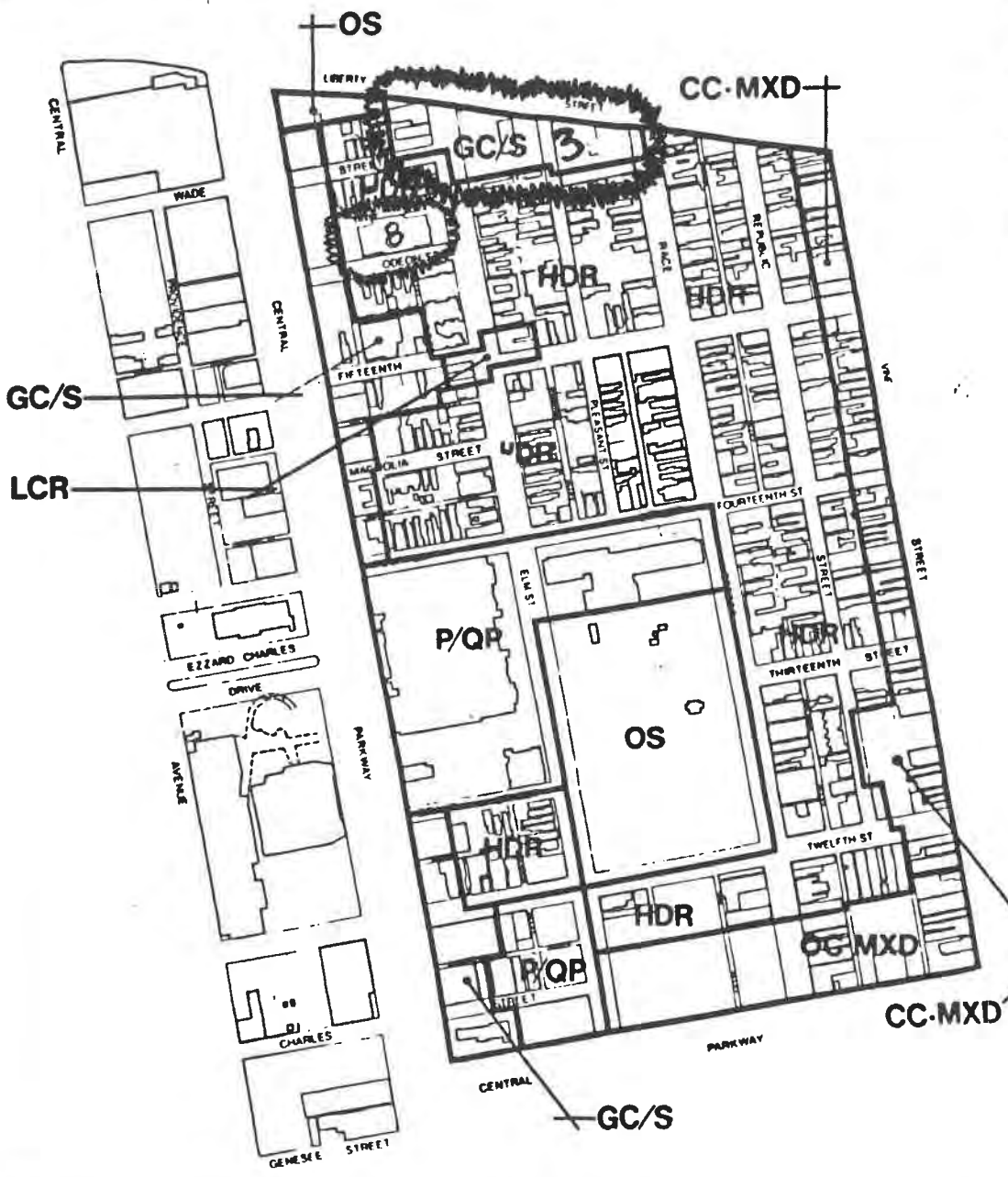
OVER-THE-RHINE  
 Comprehensive  
 Plan  
**O-t-r**  
**central**  
 proposed  
 land use plan  
 City Planning Department, City of Cincinnati



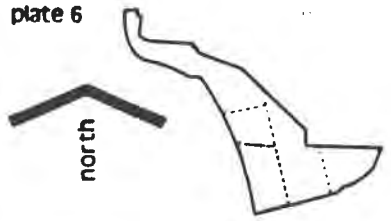
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- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT



**Attachment E**  
**OVER-THE-RHINE**  
**Comprehensive**  
**Plan**  
**washington**  
**park**  
**proposed**  
**land use plan**  
 City Planning Department, City of Cincinnati



- OS OPEN SPACE DISTRICT
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- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
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BASE MAP SOURCE:  
 CINCINNATI PLANNING COMMISSION AND  
 WOOLPERT CONSULTANTS (1983)

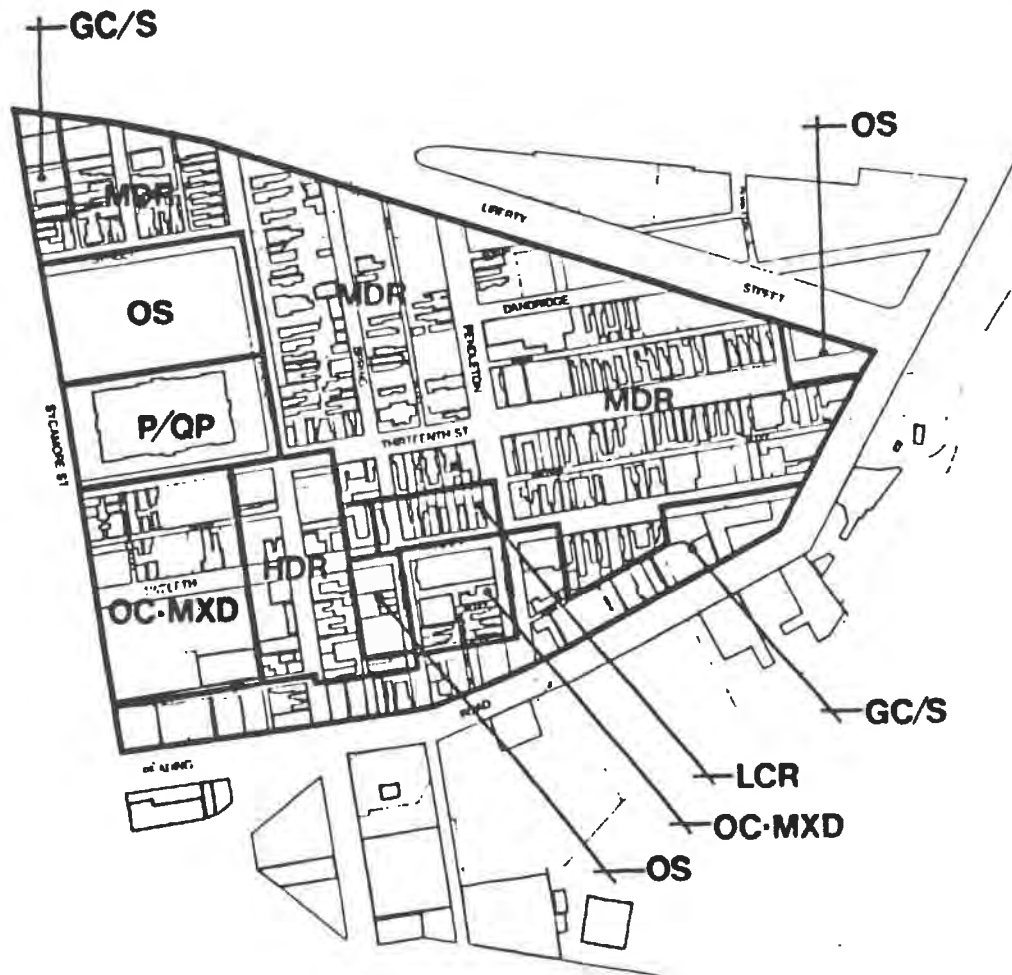
# Attachment E

## OVER-THE-RHINE Comprehensive Plan

### pendleton

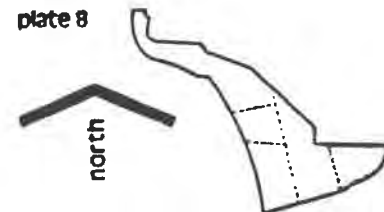
# proposed land use plan

City Planning Department, City of Cincinnati



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- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT

plate 8



graphic scale in feet



BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOOLFREW CONSULTANTS (1991)

# City of Cincinnati



Interdepartment  
Correspondence Sheet

Date May 22, 1985

To Hubert E Guest, AICP, Director, City Planning Department

From R. T. Docter, Administrator of Advanced Planning *RTD*

Copies to \_\_\_\_\_

Subject PLANNING COMMISSION ACTION ON THE "OVER-THE-RHINE COMPREHENSIVE PLAN",  
DECEMBER 1984

For convenience of reference of the City Planning Commission, attached are three pages from the staff report dated "May 3, 1985 (Revised)". The pages are from the "STAFF REVIEW" section of the staff report and list those concerns about the Plan which the staff is recommending be further justified or else the Plan be revised.

Specifically the Commission's attention is called to:

- . page 5, items (e), (f) and 2(c)
- . page 6, items 3(a), 3(b) and 3(c)
- . page 7, items 3(e), 3(f) and 3(g)

RTD: jkh

(1) Attachment

- (d) and how the Plans weight CBD development demands against OTR's low income housing needs as part of Issue 7, "CBD Influence".

Solutions to these issues, however, are implied by the Land Use recommendations, or it can be assumed they will be addressed as part of the proposals and strategies (described in the Appendices to the document) proposed for further consideration "as rebuilding work in OTR goes forward according to the guidelines of the Comprehensive Plan."

There are, however, two cases where Land Use Plan recommendations could aggravate Issues rather than solve them. They are

- (e) the retention expansion and development of incubator industries in the small McMicken, Corwine, Hamer Street portion of the OTR Central sub-area which is practically surrounded by residences; and
- (f) the proposed retention of a small area of residential use in Race/-McMicken/Henry Street portion of the Mohawk area which is practically surrounded by industrial uses.

Reasons for these two proposed land uses warrant further clarification or possible refinement.

## 2. Purpose and Overview

Concepts expressed in the "Purpose and Overview" section of Chapter IV including the "Development Overview" map are generally reflected in the Land Use Plan's recommendations. Small areas where recommended land uses do vary considerably from the Development Overview map are shown on Attachment D. Many differences are the result of the Land Use Plans being more appropriately refined than the Development Overview map.

The staff has concluded, however, that

- (a) the reasons for retaining the residential cluster at Race and McMicken, are not clear -- particularly in light of Phillipus Church (a residential stabilizing influence) being shown as proposed as part of a warehouse industrial district.
- (b) The Walnut/Main/Corwine proposed residential area also requires more justification in light of the Development Overview concept which proposes industrial uses in this area and because of its small size.
- (c) Finally, the proposed commercial use along the south side of Liberty between Elm and Race should be reconsidered for possible residential use in light of recent building demolitions and vacancies, and because of concepts suggested by the Development Overview map.



### 3. Compliance with Other Plans

Regarding compliance with other plans, those Goals from Chapter II of the report and those Development Policies from Chapter IV which are appropriate for Planning Commission adoption into the Coordinated City Plan (CCP), are, as stated above, listed in Attachment B of this staff report. The historic conservation development policies are appropriate for Over-The-Rhine. They reinforce neighborhood character by promoting conservation of architectural resources. The potential historic districts and sites called out in the Plan contain most of the significant historic properties and cohesive streetscapes in OTR. This should not preclude, however, the possibility of considering for historic designation areas and sites not listed in the Plan.

The Land Use Plan maps for all five sub-neighborhoods are, if revised where necessary to adequately address staff concerns stated above, appropriate to be adopted by the Commission as part of the Coordinated City Plan. Most Land Use Plan recommendations conform to the CCP. Variations, particularly in OTR Central and Findlay Market areas, are only because CCP land use recommendations are intended to reflect existing ground floor commercial uses to remain until a more refined proposal was available through the subject Plan. The OTR Plan, accordingly, purposes to reduce land designated commercial where no longer needed and to strengthen existing residential fabric and proposes to retain residential character where upper story residences predominate over ground floor commercial. Other areas which vary from recommended CCP uses can also, in most cases, be justified by several years of intense review, debate and compromise by which the OTR Plan was formulated. In most cases, therefore, such OTR Plan proposals should appropriately amend the existing CCP Land Use Plan.

There are seven small areas, however, which warrant further justification or else revision where the OTR Plan proposals differ from the CCP Land Use Plan, or from the Pendleton Urban Design Plan which amended the CCP for the Pendleton area. They are as follows.

- (a) A row of existing residences fronting on the east side of Central Parkway just north of McMillan Street in the Mohawk sub-area is proposed by the CCP for commercial use and by the OTR Plan for medium density residential use.
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- (c) The west side of Sycamore between Twelfth and Thirteenth Streets, occupied by the new "Diner" restaurant, is proposed for commercial by the CCP and for residential use by the OTR Plan.

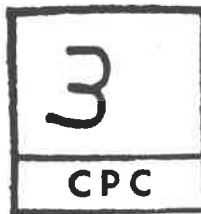


- (d) In the Pendleton area, where the adopted Pendleton Urban Design Plan has amended the CCP, two areas proposed by the Urban Design Plan for non-residential use are proposed by the OTR Plan for medium and high density residential use. They are the west side of the north end of Mansfield Street north of Fourteenth Street; and the east side of Pendleton Street between Thirteenth Street and Dandridge. In light of Goals, Development Policies and concepts shown on the Development Overview map, it appears that the subject Plan's land use proposals are correct and that the Pendleton Urban Design Plan should be amended accordingly.

Likewise, the Land Use Concept map in the Pendleton Plan recommends residential densities in certain areas which are different from those proposed in the Comprehensive Plan and which do not reflect the recently revised zoning in the Pendleton area. Also recent developments in the Sycamore Square and Verdin Bell areas are not reflected. Therefore, the Land Use Concept map should also be amended accordingly.

- (e) The northeast and northwest corners of Twelfth and Walnut are proposed for commercial use by the CCP and for high density residential use by the OTR Plan. Because of the character of existing land uses along that section of Twelfth Street, "mixed use development district" uses appear more appropriate at this location.
- (f) St. Francis Church and school and St. Anthony Messenger in the vicinity of the north side of Liberty and Vine intersection is recommended for a "community commercial/mixed use development district". While it is assumed that the Plan intends many other churches and schools to remain even though they are generalized as part of other proposed land uses, the definition of proposed land use categories on page 71 of the report, as well as the size of this complex would seem to warrant its being shown as a "public/quasi-public" district. The Elm Street Health Center in the Washington Park sub-area should similarly shown.
- (g) The Plan should clarify why high density rather than medium density is recommended for certain small areas surrounded by non-residential uses -- in addition to the reason that the overall existing density of the area is high. They include: the four small areas in Mohawk; and the Corwine Street block in OTR Central.

The OTR Plan conforms with the previously adopted sub-area plan for Pendleton--except for the issue described in items 3(d) above and the differences on the Pendleton Plan's Land Use Concept map. Because of the level of specificity of the Pendleton Urban Design Plan, it should continue to exist and be incorporated by reference as a part of the new OTR Urban Renewal Plan. The Pendleton Plan should, however, be amended to



*Don*

May 3, 1985 (Revised)

Honorable City Planning Commission  
Cincinnati, Ohio

Subject: Over-The-Rhine Comprehensive Plan, December 1984; and an ordinance approving and adopting the Over-The-Rhine Urban Renewal Plan and amending the Pendleton Area Urban Design Plan and incorporating it as a supplement to the Over-The-Rhine Urban Renewal Plan; and repealing Ordinance No. 127-1972 and the Urban Design Plan for the Findlay Market NDP Area A-9-2.

The Over-The-Rhine (OTR) Planning Task Force has submitted the subject Plan to the City Planning Commission for review and approval. The City Planning Department is submitting to the Commission for its approval and recommendation to Council the subject Plan for adoption in part into the Coordinated City Plan, as well as an Urban Renewal Plan for approval and adoption by City Council.

#### BACKGROUND

The Over-The-Rhine Plan was a response to widespread concerns of the Over-The-Rhine Community Council dating back to the early 1970's. The City Manager's response to these concerns was to form the OTR Task Force in October 1980 under the coordination of the City Planning Commission. The Task Force included representatives of the Community Council as well as area business people, social service representatives, and special interest groups. City departments had the opportunity to coordinate their planning efforts with the Task Force through the "policy team". Woolpert Consultants was retained to develop the Land Use Plan and supporting material which formed the basis of the present document.

The Task Force envisions an Urban Renewal Plan being adopted based on the goals and objectives of the Comprehensive Plan in order to guide all future development activity, rezoning hearings, as well as private and public investment activities in the Over-The-Rhine community.

Those Task Force members who stayed with the project throughout the past four years, even though at times agreement was all but impossible, are to be congratulated.

#### SUMMARY OF THE PLAN REPORT

The Plan report includes four chapters on Introduction and Purpose, Goals and Objectives, Development Conditions and Trends, as well as the Land Use and Zoning Plan. Appendices focus on implementation techniques and include a proposal for a Redevelopment Management Strategy; a description of a method

for producing quality low-income housing without massive federal subsidies; an analysis of OTR's Community Facilities and Services; a description of OTR's social and human services; and a discussion of architectural and historic resources. The Appendix also includes a blight study and survey, and a legal boundary description of a proposed Urban Renewal Plan area.

Chapter I of the report includes an overview of the community and a description of its five sub-areas -- Washington Park, Findlay Market, Mohawk (including the West McMicken area), Over-The-Rhine Central, and Pendleton. See map, Attachment A. A brief history of the community concludes with a discussion of events of the last decade regarding education, social services, housing and historic designation. There is a description of the relationship of OTR to the surrounding areas of the West End, Queensgate, Lower Mt. Auburn, and the Central Business District (CBD). The chapter also includes a summary of such prior planning efforts as the 1971 OTR "Findlay Market Designs and Objectives" report, the 1977 "Washington Park Plan", the 1982 "Pendleton Plan", as well as the replacement of the OTR Development Corporation (ORDCO) with OTR, Inc.

Chapter II of the report includes over 30 goals and more than 100 objectives adopted by the OTR Planning Task Force. They pertain to housing, commercial/industrial, character/cultural diversity/image, traffic circulation/transit/parking, social services/facilities/recreation, environment and public services. Such goals or objectives include:

1. Stabilize the base of decent, safe and sanitary low-income housing at a minimum of 5,520 units.
2. Revitalize the commercial districts of the neighborhood, particularly Vine Street, Main Street and Findlay Market.
3. Maintain and revitalize the long-historied, mixed-use character of Over-The-Rhine with its pattern of first floor store front businesses and residential units above.
4. Increase the population of OTR to approximately 15,000 by rehabilitating as many as possible of the 2000 units that stand in vacant shells.
5. Strengthen each of OTR's subareas with this revitalization process.

Certain goals and development policies appear to form the essence of the Plan, pertain to physical improvements that may require future Planning Commission consideration and appear to conform to citywide Coordinated City Plan (CCP) policies. They have been extracted and included in Attachment B hereto, "Coordinated City Plan (CCP) Goals and Policies". The Plan's goals and objectives that pertain to private actions and zoning have not been included in Attachment B. The more specific Objectives statements, many of which are not appropriate for adoption into the CCP, are listed on the right side of the CCP Policy sheets under "Programs". Such Program statements, although not adopted by the Planning Commission as part of the CCP, nevertheless illustrate

the general intent of the adopted Goals or Development Policies on the left side of those sheets. Zoning issues, likewise, cannot be considered by the Commission unless part of a separate zoning due process.

Chapter III, Development Conditions and Trends focuses on recent trends and existing conditions of the population, land use and development patterns, and an analysis of zoning throughout OTR. Some of the most significant findings are summarized in Attachment C.

Chapter IV, Land Use and Zoning Plan, includes the Purpose and Overview of the Plan, lists seven Critical Issues which must be addressed. The chapter states six groups of Development Policies, and concludes by proposing Land Use and Zoning Plans for each of the five OTR sub-areas.

The Overview in Chapter IV indicates that the purpose of the Plan, regarding population and housing, is to strengthen the primarily low income residential fabric, to anticipate the cumulative effect of continued development on the low income housing supply, and to balance housing and community improvement needs of mostly poor existing residents against opportunities for new development. It is intended that the net effect--of a possible 345 existing dwelling units being displaced by redevelopment and over 700 dwelling units being added through adaptive reuse and infill projects--will be 5520 units of housing being available and affordable for low and moderate income people. OTR's Year 2000 population would increase 26% over the 1980 figure to 15,000 people, although that would be less than half the 1950 population total.

The Overview indicates the Plan, regarding land use, intends to reinforce the mixed use character, but minimize conflicts between uses, and protect certain areas as residential cores. See Attachment D, "Development Overview" map. Upgrading of Vine and Main Streets as mixed use commercial/residential corridors should help tie together adjacent residential cores in Washington Park, OTR Central and Pendleton. Special areas recognized as catalysts for additional investment include the Washington Park/Music Hall area, the Findlay Market area, and the Mohawk and OTR Central neighborhood manufacturing/warehousing centers.

Seven "Critical Issues" identified are housing decline, incompatible land uses, vacant lots/store fronts, reinforcement of special development areas, commercial vitality, parking, and the CBD influence. These must be addressed by ongoing planning and development work.

Development Policies recognize the highest priority as housing for low and moderate income residents of the area. Other policies address OTR's redevelopment potential, and reduction of incompatible land uses. Policies are intended both to provide the framework upon which the Plan is formulated, as well as to guide the City's response to development proposals, especially where scarce public resources must be prioritized. Other policies deal with industrial and warehousing uses, with parking and circulation patterns, with recreation/open space, and with historic conservation. The Over-The-Rhine

Comprehensive Plan includes development policies which address historic conservation. These policies encourage development which is sympathetic to the historic character of the neighborhood and promote the continued use and reuse of OTR's architectural resources. Additionally, six areas are recommended for study as historic districts and two properties are recommended for study as historic sites.

As with the goals from Chapter II, those Development Policies suitable for adoption by the Planning Commission have been extracted and included in Attachment B hereto, "Coordinated City Plan (CCP) Goals and Policies".

The Land Use and Zoning Plan attempts to sort out the numerous land use conflicts while strengthening within each neighborhood the predominant land use character. See Attachment E, "Proposed Land Use Plan" maps for each OTR sub-area. The Plan maps propose the majority of the interior of OTR as a residential area. Three exceptions are the Findlay Market area proposed as a mixed use area but primarily commercial, and two warehouse/industrial areas proposed for Mohawk and OTR Central. Commercial uses are proposed to serve either neighborhood clusters, the community as a whole (Vine and Main Street corridors), or citywide trade areas (Findlay Market and Central Parkway).

#### STAFF REVIEW

It is understood that recommendations in this Plan are the result of several years of intense review, debate and compromise. It is likewise understood that economic realities may at least in the short run dictate the continuation of some land uses in close proximity to each other which are not normally found to be compatible.

The City Planning Department's review evaluates the Comprehensive Plan in the following three ways: (1) are the seven critical issues stated at the beginning of Chapter IV addressed by recommendations in the Plan; (2) are concepts expressed in the "Purpose and Overview" section of Chapter IV, including the "Development Overview" map, carried out by the recommendations of the proposed Land Use Plan maps for each neighborhood; (3) do Goals, Objectives, Development Policies and Land Use Plan recommendations agree with citywide and OTR sub-area plans and with plans for areas adjacent to OTR.

#### 1. Critical Issues

The seven critical issues are directly addressed by a combination of the recommended Goals, Objectives and Development Policies. Likewise, Land Use Plans for each sub-area also explicitly address each Issue -- except

- (a) certain aspects of Issue 2, "Incompatible Land Uses", which relate to commercial traffic parking and loading in residential areas;
- (b) the vacant buildings aspect of Issue 3, "Vacant Lots and Store Fronts";
- (c) the problem of commercial space exceeding demand as part of Issue 5, "Commercial Vitality";

- (d) and how the Plans weight CBD development demands against OTR's low income housing needs as part of Issue 7, "CBD Influence".

Solutions to these issues, however, are implied by the Land Use recommendations, or it can be assumed they will be addressed as part of the proposals and strategies (described in the Appendices to the document) proposed for further consideration "as rebuilding work in OTR goes forward according to the guidelines of the Comprehensive Plan."

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reflect the land uses proposed in the OTR Comprehensive Plan. It is assumed that the 1972 Findlay Market Designs and Objectives Report adopted by City Council as an urban renewal plan, however, will be repealed and be superseded by the OTR Comprehensive Plan. One other sub-area plan for the Pleasant Street corridor in the Findlay Market and Washington Park sub-areas is being formulated and will not be compared to the OTR Plan until it is submitted for review.

Regarding the OTR Plan's relationship to plans for adjacent areas, a number of issues warrant future planning considerations. Some are already the subject of plans which are being formulated\*, but will also not be compared to the OTR Plan until they are formally submitted for staff review. Locations and descriptions of such issues are illustrated in Attachment F hereto and include the following:

- A. Schiller/Hughes Playground east of Rothenberg School
- B. I-471/Liberty Street ramp\*
- C. CBD/OTR Main Street Historic Districts\*
- D. Garfield Place\*/Elm Street/Washington Park housing/office corridor
- E. Former French Bauer Building\*/Washington Park south development
- F. Possible transit improvements along Central Parkway\*
- G. Queensgate II Town Center/Music Hall complex\*
- H. Linn Street Business District\* effect on Findlay Market
- I. Eggleston Avenue Corridor\*/Reading Road intersection and Justice Center/Pendleton parking needs
- J. Redevelopment east of Broadway between Reading and Gilbert (Chavez property, etc.)\*
- K. Linn Street/Central Parkway/Mohawk Place intersection
- L. Clifton/Vine/McMicken/Findlay Street intersections as traffic gateways
- M. Clifton Heights/University Heights/Fairview (CUF) Community Plan\*

In the future plans for these areas should be evaluated in light of the OTR Plan, and vice versa.

Likewise, in order to carry out the adopted policies and land use plans and in conformance with proposals in Appendix G of the Plan, City Council should authorize the City Administration to expend funds to eliminate blight and deterioration and to acquire property. Toward that end, parts of the subject document have been prepared as an urban renewal plan and identified as Attachment G hereto. As such, and in conformance with Chapter 725 of the Cincinnati Municipal Code, evidence has been presented in Appendix G of the Plan report which verifies that 96% of the buildings in the OTR study area were observed to be blighted. Appendix G also contains the legal boundary description of the Urban Renewal Plan area, along with the related blight study and survey.

This Over-The-Rhine Urban Renewal Plan is intended to amend the Pendleton Area Urban Design Plan and to incorporate it as a supplement to this Urban Renewal Plan. It is also intended to replace the Urban Design Plan for Findlay Market NDP Area A-9-2, which was approved and adopted by City Council Ordinance No. 127-1972.

The proposed OTR Urban Renewal Ordinance has the approval of the Director of City Planning and the City Solicitor.

#### STAFF RECOMMENDATIONS

The City Planning Department staff recommends that:

##### The City Planning Commission

1. Accept the Over-The-Rhine Comprehensive Plan, December, 1984 (recognizing that it exists without approving or disapproving it);
2. Adopt from the Over-The-Rhine Comprehensive Plan, only those Goals, Development Policies as indicated in Attachment B and Land Use Plan maps in Attachment E of this staff report (as revised according to staff concerns noted under Staff Review above) as part of the Coordinated City Plan. It should not be construed by the approval and adoption of this Plan that the City is committed to the expenditure of funds for public improvement as may be implied by the Plan, and further zoning changes proposed in the Plan must be subjected to the zoning process.
3. Approve an Ordinance approving and adopting an Over-The-Rhine Urban Renewal Plan and making findings and determinations relative thereto, including (1) that the area described in the Over-The-Rhine Urban Renewal Plan is a deteriorated or blighted area; (2) that there is a feasible method for the relocation of families that will be displaced from said area; (3) that financial assistance from the federal government is necessary to carry out the renewal of said area; (4) that the Over-The-Rhine Urban Renewal Plan affords maximum opportunity for renewal by private enterprise; and (5) that the Over-The-Rhine Urban Renewal Plan conforms to the Master Plan for the development of the city; amending the Pendleton Area Urban Design Plan, and incorporating it as a supplement to the Over-The Rhine Urban Renewal Plan; and repealing Ordinance No. 127-1972 and the Urban Design Plan for the Findlay Market NDP Area A-9-2, which was approved and adopted by that ordinance.

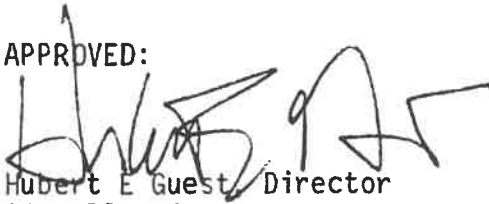
May 3, 1985

Respectfully submitted,



Roland T. Docter  
Administrator  
of Advanced Planning

APPROVED:

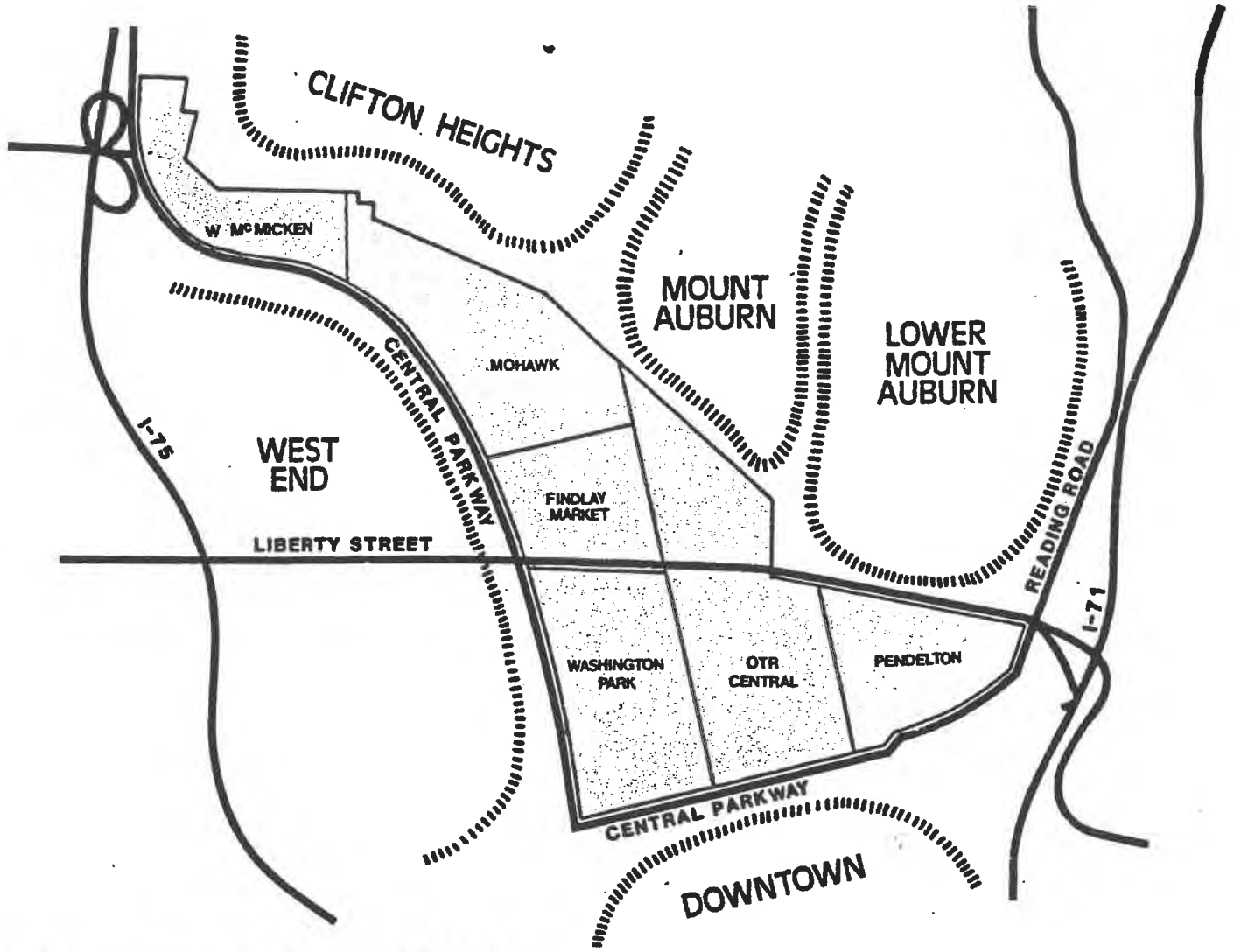


Hubert E. Guest, Director  
City Planning Department

RTD/mls

Attachments:

- A. Sub-area Map
- B. CCP Goals and Policies (being revised)
- C. Summary of Findings  
    Regarding Existing Conditions
- D. Development Overview Map
- E. Proposed Land Use Plan maps for 5 sub-areas
- F. Planning Areas Relating to OTR
- G. OTR Urban Renewal Plan (in process)



# OVER-THE-RHINE Comprehensive Plan

## Sub Area Map

City Planning Department, City of Cincinnati

COORDINATED CITY PLAN  
Part II: Community and Special  
Area Policies

SECTION NO.	_____
COMMUNITY AREA	<u>Over-The-Rhine</u>
POLICY DIVISION	<u>Physical Facilities</u>
CATEGORY	<u>1000, 1400</u>
SUBCATEGORY	<u>1420</u>
Adopted	<u>1984</u>
Revised	_____

GOALS and POLICIES

PROJECTS or PROGRAMS

GOALS /1

GENERAL GOALS

1. The development of low-income housing and the related services needed is the priority of the comprehensive plan.
2. Halting the further erosion and deterioration of the entire neighborhood, both commercial and residential, is an immediate necessity for Over-The-Rhine's survival.
3. Development should not result in a net reduction of the low-income housing stock at any given time.
4. The population of Over-The-Rhine should be increased to 15,000 people.
5. New commercial enterprises should be attracted into the area, including social-recreational businesses.
6. Support services needed by commercial enterprises located in the area should be promoted.
7. Industrial districts should be recognized and city support services to them maintained.
8. Planning and development should reinforce the mixed use character of Over-The-Rhine.
9. Land use conflicts should be minimized through public and private actions.
10. Efficient and effective use of the large amounts of vacant lands and buildings must be a key effort of the plan.
11. Zoning strategies should be developed that are consistent with the intent of the comprehensive plan.
12. Demolition of existing buildings should be a planned part of the overall development of Over-The-Rhine.
13. All the subarea plans of Over-The-Rhine should pull together in one flowing overall comprehensive plan, and strengthen and support each other.

Housing

14. Provide decent housing opportunities for all low-income people who live in Over-The-Rhine
15. Preserve and strengthen residential neighborhoods within Over-The-Rhine.
16. Improve the utilization of existing resources.

Commercial/Industrial

17. Encourage business development and expansion to utilize existing and vacant commercial/industrial property.
18. Improve coordination and cooperation among OTR businesses and other outside resources

FOOTNOTES

/1 Over-The-Rhine Comprehensive Plan, 1984, "Goals and Objectives," pages 11-19

# Part II: Community and Special Area Policies

POLICY DIVISION	<u>Physical Facilities</u>
CATEGORY	<u>1000, 1400</u>
SUBCATEGORY	<u>1984</u>
Adopted _____	Revised _____

## GOALS and POLICIES

## PROJECTS or PROGRAMS

- a. Local and community-serving commercial uses should be encouraged in and near residential core areas and along Main Street and Vine Street north of Twelfth Street.
- b. General commercial and office uses which serve a broader clientele should be located primarily along major thoroughfares in OTR.
- c. Findlay Market and its environs should be developed as a regional trade center and tourist attraction while respecting the tradition of serving local residents.
- d. Design of storefronts and offices should reflect the architectural character of OTR.

### 3. INDUSTRIAL/WAREHOUSING

#### Overall Policy

It shall be the policy of the City to recognize OTR as a place to work as well as live. Its central location and availability of industrial land should be promoted for locating small or "incubator" light manufacturing or warehousing firms.

- a. Development should be directed to the formation of two industrial areas within OTR.
- b. Policies should promote the establishment of labor-intensive light manufacturing or warehousing uses--particularly those which will provide job opportunities for OTR residents.

### 4. PARKING/CIRCULATION

#### Overall Policy

Traditionally, major arterials have bisected OTR and provided entries to the CBD. Circulation patterns and parking in Over-The-Rhine should provide maximum convenience for commercial/industrial uses yet not conflict with the livability of residential areas.

### 5. RECREATION/OPEN SPACE

#### Overall Policy

The highest priority for the expenditure of public funds for recreation or open space should be for uses which directly benefit area residents.

- a. Recreation/open space should be accessible to residential areas:
- b. Hill-sides which form OTR's northern boundary should be preserved as passive recreation areas or natural preserves.

## FOOTNOTES

# Part II: Community and Special Area Policies

COMMUNITY AREA	<u>Over-The-Rhine</u>
POLICY DIVISION	<u>Physical Facilities</u>
CATEGORY	<u>1000, 1400</u>
SUBCATEGORY	<u>1420</u>
Adopted	<u>1984</u>
Revised	<u>          </u>

## GOALS and POLICIES

## PROJECTS or PROGRAMS

### 6. HISTORIC CONSERVATION

#### Overall Policy

The City recognizes the historic significance of Over-The-Rhine in the development of the City and the value of OTR's existing stock of residential and commercial buildings. The City also recognizes the importance of retaining architectural character. Therefore, it shall be the policy of the City to encourage development which responds sympathetically to the historic character of OTR and to promote the use of its architectural resources.

- a. The City shall identify and study districts and landmarks within the community for possible historic designation.
- b. Urban Design Plans shall encourage development and public improvements which respect the architectural character, density, and scale of buildings and the goals of this Comprehensive Plan.

## FOOTNOTES

ATTACHMENT C

SUMMARY OF FINDINGS REGARDING EXISTING CONDITIONS  
from the  
"Over-The-Rhine Comprehensive Plan, December 1984"

A. Population

- Population decreased 62% from 31,586 in 1950 to 11,914 in 1980.
- Black population increased from 9.9% of OTR's population in 1960 to 62.5% in 1980.
- 40.6% of total households are female-headed, typically having a serious disadvantage in the job market.
- 42.8% of total households have a retiree as head, many on fixed incomes, with increased susceptibility to being victims of crimes.
- 1980 median family income was only 42.3% of City average and 84.2% of OTR households fell in the low income category.
- 48.5% of OTR households received public assistance by 1980 compared to 13.1% citywide.

B. Land Use and Development Patterns

- Today's general land use pattern still reflects the historical mixed use character, although some concentration of like land uses give it a slighter simpler urban form today.
- Land ownership is varied and mixed with usually not more than 4 or 5 contiguous lots under single ownership.
- Most properties, showing years of neglected maintenance by absentee landlords, are major contributors to OTR's problems.
- Only 6.4% of OTR's entire building stock was considered "sound".
- Residential use (27.3% of OTR area) is the predominant use in OTR -- either as ground floor use or as apartments above small ground floor commercial establishments -- substantiating OTR's residential character.



- Very few areas are exclusively residential, except much of Pendleton, the northern halves of Mohawk and Washington Park, and small enclaves in OTR Central north of Liberty Street and along Clifton Avenue.
- Residential uses are typically older row buildings with no front or side yards and small open space areas only as interior courtyards or along the alleys in the rear of buildings.
- Commercial uses (10.9% of OTR area including all commercial uses) in small ground floor stores with residences above predominate along Vine Street and Main Street, and focus around Findlay Market.
- Commercial uses, catering to the heavy volume of citywide auto and truck traffic, line Liberty Street and Central Parkway.
- Warehouses and industrial uses (14.9% of OTR area including off-street parking) are scattered throughout OTR, except for clusters in the southern half of Mohawk--along McMicken Avenue from Findlay to Stonewall Streets and along McMicken near Vine and Walnut Streets.
- Clusters of public and institutional uses (10.7% of OTR area) are located in: the Washington Park neighborhood including Washington Park, Music Hall, Memorial Hall, Washington Park Elementary School, the Central YMCA and a number of large churches; the vicinity of Hamilton County Courthouse including the Alms and Doepke Building, supporting parking lots, and the soon to be vacated Ohio College of Applied Science (OCAS); the central portion of Sycamore Street including the School for the Creative and Performing Arts, and the former Peaslee Elementary School and playground. Several other school buildings and many churches are scattered throughout OTR.
- Streets and other public rights-of-way (38.4% of OTR area) represent the largest single land use category, not unusual for such an inner city area with oddly shaped blocks and scores of streets and alleyways.
- Vacant land (9.9% of OTR area) is scattered throughout the five sub-neighborhoods.
- The report also includes a detailed land use analysis of each of the sub-neighborhoods.
- The impacts of anticipated development focus on the following:
  - . St. Paul Church Mart complex may increase demand for housing and parking along with increased traffic;
  - . The new Justice Complex may increase demand for office space and parking (1000 cars), as well as increase traffic;

- . OCAS, if reused for retail/office/residential to support the Jus-Complex, will be a major expansion of the Central Business District (CBD) into OTR.
- . Music Hall may stimulate residential and related commercial demand in competition for low income housing land area.
- . Findlay Market attracts citywide patrons and generates traffic congestion, demand for off-street parking (without demolition) and the expansion and rehabilitation of commercial and warehouse space.
- . Sixth District School (replacing the City Twelfth Street Clinic) renovation improves health care delivery to the area.

### C. Zoning Analysis

The report suggests that current zoning should be revised to more effectively mitigate conflicts between incompatible land uses. Likewise, it recommends increasing land values by scaling back the less restrictive B-4 commercial zones and by more effectively regulating high density mixed use properties having ground floor commercial and upper floor residential uses. Other issues include whether there is a need to designate locations where ground floor commercial space should be allowed to convert to residential use, and the need to ensure that Findlay Market area commercial (B-4) zoning and Environmental Quality District Zoning recognize the Market's vital importance as a commercial anchor.

This section of the Plan report draws the following major conclusions about OTR's zoning:

- R-6 Multi Family High Density zoning in the north half of Mohawk and in Pendleton protects several residential clusters particularly well from commercial encroachment.
- R-7 Multi Family High Density zoning has recently been applied to two previously zoned B-4 General Business areas to reflect existing residential uses in Washington Park and Pendleton neighborhoods. The report suggests that the RB zone, (not yet developed at the time that section of the report was written) may have been appropriate for the area north of Washington Park School containing ground floor local commercial uses.
- Several other high density residential enclaves appear to qualify for R-7 zoning in order to retain existing residences.
- Existing Residence-Business (RB) District could be replaced by a RB-1 to be called Residence-Neighborhood Business District and applied to

certain small commercial areas (in addition to where the RB zone already exists in Pendleton); and a new RB-2, Residence-Community Business District is suggested to be applied to residential/commercial areas serving community needs where commercial uses predominate. Locations for RB-1 or 2, permitting a blend of B-3 and R-7 uses, are seen as Vine Street between Central Parkway and Fifteenth Street, as well as along Race and Main Streets.

- The Suburban Office (O-1) zoning district along Clifton Avenue contains no offices and could be replaced by a higher density residential zone. O-1 zoning instead is proposed for along Central Parkway between Stark Street and Fifteenth Street in an area already containing offices and which appears attractive for additional offices.
- The hillsides in the north portion of Mohawk are recommended in the report for a low density multi-family R-4 zone where sensitivity of the hillside precludes high density development.
- The (M-2) Intermediate Manufacturing zoned areas in Mohawk and OTR Central contain isolated clusters of residential uses, while much of the M-2 district along Central Parkway between Findlay and Fifteenth Street is either vacant or devoted to miscellaneous commercial uses.
- In order to preserve housing for low and moderate income people, the report points out that (in Appendix A), the existing Neighborhood Housing Retention (NHR) overlay zone, scheduled to expire in June 1985, should be replaced with regulations which accomplish similar objectives.
- Since 1980, two major zone changes were already enacted. The area around Washington Park was changed from B-4 and C-2 (CBD "Frame") Districts to R-7 to maintain residential uses and discourage residential demolition for non-residential development. Pendleton was also rezoned from its former R-6, C-2 and B-4 districts. The new R-B zone was applied to a small area. Pendleton was rezoned to better provide controls needed in a mixed use, in-town community with a large residential population.
- 32 conditional uses were granted in OTR, most between 1968 and 1972, to allow conversion of ground floor commercial space to residential use. There have been no such applications since 1975.

Such zoning issues, however, cannot be considered by the Commission at this time until a formal due process is initiated.

## ATTACHMENT D

- (a) Four pockets of residential use are proposed in the warehouse/industrial district of southern Mohawk (one of which is discussed under 1(f) above and in northeast commercial district of the Findlay Market sub-area.
- (b) A small area of residential use is proposed to remain in the Walnut/Main/Corwine area of OTR Central (just north of item 1(e) above) and public/quasi-public use as proposed for the Rothenberg School site -- all of which is shown as a "warehouse/industrial core" on the Development Overview map.
- (c) A "general service commercial" district is proposed along Liberty Street between Elm and Race Streets, which blocks the possibility of the Washington Park residential core bridging north over Liberty Street into the Findlay Market area as suggested by the Development Overview map. Yet there is only one occupied property along the south side of Liberty between Elm and Race Streets.
- (d) Public/quasi-public and high density residential use is proposed along the south side of Twelfth Street rather than a "commercial core" area as shown on the Overview map.

# OVER-THE-RHINE DEVELOPMENT OVERVIEW

## DEVELOPMENT OVERVIEW

-  RESIDENTIAL CORE
-  COMMERCIAL CORE
-  PUBLIC / OPEN SPACE CORE
-  WAREHOUSE / INDUSTRIAL CORE
-  AREA WHERE PROPOSED LAND USE DIFFERS FROM DEVELOPMENT OVERVIEW MAP



LAND USE PLAN  
PROPOSES  
GEN. COMMERCIAL/  
SERVICE

LAND USE PLAN  
PROPOSES  
RESIDENTIAL



# Attachment E

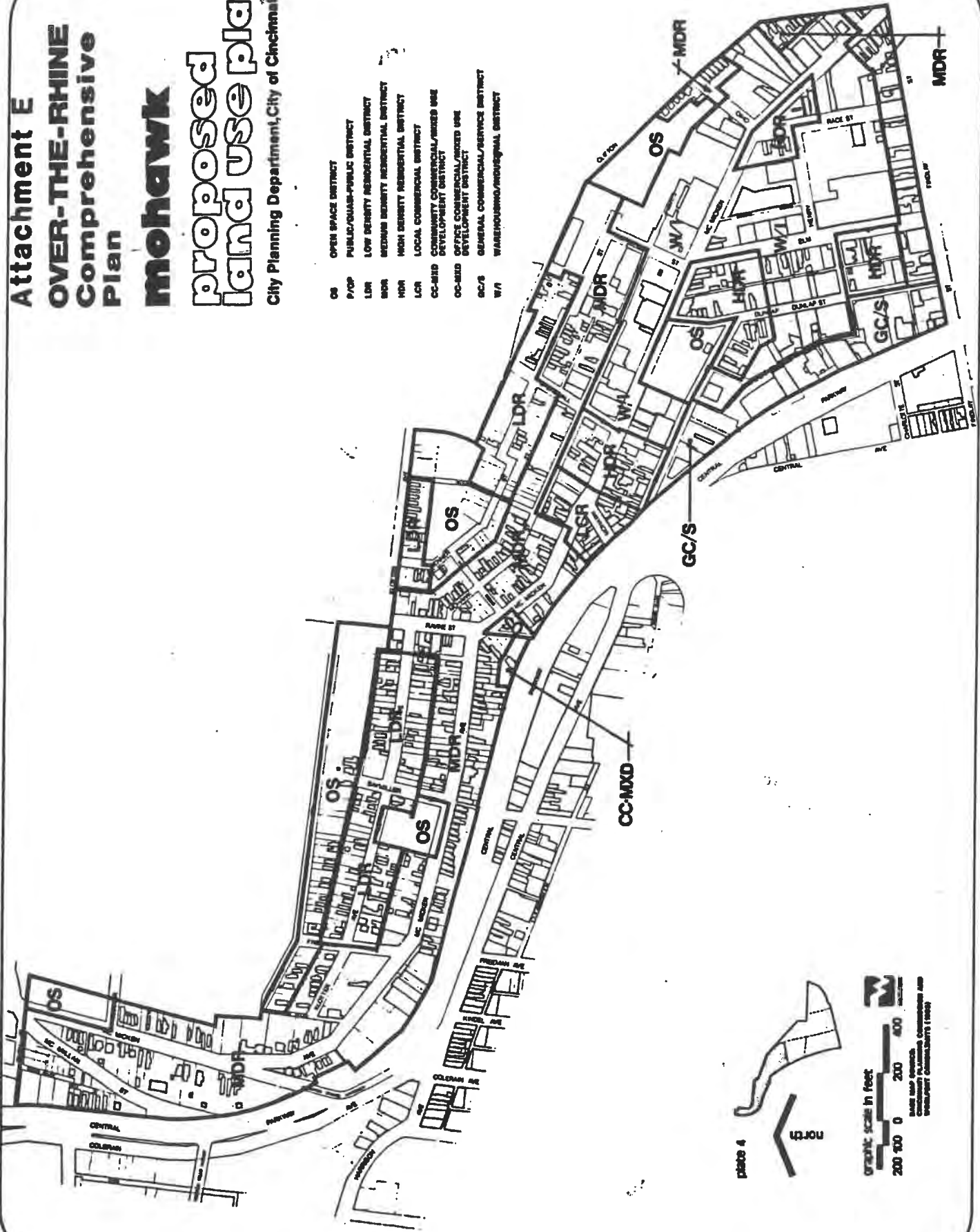
## OVER-THE-RHINE Comprehensive Plan

### mohawk

# proposed land use plan

City Planning Department, City of Cincinnati

- OS OPEN SPACE DISTRICT
- P/OP PUBLIC/QUAS-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HRD HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MID COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- CC-RES OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/A WAREHOUSE/INDUSTRIAL DISTRICT



Graphic scale in feet  
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CITY OF CINCINNATI  
CITY PLANNING DEPARTMENT  
PREPARED BY: [unreadable]

plate 4

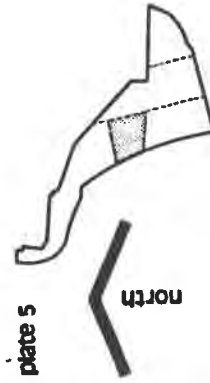
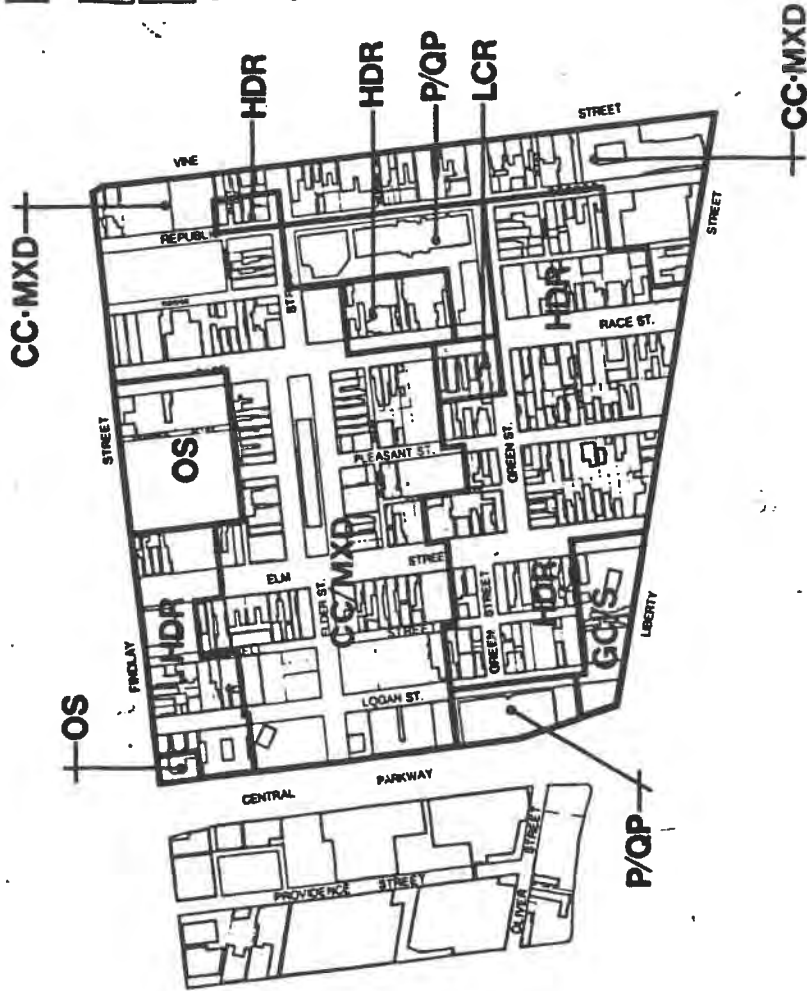
# Attachment E

## OVER-THE-RHINE Comprehensive Plan findlay market

# Proposed Land Use Plan

City Planning Department, City of Cincinnati

- OS OPEN SPACE DISTRICT
- P/QP PUBLIC/QUARTER-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MXD COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT



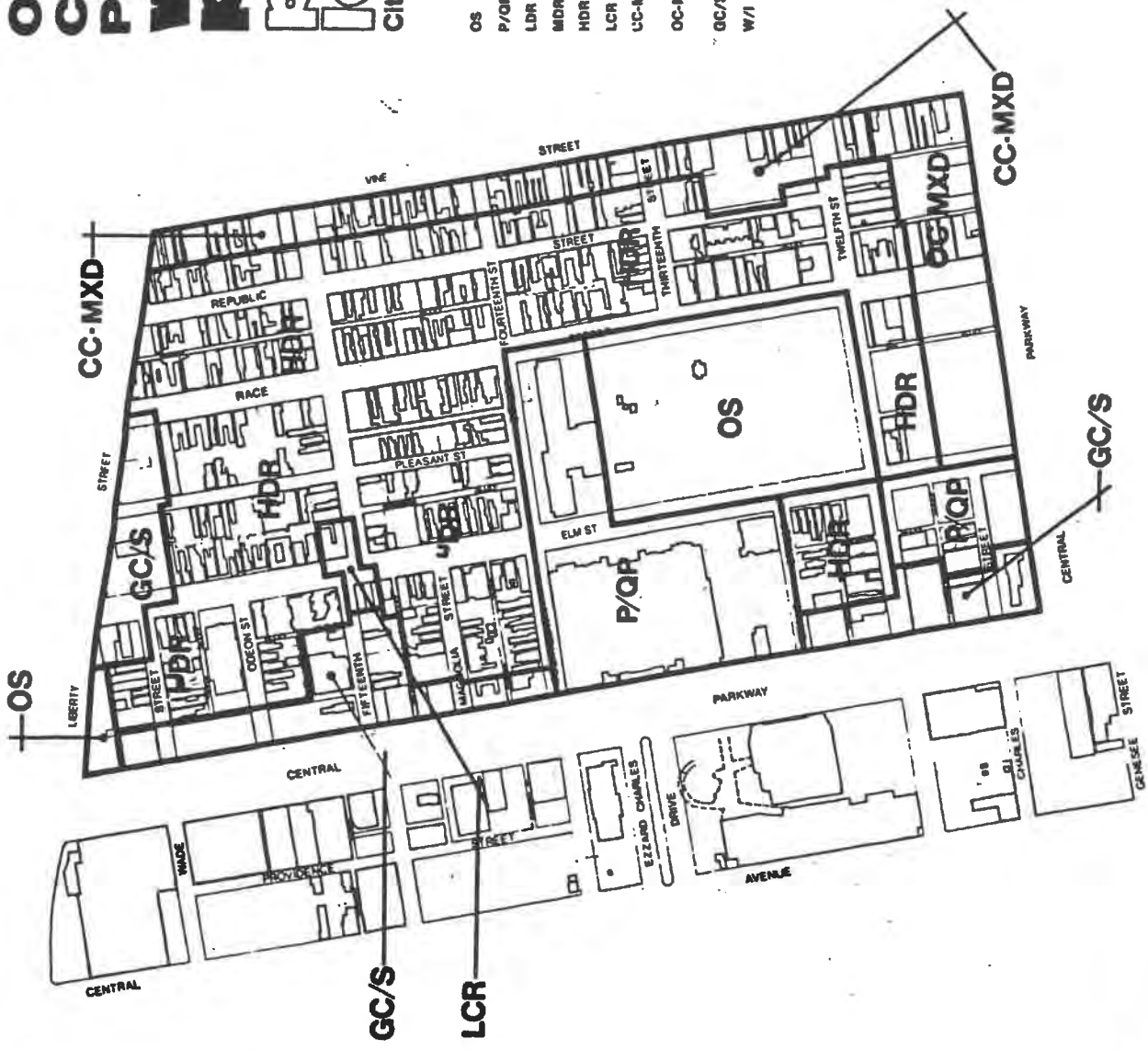
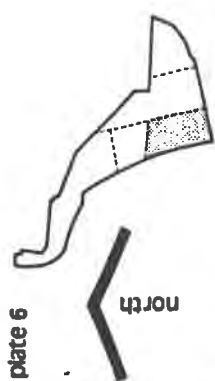
BASE MAP SOURCE:  
CINCINNATI PLANNING COMMISSION AND  
WOODBERT CONSULTANTS (1983)



# Attachment E OVER-THE-RHINE Comprehensive Plan Washington park Proposed Land Use Plan

City Planning Department, City of Cincinnati

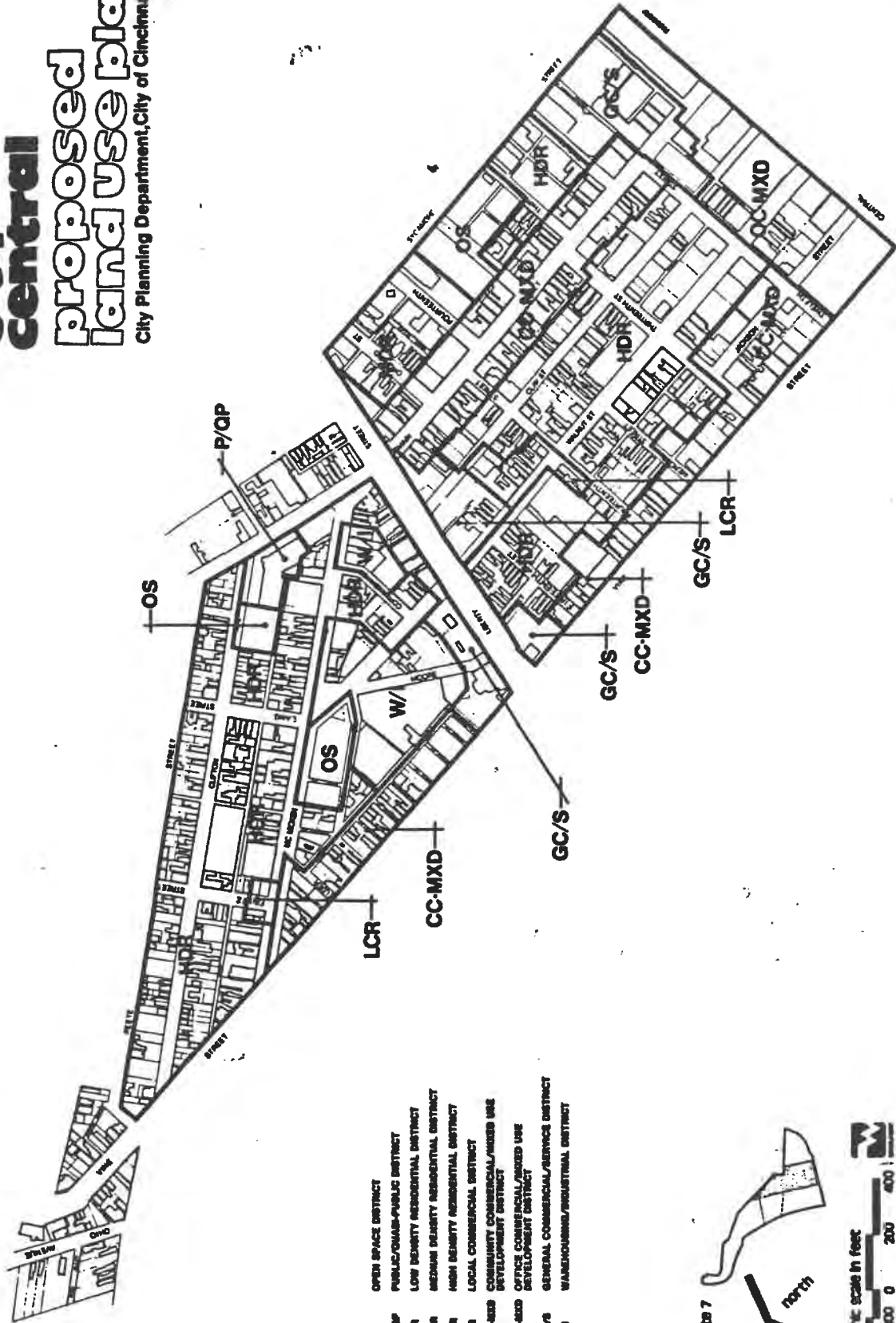
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- P/QP PUBLIC/QUASI-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- UC-MXD COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT





# Attachment E OVER-THE-RHINE Comprehensive Plan O-t-r Central Proposed Land Use Plan

City Planning Department, City of Cincinnati



- OS OPEN SPACE DISTRICT
- P/QP PUBLIC/QUAS-PUBLIC DISTRICT
- LCR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
- HDR HIGH DENSITY RESIDENTIAL DISTRICT
- LCR LOCAL COMMERCIAL DISTRICT
- CC-MXD COMMUNITY COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- OC-MXD OFFICE COMMERCIAL/MIXED USE DEVELOPMENT DISTRICT
- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT



# Attachment E

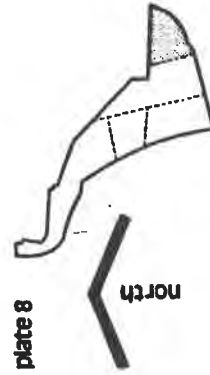
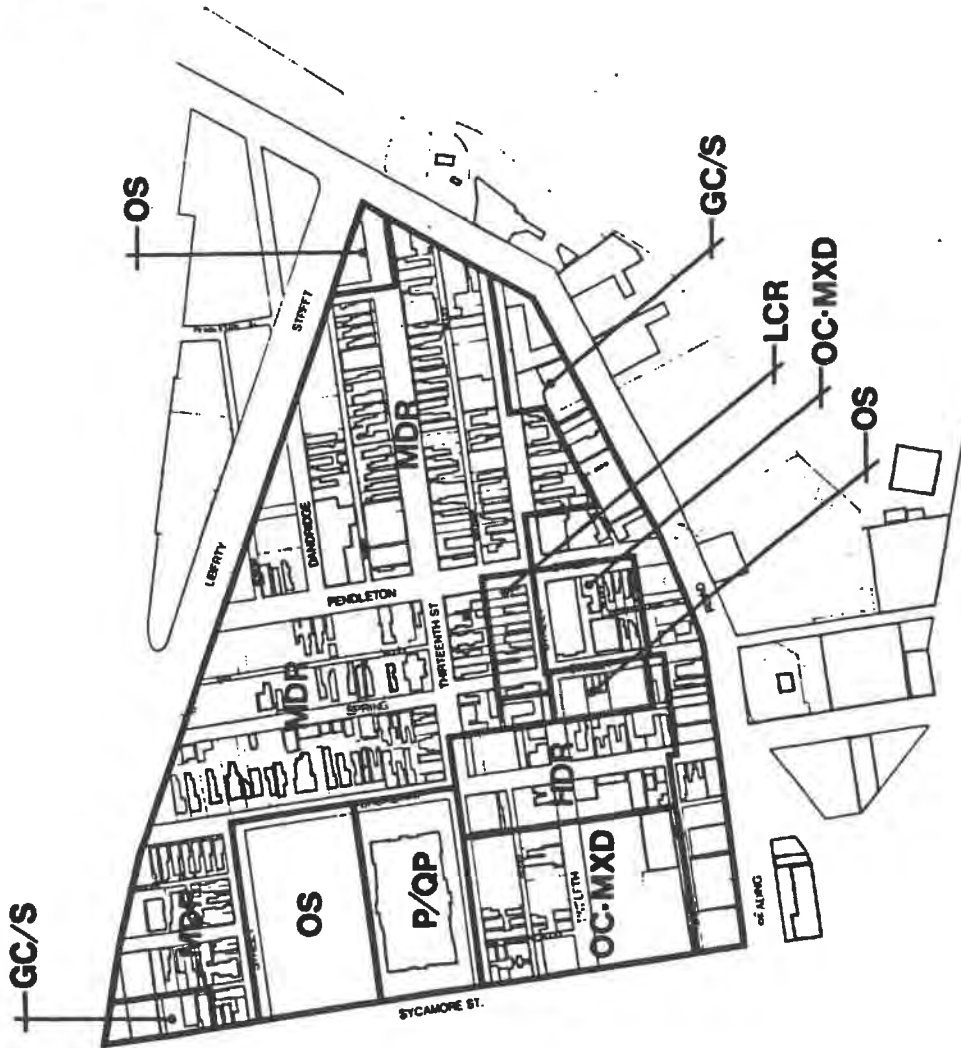
## OVER-THE-RHINE Comprehensive Plan

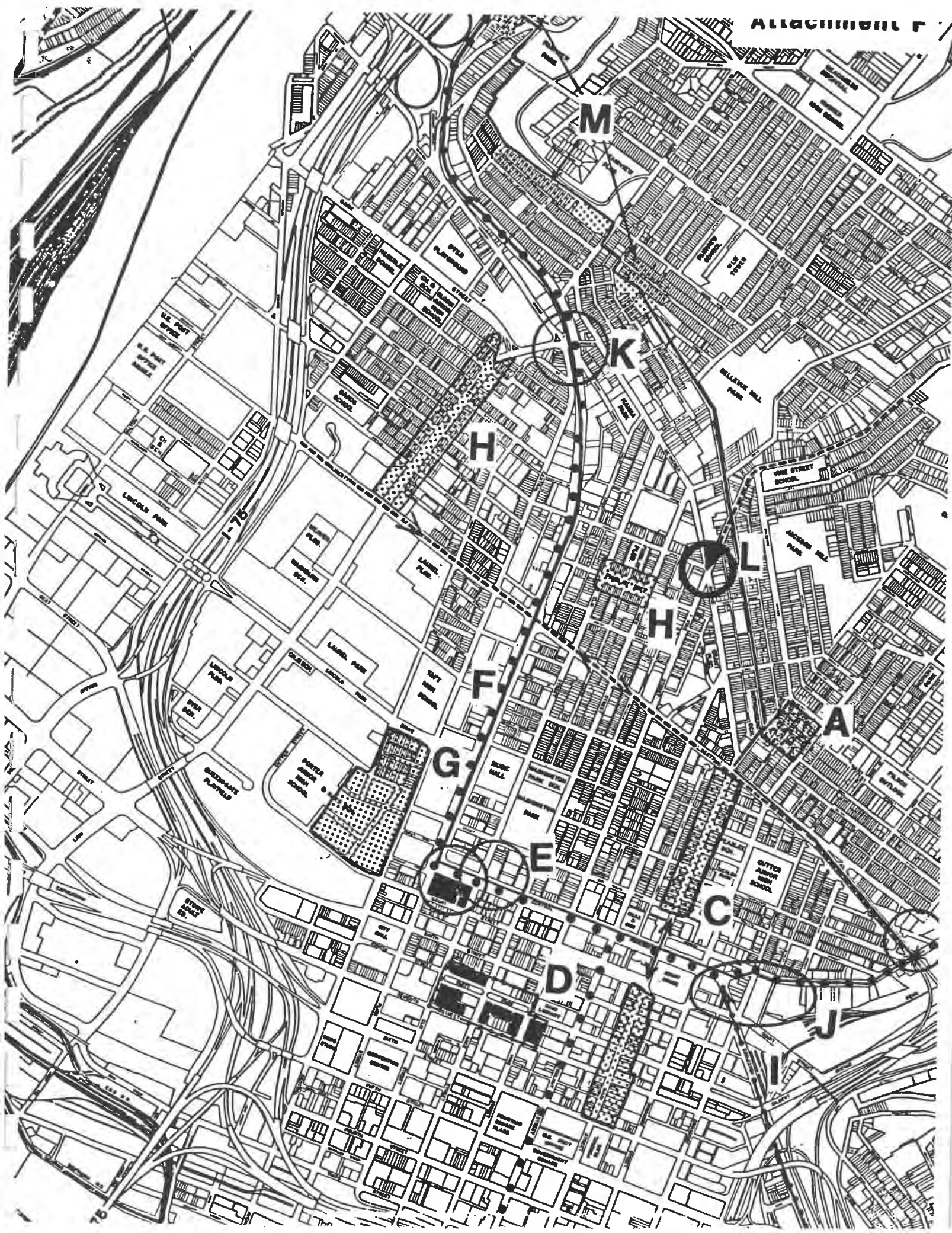
### pendleton

# proposed land use plan

City Planning Department, City of Cincinnati

- OS OPEN SPACE DISTRICT
- P/QP PUBLIC/QUASI-PUBLIC DISTRICT
- LDR LOW DENSITY RESIDENTIAL DISTRICT
- MDR MEDIUM DENSITY RESIDENTIAL DISTRICT
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- GC/S GENERAL COMMERCIAL/SERVICE DISTRICT
- W/I WAREHOUSING/INDUSTRIAL DISTRICT





M

K

H

L

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G

A

E

C

D

J

Lincoln Park

Bellevue Hill Park

Gardner Park

Gifford Junior High School

Le Port Office

City Planning

City Office

Base School

Landon Park

King Street School

Lincoln Park

Porter School

Stone Lake

I-76

**Attachment G**

**OVER-THE-RHINE**  
**URBAN RENEWAL PLAN**

**In process of being assembled, as of 4/26/85)**



CITY OF CINCINNATI

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Philip A. Hawkey, Deputy City Manager

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Buildings and Inspections  
Fire Division  
Metropolitan Sewer District  
Neighborhood Housing and Conservation  
PAMS/City Planning Department  
Park Board  
Police Division  
Recreation Commission  
Traffic Engineering  
Waste Collection  
Water Works  
Cincinnati Public Schools