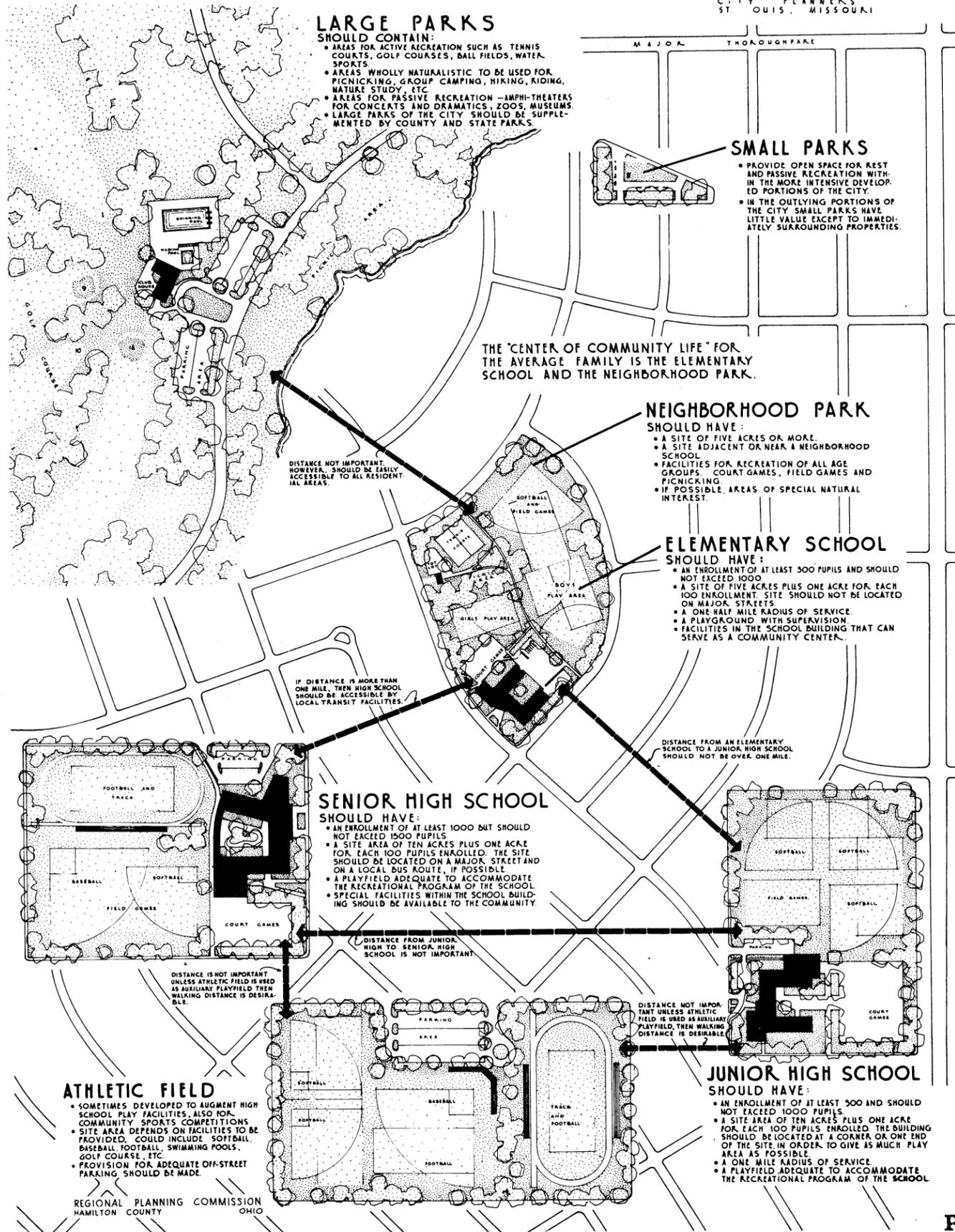


# GENERAL STANDARDS FOR RECREATION FACILITIES

HARLAND BARTOLOMEW AND ASSOCIATES  
CITY PLANNERS  
ST. LOUIS, MISSOURI



## OPEN SPACE

The prediction that all of the countryside of Hamilton County is likely to be urbanized over the next thirty years produces an immediate reaction of dismay, if not revulsion. And it should. For if this wave of urbanization is allowed to spread willy-nilly over the countryside, trees and forests will be destroyed, scenic beauty impaired, natural drainage interrupted, flood hazards increased, and water supplies endangered. Uncontrolled urbanization is an expensive form of community growth. Careful direction, planning and control are necessary in order to work with, rather than against, the natural features of the site.

Open space in its several forms should be planned as an integral part of urban development. It is of equal importance with commerce and industry and has been so recognized on the land use plan. Open space in the form of parks and schools is essential to good living conditions in the residential areas. Keeping the land open is simply the most sensible and reasonable type of use for some parts of the county.

### Types of Open Space

Insofar as Hamilton County is concerned, there are six major types of open space:

1. **Agriculture.** Devoting land permanently to farming in order to provide a "greenbelt" around a city is a desirable objective in many instances and was a basic proposal of the 1948 Metropolitan Master Plan. Such a greenbelt was provided around Greenhills; however, this land became a county park.
2. **Flood Plain-Drainage Channels.** The necessity to keep the flood plains and major drainage channels open has previously been emphasized.
3. **Steep Slopes.** The many areas in the county of more than 20 percent slope almost automatically provide open space through the inability to use them for intensive urban development.
4. **Public Schools** in addition to their essential educational function provide valuable open space in the residential neighborhood.

5. Parks are the most permanent and satisfactory type of open space.
6. Other Public and Semi-public. Many institutions and other public and semi-public uses provide valuable open space. These include country clubs, cemeteries, religious and charitable agencies, airports, fishing lakes, etc.

While public control may be exercised over only a part of these, all should be considered in the Master Plan.

### Public Schools

#### Principles and Standards

As the function of the school has become understood and accepted in the modern urban community, certain standards for the organization, size and location of these facilities have been developed by educational authorities.

The vertical organization recommended by school authorities is "6-3-3" with kindergarten and the first six grades in the elementary schools, grades 7, 8 and 9 in the junior high and grades 10, 11 and 12 in the senior high schools. The schools of the Cincinnati School District are organized on this basis. However, while some of the other City, County and Exempted Village Districts operate on this plan, many use an "8-4" or "6-6" organization or variations of these.

The most economical operation of an elementary school requires a minimum enrollment of around 300 pupils, as the cost per pupil increases rapidly when enrollment falls below this figure. On the other hand, enrollment should not greatly exceed an optimum of 500 for the child becomes lost into too large an organization. Schools of the Cincinnati District, because of the density of population in most areas, consider 500 to 750 as the optimum enrollment level. Generally, there should not be more than 30 pupils to a classroom.

The elementary school should serve as the center for each residential neighborhood. In single-family districts, the neighborhood should be approximately one mile square and bounded by major thoroughfares. Thus the elementary school should be near the center of this neighborhood and would serve a radius of one-half mile. In more

densely-populated districts, the elementary school would serve less than one square mile and conversely in the more rural areas, in order to contain the minimum enrollment, elementary schools must necessarily serve a very large area, and the pupils use bus transportation to reach the school.

As a general standard, elementary school sites should contain a minimum site of five acres plus one acre for each 100 pupils enrolled. A site 10 to 15 acres is desirable.

An enrollment of 500 to 1,000 has been found to be a satisfactory size for a junior high school in the metropolitan area. In urban areas, these schools would serve a residential area within a radius of approximately one mile; they would serve a much bigger area within the rural portions of the county. Senior high schools should have an enrollment of 1,000 to 1,500. The radius of service for the high schools is not particularly important and factors of securing adequate sites and accessibility to transit facilities should receive more consideration. For both the junior and senior high schools, there should be a minimum site area of 10 acres plus one acre for each 100 pupils enrolled, with a minimum of 20 acres for the junior high and 30 acres for the senior high.

#### School Districts

There are 24 school districts in Hamilton County. Of these, six are local school districts under the supervision of the County Board of Education (Finneytown, Forest Hills, Northwest, Oak Hills, Southwest and Three Rivers). Some of these districts are now primarily rural in character, while others serve quite completely urbanized areas. Three districts, Elmwood Place, Indian Hill and Mariemont are Exempted Village Districts. These districts are predominantly urban. Most of the 15 City School Districts, (Cincinnati, Deer Park, Green Hills-Forest Park, Lincoln Heights, Lockland, Loveland, Madiera, Mt. Healthy, North College Hill, Norwood, Princeton, Reading, St. Bernard, Sycamore and Wyoming) are highly urbanized. In addition to the 24 districts listed above, there is one district (Milford) which is predominantly in a neighboring county and serves only a small portion of Hamilton County. Small portions of the Princeton and Southwest Districts extend into neighboring counties to the north and a large portion of the Loveland District is located outside of Hamilton County. The school districts are not coterminous with city or village corporate limits, or with township lines.

The industrial tax base for the school districts varies considerably. Twelve districts have no industrial tax base. These are Greenhills-Forest Park, Indian Hill, Madeira, Deep Park, Lincoln Heights, Mt. Healthy, North College Hill, Wyoming, Finneytown, Northwest, Oak Hills and Southwest. Districts having a very limited industrial tax base are: Elmwood Place, Loveland, Mariemont, Lockland, Forest Hills, Sycamore and Three Rivers. Those districts having a substantial industrial base are Cincinnati, Norwood, Reading, St. Bernard and Princeton.

In many of the districts which are without an industrial tax base, significant increases in population are anticipated in the future. Some

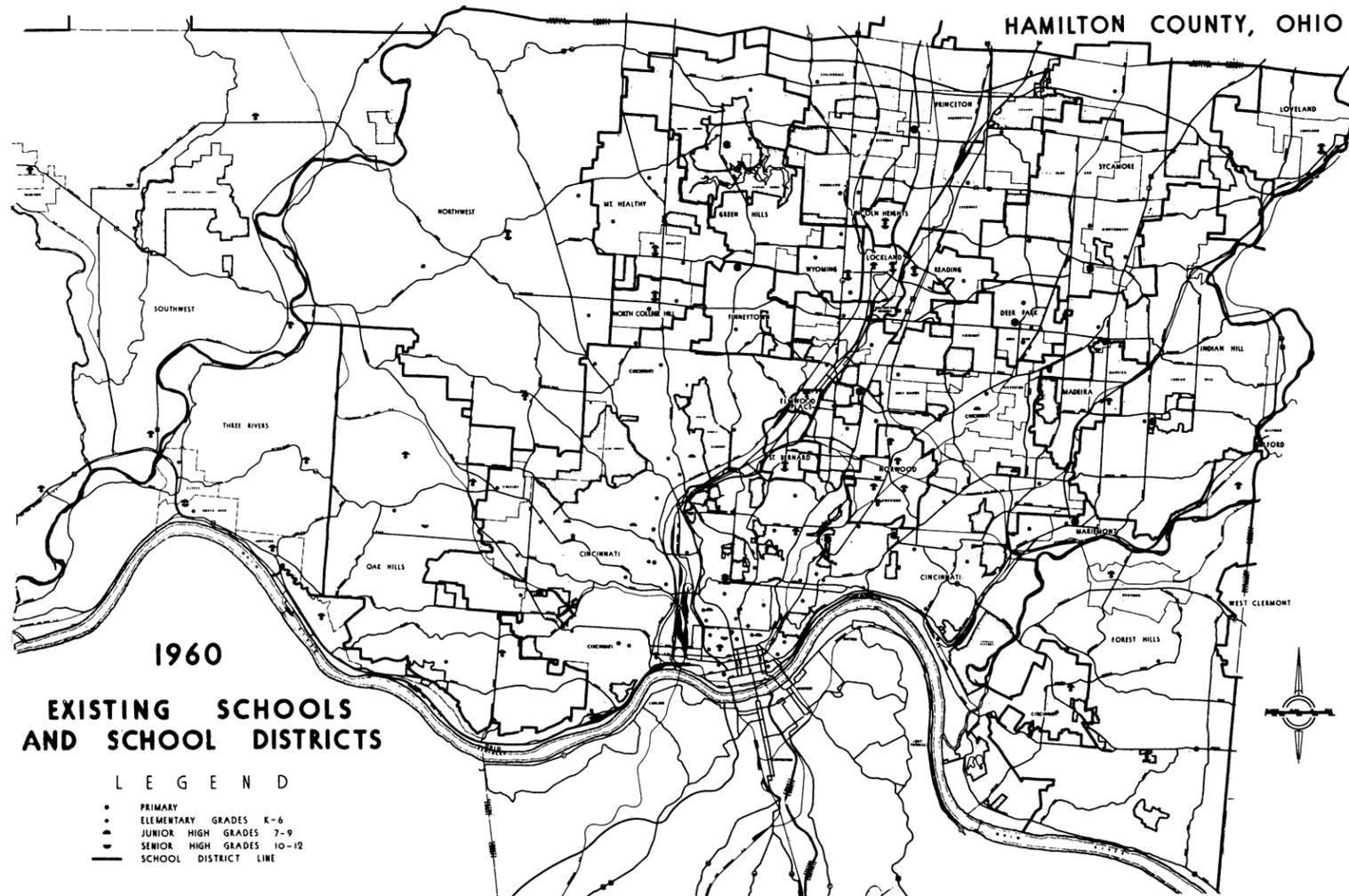
consolidations or adjustments in district boundaries would be helpful because of this situation. In addition, proposed major streets and expressways, and other neighborhood forming elements will alter the land use pattern in the future and will make desirable the adjustment of district lines.

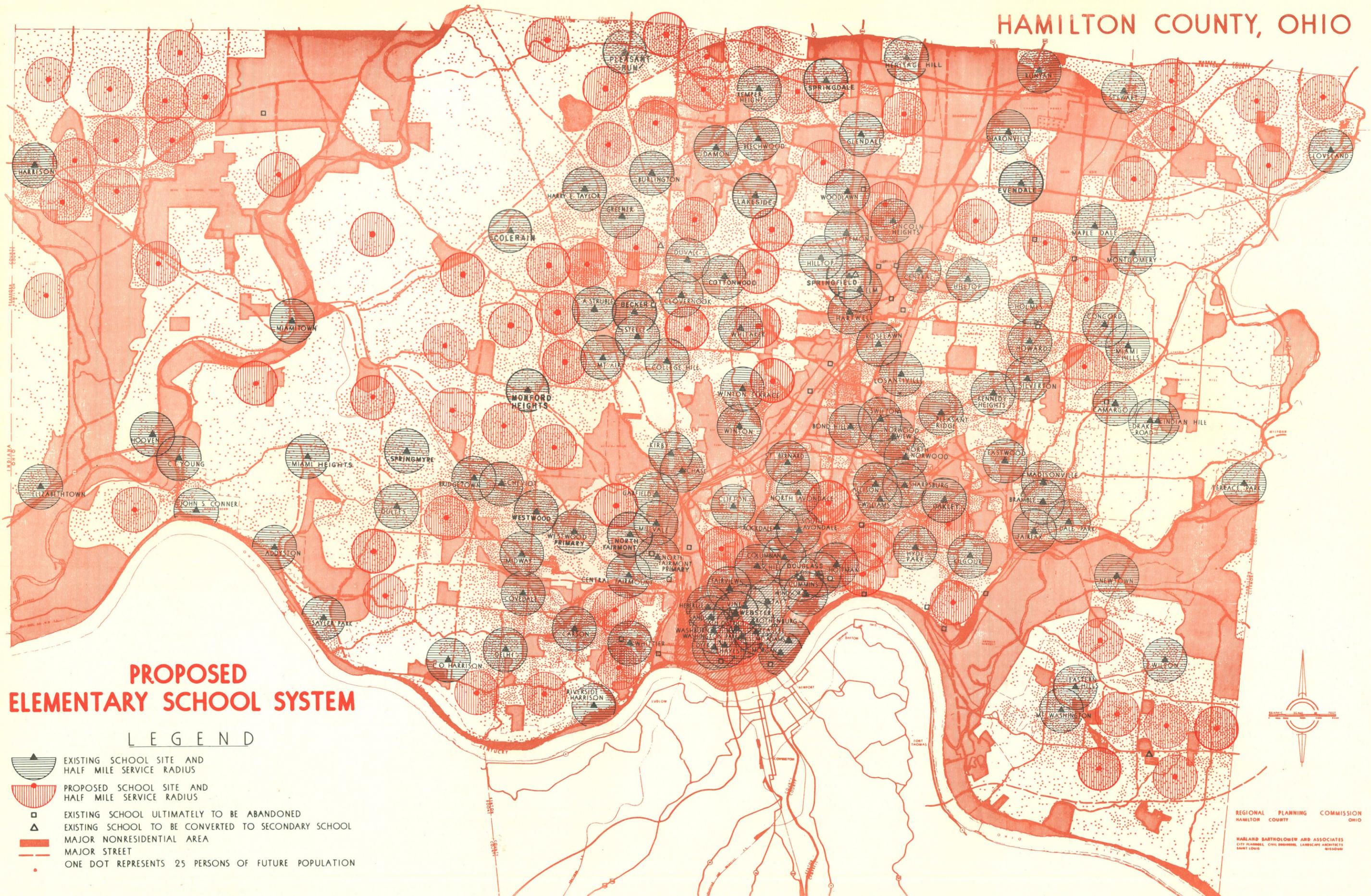
### Schools

The location of existing schools in Hamilton County and the school district lines in 1960 are shown on the attached sketch. The total school system is now comprised of 206 schools containing 4,700 classrooms. Fifteen of these schools are classified as primary schools teaching kindergarten or kindergarten through the third or fourth grade. There are 124 elementary schools which operate basically on the K-6 plan. There are also 18 elementary schools on the K-8 plan which have been classified as combined elementary-junior high schools on the map. There are 19 junior high schools, 15 senior highs and 15 junior-senior highs. Several of these schools provide kindergarten through grade 12 on the same site. In addition to those schools listed above, Cincinnati operates a vocational high school and two special schools.

Many of the existing elementary schools are illogically located with respect to the pupils they are serving. Some of these poor locations are the result of small original school districts and illogical district boundaries. Others are the result of shifting from rural to urban character, where the school was originally built in a rural area along a major street to facilitate the transportation of students. With urbanization of the area, the school no longer relied on bus service, and instead of being located in the center of a neighborhood within easy walking distance for elementary school pupils the school is located at the edge of a neighborhood on a busy thoroughfare.

Recent undesirable trends in school location which have occurred primarily in the local districts are the location of sites one tier of lots removed from the street or at the stub-end of an existing street. Nearly one-half of the schools constructed in the past five years are in such locations. Locations removed from the street make the intervening lots less desirable for the home owner; locations which block logical and desirable street extensions, impede circulation in the neighborhood and increase walking distances for the child. The school is a major element in the neighborhood pattern and should be an attraction visible from the street. Along with a neighborhood park, the school should create open space and be a part of the organization and beauty of each residential neighborhood.

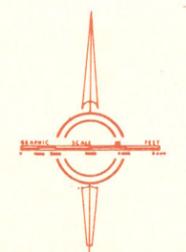




## PROPOSED ELEMENTARY SCHOOL SYSTEM

### LEGEND

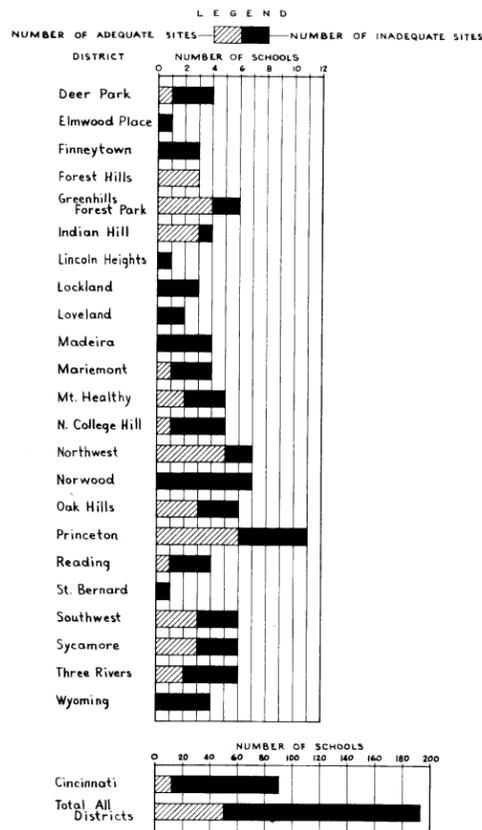
-  EXISTING SCHOOL SITE AND HALF MILE SERVICE RADIUS
-  PROPOSED SCHOOL SITE AND HALF MILE SERVICE RADIUS
-  EXISTING SCHOOL ULTIMATELY TO BE ABANDONED
-  EXISTING SCHOOL TO BE CONVERTED TO SECONDARY SCHOOL
-  MAJOR NONRESIDENTIAL AREA
-  MAJOR STREET
-  ONE DOT REPRESENTS 25 PERSONS OF FUTURE POPULATION



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NUMBER OF SCHOOL SITES  
ADEQUATE AND INADEQUATE  
BY SCHOOL DISTRICT  
1963



Most of the schools in Hamilton County lack adequate grounds. The accompanying sketch shows the total number of school sites in each district and the number of sites having adequate area. Of a total of 193 sites, 143 are inadequate in area based on the standards previously discussed. Some of the older city schools have as many as 1,000 students per acre of site compared to the desirable standard of 50 students per acre. In recent years, the trend in size of sites has shown a marked improvement. For example, in the Oak Hills District, two of the more recent elementary schools are located on tracts of 15 acres or more, and the Oak Hill High School has a 35 acre site. Of the schools constructed outside the Cincinnati School District since 1960, 70 percent are on adequate sites, and the Cincinnati School District has provided adequate sites for about one of each three schools erected.

The following tabulation shows over half of the schools in the county were built prior to 1933.

Original Construction

	<u>K-8</u>	<u>Jr.</u>	<u>Sr.</u>	<u>Jr. -Sr.</u>	<u>Total</u>
Prior to 1933	89	4	3	8	104
After 1933	68	15	11	8	102

While the original construction of many of the schools was prior to 1933, a number of these have extensive additions made to the original structure in recent years. One of the major problems of the future school program will be rebuilding of present schools, and much of this rebuilding can be expected to occur on the present sites. Cincinnati and other districts have in recent years built annexes to old buildings with such annexes designed to serve as the nucleus of a new school with the older structure eventually to be replaced.

Enrollment Trends

School enrollment trends and estimates by grade levels for the total county are as follows:

<u>Grades</u>	<u>1949-50*</u>	<u>1959-60*</u>	<u>Estimated 1990</u>	<u>Estimated Classrooms Required</u>
1-6	43,181	66,401	115,300	3,843
7-9	17,675	25,826	44,100	1,764
10-12	11,365	17,902	32,800	1,312

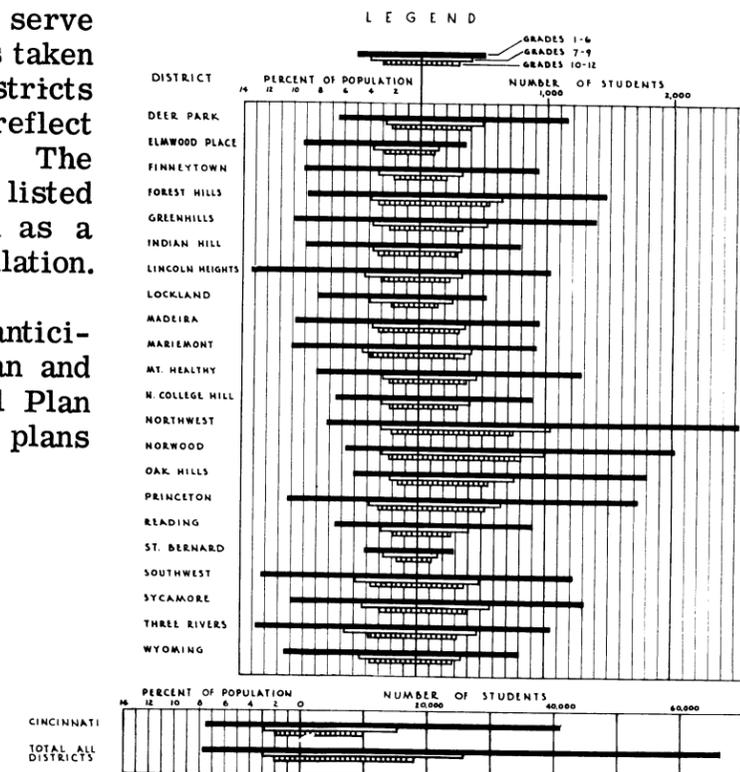
\*Figures do not include Loveland District enrollments.

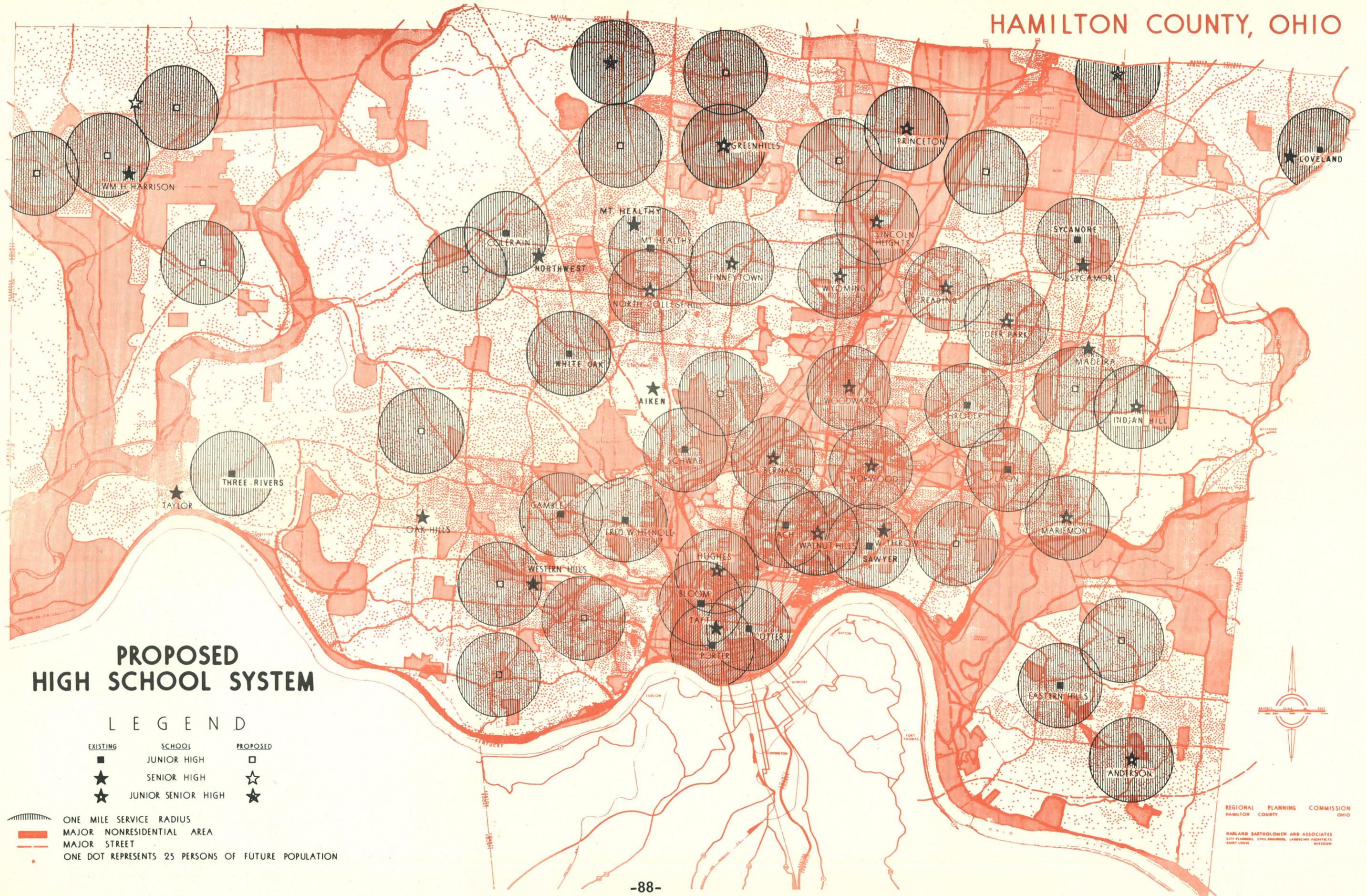
For the purpose of school planning, enrollment estimates were prepared on the basis of the ratio of each grade level to the population predicted. The ratios of school to total population were determined for the years 1949-50 and 1959-60. These relationships varied greatly among the different school districts as shown on the accompanying sketch for the 1959-1960 school year. Thus, pupils in the elementary level ranged from 13.2 percent in the Lincoln Heights District to 4.1 percent in St. Bernard. The variations among the different districts are a reflection of both the age compositions of the population and the parochial school enrollment. In 1959-60 the number of parochial pupils in North College Hill was 42 percent of the total enrollment and in Greenhills 22 percent of the total. Lincoln Heights on the other hand, had about 16 percent in parochial enrollment.

In determining future enrollments and location of future schools to serve this enrollment, some liberty was taken with school district lines. Districts were combined or adjusted to reflect neighborhood planning features. The estimated future enrollment listed above for 1990 were determined as a percent of the 1990 estimated population.

Based on the enrollments anticipated the Elementary School Plan and the Junior and Senior High School Plan for 1990 were prepared. These plans are shown on Plates 26 and 27.

SCHOOL DISTRICT ENROLLMENTS 1959-60  
AND RATIO OF GRADE LEVELS TO DISTRICT POPULATION

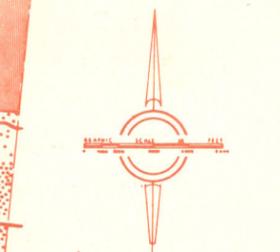




## PROPOSED HIGH SCHOOL SYSTEM

### LEGEND

- |                 |                    |                 |
|-----------------|--------------------|-----------------|
| <b>EXISTING</b> | <b>SCHOOL</b>      | <b>PROPOSED</b> |
| ■               | JUNIOR HIGH        | □               |
| ★               | SENIOR HIGH        | ☆               |
| ★               | JUNIOR SENIOR HIGH | ★               |
- 
- ONE MILE SERVICE RADIUS
  - MAJOR NONRESIDENTIAL AREA
  - MAJOR STREET
  - ONE DOT REPRESENTS 25 PERSONS OF FUTURE POPULATION



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### Elementary School Plan

The general plan for elementary schools to serve the future growth of Hamilton County is shown on Plate 26. Existing elementary schools which will remain are shown as black triangles on the map. Circles having a radius of one-half mile have been drawn around these existing schools and represent their optimum service area. Proposed elementary schools are shown as red dots, and the areas of service for these proposed schools are indicated. Also delineated on Plate 26 are major nonresidential areas, the major street system and the estimated 1990 population distribution, the elements which determine future school locations.

A total elementary enrollment of 115,300 in grades 1-6 is estimated by 1990, requiring 3,843 classrooms. In addition, there would be an estimated 23,400 pupils in kindergarten (compared with 13,851 in 1959-1960), which would require 390 classrooms at an average of two 30-pupil classes each. These estimates do not take into consideration the parochial pupils to be accommodated in the public school system because of the elimination of the first grade in Catholic schools in the 1964-65 school year. If the parochial schools find it necessary to continue or to extend this policy over the long-range future, the public school enrollment will be increased substantially - an estimated 6,000 Catholic pupils will be added to the public schools by the change in 1964. Periodic review of enrollment trends will be needed to keep the estimates up-to-date.

A system of 204 elementary schools is proposed. Of these, 127 are existing, and 77 would be new schools. The existing buildings will supply 2,529 of the required classrooms. This would leave slightly over 1,700 classrooms to be provided in the 77 new elementary units. Assuming an average enrollment of about 600 pupils each, the 77 new schools would furnish 1,540 classrooms. The remaining 160 classrooms or more would be provided by making a few of the new centers slightly larger, by additions to some of the existing schools and in the rebuilding of some of the older existing structures.

To serve the Southwest School District where a great portion of the population increase is anticipated, 13 new schools are proposed. Ten new schools will be required in the area comprised of the Three Rivers and Oak Hills Districts. Another area where a great population increase is anticipated is Colerain and Green Townships, predominantly the Northwest School District. Twelve new schools are proposed for

this area. In the Princeton, Sycamore and Loveland Districts, a total of 11 new schools are proposed. Considerable urban expansion is expected in the Forest Hills District and Mt. Washington area. To serve this growth, six new schools are proposed. Other new schools proposed are shown on the map. Within the existing Cincinnati School District, 13 new schools are proposed.

Because of anticipated changes in land use from residential to industrial or other nonresidential use, or because they will have exceeded the useful life expectancy of the school building, 26 elementary schools would be ultimately abandoned. These schools are indicated by an open black square on the plan.

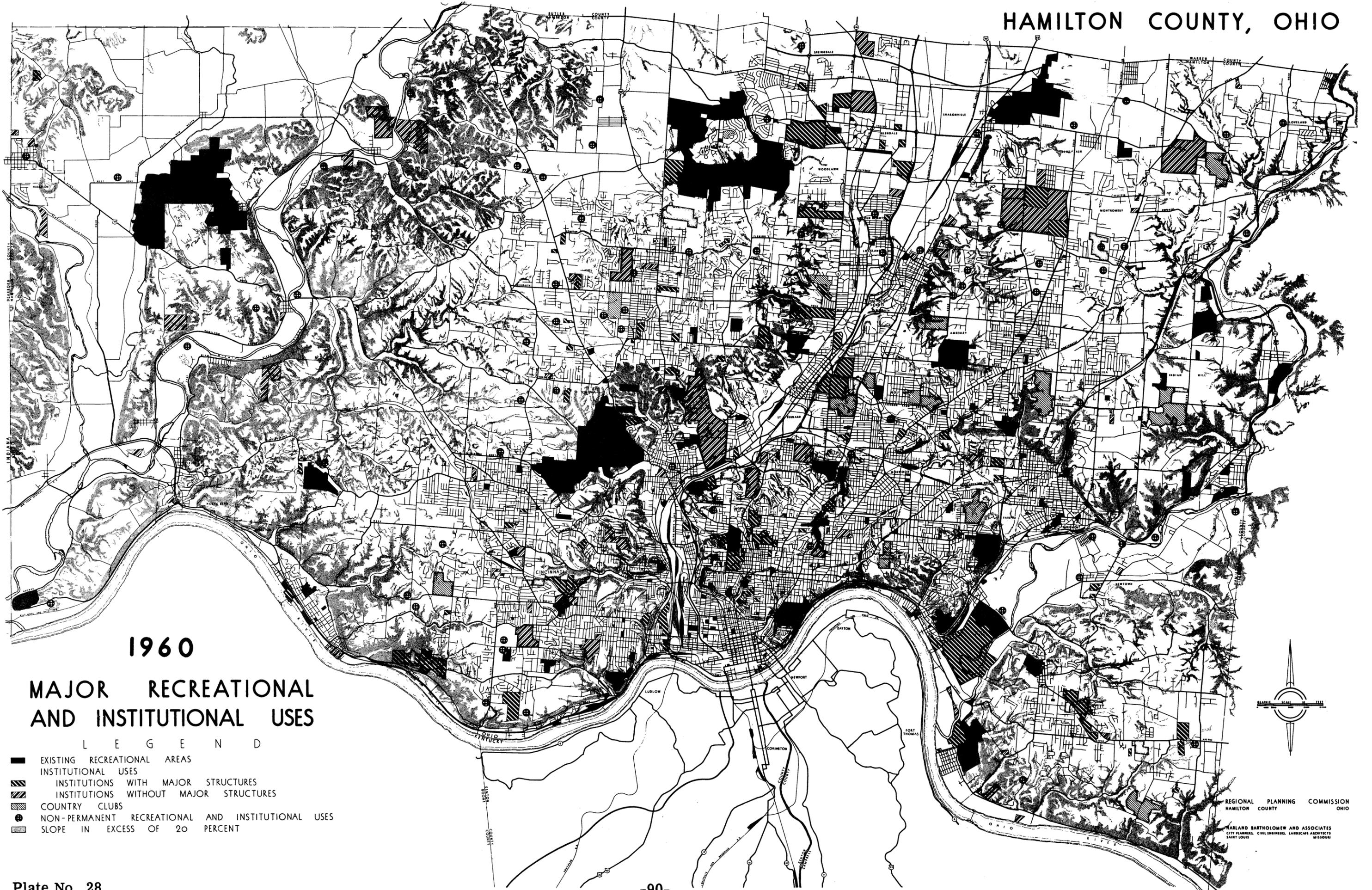
Conversion of four elementary schools to secondary classroom use (shown on the map as an open black triangle) is recommended. These are Jane Hoop, Van Zandt, Wyoming and Anderson. The Indian Hill Middle School will revert to an elementary school when the new junior high school is built.

In establishing the sites for new elementary schools, areas of at least 10 to 15 acres should be provided for an adequate building setting, along with off-street parking and ample school grounds; area should also be provided for an adjoining neighborhood park to be developed in combination with the school. Many of the existing school sites are inadequate, and these should be enlarged wherever possible by acquiring adjoining properties as the opportunities occur.

### Junior High Schools

The 1990 junior high school enrollment is estimated at 44,100 pupils, requiring 1,764 classrooms. The proposed junior high school system shown on Plate 27 would provide a total of 36 junior high schools and 16 of the junior-senior centers. Nineteen of the junior high schools and 14 of the junior-senior centers are existing; these would be supplemented by 17 new junior and two new combined junior-senior high schools. The existing junior high schools retained in the plan contain a total of 494 classrooms; the portions of the existing junior-senior centers for junior high use aggregate about 330 classrooms. This would leave 940 classrooms to be provided by the new schools and by additions to existing buildings.

Based on an average of a little over 900 pupils per school, the new facilities would furnish about 700 classrooms. The remaining 240

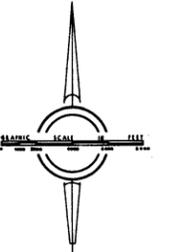


1960

MAJOR RECREATIONAL AND INSTITUTIONAL USES

LEGEND

- EXISTING RECREATIONAL AREAS
- INSTITUTIONAL USES
- ▨ INSTITUTIONS WITH MAJOR STRUCTURES
- ▧ INSTITUTIONS WITHOUT MAJOR STRUCTURES
- ▩ COUNTRY CLUBS
- ⊙ NON-PERMANENT RECREATIONAL AND INSTITUTIONAL USES
- ▨ SLOPE IN EXCESS OF 20 PERCENT



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classrooms would have to be provided by additions on existing junior high buildings. Nineteen existing junior high schools average only 26 classrooms each, and junior high classrooms in the 14 combined centers average only 24 each, providing accommodations for 600 to 650 pupils. Many of these units are relatively small. With additions on some of the existing buildings to furnish 240 more rooms, these would average about 800 pupils each, still well under the desirable maximum.

#### Senior High Schools

A senior high school enrollment of 32,800 requiring 1,312 classrooms is estimated for the year 1990. The proposed system would include 15 senior high schools and 16 junior-senior high schools which were mentioned previously. Fourteen of the senior high schools are existing and these together with the 14 existing junior-senior centers supply 796 classrooms. Of the remaining 516 classrooms needed, nearly one-third could be provided by the three new senior or junior-senior high schools, the other two-thirds by additions on existing schools.

### Parks

#### Principles and Standards

Parks provide three important services. They provide: (1) facilities for recreation - both active and passive, (2) for the preservation of areas of scenic beauty or historic importance, and (3) a satisfactory use to be made of steep hillsides and stream valleys which might otherwise be used in a harmful or unsightly manner.

Parks may be placed in three classes. The first is the very large naturalistic reservation or public forest, frequently containing several thousand acres. These are usually state or county parks located to preserve some special site of unusual significance, such as a major forest or water area. These large naturalistic parks provide such activities as camping, hiking, nature study, fishing, swimming, boating and the usual field games. A state park usually provides an activity making an overnight stay desirable, therefore, overnight facilities must be provided. The regional or county park is designed for day use. The recreational facilities may include among others the following: golf courses, bridle paths, archery ranges, and boating thus providing specialized recreation to the region. A large portion of the area of the regional park is held as a forest preserve with only minor development such as roads and picnic areas. The regional or county park usually provides

the required activities in a natural setting. Winton Woods is a good example of an existing regional park.

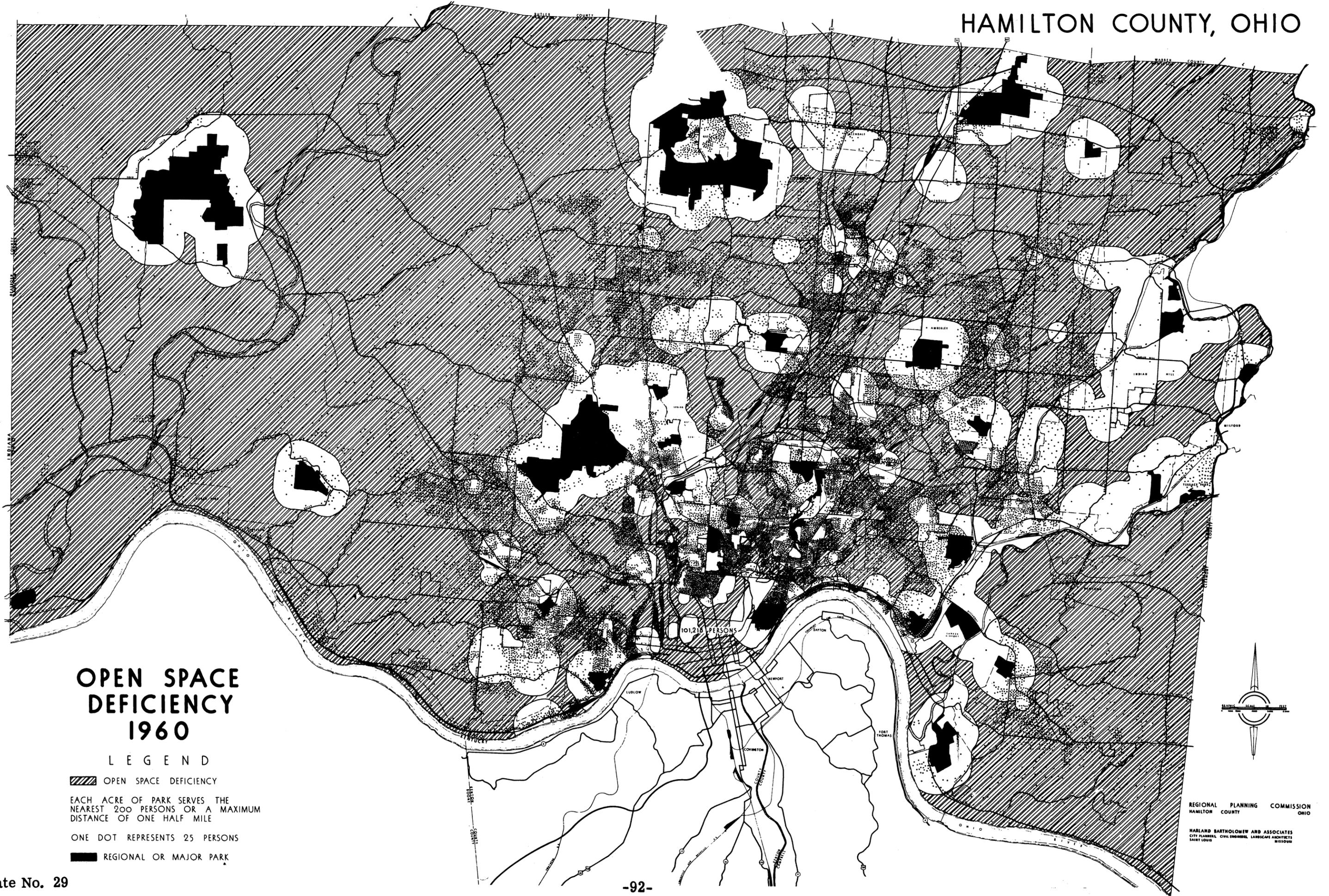
The second classification is the major urban park which has many of the characteristics of the regional park. Such a park remains predominantly naturalistic but it often provides scenic plantings, flower gardens, fountains and the like as found in Eden and Alms Parks. Amphitheatres, museums, and zoos might also be included in the major park. This type of park provides scenic beauty, but is more formally organized. The major urban park should provide active recreation such as ballfields, golf courses, and tennis courts. Picnic facilities are of prime importance. The major park contains at least 50 acres.

The third classification is the neighborhood park. These parks should have an area of at least five and preferably fifteen to twenty acres. There should be such a park within a one-half mile walking distance from each home in the urban residential neighborhoods. (See Plate 25.) Neighborhood parks should be developed adjacent to or in conjunction with an elementary school, the combination of the two creating a neighborhood center. A good example of such a combined school and park is Lakeside. The park should provide recreational opportunities for all age groups - both active and passive. Court games, field games and small picnic areas should be included in such a park.

A generally accepted standard for park area in urban communities is at least one acre for each 100 persons. Approximately one-half of this should consist of parks within the residential neighborhoods. The other half should be in major parks to serve the needs of the surrounding urban population. Then, there should also be another one acre per 100 persons of forest preserve or regional park. For the future county population, there should be 13,000 acres of state and county parks, 6,500 acres of major urban parks and 6,500 acres of neighborhood parks.

#### Existing Parks

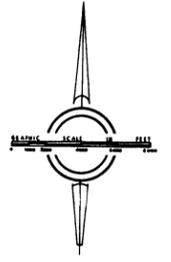
The major agencies in Hamilton County concerned with the acquisition and development of park and recreational areas are the Hamilton County Park District and two Cincinnati Commissions - the Board of Park Commissions and the Recreation Commission. (There is a movement to combine these agencies.) Several municipalities provide significant park area. These agencies provide 10,749 acres of park in the county. (See Plate 28) This is a ratio of 1.24 acres per 100 persons. The acreage of regional parks, major parks and neighborhood parks is shown in the following tabulation.



**OPEN SPACE  
DEFICIENCY  
1960**

**LEGEND**

-  OPEN SPACE DEFICIENCY
- EACH ACRE OF PARK SERVES THE NEAREST 200 PERSONS OR A MAXIMUM DISTANCE OF ONE HALF MILE
- ONE DOT REPRESENTS 25 PERSONS
-  REGIONAL OR MAJOR PARK



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Parks in Hamilton County - 1960

1960 Population - 864,121

	<u>No. of Parks</u>	<u>1960 Acreage</u>	<u>Acres per 100</u>
Regional Parks	4	6,157	.71
Major Parks	25	3,132	.36
Neighborhood Parks	155	1,460	.17
TOTAL	<u>184</u>	<u>10,749</u>	<u>1.24</u>

Municipal Parks. A large percentage of the park facilities are within the municipalities. Cincinnati being the largest of the corporate areas provides most of the present acreage. Cincinnati park and recreation facilities aggregate 4,616 acres, a ratio of 0.92 acres per 100 persons in the 1960 population. The Cincinnati park system is notable for the park development in the older sections of the city. The basin area and the Mill Creek Valley, for example, contain a number of parks. Institutions have developed in these same areas. The growth of the Cincinnati park system has kept up well with the growth of the city in the past.

However, when all of the municipalities are examined, the picture is not quite as good:

Municipal Park Data

1960 Population - 698,698

	<u>No. of Parks</u>	<u>1960 Acreage</u>	<u>Acres per 100</u>
Regional Parks	1	1,477	.21
Major Parks	25	3,132	.45
Neighborhood Parks	151	1,424	.20
TOTAL	<u>177</u>	<u>6,033</u>	<u>.86</u>

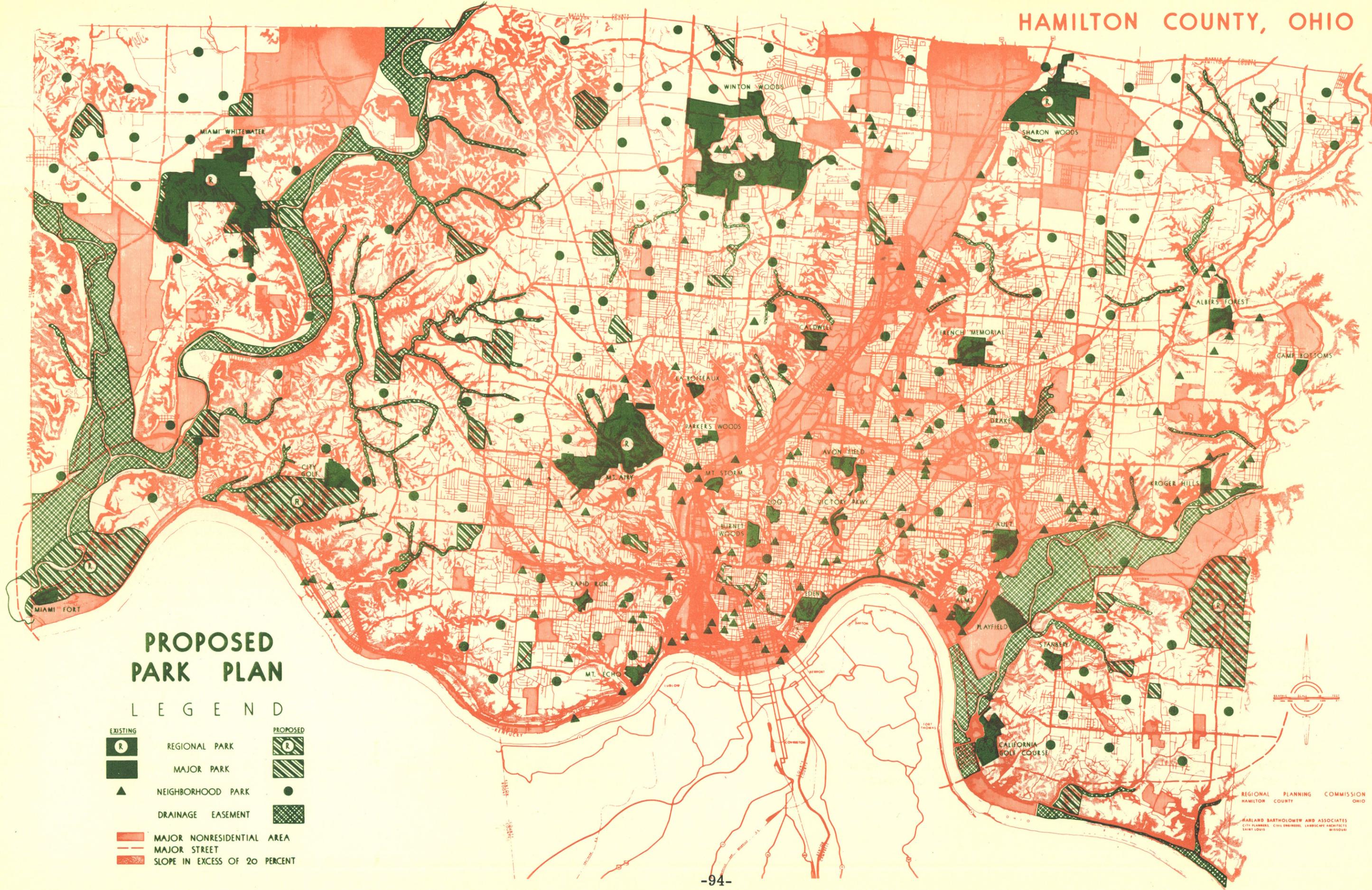
Of the total municipal park acreage, 4,609 acres are in the regional park and 25 major parks. Mt. Airy Forest is a municipally operated regional park with an acreage of 1,477 acres. Cincinnati also maintains 21 of the 25 existing major parks. Five of these are outside

or partially outside the corporate limits of the city. These include French Memorial, Drake Daniel, Miami Fort, Kroger Hills, and the new city golf course, providing open space for urban areas beyond the Cincinnati limits.

Indian Hill provides two major park areas, and Terrace Park has one such park. The University of Cincinnati owns a large tract, partially in Montgomery, which is devoted to a bird sanctuary. At present not all of the 25 major parks are fully developed. However, each has an area in excess of 50 acres and the potential of being developed into a major facility.

The facilities provided in the developed major parks vary greatly. Eden Park offers the greatest ranges of activities with a museum, Krohn Conservatory, a small amphitheatre and recreational facilities. Many of the existing parks are located on upland sites overlooking adjacent valleys. Extensive views are among their principal assets. Mt. Echo Park, Mt. Storm Park, and Ault Park are examples.

In addition to the major parks the municipalities have 151 neighborhood and ornamental parks. Many of these have sites of less than five acres and cannot provide all facilities desirable in a neighborhood park. The total area of such existing parks is 1,424 acres, a ratio of 0.20 acres per 100. This is considerably less than the recommended one-half acre per 100. There are relatively few cases in which neighborhood parks and school sites have been combined. Of the 19 developed adjacent to elementary schools, Madiera and Mariemont are good examples. Parks have been built in conjunction with three high schools. The deficiency in neighborhood parks is most alarming, particularly in the developing residential areas where provision of these essential facilities is being almost entirely ignored. Park additions since 1940 by the major park agencies have been as follows:



# PROPOSED PARK PLAN

## LEGEND

- |                               |                   |                   |
|-------------------------------|-------------------|-------------------|
| <b>EXISTING</b>               |                   | <b>PROPOSED</b>   |
| REGIONAL PARK                 | REGIONAL PARK     | REGIONAL PARK     |
| MAJOR PARK                    | MAJOR PARK        | MAJOR PARK        |
| NEIGHBORHOOD PARK             | NEIGHBORHOOD PARK | NEIGHBORHOOD PARK |
| DRAINAGE EASEMENT             | DRAINAGE EASEMENT | DRAINAGE EASEMENT |
| MAJOR NONRESIDENTIAL AREA     |                   |                   |
| MAJOR STREET                  |                   |                   |
| SLOPE IN EXCESS OF 20 PERCENT |                   |                   |

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1940, 1950 and 1960 Park Acreage

	<u>Hamilton County Population</u>		
	1940	1950	1960
	621,975	723,950	864,121
	<u>Acreage</u>	<u>Acreage</u>	<u>Acreage</u>
Hamilton County Parks	1,641	3,196	4,680
Cincinnati Parks	3,263	3,655	3,871
Cincinnati Recreational Areas (Excluding school playgrounds and land leased from other departments)	600	695	730
All other Municipal Parks	(NA)	(NA)	1,453
Total			<u>10,734</u>

Most of the major and neighborhood parks were provided prior to 1940. As development occurred outside the basin area and the Mill Creek Valley the relative number of parks decreased, and the deficiency of park area increased. During the period of considerable growth since 1940, the municipalities have not added proportionately to park acreage.

To determine the adequacy of park area, it was assumed that each park in excess of 50 acres would serve the area within a half mile. For a smaller park each acre would serve only the nearest 200 people. Under these standards very small ornamental parks provide very minimum service, particularly in high-density residential areas. Plate 29 shows the service area of all park areas having one acre or more. In the municipalities only 291,000 people out of 699,000 have adequate local park space within one-half mile of their home. Communities like Indian Hill, Terrace Park, Fairfax and Mariemont have adequately served more than two-thirds of their populations with park space. Other communities have done little. Springdale and Blue Ash, for example serve only five percent and fifteen percent respectively, and Lincoln Heights, Reading, Woodlawn, Loveland, and Madeira have adequate service for less than one-fifth of their population. Eight communities have no service area.

Parks in Unincorporated Areas. Parks in the unincorporated areas of Hamilton County are largely limited to the three county-operated regional parks, Miami Whitewater Forest, Winton Woods, and Sharon Woods. These parks are well spaced and supply the desired regional

park area in the northern part of the county. Their aggregate area of 4,680 acres, along with Cincinnati's Mt. Airy Forest, provides a total of 6,157 acres of regional park - a ratio of 0.71 acres per 100.

Due to a lack of other regional parks in the general vicinity the existing regional parks are used heavily by other than Hamilton County residents. There are no state parks in the county; therefore, the existing regional parks are forced to serve this function to some extent also. A visit to any of these parks during the peak season shows a definite need to expand the regional park system.

In the unincorporated areas only 25,000 persons out of 165,500 have adequate park space within one-half mile of their home. Only 15 percent of the unincorporated county population is served. With the exception of the three county parks and the municipally-operated parks, there are only 36 acres of park land in unincorporated areas.

There is no public agency with the responsibility to provide small, neighborhood type parks. There is almost a complete lack of major or neighborhood park facility in the new developments in the unincorporated areas, although a few of the subdivisions in recent years have reserved small areas to be maintained by the property owners under covenants established therewith. Such park areas may be provided inexpensively if set aside before, or as, development occurs. After development, the need is there but the park site is gone. Without adequate local parks, the residential areas have a "built-in" substandard condition.

The appalling fact is that previous generations under high-density conditions did a much better job of providing park area than we are doing. Since 1940 park land acquisitions have been slow and large tracts of housing built with no allowance for park space. Park development is not keeping up with growth. Because much of our present development is scattered, the vacant land around the new subdivisions gives the residents a false feeling of openness. As the county becomes more urbanized and the vacant land is replaced by subdivisions, the lack of park space in these areas will belatedly become evident. This will harm the entire community. Residential areas will be of lesser desirability and this will adversely affect the competitive economic position.

One means of providing open space for recreation as well as for other purposes is offered by the "Community Unit Plan", established in the Zoning Resolution. This encourages the developer to assemble a

tract of 50 acres or more and to design the subdivision as a unit, providing land for recreation and other open space through cluster building arrangements, variable densities, et cetera, meeting the overall average density standard for that particular area. This permits flexibility in making the best use of the site and in creating an interesting residential development while preserving wooded areas, natural drainageways, park sites or merely greenery and open space. Maintenance of the area can be insured through a community association of all the property owners in the subdivisions established by covenants in the deeds.

#### Future Park Needs

Hamilton County has a park deficiency amounting to more than 6,500 acres. The Master Plan is designed to overcome this deficiency in addition to providing park reserves to satisfy the recreational needs of the future population. It will be necessary to supply about 12,000 acres of additional parks over the next thirty years. By 1990 the county should provide an additional 6,090 acres of regional park, part of which should be in a new state park. The system of major urban parks would need additions in excess of 3,000 acres. Some 2,600 acres of neighborhood parks should be added in presently unincorporated areas.

#### Proposed Park System

Existing park deficiencies in developed areas are extremely difficult to overcome. It is important to set aside park acreage ahead of development. This results in a considerable saving as well as a more desirable, better located park area. The City of Cincinnati prior to 1940 did an exceptional job in preserving park acreage for the future. Also, Indian Hill has a fine program for preserving open space.

With the coming of almost complete urbanization of the county by 1990, it is mandatory to start acquiring or setting aside future park acreage now. This land must be acquired at a much faster rate than shown in the last 20 years if the county is to overcome existing deficiencies and provide adequate park space for the families and their children in the future.

The proposed park system is shown on Plate 30. Major thoroughfares and major residential areas are also shown. These physical features are of primary importance in defining and forming residential neighborhoods. Therefore, they greatly influence the location of the

proposed neighborhood park. The tabulation below shows the acreages of parks in both the existing and proposed park systems:

#### 1960 - 1990 Park Acreages

##### Existing 1960

	<u>No. Added</u>	<u>Acres Added</u>	<u>Total No.</u>	<u>Acreage</u>	<u>Acres per 100</u>
Regional Parks	-	-	4	6,157	.71
Major Urban Parks	-	-	25	3,132	.36
Neighborhood Parks	-	-	155	1,460	.17
Total	-	-	184	10,749	1.24

##### Proposed 1990

Regional Parks	3	5,363	7	11,520	.88
Major Urban Parks	23	3,368	48	6,500	.49
Neighborhood Parks	126	2,520	281	3,980	.30
Total	152	11,251	336	22,000	1.67

Under this plan the total park acreage would increase by 105 percent.

The residential development in low-density areas of one or one-half acre zoning provides open space of its own. For this reason, it is not necessary to provide many neighborhood facilities for this type of development. The proposed plan does not fully meet the theoretical need, but comes as close as was found practical under the circumstances.

#### Proposed Regional Parks

Three regional parks are proposed adding 5,363 acres to the regional system. These would be located with due regard to the excellent spacing of our four existing regional parks. The southern part of the county is not now served, and the three proposed parks would be in southern parts of the county (See Plate 30.) The County Park District has in the past recommended park development in these same general areas.

The first of the proposed parks would be an expansion of Miami Fort Park in the southwest corner of the county overlooking the Ohio

River. This is suggested for development as a state park. Since completion of the Markland Dam, a considerable water area borders the proposed park on the west. The site also contains prehistoric earthworks. With a large body of water, a view overlooking the Ohio River, natural tree cover, historic interest and the addition of necessary recreation and other park facilities, this could become an important part of the state park system.

The second proposed regional park is in Green Township north of Addyston and east of North Bend and extending into both of these municipalities. This park would adjoin the city golf course off Bridgetown Road and Fiddlers Green and include the area west of Fiddlers Green to North Bend and north of the stream north of Shadyland Road. The site is very rough, being predominantly "20 percent or more" slope. The location would also afford a view of the Ohio River. Adjacent to the golf course and with only minor improvements such as picnic facilities and roads, this would be an excellent naturalistic park overlooking the river. The existing forest would be preserved against destructive development.

The third proposed park is in Anderson Township on the east county line in an area which will have a considerable growth by 1990 and which is not served by any of the present regional parks. A large part of this park has a slope of "20 percent or more" providing wooded hills and valleys for an excellent forest preserve. The area should have only minor improvements such as picnic facilities and a road network.

The plan also recommends small additions to Miami Whitewater and Sharon Woods Parks. It would be desirable to connect the two portions of Miami Whitewater, thus giving access to the park from Harrison Road in two locations. Also it would be desirable to have the park boundaries extended to the Great Miami River as shown on the plan.

Additions to Sharon Woods are proposed for this the smallest of the regional parks. Recommended additions include an expansion in the southwest corner of the park to Cornell Road, and the land between the present park boundary and Kemper Road. Minor additions are recommended along U. S. 42.

### Proposed Major Parks

The park plan recommends the addition of 23 major parks. These are from 50 to 200 acres in size. As seen in Plate 30, most of these are outside the corporate limits of Cincinnati. Since the city has provided a good distribution of major parks in the past, only two additions are recommended. The first is a connection of three existing areas on the hill north of the central business district as recommended in the Basin Plan, Plate 12. A wonderful view is afforded to visitors at these parks. A joining of these facilities will increase the acreage and provide a major park in a densely populated area. The second proposed park is on Harrison Avenue south of Mt. Airy Forest. This is a "20 percent or more" slope area providing a natural wooded site for a major park.

ADDYSTON

FIDDLER GREEN



Of the 23 proposed parks two are partially in the flood plain. One of these is north of Cleves on the Great Miami River; the other is a connection between the two parks on the Little Miami River. These areas, Kroger Hills and a park in Terrace Park, are just west of the county line. Flood plain areas can be highly desirable for park use. They provide access to the river and excellent flat land for recreational activities. If high water occurs the damage is limited. The commercial golf course on Cooper Road in Montgomery, Ohio, should always be maintained as open space. If at some time this private course is to be abandoned, it should be bought by a park agency and preserved permanently as a major park.

Most of the proposed major facilities utilize rather abundant amounts of the 20 percent slope area. These slopes enhance the beauty of a park. Since the areas are not very adaptable to most urban uses, they should be available for park space at a reasonable cost.

#### Proposed Neighborhood Parks

The lack of neighborhood parks is the most serious deficiency in the existing system. There are only 0.17 acres of neighborhood park per 100 persons - far short of the recommended one-half acre per 100 persons.

It is highly desirable to develop neighborhood parks adjacent to elementary schools. This type of development is illustrated in Plate 23. In the past only a few schools have been developed adjacent to neighborhood parks. With few exceptions, the recommended neighborhood parks would be adjacent to elementary schools both existing and proposed. The Elementary School Plan, Plate 26, and Park Plan, Plate 30, have been closely coordinated.

Neighborhood park sites should be about 20 acres in size. For the most part the proposed sites are outside corporate limits of Cincinnati or in areas within the city showing new growth. As older sections of the city are rebuilt, care should be taken not only to preserve existing parks but to add additional neighborhood acreage.

A comparison of the 1990 Population Distribution, Plate 14, and the Park Plan, Plate 30, shows a close coordination between the two. The neighborhood park plan should be the guide for a vigorous and immediate campaign for the acquisition of neighborhood park acreage.

#### Institutions

Hamilton County has 10,754 acres of institutions with sites containing five or more acres. These are provided by both public and private agencies. Institutions provide open space to varying degrees. The public institutions provide hospital, orphanage, education and public utility sites. Because these are operated by public agencies, some control of these institutions is possible and the public institution can be considered a more permanent use than the private one and an abandoned public institution can be developed as another open space use. If the private institution decides to sell its property, the land may be lost as an open space.

In addition to breaking the monotony of endless residential development, such institutions as university grounds, religious foundations and golf facilities increase the value of the homes in the area surrounding the institution. The existence of these institutions can be a real asset.

Unfortunately, some institutions such as the penal institutions do not stimulate desirable growth around them. Institutions with inadequate area are also detrimental to the homes adjacent to them. If the institutions are developed on generous sites, the open space provided could be enjoyed by all regardless of the facility provided.

It is important that future institutional sites be selected carefully relating them to the urban area and its needs. The churches, hospitals and educational institutions should be developed within the residential pattern. However, institutions that are not closely related to the urban development, such as cemeteries, should be located in outlying areas away from the population.

#### Existing Institutions

Plate 28 shows classifications of institutions. The first are those with sites which are primarily open. These are for the most part cemeteries. Camps, such as Fort Scott Camp, conservation areas, and publicly-held lands are also included in the open institution classification. The cemeteries, of course, are the most permanent. It is virtually impossible to remove a cemetery; therefore, their placement should be carefully considered. There are presently some 35 cemetery areas aggregating 2,512 acres. The early cemeteries were built away from the development in the basin area, but today development has

been forced around these areas. Such cemeteries as Spring Grove and Gate of Heaven occupy 735 and 383 acres respectively. Because of the use of large amounts of developable land, future cemetery sites should be located outside the urban area.

Religious institutions such as churches and church schools can provide desirable open space. Historically, most church development has been on small lots with the church structure covering most of the area, providing practically no open space. Today there is a trend towards development on larger site areas. It is hoped future church and church school development will continue to follow this trend. Mt. St. Joseph is an example of a well-located religious institution. Its site is largely "20 percent or more" slope. The site has natural tree cover and a view of the Ohio River. It is an example of the ideal type of open space that could be provided by our institutions.

Public institutions in Hamilton County occupy some 50 tracts of land of five acres or more each, totalling 3,600 acres. Public institutions provide about the same range of activities as the private institutions - hospitals, penal institutions, children's homes and old people's homes. In addition to this type of institution, there are many public utility sites that are developed on sites greater than five acres. These include such facilities as the waterworks property adjacent to California Golf Course. Power plants, sewage disposal plants and dumps also contribute public open space but certainly of a less desirable character.

#### Proposals

As institutions move out of the older sections of urban development, the sites should be preserved for other types of open space.

The open institutions such as the cemeteries that require flat, readily developable land should be located as far removed from the urban area as possible. Future sites for institutions should be in areas largely dominated by the 20 percent or more slope. These areas provide a more beautiful setting and certainly desirable open space. Several suggested sites are shown on Plate 10. Smaller institutions should be placed within the more densely populated areas providing wedges of open space which tend to break up the urban area, giving it character and interest. Areas with natural tree cover should be used wherever possible. It would be desirable to place these along or near the drainageways which could be used for walkways.

### Private Open Space

#### Flood Plain Areas

The flood plains along the major rivers would be kept in open use. Intensive building development of any kind would be prohibited. In major part, this would be accomplished by the zoning regulations defining the extent of the areas and the standards of use - many of these are suitable and should be utilized for either public or commercial recreational pursuits.

#### Drainage Easements

The necessary easements for major storm drainage channels shown in a considerable number of locations on the plan could be either publicly or privately-owned. If publicly-owned, they would become park areas with a very minimum standard of maintenance. They could, however, be kept under private ownership - building lines could be established to keep construction from encroaching on the flow-ways, or there could be public acquisition of the development rights of these areas with the land itself being kept in private ownership. Possibly a combination of these methods might be utilized with one being appropriate in another. The important objective is to keep the drainageways open. As previously shown in several of the subdivision drawings, such open drainageways could become a very considerable asset to the adjacent residential neighborhood, developed with walkways leading from home to school, for example, they might even help to bring back the pedestrian.

#### Low-Density Residential Development

The low-density residential area where houses occupy one acre or more provide a very considerable amount of desirable open space. This is a characteristic type of residential use just as important and just as worthy of zoning protection as any other use. Reasonable areas for permanent occupancy at low density should be set aside. They will provide a significant part of the open space within the future urban pattern.

#### Private Recreation

There are a very considerable number of private recreational facilities within the county. Some 34 commercial recreational sites occupy

a total of 960 acres. These include: fishing lakes, fee golf courses, driving ranges, drag strips, private picnic areas and airports for private flying.

The accepted standard for golf courses is one hole for each 2,000 persons. This would mean that for the future population, there should be approximately 40 golf courses with 18 holes on each course. This is in comparison with 22 courses available at the present time. It would be desirable if the golf courses could provide permanent open space - instead of eventual subdivision and use for residential purposes. In order to accomplish this, an arrangement should be worked out whereby the golf course could sell development rights to a public agency in return for tax concessions.

Other private recreational activities could quite appropriately be located in the flood plain areas. Many of the fishing lakes which are now found in the uplands are likely to disappear as the county becomes more fully developed. It would greatly improve the general use if the groups of substandard, seasonal resorts and cabins found along so many of the streams could eventually be removed. Utilization of the urban renewal process to effect this removal would be appropriate.

#### Public Protection of Natural Features

Careful and strict control should be exercised over private property improvement in order that this not damage or destroy important natural features. Consideration should be given in the municipal and county subdivision regulations to provisions that would prohibit the removal of large trees without special permission of a city or county forester. Careful attention should also be given in the subdivision plat to the protection of storm drainage channels. While some progress toward achieving these objectives can be made by means of public regulation, public education of the subdivider, developer and property owner is even more important.

#### Airports

Airports are a major open space facility provided by the public. The 1948 metropolitan plan proposed a system of 12 airports serving the metropolitan area. There were two major airports to serve scheduled airline traffic, the existing Boone County, Kentucky Airport, and a proposed airport to serve most of the Ohio side of the metropolitan area to

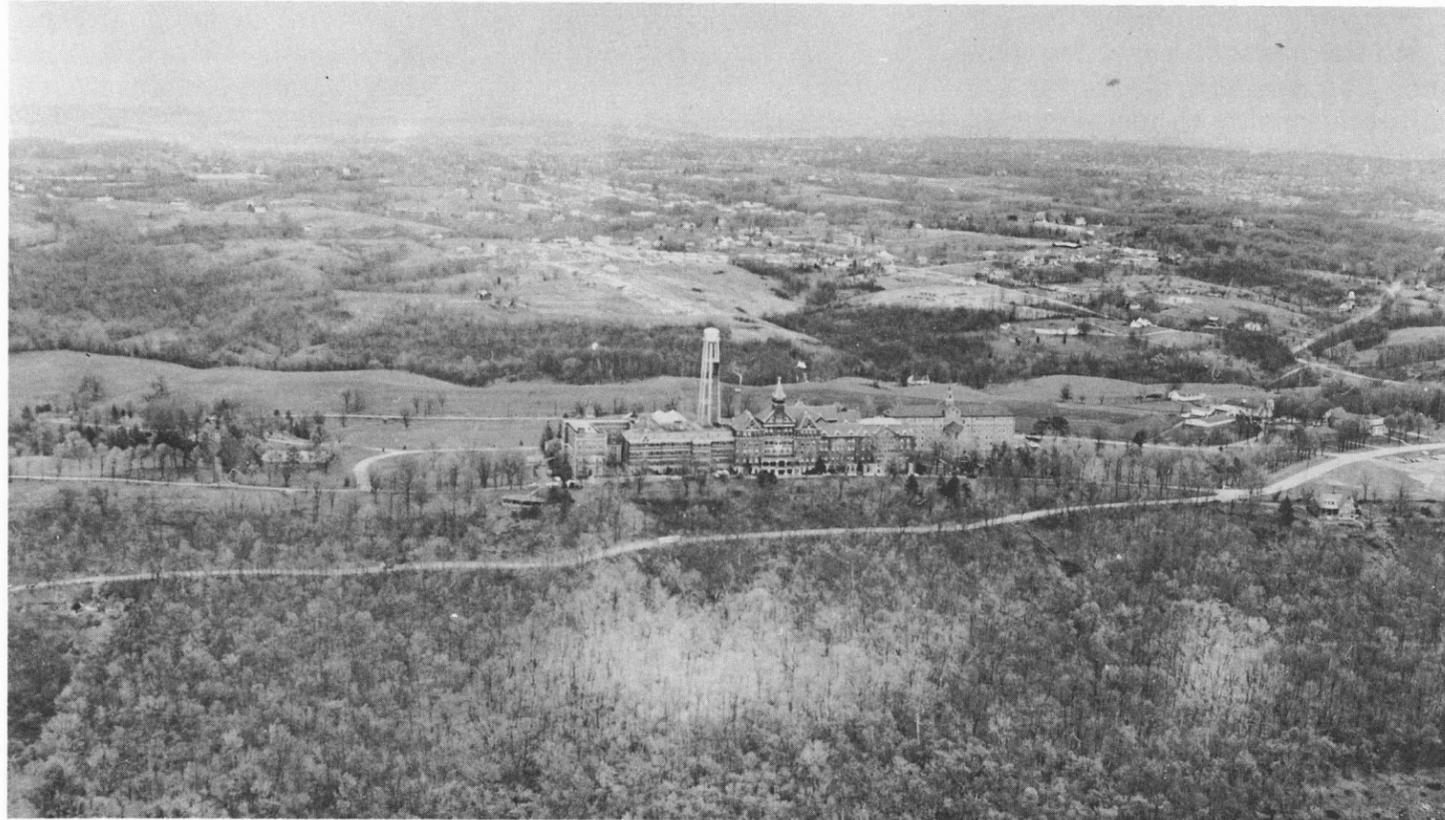
be located in the Blue Ash vicinity. Much of the site of the Blue Ash Airport has been purchased since 1948 by the City of Cincinnati. However, the site that was possible of development in this area now has two major disadvantages, - (1) it has become rather closely surrounded by existing development, both residential and industrial, and (2) the site is not large enough to handle the very large jet-powered air transports being used today. Since 1948 the Boone County Airport has been considerably expanded; runways have been lengthened and an enlarged terminal structure has been built. This airport is now adequate to accommodate the largest transports currently in commercial use. It is a good airport from the standpoint of the aircraft operations; and the completion of the interstate highway system will make it more convenient to the major portion of the metropolitan area and particularly the residential sections throughout Hamilton County.

The 1948 airport plan proposed three heliports within the central portions of the city, two within the downtown areas, one on the Ohio side and one on the Kentucky side of the river, and one in the St. Bernard area. None of these has been established, and there is no scheduled helicopter service currently available within the metropolitan area; however, the potentialities for such service still exist.

The 1948 plan proposed a system of seven small airports for private flying and accommodation of executive aircraft serving industry. The plan was prepared at a time when there were most optimistic estimates of the private flying potential. Generally speaking, these estimates have been exceedingly slow to materialize. As the community has grown, flat land available for airport use in upland areas which are relatively free from fog, has become more and more scarce and more and more expensive; consequently, many of the sites in the 1948 plan have been pre-empted for other use, and airports that were in existence at that time have been displaced and gone out of business.

This happened, for example, in connection with the airport proposed in the Green Hills area and in the Mt. Healthy area. The site of the proposed airport at Western Hills has been subdivided and built up. There is no airport site available now in the area west of Wyoming.

The airport proposed in the Round Bottom area would be on a flood plain in an industrial area and is now considered to be a generally poor site. The small airport proposed along the county line in the eastern part of Anderson Township at Cherry Ridge is now a shopping center.



COLLEGE OF MT. ST. JOSEPH

Only the Lunken Airport remains and is very heavily used by private flying.

Consequently, the county master plan recommended herein suggests some major changes in the proposals in relation to airports. From one standpoint, facilities of this type could go into the flood plain since they very largely consist of open land. However, the flood plains, particularly in the metropolitan area, are very poor places for airports, because of the prevalence of fog and the hazards resulting from the steep hillsides around the flood plains. The small airports for private flying would appear to have a greater relationship to industrial development than to any other use. Many modern industries own their own aircraft and a landing field reasonably close to a major industrial district would be most useful. Insofar as other private flying is concerned there is a certain relationship to major parks in that much of such flying is actually a recreational use.

The proposals of the Master Plan in regard to airports may be briefly summarized as follows:

1. The Boone County Airport, as previously mentioned, has an excellent site. Its accessibility was greatly improved by the construction of the freeway system. It could also be greatly enhanced by construction of the proposed bridge at the south end of Anderson Ferry Road.
2. Some consideration is being given to the development of a regional airport to serve both Dayton and Cincinnati. Such an airport presumably would be located about mid-way between the two cities accessible to the U. S. 75 Interstate Freeway. This would appear to be a desirable proposal in that it would enhance the convenience of air transportation for a large segment of the population of Hamilton County. Further, the combined patronage of Dayton and Cincinnati should warrant more frequent service by larger aircraft. This would however, have the effect of nullifying a considerable part of the improvements that have been made at the Boone County Airport. In any event, this proposal does not have any effect upon the land use plans for the county, except to preclude the necessity for providing for a major airport of this type within the county limits.

3. The land use plan proposes a small airport in the Blue Ash area. This airport would be designed to accommodate aircraft of the DC3 type or smaller planes for private flying and the smaller executive aircraft serving industries in the Mill Creek Valley. It would not be large enough to accommodate large aircraft or jet-powered aircraft. Such an airport could be designed to harmonize quite well with the residential and industrial development proposed for the Blue Ash area and should cause little disturbance through noise or hazard if properly planned and developed.
4. The Lunken Airport, of course, is retained in the plan as an airport serving private flying.
5. A new airport serving private flying and executive aircraft is proposed in connection with the major industrial development contemplated for the far western portions of the county in Crosby, Whitewater and Harrison Townships. The airport shown on the plan would be located in connection with the industrial development in Crosby Township.

Both of the new airports proposed at Blue Ash and in Crosby Township would be "single runway" airports. They would provide a single flight strip approximately 4,800 feet in length by approximately 500 feet in width. Ideally, they would be oriented to be in alignment with the prevailing northeast-southwest wind. However, it is noted that the wind velocity in the metropolitan area is such as to permit the orientation of the runway in most any direction.