

# ZONING

Zoning has been an effective factor in guiding urban development in Hamilton County since 1924. Pursuant to powers granted cities and villages in 1920, Cincinnati adopted the first "building zone" regulation in 1924. A revised zoning code was enacted in 1933, and this in turn was modernized by the present zoning ordinance adopted in 1963. In the meantime, many other municipalities have adopted zoning regulations. Concurrently with preparation of the Metropolitan Master Plan, the state legislature granted, in 1947, power to counties to adopt land use regulations in the unincorporated areas. Hamilton County undertook to utilize this power at once. A zoning commission was established, a plan and resolution prepared and submitted to the voters in 1949.

At that election, townships in the eastern half of the county elected to adopt the regulations while the rural areas to the west rejected the matter. Subsequently, three precincts of Green Township elected to administer zoning at the township level; the balance of Green adopted the county zoning regulations; Delhi Township adopted county zoning as did the "upper" precincts in Miami Township. Colerain Township adopted the county zoning near the end of 1961.

At the present time, 33 of 37 municipalities have zoning regulations, and the county zoning covers about two-thirds of the unincorporated areas. An estimated 20 percent of the gross area of the county has no zoning control. Crosby Township has been considering the enactment of zoning, and this is expected to be brought up again before their voters in 1964.

## Analysis of Existing Zoning

Extant in the county at the present time are 35 separate zoning codes between which there is no substantial uniformity. Several villages have adopted the county regulations, but beyond this there is a wide range of requirements as far as lot area per family, set back and minimum lot size. The primary concern of the present analysis is land use and density of use permitted. In order to make an analysis the requirements of all regulations were grouped into: four single-family residence districts of varying densities; two multiple-dwelling districts, one commercial and two industrial districts as shown in the legend of Plate 19. (The zoning in Colerain Township, adopted in 1961, is not shown.) In general, the residential categories used for the zoning districts were the same as those utilized in the proposed residential land use plan.

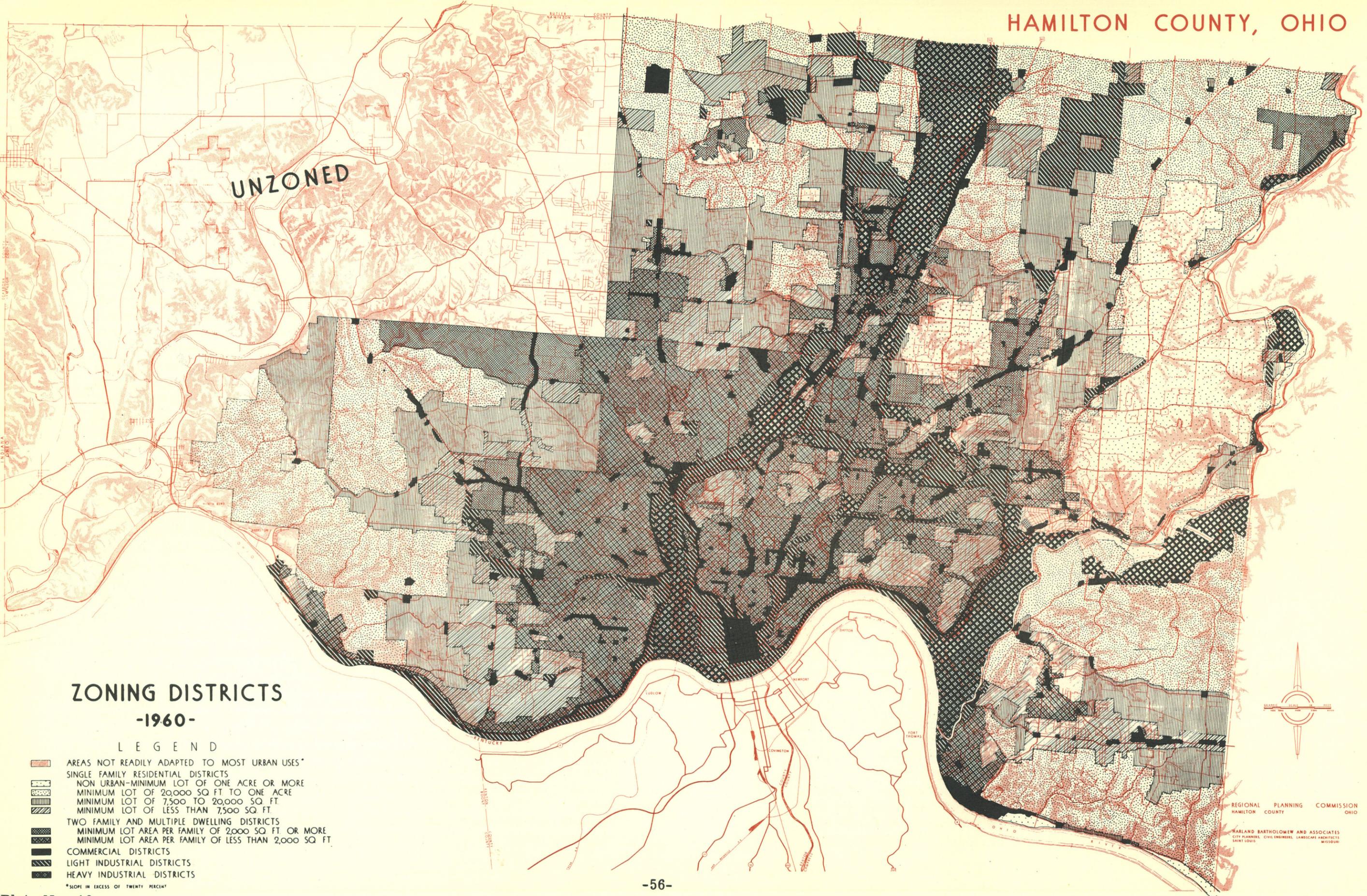
## The Existing Zoning Pattern

Zoning is based upon two primary considerations. The first is the protection of existing development and secondly, a recognition of the particular suitability of land to serve a specific urban use. Both of these considerations must be related to the total future requirements. Frequently, these basic considerations conflict. For example, residential development may move into an area ideally suited and ultimately needed for industry. If this is a minor intrusion, zoning would recognize the greater need and desirability of the use of land for industrial purpose. However, if the intrusion is of major proportions, notwithstanding the desirability to do otherwise, the area would be placed in a residential district. The primary difference between the land use plan and a zoning map is that the former leans toward the recognition of the desirable and it becomes a guide for achieving it. Zoning will largely continue to recognize the existing so long as it is suitable to its original purpose. In recent years, a new tool urban renewal, has provided a method for converting from an existing use to a desirable future use.

A review of the existing zoning pattern will show numerous examples of this conflict between the two basic considerations.

1. Industrial Districts. The heavy industrial classification permits any type of enterprise, although special consideration is given certain types having peculiar requirements due to demand on utilities or air polluting qualities. These districts are largely confined to the Norwood Trough and the Mill Creek Valley. Some extensive areas are also provided along the Little Miami River. The latter accommodates some processing and extractive industries in the county and Lunken Airport and Playfield, sewerage disposal works and other industries in the City of Cincinnati. Within the Mill Creek Valley, there are three large but widely separated areas designated for heavy industry. The intervening areas are designated for commerce, light industry or residence uses. It is obvious that areas having the light and heavy industrial classifications possess similar physical characteristics. The primary reason for differentiation should lie in either existing use or character of abutting uses. Detailed land use maps indicate that heavy industrial use is widely distributed through each type of district.

It is desirable to make greater limitations on industrial use where such use is adjacent to residential areas. Yet, such a limitation has



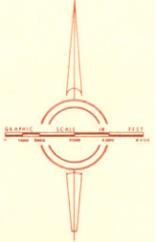
UNZONED

### ZONING DISTRICTS -1960-

#### LEGEND

-  AREAS NOT READILY ADAPTED TO MOST URBAN USES\*
-  SINGLE FAMILY RESIDENTIAL DISTRICTS
-  NON URBAN-MINIMUM LOT OF ONE ACRE OR MORE
-  MINIMUM LOT OF 20,000 SQ FT TO ONE ACRE
-  MINIMUM LOT OF 7,500 TO 20,000 SQ FT
-  MINIMUM LOT OF LESS THAN 7,500 SQ FT
-  TWO FAMILY AND MULTIPLE DWELLING DISTRICTS
-  MINIMUM LOT AREA PER FAMILY OF 2,000 SQ FT OR MORE
-  MINIMUM LOT AREA PER FAMILY OF LESS THAN 2,000 SQ FT
-  COMMERCIAL DISTRICTS
-  LIGHT INDUSTRIAL DISTRICTS
-  HEAVY INDUSTRIAL DISTRICTS

\*SLOPE IN EXCESS OF TWENTY PERCENT



REGIONAL PLANNING COMMISSION  
HAMILTON COUNTY OHIO

HARLAND BARTHOLOMEW AND ASSOCIATES  
CITY PLANNERS, CIVIL ENGINEERS, LANDSCAPE ARCHITECTS  
SAINT LOUIS, MISSOURI

not been made even where use in the industrial district would permit it. Extensive areas, predominately used for heavy industry wherein good physical separation from adjacent residential areas is provided by limited access highways or topography are zoned for light industry. An example is the area south of the Norwood Lateral on Paddock Road.

When limitations are placed upon industrial use due to intruding or abutting residential areas, the question should be raised as to whether or not these residential uses should be regarded as end or interim land uses. In many instances, areas predominately residential have been confined so tightly by industry and so many uses have infiltrated that desirable residential character has been lost irrevocably. Many of these areas are old and their obvious reuse is industrial.

Light industrial areas are much more widespread. Extensive districts are found in the basin area around the central business district, along the flood plain of the Ohio, in the Mill Creek Valley and the Norwood Trough. The narrow, intermittent bands to be found along many of the rail lines are largely confined and even pinched off by the valleys through which the railroads find their way from one major watershed to another. Only two significant areas have been provided in the uplands for this use. The Blue Ash District, located along a rail line has shown some significant development. The Forest Park area which has no rail access has not.

2. Commercial Zoning. There had been very little distinction drawn between various kinds of commercial districts in Hamilton County. Most of the ordinances permit all types of business activity and do not distinguish between the so-called "neighborhood convenience" facility and the "general business" district which permits a much broader range of uses. The pattern of districts shown on Plate 19 therefore draws no such distinction.

The major commercial concentration is the central business district from which commercial strips along major thoroughfares radiate in all directions. The existence of a number of well-defined centers such as Hyde Park throughout the residential areas has been favorably commented on previously. In addition, there are a number of small convenience locations particularly in the Price Hill, Westwood and Fairmont areas, recognizing an existing condition which does not prevail in newer areas. While strip zoning exists in parts of the outlying areas, as along substantial portions of Beechmont, Harrison and Colerain Road, greater concentration of commercial facilities is evident. The suburban

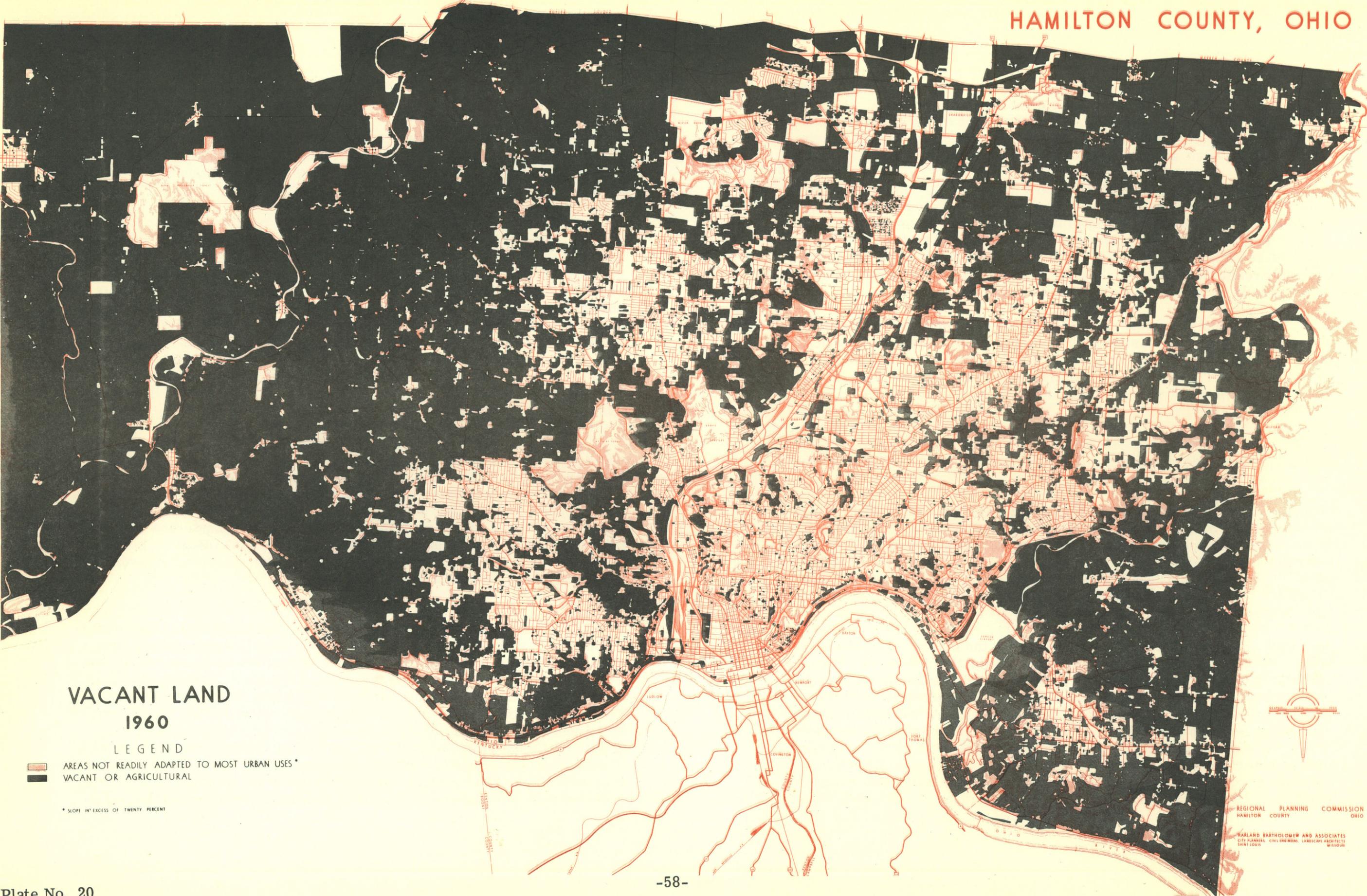
communities, essentially organized around a thoroughfare, have tended to concentrate all business development thereon.

One significant element of commercial zoning not shown on Plate 19 is office use which was formerly permitted under multiple residence zoning in the City of Cincinnati. Several large concentrations exist along McMillian and William Howard Taft.

3. Multiple Residence Districts. The two classes of multiple residence districts shown are differentiated only by density of development. Multiple residence districts permitting lot area per family less than 2,000 square feet cover very extensive areas in the City of Cincinnati, and in many of the older communities both in the valley and on the plateaus. The district covers both lands conducive to high density development and those too rough to accommodate it. A part of the reason this district is so extensive is that several of the ordinances adopted around the 1930's made no distinction between types of residential areas, and the only lot area stipulation was the minimum-sized residential lot established under the platting law.

A few cities and villages, while not distinguished between residence types did establish density requirements in excess of 2,000 square feet per family. The county as well as some municipalities established a multiple residence district which falls into the lower density category. Zoning districts resulting in this density of residential development are to be found in Golf Manor, Lockland, Norwood, Loveland, and Greenhills. Generally, there are only limited areas for low-density multiple dwellings in the county. However, all of the precincts under township zoning in Green Township result in this density.

4. Single-Family Residence Districts. The 1963 City of Cincinnati ordinance has two residence districts restricted to single-family use, with minimum lot sizes of 10,000 and 6,000 square feet respectively. The county regulations and several city and village ordinances establish single-family districts requiring from 6,000 to 7,500 square foot lots. This category of district finds extensive application in: Mt. Washington and Anderson Township; Mariemont - Fairfax; Walnut Hills-Hyde Park; Delhi and Green Townships around Price Hill and Cheviot; Springfield Township in Mt. Healthy, Brentwood and Forest Park areas, in the Sharonville and the Kenwood areas of Sycamore Township, and in the extreme east and southeast portions of Colerain Township zoned in 1961.

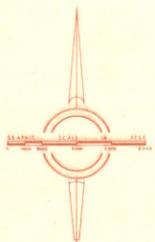


VACANT LAND  
1960

LEGEND

- AREAS NOT READILY ADAPTED TO MOST URBAN USES\*
- VACANT OR AGRICULTURAL

\* SLOPE IN EXCESS OF TWENTY PERCENT



REGIONAL PLANNING COMMISSION  
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Many smaller areas as well as some of the above appear as intrusions into a district of another intensity rather than as a transition from a more intense to a less intense district. To some degree this results from topography and the relationship of older cities to it. By and large, however, this represents spotty treatment within a developed area. It does not reflect a desired density pattern.

A group of single-family districts having a range from 7,500 square feet to 20,000 square feet has rather wide range of application over the unincorporated area of the county and limited use in cities such as Wyoming, Woodlawn, Reading, Blue Ash, Glendale and others of the northern communities. This district has been applied around the more intense development defining fairly distinct bands utilizing a somewhat rougher terrain.

Single-family residence districts having lot sizes of 20,000 square feet to one acre have been applied over extensive and more remote areas of the county. It is shown also in a few communities such as Evendale and Wyoming which incorporate some rough land. Nonurban single-family residence districts requiring one acre or more per lot are located in Indian Hill, Amberley and Woodlawn.

#### Zoning of Vacant Land

Plate 20 shows the vacant areas of the county, which in the aggregate amounted to 158,900 acres in 1960. Of this total, 65,000 acres were unzoned land and 2,110 in water area. (Since 1960, 22,800 acres of vacant land have been zoned in Colerain Township.) Table 11 relates the vacant land area and the adaptable vacant land to the zoning districts, and this is shown graphically on the accompanying chart. Areas zoned for nonurban densities were more than half vacant. Table 10 showed an estimated need for 18,600 acres for this density and for 14,000 acres for lots of 20,000 square feet or more in the future. Within the districts zoned for the latter density there is a surplus of land vacant and adaptable. (There are 8,400 acres now zoned in Colerain Township vacant and adaptable for this density in addition to the 22,100 acres shown in Table 11.) Some reduction of the areas occupied by this district should be made, therefore, to supply additional land for the one acre or more category, particularly since some of the areas are quite rugged and excessively costly to provide with urban services. There is also more zoned, vacant and adaptable land in the 7,500 to 20,000 square foot classification than is required. The table shows little more than one-third of the high density single-family requirement of the future to be

TABLE 11

AREAS OF EXISTING ZONING DISTRICTS\*  
Hamilton County, Ohio - 1960 (All figures in Acres)

<u>Classes of Zoning Districts+</u>	<u>Area of Zoning District</u>	<u>Total Vacant</u>	<u>Vacant &amp; Readily Adaptable</u>
<b>NONURBAN DISTRICTS</b>			
Resort, Greenbelt and Residential Districts with minimum lot area in excess of one acre	15,906	8,731	4,946
<b>SINGLE-FAMILY RESIDENCE DISTRICTS</b>			
Minimum Lot Area Requirements of			
20,000 to 43,500 square feet	49,634	37,214	22,092
7,500 to 20,000 square feet	27,952	15,596	12,353
Under 7,500 square feet	22,468	9,244	7,314
<b>TWO-FAMILY &amp; MULTIPLE-FAMILY DISTRICTS</b>			
Minimum Lot Area Per Family Requirement in excess of 2,000 square feet	8,132	2,861	2,395
Less than 2,000 square feet	30,071	7,234	2,369
Total Residence Districts	<u>154,163</u>	<u>80,880</u>	<u>51,469</u>
COMMERCIAL DISTRICTS	6,608	1,382	1,100
<b>INDUSTRIAL DISTRICTS</b>			
Light Industrial	12,351	4,702	3,731
Heavy Industrial	11,751	4,864	2,851
Total Industrial Districts	<u>24,102</u>	<u>9,566</u>	<u>6,582</u>
UNZONED LAND AND WATER	<u>80,391</u>	<u>67,116</u>	<u>32,885</u>
Total Area	265,264	158,944	92,036

+Major park area not classified by zone has been placed in the most restrictive adjacent zoning district resulting in most such areas being included in Residential Zoning Districts.

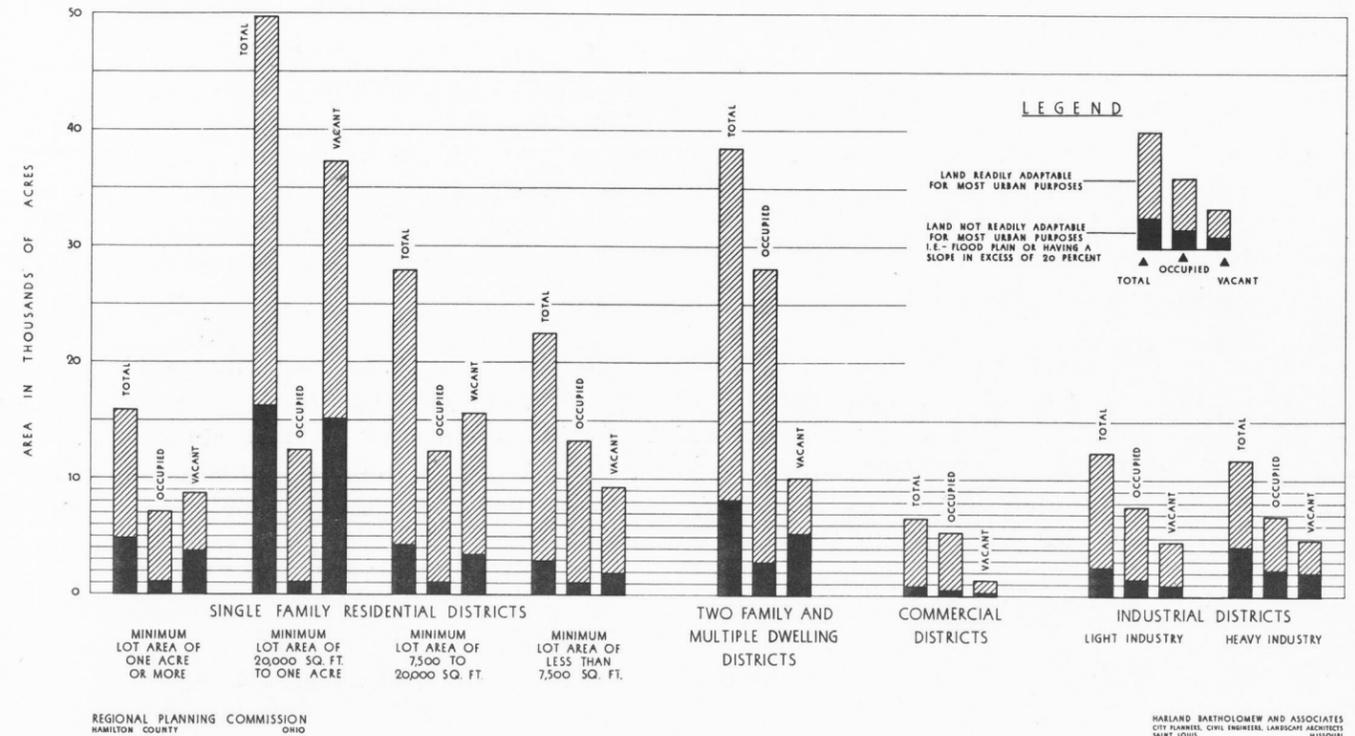
\*Does not include 28,524 acres zoned in Colerain Township since 1960.



**CARTHAGE**

## EXISTING ZONING DISTRICTS

AREA ZONED, OCCUPIED AND VACANT  
HAMILTON COUNTY, OHIO 1960



available. It is apparent that substantial new areas in this type of zoning are required. There are 4,750 acres of available and usable land in the multiple-dwelling districts, in comparison with a projected requirement of 2,200 acres. (See Table 8.) Obviously, these districts should be reduced in area.

Commercial uses in the next 30 years are expected to absorb 2,200 acres. There is presently half this amount which is zoned commercially and which is vacant and adaptable from the standpoint of topography. In comparing commercial use to zoned area, it will be seen that much of the gross vacancy occurs where conditions of population, traffic and other similar elements adversely affect commercial development. It is evident that zoning for commercial use is not an automatic solution where a parcel is ill-adapted to some other use. Therefore, a well-located new area is needed.

Projected absorption of land by light and heavy industry is estimated at 7,700 acres. There is presently available 6,500 acres which are vacant and adaptable. Other uses frequently absorb industrial land so an ample margin over the projected need is desirable. Further, because manufacturing is the chief source of urban growth, ample, suitably-located area is justifiable.

#### Effect of Zoning on the Land Use Pattern

The total effect of zoning on the land use pattern is difficult to assess since zoning came rather late in the development of Cincinnati and many of the adjacent cities and villages, and normally the need for such a regulation was not felt by the public until substantial conflict between various urban uses occurred. Low-density residential elements in the land use pattern may be attributed to zoning regulations in Indian Hill, Amberley and Glendale. Zoning has brought about a fairly stable pattern of land use. Once established, it has tended to preserve residential areas from commercial and industrial intrusion. Colerain Township, now zoned, provides an excellent example of the hit and miss location of many small commercial and industrial establishments and the damage they do to existing and potential residential values without zoning control. In the areas that have developed under zoning, there is a relatively consistent density pattern though shortages of specific types of zoning area has led to numerous changes and continued pressure, for even more frequent changes.

#### Zoning Problems

In order to bring about stability in the zoning pattern, the area in the various zoning districts, particularly the usable area, must be brought into conformity with the future need for each type of use. If these modifications in the zoning pattern are brought about by petition or by ad hoc, or arbitrary decisions, there will continue to be much unnecessary friction and considerable distrust of zoning as a protective measure. This is a problem to be shared by all of the jurisdictions undertaking zoning in the county.

Planning commissions in all jurisdictions have come to recognize the value of a shopping center as a thoroughly functional unit, in contrast to the hit and miss array of retail establishments scattered along a major street or highway. However, when a center is successful that should not become the signal to favorably act on petition by petition

along the approach thoroughfares, creating anew the congestion which the original shopping center by its careful design sought to avoid.

Inadequacies of Municipal Regulations. There are a number of very old zoning ordinances in the cities and villages which should be brought up to date using modern zoning techniques. To a considerable degree the over-abundance of multiple dwelling zoning is the result of old ordinances which have but one dwelling district. Many of the communities with such obsolete ordinances have distinct types of residential development which should be recognized and preserved. Particularly, extensive single-family areas should be placed in such districts in order to receive the protection against the more intensive residential uses which would adversely affect them. Few ordinances prohibit residential development in light and heavy industrial districts. Such a prohibition should be common to all ordinances.

As there is benefit in distinguishing between types of residential development, there is also benefit in establishing regulations which distinguish between several types of commercial areas. In many instances, it is reasonable to zone for a limited group of retail uses to serve a particular area. Yet the combined light manufacture and general business and service array permitted in many ordinances unnecessarily gives an objectionable blank check to developers of the commercial property. Business district functions should be carefully distinguished and the necessary more detailed series of districts established.

Inadequacies of the County Regulations. The present county zoning does not take sufficient cognizance of the problems with respect to adapting the very rough lands to urban use and the demand for large lots. Together these factors indicate the desirability of a zoning district providing for a minimum one acre lot. Such a district has been provided in the regulations but has not yet been established on the district maps. This should be established as outlined in the residential land use plan and considered a stable permanent district and not a transition district.

Some of the standards are low. For example, a lot width of only 80 feet is required in the "A" Residence District and a lot width of only 60 feet is required in the "B" Residence District. These widths are relatively narrow for the types of residential development (on lots of at least 20,000 and 12,000 square feet respectively) desirable in these districts and tend to promote or even require disproportionate and excessive lot depths in relation to the widths.

State law makes difficult the differentiation of business areas in the unincorporated areas. This apparently can only be done through special "planned" districts. Therefore, definite and specific standards for such special planned areas should be established.

The Ohio law that permits county zoning is unnecessarily cumbersome and complicated. Many of its provisions are weak and inadequate. Its passage resulted from too many compromises, all unfortunate. It should be replaced by a more straightforward law similar to those available in adjacent states.

#### Proposed Zoning Changes

##### The County

Several changes are needed in the county zoning resolution in order to make it a more effective tool to carry out the land use plan. These include:

1. Areas of rough terrain, which are not suitable for normal urban densities, should be placed in a zoning district requiring a minimum lot size of one acre and a frontage of 150 feet. The district now provided for this purpose in the text of the resolution should be established in the appropriate areas on the District Map.
2. The lot area and width standards of the several residence districts should be more closely correlated and related to the standards of development appropriate and desirable in the different parts of the county.
3. Standards should be established for the development plan procedure so that decisions can be clearly based on such standards. Without such the procedure is vulnerable to attack in the courts as being arbitrary.

Of compelling importance is the zoning of the 20 percent of the county area not now under zoning control. Not much time is available. Completion of the expressway system will hasten urbanization of these areas.

#### Proposals in the Unzoned Townships

##### Harrison Township

The primary proposals in the township are:

1. To establish a heavy industrial district on the terrace south of West Road and Harrison Avenue exempting only the residential area along Dry Fork Road.
2. To establish business and multiple dwelling districts between Harrison Road and the Northwest Expressway.
3. To create an entirely new community on the terrace north of the expressway which would join Harrison and New Haven. The community would have several shopping centers, multiple dwelling districts and a variety of densities of single-family residential areas largely determined by topographic characteristics.
4. To place major areas along the Indiana line north and south of the Village of Harrison in the new A-A district due to very rough terrain.
5. To place the flood plain of the Whitewater River in the flood plain district.

##### Crosby Township

The major proposals for this area are:

1. To establish a heavy industrial district from New Haven Road to the county line between the Dry Fork of the Whitewater and Hamilton Cleves Road.
2. As a part of the proposed new western community, to zone areas near New Haven for high-density single-family use providing additional commercial area and some multiple residence at Short Road.
3. To place the bluff land around Miami-Whitewater forest in the A-A District.

4. To place the entire flood plain of the Miami in the flood plain district.

#### Whitewater Township

The physical features of this township are not very conducive to urban development. The plan makes the following major proposals for this area:

1. Establish a heavy industrial district on the upland terrace between the New York Central Railroad and the Dry Fork of the Whitewater. Smaller industrial areas should be zoned near Hooven and Elizabethtown.
2. To zone limited high-density single-family residence districts in Hooven and Elizabethtown since the terrain around each of these communities severely limits residential use.
3. The rough land between the Miami and the Whitewater and along the Indiana line should be placed in the A-A district.
4. A flood plain district should be established over the extensive flood plains of the Miami and Whitewater Rivers.

#### Miami Township (unzoned portion)

1. Most of the unzoned portion of the uplands in the unincorporated area should be placed in the A-A district. The exception is the area between Cliff and Mt. Nebo west of Cleves and North Bend.
2. A heavy industrial district is recommended in the Columbia area along the Ohio River.
3. The plan recommends establishing a B District on the terrace near Gieringer.
4. The Miami River flood plain should be placed in the flood plain district.

### Changes in the Zoned Townships

#### Miami Township

The area within the Taylor Creek watershed has been placed in the B district for 12,000 square foot lots; practically all of the remainder of the zoned portion of the township is in the A district. Some extension of the B district is proposed along Bridgetown Road and in the vicinity of both Cleves and Gieringer. The rest of this extremely rough township should be placed in the A and A-A districts. The most important consideration is getting the rest of the township zoned, including the Miami River flood plain, a heavy industrial district along the Ohio and an A-A district in the areas of rough terrain, as described in the previous section.

#### Green Township

Much of the Taylor Creek Drainage Basin should be placed in the 12,000 square foot district. The exceptions are certain areas in the upper reaches of the watershed near Cheviot. Limited areas here are proposed for C and B2 densities. At the lower reaches of the Taylor Creek Drainage Basin where the land forms are very severe, it is proposed that the area be retained in A and some near the Colerain Township line should be placed in the A-A district. An area near Western Hills Country Club which is now classified A would be placed in the B district. The area under Green Township zoning permits one and two-family dwellings throughout. West of Cheviot Road, this should be classified in the B and B2 districts while east of the road it should be classified C. The regulations should be amended to restrict these areas to single-family use.

There are few locations in Green Township outside the city which adapt themselves to commercial or industrial use. Western Hills shopping center dominates the more populated areas. Zoning for these uses has not been substantially altered.

#### Delhi Township

A single major modification is suggested in this township. The bluffs overlooking the Ohio from Mt. St. Joseph College to Muddy Creek

should be placed in the A-A district. The light industrial district on Warsaw Road should be placed in the B District.

#### Springfield Township

Since the original zoning in Springfield Township, a substantial area has been incorporated in Forest Park, and consequently the zoning of this area has been transferred to municipal control. Along Hall Road in the township immediately north of Forest Park, a neighborhood shopping center is proposed. A portion of the township adjacent to the Colerain Township line both north and south of Springdale Road should be placed in the B2 district. The B2 district is also suggested for a limited area east of Hamilton Avenue from the park south to Mt. Healthy. Areas adjacent to the park in the east, south and west are proposed to be changed from the A to B district. Also an area on the south line of the township near the Proctor and Gamble establishment is proposed to be added to the B district.

#### Sycamore Township

The land use plan proposes industrial uses north of Blue Ash and west of the Northeast Freeway and that other areas north of Circle Freeway and west of Montgomery Road be treated as residential and allied uses. A highway service center and multiple dwelling group are proposed at the intersection of U. S. 42 and Circle Freeway. A second commercial center for offices and highway service is proposed at Circle Freeway and Montgomery Road. An apartment development is planned around the intersection of the Northeast and Circle Freeways.

Other changes recommended in Sycamore Township are: the small unincorporated area between Montgomery and Indian Hill be placed in the A-A district. Additional apartment area should be added north and east of the Kenwood Shopping Center.

#### Symmes Township

Except for neighborhood commercial centers, existing or proposed, on Montgomery Road and on Mason Road near the edge of the county, all of the north end of the township should be placed in a B2 district. The industrial area adjacent to Loveland Road at the Lebanon Road intersection should be zoned to accommodate a local shopping center. Some modifications of the industrial and residential zoning in

the Camp Dennison area is proposed to enlarge the industrial district north of Cunningham Road and remove the industrial zoning along Kugler Mill Road.

#### Columbia Township

Present zoning in this township largely concurs with the land use plan. The most significant change proposed is placing the area on both sides of Camargo Road from the Cincinnati corporate limits to Madeira in the B district. Some adjustment of boundaries of the A districts is proposed near Plainview. Small areas between Walton Creek Road and Mariemont corporate limits and to the east of Walton Creek are proposed in the B district.

#### Anderson Township

Several significant changes are proposed in the township. It is proposed that A-A districts be established in the watersheds of Eight Mile Creek and Dry Run and in the Watch Hill area. The B district would be increased in the area by three major additions. The first tract is south of Beechmont and includes both sides of Five Mile extending the B district from Woodruff Road. The second tract is an enclave in the Cincinnati corporate area west of Ebersole and south of Salem Avenue. A third tract is north of Clough Pike from the county line west of Wolfangle Road.

It is proposed that the districts be broadened north and south of Beechmont from the Cincinnati corporate limits east to the county line. Substantial B2 area is proposed between Hunley and Newtown Roads and along Clough Pike in this vicinity.

#### Changes in Municipalities

Cincinnati. The 1963 Zoning Ordinance of the City of Cincinnati was based on a comprehensive review of the previous zoning regulations and modern zoning techniques. There are a few areas in the city, particularly in the Mt. Lookout-Walnut Hills sections, where a larger lot area than the 10,000 square foot standard would be applicable, and more scrupulous attention has been given to recognizing the most intense uses in an area in establishing the zones or their boundaries than are necessary are desirable in some cases, but the ordinance is generally a great improvement over the previous zoning regulations. There is an abundance

of multiple-family zoning, however, which indicates a need to reduce such area, especially where single-family uses are greatly preponderant. The scrupulous attention to detail has also led to a number of very minute residential districts that are much too small to be able to maintain a distinct character. It is more desirable to zone to the predominant use and create larger districts which form a reasonable density pattern.

Other Municipalities. A fault common in the zoning ordinances of many of the smaller cities and villages is a single "catch all" residence district which permits all types of residential structures. In many of these jurisdictions the land use shows extensive areas developed predominately for single-family uses. Such areas are shown in the residential land use plan as single-family uses and it is recommended that such changes be made in the regulations of Deer Park, Golf Manor, Greenhills, Milford, College Hill, and Silverton.

Other changes related to specific municipalities are:

1. Blue Ash - modest extension of the R3 zoning north of Cooper Road.
2. Evendale - add a multiple dwelling district on the flat land along Reading Road.
3. Fairfax - place Meadowlark Lane in C Residence District.
4. Forest Park - provide a community shopping center at Hamilton Road west of Union Central office area. Also provide multiple residence area around office-shopping center complex and along future extension of Winton Road to Kemper Road.
5. Greenhills - no change except as above.
6. Lincoln Heights - substantially reduce the commercial zoning. Much of the area should be zoned for multiple residences.
7. Montgomery - Residence B should become Residence A as in all surrounding area.
8. Newtown - reduce the extent of commercial zoning on the frontage of Batavia Road west of Newtown Road and place

much of the area south of the Norfolk and Western Railroad tracks in the 6,000 square foot single-family district.

9. Reading - some adjustment is required between single-family and multiple-family zoning along the bluff.
10. Springdale - the Princeton Road-Kemper Road intersection has one regional center. Other commercial activities in the

#### IVORYDALE



area should be limited to office and highway service facilities. A multiple dwelling district should be placed adjacent to Princeton Pike in this area.

11. Woodlawn - a multiple dwelling district and shopping center should be placed on the west side of Princeton Pike north of Mill Creek.

A problem common to Reading, Lockland, Elmwood Place, and Arlington Heights is that substantial parts of all of the residential areas of these communities lie in the floor of the Mill Creek Valley. The services, rail utilities and highway, for the entire industrial valley feed through these areas. Much of the immediately adjacent land is zoned and used for heavy industry and generally industry has been encroaching on the limited housing supply. All of these conditions point toward a losing battle to maintain reasonable residential environment. The ultimate use of the land should be industrial. The transition cannot be made effectively through zoning. These areas should be maintained presently in a residential zone with a policy aimed at permitting an orderly reduction of this area.

#### Zoning Administration and Policy Problems

The zoning ordinance is a tool for bringing about a desirable pattern of development. In order for it to be effective, it must be based upon a long-range land use plan that has considered both the future requirement of land for certain urban land uses and the suitability of land for particular purposes. If the plan has properly recognized these conditions there should be little reason for variation from the normal requirements of the urban community. The zoning ordinance and map, therefore, should become quite stable.

Stability is the key to confidence in zoning. A great many more buildings become useless because of changes in their environment than from the wearing out of their structure. It is fundamental that sufficient stability of zoning be maintained so that a builder or investor is reasonably assured that the environment upon which the usefulness of a building depends will endure.

A major problem in the administration of zoning in Hamilton County is stability of zoning districts. People who have purchased property of a given standard and use are distraught by changes which change

the requirements on adjacent property. Their environment is being disturbed not once, but with alarming repetition. There can be no confidence in this kind of a zoning procedure, and the reasons, though many, are not acceptable alternatives to the protection which is presumably offered but not attained.

The present zoning ordinance was adopted 15 years ago. The growth of the county has been considerably greater than anticipated, and it has been assumed that land under various restrictions was in short supply. In part this is correct. The present planning program has carefully considered the rate of land absorption and determined future need. It has allocated space for each individual use recognizing its specific requirements. The plan shows an adequate amount of land for each purpose to serve 1,300,000 people in Hamilton County.

In the future, it should be incumbent upon a petitioner for zoning change to demonstrate a need for the change. The need should be based upon lack of suitable land to accommodate a particular use.

It should be incumbent upon the staff of the Regional Planning Commission and the Rural Zoning Commission to establish need or lack thereof based upon carefully detailed reports on both land use and zoning area. It will, therefore, be necessary to keep a continuing inventory of the absorption and use of land in relation to the zoning districts.

At the present time, the public has either lost confidence, become exasperated with zoning procedures, or both. Citizen groups have been formed to carefully watch zoning activity or just merely to oppose constant change.

Ohio law permits the people of an area to act directly in zoning matters through a public referendum. This means that any cause of action to which they do not subscribe or understand can be held in abeyance for several months, and probably defeated at the polls. Therefore, in order to bring about the proposed land use plan through zoning, careful groundwork must be laid to fully explain the plan and to secure its approval ahead of any efforts to change the present zoning. Following such meetings, understanding and approval, the zoning of an entire township should be modified according to the plan. Piece-meal approaches should not be used.

The support of all citizen groups should be earnestly sought in maintaining the plan once adopted. Meetings should be scheduled with

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all zoning jurisdictions to discuss the plan and arrive at concurrence on land use and density of use in each jurisdiction.

Heretofore, it has been the policy of the Regional Planning Commission not to bring zoning to a vote in a township until it has been voluntarily sought by the people of the township. It is doubtful that this position should be maintained. The western townships will play an extremely important part in the future development of the county, and waiting may jeopardize some of the basic elements of the plan. Action must be initiated to bring the western part of the county under zoning so that it can develop with utmost advantage to its residents and to the larger community as a whole. It is evident that, through the zoning procedure established by Ohio law, the people of the great metropolis have placed much of their economic future in the hands of a few people who control the zoning, and the allocation of industrial land, in a remote township.