
Winton Road Corridor Study

Phase II - Damon/Ingram Road to Southern Corporate Limits

Village of Greenhills, Ohio

10 April 1997

Prepared For:

The Village of Greenhills

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Introduction

The Village of Greenhills, Ohio is a suburban community located on the northern edge of the City of Cincinnati. The Village has a strong tradition of defining planning policy and of pursuing proactive approaches to address community development and infrastructure improvement projects. Greenhills has reached a point in its history where a large majority of the land within the Village has been developed or designated as “greenbelt open space.” Only a small number of parcels remain to be developed that have not been designated for preservation in the “greenbelt” system. The Village has had a long-standing policy of discouraging intensive development within the “greenbelt” areas. Given these considerations - - the “greenbelt” policy, the small amount of vacant land available for development, and the Village’s desire to continue to grow as a community - - the Village is at a point in its history where it is logical to evaluate the acceptability, appropriateness, and desirability of allowing or even encouraging redevelopment of certain properties.

In a continuation of the Village’s desire to plan for its future, the preparation of a Corridor Study for Winton Road has been initiated. The purpose of the Corridor Study is to define the appropriate future land uses for property adjacent to and surrounding Winton Road in light of the changing conditions along this major thoroughfare.

This report is the second of a two-phase analysis of the Winton Road Corridor. Phase One of the Study analyzed the portion of the Winton Road Corridor from Damon/Ingram Road north to Sharon Road within the Village of Greenhills and defines future land use policies for this portion of Winton Road Corridor. Phase Two analyzes the portion of Winton Road from Damon/Ingram Road south to the Corporation Line. The Study Area for Phase Two of the Corridor Study is illustrated in Figure 1.

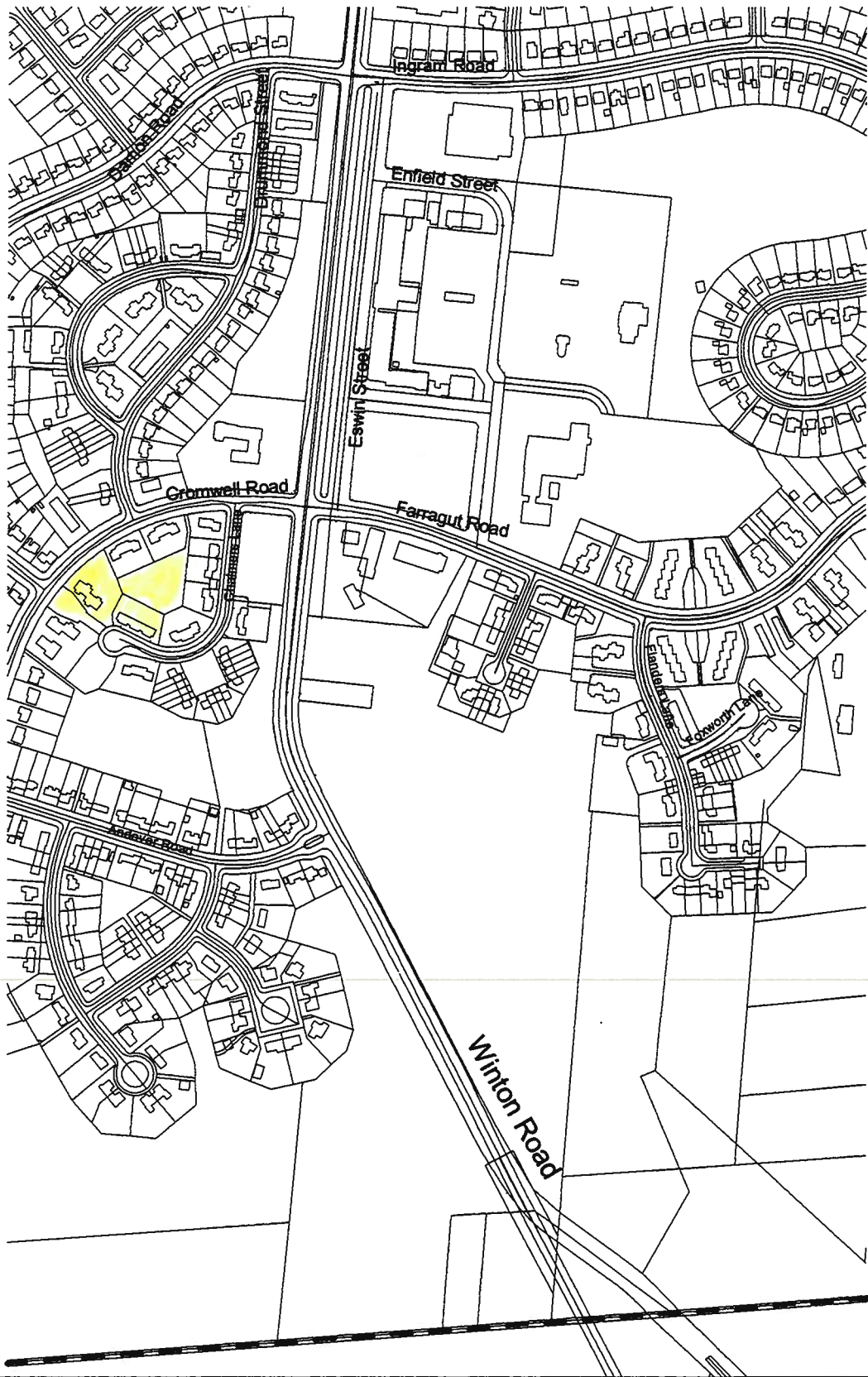


Figure 1

<p>Winton Road Corridor Study</p>	Study Area		<p>100 0 100 200 300 Feet</p>
			<p>April 1997</p> <p>North</p> <p>Pflum, Klausmeier & Gehrum Consultants, Inc.</p>
<p>Phase II</p>			

The format of this report closely corresponds to Phase One of the Winton Road Study. Existing conditions within the Phase Two Study Area of the Corridor are presented in this report, as is an assessment of past planning policies and land use recommendations. Based upon the findings of these two elements, recommendations have been made relating to future land use, zoning, access, development and redevelopment policies for this part of the Winton Road Corridor.

Greenhills' strength is in its identity, and the Village's identity cannot be protected and maintained by chance. The community has developed to its present state because of a commitment to strong planning principles that will be needed in the future to ensure that Greenhills remains an attractive Village which serves as a model to other communities. Similarly, the Village of Greenhills should allow itself to grow and change. Growth, however, should not be pursued or allowed to proceed at the expense of the overall land use concepts that have shaped the Village.

Existing Conditions

The following information provides a summary of the existing conditions within the Winton Road Corridor between Damon/Ingram Road and the southern Corporate Limits. Existing zoning district boundaries and regulations, land uses, roadway access, ownership patterns and other physical characteristics of the property along the Corridor have been evaluated and are presented here. These conditions will be important in formulating recommendations for future development/ redevelopment within the Corridor. The data and maps presented in this section are the result of field surveys and documents reviewed during the months of March and April 1997.

Existing Zoning

The existing zoning district boundaries along Winton Road from Damon/Ingram Road to the southern Corporate Limits are illustrated in Figure 2. The properties on the west side of Winton Road are zoned one of three designations. Properties between Damon Road and Cromwell Road are designated as "R-1" One Family Residence District. Properties between Cromwell Road and Andover Road, including approximately 170 feet south of Andover Road, are designated as "R-2" Multi-family Residence District. The remainder of the land south of Andover Road is designated "Greenbelt" district.

Properties on the east side of Winton Road are zoned one of four designations. The property between Ingram Road and Endicott Street are designated as "B-1" Business District. The property south of Endicott Street to Farragut Road is zoned "R-1" One Family Residence. The property south of Farragut Road, including the Our Lady Of Rosary Church and School complex and the residential areas to the east, are designated "R-2" Multi-family Residence District. The remainder of the land on the west side of Winton Road, south of the "R-2" District, is zoned "G-1" Greenbelt District.

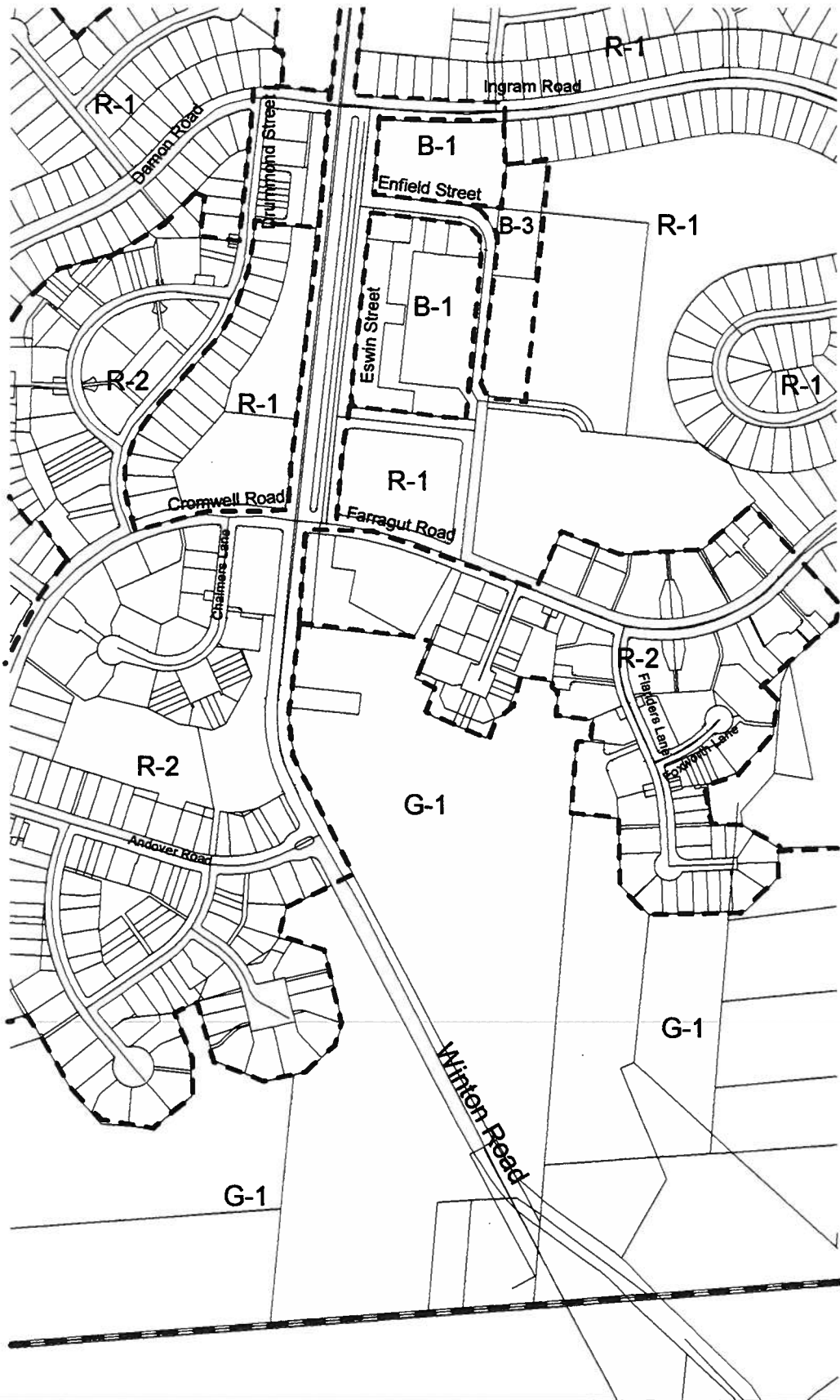


Figure 2

Winton Road Corridor Study	Zoning District Boundaries		100 0 100 200 300 Feet North
	G - 1 Greenbelt R - 1 One Family Residence R - 2 Multi-Family Residence	B - 1 Business B - 3 Professional Business	
Phase II			

The zoning designations of the surrounding areas are also illustrated in Figure 2. A summary of the principal and conditional permitted uses and the associated minimum lot sizes as identified by the Village of Greenhills' Zoning Code for each of the Districts within the Study Area are as follows:

“G-1” Greenbelt District

Principal Permitted Uses

- Public park, recreation, and playgrounds
- Public recreational buildings
- Allotment gardens, farms, nurseries, and gardens
- Public utilities
- Bus passenger stations
- Sign erected for an educational or directional nature

The zoning regulations for the “G-1” Greenbelt District strictly control development and stipulate that no structure or use may be constructed without the approval of the Planning Commission based on submitted plans.

“R-1” One-Family Residence District

Principal Permitted Uses

- One-family detached dwellings
- Institutional, public and cultural uses, including churches, libraries, and museums
- Recreational uses, including public parks, playgrounds, and community buildings

Conditional Uses

- Utility and communication stations
- Essential services such as traffic signals, fire alarm boxes, or police call boxes

Minimum Lot Size

- Dwellings: 8,500 square feet (0.20 Acres) - 5.1 dwellings per acre
- Other Permitted Uses: 17,000 square feet (0.39 Acres)

“R-2” Multi-Family Residence District

Principal Permitted Uses

- One-family detached dwellings
- Institutional, public and cultural uses, including churches, libraries and museums
- Recreational uses, including public parks, playgrounds and community buildings
- Multi-family dwellings, including row houses, for not more than ten families

Conditional Uses

- Utility and communication stations
- Essential services such as traffic signals, fire alarm boxes, or police call boxes

Minimum Lot Size

- One-Family Dwellings: 7,500 square feet (0.17 Acres) - 5.8 dwellings per acre
- Two or More Family Dwellings: 4,500 square feet per family (0.10 Acres) - 9.7 units per acre
- Three or More Dwellings, if abutting a public park or “Greenbelt” District which extends not less than 50 feet beyond the rear lot line: 3,000 square feet per family (0.07 Acres) - 14.5 units per acre
- Other Permitted Uses: 17,000 square feet (0.39 Acres).

Each individual family unit of a multi-family dwelling shall have a private, individual, principal entrance with separate direct access to the ground, which shall be used solely for access to that unit.

“B-1” Business District

Principal Permitted Uses

- Retail and Personal Services
- Offices
- Banks
- Eating and Drinking Places
- Commercial Recreation
- Commercial Schools and Art Studios
- Service Stations
- Outdoor Advertising
- Hotels
- Mortuaries
- Public Buildings
- Other Retail and Service Uses determined by the Planning Commission to have the same general character.

Minimum Lot Area and Lot Coverage

- Permitted Minimum Lot: 6,000 square feet
- Lot Coverage shall not be more than twenty-five (25%) percent of the required lot area

Planning Commission Findings and Requirements

- All plans shall be reviewed and approved by the Planning Commission, including a preliminary and a final plan submission
- The Commission must make a findings that traffic congestion will not be created because of proposed entrances, exits, traffic circulation patterns, and parking
- The Commission shall make a finding that the building or structure, including the design, landscaping, traffic circulation and parking, are so arranged to create an attractive, efficient, convenient, pleasant, and safe shopping center in harmony with surrounding and adjacent development

“B-3” Professional Business District

Principal Permitted Uses

- Professional Offices
- Public Library
- Post Office
- Fraternal Lodges
- Senior Citizens Centers
- Youth Centers
- Governmental Agencies
- Outdoor Advertising

Planning Commission Findings and Requirements

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- The Commission must make a findings that traffic congestion will not be created because of proposed entrances, exits, traffic circulation patterns, and parking
- The Commission shall make a finding that the building or structure, including the design, landscaping, traffic circulation, and parking, are so arranged to create an attractive, efficient, convenient, pleasant, and safe shopping center in harmony with surrounding and adjacent development

In addition to District regulations, the Zoning Code contains specific provisions for development on Winton Road (Section 1149.17 Winton Road Setback). The regulation establishes a minimum setback on each side of Winton Road, throughout Greenhills, of eighty-five (85) feet, measured from the property line of the eighty-foot Winton Road right-of-way. The regulation further states that such setback should be applied to front, rear or side yards, and shall apply to buildings, structures, porches, garages, parking areas, and driveways. The regulation additionally states that the setback shall supersede any other restriction or any portion of any restriction in conflict.

Figure 3 illustrates the required setback line established for properties fronting on Winton Road as it relates to existing parcels and buildings.

Existing Land Use

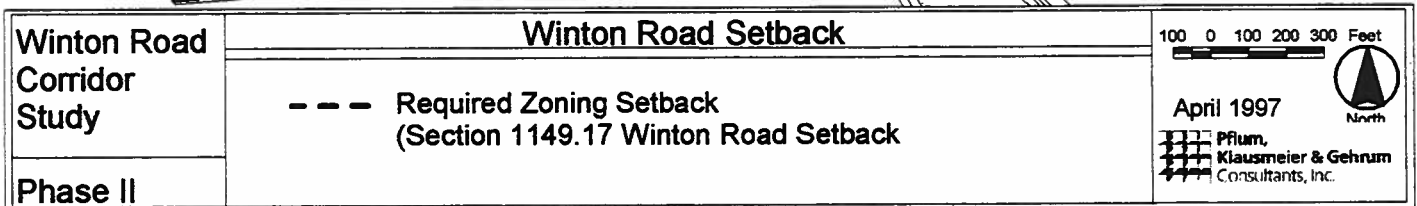
An analysis of existing land uses identifies the development patterns that have been established within the Study Area. Such analysis use also can be used to determine the predominant character of an area, whether uses are consistent and compatible with the zoning regulations, and can be used to identify where future development or redevelopment areas are located. Using a base map derived from data obtained through the Cincinnati Area Geographic Information System (CAGIS), a field survey of existing land uses was conducted. Figure 4 illustrates the existing land uses within and surrounding the Winton Road Corridor.

The land uses within the Phase Two Study Area are a mixture of business, institutional buildings and open space greenbelt areas adjacent to Winton Road. There is also a mixture of residential densities surrounding the properties adjacent to Winton Road. The existing land uses are generally described below and are more specifically illustrated in Figure 4.

The western side of the southern portion of Winton Road contains a “greenbelt” open space area consistent with the Zoning regulation requiring a setback of eighty-five (85) feet. The Greenhills First Presbyterian Church is the only use on the west side of Winton Road that is not an open space use. Behind the properties fronting on Winton Road is a combination of single family detached and multi-family attached residential dwellings. A majority of the properties are in stable condition and well maintained. There are, however, a few areas where the Village should consider encouraging redevelopment. Redevelopment areas are discussed in further detail in the Recommendations Future Land Uses.



Figure 3



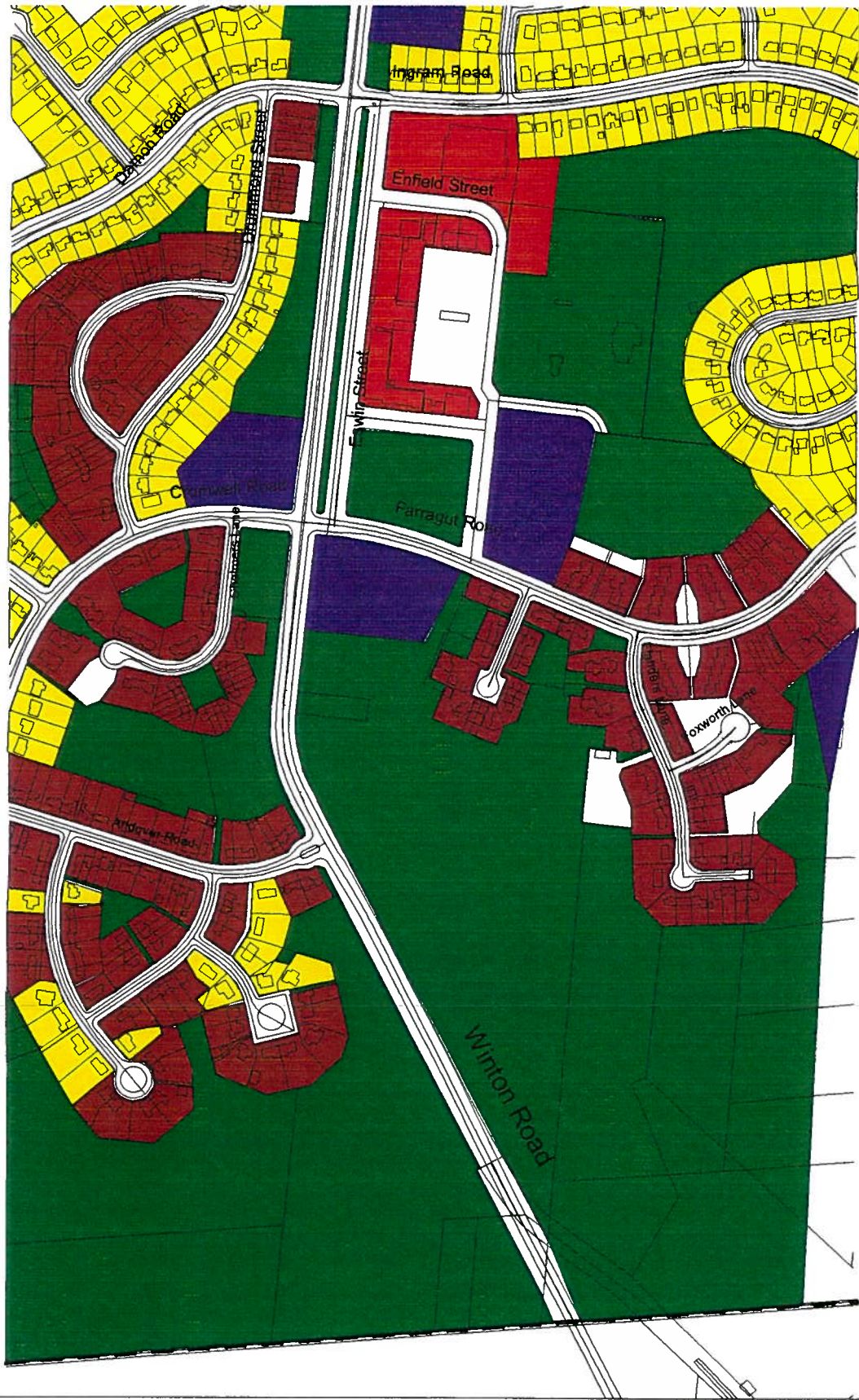
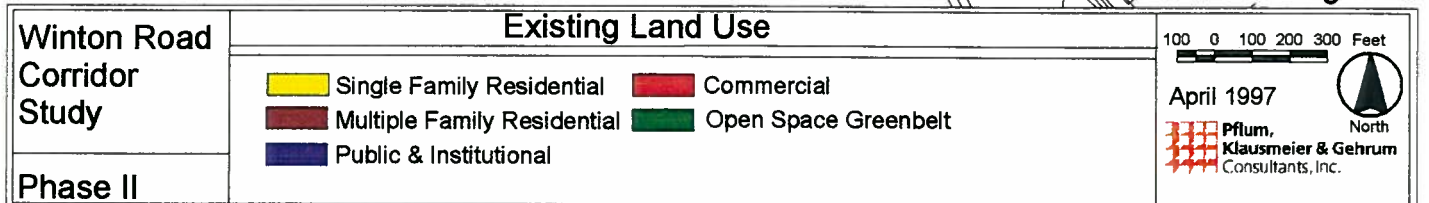


Figure 4



The eastern side of Winton Road has also maintained the required “greenbelt” area adjacent to Winton Road. The area between Ingram Road and Farragut Road has a parallel access road, Eswin Street, which controls access to the Greenhills Shopping Center. The Greenhills Shopping Center is the primary business area for Greenhills. There are currently only a few vacancies within the Shopping Center. The Village Commons, located at the northeast corner of Enfield and Farragut, is a municipal green space area. The Our Lady Of Rosary Church/school complex is located on the southeast corner of Winton Road and Farragut Road.

Additionally, a variety of concentrations of multi-family dwelling units are located east of the Church complex. Some areas within the residential neighborhoods should be considered for redevelopment. The land south of the Church is designated as “greenbelt” open space. The property east of the Greenhills Shopping Center is currently utilized as a combination of municipal recreation areas, including a golf course, swimming pool and recreation center. The Village has recently made improvements to the community’s swimming pool facilities in this area.

The former Greenhills Middle School, located east of the Village Commons, is now a mixed use building. This building, known as the Community Building, is currently being used for a variety of offices uses, including the Trinity Christian Church (grades K-8), Riley’s Catering, Creative Children’s World Day Care, and offices for the Winton Woods City Schools’ Maintenance Department and Pupil Personnel. The Village should continue to evaluate alternatives for improving utilization of this centrally-located, school-owned facility.

Access

As documented in the Phase One report, Winton Road is the major thoroughfare - transportation corridor for the Village of Greenhills. Winton Road is also a primary north-south arterial road that provides important regional access from Butler County and northern Hamilton County to the City of Cincinnati. As such, control of development and the resulting access that would be permitted onto Winton Road is vital to protecting the traveling capacity of the road.

The Village of Greenhills has effectively maintained the function of Winton Road by limiting the access to designated intersections or controlled access points. Within the Phase Two Study Area,

there are no direct access points from properties onto Winton Road. Property access is limited to secondary collector roads. The parallel access road in front of the Greenhills Shopping Center (Eswin Street) provides limited access while maintaining traffic flow. Traffic circulation at the intersection of Eswin Street and Ingram Road is a difficult issue given the proximity to the signalized intersection of Winton Road and Ingram Road. However, the Village has made traffic modifications over the years that have resulted in improvements to traffic flow to the greatest extent possible.

The Village should continue its strict limitation of access directly onto Winton Road and should not allow any additional intersections or access drives directly onto Winton Road. Any future development along the Corridor should access Cromwell Road, Farragut Road, Drummond Street, Eswin Street, or another secondary roadway.

Property Characteristics And Ownership

An important factor that should be considered in evaluating the future use of properties in and around the Corridor are the specific characteristics of each property. It is particularly important that properties not yet developed receive adequate consideration of their configuration and terrain. It is assumed that the Greenhills Shopping Center, the Village Commons, and the green space on the west side of Winton Road will remain constant land uses. Changes within the individual businesses in the Greenhills Shopping Center may occur in the future, but the overall use as a neighborhood-oriented commercial business center will remain in the future. It is also assumed that the two churches will remain in their current locations and will experience only minor expansions over the next several years.

It is less clear that the long range use of the larger undeveloped properties will remain as open space “greenbelt” areas. These areas are of substantial size and could sustain significant amounts of future development. Existing topography and vegetative and property ownership conditions will limit the future potential development of these areas. Figure 5 illustrates the natural topography of the properties within the Study Area.

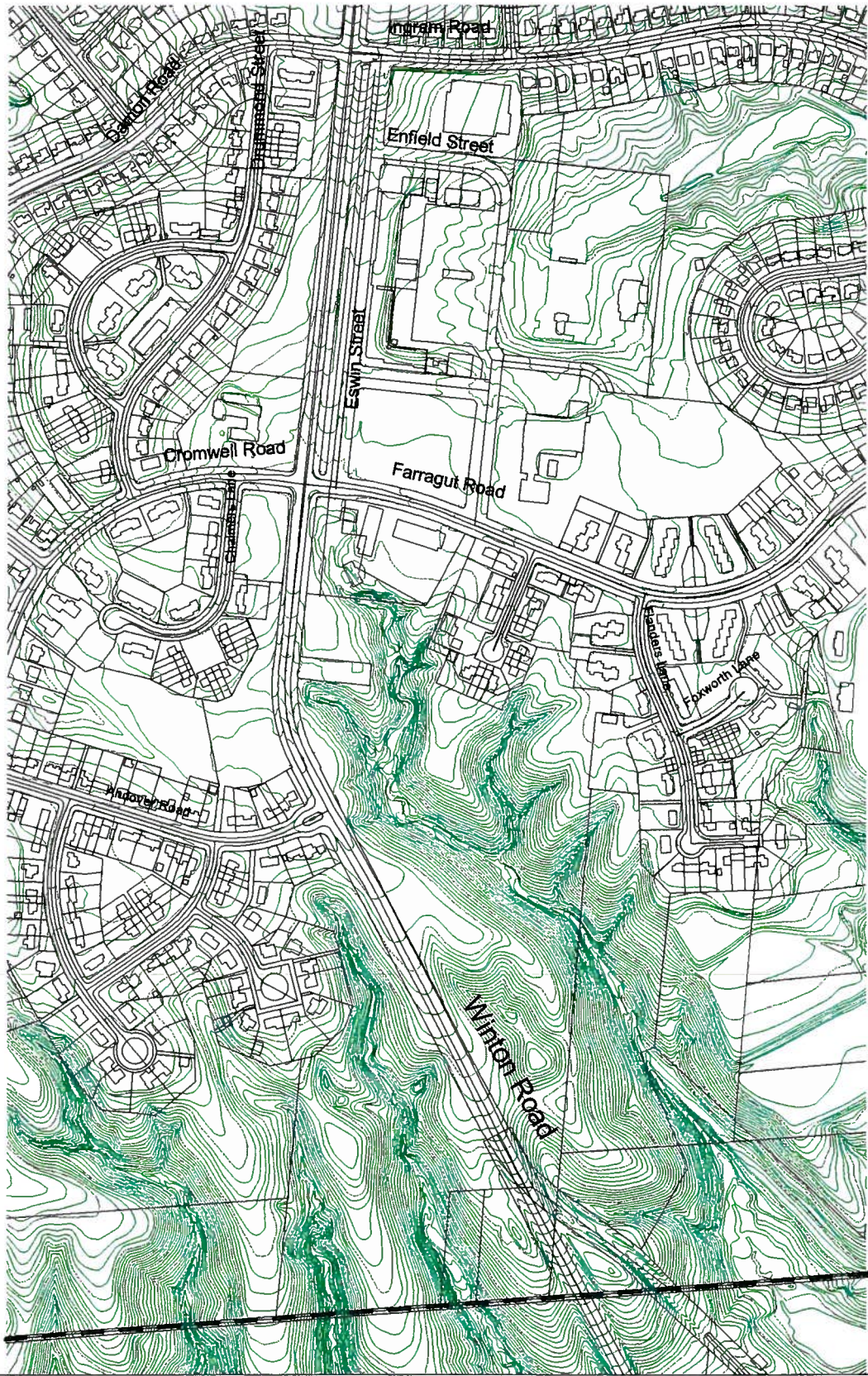




Figure 5

Winton Road Corridor Study	Topographic Conditions		100 0 100 200 300 Feet
			 North  Pflum, Klausmeier & Gehrum Consultants, Inc.
Phase II			

The lands that are currently within the “greenbelt” open space area south of the Burley Circle - Andover Road neighborhood and the Falcon - Flanders Lane neighborhoods contain natural drainage areas and steep slope areas, which are also heavily wooded. These properties are an important element of the Village’s greenbelt area that surrounds the community. A significant portion of this area is currently owned by the Hamilton County Park District and has been designated as a State Nature Preserve. Encroachment of development into these areas should be strictly limited and carefully considered based on the impact such development would have on the overall “greenbelt” concept defined for Greenhills. Development within the State Nature Preserve should be prohibited.

Many of the properties within the Study Area are currently owned by institutional entities, either the Village, other governmental entities or religious institutions. The Village should attempt to ensure that any development or sale of land owned by the Village, other governmental agencies or major institutions, will not result in detrimental impacts on the public health, safety and welfare. Additionally, consideration must be given to the preservation of the planning principles on which Greenhills was built. Figure 6 illustrates the current property owners of parcels fronting on or adjacent to Winton Road.



Figure 6

<p>Winton Road Corridor Study</p> <p>Phase II</p>	<p>Property Ownership</p>	<p>100 0 100 200 300 Feet</p> <p>April 1997</p> <p>North</p> <p> Pflum, Klausmeier & Gehrum Consultants, Inc. </p>
	<p>A - Timothy & Mollie Price</p> <p>B - Raymond Schmidt</p> <p>C - City of Greenhills</p> <p>D - Walt. Hirshberg & Sam. Huttenbauer</p> <p>E - Greenhills Credit Union</p> <p>F - William & Alice Hagedorn</p> <p>G - Walt. Hirshberg & Sam. Huttenbauer</p> <p>H - Walt. Hirshberg & Sam. Huttenbauer</p> <p>I - James & Stasia Hargis</p> <p>J - Clifford M. Allen</p>	

Assessment of Planning Policies

The Village of Greenhills, Ohio is similar to many communities in its desire to address growth and development issues. Greenhills is, however, different from most communities in that the Village has a strong planning history upon which to base decisions about future development patterns. This planning history should not be ignored when deliberating whether land use changes should be pursued or permitted. Divergence from the Village's Land Use and Zoning Plan should only occur if careful consideration has been given to the implications on the overall structure and image of the community.

A detailed assessment of the Village's past and present planning policies is presented in the Phase One Study. Several of the major objectives that are relevant to the Corridor that were identified in the 1964 Greenhills, Ohio Planning Administration report are listed below:

1. Preserve and enlarge the greenbelt wherever possible;
2. Explore the feasibility of the community acquiring the greenbelt so that it will eventually become community property;
3. Preserve the existing open space land pattern and where possible introduce additional areas;
4. Encourage redevelopment of those residential sections of Greenhills which are characterized by small-sized dwellings on minimum-sized lots, and the replacement of aging multi-family structures with new apartments, without increasing density of population;
5. Enhance the attractiveness and efficiency of the Greenhills Shopping Center;
6. Preserve current height limitations so as to keep a fairly low skyline;
7. Assure that no incompatible land uses are introduced into any area which would be detrimental to the community at large; and
8. Assure that all street fixtures and other public structures (i.e., streets) and appurtenances are consistent with general residential character of the community.

Future development within the Winton Road Corridor, as well as the Village in general, should be evaluated based on compatibility with the objectives of the Land Use Plan. Given the emphasis placed on the preservation of the greenbelt, the Village should discourage the redevelopment of any areas designated as "G-1" Greenbelt Zoning District. The "greenbelt" community concept and the interrelationship of the common open space areas are defining characteristics of Greenhills. The history of land use policy in Greenhills has been to protect such areas from development. Once developed, the greenbelt areas cannot be replaced.

The Village is also at a point in its growth that redevelopment, rehabilitation or enhancement of existing properties should be encouraged as a method to continue the vitality of the community. Several of the objectives from the 1964 Plan address the continued improvement and redevelopment of existing areas, both residential and commercial. While it is agreed that the "greenbelt" system should be preserved, there are locations within the Study Area of Phase Two that should be encouraged or targeted by the Village for redevelopment efforts or opportunities.

Recommended Future Land Use

Having reviewed the existing conditions and planning policies for the Village of Greenhills, a future land use pattern and associated development policies are being recommended for Phase Two of the Winton Road Corridor (Damon/Ingram Road south to the corporate limits). The recommended future land use patterns and redevelopment focus areas are illustrated in Figure 8 and the policies for development are set forth below.

The future land uses and the accompanying policies for development generally correspond to the current zoning and land use patterns established in the Study Area. The analysis has found that the current zoning and general land uses represent a favorable pattern for the future and that significant changes in the ownership pattern and/or land uses would have detrimental effects on the Corridor and the community as a whole. It was further determined that the land use and zoning patterns within the Corridor remain largely intact. However, it is recommended that the Village encourage redevelopment of specific areas within the Corridor to improve the image of the Village and to provide new opportunities for growth within the Village.

The following policies are recommended to guide development within Phase Two of the Winton Road Corridor. These policies are in addition to the objectives for future land uses established in the 1964 Planning Administration reports:

- ◆ Protect the undeveloped open space greenbelt areas within the Winton Road Corridor;
- ◆ Maintain the existing zoning of properties zoned "G-1" Greenbelt District;
- ◆ Restrict future access to Winton Road to existing access points or to adjacent side streets;
- ◆ Maintain existing street trees along Damon Road, Ingram Road, Cromwell Road, Farragut Road, and Andover Road;

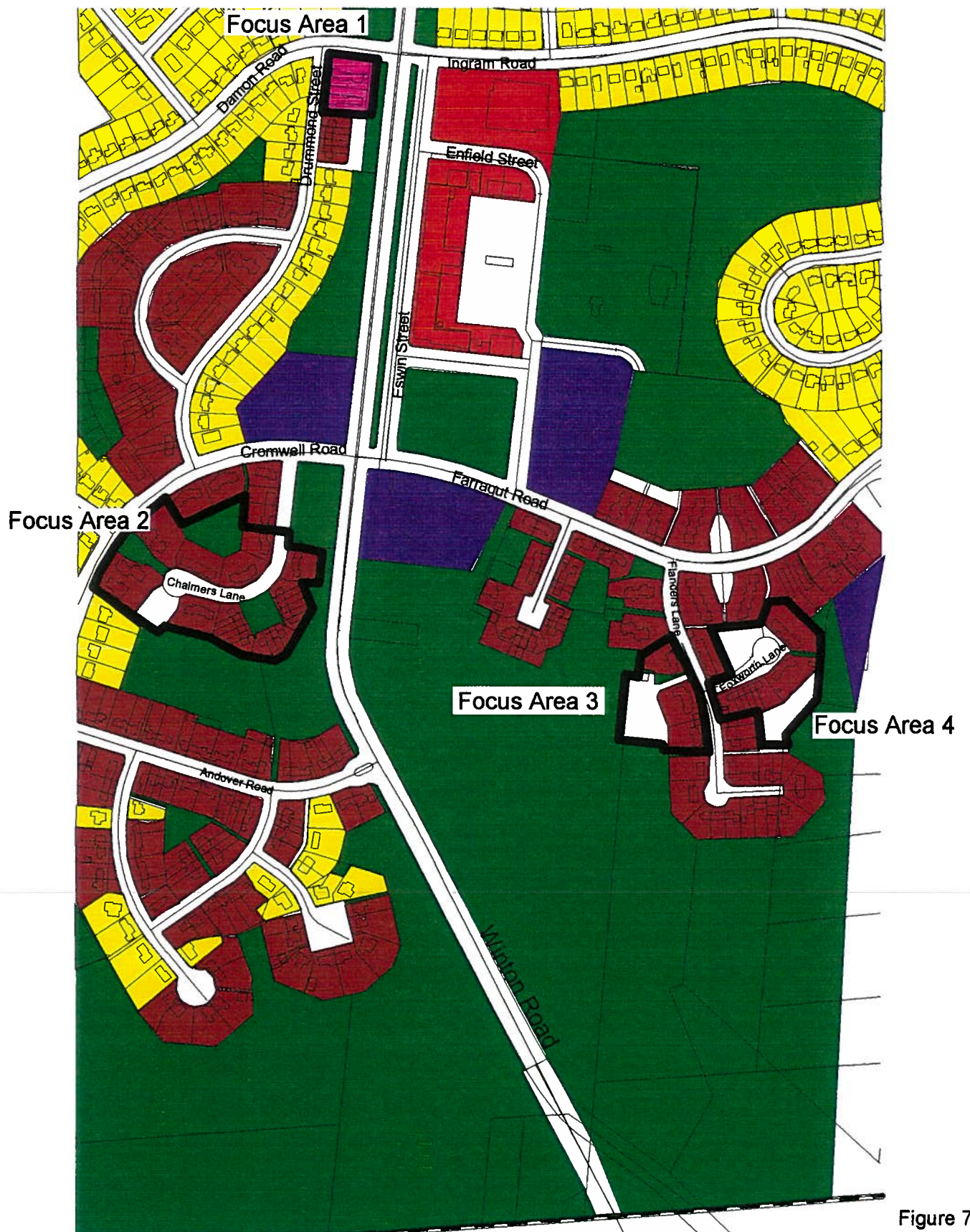
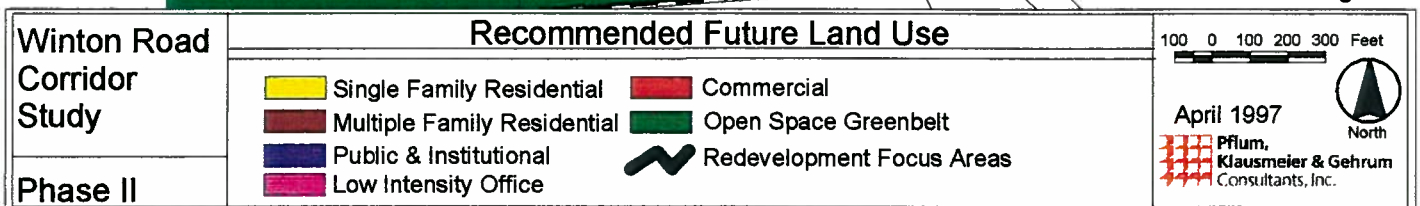


Figure 7



- ◆ Maintain the strict enforcement of the required eighty-five (85) foot setback for properties along Winton Road;
- ◆ Protect existing wooded areas from clearance through the establishment of a tree preservation ordinance;
- ◆ Protect the Village Commons from development;
- ◆ Encourage continued efforts to improve the appearance and vitality of the Greenhills Shopping Center;
- ◆ Encourage increased utilization and business activity within the former Middle School/Community Building on Enfield Street;
- ◆ Encourage the redevelopment of the focus areas illustrated in Figure 8 to allow continued growth within the Village;
- ◆ Protect existing property values by encouraging rehabilitation and property enhancement of residential areas, particularly higher density areas, throughout the Village; and
- ◆ Protect the visual integrity of the Corridor by establishing controls to regulate telecommunication transmission structures and other similar uses.

Figure 8 illustrates the recommended future land uses within the Corridor. It is recommended that the same general land use pattern that exists today be continued in the future. It is recommended that the Village maintain the existing “greenbelt” areas along the Corridor (both the large areas south of Farragut Road and Andover Road as well as the open space opposite the Greenhills Shopping Center and the Village Commons). It is also recommended that the Village maintain the existing institutional uses at the northwest corner of Cromwell Road and the southeast corner of Farragut Road and Winton Road. If the existing churches transition to another use, such use should be of similar character and should be a public, community, civic or institutional use.

The Village should continue to encourage the enhancement of the Greenhills Shopping Center. The business vitality of the Greenhills Shopping Center is important to the overall image of Greenhills. Currently there are only a few vacancies within the Greenhills Shopping Center. It is

recommended that the Village assist the owners of the Greenhills Shopping Center as appropriate to encourage full occupancy. It is also recommended that the Village work with the owners of the Greenhills Shopping Center to encourage increased activity of the businesses to the rear of the building. The rear portion of the Greenhills Shopping Center (the area facing Enfield Street) is underutilized and the development of a design theme or plan for improved visibility and property maintenance could increase the use of this interesting community space.

Figure 8 also illustrates four (4) Redevelopment Focus Areas. These Redevelopment Focus Areas are locations where it is believed that the Village could encourage redevelopment that would result in increased and improved residential development within the community. Redevelopment is also encouraged to improve existing parking deficiencies that result from the original design concepts established by the Federal government. The following considerations are recommended for each of the Focus Areas.

Focus Area 1

Focus Area 1 encompasses the two properties located at the southeast corner of Damon Road and Drummond Street. These properties are currently being used as multi-family dwellings. The properties are located at a prominent location within the Village and are currently in need of maintenance and upkeep. The location of these properties is such that reuse as a low intensity office establishment may be appropriate. The Village should consider working with the existing property owners to allow redevelopment of the properties as professional or medical offices. The Village should consider rezoning of the property to allow such uses. The Village should also consider whether, if such use were redeveloped, the existing structures should be rehabilitated or whether it is appropriate for new buildings to be constructed. If new buildings are permitted, the Village should closely monitor their design to be compatible with the surrounding neighborhood.

Focus Area 2

Focus Area 2 encompasses approximately thirteen (13) properties located at the western terminus of Chalmers Lane and fronting on Cromwell Road. The properties are currently a collection of multi-family buildings (eleven buildings and approximately 52 units), a

parking lot, an open space passageway between Cromwell Road and Chalmers Lane, and an open space area behind the buildings on the north side of Chalmers Lane. The properties within this area are in need of minor repair and general maintenance. This area could potentially be consolidated to allow better utilization of the land. The Village should consider redevelopment of this area to allow residential development at a similar density to the existing development pattern, perhaps allowing an elderly housing or assisted living type of community. The Village should consider the appropriate scale, density and configuration of any redevelopment project in this area to respect the surrounding uses. The Village should also consider whether a realignment or reconfiguration of the existing street layout (i.e., connection to Cromwell Road) would be appropriate. Redevelopment of Focus Area 2 could alleviate existing parking problems and improve design of the neighborhood while maintaining the “greenbelt” buffer to the south. Portions of this area are highly visible from Winton Road and redevelopment could improve the image of the Village.

Focus Area 3

Focus Area 3 encompasses four properties located on the west side of Flanders Lane (opposite Foxworth Lane). Three of the properties are currently used as multi-family dwellings (approximately 12 units). The fourth parcel is undeveloped. The Village should consider consolidation of these properties and redevelopment of the area. The redevelopment should be residential with densities similar to the surrounding area. This area contains one of the few undeveloped parcels within the Village that is not an integral part of the “greenbelt” system. Redevelopment could improve the image and vitality of the neighborhood and provide additional housing alternatives for the Greenhills community.

Focus Area 4

Focus Area 4 encompasses approximately five properties surrounding Foxworth Lane. The properties are currently a combination of multi-family dwellings (four buildings and approximately 14 units) and two undeveloped lots (one currently used as a tot lot and one

currently wooded). This Focus Area contains many of the same characteristics as Focus Area 3. The Village should consider encouraging consolidation of these properties and redevelopment of the area as residential development with densities compatible with the surrounding neighborhoods. The Village should consider the scale, density and location of buildings as part of any redevelopment effort, as well as the preservation of open space or accommodation of recreation areas. Redevelopment of Focus Area 4 would allow the community to improve existing parking deficiencies without necessarily removing recreational areas.

Summary

The Village of Greenhills has long exhibited a practice of implementing sound planning principles. As a continuation of these policies, the Village is dedicated to being proactive toward growth and in shaping the future character of the community. Continued implementation of the planning tools available to the Village will assure the further success of Greenhills to remain as a prominent community.