

## MEMORANDUM

To: Superintendent Mario Basora  
Yellow Springs Schools

Date: 04/24/2018

From: Emily Crow, AICP, and Rachel Gombosch  
McBride Dale Clarion

Re: Land Use Analysis – Yellow Springs School Sites

This memorandum presents an overview of the assessment of the village’s land use for the Yellow Springs Schools related to the two properties located at 200 S. Walnut Street and the southwest corner of Dayton Street/E. Dayton-Yellow Springs Road and E. Enon Road (420 E. Enon Road). The assessment investigates potential feasible uses for the excess property and estimates the potential improved values of the land based on development under current zoning and the other assumptions recorded in this memo.

This assessment is provided for planning purposes only and relies on data and information available from the Greene County Auditor and GIS. We have conducted our land use analysis and made our best recommendation for the types of development that may be suitable adjacent to the school sites, and what we believe would meet the goals and objectives expressed in the Village’s plans and codes. Our assessment does not take into consideration current prevailing public opinion, nor does it represent discussion with surrounding property owners, School Board members, or Village Officials.

This information is provided for consideration by you and eventually the School Board, and in no way represents the actual intent or actions of the School Board or the Village of Yellow Springs to develop these sites. The buildout calculations represent only one possible scenario and have not been approved by any entity, nor are they presented as a development concept for consideration.

If the School Board reviews the findings of this assessment and wants additional evaluation, design concepts for the sites can be prepared. The design concepts can be shared with the community to get input on their preferences and shared with real estate appraisers to gain a more accurate picture of the valuation of improvements. If the School Board were to dispense of any portion of the properties, the preferred design concept could serve as development agreement controls to ensure any development that may happen on these sites meets the community’s standards to the highest degree possible.

## Summary of Findings

The school's two properties have approximately 23 acres of underutilized land, which could be considered for subdivision and redevelopment as residential properties under the current zoning regulations and plans adopted by the Village. The school's properties total 43.81 acres.

The site at 200 S. Walnut Street has about 4.83 underutilized acres and is zoned "R-C High Density Residential," which allows a mix of single-family, multi-family, and accessory dwellings. The site could yield approximately 30-62 new residential units depending on the mix of housing types developed on the site. This development would require dedication of a new street right-of-way parallel to Phillips Street, and preferably an alley-way. The estimated improved appraised value of the site after development is between \$4,425,000-\$8,850,000 based on the Village's 2019 average appraised value of a home at \$143,000.

The site at 420 E. Enon Road is divided into two lots with a total of 18.13 underutilized acres and is zoned "R-A Low Density Residential," which allows single-family detached homes and accessory dwelling units. The site could yield approximately 104 new single-family homes. This development would require dedication of at least two new streets. The soils on this site indicate that special engineering to prevent standing water may be required. The lots and homes could be larger in this location than the average Yellow Spring home making the estimate on improved value conservative based on the 2019 average appraised value of a home at \$143,000. The estimated potential improved appraised value of the site after development is \$14,850,000.

### ***By the Numbers:***

- 2 properties
- 43.8 acres
- 23 underutilized acres
- 3 areas with development potential
- 134-166 potential new homes
- 330 potential new students (2-students per household)
- \$19,275,000 or more in potential appraised property value
- \$6,746,000 or more in assessed property values added to the village's property tax revenue

## Methodology

The Land Use Analysis Memorandum assessment was prepared using auditor data, real estate values, existing plans and reports, and GIS analysis. Information and data were processed to identify key conditions and land use and development suitability for the two properties. The Land Use Analysis Memorandum is presented in this order to end with a potential feasible build out for the underutilized land.

- Applicable Regulations and Policies
- Available Utilities
- Constraints
- Average Land and Improvement Values
- Additional Feasible Uses
- Buildout Calculation



## Applicable Existing Regulations and Policies

### **200 S. Walnut Street**

The property at 200 S. Walnut Street is 8.84 acres in size and is the site of the Mills Lawn Elementary School. Located in a primarily residential district just off Xenia Avenue in the heart of the village, the property is zoned R-C High Density Residential.

#### *Zoning*

“The R-C District is intended to promote a high-quality mix of residential units, including multiple family dwellings, at a density of up to 14 units per acre. Other compatible, non-residential uses may also be permitted. Public sanitary sewer and water facilities are required.”

R-C High Density Residential allows the following as permitted uses:

- Accessory buildings, structure and uses
- Day care- family
- Community gardens
- Dwellings
  - Attached single family
  - Multiple-family
  - Single-family detached
  - Two-family

R-C High Density Residential allows the following as conditional uses:

- Accessory dwelling unit
- Bed and Breakfasts
- Boarding homes
- Continuing care retirement community
- Day care, group
- Dwellings, Attached single family
- Dwellings, Multiple-family
- Dwellings, Single family detached
- Short-term rental units
- Farm, including raising animals
- Home occupations
- Offices for executive, administrative, professional, real estate, account and similar professional accounting and similar professional activities
- Veterinary clinics
- Churches and customary related uses
- Cultural buildings
- Government offices and buildings
- Libraries
- Schools (elementary, middle and high)
- Public parks/ playgrounds/ recreation areas
- Uses similar to those permitted in this district and consistent with the purpose of the district, as determined in accordance with sections 1242.06 (uses not listed)



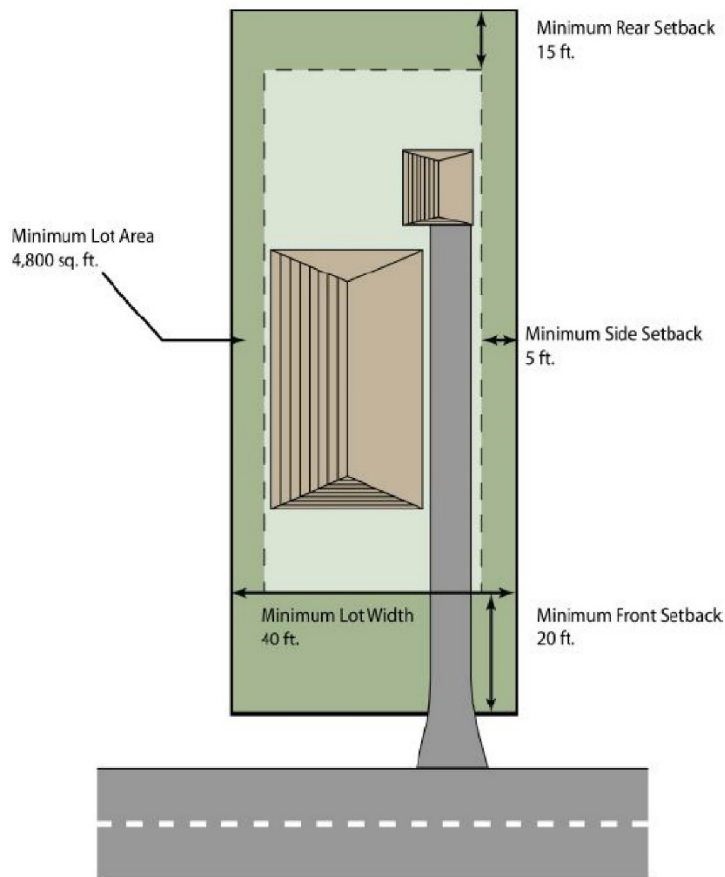
Figure 3: 200 S. Walnut St. Zoning Map  
 Source: Green County Auditor

*Spatial Requirements*

The R-C District requires all development to meet minimum area and width requirements. The following spatial requirements have been taken from the Yellow Springs Zoning Ordinance and are as follows:

Dimension	Requirement
<b>Minimum Lot Area</b>	4,800 sq. ft.
<b>Minimum Lot Width</b>	40 ft.
<b>Minimum Yard Setbacks</b>	
Front Yard	20 ft.
Total Side Yard	10 ft.
Side Yard Minimum	5 ft.
Rear Yard	15 ft.
<b>Maximum Lot Coverage</b>	50% of lot

*Table 1: 200 S. Walnut St. Spatial Requirements  
Source: Yellow Springs Zoning Ordinance*



*Figure 4: 200 S. Walnut St. Dimension Requirements  
Source: Yellow Springs Zoning Ordinance*

**420 E. Enon Road**

The property at 420 E. Enon Road totals 34.97 acres in size and serves as the existing Yellow Springs High School/Middle School site. Located in a primarily residential district at the edge of the village, the property is zoned R-A Low Density Residential with the northern edge of the parcel also falling under Gateway Overlay District regulations. The property is located at the southwest corner of Dayton Street/E. Dayton-Yellow Springs Road and E. Enon Road.

*Zoning*

“The R-A District is intended to accommodate single family residential subdivision and in-fill development at densities of up to approximately six units per acre, along with related uses. Land within this district will be served by public sanitary sewer and water facilities.”

R-A Low Density Residential allows the following as permitted uses:

- Accessory buildings, structures and use
- Day care- family
- Dwellings, single-family detached
- Community Gardens

R-A Low Density Residential allows the following as conditional uses:

- Accessory dwelling unit
- Accessory buildings, structures and uses
- Bed and Breakfasts
- Day care, group
- Short-term rental units
- Farm, including raising animals
- Home occupations
- Churches and customary related uses
- Government offices and buildings
- Schools (Elementary, Middle and high)
- Public parks/ playgrounds/ recreation areas
- Uses similar to those permitted in this district and consistent with the purpose of the district, as determined in accordance with section 1242.06 (uses not listed)



Figure 5: 420 E. Enon Rd. Zoning Map  
 Source: Green County Auditor

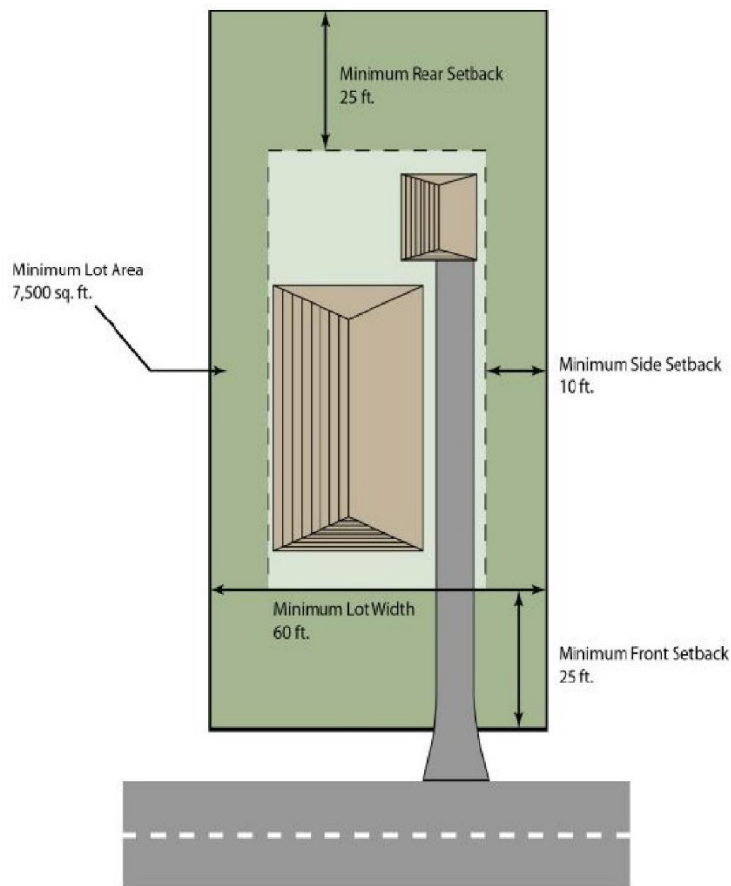


*Spatial Requirements*

The R-A District requires all development to meet minimum area and width requirements. The following spatial requirements have been taken from the Yellow Springs Zoning Ordinance and are as follows:

Dimension	Requirement
<b>Minimum Lot Area</b>	7,500 sq. ft.
<b>Minimum Lot Width</b>	60 ft.
<b>Minimum Yard Setbacks</b>	
Front Yard	25 ft.
Total Side Yard	25 ft.
Side Yard Minimum	10 ft.
Rear Yard	25 ft.
<b>Maximum Lot Coverage</b>	35% of lot

*Table 2: 420 E. Enon Rd. Spatial Requirements*  
 Source: Yellow Springs Zoning Ordinance



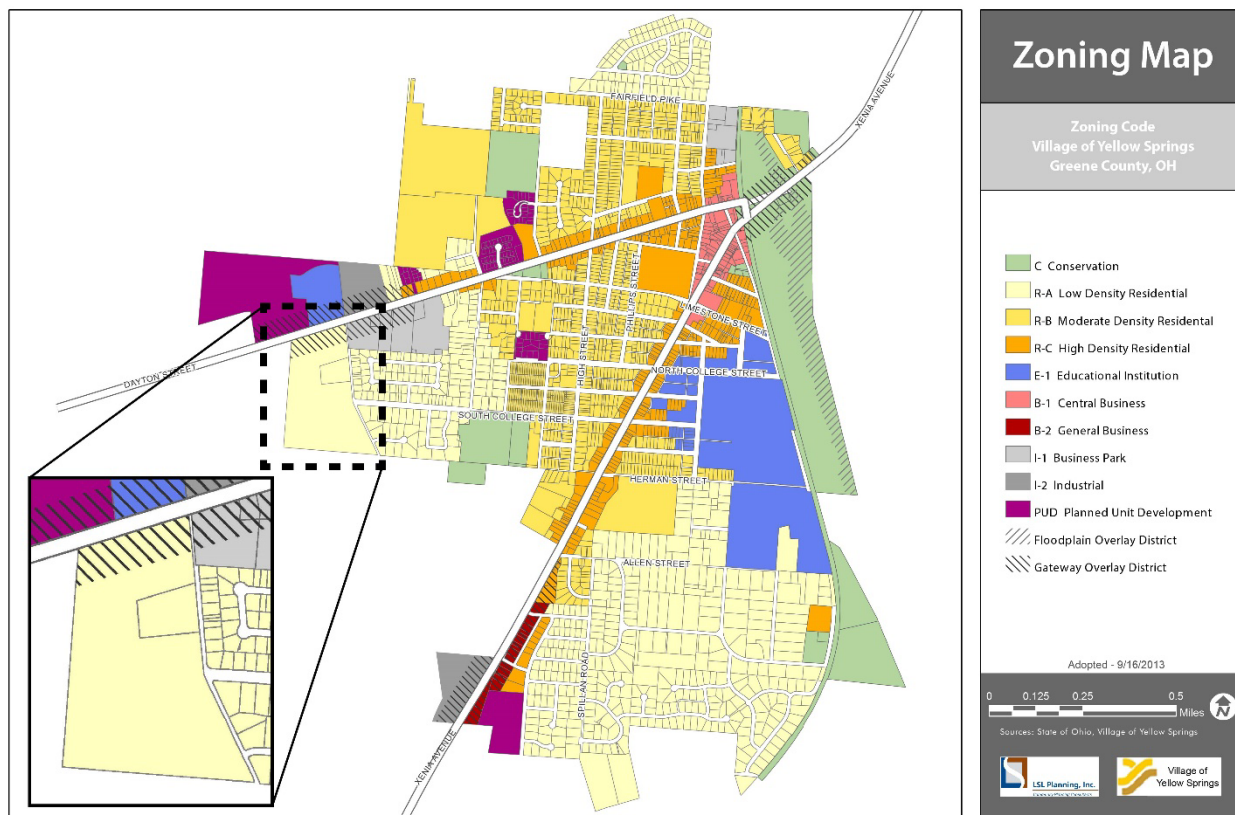
*Figure 6: 420 E. Enon Rd. Dimension Requirements*  
 Source: Yellow Springs Zoning Ordinance

*Gateway Overlay District*

Along the northern edge of the parcel, the property falls under Gateway Overlay District regulations. These regulations are to protect the village’s character at key entry points and applies to properties that have frontage on key streets (key gateways) identified in the Zoning Ordinance.

All permitted and conditional uses that fall under the underlying zoning district (R-A Low Density Residential) are allowed in this district except for mini-warehousing and self-storage facilities, and sexually oriented businesses.

All spatial/dimensional requirements that fall under the underlying zoning district (R-A Low Density Residential) still apply to the portion of the parcel under the Gateway Overlay District. Only Landscaping, building, sign, and parking requirements are modified for this district.



**Figure 7: Official Village Zoning Map (showing Gateway Overlay District)**  
 Source: Yellow Springs Zoning Ordinance

## Additional applicable planning policies/recommendations

Several plans identified future visions and recommendations for the village that can be applied to these two parcels. Although generalized, these recommendations could play a key role in how the proposed properties could be developed. The following plans and reports were found and reviewed:

### *Yellow Springs Active Transportation Plan (2019)*

- 200 S. Walnut Street
  - New shared path
  - New sidewalk
  - Traffic calming
  - Circulation changes
- 420 E. Enon Road
  - Shared path reconstruction
  - New trail
  - Intersection redesign

### *School Travel Plan – Yellow Springs Schools (2011)*

- 200 S. Walnut Street
  - Sidewalk improvements around perimeter of site
  - Complete sidewalk around Mills Lawn School and extend sidewalk on Limestone Street
- 420 E. Enon Road
  - Improve bike routes and safety

### *Vision Yellow Springs and Miami Township Comprehensive Plan (2010)*

- Community Aspirations:
  - A strong economy that provides diverse, living-wage employment, a stable tax base, and venues and events that are attractive to residents and visitors.
  - A range of attractive housing choices with respect to type, affordability and location that meet the needs of a wide-range of residents.
  - Stewardship of land resources that maintains scale and distinct character, puts a priority on intensification of infill development and redevelopment, identifies priority growth areas, and supports additional greenspace and farmland.
- Principles of Land Stewardship:
  - Redevelopment and infill locations are favored over development of greenfield locations. Sustainable Yellow Springs (2006)
  - Future development—including redevelopment— will happen in a manner that strengthens the physical character (scale, building forms, site placement, etc.) of the villages.
  - Development outside the village respects the rural character of the township.
  - Places are created with an integrated mix of uses that contribute to the community's identity and vitality.
  - Diverse housing choices are found throughout the community, including in relatively higher density development within the Village of Yellow Springs.

### *Sustainable Yellow Springs (2006)*

- Land Use and Urban Ecology Goals:
  - Encourage environmentally friendly development.
  - Increase number of gathering spaces.
  - Expand and close the greenbelt.

- Encourage diversity of land uses.
- Economic Development and Social Equity Goals:
  - Provide a diversity of housing options that are affordable to a broad range of residents.
  - Provide opportunities for the establishment and growth of new and existing businesses.
  - Encourage an abundance of cultural opportunities.
  - Provide opportunities for expression and growth for local talent and interests.
  - Protect and preserve local environmental features for present and future generations.

#### *State Highway Access Management Manual*

- Standards set to protect the utility, function, capacity, and safety of the state highway system.

## Available Utilities

The following companies provide utilities to the Village of Yellow Springs. Currently, no easements data have been found on these properties that would limit development capabilities. However, Craig Carter, Head of Maintenance indicated that a storm sewer runs through the back half of the Walnut Street Property. If the land is modified, the location and limitations of this infrastructure will need to be considered. For specific maps of utility lines on the proposed properties, direct contact with the listed companies are required.

### **Electric**

American Public Power Association (<https://www.publicpower.org/>)

### **Water**

Yellow Springs Public Works (<https://www.yso.com/department/division.php?structureid=24>)

### **Gas**

Columbia Gas (<https://www.columbiagasohio.com/>)

## Constraints (Green County Auditor/GIS)

### **Flood Zone, Wetlands, and Stormwater**

Neither parcel is located in a flood zone, wetland, or has identified stormwater constraints on site.

### **Soils**

The following soils exist on the proposed properties. Data was found using the Greene County Auditor's Online GIS Mapping tool, soil profiles are from the 1978 Soil Survey on file with the Greene County Water, and Soil Conservation District.

#### *200 S. Walnut Street*

- **MhB (western edge)-Miamiian silt loam, 2 to 6 percent slope**  
Gently sloping soil on low knolls and in undulating uplands. Runoff is medium with little to no erosion. The slope and moderate permeability are the soils biggest limitations to nonfarm use.
- **MtB-Milton silt loam, 2 to 6 percent slopes, moderately eroded**  
This soil level to slightly sloping and well drained with limestone bedrock at 20-40 inches. Type B is found on low knolls and ridges at the heads of drainageways. It has moderate suseptibility

to erosion with moderately slow permeability and moderate depth to bedrock, which can be limitations to nonfarm uses.

*420 E. Enon Road*

- **Bs-Brookston silty clay loam**  
Level or slightly depressional, very poorly drained soil. Runoff is slow or collects into ponds, and there is a seasonal highwater table in this soil. The wetness of this soil is its biggest limitation for development or agricultural uses.
- **CeA- Celina silt loam, 0 to 2 percent slope**  
Gently sloping soil found on low knolls and ridges that is commonly surround by wetter Crosby or Brookston soils. Runoff is medium with erosion being the main limitations to use, however, it is also only moderately permeable.
- **CrA- Crosby silt loam, 0 to 2 percent slope**  
This nearly level soil surrounds Brookston soils found in depressions. Runoff is slow and seasonal wetness is the main limitation especially when the land is not cultivated and drained. There is a high seasonal water table and moderately slow permeability making this soil limited for nonfarm uses.

## Average Land and Improvement Values

### *Assessed Value of Sites*

The following values are from Auditor GIS Data for Greene County of appraised and assessed land values specific to the proposed sites. The average residential sale price was derived from the US Census Bureau's 2017 American Community Survey and review of real estate websites such as Zillow and Trulia.

*200 S. Walnut Street*

- 8.84 Acres
- Appraised Values
  - Land - \$416,800
  - Building - \$2,326,190
  - Total - \$2,742,990
  - Per Acre - \$310,293
- Assessed Value (Total) - \$960,050

*420 E. Enon Road*

- 34.97 Acres
- Appraised Values
  - Land – \$1,499,340
  - Building – \$3,524,080
  - (Total) - \$5,023,420
  - Per Acre-\$143,649
- Assessed Value (Total) - \$1,758,200

### *Village Land Values*

The following values were calculated using Greene County Auditor Data of appraised and assessed land values for the entire village.

*Residential Land*

- 1,980 residential properties
- 604<sup>1</sup> acres of residential land
- \$282,719,670 total appraised value
- \$142,787 average appraised value (per property)
- \$468,078 appraised value per acre (residential only)
- 1,478 recorded residential sales since 1985
- \$156,133 average recorded sale price of homes sold since 1985

*All Land***Average Appraised Values**

- Land Only - \$47,225
- Building - \$122,259
- Total - \$169,484

**Average Assessed Values**

- Land Only - \$16,529
- Building - \$42,791
- Total - \$59,320

**Average Sale Price**

- \$125,725 all sale prices recorded regardless of date of sale

**Additional Feasible Uses**

Based on the review of the existing land uses surrounding the sites, the plans for the village, and current zoning for the sites, it is our opinion that the current zoning represents the most suitable and feasible land uses for the two subject properties. The land at 420 E. Enon Road could be developed with other institutional or civic uses, parks, or natural preserve, however since the objective of this study is to assess land uses which could generate revenue for both the schools and the village it is not advantageous to consider uses which would be exempt from taxation.

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<sup>1</sup> Calculated by MDC using GIS. This is the area based on the parcels classified as residential.

## Buildout Calculation

### ***200 S. Walnut Street***

#### *Maximum Buildout*

Dwelling Units: 62-mix of housing types including single-family detached, two-family, three-family, multi-family, and accessory dwelling units

Maximum Lots: 30-with minimum dimensions of 40' wide

Potential Improved Appraised Value<sup>2</sup>: \$4,425,000-\$8,850,000

Potential Improved Assessed Value: \$1,550,000-\$3,099,000

#### *Assumptions*

##### Site

For the purpose of calculating possible residential buildout of the site at 200 S. Walnut Street, MDC assumes the western half of the block could be subdivided off and redeveloped. This would be approximately 4.82 acres with a block width of approximately 350 feet to include two rows of lots, a new alley, and a new road between the remaining school and the new residential development. The new block could look almost exactly like the block to the west between Stafford and Phillips Streets to maintain character and scale.

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<sup>2</sup> Assumes an average appraised value of \$143,000 per residential unit. This is approximated based on the Yellow Springs current average for residential properties as of March 2019. The mix of residential unit types developed on this site will have an impact on the valuation of future improvements, as multi-family homes are appraised differently than single-family dwellings. This is an approximate estimate based on existing data, provided for planning purposes. MDC suggest consulting with a property appraiser and or real estate professionals for a better estimate of potential value.

<sup>2</sup> Greene County Assessed Value is 35% of Appraised Value.



*Figure 8: 200 S. Walnut St. and Potential Development Site*

*Blue: Entire Parcel*

*Red: Area Considered for Redevelopment*

### Context

The surrounding neighborhood pattern (see the blocks to the west) has residential lots which average 50 feet wide x 130 feet deep. The blocks are approximately 300 feet wide including sidewalks, and alleys, and approximately 650 feet long including sidewalks. The illustration above shows the area which is considered for redevelopment highlighted in red.

### Zoning

The R-C High Density Residential Zoning on the site allows for up to 14 residential units per acre and minimum 40 foot x 120 foot lots. The area for consideration is 4.47 acres and the block dimension of 300 feet x 650 feet would allow 2 rows of 15 lots. The zoning also allows for a mix of residential types. Under current zoning the land could yield between 30 to 62 new homes depending on the configuration. If all the units were single family detached the maximum number would be 30, but a combination of two-family, town homes, accessory dwelling units, or small apartments could yield up to 62 dwelling units on the site.

### Suggested Design Considerations

- Establishment and dedication of a new alley and street parallel to Phillips Street to continue the traditional settlement pattern of the village
- Establish variation in the front yard setbacks based on the size and scale of the individual buildings
- Maintain as many mature trees as possible within 20 feet of Phillips Street
- Create a pallet of residential building types that reflect traditional and historic scale architecture but embrace modern, sustainable, energy efficient building practices and design include single-family, two-family, 3-family, 4-family, and 6-family buildings



- Orient the new homes towards Phillips Street and the new street parallel to Phillips Street
- Do not include driveways or curb cuts along Phillips Street or along the new street parallel to Phillips Street
- Require rear access garages and driveways accessible from the new alley
- Match the mix of scale and proportions of the homes along Phillips Street
- Install a 10 foot sidewalk and planting strip along Phillips Street and both sides of the new street
- Install a 15-foot-wide mid-block pedestrian right-of-way/linear park between Elm Street and Limestone Street
- Relocate stormwater sewer to the right-of-way of the new alley or street as necessary

A zoning variance may be needed to produce the best context sensitive results. The R-C District requires a 20 foot front yard setback; however, the established and historic homes along Phillips Street are not setback 20 feet. They range from 7 feet -16 feet from the street edge. The possibility of establishing an average setback line and allowing for variation along the block frontage may produce more character consistent results and avoid monotony in the new development.

### ***420 E. Enon Road***

#### *Maximum Buildout*

Dwelling Units: 104 single-family detached homes

Maximum Lots: 104 with minimum dimensions of 60 feet x 125 feet.

Potential Improved Appraised Value<sup>3</sup>: \$14,850,000

Potential Improved Assessed Value<sup>4</sup>: \$5,198,000

#### *Assumptions*

##### *Site*

For the purpose of calculating possible residential buildout of the site at 420 E. Enon Road, MDC evaluated the current development on the site and identified two areas for potential subdivision and redevelopment. An approximately 7.4 acre site along the frontage of Dayton Road, and a 10.7 acre site along the southern line of the property. Both locations would have sufficient dimensions to allow for subdivision with new roads and at least 2 rows of residential lots meeting the minimum dimensional requirements for the R-A Low Density Zoning District.

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<sup>3</sup> Assumes each lot has an average improved value of \$143,000. Assumption may be conservative as this is based on all housing stock in Yellow Springs regardless of age, condition, or obsolescence. Modern homes may have a higher average value. Homes and lots in this area would be larger than average which may also skew this estimate upward. This is an approximate estimate based on existing data, provided for planning purposes. MDC suggest consulting with a property appraiser and or real estate professionals for a better estimate of potential value.

<sup>4</sup> Greene County Assessed Value is 35% of Appraised Value.



*Figure 9: 420 E. Enon Rd. and Potential Development Sites*

*Blue: Entire Parcel*

*Red: Area Considered for Redevelopment*

**Context**

The surrounding neighborhood pattern (See the blocks to the east) has residential lots which average 75 feet wide x 125 feet deep. The blocks are approximately 330 feet wide including sidewalks, and approximately 760 feet long including sidewalks. Lots and blocks are even larger just to the south with lots averaging 100 feet wide by 200 feet deep. The illustration above shows the areas considered for redevelopment highlighted in red.

**Zoning**

The R-A Low Density Residential Zoning on the site allows for up to 5.8 residential units per acre and minimum 60 foot x 125 foot lots (7,500 square feet). The area for consideration is one site of 7.4 acres and one of 10.7 acres. The zoning permits only single-family detached homes by right with accessory dwelling units permitted as conditional uses. If the minimum lot sizes were used the two sites would yield up to 104 new homes, with 42 units on the northern acreage, and 62 units on the southern site.

Suggested design considerations for the site include:

- Homes along Dayton Road should be designed to face Dayton Road like rural frontage lots a “rear access” street or shared driveway could be used to reduce curb cuts on Dayton Road.
- The northern site is in the Gateway Overlay District which will impose special landscaping requirements on the property.

- These sites are at the edge of the village and adjacent to greenbelt properties, special consideration for transitional rural character is warranted to protect the character of a critical gateway to the village.
- Proximity to the school site with traffic generated at key times of day may warrant special access management design for any new streets on either site and potential need for signalization at the corner of Dayton and Enon Road.
- A new road on the southern site should directly align with Paxson Road on the east side of Enon Road.
- Consider pedestrian connections along new streets and across Enon Road to enhance walkability between the school site and the neighborhoods to the east, and to better connect the new neighborhoods to the village center.