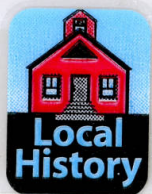


UNIVERSITY DISTRICT PLANNING STUDY

**Report To City Council
February 28, 1991**



City of Columbus
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ACKNOWLEDGEMENTS

In March 1990, City Council enacted a moratorium on demolition and new construction in the University District and established a Task Force of University area residents and developers. The Planning Division was asked to assist the Task Force to clarify issues and facilitate recommendations.

As a result of the work of the Task Force, on July 30, 1990 City Council enacted interim control legislation for the residential and apartment residential zoning districts within the University Area Commission boundaries. Designed to eliminate the moratorium, the legislation created development controls for a period not to exceed one year. The purpose of the controls was to provide adequate time to formulate additional development standards for the district; and to evaluate the appropriateness of the zoning designations in the area given the cap on enrollment at The Ohio State University, the changing makeup of the student population and problems in the district that appeared to be related to increasing densities. The legislation further directed that the Task Force file a report of recommendations with City Council by February 28, 1991.

It became clear early in the interim process that reaching Task Force consensus on recommendations would be very difficult given the divergent perspectives of the members. To assist in subsequent discussion and decision-making, the Planning Division assembled available information on the district's issues and presented a series of proposals that represent the division's professional recommendations. The following document details that work.

We wish to thank the members of the University District Task Force for their long hours and hard work on this project:

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EXECUTIVE SUMMARY

I. Community Goals

It was necessary to begin the evaluation of the current situation in the district with an understanding of the desired, agreed upon future for the area. COMMUNITY DIRECTIONS, A POLICY PLAN FOR THE UNIVERSITY DISTRICT, adopted by City Council in 1987, contains the following goals:

- Preserve original housing stock
- Increase homeownership
- Provide housing opportunities for diverse population
- Preserve neighborhoods
- Improve physical appearance of the district
- Reorganize on street parking to meet the needs of the neighborhood.
- Address the high density nature of the district with development standards regarding parking, trash containers, open space and compatibility

II. Issue Analysis

A. Density: Impacts related to poor high density design and overbuilding are occurring in the apartment residential districts of the University neighborhoods. Individual lots are developing at increasing densities while overall district population is declining and while student populations are remaining steady or declining slightly.

1. Land Use and Zoning: It is inappropriate to regulate residential land use in the University District on the basis of units per acre.

- The district was originally platted and developed primarily as a single-family neighborhood. The system of streets and alleys, pedestrian circulation and lot sites were designed for single-family usage. Currently, core area zoning permits 5 times the units of its single-family capacity.
- As student population grew, most of the University District was zoned AR-4 to permit dispersal of student housing and rooming houses throughout the district. In 1979, large areas were downzoned. However, large areas of AR-4, disproportionate to anything else in the City, still remain.
- It is necessary to regulate density in "people per acre" terms, not units per acre (eg., a rooming house is considered one unit but may house 50-60 people, in the case of a fraternity house)
- Current zoning defines development in units per acre: AR-4 allows 36 units per acre. Average household size in 1990 was 2.39 persons per household. Thus, applied citywide, the number of people per acre in an AR-4 area averages 85. In the district, this number could reach 180 (at 5 people per unit) and more.
- The University District has the highest densities in the City.
- Although in 1980 densities exceeded 85 people per acre in a few areas close to campus, most of the area adjacent to campus recorded densities under 85 people per acre.

- However, even at these densities, there is a perception of overcrowding in the district - in fact, streets are overparked; trash containers are overflowing; cars are illegally parked on site, either stacked three deep or spilling into alleys; storm water runoff floods the area during heavy rains.
 - New development in the district is averaging densities of 110 to 115 people per acre. These densities are too high to permit appropriate design solutions on a site by site basis; thus, these densities negatively impact the district, and erode the city's capacity to serve the area.
2. *Demographic Trends:* The University District has experienced population loss, unit gain, higher vacancy rates and shifts in density.
- The University District lost population between 1980 and 1990. This continues a trend from the 1970s.
 - From 1980 to 1990, the district gained dwelling units in the census tract north of campus (Riverwatch Condominiums), in the core area between 16th and Chittenden, and in the census tract south of campus.
 - Vacancy rates increased throughout the district, with the exception of the area south of campus.
 - Owner occupancy rates dropped from 17.5% to 14.2% between 1970 and 1980. 1990 figures are not available.
 - There are areas in the district that are predominantly renter occupied that are not student housing areas.
 - In 1990, the southeast section of the district had vacancy rates approaching 17%.
 - There are areas of relatively high homeownership in the district.
3. *Students:* Students have lived in approximately the same configuration over the last six years, with freshmen on campus; sophomores, juniors and seniors in the core; and post graduates outside the immediate area. There is a gradual trend away from the campus and core area, with an increase in students commuting from outside Franklin County.
- Students living in the core area
 - **Seniors** are the largest group, but their numbers have steadily declined for the last five years.
 - **Juniors and sophomores** are also a large part of the core population; their numbers remain relatively stable.
 - 1990 core totals are the second lowest in six years. (1988 had 340 fewer students)
 - There is no evidence of an increased demand for core area housing.
 - Core census tracts with increases in number of units have experienced population loss; students are moving closer to High Street to occupy newer units, leaving vacant units further east.
 - Declining numbers of freshmen and an increasing reliance by OSU on less traditional students and/or graduate students may reduce demand for student housing in the core area over the next five years.

- Students living on campus
 - Freshmen are required to live on campus unless they receive permission to live off campus.
 - Freshmen enrollment is declining at OSU; mirroring the population decline of high school students, this trend is expected to continue until 1994.
 - 1990 campus totals are the lowest in six years, 2122 lower than in 1985; total enrollment is the highest in six years at 54,094.
 - In 1990, OSU is housing 19.5% of its student body on campus, compared to 23.9% in 1985.
 - OSU is currently evaluating the future educational objectives of the main campus and the use of regional campuses. Decisions made in this regard may effect the type of student seeking housing in the district in the future.
 - The number of students traveling from residences outside Franklin County has increased steadily over the past six years at an average rate of 357 per year. Presumably, many of these students drive cars into the district, increasing parking demand.
4. *Overlay Evaluation:* The overlay represents an improvement in development design and as such, was an important first step in addressing the unique development and density pressures in the district. Further refinements are needed.
- The overlay represents a consensus between the community and developers; as such, the standards in many instances represent negotiated compromises rather than appropriate design solutions.
 - The overlay does not go far enough; it permits overdevelopment of the site. Current observed densities of 110-115 people per acre do not allow appropriate design, negatively impact the area and erode the City's ability to adequately serve the area.
 - The overlay provides insufficient parking at two spaces per unit. Field observation indicates that the students occupying these newer units drive cars. Cars are triple stacked and intruding into alleys.
 - The overlay requires insufficient green space. In effect, asphalt for surface parking covers the rear of the site from the back of the structure across the alley to the rear of the structure on the adjoining site. This expanse of asphalt contributes to the storm water runoff problems in the area, encourages infringement on the alleys and creates a large area void of vegetation.
 - Overlay development in the AR-4 district is out of scale with original structures. The FAR of original structures is usually between .4 and .6.
 - Code requirements for the provision of dumpsters and for dumpster size are not adequate in the district. Sites are often fully developed with required parking, leaving no room for dumpsters. (The Refuse Division has supplied suggested standards for the overlay.)

5. *Environmental Impacts*

a. Parking: Parking is perceived as inconvenient or unavailable on campus; commuters park in the neighborhoods, thus overparking the streets.

- **OSU Parking Study Summary**
 - Documents 3275 increase (327 per year) in vehicle permits over the past ten years and a 50% growth in patient/visitor parking since 1981.
 - Projects continued growth in commuter and nontraditional student vehicles.
 - Documents fixed land mass and the reduction of parking by new development in the Central Campus area.
 - Recommends planning for additional 2000 vehicles seeking daily parking by the year 2000; 1200 spaces on East Campus, 800 spaces on West Campus.
 - Recommends increasing the ratio of staff and faculty stickers to parking spaces by adding 1121 new parking spaces on East Campus that would not be available for students (this effectively negates the recommendation for 1200 new spaces on East Campus to meet increased demand by the year 2000 because this strategy is designed to increase the ratio of existing stickers to available parking spaces).
 - Recommends improved bus service to West Campus (Another source reports the bus service is in debt this year; cutbacks in service are being contemplated).
 - Parking policies favor faculty and staff. In 1989-90, only 44% of the total parking spaces on campus were available to students, who outnumber faculty almost three to one.
- **On Street Parking**
 - Current studies document that certain streets in the core area are parked at over 100% capacity between 8:00 A.M. and 5:00 P.M. (Studies were not conducted for evening hours.)
 - Further study is underway to determine what percentages of the cars on these streets belong to residents, to commuter students, to faculty, staff and visitors.
 - Permit parking for a large area adjacent to campus has been endorsed by the Task Force. The Traffic Commission is considering a request to implement permit parking without the normal petition process.

b. Traffic and Circulation

- The street system currently is forced to accommodate a high volume of traffic generated by vehicles passing through the area, vehicles of the residents, and vehicles belonging to commuters circling the neighborhood for parking spaces.
- Major arterials such as Fourth and Summit intrude into residential areas and create barriers in the district.
- Closing east-west streets at High Street has increased pressure on Pearl Alley, particularly at Pearl and 15th where bottlenecks occur regularly.

c. Sewer/Storm Water

- During heavy rains, storm water runoff floods the district, particularly along High Street.
- A sewer separation project planned for the district is on hold as a result of the Federal Clean Water Act of 1986, which requires cities to treat storm water runoff.
- New development is covering much of the site with impervious surface (roofs, asphalt, walkways). However, according to the Division of Sewerage and Drainage, catchment areas or other devices are required on site to limit runoff to that of a single family structure.

d. Green Space

- Green space is lost as new development covers much of the site with impervious surfaces.
- The lack of green space is particularly severe in the rear of the sites, where asphalt and alley often run from rear of structure to rear of structure.

e. Trash and Litter

- Trash containers are often overflowing, with piles of trash in alleys. Litter is scattered throughout the area, particularly on windy days. Broken glass is everywhere.



- Trash capacity requirements, appropriate to other areas of the City, are often woefully inadequate in the district.
- Appropriate trash storage facilities on site are often a problem because of inadequate code requirements, or administrative waivers.

B. Appearance Review

- It has been well documented that both new construction and the rehabilitation of existing structures often suffer from design treatments that are incompatible with or insensitive to the character of the district, creating areas of visual blight.
- It is possible to describe elements of compatibility in the district which are worthy of preservation.
- Original structures are still predominant in the district. Most areas have over 60% original structures and many have more than 80%, providing a basis for compatibility standards that further the neighborhood character.
- The University District Review Board is functioning in an interim capacity to ensure that rehabilitation and new development is compatible with existing development.

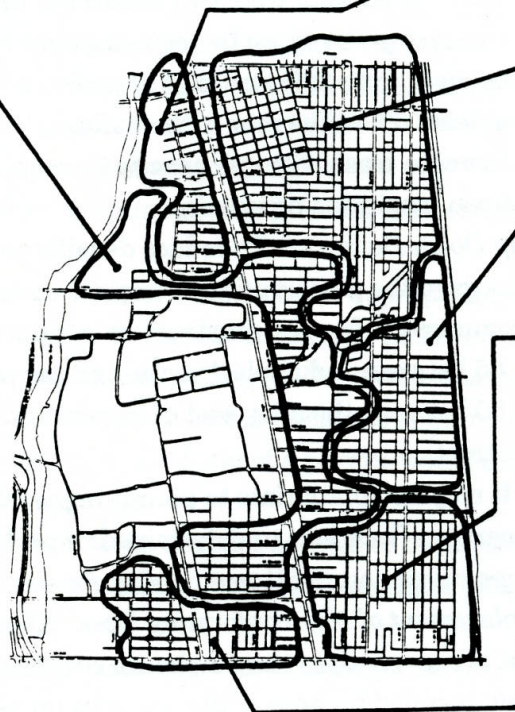
C. Preservation/Demolition Control

- There have been numerous moratoriums on demolition in the past ten years in the district.
- The community has two concerns regarding demolition: (1) the loss of original structures considered vital to the continuation of their neighborhoods, and (2) the quality and type of replacement structures, in terms of appearance, the impacts of the density of new buildings, and the lifestyle choices afforded by the new buildings (viewed as student units designed to house five people, with hot tub and party decks).
- There are structures and areas in the district that are potentially eligible for historic designation and the protection from demolition such a designation could permit.
- There may be structures and areas in the district that are so vital to neighborhood integrity that they too warrant protection from demolition.
- There are additional areas in the district that are important to the character of the neighborhood that could be targeted for preservation incentives and housing programs.

NEIGHBORHOOD ANALYSIS

High Density Student Area

- Predominant zoning: AR-4, AR-1
- Highest population densities in the city: Range 50-80 per acre
- Not designed for high densities
 - conversions to multi-family and rooming houses
 - overparked streets
 - trash management system inadequate, inefficient
 - traffic congestion
 - inadequate on-site parking
 - storm water runoff/impervious surface problems
 - alleys functioning as streets
- Redevelopment pressures
 - overbuilding sites
 - increasing units
 - overlay at 115 people per acre
 - inadequate on-site parking
 - inadequate trash storage capacity/site location
 - loss of green space, trees
 - insensitive rehabilitation
 - new construction incompatible with neighborhood character
- Original structures vary by block, most 60-80%
- Deteriorating housing stock
- 1980 Homeownership <10%
- OSU student population declining south of Patterson
- Perception of random, violent crime



Neil Avenue North

- Predominantly renter
- R-2F zoning
- Generally, original housing stock
- Diverse population.
- "Quieter student"

Northeast Neighborhoods

- Diverse population
- Areas of high homeownership
- Predominant zoning: R-2F
- Over 90% original structures
- Includes historic districts

Transition Area

- Shifts in student population toward High Street
- Population loss east
- Zoning: over half AR-4, AR-1
- Increasing vacancies likely

Weinland Park, Unity Neighborhoods

- 40% population loss since 1960
- 17% vacancy rate
- 12% homeownership in 1980
- High percentage original housing east of Indiana
- Perception of increased crime

NECKO/Dennison Place Neighborhoods

- Predominant zoning: R-4
- Increasing homeownership
- Historic District/Over 90% original structures
- May leave district
- May request neighborhood-initiated downzoning to R-2F
- Dennison Place: former CD target area

D. Code Enforcement

- Code enforcement activities are among the highest in the city and are directly related to density.
- Maintenance of homes, apartments and grounds by both landlords and tenants is an ongoing problem.

- Past development practices and student living patterns create difficulties in regulation.
 - students share rent expenses with other students, often without their landlord's knowledge and in violation of a unit's legal occupancy.
 - developers sometimes add student quarters in basements and attics; this practice forces the consideration of these spaces in density calculations, often penalizing the developer who wants to provide amenities or compatibility features.
 - illegal conversions occur throughout the area. In addition to the use problems, landlords may defer maintenance or replacement of items essential to the safety of the structure, to avoid detection.

III. Recommendations

A. Density and Development Standards

1. *Changes to the Overlay:* Changes in the apartment residential zoning districts are needed to assure an appropriate relationship between people, parking, trash storage capacity and green space.
 - Lower density and improve compatibility by reducing floor area ratio from .8 to .6.
 - Increase parking from two spaces per unit to two spaces for three occupants
 - Increase green space by requiring that lot coverage of the building be limited to no more than 30% and that a minimum of 30% of the lot be green space, with at least 5% at the rear of the building.
 - Increase trash storage capacity by requiring 1/4 cubic yard per occupant, based upon maximum occupancy.
2. *Step Down Densities:* To reduce densities with distance from campus and to encourage the preservation of original structures, a step down in densities is recommended for new construction in apartment residential districts as follows:
 - .55 between Indianola Avenue and the alley east of Summit Street.
 - .50 between the alley east of Summit Street and the alley east of North Fourth Street.
 - It may be appropriate to permit higher density new development close to campus (locations undetermined) if parking and other amenities are handled creatively (eg., joint partnership for structured parking).
3. *Replacement of Non-conforming Uses:* Allowing the full replacement of structures that are larger than the maximum site development standards is not recommended because of the negative impacts of the increased density, aggravated by inadequate parking and green space.
4. *Permit Parking:* Permit parking is needed to reduce on street parking congestion and to allow the flexibility needed to make the on site parking requirements of two spaces per three occupants reasonable.
5. *One Way Streets:* With permit parking, it may be feasible to restore some one way streets to two way traffic, to improve traffic flow.

- The use of Summit Street and North Fourth as one way arterial pairs has a severe blighting effect on surrounding residential areas.
6. *Capital improvements:* Because the district is unique, it warrants increased city services including (but not limited to) alley improvements, sewer/storm water system upgrade, improved trash management system, and reforestation.
 7. *Crime Control:* Three programs which are considered effective deterrents are currently underway in the district - neighborhood block watch, community crime patrol, and OSU escort services.



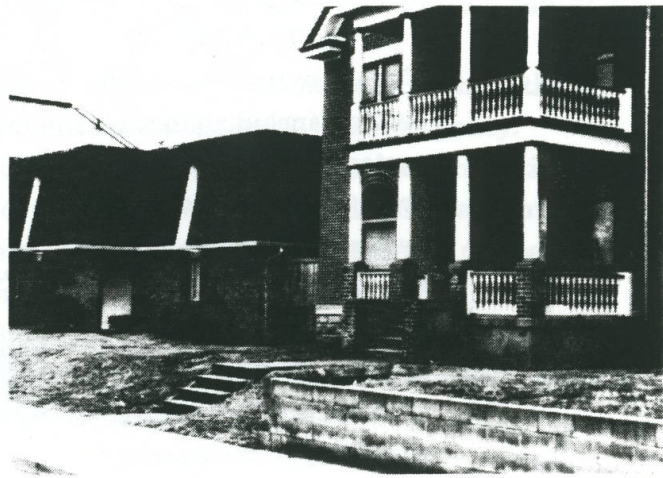
B. Compatibility Standards

- Additional design elements are needed for the student housing area as defined by a semicircle roughly equidistant from the OSU Oval, rather than by zoning classification.
- The standards can be clearly stated to allow their application by a review officer operating as an employee of the Development Department, without need for discretion in interpretation.

C. Preservation of Original Housing Stock

1. Specific strategies are recommended to address the need for demolition control in the district.
 - Expand or create new historic districts, as appropriate. Prohibit demolition of contributing structures unless (1) demolition has been ordered by the City for reasons of public health and safety; (2) the owner has endeavored in good faith to find a use for the structure and is unable to obtain a reasonable rate of return on the property or a refusal of a permit would constitute a taking without just compensation.
 - Identify structures or areas that are so vital to the neighborhood's integrity that their loss is irreplaceable. Prohibit demolition unless one of the previous two criteria is met.
2. Specific strategies are recommended to encourage the preservation of original housing stock.
 - Identify structures and areas that contribute significantly to the character of the district (including those identified for protection from demolition as well as others). Provide a Bonus FAR up to .8 for the substantial rehabilitation of contributing structures.

- Housing programs involving targeted housing rehabilitation funds, loan guarantees, homeownership programs for faculty and staff of the university, and programs to encourage small investor opportunities are recommended.



D. Enforcement

1. Systematic code enforcement is recommended in the student housing area of the district. Benefits include (1) fairness; (2) the correction of health and safety concerns; (3) the compilation of baseline information; and (4) the creation of a public record of housing that has met minimum code standards.
2. Administrative waivers that defeat the purpose of regulation in the district should be controlled through coordination and communication between city divisions.
3. Blanket amnesty for illegal conversions should not be granted. Current policies apply criteria that consider the circumstances of the property owner and the needs of the community.
4. Accurate property use data should be required citywide whenever property is sold.
5. To ensure effective communication between divisions involved in providing services to the district, a team approach is recommended. Team members include the review officer (see Implementation); inspectors; health, police, refuse and traffic personnel.

IV. Implementation

A. Legislation is needed to accomplish the following:

1. To modify the overlay standards in the apartment residential districts.
2. To adjust FARs for new construction and substantial rehabilitation of contributing structures in various subareas of the apartment residential districts.
3. To add compatibility standards in the student housing area.
4. To enact demolition control procedures and criteria in the student housing area.
5. To establish a review officer/review board procedure.

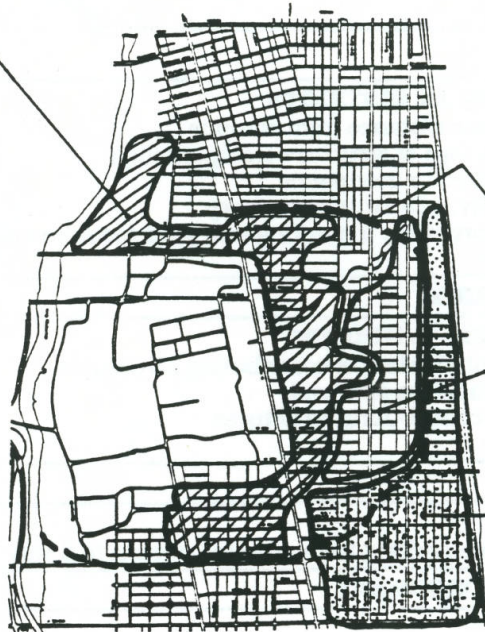
B. Review officer/review board procedure

1. It is recommended that a review officer position be established in the Regulations Division to review permit applications for demolition, new construction and rehabilitation in the district, in accordance with legislative requirements adopted by City Council.
2. It is further recommended that a review board be established to provide a comprehensive approach to development decisions; specifically to:

STRATEGIES

Development and Conservation

- Overlay adjustments, AR Districts
 - decreased ground coverage of structure (compatibility)
 - increased parking, related to occupancy
 - increased trash capacity, related to occupancy
 - decreased density, appropriate to parking and yard requirements, FAR new construction .6
 - landscaping and trees
- Preservation of Original Housing
 - FAR bonus for substantial rehab of contributing structures
 - Specific criteria for demolition approval
 - Demolition delay for contributing structures
 - Housing programs
 - rehab
 - small investor
 - homeownership
- Systematic code enforcement
 - published list of housing that satisfies code inspection
- Permit Parking
- Remove parking from one-way streets; return to two-way traffic
- Trash Management System
- Public/Private Reforestation
- Team approach to city functions



(continued)

- Capital Improvements
 - alley
 - sewer/storm water
- Long-term redevelopment
 - bonus F.A.R. new construction under certain conditions

Student Housing Area

- Increased compatibility standards ("Appearance Review")

Stabilization/Preservation

- Continue development and conservation strategies with the following exceptions:
 - F.A.R. new construction up to .55/.50
 - F.A.R. rehab bonus up to .6
 - no long-term redevelopment bonus FARs for new construction

Revitalization

- FAR .6 in AR Districts
- Evaluation as future CD target area
- Housing programs

- Review appeals from the review officer's decisions.
 - Consider demolition requests outside the jurisdiction of the Historic Resources Commission.
 - Consider all requests for variances in the district.
3. Advantages of the review officer/review board system include:
- Expediency for the applicant, if he meets the standards.
 - Review of applicant's proposal by the review body at applicant's request.
4. In the case of concurrent jurisdiction with the Historic Resources Commission (HRC):
- Demolition would be permitted only upon receipt of a certificate of appropriateness from the HRC or the applicant's successful appeal to the Board of Commission Appeals.
 - Review of permits for new construction or rehabilitation: the review officer reviews for compliance with overlay standards following certificate of appropriateness from the HRC.

UNIVERSITY DISTRICT PLANNING STUDY REPORT TO CITY COUNCIL

legislation planned
 program underway
 recommended
 not recommended
 further study

	legislation planned	program underway	recommended	not recommended	further study
I. STUDENT AREA					
OVERLAY ADJUSTMENTS, AR DISTRICTS					
<ul style="list-style-type: none"> • Step down densities with distance from campus • Decreased ground coverage of structure (compatibility) • Increased parking, related to occupancy • Increased trash capacity, related to occupancy • Decreased density, appropriate to parking and yard requirements • Landscaping and trees 	✓	✓	✓	✓	✓
COMPATIBILITY STANDARDS	✓				
PRESERVATION OF ORIGINAL HOUSING					
<ul style="list-style-type: none"> • FAR bonus for substantial rehab of contributing structures • Specific criteria for demolition approval • Demolition control for contributing structures • Housing programs 	✓	✓	✓		
PERMIT PARKING		✓	✓		
TRAFFIC CIRCULATION					
<ul style="list-style-type: none"> • One way streets: remove parking from one side, return to 2 way traffic 					✓
SYSTEMATIC CODE ENFORCEMENT					
CRIME					
<ul style="list-style-type: none"> • Citizens Crime Patrol • OSU Escort Services • Blockwatch programs 		✓	✓		
COORDINATION OF CITY FUNCTIONS: U TEAM					
<ul style="list-style-type: none"> • Team approach - Planning, Economic Development, Regulations, Traffic, Refuse, Health, Police 			✓		
DIVERSITY OF POPULATION (STABILITY)					
<ul style="list-style-type: none"> • Housing programs • Marketing the district 			✓	✓	
BLANKET AMNESTY FOR ILLEGAL USES (SEE CITY-WIDE)					✓
FAR BONUS FOR NEW CONSTRUCTION REPLACING NON-CONTRIBUTING STRUCTURES	✓				
PUBLIC/PRIVATE REFORESTATION			✓		
SEWER/STORM WATER CAPACITY AND SYSTEM UPDATE					✓
ALLEY UPGRADE					
<ul style="list-style-type: none"> • Coordinated plan for trash collection and alley treatment by block 					✓
TRASH/LITTER					
<ul style="list-style-type: none"> • Increased service 			✓		✓
ADDITIONAL CAPITAL IMPROVEMENTS					✓
POTENTIAL MANAGEMENT DISTRICT					✓
II. DISTRICT-WIDE					
REVIEW OFFICER / REVIEW BOARD PROCEDURE	✓				
EVALUATION OF SOUTHEAST AND PERIPHERY AS FUTURE CD TARGET AREA			✓		
HOUSING PROGRAMS			✓		
COMPATIBILITY STANDARDS					CP
III. CITY-WIDE					
ACCURATE PROPERTY USE DATA					
<ul style="list-style-type: none"> • Require at time of sale 			✓		

***UNIVERSITY DISTRICT
PLANNING STUDY***



INTRODUCTION

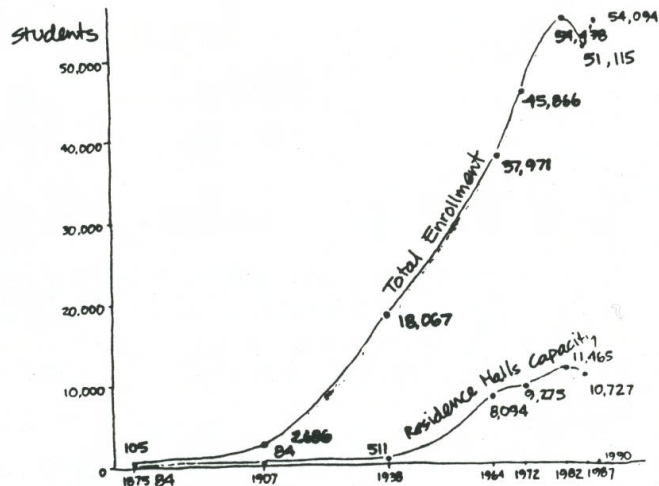
Background

In March 1990, City Councilman John Kennedy assembled a task force of residents and developers from the University District to address development issues in the neighborhood. A crisis had occurred in February when permits to demolish over 30 structures in the area were filed with the City's Regulation Division. The neighborhood had been working for several years to preserve original structures in the district; although demolition had been occurring throughout the area at a fairly measured pace over the years, the large number of demolition requests alarmed area residents. City Council subsequently enacted a moratorium on demolition and new construction, and Councilman Kennedy asked the Development Department to facilitate Task Force efforts to resolve development conflicts.

Previous Planning and Regulation

The Ohio State University and adjacent neighborhoods have long been recognized as a unique area in the City. The impacts of the large, ever expanding institution on the surrounding urban fabric have been many.

University neighborhoods, originally developed as family housing, have found their single family homes and duplexes converted to rooming houses, subdivided into apartments to provide housing for students, or demolished for apartment buildings that have often been insensitive to the character of the district. The problem of student housing has been exacerbated by the fact that OSU, the largest single campus in the country, has traditionally provided campus housing for only 20% of its students. The remaining 80%, which today numbers over 43,000, live off campus, many in the surrounding neighborhoods.



THE OHIO STATE UNIVERSITY ENROLLMENT and RESIDENCE HALLS CAPACITY 1875-1990

source: 50+ Portraits. Research Highlights of OSU's Majority Student Population
and
OSU Business Administration

In 1974, Area Plan 38 was prepared for the University District by the University District Organization, a non profit organization formed in 1971 to address the unique planning issues of the district. The plan provided a comprehensive list of issues facing the district, including traffic congestion, insufficient parking, lack of housing maintenance, high densities, trash, lack of open space and inadequate municipal services.

As a result of the plan, a downzoning was accomplished for much of the peripheral area, from AR-4 (36.2 units per acre) to R-2F (12 to 14.5 units per acre) and R-4 (17.4 units per acre). However, many of the plan recommendations were never implemented; consequently, the issues remained unresolved. Later, in the mid 1980's, the University District Organization again facilitated a planning process in the district, designed to update Area Plan 38 and provide policies to guide development for the next ten years. The resulting document, Community Directions. A Policy Plan for the University District (1986), was adopted by City Council in January 1987.

The adopted policy plan provided the basis for a planning overlay of increased development standards in residential areas. These additional standards, adopted by City Council in June 1987, established maximum floor area ratios (FARs) by residential district, required rear yard green space and a street facade orientation, regulated height to ensure compatibility with surrounding structures, prohibited front yard parking, and permitted two deep stack parking. The overlay was widely recognized as a remarkable consensus between conflicting interests in the district. Although this consensus enhanced the overlay's political acceptance, the resulting standards in many instances represented negotiated compromises rather than appropriate design solutions.

In the three years since the overlay was enacted, the community has repeatedly requested that the City add appearance review standards to the overlay. In addition, issues relating to parking, trash, noise, crime, density and quality of life continue to be raised.

In an effort to address these issues in a comprehensive manner, while lifting the March 1990 moratorium on development, the City enacted interim controls in July 1990. The purpose of these interim controls was to provide adequate time to formulate additional development standards in the district; and to evaluate the appropriateness of the current area zoning given the cap on enrollment at OSU, the changing makeup of the student population, and other problems facing the district. The Task Force was instructed to file a report of recommendations with City Council by February 28, 1991.

Also, the July legislation established an Interim Review Board for the University District. The Interim Board was to operate for no longer than one year, beginning July 30, 1990. Made up of community residents, University district developers, independent architects, and a representative of the Planning Division, the Board meets twice a month to review permits for demolition, exterior rehabilitation and new construction. The Board approves, conditionally approves, or denies permit requests based on compatibility with the character of the area. Design guidelines were adopted by Council as criteria for Board review. In addition, these guidelines were added to Community Directions, thus becoming part of adopted planning policy for the district.

Study Approach

Immediately following enactment of the March 1990 moratorium on demolition and new construction, the Planning Division convened a series of meetings of Councilman Kennedy's University Development Task Force. The Task Force agreed that lasting solutions should be sought to the area's development problems eliminating the need for any future moratoriums. Agreement was also reached on a series of issues for further study and discussion. It became clear, however, that reaching consensus would be difficult, if not impossible, between the divergent views of Task Force members. The Planning Division maintained the objective of developing a "lasting solution" and suspended Task Force meetings for a short time as efforts concentrated on the gathering of information and the performance of specific studies. Task Force meetings were reconvened in December 1990 and discussion sessions were held by the Columbus Apartment Association and University District Organization in attempts to achieve the optimum level of consensus.

Scope of Plan

Initial meetings with the Task Force focused on issue identification. The following concerns became a preliminary work list.

1. Demolition Control

In an effort to gain more control of the development process, residents urged a review of the City's demolition permit process. As a result, new forms for use City-wide were developed by the Regulations Division. In addition, procedures were established to

require developers in the University District to file a written statement of development intentions with their requests for demolitions. These procedures are to become part of the legislative package submitted to City Council at the end of the planning process.

Controls on demolition are stringent in the interim and governed by the Review Board.

Geographic areas targeted for preservation of existing housing stock and strategies for achieving preservation are detailed in the Recommendations Chapter.



2. Land Use and Zoning

Task Force concerns focused on a delineation between the core student area and "community" area. A westward shift in student population toward the areas just east of High Street and resulting vacancies in the areas further east were noted. A review of current zoning classifications, particularly the appropriateness of AR-4 was requested, along with the need to study student housing concerns, and the need to address past zoning violations through "grandfathering" or amnesty.

An evaluation of the overlay was also requested. Comments from the representatives of the development community indicated that some felt the FARs were too restrictive while others felt the .8 in the AR areas should be reduced. Representatives of the resident community expressed concern that the aging infrastructure and street systems were taxed to the breaking point and that no increased development could be tolerated. The notion of an environmental quality district was raised, which requires an environmental assessment of new development to determine negative impacts on the infrastructure (and a potential denial of the development). A recommendation for strategies to provide incentives for rehabilitation of original housing stock was made.

3. Compatibility

The need for architectural standards was raised, along with concerns for residential signage on buildings, quality of building materials and insensitive, disfiguring rehabilitation.

4. Parking and Circulation

Permit parking exists in several areas throughout the district. Feeling that streets are overparked because of OSU commuter students and staff, developers and residents both supported permit parking throughout the district. One developer, however, did not want to see other developers use permit parking as a reason to avoid adequate on site parking. Parking to serve the users of Tuttle Park was listed. The use of Pearl Alley as a street and the need to upgrade alleys to street specifications were also cited.

5. Quality of Life

Initially, Task Force members focused on the City's need to deal with trash and code violations in better administrative fashion. Subsequent discussions revealed that some developers felt other developers did not provide adequate dumpster volume for their

tenants. Frequency of trash collection, originally viewed as inadequate, received praise later in the process.

Task Force members cited the importance of long-term community enhancements for the district and emphasized involving the Ohio State University in planning efforts.

6. Representation

As a result of developers' requests, a developer was seated on the University Area Commission in the Fall of 1990.

COMMUNITY GOALS

To assess the current situation in the University District with an understanding of the community's desired future for the area, the following applicable goal statements were summarized from Community Directions, A Policy Plan for the University District.

- Preserve original housing stock
- Increase homeownership
- Provide housing opportunities for a diverse population
- Preserve neighborhoods
- Improve the physical appearance of the district
- Reorganize on-street parking to meet the needs of the neighborhood
- Address the high density nature of the district with development standards regarding parking, trash containers, open space and compatibility



ISSUE ANALYSIS

Density and Zoning

Development Over Time

The University District was originally platted and developed primarily as a single family neighborhood. The system of streets and alleys, pedestrian circulation and lot sizes were designed for single family use. Homes built in the 1890s housed families associated with The Ohio State University in some way, many as faculty or staff. As student enrollments grew, families took in boarders. In 1928, much of the area between 5th Avenue and Norwich was zoned AR-4 to permit the dispersal of student housing and rooming houses throughout the district.

Families left the district in the 1950s, 60s and 70s; for example, the percentage of persons living in family households dropped from 67% in 1960 to 49% in 1970. As these families left, many original homes were bought by investors and converted to rooming houses or subdivided into apartments. A cycle of redevelopment was established that created long range problems for the area. Older homes, many poorly maintained investment properties, were eventually demolished on a site by site basis to build new housing that allowed large numbers of people on a site. The density problem was further compounded by the nature of the people occupying these units; they were unrelated adults many of whom had automobiles.

Redevelopment continued piecemeal with minimal development standards. As student populations grew and automobile usage increased, the area became less able to tolerate the increasing densities. Parking occurred in front, side and rear yards, symptomatic of the narrow lot's inability to accommodate the multi-unit structures shoehorned between existing structures. Yards were paved over, creating storm water runoff that exceeded the aging system's capacity. Green space disappeared as lot coverage increased.

To address the problems of neighborhood deterioration and reduce conversion pressures, over half the AR-4 area was downzoned in the late 1970s and early 1980s to reflect existing land use. However, over 300 acres remain, disproportionate to anything else in the city.

AR Zoning

Past plans recommended a look at the appropriateness of zoning classifications based on unit counts for the district. In 1974, Area Plan 38 stated:

The City and University District should study the applicability of existing zoning classifications to the University District, and, if necessary, prepare new zoning classifications that will adequately reflect the special redevelopment problems of the University District.

Current AR-4 zoning permits 36 units per acre. Analysis of the density issue reveals that it is inappropriate to regulate density in the University District on the basis of units per acre. Occupancy can vary greatly per unit. According to the city's zoning code, no more than five unrelated people can live together in a unit without a license. However, once licensed as a rooming house, a unit may house large numbers of people. (In the case of fraternities and sororities, the number of people "per unit" may approach 50 - 60).

Citywide, the average family size in 1990 is 2.39. At 36 units an acre, a population density of approximately 85 is expected. In the University District, assuming maximum

DEVELOPMENT POTENTIAL

	People Per Unit	People Per Acre
CITYWIDE AVERAGE	2.39	86
UNIVERSITY PREOVERLAY	5	180
OVERLAY	5	135

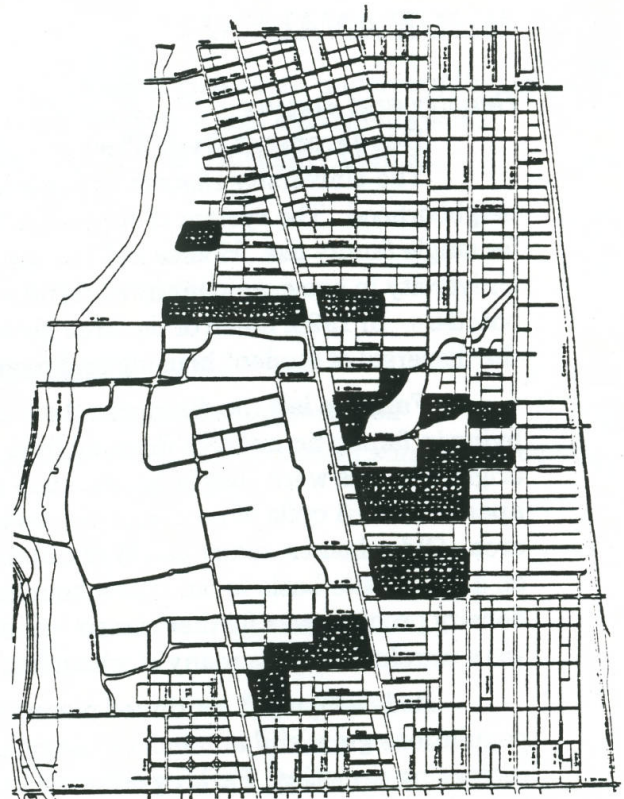
development without inflating for rooming house occupancies, population densities could reach 180 people per acre. (36 units per acre at five people per unit). Adjusting for the current overlay standards, lots developing at .8 FAR could accommodate approximately 135 people per acre. Studies of actual structures built under the overlay reveal densities of 110 to 115 people per acre.

To develop a frame of reference for these numbers, it is necessary to analyze current densities. In 1980, only two blocks in the University District had densities higher than 85 people per acre, the area north of Lane Avenue between Neil and Tuttle Park, and the area east of High Street between Norwich and Lane. The next most densely developed block, at 85 people per acre, occurred in the area bounded by Fifteenth and Fourteenth between Pearl and Indianola. However, even though the district is generally developed at less than 85 people per acre, there is a widespread perception of overcrowding.

AR Areas and Student Demand

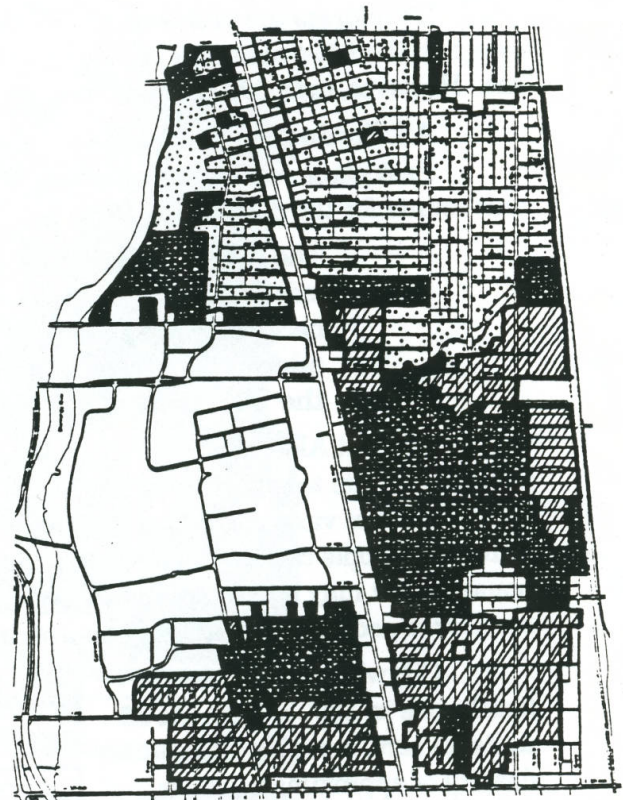
To further analyze density and zoning relationships in the district, it is instructive to compare the size of the AR area with student populations and recent development practices permitted under the overlay.

- Data from The Ohio State University Department of Business and Administration reveal that an average of 13,300 students have resided in zip code 43201 over the past 6 years. Counts vary by 1858 students, with 1988 and 1990 being the years in which the 43201 student population was the smallest percentage of total enrollment in the 6 year period (23.3% and 23.8% respectively).



POPULATION DENSITY BY BLOCK: 1980

■ over 50 per acre



RESIDENTIAL ZONING

● R-2F ▨ R-4 ■ AR

- Zip code 43201 is a 2000 acre area that includes the student core area of the district.
- Developable AR area (excluding streets but including alleys) totals 266 acres.
- Assuming all 13,300 students move into the AR areas of the district, a density of 50 people per acre would result.
- An analysis of 13 overlay projects indicated that 113 bedrooms per acre are being constructed, housing 113 people if single occupancy per bedroom is assumed.
- There is more AR zoning than meets current student demand. This permits dispersal of higher density structures throughout the area, rather than concentrating them in a smaller area, which could mitigate some of the impacts.
- There is a concern regarding the number of older structures in the area used for student housing. If the approach to deferred maintenance and code enforcement becomes demolition and new construction, competition for a fixed number of students may lead to higher vacancies.

There is speculation that the profile of the students occupying the newer structures may be changing--that students in general have more possessions, including cars, than in the past. This could explain a perception of increased density even in areas where the numbers are the same.

CORE AREA OVER TIME

	1985	1986	1987	1988	1989	1990
CORE	13,606	14,373	13,553	12,515	13,057	12,855
TOTAL	53,199	53,800	53,115	53,669	52,895	54,094
% OF TOTAL	25.6	26.7	25.5	23.3	24.7	23.8

Source: OSU Business and Administration

1987 Overlay: Evaluation

The objectives of the 1987 overlay are to maintain original lot sizes; respond to changing demographics but control the density; maintain the character and scale of the neighborhoods; increase the quality and amount of landscaped open space; and respond to parking needs. These objectives are reflected in the standards as maximum gross floor area; maximum ground area coverage; maximum floor area ratio; absolute height restrictions; a required street entrance, controlled setback and established range of cornice height; a landscaped rear yard requirement; and a parking setback restriction, provision for stacked parking and smaller spaces, and the curbing of parking areas.

Almost all overlay construction has occurred in the AR-4 areas surrounding the Ohio State University. New construction has averaged about 13 projects (50 units) annually in the AR-4 areas.

Initial observations are limited to the performance of the overlay standards in achieving the intended objectives referenced above. It should be noted that the degree of effectiveness varies not only between standards but between projects as well.

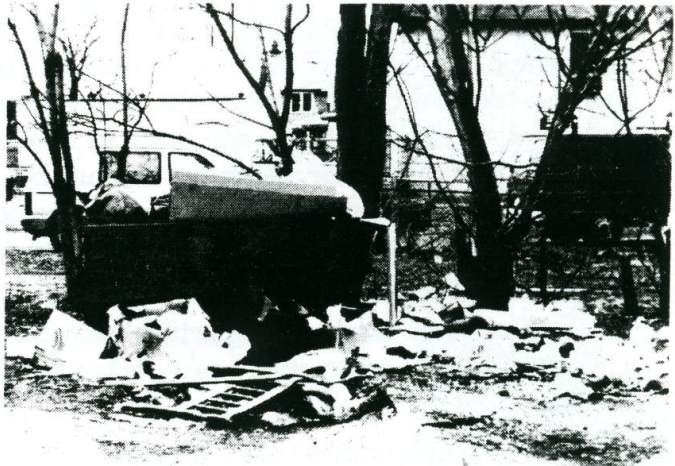
1. The maximum gross floor area seems to influence how a developer considers combining lots. However, ownership, site layout, floor plans, construction methods and financing are other factors determining the final form.
2. The ground area coverage and the floor area ratio are excellent measures to relate a development with its site. However, as a compatibility measure, the FAR of .8 is larger than the FAR of most original structures in the area, which average between .4 and .6. Building coverage has also proven to be incompatible with original development patterns.

3. The absolute height was difficult to assess. Tolerances in the height didn't appear as critical as the structural sizing and setback. Shallow roof slopes may be a result of this criterion. The underlying code allowance of a mean determination in the roof area seems sufficient. Criteria on habitable levels, first floor height, and number of stories may be useful to encourage appropriate massing and density.
4. The character and scale of new development was influenced by street entrance, setback and cornice criteria. Although the street facade did not necessarily suggest a fronting of the structure and varied in degree and quality, the street entrance criterion provided a noticeable improvement.

The intent of the cornice criterion is to achieve an appearance of uniform height and compatibility. However, there seems to have been liberal interpretations that have weakened its effectiveness. Perhaps further clarification in dealing with various roof types is needed. The extent of change since the overlay is not known, but cornice heights higher than the block average, built prior to the Overlay, are very noticeable.

The setback requirement is also a very direct measure and has been effective. The front yard setbacks are extremely valuable and are the area's strongest asset. The block face of the structure is equally important. Although lot size and other site requirements have forced the use of the setback line, the standard is still valid and desirable.

5. The landscaped rear yard requirement is the one major element that hasn't really performed. Drafted as a rear yard landscape requirement of 10% of the lot, the actual language requires 10% of the rear yard as landscaped space. This error effectively reduced the intended space by sixty percent. Without consideration of how this space is designed or used, vegetation is nonexistent and enforcement becomes difficult. The standard is good and needs correction.
6. Code requirements for the provision of dumpsters and for dumpster size are not adequate in the district. There are often no requirements for dumpster location on site. These sites are then fully developed with required parking, leaving no room for dumpsters.



7. A study of 13 overlay developments in the AR-4 district, 12 single lots and one double lot, reveals a total of 238 bedrooms. The developments occurred on 2.088 acres and represent a density of 113 people per acre, assuming one person per bedroom.
8. The parking setback restriction has been effective in removing parking from the front yards. The criteria on stacked parking and smaller spaces have allowed the developer greater ease in meeting parking requirements. The curbing of parking areas is non-existent.

Field observation indicates that current parking requirements are insufficient. Cars are often triple stacked at the new units or intrude into alleys. In addition, asphalt for surface parking covers the rear of the sites from the back of structures across the alleys

to the rear of structures on the adjoining sites. This expanse of asphalt contributes to the storm water runoff problems in the area, encourages infringement on the alleys and creates a large area void of vegetation.

Current development practices of 113 persons an acre probably exacerbate traffic and parking problems. At two parking spaces a unit, students with cars and no parking spot are left with

parking on the street. The analysis of the 13 overlay projects indicated a total of 114 parking spaces for 238 bedrooms, a ratio of .48 spaces to occupants. If these units fill to the legal occupancy of 5 people per unit (sharing rent payments with additional people is a common practice in the area) the ratio drops. If occupancy exceeds the legal limit (another common practice), the ratio of spaces to occupancy continues to decline.

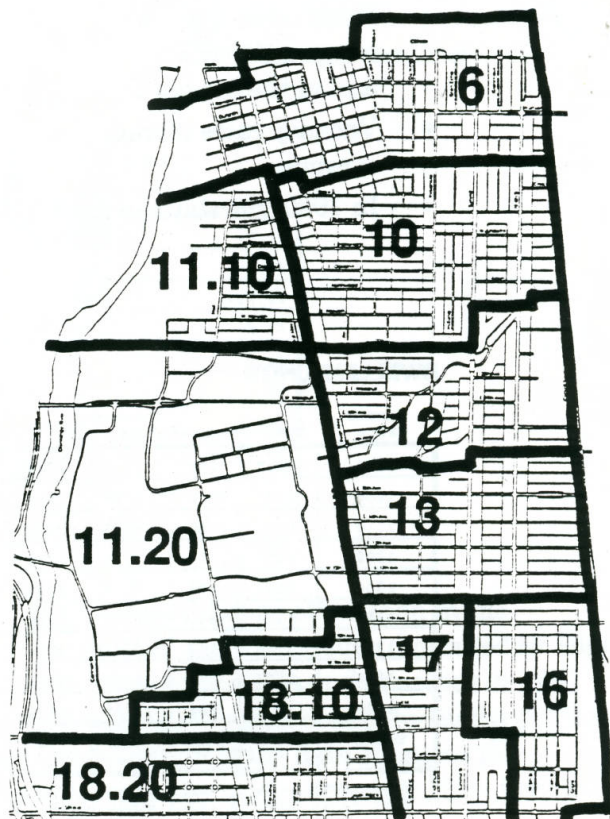
The point has been made that on site parking can be regulated to two spaces per unit through the issuance of parking stickers by the property owner. However, this does not address the issue of adequate parking if the property is sold nor does it address the parking of those vehicles belonging to the occupants who don't have a sticker arrangement, either now or in the future. Development standards are typically related to the requirements of a property's development, not the business practices of a particular property owner or manager.



Demographics

The University District has experienced an overall population loss, unit gain, higher vacancy rates and shifts in density from 1980 to 1990.

- The University District lost population between 1980 and 1990, with the exception of the area north of campus (Riverwatch Condominiums). This continued a general trend from the 1970s. However, between 1970 and 1980, areas north and east of campus continued to gain population as they had in the 1960s.



CENSUS TRACTS

POPULATION

Census Tract	1980	1990	Change	
			Number	Percent
0600	4477	4022	-455	-10.2%
1000	5571	5103	-468	-8.4%
1110	3190	3480	+290	+9.1%
1200	4961	4195	-766	-15.4%
1300	6759	6039	-720	-10.7%
1600	2505	2235	-270	-10.8%
1700	3333	2727	-606	-18.2%
1810	3639	3531	-108	-3.0%
1820	2979	2623	-356	-12.0%
TOTAL	37414	33955	-3459	-9.2%

POPULATION OVER TIME

Tract	1960	1970	1980	1990
6	5305	5426	4477	4022
10	6239	6430	5571	5103
11.10	3383	2978	3190	3480
12	4153	4482	4961	4195
13	6020	6297	6759	6039
16	3920	3127	2505	2235
17	4166	3620	3333	2727
18.10	5202	4059	3639	3531
18.20	5164	4148	2979	2623
TOTAL	43882	48567	37414	33955

Source: U.S. Census

POPULATION CHANGE

Tract	60-70	70-80	80-90
6	+121	-949	-455
10	+191	-859	-468
11.10	-405	+212	+290
12	+329	+479	-766
13	+277	+462	-720
16	-793	-622	-270
17	-546	-287	-606
18.10	-1143	-420	-108
18.20	-1016	-1169	-356
TOTAL	-2985	-3153	-3459

Source: U.S. Census

- From 1980 to 1990, the district gained dwelling units in the census tract north of campus (Riverwatch Condominiums), in the core area between 16th and Chittenden, and in the census tract south of campus.
- Vacancy rates increased throughout the district, with the exception of the area south of campus.
- In 1990, the southeast section of the district had vacancy rates approaching 17%.

DWELLING UNITS

Census Tract	1980 ¹	Vacancy		1990	Vacancy		Change in Units	
		Vacant ²	Rate		Vacant	Rate		
0600	2135	113	5.3%	2069	127	6.1%	-66	-3.1%
1000	2631	168	6.4%	2624	200	7.6%	-7	-.3%
1110	1531	63	4.1%	1856	145	7.8%	+325 ³	+21.2%
1200	2007	79	3.9%	1926	155	8.0%	-81	-4.0%
1300	2495	178	7.1%	2570	268	10.4%	+75	+3.0%
1600	1151	241	20.9%	1050	187	17.8%	-101	-8.8%
1700	1718	164	9.5%	1635	275	16.8%	-83	-4.8%
1810	2036	203	10.0%	2097	140	6.7%	+61	+3.0%
1820	1771	284	16.0%	1576	168	10.7%	-195	-11.0%
TOTAL	17475	1493	8.5%	17403	1665	9.6%	-72	-.4%

¹ Year round housing units

² Year round housing units minus owner and renter occupied

³ Riverwatch Condominiums

- Owner occupancy rates dropped from 17.5% to 14.2% between 1970 and 1980. 1990 figures are not available.
- There are areas in the district that are predominantly renter occupied that are not student housing areas.
- There are areas of relatively high homeownership, particularly in the northeast sector of the district.

1980 OCCUPIED UNITS

Census Tract	Owner	Renter	Total	Homeownership
0600	594	1428	2022	29.4%
1000	673	1790	2463	27.3%
1110	97	1371	1468	7.1%
1200	174	1754	1928	9.0%
1300	128	2189	2317	5.5%
1600	158	752	910	17.7%
1700	135	1419	1554	8.7%
1810	85	1748	1833	4.6%
1820	221	1266	1487	14.9%
TOTAL	2265	13717	15982	14.2%

- From 1980 to 1990 there was an increase in the number of households in the areas south and north of campus, but an overall loss in the district.
- Between 1980 and 1990 there was a decrease in group quarters population in the tracts east of campus (group quarters are generally defined as fraternities, sororities, rooming houses and institutional quarters such as residential care facilities).

HOUSEHOLDS

Census Tract	1980	1990	Change	
			Number	Percent
0600	2022	1942	-80	-4.0%
1000	2463	2424	-39	-1.6%
1110	1468	1711	+243	+16.6%
1200	1928	1771	-157	-8.1%
1300	2317	2302	-15	-0.6%
1600	910	863	-47	-5.2%
1700	1554	1360	-194	-12.5%
1810	1833	1957	+124	+6.8%
1820	1487	1408	-79	-5.3%
TOTAL	15982	15738	-244	-1.5%

Without actual 1990 census counts, it is difficult to assess change other than in the aggregate with any degree of reliability. The area between 16th and Chittenden, bordered by High Street and the railroad tracts, was examined to estimate population shifts and densities in 1990. Population counts in 1980 were adjusted to reflect increased housing unit counts by blocks in 1990 and change in household size in 1990. This artificial manipulation of the data supports the contention that shifts in density are occurring in the area, with the blocks closest to High Street gaining population while the area further east is losing population.

MATRIX OF CHANGE: 1980-1990

Census Tract	Population	Households	Units	Vacancy Rates
0600	-455	-80	-66	+ .8%
1000	-468	-39	-7	+1.2%
1110	+290	+243	+325	+3.7%
1200	-766	-157	-81	+4.1%
1300	-720	-15	+75	+3.3%
1600	-270	-47	-101	-3.1%
1700	-606	-194	-83	+7.3%
1810	-108	+124	+61	-3.3%
1820	-356	-79	-195	-5.3%

Source: 1980 Census Data and 1990 Preliminary Census Counts, Columbus Planning Division.

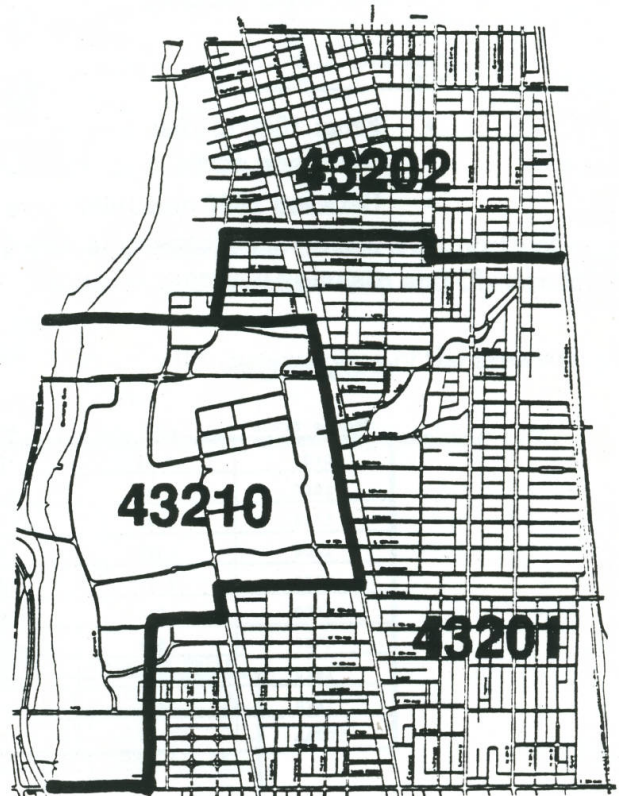
* An analysis of population loss in the District reveals that 62.2% is attributable to change in household size, 21.3% to change in group quarters population, and 16.5% to lost households (increased vacancy rates).

Student Demographics

Students have lived in

approximately the same configuration over the last six years, with freshmen on campus; sophomores, juniors and seniors in the surrounding neighborhoods; and post graduates outside the immediate area. There is a gradual trend away from the campus and core area. (In general, core area is defined as zip code 43201; it includes district streets south of Patterson to Fifth Avenue.)

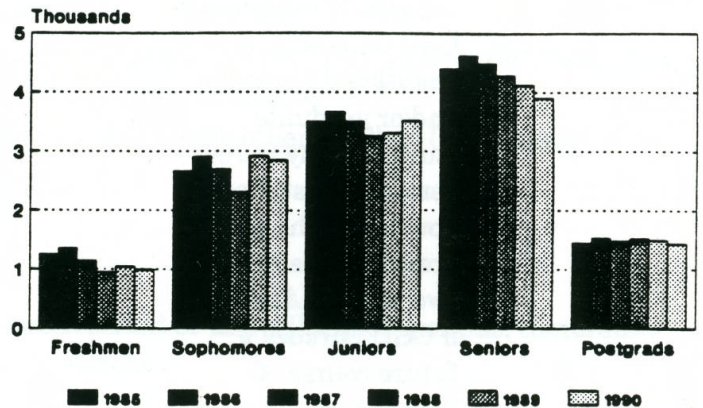
- Where students live (1985-1990)
 - Over half of all **freshmen** live on campus, followed by Franklin County outside the core (home?)
 - Approximately one-third of all **sophomores** live in the core and one-third in Franklin County outside the core, followed by campus.
 - Almost one-half of all **juniors** live in the core, followed by Franklin County (one-third).
 - Nearly one-half of all **seniors** live in the core, followed by Franklin County.
 - Nearly half of all **post grads** live in Franklin County, outside the core. A significant number live north of the core area, east of High Street (zip code 43202).



ZIP CODES

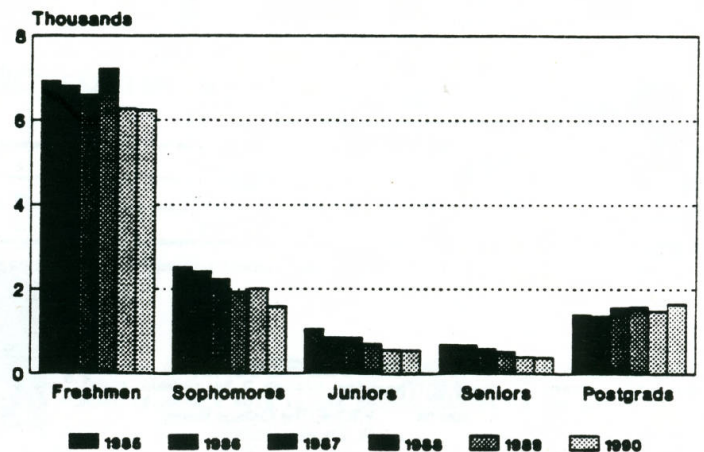
- Students living in the core area
 - **Seniors** are the largest group, but their numbers have steadily declined for the last five years.
 - **Juniors** and **sophomores** are also a large part of the core population; their numbers remain relatively stable.
 - 1990 core totals are the second lowest in six years. (1988 had 340 fewer students)
 - There is no evidence of an increased demand for core area housing.
 - Core census tracts with increases in number of units have experienced population loss; students are moving closer to High Street to occupy newer units, leaving vacant units further east.

STUDENTS IN 43201
By Year, By Class
 source: OSU Business and Administration

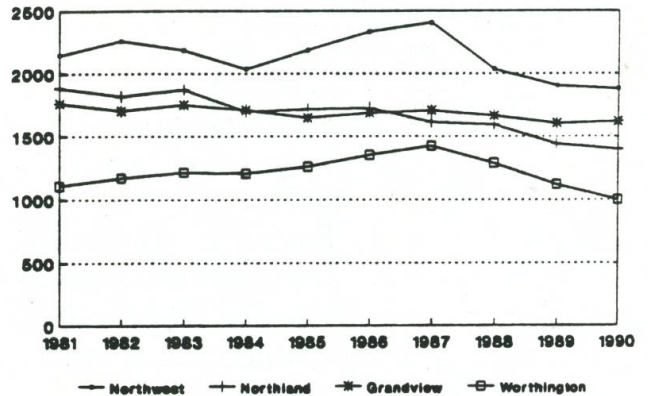
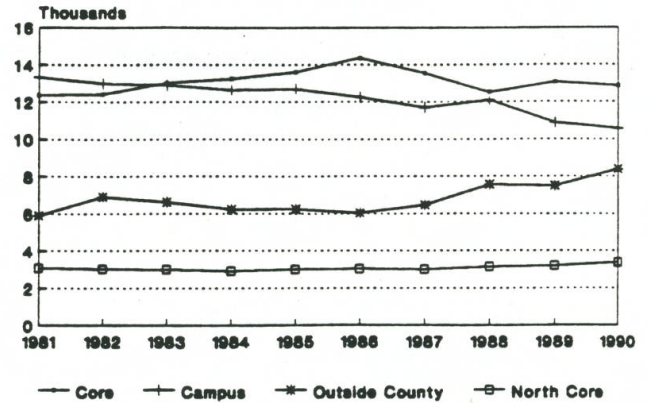


- Students living on campus
 - Freshmen are required to live on campus unless they receive permission to live off campus.
 - Returning residents have increasingly more choices regarding room location, as their years of campus residency increase.
 - However, the numbers of sophomores, juniors and seniors living on campus have steadily declined over the past six years. Postgraduates have increased moderately.

STUDENTS ON CAMPUS
 source: OSU Business and Administration



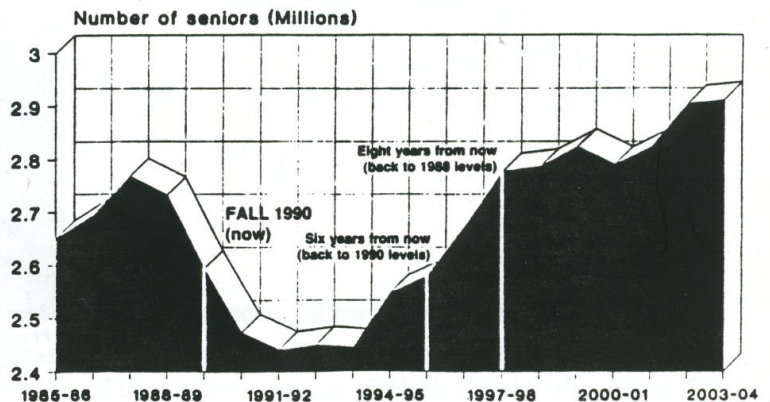
- 1990 campus totals are the lowest in six years, 2122 lower than in 1985; total enrollment is the highest in six years at 54,094.
- In 1990, OSU is housing 19.5% of its student body on campus, compared to 23.9% in 1985.
- The number of students traveling from residences outside Franklin County has increased steadily over the past six years at an average rate of 357 per year. Presumably, many of these students drive cars into the district, increasing parking demand.
- Freshmen enrollment is declining at OSU; mirroring the population decline of high school students, this trend is expected to continue until 1994.
- Declining numbers of freshmen and an increasing reliance by OSU on less traditional students and/or graduate students may reduce demand for student housing in the core area over the next five years. Likewise, if OSU pursues a future course of downsizing the main campus and expanding its regional campuses, demand for housing may diminish.



STUDENTS POPULATIONS
Autumn 1981-1990
source: OSU Business and Administration

HIGH SCHOOL SENIORS
U.S. Trends

source: WICHE/The College Board
Dr. Douglas Wolford,
Sequitur Corporation



A 1988 study done by the Commuter Student Affairs office compiled information on students who do not live on campus. The following information was presented from the OSU student data base.

- Commuter students represent approximately 80% of the student body (42,500 in 1987-88)
- Approximately 3 out of 4 commuter students attend school on a full-time basis.
- The average age for commuter students in 1987-88 was 24.84 years.

In addition, the office undertook a sample of 326 students from which the following information was inferred.

- Sixty-two percent of commuter students in 1987-88 lived alone (11.7%) or with a roommate(s) (50.6%).
- Seventeen percent lived with a parent or other relative.
- Sixty-eight percent were employed, with a third of those working over 30 hours a week.
- Forty-four percent (18,700) lived within a mile of campus.
- Fifty percent drove to Campus (over 21,000); while others walked (42%), biked (5.2%) or rode the bus (2.10%).

Environmental Impacts

Parking

There is a perception that parking is inconvenient or unavailable on campus; commuters park in the neighborhoods, thus overparking the streets.

- OSU Parking Study Summary
 - Documents 3275 increase (327 per year) in vehicle permits over the past ten years and a 50% growth in patient/visitor parking since 1981. (We have noted an annual increase of 357 students living outside Franklin County over the last six years.)
 - Projects continued growth in commuter and nontraditional student vehicles.
 - Documents fixed land mass and the reduction of parking by new development in the Central Campus area.
 - Recommends planning for additional 2000 vehicles seeking daily parking by the year 2000; 1200 spaces on East Campus, 800 spaces on West Campus.
 - Recommends increasing the ratio of staff and faculty stickers to parking spaces by adding 1121 new parking spaces on East Campus that would not be available for students (this effectively negates the recommendation for 1200 new spaces on East Campus to meet increased demand by the year 2000 because this strategy is designed to increase the ratio

1989-1990 PARKING SPACES AND DECALS SOLD

	Spaces	Decals	Ratio
A	5839	7374	.79
B	5951	8851	.67
C	9300	22,050	.42

Source: OSU Parking Planning Committee, Draft Report

A - Faculty
B - Staff
C - Students

- (1) C spaces on central campus east of the river total 5560, a ratio of .25.
- (2) The second lowest number of C decals sold in the past 12 years. However, the total number of decals sold is the second highest in the past 12 years.
- (3) The number of C spaces has remained relatively constant over the 12 year period, while the number of total spaces has increased by approximately 1800.

of existing stickers to available parking spaces).

- Recommends improved bus service to West Campus (However, because of increased costs and budget overruns, cutbacks in the level of bus service are being contemplated).
 - Parking policies favor faculty and staff. In 1989-90, only 44% of the total parking spaces on campus were available to students, who outnumber faculty almost three to one.
- On Street Parking

In 1975, a parking and circulation study of the University Area was conducted by Hunnicutt and Neale, Inc. for the City of Columbus. The study provided information on the demand and actual capacity of the street network, parking duration and the characteristics of the users.

Results of the study indicated that the streets were parked well beyond their capacity--at an average of 108-110 percent--and a significant number of cars were being parked for extended periods of time. Responses from a parking questionnaire (placed on car windshields) showed that over half, 53.6%, of the cars belonged to commuters associated with the university.

Current perception is that the area's parking problems are at least as severe as in 1975. In order to document 1991 patterns, the City is updating portions of the 1975 Hunnicutt and Neale study. A license plate survey--an hourly notation of tags and OSU stickers for one week--has been completed and is being processed. The second component, a windshield survey postcard, will be undertaken in late February. The results of the 1991 survey will be made available when complete.



Task Force members perceive that commuter students, faculty and staff are crowding the streets either to avoid buying a parking sticker for campus parking or because spaces on campus are nonexistent. Permit parking for a large area adjacent to campus has been endorsed by the Task Force. However, the Traffic Commission's requirement to secure the signatures of residents in an area in order to survey the area for permit parking has been difficult (some say impossible) in the past due to the transient nature of the student population.

In October 1990, the Traffic Commission considered a request from property owners (developers) in the district to evaluate the area for permit parking without the petition requirement. The Traffic Commission agreed to consider the request but asked that every attempt be made in the community to determine if permit parking was the choice of residents. A public meeting was sponsored by the University Area Commission January 16th; testimony in support of permit parking was heard. Jim Davis of the Traffic Division and Dick Busick of the Traffic Commission attended.

The request was reconsidered at the Traffic Commission on February 12, 1991, without resolution. A key concern expressed was that, in the absence of the petition process, a

significant number of residents will not be made aware of the permit parking proposal unless a higher degree of effort is made to achieve public notice through other channels (such as the Lantern). In addition, several points were raised concerning the general effectiveness of permit parking in this specific area in light of potential enforcement problems and the severity of insufficient on site parking due to previous zoning requirements and variances.

Traffic and Circulation

In 1974 Area Plan 38 stated

The street system, much of which was built in the pre-automobile days, is unable to efficiently handle the large volume of traffic commuting to and crossing through the area. Moreover, the street system is forced to accommodate a large number of parked cars belonging either to residences without adequate parking or to community students who find it more convenient to park off-campus.

Main thoroughfares such as Hudson Street, Indianola Avenue, Fourth Street and Summit Street, intrude into residential areas. High Street traffic flow suffers from pedestrian/vehicular/bicycle conflict.

Field surveys substantiate similar problems today. Although changes in the number of turning points to and from High Street and the removal of parking from High Street have alleviated some of the congestion problems on that arterial, major conflicts between pedestrian and automobile traffic remain. The strategy of closing off streets to High Street has increased pressure on Pearl Alley, particularly at the intersection of Pearl and 15th, which has been described as a two block long parking lot.

Community Directions identifies 14 circulation issues for the district and recommends a series of policies and strategies to address these issues. As a Council-adopted plan, these policies set the direction for future capital improvements and public decision-making in the area.

It should be noted that if permit parking is instituted, an opportunity may exist to restore one way streets to two way streets by limiting parking to one side of the street. (This opportunity exists only if adequate off street parking can be provided.)

Sewer / Storm Water

Capital Improvements Update. Information regarding the sewer system in the University District comes from the O.S.U. Area Sewer Separation Study, Jones-Stuckey, Ltd., 1986, and from conversations with Jim Joyce and Jim Coffey of the Division of Sewerage and Drainage.

A physical survey of existing sewers was not made for the O.S.U. sewer separation project. However, it was noted that existing sewers throughout the study area are constructed of brick, concrete, or vitrified clay pipe. Most were constructed between 1890 and 1926. Relief sewers and sanitary trunk sewers were constructed within the district between 1934 and 1970.

The sewer separation study was undertaken to correct what has been termed as one of the most critical problems in urban areas today, sanitary overflow into rivers and the overload of sewerage treatment plants with storm water runoff. Originally designed to overflow into the Olentangy River, the overflow system was deemed inappropriate at the Federal level, following widespread concern with water pollution issues. The O.S.U. Sewer Separation Study

recommended that the current combined sewer system be used for sanitary flow and that a new storm water system be constructed that would channel storm water runoff into the Olentangy River.

The O.S.U. study was an important step in Columbus's plans to separate the sewer systems, until the Federal Clean Water Act of 1986 was enacted. The Act, recognizing that storm water runoff contains chemical pollutants, requires that cities establish methods to treat storm water runoff. As a result, Columbus' sewer separation projects are all on hold.

Development Impacts. The issue of the impact of new development on the flooding problems of the district has been raised. According to the Division of Sewerage and Drainage, new development must handle storm water runoff in a manner that limits the impact to that of a single family structure. However, planning staff have been unable to verify the use of on-site catchment areas in most new development. In some cases where catchment areas were noted, the design was so severe that the area actually became an obstacle to parking. If such extreme design treatments are required to meet the single family runoff requirement, it may further point to an overdevelopment of the site.

Green Space

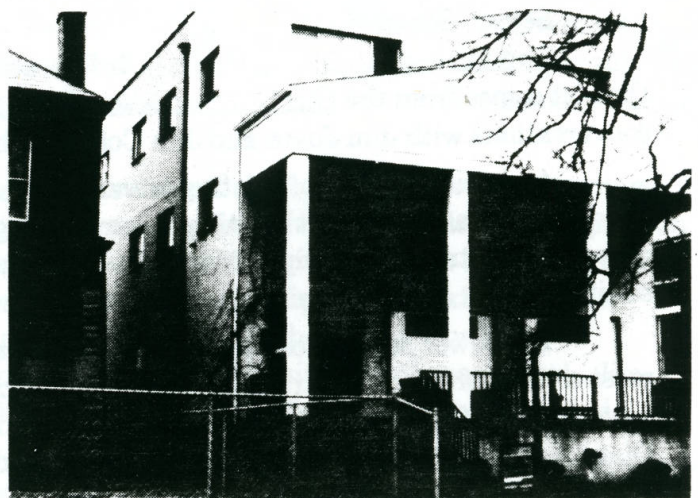
Problems regarding the lack of green space in the district have been well documented in past planning studies. According to *Community Directions*, in 1985 the population of the district was served by 119 acres of open space, 115 of which were on OSU's property. National standards recommend open space of ten acres per one thousand people. The neighborhoods have much less.

Prior to the overlay, the green space of individual lots was severely eroded by the paving of front and rear lots for parking.

Single and double houses with large yards have been demolished for large, densely populated apartment buildings. The overlay made some improvement; however, due to an error in the codified standards, the overlay requirement for rear yard green space has never functioned as intended. Given the inadequate amount of open space in the district, it seems appropriate (in fact, essential) to require adequate standards for the provision of green space at the level of individual site development.

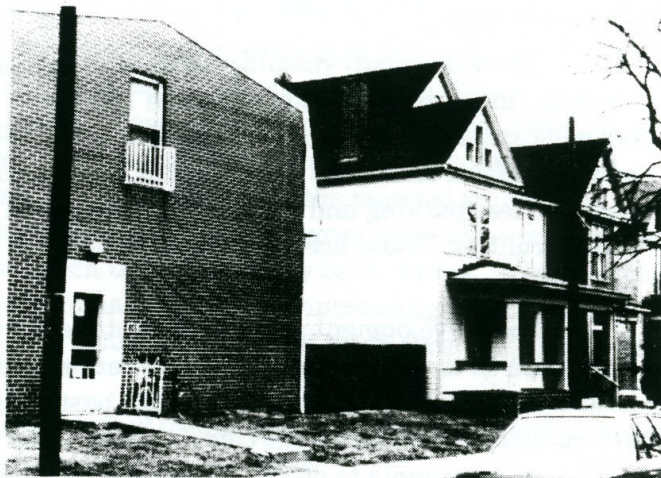
Appearance Review

It has been well documented that both new construction and the rehabilitation of existing structures often suffer from design treatments that are incompatible with or insensitive to the character of the district. Prior to the Overlay, new structures were often out of scale to the site and turned a blank wall to the street. Cornice heights varied greatly.



In areas where new development was dispersed, the strong character of surrounding structures mitigated the negative treatment. However, as more and more "blank" walls appeared, the streetscape itself began to erode. Inappropriate rehabilitation also had severe impacts on the area's visual integrity.

As the area eroded visually, the community expressed alarm over the resultant decline. Millions of dollars were being invested by private developers for student housing, but the overall effect did not reflect the investment level. Poor design decisions and insensitive rehabilitation were creating an area of visual blight. Fearing a loss of economic viability in the area, community leaders insisted that an appearance review element be considered integral to the overlay standards, as an essential tool in addressing the unique nature of the district.



In July 1990, City Council authorized an Interim Review Board to review permits in the district. General guidelines were adopted to help the Board in its deliberations. Meeting twice a month, the Board considered 36 applications between September and the end of February. Most were approved with conditions that improved the visual compatibility of the structure.

Field observation, coupled with an FAR analysis and the use of Sanborn maps to establish the ratio of original structures by area, indicate that it is possible to describe subareas in the district in terms of their special or unique characteristics worthy of preservation.

Preservation

Preservation of original housing stock is a goal of the community. It is viewed as essential to the preservation of community character and to the provision of housing choices for people other than those students who want to live together in an apartment, fraternity/sorority house or rooming house setting. Data analysis, particularly regarding student location, supports the need to treat some areas within the core differently from current development practices

An analysis of the district was undertaken to determine numbers and location of original structures, post 1950 structures and structures built since the overlay went into effect (mid 1987). Subareas were configured to reflect compatibility and neighborhood "feel". Only four small areas have ratios of original structures to post 1950 structures lower than .4 (4 in 10). One area falls between .4 and .6, while the remainder of the district subareas have .6 or greater ratios (at least 6 out of 10 structures are original).

Code Enforcement

Enforcement of the housing and building codes in the district is challenging; code enforcement activities are among the highest in the city and are directly related to the density of the area. Enforcement is typically triggered by complaint. Also, maintenance of homes, apartments and grounds by both landlords and tenants is an ongoing problem in many cases. Three City inspectors operate in the district, ten percent of the city's staff. In addition to code violations, the inspectors inspect rooming houses annually as a licensing requirement.

A housing occupant may rent space to as many as two boarders in any zoning district without a license. If he rents to over two, he must live in a special zoning district and have a

rooming house license. If the occupant moves out, he may rent his property to as many as five unrelated people in any zoning district without a license. Over five unrelated people requires a rooming house license and a special district location. Rooming houses are now licensed by number of rooms rather than number of occupants. Parking requirements are less stringent than for other types of housing.

There are many rooming houses in the district; most are located in the area east of Campus, in original structures. In the 1950s and 1960s, some contractors applied for rooming house licenses for new construction with many bedrooms. During the first year of operation, they added kitchens and baths to each room, creating numerous apartments. The structure originally required less parking and the contractor was able to achieve much higher unit densities than the code permitted. State licensing requirements are stiffer now, making this abuse much more difficult.

Past development practices and student living patterns create difficulties in design and regulation in the area. Students share rent expenses with other students, often without their landlord's knowledge. Developers in the past have added student quarters in basements and attics; this practice forces the calculation of these areas as living space, often penalizing the developer who wants to design units with features compatible to the district or with amenities for the student occupants.

Enforcement problems are typical of many university-area neighborhoods. Akron, Ohio has a mandatory inspection program for university-area housing; the university assists with the program by referring students only to landlords whose units have passed inspection.

RECOMMENDATIONS

A. Density and Development Standards

Study area analysis indicates that impacts related to poor high density design and overbuilding are occurring in the apartment residential zoning districts of the University neighborhoods. Individual lots are developing at densities approaching 110-115 people per acre (with 120-135 permissible) while student populations are remaining steady or declining slightly. New construction patterns are designed to attract one segment of the student population, while choices appropriate for the student desiring privacy or quiet, the older student, or the married student are disappearing. Patterns of redevelopment are creating large areas of housing for the younger gregarious students, for which the market may be declining, at least in the short run. At the same time, these areas are becoming increasingly undesirable to a more diverse population of students, faculty or staff that could form a healthy market for the district.

In order to mitigate the negative impacts of overdevelopment on the community and its infrastructure, the following recommendations are made.

1. Changes to the Overlay

The complete text of changes to the overlay are found in Appendix A, Development Standards. The standards are designed to provide the basis for regulation in the apartment residential districts in The University area, where development pressures are greatest. They address the number of people and their related needs appropriate to individual site development. In general, they lower densities and increase compatibility by reducing building sizes and providing more parking, green space and trash storage capacity. It should be noted that these standards represent maximum development potential and flexibility. By further modification based upon proximity to the Ohio State University campus and areas of discernible community character, they more accurately relate to anticipated demand for student housing, as well as the community's goals for housing preservation and the provision of housing opportunities for a more varied population.

a. Lower Density

By reducing the floor area ratio from FAR .8 to FAR .6, the number of people per acre is reduced from a maximum of 135 to a maximum of 100.

b. Increased Parking

By regulating parking relative to the square footage of the structure, and requiring two spaces for the square footage anticipated to house three people, on-site parking is increased from the previously required 2 spaces per unit (often 2 spaces for four or five people). Triple stacked parking is permitted under certain circumstances to provide flexibility in site design.

c. Increased Green Space

Due to an error in the standard codified in the 1987 overlay, the desired 10% of the lot as green space in the rear yard has never been achieved. Overlay adjustments would require a minimum of 30% of the lot in green space, with at least 5% at the rear of the primary structure. A shade tree in the rear yard is also required.

d. Increased Trash Storage Capacity

Current regulations require a dumpster for structures of five units or more. Overlay revisions require 1/4 cubic yard of trash storage capacity per occupant (calculated on square footage), and a dumpster at three cubic yards (12 occupants, regardless of unit count). In addition, all sites must provide an area for trash storage. Refuse Division is requesting an annual registration and inspection of dumpsters (for maintenance and location) and towing rights if access is blocked.

2. Step Down Densities

In addition to providing standards for maximum site development, it is appropriate to regulate new construction within the University Area apartment residential districts to encourage student densities close to campus, while targeting areas more suitable for a diverse population in certain locations throughout the district. The following subarea designations are expressed in terms of a primary site development objective and attendant strategies to meet that objective.

a. Student Core Area A

1) Residential Site Development Objective:

To assure appropriate site design that recognizes the student nature of the area, allowing for maximum development potential and flexibility while providing adequate parking and green space.

2) Implementation Strategy:

a) New Construction: Proposed Development Standards (FAR .6)

b) Substantial rehabilitation of contributing original structures: Proposed Development Standards except:

- An increase in floor area ratio up to .8
- An adjustment to required parking that reflects interior space inefficiencies associated with rehabilitation and conversion.
- Relaxation of parking requirements if needed to provide green space, dumpster and landscaping.
- An exception to maximum building coverage.

c) New Construction in Certain Targeted Areas: Proposed Development Standards except:

- Bonus floor area ratio and height variances if combined with structured parking (joint partnership, parking authority), lot combinations, or other special criteria.

b. Student Area B

1) Residential Site Development Objective:

To assure appropriate site design that recognizes a step down in density levels from the area closer to High Street, that creates a lower density student population, allowing for a return to the area of a more diverse population, including visiting professors, faculty and staff, and older, or post graduate or non-traditional students.

2) Strategy

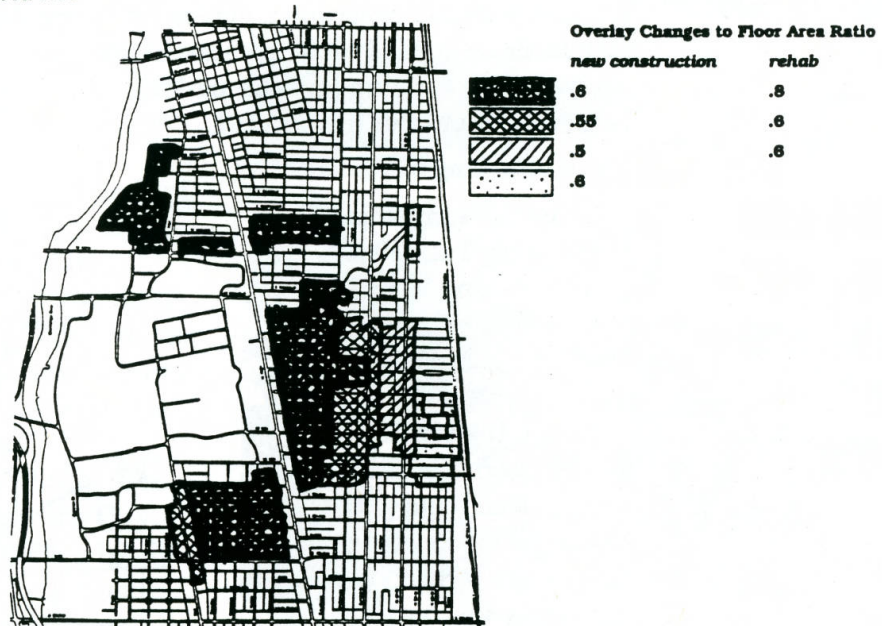
a) New Construction: Proposed Development Standards except:

- A reduction in floor area ratio to .55

- b) Substantial rehabilitation of contributing original structures
 - Floor area ratio of .6
- c. Residential Area C
 - 1) Residential Site Development Objective:

To assure appropriate site design that recognizes shifts in student densities toward High Street, discourages new construction and encourages preservation of this area where 75-85% of the structures are original housing stock.
 - 2) Implementation Strategy
 - a) New Construction: Proposed Development Standards except:
 - A reduction in floor area ratio to .5
 - b) Substantial rehabilitation of contributing original structures
 - Floor area ratio of .6

FLOOR AREA RATIO



3. Replacement of Non-conforming Uses

There has been much Task Force discussion regarding in kind replacement of non-conforming uses. Property owners view the strategy as a way to retain the economic value of the property, while community residents view it as a strategy to eliminate the shoddy or poorly designed second generation buildings for replacement with structures of better appearance.

Many structures in the district were developed under earlier code provisions more appropriate to an earlier time or through variances to or in violation of codes then in effect. Thus, FARs of both original structures and post 1950s structures are sometimes larger than would be permitted under the proposed overlay standards, and parking is almost always insufficient. Under Ohio law and city codes, a

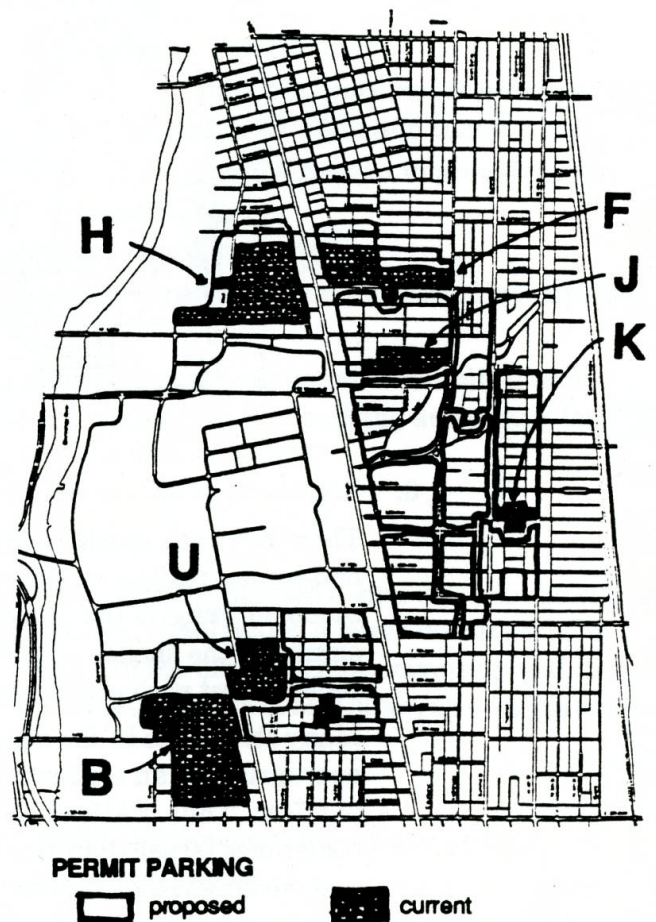
non-conforming use is a legal use as long as it is so used without long-term interruption or abandonment. The intent in allowing non-conforming uses to remain is that they will, through attrition, eventually cease to exist. To require the use to cease would necessitate a finding that the use is a public nuisance.

Absent a declaration of public nuisance, a non-conforming use may remain if certain criteria are met, but may not be rebuilt to the same standards once demolition occurs. To allow the replacement of a non-conforming use in essence grants variances for the site without review, and thus changes the standards for the redevelopment of the site on which it sits. Applied district wide, this permission to rebuild would treat all non-conforming uses differently from all other uses and from each other (each non-conforming use varies from the standards in its own unique way). Such differing application of standards from site to site is arbitrary and bears no relationship to the City's right to regulate for the public good.

In an effort to encourage the replacement of second generation, non-contributing structures while maintaining an evenly applied level of control on density, the following general proposal is recommended for apartment residential zoning classifications: that an FAR up to .8 be permitted for new construction that replaces a second generation, non-contributing structure; and that development standards be applied to the greatest extent possible. Planning staff anticipate allowances in the standards for parking and green space; these will be developed before the standards are codified.

4. Permit Parking

To relieve overcrowding on neighborhood streets, permit parking is recommended for the Traffic Commission's continued consideration. Although the \$25.00 fee for the parking permit will increase costs to the students who live in those neighborhood structures without adequate parking, without the permit system these same students will often find it difficult if not impossible to park near their units. In addition, permit parking is necessary to allow the flexibility needed to make the on site parking requirements of two spaces per three occupants reasonable.



5. One Way Streets

Once permit parking is instituted, along with new development that provides adequate on-site parking, it may be possible to remove parking from one side of some one way streets and restore them to two-way streets. The removal of some parking would also facilitate street cleaning procedures. Further study is needed.

In addition, it has been noted that the use of Summit and Fourth Streets as one-way arterial pairs through the district is blighting to the adjacent residential areas. In light of improvements to the Interstate System, notably I-71, I-670 and 315 (Spring-Sandusky Interchange), it is recommended that consideration be given to eventually returning these arterials to two-way streets.

6. Capital Improvements

Because of its uniqueness as a university neighborhood, housing over 12,000 students and achieving densities higher than any other in the city, the University District warrants increased city services. Of notable need are the alleys which serve the rear of the high density student quarters. Because they are used as a secondary street system, they require increased design standards and paving. In addition, an upgrade of the sewer-storm water system that reflects current Federal requirements should be a high priority for the City. Trash collection has been problematic in the past; however, Task Force members report that collection efforts have never been better. The lack of coordination between trash management of individual sites as well as the variety of trash haulers using the narrow alleys create a haphazard system that could benefit from a coordinated management approach. Again, further study is needed.



An improvement under discussion in the district now is the goal of neighborhood reforestation. Mature trees are an asset in the district. Any program of public/private reforestation would be important to the area.

7. Crime Control

The community, police and The Ohio State University are emphasizing three main projects to address crime in the area. These programs are currently underway: block watch; community crime patrol; and OSU escort services.

B. Compatibility Standards

Recognizing the importance of preserving neighborhood character and identity and ensuring compatibility in the design of new structures, the proposal includes a recommendation for increased compatibility standards in the area experiencing rehabilitation and redevelopment pressures, the student housing area. This area has been delineated as a result of field surveys; in general, the outer boundaries form a rough semi-circle whose center is the oval. Because student densities and the need for student housing relates to proximity to campus, this delineation is more supportable than regulation by zoning classification.

Compatibility standards are not recommended at this time for the more diverse neighborhoods further removed from campus; the need for standards in these areas is not unique to the University District, but may be applicable citywide. In recognition of the Comprehensive Plan process currently underway, a recommendation for increased neighborhood development standards is deferred to that arena.

It has been determined through field survey that a predominance of structures in the student housing area have certain basic visual elements and relationships in common that can be codified to meet the goal of neighborhood conservation. Some have already been addressed through existing standards or proposed changes in the overlay dealing with building scale, mass, density of use, height, lot coverage, and yard limits. Others will be refined through work with the Interim Review Board. Design elements proposed for the apartment residential districts include the following:

- a building's length should be less than twice its width;
- roof pitch of the main structure should be no less than 8/12;
- there must be a pedestrian entrance on a public street and the facade must give the appearance of a primary orientation toward the street through the treatment of windows and doors. Interior stair circulation is encouraged;
- front porches may not be any wider than 80 percent of the facade width; second floor porches may not be any more than 60 percent of the facade width; porches above the second floor are not permitted; roof porches shall give the appearance of being separate and secondary to the main roof structure;
- the proportions of windows and/or window elements shall be vertical; with ratios of approximately 2:3, or greater;
- gable areas should reflect a smaller scale and display more detail;
- no more than two predominate materials should be used; the same material treatment should be used around the entire building; the use of brick is encouraged; install siding horizontally;
- natural wood tones are uncharacteristic and any exposed wood elements, other than flooring, shall either be painted or stained a color, preferably the trim color.

These design elements and others will be reviewed by the Interim Board and stated in codifiable, non-discretionary language.

C. Preservation of Original Housing Stock

Over the past six years, numerous demolition moratoriums and extensions to demolition moratoriums have been enacted by City Council in the University District. Concerns about the demolition of original housing stock and the impact on the district of the structures that were replacing them precipitated these moratoriums, which were designed to allow time for appropriate solutions. The 1987 overlay was a very significant result of these concerns and made important strides in addressing the impacts of replacement structures. However, beyond the historic district delays permitted, no restrictions on demolition have been achieved. (It should be noted that the FAR restrictions for new construction were viewed by some as a disincentive to demolition; however, continued deferred maintenance of original structures and the perceived market advantages of new units apparently work contrary to this disincentive).

Recognizing that it is important to provide opportunities for continuing investment in the district, given the proximity to OSU and the vitality of the area, it appears essential to address demolition control in a straight forward manner rather than manipulating development standards to hamstring development. The following approach is recommended.

Goal: To maintain the student housing area in the district as a neighborhood, by preserving the housing stock essential to the character of the area and ensuring that new construction contributes to the character of the district.

Strategy: To expand existing historic districts or create new districts, as appropriate; to create a two-tier inventory of contributing structures in the remainder of the student housing district for preservation through demolition control and/or FAR bonuses.

Methodology:

- In the case of historic districts, demolition will depend upon a certificate of appropriateness from the Historic Resources Commission or a successful appeal to the Board of Commission Appeals.
- In the remainder of the student housing area, a two-tier inventory of contributing structures will be developed as follows:
 1. **Level One:** Structures that contribute to the essence of the district in such a strong way that their demolition diminishes the quality of the environment beyond replacement and damages the neighborhood character. This category may include potential historic structures or areas.

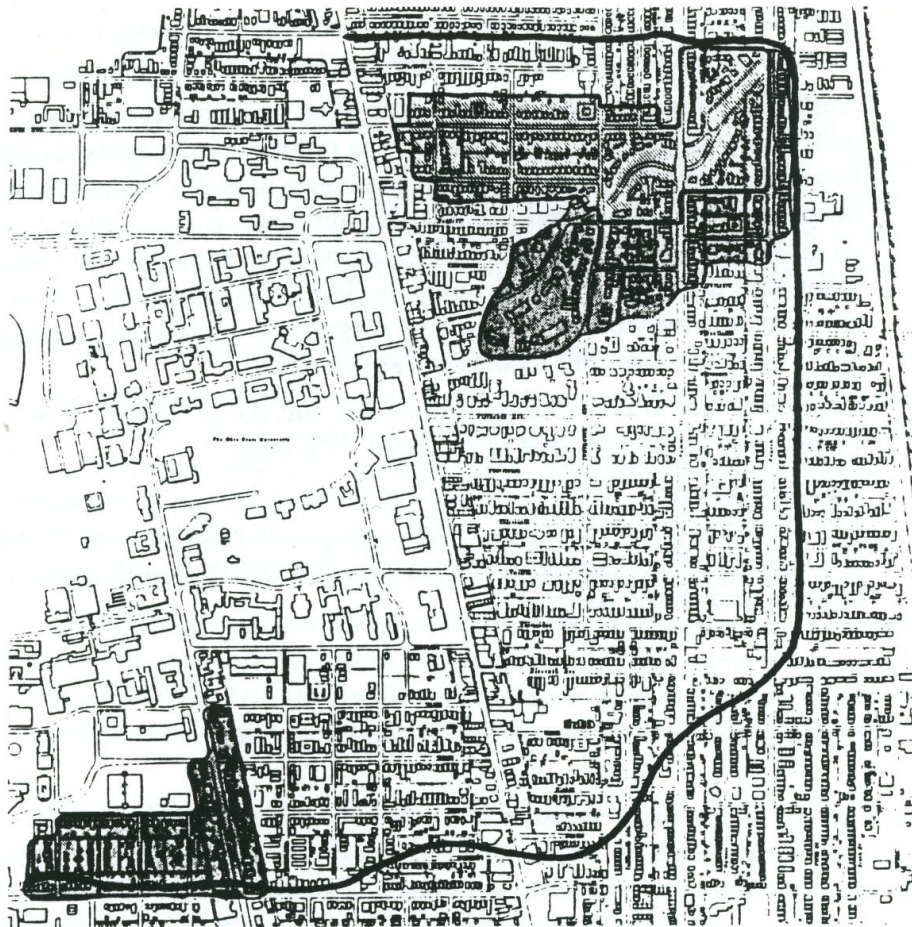


- a. Structural rehabilitation is eligible for an FAR bonus in apartment residential districts
 - b. Demolition is prohibited unless
 - 1) ordered by the city for reasons of public health and safety
 - 2) the owner has endeavored in good faith to find a use for the structure and is unable to obtain a reasonable rate of return on the property or a refusal of a permit would constitute a taking without just compensation.
 - c. No owner of a structure in Level One shall by willful action or willful neglect, fail to provide sufficient and reasonable care, maintenance and upkeep appropriate to ensure such structure's perpetuation and to prevent its destruction by deterioration.
 - d. If demolition is permitted, plans that meet all overlay requirements must be presented and approved by the Review Board for all sites for which redevelopment is planned, before the actual permit is granted.
2. Level Two: Structures that contribute significantly to the character of the district and whose presence is important to the overall integrity of the neighborhood.
- a. Structural rehabilitation is eligible for an FAR bonus in apartment residential districts
 - b. Demolition is discouraged but not prohibited; plans for new construction that meet all overlay requirements must be presented at the time the demolition request is made.
- Jurisdiction over demolition control and the inventory of contributing structures will reside with the Review Officer, and Review Board System (see Implementation).




Bonus FAR: Overlay Standards in Apartment Districts. The apartment residential districts have been grouped into two areas, based upon proximity to campus. In the area closest to campus (generally, the AR-4 zoning south of campus, east of High Street to Indianola, on E. Norwich and W. Lane), a bonus FAR up to .8 for substantial rehabilitation of contributing structures is proposed. In addition, in recognition of the inefficiencies of space utilization in original structures, parking requirements are modified to reflect additional square footage per person. A bonus FAR up to .6 is proposed for substantial rehabilitation in the remaining area (generally, Indianola east to Fourth).

Housing Programs. To promote the community goals of increased homeownership, preservation of original housing stock, and diversity of housing opportunities, programs that could be administered by a non-profit community development corporation are recommended. Programs may involve targeted housing rehabilitation funds, loan guarantees, homeownership programs for faculty and staff of the University, or programs to encourage small investor opportunities.

In addition, the strategy of targeting areas for higher density development when coupled with added amenities (green space, structured parking, etc.) may reduce redevelopment pressures in areas more worthy of preservation.



UNIVERSITY DISTRICT PRESERVATION STRATEGY

-  student housing core area
2 levels of contributing structures
-  Columbus Register of Historic Properties
Historic District
-  new or expanded Historic District

D. ENFORCEMENT

Systematic Code Enforcement. Concerns have been raised regarding code violations in the district. Some property owners feel singled out for citations because of their willingness to comply while others who refuse to comply are ignored. Community residents are frustrated by the need to institute a complaint in order for violations to be addressed. Others voice concerns about illegal conversions and the perceived unmanageability of development in the district.

Systematic code enforcement in the student housing area is recommended. The benefits of such a uniform approach include (1) fairness, (2) the compilation of current uses in the area (baseline information), (3) the correction of health and safety concerns, and (4) the creation of a public record of housing that has met minimum code standards. The estimated costs of implementing the proposal, assuming systematic inspection in the student housing area on a two year rotation, involve the addition of one inspector.

Control of Administrative Waivers. There have been instances of code required dumpster or parking locations receiving administrative waivers that defeat the

purpose of current regulations. Steps should be taken to control these waivers, through coordination and communication between city divisions.

Amnesty. Current policy favors approval of an illegal conversion if three conditions are met. One, the current owner bought the property in its current state without knowledge that the conversion had been done illegally; two, that the building will be brought up to building code standards; and three, that the current owner will provide as much parking as is feasible. Blanket amnesty for all illegal uses might result in additional units being brought up to building code standards; however, it would reward property owners who own units they illegally converted and would prevent a return of those units to a use that meets code standards.

Property Use Data. It is recommended that the procedure of recording the use of a property at the time of sale be required City-wide.

Team Approach. To ensure effective communication between divisions involved in services and regulation in the district, we propose that a team be assembled consisting of a hearing officer (see Implementation), inspectors, health department, refuse division and traffic personnel.

IMPLEMENTATION

A. Legislation

Legislation is needed (1) to add development standards to the apartment residential districts; (2) to adjust FARs for new construction and substantial rehabilitation of contributing structures in various subareas of the apartment residential districts; (3) to add compatibility standards in the student housing area, (4) to enact demolition control procedures and criteria in the student housing area; and (5) to establish the following review officer/review board procedures.

B. Review Officer/Review Board Procedures

It is recommended that a review officer position be established in the Regulations Division to review permit applications for demolition, new construction and rehabilitation in the district, in accordance with the legislative requirements adopted by City Council. In addition, it is recommended that a review board be formed to review appeals from the review officer's decisions, to consider demolition requests outside the jurisdiction of the Historic Resources Commission, and to consider all variance requests in the district.

The advantages of the review officer/review board procedure are (1) expediency for the applicant (if he meets the overlay standards, his plans move forward in the process without delay); and (2) the applicant's ability to appear before a review body for further evaluation of his design solutions if he does not agree with the review officer's decision.

In addition, the use of a review board to consider variances to the overlay and the application of demolition criteria outside historic districts, as well as permit application appeals, provides an essential element of comprehensiveness to the regulatory process. Appeals from the review board would be made through the court system.

In the case of concurrent jurisdiction with the Historic Resources Commission (HRC), the following procedures would apply: (1) Demolition control: the review officer would authorize a demolition permit following receipt of a certificate of appropriateness from the HRC or evidence of a successful appeal to the Board of Commission Appeals. (2) Review of a permit for new construction or rehabilitation: the review officer would review project to ensure compliance with overlay standards following HRC review for compatibility with historic standards.

Appendix A

Development Standards



Characteristics & compatibility

- raised first floor gives building a base
- amount, size, & pattern of fenestration
- facade presence with porch subordinate
- steep roof mass with dormer detail
- brick displays qualities of permanence & stability

- original entry from street, new projects are entered from the sides and back
- scale and mass relationships affect compatibility
- street trees



post-overlay

original

pre-overlay

- good example of scale, mass, facade treatment, porch & gable detail, first floor height, materials; window treatment could be better

- "hole" created by parking
- no street presence, side entry

DEVELOPMENT STANDARDS

Past actions of down-zoning and the overlay have had some positive impacts in the area. However, it was found that the influences of the market and self regulation, seemingly relied upon by the overlay standards, have not been effective and further measures are necessary. Problems remain in the areas of parking, trash, storm water management, circulation, noise, and incompatibility of buildings and site use. These conditions have been aggravated by overcrowding and the lack of sufficiently accommodating the number of people.

The following standards attempt to address the number of people and their related needs as best suited to individual lot development. They should provide parameters for good site design and compatible developments that will improve the quality of life and maintain the character of the area. In summary, they reduce building sizes, provide more parking and green space, and offer incentives for the rehabilitation of original structures. Every effort was made to balance priorities and demands yet provide fair and reasonable regulations for good housing while allowing for maximum development potential and flexibility. In general, these standards are consistent with the adopted area plan, HUD standards, and criteria as applied to apartment districts citywide.

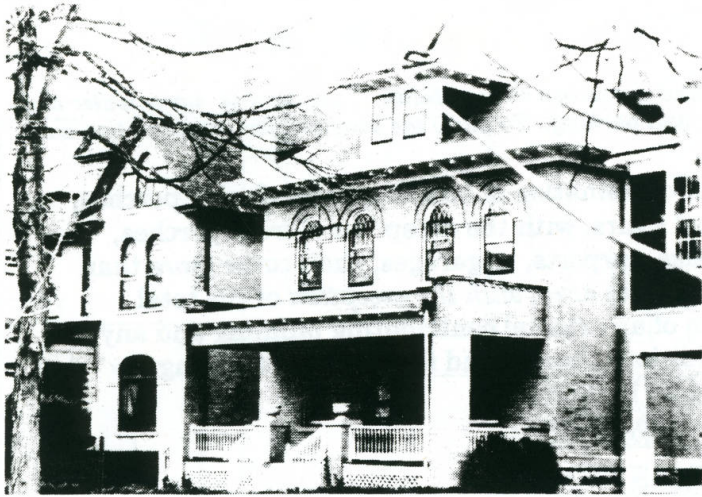
Each standard was developed based on a specific objective (i.e., appropriate green space, adequate parking, etc.). Therefore, depending upon the site and design, the regulating standard will vary. **Maximums are not given by right but serve as a limitation when all other requirements are met.** The intent is that all these standards work in conjunction with each other to provide a development suitable for the site.

The following criteria reflect changes to apartment district standards:

Minimum landscaped area & treatment

Objective: To ensure a balance among the natural and built environment, soft & hard, and to provide a setting for the building. Provide open space and yard area consistent with established guidelines. To recognize rear yards are essentially used as parking lots and the provision of trees offers beneficial mitigating measures consistent with citywide standards. To recognize the priority of mature trees.

- a minimum of 30 percent of the lot area shall be planted and maintained with grass or other live vegetation, in which such a landscaped area of at least 5 percent of the lot area be located at the rear of the primary structure;
- rear yard treatment shall include one new shade tree of 2 1/2 inch caliper for every ten parking spaces or fraction thereof;
- all healthy trees greater than 10 inches in diameter shall be maintained whenever possible, and if necessary, replaced at a rate of two new trees, a minimum of 2 1/2 inch caliper each, for every tree removed greater than ten inch caliper.



Typical original characteristics

- 2 1/2 story, raised first floor, steep roof with dormer, separate one story porch, brick facade visible & decorative
- trees recognized as an asset



New multifamily housing
- massive



Original multifamily housing
- in scale, common on corner lots

Maximum building coverage

Objective: To restrict overbuilding and encourage compatibility. To minimize storm water management. To accommodate more green space and parking. To allow the incentive for rehabilitation and adaptive reuse of original structures.

- no building or combination of buildings, rear & side porches, and/or covered stairs, with the exception of front porches, balconies, decks, carports, or garages, shall cover more than 30 percent of the lot area; *with the exception* of the total rehabilitation of an original contributing building and any permitted additions thereto and for projects replacing non-contributing buildings.

Maximum parking area

Objective: To limit the amount of impervious treatment and reduce the amount of storm water management. To encourage parking as an accessory use and not as a primary use.

- no area devoted to the circulation and parking of vehicles shall cover more than 35 percent of the lot area; *except* for those projects that exceed the base floor area ratio of .60.

Minimum parking area

Objective: To more accurately accommodate the demand by relating the number of spaces to potential occupancy instead of to the number of units.

- the number of required parking spaces shall be determined by the following formulas:

$$\text{new construction: } \frac{[\text{total gross floor area} - (\# \text{ du.} \times 300)]}{200} \times .66$$

$$\text{rehabilitation: } \frac{[\text{total gross floor area} - (\# \text{ du.} \times 330)]}{220} \times .66$$

for the rehabilitation of an original contributing building, the total gross floor area need not exceed an amount equal to a floor area ratio of .80

$$\text{congregate living facility: } \frac{\text{total gross floor area}}{240} \times .66$$

except that;

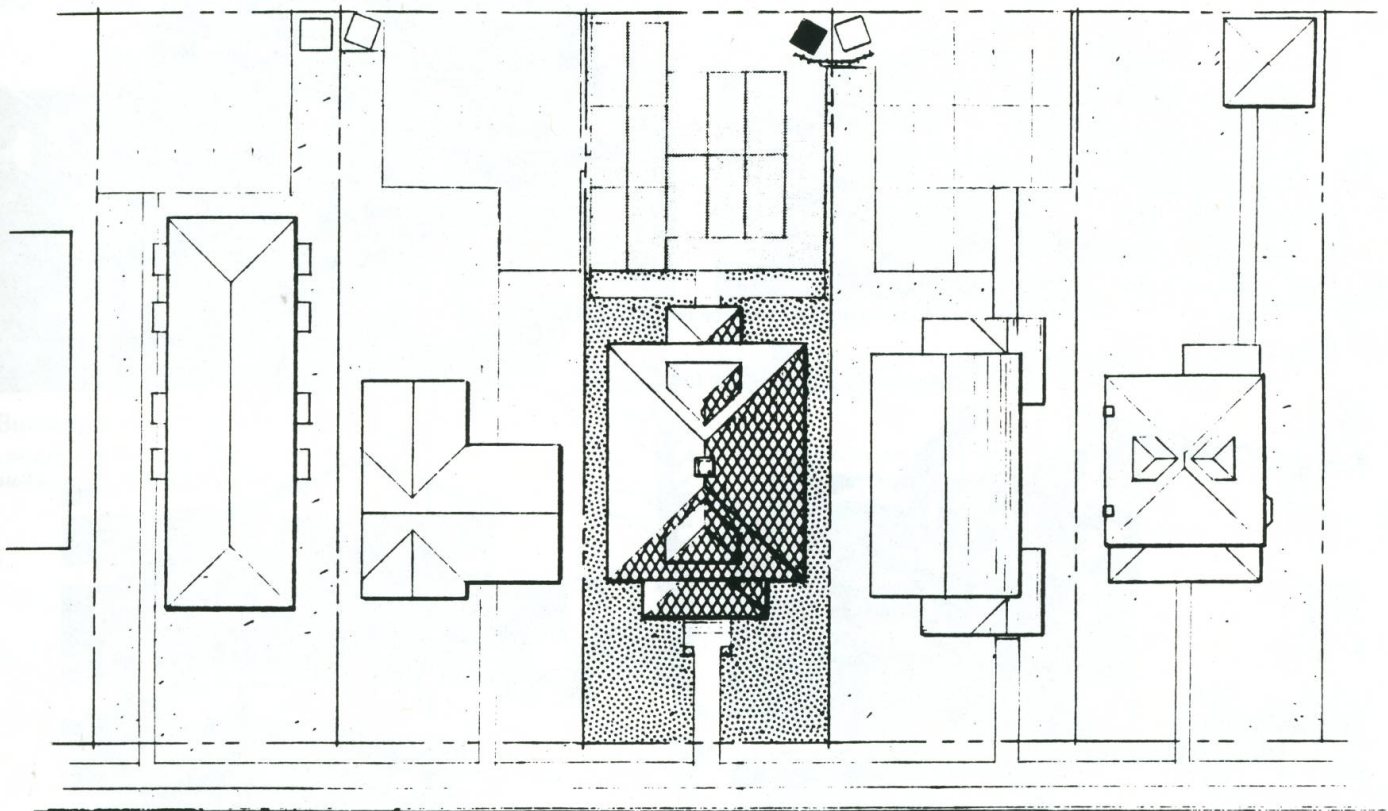
the total number of required parking spaces need not exceed the product of four spaces *times* the number of dwelling units.

Parking

Objective: To accommodate other objectives of green space, parking, and single lot development; flexibility was necessary and also found to be reflective of existing parking patterns.

- two deep stacked parking is permitted. Three deep stacked parking is permitted at a rate of one space for every five spaces required and must be so marked that each three space stall corresponds to a unit greater than 1100 gross square feet;
- parking lot screening need only be provided between any parking lot and street right-of-way; and to the perimeter treatment of any apartment complex or multiple dwelling development.

Site Use Comparisions



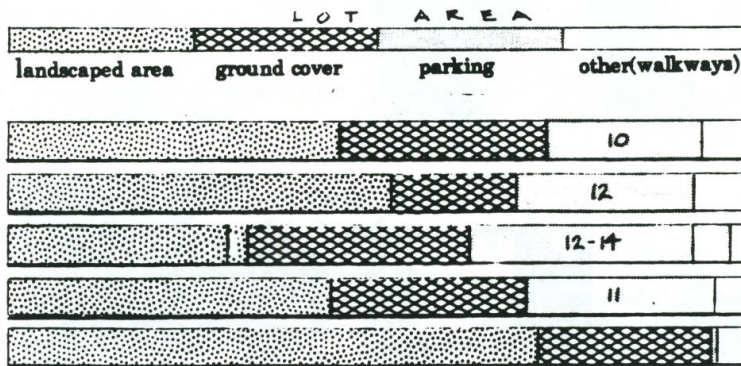
Post 1950

Alt. 1

Maximum Stds.

Alt. 2

Original



Lot area: 7500 sq. ft.

Units: 6 max.

Floor area (FAR .6): 4500 sq. ft.

Est. occupancy: 16 max.

Parking @ 2/3 : 11 spaces req'd

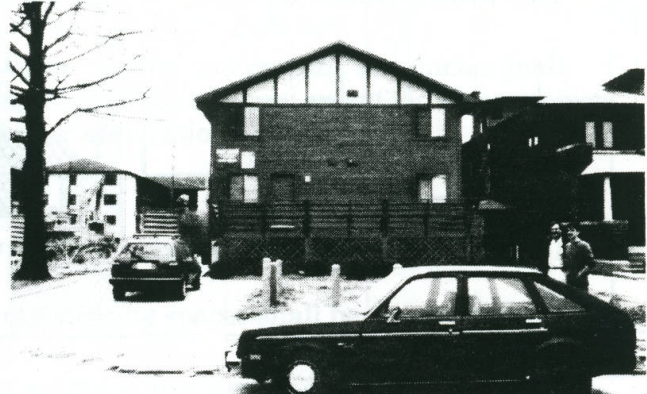
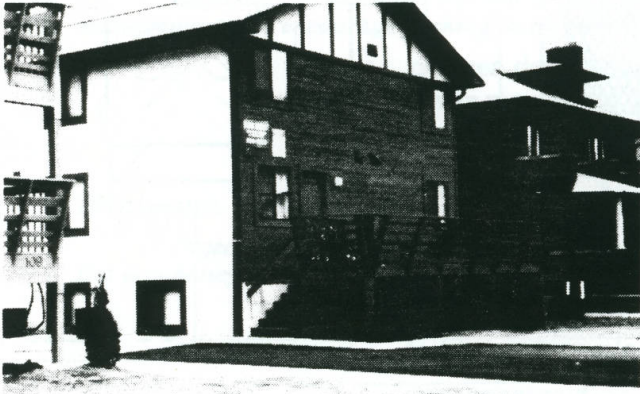
Trees

- mature trees have value and deserve priority



gone tomorrow

here today



- insensitive front yard treatment (asphalt)*
- uncharacteristic suburban type rear yard deck treatment substituting as front porch*
- non-descript facade*

Front yards

- improper use with no screening or buffering*
- loss of mature tree along right-of-way*

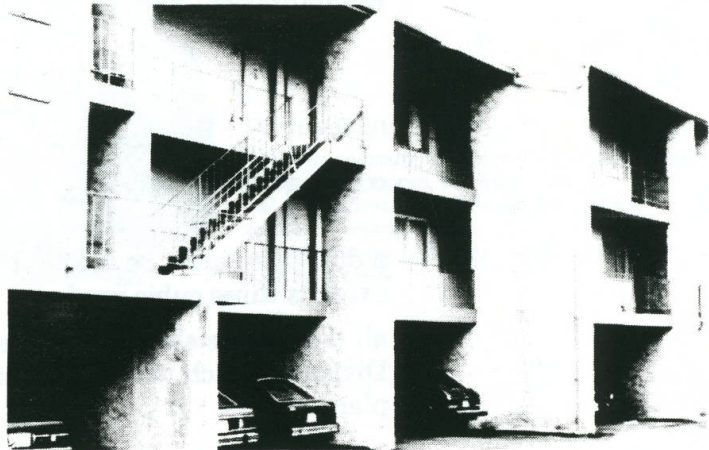




Building tops

- minimal treatment with low roof pitch portrays awkward building proportions

*- original roofs provide substantial tops
- lively facades with interest and detail, not dominated by porches or stairs
- streetscape characteristics weakened by intrusion of incompatible buildings*



- overbuilt sites force strange & uncharacteristic developments upon the neighborhood



"Holes" & dominance

*- parking as a primary use weakens streetscape rhythm
- overbuilding results in excessive site use and dominance of parking*

Trash storage

Objective: To ensure every dwelling or lot is capable of adequately accommodating the storage of trash. To ensure proper placement and maintenance of such facilities. Absent a master trash management plan for the area, shared use of dumpsters is encouraged..

- no trash storage facility or dumpster shall be permitted in any rights-of-way or required: sideyard, landscaped area, or parking area;
- each project site must designate an area large enough to accommodate the required trash storage capacity and access to same;
- if a location waiver is granted with the agreement that trash storage will be adequately handled on a property within thirty feet of the subject site, the designated trash storage area may be used for non-required parking or non-required landscaped area provided it retains the capability to function as a trash storage facility when needed;

- the required trash storage capacity (in cubic yards) shall be calculated based on the following formulas:

new construction:
$$\frac{[\text{total gross floor area} - (\# \text{ du.} \times 300)]}{200} \times .25$$

rehabilitation:
$$\frac{[\text{total gross floor area} - (\# \text{ du.} \times 330)]}{220} \times .25$$

for the rehabilitation of an original contributing building, the total gross floor area need not exceed an amount equal to a floor area ratio of .80

congregate living facility:
$$\frac{\text{total gross floor area}}{240} \times .25$$

- a dumpster must be used if the required trash storage capacity exceeds three cubic yards;
- all dumpsters shall be registered annually with the Refuse Division, which will inspect same for maintenance and proper placement.

Front setback

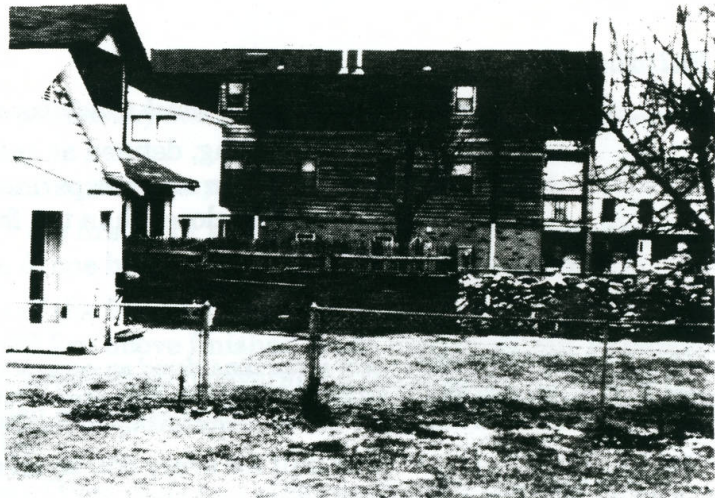
Objective: Compatibility of front building line and to ensure a spacial and attractive streetscape environment of propriety.

- a building line shall be no less than the minimum setback established by adjacent structures and no more than a distance equal to 110 percent of the minimum setback;
- front porches may encroach upon the front setback to a maximum depth of eight feet;
- exterior stairs to any floor other than the first floor will not be permitted in the setback area.

Rear setback

Objective: To provide adequate visibility and maneuvering space.

- the minimum rear setback for buildings and parking shall be two feet. Dumpsters do not require setback.



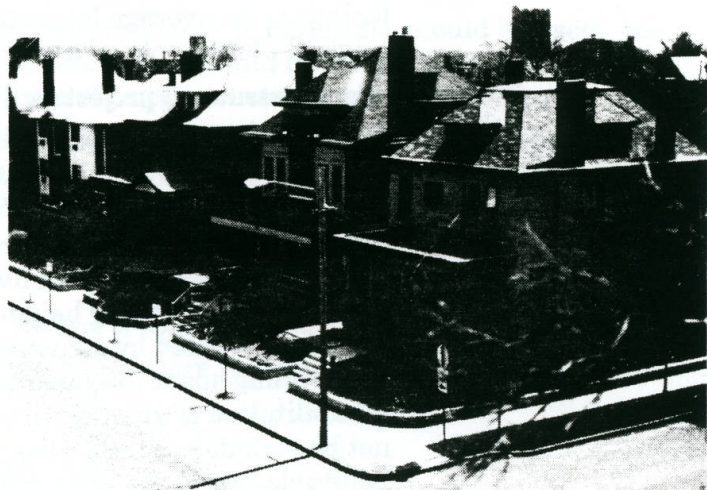
Compatibility

- these properties lack protection from massive new development that encroach into typically rear yard spaces



Compatibility

*- no sense of scale, any streetscape relationships are totally ignored, too high
- at grade first floor & multi-level porch is uncharacteristic
- exposed wood is foreign to typical painted porch elements*



Block presence

- original structures have presence on street and give it identifiable character

Building separation

Objective: To help define and distinguish a building and to provide adequate separation.

- each building, defined as space or combination of spaces enclosed by a common exterior perimeter wall and under a separate roof, shall be no closer than ten feet to any other habitable building on the same lot.

Density

Objective: Units per acre is not considered an accurate measure of density in this area. People per acre is more relevant and is better measured by floor area ratio. However the following unit standard allows the maximum number of units in relationship to the floor area ratio.

- one unit for every 850 square feet of lot area.

Maximum building size

Objective: To maintain a reasonable bulk and scale compatible to the area.

- more than one building is permitted on a lot;
- no one building shall exceed 10,200 square feet of gross floor area.

Maximum floor area

Objective: To govern the number of people housed on a lot through a relationship compatible with the site and the other objectives for the area. To assure development does not negatively impact the infrastructure.

- the maximum total gross floor area permitted for any lot shall be the lessor of:
 - 1.) an amount equal to a floor area ratio of:
 - a.) .80 (subarea A), .60 (subareas B, C, & D), or an amount equal to twice the floor area of the original building; (whichever is less); for the total rehabilitation of an original contributing building,
 - b.) .80 (subarea A), .60 (subareas B, C, & D); for a project that replaces a non-contributing building,
 - c.) .60 (subareas A & D), .55 (subarea B), .50 (subarea C); as the base floor area for all other projects, or
 - 2.) an amount equal to a floor area ratio of 1.2 *times* the square footage of an average lot on the block, as determined by the five original platted lots on either side of the subject parcel;
- new construction projects will be permitted additional floor area in an amount equal to ten percent (10%) of the allowable floor area as determined above, but not to exceed a total floor area ratio of .80, for the complete use of brick on all walls, as approved by the Board;
- total gross floor area shall include all basement and attic space with a height greater than five feet when at least one-half of its floor area has a ceiling height greater than seven feet; unless such area is obstructed by structural members, or is physically incapable of providing space intended to be occupied. *Exception:* in the total rehabilitation of an original contributing building, basements will not be included, unless designed or intended to be used as habitable space. Exterior or interior stairways, garages, and accessory buildings will not be included in floor area calculations. Non-enclosed spaces outside the exterior walls such as open porches, balconies, walkways, and decks also will not be included.

Height

Objective: To ensure a measure of compatibility through massing, form, and building elements. To encourage above-grade living space.

- the maximum height of any structure shall be 35 feet;
- the height of the first floor above grade shall be between two & one half to three & one half feet above the finished grade line;
- the majority of the front principle cornice/eave height must be between 17-23 feet above finished grade line; or within 10 percent of the height established by averaging the existing cornice/eave heights of each principle building on five properties either side of the subject lot;
- When mansard type roofs and other double pitched roof types are used, the point where the roof pitch changes shall serve as the cornice/eave height for calculation purposes.

Compatibility / Appearance

Objective: To ensure a degree of compatibility and reverse a visually chaotic environment into a positive one.

- a building's length should be less than twice its width;
- roof pitch of the main roof structure should be no less than 8 / 12 ;
- there must be a pedestrian entrance on a public street and the facade must give the appearance of a primary orientation toward the street through the treatment of windows and doors. Interior stair circulation is encouraged;
- front porches may not be any wider than 80 percent of the facade width; second floor porches may not be any more than 60 percent of the facade width; porches above the second floor are not permitted; roof porches shall give the appearance of being separate and secondary to the main roof structure;
- the proportions of windows and/or window elements shall be vertical, with ratios of approximately 2:3, or greater;
- gable areas should reflect a smaller scale and display more detail;
- no more than two predominate materials should be used; the same material treatment should be used around the entire building; the use of brick is encouraged; install siding horizontally;
- natural wood tones are uncharacteristic and any exposed wood elements, other than flooring, shall either be painted or stained a color, preferably the trim color.

Congregate living facilities

Objective: To ensure the density of this type of housing is compatible with the area and its zoning.

- no facility shall house more than one occupant per 240 square feet of lot area.

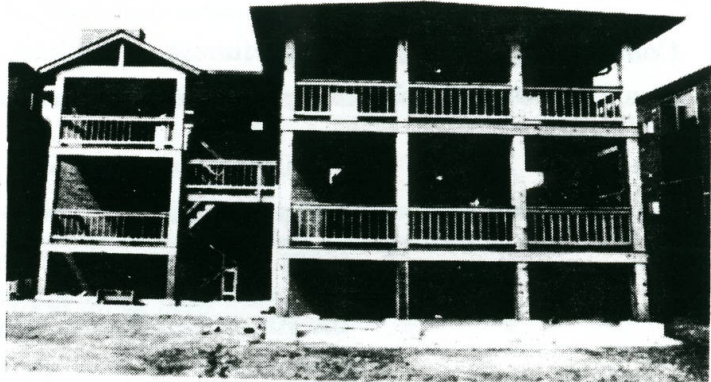


Blank facade

- at grade floor level uncharacteristic



Cluttered facade



No facade

*- porches obliterate any sense of building
- half-in / half-out living space uncharacteristic,
first floor level too high, no base for building and
minimal top*



New multifamily

*- good massing, roof & window proportions, and
the handling of exterior stairs, which aren't
permitted to dominate the facade*

Insensitive renovation

- awkward, massive & imposing upper level porch additions, roof is obliterated, inappropriate stage set application of materials, natural wood look and modern windows are uncharacteristic, lack of detail



Original porches

*- building facade visible and porches appear as appurtenances to the main structure, separate roof structures, attention to detail & decoration, finished with paint treatment
- attention also given to the top (roof) of building*



PLANNING DIVISION SURVEY

During the summer of 1990, the entire Planning Division conducted the attached survey. Every address in the apartment districts and many others throughout the district were surveyed. The results offered additional data from which, when combined with other sources, reasonable assumptions could be made. The surprise benefit came not so much from the hard data but from the knowledge gained through talking with people. Students, tenants, property managers, landlords of one property or more, long-time residents, and non-residents all had interesting perspectives.

The information was helpful in determining the number of people and the extent of original structures remaining. (See attached maps; Areas of Similarity; Post 1950's Structures; Post 1987 Overlay Structures).

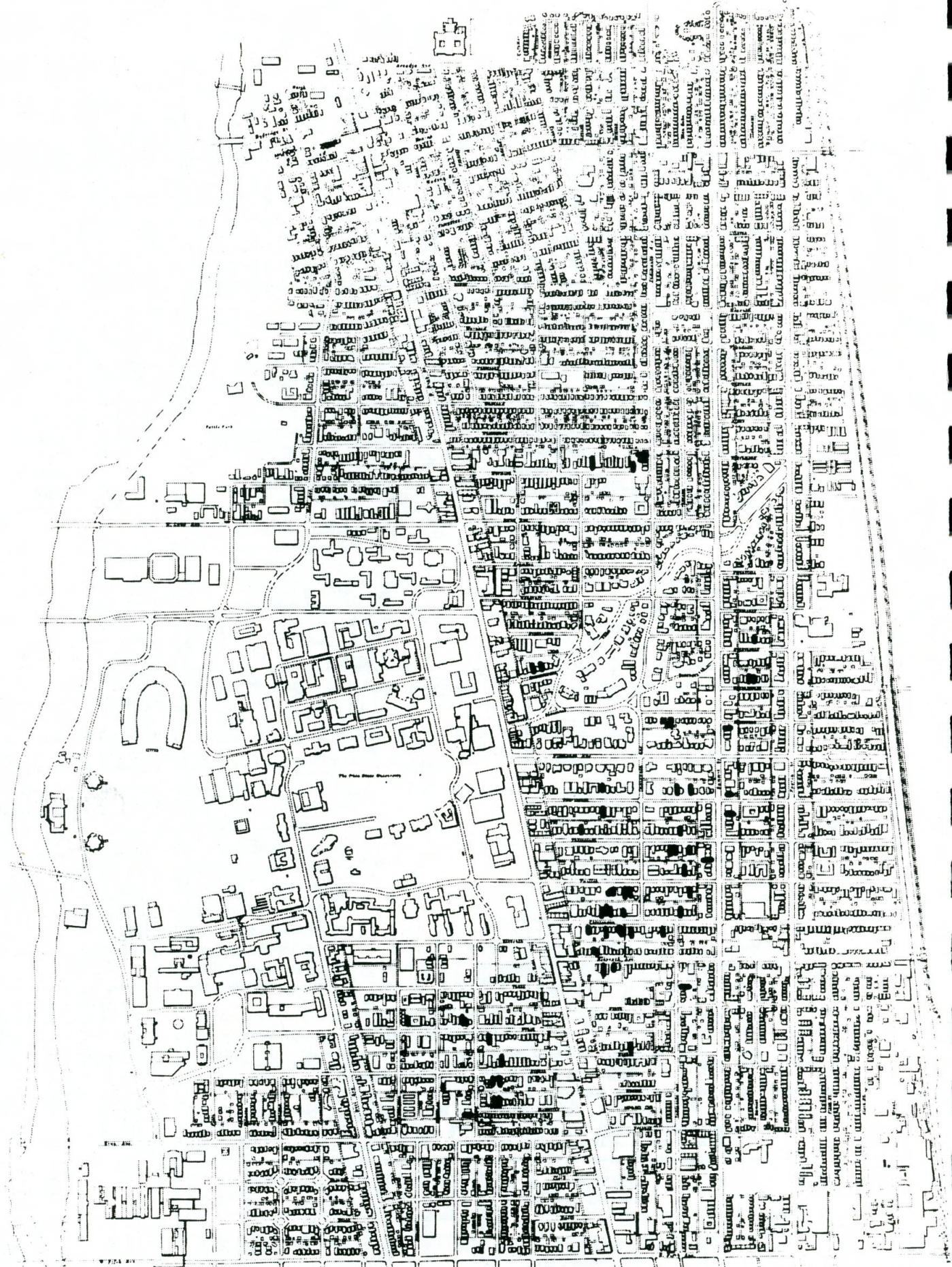
ADDRESS AGE/CHANGES	ORIGINAL TO SITE (pre- WW II) <table border="0"> <tr> <td></td> <td>substantial addition</td> <td>major alteration</td> </tr> <tr> <td>POST WW II</td> <td>rehabbed</td> <td>resided / remodeled</td> </tr> </table>		substantial addition	major alteration	POST WW II	rehabbed	resided / remodeled	ORIGINAL TO SITE (pre- WW II) <table border="0"> <tr> <td></td> <td>substantial addition</td> <td>major alteration</td> </tr> <tr> <td>POST WW II</td> <td>rehabbed</td> <td>resided / remodeled</td> </tr> </table>		substantial addition	major alteration	POST WW II	rehabbed	resided / remodeled																																				
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UTILIZATION STATUS	occupied vacant under const. for sale for rent	occupied vacant under const. for sale for rent																																																
PERCEPTION OF USER	student family owner occ. owner occ./boarder tenant can't determine	student family owner occ. owner occ./boarder tenant can't determine																																																
STORIES (count LL. liv. sp. if majority of story is above grade)	1 1 1/2 2 2 1/2 3 3 1/2 4 LOWEST LEVEL USE: basm't living sp. HEIGHT OF 1st FL. ABOVE GRADE: below 1' 1'-2' 2'-4' 4'+	1 1 1/2 2 2 1/2 3 3 1/2 4 LOWEST LEVEL USE: basm't living sp. HEIGHT OF 1st FL. ABOVE GRADE: below 1' 1'-2' 2'-4' 4'+																																																
TERRAIN	flat gentle slope retaining wall steep terrace	flat gentle slope retaining wall steep terrace																																																
ENTRY ORIENTATION (primary door loc.)	front side mirrored side courtyard rear (related)	front side mirrored side courtyard rear (related)																																																
ROOF	PITCH: flat shallow intermediate steep TYPE: gable hip gambrel mansard flat shed dormers chimneys	PITCH: flat shallow intermediate steep TYPE: gable hip gambrel mansard flat shed dormers chimneys																																																
PREDOMINANT EXT. MATERIALS (add "F" to indicate facade materials)	brick block stone fake brick/stone stucco wood siding (painted) wood siding (stained) metal/vinyl siding asbestos/asphalt shingle	brick block stone fake brick/stone stucco wood siding (painted) wood siding (stained) metal/vinyl siding asbestos/asphalt shingle																																																
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PARKING (on-site)	front _____ side _____ rear _____ garage _____ none _____ defined (yes somewhat no) lined curbed/wheel stops catch basin blacktop/concrete gravel grass/dirt other _____ VEHICLE ACCESS TO SITE: front side rear	front _____ side _____ rear _____ garage _____ none _____ defined (yes somewhat no) lined curbed/wheel stops catch basin blacktop/concrete gravel grass/dirt other _____ VEHICLE ACCESS TO SITE: front side rear																																																
IMPRESSIONS	CONDITION: new obvious normal needs needs beyond attention care/maint. painting repair repair APPEARANCE: appealing compatible materials compatible colors offensive ugly bland awkward in / out scale well / poor proportioned CHARACTER: (bulk, height, detail, arch. features, materials, setback, etc.) consistent with block face <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> out of character w/ block face OVERALL I CONSIDER THIS PROPERTY TO BE : an ASSET / LIABILITY If money were no consideration, should this structure be retained as a positive element to the character and quality of life of the neighborhood? YES NO	CONDITION: new obvious normal needs needs beyond attention care/maint. painting repair repair APPEARANCE: appealing compatible materials compatible colors offensive ugly bland awkward in / out scale well / poor proportioned CHARACTER: (bulk, height, detail, arch. features, materials, setback, etc.) consistent with block face <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> out of character w/ block face OVERALL I CONSIDER THIS PROPERTY TO BE : an ASSET / LIABILITY If money were no consideration, should this structure be retained as a positive element to the character and quality of life of the neighborhood? YES NO																																																
COMMENTS																																																		



The University District

POST 1950's STRUCTURES



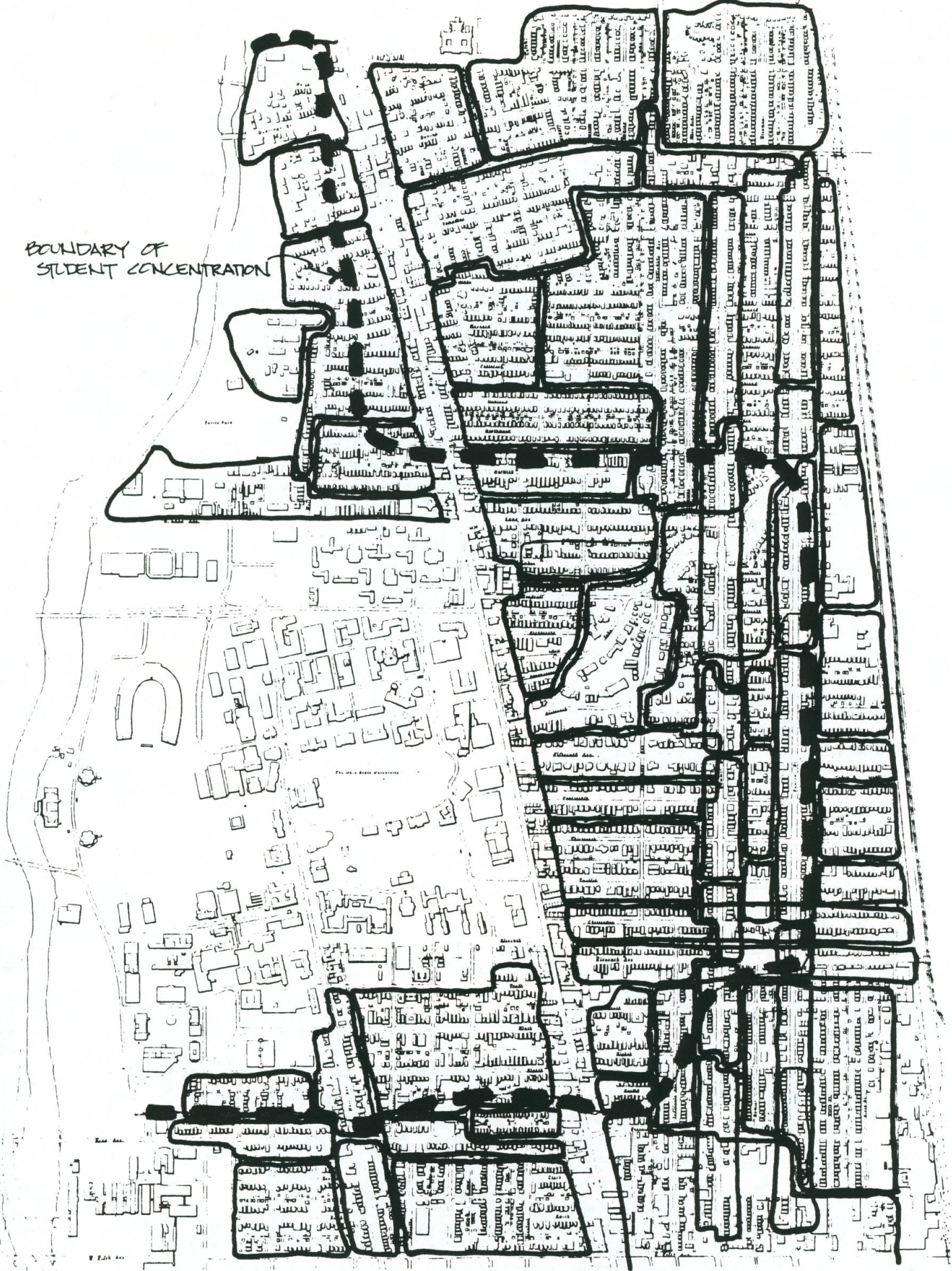


The University District

POST 1987 OVERLAY STRUCTURES



BOUNDARY OF STUDENT CONCENTRATION







The University District

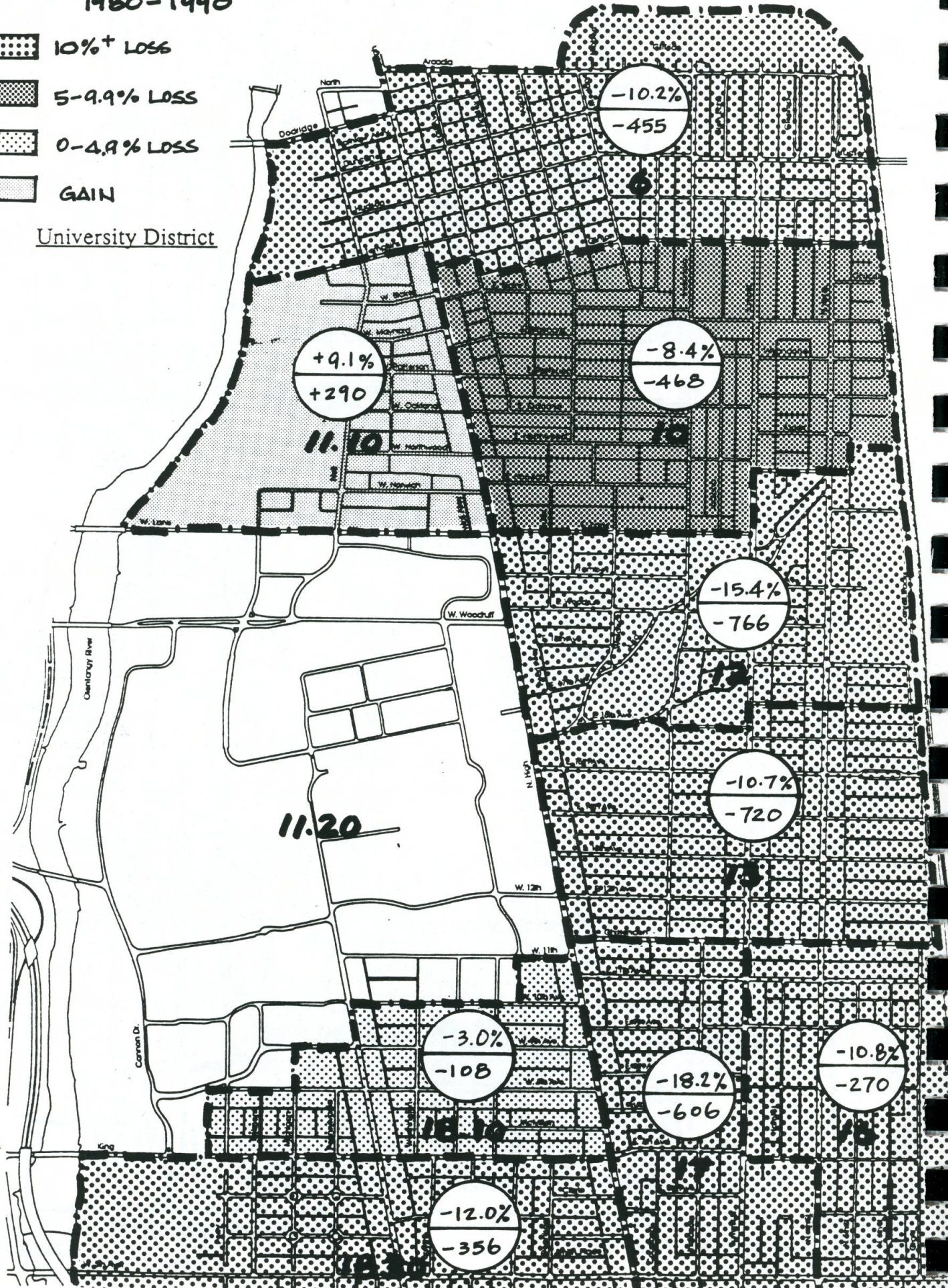
AREAS OF SIMILARITY



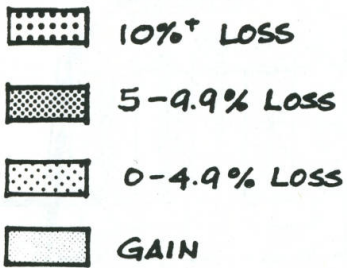
POPULATION CHANGE 1980-1990

-  10%+ LOSS
-  5-9.9% LOSS
-  0-4.9% LOSS
-  GAIN

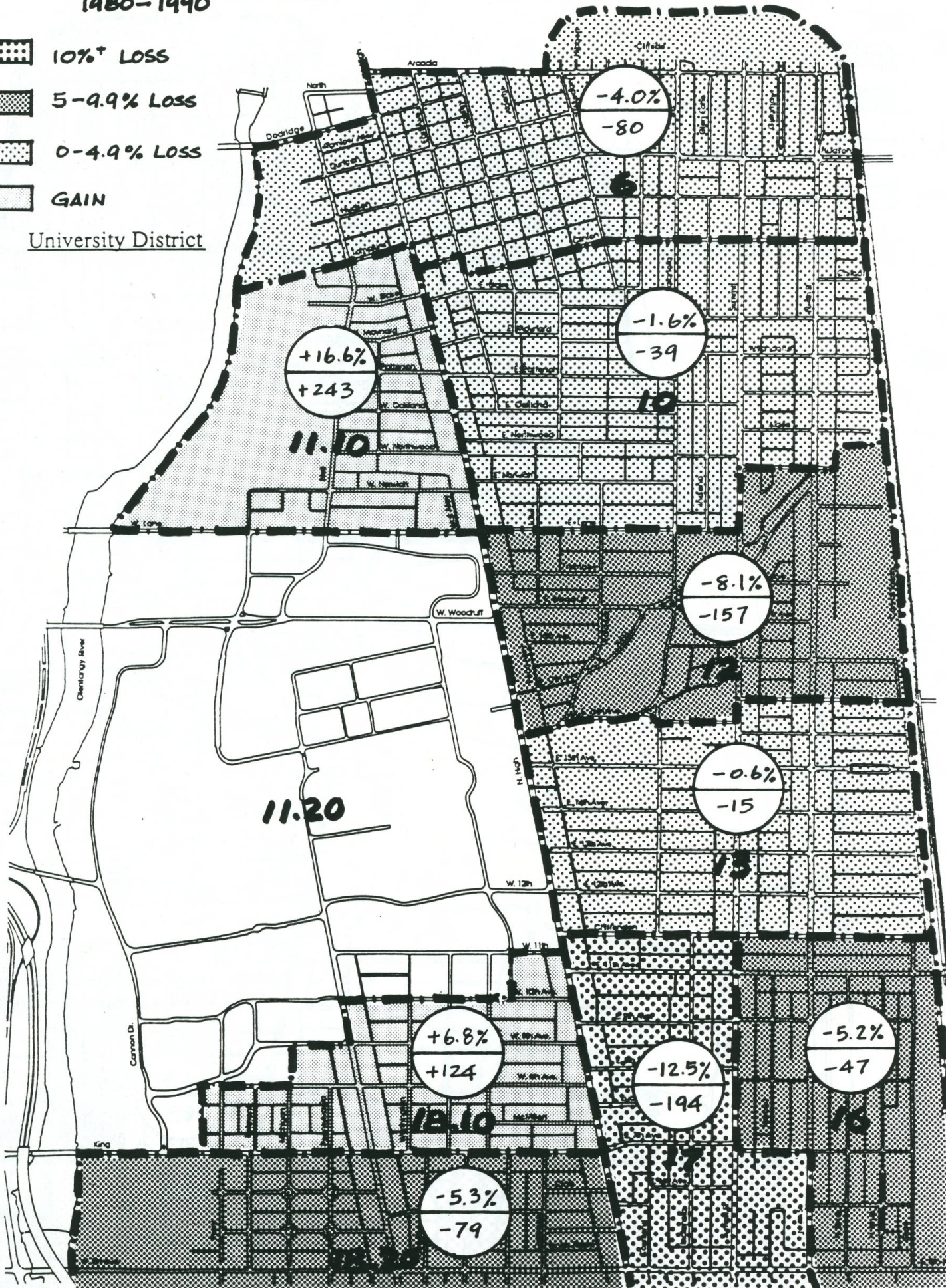
University District



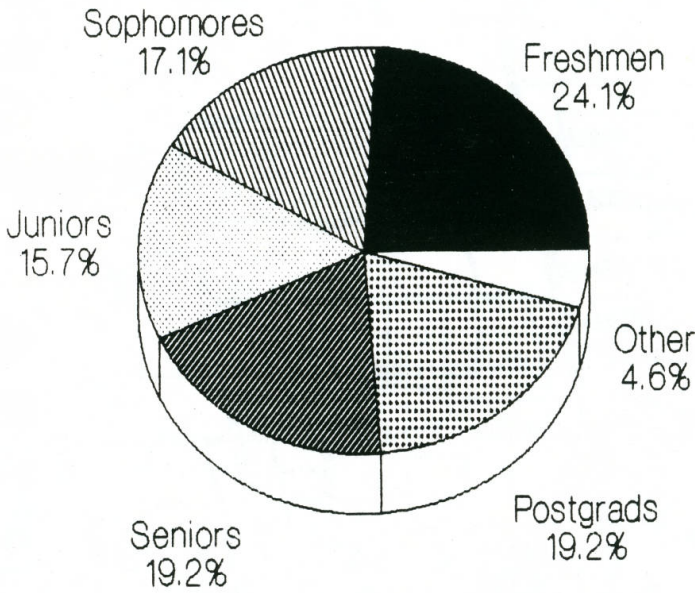
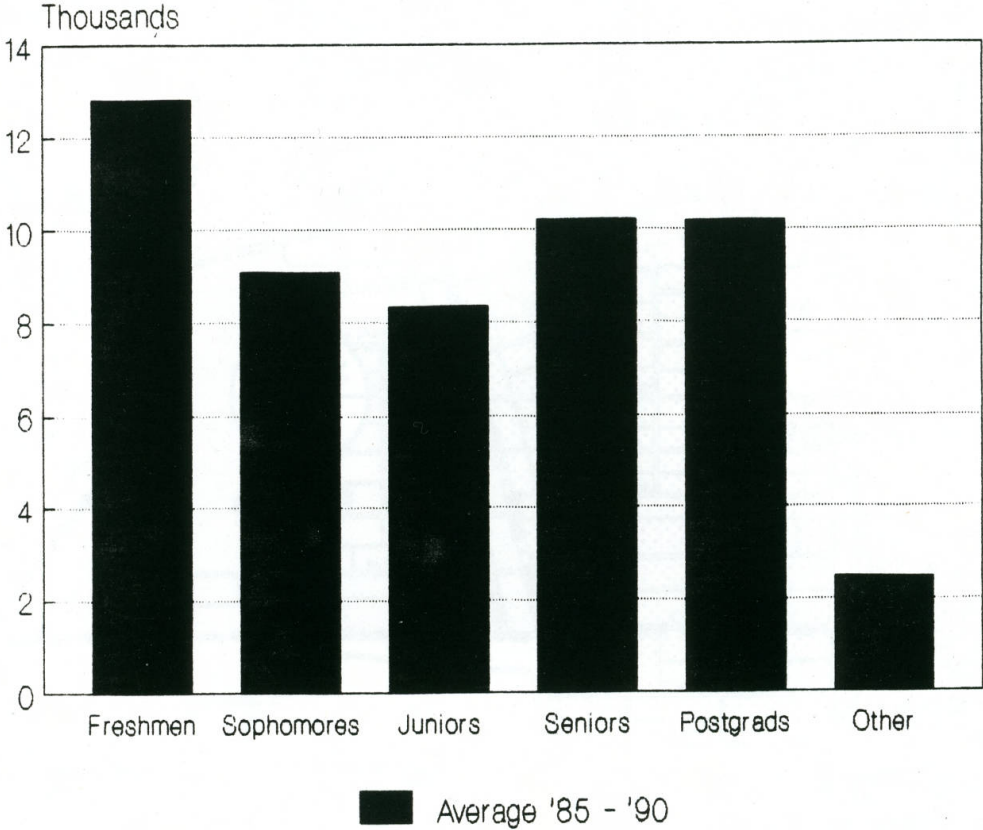
HOUSEHOLDS CHANGE 1980-1990



University District

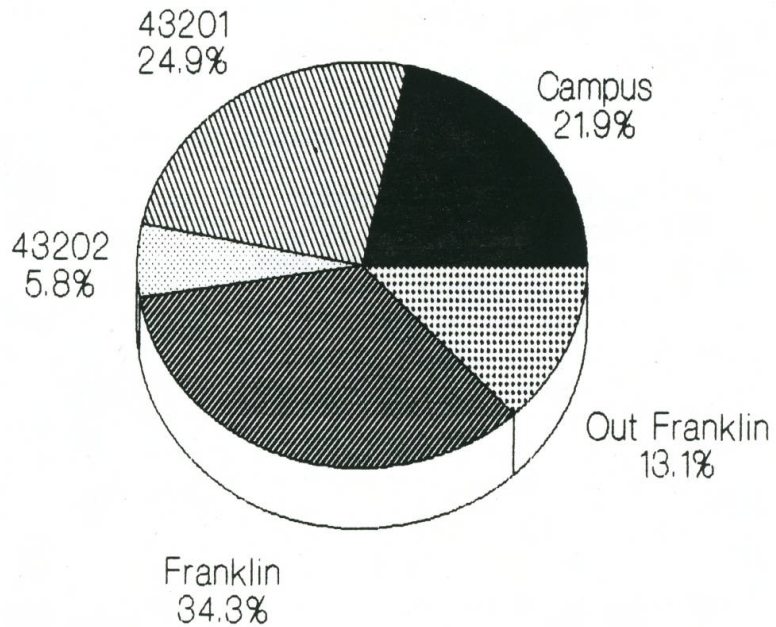
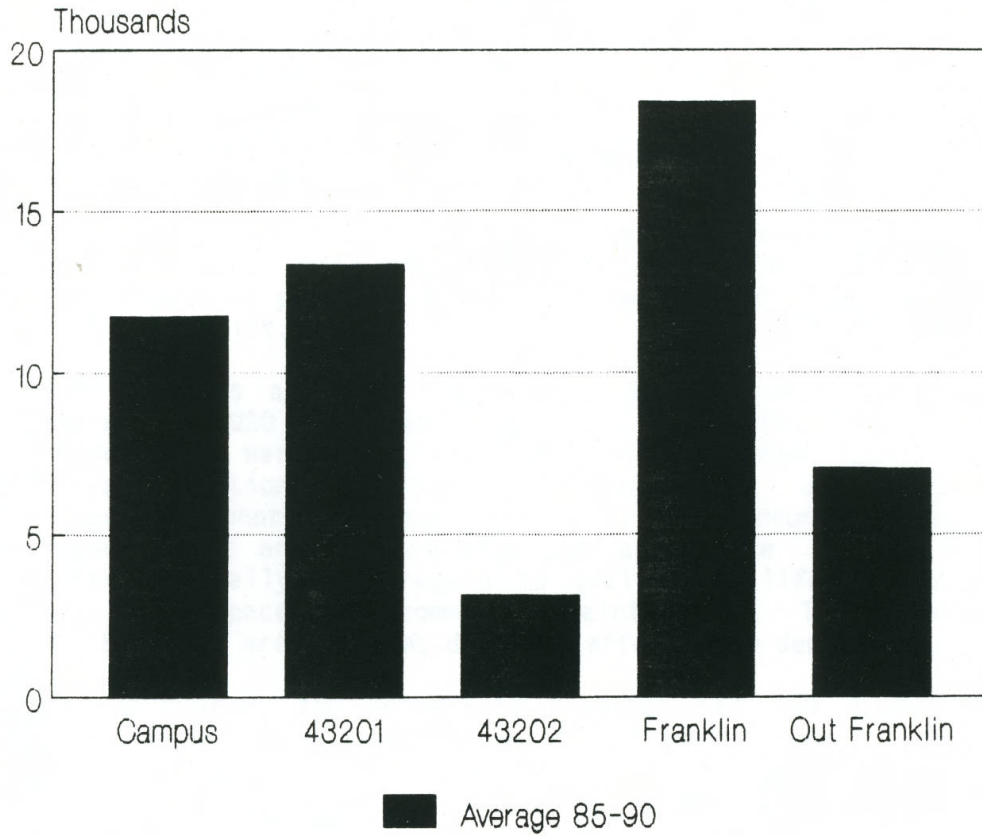


Students by Class



Source: OSU Business and Administration

Students by Location





University District Organization, Inc.

2253 NORTH HIGH STREET

COLUMBUS, OHIO 43201

TELEPHONE (614) 294-5113

25 February 1991

John P. Kennedy, Councilman
Columbus City Council

Dear Councilman Kennedy,

The University District Organization has participated on the Task Force, which began with the demolition moratorium in July of 1990, to give input to possible additional development standards for the University District.

The UDO Board is a coming together of many voices and perspectives, but the work of UDO has stood and still stands for the goals of the Task Force which were drawn from the Council-adopted "Community Directions"--preservation of original housing stock and neighborhoods, increased homeownership along with housing opportunities for diverse populations, and an improved physical appearance in the University District--especially with regard to quality of life issues such as parking, open space, and community maintenance. These are no longer issues, but they are problems directly affected by density.

At 85 people/acre, the University District has the highest density in the city, and development under the Planning Overlay still allows for density as high as 115 people/acre. The present Overlay, though the result of much cooperative effort, would have been able to address the issue of density control if development had happened only when replacement was necessary or market factors of increased student population prompted the need for additional housing units. However, this did not happen. Currently, the City is taxed to its maximum to provide services to the present density levels, and development continues despite continued stabilization of OSU student enrollment, the existence of a variety of greater housing opportunities for OSU students throughout the city, and projected college enrollment across the country for the next decade.

The Planning Division has correctly demonstrated that the University District is at a crisis point of overdevelopment, barely adequate city services, original housing stock with rehab potential but in fading condition, and a number of second-generation buildings (mostly apartments) of inferior quality built in the 1950's and 60's. The University District is a complex area, and we welcomed the chance for reflection that the last eight months have provided. The Planning Division's professional study of the area--and their recommendations--have provided for more than adequate opportunity for input and have validated the process. Many of the recommendations need implementation over the entire District as well as the core campus area, and we strongly encourage Council to consider their findings and move forward to legislation after appropriate review. UDO wishes to again thank the Planning Division and others, such as yourself, John Skunza, and Pete Cass for their enormous work. Thank you.

Doreen Uhas-Sauer 
President



university community association

2253 NORTH HIGH STREET

COLUMBUS, OHIO 43201

TELEPHONE (614) 294-5113

February 26, 1991

Stephen R. McClary, Administrator
Planning Division
Department of Development
99 N. Front St.
Columbus, OH 43215

Dear Mr. McClary:

The University Community Association **very strongly** supports the University District Planning Study Report to City Council February 28, 1991 prepared by your office. The report is clearly an objective analysis and summary of the problems and concerns facing the University District as discussed by the University District Task Force. The recommendations presented offer sound, clear approaches toward beginning to solve our community's problems.

The University Community Association **emphatically urges** the City Council to support this document and implement the legislation and other changes it recommends. As we all well know, and can no longer ignore, the University District is a very unique area and has dynamics unlike any other neighborhood in the City of Columbus due to the presence of one of the world's preeminent and largest universities, The Ohio State University. Unlike other neighborhoods in the City it has a greater daytime population than night time population and therefore has many problems that are not associated with traditional inner city neighborhoods. Because of its uniqueness and special dynamics, it requires and must have additional City resources and innovative, creative approaches to solve the problems it suffers. With strong City Council support we believe this document can be the start of a new beginning in our community and reverse the "ghettoization" it has suffered over the last three decades due to neglect and rampageous overdevelopment.

In addition UCA would like to take the opportunity to thank you and your staff for a job well done. As a member of the task force and having participated in the many meetings your task was not easy. Your staff performed very professionally and brought the planning expertise to the table needed to guide such a diverse group of interest through the planning process.

Once again, we **strongly support** implementation of this document and believe it is a positive step toward creating the changes needed, that will not only provide for needed planned controlled development in our community, but can result in the Renaissance of the University District.

Sincerely,


Joyce E. Bushman
President

cc. Jane A. Schoedinger, Director, DOD
John P. Kennedy, Councilperson
Cindy Lazarus, President, City Council

1714 N. High St.
Suite B
Columbus, Ohio
43201
(614) 299-2866

UCBA
UNIVERSITY
COMMUNITY
BUSINESS
ASSOCIATION

February 25, 1991

Stephen R. McClary
Administrator
Planning Division
Development Department
109 North Front Street
Columbus, Ohio 43215

Dear Steve,

I would like to take this opportunity to join Brad Shimp and Pasquale Grado in thanking you and the Planning Division for the exemplary effort put forth during the last nine months with the "University District Planning Study." This effort, combined with the initiative of Councilman John P. Kennedy and City Council to institute interim control legislation (30 July 1990), lays the foundation for future work to insure the highest quality of life in the University District.

As you are well aware the University Community Business Association, in cooperation with the University District Organization, the University Area Commission, the University Community Association and most importantly The Ohio State University, have been directing their efforts towards developing a comprehensive understanding of the community as a whole. We believe that by working together - the City, businesses, and the community at large - that the potential for positive change in the district is without limits. The most recent example being the document "Proposals for Change: An Effort of the University Community Towards Developing a Comprehensive Plan.", 1990. The University Planning Study, which goes to City Council for their recommendations on 28 February 1991, is another significant contribution towards achieving economic stabilization of a community in transition. With efforts such as this, the quality of life will be improved for the entire University District.

It is with these thoughts, that we join the other members of this community to urge City Council to move forward and use this report to create appropriate legislation to replace the interim controls that terminate in July of this year. We would also encourage development of other vehicles through which a coordinated effort can be created to implement a comprehensive plan and lasting solutions for this community.

In closing special thanks should be given to Kathy Shaw, Ken Klare, Keith Parril, and the interns, without whose efforts this report would not have been realized. Please feel free to contact this organization for further assistance.

Yours truly,



Ron Zeller
President



copy: Pasquale C. Grado
Brad Shimp



Business and Administration

108 Bricker Hall
190 North Oval Mall
Columbus, OH 43210-1362
Phone 614-292-7970

February 26, 1991

Mr. Steve McClary, Administrator
Planning Division, Development Department
City of Columbus
99 North Front Street
Columbus, Ohio 43215-2836

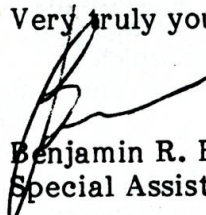
Dear Steve:

This office supports the review and continuation of the process outlined in the document the Planning Division recently developed: "University District Planning Study, A Report to City Council" dated February 28, 1991.

We recognize the many hours of effort and thought that have gone into the development of not only the document itself but also the implementation of the District's interim review standards process. We are very appreciative this effort and feel it is paramount that we press forward.

Thank you for the opportunity for participation and input into the process and thank you for your continued interest and support of The Ohio State University and the University community.

Very truly yours,



Benjamin R. Brace
Special Assistant to the Vice President

BRB/jrm

c: E. Gordon Gee
James L. Nichols



Office of Campus Planning
and Space Utilization

8 Bricker Hall
190 North Oval Mall
Columbus, OH 43210-1321
Phone 614-292-6081

February 28, 1991

John P. Kennedy, Councilman
Columbus City Council
90 West Broad Street
Columbus, OH 43215

Dear Councilman Kennedy:

As a member of the University District Task Force, it is my pleasure to comment on the proposal elements contained in the University District Planning Study prepared by the Task Force and the Development Department Planning Division and forwarded to you as of this date.

Let me first apprise you of the University's satisfaction with the work done by the Planning Division's staff in this effort. Kathy Shaw, who chaired the Task Force meetings, was untiring in her dedication to the tasks faced by the Task Force and brought to bear a high degree of professionalism and expertise in coping with the diverse interests represented in the group.

1. The analysis of the forces at work in the University District is generally well done. Although we do not entirely agree with references made to the relationship of University parking decals sold to on-campus parking spaces available, we do agree that consideration of University parking policies is an important aspect of the analysis of conditions in the District. A modified interpretation of those policies would include an evaluation of time-of-day parking demand, a look at growing nontraditional enrollments, and turnover phenomena in parking lots and garages, all to pinpoint the effects of those policies on District parking conditions.
2. We strongly agree with the emphasis placed in the report on matters of density. It is our observation that the development which has taken place in the District in the years since the AR districts were instituted are much too high for the services, utilities and other urban amenities which are available. Indeed, those burgeoning densities have far out-paced the capacities of supporting systems of all types -- storm and sanitary drainage, trash pickup, parking supplies, green spaces, etc. The report makes that point very firmly.
3. In laying the groundwork for this report, the Task Force and the staff looked closely at both the performance of the development community after adoption of the 1987 Overlay and the results of establishing the Interim Review Board to review permit applications in the District. Excellent information was extracted from those evaluations, but more interesting and almost as meaningful was the information developed about the performance history of development practices in the area. In short, the understanding we received concerning how land use legislation

John P. Kennedy
February 28, 1991
page 2

has been used (and abused!) to maximize investment return, especially in the core area, supports the observations we have made about the community around the campus.

4. A substantial number of University staff and faculty have been deeply involved in the University District for a number of years. We are represented in all the so-called "U" organizations -- University Community Association, University District Organization, University Community Business Association and University Area Commission -- and our representatives, for the most part, are or have been residents of the District. We are informed about the District and, after participating in this Task Force effort and reviewing the resulting Report to the City, we sense a strong opportunity is at hand to initiate the kinds of controls needed to make this community the place it has had the promise to be.

In summary, I am in agreement with the recommendations contained in the Report to the City. I believe they were developed with full consideration for the positions and needs of all who were involved in the process. And, while adoption of the recommendations will be a major impetus to efforts toward general District environmental improvement without a significant penalty to responsible development, there are two areas of activity which must be emphasized: code enforcement and gains in owner occupancy. Unless there is a concerted effort on the part of the City to insure there is code compliance, there will continue to be illegal conversions and other manifestations of the kind. And, unless the City, the District and the University use every available measure to preserve the existing housing stock, improve the District environment and establish the District as THE place to live in urban Columbus, a transient University District will not reach its potential. Our president, E. Gordon Gee, has publicly indicated his concern about the community and his support for efforts to improve it. I hope that this Report to the City on the University District Planning Study will be a step toward achieving that goal.

Sincerely,


Jean D. Hansford
Campus Planner

JDH:st

cc: Benjamin R. Brace
E. Gordon Gee
James L. Nichols
Kathy Shaw
Steve McClary

February 25, 1991

Stephen R. McClary
Administrator
Planning Division
Development Department
Columbus, Ohio 43215

Dear Mr. McClary,

As the student planning intern for the University Area Commission, I feel very fortunate to have been involved with the University Area Task Force. I had the opportunity to share ideas and research with Kathy Shaw and have helped Julie Gafford with the parking study. Even from my mainly observational perspective, I can tell that the Planning Division has worked very diligently and has accomplished a great deal in a limited amount of time. You folks are to be commended.

Through my experience with the University Area Commission, I feel I understand the various problems facing the University Area. The Planning Division's recommendations to be presented to City Council on February 28 are a good first step in solving the various problems facing the University Area. Limiting residential densities, creating enforceable compatibility standards, creating permit parking districts, etc., can only work to improve the situation.

However, these recommendations are merely that, recommendations. They must be followed through with effective legislation to enact those recommendations. It would be disappointing to have created viable recommendations without making a substantial effort to implement them. In fact, discontinuing this process will create very harmful effects, resulting in a further loss of community identity and a lowering of the University Area's quality of life. I remember attending a luncheon sponsored by the University Community Business Association where those in attendance were asked to share their vision of the future of the University Area. A recurring answer was that the University Area should become a safe, clean, and attractive place for people to live, work, and visit. If implemented, I believe the Task Force's recommendations will move us closer to that goal.

Yours truly,

Robert D. Thaeler

Robert D. Thaeler
Intern, University Area Commission

ale C. Grado