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COLUMBUS, OHIO 43215

bryden road land use study



Mayor Tom Moody

Department of Development

Director N. Jack Huddle

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50 West Broad Street
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Columbus, Ohio 43215

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July 19, 1976

City Council
City Hall
Columbus, Ohio 43215

Honorable Members of Council:

In reference to your request, a report on Bryden Road is attached for your review and consideration. The report is a result of extensive field analysis, data collection and personal interviews with property owners so that Bryden Roads' present and future development direction can be more accurately determined.

The report proposes overall development objectives as well as suggesting specific recommendations that would be supportive of continued rehabilitation in the area.

Bryden Road is located in an area which has severe problems of poverty level incomes, high absentee ownership, housing deterioration and abandonment and wide spread demolition. Despite these blighting conditions, Bryden Road continues to be a viable and attractive residential area. Residential re-investment in the area continues and it is vitally important that City efforts support and encourage these initiatives.

Very truly yours,

N. JACK HUDDLE, DIRECTOR
DEPARTMENT OF DEVELOPMENT

NJH:stb



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Background

Bryden Road is a thoroughfare on Columbus' Near East Side adjacent to the downtown business district, extending from Interstate 71 on the west to Nelson Road and Alum Creek on the east. Early in its history, Bryden Road assumed a strong middle- and upper-middle class residential character with homes that reflected a strong feeling for the architectural styles current in the late 1800's and early 1900's. These homes were more modest in size than the larger mansions located on nearby Broad Street but were nevertheless stylish and extremely well-constructed of brick and stone.

In the rapid shift of social groups which occurred in Columbus' older neighborhoods during 1940-1960, the middle-income groups left the Bryden Road area for newer suburban enclaves to be replaced by a predominantly lower-income black population. The families that resettled Bryden Road made some progress in meeting the costs of maintaining these older properties through conversion into apartment units. Others on the easternmost section of the Bryden Road strip have found the houses to be more manageable in size and more amenable to single-family use and upkeep.

Several points of local historical interest are situated in the Bryden Road area. These include the former residences of two prominent Columbus families, the Lazarus and Wolfe families, as well as the old Ohio Asylum for the Blind (now occupied by the Ohio Department of Highway Safety).

As the housing stock of the older neighborhood was abandoned and as land values became depressed, various institutional uses - rest homes, half-way homes, group homes, and others - have found it financially and locationally advantageous to occupy the large Bryden Road residences for their own purposes. Over time, these institutional uses have tended to concentrate and expand along this street. This occurrence, combined with the continued conversion of structures into apartment or rooming-house uses, has tended to increase residential densities and hasten the deterioration of structures not originally designed for multi-family use. Many sections of the Bryden Road strip suffer from various degrees of blight and deterioration today. The combination of the conversion of housing structures into institutional or apartment uses, increased residential densities, and the continued deterioration of the surrounding environment, have been of great concern to area homeowners and residents who have complained that the Bryden Road strip is losing its residential character.

A new social group is currently emerging in the Near East Side composed principally of middle-income black and white families committed to preserving the residential neighborhoods in this community. Unlike the low income groups which also reside in the area, this group should possess the economic means to restore and rehabilitate the existing housing stock in order to return it to more stable, single-family use. While it is difficult to predict the rate at which such housing conservation and preservation actions will succeed, it must be noted that there is currently considerable rehabilitation activity occurring in the Bryden Road area with the potential existing for more.

The Context of Bryden Road on the Near East Side

It may be helpful, for the purposes of this report, to discuss the Bryden Road area in the context of the larger Near East Side community of which it is a part. As other older Columbus neighborhoods, the Near East Side accommodated a variety of social and income groups. Although the area has changed over time, it is still useful to define the distinguishing characteristics of the various Near East Side neighborhoods (See Appendix A which provides a map of the Near East Side).

In the northwest quadrant of the Near East Side lies the Garrison Park, Sawyer Manor, Mt. Vernon Plaza, and Trevitt Heights neighborhoods. Garrison Park is the oldest of these with homes of either brick or frame construction. The area has a stable but older resident group committed to remaining in the neighborhood. The Sawyer Manor area contains public housing units for both families and senior citizens and was formerly part of the Bolivar Arms Title I Urban Renewal district. Trevitt Heights is a "turn key" homeownership housing project directed toward homeownership among moderate-income families. The Mt. Vernon Plaza is a 25-acre commercial-residential redevelopment project which will attract moderate-income families and individuals. A second urban renewal and housing conservation effort was originally planned for the residential areas south of the Mt. Vernon Avenue commercial district.

The Atcheson East neighborhood, in the north-central portion of the area, principally consists of owner-occupied older homes of frame construction with a moderate-income black resident population. Poindexter Village is public rental housing designed for low-income residents. The Eastgate Subdivision, in the northeast corner of the community, is isolated from the older neighborhoods by the Norfolk and Western railroad tracks. Constructed during the 1950's, Eastgate is a stable, residential area of middle-class black owner-occupants.

The Broad Street Strip is a major east-west corridor which developed early in its history as a prestige residential and community-institutional area with large stone and brick structures. Although Broad Street is now a predominantly office-institutional apartment strip as well as a major traffic thoroughfare, many of its traditional features have been preserved.

The Franklin Park residential district extends west and south of Franklin Park itself, and is characterized by a high degree of owner-occupancy. While the residences are smaller than the larger mansions found along either Broad Street or Bryden Road, they are nevertheless well maintained. This district has benefited from a cohesive middle-income black and white resident population actively concerned with the maintenance of residential values. The easternmost portion of Bryden Road includes part of this residential grouping.

South of Bryden Road and east of Main Street is the Ohio-Kelton-Fairwood community composed of a mix of low and moderate-income renters and moderate-income homeowners. While this neighborhood requires some environmental and housing improvements, it is fairly stable in character. In the extreme southwest portion of the planning area is a broad district originally planned for a "New Town"-type development. This area has natural boundaries and features which make it suitable for various rental-market developments, not the least of

which is its proximity to the central business district. Extensive demolition and clearance of dilapidated residential structures has already occurred here, and a 1500-unit development has already been proposed for the East Main Street-18th Avenue vicinity.

Bryden Road stands in contrast to all of these neighborhoods. It is a broad thoroughfare originally developed, and still used, as a residential district. The large brick and stone homes, many of which have striking architectural features, lend themselves well for either rehabilitation as residences or conversion to other uses. The current resident group is a mixture of middle-income homeowners, low-income renters, institutionalized patients and elderly, and other individuals supervised by halfway homes and group homes. The majority of the latter two groups formerly resided in other neighborhoods and communities, and there is little social interaction between institutionalized persons and long-time residents. It is apparent that the area currently lacks a direction for future development or redevelopment as evidenced by the potentially incompatible mixture of land uses which have arisen since the original middle and upper class resident group vacated it some years ago. Some structures show a lack of maintenance and the area is heavily impacted by the blighting influence of surrounding neighborhoods.

The appropriate community facilities for residential occupation are intact. These include the Blackburn Recreation Center located at the western end of Bryden Road, two elementary schools to the north of the strip (Fair Elementary and the new Douglas Developmental Learning Center), and St. Ann Hospital at Bryden Road and Kelton Avenue. Open space and recreation facilities are located in nearby Franklin Park. In addition, a major new neighborhood facility, the new Franklin Junior High School, scheduled to be opened for the 1977 school year, abuts Bryden Road.

A residents' group is proceeding with plans to have a portion of the Near East Side designated as an historic preservation district. The boundaries of the proposed district would be generally Broad Street on the north, Main Street on the south, Parsons Avenue to the west, and Rhoads Avenue on the east. Bryden Road would be included in this historic district. Work on this project will begin in September.

In addition to all of the above, it should be recognized that the commercial areas along East Main Street, Mt. Vernon Avenue, and Parsons Avenue between Broad Street and Bryden Road are currently the subjects of a commercial revitalization study as part of this area's Community Development Act activities. When completed, this study will recommend specific short and long-range alternatives for the revitalization of these areas. Community Development funds are already set aside to begin implementation of the study recommendations.

In summation, Bryden Road has both immediate and long-range potential as a strong residential neighborhood despite the shifts in population groups and land uses which have occurred. Bryden Road and the Franklin Park District are the only areas located between Broad Street and East Main Street where stable residential groups have established themselves. The amenities required to support residential life-styles are essentially already in place, and the conservation of the existing housing supply has been a long-established goal of this community. The Near East Side is, and will remain, a conglomerate of diverse neighborhoods, social groups, and income groups; although a new middle-income group is now attracted to the Bryden Road district seeking to enjoy the benefits of homeownership through rehabilitation efforts. In view of the fact that the area has declined for the last two decades, this recent development may be regarded favorably, due to the additional stability it would bring to Bryden Road and adjacent neighborhoods.

Land Use Patterns

Present land use characteristics along Bryden Road reflects the slow disintegration of a once affluent single and multi-family residential area. Unplanned growth, inconsistent and non-conforming zoning designations plus a steadily declining moderate income residential base being replaced by lower income families have contributed to arbitrary conversions of single family uses into subdivided apartments, offices and group living quarters. With the change of Bryden Road in the last 30 years as an affluent Jewish residential corridor, several new uses have been drawn to the area to fill this vacuum of single-family residential decline. The establishment of numerous institutional conversions along the thoroughfare in recent years has initiated a noticeable shift away from the original land use patterns. Currently, these institutional uses serve diverse functions while providing useful community-based residential services. The predominant services provided by these uses are that of supplying care to elderly and disabled persons.

Another type of institutional use found along the Bryden Road is the family or group home. For the most part, these uses function as transitional residences as well as alternatives to institutional living.

The Study Area, although characterized in this report as a mixture of sometimes conflicting uses, still retains a basic residential character. As the results of the land use survey indicate (see Appendix B), approximately 81% of the land uses adjacent to Bryden Road are non-institutional and non "group living" residential units. What the statistics do not show is the large proportion of formerly single-family residential structures that have been subdivided into apartment units. These conversions, although in most cases an economic necessity in consideration of a radically changed resident character have, according to the study's structural conditions survey, contributed to some of the worst blighting conditions along the thoroughfare. The problems of structural neglect and environmental blight particularly among the multi-family units as well as the existence of abandoned structures and poorly maintained vacant lots have also contributed to a decline in the area's potential as a viable residential neighborhood. Approximately 3% of the contiguous Bryden Road uses are categorized as vacant land while 18 uses out of a total 300 in the study corridor, or 6%, were abandoned residential buildings.

Bryden Road does not maintain a consistent mixture of uses throughout the entire study area. Visible changes have occurred in the eastern portions of this strip. While the larger residences on the western half of the corridor can lend themselves to apartment subdivision and institutional and office conversion, the existence of more recently built, smaller residential structures on the east serve to prohibit institutional and apartment encroachment. The land use survey results tend to bear this out. Proportionally, this eastern section has a stable 93% residential usage, with most of the structures categorized as single and two family residential. On the other hand, the western section of the study area, specifically Parsons to Miller Avenue, provide locations for 29 of the 31 institutional uses adjacent to Bryden Road. Although the western section still maintains a predominantly residential character (76%), about half of the structural uses are maintained as either laterally designed multi-family units, single-family conversions into subdivided apartments, or older stately apartment buildings.

Converted office uses along the Study Area, although not widespread on the street, have been mostly maintained as medical, bookkeeping and realty concerns. The Bryson Building on the western extreme of the Study Area represents the only large-scale commercial office use along Bryden Road.

Zoning Patterns

The Bryden Area zoning patterns provide little indication of the actual land uses that currently occupy the strip. For example, while a few parcels have been designated for institutional use, the majority of similar uses along Bryden Road have not maintained consistent land use-zoning classifications, rather they have gained entry to the area through piecemeal variance approvals. The preponderance of these non-conforming uses is at present causing major stresses upon the designated residential character of the area.

The zoning patterns throughout the past fifty years has reflected a commitment toward the maintenance of a residential environment for Bryden Road. The most recent actions in pursuit of that goal came in 1974 when a new zoning plan for the Near East Side was adopted by City Council, originally developed from recommendations by a consultant's study for the Model Neighborhood Assembly in 1973.

In order to accomplish that objective, a reduction of neighborhood land use intensity was in order. Along Bryden Road, what was previously AR-2 classifications in the western portion of the strip and R-4 designations in the more stable section east of Miller Avenue were "downzoned" to correspond to an anticipated residential preservation for the area. AR-2 districts provide for multi-family units with a maximum density of 54 dwelling units per acre while R-4 districts render the area suitable for a maximum four unit multi-family design at 17 dwelling units per acre. The new zoning classifications in effect attempt to more accurately conform to the majority of existing land uses already existing in the study area. In the western section, an AR-LD district has been instituted in order to preserve the existing lower density mix of single-family and low density apartment structures. Specifically, this district provides for low density multi-family uses at a net maximum density of 17 dwelling units per acre. On the eastern portion, an R-3 designation is aimed at maintaining a predominantly single-family residential character.

The continued expansion of non-conforming uses along Bryden Road has thrown open to question the actual directions the City is undertaking with respect to neighborhood zoning. The City's zoning related actions along Bryden Road have raised community concern about relieving the stigma of the area as an expanding institutional use area. Currently the Department of Development staff is in the process of producing an ordinance that would provide for the disbursement of certain family and group home uses throughout the Columbus area. This legislation should assist in inhibiting further concentrations of institutional uses in inner-city residential areas.

A community zoning review procedure is also a supportive element in safeguarding land use mixes and capacities when such is a strong community concern. Under the Model Cities Program, a Neighborhood Review Board, comprised of area residents, reviewed all requests for rezonings and variances in this neighborhood, and was authorized to make recommendations to the Development Commission and City Council on such issues. Since the Model Cities Program ended in 1975, this review board has functioned only on an ad-hoc, voluntary basis, and there are community concerns regarding the authorization of the review board to continue such a review process. Given the development pressures the Near East Side faces in the future by virtue of its proximity to the downtown business district as well as other identified local characteristics, in some cases a community review process should be considered an important planning tool for coordinated and sound neighborhood and community development.

The issue in the Bryden Road district is the continued concentration of these facilities on the strip, with the associated increase in residential densities and the loss of sound housing stock through the conversion of dwelling units into other uses. Many established institutions appear to co-exist well with Bryden Road residents and to a point have not excessively detracted from the residential environment and character of the area. Long time residents of the area should be assured, however, that their community will not be turned into a de facto social service district for institutional uses. The presence of a reasonable number of facilities will not alter the character of a neighborhood, but the entry of large numbers of these facilities will. Equally important, creation of such a social service district should be prevented since it could create an institutional atmosphere inappropriate for the tasks performed by any institution - rest home, halfway house, group care home, or institutional rooming house.

For similar reasons, existing Bryden Road institutions should not be permitted to expand in a manner which would jeopardize surrounding residential uses, especially if this would result in increased traffic congestion or create other environmental hardships for the surrounding community. In this regard, St. Ann Hospital, should judiciously and sensitively plan any future expansion of that facility so as to minimize interference with residential life styles on Bryden Road.

In conclusion, East Side residents are not against institutional uses per se as they are for preserving those elements which make their neighborhoods pleasant. While there are broad and subjective reasons for their attitude, it remains likely that the continued concentration and expansion of institutional uses will severely limit the housing conservation and redevelopment options available to Near East Side residents. Current development trends do not indicate a neighborhood rehabilitation effort on the scale of the German Village or Victorian Village districts, yet present activity now in evidence is consistent with redevelopment objectives established for the Near East Side under the Model Cities Program, the Community Renewal Program, the Housing and Community Development Act, and such efforts deserve continued support.

Development Objectives for Bryden Road

The objectives which the City desires to achieve from the development of Bryden Road will form the basis for the selection of development policies for the area. Implicit in the formulation of development policy is the concept of protection of the "public interest". The multiple objectives which must be considered all reflect this broad public purpose of promoting the efficient use of scarce resources and protecting the welfare of present and future residents. That development policy will be selected which best achieves these objectives.

The development objectives for Bryden Road are recommended as follows:

1. To encourage continued residential re-investment in the area.
2. To protect existing investments of all property owners.
3. To insure the wise use of scarce land resources, both public and private.
4. To discourage the continued concentration of residential care facilities.
5. To avoid the creation of an institutional atmosphere which may have a tendency to defeat residential care program objectives and place undue strain on the social fabric of the neighborhood.
6. To protect and enhance historic and architecturally significant structures.

Recommendations

In conclusion, the following recommendations for carrying out the proposed development objectives are offered for City Council consideration.

1. The City should view the residential attributes of a neighborhood as an asset which deserves to be nurtured and supported. The existing residential environment along Bryden Road is such an asset. The further concentration of residential care facilities should not be permitted.
2. The conversion of single-family structures to accommodate new or expanding institutional uses should be discouraged.
3. The conversion of single-family structures to multi-family apartment or room housing uses should be discouraged.
4. Future multi-family uses should be required to provide adequate off-street parking.
5. The City should take immediate action to determine structures which have been abandoned and evidence signs of severe deterioration. The appropriate action to ameliorate these conditions should be initiated.
6. Interim measures to preserve the residential integrity of the area should be initiated. Structures which appear to be abandoned should be secured properly to protect the structure from vandalism. Structures which are unoccupied and no longer have the potential for economic rehabilitation should be demolished.
7. Vacant lots which are overgrown with weeds and serve as dumping ground for trash have an overall blighting effect on the area. City efforts to see that these lots are cleaned up should be initiated where necessary.
8. Sign control measures currently being administered in the area should continue to conform to residential standards.
9. A number of institutional uses, because of their special structural layout, tend to discourage alternative re-use. Institutional uses should be permitted in vacated facilities when the re-use potential of the structure is limited to institutional functions.

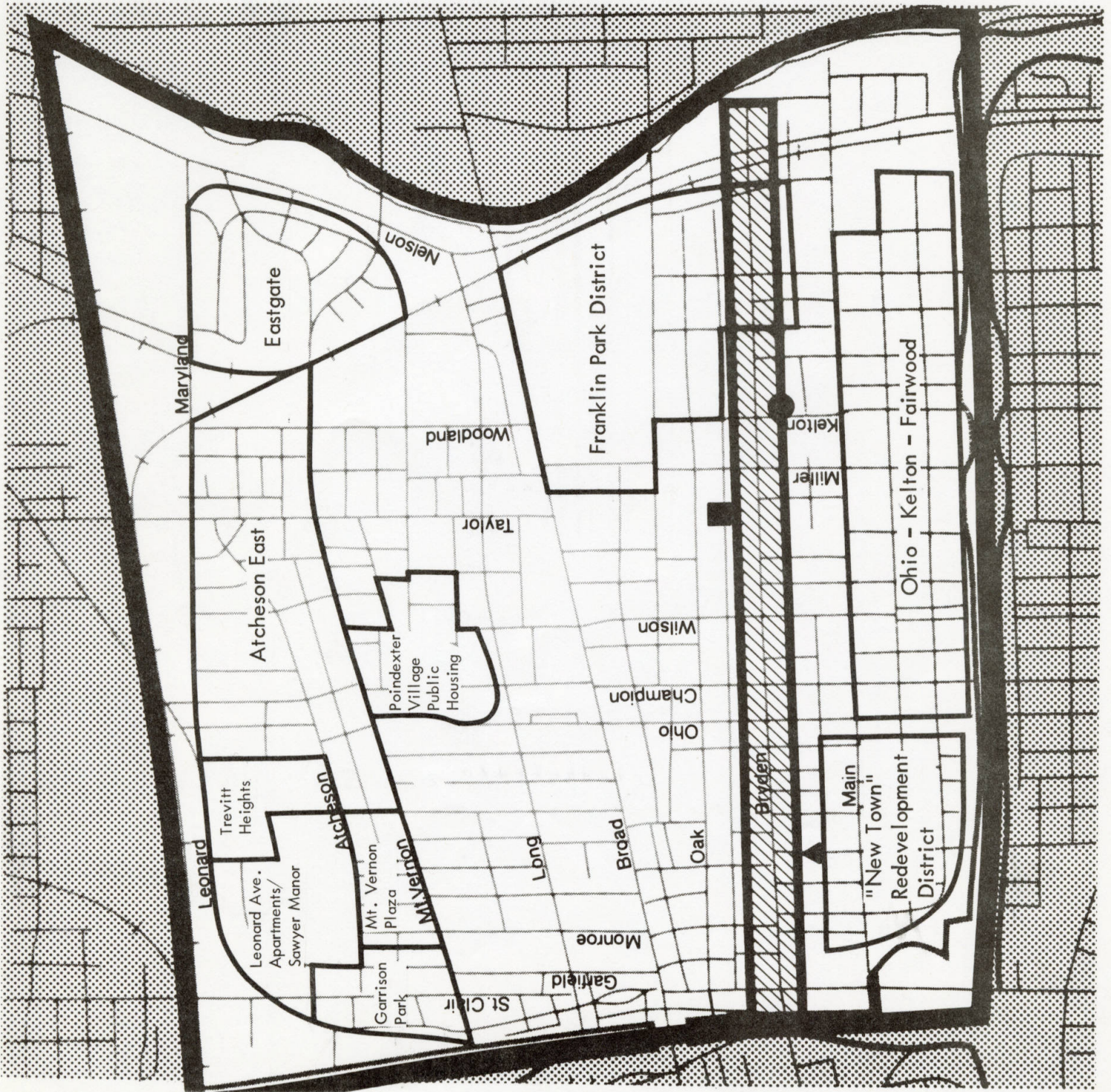
APPENDICES



Columbus, Ohio
 Mayor Tom Moody
 Department of Development
 N. Jack Huddle Director
 Division of Planning

Planning Area Boundary
 General description: Penn Central RR on the north, I-70 on the south, I-71 on the west and Alum Creek on the east
 Bryden Road Corridor
 Blackburn Recreation Center
 New Franklin Jr. High School
 St. Ann Hospital

Source: Department of Development
 CDA Plan

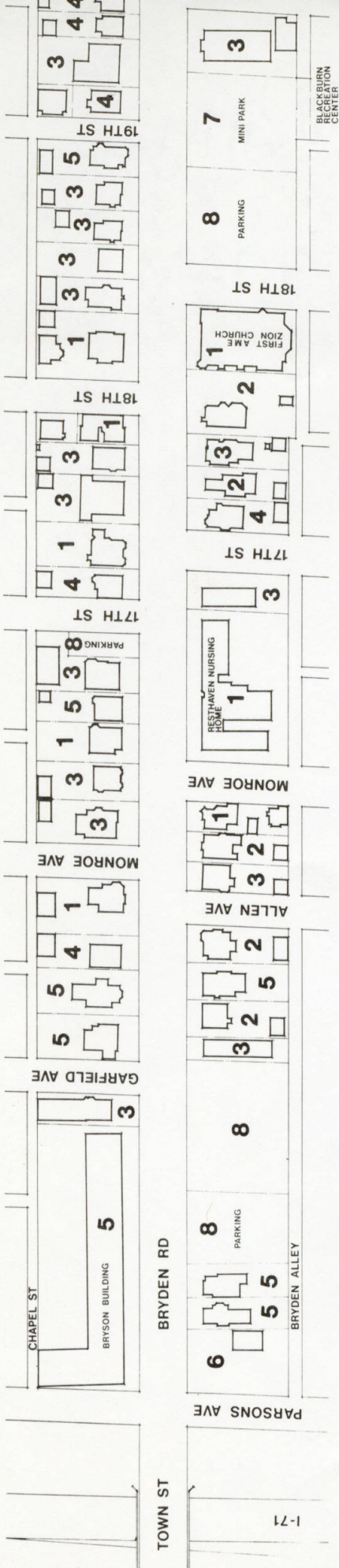


Appendix A Neighborhood Districts Near East Side

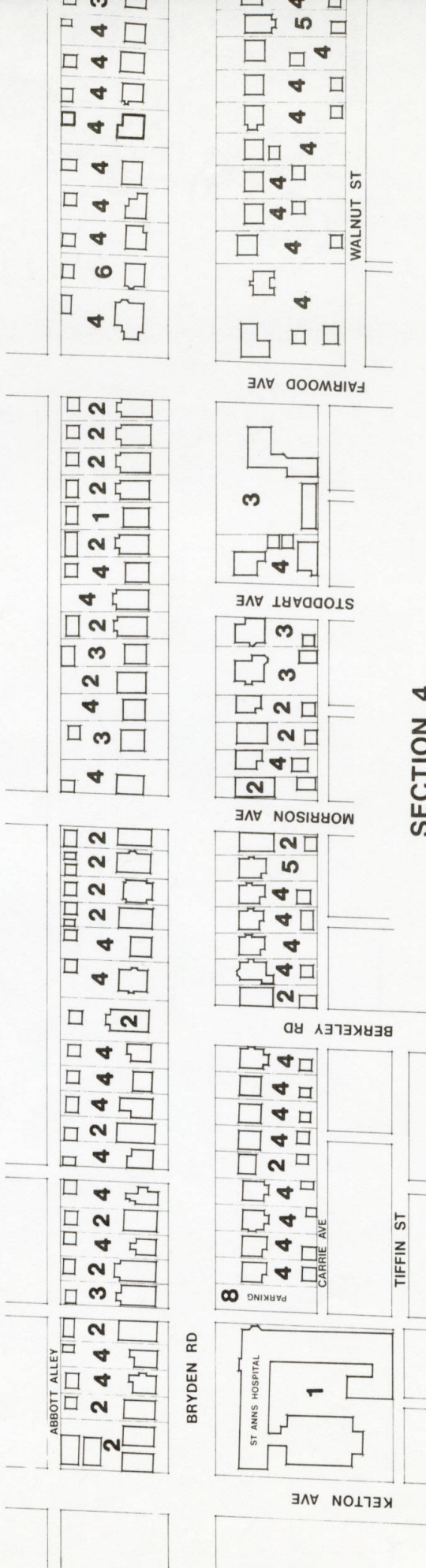
July 1976

LAND USE INVENTORY

Classification	West of Miller Avenue		East of Miller Avenue		Total Land Uses	
	#	%	#	%	#	%
Residential:						
Residential 1 Family	41	22.4	62	53	103	34.3
Residential 2 Family	19	10.4	35	30	54	18
Residential - Vacant	16	8.7	2	1.5	18	6
Apartment Residential	58	32	10	8.5	68	23
Rooming House	4	2.2	0	0	4	1.3
Total Residential	138	75.7	109	93	247	82.6
Institutional:						
Nursing Home	12	6.5	0	0	12	4
Group Home	10	5.5	0	0	10	3.3
Church	4	2.2	1	.8	5	1.7
School	1	.5	0	0	1	.3
Other	2	1	1	.8	3	1
Total Institutional	29	15.8	2	1.6	31	10.3
Miscellaneous Uses:						
Open Space	1	.5	0	0	1	.3
Office-Commercial	8	4.2	3	3.2	11	3.6
General Commercial	1	.5	1	.8	2	.7
Vacant or Parking Lot	6	3.3	2	1.5	8	2.6
Total Miscellaneous Uses	16	8.5	6	5.5	22	7.2
Total Land Uses:	183	100	117	100.1	300	100.1



SECTION 1



SECTION 4



Columbus Ohio
 Mayor Tom Moody
 Department of Development
 N Jack Huddle Director
 Division of Planning

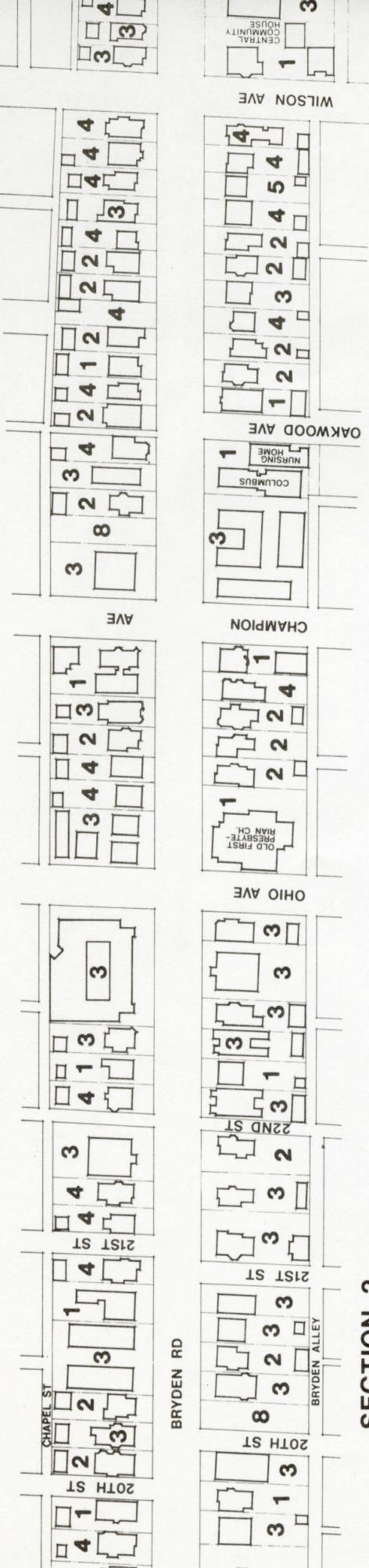


1	Institutional
2	2-3 DU/structure
3	4 or more DU/structure
4	Single family structure
5	Office commercial
6	General commercial
7	Open space
8	Vacant

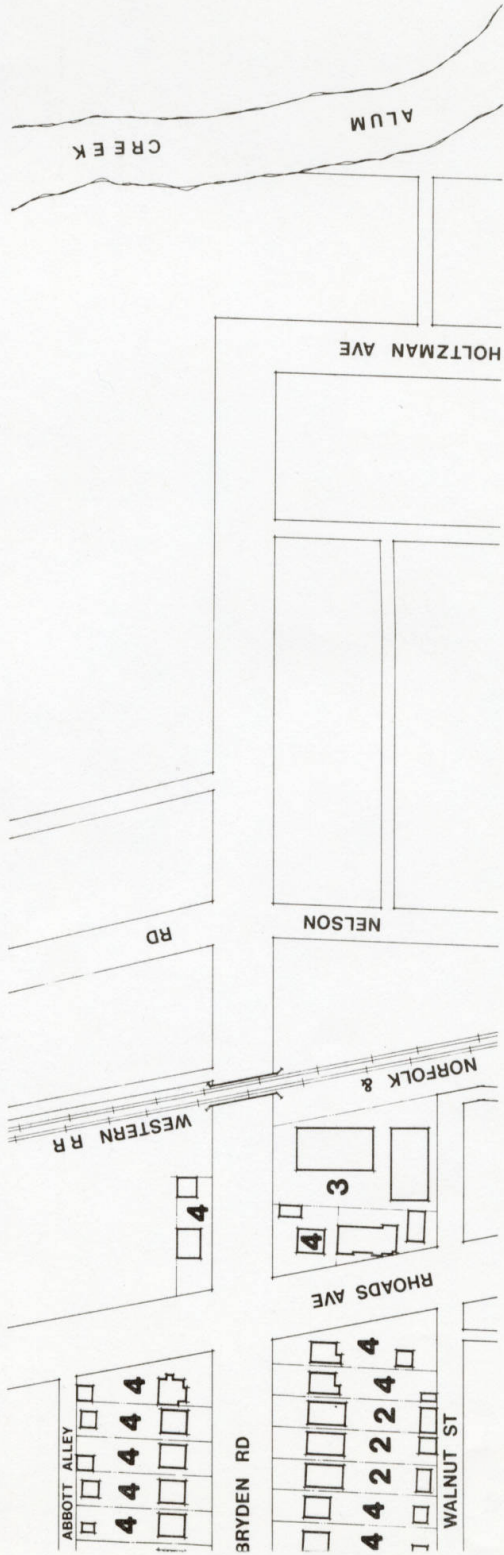
**Bryden Road
 Existing Land Use**

APPENDIX C

July 1976



SECTION 2



SECTION 5

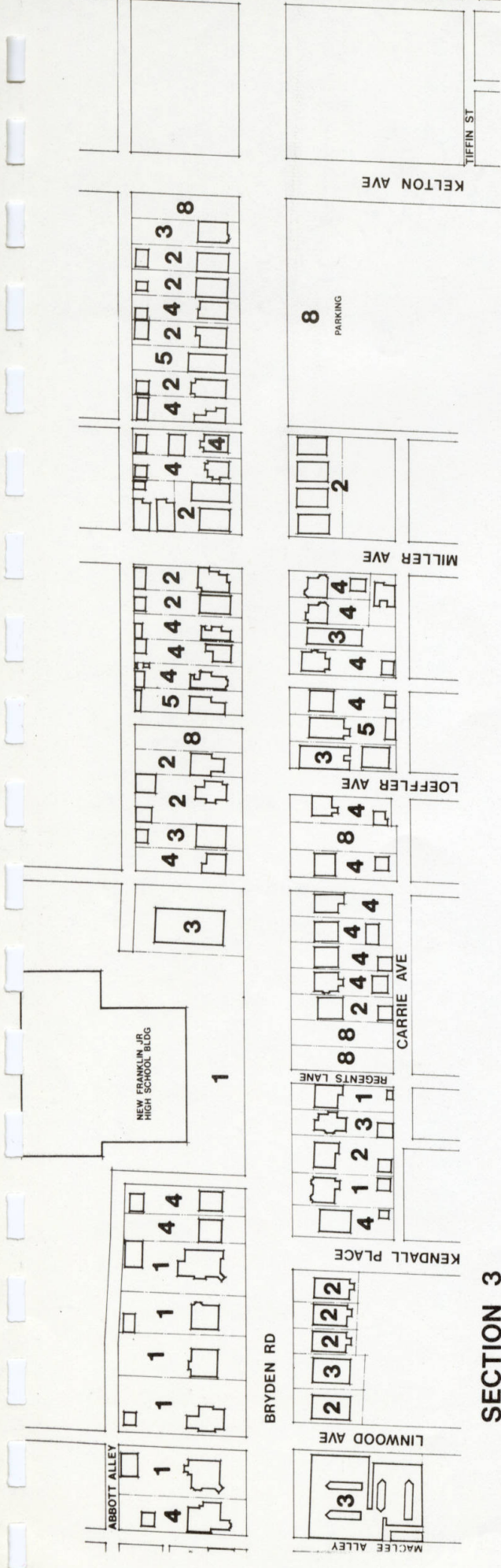
Columbus, Ohio
 Mayor Tom Moody
 Department of Development
 N. Jack Huddle Director
 Division of Planning



1	Institutional
2	2-3 DU/structure
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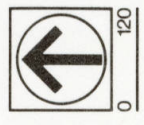


**Bryden Road
 Existing Land Use**



SECTION 3

**Bryden Road
Existing Land Use**



1	* Institutional
2	2-3 DU/structure
3	4 or more DU/structure
4	Single family structure
5	Office commercial
6	General commercial
7	Open space
8	Vacant

Columbus, Ohio
 Mayor Tom Moody
 Department of Development
 N Jack Huddle Director
 Division of Planning



Non-Residential Land Uses - Bryden Road

Hosier, Missilone, Schoene (Doctors offices) 695 Bryden	467-0548
Bryson Bldg. (offices) 700 Bryden Road	
Brewer, Thos. H. (Phy. Office) 703 Bryden Road	224-6169
Hamlar, David (Dentist Office) 705 Bryden Road	224-4841
Hoagland, Ben (Dentist Office) 752 Bryden Road	228-2204
Nat'l. Dental Labs 754 Bryden Road	
Wasserstrom (Dentist Office) 759 Bryden Road	221-6226
Bryden Lodge (Rooming House) 738 Bryden Road	221-8773
Clark's Nursing Home #2 806 Bryden Road	253-2293
Resthaven, Inc. (Rest Home) 813 Bryden Road	252-4893
Alvis House (Social Agency) (Half--Way House) 844 Bryden Road	252-6255
Alvis House 868 Bryden Road	
AME Zion Church 873 Bryden Road	
Rivers Group Home 882 Bryden Road	252-0914
Accuvate Bookkeeping (Office) 920 Bryden Road	258-4774

Alvis House 971 Bryden Road	252-5255
Bob J. M. Food Co. Broker 814 Bryden Road	253-7435
Mellett Group Homes, Inc. 1010 Bryden Road	258-4010
Covington Boarding Home (Nursing Home) 1135 Bryden Road (Cecil Hayes)	253-6432
Bryden Manor Nursing Home 1138 Bryden Road	252-4727
Columbus Nursing Home, Inc. 1169 Bryden Road (Annex) at 1185 Bryden Apts.	258-6623
Pentecostal Mission Deliverance Church 1194 Bryden Road	
Central Community House 1251 Bryden Road	252-3157
Dainty Hair Fashions 1237 Bryden Road	
Carson Nursing Center 1238 Bryden Road	
Marshall Nursing Home, Inc. 1298 Bryden Road	258-6277
Marshall Nursing Home, Inc. 1314 Bryden Road	253-3286
Marshall Nursing Home, Inc. 1330 Bryden Road	253-6440
Cook Family Cave Home 1341 Bryden Road	253-5930
Regents Club, Inc. of Columbus 1359 Bryden Road	258-3717
Madison, Samuel W. (podiatrist) (Office) 1432 Bryden Road	252-9236

DOT Realty Co. Assoc. 1504 Bryden Road	258-9571
Ss. of St. Francis Resident Hall 1504 Bryden Road	252-1416
St. Ann's Hospital 1555 Bryden Road (Ss. Superior)	
Aenon Bible School (Resident Hall) 1605 Bryden Road	
Medical Diagnostic Services, Inc. 1825 Bryden Road	258-2922
Trinity House (Church Goods) 1784 Bryden Road	252-6083
Connor Funeral Supply, Inc. 1663 Bryden Road	258-6815

Land Use History - Institutional Uses

Use	1940	1950	1960	1970	1975
Nursing Home	0	5	9	12	12
Group Home	0	0	0	2	10
Church	3	2	2	2	5
School	1	1	0	0	1
Other Institutional	2	2	5	2	3
Total Institutional	6	10	15	18	31
Office	2	4	13	12	11

APPENDIX E

BRYDEN ROAD LAND USE STUDY

City of Columbus
Mayor Tom Moody

Department of Development
Director N. Jack Huddle

Division of Planning
Grant Dyer, Planning Administrator

Southeast Planning Quadrant
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