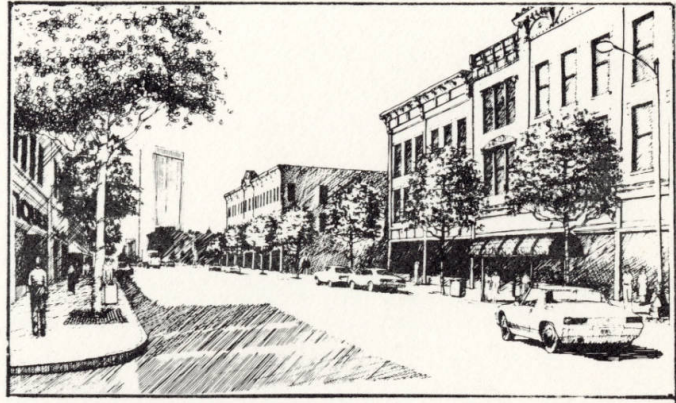


# High Street Development Standards: North High

Goodale To Fifth Avenue



Columbus, Ohio

# High Street Development Standards:

Columbus, Ohio

PREPARED FOR:

THE DEPARTMENT OF DEVELOPMENT  
CITY OF COLUMBUS, OHIO

PREPARED BY:

FEINKNOPF, MACIOCE & SCHAPPA  
14 EAST GAY STREET  
COLUMBUS, OHIO 43215

SASAKI ASSOCIATES, INC.  
64 PLEASANT STREET  
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1. Intent of the Study
2. Process
3. Urban Design Concept
4. Traffic and Transit
5. Design Recommendations
6. Funding and Implementation
7. Economic Development



# 1 Intent of the Study

The High Street Study was initiated in 1977 by the Department of Development to identify improvements for Columbus' north/south artery between Fifth Avenue and Greenlawn Avenue. The study incorporates the comments and suggestions from public officials and private citizens concerned with the future of the street and its vital role in the economic life of the community. The intent of the study was to develop consensus on a plan for improving the street and adjacent properties, including recommendations on funding, capital improvement budgets and implementation steps.

The five-mile long study area was divided into three districts based on geographic and community characteristics. This report documents the recommendations related to the north section between Goodale and Fifth Avenue.

## 2 Process

The High Street Study reviewed a range of technical issues and community concerns. During the course of the study, the Department of Development and its consultants have worked with the North High Task Force, the Study Review Committee, and with City agencies to arrive at a plan for High Street which addressed the concerns of each group. Specifically, the study included both public meetings and technical work-sessions with the following groups:

### 1) The North High Street Task Force:

This group was assembled by the Department of Development at the beginning of the study, and consisted of North High Street businessmen, property owners, and representatives of community organizations in the area. The charge to this Task Force consisted of three assignments:

- a) to assist in identifying the issues and problems of the study area, and review in detail the consultant's design alternatives;
- b) to provide communication between city government and area interest groups; and
- c) to be public advocates for improvements to High Street supported by the Task Force.

The Task Force has pursued these assignments over the course of the study primarily through public meetings coordinated with the Department of Development. These Task Force meetings have provided a forum for an exchange of views by private citizens as well as public officials, and continued to be the most effective way for resolving the many important issues which emerged as the project proceeded into more detailed phases.

### 2. The Study Review Committee:

The Study Review Committee was assembled to provide an overview of the three study areas involved in the High Street study (north, downtown, and south), and to provide coordination with various public agencies responsible for implementing the study recommendations.

### 3. City Agencies: Various city agencies participated in the study through work sessions with the consultants and through the Task Force meetings. Specifically, the following agencies contributed to the recommendations found in this report:

- a) Department of Development, represented the overall planning and urban-design concerns for the street.



b) Division of Traffic Engineering, provided information on overall traffic planning for the downtown, and reviewed specific transit/traffic alternatives for the High Street corridor;

c) Division of Engineering, provided information on existing conditions, utilities, construction standards, and cost issues;

d) Division of Electricity, coordinated lighting guidelines.

e) Division of Parks and Recreation, provided information on street tree-plantings in the public right-of-way.

4. Central Ohio Transportation Authority (COTA): COTA provided guidance and review related to the transit operations on High Street, and particularly future operations in terms of bus volumes, reroutings, express bus service, and passenger conveniences.

The High Street study involved an exchange of ideas among community groups, city agencies and the city's consultants on a wide range of issues affecting the north study area such as traffic, transit, pedestrian circulation, private and public improvement activities, public safety, funding and environmental quality. The issues were identified by the Task Force; these issues were

analyzed by the the consultants and city agencies, and recommendations were made to the Task Force for their review and comment.

The issues were, by necessity, approached on a priority basis with the resolution of vehicular circulation needs within the public right-of-way being the first issue considered because of the critical need of traffic to occupy a major portion of the right-of-way. In addition, the Task Force considered parking issues, the impact of Victorian and Italian Village restoration on the economy of the street; the street environment; and re-development opportunities. This report documents the recommendations for environmental improvements to High Street which support the goals stated by the Task Force.

Results of the study indicated that all of the residential and business groups of the near northside district strongly support the revitalization of the North High Street commercial corridor; however, the diverse interests of the Task Force representatives resulted in continuing shifts of opinion regarding the relative importance of the issues under study. Community organizations and area residents actively participated in an organized review of the rough-draft of this report. Their comments were substantiated and detailed. The review sessions



brought into focus the different goals of the community groups and business interests regarding the High Street revitalization; while at the same time, identifying common objectives and providing a communication bridge between the various interests. The community-wide response to the review period indicates that the revitalization of High Street has strong support throughout the district; provides a measure of acceptability of the report proposals; and provides a foundation for the community-wide support which will be needed to implement the recommendations. The implementation of the program can only be secured through participation of property owners, businessmen, private citizens, community leaders and community organizations located along the corridor, but not directly involved in the study. The consultants with the Department of Development developed the High Street "Consensus", a news bulletin, as a means of transmitting information about the study to the community within and adjacent to the study area.

Funding, cost and implementation issues directly reflect the planning and design decisions reached during the study process. These recommendations are, in many respects, the most critical elements of the report in that the source of funding and the vehicle or structure for managing the implementation process are critical to the ultimate success of the High Street improvements.



LOCATION OF STUDY AREA





LOCATION OF STUDY AREA

FIGURE 1 View of High Street Looking South



### 3 Urban Design Concept

The north section of High Street developed with the expansion of horse-drawn street-car service on the street in 1853, and the area developed into a residential suburb. Residential expansion of areas adjacent to North High Street spread northward as the trolley lines were extended to Gooddale, Neil and on High Street to the Ohio State University. High Street itself developed into a strip commercial district serving the needs of adjacent neighborhoods. In the late 1800's, industrial and manufacturing companies located in the near north side adjacent to the Penn Central Railroad on the east side and along the Olentangy River between Gooddale and Third Street on the west side. The near north side development was completed about 1925. High Street served as a major traffic and transit artery linking downtown Columbus with the communities to the north.

The area today retains much of the physical character of the early 1900's; however, the business and residential occupants have undergone a series of changes resulting in a socio-economic level below that which existed in the early 1900's.

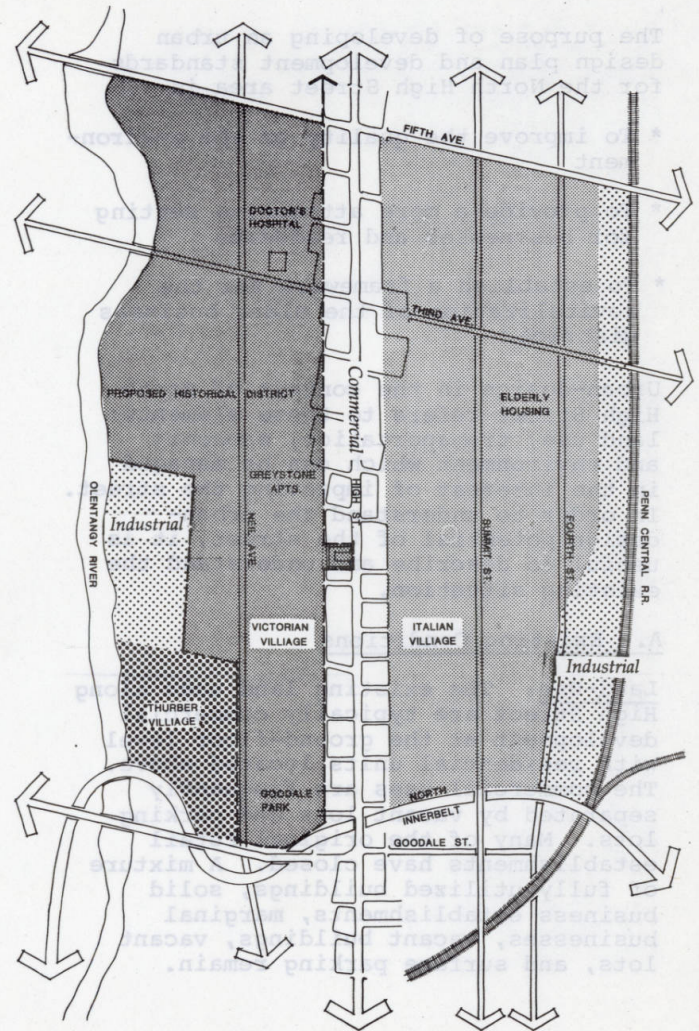


FIGURE 2 Existing Conditions



The purpose of developing an urban design plan and development standards for the North High Street area is

- \* To improve the quality of the environment
- \* To provide a more attractive setting for businesses and residents
- \* To establish a framework for the revitalization of the older business district.

Urban-design in the context of north High Street refers to these elements: land use, transportation, economic and environment which can be managed in the interest of improving the street. In order to understand the urban-design potential of the street, it is useful to describe and understand the existing situation.

#### A. Existing Conditions

Land-Use: The existing land uses along High Street are typically commercial development at the ground-floor level with residential units located above. The commercial uses are frequently separated by vacant lots and parking lots. Many of the original retail establishments have closed. A mixture of fully-utilized buildings, solid business establishments, marginal businesses, vacant buildings, vacant lots, and surface parking remain.

The area has recently experienced a shift of the automotive dealerships from the district to other areas leaving large gaps in the business facade of the street. The effect of the land-use pattern evident in the study area is the creation of a negative image that limits its attractiveness as a site for new development.

Immediately adjacent to High Street are older residential areas which have recently been designated as Italian and Victorian Villages. Much of the existing housing on the Victorian Village side has been converted to apartment use. At present, these residential neighborhoods are undergoing a socio-economic change; residential renovation and new housing is occurring and is attracting younger, middle-income people to the area. The community hopes that both of these villages will follow the path of the German Village district and become successful residential redevelopment areas. There is little evidence of this residential renovation visible from High Street. Identification of the adjacent villages is non-existent.



Problems related to existing land uses:

- \* Many of the commercial spaces and buildings are under-utilized.
- \* The building facade on the west side of the street has many openings resulting from demolition of structures, the presence of vacant automobile dealerships, and the creation of parking lots adjacent to the sidewalk.
- \* Properties in some sections of the study area are not maintained.
- \* Parking lot surfaces are in bad state of repair.
- \* Vacant lots are not maintained free of brush and weeds.
- \* Identification of adjacent residential villages is difficult.

Transportation: North High Street, in the study area, is a major arterial street serving to move people into and out of downtown Columbus. The majority of traffic on the street, both motorists and bus riders, are commuters who are passing through the district and do not use the commercial establishments located on the street.

At the same time, the street serves businesses located on the street and the adjacent residential neighborhoods.

Vehicular movement from one side of the street to the other is difficult

because most cross streets are off-set making east-west movements through the district difficult.

Building and commercial service access frequently takes place from the street although there is a system of parallel alleys to the rear of properties along High Street. The alleys are narrow, in some areas are off-set or eliminated, making service for many commercial buildings difficult.

Parking is allowed at curbside, but is restricted during peak-hour traffic. Parking generally serves businesses located on the street, there is a shortage of parking at some points along the street to support the needs of existing businesses. Private parking lots have been developed by those businesses which would not survive without adequate customer parking.

Pedestrian movement along High Street is generally restricted to residents living on the upper floors and neighborhood residents using services available on the street. Pedestrian movement across the street is difficult because of the off-set intersections which place the pedestrian at a distinct psychological disadvantage.

A more detailed discussion of traffic problems and solutions is presented in Section 6.



## Economic:

In the years since 1946, the residential and commercial activity of the North High Street area has changed. The residential population might be characterized as low income. In 1970, the average family income was \$3600. Large residential units have been divided into apartments, and buildings have deteriorated. Elderly people have moved to the low-rent apartments above the commercial businesses along High Street.

As the residential area slowly deteriorated, the commercial area declined. Retail uses formerly supported by the adjoining residential neighborhoods, slowly moved out until today, the street has a wide variety of commercial and retail occupants, many of whom are not dependent on local trade. These businesses are attracted because of favorable rental rates. The business mixture includes wholesale operations, furniture stores (including a large number of small second-hand furniture stores), bars, restaurants, speciality service organizations, and a variety of small retail establishments serving the local population.

Recently, the area lost two major automobile dealerships leaving large gaps in the commercial facade of the street. In recent years, more and more marginal businesses have appeared.

The North High neighborhood originally

developed along light rail transit lines. Since the shift to automobile transportation, a lack of parking spaces at some locations has resulted in reduced support for existing businesses, and diminished attractiveness to new ones.

The recent establishment of Italian and Victorian Villages and the proposal to create an historical district at the west side of High Street, suggest that the decline of the residential districts adjacent to the street will be reversed and that these neighborhoods will, in the future, be populated by middle to upper-middle income residents. This transition is presently in progress and will continue in the future. This change in the residential neighborhoods will ultimately affect the commercial strip along High Street, resulting in a demand for different types of goods and services than presently available on the street.

North High Street will see a continuing change of commercial establishments as existing businesses move out and new ones move-in to take their place; however, at this time, further loss of major commercial establishments is not anticipated as these losses have already occurred.

## Environment

The environmental quality of High Street at the pedestrian scale requires significant upgrading to attract new businesses. The absence of amenities such as street



trees, trash receptacles and bus shelters; the chaotic treatment of building facades; the vacant lots; the numerous parking lots; and the lack of building maintenance, combine to create an unappealing environment. The wide street and the stark sidewalks in combination with the above elements, results in the area having little visual appeal which would distinguish this section of the street and provide impetus to commercial development along the corridor.



Governmental: The actions of local government will have an important impact on the character of High Street and its abutting properties. The City Government controls the uses within the public right-of-way, and can make improvements within this area. The use of zoning controls as well as incentives for development including tax abatement, land assembly and infrastructure improvements can affect the development of the district. The government can develop its own facilities (parks) and site them in a manner which best promotes the re-development of the area.

#### B. Projected Growth For High Street

Development of the commercial strip along High Street will be a continual and gradual process and will depend upon strengthening existing, viable businesses and continued revitalization of adjacent neighborhoods. During the process of this study, several new businesses have moved into the area, an auto-parts supplier and an office-furnishings supplier.

The area at the present time, lacks a market focus upon which to base sound projections for economic growth. The suggestions made in Figure 3 are based on the following assumptions about the development of adjacent neighborhoods and community organizations:

- \* The neighborhoods will remain predominantly residential.
- \* The revitalization of these neighborhoods will create a demand for goods and services not presently available along High Street.
- \* Residential uses will remain on High Street either in separate buildings or in apartments above first-floor commercial uses.
- \* Existing service organizations in the area will respond to the new demand for services and new retail operations will move into the area in response to market growth.
- \* Neighborhood organizations and business men's organizations will band together to promote High Street as a place to do business.

The North High Street district contains a large stock of residential units conveniently located near downtown Columbus. This housing stock is presently undergoing renovation which indicates that the new owners and residents will bring about a shift in overall income levels and a demand for goods and services not presently available in the area.

The challenge to the community and to local government is to recognize the potential of High Street as a place to do business; to direct and encourage new development and business in a manner which will respond to the changing community; and to accelerate the process of change already in progress.

Figure 3 illustrates potential projects which would respond to existing needs of the community; help improve the street's existing image; and bring to focus, a retail image which responds to the changing residential character of adjacent neighborhoods.

The corridor has been divided into four districts. These districts were established by existing building conditions, economic conditions and economic potential. The establishment of districts allows community and government groups to focus on improvements in a given area which build on existing or new development in the district, while at the same time, conforming to the overall urban design framework. Further, it allows some sections to proceed with improvements while others await improved economic conditions.





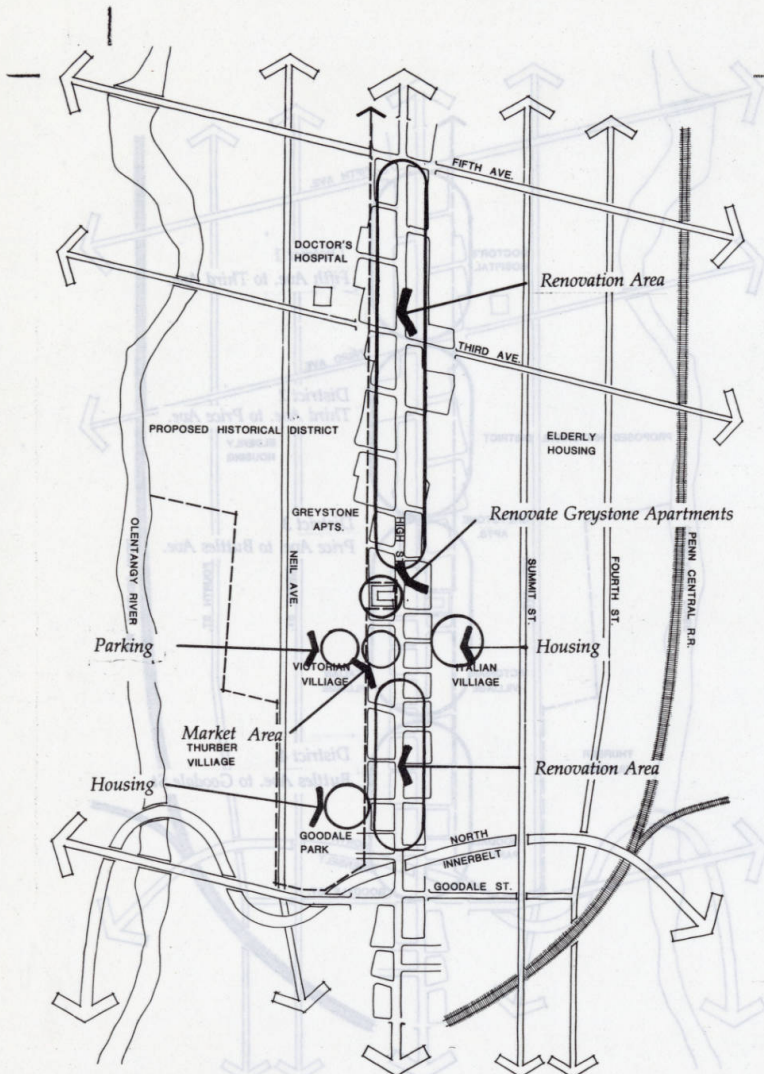


FIGURE 3 Projected Growth

### C. Urban Design Program

The urban-design program provides a framework for a series of joint public/private programs to improve the environmental and economic conditions along High Street. The objective is to consider the whole corridor as a single space in which all improvements will be integrated with, and enhance the overall urban-design program. The intent of the program is to provide for modest improvements in the public right-of-way, coupled with development of standards for private improvements. The North High segment has been divided into districts in order to focus on strengthening each district's unique features and development potential.

#### Design Objectives:

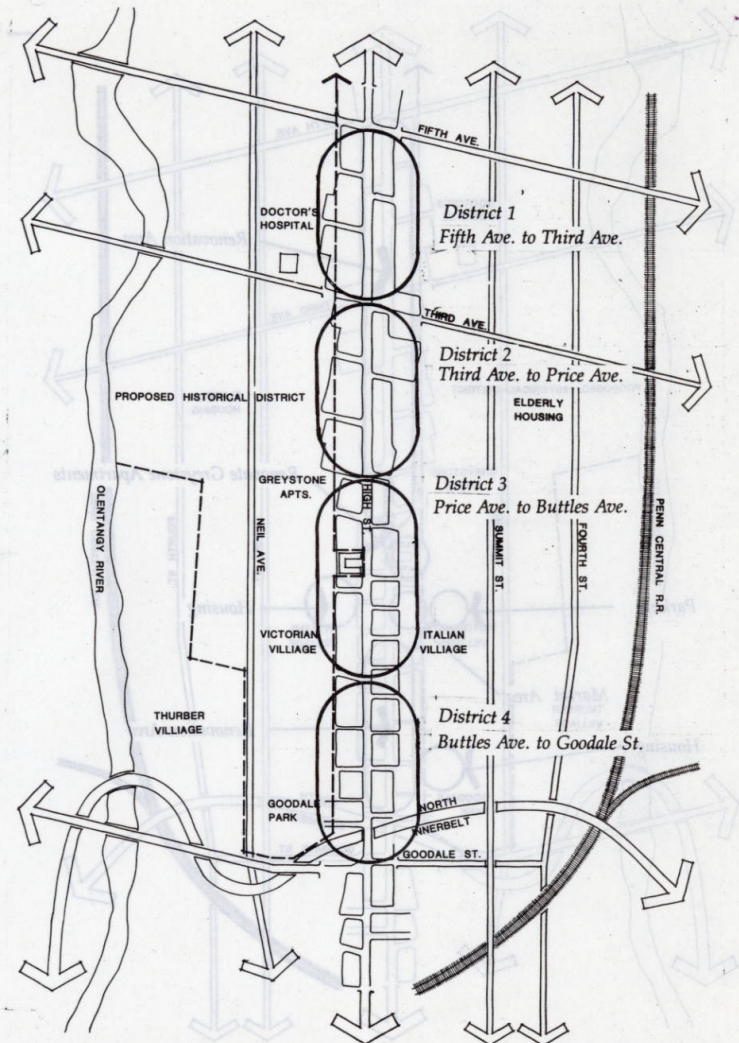
The program for improvement should attempt to:

- \* Provide a better environment for economic development along the street.
- \* Recognize the need for off-street parking as new economic development occurs.
- \* Provide public spaces to respond to the needs of elderly residents living on the street levels.
- \* Provide entrance points to Victorian and Italian Villages.
- \* Provide for traffic improvements in the district.



- \* Provide standards for private development along the street
- \* Recommend actions which would halt the decline of the district.
- \* Encourage private development along the street to contribute to the street's enhancement.

The following summary of improvements along the corridor is divided into districts established by existing building conditions; economic conditions; and, economic potential.



14 **FIGURE 4 District Identification**

Fifth to Third Avenues: In this district, the program focuses on rehabilitation of the existing structures. The existing fabric of buildings along both sides of the street is still intact. Commercial spaces are of modest size with many of the existing uses responding to community demand. This district should be encouraged to renovate existing structures to strengthen the existing viable businesses and residential uses; and to stimulate and attract new retail uses within the district.

#### PUBLIC ACTION SUMMARY

- \* Provide sidewalk and street improvements within the present curb alignments.
- \* Purchase properties adjacent to Greenwood and East Fourth Avenues for off-street parking.
- \* Close Greenwood and East Fourth for the first block, and combine adjoining properties with the street to create metered parking lots.
- \* Encourage private rehabilitation through grant programs, technical assistance and public improvements.
- \* Create green spaces in conjunction with parking development at Greenwood and Fourth Avenues

#### PRIVATE ACTION SUMMARY

- \* Rehabilitate existing structures.
- \* Upgrade surface parking lots and screen from High Street view.
- \* Upgrade building signs to conform to city sign ordinance.





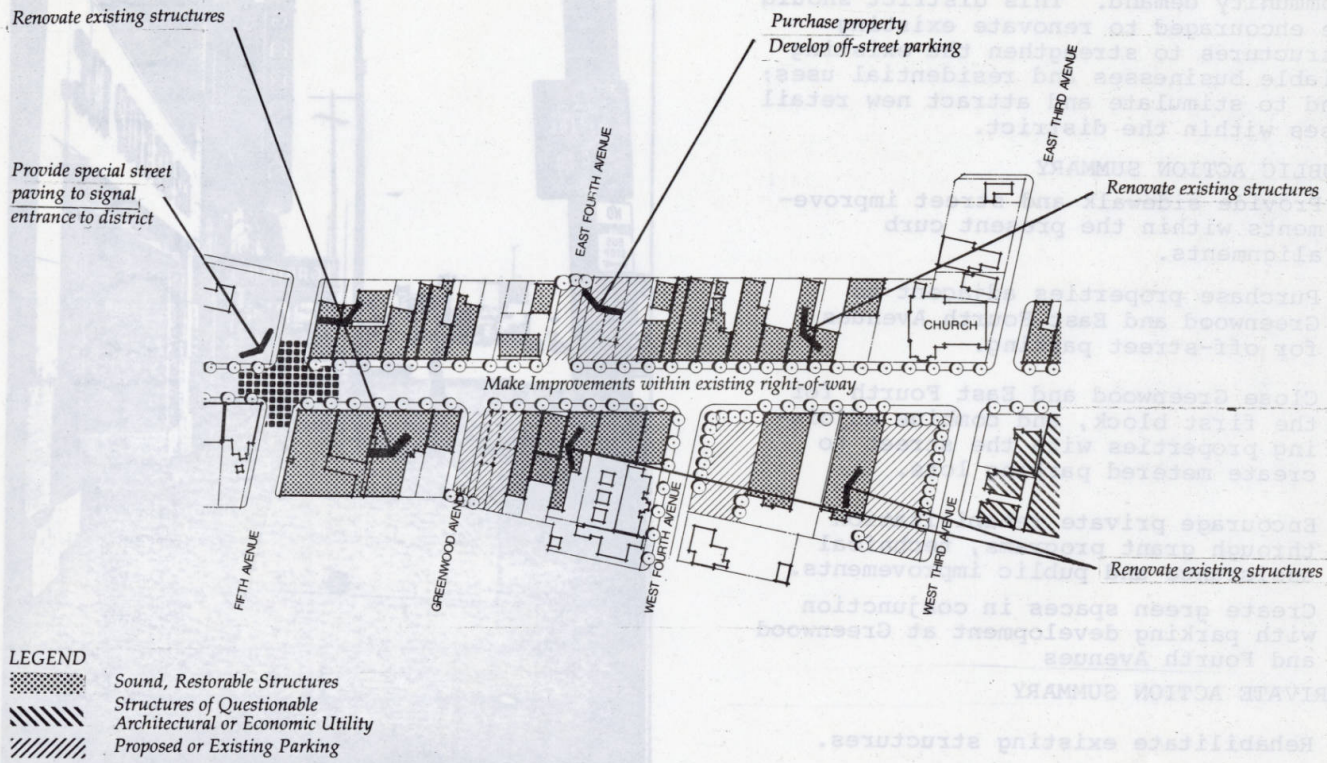


FIGURE 5 District 1 - Fifth Ave. to Third Ave.

Figure 6 shows the proposed parking lot at Greenwood Avenue. The street has been closed to through traffic and the side immediately adjacent to High Street has been blocked from view by a four-foot masonry wall. By setting back parking, a small pocket park has been established for use by residents living on the street.

The west side of the parking area would be screened from the residential neighborhood by a four-foot high masonry wall and planting material.

At private parking lots, a minimum set-back of 10-feet is recommended. A masonry wall and landscaped planting area within the 10-foot set-back would be required as part of private parking lot requirements.

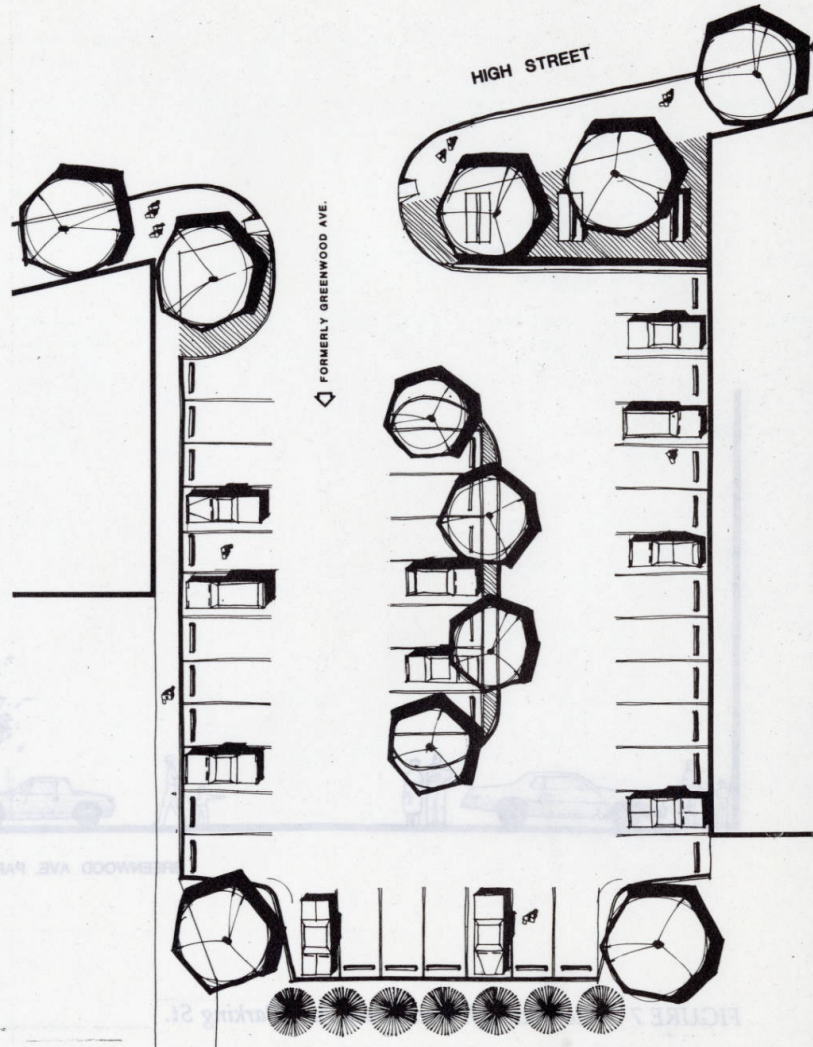
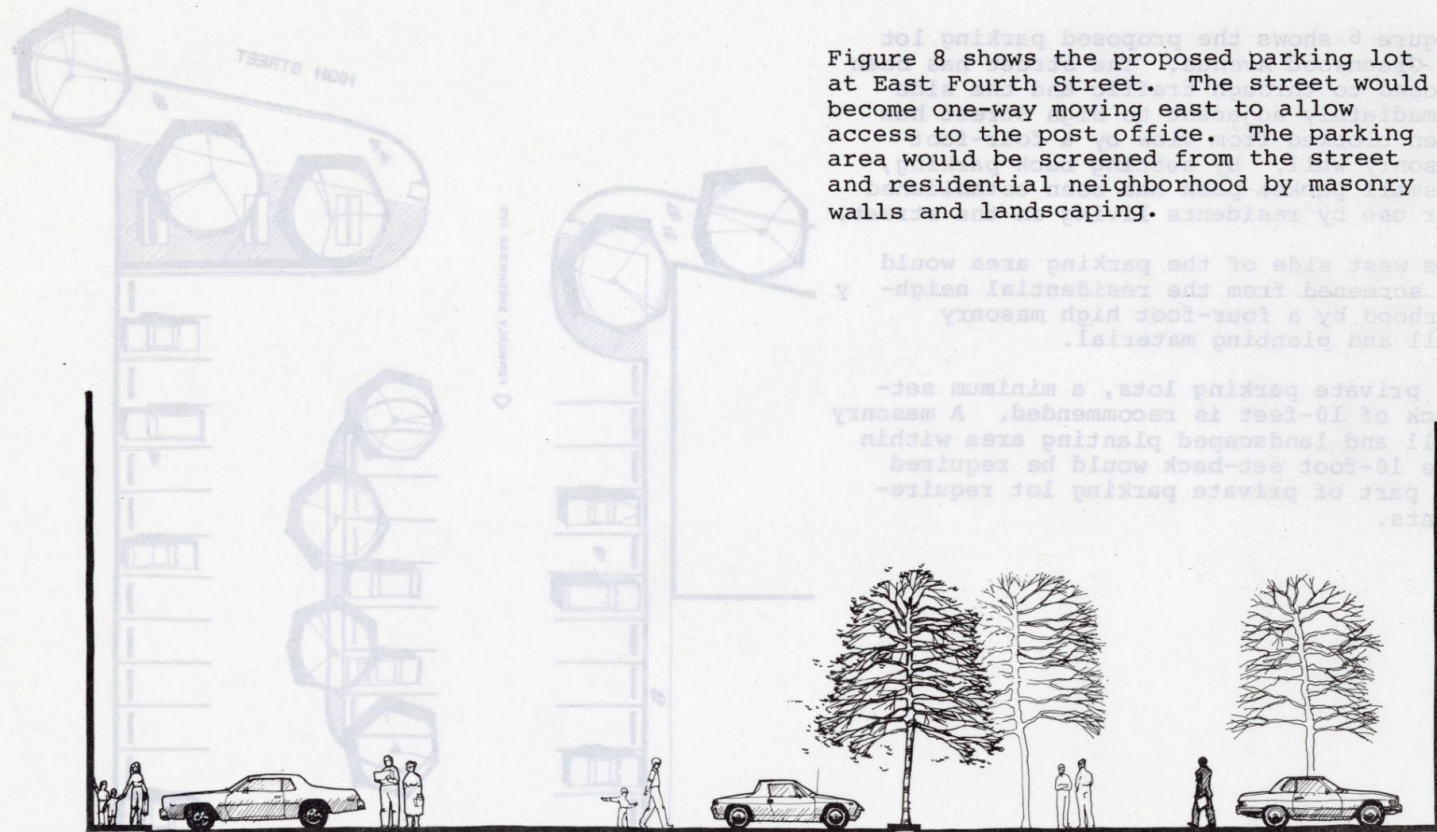


FIGURE 6 Proposed Off-street parking at Greenwood Ave.





GREENWOOD AVE. PARKING ST.

FIGURE 7 Section through Greenwood Ave. Parking St.

Figure 8 shows the proposed parking lot at East Fourth Street. The street would become one-way moving east to allow access to the post office. The parking area would be screened from the street and residential neighborhood by masonry walls and landscaping.

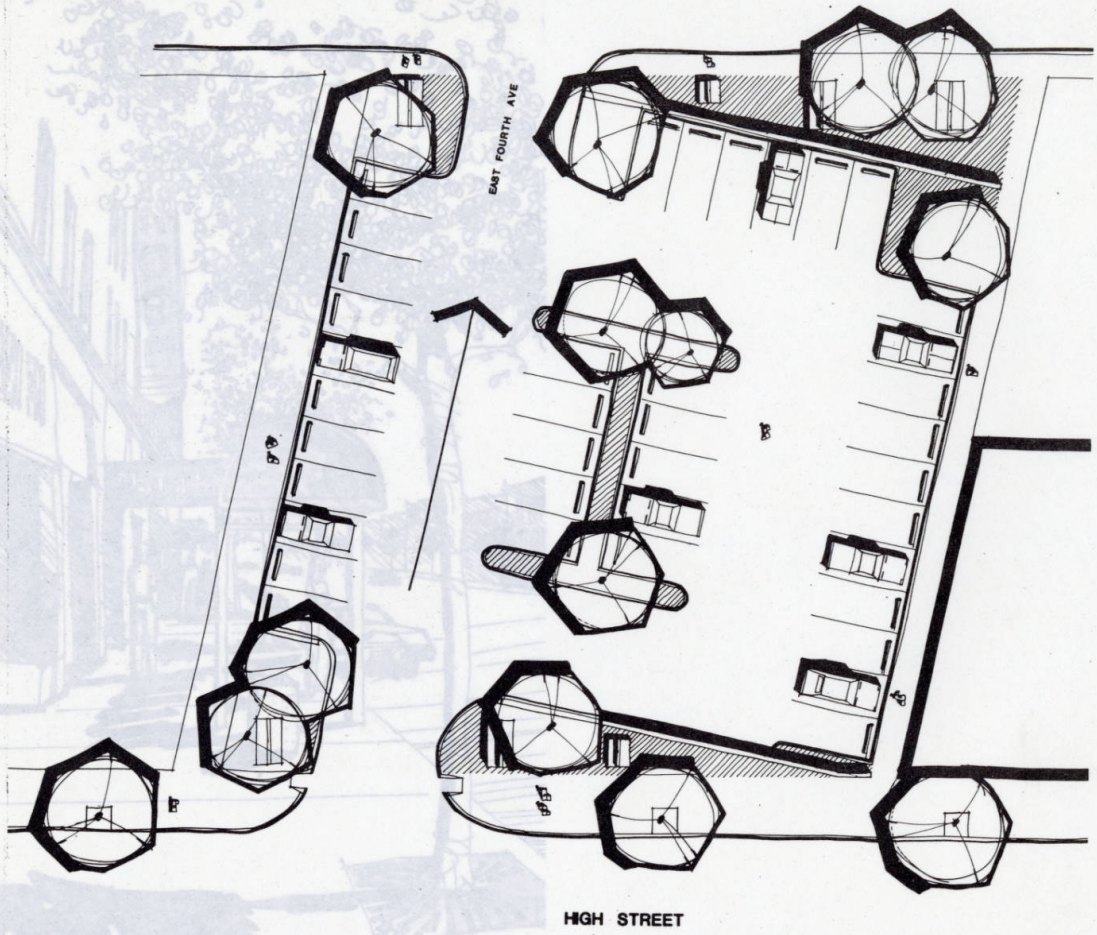
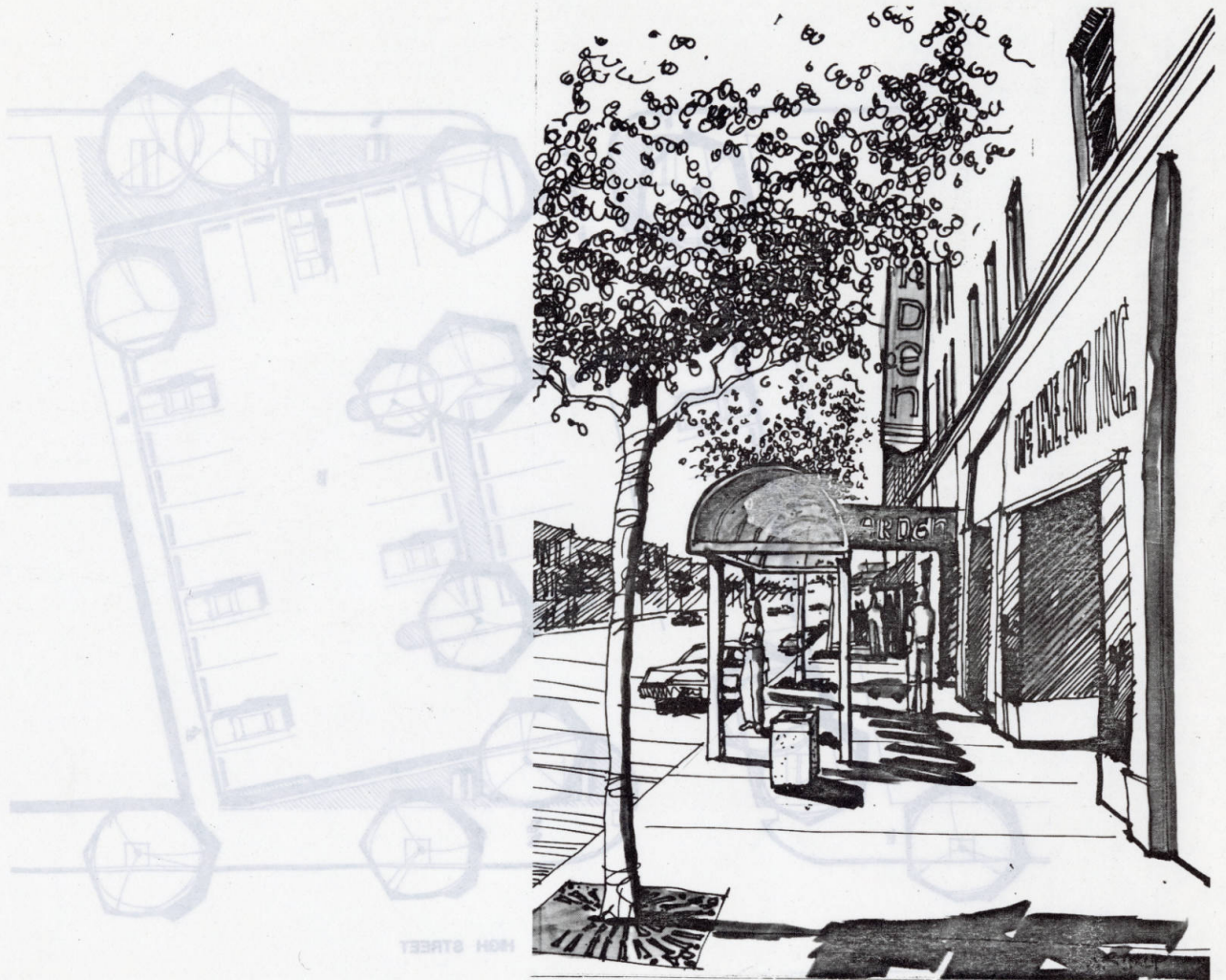


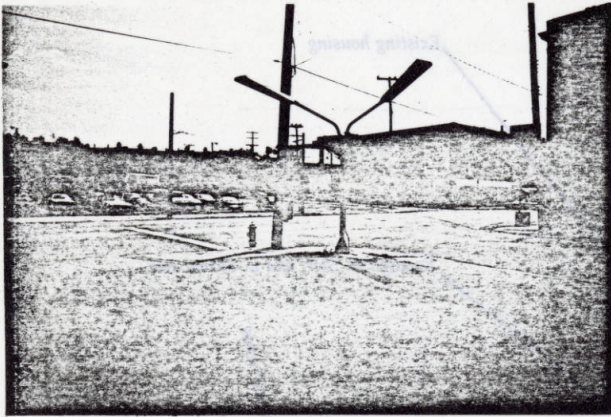
FIGURE 8 Proposed off-street parking at E. Fourth Ave.





HIGH STREET

*View of High Street after right-of-way improvements*



#### THIRD AVENUE TO PRICE AVENUE

In this district, the program focuses on rehabilitation of the east side of the street where the street facade of existing structures is still intact; and rehabilitation mixed with redevelopment on the west side of the street. Major open space projects are recommended for this district to serve as symbolic entrance points to the adjacent Italian and Victorian residential districts.

#### PUBLIC ACTION SUMMARY

- \* Provide sidewalk area improvements within the right-of-way.
- \* Realign West Starr, East Second Avenue intersection.

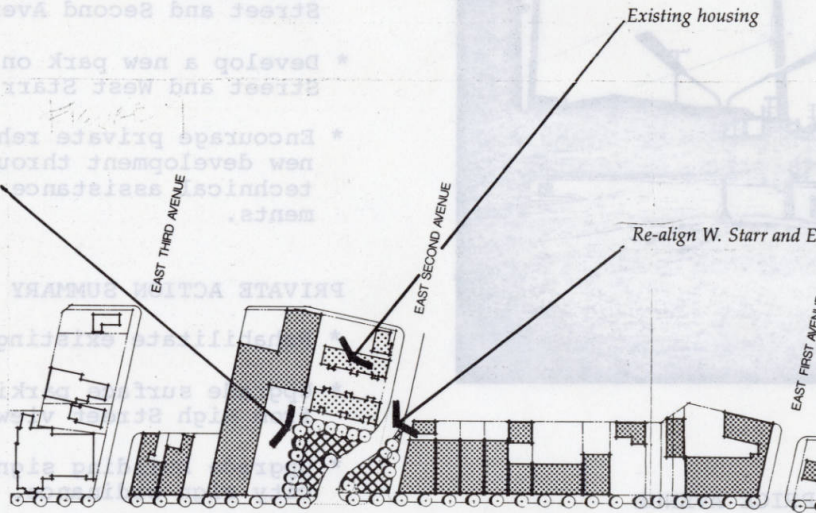
- \* Develop parks on the corners of High Street and Second Avenue as realigned.
- \* Develop a new park on corner of High Street and West Starr Avenue.
- \* Encourage private rehabilitation and new development through grant programs, technical assistance and public improvements.

#### PRIVATE ACTION SUMMARY

- \* Rehabilitate existing structures.
- \* Upgrade surface parking lots and screen from High Street view.
- \* Upgrade building signs to conform to city sign ordinance.
- \* Promote the redevelopment of soft land uses on west side of street.



Develop public park area



Develop public park area

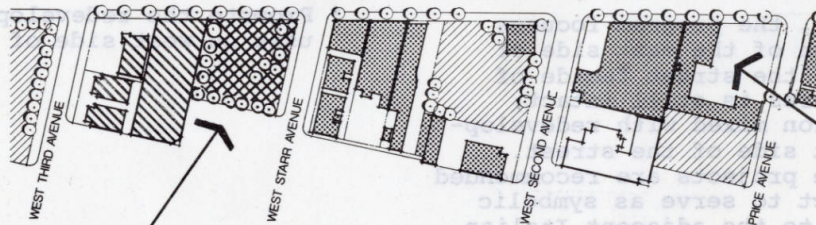
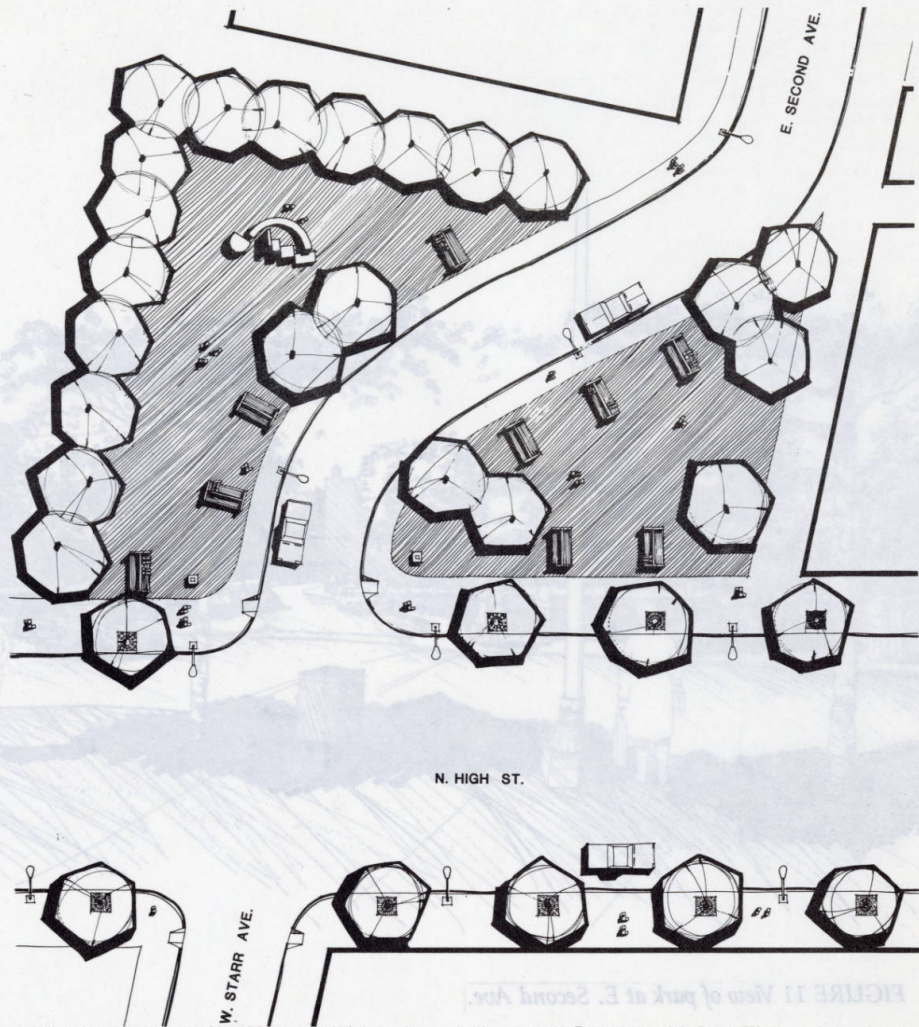


FIGURE 9 District 2 - Third Ave. to Price Ave.



**FIGURE 10**

*Re-alignment of W. Starr and E. Second Ave. and development of resulting park*



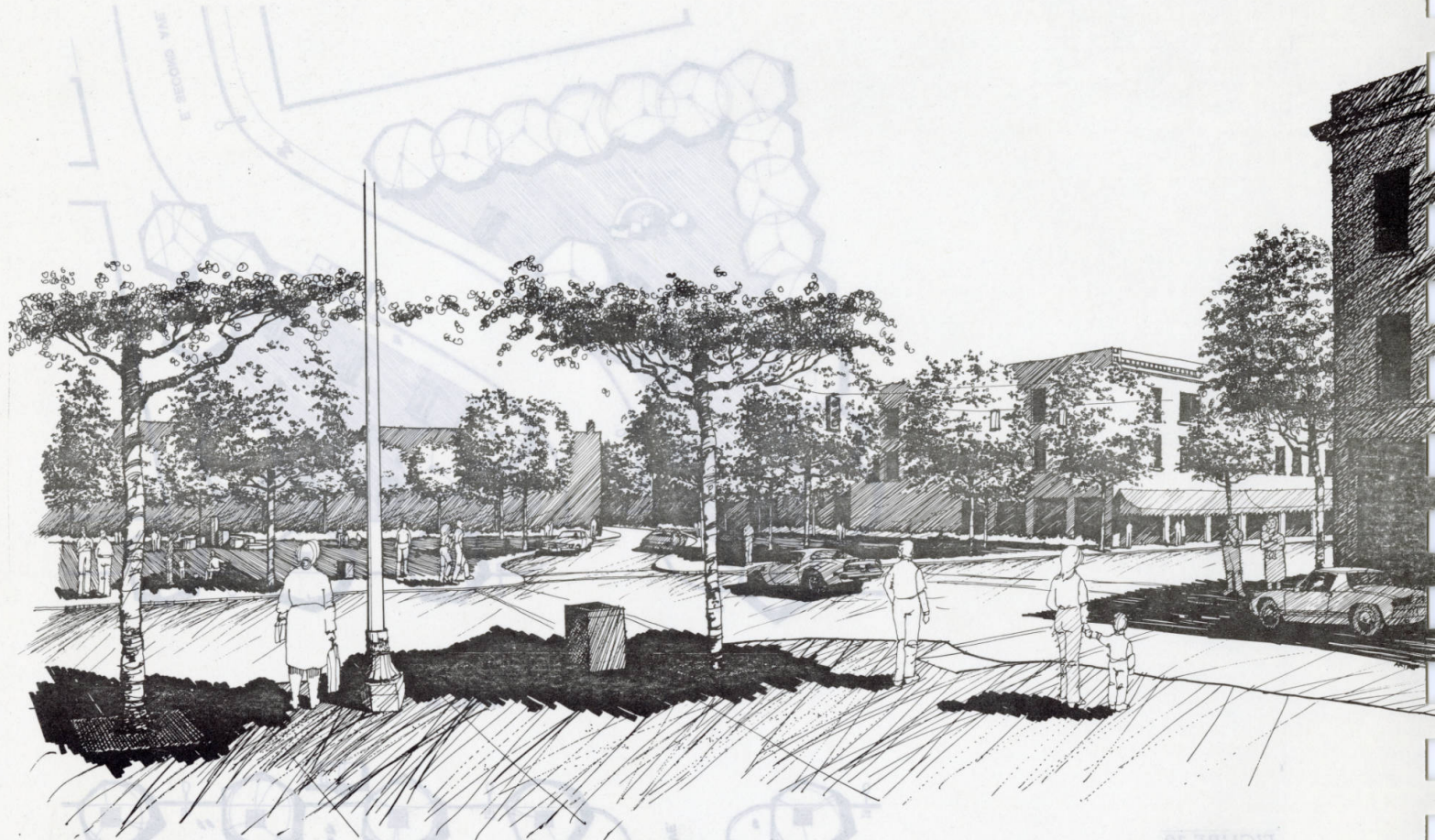


FIGURE 11 View of park at E. Second Ave.



PRICE AVENUE TO BUTTLES AVENUE

This district is presently the most under-utilized area along the street. The recent loss of two major automobile dealerships has left 5½ blocks of vacant land and buildings. This creates a large gap in the commercial facade of the district. A concentrated public/private effort must be made to redevelop this district if an improved economic climate is to be realized on High Street. The community's proposal for a market and the redevelopment of vacant land for elderly housing could utilize much of the available land and provide a catalyst for additional development.

PUBLIC ACTION SUMMARY

- \* Provide sidewalk area improvements within the right-of-way.
- \* Purchase Layman property on west side of High Street for relocation and expansion of the market area.
- \* Encourage development of elderly housing between Prescott and Warren Streets.
- \* Develop pocket park at corner of West Hubbard.
- \* Encourage private rehabilitation and new development through grant programs, technical assistance and public improvements.

- \* Develop park on East Hubbard Avenue.

PRIVATE ACTION SUMMARY

- \* Initiate with the city a program for the Byers property, aimed at relocating and expanding existing North Market combined with weekend farmer's market and speciality goods market.
- \* Renovate the Graystone Apartments including acquiring adjacent property for parking.
- \* Encourage development of housing on property between Prescott and Warren Avenue through non-profit groups.
- \* Rehabilitate existing structures.





\* Develop park on East Hubbard Avenue.

PRIVATE ACTION SUMMARY

\* Initiate with the...  
the Byers property, aimed at relocat-  
ing and expanding existing North  
Market combined with weekend farmer's  
Market and specialty goods market.

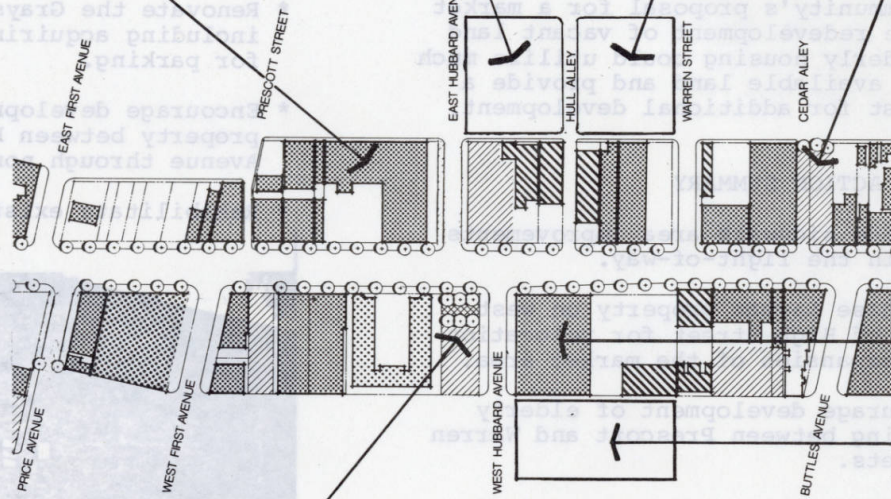
Renovate the Graystone Apartments  
including securing adjacent property  
for parking  
Encourage development of housing on  
property between Prescott and Warren  
Avenue through non-profit groups  
Encourage additional development  
of the site for additional  
catalyst

Renovate Existing Structures

Develop Park

Develop Housing

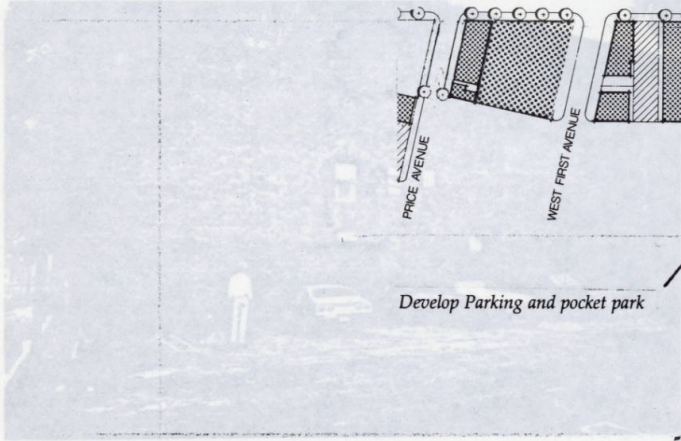
Develop off-street parking



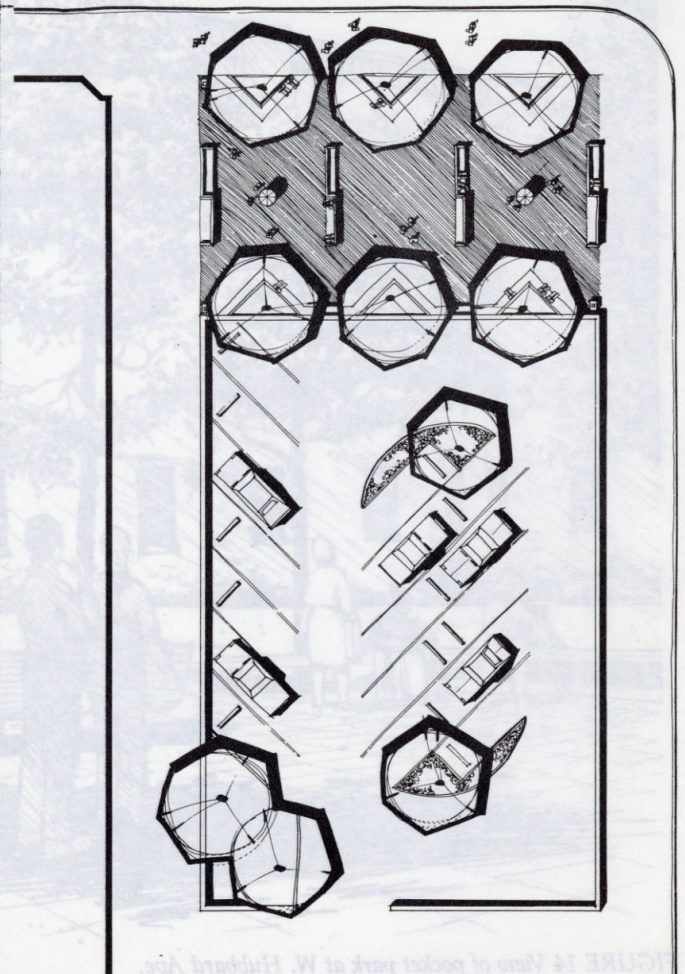
Develop Parking and pocket park

Develop new North Market

Develop parking for market



HIGH ST.



WEST HUBBARD AVE.

FIGURE 13 Pocket park and parking at W. Hubbard Ave.



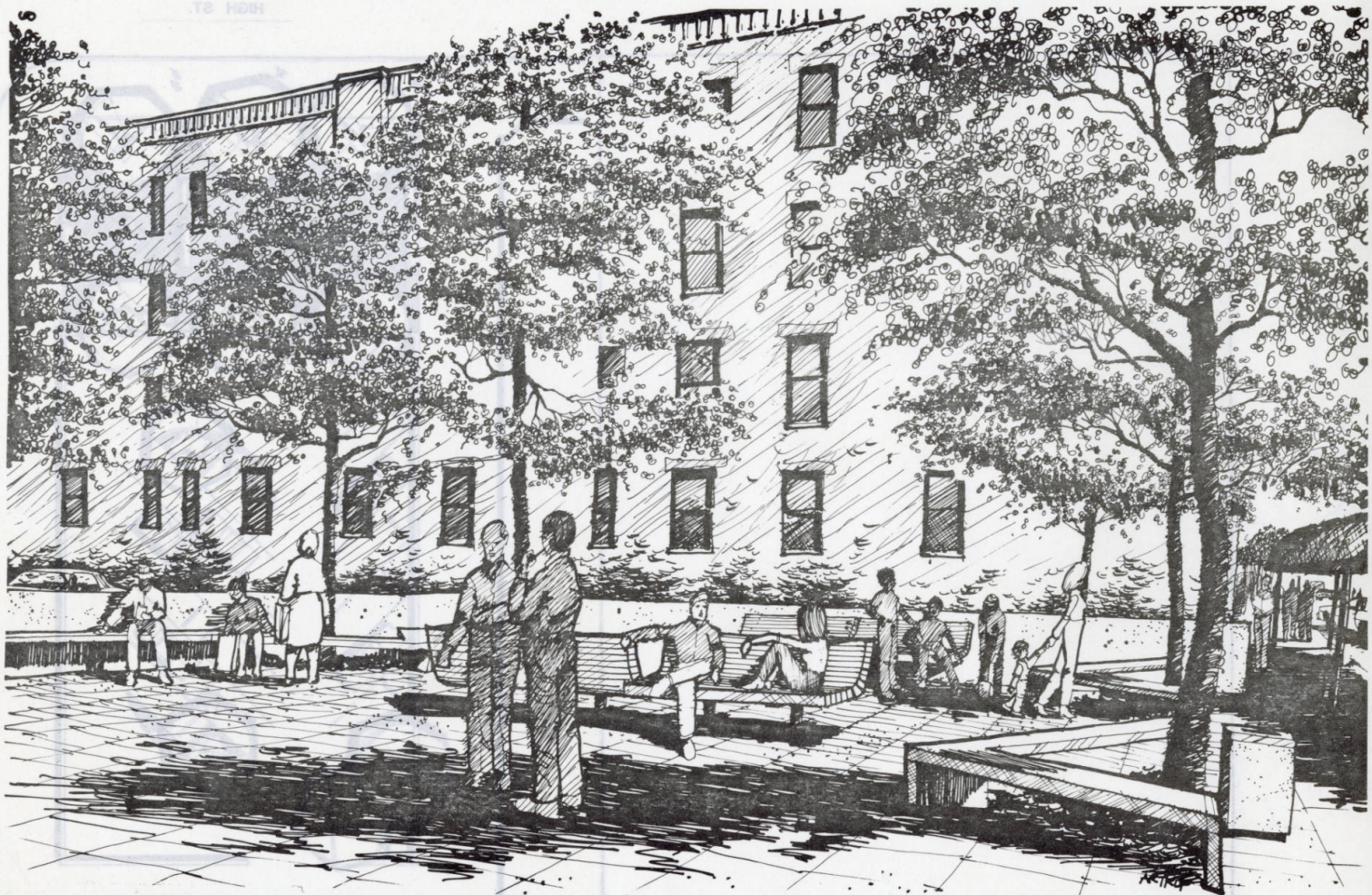


FIGURE 14 View of pocket park at W. Hubbard Ave.

FIGURE 13 Pocket park and parking at W. Hubbard Ave.



#### BUTTLES AVENUE TO GOODALE STREET

This district contains a high number of older, under-utilized buildings on both sides of the street. The building facade is fairly intact. Numerous residential units are located above ground-floor commercial uses. The district program should focus on rehabilitation of existing buildings with the introduction of new housing located on the east side of Goodale Park along Park Street.

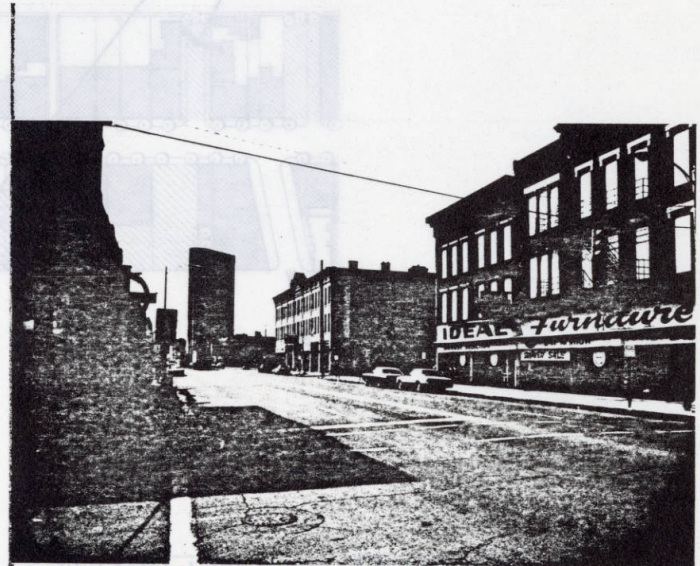
#### PUBLIC ACTION SUMMARY

- \* Provide sidewalk area improvements within the present right-of-way on High Street, Buttles Avenue and Warren Street.
- \* Realign right-of-way line from West Hubbard to Goodale Street over the period of redevelopment, to achieve a consistent right-of-way width throughout the district.
- \* Acquire property adjacent to Cedar Alley and close alley to create metered parking.
- \* Acquire vacant property adjacent to Millan Alley; close alley and create off-street metered parking.
- \* Encourage or assist in the development of parking on private properties behind High Street frontage.

- \* Encourage development of high density housing on east side of Goodale Park.
- \* Encourage private rehabilitation through grant programs, technical assistance and public improvements.

#### PRIVATE ACTION SUMMARY

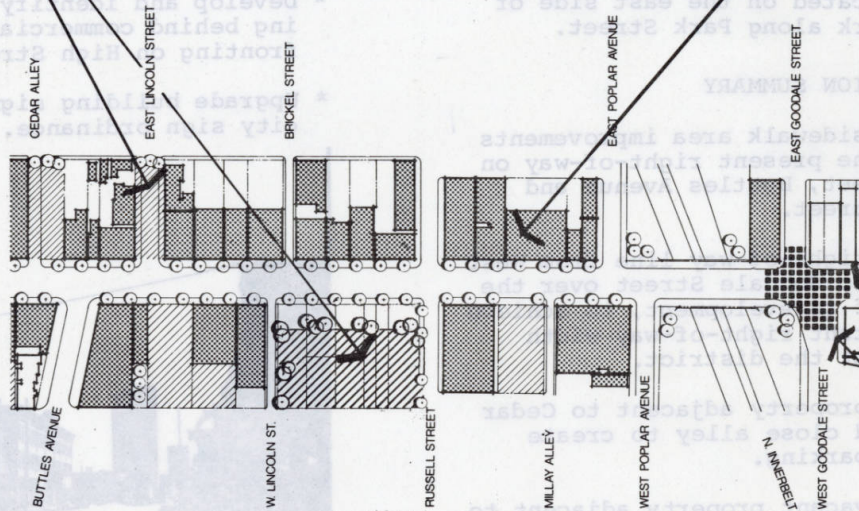
- \* Rehabilitate existing structures.
- \* Develop and identify off-street parking behind commercial structures fronting on High Street.
- \* Upgrade building signs to conform to city sign ordinance.





Develop off-street parking

Renovate existing structures



Special Street Treatment

Re-align right-of-way

FIGURE 15 District 4 - Buttles Ave. to Goodale St.



*View of entrance to Victorian Village*

FIGURE 10 Proposed Off-street parking  
at Russell Street



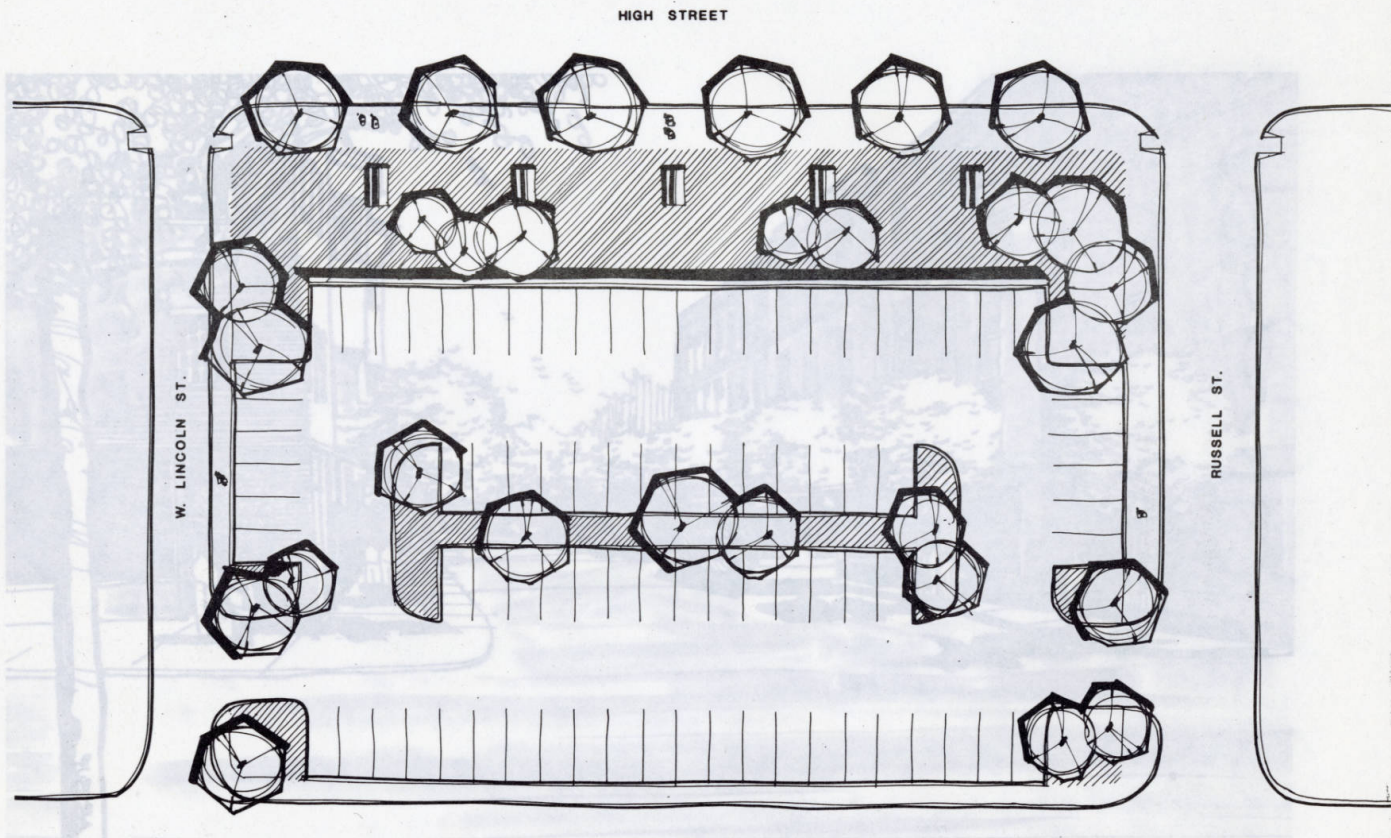


FIGURE 16 Proposed Off-street parking at Russell Street



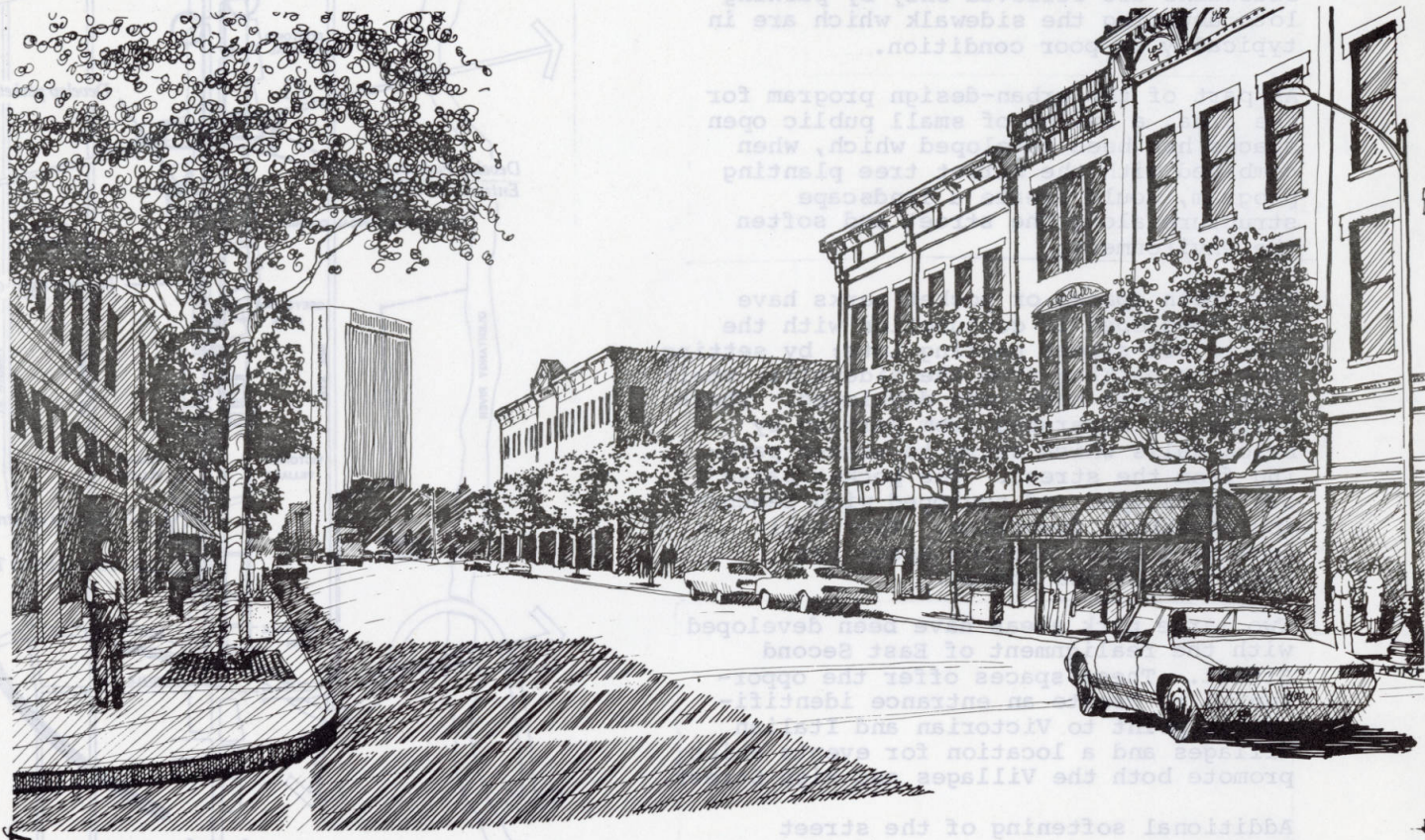


FIGURE 17 Open Space Improvements



D. Open Space Improvements: North High Street today offers little in the way of developed open space. As stated in Section A, the area has little visual appeal. The wide streets and stark sidewalks are relieved only by parking lots abutting the sidewalk which are in typically in poor condition.

As part of the urban-design program for the area, a system of small public open spaces has been developed which, when combined with the street tree planting program, would create a landscape structure along the street and soften the environment.

The green spaces or pocket parks have been developed in conjunction with the public off-street parking lots; by setting back the parking from the sidewalks, small public spaces have been developed. These spaces are separated from parking by brick walls which serve to screen parking from the street. The pocket parks are landscaped and equipped with benches and possibly, fountains. They will provide a quiet sitting space for residents of the street.

Two large park areas have been developed with the realignment of East Second Street. These spaces offer the opportunity to create an entrance identification point to Victorian and Italian Villages and a location for events which promote both the Villages and High Street.

Additional softening of the street environment and an extension to the landscape structure can be accomplished

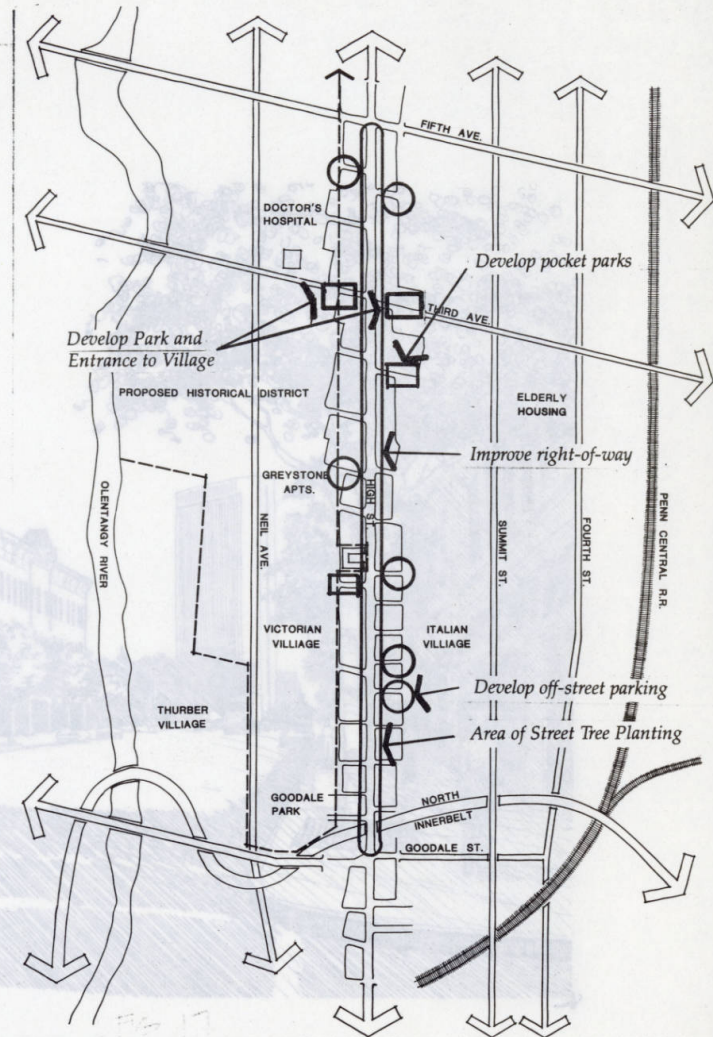


FIGURE 17 Open Space Improvements



by requiring all private parking lots to be set-back 10-ft. from the sidewalk line and blocked from view by a masonry wall and landscaped planting area within the 10-ft. set-back. The concept of having parking set-back from the street and screened is presently recognized by the City in its zoning ordinances for parking lot development in the downtown area. This concept should be extended to North High Street study area and the requirements for screening strengthened.

The development of pocket-parks or green-space system in conjunction with publically developed parking areas will require a commitment on the City's part to maintain these areas. The cost for developing these green spaces has been included in the estimates for development of the parking areas.

The recommendations on street tree planting are covered in detail in Section Five. The community has attempted to begin street tree planting with community development funds. The program has been delayed because of the location of street light conduits immediately inside the curb line interferes with placing of the trees. Alternative methods of tree placement (clustering) and tree-pots were assessed, and are not recommended as part of the design standards.

The recommended spacing of 40 ft. for trees is consistent with the development of a recognizable landscape structure along the

streets, and will provide sufficient visual access to the retail and commercial structures along the right-of-way.

The cost estimates for street improvements include sufficient funds to relocate the street light conduits and wiring to allow the street trees to be installed. An alternative to moving the conduits is to move the street trees farther from the curb line and avoid interference with the conduits.

The anticipated level of pedestrian movement along the street suggests that the tree center line could be located as far as five-feet from the curb and not restrict pedestrian movement. The street trees might be located 4'-6" from the curb face and planting of the trees should not interfere with the existing street light conduit installation.



# 4 Traffic and Transit

The Task Force spent considerable time discussing the objectives of traffic improvements along the street, and analyzed the Traffic Consultant's recommendations from two critical aspects: what did the recommendations do for High Street; and, what impact did they have on the adjacent neighborhoods.

The Task Force identified the following traffic-related problems:

- \* The closing of High Street created economic difficulties for businesses in the southern section of the study area;
- \* It is difficult for traffic to cross the street in the east-west direction due to off-set intersections;
- \* Inability to make left-hand turns onto or off the street at Fifth Ave.;
- \* Parking restrictions on the street at peak-hours;
- \* Width of street and offset intersections make it difficult for pedestrians to cross the street;
- \* The street should serve the district.

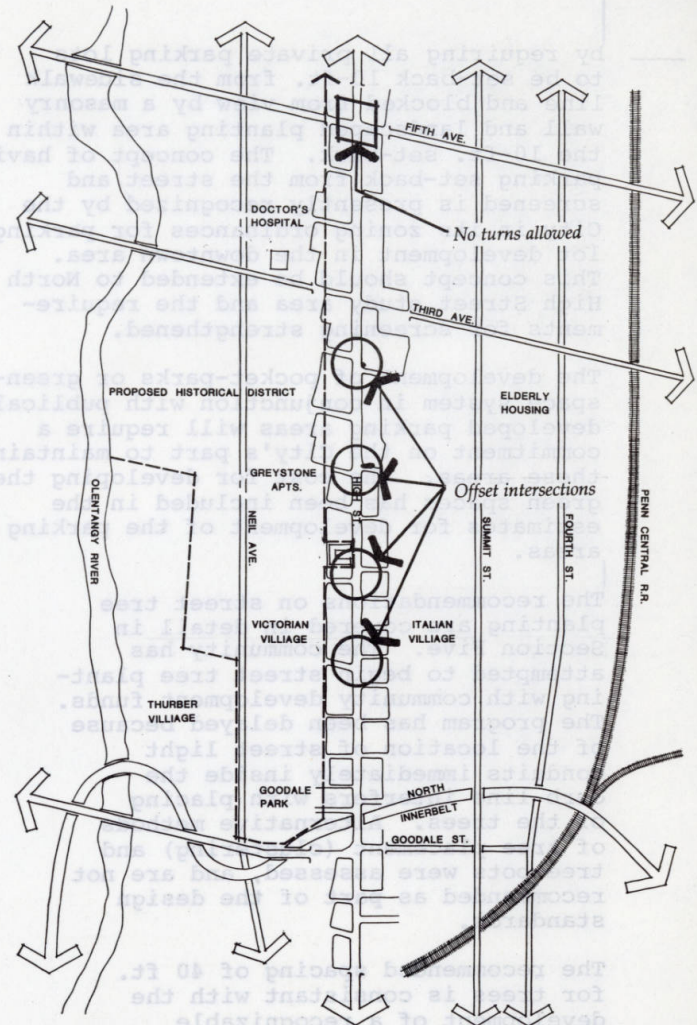


FIGURE 18 Existing Traffic Problems



The Traffic Consultant developed the following options in response to the list of traffic problems from the Task Force:

- \* Realign cross streets at West Starr Avenue and East Second Avenue, West First, East Warren and Buttles Avenue to make east-west crossing more easily accomplished;
- \* Convert High Street from four to five lanes with the center lane reserved for left-hand turning movements;
- \* Realign Fifth Avenue to allow left-hand turns onto High Street from Fifth Ave.;
- \* Close-down selected east-west streets to eliminate offset intersections and restrict turning movements on the street.

These options were reviewed with the Task Force and the Traffic Department. Discussions brought about the realization that resolution of the Task Force consensus would not compliment the arterial function of the street.

High Street through the district is a main artery. A major percentage of vehicular and transit passengers do not stop to use the services located on the street, but merely pass-through on their way to other districts of the city. The street's arterial function and high level of

traffic movements make it difficult to modify the width of the right-of-way to establish shorter pedestrian crossings, or to modify peak-hour parking restrictions.

The lack of parking facilities in the district became a major concern of Task Force discussions. The requirement for on-street parking varies with the types of businesses located on the street. Many of the businesses with a regional service area have developed off-street parking immediately adjacent to their business location, while other businesses rely on availability of on-street parking.

There are 159 parking spaces available on High Street in the district. These spaces are unmetered except between Third and Fifth Avenues, and are restricted by a two-hour time limit. The street's arterial function and the Traffic Department's anticipation of increased peak-hour traffic movements make it difficult to consider removing peak-hour restrictions.

At the present time, parking is adequate to meet the demands of the existing commercial mix except in the area of Third to Fifth Avenues. The emphasis on future retail development will require additional off-street parking at convenient locations. The program for parking presented in this report combines public and private parking development. The public parking areas would be developed by closing selected streets and alleys for the first block off High Street, and converting the land area combined with ground purchased immediately adjacent to the street into parking uses.



The number of parking spaces developed under this program would raise the number of spaces to 427.

The closing of selected side streets for the first block could eliminate some of the off-set intersections and restrict turning movements. This action should improve the traffic on the street while responding to the district's needs for off-street parking. The issue of which streets to close should be judged by the need for parking in each district and future business development. This action would allow each closing to be assessed in terms of impact on conditions in place at the time parking demands require a response.

The private sector would be required to provide parking in accordance with the provisions of the zoning code on all new and remodeling projects. Additional parking in the district could be developed by encouraging property owners to develop coordinated on-site parking facilities at the rear of buildings and accessible from the streets paralleling High Street as part of the renovation process.

The realignment of three intersections was rejected by the community because of the displacement required in the adjacent residential neighborhoods. The Task Force accepted the realignment of West Starr Avenue and East Second Avenue.

The conversion of the street to five lanes with the center lane restricted to turning movements would respond to the need for left-hand turns, and allow for turning movements from High Street to Fifth Avenue.

During off-peak hours, parking would be allowed in the curbside lanes. The second lane would be for moving traffic and the center lane restricted to turning movements. This option would require the continuation of parking restrictions during peak-hour traffic movements.

The Task Force's request for turning movements from Fifth Avenue to High Street was carefully reviewed by the Traffic Department. It was determined that the present Fifth Avenue right-of-way does not have sufficient width to accommodate turning movements. Additional property must be acquired to accommodate a turning lane. Continuing discussions between the community and the Traffic Department should take place to determine the need for this movement; the impact of property acquisition on existing businesses; and the impact on traffic movements on High and Fifth Avenue.

The impact of the High Street closing was resolved with the opening of the street.

The discussions concerning traffic resulted in the following recommendations for the district:

- \* Realign West Starr and East Second Avenues;

- \* Adopt a five-lane system for High Street with the middle lane restricted to turning movements;
- \* Close selected streets to restrict turning movements and use resulting land area for metered parking lots;
- \* Develop on-site parking where feasible behind existing commercial structures.
- \* Develop public off-street parking at selected sites in the district;
- \* Require the development of on-site parking with all new, renovation development projects.

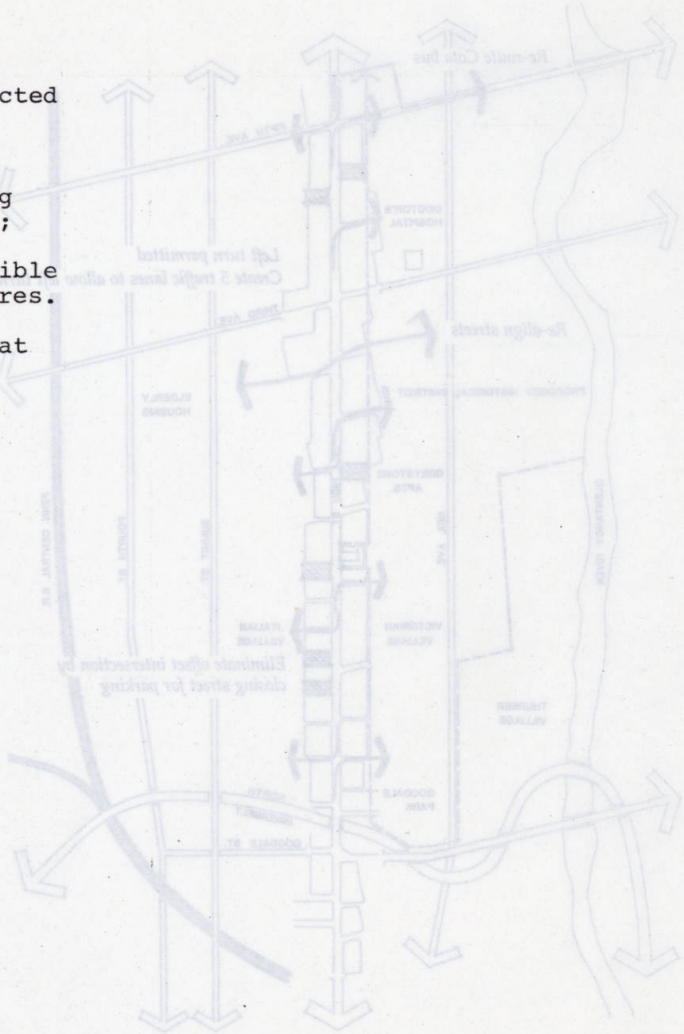


FIGURE 19 Traffic Recommendations

FIGURE 20 Typical 5 lane street plan



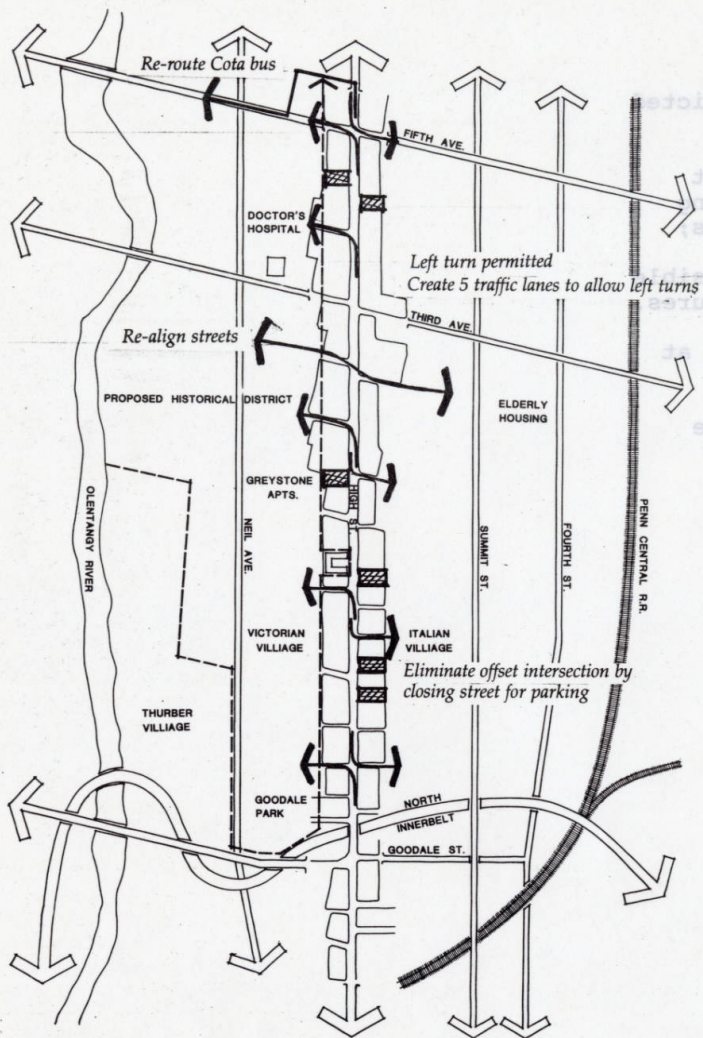


FIGURE 19 Traffic Recommendations

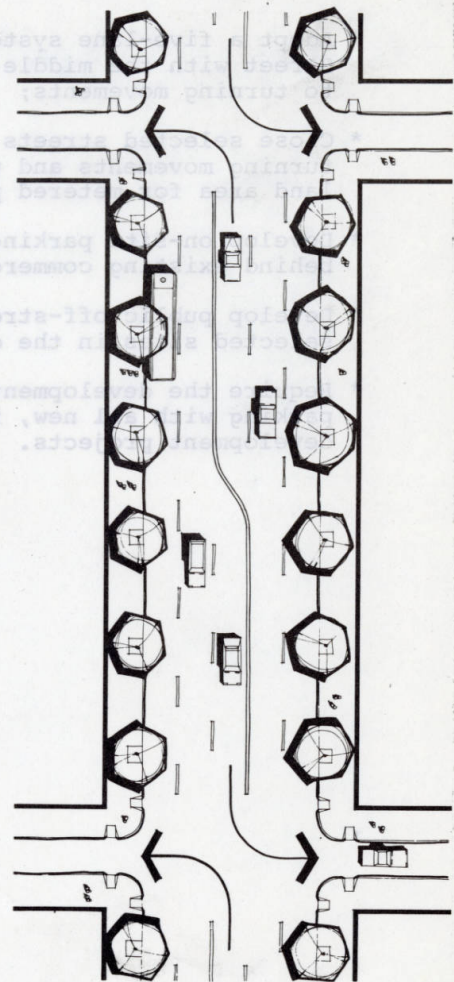


FIGURE 20 Typical 5 lane street plan

# 5 Design Recommendations

The physical improvements recommended for the High Street right-of-way include upgrading the physical conditions of the street and sidewalks, the planting of trees and the addition of street furnishings in an organized and orderly manner throughout the district to establish a consistent level of quality. The standards for street furnishings are similar to those recommended in the Downtown Section with the intent that High Street will have a consistent quality of furnishings from Greenlawn to Fifth Avenue.

Street Furnishings: The street furnishings can be organized to provide an overall design unity to the street and enhance the pedestrian-oriented environment of the sidewalk. Street furnishings include: street lighting, plantings, sidewalk paving, transit stations, signs, benches and trash containers.

## Design criteria:

- \* Limit number of elements located in sidewalk area;
- \* Provide a system which brings order to the placement and location of furnishings;
- \* Select furnishings which are pleasant in appearance and of suitable material and strength for public-space use.

## Typical street-furnishings locations:

The sidewalk within the block should be organized so that all street-furnishings are arranged in a logical and consistent manner. Street corners should be reserved for pedestrians. The 12-foot wide sidewalk should be zoned to provide typical areas for the installation of street furnishings wherever possible, and all street-furnishing elements should be located in the 3-foot wide service strip.

Specific elements should be installed as follows:

- \* Postal boxes or storage boxes: maximum of three per cluster (36" o.c.) maximum of two clusters per block face. Front of units shall be 30" from curb.
- \* Newspaper vendors: maximum of three per cluster (36" o.c.), maximum of two clusters per block face, situated near intersections; front of units should be 30" from curb.
- \* Waste receptacles: should be located singly, approx. 120' o.c. or more frequently as required, and centered in the 36" modules; front of units should be 30" from curb.



Sidewalk paving: Recommended material for sidewalks in the project area is concrete. The 3-foot wide service strip should be scored at 36" intervals, and the remainder of the sidewalk scored in a 9-foot module. Specialized paving such as brick or granite should be confined to the 3-foot service zone. The sidewalks at the corners should have handicapped ramps installed on both faces. Crosswalks should be identified to provide a strong, visual signal to vehicles approaching the intersections.

Planting: Street trees are recommended to provide a strong, vertical element throughout the corridor. The 40-foot spacing is recommended to provide sufficient view into the sidewalk zone behind the tree line, and give visual access to the retail establishments along the streets.

The type of tree used should have a bold skeleton structure so that the tree may be visually identified during the winter months.

Street lighting: Installation of street lights should be coordinated with the location of the street trees. This would allow for the installation of light standards on 80, 120 and 160 foot centers depending on the light level designated. The closer the spacing, the more consistent apparent light-level along the street.

Street graphics: Public-information signs typically located along the street should conform to standards published in the "Ohio Manual on Uniform Traffic Control Devices (OMUTCD)". Graphics for off-street parking should be standardized to Department of Development standard identification of off-street parking facilities.

The standards for street furnishings for High Street were developed by the Department of Development. These standards were introduced in the Capitol Square Study and are recommended for the High Street Study. The intent is to have a consistent quality of furnishings throughout the study area. Figures 23 to 32 show the standards of furnishings recommended.

- \* Limit number of elements located in sidewalk area;
- \* Provide a system which brings order to the placement and location of furnishings;
- \* Select furnishings which are pleasing in appearance and of suitable material and strength for public-space use.

- \* Flag and banner poles: Should be located singly approx. 120' o.c. centered between every other decorative light fixture along the street curb and aligned with each other on the opposite side of the street (alternating with waste receptacles); the centerline of the poles on both sides of the street should be 18" from the curb.
- \* Transit information graphics: Centerline of post shall be 18" from curb; double posts should have the centerline of the sign face 18" from curb.
- \* No-parking graphics: Centerline of post should be 18" from curb.
- \* Traffic-control graphics: Should be 18" from curb, maintaining a minimum of 6" from the edge of any sign face and the back of the curb.
- \* Telephones: Are not recommended in the public right-of-way in the area; where possible, pay phones should be installed in public areas of buildings.
- \* Drinking fountains: In the public right-of-way are not recommended.
- \* Bicycle racks: In the public right-of-way are not recommended; however, bike storage should be included in new or renovated facilities.
- \* Fire hydrants: Should be painted safety-yellow and, if relocated, should be centered 18" from curb.

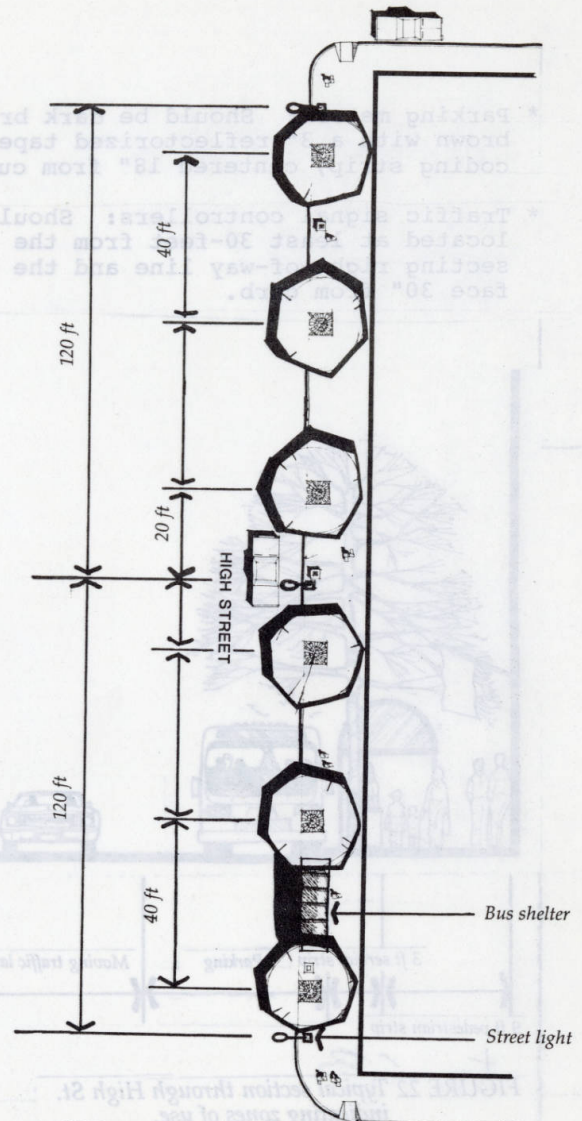


FIGURE 21 Typical street light and tree spacing



\* Parking meters: Should be dark bronze/brown with a 3" reflectorized tape color coding strip, centered 18" from curb.

\* Traffic signal controllers: Should be located at least 30-feet from the intersecting right-of-way line and the front face 30" from curb.

\* Emergency call-boxes: Should be located near the tangent point and the front face 30" from curb.

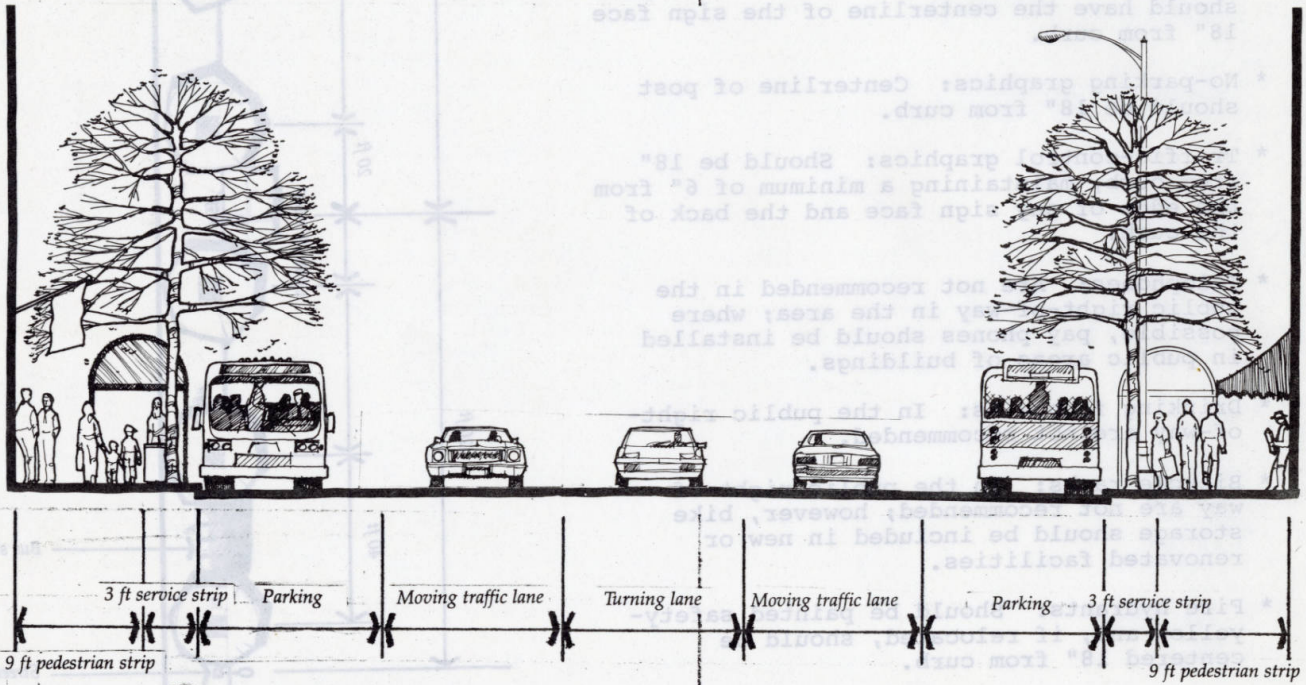


FIGURE 22 Typical section through High St. indicating zones of use.

3 ft Service Strip

30 ft

Street furnishings restriction zone

30 ft

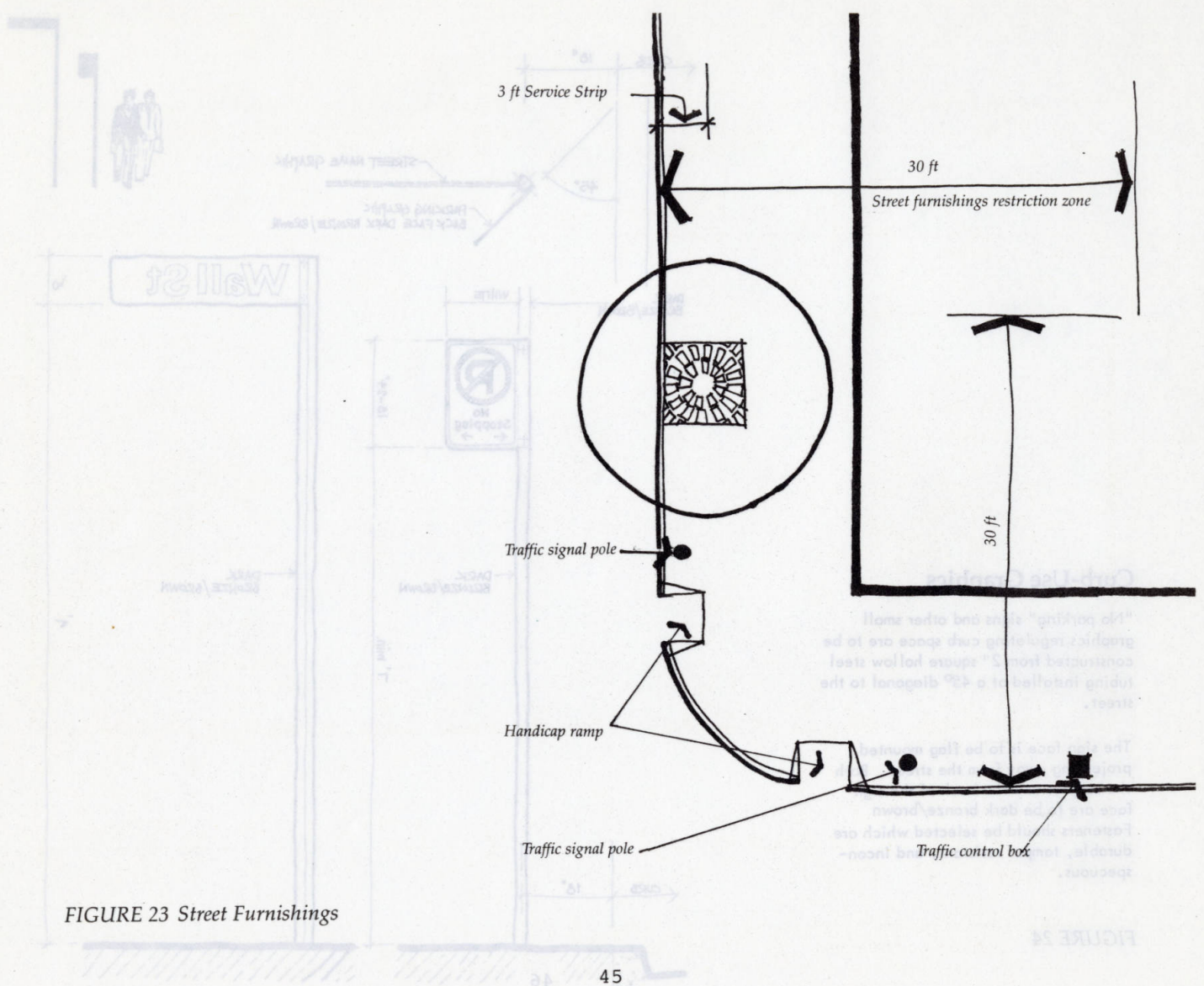
Traffic signal pole

Handicap ramp

Traffic signal pole

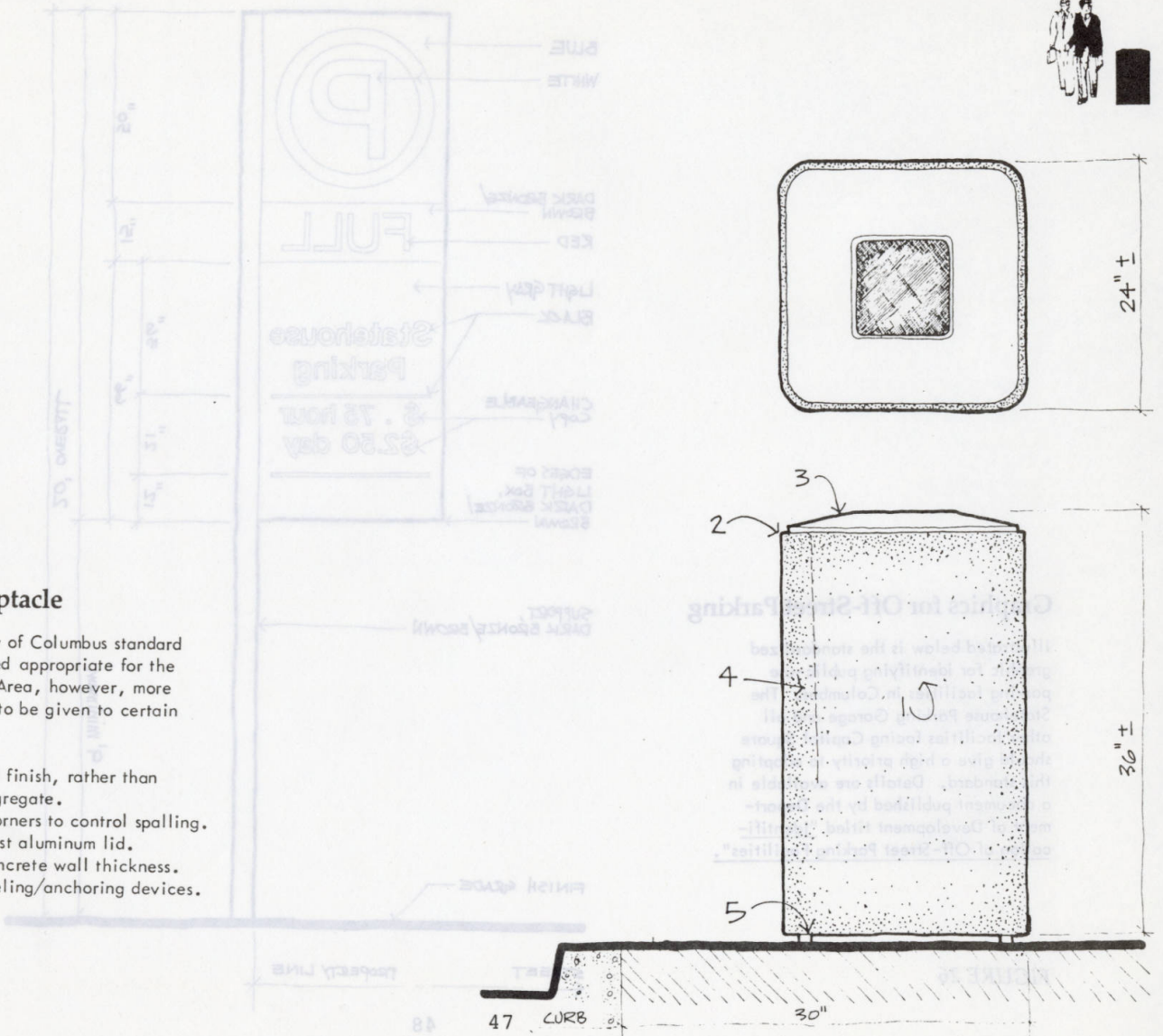
Traffic control box

FIGURE 23 Street Furnishings









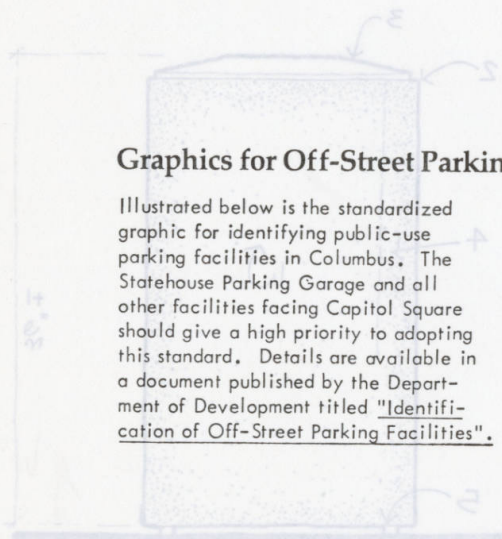
### Waste Receptacle

The present City of Columbus standard unit is considered appropriate for the Capital Square Area, however, more attention needs to be given to certain details:

1. Sandblasted finish, rather than exposed aggregate.
2. Rounding corners to control spalling.
3. Thinwall cast aluminum lid.
4. Increase concrete wall thickness.
5. Utilize leveling/anchoring devices.

FIGURE 25





### Graphics for Off-Street Parking

Illustrated below is the standardized graphic for identifying public-use parking facilities in Columbus. The Statehouse Parking Garage and all other facilities facing Capitol Square should give a high priority to adopting this standard. Details are available in a document published by the Department of Development titled "Identification of Off-Street Parking Facilities".

FIGURE 26

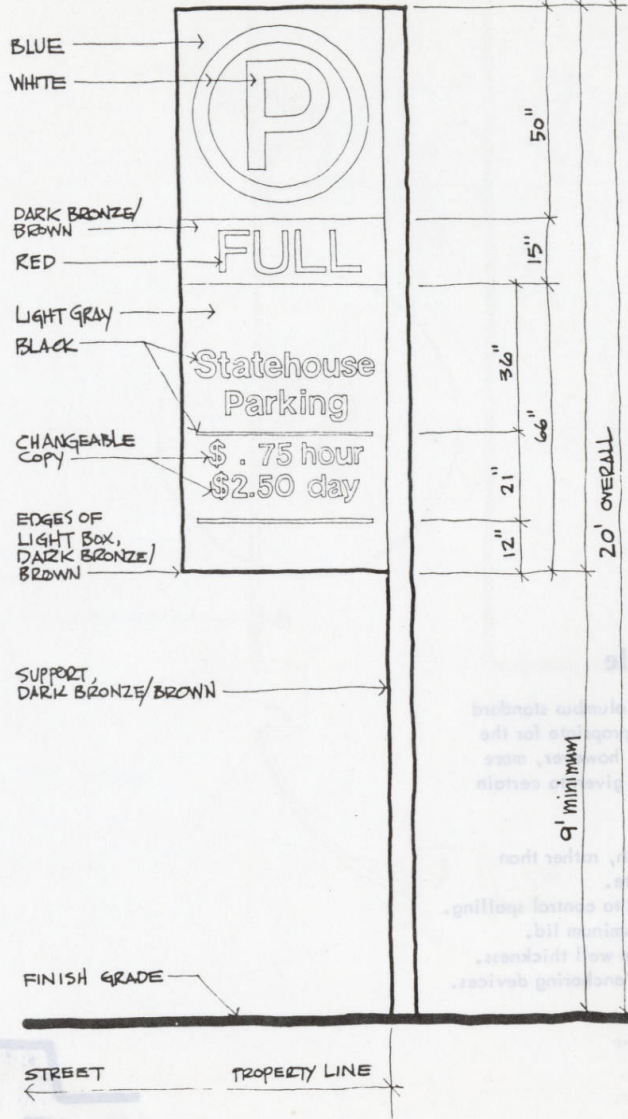
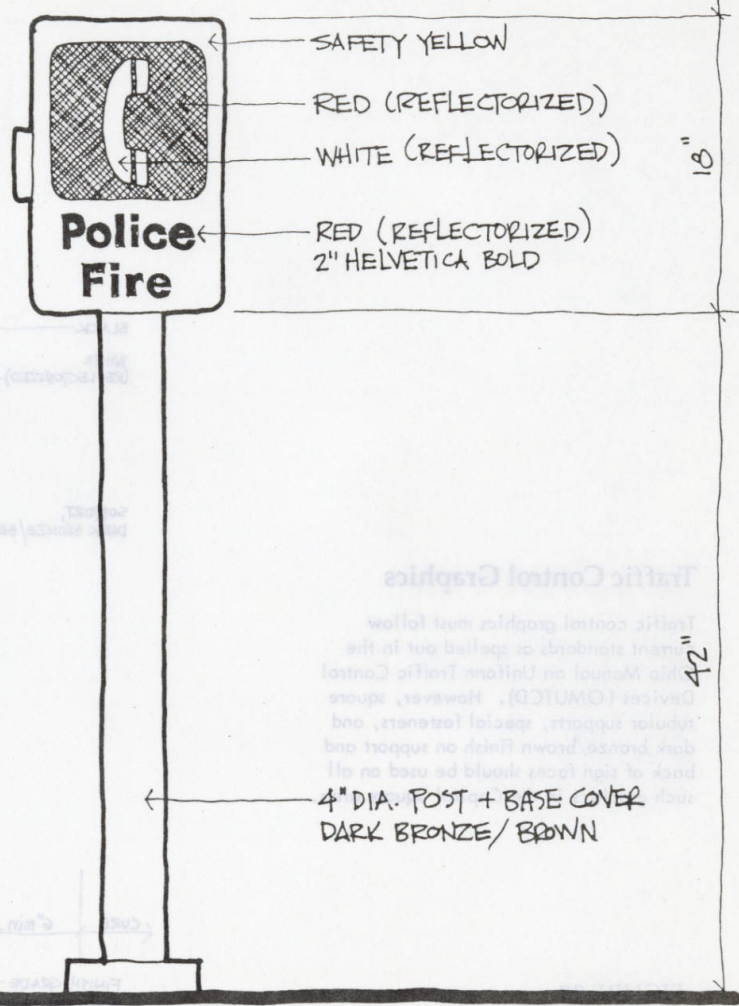


FIGURE 25

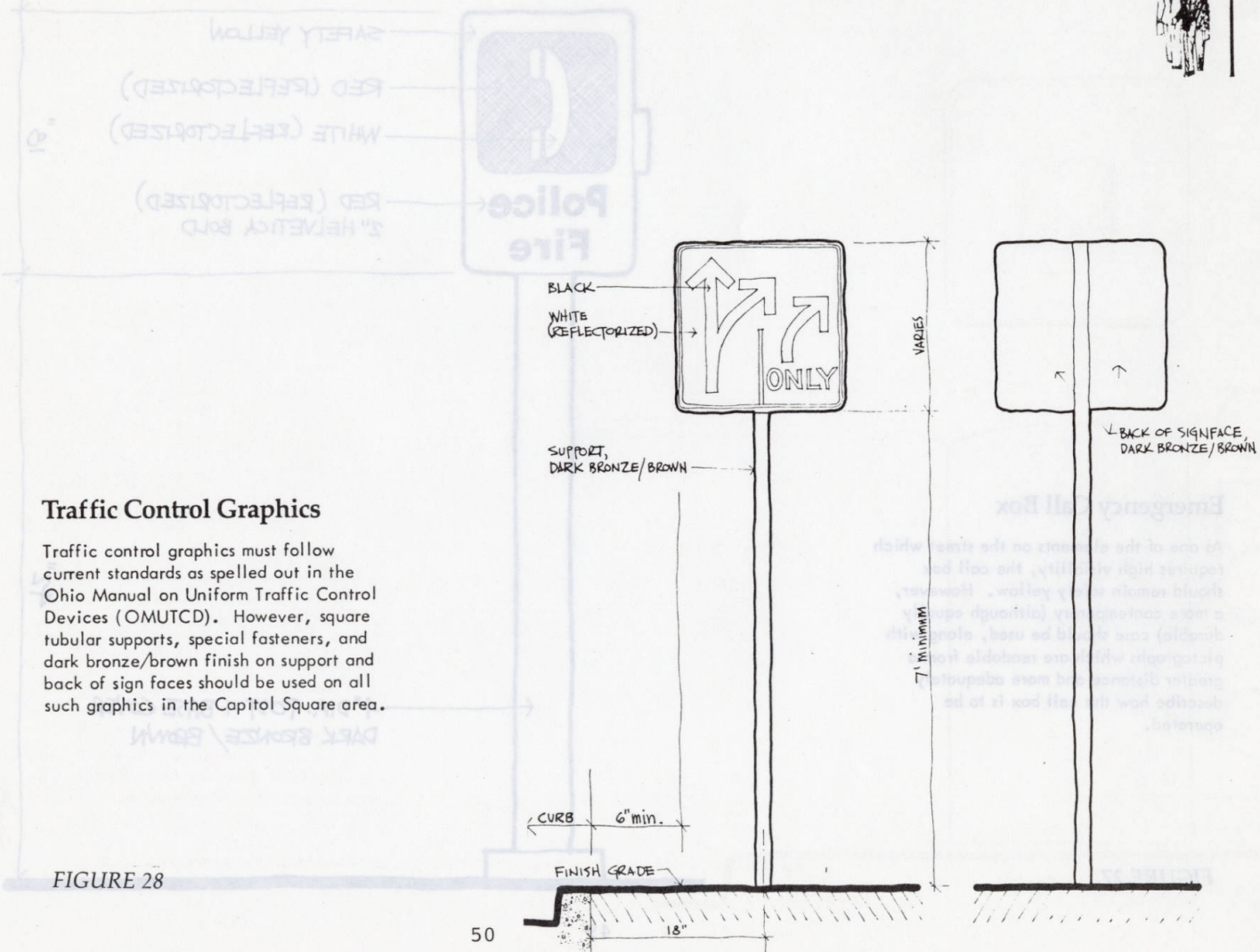


### Emergency Call Box

As one of the elements on the street which requires high visibility, the call box should remain safety yellow. However, a more contemporary (although equally durable) case should be used, along with pictographs which are readable from a greater distance and more adequately describe how the call box is to be operated.

FIGURE 27





### Traffic Control Graphics

Traffic control graphics must follow current standards as spelled out in the Ohio Manual on Uniform Traffic Control Devices (OMUTCD). However, square tubular supports, special fasteners, and dark bronze/brown finish on support and back of sign faces should be used on all such graphics in the Capitol Square area.

FIGURE 28

## Transit Graphics

A system wide visual communications program is currently being initiated by the Central Ohio Transit Authority (COTA). Shown below are examples of passenger information graphics to be used at bus stops.

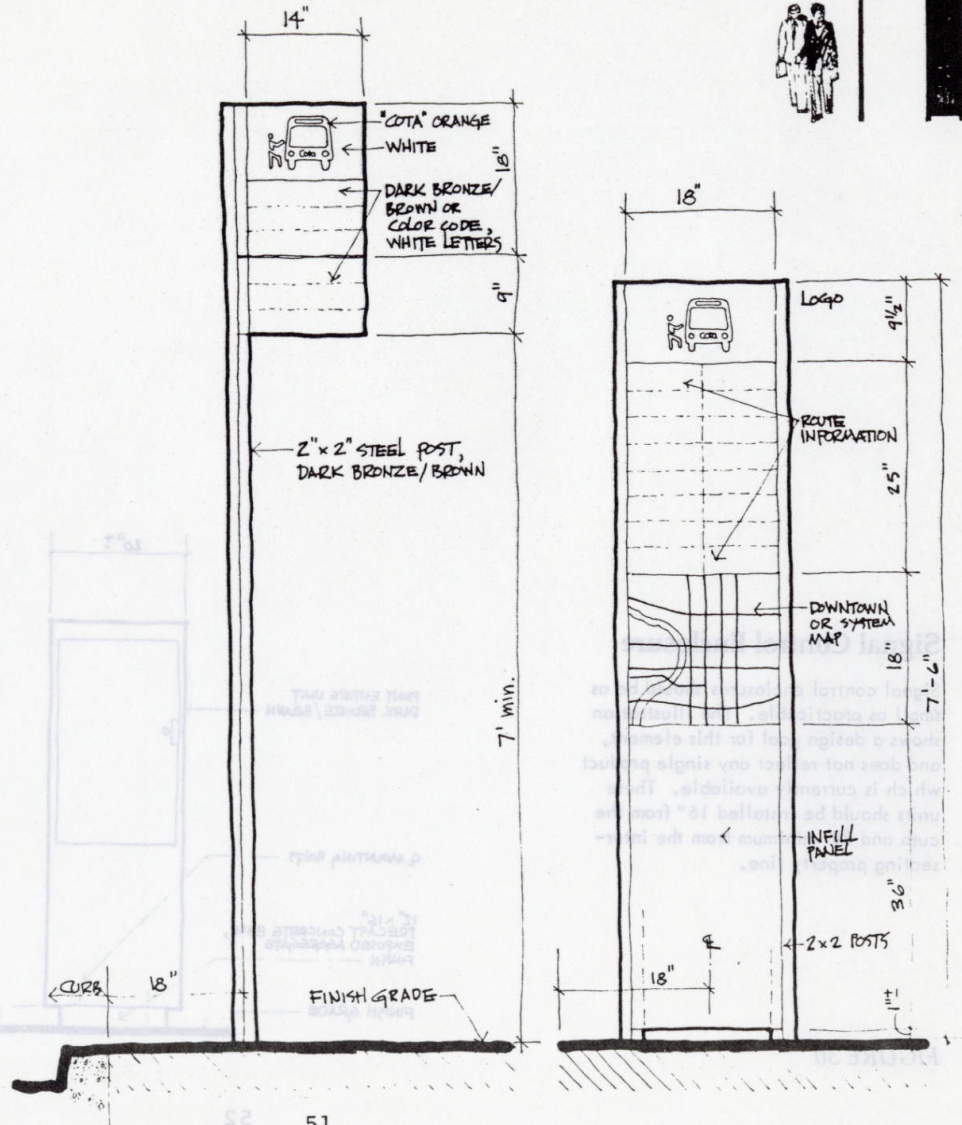


FIGURE 29

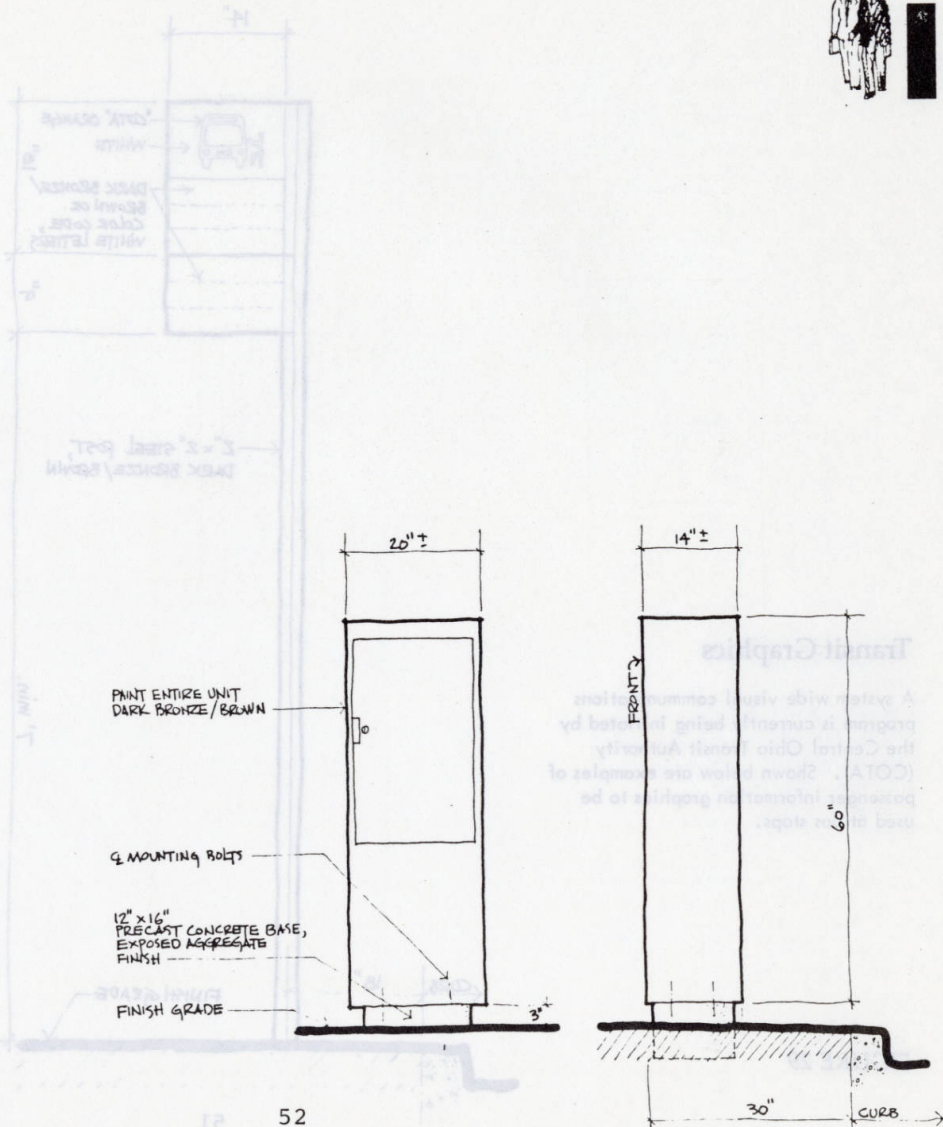




## Signal Control Enclosure

Signal control enclosures should be as small as practicable. The illustration shows a design goal for this element, and does not reflect any single product which is currently available. These units should be installed 16" from the curb and 28" minimum from the intersecting property line.

FIGURE 30



# Newspaper Vendor

With minor modifications shown below, the newspaper vendor selected is the Berkley-Small K-500 Sho-Rack. All units are to be painted dark bronze/brown with no trim stripes and no card-

holder. Graphics are to be as shown, with lettering on a color background selected for each newspaper. Installation shall be as shown below in locations approved by the City of Columbus

BERKLEY-SMALL K-500 SHO-RACK PAINTED DARK BRONZE/BROWN WITH 1/8" THICK FIBER REINFORCED PLASTIC PANEL WITH EMBEDDED GRAPHICS. WHITE LETTERING ON COLORED BACKGROUND. LETTERS TO BE 3/4" HELVETICA MEDIUM AND 1/2" HELVETICA.

"PULL" 1" HELVETICA MEDIUM

4 MOUNTING BOLTS

12" x 16" PRECAST CONCRETE BASE, EXPOSED AGGREGATE FINISH

FINISH GRADE

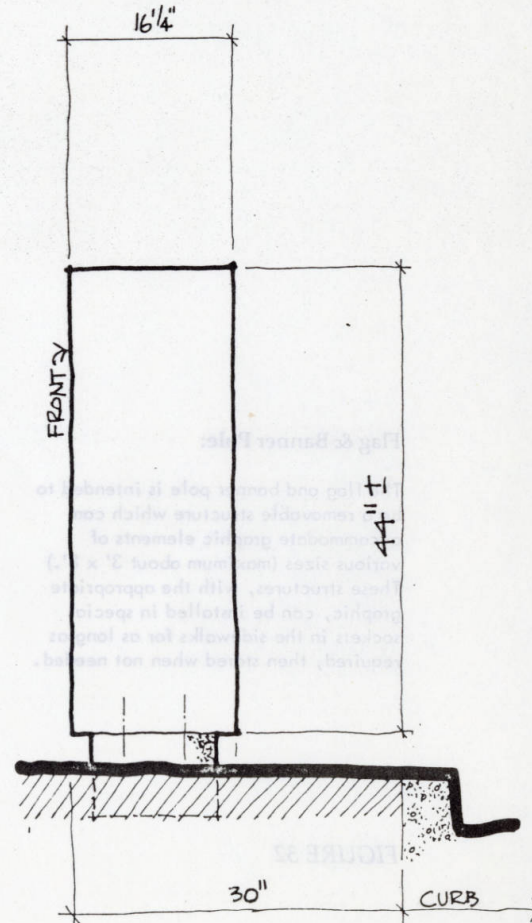
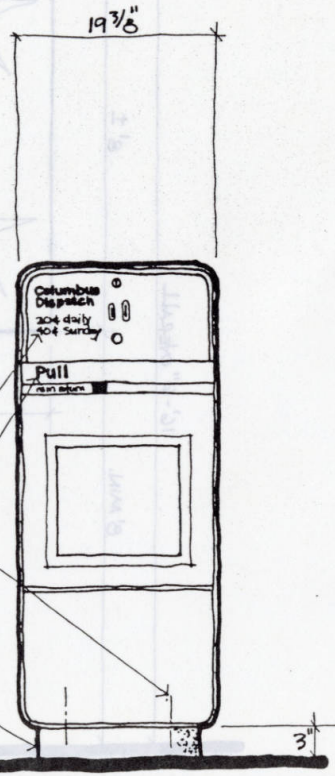


FIGURE 31

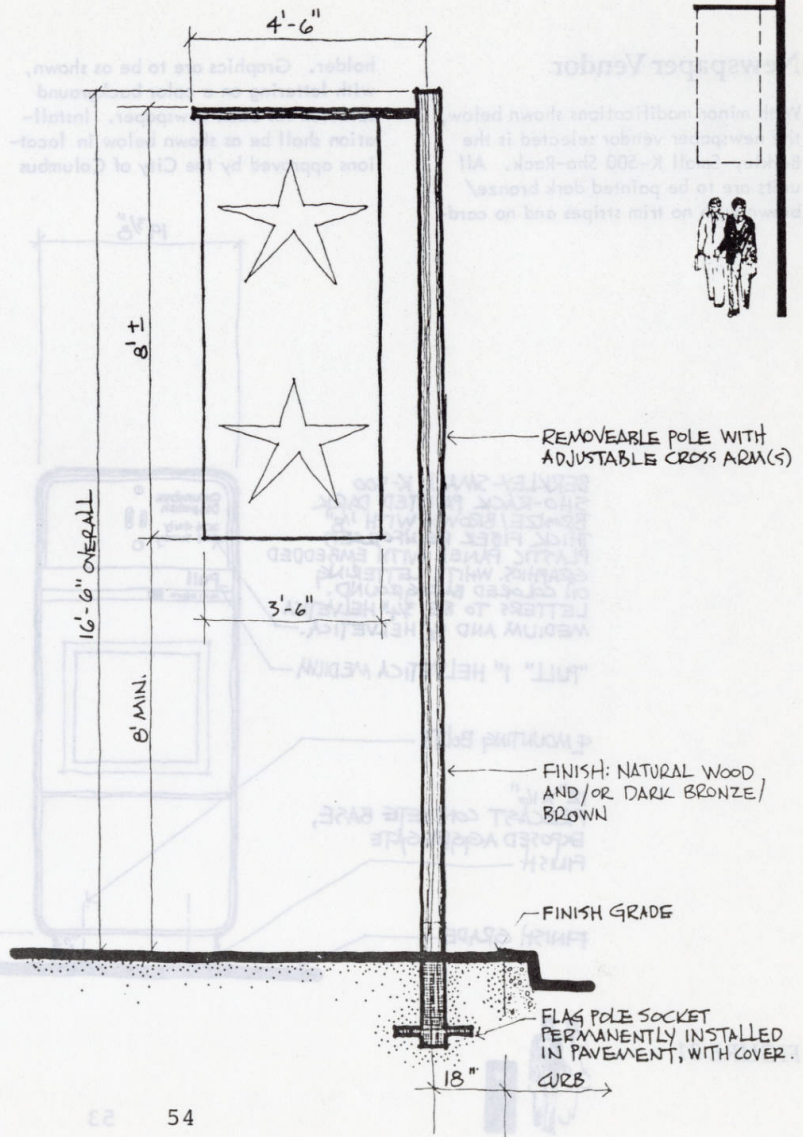




### Flag & Banner Pole:

The flag and banner pole is intended to be a removable structure which can accommodate graphic elements of various sizes (maximum about 3' x 8'). These structures, with the appropriate graphic, can be installed in special sockets in the sidewalks for as long as required, then stored when not needed.

FIGURE 32



## Seating

Seating in the project should be both informal and formal. Walls, planters, steps as well as grass areas, should be designed and implemented to encourage informal sitting.

More formal sitting areas, including those proposed to the north and south of the Capitol Building, will include the Rosenwach or Macotta contour bench illustrated below. Rails shall be select grade purple heart; straps and fasteners shall be dark bronze/ brown baked enamel finish.

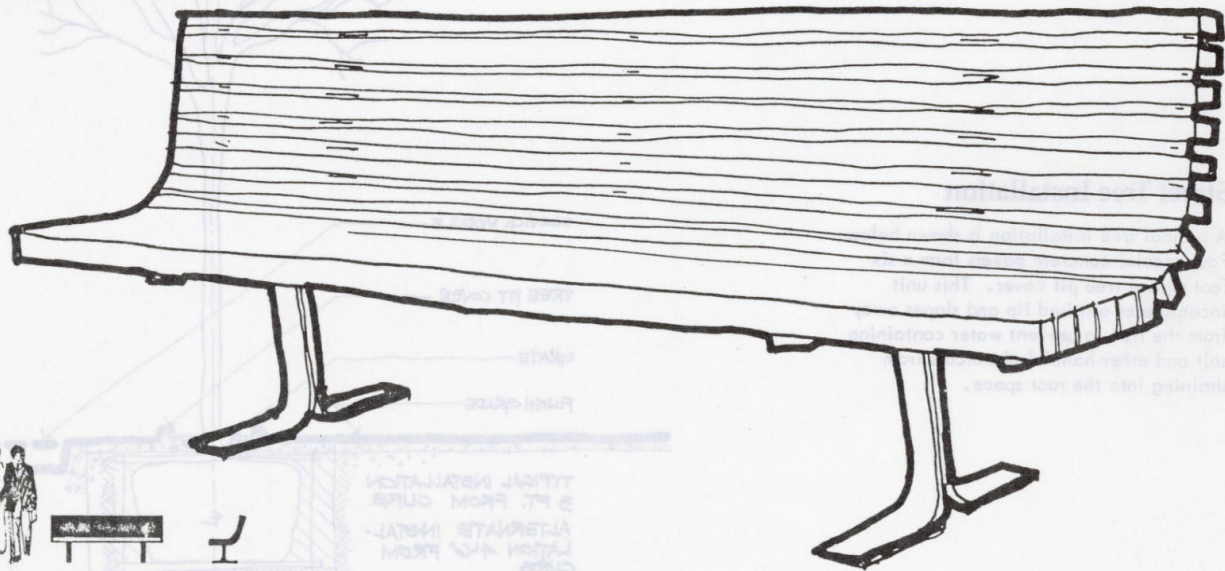


FIGURE 33



## Street Tree Installation

A typical tree installation is shown below. Four special concrete pavers form a six foot square tree pit cover. This unit incorporates a raised lip and slopes away from the tree to prevent water containing salt and other harmful chemicals from draining into the root space.

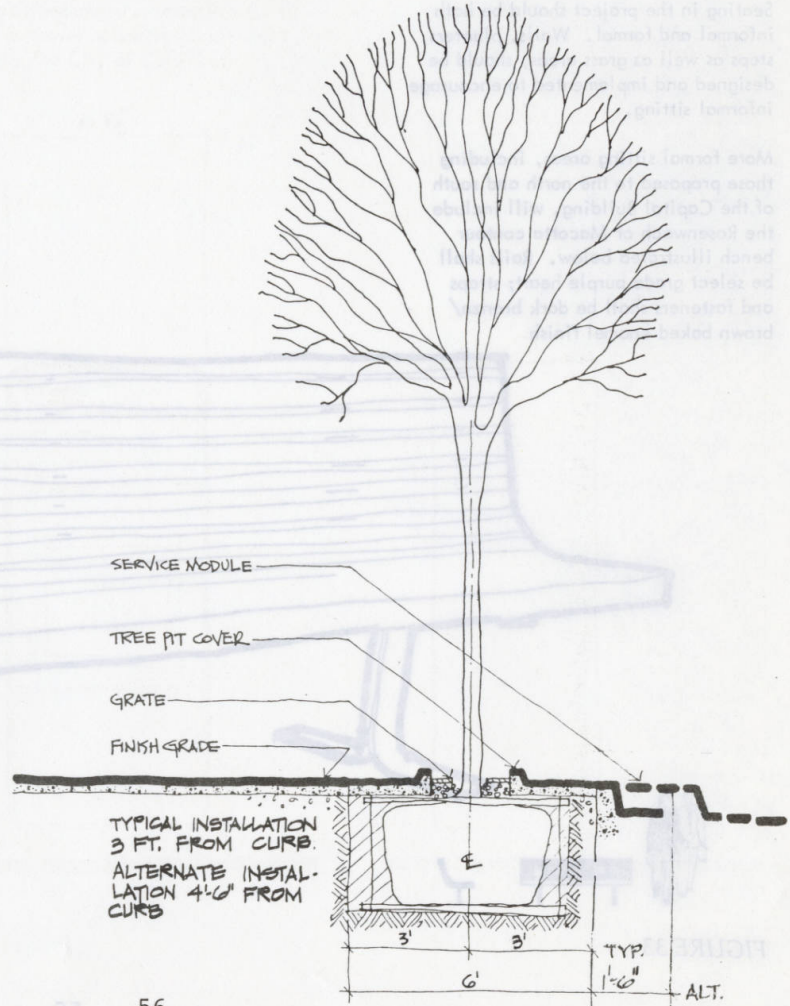


FIGURE 34

### Guidelines for Private Development:

In addition to improvements to the physical elements within the public way, improvements to the private properties bordering High Street are an important factor in strengthening the street's urban design framework and changing the attitude about the area's physical environment. This change in attitude about the street as a place to do business, is important to it's future economic growth.

This section recommends several guidelines which should govern private redevelopment. The guidelines are general in nature and do not deal with the details of building rehabilitation. In Section 6, the suggestion is made that mandatory standards be developed. The standards should include the guidelines recommended in this report. Fully-detailed standards might be developed with the consent and approval of businessmen and property owners. Mandatory standards should reflect the ability of businesses and properties to generate income to pay for improvements.

In those districts where the major emphasis is on rehabilitation of existing structures, the application of facade easement concepts might be explored. Property owners would give a facade easement to the city or redevelopment organization and agree to renovate the building facade in accordance with the standards in return for assistance in financing the improvements.

The aim of the guidelines presented is to:

- \* Reinforce and capitalize on the existing physical character of the street.
- \* Bring unity to the design elements on private property along the street.
- \* Develop an image for the street which would be attractive and encourage new businesses to locate on the street.

The following recommendations and guidelines should be observed:

- \* New building projects should fit-in with the scale of existing structures on the street.
- \* New building projects should respect the existing building set-back lines.
- \* The color of new buildings and materials should be in the range of natural materials, similar to that already existing on the street.
- \* New building projects should provide off-street parking.
- \* Parking lots should be screened from the streets and residential neighborhoods with low, brick walls, and should not rely on landscape materials alone to screen parking from view.



- \* Renovation of existing buildings should respect the design relationship between the first floor-shop fronts and the facade on floors above. The architectural character of the individual buildings should be consistent from ground level to roof line.
- \* Distinctive stylistic features or examples of skilled craftsmanship which characterize a building or structure should be treated with sensitivity.
- \* The distinctive qualities or character of a building should be retained in renovation projects; the removal or alteration of historic material or distinctive architectural features should be avoided, if possible.
- \* Sidewalks along the street should have a uniform treatment of materials and finish.
- \* Rehabilitation projects should attempt to retain residential uses above the first-floor commercial uses.
- \* Repair or replacement of architectural features should be handled so that the new material matches the material being replaced in composition, design, color, texture and other visual qualities.

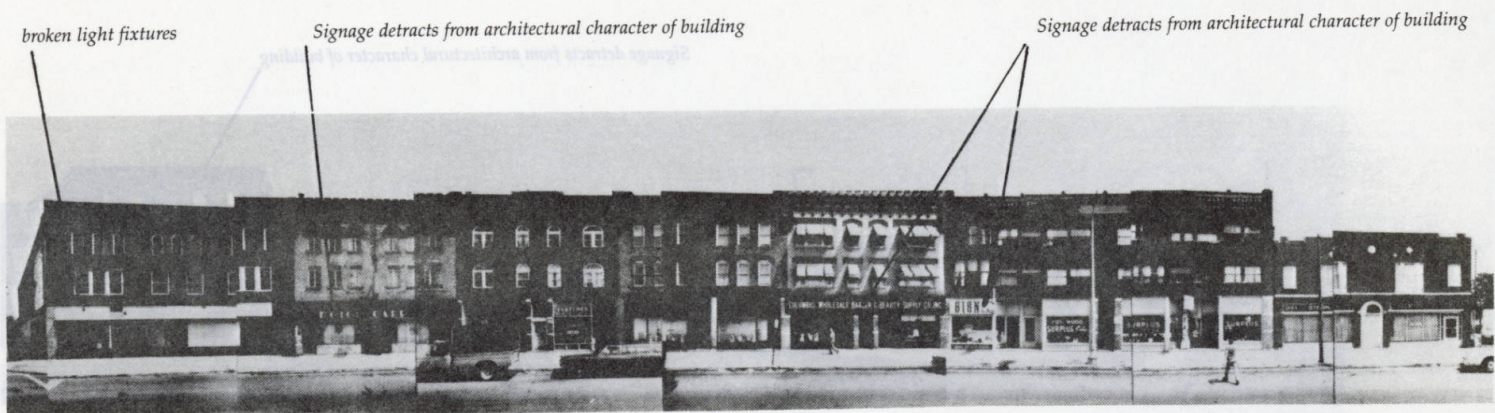
Sign Control: The City's sign-control ordinance should be rigidly adhered to in this area, and a concentrated effort should be made to improve the quality of



*Signage detracts from architectural character of building*

existing signs and graphics. Businessmen and property owners should work together to integrate the design of signs into the architectural facade of the buildings; signs should be in harmony with the building design and not overwhelm or destroy the architectural features of the building.

The business community could consider the adoption of a special sign control district which would call for standards related to the architectural character of the district or to a design theme which would be implemented throughout the district.



Existing Building Facades



East Second Ave.

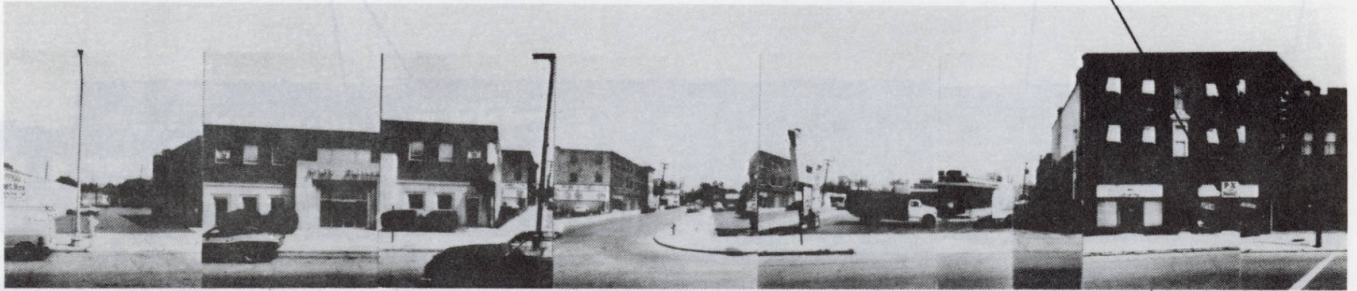
Re-do ground floor facade in materials which harmonize with floors above

Upgrade building facade

Proposed Improvements



*Signage detracts from architectural character of building*



*Existing Building Facades*

*Upgrade building facade*

*Integrate sign into building design*



*East Fourth Ave. parking street*

*Proposed Improvements*

*Signage detracts from architectural character of building*



*Existing Building Facades*

*Integrate sign into building design*

*New awnings*

*Upgrade building facade*

*New awnings*



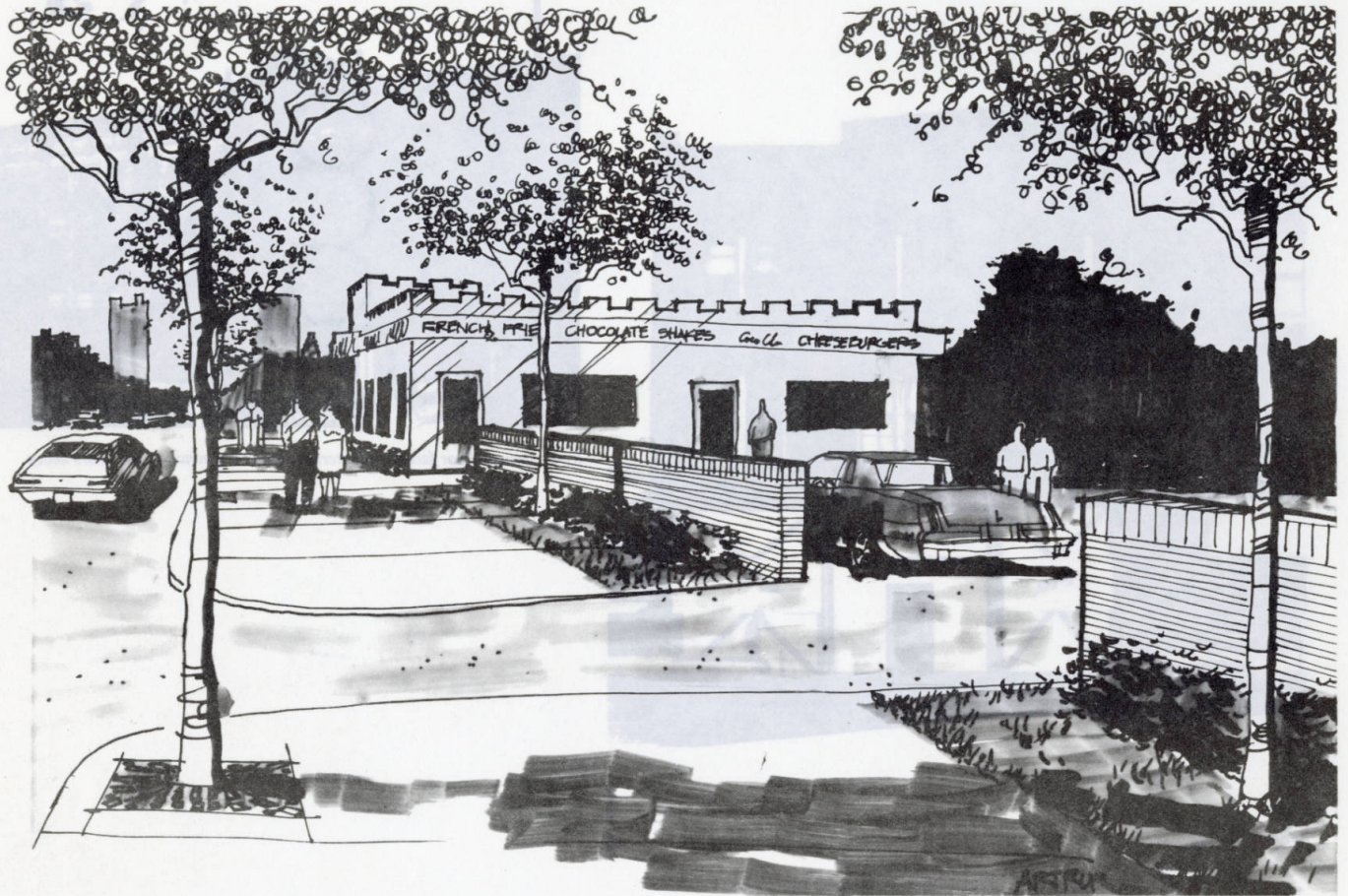
*East Fifth Ave.*

*Proposed Improvements*





*View of private parking lot*

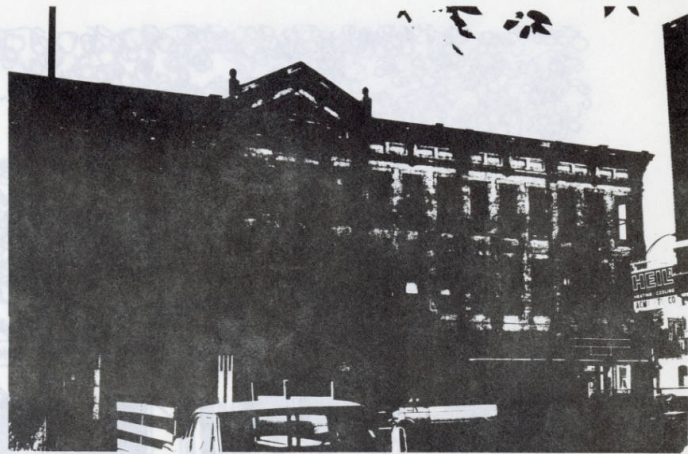


*View of recommended treatment of private parking lot*





*Signage detracts from architectural character of building*



*Re-do ground floor facade in materials which harmonize with floors above*

## 6 Funding and Implementation

The implementation of the North High Street improvements will require significant financial and organizational commitments on the part of governmental agencies and the private sector.

Analysis of older business district improvements which have occurred in other cities indicate that a comprehensive program will be required which includes:

- \* **Public improvements:** investments in planning, parking and right-of-way improvements.
- \* **Design standards:** mandatory facade standards focusing on the quality of design and environment which will provide an attractive retail setting.
- \* **Financing:** special financial programs for the purchase and renovation of commercial and residential units, and for new business development.
- \* **Management:** an organization with support of the city government and merchants/property owners to focus on
  - Promotion of the district;
  - Administration of development and improvement programs;
  - Business development for the area.

The successful upgrading of the economic activity of the street will require strong community leadership involving a joint effort by the neighborhood organizations, businessmen and the city. Success will depend upon the basic economic feasibility of the program, merchant willingness to support the proposals, and participation by the city to effect the necessary public improvements.

The many independent businesses and property owners along the street will make it difficult to organize the improvements on a voluntary basis over such a long section of the street. This is in part why the study area has been divided into districts; each district might be considered as a different problem with different solutions required to accomplish the urban-design program for the street; and why mandatory building and design standards should be adopted with a time-limit for improvements established for existing structures.

The Uptown Village Corporation with its interest confined to the improvement of the economic conditions might be the organization to logically assume the management role for the improvements and revitalization. This group in conjunction with



Victorian and Italian Villages should work to achieve a unified policy and development program for the district as a whole.

The city should participate by making traffic improvements, right-of-way improvements, purchasing properties, and developing public space and parking lots; and supporting the necessary legislation required to develop a comprehensive improvement program.

The development of metered off-street parking lots should return to the city up to 60% of the cost of development of the lots assuming that a cost of approximately \$2500 per car will be spent in developing the lots. In some cities, 100% of the development costs have been recaptured through metered revenues.

The community and public officials should recognize that public right-of-way improvements alone will not guarantee instant or successful revitalization of this older business district. To achieve the renovation of existing structures, development of new buildings and expansion of existing businesses requires that significant investment be made in construction funds and the establishment of a management program to attract businesses to the area. Further, it is doubtful that the district will be able to achieve substantial building improvement without the develop-

ment of mandatory building and parking-lot design standards including a mandatory time limit for improvement of existing buildings. The mandatory aspects of the improvements would encourage building owners and businessmen to improve their buildings or suffer penalties. Mandatory requirements would insure that the area's physical appearance and attractiveness to businesses and the neighborhoods would improve. Using the district concept, one area might be targeted for mandatory standards to initially serve as a focus for improvements.

Improvements Budgets: The budget for public right-of-way improvements has been based upon past experience with similar projects in the city. A detailed budget breakdown for each block of the study area is documented in a separate appendix. Budgets for private property improvements have not been developed for the study area. The table included in this section is a summary of the detailed budget breakdown.

The detail cost breakdown includes all items necessary to complete the public right-of-way improvements called for in the text; including purchase of land for parking and parks; development costs for parks, parking areas, street and sidewalk improvements, utility relocation and improvements; traffic signalization and signage; landscaping and street furnishings. A separate section covers transit improvement costs for bus shelters and signage throughout the district.

Budget and Funding Concepts: The improvements to the study area will require a compilation of funds from various sources to accomplish the goals of the urban-design program. The discussion on funding separates the improvements to the right-of-way from private financing of renovation.

Funding of Right-of-Way Improvements: The funding of right-of-way improvements in the study area is most likely to come from a combination of sources both public and private. Because of the existing socioeconomic level of the North High Street district, the area, unlike the other High Street study areas, is eligible under a number of federal-funding programs to receive funding assistance to accomplish its goals.

The funding options available to the city include:

- 1) Private funds: The development of a funding package using only funds raised by property owners and business through the establishment of special assessments on a special taxing district.
- 2) City funds: The development of a funding package using existing financing tools available to the city through its capital improvements program, or a special program related to High Street improvements.
- 3) Private and city funds: Under this option, the city and private property

owners would share in the cost of improvements. The private funds would be provided through a special assessment, and city funds through its capital improvements program.

4) Private, city and federal funds: This option combines private and city funds with federal funds available under federal programs which are applicable to the High Street improvements.

Option 4 above, the combination of local, public and private funds with federal and or state funds, offers the advantage of reducing the local share of the costs.

Under this option, the proportional share of costs assessed on property along the street would be negotiated by the city and community. The city using local and federal funds would contribute the cost of parking, public spaces, street alignments and improvements.

The city and community would share in the cost of sidewalk and street furnishings. The Central Ohio Transportation Authority (COTA) would contribute the cost of transit-related improvements. In addition to funds, the city could provide design and engineering services, as well as technical support to local community organizations and businesses.

A review of federal programs has been conducted to identify sources of funding to make Option 4 possible.



This survey indicates that presently few federal programs have been funded for the fiscal year, but those programs which are applicable to right-of-way improvements are:

- \* Federal Highway Administration Funds (FHA)
- \* Department of Transportation Urban Mass Transit Administration Funds (UM TA)
- \* Housing and Urban Development Title I Community Development Block Grant Funds
- \* Economic Development Administration (EDA) Funds

Federal highway funding may be applicable for improvements, particularly the street and traffic-related items. UMPA funds are geared to mass transit-related street improvements, and the right-of-way improvements in the North High Street section are not organized around mass-transit improvements; however, funds for transit shelters may be available under UMPA programs. The HUD Title I Community Development Block funds would be applicable to the project. The community has already allocated neighborhood CD funds for High Street improvements; i.e., the planting of trees on a section of the street, and trash receptacles. A continuing program of CD funds could be targeted to High Street right-of-way improvements if the

neighborhood and High Street community approve a comprehensive improvement plan.

EDA Title I Public Works Grant Program: Funds granted under this program would be applicable for the development of off-street parking lots and the park spaces. The projects funded under this program must meet certain criteria regarding creation of new jobs, and improving or stabilizing the business activity of the district.

In summary, federal programs which are applicable to the proposed right-of-way improvements are limited, and funding levels and requirements are subject to change; however, the City should work to obtain whatever funds are available under federal programs to accomplish the right-of-way improvements program.

#### Funding of Private Development:

A major problem in the revitalization of older business districts (OBD) is long-term loan financing to cover the cost of renovation of commercial structures and a financing concept is essential to the successful revitalization of OBD's.

Traditionally, it has been difficult for small businesses to obtain long-term funds for renovation projects; however, long-term financing is essential because many small business expansions or renovations are not

feasible except with long-term financing. This program has been addressed in other OBD's by using EDA and small business administration funding sources to accomplish the goals of the redevelopment program.

The financial concept for the OBD should contain at least four important elements:

- a) Concentrate on successful businesses: projects should be carefully screened so that each project has a reasonable chance of success.
- b) Loans for renovation projects should be for 90% to 100% of rehabilitation costs. To make the burden of rehabilitation costs competitive with suburban development, loan amounts must cover 90% to 100% of the cost. To achieve this level will require combined action on the part of local government, banks, loan institutions and federal programs to make competitive loans in the percentage range required for a successful project.
- c) Financial Assistance: The renovation process is complex involving negotiations with many people and few small businessmen have had experience in putting-together the necessary documentation required to negotiate a successful loan. The businessmen in the district will need assistance and guidance. The City or local financial institutions should provide professional

assistance to help the businessmen, and assist in coordination on all individual projects.

- d) Long-Term Financing: As stated above, long-term financing is essential to make many of the renovation projects feasible.

In other cities, OBD's have successfully combined the use of EDA, SBA and HUD funds to accomplish the renovation and revitalization of the district.

#### Funding Sources:

HUD Section 312 Loans: provide financial assistance for rehabilitating commercial structures in neighborhood redevelopment or code enforcement areas.

EDA Title II Section 202 business loan program.

EDA Title III Section 301 Technical Assistance Grants: for project feasibility studies, management and operational assistance and economic evaluations.

SBA: 502 long-term financing for small businesses through local development companies.

SBA: urban neighborhood business revitalization program (UCNR)  
"neighborhood must be a target area"



SBA Section 301 (d) small business investment co. (SBIC) provides management advisory services and funds for equity and venture capital.

SBA 7 (a) loans: small business loans or loan guarantee for expansion of business or renovation of buildings.

HUD Section 8 and 202 funding for housing projects

The North High Street improvements should be included in the negotiated investment program recently introduced by HUD in the Columbus area.

Local Banks and Savings Institutions: The local financial institutions in combination with some of the above federal programs as reviewed, to meet the financial needs of renovation projects.

Relocation of the North Market: This community project is mentioned separately because the community has already begun work on this project. The economic development section of this report discusses in detail from an economic viewpoint the feasibility of the project. The local development corporation (Uptown Village Square) should, in conjunction with the City's economic development section of the Department of Development, organize a strategy for the development of this program.

The funding sources for this project could be a combination of City funds, SBA funds, EDA funds, and the Department of Agriculture funds to assist in the Farmer's Market development.

Implementation: The use of the combined funding sources proposed in this section will require a coordinated program for implementation at the local level. This program must contain a strategy for both public and private improvements. In the other districts studied as part of the High Street Study, public and private improvement programs were not tied-together; however, in this district, the success of the redevelopment program requires that public and private improvements be linked and supplemented by financing concepts and a management program if the project is to be successful.

A checklist of actions required to carry the project forward includes:

- \* Final review and adoption of recommendations by the Task Force and Study Review Committee.
- \* Review and approval of the recommendations by community organizations, businessmen and property owners.
- \* Adoption of program by the appropriate local agencies and City Council.

- \* Establishment or reactivation of a community organization to provide the community leadership to build support for improvements; manage the development plan, business development, and promotion of the district.
- \* Establishment of a lead city agency and designation of a project manager who would work with the community group to provide technical support and coordinate the private activities with those of all city agencies.
- \* Establishment of the improvements program including development of necessary standards; agreements between community and city; management programs; and schedule for improvements.
- \* Adoption of necessary ordinances required to implement the program.
- \* Development of public and private funding concepts.
- \* Preparation of technical, design and financial studies required for various projects.

Many of the items listed on the checklist can be carried out simultaneously and indeed should, if the project time schedule is to be kept to a minimum. There are several important items which should receive priority. The first is the strengthening of the Near Northside Businessmen's Association. This group

is logically the one to provide the leadership in organizing the street's businessmen and property owners to support the improvements to the right-of-way and the renovation of private property on the street.

The Businessmen's Association would designate the responsibility for implementation of the program to its present non-profit corporation, Uptown Village Square. This corporation might be reorganized under Ohio's Chapter 1728 or 725 legislation as a development corporation with the ability to apply for federal funds and act as a development company.

This corporation in conjunction with city agencies would be responsible for the:

- \* Promotion of the District.
- \* Administration of the development and improvement programs.
- \* Business development.
- \* Development of standards.
- \* Providing technical and financial assistance to the business community.

The second item of importance is the designation of a project coordinator by the city, whose role would be to work with the Development Corporation to facilitate communications between the local groups, and city, state and federal agencies. The Project Coordinator would provide technical assistance to the corporation by using the techni-



cal experience available in the city's departments and agencies. The coordinator's role is vital to the smooth flow of information and timely completion of tasks in regard to right-of-way improvements program.

The Business Men's Association, the Development Corporation, and the Coordinator should work with the community to designate which district should be selected as the target for redevelopment efforts; then develop the necessary programs which will be required to implement the program.

The adjacent residential communities, Victorian and Italian Villages, should continue to support the redevelopment efforts. These communities will perhaps receive the most reward from the revival of the main street through the district in terms of improvement of the district's image and the new services provided by business establishments on the street. The residential associations should encourage business and property owners to support and participate in the improvements program.

The willingness of the residential associations, in past years, to designate community development funds to High Street projects might be used as a basis for a funding program in a targeted district to stimulate other funding sources, and to fund improvements which would have a high visual impact on the district.

The continuation of the Task Force in some form might serve to provide community-wide support for improvement programs for High Street and the district as a whole. As a group, the Task Force is a reflection of community concerns and can advise the city on matters related to landowners, businessmen and residents. The Task Force can be an effective body for determining policy in situations where choices have to be made between competing interests or basic program decisions must be assessed and committed to, by the community at-large.

The following page summarizes the cost of the work elements in the right-of-way improvements program. Detailed costs are provided in a separate cost estimate. The summary indicates that all work would be accomplished within a given period. This would not be the case as the development of parking lots and pocket parks might be contingent on the development of additional parking demand in certain sections of the district.

# 7 Economic Development

## HIGH STREET URBAN DESIGN STUDY

### COST ESTIMATE BY DISTRICT

Category	Basic Cost	Contingency @ 10%	Plus		1981 Total Cost
			Plus fees for Survey Inspection @ 20%	Escalation to 1981 (10% x 1.5 yrs) = 15%	
A. Fifth-Third Ave.	\$833,600	\$83,360	\$183,392	\$165,053	\$1,265,405
B. Third-Price Ave.	828,009	82,801	182,162	163,946	1,256,918
C. Price-Buttles Ave.	720,540	72,054	158,519	142,667	1,093,780
D. Buttles-Goodale Ave.	901,193	90,119	198,262	178,436	1,368,010
	\$3,283,342	\$328,334	\$722,335	\$650,102	\$4,984,113

\* Ackers Hardware Store  
at Fifth Avenue & High Street



# 7 Economic Development

The North High Street improvements program consists primarily of relatively modest improvements to the public right-of-way; providing additional parking; the realignment of West Starr Avenue and Second Avenue, and the development of public open spaces combined with private renovation and redevelopment efforts. The economic impact of the recommended improvements was assessed as part of the overall economic review of business opportunities of the street.

Existing businesses: The businesses located on North High Street are of three basic types:

- \* Those serving market areas which extend considerably beyond North High Street and its immediate environs; they may serve the entire region;
- \* Those whose patrons reside on North High Street; and
- \* Those which serve a market area consisting of residents of the surrounding area as well as residents of North High Street.

The businesses which serve market areas that extend well-beyond the North High Street district have located on the street primarily because of the low cost of occupancy of both building

space and land. Controlled, off-street parking is important to such businesses, but location, as long as it is generally central within the Columbus metropolitan area, is a secondary consideration. Business establishments fitting this description include the following:

- \* Business Reminders
- \* Advertising Checking Bureau
- \* Allied Van Lines
- \* Viking Business Furniture

Certain businesses, mostly marginal, draw their patronage principally from persons who reside in apartments located on North High Street itself. It is estimated that there are 725-housing units in the North High Street portion of the study area. Most of these, except for the Greystone Apartments and the New Frances Apartments, are located on the upper floor, above stores. The retail outlets fitting this description include several "carry-out" stores, a number of small grocery stores, and several bars.

The only establishments that appear to draw a significant part of their patronage from the adjacent residential neighborhoods, Victorian Village, and Italian Village, are:

- \* Ackers Hardware Store  
at Fifth Avenue & High Street

- \* Big Bear Market  
at Fourth Avenue & High Street
- \* White Castle  
at West Second Avenue & High Street

The economic condition of existing businesses varies. Generally, those businesses whose market area extends beyond the district appear to be doing well.

Existing Problems: A major problem of North High Street is this lack of a definitive market orientation. The street in this area, lacks a sound commercial foundation upon which to rebuild the area. There is a shortage of parking in certain areas to support and serve existing businesses. Many of the buildings are under-utilized or vacant. There are indications that most of the new and many of the older residents in the adjacent districts leave the district to do most, if not all, of their shopping. The area has lost several major businesses as the automobile dealerships left the street.

The three-year closing of High Street made business conditions extremely difficult in the southern section of the district. The image of the street as a place to do business suffers from the cumulative effects of these problems.

Existing assets: High Street as a commercial district has a number of assets upon which an economic marketing plan could be developed.

\* Location: The commercial district is located on a major arterial street just north of downtown Columbus and the new convention center at High and Nationwide Blvd.

\* Access: The district is served by High Street with access to the inner-belt and major east-west connectors. The street has good transit service connecting the district with downtown and out-lying residential districts.

\* Regional market area: There are a number of established businesses which have a regional market area and draw customers from the SMSA and beyond.

\* Existing structures suitable for rehabilitation: The original facade of buildings is intact on many blocks within the district. These buildings are capable of being rehabilitated and remodeled for small to medium-sized businesses.

\* Property for new development: There are vacant parcels of land and a number of limited-use structures which provide opportunity for new development projects within the district.

\* Large stock of residential structures: The commercial district contains a number of residential units (approx. 725) and is located between Italian and Victorian Villages, two large residential districts presently undergoing renovation.



Market Conditions in the North High Street Area: Investigations indicated that with the departure of the last automobile dealership, the economic decline of the district may have bottomed-out. The older businesses who wanted to relocate, have moved, and new businesses are beginning to move into the area.

Field investigations indicate that the Near Northside District is under-stored in food markets, convenience retail goods and services. There are indications that the district could attract customers from a larger region if the right mix of goods and services could be provided on the street.

The most promising function for North High Street is its potential as a convenience retail street serving the changing population of the adjacent residential areas.

Impact of High Street Improvements: The street improvements and off-street parking combined with the development of the public spaces will enhance the function and appearance of the street. The renovation of the Greystone Apartments and other residential units along the corridor will strengthen the residential presence on the street. These actions by themselves are only one of the components necessary for the revitalization of the commercial life of the street; they will make the street an attractive setting in which to do business and shop.

These actions combined with the renovation of existing structures will make the district much more attractive than it is at the present.

Recommendations: High Street, if left alone, will continue to change. The street will attract wholesale and service businesses which have a regional draw. The marginal businesses over the long term, will be replaced by establishments that direct their merchandizing efforts to the changing population of the adjacent residential districts.

To accelerate improved economic conditions on the street, a marketing program is needed as a focus for redevelopment. This program should:

- \* Focus on the changing retail potential of the adjacent residential districts.
- \* Allow for expansion of existing businesses.
- \* Provide a stimulus to bring people into the district.
- \* Develop a housing rehabilitation program.

The recommendations in this report contemplate a program which includes:

- \* Development of a retail grocery, specialty food and accessories district.
- \* Development of a theme-market in the district.
- \* Development of a housing rehabilitation program.

At present, the area does not meet its potential for sales of groceries and food-related items. The earlier attempt of Uptown Village Square Corporation to relocate the North Market to the district has sound economic basis. Analysis of population and income data from U.S. Census 1975 Estimates indicates that potential purchases of food items for the district would amount to \$44,000,000 per year.

Assuming sales of \$195 per square foot, this would justify about 227,000 sq. ft. of gross leasable area for food sales. Results of field investigation indicate that there are only three major supermarkets in the North Side area with an estimated gross area of 61,000 sq. ft. The market potential for additional space exists in the area.

The original concept envisioned re-locating the North Market to High Street. The Department of Development has since undertaken studies to determine whether or not the North Market should remain in its present location. Nonetheless, the North High Development Standards Study has led to the conclusion that the original proposal to relocate the North Market on North High Street remains viable. This sort of re-location would be quite reasonable.

The market-district concept with or without the North Market tenants is a desirable project for High Street. The market-district should combine grocery, drugs, specialty foods and

related businesses to round-out the mix of offerings and strengthen its local and regional drawing power. It should be developed around a program involving many individual businesses and concessions offering a variety of associated products. The market-district concept could be combined with a seasonal farmers market, an attraction which would draw shoppers from outside the immediate area.

The location of this market on the recently vacated premises of the Layman Chevrolet dealership would respond to the needs of a market by providing:

- \* **Visibility:** High Street is a major arterial with a large daily traffic flow.
- \* **Large market area:** Substantial demand already exists in the immediate vicinity. Market development potential extends well-beyond the locality.
- \* **Location:** The site is located in the center of a residential district, and in close proximity to downtown and the regional freeway system.
- \* **Attract new concessionaires:** The assets of location, better parking and larger facilities would attract additional concessionaires.
- \* **Focus on development of services:** Responding to the retail draw of adjacent neighborhoods.



The second component of the market program would be the development of a theme-market concept which would utilize the small to medium-sized storerooms of the district, and take advantage of the emphasis on rehabilitation of buildings throughout the district. Investigations show that the district presently has a number of antique stores, stores which deal in used furniture, and new furniture stores; further, in the surrounding area, there are a number of isolated antique shops. The implementation of a plan to upgrade the existing shops and attract new shops dealing in antiques would create a theme-market with high visibility and a region-wide draw. An auction center might be developed and facilities made available for weekend flea-market sales. The antiques theme would strengthen the existing quality furniture business.

A theme market of this type would be capable of attracting people to the district from the Ohio Center. The Center itself might serve as the location of a yearly regional antiques show.

High Street would respond to the needs of an antiques' market by providing:

- \* An attractive setting for shops in renovated buildings with architectural character.
- \* Location: The district is located close to downtown and in the center of the regional SMSA.

\* **Visibility:** High Street is a major arterial street with thousands of people passing-through the district each day.

The third component of the market program should be a housing rehabilitation program. The street presently has in excess of 700 residential units. Many of these dwelling units are located above first-floor commercial uses, and the majority are presently occupied by elderly persons.

This housing stock offers a viable housing alternative for the elderly and persons working in the district or in downtown Columbus. A rehabilitation program should be developed which would retain these units on the housing market and strengthen the residential presence on the street. The housing program should include new housing on available sites along Pearl and Park Streets.