



**THE BREWERY DISTRICT PLAN**

**DOWNTOWN COLUMBUS, INC.  
COLUMBUS PLANNING DIVISION  
JULY 1992**

## **TABLE OF CONTENTS**

<b>ACKNOWLEDGEMENTS</b>	<b>1</b>
<b>EXECUTIVE SUMMARY</b>	<b>3</b>
<b>INTRODUCTION</b>	<b>5</b>
<b>RELATED DOWNTOWN PLANS</b>	<b>6</b>
<b>HISTORY</b>	<b>7</b>
<b>EXISTING CONDITIONS</b>	<b>9</b>
Demographic Information	
Zoning	
Land Use Patterns	
Development Activity	
Circulation	
<b>THE PLAN</b>	<b>11</b>
Introduction to the Subareas	
The Northern Tier	14
Northern Tier Strategies	
The Transitional Tier	20
Transitional Tier Strategies	
The Southern Tier	24
Southern Tier Strategies	
The High Street Corridor	28
High Street Corridor Strategies	
The Whittier Street Peninsula	32
Whittier Street Peninsula Strategies	
<b>LINKAGES</b>	<b>38</b>
To Downtown	
To German Village	
To the Whittier Street Peninsula	
Gateways	
<b>IMPLEMENTATION</b>	<b>40</b>
Next Steps	
Development Strategies	

## **ACKNOWLEDGEMENTS**

The development of the Brewery District Plan was made possible through the cooperative effort of many individuals and organizations. Downtown Columbus, Inc. extends their gratitude to the following for their assistance and support in this endeavor:

### **Brewery District Steering Committee**

George J. Arnold	City of Columbus, Development Department
James W. Barney	City of Columbus, Recreation and Parks Department
Stephen G. Biegel	Deloitte & Touche
Jane Butler	Brewery District Merchants Association, William Graystone Winery
George Byers	Byers Realty, Property Owner
Thomas DeVoe	City of Columbus, Department of Public Service
Pete Edwards	The Edwards Companies
William C. Habig	Mid-Ohio Regional Planning Commission, Resident of Area
George J. Heer	Downtown South Neighborhood Association
Terry Hoag	Grange Insurance Companies
Fred Holdridge	German Village Society
Kathy M. Kerr	City of Columbus, Development Department
Alan McKnight	City of Columbus, Recreation and Parks Department
Robert Myers	Myers NBD, Inc. Architects and Planners
Richard Rubenstein	Schwartz Kelm Warren and Rubenstein
Joseph A. Ridgeway, Jr.	City of Columbus, Department of Public Service
Harlan Schottenstein	ENBE, Downtown South Neighborhood Association
Reid Wasserstrom	The Wasserstrom Company

### **Also contributing to the development of the plan:**

Jeffrey Jacobs	Jacobs Investments, Inc.
Rich Hillis	RH Resources
Sandy Simpson	Ohio Equities, Inc.
Richard J. Solove	RJ Solove and Associates
Rodney Wasserstrom	The Wasserstrom Company

### **The Ohio State University. Department of Landscape Architecture**

Professor Larry W. Walquist, Jr., A.S.L.A.  
Landscape Architecture Junior Stud

### **Special thanks to:**

Grange Insurance Companies for allowing us to meet in their facilities and for the printing of the final document

Kathleen Shaw, Columbus Planning Division, for her professional assistance in this endeavor.

### **DOWNTOWN COLUMBUS, INC.**

Edmund H. Armentrout  
Richard C. Davis

### **CITY OF COLUMBUS, PLANNING DIVISION**

Julie A. Gafford

*The Brewery District Plan is intended as a reference document for Downtown Columbus, Inc., the City of Columbus, residents, the business community and developers. It is our goal that this document be used as a land use planning guide regarding all aspects of the physical development, redevelopment and preservation activities in the Brewery District considered over approximately 15 years. If there are any questions regarding the content or interpretation of the information in this plan, please contact:*

**Downtown Columbus, Inc.**

41 South High Street, Suite 1600  
Columbus, Ohio 43215  
(614) 469-8441

**City of Columbus, Planning Division**

99 North Front Street  
Columbus, Ohio 43215  
(614) 645-8502

## EXECUTIVE SUMMARY

### *Major Recommendations of The Brewery District Plan*

This plan combines preservation and rehabilitation of older buildings in the Brewery District with new construction *in* areas of the district which contain undesirable uses. The plan is crafted to preserve the character of the area, a character which reflects nearby German Village, while providing a transition to the higher density development in the downtown core. Recommendations in the plan are for general land uses, specific design solutions for certain projects, and improved traffic and pedestrian circulation in the area.

The major points of the plan are:

1. Preserve the character of the southern portion of the Brewery District: The area south of Frankfort Street and east of Bank Street contains many fine homes and businesses which remind us of nearby German Village. This plan proposes specific tools to maintain as much of that character as possible, and, where redevelopment is necessary, to ensure that replacement structures are designed compatibly with existing buildings.
2. Ensure that new development in the central portion of the district is compatible, in scale and general character, with existing development: The area between Frankfort and Sycamore Streets is planned for substantial redevelopment by the Grange Insurance Companies and by R J Solove & Associates. The plan proposes ways in which the new development can be designed to complement the existing buildings and projects in the area.
3. Integrate new development in the northern portion of the district into the architectural character of existing redevelopment: In the area north of Sycamore Street along Front Street, the character which has been established by the renovation of existing buildings and the design of new buildings on the east side of the street should be maintained. This is possible by integrating the Worly, Wasserstrom and remaining Capitol Manufacturing buildings into any proposed redevelopment on the west side of Front Street.
4. Enhance the pedestrian character of the development along High Street, especially north of Sycamore Street: The businesses along High Street should be encouraged to provide pedestrian access and to limit parking in the front. Materials used and the scale of the buildings should be compatible with other buildings in the Brewery District. Connections should be made between High Street south of the freeway and the sidewalks and garages north of the freeway on Fulton and Front Streets.
5. Develop the Whittier Street Peninsula as a park in which some housing and public entertainment facilities may be located: The primary purpose of this area should be a park with recreational facilities in it. It is possible to also place housing and, perhaps, recreational and entertainment facilities in this park, but the additional facilities must be designed in such a way as not to detract from the overall purposes of the park.
6. Develop Short Street as a Utility Corridor which will provide parking for both the Northern Tier and the Whittier Street Peninsula.

The Brewery District Steering Committee, in the course of the planning process, has indicated a number of immediate opportunities which would help stabilize and enhance the significant public and private investments already made in the Brewery District. The Committee believes that concerted action by public and private entities could be taken to:

- Carry out needed infrastructure improvements, particularly those for which State money may be available;

- Strategically acquire properties for future parkland development as they become available for purchase; or to acquire development rights for other important properties for further expansion of retail, entertainment, or residential uses;
- Facilitate development of a multi-screen movie theater complex to further develop the overall market for Brewery District retail and restaurant attractions.

## **INTRODUCTION**

The Brewery District, traditionally known as the Old German Brewing District, is located immediately south of Downtown Columbus and west of German Village. This location provides a variety of housing opportunities for people who like the proximity and atmosphere of downtown, unique shopping and entertainment opportunities for downtown workers, Columbus residents and visitors alike, and immediate access to Interstates 70 and 71 and thus, to all areas of Columbus.

The boundaries for the Brewery District Plan are 1-70 on the north, Pearl Street on the east, Greenlawn Avenue on the south and the Scioto River on the west

The planning area west of Wall Street falls under the development review jurisdiction of Downtown Columbus, Inc. (DCI). As Pearl Street represents the western boundary of the German Village District, the High Street corridor (the area between Wall and Pearl Streets) is not under special agency jurisdiction.

### ***Topography***

The area east of Front Street is relatively flat, with the exception of the remains of a ravine that traversed the northern part of the district near Blenkner. In the late 1800's, the Hoster Brewery stables were built on the filled-in ravine.

A substantial drop in elevation, over thirty (30) feet, occurs between Bank and Short Streets or further south, the railroad lines.

The Whittier Street Peninsula is bowl-shaped, rimmed by a ten to twenty foot embankment that falls off to the river.

### ***Floodplain***

The interior of the Whittier Street peninsula is located within the 500 year floodplain. Flood waters may potentially reach the peninsula through the railroad and Short Street corridors under 1-70. The embankment upon which 1-70 and Whittier Street are located, serves to protect the remainder of the interior. The Columbus Zoning Code does not impose any development restrictions upon land within the 500-year floodplain.

The portion of the peninsula within the 100 year floodplain is located along the banks of the Scioto River and is not considered developable.

## **RELATED DOWNTOWN PLANS**

### ***Riverfront Strategic Plan***

The Riverfront Strategic Plan, adopted by City Council in 1986, specifically designated the Brewery District riverfront area as part of the “Scioto South’ planning district. The Plan states that “Scioto South has long term potential for mixed development as downtown land becomes more scarce.” The Riverfront Strategic Plan further recommended:

- that the area be reserved for mixed use riverfront development;
- that the City seek private sector participation in eventual relocation of its impounding lot and administrative facilities; and
- that development should have an orientation toward the river and should provide adequately for public recreational and housing uses. Design standards, according to the Plan, “should insure strong ties between Scioto South, the Brewery District, and German Village.”

### ***Downtown Columbus Strategic Plan***

The Downtown Strategic Plan was completed in October, 1988. The goals and strategies identified in this plan were developed by over 400 volunteers in eleven task forces. Several recommended strategies had implications for the development of the Brewery District:

- A “downtown river amphitheater” and “downtown movie theaters” were proposed on a list of new facilities by the Arts and Entertainment Task Force.
- Creation of an “18-hour downtown” of retail, restaurants, and entertainment, was a strategy recommended by several task forces, including the Conventions and Tourism Task Force.
- The Brewery District was identified as one of the downtown attractions that should be promoted as part of a marketing and promotion strategy.
- The Parks and Recreation Task Force called for identification of downtown vacant space for parkland development, and for legislation to create additional riverfront parks.
- A “big idea” or major goal ranked highly by all planning participants was that arts and entertainment should be “the primary focus for downtown promotion and development.”
- And finally, the map exercise conducted as part of the third Strategic Planning workshop identified the Brewery District as a potential location for an additional 300 units of downtown housing.

### ***Scioto Peninsula Plan***

The Scioto Peninsula Plan was adopted by the DCI Board of Trustees on December 20, 1989. The Plan specifically stated that “capital improvements planning and budgeting throughout the next decade should encompass acquisition and development of additional parkland along the riverfront to create an extensive waterfront park complex of approximately 800 acres, from above the Confluence Park site south to Frank Road.

### ***Downtown South Plan***

The Downtown South Plan, recently adopted by the Downtown Columbus, Inc. Board of Trustees, called for enhancing connections to German Village and the Brewery District. Specific strategies to accomplish this were suggested by participants in Downtown South planning workshops, including the reopening of the Mound Street Bridge and the landscaping of Interstate 70 at Front Street.

## HISTORY

In the early 1800s, German immigrants settled on pastures and farmlands in the area known as South Columbus. Here the immigrants, utilizing their skills as stone masons, brewers and other trades, established a community that would eventually be known as German Village and the Brewery District.

The first brewer among the German immigrants was Louis Hoster. In 1836, a year after arriving in Columbus, Hoster opened the first brewery in the district, the City Brewery. Over the next three decades, five more breweries would locate in the area, including the Schlee Bavarian and Capitol Breweries in 1849 and 1859, respectively.

With the Scioto River in close proximity, the setting was an ideal location for the brewing industry. Water, an essential ingredient in the product as well as important for transportation purposes, was readily available from the river, the Columbus Feeder Canal, and from a spring-fed ravine that originally bisected the district. The canal, opening in 1831, connected Columbus to Lockbourne and eventually, the Ohio River. Eleven miles long, forty feet wide, and four feet deep, the canal provided opportunities for winter recreational activities including ice skating and racing. The canal was later abandoned in 1912.

The homes of the working class developed immediately around the breweries and other industries that dominated the riverfront. As the transportation network permitted, the wealthier households moved farther south, away from the city and its industries. Initially, the homes resembled the working class homes left in Germany: brick, 1-1 1/2 stories, with gables facing the street. Built on limestone foundations, the homes were simply adorned with stone lintels and rectangular tall windows. Later, the Italianate style became a very popular form of architecture for German homes, commercial establishments and industrial buildings. Excellent examples remain in the Brewery District displaying carved stone lintels, rectangular or round arched windows and doors, bracketed cornices, hoodmoulds and brick materials. Interior architectural elements, such as high ceilings, exposed brick walls and plank floors, have been preserved in renovation efforts.

The brewery operations kept pace with progressing technology. Originally labor and then horse-driven, coal-fired boilers and steam engines were used to power the breweries by the middle of the 19th Century. Refrigeration enabled the expansion of the market beyond the local community.

The breweries flourished during the Civil War. With the 1870s came a line of the Columbus, Hocking Valley and Toledo Railroad. The railroad enabled higher quality raw materials to be shipped in and expanded the market area. Breweries, adapting to technology, were rebuilt and modernized with new insulating materials and new methods for refrigeration and production. The new complexes contained buildings for almost every facet of production: malthouses, brewing buildings, bottling plants, keg warehouses, and stables. The combination of this modernization and the depression occurring between 1873 and 1878, forced the closure or consolidation of several smaller breweries who were unable to compete. In 1877, five breweries operated in the district: C. Born and Company; L. Hoster and Sons; Schlee Bavarian Brewery; Schlegel and Company; and Stoker and Sons.

The Gay Nineties brought further consolidation, yet more prosperity to the breweries. While modernization further consolidated the breweries into three--L Hoster and Sons, Schlee Bavarian Brewery, and the Capitol Brewery--production was thirteen times that of 1870, with products shipped to nearly all of the surrounding states.

The breweries were not the only industry in the district to prosper and expand. The Emrich Foundry, a producer of cooking and heating stoves, greatly expanded its operations to become the largest iron-related manufacturing industry associated with the German Community.

Excess capacity and market deterioration forced the three breweries to consolidate into the Columbus Brewing Company by 1904. The market's deterioration can be attributed to several factors. First, the Temperance Movement that had begun in Worthington, Ohio in 1827, gathered steam as it rolled into the 20th Century. In 1906, Ohio passed a State Law enabling townships to vote themselves dry. Two years later, 57 of Ohio's 88 counties were dry. Markets in surrounding states were similarly affected as the movement progressed nationwide.

Another factor was the advent of World War I. Grain, a major ingredient in the process, was initially rationed. Later, as "a war conservation measure," the production of beer was entirely prohibited. Additionally, the Columbus brewing industry became entangled in the Anti-German sentiment created by the war. Anything associated with the German nationality, not identified with the local community, was criticized. Local streets bearing German names were changed. For instance, Schiller became Whittier Street. The final straw for the breweries was the passage in 1919 of a Constitutional Amendment prohibiting the manufacturing, transportation or sales of alcohol. The City Brewery closed and by 1923, its buildings were sold. Over the next 70 years, the various brewery buildings would be used for a variety of purposes, including manufacturing and warehousing.

The loss of the community's German identity came with the Great Depression, as many German families left the area in search of employment.

Sources:

Architecture Columbus, Robert Samuelson, project director.

Columbus: America's Crossroads. by Betty Garrett.

Lager and Liberty: German Brewers of Nineteenth Century Columbus, by Donald Schlegel.

National Register of Historic Places Nomination Form for the Columbus Brewing District.  
"Risky Business in the Brewery District" Columbus Monthly, February 1989.

## **EXISTING CONDITIONS**

### ***Demographic Information***

According to the 1990 census, the Brewery District has a population of 581 persons residing in 413 housing units with an average household size of 1.41 persons per unit. This is lower than the average household size for the city and the county, which are 2.38 and .2.66, respectively. The age distribution is also substantially different than the city and county as children under the age of 18 comprise only 6% of the Brewery District population. In 1990, 90% of the population was white, 7% was African-American, with 3% falling into the Asian, Native American or other categories.

Between 1980 and 1990, the Brewery District experienced a slight decrease (3%) in population, but had a 32% increase in the number of housing units. This may be explained by the substantial reduction in the average household size from 1.80 in 1980 to 1.41 persons per household in 1990.

The Brewery District was divided into two areas to study the distribution of the population. The first area is the Northern Tier, bounded by 1-70, Pearl Street, Sycamore Street and Short Street, wherein the primary housing is recently rehabilitated condominium and apartment units. The second area is bounded by Sycamore Street, Pearl Street, Greenlawn Avenue, and Short Street or the railroads. This piece, combining the Transitional and Southern Tiers, contains historic single and low-density multi-family structures. The area west of Short Street, know as the Whittier Street peninsula, does not contain any housing and is not included in the demographic analysis.

Two hundred five persons reside within the Northern Tier, an increase of 95% since 1980. The increase can be attributed to the addition of 105 new units in rehabilitated brewery buildings. The Transitional and Southern Tiers had a 1990 population of 376, a decrease of 24% in the last decade; a 46% decline in the population under the age of 18 was also experienced. While the average household size in the Northern Tier remained virtually the same, the other tiers experienced a substantial decrease from 1.83 to 1.34 persons per household. Both the drop in household size and the loss of the under 18 population may be attributed to the coming of age and leaving home of children.

In conclusion, the Brewery District has experienced a slight loss in population; however, there were gains in the Northern Tier reflecting the construction of new housing units. Children, 12% of the population in the Transitional and Southern Tiers in 1980, declined to 8-11% in 1990. Population loss in these two tiers totaled 24% of the 1980 population.

### ***Zoning***

Except for a few parcels zoned for apartments (AR1), an apartment/office combination (ARO), or for a commercial mixed use development (CPD), the remainder of the Brewery District is zoned for manufacturing (M) west of Wall Street and for commercial (C) uses along the High Street corridor.

In 1923, the first zoning was established in Columbus, overlaying various zoning categories over the existing neighborhoods. Termed pyramid zoning, the classifications permitted not only the given land use, but all other land uses considered less intense. For example, the manufacturing zoning in the Brewery District and German Village allowed not only the existing industrial uses, but the existing commercial and residential uses as well. The zoning code was eventually changed and the "pyramid" classifications were discontinued. The current manufacturing classification does not permit residential uses; the commercial zoning allows residential only above street level commercial uses. While zoning remedies and variances are available, the

manufacturing zoning discourages the construction or rehabilitation of residential uses. German Village has twice undergone a rezoning process to bring the zoning classification more in line with existing land uses.

### ***Development Activity***

#### *Construction Activity*

The existing manufacturing designation prohibits residential uses and may have had an influence on development activity in the district. No new residential building permits have been issued in the last 2-112 years. Since 1990, nine residential permits for alterations or addition have been issued for a total reinvestment of \$72,901.

By contrast, commercial activity has been substantial, almost twelve million dollars have been invested since 1990. While several building permits have been issued for new commercial construction, most have been for alterations and additions. In 1990, twenty-nine permits for commercial alterations and additions were issued for an investment of \$8,268,542. Although diminished, the trend continued in 1991 as twenty permits were issued representing an investment of almost \$3.5 million. Thus far in 1992, nine commercial permits, for a total investment of \$150,765, have been issued.

#### *Demolition Activity*

Eight demolition permits were issued in 1990 and 1991. Half of the permits were for buildings along High Street; three of the four have remained parking lots. Of the other four permits, three were associated with Columbus Oxygen Company, Inc. at the corner of Whittier and Front Street. In 1992, one building has been demolished due to its deteriorated state and threat to public safety.

### ***Circulation***

High and Front Streets, both two-way arterials, provide north-south access through the district and parking along most of their lengths. Greenlawn Avenue, serving as the district's southern boundary, provides east-west access through the district. Whittier Street provides good access to German Village and points east, and is the only existing access to the Whittier Street Peninsula. Although a number of streets run east-west, only a few, located primarily in the Northern Tier, are aligned at High Street.

The Brewery District has direct access to Route 315/Interstate 70 via Greenlawn Avenue, to westbound 1-70, and from eastbound 1-70. However, access from westbound 1-70 and to eastbound 1-70 is indirect, involving circuitous routes through downtown Columbus. There has been some interest within the German Village community to construct an exit ramp from southbound 1-71 to Fulton Street in order to provide better access from the north and east to the area south of downtown.

COTA (Central Ohio Transit Authority) operates a number of public transit lines that run through or touch the Brewery District. Local service is provided by the #7 Whittier and #16 South High buses, while #1 Livingston and #4 Parsons provide service to the northern tip. In addition, two express buses, #64 Grove City and #49 Southeast, have one stop in the district. Complimentary shuttle service, funded by a private company, operates during the midday hours during the workweek, providing connections to the Convention Center on the north and German Village and the Brewery District on the south. Public transit does not provide service to the Brewery District on the weekends.

## **THE PLAN**

### ***Introduction to the Subareas***

Several, distinct subareas are contained within the larger Brewery District area, each with its own identity and character. The goals, objectives and strategies for these areas reflect their individuality and will guide future development to ensure compatibility. The four subareas found in the Brewery District are: the Northern Tier, the Transitional Tier, the Southern Tier and the Whittier Street Peninsula. Some of the issues associated with High Street transcend subarea boundaries. To address these issues in a more comprehensive manner, a section entitled the 'High Street Corridor' has been established; recommendations in this section overlay recommendations for the subareas.

### ***Northern Tier***

The Northern Tier, bounded by 1-70 on the north, Pearl Street on the east, I Sycamore on the south and Short Street on the west, represents the earliest development in the Brewery district. This area, with its close proximity to the Scioto River and railroad lines, emerged in the mid 1800's as a German brewing district. It contained a number of Columbus' first breweries which were owned and operated by German immigrants and, in addition to the adjacent residential district (now known as German Village), provided homes for the brewery owners, laborers, and their families.

The subarea is primarily characterized by its remaining, historic, industrial buildings, typified by: large building masses; full site coverage; little, if any, setback; low-to-mid rise structures; brick as the predominant building material; and architectural features ranging from simple to ornate.

While some light industry still remains (primarily warehousing), the Northern Tier has experienced substantial redevelopment. Most recently, several historic structures, including the Schlee Brewery and its accessory buildings, were sensitively rehabilitated and adaptively reused for mixed-use development, providing new residential units and specialty commercial uses. The redevelopment of the Schlee Brewery complex was accompanied by an infill office building/parking structure whose architectural style was modern yet compatible with the surrounding historic environment. The entire project has set the tone for future redevelopment activity in the Northern Tier.

### ***Transitional Tier***

The Transitional Tier is so named because it is in a state of transition. Large blocks of land have been acquired in preparation for redevelopment. The boundaries of the tier are Sycamore on the north, Pearl Street on the east, Frankfort on the south and the Conrail tracks on the west.

This is the area in which Grange Insurance Companies has mid-to long-range plans to expand its headquarters, and in which R J Solove and Associates has short term plans to develop a commercial shopping center. In anticipation of the projects, a number of buildings have been vacated or demolished, and sites have been paved for surface parking as an interim land use. A significant number of original structures remain on the east side of High Street and the west side of Front Street. In many instances, the structures have been converted from their original residential uses to office or retail uses.

### ***Southern Tier***

The Southern Tier encompasses the area south of Frankfort to Greenlawn Avenue, between Pearl Street and the Conrail tracks. While a few large industrial buildings remain scattered

throughout, the area has primarily a residential feel, characterized by two-to-three story, brick buildings, front yard setbacks, off-alley parking and tree-lined streets. Many fine examples of late 19th Century residential architectural styles, similar to those found in German Village, have been preserved. Although numerous structures on High and Front Streets have been converted from residential to retail or office uses, most have retained their compatibility with their surroundings. In several instances, homes have been demolished and replaced, generally with incompatible designs and land uses (front yard parking, large expanses of pavement, single-story auto-oriented land uses such as fast food restaurants). The most significant loss of character has occurred in the southern tip of the subarea, from Deshler south to Greenlawn, where large expanses of pavement provide parking for commercial establishments.

### ***High Street Corridor***

High Street remains a major arterial into downtown Columbus from the south and acts as the physical and visual link between German Village and the Brewery District.

This section will discuss issues specific to the High Street corridor, whose boundaries extend the length of the district (1-70 to Greenlawn) between Pearl and Wall Streets. Some of the blocks remain historically intact while others have been substantially or completely redeveloped, often into an auto-oriented character.

### ***Whittier Street Peninsula***

The Whittier Street Peninsula, also called the Oxbow, comprises all of the area west of Short Street to the Scioto River, from 1-70 to Greenlawn Avenue. A large portion of the 190 acre site is under public ownership. Historically an industrial site, existing land uses include local government offices and facilities, manufacturing and warehousing industries, and parkland.

#### ***800 Acre Park***

A portion of the Whittier Street Peninsula is within an 800 acre park proposal drafted by the Columbus Recreation and Parks Department and adopted by Downtown Columbus, Inc. The regional riverfront park, as it has been designated by the Columbus Comprehensive Plan, extends from the confluence of the Scioto and Olentangy Rivers south to State Route 104, bordering both sides of the Scioto River.

The objectives of the 800 acre park concept are to:

- preserve the natural quality of the Scioto River corridor;
- maintain pedestrian access to the Scioto River; and
- provide linkages to the region's park and bike system.

The design concept for the park identifies special recreational uses for each segment of the riverfront corridor:

Downtown riverfront, incorporating the existing Bicentennial and Battelle Parks, remains the location for cultural activities, special events and regional festivals;

- the Scioto Peninsula, including approximately 70 acres on the west bank of the river downtown, should be a cultural park which includes two or three key cultural institutions in a park-like setting;
- Berliner Park retains its role as an active, regional sports park;
- the quarries should be cultivated for passive recreation opportunities; and
- the Whittier Street peninsula should be developed to complement the downtown parks, providing recreational activities and open space.

The Columbus Comprehensive Plan recommends the following strategies for the implementation of the park concept:

- Columbus should pursue the development of the regional riverfront park;
- Columbus should acquire land for development of the park;
- the regional riverfront park should serve as a centerpiece for the city recreation and parks system;
- the regional riverfront park should be fully integrated into a citywide scenic greenways system;
- the regional riverfront park should contain a wide variety of recreational opportunities; development surrounding and within the regional riverfront park should be of a compatible nature;
- the city of Columbus should put in place zoning appropriate to take advantage of the regional riverfront park's potential as an inducement for adjacent residential development;
- the area of the regional riverfront park nearest the river should be maintained as natural open space; and
- the regional riverfront park should provide expanded boating opportunities

## **NORTHERN TIER**

### ***Background***

In the mid 1800s, a German brewing district emerged in the area that has been termed (for the purposes of this planning process) the Northern Tier, representing the earliest development in the Brewery District. The breweries and their related buildings comprised one of the first industrial complexes in the City of Columbus and remain today as the largest complex of late 19th century industrial buildings. Intermingled with the large industrial structures are several homes originally built for the breweries' laborers. Most of the residential uses, however, were established in the area immediately south of the industrial core or in German Village.

In 1985, the grouping of historic buildings caught the attention of Jeff Edwards. Together with his father, Pete Edwards, founder of Multicon Development Company, a study of the potential revitalization of the area and the adaptive reuse of the historic industrial buildings was conducted. The findings indicated that the historic buildings, then sparsely occupied by sales offices, warehousing, and similar manufacturing uses, were structurally sound. Marketing studies indicated a potential demand for rehabilitated, rental apartments and identified various retail needs of area residents that were not being satisfied. A twenty-seven acre site, bounded by 1-70 to the north, High Street to the east, Beck Street to the south, and Short Street to the west, was originally studied, encompassing over 410,000 square feet of space within the historic structures. For financial reasons, the development was later split in two parts, with Front Street as the dividing line. Multicon proceeded with the development on the east side of Front Street and a limited partnership, headed by the Webb Companies of Lexington, Kentucky, took the lead role in the development of the western portion.

The preservation of the district's historic character was a key objective in the Multicon redevelopment, which began in earnest in 1986. The project would eventually comprise 105 dwelling units, both apartments and condominiums, 160,000 square feet of office space, 35,000 square feet of retail space, and a parking garage for 640 cars. The revitalization efforts emphasized the historic character in the adaptive reuse of historic buildings, infill development, and the surrounding environment. Residential and retail spaces feature exposed brick walls, timbers and cut stone, while the streetscape design and materials reflects the "old world charm" in its signage, light fixtures, trees, and brick sidewalks, alleys and streets. In addition to the rehabilitation of the historic industrial buildings, a new twelve-story office building with an attached parking garage was constructed, incorporating elements of the district's historic architectural character into a 20th century building. The entire project is an excellent model for future redevelopment projects in the area.

Development on the west side of Front Street had been at a standstill until 1991 when Jacobs Investments, Inc. submitted a proposal that would continue the revitalization in the Brewery District. Like Multicon, Jacob's proposal was keyed towards the preservation and adaptive reuse of historic buildings with compatible infill. Similar to his Nautica development in the Cleveland "Flats", Jacobs proposed an entertainment complex with over 87,500 square feet of nightclubs, restaurants, and a comedy club, as well as 67,000 square feet of office space - all connected by a "European style" pedestrian plaza. Future phases of the development were to include apartments, condominiums and a fourteen screen movie theater.

The Brewery District Steering Committee advocates stabilizing and enhancing the significant private investment by Multicon Development Company and private businesses in the Brewery District through active economic development and infrastructure improvements on the part of the City. Immediate response is necessary in order to create synergism for the existing business establishments and to prevent the further deterioration of many of the fine historic buildings in this area. One possible approach would be to actively seek a developer for the Northern Tier through

the release of a national RFP (Request for Proposals).

### ***Current Conditions***

The Northern Tier contains the largest groupings of architecturally significant industrial structures in Columbus, dating from the mid to late 19<sup>th</sup> century. The Brewery District complex represents the “growth, technological innovation, consolidation and decline of the brewing industry in Columbus from 1836 to 1919” (National Register of Historic Places Nomination Form). The Schlee Bavarian Brewery complex is currently listed on the National Register of Historic Places and is the centerpiece of the Multicon redevelopment effort,. The complex, built between 1875 and 1896, consists of the main brewery building, malt house, stable and bottling plant. The buildings have a brick exterior and stone foundation and exhibit such Italianate architectural features as round arched openings, raised brick hoodmoulds, brick piers between the bays, and corbelled brickwork.

A significant portion of the Northern Tier has been declared eligible for listing on the National Register by the Secretary of the Interior. The eligible area encompasses the Nicholas Schlee residence; the Hoster and Sons Brewery complex, consisting of the main brewery building, a warehouse used for the storage of beer kegs, an icehouse, smokestack, stables, bottling works, and railroad building; the Capitol Brewery complex, composed of stable and bottling plant; and the Emrich Stove Factory complex. The latter includes five attached structures consisting of both the original 1864 and later 1890 foundry, an assembly plant and other buildings. Now occupied by Capital Manufacturing, the Emrich Stove Factory, operating from 1864 to 1915, also relied on the nearby railroad and feeder canal to transport raw materials and finished products.

A comparison of existing building footprints with footprints on a 1920 Baist Map indicates the existence of other potentially historic buildings in the Brewery District. Further study is needed to document all of the historic resources in the Northern Tier as well as in the entire district. The historic character of the district is additionally found in the abandoned railroad lines that cross Front Street in several locations.

### ***Zoning and Land Use***

The Multicon redevelopment is zoned as a CPD, or Commercial Planned Development, to allow for a mixture of residential and commercial uses and shared parking arrangements. The remainder of this tier's zoning reflects that of the entire district, as the High Street corridor, between Wall and Pearl Streets, is zoned for commercial use and the rest of the land is zoned for manufacturing.

A large majority of the buildings in the Northern Tier contains office uses. Retail uses are included in 28% of the buildings. While several single family homes still exist on side streets, most residential uses are new apartment or condominiums units in the rehabilitated historic buildings. Manufacturing, primarily in the form of warehousing, is located west of Front Street and north of Beck Street. The upper floors of many of these buildings appear to be vacant.

### ***Parking***

A large percentage of the total area in the Northern Tier is devoted to Surface parking, most of which is for private use. During the day, public lots with hourly or daily rates are available in the area surrounding the manufacturing complexes west of Front Street. A limited number of monthly spaces are available in the same area.

Additional public parking is available at long term (12 hours) and short term (1 or 2 hours) meters along most of the streets. As the demand for parking increases in the district, long term meters

will be changed to short term. One problem associated with the short term meters is their hours of enforcement. Short term meters are enforced through 8:00 p.m., thus discouraging the patronage of area restaurants.

Several private lots provide additional parking to the public during the evening hours. The Multicon garage provides a limited number of public spaces during the day, opening to the general public in the evening. The Pear Tree office building at the southeast corner of Beck and High provides public parking in the evening as well. In addition to the private lots, the Franklin County parking garage, located immediately north of the district, is available to the general public in the evening.

A critical issue in the Brewery District planning process is the subject of adequate parking. The historic nature of the district poses a dilemma. The massing of original buildings does not always provide adequate space to achieve compliance with the parking requirements for certain uses. Yet, the strict enforcement of the requirements results in the loss of historic structures and thus, the deterioration of the district's character. A number of variances have been authorized by the City to reduce the required number of parking spaces, particularly to restaurants and similar establishments that draw a large number of patrons. As a result, the demand for convenient parking compels patrons to look for parking on nearby streets. German Village residents have expressed concern over the amount of parking by non-residents on crowded neighborhood streets. As the Brewery District continues to redevelop, residents fear the escalation of an already serious problem.

An informal study of the parking situation was conducted to determine the extent of the parking deficit and to determine if coordination and marketing were potential solutions. The study compared the actual number of parking spaces provided with the number required by the City zoning code for a given land use. The northwest section of the area was not included in the study for several reasons: first, insufficient information was available; second, the large percentage of vacant space would not yield an accurate measure; and third, redevelopment would substantially change the parking numbers. The study took into account the shared parking arrangements generated by the Multicon project. Shared parking arrangements evaluate the parking needs of given land uses based on the peak hours of need, thus lowering the total parking requirement based on a user's ability to "share" parking facilities. For example, an office building with hours of operation between 8:00 a.m. and 5:00 p.m. may share parking spaces with a restaurant whose primary hours are in the evening.

Preliminary findings indicate a shortage of on-site parking for most of the land uses along High Street, particularly during the daytime hours. The shortage of on-site parking needed by evening establishments could be absorbed by private lots, such as the Grange Insurance Companies garage at Sycamore and Front Streets, that would be willing to open to the public after business hours. In 1990, Lucky's and Hoster Brewing Company on High Street received variances to their parking requirements based on the installation of a voucher system by which patrons were reimbursed for parking fees incurred at specified district parking lots. An evaluation of the system has not been made.

In addition, the parking study indicates that a policy regarding parking must be established on an areawide basis in order to preserve the historic buildings and character while providing adequate parking. The areawide policy should be based on a formal study of parking supply and demand, conducted by the City's Division of Traffic and Engineering.

### ***Circulation***

The Northern Tier, and the Brewery District as a whole, has direct access from eastbound 1-70. The district can only be reached from southbound 1-71 via a designated route through the city's

downtown. High and Front Streets, both two-way arterials, provide north-south access through the entire district. Alternating one-way streets provide connections between High and Front Streets. Access to Short Street is provided by Fulton Street on the northern edge of the tier and at Sycamore on the southern edge. With the potential development of a shopping center that will close Sycamore Street (discussed in the following chapter), the extension of Liberty Street to Short to reestablish the connection must occur.

Pedestrian circulation has been well designed in the Multicon development. The ease of movement provided by the plaza, combined with various pedestrian amenities, provides for a pleasant walking experience. The plaza is expected to be extended with the development of the west side of Front Street. As the Brewery District's Northern Tier continues to "fill out", Short Street should be the primary location for the development of parking to serve the tier, taking advantage of the grade to develop a multi-tier structure. Improvements to Short Street must be considered to provide reasonable access to this adjacent parking area. Pedestrian access from Short Street to the interior of the district becomes critical. Thus, future development in the tier should incorporate the parking component along Short Street and the connecting pedestrian plaza when developing site plans for projects.

Safe pedestrian access across High and Front Streets must also be addressed. Existing traffic lights on High Street are inconvenient, located at the northern and southern edges of the district. With the redevelopment of the west side of Front Street and the subsequent increase in pedestrian and vehicular traffic, signalized crosswalks on Front Street should be considered as well. Pedestrian movement is an important element in the redevelopment of the Northern Tier, as safe and friendly paths encourage activity.

### **Northern Tier Strategies**

- *Preserve architectural and historic character of district*
- *Maintain pedestrian scale environment*
- *Improve pedestrian connections to the downtown north of 1-70*

#### *Issue:*

The preservation of the district's historic character as the northern tier redevelops

#### *Policy I:*

Preserve and rehabilitate historic manufacturing structures for adaptive reuse

#### *Strategy:*

Identify historic structures and classify according to priority for preservation. Nominate individually or as a district to the Columbus Register of Historic Properties.

#### *Policy II:*

Encourage full utilization of infill sites, ensuring compatibility with tier's architecture.

#### *Strategies:*

Establish parking for commercial uses on the perimeter.

- Load parking on Short Street. Design parking to take advantage of drop in elevation. Create a pedestrian plaza and crosswalk to connect parking on Short Street with the land uses east of Front Street.
- Improve Short Street to accommodate the increased parking activity.
- Accommodate the parking needs of the district in an overall scheme. Development on a site-by-site basis should be discouraged.
- Develop parking as a joint venture between the City and the developer.

Maintain interior of district for pedestrian use. Avoid conflicts between pedestrian and vehicular traffic.

Rezone parcels currently designated as manufacturing to allow mixed-use development; including retail, office, entertainment and residential.

Develop design guidelines to address:

- Compatible massing
- Flexible height restrictions to act as an incentive for the provision of street-level amenities.
- Full site coverage
- Brick as the preferred building material
- 0' setback (or illusion of this setback through streetscape design)

#### *Issue:*

Lack of adequate parking for land uses along High Street, resulting in 1) pressure to demolish original buildings, thereby creating holes in the streetscape and 2) parking problems for customers and nearby residents.

#### *Policy:*

Provide sufficient parking for planned uses on an area-wide basis rather than site-by-site.

#### *Strategies:*

Conduct a formal study of the parking supply and demand in the Brewery District, administered by the City's Division of Traffic and Engineering.

Survey private businesses in the Brewery District to identify opportunities for shared parking.

Evaluate voucher system currently used by Lucky's and the Hoster Brewing Company, which is a condition of the parking variance. If appropriate, work out arrangements with other private offices to lease parking spaces during the evening hours. Expand the system to include week nights and require continuous advertisement in all promotions.

*As a last resort*, consider constructing a public parking garage on High Street.

- Evaluate potential for structure at Sycamore and High
- Structure should be a maximum of 3 stories and contain street level commercial uses to provide continuity along High Street.

Develop and distribute a brochure containing parking information along with general district information.

To support area businesses, provide 2 hour parking meters.

In the long run, include the Brewery District in the development of a downtown comprehensive parking plan. The plan should address the improvement of pedestrian linkages and the development of alternative transportation linkages (such as a shuttle or a people mover) to gain access to the parking garages located north of 1-70.

*Issue:*

Lack of safe pedestrian crosswalks on High Street between Livingston and Sycamore.

*Policy:*

Provide ease of movement among establishments on High Street by providing a safe pedestrian access across street

*Strategy:*

Construct a crosswalk in the vicinity of Hoster and Beck on High Street. Crosswalk:

BEST: Traffic signalized crosswalk, in conjunction with road system or pedestrian only.

GOOD: Crosswalk with blinking yellow

FAIR: Median strip

In conjunction with the development of a crosswalk on High Street, further expand permit parking restrictions in German Village to discourage parking by Brewery District patrons on adjacent neighborhood streets. The type of restrictions needed shall be determined through the area-wide parking study conducted by the City's Traffic Engineering and Parking Department.

*Issue:*

Access to Short Street due to development of shopping center

*Policy:*

Maintain east and west access to Short Street, with potential for expansion further west to connect with the peninsula road network

*Strategies:*

Support the extension of Liberty Street west to Short Street. Liberty Street should be developed with full pedestrian sidewalks and scale of lighting.

Evaluate new traffic patterns at the intersection of Liberty and Front street.

## **TRANSITIONAL TIER**

### ***Current Conditions***

The Transitional Tier contains a mixture of historic and new buildings, as well as large expanses of land awaiting new development. The tier represents the transition from the dense "urban commercial" character of the Northern Tier to the open "urban residential" character of the Southern Tier.

### ***Zoning and Land Use***

High Street, between Wall and Pearl Streets, is zoned for commercial use. The remainder of the tier, with the exception of a small segment of apartment-residential (AR2) zoning on Front Street, is zoned for manufacturing.

While the primary land use in the Transitional Tier is office, a variety of other uses are found including Grange Insurance Companies' corporate headquarters and parking garage, a hotel, various retail uses, and some light manufacturing. The few remaining residential dwelling units are predominantly found on the side streets.

The historic character of the Transitional Tier remains largely intact on the east side of High Street and the west side of Front Street. Many of the original homes have been converted to office or retail uses. In general, the High Street frontage reflects the commercial character of the Northern Tier, with its 0' setback and little, if any sideyards, but with smaller building footprints. The west side of Front Street reflects the residential character of the Southern Tier with front yard setbacks and closely spaced residential structures.

The remainder of the Transitional Tier is in various stages of redevelopment as a number of buildings have been boarded or demolished, and the sites left vacant, or paved for surface parking as an interim land use. Two major projects, planned by R J Solove & Associates and Grange Insurance Companies, will transform these vacant parcels and parking lots into a major shopping center and expansion of the company's corporate headquarters, respectively.

The Solove shopping center encompasses 16 ½ acres on land west of Front Street. The project site extends beyond the boundaries of the Transitional Tier, extending from Beck Street on the north to Kossuth on the south, with frontage on Front Street north of Sycamore and at Kossuth. The property is currently owned by the Capital Square Corporation and the Dispatch Printing Company and its subsidiary. Ground breaking is expected to occur in the spring of 1993.

The site plans show a 150,000 square foot suburban style shopping center, similar in layout to Carriage Place at the corner of Bethel and Sawmill Roads. The major buildings, setback from the street with parking in-between, will accommodate tenants such as a major supermarket, drug store, restaurants, card shops, and other retail establishments that will provide day-to-day needs of German Village and Brewery District residents, as well as specialty items for visitors and downtown office workers. Fast-food restaurants and banks will be developed on "out-parcels" along Front Street. Although exhibiting the suburban commercial prototype, aesthetically, the architecture is intended to reflect the historic character of the neighboring area.

An integral component of the shopping center development is the closure of Sycamore at Front Street. An abbreviated Sycamore will serve as the major point of access to the shopping center in addition to continuing to provide access to the Grange parking garage. The proposed extension of the Liberty Street west to Short Street will re-establish the connection.

The other major development anticipated to occur within the Brewery District Transitional Tier is

represented in the Conceptual Master Plan for Grange Insurance Companies. Grange has nearly acquired the block bounded by Sycamore on the north, High Street on the east, Frankfort on the south and Front Street on the west. Existing land uses include: Grange Insurance Companies' corporate headquarters, located in an eleven-story office building in the northwest corner of the block; Capital Law School, currently located in the northeast corner and searching for a suitable relocation site; surface parking for Grange and Capital Law School; several residences; and open space.

When complete, the Grange plan envisions a complex consisting of 1,000,000 square feet of office and retail space, together with a 280 room motor hotel. Twenty-two hundred parking spaces would be provided in garages beneath the hotel and office buildings, together with parking structures west of Front Street and north of Sycamore Street. These latter structures would connect, via overhead walkways, to a second level pedestrian atrium serving the entire complex. Street level amenities would include generous pedestrian plazas, numerous landscape features and controlled, but convenient, access to all areas of the Grange Plaza Business Complex.

## **Transitional Tier Strategies**

### *Goal*

*Preserve the Brewery District's architectural and urban character through compatible redevelopment and rehabilitation in the Transitional Tier.*

### *Issues:*

The intensity and compatibility of proposed developments

The impact and pressure for redevelopment on the surrounding environment due to the proposed projects

Incompatible zoning

### *Policy I:*

Promote compatible design and land use in all redevelopment projects.

### *Strategies:*

Develop guidelines to address the character of new development. These guidelines shall be flexible to stimulate development, yet provide direction to ensure compatible design. Minimum guidelines include:

- Brick as the preferred building material
- Compatible scale
- Flexible height restrictions to act as an incentive for the provision of street level amenities.
- Setback between 0' and 25' to be compatible with setbacks in immediate vicinity.
- Landscaping developed within this setback; parking or driveways parallel to the public street should be strongly discouraged.
- Opportunities for shared parking-, garages should have street level retail, office or other uses which make them compatible with surrounding areas and structures.
- Limited curb cuts
- Strong emphasis on pedestrian orientation

### *Policy II:*

Provide guidance to surrounding areas under pressure to redevelop

### *Strategies:*

Rezone areas adjacent to proposed projects to a mixed-use category to allow residential and low intensity office or retail land uses.

Maintain pedestrian orientation.

Designate Frankfort as the southern border for high-density redevelopment, to help preserve the low-density residential character of the Southern Tier.

Encourage the preservation of the original structures between Bank and Front Streets.

- Support adaptive reuse.
- Prohibit parking in the front yards facing Front Street; parking should be provided in the rear of the property and accessible only by Bank Street. Consolidate parking facilities.

If redevelopment pressures occur between Bank and Front Streets, ensure that redevelopment is compatible in both character and land use.

- "Package" redevelopment is preferred over "site by site"
- Develop design standards:

- Compatible scale
- Flexible height restrictions to act as an incentive for the provision of street level amenities
- Brick as the preferred building material
- Parking prohibited in front yard.
- Strong emphasis on pedestrian orientation

Preserve the original buildings east of High Street.

*Policy III:*

Encourage pedestrian orientation in all development or redevelopment

*Strategies:*

Require pedestrian orientation in large developments.

- Provide well-delineated walkways through major parking areas, connecting the public streets and the buildings.
- Install pedestrian-scale lighting
- Establish main entrance on major public street
- Include in all development standards

Develop a landscaping improvement plan for High and Front Streets. The plan should propose:

- Pedestrian scale lighting
- Street furniture
- Street trees
- The underground relocation of all overhead utilities
- A means of maintaining these improvements over time

## THE SOUTHERN TIER

### *Current Conditions*

#### *Historic Character*

A large percentage of the Southern Tier's historic structures have been preserved, exhibiting outstanding examples of predominantly late 19th century architecture. The tier reflects the history and character of nearby German Village.

Along High Street, the popular Italianate style prevails, along with examples of Second Empire and Gothic Revival. Slightly smaller homes line Front Street, examples of the Gabled Ell, and Italianate. The side streets contain a number of story-and-a-half cottages with gabled roof-lines. Architectural details exhibited throughout the district include carved stone lintels, hoodmoulds, decorative porches, bracketed cornices and arched windows. Completing the picture of a late 19th century neighborhood are brick sidewalks and side streets, and numerous mature trees.

A number of homes have been identified as outstanding examples of the area's architecture and history. Built in 1885, the Krumm House at 979 South High Street is already listed on the National Register of Historic Places. In 1990, a historic property survey was conducted within the 1950 corporate limits of the City of Columbus by the consulting firm of Benjamin D. Rickey & Company. The purpose was to begin to identify historic properties that are eligible for listing on the Columbus or National Register of historic properties. The following properties were identified by the study as outstanding examples of Italianate architecture: 715, 755, 895, 955, 961, 967, and 999 on High Street, and 903 and 907 on Front Street. In the course of the Brewery District planning process, existing building footprints were compared with the footprints on a 1920 Baist Atlas, producing a map identifying other potential historic resources--this map is located on page 17. Further study is necessary to develop a complete and accurate listing of the historic properties in the Southern Tier and the remainder of the Brewery District.

#### *Zoning and Land Use*

Reflecting the zoning found in the remainder of the Brewery District, the High Street corridor, with the exception of a small parcel of apartment residential/offices (ARO) at the southeast corner of High and Kossuth, is zoned for commercial use. The remainder of the subarea is within a manufacturing zone. These zoning classifications, because they do not permit single family residential, are not an accurate representation of the land uses within the tier and may have played a role in redevelopment activity.

The Southern Tier developed primarily as a residential neighborhood, providing housing in close proximity to the nearby breweries and other industries. This residential character prevails in the one- to two-and-a-half story, closely spaced structures, front yard setbacks, and rear yard parking. A few multi-family structures are interspersed throughout the predominantly single family homes. While a significant number of conversions have occurred on High Street, Front Street has experienced less pressure and remains approximately 50% residential. With a few exceptions, structures found on the tier's side streets have remained residential.

Many of the residential structures have been converted to office and retail uses. In most instances, the conversions have been compatible with the surrounding environment, both in architecture and in land use intensity. The low-intensity uses generate minimal traffic and require less parking, largely limiting the impacts to the site. High Street, however, has experienced more pressure to redevelop. Many buildings have been demolished to make room for higher intensity land uses, such as fast food restaurants and other automobile-oriented land uses, or for surface parking for existing land uses.

The southern tip of the district, near Greenlawn Avenue, has experienced the greatest

deterioration of character. In addition to the auto-oriented uses that have been established, the few remaining original structures are surrounded by large expanses of surface parking. The area, almost void of trees, portrays a sterile environment.

Historic land uses remaining in the Southern Tier include the Zion Evangelical Lutheran Church and the Columbus Maennerchor. Two large historic industrial complexes, located at the corner of Whittier and Front and at Deshler and Front, are currently occupied by Schell Scenic Studios and Columbus Jack Corporation, respectively. Other land uses include several motels and private clubs, and a three acre open space park at the corner of Front and Greenlawn.

#### *Circulation*

High Street and Front street, both major arterials, provide north-south access through the district and into downtown Columbus. On-street parking is available throughout most of the tier, with time restrictions in some areas. Parking for area land uses have, for the most part, been contained on site and a need for public or private for-pay lots has not yet developed.

## **Southern Tier Strategies**

### *Goals*

- *Preserve and enhance the area as a residential / low intensity commercial, mixed-use district.*
- *Preserve the residential character of the area.*

### *Land Use Strategies*

#### *Issues:*

The erosion of the residential character of the southern tier which can be attributed to a number of factors:

- Demolition of the original structures.
- Subsequent replacement with structures and uses that are generally of higher intensity and auto-oriented in nature.
- The conversion of original homes to higher intensity commercial uses that are incompatible with the surrounding environment, creating traffic and parking problems.
- Current zoning, predominately manufacturing, which does not permit single family or multi-family dwelling units. The commercial zoning along High Street permits residential uses in floors above street level commercial uses only.

#### *Policy I:*

Promote compatible redevelopment and rehabilitation,

#### *Strategies:*

1. Develop and administer performance standards to provide compatible redevelopment and rehabilitation. These standards should address, at minimum: height, lot coverage, floor-area ratio, setback, parking, landscaping, pedestrian orientation, materials and building size, scale and massing. The standards should:
  - Be tailored to meet the needs of the specific sub-area.
  - Address both rehabilitation and new construction, providing standards that will maintain the visual character and architectural scale of existing development within the district.
  - Minimize visual and functional conflicts between residential and non-residential uses within and abutting the area.
  - Promote more efficient parking facilities through encouraging the consolidation of curb cuts, shared driveways and rear-yard parking.
2. Develop a mixed-use zoning category for existing development. Rezone the area to allow residential and low intensity (may be defined as uses that do not attract large volumes of traffic and continuous customer turnovers) commercial and office uses. Include performance standards in the text.
  - Discourage strip-type and auto-oriented commercial uses that create traffic hazards, congestion, and interrupt the area's continuity.
  - Encourage the relocation of existing manufacturing uses.

*Policy II:*

Preserve significant original structures.

*Strategies:*

1. Identify significant original structures. Nominate them individually or as a group to the National or Columbus Register of Historic Properties.
2. Develop standards for rehabilitation and new construction that will maintain the visual and functional character of the district. Standards should:
  - Encourage adaptive reuse.
  - Support the demolition of non-original structures.
3. Rezone to a mixed-use category that would encourage the continuation of residential land uses.

## THE HIGH STREET CORRIDOR

### ***Background***

As stated earlier, the Brewery District planning process uncovered issues associated with High Street that transcend subarea boundaries. Among the issues identified in the planning process were the loss of character due to demolition and incompatible redevelopment, inadequate pedestrian crossings, parking concerns that impact both the Brewery District and German Village, and lack of project design review along High Street given its relationship to the adjacent historic districts.

### ***Current Conditions***

High Street, a major north-south arterial, acts as the physical and visual link connecting the Brewery District, German Village, and downtown Columbus. Due to its arterial function and commercial zoning, High Street has experienced pressure to redevelop. Many of the original, residential structures have been converted to commercial and retail establishments. Today, only 14% of the structures on High Street contain residential uses, while office and retail uses comprise slightly over 50% and 30%, respectively.

The preservation of the original buildings has maintained the traditional streetscape character on a number of blocks. However, the lot coverage of original buildings usually implies inadequate space to meet the parking requirements for today's auto-oriented society. This has particularly been the case in the northern tier where many visitors to High Street establishments are parking on already crowded German Village streets because of inadequate on-site or street parking. Although a parking garage on the west side of High Street has been designated as a source of additional public parking, few people have taken advantage of it due to the difficulty in crossing High Street on foot, an unwillingness to pay for parking, or a lack of knowledge about its existence. German Village residents have expressed concerns about the existing parking situation and its potential escalation as high-density redevelopment continues along High Street.

Yet, strict enforcement of the parking requirements may result in the loss of more historic buildings and the further deterioration of the High Street streetscape. Previous demolitions have destroyed the character of several entire blocks along High Street. Original buildings have been demolished to provide surface parking for existing uses, breaking the rhythm of the traditional streetscape. Replacement buildings are not always compatible in architecture, scale, site layout, or land use intensity, particularly when the site has been developed for fast food restaurants or similar establishments.

A related issue is that of pedestrian circulation. High Street, with its four lanes of moving traffic and two lanes for parking, acts as a barrier to pedestrian traffic. The few existing traffic signals are located in inconvenient locations and provide few safe avenues of crossing for pedestrians. In addition to pedestrian access across High Street, incompatible redevelopment--with inappropriate facade treatment, multiple curb cuts, and expanses of parking--does not provide for a pleasant walking experience along High Street. As the Brewery District fully develops, additional pedestrian crossings and an improved pedestrian environment along the corridor will become more important.

The lack of project design review along High Street is another significant issue. DCI oversees the development in the Brewery District, with Wall Street forming the eastern boundary of its jurisdiction. Development in German Village is closely scrutinized by the German Village

Architectural Review Commission, whose western boundary is Pearl Street. Thus, High Street, which provides the critical linkage between the two historic neighborhoods, is not under the

jurisdiction of a body that can guide its redevelopment.

In conclusion, continued development along High Street should be controlled and planned. Objectives to preserve the traditional and, often, historic character can be achieved through development guidelines that ensure good building and site plan design, a pedestrian friendly environment, and an area-wide approach to the parking problem. These objectives further support the need for a special review body that will guide development in the best interests of Brewery District, German Village, and downtown Columbus.

## **High Street Corridor Strategies**

### *Goal*

- Provide an exciting entrance into Downtown Columbus that reflects the historic personality of the Brewery and German Village Districts.

### *Issue:*

The demolition of original structures and subsequent replacement with primarily auto-oriented land uses.

### *Policy I:*

Prevent further deterioration.

### *Strategy:*

Encourage the preservation of the original buildings.

- Support adaptive reuse.
- Maintain the integrity of original architecture.

### *Policy II:*

Improve the existing streetscape.

### *Strategies:*

Support the demolition of non-original, incompatible structures. Encourage replacement structures that are compatible in use and in architecture.

Develop design guidelines to include:

- 0-25' setback, compatible with setbacks in immediate area
- No parking in setback
- Brick as preferred building material
- Pedestrian oriented facades

### *Issue:*

Lack of friendly and safe pedestrian environment along High Street

### *Policy:*

Provide ease of movement among High Street by providing safe pedestrian access across and along the street.

### *Strategies:*

Evaluate traffic patterns with an intent to construct a signalized crosswalk in the vicinity of Hoster and Beck Streets. Evaluate the need for more crosswalks at different locations as the Brewery District continues to develop.

In conjunction with the development of a crosswalk on High Street, further expand permit-parking restrictions in German Village to deter Brewery District patrons from parking on adjacent residential streets. The type of restrictions needed shall be determined through the area-wide parking study conducted by the City's Traffic Engineering and Parking Department.

Continue the streetscape improvements south on High Street through the Brewery District. Improvements should reflect the historic character and needs of German Village and the Brewery District and should not imitate the improvements completed in the downtown. Improvements should include:

- Street furniture
- Pedestrian scale lighting

- Tree reforestation
- Signage
- Banner brackets

*Issue:*

Need for higher degree of project development review due to High Street's proximity and influence on German Village and the Brewery District

*Policy:*

Promote compatible development through consistent review.

*Strategies:*

Consider either the extension of German Village Commission boundaries west to Wall Street; extension of DCI's boundaries eastward to Pearl Street; or establishment of a new review district, whose boundaries would include the High Street corridor.

## **THE WHITTIER STREET PENINSULA**

### ***Background***

Historically, land uses on the Whittier Street Peninsula revolved around transportation and transportation-dependent industries. In 1872, the Columbus and Hocking Valley Railroad operated a roundhouse and several tracks. By 1920, the railroad, then called the Columbus, Hocking Valley and Toledo Railroad, greatly expanded its operations to include a large railroad yard with various maintenance buildings and well over 25 tracks. In addition, the Columbus feeder of the Ohio Canal, located immediately east of Short Street, provided water transportation. The Franklin Iron Works (approximate site of the existing Lazarus warehouse) is one of the industries that took advantage of the transportation linkages and operated on the peninsula for a number of years. Other types of industries included brickyards, stone works, lumber yards, and on Short Street, the city's garbage disposal barns and a dog pound.

The southern portion of the peninsula remained largely vacant in the early years. After the 1913 flood, the Scioto River channel through the downtown was widened to increase the capacity of the river. As a result, a large portion of the peninsula's southern section became submerged. Access to the area of the peninsula west of the railroad was through Furnace and Mound Streets.

### ***Current Conditions***

The Whittier Street peninsula is zoned M (Manufacturing), allowing for virtually every type of industrial use. Existing land uses include the CSX and Conrail railroads, city of Columbus offices, warehousing, stone and concrete yards, utility substations and parkland. Some of the land is currently vacant, and more is expected to be vacant in the near future. Combined with the acreage under the city's ownership, an exciting opportunity for the comprehensive redevelopment of the peninsula exists.

### ***Property Ownership***

Of the 190 acres on the Whittier Street peninsula, 36% is owned by the City of Columbus and 32% is owned by the railroads. The remaining 32% is privately owned by only five property holders.

Two railroad companies, CSX and Conrail, control 61.5 acres on the peninsula. Conrail operates two main lines that run along the eastern edge of the railroad corridor. CSX has operated a number of lines in the past and has already retired a significant number located between their main tracks and the Conrail tracks. By mid 1992, CSX has plans to further consolidate its lines by retiring most of the tracks west of the main lines. Ultimately, CSX plans to maintain two main lines and two sidetracks through the peninsula. The CSX property to the west of these lines, approximately 30 acres, will be vacant and potentially available for redevelopment. If the CSX and Conrail lines can be relocated closer to each other, more land may become available for redevelopment.

The city of Columbus is the largest landholder on the peninsula. The offices of the Department of Recreation and Parks (on 12.95 acres) and the impound lot (on 14.8 acres) are located on Whittier Street. The Divisions of Fleet Management and Traffic Engineering maintain facilities on 9.84 acres on the west side of Short Street. The impound lot has outgrown its existing facilities and has been searching for a new site to relocate its operations. The Division of Traffic Engineering would like to relocate its Short Street facility to property it has acquired on 17th Avenue, east of Joyce Avenue. A design for the new facility has been completed. The Division is awaiting funding to build its new facilities and relocate its operations. At this time, the Department of Recreation and Parks has no plans for relocating.

In addition, the city owns 21.45 acres of parkland along the eastern bank of the Scioto River. Part of a larger regional bikeway system, the Lower Scioto Bikeway connects downtown and Berliner Park. Picnic facilities and boat ramps are available in the southern portion of the park (south of Whittier Street), however; the shallow water at this location limits boating activity to flat bottom boats.

The remaining acreage owned by the city of Columbus consists of an electric substation on 2.2 acres in the northwestern portion of the peninsula and a sewage holding facility on 5.5 acres in the southeast area. Both facilities cannot be relocated without tremendous expense. In response to several complaints concerning the odor emanating from the sewage holding facility, particularly after heavy rains, several modifications to the facility's operations were completed in 1989. It is believed that these modifications have improved the air quality conditions.

The remaining 32% of the Scioto Peninsula property is under the private ownership of five entities. The largest land holder is Universal Concrete with 22.45 acres. The company has ceased operation and is open to offers. Other major property owners include F & R Lazarus (Lazarus warehouse), Maier Foundation (trucking company, vacant), and Lang Stone (stoneyard). Some of the landowners have indicated, in conversations with DCI, that they are considering relocating their operations. Due to these discussions, downtown planners are comfortable that the acquisition of private holdings on the peninsula is ultimately possible.

Excluding the land definitely unavailable for redevelopment--utility stations, remaining railroad lines, and existing parkland--over 140 acres may be available for redevelopment.

### ***Circulation***

Whittier Street represents the sole existing point of access to the area west of the railroad tracks on the Whittier Street Peninsula. Whittier Street is a two lane road that runs atop the embankment along the western edge of the peninsula. On its current location, Whittier isolates the river corridor from the interior of the peninsula.

Originally, Whittier Street was connected on the north to Mound Street by bridges over Interstate 70 and the railroad tracks. When an inspection in early 1989 found the Mound Street bridge to be unstable, the Division of Engineering and Construction declared the bridge a hazard to the public and closed it to traffic. A decision to replace the bridge has not been finalized. A traffic study conducted before the bridge's closure indicated that the level of use at that time did not warrant the replacement of the bridge. It was determined that the removal of the bridge would not inhibit its future replacement if circumstances on the peninsula were to change. In January of 1992, bids were sent out for the removal of the bridge with both an option for its ultimate replacement and an option for its removal and Whittier Street as a cul-de-sac.

Prior to the opening of 1-70, west of SR 315, an exit ramp from eastbound 1-70 and an entrance ramp to westbound 1-70 provided additional access to the Whittier Street peninsula. With the opening of the freeway section in the early 1970s and the resulting substantial increase in traffic volume, these access ramps were removed due to safety reasons.

Short Street, a two-lane road provides access to the portion of the peninsula east of the railroad tracks, with connectors to the downtown on the north at Mound Street and at Fulton Street and to the Brewery District on the south at Sycamore. This southern connection is proposed to be closed with the development of the RJ Solove & Associates shopping center. The planned extension of Liberty Street westward to Short Street will provide the needed connection.

### ***Environmental Concerns***

Due to the historic and existing industrial nature of the Whittier Street Peninsula, possible environmental problems may occur. The type and extent of contamination may be a significant factor in the selection of land uses as the peninsula redevelops.

To determine the probability of encountering hazardous materials during the redevelopment process, the Columbus Health Department conducted a Phase I Environmental Assessment in the first quarter of 1992. In addition to soil and ground water resource identification, the Health Department used Polk Directories, Sanborn Fire Insurance Maps and property records to determine the area's historic and existing land uses. They identified hazardous waste generators from lists maintained by their own department and the Ohio Environmental Protection Agency (EPA), and consulted the State Fire Marshal's records to determine the location of underground storage tanks and reported leakage from the tanks.

In the Phase I Environmental Assessment report, the Columbus Health Department presents its findings and recommendations in a zone format, with each zone representing an existing property owner. The results from the department's research, including known and probable environmental concerns, are presented for each zone. In addition, the department recommends that all underground storage tanks be removed or upgraded and any contaminated soil be remediated. Where information is unavailable or not adequate to determine potential problems, the department recommends that a Phase II assessment be conducted if excavation occurs or if final cleanup of site cannot be documented by the EPA.

In conclusion, the environmental concerns on the peninsula are an element that should be included in the land planning decision making process. The type and extent of remediation will depend on the land uses that are eventually developed. For further information, a copy of the Phase I report is on file in the office of Downtown Columbus, Inc.

### ***Special Concerns***

In general, the Brewery District planning process did not attempt to determine the merits of specific projects which have been or might be proposed for the area. Rather, the Plan provides guidance to the governing bodies responsible for decisions about proposed projects.

Prior to the start of the Brewery District planning effort in 1991, a proposal for an 18,000-seat amphitheater to be located on the Whittier Street peninsula was submitted to Columbus city officials. This proposal was tabled when it failed to gather sufficient community consensus. Because a proposal for a major entertainment facility such as an amphitheater has significant implications for the redevelopment of the Whittier Peninsula and the adjacent Brewery District, the planning committee chose to review this project.

The committee studied the amphitheater proposal in meetings with representatives of the developer. Members examined noise, traffic, and other impact studies carried out by engineering consultants and representatives of the City's Traffic Engineering Division. The committee attempted to evaluate the amphitheater proposal against the Plan's redevelopment objectives. Although full consensus on the merits of this particular proposal could not be achieved, the Committee recognized that unique recreational and entertainment opportunities, such as an ice rink, natatorium, or amphitheater may be endorsed by the City in the future for the Whittier Street Peninsula. The Plan suggests policies and implementation strategies to guide the development of such community facilities, should the City decide to support them.

This Plan document limits itself to (1) suggesting alternative land uses, and (2) providing design and development criteria to insure the compatible redevelopment of the Whittier Street Peninsula.

## **Whittier Street Peninsula Strategies**

### ***Goal***

- to redevelop an unsightly area in the heart of Columbus into a special district providing opportunities for unique recreational facilities and downtown housing, while preserving the natural character of the Scioto River Corridor.

### ***Issue:***

The compatible redevelopment of land uses along Short Street

### ***Policy:***

Promote development that will support the Brewery District core and the Whittier Street peninsula.

### ***Strategies:***

Develop parking garages on Short Street, taking advantage of the drop in elevation, to serve both the peninsula and Brewery District core. Improve Short Street to accommodate the increased parking activity.

Support commercial as an appropriate land use on Short Street.

Buffer the railroad tracks with open space and/or dense vegetation where appropriate.

## ***Circulation Strategies***

### ***Issue:***

The lack of adequate access to the Whittier Street peninsula once redevelopment occurs.

### ***Policy:***

Provide adequate points of access prior to redevelopment activity.

### ***Strategies:***

Develop and maintain at least two points of access to the area west of the railroads on the Whittier Street peninsula. Consider the following:

- Rebuild the Mound Street Bridge, widening to three lanes if feasible.
- Extend the proposed extension of Liberty Street across the railroad tracks to the peninsula.
- Construct a new road parallel to 1-70, connecting Whittier Street and aligning with Fulton.
- Evaluate the construction of an entrance and/or exit ramp to eastbound 1-70, possibly connecting with the extension of Fulton Street mentioned above.

### ***Issue:***

Internal vehicular circulation on the peninsula

### ***Policy:***

Promote good development by providing adequate, well-designed internal circulation.

### ***Strategies:***

Realign Whittier Street closer and parallel to the railroad tracks, opening up the river's open space corridor and providing a buffer for the railroad tracks.

Develop all parking immediately adjacent to the realigned Whittier Street in order to maintain open space and access to the Scioto River.

*Issue:*

Pedestrian and bicycle circulation within the peninsula and to surrounding areas.

*Policy:*

Advocate pedestrian and bicycle linkages in all new development.

*Strategy:*

Develop a pedestrian/bicycle system within the interior of the peninsula as an extension of the regional bikeway system.

Require all new development (west of the railroad tracks) to provide pedestrian/bicycle pathways, with links to the regional bikeway system.

Evaluate the construction of a pedestrian bridge over the railroad tracks, linking the peninsula I and the Brewery District core; OR

Provide a pedestrian component to the new bridge over the railroad tracks (at Fulton or Liberty I Street).

**General Strategies**

*Issue:*

The future redevelopment of Whittier Street Peninsula.

*Policy:*

To provide for the comprehensive, coordinated redevelopment of the Whittier Street Peninsula.

*Strategies:*

Pursue opportunities to acquire the property not currently under city ownership:

- Seek joint funding, where appropriate--city, county, state, Metroparks, and other--for acquisition and redevelopment, ensuring regional park status.
- Retain option to hold property in a land bank until such time as redevelopment becomes feasible.
- Work with existing property owners to relocate their facilities where required by future development plans.
- Develop a "facilities master plan" within city government to identify preferred future locations of existing facilities and departments, and set a time line to meet these goals.

Rezone land to appropriate categories to promote desirable redevelopment.

Encourage the relocation and/or further consolidation of the CSX and Conrail railroad lines.

*Issue:*

Potential environmental contamination on the peninsula

*Policy:*

Guide land use decisions based on the most accurate information available.

*Strategies:*

Follow the recommendations of the Phase I Environmental Assessment conducted specifically for the Whittier Street Peninsula.

- Inspect and test for asbestos in all buildings on the Whittier Street peninsula, as

recommended.

- Conduct Phase II Site Assessment, where recommended, as redevelopment occurs.
- Remove or upgrade underground storage tanks, where recommended.

## **LINKAGES**

The Brewery District's geographic relationship to downtown, to German Village, and to the interstate highway network which connects the area to the greater mid-Ohio region is a major factor in its development potential and in its attraction to shoppers and visitors.

### ***To Downtown***

Though the Brewery District is adjacent to the downtown core, it is separated by Interstate 70, bridged at two points (South Front and South High Streets). The Downtown Strategic Plan (1988) 1 proposed an idea that has been developed in the Brewery District Plan, to “cap” or “deck” downtown freeways at strategic points to link adjacent neighborhoods with downtown. In the Brewery District, one possibility would be to deck the Interstate 70 freeway between South Front and South High Streets. Such space above the freeway could be developed for additional parking or green space. Ideally, however, the space created by such a freeway deck could be developed for retail and other active street-level uses. The extension of street-level retail activities across the freeway between Livingston and Fulton would more effectively link the Brewery District and the downtown core than sidewalk amenities, shuttle services, or park space alone could accomplish.

The Brewery District could benefit from a convenient, reliable shuttle service connecting it more effectively with the rest of downtown. The Downtown Strategic Plan called for a circulating system of trolleys or other unique vehicles; establishing a better circulating transit system within the downtown; and linking remote parking sites to the downtown core with public or private shuttle routes. The Mid-Ohio Regional Planning Commission (MORPC) is currently exploring the potential for a regional light rail system that would connect downtown with suburban locations along major commuting corridors. One alternative location for a southern terminus for a north-south system might be on High Street adjacent to the Brewery District.

### ***To German Village***

Although the Brewery District includes the South High Street corridor, there are still some perceived barriers between the Brewery District and the neighborhood area to the east. South High Street serves as a major traffic arterial linking the Brewery District to the downtown and to the rest of the city. Due to its width, pedestrians find it difficult to cross, especially between Livingston and Sycamore where many retail businesses are located. A crosswalk on High Street in the vicinity of floater and Beck would help to alleviate this barrier. However, further expansion of the German Village permit parking restrictions must coincide with the crosswalk to prevent patrons of the High Street establishments from parking on the adjacent residential streets.

### ***To the Whittier Street Peninsula***

The Whittier Street Peninsula, identified in this plan as a redevelopment site for a large public park and related uses, currently has only one major access point for auto and pedestrian traffic at Whittier and South Front streets. If this area is to be developed for major public uses, at least one other traffic access point will need to be developed. This plan suggests that either the Mound Street Bridge will need to be reconstructed, or that a new bridge will need to be built extending Liberty Street westward across the railroad tracks. In course of the Brewery District Planning Process, the Engineering Division of the Department of Public Service has investigated the potential for constructing ramps that would connect the Brewery District and eastbound Interstate 70. There may not be enough space to create a ramp long enough to merge safely onto I-70 at this point. However, the Brewery District is conveniently accessed both from Interstates 70 and 71 along major arterial streets (Greenlawn, South Front, Fulton, and Livingston). Better arterial and freeway signage indicating the location of the Brewery District is being sought by the Brewery

District Merchants Association.

***Gateway.***

Finally, the Brewery District planning process has indicated the potential to design and develop “gateway” entrances into the Brewery District. Better landscaping and signage treatments could create attractive entrances to the Brewery District. These potential locations might include South Front Street at Fulton; South Front Street at Greenlawn Avenue; South High Street at Livingston Avenue; and South High Street at Greenlawn Avenue.

## IMPLEMENTATION

### *The Next Steps*

- ❑ Continue the planning function of the Brewery District steering committee through the adoption and implementation of the plan. Evaluate a long term role for the body, with responsibilities that may include: review of specific projects, continued planning, advocacy and marketing.
- ❑ Consider either the extension of German Village Commission boundaries west to Wall Street; I extension of DCI's boundaries eastward to Pearl Street; or establishment of a new review district, whose boundaries would include the High Street corridor.
- ❑ Rezone the area of the Brewery District east of Short Street to reflect the existing mixture of residential, office and commercial uses. Existing categories that may accommodate the existing mixture include:
  - The ARO zoning category would be appropriate for areas, such as portions of Front and High streets that contain residential uses. The ARO zoning permits single family residential on lots of record.
  - The C-4 zone may be appropriate for areas of primarily commercial establishments.
  - Manufacturing, east of the railroad, is becoming obsolete and further development of manufacturing uses should not be encouraged.
  - As land acquisition on the Whittier Street Peninsula occurs, rezone the peninsula to accommodate the development of a regional park and other compatible uses.
  - Development controls beyond those contained in the standard zoning district could be accomplished through an overlay district, produced through community consensus.
  - To accommodate future new residential development, a new mixed-use zoning category could be considered as part of a proposed Zoning Code update. Such a category could allow residential, commercial, retail, and other compatible uses to coexist.
- ❑ Identify the Brewery District's historic resources. Nominate them individually, as groupings, or as a district to the Columbus Register of Historic Places.
- ❑ Create development standards to preserve and enhance the character of the Brewery District. These standards can be developed in several ways:
  1. In association with secured historic status, architectural guidelines can be developed with community participation, and administered by the Historic Resources Commission.
  2. Development standards, similar to those recently adopted for the Northland community, can be developed with community input and implemented:
    - By Downtown Columbus, Inc. as the review body;
    - By a separate, newly established Brewery District entity as the review body;
    - On a voluntary basis.
  3. Performance criteria within the limitation text of the new mixed-use zoning category.
- ❑ Pursue opportunities to acquire property on the Whittier Street Peninsula for future public use. Institute a funding mechanism, or mechanisms, to acquire the land and develop the Regional Riverfront Park (800 acre park).
- ❑ Develop a comprehensive parking plan for the Brewery District / German Village area. Take steps to mitigate parking intrusions in German Village.

- Develop a “facilities master plan” within city government to identify preferred future locations of existing facilities and departments, and set a time line to meet these goals.

### ***Development Strategies***

As opportunities arise in the Capital Improvements Programming, rezoning, variance, and other development processes, the following strategies should be pursued:

### ***Development Strategies***

As opportunities arise in the Capital Improvements Programming, rezoning, variance, and other development processes, the following strategies should be pursued:

## **1. Physical Improvements**

### Transportation

#### *Vehicular Circulation*

- Support the extension of Liberty Street west to Short Street. Evaluate new traffic patterns at the intersection of Liberty and Short Streets.
- Improve Short Street to accommodate the increased adjacent parking activity.
- Realign Whittier Street closer and parallel to the railroad tracks, opening up the river's open space corridor and providing a buffer for the railroad tracks.
- Investigate ways to improve access to Interstate 70.

#### *Bridges*

Develop and maintain at least two points of access to the area west of the railroads on the Whittier Street peninsula. Consider the following:

- Rebuild the Mound Street Bridge, widening to three lanes if feasible.
- Extend the proposed extension of Liberty Street across the railroad tracks to the peninsula.
- Construct a new road parallel to 1-70, connecting Whittier Street and aligning with Fulton.

#### *Pedestrian Circulation*

- Maintain pedestrian orientation throughout Brewery District. Avoid conflicts between pedestrian and vehicular traffic.
- Create a pedestrian plaza and crosswalk to connect the proposed parking on Short Street with the land uses east of Front Street.
- Construct a crosswalk in the vicinity of Roster and Beck Streets on High Street. In conjunction, further expand the permit parking restrictions in German Village to deter Brewery District patrons from parking on adjacent residential streets. The type of restrictions needed shall be determined through the area-wide parking study conducted by the City's Traffic Engineering and Parking Department.
- As a last alternative, consider the construction of a public parking garage on High Street. Evaluate the potential for such a structure at Sycamore and High. Structure should be a maximum of 3 stories and contain street level commercial uses to provide continuity along High Street; and/or
- As the west side of Front Street develops, evaluate the need for a pedestrian crosswalk in between Brewer's Alley and Blenkner on Front Street. Evaluate the need for other crosswalks as the Brewery District continues to develop
- Require pedestrian orientation in large developments; including well-delineated walkways through major parking areas, pedestrian-scale lighting, and main entrances oriented towards major public streets.
- Improve the Brewery District streetscape on High and Front Streets. Improvements on High Street should reflect the historic character and needs of German Village and the Brewery

District and should not imitate the improvements completed in the downtown. Improvements on Front Street should mirror those completed on the east side of the street. Streetscape elements should include:

- Street furniture
- Pedestrian scale lighting
- Tree reforestation
- Signage
- Banner brackets
- Develop Liberty Street with full pedestrian sidewalks and pedestrian scale lighting.
- Develop a pedestrian/bicycle system within the interior of the peninsula as an extension of the regional bikeway system.
- Require all new development (west of the railroad tracks) to provide pedestrian/bicycle pathways, with links to the regional bikeway system.
- Evaluate the construction of a pedestrian bridge over the railroad tracks, linking the peninsula and the Brewery District core; OR
- Provide a pedestrian component to the new bridge over the railroad tracks (at Fulton or Liberty Street).
- Construct a deck or widen the bridges with broader sidewalks or plazas over Interstate 70 to provide a pedestrian-friendly environment connecting the downtown with the Brewery District and German Village.

#### *Public Transportation*

- Develop alternative transportation linkages, such as a shuttle or a people mover, to gain access to the parking garages located north of 1-70. These should be addressed as a component of the downtown comprehensive parking plan.
- Expand COTA service to include a weekend route to the Brewery District.

#### *Railroad*

- Encourage the relocation and/or further consolidation of the CSX and Conrail railroad lines.

#### Utilities

- Locate utilities underground in all new development. Relocate existing utilities when opportunities exist.

## **2. Land Use Development**

#### General Use

- Rezone parcels currently designated as manufacturing to allow mixed-use development; including retail, office, entertainment and residential.
- Designate Frankfort Street as the southern border for high density redevelopment, to help preserve the low-density character of the Southern Tier.

#### Residential

- Encourage the adaptive reuse of historic buildings for residential use.
- Support and protect existing residential land uses.
- Minimize visual and functional conflicts between residential and non-residential uses within and abutting the area.

#### Commercial

- Encourage low intensity commercial and office uses in the Southern Tier. "Low intensity" is defined as uses that do not attract large volumes of traffic and continuous customer turnover.
  - Support commercial as an appropriate land use on Short Street.

### Manufacturing

- Encourage the relocation of existing manufacturing uses, where necessitated by future redevelopment.

### Parking

- Establish parking for the Northern Tier on the perimeter.
- Accommodate the parking needs of the district in an overall scheme. Development on a site-by-site basis should be discouraged.
- Develop parking on Short Street to serve both the peninsula and the Brewery District core. Design parking to take advantage of the drop in elevation between Front and Short Streets.
- In conjunction with the development of a crosswalk on High Street, further expand permit parking restrictions in German Village to discourage parking by Brewery District patrons on adjacent neighborhood streets. The type of restrictions needed shall be determined through an area-wide parking study conducted by the City's Traffic Engineering and Parking Department.
- Evaluate the voucher system currently used on weekends by Lucky's and the Hoster Brewing Company. If appropriate, work out arrangements with other private offices to lease parking spaces during the evening hours. Expand the system to include week nights and require continuous advertisement in all promotions.
- Promote opportunities for shared parking.
- Prohibit parking in front yard setbacks. Parking should be provided in the rear of properties.
- Develop all parking on the Whittier Street Peninsula immediately adjacent to the realigned Whittier Street in order to maintain open space and access to the river.
- Encourage shared parking among the peninsula's new uses.

### On the Whittier Street Peninsula

- Maintain open space along the Scioto River and within the peninsula:
  - Realign Whittier Street closer to the railroad tracks in order to "open up" access to the river.
  - Prohibit any development from denying public access to the river.
  - Maintain a public easement surrounding development. No development should be "walled off".
  - Buffer incompatible elements, such as utilities and railroad tracks, with open space and dense vegetation.
- Advocate recreational parkland as the primary land use on the peninsula:
  - Provide a variety of active and passive recreational uses.
  - Pursue unique recreational and entertainment opportunities.
  - Encourage activities that support downtown recreation uses, but which do not endeavor to take their place.
  - Improve the Main Street roller dam with features necessary to link the two downtown pools, and to reduce dangerous hydraulic traps. Construct a portage to allow for access up and down river.
  - Design facilities to share parking with other recreational uses, housing and commercial uses.
- Encourage housing as a permitted land use:
  - Limit housing to a maximum of 25% of the useable site.
  - Encourage two to three groups of midrise, multi-family structures as the preferred housing development.
  - Integrate public green space surrounding and within housing developments.
- Support neighborhood commercial uses that provide day-to-day needs of residents:
  - Integrate into housing development.
  - Discourage stand-alone office or commercial uses.
  - Direct stand-alone office or commercial uses to more appropriate locations on High and

Front Streets.

- Discourage future, incompatible manufacturing uses in the redevelopment area.

### **3. Design Policies**

#### Building Design

Develop design guidelines to address the architectural character of development. Guidelines should:

- Address both redevelopment and rehabilitation.
- Promote compatible massing.
- Contain flexible height restrictions in the Northern and Transitional Pier to act as an incentive for the provision of street-level amenities.
- Advocate brick as the preferred building material.
- Encourage parking garages to contain street level retail, office or other uses which make them compatible with surrounding areas and structures.
- Minimize visual and functional conflicts between residential and non-residential uses within and abutting the area.

#### Site Design

Develop design guidelines to address total site development. Guidelines should:

- Encourage full site coverage in the Northern Tier.
- Establish setbacks between 0' and 25' to be compatible with setbacks in the immediate area.
- Promote more efficient parking facilities by encouraging the consolidation of curb cuts, shared driveways and rear-yard parking.
- Limit curb cuts.
- Strongly emphasize pedestrian circulation in all development:
  - Install pedestrian-scale lighting.
  - Establish main entrance on major public street
  - Provide well-delineated walkways through major parking areas, connecting the public streets and the buildings.

#### Streetscape

- Install landscaping within the setback. Parking or driveways adjacent to the public street should be strongly discouraged.
- Continue streetscape improvements south on High Street through the Brewery District. Improvements should reflect the historic character and needs of German Village and the Brewery District and should not imitate the improvements completed in the downtown. In addition, improve the west side of Front Street to mirror the streetscape completed on the east side. Improvements should include:
  - Street furniture
  - Pedestrian scale lighting
  - Tree reforestation
  - Signage
  - Banner brackets
  - The underground relocation of all overhead utilities
- Establish a maintenance program, with a designated funding source, to provide for the upkeep of public spaces.

#### Gateway

- Design and develop gateway entrances into the Brewery District at the corners of Front and Fulton Streets, Front Street and Greenlawn Avenue, High Street and Livingston Avenue, and High Street and Greenlawn Avenue.

#### **4. Quality of Life**

##### Preservation / History

- Identify and preserve the district's historic resources.
- Support the adaptive reuse of original structures.
- Maintain the integrity of the original architecture.
- Prevent further deterioration of the neighborhood character.

##### Neighborhood Character

- Maintain the visual character and architectural scale of existing development within the district.
- Develop and administer performance standards to provide compatible redevelopment and rehabilitation. These standards should address, at minimum: height, lot coverage, floor-area ratio, setback, parking, landscaping, pedestrian orientation, materials and building size, scale and massing. The standards should:
  - Be tailored to meet the needs of each sub-area.
  - Address both rehabilitation and new construction, providing standards that will maintain the visual character and architectural scale of existing development within the district.
  - Minimize visual and functional conflicts between residential and non-residential uses within and abutting the area.
  - Promote more efficient parking facilities through encouraging the consolidation of curb cuts, shared driveways and rear-yard parking
  - Support the demolition of non-original structures.

##### Environmental Quality

- Follow the recommendations of the Phase I Environmental Assessment conducted specifically for the Whittier Street Peninsula.
  - Inspect and test for asbestos in all buildings on the Whittier Street peninsula, as recommended.
  - Conduct Phase II Site Assessment, where recommended, as redevelopment occurs.
  - Remove or upgrade underground storage tanks, where recommended.
- Selectively request a Phase I Environmental Assessment for areas within the remainder of the Brewery District as redevelopment opportunities occur.

#### **5. Administration**

##### Development Management

- Pursue opportunities to selectively acquire properties for the development of future public uses:
  - Seek joint funding, where appropriate—city, county, state, Metroparks, and other—for acquisition and redevelopment, ensuring regional park status.
  - Retain option to hold property in a land bank until such time as redevelopment becomes feasible.
- Work with existing property owners to relocate their facilities as necessitated by future redevelopment.

#### Development Assistance

- Develop parking as a joint venture between the City and the developer.
- To support area businesses, provide 2 hour parking meters.
- Provide dollars to assist in the development of the pedestrian plaza in the Northern Tier.
- Reconstruct or relocate sewer lines or other city owned utilities where deteriorated.

#### Maintenance

- Create a source of funding, such as a Special Assessment District, to provide for continued maintenance of the Brewery District's infrastructure. (See Image/Marketing)

#### Image/Marketing

- Develop and distribute a brochure containing parking information along with general district information.
- Display the Brewery District on highway information signs.
- Design and display banners on light poles lining High and Front Streets.
- Develop a funding mechanism, such as a Special Assessment District, to provide funds for the promotion of the Brewery District.