

# Milo-Grogan Neighborhood Plan





# Milo-Grogan Neighborhood Plan



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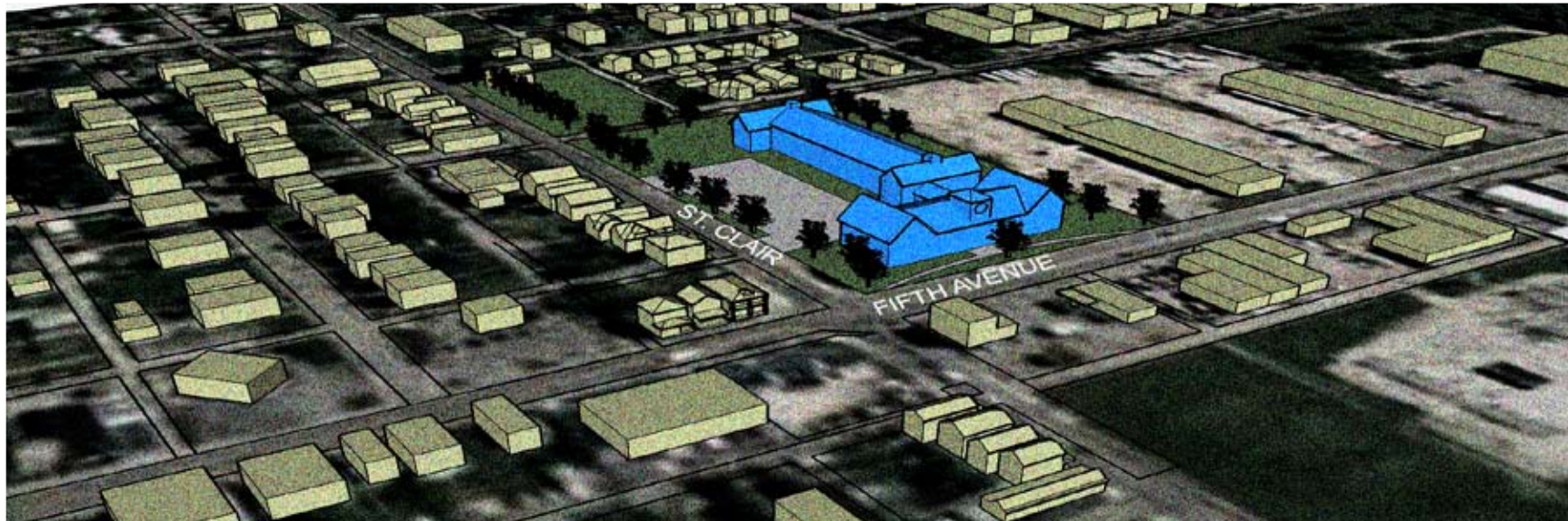
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Milo-Grogan Revitalization Corporation  
Willing Workers Club



The Milo-Grogan Plan was adopted by City Council on xxx xx, 2007. The planning process was facilitated by the City of Columbus Planning Division. The staff worked with the community through an appointed Advisory Group and representatives of the Area Commission, Revitalization Corporation, and Willing Workers Club.

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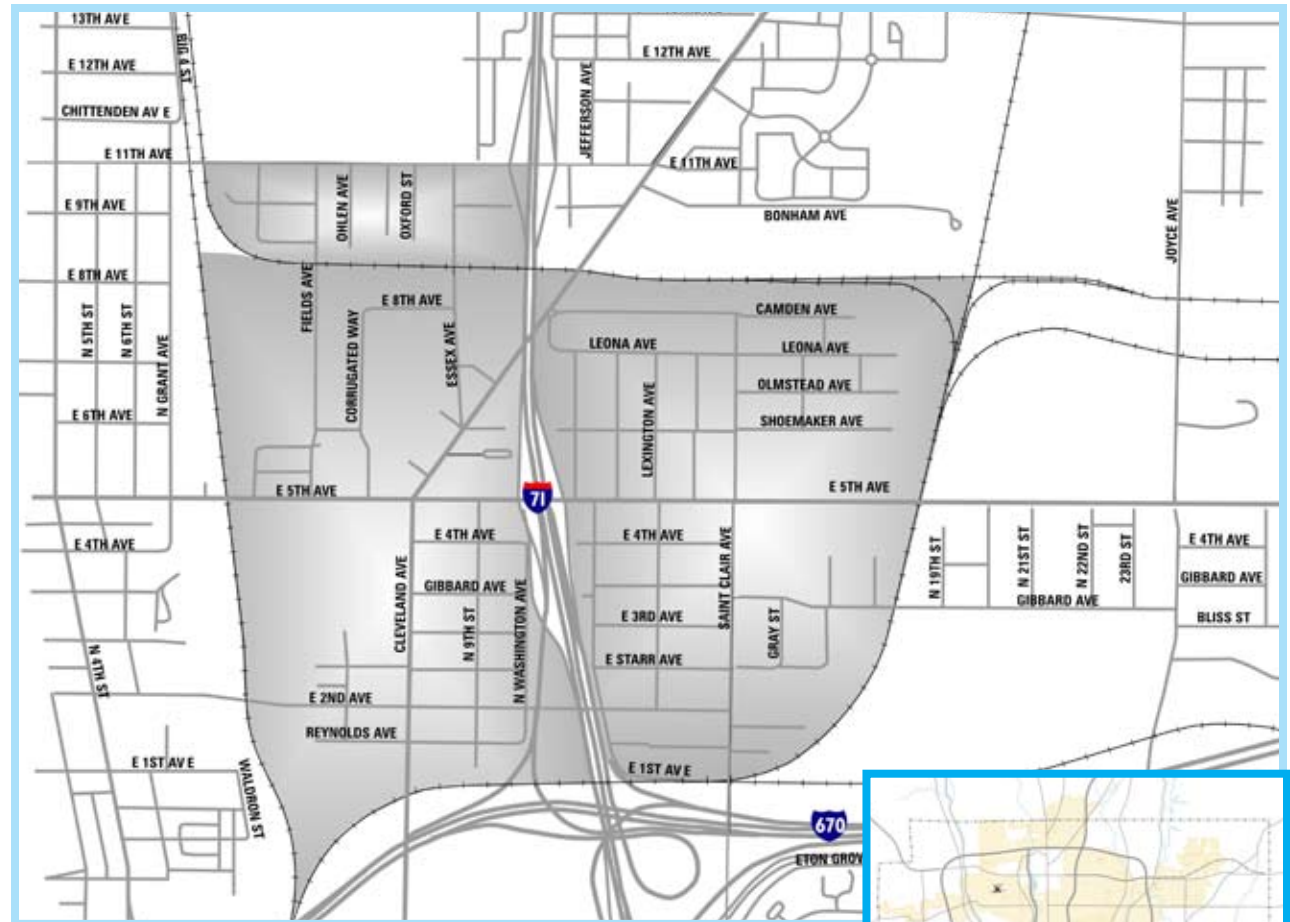
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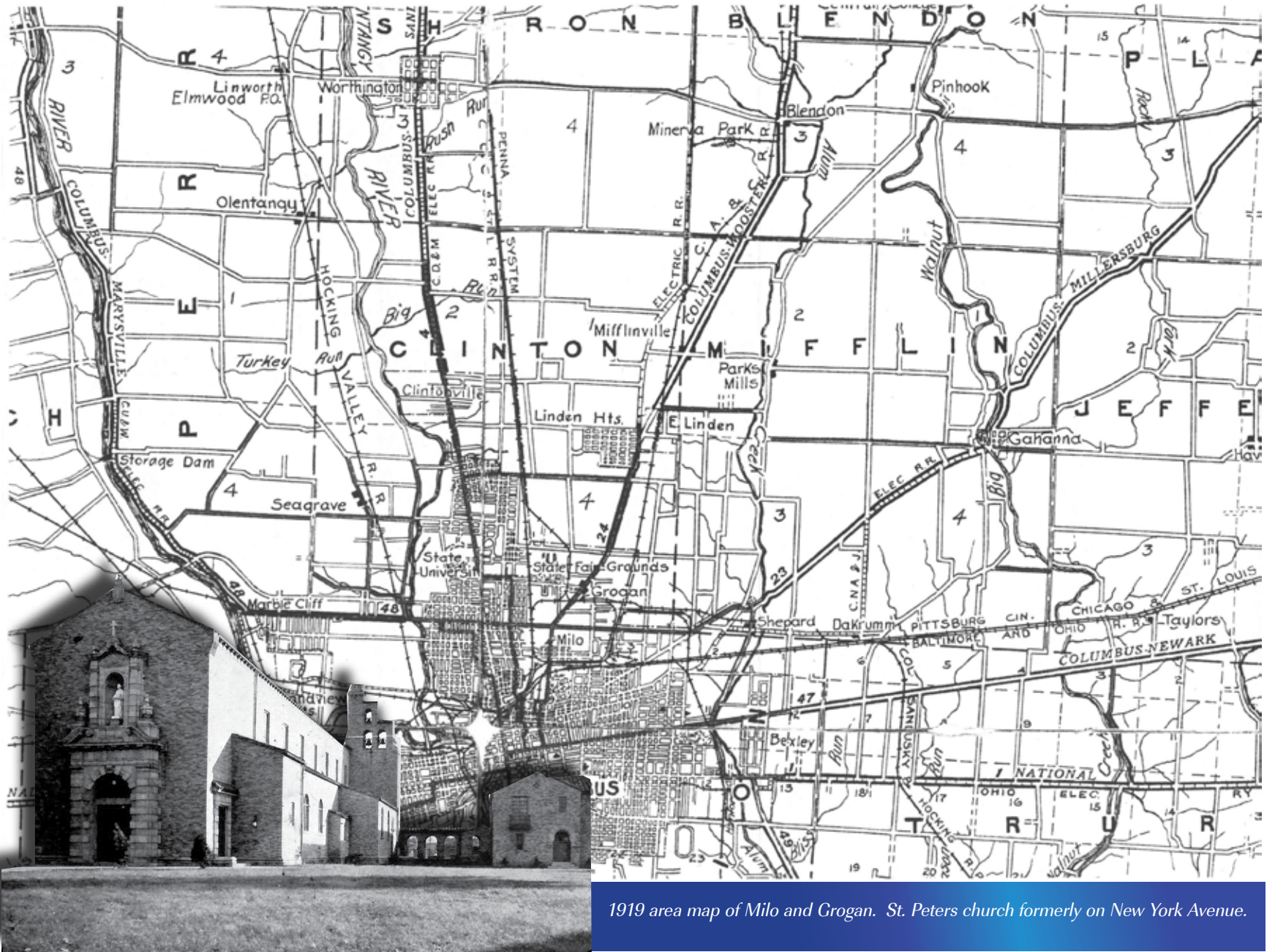
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## Milo-Grogan Planning Area



*Columbus and surrounding area.*

# Letter From the Director



1919 area map of Milo and Grogan. St. Peter's church formerly on New York Avenue.

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Church on St. Clair.



# Executive Summary

SECTION OUTLINE

What is a Plan & How is it Used?

History

Key Recommendations

Planning Process Summary



## ELEMENT 1

**Executive Summary**

*Single- and multi-family housing in Milo-Grogan.*

**What is a Plan & How is it Used?**

Neighborhood planning is an opportunity for citizens to help shape the neighborhoods where they live, work, own property, or manage a business. The neighborhood planning process addresses land use, zoning, transportation, urban design, and other issues appropriate to the neighborhood. The goal of neighborhood planning is for diverse interests to come together and develop a shared vision for their community. A neighborhood plan:

- ◀ Represents views of stakeholders that make up a community.
- ◀ Identifies neighborhood strengths and assets.
- ◀ Identifies neighborhood needs and concerns.
- ◀ Establishes goals for improving the neighborhood.
- ◀ Recommends specific actions and strategies to reach those goals.

Neighborhood plans provide guidance to various city departments in influencing future capital improvement expenditures. Development of a plan will help a neighborhood in a number of ways. An adopted plan will:

- ◀ Reflect neighborhood desires for the future balanced with citywide priorities.
- ◀ Provide a framework for zoning and other land use decisions.
- ◀ Establish priorities regarding capital improvements appropriate for the neighborhood.
- ◀ Offer residents and businesses the opportunity to create a clear picture of the type of development that is desired by the neighborhood.
- ◀ Inform property owners and potential developers as to what businesses are needed and the types of development that will be encouraged.
- ◀ Provide guidelines for the design of new development so it will compliment the existing neighborhood character.



*Milo Library.*

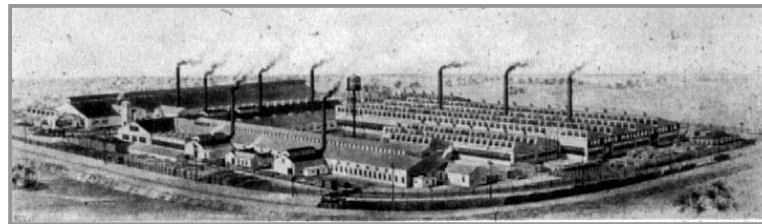
## Purposes of the Plan

- ◀ Revitalize Milo-Grogan by assisting current and future residents and other interests to create a diverse, mixed-income neighborhood of residential, commercial, industrial, and other appropriate land uses.
- ◀ Serve as an official, publicly-adopted guide for public and private investment in the neighborhood over the next ten years.
- ◀ Demonstrate to sources of potential funding for community development and other needs that an exhaustive community-based planning process has been completed, that a wide array of options have been fully discussed, and that a high level of consensus has been achieved in major policy areas.
- ◀ Provide realistic and fiscally responsible direction for future change in the Milo-Grogan community.
- ◀ Identify opportunity sites for development and redevelopment that represent the best opportunities for positively impacting the future of Milo-Grogan.
- ◀ Further the pursuit of job creation, increase of property values, and elevate the quality of life for the residents of Milo-Grogan.

## History

The following narrative was compiled from information contained in articles from *The Columbus Dispatch*.

The birth of the name Milo-Grogan begins with two men: Joseph P. Grogan and Milo P. Streets. Joseph Grogan opened a General Store and Post Office along what is currently Cleveland Avenue. Grogan's store provided a quickly growing community with clothing, groceries, entertainment, and anything else one would need to survive. Milo Streets opened a neighborhood brickyard a few blocks away. Like many of the neighborhoods stretching from Alum Creek to the Olentangy River, Milo and Grogan were predominantly industrial Irish settlements. The small villages of Milo

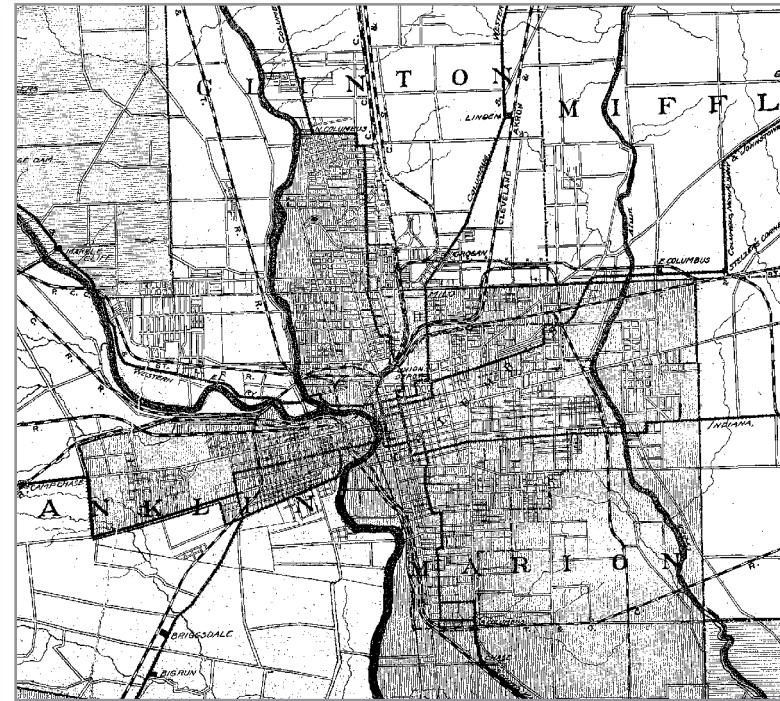


*Ohio Malleable Iron Company on Fifth Avenue.*

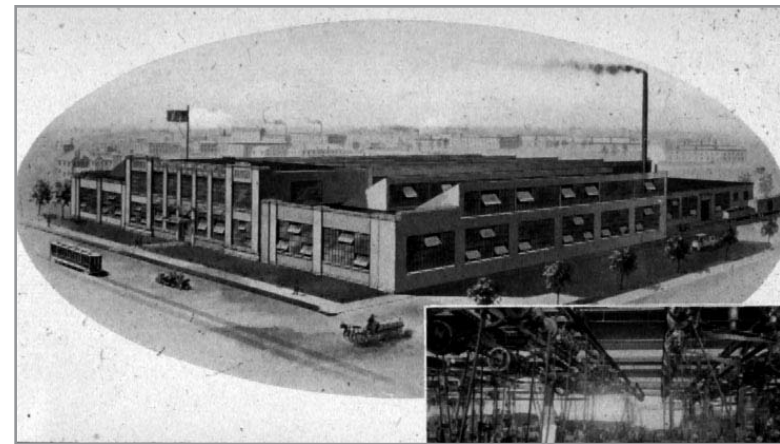
and Grogan rapidly grew through the 1890's, boasting a conglomerate population of nearly 5,000 residents covering over 1,500 acres by 1900. As the villages' population continued to swell, the administrators of Milo and Grogan (then referred to as Milo) soon realized they were unable to provide residents with necessary services. Rapidly growing Columbus could more easily provide police protection, water, fire services, and electricity. After a decade of fierce debate and several "no" votes, Columbus annexed Milo on October 16, 1908. Once annexed, however, Milo remained somewhat isolated from Columbus with its residents connected by a common thread, the Pennsylvania Railroad.

The Pennsylvania Railroad, whose tracks form the borders of the neighborhood, was the largest employer at the start of the 20th century. The employer shaped the values of the neighborhood and even contributed to recreational activities. A number of the employees played on the company-sponsored professional football team, the Panhandles. The team would often travel by way of train to Akron, Youngstown and other parts of Ohio to play games utilizing their free rail passes. In the 1920's, the Pennsylvania Railroad also attracted major circuses that performed on what is now the Timken site. With the railroad as the industrial backbone of the neighborhood, other industry set up shop in the community and the population flourished. Older Milo-Grogan residents recall their parents and neighbors walking to work together, eating lunch together, and finally walking home together at the end of the day. Cleveland Avenue contained a thriving commercial base with over 40 businesses between First Avenue and Fifth Avenue in 1937. Fifth Avenue also contained a large number of shops and restaurants.

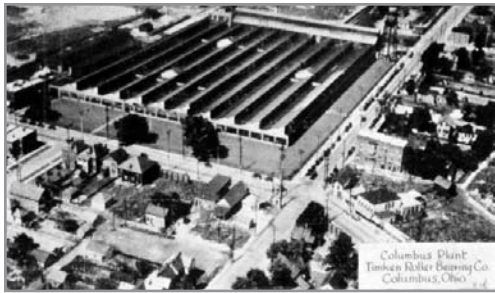
The railroad and extremely high accessibility of the neighborhood provided ideal locations for industry. Ohio Malleable, Timken, Columbus Dye, and even the Columbus Transit Company (predecessor to COTA) were located in Milo-Grogan. Timken, one of the largest employers within the neighborhood, manufactured bearings for the automobile and rail industries through the 1980's. At its peak, it boasted three shifts of several thousand workers and covered all of the land west of Cleveland Avenue from Fifth Avenue south to Starr Avenue.



1910 Township maps of Franklin County.



Columbus Die and Tool Company on Fifth Avenue and Cleveland Avenue.



*The Timken Plant.*



*The former Columbus Railway Power and Light Company office and ticket office on Cleveland and Reynolds Avenues.*

Milo-Grogan remained a tight-knit neighborhood well into the 1950's, despite some economic downturn and the emigration of some of the population to newer houses in the suburbs. However, by the early 1960's many homes were demolished to make way for the new I-71 corridor. Milo-Grogan lost over 400 homes and businesses by the completion of the to freeway in 1964. Worse, the neighborhood, already surrounded by the railroad tracks, was bifurcated by an enormous chasm and was now connected by only three streets. Don Tiberi, a long-time Milo-Grogan resident said, "The neighborhood held on until the freeway cut through." The freeway was just one in a long chain of misfortunes that affected Milo-Grogan from the 1960's through the 1980's.

Not long after the construction of the freeway, the American automobile and steel industry began to collapse from competition abroad, resulting in less demand for many of the products produced in Milo-Grogan. Demand reduction affected the two largest employers, Ohio Malleable and Timken, especially hard. Layoffs were frequent and the population of Milo-Grogan fell from 3,850 in 1970 to 3,000 in 1980. By the late 1970's, absentee landlords owned over half of the housing and owners struggled to keep up with the demands of maintenance and care for the older homes. The closure of Ohio Malleable on Fields Avenue in 1980 and Timken in 1989 caused many other smaller businesses to close as population and expendable income rapidly diminished.

While the average annual household income in Columbus leaped from \$17,000 to \$32,000 from 1980 to 1990, income in Milo-Grogan only rose from \$13,500 to \$14,200. However, there are a number of encouraging signs throughout the neighborhood. Habitat for Humanity has built 70 homes on previously vacant lots. Milo Arts, a location where artists can rent studio space, continues to thrive along with the Boys and Girls Club on Cleveland Avenue where there are plans for a \$500,000 renovation. A number of home-improvement projects are currently underway and civic pride is evident at a number of residences and businesses. While the neighborhood is much different from when Milo Streets and Joseph Grogan started over a 100 years ago, Milo-Grogan remains a vital part of Columbus with tremendous potential.

The proximity of Milo-Grogan to downtown Columbus, The Ohio State University, Italian Village, and the Discovery District is a major asset and as these areas are redeveloped pressure will increase for redevelopment in Milo-Grogan. Another key factor is the transportation network and the access provided by the arterials Cleveland and Fifth Avenues and convenient access to I-71. Perhaps the most important factor is the affordability of residential property in Milo-Grogan compared to the surrounding areas.

## Key Recommendations

- ◀ Focus on the empty lots on the corner of Saint Clair and Shoemaker as a potential site for a playground/medium-scale neighborhood park.
- ◀ Develop an Urban Commercial Overlay for Cleveland and Fifth Avenues. The Planning Division should work to apply said code in 2007 with input from the Building Services Division and other city offices and submit it for consideration by Development Commission and City Council in late 2007.
- ◀ Cooperate with the Area Commission to educate the community regarding the code enforcement strategy for residential, commercial, and industrial uses by issuing a simple monthly report to the community on all active cases.
- ◀ Inform area residents of private and public loan and grant dollars available for housing rehabilitation. The Area Commission and the Community Development Corporation must create an educational program to inform the area residents about various programs. A table listing all City of Columbus Housing Programs and web sites are included in the Appendix.



*Leona Avenue.*

## Planning Process Summary

The planning process was initiated at the request of the Milo-Grogan Area Commission in October 2005. An Advisory Group representing various stakeholders in the neighborhood was formed and met on a monthly basis to provide input and guidance. Additionally, staff presented monthly reports to the Milo-Grogan Area Commission at its regularly scheduled public meeting and answered questions from community members regarding work that had been carried out the previous month. There were three public open houses to share the findings of the planning process and to seek input from the broader community.



# Urban Design

SECTION OUTLINE

- Overview
- Existing Conditions
- Goals and Principles
- Urban Design Plan
- Objectives and Strategies

## ELEMENT 2

## Urban Design



*Business located on Starr Avenue.*

## Overview

Urban design refers to the relationships and functionality of the various physical components of a neighborhood. Whereas architecture addresses the design of an individual building, urban design is the plan for the whole community, including its land uses, transportation system and community facilities. It focuses on creating a desirable environment in which to live, work and play by taking into consideration the relationship between buildings, streets, land use, open space, circulation, height, natural features, and human activity. Well-designed communities are well organized, operate efficiently, and result in a neighborhood that has a high “quality of life”.

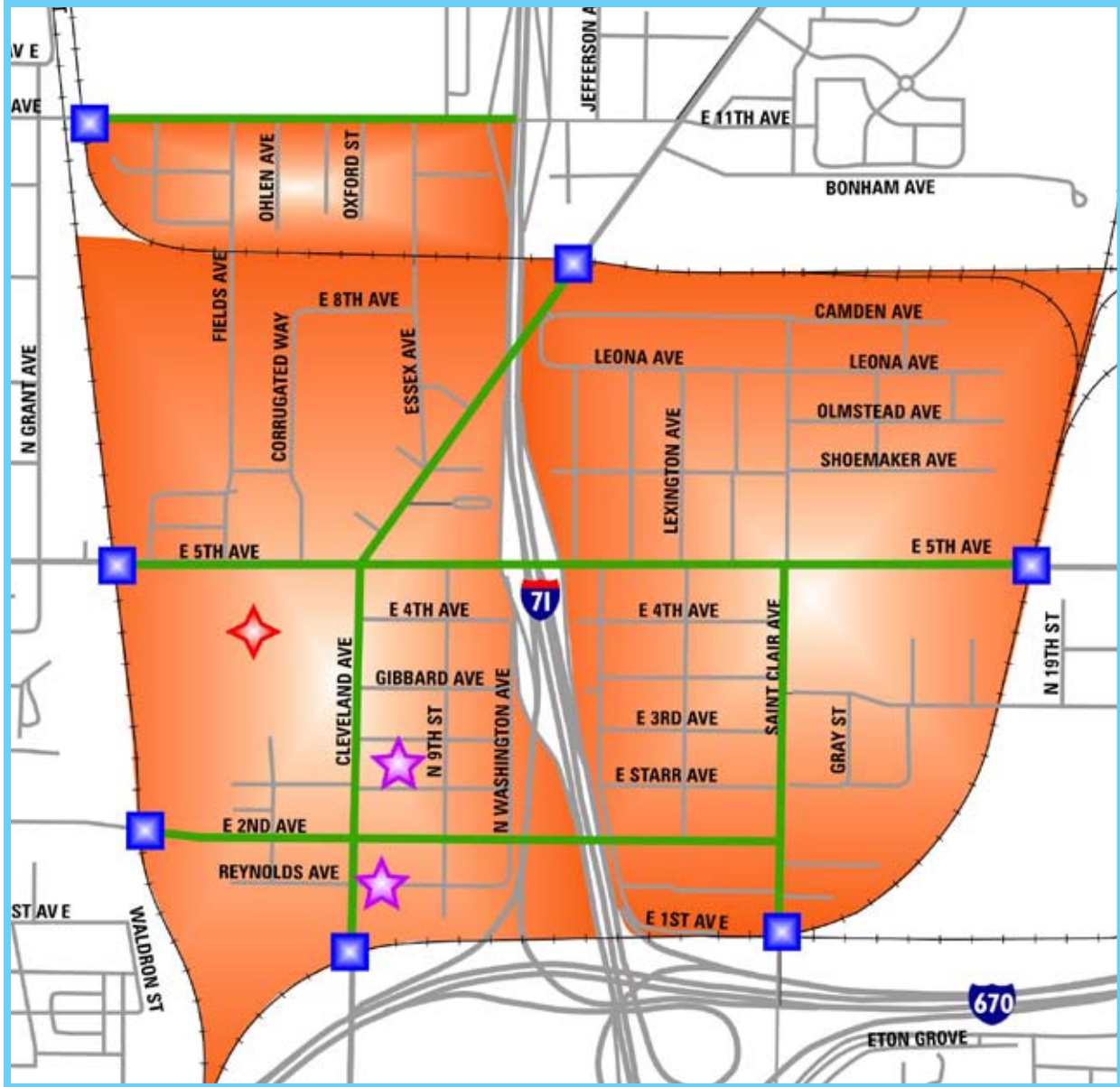
Key components of a well-designed community include well-defined gateways and corridors that reinforce the neighborhood’s character, and districts defined by consistent land use and density. Its’ focus is on the public space which encompasses streets, parks, public infrastructure, and privately-owned places. It is concerned with the way these places are experienced and used, and so facades of buildings and other elements that contribute to the quality of public space are major components.

Public spaces are frequently subject to overlapping management responsibilities of multiple public agencies and the interests of nearby property owners, as well as the requirements of multiple and sometimes competing users. Therefore it is important to establish clear guidelines and priorities for urban design.



*Leona Avenue.*

# Urban Form



- ◆ Potential Activity Center
- Gateway
- ★ Landmark
- Milo-Grogan Area
- Corridors

Map prepared by Planning Division, Department of Development, December 2006.



## Existing Conditions

The Existing Conditions section discusses the urban form of Milo-Grogan, existing residential densities, and historic archeological and cultural resources. Mapping urban form is a different way of viewing the area's existing land use and serves to highlight the overall design and organization of the neighborhood, including its gateways, primary corridors, districts, and edges.

**Gateways.** Gateways are primary entry points to the neighborhood and are indicated on the Urban Form map on page 10. In almost all of these locations there is not a distinguishing feature to inform travellers that they have entered Milo-Grogan, such as welcome signage or landscape treatment.

**Corridors.** The primary corridors of the Milo-Grogan area are its major roadways, including Cleveland, Fifth, Second, and Saint Clair avenues. Interstate 71 is also a major corridor providing convenient connection to the highway system, although access to it is limited and it serves to divide the neighborhood into two sections.

**Districts.** Milo-Grogan is composed of three districts: residential, commercial and industrial. Residential uses are in the center of the community and the industrial uses around the perimeter, mostly along the railroad tracks. Commercial uses are concentrated along the major corridors of Cleveland and Fifth Avenue. Interstate 71 divides the community into eastern and western districts, with the majority of the industrial uses located in the western district and the majority of residential uses in the eastern district.

**Edges.** Edges of the Milo-Grogan community are the railroad tracks that surround it, except for the portion of Eleventh Avenue west of I-71. These edges are very prominent and generally industrial in appearance and do not provide a positive definition to the planning area. Furthermore, the internal edges along the sub-districts formed by the corridors are also mostly industrial and commercial and not as well maintained as the internal residential areas. The highway sound barriers are perhaps the most commonly seen edge of the community and although they perform a necessary function, they tend to isolate the neighborhood and hide the residential districts.

**Density.** The density throughout Milo-Grogan is rather consistent because the residential development pattern is fairly uniform. The average density is approximately six units per acre, which is similar to other neighborhoods in central city areas developed during the same era.



*Gateway to Milo-Grogan, Cleveland Avenue.*



*Cleveland Avenue.*



*Wall along Fifth Avenue, Best Lumber Yard.*



Former Columbus Railway Power and Light office.



Former Milo-Grogan School.



The improvement to the bridge serves as a gateway into Milo-Grogan. Gateway design proposal completed by Columbus Neighborhood Design Assistance Center. Source: Milo-Grogan Capital Improvement Plan.

## Archeological and Cultural Resources

The historic fabric of Milo-Grogan has been impacted by the construction of I-71 and the destruction of historic buildings such as St. Peters church. In order to maintain a connection to the past it is important to preserve the remaining historic fabric and preserve the buildings that serve as symbols of the neighborhood history. The original building of the former Milo-Grogan elementary school located at 617 East Third Avenue and the former Columbus Railway Power and Light office and ticket office at 842 Cleveland Avenue are the two most important historic structures in the neighborhood and their preservation is a top priority for the community. Both these properties should be placed on the Columbus Register of Historic Properties in order to ensure review by the Historic Resources Commission prior to demolition.

## Goals and Principles

The goals for Urban Design are:

- ◀ A well-designed, well-ordered community that includes clearly identified gateways, corridors, districts, and edges that contribute to a high quality of life and project a positive and consistent visual message.
- ◀ Clear guidelines for residential, industrial, and commercial design.

## Urban Design Plan

The Urban Design Plan provides recommendations and guidelines that will enhance the organization of development and foster a sense of place in Milo-Grogan by highlighting its historical, cultural and natural features.

### Gateways

Gateways are major entry points to the community and present an opportunity to help the community establish and enhance its identity. Designs for gateways already exist in the *Milo-Grogan Capital Improvement Plan* completed by the Columbus Neighborhood Design Center in November of 2002. The recommendations of this plan should be implemented.

## Corridors

Several primary road corridors require improvement and reconstruction. When improved and rebuilt, these roads should be enhanced not only to accommodate vehicle demands, but to serve as “complete streets” that function for vehicles, pedestrians, and bicyclists. Furthermore, the road designs should support the Urban Design and Land Use Plan and serve to enhance community identity and character. Street trees and street furniture should be prominent features of the streetscape to better define the corridors. There is funding established for streetscape improvements to Cleveland and Fifth Avenues that will commence in 2008. The Transportation Plan lists the other streetscape improvements needed. The *Milo-Grogan Capital Improvement Plan* that was completed with assistance from the Columbus Neighborhood Design Center in November of 2002 also includes numerous streetscape improvements to be carried out.

As indicated in the Land Use Plan, retail uses should be located along Fifth Avenue as the primary commercial corridor of the neighborhood to meet the everyday needs of the community. Cleveland Avenue can also serve as a commercial corridor, especially if the Timken site is redeveloped to include commercial uses. Second Avenue could serve as bicycle boulevard.

## Districts

The Land Use Plan identifies locations and forms of future development, including residential, commercial, and manufacturing. The Land Use Plan also identifies opportunity sites for redevelopment. Residential, commercial, industrial, and arts district areas each require unique standards for future development. The Timken site presents an exceptional opportunity to create a unique but compatible new district in the community.

## Edges

Edges are the boundaries of the community. They can define a distinct edge between different land uses and help to establish an image for an area. The railroad right-of-way needs to be better maintained while preserving perhaps some of the trees that provide the only natural resources in the area. The city should pursue a long term strategy with regards to improving public health and safety by ensuring better maintenance of the right-of-way perhaps through code enforcement or any other possible approaches.



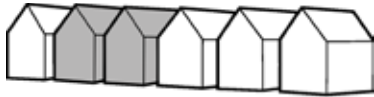
*Illustration, by Columbus Neighborhood Design Assistance Center, shows improvements on intersection corridors. Source: Milo-Grogan Capital Improvement Plan.*



*Illustration, by Columbus Neighborhood Design Assistance Center, shows a proposal that involves cleaning up the retaining wall and installing two vertical fins perpendicular to the wall with welcoming signs. Source: Milo-Grogan Capital Improvement Plan.*



*Example of compatible housing on Leona Avenue.*



*Example of inappropriate building height.*



*Example of inappropriate building height.*



*Example of inappropriate massing, Camden Avenue.*

## Residential Design Guidelines

The primary goal of the residential design guidelines is to educate community members, developers, city, and nonprofit housing funders and providers about appropriate housing for Milo-Grogan and prevent the construction of new housing that is incompatible with the scale, architecture, and general character of the neighborhood.

The guidelines provide a general framework for evaluating proposed infill housing and form a basis for consistent, informed decision-making. The guidelines are meant to provide enough flexibility that they will not pose an extraordinary financial burden on potential developers. On the contrary, having a clear vision of acceptable housing design upfront should play a key role in avoiding potential conflict between developers and neighborhood leaders. This will help to streamline the development process and encourage neighborhood preservation and enhancement through redevelopment of blighted, distressed, and underutilized properties. Any residential development particularly along major corridors must follow the following guidelines. The Urban Commercial Overlay must also be established as a zoning overlay on Cleveland Avenue and Fifth Avenue.

### Compatibility

The overall goal for incorporating new construction into the neighborhood is compatibility, not imitation or the creation of a false historic appearance. The goal is quality design that conforms to the existing building patterns and “rhythm” of the area, yet maintains its own identity as a new home. Compatibility means the existing homes will be used to determine the appropriate height, massing/scale, materials, porches, roof pitch, setbacks, site treatment, and window and door proportions for new construction. A brief description of the important considerations for each of these guidelines is given below. The guidelines are presented in alphabetical order and do not appear in order of importance.

### Height

New construction should be similar in height to surrounding structures. The new building’s height should not exceed the tallest, nor be smaller than the shortest structure. Major elements should also align; a new porch should be as high as adjacent porches (porch decks on historic homes are often more than 2.5 feet above the ground). Taller buildings should step down to provide a height transition to existing adjacent (single-story) buildings. The orientation of the facade of the new construction (horizontal or vertical) should also reflect the existing buildings. It is possible to have varied, yet compatible, building heights on the same block.

### Massing

Break up uninteresting boxlike forms into smaller, varied masses similar to those found on nearby buildings.

## Materials

The choice of materials should be guided by the predominant materials of adjacent structures. Continuity of material adds to the unity and harmonious character of a district. Simplicity is preferred. Where brick predominates in nearby structures, choose brick for the new construction. If frame construction predominates, choose frame. Vinyl siding and Hardiplank are acceptable, but appropriately scaled window and other trim should be used to ensure compatibility. The same materials should be used on all four sides of the structure (avoid brick on the front with vinyl on the sides and back). Although additions to residential structures may be either frame or brick, frame is preferred.

## Porches

Design new homes with porches that repeat the proportions, depth (7-10 feet), and materials of nearby homes. As previously indicated, a new porch should be as high as nearby porches. The decorative detailing does not need to duplicate historic porches, but the new porch should have support posts and balustrades that repeat the shape, thickness and spacing of nearby porches. New decks and unfinished pressure-treated lumber should not be visible from adjoining streets or public sidewalks.

## Roof Pitch

Roof pitch, height, and shape should be compatible with those on surrounding structures. Generally, no roof pitch less than six over 12 is appropriate. Hipped or flat roofs should not be used unless they are prevalent in the surrounding neighborhood. Optimally, new construction should also repeat the predominant dormer and chimney features found in the immediate area.

## Scale

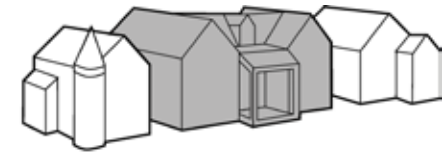
The size and proportions of a new building should be compatible with nearby structures. Carefully studying the size and shape of neighboring buildings contributes to a successful, compatible new structure.

## Setbacks

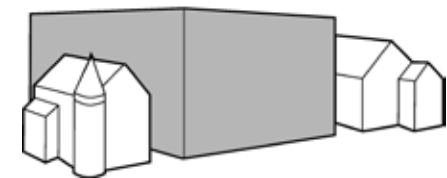
The building's front and side setbacks (distance the building is from front and side lot lines) should be similar to those of adjacent buildings (no more shallow than the shallowest setback on the block and no further than the longest setback on the block). This alignment gives a sense of unity to the buildings and strengthens the streetscape. Additionally, the orientation of new construction should be consistent with that of the existing homes, i.e., when the existing homes on a block are located at an angle to the street the new home(s) should match the existing angle.



*Example of porch.*



*Example of appropriate roof pitch.*



*Example of inappropriate roof pitch.*



Example of windows and door treatments.

## Site Treatment

A site's walls and fences should be compatible with adjacent structures, walls and fences, and open spaces. This includes landscaping such as grass, trees, shrubbery, and flowers, especially in parking and sidewalk areas. Recommended fence materials include iron, stone, or wood, but generally not combinations of these materials. Fencing that is not appropriate includes chain link and barnyard post and rail style fencing.

## Windows and Doors

The size, height, width, and spacing of windows, doors and other entries in new buildings should look like those in nearby blocks. Double hung windows are the predominant form found in Milo-Grogan and are often the most appropriate for new construction and renovation. Examples from the wider neighborhood should be sought when the majority of windows on the given block have been replaced with inappropriate window types/sizes. Appropriately scaled window trim on frame houses, traditional window head and sill details on brick houses, and the use of porches and porticos helps to create interesting housing facades. In cases where side setbacks are particularly shallow, windows on the side of the house should be positioned to ensure privacy between the new building and neighboring structures.

## Other Details

Important note: All City of Columbus building, zoning and other codes apply and supersede these policies. In addition to the design criteria listed above, attention to the following details is encouraged:

- ◀ Elevations and facades variation among adjacent houses.
- ◀ Stepped flashing at chimneys, porches, etc.
- ◀ Gutter straps that are anchored underneath roof shingles/slates.
- ◀ Roof soffits that have an equal depth from both sides of the house from both the front and side elevations.
- ◀ Provision of a roof over back or side entries.

The guidelines discussed above primarily address an individual building's design. Additional topics that should be considered include accessory dwellings, garages/access, additions, and density.

## Accessory Dwellings

An accessory dwelling is a small, secondary unit on a single-family lot, usually the size of a studio apartment. The additional unit can be a detached cottage, a unit attached to a garage, or in a portion of an existing house. In general, a new construction project proposing an accessory unit in Milo-Grogan would be expected to come in the form of a living unit located above a detached garage. No more than one accessory unit should be allowed per lot and the dwelling should not be larger than 600 to 800 square feet in floor area. Additionally one parking space per accessory unit is recommended, and the primary residence should be owner-occupied.

- ◀ The exterior of the accessory unit should be architecturally compatible with the primary residence. A carriage house design is recommended.
- ◀ Separate entrances should be oriented toward the side or rear yards.
- ◀ Windows should ensure privacy for abutting properties by orienting windows away from sight lines.

### Garages/Access

New garages should be detached and located behind the house, with access from the existing alley, unless a driveway already exists. New curb cuts should be discouraged. Two or three single doors should be used instead of one large horizontally oriented door. Attached garages with doors facing the street are not acceptable in those neighborhoods built prior to 1940. Any garage proposed as attached to the side of the house should not be wider than the actual house, should not project further than the building facade and would optimally be setback from the front facade. Breezeways may be used to connect a detached garage to a house, but 25 percent or more of the total lot space should be preserved as rear yard space.

### Additions

New additions should be placed to the rear if possible, and should be distinguishable from the original structure. Recessing or offsetting the new addition will prevent it from looking like an extension of the original structure. Additions should not be taller than the original structure. Typically single-story additions are preferable.

### Density

In general, housing types and density should be consistent with the housing types and densities found in the surrounding area. This general rule should consider the densities that exist in the neighborhood and allow for the interspersions of doubles and rowhouses (typically found at intersections) within areas with predominately single-family homes. Higher density multi-family buildings should be encouraged within commercial districts and transition to medium densities adjacent to commercial districts (rowhouses, four flats/doubles) and to lower densities (doubles/single-family) that match existing development within the surrounding neighborhood.

In general, vacant parcels should not be split or combined. Developing housing on the existing parcel size will help with maintaining the existing housing density and general character of the neighborhood. A double, triple, or quad may be considered within an area with predominantly single-family homes if a high level of design could be used to make it appear like a single-family home. Locally available resources such as the city of Columbus Planning Division, Historic Preservation Office, and the Neighborhood Design Center should be consulted for assistance with evaluating such a project to ensure the higher level of design indeed merits a positive recommendation for a higher density project.



*Example of density that is appropriate adjacent to commercial district.*



*Lumber yard on Fifth Avenue.*

## Commercial Design Guidelines

Places need more than just good design to be successful. It is imperative to create critical mass. Focusing retail at particular intersections (see Opportunity Sites map) in the form of a node will increase the potential for the development of a successful neighborhood commercial district. Vibrant street life attracts more people to the area because it is more alive and feels safer. If a place has a healthy street life, people will be more likely to incorporate it into their daily routine.

Increased residential density is one strategy that is crucial in boosting the number of “feet on the street” and creating a ready market for new retail development. Multifamily and other types of residential development located adjacent to commercial districts will provide a constant customer and worker base.

Siting a national retailer at strategic locations within the commercial district can also play a role in sparking momentum, in part by establishing the area as a more credible financial risk from a banking/lending perspective, and thereby helping to create critical mass.

Perhaps the greatest challenge in revitalizing historic commercial districts is finding the balance between utilizing design guidelines that enhance their urban, pedestrian-friendly nature and accommodating contemporary commercial and retail building and parking requirements. Toward this end, it may be necessary to relax some aspects of the design standards presented in this section to assist in bringing national or other highly desired retailers to the area.

Because good design is the key to the long-term health of the commercial district, the relaxation of standards should be “strategic”, as part of the overall goal of a pedestrian-friendly commercial node, and should not be the rule in judging development proposals. Finding the balance between market demands and pedestrian-friendly design can only come through the development review process itself. It is hoped that the general guidelines listed below and the details provided will help to create a shared vision and minimize friction when development proposals come forth.

Ultimately, each development proposal will be evaluated on its specific merits and consideration will be necessary by all those interested in revitalizing Milo-Grogan’s commercial districts. Additionally, in order to encourage highly desired commercial development in the area, it will be necessary to entertain and encourage planned developments to establish design criteria of their own that meet or exceed minimum standards set out in these guidelines, but are more appropriate for that development’s aesthetic intent. All commercial development on Cleveland and Fifth Avenues must comply with the following standards and an Urban Commercial Overlay must be established for this area soon after adoption of the plan.



The following standards include text from the city of Columbus Urban Commercial Overlay (UCO) and additional suggestions meant to enhance the UCO. The UCO (Columbus City Code Sections 3372.601 through 3372.699) is meant to protect, re-establish and retain the unique architectural and aesthetic characteristics of older, urban commercial corridors. Text given below has been paraphrased from the UCO for brevity but does not substitute for the UCO. The complete text for the UCO is available at <http://www.columbus.gov>. Until the establishment of a UCO district along Cleveland and Fifth Avenues the following standards serve as policy guidelines for commercial development in these corridors.

### Design Standards

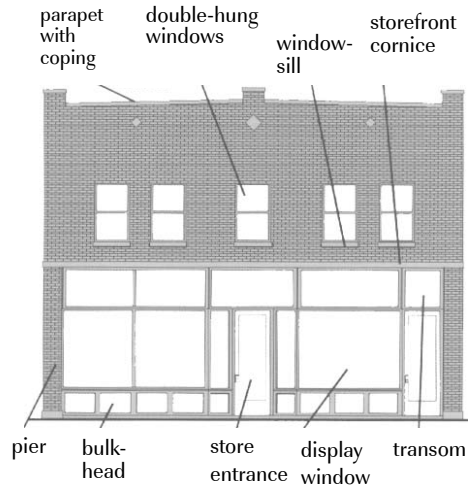
Walking should be a stimulating activity. Therefore, the streetscape should be continuous and designed to allow for interaction between the pedestrian and the built environment.

- ◀ A primary building frontage should incorporate at least one main entrance door. At a building corner where two primary building frontages meet, one main entrance door may be located so as to meet the requirement for both building frontages.
- ◀ At least 60 percent of each primary building frontage, between the height of two feet and ten feet above the nearest sidewalk grade, should be clear/non-tinted window glass permitting a view of the building's interior to a minimum depth of four feet. For secondary building frontage, the pattern of window glass should continue from the primary frontage a minimum distance of ten feet.
- ◀ Ornamental masonry or stone walls may be used for screening, sitting, or used as independent architectural elements. Walls should not exceed a height of four feet.
- ◀ Fences, with or without masonry piers, should be decorative and constructed of ornamental metal tubes or bars. Fences may not exceed a height of four feet. Chain-link fences are not permitted.
- ◀ Billboard signs are prohibited.
- ◀ Backlit awnings are not permitted.
- ◀ All roof-mounted mechanical equipment should be screened from public view to the height of the equipment. The design, colors, and materials used in screening should be architecturally compatible with the rooftop and the aesthetic character of the building.
- ◀ Dumpsters and all ground-mounted mechanical equipment should be located at the rear of the building and screened from public view to the height of the dumpster/equipment.



*Example of screened dumpster.*

## Glossary for Typical Commercial Structures



- ◀ Building frontages that face public streets and exceed a width of 50 feet should include vertical piers or other vertical elements to break the plane of the building frontage. Piers/elements should be spaced at intervals of 15 feet to 35 feet along the frontage.
- ◀ For any new installation or replacement of upper story windows, the new/replacement windows should be clear/non-tinted glass.
- ◀ Windows should not be blocked, boarded up, or reduced in size, unless required by Code for securing a vacant structure.
- ◀ At least 25 percent of the second and third floor building frontages (as measured from floor to ceiling) should be window glass. This requirement may be waived if historic documentation (e.g. historic photos) from when the building was first constructed can be provided that shows a different percentage of window glass was used on the second and third floor building frontages. In such cases, the historic percentage must be maintained.

### Supplemental Guidelines

- ◀ Building heights should reflect historic building heights in the immediate area.
- ◀ Historic buildings should be restored to as much of their original condition as possible.
- ◀ New commercial facades and building details should be composed with proportions, window and door patterns, and facade articulation that echo and/or complement nearby historic buildings.
- ◀ Express traditional lot widths in the facade
- ◀ Entryways should be recessed from the facade line.

### Setback

Buildings are built close to the sidewalk to maintain the urban fabric and enhance the sense of place.

- ◀ The minimum building setback is zero feet. The maximum setback is ten feet.
- ◀ A 15-foot building setback is permitted for up to 50 percent of a building frontage if a Public-Private Setback Zone is provided.
- ◀ Buildings with multiple frontages (corner lots) should meet the above setback requirements for each frontage.
- ◀ The minimum setback for fences and masonry or stone walls is zero (0) feet.

## Parking and Access

To preserve the cohesive character of the neighborhood and create a pedestrian-friendly environment, parking should be designed to minimize negative impacts. The first goal of a parking plan is to provide the spaces necessary, but not so many that it encourages people to drive instead of walk. The advantage of a dense commercial district is that people can park once and walk between destinations. Ample supply of on-street parking can reduce the need for surface parking lots. Parking should be hidden and screened, and where possible and appropriate, multilevel.

- ◀ Parking lots should be located at the rear of the principal building. Where access to the rear of the property is not possible, up to 50 percent of the required parking may be located at the side of the principal building.
- ◀ The required number of off-street parking spaces may be reduced by up to 50 percent by the Director of the Department of Development in consultation with the Division of Transportation.
- ◀ Additional curb cuts along streets identified in the Columbus Thoroughfare Plan will not be permitted unless the Division of Transportation staff determines that a new curb cut is the only means available to provide vehicular access to the site and that the new location of the curb cut meets the requirements of the Division of Transportation.
- ◀ Parking and vehicular circulation should not be permitted between a principal building and a street right-of-way line.
- ◀ Parking lots should be screened from adjacent public streets with a four-foot high decorative metal tube or solid metal bar fence and landscaping or a masonry or stone wall.



*Example of screened parking lot screened from public street.*

## Supplemental Guidelines

- ◀ Parking areas on adjoining neighborhood commercial lots should be connected, whenever practical, through cross access easements.
- ◀ On-street parking should be provided on at least one street adjacent to the main building entry, except where otherwise prohibited by city standards.
- ◀ On-street parking spaces should be credited toward the minimum parking required.
- ◀ 24-hour on-street parking should be encouraged.
- ◀ Adequate buffering should be ensured between parking lots and adjacent residential uses to minimize lighting and noise impacts.
- ◀ While the UCO restricts new curb cuts per the text provided above, new curb cuts should be considered in specific situations where they could play a role in attracting a strategic retailer that could spur additional development.



*Example of drive-thru parking.*



*Example of landscape median.*



*Example of curb bump-out.*

- ◀ Alley access should be maintained. Consideration should be given to incorporating alleys into site development proposals to ensure the provision of buffering for adjacent residential yet maintaining access.
- ◀ Shared parking agreements should be pursued within the commercial districts.

### **Drive-Thru Uses**

Drive-thru pickup windows and coverings are prohibited on primary building frontages and shall be attached to the rear or side of the principal building.

### **Traffic Calming, Streetscape/Infrastructure Improvements, and Bicycle Accommodations**

Retail streets should balance the needs of the automobile and the pedestrian. Traffic calming and pedestrian amenities will help to create a successful shopping street by improving pedestrian safety and making the commercial district more aesthetically attractive. Streetscape improvements in the planning area, especially Cleveland and Fifth Avenues, must take into consideration the following guidelines:

- ◀ To make both sides of the street accessible to shoppers, shorten street crossings by installing curb bump-outs, landscaped medians and/or pedestrian refuge islands, particularly at signalized intersections within the commercial nodes identified in the following section.
- ◀ Crosswalks should be made more visible to motorists by providing standard zebra stripes or by raising intersections slightly above grade and using different paving materials such as brick, stone, or colored pavement.
- ◀ Mid-block crosswalks should be provided to minimize jaywalking and slow down traffic.
- ◀ Street corners/crosswalks should have adequate lighting.
- ◀ Sidewalks should be at minimum five feet wide, and even wider where café style seating is desired.
- ◀ Bike lanes should be considered on collector and residential streets.
- ◀ Bike parking and/or racks should be considered as a part of any commercial development proposal.
- ◀ Investigate the potential of moving overhead wires to alleyways as development occurs.



Milo Arts.

## Policies

- ◀ Develop an Urban Commercial Overlay for Cleveland and Fifth Avenues. The Planning Division should draft said code in early 2007 with input from the Building Services Division and other city offices and submit it for consideration by Development Commission and City Council in late 2007.
- ◀ Create a level of organization/order between existing and new development by following the design guidelines presented in this section and the guidelines in the Future Land Use map.
- ◀ Ensure a sound mix of housing stock and land uses that results in a mixed income, well-integrated community by following the design guidelines presented in this section and in the Land Use Plan.
- ◀ Develop the Timken site according to the design guidelines and land use recommendations. The development should abide by the landuse and design recommendations given in the urban design element. A public space including a monument and educational information should be included in the mixed-use center to highlight the area's history.
- ◀ Preserve historic structures/housing and integrate into new development.
- ◀ Require site plans with development applications that illustrate and commit to the standards and provisions from this plan, or establish higher standards based on sound planned district design principles.
- ◀ In cooperation with the City of Columbus Historic Preservation Office and property owners, apply and place the former Milo-Grogan elementary school located at 617 East Third Avenue and the former Columbus Railway, Power and Light Company office at 842 Cleveland Avenue on the Columbus Register of Historic Properties. It might be advisable to consider pursuing registration in the National Register of Historic Places as well.
- ◀ Evaluate limiting speed on Cleveland Avenue south of Fifth Avenue to 25 mph.
- ◀ Require exemplary design of new or renovated facilities in highly visible areas that would impress upon observers how truly special the district is. Areas considered critical include Fifth Avenue, Cleveland Avenue, Second Avenue, and Saint Clair Avenue.

## Implementation

Upon adoption of the plan, the Milo-Grogan Area Commission should formally request assistance from the Department of Development in establishing an Urban Commercial Overlay on Cleveland Avenue and Fifth Avenue. Upon assignment of staff resources a committee must be established, including property and business owners in the corridor to draft the ordinance, conduct outreach, and make recommendations to the Milo-Grogan Area Commission, the Development Commission and City Council. Additionally, the area commission should request assistance from the Historical Preservation office in placing the former Milo-Grogan Elementary School and the former Columbus Railway Power and Light Company office in the Columbus Register of historic properties.



# Land Use

**SECTION OUTLINE**

- Existing Conditions
- Goals and Principles
- Land Use Plan
- Policies
- Implementation

## ELEMENT 3

# Land Use



*MCR Services located in Milo-Grogan.*

## Existing Conditions

Milo-Grogan is the first residential neighborhood north of downtown Columbus along Cleveland Avenue. It is adjacent to Italian Village and the Short North, the fastest appreciating residential and commercial markets respectively in the central city of Columbus for the last ten years. As outlined in the history section, Milo-Grogan has had a long and vital history that has endured and exhibited resilience in light of national economic trends.

The primary land uses in Milo-Grogan consist of residential, industrial, and commercial. As shown in the Existing Land Use map, the historic arrangement of uses has not changed drastically over time. It has been centered on residential, with commercial uses along major thoroughfares, and industrial uses, serviced by rail, surrounding the whole area, (see Existing Land Use map). The decline of heavy manufacturing and rail as a mode of transportation has resulted in vacant lots and buildings as well as loss of employment opportunities. The decline of residential units and the close proximity to downtown, in addition to interstate highway access, has resulted in a slow conversion of residential lots to various commercial activities. This has occurred predominantly at the edges but also haphazardly within the neighborhood. There are numerous vacant houses and lots, illegal dumping, and inadequately screened outdoor storage which present major challenges that should be addressed for public health and safety, in addition to presenting a negative image of the neighborhood.

The majority of the existing 1,100 residential units are two-story single-family detached houses built prior to 1950. There are a few two- and four-family residential buildings scattered throughout the community and one apartment complex on Olmstead and Shoemaker Avenues which is owned and operated by the Columbus Metropolitan Housing Authority. The industrial uses include small to large warehouses, small manufacturing operations, a building supply and lumber yard, a recycling processing center, and a public transit maintenance facility. The primary commercial corridors are Cleveland Avenue and Fifth Avenue. The businesses on Fifth Avenue between Cleveland Avenue and Saint Clair Avenue are predominantly automobile-oriented uses such as fast food, car parts, auto sales and repair, and gas station.

### Demographics

The 2000 census indicates there were 2,579 residents in the Milo-Grogan neighborhood. Not unlike most central city neighborhoods, Milo-Grogan has experienced a decline in population over the last 40 years as a result of migration to the suburbs. The population is 87.8 percent African American and the 1999 median household income is \$21,818 for the neighborhood, according to the Census.

### Population and Race / Milo-Grogan (1990-2000)

Population	1990	2000	Change	Percent
Milo-Grogan	2,745	2,579	(166)	(6%)
Race & Ethnicity				
Black	2,345	2,265	(80)	(3%)
White	377	210	(167)	(44%)
Other Race or Mixed Race	23	104	81	352%
Total	2,745	2,579		

Sources: 2000 US Census and City of Columbus.

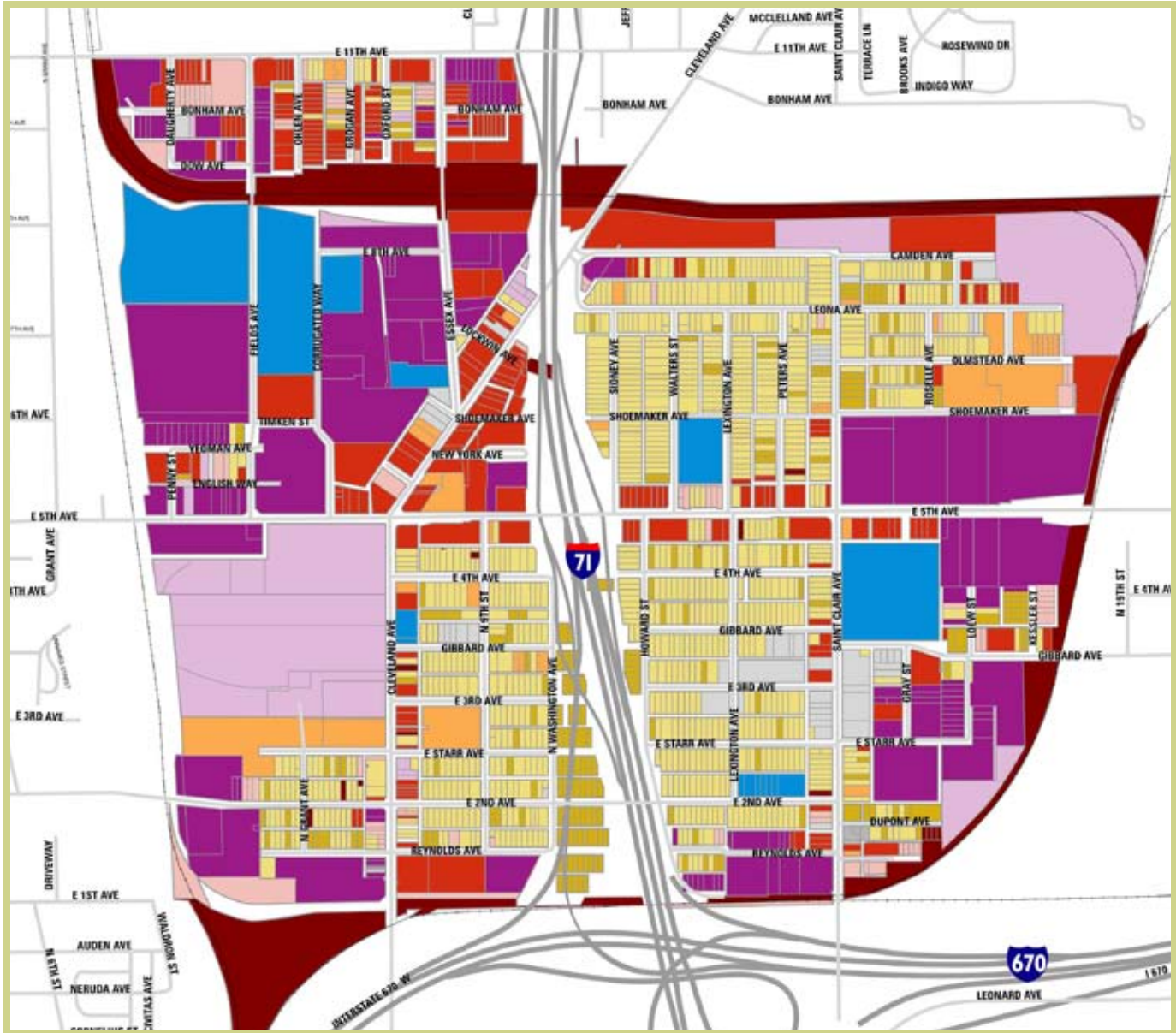
### Census Data Comparison of Milo-Grogan to City of Columbus

	Milo-Grogan	Percentage	Columbus	Percentage
Total population	2,579		711,470	
Race				
Population of one race:	2,511	97.4%	692,641	97.4%
White alone	210	8.1%	483,332	67.9%
Black or African American alone	2,265	87.8%	174,065	24.5%
American Indian and Alaska Native alone	4	0.2%	2,090	.03%
Asian alone	18	0.7%	24,495	3.4%
Native Hawaiian and Other Pacific Islander alone	0	0.0%	367	0.1%
Some other race alone	14	0.5%	8,292	1.2%
Population of two or more races:	68	2.6%	18,829	2.6%
Households				
Median household income in 1999	\$21,818.00		\$37,897.00	
Total households	916		301,534	
Average household size	2.8		2.3	
Total Housing units	1,108		327,175	
Occupancy				
Occupied housing units	916	82.7%	301,534	92.2%
Vacant housing units	192	17.3%	25,641	7.8%
Owner occupied	397	35.8%	148,004	45.2%
Renter occupied	519	46.8%	153,530	46.9%

Sources: 2000 US Census.



# Existing Land Use



- Single-family Residential
- Multifamily Residential
- Vacant Residential
- Industrial
- Vacant Industrial
- Commercial
- Vacant Commercial
- Office
- Institutional
- Religious
- Utility & City Owned

Map prepared by Planning Department, July 2006.

## Zoning / Milo-Grogan

Zoning Categories	Total Acreage	Percent
Manufacturing	280.7	64.6%
Residential	107.7	24.8%
Commercial	37.6	8.7%
Multi-family Residential	6.5	1.5%
Parking	1.7	0.4%
Total	434.2	

### Existing Density Pattern

The residential density throughout Milo-Grogan is rather consistent because the development pattern has been fairly uniform. The average density is approximately six units per acre, which is similar to other neighborhoods in central city areas developed during the same era. In the non-residential portions of Milo-Grogan, such as the area north of Fifth Avenue and west of Cleveland Avenue, light industrial and manufacturing uses are situated in a relatively dense manner. (See economic development graphics on page 69 for job distribution density).

### Existing Zoning Pattern

The existing zoning pattern can be seen in the accompanying zoning map. Nearly 65 percent of the land in Milo-Grogan is zoned manufacturing while approximately 25 percent is zoned single-family residential. The residential base has been slowly eroded as residential parcels in the periphery are converted to manufacturing and other uses such as parking lots and commercial activity. This trend represents the biggest challenge for the future of Milo-Grogan as a residential neighborhood.

### Land Use and Zoning Conflicts

There are a number of residential parcels in Milo-Grogan that are zoned for manufacturing and surrounded by manufacturing uses that continue to be used as residences. More importantly, there are also commercially-zoned parcels within residential districts that are either not used for commercial activity or the commercial activity is detrimental to the residential uses surrounding it. This is commonly referred to as “spot zoning” and should be remedied by down zoning such parcels to the appropriate residential zoning district.

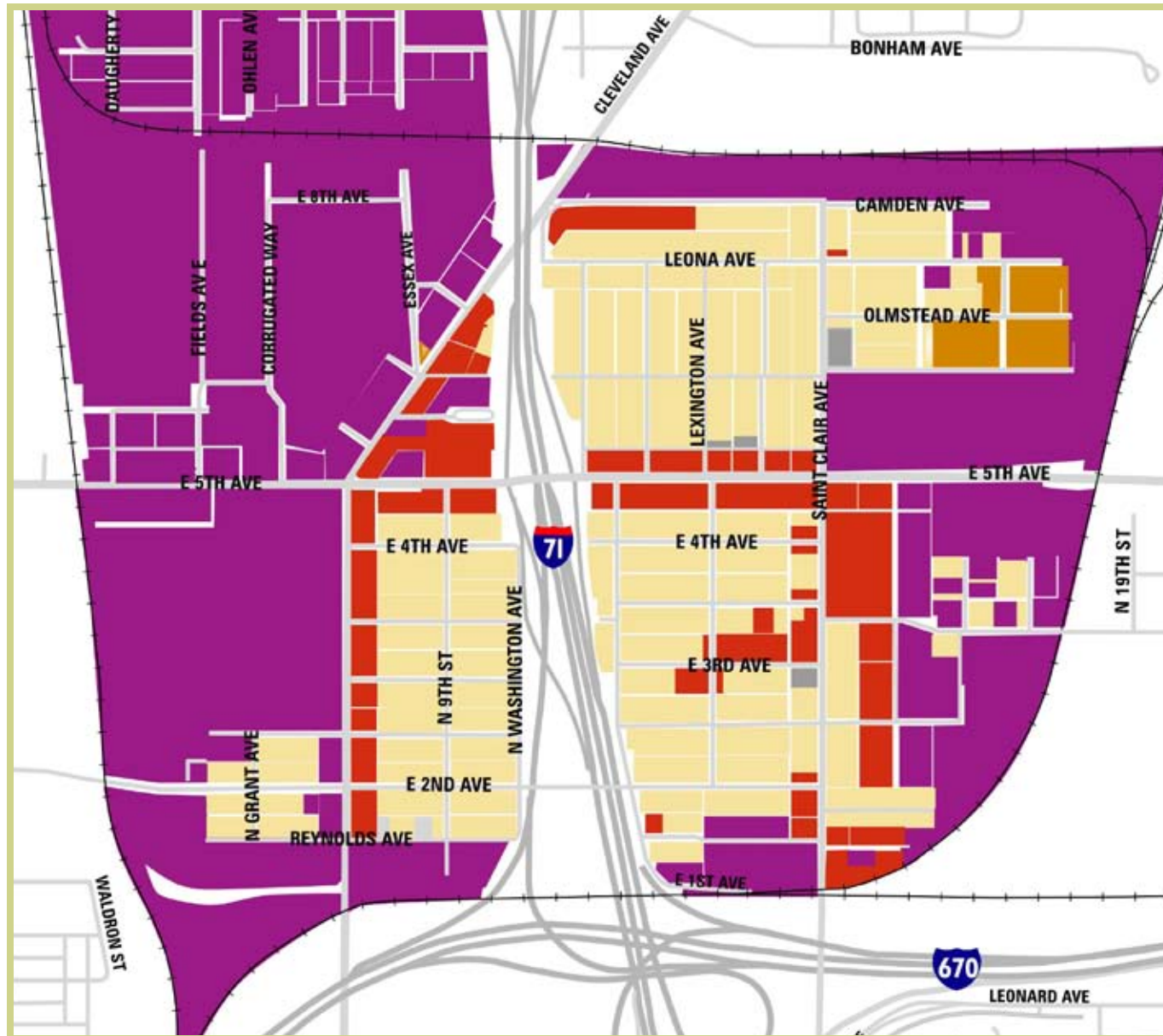
### Major Developments

There has been a great deal of discussion regarding redevelopment of the Timken site. In 2006 a proposal was circulated to redevelop this site and the properties between Cleveland Avenue and I-71, from Fifth Avenue south to Second Avenue. The latter area includes approximately 120 privately-owned residential and commercial parcels. The plan advocates development of the Timken site in a way that serves the goals and standards established in this document and that enjoys the support of property owners and the community. Any proposal should be evaluated on a case-by-case basis based upon the established criteria.

Large infill urban development requires creative solutions that are sensitive to the urban fabric. The city recognizes that such developments may require assistance with infrastructure improvements and upgrades. Provision of such help should be dependent upon the development of context-sensitive design solutions that address the challenges of urban redevelopment.

The community as a whole supports the redevelopment of the Timken site and is very interested in the addition of amenities that currently don't exist in the neighborhood, such as a grocery store, bank, parkland and recreational facilities, and post office.

# Generalized Zoning



- Single-family Residential
- Multifamily Residential
- Commercial
- Institutional
- Manufacturing
- Parking

Map prepared by Planning Department, November 2005.



*Example of higher density housing.*

## Goals & Principles

The overall goals of the Land Use Plan are:

- ◀ A mix of land uses that contributes to a walk-able and diverse neighborhood.
- ◀ Development of the commercial districts with a mix of higher density residential and retail/commercial uses as illustrated on the Opportunity Sites map.
- ◀ Economically active commercial districts that reflect the urban nature of Milo-Grogan yet accommodate the automobile and provide for local goods and services.
- ◀ Residential areas that support neighborhood commercial districts.
- ◀ Availability of jobs within the neighborhood.
- ◀ Reversal of population decline by providing new and different residential opportunities and amenities that will serve the existing and future residential population.

## Land Use Plan

The future Land Use Plan can be seen in the accompanying Future Land Use Map and the primary objectives are:

- ◀ Maintain, preserve, and improve the existing housing stock and ensure parcels zoned residential within the residential districts are not converted to other uses.
- ◀ Prohibit the encroachment of industrial, commercial, and other uses into residential areas.
- ◀ Preserve existing manufacturing uses in the districts identified as manufacturing.
- ◀ Ensure that manufacturing-zoned land that is adjacent to residential uses or fronting on major arterials provides better screening and is more considerate of surrounding uses.
- ◀ Limit commercial uses to existing commercial corridors consistent with the Future Land Use map.
- ◀ Recognize that the primary location for neighborhood commercial uses is Fifth Avenue, with Cleveland Avenue and the Timken site as secondary priorities.
- ◀ Focus redevelopment efforts on the opportunity sites identified in the Opportunity Sites map.
- ◀ Create synergy between the Timken site, the Columbus Coated Fabric site north of Fifth Avenue and the Jeffrey site south of Second Avenue.
- ◀ Evaluate possibility of re-zoning commercially-zoned parcels located within residential areas where no commercial activity takes place or where the commercial activity is detrimental to the residential uses surrounding it.

## Future Land Use Categories and Standards

The Future Land Use Map identifies the means to achieve the objectives of the Land Use Plan by identifying the appropriate land uses. The following is a brief description and some standards regarding the land uses identified in the Future Land Use map.

<b>Residential</b>	Single family residential uses consistent with Urban Design Guidelines discussed in this plan. Density not to exceed six units per acre.
<b>Multi-Family Residential</b>	Attached multistory residential uses of various densities.
<b>Light Industrial</b>	Less-noxious manufacturing uses that do not generate excessive noise and odor, and do not require heavy truck traffic to service them. Light industrial uses would be more compatible with the residential uses and/or the major arterials they front, and would provide screening of outdoor storage and limit noise and odor. Light industrial uses should be screened from surrounding residential uses. Chain link and barbed wire fencing or other kinds of similar security fencing that is designed to cause damage to people climbing over them should be prohibited adjacent to residential uses or fronting on public streets.
<b>Heavy Industrial</b>	More intense manufacturing/warehousing uses that may generate heavy truck traffic.
<b>Commercial</b>	A broad variety of commercial activities ranging from retail sales to artists studios. Commercial activity or uses related to commercial activity, such as parking lots, should not extend beyond the alleys separating commercial uses from residential uses.
<b>Commercial/Multi-Family</b>	A mixture of the commercial and multi-family residential categories described above, such as residential uses above commercial uses in live-work spaces for artists, or separate commercial and multi family residential uses. The areas identified as commercial/multifamily enjoy great exposure to major arterials and some offer views of downtown that are very desirable.
<b>Office</b>	A variety of uses ranging from small single tenant professional offices to multi-story multi-tenant buildings.
<b>Institutional</b>	Non-profit community oriented uses such as schools and churches or public utilities.
<b>Mixed-use</b>	A mixture of commercial, multi-family residential, and office/warehouse flex space uses. These areas represent the broadest possible range of uses and therefore each application should be evaluated on a case-by-case basis to ensure compatibility of proposed uses. As with any mixture of uses within close proximity of each other the arrangement of the uses and attention to design details – especially urban design standards outlined in this plan - is critical for ensuring compatibility. The key to these developments is to have well planned developments that follow the standards established in the plan.
<b>Park</b>	Open spaces accommodating a variety of recreational uses such as play grounds and community gardens.
<b>Utility &amp; City Owned</b>	A right-of-way owned by the rail road companies or a public entity.

# Future Land Use



- Single-family Residential
- Multifamily Residential
- Light Industrial
- Heavy Industrial
- Commercial
- Commercial/Multi-family
- Office
- Institutional
- Mixed Use
- Park
- Utility & City Owned

Map prepared by Planning Department, July 2006.

## Opportunity Site

There are numerous opportunities for redevelopment in the Milo-Grogan neighborhood. The following map highlights the areas considered a priority by the community and judged to be ripe for redevelopment by staff. Some of the areas present multiple opportunities for different types of land uses. The following development scenarios are meant to provide a vision for what is possible and more importantly highlight issues that are important to the community regarding the redevelopment of these areas.

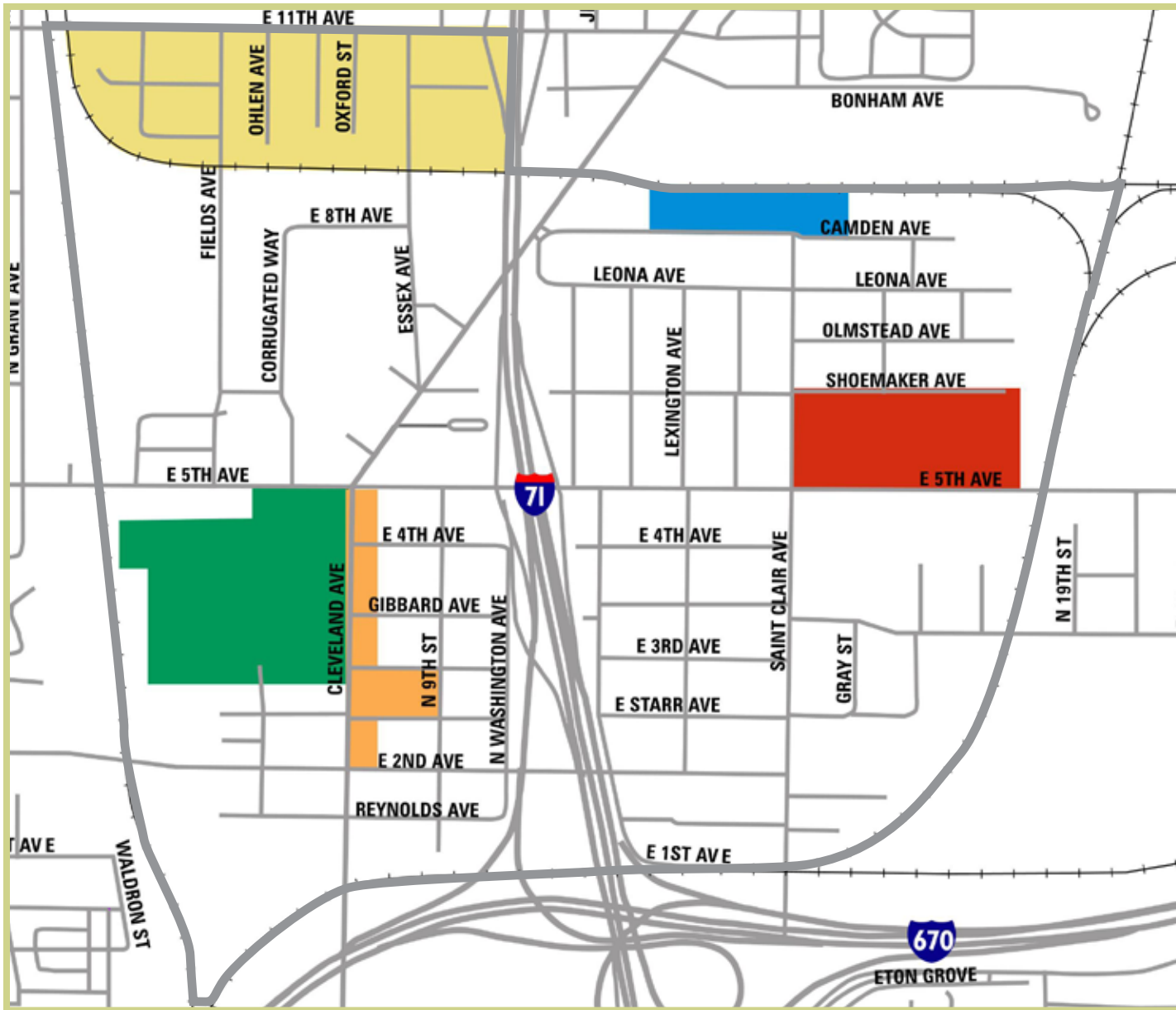


*Current Timken site.*



*Proposed commercial, office and light manufacturing use.*

# Opportunity Sites



- Timken
- South side of 11th Avenue
- North side of 5th Avenue
- East side of Cleveland Avenue
- North side of Camden Avenue

Map prepared by Planning Department, December 2006.



## Timken Site

### Considerations

- ◀ Large single owner site of approximately 30 acres.
- ◀ Frontage on Cleveland and Fifth Avenues.
- ◀ Proximity to: downtown, highway interchange, OSU, South Campus Gateway, Four Corners redevelopment, Short North, Italian Village, Victorian Village, Columbus Coated Fabric site, Jeffrey Place redevelopment, North Central area.
- ◀ Scenic views of downtown.
- ◀ Former industrial site in need of environmental remediation.
- ◀ Adjacent neighborhood includes some vacant parcels and buildings especially along the edges.
- ◀ The site is adjacent to active railroad tracks.
- ◀ Possible future uses include: A combination of the following uses: commercial uses ranging from 2,000 sq. ft. to 200,000 sq. ft., multi-family residential, open space, office/warehouse flex space, and office. It is recognized that residential development would be very challenging and expensive due to environmental contamination and the required remediation. At this time this possibility should not be ruled out given opportunities that the site may present in the future.



- Multi-family Residential
- Mixed Use
- Industrial
- Commercial

### Redevelopment Concept A

- ◀ Preserve all of the existing residential areas east of Cleveland Avenue.
- ◀ Redevelop the Timken site for a mix of uses including commercial, office, institutional and perhaps residential.
- ◀ A variety of commercial uses should be provided - no single use should exceed 50,000 sq. ft.
- ◀ Residential uses should be limited to mid-rise (7 or 8 stories tall) or high-rise apartment buildings.
- ◀ All development along Cleveland and Fifth Avenues should be consistent with UCO guidelines.



- Multi-family Residential
- Mixed Use
- Industrial
- Commercial

### Redevelopment Concept B

- ◀ Redevelop the Timken site for a combination of the following uses: commercial/retail office/warehouse flex space, multifamily residential and green space.
- ◀ Commercial uses include a two-story “big box” retailer (200,000 sq. ft.) utilizing structured parking with retail uses on the ground floor.
- ◀ Other smaller commercial uses would front Cleveland and Fifth Avenues.
- ◀ Preserve all the existing residential areas east of Cleveland Avenue.
- ◀ All development along Cleveland and Fifth Avenues should be consistent with UCO guidelines.



## South side of 11th Avenue Between Railroad Tracks and West of I-71

### Considerations

- ◀ Across from the Ohio Expo Center and State Fairgrounds.
- ◀ Proximity to: highway interchange, OSU, South Campus Gateway, Four Corners redevelopment, OSU hospital, and CMHA offices.
- ◀ This area contains a number of vibrant businesses that could grow and expand in the area.
- ◀ Good access to I-71, Cleveland Avenue, Fifth Avenue, and High Street.
- ◀ 11th Avenue is primary access to South Campus Gateway from I-71.
- ◀ Land assembly will be very difficult since the area is comprised of numerous small lots under separate ownership.
- ◀ This area contains a number of vibrant businesses that may need to be relocated as a result of possible redevelopment.
- ◀ The area contains a number of C4 uses which may discourage other uses from being adjacent to them.

### Land Use Concepts

- ◀ Expansion of businesses already in the area, hospitality and entertainment uses such as hotels and restaurants, multi-family residential uses, fast food restaurants, or a combination of above uses.



*Proposed multi-family and single-family residential, institutional and commercial uses.*

## North side of Fifth Avenue East of St Clair Avenue

### Considerations

- ◀ Four large parcels, one is currently on the market.
- ◀ Proximity to: highway interchange, Port Columbus Airport, and other commercial and industrial uses.
- ◀ Frontage on Fifth Avenue.
- ◀ The land is under-utilized. The buildings are vacant to varying degrees and the surrounding land is used for limited commercial activity such as used car sales and outdoor storage.
- ◀ Land assembly may be difficult since it consists of four parcels under separated ownership.
- ◀ There are existing businesses on some of the parcels.

### Land Use Concepts

- ◀ Office warehouse/ flex space, light manufacturing.
- ◀ Multi-family and single-family residential, and institutional uses such as charter schools, commercial uses, COTA Park and Ride facility, and/or a combination of above uses. There are a variety of uses that would be appropriate for these parcels. All development must follow the UCO guidelines. The parcel at the corner of Fifth and St. Clair Avenue is the most appropriate location for residential development since it most easily connects with the residential fabric of the neighborhood. Commercial, office and light manufacturing would be the most desirable uses for these parcels given the existing zoning, frontage on Fifth Avenue, and access to the highway interchange.



## East Side of Cleveland Avenue Between Second Avenue and Fifth Avenue Including Milo Arts

### Considerations

- ◀ Numerous commercially zoned parcels in addition to Milo Arts parcel including additions to the original building and the associated land.
- ◀ Proximity to downtown, OSU, Short North, Milo Arts.
- ◀ Frontage on Cleveland Avenue.
- ◀ Land assembly will be a challenge.
- ◀ Lack of on-street parking on the west side of Cleveland and limited on-street parking on the east side of Cleveland. This condition could be modified by a streetscape project.
- ◀ Traffic volume on Cleveland Avenue and the associated noise and safety issues.

### Land Use Concepts

- ◀ Multifamily residential, live-work spaces for professionals and artists, single family residential, and institutional uses such as the Boys and Girls Club. The parcels fronting Cleveland Avenue are zoned commercial but there is little commercial activity taking place. Most buildings are vacant or not well maintained. The impact of any development upon the adjacent residential community is the primary criteria. Any commercial redevelopment along Cleveland Avenue must be limited to the area between Cleveland Avenue and the alley.





## North side of Camden Avenue in the vicinity of Saint Clair Avenue

### Considerations

- ◀ Vacant single owner; large parcels zoned manufacturing.
- ◀ Centrally located in the city with good access to highways and population centers.
- ◀ Land is currently for sale.
- ◀ The parcels are across the street from single-family houses.
- ◀ Additional truck traffic is a concern for the neighborhood.

### Land Use Concept

- ◀ Warehouse/office, light manufacturing, commercial, multi-family residential, community park/open space are the most appropriate uses. But due to past use of the site as a railroad yard, residential and park uses are unlikely. With appropriate screening and tractor trailer limitation, traffic impact upon the surrounding residents would be minimized. Residential uses and open space would require an expensive and higher level of environmental remediation.

## Policies

- ◀ Cooperate with the Milo-Grogan Area Commission to educate the community regarding the code enforcement strategy for residential, commercial, and industrial uses by issuing a simple monthly report to the community on all active cases.
- ◀ Establish an Urban Commercial Overlay on Cleveland Avenue from I-670 to 11th Avenue and on Fifth Avenue between Penny Street and Saint Clair Avenue.
- ◀ Cooperate with the Ohio Department of Transportation regarding improvements to the sound barriers and maintenance of right-of-way surrounding I-71.
- ◀ Establish clear policy guidelines for the redevelopment of the opportunity sites.
- ◀ Enforce the recommendations of the Future Land Use map.
- ◀ Cooperate with the Norfolk Southern and CSX regarding improvements to the green space around the right-of-way surrounding the railroad tracks.
- ◀ A community revitalization corporation and/or concerned and dedicated citizens, and the Milo-Grogan Area Commission in cooperation with the city should redevelop vacant residential land according to the standards established in this plan. The first priority is to build new houses, while some of the lots could serve as temporary green spaces, while others could be designated as permanent pocket parks.
- ◀ A community revitalization corporation and the Milo-Grogan Area Commission in cooperation with the city should lead the effort to create pocket parks and community gardens by organizing the community and taking the necessary steps to acquire the land and develop the parks and gardens. Franklin Park Conservatory offers a training program and grants for starting community gardens.



*Example of community gardens taken from the Get Green Columbus: Community Garden Resource Manual.*



*The Timken site as seen from Cleveland Avenue.*

- ◀ Ensure adequate levels of public maintenance and service.
- ◀ Provide opportunities to live and work in the same neighborhood.
- ◀ Coordinate positive investment partnerships between state, city, area schools, community, and individual investors.
- ◀ Develop and adopt screening and landscaping guidelines for manufacturing-zoned land that is adjacent to residential uses or fronting on major arterials.
- ◀ Create a critical mass of development at various locations around the neighborhood and at the intersection of Cleveland Avenue and Fifth Avenue to provide services and housing to the residents of Milo-Grogan.
- ◀ Soften the built environment with parks and plazas to act as activity and rest centers. Make use of vacant parcels, railroad land and ODOT-owned right-of-way on I-71 for parks and beautification.



## Implementation

A community development corporation with goals similar to the plan recommendations could within six months of plan adoption develop a clear land-purchasing strategy and within a year obtain the first property and have it ready for development. The Milo-Grogan Area Commission should convene biannual meetings with relevant stakeholders to evaluate the progress of the implementation strategies and make necessary adjustments to ensure continued success.



*Example of new housing offered in Victorian Village as illustrated in the Harrison West Plan.*



# Transportation

SECTION OUTLINE

Existing Conditions

Goals and Principles

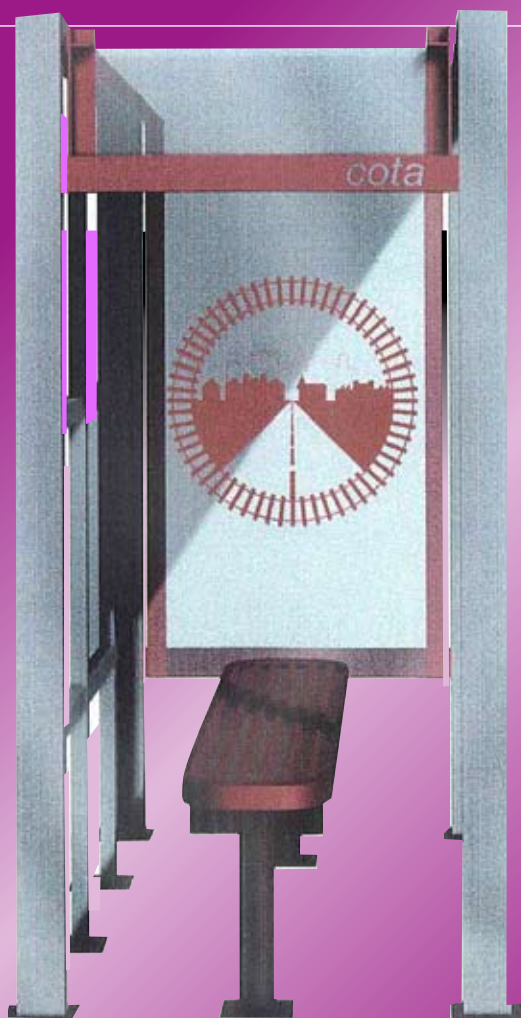
Transportation Plan

Policies

Implementation

## ELEMENT 4

## Transportation



Proposed COTA bus shelter located around the East Fifth and Cleveland Avenues intersection. Source: Milo-Grogan Capital Improvement Plan by Columbus Neighborhood Design Assistance Center.

## Existing Conditions

## Highways, Roads and Streets

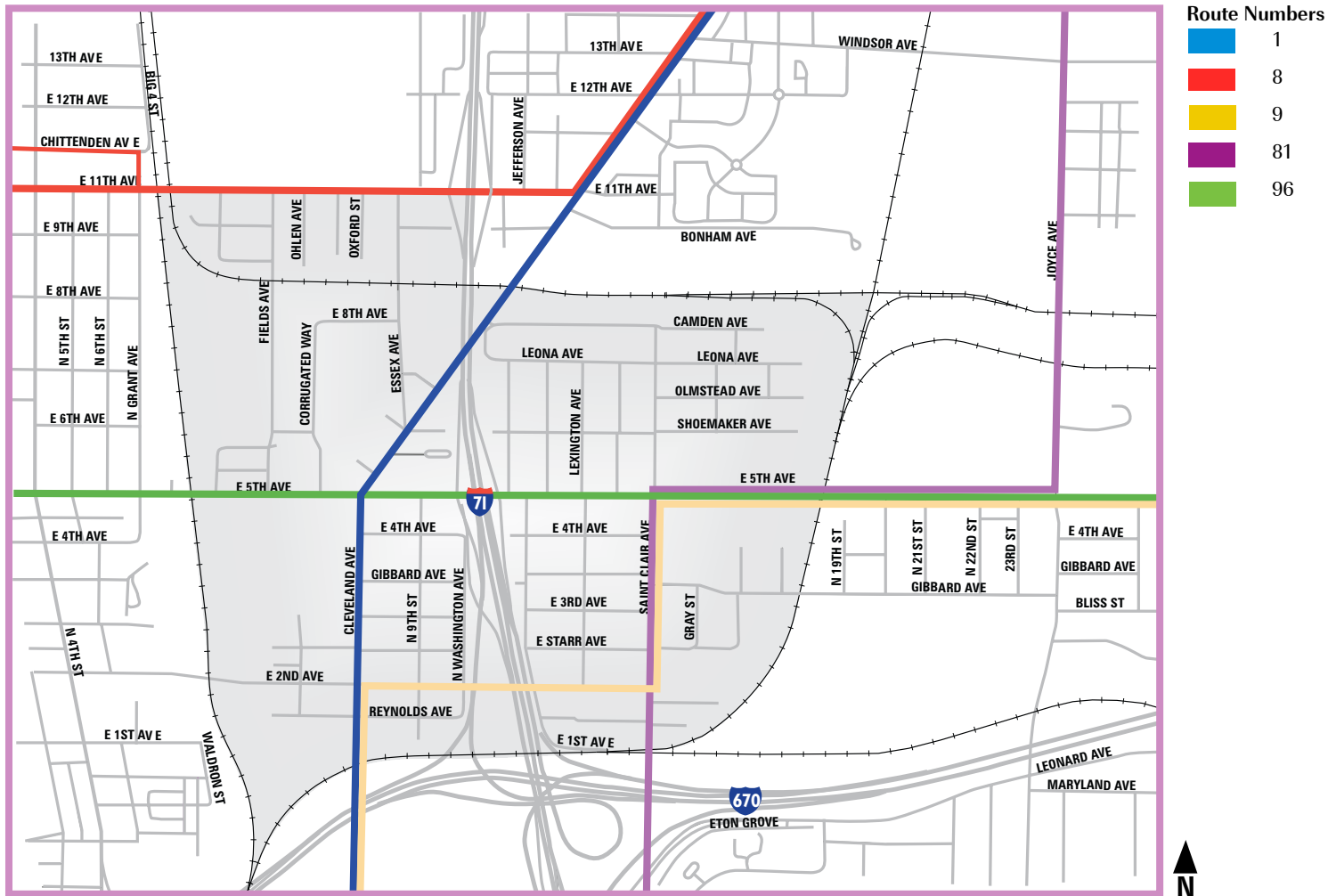
Milo-Grogan is bounded by railroad tracks on all sides. The neighborhood is bisected by two major arterials, Cleveland Avenue and Fifth Avenue, as well as the limited access highway I-71. Cleveland Avenue serves as a major north-south access for those living north of downtown as well as the commercial and industrial uses located close to it. Fifth Avenue is a major east-west corridor and provides the only highway access in Milo-Grogan. The residential streets exhibit the grid pattern predominant prior to the 1950's but the construction of I-71 and subsequent alterations have restricted the east-west connectivity of these streets and have created bottlenecks. The industrial areas that don't front on major thoroughfares generally lack curb and gutter and in some instances the businesses use the right-of-way as an extension of their own business activities increasing the need for street maintenance.

The street network in Milo-Grogan is functional and meets the basic needs of the community. However, there are a number of maintenance issues and capital improvements which should be addressed in the near future. Due to the isolation of Milo-Grogan from other residential neighborhoods and the reliance of the community on transportation modes other than the private automobile, connectivity (particularly pedestrian connectivity) is a high priority. Some of the residential streets suffer from cut-through traffic as a result of I-71 and as a means of avoiding traffic lights. The streets most in need of traffic calming are Leona Avenue, Saint Clair Avenue north of Fifth Avenue, and Lexington Avenue south of Fifth Avenue.



Proposed Main improvement elements within the city right-of-way include brick paving, pedestrian lights, trees, trash receptacles and bus shelters. Source: Milo-Grogan Capital Improvement Plan by Columbus Neighborhood Design Assistance Center.

# COTA Bus Routes



## Transit

Milo-Grogan is well served by the Central Ohio Transit Authority (COTA), as shown in the accompanying map, and the community relies on public transit a great deal. Given the small size of the residential population in Milo-Grogan, many community services are not located in the area. Therefore, connectivity to adjacent neighborhoods such as Linden, Near East, North Side, Campus,

Weinland Park and the Short North is particularly important. The creation of a park and ride facility, improved bus stops and shelters, and improved streetscape and traffic calming to facilitate walking to bus stops are important priorities for the community.

## Rail

Milo-Grogan is surrounded by railroad tracks and its history is closely connected to the rise and decline of rail industry. Very few, perhaps none, of the businesses in Milo-Grogan take advantage of their proximity to the railroad tracks. As can be seen from the Traffic Counts and Train Frequency map some of the lines have a great deal of traffic while some are rarely used. One impact of less rail activity in the neighborhood is the reduction in the number of tracks in the existing right of way which has resulted in green space along the tracks. Most of these areas are not well maintained.

## Sidewalks and Bikepaths

The majority of the residential streets in Milo-Grogan have sidewalks, and they are heavily utilized. The community has a higher than average percentage of children, walking to the various activities within the neighborhood and whose safety depends on the maintenance of the sidewalk infrastructure. There are a significant number of streets in Milo-Grogan that do not currently have sidewalks:

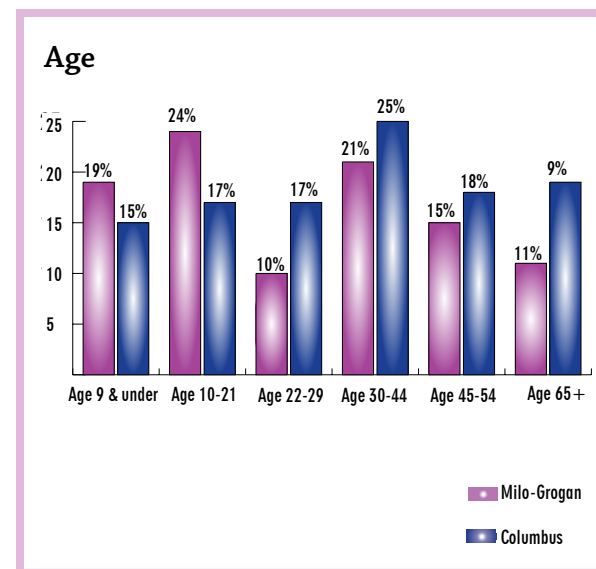
- ◀ Grant Avenue from Starr Avenue to Reynolds Avenue
- ◀ Ninth Street from Fifth Avenue to Reynolds Avenue
- ◀ Howard Street from Gibbard Avenue to Starr Avenue
- ◀ Lexington Avenue from Fifth Avenue to Second Avenue
- ◀ Roselle Avenue from Leona Avenue to Shoemaker Avenue
- ◀ Shoemaker Avenue from Sidney Street to Roselle Avenue

Sidewalks are needed for all of these streets, although Lexington Avenue should be the highest priority due to the large amount of cut-through traffic on the street and the recent construction of the Triedstone Missionary Baptist Church Life Center. In this case, sidewalks have the potential to be the initial element of an overall traffic calming strategy. Additionally, crossing major arterials is a challenge, and the provision of better pedestrian crossings at certain intersections (such as Lexington Avenue and Fifth Avenue) is necessary improvement.

There are no bike paths in Milo-Grogan, although the grid pattern of the residential streets helps to accommodate bicycling within the neighborhood. Because the neighborhood is surrounded by railroads and industrial land uses, connectivity for pedestrians and bicyclists is an issue, and steps should be taken to improve connectivity to other neighborhoods.

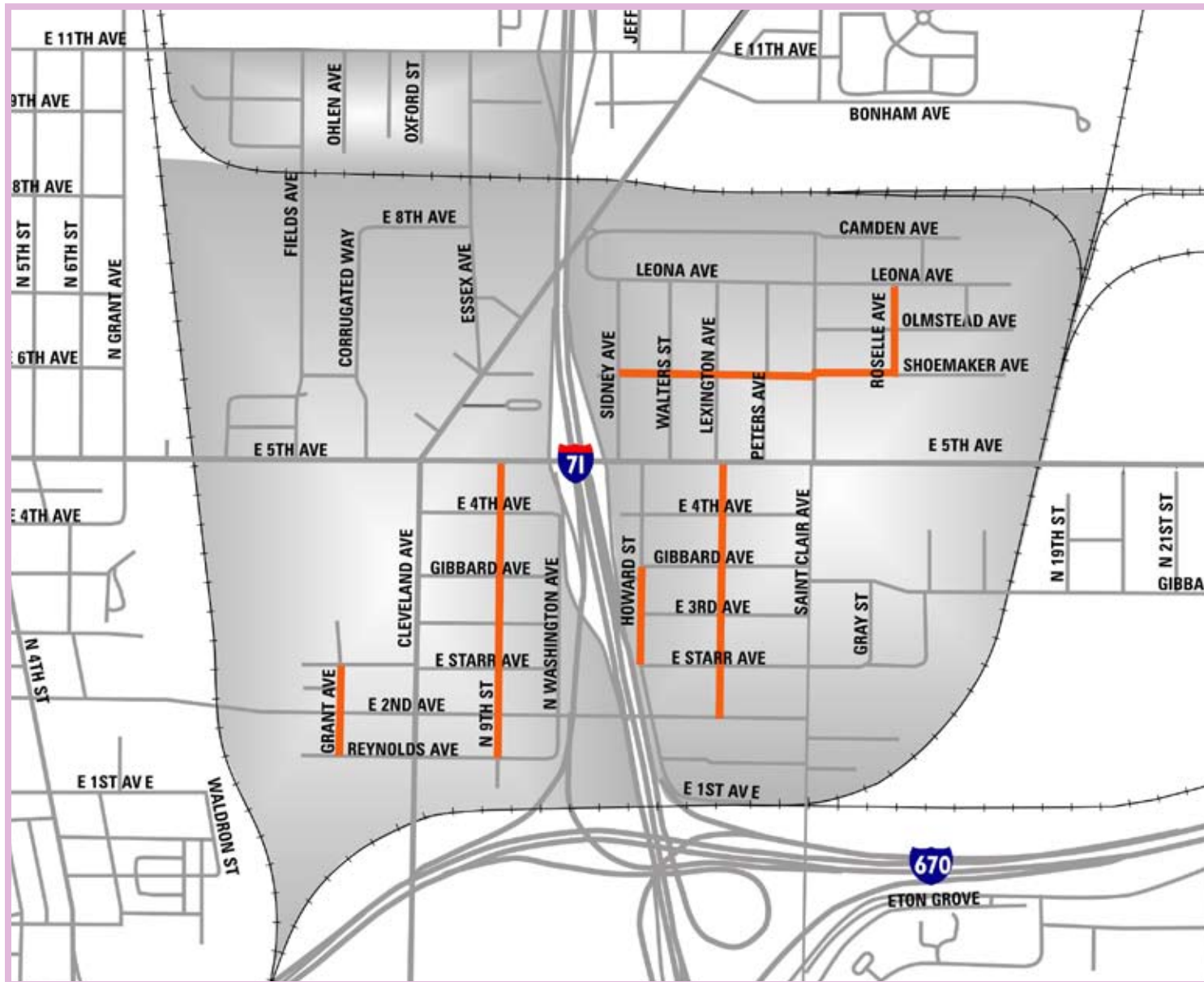


Lexington Ave.



Children makeup the highest percentage rate of the population in Milo-Grogan and a higher rate than Columbus.

# Streets Without Sidewalks



Map prepared by Planning Division, January 2007.

## Goals & Principles

The goal for the transportation network is to provide a network of streets and sidewalks that facilitate safe movement, accommodate all modes of transportation, and that are aesthetically pleasing and welcoming.

## Transportation Plan

The biggest transportation issues in Milo-Grogan are the need for streetscape improvements (including sidewalks) and traffic calming. Funding has already been established for improvements to Cleveland and Fifth Avenues. It is critical to design the improvements to accommodate all modes of transportation in a manner sensitive to the urban fabric of the neighborhood. Cleveland Avenue primarily functions as an arterial for moving automobile traffic north and south, but to the community it represents a major neighborhood commercial corridor in decline. Irrespective of the form and type of development that takes place at the Timken site, steps must be taken to revitalize at least the portion south of Fifth Avenue by making it a neighborhood street like High Street. Allowance of parking on at least one side of the street and other traffic calming devices would be a good first step. Also, reconnecting the northbound I-71 exit to Fifth Avenue (as recently requested by the Milo-Grogan Area Commission) is advisable to allow access to existing and new retail, residential, commercial, arts district, and industrial sites. Streetscape improvements generally refer to improvement of sidewalks, curbs and travel lanes as well as the installation of trees and lights. The following represent transportation priorities.

## Policies

### Traffic calming:

- ◀ Install traffic calming devices on Leona Avenue.
- ◀ Evaluate implementation of traffic calming on Saint Clair Avenue north of Fifth Avenue.
- ◀ Install traffic calming devices and sidewalks on Lexington Avenue between Second Avenue and Fifth Avenue.
- ◀ Study the feasibility of allowing on-street parking on Cleveland Avenue between Second Avenue and Fifth Avenue.

### Areas needing streetscape improvements:

- ◀ Fifth Avenue and Second Avenue between Cleveland Avenue and High Street.
- ◀ Fifth Avenue between Cleveland and Saint Clair Avenues.
- ◀ Second Avenue between Cleveland and Saint Clair Avenues.
- ◀ Cleveland Avenue between I-670 and Eleventh Avenue.
- ◀ Essex and Fields Avenues.

**Intersection improvements:**

- ◀ Evaluate the feasibility of making improvements to the intersection of Camden Avenue and Cleveland Avenue.
- ◀ Evaluate the number of tractor trailers that use Camden and Saint Clair Avenues.
- ◀ Make improvements to the intersection of Cleveland Avenue and Fifth Avenue.
- ◀ Make improvements to accommodate pedestrian crossing of Fifth Avenue at Lexington Avenue.

**Miscellaneous:**

- ◀ Install no-parking signs in the alleys.
- ◀ Provide better code enforcement of commercial activities that take place outdoors near the right-of-way and provide better police enforcement of commercial activities that take place in the right-of-way.
- ◀ Cooperate with ODOT regarding better utilization of the vacant land adjacent to I-71 and improvements, such as mural paintings, to the sound barriers along I-71.
- ◀ Evaluate the creation of a park and ride facility and an increase in the number of bus shelters within the neighborhood.
- ◀ Devise a long term strategy for better maintenance of the railroad right-of-way. Elements of the strategy might include plantings of low maintenance and low profile native Ohio plants and trees and the development of a walking/bicycle path.
- ◀ Explore the use of cameras for traffic calming and speed enforcement.



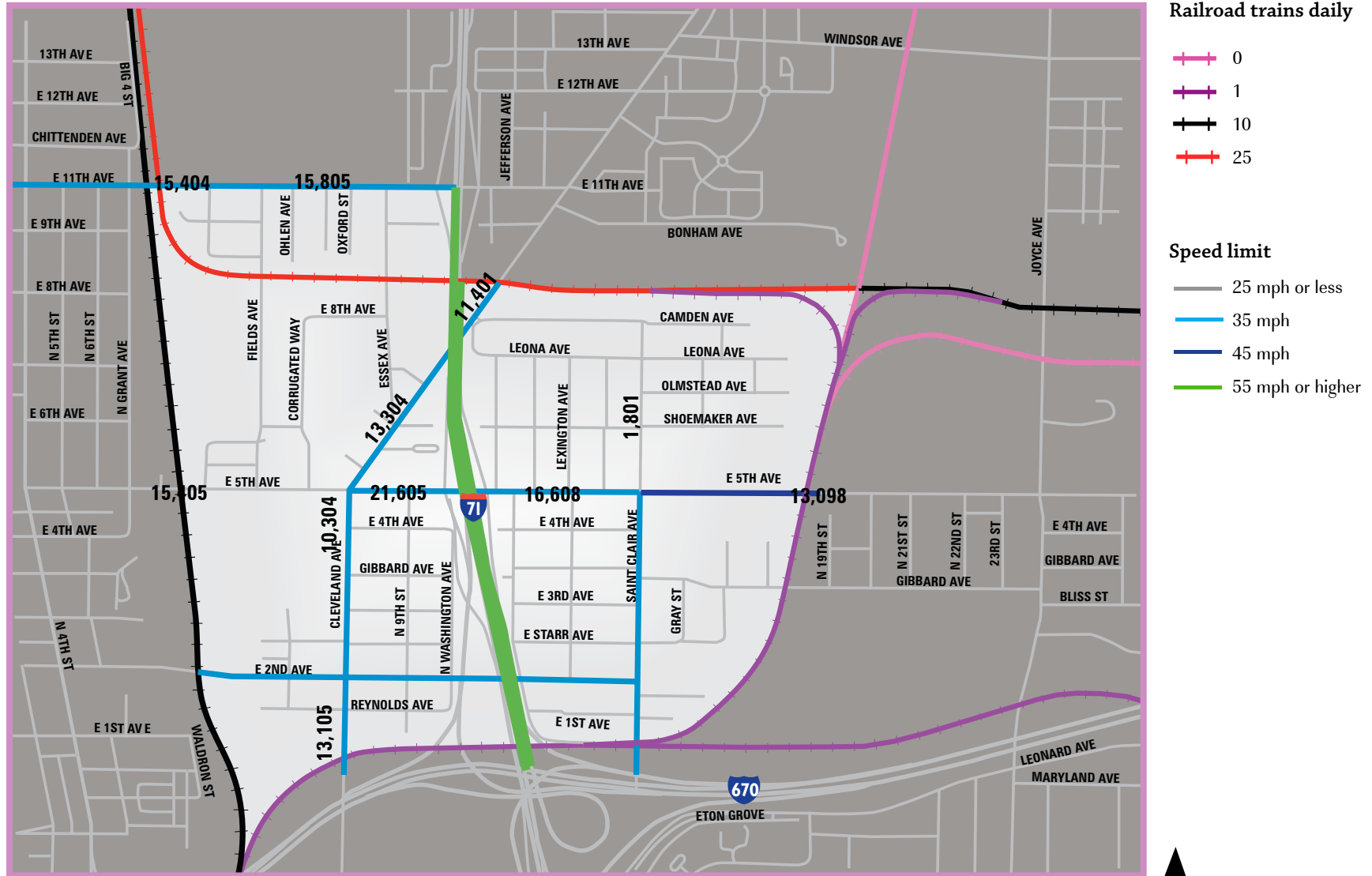
*Streetscape design proposal. Source: Milo-Grogan Capital Improvement Plan by Columbus Neighborhood Design Assistance Center.*

## Implementation

The City of Columbus Department of Public Service in cooperation with the Area Commission, neighborhood liaison, the Planning Division and other stakeholders will be responsible for the implementation of the transportation recommendations. The Transportation Division is already studying some of the issues that have been raised and will be providing alternative solutions. The Area Commission must establish procedures for gathering input from the community about possible alternative transportation solutions. Once the solutions have been identified, existing funding can be used to carry out some of the improvements, but the Area Commission must work with city staff in seeking funding for the unfunded capital improvements that have been identified.



# Traffic Counts and Train Frequency



Numbers indicate the average daily traffic count in a 24 hour period.



## Community Facilities

SECTION OUTLINE

Existing Conditions

Goals and Principles

Community Facilities Plan

Policies

Implementation

ELEMENT 5

Community Facilities



Faith Mission.

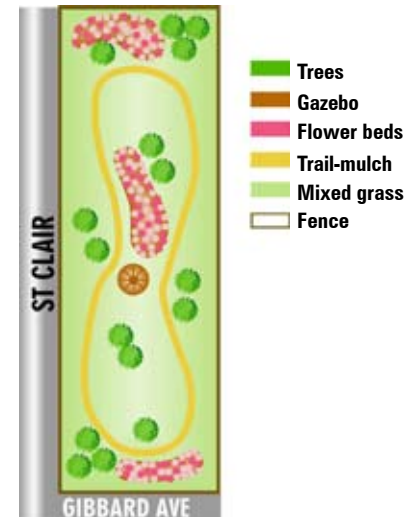
Existing Conditions

Recreation and Parks

There are no significant parks in Milo-Grogan. There is officially one city park; a playground located next to the Milo-Grogan Recreational Center at 862 E. Second Avenue. This is the only playground in the neighborhood that is open to the public. The recreation center features an art room, small gymnasium and weight room. There are plans to expand this center within the next year and improve the playground. The Recreation and Parks Department negotiated for property acquisition in 2006 and sought community input about the possible design after the acquisition was completed.

There is also a city-owned vacant parcel on the corner of Cleveland and Starr that has served, unofficially, as a community garden. On the northeast corner of Saint Clair and Gibbard Avenues, there is a large open space adjacent to an electrical power substation. American Electric Power owns the station and the open space next to it. This 2.4-acre site is currently grass-covered, and is probably the largest open green space in Milo-Grogan. The OSU School of Natural Resources developed site plans in 1998 for a park on this parcel.

In the surrounding area there are three parks within a one-mile radius; Weinland Park, Windsor Park and Swimming Pool, and Sawyer Senior and Recreation Center. Within a two-mile radius are a number of others such as Goodale and Maloney Parks. Milo-Grogan residents also utilize the green space of nearby Fort Hayes. Just a short walk down Cleveland Avenue, it offers a relaxing environment in which to enjoy the outdoors; something that is lacking inside the neighborhood.



Garden planned by OSU School of Natural Resources for 2.4-acre site at St. Clair and Gibbard Avenues owned by AEP.



*Dumping on vacant land off of Cleveland Avenue.*

In all there are 594 vacant parcels in Milo-Grogan, although many of these are located along railways and highways or are in industrial areas (the Timken site itself is made up of 12 different parcels). Vacant parcels can have a very detrimental affect on a neighborhood, especially if they are not maintained. They also represent a potential opportunity, though, as land that can be transformed (with a relatively minimal capital investment) into pleasant and useful spaces. A number of the vacant parcels in Milo-Grogan do have the potential to be developed as “Pocket Parks” or community gardens.

Scattered throughout the neighborhood are 16 city-owned vacant lots. There are also 76 vacant lots owned by the State of Ohio Department of Transportation, which are mostly along or under I-71. The Columbus Metropolitan Housing Association owns 13 vacant lots in Milo-Grogan, including 5 contiguous parcels on the northeast corner of Saint Clair and Shoemaker.

### **Schools**

Youthbuild Columbus Community School is a charter school located within Milo-Grogan at 1183 Essex Avenue. Youthbuild Columbus has about 50 students and is set up as a collaborative education and job-training program for Columbus’ dropout youth and young adult population.

Also in Milo is the Gertrude Tyree Learning Center, an early childhood Head Start program headed by the Child Development Council of Franklin County. Their facility, which includes a playground that is not open to the public, is located on 1077 Lexington Avenue.

The Fort Hayes Metropolitan Education Center is located off of Cleveland Avenue just south of Milo-Grogan, on the south side of I-670. It consists of two divisions; a magnet alternative school called the Arts and Education High School; and a program for juniors and seniors from any school in Franklin County called the Career Center.

The community feels very strongly that an elementary school should be located in the neighborhood irrespective of whether it be a public school or a charter school.

### **Libraries**

There are no libraries within one mile of Milo-Grogan. The closest branch of the Columbus Metropolitan Library is the Northside branch on the corner of N. High Street and McMillan Avenue. Also close (within two miles) are the Linden and the Martin Luther King branches.

## Major Health Care Facilities

There are no health care facilities within Milo-Grogan. The closest facility to the neighborhood is the St. Mark's Community Health Center at 1260 N. High Street. Within a two-mile radius there are three hospitals, one urgent care center, and one additional health center.

## Municipal Facilities

There is a fire station less than one mile outside of Milo-Grogan — Station 18 at 1551 Cleveland Avenue.

There is a police substation just outside the borders of the neighborhood. The Robert Garrison Police Substation is located at the corner of Cleveland and 11th Avenues. Milo-Grogan is split between two precincts; the Fifth Precinct is to the north of Fifth Avenue and the Sixth Precinct is to the south. This is also the dividing line between two cruiser districts, the 50th and the 66th. The 11th Avenue Substation handles calls from north of Fifth Avenue and the Harvey Alston Substation on Granville Street has responsibility for the southern half of the neighborhood.

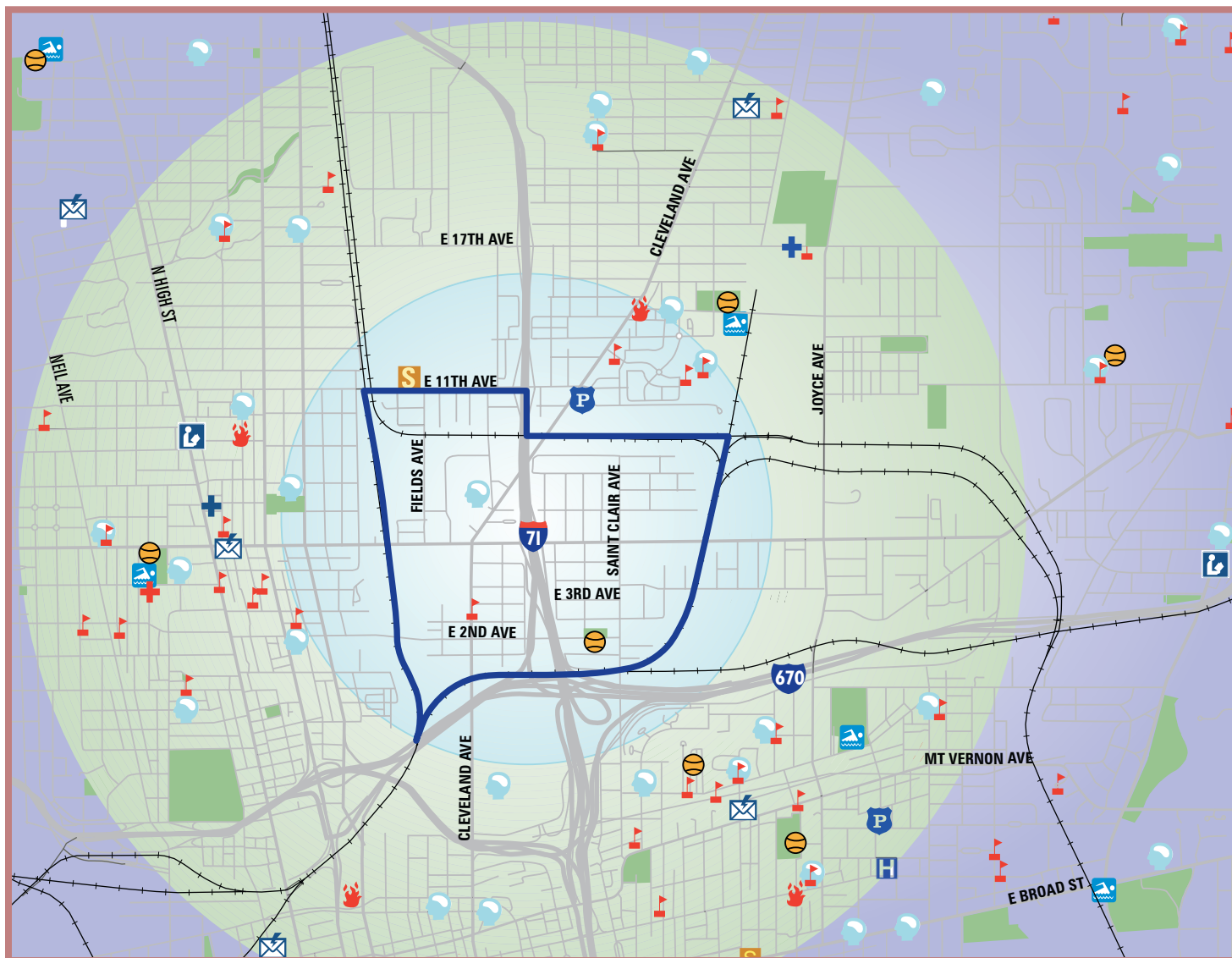
## Other Facilities

- ◀ There are no post offices within one mile of Milo-Grogan, although there are five within a two-mile radius.
- ◀ The Milo-Grogan Boys and Girls Club has been an important part of the community since 1955. It features a variety of programming for youth, focusing on the developing skills in five areas: character and leadership, education and career, health and life skills, the arts, and sports, fitness and recreation.
- ◀ Faith Mission on 8th Avenue is a shelter that serves up to 95 men each night, providing three meals a day and case management services.
- ◀ The Martin Janis Senior Center, on 11th Avenue, provides a diverse offering of activities and classes for seniors.



*Mural on the wall of the Boys and Girls Club.*

# Community Facilities In or Near Milo-Grogan



- After school programs
  - Columbus police
  - Fire stations
  - Health care
  - Hospitals
  - Police substations
  - Pools
  - Post offices
  - Public libraries
  - Recreational centers
  - Senior centers
  - Schools
  - Urgent care centers
- Buffer Rings**  
(distance from Milo-Grogan)
- 0 to 1 mile
  - 1 to 2 miles
  - 2 to 3 miles





*Example of neighborhood park in the Harrison Park area.*

## Goals & Principles

The goals for community facilities in Milo-Grogan neighborhood are:

- ◀ An assortment of small, well-designed parks featuring a variety of elements appropriate for all different age groups that will enhance the neighborhood.
- ◀ Easy access to public facilities, which is an important element of successful neighborhoods.
- ◀ A strong partnership with the Columbus Police Department through block watches and other methods is an essential step toward creating a strong sense of personal safety in Milo-Grogan.

## Community Facilities Plan

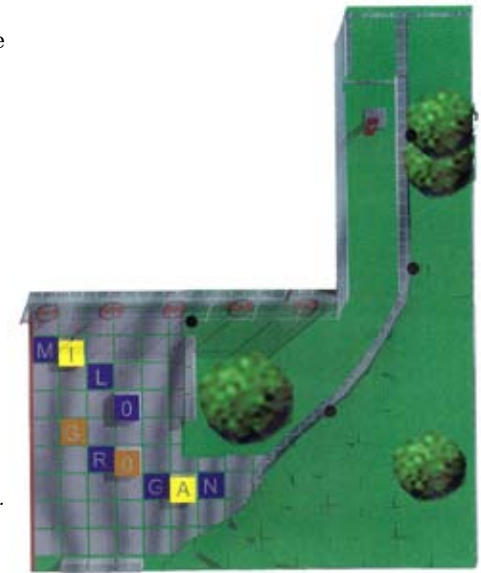
Milo-Grogan is a small community with a population of approximately 2,500 people. Some community facilities such as a library simply cannot be located in the neighborhood because they are available within a short distance and the population of Milo-Grogan is not large enough to support or justify location of a facility. Access to existing facilities must be improved by better facilitating all modes of transportation and encouraging pedestrian access. Amenities such as parkland and playgrounds are lacking and should be remedied. There has been funding established to address some of the concerns regarding community facilities. The Milo-Grogan Area Commission must play an active role in tracking the expenditure of these funds and pursue additional funding for the unfunded needs. Issues of concern include:

- ◀ Lack of adequate park space and playgrounds in Milo-Grogan.
- ◀ Need to improve existing facilities or enhance services where lack of population doesn't support separate facilities.
- ◀ Crime and/or a perception of crime creates an insecure environment for residents and hinders revitalization efforts.

## Policies

- ◀ Ensure that a new playground is an initial focus of activities stemming from the plan in order to provide a tangible benefit for the neighborhood that will generate enthusiasm and greater levels of community involvement.
- ◀ Convert five of the empty lots identified in the Land Use Map into pocket parks, community gardens, and rain gardens with features for a variety of age groups.
- ◀ Ensure that playgrounds are located in each residential area to minimize the need for children to cross major streets like Fifth or Cleveland Avenues.
- ◀ Focus on the empty lots on the corner of Saint Clair and Shoemaker as a potential site for a medium-scale neighborhood park. Also work toward creating park areas on the Timken site.
- ◀ Explore partnerships with various non-profit organizations that assist neighborhoods in building parks, promoting public art, and preserving natural resources.
- ◀ Take advantage of existing resources and funding already earmarked for Milo-Grogan.
- ◀ Look into partnerships with ODOT with the goal of better utilizing state row adjacent to I-71.
- ◀ Make improvements to the city-owned lot on the corner of Cleveland and E. Starr Avenues so that it is more clearly recognizable as a community garden.
- ◀ Promote better connections to existing facilities, such as the North Side library on North High St. and the Post Office on 4th Avenue.
- ◀ Encourage the development of new facilities in Milo-Grogan, looking in particular at the possibility of a smaller, community-scaled post office and the utilization of mobile libraries.

*Proposed improvements to City-owned lot on the corner of Starr and Cleveland Avenues. Source: Milo-Grogan Capital Improvement Plan by Columbus Neighborhood Design Assistance Center.*





- ◀ Implement the recommended streetscape improvements as a means of encouraging pedestrian activity and providing better connectivity to needed facilities.
- ◀ Explore the possibility of changing cruiser districts so that Milo-Grogan is no longer split into two separate districts.
- ◀ Build on neighborhood interest in a block watch program by working with the Columbus Police Department to develop an effective program.
- ◀ Explore the feasibility of a Community Crime Patrol program for Milo-Grogan.
- ◀ Communicate with American Electric Power regarding the possibility of either landscaping a portion of the parcel they own on Saint Clair Avenue or opening it to the public for use as passive open space.
- ◀ Community organizations should pursue discussions with the Columbus Public School Board regarding location of a school in the area.

## Implementation

The city of Columbus Recreation and Parks Department in cooperation with the neighborhood liaison, Planning Division and Milo-Grogan Area Commission will be responsible for the implementation of the Community Facilities recommendations.



*Southern view of proposed park on the corner of Starr and Cleveland Avenues.*



*Northern view of proposed park on along Cleveland Avenue.*



*Proposed park overview from across Cleveland Avenue.  
Source: Milo-Grogan Capital Improvement Plan by Columbus  
Neighborhood Design Assistance Center.*



# Housing

**SECTION OUTLINE:**

- Existing Conditions
- Goals and Principles
- Housing Plan
- Policies
- Implementation

## ELEMENT 6

## Housing



*Residence on Lenoa Avenue.*

## Existing Conditions

Forty percent of the houses in Milo-Grogan were built before 1940, and 30 percent were built between 1940 and 1960. The two most prevalent house forms are the cross gable (or E1, since the basic floor plan is shaped like a sideways letter L) and the Foursquare (imagine a cube with a roof and a porch). Other forms from that era include bungalows and brick, flat-roofed quadplexes.

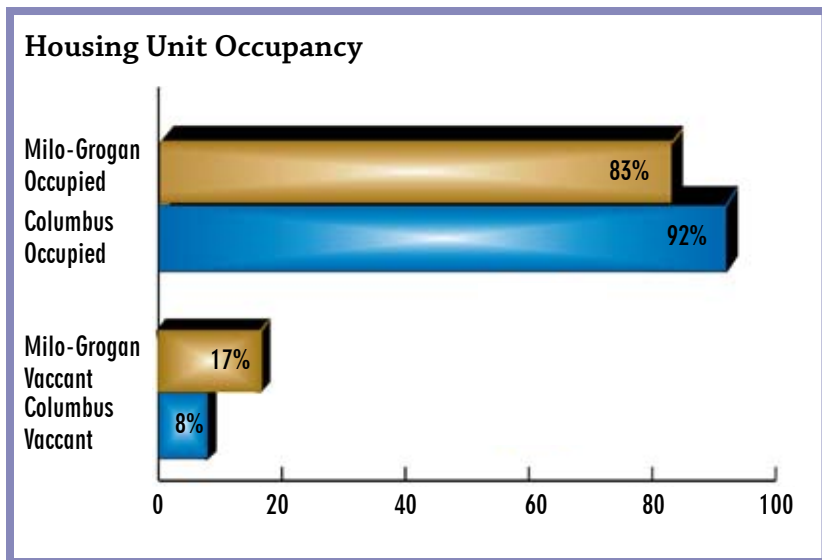
- ◀ **Stories and Roofs.** Houses from this era were generally two or two and a half stories (a half story is basically a third floor, some of which is under the slope of the roof – dormers provide windows) with relatively steeply pitched roofs. Bungalows had one or one and a half stories, and frequently showed Craftsman influences. Prevailing characteristics are wood siding exteriors, raised first floors and generous porches. Brick was used on some of the older more prominent houses.
- ◀ **Alterations.** As can be expected with houses that have been around for 50 or more years, many homes have been altered. Wood has been sided over by successive products such as insulbrick, aluminium and vinyl. Porches have been enclosed or removed and windows closed in.
- ◀ **Later Houses.** “Newer” houses (Post WWII) in Milo-Grogan have tended to be more minimal in terms of detailing, be built closer to the ground and have lower pitched roofs. The most recent new houses have been more attentive towards the styles of the original older houses.

## Housing Market

The housing market in Milo-Grogan suffers from some of the same ailments as other central city neighborhoods in Columbus. Over the past ten years there has not been any new market rate construction. All the new houses have been built by the Columbus Housing Partnership (CHP) or Habitat for Humanity. There are numerous vacant and abandoned houses in the area which depress the prices and create health and safety hazards for the residents. According to the 2000 Census the vacancy rate is 17 percent. The price of houses for sale generally varies from \$40,000 to \$70,000 depending on the condition; the median value of owner-occupied units in the 2000 census was \$47,500. This represents very affordable housing given that the average price of a single-family home in Columbus is in excess of \$140,000 (according to Columbus Realtors Association 2005 data).

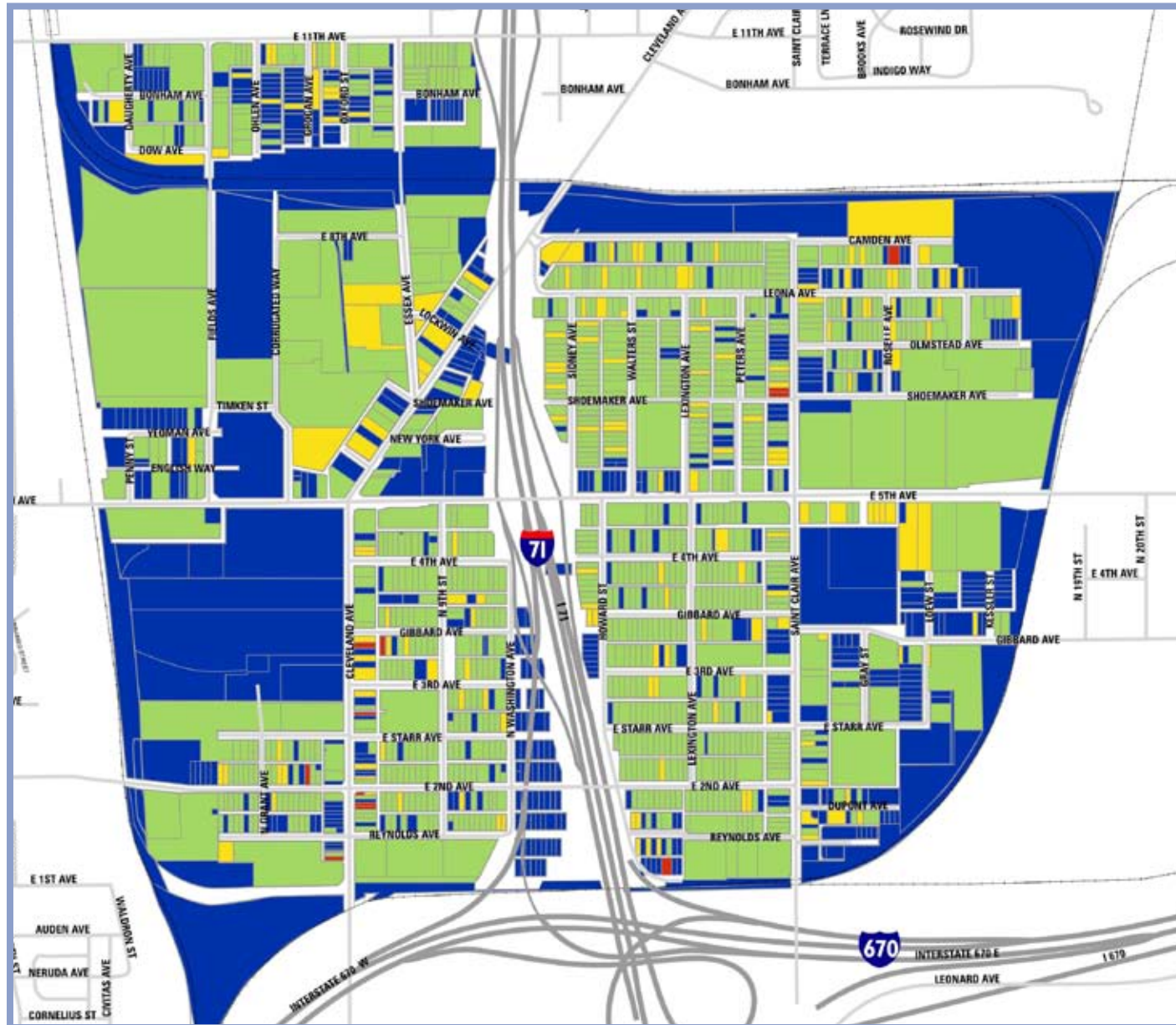
## Housing Conditions

Milo-Grogan enjoys a higher percentage (43 percent) of home ownership by occupants than most of the surrounding neighborhoods, some of which are less than 10 percent. Higher levels of homeownership promote neighborhood stability and provide families with a major asset and source of wealth. The community feels that the majority of the owner-occupied units belong to long-term residents that are aging, and most of the new owners purchase the properties for investment. Many of the streets in Milo-Grogan have retained the basic architectural integrity of their housing in scale, materials, and design. That integrity should be retained and enhanced in the revitalization process.



A survey of property in Milo-Grogan, conducted by Planning Division staff, shows the majority of residential units to be in fair condition (see Property Condition map) while acknowledging that there are numerous vacant lots throughout the neighborhood. The survey was based on inspection of the exterior from the right of way. Aesthetic issues were not taken into consideration. A building was rated as "Fair" if the exterior appeared to comply with building and health codes. If a particular building exhibited less than four minor code violations, it was rated as "Needing Improvement". If a building exhibited more than four code violations or appeared to have major structural damage it was rated as "Needs Major Improvement".

# Property Conditions



## Property Conditions

- No structure
- Fair Condition
- Needs improvement
- Needs major improvement



Data acquired from field survey by Long-Range Planning Division, September-November 2005.

## Goals & Principles

The Housing Plan strives to strike a balance between the general goals of 1) fostering historically appropriate revitalization of existing housing stock and increased amounts of market rate/subsidized infill housing with 2) the need to maintain sound housing for all income levels in the area and avoid the displacement of existing residents.

This is one of the greatest challenges facing communities in the process of change such as the Milo-Grogan neighborhood. Housing design guidelines (see Urban Design Guidelines page 14) will be one of the primary tools that help to ensure appropriate market rate and affordable infill housing without presenting an extraordinary burden on potential developers. The overall goals of the Housing Plan are:

- ◀ Maintain sound housing for all income levels in the area and avoid the displacement of existing residents, particularly senior citizens.
- ◀ Develop new housing in concentrated neighborhoods that are compatible with the existing architecture.
- ◀ Preserve existing housing stock and reduce rate of housing demolition.
- ◀ Rehabilitate abandoned, boarded-up, and vacant housing units.
- ◀ Recognize that the preservation and renovation of the existing historic housing stock is a crucial aspect of the revitalization of Milo-Grogan. Renovations should be consistent with the historic character of the area's housing.
- ◀ Support the development of new market rate single-family and rental housing to help create a balanced amount of housing for all income levels.
- ◀ The revitalization of Milo-Grogan should provide housing opportunities for all income levels and contribute to enhanced economic opportunity for all residents.
- ◀ New housing should be compatible with the historic urban environment in order to enhance the revitalization of Milo-Grogan.



*Apartment building in Milo-Grogan.*

## Housing Plan

The existing housing stock, while in need of improvement, is generally in fair condition. It serves the need for affordable housing within close proximity to amenities offered in the central city. There is a need for an active housing rehabilitation program such those carried out by community development corporations in other neighborhoods in the city. The Home Again program can also be utilized to demolish abandoned houses and replace them with new homes. New housing should abide by the housing design guidelines presented in this plan.

It will be necessary to work with developers and non-profits to develop models of various types of housing (including single-family, townhouses and multi-family), that demonstrate how good design can be used to create a mix of economically feasible, affordable and market rate housing. Issues of concern are:

- ◀ Deteriorating housing conditions, vacant structures.
- ◀ Vacant lots and the potential for incompatible infill development.
- ◀ Potential displacement of area residents, particularly seniors, and potential shortage of affordable housing as a result of historic designation or other reasons.
- ◀ Areas with high concentrations of poverty and low-income housing.

## Policies

- ◀ Encourage area residents to rehabilitate their homes as a means of supporting revitalization efforts in the community.
- ◀ Inform area residents of private and public loan and grant dollars available for housing rehabilitation. The Area Commission and the community development corporation should create an educational program to inform area residents about various programs. A table listing all City of Columbus Housing Programs is included in the Appendix.
- ◀ Encourage code changes that require property owners to comply with exterior housing code standards for both occupied and unoccupied structures.
- ◀ Promote the availability of funds and programs that provide assistance to residents and property owners wanting to rehabilitate their historic structures.
- ◀ Encourage preservation and renovation of historic structures rather than demolition.

- ◀ Enhance communication with code enforcement officers through the participation of neighborhood organizations and block watches which would notify code enforcement officers of priority issues and property owners of potential assistance programs.
- ◀ Ensure that a monthly written report of code enforcement activity is provided to the community at the area commission meeting.
- ◀ Cooperate with community development corporation to renovate existing structures.
- ◀ Utilize the housing design guidelines in this plan for guidance with appropriate housing renovation.
- ◀ Maintain quality housing for all income levels, particularly existing residents and senior citizens.
- ◀ Work with local agencies to organize residents so they can play a role in appropriately channeling new growth and take advantage of new economic development opportunities that come as a result of revitalization, i.e., the creation of new businesses, obtaining new jobs, etc.
- ◀ Work with the city's Land Bank to assure that a given percentage of infill housing developed on Land Bank property is affordable for lower and moderate income individuals/families.
- ◀ Discourage high concentrations of very low-income housing.
- ◀ Implement strategies described above to increase the production of market rate housing throughout the area.
- ◀ Actively participate in the new Home Again program launched by the mayor to address vacant housing issues.
- ◀ Protect residents from environmentally contaminated post-industrial areas (particularly the Timkin site) by encouraging commercial development and discouraging residential development without proper environmental remediation.



## Implementation

A community development corporation with goals similar to the plan recommendations could within six months of plan adoption develop a clear strategy and within a year the first property could be purchased and ready for development. The Milo-Grogan Area Commission should convene biannual meetings with relevant stakeholders to evaluate the progress of the implementation strategies and make necessary adjustments to ensure continued success.



*Residential housing on Camden Avenue with minor sidewalk and property improvements.*

# Economic Development

SECTION OUTLINE

Existing Conditions

Goals and Principles

Economic Development Plan

Policies

Implementation



## Economic Development



*Milo-Grogan business.*

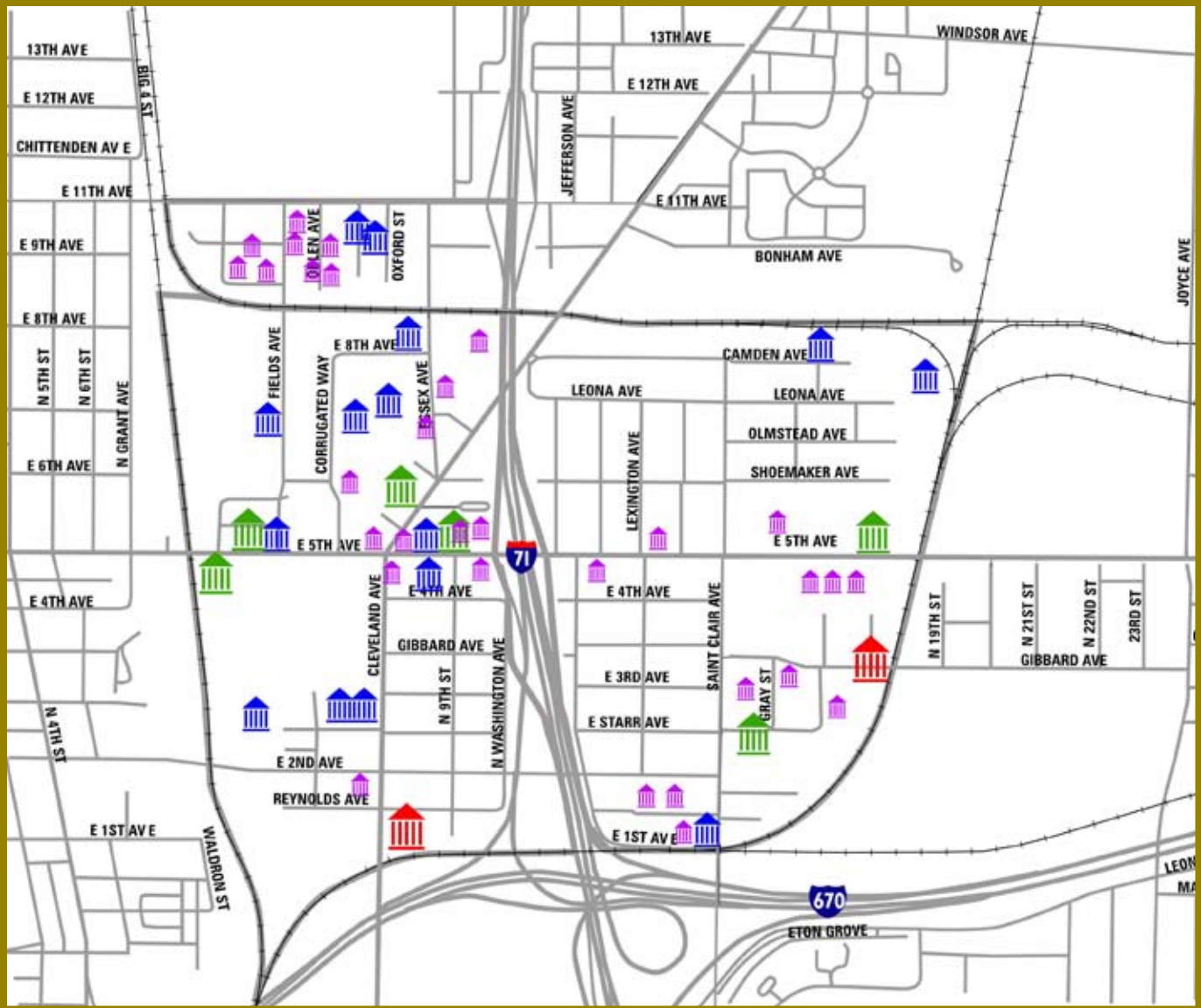
### Overview

The vitality of the economic base of the city and its neighborhoods and districts is an important underpinning of physical planning. Ensuring that economic assets are maintained and enhanced ensures for a vital economy. Employment opportunities and tax revenues are critical to providing quality neighborhoods and quality municipal facilities and services.

### Existing Conditions

There is a vibrant business community in Milo-Grogan, and it is one that has expanded in recent years. Over 50 businesses call the neighborhood home; collectively employing more than 800 people (almost double the number of jobs just three years ago). A variety of businesses are present in Milo-Grogan, with a large representation of wholesale, retail, and manufacturing establishments. The central location of the neighborhood is a factor in attracting this range; there is relatively easy access to all areas of the city via major thoroughfares and highways. A number of businesses also take advantage of railroad access on the neighborhood edges, either through direct access or, more commonly, by utilizing the non-residential space afforded by the corridors. There is a business association (Milo-Grogan Business Association), but it has not been active lately.

# Businesses in Milo-Grogan



Number of Employees

-  0 - 12
-  13 - 25
-  26 - 50
-  51 - 159

Map prepared by Planning Division, January 2007.



# Goals & Principles

The *Milo-Grogan Neighborhood Plan* goal for Economic Development is to build on the success of existing businesses in order to develop a thriving, attractive business district that provides employment and services for current and future residents of the neighborhood.

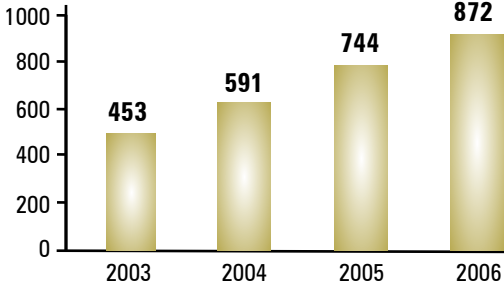
## Economic Development Plan

In developing strategies to meet the above goal, it is necessary to first address the immediate concerns of existing businesses and residents of the area and build upon the strengths of the neighborhood:

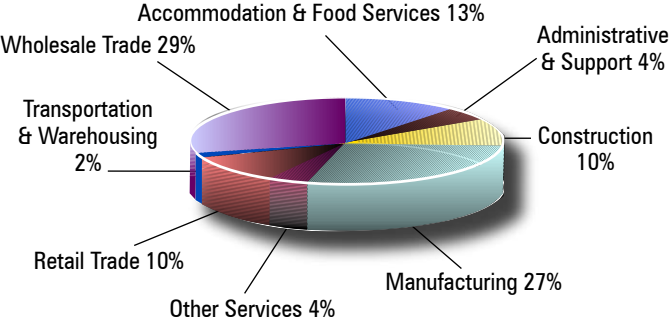
- ◀ Future economic development activity should build upon planning area strengths that support wholesale trade and manufacturing sectors.
- ◀ Infrastructure maintenance and improvement should be viewed as a key component of business retention in the area.
- ◀ The physical appearance and screening of businesses, especially those adjacent to residential uses should be consistent with plan guidelines.
- ◀ The businesses and area residents should develop better communication via the area commission and the business association.
- ◀ Local businesses should look to area residents as a first choice to fill employment vacancies.

Sources: Harris Selectory, Columbus Planning, 2006.

Total Employment in Milo-Grogan



Employment in Milo-Grogan



NAICS Category*	Number	Percentage
Accommodation & Food Services	6	13%
Wholesale Trade	14	29%
Transportation & Warehousing	1	2%
Retail Trade	5	10%
Other Services	2	4%
Manufacturing	13	27%
Construction	5	10%
Administrative & Support & Waste Management & Remediation Services	2	4%
<b>TOTAL</b>	<b>48</b>	



Tylee.

## Policies

- ◀ Develop an Urban Commercial Overlay for Cleveland and Fifth Avenue. The Planning Division should draft said code in 2007 with input from the Building Services Division and other city offices and submit it for consideration by Development Commission and City Council in late 2007 or within a year of adoption.
- ◀ Encourage better communication and connection between the area commission and the business association.
- ◀ Encourage good design of residential, office, and retail entities by making use of existing facilities where possible.
- ◀ Require exemplary design of new or renovated buildings in highly visible areas that would impress upon observers how truly special the District is. Areas considered critical include Fifth Avenue, Cleveland Avenue, Second Avenue, and Saint Clair Avenue.
- ◀ Develop the Timken site according to the design guidelines and land use recommendations. The development should abide by the land use and design recommendations given in the Urban Design element.
- ◀ Facilitate the expansion and retention of the existing business in the area in a manner consistent with the neighborhood plan.
- ◀ Target city retention and expansion activities in Milo-Grogan to support the area's strongest economic sectors: wholesale trade and manufacturing.
- ◀ Target city attraction activities to reinforce the stronger business sectors in Milo-Grogan while providing entry level jobs for the neighborhood's younger residents.
- ◀ Ensure infrastructure is maintained and improved to support business activity.

## Implementation

The Area Commission with assistance from the city's Economic Development Division should help activate and reenergize the business association and facilitate regular meetings with them. The above mentioned policies should be discussed with the business association or representatives of area business before any decisions are made regarding implementation.



# Appendix

HOMEOWNER SERVICES CENTER						
Program Name	Purpose	Type of Assistance	Eligible Applicants	Use of Funds/Eligible Activity	Phone	Important Information
CHORES PROGRAM	Minor home repairs for seniors and/or disabled individuals	Up to \$1,000 worth of materials and labor are provided at no cost.	Senior and/or disabled owner-occupant.	Minor home repair and maintenance work.	645-8542	Senior/disabled resident must live in the City of Columbus; Income limit is 80% of area median income and below.
HOME MODIFICATION PROGRAM	Special Housing Needs	Up to \$20,000 grant for owner-occupants and renters.	Persons with disabilities residing in the property; Written documentation of disability required.	Physical home alterations that enable accessibility.	Intake Line 645-8526	Owner-occupant or renter income limit is 80% of area median income and below. House or apartment must be the principal residence of the owner-occupant or renter. Permission of investor owner is required.
DEAF MODIFICATION PROGRAM	Special Housing Needs For Deaf and Hard of Hearing individuals	Specialized equipment is provided free of charge.	Owner-occupants or renters with disabilities residing in the property.	Equipment to increase safety and accessibility in the home.	Deaf Services Center (614) 841-9991 TTY/Voice	Owner-occupant or renter income limit is 80% of area median income and below. House or apartment must be the principle residence of the owner-occupant or renter. Permission of investor-owner is required.
EMERGENCY REPAIR PROGRAM	Emergency Repair	Up to \$7,500 grant.	Owner-occupants of a single family (1 unit) residential structure; doubles are not eligible.	Heating, plumbing, and electrical repairs requiring immediate attention.	Intake Line 645-8526	Owner-occupant must have lived in home for minimum of one year; Income limit is 50% of area median income and below.
HOME SAFE AND SOUND INITIATIVES	Prioritized Home Repairs	Up to \$20,000 low interest or deferred loan; Up to \$20,000 grant if criteria is met.	Owner-occupants of a single family (1 unit) residential structure; doubles are not eligible.	Prioritized repairs to assist in correcting substandard, unsanitary conditions.	Intake Line 645-8526	Owner-occupant must have lived in home for minimum of one year and reside in a 2006 Neighborhood Pride area. Income limit is 80% of area median income and below. Applicants must attend free Home Maintenance workshops.
MOBILE TOOL LIBRARY	Self-help Home Repair	Tools for home repair projects can be borrowed.	Owner-occupants, renters and non-profit organizations.	Self-help home maintenance and repair.	645-8542	Borrower must live in CDBG service area; All incomes are eligible. Nonprofits must provide services in the area.
SEWER TIE-IN PROGRAM AND WATER CONNECTION	Homeowner Assistance	Low interest or deferred loans; amount determined on a case-by-case basis.	Owner-occupants of a residential structure for which application is submitted.	Abandonment of private disposal system and connection to City water or sanitary sewage system.	645-8514	Property located within City of Columbus Corporate Limits in areas selected by the Utilities Department, lacking public sewer or water system; Income limit is 80% of area median income and below.



ACQUISITION AND RELOCATION COMPLIANCE SERVICES						
Program Name	Purpose	Type of Assistance	Eligible Applicants	Use of Funds/Eligible Activity	Contact	Important Information
ACQUISITION/RELOCATION COMPLIANCE SERVICES	Assure program compliance; Special housing needs	Temporary Housing research; funds for moving and other eligible expenses determined on a case-by-case basis	Owner-occupants, for profit and non-profit owners of rental housing	Acquisition and relocation due to a federally-funded housing/highway project or code vacate order.	645-7452	Income limit is 80% of area median income and below.
LEAD SAFE COLUMBUS						
LEAD SAFE COLUMBUS	Lead Based Paint Hazard Control and Outreach	Up to \$6,000 grant and up to \$20,000 zero% (0%) loan for private owners. Up to \$6,000 for non-profits and private owners receiving other federal funding.	Owner-occupants, for profit and non-profit owners of rental housing	Lead paint hazard control work (interior and exterior).	645-7452	Owner-occupant or tenant income limit is 80% of area median income and below. Investor owner income is not a consideration.
HOUSING FINANCE						
AMERICAN DREAM DOWNPAYMENT INITIATIVE (ADDI)	Homeownership	6% of purchase price-up to \$5,000 loan for downpayment.	First Time Homebuyer	Purchase of an existing home, condominium, or newly built home; 5 year note, mortgage, and restrictive covenant; single family units only.	645-6211	Homebuyer must live in the house as principal residence for 5 years; Property located in Columbus Public School District; Income limit is 80% of area median income and below. Homebuyer education is mandatory.
HOUSING DEVELOPMENT PROGRAM (HDP)	Homeownership	\$30,000 gap financing depending on the project.	Non-profit and Community Housing Development Organization (CHDO) single family housing developers	Rehabilitation or new construction of affordable single family homes for sale.	645-7986	Program is available to non-profits in Neighborhood Investment Districts (NIDs) only. CHDO projects are eligible within their designated areas. Projects containing 3 or more units given preference.
RENTAL HOUSING PRODUCTION/PRESERVATION (RHPP)	Affordable Rental Housing	Up to \$15,000 - \$18,000 loan per unit for the purpose of gap financing.	Non-profit or for profit developers	Rehabilitation or new construction of affordable multi-family rental housing.	645-1819	Income limit of tenants is 60% of area median income and below.
NEIGHBORHOOD INVESTMENT DISTRICTS (NIDs)/ RESIDENTIAL TAX INCENTIVES	Homeownership and Housing Improvement	Property tax abatement on increased valuation due to property improvements.	Developers for homebuyers; Rental property owners; Owner-occupants	N/A	645-6229	Requirements: 1. Construct new house on vacant lot. 2. Investment in existing rental property (minimum 50% of current valuation). 3. Investment by owner-occupant of 20% of current valuation. 4. Conversion (investment of 50% of current valuation) of rental housing to homeownership.

**645-3111** The City of Columbus Call Center is the single point of contact for requesting all non-emergency City services.

### WEBSITES

Central Ohio Transit Authority	<a href="http://www.cota.com">www.cota.com</a>
City of Columbus	<a href="http://www.columbus.gov">www.columbus.gov</a>
City of Columbus Economic Development Division	<a href="http://www.development.columbus.gov/DivisionsandOffices/economic_dev/index.asp">www.development.columbus.gov/DivisionsandOffices/economic_dev/index.asp</a>
City of Columbus Planning Division	<a href="http://www.development.columbus.gov">www.development.columbus.gov</a>
Columbus Foundation	<a href="http://www.columbusfoundation.org">www.columbusfoundation.org</a>
Columbus Public Schools	<a href="http://www.columbus.k12.oh.us">www.columbus.k12.oh.us</a>
Columbus Supersite	<a href="http://www.columbus.org">www.columbus.org</a>
Private Industry Council	<a href="http://www.ipicsolutions.com">www.ipicsolutions.com</a>
Public Safety Department	<a href="http://pubserv.ci.columbus.oh.us">pubserv.ci.columbus.oh.us</a>
Public Service Department	<a href="http://www.publicsafety.ci.columbus.oh.us">www.publicsafety.ci.columbus.oh.us</a>
Public Utilities Department	<a href="http://utilities.ci.columbus.oh.us">utilities.ci.columbus.oh.us</a>
Recreation and Parks Department	<a href="http://www.columbusrecparcs.com">www.columbusrecparcs.com</a>
Urban League of Greater Columbus	<a href="http://www.columbusurbanleague.org">www.columbusurbanleague.org</a>



*Homes on Sidney Street.*





*Milo-Grogan Neighborhood Plan*