



# SOUTHWEST BEXLEY MASTER PLAN



# ACKNOWLEDGEMENTS

Thanks are extended to all those who dedicated time and effort toward the completion of this Southwest Bexley Master Plan. The following people volunteered their time and served in an official capacity during this process. We would also like to thank the residents who participated in the planning process and attended the public Steering Committee meetings.

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# MASTER PLAN ADOPTION

The Southwest Bexley Master Plan was heard, reviewed, and endorsed by the following groups at their regular public meetings. This plan took effect as the adopted and guiding master plan for the southwest area of Bexley on *December 25, 2003*, following approval by Bexley City Council.

Southwest Bexley Master Plan Steering Committee - endorsed on *August 29, 2002*.

Main Street Redevelopment Commission - approved on *November 5, 2003*.

Board of Zoning Appeals - approved on *November 13, 2003*.

Planning Commission - approved on *November 24, 2003*.

Bexley City Council - adopted on *November 25, 2003*.

# PROJECT COORDINATION AND COMMUNITY INVOLVEMENT

The following is a record of the various public meetings and articles in which the Southwest Bexley Master Plan was discussed.

| <u>DATE</u> | <u>MEETING, ARTICLE, OR ORGANIZATION</u>  |
|-------------|---|
| 11/27/01    | Finance Committee                         |
| 11/27/01    | Bexley City Council                       |
| 12/03/01    | Eastside Messenger News Article           |
| 12/04/01    | Bexley City Council                       |
| 12/11/01    | Bexley City Council                       |
| 12/18/01    | Planning Commission                       |
| 12/19/01    | This Week News Article                    |
| 12/20/01    | Bexley City Council                       |
| 01/09/02    | Main Street Redevelopment Commission      |
| 01/10/02    | Board of Zoning Appeals                   |
| 01/16/02    | Tree & Public Gardens Commission          |
| 01/22/02    | Bexley City Council                       |
| 01/30/02    | Engineering, Plat & Development Committee |
| 01/30/02    | Bexley News Article                       |
| 02/12/02    | Bexley City Council                       |
| 02/26/02    | Bexley City Council                       |
| 03/06/02    | Bexley News Article                       |
| 04/03/02    | This Week News Article                    |

# PROJECT COORDINATION AND COMMUNITY INVOLVEMENT

CONTINUED...

| <u>DATE</u> | <u>MEETING, ARTICLE, OR ORGANIZATION</u>                          |
|-------------|---|
| 04/04/02    | SW Bexley Master Plan Steering Committee Meeting #1               |
| 04/10/02    | Bexley News Article   |
| 04/10/02    | This Week News Article  |
| 05/01/02    | Main Street Redevelopment Commission                              |
| 05/01/02    | Tree & Public Gardens Commission                                  |
| 05/02/02    | SW Bexley Master Plan Steering Committee Meeting #2               |
| 05/08/02    | Bexley News Article   |
| 05/09/02    | This Week News Article  |
| 05/16/02    | This Week News Article  |
| 06/06/02    | SW Bexley Master Plan Steering Committee Meeting #3               |
| 06/11/02    | Bexley City Council   |
| 06/13/02    | This Week News Article  |
| 06/19/02    | Bexley Heritage Fund  |
| 07/09/02    | Bexley City Council   |
| 07/10/02    | Bexley Area Chamber of Commerce                                   |
| 07/12/02    | Whitehall-Bexley Rotary   |
| 07/17/02    | Tree & Public Gardens Commission                                  |
| 07/23/02    | Bexley City Council   |
| 07/31/02    | Bexley News Article   |
| 08/01/02    | SW Bexley Master Plan Steering Committee Meeting #4               |
| 08/29/02    | SW Bexley Master Plan Steering Committee Meeting #5               |
| 07/15/03    | SW Bexley Master Plan Steering Committee Meeting #6               |
| 10/28/03    | Bexley City Council, 1st Reading                                  |
| 11/05/03    | Main Street Redevelopment Commission                              |
| 11/05/03    | Bexley News Publication- Notice of Public Hearing by City Council |
| 11/06/03    | This Week Publication- Notice of Public Hearing by City Council   |
| 11/11/03    | Bexley City Council, 2nd Reading                                  |
| 11/13/03    | Board of Zoning Appeals   |
| 11/24/03    | Planning Commission   |
| 11/25/03    | Public Hearing by Bexley City Council                             |
| 11/25/03    | Bexley City Council, 3rd Reading / Adoption                       |
| 12/25/03    | Implementation / Effective Date                                   |

# EXECUTIVE SUMMARY



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The southwest area of the City of Bexley is facing a number of issues that will affect its composition and quality of life for years to come. One of the primary issues is the increased development pressure Southwest Bexley is experiencing. This is a result of the continued success of Trinity Lutheran Seminary and Capital University, the desirability of living in Bexley, the undeveloped land along Alum Creek, and requests for higher residential densities for renovations and new developments. In addition, the City and community have taken steps to begin the revitalization of the commercial corridor along Main Street. Other issues facing the southwest area include the integrity and livability of the residential neighborhoods, the appearance and function of the commercial corridors, and related economic impacts to the city.

As a result, the City of Bexley, in conjunction with Capital University and Trinity Lutheran Seminary, initiated a planning study for Southwest Bexley to address these issues. A steering committee was established to direct this process and included representatives from Bexley City Council, Boards and Commissions, the Bexley Area Chamber of Commerce, Capital University, Trinity Lutheran Seminary, Bexley residents and businesses within the study area, the Bexley City School District, the Bexley Public Library, the Friends of Alum Creek, and the Holtzman-Main Business Association, as well as the Mayor and city staff. A number of goals were established by the steering committee including: providing for Bexley's future through long-range planning and redevelopment, revitalizing and enhancing Main Street, stabilizing the neighborhoods, improving the tax base, partnering to maintain the quality of the school district, and reaching a consensus on growth boundaries for the institutions.

The Southwest Bexley Master Plan provides a road map for achieving these goals and is significant in a number of ways. First, this plan is a landmark document because it creates definitive boundaries between the two major institutions of higher education and the rest of the city. This agreement goes a long way toward easing the traditionally tense town-gown relationship, allowing both Capital University and Trinity Lutheran Seminary to plan for and accommodate their future needs in a compact and appropriate campus environment. Further, it creates a

boundary for the residential neighborhoods and allows property owners and residents to feel secure in their investments. New residence hall development within the campuses and apartment development on Main Street, combined with more vigorous maintenance and code enforcement efforts, should reduce the pressure to convert off-campus housing into student rentals. The boundaries of these institutions will be cemented with the creation of a new campus zoning district that will assure that the goals of this plan are met.

Second, this plan identifies an unprecedented opportunity to redevelop Main Street for the benefit of the entire Bexley community. There currently exists a rare convergence of events that may enable the redevelopment of a major portion of Main Street in several cohesive projects phased over time. The result would be a mixed-use development that makes Main Street more active and vibrant, provides better synergy with Trinity and Capital, encourages private development, meets the goals of the Main Street Design Guidelines, allows Bexley to improve infrastructure, and provides a major boost to the tax base of Bexley. A complex trade and sale of development parcels between Trinity Lutheran Seminary, Capital University, the City of Bexley, and private developers is necessary to achieve this vision.

Third, this plan also identifies a second redevelopment opportunity in the area of Mayfield and Ferndale Place. This southwest corner of the city includes undeveloped parcels and is attractive as a redevelopment site due to its proximity to Interstate 70 and the beautiful Alum Creek corridor. A number of redevelopment concepts are examined, from simply connecting existing streets in order to better integrate the neighborhood with Bexley, to creating an office campus that improves the economic base of the city.

Fourth, this plan advances recommendations for protecting the Alum Creek corridor as a natural and passive park asset for the community. This creek corridor serves as an important natural and scenic habitat while providing important floodplain protection. There is an opportunity to create a linear greenway along the creek that provides passive recreational opportunities and connections for Bexley residents.

# EXECUTIVE SUMMARY

Finally, this plan makes recommendations for improving the condition, quality, and appearance of the Livingston Avenue commercial corridor. The placement of an overlay district should be investigated to improve the site and development standards here. By partnering with the City of Columbus, both sides of this street can be significantly enhanced – creating a welcoming gateway and more inviting establishments for the community.

After examining the southwest area in a comprehensive manner, this study culminates in the *Preferred Land Use Reorganization and Redevelopment Areas Map* (page 44) and the *Southwest Bexley Master Plan Map* (page 45), as well as a number of recommendations and action steps for the identified corridors and focus areas (pages 46-49). By following these recommendations, the general welfare and condition of the southwest area will improve. Neighborhoods can stabilize, the institutions can better organize their campuses, Main Street can be revitalized, Livingston Avenue can be enhanced, and the beauty of Alum Creek can be preserved and enjoyed.

In addition, the Southwest Bexley Master Plan will provide significant benefits to both the city and school district tax base. If redevelopment occurs according to the master plan, the annual assessed property tax base of Main Street will increase by nearly \$37 million! Redevelopment of the Mayfield/Ferndale area would result in an increase of roughly \$14.5 million. Taking into account the loss of \$6 million in assessed

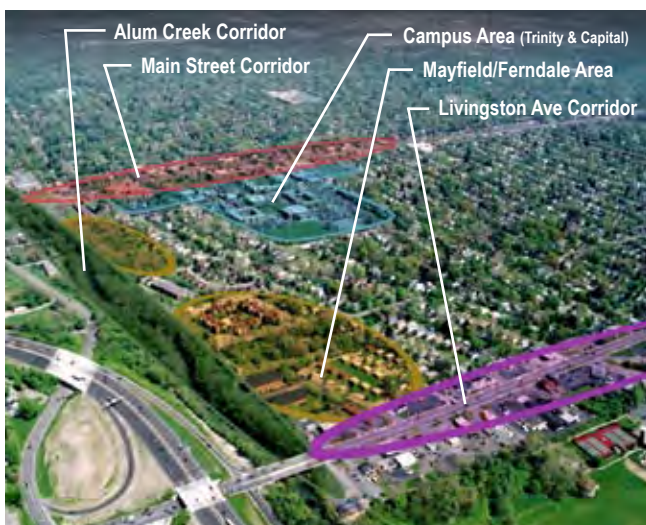
value that results from the campus reorganization, the total change is an increase of \$45.5 million in annual assessed value. Then there are additional economic benefits in the form of increased income taxes.

The southwest area of Bexley is a wonderful place to live, work, shop, and learn. The recommendations of this study help address the few areas of friction – by placing boundaries on institutional growth while allowing them to appropriately address their needs, protecting the neighborhoods and natural creek system, enhancing the commercial corridors, and making Main Street a much more dynamic and vibrant heart of Bexley. The result is something of which the entire community can and will be proud.

## Sustaining Program

The Southwest Bexley Master Plan is an important support document to assist public leaders, university and seminary leaders, residents, businesses, and property owners make sound business and investment decisions related to future development issues in the area. This plan serves as the basis for a sustaining development/redevelopment program. A sustaining program is one that adapts to the dynamic environment in order to continue to be successful and relevant to existing conditions. This plan is based on conditions and trends that exist today. Beyond the near-term plans for initiating the actions proposed herein, new issues and questions will arise regularly. As a result, it is expected that this plan will be reviewed and periodically updated. Such future revisions and decision-making will be supported by the results, experiences, and insights gained through the implementation of the Southwest Bexley Master Plan.

Efforts must be made to continue to promote implementation of the Master Plan recommendations and maintain the Plan's intent and viability. This will be accomplished by monitoring developments and resolving issues and conflicts that may occur due to changing conditions and/or community priorities. Reevaluation, reappraisal, and monitoring of this Plan will continue to occur. Based on local levels of interest and activity, a five- to seven-year cycle is recommended when scheduling a Master Plan update.





# INTRODUCTION

# INTRODUCTION

## Background

The southwest portion of Bexley presents some of the greatest challenges and opportunities facing the entire city of Bexley. As an inner-ring urban suburb, the city of Bexley confronts challenges that are not common to most other cities in Central Ohio. With no room to annex, Bexley is confronted with issues such as an aging infrastructure, concerns over the tax base, and limited amounts of developable ground and minimal areas of office development, a struggling commercial core, and expanding institutional uses. The southwest area has struggled with these issues but particularly the challenge and asset of having several large institutions located here. These institutions are great assets to the city by bringing employees, students, and investment into the community while also providing a source of civic pride. On the down side, however, these institutions are tax-exempt, causing a further reduction in Bexley's property tax roles as expansion occurs.

## Planning Process

To provide this plan in a timely manner with the opportunity for a wide variety of input, a straightforward planning process has been employed. A fourteen-member steering committee was appointed comprised of key stakeholders in the Southwest Area.

A series of five public stakeholder meetings were held from April 2002 to August 2002, focusing on the main discussion topics of:

- Issues / Visioning
- Goals / Existing Conditions
- Alternative Concepts
- Draft Plan Presentation
- Final Plan / Recommendations

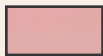
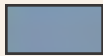
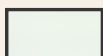

The early meeting established the issues facing the study area from which goals for the plan were generated. Following this, existing conditions were analyzed with a focus on the opportunities and constraints in the area. With the baseline information established, alternative concepts were generated to explore redevelopment opportunities and planning policies in the study area. After

discussion and input, these alternative concepts were refined for incorporation into a draft Southwest Bexley Master Plan. After further input at the public stakeholders meetings, this plan was finalized. The Southwest Bexley Master Plan was endorsed by the steering committee on *August 29, 2002*. The plan was then forwarded to the Board of Zoning Appeals, Planning Commission, Main Street Redevelopment Commission, and City Council. Public hearings incorporated additional comments from Council Members, Commission Members, and the public. The Southwest Bexley Master Plan became effective on December 25, 2003.

## Planning Tasks

In order to serve as a useful planning document and to meet the established goals for the planning process, two key elements needed to be established: 1) The appropriate boundaries for the major institutions in southwest Bexley; and 2) The development / redevelopment strategy for key sites in southwest Bexley.

The success of this plan depends on reaching consensus between the stakeholders in this process. Redevelopment/developments in this area has been largely unguided. Past planning and development disputes in the southwest area have largely been attributed to the lack of direction, communication, coordination, and agreement between the city, the major institutions and the residents and business/property owners of the area.

| Map Legend   |                      |
|--|----------------------|
|  | Primary Study Area   |
|  | Secondary Study Area |
|  | City of Bexley       |
|  | City of Columbus     |



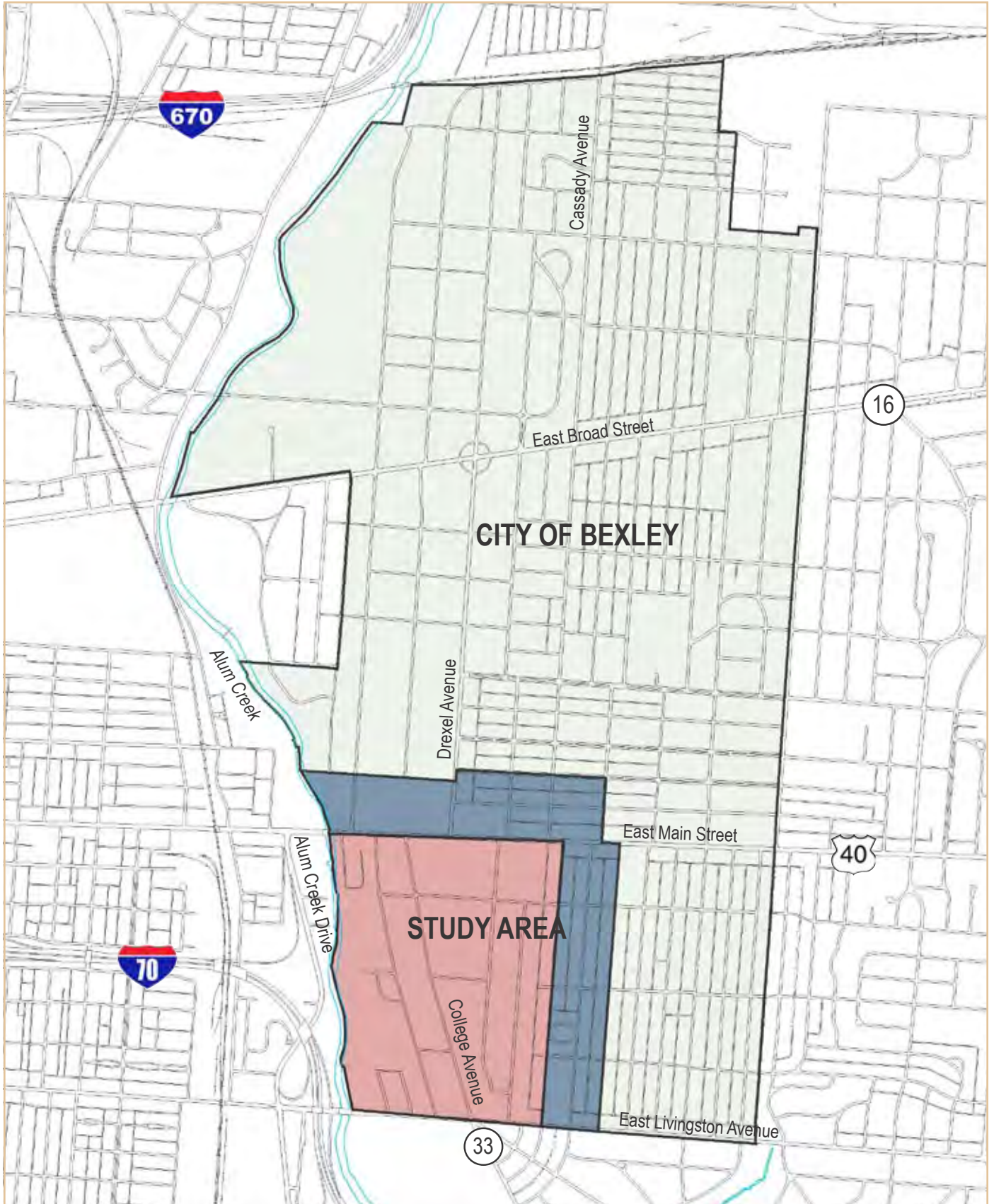


Figure 1 - Context Map for Southwest Bexley Study Area





# EXISTING CONDITIONS



# EXISTING CONDITIONS

The following existing conditions in the Southwest Bexley Study Area are analyzed in this section:

- Study Area
- Zoning
- Land Use
- Institutions
- Circulation
- Natural Features
- Parks & Open Space
- Economic Condition
- Opportunities and Challenges



This information served as the basis for this planning process, allowing recommendations on land use, redevelopment, future expansion of institutional uses, and natural preservation to emerge.



Figure 2 - Aerial Photograph of Southwest Bexley

Table 1: Master Plan Goals

| Master Plan Goals   |
|---|
| Improve Tax Base ( many sources)  |
| Reach Consensus for expansion boundaries for institutions in the study area |
| Stabilize owner-occupied neighborhoods                                      |
| Create a framework to guide redevelopment                                   |
| Emphasize a pedestrian-oriented environment                                 |
| Provide accessible & interconnected greenways and parkland                  |
| Assist safe and effective traffic movement                                  |
| Enhance gateways to the City (and institutions)                             |
| Address parking concerns  |
| Maintain and enhance appearance of study area                               |

| Map Legend   |                      |
|--|----------------------|
|  | Primary Study Area   |
|  | Secondary Study Area |



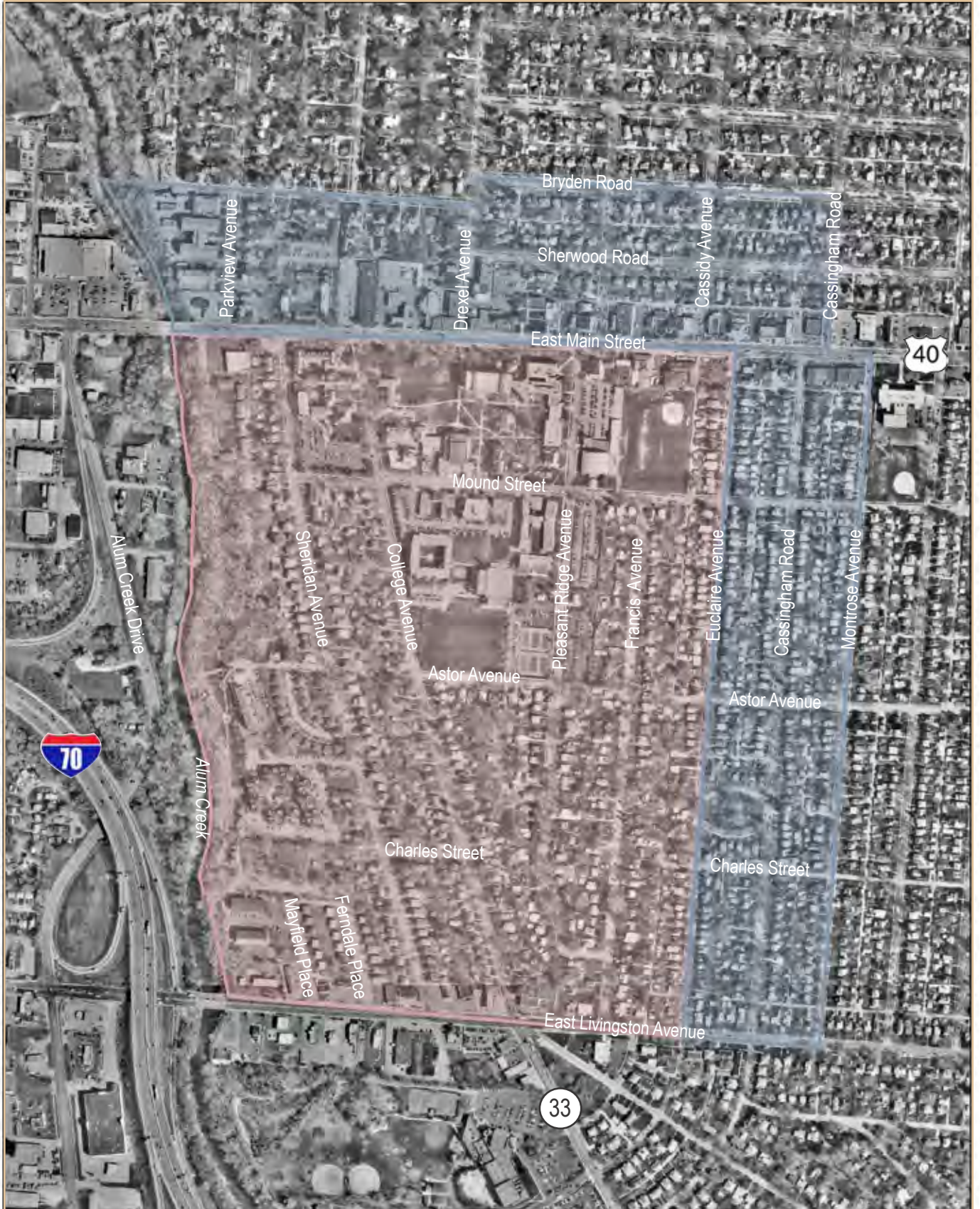


Figure 3 - Orthophotograph of Southwest Bexley Study Area (2000)

# Study Area

The southwest Bexley study area is 298.6 acres in size. This comprises 19.2% of the overall land area in the City of Bexley. The study area has been divided into two zones. The primary study area of 189.8 acres and the secondary study area of 108.8 acres.



Initially the focus was on the primarily study area, but it became clear that issues facing this area extended into and affected the surrounding neighborhoods and both sides of Main Street. As a result, the secondary study area was added. The primary study area is bounded by East Livingston Avenue and the Columbus corporate boundaries to the south, Alum Creek and the corporate boundaries to the west, East Main Street to the north, and Euclaire Avenue to the east. The secondary study area expanded the northern and eastern boundaries to Bryden Road and Montrose Avenue respectively.

Table 2: Southwest Bexley Study Area

| Southwest Bexley Study Area |             |
|-----------------------------|-------------|
| Total Size:                 | 298.6 acres |
| Primary Study Area:         | 189.8 acres |
| Secondary Study Area:       | 108.8 acres |
| Portion of Bexley:          | 19.2%       |

Table 3: Selected Populations and Demographics Statistics

| Select Population and Demographic Statistics   |        |
|--|--------|
| Year 2000 U.S. Census  |        |
| Total Bexley Population:   | 13,180 |
| Study Area Population:*  | 3,633  |
| * Note: The population of the study area (and Bexley) probably undercounts the student population due to the reporting methods for residency used in the Census. |        |

| Map Legend  |                      |
|---|----------------------|
|  | Primary Study Area   |
|  | Secondary Study Area |



# EXISTING CONDITIONS

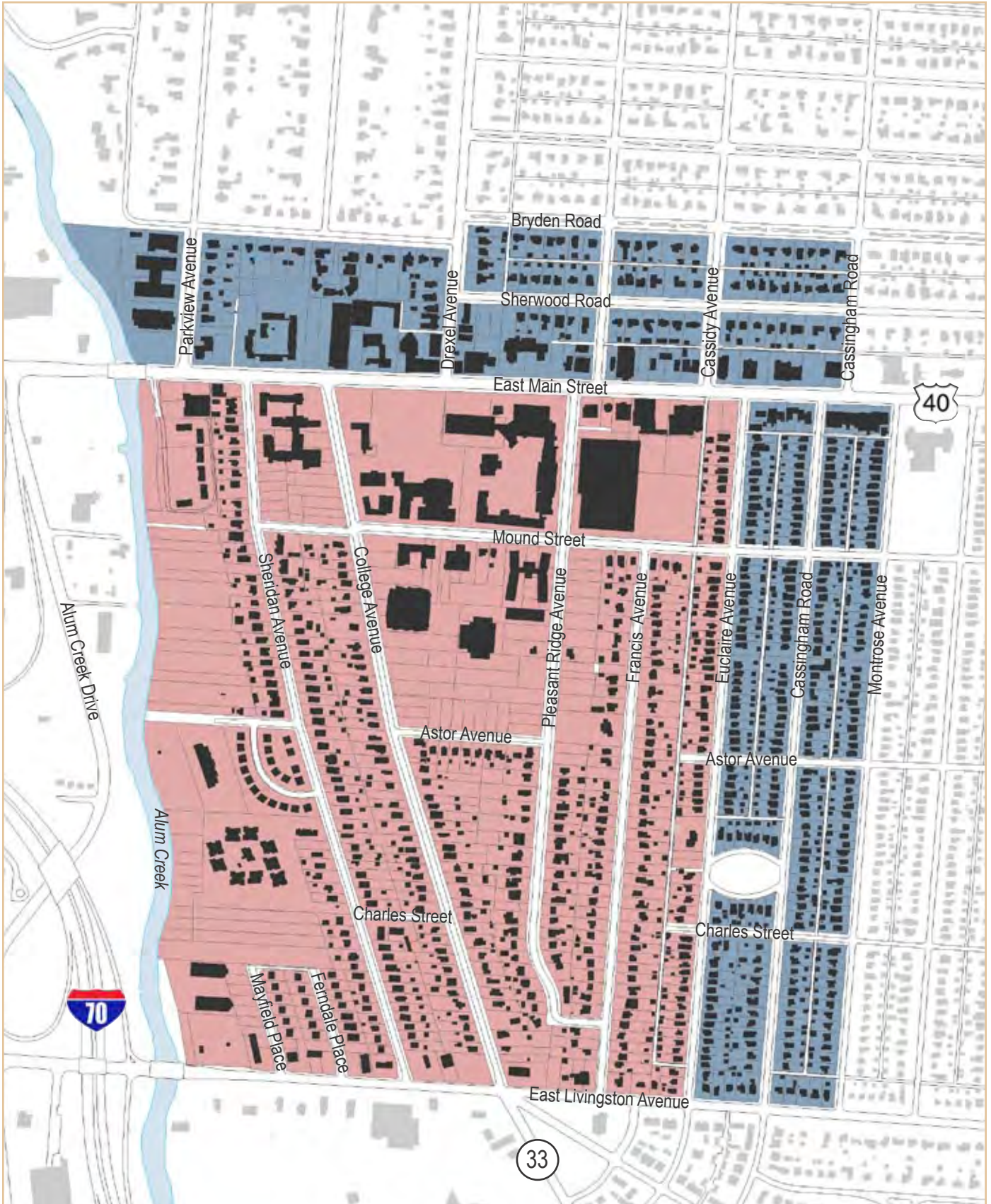


Figure 4 - Southwest Bexley Study Area Map

# Population and Housing


In order to determine demographic factors influencing the study area, census block information was gathered. Much of the primary study area is located in one census block (# 89004), with the remainder of the primary study area split between two other blocks (# 89001 and # 89003). Complete statistical tabulations of demographic factors were not possible since the census block boundaries are not coincident with the study area boundaries. In addition, the study area demographics likely fluctuate from those indicated in the census information over the course of individual years due to the large student population in the area. Even with these limitations, significant inferences can be drawn regarding the study area based on the information gathered. In particular, the rate of rental occupancy versus owner occupancy shows a large bias in the primary study area.

For the entire city of Bexley, the owner occupancy rate is 73.4% with a 21.2 % rental occupancy rate. For the census block in the primary study area (# 89004), the owner occupancy rate is only 24.7% while the rental occupancy rate soars to 62.7%. In the adjacent census blocks (# 89001 and # 89003) the rental occupancy rate drops all the way down to 11.5% and 7.6% respectively.

The reason for the high rental occupancy rate in the primary study area is clearly effected both by the location of significant multi-family construction in the area and by the presence of Capital University and Trinity Lutheran Seminary students in the neighborhood. It is also clear that this portion of the city is unique in regard to the high rental occupancy rates. Without changes to the factors affecting the current conditions, this plan contemplates that this area will remain a largely rental occupied portion of the city. This knowledge has helped in guiding the study of alternatives concepts contained in the next section.

Table 4: Occupancy Statistics

| <b>Occupancy Statistics</b>  |       |                            |       |
|------------------------------|-------|----------------------------|-------|
| <i>Year 2000 U.S. Census</i> |       |                            |       |
| <b>BEXLEY OVERALL</b>        |       | <b>CENSUS BLOCK #89001</b> |       |
| Rental                       | 21.2% | Rental                     | 11.5% |
| Owner                        | 73.4% | Owner                      | 85.8% |
| Vacant                       | 5.4%  | Vacant                     | 2.7%  |
| <b>CENSUS BLOCK #89004</b>   |       | <b>CENSUS BLOCK #89003</b> |       |
| Rental                       | 62.7% | Rental                     | 7.6%  |
| Owner                        | 24.7% | Owner                      | 89.2% |
| Vacant                       | 12.6% | Vacant                     | 3.2%  |

| <b>Map Legend</b>   |                    |
|---|--------------------|
|  | 2000 Census Blocks |



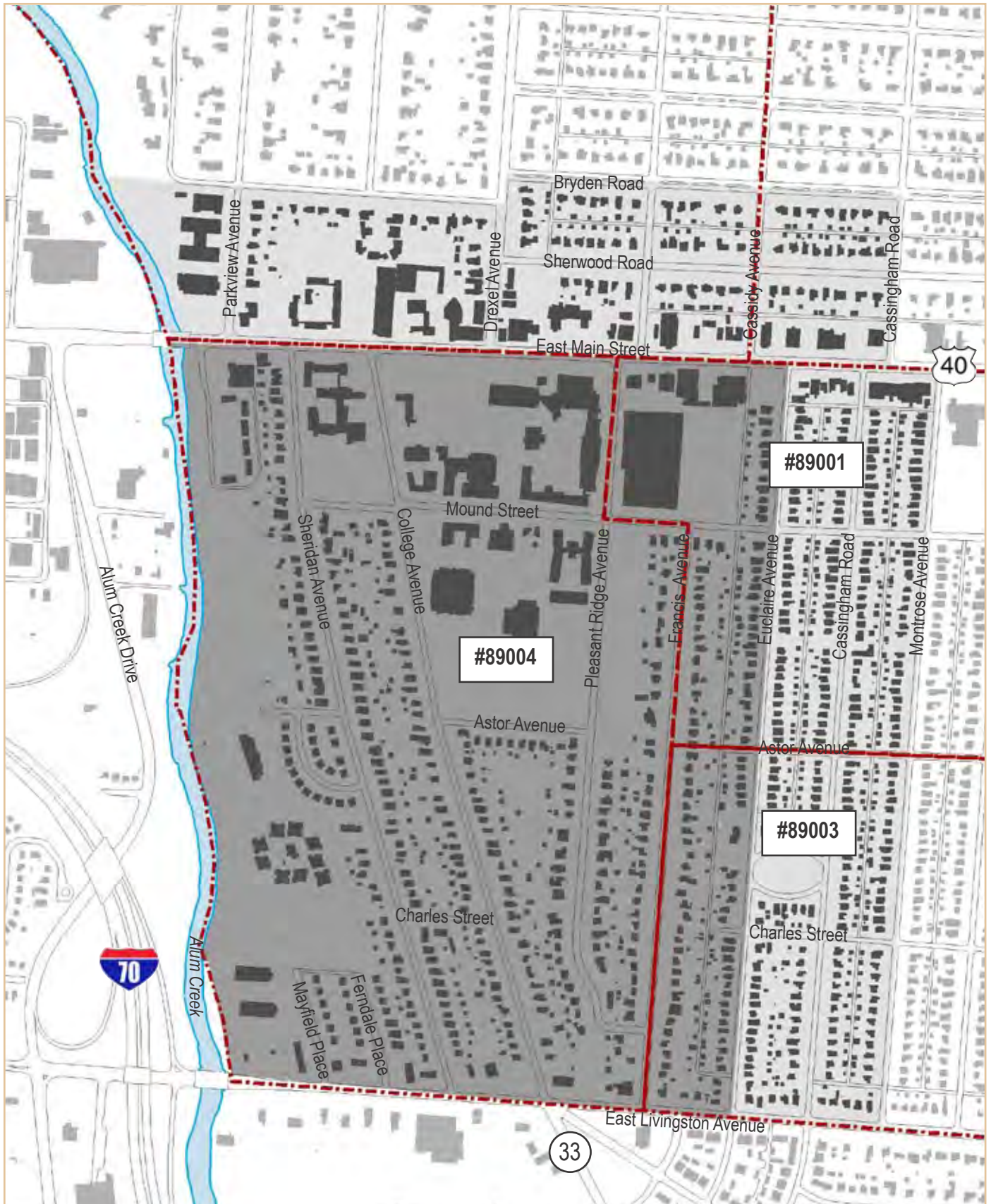


Figure 5 - 2000 Census Blocks Map

# Zoning

The existing zoning in southwest Bexley indicates four distinct portions of the study area:

## Single Family Residential

A large portion is zoned for single-family residential use (R-6 Low Density Single Family). This area consists of distinct residential neighborhood blocks. Census numbers indicate that most of these areas are owner occupied.

## Multi-Family Residential

The portion along Sheridan Avenue and to the west is designated as multi-family zoning and apartment development in planned residential districts (R-12 Low Density Multi-Family and PUR Planned Unit Residential). Most of the parcels along Sheridan Avenue contain duplexes and single-family residences, all in a similar architectural style. Developments to the west of Sheridan Avenue were built later and are larger and more modern. They consist primarily of apartment complexes and retirement/assisted living centers. Census data indicates that the majority of units in this area are renter-occupied, as would be expected with development.

## Commercial

Main Street and Livingston Avenue are indicated as commercially zoned corridors (CC Community Commercial, CS Community Service, and OC Office Commercial). These locations contain all the commercial use in the study area. The zoning along Main Street is Community Commercial and Office Commercial, while the businesses along Livingston Avenue are primarily auto-oriented in the Community Service District.



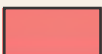



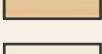


## Institutional/Campus

Capital University and Trinity Lutheran Seminary are largely zoned in the OS Open Space District. This zoning designation is used throughout Bexley for schools, parks, and universities and contains very general standards. Newer portions of the Capital University

campus are zoned Planned Unit Residential (to meet neighborhood concerns) and contain only parking, green space, intramural fields, and a single-family residence.

## Summary

The location and type of zoning designations throughout the study area roughly match the existing land uses found there. The Main Street area contains a variety of zoning designations that do not facilitate achieving the full range of goals designated in this plan and other plans for the corridor. To remedy this, a zoning code update is underway for the commercial classifications along Main Street as an outgrowth of the recently approved Main Street Design Guidelines. Reconsideration of the OS District may also be necessary to accomplish the goals of this plan and meet the future needs of the city's institutions. Tweaking of the Community Service District may also be in order to improve properties along Livingston Avenue.

| Map Legend  |                                  |
|---|----------------------------------|
|  | PUC Planned Unit Commercial      |
|  | CC Community Commercial          |
|  | CS Commercial Service            |
|  | R-12 Low Density Multi-Family    |
|  | PUR Planned Unit Residential     |
|  | R-3 Medium Density Single Family |
|  | R-6 Low Density Single Family    |
|  | OC Office Commercial             |
|  | OS Open Space District           |



# EXISTING CONDITIONS

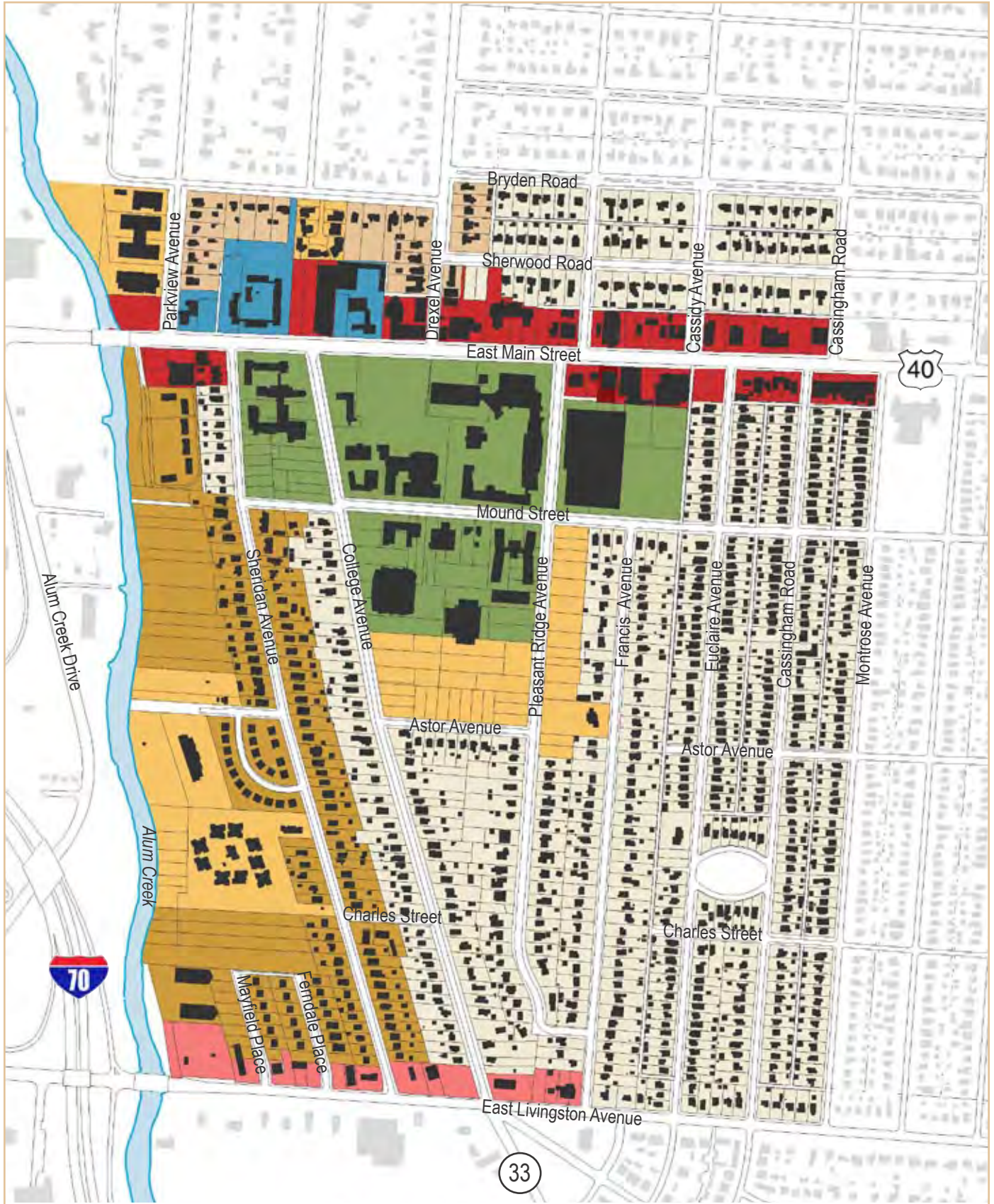


Figure 6 - Zoning Map



# Land Use

## Institutional / Civic

With Capital University as an anchor, tax exempt properties located along Bexley's primary valuable commercial corridor institutional/civic uses form the core of the southwest area. Indicated in blue on the map, these uses make up a good deal of the Main Street corridor, while extending significantly into the residential neighborhoods of the southeast area. Institutional uses consist of City Hall and Service Center, Capital University, Trinity Lutheran Seminary, the Lutheran Church, and the Bexley Public Library. One of the primary concerns in determining future land use for the southwest area is in determining the short and long-range plans of the institutions. To this point, expansion of institutional uses has been unfocused, driven by immediate needs and available properties for sale rather than long-term planning. One major goal of the Southwest Area Plan will be to define the appropriate locations for further expansion of institutional/civic uses. In conjunction with that effort, other areas will be designated for potential conversion into other uses better serving the commercial corridors and adjacent residential neighborhoods.

## Single-Family Residential

There is a large, high-quality residential neighborhood that comprises much of the study area. In particular, the area east of Capital University that extends south to Livingston Avenue is a thriving residential neighborhood. By establishing agreed expansion boundaries for the institutional uses, the continued success of this neighborhood as a single-family area can be assured.

## Multi-Family Residential



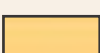
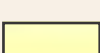
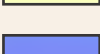


A fair amount of multi-family housing is located along Sheridan Avenue and to the west of that street. This includes duplexes, apartment complexes and infill multi-family. Some of this housing is utilized by Capital University students who have limited residential choices on campus. Part of this plan will be to establish areas for residential expansion by Capital, expanding the range of housing options for students and changing the character of the area.

Table 5: Land Use

| Land Use              |     |
|-----------------------|-----|
| Single-family         | 48% |
| Multi-family          | 10% |
| Institutional / Civic | 22% |
| Duplexes              | 6%  |
| Public Parks          | 2%  |
| Commercial            | 7%  |
| Undeveloped           | 5%  |

## Commercial Corridors

The southwest area includes portions of the primary commercial corridors in Bexley. Both Main Street and Livingston Avenue have a mixed group of commercial and retail uses and a mixed level of success along each corridor. Main Street is more successful aesthetically, but struggles to capitalize on its full potential due to large inactive areas along the street. Livingston Avenue has developed with little land use or aesthetic controls and needs improvement to positively contribute to the southwest area.

| Map Legend  |                           |
|---|---------------------------|
|  | Commercial                |
|  | Multi-Family Residential  |
|  | Duplex Residential        |
|  | Single-Family Residential |
|  | Civic/Institutional       |
|  | Park                      |
|  | Vacant                    |

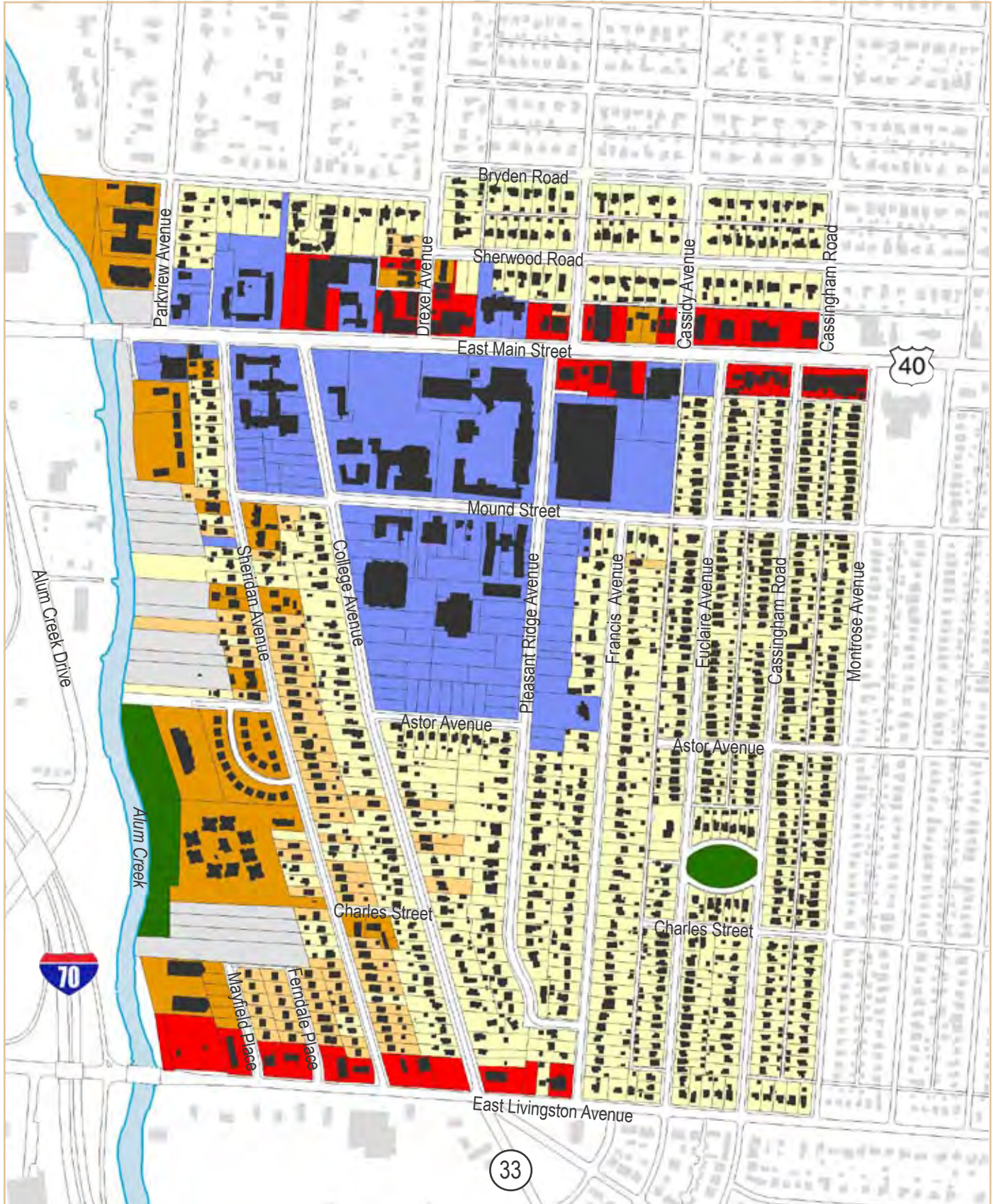


Figure 7 - Land Use Map



# Institutions

The existing institutional/civic uses in the southwest area play the most influential role in future development. Over 22% of the study area is comprised of these uses, and a majority of the district is directly influenced by their land use impacts. The physical presence of the institutional/civic uses in use and architecture sets the tone for the entire area. In addition, these uses significantly contribute to the character of the area by creating activity and providing employment.

## Capital University

Capital University is the largest institution in the city with its long history entwined with that of Bexley. Due to its size and significance, Capital has the greatest land use impact of any single entity in study area. It is the fastest growing institution in Bexley and the need for any expansion of campus greatly effects the surrounding neighborhood. Also, Capital has significant frontage on Main Street that is currently rather inactive, and does not engage the street presenting potential opportunities to improve the Main Street corridor.

## Trinity Lutheran Seminary

Trinity is the oldest institution in Bexley and also plays a significant role in development of the southwest area. With property ownership on both sides of Main Street, Trinity is a key element in redevelopment potential along Main Street. In addition, Trinity has the opportunity to formalize boundaries through this planning process and create the potential for



Table 6: Institutional & Civic Land Ownership

| Institutional / Civic Land Ownership |                 |
|--------------------------------------|-----------------|
|                                      | % of study area |
| Capital University                   | 20.0%           |
| Trinity Lutheran Seminary            | 4.0%            |
| City of Bexley                       | 3.0%            |
| Bexley Library                       | 0.5%            |

improved student housing options on their campus. The development of their plans must coordinate with Capital in order to develop the long-term success of the institutional core of southwest Bexley.

## City of Bexley

The municipal offices of the city are located along Main Street, in the Drexel Block affording great potential as a redevelopment site. Redevelopment of the municipal site has long been a topic of discussion in the city (with relocation of the city services to elsewhere in the city). The current location does have the advantage of maintaining a civic presence on Main Street, though, and could be incorporated into a larger redevelopment proposal that utilizes a greater portion of Main Street.

## Bexley Library

The Bexley Library is a significant civic presence on Main Street. It serves as a municipal activity anchor for the center of the Main Street corridor and could be used as the first element in expanded plans to service parking and traffic circulation in that area.





| Map Legend  |                           |
|---|---------------------------|
|  | Capital University        |
|  | Trinity Lutheran Seminary |
|  | City of Bexley            |
|  | Bexley Public Library     |



Figure 8 - Institutional / Civic Land Ownership Map



# Circulation

Traffic circulation throughout the Southwest Area is facilitated by a partial grid street pattern serving two primary east-west arterials. North-south movements on secondary and neighborhood streets are fairly redundant, facilitating relative ease of travel. East-west movements throughout the area are not so easily accommodated, however. Other than the primary thoroughfares, there are no direct east-west connections across the study area. This has the advantage of directing all traffic to the primary arterials, but the distinct disadvantage of making cross neighborhood access throughout the area very difficult.

## Primary

Having two primary arterials, the study area is easily accessible from throughout the city. The portion of Main Street in the study area is commonly viewed as the “heart” of the city with the most recognizable destination uses (restaurants, movie theater, ice cream shop) and the municipal buildings for the city. In addition, Main Street is the front door for both Capital University and Trinity Lutheran Seminary. Livingston Avenue, while not as integral to the city, provides highway access and auto-oriented services for the community.



While the area is served by these two primary arterials, they only facilitate east-west movements, creating a specific impact on the study area.

## Secondary

A number of secondary roads provide the major north-south access through the study area. Most traffic movements in the area involve these secondary roadways as connections to the primary east-west arterials. Within the study area, only limited east-west movement is facilitated by the secondary roads, with no east-west routes continuing through the entire study area.

North-south routes that facilitate much of the traffic in the study area are Sheridan Avenue and College Avenue. These serve the residents in the neighborhood, those accessing the University, as well as those accessing Bexley from the south. These roadways tend to become congested as they have few east-west connections so all traffic is funneled down their length to reach the primary arterials.

## Neighborhood

In the primary study area, the neighborhood grid is incomplete. In particular, east-west connections are not accomplished throughout the area, placing all traffic onto the north-south secondary roadways as an access to the primary arterials.

| Map Legend  |                     |
|---|---------------------|
|  | Primary Street      |
|  | Secondary Street    |
|  | Neighborhood Street |

# EXISTING CONDITIONS

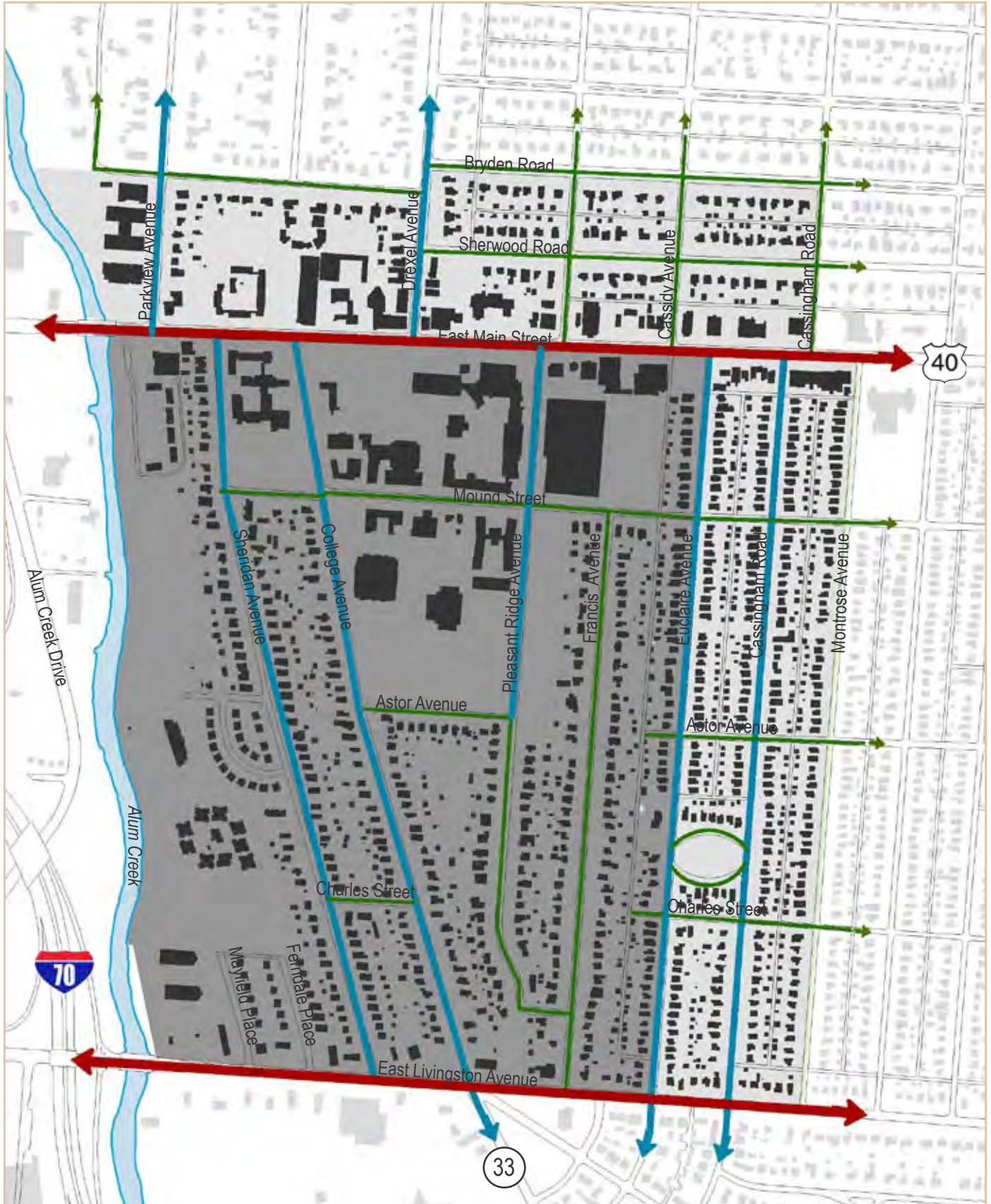


Figure 9 - Circulation Map




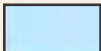

# Natural Features

## Alum Creek Corridor

The dominant natural feature that exists in Bexley is the Alum Creek corridor. Alum Creek is the one significant natural linear feature in Bexley and the corridor is important for a number of reasons. It is an important waterway, affords flood protection, includes wetlands, remains as a natural habitat for wildlife, and provides beauty and scenic relief. These floodplains, wetlands, and natural habitat are valuable assets for the community as well as the larger watershed. In addition, the creek corridor provides one of the few places of major topographic relief within the city. Finally, the corridor maintains linear recreation space with the potential to connect a number of parks along the wester edge of the city

Portions of the Alum Creek corridor are bordered by vacant land. With a very limited supply of vacant ground in the city and the scenic quality of the corridor, this land attracts development interest. As a result, it represents development potential for Bexley. It is important that development and preservation interests are coordinated. In particular, the existing 100-year floodplain should be maintained free of development and can serve as the basis for establishing preservation areas along the corridor.



| Map Legend  |                     |
|---|---------------------|
|  | 100 Year Floodplain |
|  | 500 Year Floodplain |
|  | 2' Contour line     |

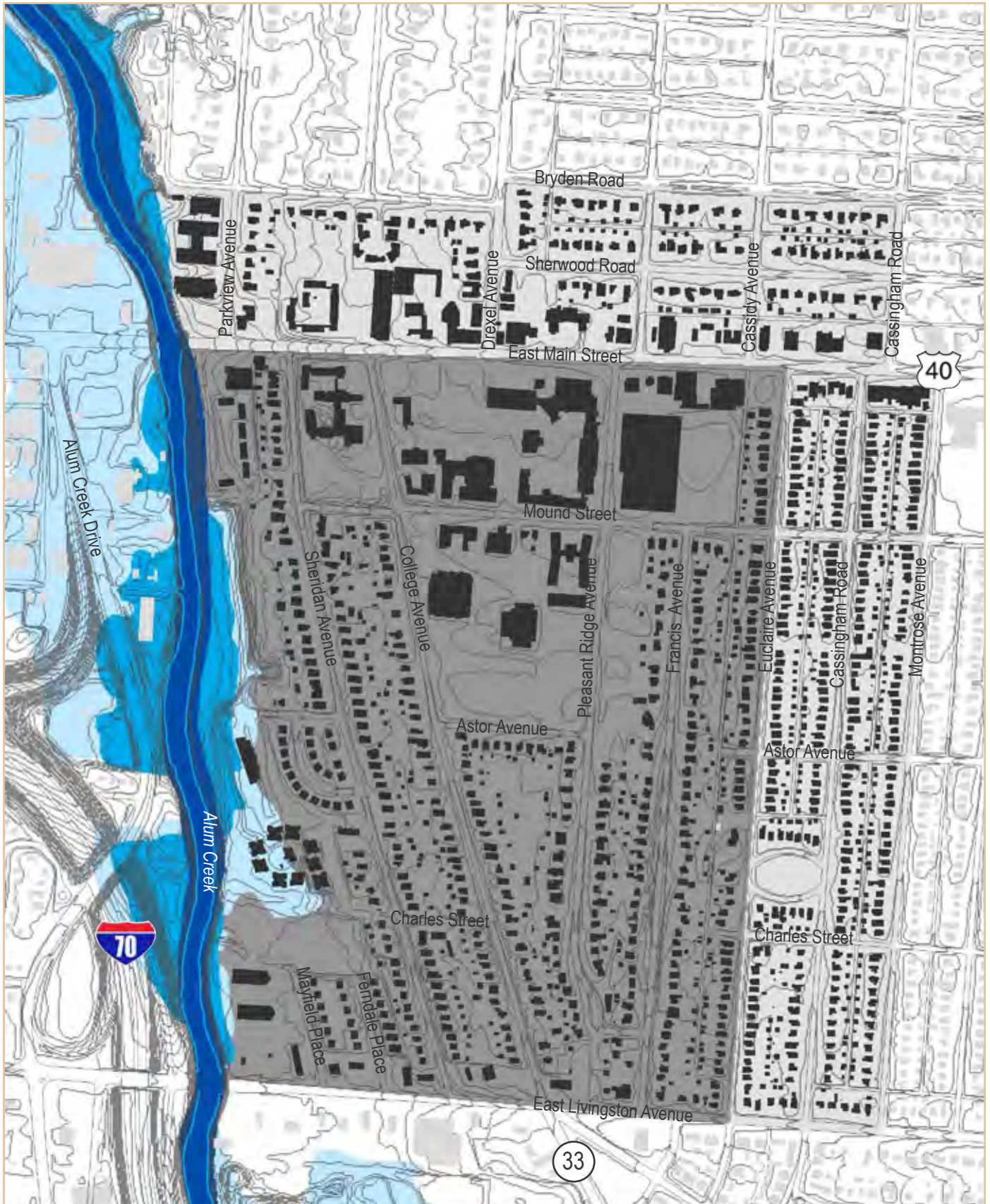
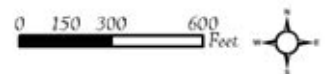


Figure 10 - Flood Plain/Topography Map





# Parks & Open Space

## City Parks

There are a limited number of city parks in the study area, but other parks are located nearby. In the study area is Schneider Park, located along the Alum Creek corridor. It is largely natural in appearance and creates a great entry into the creek side preservation area. Ideally, a pedestrian bridge will eventually be constructed to link with the planned bike path along the western edge of Alum Creek.

Havenwood Park is located in the residential neighborhood portion of the study area, between Euclaire Avenue and Cassingham Road. This park is a great visual amenity, also serving as an ideal passive recreation place. There is not room, however, for much active recreation to occur.

Next to the study area along Main Street is Pumphouse Park, under development in conjunction with the city of Columbus. This will serve as a gateway to the community and a link in the linear Alum Creek corridor path system. To the east of the study area is the Montrose Elementary School with recreation fields that are accessible to the community.

## Semi-Public Open Space

The semi-public open spaces primarily consist of areas on the Capital University campus. These include the entry grounds and quad along Main Street and the open recreation/intramural area along Astor Avenue. This



Table 7: Parks and Open Space

| Parks & Open Space |                   |
|--------------------|-------------------|
| Public Parks       | 7.6 acres         |
| Open Space         |                   |
| Private            | 9.0 acres         |
| Public             | 1.5 acres         |
| *Pump House Park   | 2.0 acres         |
| <b>TOTAL</b>       | <b>20.1 acres</b> |

land also includes the Capital Center athletic field home to the varsity football, soccer, and baseball teams - though because of its reserved use it functions more like private space.

## Unimproved Open Space

Several areas along the Alum Creek corridor have been designated as natural preserve park areas. This plan contemplates an expansion of these areas to form a linear natural park as development and redevelopment occurs along the Alum Creek corridor.

## Future Trail

The recreational nature of the Alum Creek corridor will be greatly enhanced with the construction of a recreation trail on the Columbus (western) side of Alum Creek. This bike path will link to the regional pathway system and provide pedestrian and bicycle access to Bexley's primary entry points. In addition, it begins to create an alternative transportation network for possible commuting uses.


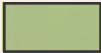


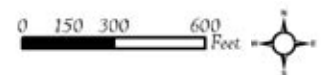
| Map Legend  |   |
|---|---|
|  | City / Public Park                      |
|  | Semi-Public Open Space / Athletic Field |
|  | Unimproved Open Space                   |
|  | Future Bike Trail                       |



Figure 11 - Parks & Open Space



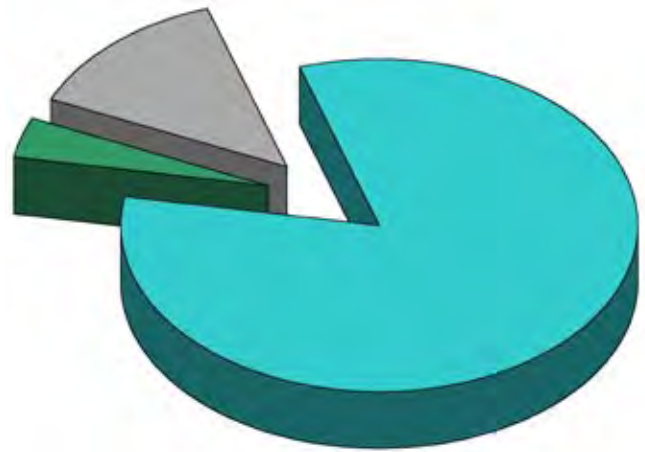
# Economic Condition

It is important to understand the current economic conditions in the southwest area and Bexley as a whole. One measure of a community's condition is the relative assessed value of properties within the city. Areas of growth and investment, usually with strong quality of life factors, are more highly valued. On the next page is a map of the Total Assessed Valuation for Southwest Bexley from the Franklin County Auditor. The total assessed value is the sum of the assessed value of the land parcel and all structures on it. Note that though they have value in the market place, public and institutional uses (city, universities, churches, etc.) are tax-exempt. By looking at the map, the strength of the residential neighborhoods is reflected. This map also highlights two other critical considerations. First, there is a large amount of tax-exempt land in the study area. Of particular concern is the lost value of potentially high market value land along the Main Street corridor. Second, higher density and higher quality developments have a much greater assessed value. The undeveloped and underdeveloped parcels also apparent in the second lightest green hue.

The assessed values also directly impact the school district, and to a lesser extent the city. Table 8 shows the distribution of property taxes in the City of Bexley. Note that almost 83 percent of all property taxes go to the school district. Many people do not fully realize that it is property taxes that support the schools much more than the city. The city of Bexley only receives four percent of all property taxes. Even though the city only receives four percent, property taxes compose seven percent of the city's revenue. In Table 9, it is apparent that the city of Bexley relies on the city's two percent income tax for more than half of its annual revenue. In 2002, the remainder of the city's revenues is fairly evenly divided between local government funds distributed from the state (13%), the estate tax (10%), and others including permits, fines, and grants (14%). It is critical to realize the state legislature is planning on phasing out the estate tax across the next couple of years. As a result, the city of Bexley must replace at least ten percent of its annual budget just



Table 8: Property Tax Distribution

| Distribution of Property Taxes in Bexley |               |                     |
|--|---------------|---------------------|
| Distribution to                          | Millage       | Percentage of Total |
| City of Bexley                           | 5.35          | 3.99%               |
| Franklin County                          | 17.64         | 13.16%              |
| Bexley Schools                           | 111.10        | 82.85%              |
| <b>TOTAL</b>                             | <b>134.09</b> | <b>100.00%</b>      |



to maintain its existing services in the coming years. This means growing existing revenue streams or cutting services. Another concern is that the city is facing large capital outlays for needs such as road resurfacing, ADA compliance, infrastructure upgrades, and city hall rehabilitation/relocation – all of which the city can not afford under its current revenue stream!

As a result, it is important to consider methods for improving the city's revenue stream. One way is to increase the city's income tax. This could take the form of a rate increase, but it could also occur with

| Map Legend  |                     |
|---|---------------------|
|  | Highest Tax Revenue |
|   | to                  |
|  | Lowest Tax Revenue  |



# EXISTING CONDITIONS

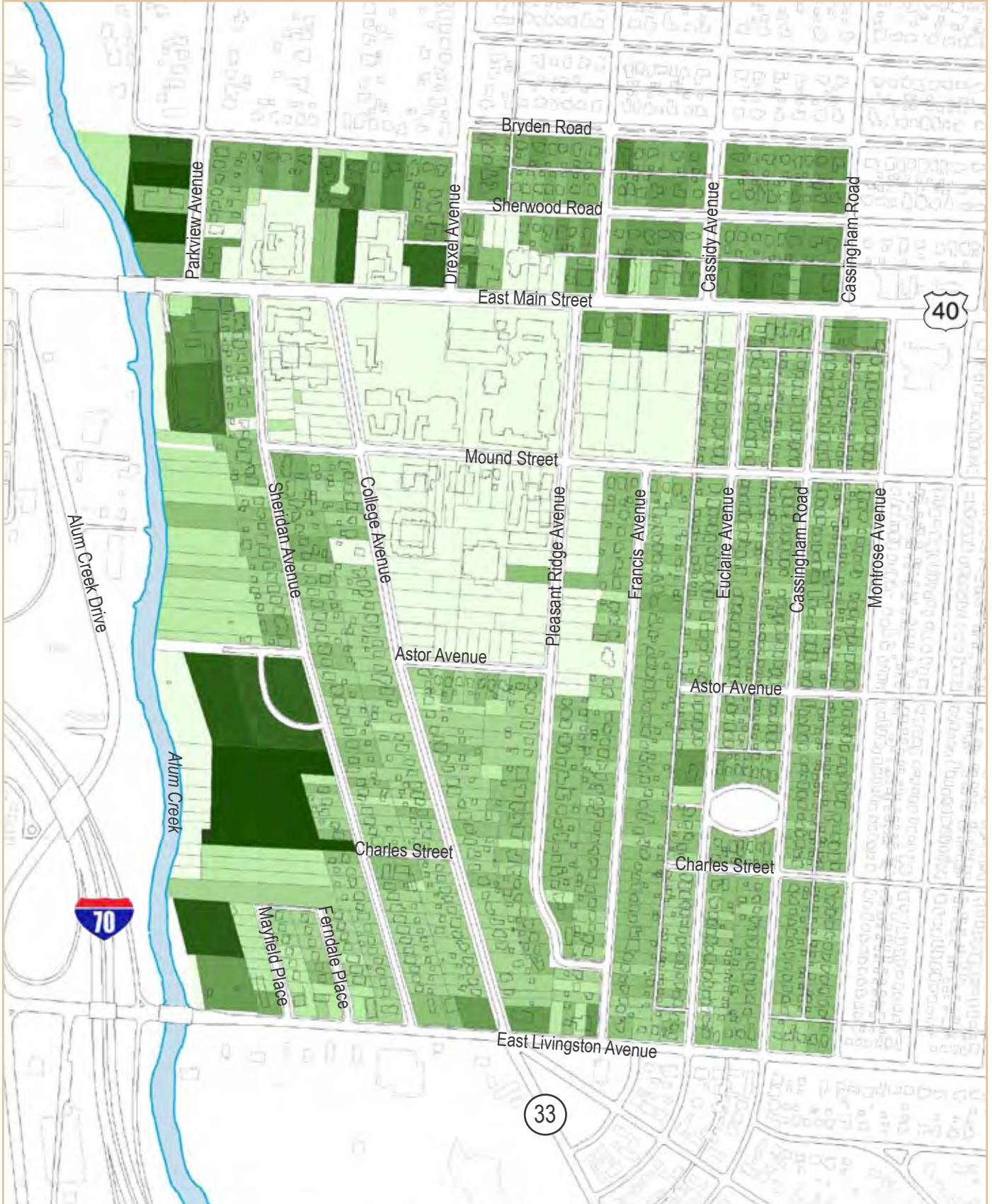


Figure 12 - Assessed Valuation Map

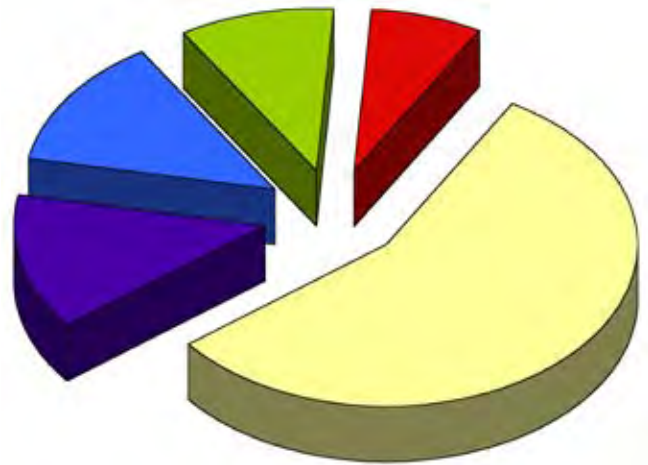


# Economic Condition

Table 9: Bexley 2002 General Revenue Sources

| City of Bexley - 2002 General Fund Revenue             |                    |                     |
|--|--------------------|---------------------|
| Revenue Source   | Dollar Amount      | Percentage of Total |
| Income Tax (2% in Bexley)                              | \$4,424,570        | 56.1%               |
| Real Estate Tax (property taxes - city gets 5.35 mils) | \$569,000          | 7.2%                |
| Local Government Funds (distributed from state)        | \$1,027,000        | 13.0%               |
| Estate Tax (varies, likely to be eliminated)           | \$800,000          | 10.1%               |
| All Others (fines, permits, grants, etc.)              | \$1,072,600        | 13.6%               |
| <b>TOTAL</b>   | <b>\$7,893,170</b> | <b>100.00%</b>      |

increased employment within the city. So if businesses expand, such as Capital University, or offices relocate within the city (bringing new employees) this will increase the income tax revenue. At the time, however, the city has limited office space uses. Redevelopment in certain locations at higher densities could add office space. New construction also adds to the revenues through permits and taxes on construction workers in the city. Reinvestment and redevelopment at higher density also increases both the school (substantially) and city revenues through the increased assessed values of the property and structures. Note that tax-exempt or wholly tax-abated development does not have this affect. An added benefit of redevelopment in areas such as Main Street is that the retail synergy created could increase sales tax receipts, a portion of which are returned to the city in the form of local government funds.





# Opportunities & Challenges

## **Main Street Corridor**

- “Heart”/“spine” of Bexley
- Creates/reflects image for city
- Number of redevelopment opportunities
- Disposition of City Hall site
- Integration of Trinity & Capital’s plans along Main Street
- Large amount of tax-exempt land on this prime corridor
- Separation of uses currently exists
- Potential to increase density
- Need for parking in conjunction with redevelopment
- Gateway opportunities for city and campuses
- Entrance to Main Street from the west requires extensive improvement

## **Livingston Avenue Corridor**

- Columbus on south side
- No development/ design standards
- Out of character with the rest of Bexley
- Heavily traveled corridor
- Transition to residential uses from high traffic corridor
- Sheridan and College Avenues serve as southern entrance to campus
- Livingston Avenue gateways could improve southern entrance to city
- Campus gateway opportunities

## **Alum Creek Corridor**

- Increasing development interest along corridor
- Significant natural corridor with strong topography
- Park and open space expansion opportunities
- Pathway system integration
- Protection of floodplain/riparian corridor
- Preservation of wildlife habitats

## **Undeveloped Land**

- Balance between Alum Creek corridor preservation and development
- “Leftover” land difficult to connect with existing road system
- Numerous small parcels under different ownership
- Potential for pedestrian and vehicular connectivity
- Redevelopment potential of southwest corner of study area

## **Campuses**

- “Friction zone” at borders between campus and neighboring residential
- Student “spill-over” into neighborhoods
- Traffic impact of students on parking and residential streets
- Tax impacts of campus expansion
- Neighborhood fabric impacts of campus expansion
- Potential to create appropriate growth boundaries
- Lack of campus master plan
- Lack of “front doors” to Main Street
- Opportunity for placing campus-related commercial uses along Main Street

## **Circulation**

- Bounded by major east-west arterials
- Need for internal east-west vehicular route/connector
- Large north-south blocks create impediment to pedestrian/vehicular movement
- Need for east-west pedestrian routes
- Maintain/improve campus road network



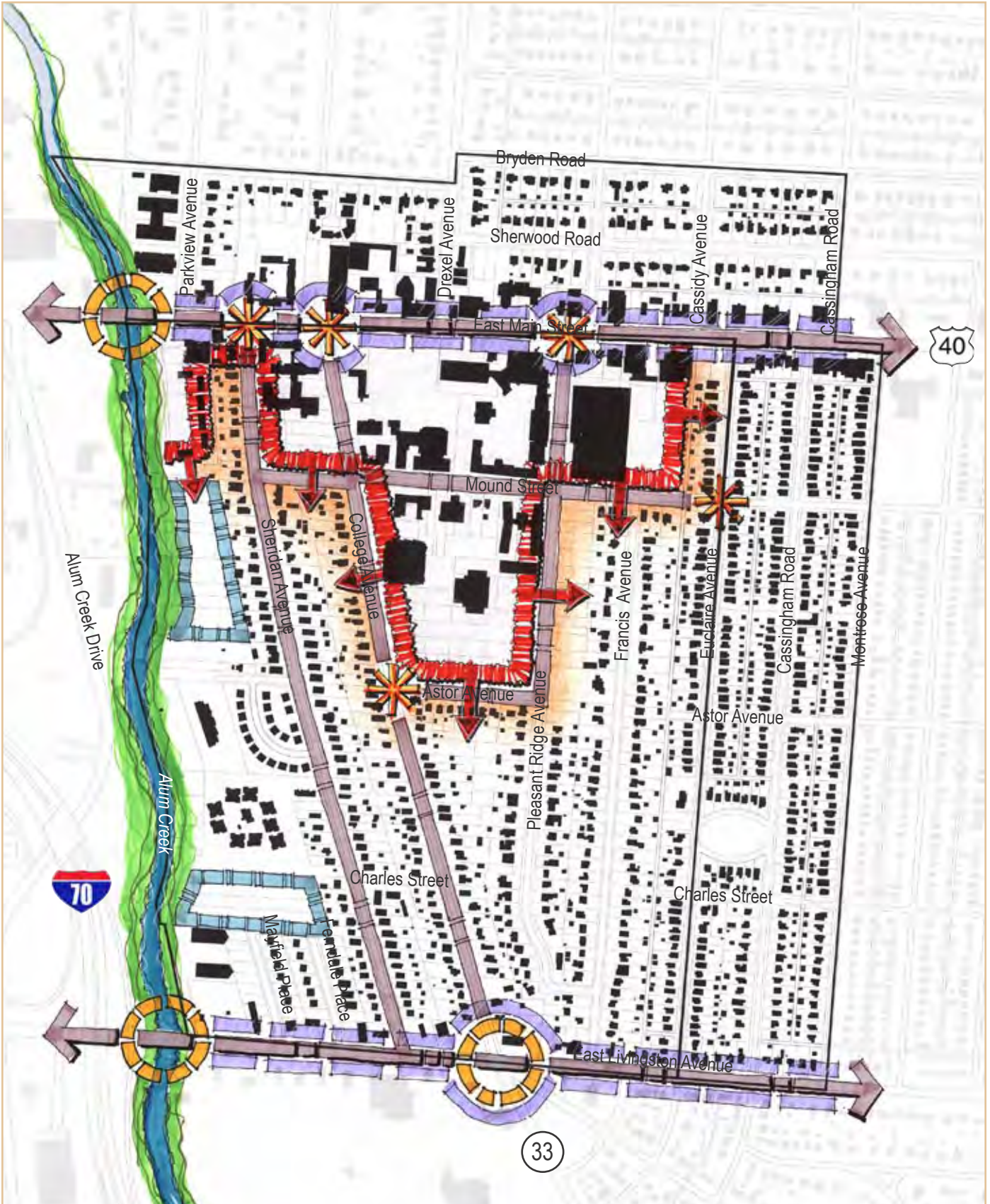


Figure 13 - Opportunities & Challenges Diagram





# FOCUS AREAS

# FOCUS AREAS

This section of the plan examines the focus areas identified through the visioning part of the planning process. These focus areas are:

- A. East Main Street
- B. University/Seminary Campuses
- C. Livingston Avenue
- D. Mayfield/Ferndale
- E. Alum Creek Corridor

Each of these areas is examined in the following pages. It should be noted that for the most part the residential portions of the study area are not part of an individual focus area because they are strong, vital neighborhoods. For the most part, it is the potential for positive changes within the focus areas that will improve the condition of these adjacent neighborhoods both directly and indirectly.

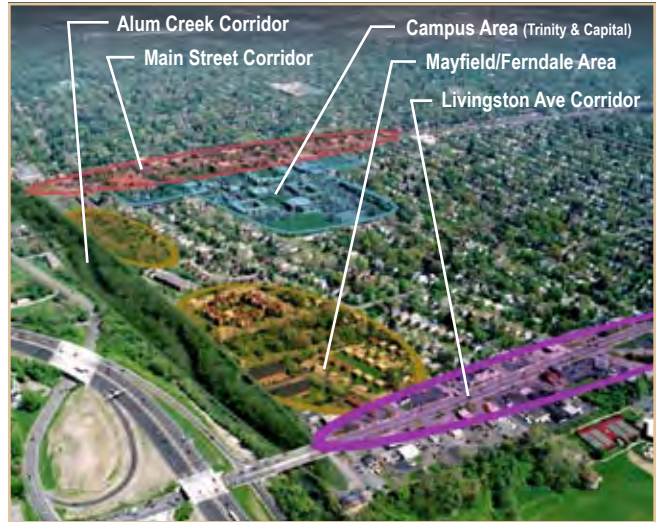


Figure 14 - Aerial view of focus areas in S.W. Bexley, looking northeast



Figure 15 - Base map view of focus areas in Southwest Bexley



# East Main Street

The Main Street corridor is the focal point of the entire city due to its successful commercial character. It faces significant challenges, however, to realize its untapped potential as the true heart of the community. In particular, the western end of the corridor is inactive and very underutilized. Reinvestment must occur that both activates the street and improves the aesthetic character, creating a true gateway into Bexley. Much attention has been given to redevelopment of the Bexley municipal site, located along the north side of Main Street. After repeated attempts, no plan has been realized for the site, however. The major limitation is the size of the site and the economics involved in moving the city hall, police station, and service center.

An important factor to consider for the redevelopment of Main Street corridor is the fractured nature of the current ownership and uses along this portion of Main Street. It is, in a sense, a jigsaw puzzle without cohesive redevelopment sites available. The aerial view of Main Street illustrates this problem. The sites in red are privately owned commercial uses, the sites in yellow are owned by Trinity Lutheran Seminary, those in blue owned by Capital University, and the green sites are owned by the city of Bexley. Clearly, ownership is fragmented, making the task of creating a sizable redevelopment site difficult.

Observing the difficulties of redevelopment on Main Street and meeting with development interests through this planning process, it is clear that there is now a wonderful potential to assemble a much larger site to facilitate significant redevelopment in the near future. Assembling a significant redevelopment site will require considerable cooperation between public, private, and institutional interests along Main Street, but unique circumstances have converged to make this possible.

While there are likely a number of ways to accomplish redevelopment, the diagrams shown here illustrate an approach that, given recent events, may be most effective in making great strides in the near-term.

This planning process investigated the potential for redevelopment of the western portion of the Main Street corridor through a series of discussions with the institutions and private developers located there. The following indicates a scenario whereby redevelopment could be facilitated:

## Existing Conditions

As described above, the existing condition along Main Street is one of fractured ownership. Beginning with the notion of expanding the municipal site to allow for redevelopment, the planning team looked at options. To the east of the municipal site is a thriving block of businesses including the Drexel Theater and several restaurants and galleries. Clearly, this portion of the corridor is the model for improvements to Main Street and can be used as a building block.

As a result, the focus has been to the west. This is hampered by the existence of a retail shopping center (Bexley Shops) and the Trinity Lutheran student housing complex. Through discussions with Trinity Lutheran, however, it was discovered that their student apartments along Main Street are inadequate for their current student body demographic and should be reconstructed. Trinity also purchased the former funeral home on the corner of Main and Parkview, with the thought of future redevelopment. Their plans were to adaptively reuse



Figure 16 - Aerial view of land ownership in the Main Street focus area

# East Main Street



Existing Conditions

Figure 17 - Main Street Reorganization Steps

the funeral home, but discovered the cost to do this and redevelop their apartment site suitably would require significant investment. As a result Trinity is examining its options. Trinity further informed the planning process by indicating a desire to relocate their housing to the south side of Main Street to create a more cohesive campus.

If Trinity is willing and able to divest of its assets on the north side of Main Street, the shopping center would be the only impediment to creating a large redevelopment site on the north side of Main Street – from the former gas station site at Alum Creek to City Hall. Discussions with the owner of this retail center indicated that they could be willing participants in redevelopment of the area.

Of course to accomplish this, Trinity needs suitable residential accommodations on the south side of Main Street. They are willing to consider Capital University's apartments along Alum Creek because it is close and attractive location. This is the first piece of the puzzle.



Step 1 • Relocate Trinity Housing

## Step 1 Relocate Trinity Housing

In order to create the redevelopment site, an alternate site is needed for Trinity's student housing. The sites outlined in yellow in this diagram indicate the areas under consideration. The site north of Main Street is the current location of the Trinity housing, and the site south of Main Street would indicate the new location. The location for the new housing is currently owned by Capital University and has a series of existing apartment buildings there. Capital has expressed a willingness to sell this area to Trinity, assuming that development areas can be determined for Capital to construct new student housing of their own. The potential development area of Capital is an important consideration in not only the Main Street redevelopment equation, but in the overall success of the Southwest Bexley Master Plan. It is addressed in the "Institutional" portion of the Focus Area section.

The area in red on this diagram shows the potential redevelopment site assembled along the north side of Main Street. This also includes the former gas station site located along Main Street, west of Parkview Avenue.





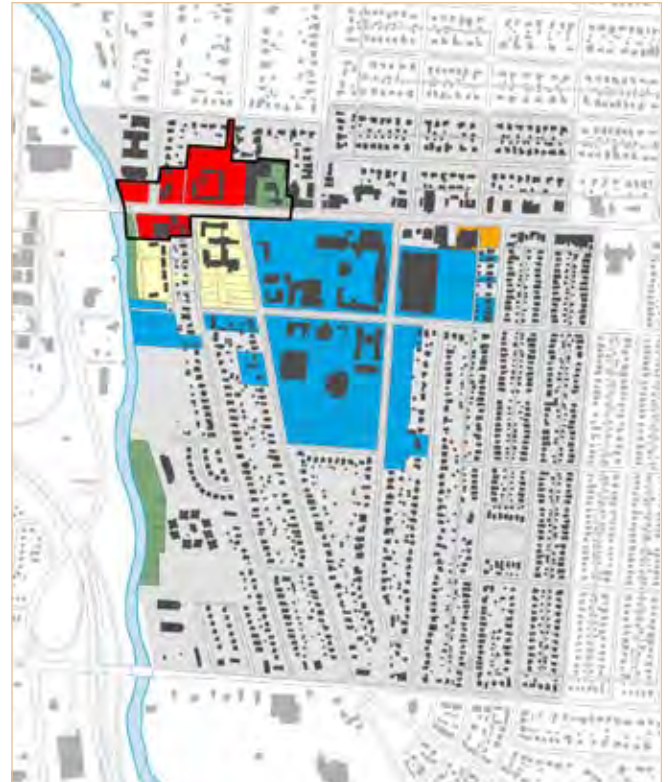
Step 2 • Privatize Main Street Institutional Land

### Step 2 Privatize Main Street Institutional Land

With the north side of Main Street consolidated into a significant redevelopment parcel, attention turns to the south side of the road. There is under utilized land here as well, in the form of the vacant, former Rite Aid and a restaurant. Capital University owns these parcels from Alum Creek to Sheridan Avenue along the south side of Main Street. In order to create a significant gateway into Bexley, the site along Main Street, west of Sheridan should be included in the redevelopment efforts. As with the earlier site, Capital is willing to make this ground available assuming that adequate development areas can be determined for the campus and the project creates a gateway for the community. By assembling these parcels on the north and south sides of Main Street, a very attractive redevelopment opportunity is created for private developers.

### Step 3 Prime Redevelopment Site

The area outlined in black is the prime redevelopment site that is created by this process. With the site assembled, the city, seminary,



Step 3 • Consolidate Trinity Campus

and university can lead a joint development effort to redevelop the entire area as a single cohesive project. Without the constraints of limited site size and fractured ownership, the efforts will succeed where earlier attempts to redevelop the smaller sites individually have derailed. The size of this site will enable the creation of economically viable developments and associated parking. Coordinated with the Main Street Design Guidelines, this will transform the western portion of the Main Street corridor while helping both Trinity and Capital to consolidate their campuses. In partnership with Trinity, Capital, and the City, this project will be a windfall for the entire Bexley community.

### Main Street Redevelopment Concepts

So what is the potential for this consolidated Main Street redevelopment site? A plan is presented here highlighting a realistic redevelopment concept to convert this prime site into a strong and vibrant gateway and corridor that builds on the successful elements that are already in place. Two scenarios are presented of one fundamental site design. This design creates an enhanced Bexley Square, leaves City Hall



# East Main Street



Figure 18 - Main Street Redevelopment Concept • Scenario 1

on Main Street, and redevelops the Trinity apartments, City service complex, Fisherman's Wharf, former Rite Aid, and former gas station sites. The design builds on the aesthetic and economic success of the Drexel block, infilling and bringing buildings close to the Main Street sidewalk, with off-street parking located to the rear. The main difference between the scenarios is that one consists of primarily two

and three story structures with rear surface parking and the other adds a parking garage that permits building density (height) to increase. In addition, both potential redevelopment scenarios consider changes to the Capital University entrance grounds at the southeast corner of Main Street and College Avenue.

### Scenario 1 • Main Street Redevelopment Concept

This plan illustrates a feasible development plan for the site. It incorporates a variety of uses, as indicated in Table 11. The general concept supports the Main Street Design Guidelines with buildings close to the street and parking located to the rear of the structures. The street is activated with commercial and retail uses located along most of the first floor elevations. Office and residential uses are located throughout, often on the upper floors of the buildings. The height of the structures is generally two to three stories. Parking for the development is accomplished with strategically located surface parking throughout the rear of the site.

The retail component of the plan is focused around a "town center" concept that creates a plaza area fronted on all sides by retail



Figure 19 - Bexley Square Redevelopment Character Sketch

storefronts. This design allows reuse of the exiting Bexley Square retail center while maintaining a historical basis for the design.

The Bexley City Hall is retained in this scheme, but other uses on the site are relocated, creating a parking reservoir needed for redevelopment of adjacent retail areas. Further retail and residential development is located to the west along the Main Street corridor.

This scenario also contemplates Capital University adding a building at the corner of Main Street and College Avenue, and redesigning the adjacent plaza. This would help to activate the south side of Main Street, but the numbers for development of this structure are not included in the estimated build-out estimate in Table 11 and Table 12.

## Scenario 2 • Main Street Redevelopment Concept

This plan illustrates a more aggressive development approach, utilizing a parking structure to increase the overall development density of the site. This would allow structures of up to four or five

stories and maximize the development potential of the site. It should be noted, however, that adding a parking structure increases the development cost of the site.

This scenario retains the enhanced Bexley Square retail center, but allows the buildings to be taller and more mixed-use. With retail uses located on the first, and possibly second floors, both significant residential and/or office uses can be accommodated on the second through fourth or fifth floors. In addition, the parking structure encourages the taller buildings located near it along Main Street to provide office uses in addition to, or instead of, the residential uses proposed in the first scenario. The market and the needs of Bexley should drive this decision.

For the Capital University entrance at the corner of Main Street and College Avenue, this scenario illustrates a revamped plaza. No structure is sited to activate the south side of the road, but the plaza is reconfigured to encourage more activity and interaction with Main Street.



Figure 20 - Main Street Redevelopment Concept • Scenario II

# East Main Street

## Economic Impact of Main Street Redevelopment

This redevelopment produces an obvious aesthetic improvement to the Main Street corridor, helps to activate it, and creates a strong synergy with the existing institutional and retail uses. The economic impact is also significant. First, there are the potential sales tax revenues from retail uses and income taxes from the new employees of businesses that locate here. Secondly, there is the momentous increase in assessed property tax values. The increases in sales tax and income tax revenues are highly dependent on what types of uses are attracted, but could be significant. The increase in assessed values is more quantifiable.

Currently this redevelopment area is generating \$1,794,000 in property taxes each year. Another \$3,954,000 in building and property valuation is exempt because it is owned by non-profit civic and institutional uses. Table 9 indicates the potential assessed valuations created by the proposed redevelopment of Main Street based on the lower density Scenario One concept. It should be

noted that these are estimated valuations based on comparable projects in Central Ohio with factors for Bexley. Regardless, the increase is substantial. Even considering statistical variations and market conditions, this potential increase is significant. Based on these estimates, the assessed building valuation in today's dollars would be \$32 million and the assessed property valuation would be \$6.5 million. The result is a total valuation of \$38.7 million, an increase of almost \$37 million from current valuations – a 2000% increase! It is important to remember that only four percent of annual property tax receipts go to the City of Bexley and this comprises only seven percent of the general budget, but this is still a significant increase in dollars. More importantly, such a significant valuation makes it feasible to use a Tax Increment Financing District as a tool to provide needed infrastructure improvements to the area. In addition, with almost 83% of receipts going to Bexley City Schools, this project could reduce or eliminate the need for future school levies.

Table 10: Potential Main Street Redevelopment Statistics

| Potential Main Street Redevelopment Statistics - Scenario 1 |                |                    |                    |       |                |                 |
|---|----------------|--------------------|--------------------|-------|----------------|-----------------|
| Use   | Amount         | Valuation Factor   | Building Valuation | Acres | Land Valuation | Total Valuation |
| Retail  | 27,500 sq. ft. | \$130 per sq. ft.  | \$3,575,000        | 1.54  | \$715,000      | \$4,290,000     |
| Retail/Office   | 55,000 sq. ft. | \$125 per sq. ft.  | \$6,875,000        | 3.08  | \$1,375,000    | \$8,250,000     |
| Residential   | 154units       | \$100,000 per unit | \$15,400,000       | 2.66  | \$3,080,000    | \$18,480,000    |
| Hotel   | 100 rooms      | \$64,000 per room  | \$6,400,000        | 0.66  | \$1,280,000    | \$7,680,000     |
| Parking   | 390 spaces     |                    |                    |       |                |                 |
| <b>TOTAL</b>  |                |                    | \$32,250,000       | 7.93  | \$6,450,000    | \$38,700,000    |

Table 11: Main Street Change in Assessed Value

| Main Street Change in Assessed Value: Existing to Scenario 1 |                     |                 |                |
|--|---------------------|-----------------|----------------|
| Existing Non-Exempt  | Projected Valuation | Change in Value | Percent Change |
| \$ 1,794,000   | \$38,700,000        | \$36,906,000    | 2057%          |
| Note: Existing Exempt Valuation = \$3,953,600                |                     |                 |                |





Figure 21 - Computer Model of Scenario I Concept

# University/Seminary Campuses

The primary influences on the southwest portion of Bexley are the result of the institutions located there. Capital university and, to a lesser extent, Trinity Lutheran Seminary effect the character of the study area and will greatly influence future changes. The most significant issue for these institutions is their future capital facilities and programming needs. Trinity officials have expressed a need for updated student housing that is suitable for older, married students. Moreover, to consolidate their campus, Capital is interested in reorganizing it to better serve the students and faculty including construction of new academic, administrative, and residential facilities across the next decade or more.

In order to understand the land and facility needs of Capital University, a comparison was conducted. Considerations include not only the physical impacts of future campus development, but also the relative effects of policy decisions by Capital University. Similar sized educational institutions in Central Ohio were investigated. A comparison of the student body size with several area schools shows Capital to be similar to Denison, Ohio Wesleyan, and Otterbein in facility and student body size (Table 13). A comparison of the relative campus sizes of each institution is illustrated. The areas shown in blue on the photographs indicate the current boundaries of each institution represented at the same scale. It is clear that Capital has the smallest land area of the schools while serving a similar-sized student body. This would indicate that Capital's needs for reorganization would likely require expansion beyond their current boundaries.

Table 12: University Comparison

| University Comparison    |                  |         |               |         |
|--------------------------|------------------|---------|---------------|---------|
| Institution              | Main Campus City | Acreage | Undergraduate | Faculty |
| Capital University       | Bexley           | 55.84   | 1,923         | 228     |
| Denison University       | Granville        | 388.88  | 2,000         | 164     |
| Ohio Wesleyan University | Delaware         | 136.48  | 1,875         | 31      |
| Otterbein College        | Westerville      | 109.51  | 2,900         | -       |

The diagrams also point out an interesting development pattern. Where a school continues to develop with no prescribed development area boundary, such as with Otterbein in Westerville and Ohio Wesleyan in Delaware, the campus tends to become linear and separated with “tentacles” reaching across the city. Denison and Granville have avoided this fate simply because agricultural land was available to the north for Denison to grow into. As a result, it has been able to stay relatively compact, rather than extended. When campuses become less compact, this minimizes the positive benefits of the campus for students (increased walking distances, increased time between classes, more parking needed, higher infrastructure and maintenance costs for the institution, less control and security, more friction with neighboring uses). Similarly, these extended campuses create additional negative impacts on the nearby residents and surrounding neighborhoods. It results in divided residential/commercial streets and blocks, volatile land values and uses, etc. In summary, the result is not that preferred by the university, the city, or the community.

Most colleges/universities do not have formal agreements regarding boundaries with the towns in which they are located. Expansion occurs through the private market – as land becomes available, the institution purchases it, trying to assemble enough land to meet its new needs. When enough suitable land is acquired for a development project, it is built after securing city approval. The resulting incremental growth is typical, but the fractured development pattern that results does not have to happen. If the university develops a master plan in conjunction with the city, development can be focused and phased across time.



Figure 22 - Campus Comparison



Capital University • Bexley, Ohio



Otterbein University • Westerville, Ohio



Ohio Wesleyan University • Delaware, Ohio



Denison University • Granville, Ohio





# University/Seminary Campuses

Figure 23 - Capital University Growth Scenarios



Existing Capital Campus.

Recognizing this, several choices are possible regarding the future campus development of Capital University.

## Existing Capital Campus

The existing campus is still relatively compact, but a linear expansion pattern is starting to emerge. Integration/coordination between Trinity and Capital has not yet occurred, leaving the expansion potential of each somewhat at odds.

## Unfocused Growth

Based on their desire to reorganize their campus and the relatively small size of the campus compared to similar schools, development of Capital University is certain to continue. The current trend for Capital has been to acquire properties adjacent to the campus as they become available. This has resulted in an unfocused growth pattern that is beginning to have an increased negative impact on the adjacent neighborhoods. In addition to the uncertainty inherent in this approach for both the university and the neighbors, this expansion



Unfocused growth.

method does not result in cohesive development sites for the school. The result is that much outlying property is utilized for surface parking, adversely impacting the adjacent neighborhood.

## Focused Growth

The alternative to the current development method is to establish an agreed area of growth for the university that is in the best interest of both the school and the neighborhood. This area should create a cohesive campus that meets the future needs of the school while improving, rather than disturbing, the surrounding neighborhood. The two feasible options for Capital University are as follows:

### *Focused Growth East*

This scenario limits development of the campus to Euclaire Avenue on the east and contemplates no further development to the west. The first advantage to this scheme is that a specific campus area is established on the east that squares the campus south of the Capital Center. It also allows Sheridan Avenue and College Avenue to remain



*Focused growth east.*

largely unchanged, but they still experience university-related traffic. The disadvantages are significant, however. This scheme greatly impacts the single-family neighborhood to the east of the current campus boundary, fundamentally changing the character of Euclaire Avenue. In addition, it does not integrate as well into the Main Street redevelopment plans described in the Main Street Corridor Focus Area section.

### *Focused Growth West*

This scenario extends Capital's campus to the west to Alum Creek. The advantages to this scheme include integration with Main Street redevelopment and with the multi-family zoning categories already in place west of Sheridan Avenue. This is an area where student and/or faculty housing could be accommodated. Capital's plans could involve development of vacant land along Alum Creek, taking advantage of this beautiful asset for the entire community. It also preserves the character of the single-family neighborhood to the east, ending growth in that direction. This plan creates a compact campus



*Focused growth west.*

that works well with Trinity's development needs. The disadvantage to this plan is the change in the northern character of Sheridan and College Avenues as these roadways become part of the campus.

The focused development option for Trinity Lutheran Seminary is more obvious. If the Main Street redevelopment concept can be realized and Trinity acquires Capital's existing apartments along Alum Creek, the few remaining residential properties between the two sites provide suitable and adequate area for Trinity's needs. This creates a nicely compact campus area for the institution with many amenities.

This plan recommends that a campus development area for Capital and Trinity be established. Taking no action will only result in continued unfocused development. The preferred scenario is the westward development option. This creates the greatest benefit with the least negative impact on the neighborhood and integrates best with the Main Street redevelopment plans.



# Livingston Avenue

East Livingston Avenue is an important, but sometimes neglected southern corridor and gateway to Bexley. As the primary access point from I-70 and SR 33, this route is the entrance to the city for many visiting and working in Bexley. Maintaining quality development along this corridor has always been difficult due the split jurisdictions that constitute the street. The northern side of Livingston Avenue is in Bexley while the southern side is in Columbus. With no cohesive vision developed between the two municipalities for this area, the consistency and quality of development has suffered over the years.

This focus area concept envisions a redeveloped Livingston corridor, built with higher standards and a consistent development approach. As a primary east-west connector in the area, the redevelopment potential of the street is high with a variety of land use options possible. The potential to improve the corridor, particularly from Alum Creek to the “five points” intersection at State Route 33, would greatly enhance the entire south side of the city.

Paramount in effecting change for Livingston Avenue will be the creation of a coordinated redevelopment plan between Bexley and Columbus. This type of joint corridor plan has been accomplished

in other portions of Columbus and is discussed further in the recommendations portion of this plan.

Opportunities to recreate this corridor include improved design aesthetics for redevelopment. Standards that require long lasting, quality development will be a necessary step and will be required for both municipalities. This effort would be similar to, but on a smaller scale than Bexley’s Main Street Design Guidelines. Coordinating neighboring development parcels to control curb cuts, improve site design, and limiting the heavy auto-oriented uses will have lasting impacts. Utilizing development patterns that support the pedestrian realm and accentuate improving the character of the corridor will be the next step. At the same time, streetscape improvements that take place with redevelopment will provide an inviting visual and physical element to unify and define the corridor.

As a significant entry point to the city, Livingston Avenue is an ideal location for civic gateway points. Coordinated with improvements throughout the corridor, this would create a true southern doorway to Bexley and another opportunity for successful commercial and mixed-use development in the city.



Figure 24 - East Livingston Avenue Corridor Concept





# Mayfield/Ferndale

## Redevelopment Scenarios

Another focus area is the undeveloped land located north of Mayfield and Ferndale Place. After careful consideration it appears that the entire area west of the residences along Sheridan Avenue, between Livingston Avenue and Charles Street, creates another significant redevelopment area. As a result, a number of potential redevelopment scenarios were examined.

The first, and most apparent option is developing the vacant parcel to allow the existing residential neighborhoods to connect with the other neighborhoods to the north and east. This is Scenario I. It extends Charles Street to the west and Mayfield Place and Ferndale Place north to connect with it. This results in the creation of ten to sixteen single-family residential lots and additional parkland. The existing apartments remain and the commercial parcels along Livingston Avenue are preserved and hopefully redeveloped across time according to design guidelines. One potential option is to move good house structures located further north on Sheridan and College Avenues within the Capital University and Trinity Lutheran Seminary campus development boundaries to these lots – allowing them to be preserved.

Another possibility is to consider redeveloping the marginal housing units and apartment buildings along Mayfield and Ferndale. This creates a significant and potentially much more attractive redevelopment block. This is especially true if the commercial parcels on the Main Street frontage are added to the apartment site. The resulting site could be redeveloped in any number of potential ways. The most appropriate concepts would include park space along Alum Creek (including a gateway entry feature on Livingston Avenue) and a residential transition area for the houses along Sheridan Avenue. Beyond that, the site could be used for a substantial park, relocated city services, a high-density residential complex, or an office park. Two additional scenarios examine a mix of these.

Scenario II mixes a large park with a higher-density residential development. In this case the residential development is placed along a realigned Mayfield Place, curving to frame a large park. The park serves as a gateway for the City of Bexley and provides active and passive recreational opportunities at the terminus of Bexley's Alum Creek park corridor. This concept shows three-story residential units with on-site parking accommodated to the rear and underneath the buildings. Ferndale Place is maintained for access and Charles Street is extended to provide a connection to the neighborhoods.



Figure 25 - Mayfield/Ferndale Redevelopment Concept • Scenario I



Figure 26 - Mayfield/Ferndale Redevelopment Concept • Scenario II

Scenario III creates a mixed office park and residential development. The close proximity of the I-70 interchange and the natural beauty of Alum Creek corridor could make this site a desirable for office park development. This could be the one prime site in Bexley for attracting a significant office park, which would help bolster the city’s income and property taxes. Scenario III creates three office development sites with two placed along Livingston Avenue. Each building is two stories and served by parking lot. Mayfield Place is extended and curved to intersect with Sheridan Avenue. Two-story residential buildings are placed between the office campus and Sheridan Avenue to serve as a transition zone to the neighborhood. It also contemplates the redevelopment of retail establishments along Livingston Avenue. The density of the commercial office site could be increased by the use of structured parking or elimination of the residential component.



Figure 27 - Mayfield/Ferndale Redevelopment Concept • Scenario III

**Economic Impact of Redevelopment**

An examination of the economic impact of the Scenario III redevelopment concept demonstrates the potential change in assessed valuation. Currently the site is valued at almost \$4 million. Under this concept plan, the building valuation would soar to over \$15 million and the land valuation would increase to \$3 million. The

result is annual assessed valuation of \$18,360,000, or an increase of \$14.5 million. Also significant would be the increase in income taxes generated directly for the City of Bexley. With 260 employees in these three offices paying two percent income taxes, this could amount to between \$160,000 and \$300,000 annually for the city, depending on the type of office use.

Table 13: Potential Mayfield/Ferndale Redevelopment Statistics

| Potential Mayfield/Ferndale Redevelopment Statistics - Scenario III |                |                   |                    |       |                |                 |
|---|----------------|-------------------|--------------------|-------|----------------|-----------------|
| Use   | Amount         | Valuation Factor  | Building Valuation | Acres | Land Valuation | Total Valuation |
| Retail/Office   | 13,000 sq. ft. | \$100 per sq. ft. | \$1,300,000        | 1.6   | \$260,000      | \$1,560,000     |
| Office  | 92,000 sq. ft. | \$100 per sq. ft. | \$9,200,000        | 7.8   | \$1,840,000    | \$11,040,000    |
| Residential   | 80 units       | \$60,000 per unit | \$4,800,000        | 4.2   | \$9,600,000    | \$5,760,000     |
| Parking   | 435 spaces     |                   |                    |       |                |                 |
| <b>TOTAL</b>  |                |                   | \$15,300,000       | 13.6  | \$3,060,000    | \$18,360,000    |

Table 14: Mayfield/Ferndale Change in Assessed Value

| Mayfield/Ferndale Change in Assessed Value: Existing to Scenario III |                     |                 |                |
|--|---------------------|-----------------|----------------|
| Existing Non-Exempt  | Projected Valuation | Change in Value | Percent Change |
| \$ 3,908,200   | \$18,360,000        | \$14,451,800    | 369.78%        |



# Alum Creek Corridor

The Alum Creek Corridor is the natural features backbone of the Southwest Bexley Study Area. This riparian corridor is the only significant passive open space in this portion of the city and provides important habitat, floodplain, and wetland functions. Land topography and 100-year flood plain slopes will determine buildable areas suitable for development. Thus development such as buildings or parking should be prohibited within the 100-year floodplain and on the slopes of the Alum Creek ravine. Stormwater impacts should be mitigated and new outfalls carefully controlled. Moreover, existing riparian conditions will naturally lead to the creation of a linear flood plain park (public green space) along Alum Creek from Main Street south to Livingston Avenue. By preserving this area and creating a public recreation trail through the corridor, this park will serve as a link for pedestrian and bicycle access between Livingston Avenue and Main Street. A portion of this corridor is already used as Schneider Park, a passive recreational spot located along the eastern bank and floodplain of the Alum Creek. Recent development proposals have also set aside the 100-year floodplain to become part of this recreational park corridor. This policy should continue as further vacant parcels along the corridor are considered for development. In this manner, the extent of the floodplain can be preserved. The resulting park corridor will preserve native fauna and natural habitats and allow access to the creek while providing a passive recreational amenity for the residents of Bexley. Future development of this park could include a pedestrian bridge over Alum Creek to link with the Columbus bike path system currently being constructed.



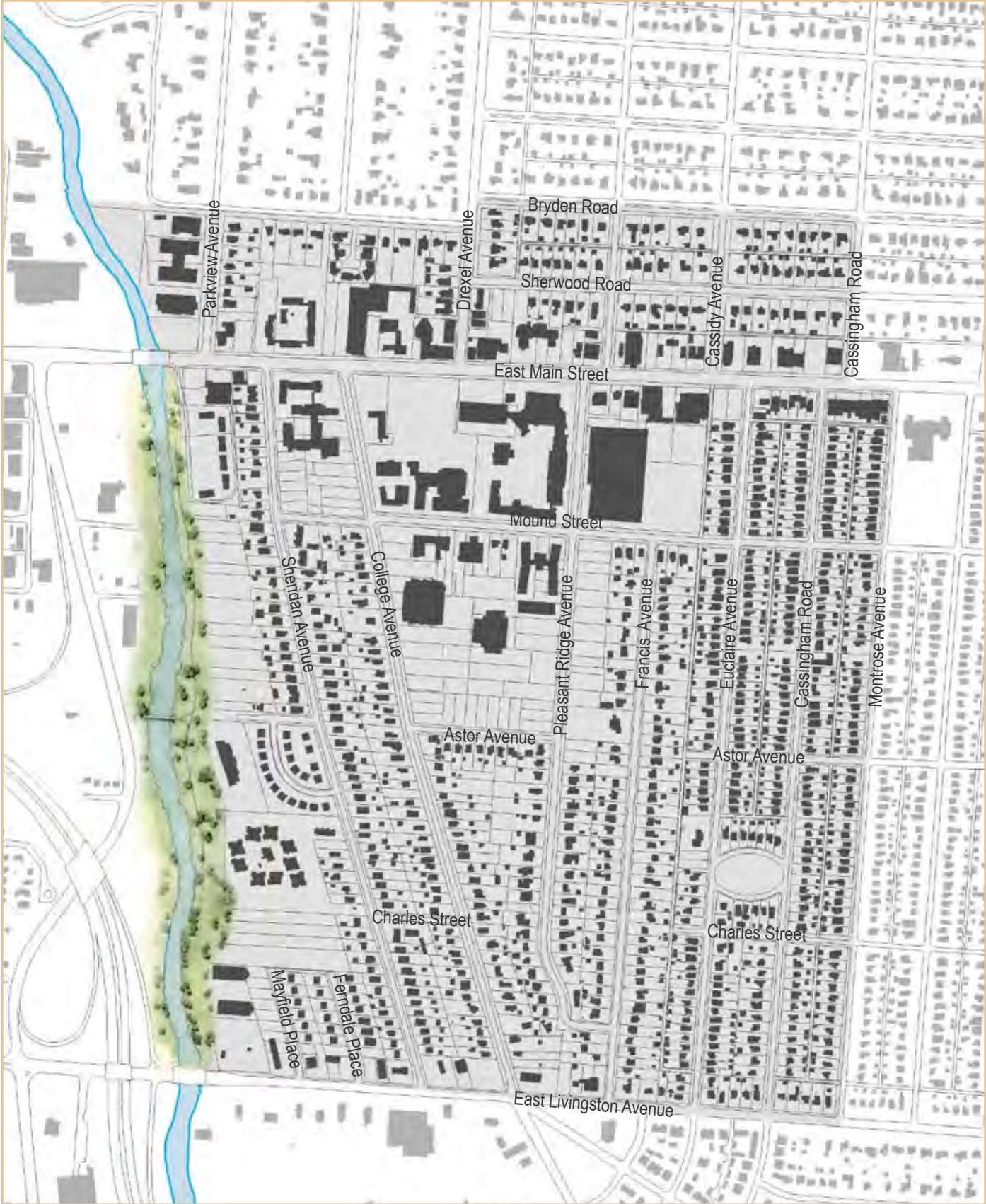


Figure 28 - Alum Creek Corridor Concept





# RECOMMENDATIONS

# MASTER PLAN RECOMMENDATIONS

This section contains the official Southwest Bexley Master Plan Map and recommendations. The Master Plan Map highlights the Focus Areas discussed in the previous section and for which implementation steps are identified to help realize this plan. The implementation recommendations are divided into a general action plan and focus area action plans.

The Southwest Bexley Master Plan Map (figure 29) highlights seven focus areas. These areas are the proposed 1) Main Street Redevelopment Area, 2) Trinity Lutheran Seminary Campus, 3) Capital University Campus, 4) Mayfield/Ferndale Redevelopment Area, 5) Alum Creek Corridor, 6) East Main Street Corridor, and 7) East Livingston Avenue Corridor. As part of this planning process, each area has been described, examined, and discussed at-length with the public, stakeholders, and the City.

## Main Street Redevelopment Area

The Main Street Corridor Redevelopment Area is the prime commercial area that this plan encourages to be freed for private redevelopment. It represents a gateway opportunity for the Community and a chance to create a revitalized mixed-use commercial development that compliments Bexley Square and the Drexel Block. It will also serve as an improved front door and pedestrian-oriented service center for Capital University and Trinity Lutheran Seminary, as well as the entire community. This focus area includes the north side of Main Street from Alum Creek to the west side of the Drexel Theater, and first block east of the creek on the south side of Main Street.


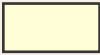
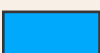


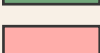

## Trinity Lutheran Seminary Campus

The second area indicated on the plan is the Trinity Lutheran Seminary Campus. The plan consolidates the campus on the south side of Main Street and provides the Seminary room to meet their future needs west across Sheridan Avenue to Alum Creek. Thus the campus boundaries become Main Street (north) to College Avenue (east) to Mound Street (south) to Alum Creek. The frontage along Main Street west of Sheridan Avenue is reserved for the Main Street

redevelopment efforts but should coordinate and compliment with the Seminary's future campus plans.

## Capital University Campus

In order to accommodate Capital University's facility and program needs for the future, a compact but expanded campus area is identified. This plan focuses Capital University growth to the west, away from the heart of Bexley's neighborhoods. It includes some of the significant undeveloped parcels within the City and provides an opportunity to engage the Alum Creek corridor with campus. It presents Capital University with the opportunity to create an exciting and inviting campus with new classrooms, residence halls, administrative buildings, and facilities built around green quads, all while minimizing the impact on the City. The boundaries for the Capital University campus are: to the north – the Mound Street line (west of College Avenue) and its existing campus north of Mound Street to Main Street (east of College Avenue); to the east – the alley west of Euclair Avenue (north of Mound Street) and the mid-block line between Pleasant Ridge Avenue and Francis Avenue (south of Mound Street); to the south – Astor Avenue (extended); and to the west – Alum Creek.

| Map Legend  |  |
|---|--|
|  | Main Street Redevelopment Area         |
|  | Trinity Lutheran Seminary Campus       |
|  | Capital University Campus              |
|  | Mayfield/Ferndale Redevelopment        |
|  | Alum Creek Corridor/Path               |
|  | Main Street Corridor Enhancement       |
|  | Livingston Avenue Corridor Enhancement |

# MASTER PLAN RECOMMENDATIONS

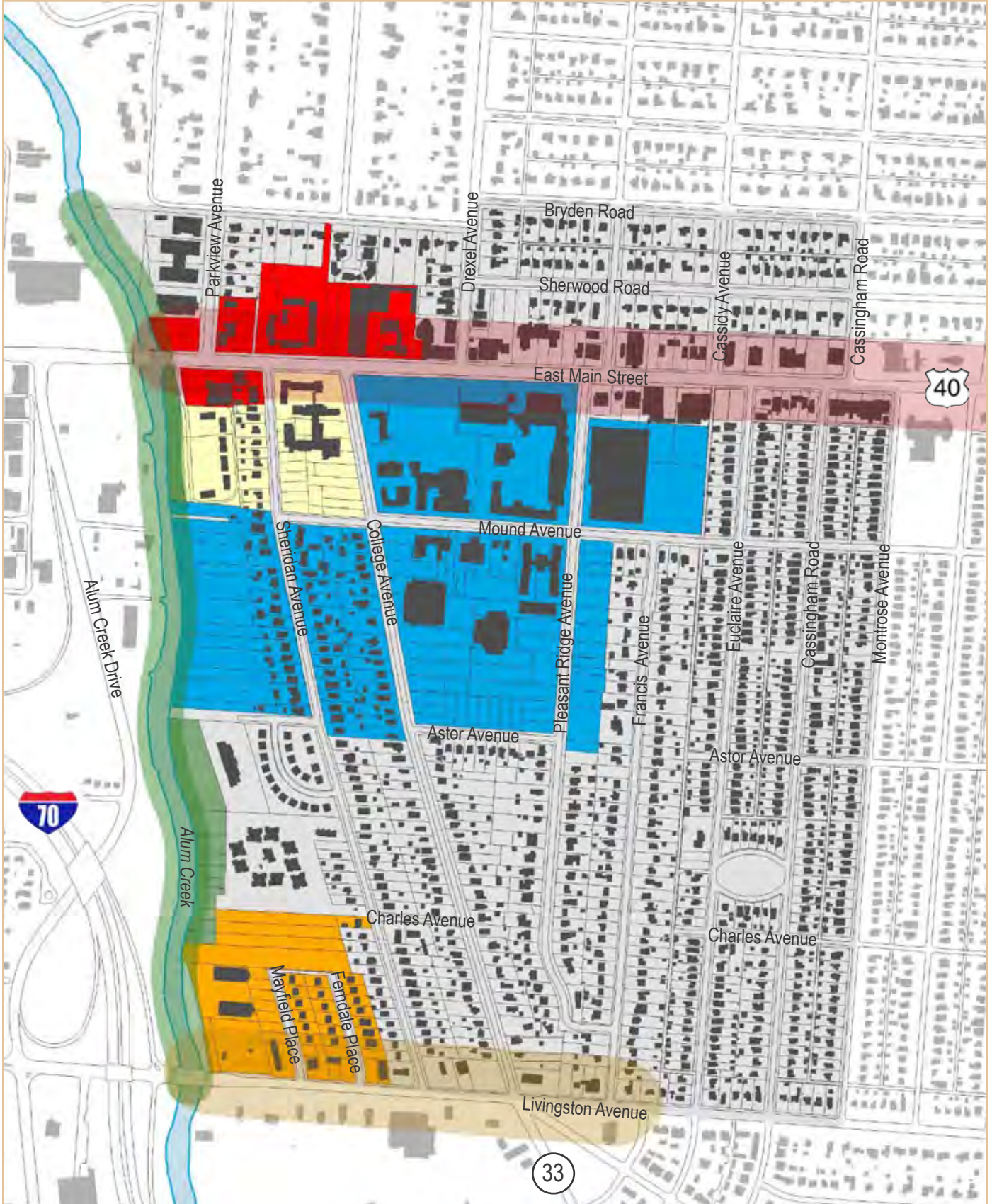


Figure 29 - Southwest Bexley Master Plan Map



# MASTER PLAN RECOMMENDATIONS

## **Mayfield/Ferndale Redevelopment**

The Mayfield and Ferndale redevelopment area is physically disconnected from the City, yet is located in an important corner of the community. With easy access to Interstate 70, close proximity to downtown Columbus, and natural frontage on Alum Creek, this site has many attributes. It is also the southwestern gateway to the City. The existing development does not maximize the potential of this site for the community, nor does it connect with the surrounding neighborhoods. This plan contemplates the connection and development/redevelopment of this area. It is bounded by Alum Creek on the west, the Charles Street line to the north, the rear lot lines between Sheridan Avenue and Ferndale Place to the east, and East Livingston Avenue to the south.

## **Alum Creek Corridor**

Alum Creek is the longest natural feature in the City and runs the length of its western border. It is a beautiful greenway and natural stream corridor and significant community asset. This plan identifies the Alum Creek Corridor for natural preservation and protection as well as a public path to link Bexley's creek side parks. The creek area extends the entire length of the southwest area from Livingston Avenue on the south to Bryden Road (and eventually the CSX railroad tracks) on the north.

## **Main Street Corridor**

The Main Street corridor is targeted for private redevelopment and improvement efforts to enhance the City's commercial heart. The success, function, and appearance of Main Street and the parcels along it are critical to the community. For that reason, the Main Street Redevelopment Commission already reviews development along this corridor. This area is also now subject to the Main Street Design Guidelines, which guide development along the corridor.

## **Livingston Avenue Corridor**

The final focus area is the Livingston Avenue corridor enhancement area, which extends from Alum Creek through Francis (Castlegate Road on the south). This corridor is also important to the City and deserves attention similar to that given Main Street. A zoning overlay and design guidelines are appropriate for this corridor. To be successful, this area requires the coordination of efforts between the City, property owners, and the City of Columbus.

## **Development Concepts Map**

The second map in this section (figure 30) is included to inspire the community and visually represent what could happen. This map is a conceptual plan of the southwest area with some potential redevelopment scenarios. Selected concept and development sketches from the Focus Area section were placed over the Master Plan Map. This map shows some options of what is possible – not what is required. The important aspects of these concepts are that the road connections, building orientation, site features, and scale issues are addressed, improved, and/or maintained. The viability of the community depends on how these pieces are developed because each piece is part of the bigger, Bexley picture.

# MASTER PLAN RECOMMENDATIONS

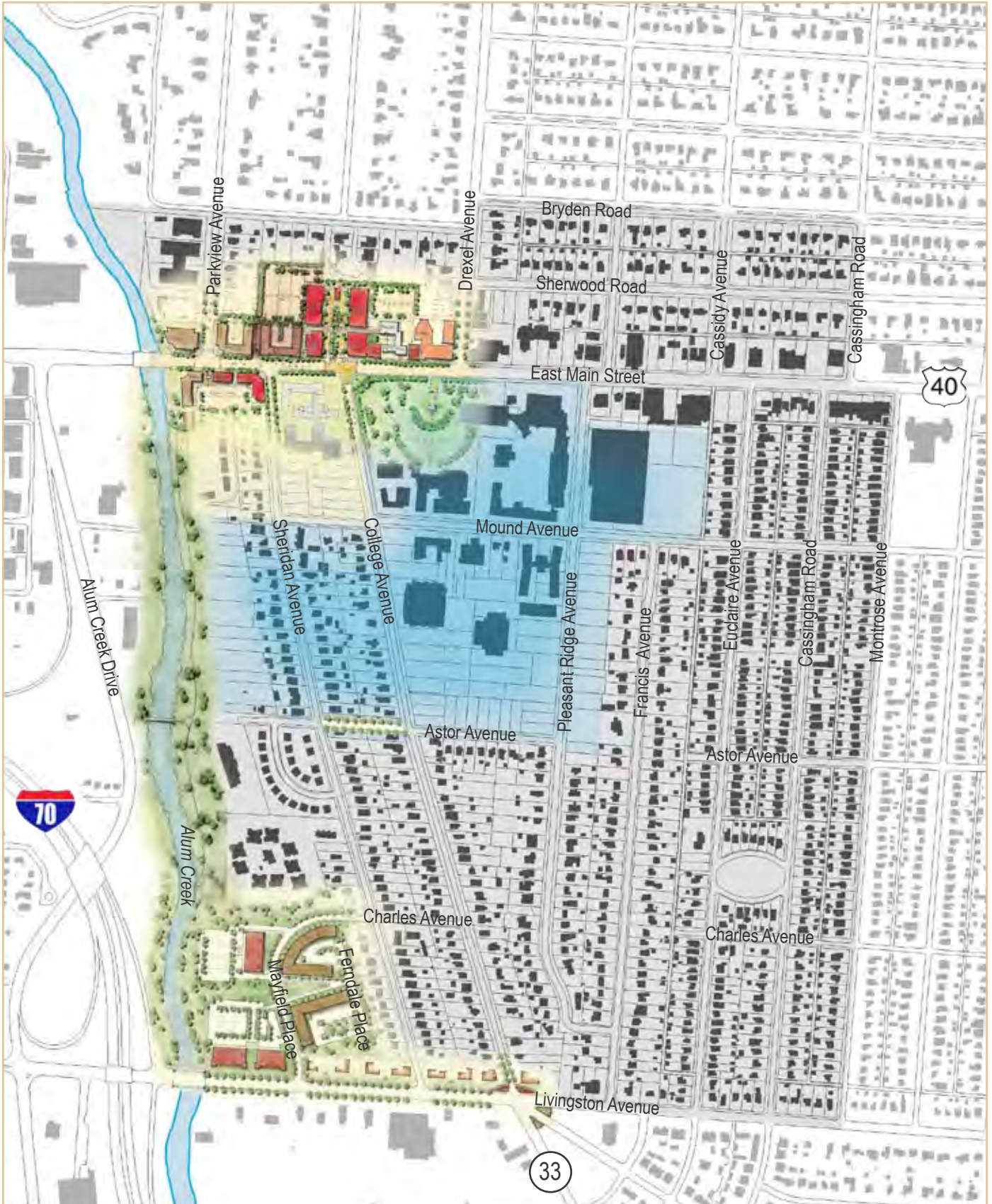


Figure 30 - Southwest Bexley Master Plan with Development Concept Examples (for illustrative purposes)

# Recommendations / Implementation

## General Action Plan

The following implementation steps should be undertaken within the first year:

### 1. Adopt Master Plan

The Bexley City Council should formally adopt the Master Plan. This shows the city's commitment to the goals and direction of this plan as well as provides some legally binding force for the following implementation steps. This plan establishes a direction for the community in this area and indicates to residents, property owners, businesses, and other private interests that investment in the area is worthwhile and should generally conform to the plan. Most importantly this plan is groundbreaking in that it represents an agreement between the city and its seminary and university that establishes a growth boundary for the institutions that allow them to meet their needs while preserving the integrity of the area's neighborhoods.

### 2. Adjust Zoning to Match the Plan

Once adopted the Master Plan needs to be reflected by the city's zoning standards. Due to the proposed reorganization of land uses contained herein, the zoning needs to be adjusted to match the recommendations of the plan. This must include the creation of 1) a new University District within the growth boundaries (permitting university, single-family residential, and park uses), and 2) a Main Street corridor mixed-use district with design guidelines (in progress). It could also include 3) a Livingston Avenue overlay district with more strict standards (or an update of the Commercial Service District), including the Mayfield/Ferndale redevelopment area, and 4) an Alum Creek corridor overlay/trail plan for public open space/park provision.

### 3. Enforce Building Code

A repeated complaint and concern in the Southwest Area is compliance with and enforcement of the Bexley Building Code, particularly in regard to building and property maintenance issues. Effort should be made to enforce the existing Code evenly and

thoroughly within the City. Problem properties should be compelled to comply. If changes are needed to the Code to make this more effective, they should be made.

### 4. Create Bexley Development Corporation

The potential positive impact to Bexley, both in quality of life and in economic benefit make the implement this plan very important. However, the coordination required to achieve this plan in some areas is extensive. Consideration of property transactions/acquisition, infrastructure improvements, design control, private market interests, and overall redevelopment integration is critical to achieve the full potential benefit of this plan. Creation of a development corporation to control and advance components of this plan could be a very effective tool. There is a unique opportunity to pool the assets of the City of Bexley, Capital University, and Trinity Lutheran Seminary to maximize the benefit to all and the residents of this community. To be most successful, the BDC should represent these entities.

Following the creation of the Bexley Development Corporation (BDC), the BDC can begin taking the following steps to implement this plan:

### 5. Control Critical Redevelopment Sites

Critical component to achieving this plan is gaining control of key land parcels. Many of the redevelopment scenarios require assembling enough land to encourage private redevelopment. To attract appropriate and effective redevelopment, these sites must be large enough to make the project feasible by both generating profit for developer and meeting the city's needs, requirements, and design standards. Some parcels are critical to assuring the creation of suitable redevelopment sites. These need to be secured so opportunities are not missed. Any acquired properties can be held and leased until the redevelopment project is possible.



## **6. Form Tax Increment Financing District(s)**

Certain infrastructure improvements will be necessary in order to achieve/attract some of the development discussed in this plan. The use of a Tax Increment Financing (TIF) District(s) should be considered as a method of assisting with the financing of these improvements. This is particularly true of needed storm water improvements on Main Street and potentially in the Mayfield/Ferndale area. They might also be useful with improvements such as roads, burying utilities, and structured parking. For maximum effect, a TIF District should be in place to capture the impact of new investment in these areas as a result of this plan. It should be noted that any TIF (together with other tax incentives) should be designed to prohibit it from resulting in a net loss of school revenues within this study area.

## **7. Traffic and Parking Analysis**

There are a number of traffic and parking-related concepts that require more detailed study and analysis. This includes an assessment of closing Mound Street as a campus spine, extending Astor Avenue between Sheridan and College Avenues, and addressing a number of parking-related issues. The parking improvements are both a short and long-term issue. In the short-term, on-street parking should be maintained and encouraged where possible. This includes along roads parallel to either side of Main Street. The spaces could be striped. On-street parking should be reserved for residents after business hours (patrolling could be a good work-study program for certain students). In the long-term, efforts should be made to encourage the construction of structured parking, particularly for Main Street and the campus areas. Any future major development planning for Capital University should include parking garages as a component.

## Focus Area Action Plan

Additional and more detailed recommendations and implementation steps are made for specific focus areas below:

### Main Street

*A. Calibrate Code for Main Street* – In order for the redevelopment intent of the corridor to succeed the zoning for Main Street should be adjusted to encourage higher densities, a mix of uses within buildings, etc. An important part of this is the adoption of design guidelines to foster development that adds to the quality and character of Main Street. This effort is already underway as part of the Main Street Design Guidelines process.

*B. Create Enhanced Gateways* – A number of areas are suitable for the creation and/or improvement of gateways for the city, university, and seminary. The city is working to create elegant but subdued gateways including along Main Street and Livingston Avenue at the entrances to the city. Likewise the seminary and university have landscape entry sign areas. Still there is an opportunity to improve these gateways and add new ones using an individual, yet coordinated design vocabulary.

*C. Manage Tax Abatements* – Implementation of any tax abatements must not result in a net loss of revenue to the school district and must result in a positive net gain across time.

*D. Encourage Mixed-Use Residential* – Adding residential uses to upper floors of structures along Main Street will allow introduce new types of residential units to the market. Increasing residential density along Main Street will create an additional customer base for service/retail uses in the corridor. Such residential units should be designed to appeal to a broader residential market, including students who wish to live off-campus.

*E. Place Active Campus Retail on Main Street* – Efforts should be made to place active campus-related retail uses in

storefronts and buildings along Main Street. The synergy of these uses should be captured to help the vitality and success of both the institutions and other businesses along the corridor. By pooling resources/demand between institutions in Bexley, uses such as a college bookstore, print shop, hotel, conference center, cyber cafe, restaurant, bank machine, etc. could be attracted to and located on Main Street, rather than burying them within campus or not having them at all.

### Institutional/Campus Area

*A. Create University/Campus Area Development District* – In order to better serve the community, a zoning district should be tailored for the seminary and university. Rather than the vague Open Space District, a new University District should be created for Capital University and Trinity Lutheran Seminary based on the growth boundaries established by this plan. This new district will allow university-related uses as well as single-family and park uses as permitted.

*B. Limit Acquisition to Growth Area* – A fundamental component of this plan is the agreement on growth boundaries for Trinity Lutheran Seminary and Capital University. New real estate acquisition by these institutions must be limited to these areas. An exception would be as a part of a Bexley Development Corporation effort to achieve greater community needs identified in this plan, rather than campus expansion.

*C. Enhance Mound Street Spine* – Allow Capital University to enhance Mound Street as a campus spine that serves to connect the campus. This could take many forms but it should be designed as an attractive amenity and encourage pedestrian-movement. It could be designed with decorative street pavers, on-street parking spaces, a traffic circle, and/or other traffic-calming measures. If after more detailed study, the most appropriate Mound Street design is pedestrian and bike-only (public access), then a new east-west road connection must be made to replace it. The logical location for such a replacement would be as an Astor connector.

*D. Encourage Sensitive Alum Creek Development* – Allow the institutions to take advantage of the beautiful Alum Creek setting to develop/redevelop attractive and appropriate buildings along the Alum Creek corridor. Any such development must be environmentally sensitive and preserve a natural buffer as well as allow for public access and a connecting bike path.

## **Livingston Avenue Corridor**

*A. Partner with Columbus* - Work with the City of Columbus to establish a corridor identity. A specific design study for Livingston Avenue could be initiated. This effort could also include joint review of projects along this quarter mile stretch of road.

*B. Create a Livingston Avenue Overlay District* – An overlay district could be created with more strict development standards to improve the overall appearance of the corridor. This could also be accomplished by updating the Commercial Service District. Implementing Design Guidelines similar to those planned for Main Street could assist such an effort. At a minimum, the zoning should establish a building line closer to Livingston Avenue, require structures to anchor the corners of blocks, screen parking, create more standardized and landscaped signage, etc.

*C. Place Gateway Entry Features* – Both Livingston Avenue and College Avenue serve as gateway entrances to Bexley. Appropriate and effective entry features should be designed for these locations.

*D. Examine Mayfield/Ferndale Redevelopment Area* – Include the Mayfield/Ferndale redevelopment area as part of any overlay for Livingston Avenue zoning change. Redevelopment opportunities that improve the tax base and create a gateway entrance are preferred.

*E. Market Redevelopment Potential* – With coordination with Columbus, increased investment, incentives, and design requirements

for Livingston Avenue, the city should consider marketing the corridor for redevelopment.

## **Alum Creek Corridor**

*A. Create Alum Creek Preservation Overlay* – Recognizing the existing native vegetation, floodplain, habitat, and scenic qualities of Alum Creek, a riparian corridor overlay should be created to preserve the sensitive areas of the stream corridor and allow for a greenway with public access. This overlay should recognize the standards established by the Franklin County Greenways Plan and the Watercourse Protection and Scenic Byway Model Ordinance. For example, a minimum 120-foot buffer zone from centerline of creek should be established, slopes should be protected, and the 100-year floodplain is not buildable.

*B. Dedicate Non-buildable Land to City* – The 120-foot buffer and non-buildable land should be dedicated to the city to assist with the creation of a publicly accessible linear greenway.

*C. Create Public Greenway* – A public trail system should be created along Alum Creek between Main Street and Livingston Avenue (and farther). This will add needed parkland for the southwest area and connect with Schneider Park. This public trail system should interconnect with the neighborhood sidewalks. It may even want to be a bike path system that compliments and ultimately connects to Columbus' planned bike path system on the west bank of Alum Creek (via a pedestrian/bike bridge). A Bikeway Plan (similar to a Thoroughfare Plan) could be adopted that requires the creation of/connection to a bike trail or public path as land is developed.





# APPENDIX

# Community Benefits

The Table below highlights the benefits to the major stakeholders that result from implementation of the Southwest Bexley Master Plan.

Table 15: Community Benefits of Southwest Bexley Master Plan

When all parties involved win, joint development/community improvement efforts rarely fail:

| Major Stakeholders   | Winners               | Losers | Benefits of Plan if Realized   |
|----------------------|-----------------------|--------|--|
| City                 | X<br>X<br>X<br>X<br>X |        | <ol style="list-style-type: none"> <li>1. Encourage appropriate development activity that stimulates other investments, enhances property values, and protects the tax base.</li> <li>2. Increase real, personal, and income tax growth over both the short and long terms.</li> <li>3. Reshape physical resources (residential, commercial, and institutional uses) for the betterment of the community and enhance the potential for new investment or reinvestment in the most successful manner.</li> <li>4. Create an environment that encourages the repositioning and redevelopment of existing assets.</li> <li>5. Serve as a catalyst for making other things happen.</li> </ol>  |
| Local School System  | X<br>X<br>X           |        | <ol style="list-style-type: none"> <li>1. Give young-family households more choices for staying or returning to the community.</li> <li>2. Reclaim or increase single-family housing options for retaining and attracting households with children that will maintain and strengthen the schools' enrollment opportunities.</li> <li>3. The immediate increase in tangible personal property taxes and the eventual increase in real property taxes are beneficial not only to the city, but also the school district and the county.</li> </ol>   |
| Nearby Neighborhoods | X<br>X<br>X<br>X      |        | <ol style="list-style-type: none"> <li>1. Offset the trend in significant conversions of single-family homes for off-campus student rental housing and reduce the number of homes rented to students.</li> <li>2. Mitigate the encroachment of student rental housing and the negative effects of this encroachment, including loss of affordable single-family housing, major shifts in property values, increased nuisance and noise complaints, traffic congestion, and reduced parking availability.</li> <li>3. Define and establish the boundaries of both campuses to provide the flexibility for accommodating future growth demands, while preserving the neighborhoods outside them and encouraging reinvestment in the housing there.</li> <li>4. Allow for open space or a flood plain park along Alum Creek for public access.</li> </ol> |



| Major Stakeholders                                      | Winners          | Losers | Benefits of Plan if Realized  |
|---|------------------|--------|---|
| College and University Campuses                         | X<br>X<br>X<br>X |        | <ol style="list-style-type: none"> <li>1. Provide opportunities for campus development to meet future program needs.</li> <li>2. Allow for more focused development efforts.</li> <li>3. Broaden and strengthen the institutions' posture in the competitive marketplace.</li> <li>4. Enable private redevelopment of more vibrant activity centers along Main Street to enhance services available to students and faculty.</li> </ol> |
| Environment   | X<br>X           |        | <ol style="list-style-type: none"> <li>1. Provide a positive environment and enhanced community image along the Alum Creek corridor, and showing that good development practices and natural resource preservation are compatible objectives.</li> <li>2. Create a stream bank buffer for Alum Creek.</li> </ol>  |
| Real Estate Development, Banking & Business Communities | X                |        | <ol style="list-style-type: none"> <li>1. Reduce the risks or unpredictability. If people know where to invest and that they will have City support by following the plan, then they will invest. Investment depends on predictability.</li> </ol>  |