

**IDENTIFICATION OF AREA ASSETS AND ISSUES  
in Support of  
GROVE CITY  
TOWN CENTER PLAN**

**Prepared For:**

**THE CITY OF GROVE CITY  
Grove City, Ohio**

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## TOWN CENTER ASSETS & ISSUES

### Asset Based Planning

Lincoln Street Studio advocates for an **asset-based approach** for most planning efforts. During the past 40 years or so, many towns and cities have prepared a wide variety of plans. These plans have traditionally been based on needs assessments and have been impossible to implement, largely because their lists of "fix-it" projects have been impossible to accomplish. This is why these plans have sat on shelves. Asset-based planning is different.

People live, work, shop, and play differently than they did 40 or 50 years ago. This is no truer than in our historic downtowns, main streets, and town centers. Whatever still remains a positive, functioning unit, characteristic, or quality should be recognized as an asset to the town center. As part of the basis for developing a vision for the future of the town center, we want to list all of the existing assets of the Town Center Planning Area, not just so that we don't lose them, but to incorporate these assets during plan implementation.

### Town Center Assets

1. The seat of Municipal Government remains in the Town Center.
2. The main Public Library is a major daily Town Center destination for nearly 1,000 people.
3. The district is safe, as the Police Station is within the Town Center.
4. There are approximately 60 retail or service businesses within the Town Center.
5. At least 5 new businesses have opened in the Town Center in the last 2 years.
6. The Town Center contains the City's greatest concentration of historic commercial buildings.
7. The A.G. Grant's Beulah Subdivision provides at least 80 households within a 6 minute walk of the Town Center.
8. The new Park Street Intermediate School is just outside the Town Center.
9. Broadway provides access to two freeway interchanges.
10. Express bus service by COTA links Grove City to downtown Columbus.
11. Streetscape is in place; photo cell controlled gas lamps, brick walks, and street trees.
12. The Town Center is already a mixed use walkable area and a draw for the GenY and Senior (Boomers) markets.
13. The City has acquired the Lumber Yard site and has attracted a major developer to redevelop it. A public / private partnership is being negotiated.
14. The City's historic rail connection to downtown Columbus (the Inter Urban) is gone, but the Rail line is still in operation, connecting the Town Center to downtown Columbus, and could eventually become a rail transit link.
15. Much vacant land is available for development, some of which is owned by the City.
16. Current real estate values are not exorbitant, and would not present a barrier for redevelopment.
17. A seasonal farmers' market operates on Saturdays in the Town Center, and other public events are staged there.
18. Park Street has the potential to become a civic feature, providing frontage for new urban housing, and serving as a main pedestrian link from the Town Center to neighborhoods to the east and to the west.

19. The Town Center Merchants' Association is still in business (since the 1990 time frame).
20. A program of lighting improvements is being implemented under a grant program whereby the City is providing cash incentives for matching expenditures.
21. An extraordinary number of local businesses and residents are in support of City efforts to prepare a New Town Center Plan and to implement it.
22. Several property owners have assembled multiple parcel land holdings.

### **Town Center Planning Issues**

There are several issues that will have a bearing on the development of concepts for town center planning options. These include the following.

1. Adaptive use redevelopment proposals for existing, historic town center buildings will encounter mixed-use building code requirements that will require special fire separation improvements.
2. The significant growth and development of Grove City has occurred predominantly to the east of the Town Center Planning Area, extending to across the I-71 freeway. The Town Center is, therefore, actually on the west edge of the community, not in its center.
3. The total extent of retail and business development within the Town Center Planning Area is very small in terms of gross square feet of occupied space. This means that it cannot compete for retail sales on the same basis as other shopping centers. The Town Center must focus on specialty and niche market factors.
4. The Public Library cannot expand or improve its facilities without help from the City of Grove City and Jackson Township.
5. There are several industrial use buildings along the CSX Railroad which no longer retain their original use. These remnants of a prior time, mixed in with houses and commercial buildings, present a poor, disorganized visual image for the Town Center. Some developers perceive elements of blight.
6. Except for the south east corner, the housing stock within the analysis area is out of place, and not contributing to business and retail planning options.
7. The greatest traffic volumes within the Town Center follow Columbus Street, and then north along Broadway. Lower traffic volumes use Grove City Road and Broadway south of Columbus. This means that retail uses that require higher average daily traffic for viability will continue to seek locations on North Broadway, north of Columbus Street.

## **TRENDS AFFECTING COMMUNITY DEVELOPMENT & HOW WE LIVE IN AMERICA**

Each community possesses unique and different circumstances. Each has different resources. And yet, every community has experienced, and is living through, fundamental changes in our society, in our economy, in education, in our lifestyles, in the nature of work, and in our standard of living. Because of this, there is probably no community that can continue to be what it has been. There is no town that will be able remain the same. Change is continuing. Trends will continue to affect communities on a daily basis.

An awareness of, and a willingness to address applicable trends will be necessary to devise an effective Town Center Plan. Acceptance of obsolescence and change will be necessary. Understanding the specific needs of the Town Center Planning Area in its greater context will be necessary. The collaboration of consultants with members of the community, and others who may have a stake in the future of the planning area will be essential. Original thought, and the willingness to try new ideas will be necessary, particularly if new and effective strategies are expected to emerge. It takes vision to accept these things, and planning work must focus on the future and embody vision.

### **Changes in Population**

From a community planning perspective, the most significant trend in America is the growing proportion of the national population that is 65 years of age or older. This segment of the population is also growing the fastest throughout the developed world.

In the United States, it is estimated that 12 percent of the population was over 65 in 2000, and the Census Bureau estimates that by the year 2030, this percentage will grow to more than 20 percent. If correct, this predicts that 71.4 million Americans will be 65 years of age 22 years from now.

The magnitude of this change, journalized generally as the aging of the baby boomer generation, will impact every community in America in many ways. The elderly segment of the population is currently the wealthiest, but it is estimated that only about half of the "boomers" will be able to maintain their standard of living. It is estimated that one in four of these seniors will become dependant upon government programs. Estimates predict that there will need to be twice as many physicians specializing in geriatrics to serve the elderly population, and 500,000 more nurses by 2020.

Suburban communities will likely face demand for increased social services, such as public transportation, senior day care, and similar social services, because the populations of suburban communities in the United States are aging faster than most other communities. As people age, they drive their cars fewer miles and less often, because they become less confident in their abilities, and because they develop health and physical infirmities.

Spread out land use patterns impact senior populations in so far as shopping for groceries, prescription medications, and public services become increasingly

inaccessible to them. Furthermore, it is estimated that alternative transportation services for seniors are not available in more than 50% of metropolitan areas. It will become increasingly necessary for buddies, family members, and volunteers to offer passenger services for seniors.

## **Changes in Business and Work**

The world economy now exists, but most people do not as of yet understand how this affects them. Products are now assembled, and services are procured and provided, by “project teams” from all corners of the globe. Data entry and management for U.S. corporations is done over night by staffs working on computers in Ireland and in Barbados. Radio Shack no longer makes a car radio, they buy radios from China for resale, while the marketing is done somewhere in America. The construction documents for architectural and engineering projects are often assembled simultaneously in Columbus and Taiwan, or in New York and India, with E-Mail serving as the medium for communication.

The world economy operates on a value added basis, just like pro sports and Hollywood. The success of an individual, and his/her income, will be measured by the individual's worth (contribution) to the world economy. To get a handle on this context, one researcher (Robert Reich- *The Work of Nations*) predicts that there will be only three (3) job types to consider for relative positioning. These job types follow, with a brief description and value position.

- **Repetitive Production Worker**- The assembly line worker, or the farm worker, has the lowest position, and the least job security. These are the jobs being replaced by robotics, unregistered immigrant workers, and cheaper labor in foreign countries, as companies continually find ways to reduce costs of production.
- **In Person Server**- This is the service technician, the restaurant server and the hair stylist. Future earnings and job security depend upon who one would be serving and the recipient's perception of the value of service. Values are declining for many service functions. The preparation of wills, for example, can be done for \$19.95 if a person buys a computer program and does the work by him/her self, instead of hiring a lawyer.
- **Strategic Analyst**- This is the definer of the problem, the person who solves the problem or the broker of its solution. This is the idea person, the fashion designer, the “hot” author, or the star athlete who can score the most points. This is Tom Hanks or Sharon Stone who can guarantee ticket sales. This is the research scientist who will find the cure for AIDS, the planner who can point the correct way, the marketing genius who can sell the product or the TV producer who can cause a show to climb in ratings. This is the CEO of a major corporation that saves millions by off-shoring data worker jobs to India. These are people who earn money on the basis of the value they add to a venture. These are the stars of the world economy.

The U.S. economy has been expanding continuously since 2001, though not always at the same rate. New jobs have been added in the service sector, which has grown the most, replacing almost all manufacturing jobs that have been lost. These new jobs have not matched previously held pay scales, however, and Americans have seen a decline in the standard of living in the middle and lower class of working families. In most cases, workers have not possessed the education, nor the skill sets or training needed to fill the new jobs, and many jobs training programs have missed the mark by focusing upon computer skills that are available in other countries at lower salary levels.

Ohio's economy has been in decline for an extended period. More than one quarter of a million manufacturing jobs have been lost. The Census Bureau has reported that Ohio led the nation with the greatest number of counties with the greatest population lost. However, the population of Franklin County grew by 0.85 or 9,040 residents, and the six counties surrounding Franklin County grew by 10,428 residents, making Central Ohio the State's only bright spot in population growth.

Population growth and new households generally follow job growth. In fact, job growth in Central Ohio has been positive. New jobs have been shared on a roughly equal basis between the City of Columbus and all of the suburban communities and surrounding counties. The nature of jobs has shifted, however. For example, within Central Ohio, 17% of all retail jobs have been lost since 2001. The manufacturing sector has experienced a large decline in jobs. Construction and real estate has been down. The job sectors which have showed little or no growth include government, technology and business services, and logistics and utilities. The growth sectors included entertainment, dining & lodging, health care and social assistance, and professional, technical and other services.

Related to the new ways in which we work, companies are seeking to consolidate floor space through greater efficiency of design and sharing of space, telecommuting and other technology-based productivity boosters. This is reflected in an upward trend of closer to 5 office workers per thousand square feet of gross leasable space rather than the traditional rule of thumb of 4 office workers per thousand square feet. Consolidation, flexibility, and design efficiency are long-term forces that will shape future office real estate trends. In turn, developers are seeking more efficient and integrated uses of buildings and land.

Space needs of tech firms do not fit the empty shell designs of the past. Today's emerging companies need space that is flexible enough to easily meet quickly changing requirements. Team spaces are given highest priority while individual offices are not laid out along a hierarchical structure as they were in the past. As an Internet marketing executive commented, "Having the latest computer equipment is more of a status symbol in our company than sitting in the biggest office." Trends such as telecommuting, "hoteling" (working remotely most of the time but reserve office space when needed), mobile "officing" (working remotely on the road), flextime (working hours outside of traditional 9 to 5 shift), job-sharing (sharing a full-time job on part-time basis with another part-timer), freelancing (working at clients office for duration of a project), and work/live space are changing space requirements in corporations of all sizes. There are many jobs in our New Economy that require only a laptop computer and a cell phone to accomplish anywhere the worker desires. This has led to a re-surgence of "third places" such as coffee shops, libraries, and outdoor cafes.

Another trend is the sharing of space and pooling of resources among complimentary businesses.

Office suites offer small firms (often one person) a well-furnished office with administrative services, conference rooms, high speed Internet access, and basic office equipment at a prestigious address. Some upscale versions offer onsite fitness centers and concierge services. They generally appeal to sales reps, small local staffs of large national corporations, startup entrepreneurs, and those on temporary assignments. A related concept is business incubator space where promising startup businesses are provided with technical and business assistance

in addition to cheap space. Office condominiums are gaining in popularity to leasing for professional practitioners such as physicians. A condominium allows the practice to own its real estate (which has favorable tax implications) without entering the real estate business as a landlord to others. Innovative economic development professionals are identifying industry clusters that play to a municipality's particular strengths. Although clusters are often thought of as a concentration of like businesses in one area, vertical clusters that emphasize supply chain relationships may prove to be more sustainable over the long haul.

### **Changes in Education**

We now live in what is called the knowledge economy, and it seems almost incomprehensible that only about 25% of high school graduates go on to receive a college education. It is estimated that from 18% to 30% of all high schools students drop out before graduation. This is foreboding, because the aspirations of the nation's young people will never be met. Census data indicate that in 2005 college graduates earned \$54,689, compared to \$29,448 earned by persons with only a high school diploma. The drop outs earned just \$19,915, and persons with professional degrees earned up to \$119,009.

The information age has defined the knowledge economy and distance learning. Recent research estimates that there are one billion users of the internet, with a growth rate approximating 15% per month. Every Major Corporation, charitable and political organization, educational institution, community service agency, and unit of government has integrated use of the World Wide Web into its marketing, information and communication strategies.

Distance working, even from the home, is a characteristic of the world economy, which both drives the existence of, and prospers from, all of the above trends. Technology is changing the nature and scope of community. Technology is changing the nature of work and the systems or rewards for effort expended. Technology has rendered job insecurity to all who would ignore it, which is why education has become a K through life curriculum.

New research indicates that the U.S. is entering the creative age, a time when new ideas will generate new products and new businesses. It is now recognized that even with computer skills, data workers contribute very little added value to the processing of information. It is innovation (new ideas), not mass production of low-value goods and services that is the driving force in the new economy.

Studies are now under way to determine what should be taught to develop creative workers and leaders. The current trend focuses on the arts, culture, and technology as the subject matter. One researcher reports that communities most likely to burst with entrepreneurial fervor will be those that place a premium on cultural, ethnic, and artistic diversity. Many educators now believe that artistic talents are vital to all industrial efforts that depend upon the marriage of computers and telecommunications.

### **Changes in Shopping**

There are many trends changing how people shop. Data show that for the past 10 years, retail sales nationally have shown a growth of only 4 percent, while sales

growth for products purchased on the internet have grown at a rate above 20 percent. Sales through mail order retailing have also done well. As a result, there has been significant consolidation among department stores, and many “big box” retail developments have closed. The pool of retail tenants who might anchor new malls has reduced, and many analysts now predict that new mall development is in a period of decline.

The retail industry has responded in several ways, the most basic having been targeted selling to narrowly defined segments of the population. Grocers in Hispanic or Asian neighborhoods have, for example, provided great selection in the fresh produce preferred by each ethnic group within their market area. Many specialty retailers have been formed, such as Wild Birds Unlimited, to target the bird enthusiasts within the overall market. Segmentation of the market by age group has provided another approach; seniors may be offered specialty products, or younger “people on the go” are offered pre-cooked dinner options to purchase at a Whole Foods market on the way home from work. The more traditional “one-size-fits-all” concept of merchandizing has all but vanished.

Similarly, the trend toward public action in support of social goals has generated a focus for specialty retailing that did not exist ten years ago. Referred to as ethical consumerism, a growing segment of the shopping public has begun to seek out and demand products from companies that do not exploit impoverished labor or the environment. These people have paid premium prices to encourage, through their purchases, the development of a variety of products such as compact fluorescent light bulbs, hybrid vehicles, and organic (and fair trade) foods and beverages.

Lifestyle retailing has become the most popularly journalized approach to retail sales. Developers have coined the term “Lifestyle Centers” as the basic marketing thrust for shopping places that have enhanced pedestrian amenities, with superb landscaping, places for outdoor dining, and stores that carry merchandise targeted to specific segments of the shopping public. The Urban Land Institute has recently said it has not been able to define what a lifestyle center really is, because there is no such thing. What exists for the shopper is a growing opportunity to shop in civic places that do provide experiences for social enjoyment while shopping.

Of significant interest is the array of new centers that have been developed in the pattern of historic town centers. Plans for these centers feature streets laid out in a grid fashion, with curbside parking, street furniture, and public plazas and parks. These places have demonstrated a renewed interest in renovating town centers.

Current retailing strategies consist of making stores smaller, focusing on environmentally friendly “green design,” and providing more shopper amenities. Whole Foods has set a trend for smaller stores (12,000 to 16,000 square feet). Nordstrom, Inc. is replacing its shopping bags and gift boxes with boxes and bags that are 100% recyclable. Store design is implementing the use of “eco-friendly” construction materials. Retailers are recognizing that mixed-use communities are increasingly attractive for shoppers. Places where people live, work, shop and play are pleasing places, and they draw customers from a larger market area.

### **Changes in Lifestyle**

Diversity in lifestyles has become more apparent with demographic changes. The cultures of the world’s developed countries are becoming more heterogeneous.

People no longer feel limited to live in certain neighborhoods, and they are becoming less limited by class or ethnicity. People of varying age groups are becoming more comfortable in expressing attitudes and living preferences outside of those traditionally associated with their age group. American business has responded to this trend through "microsegmentation" of the marketplace, breaking down the mass market into ever smaller groups of potential customers with similar wants and needs.

For example, marketing research efforts have summarized the differences in lifestyles between the baby boomers, the generation X'rs, and the generation y, new millenials. To be sure, market research has moved further to define micro segments within each of these generations. However, general summary of the lifestyles of each depicts how trends become modified by subsequent generations.

**The Baby Boomers**, born from 1946 through 1964, comprise nearly 28% of the U.S population. Researchers have segmented the boomers into two groups, born from 1946 through 1954, and born between 1955 through 1964. The first wave watched the assassinations of JFK, Robert Kennedy and Dr. Martin Luther King on television. They also watched the walk on the moon. They have direct experience with the Vietnam War, anti-war protests, and the sexual freedom, environmental and women's movements. These boomers are characterized as being experimental, individualistic, free-spirited and social cause oriented. The second wave lived through Watergate, the Cold War, the oil embargo, raging inflation, and gasoline shortages. Researchers characterize them as being less optimistic, generally distrustful of government, and generally cynical.

The baby boomers retain the greatest share of the cultural, industrial, political and academic leadership class in America. They also retain the highest median household incomes in the United States.

Researchers say that the baby boomers are known for excessive spending for themselves, rather than investing in future generations. These are the people, after all, responsible, as consumers for large lot single family suburban pattern development. Boomers defend their lifestyle by saying that they worked hard their entire lives to give their children (generation Y) a better life. Data show, however that the boomers accomplished this objective on a short term basis, not for the long run. Researchers believe that the boomers will empty their pension funds to support their lifestyle, leaving nothing for their children.

Retired baby boomers will (still) be in age denial. They are already spending record amount on health club memberships, home exercise machines, cosmetic surgery, health foods, vitamins, organic foods, bottled water, hair color, Botox, and Viagra. Baby boomers will have a toxic reaction to any product or service (including housing) that is labeled: "senior" or "mature," or other similar terms. This is a sensitive issue. Active downtown and urban environments can provide robust opportunities for senior boomers to stay active and connected to their communities after retirement. There is a growing movement toward the formation of nonprofit corporations that collect membership dues in exchange for provision of transportation, home cleaning and repair, companionship, security, and other services. Such self-help co-operatives will help seniors stay in their homes longer. In some moderate income areas, the co-ops are set up by social services organizations which can tap into volunteer labor and barter exchanges to keep costs down (although the use of volunteers may present the need for liability insurance).

**Generation Xers**, born between 1965 and 1976, are often defined as the “baby bust” generation, because of the small number of births that took place during these years following the baby boom. Some researchers depict this generation, which numbers approximately 48 million, as tending to be consumer driven and media savvy, while others describe them as people who reject status, money and social climbing. This generation lived through the recessions of 1991 and 2001, and they experienced the affects of job outsourcing and off shoring. They are preoccupied with what they perceive as problems left by the previous generation that they must resolve.

Researchers report other interesting aspects of the Generation X lifestyle. This generation has a strong tendency to start their own businesses. This is the first generation to recognize the benefit of the internet, and many of them started dot-com companies. (Many made fortunes, and many declared bankruptcy.) This same generation is known to possess a love of nature and athletics, and is credited with starting the extreme sports movement, launching rock climbing, bungee-jumping, and snowboarding. This is also the first generation to abandon suburban living and to return to the cities, and their preferred dress is individualistic. They are credited with revitalizing many downtown areas.

**Generation Y- the Millennials** were born from 1977 through approximately 1990; some researchers stretch the limit to the year 2000. This generation which numbers almost 70 million is portrayed as young, smart, brash and casual in dress. These younger persons are the newest entrants into the job market, and they have high expectations for themselves. They tend to work faster and better than other workers. They seek creative challenges and bosses who will become engaged in their training for advancement. They also view colleagues as resources, seeking knowledge and experience wherever they can find it. Millennials are sought after by employers because they are the most tech savvy of all workers, but Millennials question traditional command and control management practices, causing great frustration for managers.

Researchers point out that members of this generation are financially smart, with 37% expecting to start saving for retirement before the age of 25. Retirement plans are a strong factor in job selection, and 70% of those who become eligible contribute to such plans. Gen Y's also seek to balance work with personal pursuits. They place a higher value on self-fulfillment than previous generations, and they like workplace options such as telecommuting, going part time for periods, and jobs with other forms of flexibility. At the same time, Gen Y's do not expect to say in the same job for many years, or even the same career for life. They do not appreciate the concept of employee loyalty. These people are high performers, but also high maintenance.

Most communities working to develop their economies seek to attract Gen Y college graduates. One market researcher reports that the Millennials prefer to live and work within the downtown areas of cities, particularly those that provide green space, urban densities, and “cool” places within the context of old buildings. This generation, more than any other, places high value on good design. Gen Y's are looking for authenticity. To them, everything has history and context, and everything does not need to be new. Price and value are paramount for Gen Y's, but value not narrowly defined. Value includes health and environment, time and efficiency, peer and self respect. For these consumers, the bottom line is higher.

Movements toward simpler living and saving the environment have taken hold in this decade with all generations after decades of operating on the fringes of mainstream American Society. Sale of natural and organic foods is growing by 10% a year while Saturday Farmers markets proliferate throughout local farms whenever feasible. Rising concerns about global warming coupled with energy price shocks are fueling the green wave. Wal-Mart is at the forefront of this movement to the surprise of its critics. But Wal-Mart understands that it has incredible potential to use its vaunted business model to mercilessly strip away inefficiency and waste as it relates to environmental and energy issues. It is committed to selling environmentally-friendly products (such as compact fluorescent bulbs) to its customers, using recycled materials to build its stores, and employing alternative energy sources to operate those stores. Next on its agenda is to pressure its vendors to adopt more environmentally sound practices if they want to do business with Wal-Mart. Sustainable development and eco-conscious lifestyles will be fundamental requirements from this point on for the human race to thrive.

### **Changes in Development**

It is estimated that approximately 80% of all persons 65 years of age or older own their own homes, and in the United States these homes are located predominantly in suburban areas. Housing preferences change for seniors as they age. Research has shown that as baby boomers become “empty nesters,” they prefer compact neighborhoods with pleasant and walkable streets. It is estimated that the demand for small lot “cottage houses” and for attached housing units will exceed supply by 2025. The shortfall is estimated at 35 million senior housing units. The same research estimates that the demand for large lot, single family housing in 2025 will fall short of the supply available today.

The market for senior housing is one of four markets within what developers are only beginning to recognize as the “4-S Group.” In addition to seniors, the other markets within the group are housing for singles, housing for singles with children, and start-up housing. Each of these markets has different preferences, and developers have ignored them for years because it has been more lucrative to build large, more expensive single family housing for the boomer generation.

One new trend is for smart growth communities. Research has shown that 55% of Americans prefer new development to provide neighborhoods with a mix of single family and other types of housing, shopping places and schools within walking distance of housing units, places of work with commutes of less than 45 minutes, and accessible public transportation. This research indicated that Americans now believe that bringing places of work closer to home is smart growth.

Another trend moves directly away from “drivable sub-urbanism” to “walkable urbanism.” Walkable urban places are much more densely developed, and consist of shops, offices, services and housing units all mixed together. One researcher used real estate sales data to show that people are paying 40% to 50% more for residential condominiums on a per square foot basis, in comparison to detached single family houses. This shift in property value has been evolving over the last 10 to 20 years, and the number of walkable urban districts has increased from 2 in the 1980’s to 17 by 2007. It is estimated that the pent up demand for these places will gravitate to suburban town centers, old strip malls in need of redevelopment, and new Greenfield towns.

The development community has embraced the concept of mixing complimentary uses within a single development plan. The largest projects consist of new Greenfield Town plans, new town centers, and new traditional neighborhoods. The typical use mix generally includes retail buildings with condominium housing units on upper floors, parks and recreational facilities, and offices. Generally several types of housing units are provided. Many developers have come to mix uses within single building projects, designed to "infill" the street front of existing commercial streets with vacant sites or designated redevelopment sites. One new market is live / work or career housing, which provides a mixed use option for professionals to start new consulting and related businesses, following early retirement or layoff.

Paralleling the trend toward mixed-use development the trend toward the adoption of design standards and design review by large and small governments has become almost universal. In most communities across the country, existing zoning regulations have not been updated to allow mixed use development proposals, without significant controversy.

A growing number of childless households have pets. Furthermore, pets are gaining status as fully-fledge family members (even as surrogate children in some households). Sales of pet-related merchandise and services is a \$50 billion a year industry in the United States and is growing at a pace twice that for all retail sales. One chain reported that is sold more dog clothing in December 2007 then it had sold in the entire previous twenty years combined. On any given warm-weather weekend, there are numerous dog-related community events in cities and towns throughout the country.

### **Opportunities for Grove City's Town Center**

All of the general trends presented above are applicable to Grove City. Some are more or less evident at this time. What is certain, however, is that there are specific opportunities for Town Center redevelopment across the Country, and within Grove City.

The population is growing in Grove City, and demographics show that the older segment (aging Baby Boomers born between 1946 and the early 1960's) and the younger segment (the new Millennials born between the early 1980's and 2000's) are growing the most rapidly in percent of total population. It is these segments of the population that have been fueling downtown redevelopment for almost the past decade, and research is showing that these people will continue to seek out mixed use urban environments. Grove City's Town Center planning area possesses precisely the characteristics and use patterns being sought. Appropriate additions and revisions just need to be planned for the place to meet the market demand and to become vibrant again.

Research is showing that changes in American lifestyles are being increasingly shaped by the global demands for non-renewable resources. As gasoline prices and construction costs increase, traditional suburban pattern land use and transportation patterns are becoming less sustainable. Trends are suggesting that more jobs and housing will cluster in town center districts to take advantage of existing infrastructure and to allow older and younger population lifestyles the

option and benefits of urban walkable environments which provide opportunity for entertainment, cultural and recreational activity, and social interaction.

The opportunity for retail sales is also centering on the qualities that Town Center places offer. The primary qualities are buildings with legitimate historic character, the pleasing positives, for residents, of not having to drive their cars everywhere, and an association of small merchants that focus on providing service and atmosphere that is unique and above the level found in large stores and malls. These are places that are dog-friendly, and people respond by walking their dogs. Others come to have an ice cream, and to sit on benches to talk or to people watch. Restaurants appear in support of increased resident population.

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16. Karl Albrecht, Eight Super trends Shaping the Future of Business, The Futurist, September-October 2006, pp. 25-29.

## **Physical Constraints and Regulatory Barriers Assessments**

While a market study can help identify the *demand* for different land uses and in what amounts, physical and regulatory barriers may hinder the private market's ability to *supply* these uses and structures. Public intervention should help remove these barriers before attempting to fill the private sector's role in developing and providing these uses.

The public sector should remain aware of its role in developing and maintaining support for development in the public realm—such as road and utility infrastructure and civic spaces (to be explored elsewhere in this process). Such public investments provide limited returns if no one addresses these barriers and issues.

The issues identified fall into two sections:

- A. Physical Constraints
- B. Regulatory Barriers

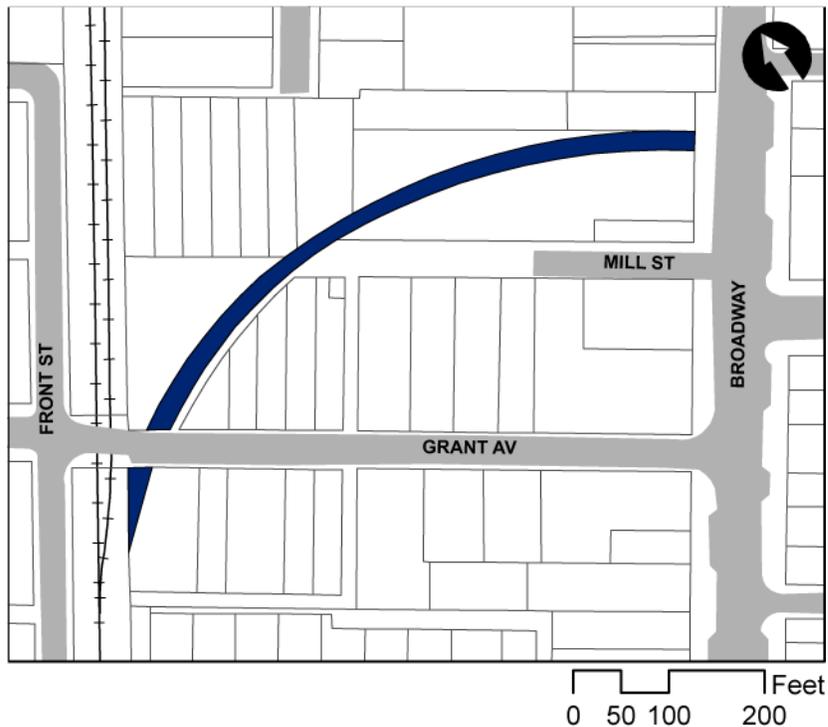
## PHYSICAL CONSTRAINTS ASSESSMENT

### Summary

The physical issues confining redevelopment relate to land ownership and development patterns. Such patterns emerge over time as property owners develop and redevelop land to meet changing market conditions, technologies, and land use preferences. Where land remains underutilized or completely vacant, several barriers to redevelopment may be the cause.

### Issues

- Remnant parcels of small or irregular shape hinder land assembly and redevelopment.
  - CSX retains ownership of the land under the old spur off the Baltimore & Ohio rail line that ran across Grant Avenue to the old mill (now Mill Street Market). Despite the land's vacancy and absence of rail, it continues to bisect parcels in this area (see figure 1). Despite the land's small size, CSX will not entertain private offers below \$100,000.



**Figure 1.** The CSX parcel is only 0.2 vacant acres, but affects the use and development of surrounding parcels. Data source: Franklin County Auditor.

- William Foster Breck's original plat of Grove City, dating back to 1852, south/east of Broadway (a.k.a. Harrisburg Pike and Ohio 3C Highway) originally oriented quarter-acre parcels along Park and Columbus Streets (see figure 2). Alleys grouped these parcels into one-acre squares (presumably to allow for convenient access to stables).



**Figure 2.** The original plat of Grove City delineated long quarter-acre lots fronting Columbus and Park Streets.

Parcel owners re-subdivided the four blocks along Broadway to have the shorter, front lot line oriented to that commercial thoroughfare. While logical, this has left odd shaped and sized parcels along First Street (originally Alley No. 1) and Broadway-fronting lots with a variety of suboptimal, private rear access conditions. (See figure 3.)

Grove City improved the alleys, making streets such as First Street, Cleveland Avenue, Jackson Street, and Civic Place, and leaving the original lots with inefficient double frontages. Some owners in the one-acre blocks took advantage of the new frontages to subdivide lots again. (Again, see figure 3.)



**Figure 3.** Property owners have subdivided lots within the original plat. Data source: Franklin County Auditor.

- As shown in figure 4, these issues have created sites where access is confused or awkward. Some parcels have limited frontage, while have multiple fronts.

# Figure 4. Site Issues



## Legend

-  Analysis Area
-  Pavement
-  Buildings
-  Site Access is Confused

## Frontage

-  No Frontage
-  Double Frontage
-  Triple Frontage
-  Quadruple Frontage

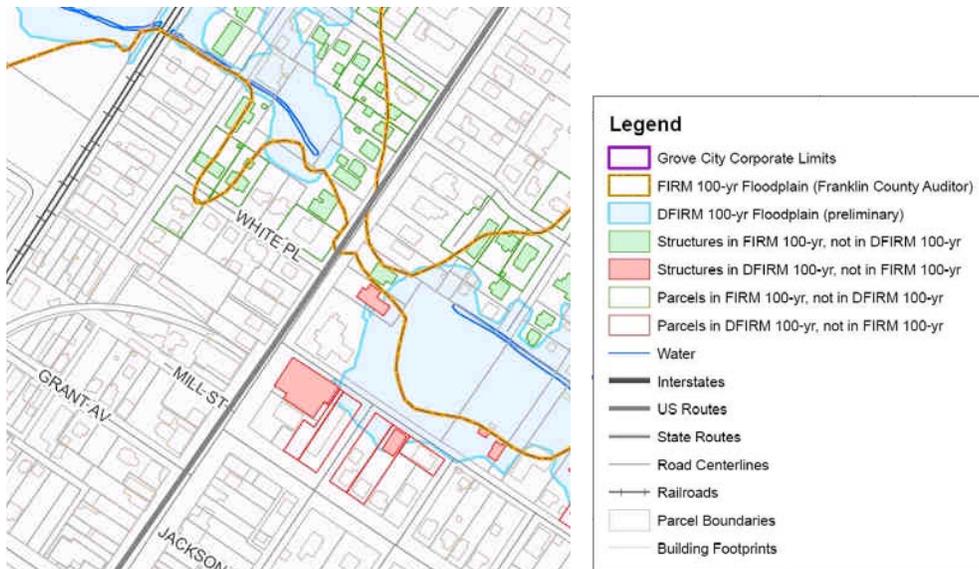
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**Lincoln Street Studio**

*architects & planners*

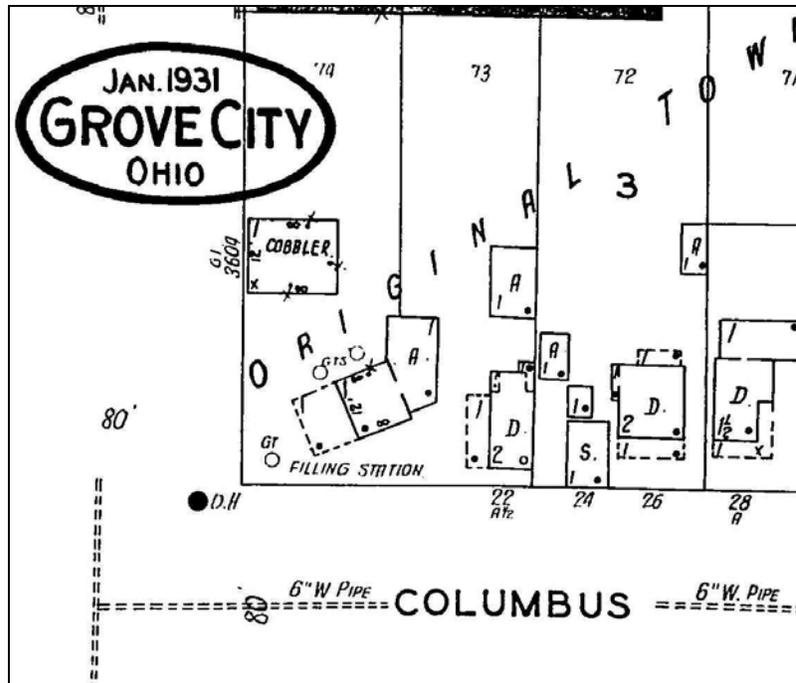
- Parcels with physical limitations (i.e. floodplain, real or perceived environmental contamination) discourage new investment and limit the range of development possibilities.
  - According to the preliminary DFIRM (Digital Flood Insurance Rate Maps) published by the Federal Emergency Management Agency (FEMA), six parcels in the analysis area along Cleveland Avenue between Broadway and Arbutus Avenue contain some portion of the 100-year floodplain. The 100-year floodplain covers the land to be inundated by a flood with a one percent chance of being equaled or exceeded in magnitude during a given year. Only two buildings are partly within the floodplain. This is an expansion of the floodplain, which did not include these buildings or parcels on the 1995 Flood Insurance Rate Maps (FIRM). (See figure 5.)



**Figure 5.** The boundaries of the 100-year floodplain are about to change along the northern edge of the analysis area. Source: EMH&T/City of Grove City

- Short of individual Environmental Site Assessments (ESA), such as those done to ASTM (American Society for Testing and Materials) standards, one can make few substantive determinations about environmental contamination. These unknowns alone can inhibit redevelopment.

For example, the 1931 Sanborn Maps show filling stations at the southwest corner of Grove City Road and Broadway, the northwest corner of Park Street and Broadway, and the northeast corner of Columbus Street and Broadway. Filling stations may or may not indicate the presence of underground tanks. The city participated in the remediation and redevelopment of two of these locations, leaving only the former station at Columbus and Broadway with an auto-oriented use (see figure 6). Existing development on these parcels appears to avoid old underground tank locations.



**Figure 6.** One of three filling stations in the analysis area, as it was in 1931, occupied the northeast corner of Columbus and Broadway. Source: Sanborn Map Company, 1931

Former uses in the industrial zoning districts along the railroad tracks may also cause environmental contamination concern. cursory examination of the historical Sanborn maps (1922 and 1931), originally compiled to help calculate fire insurance rates, reveals that uses in these periods took advantage of proximity to rail for delivery, storage, and wholesaling of various goods.

- In general, structures (and other property improvements) of economic value may become functionally obsolete as business practices and technologies change.

For example, in the town center, the primary method of transporting certain goods and materials moved from rail to road, changing the role and value of structures along the railroad tracks. Even absent environmental contamination, certain structures or site layouts can become a liability if physical, regulatory, or financial barriers prevent the adaptation of these liabilities into new assets.

- Parcels held in reserve (by corporations, institutions, or governments) can not only inhibit development on said parcels, but also on other adjacent or proximal parcels by altering real estate market pricing and/or limiting area activity by holding these parcels vacant.
  - The City of Grove City controls 7.04 acres in the analysis area, not counting street/alley rights-of-way. That translates to 14.5% of the entire analysis area and 21.1% of the analysis area in parcels. The police department sits on 0.91 of those acres. City Hall sits on 1.19 acres. The old lumberyard is the largest holding at 2.42 acres. Grove City holds 0.82 acres as public parking for the town center businesses (not counting those associated with City Hall). 0.90 acres remain in reserve for ongoing facility needs.

**Table 1. Recent City Property Purchases**

<b>Formerly</b>	<b>Address</b>	<b>Acres</b>
Huntington Bank	3378 Park Street	0.48
Bimco	3474-76 Park Street	0.42

- The library controls 1.60 acres on either side of Civic Place between First Street and Arbutus Avenue, adjacent to city holdings on First and Arbutus, outside the analysis area.
  
- Parcels held for speculation do not receive long-term capital improvements. Those in control of the property are not concerned with finding the highest and best use of their property. A use where rent or other revenue covers the carrying cost (taxes and maintenance) with minimal investment allows the owner to “bank” the property indefinitely—a wait-and-see approach.

There is no quantitative source of data to determine a real estate owner’s motives. A combination of maps and analyses may help.

- The improvement-to-land value (I/L) ratio is a rough indicator of underinvestment. If the building improvements on a parcel (total building value) are less than the land value ( $I/L < 1$ ), then the parcel is likely underutilized. Figure 7 maps this indicator. The lighter gray indicates an I/L ratio between 1 and 1.5.

Figure 7. Improvement to Land Value Ratio (I/L)



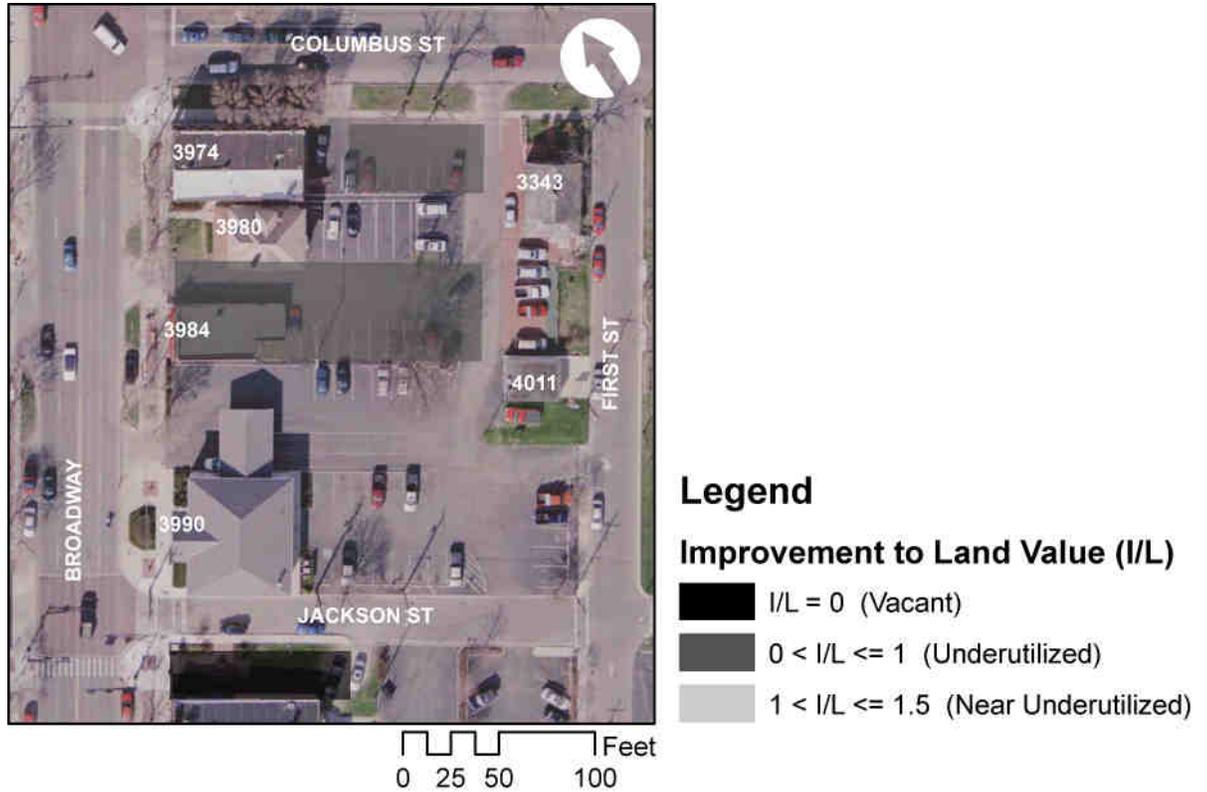
**Legend**

-  Analysis Area
-  Building

**Improvement to Land Value (I/L)**

-  I/L = 0 (Vacant)
-  0 < I/L <= 1 (Underutilized)
-  1 < I/L <= 1.5 (Near Underutilized)

Physical issues noted above, as well as other regulatory issues may not be reflected in the auditor's land value assessment. Some parcels indicated as underutilized hold parking for other uses (see figure 8).



**Figure 8.** One owner controls 3980 & 3984 Broadway, which may partially explain why the I/L ratio indicates the parcel as underutilized.

The land value of 3984 Broadway may exceed the building value, making the indicator show the parcel as underutilized. However, the property at 3980 enjoys some of the 3984 land value through the shared parking arrangement. Similarly, city controlled parcels used solely for public parking, such as the lot behind 3974 Broadway, lack major site improvements beyond pavement for parking cars, making the indicator show these parcels as underutilized. Businesses throughout the analysis area enjoy the value of this shared parking arrangement.

- o Private land assembly can be a lengthy process. While attempting to assemble a holding large enough for a new project, existing uses and structures may not receive new investment or become underutilized. Again, intent is hard to determine. In the analysis area, 13 private landowners (11 non-residentially zoned) have assembled holdings greater than half an acre. Figure 9 maps these parcels, along with those held by the city and the library.

# Figure 9. Large Landowners



**Legend**

- Buildings
- D.G., R.G., B.G. (A)
- Library
- D.G., R.G., B.G. (B)
- City-Owned
- Analysis Area
- R.L.H.
- B.L. or J.G.L.
- Pavement
- L.J.A.
- Mill Street Market
- Peter Troost Monument Co
- R.A.B.
- B.J.R.
- R.L.F.
- K.M.S.
- Fifth Third Bank
- SWB LTD
- R.T.G.

0 75 150 300 Feet



## REGULATORY BARRIERS ASSESSMENT

### Summary

In general, the portions of the zoning code applicable in the town center:

- Narrow the options for adaptive new uses, including mixing of uses
- Make contextual form and lot coverage illegal or infeasible for new development through parking, yard, and lot coverage requirements
- May impact ongoing district vitality and role
- Contain conflicting regulatory layers with unclear purpose and intent

### Issues

- Activity deadening and space-taking uses occupy the light industrial district (IND-1) along the railroad tracks (see figure 1). Single- and two-family residential use non-conformities mix with warehouse and automotive service garages between the tracks and the commercial properties along Broadway. While of some economic value, these uses do not compliment the town center. Where proximity to the railroad track and former rail spur into the mill was an asset to wholesaling and warehouse industrial uses, other potential uses avoid the nuisance of noise and vibration.



**Figure 1.** The light industrial district hosts activity deadening and space-taking uses with residential nonconformities.

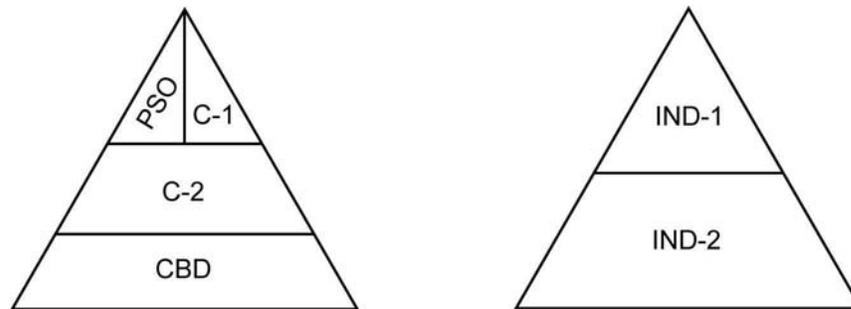
Nuisance alone cannot explain the presence of these deadening and space-taking uses. They typically appear under the following conditions: <sup>1</sup>

1. low concentrations of foot traffic
2. too little surrounding magnetism
3. no high-value competition for the space

The highest and best use for the area zoned IND-1 should take advantage of the foot traffic and magnetism generated by the town center commercial area along Broadway. However, the uses allowed in the IND-1 category exclude any of this potential high-value competition for the space, discouraging adaptive reuse and redevelopment.

**Table 1. Industries allowed in the Light Industry District (IND-1), §1135.09(b)(10)**

Building Construction – General Contractors	Beverages
Construction Other Than Building Construction	Furniture and Fixtures
Construction – Special Trade Contractors	Printing, Publishing and Allied Industries
Courier Services, except by air	Professional, Scientific, and Controlling
Public Warehousing and Storage	Instruments; Photographic and Optical Goods;
Transportation Services	Watches and Clocks
Wholesale Trade	Miscellaneous Manufacturing Industries
Dairy Products	Dry Cleaning and Dyeing Plants
Bakery Products	Rug Cleaning and Repairing Plants
Candy and other Confectionery Products	Industrial Launderers
Chocolate and Cocoa Products	Research and Development, Physical and
Chewing Gum	Biological: Commercial
Salted Nuts and Seeds	Testing Laboratories



**Figure 2.** Commercial and industrial zoning districts group uses into two cumulative/pyramid categories. Those below allow all the uses of the above categories (e.g. the uses listed in §1135.09(b)(10) for “Light Industry,” IND-1, are also allowed in the “Heavy Industry” category, IND-2).

Additionally, area requirements limit lot coverage (building floorplate as a percentage of lot area) in both IND-1 and IND-2 to 35 percent. Commercial districts allow 75 to 100 percent lot coverage.

The IND-2 (heavy industrial district) south of Grove City Road may suffer the same fate, though this zoning designation allows a broader range of uses by right.

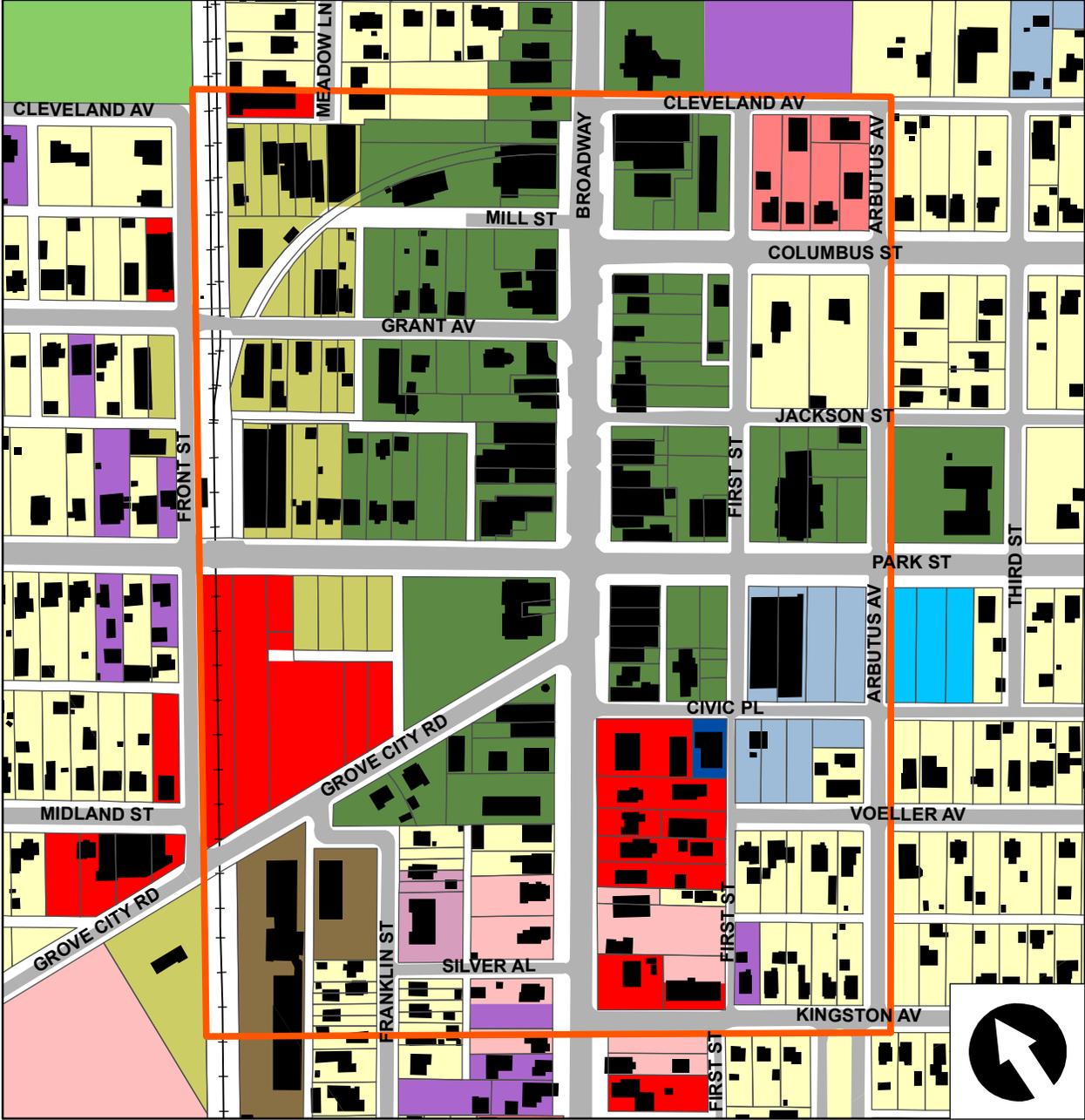
<sup>1</sup> Jacobs, Jane. (1961). *The Death and Life of Great American Cities*, New York: Random House, p.231.

- Central Business District (CBD) zoning allows all uses allowed in the PSO (professional services), C-1 (service commercial), and C-2 (retail commercial) districts (see figure B.2). This district designation is only present in (or adjacent to) the analysis area (see figure B.3). Its boundaries roughly follow one of Grove City's community reinvestment areas (CRA).

Despite this wide range of commercial uses, the same zoning regulations restrict mixing in residential—prescribing a limit of 50 percent of the building's floor area for residential uses. Additional regulations borrowed from the A-1 (apartment residential) district limit residential to eight dwelling units per acre.

Investors perceive this mix as risky because Fannie Mae (Federal National Mortgage Association) will not finance or back rental developments where more than 25 percent of the predicted rent will come from non-residential income.

# Figure 3. Zoning



0 75 150 300 Feet

**Legend**

- |               |                                  |                               |
|---------------|----------------------------------|-------------------------------|
| Analysis Area | <b>Zoning</b>                    | CBD Central Business District |
| Parcel        | R-2 Single Family Residence      | IND-1 Light Industry          |
| Buildings     | D-1 Double, Twin Singles, Duplex | IND-2 Heavy Industry          |
| Roads         | A-1 Multi Family                 | CF Community Facilities       |
| Rail          | PSO Professional Services        | SD-1 Educational              |
|               | C-1 Service Commercial           | SD-2 Service                  |
|               | C-2 Retail Commercial            | SD-3 Recreational             |

- The CBD allows for greater density through the zoning district’s generous area regulations. Required setbacks are not as deep; nominally, lot coverage (minus this setback) can reach 100 percent. Height restrictions are at 35 feet, like all other zoning districts (except OLR-Office Laboratory Research), but parking requirements will limit density, and thus height, in most cases.
  - Table 2 compares some of Grove City’s parking requirements to the typical range of parking standards. In many cases, the requirements exceed the typical range.

**Table 2. Parking Requirements**

Use	Standard <sup>2</sup>		Grove City		Units
	Low	High	Low	High	
Retail	250	222.22	200*		sf/space
Office	2000	333.33	200*	150*	sf/space
Restaurant	200	40	50		sf/space
Industrial	2.78	0.63	3*	2	employees/space
Hotel	0.2	1.5	1		spaces/room
Residential (MF)	0.2	2	2.5*		spaces/DU

\* - Parking requirement higher than standard generation factor range

Grove City exceeds even these typical standards, which are high relative to the town center setting. Parking standards are based on demand studies performed at single-use, suburban sites. These sites and demand studies do not reflect the geographic, demographic, and economic factors present in the town center that reduce parking demand.

- The average parking space takes up 320 to 350 square feet (sf), including the space itself, access, and circulation. Landscaping requirements, added for stormwater and aesthetic purposes, add to this total. For some commercial uses in Grove City that results in twice as much space for automobiles as for buildings.
- Table 3 shows the nominal density restrictions in the zoning code for several of the commercial zoning districts represented in the analysis area. These restrictions are nominal, in name only, because on-site parking provision will reduce the floor-to-area ratio (FAR) possible.

While the code allows for off-site provision of parking spaces (§1135.12(c)), the burden of proof falls to the applicant. This may allow public parking to offset the total requirement. The code prescribes no standards by which the Planning Commission is to approve the off-site facilities (or track those counting public spaces against their requirement); it explicitly excludes on-street parking to meet the parking standards. Similarly, §1137.06 allows joint use of some parking facilities between day and night uses with administrative approval. Property owners with existing parking non-conformities have little incentive to lease/share parking with new construction or expansion anyway.

<sup>2</sup> Adapted from ULI--the Urban Land Institute and NPA--the National Parking Association. (2000). *The Dimensions of Parking*. Fourth Edition. Washington, D.C.: ULI--the Urban Land Institute.

**Table 3. Nominal Density Restrictions**

District	Lot Coverage (percent)	Max. Building Height (stories)	Max. FAR (based on coverage & height)
PSO	75%	3	2.25
C-1, C-2	75%	3	2.25
CBD	100%	3	3

Table 4 estimates the impact parking requirements can have on density. The calculations do not include setbacks (front and parking) or side yards, with a conservative estimate of 350 sf required per parking space. The estimate also assumes that all parking will take place on-site, at grade.

**Table 4. Example Density Restrictions from Parking Regulations**

District	Stories			Estimated Max. FAR (based on parking requirement and height)			
	1	2	3	1	2	3	
	<b>Retail/Office Parking Req. (sf/space)</b>	<b>Resulting Max. Lot Coverage</b>					
PSO	150	30.00%	19.35%	13.64%	0.30	0.39	0.41
C-1, C-2	200	36.36%	25.00%	17.91%	0.36	0.50	0.54
CBD	200	36.36%	25.00%	17.91%	0.36	0.50	0.54

Two or three floors may be cost inefficient for smaller lots and building footprints. Therefore the highest feasible floor-to-area ratio may be at one story, well below the kind of lot coverage that provides a typical town center context. Few large land assemblies in the analysis area will afford the economies of scale necessary to escape these conditions.

- Grove City’s zoning districts lack purpose or intent statements. The district regulations prescribe standards and other restrictions without describing the goal or goals of such regulations. In short, such purpose and intent statements explain the reasons for the regulations and can provide clear grounds for defensibility in the case of legal challenges.

Absent these explanations, one can surmise:

- Grove City’s code employs a use-based, Euclidean system of zoning categories (named after Euclid, Ohio, where zoning was first defended in the US Supreme Court). Organized around these separate uses, the zoning districts carry area, height, and performance regulations.
- Euclidean zoning’s basis is the separation of uses for the orderly development of large districts, with the presumption that use uniformity prevents nuisance conflicts. Grove City’s town center did not develop this way.

As figure 1 previously showed, Grove City has exclusive but cumulative categories regulating and separating commercial and industrial uses. It has 11 residential district categories and another 8 exclusive categories regulating medical, office, educational, community, recreational, and other uses.

- Grove City's town center, plus much of the area in and around the analysis area, pre-dates the 1975 adoption of the zoning code and district categories (see figure 4). Spot zoning, that is, granting a single parcel a use classification different from and inconsistent with the surrounding area, occurred on existing parcels to match the appropriate use designation—creating instant area and form non-conformities.

The zoning code regulates the ongoing use and/or expansion of these non-conformities, but wields little control over these parcels unless substantive redevelopment occurs.

Such town center spot zoning impacts the yard and setback requirements for new development. Even allowing for no side or rear yard setbacks within a given zoning district (hypothetically possible if under common ownership and developed as one building, but unlikely), the buffers required between districts restrict the building envelope. In some cases the restrictions would be so severe that the Board of Zoning Appeals (BZA) would have to grant an area variance for the hardship.

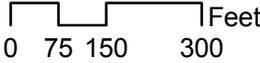
Note in figure 5 that the CBD offers the most generous and uniform yard requirements (almost none at all), though the standard 50 foot setback off “the public road” centerline proves onerous when applied to all public roads.

Figure 5 only shows one example. This spot zoning creates other area non-conformities, including parking and lot coverage. In short, developing a project in the town center that is contextual with the existing non-conformities is illegal. The regulations ignore reality; property owners must negotiate for their rights.

- When this spot zoning did not occur, other zoning district map decisions created use-based non-conformities that persist to this day, such as the residences in the light industrial district along the tracks as noted in figure 1.

Figure 6 identifies the use nonconformities found throughout the analysis area. If the use is not listed under the parcel's zoning category, it is a possible nonconformity. Other possible nonconforming uses may include those that, if begun today, would require a special use permit. Home businesses also fall under additional performance standards set by the zoning code.

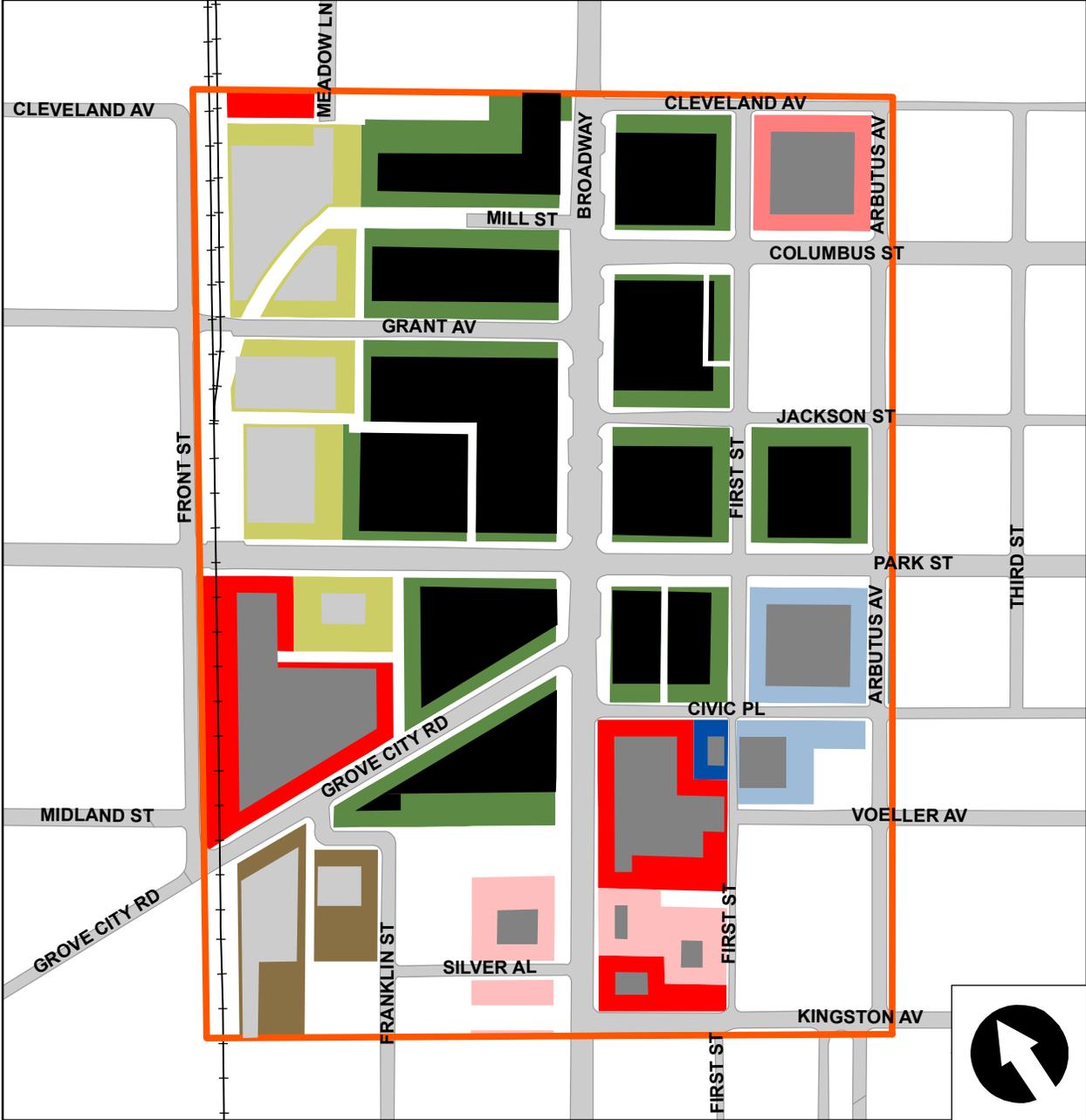
# Figure 4. Buildings Pre-Date Zoning Code



### Legend

-  Buildings Pre-Date Zoning Code (1975)
-  Built Since Zoning Code
-  No Data

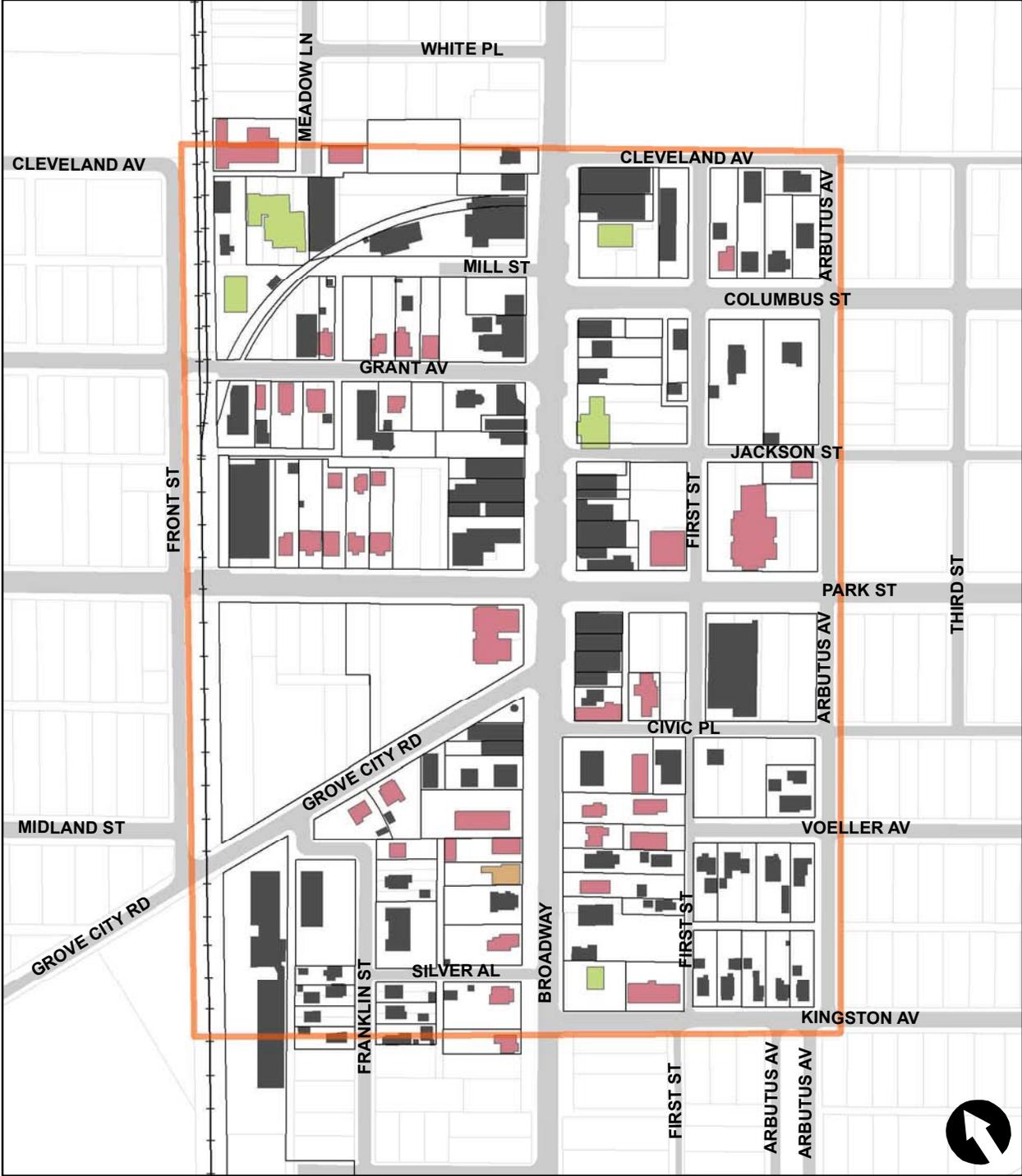
# Figure 5. Max. Non-Res. Building Envelope



**Legend**

Max. Lot Coverage	Non-Residential Zoning
35%	PSO Professional Services
75%	C-1 Service Commercial
100%	C-2 Retail Commercial
Analysis Area	CBD Central Business District
Rail	IND-1 Light Industry
Roads	IND-2 Heavy Industry
	CF Community Facilities
	SD-1 Educational
	SD-2 Service
	SD-3 Recreational

# Figure 6. Possible Use Non-Conformities

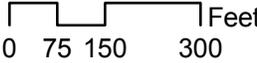


**Legend**

- Roads
- Buildings

**Possible Non-Conforming Uses**

- Use Not Listed By Right
- Requires Special Use Permit
- Home Business



Small scale redevelopment and reinvestment remains restricted. Private land assembly is lengthy and risky. Even with adequate market motivation, the analysis area may be frozen in place, unable to adapt to trends already restructuring our economy and lives.

- The value of non-conformities (parking/area, use, structure, and landscaping) may exceed the replacement value, discouraging redevelopment. It may not make economic sense for a property owner to absorb the difference between the two through redevelopment. Table 5 explores the possible trade off to meet additional lot coverage and parking requirements.

**Table 5. Redevelopment Tradeoff**

<b>Keep Existing</b> Assuming	<b>Replace</b> Assuming
\$10 per sf per year revenue	\$16 per sf per year revenue
2,300 sf	1,200 sf
30 years	30 years
2% discount rate per year	2% discount rate per year
\$30,000 renovation investment	\$156,000 construction investment
Net Present Value (NPV)	NPV
\$475,606	\$268,639

<b>Loss: \$475,606 - 268,639 = \$206,967</b>
--

- At face value, freezing a district in place does not appear bad. However, this is handicapping, not preservation. Preservation would require the town center either be subsidized like a museum, or be allowed to accommodate viable uses now and into the future. Without such an ongoing investment stream, the district may simply wear out. Such blind “preservation” keeps everything: bad or good, conforming or non-conforming, historical or not.
- The town center needs both new and old buildings to get the kind of diverse mix of uses and users that support ongoing district vitality and adaptability. As outlined by Jane Jacobs:<sup>3</sup>

**New buildings:**

- Require higher rents to cover the costs of new construction
- House well established, high turnover, standardized, and/or heavily subsidized operations

**Old buildings:**

- Can offer lower rents for fully amortized (paid for) buildings, for example
- Are the only affordable place for some ordinary and convenient enterprises
- Can house new ideas or business models (affordability reduces risk)

<sup>3</sup> Jacobs, p.187-90.

- The Central Business District (CBD) zoning category and surrounding analysis area is not Grove City’s Central Business District.
  - Table 6 shows that there is more commercially-zoned land within a half mile of the analysis area than within the analysis area.

**Table 6. General Zoning In and Near Analysis Area**

Zoning	Analysis Area Acreage	Quarter-Mile Radius Acreage	Half-Mile Radius Acreage	Mile Radius Acreage
<b>Residential</b>	5.15	47.50	207.48	817.68
<b>Commercial</b>	<u>20.29</u>	31.17	<u>60.26</u>	136.37
<b>Industrial</b>	5.20	7.22	37.34	217.87
<b>Other</b>	1.75	4.76	101.11	361.20
<b>Total</b>	32.39	90.64	406.19	1,533.12

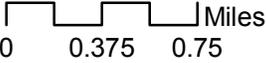
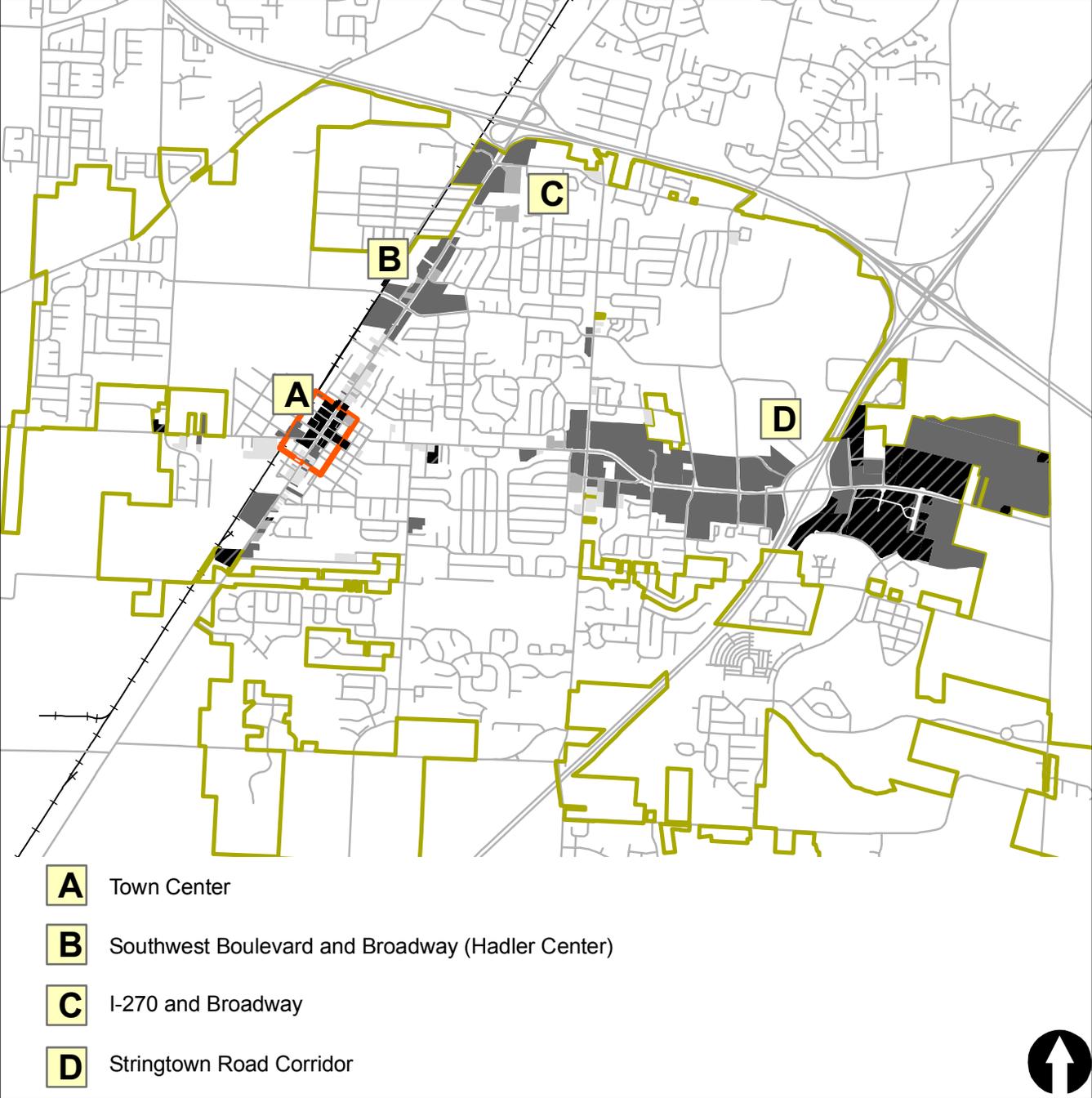
- There are few differences between the CBD and C-2 (Retail Commercial) zoning categories. Figure 7 shows the competing commercial areas within Grove City. The area at Southwest Boulevard and Broadway falls within another Community Reinvestment Area (CRA)—the same incentive that is in place for much of the CBD.
- Commercial zoning along Broadway, between the analysis area and Southwest Boulevard, directly competes with the town center. Formerly a residential corridor, PSO (professional services) and C-1 (service commercial) zoning has allowed housing unit conversion or replacement with commercial structures to occur on a piecemeal basis in direct conflict with the stated purpose of the Historic Preservation Area (HPA).

The complete conversion of this corridor to commercial uses is complicated by the difficulties adapting a residential structure to a commercial use.

Additionally, lending practices complicate the sale of a single-family residence within a commercial zoning district because the use is non-conforming. Financing may be contingent on a rezoning.

Figures 8 and 9 show the land use and zoning of this corridor, respectively. Both maps indicate the parcels where these use-based non-conformities exist, as well as the parcels where dwellings now house commercial uses.

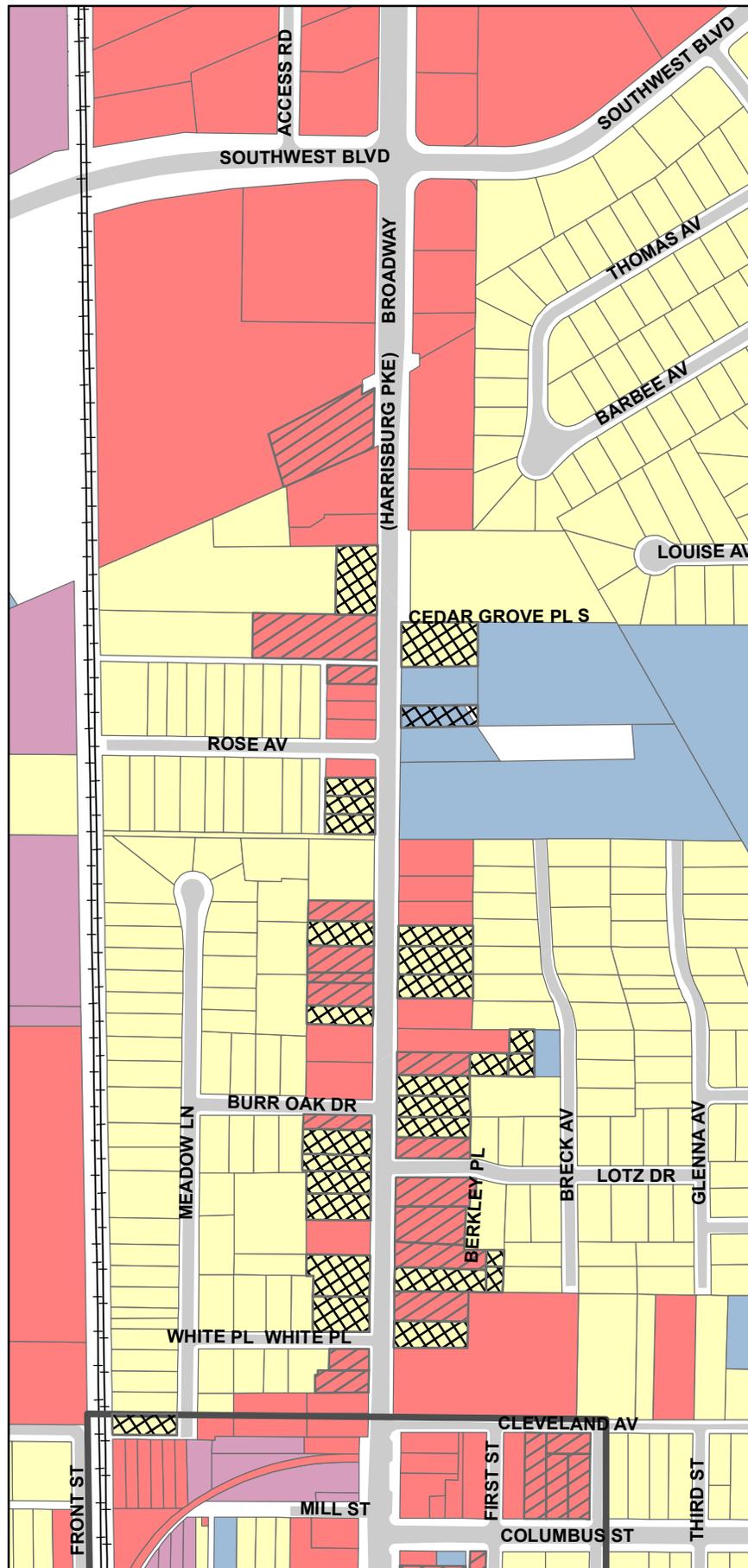
# Figure 7. Grove City Commercial Areas



**Legend**

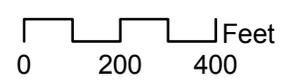
- CBD Central Business District
- C-2 Retail Commercial
- C-1 Service Commercial
- PSO Professional Services
- PUD-C Planned Unit Dev. Comm.
- Grove City
- Analysis Area
- Roads
- Rail

# Figure 8. General Land Use Along Broadway

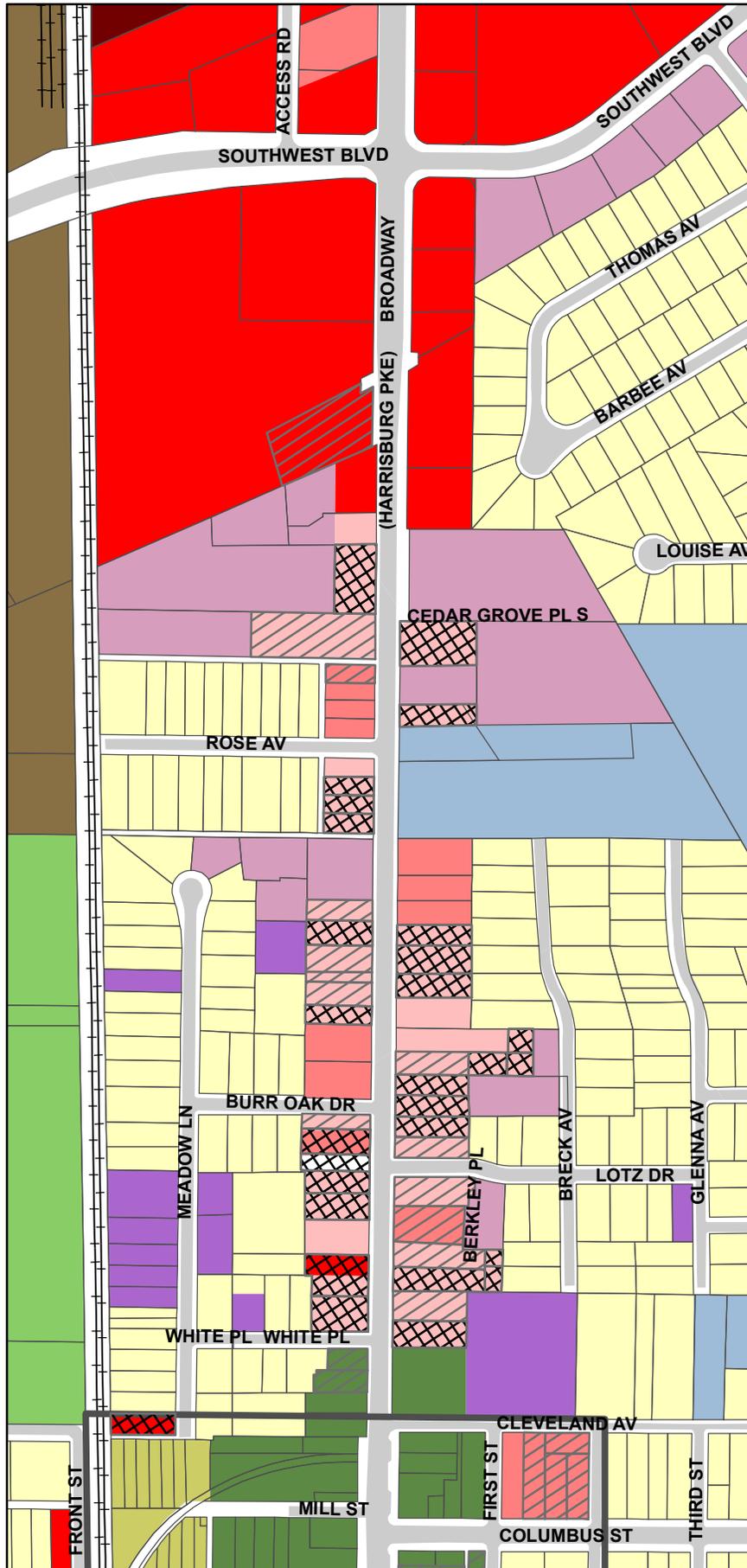


## Legend

-  Non-Comm. Use in Comm. Zone
-  Analysis Area
-  Dwelling used as Office/Retail
- General Land Use**
-  Residential
-  Commercial
-  Exempt
-  Industrial
-  Rail
-  Roads



# Figure 9. Zoning Along Broadway

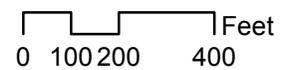


## Legend

-  Non-Comm. Use in Comm. Zone
-  Analysis Area
-  Dwelling used as Office/Retail
-  Parcel
-  Rail
-  Roads

## Zoning

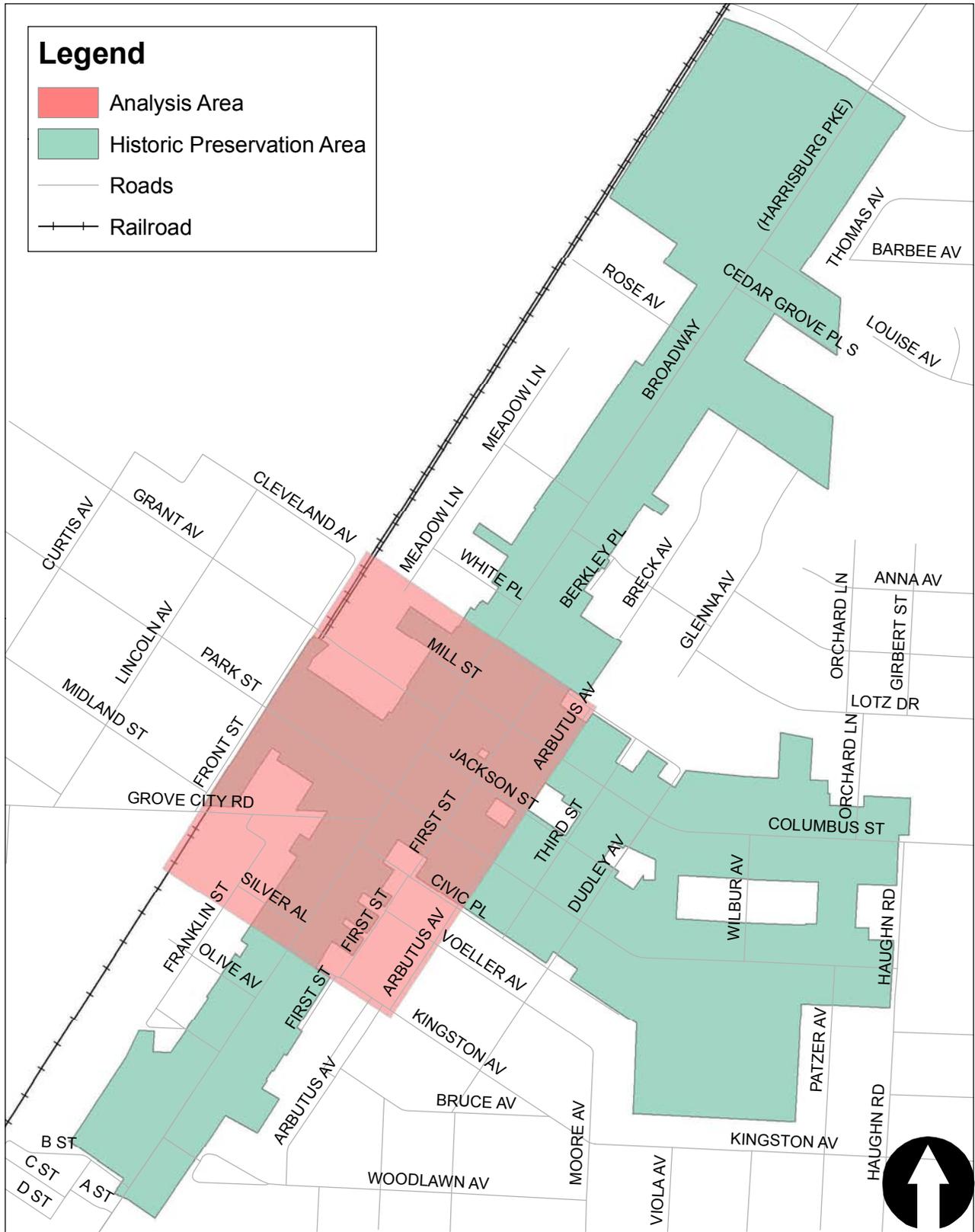
-  R-2 Single Family Residence
-  D-1 Double, Twin Singles, Duplex
-  A-1 Multi Family
-  PSO Professional Services
-  C-1 Service Commercial
-  C-2 Retail Commercial
-  CBD Central Business District
-  IND-1 Light Industry
-  IND-2 Heavy Industry
-  PUD-I Planned Unit Dev. Ind.
-  SD-1 Educational
-  SD-3 Recreational



- Similar to the situation along Broadway, north of the analysis area, there are other conflicts with the Historic Preservation Area's (HPA) stated purpose. For example, the light industry zoning district along Park Street has non-conforming residences (across from City Hall and the old lumberyard site). This map designation suggests that the policy intent was to eventually see these parcels house a conforming, industrial use. In direct conflict, the HPA overlay intends to preserve these structures.

The HPA covers three corridors—Broadway, Park Street, and Columbus Street—not a unified district (see figure 10). The purpose statement admits that it covers “various period structures,” but also references a singular “distinctive character” to protect (see §1138.01 of the zoning code). Because this character is not described, one cannot determine whether there are structures outside these corridors that share the character; there are certainly adjacent structures of the same periods missed in the boundary description.

# Figure 10. Historic Preservation Area



1 inch equals 0.125 miles