# Franklin Park Trolley Barn

**A Feasibility Study for the Rehabilitation and Adaptive reuse of an historic building complex in Columbus, Ohio**

DATE: 09-30-2012

THIS STUDY WAS PREPARED BY:

BENJAMIN D. RICKEY & COMPANY
UNDER CONTRACT TO COLUMBUS COMPACT CORPORATION

COLUMBUS COMPACT CORPORATION

OHIO HISTORY

With the support of the
*U.S. Department of the Interior's Historic Preservation Fund*
and the
*Ohio Historic Preservation Office of the Ohio Historical Society*

# LETTER OF TRANSMITTAL

**September 30, 2012**

The Columbus Compact Corporation is pleased to submit this Feasibility Study for the adaptive reuse of the Franklin Park Trolley Barn complex. In so doing, we gratefully acknowledge the financial and programmatic support of the Ohio Historic Preservation Office, which through the U.S. Department of Interior's Historic Preservation Fund administers the Certified Local Government grant program. The CLG grant program provided the primary funding for this feasibility study for the restoration and reuse of what we call the Franklin Park Trolley Barn, one of Columbus, Ohio's most significant and at-risk historic industrial building complexes.

The Compact further acknowledges the Historic Preservation Office of the City of Columbus, which understands the importance of this complex to the historic fabric of Columbus, and served as applicant for this funding. The Ohio Community Development Finance Fund also provided a predevelopment grant to support soft costs associated with this work.

We benefited greatly from the technical expertise of the Benjamin D. Rickey Company, historic consultants, who researched and prepared this study. Other members of the Compact's project team have included Schooley Caldwell Associates (architecture), the W.V. Mathews Company (engineering), Landmark Survey Company (land survey), Calderon-Grant Environmental Services (environmental assessment), and The Danter Company (market research).

The Board of Directors of the Columbus Compact Corporation intends for this work to be a critical element and contributor to the redevelopment of this facility – but just as importantly to serve as a link to the people who came before us and built this place to serve Columbus. In seeking to preserve this facility, we honor the work and the lives of those who preceded us by 130 years.

We hope this report supports the goals and aspirations of the current residents of Franklin Park neighborhood and the Near East Side, as we continue the work of maintaining and enhancing this historic neighborhood for many more decades as a great place to live, work, and raise a family.

Submitted in Partnership:

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## Franklin Park Trolley Barns Feasibility Study

### 1. Introduction

The Columbus Compact Corporation ("the Compact") is a nonprofit development corporation that has partnered with the City of Columbus for 15 years to implement economic development projects on the Near East Side of Columbus, Ohio. The Compact has undertaken this feasibility study to evaluate the potential for preservation and reuse of the rapidly-deteriorating Franklin Park Trolley Barn complex. The complex, a 3.2 acre site with over 52,000 square feet of 1880-1920 era brick structures, is located in the heart of the National Register-listed Near East Historic District. It is in private hands and is at severe risk of deterioration to the point of code-required demolition. One building has partially collapsed, and roofs on two other buildings were removed, leaving those walls in need of stabilization and protection from the weather. This feasibility study has been partially funded with grants from the Ohio Community Development Finance Fund and a Certified Local Government Grant, administered by the Ohio Historic Preservation Office.

The complex consists of the following buildings:

- Paint Shop, 14,000 square feet
- Paint & Oils Room, 140 square feet adjacent to the Trolley Barn and Paint Shed
- Carpenter Shop/Machine Shop/Blacksmith Shop, approximately 14,000 square feet
- Blacksmith Shop, approximately 1,500 square feet
- Office/Boiler House, approximately 1,500 square feet
- Brass Foundry, approximately 600 square feet
- Car Storage Shed, 21,500 square feet
-

The complex is surrounded by residential uses and is located just one block south of Franklin Park, one of the city's largest and historically significant public parks. The Franklin Park Conservatory has completed a $20 million expansion, as well as the rehabilitation of the Caretaker's Cottage and construction of community and educational gardens on the south side of the park. These improvements have increased usage of the park, especially along the south side, adjacent to the neighborhood.

The trolley barn buildings have not been in use for several decades and have continued to deteriorate without a plan for rehabilitation. These buildings are significant to the transportation history of the city. Trolley barns and trolley maintenance complexes are an extremely rare property type in Columbus, a fact

that further increases the importance of this project.

The property is located in census tract 37.1, which has a population that is 78% black and 16% white, with 33% considered low-income. As with many low-income census tracts, the prospects for large scale redevelopment led by the private sector are dim. While a number of homes in the immediate area – especially those facing Franklin Park -- have been rehabilitated, many of the properties surrounding this site have not seen that type of investment. Columbus Compact has a track record of successful commercial and residential development projects in the neighborhood and is the most likely entity to spearhead the preservation and redevelopment of this site. The Compact has administered successfully over $28M in federal funding over the past 15 years.

This feasibility study provides a framework for decision-making regarding the future of the historic complex. It outlines potential uses that are compatible with the neighborhood and the historic character of the buildings and site and that are likely to be self-sustaining financially.

## 2. Goals of the Project

The feasibility study for redevelopment of the Franklin Park Trolley Barn complex seeks to:

- Support the City of Columbus and area residents' neighborhood revitalization goals;
- Examine the potential to make physical improvements to the complex that meet the Secretary of the Interior's Standards for Rehabilitation;
- Ensure that sustainable building development and energy-efficiency best practices are considered and integrated into the preservation of this historic complex, where practicable;
- Result in a plan that is compatible with the neighborhood and has the potential to be an economic development catalyst for the surrounding area;
- Identify potential partners, including public, non-profit and for-profit entities;
- Identify financial incentives, including but not limited to, grants, historic rehabilitation tax credits, tax abatement and other incentives that may be appropriate depending on the proposed use(s).

[1] The individual buildings and the complex, as a whole, have had various names over the years. The most complete historic map that was found dates from 1909. The names of the individual buildings are based on this map. It is not known when the buildings became known as the Franklin Park Trolley Barns or Trolley Barns, but it is the name that is used most frequently now to describe the complex.

## 3. Overview of History and Development of Franklin Park Trolley Barns

The property known today as the Franklin Park Trolley Barn Complex[1] was developed over a period of time from the late 19th to the early 20th centuries. What started as a small single building evolved into a complex of multiple buildings serving a variety of functions for the city's public transportation system. The history and development of the site is summarized here to provide a context for evaluation of the physical condition of the buildings today, as well as the potential for an economically sustainable reuse that will preserve and enhance the historic character of the structures and the site.

Columbus began providing public transportation as the city grew outside of the area that is now considered "downtown." The Columbus Street Railroad Company was incorporated in 1854 but did not run its first horse-drawn streetcar until June 10, 1863. The first line was located along High Street from the Franklin County Courthouse at Mound Street to the Columbus Union Depot area around Chestnut Street, a distance of slightly over one mile. By the next year the High Street line was extended slightly to the north.

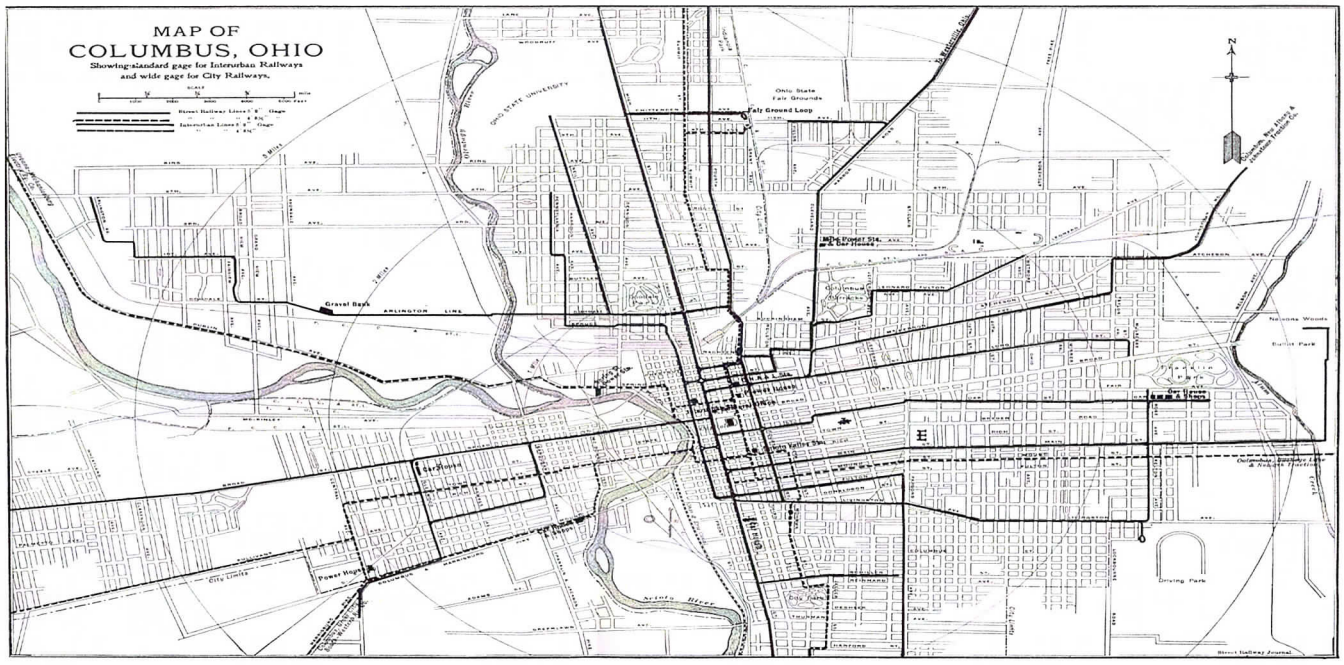
Little additional streetcar development occurred until after end of the Civil War. The North Columbus Railroad Company was formed in 1865; it was followed by the Friend Street Railroad Company in 1868; the East Park Place Street Railroad in 1870; and the State and Oak Street Railroad Company in 1872. All of these lines provided routes to different areas of the city. By 1879 consolidation began and the Columbus Consolidated Street Railway Company was formed. It eventually took over all the previously independent lines and created an extensive public transportation system for the city. In 1883, this company purchased land near the Ohio State Fairgrounds (now Franklin Park) for construction of a stable and car house. This was the first construction on the site of the Kelton Avenue Shops, which were expanded over time to become the complex that exists today.

The first electrified street car was introduced in 1888 along Chittenden Avenue from High Street to the new location of the Ohio State Fairgrounds and by the early 1890s electric streetcars were replacing the horse cars on almost all of the city's routes. The Columbus Railway Company made a deal with Columbus Edison Company, which gave the railway company control of all streetcar and electricity business in the city.[2] The company was renamed the Columbus Railway and Light Company in 1893 and became the Columbus Railway, Power and Light Company (CRP&L) in 1904. In the 1910s and 1920s, streetcar service was extended into suburban communities, including Bexley, Marble Cliff, Grandview Heights, Upper Arlington, Worthington and Westerville.

[2] Columbus Ohio Transit Authority website, www.cota.com.

Electric streetcars provided a clean, efficient and convenient public transportation system for several decades. The *Annual Report for the City of Columbus* from 1895-96 stated, "Our electric railways now reach all parts of the city, and the immense increase in passenger traffic is a striking illustration of the recognition of our people of the efforts of the street railway corporations to bring into close proximity with the business centres (sic) of the outlying districts of the city."[3] A route map from 1906, reproduced below, shows that most areas of the city were within easy access of one of the streetcar lines.

With the expansion of the transportation system, facilities to store and service the streetcars were needed, resulting in expansion of the Kelton Avenue Shops.




**The 1906 route map shows the termination of the Oak Street and Kelton Avenue lines at the complex just south of Franklin Park on the city's east side.**

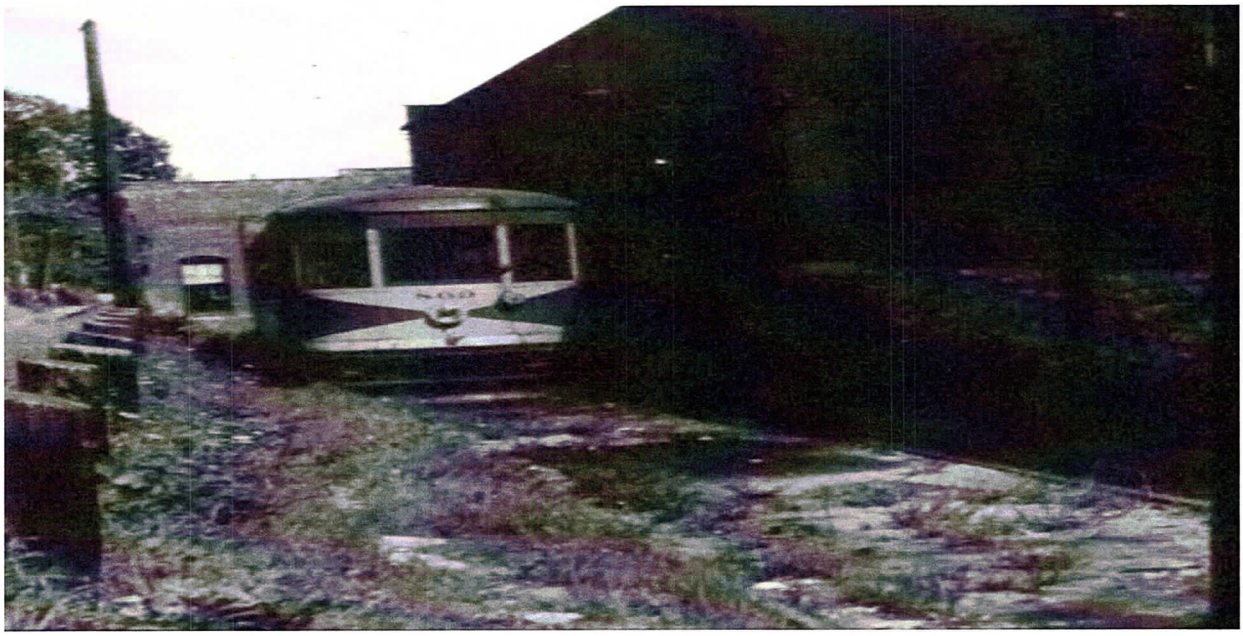
During the 1930s, some lines were eliminated while others were expanded, reflecting growth patterns in the Columbus area. It also reflected the increase in ownership of automobiles, which provided competition for the streetcars.

In 1932, the CRP&L purchased the Southern Ohio Electric Company and in 1937 changed its name to the Columbus & Southern Ohio Electric Company (C&SOE), which sold its transportation business to the Columbus Transit Company in 1949 and later became part of the large electric utility still known today

[3] *Annual Report of the City of Columbus.* Mayor's address. 1895-96.

the as American Electric Power Company (AEP).

The last streetcar completed its final run on September 5, 1948 and was taken to the Kelton Avenue Shops, where spectators were assembled to watch the event[4]. The elimination of the electric streetcars began earlier in the decade with the transition to trolley buses. "After 85 years – 27 with horse drawn streetcars and 58 years with electric streetcars – there would be no more street railways in Columbus."[5]



**Car 809 behind trolley barn at Kelton Avenue shops, no date.**
**Source: Columbus Metropolitan Library Circulating Visuals Collection**

"When the two 'last cars' on the Main-Neil line left Neil and 11th and Main Street at Drexel Ave. simultaneously at 12:20 Sunday morning and each made its way to the Kelton Avenue car house for the last time, the incident had a double significance. First, it marked the end of the streetcars in Columbus; second, it completed modernization of the city's transportation system at a cost of more than $8,000,000. . . . Abandonment of the streetcars has brought about radical change in the company's facilities for housing its transportation equipment. Out of six streetcar houses, three were abandoned sometime ago: North High, South High, Merrit St.; and a fourth Kelton Avenue, will soon be out of service. Two others Glenwood Avenue and Cleveland Avenue have been converted to trolley coach stations. A new trolley coach station, costing $310,000, has already been completed on West Broad Street."[6]

[4] Much of this information about names, dates and routes was found on the www.columbusrailroads.com website.
[5] Columbus *Dispatch,* "The End of An Era," September 5, 1948.
[6] "Streetcar Passed from City Scene as Last Trolleys Run," *Columbus Dispatch*, September 5, 1948.

"The West Broad Street Station is used only for regular scheduled inspections and spring cleaning. The Kelton Avenue Shops do all of the heavy work, including: body rebuilding, painting, motor rebuilding, overhauling compressors, overhauling drive units, upholstery and flooring work. In addition, the parts room at West Broad Street keeps only a small supply of parts on hand. The major supply is kept at the Kelton Avenue Shops and sent to West Broad when requested."[7]

The investment in trolley buses lasted less than two decades. By the mid-1960s all trolley bus routes were converted to regular bus routes. The last trolley bus operation was on May 30, 1965,[8] By this time, the city's transit system was having financial difficulty. An advisory committee was formed to study the future of the region's transit needs. Voters passed a 0.8 mill transit levy in 1972 and the Central Ohio Transit Authority was formed. It purchased the assets of CTC for $4.8 million in 1974. By the early 1980s, the Kelton Avenue Shops were no longer needed. The property has had several owners over the past three decades. Portions of the site have had some use during this time, but it has been largely vacant and has continued to deteriorate.

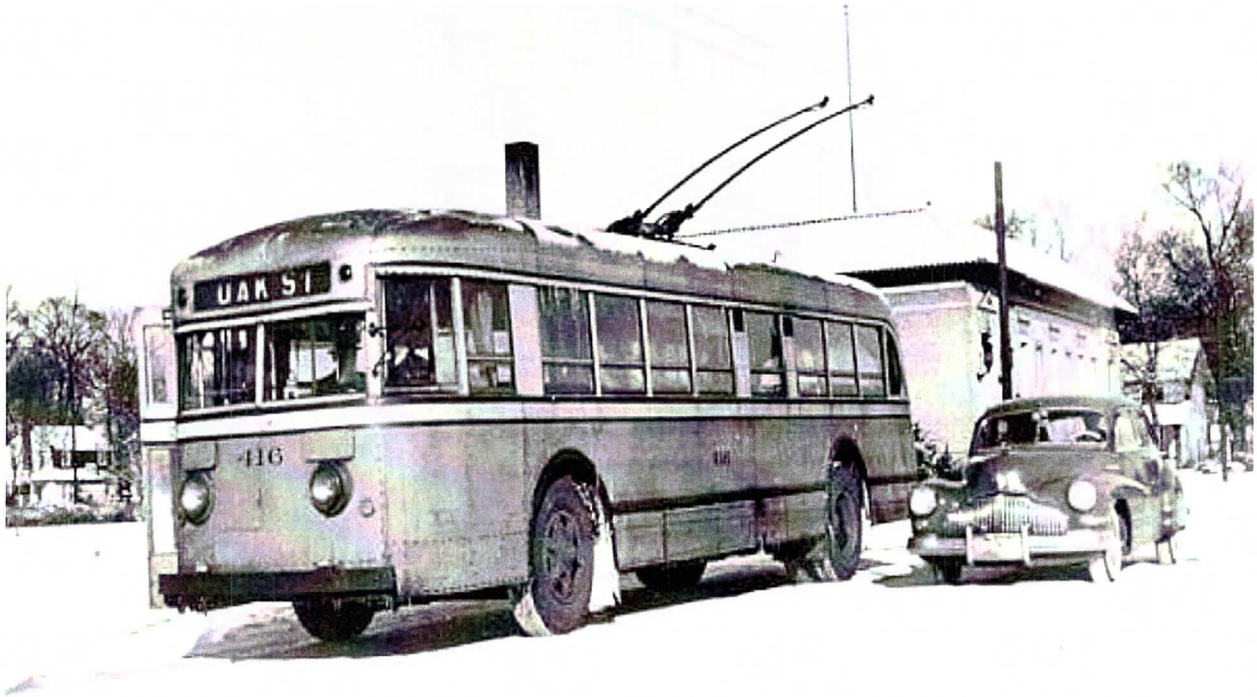



**Photo of a Columbus trolley bus on Oak Street near Fairwood Avenue, no date.**
**Source: Columbus Metropolitan Library, Circulating Visuals Collection**

[7] Reprint of August, 1949 article found on www.trolleybuses.net
[8] Ohio Museum of Transportation website www.omot.org

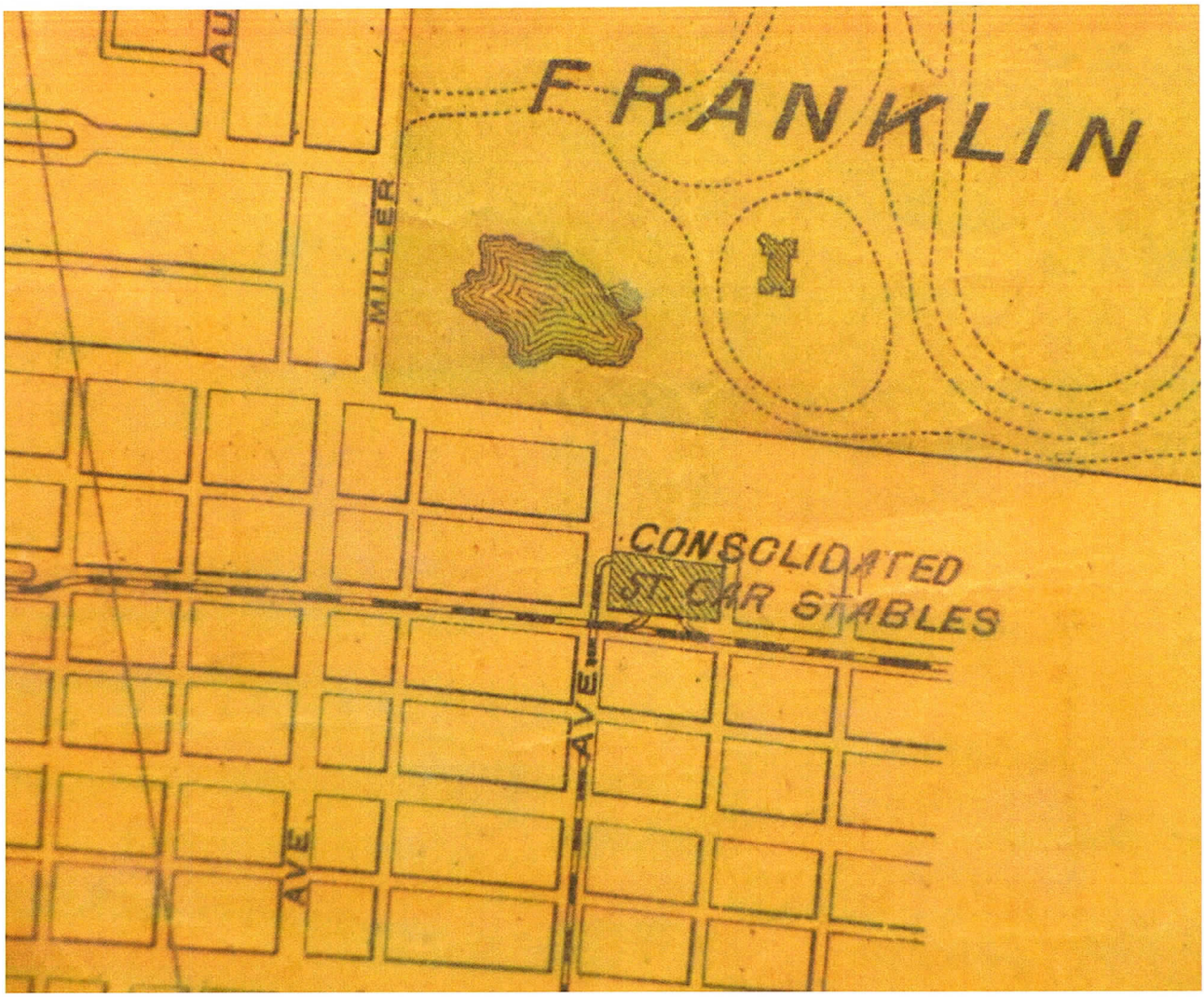
Historic Maps of the Site

A review of historic maps of Columbus sheds light on how the subject site developed over time.



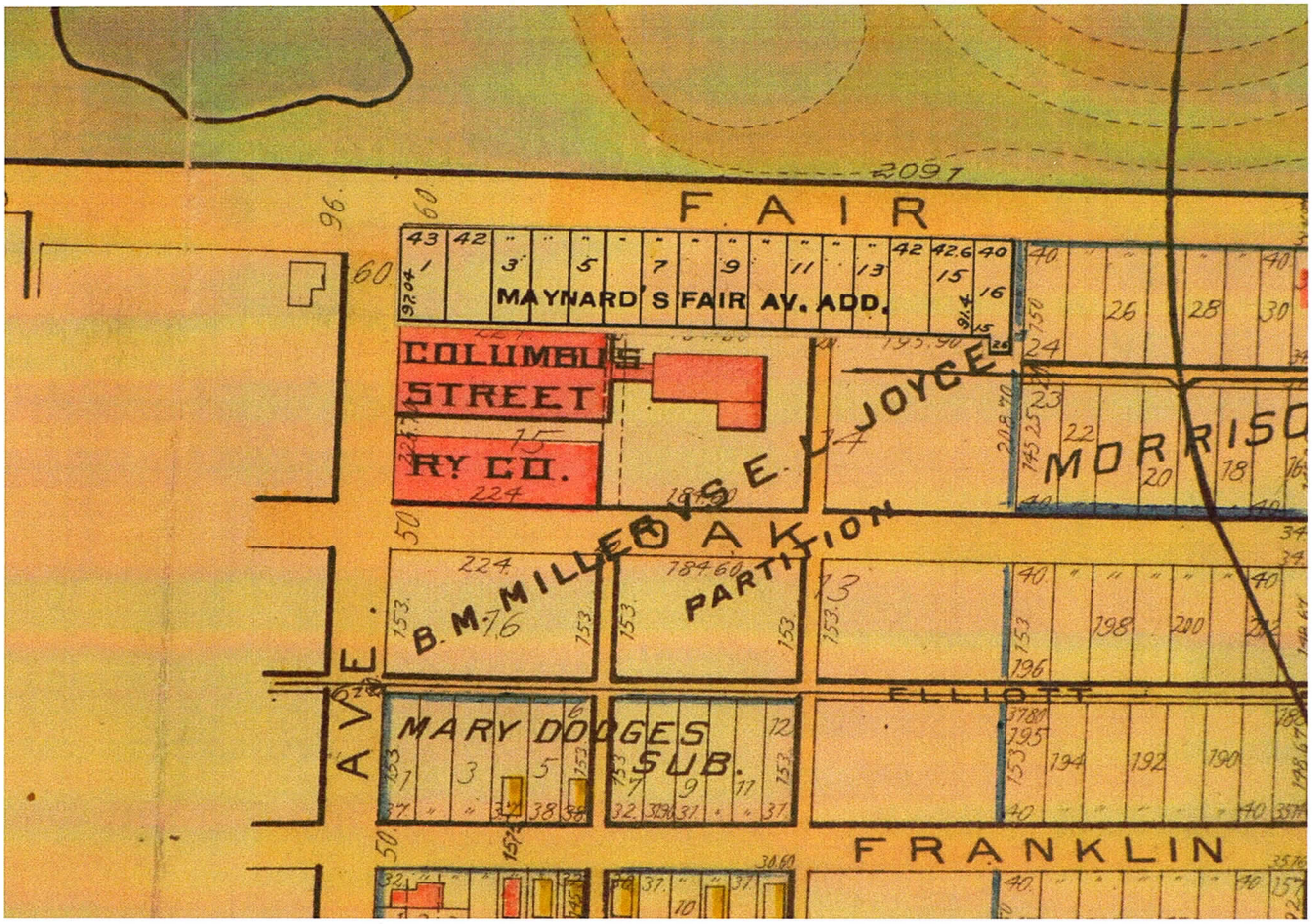

**1876 Brown Brothers Map of Columbus, Ohio**

The 1876 map of Columbus did not show any development on this site. It did show streetcar lines on Fair Avenue (now Franklin Park South), a block north of Oak Street, and on Rose Avenue (later renamed Kelton Avenue), both of which ended at the County and State Fair Grounds (now Franklin Park). The subject site was part of a large portion of land owned by Thomas Miller at that time.



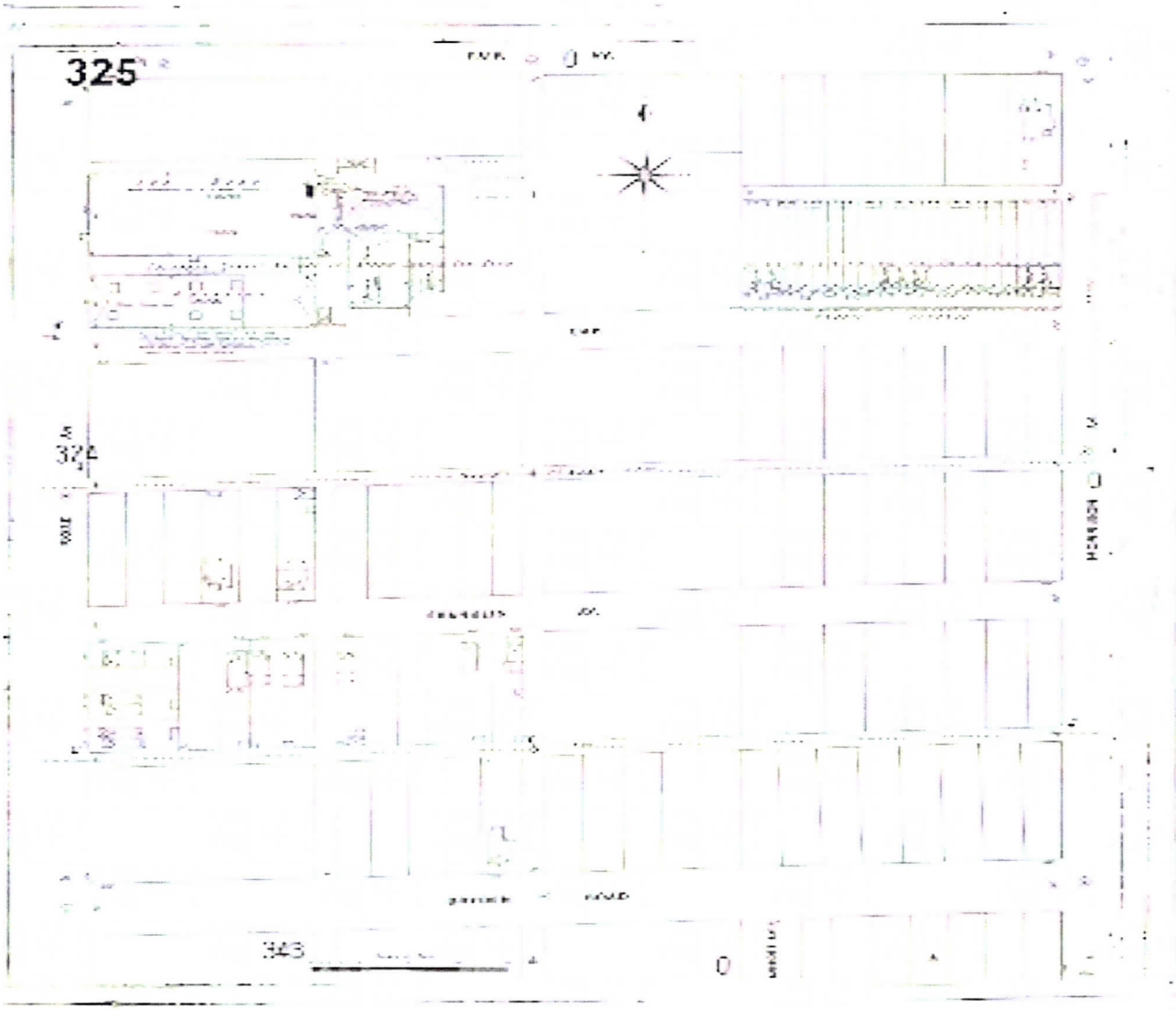

**1890 *Commercial Map of Columbus, Ohio***

The first map to indicate any structure on the site was the 1890 *Commercial Map of Columbus, Ohio,* which showed a single building with the notation "Consolidated St. Car Stables" on it. This building dated from the time of the horse-drawn streetcars and was one of several streetcar barns located throughout the city. The building was located on the northeast corner of Oak Street and Rose Avenue (later Kelton Avenue). By this time the east-west streetcar line had been relocated to Oak Street from Fair Avenue, and the Kelton Avenue line ended at the stables, rather than terminating at Franklin Park.



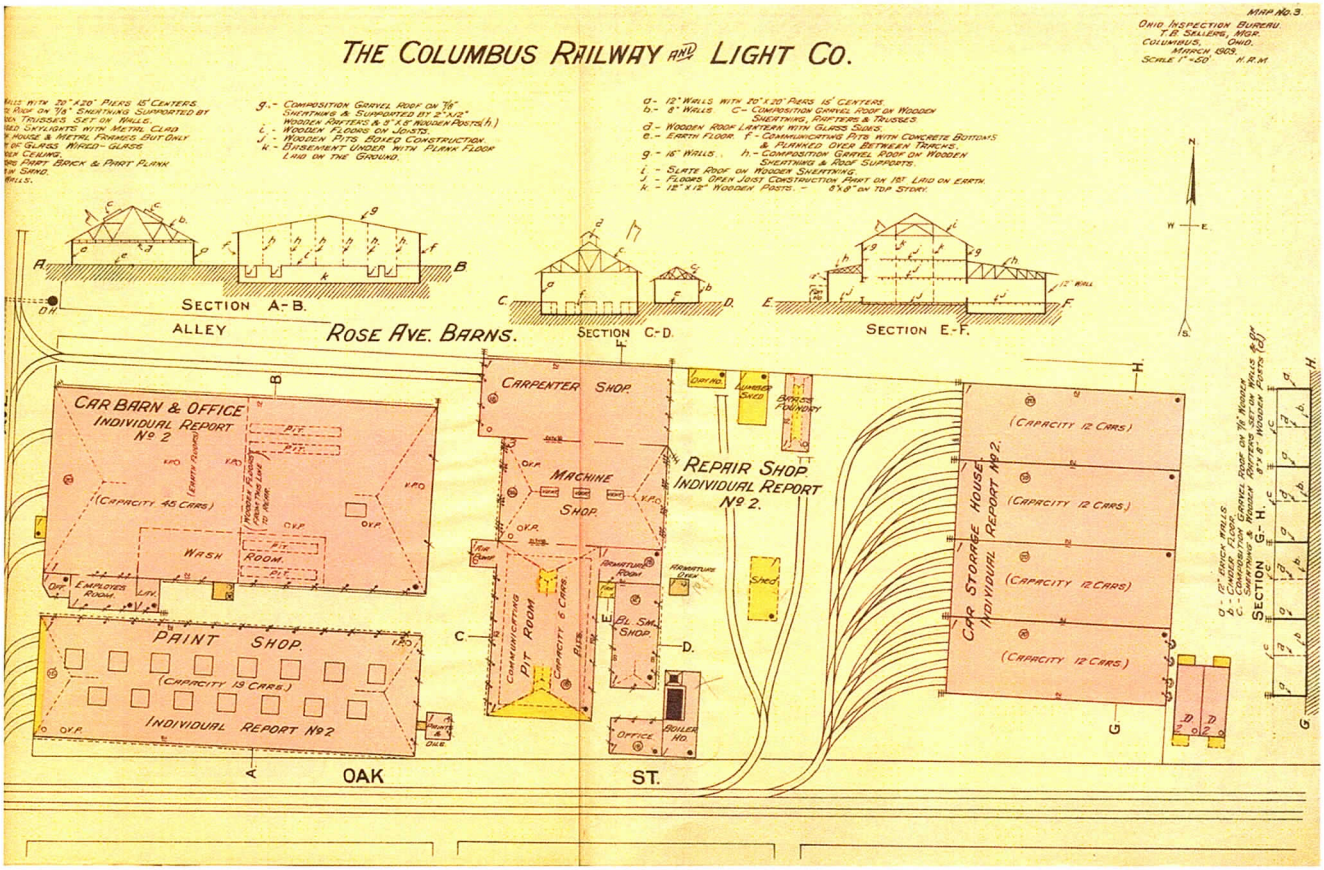

**1899 Baist's *Property Atlas of Columbus, Ohio***

By 1899, the Baist's *Property Atlas of Columbus, Ohio,* showed the site with three buildings – all with the designation of Columbus Street Ry. Co. Two large brick buildings faced Kelton Avenue, and another was attached to the northernmost building on the site. The large parcel across Oak Street at the southeast corner of Oak Street and Kelton Avenue and the parcel immediately to the east of the shops remained unplatted and was designated as B. M. Miller VS E. L. Joyce Partition (perhaps as a result of some legal dispute). The land north of Elliott Alley, and the two large parcels east of Kelton Avenue would eventually become part of the streetcar complex.



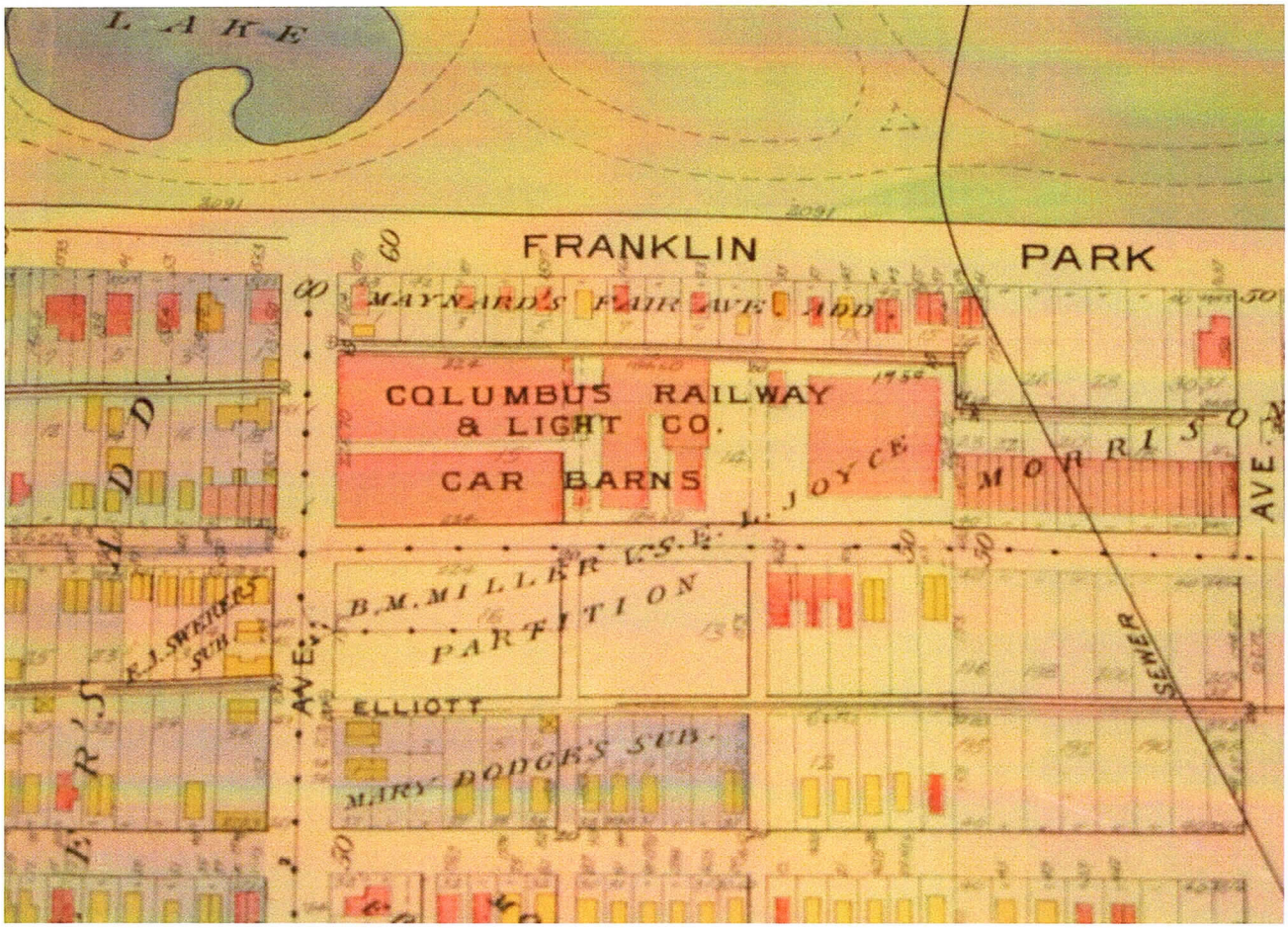

**1901 Sanborn *Map of Columbus, Ohio***

Just two years later, a very faint 1901 Sanborn map indicated an expansion of the machine shop building at the rear of the site, facing Oak Street, and the addition of the small oil house adjacent to the carbarn at the corner of Oak Street and Rose (Kelton) Avenue.



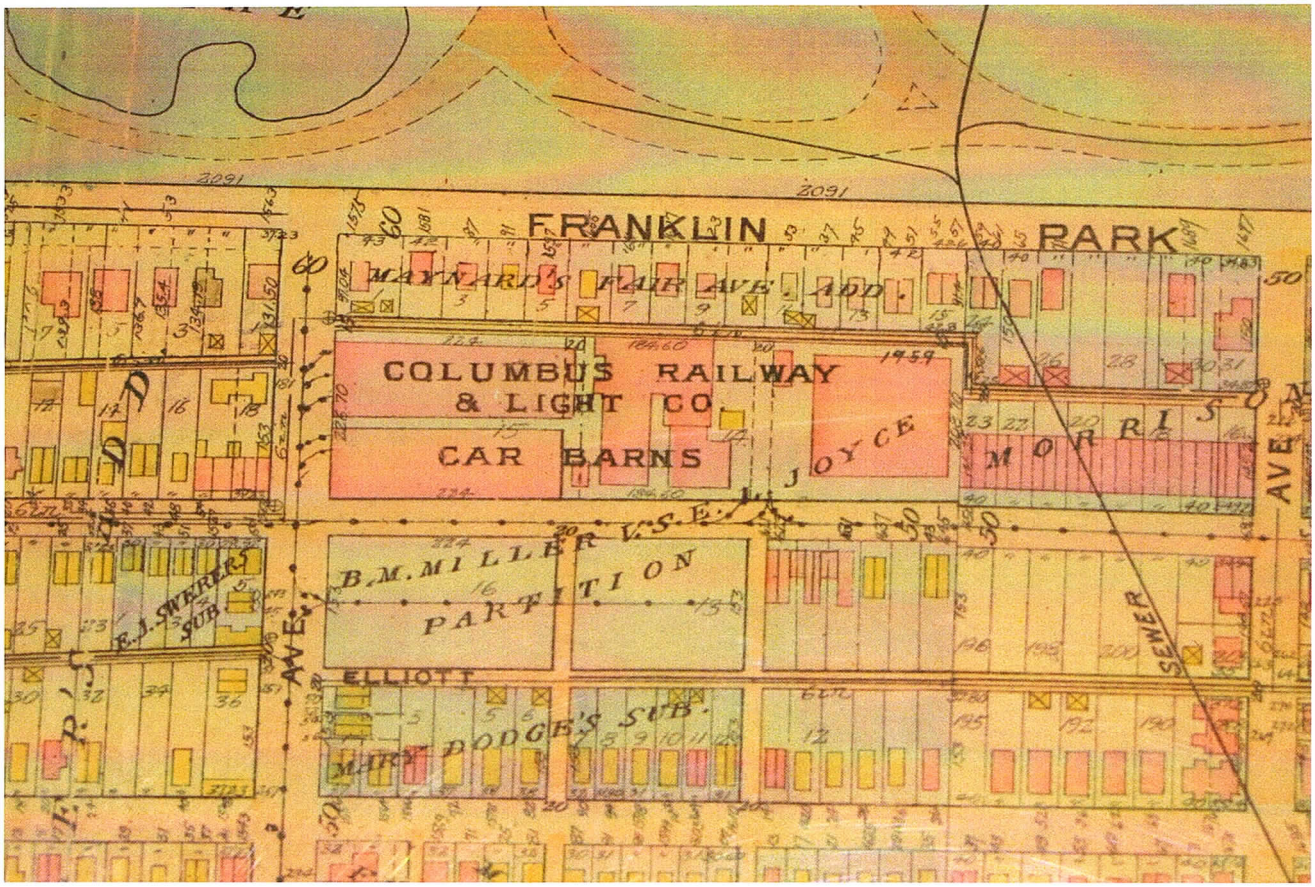

1909 Ohio Inspection Bureau Map

This map is the most detailed one found for the property. It gives all of the buildings names (which are the ones that are used throughout the report to refer to the various buildings on the site) and includes sections through the buildings, as well.



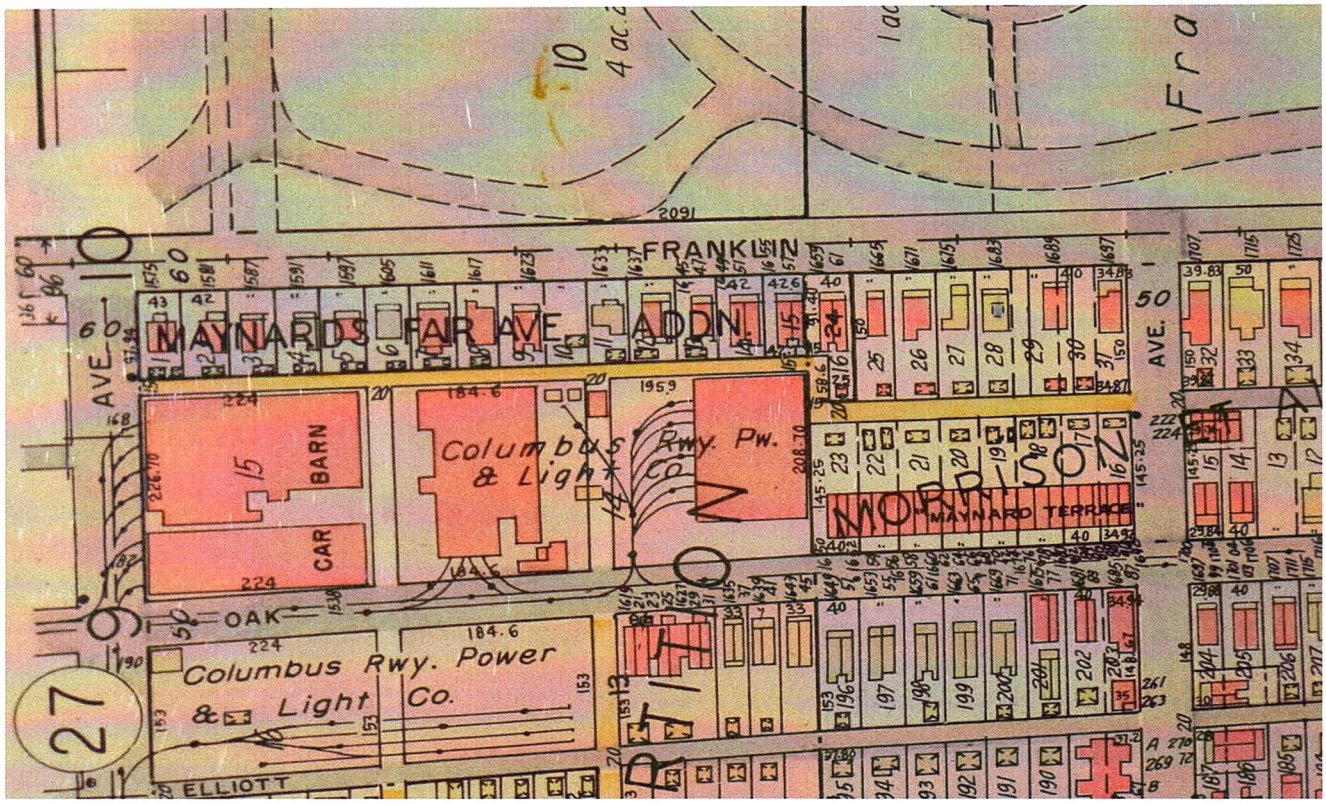

**1910 Baist *Atlas of Columbus, Ohio***

By the time the 1910 Baist atlas was published, the large east car barn and the brass foundry had been added to the site, completing development of the complex in a way that is largely evident today. Tracks from Oak Street and Kelton Avenue entered the site, while across Oak Street there was a single track probably used for open-air car storage. The entire complex was identified as the "Columbus Railway & Light Co. Car Barns." By this time, houses along Franklin Park South were being built adjacent to the north carbarn.



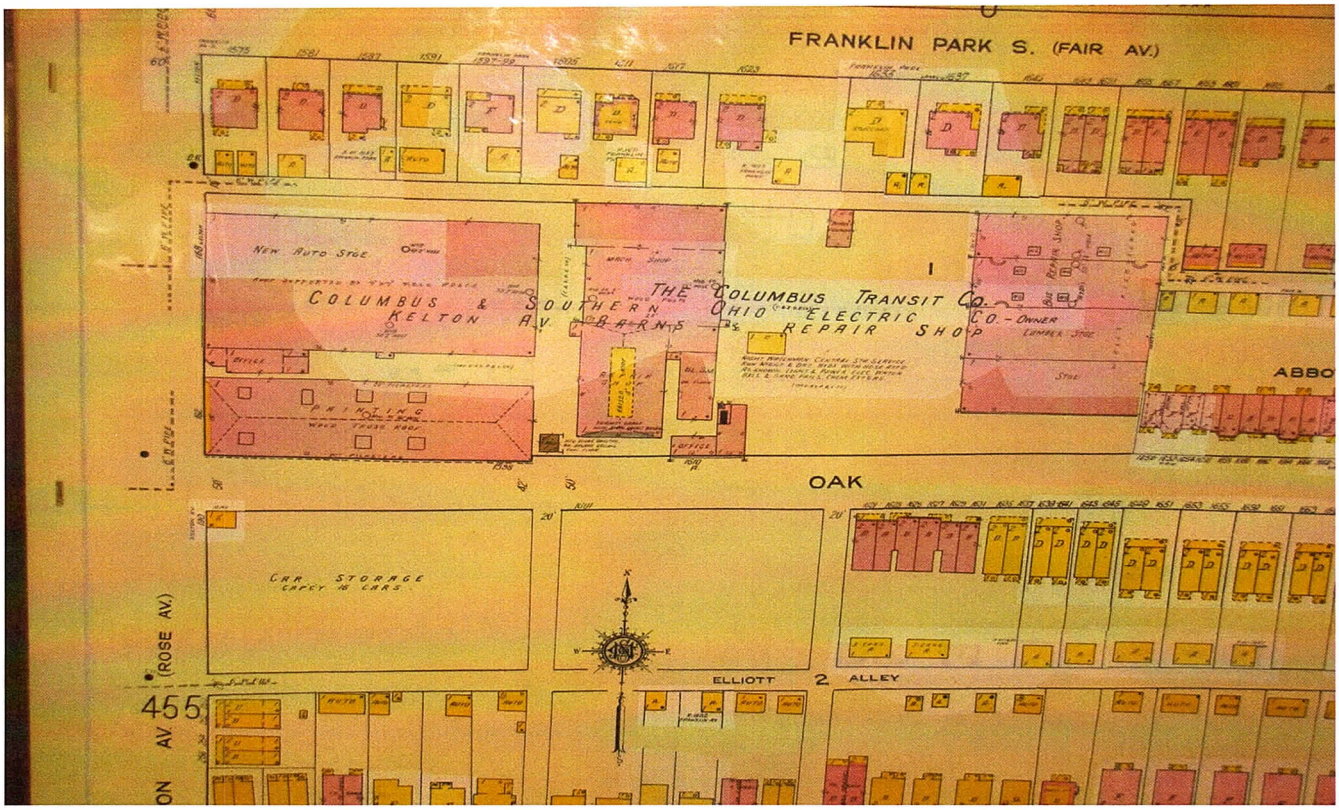

**1920 Baist *Atlas of Columbus, Ohio***

The 1920 Baist atlas indicated an additional small frame building on the site; extension of a track into the site from Oak Street; multiple tracks entering the carbarns from Kelton Avenue; and an extended line on the open site across Oak Street to the south.



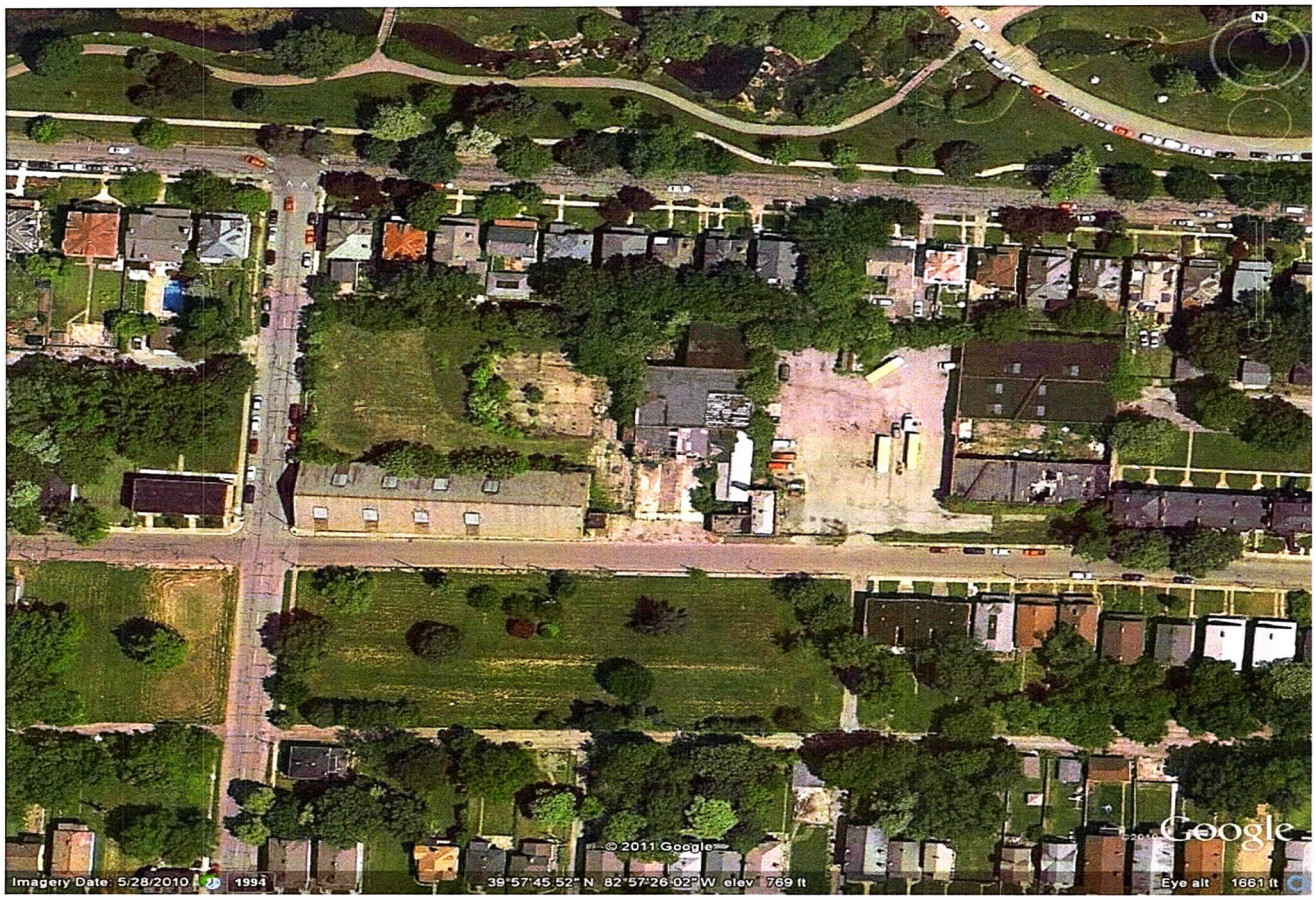

**1937 Franklin Survey *Atlas of Columbus, Ohio***

The 1937 Franklin Survey *Atlas of Columbus, Ohio* showed additional development of the site. A small frame building had been added to the center of the site; an additional small brick building (used as an office and a boiler house) had been built along Oak Street; and multiple tracks entered both the easternmost building and the open site across Oak Street. By this time the company had changed its name to the Columbus Railway, Power & Light Co.




**1922, updated to 1955 Sanborn *Map of Columbus, Ohio***

The latest map showing the site in active use as a transportation facility was the 1922 Sanborn map, updated to 1955. This map identified the site as "Columbus Transit Company, Columbus & Southern Ohio Electric Company Kelton Avenue Barns and Repair Shop." It indicates "new auto storage" in one of the former carbarns, with the earlier carbarn used for "printing." The large building in the center of the site was a "repair shop and machine shop," and the later carbarn at the far eastern edge of the site was used as a "bus repair shop" and "lumber storage." There were two offices – one between the Kelton Avenue car barns and the other located in the freestanding building on Oak Street. A "brass foundry" was located in the small freestanding building at the rear of the site near the bus repair shop. The site across the street had a small frame structure at the corner and was indicated as "car storage" on the map. This map did not show the pattern of tracks on or near the site.




A current *Google Earth* image of the site shows that the large northernmost carbarn along Kelton Avenue has been demolished; part of the machine shop (pit room) has been removed; and some of the roof structure of the car storage house is missing. The paint shop at the corner of Kelton and Oak is still standing, as are the office building/boiler house and brass foundry. The site across the street is grass-covered; linear patterns there may indicate areas where either tracks or later concrete paving once were.

## 4. Significance

The Franklin Park Trolley Barn complex is located within the boundaries of the Near East Side Historic District, which was listed in the National Register of Historic Places in 1983. The property is associated with the transportation history of the city of Columbus. The buildings, which were constructed over a period of several decades, reflect the history and development of the city's streetcar transportation system and its expansion to fit the needs of the growing capital city. The site was first developed with a horse stable and later expanded to include streetcar barns and repair facilities. After the end of the streetcar era, the facilities served the city's bus transit system. Although the buildings have been vacant for some time and are in varying states of deterioration, they still convey a strong sense of their transportation/industrial character. The buildings retain their original relationships to one another; original materials and methods of construction are still evident; and the physical form and industrial character remain largely intact. This complex is an important and rare link to the city's late 19th and early-to-mid-20th century transportation history.




Source: www.trolleybuses.net

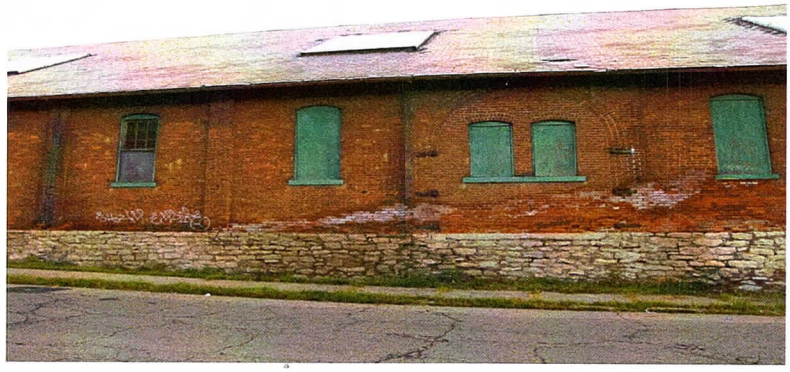
## 5. Current Condition Survey

The six extant buildings at the Franklin Park Trolley Barn Complex are in various states of repair. In general they exhibit signs of long neglect but, even so, much of the complex appears to be basically sound and capable of rehabilitation.

The following description evaluates the condition of each building, moving from west to east.

### Paint Shop

This building is at the northeast corner of Oak Street and Kelton Avenue. It appears to be the building shown on the 1890 map as the "Consolidated St. Car Stables." This is supported by the existence of a brick-infilled arched doorway in the south elevation, which is flanked by six partial large iron or steel hinges that once supported a pair of arched doors. A similar infilled doorway is in the east elevation. The 1890 map shows two tracks entering the building through the south elevation, although there is only the one infilled opening. Based on this documentation and on the design, materials, and construction methods employed, our conclusion is that this is the building depicted on the map and that it may date from some time in the 1880s, prior to electrification of the east side car lines. How a second track entered the building (assuming the 1890 map is accurate) on this elevation is not currently apparent. Possibly the second track shown entering this side of the building was a matter of artistic license on the part of the mapmaker; or both tracks may have entered through the single opening.



**1. A view looking north toward the Paint Shop's south elevation shows the infilled arched opening (at the double windows) that once was open to the street so cars could enter and leave the building; note the original hinges still in place. Also visible in this view are the staining, efflorescence, and missing mortar that has resulted from water damage due to poor roof drainage.**

The brick-in arched opening has a long stone sill, over which a track could have been laid to permit horsecars to enter and leave the building. This sill today is several feet above street level. The explanation may be that the ground here was level at the time, with Oak Street at the same elevation as Kelton Avenue.

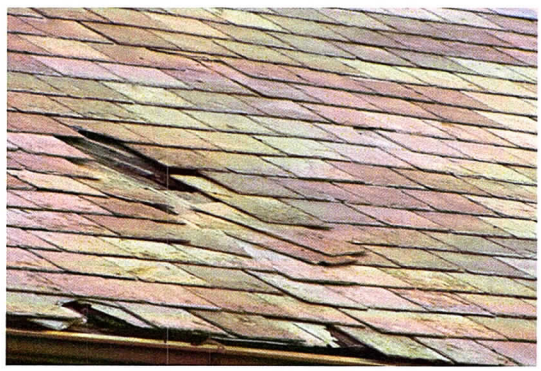
The ground may have dropped to a lower elevation east of the carbarn; the 1890 map shows an undeveloped area to the east of the carbarn and west of a platted area called Fairwood. The natural downward change in grade to the east may well have occurred in this area. It appears likely that, as the site was expanded later with growth of the city's streetcar system, Oak Street was graded and sloped to enable use of the land east of the building, making the arched doorway obsolete. This theory is further reinforced by the presence of a similar infilled arched opening at the same level in the east end of the building. The 1890 map does not show a track entering the building here, but this opening, which of the same size and shape as the one on the south elevation, obviously was intended to move cars in and out.

Exterior Condition

The Paint Shop is in fair condition. It is of brick bearing wall construction on a random ashlar limestone foundation. Its gable roof is covered in slate shingles, and several apparently original skylight openings are on both the north and the south roof slopes.

Much of the slate roof is intact, but there are several areas where slates are loose or missing. This has exposed the wood sheathing, some of which appears very deteriorated. At the peak of the roof, some of the metal ridgecap remains, but large portions are missing. The skylights all appear to be covered with translucent corrugated fiberglass panels.

Gutters and downspouts are in poor condition and in some cases are missing entirely. Most of the remaining gutters catch water running off the roof, but the missing downspouts allow large amounts of water to soak the brick walls and the stone foundation.





**2. (left) Broken and missing roof slates expose the wood roof dek and can lead quickly to interior water damage, including dry rot in wood structural members. 3. (right) In addition to broken and missing slates, roof problems include missing or damaged gutters and downspouts that cause water to pour down the exterior building wall.**



**4. The roof skylights are covered with a corrugated fiberglass material which allows natural light to penetrate the interior but is watertight.**

Lack of proper roof drainage has allowed considerable moisture to soak into the south elevation; staining and efflorescence are visible in numerous areas, along with several areas of spalling brick. Staining and mortar loss also have occurred in the stone foundation wall. In addition, graffiti has defaced the brick wall near its west end.



**5. Water washing down the brick wall causes staining, biological growth, brick spalling, and loss of mortar. Graffiti vandalism further damages original brick surfaces.**

Despite long neglect, the limestone foundation walls and the brick walls of the building appear to be plumb and do not show signs of excessive deterioration.

Pilasters separate each bay of the building's south elevation, and each bay originally had a single arched nine-over-nine double-hung window. Most have been covered over but remain in place. Several have been left open, and all of the glass has been broken out of these windows, although the muntins remain largely intact. Where the arched doorway was infilled, there is a pair of six-over-six windows. All surviving windows appear to be original.



6. **A view westward along the south elevation of the Paint Shop shows the pilasters in the brick wall and the change in grade between Kelton Avenue and the eastern portion of the complex. The limestone foundation and brick bearing walls are in good condition despite water damage from poor roof drainage.**

The east elevation, since it faces away from prevailing weather and has not had the gutter/downspout problems of the south elevation, is in good condition. Almost all of the double-hung sash windows are boarded over; they are in two different sizes, six-over-six and nine-over-nine. All appear to be original. As on the south elevation, the infilled arched doorway contains a pair of smaller windows.

Attachments on the brick wall include power lines and downspouts. Two cast iron tie-rod ends above the gable windows appear to be original.



**7. The east end of the Paint Shop is in good condition. Original windows still exist behind the wood covers. Vegetation will have to be removed in order to avoid damage to the brick masonry.**

On the west elevation, only the wall near the southwest corner of the building is built of brick. North of that area, this elevation is dominated by the large sliding wood doors that allow access to the interior; these doors are framed on north and south by brick pilasters. The gable is covered with horizontal wood siding and has a symmetrical array of eight windows, all of them covered over but apparently original. A large louver is in the upper portion of the brick wall, and graffiti has defaced the lower portion.



**8. The west elevation of the Paint Shop has a wood-sided gable and sliding wood doors that allowed streetcars to enter the building. The doors show considerable wear, and graffiti has defaced the building, but its historic character is largely intact.**

The wood siding in the gable is somewhat deteriorated but appears sound; the sliding wood doors are heavily worn and have some dry rot along their lower edges.

The north elevation is entire covered by dense plant growth from spring to fall. Its condition appears to be about the same as the condition of the south elevation. However, lack of sunlight and the density of plant growth have caused a greater degree of moisture retention and resultant mortar and masonry deterioration. Windows on this elevation have been covered over but it is apparent from interior views that these windows all appear to be original; most are missing their glazing. There is some graffiti on this elevation, as well.





**9. (top) shows the north side of the Paint Shop at the northwest corner of the building. 10. (below) is taken looking east along the north wall of the paint shop. The doorway and staircase are located at the northeast corner of the building.**

Interior Condition

The Paint Shop has only a small two-room basement at its far east end. The main floor of the building is at the grade of Kelton Avenue and appears to use the natural ground as a support for the floor; there does not appear to be any kind of floor structure. All of the existing floor is composed of poured concrete. This is of fairly recent date (approximately 1950), since all signs of streetcar tracks are gone.

The interior consists of a single large clear space, made possible by the high wood trusses that form the roof structure. Each truss rests on pilasters in the north and south walls. Spaces between trusses have been boxed out and finished with wood siding at each skylight location; this provides considerable natural light for the interior. There does not appear to be significant water penetration at the skylights.





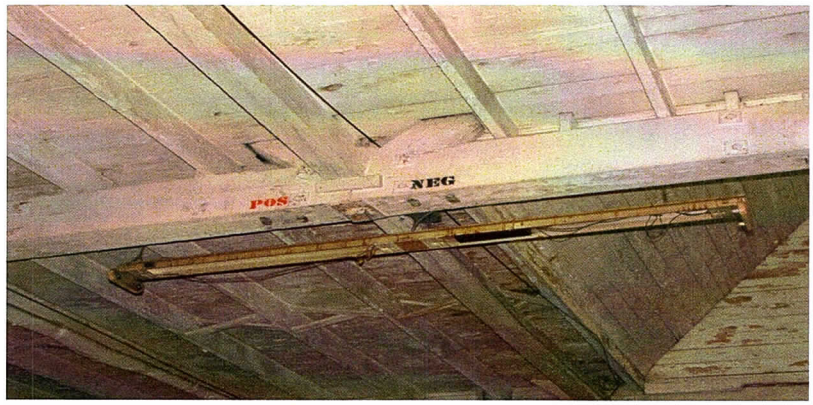
**11. (left) This photo looks east in the Paint Shop from the west end toward the east wall. The concrete floor, painted walls (with water damage), lower roof truss chords, and boxed-in skylights are visible. 12. (right) This photo looks west along the south wall and shows the pattern of skylights and spacing of the windows. Steam pipes along the wall provided heat in the winter.**



**13. A typical skylight in the Paint Shop is surrounded by a wood-sided "box" painted in a light color to help project natural light into the building's interior.**

Interior surfaces – brick walls, wood trusses, floor joists, skylight wells – all are painted in a silver-gray color. The paint has failed in areas of water penetration, primarily at the bases of walls and, in some areas of the north wall, upward several feet from the floor. Remains of the heating system – banks of parallel steam pipes – are mounted on the walls, and some overhead lighting fixtures remain in place. Deteriorated wood doors in the south wall and at the south end of the north wall provide access to wood steps on the exterior.

There is little evidence of the activities once housed here. In the pre-electrification days there would have been tracks for car storage, and also stables for the horses that pulled the cars. None of this survives. After electrification, there would have been numerous tracks, as well as overhead trolley wires. With the introduction of electric buses in the 1940s and 1950s, the tracks would have been removed or covered over, with double wires mounted overhead (rail-borne cars had one wire overhead, with the circuit completed through the rails; trolley buses had to have both halves of the circuit carried in overhead wires). Today there are some remaining mounts for wire hangers for the electric buses, marked "pos" and "neg" for clarity; there also is a sign painted on one north end door advising drivers to honk their horns before entering Kelton Avenue.




**14. One reminder of the trolley bus era in Columbus (which ended in the mid-1960s) is this mounting point for the overhead power wires that enabled the buses to move through the paint shop.**

### Paints and Oils Room

The small brick structure stands immediately east of the east end of the Paint Shop; it was built between 1901 and 1910 and was intended as a secure, fireproof location to store flammable oils and

other liquids. Flat-roofed and two stories high, the building is of brick bearing wall construction. All its door and window openings have been covered, and its interior is not accessible. It is in fair condition on the exterior; lack of interior access made it impossible to investigate whether any roof deterioration has permitted moisture penetration. Deteriorated wood steps and platforms link this building to the Paint Shop. Recent sprayed graffiti has defaced the building.



**15. The Paints & Oils Room is a simple brick building located immediately east of the Paint Shop. It was used to store lubricating oils and other flammable liquids.**

### Machine Shop, Pit Room, Blacksmith Shop, and Carpenter Shop

This building has four major components; they were built between 1890 and 1910. The first portion, the Machine Shop, was built between 1890 and 1899 and was connected to a now-demolished carbarn once located to the north of the Paint Shop. Between 1899 and 1901 two additions were built onto the south elevation of the Machine Shop: the Pit Room and, to its east, the Blacksmith Shop. A final enlargement of the building was done between 1901 and 1910 when the Carpenter Shop was built on the north elevation, giving the building its current form. The connection to the now-demolished carbarn was gone by 1937.





**16. (left) The Carpenter Shop has suffered extensive deterioration due to neglect. This photo looks southwest into the Machine Shop portion of the building. 17. (right) This photo looks west from near the east end of the Carpenter Shop. The roofless area is visible, along with surviving car tracks. A failed roof surface continues to let water into this part of the building.**



**18. A detail view shows the roof trusses, joists, and deck of the Carpenter Shop. Extensive water staining is visible, as are numerous holes in the roofing material.**

Each of the four parts of the building had its own type of construction. All had brick bearing walls, but the floor and roof systems varied. The Carpenter Shop housed woodworking machinery and tools for repairs and parts fabrication when streetcars still had wood bodies (prior to about 1920). This section of the building had a wood truss-supported flat roof and clear space on the interior. It still contains tracks; these apparently entered from the east, where there would have been room for a curved track to enable cars to enter this part of the building. As in the Machine Shop, here there was a wood floor with no evidence of a basement.

The Machine Shop had a flat roof supported by wood posts and beams. Metal-working machinery for making various streetcar parts would have been located here, although all equipment associated with this work was removed long ago. The Machine Shop had wood floors, with no evidence of a basement; two tracks extended into this space from the Pit Room.



**17. This photo is looking east in the Machine Shop area, a failed roof beam is visible in the background. The Carpenter Shop is through the doorway to the left.**

The Pit Room was the western addition on the south side of the Machine Shop. Three tracks ran into this space from Oak Street; two of them extended into the Machine Shop. The two easternmost tracks, in both the Pit Room and the Machine Shop, had pits between the rails that enabled workers to get under the cars to do inspections, repairs and parts replacement. All of the pits in both spaces received wood covers at some time in the past, but these are generally deteriorated and represent a hazard. The floor in the Pit Room was concrete into which the rails were set, their heads at floor level; there was no basement. This section of the building had a gable roof supported by wood trusses that allowed a column-free interior. As the roof trusses weakened over time due to neglect, wood posts were added to support the lower chords.

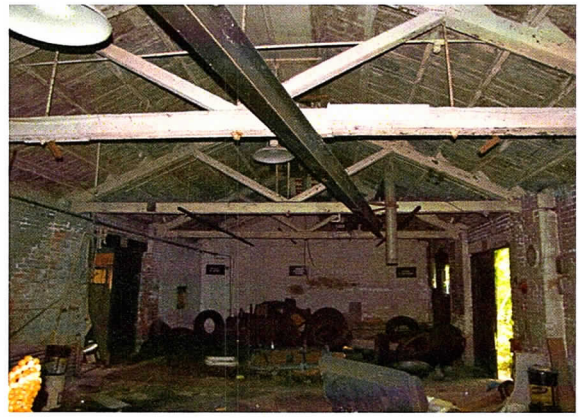




20. (left) This view looks north at the remaining portion of the Machine Shop; about three-quarters of it has been demolished; note the car tracks and covered inspection/ repair pits in the concrete floor. The door in the background is in the north wall of the machine shop and looks into the Carpenter Shop. 21. (right) This photo shows the overhead track (note the trolley running on the lower flange) that enabled lifting and moving of heavy parts such as traction motors.

To the east of the Pit Room was the blacksmith shop, where metal parts were hand-fabricated by forging. (By contrast, in the Machine Shop, parts were formed from raw stock on steam- or electric-powered metal-cutting equipment.) The Blacksmith Shop had two parallel brick exterior walls, with wood trusses bridging them to create clear interior space. Large iron doors were at the south end, and there was a monitor roof that provided light and ventilation.





22. (left) A westward view shows the overgrown east elevation of the blacksmith shop. The roof monitor, which provided ventilation, is visible. The chimney to the left served the Office and Power Plant building The peak of the east gable of the Paint Shop is visible above the monitor. . 23. (right) The interior of the blacksmith shop is a single open space; the roof trusses, purlins, and deck are in good condition.



**24. A northeast view shows the repair shop at the left, the blacksmith shop at the right.**

Window types in this building varied. The Machine Shop area had paired six-over-six double-hung sash; the Pit Room appears to have had single six-over-six windows. The Carpenter Shop had large paired, arched six-over six windows, many of which have been boarded up. In the Blacksmith Shop, windows were small six-over-six double hung sash. The blacksmith shop floor was made of wood blocks, the only example of this type of flooring in the complex. All existing windows in this building appear to be original, though few are in good condition. Some are missing; most glazing has been broken out; and many windows have broken or missing muntins.

Today this is the most deteriorated building in the complex. About two-thirds of the southern portion of the Pit Room was demolished at some time in the past, leaving the concrete floor, the rails, and the wood -plank-covered inspection/repair pits exposed to the weather, as well as several of the roof trusses. As noted, wood posts support some trusses, which show signs of failure.

All of the pits have been covered with wood planks, but any visitors should avoid stepping in these areas because the planks often are of questionable strength. Nearly all of this building, in fact, should be considered hazardous due to deterioration of floors and roof structures.

About a third of the wood truss-supported roof of the Carpenter Shop has been removed, and the remaining roof deck and trusses are extensively water-stained and possibly infested with dry rot; some appear to be sagging and could soon fail. Where the roof is gone, the floor has failed and there is considerable growth of trees and bushes.





**25. (left) Looking northwest at the south and east elevations of the Office and Boiler House, this photo shows the east end of the Paint Shop at left. 26. (right) Minor deterioration and graffiti have affected the building, but it generally in good condition. Windows and doors have been extensively altered. The greatest amount of alteration has occurred on the east elevation. Original window openings have been infilled, as has the original arched doorway on the first floor, where a new door and sidelights were inserted. The door and windows on the second floor likely are not original but probably were added to create additional office space.**

Both portions of the building are similar in design and are of brick bearing wall construction. The Office is one story in height; the change in grade here allowed the Boiler House to be two stories high but with the same roof height. The south elevation of the Office has shallow brick pilasters and brick corbelling; this does not appear elsewhere on the building. In the parapet area, brick was laid to create a row of dentils and a slightly projecting cornice; these design elements make this building, modest though it is, the most ornamented component of the carbarns complex.





**27. (left) A view to the southwest shows the boiler house portion of the building with its chimney, which originally was 70 feet high but may have been shortened somewhat. The decorative brickwork on the building is distinctive and remains in good condition. 28. (right) The south elevation of the office area of the building has an altered doorway and door, and the window is not original (the window opening, however, is). The south end of the blacksmith shop is visible at center left.**

The Office retains three original arched window openings; the framing also appears original, but the windows themselves are replacements. East of these, two high-level rectangular windows light the Boiler House; they, too, are replacements. On the west elevation of the Office the original doorway has been downsized, and a windowless steel door has replaced the original. The window on this elevation has been altered like those on the south elevation.

The east elevation, which is part of the Boiler House, has been considerably altered. Original window openings were bricked in on the first floor, and the arched entry was infilled, with a new door and sidelights installed. On the second floor, four new windows and a doorway appear to have been cut in, with a wood stair for access. This likely occurred at a point when the boiler operation was no longer needed and the building's interior was re-worked to create more office space.

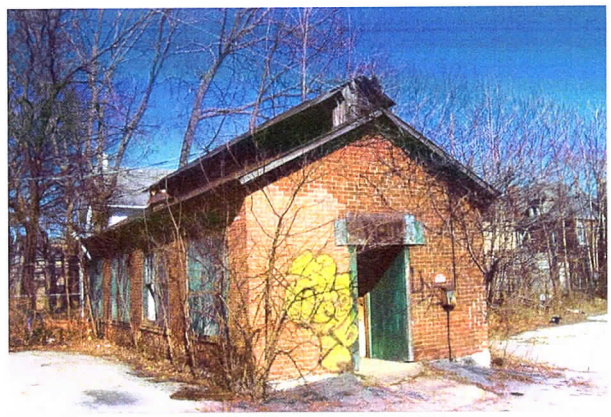
The interior was not accessible, so an evaluation was not possible. The chimney appears to be in good condition. The building has a pyramidal roof over the power plant and a flat roof over the office area. The masonry and roof are in fair to good condition.

**Brass Foundry**

This is a small brick bearing wall structure built between 1900 and 1910. It has a slate-covered gable roof and a low monitor containing ventilation louvers. Some slates are loose or missing, but the roof otherwise appears sound, as do the exterior walls. The deeply recessed door in the south elevation leads to the one-room interior, which was at some time in the past finished as office space by the addition of studs and drywall.

There is one window each in the north and south walls, consisting of paired wood four-over-four double-hung sash in arched openings. All windows appear to be original. The original purpose of the building was to house a foundry where brass parts such as wheel bearings could be cast, but no evidence of this function remains, other than the monitor that vented heat and fumes from the casting process.





29. (left) The Brass Foundry has been almost entirely engulfed by vegetation, but its simple form and roof monitor are visible. 30. (right) A non-original steel door in the south elevation provides access to the Brass Foundry. The brick walls are in good condition.



31. The interior of the Brass Foundry has been finished as office space, leaving no evidence of its original use.

## Car Storage House

This building was in place by 1910 to provide additional storage space for the city's growing streetcar fleet. It is a brick bearing wall building with a flat roof and no basement. Like other buildings in the complex, it was designed as a utilitarian structure, its modest ornamentation consisting of a stepped parapet in the center of the west elevation. Ceramic coping tiles cover the tops of all the walls, including the three intermediate walls that rise above roof level.

The west elevation had only large barn-like doors and no windows. The south elevation had no windows; it had several stepped brick buttresses that provided stability for the long, tall wall. The east elevation had two sizes of arched windows. The design of the smaller windows is uncertain; most have been bricked in and the rest are missing. The larger arched windows, which also were used on the north elevation, appear to have been paired wood six-over-six double-hung sash. Most are covered; the remaining ones have lost all their glass and are extensively deteriorated. All surviving windows appear to be original.



**32. The Car Storage House could hold 40 or more streetcars. It was utilitarian in design but had distinctive wood doors at its eight car storage bays. Despite having been cut down and otherwise alered, the remaining doors are an impressive sight.**

The building was built with four large bays created by the three intermediate brick walls. Each bay was divided in half by a row of posts that supported stringers on which timber ceiling beams rested; thus in each bay a beam extended from the flanking brick walls and was supported at its other end by the row of posts and stringers. Between the beams, ceiling joists were let into pockets in the brick walls and, at the other end, were supported by the posts and stringers. The west elevation opening in each bay was created by a horizontal steel beam supported by a latticed steel post at its center This arrangement created eight separate sub-bays, in each of which was a track for storing streetcars when they were out of service. Eight large paired wood swinging doors on the west elevation provided access to the storage tracks. Arched openings in the brick walls connected the four bays. Since the three intermediate brick walls were intended as firebreaks (the reason they extended above the roof), each opening in them was protected by a gravity-operated self-closing metal fire door, several of which remain intact.

Much of this arrangement is apparent today, despite demolition, alterations, and deterioration. Several of the large wood doors remain, although all have had their upper third cut off (when the streetcars

were abandoned and buses substituted for them, the extra door height was not necessary); the upper part of each doorway was then infilled with a wood panel. Even so, the original doors' wood panels, framing, and massive hinges remain in many cases, and even the manual locking system survives on at least one door. One set of doors is missing entirely; two others have been replaced by modern overhead doors.





**33. (top) This view to the northeast shows the central stepped parapet and ceramic coping tiles of the Car Storage House. The bay visible through the door at right center has lost its roof. 34. (bottom) The doors likely had glazing in their upper portions to provide natural light on the interior. The doors were manually operated and hung on large strap hinges.**

Conditions vary on the interior. The roof is gone from the second bay from the south; trees and brush have grown in this now open-air space. The rest of the building is still under roof. At least two of the sub-bays are divided from each other by wood planking that is framed in between the roof-support posts. Rails still remain in some of the concrete floors but are missing from others. Roof failure has occurred in the third bay from the south, but the supporting posts appear intact.

In the bay that has lost its roof, the pockets that supported the roof joists are visible; the joists, posts, stringers, and roofing are entirely gone. At the east end of this bay, large stepped cracks in each

In the Machine Shop, the wood floor has failed in many areas. While the structural posts appear generally sound, some of the beams and roof joists have failed, probably due to long periods of water penetration and development of dry rot. This condition is worst in the western part of this portion of the building.

The Pit Room, as noted, consists only of a small part of the original structure. Two chimneys remain near the last extant roof truss; they appear stable, but the area around them should be avoided until their condition is studied in detail. A circular track, which served to move heavy suspended loads, remains attached to the trusses. It and another straighter track in the machine shop area are the only remaining elements that suggest the functions housed here.

The Blacksmith Shop is the most intact and least deteriorated portion of this building. The wood block floor has buckled in several areas due to moisture penetration, and the monitor has been covered over on the interior. In contrast, the roof trusses, purlins, deck, and roof surface appear to be sound. On the interior, the light-colored paint on the walls and the roof structure remains fairly intact, with only a few signs of moisture damage.

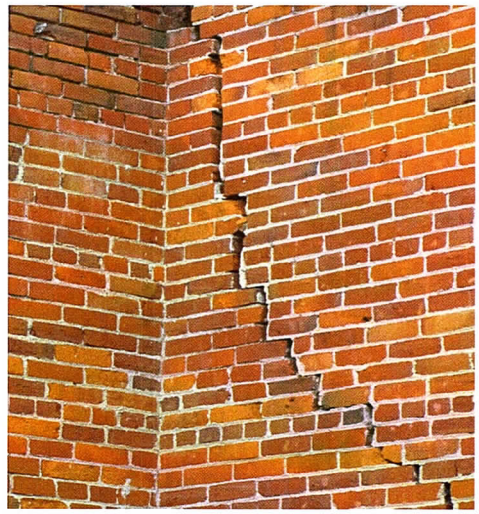
**Office and Boiler House**

This building was completed between 1920 and 1937. It appears to have been built on land that contained an enlargement of the Blacksmith Shop (based on building footprints as shown on the 1899, 1910, and 1920 Baist atlases and the 1937 Franklin Survey atlas). However, the sequence of construction, demolition, and alteration here is not clear.

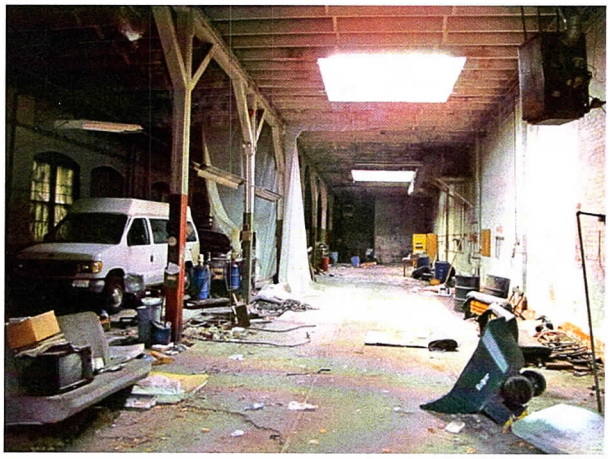
It is clear, however, that the Office and Boiler House was built at one time as a new free-standing structure. It is L-shaped, with the Office in the west wing and the Boiler House in the east wing. A large square chimney, some 70 feet high, is at the northwest corner of the Boiler House. This part of the building is fairly small; it is likely that it produced only steam for heating purposes. Electricity would have come from generating facilities elsewhere, either the city's electric plant on West Spring Street, or from a commercial power producer.

intermediate brick wall, near the east wall of the building, indicate structural failure that may have resulted from excessive undrained moisture in the soil that allowed outward movement of a portion of the east wall. Qualified engineers can assess the problem in detail and recommend an appropriate solution.



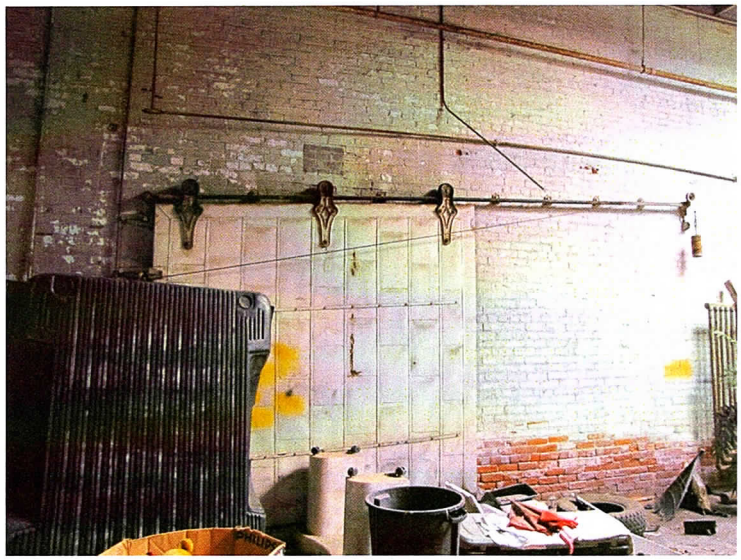


35. (left) The roofless bay of the Car Storage House, which is a quarter of the building's square footage, still has rails in place, almost buried by the plant growth that has taken root. Note the metal fire door at left; it slid open and was mounted on a sloping track to ensure that it stayed closed unless someone pulled it aside to pass through the opening. Joist pockets for the roof structure are visible in the upper part of the wall. 36. (right) Both walls at the east end of the roofless bay in the Car Storage House have suffered structural failure. It likely was caused by too much moisture in the soil causing loss of bearing strength, which let the east wall pull away from the rest of the building. Investigation by a professional engineer should help determined the exact cause and appropriate solutions.





37. (left) On the interior of the Car Storage House, a line of wood posts divides each bay into two sub-bays, forming eight in all. The posts in turn support a stringer and the flat roof structure. 38. (right) On the right can be seen the horizontal siding used to provide physical separation of two sub-bays.



39. This is one of the fire doors in the Car Storage House. A person opening the door to pass through the doorway would slide it to the right; the weight at far right made it easier to move the door up the sloping track. The door then slid back into the closed position by the force of gravity.

## Site Features

Brick sidewalk paving is still visible in areas along the west and south sides of the property. It is overgrown and some of the areas have been replaced (or covered) with asphalt. There are areas where small portions of brick are visible within the site, as well, although nearly all of the site is covered with asphalt paving near the Paint Shop.





40. (left) 41. (right) Brick sidewalks along Oak Street and Kelton Avenue, as well as some brick paving on the site of the complex, add additional visual texture and historic interest to the complex.

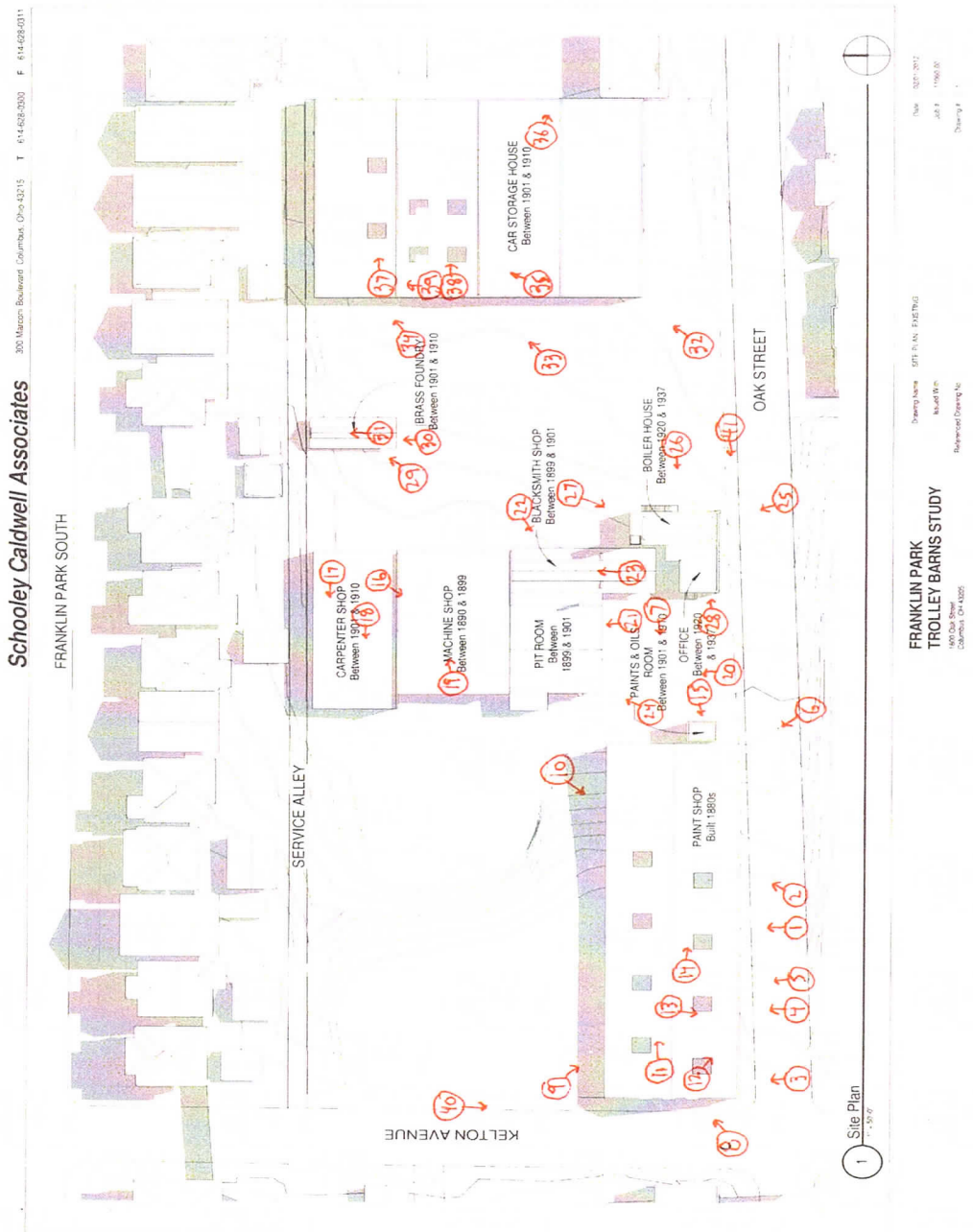



**Photo View Map**

## 6. Planning Process

Columbus Compact Corporation became involved with the Franklin Park Trolley Barn complex nearly two years ago. The organization facilitated a very successful "Community Visioning Session" on September 4, 2010. The 78 participants spent several hours touring the site and discussing the opportunities for preservation and reuse. The participants were divided into five groups to discuss uses based on the following themes:

- Community Market Place, which included possible arts/artisans market, farmers' market, flea market, antique mall or other type of market space.
- Food Production, Preparation, Farming and Agriculture, which included community gardening, commercial urban farming, community kitchen/food incubator, shared kitchen for caterers.
- Food/Beverage Service, which included different types of restaurants, coffee shop, wine store, and ice cream shop.
- Museums and Learning Places, which included a Trolley Museum relating to the history of the site, as well as other types of museums or learning activities.
- Park, Physical Fitness Activities, such as fitness center, rentals for bicycles, roller blades (for nearby Alum Creek Trail), martial arts studio and community activities.

There was a strong consensus to preserve and reuse all of the buildings, if possible, and to protect and enhance the historic character of the buildings and site. The work product of the various groups was documented in a publication, *Franklin Park Trolley Barn Visioning Session,* produced by the Compact with assistance from the Columbus Neighborhood Design Center. This document was used as a starting point for the work undertaken in the feasibility study.

Many excellent ideas were generated through the community visioning session, however it was clear that some ideas might be more economically and physically feasible than others. A means of filtering the ideas was necessary, so the project team (Compact, architects and preservation consultants) discussed the results of the visioning process in the context of the following questions:

Land Use/Building Compatibility

- Is the use compatible with the surrounding residential land uses?
- Will the use need extensive parking or other infrastructure that might have an impact on the neighborhood?
- Does the use create a level of traffic, noise, intensity of use that might impact surrounding homes?
- Can the project utilize the historic buildings and site to maximum benefit?

- Does the use require extensive rezoning or other regulatory issues?
- Are there multiple uses that might be compatible?

Economic Impact

- Will the use create economic opportunity for the neighborhood such as jobs, training, entrepreneurial opportunities?
- Will the use encourage or support other economic opportunities in the neighborhood such as suppliers, spin-off or complementary businesses?
- Could the use expand beyond the site and into other areas of the neighborhood or Columbus area?

Quality of Life

- Will the use enhance the quality of life of the Near East Side?
- Will the use provide a service, venue, business or other activity that will increase the livability of the neighborhood?

Creative Partnerships

- Would the use benefit from creative partnerships in the community?
- Have potential partners been identified?

Self-Sustaining

- Does the use have the potential to be a "big idea" that can generate momentum and be implemented over a period of 3 to 5 years?
- Can the project be self-sustaining or will it depend on subsidy for the long-term?

**7. Proposed Plan**

Taking into consideration the suggestions gathered from the visioning session, along with findings of the Structural Analysis Report and Condition Assessment Report, an in-depth study of the code requirements and historic guidelines, and multiple brainstorming sessions and meetings, the design concept included in this study was developed. The multiple uses proposed, are compatible with the location in a residential area and with the physical character of the historic buildings and site; they do not require extensive zoning changes; they have the potential to be a catalyst for other economic development activity in the neighborhood; they can enhance the livability and quality of life in the neighborhood; they could involve a variety of community partners; and they could be self-sustaining and not dependent on outside subsidies over the long term.

Included at the end of the narrative are the following:

- Existing Site Plan, indicating the original names and dates of the buildings.
- Conceptual Site Plan, showing site organization and development concept.
- Conceptual Building Plans, illustrating the general division of uses and spaces to express the character and utility of the building redevelopment proposal.
- Renderings showing how buildings might look after rehabilitation.

The design intent was to adapt the historic buildings for modern uses, in the least invasive way possible and maintaining most of the historic fabric, while striving to achieve a dynamic and efficient environment as the end product.

**Site Planning**

The complex sits at the intersection of two major streets: Kelton Avenue and Oak Street. The entrance to the Paint Shop building and parking is mainly via Kelton Avenue. Access to the rest of the site is from Oak Street. Servicing is planned through the alley to the north of site.

A 31-car parking lot is provided for the Paint Shop Building. Another 58-car parking lot is provided for the use of residents and offices. Additional permanent parking may be available at the vacant lot on the southwest corner of Kelton and Oak. The parking areas will be designed so that they can be used for periodic public uses, such as a seasonal farmer's market or for special public events.

Kelton Avenue terminates one block to the north at Franklin Park South. This provides a prominent view of Franklin Park. The proposed design seeks to enhance this visual connection with the introduction of signature entry elements such as a gateway or signage portal at Franklin Park. Design elements, such as street furniture, light posts, planters and brick sidewalks will help reinforce the visual connection between the Trolley Barn site and Franklin Park.

The site slopes down from west to east with a difference of as much as sixteen feet between the highest and lowest points on the site. A storm water drainage system will be designed taking into account the natural gradient of site. After the one of the original car barns to the north of the Paint Shop was demolished, it created a 10-foot drop in elevation. This becomes a natural site for an open air amphitheater.

**Adaptive Reuse of Buildings**

The physical size, form and configuration of the buildings inspire the design and drive most of the space planning decisions.

The **Paint Shop's** 14,000 SF of uninterrupted space is the perfect venue for gatherings of large numbers of people. Thus, the building is proposed to be reused as a both a market place (east end of building) and an event space (west end of building) that can be used for special events, such as wedding receptions and holiday parties. The central portion provides common amenities to serve both spaces. The proposal also includes reintroducing natural light through the existing skylights (currently boarded up). The "cellar" space on Ground Floor, at the east end of the building, will be used for mechanical equipment. The Paint & Oil Room at the east end can accommodate the code-required exit stairway.

The **Carpenter Shop** and **Machine Shop** are proposed to be used as a restaurant and catering facility, with a 2,000 SF office suite. The restaurant will be an economic anchor to the development and the catering facility will complement the special event space in the former Paint Shop building. The **Blacksmith Shop** can accommodate two small business tenants, ideally in a creative industry to reinforce the arts/food/marketplace/event character of the other building tenants. The pedestrian connection through the Blacksmith Shop functions as a critical link between the west and east portions of the site. The existing crawl space underneath the Machine Shop can be used for below-grade storm water retention and rain water harvesting. Half of the building that was originally known as the **Pit Room** (used to have access to the underside of trolley cars) has experienced partial collapse and has been demolished. The remaining portion of the building is an interesting structural skeleton, with a circular crane rail, and some remaining masonry walls. These structures will be stabilized and incorporated into the design as-is. This "ruin" will become an outdoor dining area and forecourt providing outdoor areas to support planned street fair types of events. The retention of these features will reinforce the industrial character of the complex.

The **Brass Foundry** is anticipated to be used as a small community center with a kitchenette and bathroom.

The regular bays and relatively high ceilings of the **Car Storage House** are a natural fit for accommodating live-work units for artists. The industrial past of the building is reflected in the lofts, both by way of functional interior finishes and new exterior façades. The new façade pays homage to the trolley car era by emulating the trolley cars that used to be stored here. The series of entrance

doors on the west face, which have been cut down over time, will be restored to their original size and configuration (based on a historic photograph). Removing parts of the roof will allow daylight to filter in and avoid the creation of narrow and dark interior corridors. These new exterior spaces become active alleyways that create a manageable domestic scale to the building. These alleyways are seen as an important part of creating a unique community of apartments which feel safe and secure.

A focal point of the complex is undoubtedly the chimney stack at the northwest corner of the **Office/ Boiler House**. This building also has a more ornamental façade than the rest on site. Naturally, this building will act as the first point of contact for the visitors. The proposed exhibition gallery and Visitor's Center would be located here. A caretaker's apartment could be developed on the second floor, so that there are eyes and ears at the site at all times.

This is a complicated project, which will be impacted by market demand, as well as interested investors and users. There is some flexibility in adjusting uses that would still achieve the overall goals of the project. One alternative scenario would include the following:

The **Carpenter Shop** and **Machine Shop** could become the focus of a marketplace, which would concentrate on fresh foods and produce (possibly in partnership with the city's North Market, the Franklin Park Community Garden or other local foods organizations). In addition to providing access to fresh and healthy foods, this type of market space can encourage entrepreneurs to start businesses at a scale that can enhance the chances for success. It is possible that a catering facility might also be accommodated in this development scenario.

If the Carpenter Shop and Machine Shop became the marketplace in the complex, the **Paint Shop** could be adapted to residential apartment use. The skylights and floor-to-ceiling heights would make it possible for individual units to have a loft space above the living space on the first floor. With the ability to add several additional skylights on the north (secondary) elevation, it is possible to fit 15 apartments of approximately 900 square feet each in this building.

The rehabilitation of these buildings will meet the Secretary of the Interior's Standards for Rehabilitation. Each building must be certified individually as meeting the Standards in order for the entire complex to utilize historic tax credits.

**Hazardous Materials**

A Phase I Environmental Site Assessment (ESA) of the property was conducted by Calderon-Grant, Inc. in September, 2007. A Phase II ESA was completed in April 2008 by Calderon-Grant which was generally positive to the site. The ESA noted some chemical residue and organic compounds below EPA action levels, superficial oil spills, limited and contained asbestos contamination and clean groundwater. The largest finding was the presence of extensive amounts of lead paint on steam piping and exterior painted surfaces. Additionally, there were two small sites where further investigation was recommended, through preliminary investigation did not evidence concern.

**Building Code, Accessibility Issues**

The rehabilitation and adaptive uses proposed should not present any significant building code or accessibility issues. Most of the buildings are one story, which minimize the challenges of egress and accessibility. It is expected that all of the proposed uses can be accommodated within current building codes and ADA requirements.

**Zoning Issues**

The property is located in a residential area, but it had a commercial use throughout its history and it was never rezoned. The proposed uses should all be allowable under current zoning. If any zoning variances are needed for setbacks or parking, it is expected that the neighbors and the City of Columbus would be supportive of those requests.

**Sustainable Building Practices**

The buildings lend themselves to adaptive reuse, which in itself is a sustainable building practice. Although the final evaluation would not be made until more detailed plans are developed for each of the buildings, the architectural consultants on the project believe that the individual buildings could qualify for LEED certification.

The use of alternative energy (geothermal, solar) on the site may not be practical at this time due to the high initial cost of installation, however these costs are trending down and by the time the construction is scheduled, it may be more economically feasible to consider this option. The Ohio Department of Development administers a program that funds alternative energy installations. If the project is successful in obtaining a grant through this program, it might well be feasible to include alternative

energy in at least some portions of the project. The live/work area might be the most feasible from a design standpoint and an added value to those who will occupy the spaces. The program is described in the section on financial incentives, funding sources and partnerships.

Among the sustainable building practices that can be incorporated into the plans for the buildings and site are reuse of existing building materials, the use of permeable materials in the parking areas to prevent run-off drainage; rainwater harvesting for use on site landscaping; and the use of new energy efficient windows where new systems are being installed due to loss or advanced deterioration of original window units.

**Ownership**

The property is currently owned by an individual who may not be able to accomplish a development on the scale and in a timeframe that is necessary to preserve the buildings and to be economically viable.

Columbus Compact Corporation is a non-profit development corporation with a track record of development in the Near East Side of Columbus. This organization is negotiating with the current owner to purchase the property so that it can be developed. Compact would then work with the public agencies and private investors to undertake the development. The organization has money set aside to perform immediate stabilization work and to secure the site so that further damage and deterioration do not occur. The plan is to secure site control through purchase or long-term lease by late 2012 or early 2013.

As a non-profit development corporation, Columbus Compact would be eligible for some of the sources of funding included in this study that might not be available to a for-profit entity. Likewise, private investors will be attracted to the project because they will be able to utilize the benefits of the historic tax credits that have no value for a non-profit organization. This development model is used with success in many historic building development projects.

**Priorities for development**

The proposed project will be undertaken in phases, with each of the projects listed in order of priority.

Immediate Stabilization

Stabilization and elimination of blight are the highest immediate priorities. This would include securing the site and buildings to prevent people from gaining access; temporary structural bracing to prevent

further damage; and eliminating water penetration in the upper walls and other areas that would cause continuing deterioration. Some cosmetic improvements, such as weed removal and elimination of graffiti, would also be undertaken during this first phase to signal a turnaround for the property

Development

The goal is to develop the project at one time, beginning with the eastern third of the site, with the conversion of the Car Storage Shop into live/work units for artists and the parking lot associated with this use. There is demand for high-quality and affordable and flexible live/work spaces artists in Columbus and within this neighborhood. Having a residential use early in the project will introduce people on the site 24/7 and will create a new group of neighbors to support other uses as they develop. It will also benefit the residential neighbors immediately to the east of the complex.

The next phase of development would be the Machine Shop, Brass Foundry and Office/Boiler House in the center of the site. The restaurant, catering, retail uses will generate income for the project and also create a destination for those in the neighborhood, while also drawing people from elsewhere in the city and tourists.

The third phase would be the rehabilitation of the Paint Shop with the event space and marketplace, on the western end of the complex. This work would begin approximately 2 years after the beginning of the project. The creation of an amphitheater in the northwest corner of the site could be undertaken at the same time, depending on available funding.

With the exception of the site work and amphitheater, all of the uses on the site are income-producing and would utilize Federal Historic Rehabilitation Tax Credits. Application will also be made for the competitive Ohio Historic Preservation Tax Credits for the entire project.

The exact development schedule will depend on the economy, availability of financing, interest of potential investors and availability of financial incentives and funding. It is expected that once development begins the entire project can be developed in a period of approximately three to four years.

**Budget**

An estimate of potential overall costs has been developed. A more refined and detailed budget will be possible once more detailed designs are developed prior to construction.

| | |
|---|---|
| Site Development, including utilities, landscaping, parking, sidewalks and other site features | $1,800,000 |
| Car Barn Shop/Artist Village live/work spaces | $3,500,000 |
| Machine Shop restaurant, retail, office | $2,500,000 |
| Trolley Barn marketplace/event space | $2,200,000 |
| Steam Plant | $268,000 |
| Brass Foundry | $87,000 |
| Total | $10,355,000 |

Of this total of $10.4 million, it is expected that approximately $6.5 million will be qualified rehabilitation costs and could generate up to $2.4 million in combined federal and state historic tax credits, which would provide a substantial amount of equity in the project. It should be noted that these tax credits are not guaranteed and are not guaranteed and are not available until the project, or specific phases of the project are completed.

**8. Potential Financial Incentives, Funding Sources and Partnerships**

The successful rehabilitation and reuse of this complex is a complicated undertaking. It will involve a combination of financial incentives, multiple funding sources, and partnerships with local government, non-profit organizations and businesses. The exact configuration of these arrangements is not known at this point since the project is in the pre-development feasibility study stage. However, this section of the report outlines potential sources of assistance to make the project economically feasible.

**Financial Incentives**

**Historic Rehabilitation Tax Credits**

The buildings are located within the National Register designated Near East Side Historic District. All of

the surviving buildings are historically associated with the history of transportation in Columbus and it is believed that all would be considered contributing to the character of the historic district. National Register listing is required for taking advantage of both the federal and state historic tax credits. The use of these credits also requires rehabilitation plans to meet the Secretary of the Interior's Standards for Rehabilitation. These are included in the appendix of this report. The 20% federal and 25% state tax credits can be combined, which provides a substantial financial incentive for the preservation of historic properties such as the Trolley Barns.

**20% Federal Historic Rehabilitation Tax Credit**

Federal tax legislation in 1981 and 1986 created a Historic Tax Credit to encourage investment in historic structures. The credit is available for historic buildings listed in the National Register of Historic Places, either individually or as part of a registered historic district. To use the credit, a building must be "income-producing" – used for industrial, commercial, office, or residential rental purposes; the rehabilitation must be "substantial" – that is, the rehabilitation must cost at least as much as the adjusted basis in the property or $5,000, whichever is greater; and the rehabilitation work must be certified as complying with the *Secretary of the Interior's Standards for Rehabilitation.*

The Historic Tax Credit has been a major investment incentive for over two decades and has resulted in the rehabilitation of tens of thousands of historic properties. The several billion dollars invested in these properties have revitalized many neighborhoods, commercial districts and entire communities. Ohio communities, large and small, have used the historic tax credit in a wide variety of projects ranging from rehabilitation of single-family homes for rental to large downtown buildings in Ohio's major cities.

The Historic Tax Credit is a credit of 20% of the cost of the building's rehabilitation and is taken as a credit against federal income taxes owed by the building's owner. Because the tax credit is a dollar-for-dollar reduction of tax liability, the effect of the tax credit is the same as a 20% discount on the cost of rehabilitation. The acquisition cost of the building cannot be counted as part of the amount on which the credit is taken, nor may the cost of additions or enlargements to buildings. When rehabilitation is complete, the depreciable basis of the property must be reduced by the amount of the credit.

To ensure that rehabilitation projects meet the required standards, each project must be "certified" as appropriate to the historic character of the building. There is a two-step application process in which a proposed rehabilitation is reviewed first by the staff of each state's Historic Preservation Office, and

then by the staff at the National Park Service in Washington, D.C. Applicants are encouraged to apply for certification well in advance of beginning any rehabilitation work.

Because building owners' tax situations can vary, anyone considering using the Historic Tax Credit should consult his or her tax adviser before proceeding. Staff members at the Ohio Historic Preservation Office are available to answer questions regarding the certification process.

For more information about the Historic Tax Credit see the National Park Service and the Ohio Historic Preservation Office websites (www.nps.gov/tps/tax-incentives.htm and (www.ohpo.org).

(This information about the Historic Tax Credit has been adapted from a fact sheet prepared by the Ohio Historic Preservation Office.)

**25% Ohio Historic Preservation Tax Credit**

The Ohio Historic Preservation Tax Credit Program is a competitive program administered by the Ohio Development Services Agency's Office of Redevelopment, with assistance provided by the Ohio Historic Preservation Office of the Ohio Historical Society and the Ohio Department of Taxation. The program accepts applications two times a year, typically in September and March.

The tax credit provides 25 % of qualified rehabilitation expenses for historic rehabilitation projects. The expenditures represent hard construction costs generally consisting of improvements made to the building structure and interior. The work must meet the U.S. *Secretary of the Interior's Standards for Rehabilitation.*

A building is eligible if it is individually listed in the National Register of Historic Places, is located in a registered historic district, is certified by Ohio's Historic Preservation Officer as being of significance to the district, or is listed as a historic landmark, or contributes to a historic district designated by a Certified Local Government (CLG). The project must also meet the "substantial rehabilitation" test and the work must meet the *Secretary of the Interior's Standards for Rehabilitation* (see definition under the discussion of the 20% Federal Historic Rehabilitation Tax Credit above). In addition, the Ohio credit is awarded competitively and the project needs to demonstrate that it economic viability and benefits based on a numerical rating system.

Over the eight funding rounds, $290.5 in tax credits have been approved for 142 applicants to rehabilitate buildings in 34 different communities. The program is expected to leverage $1.78 billion

in private redevelopment funding and federal tax credits directly through the rehabilitation projects.

More detailed information about the credit is available at www.development.ohio.gov/Urban/ohptc.) The annual report is available at www.development.ohio.gov/Urban/ohptc/Documents/2010historictaxannual.pdf

**New Markets Tax Credit**

The Federal and Ohio New Markets Tax Credit programs are both highly-competitive and can be combined to increase the incentives for complex projects. The New Markets Credits were established to provide incentives for community-based lenders to offer financing at favorable rates because the credits help write-down the interest rate. These credits allow the lender, investor and borrower to benefit. Investors receive a 39% credit over seven years, and the borrower receives a lower interest rate for that same period. This program is especially important in areas where access to capital is difficult or non-existent such as in low-income urban or rural areas.

The Ohio New Markets Tax Credit program is administered by the Urban Development Division of the Office of Redevelopment of the Ohio Development Services Agency. The $10 million annual state New Market Tax Credit is allocated to U.S. Department of Treasury-certified Community Development Financial Institutions, and allows those entities to invest up to $1 million per eligible project..

**Federal Tax Incentives for Alternative Energy**

A tax incentive for installation of geothermal heat pumps was included as part of the Emergency Economic Stabilization Act of 2008. While residential incentives exist, the program does not include rental properties. However a commercial installation may be eligible for an investment tax credit of 10% of the installed cost and is available through 2016. More information is available at http://energytaxincentives.org/business/renewables.php.

**City of Columbus Incentives**

Neighborhood Investment District Tax Abatement

The City of Columbus has designated Neighborhood Investment Districts (NID) and Community Reinvestment Areas (CRA) to stabilize neighborhoods and upgrade housing units in specific areas of the city. The incentive provided is a form of tax abatement for a period of up to 15 years. The program

does not abate all property taxes, but does abate any increase in taxes that would be due to investment in the property. The Trolley Barns are currently vacant and the property owner pays taxes. These taxes would continue, but would not be increased based on an assessment of the value of the property after rehabilitation and reuse for a period of years. This can provide valuable time for the buildings to be rented, generating income and paying down any debt before a significant increase in property taxes takes effect. Oak Street, including the areas where the Trolley Barn complex is located is a designated CRA. The rental housing component of the project may qualify for this incentive.

**Green Columbus Fund Programs**

Brownfield Development Incentive

The City of Columbus encourages the redevelopment of vacant brownfield sites within the city's 1950 boundaries. Grants of up to $200,000 are available for completion of environmental assessments and land acquisition. There are some restrictions on the use of the funding for acquisition. More information is available on the Green Columbus website, http://econdev.columbus.gov.

Green Building Incentive

The City of Columbus will reimburse private and non-profit developers the application fee for the US Green Building Council's LEED - New Construction (Version 3.0) certification. In addition to grant funds that reimburse the application fee for LEED-NC certification, qualifying private and non-profit projects can receive additional funds based on the level of USGBC LEED certification, siting the project within an inner city developed area or fulfillment of additional City of Columbus credits beyond the 8 required for qualification. For example, A bonus of 50% is available for Silver LEED certification, 100% for Gold, and 200% for Platinum; a bonus of 100% is available for an inner city developed area bonus; and additional City Credit bonuses may be worth a 25% to 100% bonus. As of February 2011, the City Council had awarded 24% of the available $1,000,000 in funding. More information is available at http://econdev.columbus.gov/content_two_column.aspx?id=40383.

**Potential Sources of Grants**

**Ohio Development Services Agency (Advanced Energy Fund)**

This program, administered by the Office of Energy, is a possible source of funding to help make the installation of alternative energy sources economically feasible in this project. The fund supports

investments in renewable energy and energy efficiency projects in the industrial, agricultural, public, and residential sectors.

To qualify, projects must be located in Ohio and in the service territories of one of the four participating electric distribution companies: AEP-Ohio, Dayton Power & Light, Duke Energy, or FirstEnergy. A wide variety of projects have been funded through this program, including wind power, photovoltaic (solar) and geothermal in rural, agricultural, industrial, residential and public projects. More information about the program can be found at www.development.ohio.gov/business/alternativeengergytaxexemptioin.htm.

**Ohio Environmental Protection Agency**

The **Ohio Environmental Education Fund** (OEEF) has been awarding grants to support environmental education throughout the state for two decades. Administered by the Ohio Environmental Protection Agency (Ohio EPA), it awards approximately $1 million annually. According to the EPA website, projects that are funded must target one or more of the following audiences: (1) pre-school through university students and teachers; (2) the general public; and (3) the regulated community. General grants are available for $5,000 to $50,000, and mini grants for projects costing between $500 and $5,000. This fund is known for considering innovative projects. Among its awards in 2011 were funding for an environmental education facility focused on sustainable urban living in Cincinnati; and a project to train individuals in the environmental and business aspects of sustainable market gardening and creation of an incubator garden site in a neighborhood in Youngstown. Additional information is available at www.**epa.ohio**.gov/oee/.

**Ohio Arts Council**

The Ohio Arts Council recognizes the contribution of the arts to the economy of a neighborhood, community, region and the state. It has developed a "Creative Economy" grant program that *"supports projects that create jobs and income, revitalize communities or downtowns, and draw cultural tourists. Creative Economy Project grants must leverage the assets of the creative sector—artists, arts and cultural organizations and arts-related businesses—that are intrinsic to Ohio communities to improve a community's economic conditions and quality of life."* Creative Community grants support projects that will have a long-term positive economic impact on a community. Partnerships are a key element to making these projects work and prospective projects must demonstrate at least three stakeholder

groups. One must be an Ohio non-profit arts or cultural organization, while other partners may include local government, other non-profit organizations, for-profit businesses, and educational institutions. Planning grants may be up to $5,000 and implementation grants up to $20,000. All grants are matched on a one-to-one basis. Grant applications are accepted once a year, usually in March or April. More information regarding this and other Ohio Arts Council programs may be found at www.oac.state.oh.us.

**Ohio Cultural Facilities Commission**

The Ohio Cultural Facilities Commission is responsible for overseeing the implementation of the state's capital budget for physical facilities that house cultural activities. Since 1988, nearly $520 million dollars has been appropriated for more that 300 projects in 72 of the state's 88 counties. Projects such as art centers, theaters and opera houses, historical museums and other types of cultural facilties have been funded through this program. This program could potentially fund gallery, museum or other cultural space within the overall development plan.

Ohio Cultural Facilities Commission
100 East Broad Street, Suite 300
Columbus, Ohio 43215-3416
(614) 752-2770, fax: (614) 752-2775

www.culture.ohio.gov

**Ohio Historic Preservation Office Certified Local Government Grants**

The Ohio Historic Preservation Office sets aside at least 10% of its annual federal allocation to regrant to Certified Local Governments (CLG) for a wide variety of preservation projects. The City of Columbus is a CLG so it can be used as a conduit for funding related to planning (this feasibility study is partially funded with a CLG grant), public education, and pre-development planning, for example. More information about the program is available at (add website).

**National Endowment for the Arts**

The National Endowment for the Arts (NEA) has the **Our Town** grant program focused on *"creative placemaking projects that contribute toward the livability of communities and help transform them into lively, beautiful, and sustainable places with the arts at their core. Our Town will invest in creative and innovative projects in which communities, together with their arts and design organizations and*

*artists, seek to: improve their quality of life; encourage creative activity; create community identity and a sense of place; and revitalize local economies."*

This highly-competitive program provides grants in the range of $25,000 to $150,000 to projects that can demonstrate partnerships between a non-profit cultural organization and a local government entity; the program encourages additional partners including, for-profit businesses, philanthropic and other community organizations. The Ohio Arts Council's Creative Communities program is modeled after this national effort. Construction costs are not eligible for funding, but design fees, public art and programming are examples of activities that could be funded. Additional information is available at www.nea.gov/grants/apply/OurTown/index.html.

**Greater Columbus Arts Council**

The Greater Columbus Arts Council (GCAC) utilizes funds from a portion of hotel/motel tax revenues collected in the City of Columbus to offer financial support to the city's artists and arts organizations. Grant programs are competitive and could be a source of funding for a wide variety of arts and cultural programming. More information is available at www.gcac.org.

**Columbus Foundation**

The Columbus Foundation is a regional community foundation with over $1 billion in assets. One of its target areas for funding is neighborhood development. The **Neighborhood Partnership Grants** (NPG) program is a collaborative sponsorship of The Columbus Foundation, United Way of Central Ohio, PNC, Bob Evans, and the Osteopathic Heritage Foundation. The program is designed to support neighborhood organizations and improvements in low- and moderate-income areas of Franklin County. Another program, the Scotts Miracle-Gro Community Garden Academy, provides small grants to begin and maintain community gardens. The city of Columbus and Franklin County have also partnered to create a **Community Garden Program**, which targets selected areas of the county, including the Near East Side neighborhood of Columbus.

The foundation also has a number of "donor advised" funds which target specific areas of funding. Several address the conservation, historic preservation and community beautification and improvement. More information is available at www.columbusfoundation.org.

**Potential Partners**

The proposed project is a mixed-use development with live/work space for artists, a marketplace, restaurant and catering facility, special event space, community meeting space and a site that could accommodate public events and cultural activities. This type of project has the potential to engage multiple constituencies to support the project and make it successful.

Neighborhood Organizations

The project site is located within a residential area, so it is logical that support from active neighborhood organizations would be critical.

Local Arts Community

The creation of affordable live/work spaces for artists would meet a critical need in the city for this type of space. The local arts community, including the Greater Columbus Arts Council, should be natural allies in providing advice on how to develop and market the units. It is possible that GCAC could also provide funding for programs associated with the artists' village once it is completed.

Local Foods Community

The creation of a restaurant, catering facility and special events space presents an opportunity to partner with the local foods community, such as Local Matters, to recruit businesses that promote local foods to locate within the complex. This focus would give the development a distinct marketing identity. The local foods association would also be compatible with the community gardens that were developed in Franklin Park just a few blocks away.

Columbus Health Department

The Columbus Health Department has created a series of *Art Walks* to encourage residents and visitors to walk and explore the art and architecture of the city. The Near East Art Walk includes the King-Lincoln district near the Lincoln Theater and sections of Olde Town East (the western half of the Near East Historic District). The completed Trolley Barn complex, combined with Franklin Park and the historic architecture of the neighborhood would make an excellent walking tour for a future map.

## 9. Plans and Drawings

A. Neighborhood Plan. The study area is shown in its neighborhood context with other sites that have potential for parking and future development.

B. Existing Site Plan. The complex is shown with the buildings and placement on the site as they exist today.

C. Proposed Site Plan. The schematic design illustrates how multiple uses could be developed on the site.

D. Proposed Paint Shop Reuse. The Paint Shop can accommodate multiple uses because of its large size and open floor plan. The schematic design illustrates a combination of special event space and a marketplace.

E. Proposed Carpenter Shop/Machine Shop/Pit Room/Blacksmith Shop, Brass Foundry, and Office Boiler House Reuse. The carpenter, machine, pit and blacksmith shops are connected to one another. The proposed uses include restaurant, catering spaces, outdoor seating, office space and business tenants. The former Brass Foundry is shown as a future community center; the office/boiler house as a gallery and caretakers apartment.

F. Proposed Car Storage House Reuse. This is the largest of the buildings. Its proposed reuse is live/work space for artists to create an "artists' village" that will provide 24 hour life to the site and be compatible with the adjacent residential uses.

G. Rendering of the Paint Shop at the corner of Kelton Avenue and Oak Street.

H. Rendering of interior of the Paint Shop.

I. Rendering of the Carpenter Shop/Machine Shop/Pit Room/Blacksmith Shop and Office/Boiler House at the center of the site.

J. Rendering of Car Storage House.[9]

K. Rendering of northwest corner of the site. Looking southeast toward Oak Street.

[9] Note cutaway view to show the interior of the space. This does note indicate removal of the front elevation of the building.

# A. Neighborhood Plan

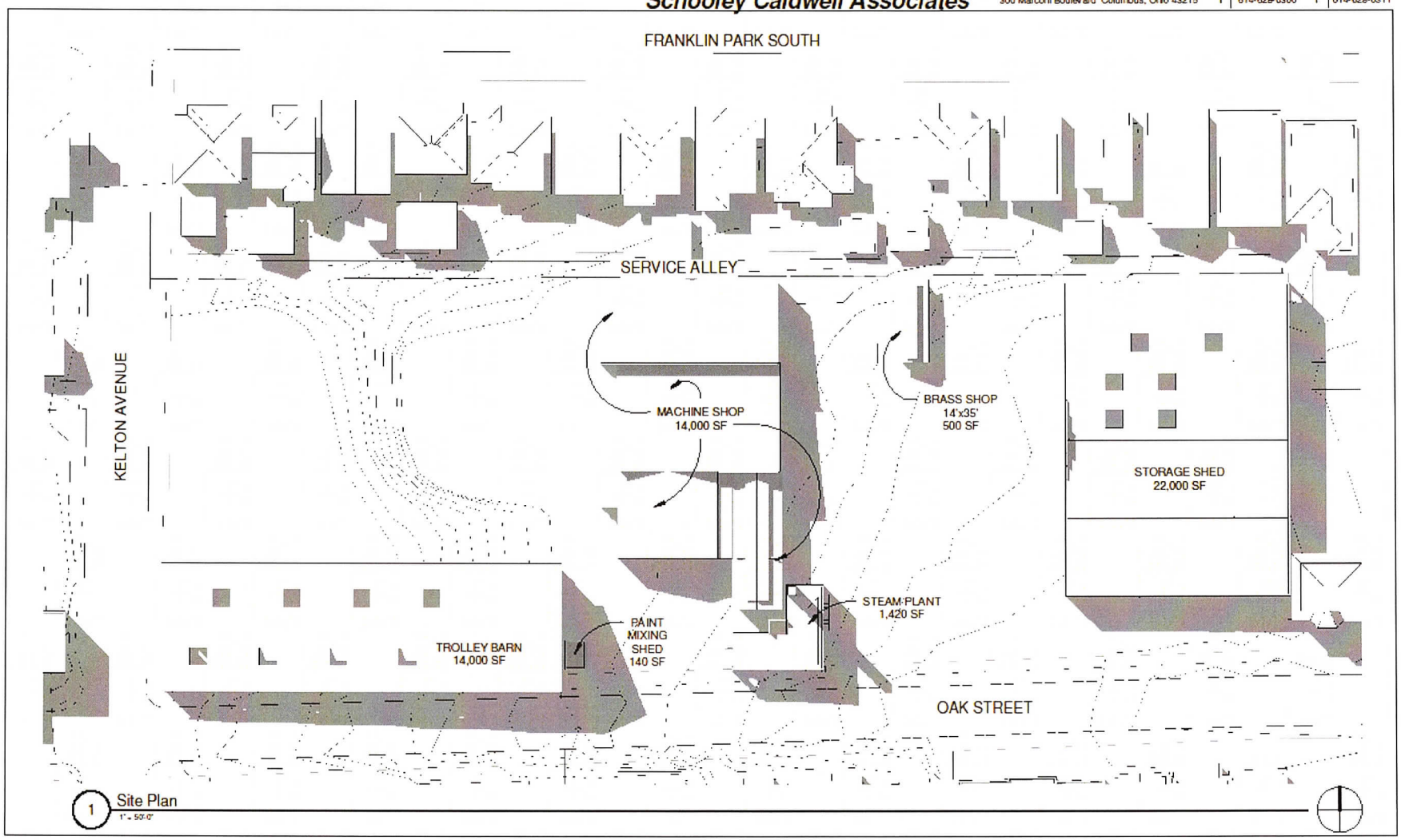
## Off-Site Redevelopment Linkages

- Trolley Barn site: 3.3 Acres
- South side of Oak Street 1.2 Acre Housing Development
- Fair Avenue Elementary (closed) – Artist Colony
- Parking Agreements
- Miller-Kelton: 2 Way Streets
- Brick Streets: Oak, Franklin Park South, Franklin Park West



# B. Existing Site Plan

**Schooley Caldwell Associates** 300 Marconi Boulevard Columbus, Ohio 43215 T | 614-628-0300 F | 614-628-0311



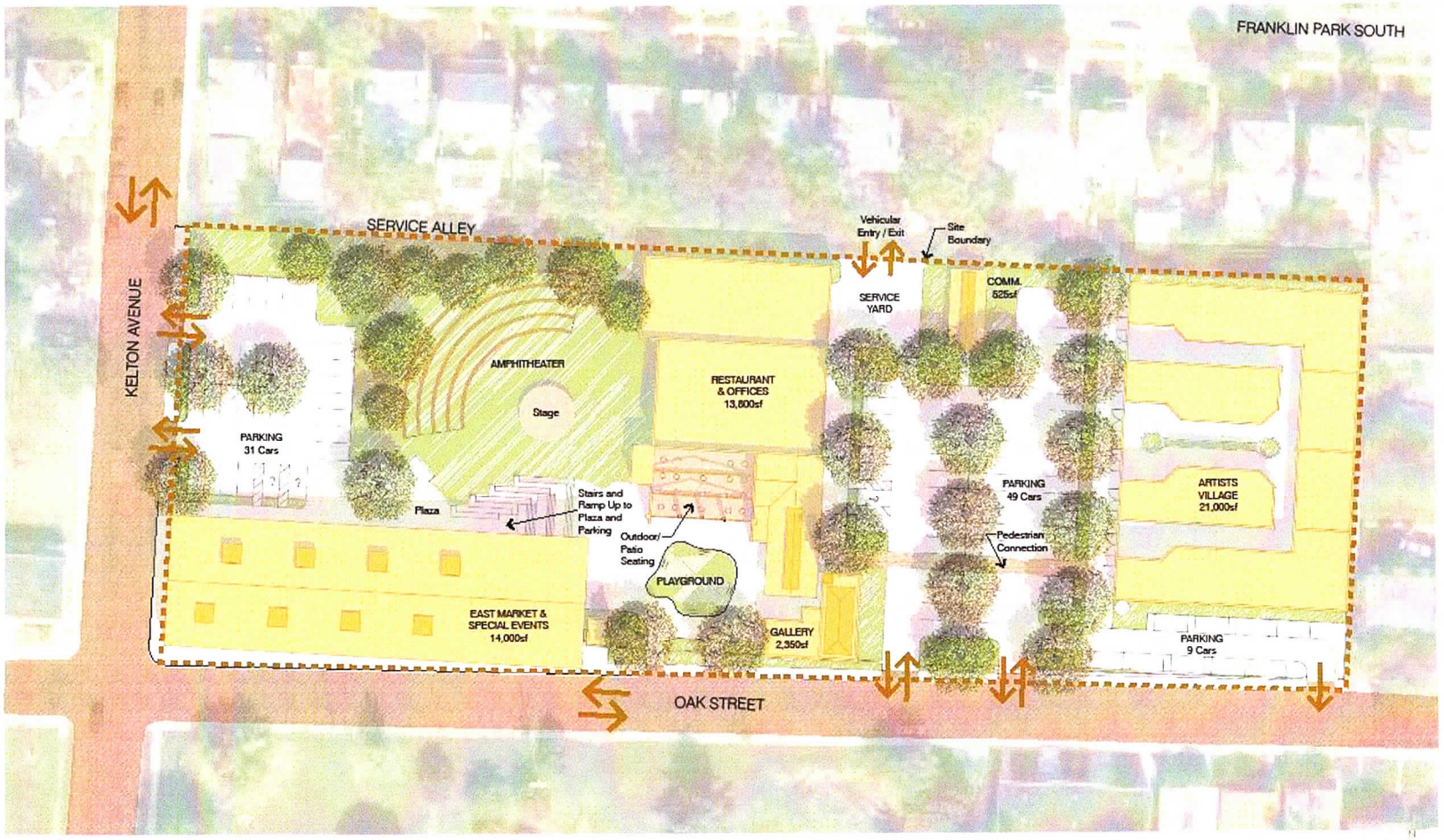

**FRANKLIN PARK TROLLEY BARN STUDY**
1600 Oak Street
Columbus, OH 43205

Drawing Name | SITE PLAN - EXISTING
Issued With |
Referenced Drawing No. |

Date | 06/06/2011
Job # | 11060.00
Drawing # | 1

# C. Proposed Site Plan

## Per Feasibility Study Plan

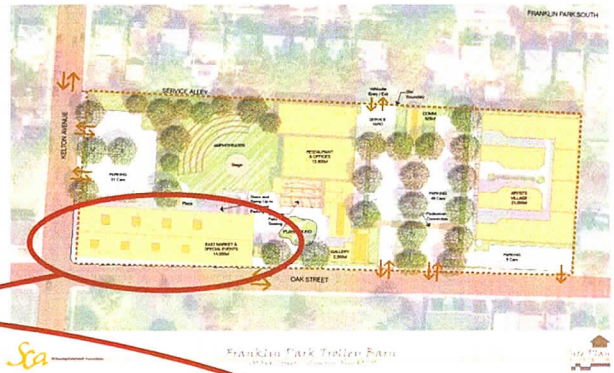


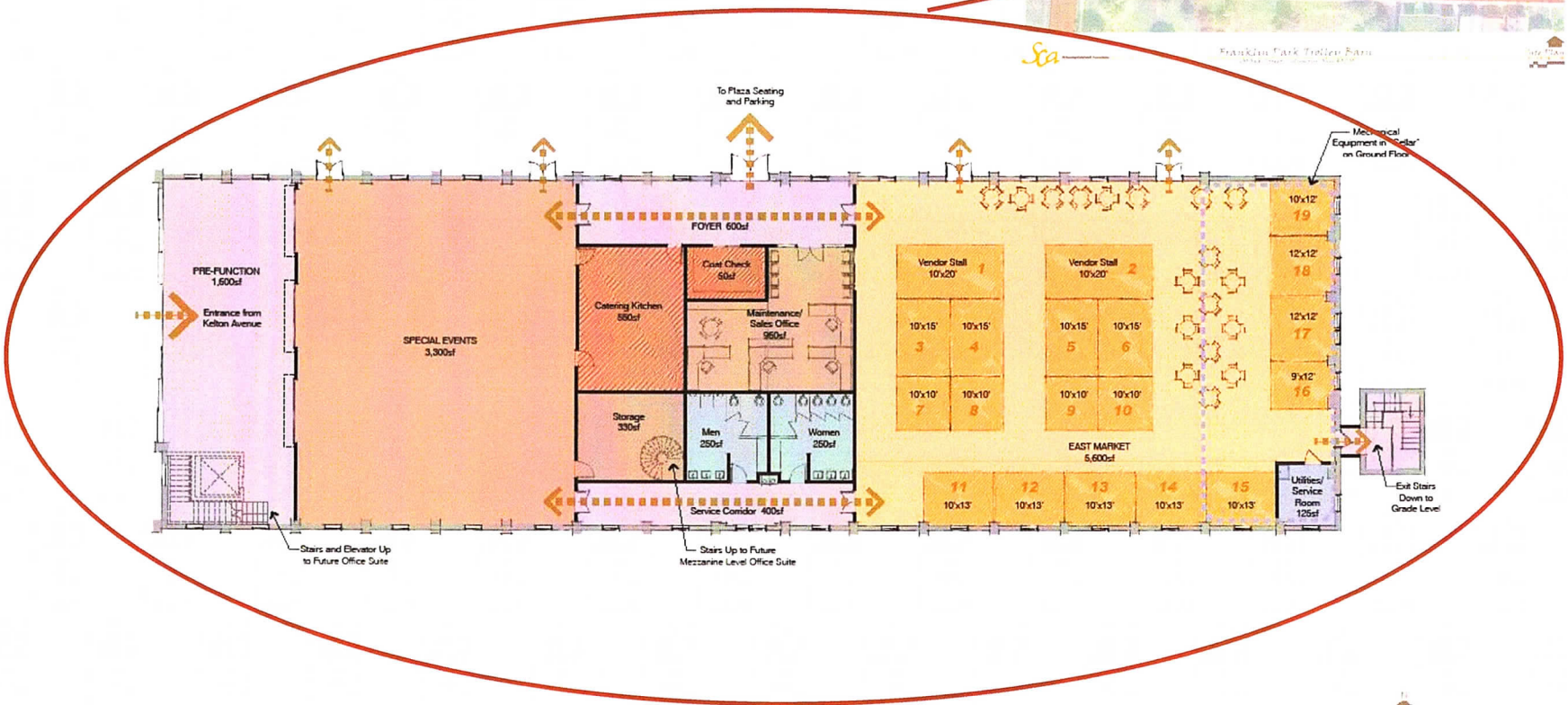

Schooley Caldwell Associates

Franklin Park Trolley Barn
1600 Oak Street, Columbus, Ohio 43205

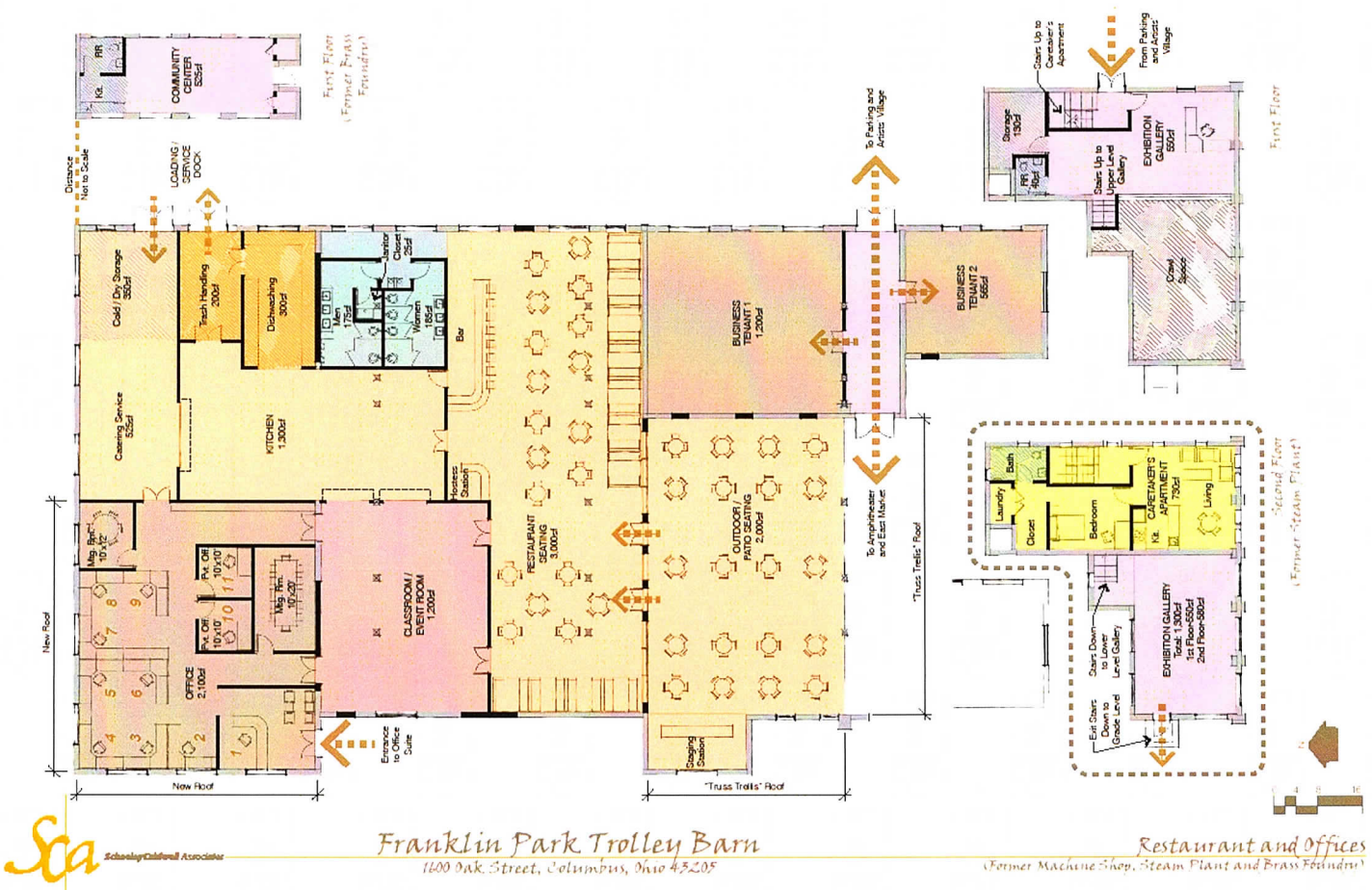
Site Plan
0 12.5 25 50

# D. Proposed Paint Shop Plan



# E. Proposed Carpenter Shop/Machine Shop/Pit Room/Blacksmith Shop/Brass Foundry/ and Office Boiler House Reuse




Franklin Park Trolley Barn
1600 Oak Street, Columbus, Ohio 43205

Restaurant and Offices
(Former Machine Shop, Steam Plant and Brass Foundry)

# F. Proposed Car Storage House Reuse




Franklin Park Trolley Barn
1600 Oak Street, Columbus, Ohio 43205

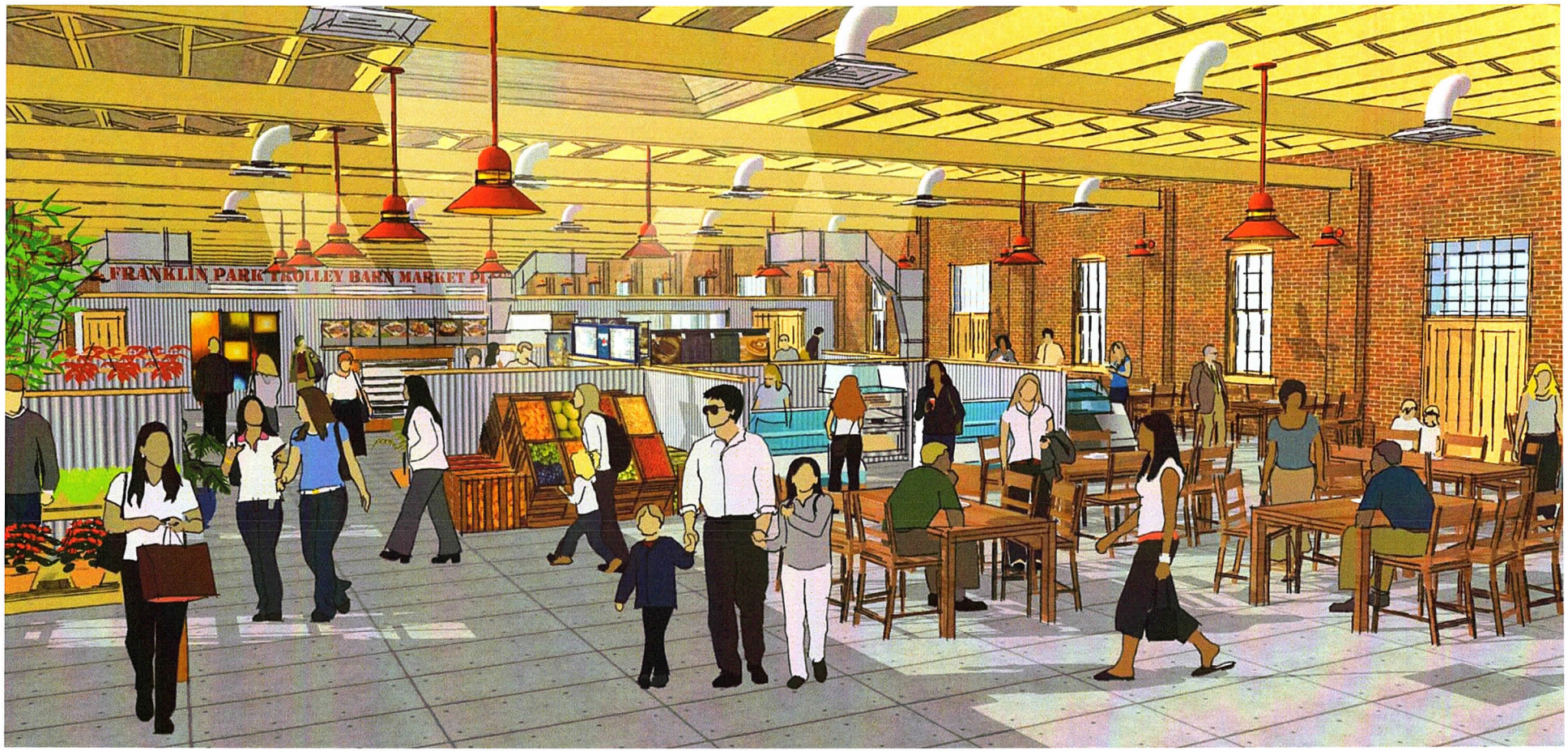
Artists' Village
(Former Storage Shed Building)

# G. Rendering of Paint Shop

## Corner of Kelton Avenue and Oak Street



# H. Rendering of Interior of Paint Shop



# I. Rendering of Carpenter Shop/Machine Shop/Pit Room/Blacksmith Shop/ and Office/Boiler House



# J. Rendering of Car Storage House



# K. Rendering of Northwest Corner of Site

## Looking southeast toward Oak Street



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