

City of Shelby main street corridor plan

JUNE 18, 2019

EDGE

with:
F.E. Krocka & Associates
Blue Heron Engineering

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1 INTRODUCTION

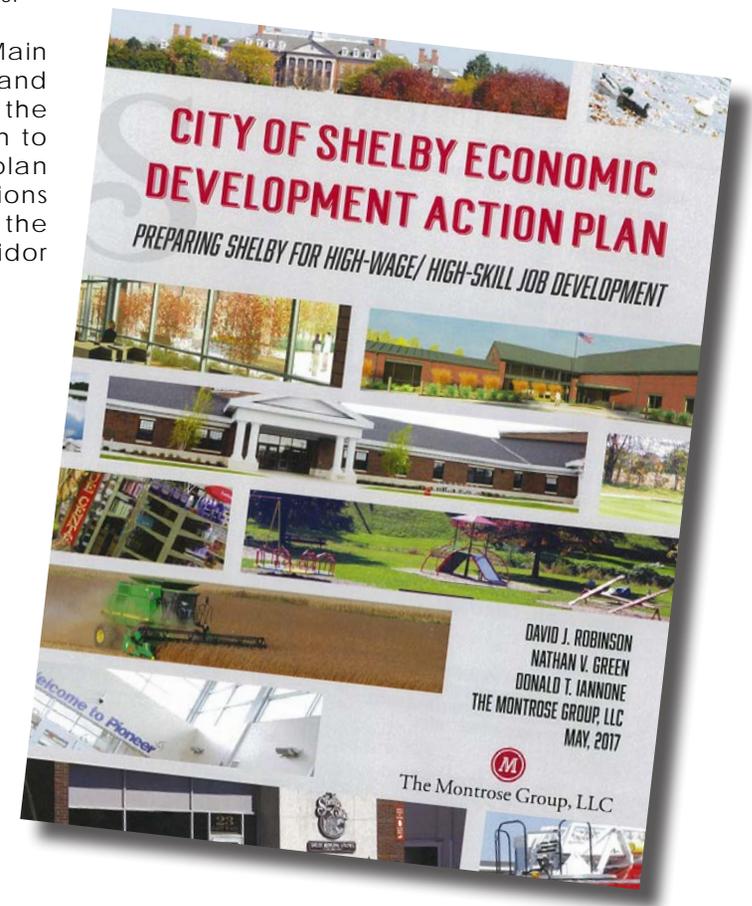
The Main Street Corridor is the central spine of Downtown Shelby. It is the primary business district and the historic civic core of the City. It has, like many downtowns, experienced changes as the popularity of the automobile created accessible suburban shopping destinations. It has also faced unique environmental challenges as the result of flooding from the Black Fork Branch of the Mohican River which runs through the center of the downtown. Yet through it all, the majority of the historic architecture has been preserved and a strong sense of place still exists.

In 2017, the City of Shelby retained the Montrose Group, LLC to develop *the City of Shelby Economic Development Action Plan*. This document established detailed action steps centered on business retention and attraction of high wage jobs and investment. One of the key action items was to strategically revitalize the downtown. It states, "The City of Shelby, like many rural downtowns has an historic downtown that is aging and in need of repair and rehabilitation to encourage and attract new investment and businesses." Further, the plan states that "The City should encourage the revitalization of its downtown by rebuilding its urban core and attracting a new, younger generation back to Shelby."

The Main Street Corridor Plan builds upon the recommendations of the Economic Development Action Plan to:

1. Create a long-term vision for a vibrant downtown.
2. Identify near-term actionable projects that will improve the economic, social and environmental quality of life for all Shelby residents.

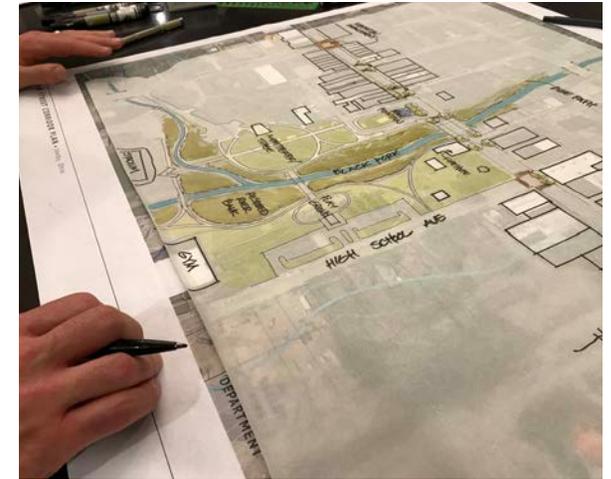
The limits of this plan are generally the Main Street Corridor between 2nd Street and Morris Street with a special focus on the commercial/mixed use core. In addition to the east/west corridor of Main Street, this plan also studies and makes recommendations on the relationship of Main Street to the potential north/south open space corridor associated with the Black Fork.



PLANNING PROCESS

The Main Street Corridor planning process was initiated in January of 2019. It was organized as three planning phases. First, **Inventory and Analysis** were conducted which included a review of previous planning efforts, a study of the existing physical conditions, and interviews with various stakeholder focus groups. This information created the foundation for the **Preliminary Recommendations** for streetscape and open space enhancements. Following the review and input of stakeholder groups, plan recommendations were refined, and an **Implementation Strategy** was developed.

Stakeholder input and guidance were fundamental to the creation of this plan. A Steering Committee was created to guide the consultant team from the outset of the project. Numerous focus groups were engaged throughout the process. These groups included representation from Main Street businesses, property owners, Shelby City Schools, Park Board, City staff, City Council, community non-profit organizations, and residents.



2 FRAMEWORK

STRENGTHS, WEAKNESSES AND OPPORTUNITIES

Over a two-day period, various focus group meetings were held to identify the strengths, weaknesses, and opportunities of the Main Street corridor. The following is a summary of the major areas of consensus.

STRENGTHS |

- Intact architecture and “street wall”
- Green space and the Black Fork corridor
- Successful and creative building re-use with the primary example being The Vault Wine Bar
- Passion and momentum for change, preservation, and revitalization

WEAKNESSES |

- Poor physical condition of much of the existing building stock
- Negative perception of the Black Fork (resulting from the history of flooding)
- Lack of downtown “anchor” destinations, such as office, retail, or major amenities
- Truck traffic
- Lack of younger people/families with a long-term commitment to the community

OPPORTUNITIES |

- Expanded and enhanced Black Fork open space system
- Streetscapes that promote walkability and sense of place
- Mix of building uses that includes specialty retail, office, and unique residential
- Branding that celebrates major Shelby themes - Agriculture, Manufacturing, and Technology

FRAMEWORK PLAN

As a result of the “Opportunities” identified through the focus group meetings and the physical inventory of the existing conditions, a Framework Plan was created that provides a long-term foundation for community improvements. A relatively simple diagram shows the basic organization of the City along its major vehicular corridors. Main Street (SR 96) provides the major east/west corridor through the City while Mansfield Avenue/Broadway (SR 39) and Gamble Street (SR 61) provide the major north/south corridors. Major gateway opportunities exist at the intersections of these corridors to “announce and celebrate” Downtown Shelby.

The Black Fork corridor and its associated floodway and floodplain establishes a third north/south corridor through the City. While construction opportunities are limited within this corridor, it is an ideal opportunity to establish an open space system that can provide diverse recreational opportunities for all residents of Shelby. Open space connectivity and possibly physical connectivity in the form of shared-use trails could be established throughout the City from Reservoirs #1/#2 to Reservoir #3. Connectivity along east/west tributaries of the Black Fork could also be explored through connections to Seltzer Park to the east and Veterans Park to the west.

The intersection of the Black Fork corridor with the Main Street corridor in the center of downtown provides a major opportunity to create a one-of-a-kind urban open space that is unique to Shelby. Black Fork Commons was established in 2015 as a first phase of this open space. This plan recommends significant enhancements and expansion of this community gathering space.

After several floods and the removal of several downtown buildings within the floodway, a master plan was created in 2011 that established a vision for a downtown “central park”. In 2015, an initial phase of the park was constructed which included an open event lawn, walks, and lighting. The park was officially named “Black Fork Commons”. Following additional fundraising, an amphitheater stage was constructed in 2019. A restroom building is scheduled to be constructed in late 2019 or 2020.



2011 Master Plan

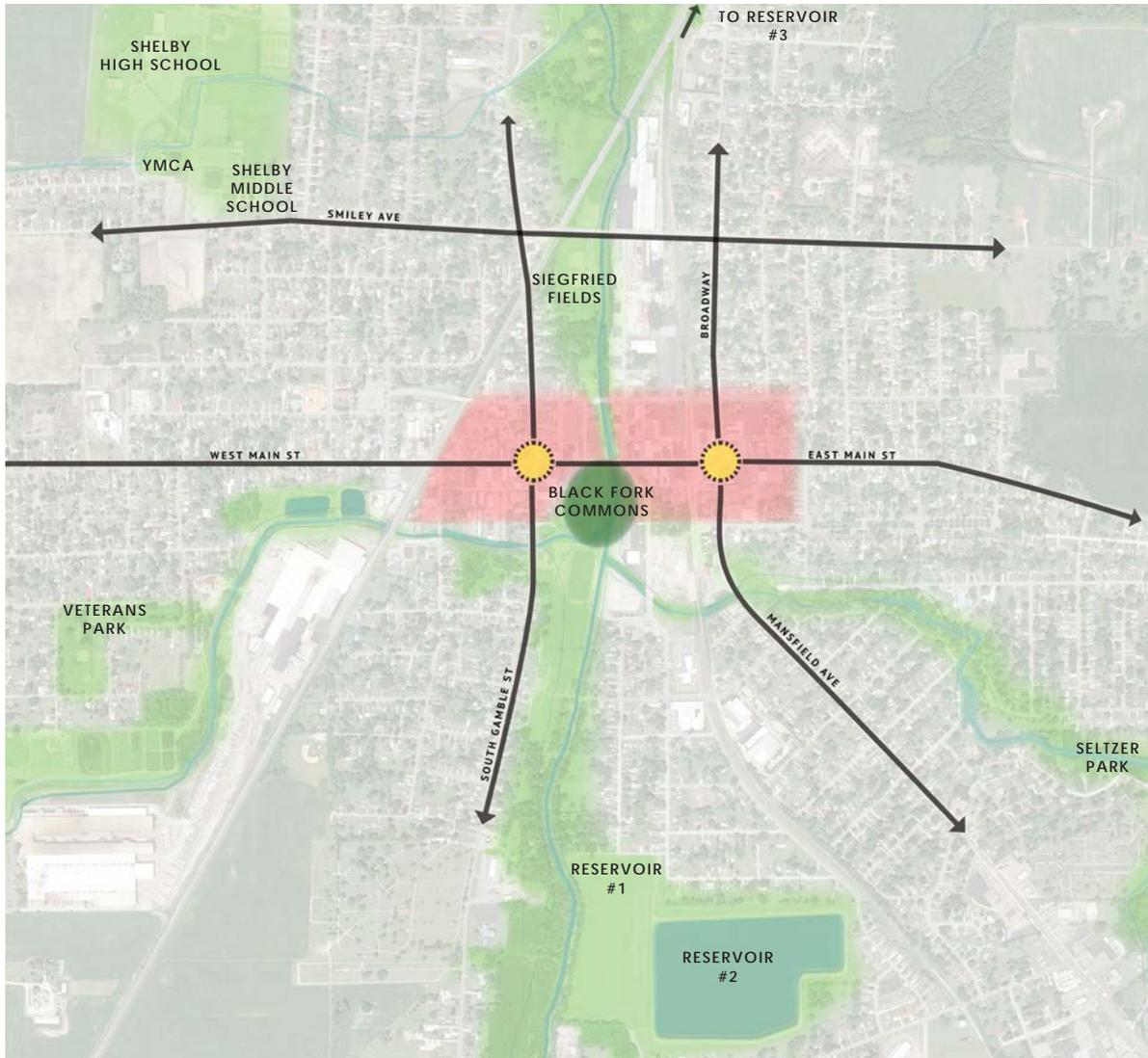


2015 - Phase 1



Existing Park

FRAMEWORK PLAN



3 RECOMMENDATIONS & IMPLEMENTATION

The vision for a revitalized Downtown Shelby can be organized around three major projects that support the Framework Plan. These projects are:

1. **Black Fork Commons Plaza** - an active community gathering space located at the core of Downtown Shelby
2. **Main Street Streetscape** - Pedestrian enhancements that provide safe and comfortable access to retailers and to downtown open space amenities. These amenities include Black Fork Commons, Skiles Field, and the Black Fork Trail.
3. **Black Fork Trail & Stream Restoration** - an initial phase of stream restoration and a shared-use trail that can ultimately provide a recreational link between the City Reservoirs while establishing the appropriate environmental treatment for the stream banks.

BLACK FORK COMMONS PLAZA

The creation of an activated plaza along Main Street will be the realization of the original master plan concept for Black Fork Commons.

Recommendations:

- Create an outdoor café on the northern portion of the plaza with movable furniture, specialty pavement and shade trees.
- Establish an interactive fountain in the central portion of the plaza with perimeter seating to allow parents to supervise their children.
- Provide a pergola and fireplace at the southern portion of the plaza to provide a more intimate and shaded space. An enclosed portion of the pergola structure can be used for the fountain mechanical equipment. This equipment can be placed at an elevation that is above the floodplain.
- Improve the existing shelter to the southwest of the plaza by wrapping the exposed timber posts and by creating a patio space with additional picnic tables and specialty lighting.



Black Fork Commons Plaza - Enhancement Sketch



Legend

- 1 Cafe
- 2 Fountain
- 3 Pergola
- 4 Patio
- 5 Existing Shelter
- 6 Future Restroom

Black Fork Commons Plaza - Site Plan



Fountain Character Imagery

MAIN STREET STREETSCAPE

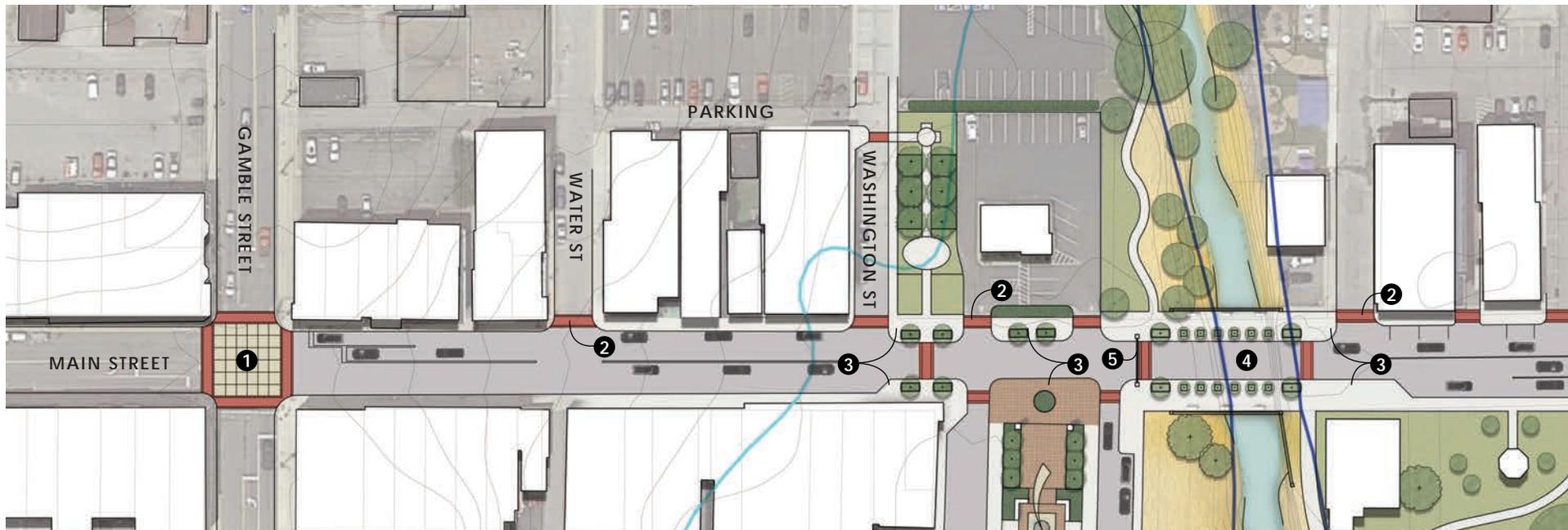
Establishing a safe and comfortable pedestrian environment along Main Street is critical to creating a place that supports Main Street businesses and connects to parking options and recreational amenities. The following recommendations focus on areas that will create the most impact while being sensitive to segments of the corridor where the width of the pedestrian areas are limited.

Recommendations:

- Reinforce the gateways to downtown with pavement upgrades at the intersections of Main Street with Gamble Street and Mansfield Avenue. Changes in pavement materials assist in traffic calming and reinforce the area as a pedestrian zone. Brick paver crosswalks over a concrete base and heavy-duty concrete infield areas provide traditional downtown character while providing a durable solution for truck traffic. Utilize the same pavement treatment at the intersection of Main Street and High School Avenue to

reinforce this important threshold to the Black Fork Commons zone.

- Establish additional brick crosswalks at key pedestrian crossing areas. Improve the pedestrian routes from parking destinations such as the public parking lot between Water Street and Washington Street. In addition, consider extending a concrete sidewalk further north within the existing war memorial park (along the east side of Washington Street) to provide a more pleasant pedestrian route from public parking to Main Street and Black Fork Commons.



Main Street Streetscape - Site Plan

- Where possible, improve the pedestrian experience along Main Street by adding curb extensions (also known as “bump outs”). These curb extensions minimize the scale of the vehicular street while reducing the crossing distance for pedestrians. The additional pedestrian area created by the curb extensions provides opportunity for street trees and street furniture. In order to not lose critical on-street parking spaces, the use of curb extensions should be carefully considered. Most opportunities for these improvements exist within the Black Fork Commons zone from High School Avenue to Washington Street.
- Upgrade all street furniture within the downtown district including planters, trash receptacles, benches, and bike racks. Consider using bike racks as an opportunity to introduce unique public art into the downtown corridor.
- Reestablish the arch that once spanned Main Street. This iconic structure could be located at the center of downtown, just west of the Black Fork.
- Consider long-term improvements to the Main Street Bridge over the Black Fork including wider pedestrian zones, planters

and furniture. Replacement of this bridge will likely not be needed for ten to fifteen years, so temporary enhancements may be considered in the near-term. Temporary enhancements may include painted guardrails, furniture upgrades, and decorative painting of unnecessary vehicular pavement areas that can help to reinforce a more pedestrian environment.

- Improve wayfinding signage throughout the downtown district. Establish a hierarchy of sign types that is highly visible and recognizable, while also being appropriately scaled for this downtown environment. The wayfinding system should identify the downtown district while providing direction to key public destinations such as parking and amenities.
- Enhance Main Street west of downtown with sidewalk repairs, street trees, and decorative streetlights. While the cost of underground electric and streetlights may be cost prohibitive in the near-term, sidewalk repairs and street trees could be near-term improvements. Vegetative screening of larger surface parking areas should also be encouraged.



Legend

- ① Gateway with Specialty Pavement
- ② Brick Crosswalks
- ③ Curb Extensions
- ④ Bridge Enhancements
- ⑤ The Arch



Main Street Streetscape - Enhancement Sketch

GAMBLE & MAIN GATEWAY



MAIN STREET AT BLACKFORK COMMONS



WEST MAIN STREET

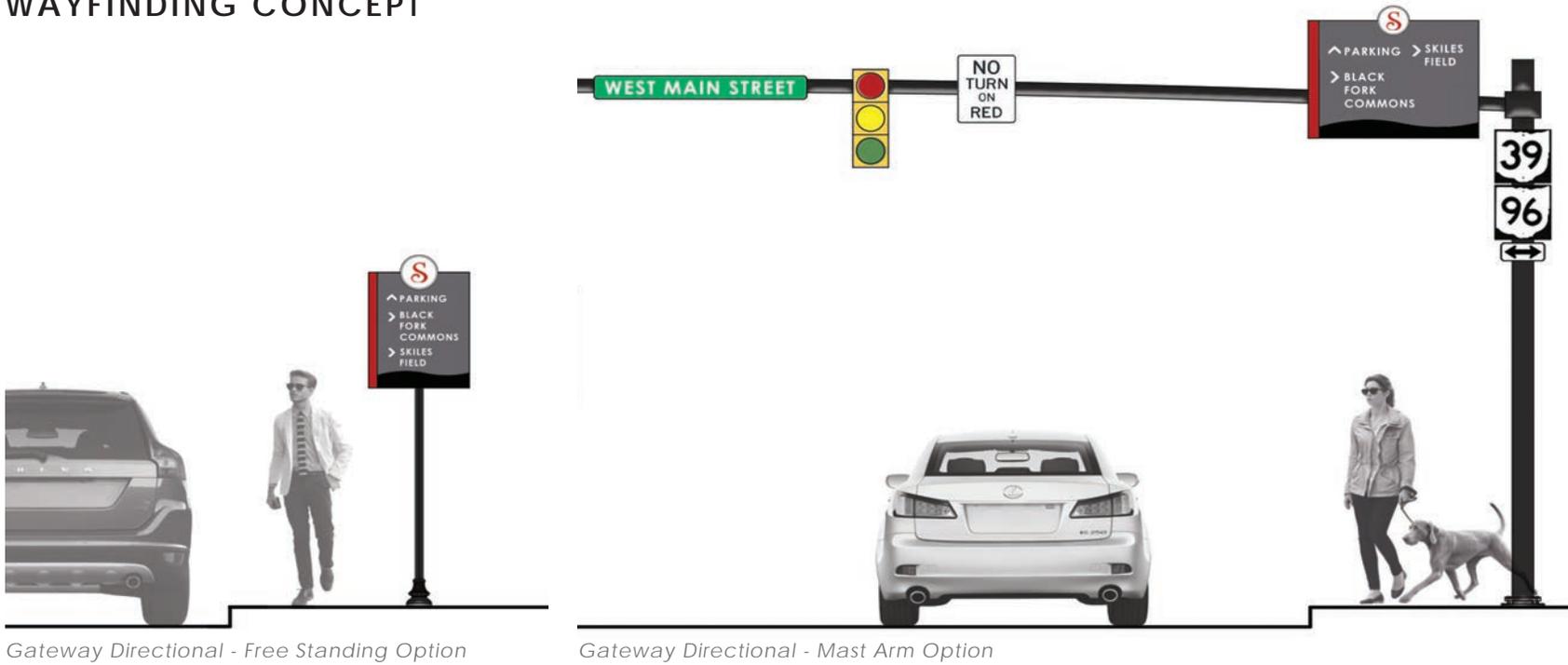


FURNITURE FAMILY



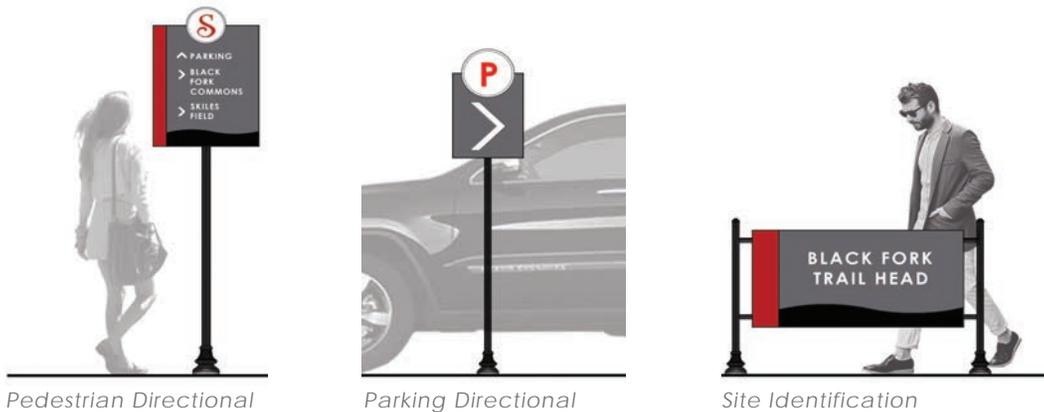
Public Art Bike Racks

WAYFINDING CONCEPT



Gateway Directional - Free Standing Option

Gateway Directional - Mast Arm Option



Pedestrian Directional

Parking Directional

Site Identification

BLACK FORK TRAIL & STREAM RESTORATION

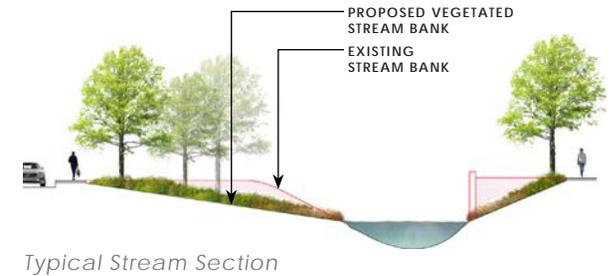
The initial phase of the Black Fork Trail and Stream Restoration project will enhance downtown and Black Fork Commons by transforming the stream channel into a nature focused amenity. The stream banks will be modified to better manage stormwater and naturalized plantings will protect the banks from erosion. An initial segment of a shared-use path will connect Main Street to the existing parking area at Park Avenue. This trail and stream restoration will set the standard for future phases that will provide an open space system that connects the reservoirs at the north and south boundaries of Shelby.

Recommendations:

- Coordinate with Shelby City Schools to acquire the necessary property along the east bank of the Black Fork. Modify the bank to create a maintainable planted slope and establish the first segment of the shared-use path.
- Modify the west bank of the Black Fork to establish a maintainable planted slope. Use the existing Black Fork Commons sidewalks as a boundary between the naturalized edge of the stream bank and the manicured event lawn. Provide access point(s) to the stream with terraced stone seats/steps.
- Provide a new pedestrian bridge over the tributary stream at the south end of the major north/south Black Fork Commons walk. This connection will provide direct

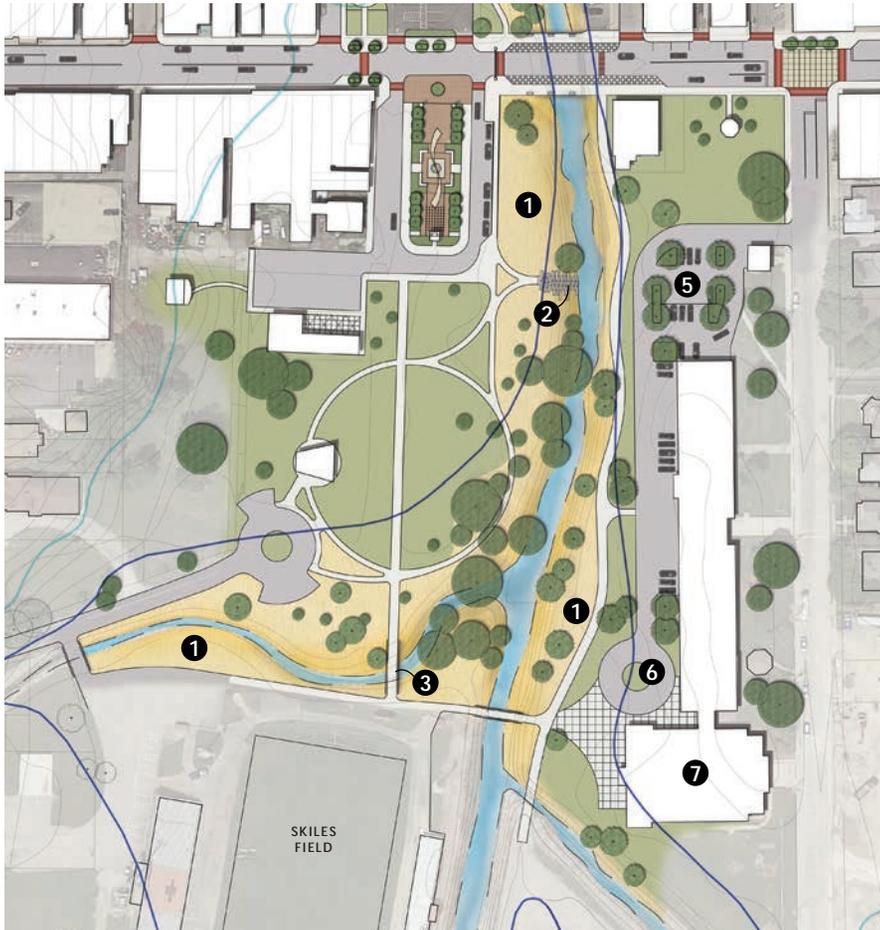
access to Skiles Field and create a +/- 1/3 mile loop path.

- Maintain paved access along the west side of Central School to the Central Gymnasium/Locker Rooms.
- Upon the potential future demolition of the Central School building, expand the Black Fork Commons green space east of the Black Fork. Include a reconfigured surface parking lot and children’s playground in this portion of the park. Provide a convenient drop-off zone for autos and buses near the Central Gymnasium/Locker Rooms.

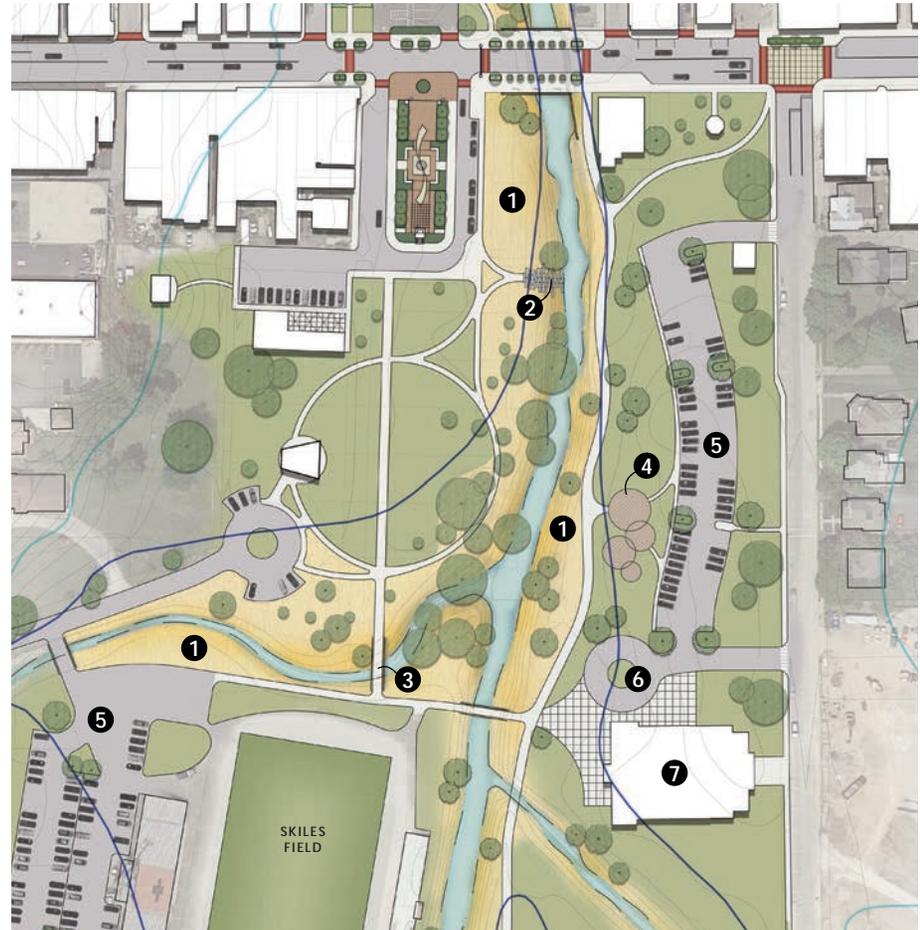


Legend

- ① Restored Stream Bank
- ② Stream Access
- ③ Pedestrian Bridge
- ④ Playground
- ⑤ Parking
- ⑥ Drop-off
- ⑦ Central Gymnasium



Trail & Stream Restoration Phase 1 (with School)



Trail & Stream Restoration Phase 1 (without School)

Recommendations for Future Phases:

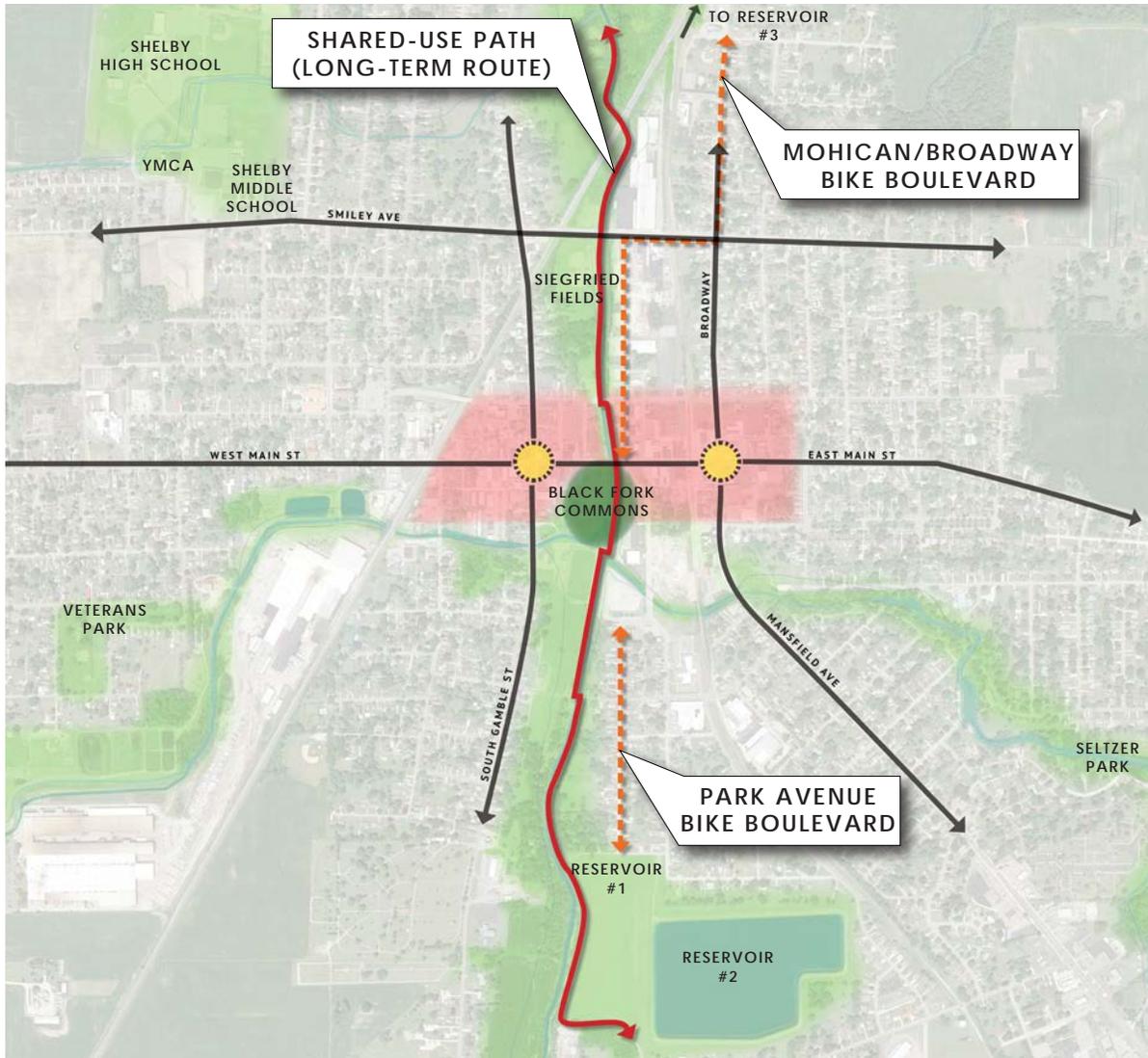
- Continue the Black Fork Trail south to Reservoirs #1 and #2. Utilize the old pedestrian bridge abutments south of Skiles Field to create a new pedestrian bridge and direct the trail to the west side of the Black Fork.
- Restore the stream corridor to match the standard created in Phase 1.
- Enhance the areas north and south of Tucker Avenue as active recreation fields.
- As needed based on events, programming, and popularity of the overall recreational system, enhance and/or expand parking opportunities.
- Establish a strategy for creating the Black Fork Trail from Reservoirs #1 and #2 to Reservoir #3. This will likely require a combination of shared-use path sections that are separated from roadways and on-street "sharrows" or "bike boulevards". These on-street routes can be created with pavement markings and signage that identifies the route. Important streets that could provide this connectivity in the near-term include Park Avenue to the south of Black Fork Commons and Mohican Street, Smiley Avenue, and Broadway to the north of Black Fork Commons.



Future Open Space Enhancements

Legend	
1	Black Fork Trail
2	Restored Stream Bank
3	Pedestrian Bridge
4	Recreation Fields
5	Parking

BLACK FORK TRAIL DIAGRAM



Future Open Space & Trails



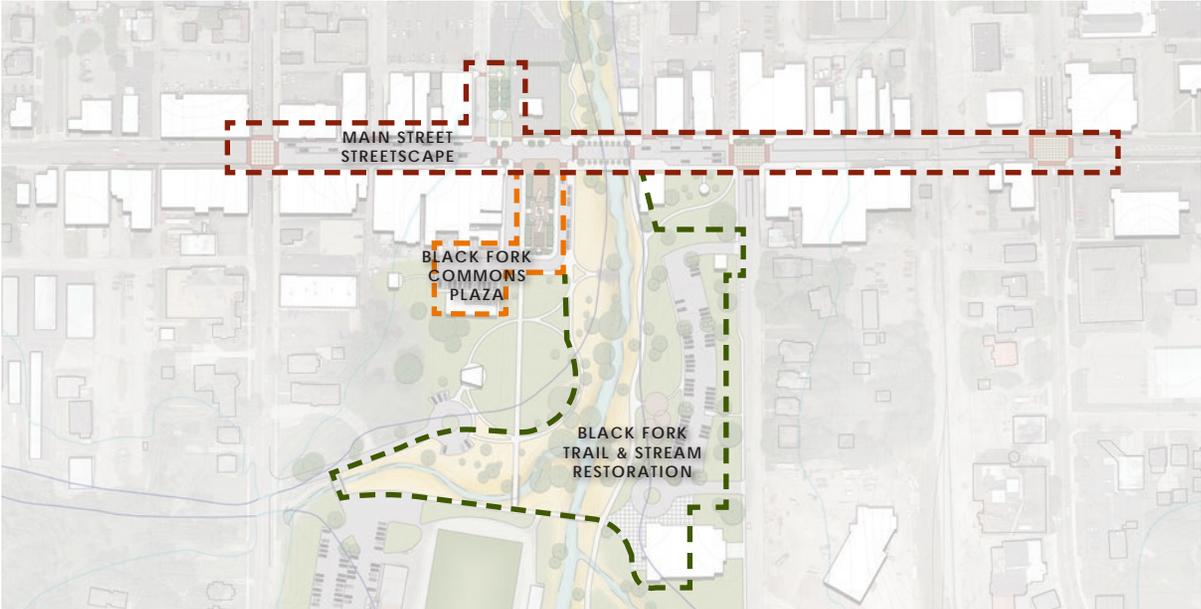
Sharrow/Bike Boulevard Character Imagery

IMPLEMENTATION PLAN

This Main Street Corridor Plan establishes a long-term vision for Shelby that will provide guidance for years to come. In order for this vision to be realized, it is critical that attainable near-term action steps are established that are focused on catalytic projects. The following Implementation Matrix includes a summary of near-term projects, implementation budgets, funding strategies, and timelines. This matrix provides a framework to guide decision-making and allocate resources.



Overall Corridor Enhancement Sketch



Project Boundaries

IMPLEMENTATION PLAN					
PROJECT	BUDGET (DESIGN & CONSTRUCTION)	FUNDING SOURCES	GRANT APPLICATION DEADLINE	DESIGN, ENGINEERING & PERMITTING	CONSTRUCTION
MAIN STREET STREETSCAPE	+/- \$1,100,000	FEDERAL/STATE TRANSPORTATION FUNDING (80%/20%) <ul style="list-style-type: none"> Local match from annual motor vehicle fuel tax allocation (+/- \$220,000) Funding could be combination of Safety and Alternative Transportation programs (Regional Planning to advise). 	Autumn, 2019	2020-2021	2021-2022
BLACK FORK TRAIL & STREAM RESTORATION (PHASE 1)	+/- \$900,000	OHIO PUBLIC WORKS COMMISSION - CLEAN OHIO GRANT (75%/25%) <ul style="list-style-type: none"> Local match from Shelby City Schools land donation Other? 	May, 2020	2020-2021	2022-2023
BLACK FORK COMMONS PLAZA	+/- \$750,000	LOCAL FOUNDATIONS AND PRIVATE DONORS	Autumn, 2019 (secure commitments via foundation grants and private donations)	Winter/Spring 2020	2020-2021

Note: For the Black Fork Trail & Stream Restoration Project, the following additional funding sources should also be considered:

1. Muskingum Watershed Conservancy District- Partners in Watershed Management Grant
2. Ohio EPA Section 319 Grant
3. Ohio EPA Water Resources Restoration Sponsorship Program
4. Ohio Department of Natural Resources - Nature Works Grant

