April 2, 1990

TO: CITY COUNCIL MEMBERS
PLANNING COMMISSION MEMBERS
CENTRAL COLLEGE RESIDENTS

The Planning staff is hereby submitting a revised copy of the Central College Area Plan and associated recommendations for rezoning the area. The format of the plan follows the format of the discussions held at Planning Commission Work Sessions over the past several months. There are sections discussing traffic circulation in the area, commercial development and residential development. The plan and discussion is intended to serve as a basis for the recommendation that the existing commercial development in the area be rezoned to CC, Community Commercial District with a Special Overlay District applied to revise the underlying development standards to meet the needs of the Central College area and assist in carrying out the objectives of this plan. The residential portion of the area is to remain in the RR, Rural Residential District.

It is staff's intent to have Planning Commission review and hopefully approve the revised Area Plan at their regular meeting on April 5, 1990. We would also hope that Planning Commission would make a recommendation to approve the rezoning of the commercial area to CC with a Special Overlay District application. If any resident would like to appear before the Commission and comment on this plan, the opportunity will be provided. In anticipation the Planning Commission will act positively on the plan and area rezoning, staff intends to submit the plan and zoning recommendations to City Council for a first reading at their regular session on April 17, 1990. This schedule would result in a Public Hearing to be held by City Council at their regular session on May 15, 1990 at which time we would anticipate final review and approval of the plan and development scheme.

If there are any questions concerning the plan or the processing of the plan, please feel free to contact me at 890-8557.

Sincerely,

Lin Carver, Director
Planning, Engineering & Building

LC/sjk
STUDY AREA

The study area for this plan consists of nearly one hundred and twenty (120) acres located between Sunbury Road on the west and Big Walnut Creek on the east and extending from Dempsey Road (Extended) on the south to Chatham Ridge Road (Extended) on the north. This area is commonly referred to as the Central College area and was part of an annexation accepted by the City in 1988. While the annexation includes some parcels on the west side of Sunbury and the heart and focus of the Central College area is actually the Central College United Presbyterian Church and the Ohio School for the Deaf Alumni Association Complex (OSDAA) which is also on the west side of Sunbury, the intent of this area plan is to deal only with the previously defined study area in order to address some immediate zoning problems on the east side of Sunbury Road. Upon the completion and acceptance of this area plan and an associated rezoning scheme for the east side of Sunbury, it is the intent of the City to initiate discussions with the Church and OSDAA in order to update their growth objectives with the City's development objectives for this area.

Nearly one-third of the total study area falls within the flood plain of the Big Walnut Creek. This flood plain consists of the floodway and the floodway fringe. The floodway which makes up the greater part of the flood plain cannot, in accordance with Westerville's Planning and Zoning Code, be developed. Therefore, regardless of the extent to which the overall study area is developed, the floodway portion of the Big Walnut Creek Flood Plain which consists of approximately 33 to 35 acres will never be developed and will remain in its natural state. Refer to Map No. 2 for a graphic representation of the flood plain relative to the road system and developable parcels in the Central College area.
BACKGROUND

With the annexation of the Central College area in 1988, the zoning pattern previously established by Franklin County was eliminated and the area was automatically placed in the City of Westerville Rural Residential District (RR) in accordance with the City's Planning and Zoning Code, Chapter 1103.06. In response to concerns expressed by landowners in this study area, the City of Westerville initiated a series of community meetings to address the issue of rezoning the commercial area to an appropriate pattern of Westerville zoning districts. These meetings began in June of 1989 and proceeded on a monthly basis through September. All landowners in the affected area were notified directly by mail of the meetings. In addition, all neighborhood and civic organizations were mailed notices and copies of the agendas. These direct mailings were in addition to information provided to the newspapers. The result was that through the first three meetings, seventy-five percent (75%) of the individual properties were present or represented at one or more of the meetings. In short, the area residents were well aware of the process and participated extensively.

The City's approach to resolving the zoning issue was to look at the short and long term opportunities of the area with the idea of developing a plan or development concept to establish the context for rezoning the area. In other words, in responding to immediate zoning problems, the City did not want to adversely affect the long term development potential of the area. A schedule was established that would provide the community the opportunity for input throughout the process. Based on this input, staff would present planning proposals to address the concerns of the residents and the objectives of the City for additional community scrutiny. This effort would then be summarized by staff through the presentation to the Planning Commission for their review and approval of an area plan and zoning scheme that would hopefully balance the short term needs of the area residents with long term objectives of the community.

The first meeting held in June was an open forum that provided residents of the area an opportunity to tell Planning Commission and staff what they liked and disliked about their area. As the area experiences inevitable change, are there things that the area residents would like to see preserved and are there things that the residents would like to see accomplished as a result of these changes. Staff assembled the many comments received that evening into related categories which consisted of traffic issues, with a focus on Sunbury Road and circulation within the study area; land use concerns broken down into commercial, residential and general issues; utility related issues; environmental concerns and zoning related issues. These issues are summarized in Appendix A attached to this report.

At subsequent meetings, staff presented options to address the various issues raised. The July meeting was devoted to discussing the issues
of traffic, commercial development and related environmental and utility issues. In August the discussion centered around residential development. The format for these meetings consisted of a presentation of options by staff followed up by community input and summarized by Planning Commission members comments. The plan and zoning scheme outlined in this report is a summary of these efforts and conclusions drawn by staff from these meetings. The plan format consists of an initial discussion and recommendations dealing with traffic impact on the area and circulation within the area. Based on the setting established by the traffic discussion, the plan presents recommendations for the future development of commercial and residential development respectively. Within the context of these two development areas, the issues of environment and utility needs are discussed. Finally, a recommended zoning scheme is presented as a means of implementing the overall plan.
TRAFFIC AND CIRCULATION

The geographic hub of the Central College area is the intersection of Sunbury Road with Central College Road. Sunbury Road is a major north-south arterial and has been so designated on local and county thoroughfare plans for many years. The most recent evidence of this was the adoption of the City of Westerville Thoroughfare Plan in 1988 by the Planning Commission. It was obvious from the initial meeting with the community and follow up meetings that some residents of the Central College area have a great deal of concern about the future upgrading and potential expansion of Sunbury Road. While these concerns are justified, there are a number of local area realities and community objectives that must be dealt with. At the countywide level, there is the reality that Sunbury Road is a major north-south road extending from Fifth Avenue, or roughly the community of Bexley on the south, north to Sunbury on the northern tip of Hoover Reservoir. Within the scheme of the local thoroughfare plan, Sunbury Road is one of four identified north-south arterials spread roughly a mile to a mile and a half a part. The other three arterials are Cleveland Avenue, State Street (or State Route 3) and Spring Road. In the City’s long term transportation plans for moving traffic through and around the City, Cleveland Avenue and Sunbury Road provide the greatest opportunities for moving traffic north and south away from the more congested central areas. This is due to the fact that they are on the extreme east and west end of the City, and have the smallest overall impact on adjacent land uses in comparison to State Street or Spring Road. More importantly they feed directly to freeway interchanges which are the single greatest generators or attractors of traffic in the City’s highway system.

Looking at the stretch of Sunbury Road from Maxtown Road on the north to State Route 161 on the south, which is generally within the confines of the existing City limits, it is more apparent that Sunbury Road can accommodate a great deal of traffic with relatively minimal impact on adjacent residential development. With the exception of the area from Dempsey Road north to Chatham Ridge most of Sunbury Road is fronted by park land, rural type development or limited access residential development. The problem area or major area of conflict between high traffic volumes and adjacent land uses exists in the Central College area. The reason for this is that Sunbury Road is the primary access to Hoover Reservoir which is a major recreational facility in the Central Ohio region. In addition, the Central College area developed years and ago with no development standards resulting in no controlled access or safe physical separation between a potentially intense land use and a major arterial. These development realities are noted here for the purpose of pointing out that regardless of the future characteristics of Sunbury Road, it will always carry a very high volume of traffic due to established development trends that are beyond the control of local city officials or residents. On the other hand, we are also trying to point out that it is a reasonable development pattern which can be dealt with.

The intersection of Sunbury Road and Central College Road could be further impacted by the extension of Schrock Road from Hempstead to
Sunbury as proposed by the City Thoroughfare Plan. The Schrock Road Extension is controversial and a final decision as to whether or not it will be extended will not be made until sometime in 1990. However, the potential for this extension should be considered in this planning process. The most significant factor about the Schrock Road Extension, relative to Central College, is that if the extension occurs it will attract additional traffic to the intersection of Sunbury Road and Central College/Schrock Road. Recent traffic counts in the area show that there are in the vicinity of 13,000 vehicles per day on Sunbury Road. It is reasonable to anticipate, with additional development to the north on Sunbury Road and east of Hoover Reservoir, that traffic has to increase at the intersection of these two roads. Any plan for the Central College area must be based on accommodating a great deal of through traffic due to the areas relative position to major traffic generators in the area and region. For the purpose of this plan, staff is assuming that the following road conditions will exist in the area within the next several years.

1. Sunbury Road will be improved to a four lane road from State Route 161 to County Line Road on the north with an additional lane at the major intersections for left turns;

2. Schrock Road will be extended from Hempstead to Sunbury Road as a two lane road with third lane for left turns at the intersection with Sunbury Road; and

3. Existing Central College Road will be upgraded to urban standards from Sunbury Road to Big Walnut Creek and consist of two lanes with a third lane for left turns at its intersection with Sunbury Road.

These are minimum standards which must be dealt with in proposing future development schemes for adjacent land uses in the Central College area. The ultimate configuration of these roads will be decided by City Council based on engineering and environmental studies.

Map No. 3 provides a schematic layout of this proposed road system relative to existing right-of-ways and existing buildings in the area. It appears that the proposed road profiles can occur within the existing 75 foot right-of-way on Sunbury Road and the 49-1/2 feet of right-of-way on Central College. It may be necessary to increase the right-of-way along Sunbury Road and Central College to 80' and 60' respectively. The impact of this proposed road system on adjacent land uses, both existing and future, will be discussed under the respective headings of commercial development and residential development. It is important to note at this point that it is a basic assumption of this plan that existing and future land uses can function adjacent to Sunbury Road as a four lane road both environmentally and aesthetically. This is based on several existing successful examples throughout Franklin County specifically that of Route 33 which passes through multiple jurisdictions and services a major recreational facility on the west side of the county.
COMMERCIAL DEVELOPMENT

The following plan is submitted to achieve two basic objectives. First, to recommend an appropriate pattern of Westerville zoning districts for those properties that were previously zoned commercial by Franklin County. Second, to recommend a development concept to accommodate the long term turnover and redevelopment of the commercial area which more than likely will occur on a piecemeal basis over time.

Based on the initial comments of area residents and their response to options suggested by the City at the July meeting, the following assumptions serve as the basis for the proposed development scheme for the commercial area.

1. The previously approved commercial zoning granted by Franklin County should be guaranteed by the City of Westerville;

2. No additional commercial zoning should be granted by the City for the Central College area;

3. The existing commercial development is not the most desirable either aesthetically or functionally in an urban setting;

4. Many of the existing commercial buildings will be removed over time as part of the redevelopment of the area;

5. There is at least one historic structure in the commercial area that should be preserved;

6. Existing commercial development serves a localized and special clientele associated with the local recreational facility as opposed to a community or regional orientation. Future commercial development should continue in this vein;

7. Additional traffic and road improvements in the area have had and will continue to have an adverse impact on existing and future land uses;

8. There may be a limited office market in the area;

9. The billboard in the area should be phased out over time to be consistent with City of Westerville commercial development standards; and

10. The area has an established character and an identity worth maintaining and building on:

   a. Major Institutional Developments in a campuslike atmosphere
b. Ample open space and trees both on the east and west side of Sunbury Road;

c. A village center identity.

As the assumptions suggest, it is recommended that the commercial development that was approved in the county be allowed to continue but not add to the amount of land that is zoned commercially. On the other hand, we do anticipate that over time many of the ownerships of most of these properties will turn over and as the parcels are redeveloped many of the buildings that exist today will be removed. The limited size and dimensions of many of these commercial lots suggest that they will turn over and redevelop in combinations of parcels rather than individually. Given this possibility, the opportunity for redirecting and guiding the redevelopment of the commercial area seems very strong. The City's objective then is to seize this opportunity to direct the future development potential of the area while addressing the immediate needs of the area residents and landowners. To accomplish this, the following is recommended as the plan for guiding and directing the long term redevelopment of the commercial area.

Given the existing strong points of the area, best represented by the campus atmosphere and architecture of the Central College Presbyterian Church and the Ohio School for the Deaf Alumni Association Complex on the west and the natural beauty and environment of the Big Walnut Creek on the east, emphasizing and building on a Village Center identity associated with the Central College area would best meet the many and varied issues and concerns raised by area residents. By stressing a Village Center concept, it is the intent to continue to encourage a varied mixture of uses in a variety of structures very similar to what exists today and in an environment that will also be attracted to other uses or services needed for the area. Basically, the intent is to enhance the future commercial development in order to increase its ability to survive as well as improve its functional and esthetic relationship to existing and future residential development and to the existing institutional development on the west side of Sunbury Road.

There are two general design objectives to be pursued. One is the external relationship of the commercial development along Sunbury and Central College Roads. The second is the internal focus of the development. From an external point of view, the goal of the plan is to work with the existing commercial development that fronts on Sunbury Road, but to direct its redevelopment over time to an internal orientation or circulation system that functions independently of Sunbury Road and Central College Road. The easiest solution to this objective is to hope for a single developer that would remove the individual buildings and replace them with a typical strip center. This would insure a controlled access development along Sunbury Road. However, a facility such as this would only serve to identify the area as a commercial center rather than a place with a unique identity and environment. As the properties turn over and as they redevelop in groupings of parcels as we anticipate, this plan needs to provide positive direction in guiding this redevelopment.
The basic objective is to physically limit vehicular access to the commercial development from the anticipated improved Sunbury Road. The most obvious way of accomplishing this is to limit the curb cuts onto this road. In anticipation that Sunbury Road is going to become a five lane road along the frontage of the commercial development, the objective is to remove the direct access to Sunbury Road for all of the commercial properties and force internal traffic to access the area through some alternative road system. There are a number of ways of doing this depending upon the availability and timing of redevelopment of the various parcels. A second step that could be taken to achieve the physical separation of the commercial development from Sunbury Road is to significantly increase the setback of buildings and parking lots on Sunbury. Again, this is something that can only occur over time as the individual parcels are redeveloped. In anticipation that many of the buildings will be removed and new buildings erected, it is the objective of this plan to require a significantly greater setback on Sunbury Road that could eventually end up as green space and compliment the campuslike atmosphere on the west side of Sunbury Road.

Two alternatives are suggested here as a means of achieving the above objectives and associated development standards. Given no overall control of the area, the two highly probable alternative road systems for accessing the area focus on utilizing the platted East Street and South Street as an internal road system or the use of a service road parallel to Sunbury Road along the west frontage of the existing commercial parcels.

The major distinction between these two approaches is the orientation of the commercial development. With the former, the commercial structures would be reoriented internally to East and South Streets. With the service road concept, the commercial remains facing Sunbury Road.

These contrasting concepts are shown on Maps No. 4 and 5. There are advantages and disadvantages to both. The greatest advantage of the service road concept is its ease of implementation relative to a completely new interior circulation system as suggested by the use of the East Street and South Street combination. In anticipation of Sunbury Road being upgraded prior to any significant redevelopment of the commercial area, the service road could be constructed as part of the Sunbury Road improvements. A second advantage is that the commercial structures will continue to front on Sunbury Road therefore minimizing site plan and design problems with new structures. The disadvantages are also apparent when comparing Maps No. 4 and 5. If one of the design objectives is to provide more green space and landscaping immediately adjacent to Sunbury Road, the service road concept definitely will not accomplish this. To the contrary, the service road along with a parking lot in front of the structures and a five lane Sunbury Road will appear exactly as it is, a lot of asphalt. A second problem is that the limited width and depth of the commercial lots (90' x 300') makes it difficult to accommodate a decent size
building, the required parking and the service road to say nothing of the minimal 10 foot landscaping strips on either side of the service road as graphically depicted on Map #5. This is not an acceptable amount of landscaping, however, it does not appear likely that a greater amount of landscaping could be achieved in the limited lot depth available.

The disadvantage of the approach of reorienting the commercial development to East Street is that it will be very difficult to accomplish. Perhaps the only way it will happen is if all the parcels, at least those between South Street and Central College Road, are redeveloped by one developer. Staff feels that the advantages of this approach are numerous. The complete separation of through traffic from internal circulation; the possible achievement of extensive setbacks and green space along Sunbury Road; the ability to integrate the commercial with future residential to the east, all resulting in an environment that can be unique to Central College. Given the unknown of the redevelopment potential of the Central College area, it is the recommendation of this plan to pursue the Village Center concept to the greatest extent possible. The applicability of the service road concept should be considered only if it is the best alternative given the situation involving the numerous individual parcels at the time the redevelopment activity occurs.

The second design objective which deals with the internal focus of the village center has several elements that again are highlighted in Map No. 4 which is included to serve as a suggestion of what the future commercial development might evolve into. These development standards, of course, would not be applicable if the service road concept is ultimately implemented. These elements are common to many villages. However, in contemporary zoning codes or development schemes these elements are either discouraged or totally prohibited. We are suggesting that they are very appropriate for meeting the stated objectives in the Central College area and their use is encouraged to the greatest extent possible. These elements consist of the following:

1. The use of individual buildings or combinations of buildings with individualized store fronts for separate tenants;

2. On-street parking similar to what is found in Uptown Westerville;

3. The use of the village green particularly along East Street.

There are at least two practical reasons for the green aside from aesthetics. First, to physically and visually separate the commercial development on the west side of East Street and the anticipated residential development on the east side of East Street to be discussed in a later chapter of this report. The second reason is for a better control of both internal traffic between the residential and commercial and any through traffic that might tend to use East Street as a short cut; and

4. A mixture of residential uses in the commercial area;
5. Minimize setbacks along internal streets;

6. The use of alleys for access to and within the residential and commercial development fronting on East Street and South Street.

The commercial layouts presented in Maps No. 4 and 5 are only suggestions to highlight the various elements discussed above. However, what is obvious is the end product of an orientation of commercial development towards East Street on some other internal street network and a limiting of access to these same parcels from Sunbury Road. This is a significant reorientation and a major undertaking to say the least. To accomplish this long term objective, the City may have to be directly involved with the improvements of the road system as well as the extension of the utilities. The purpose of this plan is not to set a proposal in concrete, but to suggest to future developers and property owners the direction the City and community would like to go and the commitment they and the City must make in order to achieve this development scheme.

A plan for the redevelopment of the commercial area also has to be flexible enough to accommodate either piecemeal redevelopment of the commercial parcels or a large scale redevelopment of the commercial area. The plan must also anticipate the worse possible situation where the individual parcels redevelop over a long period of time and at some point we are caught between the present development scheme which fronts on the major arterials and the future village concept which is being oriented toward an internal circulation system.

Map Nos. 6 and 7 are provided to illustrate both the problems associated with the transition from the current development pattern to the proposed development pattern as well as potential solutions to dealing with this situation. In Map No. 6 the typical proposal for a single lot would more than likely be to remove the existing building and construct a new structure as far to the east or rear of the property as possible with visible and ample parking up front and a curb cut on Sunbury Road. In contrast, Map No. 7 shows a two-stage approach to accommodate the transition from Sunbury Road to East Street. The first implication is that potential developers should be looking at multiple parcels as opposed to single parcels. Where the opportunity exists for multiple parcel development these schematics suggest that a single curb cut onto Sunbury Road would be sufficient. Secondly, these structures should be located on the lot such that they can be initially serviced off Sunbury Road and ultimately serviced off East Street. The parking layout may also have to reflect this transition. The final stage illustrates that when it becomes appropriate, due to the upgrading of Sunbury Road and/or the availability of East Street, that the curb cut should be closed on Sunbury Road and opened on East Street thereby making the final transition to the East Street orientation. Once again it should be pointed out that these diagrams are for illustrative purposes only in an attempt to provide future developers and the City with guidelines for development of the area and, equally important, to force them to think about the long term evolution in reorienting the commercial area toward East Street or some other internal road network.

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RESIDENTIAL DEVELOPMENT

Area residents raised three issues relative to existing and future residential development in the Central College area. First was the concern that existing residences on Sunbury Road could not survive as residential if the road is improved to accommodate additional lanes. Secondly, the desire was expressed to make new residential development compatible with existing development. And third, the question was raised as to why the undeveloped residential parcels need or should be developed at a density higher than what exists in the area. These three issues do not apply to all residential areas throughout the study area. In order to address these concerns and also to make meaningful recommendations relative to future residential development, it is necessary to look at three distinct residential areas independently of one another (Map No. 8):

A. Dempsey Road (Extended) north to and including the Logan property;

B. The Spagnol property north to Central College Road and east to Big Walnut Creek; and

C. Central College Road north to Chatham Ridge Road (Extended).

Area A, which encompasses approximately the southern third of the study area frontage along Sunbury Road, is made up of large rural residential lots with 150 foot frontages and extending several hundred feet back through the flood plain to Big Walnut Creek. These lots contain a single family residence on the high ground which consists of the front or western third of the parcel. The remaining two-thirds of the parcel is either impossible to build on due to the flood plain and lowlands or difficult to build on because of the steep inlines. The only exception to this pattern is the parcel owned by Situation Corporation located at 1100 South Sunbury Road. This parcel contains approximately 18 acres and presently accommodates a horse breeding farm.

It should be assumed at this point in time that this area will remain unchanged. Future redevelopment of these parcels to other than a single family residence is highly unlikely for two reasons. First, redevelopment is severely hampered by the lack of developable depth on the lots. Second, there is no desire on the part of the City to see any non-residential development extend along Sunbury Road in this area. In anticipation that Sunbury Road will be widened to accommodate additional lanes, the assumption of this plan is that the existing residences can continue to exist with minimum inconvenience. This assumption is based on numerous other examples throughout the county, specifically Route 33 along the Scioto River, that handles a great deal more traffic than presently exists on
Sunbury Road and still accommodates some very expensive and high quality residential development. It is anticipated that with the additional lanes, it will be easier for residents along Sunbury Road to get out into the traffic flow.

Area C includes that area north of Central College Road to Chatham Ridge Road (Extended). This area encompasses approximately 23 acres, over half of which is owned by or associated with the Central College United Presbyterian Church. Area C faces similar problems as Area A in that the parcels in the area front on Sunbury Road which is to be improved and the rear portions of the lot are in the flood plain. However, the potential for redevelopment is greater than Area A due to the fact that the developable area or depth is much greater than Area A. Again, because the City does not want non-residential uses stripped out along Sunbury Road this area should remain residential. When the area does redevelop, we would encourage a multiple parcel redevelopment so as to control curb cuts on Sunbury Road. In addition, we would anticipate that this area could have access to Central College Road through the extension of East Street north of Central College.

The unique terrain and extensive wooded area provides an ideal setting for a Planned Neighborhood Development Residential District. With the limited acreage, it is also possible to accommodate high residential densities than the standard R-1 Single Family District without adverse impacts on adjacent properties. However, the ultimate decision as to the future character of the development of this area is to be determined by the Central College United Presbyterian Church. As there are presently no plans for the redevelopment of this area, it is anticipated that the area will remain undeveloped for some time to come and should remain in the RR, Rural Residential District.

Area B, along with the adjacent commercial areas, will undergo the greatest change and have the biggest impact on the future character of the Central College area. This area contains nearly 67 acres of which approximately 31 are in the floodway and must remain undeveloped. There are only five owners of land in the area, one of which involves nearly 54 acres, which provides a greater possibility that the area could be developed as a whole rather than piecemeal. Regardless of how coordinated the development is, it is anticipated this area will experience significant changes over the next few years. Guidelines for directing this development should consist of the following:

1. Changes should not adversely impact existing residential development to the south or the north;

2. Future housing patterns should relate functionally and aesthetically to the proposed commercial development;

3. An attempt should be made to preserve as much of the tree lanes and wooded areas as possible;

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4. A variety of housing types seems appropriate and practical in order to address a variety of concerns identified above;

5. Densities greater than the R-1 Single Family District are possible and appropriate:
   a. Ample open space is available due to the flood plain;
   b. Additional traffic generated would be minimal if the overall density is reasonable;
   c. The limited frontage and terrain features allow for housing mix that can be compatible with existing residential development;
   d. The developable area of the site consists of only 35 acres; and
   e. Major arterials are immediately adjacent to the area.

Map Nos. 9 and 10 show two potential development schemes for the area in general with specific attention and detail given to Area B. These development schemes are proposed in order to highlight a number of recommendations relative to the development of this residential area. First, these schemes are based on staff recommendation that the overall density of this area be in the vicinity of 5 units per acre for the buildable area. This would amount to approximately 175 units and would require a PND, Planned Neighborhood Development Zoning District. These development schemes show the use of single family large lots, single family small lots and clustered residential development as a means of achieving this density and relating to the propose commercial development and the open space associated with the flood plain. Specifically, these development schemes are intended to relate to the earlier proposed "Village Center" concept centered on a village green strung out along East Street. The village green serves as a buffer between the commercial on the west side and residential on the east side of East Street and also acts as a barrier to prevent internal traffic from moving directly from the commercial areas to the residential areas thereby reducing potential adverse impacts on the residential area. The village green also serves as a focal point for the higher density type development if desired. Consistent with many New England "village greens", smaller residential lots and apartments or condominiums across from the commercial development can function extremely well.

The most important aspect of development that these proposals highlight is the control of traffic and circulation within the project.
Central College Development Plan
Map #10

Development Proposal
Number 2

- Single Family Large Lots
- Single Family Small Lots
- Clustered Residential Development
- Commercial Development
- Open Space
As was the case with commercial development, it is the intent that as the residential area develops there should be limited access to Central College Road and Sunbury Road. This development scheme also suggests that, if large lots continue to exist and front on Central College and Sunbury Roads consistent with existing development, access should be provided to the rear of these lots through the use of alleys as opposed to curb cuts to the front. These curb cut controls will not only result in the safer movement of traffic on the major arterials, they will also cut down on the potential through traffic in the residential area. Secondly, while it is the intent to tie together the residential and commercial development into a village center concept, it should not be done at the expense of commercial traffic intruding into the residential area. The intent of the proposed layout is to show the accessibility between these two land uses, but also the inconvenience of moving back and forth.

In conclusion, these development schemes are intended to highlight development concepts to guide future developers and landowners. Although it is anticipated that a PND, Planned Neighborhood Development Zoning District would be required to accommodate this type of development, it is the recommendation of this plan that the area remain in Rural Residential until a detailed and acceptable development proposal is submitted to the City as part of the rezoning process.
AREAWIDE CAPITAL IMPROVEMENTS

Utility Extensions

The major shortcoming as far as the future redevelopment of the study area goes is the unavailability of a sanitary sewer to service the area. Presently, the sanitary sewer terminates in the vicinity of Big Walnut Creek and Dempsey Road (Extended). In order to develop the entire study area, the sanitary sewer would have to be extended nearly to the area's northern boundary. Map No. 11 provides two alternatives for extending the sewer north while addressing a number of environmental concerns raised by community residents. On the south end the map indicates that there are two potential points of tapping into the sewer system. One would be into the 54" lateral on the west side of Big Walnut Creek and the second would be into the major subtrunk which terminates on the east side of Big Walnut Creek. Because of the concern for the environment and the preservation of trees along the river, in addition to engineering and cost factors, the City should give consideration to an alternative tap-in option that has the least adverse impact on the environment. In a similar manner, the two alignments shown in a solid line and a hatched line are intended to address a combination of environmental and cost factors. The alignment along the dash line might be less damaging environmentally. However, it places the sewer at the furthest distance from the areas that it is serving. The solid black line which attempts to keep the sewer as close to Sunbury Road as possible up to East Street before swinging back to the east would substantially reduce the cost to individual property owners wishing to tap into the sewer and also has a potential for minimal impact on the environment. However, detailed engineering studies are necessary in order to determine the practicality of either alignment.

There are many factors that will eventually determine the timing of the extension of the sanitary sewer, the most important of which is the actual demand for such services. Obviously, a key property in this demand would be the Spagnol parcel which contains over 20 acres of developable land. The City will have to play a key role in extending this sewer in order to coordinate the extension of the line across several individual private properties. The demand for this sewer will ultimately determine when the City places this project on its Capital Improvements Program and its ultimate construction schedule.

Street Improvements

The City may also have to take an active role in constructing South Street and East Street. This is particularly true if the proposed commercial and residential parcels develop in a piecemeal fashion. Again, the timing of such improvements is dependent upon demand and the development sequence of the various parcels. The City in conjunction with the County Engineers Office will begin the engineering for the continued upgrading of Sunbury Road from Valley Quail Boulevard south to Central College Road. The final decision as to when the road will be improved will have to be made by City Council after the engineering is completed.
REZONING PROPOSAL

Map No. 12 shows the zoning pattern of the study area and the associated Westerville zoning patterns on the west side of Sunbury Road prior to the annexation in 1988. As a result of the annexation and in accordance with Chapter 1103.06 of the Westerville Planning and Zoning Code, all of the land in the study area is now zoned (RR) Rural Residential. The major focus of this planning effort was to address the immediate concerns of landowners who had their land previously zoned Community Commercial in Franklin County. It was necessary, however, and only fair to look at the zoning patterns throughout the study area. As a result of looking at the area comprehensively, the following zoning patterns are recommended.

1. Those parcels that were previously zoned Community Commercial in the County, that are located between Sunbury Road on the west and East Street on the east extending from and including Parcel No. 516 on the south to Parcel No. 455 on the north should be rezoned from City of Westerville's Rural Residential District to CC, Community Commercial District and the SOD, Special Overlay District.

2. The remaining portion of the study area should remain in City of Westerville's Rural Residential District until an appropriate and acceptable development is submitted to the City of Westerville for their approval. To accommodate the type of development potential that exists for this area, the anticipated zoning district would be PND, Planned Neighborhood Development District.

The Community Commercial District (CC) with a Special Overlay District (SOD) modifying the development standards of the CC district is recommended as the best possible zoning for dealing with both the short term needs of the area landowners and the long term objectives of the City. The Community Commercial District (CC) permits the same uses and is most compatible with the previously existing Franklin County Community Commercial District. Therefore, from a use standpoint, owners of the commercial parcels have the same basic rights and opportunities that they had in the county. In order to have any hope of achieving the rather ambitious objective of reorienting the commercial development from Sunbury Road to East Street, the City will need as much review power and control as possible. The application of the Special Overlay District provides the City with the opportunity to modify the underlying CC District development standards to meet the specific needs of the Central College area. The adoption of this plan by Planning Commission and City Council will provide the justification for applying the SOD and modifying the development standards. Final site plan approval for any lot or combination of lots would be subject to the review and approval by the Planning Commission of a detailed plan and engineering studies submitted by the potential developer.
There are twelve individual ownerships containing a variety of uses that are affected by the CC rezoning. Only two of these uses, the mini-strip center immediately south of South Street and the offices, are permitted outright in the CC zoning district. The gas station, the carryout and the soft ice cream/fast food business would all fall under the conditional use category for the CC district. The remaining uses which consist of two bait stores, three residences, a storage facility for excavating equipment and a billboard are not listed as permitted or conditional uses in the CC district and therefore are considered as non-conforming. Generally, these non-conforming uses may continue to operate indefinitely provided they operate on a continuous basis in a manner similar to what exists today.

Of the non-conforming uses identified, only the storage facility for excavating equipment and the billboard appear to be out of place for the long term redevelopment of the area. The storage facility, like the other non-conforming uses, is a permitted use in the City if located in the proper zoning district. Therefore, like the other non-conforming uses which are more compatible with the redevelopment of the area, it should be allowed to continue to exist. However, billboards are not allowed by the Westerville Planning and Zoning Code and therefore this use is a much greater and immediate concern of the City. Staff has been researching the possibility of having the billboard removed. There appears to be case law supporting the possibility of allowing for an amortization period after which the billboard could be removed. The purpose of the amortization period is to provide the owner of the billboard some reasonable return on his investment while still allowing the City to ultimately have the billboard removed. Assuming that further research continues to support this position, it is the recommendation of this plan that proper legislation be submitted to Council that would provide for the eventual removal of the billboard as being inconsistent with the village center concept being pursued for the Central College area and contrary to the City's Planning and Zoning Code.

The following two pages list specific modifications of the development standards set forth by the underlying Community Commercial (CC) Zoning District necessary to implement this plan. These modifications are designed to achieve the "Village Concept" alternative by emphasizing the following:

1. Residential uses and water recreational uses are permitted as being appropriate to the area;

2. Development standards are more restrictive along Sunbury Road and less restrictive internally thereby encouraging an internal orientation;

3. Parking standards and layouts and building locations have greater flexibility promoting a more intimate commercial area; and

4. Guidelines for building style and size are provided.
CENTRAL COLLEGE SPECIAL OVERLAY DISTRICT
DEVELOPMENT STANDARDS

In order to encourage the unique "Village Center" concept as outlined in the Central College Plan, the following development standards are to apply as part of the Central College Special Overlay District and supplement or supersede the development standards required by the CC, Community Commercial District. It is the purpose of these standards to eliminate the distinction between a freestanding use and a multiple use or shopping center. However, should individual parcels be developed with a total orientation to Sunbury Road, all of the appropriate development standards for either a freestanding use or shopping center shall apply.

Permitted Uses:

1). Residential uses to include single family, two-family and multi-family dwellings and these uses incorporated in a commercial structure.

2). Non-residential uses associated with boating, fishing and water recreational activities not normally found in commercial areas such as bait stores and boat sales.

3). All other uses permitted in the underlying Community Commercial (CC) district.

Lot Requirements:

1). Minimum Lot Area: None for both a freestanding use and multiple uses on an individual lot.

2). Minimum Lot Width: None for both a freestanding use and multiple uses on an individual lot.

3). Minimum Front Yard: Fifty feet along Sunbury Road for pavement and buildings, provided however, this requirement shall not apply to existing buildings and pavement. Along any internal street, including East Street and South Street, setbacks for buildings may be zero provided the "front" of the building faces the internal street; pavement setback shall be ten feet from the right-of-way.

4). Minimum Side Yard: To be determined for buildings at the time of site plan approval for individual parcels, but not to exceed the requirements established by the underlying CC, Community Commercial District. Pavement setbacks shall be at least 5 feet.

5). Minimum Rear Yard: There is no rear yard from the standpoint of setbacks since buildings will front on Sunbury Road and an internal street.

6). Parking areas shall be no closer to main structures than ten feet for freestanding uses or multiple use sites.

7). Outdoor storage and display of merchandise is permitted in front of and immediately adjacent to buildings provided it does not inhibit the movement of pedestrian or vehicular traffic.
Site Development Standards

1). Signage for the purpose of identifying the building or use may be displayed on the "backs" of buildings that face Sunbury Road.

The limitations on size and height are those that would apply if the building were actually fronting on Sunbury Road.

2). A service court or loading area is not required. The servicing of buildings is expected to occur directly from the adjacent street or parking lot.

3). On-site parking requirements may be reduced by Planning Commission for any of the following grounds:

   a). shared parking agreements are entered into with adjacent commercial uses;

   b). on-street parking is immediately available;

   c). exceptional design and layout is proposed that emphasizes the buildings and de-emphasizes parking areas;

   d). special parking opportunities for trailer/boat pulling vehicles are provided.

4). New commercial buildings shall address the following design objectives in order to achieve a "Village Atmosphere" consisting of coordinated but individualized developments rather than a single unit/building shopping center.

   a). building styles should be varied but consistent with existing structures in the Central College area. Building styles could consist of, but are not limited to:

      1). single story and multiple story peaked roof structures;

      2). residential buildings converted to commercial use;

      3). structures with mixed residential and commercial uses;

      4). buildings shall be designed with two "fronts" so that although vehicular access might be restricted to an internal street, visibility and identification is highlighted along Sunbury Road.

   b). individual buildings appearing to be located on individual parcels rather than one or two large multi-tenant buildings;

   c). the number of commercial tenants per building shall be limited to three unless otherwise permitted by Planning Commission. This requirement shall not apply to existing buildings which are presently designed for more tenants.
APPENDIX A

COMMUNITY CONCERNS RAISED IN THE JUNE 1988
PLANNING COMMISSION WORK SESSION.

TRAFFIC ISSUES:

Safety:

- Enforce speed limit on Sunbury Road;
- 45 MPH speed limit is too high;
- Crosswalks are needed along Sunbury Road between Central College and Walnut;
- Bikepaths or other provisions for bicyclists are needed along Sunbury Road;
- Can't get out of driveways on Sunbury Road because of weekend recreational traffic.

SUNBURY ROAD STATUS:

- Do not widen Sunbury Road to four lanes;
- If Sunbury Road is widened to four lanes, residential lots fronting on the road cannot survive;
- How and when will the City (and/or county) widen Sunbury Road;
- Divert traffic around Westerville rather than use Sunbury Road;
- Widening of Sunbury Road will worsen the situation for pedestrians and bicyclists.

CIRCULATION:

- Establish a circulation pattern internal to the development east of Sunbury and south of Central College that will provide access to Central College Road and the traffic light at Sunbury Road and control numerous access points along Sunbury Road.
- Work with Presbyterian Church and OSDAA to establish similar pattern on west side of Sunbury Road.
LAND USE ISSUES:

Residential Issues:

Why do the vacant parcels need to be multi-family; Why higher densities in the area;

Existing residential on Sunbury Road will not survive if the road is widened to four lanes;

Higher density housing developments bring undesired special problems;

Commercial Issues:

What types of commercial uses will be allowed in the Central College area;

Can the City restrict commercial uses that are likely to pollute Big Walnut Creek;

What do we mean by a "Village Center";

Existing businesses have been in the area for over 30 years;

Does the City have plans to expand the existing commercial, particularly to the north;

Because of the nearness to the creek and reservoir, why does it make sense to rezone any land to commercial;

Keep existing commercial as it is.

GENERAL ISSUES:

Make new residential development compatible with existing development;

Don't see how this area planning effort fits into a citywide planning program;

What is the developers' role in financing growth impacts.
UTILITY ISSUES:

Sewer Lines:

What is the time frame for extending a sanitary sewer to service the area;

How, along what alignment, will the sanitary sewer be extended through the area;

Where will (or can) the City tap into the major sewer trunk at Dempsey Road.

ENVIRONMENTAL:

Big Walnut Corridor:

The corridor is very narrow and provides a limited habitat, therefore, the corridor has to be protected to the greatest extent possible;

Clarify the development potential of the flood plain;

Clarify the future status of the flood plain if the Columbus raw water line is installed and reduced to a trickle.

ZONING LAWS:

What doesn't the City like about the Franklin County Zoning Districts;

Leave undeveloped areas that were previously zoned Franklin County R-1 as RR;

Rezone the three parcels south of Central College Presbyterian Church to O/I; consistent with surrounding zoning.

Rezone previously zoned commercial parcels to CC.