

Chapter Three: LAND USE

Objectives and Strategies

Objective 1: Use the Community Plan text and maps to guide development decisions and to promote public health, safety, welfare and aesthetics.

Over the last 30 years, Dublin has experienced considerable population and employment growth. As the City continues to mature as a major regional employment center, the need to balance residential character and quality with employment and transportation goals will remain an important objective.

Dublin is characterized by many high quality developments that should be coordinated and strongly linked to provide an overall sense of place. Adopted land use principles must be consistently applied to produce a built environment that is both pedestrian and commuter-friendly. This Plan ~~will~~ serves as a vital tool to provide for orderly growth that is beneficial to the public welfare and provides clear guidance to meet quality of life expectations for the community. The Plan ~~will be~~ is used by City officials to guide policy and development decisions and to properly coordinate the allocation of land, open space, public facilities and infrastructure.

- A. *Use Plan Recommendations...* including policies and maps, as a guide to decision-making when reviewing development proposals, including zoning requests, site plan approvals and public projects. Regularly review recommendations to ensure that results are consistent with the expressed goals of the Plan.
- B. *Consider Land Use Impacts...* during the development process to ensure that the fiscal well-being, long-term City maintenance and the quality of transportation and infrastructure networks in Dublin are not adversely impacted by development decisions. Future development should be consistent with the Future Land Use Map to ensure appropriate locations and fiscal soundness of all development.
- C. ~~Utilize~~ Use *Area Plans...* including associated recommendations and concepts as a preferred guide to coordinate new development, infill and redevelopment consistent with larger design visions as expressed through the Plan as a community-derived document.
- D. *Develop a State-of-the-Art Code...* to address zoning and subdivision regulations in a manner that will facilitate the implementation of Plan objectives. Requirements should be established to achieve policy and design direction within the framework of a clear and predictable development process, while achieving high standards. The Zoning Code should be monitored and adjusted as necessary when new regulations are adopted to ensure these regulations meet the objectives of approval. Opportunities to eliminate redundancies and conflicting Code requirements should also be explored.
- E. ~~Utilize~~ Use *the Plan for Detailed Study...* of targeted areas of the City, applying basic concepts of the adopted Future Land Use Map and area plans to explore greater design detail and expected requirements for development.

Objective 2: Maintain land development intensities sensitive to both the capacity of the transportation network and established land use policies.

Dublin's strategic location adjacent to I-270, its national reputation for quality residential and employment development, and excellent schools have all facilitated rapid growth that has increased traffic congestion. Balancing the level of development with the capacity of the road system has been a critical issue throughout the planning process. Maintaining acceptable levels of service on Dublin's roads is directly linked to the intensity of development.

Dublin is expected to continue attracting substantial growth with an emphasis on employment. This, in turn, will permit the City to support very high public service levels. Factors critical to addressing traffic issues include: determining acceptable limits for congestion; controlling the quality and pace of development in outlying areas; assuring the quality of the built environment; and maintaining revenues to support high quality services.

- A. *Maintain Appropriate Development Levels...* at ~~or below~~ the projected targets assumed by the adopted Future Land Use Map. Specific development proposals should include comparable ~~maximum~~ land use intensities as modeled in the Plan. Decisions to vary from adopted policies should be considered within the context of the larger area.

Objective 3: Coordinate with neighboring jurisdictions and regional entities to manage the quality and intensity of growth along Dublin's periphery.

Dublin is known as a well-managed community and enjoys a high quality of services within an attractive natural setting. The City recognizes that as part of a much larger system, external circumstances and development have an effect on conditions within the municipality. Under the Municipal Service Agreement with the City of Columbus, Dublin has the exclusive right to extend sewer and water services to certain areas. These are located to the northwest and southwest. Refer to the *Chapter 9 – Infrastructure* for more information on this issue.

Municipal services provide a strong incentive for land owners to pursue annexation. However, the Dublin-Columbus agreement did not anticipate that another municipality would provide utilities for any portion of the negotiated service area. The City of Marysville, however, has brought sewer service from Marysville along Industrial Parkway, near Dublin and within the negotiated area. Marysville is expected to extend water service east of U.S. 33 in the immediate future. The management of development within this area will be outside Dublin's control if utilities are available from another provider. Control of the quality and intensity of development in the southwest and northwest areas is critical. However, the City has yet to fully explore potential options to address issues on Dublin's periphery.

- A. *Engage Neighboring Jurisdictions and Regional Entities...* to periodically monitor and cooperatively manage growth through a range of mechanisms (e.g. City boundaries, land capacity, and population projections).
- B. *Coordinate with Surrounding Jurisdictions...* and use this Plan to influence the quality and intensity of development, and address smaller-scale planning projects and issues.
- C. *Strategically Preserve Rural Character...* and promote development standards along the western portion of the City both within and outside Dublin's borders.
- D. *Continue to Work with the Metro Parks District...* to site regional parks and recreational opportunities in the vicinity of the City.
- E. *Incorporate Remaining Exclusive Service Areas...* within the City to provide for orderly growth, protect the public health and welfare, maintain and protect the quality of life and to expand the area benefiting from Dublin's high quality services.

- F. *Annex Township Islands...* that are surrounded by City lands to provide consistent services and identity for residents living in these areas.
- G. *Manage Development Quality and Intensity...* along Dublin's edge by applying recommended land uses as depicted on the Future Land Use Map and associated development levels as set forth by the adopted land use definitions.
- H. *Work Cooperatively with Other Jurisdictions...* to achieve acceptable land uses and development intensities that will maintain expected levels of service while coordinating with other developments.
- I. *Consider Service Provision Options...* to facilitate greater management and control over the quality, intensity and aesthetic design of land uses within Dublin's negotiated service area.

Objective 4: Encourage mixed use development as designated in the Plan to allow people to live, work, shop, learn and play in close proximity while minimizing conflicts between land uses.

With few exceptions, the City's land use is distinguished by large scale, single-use, geographically segregated developments. To provide an alternative development choice, mixed use areas that more fully integrate uses and activities will be important. These areas should be thought of as "places" rather than "developments" and should be distinctive in their identity. The form, character and mix of uses should create vitality and facilitate opportunities to walk and bike within these places. Form and architecture should be flexible to allow uses to change over time without detracting from the quality of the area.

- A. *Facilitate a Mixed Use Development...* in a targeted location to serve as a future planning model for the City.
- B. *Monitor the Bridge Street Corridor Zoning Regulations. . . to ensure Code requirements effectively support the creation of mixed use, walkable neighborhoods within the Bridge Street District, while maintaining high quality development standards consistent with the community's expectations.*
- BC. *Develop Applicable Regulations...* that will successfully permit the integration of a range of uses **throughout the City** by requiring or encouraging mixed use development with densities **and designs** that support pedestrian mobility **while remaining compatible with the development character of surrounding areas.**
- CD. *Identify Appropriate Locations...* for locally-serving retail that can be integrated with surrounding neighborhoods.

Objective 5: Emphasize redevelopment efforts and infill development throughout the City.

Much of Dublin's growth has occurred over the last 30 years. Many retail and commercial areas are beginning to deteriorate and may offer opportunities for redevelopment. Some areas of the City also have undeveloped pockets surrounded by existing development. By encouraging infill and redevelopment the City can revitalize declining areas and reinforce the high quality character of the City. The redevelopment process offers the flexibility to design and implement projects that achieve Dublin's economic and planning goals, **and ensure a variety of uses and building types are incorporated into existing areas of the City.**

- A. *Identify Targeted Infill and Redevelopment Areas...* as opportunities to facilitate development that adheres to adopted land use principles.

- B. *Evaluate Development Incentives...* to ensure appropriate support for infill and redevelopment interests in important locations throughout the City.
- C. *Assist Property Owners...* to match infill and redevelopment sites to inquiring developers as an economic strategy for the long-term fiscal health of the City.

D. *Monitor the Land Use Plan...* and consider amendments as necessary to address changing land use and market trends that may result in new redevelopment pressures for aging development areas.

Objective 6: Encourage a broader range of housing options for Dublin residents, while preserving the quality and desirability of Dublin's existing residential neighborhoods.

A city's housing stock serves as the foundation that defines its neighborhoods, frames its streets, and contributes to ~~the~~ its overall character. Dublin's existing housing stock is predominantly composed of single family homes, mostly built between 1980 and 2000. As these homes age, and as housing demand changes with demographic shifts, it will be necessary for the community to ensure the continued success of older neighborhoods. At the same time, the development of more styles of housing within the city will help to diversify market options for homebuyers and renters. A range of housing types located near employment contributes to the economic viability of our region and can offer both social and economic benefits. Proximity to employment encourages alternative transportation, helping to reduce traffic congestion and other demands on infrastructure while promoting pedestrian accessibility. From a neighborhood perspective, it is desirable to give residents the option of housing mobility and the ability to maintain community ties through various stages of life.

- A. *Provide a Mix of Housing Choices...* including a range of sizes and styles suiting people of different ages and incomes throughout Dublin that will expand the local housing stock and provide opportunities for residential infill within existing development area. New residential development should remain, ~~while remaining~~ consistent with the overall character ~~development quality~~ of the City, while allowing for the creation of new types of neighborhoods with unique characteristics.
- B. *Develop Integrated Housing Options...* that allow people to upsize or downsize without moving out of their neighborhood or community.
- C. *Explore Options to Expand Housing Opportunities...* for populations with limited resources, such as senior citizens. Alternatives may include innovative types of dwellings, development incentives, utilization of state or federal tax credits, grant subsidies, partnerships between for-profit and non-profit housing developers, or other applicable options.
- D. *Identify Issues Affecting Marketability...* of single family homes and neighborhoods as they age and explore options to encourage continued investment by property owners.
- E. *Continue to Use Neighborhood Beautification Grants...* and other programs to support home owners associations and neighborhood groups in maintaining and improving neighborhood entry features and other amenities.
- F. *Evaluate the Residential Appearance Code...* to clarify intent and improve the effectiveness of the regulations to ensure that Dublin's expectations of high quality residential architecture are achieved.

Objective 7: Encourage and integrate neighborhood-level retail that provides convenience for Dublin residents as a quality of life factor.

Development patterns in the City have favored the segregation of land uses, requiring numerous and relatively lengthy automobile trips to meet the basic retail needs of residents. Convenient retail services are an important amenity for residents and the distribution of these areas should meet the needs of residents throughout the entire community. This is both an individual convenience consideration and community-wide traffic issue. Retail service areas should be *integrated* into a residential area in the form of a village or neighborhood center pattern or in employment centers as a convenience for residents and employees alike. Regardless of location, design quality and sensitivity to existing development are critical to establish community support.

- A. *Support the Integration of Retail...* and support services into employment centers to serve employees and the local community. Incorporation within office buildings ~~are~~is encouraged.
- B. *Maintain Premium Commercial Sites...* for employment uses such as research and development, rather than for major retail development.
- C. *Encourage Locally Serving Retail...* and support services in employment centers and neighborhoods that will directly enhance the quality of life for Dublin residents and workers.

D. *Identify Design Solutions...* that will minimize conflicts between neighborhood retail centers and nearby residential areas.

Objective 8: Facilitate development patterns and revise development regulations to support pedestrian mobility, safety and a more positive pedestrian experience.

Sidewalks and high quality streetscapes are important amenities that influence travel choices for residents. The City has made significant investments in pedestrian pathways and bikeways throughout the community, and Dublin's regulations require sidewalks for all new development. However, Dublin's pattern of development does not facilitate pedestrian mobility and instead encourages automotive necessity. Many existing roads and areas are without pedestrian facilities; connecting these areas with the entire community is a priority. Improved connectivity, through mixed land use patterns, appropriate site design and adequate pedestrian infrastructure can encourage the interaction of people through the creation of other, attractive alternatives to automobile transportation. Future projects and redevelopment should encourage pedestrian accessibility as a main design theme. Residents and workers should be able to walk—safely and conveniently—to meet basic service needs.

- A. *Provide Additional Convenient Linkages...* within the existing system for pedestrians and bicyclists that are continuous and direct to and between activity areas in order to increase mobility, serve recreation needs, and encourage reduced automobile trips.
- B. *Encourage Regional Connections...* that promote pedestrian and bicycle mobility with surrounding jurisdictions for greater transportation options.
- C. *Monitor New ~~Revise~~ Development Codes...* such as the Bridge Street District zoning regulations to ~~promote~~ensure pedestrian mobility and transportation alternatives ~~with new~~are successfully supported with new developments. Consider additional Code revisions to promote these goals throughout the city.
- D. *Require Improved Route Choices...* with new development to enhance the City's arterial roadways and to reduce travel distances.

- E. *Promote Neighborhood Connectivity*... within residential areas to link large residential areas within Dublin and to provide greater overall bicycle access through the local street system.
- F. *Identify and Promote the Use of Arterial Routes*... to reduce utilization of local streets by those driving through the City to reduce bicycle conflict.
- G. *Encourage Mixed Use Development*... that facilitates a pedestrian core of activity and other transportation choices that can be coordinated with surrounding residential areas.

Objective 9: Implement development patterns that support transit service.

Dublin's current development is largely characterized by commercial buildings set back significantly from the roadway, and by isolated, low density residential subdivisions that lack strong connectivity. Transit service requires buildings and uses to be sited so that one stop can serve several developments and minimize the walking distance for transit users. Current densities in Dublin are too low to support transit service. There is, however, a need to reserve transit locations so that as the City matures, transit facilities can be provided. *Chapter 4 – Transportation* includes the Central Ohio Transit Authority's (COTA) plans for transit service in and around Dublin. It provides additional recommendations on transit service enhancements.

- A. *Encourage Transit-Friendly Land Uses*... and intensities in future developments where appropriate throughout Dublin.
- B. *Target Important Transit Services*... and facilitate land requirements to accommodate future bus loading zones, bus transfer stations, light rail stations and/or commuter park and ride lots.
- C. *Revise Development Codes*... to encourage energy-efficient and transit-friendly land use patterns by revising regulations to include clustering of buildings and mixing of uses.

Objective 10: Preserve areas of open space for a variety of recreation activities.

Dublin is recognized for the quality of its parks and recreation system. Much of the City's park land is divided into small parks that have been acquired through the development process. The result is an abundance of neighborhood parks, but few large, community-serving facilities. Dublin needs to identify park sites in the potential growth areas to its northwest and southwest to support the recreation needs of the future population.

- A. *Diversify Park and Recreation Opportunities*... within and around Dublin to meet the needs of an expanding and changing population.
- B. *Adopt and Implement Policies*... relating to the comprehensive planning of open space and recreation opportunities, particularly through the ~~creation of~~ implementation of the adopted -Parks and ~~Open Space~~ Recreation Master Plan.
- C. *Proactively Purchase Parkland*... for active and passive recreation as well as natural preservation in areas where future development will occur while reasonable land values are available.

Objective 11: Preserve environmentally sensitive areas and corridors while improving public access.

The conservation of appropriate lands in their natural state is essential to preserve natural resources and environmentally sensitive areas. Degradation of natural resources, including the Scioto River, may occur if actions are not taken to promote environmental conservation. The preservation of the City's unique natural features also offers educational opportunities to benefit Dublin's residents and visitors.

- A. *Protect Stream Corridors...* through development standards, acquisition of adjacent land and conservation easements.
- B. *Provide Well-Defined Trails...* where appropriate, to increase pedestrian access to natural areas within developed areas, greenway corridors and natural spaces throughout the community.
- C. *Protect Environmental Quality and Scenic Character...* of sensitive areas such as the Scioto River and other stream corridors while maintaining physical and visual access through acquisition and regulation.

Objective 12: Continue to improve and enhance Historic Dublin as the original, historic center of the City.

Historic Dublin, with its limestone walls, historic buildings and narrow streets, is a culturally important area of the City. It is a reminder of an earlier era when the Village of Dublin served as a residential and commercial center of an agricultural region.

Historic Dublin retains its charm, but its role as the center of the area has diminished. To improve its economic viability, appropriately sited parking should be encouraged, streetscape improvements should be extended, and the mix of uses expanded. Redevelopment efforts and physical improvements should focus on mixed uses, pedestrian accessibility and improving the River corridor.

- A. *Create a Strong "Sense of Place"...* that reinforces the role of Historic Dublin as the historic town center through the incorporation of public gathering spaces and the encouragement of prominent civic buildings.
- B. ~~*Ease Enhance the Pedestrian Environment*~~ *Traffic Movement...* ~~through and~~ within Historic Dublin ~~by~~ while incorporating streetscape design and access management that minimize the number of auto/pedestrian conflicts, and creates a comfortable environment for people to interact within the District .
- C. *Increase Parking Resources...* within Historic Dublin's current boundaries, while decreasing their visual impact.
- D. *Promote Future Development...* to establish Historic Dublin as a gathering place where businesses and residential opportunities thrive while protecting and maintaining existing businesses, neighborhoods and historic resources. (Refer to the ~~Historic Dublin~~ Bridge Street District Area Plan for additional recommendations).
- ~~E. *Adopt and Implement Plans...* such as the *Historic Dublin Revitalization Plan*, which provides a detailed vision and course of action to improve the District.~~
- ~~FE. *Focus on the Scioto River Corridor...* and ~~other important hydrologic features~~ the Indian Run as key environmental and natural resources that create unique opportunities for the Historic District. Opportunities to increase access to and across these features must be balanced with the preservation of their natural and visual integrity.~~

Objective 13: Protect the visual character of outlying areas to the north and west.

During the Community Plan process, a majority of Dublin residents have expressed a desire to protect the rural character of the City and outlying areas. Dublin's desire to protect rural visual character, provide adequate open space and wildlife habitat and to create passive recreation opportunities has been integral in the City's policies. For more information on rural character elements and other community character issues, refer to *Chapter 2 – Character & Environment*.

In order to maintain open space and visual character, the City has investigated several land preservation alternatives. Techniques included Transfer of Development Rights (TDR) and Purchase of Development Rights (PDR) programs, and partnering with the Metro Parks to preserve natural areas. Since that time, the City has participated financially to assist in the creation of the Glacier Ridge Metro Park along Hyland-Croy Road. In 2003 and 2004, the Dublin City Council adopted Resolutions 48-03 and 27-04 (Amended), which endorses the utilization of residential conservation design in outlying areas as a means to encourage greater open space provision and alternative land planning techniques.

Without the preservation of adequate open space along Dublin's western edge, future contiguous development may erode the unique identity of individual jurisdictions. Significant development is occurring in the Hayden Run Corridor, and with great regional access, Dublin and areas to the northwest are expected to see significant growth. A clear balance between economic potential and development character will be needed as the area changes.

- A. ~~Utilize Use~~ *Area Plans*... for the Southwest and Northwest/Glacier Ridge areas as a means to appropriately integrate conservation design and other design techniques as a means to facilitate preservation efforts.
- B. *Implement Conservation Design*... and/or other low density site planning techniques to protect rural character in residual areas, such as those surrounding the Glacier Ridge Metro Park, the Southwest Area and other appropriate sites.
- C. *Continue Joint Planning Efforts*... with the City of Columbus to consider ways to cooperatively balance planning for residential conservation design in the Southwest Area and adjacent lands within the framework of appropriate utility provision and managed economic growth.
- D. *Maintain Regional Dialogue*... with interested jurisdictions to work cooperatively toward achieving coordinated land uses within the Northwest/Glacier Ridge Area, the U.S. 33 Corridor Area and the Southwest Area.
- E. *Implement Consistent Design Standards*... to preserve and enhance roadway character throughout the City.
- F. *Implement Regional Greenway Connectivity*... and maximize open space to promote pedestrian mobility to the west and along the U.S. 33 Corridor.
- G. *Revise Development Regulations*... to achieve broader land use policies and design standards as expressed through the Community Plan and other applicable planning documents.

Objective 14: Ensure that land use policies sustain the community's economic and fiscal needs into the future.

The City is able to offset its fiscal needs from revenue generated by new office and research and development employment. These sectors generate more revenue than the industrial and retail sectors, while the cost to serve retail uses with police and other services typically outweighs the income tax generated from this sector. Likewise, residential uses typically incur net deficits to the City, but they are an essential element to providing a balance between population and employment. It will be important to balance land uses to ensure that the residential base is not larger than the City can manage and that employment intensities are controlled to ~~avoid minimize~~ traffic congestion problems. Strategic investment in capital improvements within the Bridge Street District will be necessary to ensure increased development densities are adequately supported by the transportation network. Refer to ~~Chapter 7—the~~ *Fiscal Analysis Chapter* for more information.

- A. *Evaluate Fair Share Costs Mechanisms...* for facilities and services as up-front costs of development that consider the impacts of long-term infrastructure needs and maintenance.
- B. *Identify Priority Sites for Employment Development...* focusing on uses such as office and research and development, rather than major retail development.
- C. *Monitor Land Uses...* to ensure a balance is achieved between uses and applicable infrastructure needs for long-term fiscal stability.

Objective 15: Implement development regulations that clearly support intended land use policies and direction.

The most critical aspect of these policies is implementation. It is important for the City to achieve the goals and objectives outlined in this Plan to ensure the long-term viability of the City.

- A. *Develop and Utilize-Use Clear Codes...* relating to zoning, subdivision and other applicable regulations that are easily understandable, embody the intent of the Community Plan and serve as a tool to facilitate implementation.
- B. *Require/Encourage Mixed Use Development...* through regulations that facilitate necessary site layouts, architectural forms and intensities of use that support pedestrian mobility. Monitor the Bridge Street District zoning regulations to ensure these goals are successfully implemented and consider additional regulations as appropriate to other areas of the city.
- C. *Utilize-Use the Zoning Process...* to implement planned, diverse communities to allow housing choices within the City that respond to changing market conditions.
- D. *Improve Plan Review and Approval Processes...* to be more fair, efficient and predictable in a manner that provides for high quality development. Monitor newly implemented administrative review processes for the Bridge Street and Innovation Districts to ensure their effectiveness in achieving these goals.

Objective 16: Align land use policies, infrastructure implementation and community facility investments to maximize efficiency and public benefit.

The infrastructure and community facilities outlined in this Plan are an integral part of the long-range planning process. Dublin has continuously applied balanced policies that coordinate public facilities and infrastructure improvements. The future of Dublin and the quality of life of the residents depend on the continued balance of these elements. Refer to *Chapter 5 – Community Facilities* and *Chapter 9 – Utilities* for more information.

- A. *Ensure Adequate Infrastructure/Facility Investments...* by planning to accommodate managed, phased growth and service improvements such as roads, sewer, water, and community facilities.
- B. *Strategically Annex Unincorporated Areas/Islands...* in and around the City to provide consistent services and identity for residents living in these areas.

Objective 17: Promote education about current land use planning and development topics throughout the community to maintain Dublin's high quality image.

The planning process does not stop at the creation of a plan, but must include on-going education efforts with affected groups to ensure the goals of the plan succeed. By utilizing outreach methods to inform the public of the goals and objectives of the Plan the City can more easily facilitate implementation. Refer to *Chapter 10 – Implementation* for more information.

- A. *Identify Appropriate Development Prototypes...* for Dublin and conduct annual tours of cutting edge projects and planning principles within other communities for the benefit of City Council, Planning and Zoning Commission, and City staff.
- B. *Conduct Informational Meetings...* annually with local builders and developers on planning issues and the goals of the Plan.
- C. *Facilitate Onsite Training...* annually for boards and commissions involved with land use and development policies.
- D. *Host/Attend Conferences...* workshops, or other training opportunities that address relevant planning and development topics of importance to the city.