



# North Westerville Plan



February 23, 2000

## TABLE OF CONTENTS

I.	UPDATING THE PLAN: CHANGES IN THE WESTERVILLE DEVELOPMENT ENVIRONMENT SINCE 1995.....	1
II.	WESTERVILLE GROWTH PATTERNS.....	4
III.	PURPOSE OF NORTH WESTERVILLE PLAN.....	7
IV.	SYNOPSIS OF STUDY AREA FINDINGS.....	8
V.	TRANSPORTATION ELEMENT.....	9
	GUIDELINES.....	11
	POLARIS PARKWAY.....	13
	CLEVELAND AVENUE.....	13
	COUNTY LINE ROAD.....	14
	GENERAL MOVEMENT OF EAST-WEST TRAFFIC.....	15
	COLLECTOR SYSTEM.....	17
	SUMMARY OF PROPOSED ROAD PROJECTS.....	18
VI.	LAND USE ELEMENT.....	19
	NORTH STATE STREET CORRIDOR.....	21
	POLARIS-CLEVELAND CORRIDOR.....	26
	SCHOOLS.....	33
	PARKS & OPEN SPACE.....	34
	ECONOMIC DEVELOPMENT.....	38
VII.	DESIGN GUIDELINE OBJECTIVES.....	40
	GUIDELINES FOR ACCESS CONTROL.....	41
	LAND USE DEVELOPMENT GUIDELINES.....	43

## **UPDATING THE PLAN: CHANGES IN THE WESTERVILLE DEVELOPMENT ENVIRONMENT SINCE 1995**

It has been five years since the North Westerville Plan was formulated, refined through an exhaustive participatory process, reduced to paper, and adopted. While many of the Plan's observations and recommendations are as true today as when it was adopted, there are also many references which are no longer valid and recommendations which have subsequently been accomplished. This update is not intended to repeat the original effort but simply to revisit the document and bring it up to date.

There are five major changes relating to the development environment in Westerville, which result in a need to update the original North Westerville Plan. The listing of these five changes, which follows, is not reflective of any order of occurrence or importance. Each of the items in the list creates a need to update the plan. The first change is a somewhat lengthy list of completed or engineered road improvement projects. At the time of the drafting of the original document, the alignments of Polaris Parkway, Cleveland Avenue, and McCorkle Boulevard were all uncertain. These projects have now been constructed. In addition, the widening of Sunbury Road, County Line Road (from Otterbein to Spring) and North State Street were planned but not defined in terms of number of lanes. These three projects are now complete. Finally, while still not constructed, the alignment and configuration of County Line Road from State Street to Cleveland Avenue and ultimately to Worthington Road along with the alignment and widening of Africa Road are now clearly defined. Construction of these projects will proceed within the next few years. Many of the references in the original document to these road projects required updating to reflect the current status of the project.

The second item on the list also required many reference updates in the document. At the time of the original drafting, annexation of the 941 acres from Blendon, Sharon, Orange, and Genoa Townships to the City of Westerville was not yet complete. The annexation question was winding its way through a lengthy legal challenge and was not yet resolved. The City corporate boundaries and many other references throughout the document required updating to reflect this and subsequent annexations.

Also, at the time of the original document, the City of Westerville was utilizing the extra territorial review authority conveyed by the Ohio Revised Code to assume the role of platting authority in portions of Genoa and Orange Townships south of Big Walnut Road but north of the existing corporate boundary. In the five years since publication, the State Legislature, at the urging of township representatives, amended the Ohio Revised Code to remove the extra territorial review authority from municipalities in those instances where the applicable township had an adopted zoning code and map. Both Genoa and Orange Townships meet this standard and the City of Westerville therefore no longer has the authority to assume the role of platting authority in these townships. References to this situation also needed to be updated.

The fourth significant change is associated with the status of the Westerville Community Center and Athletic Fields Project. At the time of the original plan, the City had suffered through several failed attempts to achieve public consensus and support for a community recreation center. Since the publication of the Plan, the Westerville Parks & Recreation Department and the citizens of Westerville have successfully adopted a new parks and recreation master plan (PROS 2000) and secured passage of a bond issue to facilitate parks improvements and construction of a community center consistent with recommendations in the PROS 2000 plan. The site selected for the location of the new community center and a new athletic fields park complex is in the southern portion of the 941-acre annexation. The site in question is adjacent to Alum Creek and utilizes the flood plain of the creek for the athletic fields. The plan needed to be updated to reflect this change in use.

While the first four issues influencing the accuracy of plan were all related to specific text references, the fifth and final item is reflective of the overall development environment in which the plan was developed. In the five years since the plan was written, three proximate and significant developments have progressed at levels well above anything anticipated five years ago. Each of these developments--Easton, New Albany, and the Polaris Centres of Commerce--while not unknown at the time of plan preparation, were clearly not envisioned at the scale or magnitude that has subsequently materialized. The competition from these three competing, non-residential developments needs to be factored into the plans and recommendations regarding the future use of the 941 acres reserved for non-residential development in the City of Westerville. The most direct competition to the 941 area comes from the adjacent 1,200 acre Polaris Centres of Commerce development just to the west. Since publication of the original plan, the Polaris development has seen ground broken for the Bank One office campus which, when complete, is anticipated to house 3,000,000 square feet of office space. The development has also progressed with a 700,000 square foot retail strip shopping center. There are also plans for a 1.5 million square foot enclosed fashion mall. The end result could produce a final development incorporating 3,000,000 square feet of retail space and 8,000,000 square feet of office space.

While not as directly competitive as the Polaris development, Easton in a similar manner has seen tremendous growth in retail and office components of its own development. In addition, the New Albany Business Park has also been active in absorbing office users. This 1200-acre campus has commitments for over 500 acres. By the end of 2001, 1 million square feet of office space and 800,000 square feet of distribution space will have been developed.

While the original concept of reserving this area of the much larger development corridor north of the City of Westerville for non-residential development remains sound in light of the tremendous residential expansion over the rest of the area. The competition from these adjacent developments will no doubt result in extending the development time frame for the 941 Corridor. Westerville had stated from the beginning that this plan was a long-term venture. It is now more important than ever that the City administration, citizens, and

elected officials maintain their resolve and vision in order to avoid lower quality short-term progress.

It is also clear to Staff that given the regional retail market served by Polaris and by Easton, that retail development within the 941 will predominantly serve local needs. As a result, the retail zoning in the original plan is likely excessive. The retail needs of the local residential population can most likely be well served by the three quadrants of commercial zoning at the intersection North State Street and Polaris Parkway. Additional retail/commercial acreage will probably be better served if redirected towards office and/or light industrial development. Certainly these environments will require some retail services for the expansive office/industrial complex.

This discussion should aid the reader in understanding the influences prompting this update and revisions included within it.

## WESTERVILLE GROWTH PATTERNS

Growth and development is occurring and will continue to occur for many *years* to come on all sides of the City of Westerville. Although growth continues to be a factor in all areas, the growth in Delaware County is far more extensive and more long term relative to the potential impacts on the City of Westerville. Even within Delaware County, the rate at which development is occurring and its impact on the City of Westerville varies significantly from one area to another.

Development to the east of Hoover Reservoir, although having the greatest long term potential, will have the least impact on Westerville primarily because of the physical barrier and geographic separation created by the reservoir. The primary impact from development east of Hoover Reservoir will be from traffic generated by that development. A significant portion of this traffic will pass through the City of Westerville or wish to access services within the City of Westerville thereby having an impact on the City's street system. Even this traffic is limited to two access points across Hoover Reservoir at County Line Road and Central College Road. This impact although limited is concentrated and will be substantial on the immediate area along Sunbury Road and on County Line Road leading to the Polaris Interchange. The ability of Westerville to influence development in any way that would significantly reduce the traffic impacts from east of Hoover Reservoir is minimal. The limited access across Hoover Reservoir makes it very undesirable to consider any annexation by the City of Westerville east of the reservoir. Consequently, Westerville's interest in that area is limited to monitoring development and associated traffic impacts on the City street system.

Development west of I-71 is presently very active and potentially will continue to be active for many years. The majority of development in Delaware County is nonresidential in nature in the Corridor from I-71 to S.R. 23. However, there are significant residential zonings occurring more frequently in the area. Although this development is very active and will continue for many years, its impact on the City of Westerville is softened considerably by the existence of Polaris Interchange. Most of the traffic generated by this development will stay west of I-71. However, there will be a significant draw between the residential development east of I-71 and nonresidential west of I-71. Similar to development on the east side of Hoover Reservoir, the City of Westerville has to be primarily concerned with traffic impacts in the immediate area.

Expansion of Westerville's boundaries to the west of a line from Powell Road on the north, south along Worthington Road and I-71, to 1-270 on the south, is not an option. Everything west of that line is in the City of Columbus. North of Powell Road expansion west of I-71 is not an option the City wishes to pursue for the following reasons:

1. I-71 is a major physical barrier, at least image wise;
2. Access points across I-71 are limited thereby making it difficult to service the area; and
3. The area is well beyond the Westerville School District boundaries.

Although development is relatively active in the area south of Westerville, its long term potential is somewhat limited due to the fact that a very high percentage of the area is already developed. Our ability to control to any significant degree what happens to the south of us in the City of Columbus and Blendon Township is very limited. In the long run, our concern will continue to be traffic resulting from the flow of commuters in and out of the City of Westerville along Sunbury Road, State Street and Cleveland Avenue.

Expansion to the south is limited by existing Columbus city limits and the existence of I-270. The limited opportunities to annex inside of I-270 are not significant enough to pursue to the point of distorting an otherwise well defined boundary. Therefore, the southern limit of the City should be I-270 from I-71 to S.R. 161 and S.R. 161 to Big Walnut Creek. Within these prescribed boundaries, there are two concentrations of landmass that are still unincorporated: The Sunbury Wood subdivision and associated commercial development and Sharon Woods Metropolitan Park. Should the opportunity arise, serious consideration should be given to annexing these two areas.

Growth and development to the area north of Westerville is more immediate, more direct and more substantial relative to the long term potential of the area. The border between the City of Westerville, Genoa Township and Orange Township is wide open in the sense that there are no physical barriers to overcome, no service limitations and the fact that the road system ties the three entities together with no available mechanisms for defusing the impact of the growth of one political jurisdiction on the other. Therefore, expansion of the City of Westerville through annexation to the north between I-71 and Hoover Reservoir continues to be a possibility physically and logically. A large portion (68%) of the area is within the Westerville School District boundaries. Realistically, the opportunity for further annexation becomes less likely as this area continues to develop. Once developed annexation is far less likely. Given the development commitments and the rapid pace of construction, the likelihood of significant additional annexation is diminishing quickly.

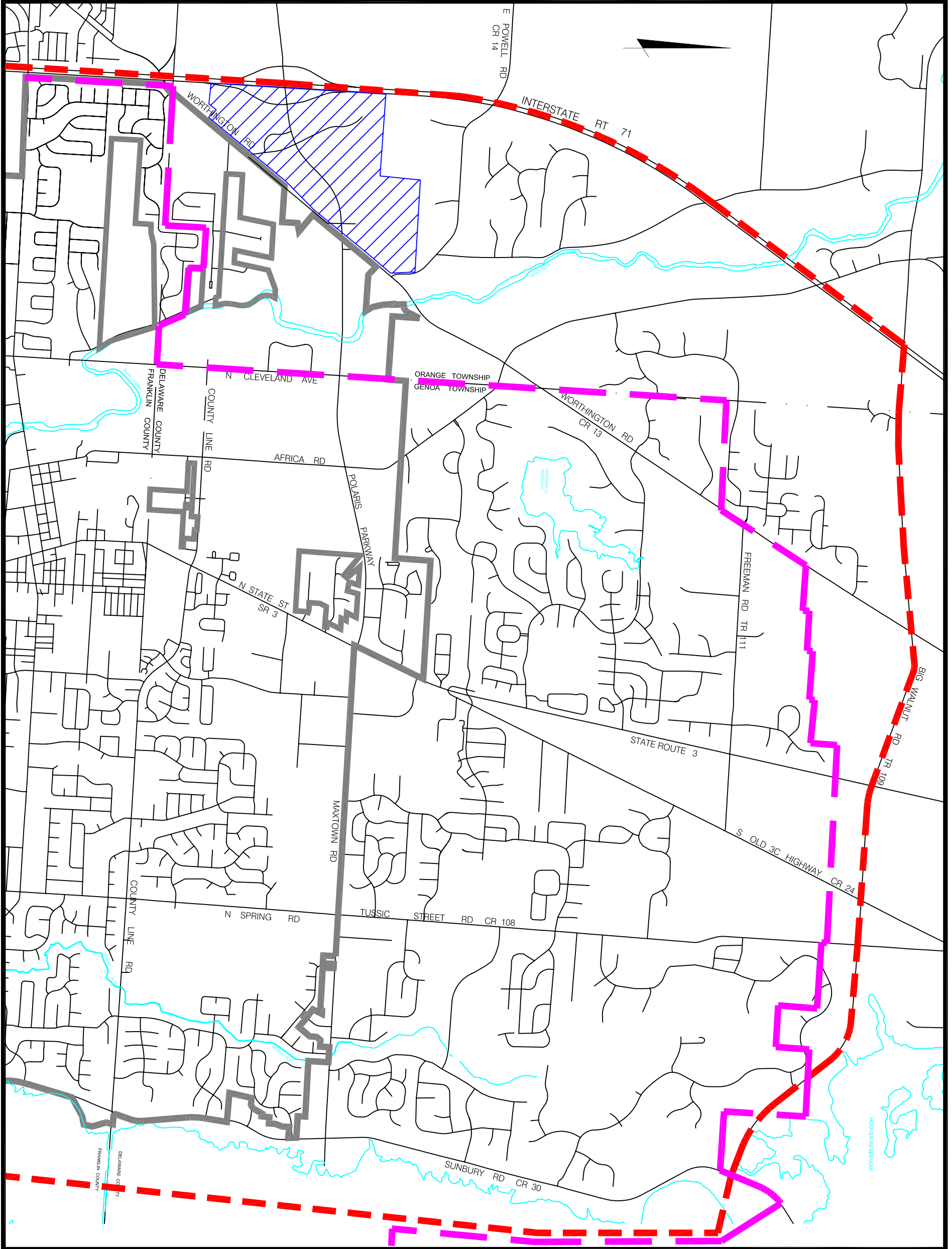
## **STUDY AREA DEFINED**

Based on the above analysis of future growth, the study area for this plan was identified by the limits of the northern growth potential. As depicted on Map #1, the North Westerville Planning Area is bounded on the west by Interstate 71, on the north by Big Walnut Road, on the east by Hoover Reservoir and the south by the County Line with the addition of 63 acres in Franklin County that are part of the 941 acre annexation. The study area consists of approximately 9400 acres or 14.69 square miles. consequently, 99.33% of the study area is in Delaware County. The study area within Delaware County is divided among four

political jurisdictions. Genoa Township accounts for approximately 54% of the study area amounting to 5,101 acres or 7.97 square miles. Orange Township accounts for approximately 15.75% amounting to 1,481 acres or 2.31 square miles. There are 2,609 acres or 4.082 square miles within the City limits of Westerville or 27.75% of the total study area. The remaining 260+/- acres are in the City of Columbus, which accounts for approximately 2.75% of the total study area.

Approximately 6400 acres or 68% of the study area falls within the Westerville School District. The rest of the study area is covered by the Olentangy School District (2785 acres or 30%) and the Big Walnut District (215 acres or 2.0%).





# NORTH WESTERVILLE STUDY AREA

## MAP 1

### LEGEND

-  **Study Area**
-  **School District**
-  **City of Westerville**
-  **City of Columbus**

## **PURPOSE OF NORTH WESTERVILLE PLAN**

The overall purpose of the North Westerville Plan is threefold:

1. To establish guidelines for the development of land that has been and could be annexed to the City of Westerville; and
2. To provide input to Genoa Township planning and development Review processes in regards to potential impacts on the City of Westerville;
3. To develop a mechanism for considering the growth objectives of the Westerville School District with those of the City of Westerville and Genoa Township.

In short, this document should serve as a mechanism for enhancing communications and obtaining consensus among the various political jurisdictions within the study area. From a development standpoint, the responsibilities of the various political jurisdictions are varied and separate. The townships control the zoning of land within the unincorporated portions of their respective townships, which amounts to 70% of the study area. And as indicated earlier the Westerville School District accounts for over two thirds of the study area. In order for these political entities to work toward common goals and in the best interests of the residents of the study area and surrounding areas, it is essential that we open communications among these entities and work from a common base of understanding. The North Westerville Plan is intended to serve that purpose.

Given the potential for extensive residential development throughout the study area, it is essential that a plan be devised to insure that:

- A. Adequate services are available to the area;
- B. A better balance is achieved between residential development and the non-residential tax base, and
- C. Guidelines are provided to direct the overall potential development of the area.

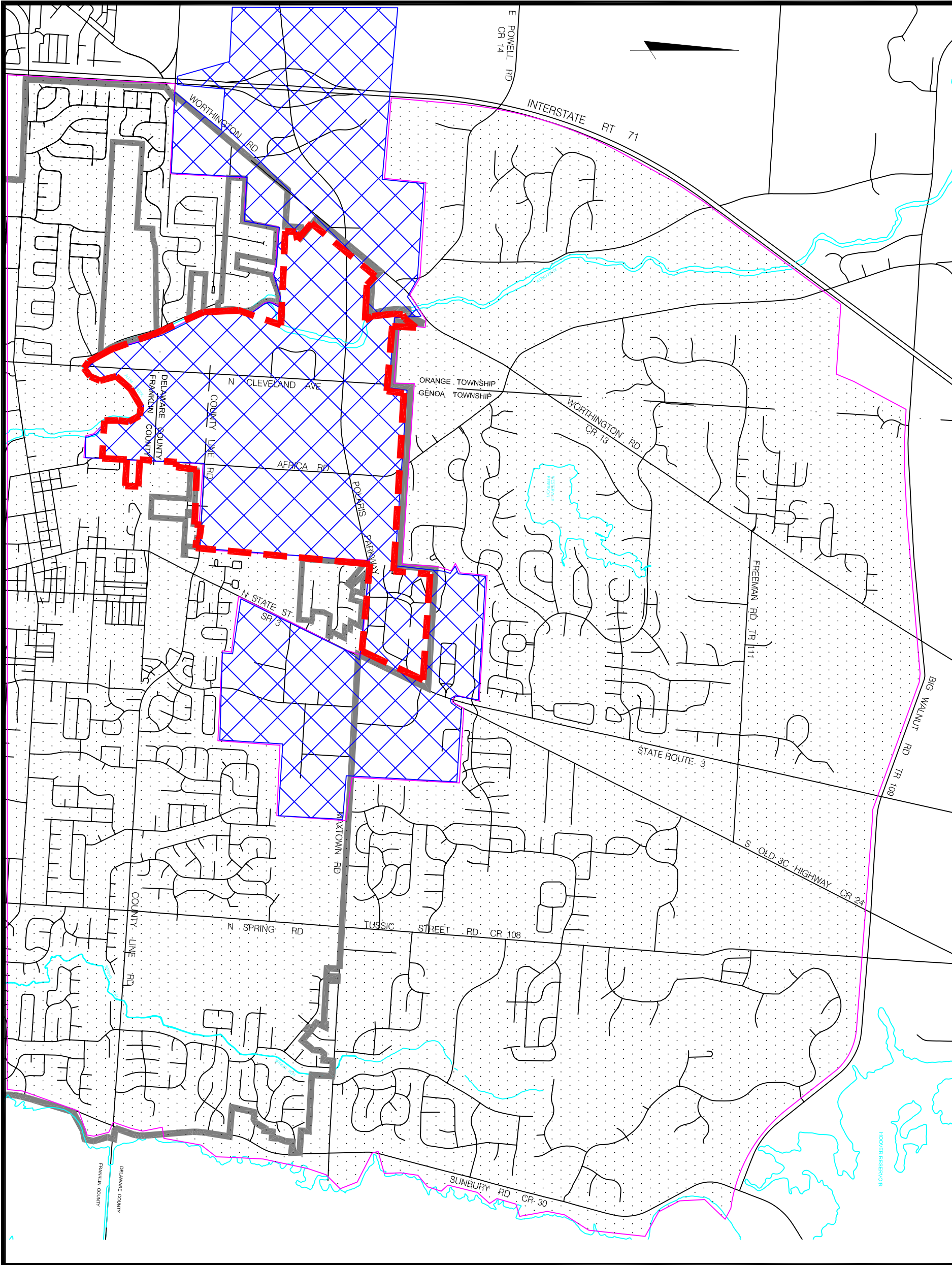
## SYNOPSIS OF STUDY AREA FINDINGS

The analysis of the study area indicates clearly that approximately 80% (7,550 acres) of the study area is either developed or committed to being developed as residential uses. Parcels of land that are included as areas committed to residential development are of course parcels already developed residentially. However, this “committed development” also includes those parcels that although undeveloped have recently gone through the process of being zoned and otherwise approved for residential development or are so located relative to other residential parcels that they can only be developed as residential in the future. This extensive residential area is depicted on Map #2 as the shaded area encompassing most of the eastern half and northern half of the study area.

There are also 1,150 acres or 20% of the study area presently committed to nonresidential uses. These areas are depicted on Map #2 with a diagonal line pattern. This nonresidential land use primarily consists of that portion of the Polaris Centers of Commerce east of I-71 and the large concentration of industrially zoned land on either side of Maxtown Road east of State Street. There is also some limited commercial zoning and development along State Street. This leaves approximately 12% or 1,100 acres of largely undeveloped land, the development of which can be directed and influenced by the efforts of this planning activity.

The 7,550 acres of residential development throughout the study area will probably develop at an average of 1.5 units per acre. This density figure is based on the fact that, other than the Medallion Club and select phases of Highland Lakes Subdivision, which are being developed at approximately 1 unit per acre, residential development appears to be developing at an average of at least 2 units per acre. After subtracting Open Space, Public Lands and areas that are undevelopable, this plan estimates that the overall density of the residential development will be on the average of 1.5 units per acre. Conservatively, the study area could accommodate approximately 11,000 dwelling units. Based on an average household size of 2.75 persons per household when the area is built out, the study area could conservatively accommodate a population of around 30,000.


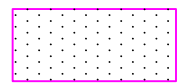


When discussing the potential for the North Westerville Planning area, it is easier to appreciate the impact of the future development by comparing it to the City of Westerville's existing physical characteristics. As of January 1, 2000, the City of Westerville consisted of 12.57 square miles (8,046 acres) and contained an estimated 12,585 dwelling units and a population of approximately 35,997 people. The projected development of the study area when built out then would in effect be doubling the number of housing units and population that presently exists within the limits of the City of Westerville.



# NORTH WESTERVILLE STUDY AREA

## MAP 2

### LEGEND

-  941 Acre Annexation
-  Committed to Residential Use
-  Committed to Non Residential Use
-  Westerville Corp. Limit

## **TRANSPORTATION ELEMENT**

### **INTRODUCTION**

The transportation element of this plan attempts to look comprehensively at all aspects of traffic and circulation as they affect the development of the study area as well as how they are affected by the development of the area. However, this element does focus on three major issues: (1) the availability of the Polaris Interchange; (2) the construction of new roads to access the Polaris Interchange; and (3) the development of a comprehensive system of arterials and collectors to relieve existing traffic congestion and accommodate anticipated future growth and traffic. The Polaris Interchange is and will be the most important single development in the North Westerville Planning area. In addition, unlike past planning efforts, it is now a fixed asset rather than an anticipated benefit. It is the focal point for both the development of the transportation system as well as the land use plan that is conceptualized in this study.

### **NEED & JUSTIFICATION**

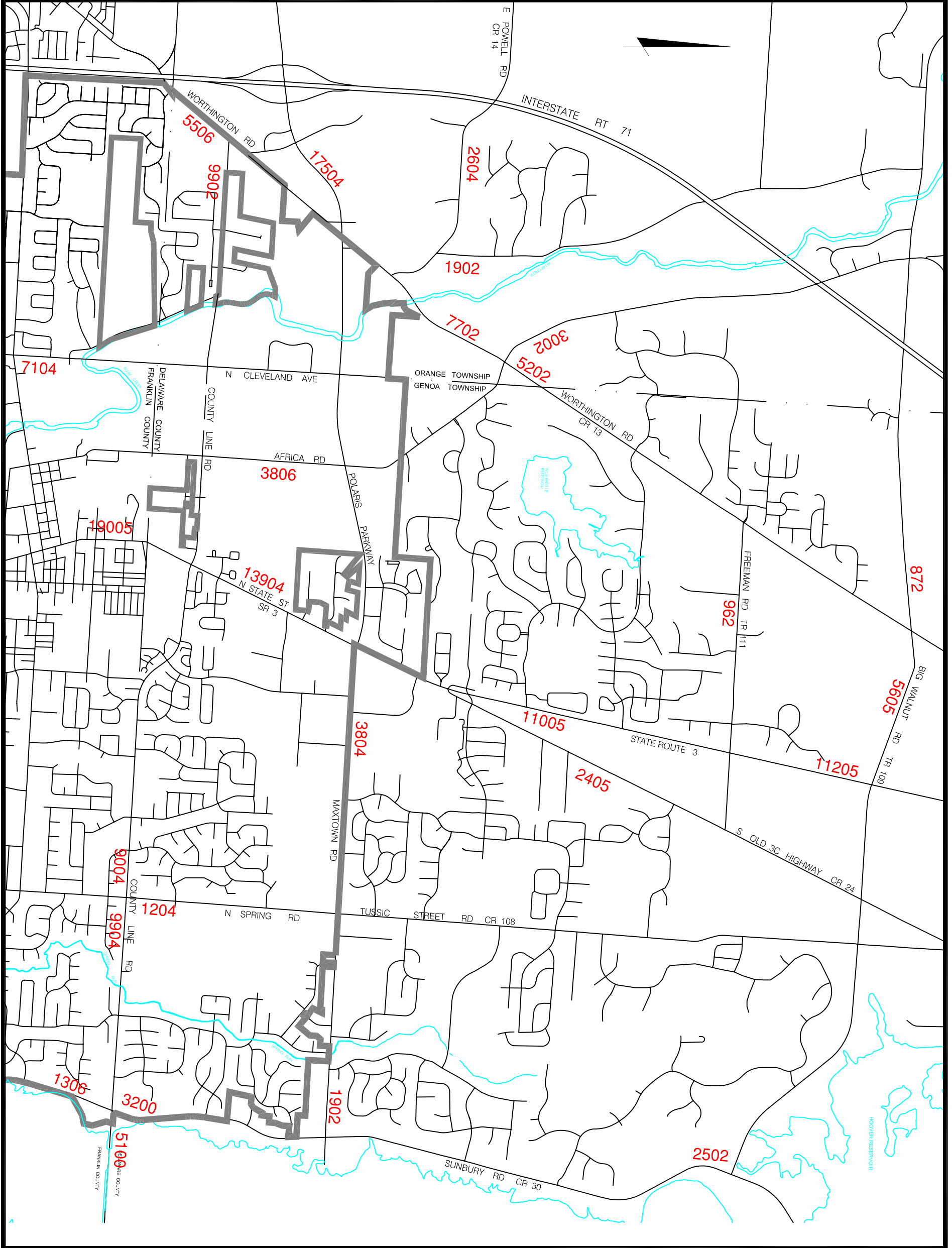
The potential development of the study area, which could result in a total of 11,000 dwelling units accommodating 30,000 people, will have a major impact on the existing and future transportation system. A comparison of existing counts throughout the study area with traffic projections for the year 2020 gives the clearest picture as to what is likely to happen in the way of growth in traffic volumes and changes in traffic flow.

Map #3 provides a summary of traffic counts taken by a number of the jurisdictions active in the study area over the past five years. With the exception of N. State Street, most of the roads in the study area are not overburdened at this point in time. However, when compared to Map #4, which shows traffic projections for the year 2020 it is obvious, that many of the existing roads will take on a very significant traffic burden. Equally important is the fact that patterns of traffic flow will be altered significantly based on recently constructed and anticipated new road segments.

The 2020 projections are from the Ohio Department of Transportation (ODOT) model used to evaluate and justify the need for road improvements and road additions in the future. It is a very complicated, countywide model that does an adequate job for looking at the countywide picture but has definite limitations when trying to analyze the amount of traffic anticipated on any given link or segment of road. In addition, because the overall model is limited by growth projections controlled at the State level, the model tends to underestimate traffic projections in areas of high growth rate, which is the case of the study area\* and

---

\*Currently the City of Westerville is processing less than 100 permits per year. Genoa Township is now processing permits at a rate in excess of 450 per year. Orange Township is adding 400 permits per year, but only a minimal number within the study area. Assuming no further changes in existing political boundaries, the bulk of permits issued will continue in Genoa Township. However, the conservative total of 400± units per year should continue on through the year 2010. Obviously, as the study area approaches saturation, the number of permits issued annually will taper off.



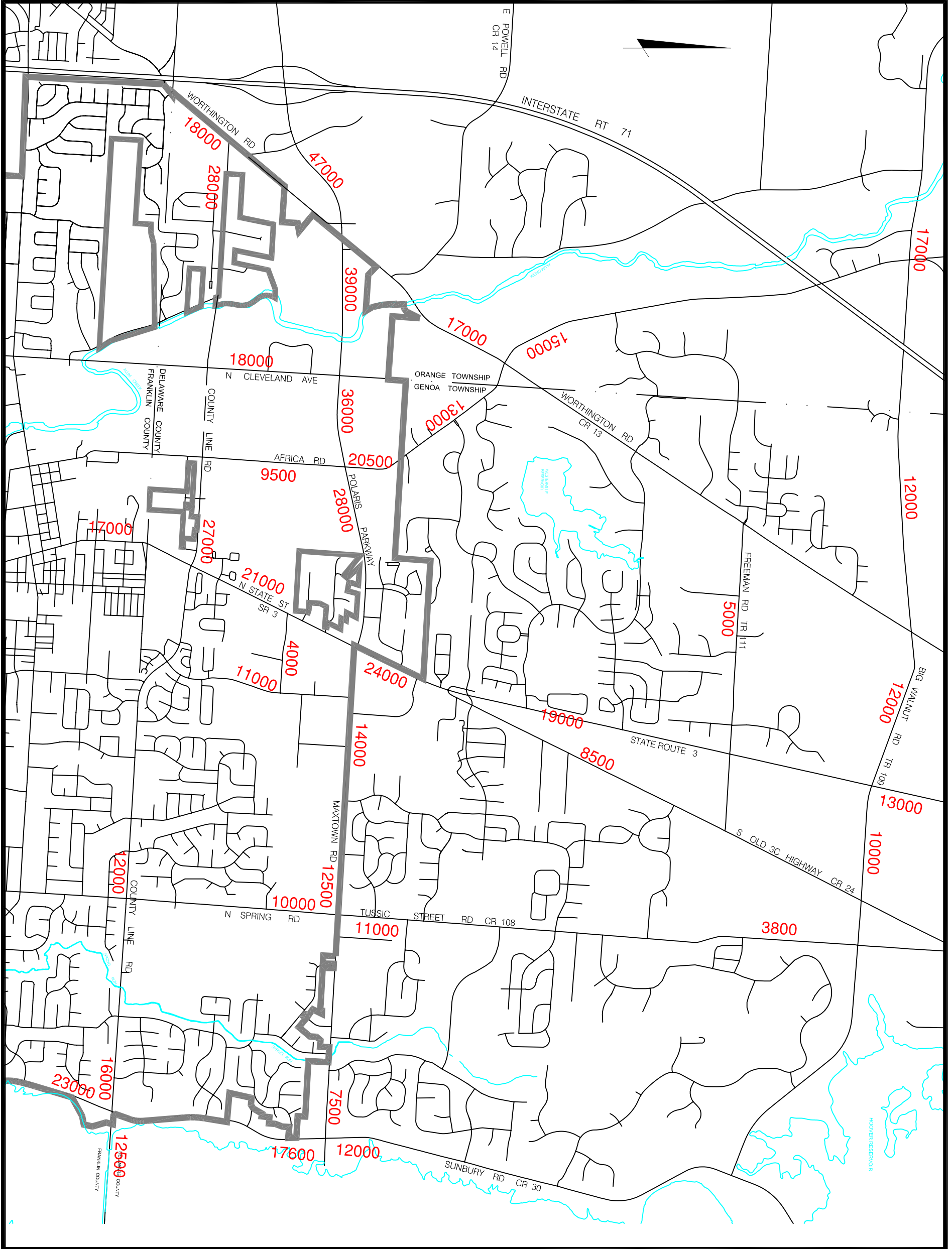
**NORTH  
WESTERVILLE  
STUDY AREA**

**MAP 3**

**LEGEND**

**Existing Average Daily Traffic  
MORPC Model - October, 1998**

**———— City of Westerville**



**NORTH  
WESTERVILLE  
STUDY AREA**

**MAP 4**

**LEGEND  
MORPC Model - Year 2020  
Average Daily Traffic**

**———— City of Westerville**

southern Delaware County in general. The end result is that the traffic volumes shown on Map #4 for the year 2020 are certainly conservative figures relative to the ultimate impact of the total development of the study area. However, they do provide a general picture as to what is likely to happen with traffic in the area.

This model has also taken into account a number of road improvements and additions that are anticipated to be in place by the year 2020 that significantly alter traffic flow patterns in the future. The most obvious characteristic of the current traffic is that for the most part it moves in a north-south direction. The reason is very simple; there are very limited opportunities to move traffic in an east-west direction. Polaris Parkway/Maxtown Road is the only significant east-west road. County Line Road will assume additional importance as it is extended to connect into Worthington Road and thereby directly or indirectly to the Polaris Interchange at I-71. It currently extends only between Sunbury Road and State Route 3 a distance of a little over two miles. Freeman Road provides even less of an opportunity for east-west movement due to its limited length of a 1 1/3 miles.

Under current conditions, 75% of the "arterial traffic" throughout the study area is traveling in a north-south direction as compared to 25% traveling in an east-west direction.

With the proposed road improvements and projected growth anticipated to be in place by the year 2020, the traffic projections indicate that approximately 57% of the "arterial traffic" throughout the study area will be in a north-south and 42% in an east-west direction. Thus, while the model is projecting that all of the east-west arterials will see major increases varying from 100% (County Line Road) to 1500% (Polaris Parkway/Maxtown Road), the north-south roads are seeing not only a general loss in percentage of total traffic but also a significant shift in the existing traffic patterns. Cleveland Avenue is projected to carry the heaviest load of north-south traffic. Likewise, Worthington Road shows a significant increase in traffic of nearly 200% because it provides direct access to the Polaris Interchange. On the other hand, S. R. 3, which presently carries the heaviest load of north-south traffic, will see a substantial reduction in these volumes by the year 2010.

Regardless of the degree of accuracy of the actual numbers projected for individual segments of road, the projected increase in traffic and shift in traffic patterns by the ODOT model appear to be reasonable predictions of what is likely to happen in the area. The model incorporates the construction of Cleveland Avenue extension, Polaris Parkway extension, and County Line Road extension; however, in order to accommodate the projected new growth and resulting traffic throughout the study area a number of other traffic improvements need to be made.

In addition to meeting future traffic demands, the new roads and upgraded roads will serve an equally important objective of relieving traffic congestion to the south within the City limits of Westerville. As discussed earlier, the lack of east/west movement through the City of Westerville and north of the City of Westerville results in excessive north/south traffic, which ultimately has to pass through the City of Westerville. This is presently causing considerable congestion especially within the City limits south of County Line Road along State Street and Sunbury Road. By providing additional east/west roadways that tie



directly into the Polaris Interchange, it is anticipated that this additional road capacity will relieve the north/south congestion in the City of Westerville. There is no doubt that in the long run as the study area fully develops, traffic on the north/south streets within the City of Westerville will once again increase and traffic congestion on the streets may be a way of life. However, without the road improvements proposed by this plan, the congestion would reach an unbearable level at a much faster rate.

The format of this element is to first identify the guidelines under which we are operating. The second step is to provide a series of general discussions on the need for additional east-west movement, north-south movement and for the development of a collector system to support the arterial system as well as provide greater access and circulation for the proposed land use element of this plan. The final step in the transportation element is a summary of recommendations concerning traffic related and circulation issues.

## **GUIDELINES**

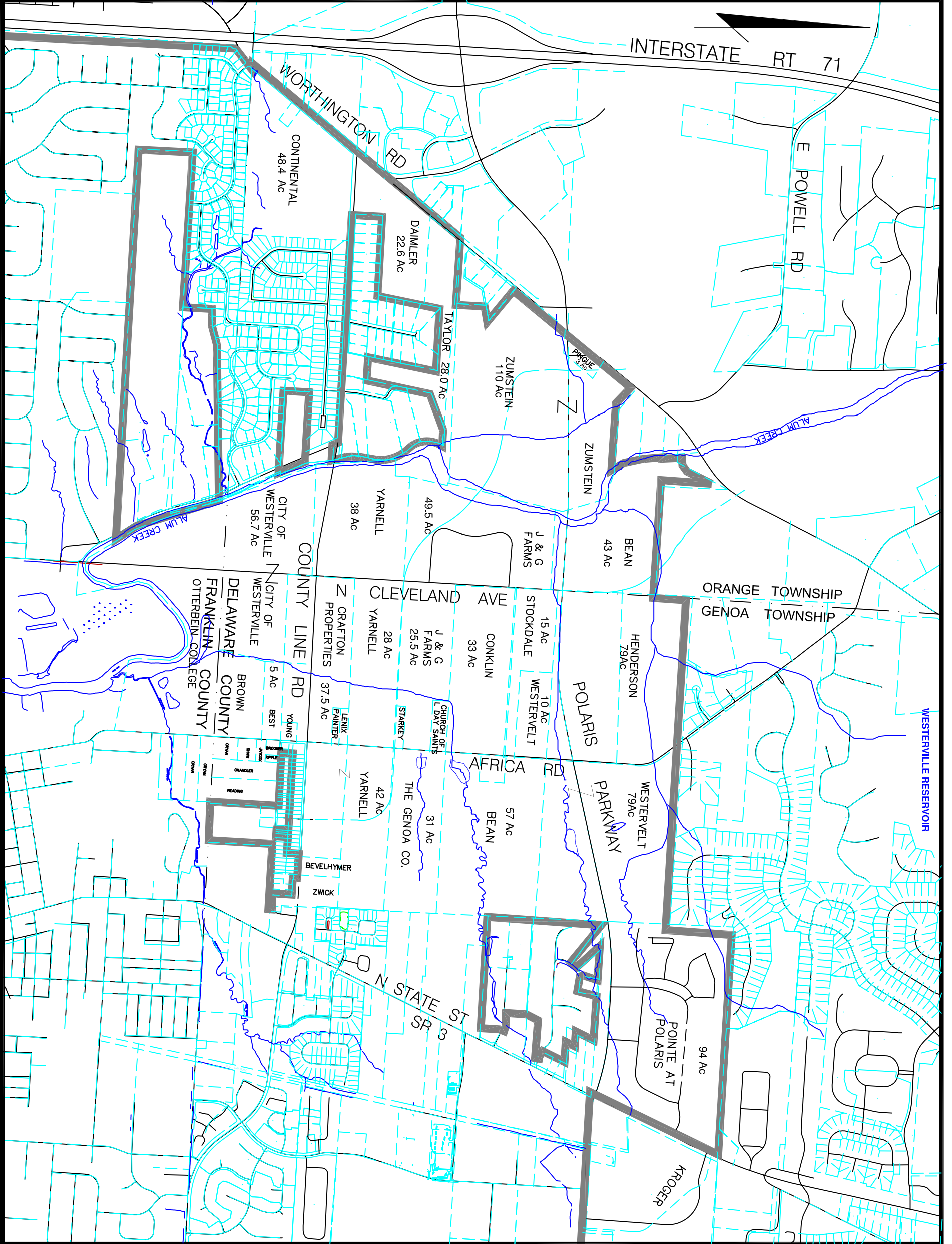
**THE EXISTING ROAD SYSTEM CANNOT ACCOMMODATE THE APPROXIMATELY 11,000 RESIDENTIAL UNITS THAT HAVE AND WILL BE BUILT IN THE STUDY AREA OVER THE NEXT 10 YEARS.** It appears certain that despite the recently completed and planned road improvements, the development is well underway and committed towards the construction of an extensive amount of residential development throughout the study area. Unfortunately, this development is occurring with insufficient public resources available to upgrade the road system in a timely manner.

**A PROPERLY DESIGNED AND FUNCTIONING ROAD SYSTEM IS THE SINGLE MOST IMPORTANT ELEMENT IN PROMOTING AND CONTROLLING THE LONG TERM GROWTH AND DEVELOPMENT OF THE STUDY AREA.** From an economic development point of view, having a road system, as well as other infrastructure, in place is the first and most important step in attracting development. Equally important, however, is that regardless of the extent to which nonresidential development occurs, a road system is absolutely needed to accommodate the anticipated residential growth in the area. The road system can be used as a tool to control new nonresidential development as well as to establish the proper relationship between the residential and nonresidential development.

**THE DEVELOPMENT OF A PROPERLY FUNCTIONING ARTERIAL SYSTEM LESSENS THE INAPPROPRIATE USE OF LOCAL RESIDENTIAL STREETS.** Although an extensive portion of the study area is already committed to residential development, the inclusion of appropriately located arterials or collector streets and the upgrading of existing arterial and collector streets adjacent to these residential areas are a necessity and key to the proper functioning of the residential areas. If adequate arterials and collectors exist in proper locations, the tendency to use local residential streets for cut-through traffic and commercial oriented traffic can be lessened considerably.

**THE DESIGNED TRAFFIC CARRYING CAPABILITIES OF ARTERIALS SHOULD NOT BE LESSENE**D BY IMPROPER LAND USE RELATIONSHIPS, EXCESSIVE CURB CUTS OR IMPROPERLY SPACED SIGNALIZED INTERSECTIONS. The City of Westerville and other public entities including the Federal Government will be spending millions of dollars in upgrading and expanding the road system in the study area. In order to gain the greatest return on this investment, the land uses in general and specifically nonresidential land uses should be designed in such a way as to minimize their adverse impacts on the ability of the road to function as designed. In other words, the land uses adjacent to these roads should take a secondary role in importance to the road system at the potential points of interaction.

**IF AN ADEQUATE ROAD SYSTEM CANNOT BE BUILT IN A TIMELY MANNER, DEVELOPMENT SHOULD BE LIMITED UNTIL ADEQUATE FACILITIES ARE AVAILABLE.** In general, if the transportation element of this plan cannot be implemented by the appropriate political jurisdiction controlling the development of land, consideration has to be given to limiting the extent of residential development throughout the study area.



**NORTH  
WESTERVILLE  
STUDY AREA**

**OWNERSHIP MAP**

**MAP 5**

**— City of Westerville**

## **POLARIS PARKWAY**

**CORRIDOR CHARACTERISTICS:** The Polaris Parkway corridor is envisioned to be the most intense corridor in the north end of Westerville. This anticipation is due to the fact that Polaris Parkway ties directly into the Polaris Interchange and that it will traverse the entire study area. While Polaris Parkway's primary purpose is to carry a very heavy load of traffic it will also provide indirect access to several hundred acres of nonresidential development. It is intended that the latter will play a secondary role to the former. In other words, as the land develops on either side of Polaris Parkway the issue of accessibility to adjacent nonresidential development will take a secondary position to the objective of maintaining the ability of the road to carry traffic.

Unlike the other corridors that will be discussed later, the Polaris Parkway corridor will accommodate a far greater diversity of nonresidential land uses. It is anticipated that to the extent retail commercial development will occur in the area it should occur in the vicinity of Polaris Parkway rather than Cleveland Avenue or County Line Road. On Page 18 in the Land Use Element, there is an extensive discussion of the distinction between retail commercial development and all other nonresidential uses relative to its potential adverse impacts on adjacent arterials. Polaris Parkway, rather than acting as a spine to the development of the corridor, should be perceived as a barrier separating development on the north side from that on the south side.

## **CLEVELAND AVENUE**

**CORRIDOR CHARACTERISTICS:** Cleveland Avenue is envisioned to be a five lane road acting as a spine to a corridor that extends from Alum Creek on the West, to Africa Road on the East, up to Polaris Parkway. This corridor would include approximately 400 acres. Like the Polaris Parkway corridor, the Cleveland Avenue corridor is anticipated to contain a mixture of nonresidential uses. However, unlike the Polaris Parkway corridor, there are no significant concentrations of Retail Commercial (Commercial Shopping Center) anticipated within the corridor. It is anticipated that this corridor will accommodate office campuses, industrial parks and mixed use zoning districts which could accommodate offices, light industrial, limited commercial retail designed to provide services to area employees. If the multi-family uses were to occur it would more than likely be along Africa Road as part of a larger mixed use project.

## **COUNTY LINE ROAD**

**CORRIDOR CHARACTERISTICS:** County Line Road is anticipated to be a five lane road from State Street west to Worthington Road. It is not foreseen to be a corridor of development with the road as the spine of the corridor. Rather, County Line Road is seen as a minor arterial providing an alternative for the movement of east—west traffic across the north part of Westerville. It is not the intent to encourage nonresidential development that is designed to dump a lot of traffic directly on to County Line Road. Development adjacent to County Line Road should be “oriented”<sup>1</sup> in a north-south direction along the Cleveland Avenue Corridor and the Africa Road Corridor. While the end result is that relatively intense nonresidential uses are being physically located adjacent to or within the County Line Corridor, the philosophy guiding the actual development should be to orient the development towards Cleveland Avenue and Africa Road and to discourage as much interruption of the east-west traffic movement as is possible. Rather than a general land use issue, the issue is one of imposing proper guidelines and design standards for each of the individual developments.

## **GENERAL NORTH-SOUTH ACCESSIBILITY**

Existing North-South accessibility through the study area is excellent. The area is bounded by I-71 on the west and Sunbury Road on the east. Spaced roughly a mile apart across the study area is Tussic Road, S.R. 3 and Worthington Road. In addition, Africa Road provides an additional alternative to access the study area from the N.W. corner. The North-South access is excellent only in relationship to existing widely scattered rural type development. As the area fills in at urban densities these roads obviously have to be upgraded to meet the toll of heavier traffic. The issue with these roads is not so much the need for new roads but how to finance the upgrading of these roads in a timely manner. This plan would recommend that the involved political jurisdictions (Delaware County, Genoa Township and the City of Westerville) develop a mechanism for funding the upgrading of these roads. Specifically, it is recommended that an Impact Fee or some suitable alternative be imposed on development in the area as quickly as possible.

## GENERAL MOVEMENT OF EAST-WEST TRAFFIC

The construction of the extension of County Line Road and particularly the recently completed extension of Polaris Parkway will go a long way toward improving the flow of east-west traffic not only in the study area, but in the City of Westerville to the south as well. These roads in turn will relieve significantly the north-south traffic congestion through the City of Westerville. However, as the study area fills in to the north towards Big Walnut, some of the same problems that exist in Westerville today could reoccur within the study area if not properly addressed ahead of time. Presently, traffic flow in the study area is limited to north-south opportunities. These opportunities consist of Sunbury Road, Tussic Road, S.R. 3 and Worthington Road from Polaris Parkway/Maxtown Road north to Big Walnut, a distance in excess of two miles. There is no opportunity for traffic to move east and west. Therefore, the north-south flow of traffic on the above-mentioned roads will be unnecessarily heavy due to a lack of opportunities to conveniently access the Polaris Interchange from east to west. In addition, without adequate east-west movement the tendency for commuters to use a maze of local access roads to move east-west becomes more of a probability.

The North Westerville Plan is proposing that in addition to County Line Road and Polaris Parkway/Maxtown Road, an additional east-west movement must be provided north of Polaris Parkway/Maxtown Road. Due to the existing commitment to extensive residential subdivisions throughout the area it is impossible to get an additional continuous east-west road from Sunbury Road to Worthington Road. Therefore, it is necessary to look at segments of roads that might provide some east-west movement and thereby provide some relief to the heavy north-south traffic. This plan recommends that a link be established between Sunbury Road and South Old 3-C Highway approximately one mile north of Maxtown Road. This alignment is referred to as the "Davidson Connector", referenced as Road #4 on Map #6. In addition, the plan recommends extending Freeman Road east of Old 3-C Highway to Tussic Road to provide an east-west link along Freeman Road from Tussic Road to Worthington Road (Road #12 on Map #6). These two road segments fall in the midst of the most heavily developed residential areas of the study area. If it can be realized, not only will the east-west flow of traffic be accommodated to some degree but the potential for minimizing unnecessary cut thru traffic on local residential roads and through neighborhoods could also be realized. In addition, with the plan for establishing these connector road links, the developers on adjacent properties can do a much better job of designing their subdivisions to accommodate the roads as well as buffer themselves from the road.

The northern most east-west road in the study area of course is Big Walnut Road. It is anticipated that there will be an interchange with the freeway at Big Walnut Road some time in the future. However, it appears that there will be very little commercial development at the intersection of Big Walnut and I-71. Therefore, it is highly likely that Big Walnut east of I-71 to Sunbury Road will always have residential properties fronting on the road. An additional benefit to establishing the two previously discussed connector links is that it would tend to lessen the impact of future east-west traffic on Big Walnut Road. Without these additional east-west links, both Big Walnut and Maxtown Road, will have to carry the

entire load of the east-west traffic. However, in anticipation that there will be an interchange at Big Walnut Road on I-71, Big Walnut should be considered as an arterial and designed to carry heavy traffic volumes to the freeway. Consistent with this role, Big Walnut will need to be upgraded from its current rural, two-lane configuration.

The residents along Maxtown Road between Tussic Road and Sunbury Road are opposed to the widening of Maxtown to the extent that all the trees lining the road would have to be removed. The provision of additional east-west movement will help reduce the impact of traffic growth on Maxtown. However, it is highly likely that given the total potential for growth in the area that Maxtown will have to be widened to four lanes. The extent to which improvements will be made will be based on current traffic studies and projections at the time engineering is completed. Because of its direct connection to the Polaris Interchange Maxtown Road must be considered an arterial and designed to carry the anticipated traffic load.

It should also be pointed out that if the potential for commercial development at the intersection of Big Walnut and I-71 is somewhat limited, the chances of a private developer participating in the construction of that interchange is significantly reduced. That means that the only way the intersection can be built is with federal assistance, which would almost surely guarantee that construction of the interchange is at least 10 years away.

## COLLECTOR SYSTEM

The previously discussed roads are considered to be either major or minor arterials. The proposal for the Freeman Road Connector and the Davidson Connector are closer to collectors than arterials in the traditional way of looking at a roadway functional classification system. However, they have been included in the previous discussion to stress the importance of establishing these roads. There are, however, three roads that need to be addressed as important collectors in the system. The first is Africa Road, which already exists as a north-south collector in the western half of the study area. This road will become even more important due to its location and the land uses that it interconnects. If and when Big Walnut Intersection is built at I-71, Africa Road will provide the most direct north-south access to the interchange. Africa Road also provides access to the west side of I-71 and direct access to the Alum Creek Recreational area. The collector extends all the way through the study area and ties into Main Street in the City of Westerville. The alignment cuts through the 941 acre annexation, which is anticipated to be a heavy concentration of nonresidential development. Therefore, the treatment of Africa Road as a convenient collector and interconnector of a variety of land uses and facilities must be given a lot of consideration. In addition, due to the fact that it has a north-west to south-east orientation that goes against the flow of the other north-south arterials, which is primarily north-east to south-west, Africa Road will also act to accommodate east-west movement as well. It is a road that due to its location and orientation to existing residential subdivisions, may actually carry a great deal more traffic than is desired. Means of dealing with this issue will be discussed in more detail under the Land Use discussions for the 941 Acre Annexation.

A second collector, which also has a north-south orientation, is McCorkle Boulevard. This is a newer road connecting Old County Line Road and Maxtown Road. The City intends to extend the road south to East Broadway. This collector would be basically an internal collector for all the industrial development from East Broadway on the south in Westerville to include all of the industrial zoning that now exists north of County Line Road. The objective of this road is to provide north-south movement for industrial traffic to access the east-west arterials of County Line Road and Polaris Parkway/Maxtown Road in order to eventually get to the Polaris Interchange. Hopefully with McCorkle Boulevard as a collector road, much of the industrial traffic that now encroaches into adjacent residential areas will have a better alternative for getting to and from their industrial destinations.

The final collector road to be discussed is the Powell Road Extension. This road is intended to connect Powell Road from its intersection with Worthington Road in a general southeasterly direction across Polaris Parkway and Cleveland Avenue to County Line Road in the vicinity of Africa Road. This road will be discussed in more detail as part of the Land Use discussion for Nonresidential development.



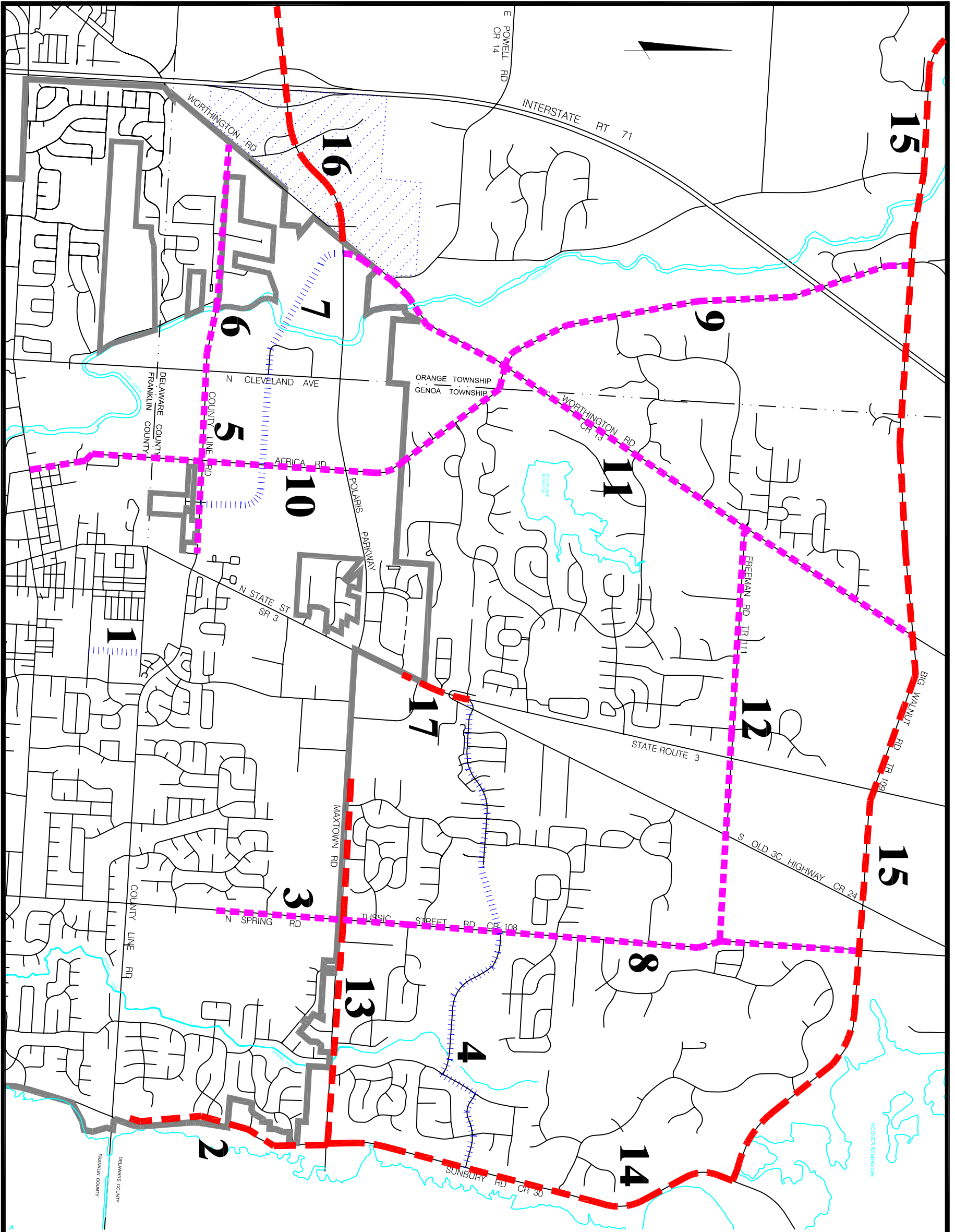
## **SUMMARY OF PROPOSED ROAD PROJECTS**

Map #6 and Table #1 summarize the road projects that are recommended by this plan to be completed as the area develops. This summary is in effect a mini thoroughfare plan consisting of arterials, collectors and local streets. Ideally, the sooner they can be upgraded or constructed the better. However, it is anticipated that many of these roads will not be upgraded until after most of the adjacent development has occurred.

**North Westerville Study Area  
Proposed Road Improvements**

Map #	Road	Limits	Improvements	Financing	Time Frame	Classification
1	McCorkle Boulevard	Old County Line to East Broadway	Extension of two lane road	City	Unknown	Collector
2	Sunbury Road	County Line to Maxtown	Widen to three+ lanes	City/Issue 2	Unknown	Arterial
3	Tussic Road	Heritage School to Maxtown	Extend as four lane road	City	Unknown	Collector
4	"Davidson Connector"	Sunbury to 3C Highway	New road	Private	2000+	Collector
5	County Line Road	Cleveland to State	New five lane road	City/federal	2000	Arterial
6	County Line road	Cleveland to Worthington	New five lane road	City/federal	2002+	Arterial
7	"Powell Rd." extended	Worthington to County Line	New road	Private	Unknown	Collector
8	Tussic Road*	Maxtown Road to Big Walnut Road	Widen pavement to 22' and resurface	Unknown	Unknown	Collector
9	Africa Road*	Polaris Parkway to Lewis Center Road	Widen pavement to 22' and resurface	County/Issue 2	Unknown	Collector
10	Africa Road	Moss Road to Polaris Parkway	Widen to three lanes	City/Private	2001	Collector
11	Worthington Road*	Powell Road to Big Walnut Road	Widen pavement to 22' and resurface	Unknown	Unknown	Collector
12	Freeman Road*	Worthington to Tussic	Widen and extend as a three lane road	County/Private	Unknown	Collector
13	Maxtown Road	Northfield to Sunbury	Widen to three+ lanes	City	Unknown	Arterial
14	Sunbury Road*	Maxtown to Big Walnut	Widen to three+ lanes	County	Unknown	Arterial
15	Big Walnut Road*	Sunbury to I-71	Widen to three+ lanes	County	Unknown	Arterial
16	Polaris Parkway	I-71 to Olde Worthington Road	Widen to seven lanes	City of Columbus	2000	Arterial
17	State Street	Polaris to Old 3C Highway	Widen to five lanes	Private	2000+	Collector

\* Delaware County Projects

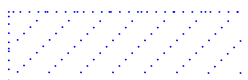


**NORTH  
WESTERVILLE  
STUDY AREA**

**MAP 6**

**LEGEND**

- Major Arterial Improvements**
- - - Minor Arterial Improvements**
- ..... Collector Street Improvements**
- City of Westerville**



# LAND USE ELEMENT

## INTRODUCTION

The Land Use Element is intended to look at those aspects of the North Westerville Plan other than transportation. However, in wading through the various components of the Land Use Element there will be several references to the transportation system in general and quite often to specific road links. The reason for this is that an underlying assumption of this plan is that with numerous opportunities for building new road segments as well as upgrading rural roads to urban standards prior to much of the development being underway, the road improvements and transportation system in general can be used to direct and control the intensity, location and general characteristics of the land uses to follow. This is a theme that will be stated several times throughout the plan.

The format for the Land Use Element will consist first of a discussion of residential versus nonresidential uses. This discussion will concentrate very heavily on the nonresidential components. The reason for this is that, as indicated in the introduction to this plan, 80% of the study area is committed to residential development and only 8% to nonresidential development. The remaining 12%, which is a highly concentrated area encompassing the 941 acre annexation, is that portion of the study area where the various involved political jurisdictions can have the greatest influence on future development of the area. It is the major goal of this plan to develop as much of the uncommitted 12% area to nonresidential land uses as possible. This area of concentrated, uncommitted land happens to lie adjacent to the 8% of committed nonresidential development; the Polaris Centers of Commerce on the west and the State Street Corridor on the East. Collectively these three areas account for approximately 1800 acres of potentially nonresidential development. The remainder of this element is to look at these areas individually and in detail. The level of detail should be sufficient to allow the political jurisdictions to review and approve plans that implement the objectives of this North Westerville Plan.

## **Land Use Distinctions**

This plan will often refer to the broad categories of residential and nonresidential development and their general appropriateness as land uses in various sub-areas of the planning area. In general terms, residential refers to single family development and nonresidential consists of retail commercial, office, industrial and multi-family development. The general approach of this plan is to designate smaller geographical areas that are either appropriate for residential development or nonresidential development. Those areas that are identified as appropriate for potential nonresidential development generally are also appropriate for any combination of the nonresidential land uses. However, the multi-family and retail-commercial uses require special attention.

The multi-family district although truly a residential land use, historically has been generally unacceptable\*\* as a residential use interspersed with single family residential development. More commonly, multi-family developments are used as transitional uses between the less dense single family development and the more intense commercial, office or industrial development. It is also much easier and more acceptable to develop multi-family uses adjacent to or within nonresidential districts especially if it is a mixed use concept. Multi-Family development, therefore, is considered a distinct land use category that is most compatible with single family development as long as it is used as a transitional or buffer land use activity.

Retail-Commercial, on the other hand, is looked upon as the nonresidential category least compatible with single family residential. It potentially has impacts on the community that are more severe and perceived to be more damaging to the community than either office or industry. The nature of retail commercial is that it is very competitive and its success, even survival, is dependent upon exposure and accessibility. Consequently, from a land use standpoint, retail commercial tends to locate in concentrations, requires extensive curb cuts for easy access and, extensive identification for exposure and even promotion of the specific land use activities. The end result is that retail commercial is a far more intense land use activity than either industrial or office development. Equally important is the fact that this intense activity occurs around the clock on a week-long basis. Office and industrial, which are basically “places of work”, result in very intense traffic and associated problems in the morning and evening peak hours primarily during the weekdays. Retail-Commercial, on the other hand, is primarily active during the evening hours of weekdays and over the weekend. The result is that the retail-commercial is far less compatible with residential development due to the time of the day and week that it is effective and the continuous intensity of the use.

This type of development also has a far greater adverse impact on the community’s street system. For example, although industrial and office development may place a greater strain on the street system during the peak hours of traffic flow, it is much easier to control the relationship between industrial and office land uses and the adjacent roadway. These types of uses do not always need direct access resulting in an excessive number of curb cuts which conflict with the movement of traffic. On the other hand, retail-commercial development, characterized by the clustering of development and an insatiable appetite for curb cuts and signage, results in a lot of cross traffic, congestion and general aesthetic confusion along our arterials. Although this plan is emphasizing the concentration of nonresidential uses in the general area of the 941 acre annexation, there is still a concern about the concentration of retail-commercial and its impact on the arterial system and adjacent residential development. Therefore, special attention will be given to the location of retail-commercial concentrations to include the development of design guidelines and priority locations for shopping centers.

---

\*\* Primarily by owners of single-family dwelling units.

## **Nonresidential Uses: Disbursion vs. Concentration**

This plan considered the possibility of disbursing nonresidential development, especially retail-commercial, throughout the study area in a way that would make these facilities more accessible and convenient to the thirty some odd thousand residents that will eventually inhabit the area. However, it became very evident due to the existing commitments to new residential development throughout the study area that nonresidential development would have to be limited to a large contiguous area bounded by the Polaris development on the west, the Highlands Lakes South subdivision on the north and the State Street Corridor on the east. This area contains approximately 1800 acres and can be broken into three sub-areas as shown on Map # 7. First, is the portion of the Polaris centers of Commerce east of I-71. This area consists of 260 acres and involves that portion of the Polaris development between I-71 on the west and Worthington Road on the east. The second sub-area would be that area from Worthington Road east to S.R. 3. This area consists of approximately 1000 acres, which is primarily the 941 acre annexation area with adjacent pockets that could be developed as nonresidential. The third area is the State Street Corridor, which is generally that area east of S.R. 3 consisting of existing industrial and commercial zoning. The State Street Corridor includes the Rosselot parcel, which is a 100 acre piece of land on the west side of State Street that is also part of the 941 acre annexation. The North State Corridor consists of approximately 550 acres.

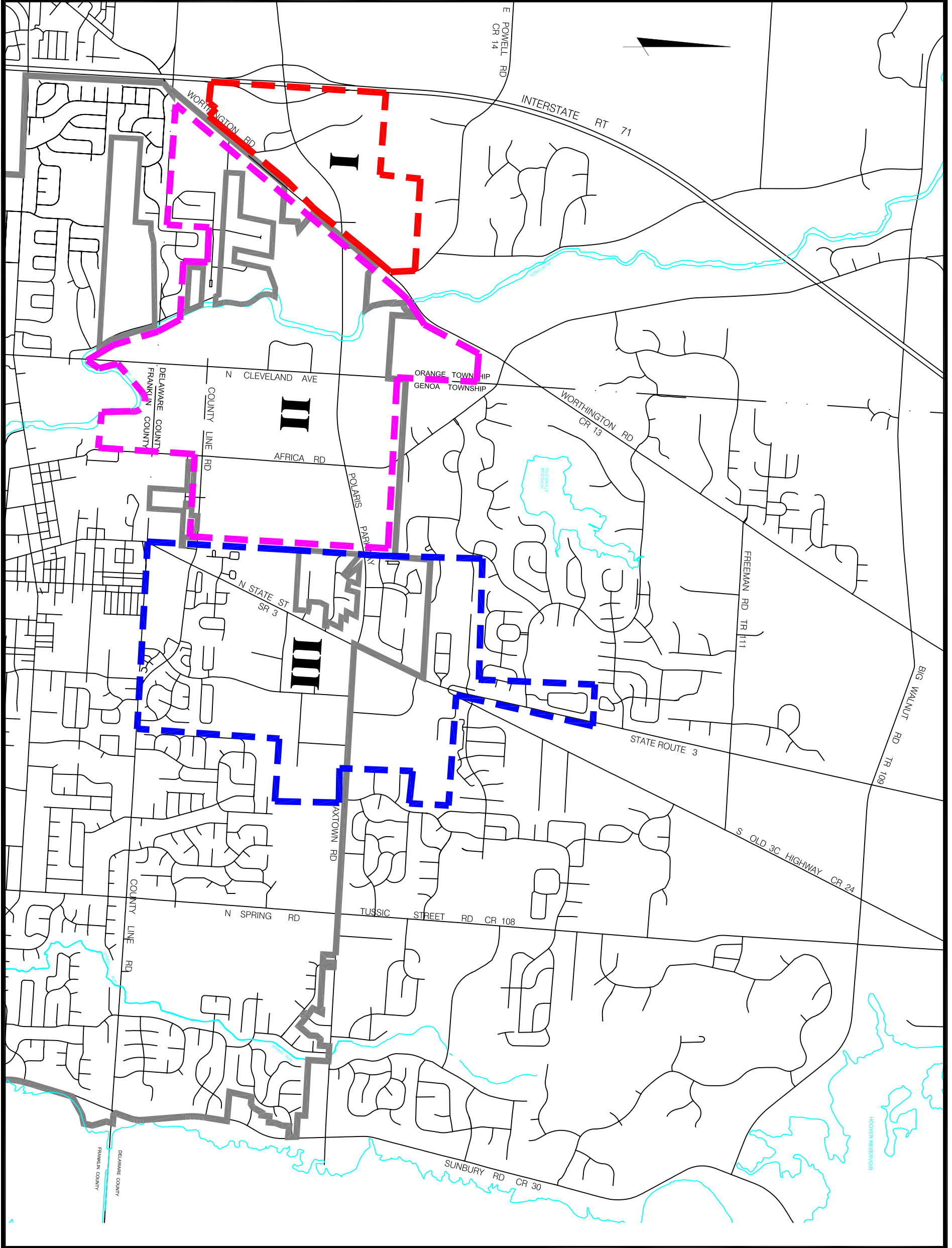
This plan deals with these three areas independent of one another. Because the Polaris Centers of Commerce already has an adopted land use plan as approved by the City of Columbus, we will treat that as a given. This plan then will concentrate on the 941 acre annexation area and the North State Street Corridor, which is Westerville's future potential non-residential development.

### **NORTH STATE STREET CORRIDOR**

North State Street is in transition. The North State Street Corridor<sup>\*\*\*</sup> contains approximately 550 acres of land that, for the most part, is undeveloped or, due to the fact that it is in transition, available for redevelopment. Because of its location, the North State Street Corridor is extremely important to Westerville's future. State Street is traditionally the backbone of the City of Westerville. With the exception of Sunbury Road, State Street is the only north-south road that passes through the entire limits of the City. It connects the Uptown area and Old Westerville to the concentration of shopping centers and backbone of the City of Westerville. With the exception of Sunbury Road, State Street is the only north-south road that passes through the entire limits of the City. It connects the Uptown area and Old Westerville to the concentration of shopping centers and employment centers in

---

<sup>\*\*\*</sup>The North State Street Corridor is defined as that area north of Old County Line Road to approximately 1/4 of a mile north of the intersection of the south of Old 3C Highway with S.R. 3. The eastern extent of the Corridor is defined by the eastern most limits of the Industrial Zoning both in the City of Westerville and Genoa Township. The western extent of the Corridor is defined by the western property line of the residential properties fronting on State Street and the Rosselot parcel on the northwest corner of State Street and Polaris Parkway.



**NORTH  
WESTERVILLE  
STUDY AREA**

**MAP 7**

**LEGEND**

- I Polaris Centers of Commerce**
- II Area 941 Plus**
- III North State Street Corridor**
- City of Westerville**

the vicinity of Schrock Road and I-270 on the south side of town. Also, because of the lack of any through east-west routes in Westerville, State Street is the one north-south road that interconnects all of the east-west roads in the City thereby interconnecting the commercial development with residential development. Because of its centralized location, State Street as opposed to Sunbury Road and extended Cleveland Avenue, will continue to be the vital north-south link between Old Westerville and “New Westerville” and between residential and nonresidential land uses.

The North State Street Corridor is bisected east-west by Polaris Parkway/Maxtown Road. Polaris Parkway is anticipated to be the major east-west arterial on the north side of Westerville from the standpoint of carrying traffic as well as interconnecting and servicing a variety of land uses. The intersection of Polaris Parkway and North State Street potentially will have to accommodate as much or more traffic than the intersection of South State Street and Schrock Road. Just as South State Street is a main entrance into the City of Westerville from the South, North State Street will be a main entrance into the City from the North.

The overall goal for the North State Street Corridor is to direct the development of a variety of land uses in such a way as to accommodate high volumes of traffic on the intersecting arterials while maintaining and even enhancing North State Street as an attractive “entrance way” to the City of Westerville.

The following issues will challenge the City in meeting the above stated goals:

1. The transformation of State Street from a basically rural residential road to an urban highway accommodating a variety of land uses;
2. The integration of commercial development with Industrial development in order to control the potential adverse impacts of traffic on adjacent arterials;
3. The transition with surrounding residential areas to prevent adverse impacts on and intrusions into the residential areas; and
4. Preservation of the traffic carrying capacity of State Street and Polaris Parkway/Maxtown Road the City’s major north-south and east-west arterials.

The transformation of State Street could result in a number of negative situations. First, there will be a tendency for the frontage along both sides of State Street to strip out with retail-commercial uses. Second, there will be a tendency to convert residential structures to nonresidential uses. Third and perhaps most important, this transformation will take place on a lot by lot basis resulting in a lack of order to development and a lot of uncertainties as to what might happen with individual parcels.

Perhaps the greatest concern with not properly integrating commercial with industrial development is the fact that we will be concentrating high traffic generators, which could have adverse impacts on the traffic carrying capacity of the arterials if not properly



controlled. Ideally by integrating these uses internally and thereby controlling their impact externally, specifically on Polaris Parkway/Maxtown Road and State Street, the better chance there is of maintaining the integrity of these arterials. Similarly, if the transition from nonresidential uses to the surrounding residential neighborhoods is not properly handled the City will be faced with long term problems within these neighborhoods due to the nonresidential related traffic and unnecessary intrusions into these areas.

## **Recommendations**

The purpose of Map # 8 is to provide a recommended land use plan in sufficient detail to assist the respective Planning Commissions in Westerville & Genoa Township in resolving land use issues in accordance with accepted common goals. The map is a land use plan overlaid on property lines to provide a clear indication on a property by property basis what the future land use is projected to be. The following narrative discusses the key recommendations that are depicted graphically on Map # 8:

**Recommendation # 1: The existing residential development on the west side of State Street, south of Polaris Parkway is to remain as residential and should not be converted to a nonresidential use.** The objective of this recommendation is to prevent North State Street from stripping out with nonresidential uses especially retail-commercial. The best way to avoid many of the adverse impacts of strip commercial development is to limit nonresidential uses to one side of State Street. Given the limited depth of parcels on the east side, the industrial zoning that exists immediately to the east of these parcels and the existing nonresidential zoning at the intersection of Maxtown on the north, it is obvious that the east side of State Street is going to be the most difficult side to maintain as a residential area. On the other hand, with the well established Ruckmoor and Blue Spruce subdivisions south of Polaris Parkway the likelihood and sensibility of maintaining the rest of the area south of these subdivisions as residential is equally obvious.

There are two potential problems in adhering to this objective. First, these are very deep lots resulting in a significant amount of undeveloped land to the back or west end of the parcels. Collectively there is going to be a lot of interest in redeveloping the area. It is going to be far more difficult to develop the area residentially on a lot by lot basis then it would be with nonresidential uses. The second difficulty that must be overcome is the fact that the area immediately west of these residential properties is being promoted as nonresidential uses by this plan. The result is that in the long run this plan recommends maintaining a relatively small pocket of residential development surrounded by commercial to the north, nonresidential to the east and nonresidential to the west.

**Recommendation # 2: The intersection of State Street and Polaris Parkway/Maxtown Road should be the primary location for a retail-commercial shopping center in the North Westerville Study area.** Specifically, located in the northwest corner, northeast corner and southeast corner of the intersection of State and Polaris Parkway totaling a maximum of 150 acres should be designated as the Polaris/State Centers of Commerce. This area consists of the Meijer Anchored Parcel in the northwest corner of the intersection totaling approximately 85 developable acres; and Kroger Anchored parcel in the northeast

corner consisting of approximately 30 developable acres; and the Solove parcels five acres of which are in the northeast corner and 30 acres in the southeast corner of the intersection. These areas are being designated collectively as the primary location for a retail - commercial center for the following reasons:

1. Within the confines of the overall North Westerville Study area, this is the area of potential nonresidential development that is furthest removed from the least competitive with the Polaris Centers of Commerce. The interchange of State and Polaris/Maxtown is at least 1 ½ miles from the eastern portion of the Polaris development and over two miles from the major concentration of commercial-retail within the Polaris development which is located on the west side of I-71
2. The interchange of State Street and Polaris Parkway is central to the study area and the 7550 acres of potential residential development that it will be servicing. Equally important is the fact that this location is centrally located to the combined area consisting of the existing limits of the City of Westerville and the North Westerville Study area.
3. This location is at the intersection of Westerville's major north-south corridor(State Street) and potentially the most significant east-west corridor (Polaris Parkway) in the greater Westerville area.
4. Locating intense commercial development at this intersection is consistent with previously adopted Land Use plans for both the City of Westerville and Genoa Township.
5. There is already a limited amount of established commercial development with the strip center in Genoa Township and a significant amount of land that is zoned for retail-commercial both in the City of Westerville (100 acres) and Genoa Township (35 acres).

Although this "commercial center" consists of three separate properties with three separate owners in three quadrants of the intersection, if this complex is treated as a single center the four previously defined challenges to the corridor as a whole can be dealt with more effectively. This plan proposes to treat this intersection as a single development by controlling the character of development along the common frontages and by developing an internal circulation system or frontage road. This frontage road would interconnect the northwest corner with the northeast and southeast corners of the intersection and would cross the major arterials at signalized intersections in a manner similar to that shown on Map # 8. The proposed frontage road of the Continental parcel in the northwest corner of the intersection could work ideally as a spine road with commercial development and the related parking on either side. In the southeast quadrant, the frontage road would act as a means of interconnecting the industrial development and the shopping center fronting on State Street. It would also act as a third road fronting the shopping center. Unfortunately, the way the shopping center is laid out in the northeast quadrant the circulation road will actually conflict directly with pedestrian traffic moving between the stores and the parking lot. This is certainly not an ideal situation. However with the out parcel under separate

ownership right at the intersection of Maxtown & State, there is not sufficient room left to allow the structures and parking to front on the same side of the road. By forcing traffic that is moving between the three quadrants or accessing any of the individual quadrants off the major arterials, to use limited access points that are signalized, the impact on the major arterials will be minimized.

**Recommendation # 3: McCorkle Boulevard which presently exists from Old County Line Road north to Maxtown Road should be extended south to E. Broadway Avenue.**

This road would follow the general alignment depicted on Map # 6. This section of McCorkle Boulevard will be extended south to E. Broadway Avenue. With the completion of McCorkle from E. Broadway north to Maxtown Road, the old industrial section of the City of Westerville, the newly developed industrial development just south of Maxtown Road in the City and the existing industrial development/zoning in Genoa Township will all be interconnected with a roadway system that for the most part is segregated from the adjacent residential areas. Therefore, it is anticipated that this industrial development will have minimal intrusions into existing and future adjacent residential neighborhoods.

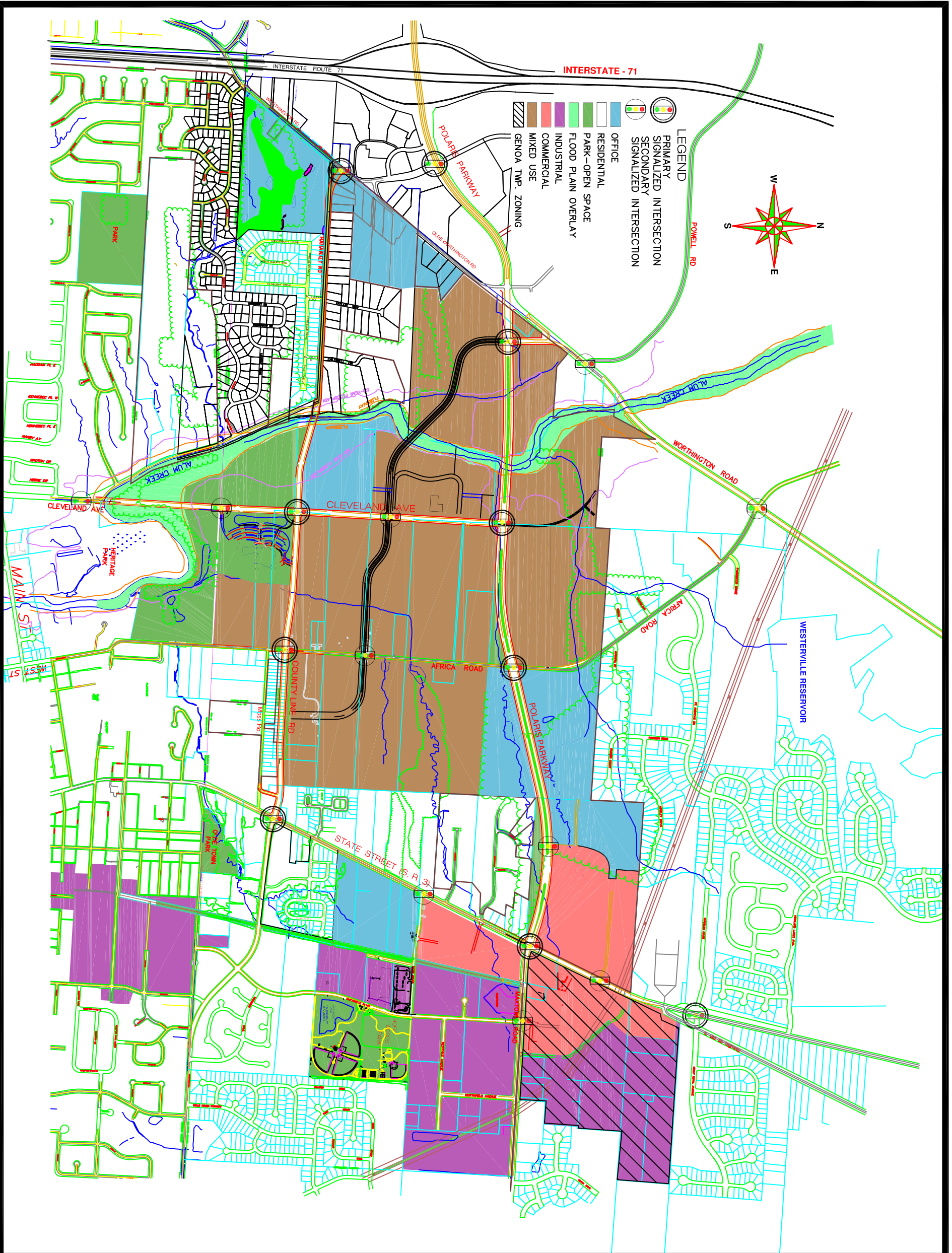
**Recommendation # 4: Interconnect the two proposed bikeways passing through the # State Street Corridor and extend them north into Genoa Township.**

The recently constructed bikeway up the abandoned railroad right-of-way from the southern part of Westerville to Maxtown Road on the north should be linked to a bikeway from Sunbury Road on the east proceeding west under the power line to Towers Park and then north following the power line to Maxtown Road. This plan suggests tying these two bikeway systems together along the south side of Maxtown Road. This connection would occur at the time that Maxtown Road is upgraded to a multi-lane arterial. This plan proposes that the "Power Line" bikeway be continued north of Maxtown Road in an alignment following the power line to North State Street. From that point the bikeway would proceed north along the east side of State Street to South Old 3-C Highway. From Old 3-C Highway north the bikeway would once again follow the old abandoned railroad right-of-way north of Big Walnut Road.

One remaining challenge to the transformation of the State Street Corridor is the east side of State Street from Old County Line Road north to the proposed commercial center on the southeast corner of State Street and Maxtown Road. This stretch of frontage is divided into three areas: the area between Old County Line Road and New County Line Road, the Windemere Development which is immediately north of County Line Road and depicted on Map # 8 as residential and the remaining area between the Windemere Development and the retail-commercial development on the north. The final two recommendations of the North State Street Corridor plan deal with the sections of State Street north and south of the Windemere Development.

**Recommendation # 5: The State Street frontage between Old County Line Road and County Line Road should maintain a residential environment of large lots and large homes similar to what is being preserved on the west side of State Street.**

The area presently consists of large single family lots fronting on State Street, which back up to a park fronting on Old County Line Road and the Windemere development on the east. The area to the south of Old County Line Road is residential. While there may be pressure to subdivide



**NORTH  
WESTERVILLE  
STUDY AREA**

**PROPOSED LAND USE**

**MAP 8**

some of the lots it should be done in such a way as to maintain the character of large lots facing on State Street while making a reasonable transition to the multiple-family development to the east.

**Recommendation # 6: The State Street frontage north of the Windemere development should be considered as transitional acting as a buffer from the more intense commercial development to the north.** It is not the intent of this plan to allow multiple family development to continue to extend north along the east side of State Street. In addition, it is highly unlikely that single family residential similar to what exists on the west side of State Street is going to remain in this area. Therefore, the best use for this stretch of state Street is a mix of uses consisting of industrial and office that can provide a proper transition between the residential development to the south and the intense commercial development to the north. The frontage should provide ideal exposure for future offices and/or light industrial development. The depth of the parcel should provide ample opportunity to accommodate a well designed layout of such uses that are compatible with and complement the residential uses to the west and to the south.

### **POLARIS-CLEVELAND CORRIDOR**

Area # 2, depicted on Map # 7, located between Worthington Road on the west and the State Street Corridor on the east, consists of approximately 950 acres. A goal of the North Westerville Plan is to develop this entire area as nonresidential uses. The following discussion is intended to accomplish two things: 1) To set forth a concept for addressing the land use issues associated with this heavy concentration of nonresidential uses; 2) To identify a number of problems that have to be overcome in achieving the objective of 100 percent nonresidential uses in the area.

The first concept to be set forth, which is also a problem to be addressed, is to develop a land use scheme that will result in minimal adverse impacts on the arterial system. The City of Westerville has spent millions of public dollars to develop a transportation system designed to carry some very heavy volumes of traffic. The first objective of the Land Use Plan is to insure that the possible range of land use alternatives will not result in degrading the ability of these roads to carry their designated traffic loads. This is a theme that should be kept in mind regardless of all other problems that may arise. The City has a unique opportunity to be out front in building a road system in a basically undeveloped area prior to any significant encroachment of new development. The overriding objective of the City of Westerville, Genoa Township and to the extent that Orange Township might be involved should be to control and use development to the point of allowing the roadway system to function as intended. In fact, a reoccurring theme of the following discussion will be the significant role that the arterials will play in dictating potential alternative land use schemes.

Map # 8 shows the road alignments relative to property lines. This map also graphically depicts suggested land uses for this general area as discussed in this section.

The general approach for looking at potential land use schemes throughout the sub-area is to consider the corridors formed by Polaris Parkway, Cleveland Avenue, and County Line

Extension and to a lesser degree the Africa Road Corridor. As discussed under the Transportation Section, Polaris Parkway is the most significant east-west road in the study area as well as the City of Westerville. The reason for this is that it traverses the entire width of the City and ties directly into the Polaris Interchange. County Line Road is also proposed to traverse the entire width of the City, tie in directly to the Polaris Interchange and cross Hoover Reservoir so as to tie the area east of the reservoir to Westerville and ultimately to the Polaris Interchange. The reason Polaris Parkway is envisioned to be a more significant east-west road is that because in addition to carrying a heavy traffic load, it also will provide the most direct access to the heaviest concentration of intense land uses.

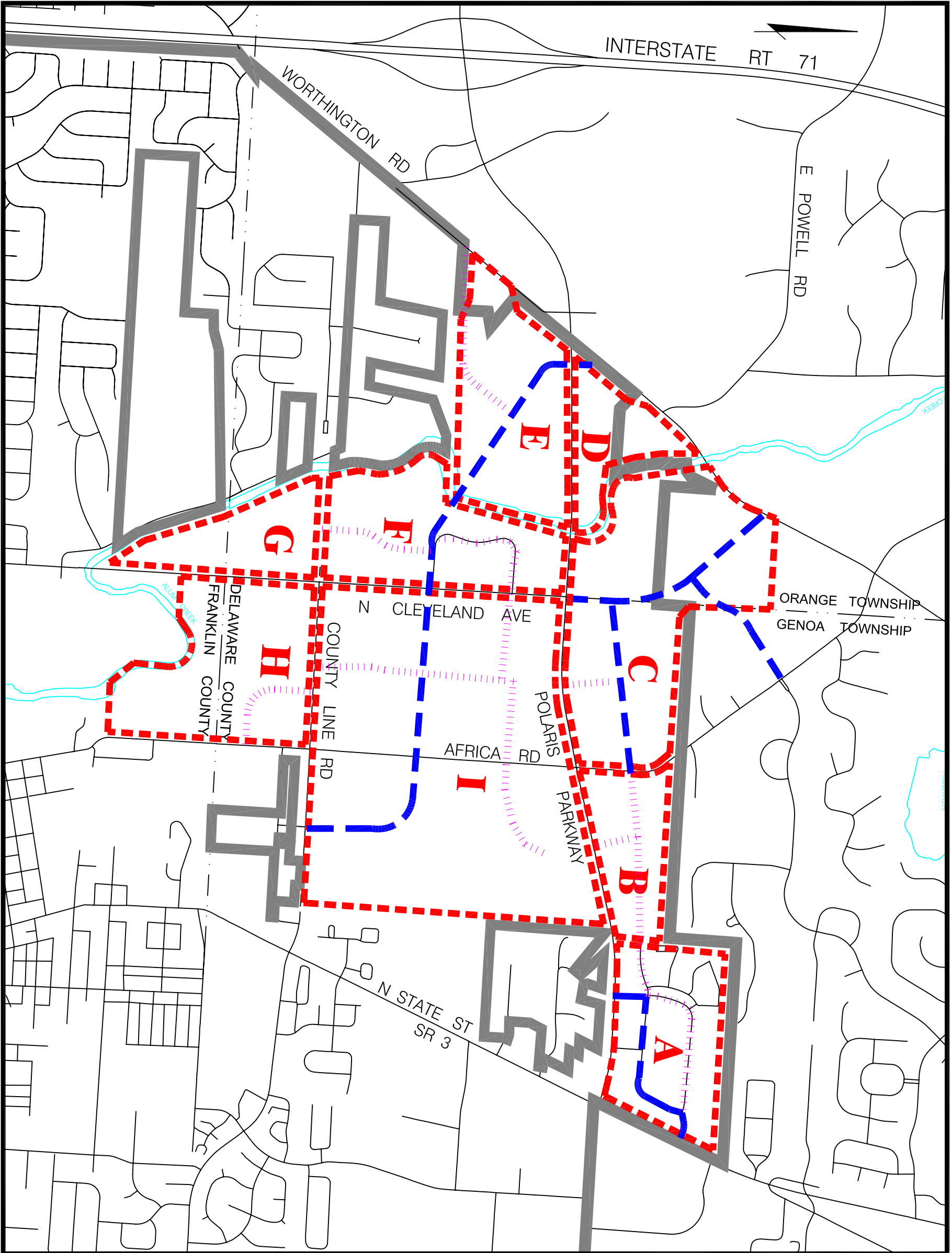
This leads to the first concept of the Land Use scheme, and that is that Polaris Parkway rather than being a spine road for a corridor with development on either side of it, is in affect a divider separating the development on its north side from that on the south side of the road. This plan therefore envisions a more intense development along the north side of Polaris Parkway with primary access off Polaris Parkway. In contrast, development on the south side of Polaris Parkway will be less intense and have its primary access along the north-south corridors of Cleveland Avenue and Africa Road

On the other hand, Cleveland Avenue is seen as a spine road connecting as well as servicing the parcels of land on either side. The land uses on either side of Cleveland Avenue are anticipated to be more compatible with one another if not similar in nature. However, Cleveland Avenue is first and foremost an arterial that is being designed and constructed to carry traffic. The development of parcels on either side of the road while being compatible and similar still must be done in such a way as to avoid adversely impacting the traffic carrying capacity of the road.

County Line Road as described earlier is an east west arterial intended to service the extensive residential development east of S.R. 3 by providing direct access to the Polaris Interchange. The road also passes through the southern portion of this nonresidential area providing secondary access for parcels fronting on Cleveland Avenue and primary access for those parcels somewhat removed from the other major arterials.





Africa Road, although a collector road when considered in the total transportation picture for the study area, may end up functioning as a minor arterial within this sub-area. Africa Road will provide the primary frontage for a number of small parcels if they are developed independently of the surrounding larger parcels that have frontage on Cleveland and Polaris Parkway. The ultimate function and alignment of Africa Road will be determined more by the timing and order of the development as it occurs. Africa Road then takes on a significantly different role in its relationship to surrounding land uses than the major arterials in the area.

The alignments of Polaris Parkway, Cleveland Avenue, proposed County Line Road and to a lesser degree Africa Road, along with other physical features of this sub-area, establish enclaves (distinct geographic areas) that can and should be developed independent of one another. These geographic areas are highlighted on Map 9 and identified as Sub Areas A through I. In addition to the road alignments, the presence of the Alum Creek Flood Plain as



**NORTH  
WESTERVILLE  
STUDY AREA**

**MAP 9**

-  **Development Subareas**
-  **Connectors  
(Primary Frontage Rds)**
-  **Secondary Frontage Roads**
-  **City of Westerville**



well as heavily wooded areas with distinct terrain features help set off these areas from one another. The land use concept of this plan is to promote the development of these areas independently of one another in such a way as to minimize any adverse impacts on adjacent arterials.

The first element of this concept calls for distinguishing between the types of land uses north of Polaris Parkway and those south of Polaris Parkway, which is seen as a divider of land uses rather than a connector. Given the existence of the Polaris Centers of Commerce, which include extensive commercial-retail development, it is assumed that the opportunity for additional major concentrations of commercial-retail in that portion of the study area east of Worthington Road will be limited. To the extent that there is a market for retail-commercial development, this type of development should be restricted to the north side of Polaris Parkway. This recommendation is consistent with the concept that in order to control access to and from retail-commercial centers and the potential adverse impact of these developments that they be limited to one side of a major arterial such as Polaris Parkway. As discussed on Page 18, retail-commercial is being treated in a special way by being somewhat isolated at selected locations. Polaris Parkway plays a key role in separating or isolating these locations from one another and from other nonresidential development. Relative to the nine identified enclaves, this plan recommends that Area "A", containing the intersection of Polaris Parkway and State Street, as the preferred concentration of commercial-retail should the market warrant only one such development in the immediate area. The justification for selecting this area as a prime concentration of retail-commercial is outlined in detail in the section of this plan entitled State Street Corridor.

Area "A" at the northwest corner of Polaris Parkway and State Street, is in the process of being developed as a Major Retail site. The site was selected based on control location, access and character of the land.

Area "B" is a single parcel of land consisting of approximately 50 acres of which the eastern one third is heavily wooded. The terrain in this parcel increases in elevation approximately 50 feet going east from Africa Road, creating a transition from the relatively flat land from Africa Road west of Alum Creek and Area "A" to the east, which is relatively flat and open but higher in elevation. The combination of wooded area and rising terrain provides an excellent environment for office or multi-family uses. These types of uses are such that they can be designed into the surrounding environment and/or landscape in such a way as to take advantage of the sites features and minimize the destruction of trees and other terrain features.

Area "C" could, based on its location on the North side of Polaris Parkway, its generally flat open terrain and its excellent access from Polaris, Africa and Cleveland (extended), accommodate any type of non-residential land use. The presence of Alum Creek and its east/west tributary on the site also provide opportunities to incorporate open space into the overall development. Given the extensive Retail development at the Polaris Centers of commerce and at the State/Polaris intersection, the preferred use for this site would be office uses with limited Retail supportive of the adjacent office environment.



**Area “D”** is isolated from the rest of the study area by Alum Creek and fronted on the sides by Worthington Road and Polaris Parkway. Although it presently has residential structures on the site, it is not anticipated that these parcels can or will want to remain residential in the future. It is therefore an area that could be an alternative for retail-commercial development if it were not for the fact that it was adjacent to the Polaris Centers of Commerce, which undoubtedly will contain some retail development. Any significant amount of retail-commercial development in this area could potentially overwhelm Worthington Road in the future. Therefore, it is the recommendation of this plan that Area “D” be designated for mixed use zoning. This basically means that the potential development could be any combination of office, industrial, and some limited retail-commercial. Although multi-family could be included in a mixed use zoning, it is not anticipated that multi-family would be an appropriate use at this location.

**Area “E”** is also envisioned to be a mixed use zoning but with little if any opportunity for retail-commercial development. The reason for this is that Old Worthington Road, which forms the western boundary of this parcel, is intended to be left as a local street. It was certainly the intent of the Polaris developers to discourage through traffic when they developed the existing road system. As Area “E” develops, it should recognize the intended limitations of the use of Old Worthington Road as well as the fact that there is a significant concentration of residential development immediately to the south. There is a heavily wooded area along the southern boundary of this parcel that can act as a buffer to the residential development. However, that wooded area for the most part is not under the control of the owner of this parcel. Therefore, the developer must anticipate uses that can exist compatibly with the residential development to the south. The key to the development of this parcel is the development of an internal circulation system with controlled access points that would minimize the impact of this development on Old Worthington Road and the use of multi-family or office institutional along its southern boundary to lessen any impacts on the residential development to the south.

**Area “F”** consists of two parcels under separate ownership containing approximately 85 acres. The area is set off by Polaris Parkway on the north, Cleveland Avenue on the east, County Line Road on the south and Alum Creek on the west. It is an area that will have excellent access to these three arterials and provides an excellent setting due to the flood plain along its western boundary. This plan proposes that this area be the prime location for Class A office space in the study area. This area is envisioned to be a series of office campuses or office parks with controlled access to the three arterials. The existing floodway guarantees a significant amount of open space and a setting that would be very attractive for such developments. The fact that Cleveland Avenue leads to a freeway intersection to the south and is convenient to the Polaris intersection to the west reinforces the potential of this site for Class A office space.

**Area “G”** is similar to Area “F” in the sense that it is defined by the Alum Creek Flood Plain on the west, Cleveland Avenue on the east, and County Line Road on the north. However, there are probably less than 25 developable acres in this quadrant. Because of these flood plain limitations for development and the compatibility of recreational uses with this flood plain area, the City of Westerville acquired this area to address City needs for a large

outdoor soccer complex. The need for this facility was identified in the City-adopted Parks and Recreation Plan - PROS 2000.

**Area “H”** will more than likely serve as an area of transition between the office/industrial development to the north and the existing residential development to the east and southeast. This plan proposes a mixed use development (zoning) that would allow for a mixture of office development along Cleveland Avenue, potential office development along County Line and multi-family along the southeast portion of the area adjacent to Africa Road and conversely maximize the access to Cleveland Avenue and County Line Road. Africa Road neither has the capacity to accommodate more traffic nor is it desirable to force more traffic on to Africa Road and potentially through the residential areas to the south.

Consistent with and supportive of the office environment along Cleveland Avenue, the City of Westerville has purchased the western portion of this site and is proceeding with development of a Community Recreation Center facility.

**Area “I”** is an extensive area of approximately 350 acres extending from Cleveland Avenue on the west three fourths of a mile to the east and from County Line Road on the south to Polaris Parkway on the north, a distance of well over a half mile. This is an area for which it is very difficult to predict what should happen in the future. It is surrounded by nonresidential development to the north of Polaris Parkway to the west of Cleveland Avenue and to the south of County Line Road. It also has well established residential to the east and southeast. Africa Road runs through the middle of the site north and south, and though it is an established road, the present alignment does not have to remain fixed. Unlike the other sub-areas, there are a number of smaller parcels imbedded within this sub-area. If these parcels are developed independently and piece meal, it will be very difficult to control and coordinate the development of the various parcels. In addition, the area east of Africa Road is going to be the area that is most difficult to preserve for nonresidential development. It is an area that should provide for some transition from the existing residential development to the east and to the south. It is going to be an area that naturally will accommodate residential given that Africa Road can act as a separator between residential to the east and nonresidential to the west. This plan shows a variety of uses for the area to include office, industrial, and limited multi-family. It is an area that could go in a number of different directions depending upon whether the parcels are developed piece meal or whether there are a limited number of developers controlling the various parcels.

## **PLAN IMPLEMENTATION**

The above conceptual plan is designed to promote a land use scheme that accommodates the greatest amount of nonresidential development but not to the detriment of an expensive arterial road system. Vice versa, the road system is being used to establish a land use concept. In order to achieve these objectives, it is necessary to develop detailed concepts that can be used to implement the general plan. Two concepts that will be employed to implement this plan are a frontage/connector road system and design guidelines. The

primary goal of these concepts is to discourage if not prevent development from fronting directly on arterials.

### **Frontage/Connector Road**

Map #8 depicts a conceptual land use plan in accordance with the above discussion. This land use plan is overlaid with a roadway network consisting of arterials, collector streets, and frontage/connector roads and potential signalized intersections. The former two categories are discussed extensively under the transportation section of this plan. The frontage/connector roads are discussed in detail under this land use section because of their importance in promoting the land use scheme outlined in this plan. Map #9 highlights the frontage and connector roads relative to the previously discussed sub areas for easier reference.

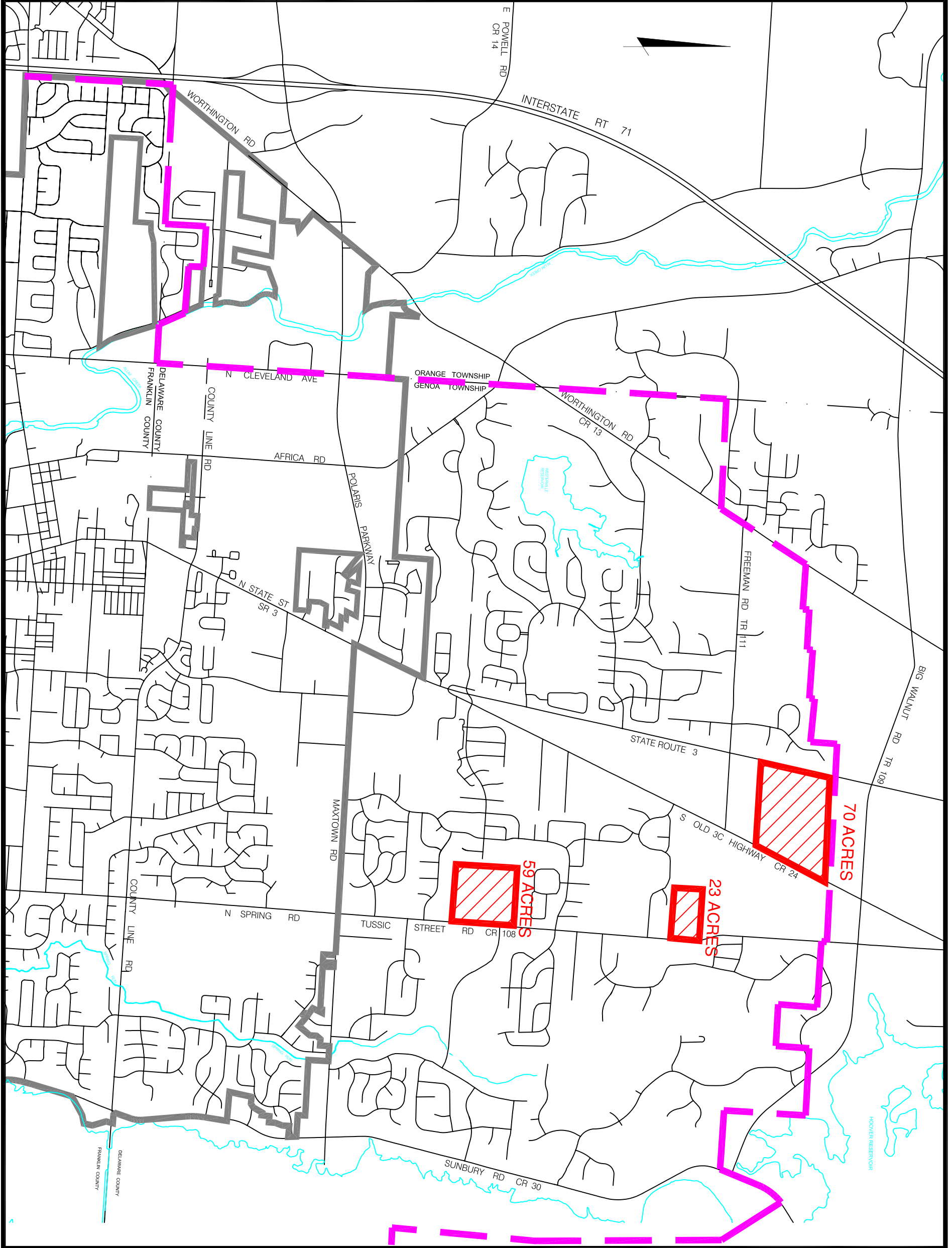
These frontage roads are designed to accomplish two objectives. First, to provide a system of local access roads that provide direct access to the variety of nonresidential uses in the area. This will allow local traffic to travel within and between the areas, containing a variety of nonresidential land uses, described above. This in turn will relieve a lot of the localized traffic from having to use the arterial system to get from one local point to another. Second, the frontage road system will provide an alternative location for the nonresidential development to set up traditional developments with immediate and convenient access and more direct exposure. This in turn will lessen the pressure to locate these uses directly fronting on the arterial system.

This proposed system recognizes the need to integrate on a limited basis a number of sub-areas that potentially will contain similar and compatible uses. This internal circulation system will allow for localized traffic to travel between the sub areas without being forced on to the arterial system. The third concept of the use of frontage roads is depicted in Area "A" where a series of roads interconnect perimeter roads and provide extensive frontage opportunities in anticipation of a heavy concentration of retail-commercial development.

There are also secondary frontage roads depicted on Map #9 that are intended to exemplify additional concepts of how access to and through a site can be provided while minimizing their impact on adjacent arterials. In Area "A" there is a street coming from the west and connecting into the secondary frontage road to allow for some interplay between office/residential development and the adjacent commercial development. In Area "B", the frontage road shows need for an internal circulation system to serve a less intense area, which contains no potential for a signalized intersection. The layout as shown also depicts the need for proper spacing from the signalized intersections and between secondary curb cuts along the same frontage. The layout of the frontage roads and spacing of the curb cuts I designed to discourage cut through traffic by making it less convenient and thereby less effective. The frontage road in Items "F" and "I" show the appropriateness of interconnecting frontage roads between sub areas and across major arterials where there is the opportunity to limit the number of curb cuts to one along a given frontage of an arterial. By having only one curb cut it is possible to align them and reduce the potential for confusion due to cross traffic and interrelated development on either side of the arterial. A problem with lining up

the secondary curb cuts is that if there is sufficient traffic to warrant a signalized intersection there undoubtedly will be pressure from the adjacent developments to signalize the intersection. A secondary road can also be used to interconnect a number of small parcels. The objective here is to locate curb cuts along property lines assuming a worst case scenario that these parcels will develop independently.

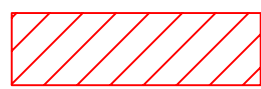
Perhaps one of the most significant aspects of a frontage road system is that with some degree of certainty we can predetermine where the signalized intersections should and will occur. Therefore, Map #8 also depicts two categories of signalized intersections that we should anticipate in the future. First, there are those intersections of two arterials or an arterial and a collector street. These are intersections that without doubt at some point in the future will be warranted and therefore signalized. The second category of intersections are those involving an arterial or collector with a frontage road. These are intersections that more than likely will be signalized upon total development of the related sub area. However, there is always a possibility that they may never be warranted. Certainly the chances of them being warranted and signalized are much further down the road than those intersections involving two major roads.



# NORTH WESTERVILLE STUDY AREA

## MAP 10

### LEGEND



**Possible School Sites**



**School District**



**City of Westerville**

## SCHOOLS

This plan recommends that as the area develops Genoa Township and the City of Westerville involve the school district to insure that it has a “first right of refusal” on sufficient land in the area to accommodate their needs. The City of Westerville can accomplish this to a degree through a provision in the Subdivision Regulations that allows the City to set aside land for schools or park sites for up to three years. This provision does not require the owner or developer of the property to provide land for the school district or for the City for park use. However, it does provide a period of time (three years) to allow the school district and/or City to negotiate the purchase of the site at fair market value. However, this provision is effective only for small sites consisting of 10± acres. A campus setting consisting of 100 acres or more could not be “negotiated” through this provision of the Subdivision Regulations due to the fact that it could require a property owner to “set aside” the entire parcel.

Given the rate of absorption of vacant land in the study area it is reasonable to assume that properties available for the School District will not be available for much longer. In light of the high rate of absorption of the larger sites, the school district may be forced to consider individual sites for a high school, middle school and elementary school. In anticipation of this occurring, the school district would be looking at the following site configurations:

High School	-	65+/-	acres
Middle School	-	35+/-	acres
Elementary School	-	11+/-	acres

The Tussic Road corridor would continue to a desirable location for these sites.

In light of the possibility that the school district may not be in the position to acquire the needed sites prior to these sites being purchased for development, it is the recommendation of this plan that the City of Westerville acquire the required sites and “land bank” them until the school district is in a position to purchase the sites. While this recommendation may seem somewhat radical, it does emphasize the feeling of the Planning Committee that preserving land for future expansion of the school system is one of the most important elements in assuring quality development in the area. In addition, the availability of future school sites could play a major role in maintaining the quality of the school system as it directly affects the City of Westerville.

## **PARKS AND OPEN SPACE**

The terms park land and open space encompass a variety of land uses as it pertains to the study area. Open space for example can consist of private land, which is accessible only to a select portion of the population, and public open spaces that are available to the general public. Park land on the other hand is generally considered to be public land and can either be passive or an active park. Passive park land would in most cases be very similar to open space that is available to the general public. A third general category that doesn't fit into either open space or park land is the golf course. There are presently two golf courses within the study area both of which are private courses and therefore accessible to only a limited portion of the population. However, a public golf course operated by the City of Westerville, the County or the Township would be considered a specific type of public park.

The purpose of a park and open space element in any comprehensive plan is twofold. First, whether it is through open space, park land or a combination of the two, these land uses are necessary to offset the urban densities which otherwise tend to spread out in an uninhibited and sprawling manner. The park land or open space would serve to maintain to some degree a "natural environment". Second, the park land and golf courses are necessary to meet certain recreational needs of the associated community.

The parks-open space component of the North Westerville Plan addresses the following four areas:

1. The preservation of natural areas to include flood plains, wetlands and wooded areas;
2. The establishment of a green belt or buffer area separating the concentration of nonresidential development from surrounding residential areas;
3. The extension of existing or proposed bikeways to the study area; and
4. The need for additional park sites in the study area.

## **NATURAL AREAS**

It is a goal of this plan to preserve as much of the designated flood plains and wetlands as possible. In addition, this plan identifies a number of heavily wooded areas throughout the study area that should be given serious consideration for preservation as well.

The flood plain is delineated on Map #8 as a combination of the floodway and floodway fringe. The floodway by definition is an area that must be preserved for the conveyance of the 100 year flood waters. This in essence prohibits the placement of any structures or the modification of the terrain within the floodway. The floodway fringe is an area subject to inundation by a 100 year flood but is available for development if done in accordance with flood development regulations. From the standpoint of preserving the flood plain for open space, the floodway, which is basically undevelopable, will more than likely be made available to the City to maintain as open space and for access to the river channel.

However, if it is the policy of the City or the Township to maintain the floodway fringe as open space or for recreational purposes the governmental entity involved should anticipate having to purchase this land.

The areas designated as wetlands are under the control of the U.S. Army Corps of Engineers. While the City is not directly involved with the decision as to whether or not a developer is meeting the wetland regulations, the City can through the North Westerville Plan and other devices encourage the developers to avoid development of the wetlands all together.

This plan defines a number of wooded areas throughout the study area that should be given serious consideration for preservation. There has not been any attempt to evaluate the value of the various wooded areas or compare them against one another as far as prioritizing which ones need to be saved. The intent of this plan is to identify wooded areas so that as development occurs the developer as well as the responsible governmental entity are aware that the wooded areas should be evaluated and considered for preservation.

There are basically two options available to the governmental entity to insure the total or partial preservation of the flood plain, wetlands and wooded areas. First, is the outright purchase of these areas by the governmental entity. Second, is a trade-off with the developer whereby the governmental entity provides some development incentives such as higher densities adjacent to the areas to be preserved.

## **GREEN BELT**

This plan is recommending that we develop a heavy concentration of nonresidential uses consisting of approximately 1700 acres. This area extends from the Polaris Centers of Commerce on the west to the State Street Corridor on the east. This concentration is surrounded by residential development primarily consisting of single family development. This plan, therefore, is also recommending that a green belt or buffer area be established to separate this intense concentration of nonresidential development from the existing and proposed residential development. The combined use of natural areas such as the flood plain along Alum Creek and wooded areas in conjunction with additional parks could accommodate this separation of uses.

The Alum Creek flood plain accomplishes two objectives. First, it breaks up the intense expanse of nonresidential development extending from Worthington Road to State Street. Second, particularly to the south and north of the nonresidential area, it also provides a buffer from the existing and proposed residential development.

There are some strategically located wooded areas that can easily tie into the flood plain and provide the continuation of the green belt along the northern edge of the nonresidential development to the east of Alum Creek and along the southern edge of the nonresidential development to the west of Alum Creek. With the inclusion of a park site or other public facility that provides open space, such as a retention/detention basin, strategically located east of Africa Road the green belt can be extended for the most part in a north/south direction to separate the residential development along the west side of State Street from



the nonresidential development along the east side of Africa Road. For those areas that have no natural buffers as described above, this plan sets forth in the Design Guidelines a recommendation that the nonresidential development provide ample rear yard setback and landscaping to complete the green belt/buffer concept.

## **BIKEWAY EXTENSIONS**

This plan recommends the extension of existing and proposed bikeways into the study area. This would include extending the proposed Alum Creek bikeway through the study area to 1-71 for further extension to Alum Creek Park to the extent that it is physically possible to pass under 1-71. As indicated in the North State Street Corridor plan, the proposed bikeway to be extended north through the City of Westerville along the abandoned railroad right-of-way and the bikeway proposed to be extended under the power lines from Towers Park north to Maxtown Road should be interconnected along Maxtown Road and extended on north into Genoa Township and eventually connect to the railroad right-of-way north of South Old 3-C Highway.

The Delaware County Regional Planning Commission in conjunction with Genoa Township is investigating the possibility of including a bike path proceeding north of Maxtown Road along Spring Run to the proposed east—west “Davidson Connector”. The bike path would then follow the “Davidson Connector” west to Old 3C Highway where it would join the proposed north-south bikeway along the abandoned railroad right-of-way.

## **NEW PARK SITES**

The final component of the parks and open space element of this plan is to address the need for future park sites throughout the study area. In anticipation that 80% of the study area will develop as residential and thereby accommodate a total population in the vicinity of 30,000 people, the need for park land that is available for the general public becomes very important. The objective of identifying potential park sites or the need for additional park sites in the plan is to both encourage and assist the appropriate public entity in getting the necessary park land as the land develops. From the perspective of this plan, the approach to obtaining future park sites will vary based on which political jurisdiction the potential site is located in.

Within the limits of the City of Westerville, the following sites are being identified as most appropriate for future parks to serve the City’s growth.

Spring Road/Heritage Site: This location is being recommended by this plan as a future park site. PROS 2000, the City’s official park plan which was prepared in 1997, recommended the need for a neighborhood park in the one mile square formed by County Line Road on the south, Maxtown Road on the north, Spring Road on the west and Sunbury Road on the east. The Otterbein parcel, which fronts on Spring Road and is immediately north of the Heritage Middle School is the only remaining parcel of any size in this square mile area to accommodate a park. Therefore, it is the recommendation of this plan that a park be located on a portion of the Otterbein parcel ideally adjacent to the Heritage Middle School. This location would allow the park to serve both the recreational needs of the adjacent school complex as well as utilize an

existing wooded area for part of the City park system. The ultimate size and shape of the park would have to be determined based on actual needs of the school system and the City.

**Africa Road Site:** There will be a need for a park somewhere west of S.R. 3 within the 941 acre annexation. This plan recommends locating the park along the eastern boundary of the 941 acre annexation east of Africa Road and west of the residential parcels fronting on State St. This location would allow the park to serve as a buffer between the existing residential established along State Street and the proposed nonresidential to be developed along Africa Road. This site also offers an opportunity to blend the park into a wooded area that could at least be partially preserved. The ultimate size and shape would be determined by the actual need of the City.

**Alum Creek Park Extension:** It is assumed that the City of Westerville will continue to utilize the Alum Creek Flood Plain as a location for a variety of open space and Park needs. In addition to using the river and associated Flood Plain as part of the Green Belt buffering the intense nonresidential development and as a bikeway, it appears appropriate that at least portions of the Flood Plain could be used for a neighborhood park site.

Within that portion that will remain in the townships, it is not as simple to point out specific sites as was the case in the City of Westerville. There are two reasons for this. First, there are two very large golf courses that both eliminate possible sites as well as reduce the need for additional park sites in the immediate area. Second, most of the residential development in Genoa Township and Orange Township are developed within planned residential districts. Genoa Township has consistently obtained common open space as part of these developments that is ultimately turned over to the Homeowner's Association of the subdivision. This land is normally not available as park land for the general public. The fact that these open spaces and the golf courses, which are to a limited degree recreational facilities, exist within the townships, the need for additional park land becomes somewhat less defined.

## ECONOMIC DEVELOPMENT

The previously defined objective of developing a concentrated area of nearly 1500 acres as nonresidential development is extremely ambitious to say the least. Given the competition from the Polaris development in the immediate area and from a number of Commercial Centers that are either under development or proposed throughout the Central Ohio area in general, it will take in the vicinity of 10 to 20 years for this area to develop. In order to insure a reasonable pace of development over this stretch of time, it will be necessary for the City of Westerville to develop an economic development program to promote this area. While it is not the purpose of this plan to prepare a detailed economic development program, it is the intent of the plan to discuss in general terms the need for such a program and the type of issues that must be addressed by the City.

One thing is very clear. In the immediate future, there are going to be more opportunities and greater pressure to develop this area with residential uses than with nonresidential uses. To assist combating the pressure to develop the area residentially and to enhance the opportunities to develop the area nonresidentially, the City must develop a strategy to draw attention to the nonresidential development possibilities of the area as well as create a favorable environment for the development of these uses. This strategy should include the following components:

1. Defining the role of the City of Westerville in the area of Economic Development;
2. Developing a Capital Improvements program required to service the area;
3. Consideration of Economic Development incentives;
4. The Economic Development strategy should have a citywide basis.

The role of the City must be clearly articulated at the outset of the establishment of this Economic Development strategy. For example, the role of the City could be that of facilitator or developer. As a facilitator, the City could take a very aggressive role in marketing and promoting the economic development possibilities within the City. In other words, it could take on a role traditionally associated with the Chamber of Commerce. On the other hand, as a developer, the City could become actively involved with the purchase, leasing and/or selling of land in conjunction with landowners in the area or other developers. Regardless, of the role the City chooses to pursue, it must present a consistent public position that landowners, residents, developers and businesses can understand and relate to.

It is a stated assumption of this plan that the first step in attracting nonresidential development is the provision of appropriate utilities and services for the land to be developed. This is one of the major reasons for the development of the North Westerville Plan; to recognize the development potential for the area and to insure that the proper utilities and services are available in a timely manner. This plan in essence is a Capital Improvements Program for the development of an adequate road system, the extension of utilities and the provision of services to accommodate both residential and nonresidential development in the future.

The third area to be addressed in any economic development strategy is that of development incentives. Because this area generally deals with the City providing some sort of tax relief in return for promised economic growth and jobs, it is an area that can be very emotional and politically sensitive. The emotions and political sensitivity normally are focused on such issues as the treatment of all businesses within the City of an equitable basis and the impact of tax relief on the school district as well as the City. Within the context of economic development incentives, there is an additional issue that is somewhat unique to the City of Westerville and that is the impact of the Local Option Process on the future development of the City. The Local Option Process is the process set forth in the Ohio Revised Code through which residents of local communities determine on a precinct by precinct basis the rules governing the sale of beer, wine, mixed drinks, and spiritual liquors by the package within the communities. Because of the history and tradition associated within the City of Westerville as a “dry city” and being the national home of the Temperance Movement, the possibility of any precinct with the City limits becoming “wet” is obviously an emotional issue. Therefore, it is an issue that could have a significant impact on the commercial portion of the nonresidential development. The City as a governmental entity has no formal or legal role in determining whether a precinct becomes “wet” or stays “dry.” However, the attitude expressed publicly by the City on Local Option issues can significantly influence voters and developers alike. It is an issue that needs to be discussed and the position of the City clearly articulated as part of an overall economic development strategy.

Finally, any economic development strategy developed for the study area should be within the context of the city-wide development program. By focusing only on the nonresidential development possibilities within the study area to the north, there is a concern that future development of the study area would be at the expense of existing nonresidential development within the existing City limits. Therefore, the recommendation is that strategies encouraging new development on undeveloped tracts as well as redevelopment of established tracts be included as part of the city-wide economic development strategy.

## **DESIGN GUIDELINE OBJECTIVES**

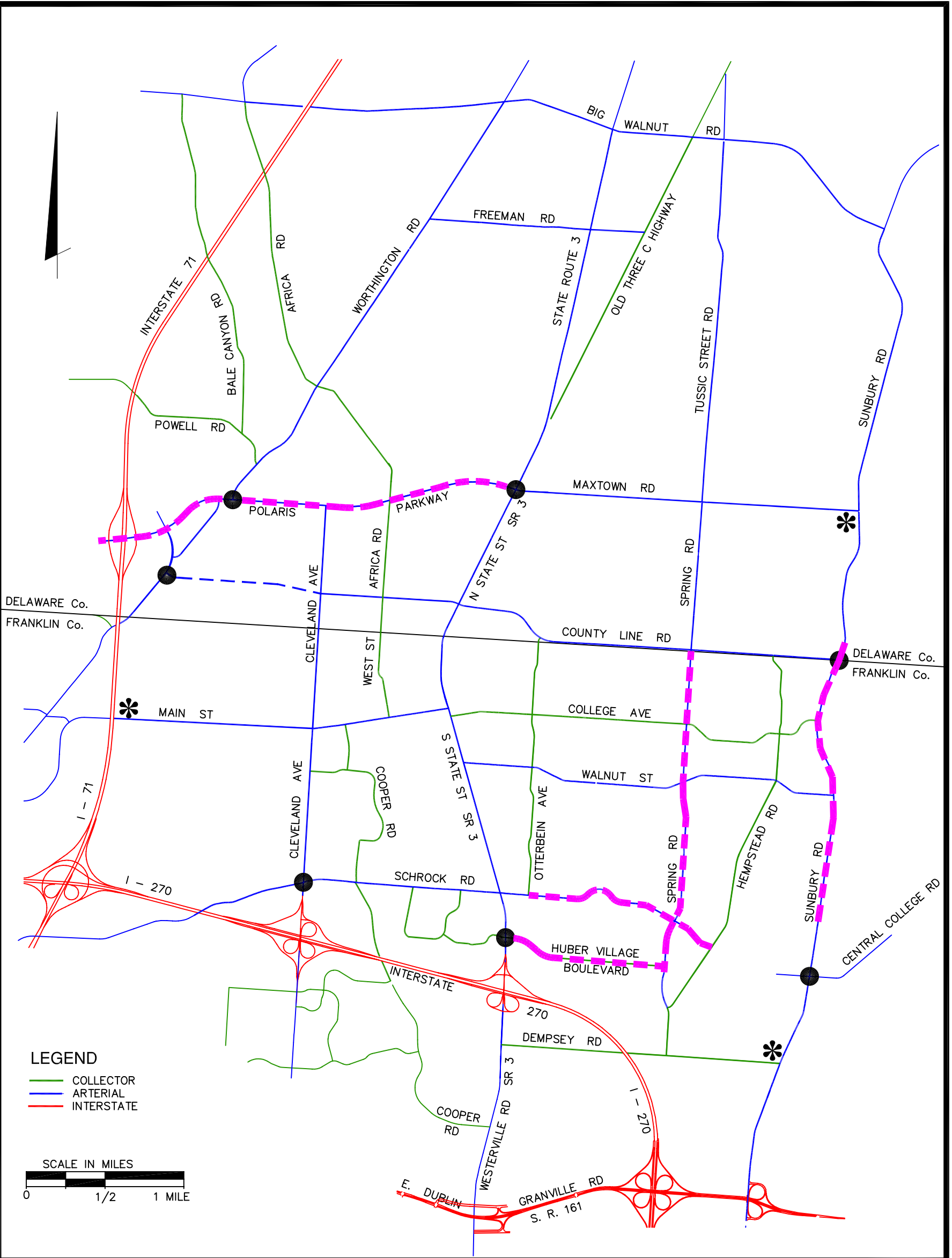
The City of Westerville has spent and will be spending millions of public dollars to build the extension of Polaris Parkway, Cleveland Avenue and County Line Road and to upgrade Africa Road and North State Street. It is the goal of the North Westerville Plan to encourage the development of extensive nonresidential land in the immediate vicinity of these roads. A major challenge of this plan is to provide for the development of this nonresidential land without significantly reducing the ability of the roads to carry their intended traffic loads. It is the strategy of this plan to utilize the new roadway network, by way of its general alignment and design, to establish the setting for the general location and development of the various nonresidential land uses. A second component of this strategy is to provide guidelines for the development of the nonresidential parcels designed to minimize their impact on the adjacent arterial road systems.

The Land Use section of this plan provides the general orientation and establishes the general relationship between the road system and land use concepts. It is the purpose of these design guidelines to provide the details as to how the nonresidential land use should be developed to minimize its impact on adjacent arterials. These guidelines are intended to accomplish two goals:

1. To provide a sense of direction to appropriate staffs, Planning Commissions and developers for designing office complexes and industrial sites within the North Westerville Plan study area; and
2. To provide an arena for give and take between landowners/developers and public officials relative to varying minimum development standards in order to accomplish the general objectives of this plan.

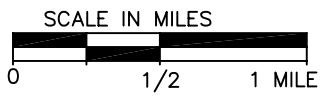
The land ownership pattern of parcels adjacent to the proposed roadway alignments offers an excellent opportunity to impose the enclosed guidelines without placing an undue burden on existing or future property owners. There are approximately eight miles of frontage along these new arterials that could be developed as nonresidential uses. The proposed road alignments and present land use patterns result in 24 separate sections of street frontages that must be dealt with. These frontages vary in length from 500 feet to a half mile, with over two thirds being in excess of 1000 feet. Perhaps most important is the fact that under the present land ownership pattern there are only 14 separate property owners to deal with. Overall, this is a very manageable situation for imposing development guidelines to the level of detail suggested in this plan.

“Entrance Features” are design features that this Plan suggests be selectively applied in the North Westerville study area. These are design features that should be put in context of the total transportation system and land use scheme for the City of Westerville as a whole. There are in fact a number of “entranceways” into the City of Westerville both existing and potential. In addition, there are a number of arterials in the southern part of the City that serve similar purposes in the way of carrying through traffic and accommodating nonresidential development. Therefore, the appropriateness of constructing entrance features and boulevard medians should be considered for all streets throughout the City. Existing or potential “entranceways” are highlighted on Map #11. Five of these “entranceways” lead directly into residential subdivisions; Five occur at concentrations of



**LEGEND**

- COLLECTOR
- ARTERIAL
- INTERSTATE



**NORTH  
WESTERVILLE  
STUDY AREA**

**MAP 11**

**LEGEND**

- - - Existing Boulevard
- \* Residential Entrance
- Commercial Entrance

nonresidential development; and one ‘entranceway’, County Line Road at Sunbury Road, enters the City in primarily a residential area that contains a small amount of nonresidential development. While this North Westerville Plan suggests that Polaris Parkway at Worthington Road, County Line Road at Worthington Road, and North State Street at Polaris Parkway should be treated in a special way to identify them as entrances to the City, the plan also recognizes that if and when the opportunity arises the remaining four entrances at So. Cleveland, So. State Street, So. Sunbury Road and Central College Road should be treated in a similar manner. Because the remaining “entranceways” are entering residential neighborhoods, this plan is recommending that no special features be incorporated into the improvements of these roads to identify them as entrances to the City with the possible exception of signage.

## **GUIDELINES FOR ACCESS CONTROL:**

In order to preserve the traffic carrying capabilities of the major arterials discussed above, it is the intent of this plan and the objective of the following guidelines to discourage the development of single uses and small nonresidential complexes along these arterials. This is achieved conceptually by limiting the number of curb cuts and signalized intersections through restrictive spacing requirements and by demanding adequate land to develop multi-use complexes that function properly and are attractive. However, in recognition of a goal of this plan to support and encourage small businesses and small users, this plan is proposing the development of an extensive system of frontage roads and collector streets. To remain consistent with this goal, the following design guidelines, which are intended to be more demanding and more restrictive, shall apply only to the major arterials in the North Westerville Plan. The development of businesses regardless of size that occur along the frontage roads and collector streets shall be governed by the development standards of the underlying zoning districts as set forth in the Planning & Zoning Code of the City of Westerville.

### **A. CURB CUT CONTROLS**

1. Any curb cut providing access to a parcel containing a single or multiple non-residential use shall be located.
  - a. At a minimum distance of 500’ from unsignalized intersections;
  - b. At a minimum distance of 750’ from signalized intersections;
  - c. At a minimum distance of 375’ from property lines.<sup>\*\*\*\*</sup>
2. Curb cuts (along the same frontage) in addition to meeting the above standards must also be separated by a minimum of 750’ from centerline to centerline.
3. Minimum separation between curb cuts shall also apply across property lines.

---

<sup>\*\*\*\*</sup>This distance may be less if there is an established development with established curb cuts that would guarantee the minimum separation between curb cuts of 750’.

4. Where existing parcel frontages are insufficient to meet these minimum standards (less than 750'), the single curb cut allowed per frontage shall be designed to give the greatest separation possible and when feasible be combined with adjacent parcels to achieve the above separation standards.
5. Parcels with two frontages, one of which is less than 750' may be denied a curb cut on the subminimum frontage if adequate access can be provided from the larger frontage.
6. In order to accommodate conflicting storage lanes for left turns, curb cuts on opposite sides of an arterial shall be separated by a minimum of 200' if offset to the left and 400' if offset to the right.

## **B.. INTERSECTION CONTROLS**

Secondary Street intersections with arterials shall be designed with the following guidelines in mind.

1. Signalized intersections shall ideally be at least 1250' apart, but no less than 1000';
2. Intersections shall be designed and spaced with the intent to be signalized (when warranted) or not to be signalized.
  - a. Signalized intersections (when warranted) should occur only at intersections with collector roads or frontage roads.
  - b. Traffic signals generally should not be utilized at intersections serving private roads and parking lots.
3. Intermediate curb cuts (between signalized intersections) shall be permitted only if they meet the curb cut separation requirements and are designed to discourage (minimize) cut-thru traffic.

## **C. RIGHT-TURN-IN; RIGHT-TURN-OUT ACCESS POINTS**

These facilities should only be used as traffic control devices for the safe and efficient movement of traffic, not as a convenience or compromise for a full curb cut. They should only be allowed where;

1. There is a median to physically prevent left turning movement
2. The possibility of acceleration or deceleration lanes enhance the safe use of such facilities.
3. They can be properly designed into the frontage and front yard, relative to adequate width & depth, of the property being serviced.



## **LAND USE DEVELOPMENT GUIDELINES**

The following guidelines are primarily intended to be applied to retail commercial centers. However, the specific guidelines can and should be applied to all non-residential uses when appropriate.

- A. Conceptually, retail centers should be located on only one side of an arterial to;
  - 1. Minimize traffic conflicts between pass-by traffic and shopping center traffic; and
  - 2. Reduce or minimize the visual pollution and resulting confusion along arterials, particularly at the major entrances to the City.
- B. Retail centers and other non-residential complexes should be oriented and designed to function with its surrounding community (Sub area) as delineated by major arterials.
- C. Development standards should be designed to discourage if not prohibit the subdivision of large acreage parcels into small lots that will result in piecemeal development that is difficult to coordinate.

These concepts are discussed in greater detail in the Land Use Section of this plan. Given these very restrictive and significant control devices, the following guidelines in conjunction with the traffic oriented guidelines are intended to provide the means of accomplishing these objectives.

### **D. SITE CONFIGURATION**

Retail commercial centers shall be designed so as to avoid becoming a strip commercial facility resulting in excessive curb cuts and exposure to arterials. In order to accomplish this objective the following guidelines shall apply:

- 1. The width to depth ratio for Retail centers shall not be greater than three (3) to one (1);
- 2. The minimum depth for Retail centers shall be 375’;
- 3. Retail centers shall provide adequate internal circulation to avoid the necessity of excessive access and exposure to abutting arterials;
- 4. Within the sub area (community) defined by arterials, Retail centers shall be tied directly together through a coordinated circulation layout; and
- 5. All utilities shall be installed underground including transmission lines whenever possible.

## **E. SITE & BUILDING ORIENTATION**

Commercial and Industrial complexes shall be designed and oriented on its parcel of land to avoid (presenting) creating a “back yard” that is distracting and unpleasant to neighboring uses.

1. When adjacent to a flood plain, wetland or other natural area, the complex should be designed to incorporate these natural features as open space and amenities associated with the complex. A complex should avoid “turning its back” and cutting off physical access to and visibility of these natural areas.
2. The backs and sides of buildings within these complexes should be designed with the same materials as used for the front of the buildings to the greatest extent possible.
3. Loading docks, trash (bins) and other and other outside storage shall be properly designed as part of the individual buildings or into the overall complex so as to minimize their exposure to and impact on neighboring uses.

## **F. OUT PARCELS**

Out parcels will be accepted and encouraged in Retail Centers provided the following issues are addressed:

1. Provide adequate circulation to and from the “out parcel” so as not interfere with the parking and general circulation of the center;
2. The buildings are as large as possible so as to appear as an extension of the retail center, not as an independent use;
3. The building (parcel) is located so as to visually breakup the normal “sea-of-asphalt” or parking lot associated with a retail center;
4. No additional signage beyond the normal tenant of a shopping center (no ground sign and one wall sign); and
5. That in response to obtaining an out parcel, the applicant shall provide additional amenities such as:
  - a. An extended, landscaped setback.
  - b. Additional landscaping.
  - c. Architectural considerations.

## **G. SETBACKS**

Setback requirements are intended to respect the proposed use and enhance the character of the associated road.

1. The minimum setbacks for pavement and buildings shall be 25 feet and 50 feet respectively from the road right-of-way for Polaris Parkway and those portions of State Street with retail-commercial frontage;
2. The minimum setbacks for pavement and buildings shall be 50 feet from the road right-of-way for Cleveland Avenue and County Line Road.

## **H. SIGNAGE GUIDELINES**

The following Signage Guidelines are intended to reward retail centers that front on internal frontage roads and penalize centers that front on the major arterial in an attempt to discourage such orientations.

1. Retail centers oriented internally along a frontage road in addition to signage permitted by the Planning & Zoning Code, along the frontage road, may be eligible for the following additional signage:
  - a. Signage identifying the center on the sides or backs of buildings “facing” on to the arterial;
  - b. A ground sign at the access road(s) off the arterial provided it meets the following limitations:
    1. Maximum height of 15’;
    2. Setback 25’ from the right-of way; and
    3. Maximum size of 100 sq. ft.
2. Retail centers that are oriented externally toward the arterial, the signage permitted by Code is further restricted by the following:
  - a. One ground sign only in accordance with the size and setback requirements established by Code; but limited to eight feet in height.

## **I. OVERVIEW CONTROL**

No development shall be allowed to occur within the Polaris -Cleveland Corridor or the North State Street Corridor that by itself would obstruct or create a major impediment toward the implementation of the road system or land use scheme set forth in this plan.