A. History

In February 1998, the City of Upper Arlington initiated a process to update the community's Master Plan. The previous planning document, the Comprehensive Master Plan, was adopted in 1962.

The master planning process was initiated by City Council to enhance the overall quality of life of the community and provide a better decision-making framework for a broad range of City issues. City Council also had a desire to improve the long-term fiscal health of the community. The Master Plan addresses important issues related to land use, economy, community appearance, community facilities and services, housing and transportation. These issues are addressed in Master Plan Volume 1: General Elements.

1. Public Involvement

As part of the master planning process, City Council made a commitment to engage anyone that had an interest in the City's future. This commitment began in February 1998 with the creation of a 35-member citizen steering committee (called the Community Vision Partnership or CVP), appointed by City Council, that reflected the diverse interests of the City: citizens, business leaders, civic and neighborhood organizations, and elected and appointed leaders of the community. The Committee was organized to "lead and oversee" the planning process and "charged with the duty of reviewing the present Master Plan…[integrating] the new topics and [updating] established sections into a new Master Plan for the City of Upper Arlington." The CVP's role was ultimately to facilitate consensus around decisions related to the plan.

Community Vision Partnership
"Upper Arlington deserves nothing less than a highly-effective Partnership team that embraces and accepts accountability for creating the community's future and effectively addressing in the present, those issues and challenges vital to attaining that future… Together we will have the ability to achieve a master plan that is more than that which would be the sum of the Partnership Team members' individual efforts."

Community Vision Partnership
Introductory Letter to Members
February 1998

An extensive community involvement program involved hundreds of residents, local leaders, businesses and other stakeholders in generating ideas, transforming ideas into goals, and identifying strategies for achieving those goals. Seventeen public events were held over a period of 19 months that brought Upper Arlington together, provided opportunities to debate important issues, and resulted in a clear vision of the future of the City.

2. Study Areas

The Master Plan emphasizes enhancing the City's commercial areas with an emphasis on improving the appearance, fiscal contribution to the City, and over all quality of life of residents.

In order to better understand these areas, the City and CVP initiated Study Area Plans for the main commercial areas in the City. This began in early 2000 and paralleled the work to develop policies of the Master Plan.

Like the Master Plan, the Study Area planning effort included significant opportunities for public involvement – most significantly the three-day workshop in May 2000 and the community forum in October 2000. The Study Area planning effort also included opportunities for major property owners to participate as the process was underway.

This document – Master Plan Volume 2: Study Areas Report – summarizes the analysis and recommendations for the Study Areas.

Public Involvement Highlights

April 1999 - Idea Gathering: Six brainstorming meetings throughout the community.

May 1999 – Goal Setting: Ideas organized into goal statements at two meetings.

November 1999 – Community Summit: Key existing issues and goals reconciled to create Conceptual Plan.

January and February 2000 – Speaker Series: Included Mayor Joseph Riley, Charleston, South Carolina and Alan Ehrenhalt, Executive Editor of Governing Magazine.

February 2000 – Open House: Conceptual Plan presented.

May 2000 – Study Area Workshop: Public discussion of the Study Areas initiated.

October 2000 – Public Forum: Study Area recommendations shared with community.

December 2000 – Open House: Final event to share the draft Master Plan.

B. Organization of the Document

Following this Introduction is the Executive Summary (Chapter 2). It summarizes the following: general physical qualities desired in each Study Area; market potential; infrastructure and traffic implications; and fiscal assessment. It also summarizes the Study Area planning process and implementation considerations.

Chapters 3 through 10 summarize the investigation of each Study Area in a three-part structure: overview, plan description and existing characteristics. Chapter 11 summarizes the key considerations on implementing the Study Areas.

The Appendix follows Chapter 11 and contains supporting reports on office market absorption potential, traffic impacts and fiscal analysis. The Glossary and Bibliography are also contained in the Appendix

C. Master Plan Policies

The Master Plan, as well as the Study Area Plans, was developed with many considerations in mind. These considerations were derived from the analysis of existing conditions and the aspirations expressed by the community and CVP in the form of goals, objectives and strategies.

Goals are the broadest policy statements that state a desired outcome in general terms. Objectives indicate a more specific policy direction and help organize strategies. Strategies are detailed actions necessary to initiate or complete an objective – such as a project, program or organization. There are multiple objectives for each goal and multiple strategies for each objective.

Throughout this document the words “will” and “shall” are used. Those words are meant to be read as visionary and with strong inclination and not as a legal mandate. The word “should” is used as an advisable usage, recommended but not mandatory language.

The recommendations for each element of the Master Plan contain these three policy layers. For land use, there is also a set of principles that outline the direction for land use – the major element of the Master Plan.

The Master Plan goals are listed below.

- Land Use: Recognize the City's residential character while enhancing community redevelopment and revitalization, including town centers, community focal points, mixed housing, open/green space and quality commercial development that serves the community's needs.
- Community Appearance: Enhance the beauty of our neighborhoods, natural surroundings and architectural amenities and preserve these qualities within the residential and commercial settings along lighted sidewalks, streets, parks and in other gathering places.
- Community Facilities: Maintain and develop existing and proposed community facilities that meet the population's health, recreation, social, cultural and other needs, and are safe, attractive, well-maintained, and emphasize integration and accessibility to all ages.
- Community Services: Provide high quality, cost-effective community services – from infrastructure maintenance to leisure opportunities – that are responsive to the needs of a diverse, multigenerational population, and delivered within a safe environment.
- Economy: Emphasize high quality jobs and businesses, collaborative partnerships, and enhancement of the local tax base, while respecting the residential character of the community and creating a stronger and more diverse economy.
- Housing: Facilitate the provision of a full-range of housing that is well built and well-maintained and that utilizes old and new housing stock to accommodate people of all ages in a setting convenient to their needs.
- Transportation: Provide a comprehensive network that is safe, convenient and accessible to the entire community.
- Implementation: Emphasize accountability, monitoring, fiscal soundness and appropriate regulations while fostering involvement of citizens, civic organizations, institutions and the business sector in the effective implementation of the master plan.

Principles for future land use that launched the Study Area planning:

1. *Redevelopment and reinvestment will be encouraged in order to strengthen the City's tax base.*
2. *Key commercial centers will be redeveloped at a higher density and with a mix of uses.*
3. *Market realities must inform the City's land use preferences.*
4. *Community appearance will be enhanced in commercial and residential areas.*
5. *Outstanding residential neighborhoods will continue to be a hallmark of the community.*
6. *Pedestrian access will be improved.*
7. *Physical environment will encourage community gathering.*
8. *Changes in the physical environment will consider needs of an aging population – including housing and community facilities.*
9. *Opportunities to enhance park and recreation amenities will be sought.*
10. *A balanced and stable population will be maintained.*

A. Overview

Upper Arlington is land-locked and almost entirely developed. As a mature suburb with these limitations and a need to enhance revenues, the City must carefully look at its existing land for opportunities to intensify use.

The Study Area portion of the Master Plan process focused on evaluating the existing commercial centers for redevelopment potential. This focus was formally established with the acceptance of the Conceptual Land Use Plan by City Council.

Essence of the Conceptual Plan: Existing commercial centers should be redeveloped as mixed-use centers with an emphasis on office uses (high paying jobs to enhance revenues) and a quality physical environment in order to improve the residents' quality of life. March 2, 2000

The effort demonstrated that many of the areas have the physical capacity to intensify building use in a manner that respects the character of adjacent areas, mostly single-family neighborhoods. It also demonstrated that significant intensification is only possible by providing structured parking. Furthermore, the effort demonstrated that market potential data does not support simultaneously developing all of the areas.

The key conclusion is that significant potential does exist and the City must take a leadership role in focusing the redevelopment efforts. The priority for this focus is recommended to be the Kingsdale area. Creation of a traditional town center − with a mix of uses and increased development intensity − is envisioned for Kingsdale.

Throughout this document the words "will" and "shall" are used. Those words are meant to be read as visionary and with strong inclination and not as a legal mandate. The word "should" is used as an advisable usage, recommended but not mandatory language.

The remainder of this chapter includes a description of the areas, desired physical character, infrastructure and traffic issues, and the fiscal investigation.

1. The Areas

The Study Areas are comprised of the following locations. Following this Executive Summary are chapters dedicated to each area.

- Kingsdale: The area bounded by Northwest Boulevard, Tremont Road and Zollinger Road contains nearly 38 acres and is the primary focus of this Study Area. There are three phases of this Study Area: Core, Triangle and Kingsdale West.
- Henderson: The principal area of investigation is the 50 acres that straddle Reed Road, south of Henderson Road (37 of these acres is west of Reed Road).

- Lane Avenue: The corridor includes nearly 33 acres on both sides of Lane Avenue from North Star Road to Northwest Boulevard.
- Tremont: The Study Area includes the seven-acre commercial center as well as consideration of the 18-acre multi-family area directly north of the center.
- Northwest Boulevard : The Study Area includes 13 acres along Northwest Boulevard – from Zollinger Road to Ridgeview Road Area.
- U.S. 33: The Study Area includes commercial areas along the U.S. 33 corridor, with an emphasis on the concentrations at Fishinger Road and Trabue Road.
- Mallway: This is an historic commercial and civic center, bounded generally by Arlington Avenue, Guilford Road, Coventry Road and Waltham Road.
- Southeast Arlington : The Study Area includes 29 acres focused on the multi-family area in the vicinity of North Star Road, Northwest Boulevard and Waltham Road.

Map 2.1: Study Area Locations

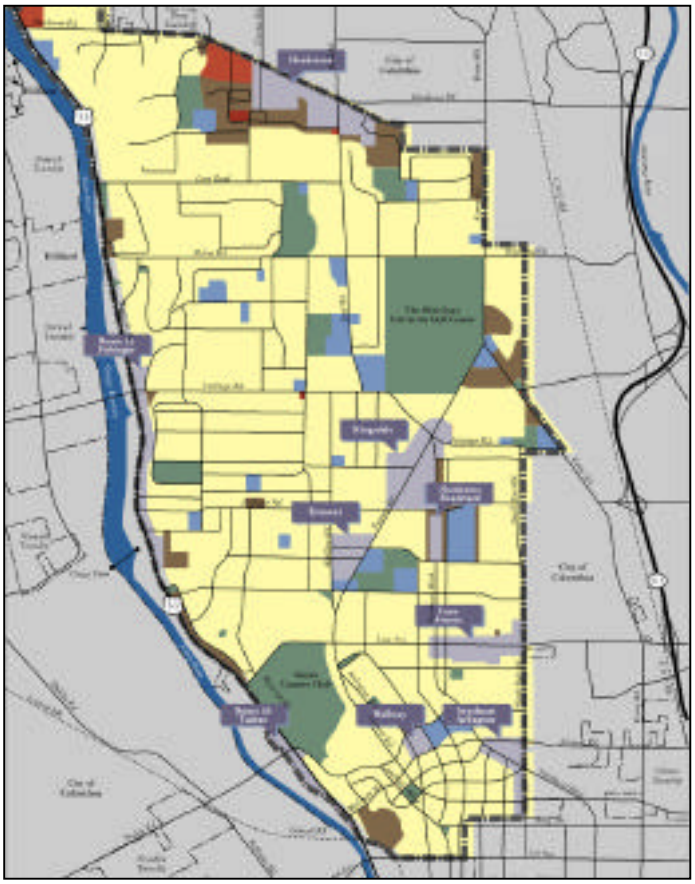


Table 2.1: Study Areas – Existing Data

Summary	Site (acres)	Site (sq. ft.)	Buildings (sq. ft.)	Floor Area Ratio	Retail Use (sq. ft.)	Office Use (sq. ft.)	Residential Units	Public/ Institution (sq. ft.)
Kingsdale (Triangle)	37.59	1,637,420	473,872	.29	426,885	46,985	-	-
Henderson	50.40	2,195,434	419,000	.19	265,000	154,000	-	-
Tremont	25.14	1,095,098	325,000	.30	65,000	10,000	256	-
Lane Avenue	32.52	1,416,571	484,000	.31	289,692	79,000	115	-
Northwest Boulevard	13.43	585,011	103,372	.18	4,372	-	99	
U.S. 33	53.74	2,340,913	511,932	.21	121,427	211,505	179	-
Mallway	10.60	461,736	221,888	.48	33,227	23,133	29	124,328
Southeast Arlington	29.07	1,266,289	365,123	.27	6,504	23,594	288	20,525

Source: Franklin County Auditor's Office, 1999.

The level of investigation for each of these areas varies. The Kingsdale area received the greatest level of investigation given the importance established by the CVP and the community. The Kingsdale Plan includes a two-phased development scenario. Henderson, Lane, Tremont and Northwest Boulevard all received a consistent level of attention, but illustrated a single phase, build out scenario. For the U.S. 33 commercial areas and the Mallway, the investigation and recommendations focus on improving the physical character and much less on intensification potential. The Southeast Area Plan is limited to an assessment of the existing conditions.

2. Qualities

The investigation of these areas was intended to determine long-term development capacity by planning for environments with the following qualities:

- Mixed-use centers: Vertical and horizontal integration of office, residential, retail and civic uses that serve as gathering places for neighborhoods and the community.
- Higher intensity of land use: More floor area on the same land area to create vitality and greater real estate value.
- More office use: Greatest fiscal return of all uses.
- Enhanced physical character: Improved aesthetic qualities of commercial areas.

These qualities establish the approach to creating a development framework in each of the Study Areas.

3. Market

An essential consideration in the viability of redevelopment is market demand in the City for the desired uses.

The Existing Conditions Report includes information on general market conditions for residential, retail and office uses. As part of the Study Area planning process, a more specific analysis of new multi-tenant office absorption potential was undertaken (Appendix A).

According to this analysis, Upper Arlington has the potential to absorb 100,000 to 140,000 square feet per year. This is a significant amount given that the City currently has 800,000 square feet. It is clear that this potential absorption in Upper Arlington is only possible in an over-built market. There is a strong feeling that Upper Arlington's current, meager absorption is limited by the general quality of the existing product.

The suburban Northwest office submarket is the strongest within metropolitan Columbus (absorbing 421,000 square feet in 1998), but Upper Arlington is currently unable to participate as it has very limited suitable office space. Its current supply consists of older Class B and C buildings that are too outdated and small to attract major employers or to retain growing companies. About 94 percent of the office space was built before 1980. Compounding the lack of absorption is a lack of supply of available building sites for new office development.

Given that the City does not have "beltway visibility," office space needs to be creatively developed to enhance competitiveness. The character of the redevelopment areas could provide such a setting. The approach to redevelopment, combined with the City's other key advantages (schools, neighborhoods and proximity to downtown Columbus and Ohio State University) should allow Upper Arlington to increase office development in the future.

In terms of retail, the initial market analysis demonstrated that Upper Arlington is "over-retailed." The City currently has 27.7 square feet of strip/specialty shopping center space per capita. This compares to 18.5 square feet for the Columbus Metropolitan Statistical Area (MSA) and 15.9 square feet for the United States. In all Study Areas there was an attempt to reduce the amount of retail even though the total square footage increased significantly – in some cases more than tripling the building area within an individual Study Area. The City would retain a significant amount of retail space to serve the community. Even though retail does not have a positive fiscal benefit, it is an essential ingredient in any community.

The retail market analysis also demonstrated that Upper Arlington residents spend $360 million per year on goods and services. A significant amount of this is spent outside the City. In the right kind of physical setting, and with a better retail mix, retail ventures should be successful. It is anticipated that retail in

the City will shift more towards serving neighborhood and community needs, versus a regional orientation.

The residential market analysis strongly suggests that virtually any housing product (e.g. single family, condominiums, etc.) would sell successfully. A key indicator of housing desirability is the appreciation rate of owner occupied housing. The average home sold in the City in 1999 experienced an average annual appreciation of 6.9 percent. In comparison, homes in Bexley had an annual appreciation of 6.6 percent, Worthington 4.7 and Dublin 4.0 percent.

Neither the Master Plan nor the Study Area Plans recommend creating new residential use for the sake of creating new residential. Residential is only recommended in support of the desired vitality of mixed-use centers. To be successful and vibrant, mixed-use centers should have a 24-hour life. Incorporating residential use will achieve this preference. In some of the Study Areas, the area of investigation encompassed existing multi-family areas. In these cases a comparable number of units was incorporated into the illustrative plans.

It is anticipated that new residential in mixed-use centers will appeal to diverse groups, including young professionals, seniors and those that work from their homes. Upper Arlington actually has twice the number (4.6percent) of individuals working from their homes than the region as a whole (2.5 percent). A relatively new housing product – live-work units – would be a very desirable residential product in the community, especially in the mixed-use centers.

4. Infrastructure

It is clear that there is significant capacity to intensify land use in the City in the retail-dominated commercial areas. It is also clear there is public support and enthusiasm for creating the kind of environments described above and in more detail later in this report. The intensification of the commercial areas is only physically possible, however, if parking is addressed through the construction of garages. Without structured parking in these areas, land use will be dominated by surface parking and little, if any intensification is possible. Without intensification that emphasizes office use, there will be no appreciable fiscal benefit to the City.

Clearly there are capital costs associated with parking structures that must be accounted for in the redevelopment process. In particular areas, there will also be the need for other infrastructure improvements – roads, streetscape, water and sewer. These costs may be shared between the developer and the City perhaps as an inducement. In particular areas, there will also be the need for other infrastructure improvements – roads, streetscape, water and

sewer. The magnitude of probable costs for such needs was considered in the fiscal assessment.

5. Traffic

Increasing intensity on a given site will increase the number of vehicle trips to and from the location. In order to gain an understanding of the traffic-related impacts of intensifying land use in the Study Areas, a traffic impact analysis was undertaken. This analysis was conducted without the benefit of a recent Thoroughfare Plan and the associated city-wide data. In order to analyze the potential impacts, existing traffic counts were obtained at nine existing intersections that were most likely to be impacted by intensification.

The analysis indicated that many of these key intersections have sufficient capacity to accommodate increased traffic and maintain an acceptable level of service. The main exceptions are the Henderson/Sawmill and Henderson/U.S. 33 intersections. These are areas that already have poor levels of service. Full development of the Kingsdale Triangle will significantly increase peak hour trips (88 percent) from the site and will negatively impact the level of service at the "five points" intersection. It is possible to mitigate these impacts through improvements that have been identified in the infrastructure costs.

The mixed-use nature of the Study Area recommendations should reduce conventional trip generation forecasts. The inclusion of the residential, office and convenience retail can mean fewer total trips. The traffic analysis does not account for this phenomenon.

The City will have to carefully consider traffic impacts for all significant development proposals. Even though capacity may exist or the impacts may be mitigated through improvements, there will be a perceived increase in traffic that may be a concern to citizens. This concern must be balanced with the benefits of increased intensity and mix of uses.

6. Fiscal

One of the more critical aspects of the Study Area investigation was evaluating the potential to enhance revenues to the City by changing and intensifying uses of the retail-dominated commercial centers.

The baseline analysis identified the City would need an additional $4 million per year over the next ten years to help reduce the "backlog" in infrastructure maintenance projects. In consideration of this $4 million target, the redevelopment of certain areas of the City can help meet objectives of broadening the tax base and enhancing opportunities for increased revenues.

Critical to meeting these objectives is an effort to create employment opportunities within Upper Arlington. The City's employment base should be broadened from an over reliance on low-wage retail jobs and towards professional office jobs. Nevertheless, any effort to increase office employment relies on the ability to create an attractive environment supported by high-quality retail and diverse housing. This attractive environment will enhance the marketability of Upper Arlington for office development.

The fiscal impact analysis tested the annual, stabilized costs and benefits of each of the proposed Study Area development programs envisioned by the community. The "net fiscal benefit" (revenues minus costs) of each proposed Study Area Plan was determined. The net fiscal benefit was then compared with that of the existing uses in each Study Area, to show the "net fiscal impact" of new development versus what already exists. The impacts are "stabilized," meaning that they are determined for a year in the future when the development is completely built-out to the level envisioned in the plans.

For the Kingsdale Study Area Plan, total building area increased from 474,000 square feet to 1,247,000 square feet, 654,000 dedicated to office. The land use change could generate a net fiscal impact of approximately $2 million annually. The changes could also require as much as $30 million in infrastructure improvements – $20 million of this amount for two parking structures.

In general, the larger the redevelopment program, the larger the return to the City. However, the large programs also generate demand for more structured parking and therefore increase the up-front capital costs. As mentioned previously, alternative approaches to financing structured parking is a must. Almost any approach will result in some up-front costs to the City.

Each development proposal for any of these Study Areas will have to be evaluated to determine a reasonable City investment. The amount of investment must be based upon an anticipated benefit – fiscal and otherwise. The fiscal implications and programs developed as part of the Study Area planning process can inform this decision-making.

B. Process Steps

Following the completion of the Conceptual Plan, the Study Area planning process was initiated. Outlined below are the key steps in conducting the analysis and developing the recommendations for the Study Areas.

- Physical inventory and analysis: The inventory and analysis was divided into land and building issues. In terms of land, the investigation looked at existing use, ownership, intensity and general site appearance. In terms of buildings, the evaluation included use, height, character and site placement. Conditions in adjacent areas were also considered. These areas were designated as the "Area of Influence" and in many cases, these areas were in multi-family residential use. For some Study Areas, the inventory and analysis led to developing recommendations for the adjacent areas.

- Draft development standards : In order to translate general desires for the character of the physical environment into something more specific, draft development standards were prepared. For each area, these draft standards described issues of land use, building height, building setbacks, intensity and density of use, parking, street configurations, landscape and others.
- Market potential: As described in Section A above, the planning process for the Study Areas looked at market potential for office, retail and residential. The market information provided perspective for the demand potential that informed expectations about the viability of intensification.
- Illustrative plans: In order to communicate the desired character in these areas, site plans and three-dimensional illustrations were prepared. The illustrations were based in large part on the draft development standards and depict the general physical character: building height, setbacks, massing, street configuration, tree coverage and others. Actual development in these areas will be similar in spirit, but different in details. The illustrative plans also included a program of the relative use – office, retail and residential.
- Fiscal impact: With an acceptable "development envelope" (or capacity) and program established, the fiscal implications of changing land use were evaluated. This information illustrated potential revenue gains by intensifying the use and emphasizing office. It also included insight on potential infrastructure costs associated with intensification (parking structures and road improvements).
- Integration with Master Plan: The final step in the process was to integrate the findings and recommendations of the Study Area Plans into the Master Plan – especially the Land Use and Economy elements.

C. Summary of Recommendations

This section summarizes recommendations for implementation including priorities and the plan for each Study Area. The chapters that follow provide more specific detail on each area. The Master Plan, Volume 1: General Elements includes specific strategies that support implementing changes suggested by the Study Area planning effort.

1. Implementation Attitude

There is significant change implied in the Study Area planning work. There are several important considerations to keep in mind.

- Long-term perspective: Upper Arlington has not experienced significant land use changes in the recent past. However, the

reality is that change is happening all of the time. Several of the City's key commercial centers have declined physically and have vacant space. They are not performing to their potential and they do not match the quality of appearance in City's single-family residential areas. Change is desirable if it strengthens the community. For those residents that are in a hurry to see all of the areas redevelop, they will need to be patient. For those concerned about too much change all at once, they should not be overly concerned. The City will need to invest to facilitate change and it has limited capacity. Furthermore, the market demand for office and retail suggests long-term implementation. It is important to keep in mind that the Master Plan has a 20-year horizon.

- Invest in priorities for change: Upper Arlington has much to offer the business community: proximity to downtown Columbus and The Ohio State University, central location in the region, and history of successful business start-ups. On the other hand, the community is at a competitive disadvantage with outlying suburbs: lack of visible and accessible interstate frontage, lack of large "greenfield" sites suitable for development, and a predominately older existing office building inventory. As stated in the market discussion in Section A above, 94 percent of the City's multi-tenant office space was built before 1980. In order to be more competitive, the City will need to invest in redevelopment priorities. Just like any other type of investing, the City should invest with clear expectations about the return – economic and otherwise.
- Be ready for opportunities: Even though the City may establish priority areas for redevelopment, opportunities in other Study Areas will present themselves. When they do, City Council and staff must be prepared to respond. The Master Plan and Study Area Plans provide a framework – especially if the City implements strategies like revising developing regulations and updating the zoning code.
- Establish development standards immediately: In order to be ready for opportunities, as well as facilitate the implementation of priorities, the City needs the necessary tools to ensure that change in the physical environment is consistent with the character outlined in the Master Plan and this report. This is especially important for the mixed-use concepts, as the City's existing regulations do not adequately address this type of integrated use. The Board of Zoning and Planning shall immediately begin the process of updating the zoning code and preparing overlay zoning for the Study Areas.

2. Priorities

The CVP outlined potential ways to change and improve many of the City's commercial areas. They also acknowledged that it was neither possible nor probable for the magnitude of change implied in this report to happen in the near term. Given this reality, a tiered structure was established that outlines the general sentiment about implementation priorities.

- Tier 1: This tier would receive immediate attention – within the next 12 months. Efforts will be made to initiate change consistent with this report as soon as possible upon adoption. There is only one area in this category: Kingsdale-Core.
- Tier 2: This tier includes Study Areas that would receive significant attention once the Kingsdale-Core efforts were significantly underway. Market interest would drive the timing of redevelopment of these areas but the City could provide incentive to initiate change. The order implies a sense of priority that should be considered by the City to facilitate redevelopment. There is strong sentiment that Kingsdale should be completed first and that Northwest Boulevard should be the last. However, the experience of implementing the Kingsdale-Core should allow for more informed decisions about the priorities of Tier Two.

  – Kingsdale-Triangle

  – Henderson Road

  – Lane Avenue

  – Tremont

  – Northwest Boulevard
- Tier 3: This tier is focused principally on design considerations. Study Areas in this category do not offer the potential for significant redevelopment through intensification. The areas in this tier include U.S. 33, the Mallway and the Southeast area. U.S. 33 and the Mallway are special areas in the community – U.S. 33 because of its significant visibility and the Mallway because of its historical significance. Accordingly, design considerations are important. These should be addressed along with the City's efforts to improve development regulations. The Southeast area investigation was mainly an assessment of conditions with very general recommendations about stabilization.

3. Focus: The Areas

Outlined below is a description of the planning intent for each Study Area. It includes the focus statement and a summary of the recommendations.

a. Kingsdale Area

Focus: Town center with a mix of uses: office, retail, residential and civic.

Summary: This will be the City's central gathering place – home to major community events and traditions. It will include a significant amount of office use that will be complimented by new residential and a reduced amount of retail. To make the town center concept complete, civic uses will also be provided for in the redevelopment. Civic uses include exterior space (public squares and lawns) as well as municipal offices, community center and post office. Civic uses can enhance vitality and provide stability. In the case of a broadly defined community center, it could improve marketability of the area for office, retail and residential development. This area also represents the best location to maximize potential revenues to the City from additional income tax generated by office uses.

b. Henderson

Focus: Regional office corridor with a supporting mix of uses.

Summary: This location has the greatest opportunity for intense office use. Other uses (retail, hotel and residential) should be included to help create a vital area. This corridor enhances the community's identity through an improved and unifying edge and gateway treatments

c. Lane Avenue

Focus: Mixed-use corridor with office emphasis and improved streetscape and gateway.

Summary: Office uses could capitalize on the proximity to Ohio State University and the Science and Technology Campus. Other uses, such as neighborhood-oriented retail, should be included to improve the vitality of the area and enhance the market potential of the office uses. This corridor enhances the community's identity through improved streetscape and gateway treatments.

d. Tremont

Focus: Neighborhood center with retail, office and residential.

Summary: This area is larger in scale than the Mallway and has better accessibility and visibility. Therefore, it serves a larger portion of the community. There is opportunity to significantly enhance the office use in the multi-family area and still have multi-family uses. This general area is a potential location for a community center, given other nearby civic and recreational uses, but is secondary to Kingsdale.

e. Northwest Boulevard

Focus: Mixed-use corridor with retail, office and residential.

Summary: Focus is on office with residential (both at higher density than current) as an important component of the mix of uses given proximity of existing single family residential.

Other Areas

Recommendations for the Mallway and the commercial areas along U.S. 33 are limited to addressing the physical appearance. The potential for significant redevelopment is limited in these areas. An assessment was undertaken of the existing conditions of the predominately multi-family areas in the Southeast part of the City.

f. U.S. 33

Focus: Improve design character, especially at key intersections.

Summary: The prime locations are on Fishinger and Trabue Roads. Fishinger Road would have a mix of uses, improved connections to the residential areas, and serve as a gateway to the community. The Trabue area would primarily have office uses, especially at the northwest quadrant of the U.S. 33 intersection. Improvements to the corridor will enhance the community's identity through a unified edge and gateway treatment.

g. Mallway

Focus: Neighborhood center with retail, office and civic uses.

Summary: The primary emphasis will be to provide a mix of uses that will better serve the daily needs of the south Arlington area. This area will also include retail uses (i.e. restaurants, home furnishings, etc.) that attract from the larger community. Any changes will be compatible with the existing historic character of the area. The existing open space area and other pedestrian spaces should also be improved.

h. Southeast Arlington

Focus: Maintain existing character and land use.

Summary: The residential character and scale of the area will be maintained. Commercial uses (office and retail) should be restricted to existing sites for the foreseeable future. This is an area that may offer long-term redevelopment potential. Future improvements should recognize the area's gateway location at the commercial corners.

4. Implementation

The City will organize itself to proactively oversee implementation of the Study Area Plans. The foundation to do this has been established with a dedicated economic development staff. There are many supporting strategies in the Master Plan that will help to facilitate implementation of changes suggested in the Study Area Plans.

One of the critical decisions early in the implementation process will be determining the most appropriate organizational model to guide the City's efforts. Options include utilizing the Community Improvement Corporation, establishing a new non-profit redevelopment entity, establishing focused entities (like a parking authority), or working under the auspices of City Council and BZAP.

Another critical decision will be identifying and providing the necessary professional support to guide implementation. This should include legal and fiscal experts to assist with structuring agreements and inducement packages. Third party representatives will also aid the City in working with property owners, businesses and developers.

Clearly the City and its representatives will be working with property owners in a partnership to make the Study Areas happen. The interests and priorities of these parties will have to be weighed against the public good and broader vision of the City. Negotiating agreements, acting as an investor, and securing commitments will be an important new role for the City. Managing the public review of zoning decisions will be equally important.

As part of this process, a clear set of flexible and creative inducements will be necessary. The City's professional representatives can assist in structuring deals that protect the public interest while encouraging the market. If the City holds interest in a project (such as land) it can play a strong role in structuring these development deals. The economic package for individual projects will be as important to success as sound development standards.

Providing clear roles and a fair playing field will be another critical role for the City. An up-to-date zoning code that reflects the priorities of the Master Plan will also be essential. These regulations should provide property owners and developers with a clear understanding of the City's priorities, as established in the Study Area Plans. The regulations should have a reasonable appeal process. Development proposals that meet the intent of the Master Plan and individual Study Area Plans should be received and approved in an expeditious and legal manner.

A. Overview

The Kingsdale Study Area offers the City a very strong redevelopment opportunity. The main part of the Study Area is the shopping center that has outlived its original role as a regional retail center. From a fiscal standpoint, the retail-dominated area has a negative impact on the City. Although there have been some physical improvements over the past few years, like other commercial centers in the City, Kingsdale is dominated by surface parking lots and many older unattractive structures.

These existing conditions combined with the desire to create a town center with a mix of uses – office, retail, residential and civic – gives the City a very unique opportunity to facilitate the development of the Kingsdale area with a high design quality, strong pedestrian orientation, and better fiscal benefit to the City.

Few communities have the opportunity to create the kind of environment envisioned in the Kingsdale Study Area Plan. Upper Arlington does not possess a traditional town center or "main street." And although short-term fiscal returns are important, the implementation of the Kingsdale Plan should consider the long-term impacts of creating a high-quality town center in the middle of Upper Arlington. National real estate trends, smart growth planning initiatives, and quality of life opinion surveys all highlight the logic inherent in redeveloping under-performing commercial centers. The fact that the City has other compelling community assets (high quality schools, fine residential neighborhoods, and easy access to downtown Columbus and The Ohio State University) makes the potential for success much greater. The community should seize this opportunity.

1. Location and Background

The Kingsdale Study Area represents one of the largest commercial sites in the City − 38 acres close to the geographic center of the City and south of the "five points" intersection of Northwest Boulevard, Fishinger and Tremont Roads. It is currently a community scale shopping center and a gathering place for community events. Most of what is considered the "triangle" (named as such because of its triangular shape) is made up of two main properties: the Lazarus parcel (6.22 acres) located in the north half of the "triangle" and the Regency Realty parcel (21.48 acres) located in the south half.

The Kingsdale Shopping Center was built in the 1950's on the site of an old orchard. It underwent a major renovation in the late 1980's that included changes to the exterior mallway, storefront enhancements, and signage improvements.

Kingsdale, existing view looking northwest

Since then increased retail competition from surrounding areas has eroded the Center's attractiveness as a regional commercial destination. The Center's ownership has changed several times. The current owners have upgraded several areas and created new tenant space. The most recent changes include an addition, renovation and major reorientation of the Big Bear grocery, one of the Center's anchor tenants. These improvements have done very little to change the Center's occupancy rate. Several stores have been vacant for a number of years and the Center's apparent lack of success has created a concern in the community about its long-term viability, especially as dedicated entirely to retail uses.

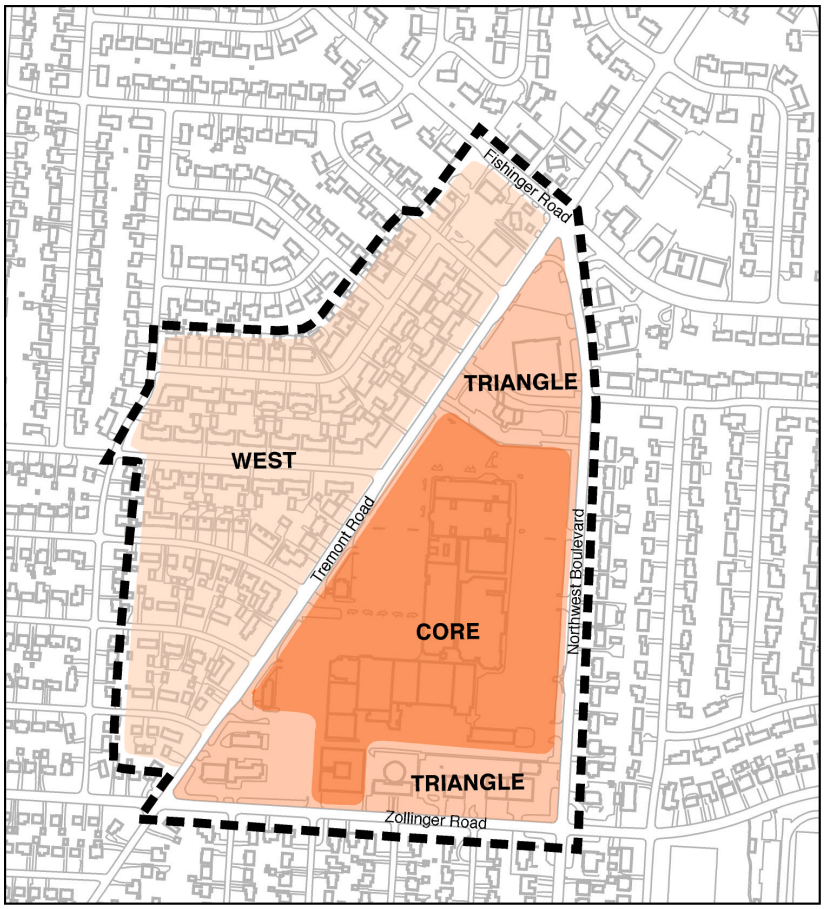
The major difference between this Study Area and the others lies in the fact that it is located in the center of the community making it accessible to all residents. It is bounded by three of the City's most well traveled streets and therefore is highly visible.

2. Study Area Limits

The Study Area limits are composed of two areas: the areas of focus and influence. The area of focus includes most of the retail and office area within the "Triangle" and to a lesser extent surrounding the "five points" intersection. The multi-family area west of Kingsdale was also included to test the capacity of the area to accommodate additional housing and commercial development at somewhat higher densities than those that currently exist.

The area of influence, as the name implies, reflects the need to consider development issues within a reasonable distance from the area of focus.

Kingsdale Study Area



B. Study Area Plan

The Kingsdale Area Plan is made up of three sub-plans. The first two plans, the Core and Triangle, represent two phases of development for the site. The Core plan involves less change and could be considered the first phase. The Triangle plan covers the entire triangle and represents the ultimate build-out scheme. The third sub plan, Kingsdale West, considers the multi-family area west of Tremont Road. This area could be intensified primarily with higher quality housing. The higher density development would be focused toward Tremont Road.

1. Planning Direction

The following focus for the Kingsdale Study Area identifies the primary land uses to be included in the plan and describes the potential character of the area:

> *Town center with a mix of uses: office, retail, residential and civic. This will be the City's central gathering place – home to major community events and traditions.*

In addition to the focus, the following summarizes the desirable design characteristics for the Kingsdale Study Area. This information was used to create the illustrated plans and should be considered as a starting point for new development regulations for this particular Study Area.

- For the Core the central part of the mall will be redeveloped. Big Bear supermarket and Lazarus department store will remain. Some out parcel areas will be redeveloped.
- A grid street pattern will be established with on-street parking.
- For the Triangle, redevelopment will spread over the entire 38-acre site in a character similar to the Core.
- Office use should be emphasized (45 to 55 percent building area), but include retail (20 to 35 percent), limited amount of residential (15 to 30 percent), and civic uses (10 to 15 percent).
- Intensity of land use should be increased (FAR of .60 to .75) with 90 to 100 percent lot coverage.
- Density of residential should be 25 to 40 dwelling units per acre.
- Surface parking should be minimized. Shared parking will be encouraged and on-street parking opportunities will be maximized. Three spaces per 1,000 square feet should be required for non-residential uses. Residential uses should be required to provide 1.5 spaces per dwelling unit.
- Maximum height in the middle of the area should be five to six stories. The perimeter structures should be no more than two stories.
- Buildings should be placed close to the street – 12 to 15 feet from curb − at the building line.

Kingsdale West includes the large multi-family area west of Tremont Road. This area will be redeveloped with a mix of uses, but with an emphasis on residential. New residential will be at a higher density, but will blend with the existing single-family areas at the edges. The mix will have the following ranges: office density (10 to 20 percent), retail (3 to 5 percent) and residential (75 to 85 percent).

2. Planning Concept

As stated earlier, development of a plan for the Kingsdale Study Area actually resulted in plans for three areas: the Core, the Triangle and Kingsdale West. The plans represent development concepts, and in a very general way, illustrate the desired character of an improved mixed-use area.

In line with the Study Area focus, each plan for improving the Kingsdale area recommends a mix of retail, residential and office uses in an environment with increased intensity of development. Land uses are located within more vertically integrated, multi-story buildings, incorporating retail uses on lower floors and office or residential uses on upper levels.

Kingsdale Streetscape

For the purposes of illustration, all program numbers for office use assume second level or higher locations in commercial structures. Retail makes up 70 percent of ground floor commercial structures. Residential is only in specifically designated residential structures. Residential should be supported in the upper levels of commercial buildings. Parallel parking is conveniently located on-street, with additional parking located within landscaped, off-street lots. Multi-level, structured parking is concealed by the retail and office buildings and designed to integrate with the surrounding structures. The following describes each of the three illustrative plans in more detail.

a. Core

The 27.6-acre Core plan is concentrated within the two major parcels that make up the Triangle. It does not include the outparcels along Tremont Road, the office and retail uses fronting Zollinger Road or the two commercial parcels closest to the “five points” intersection. The existing Big Bear supermarket and the Lazarus department store also remain, along with their adjacent surface parking lots. The Core plan essentially replaces all of the one-story structures between Lazarus and the Big Bear supermarket.

To improve accessibility and reduce the size of the Kingsdale “super block”, the surrounding grid street pattern is extended through the site. The largest mass of buildings is concentrated

toward the center of the site with two prominent five-story structures (surrounding an open, central courtyard) and a parking structure. Lower-rise, smaller scale buildings are located at the edge of the site. The intent is to create a gradual transition in building height and mass from the street edge (two levels) to the center of the site (five levels).

Retail uses are located on the first floor of the commercial buildings to enhance the level of streetscape activity. No less than 70 percent of the first floor will be retail use. Offices overlooking the landscaped plazas and streets occupy the upper floors. A similar four-level commercial building is located on the south side of Lazarus that could serve as a combination of retail and office space. A conveniently located, 1,200-space parking structure is situated on the south side of the two, five-level buildings. The parking structure has five levels. Parking structures have smaller floor-to-floor heights than typical office buildings. This means that the overall height will be less even though the number of floors in a commercial building is greater. (It is assumed that all levels of the parking garage will be above ground.)

Central gathering place, aerial

A large one-acre green space is located east of the central buildings and west of Northwest Boulevard. This is where special events (like the Fourth of July parade) could be staged or open-air events held similar to the ones at City Hall and Northam Park. During the day, office workers and nearby residents can enjoy the park-like setting. It is also the type of design gesture that can help give this area a special environment − an “address” − which is beneficial to marketing the development and giving it an identity.

Central gathering place, looking southwest.

Along Northwest Boulevard and on the north and south sides of the open plaza, there are two- and three-level, multi-family and live-work units. These structures create an enclosed auto court. These multi-level units could be the ground floor spaces surrounding the open space. They could also be desirable retail locations, even though the program does not include this configuration. Live-work units are designed to allow residents the opportunity to combine their professional work places on the lower levels while maintaining living quarters on the upper levels. Some of these could also be targeted to seniors. Each unit has an at-grade, enclosed parking space.

Core Land Use Plan

Core Site Plan

Core aerial view looking northwest

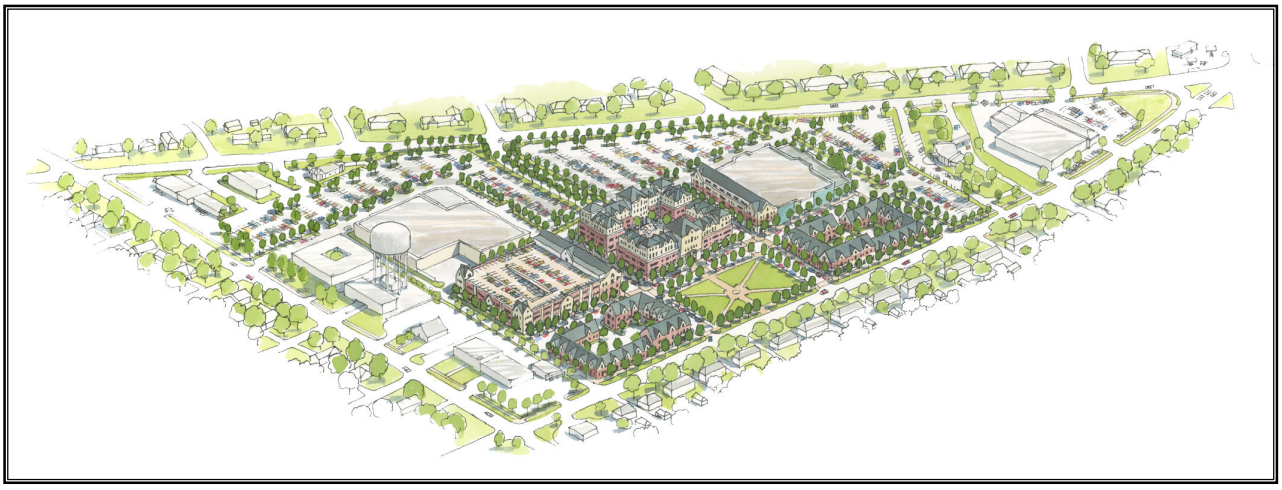


Table 3.1: Land Use Data, Kingsdale Core

	Existing		Illustration	
Land Area	27.6 AC		same	
Total SF	376,000		692,000	
Retail	361,000	*96%*	244,000	*35%*
Office	15,000	*4%*	328,000	*47%*
Residential	0	*0%*	120,000	*17%*
FAR	.31		.57	
Res. Unit	0		80	
Avg. Size SF	N/A		1,500	

b. Triangle

The Triangle (37.6 acres) is an expansion of the Core plan and covers the entire triangle, including the outparcels along Tremont Road, the retail and office uses along Zollinger Road and the two parcels at the far northern tip of the site. The additional building area also replaces much of the existing surface parking and requires another centrally located parking structure.

The illustration depicts Big Bear supermarket remaining. Surface parking is maintained nearby. Another two-story retail and office building similar to the one on the north side of the parking structure (see Core concept) is located on the north side of Big Bear, attached to the existing building.

The Lazarus department store building is replaced with a five-level, 800-space parking garage attached to a four-story commercial building designed to conceal the south side of the garage. Additional two-story multi-family units are located between the former Lazarus building and the “five points” intersection.

Situated directly west of the five-story commercial buildings (see Core illustrations) are four commercial buildings flanking a boulevard entrance to the site. A smaller triangular-shaped parcel is located on the south side of the boulevard and serves development on the site’s west side. Additional two-level multi-family and commercial uses replace the out parcels on Tremont Road. Two-story multi-family uses located along Zollinger Road serve as transitional uses to the single-family neighborhood to the south. A two-story commercial building anchors the northwest corner of the Northwest Boulevard and Zollinger Road intersection.

Triangle Land Use Plan

Triangle Site Plan

Triangle aerial view looking northwest

Table 3.2: Land Use Data, Kingsdale Triangle

	Existing		Illustration	
Land Area	37.6 AC			
Total SF	474,000		1,247,000	
Retail	427,000	*90%*	277,000	*22%*
Office	47,000	*10%*	654,000	*52%*
Residential	0	*0%*	316,000	*25%*
FAR	.29		7.6	
Res Unit	0		200	
Aug Size, SF	N/A		1,500	

c. Kingsdale West

Located directly west of Kingsdale, the 28-acre Kingsdale West area includes 233 existing multi-family units. The plan for this area retains the existing street network with the exception of extending Millwood Drive to integrate with the Triangle street network. Two-story commercial buildings are located along most of the Tremont Road frontage and concentrated at key intersections. Directly behind the commercial areas is a combination of 210 multi-family and live-work units complimenting the mix found within the Core and Triangle east of Tremont. These units will be sensitive to the single-family housing to the west. This area would be appropriate housing attractive to seniors and young professionals who desire live-work units

Table 3.3: Land Use Data, Kingsdale West

	Existing		Illustration	
Land Area	27.7 AC		same	
Total SF:	294,000	95%	592,000	
Retail	5,000	*2%*	20,000	*3%*
Office	9,000	*3%*	54,000	*10%*
Residential	280,000	*95%*	518,000	*87%*
FAR	.24		.49	
Res Unit	233		345	
Aug Size, SF	1,200		1,500	

4. Intensity and Density

Accommodating an increase in building area within the same site area resulted in an increase in land use intensity. One measure of land use intensity is floor-area-ratio or FAR (total building area to total site area). It is typically used to measure the intensity of non-residential uses. For the purposes of comparison, all floor areas for all uses is included in the FAR expression for the Study Areas.

For the Core, the FAR nearly doubled, increasing from .31 to .57. For the Triangle, the FAR increased from .29 to .76. This increase is not possible with surface parking only. It requires a combination of surface parking, both on-street and off-street, and parking within multi-level structures. For Kingsdale West, the FAR increased from .24 to .49.

Density is a description of the number of residential units as a function of land area. Neither the Core nor the Triangle areas include existing residential use. The residential areas illustrated in the Study Area Plans have densities of 37 dwelling units per acre for the Core and 28 dwelling units per acre for the Triangle. For the Kingsdale West area, the residential density increased from nine dwelling units per acre to 15 dwelling units per acre.

5. Parking

Increasing the amount of building floor area within the Study Area has a direct impact on the amount of needed parking. To accommodate increased intensity, an additional supply of parking was added by creating on-street parallel parking spaces and structured parking.

The amount of required parking was based on a ratio of three spaces per 1000 feet of gross building area for office and retail use. This ratio is less than the one typically used for suburban development but is appropriate for a more urban, mixed-use environment. Residential uses require 1.5 spaces per unit. On-street parking is provided throughout the Study Area to help alleviate fewer required spaces. The mixed-use nature will allow for shared parking, as different users may have different demand patterns.

Approximately 1,840 parking spaces will be required to serve the 692,000 square feet of office, retail and residential area proposed for the Core area (See Table 3.4). Most of this parking demand will be accommodated within a 1,200-car parking structure. Of the 1,000 surface parking spaces, 150 will be on-street, parallel parking spaces. Approximately 850 off-street spaces remain on the site. There are 360 surplus spaces that could give the City the opportunity to create more building space, reduce the structured parking.

The office, retail and residential uses proposed for the Triangle will require approximately 3,100 spaces (See Table 3.5).

Most of this parking demand or 2,000 spaces will be accommodated within two parking structures. This includes the structure in the Core scheme and an additional five-level structure with 800 spaces on the north-central portion of the site. Of the 1,100 surface parking spaces, 500 will be on-street, parallel parking spaces. Approximately 600 off-street spaces remain on the site.

Table 3.4: Parking Summary – Core

Parking Spaces	
Demand	1,840
Available	2,220
Surface	850
Structure	1,200
On-Street	150
Difference	+360

Table 3.5: Parking Summary – Triangle

Parking Spaces	
Demand	3,100
Available	3,100
Surface	600
Structure	2,000
On-Street	500
Difference	0

6. Traffic Implications

Increasing the amount of building area, especially retail and office space, has an effect on trip generation and traffic movement. The following describes the impact on the local road network. It also includes specific improvements, if warranted, and associated costs. These costs were also used in the fiscal assessment of the plans.

Due to proximity, the following intersections will be impacted the most:

- Fishinger Road, Tremont Road and Northwest Boulevard ("five points" intersection).
- Zollinger Road and Tremont Road.
- Ridgeview Road and Tremont Road.
- Zollinger Road and Northwest Boulevard.

According to the traffic investigation (see Appendix B) changes illustrated for the Core will increase the number of peak hour trips by nine percent or 150 vehicles. The Triangle plan will add 1,500 trips (88 percent increase above existing conditions), with Kingsdale West generating another 300 trips (120 percent above existing).

Traffic generation rates are used in determining the capacity of a particular intersection. Capacity is defined as the maximum number of vehicles that can cross a particular road segment or through a particular intersection within a particular time period. Capacity is described by level of service (LOS), which is a qualitative measure that describes operational conditions and motorist's perceptions within a traffic stream. There are six levels of service, A through F with LOS D being most frequently used as the design threshold for improving signalized intersections.

The Tremont Road/Fishinger Road/Northwest Boulevard intersection will operate at LOS D. The Tremont Road intersections at both Zollinger Road and Ridgeview Road will operate at LOS B. As a result, no capacity improvements are needed at the "five points" intersection for the intensification in the Core Plan. Improving the streetscape could cost $1.55 million. The total probable cost for roadway improvements and new streets could be $2.17 million.

The Triangle plan may require widening at the "five points" intersection. This may mean an additional northbound through lane and additional dedicated turn lanes (left and right lanes) on all approaches. These improvements could potentially cost $2.4 million. It is possible through detailed design to consider alternatives to simply widening the lanes. Widening in general is in contradiction with the desire to enhance the pedestrian experience. A larger allowance of $6.5 million was identified to

construct new streets within the Study Area and provide streetscape improvements. The total amount for these potential improvements is $9.5 million. In addition, the Kingsdale West plan includes the potential of $850,000 in streetscape improvements.

7. Fiscal Implications

The fiscal impact analysis conducted for the Kingsdale Study Area tested the annual stabilized costs and benefits of programmed improvements. The net fiscal benefit of each Study Area was determined and then compared with that of existing uses to illustrate the net fiscal impact of new development versus existing development. The impacts are stabilized, meaning that they represent a time in the future when development is completely built-out (See Appendix C).

The net fiscal impact to the City for the Core improvements was forecasted as positive for all three land use types. Office had the highest net fiscal impact at $981,000 per year followed by retail at $173,000 and residential at $2,000. The total potential impact for the Core is $1.1 million per year. This does not account for infrastructure improvements (including parking structures) that could total $14 million. These costs should be financed in such a way that the entire funding burden does not rest with the City. Otherwise, the positive fiscal impact will be eroded.

For the Triangle, the net fiscal impact was forecasted as positive for all three land use types. Office had the highest net fiscal impact at $1,800,000 per year followed by retail at $216,000 and residential at $4,000. The total impact is $2 million per year. Like the Core infrastructure improvements would be needed. For the Triangle, these costs could be $30 million.

The net fiscal impact to the City for the Kingsdale West plan was positive for office and residential, but negative for retail. Office development had the highest net fiscal impact at $134,000 followed by residential at $2,000. Retail had a negative impact of $16,000. The total potential impact is $120,000 − virtually neutral.

8. Community Center

Concurrent with the Master Plan and Study Area plans, the City initiated a four-month feasibility study for a multi-purpose community center facility. The study recommends locating the community center at Kingsdale. The Master Plan recommends Kingsdale as the preferred site for a community center, which suggests civic uses should become an integral part of any Kingsdale town center redevelopment. Other civic uses were discussed for inclusion in a town center – including a relocated municipal office building and post office.

Because of the independent nature of the feasibility study, as well as the parallel work effort, the Study Area plans do not account for the community center in any way – physically, fiscally, traffic, etc. There was recognition that a community center would not maximize the tax revenue potential of the Kingsdale site. (The initial program identified in the community center feasibility study is 125,000 square feet. This represents a little less than 10 percent of the total square footage of the Triangle plan's building area – not all of the community center floor area would necessarily come from the office use.) However, creation of a true town center would benefit from a major civic anchor. A community center could be such an anchor and provide an important amenity that would make the area more appealing to office users. In order to achieve the desired office space absorption, the City needs to consider strategies that can provide competitive advantages.

In terms of location of the community center at Kingsdale, the street network provides a framework that allows for a number of options. Because the City is landlocked, a typical land-consumptive community center is not appropriate. The higher-density character envisioned for Kingsdale suggests a more vertical configuration that could integrate into the physical fabric. One of the community center building prototypes developed for the feasibility study provides such a configuration. This conceptual layout includes an integrated parking structure that could be shared by other users. If the community center is built on the existing land identified in the Core plan, then the location of the garage indicated in the illustrations is the most appropriate location. Long-term, the Kingsdale site needs to accommodate another parking structure and the structures need to be well distributed on the site. Placing the community center, with an integrated parking structure, in the middle of a shopping center could jeopardize long-term potential to maximize height for office use. It could also jeopardize efficiently locating a future garage.

Considering a potential community center in Kingsdale makes the redevelopment process even more challenging. However, if the community supports such a facility, the town center could be more successful. More importantly, the City's overall quality of life could be significantly enhanced.

C. Existing Characteristics

Understanding the Study Area's existing characteristics helps establish certain parameters on which to base future development. The existing pattern of ownership, land use, zoning and vehicular movement all contribute to an area's uniqueness. Recognizing these unique characteristics and incorporating them into the overall design is critical to successful redevelopment of the area.

1. Adjacent Neighborhood Characteristics

The Kingsdale Study Area lies within an established residential and commercial neighborhood situated at the geographic center of the community. Kingsdale Shopping Center is in the middle of the Study Area and located within the block known as the Kingsdale Triangle. Northwest Boulevard, Tremont Road and Zollinger Road form the boundaries of the triangle.

Both the east and west sides of the Kingsdale Triangle are adjacent to single-story, multi-family neighborhoods, with the "point" of the triangle next to a commercial/office node created by the Fishinger Road, Tremont Road and Northwest Boulevard intersection. A predominantly one-story, single-family residential neighborhood lies directly south of Zollinger Road at the base of the triangle. A block of two-story multi-family units extends 1,500 feet along the east side of Northwest Boulevard. These units are adjacent to a single-family neighborhood. This super block weakens the connection between the single-family neighborhood and the shopping center. The other residential areas surrounding the site have multiple east-west streets intersecting with Zollinger and Tremont Roads.

2. Ownership

Understanding the ownership pattern of an area (along with land use and zoning) gives an indication of the difficulty involved in assembling property for development. Parcel size, configuration and location all have an effect on future development potential. Certain uses demand parcels of a particular size, width and depth in order to develop reasonably. Larger parcels have the benefit of being easier to develop and can be subdivided to fit development program needs. Contiguous parcels with the same owner could be purchased together, saving time and money.

Most of the land in the Triangles 37.6 acres is owned by two entities. Regency Realty owns 21.48 acres and Lazarus owns 6.22 acres. The remaining 10 acres has seven property owners with an average parcel size of 1.4 acres.

Major Property Owners, Kingsdale

3. Land Use and Zoning

The current land use pattern within the Study Area includes retail, office and residential uses. All of the uses within the Triangle area are either retail or office. Retail is the greatest use, accounting for 90 percent of the total building area, or approximately 474,000 square feet. (See Tables 3.1 and 3.2 for existing land use.)

The Kingsdale Shopping Center is dominated by parking lots on all three sides. Three commercial and office out buildings are located along Tremont Road at the western edge of the parking lot. Six separate office and retail buildings front Zollinger Road

on the south side of the center. The office uses function as a transition between the service side of the center and the adjacent single-family residential neighborhood. The Kingsdale West area is made up completely of multi-family residential. There are currently 233 units on 28 acres.

A City of Upper Arlington water tower is located directly behind one of the office buildings off Zollinger Road on a separate parcel. This water tower is being considered for removal. A freestanding auto service store is located within the parking lot on the eastern side of the center.

The middle of the Kingsdale Shopping Center is occupied by a single-story, open-air mall with entrances on the mallway and the parking lot. Service and storage for this area is handled at the basement level. The Lazarus department store anchors the mall on the north end and the Steinmart clothing store and Big Bear supermarket are on the south end. Service for these stores (plus additional retail space recently added with the Big Bear expansion) is on the south side of the center.

The entire Kingsdale Triangle is zoned B-2, Community Business District. To the east of the Kingsdale Triangle site and directly across Northwest Boulevard is a multi-family neighborhood zoned R-2a, One to Four Family Residence District. Directly south is a single- family residential neighborhood zoned R-1c, One-Family Residence District. To the west (or Kingsdale West) is another mostly multi-family area zoned R-2a and R-2b, One to Four Family Residential. At the intersection of northwest Boulevard, Tremont Road and Fishinger Road is a combination of office and retail uses. The retail uses are zoned B-1, Neighborhood Business District. The office uses are zoned O, Office District and OC Conditional Office District.

4. Vehicular and Pedestrian Movement

Capacity of the existing road network − in particular at intersections − was assessed to understand the impact of the Study Area Plan. Capacity is defined as the maximum number of vehicles that can cross a particular road segment through a particular intersection within a particular time period. Capacity is described by levels of service (LOS), which is a qualitative measure that describes operational conditions and motorists perceptions within a traffic stream. There are six levels of service, A(best) to F(worst) with LOS D being the most frequently used as the design standard.

Street capacity refers to the number of vehicles that can safely pass a given section of roadway in a set time period. Intersection capacity is the critical factor to understand because system failures typically occur first at the intersections. Whether or not streets have additional capacity depends on how many vehicles are using

the street (during peak hour) and the theoretical peak hour capacity.

Tremont Road, a primary thoroughfare and one of the major roads serving the area, experiences 10,000 vehicle trips per day. Fishinger Road, a regional thoroughfare, functions as a major connector between Riverside Drive and Kenny Road. Northwest Boulevard, another primary thoroughfare at the eastern edge of the Study Area, accommodates 10,000 vehicles per day between Fishinger and Zollinger roads.

Traffic counts were conducted as part of the study at the three major intersections surrounding the site: the Northwest Boulevard/Zollinger Road intersection, the Tremont/Zollinger Road intersection, and the "five points" intersection. The existing Kingsdale Core area is generating 1,500 trips per day with the entire Kingsdale Triangle generating another 200 trips per day.

The Northwest Boulevard intersection with Zollinger Road is currently operating at LOS C, with an average delay of 20 seconds per vehicle. The Tremont Road/Zollinger Road intersection operates at LOS B, with a delay of 7 seconds per vehicle. The Fishinger Road/Northwest Boulevard/Tremont Road intersection is operating at LOS D with a 43-second delay. Of all the intersections surrounding the site, the "five points" intersection has the least capacity to accommodate additional traffic.

Even though there are multiple access points to the Kingsdale Shopping Center off of three roadways, vehicles are forced to drive almost the entire perimeter of the Center to travel from one side to the other. Very few of the curb cuts are aligned with the surrounding street network. This makes turning movements awkward and limits the opportunities for controlled pedestrian crossings. Because the Center is located toward the middle of the site – with no orientation toward the street – it is easier for pedestrians to circulate within the mall space than it is for adjacent residents to walk to the Center. Furthermore, there are no safe crosswalks with the surface parking lot, which further discourages pedestrians. Improving pedestrian access (e.g. integrating the street network, smaller blocks, etc.) between the Center and the surrounding neighborhood could improve safety and access and thereby encourage more walking to and from the surrounding neighborhoods.

A. Overview

The Henderson Road Study Area represents the largest commercial land use concentration in the City of Upper Arlington. Like most other study areas, it is dominated by strip retail centers, offices and out-parcel development. The Henderson Road right-of-way and the development to the north lie in the City of Columbus. It has a similar land use and a comparable amount of retail use, but less landscaping and more signs.

As the northern boundary of the community, Henderson Road is an important edge condition. The Henderson and Reed roads intersection is one of the important gateways into the community. The gateway does not reflect the design character valued by participants in the planning process.

The area is competing with newer retail centers in the northwest part of the Columbus region. As a result, the area, and in particular the retail centers, have experienced a change in the overall tenant mix and an increase in vacancies. There is a unique opportunity to establish a development pattern and identity that enhances this area compared with its surroundings and that contributes positively, in the long-term, to the City's revenue base.

1. Location and Background

The Henderson Road Study Area is located on the north boundary of the City. It includes approximately 51 acres that straddles Reed Road – 37 acres in the southwest quadrant and 14 acres on the southeast quadrant. The three largest parcels include two shopping centers and the property occupied by DaVinci's restaurant. The balance of the Study Area contains smaller retail uses on out-parcels along Henderson and Reed roads, and a concentration of office uses in the southeast quadrant. Even though there is no residential use in the Study Area, a significant amount of multi-family and single-family residential development lies to the south and west.

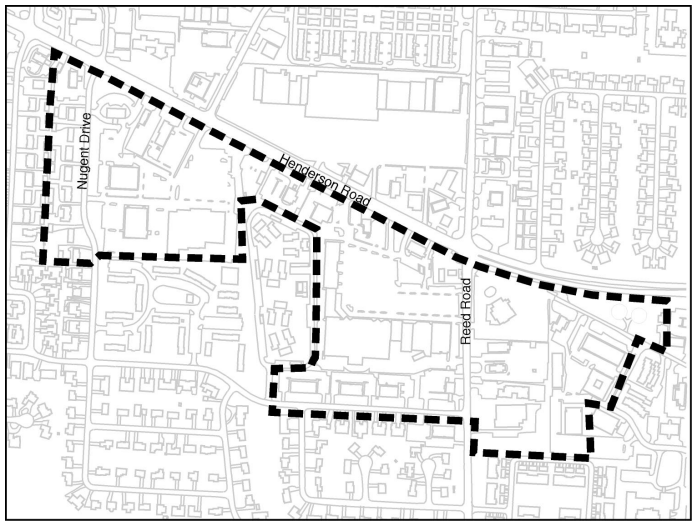
Having developed mostly in the 1970's, the land use pattern and development intensity is more a reflection of the surrounding commercial areas in Columbus than the commercial centers in Upper Arlington. As one enters the area from the north and on Reed Road, there is very little that visually distinguishes this area from surrounding development. Low-rise, mostly flat-roofed commercial buildings aligned in a strip fashion with deep setbacks and expansive off-street parking characterize this area. Freestanding commercial uses occupy the frontage on out-parcels of less than one acre. Pedestrian amenities are scarce, with very few sidewalks and no formal connections between these areas and adjacent residential development.

Henderson Road looking west at Reed

2. Study Area Limits

The Study Area's limits are composed of two areas: the areas of focus and influence. The area of focus includes most of the commercial parcels generally fronting on the corridor within close proximity to the Henderson and Reed roads intersection. The area of influence, as the name implies, reflects the need to consider development issues within a reasonable distance from the area of focus. This area mostly includes the multi-family development surrounding the focus area on the west and south sides.

Henderson Road Study Area



B. Study Area Plan

The following describes the Henderson Road Study Area Plan. It includes a description of the Study Area focus, the design concept, and possible traffic and fiscal implications.

1. Planning Direction

The focus for the Henderson Road Study Area identifies the primary land uses to be included in the area and describes the potential character of the area:

> *Regional office complex with a supporting mix of uses. This is the location with the greatest opportunity for intense office use. Other uses (retail, hotel and residential) should be included to help create a vital area. This corridor enhances the community's identity through improved and unifying edge and gateway treatments.*

In addition to the focus, the following summarizes the desirable design characteristics for the Henderson Road Study Area. This information was used to create the illustrated plans and should be considered as a starting point for new development regulations for this particular Study Area.

- Office use should be emphasized (60 to 70 percent of the building area), but include retail (15 to 25 percent) and limited amount of residential (10 to 20 percent). Hotel use should be considered.
- Intensity of land use should be increased (FAR of .65 to .90) with 80 percent lot coverage.
- Density of residential should be 15 to 20 dwelling units per acre.
- Surface parking should be minimized. Shared parking will be encouraged and on-street parking opportunities will be maximized. Four spaces per 1,000 square feet should be required for non-residential uses. Residential uses should be required to provide 2.5 spaces per dwelling unit.
- Maximum height along Henderson Road and in the middle of the area should be five to seven stories; the south boundary should be no more than two to three stories.
- Buildings should be placed close to the street – 12 to 20 feet from curb − at the building line.

2. Planning Concept

Based on the focus, the plan for this area generally includes a mix of uses and an increase in the amount of building area devoted to commercial and, in particular, office use. The plan also recommends creating an environment that is in sharp contrast to the existing parking lot dominated streetscape of the area.

The plan provides less height than indicated in the design intent statements – maximum of four versus seven. The increasing intensity requires structured parking. To hide the structures from Henderson and Reed roads, they are placed behind the proposed

buildings. If the Study Area had a greater north-south depth there would be better opportunities to increase the height of interior structures and maintain a building height of no more than four stories along Henderson and Reed roads. This would allow for an overall increase of intensity and fiscal return.

Buildings along Henderson Road and on both sides of Reed Road vary in height between two and three stories and have an average setback of 15 feet. They are primarily office use with a minimum of 70 percent retail on the ground. Buildings at the Henderson/Reed intersection are the largest at three and four stories. Their character and placement create a strong northern gateway to Upper Arlington. These buildings are primarily office use with a minimum of 70 percent retail on the ground floor.

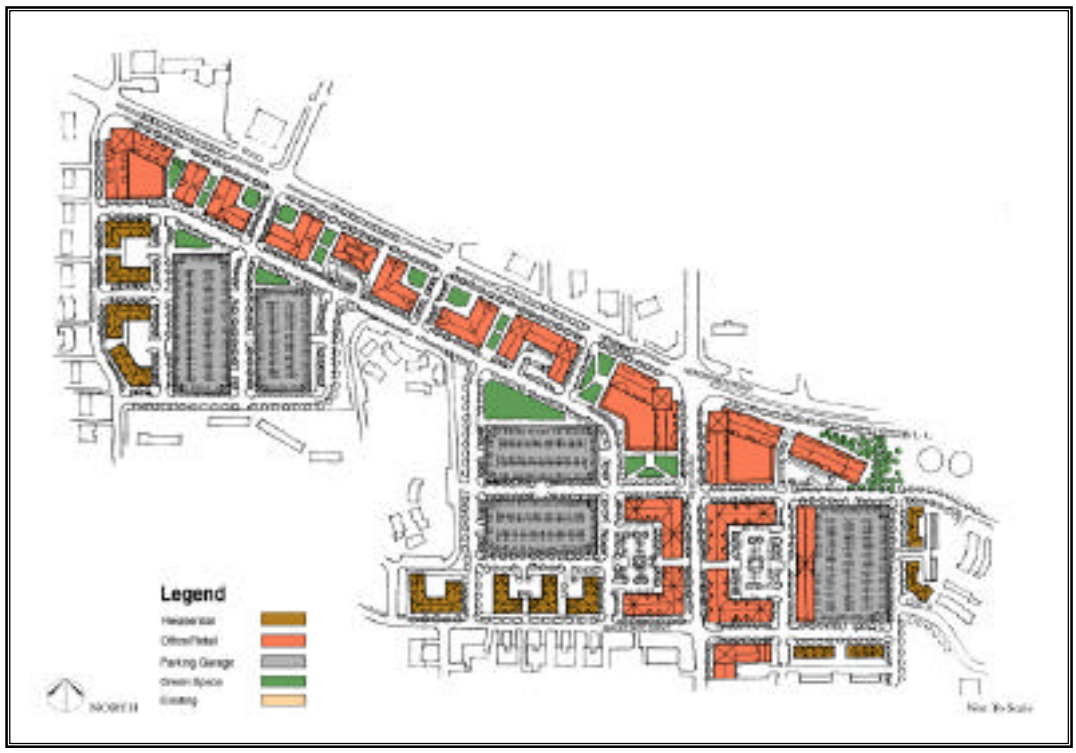
The area west of Reed Road and beyond the intersection includes smaller office buildings (10,000 square-foot average size building footprint) occupying existing parcels that front Henderson Road. These buildings can help fill a niche in the market that appeals to smaller users. Once established, these users later have the option to move up to larger space in the vicinity under this plan. A two- and three-story building anchors the southeast quadrant of the Dierker and Henderson roads intersection.

At the core of the area west of Reed Road are four parking structures. They are three- and four-level structures. Additional commercial space could be provided along at least one side of each structure to allow a deeper penetration of commercial uses into the site.

Most of the buildings in the area east of Reed Road contain a mix of uses with retail occupying most of the lower level. One building containing only office uses is located at the far northeastern portion of the site. A three-level parking structure is located toward the site's interior.

The proposed street network breaks up the large "superblock" created by the existing strip shopping centers and establishes a street alignment that can be extended to adjoining properties. Pedestrian movement is enhanced by extending the streets, with walkways through the site to adjacent properties. Multi-family residential units are located at the edge of the Study Area and function as a transitional use to buffer the adjacent single-family neighborhood.

Henderson Road Land Use Plan



Henderson Road aerial view looking south at Reed Road

3. Land Use

The current use of land within the Study Area is mixed and includes retail, office and multi-family residential. But the pattern, as noted later, separates each land use onto individual parcels.

As Table 4.1 shows, the total amount of building square footage within the 50.4-acre Study Area has more than tripled, increasing from 419,000 square feet to 1,456,000 square feet or 247 percent. The amount of retail use has also increased, shifting from 265,000 square feet to 314,000 square feet or 19 percent. Consistent with the Study Area focus, office use has shown the largest increase, expanding from 154,000 to 945,000 square feet. There are 131 multi-family residential units illustrated in the plan.

The proportion of each land use type to the total area has also changed. Office use makes up the largest proportion of the total at 65 percent followed by residential at 14 percent and retail at 21 percent. This is a significant change from the existing land use composition, where retail was the dominant land use at 63 percent followed by office at 37 percent. There were no residential units within this Study Area.

Table 4.1: Land Use Data, Henderson

	Existing		Illustration	
Land Area	50.4		Same	
Total SF:	419,000		1,456,000	
Retail	265,000	*63%*	314,000	*21%*
Office	154,000	*37%*	945,000	*65%*
Residential	0	*0%*	197,000	*14%*
FAR	.19		.67	

4. Intensity and Density

Accommodating an increase in building area without expanding the total site area resulted in an increase in land use intensity. One measure of land use intensity is floor area ratio or FAR (total building area divided by the total site area). The Henderson Road area is one of the least densely developed commercial areas of the City with an existing FAR of .19. The plan indicates a significant increase from .19 to .67.

As stated above, the area does not have any existing residential uses. The residential density for the plan is 21 dwelling units per acre.

5. Parking

Increasing the amount and intensity of land use within the Study Area has a corresponding effect on the amount of parking demanded.

Approximately 5,035 parking spaces will be required to serve the 1,456,000 square feet of office, retail and multi-family area proposed for the corridor. Most of this parking demand, or 4,200 spaces will be accommodated within parking structures. Of the 860 surface parking spaces, 520 will be on-street, parallel parking spaces. Increasing the amount of street frontage created the opportunity to provide additional, conveniently located, on-street parallel parking spaces.

Unlike the other Study Areas, the amount of required parking was based on a ratio of four spaces per 1,000 square feet of gross building area. This ratio is closer to what is typically used for commercial development at suburban densities.

6. Traffic Implications

Increasing the amount of building area, especially retail and office space, affects traffic movement, especially if there is limited capacity within the existing roadway network. Changes indicated for this area will have greatest impact on the Reed Road and Riverside Drive intersections with Henderson Road. The Sawmill Road intersection will be the least impacted by the development. At full development, the number of trips per day generated by the proposed uses will increase by 100 percent or 1,500 vehicles.

Because both the Riverside Drive and Reed Road intersections are currently operating below an acceptable Level of Service (LOS) (level C) for the area, there is very little capacity to accommodate an increase in traffic. The Reed Road intersection will stay at a LOS F, but with an expected delay of 586 seconds, compared to a current delay of 159 seconds. The Riverside Drive (US 33) intersection will also stay at a LOS F, with delays increasing from 120 to 172 seconds. The Sawmill Road intersection will change to a LOS D, which is still considered acceptable.

Major improvement to the roadway system will be required to accommodate the proposed development, alleviate anticipated delays and alter the projected levels of service. The potential improvements and gross statements of probable costs are described below. They are based on very preliminary planning level detail. One approach is to widen Henderson Road from Riverside Drive to Sawmill Road and provide two westbound lanes, one eastbound lane, and one east bound left-turn only lane. This would improve the level of service for the Riverside Drive intersection to a LOS E. Probable construction costs could be estimated at $1 million without the cost of acquiring additional right-of-way.

Another approach would be to widen the section of road between Sawmill Road and Arlington Centre Drive, which is currently under County control. Even though property owners have resisted plans to widen this section of the roadway in the past, construction of a four-lane divided roadway in this area would change the LOS to D or better. Probable construction costs could be $1.2 million, plus an additional $1 million for right-of-way acquisition. Consideration should also be given to constructing a landscaped median to replace the two-way left-turn on Henderson Road between Reed Road and Arlington Centre Drive. This would eliminate left turn movements for this section of roadway. Probable costs for these improvements could include $100,000 for the median and another $100,000 for signal improvements.

Other improvements include an additional left turn lane in the northbound and southbound directions on Reed Road and separate right-turn lanes for the eastbound and westbound directions of Henderson Road. Probable construction costs for these four new lanes are estimated to be $500,000 plus $200,000 for right-of-way acquisition. Improving the existing streetscape along with the new development could cost $2.25 million with new streets built within the development to better distribute traffic costing $1 million. The total probable cost for these improvements is $7.35 million, the highest cost associated with infrastructure improvements of all the study areas. As demonstrated in the following section, this and other public improvements will effect the net fiscal impact for the area.

7. Fiscal Implications

The fiscal impact analysis conducted for the Henderson Road Study Area tested the annual stabilized costs and benefits of programmed improvements. The net fiscal benefit of each Study Area was determined and then compared with that of existing uses within the Study Area to illustrate the net fiscal impact of new development versus existing development. The impacts are stabilized, meaning that they represent a time in the future when development is completely built out.

The net fiscal impact to the City for the Henderson Road improvements was forecasted as positive for two of the three land use types. Office had the highest net fiscal impact at $2,299,000 per year followed by residential at $3,000. Retail showed a net fiscal loss of $81,000. The total potential impact for Henderson Road plan is $2.2 million. This does not account for infrastructure improvements (including parking structures) that could total over $40 million. These costs should be financed in such a way that the entire funding burden does not rest with the City. Otherwise the fiscal benefit significantly erodes. In addressing specific

redevelopment, the City should consider enlarging the development area (increasing in south, especially on West side of Reed Road). This will provide room increase height achieve more density.

C. Existing Characteristics

Understanding the Study Area's existing characteristics helps establish certain parameters on which to base future development. The existing pattern of ownership, land uses, zoning and vehicular movement all contribute to an area's uniqueness. Recognizing these unique characteristics, incorporating them into the overall design, and critical to successful redevelopment of the area.

1. Adjacent Neighborhood

The Henderson Road Study Area is at the northern edge of a residential neighborhood and part of a larger commercial corridor. The established residential neighborhood to the south includes multi-family development at the fringe of the Study Area. A major retail center is located on the north side of Henderson Road within the City of Columbus.

The present development pattern does very little to enhance the relationship of the adjacent residential areas to the retail centers. Having been constructed at different times on separate parcels, in different zoning districts, the multi-family areas are isolated from the commercial centers. By placing parking in front and service to the rear, most of the commercial centers turn their back on the neighborhood. It is important that any further improvements to the area not only respect the size and scale of the surrounding residential area, but also provide direct links to the neighborhood itself.

The timing and success of improvements in this Study Area depends a great deal on coordination with the City of Columbus. Competition from other retail areas in the northwest, including Tuttle Mall, has affected the area's tenant mix and occupancy rates. Plus any improvements to Henderson Road will not only require coordination with the County, but the City of Columbus as well.

2. Ownership

Understanding the ownership pattern of an area (along with land use and zoning) gives an idea of how difficult it will be to acquire and assemble property for development. Parcel size, configuration and location affect future development potential. Certain uses demand parcels of a particular size, width and depth in order to be developed. Larger parcels have the benefit of being easier to develop and can be subdivided to fit development program needs.

Contiguous parcels with the same owner may offer opportunities to be purchased together, saving time and money.

The property ownership pattern within the Henderson Road Study Area includes a variety of smaller parcels under one acre. Many of them are located along Henderson Road west of Reed Road. The area east of Reed Road has a very fragmented ownership pattern with a limited amount of public street frontage.

The Arlington Square Shopping Center is located on approximately 13.18 acres and is situated on the largest parcel in the Study Area. The Greentree Center includes a major grocery store and several freestanding retail uses. Both of these areas have a significant potential for redevelopment and an opportunity to increase development intensity and mix of uses both vertically and horizontally.

3. Land Use and Zoning

The current land use pattern within the Henderson Road Study Area includes a mix of retail, office and residential (single-family and multi-family) uses. Most of the commercial uses are concentrated along Henderson and Reed roads with a large residential area to the south and a concentration of office uses within the area east of Reed Road.

The present land use pattern, which is reinforced by the existing zoning, has created a very disconnected environment where uses that can be supportive of one another have been segregated on individual parcels. Not only is the Study Area physically separated, as mentioned earlier, from the surrounding area, but also uses within the Study Area are detached. For instance, office uses south of the Arlington Square Shopping Center are oriented only toward the neighborhood and not toward both the neighborhood and the potentially supportive retail area. The office uses east of Reed Road are very isolated from the adjacent retail and residences, which is further reinforced by the limited access and property ownership pattern. This helps explain why this area lacks vitality and generates a disappropriate amount of vehicular trips.

Retail occupies by far the most space, accounting for 63 percent of the Study Area's total building coverage, or approximately 265,000 square feet. Arlington Square and Greentree Shopping centers occupy most of the area. Office uses occupy 37 percent or 154,000 square feet. There are no residential units within the Study Area. The average floor area ratio of .19 for commercial uses is very low in relation to the other Study Area, but typical for a suburban development pattern.

The entire Study Area is made up of four separate commercial zones including one planned district. The largest zone, PB-3

(Planned Shopping Center District) includes the two shopping centers (Arlington Square and the Greentree) and most of the commercial out parcels along Henderson Road. Unlike the other districts, PB-3 requires preliminary and final plan review allowing the City to have some discretion in reviewing development or redevelopment proposals. The bank building at the southeast corner of Nugent Drive and Henderson Road is zoned B-1 (Neighborhood Business District). The three office buildings and the bank on the north side of Mackenzie Drive are zoned O (Office District). The existing restaurant sites at the southeast corner of Reed and Henderson roads are zoned B-1. The remaining office parcels within the Study Area are zoned O (Office District) and OC (Conditional Office District).

4. Vehicular and Pedestrian Movement

Henderson Road is considered a primary thoroughfare with over 30,000 vehicles traveling the corridor per day. East of Reed Road, Henderson Road is a four-lane divided roadway with two travel lanes in each direction and a landscaped median. East of Reed Road to approximately Arlington Centre Drive, there are five lanes on Henderson Road with two travel lanes in each direction. A paved fifth lane is located in the median to serve left-turning vehicles. The roadway narrows to two lanes west of Arlington Centre Drive, all the way to US 33 or Riverside Drive. Reed Road is a primary thoroughfare and accommodates over 15,000 vehicles per day along four lanes with no median.

Traffic counts were obtained at Henderson Road at intersections of Reed, Sawmill and US 33. The Reed Road intersection with Henderson Road is currently operating at level of service (LOS) F, which indicates vehicles waiting more than one cycle of the traffic light. Currently, vehicles are waiting an average of 159 seconds at this intersection. The Riverside Drive intersection with Henderson Road also operates at LOS F with 120 seconds of delay. The Sawmill Road intersection is functioning at a LOS C, with a 19-second delay.

Already performing below acceptable service levels, both the Reed Road and Riverside Drive intersections will soon require changes to increase capacity and cannot accept additional traffic without major improvements. The Henderson Road area may be the best place to concentrate office development relative to other study areas, but will require considerable infrastructure improvements.

As noted earlier, pedestrian movement throughout the Study Area is hampered by the existing development pattern where uses are physically segregated from one another and where there are very few pedestrian amenities (i.e. sidewalks, street furniture, lighting and landscaping).

A. Overview

Lane Avenue is one of the City's major streets. Aside from being a major east-west connector, it offers direct access to SR 315 and The Ohio State University – two of the City's greatest external assets. It connects to all of the City's key north-south streets: US 33, Northwest Boulevard, North Star Road and Kenny Road.

Development along the corridor has been challenging given the close proximity of residential neighborhoods. The existing commercial uses along the corridor are on relatively shallow lots and any redevelopment must improve the transitions from commercial to residential. Retail, especially regionally oriented retail, may no longer play a dominant role in the mix of uses along Lane Avenue. Since very little has been reinvested in the existing office buildings, the area is in the position to change and address needs that are more related to the neighborhood and the community rather than the region.

The access and proximity to OSU enforces the redevelopment potential of Lane Avenue that is lacking in many of the other Study Areas.

1. Location and Background

The Lane Avenue Study Area includes 33 acres along the corridor between North Star Road and Northwest Boulevard. At the core of the Study Area is the Lane Avenue Shopping Center, occupying 13 acres. The balance of the Study Area includes smaller retail uses on separate parcels, a block of office space adjacent to North Star Road and several multi-family buildings on the south side of Lane Avenue. A few single-family parcels (zoned for commercial use) are located on the north side of Lane Avenue and scattered between several retail sites.

Lane Avenue looking southwest

The Lane Avenue Shopping Center was originally built as a strip center. It was significantly renovated in the late 1980's, including a partial enclosure and a major addition. The Center became a primary retail destination point, transforming from community to regional focus. The renovation also had a profound impact on the adjacent single-family neighborhood that was already situated very close to the center. Parking has been inadequate, encouraging customers to park in the residential neighborhood. Very little improvement to the other office areas occurred during this time.

As a result of changes taking place along the corridor, the City conducted a study in 1989 to determine how to best manage the impacts of the increased retail activity on adjacent neighborhoods. The study resulted in several recommendations to control parking, manage traffic circulation, and help mitigate the direct impacts of future development on the area. This was accomplished through a special overlay zoning district that, once the City adopted it in the early 1990's, required plan review of major additions and renovations. Although the process and development standards stipulated certain improvements to help mitigate impacts on a case-by-case basis, (i.e. landscaping, fencing, off-site parking provisions, etc.) it did create a vision supported by the community.

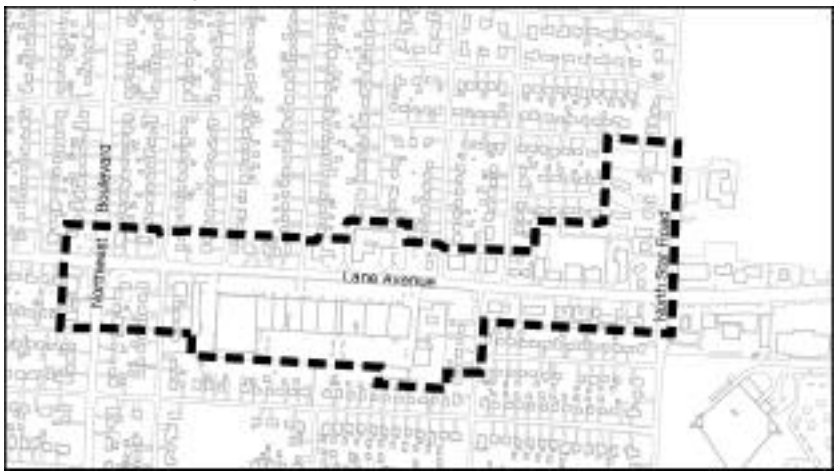
Since then, the Study Area has seen several freestanding properties change use to more closely serve the needs of the immediate community and neighborhood. But recent changes in regional shopping patterns have had the most profound influence on the Center and the Study Area. Lane Avenue Shopping Center is no longer a major retail destination. The center's vacancy rate has increased and the tenant mix has changed. A specialty grocery is now a major tenant as well as several neighborhood-oriented uses.

2. Study Area Limits

The Study Area limits are composed of two areas: focus and influence. The area of focus includes most of the commercial and multi-family uses along the corridor between Northwest Boulevard and Northstar Road.

The area of influence, as the name implies, reflects the need to consider development issues within a reasonable distance from the area of focus. It mostly includes the single-family neighborhood surrounding the area of focus.

Lane Avenue Study Area



B. Study Area Plan

The following describes the Lane Avenue Study Area plan. It includes a description of the focus, a brief review of the design concept, and a description of possible traffic and fiscal implications.

1. Planning Direction

The focus for the Lane Avenue Study Area identifies the primary land uses to be included in the plan and describes the potential character of the area:

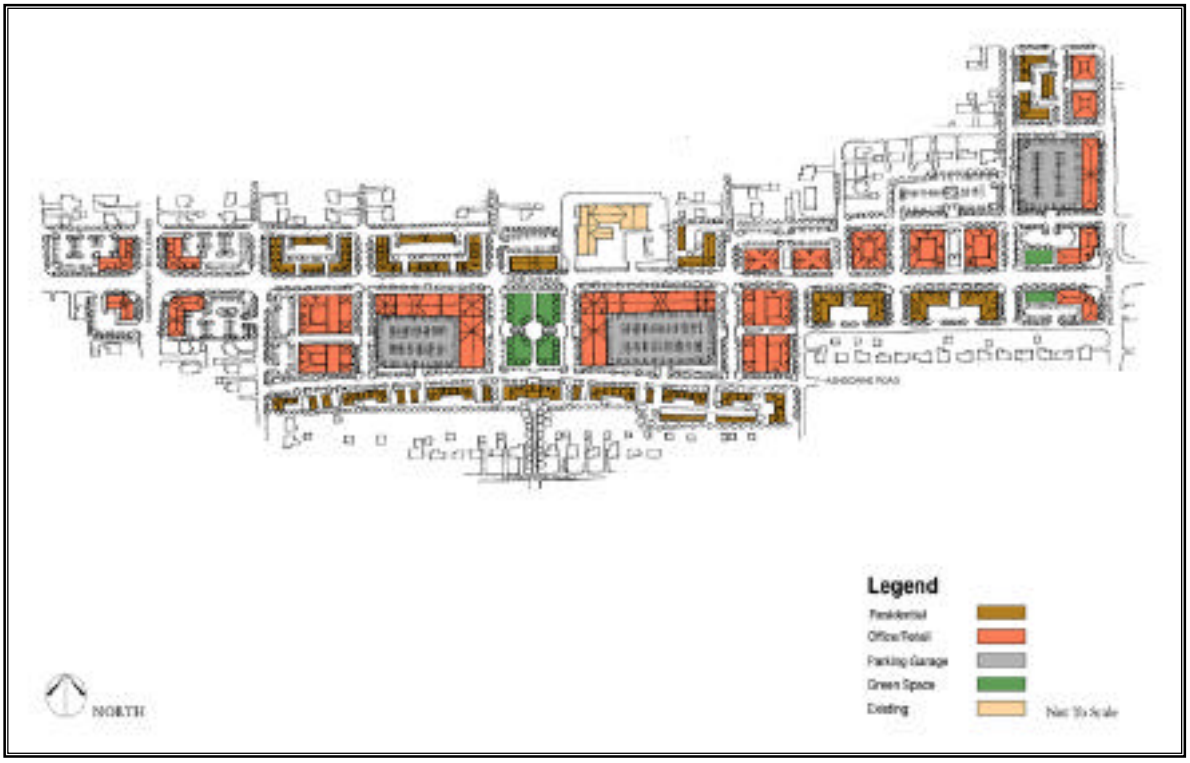
> *Mixed-use corridor. Office uses could capitalize on the proximity to Ohio State University and the Science and Technology Campus. Other uses should be included to improve the vitality of the area and enhance the market potential of the office uses. This corridor enhances the community's identity through an improved streetscape and gateway treatment.*

In addition to the focus, the following summarizes the desirable design characteristics for the Lane Avenue Study Area. This information was used to create the illustrated plans and should be considered as a starting point for new development regulations for this particular Study Area.

- Office use should be emphasized (45 to 60 percent of the building area), but include retail (15 to 25 percent) and limited residential (25 to 35 percent).
- Intensity of land use should be increased (FAR of .50 to .75) with 80 percent lot coverage.
- Density of residential should be 15 to 30 dwelling units per acre.

- Surface parking should be minimized. Shared parking will be encouraged and on-street parking opportunities will be maximized. There should be three spaces per 1,000 square feet should be required for non-residential uses. Residential uses should be required to provide 1.5 spaces per dwelling unit.
- Maximum height along Lane Avenue should be four stories. Maximum height along the perimeter of the area should not exceed two stories.
- Buildings should be placed close to the street – 12 to 20 feet from curb – and a consistent building edge should be created along Lane Avenue.
- A major gateway using building placement should be created at Lane Avenue and North Star Road.
- The depth of development on the north side of Lane Avenue – generally across from the Lane Avenue Shopping Center – should be limited to approximately two parcels.
- Connectivity to residential areas should be improved.

Lane Avenue Land Use Plan



Lane Avenue aerial view looking southwest into central green space

2. Planning Concept

Increasing the amount of commercial square footage in each of the Study Areas, including Lane Avenue, is restricted by the limited amount of existing commercial land area available. Single-family residences are located directly adjacent to the commercial areas, thereby limiting the potential for expansion without directly changing land use in nearby neighborhoods. It is a clear intent of the Master Plan to protect the existing single-family neighborhoods to the greatest extent possible. However, there are examples in the Lane Avenue Study Area where recommended changes to existing single-family residences may be appropriate.

The focus for improving Lane Avenue within the Study Area generally recommends a mix of uses and an increase in the amount of area devoted to commercial and, in particular, office use. These uses are tied together, in an east-west direction, with an enhanced pedestrian-scaled streetscape on both sides of Lane Avenue. These two- to three-story buildings are set back from the road right-of-way at least 15 feet, creating a strong street edge and more interesting pedestrian environment.

On both sides of Lane Avenue, smaller, more pedestrian friendly blocks are created from the larger blocks (i.e. Lane Avenue Shopping Center) by an extension of the local street pattern. Land uses are located within more vertically integrated, multi-story buildings incorporating retail uses on lower floors and office or residential uses on upper floors. Parallel parking is conveniently located on-street, with additional parking located within landscaped, off-street lots. Multi-level, structured parking is concealed by retail and office buildings and designed to integrate with surrounding structures. Multi-family residential uses serve as a transitional use between the single-family neighborhoods and adjacent commercial buildings. Multi-family structures or live/work units along both sides of Lane Avenue provide a transition between the established residential neighborhood and the proposed mixed-use Lane Avenue corridor.

Two- to three-story commercial buildings at the intersection of Lane Avenue and North Star Road flank the roadway and create a sense of entry to the community. At the heart of the Study Area (replacing the existing Lane Avenue Shopping Center) is a mix of office, retail and multi-family uses surrounding three sides of an open, public square. This is an important gesture to create an “address” to attract office users and provide residents with a public gathering place. To make this possible, an existing walk is extended from the neighborhood to the south and through the public space, creating a north-south pedestrian connection between neighborhoods. Multi-family residential uses function as buffer uses between the less intense single-family areas and the more intense commercial areas.

Improving the streetscape will create an environment that is easier and safer for pedestrians to use. On-street parking will help calm traffic and provide a buffer between the pedestrian and street. First level retail, occupying a minimum of 70 percent of the ground floor, will encourage street activity and add to the Study Area's vitality. Pedestrian crossings will be more frequent with the smaller blocks. Strategically placed parks and green space will provide an outdoor place for informal or formal gatherings.

3. Land Use

The current use of land within the Study Area is mixed and includes retail, office and multi-family residential. But the pattern separates each land use onto individual parcels. By integrating several land uses together (vertically) on the same parcel or within the same building, the amount (and intensity) of development increases. This allows better utilization of the site and an opportunity to increase the total square footage devoted to each land use.

As Table 5.1 shows, the total amount of building square footage within the 33-acre Study Area has more than doubled, increasing from 484,000 square feet to 913,000 square feet. Retail use has declined, shifting from 290,000 square feet to 210,000 square feet. Consistent with the Study Area focus, office use has shown the largest increase, expanding from 79,000 to 394,000 square feet. Residential increased from a total of 115 units to 209 units, adding nearly 200,000 square feet of residential building area.

The proportion of each land use type to the area has also changed. Office use makes up the largest proportion of the total at 43 percent, followed by residential at 34 percent and retail at 23 percent. This is a significant change from the existing land use composition, where retail was the dominant land use at 61 percent, followed by office at 16 percent and residential at 23 percent.

Table 5.1: Land Use Data, Lane Avenue

	Existing		Illustration	
Land Area	33 AC		same	
Total SF	484,000		913,000	
Retail	290,000	*61%*	210,000	*23%*
Office	79,000	*16%*	394,000	*43%*
Residential	115,000	*23%*	309,000	*34%*
FAR	.31		.64	
Res. Unit	115		209	
Avg. Size SF	1,000		1,500	

4. Intensity and Density

Accommodating an increase in building area on the site resulted in an increase in land use intensity. One measure of land use intensity is floor area ratio or FAR (total building area divided by total site area). For this Study Area, the FAR more than doubles, increasing from an existing .31 to .64. This increase is not possible with surface parking only. It requires a combination of surface parking, both on-street and off-street, and parking within multi-level structures.

In terms of residential density, the existing 115 units occupy 8.52 acres, which yields a density of 13.5 dwelling units per acre. The illustration includes 209 units at 33 dwelling units per acre – these units are also larger (1,000 square feet versus 1,500 square feet).

5. Parking

Increasing the amount and intensity of land use within the Study Area has a corresponding effect on the amount and type of parking demanded. The lack of available parking at peak times and the limited amount of space available to accommodate additional parking has made parking an issue within the Study Area. For instance, on-street parking along the residential streets is restricted to residents "by permit only" as part of a parking district that surrounds the Lane Avenue Shopping Center.

Approximately 1,800 parking spaces is required to serve the 913,000 square feet of office, retail and multi-family building area proposed for the Study Area. Most of this parking demand, or 1,518 spaces is to be accommodated within parking structures. Two three-level structures (600 spaces each) are required to serve the office and retail uses on the south side of Lane Avenue. A 300-space parking structure serves the commercial uses north of Lane Avenue. In order to avoid placing the parking structure directly on the Lane Avenue frontage (on the north side), and losing valuable exposure, the garage was located east of the

existing single-family area. The design of the structure's exterior should include sufficient detail to minimize the overall mass and visual impact on the neighborhood.

Of the 688 surface parking spaces, 336 are on-street, parallel parking spaces. Increasing the amount of street frontage creates the opportunity to provide additional conveniently located on-street parallel parking spaces.

The amount of required parking was based on a ratio of three spaces per 1,000 square feet of gross building area. This ratio is less than the one typically used for commercial development at suburban densities. Since this area is proposed to develop at a higher density, it was assumed that parking spaces would be shared between uses and at different peak times. The provision of on-street parking provides additional opportunity not afforded in conventional suburban settings.

6. Traffic Implications

Increasing the amount of building area, especially retail and office space, affects traffic movement. Increased land use intensity along the Lane Avenue corridor will primarily impact the Northwest Boulevard and North Star intersections. The impact of intensification illustrated in the Study Area Plan will increase the number of peak hour trips by nine percent or 150 vehicles.

As a result, the impact on the intersections is minimal and delays negligible. While the intersection analysis does not suggest the need to widen Lane Avenue, observations of traffic flow between the two intersections suggest the need for some improvement. This would be primarily to enhance pedestrian safety and convenience and maintain traffic flow along the middle of the corridor (in the vicinity of Lane Avenue Shopping Center).

One option to consider is construction of a raised curb median along this section of Lane Avenue, thus providing better defined left turn lanes and focusing left turn movements at fewer locations. Probable construction costs could be at $1.5 million for the median and $250,000 for the additional right-of-way. Pedestrian streetscape improvements could be $1.8 million based on a unit cost of $300 per lineal foot.

Additional streets built within the development to better distribute traffic, provide additional frontage and allow on-street parking could be an additional $635,000. The total probable cost for traffic, street and pedestrian improvements within the Study Area are $4.2 million. The costs of these public improvements, including the costs of structured parking, were also included as part of the fiscal assessment.

7. Fiscal Implications

The fiscal impact analysis conducted for the Lane Avenue Study Area tested the annual stabilized costs and benefits of programmed improvements. The net fiscal benefit of the Study Area was determined and then compared with the existing uses to illustrate the net fiscal impact of the plan versus existing development. The impacts are stabilized, meaning that they represent a time in the future when the development is completely built out.

The net fiscal impact to the City for the Lane Avenue improvements was forecasted as positive for all three land use types. Office had the highest net fiscal impact at $985,000 per year followed by retail at $109,000, and residential at $54,000. The total potential impact is $1.1 million per year. This does not account for infrastructure improvements (including parking structures) that could total $13 million. These costs should be financed in such a way that the entire funding burden does not rest with the City. Otherwise, the positive fiscal impact will be eroded. It is anticipated that for parking structures to be feasible, they would need to be funded in a shared arrangement.

Reducing the amount of retail space while substantially increasing the amount of office space within the Study Area contributed to the positive fiscal return. Additional capacity in the roadway network also minimized the amount of infrastructure costs.

C. Existing Study Area Characteristics

Understanding a Study Area's existing characteristics helps establish certain parameters on which to base future development. The existing pattern of ownership, land uses, zoning and vehicular movement all contribute to an area's uniqueness. Recognizing these unique characteristics and incorporating them into the overall design is critical to successful redevelopment of the Study Area.

1. Adjacent Neighborhood Characteristics

The Lane Avenue Study Area lies within an established residential neighborhood. The single-family neighborhoods on the north, south and west side of the corridor are in close proximity to the existing commercial areas. There is minimal distance to buffer or allow visual relief. Because of this, residents have historically felt the impact of adjacent uses.

The area directly to the east of North Star Road on Lane Avenue is outside the City's jurisdiction and within Clinton Township. This area includes a mix of residential, office and retail uses between the North Star Road intersection and OSU. A new strip center development that includes drive-through uses is being developed on the former Fiesta Lanes bowling alley site on the south side of Lane Avenue.

The Existing Conditions report indicated that a majority of the OSU property directly adjacent to the City (north of Lane Avenue) is reserved as agricultural use. The proposed land use plan for the larger west campus district indicates the need to conserve existing open space and provide enhanced research facilities and other academic opportunities. Research activity on the 266 acres south of Lane Avenue, including the OSU Science and Technology Campus, could have an effect on the office market potential for Upper Arlington, especially for the Lane Avenue Study Area.

As stated in the Study Area focus, incubator businesses that have matured or outgrown their University facilities would have the option of locating their offices to a nearby location inside the City and the Study Area if office space is made available.

Additional University office development in the area could also increase the demand for other uses in the community, including retail and certain types of residential.

2. Ownership

Understanding the ownership pattern of an area (along with land use and zoning) provides an indication of the difficulty involved in assembling property for development. Parcel size, configuration and location all affect future development potential. Certain uses demand parcels of a particular size, width and depth in order to develop feasibly. Larger parcels have the benefit of being easier to develop and can be subdivided to fit development program needs. Contiguous parcels with the same owner could be purchased together, saving time and money.

The property ownership pattern within the Lane Avenue Study Area includes a variety of smaller parcels under one acre. Many of these parcels are located primarily on the north side of Lane Avenue and are less than 200 feet in depth. Development of these parcels has caused the biggest concern among adjacent residential landowners. Most of these parcels will require assemblage to develop, especially to accommodate commercial uses.

In contrast, the Lane Avenue Shopping Center is located on approximately 13 acres, the largest single parcel in the Study Area. The northwest quadrant of the North Star and Lane Avenue intersection also contains several larger, deep lots. Both of these locations have a significant potential for redevelopment, an opportunity to increase development intensity, and to mix uses both vertically and horizontally.

3. Land Use and Zoning

The current land use pattern within the Lane Avenue Study Area includes a mix of retail, office and residential (single-family and multi-family) uses. Most of the commercial uses are concentrated

around the Northwest Boulevard and North Star intersections with Lane Avenue and the Lane Avenue Shopping Center. A mix of office, retail and residential (multi-family and single-family) uses occupy the north side of Lane Avenue. A similar pattern is found on the south side of Lane Avenue, but without single-family residences fronting directly on Lane Avenue.

Retail occupies by far the most building floor area, accounting for 61 percent of the Study Area's total building coverage or approximately 290,000 square feet. Lane Avenue Shopping Center takes up most of the area. This is followed by office uses at 16 percent or 79,000 square feet. The area's 115 residential units, including several single-family residences, occupy approximately 115,000 square feet or 23 percent. The average floor area ratio for commercial uses is .34.

Current zoning within the Study Area generally follows the existing land use pattern with the exception of several single-family residences on the north side of Lane Avenue. These residential structures are zoned for office use but are occupied as residences. It is this situation along with the increasing commercial development that prompted the adoption of a special overlay zoning district in 1990. Primarily set up for the Lane Avenue corridor, the district roughly follows the Study Area boundaries. The district does not apply to single-family uses.

Adherence to the regulations and review by the Board of Zoning and Planning and City Council is initiated with one or more of the following changes:

- Single-family changes to another use;
- Gross floor area is increased by 10 percent;
- Additional parking required;
- Change in non-conforming use;
- Interior/exterior renovation of 50 percent of the gross floor area; and
- Reconstruction of 25 percent of the gross floor area.

Development standards focus on buffering residential uses from commercial expansion. This includes landscape buffering and screening and landscaping requirements for parking lot interior and perimeters. Forty-foot front and rear yard setbacks are required with 15-foot side yards adjacent to residential uses. Development intensity is not explicitly controlled through (floor area ratio) or density requirements but depends heavily on landscaping to help reduce lot coverage. Other options to meet parking standards (i.e. remote parking) are also included.

Even though this special overlay district was adopted to mitigate the impacts of future development, it was based on the existing development pattern while mitigating the impacts of future

development. As a result, many of the Study Area Plan recommendations would not meet the district's existing development standards. A revised set of development standards is needed to accommodate more intense development while being sensitive to the adjacent neighborhoods.

4. Vehicular and Pedestrian Movement

Lane Avenue is considered a primary thoroughfare with over 16,000 vehicles traveling the four-lane corridor per day. There are additional turning lanes at the intersection with North Star Road. Northwest Boulevard, another primary thoroughfare at the western edge of the Study Area, carries 10,000 vehicles per day also within four lanes.

Street capacity refers to the number of vehicles that can safely pass a given section of roadway in a set time period. Intersection capacity is the critical factor to understand because system failures typically occur first at the intersections. Whether or not streets have additional capacity depends on the number of vehicles using the street (during peak hours) and the theoretical peak hour capacity.

Traffic counts were conducted at the Northwest Boulevard and North Star intersections with Lane Avenue. The Northwest Boulevard intersection with Lane Avenue is currently operating at a LOS (level of service) C, with an average delay of 16 seconds per vehicle. The North Star Road intersection operates at LOS B, with a delay of 13 seconds per vehicle. This indicates that additional capacity exists to accommodate increased traffic volume.

Even though there is capacity to handle additional traffic at the intersections, Lane Avenue, especially in front of the existing shopping center, contains a number of closely spaced intersections and curb cuts (parking lots, driveways, etc.). These access points create a number of left hand turning movements that should be controlled and/or reduced as improvements are made in the area.

With the previous improvement of the Lane Avenue Shopping Center, several changes were gradually made to enhance pedestrian circulation and connectivity. This included the use of residual right-of-way to connect the rear and west side of the shopping center with the adjacent residential neighborhood and the addition of pedestrian crosswalks and signalization at key intersections. Due to the lack of space, there are no sidewalks for pedestrians along the south side of Lane Avenue directly in front of the shopping center parking lot. The shopping center superblock restricts north-south pedestrian travel and east-west movement is hampered by the lack of space for a dedicated sidewalk. Even if a sidewalk was provided along Lane Avenue, the

experience of walking between moving traffic and a parking lot would be lees than desirable. Because of the nearby residential neighborhood, there is a significant potential to create a walkable pedestrian-friendly environment.

A. Overview

The Tremont Study Area is the community's closest example of a mixed-use neighborhood center. It lacks the integrated residential uses of the Mallway but has greater potential given its size, access, visibility and many adjacent civic facilities. The Study Area Plan tries to build on these assets in a much more intense way by providing much stronger integration of uses in a setting with significant pedestrian amenities. One of which is a proposed large public green that "creates an address" for the office user in this area − this would be a contrast to most suburban office settings.

This chapter provides background information and recommendations for the redevelopment capacity of the Tremont Area.

1. Location and Background

The Tremont Study Area is centrally in the community, south and west of the Kingsdale Shopping Center and fronting Tremont Road. The Tremont Center, a small-scale retail strip center (seven acres), is at the heart of the Study Area. The rest of the Study Area is comprised of a large concentration of multi-family residential units on 18 acres directly north of the Center. Tremont School, the Senior Center, a portion of Northam Park and the Upper Arlington Public Library are located west of the Study Area.

Tremont looking northwest

Tremont Center has recently gained some new restaurant tenants that have strengthened its position in the community as a neighborhood commercial center. The nearby school,

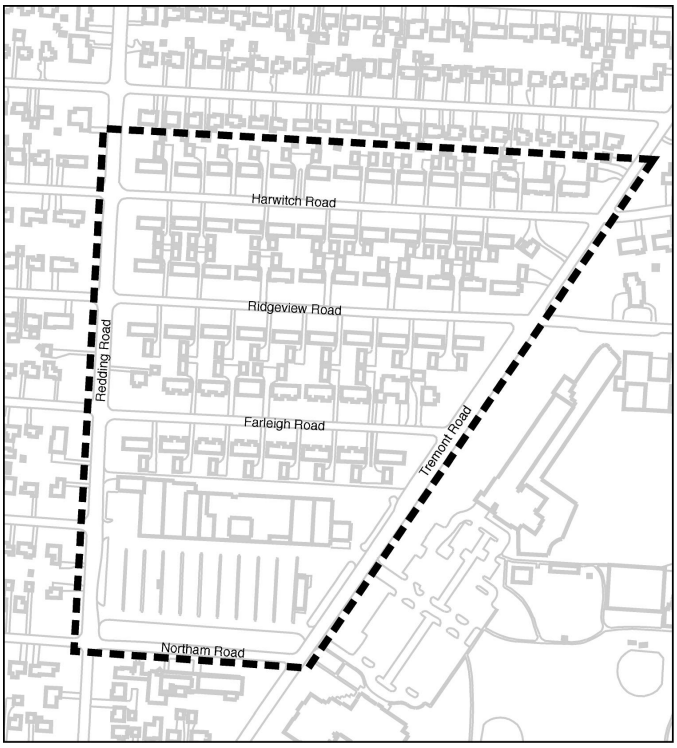
senior center, parks and library have all added stability to the neighborhood.

2. Study Area Limits

The Study Area limits are composed of two areas: the areas of focus and influence. The area of focus includes the Tremont Shopping Center and the multi-family area to the north. It is bounded by Tremont Road to the east, Dorset Road to the south, Redding Road to the west and to the north by the single-family homes south of Inchcliff Road.

The area of influence, as the name implies, reflects the need to consider development issues within a reasonable distance from the area of focus. The area of influence includes most of the surrounding single-family residential neighborhood, St. Rita's Church and school facilities, and the civic uses east of Tremont Road.

Tremont Study Area



B. Study Area Plan

The following describes the Tremont Study Area Plan. It includes a description of the Study Area focus, a brief review of the design concept, and a description of possible traffic and fiscal implications.

1. Planning Direction

The focus for Tremont Study Area Plan is described below and identifies the primary land uses to be included in the Area Plan and desired physical character.

> *Neighborhood center with retail, office and residential. This area also has better accessibility and visibility, and therefore, serves a large portion of the community. It offers an opportunity to significantly provide office use in the multi-family area and still have a comparable amount of multi-family uses. This general area is a potential location for a community center, given other nearby civic and recreational uses, but is secondary to Kingsdale.*

In addition to the focus, the following summarizes the desirable design characteristics for the Tremont Study Area. This information was used to create the illustrated plans and should be considered as a starting point for new development regulations for this particular Study Area.

- Office use should be emphasized (35 to 45 percent of building area), but include retail (15 to 25 percent) and limited residential (30 to 40 percent).
- Intensity of land use should be increased (FAR of .60 to .75) with 80 percent lot coverage.
- Density of residential should be 15 to 25 dwelling units per acre.
- Surface parking should be minimized. Shared parking will be encouraged and on-street parking opportunities will be maximized. Three spaces per 1,000 square feet should be required for non-residential uses. Residential uses should required to provide 1.5 spaces per dwelling unit.
- Maximum height in the core of the area should be four stories. The perimeter structures should be no more than two stories.
- Buildings should be placed close to the street – 12 to 15 feet from curb − at the building line.

2. Planning Concept

Increasing the amount of commercial square footage in each of the Study Areas, including the Tremont Road Study Area, is restricted by the limited amount of available land.

The Study Area Plan indicates maintaining the Tremont Center. It has many traditional design elements (e.g., limestone and arcade) that residents find attractive. It also has recent tenant additions that are enjoying success. However, this may not be the best use for the site given that it is only one story and has a strong

retail focus. The City should keep its option open when considering specific development proposals.

As the site plan shows additional office and retail space is added to the east side of the existing shopping center, with a reduced setback. A separate office and retail building is located south of the center within the eastern one-third of the existing parking lot. Both the buildings will orient the center more toward Tremont Road, a primary Roadway within the community and create a framed, streetscape entrance to this part of the site.

A pedestrian connection extends from the existing courtyard in the Center to a new central green to the north. This route forms a north-south connection through the area, dividing the superblocks into a more pedestrian-friendly scale. Other north-south streets are added to further reduce the size of the existing blocks and improve access.

The existing multi-family area to the north is transformed into a mix of office, residential and commercial uses. The larger two- and three-story commercial buildings and a conveniently situated five-level, 1,260-space parking structure are located toward the center of the site. Two-story, multi-family buildings compliment the scale of the surrounding residential neighborhood and are located along the eastern edge of Redding Road and directly south of the single-family area. Two-level commercial buildings front on Tremont Road north of the existing commercial area. The proposed commercial structures include retail on the ground floor and office in the floors above.

The area created by the centrally located open space is physically defined by the adjacent commercial and residential buildings. An east-west boulevard (existing Ridgeview Road) bisects the open space and includes a landscaped median. Another smaller, pedestrian park is located directly north of the center and east of the parking structure. Ridgeview Road's status as an east-west connector is retained, but enhanced with several traffic calming measures. This includes on-street parallel parking, two additional intersecting streets, and a tree-lined boulevard.

Improving the streetscape will create an environment that is easier and safer for pedestrians to use. On-street parking will help calm traffic and provide a buffer between the pedestrian and busy street. First level retail, occupying a minimum of 70 percent of the ground floor space, will encourage street activity and add to the area's vitality. Pedestrian crossings will be more frequent with the smaller blocks. Strategically placed parks and green space will provide an outdoor place for informal or formal gatherings.

3. Land Use

The plan for the Tremont Study Area addresses the need to create a better mix of uses with an emphasis on office use. Increasing

office use in the area is important to the City's fiscal objectives. At the same time, creating a better and more balanced mix of uses will establish a more vibrant neighborhood.

As Table 6.1 shows, the total amount of building square footage within the 25-acre Study Area has more than doubled, increasing from 325,000 square feet to 775,000 square feet. Retail use has increased from 65,000 to 168,000 square feet. Consistent with the Study Area focus, office use has shown the largest increase, expanding from 79,000 to 394,000 square feet. The total number of residential units dropped from 256 to 207, even though the total floor area increased. This is because the size of the average unit increased from approximately 1,000 to 1,500 square feet per unit. The increase in retail was due largely to the retention of the existing Tremont Center, which is mostly one floor and predominately retail, and a significant number of two-level commercial structures along Tremont Road. Because of a desire to have a large amount of retail at street level, the two-level buildings yield a higher proportion of retail use.

Tremont Land Use Plan

Tremont aerial view looking northwest

Table 6.1: Land Use Data, Tremont

	Existing		Illustration	
Land Area	25 AC		same	
Total SF:	325,000		775,000	
Retail	65,000	*20%*	168,000	*22%*
Office	10,000	*3%*	297,000	*38%*
Residential	250,000	*77%*	310,000	*40%*
FAR	.30		.68	
Res Units	256		207	
Avg. Size, SF	980		1,500	

The proportion of each land use type to the total area has also changed. Residential use makes up the largest proportion of the total at 40 percent, closely followed by office at 38 percent and retail at 22 percent. The existing land use composition is residential as the dominant land use followed by retail at 20 percent, and office at three percent.

4. Intensity and Density

Accommodating an increase in building area on the site resulted in an increase in land use intensity. One measure of land use intensity is floor area ratio or FAR (total building area divided by a total site area). For this Study Area, the FAR more than doubled, increasing from an existing .30 to .68.

In terms of residential density, the existing 256 units occupy 18 acres, which yields a density of 14 dwelling units per acre. The illustration includes 207 units at 25 dwelling units per acre − these units are also larger (980 square feet versus 1,500 square feet).

5. Parking

Increasing the intensity of land use within a Study Area has a corresponding effect on the amount of parking demanded. Surface parking alone cannot accommodate this density level. It requires a combination of surface parking, both on-street and off-street, and parking within multi-level structures.

The parking demand was based on a ratio of three spaces per 1,000 square feet of gross building area. This ratio is less than what is typically used for commercial development in suburban settings. The provision of on-street parking provides additional opportunity for parking not afforded in conventional suburban settings.

Approximately 1,700 parking spaces will be required to serve the 775,000 square feet of office, retail and multi-family use

proposed for the area. Most of this parking demand or 1,260 spaces will be accommodated within a centrally located parking structure adjacent to the commercial Study Area. The five-level structure is designed to mostly serve the office and retail uses. There are also 280 surface lot spaces and 380 on-street parking spaces. Including the parking structure, there are more than 1,900 parking spaces included in the Study Area. Of the 654 surface parking spaces, 376 will be on-street, parallel parking spaces. Increasing the amount of street frontage created the opportunity to provide additional conveniently located on-street spaces. With the mix of use, it is assumed that parking spaces, especially on-street spaces, could be shared between uses.

6. Traffic Implications

Increasing the amount of building area, especially retail and office space, can affect trip generation and traffic movement. Increased land use intensity in the Tremont Study Area will increase the number of peak hour trips by 800 vehicles or 130 percent even though different land uses generate different traffic volumes, this percentage increase is comparable to an increase in building area of138 percent.

Because of limited capacity, development of the Tremont Center plan could increase the need for intersection improvements at the "five points" intersection north of Kingsdale Shopping Center. Potential roadway improvements could be $2.25 million. An allowance of $900,000 is recommended for streetscape improvements along the east side of Tremont Road between Zollinger Road and Cantebury Road. The increase in traffic would not impact the current levels of service at any of the other evaluated intersections.

7. Fiscal Implications

The fiscal impact analysis conducted for Tremont Study Area tested the annual stabilized costs and benefits of programmed improvements. The net fiscal benefit of each proposed Study Area was determined and then compared with that of existing uses to illustrate the net fiscal impact of the plan versus existing development. The impacts are stabilized, meaning that they represent a time in the future when the development is completely built out.

The net fiscal impact on the City of Upper Arlington for the Tremont Study Area was foretasted as positive for two of the three land use types. Office had the highest net fiscal impact at $854,000 per year followed by residential at $52,000. Because of the increase in the amount of square footage, retail had a $117,000 negative net fiscal impact. The total potential impact is $789,000. This does not account for infrastructure improvements (including parking structures) that could total $15 million. These

costs should be financed in such a way that the entire funding burden does not rest with the City. Otherwise, the positive fiscal impact will be eroded. It is anticipated that if the parking structures are to be feasible they would need to be funded in a shared arrangement.

B. Study Area Characteristics

Understanding the Tremont Study Area existing characteristics helps establish certain parameters on which to base future development. The existing pattern of ownership, land uses, zoning and vehicular movement all contribute to the Study Area's uniqueness. Recognizing these unique characteristics and incorporating them into the overall design and is critical to successful redevelopment of the area.

1. Adjacent Neighborhood

The Tremont Study Area lies within an established residential neighborhood and is adjacent to several community facilities. The single-family neighborhood surrounding the Study Area on the north and west sides is in close proximity to the existing Tremont Center and multi-family area. The St. Rita's Church is located directly south of Tremont Center.

A major concentration of civic uses is located on the east side of the Study Area and Tremont Road, including the Tremont Elementary School, the Upper Arlington Senior Center, Northam Park and the Upper Arlington Public Library. The 22.4-acre Northam Park, which includes a pool, tennis courts and ball fields, is one of the City's most active recreation areas and the site of many community events throughout the year. The library is also a very popular place for residents.

2. Ownership

Understanding the ownership pattern of an area (along with land use and zoning) provides an indication of the difficulty involved in assembling property for development. Parcel size, configuration and location all have an effect on future development potential. Certain uses demand parcels of a particular size, width and depth in order to develop. Larger parcels have the benefit of being easier to develop and can be subdivided to fit development program needs. Contiguous parcels with the same owner could be purchased together, saving time and money.

The Tremont Center building is situated on a single 5.22-acre parcel. The parking lot serving the Center is made up of eight parcels under a single owner. All 63 multi-family buildings to the north of the Center are located on separate parcels and have many different owners.

3. Land Use and Zoning

The Tremont Study Area already includes a mix of land uses, but they are for the most part segregated onto individual parcels. Only within a limited portion of the existing Tremont Center are office uses vertically integrated with retail uses.

The current land use pattern within the Study Area includes a mix of retail, office and residential (multi-family) uses. Multi-family residential occupies by far the most space, accounting for 77 percent of the Study Area's total building coverage, or approximately 250,000 square feet. This is followed by retail uses (Tremont Center) at 18 percent or 65,000 square feet. Office uses occupy approximately 10,000 square feet or three percent of the Study Area. The average floor area ratio for commercial uses is .30.

Current zoning within the Tremont Study Area generally follows the existing land use pattern. The Tremont Center is zoned B-1, Neighborhood Business District, permitting commercial and office use. The multi-family area to the north is zoned R-2a, One to Four Family Residence District that allows single-family and multi-family residences up to a maximum density of 10.89 dwelling units per acre. The school, senior center, library and park are part of a larger residential district with an R-1c, One Family Residence District designation. Commercial and office uses are not permitted in the R-2a district. Replacing the existing multi-family area with a mix of uses will require application of a new mixed-use zoning district or a special overly zoning district that adds retail and office, along with the multi-family, as permitted uses.

4. Vehicular and Pedestrian Movement

Tremont Road is considered a primary thoroughfare with over 10,000 vehicles traveling the corridor per day along the Tremont Center frontage. This segment of roadway south of Zollinger Road is two lanes. Additional left-turn lanes are provided at key intersections.

Street capacity refers to the number of vehicles that can safely pass a given section of Roadway in a set time period. Intersection capacity is a critical factor to understand because system failures typically occur first at the intersections. Whether or not streets have additional capacity depends on how many vehicles are using the street (during peak hour) and the theoretical peak hour capacity.

Traffic counts were conducted at the Fishinger Road/Northwest Boulevard intersection ("five points") and the Zollinger and Ridgeview Road intersections with Tremont Road. The Fishinger Road/Northwest Boulevard intersection is operating at a level of service (LOS) D with an average delay of 43 seconds. Both the

Zollinger Road and the Ridgeview intersections are operating at an LOS B. Zollinger Road has an average delay time of seven seconds and Ridgeview Road has an average delay time of five seconds. The Fishinger Road/Northwest Boulevard intersection has limited capacity to handle additional traffic and will be impacted the most by future development in the Study Area. The Zollinger Road and Ridgeview Road intersections have sufficient capacity to accommodate additional traffic.

A. Overview

This Study Area straddles one of the City's most prominent streets. Northwest Boulevard is the setting of the City's largest and most public gathering, the annual Independence Day parade.

This area was investigated because of low-intensity land use and proximity to the Kingsdale commercial area. Perhaps the most significant reason for its inclusion in the Study Area planning effort was due to the single ownership of all but two one-acre parcels. One of the greatest challenges of redevelopment is property assemblage. This challenge is much less difficult in this Study Area. Even so, this is not a priority redevelopment location. It seems to be a logical, long-term extension of the Kingsdale redevelopment success.

However, a plan was pursued for this area so that the City would be prepared if an appropriate opportunity presented itself. To achieve the type of environment suggested by the plan, the physical setting must be unique – especially to attract office use. Providing an integrated mix of uses and public gathering places would be a contrast to most suburban office settings.

1. Location and Background

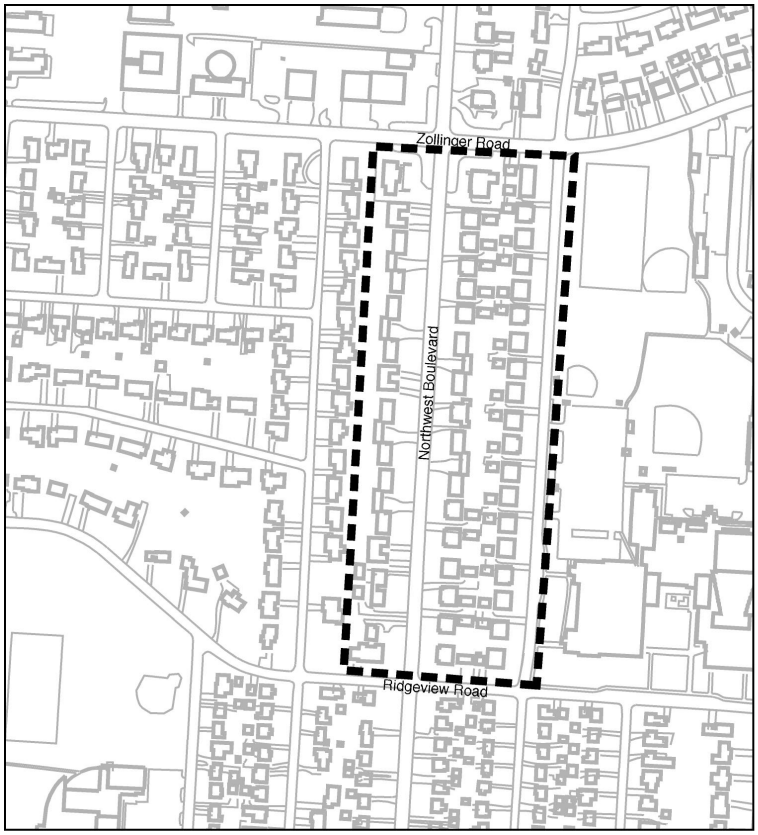
The Northwest Boulevard Study Area is south and east of the Kingsdale Shopping Center. It lies on both sides of Northwest Boulevard between Zollinger and Ridgeview Roads. Brandon Road is the eastern edge of the Study Area. The single-family property to the west serves as the other boundary. Unlike the other Study Areas, Northwest Boulevard is not a commercial center. With the exception of two small commercial properties, multi-family makes up almost the entire 13.4-acre Study Area. Most of all, the entire multi-family area is under single ownership.

2. Study Area Limits

The Study Area limits are composed of two areas: focus and influence. The area of focus includes the multi-family property fronting on both sides of Northwest Boulevard and the properties on the west side of Brandon Road.

The area of influence, as the name implies, reflects the need to consider development issues within a reasonable distance from the area of focus. The area of influence within this Study Area includes the adjacent single-family neighborhood and the Upper Arlington High School.

Northwest Boulevard Study Area



B. Study Area Plan

The following describes the Northwest Boulevard Study Area Plan. It includes a description of the Study Area focus, the design concept, and traffic and fiscal implications.

1. Planning Direction

The focus for the Northwest Boulevard Study Area identifies the primary land uses to be included in the plan and describes the potential character of the area:

> ***Mixed-use corridor with retail, office and residential.*** *Focus is on office with residential (both at higher intensity than current) as an important component of the mix given the proximity of existing single-family ownership.*

In addition to the focus, the following summarizes the desirable design characteristics for the Northwest Boulevard Study Area. This information was used to create the illustrated plans and should be considered as a starting point for new development regulations for this particular Study Area.

- The mix of uses should include: office use (35 to 45 percent of the building area), retail (15 to 20 percent) and residential (40 to 55 percent).
- Intensity of land use should be increased (FAR of .50 to .75) with 80 percent lot coverage.
- Density of residential development should be 15 to 20 dwelling units per acre.
- Surface parking should be minimized. Shared parking will be encouraged and on-street parking opportunities will be maximized. There should be three spaces per 1,000 square feet should be required for non-residential uses. Residential uses should be required to provide 1.5 spaces per dwelling unit.
- Maximum height along this portion of Northwest Boulevard should be four stories. This should be concentrated in the center and on the east side of the boulevard. Maximum height at the north and south ends of the area should not exceed two stories.
- Buildings setbacks should be placed close to the street – 12 to 20 feet from curb – at the center of the Study Area. At the ends the setbacks should reflect the deeper setbacks that are typical of Northwest Boulevard.
- Smaller blocks should be created. From Ridgeview Road to Zollinger Road, Northwest Boulevard is one continuous block. This is long by any standard of neighborhoods design. To create a better pedestrian-scaled environment, smaller blocks should be developed.
- Diverse housing types should be supported to create a vital mixed-use neighborhood center. This housing − higher density than what currently exist in the area − needs to be diverse to serve the needs of the community: young families, empty nesters, seniors and those that work from their home.

2. Planning Concept

Based on the focus, the plan for the Northwest Boulevard area recommends a mix of uses and an increase in the amount of residential, retail and in particular, office use. Commercial uses are vertically integrated within multi-level buildings, incorporating retail on the first floor and office on the upper floors. Multi-family uses are found nearby, taking advantage of the proximity to work and shopping opportunities.

As the site plan shows the existing 1,500-foot-long block is divided into smaller, more pedestrian-friendly blocks by two east-west streets. Building placement along both sides of Northwest Boulevard respects the existing tree row and incorporates open

space at several locations. Setbacks on the south side of the site mirror the adjacent single-family setbacks south of Ridgeview Road and gradually narrow toward the center of the site where the overall building mass increases.

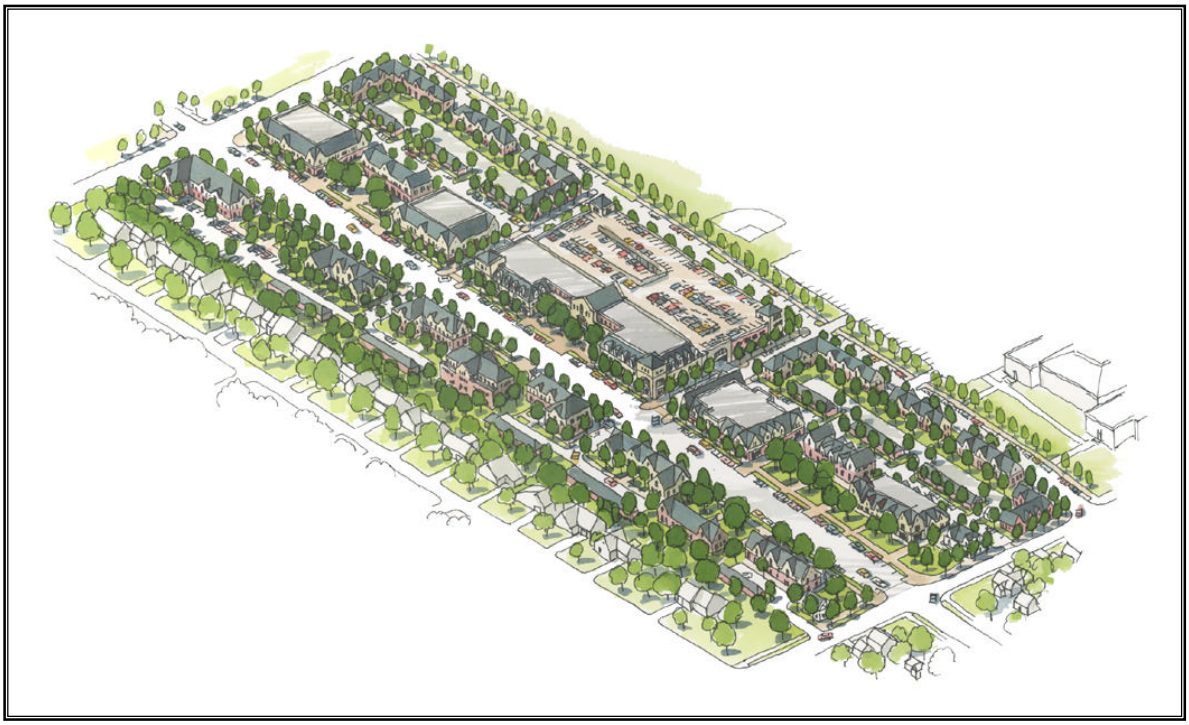
In this location, a three-story commercial building conceals a three-level, 630-space parking structure. (This structured could be shared with the adjacent high school). The remaining commercial buildings are two or three stories and include retail on the first floor and office on upper levels. Designed to attract smaller users, these buildings have a smaller footprint than the commercial buildings found in the other Study Areas.

On-street, parallel parking is provided on both sides of the proposed access streets and along Northwest Boulevard. On-street parking is an important ingredient in creating more pedestrian-friendly streets.

Eighty-six multi-family units are located on the east side of Brandon and along the west side of Northwest Boulevard. They serve as a desirable transitional use to the adjacent single-family neighborhood west of Northwest Boulevard. Two commercial buildings anchor the Study Area on both sides of Northwest Boulevard at the Zollinger Road intersection. Open spaces are created by the irregular setbacks, incorporating many of the existing trees and establishing a dedicated front yard. An alternative access to the high school is also created.

Northwest Boulevard Land Use Plan

Northwest Boulevard aerial view looking northeast



3. Land Use

The Study Area Plan addresses the desire to create a mix of uses and increase the intensity of those uses, especially office.

As Table 7.1 shows, the total amount of building square footage within the 13.4-acre Study Area has more than tripled, increasing from 103,000 to 374,000 square feet. The amount of area devoted to retail has increased substantially, shifting from a minimal 4,000 to 66,000 square feet. Approximately 145,000 square feet of office was added to the area that did not previously exist. The total number of multi-family units changed very little, shifting slightly from 96 to 108. The total building area devoted to residential use increased significantly more – from 99,000 to 163,000 square feet. The average size of the units was increased from 1,150 to 1,500 square feet. The increase in residential building is due to the close proximity of single-family houses, the narrow configuration of the Study Area, desire to increase intensity and the increase in average unit size.

The proportion of each land use type to the total area has also changed. Residential use makes up the largest proportion of the total building area at 44 percent, closely followed by office at 39 percent and retail at 18 percent. The existing land use composition is dominated by residential use at 96 percent.

Table 7.1: Land Use Data, Tremont

	Existing		Illustration	
Land Area	13.4 AC		same	
Total SF:	103,000		374,000	
Retail	4,000	*4%*	66,000	*18%*
Office	0	*0%*	145,000	*39%*
Residential	99,000	*96%*	163.,000	*44%*
FAR	.18		.64	
Res Units	86		108	
Avg. Size SF	1,150		1,500	

4. Intensity and Density

Accommodating an increase in building area without expanding the total site area resulted in an increase in land use intensity. One measure of land use intensity is floor area ratio or FAR (total building divided by site area). It is typically used for commercial uses only. For the purpose of comparison, all floor area for all uses is included in FAR expression for the Study Areas.

The area's existing FAR of .18 was the lowest of all the Study Areas primarily because the site was mostly low-density residential. Adding 62,000 square feet of retail and creating 145,000 square feet of office space resulted in a FAR of .64. This increase is not possible with surface parking only. It requires a

combination of surface parking, both on-street and off-street, and parking within multi-level structures.

The existing 86 units occupy 12.4 acres, which yields a density of nearly seven dwelling units per acre. The illustration includes 108 units at 16 dwelling units per acre. These new units are also larger (1,050 square feet versus 1,500 square feet).

5. Parking

Increasing the amount and intensity of land use within the Study Area has a corresponding effect on the amount of parking demanded. Surface parking alone cannot accommodate this density level. It requires a combination of surface parking, both on-street and off-street, and parking within multi-level structures.

The amount of required parking was based on a ratio of three spaces per 1,000 square feet of gross building area. This ratio is less than what is typically used for commercial development is suburban settings. The provision of on-street parking provides additional opportunity for parking not afforded in conventional suburban settings.

Approximately 796 parking spaces will be required to serve the 775,000 square feet of office, retail and multi-family area proposed for the Study Area. Most of this parking demand or 630 spaces will be accommodated within a parking structure located on Brandon Road. The three-level structure is designed to serve the office and retail uses. It could also provide some parking for the high school. Of the 565 surface parking spaces, 250 will be on-street, parallel parking spaces. Increasing the amount of street frontage created the opportunity to provide additional, conveniently located, on-street parallel parking spaces. With the mix of uses, it is assumed that parking spaces, especially on-street spaces could be shared between.

6. Traffic Implications

Increasing the amount of building area, especially retail and office space, can have an affect on trip generations and traffic movement. Increased land use intensity in the Northwest Boulevard Study Area will increase the number of peak hour trips by 650 vehicles or 333 percent. The magnitude of change is relatively large, but the total number is not significant. The existing low-density residential use produces very few peak hour trips.

Because of limited capacity, the Northwest Boulevard plan could increase the need for minor intersection improvements at the “five points” intersection, especially at the Northwest Boulevard approach. Roadway improvements could cost $125,000. An allowance of $1.6 million is recommended for road streetscape improvements along both sides of Northwest Boulevard and in

the balance of the Study Area. The increase in traffic would not significantly affect the level of service at any of the other Study Area intersections.

7. Fiscal Implications

The fiscal impact analysis conducted for each Study Area tested the annual stabilized costs and benefits of the programmed improvements. The net fiscal benefit of each proposed Study Area was determined and then compared with that of existing uses to illustrate the net fiscal impact of new the plan versus existing development. The impacts are stabilized, meaning that they represent a time in the future when the development is completely built-out.

The net fiscal impact to the City for the Northwest Boulevard improvements was forecasted as positive for all three land use types. Office had the highest net fiscal impact at $436,000 per year followed by retail at $73,000. Residential had the least positive impact with a gain of $11,000. This does not account for infrastructure improvements (including parking structures) that could total over $8 million. These costs should be financed in such a way that the entire funding burden does not rest with the City. Otherwise, the fiscal benefit erodes.

C. Existing Characteristics

Understanding the Study Area's existing characteristics helps establish certain parameters on which to base future development. The existing pattern of ownership, land uses, zoning and vehicular movement all contribute to an area's uniqueness. Recognizing these unique characteristics and incorporating them into the overall design and is critical to successful redevelopment of the area.

1. Adjacent Neighborhood Characteristics

With the exception of the Kingsdale Shopping Center and the Upper Arlington High School, the area immediately surrounding the Study Area is predominantly single-family residential. The Kingsdale Shopping Center primarily offers convenience and personal services to this area. The high school has maximized the use of its site and has minimal space available for off-street parking. Because on-site circulation is limited, most of the traffic generated by the school uses adjacent streets. This, coupled with the extensive amount of on-street parking, has had an impact on the neighborhood.

2. Ownership

Understanding the ownership pattern of an area (along with land use and zoning) gives an idea of how difficult it may be to acquire and assemble property for development.

With the exception of two commercial properties on the southeast and southwest quadrants of the Zollinger Road/Northwest Boulevard intersection, one entity owns almost the entire 13.4-acre Northwest Boulevard Study Area. This makes the assembly of property less difficult. The other two commercial properties at the intersection of Northwest Boulevard and Zollinger Road are under separate ownership. All of the property west of the Study Area is owned by the Upper Arlington Board of Education. The remaining adjacent area is under single-family ownership on individual parcels.

3. Land Use and Zoning

The Study Area shares many of the same characteristics as the single-family residential neighborhood to the south. Low rise, mostly brick structures are deeply setback behind a row of mature trees. The units facing Brandon Road extend along the entire length of the Upper Arlington High School property.

As noted earlier in this chapter, multi-family residential is the predominant land use, occupying over 96 percent of the site. Two commercial properties are located at the Zollinger Road/Northwest Boulevard intersection and northern entrance to the area.

The current zoning of the multi-family area is R-2a (One to Four Family Residence District). This district allows single-family and multi-family residences up to a maximum density of 10.89 dwelling units per acre. The two commercial properties at the Zollinger Road/Northwest Boulevard intersection are zoned B-2, the same as Kingsdale. The high school is also zoned R-2a.

4. Vehicular and Pedestrian Movement

Northwest Boulevard is considered a primary thoroughfare with over 10,000 vehicles traveling the corridor per day between Fishinger and Zollinger roads. In the vicinity of Kingsdale Shopping Center and Lane Avenue, Northwest Boulevard has four lanes with no median.

Street capacity refers to the number of vehicles that can safely pass a given section of roadway in a set time period. Intersection capacity is the critical factor to understand because system failures typically occur first at the intersections. Whether or not streets have additional capacity depends on the current roadway design, how many vehicles are using the street (during peak hour) and the theoretical peak hour capacity.

Traffic counts were conducted at the Zollinger Road intersection with Northwest Boulevard. The intersection is operating at a level of service (LOS) C with an average delay of 20 seconds. The “five points” intersection with Tremont Road has limited capacity to handle additional traffic and will be impacted the most by

increasing intensity the Study Area. The Zollinger Road and Ridgeview Road intersections have sufficient capacity to accommodate additional traffic.

Both the high school and the Kingsdale Shopping Center generate a significant amount of pedestrian traffic. But the oversized blocks, especially between Brandon and Northwest Boulevard, hamper pedestrian movement through the Study Area. Breaking the blocks into a smaller, more pedestrian-friendly size with additional cross streets will create more opportunities to access the high school and link both sides of the block with the retail area to the north.

A. Overview

The Southeast Study Area evaluated the current land use conditions in this part of the City. During the initiation of the overall Study Area investigation, it was determined the Southeast Area would be an assessment only and not include redevelopment recommendations. However, recommendations are included for stabilizing the area. As conditions change for the community and this Study Area, the City may consider redevelopment possibilities.

1. Location and Background

The Southeast Area is situated along Northwest Boulevard and North Star Road, on the City's southeastern edge. The Study Area is comprised of 29 acres and is mostly multi-family – part of a larger multi-family neighborhood that includes development in the City of Columbus and Clinton Township. The Ohio State University's growing Science and Technology Campus is east of the Study Area.

Even though the area is not a priority for immediate redevelopment, current conditions indicate there are signs of disinvestment. Exteriors of many residential units are showing signs of deterioration and poor maintenance. Some of the commercial buildings at the Northwest Boulevard/North Star Road intersection are vacant.

The area continues to be a popular place to live because of the limited supply of multi-family rental housing in the community. Living in Upper Arlington is especially attractive to young families, as is the proximity to OSU. Seniors desiring to remain in the community close to family and social ties have also chosen to live here.

Southeast Study Area

2. Study Area Limits

Two areas define the Southeast Area: the focus area and the area of influence. The focus area is the primary area under consideration. This includes an existing multi-family neighborhood, several commercial parcels (at the intersection of Northwest Boulevard, North Star Road and Stanford Roads) the Holy Trinity Church and The Ameritech Company offices.

The area of influence, as the name implies, reflects the need to consider conditions (within a reasonable distance outside the area of focus) as they affect, or are affected by, future change. This includes the single-family neighborhood surrounding the area of focus, the OSU Science and Technology Campus and the multi-family neighborhood within Columbus and Clinton Township.

3. Planning Direction

The planning direction for the Study Area describes the characteristics of the area, how the area could adapt to future change and how it could continue serving a vital role in the community.

Maintain land use and improve existing character. The residential scale and character of the area will be maintained. Commercial uses (office and retail) should be restricted to existing sites for the foreseeable future. This is an area that may offer long-term development potential. Future improvements should

recognize the area's gateway location at the commercial corners and maintain the deep, tree-lined setbacks along the balance of Northwest Boulevard.

4. Stabilization Strategies

Several objectives and strategies were developed as part of the Master Plan that apply specifically to this area. Most of the strategies are oriented toward stabilizing the residential and commercial neighborhood, enhancing the area's gateway appearance and improving the pedestrian environment. The following objectives (and their accompanying strategies) are listed here along with specific examples of how they could be implemented in this area.

a. Preserve residential neighborhoods (Land Use, Objective 1).

Continuing to enforce property maintenance requirements and related zoning codes.

Current code enforcement is based on a reactive "complaint driven" system. Consideration is being given to a more proactive system that includes an emphasis on inspection. This would help insure that potential problems are identified in time to take corrective action.

Implementing traffic calming techniques on key neighborhood collectors and other local streets that are affected by cut-through traffic.

Waltham Road is a City designated collector and functions as a major east-west connection between Kinnear Road and US 33. Traffic calming measures may be appropriate if cut-through traffic increases as a result of further development on the OSU Science and Technology Campus. This could include exploring the possibility of adding a three-way stop at Waltham Road and Elmwood Avenue. This may help slow traffic and provide a mid-block pedestrian crossing point.

b. Improve gateways to the community to reflect an appropriate image of Upper Arlington (Community Appearance, Objective 4).

Conducting a thorough survey and evaluation of the City's major gateways and recommend improvements.

This area was designated as a major gateway to the community. If redeveloped, buildings on the three commercial properties at the five-way intersection should be moved forward on the site (as required in the Study Area development standards) toward the street. Surface parking could be provided in the side or rear yard. This would visually "bracket" the intersection, and create a more active streetscape.

Adding sheltered bus stops adjacent to residential areas.

The Study Area's proximity to Northwest Boulevard and the COTA bus route makes it attractive to businesses and residents, and provides an alternative form of transportation. Working with COTA to locate bus shelters at strategic locations on Northwest Boulevard would help encourage ridership. Because shelters are located within the right-of-way, it would also help contribute to the feeling of entry into the community.

c. Promote pedestrian orientation (Community Appearance, Objective 5).

Strengthening pedestrian connections between commercial and residential neighborhoods.

Pedestrian access should be improved between the commercial properties at the five-way intersection and the residential area. This could be accomplished by providing sidewalks with adequately sized tree lawns on both sides of Waltham and along the west side of North Star Road. Signalized pedestrian crossings should be investigated at key intersections.

d. Provide parks and recreation facilities and programs (Community Facilities and Services, Objective 8).

Improving access to regional bike and recreation paths.

This would involve the City investigating a walkway or bikeway link from the west side of North Star Road to the OSU bike path, including safe crossings. Additional directional signage would also improve use of the bike path.

e. Identify and stabilize neighborhoods that are threatened by physical decline (Housing, Objective 2).

Conducting a survey of housing conditions throughout the City.

This would help the City structure housing initiatives targeting this Study Area through an understanding of the relative condition of housing in the area. Future investment could then be prioritized depending on the level of decline.

B. Study Area Characteristics

The following describes the Study Area's immediate surroundings and its potential influence on the area's future. It also describes its existing physical characteristics including property ownership, land use, zoning and vehicular and pedestrian circulation.

1. Adjacent Neighborhood

Because of its location at the edge of the community, the Southeast Area's land use pattern shares similar characteristics to the pattern found nearby, but outside, the community. The Study Area's existing multi-family are at the far northwestern edge of a much larger concentration of multi-family development within the City of Columbus, Grandview Heights and Clinton Township. An established single-family neighborhood surrounds the Study Area on the north, west and southern edges. Commercial properties and multi-family residential units are located on the eastern edge.

The Ohio State University exerts a strong influence on the community and the Southeast Area is one of the closest Study Areas to the campus. According to OSU's Long-Range Concept Plan for West Campus, the primary location of the Science and Technology Campus will be on the 266 acres south of Lane Avenue and northeast of the Study Area. The campus has already undergone significant redevelopment and will continue to grow as the number of research and development facilities increases. Properties along Kinnear Road are already undergoing extensive redevelopment. There is a precedent established by a major setback and buffer yard from the OSU Science and Technology Campus along North Star Road. This was created during planning for the State of Ohio computer facility.

The commercial parcels (at the intersection of Northwest Boulevard, North Star Road and Stanford roads) reflect the land use pattern found along both sides of Northwest Boulevard. This includes a mix of office, personal service and convenience retail uses.

2. Property Ownership

The multi-family area includes 25.67 acres. There is no predominant land owner. The 50,623 square feet of non-residential use is located on five separate parcels totaling 3.2 acres. This includes three retail parcels at the Northwest Boulevard/North Star Road intersection and two institutional parcels (Holy Trinity Church and the Ameritech properties) further north along the west side of Northwest Boulevard. These parcels are all owned separately.

3. Land Use

As Table 10.1 shows, residential is the predominate land use in the Southeast Area. Multi-family residential occupies 83 percent of the Study Area − 288 multi-family units on 23.76 acres with a density of 11.8 units per acre. There are eight single-family homes within the Study Area that occupy a little less than two acres.

Table 10.1: Land Use Data, Southeast

	Existing	
Land Area	29.07 AC	
Total SF	365,123	
Retail	6,504	*1%*
Office	23,594	*7%*
Institutional	20,525	*6%*
Residential	314,500	*86%*
FAR	.27	

The multi-family density is nearly twice the 6.5 units per acre average density of Upper Arlington's other multi-family neighborhoods. The multi-family units represent 17.5 percent of the total number of multi-family housing units in the community, which is the largest concentration of multi-family housing of all the Study Areas.

Non-residential uses occupy approximately 50,623 square feet or the remaining 13 percent of the Study Area. They include a church, utility offices and smaller professional offices along Northwest Boulevard and North Star Road. Commercial parcels are located at three of the five corners created by the Northwest Boulevard, North Star Road and Stanford Road intersection. The commercial parcels average less than one-half acre in size.

The commercial area at the five-way intersection is zoned B-1 (Neighborhood Business District). The church and telecommunications office on the west side of Northwest Boulevard is O (Office District). The balance of the area, the multi-family neighborhood, is zoned R-2a (One-to-Four Family Residence District).

4. Physical Character

Given the Southwest Area's location as one of the community's major entryways, it is very important to understand the neighborhood's physical character. This includes the appearance and general condition of the commercial and multi-family residential properties within the Study Area.

The retail uses located at the intersection of Northwest Boulevard, North Star Road and Stanford Road are more an extension of the commercial corridor along Northwest Boulevard within the City of Columbus than the area within the City of Upper Arlington. Three of the five commercial corners created by the five-way intersection are within the City and therefore under City control. The remaining corners are in the City of Columbus. Two of the three sites have on-street parking in front of one-story buildings, making parking the most dominant feature when entering the area. One site, a former convenience store, is vacant. The other two sites include one retail (dry cleaner) and one office use. The dry cleaners is a neighborhood use and the office building serves the larger community. Expansion of the commercial sites at this intersection is limited by their size (i.e. less than half an acre) and configuration.

The multi-family residential area, with its deep, tree-lined setbacks along Northwest Boulevard and North Star Road is more in keeping with the appearance of the rest of the community. Built in the late 1940's and early 1950's, most of the multi-family buildings are two-story four-plexes with the exception of one ten-unit building along Northwest Boulevard.

The multi-family buildings have gable and hip roofs with similar exterior brick color, uniform box-like shape, and a traditional façade design.

Mature trees are located in the front lawn with parking in the rear yards. The right-of-way for Northwest Boulevard is 100 feet in this area, making the 40-foot average setback nearly 70 feet from the back of the curb. Well-utilized, on-street parking is available on the south side of Waltham Road and both sides of Northwest Boulevard. Driveways are combined or located on intersecting side streets.

A number of the four-plex units are in need of exterior maintenance and repair. Delaying maintenance further could not only result in structural damage to the buildings, but eventually negatively impacting surrounding properties (including the nearby single-family neighborhood).

From 1990 through the first half of 2000 there have been 43 complaints made to the City in this area primarily involving noise, litter, parking violations, property maintenance and storage of inoperable vehicles. There has been an increase in the number of trash and litter complaints since 1995. Nine complaints were registered from 1990 through 1994, compared to 24 complaints from 1995 and the first half of 2000. A similar situation exists for complaints regarding inoperable vehicles. One complaint was filed prior to 1995 and six complaints were filed from 1995 to 2000.

The distribution of the complaints throughout the Study Area between 1990 and 2000 shows the highest concentration within the commercial and multi-family area on the west side of Northwest Boulevard (26), followed by all of the remaining multi-family areas (17). According to the Department of Development, the higher concentration of complaints around commercial areas is typical of most commercial areas in the City. Another 26 complaints were about properties located throughout the surrounding single-family area.

5. Vehicular and Pedestrian Circulation

Northwest Boulevard is classified as a minor arterial through this area and serves the immediate community. North Star Road is classified as a collector street and is designed to provide access to adjacent property and move traffic from one part of Upper Arlington to another. Waltham Road, a City-designated collector street, connects Kinnear Road with US 33.

Like most of Upper Arlington, there is sufficient roadway capacity to handle most traffic loads at peak hour. The primary problem, however, is the speed at which traffic moves through residential areas including the Southeast Area. Traffic calming measures are being tested in other nearby neighborhoods to help

slow traffic. As the OSU Science and Technology Campus grows, it may be necessary to consider these devices especially if traffic continues cutting through on the way to other destinations.

The City as a whole needs a more extensive network of sidewalks. The same is true in this Study Area as it is located at the edge of the community with numerous opportunities to connect with adjacent neighborhoods (e.g. OSU Science and Technology Campus). Only Northwest Boulevard and a portion of North Star Road have sidewalks on one or both sides. A bike path extends through OSU's west campus and terminates on the east side of North Star Road. There is no corresponding walkway or bikeway link on the west side of North Star Road in Upper Arlington or adequate directional signage.

The immediate residential neighborhood, including the multi-family area is served by mass transit. COTA has cross-town Columbus routes on both Northwest Boulevard and Kinnear Road. Non-sheltered bus stops are located on Northwest Boulevard and North Star Road.

A. Overview

The US 33 corridor is the most heavily traveled road in the City. It forms the western boundary of the community and has two important gateways into Upper Arlington. Physical limitations of parcels (size and shape), proximity to single-family neighborhoods and priorities in other Study Areas combine to minimize redevelopment potential in the US 33 corridor. However, given the high visibility, this corridor will be attractive for redevelopment. The information below includes recommendations for improving the physical appearance when redevelopment occurs.

1. Location and Background

The US 33 Study Area is located on the far western edge of the community and follows the corporate boundaries. US 33 is also known as Riverside Drive. It is a major link from the northwest part of the region to downtown Columbus. The Study Area is comprised of two major intersections with US 33: Fishinger Road toward the northwestern end of the community and Trabue Road at the far southwestern end. A linear park adjacent to Griggs Reservoir and the Scioto River stretches along the western side of the corridor making the route one of the most scenic drives in the region.

Extensive development in the far northwest part of the region has turned the corridor into a major commuter route. As the area has grown infill development and redevelopment has occurred, increasing the number of traffic conflict points on an already busy roadway. Limited crossing points along the river have focused much of the traffic on the Fishinger and Trabue road bridges.

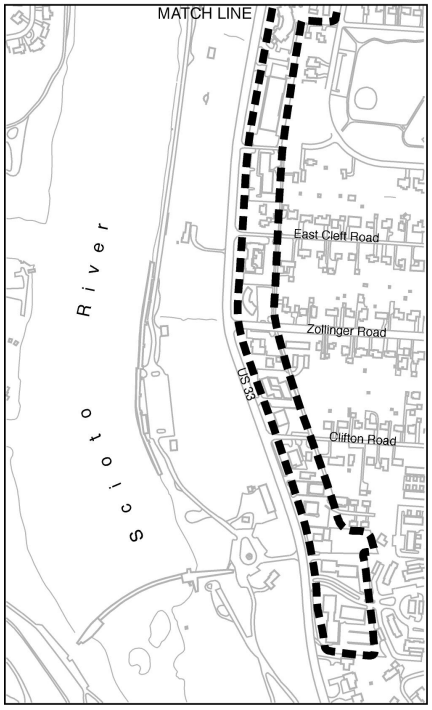
Completion of the I-670/Spring Sandusky interchange will improve access to downtown Columbus, and perhaps reduce through traffic. It also may increase development pressure on the southern part of US 33 as it passes through Upper Arlington. The shallow depth of the parcels fronting on most of the roadway limits significant development opportunities.

2. Study Area Limits

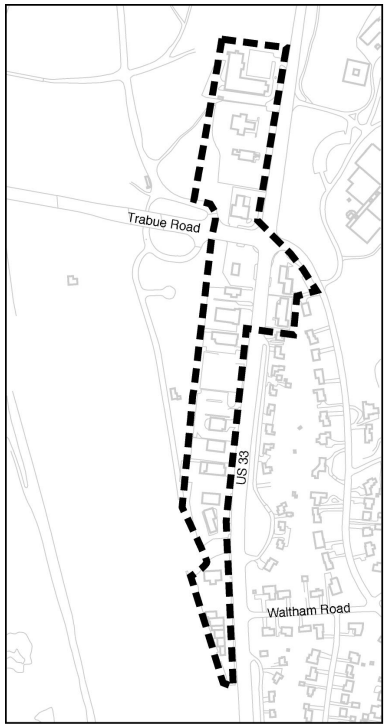
The Study Area considers two areas: the focus area and the area of influence. The area of focus is divided into two subareas. The first sub-area, Fishinger Road, includes the parcels fronting on US 33 from River Park Drive to just north of Zollinger Road. The second subarea, Trabue Road, includes the parcels fronting on US 33 from the Arlington Heights apartments to just north of Club Road. The area of influence, as the name implies, reflects the need to consider development issues within a reasonable distance from the area of focus. The area of influence generally includes most of the surrounding multi-family and single-family

residential neighborhood, as well as Fancyburg Park and the Scioto Country Club.

US 33 Study Area − North



US 33 Study Area − South



B. Study Area Plan

The following describes the recommendations for the US 33 Study Area and includes information on the planning direction, planning concept and larger characteristics of the Study Area.

1. Planning Direction

The focus for the US 33 corridor identifies the primary land uses to be included in the plan and describes the potential character of the area:

> *Improved design character and a mix of uses at key commercial nodes on the corridor. The prime locations are Fishinger and Trabue Roads. Fishinger will have a mix of uses, improved connections to the residential area, and serve as an attractive gateway to the community from the west. This corridor enhances the community's identity through improved and unifying edge treatments. The architectural design of gateway buildings should blend the character of the Study Area as well as the characteristics of the larger community.*

The effort for the US 33 corridor is focused on improving the physical character – buildings and landscape.

2. Planning Concept

The planning concept for the Study Area concentrates on improvements to the Fishinger Road and Trabue Road intersections with US 33. These areas offer the most potential for two major reasons. First, because of their strategic location at major entry points to the community (from the west), future redevelopment of these parcels will be the most easily recognized. Second, the availability of larger parcels with sufficient depth makes it less difficult to improve the area and increase development intensities without negatively impacting the adjacent residential neighborhood. Traffic flow can be improved by reducing the number of curb cuts and placing pedestrian crossings at strategic locations.

Because of the river's close proximity to the roadway and the location of the Fishinger bridge, the northeastern and southeastern quadrants of the Fishinger Road and US 33 intersection are the only areas with adequate space to accommodate redevelopment. Future development of the northeastern quadrant should be limited to the west side of Fairlington Drive and the south side of River Park Drive. Redevelopment of the Trabue intersection is limited to three out of the four quadrants. Scioto Country Club occupies the fourth quadrant.

Future redevelopment and infill projects along the corridor should follow a set of development standards for the area that

assures consistency with the other Study Areas and the balance of the community. As the area redevelops, specific attention should be paid to:

- Placing new development closer to the roadway and minimizing surface parking lots along the road.
- Creating landscaped buffers between the residential and commercial areas.
- Maintaining existing vegetation where possible and screening parking areas.
- Locating parking in the side or rear yards of structures.

Redevelopment along the corridor, including the Fishinger Road and Trabue Road intersections, could allow two- to three-story, mixed-use retail and office buildings. A greater intensity is not feasible given the site depth and the emphasis on increasing intensities in other areas of the community. Redevelopment of these areas would be characterized by a more grid-like street pattern creating smaller, more pedestrian-friendly blocks. This could also enhance pedestrian access to Griggs Reservoir and to the adjacent residential neighborhoods.

In order to encourage pedestrian access, linkages within blocks should be provided at an interval of no more than one every 150 feet. The block lengths should be no more than 400 feet in this area.

Higher three-story buildings should be located close to the Trabue and Fishinger road intersection corners (20-foot minimum setback) to create a gateway image. Lower level, two-story office buildings should be located adjacent to the single-family residential area east of the Study Area. These buildings should be residential in character (e.g. pitched roof) to match the surrounding area and include materials that are consistent with the natural materials used throughout the nearby residential neighborhoods.

Surface parking should be located toward the interior of development sites and concealed by commercial buildings. Where it is not feasible to screen parking areas completely with buildings, parking lots should be set back at least 20 feet and screened from view by a dry-laid stone wall (3.5 to 4.0 feet) or evergreen hedge. In areas with sidewalks, a ten-foot tree lawn should be provided (e.g. one tree planted every 30 feet).

Pedestrian linkages between the neighborhood and the commercial areas placed at strategic locations would enhance the community's access to the river corridor. As redevelopment occurs, overhead pedestrian access should be considered, located close to an intersecting neighborhood street and in a position to take advantage of the differential grade. This would facilitate use

of the structure and the grade differential may help reduce construction costs.

Traffic management techniques should also be incorporated, especially within those segments that have poor levels of service. This includes restricting future curb cut locations and where feasible, combining curb cuts and incorporating service drives/cross access easements linking adjoining uses.

The northwest quadrant of the Trabue Road and US 33 intersection offers the most redevelopment potential because of the larger, deeper parcels and proximity to the river. A larger three-story commercial building should be located at the center of the site with parking on the north and south sides. Curb cuts will need to be located strategically across from the Scioto Country Club entrance to avoid conflicting turning movements. Placing three-story commercial structures toward the Trabue/US 33 intersection and set back at least 20 feet will enhance the gateway appearance and help anchor an otherwise open area.

Because of their limited size and parcel depth, the remaining quadrants at the Trabue and US 33 intersection should develop with two story retail/office buildings supported by surface parking. Parking should be located at the side or rear of the structures and screened from view.

C. Study Area Characteristics

The following describes the physical characteristics of the Study Area and its immediate surroundings that will be considered in any potential redevelopment. These characteristics include land ownership, land use, zoning, and vehicular and pedestrian movement.

1. Adjacent Neighborhoods

Of all the Study Areas, the proximity of the adjacent neighborhoods (along the entire length of this corridor) and the shallow lot configurations have created the most physical constraints to commercial development. Directly to the east along most of the corridor lie well established single-family residential neighborhoods and several multi-family developments. With the exception of a pedestrian link to Fancyburg Park, there are very few links between the commercial corridor and the adjacent residential neighborhood.

Immediately to the west of the area and across US 33 is Griggs Reservoir, which includes a City of Columbus park that is used frequently by area residents. The heavily tree-lined park ends just north of the Lane Avenue/US 33 intersection. The park offers boating and picnic facilities and is the location of a Columbus police substation.

2. Ownership

The ownership pattern along the corridor reflects the once residential character of the area. Smaller residential parcels of less than an acre with limited frontage and a shallow lot depth were combined at one time to create lots for commercial development. Several single-family residences and converted houses remain along the central part of the corridor near the Zollinger Road intersection. Even though parcels can be combined to create additional buildable area, the depth-to-frontage relationship makes it difficult to accommodate an increase in the intensity of uses without impacting the nearby residential lots. Many of these residences back directly onto the area with very little buffer.

The configuration and size of the commercial parcels at the Fishinger Road and Trabue Road intersection makes it less difficult to create development sites and buffer or connect to the adjacent residential neighborhoods. Most of these parcels are larger than an acre in size.

3. Land Use and Zoning

The land use pattern along the 1.7-mile Study Area corridor varies depending on the proximity to the Fishinger Road and Trabue Road intersections. Retail uses are the main uses at these intersections with highway services, retail, office and multi-family residential uses situated in between.

The US 33 Study Area covers 54.7 acres and includes most of the area generally between the Fishinger and Trabue Road intersections. Of the 39.92 acres included in the 1.20-mile Fishinger Road portion of the Study Area, 29.66 acres are non-residential and 10.26 acres are residential. The combined retail, office and residential area is 376,239 square feet. Nearly 43 percent of this or 163,645 square feet is office. The remaining 24 percent, or 88,594 square feet, is retail.

Table 8.1: Land Use Data, US 33

	Fishinger Road		Trabue Road		Total Study Area	
Land Area	39.9 AC		14.8 AC		54.7 AC	
Total SF	376,239		135,693		511,932	
Retail	88,594	*24%*	32,833	*24%*	121,427	*24%*
Office	163,645	*43%*	47,860	*35%*	211,505	*41%*
Residential	124,000	*33%*	55,000	*41%*	179,000	*35%*
FAR	.22		.21		na	

There are 124 multi-family residential units located between the single-family neighborhood and the commercial areas. These units are concentrated near the street intersections with US 33.

Zoning for the area adjacent to the Fishinger Road and US 33 intersection includes B-1 (Neighborhood Business District), B-2 (Community Business District), B-3 (Conditional Business District) and R-2a (One-to-Four Family Residence District). The balance of the corridor south of this area (but within the Study Area) is zoned a combination of O (Office District), R-1 (Single-family Residence District), R-2, R-3 and R-4 (Multi-Family Residence Districts).

The smaller one-half-mile Trabue Road portion of the Study Area includes 14.82 acres, of which 12.93 acres is commercial. The remaining 1.89 acres is residential. The combined retail, office and residential square footage is 135,639 square feet. Office use accounts for nearly 47,860 square feet or 35 percent of the total. Retail makes up the remaining 32,833 square feet or 24 percent of the area. The residential units are concentrated within the 55-unit Arlington Heights Apartments.

The area on both sides of Trabue Road along US 33 is zoned mostly B-1 with the apartment site directly north zoned RO-3 (Multi-Family Residence and Office District). A smaller, single parcel in the B-2 zoning district is located further south along the corridor. The adjacent single-family neighborhood to the east, within Upper Arlington, is zoned R-1c.

4. Vehicular and Pedestrian Circulation

US 33 through this section of the community is classified as the City's only Principal Arterial, a federal designation for an important roadway that carries a combination of local and through traffic. Its primary purpose is for mobility (moving traffic). The roadway varies in cross section from two to four travel lanes. Fishinger Road and the segment of Trabue Road west of US 33 are minor arterials or roadways that serve the community and not the region. Cambridge Road, an eastward extension of Trabue Road through the community, is a City-designated collector street and designed to serve adjacent property.

There are three roadway segments in the City that operate at unacceptable levels of service. Two of these segments are part of US 33, one of which is in this Study Area. The segment just north of Trabue Road and south of Lane Avenue currently operates at a level of service (LOS) F with an average daily traffic volume of 40,000 vehicles per day. Future projections show similar poor levels of service extending further north to Lane Avenue. The remainder of the corridor operates at a LOS D. The

US 33 and Trabue Road intersection also had the highest number of traffic accidents between 1998 and 1999 at 21.

With the completion of I-670 and continued growth in the northwest part of the region, traffic volumes may continue to increase along the corridor. The opportunity to widen the roadway is limited because of its proximity to the river and the number of parcels with shallow setbacks. Access to commercial properties will become increasingly difficult. The traffic implications of any significant future development along the corridor will warrant further study.

Central Oho Transit Authority (COTA) serves the corridor with an express route and a sheltered stop on the west side of US 33 at the Nottingham intersection.

With the exception of the Fishinger Road intersection and a signalized intersection at Nottingham, there are no formal pedestrian crossings to Griggs Reservoir. A walkway extension south of Fancyburg Park is the only dedicated pedestrian connection between the residential neighborhood and the commercial area. Redevelopment at the Trabue and Fishinger Road intersection should consider pedestrian connections to the adjacent residential neighborhood, the neighborhood parks and Griggs Reservoir.

A. Overview

The Mallway is an important place to the Upper Arlington community because it is the original "civic center." Given its physical setting, it provides little opportunity to meet City economic development needs. However, its improvement could contribute greatly to the City's quality of life. The key to the area's long-term viability is to maintain a similar intensity of uses, change how the businesses are currently attracting customers and improve the business mix. This should be accomplished without significantly increasing the amount of space devoted to buildings, parking and other amenities and, as a result, without negatively impacting the adjacent neighborhood. Instead, this will involve a program that:

- Improves how businesses currently operate.
- Attracts new businesses.
- Enhances the physical environment.

This chapter provides background information and recommendations for improving the Mallway.

1. Location and Background

The Mallway is located within the core of the original Upper Arlington community or "Old Arlington," and is the City's original commercial and civic center.

Unlike the other Study Areas, the Mallway is not highly visible from a major roadway. It has a mix of uses, including retail, office, residential and civic uses, all situated deep within a well-established, historic residential neighborhood. These uses are symmetrically grouped around a central public plaza. Residential and office uses are located above retail stores and on-street parking is located on all streets in the area. The historic, Tudor-style buildings contribute significantly to the unique character of the area and enhance the existing pedestrian-scaled environment.

Mallway looking northwest

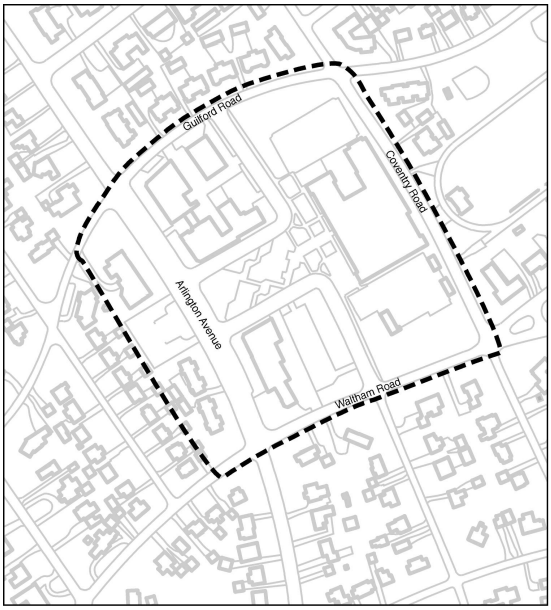
Even though the area is an excellent example of a traditional, mixed-use area, it lacks vitality. The sidewalks along Arlington Avenue are oversized for the area and appear underutilized. Pedestrian amenities including seating, lighting and trash receptacles are lacking and several historic buildings are in need of repair. Parking is at a premium, especially during the days when Jones Middle School is in session.

The Mallway's businesses draw primarily from the immediate neighborhood and secondarily from the larger community. A significant expansion of that draw to reach a broader market and a corresponding increase in the development intensity would demand additional space for buildings, parking and other amenities that may negatively impact the neighborhood.

2. Study Area Limits

The Study Areas are composed of two areas: the focus area and the area of influence. The area of focus includes the area bounded by Guilford Road on the north, Waltham Road on the south and Conventry Road on the east. The Study Area extends across Arlington Avenue and includes two multi-family buildings and the Upper Arlington Fire Department building. The area of influence, as the name implies, reflects the need to consider development issues within a reasonable distance from the area of focus. The area of influence generally includes most of the surrounding multi-family and single-family residential neighborhood.

Mallway Study Area



B. Study Area Plan

As described in the introduction, each Study Area Plan was based on a focus or specific direction. The following describes the Study Area Plan including a description of the Study Area focus, an outline of the planning concept.

1. Planning Direction

The following focus for the Mallway Study Area identifies the primary land uses to be included in the plan and describes the potential character of the area:

> *Neighborhood center with retail, office, residential and civic uses. Primary focus is to provide a better mix of uses to serve the daily needs of the South Arlington community. Secondarily, this area will include retail uses (restaurants and home furnishings) that attract from a larger area. New development will be compatible with the existing historic character and the open space will be improved.*

In addition to the focus, the following design intent was developed to further guide the planning effort:

- Preserve architectural character and rehabilitate historic structures.
- Consider moderate increase in land use intensity.
- Reconfigure parking to improve capacity, but parking structures are not acceptable.

- Retain street pattern in front of the middle school.
- Encourage restaurants.
- Maintain a mix of uses.
- Create median (within Arlington Avenue).

2. Planning Concept

The planning concept concentrates on improving the Study Area's image and attractiveness as a neighborhood center. The opportunity for the City to fiscally benefit from investing substantially in this area is limited, especially when compared to the other Study Areas. This is due to the areas limited in size and the close proximity to adjacent neighborhoods. Development standards and design guidelines should be incorporated, at the very least, to insure that any future development or changes are compatible with the area.

There are a number of improvements that could be made to the public realm and existing buildings that would enhance the quality of the pedestrian environment, increase utilization and add to the area's vitality. This includes:

· Enhance pedestrian space: Street lighting (similar to the period lighting throughout the historic district) and pedestrian-scaled lighting should be added within the plaza and along the sidewalks. Any new lighting should not negatively impact adjacent neighborhoods. Additional street furniture should be strategically placed within the sidewalk area, (especially along Arlington Avenue) including coordinated benches, bike racks, and waste receptacles. An informational kiosk should also be placed at a centralized, visible location making visitors aware of upcoming community events and temporarily displaying business promotions.

· Calm traffic: Placing a landscaped median between Guilford and Waltham roads would break up the expanse of pavement on Arlington Avenue and provide a more appropriately scaled street. Median breaks would be necessary at both the North Mallway Drive and South Mallway Drive intersections. This would also allow a mid-point for pedestrians to cross Arlington Avenue. There is sufficient width to incorporate a median and maintain the angled, on-street parking.

· Improve the plaza: The plaza should be redesigned to encourage pedestrian traffic between the commercial blocks, school and surrounding neighborhood. Additional first floor retail uses should be placed on the south side of the space (facing the plaza) to enhance the relationship of

- the two areas and encourage use of the plaza. Other pedestrian amenities (lighting, benches, local artwork, etc.) should be added to encourage small neighborhood gatherings. This would also be an excellent place to compliment the existing war memorial and historic marker with other information celebrating the community.
- Foster historic and design continuity : Future building additions should complete the block on the north side of North Mallway Drive and part of the south side. The mix of uses should be continued, but the bulk of the additions should be focused on the northern block facing away from the single-family area. It is essential that these additions respect the character of the existing historic buildings, particularly in the use of similar building materials, height, massing and design detail. With two-story buildings placed along the street frontage at a minimal setback (like the existing buildings) additional parking could be provided within the existing block and screened from the residential areas.
- Incorporate third place uses : The current business mix should be supplemented with smaller scale restaurant uses (e.g. cafe, delicatessen, etc.) and related uses, such as a coffee bar, bakery or specialty food store that could broaden the appeal of the area as a neighborhood gathering place.

Implementing these improvements is not possible without additional investment. The economic or fiscal benefit derived from making these improvements is minimal. But because the Mallway is the community's historic commercial center it is still a valuable asset worth preserving and enhancing.

Given the small scale of the Mallway, perhaps improvements and changes need to be initiated by the existing businesses and property owners. The National Trust for Historic Preservation's Main Street Program has a model program for revitalizing small scale commercial areas. This approach to revitalization has also been successfully applied to hundreds of neighborhood business districts and is applicable to the Mallway because of its historic character. The Trust's program may be a model to consider for improving the Mallway. The four major elements of the program include:

- Organization: Consensus and cooperation is established by building partnerships to create revitalization program that is focused on effective management and advocacy of the district. This is where merchants, building owners, tenants, historical society members, civic clubs, and members of the chamber of

commerce, all work closely together to initiate a grass roots effort to revitalize the area. State of Ohio downtown revitalization programs encourage significant local, volunteer participation in order to obtain matching funds. City efforts could then focus on creating development standards and design guidelines to assure that future redevelopment was consistent with the area's historic character and promoted economic growth.

- Promotion: A positive, unified image of the business district should be created to attract customers and rekindle community and neighborhood pride. This includes joint advertising and sales, as well as developing a consistent image through graphic and media presentations.
- Design: The visual quality of the area should be enhanced by focusing attention on improvements to its physical attributes. This includes possible improvements to buildings, storefronts and the public streetscape.
- Economic Restructuring: The existing economic assets of the business district should be strengthened while diversifying its economic base. This includes retaining and expanding existing businesses, recruiting new businesses to provide a more balanced mix, converting unused space into productive property and sharpening the competitiveness of the district's merchants.

The hallmark of the Main Street approach is its comprehensiveness. Carefully integrating all four areas into a practical management strategy can fundamentally change the district's business mix to be more competitive and strengthen its economic base.

C. Study Area Characteristics

The following describes the immediate surroundings of the Study Area and its physical characteristics. Specific characteristics that need to be considered include land ownership, land use, zoning, vehicular and pedestrian movement and parking.

1. Adjacent Neighborhood

With the exception of the Jones Middle School recreation fields, the entire Study Area is surrounded by a well-established, historic residential neighborhood. This includes single-family on the southern edge and multi-family on the western, northern and eastern sides.

The Study Area is in the core of the original 840-acre tract of land developed as the County Club community in the early

1900's and is now a part of the Old Arlington Historic District, which is listed on the National Register of Historic Places.

2. Ownership

The Study Area covers 10.6 acres on 21 separate parcels. The Upper Arlington Board of Education, with the Board offices and the Jones Middle School, is the largest property owner in the area and controls over five acres on five parcels. The City is the second largest property owner with two acres on two parcels (the open space plaza and the fire station). Together they account for over half of the Study Area. The presence of these institutional uses has provided a captive market for the retail businesses and added stability to the area.

The existing commercial buildings are located on 12 individual parcels with eight separate owners. The two multi-family parcels west of Arlington Avenue total 1.5 acres. Multiple ownership of a commercial block is not unusual for an older business district like this one. It makes it more difficult to compete with single-owner commercial centers that have one entity to promote their activities jointly.

3. Land Use and Zoning

The land use pattern for the Mallway Study Area is a true mix of retail, residential, office and civic uses. These uses are vertically integrated and organized around a central public plaza. The open space area separates the commercial area into two northern and southern blocks. Retail is located on the first floor of each building and totals 33,227 square feet or 14 percent of the total building area.

Table 9.1: Land Use Data, Mallway

	Existing	
Land Area	10.6 AC	
Total SF	221,888	
Retail	33,227	*14%*
Office	23,133	*11%*
Institutional	124,328	*56%*
Residential	41,200	*19%*
FAR	.48	

Multi-family and office uses occupy the upper floor of buildings in the northern block. Nine multi-family units are located in the southwest portion of the northern block. The two buildings on both sides of the fire station are strictly multi-family and accommodate 20 units.

Office uses only are located on the second floor of buildings in the southern block. Office occupies 23,133 square feet or 11 percent of the total non-residential building area. The inflexible layout of the upper floors (due to building age) makes it challenging to accommodate the space requirements of many office users.

Several of these commercial buildings surrounding the open space are in need of repair. Their upper floors need improvements to accommodate a wider variety of tenant needs. With the exception of two one-story brick office buildings built in the 1960's there are no other major intrusions into this part of the historic district.

Located on a separate block, the 124,328-square-foot Jones Middle School occupies over 50 percent of the total floor area within the Study Area and anchors one end of the Mallway plaza. The other end, opposite Arlington Avenue, is anchored by the municipal fire station. The Upper Arlington Historical Society is located above the fire station that originally served as the City Hall. These public uses account for nearly 56 percent of the non-residential building area.

The bulk of the commercial uses are oriented toward Arlington Avenue and Guilford Road, where multi-family functions as a transitional use between the commercial buildings and the single-family neighborhood. The amount of remaining retail space facing the open space is limited.

The design of the central plaza, with concrete dividing walls and raised planters, discourages pedestrian use and obstructs views from one side of the area to the other. Exterior lighting, similar to what is found throughout the residential neighborhood, is minimal within the plaza and along the sidewalks and roadways surrounding the Mallway area.

In 1996, the historic Jones Middle School underwent significant restoration. Major improvements were made to bring the building up to today's public safety and educational standards and restore the exterior facade.

The Study Area is zoned for a mix of commercial and residential uses. The two commercial and residential blocks on either side of the Mallway and the fire station are all zoned B-1 (Neighborhood Business District). The Jones Middle School and recreation facilities are zoned R-1c (One Family Residence District), which covers most of the southern part of the community. The multi-family parcel south of the fire station is zoned R-2a (One-to-Four Family Residence District). The multi-family parcel north of the fire station is zoned R-3b (Multi Family Residence District) Under the current B-1 zoning, residential is no longer a permitted use. This would make the existing multi-family within the B-1 district a non-conforming use. Additional development standards for the Study Area should encourage residential as part of a mixed-use development, but with standards designed to assure compatibility.

4. Vehicular and Pedestrian Circulation

The Study Area is comprised of local neighborhood and collector streets. The Study Area is at least one-third of a mile away from Northwest Boulevard (a minor arterial that provides north-south mobility through a large portion of the community) and a little less than a mile from US 33. Arlington Avenue is designated a collector by MORPC and serves the southern part of the City. Waltham and Coventry roads are City-designated collector

streets. All of these roadways are currently operating at a level of service B or better. A four-way stop has replaced the Arlington Avenue and Guilford Road traffic signal to help discourage "cut-through" traffic.

This Study Area's distance from an arterial or any other major heavily traveled roadway, has made it very difficult for businesses to attract customers. Without the high visibility and accessibility, retail businesses within this area require a different strategy to expand their customer base.

The area's pedestrian-friendly environment is due to the smaller blocks that allow more frequent crossing points. The open blocks and narrower streets surrounding most of the area make it easy for residents to access the Mallway. But the Arlington Avenue pavement width (between Guilford and Waltham roads) is extremely wide (approximately 72 feet curb-to-curb). Although illegal, drivers frequently make U-turns to park on the opposite side of the street. Pedestrians are discouraged from crossing Arlington Avenue (e.g. from neighborhood and on-street parking area) because of the width of the street and the lack of conveniently spaced crossing points.

5. Parking

Opportunities to increase the intensity of development are constrained by the lack of available space for parking. A brief analysis of the supply and demand for parking within the Study Area revealed 300 existing parking spaces. This total supply is almost evenly split between on-street and off-street parking.

Existing parking in the Upper Arlington Zoning Code requires one space per 150 square feet for retail, one space for 250 square feet for office and two spaces per unit for multi-family. These are all off-street requirements. These were applied to existing floor areas resulting in the total number of spaces required at 376 or 25 percent over the current supply of both on-street and off-street spaces. Clearly there is sharing of parking spaces. Revised development regulations may reduce the requirements but parking will still be an issue.

Opportunities for increasing the amount of on-street parking are limited and not possible without impacting the adjacent neighborhood. Options for additional off-street parking are restricted to increasing the efficiency of the layout of existing lots and increasing parking through redesign of the plaza. This would only yield a few extra spaces. Building a parking structure to accommodate additional parking demand was considered but eliminated because of the difficulty in designing a structure that would fit the scale of the neighborhood. Furthermore, given the limited potential fiscal benefit of the Mallway improvements, a parking structure is not feasible.