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ZONING AND SUBDIVISION AUDIT

CLARION

MDC McBRIDE
DALE
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I. Introduction and Overview

Project Description

In July 2024, City Council adopted the [Envision Dublin Community Plan](#) (“*Envision Dublin*”), a policy document to guide Dublin’s growth and development over the next 30 years. The Zoning Code and Subdivision Regulations “Code”) are the regulatory documents that control how land is developed within the City. Alignment between the Code and *Envision Dublin* is critical to ensure that the City’s long-term development vision in *Envision Dublin* comes to be. Therefore, in the wake of the successful adoption of *Envision Dublin*, the City is undertaking an audit of the Zoning Code and Subdivision Regulations through the Zoning and Subdivision Audit project. Consultants from Clarion Associates and McBride Dale Clarion are supporting the City in this examination.

The purpose of this project is to comprehensively evaluate Dublin’s Zoning Code and Subdivision Regulations by identifying what sections work well and what sections could be improved to best support the City’s land use plan goals, including those articulated in the *Envision Dublin*, [Dublin Strategic Framework](#) (2022), [Dublin Housing Study and Strategy](#) (2023), [Dublin Sustainability Plan](#) (2025), [Dublin Economic Strategy](#) (2023) and other community plan and policy documents.

This project analyzes the Zoning Code and Subdivision Regulations with a focus on how these documents are organized, the clarity of the regulations, whether there are internal inconsistencies, the efficiency of the development review procedures, the effectiveness of the development standards and how well the regulations, overall, support Dublin’s desired form of development. The overall project timeline is provided in Figure I-1: Project Timeline

The last comprehensive update of the City’s land use regulations was adopted in 1980. Since then, these regulations have been updated in piecemeal fashion. While generally supportive of community growth and innovation over the last 45 years, these regulations have become complex, difficult to navigate, inconsistent and misaligned with contemporary planning practices. In some cases, they also lack alignment with the land use policies in *Envision Dublin*.

Figure I-1: Project Timeline



This project is a comprehensive evaluation of the organization and structure of the Zoning Code, but the analysis does not propose substantive changes to sections of the Zoning Code that have received significant attention in recent years or where planning efforts are underway. This includes the West Innovation District/WID, Mixed Use Regional District, Bridge Street District and the Historic District. This project does make recommendations on how to better

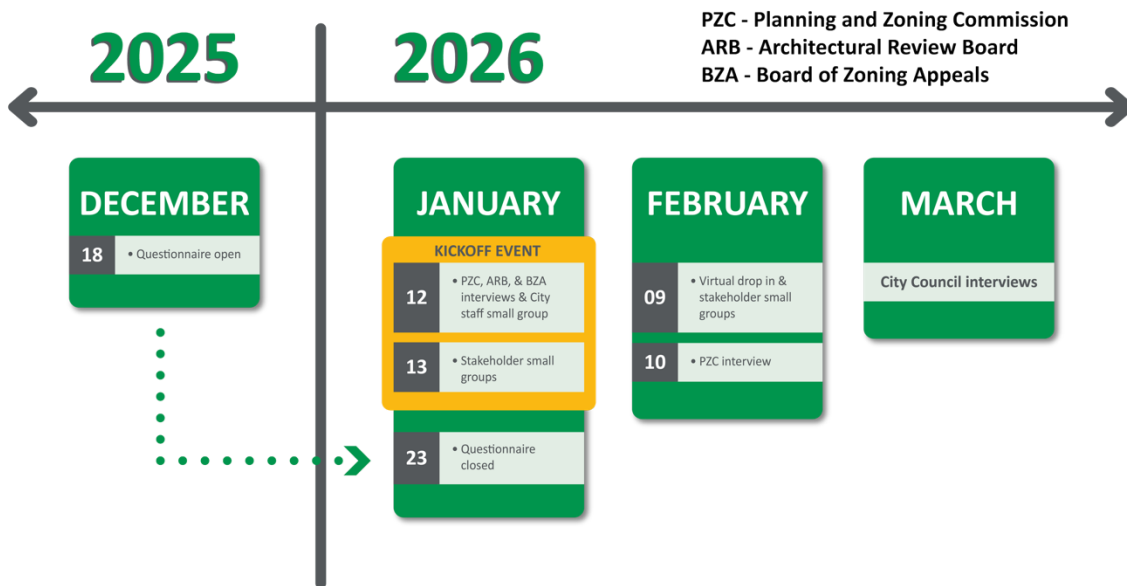
integrate these districts and guidelines with the remainder of the Zoning Code, and references elements of these districts such as development standards and organization that may work well in other parts of the Code.

This project also does not propose changes to or modify the City's current land use goals or policies, such as those in *Envision Dublin*. Instead, this project ensures the City's regulatory framework is aligned with and supportive of Dublin's long-term vision.

Project Outreach

The people who use the City's land use regulations and live with their results every day have important insights to share. They often know better than anyone what parts of the Code work, what doesn't, and what changes they'd like to see. Over four months the consulting team engaged key stakeholders, including City Council members, members of the Planning and Zoning Commission, Architectural Review Board, and Board of Zoning Appeals, staff from City departments involved in the development process¹ and members of the development community, including attorneys, builders, developers and architects, to obtain this valuable input. Stakeholders were invited to participate in a questionnaire (which received 63 responses), a kick-off event with in-person small group discussions and interviews, virtual drop-in opportunities to provide feedback and virtual interviews and small group discussions. Figure I-2: Project Outreach shows the timeline for project outreach.

Figure I-2: Project Outreach



An initial draft of this Audit was presented to a City Council and Planning & Zoning Commission [joint work session on June 15, 2026](#). Guidance and feedback from these bodies is incorporated into this document.

¹ Staff engagement included representatives from the City's Community Planning & Development, the Law Office, Economic Development, Building Standards, Engineering, Transportation & Mobility and Parks & Recreation departments.

Audit Report Organization

This report is organized into three parts. Part 1 is this Introduction and provides background information about this project. Part 2 evaluates the Code through the lens of the City's land use priorities identified through the City's plans and stakeholder feedback, and makes recommendations for changes that would better support these priorities. The evaluation recommendations are organized into the following six key themes:

- ◆ Theme 1: Develop Reorganized Zoning and Subdivision Regulations
- ◆ Theme 2: Enhance Site Development Standards
- ◆ Theme 3: Update Planned Unit Development Standards
- ◆ Theme 4: Allow a Broad Range of Housing Types to Support the City's Housing Goals
- ◆ Theme 5: Develop an Updated Set of Zoning Districts Consistent with the Land Use Categories in *Envision Dublin*
- ◆ Theme 6: Improve the Development Review Process

Each recommendation is linked to the City's land use priorities—both the Dublin Strategic Framework themes of a “More Sustainable, More Connected and More Resilient City,” and specific goals within *Envision Dublin*, including:²

- ◆ Creating neighborhoods with a “sense of place” that use human-centric design by encouraging high-quality development that incorporates cohesive architecture styles and durable materials, intentional open spaces and walkability;
- ◆ Supporting a mix of uses that is contextually appropriate to Dublin and to enable infill development and adaptive reuse;
- ◆ Protecting environmentally sensitive areas, growing the City's tree canopy and reducing the urban heat island effect to promote sustainability;
- ◆ Providing a variety of housing choices to expand the housing stock and better plan for the needs of an aging population;
- ◆ Promoting bicycle and pedestrian mobility and accommodating electric vehicle infrastructure to further support sustainability and community connectivity; and
- ◆ Enhancing the City's long-term financial resiliency.

Part 3 is the annotated outline demonstrating how the City's development regulations would be organized if the recommendations in Part 2 are adopted. This report closes with Part 4 which addresses implementation. It includes proposed project scopes and estimated timelines to implement the recommendations in Part 2.

² In addition to the regulations in the City's development code, land in the City may be subject to additional restrictions or conditions in private covenants that are often enforced by a homeowners' association or similar entity. While the City's development code can be updated to permit additional uses, like accessory dwelling units, private covenants can impose additional restrictions that would continue to prohibit those uses on land subject to the covenants. The City does not enforce or regulate development through declarations of covenants.

Additional Zoning Studies

The Zoning Division is undertaking additional studies that may recommend additional updates to the Code. The first is a comparison of the standards in the Zoning Code that apply to the Bridge Street District with advisory guidelines that are intended to shape the form and design of development in the districts—the Bridge Street District’s Streetscape Character Guidelines and Bridge Street District’s Sign Guidelines. Development applicants are required to follow the regulations in the Zoning Code, while both sets of guidelines are only advisory. The purpose of this study is to identify any recommendations in the guidelines documents that should be made mandatory and incorporated into the Zoning Code to better meet Dublin’s goals for the area, or Code requirements that are best used as guidelines.

The second study is a Mixed-Use Best Practices Analysis that is now underway. The purpose of this study is to develop recommendations for mixed-use development in the City, including possible updates to standards in the Zoning Code such as district or PUD revisions, through analysis of the market for mixed-use development, and an evaluation of successful mixed-use development in Dublin’s peer communities and the zoning regulations that helped support those developments.

II. Evaluation

Theme 1. Develop Reorganized Zoning and Subdivision Regulations

The City of Dublin's Zoning Code (Section 152) and Subdivision Regulations (Section 153) were last comprehensively updated over 40 years ago. Overall, the requirements and standards in both documents do not support the kind of high-quality development desired in Dublin. Further, the processes and standards are difficult to navigate and understand for everyone—residents, developers, City staff, advisory and decision-making bodies and elected officials alike. These chapters lack the following elements of a modern development code, which contributes to the difficulties expressed by stakeholders who frequently use the City's development regulations:³

- ◆ A logical and intuitive organization;
- ◆ Integration of graphics, illustrations, photographs and modern tables to help explain zoning terms;
- ◆ Clear formatting that makes it easy to navigate the regulations;
- ◆ Cross references that make the regulations easier to understand and navigate;
- ◆ Consistent review standards that apply logically to different types of applications;
- ◆ Use tables that provide clarity about what uses are allowed in different zoning districts and clear definitions of allowable uses;
- ◆ Consistent, concise and easy-to-locate definitions; and
- ◆ Standards and definitions written in "plain English."

1.1. Upgrade Organization and Structure

The City's development regulations include Chapters 152 and 153 and Appendices A through H in Title XV: Land Usage of the City Code. Additional standards that impact certain wireless communication facilities are included in Chapter 99 (Wireless Communications Regulations) of the City Code. The City also has numerous advisory documents that, while not regulatory, are important guides available to the public and decision-makers to use when developing in Dublin. These documents provide a sense of the quality and design development in Dublin should aspire to and propose. These include Bridge Street District's Streetscape Character Guidelines, Bridge Street District's Sign Guidelines, Historic Design Guidelines, Historic District Pre-Approved Paint Colors and Neighborhood Design Guidelines for planned unit developments. City staff also maintain an internal set of interpretative documents to ensure they consistently apply ambiguous standards in the Codes.

The zoning and subdivision standards are not logically organized or easy to understand. The standards are long, unwieldy and difficult to navigate and understand. According to some stakeholders, it is unclear whether the development regulations in Chapters 152 and 153 reflect current City policy. For example:

³ A well-prepared and presented set of land use regulations make development more feasible and processes more predictable, supporting Action 5 in the *Dublin Economic Strategy*.

- ◆ There are nine different definitions sections in the Zoning Code and one definition section in the Subdivision Regulations. Section 153.002 contains a general set of definitions broken up into two categories: uses and general definitions. Additional definitions are included in several districts and development standards and Chapter 99 (Wireless Communications Regulations).⁴ The development regulations also include duplicative definitions (“Off-street parking space” is defined three times and each definition is different⁵) and terms essential to the regulations are named and defined differently. For instance, “building height” and “roof height” are both defined in Section 153.002, but both of these terms are used to determine a structure’s height.
- ◆ Uses, and associated use-specific standards, are spread across 42 different sections in the Zoning Code⁶ and additional use permissions and use-specific standards are included in Chapter 99 (Wireless Communications Regulations). Similar uses are named and defined differently throughout the Zoning Code. For example, a dwelling with two or more units is named “two-family up to eight-family dwelling structure”, “multiple-family structures having three or more dwelling units per structure” and “residential structures containing not more than four dwelling units.” Out of these uses, only “multiple-family structure” is defined. Additionally, different standards for the same use are provided in different locations in the development regulations. For instance, wireless communication towers are regulated in Section 153.096 and Chapter 99. Both sections include different and overlapping standards that apply to this use in a residential zoning district.
- ◆ The development sections in Chapter 153 are a grab-bag of general and unrelated standards (Sections 153.070 through 153.077). This section of the Zoning Code was identified during stakeholder engagement as one of the most challenging, unclear and confusing aspects of Chapter 153. Regulations in this part of the Zoning Code include:
 - Lot and yard space requirements, such as a requirement for a lot to be platted before a use or structure is established or altered and maximum lot coverage standards for each zoning district (Section 153.071);
 - Building and setback lines along public rights-of-way or private streets, such as how far buildings and vehicular use areas need to be from freeways and expressways (Section 153.072);
 - Comprehensive residential and neighborhood improvement standards, such as those for home occupations (Section 153.073);

⁴ In the Zoning Code, there are definition sections in Section 153.002 (general definitions); Section 153.043 (West Innovation District/WID definitions); Section 153.056 (Planned Development Districts definitions); Section 153.079 (fence definitions); Section 153.139 (landscaping definitions); Section 153.141 (tree preservation definitions); and Section 153.200 (off-street parking and loading definitions).

⁵ “Off-street parking space” is defined in Sections 152.002 (“An area adequate for parking a motor vehicle with room for opening doors on both sides, together with properly related access to a public street or alley and maneuvering room, but shall be located totally outside of any street or alley right-of-way.”), 153.002 (“A rectangular area for parking one motor vehicle, which is located in a building or in the open, which has access to a public street and is exclusive of the right-of-way of any public or private street or any driveway, aisle, circulation drive or off-street loading space.”) and 153.200 (“A quadrangular area for parking one motor vehicle, which is located in a structure or in the open, which has access to a public street and is exclusive of the right-of-way of any public or private street or any driveway, aisle, circulation drive or off-street loading space.”).

⁶ Excluding the West Innovation District/WID, Mixed Use Regional District and Bridge Street District.

- Accessory uses and use-specific standards, such as those for detached accessory structures (Section 153.074); and
- Public nuisance regulations, including limits on noise, corrective actions and standards for residential property maintenance (Section 153.076).
- ◆ While the internal organizational structure of Chapters 152 and 153 is largely consistent, using numbers and letters to establish a hierarchy, there are few cross references used throughout each chapter. The current regulations also consist of full-text pages with no graphics, making poor use of white space, paragraph alignment and succinct section headings. The regulations are presented online through American Legal Publishing, a digital municipal code hosting website, and have few visual cues to help the user orient themselves within the regulations.

Modern development codes address organization and structure related issues in two major ways. First, these codes consolidate all relevant regulations into a Unified Development Ordinance (UDO) to provide a single location for all development-related regulations.⁷ Second, these codes organize the complete set of regulations into a logical and intuitive hierarchy based on procedural and substantive relationships. Figure II-1: Proposed Outline of UDO, shows the recommended organization for Dublin's development regulations.

Figure II-1: Proposed Outline of UDO

Article 1	General Provisions
Article 2	Zoning Districts
Article 3	Use Regulations
Article 4	Development Standards
Article 5	Subdivision Standards
Article 6	Administration
Article 7	Nonconformities
Article 8	Enforcement
Article 9	Definitions and Rules of Measurement and Construction

Under this organization, Chapters 152 and 153 would be consolidated into one integrated UDO. The new UDO would begin with an article containing all general provisions (Article 1). Article 2 would contain all zoning district standards in a single location, while use regulations—including a new use table and use-specific standards, as discussed in Section 1.3.2, Uses and Use-Specific Standards—would be consolidated in Article 3. Development standards, such as requirements for off-street parking, would be consolidated in Article 4 and subdivision standards would be consolidated in Article 5. Any technical standards or recommendations, such as those in Appendix H: Approved Front Yard Trees for Dublin, Ohio, would be relocated to an external manual. All development procedures in Chapters 152 and 153 would be consolidated into Article 6. (See Section 1.4, Consolidate and Reorganize Development Review Procedures, and Theme 6: Improve the Development Review Process for additional recommendations related to the restructuring of the development provisions.) Nonconformities would be addressed in Article 7

⁷ A UDO can be a separate document from or a consolidated chapter in the City Code.

and enforcement procedures would be outlined in Article 8. Finally, Article 9 hosts a consolidated set of definitions and details basic rules of measurement and construction. See Part III. Annotated Outline, for more detail on each proposed article.

No substantive changes to the standards for development or procedures in the West Innovation District/WID, Mixed Use Regional District, Bridge Street District or Historic District are proposed. The content in these districts would be placed with the other zoning districts in Article 2, except that the administrative procedures for each of these districts would be consolidated with the general administration section in Article 5 to the extent such changes would enhance clarity. The development standards for site features, such as off-street parking and loading, landscaping and site design, would initially be kept separate, as these standards are very different from the standards that apply to the base districts.⁸ It would be challenging to integrate these standards into the general development standards in the new UDO without making substantive changes to standards that apply to the base zoning districts.⁹

Within each article and section, a consistent and logical organization will be used. For example, each development standard section will generally include:

- ◆ A purpose and intent statement;
- ◆ An applicability section that identifies the type of development that the standards apply to and any exceptions;
- ◆ General standards that apply to a particular development standard; and
- ◆ Any specific standards that require specific regulations.

For example, the off-street parking section will include general standards that apply to parking lots, a section for minimum off-street parking requirements and a section identifying allowable adjustments to the required number of off-street parking spaces. The landscaping section will include general standards that apply to all landscaping, such as plant quality and ground cover requirements, and specific standards for site landscaping, parking lot landscaping and perimeter buffers.

1.2. Utilize Graphics, Illustrations, Flowcharts and Tables

The City's current Code does not take advantage of visualization tools. There are no graphics and few tables. During stakeholder engagement, a common refrain was a desire for clear and concise visual elements that illustrate how Code standards function.

Visual tools are a key element in making regulatory documents more user-friendly. Graphics, illustrations, concept photos, flowcharts and tables assist with communicating development-related concepts and improving the readability of regulations. These tools allow information to be conveyed concisely and clearly, eliminating the need for lengthy, repetitive text.

1.2.1. Graphics and Illustrations

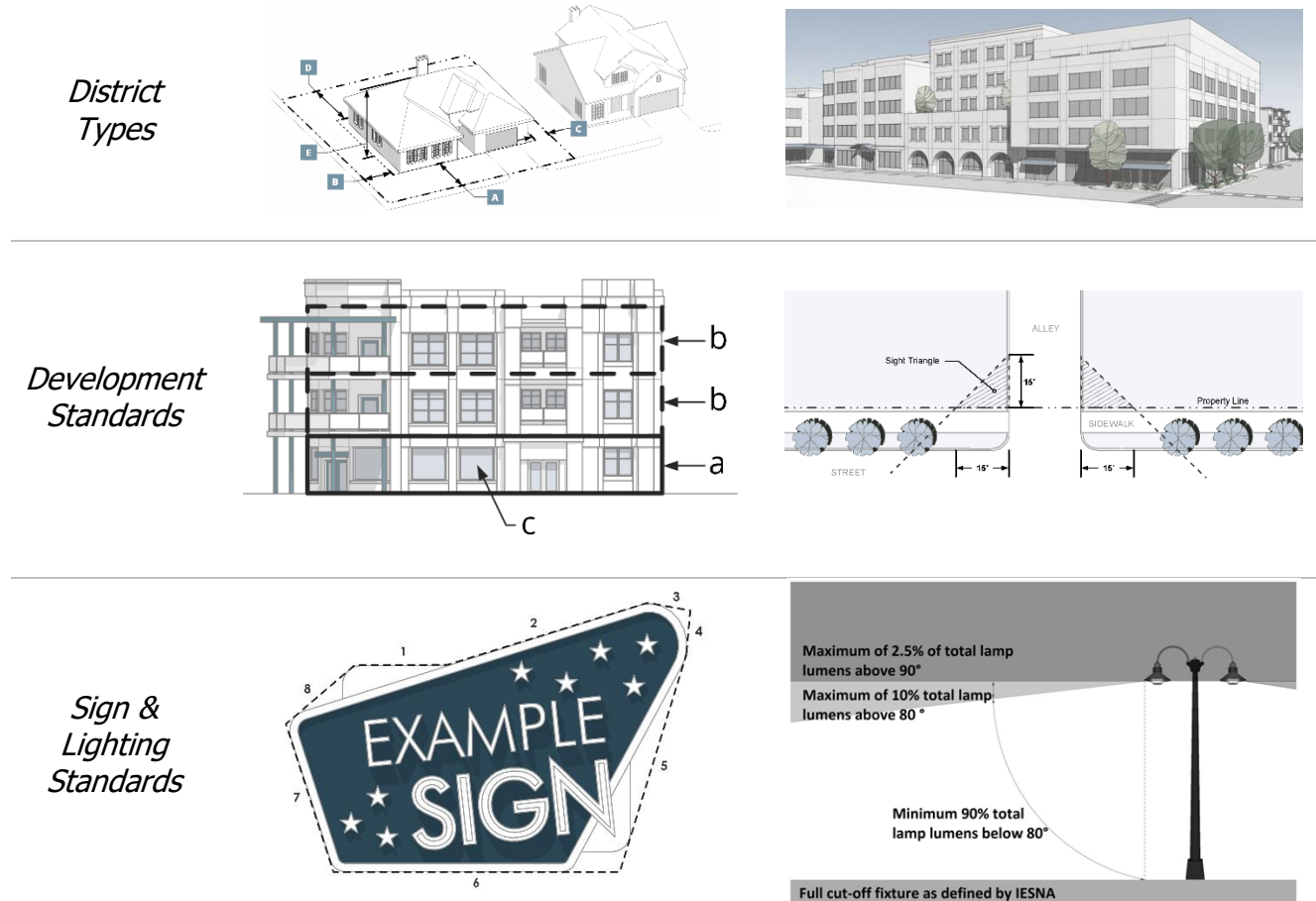
The Bridge Street District standards in Chapter 153 are the only section of the Code that includes graphics. Elsewhere, users are presented with walls of text. We recommend adding

⁸ The Bridge Street District District's form-based design standards in Sections 153.060 through 153.062 would be placed in Article 2.

⁹ The standards in the West Innovation District/WID, Mixed Use Regional District, Bridge Street District and Historic District could be better integrated with the rest of the UDO if the City decides to move forward with recommended updates to the development standards, as discussed in Theme 2: Enhance Site Development Standards.

graphics, illustrations and concept photos throughout the City's development regulations to illustrate procedures, desired development form and other concepts to make the Code more user-friendly. A variety of sample graphics are shown in Figure II-2: Sample Graphics.

Figure II-2: Sample Graphics



1.2.2. Flowcharts and Summary Tables

Chapter 152 contains three tables and Chapter 153 contains around eight.¹⁰ Summary tables are helpful tools to present information clearly and succinctly without the need for excess text. Flowcharts can be used to demonstrate how a development approval process works, such as a process flowchart (see Figure II-3: Sample Flowchart), while tables can be used to present certain types of information, such as a list of permitted uses, dimensional standards or off-street parking requirements (see Figure II-4: Sample Summary Table).

¹⁰ Many tables are not set off by table names or lines that delineate rows and columns, so this count may be incomplete.

Figure II-3: Sample Flowchart

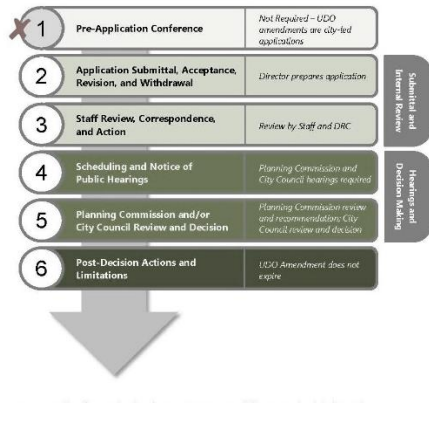


Figure 2.5.14-A: Vacation Procedure



Figure II-4: Sample Summary Table

TABLE <>: TABLE OF ALLOWED USES												
P = PERMITTED S = SPECIAL EXCEPTION A = ALLOWED IN PD DISTRICT BLANK CELL = PROHIBITED												
USE CATEGORY	USE TYPE	ZONING DISTRICT										ADDITIONAL STANDARDS
		RESIDENTIAL			NONRESIDENTIAL					PLANNED DEVELOPMENT		
		RSF	RTF	RMF	DC	RC	M C	C C	CN	PD-R	PD-C	
RESIDENTIAL USE CLASSIFICATION												
Household Living	Multi-family Dwelling			P		P		P		A	A	164.03-01(A)(1)
	Single-family Dwelling	P	P	P	P	P	P	P		A	A	166.05-02
	Two-family Dwelling		P	P	S	P	P	P		A	A	164.03-01(A)(2)
	Townhouse			P	P	P		P		A	A	166.05-03
	Residential unit over nonresidential use			P	P	P	P	P		A	A	
Group Living	Family Day Care Home	P	P	P		P	P	P		A	A	164.03-01(B)(1)
	Group Day Care Home	P	P	P		P	P	P		A	A	164.03-01(B)(2)
	Rooming House			P		P		P		A		164.03-01(B)(3)
INSTITUTIONAL USE CLASSIFICATION												
Schools	School, Private	P	P	P	P		P	P		A	A	
	School, Public	P	P	P	P		P	P		A	A	

We recommend improving the design and formatting of the existing tables in Chapters 152 and 153 and providing new tables to further consolidate and clarify regulatory information. New tables will be especially useful in presenting dimensional standards that apply in each base zoning district and establishing which uses are allowed, allowed as a conditional use or prohibited. Each table will be labeled according to its location in the regulations so that it can be easily referenced elsewhere in the UDO and formatted consistently for readability.

1.3. Improve Formatting, Layout and Referencing

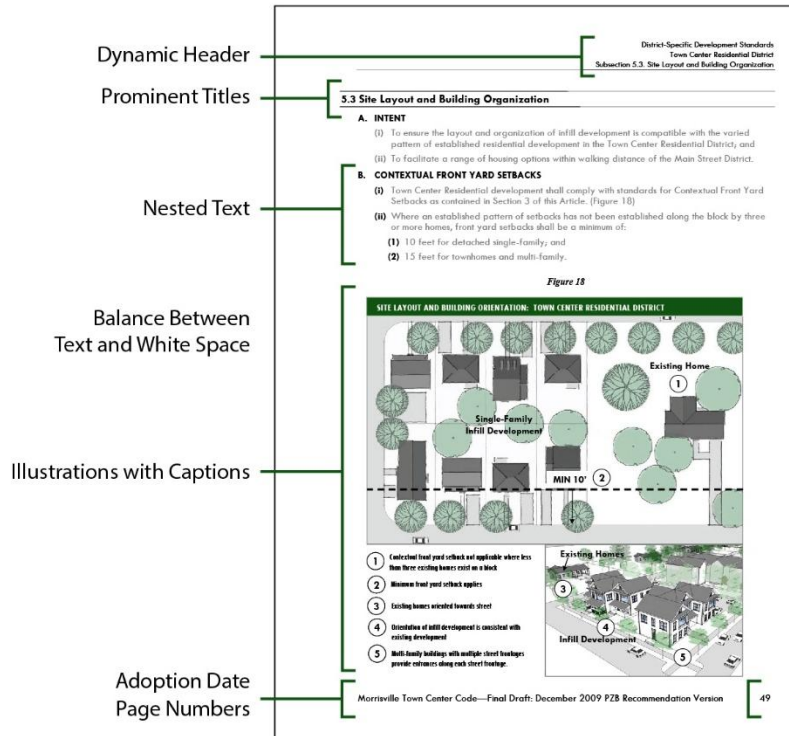
Chapters 152 and 153 are difficult to navigate and use. This sentiment was conveyed during most stakeholder engagement sessions. Currently hosted by American Legal Publishing, the Code lacks clickable links and cross-references to specific sections in the regulations. While the Codes use a consistent numbering system, there is no clear structure or organization. There are top level sections such as "General Provisions," "Zoning District Regulations," "Landscaping," "Architectural Review" and "Administration and Enforcement," but they are not numbered (and so cannot be directly referenced) and are not arranged in a functional hierarchy.

Further, there are no "bread crumbs" in the page headers or footers, making it difficult for users to know where they are located in the Code, particularly in the case of longer, multi-page standards.

To improve navigability, modern codes use distinctive heading styles to clearly distinguish different sections, subsections, paragraphs and subparagraphs (like this document does). When combined with better alignment, white space and visual elements, text becomes easier to read, use and interpret. A sample page layout is provided in Figure II-5: Sample Page Layout. Other features of modern codes include:

- ◆ An easy-to-understand referencing system;
- ◆ A detailed table of contents;
- ◆ Detailed headers and footers, highlighting the section number and topic on each page;
- ◆ Cross-references that activate when exporting a document to a PDF and other formats;
- ◆ Color and bold text in appropriate locations; and
- ◆ Well-designed tables visually separated from code text.

Figure II-5: Sample Page Layout



We recommend utilizing all of the features discussed in this section to enhance the usability and navigability of the Code. The new development regulations can be prepared using dynamic references in a Microsoft Word document so that as staff updates the text of the Code, the cross-references will automatically update.

The new UDO should establish a hierarchy of articles and sections with a logical numbering system that anchors regulations within clearly defined articles and sections. The top level of the new hierarchy would begin with articles (e.g., Article 5: Development Standards), the second level would be sections (e.g., Section 5.3, Landscaping Standards) and the regulations that relate to each section would be organized in a consistent hierarchy underneath (e.g., Section 5.3.1 Purpose, Section 5.3.2 Applicability, and so forth). The same hierarchy would be used throughout each article of the UDO. A recommended hierarchy is provided in Part III. Annotated Outline.

1.3.1. Organization of Zoning Districts

Stakeholders indicated that the base zoning district regulations were among the most challenging, unclear and confusing aspects of the Zoning Code.¹¹ Each zoning district includes a list of permitted uses, uses allowed conditionally and dimensional standards as a wall of text. The current organization of information and layout of each district makes it difficult to locate

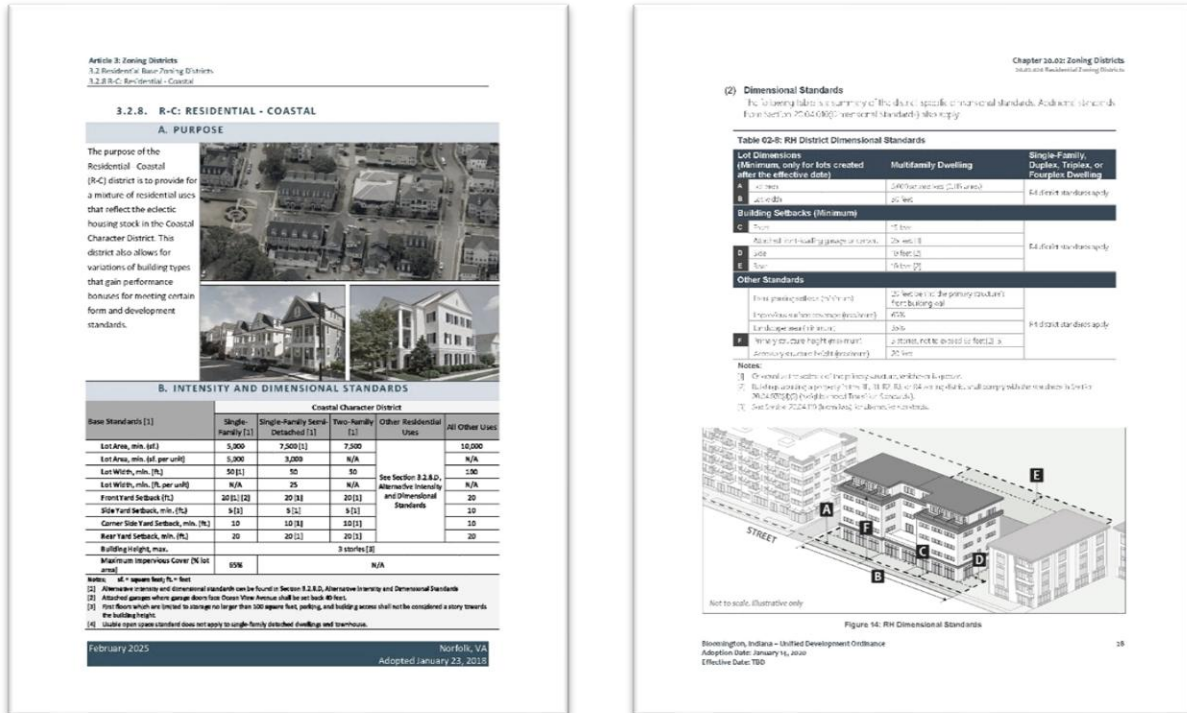
¹¹ The current base zoning district standards are found in Sections 153.025 through 153.034. Additional district standards, including permitted uses, are found in Sections 153.037 through 153.044 for the West Innovation District/WID, Sections 153.045 through 153.048 for the Mixed Use Regional District, Sections 153.050 through 153.056 for the Planned Development districts, Sections 153.057 through 153.066 for the Bridge Street District, and Table 153.172A for the Historic District.

applicable dimensional standards and understand what uses are permitted as principal or accessory structures in a specific zoning district.

Additionally, inconsistent sets of dimensional standards are provided in the base zoning districts. The base residential districts (Sections 153.019 through 153.025) establish requirements for minimum lot area, lot width, side yards and rear yards and maximum height and lot coverage. The nonresidential base districts (Sections 153.026 through 153.034) only provide a general rule for the required minimum lot area and width and a specific standard for side and rear yards, but no maximum height or lot coverage. To obtain the standards for lot coverage for a nonresidential base zoning district, a Code user must navigate to Sections 153.070 through 153.076. This inconsistency in how information is presented makes it difficult to understand how the standards work together within a zoning district and across different zoning districts to support desired forms of development.

More modern approaches to visually displaying zoning districts address these issues by presenting information in tables, using a consistent format and including illustrations that show how the standards work together. The use of a uniform, attractive layout and consistent structure makes zoning district regulations easier to understand for all Code users. In Article 2 (the consolidated section for all zoning districts), we recommend that a standard format be applied to each district. This format would include a purpose statement, a reference to permitted principal, accessory and temporary uses and use-specific standards (which would be consolidated in Article 3) and a table listing the dimensional standards that apply to development in the district. The format would be similar to the layout currently used in the West Innovation District/WID, Mixed Use Regional District, Historic Districts and Bridge Street District. Stakeholders suggested that similar layout features from these districts would improve the usability of the base zoning districts. Graphics and photos would depict the conceptual characteristics of development in the district, typical lot patterns and applicable dimensional standards. An example of how the zoning district layout would look is shown in Figure II-6: Sample Zoning District Page Layout.

Figure II-6: Sample Zoning District Page Layout



1.3.2. Uses and Use-Specific Standards

Allowable uses are currently established within the sections for each zoning district. Both principal uses (the primary use of a site) and accessory uses (uses that are incidental to the principal use of the site) are presented together, which can make it difficult to understand how land can be used.¹² Some of the districts also include use-specific standards that apply to certain uses, while other use-specific standards are found elsewhere in Chapter 153 and the City Code,¹³ such as in the peculiarly named Section 153.073, Comprehensive Residential and Neighborhood Development. These separate, poorly organized sets of uses in the zoning districts and use-specific standards dispersed throughout the City Code make it difficult for a Code user to understand all the applicable standards that apply to a particular use.

In addition to organizational challenge, the City's current Code does not generally establish broad categories for any of its uses. Nonresidential uses listed in the base nonresidential districts do categorize uses using the Standard Industrial Classification (SIC) Manual, Executive office of the President, Bureau of the Budget (Washington, 1957) including the 1963

¹² For example, the Urban Residential district (Section 153.025) lists six permitted uses in Section 153.025(A)(1)-(6). Subsections (1), (4) and (5) are principal uses, while subsections (2), (3) and (6) are accessory uses.

¹³ For example, Section 153.073 (specific standards for home occupations, model homes and community residences for people with disabilities), Section 153.094 (standards for heliports) and Chapter 99 (Wireless Communications Regulations).

supplement.¹⁴ However, the specific composition of uses included in a category varies across different zoning districts. For instance, the Suburban Office and Institutional district (Section 153.026) places “trusts and investment companies” in the category of “administrative and business uses and offices of physicians and surgeons,” and places “legal services” into the “professional uses” category. The same uses are consolidated under the “administrative, business, and professional office” category in the Community Commercial zoning district (Section 153.028).¹⁵

A more user-friendly approach used by most modern codes is to consolidate separate sets of uses and use-specific standards into one section. The West Innovation District/WID, Mixed Use Regional District, Bridge Street District and Historic District use this method—each set of districts has a consolidated use table that lists use permissions in each zoning district (see Table 153.059-A: Permitted and Conditional Uses In BSD Zoning Districts). We recommend this approach for the entire Code. All uses would be consolidated into one or more use tables in Article 3—either as one use table with all uses or separate use tables for principal, accessory and temporary uses (as proposed in the Annotated Outline). The table would include a column for each zoning district and a row for each use; a label at the intersection of each district and use would identify whether that use is permitted by right, permitted following approval of a conditional use permit, permitted following approval of a special permit or prohibited and include a cross-reference to any applicable use-specific standards. Use-specific standards would be consolidated into Article 3 and organized in the same way as the uses in the use tables.

The updated use table would use a modernized system of organization to replace the outdated system in the SIC Manual. Specifically, the current set of uses should be placed within the following three-tiered use classification system:

- ◆ Use Classifications (broad general classifications such as Residential, Commercial and Public/Civic/Institutional);
- ◆ Use Categories (major subgroups within Use Classifications that are based on common characteristics, such as Group Living and Household Living under the Residential classification); and
- ◆ Uses (specific uses within the Use Categories, such as single-family detached dwelling, duplex and multifamily dwelling under the Household Living category and the Residential classification).

¹⁴ Subsequent to 1963, the SIC system was updated in 1967, 1972, 1977 and 1987.

¹⁵ These categories are not included in any definition section under Chapter 153, but the Community Commercial zoning district (Section 153.028) explains this category as “administrative offices primarily engaged in general administration, supervision, purchasing, accounting and other management functions. Business offices carrying on no retail trade with the general public and having no stock of goods maintained for sale to customers. Professional offices engaged in providing tangible and intangible services to the general public, involving both persons and possessions.” The Suburban Office and Institutional district (Section 153.026) describes the administrative and business use category as “administrative offices primarily engaged in general administration, supervision, purchasing, accounting and other management functions. Business offices carrying on no retail trade with the general public and having no stock of goods maintained for sale to customers” and the professional use category as “professional offices engaged in providing tangible and intangible services to the general public, involving both persons and their possessions.”

II. Evaluation

This use classification approach is popular among modern codes due to its robust structure and flexibility. This consistent classification of uses also allows the Planning Director to determine if a new use is similar to an existing use (because of its functions and features) and should or should not be allowed in a particular zoning district. A sample use table is included in Figure II-7: Sample Use Table, where the use classification (“Commercial Uses”) is listed in white text on a contrasting background and each use category (“Healthcare Facilities” and “Agriculture, Animals and Farming”) is shown in black text on a contrasting background.

Figure II-7: Sample Use Table

Table 3-1 Table of Allowed Uses																																		
P = permitted by right M = minor conditional use permit C = conditional use permit required A = accessory use permitted by right Blank = use prohibited [P/A]1 = permitted by right except when the use-specific standards require enhanced administrative review [P/A]2 = permitted by right except when the use-specific standards require public hearing [P/A]3 = permitted by right except when the use-specific standards require enhanced administrative review or public hearing																																		
Zone Districts	Residential										Mixed-Use										Employ.				Special			Use-Specific Standards						
	LLR2.5	LLR1	LLR5	SF3	SF5	SF8	SF11	MF14	MF21	MF30	MD-ED	MD-UD	MD-ID	MD-RD	MD-NW	MD-PD	MU	MS	GC	NC	PO	MU-MC	MU-RES	I	IC	ME	MA		PGOS	PF	UT5	UT10	UT40	
School, Vocational or Trade ¹⁵⁵											P	P	P	P	P	P	P	P				P	P	P	P	P			P	M	M	M	18.03.303(b)(5) 18.04.107	
Healthcare Facilities																																18.04.107		
Blood Plasma Donor Center											P	P	P	P	P	P	P	P				P			P	P	P						18.03.303(c)(1)	
Hospital, Acute and Overnight Care											P	P	P	P	P	P	P	P				P				P	C		C					
Medical Facility, Day Use ¹⁵⁶											P	P	P	P	P	P	P	P	P	P	P	P				P			P					
COMMERCIAL USES																																		
Agriculture, Animals, and Farming																																18.04.107		
Animal Clinic, Shelter, Hospital, Boarding Kennel, or Training Facility ¹⁵⁷	C	C	C								P	P	P	P	P	P	P	P	P	P		P			P	P	P	P			M	M	M	18.03.304(a)(1)
Farm ¹⁵⁸																												P		P	P	P	18.03.304(a)(2)	

In addition to reconfiguring the current display of information for uses and use-specific standards, as part of the reorganization, the City might consider consolidating and modernizing the current set of uses allowed in Dublin. This consolidation and modernization could also incorporate staff’s internal interpretations developed for certain uses, such as beehives, and should only distinctly identify a use if it is sufficiently different from a similar, broad use. For instance, a “medical office” is not distinctly different in land use impacts from a “dental office,” but the current Code identifies each use distinctly.

1.4. Consolidate and Reorganize Development Review Procedures

As discussed in Section 1.1, Upgrade Organization and Structure, all procedures for development review—for both subdivision and zoning procedures—should be consolidated and located in one article, Article 6: Administration. This would include the procedures that apply in the West Innovation District/WID, Mixed Use Regional District, Bridge Street District, and Historic District. Standard procedures would be established for most applications and the procedures for specific application types would identify the applicable standard procedures, including any deviations, and clear decision-making standards. See Theme 6: Improve the Development Review Process for detailed recommendations.

1.5. Create a Procedures Manual

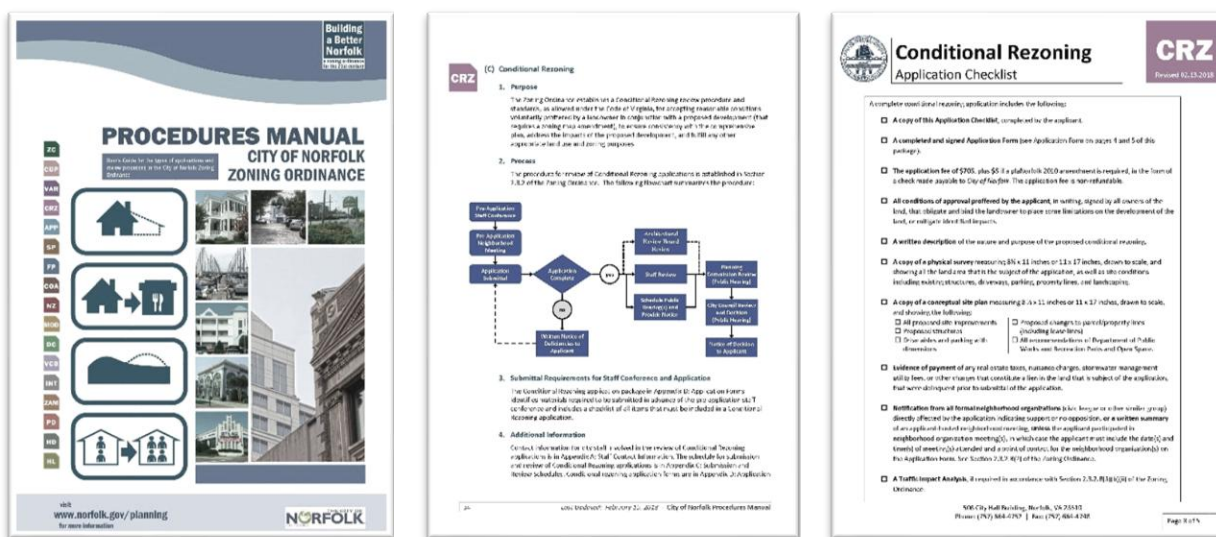
Chapters 152 and 153 include detailed lists of required submittal materials, such as the number of copies, ink color and size of preliminary plat submissions (Section 152.016). Because these details are codified in the regulations, they are law. So, the Subdivision Regulations require that an application for a preliminary plat include eight copies—and no fewer. If the City chooses to move the preliminary plat application wholly online, it is not self-evident whether a single digital plat upload would constitute the required eight copies. These requirements cause unnecessary ambiguity.¹⁶

The detailed submittal requirements in Chapters 152 and 153 should be removed and placed in a separate Procedures Manual. The Planning Director would be empowered to prepare the manual, with consultation from other City departments. Relocating these requirements eliminates the need to amend the City's Code each time an application submittal detail needs to be revised, ensures application of fair and consistent development review processes and reduces confusion among staff, elected officials and applicants.

Along with detailed application requirements, the Procedures Manual could include information about required fees, application processing schedules, deadlines and staff contact information. The manual would help explain the non-regulatory and internal processes that are not detailed in the Code and happen behind the scenes during development review. Application checklists and additional information on how to use the regulations and effectively participate in the application review and decision-making process could be included. A Procedures Manual is a common tool used in modern codes to assist in the efficient administration of regulations (see Figure II-8: Sample Procedures Manual).

¹⁶ A preliminary plat application checklist on the City's website at <https://dublinohiousa.gov/planning-forms/preliminary-plat.pdf> requires that 10 copies of the preliminary plat (five each in two different sizes) be submitted as part of the application. The remaining application requirements in the checklist are largely the same as the application requirements in the Subdivision Regulations, although they use different language in places.

Figure II-8: Sample Procedures Manual



Theme 2. Enhance Site Development Standards

Most of the recent development in Dublin has occurred in districts like the Bridge Street District, which establish separate use, site and building design and development standards for specific areas, or as planned developments. In fact, more than half of the land in the City is assigned to planned unit development (PUD) districts and about 30 percent is in either the West Innovation District/WID, Mixed Use Regional District, Bridge Street District, or Historic District. New development in the base residential, commercial, office and industrial districts is uncommon. Indeed, none of the three existing base industrial districts are assigned to land in the City. This reliance on PUD development and the West Innovation District/WID, Mixed Use Regional District, Bridge Street District, or Historic District may be caused by, or an effect of, the fact that most of the development standards in the Zoning Code have not been significantly updated in decades. These development standards include critical site design elements, such as those regulating off-street parking and loading, site landscaping, subdivision of land and the provision of open space. Additionally, other standards that could support the City's priorities, such as sustainability, are not incorporated into these standards.

To improve the quality of development in Dublin, the City is encouraged to consider the following recommendations. These recommendations also support streamlining the review of PUD projects and ensuring PUD applications are consistent with the City's desired level of development quality, as discussed in Section 3.2.1, Update the Development Standards in Accordance with Theme 2 to Establish a Baseline for the City's Desired Quality of Development.¹⁷

¹⁷ As appropriate, the updated regulations could take guidance from approved guidelines and include them as new standards. For example, there are several regulations in the [Single-Family Residential—Planned Unit Development Neighborhood Design Guidelines](#) that could be applied to development throughout the City, such as the requirement that attached front-loaded garages be setback at least 20 feet behind the dwelling's primary façade (page 31).

2.1. Update Off-Street Parking and Loading Standards

2.1.1. Current Standards

Dublin's current off-street parking and loading standards for the base zoning districts are established in Sections 153.200 through 153.212. These standards follow a conventional practice by requiring a certain number of vehicular parking, loading and standing spaces based on the specific use on the site and the intensity of that use, measured by gross floor area or number of dwelling units, students or employees. Vehicular use areas, including parking, loading and standing spaces and drive aisles, require landscaping around the perimeter and within the parking area (Section 153.133 and Appendix B) and lighting (Section 153.149).¹⁸

2.1.1.(a) Off-Street Parking, Loading and Stacking Requirements

The minimum number of off-street vehicular parking spaces required is established in Section 153.212. The uses listed in this section are placed into six categories: residential, office, institutional, commercial, entertainment/recreation and industrial. This system of categorization is used only to organize uses for the calculation of minimum off-street parking requirements and is not used elsewhere in the Zoning Code. The regulations do not impose a cap on the maximum number of off-street vehicular parking spaces that a development may provide or impose requirements for bicycle parking or electric vehicle chargers.¹⁹

The list of uses in Section 153.212 are referred to differently here than elsewhere in the Zoning Code. For example, in the parking table there is a use called "Administrative or business" included the Office category. However, there is no such use listed as permitted elsewhere in the Zoning Code. There is a category of permitted uses in the Suburban and Institutional district called "Administrative or business" (Section 153.026(A)(2)), but the term is not defined and it is unclear if it is the same as the term in Section 153.212. The other minimum parking standard in the Office category is "Medical or dental." This term is not defined elsewhere in the Code. There is also a use called "Medical" that is defined as a type of Office use, but medical and dental uses are also a subset of the "Administrative or business" uses in the Suburban and Institutional district. Other uses listed in the off-street parking table do not appear elsewhere in the Code, such as housing for the elderly, nursing homes and shopping centers.

In addition to inconsistencies compared to the rest of the Zoning Code, some of the uses in the off-street parking table are internally inconsistent. For example, there is a minimum standard for "Auditorium, stadium, conference center or other place of assembly" in the Institutional category and a separate minimum standard for "Theater, auditorium or assembly hall" in the Entertainment category. Each requires a different minimum amount of off-street parking.

The required number of off-street loading spaces is established in Section 153.211. Instead of establishing requirements for specific uses, off-street loading spaces are required for two categories of uses: "use of a business, institutional, personal or professional service nature including but not limited to a business office, hotel, motel, recreational or entertainment type" and "commercial or industrial type use involving the retail or wholesale exchange, sale, storage,

¹⁸ The standard off-street and loading parking standards apply to development in the WID and Mixed Use Regional District, each of which also contain additional standards (in Sections 153.040 and 153.047, respectively) that often supersede the general standards. The Bridge Street District includes its own set of off-street parking and loading standards and does not contain an explicit reference to the general off-street parking standards (Section 153.065(B)).

¹⁹ Bicycle parking is required in the Bridge Street District (Section 153.065(B)(2)) and electric vehicle chargers are required in the Mixed Use Regional District (Section 153.047(G)(9)).

processing or manufacturing of merchandise or personal property of any type, which is permitted in any commercial or manufacturing district.” This categorization is vague.

2.1.1.(b) Parking Space and Lot Dimensional and Design Standards

Section 153.200 contains the definition of off-street parking space and aisle, which includes the dimensional standards for each term based on the angle of the parking space. The following basic parking lot design standards for development in the base zoning districts are established in the Zoning Code:

- ◆ A requirement for wheel stops in Section 153.024; standards for surfacing and maintenance requirements in Section 153.025; and striping in Section 153.206(B).
- ◆ Section 153.208(A) requires that development provide sufficient access and maneuvering area for each off-street vehicular parking and loading space. This section specifies that development in one- and two-family residential zoning districts²⁰ can include the driveway, street or parking space in the maneuvering area. Driveway standards are provided for parking areas serving residential and commercial uses, but not for other nonresidential uses (Section 153.210).
- ◆ Section 153.026 requires lighting for any parking area with 10 or more spaces serving a nonresidential use and 20 or more spaces serving a residential use. By contrast, Section 153.149(B)(1) requires lighting in vehicular use areas for “all development” with 10 or more parking spaces.
- ◆ Interior parking lot landscaping is required for open vehicular use areas in an industrial or business zone with more than 6,000 square feet of area or 20 or more parking spaces (Section 153.133(B))²¹ (Open vehicular use area is defined in Appendix B). Each parking lot is required to include five square feet of landscaping for every 100 square feet of vehicular use area and one tree for every 5,000 square feet of ground coverage. The minimum size of a landscaped area is 112 square feet and, to help ensure landscaping is dispersed throughout a lot, the maximum size of a landscaped area is 350 square feet (1,500 square feet in parking areas greater than 30,000 square feet in area) with exceptions if more than the minimum amount of landscaping is provided.
- ◆ A perimeter screen outside of a parking lot is required in accordance with Appendix B and varies based on the use of the area being screened (either a parking lot or vehicle sales area) and whether it is adjacent to a street, property in the CB or CCC districts or property in any other district.

2.1.1.(c) Modifications to the Number and Location of Required Parking

The Zoning Code establishes a general rule requiring all off-street vehicular parking and loading spaces to be located on the same lot as the use the parking serves (Section 153.203(A)). For sites with multiple uses or parking lots serving multiple uses, the total number of off-street vehicular parking spaces required for each use must be provided (Section 153.201(B)). Section 153.203(B) allows churches to establish a joint parking area for up to 50 percent of the required off-street parking spaces if the area is within 300 feet of the main church entrance. (presumably off-site, although it is not clear). There are no options to reduce the minimum

²⁰ The Zoning Code does not clearly define “one-family” residential zoning districts.

²¹ The Zoning Code does not clearly define “industrial” or “business” zoning districts.

number of off-street vehicular parking or loading spaces required to be provided for development in the base zoning districts.

2.1.2. Recommendations to Improve Flexibility of Off-Street Parking

2.1.2.(a) Update Minimum Off-Street Parking Requirements and Provide Alternative Methods to Meet Parking Requirements

The current minimum off-street parking requirements were last updated in 2008. In many cases, based on stakeholder feedback, these standards require the construction of more parking than is needed. Reducing the amount of required off-street parking would allow land to be used more efficiently, reduce the amount of space devoted to car parking, increase the City's tax base by reducing a low-value use, and remove one of the barriers to infill development and redevelopment—a development approach that is becoming more common as Dublin becomes more built-out.

Recently, many local governments have taken a close look at the parking requirements in their development regulations and asked themselves whether these prescriptive requirements are necessary. Increasingly, the answer is no. Many cities have since eliminated minimum parking requirements from their development codes—not just major cities with large public transit systems or coastal cities, but communities ranging from Buffalo, New York and South Bend, Indiana to Fayetteville, Arkansas and Springfield, Ohio.²² We are not aware of any cities that have eliminated minimum parking requirements then reversed this decision.

Minimum parking standards can impede the type of development that the community wants to see. Building parking is costly. Today, the cost to build a single parking space in a structured parking deck (parking garage) is more than \$20,000, and costs even more if parking is underground. Surface parking is less expensive, but each parking space represents additional impervious surface that increases the risk of flooding and requires additional, often expensive, stormwater control measures. Every dollar spent on providing parking—often in excess of what is actually required at a site—is paid for by a home purchaser or renter, an office tenant or a customer.

Abolishing minimum parking requirements would not mean there is no place to park a car. Because automobiles are and will continue to be the main mode of transportation in Dublin and throughout the region, developers will continue to provide parking. A new multifamily apartment building with retail on the ground floor that wants to attract a broad range of potential customers and residents will need to provide them with parking spaces, and an office building will need to promise potential tenants that they will have a place to park. Moreover, banks and other lenders who finance new development typically insist on a certain amount of parking so they can be assured of a return on their investment.

Instead of being dictated by Zoning Code regulations, the market would decide how much parking is required. The developers who work in Dublin have extensive experience calculating the parking demand their uses will generate and can determine the amount of parking that is right for their development given its context, which may vary significantly across the City. Their incentives to provide parking are generally aligned with the City's—the developer needs to provide enough parking to attract and accommodate residents, tenants and visitors, but not more than needed to avoid increasing the cost of development. This careful, site-by-site

²² In July 2026, by a nearly unanimous vote, the North Carolina legislature [approved a bill](#) to eliminate minimum off-street parking requirements statewide, except for local governments in counties along the Atlantic coast. The bill was signed into law by the governor on July 6, 2026.

evaluation is more effective than the establishment of broad zones of parking minimums, which often do not reflect actual parking demand.

Eliminating minimum parking requirements will also increase the efficiency of the development review process. Determining parking requirements can be a time-consuming process, particularly if, and when, staff has limited time to review an application. Ultimately, parking minimums end up providing little benefit to a community.

Another option is to adjust Dublin's current off-street minimum parking standards. "Right-sizing" parking in Dublin involves comparing the City's parking requirements with standards recommended in the Institute of Transportation Engineers' Parking Generation Manual, other national standards and recent standards adopted by other, similar cities to determine the appropriate quantity of required off-street parking spaces for various uses.

These adjusted off-street parking minimums should be coupled with alternative options to meet the minimum parking requirements, through sharing parking with other uses (something that is already happening in Dublin, according to stakeholders) and other options. These options would be approved administratively. Several of these options are already in use in the West Innovation District/WID and Bridge Street District and include the following:

- ◆ Submission of a parking study that uses professionally accepted methods of transportation engineering and off-street parking demand to demonstrate that a number of off-street parking spaces different from what the Zoning Code requires is appropriate for a development. This method could be used to reduce the parking minimums or allow additional parking in excess of the maximum permitted by the Code.
- ◆ Reduce the number of required off-street parking spaces on a one-to-one basis for each parking space reserved for a motorcycle, scooter, moped, rideshare, taxi pick-up or small-scale delivery service vehicle. A similar option to reduce the number of off-street parking spaces required by reserving parking spaces for car-share vehicles is allowed in the Bridge Street District (Section 153.065(A)(2)(b)(2)).
- ◆ Make available on-street vehicular parking spaces directly adjacent to the site, in lieu of required off-street parking spaces. A similar option to provide on-street parking in place of required off-street parking is allowed in the West Innovation District/WID (Section 153.040(G)(5)) and Historic District (Section 153.173(F)(3)).
- ◆ Calculate the required minimum off-street vehicular parking spaces required for the development's mix of uses based on time-of-day-demand factors. For example, a development that includes professional offices that are primarily occupied during weekdays and a movie theater that is primarily used during weekday evenings and weekends could share parking spaces. Similar mixed-use off-street parking reduction options are provided in the West Innovation District/WID (Section 153.040(G)(2)), Bridge Street District (Section 153.065(A)(2)(b)(1)) and Historic District (Section 153.173(F)(8)(a)).
- ◆ Allow an applicant to defer construction of a portion of the required off-street parking upon providing evidence that, due to the site's location, nature, mix of uses or other unique site characteristics, there is a reasonable likelihood that the number of off-street parking spaces needed to serve the development is less than the minimum number of off-street parking spaces required by the Zoning Code. Within a defined time period, such as 24 months, the applicant would be required to submit an off-street parking demand study to the City to determine whether the deferred off-street parking needs to

be constructed. A similar option is allowed in the West Innovation District/WID (Section 153.040(G)(3)).

- ◆ Allow a reduction in required off-street parking spaces in exchange for providing additional bicycle parking amenities, such as showering and dressing areas for bicycle commuters and bicycle parking spaces that are enclosed and secured, in addition to any minimum bicycle parking requirements established in Section 2.1.2.(d), Add Bicycle and Electric Vehicle Parking Requirements to Meet the City's Sustainability Goals. A similar option is allowed in the Bridge Street District (Section 153.065(A)(2)(b)(4)).
- ◆ Allow a certain percentage of required parking spaces to be provided off-site. The location of the off-site parking area would be required to be within a maximum walking distance to the use, be accessible using safe pedestrian paths and the owner of the land using the parking would need to establish a legal agreement for the use of the parking spaces with the parking lot's owner if the parking is not under the same ownership as the use the parking serves, or use available public parking. A similar option is allowed in the West Innovation District/WID (Section 153.040(G)(4)).
- ◆ Establish a cap for the maximum number of off-street parking spaces permitted on a site in denser, more compact zoning districts.

2.1.2.(b) Align Uses with Consolidated Use Table

The categorization and terminology of uses in the City's current off-street parking, loading and stacking standards, described in Section 2.1.1.(a), Off-Street Parking, Loading and Stacking Requirements, is inconsistent with the rest of the Zoning Code. Section 1.3.2, Uses and Use-Specific Standards, recommends establishing one consolidated table of permitted uses. If minimum off-street parking standards are established, the same list of uses should be mirrored in the City's minimum off-street parking, loading and stacking requirements to provide consistent categorization and terminology for uses.

2.1.2.(c) Enhance Parking Area Design and Landscaping Standards

Stakeholders shared that well-designed parking areas are important to a development's appeal. There are no requirements in the City's current Zoning Code for base zoning districts that detail how parking areas must be designed beyond required landscaping. We recommend establishing general design and orientation standards in the Zoning Code so that parking areas are developed with consideration for important design and functional elements, such as:

- ◆ The number and location of entrances, exits and aisles;
- ◆ The need for acceleration, deceleration, turning lanes and other traffic control improvements;
- ◆ The general arrangement and delineation of parking and loading spaces;
- ◆ The quality and quantity of landscaping provided;
- ◆ Ease of access to buildings for emergency vehicles and personnel; and
- ◆ The safety and comfort of pedestrians, including persons with disabilities.

Specific standards for arrangement of vehicular parking spaces should be established so that no parking space opens directly onto a driveway or drive aisle, no vehicle backs directly into a street and vehicles can be parked or unparked without moving another vehicle. In larger parking lots, the standards should require dedicated pedestrian paths that provide safe

pedestrian access from the parking lot to the uses being served by the parking. To support the community's desire for high quality design, the standards could require that the pedestrian paths require planted landscape strips on one or both side of the path.

The interior and perimeter landscaping standards also offer opportunities for improvement. The current interior landscaping standards should be modified to require additional plantings in islands and peninsulas, establish a ground cover requirement of grasses, mulch or other natural materials, require a minimum separation distance for each tree to improve shading in paved areas and require that no parking space be more than a certain distance from a planted tree. The City should also consider expanding the minimum size of a landscaped island to increase the chances that a tree will survive. For perimeter landscaping, the City should consider establishing specific requirements for minimum shrub plantings per square foot to improve the clarity and measurability of these planting standards, instead of utilizing a hard-to-measure standard of 100 percent opacity. These shrub requirements would be in addition to the current requirement for one tree per 40 linear feet. An option to provide a portion of the planting area immediately adjacent to the parking lot, but not in the perimeter landscaping area, can be included to provide developers additional design flexibility without impairing the quality of the parking lot landscaping.

2.1.2.(d) Add Bicycle and Electric Vehicle Parking Requirements to Meet the City's Sustainability Goals

Stakeholders identified the City's parking standards as an area of opportunity to meet Dublin's sustainability goals and strategies in [Envision Dublin](#) and the [Dublin Sustainability Plan](#).²³ To support these goals and strategies, the City should consider implementing the following:²⁴

- ◆ Require that larger parking areas (for example, with at least 25 parking spots) include electric vehicle charging stations for some percentage of parking spaces and additional parking spaces that are "electric vehicle ready." An "electric vehicle ready" space would require installing conduit to facilitate installation of additional charging stations in the future. This is similar to the current requirement in the Mixed Use Regional District (Sec. 153.047(G)(9)).
- ◆ Require bicycle parking in multifamily and certain nonresidential development, such as commercial and retail spaces. Currently, bicycle parking is only required in the Bridge Street District (Section 153.065(B)(3)) and the Historic District (Section 153.173(F)(15)). The number of bicycle parking spaces would be based on the number of dwelling units, intensity of the use or a percentage of the off-street vehicular parking spaces required for the development, with additional bicycle parking spaces required in certain areas of the City, such as mixed-use areas. All bicycle parking would be required to be designed to meet the minimum dimensional standards in the Association of Pedestrian and Bicycle Professionals Bicycle Parking Guidelines, 2nd Edition (2010), or the most recent edition, as well as standards for surfacing, signage and placement of bicycle racks, with regard to pedestrian and vehicular circulation. To ensure these areas are well kept, the

²³ Additional recommendations related to sustainability are located in Section 2.5, Establish Sustainability Standards and Incentives

²⁴ Requiring bicycle and electric vehicle parking promotes the walkability, multi-modality and electrification goals of the *Housing Study* (Toolbox Strategy 1.1), *Dublin Sustainability Plan* (Actions 1.2.1.A., 2.1.1.A., 2.1.3.C. and 2.4.1.D.), *EV Infrastructure Plan* (Planning and Zoning Codes, Building Standards Short-term Recommendation (A)) and *Envision Dublin* (under the Mobility and Transportation goal).

regulations should require all bicycle parking to be maintained free of inoperable bicycles and in good repair, securely anchored and free of rust.

2.2. Update Landscaping and Tree Protection Standards

2.2.1. Current Standards

The Zoning Code establishes landscaping requirements in Sections 153.130 through 153.139 and tree protection standards in Sections 153.140 through 153.148. Development generally requires four types of landscaping: perimeter buffers, interior landscaping for vehicular use areas (as discussed in Section 2.1.2.(c), Enhance Parking Area Design and Landscaping Standards), screening for service structures and street and public tree plantings. Additionally, the Zoning Code requires that trees with a diameter at breast height (DBH) of six inches or more be preserved. The Zoning Code also includes a list of recommended trees and approved front-yard trees in Appendix E and Appendix H, respectively.

2.2.1.(a) Perimeter Landscaping

Perimeter landscaping is required to buffer between different uses and zoning districts, such as residential zones and mobile home parks, and between vehicular use areas and other properties (Zoning Code Appendix A and Appendix B). Landscaping is required to provide 100 percent year-round opacity and reach its required height within four years of planting (Section 153.133(A)(2)). Appendix A establishes the width of the perimeter landscaping area (a minimum of six feet up to 15 feet) and the amount of plantings and other material (such as a fence, wall or earth mound) required in the buffer, depending on the zoning district in which the development is proposed and the adjacent zoning district or type of adjacent street. Existing landscaping can be used to provide perimeter landscaping if the “public approval authority” determines the landscaping material meets the requirements and objectives of the landscaping standards (Section 153.133(A)(8)).²⁵ This section also establishes restrictions for landscaping at driveway and street intersections.

2.2.1.(b) Screening for Service Structures

Service structures, defined in Sections 153.002 and 153.133(C) to include “loading docks, storage tanks, dumpsters, electrical transformers, utility vaults which extend above the surface, cooling towers, roof top units and other equipment or elements providing service to a building or a site,” are required to be screened, although it is not clear what they are required to be screened from. Screening is required to extend one foot above the “enclosed structure” up to 12 feet in height with a continuous planting, hedge, fence or wall of earth that is 100 percent opaque. Curbs are required to protect screening material around trash disposal or waste collection units (Section 153.133(C)(1)).²⁶ These standards are duplicated in Section 153.077.

2.2.1.(c) Site Plantings

Additional landscaping beyond what is required in Sections 153.133(A) and (B) is required for certain new development—multifamily development in the R-4, R-10, R-12 and planned development districts, “business and community shopping,” office-institutional development and industrial development (Section 153.133(D)(2)(b)).²⁷ These requirements vary based on

²⁵ The Zoning Code does not define who or what the public approval authority is in this context.

²⁶ The Zoning Code does not clarify what an enclosed structure is in this context.

²⁷ The Zoning Code does not define what uses are included in “office-institutional,” “industrial” and “business and community shopping.”

category of use—development in the R-4, R-10 and districts and a planned development district is required to provide one inch of tree trunk for every 300 square feet of ground covered by a multifamily structure, while business and community shopping uses are required to provide landscaped areas equal to two percent of the building's ground coverage area. Single-family residences are required to provide between one and three trees based on the width of the lot and the front building setback depth. An exception for new tree plantings is provided in Section 153.133(D)(2)(d) if existing trees are adequate to meet the planting requirements.

2.2.1.(d) Street and Public Trees

Trees are required to be planted along public streets in a “manner, type, quantity and location” approved by the Planning and Zoning Commission (Section 153.134(A)(1)). Final tree locations can be adjusted by the City as “unusual conditions” may warrant. Standards for tree separation between trees and from streets, fire hydrants and utility poles are provided (Section 153.134(A)(1)(a) through (g)). Developers are also required to maintain and replace any required trees that are damaged or die during a one-year period (Section 153.134(A)(1)(h)).

2.2.1.(e) Tree Preservation

Trees with a DBH of six inches or more are required to be preserved on site (Section 153.140(B)) and protected during construction with specific methods, such as protective fencing (Section 153.145). The Zoning Code (but not the Subdivision Regulations) requires that the site layout and building configuration be designed to limit impacts on protected trees,²⁸ A tree preservation plan is required before commencing most development activity (Section 153.144). If trees are removed, Section 153.143 requires that the applicant either plant a total number of caliper inches equal to or exceeding the combined diameter of the trees removed or pay a fee in-lieu. Single-family lots are exempt from the tree preservation requirements, except within areas designated as “No Build Zone/No Disturb Zone” or “Tree Preservation Zone” (although, it is not clear how “No Build Zone/No Disturb Zone” or “Tree Preservation Zones” are established).

2.2.2. Recommendations to Enhance Landscaping Quality and Make Regulations More Clear

Stakeholders did not identify specific concerns with the existing landscaping and tree protection standards. Some of the standards, including the tree preservation standards and the lists of recommended trees and required front-yard trees, comply with best practices. However, the City should consider integrating the perimeter buffer standards into the main body of the Zoning Code, instead of an appendix, and strengthening the standards to be more measurable and effective. The updated standards would include the following:

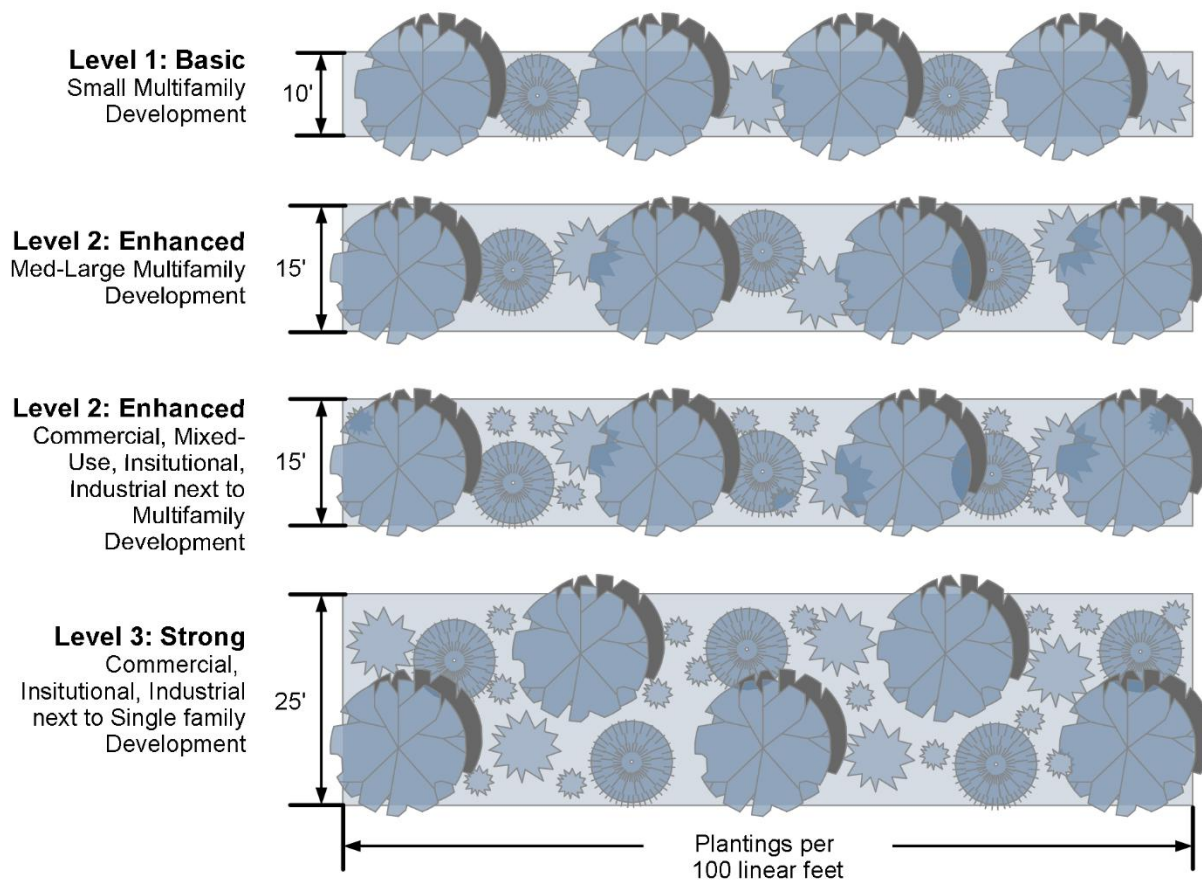
- ◆ Provide more measurable planting standards by setting the precise number and type of shrubs and trees required within each type of perimeter buffer (See Figure II-9: Sample Perimeter Buffer Table), instead of relying on a hard-to-measure opacity standard;²⁹
- ◆ Require the use of evergreen plantings to increase year-round buffer effectiveness;

²⁸ A protected tree is defined as a “tree having a diameter of six inches DBH or larger or having an aggregate diameter of 15 inches DBH or larger or a tree which has been designated by the City to be of high value or interest to the city because of its location or historic association or other professional criteria.”

²⁹ Requiring a specific number of shrubs and trees will increase the City's tree canopy, as recommended under the Natural Resources and Environmental goal in *Envision Dublin*.

- ◆ Require the use of native vegetation and establish a maximum percentage of turf grass in the required landscaping area;³⁰
- ◆ Base the required buffer on the lot's proposed use and, on the abutting lot, either the current use or an approved development plan or existing zoning district if the lot is vacant;
- ◆ Adjust minimum buffer width standards where appropriate. For example, consider requiring a wider buffer between an industrial use and a multifamily or lower-intensity residential use, versus an industrial use and a commercial use;
- ◆ Consider making it optional to include a wall, fence or earthen mound, provided additional buffer width is included to compensate for the lack of a wall, fence or earthen mound, or either require a minimum amount of the buffer plantings to be planted between any fence or wall or establish minimum design standards for the fence or wall; and
- ◆ Use graphics to illustrate each type of buffer.

Figure II-9: Sample Perimeter Buffer Table



³⁰ These standards support the use of environmentally sustainable plantings in Actions 3.2.2.A. and 3.2.3.A. in the *Dublin Sustainability Plan*.

2.3. Update Open Space Set-Aside Requirements

2.3.1. Current Standards

Open space set-aside standards are found in both the Subdivision Regulations in Chapter 152 and the Zoning Code in Chapter 153.

The Subdivision Regulations include two sections that require land be set aside for open space purposes. The first is in Section 152.086, which requires that two percent of the total gross site area, plus 0.03 acres per dwelling unit, be set aside as open space for public parks and playground facilities, up to a maximum of 25 percent of the total site area. The City may require the open space provided to be privately managed if the land proposed to be set-aside “is determined to be of insufficient size or inappropriately located, or if public ownership and operation of such recreational areas is not feasible.” In this case, the amount of land set aside shall be at least 65 percent of the amount of land established in Section 152.086(A) and the applicant shall provide details of the size and location of the open space area and the proposed facilities and improvements, construction schedule (with regard to phasing) and long-term ownership and maintenance strategy. When neither public dedication of open space nor private facilities are feasible, the City can request that the applicant pay a park fee in lieu of land dedication based on the total number of units shown on a final plat (Section 152.086(C)). Separate in-lieu fees are required for dwelling units not constructed as part of a planned unit development or residential subdivision and are capped at \$500 per dwelling unit.

For residential planned unit developments, Section 152.086 states that the location and quality of open space must be consistent with the Neighborhood Design Guidelines.

Section 152.087 establishes an additional open space set-aside requirement for residential subdivisions, planned unit developments or any other subdivision with dwelling units. Development is required to set aside 0.025 acres of land per dwelling unit as open space, up to a maximum of 25 percent of the total gross site area.³¹ This land is required to be used by the City or Board of Education of the Dublin Local School District for parks, playgrounds or similar uses. At the City’s discretion, the applicant may pay an in-lieu fee for this set-aside area instead. Separate in-lieu fees are required for dwelling units not constructed as part of a planned unit development or residential subdivision and are capped at \$500 per dwelling unit.

Chapter 153 contains two requirements for open space. The R-4 Suburban Residential district requires an “open space concept” for “three up to eight-family dwelling structures,” showing proposed recreation and other amenities and describing the long-term ownership, operation and maintenance of those areas (Sec. 153.023(E)(6)).³² The Two-Family Residential district provides an option for two-family dwellings to reduce the lot area required per dwelling and lot frontage requirements in Section 153.024(C)(1) and (2), respectively, when a “usable centralized open space/play area” is provided at a ratio of 250 square feet per dwelling unit (Sec. 153.024(C)(6)).³³ No other standards for these open space set-aside areas are provided.

³¹ It is not clear whether this 25 percent is in addition to the maximum 25 percent set-aside required in Section 152.086(A).

³² The Zoning Code does not define “open space concept.”

³³ The Zoning Code does not define “usable centralized open space/play area.”

2.3.2. Provide Clear and Comprehensive Standards for Required Open Space Set-Aside Areas

Stakeholders emphasized that the inclusion of well-designed and accessible open space integrated into the design of new development and redevelopment is an important priority. Open space also plays an important role in the City's sense of place, as detailed in *Envision Dublin*, and in the City's ability to meet sustainability goals by preserving natural features and increasing connectivity to existing parks and trails. To best accomplish the City's open-space goals, Dublin should require that open space be intentionally provided, instead of these areas being the space left over after a development is designed.

The current Code lacks clear, well-defined and comprehensive open space set-aside standards. The regulations should be updated to include a consolidated set of open space set-aside standards that would apply to all new development and significant redevelopment. These standards should establish requirements for the amount, type, configuration and maintenance of open space. A fee-in-lieu option should continue to be provided to accommodate sites where it is impractical to set aside open space. Features of these comprehensive standards would include:³⁴

- ◆ A minimum open space set-aside requirement, based on the type of development (e.g., residential, commercial or industrial). Additional land would be required to be set aside in a residential development versus an industrial development and set-aside requirements could vary based on the type and mix of residential development proposed;
- ◆ Minimum standards for open space (e.g., that it be usable and accessible by intended users and within a certain distance of residential uses it is serving³⁵);
- ◆ A description of the types of open space that meet the standards of the Code. Qualifying open space set-asides would include not only parks and playgrounds, but natural lands, passive recreation, stormwater facilities that are designed as recreational amenities and areas like plazas. Areas such as individual lot yards and parking areas would not qualify as open space. The standards could prioritize certain types of open space, such as the protection of natural lands, in more rural areas, while prioritizing gathering places like plazas or courtyards in more urban developments;
- ◆ Configuration requirements, such as a preference for compactness or connectivity with open spaces on adjoining lands, and that the open space connect to and extend existing greenways, trails, public parks and other facilities;
- ◆ A requirement that, when a development is phased, adequate open space is set aside for each phase of the development and made available to that phase's occupants;

³⁴ Better standards for open space set-aside areas will provide the amenity-rich areas described in Toolbox Strategy 4.1 of the *Housing Study* and serve to enhance and protect open space (as envisioned in the Land Use and Development and Natural Resources and Environment goals in *Envision Dublin*). Further, more defined standards enable open space to contribute to a development's sense of place and connect residents to recreation (also envisioned in the Land Use and Development and Community Facilities and Services objectives in *Envision Dublin*).

³⁵ A similar standard applies in the Bridge Street District—open space for residential uses is required to be within 600 feet of the main entrance to each dwelling or multifamily dwelling structure (Section 153.064(C)).

- ◆ A requirement that natural areas identified as open space set-asides be protected during construction; and
- ◆ Standards for ongoing maintenance of open space set-asides, if the land is not dedicated to the City, by requiring it be dedicated to an entity, like a property owners' or homeowners' association, and through the use of deed restrictions, covenants or other legal instruments to ensure the continued use and maintenance of the open space.

2.4. Establish Sustainability Standards and Incentives

2.4.1. Current Standards

The Zoning Code includes limited sustainability-related regulations. Solar panels (called "renewable energy equipment – solar") are permitted as an accessory use. Building and roof-mounted solar panels are permitted in all districts with some aesthetic requirements if the panels are on the front of a principal or accessory building. Ground mounted solar panels are allowed in non-residential districts on the side or rear of a principal or accessory structure (Section 153.074(E)). "Renewable energy facilities" for commercial scale renewable energy product is a defined term in Section 153.002 but is not listed as a permitted use.

2.4.2. Recommendations to Enhance Sustainability in City Development

Stakeholders expressed a need for the updated Zoning Code to incorporate more sustainable development related regulations to meet the goals of *Envision Dublin* and the *Dublin Sustainability Plan*.³⁶

Sustainable development involves more than the design of individual buildings. By the time specific buildings are being designed, many opportunities to improve energy conservation or reduce stormwater will have been lost, unless tools to require or incentivize sustainability are included in the development regulations. To better support sustainability in development, the following Code changes are recommended:

- ◆ Define key terms, such as universal design, green roof and rain barrels, in the Zoning Code and ensure that existing terms, including electric vehicle charging station and renewable energy equipment, are used consistently.
- ◆ Remove additional barriers to market-driven innovation in sustainable development. The City has recently taken a step towards this by allowing installation of solar energy systems, but there may be opportunities to allow additional flexibility for these features. Additionally, standards for wind energy systems could also be added.
- ◆ Ensure that site design and landscaping standards do not prohibit low impact development tools, but instead allow them to count towards open space set-aside and landscaping areas.
- ◆ Consider whether to require or incentivize sustainable development standards. If incentives are used, they should be meaningful and chosen for features that are expensive and difficult to achieve, instead of incentivizing all desired features where they will likely be ignored. Additionally, the cost of installing the facility should be sufficiently offset to incentivize the standard, and strategic consideration should be given to incentivizing other City policy goals outside of sustainability. If required, the standards

³⁶ These recommendations support the desire for sustainable and energy-efficient building and site design practices, as envisioned in the Land Use and Development objectives in *Envision Dublin*.

should be reasonable, available at low to moderate cost and flexible to accommodate the needs of different developments and sites. For instance, there are energy and water conserving features where the additional cost is mitigated by long term savings. Sometimes these are the “tipping point” issues—areas where efficient market driven solutions are available and the role of the development code is to encourage their use through reasonable standards.

- ◆ If the City moves forward with sustainable development standards or incentives, allow for compliance with the standards or incentives by providing a menu of options. The value of each option would be set based on the extent it contributes to the City’s sustainability goals and could include:³⁷
 - Construct the principal structure to meet or exceed LEED bronze, silver or gold certification or an equivalent level of sustainable development performance under an alternative rating system, such as the National Green Building Standard™ NGBS Green or the International Code Council’s International Green Construction Code;
 - Locate development in a dense centrally located zoning district or incorporate adaptive reuse into site design;
 - Provide support for on-site alternative energy systems, such as pre-wiring buildings to support solar panels or requiring installation of solar panels;
 - Install energy and water efficient appliances, including water heaters, heating and cooling systems, showers, toilets and faucets, that exceed the minimum requirement in the applicable Building Code or meet Energy Star standards;
 - Achieve an efficient HERS index above the minimum required by the applicable Building Code;
 - Provide water harvesting devices, such as rain barrels or cisterns, with a minimum storage capacity;
 - Use low-impact development, green infrastructure techniques or both, such as vegetated stormwater control measures, permeable pavement and green roofs, designed in accordance with the City’s Stormwater Design Manual to satisfy the site’s requirements for post-construction stormwater management in Chapter 53 of the City Code;
 - Install a green roof with native vegetation;
 - Remove lawn and turf and provide native ground covering or limit turf grass to a maximum percentage of the site, as recommended in Section 2.2.2, Recommendations to Enhance Landscaping Quality and Make Regulations More Clear;

³⁷ This menu of options is a key tool to meeting the City’s sustainability goals, such as those in Toolbox Strategy 1.5 in the *Housing Study*, as well as many goals in the *Dublin Sustainability Plan* (Actions 1.2.1.A., 2.1.1.A., 2.1.3.C., 2.2.2.B., 2.2.3.D., 2.2.6.A., 2.4.1.D., 2.4.4.A. 3.2.2.A., 3.2.3.A. and 4.1.7.B.), *EV Infrastructure Plan* (Planning and Zoning Codes, Building Standards Short-term Recommendation (A)) and *Envision Dublin* (under the Mobility and Transportation and Natural Resources and Environment goals).

- Provide a community or rooftop garden or composting station for dwellings in the same residential development;
- Source a percentage of material from manufacturers/producers that (1) participate in an extended producer responsibility (EPR) program or are directly responsible for EPR, (2) provide wood products certified by the Forest Stewardship Council or US Green Building Council-approved equivalent or (3) use salvaged, refurbished or reused products;
- Provide universal design features (such as a no-step entry and first floor kitchen, bathroom and bedroom) in dwelling units;
- Provide electric vehicle charging stations above the requirement in the Zoning Code, as recommended in Section 2.1.2.(d), Add Bicycle and Electric Vehicle Parking Requirements to Meet the City's Sustainability Goals; and
- Provide secure showering and dressing facilities and dedicated bicycle parking areas (either inside or within a parking structure) for nonresidential uses, above any requirements in the Zoning Code, as recommended in Section 2.1.2.(d), Add Bicycle and Electric Vehicle Parking Requirements to Meet the City's Sustainability Goals).

2.5. Update Sign Standards

2.5.1. Current Standards

The City's sign regulations are established in Sections 153.150 through 153.162 and were updated several years ago.³⁸ These sections establish the purpose of the sign regulations, when a sign permit is required and the procedure for obtaining one, standards for where signs are permitted and where they are not and how nonconforming signs are handled. Signs are prohibited based on type (such as those that are animated or use neon) and location (such as a sign placed in a public right-of-way or on a property without permission from the property's owner).

Off-premises signs and signs in a residential area are generally prohibited with minimal exceptions and there are several types of signs permitted that do not require a permit, including flags, governmental signs and street address signs. General standards for all other temporary and permanent signs include requirements for location, size, design (including color), lighting and maintenance. Specific standards for permanent and temporary signs are also established. Staff members expressed a need for additional clarity in these sections, such as the process for changing a sign face, and to limit the use of temporary signs.

2.5.2. Recommendations to Clarify Sign Standards

As part of the reorganization recommended in Theme 1: Develop Reorganized Zoning and Subdivision Regulations, the sign regulations should be updated by consolidating and removing

³⁸ Ord. 12-21, adopted April 12, 2021.

duplicative³⁹ and unnecessary standards, respectively, and replacing repetitive standards with cross-references.⁴⁰

In addition, and based on feedback from staff, the following modifications should be made:

- ◆ Clarify that a sign owner is permitted to change sign copy when the sign's area and height remain unchanged and the new copy complies with the sign design related standards in the Code;
- ◆ Set a limit on the total number of permanent and temporary signs, including those that don't require a permit, per lot. The Zoning Code establishes the permitted number of different sign types, such as one ground sign per lot (Section 153.157(B)(5)), but does not establish an overall limit;
- ◆ Clarify what types of signs are permitted in specific zoning districts. Section 153.154(F) states that signs are prohibited in residential areas, except as expressly permitted in Sections 153.155 and 153.154 through 153.159, but more specific citations are not provided. A detailed read of each of these sections is necessary to make this determination; and
- ◆ Consolidate the sign permit procedure with the other administrative procedures (see Section 1.4, Consolidate and Reorganize Development Review Procedures).

2.6. Improve Subdivision Standards

2.6.1. Current Standards

The City's Subdivision Regulations are provided in Chapter 152. A subdivision is defined in Section 152.002 as including:

- ◆ Any land division into two or more parcels, sites or lots any one of which is less than five acres for the purpose of transfer of ownership now or in the future;
- ◆ The improvement of one or more parcels of land for residential, commercial or industrial structures or groups of structures involving the division or allocation of land for opening, widening or extending any street, except private streets serving industrial structures;
- ◆ The division or allocation of land as open spaces for common use by owners, occupants or leaseholders or as easements for the extension and maintenance of public sewer, water, storm drainage or other public facilities.

This definition exempts "divisions of land into parcels greater than five acres without new streets or access easements" and "sales or exchanges of land between adjoining lot owners where additional building sites are not created and where the resulting lots meet the minimum size required by "law"," from the definition of a subdivision:

All subdivisions are subject to the same procedure: a consultation (Section 152.015), a preliminary plat approved by the Planning and Zoning Commission and City Council (Sections 152.020 through 152.022), approval of plans for improvement by the Municipal Engineer and

³⁹ For instance, Sections 153.159(D) and (G), which both refer to signs in the Architectural Review districts. Requiring compliance with the Historic Design Guidelines for a sign in the Architectural Review District only needs to be stated once.

⁴⁰ Section 153.158 prohibits illumination of any temporary sign, except for seasonal decorations. This prohibition is stated separately for seven of the 14 temporary signs identified, while the standards for the remaining six do not address illumination at all.

City Council (Sections 152.037 and 152.038) and a final plat approved by the Planning and Zoning Commission and City Council (Sections 152.090 and 152.091).⁴¹ Improvements, such as streets and utility lines, are required to be completed (in accordance with the technical standards in Chapter 152) before a final plat is approved. The subdivider is also permitted to provide a financial security to ensure the completion of any required improvements instead of constructing them by the time they apply for a final plat (Section 152.039). The subdivider is also required to maintain any improvements accepted by the City for a period of one year following the City's acceptance of such improvements (Section 154.045).

This section also includes the ability for the Planning and Zoning Commission and City Council to "vary or modify" the Subdivision Regulations (Section 152.110), the City Council to amend the Subdivision Regulations (Section 152.111) and the Manager, "Village Engineer," and "Chairman of the Public Service Committee" to grant exceptions for constructions of buildings prior to improvements being made. Each subdivision is also required to dedicate or provide a certain amount of open space, recreational amenities or a fee as determined by the "city" in Sections 152.086 through 152.088. A recommendation on improving open space set-aside areas is provided in Section 2.3.2, Provide Clear and Comprehensive Standards for Required Open Space Set-Aside Areas.

2.6.2. Recommendations to Improve Subdivision Quality and Clarify Standards

There are several opportunities to enhance the Subdivision Regulations. Improving this set of regulations ensures that land division occurring outside of the planned development procedure (which is stated in the Zoning Code to be exempt from most subdivision requirements) is well designed and supports the City's land use goals. The following changes are suggested:

- ◆ Establish a clear purpose statement to communicate the City's expectations for the design and layout of a subdivision;
- ◆ Add site design standards to better support multimodal transportation and human-centric design within new subdivisions, such as requirements for shorter block lengths in residential and mixed-use development, and new standards for how lots relate to each other and the larger plan of development;⁴²
- ◆ Remove technical standards, such as the requirement for a loop type water distribution system in Section 152.049, from the Subdivision Regulations and place them in appropriate chapters of the City Code or a separate technical manual;
- ◆ Include greenways in required transportation facilities where proposed in City policy and planning documents, such as *Envision Dublin*, and clarify where bike paths are required;⁴³
- ◆ Consolidate the subdivision procedures with the administrative section of the Zoning Code (see Section 1.4, Consolidate and Reorganize Development Review Procedures);

⁴¹ The City Council can approve a final plat disapproved by the Planning and Zoning Commission by vote of a supermajority of the City Council constituting five-sixths of its membership (Section 152.095).

⁴² These standards can be tailored to create human-centric design and integration with the public realm and thoughtful, well-planned and livable neighborhoods (as envisioned in the Land Use and Development and Housing and Neighborhoods goals in *Envision Dublin*).

⁴³ Section 152.048(B) states bike paths are provided "in lieu of sidewalks," but does not establish when this requirement is triggered

- ◆ Consider adding a streamlined procedure for “minor” subdivisions that, for example, do not involve construction of any public improvements (see Section 6.5, Establish New Development Applications and Procedures; and
- ◆ Clarify the bond release procedure for performance guarantees.

Theme 3. Update Planned Unit Development Standards

3.1. Current Standards

There are generally two ways to develop land under the Zoning Code. The first option is to develop under the base zoning districts. The base zoning districts include general residential, commercial/office and industrial districts, like the R-1: Restricted Suburban Residential district and the NC: Neighborhood Commercial district, along with other districts more recently developed to support specific forms of development, such as the West Innovation District/WID and Bridge Street District. Development in a base zoning district is required to comply with district-specific standards, including minimum building setbacks from lot lines, maximum building height and the lists of permitted uses, and general development standards that apply to all development in the City, such as off-street parking, landscaping and tree protection. When developing in a base zoning district, a landowner can move forward with development that complies with all of these standards without getting special permission from the Planning and Zoning Commission or City Council and may obtain a variance from the Board of Zoning Appeals from standards that create a hardship.

The second option is to utilize the planned development option and create a planned unit development (PUD) district. A PUD district includes specific regulations that apply to land an applicant is proposing to rezone to a PUD district. These standards include the lists of uses that are allowed, permitted density of residential uses and intensity of commercial uses, building standards, such as maximum height, minimum lot setbacks and required design elements, and details about the amount and location of parking and landscaping, including any buffers between the proposed development and existing development. Each PUD has its own set of standards. A rezoning to a PUD district requires a recommendation by the Planning and Zoning Commission and approval by the City Council.

Historically, Dublin has preferred to regulate development through rezonings to PUD districts. More than half of the land in the City is assigned to a PUD district. The City Council does not often rezone property to the traditional residential, commercial and industrial zoning districts. In fact, many of the base districts in the Zoning Code are not even used (see Section 5.2, Recommendations for Updated Zoning District Regulations for recommendations for the base zoning districts).⁴⁴

A principal benefit of the PUD process is that it allows the Planning and Zoning Commission and City Council to negotiate the specific characteristics of each development proposal, including site configuration, building architecture, the mix of uses included in the development, relationship with adjoining properties, the amount and location of parking, landscaping and other site elements. Stakeholders find that this process generally works well and most

⁴⁴ All but one of the commercial districts and all of the industrial districts are unused. The list of unused districts includes the NC: Neighborhood Commercial, CCC: Central Community Commercial, CB: Central Business District, RI: Restricted Industrial, LI: Limited Industrial and GI: General Industrial districts. The SO: Suburban Office and Institutional and CC: Community Commercial districts are collectively applied to about 3.2 percent of the land in the City.

expressed a desire to continue evaluating proposed new development through the case-by-case PUD process.

Based on our review of the Zoning Code and stakeholder feedback, there are opportunities to update the PUD standards to streamline the process and better clarify the quality and standard of development that Dublin desires with the aim of making PUDs produce higher-quality development through an efficient process. This includes:

- ◆ Updating the development standards in the Zoning Code to establish a realistic floor for PUD development quality;
- ◆ Updating the PUD application requirements to facilitate staff, Planning and Zoning Commission and City Council review of PUD proposals; and
- ◆ Allowing staff to administratively allow specific and limited modifications to standards in older PUDs where those standards cannot realistically be met.

3.2. Recommendations

3.2.1. Update the Development Standards in Accordance with Theme 2 to Establish a Baseline for the City's Desired Quality of Development

Many communities restrict the use of PUD zoning to only those proposals that offer a unique type of development, including community benefits and higher quality design that cannot be accommodated in a base zoning district. This is because the base development standards establish the minimum level of development quality that is acceptable in the jurisdiction, thereby setting the standard that a PUD is expected to exceed. Applications for PUD rezonings are commonly required to describe how an application's proposed PUD regulations support higher quality development—in particular, how they exceed the standard development requirements by addressing site elements such as off-street parking and loading, landscaping, tree protection, fences and walls, exterior lighting, screening and signage. This requirement provides an easy way to compare between the base level of development quality required in the development regulations and what is proposed in the PUD application.

This is not the case in Dublin. The general development standards in the Zoning Code have not been amended in years and do not reflect the base level of development quality that the City expects. For example, most of the standards in the tree preservation regulations have not been updated in nearly 30 years. The landscaping regulations were most recently updated in 2007, but much of this section dates back to the 1980s. Most of the off-street parking regulations were adopted in the 1980s, with limited updates in 2008. By contrast, in those non-PUD districts where new development does take place in Dublin—the West Innovation District/WID (first adopted 2011, last updated 2023), Bridge Street District (first adopted 2012, last updated 2021) and Mixed Use Regional District (first adopted 2021, last updated 2023), the district regulations include detailed development standards that build on and largely supersede the general standards.

As a result, each PUD application is reviewed in a vacuum without a straightforward way to compare the proposed site design elements to the minimum quality expected for development in Dublin. The lack of clear baseline development standards for the review of PUD applications can be addressed by implementing the recommended revisions to the development standards that are included in Theme 2: Enhance Site Development Standards. While the primary purpose for the updates listed in Theme 2 is to improve the quality of development that occurs under the base zoning districts, these improved standards would also provide a baseline for staff, the

Planning and Zoning Commission and City Council to reference as they evaluate PUD applications.

Alternatively, the PUD regulations could be updated to establish a clear set of standards that PUDs are expected to meet, such as a minimum amount of open space or landscaping, and require that applicants seeking to provide alternative site features demonstrate why their alternative would support a higher level of development quality and better serve the intent of the base standards in the PUD regulations.

3.2.2. Update PUD Standards to Clarify Expectations, Emphasize City Priorities and Facilitate Application Review

Envision Dublin establishes a vision for the City to be “sustainable, connected and resilient,” and sets clear goals for land use and development. The Future Land Use Plan lists 16 different land use categories that specify intended characteristics for future development, including the principal and supporting uses, anticipated residential density, building form and orientation, desired streetscape and the amount and type of open space, parking and sustainability elements that are provided. It calls for the development of “complete neighborhoods” that include residential, employment, education and other amenities serving people’s daily needs within a safe walk or bike ride and a mix of housing to accommodate Dublin residents at all stages of their lives, such as young adults, families, empty nesters and seniors. The chapter “Mobility and Transportation” makes multimodal transportation a priority, making it possible for Dubliners to get around by walking, rolling, biking, taking transit or using passenger rail. Another priority is support of businesses that provide economic opportunity to Dublin residents and help support City services, building on the City’s long-standing goal for a mix of 60 percent residential and 40 percent non-residential development.

To help ensure that future development in the City is aligned with the policy directions in *Envision Dublin*, it is important that the regulations in the Zoning Code and the application requirements for development are consistent with and fully support this plan. For PUDs, this can be achieved by updating the regulations to highlight important policy direction and make it easier to determine if a proposed PUD development supports the City’s vision. The following changes are recommended:⁴⁵

- ◆ To better support the community’s goals for mixed-use development, require that PUD applications clearly identify the proposed mix of residential and non-residential uses, compared to the City’s 60 percent residential/40 percent non-residential goal, and explain why a different mix of residential and non-residential uses is appropriate for the site and how it supports the City’s overall goals;
- ◆ To better support the community’s goals for a variety of housing options, require that PUD applications that principally propose residential development include a mix of lot sizes, housing types or both (this would only apply to PUD applications that propose a minimum number of dwelling units). For example, for a residential development, the

⁴⁵ These changes will support *Envision Dublin*’s goals for thoughtful, well-planned and livable neighborhoods that encourage social interaction, physical health, recreation and amenities while still providing needed commercial and revenue generating spaces. By providing clearer standards for the expectations of a PUD development, the various design goals in *Envision Dublin*, such as those under the Land Use and Development and Neighborhoods and Housing goals, and the economic development related goals, such as upholding the City’s 60/40 policy under the Economic Development goal, can be achieved easier.

standards could establish a requirement that no more than 60 percent of the housing types comprise one type of housing (e.g., single-family detached dwellings), while the remainder has to be one or more of other types of housing (e.g., two-family dwellings, townhouses or multifamily dwellings);

- ◆ Establish a minimum requirement for non-residential uses within a predominantly residential PUD application, calibrated based on the findings in the Mixed-Use Analysis so that developments are not required to provide an amount of non-residential development that exceeds what is feasible given market conditions;
- ◆ Require that PUD applications include a section demonstrating how the proposed development supports the City's policy goals and consider providing clear options to meet those goals that applicants can incorporate into their projects. For instance, this could be accomplished by requiring an applicant to incorporate one or more of the following into their proposals:
 - Provide specific sustainability features (see Section 2.4, Establish Sustainability Standards and Incentives);
 - Provide a mix of uses that exceed the base requirements in other zoning districts or that are established for PUDs;
 - Provide additional open space set-asides for resident or public use;
 - Provide public facilities identified in *Envision Dublin* or other City plans;
 - Provide greenway trails that connect to planned City greenway systems; or
 - Construct buildings using more durable or higher quality materials; and
- ◆ Incorporate any additional findings from the Mixed-Use Analysis project.

To make it easier to evaluate how well proposed PUD developments align with City goals, the City should also consider updating PUD application requirements so that project elements are presented in a consistent and concise format that can be easily compared with the goals in *Envision Dublin* and other plans. It is recommended that updated application materials be included in a separate Procedures Manual outside of the development regulations, so that they can be updated without requiring an amendment to the Zoning Code (see Section 1.5, Create a Procedures Manual). Application requirements would include:

- ◆ A clear statement of the mix of residential and nonresidential uses and a description of why a mix of uses consistent with the City's goals is inappropriate for the development site (see example below).

Use type/ category	Gross floor area (gfa) per use	GFA total	% of total PUD gfa	City-wide mix goal
<i>Residential</i>			95%	60%
Single-family detached dwellings	36 units (approx. 2,000 sf each)	72,000 sf	44%	
Townhouse dwellings	56 units (approx. 1,500 sf each)	84,000 sf	51%	
<i>Non-Residential</i>			5%	40%
Civic				
Day Care	1, approx. 6,000 sf	6,000 sf	3.5%	

Commercial				
Eating & Drinking	1 coffee shop	1,600 sf	1.5%	

sf = square feet % = percent

- ◆ A matrix showing the different lots proposed for development and the applicable dimensional standards (e.g., maximum height, minimum setbacks) that apply to each proposed lot. Additionally, a comparison to the standards included in a comparable base zoning district, such as R-4 Suburban Residential district for PUDs that include medium-density residential development, could be included (see example below).

Single-Family Detached Dwellings		
Standard	Current Value (R-4)	Proposed Value
Lot area, min	10,000 sf	7,500 sf
Lot width, min	75 ft	60 ft
Front setback, min	Varies, per Subdivision Regulations	10 – 20 ft
Side setback, min	15 ft total; 5 ft per side	5 ft per side (no total)
Rear setback, min	20% of lot depth; max 50 ft	12 ft
Height, max	35 ft	35 ft

ft = feet sf = square feet min = minimum max = maximum % = percent

- ◆ For each set of site elements (e.g., off-street parking or landscaping), a table that identifies the proposed site characteristics (e.g., perimeter buffer width and plantings) compared to the general requirements for development in the Zoning Code (or, alternatively, basic PUD standards included in the Zoning Code) and identifies areas in which the proposed site elements exceed City standards or otherwise better support the intent of the general standard.

3.2.3. Allow Limited Administrative Modification of Requirements in Older PUDs for Which Compliance Is No Longer Practicable

The Zoning Code allows staff to approve a limited set of modifications to approved final development plans for PUDs. The modifications must be either necessary “to correct any undetected errors or address changes to the site made necessary during construction,” or required to complete “ordinary maintenance, refurbishment or Zoning Code Compliance,” provided the modifications are *consistent with the purpose* of the approved final development plans. The Zoning Code includes a non-exclusive list of 10 types of changes that are permitted and prohibits any administrative modifications that would increase permitted development density or allow new uses that are not listed as allowed in the PUD (Section 153.053(G)(1)).

Dublin has used PUDs to regulate development for decades. Over that time, development preferences and available building materials have significantly changed. Some of the materials and other requirements included in older PUDs are no longer commercially available or permitted to be used under the Ohio Building Code. For example, staff shared an example of an older PUD that required the use of a specific type of roof shingle that is no longer available for purchase. To address this issue, we recommend that the Zoning Code be updated to allow staff to administratively permit changes to PUD standards imposing requirements that can no longer feasibly be met. The revisions permitted to be approved by staff would be strictly limited to

specific types of conditions that are impracticable to comply with and could be restricted to designated site elements such as material standards.

Theme 4. Allow a Broad Range of Housing Types to Support the City's Housing Goals

4.1. Housing Needs and Current Standards

Dublin is a choice community in the Columbus region. Stakeholders and prior resident surveys indicate that many Dublin residents love their homes and their neighborhoods. Most of the City's housing consists of single-family detached housing. This is reflected in the zoning map—25 percent of the City's land is assigned to the two lowest density residential zoning districts (Rural and Restricted Suburban Residential). Many additional single-family residential uses are included in PUDs (which comprise more than half of the City's land). The high demand for housing in Dublin is reflected in average home prices, which are substantially higher than in surrounding neighborhoods evaluated in the recent [Dublin Housing Study and Strategy](#) ("Housing Study").⁴⁶

The City's existing housing mix largely comprises larger single-family detached dwellings, which the Housing Study notes do not support either young professionals with modest incomes or empty nesters and senior citizens who may desire smaller, walkable lower-maintenance housing. The lack of adequate housing for seniors looking to downsize also impacts the housing market because those seniors are forced to remain in their homes resulting in these larger homes—that can accommodate families—never hitting the market. Code updates likely would be needed to achieve goals of the Housing Study⁴⁷

The current Zoning Code places a strong emphasis on single-family dwellings. Other housing types are described inconsistently⁴⁸ or in an antiquated manner (such as a reference to "domestic servants' quarters"). There are limited options for mid-range or missing middle type housing that support infill style development and there are no senior-housing-related uses, such as nursing homes or assisted living facilities, outside of the Bridge Street District. Stakeholders shared that the City's ability to produce high-quality development is negatively influenced by the lack of diverse housing types. The housing types listed in the Zoning Code with their definitions (if they are defined) and use permissions are provided in Table 4-1: Current Housing Types.

Housing Type	Definition	Permitted Use	Conditional Use
One-family dwelling structure	A detached or attached building arranged or designed to be occupied by one family, the structure having only one principal dwelling unit.	R, R-1, R-2, R-3, R-4	
Noncommercial guest house (acc)	n/a	R	

⁴⁶ The *Dublin Housing Study and Strategy* was published in April 2023 and prepared by Urban Partners.

⁴⁷ Dublin is expected to add an additional 11,000 people by 2040 for a total population of 60,500 according to the [Dublin Housing Study and Strategy](#).

⁴⁸ For instance, dwellings with more than two units being described as "two-family up to eight-family dwelling structures", "multi-family structures having three or more dwelling units per structure" and "residential structures containing not more than four dwelling units."

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Farm dwelling structures	n/a	R	
Mobile home	n/a		R
Domestic servants' quarters (acc)	n/a	R-1	
Two-family dwelling structure	A building arranged or designed to be occupied by two families, the structure having only two dwelling units with separate entrances.	R-2 ⁴⁹ , R-10	R-12
Two-family up to eight-family dwelling structure	n/a	R-4	
Multiple-family structures having three or more dwelling units per structure	A building arranged or intended for three or more households living independently of each other in separate dwelling units, any two or more of which may be provided with a common entrance or hall. Dwellings located on upper stories of a structure with non-residential uses on other stories are included in the definition of multiple-family dwelling.	R-12	
Dwellings ancillary to permitted institutional uses	n/a	SO	
Living quarters as an integral part of a permitted structure	n/a		CC, CCC
Residential structures containing not more than four dwelling units	n/a	CB	
Living quarters as an integral part of a permitted structure	n/a		CB

It is important to note that much of the City's residential development occurs in PUDs. A PUD applicant can propose development that includes a mix of housing types. However, PUDs are expensive and time consuming to develop and the discretionary approval process is at-risk to the applicant. Stakeholders reported that the Planning and Zoning Commission and City Council often rejected proposed multifamily projects and this level of uncertainty increases the cost of development in the City, as well as the willingness to propose projects that may draw opposition, such as missing-middle housing. Moreover, the lack of clear definitions for different types of housing can hamper the willingness of the development community to propose residential development other than the single-family detached homes, single-family attached homes and larger multifamily buildings that are clearly set out in the Zoning Code.

4.2. Recommended Approaches to Address City's Housing Needs

4.2.1. Allow for Greater Housing Diversity

More housing diversity in the types of housing allowed in Dublin is needed to accommodate anticipated population growth and housing needs. The need for new housing types is not unique to Dublin. Many communities across the Greater Columbus region and the nation are grappling with the same challenge: how do we provide the type of housing our communities need? This challenge is often addressed by providing a broad range of housing opportunities across a diverse range of mid-range or "missing-middle" housing,⁵⁰ by right, allowing for

⁴⁹ Two-family dwelling structures in the R-2 district are only permitted if they existed as of September 5, 2007 (Section 153.021(A)(1)(b)).

⁵⁰ The *Housing Study* uses the term "gentle density" to describe these types of housing opportunities.

maximum densities of six to nine units per acre. In its recent guide encouraging the development of new housing options, *Discovering and Developing Missing Middle Housing*, the American Association of Retired Persons (AARP) advocates allowing these types of housing options throughout communities, noting that “they provide the size and affordability options that people of all ages — including older adults — very much need but often don’t find,” and that “the design and size of the buildings fit comfortable among detached single-family homes.”⁵¹

The Zoning Code should list and define additional missing middle housing types to address the need for more diverse housing in areas other than the Bridge Street District.⁵² Allowed housing types could include:⁵³

- ◆ Fourplexes;⁵⁴
- ◆ Mansion apartments;⁵⁵
- ◆ Live work units;⁵⁶
- ◆ Cottage court units;⁵⁷ and
- ◆ Courtyard apartments.⁵⁸

⁵¹ Mid-range or “missing middle” housing is a set of residential building units that exist in the middle of the continuum between detached single-family houses and large apartment buildings. Such midsized, often moderately priced homes are referred to as missing because very few have been built in the U.S. since the early 1940s. The shortage is largely due to zoning constraints, the shift to car-centric patterns of development and the challenges of financing smaller multiunit housing developments. One of the benefits of this type of housing is the provision of homes whose size and affordability are such that people of all ages, but especially young adults and older adults (“empty nesters”), need but cannot find in many instances. See *Missing Middle Housing: Thinking Big and Building Small to Respond to Today’s Housing Crisis*, Dan Parolek (Island Press); *Discovering and Developing Missing Middle Housing*, AARP and Opticos Design, available at <https://www.aarp.org/livable-communities/housing/info-2022/missing-middle-housing>.

⁵² A number of missing middle housing types are permitted in the Bridge Street District (Section 153.059(B)(9)).

⁵³ Including new housing types supports Toolbox Strategies 1.2, 3.2 and 3.3 in the *Housing Study* and the goal in *Envision Dublin* to provide a greater variety of housing stock and neighborhood choices (under the Housing and Neighborhoods goal).

⁵⁴ The fourplex consists of two side-by-side units on the ground floor with two more units stacked directly above. They can be designed to look like a single-family home.

⁵⁵ A mansion apartment maintains the form and scale of a larger house, while accommodating multiple units. Four to six units is a typical number of units included in a mansion apartment.

⁵⁶ A live/work unit combines a conventional dwelling unit, usually located upstairs, with a ground-floor flex space that can accommodate a range of nonresidential uses. The building is well suited for a street-level retail shop, office or business. Live/work units are typically clustered. They can be used as a transition between residential areas and more intense commercial areas.

⁵⁷ Single-unit, cottage court houses are typically one to one and one-half stories tall and are oriented around a courtyard that serves as an outdoor community space in lieu-of rear yards. Cottage (or bungalow) communities typically have shared parking areas. Many include a common building that can be used for community gatherings or reserved for private parties. Since the homes are small, the developments sometimes offer shared laundry facilities, storage spaces and secondary housing units that can accommodate guests.

⁵⁸ A courtyard apartment is a medium-sized structure that consists of multiple side-by-side and/or stacked dwelling units oriented around a courtyard or series of courtyards. Often, each unit has its own

The inclusion and definition of these new housing types could encourage their adoption in new PUDs. The City could also consider allowing new housing types in some zoning districts. For example, live/work units might only be permitted in a mixed-use area or along arterial roads, while the small size and configuration of cottage court units suggest they could be new uses permitted in areas zoned as low- to mid-density residential districts. Basic form and design standards can also be included to ensure the new development is consistent with existing development.

It should be noted that the impact of allowing new housing types in existing base districts can be reduced by deed covenants and other privately enforced agreements that may limit the types of housing permitted in a specific neighborhood.

4.2.2. Provide for the Aging Population's Specialized Housing Needs

Both the Housing Study and *Envision Dublin* emphasize the need to provide age-appropriate housing solutions to meet the diverse needs of an aging population. Encouraging the construction of smaller, single-story units would allow seniors to downsize from larger homes where they raised children. Other housing types directed towards the senior population should also be defined and permitted, such as nursing homes and supportive/unsupportive senior living.⁵⁹ Accessory dwelling units can also support senior households in two ways. First, an accessory dwelling unit that is rented out can provide additional income to the homeowner to allow them to stay in their home into retirement or support multigenerational living and allow family members who can assist the homeowner to age in place. Second, a senior homeowner can downsize by moving into the accessory dwelling unit and renting out the primary unit.⁶⁰

In addition to new housing types, the Zoning Code could also utilize universal design as a tool to provide housing for all life stages and abilities.⁶¹ Accessory dwelling units and new residential subdivisions proposing over a certain number of dwelling units could be required to include universal design elements for either the entire accessory dwelling unit or a percentage of the proposed dwelling units. Universal design elements do not preclude a young family from renting or purchasing the new dwelling unit, but ensures that units with these features are available for those who need them. Dwellings with universal design features also accommodate multigenerational households. These elements include:⁶²

- ◆ A no-step entry on an accessible route to the unit;

exterior entrance, although up to four units may share a common stoop, staircase or entryway. The courtyard-accessed entries—and the views into the courtyard from upper-story living spaces—are important. The building itself is composed of wings that define the courtyard. Because the wings are no deeper than an individual house, a courtyard building can appear to be house-scale, despite typically occupying a larger lot than what's needed for a single-family home. The wings surrounding the courtyard (or courtyards) can take various configurations: L-shaped, C-shaped and O-shaped courtyard buildings are all common. Open-air passages through the wings can provide access into the courtyard or between courtyards.

⁵⁹ New housing opportunities for the aging population supports the Housing and Neighborhoods goal to plan for this population segment in *Envision Dublin*.

⁶⁰ The *Housing Study* recommends investigating opportunities for ADUs as a housing option for seniors in Toolbox Strategy 4.2.

⁶¹ Universal design is a building design practice that seeks to create livable spaces accessible to all people, regardless of age, disability or other factors.

⁶² Universal design supports "necessary structural accommodations" recommended in Toolbox Strategy 4.3 of the *Housing Study*.

- ◆ First floor kitchen, bathroom and a bedroom;
- ◆ A 32-inch clear opening at doorways, 36-inch clear passage, 30-inch by 48-inch clear space next to bathroom sink, tub/shower and toilet and 42-inch-wide hallways to allow maneuvering space;
- ◆ Blocking in bathroom walls to accommodate grab bars and providing grab bars in first floor bathroom(s) by the toilet and in the tub/shower;
- ◆ Handicap accessible shower in first floor bathroom(s); and
- ◆ Raised toilet seats in first floor bathroom(s).

In recognition of the importance of universal design, incorporation of universal design standards is recommended as a sustainable standard or incentive option in Section 2.4.2, Establish Sustainability Standards and Incentives.

Theme 5. Develop an Updated Set of Zoning Districts Consistent with the Land Use Categories in *Envision Dublin*

This theme discusses proposed changes to the base zoning districts, limited to the residential districts, commercial districts, industrial districts, planned districts and special districts listed in Section 153.016(A). No substantive changes are proposed for the West Innovation District/WID, Mixed Use Regional District, Bridge Street District, or the Historic District.

5.1. Current Standards

The Zoning Code contains 16 base zoning districts, one planned development district and four special districts, including:

- ◆ Seven residential districts:
 - R: Rural
 - R-1: Restricted Suburban Residential
 - R-2: Limited Suburban Residential
 - R-3: Suburban Residential
 - R-4: Suburban Residential
 - R-10: Two-Family Residential
 - R-12: Urban Residential
- ◆ Five commercial districts:
 - Suburban Office and Institutional
 - Neighborhood Commercial
 - Community Commercial
 - Central Business
 - Central Community Commercial
- ◆ Four industrial districts:

- Restricted Industrial
- Limited Industrial
- General Industrial
- Office, Laboratory, Research

The existing base zoning districts are categorized in Section 153.016. This categorization also includes a list of “planned districts” that are existing but not used today. The standards for each base zoning district are included in Sections 153.019 through 153.034. There are no purpose statements for these districts.

Planned district standards are included in Sections 153.050 through 153.056. Standards for the special districts are found in Sections 153.110 through 153.114 and include regulations for floodplains and excavation and quarry, oil and gas and exceptional uses.⁶³

5.2. Recommendations for Updated Zoning District Regulations

There are opportunities to improve the City’s base zoning districts to better support the goals in *Envision Dublin* and the City’s other policy documents. While the City may continue to see most development through the PUD process, there is value in establishing a strong set of base zoning districts that support the type of market-realistic development the City envisions. The key recommendations are listed below and discussed in further detail in the following sections:⁶⁴

- ◆ Update existing residential and commercial districts; and⁶⁵
- ◆ Delete districts that are no longer relevant or used (e.g., Excavation and Quarry).

Table 5-2: Proposed Base Zoning Districts provides the proposed updated set of base zoning districts proposed. This table is organized as follows: The first column identifies the zoning district in the current Zoning Code (if a new zoning district is proposed, this column will be blank). The second column identifies the district’s new name or if it is proposed to be deleted. The third column identifies the most appropriate future land use type from *Envision Dublin* that the district supports.

Table 5-2: Proposed Base Zoning Districts		
Current Zoning District	Proposed Zoning District	Envision Dublin Future Land Use Type
Residential		
R: Rural	R: Rural	A/R
R-1: Restricted Suburban Residential	R-1: Restricted Suburban Residential	A/R, RL
R-2: Limited Suburban Residential	R-2: Limited Suburban Residential	RS

⁶³ Section 153.115 is listed under the heading “special districts,” but is reserved.

⁶⁴ These recommendations promote walkability, community interaction and context-sensitive development and focus growth and density in appropriate areas of the City, as recommended in Toolbox Strategies 1.1, 1.2, 1.3, 1.4, 3.2 and 3.3 in the *Housing Study*.

⁶⁵ Updates propose new uses to create neighborhoods that support daily needs for both residents and the business community (as envisioned under the Land Use and Development goal in *Envision Dublin*). However, these new uses will be accompanied by use-specific standards that preserve the character of existing neighborhoods where needed (also envisioned in the Land Use and Development goal in *Envision Dublin*).

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R-3: Suburban Residential	R-3: Suburban Residential	RMX
R-4: Suburban Residential	R-4: Suburban Residential	RMX
R-10: Two-Family Residential	DELETED	
R-12: Urban Residential	R-12: Urban Residential	RM
Commercial		
SO: Suburban Office and Institutional	SO: Suburban Office and Institutional	SO, C
NC: Neighborhood Commercial	NC: Neighborhood Commercial	NO, C
CC: Community Commercial	CC: Community Commercial	SC, C
CB: Central Business	DELETED	
CCC: Central Community Commercial	DELETED	
Industrial		
RI: Restricted Industrial	DELETED	
LI: Limited Industrial	DELETED	
GI: General Industrial	DELETED	
OLR: Office, Laboratory, Research	OLR: Office, Laboratory, Research	SO, C
Planned Districts		
PLR: Planned Low Density Residential	DELETED	
PHR: Planned High Density Residential	DELETED	
PSC: Planned Shopping Center	DELETED	
PHS: Planned Highway Service	DELETED	
PIP: Planned Industrial Park	DELETED	
PUD: Planned Unit Development	PUD: Planned Unit Development	
POLR: Planned Office, Laboratory and Research	DELETED	
Bridge Street District		
Mixed Use Regional District		
West Innovation District/WID		
Special and Historic Districts		
FP: Floodplain	FP: Floodplain	
EG: Excavation and Quarry	DELETED	
OG: Oil and Gas	DELETED	
EU: Exceptional Uses	EU: Exceptional Uses	
Historic Core	H-C: Historic - Core	
Historic South	H-S: Historic – South	
Historic Residential	H-R: Historic – Residential	
Historic Public	H-P: Historic - Public	

A/R: Agriculture/Rural, RL: Residential Low Density, RS: Residential Suburban Density, RMX: Residential Mixed Density, RM: Residential Medium Density, NO: Neighborhood Office, SO: Suburban Office, SC: Suburban Commercial, C: Civic/Institutional

5.2.1. Residential Base Districts

The current residential districts are intended to provide land for residential development at a variety of densities, ranging from a 40,000 square foot minimum lot size in the Rural district to a 3,600 square foot minimum lot size in the Urban Residential district. *Envision Dublin* establishes five residential land use types. The current residential zoning districts are generally supportive of the residential land use categories in *Envision Dublin*.⁶⁶

Stakeholders expressed a desire to maintain residential densities and to accommodate new types of low to medium density housing as infill and redevelopment (see Theme 4: Allow a Broad Range of Housing Types to Support the City's Housing Goals for housing related recommendations). Stakeholders were generally amenable to higher density residential development, but stated that this development should be mixed with nonresidential uses and strategically located to protect existing neighborhoods.

To maintain and support the current residential densities, all residential zoning districts should be carried forward, except for the Two-Family Residential district (R-10), which is not used. The proposed updated lineup of zoning districts is as follows:

- ◆ R: Rural
- ◆ R-1: Restricted Suburban Residential
- ◆ R-2: Limited Suburban Residential
- ◆ R-3: Suburban Residential
- ◆ R-4: Suburban Residential
- ◆ R-12: Urban Residential

No changes to the dimensional standards in these districts are proposed. However, during drafting, changes to nomenclature, setbacks, height and lot size, guided by the future land use types in *Envision Dublin*, may be made to address common and uncontroversial variance requests that could be eliminated with minor adjustments. Additionally, no changes in permitted uses are proposed except for:

- ◆ New housing types, as recommended in Theme 4: Allow a Broad Range of Housing Types to Support the City's Housing Goals; and
- ◆ In the R-4: Suburban Residential and R-12: Urban Residential zoning districts, consider allowing new nonresidential uses, limited to small-scale neighborhood commercial (such as personal service uses, including pharmacies, barber shops and nail salons) in specific locations along arterial or collector streets, with use-specific standards that ensure protection of adjacent residential development and a transition between nonresidential

⁶⁶ These districts are also supportive density-wise of the residential component in the mixed-use neighborhood and mixed-use village land use categories in *Envision Dublin*, but, because these districts do not allow a true mix of nonresidential uses, we cannot say they are supportive of these two mixed-use land use categories. Additionally, there are no base zoning districts that support the level of residential density or mix of uses needed to achieve the mixed-use center or mixed-use urban land use types in *Envision Dublin*.

and residential uses. This would better support the residential mixed density land use type in *Envision Dublin*. Any decision to make such changes would be contingent on the findings of the Mixed-Use Analysis project, and any updated regulations could be limited by deed covenants and other private agreements that might restrict nonresidential development.

5.2.2. Nonresidential Base Districts

Nonresidential base districts in the current Zoning Code include those that accommodate commercial, office, institutional and industrial uses. District standards allow a variety of uses and no limit on density, except for setback and lot coverage requirements. Less than 4.5 percent of land in Dublin is located in a nonresidential base zoning district,⁶⁷ as the bulk of the City's nonresidential development occurs through PUDs or in the Bridge Street District and West Innovation District/WID. We recommend the following zoning districts be carried forward and improved to serve commercial, institutional, office and limited industrial development in base zoning districts:

- ◆ NC: Neighborhood Commercial
- ◆ CC: Community Commercial
- ◆ SO: Suburban Office and Institutional
- ◆ OLR: Office, Laboratory and Research

Each of these zoning districts should allow low to medium density nonresidential uses to accommodate those projects that would not cross the threshold into warranting a PUD or serve as small scale infill or redevelopment, which many stakeholders expressed a desire for. Dimensional standards for each district, including clear floor-to-area ratios and improved metrics for measuring setbacks that introduce less variation in the location of each building,⁶⁸ should also be established. Additional recommendations may result from the findings of the Mixed-Use Analysis project. Each district is discussed below:⁶⁹

- ◆ The **NC: Neighborhood Commercial** zoning district should be carried forward. This district should allow low density office and small-scale retail to support the neighborhood office and civic/institutional land use type in *Envision Dublin* and the plan's goal of smaller scale nonresidential development in walkable neighborhoods. These uses provide access to services and employment near residential uses, while development standards (such as perimeter buffers) and dimensional standards (such as minimum setbacks from residential uses and maximum sizes for buildings) ensure nonresidential uses are consistent in scale with existing residential development and that neighborhood character is protected. Additionally, low density institutional uses, such as

⁶⁷ No land is located in the Restricted Industrial, Limited Industrial, General Industrial, Neighborhood Commercial or Central Community Commercial zoning districts.

⁶⁸ Side and rear yard setbacks are determined based on a ratio of the height and width of the individual building. These ratios vary across zoning districts.

⁶⁹ Including space for office, research and very light industrial uses provides an additional area, outside of areas under Special Area Plans (like the West Innovation District), for smaller scale industries, like IT and computer service businesses, to locate. Under this recommendation, the Suburban Office and Institutional and Office, Laboratory and Research districts directly support Action 7 in the *Dublin Economic Strategy*.

elementary schools and day cares, should be permitted in this district. Because this district is not currently used, changes to the districts will not create nonconformities.

- ◆ The **CC: Community Commercial** zoning district should be carried forward. This district should support nonresidential uses at a medium density to provide services and medium scale retail that supports the suburban commercial land use type in *Envision Dublin*. Residential development should be prohibited. Basic building form and site design standards that support walkability should be established.
- ◆ The **SO: Suburban Office and Institutional** zoning district should be carried forward. This district should support a range of low to medium density office space and serve higher density institutional uses than what would be allowed in the Neighborhood Commercial district to support the suburban office and civic/institutional land use types in *Envision Dublin*.⁷⁰
- ◆ The **OLR: Office, Laboratory and Research** zoning district should be carried forward. This district should support a range of medium to high density office spaces and opportunities for non-manufacturing industrial uses, such as research labs, to support the suburban office and civic/institutional land use types in *Envision Dublin*. Industrial uses in this district would be limited to those that do not produce any noxious impacts, such as noise or odors.

The RI: Restricted Industrial, LI: Limited Industrial and GI: General Industrial, all of which are unused, are not proposed to be carried forward. The West Innovation District/WID can accommodate the City's desired types of industrial uses.

5.2.3. Bridge Street, Mixed Use Regional, and WID/West Innovation Districts

The three sets of districts that have extensive design standards—the Bridge Street District, Mixed Use Regional District, and WID/West Innovation District would be carried forward without substantive change.

5.2.4. Planned Development Districts

The planned development district is proposed to be carried forward with revisions, as discussed in Theme 3: Update Planned Unit Development Standards.

The Zoning Code lists seven “planned districts” in Section 153.016. These planned districts are not referenced elsewhere, except that the PLR: Planned Low Density Residential district and PIP: Planned Industrial Park district are listed in Section 153.051, Status of Previously Approved Planned Development Districts.⁷¹ To reduce confusion, the Zoning Code should be updated to remove references to these obsolete districts.

5.2.5. Special and Historic Districts

There are four special districts in the Zoning Code: floodplain, excavation and quarry, oil and gas drilling and production and exceptional uses.⁷² According to staff, the floodplain district is an overlay district that applies additional standards to land in areas susceptible to flooding. By

⁷⁰ Examples of institutional uses include schools, medical clinics, utilities, and uses associated with Ohio University.

⁷¹ Section 1530.51 also lists PCD: Planned Commerce Districts which is not included in the list of planned districts in Section 153.016.

⁷² Special district standards are found in Sections 153.110 through 153.114.

contrast, excavation and quarry, oil and gas drilling and production and exceptional use special districts refer to the location of specific uses.

Envision Dublin does not address the special districts. The excavation and quarry, and oil and gas drilling and production special districts should be deleted because the City does not currently utilize these districts. The FP: Floodplain and EU: Exceptional Use special districts should be carried forward. The City should evaluate whether it would be appropriate to simplify the Zoning Code by allowing the uses in the exceptional use district permitted as conditional uses in other base districts, subject to use-specific standards. This is an approach taken in other zoning codes.

Additionally, the regulations should clearly establish the four Historic Districts/Architectural Review District listed in Section 153.170 and establish their borders. The current Zoning Code references the Historic Districts in Sections 153.170 through 153.178, and includes a map of the Architectural Review District boundaries in Appendix F.

5.2.6. Other Districts

While this Audit is not evaluating or recommending substantive changes to the Bridge Street District, the Planning Division is undertaking a separate effort to evaluate the codified standards in the Bridge Street District regulations and the recommendations in the Bridge Street District Streetscape Character Guidelines and the Bridge Street District Sign Guidelines to determine whether some of the guidelines are “must-haves” that should be included as requirements in the Zoning Code and whether some of the existing Code requirements would be better located in one of the guideline documents. That effort may recommend revisions to the Bridge Street District and may inform revisions to other districts.

Theme 6. Improve the Development Review Process

6.1. Current Procedures

The bulk of the procedures that apply generally to development in the City are located in two sections.

The procedures relating to subdivision are located in the Subdivision Regulations. The procedures for the review and approval of an application for a preliminary plat are included in Sections 152.015 through 152.022 and those for a final plat are included in Sections 152.085 through 152.095. In both cases, the application requirements for preliminary plat and final plat review are intermingled with substantive requirements, such as open-space requirements (Section 152.086). The procedures for variances and exceptions from subdivision standards are included in Section 152.110.

Many—but far from all—of the Zoning Code procedures are located in Sections 153.230 through 153.239. Section 153.230 establishes the Administrative Officer. Section 153.231 establishes the Board of Zoning Appeals and its responsibilities, including the procedures for applications and decisions on special permits, variances, building construction appeals and any appeals of administrative decisions.

The Planning and Zoning Commission and its powers and duties are established in Section 153.232. The procedures in which it plays a role are listed separately—Zoning Code text and map amendments in Section 153.234 and conditional use permits in Section 153.235.

Other generally applicable procedures are located elsewhere in the Code. The procedure for tree removal permits is established in the tree protection section in Section 153.143. The sign

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permit procedure is included with the sign regulations in Section 154.152. Installation of a fence requires a certificate of zoning plan approval (Section 153.081), although that procedure is not well-defined. The procedures for review and approval of a planned development application are included within the planned development districts section of the Zoning Code, in Sections 153.053 through 153.055.

Table 6-3: Current Development Review Procedures summarizes the procedures that apply outside of the West Innovation District/WID, Mixed Use Regional District, Bridge Street District, and Historic District.

Table 6-3: Current Development Review Procedures				
A = Appeal D = Decision R = Recommendation S = Staff Review <> Public Hearing # Mandatory Pre-Application Meeting or Consultation				
Procedure Name	Planning Director [1]	Board of Zoning Appeals	Planning and Zoning Commission	City Council
Chapter 152				
Preliminary plat #	S		D	D
Construction plan [2]				D
Final plat	[3]		D	D
Variances and Exceptions			D	D
Exceptions to Section 152.041 [4]				
Amendments				D
Lot split/minor subdivision [5]				
Lot line adjustment [5]				
Chapter 153				
Amendment (Zoning Code and Official Zoning Map)			<R>	<D>
Conditional use permit			<D>	
Special permit		<D>	[6]	A
Preliminary development plan (PUD)	S		R	<D>
Final development plan (PUD)	S		D [7]	
Modification to approved final development plan (PUD)	D [8]	D [8]	D [8]	
Certificate of zoning plan approval [9]				
Certificate of zoning compliance	D	A		
Landscaping plan	D	A	[10]	
Tree replacement plan	D	A		
Tree removal permit	D			
Tree preservation plan [11]				
Sign permit	D		D [12]	
Home occupation permit				
Outdoor seasonal plant display permit	D			
Non-conforming use determination		D		

Table 6-3: Current Development Review Procedures

A = Appeal D = Decision R = Recommendation S = Staff Review <> Public Hearing # Mandatory Pre-Application Meeting or Consultation				
Procedure Name	Planning Director [1]	Board of Zoning Appeals	Planning and Zoning Commission	City Council
Appeal of administrative decision		D		
Appeal of Division of Building Standards decision		D		
Appeal of stream corridor protection zone decision		D		
Use variance		R	D	
Non-use variance		D		
Notes [1] The Zoning Code and Subdivision Regulations use the terms Administrative Officer, Director of Land Use and Long Range Planning, Director of Planning, Director of the Division of Planning and Planning Director. For conciseness, the term Planning Director is used. [2] Section 152.037 states that the Municipal Engineer approves "detailed plans and specifications for all improvements" and Section 152.068 states "upon approval by Council." We assume these refer to improvements installed in accordance with the construction plan. [3] Section 152.089(B) states that the final plat is reviewed by the Municipal Engineer before being sent to the Planning and Zoning Commission. [4] Section 152.041(B) requires review by the Village Engineer and Chairman of the Public Service Committee. [5] This application is only listed in the City's fee schedule. [6] Section 153.093 states that a special permit denied by the Planning and Zoning Commission can be appealed to the City Council, but the Board of Zoning Appeals is identified as the decision-maker in Section 153.092. [7] Section 153.053(E)(2)(b)(3) states that the Planning and Zoning Commission shall review an application including conditional uses in accordance with Section 153.236, including the requirement for a public hearing. It is not clear whether a public hearing is required otherwise. [8] Section 153.053(G) states that the Planning Director may allow minor modifications to an approved final development plan. Variations for individual single-family dwellings are processed as a variance by the Board of Zoning Appeals and all other modifications to a final development plan are decided by the Planning and Zoning Commission. [9] Multiple sections (such as Sections 153.083 for fences, 153.097 for portable nonresidential structures, and 153.149(D) for exterior lighting) reference a certificate of zoning plan approval, but there is no formal process for this approval established in the base zoning districts. [10] Section 153.138 indicates that the Planning and Zoning Commission has a role in approving a landscape plan, but the Planning Director is identified as the decision-maker in Section 153.136. [11] Section 153.144(A) states that the tree preservation plan is approved by "the city." [12] Section 153.151 states that the Architectural Review Board approves signs within the Architectural Review District.				

The West Innovation District/WID, Mixed Use Regional District, Bridge Street District, and Historic District have their own sets of procedures:

- ◆ Section 153.042 contains a mix of procedures that apply only to development in the West Innovation District/WID (such as development plan review) and cross-references to general procedures, such as rezonings.
- ◆ Section 153.048 includes a development plan process for development in the Mixed Use Regional District. The process includes a pre-application staff meeting, submission of an informal plan, submission of a concept plan and a final development plan, as well as

separate processes for waivers and administrative departures from standards in the district.

- ◆ Section 153.066 includes a comprehensive set of development procedures for the Bridge Street District.
- ◆ Section 153.176 and 153.177 contain the procedure for development review in a Historic District and the process to designate a historic district or landmark.

Overall, the current development review procedures are scattered throughout the Code, are not organized in a consistent manner, lack a set of common procedures that generally apply to most processes and have unclear decision-making standards. Clear, predictable and efficient development review procedures are important to Dublin's ability to continue to attract investment and high-quality development to the City.

6.2. Issues with Current Development Review Procedures

As discussed above, the development review procedures are not well organized and are dispersed throughout the Subdivision Regulations and Zoning Code. Even within the Administration and Enforcement section of the Zoning Code, procedures are organized inconsistently. For example, the section of the Zoning Code establishing the Board of Zoning Appeals (Section 153.231) includes the procedures for special permits, variances, appeals of administrative opinions and building construction appeals from the Division of Building Standards. By contrast, the procedures for map and text amendments (Section 153.234) and conditional use permits (Section 153.236) are contained in their own sections. The section that establishes the Administrative Review Team (Section 153.237) doesn't establish any powers or responsibilities but merely references procedures in the West Innovation District/WID and Bridge Street District.

In addition, there is no summary table or list of development applications established under the Zoning Code or Subdivision Regulations. A summary table or list is a common feature of modern codes that improves usability by allowing Code users to, at a glance, see the full set of procedures and the review and decision-making bodies involved in the application process. Summary tables are included in the West Innovation District/WID, Mixed Use Regional District, Bridge Street District and Historic District regulations.

Another characteristic of user-friendly codes are clear and consistent processes that lay out the applicable steps in each development review process. For instance, the process for amendments to the Zoning Code clearly establishes (Section 153.234):

- ◆ Who can initiate an application;
- ◆ Application submission requirements;
- ◆ What happens when an application is denied;
- ◆ The Planning and Zoning Commission's making of a recommendation on the application; and
- ◆ When the public hearing for City Council is set and how notice is provided.

Likewise, in the Mixed Use Regional District, Section 153.048(M)(1) includes general application submission requirements that are referenced in multiple specific procedures.⁷³

Other steps in the procedures are not clear. For example, the Zoning Code does not clearly indicate whether staff reviews and prepares a staff report for a development application and does not clearly set forth the criteria that the Planning and Zoning Commission and City Council should consider when making a recommendation or a decision on an application.

6.3. Recommendations for Restructuring of Development Review Procedures

To address the challenges above and improve efficiency and predictability for development in Dublin, we recommend the following. These recommendations will streamline the development approval processes, incorporate best practices and provide clarity in the City's current processes.

First, all development review procedures should be consolidated into Article 6: Administration, as recommended in Section 1.4, Consolidate and Reorganize Development Review Procedures, in a new UDO. To improve the clarity and efficiency of Article 6, we recommend that the article include a table summarizing the development review procedures including major sections that 1) establish the applicable review- and decision-making bodies involved in development review; 2) establish general procedures that apply to most types of applications; and 3) establish consistently organized procedures that apply to specific application types, which identify any deviations from the standard procedures. In particular, the following is recommended:

- ◆ Section 6.1: Provides an overview of the entire article and includes a summary table of the development procedures (similar to Table 6-3: Current Development Review Procedures). This table would list each development review procedure and identify the body or person responsible for reviewing and making a recommendation or decision on the application, as well as whether a public hearing or pre-application meeting is required.
- ◆ Section 6.2: Establishes the different bodies and persons involved in the development review process (the City Council, Planning and Zoning Commission, Board of Zoning Appeals and Planning Director). For each entity, its roles, responsibilities, powers and duties under the UDO will be clearly established and described.⁷⁴
- ◆ Section 6.3: Sets forth the standard set of procedures that apply to all development applications (see Section 1.4, Consolidate and Reorganize Development Review Procedures, for a more detailed discussion).⁷⁵

⁷³ These include standards for pre-application review (Section 153.049(C)(2)(a)), concept plan (Section 153.049(E)(2)(b)), final development plan (Section 153.049(F)(2)(a)), minor project (Section 153.049(G)(3)(a)) and waiver (Section 153.049(H)(3)(a)).

⁷⁴ This section will reestablish the Administrative Review Team and Architectural Review Board with the rest of the review and decision-making bodies and carry forward their current powers and duties in the West Innovation District/WID, Mixed Use Regional District, Bridge Street District and Historic District, as appropriate.

⁷⁵ The Mixed Use Regional District (Section 153.048(M)) and Bridge Street District (Section 153.066(O)) establish some general standards for development applications filed in each of these districts.

- ◆ Section 2.4 – Establishes each specific development application and identifies any modifications from the standard procedures in the preceding section, including the specific decision-making standards.

Second, most modern codes establish a set of standard application procedures that apply to all applications. This is a best practice because it reduces duplicative text and establishes clear and consistent processes.

A standard set of procedures should be established. These procedures would build off existing guidance in the Zoning Code and Subdivision Regulations, such as who can submit an application and when public notice is required, to establish the basic procedural elements that apply to all development applications. These standards procedures would include:⁷⁶

- ◆ Pre-application conferences;
- ◆ Application fees and schedule;
- ◆ Application requirements and completeness determination provisions;
- ◆ Rules governing preparation of the staff report;
- ◆ Public notification and public hearing requirements;
- ◆ Deferral and withdrawal of applications;
- ◆ Procedures for review and approval of applications by staff, the Board of Zoning Appeals, the Planning and Zoning Commission and the City Council (including the imposition of conditions of approval);
- ◆ Appeals;
- ◆ Post-decision actions and notifications;
- ◆ Modifications of approvals; and
- ◆ Expiration and lapse of approval.

Each specific application will state whether the standard procedures apply and identify any deviations from those procedures. For instance, a pre-application conference is not required for a certificate of zoning compliance but would be required for a preliminary development plan (PUD).

Third, the Zoning Code should establish clear criteria that the person or body making a decision is required to consider when determining whether an application should be approved.

Stakeholders expressed a need for detailed, consistent and easy to understand decision-making criteria; such criteria are missing from most of the development procedures in Chapters 152 and 153.⁷⁷ For instance, the Board of Zoning Appeals is given the authority to hear appeals from decisions made by staff (Section 152.231(F)). However, the Zoning Code gives the Board of Zoning Appeals little guidance on the criteria that it should use to render a decision. The Zoning Code states only that the Board “shall determine whether or not the decision that was

⁷⁶ Standard procedures add predictability, a key part of supporting Action 5 in the *Dublin Economic Strategy*, which contributes to the attractiveness of developing in Dublin.

⁷⁷ These decision-making standards can be calibrated to support larger City policy initiatives, as recommended in *Dublin Sustainability Plan* (Action 1.2.1.B. and 3.2.1.C.), and ensure each development contributes to Dublin and larger community plans (envisioned under the Land Use and Development objectives in *Envision Dublin*)

made was done so using the proper requirements and standards in this Code.” Decisions by the Board on Appeals can play an important role in ongoing interpretation of the Zoning Code, and, if improperly decided, can impose costs on the City. Clear guidance can help ensure that the Board’s decisions are well-founded and legally supported.

Other decision-making criteria contain excessive and overlapping criteria. For instance, the criteria for a conditional use permit established in Section 153.236(C) includes 10 separate criteria, but at least four of them overlap.⁷⁸ Simplified criteria can help ensure the decision-making body is rendering a decision based on clear standards.

6.4. Additional Modifications The City Should Consider to the Development Review Procedures

In addition to the restructuring and clarification modifications recommended above, based on our independent review, there are additional opportunities to incorporate best practices into the procedures:

- ◆ *Vest Responsibility for the UDO with One Staff Member*

The Zoning Code and Subdivision Regulations use the term Administrative Officer, Director of Land Use and Long Range Planning, Director of Planning, Director of the Division of Planning and Planning Director. It is confusing who these terms refer to and whether these positions exist today. We recommend that the authority to administer, interpret and enforce the Zoning Code and Subdivision Regulations be vested with a single staff member whose title is used consistently throughout the Code. Additionally, the Code should clearly state that this staff person can delegate administration, interpretation and enforcement responsibilities to any professional level staff under their direct supervision.

- ◆ *Allow Concurrent Reviews.*

It is unclear whether the Planning Director or other decision-making body can review applications simultaneously. This ability is explicitly stated in Section 153.048(M)(1)(e) for development applications in the Mixed Use Regional District and we recommend the same be applied broadly to all development applications under the UDO.

- ◆ *Require a Pre-Application Meeting for Complex Applications*

Preliminary development plans for PUDs are the only application that requires the applicant to consult with City staff before submitting an application.⁷⁹ However, other complex applications, such as conditional use permits and special permits, could benefit from the same opportunity to identify and address major issues before presenting the application to the review or decision-making body, and staff reports that these meetings do occur for most applications. To clarify the importance of the pre-application meeting, we recommend that the Code be updated to require pre-application meetings before filing applications for preliminary plats for major subdivision, preliminary development plans for PUDs and conditional use permits.

⁷⁸ The criteria in Sections 153.236(C)(1) and (3) and Sections (C)(4) and (7) appear to overlap.

⁷⁹ Preliminary plats require the subdivider to “consult with the Planning and Zoning Commission” prior to preparing and submitting a preliminary plat (Section 152.015).

◆ *Establish Separate Text Amendment and Zoning Map Amendment Procedures*

Amendments to both the text of the Zoning Code ("text amendments") and the Official Zoning Map ("map amendments") are addressed in one procedure, Section 153.234, Amendments. However, text amendments and map amendments are very different procedures. Text amendments impact the City generally, while zoning map amendments affect specific pieces of land. This is reflected in, for example, the different notice requirements for the two types of procedures.⁸⁰ Therefore it is recommended that the City establish one procedure for text amendments and a separate procedure for map amendments; as part of the general Code restructuring, amendments to the text of the Subdivision Regulations would be integrated into the text amendment process if the Zoning Code and Subdivision Regulations are combined into a UDO (see Section 1.1, Upgrade Organization and Structure for more details). (A separate section that lays out the specific notice requirements would help as well.)

◆ *Eliminate the "Special Use" Process*

The Zoning Code allows certain uses in the City that may adversely impact surrounding property under either a conditional use permit or as a special use. The Planning and Zoning Commission is the decision-maker for the former and the Board of Zoning Appeals the latter. However, both processes require the same decision: to evaluate whether a specific use will negatively impact other uses and surrounding properties. The only difference is which body is approving the use. We recommend the special use process be consolidated into the conditional use permit process for efficiency.

◆ *Eliminate Use Variances*

The Zoning Code assigns the City Council the authority to grant use variances. Use variances are disfavored because they inject significant uncertainty into land use by potentially permitting a use that the governing body has specifically determined to prohibit from a specific zoning district. The trend in modern development codes is to eliminate use variances and we recommend that Dublin do the same.

6.5. Establish New Development Applications and Procedures

Based on our independent review and discussions with staff, the City should consider adding the following procedures to the development regulations:

◆ *Administrative Interpretations*

Modern development codes include standards that authorize the Planning Director to issue formal written interpretations of the development regulation text, as well as boundaries on the zoning map. These interpretations are typically issued in response to questions posed by citizens regarding regulatory text, zoning district boundaries or whether an unspecified use falls within a use classification. The Zoning Code does not have such a procedure; the City should consider adding such a formal process. This process would address interpretations of terms, uses, zoning district boundaries and

⁸⁰ Section 153.234 requires written notice to be mailed to the owners of property within, contiguous to and directly across the street from the parcel(s) proposed to be rezoned or redistricted. This mailing requirement would not apply to applications to amend the Zoning Code, as these changes affect all land in the City and not one particular parcel.

development standards and include a requirement that the interpretations be made available for public review.

◆ *Administrative Adjustments*

Many communities offer a mechanism for staff to authorize minor modifications to some of the dimensional and development standards in the development regulations in specific, limited circumstances. This tool, called an administrative adjustment, allows minor adjustments (e.g., by five or 10 percent) from dimensional standards (like setbacks, lot area or height) or development standards (like the amount of required parking) if the adjustment does not detrimentally affect the character of the area or surrounding lands, does not have an adverse impact on surrounding lands and results in development that conforms with the general intent of the district where the adjustment is proposed.

Administrative adjustments are typically used to adjust setbacks by a minor amount as a means of protecting resources, to adjust height limits for compatibility or to preserve local development contexts like building façade rhythms. This tool is also an important mechanism to incentivize infill and redevelopment since it is granted at the administrative level. In addition to clear standards for approval, the procedure includes specific expiration and amendment standards to ensure these adjustments are not abused. This tool is more limited than what is available under a variance process because an administrative adjustment does not require an applicant to demonstrate a hardship.

There is no process for administrative adjustments available for the base zoning districts, but Section 153.053(G)(1) allows the Director to modify an approved final development plan for a PUD. Additionally, the Administrative Review Team is allowed to modify certain standards in the West Innovation District/WID and Bridge Street District.⁸¹

Stakeholders expressed a strong need for the development standards to have a degree of flexibility. Administrative adjustments provide this flexibility in a manner that is predictable for elected officials and the larger community. This tool can be tailored to address those aspects of development in a particular neighborhood that present frequent issues, such as lot coverage or setback requirements, and to provide relief for older development in base districts and older approved PUDs. We recommend establishing this process in the base zoning districts where the Planning Director would be granted the authority to approve adjustments to specific development standards

⁸¹ The Zoning Code allows the Administrative Review Team to grant administrative departures from standards in the West Innovation District/WID and Bridge Street District (Sections 153.042(D)(6) and 153.066(J)). In the West Innovation District/WID, there is no limit on what standards and to what extent an applicant could request to depart from, but Section 153.042(D)(6)(e)(3) provides examples, such as changes to building setbacks to account for individual site conditions. Departures in the Bridge Street District are limited to 10 percent of a numeric zoning district related standard (Section 153.066(J)(2)). Both sections require the ART to determine whether the request meets certain specific criteria in order to approve the request.

based on a list or table of measurable adjustments.⁸² A sample of what types of administrative adjustments could be permitted are shown below.

Standard	Maximum Adjustment (%)
Lot Width and/or Depth, min (ft)	15
Front Yard Setback, min (ft)	15
Side Yard Setback, min (ft)	15
Rear Yard Setback, min (ft)	15
Lot Coverage, max (%)	15
Structure Height, max (ft)	10

ft = feet, min = minimum, max = maximum

The Planning Director's decision would be based on clear decision-making criteria—for instance, an adjustment would be granted only if the Planning Director determined that the adjustment was required to compensate for some unusual aspect of the development site, such as topography or water features, and that the adjustment would allow infill or redevelopment to occur on an existing development site.

♦ *Minor Subdivisions*

There is a single subdivision process in Chapter 152 that applies to all divisions of land into two or more parcels not exempt by the definition of a subdivision in Section 152.002.⁸³ The platting process requires:

- Consultation prior to submission;
- Preliminary plat approval by the Planning and Zoning Commission and City Council;
- Construction plan approval by the Municipal Engineer; and
- Final plat approval by the Planning and Zoning Commission and City Council.

These are typical steps for approval of a major subdivision, but most communities have a simplified procedure for small-scale subdivision that is unlikely to have a significant community impact. Dublin does not. Chapter 152 also lacks procedures for lot line vacations (where a platted lot line is eliminated and a parcel returned to its pre-subdivision state) or reconfigurations (where lot lines are modified with no change in the total number of lots).

We recommend that the City establish a separate procedure for minor subdivisions that would be approved administratively. The procedure would only be allowed for subdivisions that result in a small number of lots, create no new streets, roads or other rights-of-way or extensions of public utilities (not including transmission or utility lines) and meet all applicable standards of the UDO. This type of subdivision should include lot

⁸² The new process can build off of the current authority for the Administrative Review Team in the Bridge Street District and West Innovation District/WID if the current adjustments are working well in those areas.

⁸³ The platting process is outlined in Sections 152.015, 152.020 through 152.022, 152.090 and 152.091.

line vacations and reconfigurations of existing lots with no change in the final number of lots.

◆ *Temporary Use Permit*

Permits for specific temporary uses, including an outdoor seasonal plant display permit in Section 153.099(B), are listed in the current Code, but there is no general permit for temporary uses. A temporary use permit should be established for all temporary uses permitted under the UDO, including the outdoor seasonal plant display use, with the Planning Director identified as the decision-maker, clear decision-making standards and a set timeframe and process for renewal and extension.

III. Annotated Outline

ARTICLE 1. GENERAL PROVISIONS

Article 1 consolidates various general sections of the UDO and plays an important role in making the new UDO user-friendly, including establishing certain overarching rules and a clear basis for the authority by which the regulations are adopted and administered. These “boilerplate” sections will state the title of the document, the legal authority by which the City regulates zoning and the general purposes of the UDO.

Article 1 will contain sections that establish:

- The title of the document;
- The state-law authority under which the UDO is established;
- The general purpose and intent of the UDO;
- A statement of what is subject to the requirements of the UDO;
- A statement of the relationship between the UDO and other regulations in the City Code, state and federal law and private covenants;
- The Official Zoning Map;
- Transitional provisions, if needed to account for substantive changes in the UDO;
- Nuisance and property management requirements, carrying forward Section 153.076;
- Severability requirements; and
- The effective date of the UDO.

ARTICLE 2. ZONING DISTRICTS

This article establishes and describes the zoning districts that govern the types of development and uses allowed in different parts of the City.

Section 2.1. General Provisions

This section describes base zoning districts, planned development districts and the other districts, such as the Bridge Street District. This section also establishes the general rule that land may only be developed in the City if it complies with the regulations in the applicable zoning district and other regulations within the UDO and City Code.

This section will also formally establish the zoning districts, which will be organized by category (e.g., Residential, Commercial and so forth) and by lowest to highest intensity.

Section 2.2. Residential Districts

The first section, Section 2.2.1, will set out the general purpose of the residential zoning districts. The remaining sections will establish the standards that apply in each district. Section 2.2.2 would describe the R: Rural district, Section 2.2.3 would describe the R-1: Restricted Suburban Residential district and so forth.

Section 2.3. Commercial, Office and Institutional Districts

The first section, Section 2.3.1, will set out the general purpose of the commercial, office and institutional zoning districts. The remaining sections will establish the standards that apply in each district.

Section 2.4. Planned Development Districts

Section 2.4 would carry forward the regulations that apply to the planned development (PUD) districts, as discussed in Theme 3: Update Planned Unit Development Standards.

Section 2.5. Bridge Street District

Section 2.5 would carry forward the substantive regulations for the Bridge Street District. Development review procedures would be consolidated in Article 6: Administration, as discussed in Section 1.1, Upgrade Organization and Structure.

Section 2.6. Mixed Use Regional District

Section 2.6 would carry forward the substantive regulations for the Mixed Use Regional District. Development review procedures would be consolidated in Article 6: Administration, as discussed in Section 1.1, Upgrade Organization and Structure.

Section 2.7. West Innovation District/WID

Section 2.7 would carry forward the substantive regulations for the West Innovation District/WID. Development review procedures would be consolidated in Article 6: Administration, as discussed in Theme 6: Improve the Development Review Process.

Section 2.8. Special Districts

Section 2.8 would carry forward the regulations that apply to the FP: Floodplain and EU: Exceptional Use special districts. Sections 153.170 through 153.175, 153.177 and 153.178 of the Historic District standards will also be carried forward here, while the administrative procedures in Section 153.176 will be carried forward and consolidated in Article 6: Administration, as discussed in Section 1.1, Upgrade Organization and Structure.

ARTICLE 3. USE REGULATIONS

Article 3: Use Regulations, consolidates all use regulations, including the principal uses, accessory uses and structures and temporary uses and structures. This article is organized into five sections. It begins with a section containing general provisions; this is followed by sections on principal uses, accessory uses and structures and temporary uses and structures; and concludes with a final section on interpreting unlisted uses.

Section 3.1. General Provisions

This section provides a general overview of the contents of this article.

Section 3.2. Principal Uses

This section establishes the principal uses allowed in the City, whether each use is permitted, permitted as a conditional use, permitted as a special permit (if the special permit procedure is

not abolished) or prohibited in each zoning district and identifies any use-specific standards that apply to the use. It will be organized as follows:

Sec. 3.2.1. General

This subsection sets out the purpose of the principal use table and explains how it is organized.

Sec. 3.2.2. Principal Use Table

This subsection will include the principal use table. Introductory material will explain how the table is organized and how it should be used.

Sec. 3.2.3. Classification of Principal Uses

As discussed in Section 1.3.2, Uses and Use-Specific Standards, the table and use-specific standards will be organized around the three-tiered concept of use classifications, use categories and uses to provide better organization, precision, clarity and flexibility. This subsection describes each use category, outlining the principal characteristics of uses in the category and noting examples of included uses and examples of uses and structures deemed accessory to the included uses.

All uses will be defined in Article 9: Definitions, Rules of Construction and Interpretation and Rules of Measurement.

Sec. 3.2.4. Standards Specific to Principal Uses

This subsection sets out standards that apply to specific principal uses, either in all districts or only in particular districts. This subsection will consolidate and revise the use-specific standards, as discussed in Section 1.3.2, Uses and Use-Specific Standards. Any exceptions to the use-specific standards will be identified as well. Standards specific to principal uses in the special permits section of the Zoning Code, Sections 153.090 through 153.099, would be integrated here.

Section 3.3. Accessory Uses and Structures

Accessory uses or structures are those that are subordinate to the principal use of a building or land, that are located on the same lot as the principal use and that are customarily incidental to the principal use. This section will include an accessory use and structure table, patterned after the new principal use table, a section with standards that apply to all accessory uses and structures, building on the standards in Section 153.074(A) of the Zoning Code, and standards that apply to specific accessory uses and structures, from Sections 153.073 and 153.074 and from the special permits section of the Zoning Code, Sections 153.090 through 153.099.

Section 3.4. Temporary Uses and Structures

Temporary uses or structures are those that are intended to be located in a zoning district only for a limited period of time. This section will build on the standards for model homes in Section 153.073 and portable structures and other temporary uses in Section 153.097.

Section 3.5. Interpretation of Unlisted Uses

This section provides standards to guide how to interpret uses not defined and used in the UDO. The Director will be authorized to make this interpretation.

ARTICLE 4. DEVELOPMENT STANDARDS

Article 4: Development Standards, consolidates all development standards in the Zoning Code. This includes standards relating to off-street parking and loading (Sections 153.200 through 153.212), landscaping (Sections 153.130 through 153.139) and screening of service structures (Section 153.077), tree preservation (Sections 153.140 through 148), exterior lighting (Section 153.149), signs (Sections 153.150 through 153.162), residential appearance (Section 153.190), public nuisance (Section 153.077) and fences (Sections 153.078 through 153.083).

This article also will include any comprehensive open space set-aside standards, as well as any sustainability standards or incentives. See discussion in Theme 2: Enhance Site Development Standards.

ARTICLE 5. SUBDIVISION STANDARDS

Article 5: Subdivision Standards, will carry forward all subdivision standards, including the substantive subdivision improvements standards in Sections 152.047 through 153.053, and the requirement improvements in Sections 152.065 through 152.071, as well as the recommendations in Section 2.6.2, Recommendations to Improve Subdivision Quality and Clarify Standards.

ARTICLE 6. ADMINISTRATION

As discussed in Theme 6: Improve the Development Review Process, and Section 1.4, Consolidate and Reorganize Development Review Procedures, Article 6: Administration, consolidates all development review procedures and creates a set of standard procedures that apply to all development applications. It also makes changes to the development review procedures to streamline and simplify the review process. Article 6 will contain the following four principal sections:

Section 6.1. Purpose, Organization and Summary Table of Development Review Responsibilities

This introductory section outlines the organization of Article 6, as discussed in the summary above, and serves as a roadmap for readers. It includes an overview of the updated review procedures, as well as a summary table of development applications, and identifies which board or person is responsible for review, providing a recommendation or making a decision on an application.

Section 6.2. Advisory and Decision-Making Boards and Persons

This section identifies the advisory and decision-making bodies and persons responsible for the review and approval of development under the UDO (including the City Council, the Planning and Zoning Commission, Board of Zoning Appeals and the Planning Director).

Section 6.3. Standard Application Requirements and Procedures

This section establishes general review procedures that apply to all development applications, as discussed in Section 6.3, Recommendations for Restructuring of Development Review

Procedures. It builds on the procedures scattered across the Zoning Code and Subdivision Regulations.

Section 6.4. Application-Specific Review Procedures and Decision Standards

This section includes the review procedures for each individual type of development application. For each application type it identifies which standard procedures apply and any special rules or exceptions, as well as the specific review and decision-making standards that are required to be applied. Each procedure will be accompanied by a review process flowchart.

ARTICLE 7. NONCONFORMITIES

Article 7: Nonconformities, consolidates all rules pertaining to nonconformities. It builds on the nonconformity standards in Sections 153.004 and 153.159 and consolidates scattered standards throughout the Zoning Code. This article incorporates these existing standards with updates to incorporate best practice provisions that are found in modern codes to better support project goals.

ARTICLE 8. ENFORCEMENT

This article will consolidate and build on the enforcement and penalty sections of the Zoning Code and Subdivision Regulations and clarify that the City has the authority to enforce the regulations to the maximum extent allowed by state law. This will incorporate Sections 152.999 and 153.999 of the current Code.

ARTICLE 9. DEFINITIONS, RULES OF CONSTRUCTION AND INTERPRETATION AND RULES OF MEASUREMENT

Article 9 is the last article in the UDO. It builds on the existing provisions and definitions in the current Zoning Code and Subdivision Regulations and consolidates them in one section. This will include the Subdivision Regulations definitions in Section 152.002 and the definitions in Section 153.002 (general definitions), 153.056 (planned development definitions), 153.076(D)(1) & (F)(1) (weed and parking nuisance definitions), 153.079 (fences), 153.097 (portable structures and temporary uses), 153.139 (landscaping), 153.141 (tree preservation), 153.190(D) (residential appearance standards), 153.200 (off-street parking and loading) and, where applicable, definitions in Section 153.043 for the West Innovation District/WID, as well as other definitions integrated in other sections of the Zoning Code, such as the definitions of uses in specific zoning districts, e.g. Section 153.019.

It will also enhance the definitions and the use of definitions by:

- Including rules of construction (building on Section 10.06 of the City Code and including additional rules to guide interpretation, supplementing the rules in Section 10.02 of the City Code);
- Consolidating all rules of measurement (e.g., measuring sign copy area and building height);
- Adding definitions of all uses identified in the use table(s) in Article 3: Use Regulations; and
- Removing standards from the definitions and placing them in the appropriate place in the UDO.

IV. Implementation Recommendations

This part of the Audit provides three options for implementing the recommendations in Part II. Evaluation of this Audit.

- ◆ **Option 1:** Draft a new Unified Development Ordinance (UDO) that reorganizes the Zoning Code and Subdivision Regulations but does not make substantial substantive changes to the development regulations, in accordance with the recommendations in Theme 1: Develop Reorganized Zoning and Subdivision Regulations.
- ◆ **Option 2:** Draft a new UDO that reorganizes the Zoning Code and Subdivision Regulations as Phase 1 and then, in Phase 2, address some or all of the recommended updates to the site development standards in Theme 2: Enhance Site Development Standards, the proposed revisions to the planned development/planned unit development standards in Theme 3: Update Planned Unit Development Standards, the updates to the type of housing allowed in Dublin recommended in Theme 4: Allow a Broad Range of Housing Types to Support the City's Housing Goals, the updates to the base zoning district updates in Theme 5: Develop an Updated Set of Zoning Districts Consistent with the Land Use Categories in *Envision Dublin* and the recommended enhancements to the development review process in Theme 6: Improve the Development Review Process.
- ◆ **Option 3:** Make targeted changes to the existing Zoning Code and Subdivision Regulations to implement the recommended updates in Theme 2 through Theme 6 of the evaluation.

These options are discussed in further detail below.

1.1. Option 1: Reorganize and Restructure the Zoning Code and Subdivision Regulations into a Unified Development Ordinance

The first option would involve the development of a new UDO to replace the existing Zoning Code and Subdivision Regulations without making significant changes to the content of the current regulations. This would produce a new UDO that is more logically organized, more user-friendly, incorporates additional graphics and other illustrations and modernizes the Code through features such as use tables and updated district layouts. The project scope would include:

- ◆ A meeting with the consultant team for staff to identify any desired changes to the scope of the revisions incorporated in the new UDO and identify high-priority substantive changes (particularly those that address identified ambiguities or inconsistencies in the Zoning Code and Subdivision Regulations) that should be incorporated into the new UDO.
- ◆ Development by the consultant team of a more detailed annotated outline that identifies the detailed organization of the new UDO and tracks how each section in the Zoning Code and Subdivision Regulations will be transitioned to the UDO and includes any revisions to the proposed restructuring in Theme 1: Develop Reorganized Zoning and Subdivision Regulations or the annotated outline included in Part III of this audit. The consultant team and staff will meet and reach consensus on the structure of the new UDO before drafting begins.

- ◆ Preparation of an internal draft of the new UDO for staff review and comment. Staff will provide one consolidated set of comments and host discussions, as needed, with the consultant on the proposed changes and provide final direction.
- ◆ Preparation of a final version of the new UDO, for adoption, and assistance with adoption.

The estimated timeframe for this option would be 10 to 12 months. The full project timeline would depend on the on the extent of public engagement with the City Council, Planning and Zoning Commission, other stakeholders, and the general public.

1.2. Option 2: Develop a Unified Development Ordinance and Incorporate Substantive Changes Recommended in the Evaluation

The second option combines the reorganization proposed in Option 1 with substantive changes to the City's development standards. Under this option, the consultant team would first develop a newly reorganized and restructured UDO. While this reorganized and restructured UDO is being drafted, the City and consultant team would coordinate to identify substantive revisions to the City's development standards. These revisions could include the following, identified in Part II of this Audit, and additional changes identified by staff or stakeholders, including:

- ◆ Updates to the site development standards (see Theme 2: Enhance Site Development Standards);
- ◆ Updates to planned development/planned unit development standards (see Theme 3: Update Planned Unit Development Standards)
- ◆ Update the regulations to define and allow additional housing types as recommended in *Envision Dublin* and other City studies, including the Housing Study (see Theme 4: Allow a Broad Range of Housing Types to Support the City's Housing Goals);
- ◆ Update the lineup of base zoning districts for increased consistency with *Envision Dublin* (see Theme 5: Develop an Updated Set of Zoning Districts Consistent with the Land Use Categories in *Envision Dublin*);
- ◆ Revise the existing development procedures and add new development procedures (see Theme 6: Improve the Development Review Process);
- ◆ More comprehensive revisions to the set of allowed uses to incorporate new types of uses not currently permitted in Dublin or clearly defined (in addition to establishing new housing types, as recommended in Theme 4); and
- ◆ Substantive changes to subdivision regulations (see Section 2.6.2, Recommendations to Improve Subdivision Quality and Clarify Standards).

The first part of the project scope under this implementation option includes the development of a new UDO that reorganizes and restructures the current regulations without substantive changes to the regulations, similar to Option 1.⁸⁴ This "Baseline UDO" would be developed by the consultant team as follows:

⁸⁴ As part of the restructuring and reorganization, there may be some necessary changes incorporated—for example, to address inconsistencies between duplicative provisions in the current Zoning Code that are being consolidated. Any such changes would be clearly noted and confirmed by staff.

- ◆ Development of a more detailed annotated outline that identifies the detailed organization of the new UDO and tracks how each section in the Zoning Code and Subdivision Regulations will be transitioned to the Baseline UDO, including any revisions to the proposed restructuring in Theme 1: Develop Reorganized Zoning and Subdivision Regulations or the annotated outline included in Part III of this audit. The consultant team and staff will meet and reach consensus on the structure of the Baseline UDO before drafting begins.
- ◆ Preparation of an internal draft of the Baseline UDO for staff review and comment. Staff will provide one consolidated set of comments and host discussions, as needed, with the consultant team on the proposed changes and provide final direction. The consultant team will make the requested changes and produce an updated version of the Baseline UDO.

The Baseline UDO is not expected to be adopted by the City Council. It is an interim document and its purpose is to make it easier for community members to understand how the substance of the regulations is changing by allowing a straightforward comparison between the text of the current regulations (as reorganized in the Baseline UDO) with the substantive changes that will be incorporated into the updated Baseline UDO.

While the Baseline UDO is being drafted, City staff and the consultant team would reach consensus on substantive changes to incorporate into the UDO. Based on the recommendations in the Audit, staff will provide initial direction on the specific revisions that should be incorporated, including any changes to the recommendations included in the Audit and additional changes deemed appropriate. At the City's direction, this effort could also include additional community engagement to confirm community support for the proposed substantive changes. Once the Baseline UDO is drafted, and following agreement on the substantive changes that should be incorporated into the Baseline UDO, the consultant team would undertake the following tasks:

- ◆ Preparation of an internal draft of an updated Baseline UDO that includes substantive changes to the regulations for staff review and comment. Staff will provide one consolidated set of comments and host discussions, as needed, with the consultant team on the proposed changes and provide final direction.
- ◆ Preparation of a public draft version of the updated Baseline UDO. The public draft of the updated Baseline UDO would be transmitted as both a clean version and a "red-lined" version that shows the changes between the Baseline UDO and the updated Baseline UDO.⁸⁵
- ◆ Following release of the updated Baseline UDO, conduct optional community engagement to inform the public of the revisions in regulations and receive feedback. The consultant team and staff will discuss community feedback, and staff will provide direction for changes to the updated Baseline UDO. These changes will be incorporated into the public hearing version of the updated Baseline UDO.
- ◆ Assistance with adoption of the public hearing version of the updated Baseline UDO.

⁸⁵ Due to the challenges involved in developing the Baseline UDO without making substantive changes, some revisions may not be able to be cleanly shown in track changes. These areas will be identified as well.

The estimated timeframe for this option would be about two years or more. The timeline for this option is lengthier than Option 1 because it proposes both a reorganization and substantive changes. As with Option 1, the time required to complete the project would depend on the extent of community engagement the City desires to undertake.

1.3. Option 3: Make Targeted Updates to the Development Regulations

Finally, Dublin could choose to undertake updates to the existing Zoning Code and Subdivision Regulations without moving forward with an overall restructuring of the regulations into a new UDO. Alternatively, the City could first move forward with the restructuring of the code into a new UDO then make targeted changes based on the recommendations in Part II. Evaluation. These targeted changes could be implemented by staff or with consultant assistance. Given the variety of different updates that could be undertaken as a result of this Audit, the estimated timeframe and budget for consultant assistance with this effort is uncertain.