



City of Dublin Planning and Zoning Commission

# Planning Report

Thursday, July 18, 2013

## Tuttle Crossing/I-270 PCD, Subarea 5A - 5515 Parkcenter Circle

### Case Summary

Agenda Item	2
Case Number	13-056Z/PDP
Site Location	5515 Parkcenter Circle West side of Paul Blazer Parkway, between Rings Road and Parkcenter Circle.
Proposal	Rezoning with modifications to the development text and preliminary development plan regarding parking and sign requirements for an existing 10.5-acre site.
Applicant	Carey BP Dublin LLC; represented by Ben Hale Jr., Smith and Hale.
Planning Contact	Jennifer M. Rauch, AICP, Planner II   (614) 410-4690, jrauch@dublin.oh.us
Requests	Review and recommendation to City Council of a <u>rezoning with preliminary development plan</u> under the Planned District provisions of Zoning Code Section 153.050.
Planning Recommendation	<b>Approval of the rezoning with preliminary development plan with conditions.</b> Based on Planning's analysis, this proposal complies with the rezoning/preliminary development plan criteria and the existing development standards within the area. Approval is recommended with six conditions.

#### Conditions

- 1) The development text and plans be modified to require the total inch replacement for the trees (84-97) within the open space regardless of condition, which would require the replacement of 213 inches.
- 2) That the removal of the open space and trees and replacement with parking only be accomplished should the applicant determine this is necessary once a tenant(s) is secured and written documentation of need is provided from the tenant.

- 3) The trees planted on site be staggered along the perimeter of the parking areas, to the extent possible to fill in larger gaps, subject to Planning approval.
- 4) One of the two proposed signs located along the Parkcenter Circle frontage be eliminated.
- 5) The height of the canopy sign be limited to 15 feet in height.
- 6) The applicant eliminates the provisions for a tenant sign on the building elevation.



 <p>City of Dublin</p>	<p>13-056Z/PDP Rezoning &amp; Preliminary Development Plan Parkcenter Circle PUD 5515 Parkcenter Circle</p>	<p>0 150 300 Feet</p> 
---	---	---

<b>Facts</b>	
Site Area	10.5 acres
Zoning	PCD, Planned Commerce District (Tuttle Crossing/I-270, Subarea 5A plan)
Surrounding Zoning and Uses	The site is surrounded by office uses within the Tuttle Crossing/I-270 Planned Commerce District. The Washington Township Fire Department Station #95 is located to the northeast, across Paul Blazer Parkway.
Site Features	<ul style="list-style-type: none"> <li>• Two vacant buildings connected by an atrium, totaling 116,500 square feet located in the south portion of the property.</li> <li>• Frontage on three rights-of-way: Rings Road - north, Paul Blazer Parkway - east, and Parkcenter Circle - south.</li> <li>• Atrium Parkway, a private drive to the west.</li> <li>• Parking on the north, south and west of the building.</li> <li>• Access from Atrium and Paul Blazer Parkways.</li> <li>• Floodplain located in the northeastern portion of the site.</li> <li>• Jogged western property line along Atrium Parkway/Rings Road with parking restrictions through existing access easements.</li> <li>• Off-site, regional stormwater pond in the northwest corner of site.</li> <li>• Significant mounding along Rings Road and Paul Blazer Parkway.</li> <li>• Mature trees along north and east property lines. Large tree stand adjacent to the pond within the north parking area.</li> </ul>
City Council  Planning and Zoning Commission	<p>2003</p> <ul style="list-style-type: none"> <li>• Approval of a rezoning to create Subarea 5A within the Tuttle Crossing/I-270 PCD.</li> <li>• Approval of a revised development plan to permit two multi-tenant ground signs.</li> </ul> <p>2000</p> <p>Approval of a revised development plan to permit a 58,880-square-foot expansion to construct the second building with associated site improvements.</p> <p>1997</p> <p>Approval of a revised development plan for a parking lot expansion to accommodate the original 63,070-square-foot office building.</p> <p>1995</p> <p>Approval of a development plan to construct the first building at 63,070 square feet with associated site improvements.</p>
Economic Development	A large portion of Dublin’s Class-A office buildings were built in the late 1990s and early 2000s with a parking ratio of 4.5 to 5.0 spaces per 1,000

Facts	
Considerations	<p>square feet, which was considered ample, if not generous parking at the time and met Code requirements.</p> <p>As office system designs and the nature of work have changed due to technology advancements, companies are leasing 20% less office space for the same number of employees now than 5 years ago. These changes place more employees in smaller, more efficient work stations and open environments, while reducing costs for leasing, utilities, and taxes, among others. Currently, many larger blocks of empty office space in Dublin are unable to meet today's increased parking demands, because the existing parking is provided under the traditional parking ratio and do not account for increase number of employees on the same site that previously employed fewer people. This significantly reduces Dublin's competitiveness in the marketplace, especially for larger buildings.</p> <p>In the last 18 months, at least 6 companies interested in large blocks of office space have come to Economic Development and requested a minimum of 5.5 to 6.0 parking spaces per 1,000 square feet. This data point alone has eliminated Dublin from numerous large-user site searches, dramatically changing the competitiveness of Dublin's large Class-A office facilities.</p> <p>The applicant has provided information that three major opportunities to attract tenants to this building have been lost in the last three years due to the inability to meet desired parking ratios.</p>

Details	Rezoning with Preliminary Development Plan
Proposal	<p>The proposal includes modifications to the development text for the parking and sign provisions and a reconfiguration of the parking lot and sign plan within the preliminary development plan.</p>
Existing Sign Provisions	<p>The existing approved development text addresses signs for single-tenant occupancy with user-specific design provisions:</p> <ul style="list-style-type: none"> <li>• 2 ground signs totaling 52 square feet, 26 square feet each and 10 feet tall</li> <li>• Four colors were permitted</li> <li>• Secondary image was permitted at 26% of permitted sign face</li> <li>• All future signs required review and approval by the Commission.</li> </ul>

**Details Rezoning with Preliminary Development Plan**

**Proposed Signs**  
 The proposal seeks to address the need for building and individual tenant identification. The proposed sign provisions outline four different types of signs: monument, canopy, tenant and directional.

**Summary: Proposed Signs**

Type	Monument	Canopy	Tenant	Directional	
				Internal	External
Number	3	2	1	3	1
Area (sq. ft.)	50	24" each	60	6	4
Height (ft.)	10	15	-	6	3

**Monument Signs**  
 The applicant is proposing one monument sign at the Blazer Parkway entrance and two along Parkcenter Circle. Planning recommends the applicant eliminate one of the Parkcenter Circle signs. The text permits a sign design that accommodates a single or multi-tenant arrangement.

**Canopy Signs**  
 The applicant proposes two canopy signs on the main building entrances along Atrium Parkway to identify each building in case multiple tenants occupy the buildings. The proposed signs would consist only of address numbers and street name with a maximum letter height of 24 inches. Code permits address numbers at 18 inches tall based on the location of the property line; however, if measured from the edge of pavement along Atrium Parkway, the 24 inch height would be permitted. The text should be modified to limit the height of the canopy sign to 15 feet.

**Tenant Signs**  
 A single tenant wall sign is also proposed on the building elevation facing Atrium Parkway. The proposed sign design permits a logo with letters with a maximum 24 inch letter height and 60 square feet in area. Planning recommends the removal of this proposed sign.

**Directional Signs**  
 The proposal includes internal and external directional signs. The internal signs will be placed at the three building entrances, north entrance and one at each Atrium Parkway entrance. They are proposed at 6 square feet and 6 feet in height, and will include the tenant name, suite and floor number.  
 The external directional sign is proposed at the southwest corner of the property along Parkcenter Circle prior to the Atrium Parkway intersection. It is proposed at 4 square feet and 3 feet in height, with only the building address, which meets the Code requirements for directional signs.

<b>Details</b>		<b>Rezoning with Preliminary Development Plan</b>
Existing Parking	The required parking ratio for this site is 4 spaces per 1,000 square feet, or 466 spaces. The 571 existing parking spaces equal a ratio of 4.9 spaces per 1,000. The south parking area was constructed first and has 206 spaces. The north parking area has 365 spaces. All parking spaces are currently 9 feet by 20 feet.	
Summary of Proposed Parking Changes	The proposed modifications to the development text and preliminary development plan include 1) a decrease in size in the parking space width; 2) the removal of interior landscape islands; and 3) a reconfiguration of the north parking area removing an existing open space. The proposed modifications could result in an additional 112 parking spaces for a total of 665 parking spaces at ratio of 5.9 spaces per 1,000.	
1) Parking Space Width	The proposal decreases the width of 454 parking spaces from 9 feet to 8.5 feet, with the proposed development text modified to permit the decrease in width. The remaining spaces in the shorter parking rows would continue to be 9 feet wide, because it requires 17 spaces in a row to gain one additional parking space.	
2) Interior Landscape Islands	The proposal includes the removal of series of interior landscape islands located within the middle portions of the parking bays and along the eastern parking lot edge. Code does not specify a number of interior landscape islands per number of parking spaces, but an overall provision of landscape within the parking lot. With the removal of these islands, the proposal would continue to meet the interior landscape requirements for the site.	

## Details

## Rezoning with Preliminary Development Plan

### 3) Open Space Removal

The proposal provides for the removal of the large open space area within the north parking area. The open space area contains a significant number of landmark trees and acts as an outdoor amenity for this site with picnic tables. The applicant has provided a detailed arborist study regarding the existing trees and Planning has met with the applicant on site to review the results. The study identifies five of the seven trees within this area in poor condition and recommends they be removed.

Dublin places significance on the preservation of trees and site design to ensure the community's high quality standards. This proposal brings forward a significant policy discussion raised by the economic development considerations noted earlier. These posture the following questions:

- Does this proposal present sufficient examples of site modifications that should be permitted to make a site more viable even though they may run counter to the current intent of the Code and the character defined by the City; or
- Should the City continue with its current practices and Code and accept that this may result in a less competitive economic development environment?

Planning and Economic Development weighed these options and identified significant concerns regarding the removal of the trees and the open space area for this site and its potential effects on the policies noted. A variety of options were discussed with the applicant to find an alternative layout that would preserve this area and meet their parking needs. Three factors limited the potential alternatives:

- The recorded cross access easement with the property owner to the west does not permit parking;
- The west access drive for the property is part of the adjacent parcel; and
- The northeast corner of the property is located in the floodplain and floodway.

Although there is a desire to retain the open space area and the trees, previous development plan approvals and the Code do not require it. In addition, Staff considered the poor condition of these trees.

<b>Details</b>		<b>Rezoning with Preliminary Development Plan</b>
Tree Relocation, Removal, and Replacement	<p>The applicant is proposing to relocate 18 trees on the site due to the removal and modification to the landscape islands. The proposal also includes the removal of 17 trees for 280 inches, of which 131 inches need to be replaced. The 17 trees proposed to be removed include trees within the open space area and elsewhere on the site. Planning recommends the applicant stagger the relocated and replacement trees along the perimeter of the parking areas, to the extent possible to fill in the sparse areas and meet the intent of the interior landscape requirements to provide landscape and tree cover within the parking lot.</p> <p>Planning has identified several alternatives for the Commission to consider with this proposal.</p> <ol style="list-style-type: none"> <li>1) Require the total inch replacement for the site regardless of tree condition. Meaning they would be required to replace 280 inches.</li> <li>2) Require the total inch replacement for the large trees within the open space regardless of condition only. Meaning they would be required to replace 213 inches.</li> <li>3) Approve the removal of the open space and trees within this area as an alternative. Should the applicant determine this not be necessary once a tenant is secured they would not be required to construct the additional parking within this area.</li> </ol> <p>Planning recommends implementing 2 and 3, as the site is unique and contains a number of significant trees that should be replaced, and the proposed removal of the open space and trees should only occur upon securing a tenant(s) that require additional parking.</p>	
Lot Coverage	<p>The development text permits lot coverage at 75%, and 25% for building coverage. The proposal continues to meet these requirements with 65.7% total coverage.</p>	
Stormwater	<p>The applicant has submitted a stormwater management report that demonstrates compliance with the City of Dublin Stormwater Management Code.</p>	

<b>Analysis</b>		<b>Rezoning with Preliminary Development Plan</b>
Process	<p>Section 153.050 of the Zoning Code identifies criteria for the review and approval for a rezoning/preliminary development plan (full text of criteria attached). Following is an analysis by Planning based on those criteria.</p>	

<b>Analysis</b>	<b>Rezoning with Preliminary Development Plan</b>
1) <i>Consistency with Dublin Zoning Code</i>	<b>Criterion met:</b> This proposal is consistent with the Zoning Code, except as altered in the proposed development text.
2) <i>Conformance with adopted Plans</i>	<b>Criterion met:</b> The uses and density proposed for this site are consistent with the development patterns and densities of the surrounding area and meet the intended residential character.
3) <i>Advancement of general welfare and orderly development</i>	<b>Criterion met:</b> This proposal is compatible with the surrounding residential development.
4) <i>Effects on adjacent uses</i>	<b>Criterion met:</b> The proposal will not negatively affect the value of property within and adjacent to the area.
5) <i>Adequacy of open space for residential development</i>	<b>Criterion met:</b> Not applicable.
6) <i>Protection of natural features and resources</i>  Conditions 1-3	<p><b>Criterion met with condition:</b> The plan proposes to remove an open space and remove a number of significant trees. Planning recommends the development text be modified to require the total inch replacement for the trees (84-97) within the open space regardless of condition only for the site, which would require the replacement of 213 inches. Planning also recommends the removal of the open space and trees within this area as an alternative. Should the applicant determine this not be necessary once a tenant(s) is secured they would not be required to construct the additional parking within this area and written documentation of need is provided from the tenant.</p> <p>The location of all the tree replacement on site should be done with the best horticultural practices in mind and any remaining inches would be need to fulfilled with a fee paid in lieu of tree replacement. In the instance where trees are planted on site, Planning recommends the applicant locate the trees along the perimeter of the parking areas, to the extent possible to fill in the sparse areas and meet the intent of the interior landscape requirements to provide landscape and tree cover within the parking lot.</p>
7) <i>Adequate infrastructure</i>	<b>Criterion met:</b> The site will continue to maintain adequate access to infrastructure.
8) <i>Traffic and pedestrian safety</i>	<b>Criterion met:</b> The site does not require additional traffic study as the office use remains consistent.

<b>Analysis</b>		<b>Rezoning with Preliminary Development Plan</b>
<i>9) Coordination &amp; integration of building &amp; site relationships</i>	<b>Criterion met:</b> The proposal maintains the existing development patterns of surrounding developments.	
<i>10) Development layout and intensity</i>	<b>Criterion met:</b> The proposed plans contribute to the orderly development of this site, including proposed uses, setbacks, and density.	
<i>11) Stormwater management</i>	<b>Criterion met:</b> Adequate provision is made for stormwater management for the proposed improvements.	
<i>12) Community benefit</i>	<b>Criterion met:</b> The development text outlines all applicable development requirements for this project.	
<i>13) Design and appearance</i>	<p><b>Criterion met with conditions:</b> The proposal outlines modifications to the sign provisions within the development text and on the preliminary development plan. Based on the proposal, Planning recommends the following modifications as conditions 4-6:</p> <p>4) One of the two proposed signs located along the Parkcenter Circle frontage be eliminated.                      5) The overall height of the canopy sign be limited to 15 feet.                      6) The applicant eliminates the provisions for a tenant sign on the building elevation.</p>	
Conditions 4-6		
<i>14) Development phasing</i>	<b>Criterion met:</b> This is a single phase project.	
<i>15) Adequacy of public services</i>	<b>Criterion met:</b> There are adequate services for the development.	
<i>16) Infrastructure contributions</i>	<b>Criterion met:</b> No contributions are required as part of this proposal.	

<b>Recommendation</b>		<b>Rezoning with Preliminary Development Plan</b>
Approval	In Planning's analysis, this proposal complies with the rezoning/preliminary development plan criteria and the existing development standards within the area. Approval is recommended with conditions.	

## Recommendation

## Rezoning with Preliminary Development Plan

### Conditions

- 1) The development text and plans be modified to require the total inch replacement for the trees (84-97) within the open space regardless of condition, which would require the replacement of 213 inches.
- 2) The removal of the open space and trees and replacement with parking only be accomplished should the applicant determine this is necessary once a tenant(s) is secured and written documentation of need is provided from the tenant.
- 3) The trees planted on site be staggered along the perimeter of the parking areas, to the extent possible to fill in the sparse areas.
- 4) One of the two proposed signs located along the Parkcenter Circle frontage be eliminated.
- 5) The overall height of the canopy sign be limited to 15 feet.
- 6) The applicant eliminate the provisions for a tenant sign on the building elevation.

## REZONING/PRELIMINARY DEVELOPMENT PLAN

The purpose of the PUD process is to encourage imaginative architectural design and proper site planning in a coordinated and comprehensive manner, consistent with accepted land planning, landscape architecture, and engineering principles. The PUD process can consist of up to three basic stages:

- 1) Concept Plan (Staff, Commission, and/or City Council review and comment);
- 2) Zoning Amendment Request (Preliminary Development Plan; Commission recommends and City Council approves/denies); and**
- 3) Final Development Plan (Commission approves/denies).

The general intent of the preliminary development plan (rezoning) stage is to determine the general layout and specific zoning standards that will guide development. The Planning and Zoning Commission must review and make a recommendation on this preliminary development plan (rezoning) request. The application will then be forwarded to City Council for a first reading/introduction and a second reading/public hearing for a final vote. A two-thirds vote of City Council is required to override a negative recommendation by the Commission. If approved, the rezoning will become effective 30 days following the Council vote. Additionally, all portions of the development will require final development plan approval by the Commission prior to construction. In the case of a combined rezoning/preliminary development plan and final development plan, the final development plan is not valid unless the rezoning/preliminary development plan is approved by Council.

### Review Criteria

Section 153.050 of the Zoning Code identifies criteria for the review and approval for a Rezoning/Preliminary Development Plan. In accordance with Section 153.055(A) *Plan Approval Criteria*, Code sets out the following criteria of approval for a preliminary development plan (rezoning):

- 1) The proposed development is consistent with the purpose, intent and applicable standards of the Dublin Zoning Code;
- 2) The proposed development is in conformity with the Community Plan, Thoroughfare Plan, Bikeway Plan and other adopted plans or portions thereof as they may apply and will not unreasonably burden the existing street network;
- 3) The proposed development advances the general welfare of the City and immediate vicinity and will not impede the normal and orderly development and improvement of the surrounding areas;
- 4) The proposed uses are appropriately located in the City so that the use and value of property within and adjacent to the area will be safeguarded;
- 5) Proposed residential development will have sufficient open space areas that meet the objectives of the Community Plan;
- 6) The proposed development respects the unique characteristic of the natural features and protects the natural resources of the site;
- 7) Adequate utilities, access roads, drainage, retention and/or necessary facilities have been or are being provided;

- 8) Adequate measures have been or will be taken to provide ingress and egress designed to minimize traffic congestion on the surrounding public streets and to maximize public safety and to accommodate adequate pedestrian and bike circulation systems so that the proposed development provides for a safe, convenient and non-conflicting circulation system for motorists, bicyclists and pedestrians;
- 9) The relationship of buildings and structures to each other and to such other facilities provides for the coordination and integration of this development within the PD and the larger community and maintains the image of Dublin as a quality community;
- 10) The density, building gross floor area, building heights, setbacks, distances between buildings and structures, yard space, design and layout of open space systems and parking areas, traffic accessibility and other elements having a bearing on the overall acceptability of the development plan's contribution to the orderly development of land within the City;
- 11) Adequate provision is made for storm drainage within and through the site so as to maintain, as far as practicable, usual and normal swales, water courses and drainage areas;
- 12) The design, site arrangement, and anticipated benefits of the proposed development justify any deviation from the standard development regulations included in the Dublin Zoning Code or Subdivision Regulation, and that any such deviations are consistent with the intent of the Planned Development District regulations;
- 13) The proposed building design meets or exceeds the quality of the building designs in the surrounding area and all applicable appearance standards of the City;
- 14) The proposed phasing of development is appropriate for the existing and proposed infrastructure and is sufficiently coordinated among the various phases to ultimately yield the intended overall development;
- 15) The proposed development can be adequately serviced by existing or planned public improvements and not impair the existing public service system for the area; and
- 16) The applicant's contributions to the public infrastructure are consistent with the Thoroughfare Plan and are sufficient to service the new development.