



City of Dublin Planning and Zoning Commission

# Planning Report

Thursday, February 5, 2015

## COTA Park and Ride Relocation Emerald Parkway and Bright Road

### Case Summary

Agenda Item	6
Case Number	15-006Z/CU
Site Location	4030, 4000, 3960 Bright Road Northeast corner of the intersection Emerald Parkway and Bright Road.
Proposal	A <u>rezoning</u> from R-1, Restricted Suburban Residential District to SO, Suburban Office and Institutional District in accordance with the Community Plan. A <u>conditional use</u> to permit the use of the site as a public park and ride.
Request	Review and recommendation of approval to City Council of a rezoning and review and approval of a conditional use under the provisions of Zoning Code Sections 153.234 and 153.236.
Owner	City of Dublin. Dana McDaniel, City Manager
Case Manager	Jennifer M. Rauch, AICP, Senior Planner   (614) 410-4690   jrauch@dublin.oh.us
Planning Recommendation	<u>Recommendation of Approval of Rezoning</u> Based on Planning's analysis, the proposed modification to the Zoning Map to rezone from R-1, Restricted Suburban Residential District to SO, Suburban Office and Institutional District meets the Community Plan. A recommendation of approval to City Council is recommended.  <u>Approval of Conditional Use</u> Based on Planning's analysis, this proposal complies with all applicable review criteria. Approval is recommended with no conditions.



 <p>City of Dublin</p>	<p>15-006Z/CU Rezoning / Conditional Use COTA Park &amp; Ride 4000 Bright Road</p>	<p>0 150 300 Feet</p> 
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<b>Facts</b>	
Site Area	4.9 acres, 3.3 acres affected
Zoning	R-1, Restricted Suburban Residential District
Surrounding Zoning	West and South: R-1, Restricted Suburban Residential District East and North: PUD, Planned Unit Development - NE Quad
Site Features	The site is currently undeveloped and has frontage on both Emerald Parkway and Bright Road. Several single-family homes were demolished on the parcels, as the sites were used for construction staging for the completion of the last section of Emerald Parkway and the new roundabout with Bright Road. Billingsley Creek and the associated floodplain are located along the northern property line. Existing vegetation is located in the northern portion of the site along the creek and along the eastern property line.
Neighborhood Contact	City and COTA representatives held a neighborhood meeting on January 7, 2015 to introduce the proposed COTA park and ride relocation. A summary of the comments and discussion have been included in the packet.
Ordinance 04-15	<p>City Council introduced Ordinance 04-15 on January 5, 2015, regarding the proposed development agreement and real estate exchange for the relocation of the COTA park and ride. The ordinance was tabled at the second reading on January 26, 2015 to await the outcome and review of the Planning and Zoning Commission for the rezoning and conditional use proposals. Council stated the importance of allowing the Planning and Zoning Commission review process to take place prior to making a final decision on the development agreement and real estate exchange.</p> <p>During the hearing, a number of residents outlined their concerns regarding the proposed park and ride at the Bright Road location. These concerns included the approval of the existing Bright Road Area Plan, impacts to the surrounding area, timing of the project, and neighborhood involvement.</p> <p>City Council requested additional information be provided, which include the Bright Road Area Plan history, proposed COTA bus routes and times, and COTA rider location information. This information has been provided in the packet for your reference. Additional information from COTA may be provided prior to the meeting.</p>

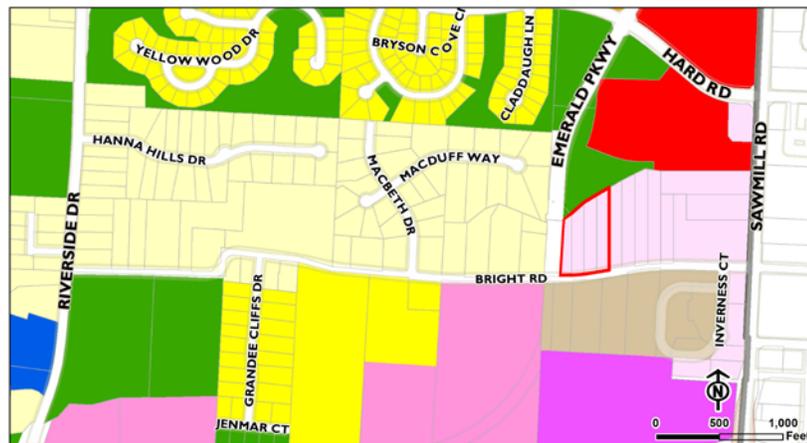
<b>Details</b>	<b>Standard District Rezoning</b>
Process	Code Section 153.232(B)(9) provides the Planning and Zoning Commission with "other powers and duties" which includes making recommendations to City Council for amendments to the Zoning Map, which is the case in any rezoning. The Commission should review the proposal, provide input, and vote on the zoning change. The proposed amendment will be forwarded to City Council for its consideration. The following sections summarize the major components of the proposed Zoning District.

**Details** **Standard District Rezoning**

Plan Overview	The proposal is for a rezoning from R-1, Restricted Suburban Residential District to SO, Suburban Office and Institutional District. The development standards of the district are outlined below. The conditional use review for the proposed park and ride is outlined and reviewed separately.
153.026 (A) Permitted Uses	Permitted uses in the district are administrative and business offices, professional offices, institutions, organizations and associations, and child and adult daycare centers.
153.026 (B) Conditional Uses	Conditional uses include such uses as auto-oriented commercial facilities or outdoor service facilities, educational and research, restaurants, exceptional uses, fitness uses, and public park and rides.
153.026 (C) Development Standards	Code does not require a minimum lot size or width. Required side and rear yard setbacks are 15 feet.

**Community Plan**  
*Future Land Use*

The Future Land Use Map designates this site as Neighborhood Office/Institutional (less than 9,500 SF per acre). This would permit, for example and depending on site design, up to 46,550 square feet of office development for the site, which would require between 187 and 233 parking spaces, depending on the type of office use. The Plan describes this land use classification for sites located adjacent to residential areas where land use transitions or buffers are necessary. Development intensity is limited with low lot coverages, greater setbacks from non-residential uses and extensive landscaping. The equivalent zone district to this classification is SO, Suburban Office and Institutional District.



**Legend**

<b>Future Land Use</b>	Mixed Residential Low Density	General Commercial
<b>LU_Future</b>	Mixed Residential Medium Density	Mixed Use Neighborhood Center
Suburban/Rural Residential	Mixed Residential High Density	Mixed Use Village Center
Suburban Residential Low Density	Neighborhood Office/Institutional	Mixed Use Urban Core
Suburban Residential Medium Density	Standard Office/Institutional	Civic/Public Assembly
Mixed Residential Rural Transition	Premium Office/Institutional	Parks/Open Space
	Flex Office/Research & Development	

**Community Plan**  
*Bright Rd. Area Plan*

This site is included in the Bright Road Area Plan. The main goal of the Area Plan is to build upon and enhance the existing residential character of Bright Road between Riverside Drive and Emerald Parkway while ensuring the preservation of key natural features and historic sites. High quality office development should be

<b>Details</b>	<b>Standard District Rezoning</b>
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	<p>encouraged along Emerald Parkway that focuses on quality architecture and site design that complements the surrounding natural environment and residential neighborhoods. The Area Plan also calls for improved traffic circulation, access and movement and the use of capital improvements as a catalyst for development. The completion of Emerald Parkway provides greater transportation network options to the area. The Area Plan also identifies the preservation of important archaeological and natural features. A significant number of trees and a portion of the Billingsley Creek are located in the northern portion of the site and will need to be preserved to the extent possible.</p>
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<b>Analysis</b>	<b>Standard District Rezoning</b>
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Process	The Zoning Code requires the Planning and Zoning Commission to determine whether the proposed rezoning will generally conform to the Dublin Community Plan and other applicable area plans, integrates in an appropriate and compatible manner with surrounding land uses, and generally adheres to other accepted planning policies and practices. After recommendation by the Planning and Zoning Commission, the rezoning application will be forwarded to City Council for public hearing and final vote. This analysis is separate from any consideration of a specific use.
1) Evaluation based on the Future Land Use designation	<b>Future Land Use met:</b> The proposed rezoning meets the definition of the Future Land Use map designation of Neighborhood Office/Institutional. The SO - Suburban Office and Institutional District is the most compatible zoning district and provides for office and institutional uses.
2) Evaluation based on Area Plan	<b>Area Plan met:</b> The Plan graphic indicates the incorporation of neighborhood office uses on the proposed site, which is compatible with the proposed SO zoning district.

<b>Recommendation</b>	<b>Approval</b>
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Approval	The proposed modification to the Zoning Map to rezone from R-1, Restricted Suburban Residential District to SO, Suburban Office and Institutional District meets the Community Plan. Planning recommends the Planning and Zoning Commission recommend approval of this rezoning to City Council.
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<b>Details</b>	<b>Conditional Use</b>
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Plan Overview	The proposal includes a COTA park and ride with 169 parking spaces, a 48-square-foot bus shelter, and associated site improvements.
Site Layout	The proposed COTA park and ride relocation is located at the northeast corner of the Emerald Parkway and Bright Road roundabout. The site includes two access points on Emerald Parkway and Bright Road, respectively. The internal site circulation provides a separated bus lane for passenger drop-off and pick-up that runs parallel to the Emerald Parkway and Bright Road frontages. The 169 parking spaces are located to the north and east of the bus lane. A proposed stormwater management pond is located at the northeastern corner of the site, adjacent to the creek.

Details	Conditional Use												
Setbacks	<p>The front yard setbacks for buildings are based on the width of the rights-of-way and measured from the center line of the road. The required building setback along Bright Road is 133 feet and along Emerald Parkway is 201 feet. The proposed plans show the bus shelter located within the building setback along Emerald Parkway. The conditional use process (Section 153.236 (C)(2)) permits the Commission to approve this encroachment with the conditional use.</p> <p>Code permits parking to encroach into the required building setback by 40%, which is shown at 66 feet along Bright Road and 80 feet along Emerald Parkway, which while labeled incorrectly, meet the requirements. Code required side (east) and rear (north) yard setbacks are 15 feet, which are met.</p>												
Shelter	<p>Code permits one passenger shelter not to exceed 50 square feet, designed to be harmonious with the architectural character of the surrounding area. The proposed shelter is shown at 48 square feet and is a detailed black metal and glass shelter located on the west side of the bus lane along Emerald Parkway.</p>												
Landscaping and Stormwater	<p>The site complies with Code required landscape provisions (Section 153.130). Landscaping includes the required perimeter buffering and interior landscaping for vehicular use areas. Mounding (42 inches tall) and landscaping (1 tree per 30 feet) are provided along the Emerald Parkway and Bright Road frontages to screen the parking area and bus drive aisle. Evergreen shrubs (3-foot tall) and trees (1 tree per 30 feet) are shown along the northern and eastern edges of the parking area to meet Code. Code required landscape areas (3,865 square feet) and trees (16) are provided within the parking lot landscape islands. There will be 76 trees (1,195 inches) removed and the applicant has worked with staff to maximize the replacement on-site. A retention pond is located at the northeastern portion of the site. Stormwater management requirements have been met for the site.</p>												
Sign	<p>Code requires ground signs to be set back 8 feet from the right-of-way. The plans indicate one proposed ground sign at the right-of-way line in southwest portion of the site adjacent to the roundabout. Given the significant depth of the rights-of-way for this site and the existing utilities with the vicinity of the proposed sign, Planning recommends the sign be permitted in the proposed location and reviewed as part of the conditional use review as permitted by Section 153.236 (C)(2).</p>												
Parking and Lighting	<p>The proposed plans show 169 parking spaces, which meet the Code required dimensions (9 feet x 19 feet). The site includes internal parking lot lighting, which include 20-foot tall poles located throughout the parking lot. The site will be required to meet the lighting provisions of the Zoning Code (Section 153.206 (A)) as part of the building permit process.</p>												
Traffic	<p>A traffic study has been accepted by Engineering. Expected traffic generation is as follows.</p> <table border="1" data-bbox="472 1692 1468 1787"> <thead> <tr> <th>Time Period</th> <th>Entering Trips</th> <th>Exiting Trips</th> <th>Total Trips</th> </tr> </thead> <tbody> <tr> <td>Weekday AM Peak</td> <td>85</td> <td>23</td> <td>108</td> </tr> <tr> <td>Weekday PM Peak</td> <td>27</td> <td>80</td> <td>107</td> </tr> </tbody> </table> <p>Although not part of the traffic study, some comparison numbers are appropriate. A regular office building of approximately 46,500 square feet would be within the</p>	Time Period	Entering Trips	Exiting Trips	Total Trips	Weekday AM Peak	85	23	108	Weekday PM Peak	27	80	107
Time Period	Entering Trips	Exiting Trips	Total Trips										
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Details	Conditional Use
	permitted Community Plan density anticipated for this site. According to the Institute of Transportation Engineers, <i>Trip Generation Manual</i> , this use would generate approximately 130 trips in the evening peak hour, or roughly 700 for the day as traffic activity could be expected from visitors, employees leaving for appointments or lunch, or other reasons. This would not apply to the park and ride use as all activity takes place at specific periods of the morning and evening.

Analysis	Conditional Use
<i>Process</i>	Section 153.236 of the Zoning Code identifies criteria for the review and approval of a conditional use (full text of criteria at the end of this report).
1) <i>Harmonious with the Zoning Code and/or Community Plan.</i>	<b>Criterion met:</b> This proposal is consistent with the requirements of the Zoning Code and the Community Plan but requires a rezoning to SO. If approved, the conditional use would not be effective until the completion of the rezoning by City Council.
2) <i>Complies with applicable standards.</i>	<b>Criterion met:</b> This proposal is consistent with the specific requirements of the SO District of the Zoning Code, with the exception of the shelter and sign locations. Planning recommends approval of both deviations as part of the conditional use review (Section 153.236 (C)(2)).
3) <i>Harmonious with existing or intended character in vicinity.</i>	<b>Criterion met:</b> The proposed use will not alter the essential character of the area. The proposed COTA park and ride site is set back significantly from the street with substantial landscaping and mounding to screen the use. Lighting fixtures and levels are managed through the Zoning Code. The operation of the use is concentrated primarily in the morning and early evening, with little to no activity during the day or weekends.
4) <i>Will not have a hazardous or negative impact on surrounding uses.</i>	<b>Criterion met conditions:</b> Proposed operations will not have an adverse effect on surrounding uses. Lighting is managed through the Zoning Code. Nearby uses are sufficiently separated from this site. Activity will be limited generally to daylight and early morning/evening during bus route operating hours. Traffic is generally less than that which would be expected with an office use, and much less intrusive than could be permitted by a sit down or drive through restaurant use (also allowed by conditional use approval).
5) <i>Will provide adequate services and facilities.</i>	<b>Criterion met:</b> Nearby streets are sufficient to accommodate expected traffic movements. The submitted traffic study demonstrates that the access points to the park and ride operate at an acceptable level of service (C). The operator (COTA) has indicated that this facility meets their needs for location and size.
6) <i>Will not harm the economic welfare.</i>	<b>Criterion met:</b> This proposed use contributes positively to the economic climate of the city by providing an additional community amenity and supporting the goal of reducing peak hour vehicular traffic.
7) <i>Create no use or characteristic that is detrimental to the surrounding uses.</i>	<b>Criterion met:</b> The use will not be detrimental to the surrounding area. The proposed park and ride facility will serve an amenity for the area and future office development.

Analysis	Conditional Use
8) <i>Vehicular circulation will not interfere with existing circulation.</i>	<b>Criterion met:</b> Site circulation and stacking are accommodated on site. Nearby streets are sufficient to accommodate expected traffic movements. Access to the site is separated from the beginning of the roundabout area and has been approved by Engineering.
9) <i>Not detrimental to property values in the vicinity.</i>	<b>Criterion met:</b> This proposal will not be detrimental to property values. All site facilities are well set back from the surrounding streets and adjacent properties. The use will generally have fewer and less effects than what might be anticipated by an office development or other uses that could be approved.
10) <i>Will not impede the development or improvement of surrounding properties.</i>	<b>Criterion met:</b> This proposal uses are contained on site and will not impede development or improvement to the surrounding properties. Office and other related uses may be anticipated on adjacent properties to the east as the Community Plan shows these properties as Neighborhood Office.

Recommendation	Conditional Use
Approval	Planning recommends approval of the proposal with the alteration of the shelter location and the sign location, as it complies with the conditional use review criteria of Section 153.236(C).

## CONDITIONAL USE REVIEW CRITERIA

Section 153.236(C) sets out criteria for the review and approval of a Conditional Use.

- (C) Action by the Planning Commission. The Planning and Zoning Commission shall hold a public hearing and shall not approve a conditional use unless it finds that such use at the proposed location meets all of the following requirements:
- 1) The proposed use will be harmonious with and in accordance with the general objectives, or with any specific objective or purpose of the Zoning Code and/or Community Plan.
  - 2) The proposed use will comply with all applicable development standards, except as specifically altered in the approved conditional use.
  - 3) The proposed use will be harmonious with the existing or intended character of the general vicinity and that such use will not change the essential character of the same area.
  - 4) The use will not be hazardous to or have a negative impact on existing or future surrounding uses.
  - 5) The area and proposed use(s) will be adequately served by essential public facilities and services such as highways, streets, police, and fire protection, drainage structures, refuse disposal, water and sewers, and schools; or that the persons or agencies responsible for the establishment of the proposed use shall be able to provide adequately any such services.
  - 6) The proposed use will not be detrimental to the economic welfare of the community.
  - 7) The proposed use will not involve uses, activities, processes, materials, equipment and conditions of operations, including, but not limited to, hours of operation, that will be detrimental to any persons, property, or the general welfare by reason of excessive production of traffic, noise, smoke, fumes, glare, odor or other characteristic not comparable to the uses permitted in the base zoning district.
  - 8) Vehicular approaches to the property shall be so designed as not to create interference with traffic on surrounding public and/or private streets or roads.
  - 9) The proposed use will not be detrimental to property values in the immediate vicinity.
  - 10) The proposed use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.