

17-093ADM DUBLIN CORPORATE AREA PLAN

Reviewing Board
Planning and Zoning Commission

Site Location
West Bridge Street to the north, Emerald Parkway to the west, Frantz Road to the east, and Tuttle Crossing Boulevard to the south. The planning area is approximately 987 acres.

Proposal
Amendment to the Community Plan - Dublin Corporate Area Plan

Zoning
BSD - Commercial, CC, OLR, PUDs, SO, Tech Flex

Applicant
City of Dublin
Dana L. McDaniel, City Manager

Representative
Vincent A. Papsidero, FAICP, Planning Director
Devayani Puranik, Senior Planner

Applicable Land Use Regulations
Zoning Code Section 153.234

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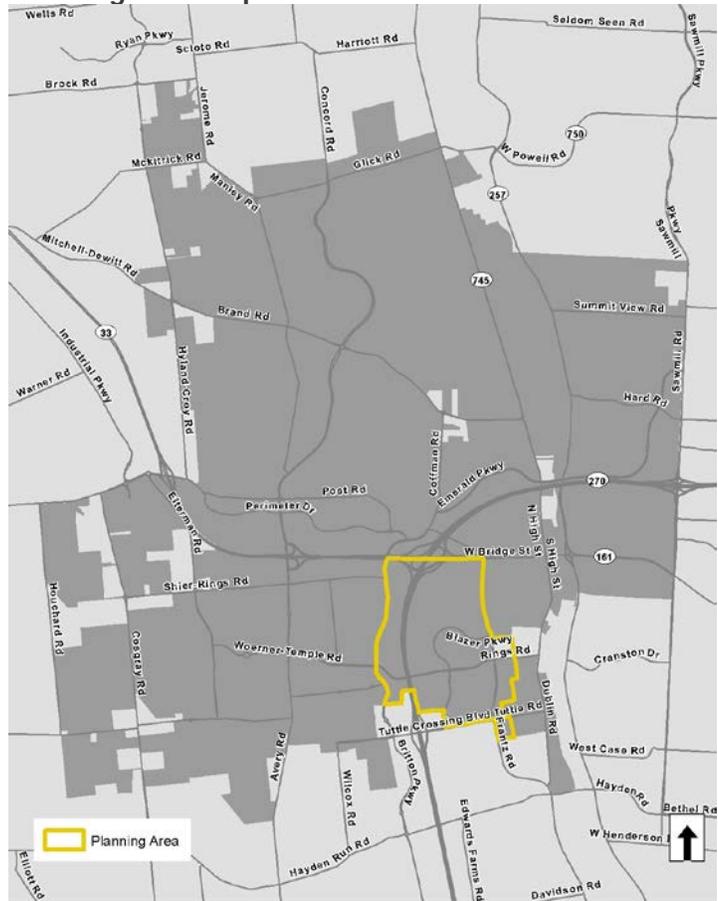
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Case Managers
Devayani Puranik, Senior Planner
(614) 410-4662
dpuanik@dublin.oh.us

Summary

An amendment to the City of Dublin Community Plan to include the Dublin Corporate Area Plan as a Special Area Plan. The plan proposes future land use recommendations for Dublin’s legacy office areas including Metro, Blazer, and Emerald Districts. This area is a key portion of the City’s Business Districts within the center of the City.

Planning Area Map



Next Steps

Upon a recommendation by the Planning and Zoning Commission, the plan will be forwarded to City Council for final approval as an Ordinance.

1. Context Map

The planning area consists of 987 acres located east of Emerald Parkway, South of SR 161, west of Frantz Road, and north of City of Dublin corporate boundary.



 City of Dublin	17-093ADM Introduction Dublin Corporate Area Plan	0 500 1,000 Feet 
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2. Overview

A. Summary

An amendment to the City of Dublin Community Plan to include the Dublin Corporate Area Plan as a Special Area Plan. The plan proposes future land use recommendations for Dublin's legacy office areas including Metro, Blazer, and Emerald Districts. This area is a key portion of the City's Business Districts within the center of the City.

B. Background

The Dublin Corporate Area was initiated to revitalize Dublin's legacy office campuses developed during the 1970s to 1990s. The planning process began with Phase I in 2015 with the focus on parking expansion strategies for legacy office sites followed by Phase II as the Dublin Corporate Area Plan.

Input was gathered from the stakeholders (businesses, residents, employees) throughout the planning process at a series of Open Houses and neighborhood meetings for the draft of the Plan. The Plan was also presented to City Council at a work session and to the Planning and Zoning Commission for feedback.

The Plan is currently in "Adoption" phase of the process. The final draft of the Plan was introduced to Planning and Zoning Commission on May 17, 2018. The summary of the process and input for all public meetings is listed under section "Details" on page 5. Upon recommendation by the Planning and Zoning Commission, the Plan will be presented to City Council for review and adoption.

C. Plan Summary

1) Regional Context

The Dublin Corporate Area is characterized by typical suburban office campuses developed during the 1970s to 1990s. The planning area boundary includes West Bridge Street to the north, Emerald Parkway to the west, Frantz Road to the east, and Tuttle Crossing Boulevard and the City of Dublin corporate boundary to the south. The planning area is 987 acres in size. General characteristics of the planning area include:

- Large-scale corporate office development
- Highway-oriented "legacy" office campus sites
- Segregated land uses
- Auto-oriented site design
- Limited roadway connectivity
- Limited public use open space

2) Purpose of the Plan

The City of Dublin's office space has been considered some of the best in central Ohio for the past 40 years. Like many suburbs, Dublin fostered a Class A office model offering freeway visibility, easy automotive access, an abundance of free parking, and idyllic office "parks" with manicured landscaping and large storm water ponds. As these office parks have aged, this development model has an increasingly difficult time competing with office space in more vibrant, amenity-rich environments.

In addition, several major changes have occurred nationally over the past decade that presents challenges to the standard suburban office model. This includes both the

quantity and quality of the office experience. The first is a shift in the perceived and actual parking demand for certain users that now utilize a much higher employee-per-square-foot ratio than when parking ratios were first developed.

The second is the need to have nearby retail convenience services, entertainment options, and other amenities that support the office workforce, as well as nearby resident neighborhoods. National studies show that today's employees expect to be able to walk to lunch, fitness centers, and other services from their workplaces. At the same time, integrated housing options within office parks has become a growing trend around the United States to help create a true mixed use, walkable environment that attracts a young, professional workforce and sustains businesses. The challenge for older office parks is retrofitting these uses in aging single-use built environment and to include new transportation options that support walking, biking and transit connectivity.

The Dublin Corporate Area Plan builds upon Dublin's Legacy Office Competitiveness Study that focused on the Metro Center development and the businesses along Frantz Road and Blazer Parkway. This first phase addressed specific physical issues, including parking ratios, perimeter and interior landscaping, and providing short term solutions to challenges that inhibit regional competitiveness. This phase was completed in 2016.

Phase II of this multi-year initiative is the Dublin Corporate Area Plan. It seeks to improve the competitiveness of the City's first office parks through updated land use and design policies, with proposals for a new zoning category and approval process in order to attract new private investment and redevelopment that benefits the entire community. This is a 30- to 50-year vision.

The project has been a collaborative effort between the divisions of Planning and Economic Development, and the consultant team of POD design, Sidestreet Planning, and DDA advisors.

3) Goals of the Plan

The following goal statements serve as the policy foundation for the Dublin Corporate Area Plan.

- Reposition the "legacy" office sites for success by encouraging new investment, as well as reinvestment in existing buildings.
- Create a walkable, mixed use environment with the commensurate amenities, while recommending places for infill and new development.
- Identify under-served markets and the related opportunities for attracting new private investment.
- Establish a strategy to "refresh" the Frantz Road streetscape that better reflects the gateway nature of this important corridor.
- Recommend mechanisms to ensure additional development along Frantz Road does not adversely impact neighborhoods to the east.
- Recommend zoning tools to ensure successful implementation of the vision and plan recommendations, while providing new zoning protections for adjacent neighborhoods.
- Introduce consistent and compatible architectural and site design guidelines for the entire district.

D. Details

1) Process and Input

The planning process asked broad questions that focused on the needs of local businesses and residential communities. The engagement process is summarized below.

Phase I: Legacy Office Competiveness Study

Business Community Outreach Workshop – December 1, 2015

Phase I culminated in a workshop focused on property owners and brokers representing the study area, as well as company representatives working within the study area. Key feedback included the need for more amenities for office workers, updates to the appearance of the sites and adjacent roadway corridors, more efficient parking and parking ratios, and strategies for more aggressive redevelopment of the area.

Phase II: Dublin Corporate Area Plan

Public Workshop I and web-based survey – August 31, 2016

Phase II began with a public workshop for gathering input from all stakeholders including residents, employees and property owners. Key feedback included the desire for restaurants and retail amenities, and an interest in open space and walkability. The input informed the drafting of development concepts that were presented at the next workshop.

Public Workshop II and web-based survey – November 1, 2016

The second public workshop focused on gathering input on specific development concepts. It was publicized to a range of stakeholders, including nearby residents. The feedback from attendees included support for a mix of uses and the redevelopment of Frantz Road corridor. Input also included the desire to redevelop/refresh existing office areas and continued interest in pedestrian access improvements. The input served as a basis for finalizing the concepts and drafting the plan policies and development standards.

Open House – August 2, 2017

Stakeholders and members of the public were invited to review the draft plan in an open house setting to encourage discussions regarding the specific recommendations. Input was used to draft revisions to the plan, including height and density standards, design guidelines and implementation policies.

Llewelyn Farms and Waterford Village Meeting – August 11, 2017

Staff met with neighborhood representatives from Llewelyn Farms and Waterford Village at a resident's home to discuss their concerns regarding adjacency of the proposed Mixed Use Regional land use designation in relation to the existing residential neighborhoods. This meeting included a walking tour guided by the residents. Input was used to draft revisions to the plan.

City Council Work Session – October 16, 2017

Staff presented a complete draft of the plan at a special City Council work session. The neighborhood representatives from Llewelyn Farms and Waterford Village provided

additional input regarding their concerns for the proposed Mixed Use Regional land use designation and its impact on existing residential neighborhoods. Input was used to draft revisions to the plan.

Open House – January 17, 2018

The focus of this final open house was the provisions of the draft plan that were updated in response to the October 16th work session. Approximately 70 people attended. Neighborhood representatives from Llewellyn Farms and Waterford Village shared their concerns regarding proposed “restaurant” uses east of Frantz Road and clarification for proposed land uses for Site 10 and Site 11 in the draft plan (page 35). The draft has since been updated in response to the concerns. In particular, “bars” were excluded from recommended land use descriptions (which reflects the original intent of the recommendations, though not to this level of specificity).

Neighborhood Meeting – April 4, 2018

On April 4, 2018, Planning staff hosted a neighborhood meeting with representatives from Llewellyn Farms, Waterford Village, and Mid-Century Modern neighborhoods to discuss their concerns regarding the Dublin Corporate Area Plan. Approximately 18 residents attended the meeting held at the Dublin Chamber of Commerce. The focus of this meeting with residents was two-fold: first, to address pending concerns identified in a February 17, 2018 letter addressed to the Planning and Zoning Commission by the Llewellyn Farms HOA and second, to reach a consensus on next steps for the Dublin Corporate Area Plan planning process for review by Planning and Zoning Commission and review and adoption by City Council.

The general discussion among attendees resulted in support for proceeding with the plan in its current draft form without changes. Residents expressed clear support of the proposed comprehensive rezoning of the planning area as conceived in the plan, as first step of implementation upon adoption (this process would address a majority of the residents’ concerns). It was noted that the rezoning project would be a long term and intensive process of engaging all commercial property owners in the 990 acres, as well as adjacent neighborhoods.

The meeting concluded with a group consensus in support of moving forward with the final review and adoption of the Dublin Corporate Area Plan by City Council in its entirety. (Refer to attached “Staff Memo Neighborhood Meeting Summary”)

Planning and Zoning Commission Introduction – May 17, 2018

The Commission members supported the Plan in concept and had additional questions and comments on particular detail items that will be addressed further in the zoning code and rezoning process.

One of the design item discussed was the recommendation of 30-foot setbacks along Frantz Road. The purpose of the Plan recommendation for setbacks is to activate the streetscape by placement of the buildings closer to the street, however, the recommended setbacks are from right-of-way and will provide usable green spaces along Frantz Road in addition to the existing tree lawn, trees, and shared use paths. The landscaping and open spaces are key design items recommended in the Plan. The idea is to reconfigure these areas for more usable, sustainable, and integrated green and

open spaces throughout the District. The Commission members added that the open spaces should be integrated and exceptionally designed with public access as new projects are evaluated. Commission members also suggested providing additional bike infrastructure (dedicated bike lane) on Frantz Road as new development occurs. Planning staff will follow up with Engineering to assess dedicated bike lane on Frantz Road, however, it will require further feasibility study.

The Commission members supported introducing secondary residential uses within the District. However, the design and integration of residential development will be an important criteria for review.

The Commission members had additional questions regarding the zoning code format (form based or traditional zoning code) and approval process for the new District. The new District will be modeled after the West Innovation District.

A small number of residents spoke in support of the Plan and expressed their interest to stay involved in the zoning code process to address their specific concerns.

2) Plan Contents

The plan includes the following elements: Project Overview, Existing Conditions, Public Input, Market Analysis, Land Use Recommendations, Development Concepts, Frantz Road Corridor, Implementation, and Development and Design Guidelines.

Future Land Use Recommendations

The future land use designation is Mixed Use Regional Center, which is a broad designation that provides for policy flexibility at the parcel level consistent with the regional nature of the planning area. Mixed Use Regional districts are intended to provide concentrated areas of high-quality employment facilities, integrated with or adjacent to complementary retail and commercial uses, as well as supporting residential and recreational uses. These districts provide opportunities to introduce amenities into a walkable environment for office workers, visitors, and nearby residents.



Planning Area	Flex Office/Research & Development	MUR-2 Tuttle/Rings (North)
City of Dublin Corp Line	Mixed Use Urban Core	MUR-2 Tuttle/Rings (South)
	MUR-1 Metro/Blazer	MUR-3 Emerald
		MUR-4 Llewellyn Farms Office

The planning area is divided into sub-districts that provide increasingly detailed development policies for the sub-district as a whole. The sub-districts are: MUR-1 (Metro/Blazer), MUR-2 (Tuttle/Rings North and South), MUR-3 (Emerald), and MUR-4 (Llewellyn Farms Office District).

Also, the plan continues to support the existing Bridge Street District classifications for areas along Upper Metro Place and the Technology Flex District areas along Emerald Parkway.

Recommendations for undeveloped sites

Site specific land use recommendations are provided for undeveloped sites within the planning area (Page 33). In terms of revisions since the final open house, the following is noted:

- The updated draft includes additional recommendations for Site 2, consolidated parcels to create a larger Site 4 (Ashland Chemical) and minor edits for remaining sites.
- Site 10 and Site 11 are within a new MUR-4 Sub-District.
- Recommendations for Site 10 (currently outside of City's jurisdiction) include neighborhood-scale commercial uses that front Frantz Road and preclude restaurants and bars. The remainder of the site is recommended for single-family residential uses.
- The land use recommendation for Site 11 is exclusively office uses, limited to maximum 2 stories. The Stream Corridor Protection Zone puts additional constraints for development for Site 11.

The plan provides additional guidance for augmenting buffers between existing residential neighborhoods and new or infill development. The plan also provides detailed design guidelines, in particular, a building height map in response to neighborhood concerns regarding the height of future development. This concern was especially an issue along the Frantz Road corridor (Page 32).

Development Concepts

Targeted areas of redevelopment are included to introduce needed amenities and set the framework for the transition of the district at a conceptual level. There are two key areas detailed as near-term opportunities along Frantz Road: the Rings Road Area and Metro Center.

Based on the results of the market analysis and public input, the concepts reflect real-world scenarios for strategic development. These reflect market demand forecasts, as well as desired aspirations of local workers and local residents that were expressed at the various public meetings and open houses. In particular, the focus of all conceptual scenarios is a mixed use, walkable community with neighborhood amenities.

Other Recommendations

The plan provides additional recommendations to improve vehicular, pedestrian and bicycle connectivity and sustainability for site design, building design, and active transportation elements.

Frantz Road Corridor

The plan includes streetscape improvement guidelines for Frantz Road in response to Council direction. These improvements will promote revitalization in the corridor through refreshed landscape aesthetics and better pedestrian and bike connections. Detailed design of this project is included in the CIP.

Implementation

The plan provides implementation guidelines and outlines a framework to reposition this area for another period of success, realizing that long-term changes to the planning area will likely be more comprehensive in scope.

Development and Design Guidelines

In order to support redevelopment of existing sites, the plan provides basic design guidelines to ensure this happens in a cohesive and consolidated manner. Updates to the Future Land Use Plan and elements of the Zoning Code will create specific design standards, however, the plan provides supplemental design guidelines for elements such as site development, building materials, site access, parking, active transportation, open space, landscaping, and signs.

3. Criteria Analysis

The Zoning Code does not provide for specific review standards for land use policy amendments. However, there are certain considerations that are appropriate when considering an application for these amendments. These are provided below, along with relevant analysis.

1) Compatibility with Applicable Land Use Policies

The Dublin Corporate Area Plan was initiated for several purposes including ensuring the legacy office inventory remains competitive in the regional market, providing amenities to support the workforce and residents, fostering a district that is self-sustaining and collaborative, and growing a business community to provide a healthy economic base for the community. The Dublin Corporate Area Plan uses these principles as part of the goals and strategies while taking into consideration the needs of the new workforce and existing residents. The Dublin Corporate Area Plan update meets these intended policies of the City and provides opportunities for revitalization of the area.

4. Recommendation

The proposed Dublin Corporate Area Plan is consistent with the applicable review criteria and promotes the objectives of the City of Dublin. Approval is recommended to City Council of the Dublin Corporate Area Plan.