



## PLANNING REPORT

# Planning & Zoning Commission

Thursday, April 18, 2024

## IRISH VILLAGE 24-046INF

<https://dublinohiousa.gov/pzc/24-046/>

### Case Summary

Address	5735 and 5745 Avery Road & PID: 274-000032
Proposal	Mixed-use development on three parcels totalling ±11.86 acres.
Request	Request for Informal Review and non-binding feedback on a future development application.
Zoning	R1 – Restricted Suburban Residential District TF – Technology Flex District
Planning Recommendation	Consideration of the discussion questions.
Next Steps	Upon receiving feedback from the Planning and Zoning Commission, the applicant may incorporate the feedback and submit a Concept Plan for formal review.
Applicant	Greg Chillog, The EDGE Group
Case Manager	Bassem Bitar, AICP, Deputy Director of Planning <a href="mailto:bbitar@dublin.oh.us">bbitar@dublin.oh.us</a> (614) 410-4635

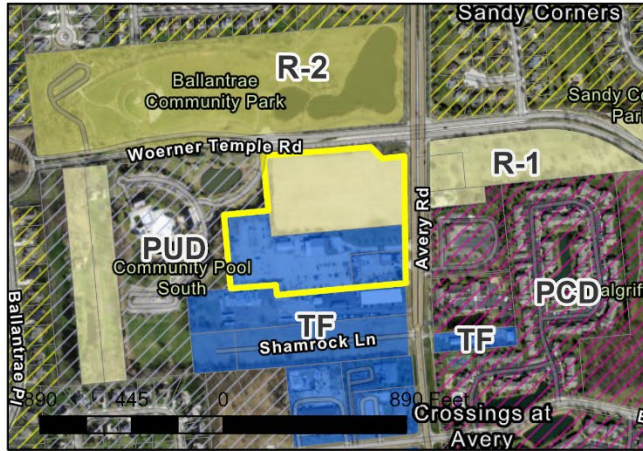
Site Location Map

24-046INF | Irish Village



Site Features

- 1 Vacant Parcel
- 2 Existing Curb Cuts
- 3 Pool Access
- 4 Existing Industrial Uses



## 1. Background

### Site Summary

The site consists of three parcels located southwest of the intersection of Avery and Woerner Temple Roads. It has 686 feet of roadway frontage along Woerner Temple Road and 619 feet along Avery Road. The northern parcel is 5.85 acres in area and remains undeveloped. The parcel at 5745 Avery Road encompasses 5.04 acres and is used for industrial purposes. It is accessed through a curb cut along Avery Road and is developed with two warehouse structures that were built in 1987 according to the Franklin County Auditor data. The 0.98-acre parcel at 5735 Avery Road houses a landscape business with a commercial structure built in 1960 and accessed by a curb cut along Avery Road.

The undeveloped parcel is zoned R-1, Restricted Suburban Residential District. Permitted uses within this district include single-family dwelling structures, home occupations, public and private schools, parks, Type B childcare, and accessory child and adult daycare. The southern two parcels are both zoned TF, Technology Flex District, which permits a variety of industrial, office, commercial, and civic uses.

The site is bordered by the Dublin Community Pool South to the west, and a logistics operation to the south. Ballantrae Community Park is located across Woerner Temple Road to the north. Balgriffin Park, a single-family residence and a carwash are located across Avery Road to the east.

The applicant held two meetings with representatives of the Ballantrae Community Association to discuss the proposed project. The first meeting took place on December 18, 2023, during which Association representatives expressed a desire to see the area developed into walkable/bikeable retail that would be attractive to their residents and reflect the character of Ballantrae. They also indicated a preference for limiting access along Woerner Temple Road and keeping the level of traffic on that road as close to its current levels as possible. The importance of maintaining Woerner Temple Road's park-like feel was also noted, with a desire for heavy landscaping, patio seating, or similar pedestrian/bicyclist-oriented features. Ballantrae representatives expressed a preference for excluding housing from the development, but noted that, if housing was needed to make the project viable, the preference would be for owner-occupied low density condominiums.

After consideration of the Association comments, the applicant prepared four different development alternatives similar to the ones discussed below. These were shared with the Association representatives during the second meeting, which took place on February 12, 2024. There was general support for Alternative C, especially its focus on neighborhood retail and exclusion of auto-oriented uses. Concern was expressed about the height, and some use options for a proposed mixed-use building along Woerner Temple Road, and there was a mixed reaction to proposed multi-family apartments on the southern half of the project site.

### Development History

*June 2011*

City Council Approved a Rezoning for the sites at 5735 and 5745 Avery Road to TF – Technology Flex District via Ordinance 34-11.

*May 2011*

The Planning and Zoning Commission (PZC) reviewed and recommended to City Council approval of a Rezoning for the sites at 5735 and 5745 Avery Road to TF – Technology Flex District (Case #10-074).

*October 1990*

City Council accepted an Annexation of approximately 733 acres, including the properties on this site, into the City of Dublin via Ordinance 89-90.

**Process**

Development of a site is generally a three-step process with an optional Informal Review (INF) step prior to PZC review of formal development applications. An INF gives the Commission the opportunity to provide the applicant with non-binding feedback on a development concept. Following an INF, the applicant may submit a Concept Plan (CP) for formal review.

- 0) *Informal Review (INF)*
- 1) Concept Plan (CP)
- 2) Preliminary Development Plan (PDP)/Rezoning
- 3) Final Development Plan (FDP)

## 2. City Plans and Policies

### Community Plan

<http://communityplan.dublinohiousa.gov/>

The Community Plan is a key policy document adopted by City Council to guide decision-making for the future of Dublin's natural and built environments. When a rezoning is under consideration it is important to consider the Community Plan recommendations. The Community Plan includes Future Land Use recommendations, Special Area Plans, and the Thoroughfare Plan. Details that are contemplated within the Community Plan include the appropriate location, density and intensity of residential and commercial uses; the general alignment, character and connectivity of roadways; and the general recommendations for parks and open space.

The policies and recommendations established within the Community Plan, which is adopted by City Council, are implemented over time, typically through rezonings and subsequent construction of public improvements by either the City or a developer. Recommendations within the Community Plan are based on careful consideration of existing conditions, future development scenarios including potential impacts on infrastructure, roadway, and critically the continued fiscal health of the City. Dublin's ability to maintain a high-quality of services and quality of life depends on a careful review of development proposals for conformance with the Community Plan.

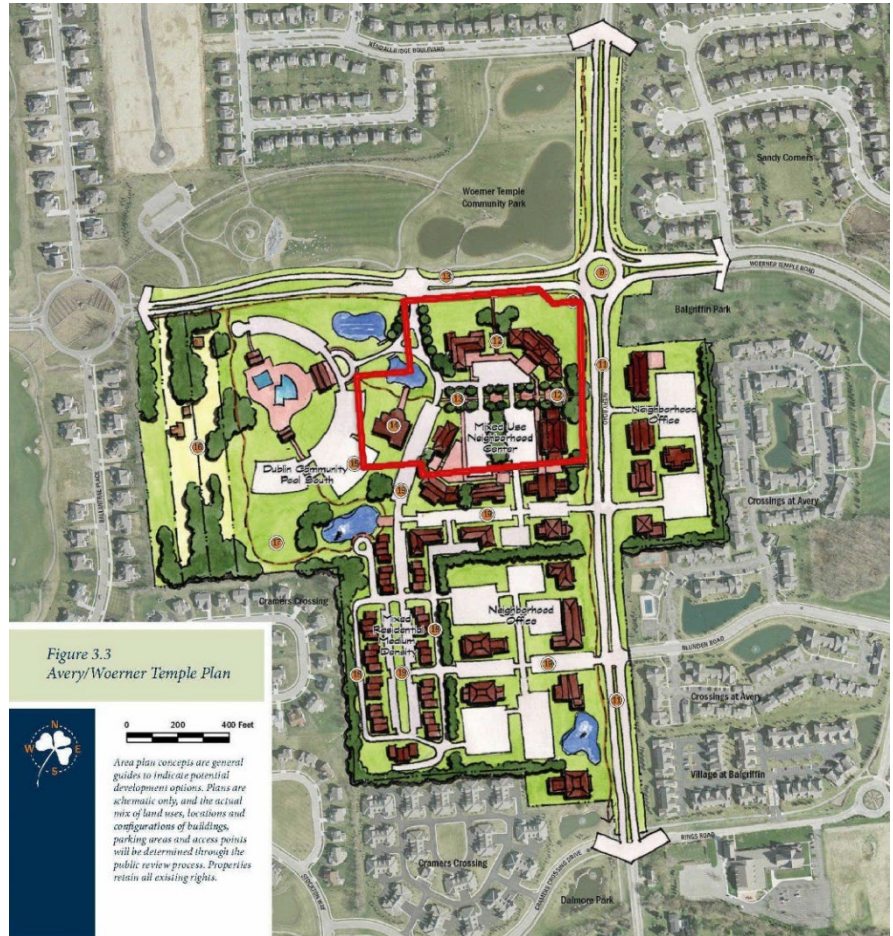
### *Avery Road Corridor Plan*

The parcels included in this proposal are part of the Avery Road Corridor Plan, which envisions a mixed-use neighborhood center for the entirety of the proposed development site. Such centers exclude auto-oriented uses, instead focusing on pedestrian-oriented retail uses and personal services for the convenience nearby or integrated residential neighborhoods.

The plan also envisions neighborhood office and limited medium density mixed residential uses on the parcels to the south of the proposed project site.

The recommendations in the plan include the

utilization of pedestrian spaces, patios, and plazas within the neighborhood center, and a 100-foot setback along Avery Road to provide a green view/corridor into the park areas to the north.



### *Future Land Use Plan*

The Future Land Use (FLU) recommendation for the site is Mixed Use Neighborhood Center, mirroring the designation in the Avery Road Corridor Plan. As noted above, these centers are intended to provide daily retail uses and personal services for the convenience of neighborhoods in which they are located. Building heights generally range from one to two stories, consistent with surrounding residential development. These centers may also draw from surrounding residential neighborhoods within a reasonably short distance. Such sites include a target of 60,000 square feet of gross leasable area for non-residential uses. Integrated residential uses are highly encouraged, and neighborhood centers should be integrated to coordinate with surrounding Low and Medium Density Mixed Residential uses to provide support and pedestrian activity.

### *Thoroughfare Plan*

The Thoroughfare Plan is a section of the Community Plan that identifies future thoroughfare connections and provides recommendations for future right-of-way based on number of lanes, pedestrian and bicycle facilities, median, and other needed streetscape components. Avery Road

is classified as a four lane divided Major Arterial with separated bicycle/pedestrian facilities, categorized as traditional Dublin character, while Woerner-Temple Road is classified as Collector Street with a rural character. Both roadway footprints have been built in accordance with those classifications.

### **Interim Land Use Principles**

As Envision Dublin, the City's Community Plan update, is developed, City Council has adopted Interim Land Use Principles to guide development during this transition. The goal was to provide a clear policy document to supplement adopted plans and accepted planning practices in the interim. These principles are to be utilized in a similar fashion to the recommendations of the Community Plan, as both are guiding policies and principles for the City. These policies were not established to supersede Zoning Code requirements. At the current level of detail, the proposal appears to be consistent with those principles.

## **3. Project**

The applicant is proposing a mixed-use development encompassing the approximately 12 acre site. As noted below, four alternative land use schemes are included in the application materials (A through D), but only Alternative C is illustrated, and the main focus of the review based on feedback the applicant has received after meetings with Ballantrae Community Association representatives. A brief overview of the three other alternatives is included below.

### *Alternative A*

This contemplates village retail in the northeast quadrant; anchor retail (ex. fuel, convenience store, grocery) in the southeast quadrant; retail/office/tech flex in the northwest quadrant; and office/tech flex in the southwest quadrant. Rezoning all parcels to PD would be required.

### *Alternative B*

This includes village retail in the northeast quadrant; an auto-oriented outparcel in the southeast quadrant; and office/tech flex/multi-family in the northwest and southwest quadrants. Rezoning to PD would be required.

### *Alternative D*

This envisions the entire site accommodating uses permitted within the TF, Technology Flex District, including a variety of commercial, office, institutional, civic, and industrial uses. Rezoning of the northern parcel to TF would be required.

Alternative C envisions neighborhood retail uses in the northeast quadrant of the site, consisting of 1½-2 story buildings with a cumulative square footage of 25,000-30,000. The northwest quadrant would be developed with two buildings: a 2-3 story structure with residential over



commercial uses; and a 1-3 story building housing a community amenity on the first floor with residential and/or office uses above. All buildings within the two quadrants would line the adjacent streets and shared parking would be located within the interior of the site. While the building setbacks are not listed, it is unlikely that the 100-foot setback along Avery Road as noted in the Community Plan would be met.

The southern half of the proposal shows eleven 2-3-story multi-family residential structures with a total of 175-200 units. While each building would contain multiple units, the applicant has indicated that it would be designed to resemble a large house as shown in the provided character images. However, the building footprints shown on the plan imply larger buildings, so it is unclear at this time whether the proposed number of units could work with this design intent. Additional details will need to be provided if the project moves to the next step in the review process.

Various site features are incorporated into the development with the intent of creating a unified design approach with the Ballantrae neighborhood and community park. These include stone walls and columns, a gatehouse, functional "ruins", plazas, and meadow plantings.

Two full-access points are proposed, one of which would share the existing community pool access from Woerner-Temple Road. The other one would be located near the southern property line, providing access from Avery Road. It would align with the existing carwash curb cut across Avery Road. A right-in/right-out curb cut along Avery Road is also proposed between the retail and residential subareas. Street stubs to the south and west parcel lines are also provided for future connections as additional sites redevelop in the area. An internal street network is shown across the site, which will distribute the traffic. As the proposal advances, consideration should be given to making the main connections public streets. Sidewalks and paths will also need to be added for bicycles and pedestrians throughout the site.

The proposed development would require rezoning of the site to PD, Planned Development District, which would trigger the need for a Traffic Impact Study (TIS). Through the study process access points will be finalized along with the associated traffic control, and any off-site improvements will be identified. The scope of the TIS shall be established through a Memorandum of Understanding to determine the specific needs and evaluations for the site, should the development proposal move forward.

#### 4. Plan Review

The applicant is requesting an Informal Review and non-binding feedback prior to the submission of a Concept Plan. Discussion questions are framed for PZC to deliver feedback to the applicant.

**Planning Recommendation:** The Commission consider the following discussion questions and provide non-binding feedback regarding the informal proposal.

#### Discussion Questions

##### 1) Is the Commission supportive of the proposed uses?

As noted above, the Community Plan envisions a mixed-use neighborhood center for the entirety of the development site. Neighborhood office and limited medium density mixed residential uses are contemplated for the parcels to the south. Similarly, the Future Land Use recommendation is for a Mixed Use Neighborhood Center with a target of 60,000 square feet of gross leasable area for non-residential uses. As proposed in Alternative C, residential uses would occupy a significant portion of the site, along with 25,000-30,000 square feet of neighborhood retail uses (with potentially additional retail square footage in the mixed-use building within the northwest quadrant). It should be noted that the FLU highly encourages the integration of residential uses. It further states that neighborhood centers should be integrated to coordinate with surrounding Low and Medium Density Mixed Residential uses to provide support and pedestrian activity. The multi-family residential uses shown in Alternative C provides a transition from the office uses to the south to the single-family neighborhoods to the north. The Commission should consider whether the proposed mix of uses in Alternative C is appropriate at this location, and if any of the uses in the other alternatives would be acceptable.



**2) If the Commission supports the proposed uses, is the Commission supportive of the proposed site layout?**

The site layout is generally organized around two east-west connections separating the retail/mixed use subarea from the multi-family residential subarea. The shared access drive with the community pool forms the western edge of the proposed development. The design details of the street layouts as well as a determination of which streets need to be public would be further evaluated, should the project move forward. The proposed buildings are shown at the street frontages, which is consistent with the Avery Road Corridor plan, although they are unlikely to meet the 100-foot setback along Avery Road. Pedestrian amenities are provided within the mixed-use subarea per the plan, but additional pedestrian facilities should also be incorporated within the rest of the site. The Commission should consider whether the layout at this early level is appropriate and what should be considered should the project move forward.

**3) If the Commission supports the proposed uses, is the Commission supportive of the proposed building height and character?**

The Mixed-Use Neighborhood Center FLU recommendation contemplates building heights ranging from one to two stories, consistent with surrounding residential development. The applicant is proposing up to a 3-story height for the residential and mixed-use buildings, and has provided character images reflecting the general design theme and building massing. The images also include examples of site features that would be used to help integrate the development with the Ballantrae neighborhood and park to the north. The Commission should consider whether the building height and massing as well as the general building and site character are appropriate.

**4) Any additional considerations by the Commission.**