



PLANNING REPORT

Planning & Zoning Commission

Thursday, June 20, 2024

COSGRAY COMMONS 24-084INF

<https://dublinohiousa.gov/pzc/24-084/>

Case Summary

Address	PIDs: 1600010010000 & 274-000010
Proposal	Mixed-use development comprised of office, residential, commercial, and open space.
Request	Request for Informal Review and non-binding feedback on a future development application.
Zoning	ID-2, Research 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 review.
Applicant	Tony Murry, NBBJ Design
Case Manager	Christopher Will, AICP, Senior Planner cwill@dublin.oh.us (614) 410-4498

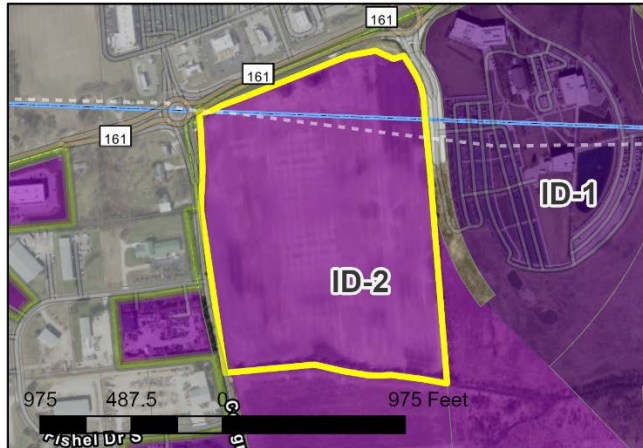
Site Location Map

24-084INF | Cosgray Commons



Site Features

- 1 Mature Trees
- 2 South Fork Indian Run Tributary
- 3 SR-161/Post Road
- 4 Ohio University Campus



1. Background

Site Summary

The 43.3-acre site consists of two parcels and is located southwest of the roundabout at Post Rd/State Route 161 (SR-161) and University Blvd. The northern parcel is within Union County, and the southern parcel, of which the majority of the site consists, is within Franklin County. Both parcels are within Dublin and are zoned ID-2: Research Flex District. Permitted uses include light industrial uses, commercial uses, office uses, and civic and institutional uses such as education and healthcare.

The site is currently in agricultural use and contains two mature trees remnants of a former farmstead along Post Rd/SR-161 as well as a row of existing trees following a tributary of the South Fork Indian Run along the southern parcel line. A Stream Protection Zone, 75-ft in width, is applicable from the centerline of the stream. The site has approximately 1,330 feet of frontage on Cosgray Rd, 1,000 feet of frontage on Post Rd/SR-161, and 600 feet of frontage on University Blvd. Adjacent uses to the site include: east – the Ohio University Dublin Campus, west - Fishel Industrial Park and two single-family homes, north - Dublin Green Shopping Center, and south - an undeveloped area formally in agricultural use. The area north of Post Rd/SR-161 is part of Jerome Township and the majority of the area west of Cosgray Rd is part of Washington Township.

Process

The current proposal does not meet the standards of the ID-2 zoning district. Rezoning to Planned Development District (PD) would be necessary to accommodate the proposed development. Development with rezoning of a site is generally a three-step process with an optional Informal Review step. The Code requires proposals requiring rezoning and involving more than 25 acres to submit a Concept Plan. Following the Informal Review, the applicant may submit a Concept Plan. Both the Informal Review and Concept Plan provide the opportunity for the Planning and Zoning Commission to provide non-binding feedback on a development concept at the formative stage of a project. Following the Concept Plan, the applicant may submit a Preliminary Development Plan (PDP)/Rezoning for review and determination by the PZC. The final planning review and approval step in the PD process is a Final Development Plan (FDP).

2. City Plans and Policies

Community Plan

The Community Plan is a key policy document used to guide decision-making for the future of the natural and built environment within Dublin. The Community Plan assists in the evaluation of development proposals and helps ensure that proposed development supports the City's long-term objectives. Key elements of the Community Plan used in the review of development applications include Future Land Use (FLU), Special Area Plan, and Thoroughfare Plan recommendations.

Future Land Use

The current Community Plan FLU recommendation is Mixed Use Regional Center - Academic Innovation. Principal uses include university and academic (office, classroom, laboratories) campus amenities (wellness, recreational, cultural), office, research, light manufacturing, and open space. Secondary uses include retail, eating and drinking, personal services, residential,

hotel and conference center, entertainment venues, training facilities, laboratories, and makerspace. Recommended densities are not provided with the FLU category.

Special Area Plan

The site is located within the West Innovation District Special Area Plan. Economic development is the principal focus of the district, while residential and commercial uses serve as amenities to support employers and employees. A walkable, mixed-use built environment that supports a 24/7 live-work-play district is the foundational basis of the WID.

Thoroughfare Plan

The Thoroughfare Plan is a section of the Community Plan that identifies improvements to the existing roadway network and future roadway connections. The existing roadways surrounding the site function either as minor arterial roads (Cosgray Rd) or major arterial roads (Post Rd/SR-161). Unlike most surface streets in Dublin, Post Rd/SR-161 carries a considerably higher volume of freight/semi-truck traffic than do other streets. Future planned roadway connections include University Blvd to the east of the site and "Technology Way" to the south of the site, both of which are envisioned as minor arterial roads. The Thoroughfare Plan does not make recommendations for new thoroughfare connections through the site, though additional right-of-way may be needed to accommodate future improvements to Cosgray Rd.

Community Plan Update and Interim Land Use Principles

As Envision Dublin, the City's new Community Plan, is developed, City Council has adopted Interim Land Use Principles to guide development during this transition. These policies do not supersede the Zoning Code but provide a clear policy document to supplement adopted plans and accepted planning practices in the interim. These principles are utilized similar to the recommendations of the Community Plan, as both are guiding policies and principles for the City. Applicable principles to this application are reviewed in the plan review section.

Housing Study and Strategy

In 2023, the City concluded a study of existing conditions and housing needs in the Dublin area for the next 20 years. The study identified potential action strategies that may be utilized to further community goals. A key strategy recommendation is to provide a variety housing choices. The study and recommendations are incorporated into the Community Plan through the Envision Dublin update.

Ohio University - Dublin Framework Plan

The land uses recommended in the Academic Innovation District are typically associated with the education campus. However, land uses that are compatible with the university will also be supported based on the recommendations of the Dublin Framework Plan. Though the site is not within the Framework Plan area, building orientation, view corridors, open space, and transportation recommendations of the Framework Plan may inform the layout and design of the proposed development.

3. Proposal

The applicant is proposing approximately 2 million-sqft of mixed-use development, comprised of office, residential, hospitality, commercial, and open space. The proposed development of 28 buildings is organized by a network of new streets and open spaces.

Development Concept



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 organized for the Commission to frame feedback to the applicant.

Planning Recommendation: The Commission review and provide non-binding feedback regarding the conceptual development.

Discussion Questions

1) Is the Commission supportive of the proposed uses and mix?

The applicant is proposing approximately 2 million-sqft of mixed-use development. Approximately 920,000-sqft of total development is proposed to be non-residential, including the following:

- A 6 and an 8 story hotel
- 51,000-sqft of conference space
- 160,000-sqft of retail within multiple buildings
- 464,000-sqft of office within multiple buildings
- 5,700-sqft of civic or cultural uses.

Multiple 3 to 6 story apartment buildings and 31 townhome units are proposed. The number of apartment units was not provided. A vertical mixing of use is proposed in buildings nearest Post Rd/SR-161.

The current proposal does not meet the standards of the ID-2 zoning district. Rezoning is necessary to accommodate the proposed development. When proposed development does not align with zoning, the Community Plan Future Land Use (FLU) recommendations are referenced. As noted above, the current Community Plan FLU recommendation is Mixed Use Regional Center - Academic Innovation. The FLU recommendation of the draft updated Community Plan is Mixed Use Center. Similar to the current FLU recommendation, the intent of Mixed Use Center is to create vibrant mixed-use districts organized around open space with live-work opportunities, supporting services, and amenities positioned in key locations around high-volume thoroughfares and ground-floor activation. Principal uses include office, hospitality, multi-family residential, laboratory, and R&D. Recommended secondary uses (uses appropriate if the principal use is present) include civic, parks and open space, commercial, and retail. A horizontal mix of uses with vertical mixed-use in key locations is recommended. Building heights are recommended to be between 2-8 stories. The proposed uses align with FLU recommendations.

Economic development is the principal focus of the district, while residential and commercial uses serve as amenities to support employers and employees. A walkable, mixed-use built environment that supports a 24/7 live-work-play district is the foundational basis of the WID.

2) Is the Commission supportive of the general site layout?

Access and Circulation

The existing roadways surrounding the site function either as minor arterial roads (Cosgray Rd) or major arterial roads (Post Rd/SR-161). Future planned roadway connections include University Blvd to the east of the site and "Technology Way" to the south of the site, both of which are envisioned as minor arterial roads. The Thoroughfare Plan does not make recommendations for new thoroughfare connections through the site though additional right-of-way may be needed to accommodate future improvements to Cosgray Rd. The applicant is proposing multiple access locations to the existing and future street network. Access to Post Rd/SR-161 is proposed to be limited. Future planning review steps will require a Traffic Impact Study (TIS) to document transportation impacts. The applicant should continue to work with Staff to study street network connectivity, intersection spacing, access locations, access types, and other transportation concerns.

The proposed developed is organized by a network of new streets and blocks. Block sizes are walkable and generally do not exceed 500-ft. For reference, this aligns with recommendations for maximum block lengths in the Bridge Street District (BSD). In addition to proposed streets and drives, the applicant is proposing a Woonerf, also known as a shared street or curbsless street. Shared streets may be an appropriate circulation with placemaking element in mixed-use developments. The proposed shared street is illustrated to connect across the north-south extent of the site and provide direct access to/from Post Rd/SR-161. Shared streets are most suitable on low volume and low speed connections. A direct connection to a major thoroughfare may not be appropriate.

Buildings and Uses

The applicant is proposing to develop 28 buildings organized around the new street and open space networks. Generally, the more active commercial and office uses are located to the north of the site, nearest Post Rd/SR-161, and the less active residential uses located nearest the tributary. An exception to this are two apartment buildings located southeast of the Post Rd/SR-161 and Cosgray Rd roundabout. Unlike most surface streets in Dublin, Post Rd/SR-161 carries a considerably higher volume of freight/semi-truck traffic than do other streets in Dublin. Staff recommends the applicant consider only commercial or office uses along this key frontage.

Development in the WID is recommended to place buildings to maximize prominent views, especially along major roadways. The proposed hotels are sited along Post Rd/SR-161 with one sited to the southwest of the University Blvd roundabout, which, along with the existing Ohio University Dublin Integrated Education Center building southeast of the roundabout creates a gateway to University Blvd, the WID, and Dublin. A central north-south open space is a prominent organizing feature of development. The open space creates a prominent view-shed into the site where commercial and office buildings are sited.

Landscaped setbacks are proposed at the perimeter of the site, along Cosgray Rd, Post Rd/SR-161, and University Blvd which provide a transition between the proposed development and character of adjacent thoroughfares. Buildings internal to the

development are proposed to be oriented toward streets and open spaces, supportive of a walkable environment.

Parking

The applicant is proposing approximately 3,300 parking spaces, primarily contained within structured parking with some on-street parking and surface parking. Parking is organized to promote shared parking strategies within each block. Parking structures are illustrated to be a mix of podium, wrapped, and free standing. Additional information will be required at future steps to determine compliance with parking requirements.

3) Is the Commission supportive of the proposed open space framework?

The applicant is proposing approximately 9 acres of open space, including; parkspace, streetscapes, and setback/transitions from thoroughfares. Prominent open space features proposed include:

- A substantial north-south park spanning three blocks, connecting Post Rd/SR-161 and the Indian Run South Fork tributary. The open space is illustrated to include a recreated historic house, retail establishments, open lawns, plazas, a water feature, and walkways. The more active elements of the open space are located nearest to Post Rd/SR-161 and the more natural elements located nearest to the tributary,
- A network of smaller open spaces oriented east-west with bookend parkspace fronting both University Blvd and Cosgray Rd,
- A greenway area following the tributary of the Indian Run South Fork. This area is illustrated to include a nature center and walking path connecting Cosgray Rd with the eastern property line,
- Landscaped setbacks at the perimeter of the site, along Cosgray Rd, Post Rd/SR-161, and University Blvd which provide a transition between the proposed development and character of adjacent thoroughfares,
- Streetscapes, including a Woonerf (curbless street) and;
- Additional open spaces, including, some parking structures illustrated to include amenity decks and pocket plazas and corridors proposed between some residential buildings.

The proposed open spaces reflect the intent of the open space framework recommendations in the OU Dublin Framework Plan. Staff recommends the applicant further study and define the purpose and features of proposed open spaces moving forward.

4) Is the Commission supportive of the proposed identity and character?

The intent of the WID and the Ohio University Dublin Campus is to embrace contemporary architecture and create forward looking development and places. Contemporary architecture can be described as the buildings that represent the current time period. Buildings in the district are encouraged to be modern in character. This is not to be confused with "modernist style" which is an architectural style of the mid-20th century. The applicant identified a location to recreate a historic farmhouse which was previously sited on Post Rd/SR-161. Buildings that use older architectural styles in an attempt to recreate a historic character are not appropriate in this district. A more

creative representation - one incorporating contemporary architecture or landscape forms may be a more appropriate acknowledgement of the past in WID.

Massing diagrams and architectural precedent have not been provided by the applicant at this step of the development process.

5) Is the Commission supportive of proposed sustainability practices?

A principle of the development and design policies recommended for the WID is to follow best practices for sustainable development and site design. Mixed use and compact developments encourage walkability and the conservation of land - two essential tenets of sustainable development practices. Other sustainability practices were not described in the application which is not uncommon for proposed development at a formative stage. In future steps, Staff recommends the applicant consider environmentally sustainable strategies in site design and operations, including but not limited to: green infrastructure incorporated into streets and parking, building orientation for passive heating and cooling gains, green roofs, solar canopies on structured parking, rooftop solar on flat roofs, and energy efficient buildings.

6) Other considerations by the Commission.