

PLANNING REPORT

Planning and Zoning Commission

Thursday, January 23, 2025

Cosgray Commons 24-160CP

<https://dublinohiousa.gov/pzc/24-160/>

Case Summary

Address	PID: 274-000010 and PID: 1600010010000
Proposal	New mixed-use development comprised of office, residential, commercial and open space.
Request	Review and non-binding feedback of a Concept Plan for future development.
Zoning	ID-2: Research Flex District
Planning Recommendation	<u>Consideration of the discussion questions.</u>
Next Steps	Upon receiving feedback from the Planning and Zoning Commission (PZC), the applicant may incorporate the feedback and submit for a Rezoning and Preliminary Development Plan (PDP).
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Community Planning and Development



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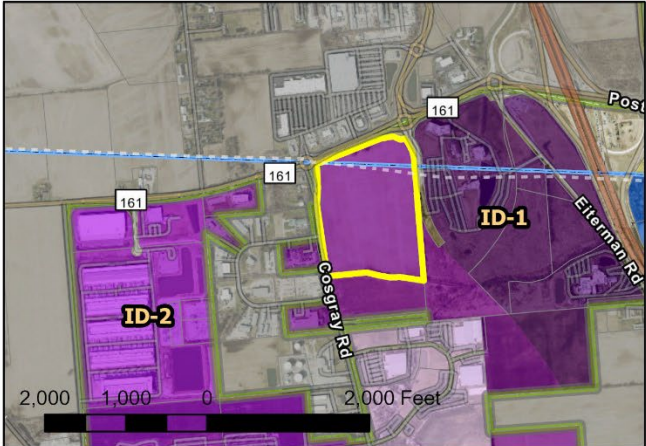
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Site Location Map

24-160CP - Cosgray Commons



- Site Features**
- 1 Mature Trees
 - 2 South Fork Indian Run Tributary
 - 3 Post Road/ SR-161



1. Request and Process

Request

The applicant is seeking feedback on a mixed-use development comprised of office, residential, commercial and open space.

Process

The current proposal does not meet the standards of the ID-2 zoning district. Rezoning to a Planned Unit Development District (PUD) would be necessary to accommodate the proposed development. Development with rezoning of a site is generally a three-step process. The Code requires proposals requesting rezoning and involving more than 25 acres to submit a Concept Plan. The Concept Plan provides the opportunity for the 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 recommendation by the PZC to City Council. The final planning review and approval step in the PUD process is a Final Development Plan (FDP).

1. *Concept Plan (CP)*
2. *Preliminary Development Plan (PDP) and Rezoning*
3. *Final Development Plan (FDP)*

2. 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 that are remnants of a former farmstead along Post Road/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 Road/SR-161 is part of Jerome Township and the majority of the area west of Cosgray Road is part of Washington Township.

Case History

June 2024 - Case 24-084

The Commission had previously provided feedback for an Informal Review on June 20, 2024. Commission members expressed general support for the mixed-used development, including its creativity and open space framework. Some concern was expressed for the density of residential development.

3. Community Plan, Development Text and Zoning Code

Envision Dublin 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 community's long-term objectives.

Future Land Use

The future land use recommendation for the site is Mixed Use Center and is intended to provide a vibrant mixed-use district 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 are office, hospitality, multi-family residential, laboratory, and research and development. Supporting uses are civic, parks and open space, commercial, and retail. Recommended density is 1.5 to 3 floor area ratio (FAR).

Special Area Plan

The site is located within the West Innovation District (WID) 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 green edge along the south side of Post Rd and a greenway and open space along the South Fork Indian Run are recommended.

Housing and Neighborhoods

The WID is identified in the Community Plan as a new growth area and is recommended to provide a diversity of housing options to satisfy the needs and preferences of residents of all ages, life stages and household incomes. The housing and neighborhoods framework identifies this site to be part of a mixed-use neighborhood node.

Economic Development

A key recommendation for economic development is to create distinct development nodes within Dublin. The Community Plan identifies the WID as a prime location to cultivate a distinct development node, with opportunities for mixed-use, walkable development focused on research and innovation, accessible to the U.S. 33 Smart Corridor.

Mobility and Transportation

The Multi-modal Transportation Plan identifies improvements to the existing street network and future street connections. The existing streets surrounding the site function either as minor arterial roads (Cosgray Road and University Boulevard) or major arterial road (Post Road/SR-161). Unlike most surface streets in Dublin, Post Road/SR-161 carries a considerably higher volume of freight/semi-truck traffic than do other streets. Future planned roadway connections include University Boulevard to the east and a future planned neighborhood boulevard to the south of the site. No new thoroughfare connections through the site are recommended, though additional right-of-way may be needed to accommodate future improvements to Cosgray Road.

Ohio University - Dublin Framework Plan

In 2016, Ohio University and the City collaborated to create the OU Dublin Framework Plan which illustrates the vision for the campus and creates a comprehensive approach to guide future development. 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.

4. Project

Summary

The applicant is proposing mixed-use development comprised of office, residential, hospitality, and commercial buildings organized by a network of new streets and open spaces.

Development Concept



Land Use and Buildings

The proposed mix of office, residential, hospitality, and commercial uses is mostly consistent with the previous informal proposal, and the proposed uses generally align with FLU recommendations. . Multiple buildings are proposed and are organized by new street and open space networks. Generally, the more active commercial and office uses are located to the north of the site, nearest Post Road/SR-161, and the less active residential uses are located nearest the tributary to the south. A vertical mixing of use is proposed in buildings nearest Post Road/SR-161 and the north-south open space. The previous proposal included approximately 2 million-sqft of development. Updated figures were not included as part of this proposal. Landscaped setbacks are proposed at the perimeter of the site, along Cosgray Rd, Post Rd/SR-161, and University Boulevard 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 is primarily contained within structures with some on-street 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.

Open Space

Approximately 9 acres of open space are proposed within a variety of open space types, including parkspace, streetscapes, and setback/transitions from thoroughfares. This is generally consistent with the previous proposal. Prominent open space features proposed include: a north-south park spanning three blocks, connecting Post Road/SR-161 and the Indian Run South Fork tributary; a network of smaller open spaces oriented east-west with bookend parkspaces fronting both University Boulevard and Cosgray Road; a nature center and greenway area following the tributary of the Indian Run South Fork; and landscaped setbacks at the perimeter of the site, along Cosgray Road, Post Road/SR-161, and University Boulevard. Additional open spaces include some parking structures that are illustrated with greenspace and amenity decks as well as pocket plazas and corridors proposed between some residential buildings.

Access and Circulation

The proposed development is organized by a network of new streets and blocks. Block sizes are walkable and generally do not exceed 500-ft. In addition to proposed streets and drives, the applicant is proposing a Woonerf, also known as a shared street or curbless street. Shared streets may be an appropriate circulation option with placemaking element in mixed-use developments. The applicant has proposed multiple access locations to the existing and future street network. Access to Post Road/SR-161 is now proposed to be limited to one point as opposed to two as previously shown. 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 elements.

5. Questions for Discussion

The applicant is requesting review and non-binding feedback prior to the submission of a PDP and Rezoning. Discussion questions are organized for the Commission to frame feedback to the applicant.

1) Is the Commission supportive of the updated proposed organization of the mix of uses?

The applicant proposed mix of uses and their organization around the street and open space networks are consistent with the previous proposal, which received general support from the Commission. The applicant has modified the organization of some uses on the site. The development area southeast of the intersection of Post Road/SR-161 and Cosgray Road has been modified to remove two residential buildings, add two office and retail buildings, and add retail to the remaining residential building. The building locations were reorganized uses so that residential buildings no longer front Post Road/SR-161, with the hotel occupying the primary frontage. Additionally, a building previously identified for retail and office east of the north-south open space is now identified as a marketplace/grocery.

2) Is the Commission supportive of the updates to the proposed open space framework?

Approximately 9 acres of open space are proposed within a variety of open space types, including; parkspace, streetscapes, and setback/transitions from thoroughfares. This is generally consistent with the previous proposal. The applicant has advanced the conceptual design of the primary north-south open space. The design removes the standalone retail buildings and incorporates them into an elevated walkway with retail below and greenspace above. A signature trailhead, retention water feature, and walkways are also proposed. The open space is bookended by a proposed historic house reconstruction at north and a nature center at south.

3) Is the Commission supportive of the access and circulation?

A network of new north-south and east-west streets with on-street parking and sidewalks is proposed, which is consistent with the previous proposal. The applicant modified the north-south woonerf to eliminate the direct connection to/from Post Road/SR-161 and the southern most new proposed street. Eliminating the access point to Post Road/SR-161 aligns with access management best practices and may reduce the vehicle pass through travel on the woonerf.

4) Is the Commission supportive of the character and scale of the proposed development?

The applicant has provided conceptual visuals illustrating building massing and architectural styles. Additionally, a materials diagram demonstrates a transition of materials and architecture from formal closest to Post Road/SR-161 to "relaxed" closest to the South Fork Indian Run tributary. Generally, taller and larger buildings are located to the north of the site, nearest Post Road/SR-161, and lower-rise and smaller footprint buildings are located nearest the tributary. The Community Plan recommendation for building form and orientation characteristics in a Mixed Use Center is for development between 2-8 stories, low to mid-rise building with an emphasis on pedestrian accessibility and scale, horizontal mix of uses with vertical mixed in in key locations, and organization around green space. Additionally, the intent of the WID is to embrace contemporary architecture and create forward looking developments and places.

5) Other considerations by the Commission.