

## PLANNING REPORT

# Planning and Zoning Commission

Thursday, April 9, 2026

## Cosgray Commons 26-006Z-PDP

<https://dublinohiousa.gov/pzc/26-006/>

### Case Summary

Address	PID: 274-000010-00 & 16-0001001.0000
Proposal	Informal review and feedback for a <u>future</u> Preliminary Development Plan (PDP) application of a mixed-use development comprised of office, residential, commercial and open space. The 44.6-acre site consists of two parcels and is located southwest of the roundabout at Post Road/State Route 161 (SR-161) and University Boulevard.
Request	Informal review and feedback of a future development Preliminary Development Plan and Rezoning application.
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 PDP.
Applicant	Mike Suriano; NBBJ
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### Community Planning and Development



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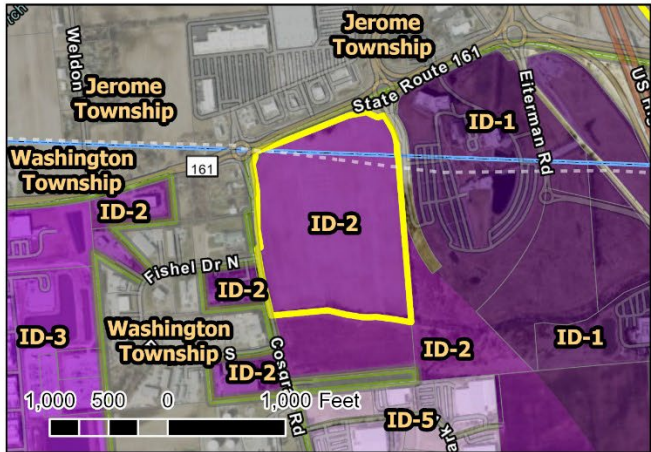
Site Location Map

# 26-006Z-PDP - Cosgray Commons



### Site Features

- 1 Indian Run Tributary
- 2 Existing Trees
- 3 Franklin and Union County Line



# 1. Request and Process

## Request

This is request for an informal review and feedback for a future Preliminary Development Plan (PDP) application of a mixed-use development comprised of office, residential, and commercial.

## Application Type and 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. Establishing a PUD is a negotiated, three-step process as outlined below. The proposed application includes a significant amount of development and is complex given its mixed use nature, so the intent of this informal review is to provide more detailed feedback, similar to that expected at a PDP review. The informal review provides the Commission with an opportunity to provide non-binding feedback which the applicant may use to refine proposed development prior to the submittal of a complete PDP.

1. Concept Plan (CP) – PZC non-binding feedback
2. Rezoning/PDP and Preliminary Plat (PP) -PZC Recommendation, CC Determination
3. Final Development Plan (FDP) and Final Plat (FP) - PZC Recommendation, CC Determination

## Case History

### *January 2025 - 24-160CP*

The Commission previously provided feedback on the Concept Plan, expressing general support for the proposed development, particularly the improvements to the open space framework, including the removal of the central commercial building to create additional public space. Members emphasized the need to maintain a strong balance of employment-generating uses, such as lab or flex space, alongside a diverse mix of housing options. The primary concern was the height of the hotel at the northeast perimeter of the site, with members noting that additional visual tools could help evaluate its massing. The Commission also recommended incorporating a greater variety of building heights. Additionally, it highlighted the importance of a future traffic impact study and improved pedestrian connectivity and safety, and expressed support for the proposed open space updates.

### *June 2024 - 24-084INF*

The Commission had previously provided feedback during 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.

# 2. Background

## Site Summary

The 43.3-acre site is zoned ID-2, Research Flex District and is located southwest of the roundabout at Post Road/State Route 161 (SR-161) and University Boulevard. The site contains two parcels: PID 274-000010 (the south parcel) is 39.02 acres and PID 16-0001001.0000 (the north parcel) is 5.63 acres in area. Portions of the site are contained within Franklin and Union counties.

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.

### Neighborhood Engagement

The applicant has met with representatives from the Ohio University Dublin Campus to share plans for the proposed development. The OU representatives expressed appreciation for the applicant's willingness to share development updates.

## 3. 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 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. Buildings are recommended to be between two to eight stories.

#### *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 connector boulevard (Cosgray Road), commuter boulevard (University Boulevard) or 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.

**Land Use and Buildings**

The proposed mix of office, residential, hospitality, and commercial uses is mostly consistent with the previous 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.

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 below-building. Additional information will be required at future steps to determine compliance with parking requirements.

Use	Development
Hotel	325,800-sf
Office/Research	516,000-sf
Conference	53,000-sf
Retail	180,600-sf
Residential - Multi-family	742,600-sf (874 units)
Residential - Condo	443,000-sf
Residential - Townhome	35,000-sf

Type	Parking Spaces
Surface	280 spaces
Garage	3,772 spaces

**Proposed Site Plan**



**Open Space**

The applicant is proposing a development organized around a central open space corridor, which continues to serve as the primary structuring element of the site. This corridor is now enhanced by the addition of an observation tower integrated into an elevated walkway, creating a distinctive focal point. The previously proposed nature center at the southern terminus has been removed and replaced with stormwater basins, resulting in a significant portion of the overall open space being dedicated to stormwater management areas. Water features are proposed with naturalized edges. In addition to the central corridor, the plan incorporates a network of smaller open spaces, including pocket parks, plazas, amenity areas, greens, and landscaped thoroughfare setbacks.

**Circulation**

The proposed development is organized by a network of new streets and blocks. Additional blocks have been created since the previous Commission Review. 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 curbsless 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 from the proposed middle and south east-west streets to University Boulevard across the adjacent OU property has been removed though the streets are stubbed which could preserve future opportunities to connect. The applicant is conducting a Traffic Impact Study (TIS) to document transportation impacts which is a requirement of the rezoning process.

## 5. Questions for Discussion

The following discussion questions are provided to facilitate non-binding feedback from the Commission to the applicant. The intent of this informal review is to offer more detailed input, similar in scope to that provided during a PDP review. Staff asks the Commission to also provide feedback on other elements of the proposed development not framed with the questions below.

### 1) Does the Commission support the perimeter building setbacks and heights?

Establishing perimeter setbacks is a critical first step in shaping development, as it defines the buildable envelope, provides buffering and transitions between adjacent uses, and preserves space for utilities and landscape elements that soften development edges. Setbacks will be measured from the future right-of-way, or from existing property lines where no thoroughfare currently exists.

The Community Plan identifies University Boulevard and Cosgray Road as Traditional Dublin character corridors and recommends 100-foot setbacks. Post Road/SR-161 is designated as a Rural Character corridor, where generous setbacks ranging from 100 to 200 feet are encouraged, along with open views and vistas into adjacent development—potentially exceeding 200 feet in some locations to enhance the sense of openness. The Plan also envisions mixed-use neighborhoods as distinct development nodes that do not replicate other areas such as Bridge Park, Metro Center, or the Historic District.

While the applicant is proposing to rezone the property and establish a Planned Unit Development (PUD) text to define zoning regulations, existing zoning setbacks provide a useful reference point. These setbacks are intended to guide transitions between development and public thoroughfares, as well as within the district, and to help establish character—particularly in areas with lower permitted building heights. Cosgray Road, University Boulevard, and Post Road are all classified as arterial thoroughfares, each requiring a minimum front building setback of 50 feet under existing zoning, with a maximum permitted building height of 68 feet.

The applicant is proposing minimum setbacks ranging from 20 to 50 feet, which may not align with Community Plan recommendations. Additionally, the tallest buildings are proposed along the site's perimeter fronting these corridors, with some exceeding the building heights recommended by the Community Plan. As currently presented, there are also inconsistencies in the applicant's drawings regarding the location of the proposed right-of-way and setback measurement points, resulting in uncertainty as to whether the proposed setbacks are being met. These issues will need to be clarified and corrected as part of a future PDP submission.

While Staff supports exploring strategies to better engage buildings and site design with surrounding corridors, the WID is not envisioned as an urban district, and mixed-use development should transition and blend with surrounding patterns. The Commission is asked to evaluate setbacks along each perimeter in the context of the proposed development and to indicate whether they support the proposed setbacks, recommend increased setbacks, suggest upper-story step-backs (e.g., above a certain number of floors), call for reduced building heights, or a combination of these approaches.

#### Post Road/SR-161/North

The applicant is proposing the Post Road/SR-161 setback to be a minimum of 50-ft and a maximum of 75-ft. Buildings are proposed up to 125-ft or 11-stories. The WID Special Area Plan recommends creating a green edge along the south side of Post Road.

#### University Boulevard and OU Campus/East

The applicant is proposing the University Boulevard setback to be a minimum 20-ft and maximum 110-ft. Areas which do not directly front University Boulevard are shared property lines with the OU Campus and are proposed to be a minimum of 20-ft and a maximum building setback of 70-ft. Buildings are proposed up to 125-ft or 11-stories. Perimeter facing facades generally do not feature building step-backs.

For reference, the OU Framework Plan recommends a variety of building scales and forms. A mix of high-rise (3-4 stories) and low-rise (1-2 stories) buildings are designed to complement the current density mixture. Larger buildings are recommended to be broken down into multiple vertical and horizontal volumes making them more of a human scale. Additionally, in order to control building massing and form, upper level setbacks are recommended to be used to reduce the bulk of buildings and their appearance on the street. This would allow for more harmonious streetscape experiences even in the presence of a variety of building scales and sizes.

#### Cosgray Road/West

The applicant is proposing the Cosgray Road setback be a minimum 20-ft. and maximum of 40-ft (except that in Southwest Subarea J the maximum shall be 70-ft). Buildings are proposed up to 125-ft or nine-stories. Perimeter facing facades generally do not feature building step-backs. Additionally, the applicant is proposing on-street parking on a portion of Cosgray Road. While Staff supports on-street parking along proposed internal streets and engaging perimeter thoroughfares through open space and public space, on-street parking along Cosgray Road is not supported, as it is inconsistent with the Traditional Dublin Character envisioned in the Community Plan nor the nature of the corridor in its entirety. The applicant has referenced the transformation of Riverside Drive as a precedent; however, the context differs significantly. Riverside Drive fronts the Scioto River and Riverside Crossing Park and connects Bridge Park and the Historic District within the Bridge Street District, an area intentionally designed as an urban district. Ultimately, the decision will rest with City Engineer, as the improvement would occur within the public right-of-way.

#### Tributary Waterway/South

The applicant is proposing a 50-ft no-build zone from the centerline of the Indian Run South Fork tributary.

**2) Does the Commission support the proposed building heights and transitions?**

Since the Commission's previous review of the Concept Plan, the proposed building heights and transitions have been revised, with an overall increase in height, including taller buildings located along the site perimeter. The current proposal includes building heights ranging from one to eleven stories, with the tallest structure reaching approximately 125 feet, which may not account for additional mechanical screening above the roofline. The Community Plan supports building heights ranging from two to eight stories within the Mixed Use Center; however, the placement of height and transitions between buildings should be carefully considered.

The applicant has provided building elevations, a massing model, and conceptual renderings to assist in evaluating the proposal. Building height directly influences site density, as well as traffic and utility demands, and the required Traffic Impact Study (TIS) and utility analyses may further inform appropriate density levels. The Commission is asked to consider the proposed building heights, massing, and overall articulation in the context of each development block, its location within the broader site, and relationship to perimeter setbacks as framed in the first discussion question.

**3) Is the Commission supportive of the proposed uses and arrangement of uses?**

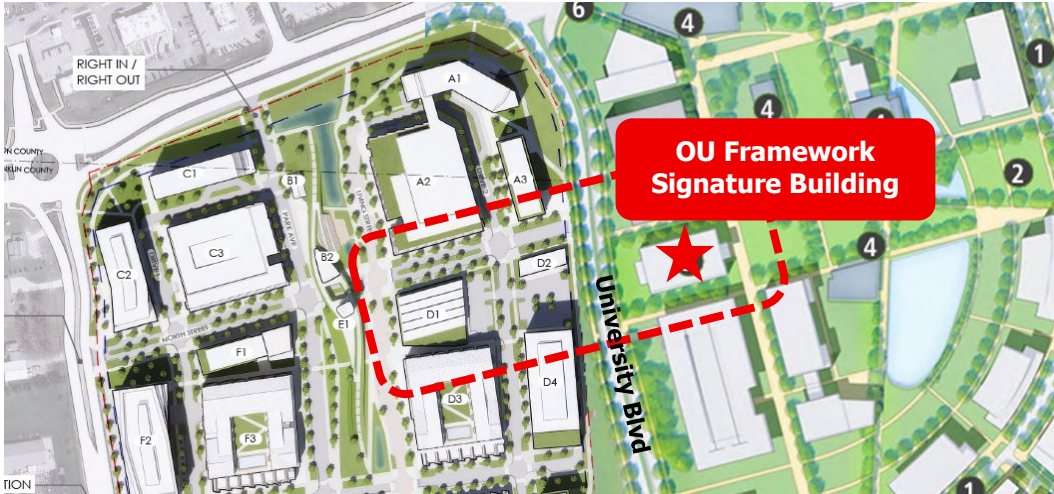
The Concept Plan received generally positive feedback during the Commission's previous review, and proposed land use types generally remain consistent with the previous proposal with some changes to arrangement on the site. A key element of the future PUD and development text will be establishing permitted, conditional, and prohibited uses for the site, as well as for each proposed development block.

The Commission is asked to consider what is the balance of employment generating uses versus residential uses, whether there are specific uses that should be discouraged or prohibited, as well as those that are desired, and to evaluate the appropriate placement of uses within individual blocks or subareas, including ground-floor uses, uses fronting adjacent perimeter throughfares, and potential phasing of uses and temporary conditions created by phasing. Consideration should also be given to how proposed uses align with existing conditions and the long-term vision for surrounding areas.

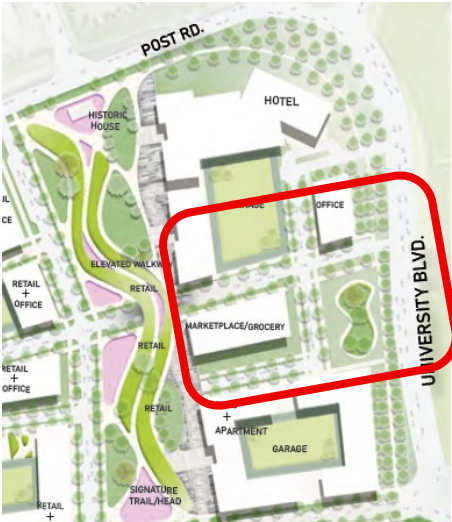
**4) Is the Commission supportive of the proposed surface parking lots facing University Boulevard?**

Southwest of the proposed intersection of University Boulevard and a primary site access the applicant is proposing the single-story building (D2) and associated surface parking which directly fronts University Boulevard. Also proposed is a small surface parking lot and loading zone for the D1 building (commercial/grocery/office) also facing University Boulevard. These are the only surface parking lots proposed within the development, and no additional setback or landscaping is provided along the lot directly in front of University Boulevard.

The proposed development is opposite the location identified in the OU Framework Plan for establishing a signature building fronting University Boulevard at the west terminus of the campus green. The proposed surface parking lots in this location may not complement the campus vision. In previous site concepts reviewed by the Commission, this area was shown as open space, which Staff believes to be an appropriate condition.



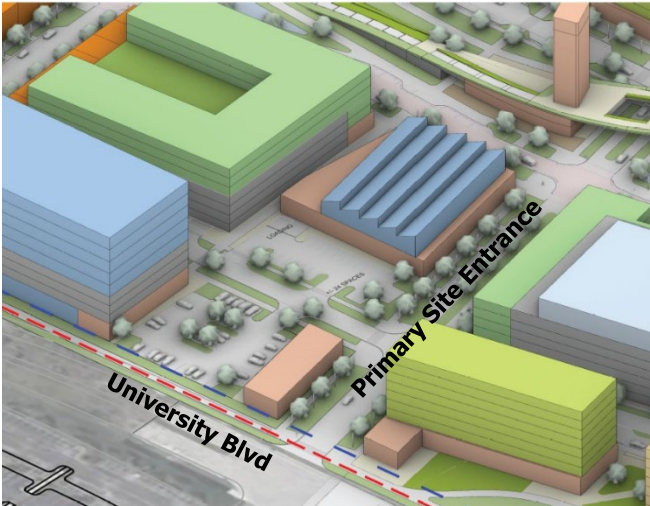
Current proposed Development Plan with OU Framework Plan illustration



2025 Concept Plan



Current Proposed Development Plan



Proposed surface lots and loading zone facing University Boulevard

**5) Does the Commission support updates to the open space framework?**

The open space framework continues to serve as a key organizing element of the site and has been further refined in both scale and character since the Commission’s previous review. The central open space is now proposed to be enhanced by an observation tower integrated into an elevated walkway, creating a prominent focal feature. The previously proposed nature center at the southern terminus has been removed and replaced with stormwater basins, resulting in a significant portion of the overall open space being dedicated to stormwater ponds. Feedback from the Commission will help guide the development of the PUD and associated development text standards. The Commission is asked to consider whether specific parameters such as minimum sizes, features, design standards, or other defining characteristics should be established to effectively translate the open space framework into future development regulations.



2025 Concept Plan



Current Proposed Development Plan

**6) Other considerations by the Commission**

**Recommendation**  
**Planning Recommendation:** Consideration of the discussion questions