

## 19-055CP – The Ohio State University Wexner Medical Center

### Summary

This is a concept plan as the first step in the Planned Unit Development (PUD) rezoning process. The applicant is requesting feedback on the potential rezoning of a ±33.9-acre site from ID-1, Research/Office District to PUD for the future construction of up to 550,000 square feet of ambulatory medical care, medical and office uses as well as a potential future hospital in two phases.

### Site Location

South of US 33, north of Shier-Rings Road, east of Eiterman Road and west of Avery Road.

### Property Owners

City of Dublin

### Applicant

The Ohio State University Wexner Medical Center

### Representative

Aaron L. Underhill, Underhill & Hodge, LLC

### Applicable Land Use Regulations

Zoning Code Section 153.050-153.056

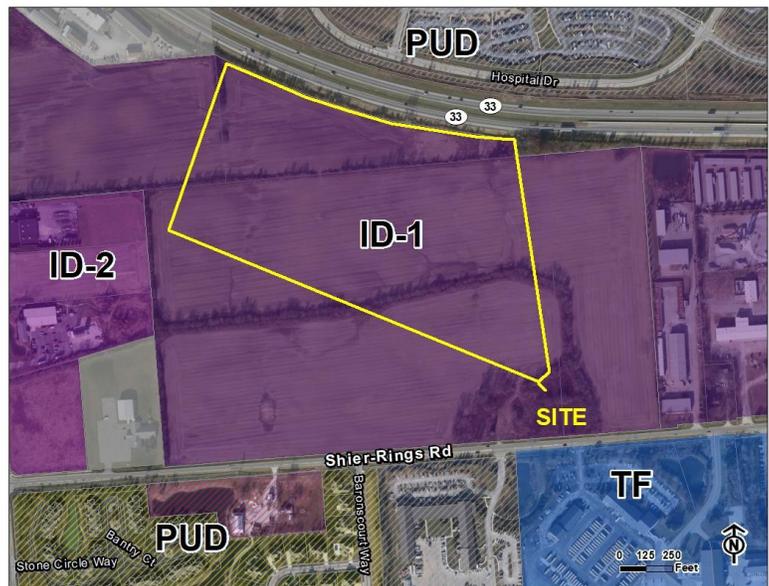
### Case Manager

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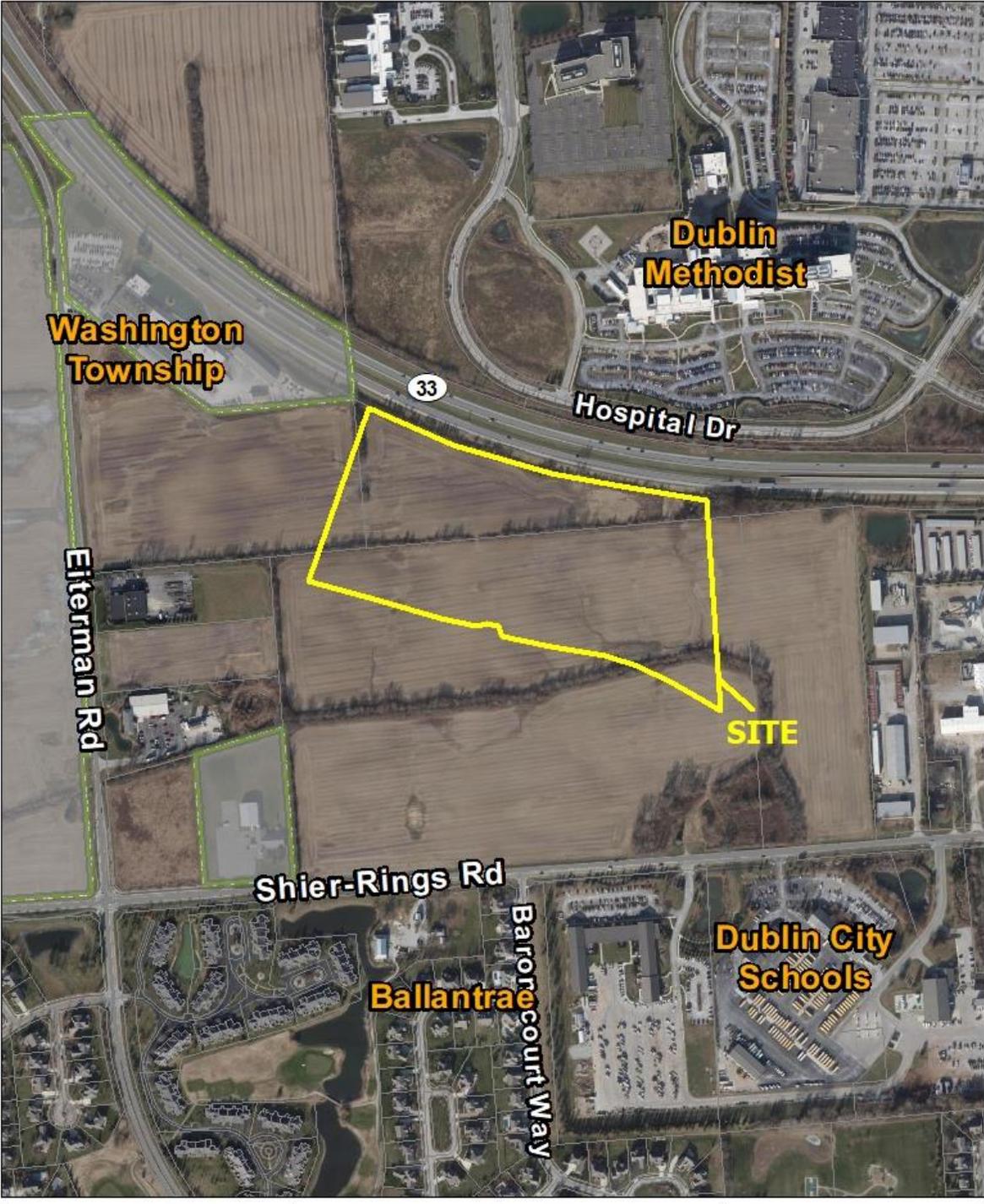
### Next Steps

Upon consideration of the Planning and Zoning Commission comments on this concept plan, the applicant may proceed with an application for rezoning with preliminary development plan and a preliminary plat.

### Zoning Map



# 1. Context Map



 <p>City of Dublin</p>	<p>19-055CP Concept Plan OSU Wexner Medical Center</p>	<p>0 250 500 Feet</p> 
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## 2. Overview

### Background

The approximately 34-acre site includes portions of three parcels, all of which are owned by the City of Dublin. The largest parcel is approximately 60 acres and was annexed to the City in 2004 (Ord. 47-04) and the City of Dublin purchased the parcel for economic development purposes in 2016. The other two parcels are approximately 25 acres combined and were annexed in 1996 (Ord. 64-96) and purchased by the City in 2018. All three parcels were rezoned in 2011 from R, Rural District and R-1, Restricted Suburban Residential District to ID-1, Research/Office District as part of an on-going effort to aid in the implementation of the long-term vision of this area as an important Economic Advancement Zone and Innovation District. No development has been proposed on either parcel to date.

In 2019, City Council approved an Economic Development Agreement (Ord. 08-19) with The Ohio State University, which authorized the conveyance of this site to the University to establish a comprehensive ambulatory medical facility, consistent with the City's Economic Development Strategy to encourage development and create and preserve employment opportunities within the City.

### Site Characteristics

#### *Natural Features*

The site is comprised of three parcels of unimproved, vacant, agricultural land. The property is rectangular in shape and generally flat. The southeastern portion of the subject property was formerly developed with farmstead structures, but is currently vacant.

A farm drainage ditch "Cosgray Ditch" runs east/west through the center of the western parcel, then turns south between the two southern parcels. The ditch is in a City Stream Corridor Protection Zone, which the City has studied for relocation during Fall 2016 and the US Army Corps of Engineers has issued the public notice for this application on August 16, 2019.

#### *Historic and Cultural Facilities*

The site does not contain any known historically contributing structures or artifacts.

#### *Surrounding Zoning and Land Use*

North: US 33

East: ID-1, Research/Office District (Avery Road Industrial Park, industrial and storage)

South: PUD, City of Dublin Service Center and TF, Tech Flex District, City of Dublin Fleet Maintenance and Dublin City Schools Transportation Department

West: Washington Township (church) and ID-2, Research/Flex District (Washington Township Administration building)

#### *Road, Pedestrian and Bike Network*

The site has frontage, but no direct access to US 33 to the north. A new transportation network will be needed to access the site.

#### *Utilities*

The site is currently not served by public utilities.

## Proposal

This is a proposal for a medical campus to be developed in two phases. The applicant has stated that the initial phase of the project is anticipated to include an ambulatory care facility, medical office space, and other related uses. The term ambulatory care facility will provide outpatient medical procedures, testing, and treatment in addition to traditional physician consultations. Phase I will include approximately 250,000 square feet and Phase II may expand the first phase by up to an additional 300,000 square feet to include additional medical and related facilities.

## Community Plan

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

The Community Plan is the key policy guide for decision-making about the built and natural environments of the City of Dublin. The Community Plan text and associated maps contain detailed recommendations for future development including the appropriate location and density or intensity of residential and commercial uses; the general location and character of roads; the general location of parks, open space and public buildings among other information.

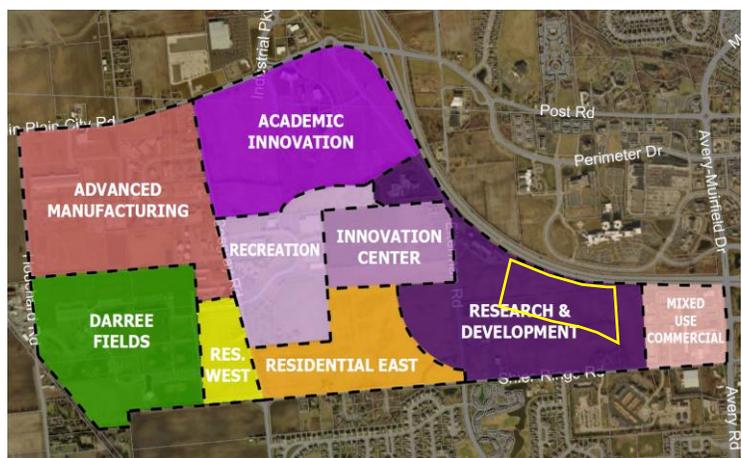
The Community Plan is a guide for City Council and the Planning and Zoning Commission as they assess the location, character, and extent of proposed public and private development in Dublin. The policies and recommendations within the Plan will be implemented over time through rezonings and subdivisions of land and the location and construction of public improvements by either the City or a developer.

Recommendations throughout the Plan are based upon a review of existing conditions and evaluation of future development scenarios for their impacts on infrastructure, roads and the fiscal health of the City. Dublin's ability to maintain high quality of services and quality of life depends on a careful review of development proposals for conformance with the Community Plan.

### *Future Land Use*

The West Innovation District (WID) is designated as a Mixed Use Regional Center on the Future Land Use Plan. While an important district of the City, it serves a dual role as a regional economic node.

The characteristics of the Mixed Use Regional Center for the WID include a mixed-use environment of integrated academic, research, office and advanced manufacturing uses that are supported by residential, retail, personal services, entertainment and open spaces as amenities.



The Community Plan shows the future land use for this site as *MUR-Research and Development*, which is an area reserved for mature innovation companies that desire the autonomy of their own site and require ample space for expansion. This sub-district offers a limited number of larger sites with ample parking, as well as visibility along U.S. 33.

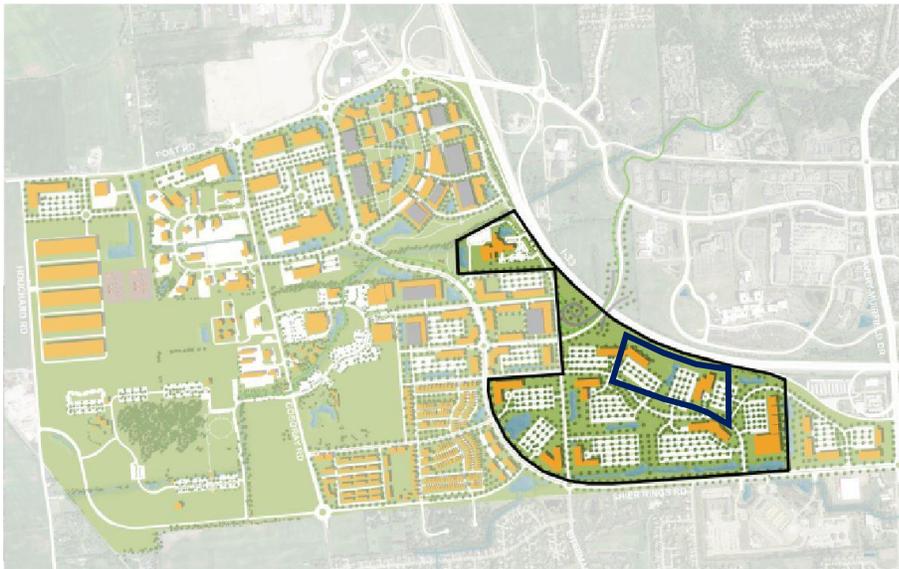
*West Innovation District Special Area Plan*

<http://communityplan.dublinohiousa.gov/special-area-plans/west-innovation-district/>

Special Area Plans provide a more in-depth depiction of how the Land Use and Transportation Plans may be implemented in key areas of the city that are expected to undergo significant change. These elements of the Special Area Plan serve to guide decision-making regarding the appropriateness of development proposals and the infrastructure improvements necessary to support future development. Special Area Plans are conceptual and intended as general guides to indicate potential development options. The concepts are schematic only, and the actual mix of land uses, locations and configurations of buildings, parking areas, streets and access points will be determined through the public review process for individual development proposals.

In 2017, City Council approved Ordinance 69-17 for an amendment to the West Innovation District (WID) Special Area Plan as part of the City of Dublin Community Plan. The WID encompasses 1,100 acres east of Houchard Road, west of Avery Road, north of Shier-Rings Road and south of US 33/State Route 161/Post Road. Following adoption of this update to the WID Special Area plan, it is the intent of staff to initiate an amendment to the existing WID

zoning to ensure consistency between the adopted plan and the zoning district.



The District is comprised of primarily undeveloped land and provides vast opportunities for walkable, mixed use, research and innovation development sites that can meet a host of business needs.

The District is designated as a *Mixed Use Regional Center* in the Plan. This designation reflects the functional role this district plays from a land use perspective. While an important district of the City, it serves a dual role as a regional economic node. Characteristics of this designation include a mixed-use environment with integrated land uses, densities that support a walkable built environment, sites that are development for a variety of corporate needs that range from the traditional suburban office uses to more walkable urban centers with higher intensity of land uses.

Appropriate land uses include office, research, medical with parking and laboratories listed as secondary uses. The Area Plan recommends a maximum density of 30,000 square feet per acre and a maximum story height of three stories.

The Area Plan also addresses architectural character and materiality with an emphasis on modern architecture. Architectural design should not be overly restrictive in the District relative to the composition of the architectural character of buildings that would limit creativity. Glass, metal, stone, brick, concrete and wood.

### **Thoroughfare Plan**

The Thoroughfare Plan map shows the needed width of right-of-way and identifies the number of lanes needed to accommodate year 2035 development in Dublin.

The Thoroughfare Plan recommends 100 feet of right-of-way for existing Shier-Rings Road and 70 feet for Eiterman Road. The Thoroughfare Plan includes planned roadway connections throughout the WID and currently depicts Shier-Rings Road moving north toward the Ohio University campus west of Eiterman Road. The Special Area Plan also shows this layout with a street connection from existing Shier-Rings Road east of Eiterman Road through the subject site north to intersect with Eiterman to provide access to the sites between these two roadways, south of US 33.

### **Neighborhood Contact**

The applicant and the City of Dublin held a public meeting on August 8, 2019 to introduce the proposal and necessary transportation network improvements. Attendance at this meeting was approximately 100. Residents of Ballantrae voiced concerns focusing on the potential impact of roadway network changes on their neighborhood, particularly due to a current study to terminate existing Shier-Rings Road in a cul-de-sac, east of the neighborhood. Concerns were raised that this option would cause non-neighborhood traffic to use streets in Ballantrae to travel south or east. Other concerns centered on the potential of this proposal to increase crime in the area and decrease property values. Some residents appreciated the efforts made to relocate the through movement and access to the OSU site north from existing Shier-Rings and the ability to create buffering between the medical center and the neighborhood. Some residents also requested the City study the northward extension of Baronscourt Way to intersect with relocated Shier-Rings Road.

Staff has transcribed the comments made on comment cards during and after the meeting, which are included in the packet. In addition, Public Works has received e-mail correspondence resulting from meeting attendance, which has also been added to the transcript. Lastly, emails were also received after the Planning and Zoning Commission meeting notice was published. Those emails are also included.

### **Proposal Details**

#### *Layout*

The Concept Plan includes two site plans, one for Phase I and one for Phase II. The plans show the relocated of Shier-Rings Road as the southern site boundary. The Phase I plan shows a medical office building and the Ambulatory Care Facility. The building is proposed in the center of the site along the US 33 frontage with the main entrance located along the south façade. Parking in three distinct lots is located along the western portion of the site and in the southern

portion of the site north of relocated Shier-Rings Road in the Phase I plan. Drive aisles for circulation to the main entrance are indicated with walking paths connecting the parking to the front of the building. Along the southern façade, the plans show ample open space and landscape area to provide outdoor space for visitors, patients and staff. Several paths are also indicated along the northern portion of the site buffered from US 33 with trees and landscaping. In the Phase I plan, there is lawn space provided where the building and additional parking for Phase II will be located.

Both Phase I and Phase II plans show stormwater retention ponds for the site in the northwest, northeast and southeast. Access is shown off relocated Shier-Rings Road with a roundabout as the main access point and secondary access in the west and east.

Phase II indicates an expansion of the parking lot east of the main entrance as well as an additional parking lot to the east between the two retention ponds. A hospital building is indicated to be attached to the Ambulatory Care Facility. Phase II continues a landscape theme along the front (south) façade to provide separation between drive aisles and to create high quality greenspaces to between the parking and the building. The access off relocated Shier-Rings Road does not change with Phase II, however there is a cross access drive aisle show for the site to the east.

### *Zoning*

While the site is shown in the Community Plan Special WID Area Plan as Research and Development, the Zoning Code has not yet been updated to reflect this District and the site retains the current zoning of ID-1, Research/Office District. All the proposed uses included in this Concept Plan are permitted within the ID-1 District. Due to the unique nature and needs of a medical facility of this size and associated site improvements, the applicant and staff have agreed that a rezoning from ID-1 to a Planned Unit Development District (PUD) is the appropriate mechanism to ensure that the needs of the facility can be met. In addition, the City retains a higher level of involvement in ensuring the development will be sensitive to the surrounding area, provides for a high quality and cohesive development with appropriate development pattern, landscaping, and signs.

### *Site*

As discussed above, the 34-acre site is a portion of three City-owned parcels. A new parcel and right-of-way will need to create to facilitate this development. The City will prepare a preliminary plat application to coincide with the future review of a Rezoning with Preliminary Development plan for this site.

### *Density*

At a maximum build-out of 550,000 square feet on 34 acres, the proposed density is approximately 16,000 square feet per acre, which meets the Community Plan.

### *Access*

Three driveways into this site from a new public roadway will provide vehicular access. A roundabout is planned at the main entrance and the other two driveways will be at traditional intersections. A Traffic Impact Study (TIS) has been performed by the applicant and submitted to staff for review. This study reviews the intersection control at the proposed driveways as well as several offsite intersections. Staff is working on the review of the study in coordination with

the proposed public improvements to be constructed by the City. The applicant has agreed to participate in the funding of the public roadway improvements that will be built by the City. The site plan includes cross access to the parcels/developments that will be east and west of this site. This will aid in distributing the traffic onto the new roadway.

#### *Architecture*

The Concept Plan includes a rendering with a view looking northeast toward the medical office building in Phase I with a slightly obscured view of the Ambulatory Care Facility in the background. The main building materials are brick and glass. The medical office building includes five occupiable stories with a tall utility enclosure on the roof. The Ambulatory Care Facility building appears similar with an additional story. Both buildings are modern in appearance with flat roof, clean lines and numerous windows. The applicant has indicated that the architecture for these facilities is a work in progress due to the unique nature of the interior space planning. However, the building materials will likely be consistent with what is shown in the Concept Plan.

The Special Area Plan suggests a maximum height of three stories in this portion of the District, while the Zoning Code does not limit the height of buildings in ID-1, but requires larger setbacks for taller buildings (75-foot side and rear setbacks for buildings taller than 51 feet). When questioned by residents during the Neighborhood Meeting as to the need for the height of the buildings, the applicant responded that interior space planning and efficient interior circulation mandate the height, while also allowing for a smaller building footprint. The building has been sited as far north on the site as possible to provide separation and space for buffer to the south.

#### *Landscaping and Open Space*

The Concept Plan includes preliminary details addressing the open space locations and programming for the site. Entry walls are shown to be of a modern limestone design to reflect the heritage of the City while also indicating the desire for modern design and innovation in the District. A courtyard for a café and a respite garden are proposed between in the center of the building on the south side, while an entry court as well as an entry green are designed to enhance the arrival experience to the facility whether walking from the parking lots or using the drop-off area. Landscape buffers are shown along all side of the site.

### **3. Concept Plan Discussion**

The Zoning Code includes a three-step process for the establishment of a Planned Unit Development District. A concept plan review with the Planning and Zoning Commission is required for projects over 25 acres, complex projects and projects that do not comply with the Community Plan.

No discussion, opinions or suggestions provided on any aspect of the concept plan shall bind the applicant, or the city, or be relied upon by the applicant to indicate subsequent approval or disapproval by the City.

## 4. Recommendation

Planning recommends the Commission consider this proposal with respect to compatibility with surrounding context, layout, architecture, and site details.

### Discussion Questions

- 1) Does the Commission support this proposal as a catalyst to begin establishing the vision adopted by the City as part of the WID Special Area Plan for a District that includes a mixed-use environment of integrated academic, research, office and advanced manufacturing uses, ultimately supported by residential, retail, personal services, entertainment and open spaces as amenities?
- 2) Does the Commission support the proposed layout of the facility and the site?
- 3) Is the architectural concept furthering the goal of the Community Plan for modern, innovative, sleek architecture?
- 4) Does the conceptual landscape and open space plan provide adequate variety and sufficient spaces for patients, visitors and staff?
- 5) Other considerations by the Commission.