

19-081Z/PDP – The Corners

Summary

This is a request for review and recommendation of approval to City Council of a rezoning with preliminary development plan of a ±13.5-acre site from OLR, Office, Laboratory, and Research District to PUD, Planned Unit Development District for the future construction of up to 70,000 square feet of office and commercial space and a public park.

Next Steps

Upon approval a recommendation from the Planning and Zoning Commission the application will be forwarded to City Council for review and final approval. The legislation will require two readings before City Council with the rezoning in effect 30 days (referendum period) after the second reading.

Site Location

Northwest of the intersection of Frantz Road and Rings Road.

Property Owners

City of Dublin

Applicant

Paul G. Ghidotti, The Daimler Group

Applicable Land Use Regulations

Zoning Code Section 153.050-153.056

Case Manager

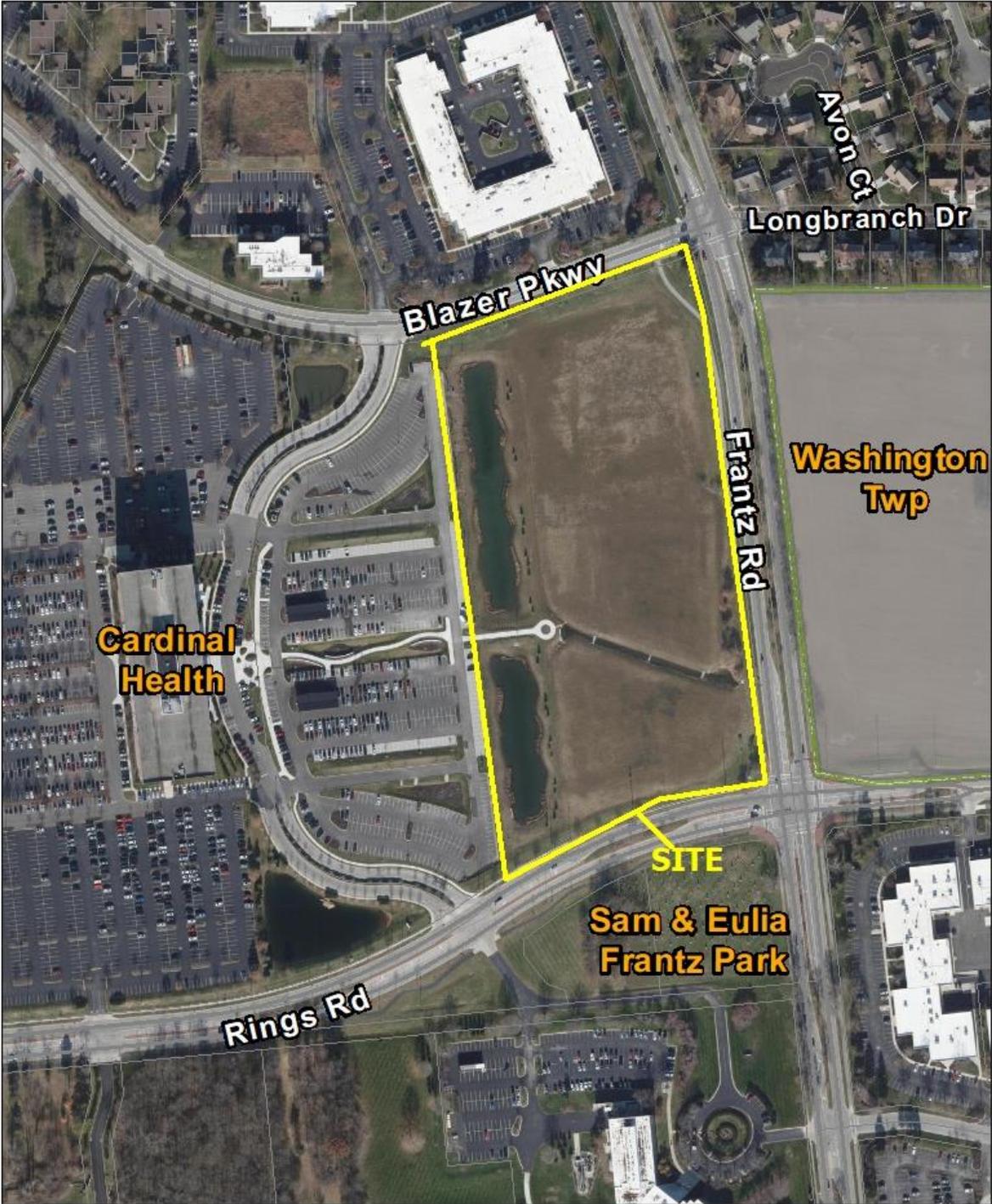
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Zoning Map



1. Context Map



 <p>City of Dublin</p>	<p>19-081Z-PDP Rezoning with Preliminary Development Plan The Corners</p>	<p>0 115 230 Feet</p> 
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2. Overview

Background

The Commission provided informal feedback on Jun 20, 2019 regarding the proposed design concepts and were supportive of the redevelopment of the site. The Commission was supportive of the proposed architectural concept and the high-quality design desired for this site. The members encouraged the applicant to look for an opportunity to connect with the Field of Corn site. They liked the proposed pedestrian connectivity and encouraged the applicant to ensure it was well maintained throughout the site and to the surrounding development. The Commission shared that the proposed park areas effectively reached the streets to draw people into and through the site. The members encouraged the applicant to pursue an internal drive that is well designed and does not promote cut-through traffic.

The site is located within the planning area of the Dublin Corporate Area Plan (DCAP), which was adopted by City Council on September 10, 2018, as an amendment to the Community Plan. Among the plan's goals are the repositioning of "legacy" office sites by encouraging new, complementary investment; the creation of a walkable, mixed use environment with commensurate amenities (e.g. retail, restaurants, etc.); the use of open space as an organizational and focal element; and placemaking.

Specifically, the site is currently undeveloped and consists of a 10-acre area out of a 23-acre parcel, purchased by the City in 2016 as an economic retention strategy to encourage relocation and expansion by Cardinal Health into the existing 7-story office building to the west. As part of the strategy, the City constructed a "smart" off-street parking lot to serve this building. The intent for the residual is to develop the site with commercial amenities within a walkable distance of Cardinal Health employees, as well as other nearby businesses and residential neighborhoods.

The City of Dublin Department of Development initiated an RFQ (Request for Qualifications) process in May 2018 to identify a suitable developer to collaborate on the development of the 10-acre site retained by the City, west of Frantz Road and east of the Cardinal Health offices and associated smart parking lot. The Daimler Group is the selected developer and their team has collaborated this past year with the City on this proposal.

Site Characteristics

Natural Features

The site is rectangular in shape and void of natural features, except for a small tree stand at the northeastern corner of the site near the intersection of Frantz Road and Blazer Parkway.

Historic and Cultural Facilities

There are no historic or cultural features on this site. The Field of Corn (Sam and Eulalia Frantz park) public park and art installation is located directly south of the site across Rings Road.

Surrounding Land Use and Development Character

North: SO, Suburban Office and Institutional District (Offices within Techmart)
East: Washington Township (Rural)
South: OLR, Office, Laboratory, and Research District (Sam & Eulalia Frantz Park and DNV GL Research Offices)
West: ORL, Office, Laboratory, and Research District (Offices for Cardinal Health)

Road, Pedestrian and Bike Network

The site has frontage on three public rights-of-way: 500 feet along Blazer Parkway to the north; 1,100 feet along Frantz Road to the east; and, 530 feet along Rings Road to the south. Both the Blazer Parkway and Rings Road frontages include sidewalk and the Frantz Road frontage has a shared use path.

Utilities

Dublinc currently serves the site on all frontages. Public utilities, including sanitary and water are available in the vicinity of the site.

Proposal

The applicant is proposing to rezone the site from OLR, Office, Laboratory and Research District to a PUD, Planned Unit Development District, to develop the site with a mix of office space, commercial (restaurant & retail) space, and parks and open space. The provided preliminary development plan was updated based on the feedback from the Commission at the informal review.

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.

Dublin Corporate Area Plan

<http://communityplan.dublinohiousa.gov/special-area-plans/dublin-corporate-area-plan/>

The Dublin Corporate Area Plan (DCAP) is a recently adopted Special Area Plan within the Community Plan. It was developed as a policy foundation for the reposition the "legacy" office sites for success by encouraging new investment, as well as reinvestment in existing buildings. A primary goal of the Plan is to create a walkable, mixed-use environment with amenities, while recommending places for infill and new development using formal and informal open spaces as organizational and focal elements for new development and redevelopment. The Plan seeks to apply placemaking principles to encourage vitality within the district and identifies under-served markets and the related opportunities for attracting new private investment. Frantz Road is an important connector within this planning area and the Plan strives to provide a strategy to "refresh" the Frantz Road streetscape that better reflects the gateway nature of this important corridor.

Future Land Use

The Dublin Corporate Area is designated as a Mixed Use Regional Center on the Future Land Use Plan. Mixed Use Regional (MUR) Districts are intended to provide concentrated areas of high quality employment facilities, integrated with or adjacent to complementary retail and commercial uses as well as supporting residential and recreational uses. These sub-districts provide opportunities to introduce amenities and walkable environment for office workers, visitors, and nearby residents.

While an important district of the City, it serves a dual role as a regional economic node. Within the DCAP, the site is located within the Mixed Use Regional Sub-District 2 (North of Rings), which recommends corporate office uses with supporting retail services in the interior of the sub-district, and a limited amount of multi-story residential (density not to exceed 30 du/ac) as a secondary use to office. Most relevant to this proposal, the plan noted that the subject site “has been identified as a key near-term development site that could accommodate a mix of uses as a neighborhood center.” In addition, a Building Height Map recommends one to two stories along the Frantz Road frontage and two to three stories for the balance of the site.

The site is one of 12 identified sites in the DCAP as a key undeveloped site that would benefit from additional policy guidance. Designated as Site 9, the plan supports “neighborhood-oriented retail and restaurant uses (no bars) for the Frantz Road frontage.” It suggests second story office uses would be appropriate and that the overall site design should allow for a direct pedestrian linkage to the properties to the west.

Neighborhood Contact

Staff and the Daimler Group hosted a public meeting on Tuesday, November 27, 2018 at the Dublin Community Recreation Center to introduce the Daimler team and the project objectives. Approximately 50 stakeholders attended the meeting, which included a brief presentation by Staff to introduce the project including its objectives, and its goal of implementing the recommendations of the Dublin Corporate Area Plan. Staff introduced the Daimler Group, who presented initial concepts regarding possible land uses and architectural character.

After the presentations and Q&A, the meeting transitioned to an open house where attendees were invited to talk with Staff and the developer team. Presentation boards with conceptual land uses, architectural character images, and ideas for open space/streetscape treatment were also available for neighborhood comment. Attendees were also asked to provide feedback using green dot stickers to vote on images/aspects of the concepts that they liked, and red dots to indicate dislike.

City Staff has been working with the Daimler team to prepare a development proposal that reflects the stakeholder feedback collected at the November 27, 2018 meeting, as well as Council direction.

Proposal Details

Layout

This proposal includes the existing stormwater retention ponds that were installed by the City as part of the smart parking lot currently leased by Cardinal Health. The recreational/park amenity is shown in the center of the site connected to this existing open space area. Access is shown off all three adjacent roads. A connection to the central open space is provided off the Frantz Road frontage for a continued green space east to west. This plan locates the office uses

to the west of the site immediately adjacent to the access points off Blazer Parkway and Rings Road, with the Rings Road portion allowing for the flexibility of office or commercial development depending on the market. This arrangement provides amenity spaces near the proposed office buildings. The commercial (restaurant/retail) areas are proposed along the Frantz Road frontage as well as at the important intersections of the site with Blazer Parkway and Rings Road. This layout lends itself to create a pleasant and viable streetscape with more active amenity spaces along the road frontages and corners. Internal drive aisles provide access to all buildings and parking areas off the public roads. The layout has been designed to discourage cut through traffic.

Zoning

While the site is shown in the Community Plan Special DCAP Area Plan as MUR, Sub-District 2 (North of Rings), which recommends corporate office uses with supporting retail services in the interior of the sub-district, and a limited amount of multi-story residential (density not to exceed 30 du/ac) as a secondary use to office. The Zoning Code has not yet been updated to reflect this District and the site retains the current zoning of OLR, Office, Laboratory and Research District. All the proposed uses included in this Concept Plan are permitted within the ID-1 District. Due to the timing of this proposal, the applicant and staff have agreed that a rezoning 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 13.5-acre site is a portion of a larger City-owned parcels. Three new parcels will be created to facilitate this development, two of which are subject to this rezoning application. A preliminary plat application (Case 19-080PP) has been prepared to coincide with the review of this rezoning application.

Subareas

The development text refers to four subareas, with the existing ponds and the open space area located in Subarea A. Subarea B1 is the Frantz Road frontage intended to accommodate a majority of the retail/restaurant/commercial buildings. Subarea B2 is the area between Subarea A (open space) and the Frantz Road frontage area and is intended to allow for the flexibility of office or commercial development. Subarea B3 is office area to the north, in the center of the site between Subarea A and the Frantz Road frontage Subarea B. This Subarea is intended for office use. The preliminary development plan does not accurately reflect all Subareas, as outlined in the text, in the Subarea Map, which should be updated prior to Council review.

Access

Three new driveways into this site from all adjacent public roadways will provide vehicular access. Full access is indicated off Rings Road as well as from Blazer Parkway, with the Frantz Road access restricted to right in/right out due to the existing median. A Traffic Impact Study (TIS) has been performed by the applicant and submitted to staff for review. Staff is working on the review of the study.

Stormwater Management/Utilities

In terms of stormwater management, this site has access and was accounted for the City project for the smart parking lot and will have access to the existing facilities. These basins are

designed to meet the requirements of the City of Dublin's Chapter 53 Stormwater Management Code, and the requirement of the Ohio EPA. Preliminary stormwater management information has been submitted to demonstrate compliance with these rules and regulations.

This site will have access to public water for domestic and fire protection service by connecting public water main along Frantz Road and Rings Road. This site will have access to public sanitary sewer service by connecting services to public sanitary mains that are on the south side of Blazer Parkway and on the north side of Rings Road in the western portion of Subarea B.

Development Text

The development text is the regulating document that outlines the development standards for the development including uses, lot requirements, and architecture and materials. The applicant has provided a development text with development standards specific to this PUD.

Uses

The permitted uses in Subarea A are limited to public parks and open space programmed with shared-use paths, seating areas and other passive recreation amenities for the enjoyment of residents and employees of surrounding businesses as well as stormwater ponds.

Subarea B has been divided for purposes of clearly defining the range of uses that are permitted within the different development areas of Subarea B, is divided into three separate Subareas (referred to as Subarea B1, B2, and B3). No residential use is permitted in this Subarea as requested by nearby neighborhood representatives.

Subarea B1 (Frantz Road Frontage Sites) permits casual and fine dining and other eating establishments with the explanation that those shall have the primary function of food service, with alcohol sales being incidental or secondary. The size limitation for this use is 30,000 gross square feet except as approved by the Planning and Zoning Commission via Conditional Use approval. Other permitted uses include various retail uses, personal services and office, which again is size limited to not more than 50% of a building.

The applicant has included outdoor dining in this Subarea as a permitted use for up to 10,000 total square feet. Use specific requirements include complementary amenities (fences, tables, chairs, flower boxes) and consistency with the overall design aesthetic of the area. Drive-thrus may be permitted as a Conditional Use within Subarea B1 with service windows and vehicular canopies associated not permitted frontage on Frantz Road.

In Subarea B2, all retail and personal services uses permitted in Subarea B1 are permitted to a maximum of 7,000 gross square feet; or all administrative, business and professional office uses, organization and associations permitted in the permitted uses section of the SO, Suburban Office and Institutional District of the Zoning Code to a maximum of 12,000 gross square feet.

In Subarea B3, the permitted uses are limited to those office uses listed above with the same size limitation.

Development Standards

The permitted density in Subarea B is based on the permitted maximum size of the different uses with Subarea B1 allowing 47,000 gross square feet of retail/restaurant/office

development and restaurant use exceeding 30,000 gross square feet (cumulative) requires Conditional Use approval. Office uses are limited to not more than 50% of the gross square footage of any building. Should Subarea B3 request additional office space exceeding the permitted 12,000 square feet, the applicant must seek administrative approval.

Lot Coverage is limited to 70% in accordance with the Zoning Code. This number will be cumulative across the entire development area of Subarea B.

The minimum setbacks from the Rings Road, Frantz Road, and Blazer Parkway rights-of-way shall be 30 feet for all buildings and structures and 15 feet for pavement, including patios. Building canopies, awnings, eaves, and projecting signs may encroach the building setbacks. The applicant should include a maximum number for this permitted encroachment.

The minimum required side and rear yard from Subarea A is permitted at be zero feet for buildings and five feet for pavement and where parking areas and vehicular or pedestrian circulation is shared with an adjoining property, a side or rear yard of zero feet for pavement is permitted.

Parking

The proposed text includes a provision that allows parking in Subareas A and B to be shared regardless of use. The minimum number of parking spaces are 5 per 1,000 for commercial and 4 per 1,000 for office, not parking is required for outdoor dining or the park. The parking requirements, particularly the allowance for shared parking are appropriate for this type of development that will likely have peak hours that differ from use to use.

Drive-thru stacking spaces are required and are reflective of numbers approved the Commission in other Planned Districts. Bicycle parking is required at a ratio of 1 per 4,000.

Landscaping

As part of the landscaping section the proposed text described path connections interior and through the site to connect to the open space with informal seating areas and gathering spaces for the park. The plans include images that provide concept for how these areas may be programmed. Much of these details will be included in the final development plan for the park and will also require the allocation of public funds.

The text requires a cohesive landscape theme along the Frantz Road frontage between the existing shared use path and proposed patios and building facades, details of which will require Commission approval as part of the Final Development Plan.

Parking, vehicular use areas, and service areas must be screened from view from the public through the use of walls, fences and landscaping, according to the development text. The text requires the design of walls and fences be complementary to the proposed architectural theme.

Architecture

Prior to the review of a formal application for this site, the interested neighborhoods attended public meetings and indicated a preference for an architectural theme for this PUD that is a contemporary interpretation of the traditional rural and agricultural structures of the area. The development text speaks to that desire and the plans provide imagery that reflects the

character envisioned here. Architecture in Subareas B2 and B3 is intended to provide a transition between the rural, agriculturally influenced architecture of Subarea B1 and existing contemporary architecture of office developments to the west, unless otherwise approved by the Planning and Zoning Commission at Final Development Plan.

The maximum building height in Subarea B1 is one occupied story, not to exceed 35 feet in height. Maximum building height in Subareas B2 and B3 is two occupied stories, not to exceed 40 feet in height. Architectural features, such as tower elements, cupolas and mechanical screens may exceed these maximum building heights.

The proposed text includes language that emphasize the desire for pedestrian orientation and comfort of the proposed buildings

Permitted roof materials include standing seam metal, corrugated metal, dimensional and simulated slate asphalt shingles, and slate or synthetic slate shingles and permitted exterior façade cladding materials include natural wood siding, fiber cement siding, and composite wood siding in the form of traditional lap and Dutch lap clapboards, panels and trim, shakes or shingles, board and batten, and board on board; brick veneer; stone and cultured stone veneer.

Signs

The proposal includes a Sign Regulation and Guidelines Document, with examples and images of unique, interesting and high-quality designs. This document successfully includes requirements for the management of signs between the landlord, the tenant and the City.

Many of the permitted sign types and design examples are reminiscent of what has been included in the Design Guidelines for signs in the Bridge Street District, including Fascia/Wall Signs, Projecting Signs, Canopy Edge Signs, Window Signs, Window Menus and Window Graphics. Also addressed a menu boards, directional signs and compliance signs. The text allows for three joint identification signs for this PUD with the same requirements as in the Code, that no Joint Identification Sign can contain any individual tenant information. The proposed document includes appropriate numbers, sizes and locations for all sign types per each subarea.

Phasing

Information regarding the phasing of development is required in the Zoning Code for the establishment of a Planned Unit Development District. This application includes a phasing plan that does not include access from either Blazer Parkway or Rings Road in Phase 1 and appears to inhibit circulation within the entirety that proposed phase. Staff requires the applicant to revise the phasing plan to include adequate circulation in Phase 1.

3. Criteria Analysis

Rezoning with Preliminary Development Plan Analysis [§153.055A]

- 1) The proposed development is consistent with the purpose, intent and applicable standards of the Zoning Code;
Criterion met with Condition. This proposal is consistent with the purpose, intent and applicable development standards of the Zoning Code requirements, except as altered in the proposed development text to create unique and specific standards for this proposal.

However, the preliminary development plan does not accurately reflect all Subareas, as outlined in the text, in the Subarea Map, which should be updated prior to Council review.

- 2) The proposed development is in conformity with Community Plan, Thoroughfare Plan, Bikeway Plan, and other adopted plans or portions thereof as they may apply and will not unreasonably burden the existing street network;
Criterion Met. Based on previous discussions with the Commission, the proposal was deemed to be largely consistent with the Community Plan recommendations, particularly given the provision of open space areas, the site layout and architecture.
- 3) The proposed development advances the general welfare of the city and immediate vicinity and will not impede the normal and orderly development and improvement of the surrounding areas;
Criterion met with Conditions. This proposal provides for an orderly development and will improve the surrounding area as the first development in the DCAP. It meets the Community Plan for permitted uses as well as the desired design of sites within the District. To avoid conflicts with any planned future improvements along the Frantz Road frontage, the applicant should revise the development text to address the maximum permitted encroachment of building canopies, awnings, eaves, and projecting signs.
- 4) The proposed uses are appropriately located in the city so that the use and value of property within and adjacent to the area will be safeguarded;
Criterion met. The development is appropriately located within the City in the District and is an example of the type of a development type appropriate for this District.
- 5) Proposed residential development will have sufficient open space areas that meet the objectives of the Community Plan;
Criterion Not Applicable. There is no open space provision required for non-residential development. The applicant has; however provided ample open space in the form of a public park, of almost four acres.
- 6) The proposed development respects the unique characteristic of the natural features and protects the natural resources of the site;
Criterion met. The proposal will have to adhere to Code for any removal and replacement of the limited vegetation on site.
- 7) Adequate utilities, access roads, drainage, retention and/or necessary facilities have been or are being provided;
Criterion met. The applicant has worked with staff to ensure adherence to Code requirements and knowledge of available infrastructure to to serve the proposed development.

- 8) Adequate measures have been or will be taken to provide ingress and egress designed to minimize traffic congestion on the surrounding public streets and to maximize public safety and to accommodate adequate pedestrian and bike circulation systems so that the proposed development provides for a safe, convenient and non-conflicting circulation system for motorists, bicyclists and pedestrians;
Criterion met. Access to the proposed site will be from all adjacent public streets and paths will also be provided through the site and to the park.
- 9) The relationship of buildings and structures to each other and to such other facilities provides for the coordination and integration of this development within the PD and the larger community and maintains the image of Dublin as a quality community;
Criterion met. The proposal includes setbacks that will aid to create an inviting, pedestrian-scaled development with amenity areas that serve the patrons, tenants and the public.
- 10) The density, building gross floor area, building heights, setbacks, distances between buildings and structures, yard space, design and layout of open space systems and parking areas, traffic accessibility and other elements having a bearing on the overall acceptability of the development plans contribute to the orderly development of land within the city;
Criterion met. The proposed layout and intensity are appropriate for this site in this District, particularly given the heightened neighborhood interest in additional open space amenities for this area.
- 11) Adequate provision is made for storm drainage within and through the site so as to maintain, as far as practicable, usual and normal swales, water courses and drainage areas;
Criterion met with Condition. The development includes provisions for stormwater management via storm sewer and existing retention basins.
- 12) The design, site arrangement, and anticipated benefits of the proposed development justify any deviation from the standard development regulations included in the Zoning Code or Subdivision Regulation, and that any such deviations are consistent with the intent of the Planned Development District regulations;
Criterion met. The proposed design, site arrangement and anticipated benefit to the City will be ensured through the proposed development text.
- 13) The proposed building design meets or exceeds the quality of the building designs in the surrounding area and all applicable appearance standards of the city;
Criterion met. The preliminary development includes character images for the proposed buildings and the text includes material and designs standards, which will create a cohesive high quality development.
- 14) The proposed phasing of development is appropriate for the existing and proposed infrastructure and is sufficiently coordinated among the various phases to ultimately yield the intended overall development;
Criterion met with Condition. The development will be completed in two phases. This application includes a phasing plan that does not include access from either Blazer Parkway or Rings Road in Phase 1 and appears to inhibit circulation within the entirety

that proposed phase. Staff requires the applicant to revise the phasing plan to include adequate circulation in Phase 1.

15) The proposed development can be adequately serviced by existing or planned public improvements and not impair the existing public service system for the area; Criterion met. The development will be adequately serviced by existing public and planned infrastructure.

16) The applicant's contributions to the public infrastructure are consistent with the Thoroughfare Plan and are sufficient to service the new development. Criterion met. All contributions to infrastructure have been agreed upon and approved as part of the Economic Development Agreement.

5. Recommendations

The proposal is consistent with all of the applicable review criteria contained in the Zoning Code and **Approval** is recommended with the following conditions:

- 1) That the preliminary development plan be revised to accurately reflect all Subareas, as outlined in the text, prior to Council review;
- 2) That the applicant revise the development text to address the maximum permitted encroachment of building canopies, awnings, eaves, and projecting signs along the Frantz Road frontage; and,
- 3) That the applicant revise the phasing plan to include adequate circulation in Phase 1.