

20-036FDP – The Ohio State University Wexner Medical Center

Summary

Construction of ±271,850-square-foot medical office and ambulatory care facility and associated site improvements. The 33.73-acre site is north of Shier Rings Road, ±2,800 feet northwest of the intersection with Avery Road and zoned Planned Unit Development District.

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

Case Manager

Claudia D. Husak, AICP, Senior Planner/Current Planning Manager

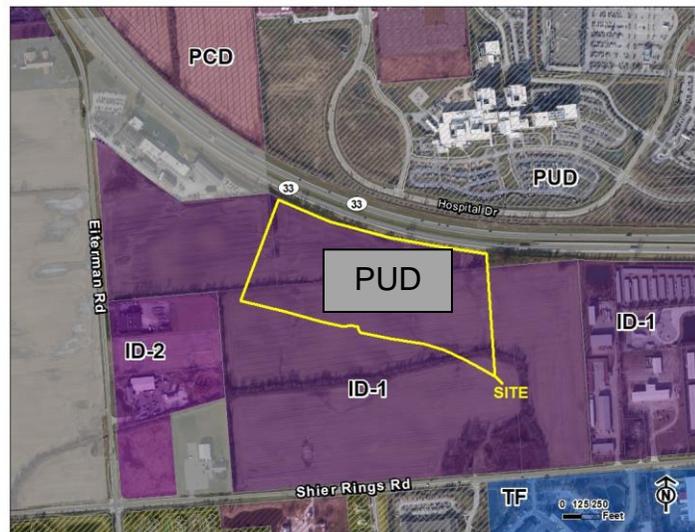
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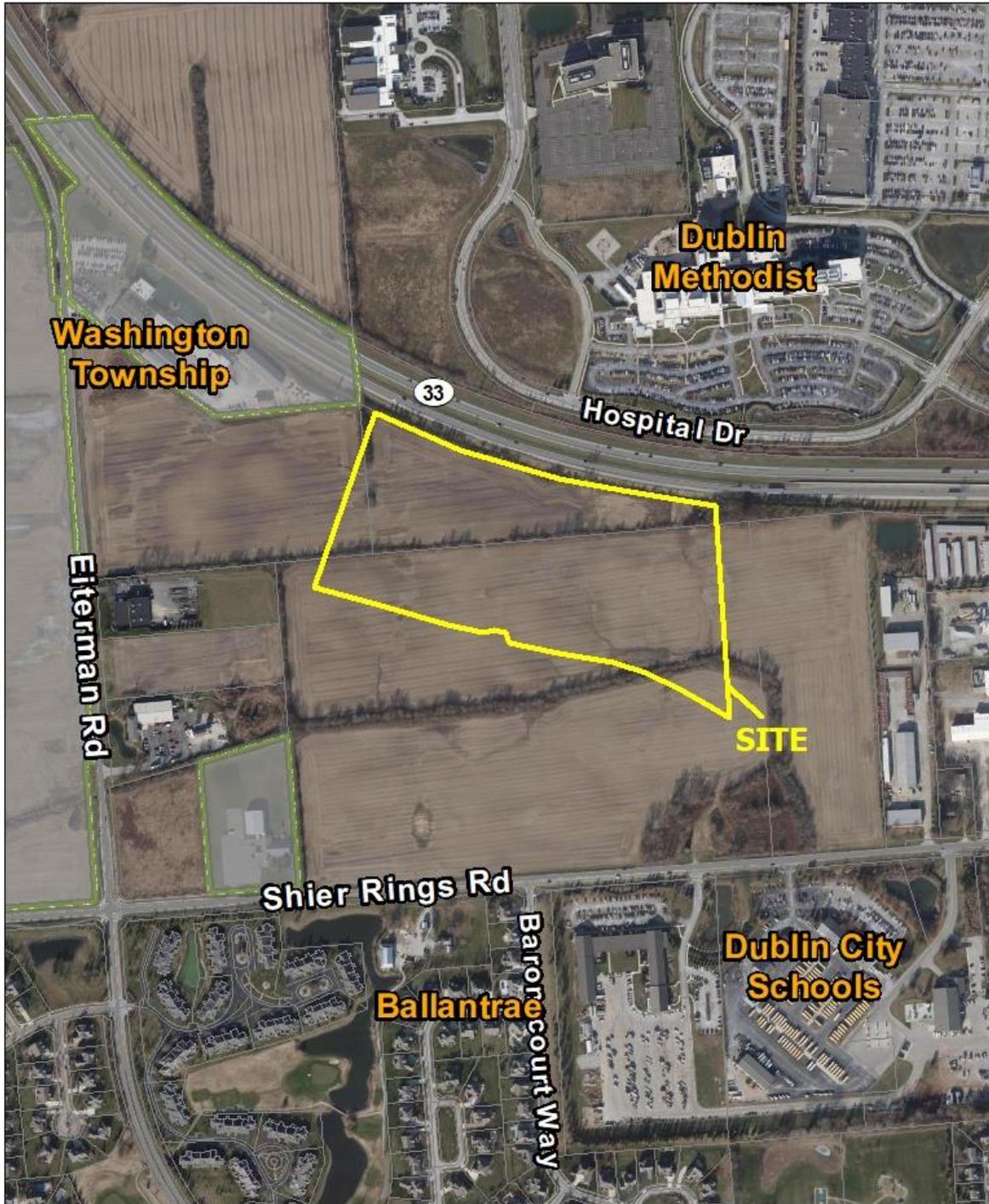
Next Steps

Upon approval a recommendation of approval from the Planning and Zoning Commission the applicant will be eligible to obtain a permit for mass excavation as well as a building permit.

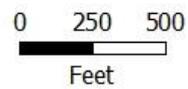
Zoning Map



1. Context Map



20-036FDP
Final Development Plan
OSU Medical Campus
6700 Shier Rings Rd



2. Overview

Background

On April 13, 2020, City Council approved a Final Plat for University Boulevard, which is public road connecting the area from Shier-Rings Road to the southeast to Eiterman Road to the northwest. University Boulevard will be providing primary access to the subject site. The Final Plat was recommended for approval by the Planning and Zoning Commission on March 3, 2020.

On November 4, 2019, City Council approved a rezoning of the site from ID-1, Research/Office District as part of the West Innovation District, based on a September 19, 2019 recommendation of approval by City Council. Ordinance 53-19 established PUD, Planned Unit Development District zoning for the approximately 34-acre site. The zoning is largely modeled on the West Innovation District zoning but with unique nuances to cater to the specialized needs of the proposed Ohio State University Wexner Medical Center.

On August 22, 2019, the Planning and Zoning Commission informally reviewed and commented on this proposal. The Commission complimented and welcomed the applicant for choosing this location for their proposed facility as well as the quality and layout of the proposal. Commissioners suggested the applicant provide additional paths throughout the parking lots to break up the large parking areas and provide additional opportunities to navigate to the main building entrances. Seating along walkways was encouraged closer to the drop off at main entry areas. The Commission also requested that the applicant provide more opportunities to walk or bike through the natural areas along the site boundaries.

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.

At the August meeting, a representative of the Ballantrae Board of Directors provided comments regarding the neighborhood's appreciation of OSU as a neighbor to their community and requested that the connectivity of the neighborhood to the improved roadway network be considered. Additional public comment centered on the connectivity of businesses along Eiterman Road to and from the north and the potential impact of an intersection with the road serving OSU and Eiterman Road and the relationship between the anticipated traffic and the facility.

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 and work has begun to remove trees and relocate stream. The relocated stream is located in a conservation easement in the approved Final Plat.

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 the first phase of the approved medical campus and included a medical office building ($\pm 160,000$ square feet) and an ambulatory care facility ($\pm 115,000$ square feet) as well as all associated site improvements for this first phase. The term ambulatory care facility will provide outpatient medical procedures, testing, and treatment in addition to traditional physician consultations.

Proposal Details

Layout

The proposal includes the site plan for Phase, laid out in accordance with the approved preliminary development plan. The plans show University Boulevard as the southern site boundary. The medical office building and the Ambulatory Care Facility are located to the north of the center of the center, along the US 33 frontage with the main entrance located along the south façade. Parking is located along the western portion of the site and in the southern portion of the site north of University Boulevard. 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. A tree lawn space is provided where the building and additional parking for Phase II will be located in the future. Based on Commissioners' suggestions during the preliminary and informal review process, the applicant provided additional paths throughout the parking lots to break up the large parking areas and provide additional opportunities to navigate to the main building entrances. In addition, paths, landscaping and seating were added as opportunities to walk or bike through the natural areas along the west and east site boundaries.

Main stormwater retention ponds for the site are shown in the northwest, northeast and southeast. Access is shown off relocated Shier-Rings Road/University Boulevard with a roundabout as the main access point and secondary access in the west and east.

Zoning

As part of the approval of Ordinance 53-19, a Planned Unit Development Text was submitted and approved by City Council that includes all permitted uses and development requirements, addressing among other items the appropriate development pattern, landscaping, and signs.

Access

Three driveways into this site from a new public roadway (University Boulevard) 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.

Utilities/Stormwater

This site will have access to public water for domestic and fire protection service by connecting public water main that will be constructed with the University Boulevard project. Two separate water meter vaults will be placed at the western most and eastern most site drives. This site will have access to public sanitary sewer service by connecting services to public sanitary mains that will be constructed with the University Boulevard project. This site is located within the Cosgray Sanitary Sewer shed.

In terms of stormwater management, this site has proposed the construction of three separate wet retention basins. Two of the basins are proposed along the US 33 frontage, the third is proposed to the east of the eastern most drive. 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. In addition, the applicant is proposing sustainable stormwater management techniques, specifically a bioswale along the southern façade of the medical office building to collect stormwater from the front access drive. The bioswale will be vegetated with a variety of trees, grasses and groundcovers. Decorative river rock will be used at the curb cuts to dissipate the runoff.

A stormwater management report has been submitted to demonstrate compliance with these rules and regulations.

Development Standards

The text requires a minimum lot size of three acres and limits lot coverage to a maximum of 75%, which exceeds the Code by 5%.

The development text permits a height of up to 110 feet and seven stories. The proposal meets the height allowance.

Setback requirements are 100 feet from U.S. 33 for parking and pavement, with exceptions for walking paths, ground-mounted mechanical equipment that is completely screened and grass pavers required for vehicular access to any equipment. Along proposed University Boulevard pavement setbacks are required to be 25 feet and building setbacks 100 feet. Side yard setbacks are 15 feet for pavement and 50 feet for buildings. The applicant agreed to clarify the development text during the rezoning stage that paths, outdoor amenity spaces or decorative walls are exempt from the setback requirements. A minor text modification has been requested to add "walls used as landscape elements" to the list of permitted encroachments, which were inadvertently not added to the previous clarification. A landscape wall (stacked stone at an approximate height of 24 inches) with seating along the interior is shown along the eastern portion of the U.S. 33 frontage to aid creating an outdoor amenity and additional screening.

Architecture

The development text explains the unique architectural needs and building design for this type of facility as well as a facility operating under the OSU brand. A significant amount of interior design informs the exterior elevations, which will be required to be reviewed and approved by the Planning and Zoning Commission with the Final Development Plan.

The text states that the goal of the architecture for the facility is to be high-quality with an attractive aesthetic design to meet and exceed the City's standards for quality of materials and design as a focal point in the community. Requirements include a similar treatment of materials on all elevations with uninterrupted, blank facades prohibited if visible from the right-of-way or adjacent property. Permitted materials include brick, brick veneer, stone, stone veneer, manufactured stone, cast stone, architectural pre-cast concrete, metal, wood (including synthetic) and glass. Reflective or mirrored glass is prohibited. Other prohibited materials include prefabricated metal and untreated masonry block.

The proposed building elevations are substantially similar to what was shown during the preliminary development plat stage. Materials include aluminum at the building entrances, the penthouse enclosure and mullions and window panels. Colors complement in other in varying shades of grey and brown. Precast concrete panels and brick are the primary materials for the building along with glazing,

Landscaping

The text refers to the illustrative drawings and the preliminary landscape plan to illustrate the intended landscape treatment. The text requirements align with Code requirements. The text requires open space plantings for every 2,000 square feet of open space, while the Code requires this treatment for every 1,000 square feet. Staff is aware that the Code requirement is not practicable for the development pattern envisioned in this area and supports this deviation. The applicant should include peninsulas in the interior landscape requirements of the proposed development text, as some areas may count to meet Code. Both islands and peninsulas are required to include one tree, which is shown on the plans as 1.75 inches in caliper; this should

also be included in the text. The text should also include bio-retention measures, as appropriate to be included in the parking lot areas to aid in stormwater management and provide for irrigation of trees, this should include the elimination of the requirement of curbed islands.

The Preliminary Development Plan continues to include details addressing the open space locations and programming for the site. In addition, new drawings have been provided to address made by the Commission during the Concept Plan review to illustrate pedestrian movements throughout the site as well as from parking areas to the building. 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.

Tree Preservation and Replacement

The development text requires landscape areas and islands within the parking lot to be at least 10 feet wide to better accommodate trees, compared to the 7-foot minimum in the Zoning Code. Many islands are exceeding the 10-foot requirement and 96 trees are evenly distributed around the parking lot in this first phase to maximize shading of the vehicular use areas. Several large planter strips are proposed on the west side of the development.

The landscape plans show a deficiency of 110 inches or 44 trees. A fee will be required in lieu of tree planting to replace any inches not fulfilled with tree plantings. This development proposal shows the use of larger caliper trees than required to apply the excess inches toward tree replacement. If the proposed trees cannot be planted at the sizes shown, this deficiency will also need to be fulfilled with a fee.

The plans indicate more details for the courtyard area will be provided in the architectural plans. This information needs to be included and reviewed with the site permit package. Architectural plans are not required to be submitted to the City for review due to this public project being required to be approved by the State of Ohio.

A tree removal permit was approved for the entire development with 689.5 inches of protected trees removed at the hospital property in anticipation of the Indiana Bat clearing restrictions imposed by the Ohio Department of Natural Resources. Some protected trees are proposed for preservation and tree protection fencing will be installed and maintained throughout construction.

While the landscape plans do not provide specific quantities for trees in the plant lists, there will be over 400 new trees planted in Phase 1. The applicant has worked with staff to diversify their tree selection and select appropriate species for the site.

Some of the required trees are shown outside of the property boundaries to enhance the walking paths along the east and west boundary for the public. Maintenance of those areas and trees are going to be memorialized as part of declarations that will be recorded with the Final Plat. The applicant has provided a color-coded legend show how each tree meets the unique requirement of the development text. The applicant is requesting a text modification to allow

required landscape trees to be located off site within the area described in the declarations and as shown on the final development plan.

Large caliper trees are proposed throughout the site along with some 2-inch caliper stock to provide variation. The plans contain large quantities of individual shrubs and other ornamental plants. The applicant be required to continue to work with staff at the permit stage to diversify and ensure plants are available at planting and help reduce substitutions. The applicant has been encouraged to substitute with more flowering plants to attract more pollinators.

Three driveways off University Boulevard will be lined on both sides with equally spaced deciduous trees. The main entry boulevard will include trees within the center islands. Limestone walls and evergreen hedges will provide screening from the entry drive to the main parking lots on either side. Pines and spruce trees, as well as mounding, will be used along US 33 to satisfy screening requirements. These trees will vary in height from 6 feet to 12 feet to provide visual variation and aesthetics. There will be mix of deciduous trees scattered throughout the building setback off U.S. 33.

Service areas adjacent to U.S. 33 will be screened with walls as required by the development text. Evergreen trees will also be used to screen the service drives. The main entrance to the building will be landscaped with ornamental trees and shrubs, hedges, grasses and groundcovers. Large deciduous trees fill the entry courtyard and highlight the proposed mounding intersected by a network of entry walks. Whitespire Birch trees at a height of 10 feet are proposed within the courtyard and drop off areas.

Lawn areas will consist of manicured turf in most areas. Certain areas of no-mow turf will be used adjacent to U.S. 33 as the site transitions to the existing tree line. Bands of no-mow turf are also proposed along the top of the mound adjacent to University Boulevard with manicured areas on the sides. The applicant will be required to revise the mounding to ensure additional height variation while maintaining at least a 42 inches of elevation above the parking lot to satisfy code requirements.

A prairie seed mix is proposed around the retention basins. These areas will be require significant maintenance the first 3 years of growth to limit weeds, but once established will be filled with coneflowers, butterfly weed and little bluestem. The applicant should provide a maintenance plan prior to submitting for permits.

Retention basins will be planted with an elaborate mix of sedges and other ornamental plants above and below the waterline. The applicant should include aerators or bubblers within the retention basements.

Parking

The text requires 2.25 parking spaces per 1,000 square feet of building area for this PUD, while the Zoning Code breaks out parking requirements by each individual use and the plan provides 841 parking spaces. The text requires 28 Bicycle parking spaces for this portion of the development and the parking plans should be updated to reflect that this requirement is met.

Lighting

The text requires adherence to the Zoning Code for lighting regulations, all of which will in detail reviewed as part of the Final Development Plan. The Code addresses height and lumen levels of fixtures and permitted levels of lighting at the property line. The lighting plans show adherence to Code in terms of fixtures and light trespass and also provide illumination details that show low to 0.0 foot candles at the property lines.

Signs

The applicant has maintained that the sign requirements for this type of facility are unique and require flexibility and user experience will play an important role to the sign approach. The text requires approval of a sign plan as part of the Final Development Plan to provide additional details, which has been submitted as part of this application.

The text includes seven sign types: Building Identification Signs, Ancillary Wall Signs, Window Signs, Primary Entry Monument Signs, Secondary Entry Monument Signs, Directional Signs and Regulated Signs. In general, the signage plan includes the correct nomenclature for the permitted signs in the development text, however, the sign details do not appear to use the same language, which should be addressed prior to sign permitting, nor are they consistent with the permitted signs at each location. The signs that meet requirements or requirements with requested modifications are:

- **Building Identification Signs:** four such signs are permitted per the development text. Per the plan, this sign type is approximately 300 square feet, which meets the maximum sign size for buildings with Interstate frontage. Each sign is permitted to be located on the uppermost story, which is the mechanical room of each building. The proposal meets these requirements.
- **Ancillary Wall Signs:** the text does not include a number permitted for additional wall signs but states that their purpose is to identify particular uses within the building, to provide addresses for such uses, and to promote efficient wayfinding into the building(s). The applicant defers the details of such signs to the Final Development Plan, which are shown accordingly.
- **Window Signs:** window signs are permitted based on the ID-1 District allowances, which limits them to one per building or use when the use has an individual entrance. None of which are proposed with this application.
- **Primary Entry Monument Sign:** The text permits one such sign either east or west of the main entrance to the facility. The sign plan, which was part of the preliminary development plan showed the height of this sign to be approximately 12 feet and the overall size is 66 square feet. The applicant has since changed the sign design to two, approximately 40 square feet signs on low stonewalls flanking the entry drive off University Boulevard. Each sign is individual letters and the tallest portion of the flanking wall is 5 feet 4 inches. Staff supports the requested change in the text to allow for this revised design.

There appears to be discrepancy between the text, the preliminary development plan and the final development plan in terms of the Secondary Entry Monument Signs and the Directional Signs. The plans include "vehicular monument signs" at a height of 9 feet, however the maximum sign height in the preliminary development plan was 7 feet and 10 inches. The directional parking signs shown in the plans do not need permits as they meet the text as long as the design is approved by the Commission. The applicant will need to work with Staff to address these discrepancies prior to filing for sign permits.

3. Criteria Analysis

A. Minor Text Modification Criteria [§153.053(E)(2)(b)(4)(b)]

Minor modifications to approved development texts or applicable Code Sections for a proposal are permitted to be made by the Planning and Zoning Commission, if “*The Planning and Zoning Commission determines that, for this Planned District, the code compliance is not needed in order to ensure that the Planned District is consistent with the Community Plan and compatible with existing, approved, or planned adjacent development.*” The specific criteria are:

- i. The Planning and Zoning Commission determines that the proposed modification does not significantly alter the list of permitted or conditional uses, cause an inappropriate increase in density or cause inconsistencies with the Community Plan;
- ii. The proposed modification results in a development of equivalent or higher quality than that which could be achieved through strict application of the requirement(s);
- iii. The principles of §153.052(B) are achieved; and
- iv. The development, as proposed on the final development plan, will have no adverse impact upon the surrounding properties or upon the health, safety or general welfare of the community.

The applicant has requested three minor modifications to the development text to address the permitted location of landscape walls, required landscaping and the primary entry monument sign number and sign type. Staff supports these requested modifications.

Requests

- 1) To modify the development text to permit required landscape trees to be located off-site.
- 2) To modify the development text to permit landscape walls to encroach required setbacks.
- 3) To modify the development text to permit two primary entry signs at a size not to exceed 50 square feet each located on entry walls.

B. Final Development Plan Review Criteria [§153.055(B)]

- 1) The plan conforms in all pertinent respects to the approved preliminary development plan.

Criteria Met with Approval of a Minor Text Modifications and a Condition. The proposal is consistent with the approved development plan for this Planned Unit Development in all aspects, except as noted. The applicant is requesting three modifications to the text to as noted above.

The text requires 28 bicycle parking spaces for this portion of the development and the parking plans should be updated to reflect that this requirement is met.

- 2) Adequate provision is made for safe and efficient pedestrian and vehicular circulations within the site and to the adjacent property.

Criteria Met. The proposal provides for safe and efficient circulation from University Boulevard through the site. In addition, connections are shown to adjacent sites. Paths

are located throughout the site and along the eastern and western boundary to provide additional connections to the public road.

- 3) The development has adequate public services and open spaces.
Criteria Met. The proposal has access to necessary utilities and provides sufficient open spaces.
- 4) The development preserves and is sensitive to the natural characteristics of the site in a manner that complies with the applicable regulations set forth in the Code.
Criteria Met. Prior to OSU starting the development process for the site, the City started the process of the relocation of the Cosgray ditch by applying for all necessary permits. The subject site currently contains a small portion of the ditch in the southeast corner of the site. Once all permits have been secured, the City will relocate the ditch and a conservation easement has been created. As part of this public project extensive landscaping will be included to restore this natural feature in the relocated area.
- 5) The development provides adequate lighting for safe and convenient use of the streets, walkways, driveways, and parking areas without unnecessarily spilling or emitting light onto adjacent properties or the general vicinity.
Criteria Met. The proposal provides adequate lighting.
- 6) The proposed signs are coordinated within the PUD and with adjacent development.
Criteria Met with Condition. The unique nature of a medical facility of this size requires special attention be paid to signs and wayfinding. The development text includes provisions for the distinctive needs for this site and use. The final development further defines the designs and locations. There appear to be minor discrepancies in the plans and the applicant will need to work with Staff to address these discrepancies prior to filing for sign permits.
- 7) The landscape plan will adequately enhance the principle building and site; maintain the existing trees to the extent possible; buffer adjacent incompatible uses; break up large expanses of pavement with natural material; and provide appropriate plant materials for the buildings, site, and climate.
Criteria Met. The proposed landscaping will significantly enhance the principle building and site. Many areas of connectivity and seating have been created, not just for patients and staff but also in the public areas of the site along the eastern and western site boundaries. The proposal includes a prairie seed mix around the retention basins and the applicant should provide a maintenance plan prior to submitting for permits as well as include aerators or bubblers for the basins. In addition, the applicant will need to update the plans to ensure the mounding along the parking areas satisfies code requirements.
- 8) Adequate provision is made for storm drainage within and through the site which complies with the applicable regulations in the Code and any other design criteria established by the city or any other government entity which may have jurisdiction over such matters.
Criteria Met with Conditions. The applicant will need to continue to work with Engineering to demonstrate stormwater management compliance in accordance with Chapter 53 of the Dublin Code of Ordinances.

- 9) If the project is to be carried out in progressive stages, each stage shall be so planned that the foregoing conditions are complied with at the completion of each stage.
Not Applicable. The proposal will not be phased.
- 10) The proposed development is compliant with other laws and regulations.
Criteria Met. The proposal meets all other applicable laws and regulations.

4. Recommendation

The proposed Minor Text Modification is consistent with all applicable review criteria. **Approval** is recommended for the following text modifications:

- 1) To modify the development text to permit required landscape trees to be located off-site.
- 2) To modify the development text to permit landscape walls to encroach required setbacks.
- 3) To modify the development text to permit two primary entry signs at a size not to exceed 50 square feet each located on entry walls.

Staff recommends **approval** of the Final Development Plan with five condition.

- 1) That the parking plans be updated to reflect the required number of bicycle parking spaces;
- 2) applicant will need to work with Staff to address these discrepancies prior to filing for sign permits;
- 3) That the applicant provide a maintenance plan prior to submitting for permits for the prairie seed mix around the proposed retention basins;
- 4) That aerators or bubblers are provided for the retention basins; and,
- 5) The applicant will need to update the plans to ensure the mounding along the parking areas satisfies code requirements.