

21-158CP – MOUNT CARMEL HOSPITAL

Summary

Conceptual development proposal to establish a Planned Unit Development for a 190,000-square-foot, 60-bed inpatient hospital and ambulatory center and 90,000 square-feet of medical office space on a ±35-acres site.

Site Location

Located southeast of the intersection of Bright Road with Emerald Parkway, north of I-270 and west of Sawmill Road.

Zoning

R-1, Restricted Suburban Residential District

Property Owner

McKittrick Properties INC

Applicant/Representative

Jason Koma, Mount Carmel Health System
Dan Livanec, Hplex Solutions

Applicable Land Use Regulations

Zoning Code Section 153.050

Case Manager

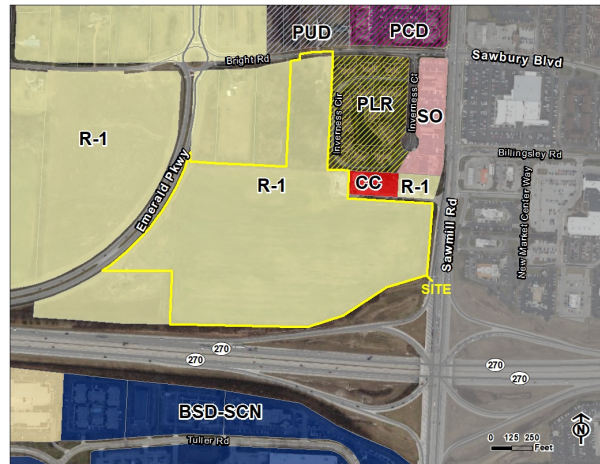
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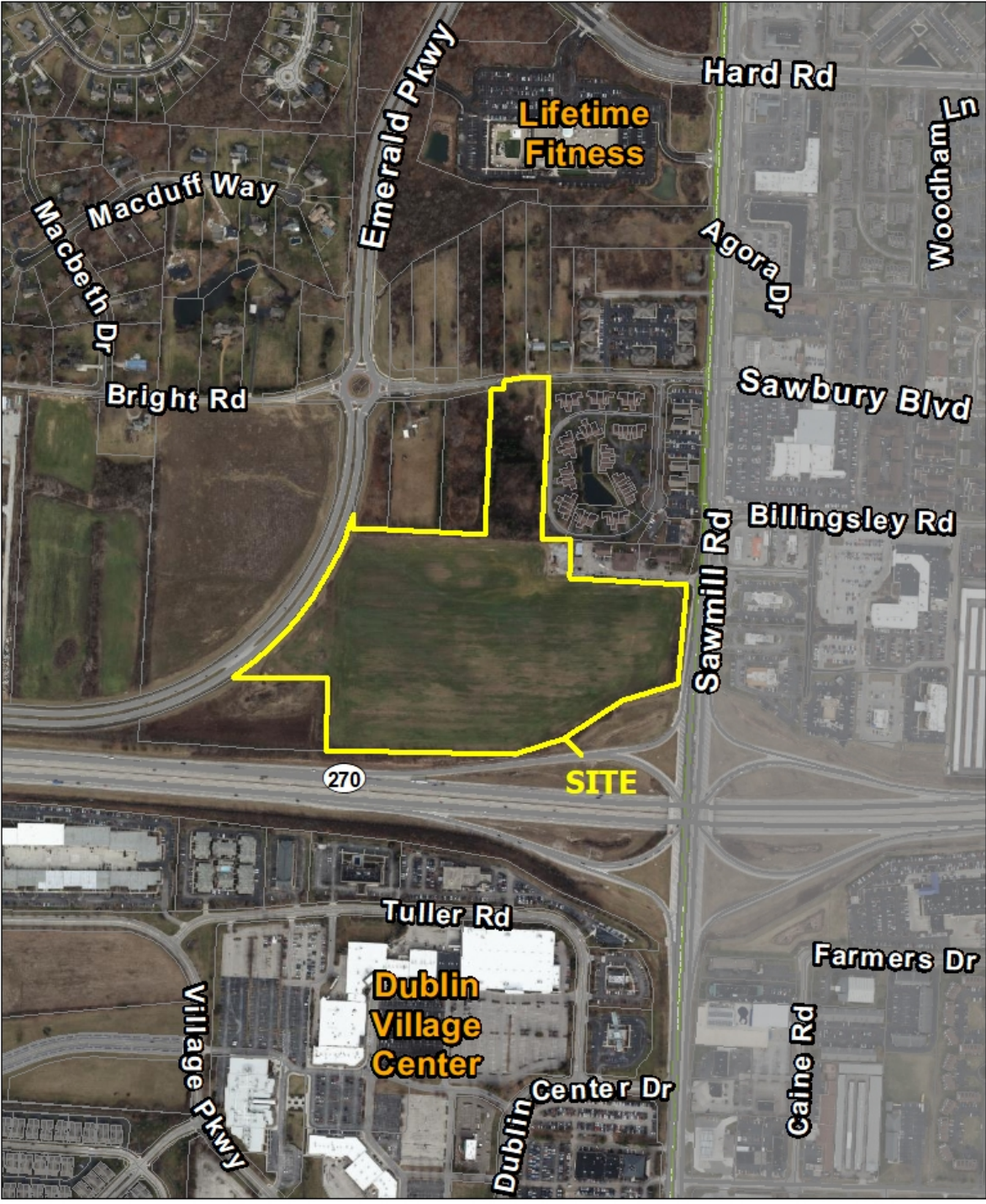
Next Steps


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

Zoning Map



1. Context Map



 <p>City of Dublin</p>	<p>21-158CP Concept Plan Mount Carmel Hospital 3865 Bright Road</p>	<p>0 250 500 Feet</p> 
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2. Overview

Background

Conceptual development proposal to establish a Planned Unit Development for a 190,000-square-foot, 60-bed inpatient hospital and ambulatory center and 90,000 square-feet of medical office space on a ±35-acres site.

The site, located at 3865 Bright Road, is 750 feet southeast of the intersection of Bright Road with Emerald Parkway. The site has approximately 700 feet of frontage on Emerald Parkway, 250 feet of frontage on Bright Road, 450 of frontage on Sawmill Road, and 1,500 feet of frontage along I-270. Presently, the site is undeveloped and accessible via an informal driveway along Bright Road and shared drive with Perry Township offices along Sawmill Road. There are no existing curb cuts along Emerald Parkway although there is an existing median break.

Case History

In November of 2021, the Planning and Zoning Commission reviewed and provided non-binding feedback for an initial Concept Plan for the proposed Mount Carmel hospital. The Commission expressed support for the proposed hospital and medical office uses. The Commission encouraged the applicant to explore a wellness campus concept with integrated green spaces and physical connections to the site surroundings and to further study building placement and orientation to better leverage such an important site fronting many prominent thoroughfares. The Commission also expressed a desire to understand the future buildout. Members of the public in attendance provided comments indicating concern for the site sensitivity to surroundings properties, as well as potential traffic impacts to the area.



November 04, 2021 Concept Plan

Process

As proposed, the development of this site requires a rezoning to establish a new Planned Unit Development (PUD). Establishing a PUD is a three-step process:

- 1) Concept Plan
- 2) Preliminary Development Plan/Rezoning
- 3) Final Development Plan

Concept Plans (CP) are required for projects that are larger than 25 acres or do not meet the future land use. This CP is required as the site exceeds 25 acres. CPs are intended to allow the Commission and community an opportunity to provide non-binding feedback on a development proposal on topics including the scale/intensity of development, character, and the general site layout of the proposal.

The next step, should the applicant move forward, is a Preliminary Development Plan/Rezoning (PDP/Z). The PDP/Z establishes zoning regulations identifying permitted uses, minimum setbacks, open space area, access points and site circulation, amount of parking, architectural framework, and preliminary tree preservation/replacement and landscape design. Additionally, a full traffic analysis (Traffic Impact Study) and stormwater management analysis are required. The Commission makes a recommendation to City Council, which is the final determining body when rezonings are under consideration.

Finally, a Final Development Plan (FDP) is required to be established in accordance with the standards set forth in the PDP. The FDP finalizes all design details including architectural details, building materials, landscape design, tree preservation/replacement, and signs.

The community is engaged at every step of the development process. The City and the applicant are committed to a collaborative development process.

Neighborhood Contact

Mount Carmel met with the East Dublin Civic Association at their regularly scheduled meeting on August 31, 2021 regarding their proposal for a Northwest Health Campus. Mount Carmel shared it "is always looking for ways to best serve [the] community and that means evaluating how to expand our high-quality care throughout central Ohio." Additionally, Mount Carmel is "excited about the potential opportunity to expand [their] footprint with a health campus in northwest Franklin County... [and that they] are in the very early stages of the planning process and are working with local officials on the potential development."

Mount Carmel shared an updated Concept Plan with the East Dublin Civic Association on December 1, 2021 and plans to host a virtual "Question & Answer session" on Tuesday December 7, 2021 for residents prior to the December 8th Planning and Zoning Planning Commission meeting.

The civic association expressed appreciation for engagement early on in the design process. Generally the civic association indicated support for the proposed facility understanding that further study of traffic and stormwater will be required in the future.

Site Characteristics

Natural Features

The core area of the site is a cultivated field, relatively flat with a gentle slope from east to west. The southern boundary is edged by a tree row while the northern panhandle contains a dense stand of deciduous and coniferous trees. A home with detached garage at 3865 Bright Road was previously demolished. On the eastern side of the site, there is an informal gravel area to the rear of the Perry Township office (7125 Sawmill Road).

Surrounding Zoning and Land Use

North: PUD - Planned Unit Development District (Northeast Quad)

East: PLR - Planned Low Density Residential District (Village at Inverness), CC - Community Commercial District (Perry Township Administrative Offices), and City of Columbus

South: I-270

West: R-1 - Restricted Suburban Residential District

Road, Pedestrian and Bike Network

The site is fronted on Bright Road, Emerald Parkway, Sawmill Road, and I-270. The site has no existing vehicular access points with the exception of an existing private drive off Bright Road and shared drive off Sawmill Road. A shared-use path extends along Emerald Parkway as well as a sidewalk along Sawmill Road. No pedestrian facilities existing along the Bright Road frontage. The Ohio Department of Transportation's (ODOT) limited-access right-of-way for the I-270/Sawmill Road interchange begins immediately south of the shared drive with the Perry Township facility.

Utilities

The site is served by public utilities. Existing public water and sanitary sewer are located along Emerald Parkway. An overhead electric, high-voltage transmission line crosses the site along the western boundary, immediately east of Emerald Parkway. Recently, smaller footprint monopoles have been installed in lieu of lattice towers.

3. Plans & Policies

Community Plan

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

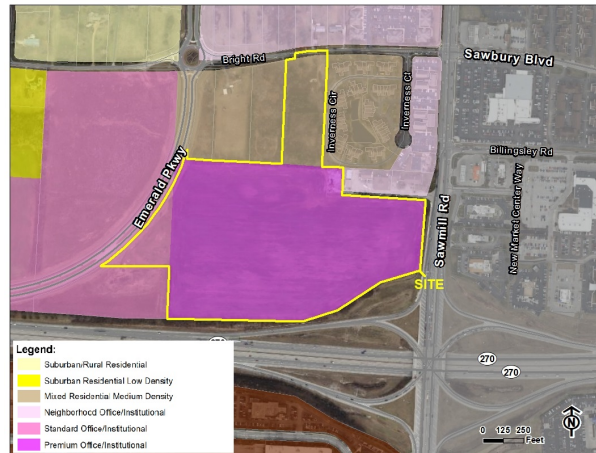
The Community Plan is a key policy document adopted by City Council to guide decision-making for the future of Dublin's natural and built environments. When a rezoning is under consideration it is important to consider the Community Plan recommendations. The Community Plan includes Future Land Use recommendations, Special Area Plans, and the Thoroughfare Plan. Details that are contemplated within the Community Plan include the appropriate location, density and intensity of residential and commercial uses; the general alignment, character and connectivity of roadways; and the general recommendations for parks and open space.

The policies and recommendations established within the Community Plan, adopted by City Council, are implemented over time, typically through rezonings and subsequent construction of public improvements by either the City or a developer. Recommendations within the Community Plan are based on careful consideration of existing conditions, future development scenarios including potential impacts on infrastructure, roadway, and critically the continued fiscal health of the City. Dublin's ability to maintain a 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 Map

<http://communityplan.dublinohiousa.gov/future-land-use-map/>

The Community Plan identifies three Future Land Use (FLU) recommendations for the 35 acres site. The primary FLU recommendation is Premium Office/Institution encompassing approximately 28 acres. The two secondary land use recommendations are Standard Office/Institutional encompassing approximately 3 acres along Emerald Parkway, and Mixed Residential – Medium Density encompassing approximately 4 acres along Bright Road. In detail, the Community Plan recommends:



Premium Office /Institutional

Sites require high visibility, have greater numbers of employees and require access to major arterials and proximity to interchanges. Areas are intended to serve as major employment centers within the City. Institutional uses in this classification are intended for large scale facilities such as major hospitals and universities serving a regional market. Uses will generally not exceed gross densities of 16,500 square feet per acre.

Standard Office/Institutional

Sites include areas with frontage along major collectors with secondary visibility and access. Uses will generally not exceed gross densities of 12,500 square feet per acre.

Mixed Residential – Medium Density

Sites includes areas where greater walkability and pedestrian orientation at a village scale are desired, at a typical density of 5.0 du/ac. Areas are intended for integration around mixed-use developments. Buildings are often placed closer to the street to form a street edge with residential appearance.

Bright Road Special Area Plan

<http://communityplan.dublinohiousa.gov/special-area-plans/bright-road-area/>

The site is identified in the Bright Road Special Area Plan adopted as part of the Community Plan in 2007. The Area Plan concept is a general guides to indicate potential development options. Plans are schematic only, and the actual mix of land uses, locations and configurations of buildings, parking areas, streets and access points are determined through the public review process for individual development proposals. The area plan recommends large scale office oriented toward I-270 and two-story office oriented toward Emerald Parkway with limited/restricted access along Sawmill Road. The plan maintains traditional landscape buffers with wet basins, mounding, and vegetation.

Most recently in 2015, the City began an update to the Bright Road Special Area Plan, which was placed on hold due to the anticipated results of the Sawmill and Bright Road Corridor Study, initiated by the City of Columbus in conjunction with the City of Dublin.

Thoroughfare Plan

<http://communityplan.dublinohiousa.gov/transportation/thoroughfare-plan/>

The Thoroughfare Plan identifies functional street classifications and establishes planned right-of-way widths for the street network. Sawmill Road between Bright Road and I-270 is designated a Major Arterial, which is defined as a road that serves the major activity centers of urbanized areas, and carry the highest traffic volumes and longest trips. This type of facility provides service for significant regional travel (such as between business centers and outlying residential areas), travel between communities, and commutes between urban and suburban centers. The Sawmill Road right-of-way is within the City of Columbus. The planned right-of-way width for Sawmill Road is 160 feet, and will be coordinated with Columbus, should the proposal move forward.

Emerald Parkway between Riverside Drive and Sawmill Road is designated a Minor Arterial, which is defined as a road that connects and supports the major arterial system by accommodating trips of moderate length at a somewhat lesser level of mobility than major arterials. The existing right-of-way width for Emerald Parkway is 100 feet. Bright Road between Emerald Parkway and Sawmill Road is designated a Collector, which is defined as a road that collects traffic from local streets such as those through residential neighborhoods, and disperses it to the arterial system. The planned right-of-way width for Bright Road is 100 feet, with widening as needed for recommended improvements.

Regional Infrastructure

Emerald Parkway – Phase 8

In December 2014, the City of Dublin completed Emerald Parkway Phase 8, a 5.6 mile stretch extending from Riverside Drive to Sawmill Road, completing the Premier Office Corridor from Tuttle Crossing Boulevard to Sawmill Road. Completion of Emerald Parkway Phase 8 positioned the City to advance economic development objective identified in the Community Plan by opening up approximately 115 acres of land for commercial, income-producing development.

Sawmill Road Corridor Study

From 2016-2019, the City of Dublin and the City of Columbus performed a Corridor Study for Sawmill Road, which included Bright Road east of Emerald Parkway. This Corridor Study focused on infrastructure needs throughout the corridor, including road widening and utility extensions. The study recommended Bright Road be widened from two lanes to four lanes starting at Sawmill Road, tapering to a three-lane road approaching the roundabout with Emerald Parkway. Additionally, the study determined that adding additional travel lanes on Sawmill Road would generate more traffic than the new travel lanes would offset. As a result, the City of Dublin is presently studying an I-270 Crossing connecting East Dublin to the Bridge Street District.

I-270 Crossing Study

The City of Dublin is in the formative stages of studying a potential future I-270 crossing between Tuller Road and Emerald Parkway. The City has engaged American StructurePoint to identify a series of potential alignments, and recommend a preferred alternative.

4. Proposal

This is a request for consideration of Concept Plan proposal to establish a Planned Unit Development for inpatient hospital and ambulatory center and medical office space on a ±35-acre site in east Dublin. The applicant is proposing a phased development approach for a health and wellness campus. Phase 1 of the proposal includes a 140,000-square-foot, 30-bed hospital and an adjoining 50,000-square-foot medical office building. The proposed future phase would include a 50,000-square-foot, 30-bed addition to the hospital and 40,000-square-feet of additional medical office, including a second medical office building.



December 08, 2021 Concept Plan – Phase 1



December 08, 2021 Concept Plan – Future Phase

Use and Buildings

Phase one of the proposal illustrates a 3-story, 140,000-square-foot hospital with 30-beds. The hospital includes ambulatory care, outpatient clinic, and inpatient facilities. A 50,000-square-foot medical office building adjoining the hospital is included with phase one. The hospital wing is located along the I-270 frontage and addresses both the Sawmill Road/I-270 interchange and Emerald Parkway. The change of building placement and orientation reflects earlier feedback from the Commission.

The future phase of the proposal includes a 50,000-square-foot, 30-bed addition to the hospital and 40,000-square-feet of additional medical office, including a second medical office building. The future medical office building is located closest to the Emerald Parkway, reflective of the 2013 Bright Road Special Area Plan. The hospital expansion includes both horizontal and vertical development. The vertical expansion is accomplished with the addition of a fourth floor to the phase one 3-story hospital building. Illustrating the campus with phases reflects earlier feedback from the Commission.

The proposed medical office and institutional uses are consistent with the Community Plan recommendation for Premium Office/Institutional. The applicant is proposing a development density of approximately 8,000-square-feet of development per acre, roughly half that of the Community Plan recommendations based on the future land uses.

Access, Circulation, and Parking

The proposal illustrates a conceptual phasing of four access points. The primary entry drive from Emerald Parkway and a restricted access from Sawmill Road for emergency vehicles are depicted with phase 1. The applicant has been coordinating with Perry Township for the shared access. A second service drive is proposed from Emerald Parkway and drive from Bright Road are depicted with the future phase. The applicant has expressed a desire to determine the correct phasing of the Bright Road connection and the second access point along Emerald Parkway pending the results of a traffic impact study.

Further refinement to interior circulation and site access occurs with a future Preliminary Development Plan/Rezoning (PDF/Z). If the applicant chooses to advance to the (PDF/Z) step, a traffic impact study would be required to study off-site impacts and establish potential mitigating improvements. Access will also be coordinated with other development proposals and projects in the area.

The applicant provided a parking diagram illustrating conceptual parking lots. Two primary visitor/patient parking lots are located west of the hospital building. These lots bound the "community wellness" area, the north lot includes 252 spaces and the south lot includes 200 spaces. Smaller emergency department and oncology department lots also provide visitor parking. An approximately 330 space staff parking lot is located between Sawmill Road and the hospital building and is accessed via the emergency access drive. The Community Plan encourages a distinct, well landscape character along the west side of Sawmill Road. A 180 space lot will be phased with a future medical office building.

The minimum parking requirement for medical office space is 1 space per 200-square-feet. With approximately 90,000-square-feet of proposed medical office space, 450 parking spaces would be required, 455 parking spaces are provided. The minimum parking requirement for hospital

use is 2.5 spaces per bed plus 1 space per employee on the largest shift. With the proposed 60-bed hospital and staff, approximately 480 parking spaces would be required, 571 spaces are provided. The proposal includes approximately 1,026 total parking spaces. The Concept Plan illustrates generous space for landscaping within the parking lots which reflects earlier feedback from the Commission.

Open Space

The Concept Plan illustrates an open space framework which organizes development around it. There are three primary elements to the open space framework. An approximately 1.3 acre "community healing and wellness" area which welcomes visitors from Emerald Parkway to the visitor/patient entries of the campus buildings. Precedent imagery provided by the applicant depicts the community healing and wellness area may include walking trails, water features, turf lawn, and healing gardens. A linear open space east of the hospital and 3-story medical office building creates a "gateway" leading from Sawmill Road to the east building entries. A third "nature preserve" parallels the proposed Bright Road drive west of the Villages at Inverness preserving many of the dense stand of deciduous and coniferous trees which provide a natural screen from adjacent properties.

In addition to the above open spaces, an enhanced treatment along the Sawmill Road frontage includes landscaped land forms, a walking trail, and signage incorporated into the landscape and acts as a visual preview to the hospital from Sawmill Road. Additionally, the location of stormwater management basins along Emerald Parkway complement and add to, the existing character of the parkway.

The Concept Plan illustrates a network of trails linking campus buildings and open spaces. Campus trails also integrate to the City's shared-use paths along surrounding thoroughfares including the shared-use trail along Emerald Parkway. Conceptual massing diagrams illustrate a shared-use trail within a green buffer along Sawmill Road which would improve the current pedestrian experience where the existing walk is at the Sawmill Road back-of-curb. These updates reflect the Commission's earlier feedback.

Stormwater Management

Conceptual stormwater management basins are depicted along Emerald Parkway, which is consistent with the premier office corridor character. Wet retention basins are permitted per the City of Dublin Stormwater Management Design Manual. Stormwater and utility analysis is not required to be performed with a Concept Plan. Should the applicant further pursue the development of this site, as part of the preliminary development plan, the applicant would be required to manage stormwater on-site, in accordance with Chapter 53 of the City of Dublin Code of Ordinances.

Architecture

The applicant has provided conceptual building massing and inspirational images for both the building and landscape design. The applicant has indicated an intent to incorporate elements traditional to Dublin while also exemplifying the future of healthcare. The character images provided depict a variety of building materials including wood, stone, masonry and metal paneling as well as landscape elements including stone walls, mounding, grasses, lighting, and water features. The selection of building materials and landscape elements would be identified as part of the preliminary development plan/rezoning step.

5. Discussion Questions

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 or 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. The Commission is asked to consider whether conceptually the proposal can successfully be developed in accordance with the Community Plan. Further study of traffic, stormwater, and utilities is required should the applicant move forward.

1) Is the Commission supportive of the proposed land use based on the surrounding context?

The Community Plan generally recommends office and institutional uses for the site, which aligns with the proposed medical office and hospital facility proposal. The Commission should consider the project relative to the FLU recommendations. The proposed development density is less than allowed in the Community Plan and provides flexibility for additional future growth.

2) Does the Commission support the revised conceptual site layout including building, parking, and open spaces locations?

The building is centrally located on the site with prominence along I-270 and Emerald Parkway. Parking areas located forward and rear of the building provide separate visitor and employee parking. A healing garden is contemplated adjacent to the outpatient clinic and significant open space setbacks are provided along each frontage. Pedestrian and bicycle connectivity is depicted throughout the site.

3) Is the Commission supportive the proposed building mass and scale?

The proposal includes buildings of 3-4 stories in height sited along I-270 at the intersection with Sawmill Road. The Commission should consider whether the building mass and scale is appropriate given the highway frontage.

4) Does the Commission support the conceptual architectural and landscape character?

The character images provided depict a variety of building materials including wood, stone, masonry and metal paneling as well as landscape elements including stone walls, mounding, grasses, lighting, and water features. The Commission should provide guidance on architectural and landscape elements to accommodate in future iterations of the design.

5) Other considerations by the Commission.

6. Recommendation

Planning recommends the Commission consider this proposal concerning compatibility with surrounding context, site layout, conceptual character, and associated details.