

19-115CP – BRIGHT ROAD SENIOR HOUSING

Summary

Conceptual development proposal to establish a Planned Unit Development for a full service, 55 and over, healthcare and housing community.

Site Location

Northeast of the intersection of Bright Road and Emerald Parkway.

Zoning

R-1 – Restricted Suburban Residential District
PUD – Planned Unit Development District, Northeast Quad
PCD – Planned Commerce District, 7315 Sawmill Road
PCD – Planned Commerce District, Milco Office Park

Applicant/Representative

Bright Road Senior Development Partnership

Applicable Land Use Regulations

Zoning Code Section 153.050

Case Manager

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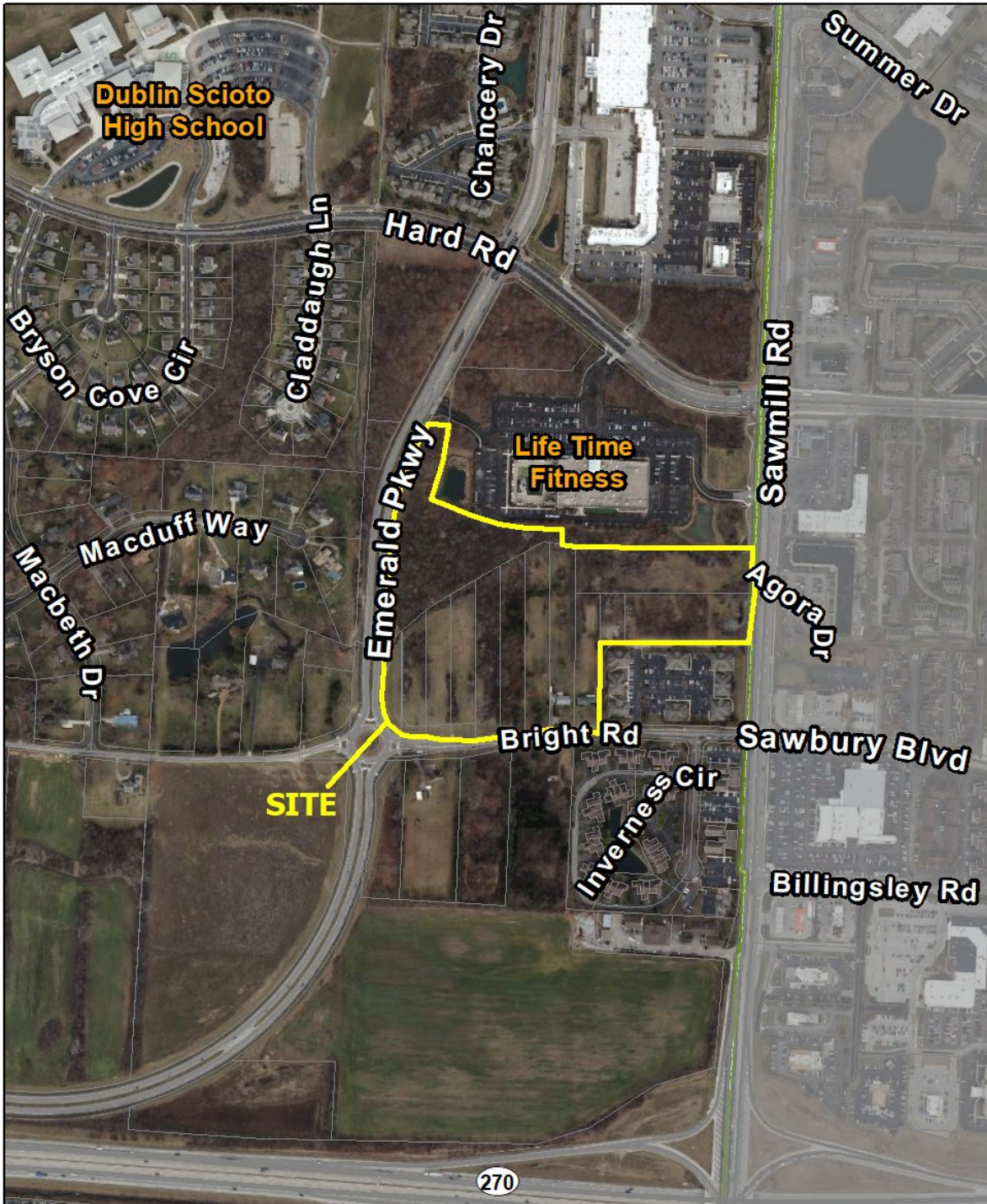
Next Steps



Upon consideration of the Planning and Zoning Commission comments on 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



 City of Dublin	19-115CP Concept Plan Bright Road Senior Housing & Healthcare Residences 7315 & 7379 Sawmill Road; 3870, 3876, 3888, 3900, 3950, 3960, 4000, & 4030 Bright Road; and PIDs: 273-012155 and 273-008380.	0 250 500 Feet 
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2. Overview

Background

The proposal is comprised of a ±22-acre site northeast of the intersection of Emerald Parkway with Bright Road. The site consists of 12 parcels under different ownership, all of which were annexed into the City in 1974 (Ord. 03-74). The three City-owned parcels and the Clymer property (7379 Sawmill Road) are zoned R-1, Restricted Suburban Residential District. The other five parcels along Bright Road and the parcel in the northwest corner of the site were zoned as part of the Northeast Quad Planned Unit Development District (Subarea 5C) in 1995 (Ord. 102-94). The parcel fronting Sawmill Road (7315 Sawmill Road, owned by S&K Real Property, LLC) was zoned PCD, Planned Commerce District in 1993 to permit the existing residential structure to be used as an office for a staffing agency (Ord. 90-93), and is currently vacant. When purchased, the City-owned parcels contained several single-family homes that were demolished to accommodate construction staging for the completion of the final section of Emerald Parkway (Phase 8) and the new roundabout with Bright Road.

In 2015, the Planning and Zoning Commission (PZC) reviewed a rezoning proposal and a conditional use for the City-owned parcels to permit the re-location of the COTA Park-and-Ride from Tuller Road to this location in anticipation of Bridge Street District construction activities. This proposal was met with opposition from adjacent residents and the East Dublin Civic Association, due to perceived impacts to the surrounding area and timing of the project, and was ultimately withdrawn.

Previously, the Life Time Fitness site to the north was also part of Subarea 5C of the NE Quad, which permits medical office, assisted living and day care at a density of up to 10,000 square feet per acre with a height limitation of two stories. The Commission and City Council approved a rezoning in 2005 for the Life Time Fitness PUD, eliminating a large portion of Subarea 5C from the NE Quad.

Case History

Concept 1: January 2020 PZC Meeting

In January 2020, the Planning and Zoning Commission reviewed and provided non-binding feedback for an initial Concept Plan for senior housing on a ±22-acre site. The Commission expressed support for the proposed senior housing and healthcare uses for the site, but had concern regarding the architectural style, building height, and density/intensity of development given the proximity to single-family homes. Members of the public in attendance provided comments also indicating concern regarding the height and architectural style of the proposal, as well as potential traffic impacts to the area.



Concept 2: November 2021 PZC Meeting

In November 2021, the PZC reviewed and provided non-binding feedback for a revised Concept Plan proposal which was expanded from the ±22-acre site to include an additional ±18-acre site southwest of the intersection of Emerald Parkway and Bright Road. The Commission expressed support for the assisted living and memory care uses but were not supportive of the villas or flats as they are residential in use which is not contemplated for this site in the Community Plan. The Commission was also supportive of the open spaces and encouraged the applicant to further expand open space along the stream corridor. Members of the public in attendance provided comments indicating concern regarding potential traffic and stormwater management.



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, do not meet the future land use, or required a rezoning. 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 impact study (TIS) 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.

Neighborhood Contact

For the January 2020 proposal, the applicant met with the leadership of the East Dublin Civic Association in the early stages of this proposal to understand potential concerns regarding the intended development. According to the applicant, there was general support indicated for the use.

For the November 2021 proposal, the applicant allowed Staff to coordinate a site visit with the Planning and Zoning Commission. Some members of the general public and the East Dublin Civic Association were also in attendance for the tour to observe existing conditions.

Site Characteristics

Natural Features

The north and northwest portions of the site are heavily wooded. The applicant has indicated that a significant number of the trees are in poor condition or have died, which Staff has been confirmed. Wright Run/Billingsley Ditch runs along the northern boundary of the site, separating the wooded portion (north) of the site from the remainder of the site (south). There is an existing FEMA designated 100-year floodplain located along the stream with varying widths between 12 to 80 feet.

Surrounding Zoning and Land Use

North: PUD, Planned Unit Development District (Life Time Fitness)

East: City of Columbus (Commercial)

South: PCD, Planned Commerce Development District (Milco Office Park) and
R-1, Restricted Suburban Residential District (Undeveloped)

West: R-1, Restrict Suburban Residential District (Residential)

Road, Pedestrian and Bike Network

There is an existing shared vehicular access point from Sawmill Road and a vehicular access into the Milco Office Park from Bright Road. There are no pedestrian facilities on Sawmill Road or Bright Road frontages. The site does not have vehicular access from Emerald Parkway. There is an existing five-foot wide sidewalk along Emerald Parkway following the western boundary of the site.

Stormwater

There is existing public storm sewer along the western edge of the site within the Emerald Parkway right-of-way. Wright Run/Billingsley Ditch flows from east to west and is part of a stormwater system which collects stormwater runoff from development along Sawmill Road in both Dublin and Columbus. Additionally, outflows for the two stormwater ponds at Life Time Fitness release into this stream. As the stream travels west, it crosses the Macbeth Drive and Grandee Cliffs Drive neighborhoods and Ferris-Wright Park before it reaches the Scioto River.

Water and Sanitary

Public water mains are in place along Emerald Parkway. Connection to public sanitary sewer facilities is available through connection to an existing 10-inch main located at the southwestern portion of the site.

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 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, which is 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/>

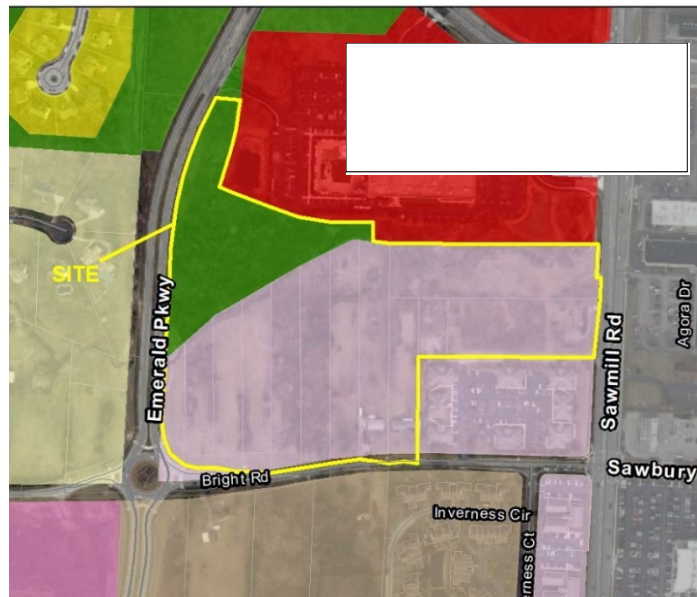
The Community Plan recommends two Future Land Use (FLU) for the site. The primary FLU recommendation for the site is Neighborhood Office/Institution. The northwest portion of the site is recommended for Parks/Open Space; however, the City has not pursued this area for this purpose.

Neighborhood Office/Institutional

The Neighborhood Office/Institutional land use is designated for locations adjacent to residential areas where land-use transitions or buffers are necessary. Development intensity is limited with low lot coverages, greater setbacks for non-residential uses and extensive landscaping. Development is expected not to exceed gross densities of 9,500 square feet per acre.

Parks/Open Space

This land use is designated for public or privately-owned parks and recreational uses, or lands that are to be preserved in a natural state. This classification may include portions of private lands that have been identified for open space preservation as part of future development projects but not necessarily targeted for public dedication or acquisition.



Bright Road Area Plan

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

This is included in the Bright Road Special Area Plan of the Community Plan, which was adopted in 2007. Area Plan concepts are 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. Properties retain all existing rights.

From west to east, the current Area Plan contemplates open space and office/institutional uses northeast of the intersection of Riverside Drive with Emerald Parkway. Single family residential uses are contemplated east of and adjacent to Grandee Cliff Estates; however, this area now houses Hopewell Elementary School. Standard office/institutional uses are shown immediately east of the Hopewell Elementary School site along Emerald Parkway, with Premium Office facing the I-270/Sawmill Road interchange. East of Emerald Parkway, Mixed-Residential (medium density) is contemplated south of Bright Road, with Neighborhood Office/Institutional north of Bright Road.

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 Corridor Study would have on this plan.

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 intra-area travel (such as between business centers and outlying residential areas), travel between major inner-city communities, and commutes between major 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.

The City of Dublin, City of Columbus, and Ohio Department of Transportation will continue to coordinate with the applicant team closely regarding all planned improvements, should the proposal move forward. Further study is required and a traffic impact study (TIS) is required with a Preliminary Development Plan submittal.

Regional Infrastructure

Emerald Parkway – Phase 8

In December 2014, the City of Dublin completed Emerald Parkway Phase 8, a 5.6 mile stretch extending for 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 two-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.

Bright Road Improvements - Preliminary Design

Presently the City of Dublin is in the formative stages of advancing the Bright Road improvements identified in the Sawmill Road Corridor Study. The City has engaged American StructurePoint to draft preliminary roadway designs for Bright Road improvements between Emerald Parkway and Sawmill Road.

I-270 Crossing Study

Presently 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. The study is being closely coordinated with the Mount Carmel and Bright Road Senior Housing projects.

4. Proposal Updates

Since the November 2021 PZC meeting the applicant has made substantial updates to the proposal. The most significant update is the removal of the 18-acre site southwest of the intersection of Emerald Parkway and Bright Road from the CP. Removing the 18-acre site from the proposal included eliminating the 62 senior villas and 204,900 square-feet of institutional use. Additionally, the applicant is no longer proposing the 49 senior villas and the flat apartments on the 22-acre site. The updated proposal replaced the senior villas with two neighborhood office buildings near Bright Road. The applicant is no longer proposing development on the parcel northwest of the stream. The applicant also shifted the primary institutional buildings south away from the stream corridor.

Use

As outlined in the Community Plan section of this report, the site is recommended for Neighborhood Office and Institutional. The proposal is for a mix of institutional (full-service 55 and over community - specialized care for aging adults) and neighborhood office. The applicant is proposing the following uses:

- Skilled Living and Long Term Nursing Care
- Physical and Rehab Therapy Care
- Assisted Living with Dining & Services
- Memory Care and Adult Daycare
- Neighborhood Office

Density

The recommended density for Neighborhood Office and Institutional use is 9,500 square feet per acre. As proposed the site contains approximately 415,000 square feet of development, including 408,000 of institutional and 7,000 of office. This equates to a site density of approximately 19,300 square feet of development per acre. Building lot coverage is 18 percent. Total lot coverage including buildings, roads, and surface parking is 24 percent.

<i>Land Use</i>	<i>Building Area (sf)</i>	<i>Acres</i>	<i>Proposed Building Density (sf/ac)</i>	<i>Community Plan Recommend Building Density (sf/ac)</i>
Neighborhood Office	7,000	1.25	5,600	9,500
Institutional	408,000	20.25	20,150	9,500
<i>Site Total</i>	<i>415,000</i>	<i>21.5</i>	<i>19,300</i>	<i>9,500</i>

Access

Conceptually, the site is proposed to have two access points; a primary access point from Bright Road and a secondary access from Sawmill Road via an existing shared drive. The existing shared drive from Sawmill Road is currently a right-in/right-out. The applicant will be required to conduct a TIS as part of a future PDP/Rezoning application. Given the conceptual nature of the proposal, further development of traffic impacts and roadway improvements are not required at this stage. Subsequent to incorporating Commission and community feedback and upon submittal of a PDP/Rezoning application, the applicant would be required to provide all details of development.

Circulation and Parking

Internal drives are proposed throughout the site, providing vehicular connections from the east (Sawmill Road) and south (Bright Road). Walking paths are proposed throughout the site, and pedestrian facilities are proposed to extend along the length of Sawmill Road and Bright Road.

Parking for this site is provided via a combination of small surface lots and structured parking within the footprint of the larger institutional use buildings, which are partially below grade. As proposed, the site accommodates 395 total parking spaces, 275 of which are structured parking spaces and 120 parking lot spaces. More details will be required with a formal submittal to ensure that adequate parking is provided. As proposed, this development would require creation of a PUD and, therefore, unique development standards and requirements in the form of a development text.

Site Layout

The conceptual site layout contemplates three large buildings along the stream corridor and two neighborhood office buildings along Bright Road, with internal drives, parking, and amenities. A total of 415,000 square-feet of building space, including 300 senior living units are proposed across the three institutional buildings. Additionally, a significant proportion of the site parking is contained within partially below ground parking structures. The applicant is not proposing development in the area northwest of the stream.



Building 1 (Independent Living)

Building 1 is centrally located on the site and is proposed to include a partially below grade parking structure. The U-shaped, 3-story building is approximately 129,300 square feet in size and contains 93 independent senior living units. The applicant is proposing a contemporary design with flat rooflines. The building includes a central courtyard with a pool and amenity building. A second courtyard is shared with Building 2 and is proposed to include recreational opportunities, including; bocce ball, pickle ball, and shuffle board.

Building 2 (Assisted Independent Living)

East of and attached to Building 1, Building 2 is proposed as assisted independent living. The building is approximately 152,300 square feet in size, 3-4 stories in height, and contains 107 assisted independent units. There are three north-south oriented wings which define two courtyards, and a third courtyard shared with Building 1. Parking is located in a partially below grade parking structure and a small surface lot forward of the building.

Building 3 (Memory Care & Assisted Living)

Building 3 is located to the east of the site fronting Sawmill Road. The building is approximately 126,300 square feet in size, 2-3 stories in height, and contains 42 memory care units, 58 assisted living units, and adult daycare. The block-shaped building secures an interior courtyard with additional outdoor space to the sides of the building. Parking is proposed to be partially underground with some surface parking along the shared access drive from Sawmill Road.

Buildings 4 (Neighborhood Office)

Two neighborhood office buildings (labeled '4' on the plans) are located along Bright Road, setback approximately 55-feet from the existing edge of pavement. Each of the two buildings are approximately 3,500 square feet. The buildings are parked with small surface lots to the side and rear of the buildings and accessed via the proposed primary entry boulevard.

Landscaping and Open Space

The applicant has provided the general size, location, and character of proposed open spaces which total approximately 15.1 acres (not including turf areas around parking lots and building edges) of the approximately 21.5 acre site. Trees are shown throughout the interior of the site, as well as along the boulevard entry from Bright Road. A landscaped island is located in the center of the entry circle around a large existing tree. The proposal also indicates the creation of several water features/ stormwater ponds, landscape features, and green spaces, courtyards, and wellness gardens. Shared-use paths are provided throughout the site, providing pedestrian connectivity between open spaces. Characterized below are the major open space areas. Illustrated in the site plan.



Stream Corridor

The applicant is proposing to retain much of the vegetation within the approximate 4.6 acre riparian edge of Wright Run/Billingsley Ditch, retaining the natural buffer between the Life Time Fitness and the proposed development. The applicant is proposing shared-use trails along the stream with connections to building courtyards. A trail connection across the stream is illustrated northwest of Building 1.

Northwest

The area northwest of the stream is approximately 3.9 acres. The area is wooded with trees of a variety of sizes, species, and health along Emerald Parkway and Wright Run/Billingsley Ditch. The applicant is proposing this area to generally remain undeveloped and only accessible via the shared-use paths.

Southwest

The applicant is proposing a water feature and open space northeast of the roundabout of Bright Road and Emerald Parkway. The pond is intended to be a primary amenity and feature of the site, retaining an open vista into the site from the roundabout. This area includes shared-use paths, seating areas, and a small dock at the north of the pond. This area is approximately 5 acres and largely encompasses the three currently owned City parcels.

Courtyards and Greens

The site plan indicates five building courtyards and other communal green spaces around the institutional buildings with various programming. These areas together are approximately 1.6 acres. The Building 1 courtyard is illustrated to include a pool and amenity building while the shared courtyard between Building 1 and Building 2 is proposed to include; bocce ball, pickle ball, and shuffle board.

The development indicates approximately 15.1-acres of open space where a minimum of 2% of the total gross site area, plus .03 acres per dwelling unit proposed, shall be set aside as open space per the subdivision regulations. As is common with PUDs, this proposal exceeds the minimum open space requirement. Detailed landscape plans have not been provided as they are not required at this stage of review. Additionally, the removal of trees that are healthy and greater than six inches in diameter are required to be replaced inch for inch, with a fee-in-lieu paid for inches that cannot be accommodated on site. Staff will continue to work with the applicant to prioritize tree preservation.

Additional Details

Architectural Character

The applicant has provided examples of architectural design approaches for this project, with the intent to pursue a soft contemporary architectural style. The examples include significant amounts of brick and glass, shared ground level spaces, balconies, and rooftop amenities. The conceptual renderings of the buildings and examples provided suggest that the applicant intends to select a darker, natural color palette. The applicant has sited the taller buildings interior to the site, along the Sawmill Road corridor and adjacent to Life Time Fitness.

The two proposed neighborhood office buildings sited along Bright Road are 1-story in height and are of similar character to the neighboring office buildings northwest of the intersection of Sawmill Road and Bright Road. The rendering provided illustrates gabled roofs for these buildings.

Stormwater and Utilities

The applicant is proposing three stormwater ponds but did not provide any detailed proposed stormwater or utility information with the Concept Plan as it is not a required item at this stage in the process. Should the applicant further pursue the development of this site, as part of the PDP, the applicant would be required to continue to work with Planning and Engineering Staff on determining an appropriate stormwater management plan, as to ensure compliance with Code. The proposal would require on site stormwater management in accordance with Chapter 53 of the City of Dublin Code of Ordinances. Wet retention basins are permitted per the City of Dublin Stormwater Management Design Manual.

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 or projects that require a rezoning. No discussion, opinions or suggestions provided on any aspect of the CP 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) Does the Commission support the proposed mix and distribution of land uses on the site?

The Community Plan recommends neighborhood office and institutional uses for both the site. The proposal includes approximately 408,000 square-feet of independent living, independent living with assistance, memory care and assisted living, and 7,000 square-feet of neighborhood office. The Commission should consider whether the proposed mix and distribution of uses is appropriate.

2) Is the proposed layout, including building and open space location, appropriate for the site?

The site contains a mix of building styles (mass, height, character) and open spaces. Buildings above 2-stories in height are generally located farthest from existing single-family residential in the area, with smaller scale building located closer to surrounding roadways. The proposed site plan locates water features/stormwater facilities and other amenities throughout the sites. The Commission should consider whether the proposed layout for the site is appropriate.

3) Is the Commission supportive of the proposed building architecture and heights?

The proposal is for buildings of 1-4 stories in height. The majority of the structures are proposed to have a contemporary style, utilizing significant amounts of glass and masonry, as well as flat roofs. The neighborhood office buildings are more traditional suburban style. The Commission should consider whether the architecture styles and building heights are appropriate for these sites and cohesive with one another.

4) Is the Commission supportive of the proposed site circulation?

The site contains a network of internal drives and parking areas as well as trails and paths. The Commission should consider whether the proposed circulation is appropriate.

5) Other considerations by the Commission.

6. Recommendation

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

Discussion Questions

- 1) Does the Commission support the proposed mix and distribution of land uses on the site?
- 2) Is the proposed layout, including building and open space location, appropriate for the site?
- 3) Is the Commission supportive of the proposed building architecture and heights?
- 4) Is the Commission supportive of the proposed site circulation?
- 5) Other considerations by the Commission.