



# RECORD OF DISCUSSION

## Planning & Zoning Commission

Tuesday, December 8, 2021 | 6:30 pm

The Planning and Zoning Commission took the following action at this meeting:

**1. Mount Carmel Hospital at 3865 Bright Road  
21-158CP**

**Concept Plan**

Proposal: Informal review and feedback for a Concept Plan to develop ±35 acres consisting of a 190,000-square-foot, 30-bed inpatient hospital and ambulatory center. The site is zoned Restricted Suburban Residential District.

Location: Southwest of the intersection of Bright Road with Sawmill Road.

Applicant: Jason Koma, Mount Carmel Health System; and Dan Livanec, Hplex Solutions

Planning Contacts: Nichole M. Martin, AICP, Senior Planner and Christopher Will, AICP, Planner II

Contact Information: 614.410.4635, nmartin@dublin.oh.us and 614.410.4498, cwill@dublin.oh.us

Case Information: www.dublinohiousa.gov/pzc/21-158

**RESULT:** The Commission was supportive of the revised concept presented. The Commission was appreciative of the applicant’s revisions creating a wellness and health campus organized around a greenway. Based on the Community Plan, the Commission identified the site as a key gateway to the City of Dublin. The Commission noted the Community Plan recommends the location for elevated architecture character that may include curvilinear lines, use of light/reflectivity, and playful design. Additionally, the Commission noted that the success of the project relies on the execution of high-quality design details including landscape and building design.

**MEMBERS PRESENT:**

Jane Fox	Yes
Warren Fishman	Absent
Mark Supelak	Yes
Rebecca Call	Yes
Leo Grimes	Yes
Lance Schneier	Yes
Kim Way	Yes

**STAFF CERTIFICATION**

DocuSigned by:  
  
 8C8A0F637E3E42F  
 Christopher Will, AICP  
 Planner II



~~A request for the installation of a 15-square-foot ground sign at an existing office building. The 1.56-acre site is zoned Planned Unit Development District, Llewellyn Farms and is located northeast of the intersection of Frantz Road with Bradenton Avenue.~~

~~Mr. Grimes moved, Mr. Supelak seconded approval of the Amended Final Development Plan with the following three conditions:~~

- ~~1) The applicant work with staff to assure landscaping compliance for the new ground sign that will be reviewed as part of the sign permit process;~~
- ~~2) The applicant match the brick base to the existing brick on the building; and,~~
- ~~3) The applicant obtain a sign permit through Building Standards prior to replacement of the ground sign.~~

~~Vote: Ms. Fox, yes; Mr. Grimes, yes; Mr. Schneier, yes; Mr. Way, yes; Ms. Call, yes; Mr. Supelak, yes.~~

~~[Motion approved 6-0.]~~

## **NEW CASES**

### **1. Mount Carmel Hospital at 3865 Bright Road, 21-158CP, Concept Plan**

A request for informal review and feedback for a Concept Plan to develop ±35 acres for a proposed development of a 190,000-square-foot, 60-bed inpatient hospital and ambulatory center, and a 90,000-square-foot of medical office. The site is zoned Restricted Suburban Residential District and is located southwest of the intersection of Bright Road with Sawmill Road.

#### **Staff Presentation**

Mr. Will stated this is a request for informal review of a Concept Plan for a Proposed Planned Unit Development. The site is located at 365 Bright Road, northwest of the interchange of I270 and Sawmill Road. The Community Plan identifies three Future Land Use (FLU) recommendations for the 35-acre site. The primary FLU recommendation of Premium Office/Institution encompasses approximately 28 acres. The two secondary FLU 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 addition to Future Land Use, the Community Plan prescribes density recommendations. The Premium Office /Institution use is recommended not to exceed 16,500 square feet per acre; this proposal is for approximately 8,000 square feet per acre. The Standard Office, which does not exceed 12,500 square feet per acre is proposed here for 8,000 square feet. The Mixed Residential-Medium Density is proposed for 5 dwelling units/acre. Cumulatively, the Community Plan would prescribe 487,000 square feet of building space and 20 dwelling units. The cumulative proposal for the site is 280,000 square feet. The Thoroughfare Plan component of the Community Plan also provides recommendations. This is important as this site has frontage on prominent thoroughfares – Sawmill Road, I-270, Emerald Parkway and Bright Road. The Bright Road Special Area Plan component of the Community Plan provides specific design and mobility guidance. The Special Area Plan recommends exploring opportunities for an overpass between Emerald Parkway and the Bridge Street District, as well as continued restricted access along Sawmill Road and the widening of Bright Road between Emerald Parkway and Sawmill Road. Phase 8, the last section of Emerald Parkway, completed the Premium Office Corridor between Tuttle Crossing Blvd and Sawmill Road. This was anticipated to be a key

economic driver for the City and proposed to have income-producing property along the roadway. The City also completed a Sawmill Road Corridor Study in 2019, which indicated the need for infrastructure improvements within the corridor. Two key recommendations were an I-270 crossing study and the Bright Road improvement, which the City is studying and advancing. With a rezoning request for private development, the applicant is required to perform a Traffic Impact Study, which recommends any needed offsite improvements to the regional street network. The Concept Plan, however, looks only at internal site circulation, including vehicle, pedestrian and bicycle connections. Along with the PDP and rezoning, there would be a memorandum of understanding with the TIS documenting the existing and anticipated road conditions, site impacts and recommended mitigations. Finally, an Infrastructure Agreement would define the applicant's responsibilities to construct said improvements.

In November of 2021, the Planning and Zoning Commission reviewed and provided non-binding feedback for an initial Concept Plan for the proposed hospital, The Commission expressed support for the proposed hospital and medical uses, but encouraged the applicant to explore a wellness campus concept, integrated greenspaces, physical connections to the site, and to further study building placement and orientation to better leverage the site. Additionally, the Commission expressed a desire to see a full build-out phasing approach for the site. Accordingly, the applicant has provided the phased plan for the site. The first phase will include a central greenspace around which the building campus will occur. The first phase will include a 140,000 square feet, 3-story, 30-bed inpatient hospital, and a 50,000-square foot, 3-story medical office building. The primary site access will be from Emerald Parkway and a secondary emergency entrance from Sawmill Road. In a future phase, a fourth story and a horizontal addition are anticipated, which would add 50,000 square feet to the hospital. An additional 40,000 feet also would be added to the medical office building, as well as a second satellite medical office building and parking lot. In that phase, the emergency drive from Sawmill Road would be connected to Emerald Parkway to provide a secondary access, as well as a Bright Road connection. The full buildout proposal includes: a 190,000-square-foot, 4-story, 60-bed hospital; 90,000-square feet of medical office within two buildings; 1,000 patient and staff parking spaces; a healing garden and shared-use trails. Pursuing a health and wellness campus, the applicant is proposing several types of greenspaces [Descriptions and images depicting the proposed character and landscaping were shown.]

Staff has provided the following discussion questions for the Commission:

- 1) Is the Commission supportive of the proposed land use based on the surrounding context?
- 2) Does the Commission support the revised conceptual site layout including building, parking, and open spaces locations?
- 3) Is the Commission supportive the proposed building mass and scale?
- 4) Does the Commission support the conceptual architectural and landscape character?
- 5) Other considerations by the Commission.

For clarification purposes, Mr. Boggs reviewed the goals of a Concept Plan review, which is primarily to provide input at the formative stages of design.

Ms. Call requested that as they review the Concept Plan, the Commission members consider how it aligns with the Community Plan recommendations and Code.

## **Applicant Presentation**

Jason Koma, 7587 Tullymore Drive, Dublin, OH, project manager, Mount Carmel Health System, stated that since the first Concept Plan review, they have had a dialogue with the East Dublin Civic Association, have joined the Dublin Chamber of Commerce and have embarked in conversations that they hope will lead to partnership with the Dublin City Schools. They are hiring 16 and 17 year olds, which provides opportunity for students considering health care. They have revised the Concept Plan in accordance with the Commission's previous feedback. Tonight, they have provided a phased approach to full development, and the revised plan now depicts a serene and healing presence on the site. Additional green amenities have been incorporated emphasizing the site and de-emphasizing the parking. Mounding and landscaping have been provided along Sawmill Road, the eastern edge of the site, and the Emerald Parkway access is now more park-like. Careful attention has been paid to the stormwater management component. In regard to traffic concerns that have been expressed, he would point out that a lower site density is proposed than is permitted; additionally, hospital-related traffic is spread evenly throughout the day. They will be submitting a Traffic Impact Study with the Preliminary Development Plan. His colleagues will provide more details on the proposed plan.

Mark Bultman, HDP Architects, 333 East Erie Street, Milwaukee, WI stated that their challenge was to define an overall organizational concept that organized all the key elements. With this plan, they have addressed certain components. They have created greenspaces at the access points on Sawmill Road, Emerald Parkway and Bright Road. This is a 4-sided site, which is unique. The greenspace that runs east to west will tie all the entry spaces together. That integrated greenway assists in separating and breaking down the scale of the parking. The line of sight to the building will be through a greenspace view corridor.

Brian Kinzelman, MKSK, senior principal/landscape architect/city planner, 462 South Ludlow, Columbus, 43215, stated that the green reserve collection of greenspace and landscaping has been key to the site organization. It has informed where the building are placed, massed and oriented. There is no back side to this campus, which is located on a key gateway corner of the City. They have been looking at this corner for 40 years. The landscaping along the I-270 interchange and roadways will be intentional, signature landscaping announcing the special character of the site. The woodlot along the Bright Road portion of the site will be preserved. A future access through it to the site will be strategically located. Most of the stormwater management will be accomplished along the Emerald Parkway frontage in a sculpted, intentional landscape scheme. There will be usable public plaza spaces at the buildings and connected pathways. The character of those spaces will be consistent with that of Dublin, Ohio. [inspirational images shown.]

### **Commission Questions**

Mr. Way complimented the applicant on the revised plan, which is very responsive to the Commission's earlier input. There is now a big idea and a vision. He loves the integration of the open space through a community wellness site. The way the road bisects the site needs to be explored further to better integrate it. The green zone along the Emerald Parkway frontage appears unfinished; the greenspace should encompass the entire frontage. He believes the green zone that extends from the north to the building could better embrace the hospital on the front and east. He has two questions. The massing rendering depicts a 5-story building. Is that a future plan? The applicant indicated the depiction was an error.

Mr. Way inquired about the loading docks.

Mr. Bultman responded that there will a place for deliveries to be made, including at the hospital. There will not be loading docks, per se.

Mr. Way stated that it is important that the loading or service areas be integrated into the site with limited visibility. Additionally, he noted that the previous plan showed the heli-stop location as further out in the site. He understands those cannot be located too close to a hospital. Are they continuing to explore the location?

Mr. Koma responded that they have consulted with a helicopter ambulance service regarding the design and space needed. A helistop experiences minimal traffic – perhaps a couple of flights a year to transport a patient from the facility. The needed space has initially been spec'd out with an air ambulance pilot, and that will continue throughout the planning process.

Mr. Bultman stated that at the end of the building would be an infusion space for cancer patient treatments, near the terminus of the Bright Road greenway.

### **Public Comments**

Kyle Rush, 4143 MacDuff Way, Dublin, OH:

"Thanks for the information. The only comment I have, again, relates to the entrance on Bright Road. The road backs up to the residences in Inverness. A little nature preserve area will not help. Widening Bright Road to accommodate the proposed entrance will only make the area worse for residents of that village and anyone else passing through, as traffic will be increased substantially. The main entrances to the site should be located on Emerald Parkway, away from the residents' homes. If there is insistence for an entrance there, maybe Bright Road should dead end into Sawmill Road. This would force people to use Hard Road and the eventual bridge crossing over I-270 between Tuller Road and Emerald Parkway. Either way, the entrance is not a good idea."

Melinda Todaro, 7325 MacBeth Drive, Dublin, OH:

"I am concerned with the traffic on Bright Road between Emerald Parkway and Sawmill Road. This is an area that experiences congestion. Pre-pandemic, the 5:00pm traffic would back up to the traffic circle. Is a plan being developed to deal with the traffic in that corridor?"

Gina Bray:

"As a local resident, who travels Emerald Parkway frequently, I have many concerns with the proposed Mt. Carmel campus plan, primarily with traffic congestion impacting Sawmill Road. Sawmill Road at I-270 and Sawmill Road at Hard Road are consistently congested, causing multiple collisions per week. Dublin also encourages the support of nature and conservation. I fail to see how an addition to another large-scale industry falls within the long-term vision of protecting our environment. Secondly, there is a free-standing hospital less than seven minutes away and a free-standing emergency site in Powell, off Sawmill Parkway north of this proposed hospital. Not to mention the recent construction and opening of the Rehabilitation Hospital off Sawmill Road in Dublin, Mt. Carmel Hospital currently has a Hilliard campus and a campus off SR23 in Delaware. To expand to Dublin seems unnecessary in an already well-saturated market offering emergent outpatient and long-term medical care. Lastly, I would like to see a community survey distributed to local residents asking if they support the proposed hospital campus. Concretely verifying a need would show the Commission if construction would be serving our Dublin community."

### **Commission Discussion**

Mr. Grimes stated that this plan is a far better fit, orientation and use of the property than the prior plan. The proposed greenspace and stormwater facilities are great; however, the primary issue is

traffic and access. This project could be used to help leverage improvements for everyone in the area. The issues at Sawmill Road will need to be mitigated to get traffic in/out of this facility. He has heard previously a suggestion to terminate Bright Road at Sawmill Road. He would defer that suggestion to Engineering to determine the benefits and advisability of doing so. As more development occurs to the north into Delaware, the traffic issues will only increase. He likes the building and greenspace orientation on the property.

Mr. Schneier inquired if the intended uses have changed since the previous plan.

Mr. Bultman stated that no changes have occurred beyond the evolution of the building organization.

Mr. Schneier stated that the plan indicates approximately 480 parking stations may be required for the hospital, and 471 are provided. What would be the reason to add more parking spaces?

Mr. Bultman stated that design is an iterative process, and the last week or so, they have been looking into scaling back parking spaces to minimize the amount of impervious surface created. He anticipates the number of spaces will further evolve before the next plan review.

Mr. Schneier stated that one diagram showed pedestrian access to the hospital no access looping out on the east side. The lobby area would seem to provide an opportunity to continue the pedestrian access further.

Mr. Bultman responded that the intent was to create a respite space for staff on the other side, separate from the public.

Ms. Fox stated that she was impressed with the revised plan, which takes advantage of the opportunity to create a wellness campus, not just a wellness building. She appreciates the thought invested in the green streetscape and the greenway approaches to the buildings. As a previous Mt. Carmel nurse, she can recall the gardens in front of the old Convent, which were places people visited. She believes that in addition to the medical element, there are also spiritual, faith elements to healing. Additionally, the serenity that emanates from nature - openness, light, water and greenspaces, contribute to healing. Patients often are fearful upon entering a hospital, and the feel of the approach to the campus can benefit the health care the patients will receive. The impression of wellness of both the exterior and the interior will make this campus much more effective. She agrees with Mr. Way that it would be beneficial to wrap the greenway corridor all the way around the site. Staff has encouraged the applicant in the direction of traditional architecture. In Dublin, the use of natural materials is emphasized, but she would not want to discourage the use of curvilinear, light and reflective spaces. There is opportunity for public art, as well. The outdoor space on the campus should encourage people to take a walk – that is a wellness touch on its own. She is confident the traffic issues can be worked out.

Mr. Supelak stated that he would concur that the revised plan is remarkably better than the previous layout. He likes the proposed greenspaces. He concurs with Ms. Fox on the use of architectural materials. The inspirational images depict the use of materials that are not average, and he would encourage pursuing that direction. Slide 15, for instance, "Interstate Experience," has some compelling architecture. There is opportunity here for some fun, compelling architecture, and he would encourage embracing that opportunity. The last slide, "Campus," depicts the use of art pieces and light tendrils, which are elements that encourage people to linger and remember. Continuing in that direction will make this a great plan.

Ms. Call stated that the Commission appreciates the applicant's provision of more detail in the revised plan than may typically be provided with a Concept Plan. The Commission has encouraged the applicant to continue in the direction of interesting architectural ideas, such as the light tendrils. There are transportation issue concerns, but the Concept Plan is not intended to address those in detail. The Commission has indicated that the plan proposes the right direction, and with our combined efforts, we can achieve a development of which all will be proud. We look forward to welcoming Mt. Carmel to the community.

Mr. Koma thanked the Commission for their helpful feedback and staff for their collaboration on the project.

Mr. Way stated that because this development will be located on a gateway site in Dublin, and the architecture will be seen by many, it must be outstanding. He is confident the applicant can deliver accordingly. He is excited to see the plan evolve.

## **2. 4000 W. Dublin-Granville Road, 21-128CP, Concept Plan**

~~A request for a review of a Concept Plan for the construction of a ±6,900-square-foot, one-story, multi-tenant commercial building. The 1.98-acre site is zoned Bridge Street District, Sawmill Center Neighborhood and is located ±500 feet northwest of the intersection of W. Dublin-Granville Road with Dublin Center Drive.~~

### **Staff Presentation**

~~Mr. Hounshell stated that this is a Concept Plan for 4000 W. Dublin-Granville Road. This Concept Plan differs from the previous plan reviewed. Because this site is in the Bridge Street District, a determination of the Commission is requested. Should the Concept Plan be approved tonight, the applicant is also requesting the combination of the Preliminary and Final Development Plans, which is in the purview of the Commission. This is the second time this application has come before the Commission for review. The 1.98-acre site is located in the Sawmill Center Neighborhood zoning district. The site is currently vacant with a number of mature trees along the western property line. There is a low-lying entry feature, decorative wall and sign on the southeast corner. The sign would remain, as it applies to the Lowe's property to the north. The proposed site is identified as one of the Lowe's development outparcels. These outparcels have strict deed restrictions that influence development of the site. Deed restrictions are private agreements between property owners that are completely distinct from zoning regulations. The City is tasked with implementing the Community Plan and administering the Zoning Code incrementally over time. The City does not establish, apply, or enforce deed restrictions. The Lowe's outparcel deed restrictions limits the size of development, number of structures, height of structures, and minimum parking requirements. The review of this application is based solely on the applicable requirements of the Bridge Street Zoning Code. A 50-foot AEP electric easement is located along the west property line. The proposal does include the future development of Village Parkway, which is considered a district connector and principal frontage street on the Bridge Street network map. It is not included with the construction on this site. Should the application move forward, the applicant would be required to continue to work with staff to finalize the implementation and construction of the street extension. [Existing site conditions shown.] This site is located on at the intersection of the future Village Parkway and the current West Dublin-Granville Road, which are both principal frontage streets. To the north and east are private drives – Banker Drive to the north and an access drive~~

# MEETING MINUTES

## Planning & Zoning Commission

Thursday, November 4, 2021

### CALL TO ORDER

Ms. Call, Chair, called the meeting to order at 6:35 p.m. and welcomed everyone to the November 4, 2021 Planning and Zoning Commission meeting. Tonight's meeting can also be accessed at the City's website. Public comments on the cases are welcome. To submit any questions or comments during the meeting, please use the form under the streaming video on the City's website. Questions and comments will be relayed to the Commission by the meeting moderator. The City desires to accommodate public participation to the greatest extent possible.

### PLEDGE OF ALLEGIANCE

Ms. Call led the Pledge of Allegiance.

### ROLL CALL

Commission members present: Rebecca Call, Warren Fishman, Kim Way, Jane Fox, Leo Grimes, Lance Schneier

Commissioners excused: Mark Supelak

Staff members present: Jennifer Rauch, Nichole Martin, Thaddeus Boggs, Christopher Will, Michael Hendershot, Tina Wawszkiewicz

### ACCEPTANCE OF DOCUMENTS AND APPROVAL OF MINUTES

Mr. Grimes moved, Mr. Fishman seconded acceptance of the documents into the record and approval of the 9-23-21, 10-07-21 and 10-18-21 PZC meeting minutes.

Vote: Mr. Schneier, yes; Mr. Fishman, yes; Mr. Way, yes; Ms. Fox, yes; Ms. Call, yes; Mr. Grimes, yes.

[Motion approved 6-0.]

Ms. Call stated that the Planning and Zoning Commission is an advisory board to City Council when rezoning and platting of property are under consideration. In such cases, City Council will receive recommendations from the Commission. In other cases, the Commission has the final decision-making responsibility. Anyone who intends to address the Commission on administrative cases must be sworn in. Ms. Call swore in those individuals intending to give testimony at the meeting.

### CASES

#### 1. Mount Carmel Hospital at 3865 Bright Road, Concept Plan, 21-158CP

Conceptual development proposal to establish a Planned Unit Development for a 190,000-square-foot, 30-bed inpatient hospital and ambulatory center also providing outpatient services. The ±35-acre site is zoned R-1, Restricted Suburban Residential District and is located southeast of the intersection of Bright Road with Emerald Parkway.

## **Staff Presentation**

Ms. Martin stated that this a request for review and consideration of a conceptual plan for the potential future development of a Mt. Carmel Hospital facility within the City. The proposal is to establish a Planned Unit Development for a 190,000-square-foot, 30-bed inpatient hospital and ambulatory center providing outpatient services on a ±35-acre site. A Concept Plan is the first step of the PUD process if the site is larger than 25 acres or does not comply with the Community Plan. The next step would be a Rezoning and Preliminary Development Plan. The final step is the Final Development Plan, where final architectural details and landscape, sign and site elements are finalized. This 35-acre site is located southeast of the intersection of Bright Road with Emerald Parkway and has frontage on I-270 and Sawmill Road. The site is in proximity to a number of established single-family neighborhoods, as well as the Perry Township offices and the Village of Inverness. When rezoning is under consideration, the Community Plan is a key guiding document. It includes Future Land Use, Thoroughfare Plan and Special Area Plan recommendations for development. The Community Plan identifies three Future Land Use recommendations for the 35-acre site. The primary Future Land Use recommendation for the site 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 for the 4 acres along Bright Road. For Premium Office, the recommended density is up to 16,500 sq. feet/acre. The recommended density for Standard Office/Institutional is up to 12,500 sq. feet/acre, and the recommended density for Mixed Residential-Medium Density is 5 dwelling units/acre. The cumulative recommended density for this site is up to 487,000 sq. feet of Office or Institutional Use with up to 20 dwellings. This proposal is for 190,000 square feet for Phase One. The Thoroughfare Plan establishes a framework for future connectivity, as well as enhancements to surrounding street networks. Bright Road is designated a collector street, which is the lowest street classification. It provides a connection between a minor arterial street (Emerald Parkway) and a major arterial (Sawmill Road and I-270). Special Area Plans provide a scenario for potential development. The Community Plan also provides mobility and design recommendations. It recommends a consistent landscape treatment along Sawmill Road; limited/restricted access along Sawmill Road; and that any large-scale office be oriented to I-270. It also acknowledges overhead utility easements and exploration of the opportunity for an overpass connecting Emerald Parkway to the Bridge Street District. Along Emerald Parkway, the Community Plan recommends two-story, corporate offices, as well as supporting services, and the future widening of Bright Road. Emerald Parkway Phase 8, which opened December 2014, was the final phase of a connection between Tuttle Crossing Blvd. and Sawmill Road. Emerald Parkway is a premier office corridor, which was intended to open up 115 acres of developable land for economic development.

Ms. Wawszkiewicz reviewed the existing transportation studies completed recently within this region. The first of the two recent studies was completed in 2019. The joint study with the City of Columbus reviewed the Sawmill Road Corridor. The study showed that adding travel lanes only on Sawmill Road would not solve the problem; it would draw more traffic to that corridor, further increasing delays. The study recommended a few “spot” improvements and considered an overpass over I-270 that would connect the Bright Road neighborhood to the Bridge Street District. That opportunity is under additional review. The Concept Plan looks at internal site circulation for all modes. However, a future Rezoning would require a detailed Traffic Impact Study, which would identify any traffic mitigation strategies needed to offset the anticipated traffic impact. Those recommendations

subsequently would be formalized in an Infrastructure Agreement between the applicant and the City.

Ms. Martin reviewed the development proposal concept. The site is relatively flat and undeveloped on the southern portion and contains a tree stand in the northernmost portion of the site. On the eastern side of the site, there is a gravel area to the rear of the Perry Township office (7125 Sawmill Road). A 50-foot wide overhead utility easement traverses the site. This is a request for consideration of Concept Plan proposal to establish a Planned Unit Development (PUD) for a 190,000-square-foot medical office and hospital facility on the site with separate emergency and non-emergency drives. The main boulevard entry drive and welcome plaza are accessible from Emerald Parkway, as is a second restricted access for emergency vehicles. Additionally, there is a north-south connection for visitor, patient and staff use. The inpatient, 30-bed care facility is sited adjacent to I-270. A two-story ambulatory center is located centrally at the terminus of the main entry drive and plaza with a medical office outpatient clinic located immediately to the northwest. A healing garden will be located on the site between the clinic, ambulatory center and welcome plaza. Both staff and visitor parking are provided. The 248 employee parking spaces will be located to the rear of the facility, proximate to Sawmill Road. Visitor parking is located to the north (200 spaces) and south (140 spaces) of the boulevard entry drive with a north-south access drive internal to the site. Back of house areas are located along the restricted access drive, including the ambulatory drop-off, the service area, and the heli-pad. The proposed massing has been provided including both detail and overview perspectives [perspective views and inspirational images shown.] The proposed development proposal should be viewed from a regional context. Both Cases 1 and 2 are proximate to one another. The sites include the 35 acres for Mt. Carmel and the 40 acres to the northwest for the Bright Road senior housing development. Additionally, a zone is depicted in which potential I-270 crossings are being contemplated. The following questions have been provided to guide the Commission's discussion:

- 1) Is the Commission supportive of the proposed land use based on the surrounding context?
- 2) Does the Commission support the conceptual site layout including building, parking, and open space locations?
- 3) Is the Commission supportive of the proposed building mass and scale?
- 4) Does the Commission support the conceptual architectural and landscape character?

### **Applicant Presentation**

Diane Doucette, 6171 Lewis Road, Sunbury OH 43017, president, Mount Carmel Health System, stated that she is the executive sponsor for the project and will be the future president of the project. She is a registered nurse with 30 years of experience in the nursing field. Much has been learned during the past 19 months of the Covid19 pandemic, and that learning will be incorporated into this new health care campus. When Mt. Carmel considered possible sites for a new health care campus, they looked for areas with service gaps, and the east side of Dublin falls within that category.

Jason Koma, 7587 Tullymore Drive, Dublin, OH, project manager, Mount Carmel Health System, stated that this is their first project to be planned with the lessons learned from the Covid19 pandemic. This facility will provide services at Dublin's eastern gateway. The design process is in the early stages, and their intent is to work with all stakeholders throughout that process. Each of their facilities attempts to match the character of the community in which it is located. They intend to be a good neighbor, and although the facility will have emergency services, it is important to point out that emergency vehicle sirens are turned off upon entering the facility site. They have met

with the East Dublin Civic Association and the HOA leadership of the Village of Inverness, and will be working collaboratively with the neighbors.

### **Commission Questions**

Mr. Schneier inquired if the proposed pedestrian crossing would be across Emerald Parkway.

Ms. Martin responded that a potential I-270 crossing would provide for multiple modes of mobility, including bicycle and pedestrian facilities.

Mr. Schneier inquired if anything about this project would interfere or limit the options for that.

Ms. Wawzkiewicz responded that the two project teams are coordinating efforts. The City has a consultant working on the I-270 crossing alternatives, and they have met with the applicant's team to begin discussions regarding how both projects could be the most successful.

Mr. Way stated that this is the initial phase, but there is the potential for future additional development. What is the vision for additional future development, including what else and how large that might be? Is something driving the current design that will allow future expansion over time?

Denny Freudeman, 8564 Pennington Court, Powell, OH 43065, President, Hplex Solutions, Mt. Carmel project manager, stated that the site is 35 acres. Phase one is for approximately 190,000 square feet of development; however, the site is being designed to accommodate potential expansion of the hospital, if warranted, which could be an additional 15,000-20,000 square feet. The development will also include a medical office building for use by independent physician groups identified by Mt. Carmel to bring more health care to the site. There is a potential for primary care and orthopedic specialists to complement the facility. Any hospital expansion on the site would occur to the east. If that expansion were to occur, it is possible that there could be a structured parking facility. To facilitate the vehicular movement on the campus, there will be four different entry points to disperse traffic into and on the site. It is essential that circulation is convenient for visitors and patients.

Ms. Call inquired if the 190,000-square-foot Concept Plan proposal was inclusive of that future development.

Mr. Freudeman responded that it is not inclusive; it covers only phase one.

Ms. Call inquired if he could estimate the size of the full build out.

Mr. Freudeman estimated that the future expansion and medical office building could bring the total square footage to 250,000-275,000 square feet. The medical office building would be approximately 35,000-50,000 square feet in addition to the hospital expansion of 20,000-25,000 square feet.

Mr. Fishman stated that one of the accesses would be at Bright Road. Obviously, that road would require some improvement to handle that access.

Ms. Martin stated that the Community Plan anticipates improvements to Bright Road, and the Preliminary Development Plan and rezoning would study those potential improvements. Improvements are anticipated to mitigate any traffic impacts generated by this user or other users to the north and west.

Mr. Fishman inquired if those improvements would occur in conjunction with this project.

Ms. Martin responded that with the Preliminary Development Plan application and rezoning, the applicant is required to submit a Traffic Impact Study, which looks both at existing pre-development conditions, as well as post-development conditions, and recommends the mitigation needed. That

mitigation could include a number of changes to Bright Road, which would be explored for implementation with this project or in conjunction with other projects.

Ms. Fox stated that there will be two access points on Emerald Parkway, one of which will be restricted to emergency vehicles. What are staff's thoughts on those two accesses?

Ms. Martin responded that at this point the access configuration is conceptual. It is essential to separate the emergency and non-emergency trips, and staff is exploring with the applicant the appropriate control measures to ensure that the site functions and is responsive to the traffic volumes on the surrounding streets, including Sawmill Road and Emerald Parkway. It is important to maintain the medians along Emerald Parkway.

Ms. Fox inquired if the access on Sawmill Road would be a right in/right out only. That is a congested area.

Ms. Martin responded that at this time, that is unknown. The Traffic Study will guide future decision-making on the final access points adjacent to the public right-of-way.

Ms. Call stated that with the Concept Plan, internal traffic circulation on the site is considered. The next step will look specifically at the points of congestion, and an infrastructure agreement will ensure the site and community needs are met.

Mr. Koma stated that there is the operational aspect, as well. In addition to the emergency, service and main entrances, there is also the site wayfinding component. Those accesses have been purposely separated.

Mr. Grimes stated that he is concerned with the amount of traffic in the area, generated not only by this project but the following project on the agenda and future projects. In regard to the right-of-way widths on Sawmill Road, as well as Bright Road – he believes that Bright Road from Sawmill Road to the Bright Road-Emerald Parkway roundabout should be more than two lanes. It must be three to five lanes. There is already a high level of traffic there. Traffic backs up a couple of times a day during peak hours with the nearby school. This has an impact on the residents in the area. There is a need to look at the issue from two perspectives – the traffic in the area and the proposed bridge across I-270. Anything that can be done to make it easier for local traffic to avoid using Sawmill Road will help the circulation in this general area. Where that bridge is located will impact how the Mt. Carmel project is located. Is there a project timeframe for the traffic studies, so better information can be made available for the public and the Commission?

Ms. Wawzkiewicz responded that coordination would occur between all of the studies and the applications. The timing will be determined by the applicant's submission of their rezoning application. The Traffic Impact Study is due at that point. There is no other set date for that study other than the rezoning application submission. The City is hoping to have the alternative study for the crossing over I-270 completed by the end of 2021 or the beginning of 2022. It will be a study only; no funds are programmed for construction. Those steps will follow. There are some recommendations from the 2019 Sawmill Road Corridor Study for Bright Road improvements. They will look at those recommendations again in conjunction with the Traffic Impact Study. Those recommendations could be included in conjunction with any mitigation needed for this site, or they could be developed as an independent CIP project. There is no scheduled timeline for those improvements.

Ms. Martin stated that it is important that the applicant receive the Commission's feedback on whether or not this development is conceptually consistent with the Community Plan, and if the site

design elements are appropriate. The feedback will determine whether the applicant chooses to advance to the next step and complete further study.

Mr. Grimes stated that the following project on tonight's agenda would have more impact on the watershed than this project; however, they are located within close proximity. The stormwater velocity will need to be addressed before it reaches the river; where does the responsibility for that study lie?

Ms. Martin responded that each applicant is required to conduct an independent stormwater analysis. Those studies would be coordinated and reviewed by City Engineering in accordance with the City's Stormwater Management requirements.

Ms. Call invited Mr. Hendershot to respond to the stormwater management concerns expressed.

Mr. Hendershot, City Civil Engineer, stated that stormwater management analysis is not required with a Concept Plan. Should the project advance to the Preliminary Development Plan, submission of those calculations is required. The City would review those calculations against its Stormwater Code requirements. That would include water quality – treating the stormwater on the project site, and water quantity – regulating the release rate of the stormwater flow generated by the projects. The proposed project must not adversely impact downstream properties with flooding, sediment, erosion and silt buildup. The project must comply with the Stormwater Code requirements.

Mr. Way stated that the Concept Plan shows a significant amount of greenspace, which leads to his interest in a future phase. What is the anticipated use for that greenspace? The project narrative indicates it would be open to the community or visitors. Will all that space be available to the community or just parts of it? Walking paths are shown on the site.

Mr. Koma responded that Dublin provides a high level of pedestrian connections. Their intent is to provide active healing space that is available to the community, while preserving the ability for future development, if warranted.

Mr. Way inquired if there would be any dedicated park space on the campus.

Mr. Koma responded that it is too early for them to be able to determine that, while attempting to balance the different aspects of future development and maintaining the overall green amenities for healing purposes. That healing space for patients and the need to provide a buffer between this use and the neighboring residential to the north is important. However, they are interested in exploring the opportunity for pedestrian connectivity.

Mr. Way stated that the emergency drive will be restricted, yet it connects to a staff parking area, and there is a link to Bright Road. Which portions of the internal roadway system will be restricted from public use? Will there be gates?

Mr. Kona stated that the use of purposeful wayfinding should be sufficient; however, the discussion is ongoing.

Mr. Way stated that the initial development would be a 30-bed facility. Is further expansion of the number of beds anticipated; if so, how many might that be?

Mr. Kona responded that conversation would be premature at this time, but there is the potential for expansion on the site, if needed. Current planning is looking at the services needed and determining what facility would fit those services most efficiently.

Ms. Doucette stated that the future of health care is rapidly changing, evolving into more ambulatory care. That includes care of patients while at home. They will be working on that aspect of their service. Due to advancements in technology, future care will be of patients at home. Their service will be assessed in conjunction with the community's needs.

Mr. Way stated that it is difficult for the Commissioners to look at the amount of greenspace on the site, the proposed building occupying a small portion of the site, and evaluate the project. It would be easier to assess this specific proposal if we had some idea of the future vision for the site.

Ms. Call requested Commissioners to focus on the broader concepts of the Concept Plan. More details will be available with the Preliminary Development Plan and Preliminary Plat, including the massing.

Mr. Way stated that it is difficult to assess whether the Concept Plan is appropriate without seeing what it really will be and how that would add to the community. This is one of the premier sites in Dublin. If a larger vision could be shared, it would be easier to express support. If there will be other surrounding projects, the site might be quite different.

Mr. Freudeman stated that this would be a small, out-post hospital for Mt. Carmel, allowing them to provide a certain level of service for the Dublin community. It is not intended to serve northcentral Ohio. Future growth likely will be in the area of outpatient versus inpatient.

Mr. Way stated that he is interested in whether this is intended to be a health and wellness campus, as opposed to onsite patient care.

### **Public Comments**

Ms. Call summarized the context of the public comments received regarding the case. These comments were provided in the meeting packet and are accessible to the public online. [Read names of commentators and concerns.] Concerns were expressed regarding: traffic volume and speeds; sidewalks; freeway; watershed; Sawmill Road development; potential for TIF financing for mitigation of traffic issues; additional load on the electrical grid; preservation of the wildlife habitation and natural areas; light intrusion; height of the garages in the residential development (next case); ambulance noise; density and intensity of the use; impact to residences and business, including access.

Amy Kramb, 7511 Riverside Drive, Dublin, OH 43016 stated she speaks on behalf of the East Dublin Civic Association. In August, Mt. Carmel provided an early concept at a civic association meeting. Two weeks ago, she was provided a copy of the updated Concept Plan, which she shared with the civic association membership. Their comments acknowledged that the use is consistent with the Community Plan and appreciation that the buildings were close to I-270. The August Concept Plan included the conceptual location of office buildings on the site, but those locations are not shown on this plan. It would be helpful to know the worst-case scenario, if the project is approved. The residents might be supportive of the current concept, but would not be happy if significant site changes are proposed in the future. There is concern with the potential light pollution from the large staff parking lot, which would back up to The Village of Inverness. Access from this site to Sawmill Road is not guaranteed; the applicant must work with Perry Township on that element. If access to

Sawmill Road cannot be achieved, all access will be from Bright Road, unless Dublin will permit a cut to be made to the Emerald Parkway median. Traffic from the freeway will back up at the turn to Bright Road, creating a significant traffic issue. A Final Development Plan for this project cannot be approved unless there are improvements to Bright Road. This cannot be a stand-alone project with the City fixing the traffic issues later. Access from this site will likely be Bright Road, not Emerald Parkway. Bright Road is two lanes, no curb and gutter, no sidewalks, and the Villages of Inverness backs up immediately to Bright Road. It will be impossible to widen Bright Road, as there is an office building on one side and a residence on the other side of the street. There are many issues that must be considered before this project can have final approval. The Concept Plan for this project must not allow an access on Bright Road without improvements occurring. If that is eliminated, it changes the circulation on the proposed site.

Carla Clifton, 3899 Inverness Circle, Dublin 43016 stated that she lives in the Village of Inverness. Her family has lived there since 1988. It is a beautiful sanctuary in the City of Dublin. With this project, from her window she would see the entrance off Bright Road into the hospital. This project will be very close to them. Access to and from Bright Road is already very difficult; Bright Road cannot handle the proposed project. She is opposed to this project taking part of their condominium community to widen Bright Road. The City has placed a dead-end at Bright Road and Riverside Drive, which has impacted local traffic, as well. In their condominium community, there is a preschool; children are walking in the area. She is concerned about their trees being removed and land taken. She asks the City not to make access to the proposed hospital off Bright Road. Any traffic studies should accurately portray future traffic, as the current traffic volume remains pre-Covid. Their community is part of Dublin; please give them appropriate consideration.

Marcia Barnes, 4150 Bright Road, Dublin 43016 stated that her primary concern is the natural environment, wildlife and pollution. The waterway lies at the back of their home, and daily, they pick up trash coming from Emerald Parkway. The building projects proposed on both sides of Bright Road will impact them, adding even more traffic and noise. What is proposed is health care, yet it will pollute the area for the residents who live here. The significant volume of traffic added will pollute the air and the waterway. Currently, there are deer, birds, etc. here, but they will disappear if these projects occur. She invites the Commissioners to visit her home and view the issues she is experiencing and the concerns she is pointing out.

### **Commission Discussion**

Ms. Call requested Commissioners to respond to the proposed discussion questions.

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

Commissioners indicated that they were supportive of the proposed land use with the understanding that the community's stated concerns must be adequately addressed. Mr. Way encouraged a visioning focus as a health and wellness campus.

- 2) Does the Commission support the conceptual site layout including building, parking, and open space locations?*
- 3) Is the Commission supportive of the proposed building mass and scale?*
- 4) Does the Commission support the conceptual architectural and landscape character?*

Mr. Way stated that there is insufficient information with the Concept Plan to be supportive of the building massing, conceptual architecture or landscape character. He would like to see more of what was reflected in the precedents shown; the current proposal does not match those precedents.

Mr. Grimes stated that he would recommend that most of the massing be placed along Sawmill Road and freeway to mitigate the potential noise issue.

Ms. Fox stated that she agrees with Mr. Way's encouragement that this be viewed as a wellness campus. As a former nurse, as well as a Council member and Commissioner, she views developments from the perspective of how that development could create well-being in the community. There is opportunity here to do that. A view of the site itself should foster an impression of health; therefore, the massive amount of parking space shown at the front door is a concern. There is ample ground here to develop a healing park. She would encourage an uplifting architectural concept. The parking area could also be a flexible space used for various health-related focuses, such as education on gardening, yoga, farmers' markets, etc. She would encourage something more creative than walking trails and that the healing garden be enlarged. She is concerned that the stormwater be addressed onsite and not flow downstream; that the increased traffic issues be adequately addressed; and that strong buffers be added for the abutting residential.

Mr. Fishman stated that this is an important rezoning, and Commissioners will be looking closely at the proposed plan. He encourages a spectacular project for this site. He also encourages the parking area be addressed in a creative manner, as it will be very visible; it should not be a traditional parking lot. Unfortunately, the east side of the river has gained the perception that their development concerns are not adequately addressed. This project is on a very important corner; it is a challenge that must be considered carefully.

Mr. Schneier stated that he is supportive of the use; however, he is not supportive of the other elements of the Concept Plan, which at this point, are very underwhelming. There is not another site in the City that is this prominent, so whatever is developed here must "speak" to the entire community. There is an opportunity to make a spectacular project here. As has been pointed out, Bright Road and the increased traffic that will result from the project is the primary issue. At this point, the project is not feasible as conceived. While the use needs parking, the last thing the City needs is to have more visible parking. There is a preponderance of visible parking in the Sawmill Road area.

Ms. Call stated that she compliments the applicant for reaching out to the residents, but she would encourage more dialogue. The applicant stated that their primary consideration with this site was ease of access. As the comments from the Commission and the public have shown, there is significant concern about the traffic, access and the impact on the neighbors. The Commission has provided input about the massing. While there is general support for the Concept Plan, Commissioners are concerned about how it is further developed and will be taking a deep look at those details. Parking areas are necessary, but she would encourage them to look at opportunities for a creative style. The visibility and prominence of this property requires a stellar project.

Ms. Call stated that no vote occurs on a Concept Plan, and inquired if additional clarification is desired.

The applicant indicated they needed no further guidance.