



PLANNING REPORT

Planning & Zoning Commission

Thursday, June 9, 2022

NUTEX EMERGENCY HOSPITAL 22-057CP

www.dublinohiousa.gov/pzc/22-057

Case Summary

Proposal	Construction of an approximately 22,000-square-foot, two-story, emergency hospital facility.
Request	Review and approval of a Concept Plan under the provisions of Zoning Code §153.066
Zoning	BSD-SCN, Bridge Street District – Sawmill Center Neighborhood District
Planning Recommendation	<u>Disapproval of the Concept Plan</u>
Next Steps	<p>Should the Planning and Zoning Commission disapprove the application, the applicant would be required to submit a new Concept Plan application to proceed forward.</p> <p>Should the Commission approve the application, the applicant could proceed to the Preliminary Development Plan application.</p>
Applicant	Corey Fuhrman, Haag Brown John Mills, JTM Architects
Case Manager	Zach Hounshell, Planner I (614) 410-4652 zhounshell@dublin.oh.us

Site Location Map



 <p>City of Dublin</p>	<p>22-057CP Concept Plan Nutex Emergency Hospital 3800 W. Dublin-Granville Road</p>	<p>0 105 210 Feet</p>	
---	---	---------------------------	---

1. Overview

This is a proposal for an approximately 22,000-square-foot, two-story, emergency hospital facility with a 48-space parking lot and associated site improvements.

The site has frontage along three public streets, W. Dublin Granville Road (± 150 feet), Dublin Center Drive (± 300 feet), and Banker Drive (± 150 feet).

Background

The site is located northeast of the intersection of W. Dublin-Granville Road and Dublin Center Drive. Presently, the 6.70-acres parcel is developed with a 30,000-square-foot office building and parking lot located centrally on the site. The Nutex Hospital is proposed on a 1.58-acres site, located west of the parent parcel, consistent with a Final Plat previously reviewed and approved by City Council (Resolution 60-21).

Case History

On February 17, 2021, the Planning and Zoning Commission (PZC) reviewed and provided non-binding feedback for on an Informal Review. The Commission generally expressed:

Use

- Reservation granting a conditional use for the proposed use given the vehicular-oriented operations and resultant development character. The Commission questioned whether the criteria for approval of a Conditional Use can be met.
- Concern regarding lack of alignment with the Neighborhood Standards specifically a single-use building, limited visual/physical connectivity, and level of pedestrian activity.
- Not in keeping with the spirit of the Bridge Street District (BSD) Special Area Plan.
- Long-term compatibility with intended uses and character. Questioned whether this use in this location is harmonious with the BSD Code and Community Plan.

Design

- Opportunity to refine the site plan including building siting and parking layout.
- Need to emphasize building mass on W. Dublin-Granville Road frontage as the primary Principal Frontage Street (PSF).
- Need to provide a gateway feature at W. Dublin-Granville Road and Dublin Center Drive as depicted in the Neighborhood Standards.
- Concern regarding dead-end parking and lack of integration/connectivity with the area.
- Concern with number, visibility, and quality of proposed signs necessitate by the use.

Updates

Since the February 17, 2021 meeting, the applicant has revised the proposal to:

- Provided cross-access to W. Dublin-Granville Road via an existing access point forward of the building.
- Updates to sign locations and designs.
- Updates to public and private open space delineation.

Process

The BSD requires all new development and comprehensive redevelopment to comply with the form-based provisions of the Code and meet the principles identified in the BSD Special Area Plan. The CP serves as the framework for the PDP and FDP stages of any given project. Approval of new commercial buildings is a three-step process:

1. Concept Plan (CP)
2. Preliminary Development Plan (PDP) with Preliminary Plat (PP)/Conditional Use (CU)
3. Final Development Plan (FDP) with Final Plat (FP)

Approval of a Conditional Use (CU) is required to permit a hospital in the BSD-Sawmill Center Neighborhood District. The Commission must find the criteria for a CU are met. The applicant is not requesting CU review and determination with the CP, although the criteria for future consideration are provided below:

- 1) The proposed use will be harmonious with and in accordance with the general objectives, or with any specific objective or purpose of the Zoning Code and/or Community Plan.
- 2) The proposed use will comply with all applicable development standards, except as specifically altered in the approved conditional use.
- 3) The proposed use will be harmonious with the existing or intended character of the general vicinity and that such use will not change the essential character of the same area.
- 4) The use will not be hazardous to or have a negative impact on existing or future surrounding uses.
- 5) The area and proposed use(s) will be adequately served by essential public facilities and services such as highways, streets, police, and fire protection, drainage structures, refuse disposal, water and sewers, and schools; or that the persons or agencies responsible for the establishment of the proposed use shall be able to provide adequately any such services.
- 6) The proposed use will not be detrimental to the economic welfare of the community.
- 7) The proposed use will not involve uses, activities, processes, materials, equipment and conditions of operations, including, but not limited to, hours of operation, that will be detrimental to any persons, property, or the general welfare by reason of excessive production of traffic, noise, smoke, fumes, glare, odor or other characteristic not comparable to the uses permitted in the base zoning district.
- 8) Vehicular approaches to the property shall be so designed as not to create interference with traffic on surrounding public and/or private streets or roads.
- 9) The proposed use will not be detrimental to property values in the immediate vicinity.
- 10) The proposed use will not impede the normal and orderly development and improvement of the surrounding property for uses permitted in the district.

2. Code and Plans

Neighborhood Standards

The BSD Code establishes Neighborhood Districts where special attention to location and character of buildings, streets, and open spaces is important to establish a coordinated mix of uses that fulfills the objectives identified in the BSD Special Area Plan within the Community Plan. Each neighborhood anticipates the conceptual layout of critical elements including street connections, open spaces, and gateways.

Use/Design

The site is zoned BSD-SCN, Sawmill Center Neighborhood District. The intent of the Sawmill Center Neighborhood, as outlined in the BSD Code, is to provide an active, mixed-use, pedestrian-oriented environment through unique shopping, service and entertainment uses supporting residential and office uses. Development design is encouraged to implement park-once visits, window shopping, impromptu gatherings and sidewalk activity. Development should be well connected to the existing and future streetscapes, while encouraging interconnected site layouts with well-defined pedestrian access.

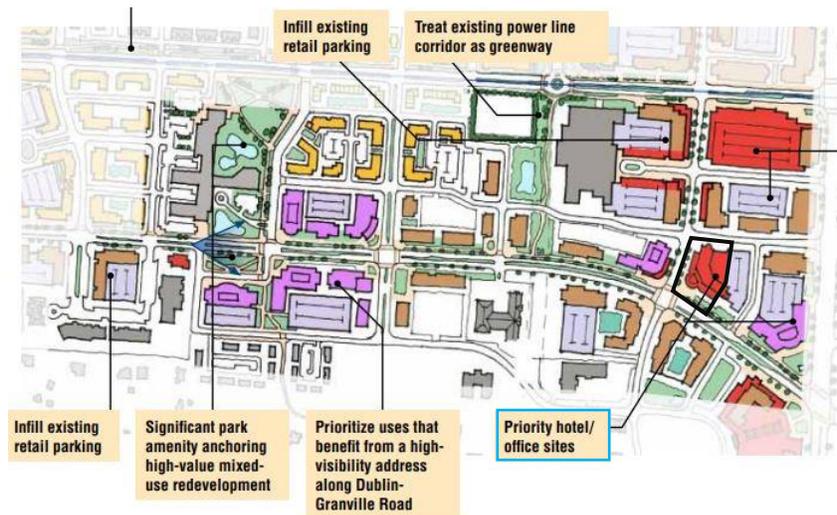


Gateway

The intersection of W. Dublin-Granville Road and Dublin Center Drive is designated for a potential gateway location. A gateway feature is described as a point of identification that provides a sense of arrival to an area. Gateway designs shall be pedestrian-oriented in scale and shall include a combination of architectural elements, landscape features, and/or public open spaces. Gateways should be incorporated into the design and layout of the building, assuring a pedestrian-oriented streetscape and development.

BSD Vision Plan

The BSD Vision Plan contemplates successful application of principles of walkable urbanism including priority corridors like W. Dublin-Granville Road and an anticipated combination of uses. For this site, the vision plan contemplates a combination of hotel and office uses with a building layout addressing the gateway node at the intersection of W. Dublin-Granville Road and Dublin Center Drive.



Street Network, Lots, and Blocks

The Code provides a hierarchy of requirements for establishing a gridded street network. The Street Network Map, part of the Thoroughfare Plan, identifies three families of streets: 1) Corridor Connectors, 2) District Connectors, and 3) Neighborhood Streets.

Corridor and District Connectors are often designated as Principal Frontage Streets (PFSs), which are designated to ensure a continuous, pedestrian-oriented block. Anytime new development is under consideration, incremental implementation of the Street Network is required.

The site is located at the intersection of W. Dublin-Granville Road (south), Dublin Center Drive (west), and Banker Drive (north). W. Dublin-Granville Road and Dublin Center Drive are designated as PFSs, with W. Dublin-Granville Road considered a Corridor Connector and Dublin Center Drive considered a District Connector. Banker Drive is designated a Neighborhood Street. Corridor Connector streets take precedence above all other street types in maintaining the Principal Frontage Street character typified by uninterrupted pedestrian facilities, buildings sited along the street, and high-quality open spaces. The development of this site requires emphasis along W. Dublin-Granville Road, as it has the higher street designation over Dublin Center Drive. However, both W. Dublin-Granville Road and Dublin Center Drive are considered front property lines for the site.

3. Concept Plan

Site Layout

The site layout remains largely consistent with the February 2022 version. The proposed site layout includes a largely single-story structure with the majority of the building fronting Dublin Center Drive, and a two-story feature located at the intersection of W. Dublin-Granville Road and Dublin Center Drive. W. Dublin-Granville is considered the priority Principal Frontage Street (PSF). In February, the Commission noted the building should be modified to prioritize W. Dublin-Granville Road over Dublin Center Drive in alignment with the Code requirement.

Due to the PSF designations of both of these streets, vehicular access to the site is proposed to be provided from Banker Drive to the north, which is a Neighborhood Street accessing a 48-space surface parking lot. The site circulation has been designed to create a direct path for emergency vehicles and passenger vehicles to access the ambulance dock and drop-off area, respectfully, located centrally on the east side of the building. The majority of the parking is located to the



east (rear) of the building, with a parking wing north of the building along Banker Drive, which is the lowest priority street. The drive aisle east of the building connects to a new cross-access point on the southern part of the site, which connects to an existing access point on W. Dublin-Granville Road. With the exception of the cross-access forward of the building, no modifications have been made to pedestrian or vehicle circulation since February 2022. The Commission noted that the Neighborhood Standards in Section 153.058(5) require physical and visual connections that prioritize active, walkable uses, which the Planning and Zoning Commission determined the proposed site layout does not meet.

The site plan includes three landscape feature locations: two to the southeast of the building (one is designated private), and one on the northwest corner of the site. The proposal includes a gateway location at the southwest corner of the building, which is a location identified on the Sawmill Center Neighborhood Standards map. Currently, the gateway is only partially located on the site. Should the applicant obtain approval of the CP and proceed to a Preliminary Development Plan, the gateway feature must be located fully on the applicant's property, and should be integrated with the architecture and massing of the building.

Use

The applicant is proposing a single-use building on the site. Hospital uses within the Sawmill Center Neighborhood are considered Conditional Uses with use-specific standards. Consideration of a Conditional Use is required to be submitted requiring the Commission's approval. Use-specific standards for Hospitals require that all hospitals be limited to no more than 75,000 square feet of gross floor area per structure, not including associated parking structures. The proposed facility is approximately 22,000 square feet.

The facility will operate 24 hours per day/7 days per week, and will include an inpatient suite with eight patient bedrooms, imaging capability, central pharmacy and laboratory services, and 24-hour emergency department with 9 emergency treatment rooms, 1 trauma room, and additional support spaces. The applicant has provided a statement with the submittal outlining the function of the facility, as well as the emergency operations of the hospital.

The BSD was created to encourage and develop well-defined, pedestrian-oriented development that is distinct from the typical auto-oriented development in other areas of the City. Auto-oriented development affects the intent for the layout of sites and negatively impacts the access to and safety of pedestrian facilities. The proposed single-use, auto-oriented development is inconsistent with the urban form, and is in conflict with the intent and goals of the District as specifically defined in the BSD Code and BSD Special Area Plan. The single-use, auto-oriented development creates a site that is internally oriented, driving most visual and function use of the site away from the front streetscapes. The primary entrance to the building is located in the southeast corner of the building, shielded from the intersection of the two PFS streets adjacent to the site, and oriented towards the parking lot and patient drop-off area. Although the building siting and emphasis could be reorganized and revised on the site to display towards the front property line, and Waivers could be obtained for specific building type standards, the use of the building drives the need for operations and access to be prioritized to the parking lot and rear of the building. Staff has concerns that the proposed use would not meet the Conditional Use review criteria within the context of the BSD. Should the Commission approve the Concept Plan, the applicant would be required to demonstrate how the proposed use meets the criteria for a Conditional Use with the Preliminary Development Plan.

Parking

The applicant is proposing 48 parking spaces on the site, split between two wings of parking located to the north and east of the building. The parking count is less than the 53 parking spaces provided with the Informal Review, due to the addition of the cross-access drive in the southern portion of the site. Although parking is provided forward of the building along Banker Drive, this street frontage would be the lowest designated street frontage on the site. Hospital uses are required to obtain a Parking Plan, as there is not a minimum requirement for parking for the use. The 48 parking spaces are proposed to accommodate the over 50 medical personnel that would be employed by the hospital, as well as visitors to the site. Should the Concept Plan be approved, the Parking Plan would be required to be submitted with the Preliminary Development Plan. The applicant will need to provide substantiating information to obtain approval of a Parking Plan, including the maximum number of employees on the largest shift. The applicant should work with Staff to reduce the number of parking spaces to the minimum number necessary to operate. Additionally, should the Concept Plan be approved, Staff would recommend that the applicant provide additional screening and landscaping for parking visible from public right-of-way.

Building Type

The BSD Code identifies Building Types that are permitted in each zoning district. The applicant has indicated they are basing the building on the 'Loft' building type, which is permitted within the Sawmill Center Neighborhood District. The Building Type establishes the applicable development standards including building siting, height/stories, and the physical and functional form. The applicant has provided conceptual building form and massing for the Commission's consideration.

The Required Build Zone (RBZ) for the Loft Building is 0-15 feet with a minimum front property line coverage of 75 percent. Additionally, Loft buildings require a minimum of 2 stories within the RBZ, and permit a maximum of 80 percent impervious lot coverage, with an eligibility for an additional 10 percent semi-pervious lot coverage. Given the conceptual nature of the proposal, requirements such as lot coverage and front property line coverage have not been identified. However, the proposed building would require Waivers for requirements such as building height for the significant single story building section along Dublin Center Drive, front property line coverage along W. Dublin-Granville Road, and primary entry location and orientation. Full analysis of the proposed building type would be submitted with a Preliminary Development Plan, should the Concept Plan be approved.

Architecture

The applicant has provided conceptual elevations and massing with the submittal. The architecture places emphasis on the south and southeast areas of the building, which is driven by the PSF designation and Front Property Line designation of W. Dublin-Granville Road, as well as the main entrance of the building to the rear parking lot. The building is proposed to be clad in a combination of stone, brick, and Nichiha cementitious panel materials throughout the building, with aluminum storefront window systems on the west and south elevations of the building. The main entrance into the building is located to the rear on the southeast corner of the building, with a large metal canopy covering the entrance and main pedestrian drop-off for the site. Should the CP



be approved and proceed on to a future application, the metal canopy should be lowered to a pedestrian-oriented height, no taller than 16 feet. The Bridge Street Code requires building design to be emphasized on the primary frontage(s) of the site. The current primary entrance is shielded from the intersection of 2 principal frontage streets, deviating from the intent of the Code to provide a pedestrian-scale development and building entrance that engages the streetscape. Should the Commission approve the Concept Plan, Staff would recommend the applicant relocate the principal building entrance to the intersection of Dublin Center Drive and W. Dublin-Granville Road to comply with Section 153.062(F)(3)(a). With the relocation of the entrance, the applicant should revisit the building materials at the corner, should the Commission choose to approve the Concept Plan. Staff is recommending disapproval of the application as the single-use building is interiorly-oriented due to the nature of use. The resulting building design turns its back to the PSF streets and does not fulfill the gateway requirements. Finally, the conceptual quality and character of the material at the intersection of two PSF is not complementary to the established and future character of the district.

Open Space

The intent of the Open Space Type requirements is to ensure a variety of functional, well-designed open spaces carefully distributed throughout the BSD, located and planned to enhance the quality of life for residents, businesses, and visitors. The Code states that one-square-foot of publicly accessible open space is required for every 50 square feet of gross floor area of the proposed commercial building. Based on the building size, a minimum of 517 square feet of open space is required for the proposed building. The applicant is proposing approximately 14,400 square feet of publicly-accessible open space shared between two open

spaces, including the gateway feature location at the intersection of Dublin Center Drive and W. Dublin-Granville Road. Should the Concept Plan be approved, additional details would be required with a Preliminary Development Plan to determine if these spaces meet the Open Space Type requirements listed in the BSD Code. Staff is not supportive of open space in lieu

Signs

The applicant has provided updated elevations including proposed signs for the building, which depict four wall signs on the building. The proposed signs are red and blue in color, and appear to be internally illuminated channel letters, consistent with other hospitals in Dublin. The proposed signs would likely require approval of a Master Sign Plan (MSP) due to the number of wall signs on the building. MSPs within the BSD are intended to allow applicants an additional degree of flexibility and creativity in sign design and display. MSPs are not intended to permit larger or more visible signs, and are not intended to permit a greater number of signs without consideration of the BSD Design Guidelines. Based on the conceptual information provided, the sign design and quality does not meet the threshold for approval of a Master Sign Plan. Within the BSD-SCN, single-tenant buildings are permitted one wall sign per street frontage, located within the first story of the building and with a maximum size of 50 square feet per sign, determined by the linear feet of building wall on each street frontage. Alternatively, projecting signs, awning signs, or window signs could be used in place of one of the permitted wall signs. Maximum sizes for alternate sign types are identified in the Code.

4. Plan Review

Concept Plan

Criteria	Review
1. Consistent with the applicable policy guidance of the Community Plan, BSD Special Area Plan, and other applicable City plans and policies.	<p>Criteria not met: The proposed single-use, auto-oriented development is in conflict with the BSD Special Area Plan and BSD Code. The hospital use, although contemplated as a Conditional Use, would not be able to meet the following criteria for authorizing a Conditional Use, specifically criteria 1, 2, 3, 4, 6, 7, and 8.</p> <p>Additionally, the proposed development pattern, specifically the single-use, auto-oriented and rear-oriented development, does not meet the intent of the District to establish an active, pedestrian-oriented, urban form as identified in the BSD Code section 153.059(A) and does not meet the BSD Vision Plan. The hospital use requires that the site design be oriented to accommodate vehicular-oriented facilities, driving architectural interest and property function towards the parking lot and rear of the building for access. Further the site layout does not meet required elements of the Neighborhood District standards including the gateway treatment.</p>
2. The Concept Plan conforms to the applicable	<p>Criteria not met: The current site layout conforms with aspects of the BSD. However, the application would require Waivers that fundamentally alter the intent of the BSD. Conceptually, Staff’s</p>

Criteria	Review
requirements of the BSD Code.	determination is that the criteria for approval of a Waiver for this use and site layout on this parcel cannot meet the criteria for approval. Specifically, Waivers would be required to front property line coverage, building height (stories and floor height), and principal entrance location. The deviations are compounded due to the nature of the site at the intersection of two PFSs. The building is currently oriented towards the rear of the building, and would need to be sited differently to address the intersection of the two PFSs adjacent to the site.
3. Conforms to Lots and Blocks, Street Types, and Site Development Standards.	Criteria met: The proposed development utilizes existing access points, while adding a new access point off the least prioritized frontage. The proposal does not impact the existing street network map.
4. The proposed land uses allow for appropriate integration into the community, consistent with the adopted plans and align with Uses identified in the Code.	Criteria not met: The proposed hospital use does not meet the intent of the District to develop sites primarily for pedestrian-oriented services. The use requires that the site design be oriented to accommodate vehicular-oriented facilities and eliminates the availability of pedestrian facilities on the site. The site is designed to access the building from the parking lot to the rear of the building, with emergency operations adjacent to the entrance. The use creates a challenge to develop pedestrian-oriented facilities, as the use is driven by vehicular access to the site.
5. The conceptual building is appropriately sited and scaled to create a cohesive development character, completes the surrounding environment, and conforms with the Building Types in the Code.	Criteria not met: The building is appropriately sited at the intersection of 2 principal frontage streets, and stretches along Dublin Center Drive. The building currently does not provide a pedestrian-scale development at the intersection of the 2 streets, as the 2-story jewel box feature is sited adjacent to the gateway and intersection. Additionally, the building currently would need Waivers for stories (min. 2), building entrances, and front property line coverage. As W. Dublin-Granville Road is the primary PFS (identified in the Street Network Map), the majority of the building should be sited along W. Dublin-Granville Road versus Dublin Center Drive.
6. The conceptual design of open spaces provides meaningful gathering spaces	Criteria not met: The applicant is providing a significant open space dedication along both PFS frontages, exceeding the requirement. However, the proposed gateway location is not fully located within the property, and does not align with the intent of gateway features within the neighborhood standards. Additionally,

Criteria	Review
for the benefit of the development and community.	the open space in lieu of building frontage along W. Dublin-Granville Road is in conflict with the intent of development and building prioritization along the Principal Frontage Street.
7. The Concept Plan allows for the connection and expansion of public or private infrastructure.	Criteria met: The proposal would not negatively impact the connection and expansion of infrastructure and services. Additional stormwater management analysis would be required should the Commission opt to approved the CP. On-site stormwater management infrastructure is required for all new development. Wet basins are not permitted. Underground storage is likely required for this site.
8. The development concept conforms with the Neighborhood Standards, as applicable.	Criteria not met: The Sawmill Center Neighborhood calls for active, mixed-use, pedestrian-oriented development that encourages park-once visits, window shopping, impromptu gatherings and sidewalk activity. The single-user, vehicular-oriented proposal conflicts with the pedestrian-oriented intent of the district. Additionally, a gateway features is required to be provided in alignment with the requirements set forth within the neighborhood standards section. Finally, signs are required to be designed primarily for pedestrians and secondarily for vehicles, and the current signs are designed primarily for vehicles navigating to the site.

5. Recommendations

Planning Recommendation: Disapproval of the Concept Plan.

Should the Commission decide to approve the Concept Plan, Staff would recommend the following conditions:

- 1) The Planning and Zoning Commission grant approval of a Conditional Use permit.
- 2) The applicant submit a Parking Plan substantiating the need for 48 parking spaces and the applicant work with Staff to reduce the total parking to minimum neccasary.
- 3) The applicant relocate the principal building entrance and lobby to the intersection of Dublin Center Drive and W. Dublin-Granville Road to comply with Section 153.062(F)(3)(a).
- 4) The applicant incorporates the gateway feature into the design of the entrance of the building, and creates a pedestrian-scale design oriented towards the streetscape.
- 5) The applicant provide additional screening and landscaping for parking visible from public right-of-way.
- 6) The mental canopy design be revised to be lowered to a pedestrian-oriented height no taller than 16 feet.
- 7) The applicant continue to work with Engineering to demonstrate stormwater management compliance in accordance with Chapter 53 of the Dublin Code of Ordinances.