



## PLANNING REPORT

# Planning & Zoning Commission

Thursday, October 6, 2022

## Cardinal South Development 22-135INF

<https://dublinohiousa.gov/pzc/22-135>

### Case Summary

Address	6775 Dublin Road, Dublin, OH 43017
Proposal	Informal review and feedback on the development of a 28.6-acre site consisting of approximately 100 for-sale residential units, 715 for-rent residential units, 200,000-square-feet of office space, greenspace, and associated site improvements.
Request	Request for an informal review and feedback of a future development application.
Zoning	BSD-IRN, Bridge Street District - Indian Run Neighborhood
Planning Recommendation	Consideration of the Discussion Questions.
Next Steps	Upon consideration the applicant may incorporate the feedback and submit a Concept Plan for formal review by the Commission.
Applicant	Steve Bollinger, Thrive Companies
Case Manager	Christopher Will, AICP, Planner (614) 410-4498 <a href="mailto:cwill@dublin.oh.us">cwill@dublin.oh.us</a>

Site Location Map

22-135INF | Cardinal South Development



Site Features

- 1 Steep Slope
- 2 North Fork Indian Run
- 3 Tree Stand



## 1. Background

### Site Summary

The 28.6-acre site is located approximately 400-feet southwest of the intersection of Emerald Parkway and Dublin Road, bound to the north by I-270, the west by Indian Run, and the east by Dublin Road. There are single-family homes immediately to the south of the site, with the Indian Run Estates subdivision located further south. The site is zoned BSD-IRN, Indian Run Neighborhood. The existing land use is agriculture.

### Site Information

#### *Surrounding Zoning and Land Use*

North: Planned United Development, Cardinal South Corporate Office

East: R Rural, Single-family residential homes and open space

South: R-1 Restricted Suburban Residential, Indian Run Estates and single-family homes

West: BSD-IRN, Online Computer Library Center (OCLC) campus

#### *Natural Features*

There is approximately 35 feet of elevation change from Dublin Road to the top of the bluff along the east portion of the site. North Folk Indian Run, an intermittent stream corridor is designated with a Federal Emergency Management Agency (FEMA) floodway. An approximately 100-foot conservation easement follows the west property boundary. Mature trees line the west and south sides of the property.

#### *Historical and Cultural Resources*

The 2017 Dublin Historical and Cultural Assessment identified the property at 6729 Dublin Road, built circa 1880 as a property recommended eligible for listing in the National Registry of Historic Places (NRHP). The property is located south of the site along Dublin Road.

#### *Road, Pedestrian, and Bike Network*

The site has  $\pm 700$ -feet of frontage along Dublin Road and surrounds two adjacent residential properties to the east. Dublin Road is a two-lane thoroughfare and is also signed OH-745. There is an 8-foot shared-use path located along the west side of Dublin Road. Dublin Road is not an ODOT designated scenic byway, however it has traditionally been viewed as green corridor along the Scioto River north and south of Historic Dublin. The site also has  $\pm 1,600$ -feet of frontage on I-270, opposite the Cardinal Health corporate office.

### Process

An Informal Review (INF) is an optional step which provides the opportunity for feedback at the formative stage of a project allowing PZC to provide non-binding feedback on a development concept. Following informal review and non-binding feedback, the applicant may submit a Concept Plan (CP) for formal review by PZC. The development process in the BSD includes:

- Informal Review (Optional Step)
- Step 1 – Concept Plan (CP)
- Step 2 – Preliminary Development Plan (PDP)
- Step 3 – Final Development Plan (FDP)

Steps 2 and 3 may be combined at the determination of the Planning Director or PZC.

## Neighborhood Meetings

The applicant has hosted two meetings on June 22 and August 23 to introduce the project to residents in the immediate area. The meetings were hosted by the developer with City staff present and conducted at the Dublin Library. The meetings were well attended and general discussion topics included; preserving the character of Dublin Road, traffic generated by the development and the existing street network, sensitive and transition to surrounding residential areas, and the important of the Indian Run.

## 2. Bridge Street District

In 2009, the City of Dublin began a visioning process to reimagine the Bridge Street corridor. The multi-year planning process which engaged stakeholders and the community crafted a vision for a vibrant and walkable center of the city, with a dynamic mix of land uses and housing. To implement this vision and guide future development, Dublin created a hybrid form-based development code for the Bridge Street District (BSD). Dublin City Council approved an area rezoning to BSD zoning districts and the creation of the BSD Code in early 2012.

### Neighborhood Districts

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.

The Indian Run Neighborhood provides a significant opportunity for a well-planned and designed mixed use neighborhood. Special attention at the boundaries of the neighborhood will be required to deal with the sensitivity of the Indian Run, opportunities for prominent visibility from I-270, and existing single-family homes outside the neighborhood. Land use opportunities include a complementary residential presence, especially in those areas nearest the Indian Run, with office employment and supporting service and commercial uses. A comfortable, walkable street network is intended to convey a strong sense of connection between each of these diverse but balanced land uses

### The Grid Street Network

The BSD Code provides a hierarchy of requirements for establishing the gridded street network with streets providing an important organizing framework for development within the BSD. The Street Network Map, part of the Thoroughfare Plan, identifies a family of three street types: Corridor Connectors, District Connectors, and Neighborhood Streets. Corridor and District Connectors are often designated as Principal Frontage Streets (PFS), which are designated to ensure a continuous, pedestrian-oriented block. Dublin Road is a Corridor Connector and John Shields Parkway is a District Connector Street. Both streets are PFS.

The grid street network is the result of a districtwide traffic management study completed by the City of Dublin during the Bridge Street corridor visioning in 2011. The grid-style street network operates by dispersing traffic over many smaller streets and providing multiple connections increasing the number of potential travel routes. To guide the development of the grid, needed street connections were adopted into the Thoroughfare Plan. Rather than developers submitting individual traffic impact studies and identifying mitigating strategies for

projects as is typical when properties are rezoned for new development in other areas of Dublin, development in the BSD is required to construct the portions of the street network and dedicate necessary right-of-way with projects.

### 3. Proposal

The applicant is proposing the construct 100 for-sale residential units, 715 for-rent residential units, 200,000 square feet of office space, open space, and associated site improvements within a grid street pattern. The proposed development will facilitate the extension of both John Shields Parkway and the John Shields Greenway as well as the Indian Run Greenway.

#### Development Concept



## 4. Informal Review and Discussion Questions

The applicant is requesting an Informal Review (INF) and non-binding feedback prior to the submission of a CP under the Review and Approval Process provisions as outlined in the BSD Code §153.066. Discussion questions are framed for PZC to deliver feedback to the applicant.

**Planning Recommendation:** The Commission review and provide non-binding feedback regarding the conceptual development plan.

### Discussion Questions

1) Is the Commission supportive of the proposed uses and general site layout?

The applicant is proposing the construction of approximately 100 for-sale residential units, 715 for-rent residential units, and 200,000 square feet of office space. A small retail component with a public gym and a café/bar are also described but no location has been designated. The BSD – INR provides a significant opportunity for a well-planned and designed mixed use neighborhood. Special attention at the boundaries of the neighborhood will be required to deal with the sensitivity of the Indian Run, opportunities for prominent visibility from I-270, and existing single-family homes outside the neighborhood. Land use opportunities include a complementary residential presence, especially in those areas nearest the Indian Run, with office employment and supporting service and commercial uses. A comfortable, walkable street network is intended to convey a strong sense of connection between each of these diverse but balanced land uses. Multi-family, townhouse, and office are all permitted uses within the BSD – IRN. Retail, eating and drinking, and fitness are permitted accessory uses.

#### *I-270 Corridor*

The proposed office use is located within two, 3-4 story office buildings and a parking structure sited nearest to I-270. These buildings are offset from the limited access right-of-way by a proposed 50-foot landscaped setback. Residential lines the parking structure; however, the dwellings are located on the south elevation of the structure, furthest away from I-270. Office, parking, and landscaped setbacks are consistent with I-270 frontage conditions through Dublin.

#### *Dublin Road Corridor*

The applicant is proposing a 50-foot development setback from Dublin Road. This is contradictory to the required building zone (RBZ) principle used in the BSD. However, due to the steep slope along the west side of Dublin Road and the scenic nature of the Dublin Road corridor this may be appropriate strategy to preserve the hillside and the rural/village experience traveling into Historic and Dublin.

#### *Indian Run Corridor*

The applicant is proposing for sale residential units fronting the Indian Run and green open space corridor. This is consistent with the Neighborhood Standards which recommend a residential presence, especially in the area nearest the Indian Run.

2) Is the Commission supportive of the conceptual architectural character, including the buildings' mass and proposed building materials?

The applicant is proposing a mix of building typologies including 3-4 story offices, 4-5 story residential multi-family, 3-4 story townhomes, and parking structures lined with residential. The office buildings and larger 4-5 story residential buildings are primarily located at the center and north of the site, insulated from surrounding single-family residential. The 3-4 story townhomes provide a height and massing transition between the taller office and multi-family buildings and the existing single-family homes south of the proposed John Shields Greenway. The applicant provided diagrams which illustrate the conceptual mass of buildings. The applicant also provided precedent imagery for architectural character and natural materials which illustrate contemporary applications of brick, glass, timber, and other materials.

3) Is the Commission supportive of the proposed street network and circulation?

*Street Network*

The applicant is proposing a gridded street network, including the extension of John Shields Parkway (JSP) west from Dublin Road to the Indian Run. The applicant has worked with Staff to study the location and grades of JSP as well as alignment with the potential future JSP bridge crossing of the Scioto River illustrated in the Street Network Map. In 2016 the City concluded a bridge structure type study which would align with the existing intersection of JSP at Riverside Drive, east of the Scioto River. The applicant is proposing the northern most intersection control of proposed Street A with Dublin Road to be a roundabout. This would need to be further studied by Staff if the development concept advances. The applicant should continue to work with Staff concerning thoroughfare planning if the development advances forward. The applicant should also continue to work with Staff to reduce the slopes of the proposed street profiles to the satisfaction of the City Engineer.

The 2011 Bridge Street traffic management study assumed specific street network improvements to be in place when this site would be developed, including the extension of John Shields Parkway through the site as well as west across the Indian Run to West Bridge Street and east to Riverside Drive via a new bridge across the Scioto River. In cases where proposed development or the context of develop diverges from the assumptions from the traffic management study, a traffic impact study (TIS) or traffic memo may be needed to document differences from the districtwide study.

*Blocks*

The BSD Code also provides standards for maximum block sizes with the intent to limit large blocks of development that are not pedestrian-oriented. The maximum block size within BSD-IRN is 500-foot length and 1,750-foot in perimeter per §153.060 of the BSD Code. Block sizes also guide the location of general street placement. The proposed block sizes are conceptually consistent with the BSD Code. Additionally, the applicant is proposing block access from Neighborhood Streets, this is also consistent with BSD Code.

4) Is the Commission supportive of the proposed open spaces?

*Open Space Quantity*

The BSD Code prescribes open space quantities based on building use with a minimum of 200 square feet of open space for each residential dwelling unit and 50 square feet of commercial space required. The proposed development requires 167,000 square feet ( $\pm$  3.8 acres) of open space, including 163,000 square feet ( $\pm$  3.7 acres) for the 815 units and 4,000 square feet ( $\pm$  0.1 acres) for the 200,000 square feet of office. The applicant is proposing approximately 4.5 acres of open space which surpasses the required quantity.

*Open Space Types*

The applicant is proposing a greenway (2 acres) along John Shields Parkway and a greenway (2.5 acres) along the Indian Run, including a path with potential connection to the north side of I-270. In addition to quantity of open space, the BSD Code defines open space types and prescribes characteristics for these types; including size, dimension, and frontage conditions. A greenway is a defined open space type. The proposed Indian Run Greenway would be consistent with the Neighborhood Standards; however, though sited in the correct location, the John Shields Greenway is illustrated by the applicant at a consistent width of 50-feet. The dimensional requirements of the greenway open space type require a minimum width of 30-feet and an average width of 60-feet. As illustrated, the greenway is not consistent with this requirement.

The applicant provided proposed open space component precedent imagery which illustrate landscaped greenways and walkways, vias and alleys, and pocket park and flexible open spaces.

*Open Space Location*

In addition to open space quantity and type requirements, the BSD – INR Neighborhood Standards provide a framework for open space and gateway locations. Open space corridors are identified along both the Indian Run and the south side of the John Shields Parkway extension which is consistent with the proposed development. However, the future intersection of John Shields Parkway and Dublin Road as well as a future crossing of John Shields Parkway and the Indian Run are identified as potential gateway locations. The development concept as proposed by the applicant does not illustrate any special treatment of these gateways.

5) Is the Commission supportive of the proposed parking?

The applicant is proposing a mix of parking strategies throughout the site; including, two parking structures, multiple small surface lots located at the rear of buildings, tuck-under parking also located at the rear of buildings, and on-street parking. The BSD Code establishes minimum and maximum parking standards based on building use. The proposed uses include multi-family, townhouse, and office. Pending unit mix, the development would require 1,515 parking spaces with a maximum of 2,380 spaces permitted. Parking figures were not included with the INF; however, the applicant noted parking requirements will be met. Detailed site parking information, including a potential shared parking plan will be required with subsequent steps of the BSD review and approval process.