



The City of Grove City, Ohio

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Planning Commission Staff Report

Council Chambers

March 22, 2018 4:00pm

1. APPLICATION: Beulah Park | Rezoning (SD-3, IND-2, and R-2 to PUD-C and PUD-R)

Project Number: 201704270012

Location: Located on the south side of Southwest Blvd, east side of Demorest Road, approximately 720 feet west of Broadway, and approximately 960 feet north of Grove City Road

Proposal: To rezone a ±212-acre property from SD-3, IND-2, and R-2 to PUD-C and PUD-R

Applicant: Donald Plank, Plank Law Firm, LPA, 411 East Town Street, FL 2, Columbus, Ohio 43215

Relevant Code Section(s):

- 1139.03, Method of Zoning Change – Reversion of Zoning Classification

Project Summary

The applicant is proposing to rezone a 212± acre area that encompasses 47 parcels on the south side of Southwest Blvd, east of Demorest Road from SD-3 (Recreational Facilities), IND-2 (Heavy Industry), and R-2 (Single Family) to PUD-C (Planned Unit Development- Commercial) and PUD-R (Planned Unit Development- Residential). The applicant is proposing to develop a mixed use development on the site that includes land for office and commercial development, assisted living, residential (single and multi-family) within nine (9) subareas, as well as community park space.

The site to be rezoned is the previous location of the Beulah Park thoroughbred racetrack, in operation from 1923 until 2014. In addition to racing, this site hosted various community events including Balloons and Toons and Blast at Beulah. In 2014, City Council endorsed the general principles of the “Beulah Park Conceptual Framework” to guide the redevelopment of the site. The Framework specifies five development principles including integrating the historical significance of the site, maintaining a community gathering space, connectivity to surrounding neighborhoods, using quality design elements, and providing a net fiscal benefit. A preliminary development plan for a redevelopment on the site was approved in 2015, and a new preliminary development plan was approved by City Council in December 2017. The subareas and site design proposed with this rezoning application reflect the layout on the preliminary development plan approved in December 2017.

Noting that the site is surrounded by a mix of competing land uses from large scale distribution to the north to some of the most historic and diverse housing to the south, there is an opportunity for the redevelopment of the site to effectively transition between these competing land uses, minimizing potentially negative impacts one may have on another. Specifically, the site is bordered by R-2 (Single Family) to the west with properties zoned D-1 (Doubles, Twin Singles, and Duplexes), R-1b (Single-Family), and SF-1 (Single Family), across Demorest Road. Property zoned IND-1 (Light Industry) and IND-2 (Heavy Industry) is located to the north and across Southwest Boulevard from the site. Numerous zoning districts including R-2 (Single Family), D-1

(Doubles, Twin Singles, and Duplexes), C-2 (Retail Commercial), IND-1 (Light Industry) and the CSX railroad tracks border the site to the east. Properties zoned R-1 (Single Family), R-2 (Single Family), and A-1 (Multi-Family) border the site to the south.

There are nine (9) subareas and three (3) unique park / open space areas (P1-P3) proposed for the development, shown on the provided Subarea Plan. A zoning text has been submitted with the application which details the standards for development within each of the proposed subareas. These standards are outlined below, by subarea. The zoning text also details design standards for all public roadways within the development including right-of-way width, lane widths, and tree lawns.

General Standards

In order to create the desired character for the development, a number of site-wide, general standards are set in the proposed zoning text. These standards include traffic calming techniques such as roundabouts, narrower lane widths, landscaped medians, and on-street parking. Public art in the form of equestrian themed artwork is noted to be utilized throughout the site in memorial of the historic use of the property, as well as entrance features at all public roadway entrances to the site from Southwest Boulevard, Demorest Road and Columbus Street.

Subarea A

Subarea A is proposed along the northern portion of the site, south of Southwest Boulevard and will serve as transition from the industrial zoned parcels on the north side of Southwest Boulevard to the residential and open space areas to the south. Permitted uses for the subarea include research and development, light manufacturing, and business services such as printing, office uses, and retail as approved by City Council. Buildings in this subarea are limited to a maximum of 50,000 square feet in size in order to create an appropriate scale of development and an appropriate transition. Text for this non-residential subarea (containing approximately 17 acres) establishes significant detailed standards for landscaping and screening due to the adjacent residential uses.



Subarea B

Subarea B is proposed in the southeastern portion of the site, on the north side of Cleveland Avenue and bisected by the extension of Columbus Street. This subarea will be approximately 2.59 acres in size and is proposed to contain development that resembles the character of the existing Town Center area with similar building scale, architecture, site layout, and approved uses. A variety of commercial uses (similar to that of the Central Business



District zoning district) is permitted in this subarea, including specialty retail/boutiques, specialty food stores, restaurants and taverns without drive-thrus, personal services businesses, home furnishing stores, and small scale offices.

Subarea C

Subarea C will be comprised of single-family homes, north of the central open space, at a proposed density of 5.0 dwelling units per acre. Homes in this area are primarily oriented towards the central open space and require front porches and a minimum size of 2,000 square feet. Homes fronting on public open spaces are required to be accessed from rear alleys and will have a decreased front setback with the intent to create a more pedestrian-oriented streetscape along the park space.

Although the zoning text does not include specific standards for acceptable materials, roof pitches, and architectural elements to create diversity within the Subarea, staff believes that due to the prominence of these lots in the development, each home should be subject to the review of an architectural review board, similar to the Board utilized to review homes in the Pinnacle Club estate lots.



Subarea D

Subarea D is located in the southwest portion of the site, approximately 18.5 acres in size south of West Water Run along the proposed Park Street extension. This subarea is reserved for single-family homes at a density of 5.5 dwelling units per acre. Community facilities are also listed as a permitted use in subarea D, to allow for a school site to be located in the subarea. Maximum lot widths are 60 feet (excluding corner lots) with minimum front setbacks of 20 feet. Minimum home sizes are set at 1,800 square feet, not including garages and basements. Building requirements are outlined and include requiring homes to be finished in wood, brick, stone, cast stone, cement board or similar siding, vinyl siding (0.044" thickness or greater) or a combination thereof.



Subarea E

Subarea E is comprised of approximately 15.86 acres of land located west and south of the central open space, with an overall density of 5.5 dwelling units per acre. The subarea will utilize the same lot area requirements and building requirements as subarea D. Maximum lot widths are 60 feet excluding corner lots with minimum front setbacks of 20 feet. Minimum home sizes are set at 1,800 square feet, not including garages and basements. Building requirements are outlined and include requiring homes to be finished in wood, brick, stone, cast stone, cement board or similar siding, vinyl siding (0.044" thickness or greater) or a combination thereof.



Subarea E2

Subarea E2 is located on 2.64 acres directly south of the central open space, north of proposed Street F. Lots within this subarea are proposed to be 90 feet wide with an 18-foot front setback. The minimum home size within the subarea is proposed to be 2,400 square feet. The same architectural standards for single-family homes found in other subareas are also used for this subarea, including exterior finishes made up of brick, stone, cast stone, cement board or similar siding, vinyl siding (0.044" thickness or greater) or a combination thereof. For greater community connectivity and improved accessibility to the central open space (P1), staff recommends a 180-foot wide park entrance be extended through the subarea to the south to Street F. It is staff's opinion that homes in this subarea be subject to architectural design review that provides additional consideration to home design, architecture, and building materials, due to the placement and prominence of the homes.



Subarea F

Subarea F is proposed to be located on approximately 20.7 acres of land east of the central open space, west along Street A. This subarea will be comprised of detached and attached condominium dwellings with a maximum density of 6.0 dwelling units per acre. Additional uses that support the condominiums, such as a clubhouse, pool, or other amenities, are also permitted. All streets in the subarea are proposed to be private streets owned and maintained by a Condominium Association.



Subarea G

Subarea G is proposed in the southern portion of the site, located primarily along the northern side of the existing Beulah subdivision. Portions of the subarea are also proposed on the west side of Elm Street and between Street C and Open Space "P2". This subarea will be approximately 10.29 acres in size and will contain multi-family townhomes with a maximum density of 15.0 dwelling units per acre. The design of the units will be required to integrate into the existing neighborhood, and all units are required to have a ground-floor entrance or staircase leading to a small front porch, with a maximum permitted height of three stories. A mix of on-street and off-street parking will be provided in this subarea.



Subarea H

Subarea H is proposed in the eastern portion of the site between the CSX railroad tracks and Street A. This subarea is proposed to have multi-family residential dwellings with a maximum permitted density of 17.25 dwelling units per acre. Other permitted uses include a leasing office, clubhouse, pool, or other amenities for residents of the subarea and their guests. All streets in the subarea are proposed to be privately owned and maintained. The text regulates a maximum building height of 50 feet, and architectural elements such as porticos, dormers, balconies, recesses and other elements to break up the building mass, as well as a note stating that no more than 50% of any exterior building elevation fronting on a public right-of-way shall be finished with vinyl siding.



Subarea I

Subarea I is proposed in the northwest 10.2 acres of the site, west of the existing entrance to the site. The zoning text allows for three general categories of land use: institutional (assisted living, independent living and memory care), multi-family residential (detached and attached multi-family condominiums), and office uses (research and development, administrative and business offices and other similar uses). These three general categories of uses have specific standards in the text that regulate depending on the general use category. The residential condominium standards reflect the same standards proposed for Subarea F and the office use standards reflect similar standards proposed for Subarea A.



Beulah Park Conceptual Framework Analysis

The Beulah Park Conceptual Framework was endorsed by City Council in 2014 to guide any redevelopment of the Beulah Park site. The five following principles for development were identified to serve as a foundation.

(1) Development on the site highlights the historic significance of Beulah Park.

Finding Met: Public art will be featured throughout the site that contains equestrian themes. Additionally, the existing Beulah Park gatehouses and stone walls will either be preserved or their character replicated at the entrance to the site. The preservation of a large open space in the center of the site also highlights the site's historic use as a neighborhood park and community gathering place.

(2) Beulah Park serves as a community gathering place.

Finding Can Be Met: Approximately 56 acres of public open space is shown on the proposed subarea plan including a 29-acre central open space. Staff believes that the central open space has been designed to be a community gathering place similar in scale to Goodale Park and Schiller Park; however, each residential subarea will be evaluated as part of the final development plan to determine compliance with the City's open space requirements.

(3) Connectivity is promoted on the site to improve the function of the street network and provide more opportunities to walk and bike.

Finding Met: A number of streets are proposed to be created or extended (including Columbus and Park Streets) to provide connections through the site to better connect the Town Center area to the city's western neighborhoods. Three (3) different roundabouts, curved streets, landscaped medians, and on-street parking are proposed throughout the site and should aid with traffic calming, promoting a safer environment. Additionally, sidewalks and bike paths are proposed throughout the site to create more connectivity for cyclists and pedestrians to other city paths.

(4) Quality design is emphasized for all uses to create an attractive and distinctive public and private realm, appropriate with the character of adjacent uses.

Finding Met: Specific standards are noted in the zoning text for both private development and public roadways. The standards in many of the residential subareas have been set to create a pedestrian-oriented streetscape, with smaller setbacks, homes oriented towards green space, reduced curb-cuts along the main roads by utilizing rear alleys for garage access, and enhanced architectural standards for homes. Standards proposed for public roadways will ensure consistency throughout the development and the character of roadway desired for the area. Roadway standards include allowing for on-street parking where appropriate, requiring medians for certain roadway types, and tree lawns to create safe separation between vehicles and pedestrians. Additionally, public art will be integrated into the development that features equestrian themes.

(5) Development provides the city with a net fiscal benefit.

Finding Can Be Met: The proposed development is proposed to be mixed-use, providing both residential and non-residential uses on the site. Non-residential uses, ranging from research and development, business services, administrative offices, financial establishments, and assisted living facilities are proposed in subareas A, B and I. Because Ohio cities receive most of their revenue from income tax from workers employed in their jurisdiction, non-residential uses that

have a concentration of high-paying jobs (office, research and development) provide the most fiscal benefit, allowing cities to continue to provide services to the community. In staff's opinion, the design of the Beulah Park site is meant to create a unique development that will provide a range of housing options, and yield quality employment opportunities. Furthermore, establishing new housing opportunities in close proximity to the Town Center is anticipated to create additional market support for area businesses.

GroveCity2050 Guiding Principles Analysis

The City of Grove City adopted the GroveCity2050 Community Plan in January 2018 which contains specific goals, objectives and actions to guide growth in the community. Five (5) guiding principles are identified that articulate Grove City's community values and direct the recommendations in the Plan. All applications submitted to Planning Commission are reviewed based on these 5 Guiding Principles:

- (1) The City's small town character is preserved while continuing to bring additional employment opportunities, residents and amenities to the community.**

Finding Met: The proposed zoning will allow for appropriate transitions in land uses as well as to better connect western subdivisions to the Town Center, and providing different open spaces for area residents and the community. Subareas A, B, and I will provide employment opportunities in a variety of uses including retail, office, and senior living uses. The proposed mixed-use development is intended to provide a variety of housing options to create a new and unique neighborhood that integrates into the existing character of the area.

- (2) Quality design is emphasized for all uses to create an attractive and distinctive public and private realm.**

Finding Met: Specific standards are noted in the zoning text for both private development and public roadways. The standards in many of the residential subareas have been set to create a pedestrian-oriented streetscape, with smaller setbacks, homes oriented towards green space, reduced curb-cuts along the main roads by utilizing rear alleys for garage access, and enhanced architectural standards for homes. Standards proposed for public roadways will ensure consistency throughout the development and the character of roadway desired for the area. Roadway standards include allowing for on-street parking where appropriate, requiring medians for certain roadway types, and tree lawns to create safe separation between vehicles and pedestrians.

- (3) Places will be connected to improve the function of the street network and create safe opportunities to walk, bike and access public transportation throughout the community.**

Finding Met: A number of streets are proposed to be created or extended (including Columbus and Park Streets) to provide connections through the site to better connect the Town Center area to the city's western neighborhoods. Three (3) different roundabouts, curved streets, landscaped medians, and on-street parking are proposed throughout the site and should aid with traffic calming, promoting a safer environment. Additionally, sidewalks and bike paths are proposed throughout the site to create more connectivity for cyclists and pedestrians to other city paths.

- (4) Future development that will preserve, protect and enhance the City's natural and built character through sustainable practices, prioritizing parks and open space and emphasizing historic preservation.**

Finding Can Be Met: The proposed zoning text includes multiple standards to ensure parks and open space are prioritized and that the historic aspect of the site is emphasized. Architectural standards are required to ensure that buildings adjacent to the Town Center will utilize similar materials found in the Town Center, and entrance features as well as other public art throughout the site will feature equestrian themes. Additionally, the existing Beulah Park gatehouses and stone walls will either be preserved or their character replicated at the entrance to the site. Approximately 56 acres of public open space is shown on the proposed subarea plan including a 29-acre central open space. Staff believes that the central open space has been designed to be a community gathering place similar in scale to Goodale Park and Schiller Park; however, each residential subarea will be evaluated as part of the final development plan to determine compliance with the City's open space standards.

(5) Development provides the City with a net fiscal benefit.

Finding Can Be Met: The proposed development is proposed to be mixed-use, providing both residential and non-residential uses on the site. Non-residential uses, ranging from research and development, business services, administrative offices, financial establishments, and assisted living facilities are proposed in subareas A, B and I. Because Ohio cities receive most of their revenue from income tax from workers employed in their jurisdiction, non-residential uses that have a concentration of high-paying jobs (office, research and development) provide the most fiscal benefit, allowing cities to continue to provide services to the community. In staff's opinion, the design of the Beulah Park site is meant to create a unique development that will provide a range of housing options, and yield quality employment opportunities. Furthermore, establishing new housing opportunities in close proximity to the Town Center is anticipated to create additional market support for area businesses.

Recommendation

After review and consideration, the Development Department believes the proposed rezoning is generally in line with the principles of the Beulah Park Conceptual Framework and the guiding principles of the GroveCity2050 Community Plan, therefore staff recommends Planning Commission make a recommendation of approval to City Council for the rezoning with the following stipulations:

1. Boulevard street types shall have a maximum lane width of 12 feet.
2. The right-of-way width for "North Gateway B" shall be 80 feet to accommodate a center median and landscaping.
3. The roadway cross section images within the proposed zoning text shall be for illustrative purposes only. The cross section design of all roadways shall be approved as part of the development plan process.
4. All homes built in Subareas C and E2 shall be reviewed and approved by an Architectural Review Board.
5. Within Subarea E, all homes fronting public open space ('P1') shall be accessed from rear alleys with no direct access or curb cuts permitted from public (non-alley) roadways.
6. All homes within Subarea E2 shall have side-loaded garages.
7. A minimum of 180 feet of park frontage shall be provided through the interior of Subarea E2 to provide better connectivity to the central open space.