



ITEM 8: 201907310038 – Bluegrass Park (Rezoning SD-1 to PUD-R and PUD-C)

Site Location

West side of Hoover Road, approximately 1,400 feet north of London-Groveport Road (Parcels 040-016111, 040-016112, and 040-008056)

Proposal

To rezone a 32 acre site from SD-1 to PUD-R and PUD-C

Zoning

SD-1 (Educational)

Future Land Use

Mixed-Use Employment Center

Property Owner

Jim Schrim, BBR Ventures LLC

Applicant/Representative

Donald Plank, Plank Law Firm

Applicable Plans, Policies, and Code Section(s)

- Zoning Code Section 1135.14
- GroveCity2050 Community Plan

Staff Recommendation

Approval with five stipulations

Contents

	Page
1. Context Map	2
2. Analysis	3
3. GC2050 Analysis.....	6
4. Recommendation	8
5. Detailed History.....	8

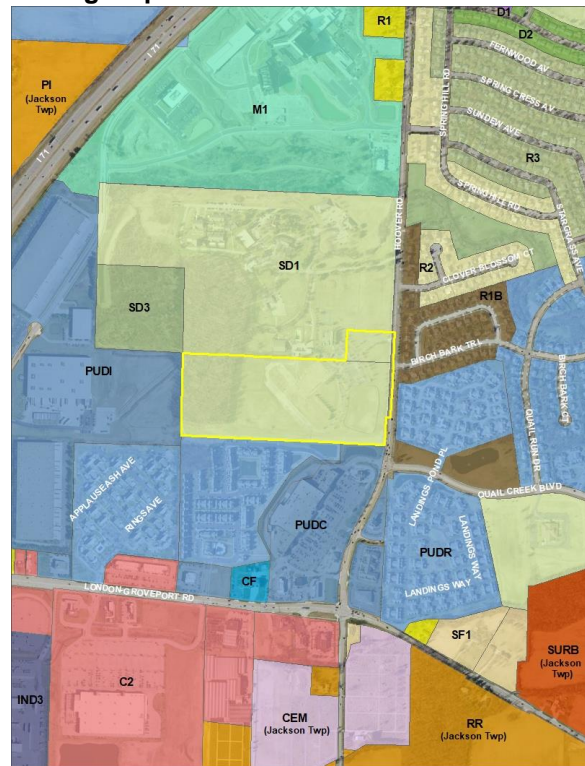
Case Manager

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Summary

The applicant is requesting to rezone a 32-acre site from SD-1 (Educational) to PUD-R and PUD-C in order to construct a multi-use development with office space, a daycare, restaurants, multi-family and senior housing.

Zoning Map



Next Steps

Upon recommendation from Planning Commission, the Rezoning will move forward to City Council. If City Council approves the application, the Rezoning goes into effect 30-days after Council approval.

1. Context Map

This site is located on the former Buckeye Ranch equestrian site, on the west side of Hoover Road, approximately 1,400 feet north of London-Groveport Road (040-008056, 040-016111, and 040-016112).



20190731 0038
Bluegrass Park (Rezoning)
Hoover Road



2. Analysis

The applicant is requesting a Rezoning for a 32-acre site located on the former Buckeye Ranch equestrian center site. The applicant is proposing to develop the site into two subareas to create a multi-use development that is proposed to include commercial and office along Hoover Road and multi-family housing on the remainder of the site. City Council disapproved the Preliminary Development Plan at the September 3, 2019 meeting. As per section 1135.14(a)(5), applicants may request that City Council act on a Rezoning application even if Council defeats the Preliminary Development Plan.

Since the September 2019 City Council meeting, the applicant has continued to work with City staff to resolve outstanding issues including the alignment of the future public roadway network (extension of Quail Creek Boulevard) to create an additional east/west corridor in the community and reconfiguration of the subareas to provide more non-residential development. The original plan proposed four separate subareas, and this has since been reduced to two subareas, one along Hoover Road (Subarea A) with non-residential uses and a second (Subarea B) located to the west with multi-family residential.

While many outstanding issues have been addressed, there are still some that need to be resolved, including the design standards around the retention basin, setbacks and the proposed divisions within Subarea B. Staff is generally supportive of the proposed development and with further discussion believes that the remaining issues can be resolved to result in an attractive development appropriate for the community based on the context of the site.

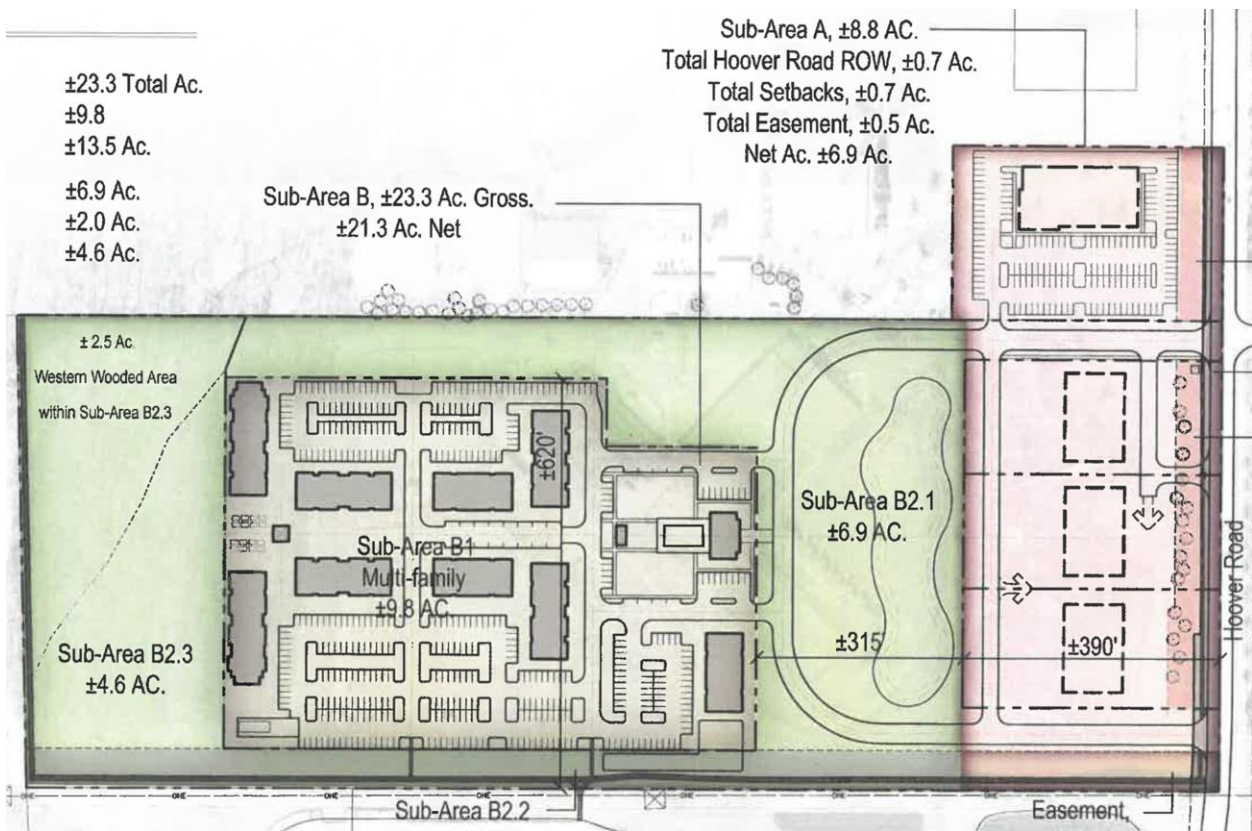
The site is surrounded by a variety of different zoning districts and uses. The property to the north is zoned as SD-1 and is used as the Buckeye Ranch facility. The properties to the south are zoned as PUD-R and PUD-C and are used as the Grove City Summit Apartments and Buckeye Grove Shopping Center. The property to the west is zoned as PUD-I and is used as the T Marzetti warehousing facility. The properties to the east are zoned as PUD-R and R-1b (Single-Family Residential) and contain a combination of fee simple single-family homes in Quail Creek and attached condominiums in the Landings at Quail Creek. Staff believes that the proposed mixture of commercial, office and multi-family residential will be in character with and will provide an appropriate transition between the existing uses near the site.

The GroveCity2050 Future Land Use and Character Map recommends this site be used as Mixed-Use Employment Center which includes office uses as a primary recommended use and commercial and multi-family residential as secondary uses. In staff's opinion, the proposed use of the site meets the future land use designation as it will utilize the recommended mix of uses as well as providing an additional living option that is within walking distance to the non-residential uses on this site and the adjacent Buckeye Grove Shopping Center. Staff also believes that the proposed development meets Objective LU4 in the GroveCity2050 Community Plan regarding developments exhibiting strong neighborhood qualities including walkable blocks, integrated open space and a variety of housing options. In staff's opinion, this site will be providing each of these with sidewalks and trails for more pedestrian connectivity, multi-family housing to provide further living options in the area and proposed open space shown throughout the development (in the center where the stormwater pond is proposed, along the southern property line where the existing bike path is located, in the proposed multi-family development and the existing tree stand in the westernmost portion). Furthermore, staff believes that the proposed multi-family housing will be an additional option for new or returning residents to enter into the Grove City community and allow them to be part of the community before they are ready or able to own a home.

Zoning Text

The proposed zoning text discusses the requirements for each of the two subareas. Subarea A (8.8 acres along Hoover Road) is proposed to be used for office space, a daycare and small scale retail and restaurant space/coffee shop (maximum of 5,000 square feet). Subarea B is proposed to be 23.3 acres in size and be used for multi-family residential and/or an assisted living facility. Subarea B is also divided further into sections with Subarea B1 for multi-family residential, B2.1 for stormwater management, B2.2 for a utility easement and B2.3 as the western wooded area. Staff is overall supportive of the proposed subareas but believes that Subarea B should be condensed into one on the subarea map, as separate standards are not given for each section in the proposed zoning text.

Subarea Map



General Standards

The proposed zoning text allows for two full access drives off Hoover Road, as well as an additional third right-in/right-out access point. The northernmost drive is proposed to be an extension of Birch Bark Trail and the southernmost drive is to be privately owned and maintained. The text notes a future extension of Quail Creek Boulevard as potentially going through the site to be part of the future roadway network shown on the approved Thoroughfare Map including a new I-71 overpass. A timeframe has not yet been indicated for this roadway extension as it is a future City project; however, the roadway extension is noted generally in the zoning text.

Several features are proposed along Hoover Road and the entrances of the site. The existing trees currently along Hoover Road are proposed to be preserved, and if a tree is to be removed, it will be replaced with a minimum four-inch caliper tree to maintain the same or similar appearance. The former equestrian center had black, four-rail fencing throughout, and to maintain some of the former character of the site, black, four-rail fencing is proposed at Hoover Road and along one side of each entry roadway into the site. Entry features are proposed with signage that will utilize a modern agricultural or farmhouse design to reflect the former usage of the site. The proposed signs in the entry feature areas may also include signage for the uses in Subarea B, in addition to those in Subarea A. Details of specific locations and designs for each of these will be reviewed as part of the Final Development Plan.

A central retention pond is proposed and will provide stormwater management for the site. The zoning text states that this regional basin will be landscaped on each side with a combination of trees, shrubs, perennials and ornamental grasses, as well as shoreline protection including a wetland shelf, stone outcroppings and stone slabs. This pond will be prominent within the development and will likely be visible from the potential future Quail Creek Boulevard extension; therefore the aesthetics of this pond will be important. Staff believes that the zoning text, as written, can result in a quality design; however, the text also states that the basin is to be “of equal design and aesthetic quality as the ponds at the Grove City Summit Apartments and at the northwest corner of Quail Creek Boulevard and Hoover Road”, which have minimal landscaping and design features. Staff is not supportive of this portion of the text and believes the comparisons to existing ponds should be removed.

Subarea A

Subarea A is proposed to be approximately nine acres in size and located along the site’s frontage with Hoover Road. This subarea will be divided into four different properties, each containing its own building. Buildings are permitted a maximum height of 55 feet to allow three-story structures. Each building will be required to utilize architectural elements and materials similar to those on recently constructed medical office buildings including Trivium and Hplex on North Meadows Drive, including brick, stone, clear window glass, porticos and other features. Renderings and elevations for these buildings have not yet been provided and will be reviewed during the Final Development Plans for these sites; however, staff is supportive of the proposed architectural design and believes it will result in high-quality development on the site.

Uses including outdoor seating, drive-thrus and daycares that normally require approval of a Special Use Permit, are permitted uses within Subarea A as well. The proposed outdoor seating requirements are very similar to the requirements that recent outdoor seating areas have been held to, including the requirement for bollards, landscaping, curbing and decorative fencing. The proposed drive-thru standards state that all menu boards are to be located on the side or rear of the building and be appropriately scaled with the building. Stacking information and other details regarding the drive-thru will be reviewed during the Final Development Plan. No supplemental standards were provided for the proposed daycare use, but the daycare site will be further reviewed based on site layout during the Final Development Plan for that site, such as site circulation for pick-ups, drop-offs and outdoor play area location and screening.

Additionally, the zoning text includes setbacks from property lines for the building, parking and drive aisles. Staff is supportive of the proposed building setbacks but has concerns with the proposed parking and drive aisle setbacks due to not yet knowing the widths of the proposed rights-of-way and locations of sidewalks. Because these details will not be known until the Final Development Plan is submitted, staff recommends that the parking and drive aisle setbacks be removed from the zoning text and be approved as shown on the Final Development Plan instead.

Subarea B

Subarea B is proposed to be located in the western 23.3 acres of the site and may contain a maximum of 384 multi-family units. Up to 120 of those units may be used for senior housing. The text notes that in the case that the City acquires the portion of Subarea B referred to as B₂, for the future Quail Creek Boulevard extension, a maximum of 240 units may be constructed in Subarea B.

The subarea map shows nine potential apartment buildings as part of the subarea with a separate clubhouse; however, the number of buildings and their layout on the site will not be reviewed until the Final Development Plan. Setbacks have been provided from property lines but the minimum required distance between buildings has not been included and will need to be added to the zoning text. As with Subarea A, the maximum height for the buildings is 55 feet to allow for three-story buildings. The design of the buildings has not yet been determined and renderings or elevations have not been provided, but the proposed zoning text requires materials that have been used on other multi-family developments including brick/brick veneer, smart wood/wood, stone/stone veneer, EIFS and vinyl. A more detailed review of the building architecture will occur during the Final Development Plan for Subarea B.

There is language in the zoning text regarding Subarea B₂ stating that an agreement between the applicant and City is to be created to address the City's acquisition of this portion of Subarea B for the extension of Quail Creek Boulevard. In staff's opinion, this language should be removed from the zoning text, as discussion of agreements is not tied to a property's zoning and any agreements will be addressed in the future as a more finalized location and timeframe for the extension is decided upon.

3. 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. 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 is Met: The proposed zoning for the site will result in a development that would bring multiple new employment opportunities ranging from a daycare facility to medical office, residential opportunities through multi-family residential and potential assisted living and a variety of amenities including trails and open spaces and commercial amenities such as a coffee shop. Architecture for this subarea will be similar in design to other recently constructed buildings in the area including medical offices on North Meadows Drive to maintain the character of this part of the city.

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

Finding is Met: More review of the proposed layout of the site and architecture will occur with the Final Development Plan; however, staff is supportive of the proposed design elements detailed in the zoning text and believe that the site will be a high-quality development with proposed materials and architectural elements utilized on other recently constructed sites in the community.

Additionally, the applicant has indicated in the zoning text that pedestrian mobility will be provided throughout the site, which will allow residents additional options when accessing the site.

(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 is Met: The proposed zoning text states that sidewalks are to be provided throughout each of the subareas on both sides of each public and one side of each private street. Crosswalks are proposed to be utilized with a stamped brick design at intersections with public roadways. Additionally, bike paths are to be provided on portions of the development as well. Further review of the specific locations for pedestrian connectivity will be reviewed as part of the Final Development Plan.

The City is currently working with the applicant to finalize placement of a future roadway extension of Quail Creek Boulevard. If this extension is to occur, the roadway will be part of a roadway network that could include a new I-71 overpass connecting with Haughn Road to provide another east/west corridor in the community. The applicant has been working on how to best layout the site based on needing to accommodate this roadway. Staff is generally supportive of the proposed layout described in the zoning text and shown on the subarea map; however, the finalized layouts for each subarea will be reviewed as part of the Final Development Plans.

(4) Future development 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 zoning text states that a number of features from the former equestrian site are to either be preserved or added back onto the site to maintain some of the agricultural character. The existing line of deciduous trees along Hoover Road is proposed to be preserved, and in the case a tree must be removed or dies, it is to be replaced with another tree of similar size. The black, four rail fencing that was utilized throughout the equestrian center is proposed to be installed along roadways in the development and at Hoover Road. Additionally, entrance features into the site are proposed to utilize modern agricultural or farmhouse design. Details for each of these features were not provided as part of the Rezoning, and specific details for each will be reviewed during the Final Development Plan.

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

Finding is Met: The proposed commercial and office space in Subarea A will provide additional employment opportunities in the city as well as provide more income tax revenue. GroveCity2050 Objective ED1 recommends diversifying employment sectors to obtain the jobs desired by residents. The proposed development will provide office space as well as a daycare center, which will bring employment opportunities in at least two sectors, potentially providing more opportunities for residents to work and live in Grove City. Furthermore, multi-family properties are taxed at a higher rate than single-family, providing additional property taxes. Additionally, this site is within close proximity and walking distance to the Buckeye Grove Shopping Center, giving residents multiple options for purchasing groceries, clothing, gas and other necessities within the city's limits.

4. Recommendation

After review and consideration, the Development Department recommends Planning Commission make a recommendation of approval to City Council for the Rezoning with the following stipulations:

1. References to the Grove City Summit Apartments pond and the pond in the northwest corner of Quail Creek Boulevard and Hoover road shall be removed from the zoning text.
2. Setbacks for parking and drive aisles in Subarea A shall be removed from the zoning text and a note be added that they will be as shown on the Final Development Plan.
3. Setbacks between the buildings in Subarea B shall be added to the zoning text.
4. Subarea B1, B2.1, B2.2 and B2.3 shall be condensed into Subarea B on the subarea map.
5. References to Subarea B2 and a potential development agreement shall be removed from the zoning text.

5. Detailed History

1975

The portion of the site part of Parcel 040-004974) was annexed into Grove City in March 1975 under Ordinance C-14-75 as part of a comprehensive annexation including areas along the west side of Hoover Road and east of I-71, and then zoned to its current SD-1 district in May 1975 under Ordinance C-17-75.

1993

The main portion of the site (Parcel 040-008056) was annexed into Grove City in March 1993 under Ordinance C-10-93, and the site was zoned to R-1.

1997

The main site was rezoned from R-1 to SD-1 to accommodate the construction of the Buckeye Ranch Equestrian Center. The Development Plan for construction on the site was approved with Resolution CR-47-97.

2018

The Buckeye Ranch ceased operation of the Equestrian Center, and the site became available for sale and redevelopment.

2019

Planning Commission approved two Lot Splits at the March 5 meeting for the site, including the creation of two lots (22 acres and 7.3 acres) from the main site (former equestrian site) and 2.5 acres from the Buckeye Ranch site to be added to the proposed development.

A preliminary development plan was heard at the September 3, 2019 City Council meeting. Due to concerns with unknowns with the proposed roadway alignment and amount of residential proposed versus commercial, City Council voted to disapprove the plan.