



**Planning Commission Staff Report
February 19, 2020 Meeting**

**CENTRAL COLLEGE DINING DISTRICT
ZONING AMENDMENT**

LOCATION: 6678 Central College Road (PIDs: 222-001983-00 & 222-001991-00)
APPLICANT: TFTFP LLC c/o Aaron L Underhill
REQUEST: Zoning Change
ZONING: Agricultural (AG) to I-PUD Infill Planned Unit Development
STRATEGIC PLAN: Office
APPLICATION: ZC-107-2019

Review based on: Application materials received on December 16 and 24, 2019 and January 7 and 9 and February 7, 2020.

Staff report completed by Chris Christian, Planner

I. REQUEST AND BACKGROUND

The applicant requests review and recommendation to City Council to rezone 0.93+/- acres to Agricultural (AG) to Infill Planned Unit Development (I-PUD) at 6678 Central College Road. This application proposes to create a new zoning district to be known as the Central College Dining District.

The proposed uses outlined in the zoning text are limited and will allow a historic building on the site to be repurposed to allow for a dining facility which can include micro-brewing and/or winery as an accessory use, food truck on site, churches and other religious facilities, and administrative offices with the exception of medical office uses. The site is located in the 2014 New Albany Strategic Plan's Office Campus future land use district. However given the proposed use, staff has evaluated the proposal under the Neighborhood Retail District.

This application is solely for rezoning the site. A preliminary site plan and architectural renderings were submitted with this application but are subject to final review and approval as part of a final development plan application that will be evaluated by the Planning Commission at a later date.

The Rocky Fork-Blacklick Accord reviewed this application on January 15, 2020 and the motion to approve the application failed by a 3-3 vote. The Rocky Fork-Blacklick Accord cited concerns on parking, traffic, and the impact of the site's operations on neighbors. Since the Accord's hearing the applicant has made several updates to the proposed zoning text including:

- Increased the number of parking spaces from a minimum of 40 to 47
- Provided a limitation to the amount of beer that can be produced on site per week
- Relocated the deck to the west elevation of the building
- Reduced the Central College Road pavement setback by one foot to accommodate additional parking
- Reduced the maximum number of food trucks on site to two at one time instead of three
- Provided a closing time of midnight for both the inside of the building and the patio

II. SITE DESCRIPTION & USE

The site is located at 6678 Central College Road and consists of two parcels. The sites contain one historic building which was constructed in 1836 and an unimproved parking lot. The neighboring uses include commercial and residential properties.

III. PLAN REVIEW

Planning Commission's review authority of the zoning amendment application is found under C.O. Sections 1107.02. Upon review of the proposed amendment to the zoning map, the Commission is to make recommendation to City Council. Staff's review is based on City plans and studies, zoning text, and zoning regulations. Primary concerns and issues have been indicated below, with needed action or recommended action in underlined text.

A. New Albany Strategic Plan

The 2014 New Albany Strategic Plan lists the following development standards for the Neighborhood Retail District:

1. Retail buildings should have footprints no larger than 80,000 square feet, individual users should be no greater than 60,000 square feet.
2. Well organized, common green space should be designed with retail developments.
3. Landscaping should be high quality, enhance the site and contribute to the natural, pastoral setting of New Albany. Heavy, but appropriate landscaping is necessary to buffer these uses from any adjacent residential areas.
4. Individual uses should be limited in size, acreage, and maximum lot coverage.
5. Curb cuts on primary streets should be minimized and well organized connections should be created within and between all retail establishments. Combined curb cuts and cross-access easements between parking areas are preferred between individual buildings
6. Parking should be located in the rear of the building
7. Sidewalks or leisure trails should be included along primary roadways as well as internal to the developments
8. No freeway/pole signs are allowed
9. Structures must use high quality building materials and incorporated detailed, four-sided architecture.
10. Drive-thrus are discouraged, if they occur they must be located to the rear of the site.
11. Store windows must be a significant part of all street facades.

B. Use, Site and Layout

1. The proposed text rezones 0.93 acres that is currently zoned as Agricultural (AG). There are two parcels within the proposed zoning district consisting of one existing structure which was built in 1836 and is listed on the historic building inventory of the Rocky Fork Blacklick Accord, and one unimproved parking lot. Staff recommends a condition of approval that the applicant submits an application to execute a lot combination for the two parcels at the time of the final development plan.
2. The text states that only the existing structure on this site will be permitted to be operated, that no additional structures are permitted to be constructed within the zoning district, and redevelopment of the site will require the site to be rezoned.
3. The proposed uses outlined in the zoning text are limited and will allow a historic building on the site to be repurposed to allow for a dining facility which can include a nano-brewing and/or winery as an accessory use, food trucks on site, churches and other religious facilities, and administrative offices with the exception of medical office uses.
4. The text provides a list of what food truck types are and are not permitted within the zoning district to ensure those services remain transient in nature.
5. This application is solely for rezoning the site. A preliminary site plan and architectural renderings were submitted with this application but are subject to change after review and

approval of a final development plan application that will be evaluated by the Planning Commission at a later date.

6. The proposed uses appear to be appropriate due to the close proximity of this site to adjacent commercial uses and other retail/restaurant uses. This site serves as a transitional area between these areas and residential to the east.
7. The proposed text contains operational limitations for the proposed restaurant and food truck uses.
 - a. No more than two food trucks may be operated within the zoning district and the text does not permit food trucks to be parked on site overnight.
 - b. Food trucks are permitted to operate between the hours of 10:00am to 10:00pm with the exception of special events which allow for food truck operation until 11:00pm. The text states that the building and outdoor deck shall close no later than midnight. Special events include operations or activities that lead to an increased activity on the site as compared to normal and customary business operations. Some examples of “special events” include, but are not limited to, weddings, receptions and holiday celebrations such as Independence Day and Labor Day. The text states that a maximum of twelve special events are permitted each year.
 - c. Food trucks are required to be powered via a permanent electric source and outdoor generators are not permitted.
 - d. Outdoor music is required to be played at a volume that is not audible from off-site and is no louder than the noise that is generated from automobile traffic on the adjacent roads.
 - e. Food trucks must be powered using a permanent electric source and outdoor generators are not permitted.
 - f. Lights from food trucks must be directed in a way that does not allow the light to spill off-site and must be solely for the purpose of providing illumination for pedestrian safety, the cooking and serving spaces.
8. The applicant is proposing the following setbacks.

Zoning Boundary	Required Setbacks Proposed in the Text	Notes
State Route 605	30 foot building and pavement from the right-of-way. A wooden deck may extend 15 feet into the minimum building setback.	The New Albany Strategic Plan recommends 185 foot setback from the centerline from the road for new developments. However, since the application is proposing to repurpose the building and parking lot, they propose to match the existing pavement and building setbacks.
Central College	17 building and 14 pavement from the right-of-way	The New Albany Strategic Plan recommends 250 setback from the centerline from the road for new developments. However, since the application is proposing to repurpose the building and parking lot, they propose to match the existing pavement and building setbacks.
Northern Boundary	30 foot building and 5 foot pavement. The text allows a deck to extend one foot into the required building setback. Steps that provide pedestrian access are permitted to extend	<ul style="list-style-type: none"> • C.O. 117.05(c) recommends commercial and, office uses which abut districts where residences are a permitted use create a 25 foot buffer zone. • <u>The application proposes to require a 5 foot setback. Within this buffer</u>

	further into the required setback.	<u>zone the text requires installing all the required landscape screening by providing a 6 foot privacy fence and 6 foot tall arborvitae.</u>
Eastern Boundary	100 foot building and 10 foot pavement	<ul style="list-style-type: none"> • C.O. 117.05(c) recommends commercial and office uses which abut districts where residences are a permitted use create a 25 foot buffer zone. • <u>The application proposes to create a 10 foot setback. Within this buffer zone the text requires installing all the required landscape screening by providing a 6 foot privacy fence and 6 foot tall arborvitae.</u>
Western Boundary (Not adjacent to right-of-way)	10 foot pavement setback from the western perimeter boundary that is not adjacent to State Route 605	<ul style="list-style-type: none"> • C.O. 117.05(c) recommends commercial and office uses which abut districts where residences are a permitted use create a 25 foot buffer zone. • <u>The application proposes to create a 10 foot setback. Within this buffer zone the text requires installing all the required landscape screening by providing a 6 foot privacy fence and 6 foot tall arborvitae.</u>

C. Access, Loading, Parking

1. The text states that vehicular access into this zoning district will be provided from one full movement access point on Central College Road. The city engineer has reviewed the proposal and recommends that a traffic study be completed that evaluates left turning movements in to the site from Central College Road as part of the final development plan application.
2. The city’s parking code section C.O. 1167.05(d)(3) states that restaurant uses, provide a minimum of one off street parking space for each 75 square feet of gross floor area be provided. According to the Franklin County Auditor website, the existing structure has a floor area of 3,335 square feet therefore 44 parking spaces would be required. If the site were to be used for administrative offices, the city parking code would require 13 parking spaces as one parking space is required for every 250 square feet of floor area. The text states that a minimum of 47 parking spaces will be provided on the site and that the amount of parking provided on the site will be reviewed and approved as part of a final development plan application.
3. The text states that an eight foot wide leisure trail shall be provided along both Central College Road and State Route 605. In addition, the applicant is also providing a 5 foot wide concrete sidewalk from the leisure trail along Central College Road to the front entrance of the building.
4. The text states that a minimum of 10 bicycle parking spaces shall be provided on site.

D. Architectural Standards

1. The text states that the existing historical building on site maybe enhanced by the following improvements. Additional improvements are permitted and all exterior improvements will be reviewed and approved by the Planning Commission as part of a final development plan application.

- a. Painting the building in a manner that is consistent with its historical character.
 - b. Replacements and upgrades to the building trim.
 - c. Construction of a deck on the west side of the building.
 - d. Enhancements to the building entrance along Central College Road.
 - e. Incorporation of a pedestrian door on the north side and/or east side of the building.
2. The proposed text permits the installation of a 15 foot tall brewery tank outside of the building. The tank shall not occupy more than 150 square feet of space unless otherwise approved as part of a final development plan application. The purpose of the tank is to identify the use of the building and will provide a source of drinking water for cyclists and pedestrians using the leisure trail system.

D. Parkland, Buffering, Landscaping, Open Space, Screening

1. The text states that street trees shall be provided along State Route 605 and Central College Road at a rate of 1 tree per 30 lineal feet.
2. The text states that a four-board horse fence shall be installed along State Route 605 and Central College Road.
3. The zoning text states that a minimum 6 foot tall privacy fence shall and a hedgerow of 6 foot tall arborvitae shall be provided along the entirety of the eastern, northern and the western boundary line where it does not abut public right-of-way. This level of screening is consistent with recently approved commercial development applications that were adjacent to residentially zoned where the 25 foot wide screening buffer could not be achieved.
4. The zoning text states that open spaces within the zoning district may be utilized for “low intensity” games and activities. Additionally, the text allows for outdoor dining in green spaces using fixtures and/or removable furniture which will be reviewed and approved as part of a final development plan application.
5. The text states that all mechanical equipment, service areas and dumpsters shall be screened at ground level from all adjacent properties and adjacent public streets.

E. Lighting & Signage

1. The text states that parking lot lighting shall not exceed 18 feet in height and must be a downcast, cut-off light fixture in order to eliminate light spilling beyond the boundaries of the zoning district and must be turned off every night by 10:30pm.
2. The text states fully shielded, cut-off type lighting shall be used throughout the zoning district and that all permanent light fixtures, plans and specifications shall be provided for review and approval as part of a final development plan.
3. The text states that street lights shall be provided at two locations within the zoning district. Staff recommends a condition of approval that the street light types, fixtures and locations are reviewed and approved as part of a final development plan application.
4. The zoning text states that no building or landscape up lighting is permitted within this zoning district.
5. All security lighting, when used must be a motion-sensor type system.
6. The text allows for three signs to be installed on site: one above the primary building entrance, one on the brewery tank, one ground sign if the brewery tank sign is not installed and one directional sign at the access point to the zoning district for wayfinding purposes. External illumination is the only permitted sign lighting type. All signs must meet the requirements of the city sign code unless otherwise approved as part of a final development plan.

F. Other Considerations

1. The text states that all new utilities will be installed underground.

IV. ENGINEER’S COMMENTS

The City Engineer, E.P. Ferris reviewed the proposed rezoning application and provided the following comments. Staff recommends a condition of approval that these comments are addressed, subject to staff approval. .

1. Provide a Traffic Study to evaluate left turns into the site. The study shall determine what roadway striping modifications are required to support the project and how traffic signal operations at the SR 605 intersection may be impacted.
2. A minimum of 40' of R/W was dedicated along all Lion's Club parcel frontages as part of ODOT's 2004 Roadway Improvements project. We recommend that additional R/W be dedicated along Central College Road so that a total of 50' of R/W as measured from the road centerline is provided along the entire Central College Road frontage.

V. RECOMMENDATION

Basis for Approval:

Staff is supportive of the proposed rezoning. The site is designated as office campus on the 2014 New Albany Strategic Plan's future land use map. However, due to the close proximity of adjacent commercial and retail/restaurant uses, the proposed uses are appropriate for the site since it serves as a transitional area from residential to the east. The proposal meets the 2014 New Albany Strategic Plan recommendation that retail types of development should be focused in the Village Center and in key business park locations since it can serve the business park and residents.

The 2014 New Albany Strategic Plan recommends neighborhood retail should be designed at the appropriate scale and have quality site design and architecture. The PUD text is providing a narrowly tailored set of regulations to provide for the reuse of the property while preserving and enhancing the site and existing historic structure to ensure these recommendations are being met. The text only allows the existing structure to be used. The text states that no additional structures shall be permitted to be constructed on the site and that construction of any structures in this district shall require the approval of another rezoning application. The text also does not allow the existing structure to be outfitted with a ventilation/exhaust hood for cooking. These regulations ensure the building and site cannot be completely redeveloped as part of this application.

The proposal allows for the development of a neighborhood scaled dining facility or administrative office on this site. The specialty dining facility is intended to provide a dining options and seeks to create a place for business park employees and families to walk or bike to. The abundant amount of bicycle parking on site and the construction of the new deck on the western elevation will activate and encourage outdoor use at this corner of Central College Road and State Route 605. In addition, the applicant has revised the proposed text to address the concerns of the Rocky Fork Blacklick Accord including limiting the hours of operation and revising the site plan to ensure that parking requirements are being met.

VI. ACTION

Suggested Motion for ZC-107-2019:

Move to recommend approval to Council of the rezoning application ZC-107-2019, subject to the following conditions:

1. The applicant must submit an application to execute a lot combination for the two parcels at the time of the final development plan.
2. Street light types, fixtures and locations shall be evaluated at the time of a final development plan.
3. The City Engineer's comments are addressed, subject to staff approval.

Approximate site Location:



Source: Google Maps