

To: Members of Upper Arlington Board of Zoning & Planning

From: Justin Milam, AICP, Senior Planner ([jmilam@uaoh.net](mailto:jmilam@uaoh.net))  
Alyssa Sexton, AICP, Planning Officer ([asexton@uaoh.net](mailto:asexton@uaoh.net))

Prepared for Meeting Dated: Monday, October 19, 2020

**Subject: BZAP review of a Preliminary Development Plan application submitted by Continental Real Estate for the redevelopment of the former Macy's site at Kingsdale, 3180 Kingsdale Center, into a three building, mixed-use development with structured parking. 3180 Kingsdale Center Application DEV-07-20**

Action Requested: Conditional Approval

Master Plan Objectives: ***D3** / Enhance redevelopment and revitalization that is appropriate to Upper Arlington*  
***D4** / Establish mixed-use areas/community gathering places*  
***ED1** / Enhance the City's revenue sources*  
***H3** / Enhance housing opportunities for seniors and special needs populations.*  
***T2** / Encourage mixed-use development with multi-modal transportation connections.*

---

*\*This Staff Report is based on currently available information, as few additional/revised materials have been submitted for Staff to review and process based on the preliminary comment letter issued October 2, 2020. Namely, responses to traffic and utility details are needed to confirm overall feasibility. Postponement to November 2, 2020 may be an option for the Board's consideration.*

## Introduction/Executive Summary

This long-awaited Preliminary Development Plan application includes the proposed redevelopment of the former Macy's department store site into a walkable, mixed-use development with the *potential* for the City's Community Center. The City and Continental Real Estate have had positive and candid conversations about the potential redevelopment of this property, and Staff is thankful the applicant will entertain a possible civic use. Proposed at this time, however, are three buildings that include: 104 senior housing units, 438 market-rate apartments, 50,000 square feet of office and a 6,000-square foot restaurant. A total of 747 parking spaces are provided on-site and there is access to 150 additional shared surface parking spaces at Giant Eagle Market District. The proposed uses help complement existing nearby



restaurant and retail uses, not as much in a vertically-oriented format, but across the entire “Kingsdale Triangle.” This application was submitted on September 21, 2020 and included notification of all property owners within 100 feet of the site. The City’s “Ready for Change” signs were posted and direct to the City’s active development project page for more information.

## Work Session Review

The applicant attended the October 5, 2020 BZAP Work Session to introduce the application to the Board (see attached minutes). The Board appeared to be generally supportive, but noted that more information was needed per Staff’s preliminary comment letter. The coordination of architecture with colors, materials and textures was requested and the Board appeared supportive of the proposed building height variance. The Board wanted clarity on any potential public or civic use included in the Mixed Use building, as well as how parking and traffic would work.

## Site Description/Zoning

The site includes one parcel (070-004527) at 3180 Kingsdale Center, which is located in the middle of the “Kingsdale Triangle” and bounded by Tremont Road to the west and Northwest Boulevard to the east. It totals 6.23 acres and is occupied by a vacant, two-story 105,000-square foot former department store built in 1970, surrounded on three sides with surface parking. The property was purchased by the Kroger Company in January 2015 and the former Macy’s store closed in March 2015; the site has been vacant ever since. The applicant is in contract to purchase the site by the end of the year.



Figure 1 – Drone aerial photo of the site



The site is zoned Planned Mixed Use District (PMUD – Kingsdale), which permits a wide range of uses including: multi-family residential, office, restaurant, retail and senior housing. Public uses like a community center are also permitted. The Kingsdale PMUD extends north (Chase Bank and one-story retail shopping center with Panera Bread and CVS/Pharmacy) to Five Points and south to the Kingsdale Shopping Center and Wexner Ohio State Medical Center. The Kingsdale PMUD envisions buildings located close to the street in a mixed-use, multi-story format; it allows a maximum building height of 96 feet. The Kingsdale West PMUD is located across Tremont Road to the west and includes several multi-story and mixed-use buildings ranging from two-to-five stories. To the east are two-story multi-family residential uses along Northwest Boulevard, and beyond are single-family homes. The site is generally flat and includes 95% development coverage. There have been several property maintenance violations over the past five years; all have been resolved in a timely fashion.

## Proposal

The proposal includes the demolition of the former Macy's department store and the construction of three separate multi-story buildings around the site in one coordinated mixed-use redevelopment. A six-story senior housing building with 104 assisted and independent living units is proposed at the northwest portion of the site along Tremont Road. A ground floor 6,000 SF restaurant would be connected to this building. To the east, along Northwest Boulevard, is a seven-story apartment building with 363 units and 562 parking spaces in a two-level parking garage; two-story townhouses will be located along Northwest Boulevard. Along Tremont Road, south of the senior housing building, is a nine-story mixed use building that contains two floors of parking with 135 spaces, followed by two floors of office space totaling 50,000 square feet, and then five stories of apartments totaling 75 units. *[Staff would note that this specific area of the site has been identified as a potential location for a prospective public use, subject to the Community Center Feasibility Task Force study process that is currently underway. This potential public use is not part of the current application. The public use would replace the apartments in this proposed building.]* A new traffic signal would be added at Tremont and Ridgecliff Roads, and the existing traffic signal on Northwest Boulevard will be relocated a bit to the south. All buildings will be high-performing. Based on similar projects, this building would yield a limited number of school-aged children.

Because this is a Preliminary Development Plan, if approval is granted, the applicant is required to come back to BZAP for future review of a Final Development Plan application, which includes all the final details of the development like outdoor lighting, landscaping, streetscape, building elevations and materials, final engineering and traffic, etc. This would be needed before any permits could be submitted or issued, or before construction could start. Staff has requested that the three proposed buildings coordinate in some fashion, likely through materials, color and texture.





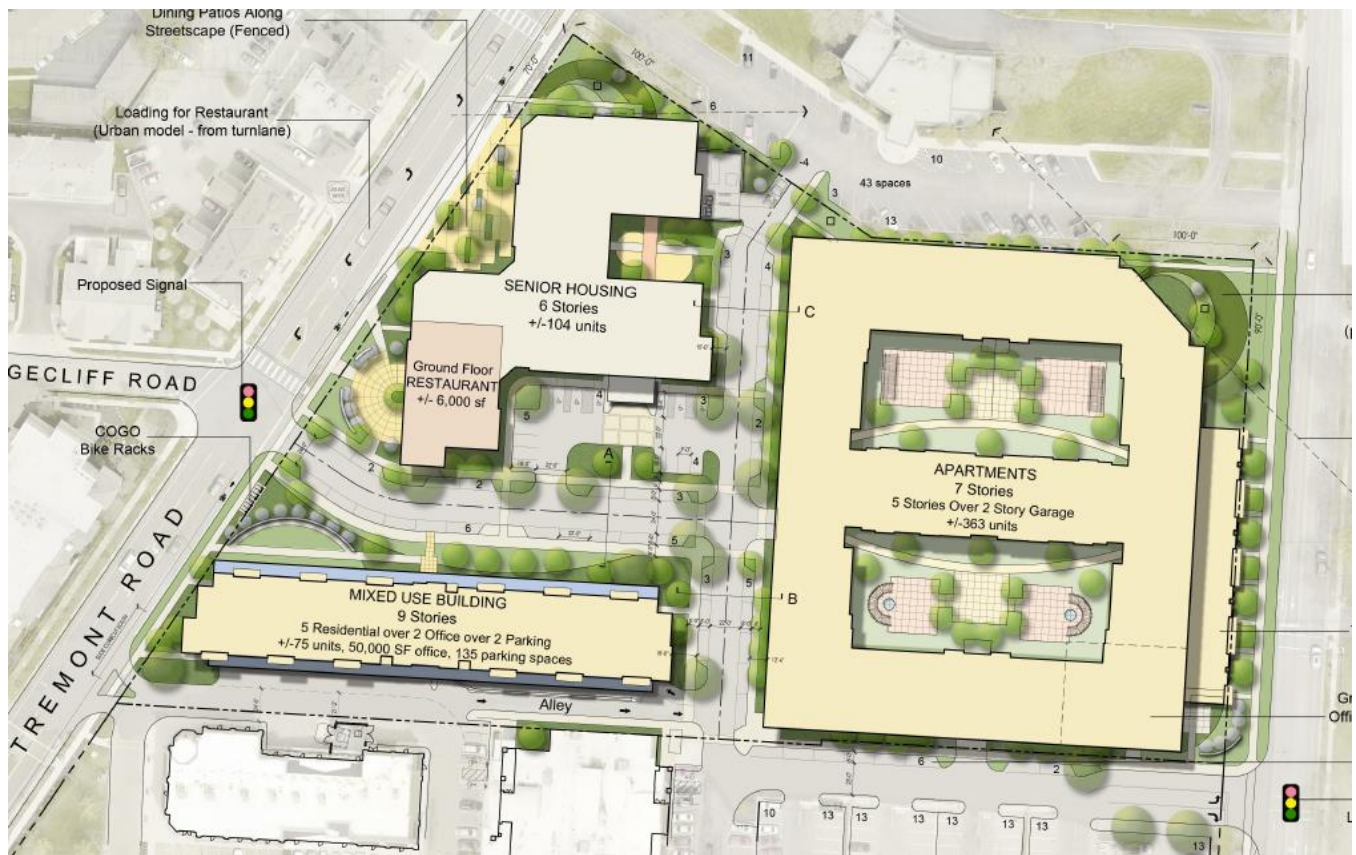


Figure 2 - Proposed Site Plan

## Senior Housing Building

A six-story senior housing building is proposed along Tremont Road at the northwest part of the site and includes 104 total units- 42 assisted living and 62 independent living. The building includes a senior dining area, coffee and bistro, and club that faces the street and includes two outdoor patios. A 6,000-square foot ground floor restaurant will be located at the southern end of the building. The proposed building follows a “Second Empire” building style with a mansard roof and is 76 feet tall. The building is more than 60 percent windows and utilizes a first floor pre-cast stone base with stucco and metal panels on the upper five floors (*variance required*). [The City’s third-party architect had some minor recommendations for the applicant to consider.] In addition to the 15 adjacent surface parking spaces, residents and their guests would have dedicated parking in the parking garage underneath the apartment building to the east. The building would be staffed around the clock.







**Figure 3 - Proposed Tremont Road elevation of the Senior Housing Building**



**Figure 4 - Proposed elevation looking north at the Senior Housing Building**

## **Apartment Building and Parking Garage**

A seven-story apartment building and parking garage is proposed along Northwest Boulevard with a total of 363 units and 562 parking spaces. The building footprint resembles an “8” and includes two floors of parking, where the primary access is from the west side with a secondary access on the south side, with five floors of apartments on top. Two courtyards are located atop the parking structure. The building contains 235 one-bedroom apartments and 128 two-bedroom units, and will be targeted for young professionals and empty-nesters. A total of eight, two-story apartment townhouses will face Northwest





Boulevard; they will be built so that they could be sold as condominiums in the future. The proposed building is 75 feet tall and appears to meet the minimum 50 percent brick and stone as exterior building materials as required. An outdoor plaza is proposed at the northeast corner of this area due to a required visibility easement for Chase Bank to the north.



**Figure 5 - Proposed Northwest Boulevard elevation of the Apartment Building**

## **Mixed Use Building**

The third proposed building is a mixed-use building that will be located along Tremont Road, south of the senior housing building and west of the apartment building. Massing images for this building have been produced, but elevations or renderings have not because there are two use options. The option before the Board includes a nine-story building with a two-story, 135-space parking garage, followed by two-stories of 50,000 square feet of office, then five stories of 75 market-rate apartments. As designed preliminarily, the building would be 106 feet tall (*variance required*). The viability of the second option depends on several upcoming City Council decisions related to a potential community center including site selection, financing and the result of a public ballot issue in May 2021. This plan would include a six or seven-story building with surface parking, 50,000 square feet of office space and a 100,000-square foot community center. The office tenant and community center patrons would have access to 150 surface parking spaces to the southeast at the Giant Eagle Market District. The proposed office space would yield approximately 200 employees.

## **Traffic/Access/Parking**

A Traffic Impact Study (TIS) was submitted by the developer to document traffic impacts of the redevelopment and any potential improvements. This has undergone an initial review by the City Engineer and a third party consultant for the City. The City has provided preliminary comments and requested additional information, including a proposed improvements plan and potentially a signal phasing analysis at the Five Points intersection. The City also requested the TIS or a separate report address the use of on-street parking along adjacent residential streets including Ridgecliff, Mildens, Trentwood and Birchcrest



Roads, and how this can be reduced or mitigated as well as details on the potential influx of pedestrian traffic to the area including circulation throughout the site.

The traffic impact analysis was completed for the years 2022, the Opening Year of the development, to 2032, the Horizon Year, for both “No Build” and “Build” scenarios. Results showed that a 100-foot long southbound turn lane is warranted at the intersection of Tremont Road and Ridgecliff Road in both the Opening and Horizon Year Build scenarios. The capacity analysis showed the Five Points intersection of Fishinger Road, Tremont Road, and Northwest Boulevard had *failing* Level of Service (LOS) in all scenarios except for the Opening Year PM No Build scenario. The intersection of Northwest Boulevard and Zollinger Road had *failing* LOS in all PM scenarios. Thus, *intersection improvements would be required for both intersections, including a new southbound right turn lane on eastbound Fishinger Road.* All other intersections maintained acceptable LOS, so no additional improvements would be needed. Queuing analysis for westbound Fishinger Road and southbound Tremont Road were not addressed in the study. The installation of fiber optic cable in existing conduit would allow for signal coordination throughout the area. A new pedestrian refuge island should be installed on Tremont Road north of the current Starbucks Coffee. The responsibility of these traffic improvements would have to be agreed upon on through any Development Agreement between the City and the applicant.

Intersection	Opening Year		Horizon Year	
	No Build	Build	No Build	Build
Fishinger Rd & Tremont Rd & Northwest Blvd	Add 465' EBR turn lane	Add 390' EBR turn lane Add slip EBR turn lane	Add 365' EBR turn lane Add slip EBR turn lane	Add third EBT Add 490' EBR turn lane
Northwest Blvd & Zollinger Rd	Remove split phasing for EB/WB approaches	Remove split phasing for EB/WB approaches	Remove split phasing for EB/WB approaches	Remove split phasing for EB/WB approaches

Figure 6 – Traffic Impact Study proposed intersection improvements

The City has plans for a partial roadway reconstruction of Northwest Boulevard in 2024 that would include looking at nearby access points, pedestrian crossings, and other safety improvements. As part of this proposal, Staff will look at potential traffic calming measures along Trentwood Road.

The main access points for the development will be from a new traffic signal at Tremont and Ridgecliff Roads and a slightly relocated traffic signal on Northwest Boulevard. Cross-access is proposed with the Chase Bank site to the north, creating north-south access from Chase Bank to Giant Eagle Market District. The on-site network will be privately-owned roadways and include streetscape and crosswalk enhancements that support a walkable, pedestrian-oriented environment. Site access and emergency vehicle clearance details have yet to be submitted, therefore, it has not been approved by the City Engineer and Fire Division.

Parking for the development will be provided in several different locations around the site: apartment building (562 parking garage spaces), mixed-use building (135 parking garage spaces), on-street parallel parking (35 spaces), surface parking adjacent to the senior housing (15 spaces) and shared parking with Giant Eagle Market District (150 spaces). This results in a total of 897 parking spaces provided. The code requires a *maximum* of 1,037 spaces based on the proposed uses and does not account for the sharing of parking spaces during different times of day. Staff obtained a shared parking analysis using the



reputable Urban Land Institute's 2019 Shared Parking metrics, which determined the peak parking requirement for the site would be 679 spaces. Therefore, Staff found that the provided number of parking spaces is adequate. However, Staff is still concerned about parking demand and availability for parking based on location. Additionally, Staff is also concerned about visitors to the site parking on nearby residential streets including Ridgecliff, Mildens, Trentwood and Birchcrest Roads.

The Central Ohio Transit Agency (COTA) will be working with the applicant on possible improvements and changes to the drop-off located on the east side of Tremont Road. A COGO Bike Share station may be relocated from a less utilized spot at Northwest Boulevard and Zollinger Road to along Tremont Road. Additional information is needed for proposed bicycle parking, as well as electric vehicle charging, but should be included on-site.

## Utilities

There are several utility easements located on the property, some of which will be needed, vacated and/or relocated: a 10-foot wide storm sewer easement along Northwest Boulevard; a 10-foot wide sanitary sewer easement bisecting the eastern half of the property; a 10-foot wide gas line easement along Tremont Road; a 10-foot wide waterline easement bisecting the southwest corner of the property; a 15-foot wide electric line easement along the north property line; a 10-foot electric line easement bisecting the eastern third of the property; and access easements on the southwest and southeast corners of the property.

Additional details are needed from the applicant for utilities, including updates to the preliminary site utility plan and investigation letter. The City will not allow any structures to be located on top of any existing or proposed utilities and/or easements, and adequate clearance will be needed from the buildings to any underground infrastructure. Additional details on trash and recycling need to be provided; these should be accommodated within the two parking garages. Best management practices are to be used in all aspects of utility work. Additional City review will occur during the Building Permit review stage; other permits will be needed as well, including a Stormwater Management Permit.

*Sanitary Sewer:* The applicant intends to use an existing sanitary sewer outlet located along the east side of the proposed development where the City owns and maintains an existing eight-inch diameter sanitary sewer. Sanitary sewer calculations need to be provided to determine if the existing public sanitary sewers have sufficient capacity to handle the additional sewer flow.

*Water Service:* The applicant has identified an existing City-owned 12-inch diameter water main located along the west side of Tremont Road to utilize. The proposal would tap into this water main and extend private water service lines for domestic and fire protection into a privately metered water system.

*Storm Sewer:* The applicant noted the property generally drains from the west to the east and noted plans for the property to drain into an existing storm sewer owned and maintained by the City on Northwest Boulevard. A private storm sewer system would be constructed that would connect to this storm water system. The use of rain gardens and permeable parking spaces within the parking area is recommended. The project is expected to adhere to both the City of Upper Arlington stormwater regulations and the Ohio EPA NPDES permit for stormwater runoff quantity and quality control.





*Electric Service:* The applicant noted American Electric Power (AEP) has power facilities located along the east side of Tremont Road that have the capacity to provide the needed electric service to the proposed development. All new electric service lines will be buried underground; existing ones can remain per code.

*Gas Service:* Columbia Gas has a gas main located along the east side of Northwest Boulevard that the applicant noted is available to provide needed service. The existing gas main would be tapped to provide any needed gas service.

## **Master Plan/PMUD Standards**

The City's Master Plan and Study Area Plans, outline objectives and recommendations related to future development within the City and the Kingsdale Study area specifically. The Preliminary Development Plan aligns with several of these objectives including redeveloping and intensifying the mix of uses within the Kingsdale Study Area, enhancing housing options for aging adults, supporting the City's revenue sources, and increasing access to multi-modal connections.

The site is situated within a centrally located mixed-use area within the City, which already offers retail, office, and a mix of housing options. Improving and redeveloping this site has been a major priority for the community for years. This development further supports the existing mix of uses by including housing for aging adults, higher-density apartments, and townhomes as well as restaurant and office uses. Increasing housing density within this area will also support multi-modal accessibility for residents because there is transit and bicycle infrastructure already existing. The development is intended to be walkable, with sidewalks and pedestrian-oriented entrances to buildings. To improve walkability, enhanced crossings should be considered and pedestrian connections between parking and destinations should be improved. With the incorporation of an office component, the development will help contribute to the City's fiscal health by providing additional revenues for City services.

## **Variance List**

The following is a list of three variances necessitated by this Preliminary Development Plan:

1. To Article 5.04(D) to allow an increase in the maximum building height for the (future) mixed use building from 96 feet up to 110 feet;
2. To Article 5.04(D) to allow an increase in the maximum floor area ratio (density) from 0.90 to 2.63; and
3. To Article 7.06(B) to allow a reduction in the minimum percentage of brick and stone as exterior building materials from 50 percent for the Senior Housing building.

## **Development Plan Approval Criteria**

**1. That it fully complies with the applicable requirements of the Unified Development Ordinance:**  
*Complies-* It is typical for any new development to require variances given the challenges of redevelopment in Upper Arlington. Of the three variances requested, two are a result of the City's request to add office space to the site and the Master Plan's direction to densify the site. The third variance relates



to building materials for the senior housing building, which has a specifically envisioned design for this site; this building is well-designed and articulated.

**2. That it adequately protects other property or other uses located on the same property.** *Complies- The proposed redevelopment plan ties into both Chase Bank to the north and the Kingsdale Shopping Center to the south. It will serve to provide additional demand for services on both of these properties, as well as ones outside of the “Kingsdale Triangle.”*

**3. That it is consistent with other development on nearby property.** *Complies- The Master Plan and PMUD development standards call for increased development at a pedestrian-oriented scale. There are multiple-story buildings located throughout both the Kingsdale PMUD and adjacent Kingsdale West PMUD. The Arlington Crossing condominium building across Tremont Road to the west is 69 feet tall, while the Ohio State Wexner Medical Center building to the south along Zollinger Road is 75 feet tall. Two of the three proposed buildings here are 75 feet tall, and the other will either be around that height or up to 110 feet, where 96 feet is the limit.*

**4. That it provides safe conditions for pedestrians or motorists and prevents a dangerous arrangement of pedestrian and vehicular ways.** *Will comply- The City Engineer and Fire Division have not yet approved pedestrian and motor vehicle traffic plans, but will ensure they provide safe conditions. The proposed streetscape will be required to meet all code requirements, as well as the items that Staff requested to improve pedestrian conditions and promote walkability.*

**5. That it provides safe ingress and egress to emergency vehicles on the site.** *Will comply- The City Engineer and Fire Division have not yet approved plans relating to emergency vehicle access but will require compliance.*

## Summary/Recommendation

This application brings about the long-awaited redevelopment of the former Macy’s site. While not proposed as a town center in its typical sense, it provides a compact, walkable, mixed-use development that will integrate and complement existing development within both the Kingsdale and Kingsdale West PMUDs. It fosters an opportunity for future redevelopment north to Five Points as well in surrounding areas. It also brings a potential opportunity for a public use, depending on direction from City Council and the public. This proposal adds needed senior and market-rate housing to both the community and Kingsdale Core, and follows much of the direction provided by the Master Plan. Though there are outstanding issues, which is typical for a Preliminary Development Plan application, Staff recommends conditional approval of this application, subject to the following five conditions.

1. That the proposal includes a minimum 50,000 square feet of dedicated medical or professional office space in the Mixed Use building;
2. That the revised Traffic Impact Study, which includes examination of off-site parking on adjacent residential streets among other items, and revised Utility Plan, which includes all required calculations, be approved by the City Engineer prior to the submission of a Final Development Plan application;



3. That a site access and circulation plan be approved by the City Engineer and Fire Division prior to the submission of a Final Development Plan application;
4. That the proposed buildings appear to be coordinated in terms of materials, color and texture, and the Senior Housing building be revised per the direction of the City's third-party architect's comments; and
5. That details on the 150 available parking spaces from Giant Eagle Market District and the cross-access with Chase Bank be submitted for City review prior to the submission of a Final Development Plan application.

For the Final Development Plan application, Staff would like the following to be considered:

1. That the streetscape along Tremont Road match the current layout, which includes a five-foot wide bio-swale with street trees, a five-foot wide concrete sidewalk, and a five-foot wide planting area. An eight-foot wide concrete path should be added in front of the Mixed Use building. The streetscape along Northwest Boulevard is to include an eight-to-ten-foot wide treelawn with an eight-foot wide concrete shared use path. Along the south side of the Apartment building, an eight-foot wide sidewalk should be installed and tie into five-to-eight-foot wide sidewalks with a seven-foot wide treelawn throughout the interior of the site (subject to change);
2. That trash enclosures for the Mixed Use building and Apartment building are located within their respective parking garages and ensure compliant pick-up times;
3. That the buildings be designed to a LEED® or similar energy and environmental design standard;
4. That locations for bicycle racks and electric vehicle (EV) charging stations be identified for all buildings on-site and incorporated into the Final Development Plan;
5. That Easement Applications acceptable to the City be submitted by the applicant in conjunction with the Final Development Plan; and
6. That the applicant continues to work with COTA and COGO on possible improvements.

*All plans, submissions and guiding documents can be viewed at <https://docs.uaoh.net/publicaccess/> and entering "Kingsdale Center" as the Project Name.*







**Figure 7 – Drone aerial looking south along Tremont Road**



**Figure 8 – Drone aerial looking south toward the Kingsdale Shopping Center**



City of Upper Arlington