



City of Dublin

Land Use and Long  
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City of Dublin Planning and Zoning Commission

# Planning Report

Thursday, January 9, 2013

## Tuller Flats Residential Development

### Case Summary

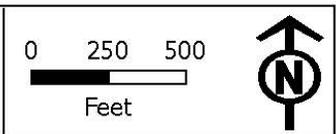
Agenda Item	1
Case Number	13-121INF
Proposal	A multi-family residential development consisting of 392 apartment units within 30 three-story apartment buildings, a clubhouse/community center, and associated streets and open spaces on approximately 17 acres.
Request	Informal review and non-binding feedback.
Site Location	South side of Tuller Road, approximately 700 feet east of Tuller Ridge Drive.
Applicant	Casto, represented by Aaron Underill, Esq., Underhill Law Office LLC
Case Manager	Justin Goodwin, AICP, Planner II   (614) 410-4677   <a href="mailto:jgoodwin@dublin.oh.us">jgoodwin@dublin.oh.us</a>
Planning Recommendation	<b>Discussion and Feedback</b>

#### *Proposed Discussion Questions*

- 1) Does the proposed street network provide an appropriate balance of pedestrian, bicycle and vehicular mobility throughout the site?
- 2) Are potential Waivers acceptable to accommodate private streets with public easements if the streets are designed and constructed to public standards?
- 3) Are potential Waivers to block size requirements appropriate based on the proposed street system, greenway configuration, and clubhouse location?
- 4) Does the proposed open space plan provide for an appropriate distribution of publicly accessible open spaces?
- 5) Does the proposal illustrate an appropriate level of architectural diversity for a new residential neighborhood in the Bridge Street District?
- 6) Are potential Waivers to Civic Building Type requirements appropriate?



13-121INF  
Informal Review  
Tuller Flats  
4313 Tuller Road



## Facts

Site Area	17 acres
Zoning	Bridge Street Corridor Residential District (BSC-R)
Surrounding Zoning and Uses	North: Office uses, zoned BSC-Office Residential District South: Sycamore Ridge apartment complex, zoned BSC Residential District East: Vacant land and Byers Auto dealership, zoned BSC Sawmill Center Neighborhood District West: City parkland, zoned BSC-Public District and office/warehouse flex uses zoned BSC Residential District.
Case Background	The applicant, Casto, presented this multiple family residential development proposal for a Pre-Application Review with the Administrative Review Team (ART) on October 31 and November 7, 2013 (minutes are attached). The applicant has made revisions to the proposed plans and has submitted an Informal Review application to receive initial feedback from the Planning and Zoning Commission before proceeding with a Basic Plan Review application. A development agreement between the applicant and the City will be necessary to implement significant public infrastructure improvements associated with this proposal, most notably, the extension of John Shields Parkway from Tuller Ridge Drive to Village Parkway. A summary of the Planning and Zoning Commission feedback will be forwarded to City Council for their consideration in approving an agreement.
Site Features	The square-shaped site has approximately 850 feet of frontage on Tuller Road and gently slopes from east to west. The land is currently used for crop production. An abandoned farmstead including remnants of two barns and smaller outbuildings is located in the southwest corner of the site. Clusters of trees are located in the south portion of the site, with tree rows along the west and south property lines and portions of the east property line.
Community Plan	The site is in the center of the <a href="#">Tuller/Greenway Character District</a> of the Bridge Street District Plan. This area is identified as a 'residential core' for the Bridge Street District, intended to provide critical population densities needed to support adjacent commercial and employment centers.  Design Recommendations include: <ul style="list-style-type: none"> <li>• New neighborhoods that include varied housing types and connect to adjacent neighborhoods;</li> <li>• New greenway and street corridors linked to existing and future neighborhoods; and;</li> <li>• Courtyards and pocket parks should be integrated with residential building designs.</li> </ul>



## Details and Analysis

## Informal Review

### Proposal

The conceptual plan depicts a gridded street network that establishes seven development blocks with a series of 8-, 10-, 12- and 20-unit apartment buildings.

The plan includes:

- 392 residential units in 30 three-story apartment buildings;
- A clubhouse/community center (size to be determined);
- 2.19 acres of open space, provided as a 60-foot wide greenway and four pocket parks;
- A new public/private street system; and
- Parking in a combination of garage spaces integrated with the apartment buildings, off-street surface parking on the interior of blocks and parallel on-street parking spaces.



### Surrounding Development Context

Sheet 2 of the Informal Plan set depicts the proposed site within the surrounding development context, showing:

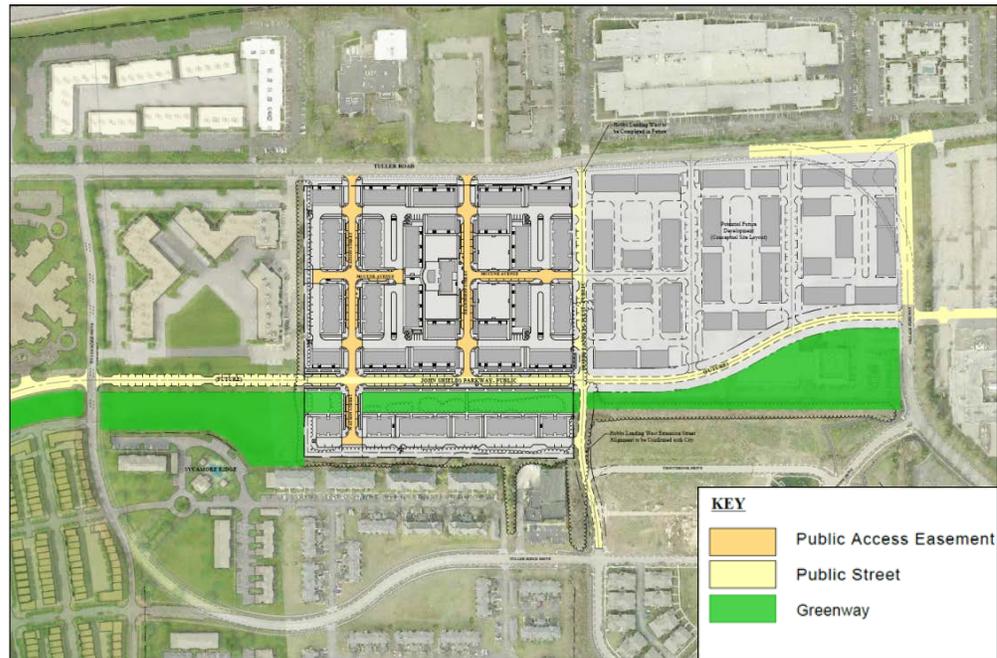
- Existing development in the Bridge Street District east of the Scioto River;
- The conceptual street network as generally depicted in the Bridge Street Zoning Code provisions and Community Plan;
- The Vnable Skilled Nursing development (under construction) west of Tuller Ridge Drive;
- The conceptual Bridge Park Mixed-Use Development (Crawford Hoying Development Partners) east of Riverside Drive, as presented to the Commission as part of an Informal Review application on November 14, 2013; and
- A continuous greenway connection through the proposed site, linking Riverside Drive and the planned riverside park to Village Parkway, generally as depicted in the Bridge Street District Plan (Community Plan).



## Details and Analysis

## Informal Review

Sheet 5 of the proposed plans provides a more detailed view of the proposed site as it relates to adjacent properties. This sheet also depicts a conceptual site layout for the adjacent  $\pm 18$  acres of land located immediately to the east of the site. The applicant has indicated that it may pursue subsequent phases of development in this location, with an intent to develop additional residential apartment buildings.



The adjacent development site includes the existing Byers Auto property, through which the John Shields Parkway extension is planned. The intersection with Village Parkway is coordinated with the planned extension of John Shields Parkway through the Dublin Village Center. This plan also depicts the reconfiguration of the Tuller Road/Village Parkway intersection as a traditional 'T' intersection.

The context plan shows the extension of Hobbs Landing Drive from the Greystone Mews development (M/I Homes) to John Shields Parkway, which has been discussed with M/I. The plans also show Hobbs Landing Drive extending north to Tuller Road as part of a future development phase. This street extension is necessary to provide street frontage and vehicular access for buildings on the east edge of the current development proposal; the east boundary of the current  $\pm 17$ -acre site will serve as the west right-of-way line for the future street.

The proposed plans also depict the extension of John Shields Parkway to the west through land currently owned by the City (Sycamore Ridge Park). This alignment coordinates with the alignment of John Shields Parkway west of Tuller Ridge Drive, which will provide street frontage and vehicular access to the Vrable Skilled Nursing Facility. The remainder of the City-owned parkland will be integrated into the planned greenway.

## Details and Analysis

## Informal Review

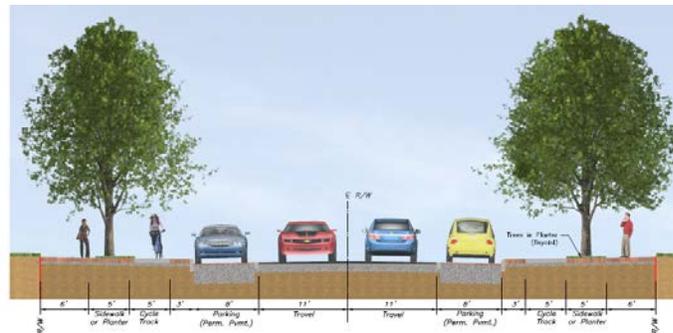
### Proposed Street System

The applicant proposes to create the block system with a combination of public and private streets, as depicted on Sheet 5. John Shields Parkway and the Hobbs Landing Drive extension are shown as publicly dedicated rights-of-way. Neighborhood streets interior to the development site are proposed to remain privately owned, but built to public standards with public access easements.

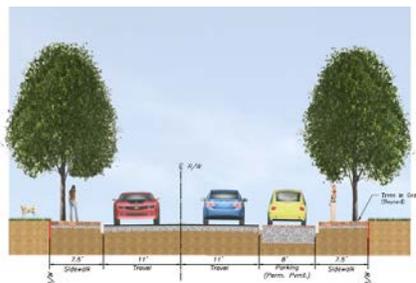
The access easement configuration is intended to allow for consolidated water meters to the north and south of John Shields Parkway because the City of Columbus does not allow private water lines to cross public rights-of-way. The private streets will be designed and constructed to look, feel, and function as public streets so that they will not be discernable from one another. The requirements of Code Section 153.061 (*Street Types*) apply to all new streets and alleys developed in the Bridge Street District, whether public or private. However, some Waivers or Code interpretations may be necessary to accommodate the private streets as they relate to block size and street frontage requirements.

Sheet 10 provides illustrative street sections, including:

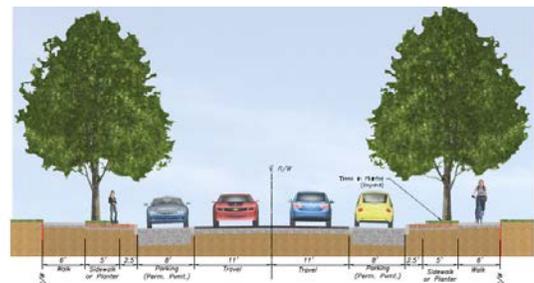
- *John Shields Parkway* (76-foot public right-of-way): A Principal Frontage Street (PFS) with 11-foot travel lanes, 8-foot permeable pavement parking lanes, 3-foot carriage walks, 5-foot cycletracks, 5-foot planting zones with sidewalk connections to the parking lane, and 6-foot unobstructed sidewalks.
- *Watson Street and Deardorff Street* (65-foot public access easement): 11-foot travel lanes, 8-foot permeable pavement parking lanes, 2.5-foot carriage walks, 5-foot planting zones with sidewalk connections to the parking lane, and 6-foot unobstructed sidewalks.
- *McCune Avenue* (45-foot public access easement): 11-foot travel lanes, a single 8-foot permeable pavement parking lane, and 7.5-foot sidewalks with integrated tree grates.



John Shields Parkway



McCune Avenue



Watson Street and Deardorff Street

## Details and Analysis

## Informal Review

The street sections for John Shields Parkway, Watson Street and Deardorff Streets are consistent with typical sections the City has developed for Corridor Connector Streets and Neighborhood Streets in the Bridge Street District. During the Pre-Application Review, Planning and Engineering recommended the introduction of an east/west Neighborhood Street through the site, and suggested it be designed as a 'yield street' based on expected low volumes of local traffic. The applicant has incorporated McCune Avenue in response. The proposed section for McCune Avenue will require additional analysis by Planning and Engineering to determine appropriate dimensions for all street elements.

### *Principal Frontage Streets*

Section 153.061 designates both John Shields Parkway and Tuller Road as a PFS. Driveway or alley access points are not permitted from a PFS if practical alternatives exist. The proposed plan appropriately provides block access with private alley connections to the proposed neighborhood streets.

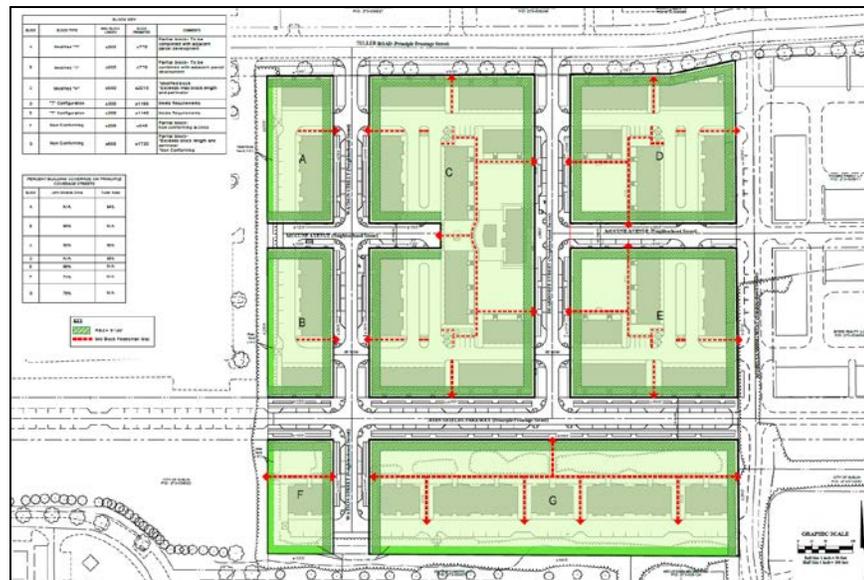
### **Discussion Questions**

*Does the proposed street network provide an appropriate balance of pedestrian, bicycle and vehicular mobility throughout the site?*

*Are potential Waivers acceptable to accommodate private streets with public easements if the streets are designed and constructed to public standards?*

### Proposed Block Framework

A Block Plan is provided on Sheet 9, showing block dimensions, mid-block pedestrianways, and Required Building Zones along all streets. Proposed blocks to the west of Watson Street (Blocks A and B) and south of John Shields Parkway (Blocks F and G) are designed as partial blocks, to be completed with future redevelopment and street construction on adjacent properties. This phased development condition will be a common occurrence in many portions of the Bridge Street District. Easements for Watson Street and McCune Avenue are shown extending to the south and west property lines, where these streets would be extended with future development.

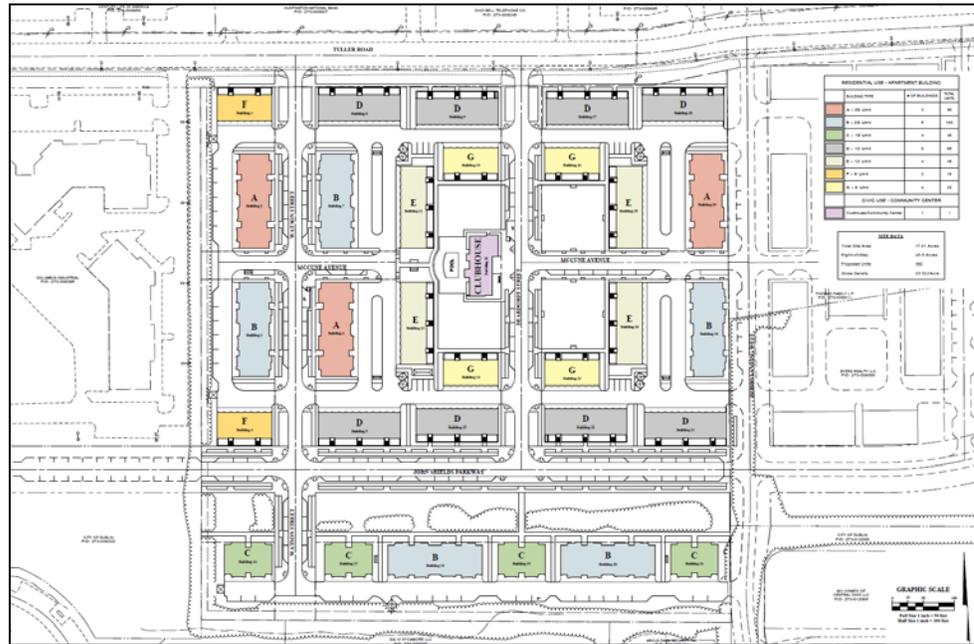




<b>Details and Analysis</b>	<b>Informal Review</b>
	<p><i>Pocket Parks</i></p> <p>Four pocket parks (B, C, E and F) are provided in a 'quad' configuration in the center of the development, ranging from ±0.2 to ±0.25 acres in size. These spaces are located at the intersection of Deardorff Street and McCune Avenue and provide frontage for eight apartment buildings, which is permitted by Code.</p> <p>Open spaces A and D are labeled as pocket parks but do not meet the minimum size requirements. However, these spaces are not necessary to meet the minimum open space requirement. Alternatively, these spaces could be designed as pocket plazas, meeting the minimum size requirements.</p> <p><i>Greenway</i></p> <p>A 60-foot wide greenway is provided along the south side of John Shields Parkway in two segments (G-1 and G-2), separated by Watson Street, and totaling ±1 acre. Six apartment buildings south of John Shields Parkway front the greenway. During the Pre-Application Review, Planning suggested the relocation of Building 16 (at the southwest corner of John Shields Parkway and Watson Street) to allow for the consolidation of open space with the adjacent City parkland. The applicant has provided additional open space in other portions of the site as an alternative.</p> <p>Portions of an existing tree row are proposed to be preserved and incorporated into the landscape design of the greenway. Parks and Open Space is in the process of developing a conceptual plan to establish the intended character and function for the full length of this greenway, which will extend beyond this site from Riverside Drive to Village Parkway. Any features shown with the Informal Review plans are considered "placeholders" for the final design.</p> <p><b>Discussion Question</b>  <i>Does the proposed open space plan provide for an appropriate distribution of publicly accessible open spaces?</i></p>
<p><b>Proposed Building Types and Architecture</b></p>	<p>A Building Type Plan is provided on Sheet 7, showing the location of proposed buildings as illustrated in architectural renderings on Sheets A through G (Apartment Buildings) and CH (Clubhouse). Perspective renderings (Sheets V.1 through V.5) illustrate the proposed architectural character with views from streets and open spaces throughout the development. Planning has not conducted an in-depth analysis of the individual building type requirements for the proposed buildings; this will occur with the Basic Site Plan and Site Plan Review process.</p> <p>The plan proposes 30 multiple family residential buildings, all of which are considered Apartment Building Types per the Bridge Street District zoning regulations. The plan includes a series of 8-, 10-, 12-, and 20-unit apartment buildings. Proposed renderings show a contemporary architectural style emphasizing geometric forms, with flat roofs (or parapets emulating a flat roof appearance). Illustrated building materials include brick, cementitious siding and cementitious panels.</p>

## Details and Analysis

## Informal Review



The apartment building models are generally divided into two categories:

- The 10- and 20-unit buildings are designed primarily with single-level units and at-grade shared building entrances. Front façades include architecturally integrated balconies and patios.
- The 8- and 12-unit buildings are designed with a combination of two-level and single-level units with shared walk-up entrances. Front façades include elevated planting beds with an architecturally integrated masonry wall.

### 20-unit Buildings



Building Type 'A' - Option 1

Building Type 'B' - Option 1

### 10-unit Buildings



Building Type 'C' - Option 1

Building Type 'C' - Option 2

## Details and Analysis

## Informal Review

### 12-unit Buildings



Building Type 'D' - Option 1



Building Type 'E'

### 8-unit Buildings



Building Type 'F' - Option 1



Building Type 'G'

### *Clubhouse*

The clubhouse, a Civic Building Type, does not meet some of the building type requirements, including minimum building height (1.5 stories) and minimum setback (15 feet). Additional building height (or other design feature with a distinct vertical element) will help to meet the terminal vista requirements in this location. A Waiver for building setback may be appropriate, given the amount of surrounding open space and the building-street relationship created with the proposed building placement.

### Clubhouse



### *Architectural Diversity*

During the Pre-Application Review, the ART noted a lack of architectural variety with the proposal. The applicant has responded with an additional building model and has included options that depict material and color variations for each model. However, the architectural form and style remains uniform across all models.

### **Discussion Questions**

*Does the proposal illustrate an appropriate level of architectural diversity for a new residential neighborhood in the Bridge Street District?*

*Are potential Waivers to Civic Building Type requirements appropriate?*

Details and Analysis		Informal Review
Process	<p>Planning has outlined for the applicant the review and approval procedures and the general sequence of each required application following the Informal Review.</p> <ol style="list-style-type: none"> <li>1. Basic Development Plan and Basic Site Plan: Applications for review by ART with recommendations forwarded to Planning and Zoning Commission for determinations within 28 days.</li> <li>2. Development Plan Application: Review by the ART with a recommendation forwarded to the Commission for a determination on Development Plan within 42 days.</li> <li>3. Preliminary Plat: The Plat is required with a recommendation from the Planning and Zoning Commission to City Council.</li> <li>4. Site Plan Application(s): Reviewed by the ART with a recommendation forwarded to the Planning and Zoning Commission for a determination within 42 days.</li> <li>5. Final Plat: Recommendation from the Planning and Zoning Commission to City Council.</li> <li>6. Building Permits through Building Standards.</li> </ol>	
Principles of Walkable Urbanism	<p>Section 153.057 of the Zoning Code was recently updated to include a set of 'Principles of Walkable Urbanism.' These principles are intended to serve as a guiding framework to be used in the review of zoning and development proposals subject to the provisions of §§153.058 through 153.066 (Bridge Street District zoning regulations). The full text of the principles is attached to assist with the Commission's review of the Informal Plans and to provide additional context for the discussion questions noted in this report.</p>	

Recommendation		Discussion and Feedback
Discussion Questions	<p>Planning recommends the Commission consider the following discussion questions in addition to any other items Commission members identify for discussion.</p>	
	<ol style="list-style-type: none"> <li>1) Does the proposed street network provide an appropriate balance of pedestrian, bicycle and vehicular mobility throughout the site?</li> <li>2) Are potential Waivers acceptable to accommodate private streets with public easements if the streets are designed and constructed to public standards?</li> <li>3) Are potential Waivers to block size requirements appropriate based on the proposed street system, greenway configuration, and clubhouse location?</li> <li>4) Does the proposed open space plan provide for an appropriate distribution of publicly accessible open spaces?</li> <li>5) Does the proposal illustrate an appropriate level of architectural diversity for a new residential neighborhood in the Bridge Street District?</li> <li>6) Are potential Waivers to Civic Building Type requirements appropriate?</li> </ol>	

## PRINCIPLES OF WALKABLE URBANISM

To advance the purposes of the Bridge Street Corridor districts as described in §153.057 (A) through (C), the following principles of walkable urbanism serve as a guiding framework to be used in the review of zoning and development proposals subject to the provisions of §§153.058 through 153.066. Individual principles may not apply in all circumstances, but should be used where appropriate to ensure the requirements and standards of these zoning districts are applied in a manner that contributes to the creation of walkable, mixed use urban environments as envisioned by the Bridge Street District Plan.

### (1) General Principles

The designs of buildings, streets, and open spaces within the Bridge Street District should contribute to the creation of an urban neighborhood pattern of development, characterized by:

- (a) Quality architecture and urban design emphasizing beauty and human comfort and creating a sense of place;
- (b) Pedestrian-friendly design that places a high priority on walking, bicycling and use of public transit;
- (c) Creation of interesting and convenient destinations within walking distance for visitors as well as ordinary activities of daily living; and
- (d) Respect for the natural environment.

### (2) Streets, Parking and Transit

Streets should be capable of accommodating multiple modes of transportation and should facilitate the creation of a public realm designed primarily for people, characterized by:

- (a) Streets and blocks arranged to allow for comfortable walking distances, to disperse traffic and to reduce the length of automobile trips;
- (b) A connection to and enhancement of the existing street network;
- (c) A recognition of the role of buildings and landscaping that contributes to the physical definition of streets as civic places;
- (d) On-street public parking wherever possible;
- (e) Shared parking and other strategies to reduce the size of surface parking lots and enable efficient and creative site design; and
- (f) Residential and business uses that have convenient access to existing and future transit stops.

### (3) Open Space

The Bridge Street District should have a variety of functional, well-designed open spaces that enhance the quality of life for residents, businesses, and visitors. Open spaces should:

- (a) Include a wide range of characters from small intimate spaces to larger neighborhood and community uses, including small parks and playgrounds to provide gathering spaces for neighborhoods;
- (b) Be arranged and designed as part of a district-wide open space network that defines and connects neighborhoods and the larger Dublin community;
- (c) Be located within convenient walking distance of all residents and businesses.

### (4) Buildings

Buildings should have a range of high-quality residential, commercial, mixed-use and civic architectural styles to reinforce the unique identities of each part of the District. Buildings should be characterized by:

- (a) Easily convertible spaces that allow for uses to change over time;
- (b) Residential uses with a variety of housing types, sizes, and price levels;
- (c) A broad mix of shops, offices, and housing integrated within and among a variety of building types; and
- (d) Architecture that reflects Dublin's commitment to high quality and enduring character.