

# Zoning Code Amendment

**14-039ADMC**

## **Bridge Street District – Scioto River Neighborhood District**

This is a request for an amendment to the Zoning Code to establish a new Bridge Street District zoning district and related Code amendments for the BSD Scioto River Neighborhood District. This request for review and recommendation regarding proposed Zoning Code amendments is proposed in accordance with Zoning Code Sections 153.232 and 153.234.

### **Date of Application Acceptance**

Monday, April 28, 2014

### **Date of ART Recommendation to the Planning and Zoning Commission**

Thursday, May 29, 2014

### **Case Managers**

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## PART I: Application Overview

<i>Review Type</i>	Zoning Code Amendment
<i>Proposal</i>	Modifications to Chapter 153 of the Dublin Code of Ordinances (Zoning Code) to establish a new Bridge Street District zoning district and related Code amendments.
<i>Applicant</i>	Marsha I. Grigsby, City Manager, City of Dublin
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## Application Review Procedure: Zoning Code Amendment

### Process

The Review and Approval Procedures and Criteria for the Bridge Street District state that the amendment procedures of Zoning Code Section 153.234 shall apply in the Bridge Street District zoning districts for Zoning Map and Zoning Text amendments. As part of the review process, the ART shall make a recommendation to the Planning and Zoning Commission and City Council for their consideration and determination.

Zoning Code Section 153.232(B)(9) provides the Planning and Zoning Commission with “other powers and duties” which includes making recommendations to City Council for amendments to the Zoning Code. The Commission should review the modifications, provide input, and vote on the changes. The proposed amendment and City-sponsored area rezoning within the Bridge Street District will be forwarded to City Council for its consideration and determination.

## Application Contents and Overview

### Summary

This is a request for review and recommendation of approval to City Council to amend portions of the Zoning Code to establish development regulations for a new Bridge Street District zoning district. These regulations will provide specific development standards for high-quality development in the Scioto River corridor area of the Bridge Street District (east of the river) that are consistent with the 2010 Bridge Street Corridor Vision Report as incorporated into the Dublin Community Plan (Bridge Street District Area Plan) in July 2013.

The proposed amendments to the Bridge Street District zoning regulations (Zoning Code Sections 153.057 – 153.066) include the following (detailed descriptions are provided in subsequent sections of this report):

Zoning Code Section	Summary of Proposed Amendments
<b><u>Underlined</u> items requested by PZC on June 5, 2014</b>	
<b>153.058</b>   BSC Districts Scope & Intent	Adding the new <i>BSD Scioto River Neighborhood District</i> with a description of intent for the district.
<b>153.059</b>   Uses	<ul style="list-style-type: none"> <li>Amending the Table of Permitted and Conditional Uses in the BSC Districts to add appropriate uses to the <i>BSD Scioto River Neighborhood District</i>.</li> <li>Modifications to Use Specific Standards with special provisions for Neighborhood Districts.</li> <li><u>Making <i>Transportation, Transit Stations</i> and <i>Conference Centers</i> Conditional Uses in the BSD Scioto River Neighborhood District and other Neighborhood</u></li> </ul>

Zoning Code Section	Summary of Proposed Amendments
	<p><u>Districts.</u></p> <ul style="list-style-type: none"> <li>• <u>Adding Group Homes as Permitted Uses where residential uses are permitted.</u></li> </ul>
<p><b>153.059</b>   Lots &amp; Blocks</p>	<ul style="list-style-type: none"> <li>• Clarification of block size measurement.</li> <li>• Amending the Table of Maximum Block Dimensions to add the BSD Riverside Neighborhood District.</li> </ul>
<p><b>153.062</b>   Building Types</p>	<ul style="list-style-type: none"> <li>• <del>Modifications to the types of permitted primary and secondary building materials.</del> <u>Eliminated.</u></li> <li>• <u>Allowing wood and/or fiber cement siding only as a secondary material.</u></li> <li>• Clarification of the measurement of Juliet balconies.</li> <li>• <u>Reducing Corridor building types to a maximum of 5.5 stories (instead of up to 7.5 stories), regardless of location.</u></li> </ul>
<p><b>153.063</b>   Neighborhood Standards</p>	<ul style="list-style-type: none"> <li>• Adding a description of intent for the new <i>BSD Scioto River Neighborhood District</i>, and <u>eliminating references to a “substantial residential presence.”</u></li> <li>• Adding development standards for the new zoning district (mirroring the BSC Sawmill Center and BSC Indian Run Neighborhood Districts).</li> <li>• <u>Referencing 153.062(B) for permitted building types.</u></li> <li>• <u>Clarifying the desired intent for shopping corridors.</u></li> <li>• <u>De-emphasizing gateways as private development signs, and encouraging their use to enhance the public realm, assist with wayfinding, etc.</u></li> <li>• <u>Making similar changes to the other Neighborhood Districts.</u></li> </ul>
<p><b>153.065(B)</b>   Site Development Standards – Parking &amp; Loading</p>	<p><del>Modifying</del> <u>Clarifying</u> the parking structure design requirements.</p>
<p><b>153.065(F)</b>   Site Development Standards – Exterior Lighting</p>	<p>Amending the Table of Fixture Power and Efficiency to add the <i>BSD Riverside Neighborhood District</i>.</p>
<p><b>153.065(H)</b>   Site Development Standards – Signs</p>	<p>Modifications to various sections and intent statements with special provisions for Neighborhood Districts.</p>

**Primary Zoning Code Amendment: 153.063 | Neighborhood Standards**

*Overview*

The Neighborhood Districts have some of the more exciting characteristics of the Bridge Street District provisions. These special districts require particular attention to locations and characters of buildings, streets, and open spaces to accommodate larger scale, coordinated development and redevelopment to permit a wide variety of uses and establish signature places in Dublin. The Bridge Street District is currently anchored by the Sawmill Center Neighborhood District on the east and the Indian Run Neighborhood District on the west. The Neighborhoods are applied to large development sites under consolidated ownership that have the potential to create special, memorable “Places.”

The Neighborhood Standards section describes the intent of each district as it relates to creating those special places in the Bridge Street District, providing development standards that encourage placemaking elements, such as provisions to encourage signs that relate directly to the style and character of development, gateway

features to announce prominent entries to these areas, open space networks that link the Neighborhoods to the rest of the Bridge Street District and the city, and other design character considerations. The Neighborhood Standards also recognize the reality that development over such large areas may be expected to develop over time in multiple phases by multiple applicants, and the standards therefore provide a means of guiding well-coordinated development consistent with the goals for the District.

Since late 2012, the City has focused its Bridge Street District planning efforts mainly on the Scioto River Corridor. The significant land assemblage by development interests with a vision that is generally consistent with that of the Bridge Street District and the advanced planning for a substantial portion of the developable properties in this area have resulted in an opportunity to create a new neighborhood district similar to those already existing.

### *Summary of Provisions*

The proposed Zoning Code amendments are intended to produce the type of high-quality development pattern envisioned for the Bridge Street District and emphasize the importance of the development character along the Scioto River Corridor with the aim of establishing another special “Place” at the heart of the Bridge Street District.

The regulations are outlined in a manner that is very similar to the other two major Neighborhood Districts (Sawmill Center and Indian Run), including the following main subsections:

- (1) **Development Intent**
- (2) Reference to the Zoning Map for district boundaries
- (3) Special provisions for **Block, Access, and Street Layout**
- (4) Special provisions for **Building Types**
- (5) **Placemaking Elements**, including Shopping Corridors, sign plans, gateways, street frontage considerations, etc.; and
- (6) Special provisions for **Open Spaces**.

Consistent with the approach taken for the other neighborhood districts where special conditions or preliminary development concepts helped inform certain elements of the zoning provisions, the proposed BSD Riverside Neighborhood District provisions differ in terms of the following (updates since the June 5, 2014 PZC meeting are underlined):

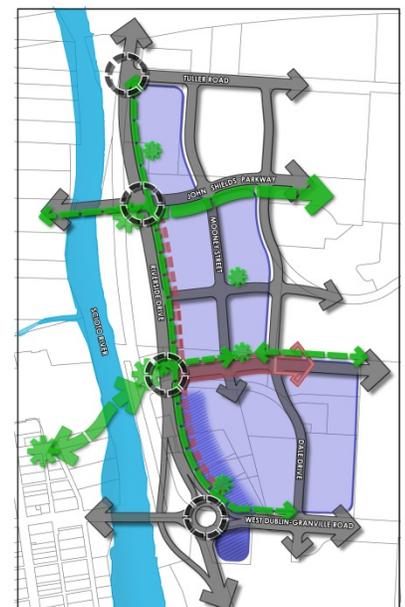
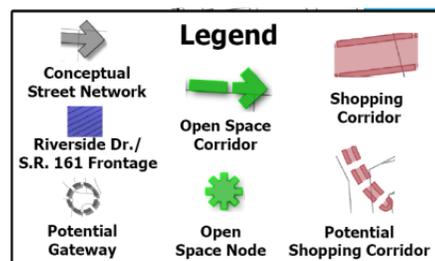
- **153.063(F)(3)(b) – Block Length:** Given the advanced degree of planning for this area, Planning is aware that certain areas of this Neighborhood District will be unable to meet the specific block length requirements due to the unique configuration of the roundabout at Riverside Drive and SR 161. As such, a special provision is included to address this physical constraint, but requires mid-block pedestrianways to achieve the intent of the block length requirement to allow for convenient pedestrian connectivity. The accompanying graphic for the BSD Scioto River Neighborhood District has been modified to identify the area that this provision is intended to apply.

In addition, the below grade structured parking proposed in this area will cause some of the roads installed over the parking structures to be private streets, but designed to public street standards. The proposed provisions allow these private streets to be counted as public for the purposes of measuring block length. Since the Commission’s discussion on June 5<sup>th</sup>, this provision has been clarified to indicate that the “typical sections” of these private streets as identified on the Development Plan should be used in lieu of right-of-way limits.

- 153.063(F)(4)(a) – Permitted Building Types:** *A special provision is added allowing for heights for Corridor building types to reach 7.5 stories (instead of 5.5) where they contain residential, hotel, or office uses and as long as they are located within 600 feet of I-270 or SR 161 (currently only permitted for Corridor buildings within proximity of I-270 and along Riverside Drive). Buildings exceeding 5.5 stories are required to have a minimum 8-foot “step-back” from the front façade. This provision has been eliminated at the Commission’s request, allowing applicants to request Waivers to be considered by the Planning and Zoning Commission on a case-by-case basis. This Section now references 153.062(B)(3)(a) for the permitted building types, rather than listing them.*
- 153.063(F)(4)(b) – Building Type Layout and Relationships:** *As requested by the current property owner, provisions are made to allow any building type to be constructed immediately across the street from or on the same block face as any other permitted building type. This is to address potential conflicts with the “Building Type Incompatibility Table” (Table 153.062-B) and anticipated project phasing. In addition, this section allows conference centers to be single story – the only building type that would be permitted to be single story in the BSD Riverside Neighborhood District. Based on the floor-to-ceiling heights associated with this type of use, this can be appropriately integrated into the overall development while maintaining the urban design objectives for the District. This provision has been eliminated at the Commission’s request, allowing applicants to request Waivers to be considered by the Planning and Zoning Commission on a case-by-case basis.*
- 153.063(F)(4)(c) & (d) – Vehicular Canopies and Ground Story Use & Occupancy Requirements:** Appropriate provisions are included for these uses and architectural elements.
- 153.063(F)(5)(b) – John Shields Parkway Frontage:** Special architectural requirements are provided for buildings fronting John Shields Parkway, given the prominence of this roadway and the adjacent greenway.
- 153.063(F)(5)(a) & (c) – Shopping Corridor and Pedestrian-Oriented Streetscape:** The public realm along the designated shopping corridors and Riverside Drive should be designed to accommodate a significant amount of pedestrian activity. Therefore, a special provision is recommended to ensure that a minimum of 12 feet of clear sidewalk area is provided on these streets, including walkways both within the public right-of-way and on private property. This area should be free of outdoor dining and seating areas, or any other obstructions. Intent language for the design of shopping corridors and siting of buildings in these areas has been added to ensure that buildings are placed in a manner that will not preclude future outdoor activities (such as outdoor dining and seating) from occurring in front of buildings in shopping corridors.

*Graphic*

Like the other neighborhood districts, a conceptual graphic is provided that coordinates with the recommended zoning for the Riverside Neighborhood District. The graphic depicts the major street network connections in this area, demonstrates how the open space network is intended to



complement desired development and respect existing natural features, identifies opportunities to establish gateways announcing arrivals into this area, and illustrates generally where the key mixed-use center (“shopping corridor”) is desired and could be extended along Riverside Drive. The graphic has also been modified since the June 5<sup>th</sup> PZC meeting to show the intent to allow the shopping corridor to expand to the east in the future; to clarify the area where the special block length provisions apply, and to coincide with the proposed zoning district boundaries recommended by the Commission.

## Related Zoning Code Amendments

### 153.058 | BSC Districts Scope & Intent

The proposed district intent statement recognizes the importance of a balanced mix of land uses (modified since the June 5<sup>th</sup> PZC meeting). The intent also states that the district provides vibrant public spaces and development oriented toward the Scioto River with critical bicycle and pedestrian links.

### 153.059 | Uses

The mix of uses proposed for the BSD Scioto River District are identical to the mix of uses permitted in the other BSC Neighborhood Districts, including a wide range of residential, civic/public/institutional, commercial, and accessory uses. Single- and two-family residences are not permitted to ensure a sufficient density of residential development, and fueling/service stations are not permitted as an inappropriately auto-oriented use in what is envisioned to be a highly pedestrian-oriented environment. The use specific standards for *Personal, Repair, and Rental Services* and *General Retail* have been modified to exclude the proposed BSD Riverside Neighborhood District from the size limitations on these uses, similar to the other neighborhood districts. The Commission requested that the *Transportation, Transit Station* and *Conference Centers* be made conditional uses to ensure that their operations are conducive to the highly pedestrian-oriented environment envisioned for this district.

### 153.060 | Lots and Blocks

The general Zoning Code amendment proposed for this section clarifies that alleys and service streets shall not be used to measure block length. These block divisions may serve as mid-block pedestrianways, but shall not be used to meet the block size requirements. The purpose of this amendment is to clarify the intent of this Code Section, as well as to distinguish it from the special provisions for measuring private streets designed to public standards noted for the BSD Scioto River Neighborhood District. This proposed amendment had also been identified as a potential Code amendment prior to this application having been submitted.

This section also adds the BSD Scioto River Neighborhood District to Table 153.060-A, Maximum Block Dimensions.

### 153.062 | Building Types

The following modifications are proposed to the Building Types section:

- ~~1.—The amendment to the façade materials is intended to give the required reviewing body the authority to approve other architecturally appropriate building materials to serve as both primary and secondary façade materials. This proposed amendment gives additional flexibility both to the required reviewing body and the applicant, provided the applicant demonstrates that the alternative material is appropriate and will successfully last over time. High quality, durable, natural materials such as stone, cultured stone, full depth brick, glass, wood or fiber cement siding (depending on building type) continue to be permitted primary building materials. This provision has been eliminated at the Commission's request, allowing applicants to request Waivers to be considered by the Planning and Zoning Commission on a case-by-case basis, and/or to request “other high-quality synthetic materials”~~

after demonstrating their success in other comparable installations. In addition, wood and/or fiber cement siding has been eliminated as a permitted primary material, and relocated as a permitted secondary material.

2. Modifications to the requirements for Juliet Balconies are recommended to clarify the dimensional requirements when these balconies are proposed in association with double doors, or with windows adjacent to doors. The proposed modification limits the width to not more than six inches past the fenestration, rather than an absolute width of up to five feet.
3. The maximum height for Corridor buildings has been reduced from up to 7.5 stories in limited locations, to a maximum of 5.5 stories (regardless of location) at the request of the Planning and Zoning Commission. Applicants may request Waivers for consideration by the Commission on a case-by-case basis for additional stories.

Of all the changes requested by the Commission, the reduction in permitted building height from up to a maximum of 7.5 stories in limited areas of the Bridge Street District down to 5.5 stories is, in Planning's opinion, inconsistent with the objectives for the District.

In addition to land use, building height and massing are the most significant elements that result in the diversity in development character desired throughout the Bridge Street District. When the zoning regulations were originally drafted, it was acknowledged that height limitations were appropriate, particularly in the areas adjacent to the Historic District. Similarly, in limited areas, such as those in proximity to I-270 and the major regional thoroughfares, slightly higher building heights were recommended to ensure that sufficient densities are created, in terms of employment and residential units, to be capable of supporting the commercial uses.

Since the 7.5-story buildings have been limited to the perimeter of the Bridge Street District near I-270, and therefore will not overwhelm the district with large numbers of 7.5-story buildings, Planning recommends that the Commission reconsider the modification to the Corridor building (the only type permitted up to 7.5 stories) and maintain the intent for this provision of the BSD zoning regulations.

#### *Amendments to 153.065, Site Development Standards*

Refer to the Summary of Proposed Amendments table on page 3.

## **PART II: Administrative Review Team Comments Based on the May 29, 2014 Draft Zoning Regulations**

### **Planning**

The Bridge Street District zoning regulations are unique, innovative, and tailored to address the special development conditions present in the Bridge Street District. The regulations crafted for this special area require development that is vibrant, high-quality, pedestrian-oriented, and consistent with the Vision Principles stated in the Bridge Street Corridor Vision Report and adopted by Dublin City Council in July 2013 as part of the Bridge Street District Area Plan in the Dublin Community Plan.

The proposed Zoning Code amendments for the BSD Scioto River Neighborhood District align with the planning themes and objectives for the Bridge Street District and ensure that development is coordinated with the expected street network and infrastructure planned for the District as a whole. Further, the proposed Code

amendments bring the Scioto River Corridor area into alignment with other similar areas of the BSD and the general recommendations outlined in the Bridge Street Corridor Vision Report.

**Engineering, Building Standards, Parks & Open Space, Economic Development, Fire and Police**

No comments

**PART III: ADMINISTRATIVE REVIEW TEAM RECOMMENDATION**

**Zoning Code Amendment**

Recommendation of **approval** to City Council of this request for an amendment to the Zoning Code to establish a new Bridge Street District zoning district and related Code amendments for the BSD Scioto River Neighborhood District, and maintaining the existing maximum corridor building height provisions of the Zoning Code.