



PLANNING REPORT

Planning & Zoning Commission

Thursday, February 2, 2023

INDUS BRIDGE STREET 22-172CP

www.dublinohiousa.gov/pzc/22-172

Case Summary

Address	North of John Shields Parkway, west of Mooney Street, south of Tuller Road, east of Riverside Drive.
Proposal	Construction of a mixed-use development consisting of 5 buildings: a hotel, parking garage, office and 2 residential buildings on a 6.29-acre site.
Request	Request for review and approval of a Concept Plan under the provisions of Zoning Code Section 153.066.
Zoning	BSD-SRN, Bridge Street District - Scioto River Neighborhood
Planning Recommendation	<u>Approval of Concept Plan</u> Planning recommends approval of the Concept Plan with conditions.
Next Steps	Following a recommendation from the Planning and Zoning Commission, the Concept Plan will be determined by the City Council, with a Development Agreement following an approval.
Applicant	Sarah Wilson, EMH&T
Case Manager	Zachary Hounshell, Planner II (614) 410-4652 zhounshell@dublin.oh.us

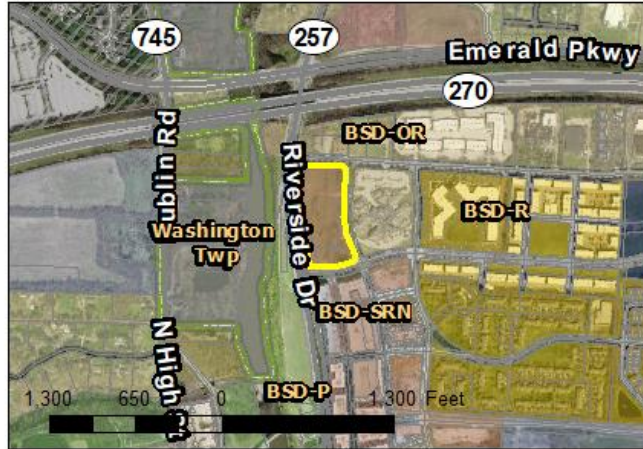
Site Location Map



22-172CP | Indus Bridge Street

Site Features

- 1 Grade change of $\pm 20-30$ feet from W to E
- 2 Future Gateway location



1. Background

Site Summary

The 6.29-acre site is located northeast of the intersection of Riverside Drive and John Shields Parkway, bound to the north by Tuller Road, to the west by Riverside Drive, to the south by John Shields Parkway, and to the east by Mooney Street. The site is zoned BSD-SRN, Scioto River Neighborhood.

Site Information

Surrounding Zoning and Land Use

North: BSD-OR, Office Residential District (Riverside Drive Animal Care)

East: BSD-OR, Office Residential District (The GRAND of Dublin)

South: BSD-SRN, Scioto River Neighborhood District (Bridge Park)

West: BSD-P, Public District (Riverside Crossing Park)

Natural Features

The site is vacant and contains minimal vegetation on the property. The site features significant grade change from east to west, gaining ± 20 -30 feet of grade toward Mooney Street.

Road, Pedestrian, and Bike Network

The site has ± 800 feet of frontage along Riverside Drive, ± 350 feet of frontage along Tuller Road, ± 350 feet of frontage along John Shields Parkway, and ± 700 feet of frontage along Riverside Drive. Sidewalks are provided along all frontages except Mooney Street, which has not been constructed adjacent to the site.

The current configuration of the intersection of Tuller Road and Riverside Drive is a right only turn into and exiting Tuller Road. In 2015/2016, this intersection was reconfigured from a full access 3-stop signaled intersection, to the current configuration seen today. The updates to the intersection configuration were provided to allow the required left turn queuing northbound on Riverside Drive turning into Emerald Parkway. Following discussion amongst City Staff, it is not anticipated that any modifications to this configuration will occur with any development on this site.

Case History

In October 2022, the Planning and Zoning Commission (PZC) reviewed and provided non-binding feedback for an Informal Review of the Indus Bridge Street project. The Commission provided the following feedback:

- General support regarding the proposed uses.
- General support regarding the architectural character and inspiration.
- General support regarding the open space concepts.
- General support regarding engagement of the development at a pedestrian level.
- General concern regarding the height of the buildings, specifically the residential buildings.
- General concern regarding the mass and scale of the development on the block.
- General concern regarding access to the parking garage.
- Recommendations to modify the location of buildings on the site, specifically the hotel and residential buildings.

- Recommendations to emphasize cohesiveness with existing development south of the site.

The applicant has provided updates to the proposed concept plan, including the following:

- Moved the office building to the northwest corner of the site.
- Moved the residential buildings to the west and southwest corner of the site.
- Reduced the height of the residential buildings from 11 and 10 stories to 9 and 8 stories, respectively.
- Modified the programming of the open space centrally located on the site.
- Modified the massing between the residential buildings.
- Added a multi-story connector between the residential buildings.
- Reduced parking counts on site by 26 spaces

Process

The BSD requires all new development to comply with the form-based provisions of the Code and meet the principles identified in the BSD Special Area Plan. The Concept Plan (CP) provides a framework for future steps in the development process, outlining character and nature of the proposed development including uses, building massing, open space location, and street connections. Approval of new development in the BSD is a three-step process:

- Informal Review (Optional Step)
- Step 1 – Concept Plan (CP)
- Step 2 – Preliminary Development Plan (PDP)
- Step 3 – Final Development Plan (FDP)

In cases where an applicant is requesting a Development Agreement with the City, step 1 is required to be determined by City Council (CC). The PZC is required to provide a recommendation to CC in these instances. Additionally, steps 2 and 3 may be combined at the determination of the Planning Director or PZC.

2. Bridge Street District

In 2009, the City of Dublin began a visioning process to reimagine the Bridge Street corridor. The multi-year planning process which engaged stakeholders and the community crafted a vision for a vibrant and walkable center of the city, with a dynamic mix of land uses and housing. To implement this vision and guide future development, Dublin created a hybrid form-based development code for the Bridge Street District (BSD). Dublin City Council approved an area rezoning to BSD zoning districts and the creation of the BSD Code in early 2012.

Neighborhood Districts

The BSD Code establishes Neighborhood Districts where special attention to location and character of buildings, streets, and open spaces are important to establish a coordinated mix of uses that fulfills the objectives identified in the BSD Special Area Plan within the Community Plan. Each neighborhood anticipates the conceptual layout of critical elements including street connections, open spaces, and gateways.

The BSD Scioto River Neighborhood District provides a significant opportunity for a well-planned and designed neighborhood with a balanced mix of land uses. Predominant land uses include a residential presence to complement and support a strong mix of uses, with office employment and supporting service and commercial uses. A comfortable, walkable street network is intended to convey a strong sense of connection between each of these diverse but complementary land uses.

The site is located in the northwest corner of the neighborhood. The neighborhood district identifies two opportunities for gateway features at the northwest and southwest corners of the site. Gateways are points of identification that provide a sense of arrival to the area. Additional considerations include an open space corridor along Riverside Drive, with an open space node located centrally in the block.

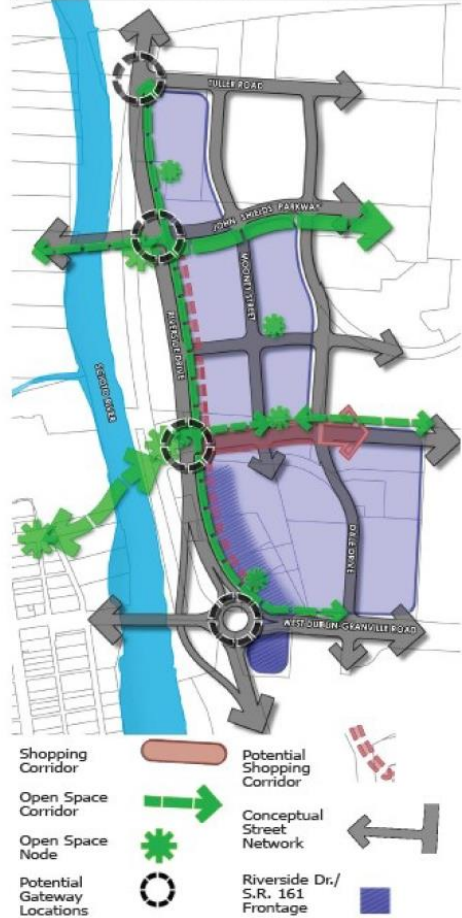
BSD Street Network Map

The BSD Code provides a hierarchy of requirements for establishing the gridded street network with streets providing an important organizing framework for development within the BSD. The Street Network Map, part of the Thoroughfare Plan, identifies a family of three street types: Corridor Connectors, District Connectors, and Neighborhood Streets. Corridor and District Connectors are often designated as Principal Frontage Streets (PFS), which are designated to ensure a continuous, pedestrian-oriented block.

Adjacent to the site, Riverside Drive is designated as a Corridor Connector and PFS, Tuller Road and John Shields Parkway are designated as District Connector and PFS, and Mooney Street as a future Neighborhood Street. Riverside Drive would be the primary street frontage, as it has the highest street designation.

The grid street network is the result of a districtwide traffic study completed by the City of Dublin during the Bridge Street corridor visioning in 2011. The gridded street network operates by dispersing traffic over many smaller streets and providing multiple connections increasing the number of potential travel routes. To guide the development of the grid, needed Corridor and District Connectors were adopted into the Thoroughfare Plan. Rather than developers submitting individual traffic impact studies (TIS) and identifying mitigating strategies for projects as is typical when properties are rezoned for new development in other areas of Dublin, development in the BSD is required to construct the portions of the street network and dedicate necessary right-of-way with projects. However, the developer is required to submit a traffic impact study if the development does not include connections indicated on the Street Network Map, or if the intensity or density of the zoning code is exceeded. The applicant should

FIGURE 153.063-D. ILLUSTRATION OF SCIOTO RIVER DEVELOPMENT STANDARDS



submit a traffic impact study at a future time determined by Staff. The results of the TIS will help determine any additional requirements as part of a development agreement.

The applicant is proposing a new extension of Longshore Street between John Shields Parkway and Tuller Road. While the extension was not contemplated in the Bridge Street District Street Network Map, this added connection is supported by Staff, as it is a continuation of a pedestrian-oriented corridor and fits the character of the Bridge Street District. This extension of Longshore Street would terminate at Tuller Road to the north of the site. Longshore Street is considered a neighborhood street where constructed south of the site. Access management entering and existing Longshore Street will need to be studied to determine what type of access is appropriate, and where the intersection of Tuller Road and Longshore Street would be best suited.

3. Project

The applicant is proposing the construction of a new block of development with 5 new buildings on a ±6.29-acre site, including two residential buildings, an office building, a hotel, and a parking garage. The proposed development would facilitate the extension of Longshore Street from John Shields Parkway to Tuller Road, and would require the construction of Mooney Street along the east property line.

Site Layout



Two residential buildings have been relocated to the west and southwest portions of the site adjacent to the intersection of Riverside Drive and John Shields Parkway Road, with the office building located on the northwest corner at the intersection of Riverside Drive and Tuller Road closer to I-270. The block is split down the middle by the extension of Longshore Street, with a

parking garage located in the northeast corner of the site at the intersection of Tuller Road and Mooney Street, and with a hotel located in the southeast corner of the site at the intersection of John Shields Parkway and Mooney Street. Four separate open space locations provide buffers between each building, with an approx. 0.67-acre open space highlighting the center of the development. Each building will feature commercial on the first floor. Each use proposed with the submittal is a permitted use in the BSD-SRN district.

The proposed block is designed consistently with the Bridge Park blocks south of the site, with this block being the largest along Riverside Drive. A Waiver will be required with the Preliminary Development Plan, as the dimensions of the block exceed the maximum perimeter and length permitted by Code. The street network map does not indicate a required street connection along the Riverside Drive frontage, nor would staff support a street connection to Riverside Drive midway through the block. In order to breakdown the massing of the buildings in the block, the applicant has provided open space in key locations to create a visual and physical break in the buildings along the street frontage. Additionally, the grading of the site presents a challenge to provide a street connection to Mooney Street midway through the block.

The site will be required to accommodate two gateway features at the northeast and southeast corners of the site, while working to provide an open space node towards the center of the site. The applicant will be required to provide additional design details with subsequent applications to provide unique gateway designs at the key intersections that align with the requirements of the Scioto River Neighborhood.

Access

With the addition of Longshore Street through the center of the development, the vehicular and pedestrian access to, through, and from the site is consistent with the Bridge Park neighborhood to the south. Although the limited access intersection of Tuller Road and Riverside Drive is not anticipated to change with the development of this site, the median at the center of John Shields Parkway will be evaluated to see if modifications could occur for additional pedestrian connectivity to the new development. Additionally, this development will introduce the construction of Mooney Street between John Shields Parkway and Tuller Road, continuing the grid network established in the Bridge Street Code.

The applicant is proposing 4 access points (2 for the garage and 2 for the hotel) on the west side of Mooney Street. These access points are in addition to the 2 access points anticipated for The GRAND, located east of Mooney Street. The proposed access points do not align with the anticipated GRAND access points, which results in a total of 6 different locations of access on a single block. Staff has concerns regarding the number of sequencing access points on this section of Mooney Street. Staff recommends the applicant consolidates the number of hotel and garage access points and align with the existing access points on the east side of Mooney Street.

The parking garage is proposed to be accessed solely from Mooney Street. This is a condition that is seen in Block D of Bridge Park (garage accessed solely from Tuller Ridge Drive). However, given the access limitations and concerns raised by the Planning and Zoning Commission, the applicant should explore additional opportunities to provide access to the garage from Longshore Street.

Building Details

Office Building – NW Corner

The applicant is proposing a 6-story, ±91-foot tall office building at the intersection of Riverside Drive and Tuller Road. Aside from the parking garage, this is the shortest building in the development, and is the terminus building on the north end of Riverside Drive. This building includes first floor commercial, with the remainder of the stories occupied by office. This building was originally located at the southwest corner of the site, but has moved following recommendations by the Commission. Architectural inspiration is provided on the plans for each of the proposed buildings.

Hotel Building – SE Corner

The applicant is proposing an 8-story, ±111-foot / 94-foot (Longshore Street / Mooney Street) hotel building at the intersection of John Shields Parkway and Mooney Street. The hotel has first floor commercial along Longshore Street, with lobby area along Mooney Street. The current configuration provides a drop off area along Mooney Street, with parking located within the garage. Minimal changes have been made to this building following the previous Informal Review.

Residential Building – W Central

The applicant is proposing a 9-story, ±108-foot tall residential structure centrally on the west side of Longshore Street. The building would be the tallest along Riverside Drive between I-270 and W. Dublin-Granville Road, slightly taller than the AC Hotel (103' 8"). The building is conceptually depicted as a podium-style building, with the first floor as commercial, and the remainder of the stories providing residential units. The roof of the first floor along Riverside Drive provides an amenity deck including a pool overlooking the Scioto River to the west. This building was originally located in the northwest corner of the site, but was relocated away from the gateway location to move the residential further from I-270 and allow the office building to capture the corner.

Residential Building – SW Corner

The applicant is proposing an 8-story, ±99-foot tall residential structure located at the intersection of Riverside Drive and John Shields Parkway. At a basic massing scale, the building has some qualities that are consistent with the taller residential building, including balconies, an amenity deck along Riverside Drive, and a narrower mass above the first floor commercial. The applicant is proposing a building connector between both residential buildings to provide garage access to both residential buildings. The connector starts at the third floor, and is the width of the upper stories of each building.

Parking Garage – NE Corner

The applicant is proposing a 5-story, ±74-foot / 54-foot (Longshore Street / Mooney Street) parking garage at the intersection of Tuller Road and Mooney Street. The garage is designed to provide 801 parking spaces, and is accessed solely from Mooney Street. The applicant is proposing commercial space on all elevations except Mooney Street.

Neighborhood Compatibility

Following the previous PZC meeting, the applicant made updates to the heights of the proposed buildings on the site. The following table provides the previous building heights, and the

proposed building heights, as measured from Riverside Drive and Longshore Street, when applicable.

Review Step	Proposed Building				
	W Residential	SW Residential	Office	Hotel	Parking Garage
Informal Review (2022)	±126 ft.	±119 ft.	±93 ft.	±112 ft.	±76 ft.
Concept Plan (2023)	±108 ft.	±99 ft.	±91 ft.	±111 ft.	±74 ft.

For reference, the heights of various buildings within Bridge Park are provided in the table below.

Bridge Park Building	Block	Height (in feet)
Building D2	D	83' 4"
Building D1	D	77' 0"
Building C2	C	88' 10"
Building B1	B	72' 5"
AC Hotel	A	103' 8"
Springhill Suites	F	76' 0"



The Commission expressed concern regarding the overall mass and scale of the development, pointing specifically to the height of the residential buildings. The updated plans include reductions in height to both the west residential (±18 ft.) and southwest residential (±20 ft.) buildings, which brings the scale of the development closer to the existing scale of Bridge Park to the south of the development. However, these would be the tallest buildings in the district, bookending the northern end of the Scioto River Neighborhood.

The overall massing of the development has improved since the initial submittal. The podium-style buildings create commercial spaces along the sidewalks, before stepping back as the

building gets taller. The upper stories of the buildings coordinate together to create a cohesive look for the development. However, the development is also required to fit within the context of the neighborhood and the surrounding developments. The applicant should continue to work with Staff to ensure the heights of the buildings are compatible with the intent and existing buildings of the Scioto River Neighborhood.

More details regarding the architectural character will be required to be provided with the Preliminary Development Plan stage and will further capture how the quality and compatibility of the proposed development interacts with the surrounding context. The site is a gateway into the Scioto River Neighborhood District and sets the tone for transitioning into and out of the Bridge Street District. The applicant should work with Staff to ensure unique, high quality architectural design and detailing is incorporated into the proposed development that complements the district.

Planning Staff is concerned with the proposed building connector between the residential buildings, as the size and depth of the addition reads as one large building rather than two separate buildings. This could be modified to reduce the height and depth to create more distinction between the two buildings, or be removed entirely. Planning Staff recommends that the applicant continue to explore opportunities to reduce the massing of the residential buildings to complement the existing character of the Scioto River Neighborhood.

Additionally, Planning is concerned with the flat north elevation of the parking garage. Tuller Road is a Principal Frontage Street and requires significant attention to detail as a front property line for the garage. Opportunities to improve this elevation of the garage include providing a single-story mass along the north elevation for a better pedestrian-oriented experience, or identifying additional commercial opportunities towards the intersection of Mooney Street and Tuller Road. Staff does acknowledge that the site has limitations given the significant slope in the northeast corner of the site. The applicant should identify additional opportunities to activate the north elevation of the garage along Tuller Road.

The height of the buildings, and all elements that contribute to the maximum requirements being exceeded, would be required to meet the criteria of a Waiver request in order to be approved at the Preliminary Development Plan stage. The criteria are:

- (a) The need for the waiver is caused by unique site conditions, the use of or conditions on the property or surrounding properties, or other circumstance outside the control of the owner/lessee, including easements and rights-of-way;
- (b) The waiver, if approved, will generally meet the spirit and intent of the Community Plan, BSD Special Area Plan, BSD Design Guidelines, other adopted city plans and policies, and all applicable requirements in §§ 153.057 through 153.066;
- (c) The waiver is not being requested solely to reduce cost or as a matter of general convenience;
- (d) The waiver, if approved, will ensure that the development is of equal or greater development quality with respect to design, material, and other similar development features than without the waiver;
- (e) The requested waiver is better addressed through the waiver rather than an amendment to the requirements of this chapter; and
- (f) The waiver does not have the effect of authorizing any use or open space type that is not otherwise permitted in that BSD district.

The applicant would be required to explain how each criteria is met, should the project continue to a Preliminary Development Plan.

Open Space

Open Space Quantity

The BSD Code prescribes open space quantities based on building use with a minimum of 200 square feet of open space for each residential dwelling unit and 50 square feet of commercial space required. The proposed development requires 40,075 square feet (\pm 0.92 acres) of open space, which includes 33,976 square feet (\pm 0.78 acres) for the 169 residential units and 3,920 square feet (\pm 0.09 acres) for the 191,650 square feet of commercial. The applicant is proposing 45,962 square feet (\pm 1.06 acres) of open space, surpassing the required quantity.

Open Space Location

The applicant has identified four open space locations on the site, including a \pm 0.67-acre open space located centrally on the site. The central open space is provided to meet the open space node requirement for the Scioto River Neighborhood Standards. This open space is described as a hillside landscape that provides accessible terraces of varying elevations for visitors to have a unique view and experience. The applicant has modified the programming of the open space in consideration of the Commission's previous comments. The open space features an open green area with a plaza flanking the north and south sides of the green adjacent to Longshore Street. The eastern half of the site proposes a more condensed terracing approach, which is provided to meet ADA requirements and take up the grade as the open space approaches Mooney Street. The applicant has also made updates to the garage and hotel to feature more commercial space fronting the open space, creating more cohesion between the open space and uses of the buildings.

Additionally, the applicant has expressed interest in coordinating with the Dublin Parks and Recreation department to investigate creative opportunities with the parking garage and potential urban park amenities. Specifics surrounding potential alternative utilization of the garage have not been identified.

Additional open spaces are provided throughout the site, consistent with the open space corridors created within Bridge Park.

Parking

The applicant is proposing 907 parking spaces throughout the development, where 896 parking spaces are required per the Code. This includes 801 parking spaces within the parking garage, and 106 parallel parking spaces along the street frontages. Planning Staff has concerns regarding the footprint of the parking garage due to the number of parking spaces required on the site. Planning Staff recommends the applicant identify opportunities to reduce the amount of parking spaces and size of the parking structure, which could include investigating shared parking opportunities throughout the Scioto River Neighborhood District.

Stormwater Management and Utilities

The applicant has not provided any stormwater management or utility information with the Concept Plan as it is not a required item at this stage in the process. As part of the Preliminary Development Plan, the applicant will need to work with Engineering on determining private

stormwater management facilities for the site and public stormwater management facilities for Mooney Street, as to ensure compliance with Code. The applicant will also need to work with Engineering on the extension of public utilities for Mooney Street.

4. Plan Review

Concept Plan

Criteria	Review
1. Consistent with the applicable policy guidance of the Community Plan, BSD Special Area Plan, and other applicable City plans and policies.	Criteria Met: The intent of the Scioto River Neighborhood is to create an active, walkable destination through integration of a vibrant mix of uses. The future land use of the site is Mixed Use Urban Core, which is intended to allow for the widest mixture of uses and the highest densities within the City. This development aligns with the intent of the district in providing a connected development with a wide variety of uses and building forms.
2. The Concept Plan conforms to the applicable requirements of the BSD Code.	Criteria Met: The development would require Waivers to many aspects of each building, including building height, story heights, and number of stories, should the project proceed to the Preliminary Development Plan stage. The applicant will be required to identify all Waivers necessary for the development in the future stages of the project.
3. Conforms to Lots and Blocks, Street Types, and Site Development Standards.	Criteria Met with Conditions: The addition of Longshore Street splits the existing block into 2 linear blocks, largely consistent with the blocks created in Bridge Park. Waivers would be required for both the perimeter and length of each block at the Preliminary Development Plan stage. Staff recommends that the applicant consolidates the number of hotel and garage access points and align with the existing access points on the east side of Mooney Street, subject to Staff approval. Additionally, Staff recommends the applicant explore additional opportunities to provide access to the garage from Longshore Street, subject to Staff approval.
4. The proposed land uses allow for appropriate integration into the community, consistent with the adopted plans align with Uses identified in the Code.	Criteria Met: The proposed uses for the site are permitted uses in the Scioto River Neighborhood, and align with the intent of the district.
5. The conceptual building is appropriately sited and	Criteria Met with Conditions: The development includes 5 separate buildings throughout the block. The overall massing

Criteria	Review
<p>scaled to create a cohesive development character, completes the surrounding environment, and conforms with the Building Types in the Code.</p>	<p>of the buildings have improved since the Informal Review, with the relocation of buildings and the reduction in height of the residential buildings. The applicant should continue to explore opportunities to reduce the massing of the buildings to complement the existing character of the Scioto River Neighborhood. Additionally, the applicant should continue to work with Staff to ensure the heights of the buildings are compatible with the intent and existing buildings of the Scioto River Neighborhood. The applicant should work with Staff to ensure unique, high quality architectural design and details is incorporated into the proposed development that complements the district. The applicant should also identify additional opportunities to activate the north elevation of the garage along Tuller Road.</p>
<p>6. The conceptual design of open spaces provides meaningful gathering spaces for the benefit of the development and community.</p>	<p>Criteria Met: The proposed open spaces are appropriately located on the site, and provide unique and meaningful spaces that tie the development together.</p>
<p>7. The Concept Plan allows for the connection and expansion of public or private infrastructure.</p>	<p>Criteria Met with Conditions: The development of the site includes the extension of Longshore Street from John Shields Parkway to Tuller Road. This connection was not originally anticipated in the Bridge Street Network map, so additional study is required to identify the final layout and location of the street. The applicant will be required to submit a Traffic Impact Study at a future time determined by Staff.</p>
<p>8. The development concept conforms with the Neighborhood Standards, as applicable.</p>	<p>Criteria Met with Conditions: The development largely conforms the intent of the Scioto River Neighborhood district. Planning Staff recommends the applicant identify opportunities to reduce the amount of parking spaces and size of the parking structure, which could include investigating shared parking opportunities throughout the Scioto River Neighborhood District. Additionally, the applicant should work with Staff to provide gateway details that align with the requirements of the Scioto River Neighborhood.</p>
<p>Recommendation</p>	

Planning Recommendation: Approval of the Concept Plan with conditions:

- 1) The applicant consolidate the number of hotel and garage access points and align with the existing access points on the east side of Mooney Street;
- 2) The applicant explore additional opportunities to provide access to the garage from Longshore Street;
- 3) The applicant continue to explore opportunities to reduce the massing of the buildings to complement the existing character of the Scioto River Neighborhood;
- 4) The applicant identify opportunities to reduce the amount of parking spaces and size of the parking structure, which could include investigating shared parking opportunities throughout the Scioto River Neighborhood District.;
- 5) The applicant work with Staff to provide additional design details with subsequent applications to provide unique gateway designs at the key intersections that align with the requirements of the Scioto River Neighborhood;
- 6) The applicant submit a Traffic Impact Study at a future time determined by Staff;
- 7) The applicant continue to work with Staff to ensure the heights of the buildings are compatible with the intent and existing buildings of the Scioto River Neighborhood, subject to Staff approval;
- 8) The applicant work with Staff to ensure unique, high quality architectural design and details are incorporated within the proposed development that complements the district; and,
- 9) The applicant identify additional opportunities to activate the north elevation of the garage along Tuller Road.