



PLANNING REPORT

Planning & Zoning Commission

Thursday, July 20, 2023

DUBLIN VILLAGE APARTMENTS 23-049CP

www.dublinohiousa.gov/dev/pzc/23-049

Case Summary

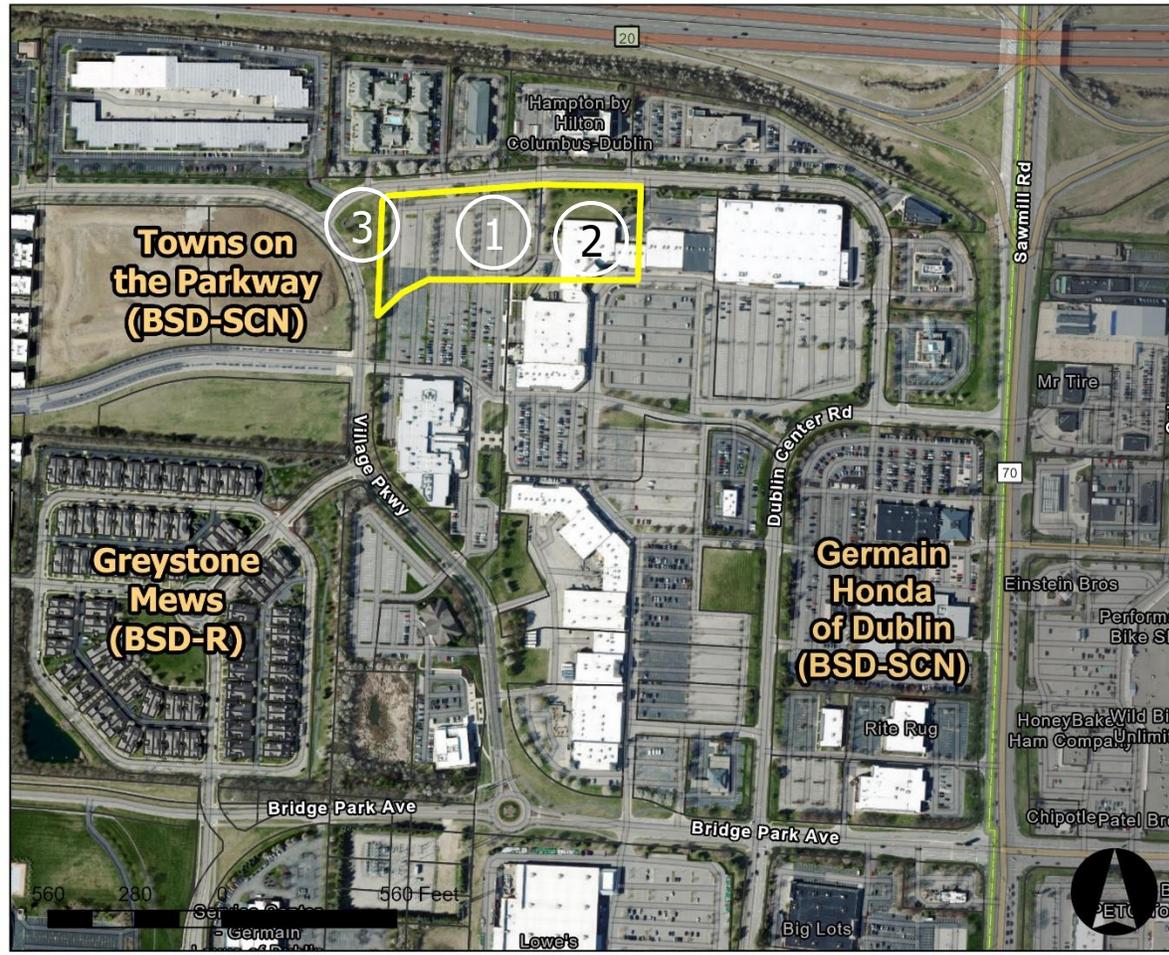
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| Proposal | Redevelopment of an existing 6-acre parking lot and portion of a strip center site and construction of two new four-story podium apartment buildings with 284 multi-family units and 360 parking spaces. |
| Request | Review and approval of a Concept Plan under the provisions of Code §153.066. |
| Zoning | BSD-SCN, Bridge Street District – Sawmill Center Neighborhood |
| Planning Recommendation | Approval of the Concept Plan with conditions. |
| Next Steps | With Concept Plan approval, the applicant may proceed to the Preliminary Development Plan (PDP) application. |
| Applicants | Severen Stavroff and Kevin McCauley, Stavroff Land Development |
| Case Manager | Sarah Tresouthick Holt, AICP, ASLA, Senior Planner (614) 410-4662 sholt@dublin.oh.us |

Site Location Map

23-049CP |
 DUBLIN VILLAGE REDEVELOPMENT



- Site Features**
- 1 AEP Easement Line
 - 2 Buildings to be Demolished
 - 3 New Intersection



1. Overview

Site Background

The ±6-acre site is located southeast of Village Parkway and Tuller Road and is within Dublin Village, an approximately 400,000-SF commercial and retail center, developed in the late 1980s, south of Interstate 270 and west of Sawmill Road. Dublin Village (then Dublin Village Center) was approved by Planning and Zoning Commission (PZC) in 1987 as a Corridor Development District application. The site encompasses multiple surface parking lots which support adjacent large-format commercial tenant spaces including the AMC Theater. A north-south AEP high voltage, over-head electric line easement (60-foot wide) bisects the site.

Bridge Street District

In 2009 Dublin started to reimagine the Bridge Street corridor. The multi-year planning process, which engaged stakeholders and the community, envisioned a vibrant and walkable City-center 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). City Council approved the BSD area rezoning in early 2012.

The BSD Code establishes Neighborhood Districts which focus on the location and character of buildings, streets, and open spaces in order to fulfill the objectives of the BSD Special Area Plan within the Community Plan. The BSD Code also provides a hierarchy of streets within a gridded network; the Street Network Map is part of the Thoroughfare Plan for the area. This site is zoned BSD-SCN, Sawmill Center Neighborhood District.

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 foundation for future development steps by outlining the character of a 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)

When a development agreement is sought, Concept Plan approval is required by City Council. Steps 2 and 3 may be combined at the determination of the Planning Director or PZC.

2. Case History

December 2022 – PZC Concept Plan Review

One corridor building oriented north-south on a portion of this project site was presented. Staff recommended disapproval, and the Commission concurred unanimously. Comments are summarized below.

- 1) Land Use
Commission supported apartments and commercial spaces.

- 2) Street Network and Circulation
Commission noted that proposal was largely dictated by parking arrangements with AMC Theater. Access was shown on Principal Frontage Street, which is not permitted.
- 3) Parking
Parking adequacy questioned, especially relative to the theater use.
- 4) Building Heights
Commission noted that loft units exceed permitted floor heights and structure essentially functioned as a seven-story building.
- 5) Massing, Architecture, and Character
Commission commended the architecture, but was concerned with height and scale.
- 6) Open Space
Commission uncomfortable with promise of undefined, future, off-site open space. Public utility easement does not equate to open space because of eminent domain implications. Proposed pedestrian path through building not adequate.
- 7) General Site Layout, Framework, and Phasing
Commission reiterated desire for framework plan/vision for all of Dublin Village.

May 2022 – PZC Informal Review

Two podium apartment buildings oriented north-south on a portion of this project site were presented. The Commission reviewed the proposal and provided non-binding feedback. A summary of the feedback is below.

- 1) Land Use
Commission supported apartments and townhomes as primary use; encouraged the applicant to further activate the ground-floors especially on Village Parkway/Principal Frontage Streets.
- 2) Street Network and Circulation
Commission commended applicant for valuing east-west streets but the development should also solve the north-south street requirements. Commission supported creation of two blocks; emphasized the need to improve walkability of proposal.
- 3) Parking
Commission supported structured parking, expressed concern that three sides of each building shows a two-story parking garage. Commission concerned about shared parking operations. Commission supported underground parking generally.
- 4) Building Heights
Commission open to higher building heights but referenced importance of neighborhood context, citing concern with proposed 6-7 stories adjacent to 3-story and one-story buildings.
- 5) Massing, Architecture, and Character
Commission noted intent of the SND is to be distinct from the Scioto River Neighborhood District and Bridge Park; building scale and edge transition are important factors.
- 6) Open Space
Commission resolute that open space requirements, including quantity and quality were

met; open space to be connected with BSD's and City's system of open space. Commission stated they might support central open space within the greater Dublin Village development if framework plan was provided. Commission not supportive of a fee-in-lieu for open space.

7) General Site Layout, Framework, and Phasing

Commission wanted to see framework plan/vision for all of Dublin Village. Eclectic redevelopment would be good if with a larger plan.

3. Interim Land Use Principles

As Envision Dublin, the City's new Community Plan, is developed, City Council has adopted Interim Land Use Principles to guide development during this transition. The following principles apply to this request:

1. Think Comprehensively. Plan for the Big Picture. *This project addresses the BSD vision and provides appropriate land use patterns, activity nodes, open spaces, and connectivity at the Concept Plan level. The attached Master Plan for the larger Dublin Village development is for reference only, and indicates how this site might fit within the larger context of future development, as previously requested by PZC.*
2. Start with the Public Realm. *This proposal includes public spaces in a variety of locations. Private open space is also provided, visible from the public realm.*
3. Provide a Variety of Housing and Neighborhood Choices. *The proposal would provide an urban type of apartment living that could appeal to a variety of residents. The development is appropriately scaled for the neighborhood and brings the SCN toward its future vision.*
4. Focus Growth. *This is a redevelopment project that changes a surface parking lot and a portion of a commercial strip center into new housing options.*
5. Create a Connected Transportation Network. *The proposal realizes intersection improvements at Tuller Road and Village Parkway, which in turn, support the proposed I-270 bridge crossing on Emerald Parkway. The proposal includes the provision of the required street connections to fulfill the gridded street network within the Bridge Street District. Proposed streetscapes will match Bridge Street District design.*
6. Encourage Walkability. *The project provides pedestrian and bike routes into the SCN as envisioned, but not yet realized.*
7. Be Distinctly Dublin. *This project preserves the BSD identity and character with anticipated high quality design and landscape.*

4. Proposal

Summary

The applicant is proposing two buildings comprised entirely of multi-family units and accessory resident amenity uses: multi-family is a permitted use in BSD – SCN. The applicant proposes the redevelopment of a portion of an existing surface parking lot and strip center at the southeast corner of Village Parkway and Tuller Road. The Phase One/west building is a Podium Apartment of ±125 units; Phase Two/east is an Apartment building with ±160 units. Approximately 360 parking spaces are shown below the buildings. The development would facilitate the realignment of the Village Parkway/Tuller Road intersection, the extension of McCune Avenue, and the creation of two north-south public streets. The applicant indicates that the two phases may be constructed together, depending on market conditions.



Concept Plan proposal

Lots and Blocks

The Code provides standards for maximum block sizes with the intent that block configurations encourage and support the principles of walkable urbanism. The maximum block size within BSD-SCN, per Table 153.060A, is 500-feet in length and 1,750-feet in perimeter. The proposal meets both criteria.

To further encourage walkability, Table 153.060B provides options for mid-block crossings for blocks exceeding 400 feet in length. The west block is less than 400 feet; however, one side of the east block is slightly over, at 402 feet. A Waiver would be required, which staff could support, based on the minimal difference in the block length. This would be most appropriate to review at PDP as the project is more finalized.

Front Property Lines

Staff, our consultant, and the applicant have worked together to determine that Front Property Lines (FPL) are most appropriately located on Village Parkway, McCune Avenue, and Street B. Village Parkway and Street B are logical choices to “bookend” this development, while also mirroring the Village Parkway FPL determination for Towns on the Parkway. The McCune Avenue extension as a FPL is consistent with this determination through Towns on the Parkway, and is an important east/west corridor in the SCN. Tuller Road was considered; however, the existing development to the north is not currently walkable and will not have the character envisioned for the SCN; it is on the edge of this ownership and attached Master Plan rather than a focal interior; and BSD inherently ensures that four-sided architecture will occur. The Commission’s opinion on this approach is requested.

FPLs prohibit vehicular access, require a minimum of 75 percent building façade within the Required Building Zone (RBZ) for the proposed building types, and are the required location for principal pedestrian entrances. At this early stage, vehicular and pedestrian access points meet

these criteria; however, the FPL coverage is currently lacking, the applicant is aware of this, and it can be appropriately addressed at PDP.

Sawmill Center Neighborhood Development Standards

Figure 153.063A of the Code illustrates a vision for the SCN, including gateways, shopping corridors, and open space and open space nodes. This particular site has none of these required features within, or adjacent, to it.

Streets Network

The Street Network Map shows the general location and spacing of future streets and creates the framework for future BSD development. The applicant is proposing the anticipated revised intersection at Tuller Road and Village Parkway, extending McCune Avenue from the east. Street right-of-way will be 60 feet, allowing for parking on two sides, trees, and sidewalks, as required by the Street Network Map.

The proposed north-south street connections (Streets A and B) are proposed to include parallel parking. At this time, these streets are proposed to have a 50-foot right-of-way, with sidewalks, planting areas, and parking. All streets and streetscape features shall be consistent with BSD Streetscape Character Guidelines; this will be analyzed at PDP, and it has been discussed with the applicant.

Proposed parking is shown with access off Tuller Road; this is permitted by the Code on Neighborhood Streets, which Tuller Road is in this location. Each garage has one access point, and based on the number of parking spaces, this is also permissible. The Phase One access point will need to be moved farther east, away from the new intersection; this has been discussed with the applicant. Trash access is indicated separately off of Roads A and B to prevent conflicts with service and odors.

Parking

The applicant is proposing to redevelop 343 parking spaces, which provides parking for the Dublin Village commercial tenants. The applicant states there are no specific rights to park in this location and that the total parking for the existing center is more than sufficient. This will be evaluated numerically at PDP. Each new building would be supported by below-grade parking. On-street parking is also shown on McCune Avenue and Streets A and B.

The applicant is proposing 284 multi-family units (179 1-bedroom, 105 2-bedroom). Parking requirements are shown in the table below.

Parking Table

| <i>Use</i> | <i>Units</i> | <i>Minimum</i> | <i>Required</i> | <i>Maximum</i> | <i>Provided Garage</i> | <i>Provided On-Street</i> |
|-----------------|--------------|----------------|-------------------|----------------|------------------------|---------------------------|
| Phase I | | | | | | |
| MF 1-Bedroom | 78 | 1/bedroom | 78 | 156 | | |
| MF 2-Bedroom | 46 | 1.5/bedroom | 69 | 138 | 133 | 20 |
| Phase II | | | | | | |
| MF 1 Bedroom | 101 | 1/bedroom | 101 | 202 | | |
| MF 2 Bedroom | 59 | 1.5/bedroom | 89 | 178 | 175 | 32 |
| Total | | | 337 | 674 | | 52 |
| Proposed | | | 360 spaces | | 308 | 52 |

Building Type and Architecture

Building Type

The project shows Phase One as a Podium Apartment building and Phase Two as an Apartment building. This approach allows the buildings and parking to take advantage of the sloping site. Within each BSD zoning district, the Code provides standards for permitted building types and permitted adjacencies, per Tables 153.062A and 153.062B respectively. This ensures appropriate building scale and character transition relative to neighborhood context. Both building types are permitted adjacent to single-family attached (Towns on the Parkway) across Village Parkway from this project.

Existing buildings to the north across Tuller Road, and to the east and south of the project are non-BSD building types. Although the existing buildings may be most similar to the Commercial Center building type, only the required reviewing body may make this determination upon finding that the buildings are “substantially similar in form and design” to this or any other BSD building type. The Commercial Center building type is permitted in the SCN, but only along the Sawmill Road frontage and the north side of Bridge Park Avenue between Sawmill and the roundabout. Therefore, there is no building adjacency prohibition between the existing buildings and the proposed buildings.

Street frontage and buildable area requirements are the same for Apartment Buildings and Podium Apartment Buildings. These criteria are met at this stage. Parking access locations are the same; however, Podium Apartment Buildings require a Conditional Use approval, most appropriate at PDP. The applicant has been made aware of this requirement, and with proper screening (both architectural and landscape), staff could support the CU. Based on the length of the buildings, mid-building Pedestrianways are required for each building type, and staff has requested that these be more centrally located, visible from the McCune-facing amenity decks, and supported by specific architecture and landscape features. The applicant has acknowledged the request, and staff is satisfied at this early stage.

Building Height

The Phase One Podium Apartment building may be between 3 and 4.5 stories tall; this requirement has been met. Responding to the change in grade across the site, the Phase One building is four-stories on the west side and four and one half stories on the east side.

The Phase Two Apartment Building may be between 2 and 4.5 stories tall; this requirement is also met, being four-stories on all sides.

Each building type’s permitted ground story height is 10 feet to 14 feet. Each building shows floor heights of 10 feet, 8 inches, meeting this requirement.

Architecture

Each building is a rough “C” shape, with activity spaces along McCune Avenue and Street A. Access to amenity decks are proposed along the south/McCune Avenue frontage. The remaining façades are dwelling unit frontages, some with stoop access to the adjacent green space. Vertical and horizontal elements in brick, glass, and metal provide interest, and residential balconies are also present in select areas. Each building corner is emphasized with a slightly taller and wider tower. Roofs are shown as flat, often with deep overhangs. Some roof tops have outdoor amenity spaces facing McCune Avenue, as shown on the imagery sheet.

For the Podium Apartment Building, the street façade transparency is required to be 90 percent opaque at the podium, with a minimum of 20 percent transparency otherwise. Blank wall

limitations apply. For non-street façades, the same criteria apply. These will be addressed in detail at PDP and are sufficient for Concept Plan.

Apartment Buildings require a minimum street façade transparency of 20 percent, along with blank wall limitations. For non-street façades, transparency is required to be a minimum of 15 percent, also with blank wall limitations. The number of entrances required is one per 75 feet of façade minimum. These will all be further examined at PDP and are currently sufficient.

The same façade divisions apply for each building type. Vertical increments of no greater than 40 feet are required. The horizontal façade divisions are required of buildings taller than three stories and within three feet of the top of the ground story. A change in roof plane or type is required every eighty feet. These will be calculated at PDP. Inspirational images indicate compliance at this early level of review.

Building Materials

At this early stage of the process, the primary façade materials for both buildings are modern applications of brick, glass, and metal, aligning with expectations. Brick should be full-depth.

Open Space

The intent of open space requirements is to ensure a variety of functional, well-designed spaces carefully distributed throughout the BSD, located and planned to enhance the quality of life for residents, businesses, and visitors. Final design of open spaces are not approved at the Concept Plan; however, inspirational images are presented to discern the general approach and appearance of potential spaces.

The Code requires 200-SF for each residential dwelling unit, thus 57,000 square feet of open space is required. In addition to the required quantity, the Code also provides character requirements for open space size, dimensions, and allowable impervious surfaces. Open space not meeting the Open Space Type Requirements are not counted toward a quantity requirement unless the Commission finds a justification for such a deviation.

The applicant provided conceptual sketches and imagery for open spaces. The examples highlight linear spaces primarily featuring walks and private stoops for the perimeter conditions. Inspirational images for the private amenity decks include seating, pools, fountains, fire pits, and combinations of paving and lawn.

A large portion of the open space is shown as the AEP easement, where the Commission has previously stated that that area may not count toward open space because this land owner does not have singular control of it. Staff has suggested the applicant push both buildings to the north within the RBZ, while pulling the Phase Two building west from the AEP easement. This would allow vertical elements not allowed in the easement to be added both east and west of the easement, visually bridging the easement gap. This would functionally and visually link the activity zones of each building across the easement and Street A, with perhaps an at-grade/sub-grade feature within the easement (see image 23 of submittal page 14). The AEP easement is a spine that runs north-south through the Master Plan project area, and it will be important to maximize its value and character going forward. Other AEP easements within the City include fountains, seating, trails, and other at-grade improvements. At the north end of the easement on this property, there should be a feature to allow this spine to terminate intentionally. These concepts have all been presented to the applicant, and they have stated that this is not possible due to the configuration of the floor plans. They state that there is approximately ten feet of room between the easement and the Phase Two building that could be used for vertical elements.

Staff remains concerned that this is not enough room for street trees or vertical architectural elements that would truly anchor the easement space.

Many of the open spaces around the proposed buildings include standard sidewalks and private access for apartments. These spaces are usually considered as part of site circulation and were previously not supported as meeting the intent of open space requirements. Additionally, the orientation of many of these spaces exceeds the 3:1 length-to-depth ratio per Section 153.064(G)(1)(b). Staff recommends bringing portions of the building forward, creating pocket parks or plazas nested within the building and adjacent to the sidewalk. This will need to be addressed at future steps and has been brought to the applicant’s attention.

The required Pedestrianway access points on the north façades should be made more obvious and intentional at PDP, perhaps including, but not limited to, building indentations or overhangs and a specific pocket plaza landscape, perhaps part of the above-mentioned approach. From the south, the Pedestrianways should be visible from the amenity deck entry, visually emphasizing the ability to walk through the building. All of this has also been shared with the applicant; total square footage of open space calculations have not been provided at this point.

The applicant is proposing two private amenity deck (±6,970 SF for Phase I and ±12,630 SF for Phase II), located on the first level of each building. The amenity deck is not proposed to fulfill open space requirements; however, staff and the consultant have requested a public-facing, south aspect to each deck, with a delineation between private and public spaces. This might include public plazas at street level, with stairs/ramps/planters/art being the transition to private spaces.

5. Plan Review

| Concept Plan Review | |
|---|---|
| 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 proposal is consistent with the Community Plan, the BSD Plan and Code, and applicable plans and policies. |
| 2. The Concept Plan conforms to the applicable requirements of the BSD Code. | Criteria Met: Many details need to be addressed going forward; however, this Concept Plan is largely in compliance with the Code. At PDP, Waivers or Deviations may be considered based on the overall design and the resulting benefits of those Waivers and Deviations. |
| 3. Conforms to Lots and Blocks, Street Types, and Site Development Standards. | Criteria Met: This plan conforms to Lots, Street Types, and most Site Development Standards. Phase Two is slightly longer than the 400-foot block length; however, that may well change at PDP. Open space ratios exceed 3:1 in most areas; this will need to be addressed at PDP. Front Property Line |

Concept Plan Review

| Criteria | Review |
|---|--|
| | requirements are not met in a number of areas; however, this may be due to the sketch quality of the drawings, which are appropriate for this stage of review. Waivers may be appropriate along the AEP easement, based on a superior, integrated design. |
| 4. The proposed land uses allow for appropriate integration into the community, consistent with the adopted plans and align with Uses identified in the Code. | Criteria Met: Residential multi-family are permitted uses within BSD – Sawmill Center Neighborhood. |
| 5. The conceptual building is appropriately sited and scaled to create a cohesive development character, completes the surrounding environment, and conforms with the Building Types in the Code. | Criteria Met: The buildings could be moved farther north, pending the outcome of utility investigations along Tuller Road, which will occur at PDP. The Phase Two building should be moved slightly away from the AEP easement in order to ensure that adequate and well-designed open space is integrated into the limitations of the easement. The applicant would like to do this. The building types are appropriate relative to the surrounding environment and conform to the Code. |
| 6. The conceptual design of open spaces provides meaningful gathering spaces for the benefit of the development and community. | Criteria Not Met: This important issue still needs some refinement; however, the applicant has indicated that he is willing to do this. A variety of spaces, meeting the 3:1 ratio requirement, shall be provided. Maximizing the use of the AEP easement needs to be demonstrated, including some terminal feature at the north end. |
| 7. The Concept Plan allows for the connection and expansion of public or private infrastructure. | Criteria Met: The applicant will need to provide stormwater and utility information at the PDP in compliance with Chapter 53 of the Code. Stormwater shall be underground detention, and both quality and quantity shall be addressed. |
| 8. The development concept conforms with the Neighborhood Standards, as applicable. | Criteria Met: At this stage, the development conforms with the Neighborhood Standards. A variety of open spaces are envisioned, including greenways, which is ideal for the AEP easement. How that is implemented will be an important next step. |

Recommendations

Staff recommends **approval** of the Concept Plan with conditions:

- 1) For future applications, McCune Avenue, Village Parkway, and Street B are accepted as Front Property Lines.
- 2) All streets and streetscape features shall be consistent with BSD Streetscape Character Guidelines, to be analyzed at PDP.
- 3) The garage access for the Phase One building shall shift to the east, approximately mid-building, at PDP so as to avoid conflict with the new intersection alignment at Village Parkway and Tuller Road.
- 4) The applicant shall continue to work with staff to ensure all practicable Building Type requirements per the BSD Code are met at PDP, including but not limited to Front Property Line Coverage.
- 5) A mid-block crossing Waiver shall be necessary for Phase Two at PDP, if this building is over 400 feet long at that time.
- 6) Based on the length of the buildings, mid-building Pedestrianways are required for each building type and should be more centrally located, visible from the McCune-facing amenity decks, and emphasized with both architectural and landscape features at PDP.
- 7) The applicant shall continue to work with staff to ensure that Open Space requirements are met at PDP, including, but not limited to, the 3:1 ratio requirement and vertical elements adjacent to the AEP easement.