

# **PLANNING REPORT**

# **Planning & Zoning Commission**

Thursday, July 18, 2024

# MONTEREY DRIVE 24-086CP

https://dublinohiousa.gov/pzc/24-086/

<b>Case Summary</b>	
Address	191 & 201 W. Bridge Street and PIDs: 273-000205, 273-000207, 273-000209, 273-000210, 273-000211, 273-000212, 273-000213, 273-000214, 273-000215, 273-000216, 273-000217
Proposal	Mixed-use development consisting of approximately 19,400 square feet of commercial space, 53 attached single-family units, and associated site improvements. The 6.86-acre site is located on both sides of Monterey Drive, south of the intersection with W. Bridge Street.
Request	Review and recommendation to City Council of approval of a Concept Plan under the provisions of Zoning Code Section 153.066.
Zoning	BSD-HTN: Bridge Street District – Historic Transition Neighborhood
Planning Recommendation	Approval of the Concept Plan with conditions
Next Steps	Review and approval of the Concept Plan by City Council as it is associated with a development agreement.
Applicant	Crawford Hoying City of Dublin
Case Manager	Bassem Bitar, Deputy Director of Planning (614) 410-4635 <a href="mailto:bbitar@dublin.oh.us">bbitar@dublin.oh.us</a>

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### **Site Location Map**

# 24-086CP | Monterey Drive



#### **Site Features**

- 1 Shell Gas Station
- 2 City-Owned Parcel
- Proposed Cemetery Expansion





# 1. Background

#### **Site Summary**

The 6.86-acre site consists of 13 parcels along both sides of Monterey Drive, south of its intersection with W. Bridge Street. The individual parcels are owned by Dublin Development LLC, except the parcel at the southeast corner of W. Bridge Street and Monterey Drive, which the City of Dublin owns. A Shell gas station and convenience store currently occupy the two parcels at the southwest corner of the intersection. The rest of the site is vacant, with the previous gas station located on the City-owned parcels and the previous duplexes located on the southern parcels demolished in recent years. Several stands of mature trees are located on the site, especially along the west and south property lines and across the rear of the parcels that front on W. Bridge Street.

The Dublin Cemetery borders the site to the east and extends along a portion of the south property line. Monterey Park is located to the south of the site, west of Monterey Drive. To the west of the site are a Marathon gas station, a home goods store, and a single-family residence, all fronting Corbins Mill Drive. Sells Middle School is located across W. Bridge Street to the north.

#### **Case History**

December 2023

The Planning and Zoning Commission (PZC) reviewed and provided non-binding feedback on an informal proposal for a mixed-use development at the site (Case #23-127INF) that included:

- Two buildings along the W. Bridge Street frontage with a total of 20,000 square feet of commercial space on the ground floor, and two alternate upper floor options:
  - 1. One additional floor with a total of 20,000 square feet of office space, or
  - 2. Two additional floors with a total of 40 multi-family residential units.
- 40 single-family attached (townhome) units organized around two new east-west streets with rear alley garage access.
- Open space along the east property line, approximately one acre of which would be dedicated to the City for cemetery expansion in exchange for the City parcel along the W. Bridge Street frontage.
- Surface and on-street parking.

PZC members provided the following feedback:

- Support for upper floor residential uses in the buildings fronting on W. Bridge Street as a
  way to activate the street frontage and reduce the need for surface parking.
- General support for the development of single-family attached condominiums on the rest of the site as a transitional use between the existing single-family detached uses to the south and the busier Bridge Street corridor to the north.
- Need for improvements in the design, and possibly the massing, of the single-family attached structures over the character images that were provided.
- Support for the overall site layout.
- Need for further refinements of the traffic management details, open space location and design, and various other details.

#### 2012

The entire site was rezoned to BSD-HTN as part of the Bridge Street District Area-wide Rezoning, which was approved by City Council on April 9, 2012 (Ord 08-12).

#### 2006

A previous redevelopment proposal for the eight southern parcels included 42 residential units at a density of 9.61 du/acre and 1 acre of open space. The proposal was withdrawn following concerns raised by the adjacent residents, including traffic congestion, the density of the proposed development, and the height of the proposed buildings.

#### **Public Engagement**

The applicant has held several meetings with representatives of the Waterford Village and the Village at Corbins Mill neighborhoods. Feedback was generally positive, although residents noted the need to carefully consider the traffic impacts as well as the development's compatibility with their neighborhoods and the adjacent historic district.

#### **Process**

The BSD requires all new developments 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 project includes a development agreement with the City of Dublin (as this project does given the proposed land trade and public streetscape and utility improvements), the Concept Plan must be reviewed and approved by City Council. Accordingly, PZC's action at this step will be in the form or a recommendation to City Council.

#### 2. Plans and Policies

#### **Community Plan**

http://communityplan.dublinohiousa.gov/

The Community Plan is a key policy document adopted by City Council to guide decision-making for the future of Dublin's natural and built environments. The Community Plan includes Future Land Use recommendations, Special Area Plans, and the Thoroughfare Plan. Details that are contemplated within the Community Plan include the appropriate location, density and intensity of residential and commercial uses; the general alignment, character and connectivity of roadways; and the general recommendations for parks and open space.

The policies and recommendations established within the Community Plan, which is adopted by City Council, are implemented over time, typically through rezonings and subsequent construction of public improvements by either the City or a developer. Recommendations within the Community Plan are based on careful consideration of existing conditions, future development scenarios including potential impacts on infrastructure, roadway, and critically the

continued fiscal health of the City. Dublin's ability to maintain a high-quality of services and quality of life depends on a careful review of development proposals for conformance with the Community Plan.

#### Future Land Use Map

The Future Land Use (FLU) recommendation for this site is Mixed Use Village Center. This Future Land Use classification includes targeted areas near arterials or major collectors that are intended to provide daily retail, major grocers and other conveniences to serve the Dublin community within a 3 to 5-mile radius. Village Centers incorporate moderately-sized nodes of commercial activity with a target size of 125,000 square feet of gross leasable space. Integrated office uses are encouraged in a manner appropriate to the overall area. Mixed residential uses are encouraged and should be integrated to facilitate pedestrian activity and to provide support for commercial uses.

#### **Envision Dublin**

Envision Dublin, the City's new Community Plan, was approved by City Council on July 1, 2024 and will take effect on August 1, 2024. The plan includes updates to the future land uses, transportation, and special area plans. The subject site is still located within the boundaries of the Bridge Street District Special Area Plan, which envisions a vibrant and walkable center of the city, with a dynamic mix of land uses and housing organized around an urban street network. The Future Land Use designation under Envision Dublin is Mixed Use Village, which is intended to be a small-scale, pedestrian-oriented district developed with respect to historic building context and character. The principal uses include office, retail, commercial, civic buildings, and single-family residential. Supporting uses include multi-family residential. Building height ranges from 1-3 stories with massing and scale that is compatible with nearby historic structures.

#### **Neighborhood Standards**

The Bridge Street District (BSD) Code establishes Neighborhood Districts where special attention to location and character of buildings, streets, and open spaces is important to fulfill 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.

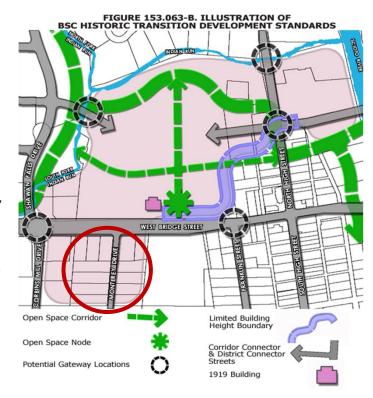
The site is zoned BSD-HTN, Historic Transition Neighborhood District. This district complements the HD Historic Core district by accommodating a variety of building types within a finer grained street and block network and uses consistent with that district. It accommodates uses similar to those in the HD Historic Core district. Development allows an extension of the walkable mixed use character of the HD Historic Core district on the larger parcels within this district. The district is subject to the specific neighborhood standards defined in the City Code. These

requirements establish open space patterns and location requirements for building types, provide additional residential opportunities, and extend the small scale commercial activities of the HD Historic Core district.

#### **Street Network, Lots, and Blocks**

The Code provides a hierarchy of requirements for establishing a gridded street network. The Street Network Map, part of the Thoroughfare Plan, identifies three families of streets: 1) Corridor Connectors, 2) District Connectors, and 3) Neighborhood Streets. Several streets are also listed as Principal Frontage Streets, which carry additional requirements.

The site currently has access via W. Bridge Street (a Corridor Connector/ Principal Frontage Street) and Monterey



Drive (a Neighborhood Street). Principal Frontage Streets (PFS) are designated to ensure a continuous, pedestrian-oriented block. Development along a PFS should include front-facing building facades, and limited conflicts between pedestrian and vehicular traffic.

# 3. Project

The applicant is proposing a mixed-use development consisting of approximately 19,400 square feet of commercial space, 53 attached single-family (townhome) condominium units, and associated site improvements on the 6.86-acre site. A 0.62-acre tract would be dedicated to the City for expansion of the Dublin Cemetery. The proposal is generally consistent with the Informal Review version with the following notable exceptions:

- Reduction in the height of the buildings at the W. Bridge Street frontage from 2-3 stories, to 1.5 stories (one occupied story), thus also eliminating the previously proposed office or multi-family residential uses on the upper floors.
- Reduction in the number of east-west streets from two to one (public) street.
- Increase in the number of single-family attached units from 40 to 53.
- Change in the proposed location of the cemetery expansion and public and private open spaces.

#### **Uses**

As noted above, the BSD-HTN district permits a variety of uses that are complementary to the adjacent historic district. These include both the commercial uses (retail/eating and drinking) proposed along the W. Bridge Street frontage and the townhomes proposed to the south.

#### **Site Layout**

The northern portion of the site is proposed to be developed with a total of four commercial buildings fronting along W. Bridge Street (two on each side of Monterey Drive). The total building area would be 19,416 square feet, which would be supplemented by 2,960 square feet of patio space. A total of 145 surface parking spaces would be located to the rear of the buildings with vehicular access gained through curb cuts along Monterey Drive. Pedestrian access from the parking lots to the front of the buildings would be provided through covered pedestrianways (breezeways) between the buildings.



The applicant is proposing to use the Historic Mixed Use building type. The buildings would be located within the front Required Building Zone (RBZ) associated with that building type, except for the northeast corner of Building D due to a slant in the right-of-way line in that location. Staff is supportive of a waiver given the consistent alignment of the building relative to W. Bridge Street. The buildings appear to meet the minimum front property line coverage of 80%. However, they are outside the required corner side RBZ, which is proposed to be occupied by patios. A street wall or permitted open space type will be required to define that edge. A

street wall will also be required between the public sidewalks and the parking lots on both sides of Monterey Drive. These details as well as an evaluation of the number of parking spaces and bicycle parking will take place at the Preliminary Development Plan (PDP) stage when more information is available.

The southern portion of the site would be developed (by a separate builder) with 53 single-family attached units in ten buildings. Most would have frontage along Monterey Drive or a new east-west street. Two of the proposed buildings east of Monterey Drive (Buildings 7 and 8) would front on a private open space, while the southernmost building on the west side (Building 5) would front on a proposed public open space (Reserve 'A') serving as an expansion of Monterey Park.

The Single Family Attached building type requires frontage on a public street for all lots. However, the provisions allow one of every five principal buildings to front on a permitted Open Space Type or a courtyard with minimum width of 30 feet. The two easternmost buildings meet (but exhaust) that requirement. Accordingly, the placement of the southernmost building with no street frontage would require a Waiver, which staff supports given the proposed pedestrian access and the preservation of the existing tree line.

As noted in the table below, some of the proposed "block" dimensions would exceed the maximums applicable to the BSD-HTN district, especially on the east side of Monterey Drive where a private access drive is proposed. These would not technically meet the definition of

Block Dimensions							
	Side Length (ft.)						
	North	South	East	West	Allowable Length (ft.)	Perimeter (ft.)	Allowable Perimeter (ft.)
Block A	284	282	299	297	300	1162	1000
Block B	227	222	585	562	300	1596	1000
Block C	282	281	207	207	300	977	1000

block as no public streets are currently located along some of the edges. This is somewhat mitigated by the actual physical layout, which implies the intended character. However, Staff recommends that better interconnectedness between the residential and commercial portions of the site as well as its surroundings be explored at PDP. This, along with a more robust internal circulation system will also be needed to address concerns raised by the Washington Township Fire Department about emergency access to some of the buildings. In addition, some of the proposed residential units are located in close proximity to the property line (ex. western edge of Building 3) resulting in the loss of existing trees and minimal space for landscaped buffers. Eliminating some units might help address this concern and allow for better circulation.

#### **Access/Streetscape**

As noted above, the site would be accessed through Monterey Drive, which would be improved to include 22 on-street parking as well as pedestrian-oriented amenities.

A new east-west public street extending from Monterey Drive to the west property line would be constructed as part of the development and accommodate 10 on-street parking spaces. This is consistent with the BSD Special Area Plan recommendations, which include a Neighborhood Street eventually extending further west to Corbins Mill Drive.

The specific streetscape details and required right-of-way will need to be finalized in coordination with the City's Transportation and Mobility Department at PDP to ensure



BSD Special Area Plan

compliance with the intent of the Bridge Street District Streetscape Character Guidelines and the Envision Dublin Street Typologies. Since a traffic impact study was conducted as part of the rezoning to BSD, a new study is not required, but the intersection details will be carefully evaluated. The future connection to Corbins Mill Drive will help disperse traffic.

#### **Open Space**

The BSD code requires high quality public open space to serve as a community gathering amenity, with minimum area requirements based on use and Open Space Types based on each specific BSD district. The public open space is required to be located within 660 feet of building entrances and to front on a public street.

Commercial uses require one square foot of public open space per 50 square feet of building area, while residential uses require 200 square feet of open space per unit. Based on the proposed commercial square footage and number of residential units, a minimum of 388 square feet of open space is required for the commercial uses and 10,600 square feet for the residential uses, for a total of 10,988 square feet (0.25 acres).

The applicant is proposing to fulfill that requirement through the  $\pm 0.27$  acres of land proposed to be provided as an expansion of Monterey Park (Reserve 'A') as well as two small pocket plazas totaling  $\pm 0.2$  acres near the transition from commercial to residential uses. Two other open spaces are also proposed, although they would not count towards the public open space requirements: the cemetery expansion area ( $\pm 0.62$  acres), which would be located at the southeast corner of the site; and the aforementioned private courtyard ( $\pm 0.12$  acres).

While the size of Reserve 'A' meets the open space acreage requirements, it does not meet any of the Open Space Types permitted within the BSD-HTN district. The pocket plazas appear to meet the proximity requirements to the commercial buildings, but would likely be more meaningful if they were better integrated with those buildings (possibly as a consolidated corner plaza at the intersection of W. Bridge Street and Monterey Drive). Open spaces within the BSD-HTN district are intended to be organized as a series of interconnected nodes and corridors appropriate to the space and character of surrounding streets, buildings and uses along a continuous open space network weaving through and around the edges. Staff recommends that the applicant explore ways to provide such interconnected open space at PDP. It should be noted that frontage on a greenway with no intervening street is treated as street frontage. Even though the proposed expansion of Monterey Park would not meet the definition of a greenway, an interconnected open space system could further justify the lack of street frontage for the

southernmost building. Of additional note is that the development as proposed appears to exceed the maximum lot coverage of 80% in the commercial area and 75% in the residential section. Refinements will need to be made at PDP.

#### **Building Type and Architecture**

The commercial buildings are proposed to follow the Historic Mixed Use building type. The minimum height for this building height is 1.5 stories, and the maximum is 2.5 stories. As noted above, the applicant is proposing 1.5 story buildings. Given the character and scale of Bridge Street, staff recommends that taller elements be added to the design to further complement the majority of the historic structures along that roadway. Staff



also recommends additional refinements at PDP, such as further articulation of the pedestrianways and adjustments to the allocation of materials and colors to reflect the massing of nearby historic buildings. Additional details to verify compliance with the building type standards and the general building design standards in Sections 153.062(D) through 153.062(N), including roof pitches, transparency requirements, etc. will be examined at PDP.

The proposed 3-story townhome buildings fall under the Single Family Attached building type, which is permitted in the BSD-HTN district with a minimum height of 1.5 stories and a maximum of 4 stories. The images are provided for reference only at this time and will require significant modifications in design, materials, window arrangements, finished floor elevation and other details in order to meet the building design and material requirements for this building type as well as the general building design standards in Section 153.062(D) through 153.062(N). Further architectural variety is desirable to allow the units to read as individual townhomes. In addition, some of the buildings are located in a way that the back of the units is highly visible from the street or adjacent sites, which will also require mitigation. Eliminating some of the units might assist in addressing this concern as well as others pertaining to landscape buffers and circulation.







#### 4. 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.
- **Criterion met:** The proposal is consistent with the intent of the Mixed Use Village Center Future Land Use (FLU) as well as the BSD Historic Transition Neighborhood District. The general layout and mix of uses adhere to the envisioned characteristics.
- 2. The Concept Plan conforms to the applicable requirements of the BSD Code.
- Criterion met with conditions: Future Waivers from the street frontage and front RBZ requirements will be needed and are appropriate, while additional refinements of the plan at PDP will be necessary as noted in the recommended conditions of approval.
- Conforms to Lots and Blocks, Street Types, and Site Development Standards.
- **Criterion met with conditions:** The proposed development cannot meet the technical definition of "blocks" due to its setting, but the overall layout could meet the intent with some refinements as noted in the recommended conditions of approval.
- 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.
- **Criterion met:** The proposed land uses are consistent with the Mixed Use Village Center FLU and the BSD-HTN district.
- 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.
- **Criterion met with conditions:** The general site layout is appropriate, although various refinements to the siting of buildings, the scale of the commercial buildings, and the character and massing of the residential buildings will be needed at PDP as noted in the recommended conditions of approval.
- 6. The conceptual design of open spaces provides meaningful gathering spaces for the benefit of the development and community.
- **Criterion met with conditions:** The expansion of Monterey Park would offer benefit to the community, and the proposed private open space would be beneficial to the development. Additional refinements to the design and location of the proposed pocket plazas as well as consideration of a connected open space system will be needed at PDP as noted in the recommended conditions of approval.

Concept Plan Review						
Cr	iteria	Review				
7.	The Concept Plan allows for the connection and expansion of public or private infrastructure.	<b>Criterion met:</b> The plan allows for the implementation of the Bridge Street Corridor Streetscape as well as improvements to off-site public infrastructure. It also accommodates private on-site utilities.				
8.	The development concept conforms with the Neighborhood Standards, as applicable.	<b>Criterion Met:</b> The concept is consistent with the neighborhood standards of the BSD-HTN district.				

#### 5. Recommendation

**Planning Recommendation:** Recommendation to City Council of approval of the Concept Plan with the following conditions:

- 1. That taller elements and further refinements be incorporated into the design of the commercial buildings.
- 2. That the residential building design and materials be significantly enhanced to meet the applicable building type and general BSD building design standards, and to better address the site's context.
- 3. That the open space system be further refined to include highly usable and interconnected spaces.
- 4. That the circulation system throughout the site be further developed to address emergency access concerns and provide better integration between the commercial and residential uses.
- 5. That as many of the existing trees be preserved as possible, including the tree line along the west property line.
- 6. That the site design details, including lot coverage be refined to address the BSD code requirements as well as the site's unique setting.
- 7. That the public street right-of-way widths and the streetscape and intersection design details be finalized in coordination with the City's Transportation and Mobility Department.