

## PLANNING REPORT

# Planning and Zoning Commission

Thursday, January 9, 2025

## Bridge Park, Block Y 24-154CP

<http://www.dublinohiousa.gov/pzc/24-154>

### Case Summary

Address	PID: 273-012909 & 273-008269
Proposal	Request for review and recommendation of approval on the construction of a new mixed-use development.
Request	Review and recommendation of approval to City Council for a Concept Plan under the provisions of Zoning Code Section 153.066.
Zoning	BSD-Scioto River Neighborhood
Planning Recommendation	<u>Recommendation of Approval of the Concept Plan with Conditions</u>
Next Steps	Upon a recommendation of the Concept Plan, the application will be forwarded to City Council for a determination.
Applicant	Brian Peterson, Meyers Architects
Case Manager	Zachary C. Hounshell, Planner II (614) 410-4652 zhounshell@dublin.oh.us

### Community Planning and Development



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Site Location Map

24-154CP - Bridge Park, Block Y



Site Features

- 1 Existing Retention Basin
- 2 Existing Montgomery Inn Building
- 3 Significant grade change from Riverside Drive



## 1. Request and Process

### Key Takeaways

The following bullet points contain key information to consider for the proposed Concept Plan:

- Mixed-use buildings with hotel, multi-family residential, restaurant, event space, and office uses.
- The buildings located at the Riverside Drive roundabout vary in massing and height, with an 8-story condo tower and a 7-story hotel tower on top of a 3-story parking structure. Waivers will be needed for the proposed mixed-use building heights. The standalone office building located interior to the site is shown at 4 stories.

### Application Type

The Concept Plan is a required first step in the development process. Below are the key considerations for a Concept Plan:

- The proposed land uses are consistent with Envision Dublin, Bridge Street District (BSD) Special Area Plan, and BSD Code.
- The proposed block framework and street network are generally compatible with the adopted plans, leading to the creation of a walkable, urban place.
- The proposed development concept generally fulfills the intent of the BSD Special Area Plan.
- The proposed development concept creates a walkable, urban place.

### Process

1. **Concept Plan (PZC Recommendation)**
2. *Concept Plan w/ Development Agreement (CC Determination)*
3. *Preliminary Development Plan (PZC Determination)*
4. *Final Development Plan (PZC Determination)*

## 2. Background

### Site Summary

The 2.85-acre site is zoned BSD-SRN, Bridge Street District - Scioto River Neighborhood, located southeast of the roundabout at Riverside Drive and West Dublin-Granville Road. This site was rezoned by City Council in March 2022 from BSD-C, Commercial to BSD-SRN, Scioto River Neighborhood to align with the adopted Community Plan.

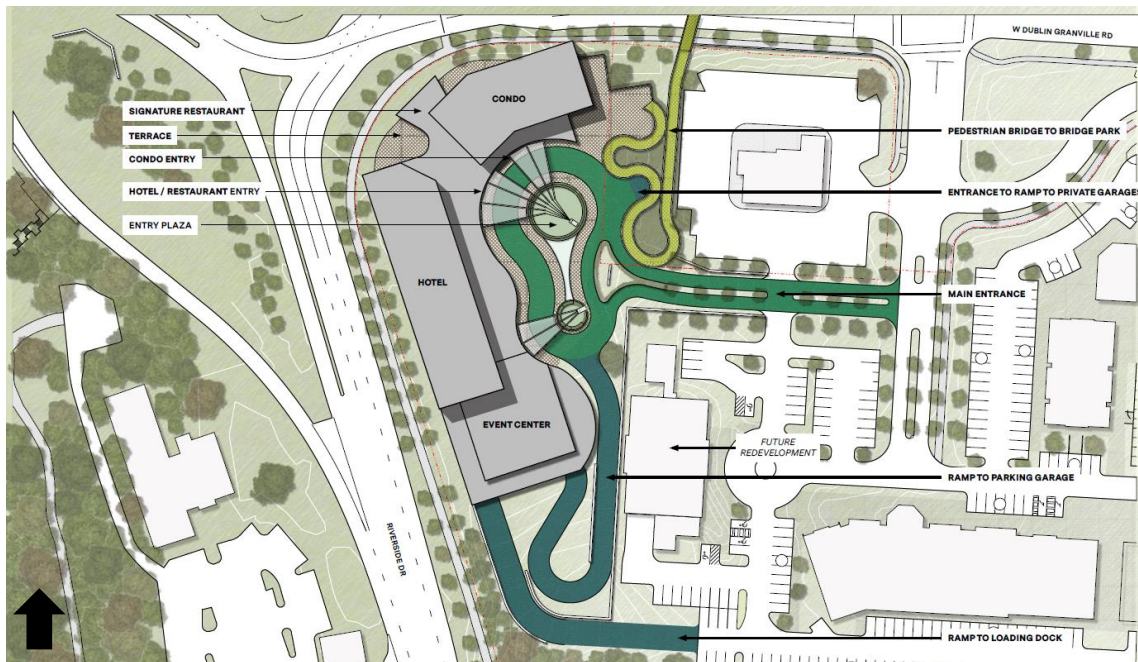
The northern half of the site, adjacent to the roundabout of Riverside Drive and W. Dublin-Granville Road, is vacant and minimally vegetated. The southern half includes a retention pond to manage stormwater for the Shoppes at River Ridge to the east. Significant grade change is present on the site, with the lowest portion of the site along Riverside Drive, and the highest portion along Dale Drive.

### Case History

#### *November 2022*

An informal application was reviewed by the Planning and Zoning Commission in 2022. The Commission provided the following feedback:

- The Commission supported the proposed uses and site layout (shown below).
- The Commission expressed concern with the massing and height of the development, stating additional concern about the development being disconnected from the larger district.
- The Commission expressed concern over pedestrian connectivity to and from the site along Riverside Drive and W. Dublin-Granville Road.
- The Commission encouraged the applicant to continue their neighborhood engagement throughout the development of the project.



### Neighborhood Engagement

Since the November 2022 PZC Informal Review application, the City and applicant have had multiple discussions with adjacent residents about the development. The most recent neighborhood engagement was in April 2023, when the applicant conducted a drone test to display the expected heights of buildings with residents and how the buildings could or could not be seen from their properties. Staff have discussed with neighbors to understand their concerns and speak about the application process.

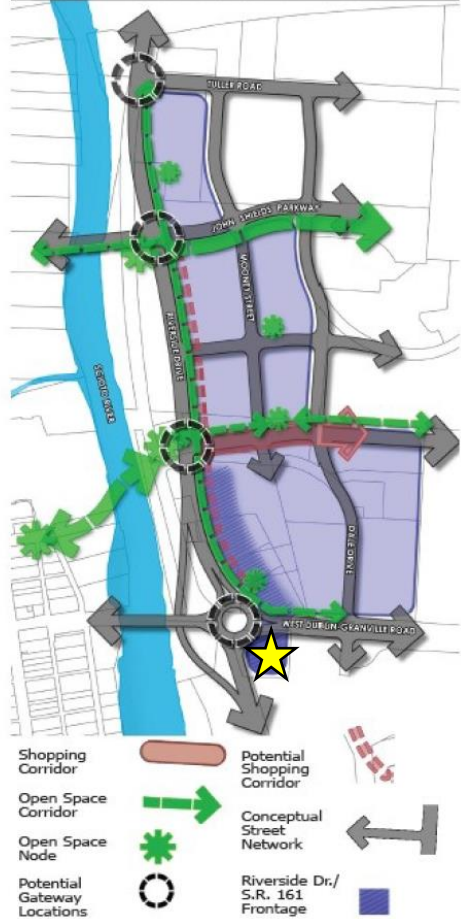
### 3. Bridge Street District Neighborhood Districts

The BSD Code establishes Neighborhood Districts where special attention to the 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 southwest corner of the neighborhood (shown with the yellow star). Although this site was not originally included in the Neighborhood District, the site is located where a potential gateway location is contemplated adjacent to the roundabout. Gateways are points of identification that provide a sense of arrival to the area. A gateway requirement can be achieved through open space, public art, or engaging architecture.

FIGURE 153.063-D. ILLUSTRATION OF SCIOTO RIVER DEVELOPMENT STANDARDS



#### 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 Multi-modal Thoroughfare Plan, identifies a family of three street types: Corridor Connectors, District Connectors, and Neighborhood Streets in this district. 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, both Riverside Drive and W. Dublin-Granville Road are designated as Corridor Connectors and PFS. Vehicular access is not permitted from PFS if a suitable alternative access location is available. The applicant is proposing a new access point to the east, connecting to the private portion of Dale Drive. Dale Drive is a future public street that is projected as a District Connector that connects to a westward extension of Stoneridge Lane. Stoneridge Lane is contemplated to intersect Riverside Drive in the SAP and Multi-modal

Thoroughfare Plan at or near the south end of the subject site. Although no additional public streets are currently proposed with the current concept plan, Staff would expect the development to establish Dale Drive as a public street to further comply with the street network map. The applicant should work with Staff to consider the conversion of Dale Drive from a private street to a public street.

The development does contemplate a right-out only private access point along W. Dublin-Granville Road. Per the Code, private access is not permitted directly onto a principal frontage street, unless the City Engineer determines that access from any other street is impractical. Based on a preliminary review, the access point would create challenges given the proximity to the roundabout, pedestrian crosswalks, and queuing for the existing right-turn lane. Significant improvements to the W. Dublin-Granville Road streetscape would be required by the developer to accommodate this request. Staff will continue to study whether the access point could be justified.

### East Bridge Street Corridor Visioning Study

East Bridge Street (S.R. 161 / W. Dublin-Granville Road) between Riverside Drive and Sawmill Road was improved to its current form in the late 1990s to support suburban-type development along the corridor, which was desirable then. Now, decades later, the corridor is primed for redevelopment as part of the more significant BSD initiatives. As the surrounding land use changes to a more urban type of development, it is appropriate to consider changes to East Bridge Street that would better support denser, more pedestrian-oriented land uses. Therefore, the city has studied East Bridge Street to imagine a more urban street typology consistent with the City's Bridge Street District vision.

The study began with data collection in early 2023 and continued with the creation of a redevelopment concept plan, street grid pattern, and traffic volume projections. Currently, the study team is evaluating alternative street sections and intersection layouts, and incorporating input received through the Envision Dublin Community Plan process. Elements evaluated for East Bridge Street include enhanced pedestrian mobility and multimodal options, including micro-mobility and bus rapid transit (BRT) service, as part of the LinkUS system. This study is anticipated to be completed later in 2025.

## 4. Proposal

The proposal includes two buildings: a mixed-use building consisting of restaurants, condominiums, an event center, and a hotel and an office building with ground-level retail. The development is currently proposed in a single phase. The proposal establishes the general outline for the development, with additional analysis of code requirements and details of materials to be provided with the subsequent applications.

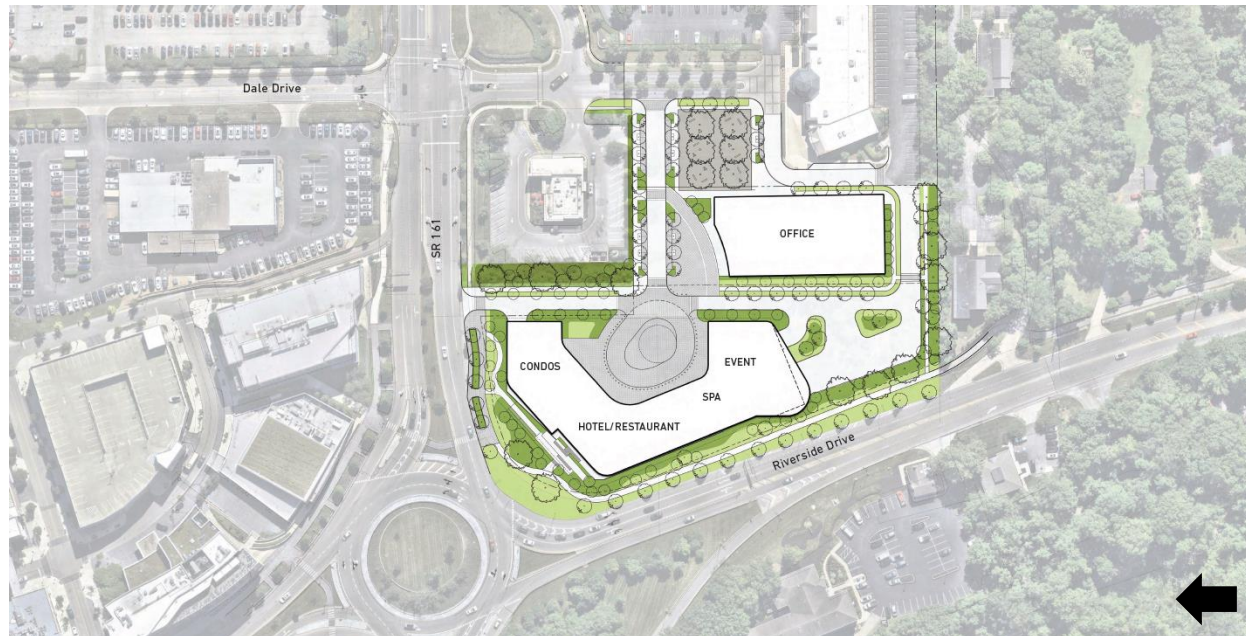
### Site Layout

The site's layout is generally similar to the informal review application in 2022, with the mixed-use building in the northwest corner of the site adjacent to the roundabout. The proposed office building is shown in the southeast corner of the development, replacing the existing commercial building on the site. A drop-off area is provided for the hotel and event space in the courtyard east of the mixed-use building. Drive aisles are located to the side and rear of the mixed-use

building and provide access to podium parking beneath the mixed-use building. Access to the garage and service areas are located on the northeast and southern sides of the building.

The site's development is required to meet the Scioto River Neighborhood requirements listed in the Code. Standards addressing walkable urbanism are required for sites within the BSD to create safe and comfortable pedestrian-oriented developments. The design standards include functional, well-designed open spaces to enhance residents', visitors', and businesses' quality of life. During the informal review, the Commission expressed concerns about the proposed development being disconnected from the larger area, creating a development 'island.' The Bridge Street District was designed based on the principles of 'Walkable Urbanism,' which guides the zoning requirements to base emphasis on quality architecture and urban design emphasizing aesthetics and human comfort, pedestrian-friendly design, and creation of engaging and convenient destinations within walking distance for visitors as well as ordinary activities in life. The applicant should continue to work with Staff to identify opportunities to integrate the development with the surrounding areas and align with the guiding principles of the Bridge Street District.

Additionally, a gateway feature at the northwest corner of the development will be required to be proposed. This can be accommodated by unique and engaging architecture, public art, or public open space. Given the prominent nature of this intersection of two Corridor Connector and PFS, creating a gateway feature is essential to creating visual interest and a sense of arrival to the Scioto River Neighborhood.



### Vehicular and Pedestrian Access

Vehicular access is primarily provided from Dale Drive to the east of the site. The applicant proposes an additional access point along W. Dublin-Granville Road to the northeast of the mixed-use building. This access point is expected to be a right-out only, prohibiting access from eastbound traffic on W. Dublin-Granville Road. Per the Code, access onto a principal frontage

street is not permitted unless determined otherwise by the City Engineer. Staff will continue to review the proposed access to determine whether it is appropriate for the site's development. The applicant should continue to work with Staff to develop the street network and determine the appropriateness of the access point along W. Dublin-Granville Road.

The development will also improve pedestrian circulation throughout the site and along Riverside Drive and W. Dublin-Granville Road. The applicant proposes shared-use paths along both frontages, with sidewalks internal to the site connecting to Dale Drive and the adjacent properties to the east. Staff is working through the East Bridge Street Corridor Vision Study to coordinate improvements to W. Dublin-Granville Road to encourage pedestrian activity. Similar emphasis should be placed on the Riverside Drive frontage. The applicant should continue to work with Staff to develop the design of both the W. Dublin-Granville Road and Riverside Drive streetscapes and how this will integrate with the proposed development.

### Open Space

The intent of the open space type requirements is to ensure a variety of functional, well-designed open spaces carefully distributed throughout the Bridge Street District, located and planned to enhance the quality of life for residents, businesses, and visitors. These requirements aim to ensure that individual open spaces complement adjacent land uses and contribute to creating a comprehensive, district-wide open space network. In addition, these regulations are intended to guide the design of each open space so that it properly responds to its unique location and the needs of the primary users. Open Space requirements within the Bridge Street District are dictated by the uses in the development. 1-square-foot of open space is required for every 50 square feet of commercial development, and 200 square feet of open space for each dwelling unit. For a mixed-use scenario, the requirements for open spaces are individually calculated. A detailed open space plan is not required at this stage in the process. However, the applicant has identified potential open space locations throughout the development. At the roundabout in the northwest corner of the site, the applicant proposes a public open space consisting of landscaping and terraces connecting to the shared-use paths. Additional open space is provided along Dale Drive, and the entry drive has a tree grove and plaza.

No analysis has been provided to determine the required amount of open space for the development or whether the proposed open spaces would align with the requirements. Subsequent applications will require this analysis. The applicant should continue to work with Staff to provide functional and well-designed open spaces throughout the development that align with the intent of the Code.

### Parking

The applicant proposes to service the entire development with an approximately 500-space podium parking structure below the mixed-use building. The site will not include any surface parking. Parking requirements are determined by the square footage of a specific use or the number of residential units in a development. Since this is the Concept Plan, no analysis has been provided. However, subsequent applications will require this analysis to determine if the site complies with the requirements or if a Parking Plan is needed.



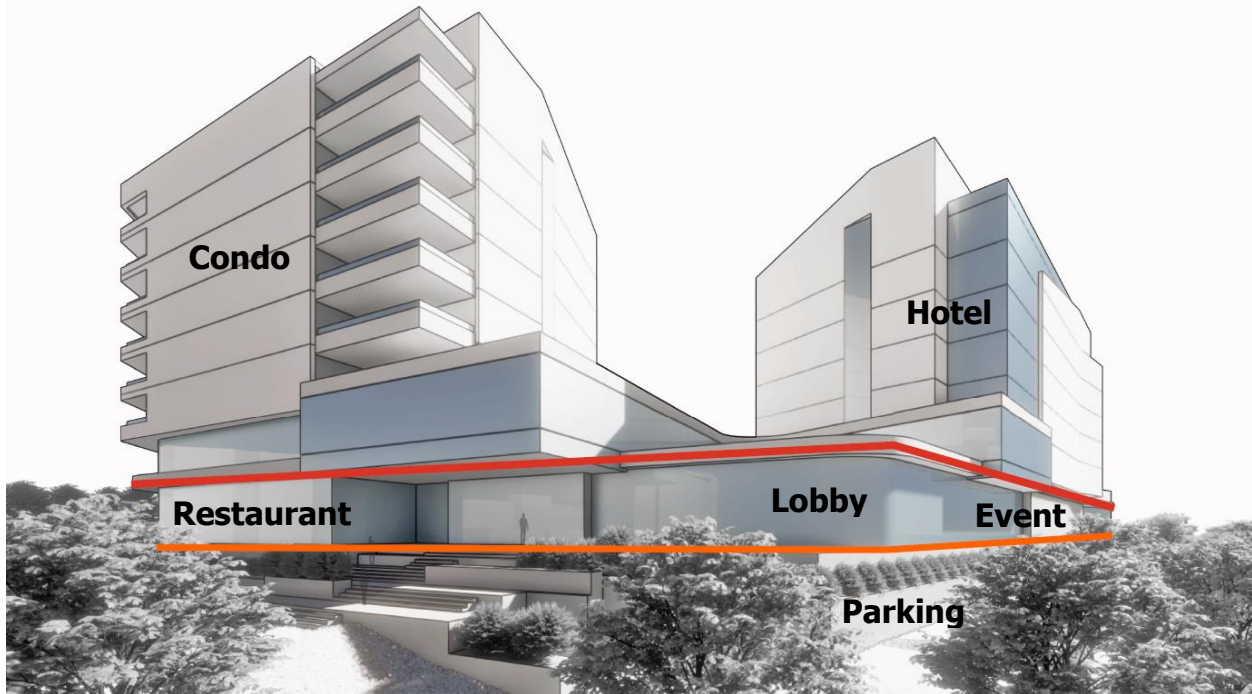
## Building Massing and Scale

### *Mixed-Use Building*

Four separate portions of the building distinguish the proposed building:

- 1) Podium Parking and Service Bays - 3 partially below-grade floors
- 2) Hotel Lobby, Restaurants, and Event Space – Entire first floor
- 3) Condominium Tower – 8 stories
- 4) Hotel Tower – 7 stories

It is anticipated that this building will be reviewed as a Corridor Building Type; however, this building is unique compared to other approved buildings in the Bridge Park development. Staff will continue to study the building and determine the best building type(s) to review the development with subsequent applications. The applicant should work with staff on determining building types and how they relate to the design of the buildings.



### Podium Parking Structure

The base of the building is three stories of podium parking area. This area is represented below the orange line in the image above. This portion of the structure is partially exposed along Riverside Drive, as the lower two parking levels are underground parking hidden from the street. These levels are not visible east of the building due to the positive grade change. Location requirements for podium parking are determined by the building type of the structure. Parking decks are generally required to be located to the rear of the first three floors of a building and fully in any basement.

### Lobby/Restaurants, and Event Space

The first full floor of the building (the space between the orange and red lines in the image above) contains two restaurants, an event space, and a hotel lobby area. This space is oriented toward the public street frontages, and significant amounts of glass are expected. This space is intended to have an entrance in the northwest corner of the building and access to the courtyard drop-off area to the rear of the building.

### Condominium Tower

The 26-unit condominium tower is a part of the northern portion of the building. This tower is 8 stories tall, as measured from the base of the first full story. From the lowest point of the site, the tower is 126 feet in height. This tower will be oriented towards W. Dublin-Granville Road with balconies in the northeast and northwest corners of each floor. The applicant intends to utilize a mix of stone, masonry, metal, curtainwall glazing and other materials consistent with the Bridge Park development throughout the building.

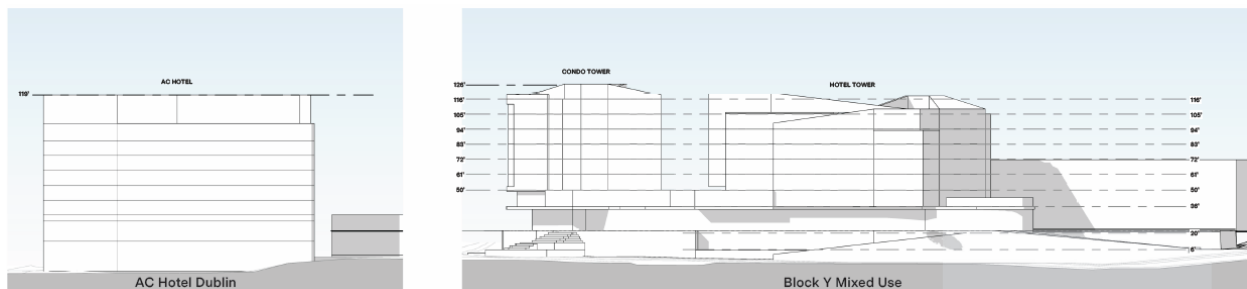
### Hotel Tower

The 130-unit hotel tower is a part of the southern portion of the building. This tower is 7 stories tall, as measured from the base of the first full story. From the lowest point of the site, the tower is approximately 116 feet tall. This tower will be oriented towards Riverside Drive to the west. The applicant intends to use materials consistent with the condominium tower to provide consistency throughout the development.

### Massing Comparisons

Shown below is a comparison of massing along Riverside Drive between the Block Y development and the AC Hotel, which was constructed with Block A in 2015. The AC Hotel was approved as a Corridor building type with waivers at a height of 119 feet across 8 stories. The proposed Block Y condominium tower is approximately 7 feet taller than the AC Hotel. The massing of the proposed building is broken up by varying tower heights and uses throughout different portions of the building. Additionally, the height of the building decreases towards the southern property line.

It is anticipated that waivers will be required for both the condominium and hotel portions of the building. Waiver applications are anticipated with the development of Bridge Street. They are intended to give developments greater flexibility to provide a high-quality design that aligns with the goals and intent of the Bridge Street District. The applicant must provide reasoning for any waiver requests with a subsequent application.



### *Office Building*

The proposed office building is located southeast of the mixed-use building and will feature ground-level retail. The building is proposed to be 4 stories in height and will be served by the proposed parking garage beneath the mixed-use building. A building type has not been identified for this building but will be required with subsequent applications.

**Stormwater Retention**

The site contains an existing retention basin that services the Shoppes at River Ridge development to the east of the site. No plans have been provided to determine how stormwater management will be mitigated and replaced for the Shoppes at River Ridge and how the proposed development will be served. The applicant should continue working with Staff to determine the necessary site improvements to meet the stormwater management requirements for the proposed development and the Shoppes at River Ridge.

## 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.	<b>Criteria Met with Conditions.</b> The Concept Plan is generally consistent with the applicable plans and policies of the Bridge Street District. However, The applicant should continue to work with Staff to identify opportunities to integrate the development with the surrounding areas and align with the guiding principles of the Bridge Street District.
2. The Concept Plan conforms to the applicable requirements of the BSD Code.	<b>Criteria Met.</b> At this stage, the development generally aligns with the intent of the BSD Code’s requirements. Subsequent applications will provide a more thorough review and analysis of the zoning requirements.
3. Conforms to Lots and Blocks, Street Types, and Site Development Standards.	<b>Criteria Met with Conditions.</b> The development generally aligns with the street network map and site development standards of the Bridge Street District. However, the applicant should continue to work with Staff to determine the appropriateness of the access point along W. Dublin-Granville Road. Additionally, the applicant should work with Staff to consider converting Dale Drive from a private street to a public street.
4. The proposed land uses allow for appropriate integration into the community, consistent with the adopted	<b>Criteria Met.</b> The proposed land uses largely meet the Scioto River Neighborhood District requirements.

plans and align with Uses identified in the Code.

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 with Conditions.** The current proposal is likely to require waivers to the height of the mixed-use building. Subsequent applications will require additional analysis to review the additional height requests. However, the general scale of the development is complementary to the Bridge Park development to the north. The applicant should work with Staff on the determination of building types and how they relate to the design of the buildings.

6. The conceptual design of open spaces provides meaningful gathering spaces for the benefit of the development and community.

**Criteria Met with Conditions.** Further analysis is required to determine the size and types of open space and how it complies with the Code requirements. The applicant should continue to work with Staff to provide functional and well-designed open spaces throughout the development that align with the intent of the Code. Additionally, the applicant should continue to work with Staff to develop the design of W. Dublin-Granville Road and Riverside Drive streetscapes and how this will integrate with the proposed development.

7. The Concept Plan allows for the connection and expansion of public or private infrastructure.

**Criteria Met with Conditions.** The site development requires the removal of a stormwater basin for the Shoppes at River Ridge. The applicant should continue working with Staff to determine the necessary site improvements to meet the stormwater management requirements for the proposed development and the Shoppes at River Ridge.

8. The development concept conforms with the Neighborhood Standards, as applicable.

**Criteria Met.** The proposal largely conforms to the Scioto River Neighborhood development standards.

## Recommendation

Staff recommends **Approval** of the Concept Plan with conditions.

- 1) The applicant work with Staff to consider the conversion of Dale Drive from a private street to a public street;
- 2) The applicant continues to work with Staff to identify opportunities to integrate the development with the surrounding areas and align with the guiding principles of the Bridge Street District;
- 3) The applicant continue to work with Staff to continue to develop the street network and determine the appropriateness of the access point along W. Dublin-Granville Road;
- 4) The applicant continue to work with Staff to provide functional and well-designed open spaces throughout the development that aligns with the intent of the Code;
- 5) The applicant continue to work with Staff to develop the design of both the W. Dublin-Granville Road and Riverside Drive streetscapes and how this will integrate with the proposed development;
- 6) The applicant works with Staff on the determination of building types and how they relate to the design of the buildings; and,
- 7) The applicant continues to work with Staff to determine the necessary site improvements to meet the stormwater management requirements for both the proposed development and the Shoppes at River Ridge.