

21-094INF – 5055 UPPER METRO – MIXED-USE

Summary

Informal Review seeking feedback on development of a four-story, mixed-use building consisting of 175 residential units, 7,700-square-feet of commercial space, and associated site improvements. The 2.55-acre site is zoned Bridge Street District, Commercial and is located southwest of the intersection of Upper Metro Place with Frantz Road.

Zoning

BSD-C, Bridge Street District - Commercial

Property Owner

Shihasi Metro Place, LLP

Applicant/Representative

Dwight McCabe, McCabe Companies

Applicable Land Use Regulations

Zoning Code Section 153.066

Case Manager

Tammy Noble, Senior Planner

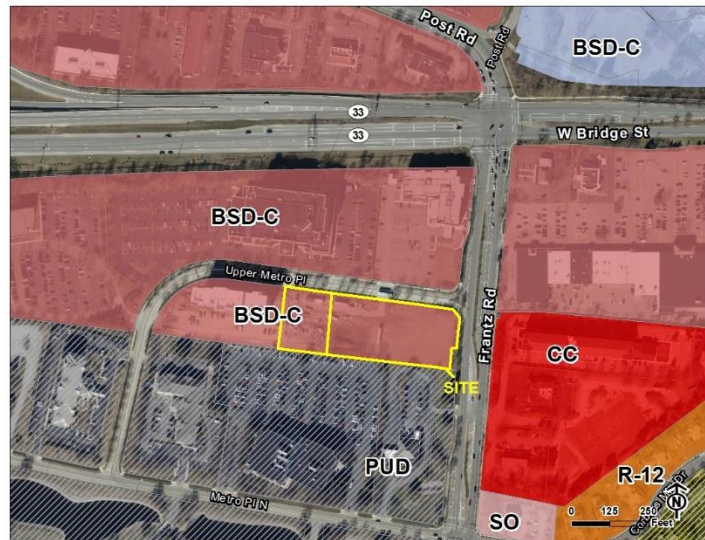
(614) 410-4649

tnoble@dublin.oh.us

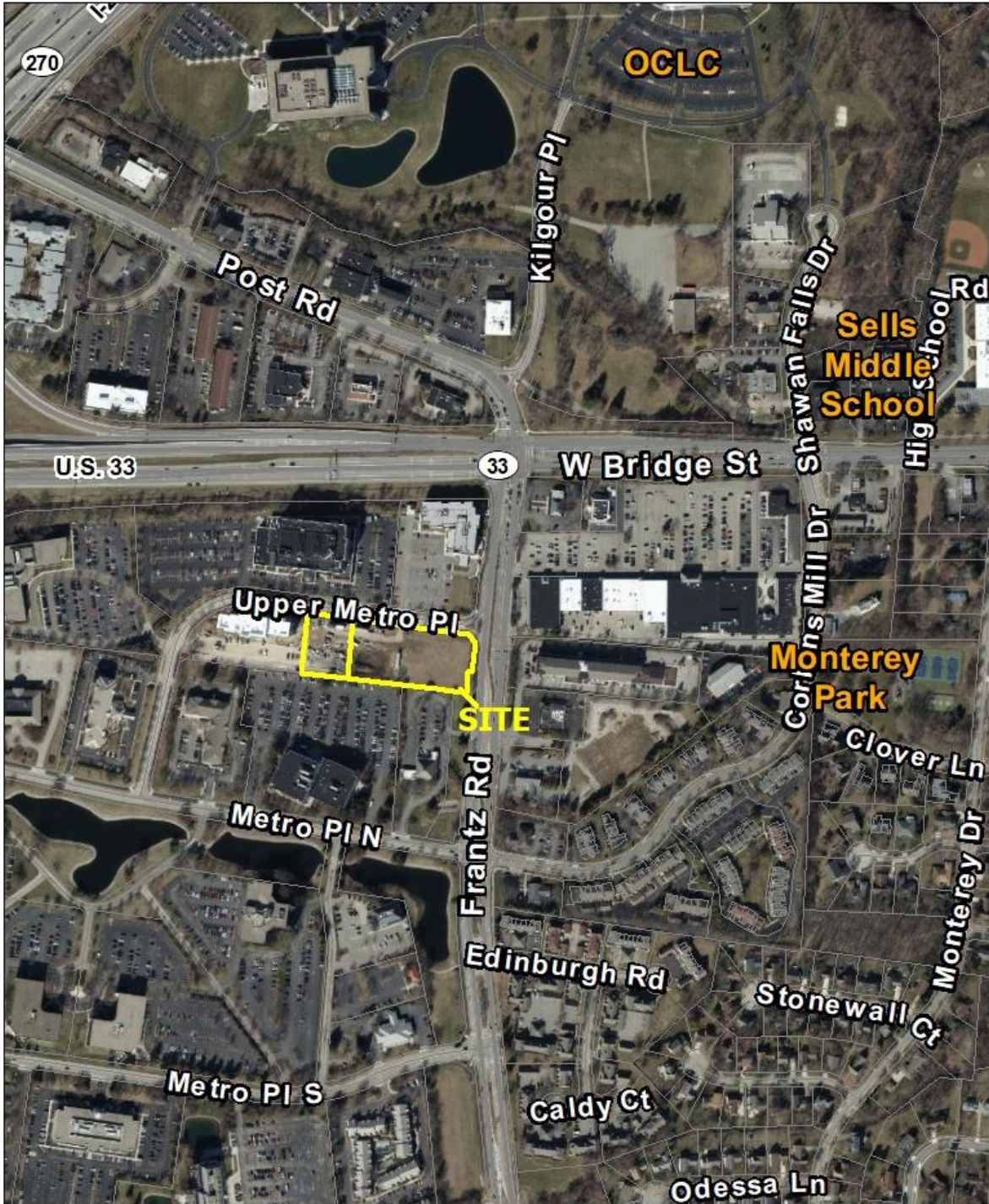
Next Steps

Following informal review and non-binding feedback, the applicant may submit an application for formal consideration by the Planning and Zoning Commission (PZC).

Zoning Map



1. Context Map



21-094INF
Informal Review
Dwight McCabe - McCabe Companies
5055 Upper Metro Place

0 190 380
Feet

2. Overview

Background

The 2.55-acre site is located southwest of the intersection of Upper Metro Place and Frantz Road, and is zoned BSD-C: Bridge Street District – Commercial. This district applies generally to existing retail centers and other low-rise commercial uses, including single use freestanding retail buildings, as listed in Table 153.059-A of the BSD Code.

Case History

July 8, 2021 Planning and Zoning Commission Meeting

An Informal Review for the site was originally presented to the Planning and Zoning Commission on July 7, 2021 for a 4-story mix-used building that proposed 174 residential uses and 13,500 square feet of commercial space. The building was an L-shaped building that aligned the building along the two road frontages, Upper Metro Place and Frantz Road, and limited the commercial uses to the first floor of the building. The commercial space was proposed to house a pub/restaurant use located in the northeast corner of the building including, an outdoor patio space that is open to the general public. The other commercial uses on the first floor would include a fitness center and conference rooms both of which are available to the public. The proposal included 35,000 square feet of open space which was primarily located to the rear of the building and an adjacent to private open space that contained an in ground pool for the residential housing complex.

The site provided a variety of parking that included 136 spaces allocated to an underground parking garage 50 spaces to a surface lot and 17 spaces allocated by on-street parking. This collectively provided a total of 206 parking space. To determine the minimum parking spaces required for the site, Planning would need additional information including the types of units proposed, number of bedrooms for each unit and specific square footage of each of the commercial uses.



The Planning and Zoning Commission generally supported the uses proposed with the proposal and most of their discussion focused on the design of the site. The Planning and Zoning Commission generally thought the massing of the building required some separation of building especially along Upper Metro Place. The Commission specifically suggested the creation of two buildings that would accommodate the proposed uses. The Commission commented that the location of the open space was not ideal and may be perceived as exclusively private space. Several Commissioners discussed the proposal of on-street parking and the need for additional information regarding the parking. Building height was discussed and the Commission agreed that there was some disparity in what the Bridge Street Code permits for the site opposed to recommendations associated with the Dublin Corporate Area Plan. The Commission had varying thoughts about the building height and the applicant will be prepared to discuss how these comments resulted in the modified design of the site.

Updates for the September 16, 2021 Planning and Zoning Commission

The applicant has modified the original site design to address the comments by the Planning and Zoning Commission. The building has been modified to create two "sections" of building, one located on the western portion of the site and adjacent to Upper Metro Place and another located on the eastern portion of the site and adjacent to Frantz Road. The two "sections" of the building are connected by a breezeway that allows for pedestrian movement at the ground level. This proposed modification allows for less building mass along Upper Metro Place and creates more visibility for the open space. The open space includes a private amenity, specifically an in ground pool, which is located in front of the proposed building. The site continues to show on-street parking and a variety of parking accommodations including an underground parking garage and surface parking area. The proposed surface parking area does include several tandem parking spaces that will be discussed in further detail.

The site also includes an existing parking area that was constructed along with the adjacent hotel, TownPlace Suites. This parking area was discussed at the Final Development Plan for TownPlace Suites and was proposed as part of the future construction of 5055 Upper Metro Place. Planning will continue to work with the property owners to ensure the utilization of this parking area would not negatively impact parking needs for the hotel.

Site Characteristics

Natural Features

The site does not have any significant change of grade throughout. There are existing trees surrounding the perimeter of the site.

Surrounding Zoning and Land Use

North: BSD-C: Bridge Street District – Commercial

East: CC: Community Commercial District

South: PUD: Planned Unit Development – Waterford Village

West: BSD-C: Bridge Street District – Commercial

Road, Pedestrian and Bike Network

The site is located south of Upper Metro Place and west of Frantz Road. The site has frontage on Upper Metro Place to the north. There are pedestrian facilities on both Upper Metro Place and Frantz Road.

Utilities

The site utilities will be connected to existing services through the City of Dublin. A ten-inch sanitary sewer line is located to the north of the property. Water is also available and the applicant will work with the City's Engineering division for connection to water services. Engineering has also noted that a storm sewer line is located to the center portion of the site and will be required to be relocated to develop the site. The applicant has been working with staff to determine the location of the line and any other subsequent information needed by Engineering prior to the submission of a formal application.

Process

Upon review of the informal application, the applicant will be required to submit a Concept Plan. The Code was recently modified to address the development process for the Bridge Street District. The revisions eliminated the requirement of a review and recommendation from the ART and modified the nomenclature for the three step approval process to more closely align with the Planned Unit Development process. The first step is a Concept Plan which was formally the Basic Plan. The second step is a Preliminary Development Plan which was formally a Site Plan and the third step is a Final Development Plan which was formally the Development Plan.

Community Plan

Special Area Plan-Dublin Corporate Area Plan

The site is currently zoned BSD-Commercial, and is proposed to be developed under the existing zoning classification. The site is however, located within the boundaries of the Dublin Corporate Area Plan which is a Special Area Plan that was approved by City Council 2018. The Dublin Corporate Area Plan (DCAP) builds upon a previous study of Dublin's legacy office parks and attempts to improve this area for businesses, employees and residents. This plan primarily focuses on providing a mixed-use, walkable environment to an area that has been almost exclusively focused on singular land uses including office uses and specifically for this site, hospitality uses. The plan recognizes mixed-use development provides the amenities that workers, residents and visitor are attracted to and will be vital to the future success of the area. The Plan also strongly encourages more integrated housing options as part of this mixed-use environment, which this proposal supports.

The recommendations of DCAP have influenced the discussion with the applicant in two primary ways. The most important influence is that it highlights the importance of a mixed-use environment as discussed above and attempts to provide amenities that are lacking in the area. The area surrounding the applicant's site is predominately, if not exclusively related to hospitality uses. Hospitality uses are vital to support visitors to the City of Dublin but without amenities, fails to meet the overall needs of commuting population. Furthermore, the plan recognizes that Frantz Road is a vital north/south corridor for the City and serves as an essential link between Bridge Street and the southern portion of the City. Due to the importance of the roadway, the Plan provides a specific chapter dedicated to improvements to Frantz Road including improving landscaping treatments, creating more pedestrian connectivity, reviewing sign regulations to ensure they meet the needs of the business community, and streetscape improvements. Planning has encouraged the applicant to utilize these recommendations when designing their site not only to create more than a singular use for the site, specifically residential, but also provide amenities that will appeal the surrounding uses public as a whole. These recommendations have been taken into consideration to create a four-story building, the

first floor of which provides commercial and offices uses that will support the surrounding area. This will be discussed in greater detail in the "Proposal" section of the report.

The second recommendation of DCAP that is pertinent to the proposal is maximum building heights along Frantz Road. The height maximum for properties along Frantz Road is limited to two-story maximum heights. Planning has had internal meetings with the Economic Development division to discuss whether this restriction is too limited and will continue to discuss as the Zoning Code Amendment for the Dublin Corporation Area Plan moves forward.

BSD Code

The site is zoned BSD-Commercial District which typically applies to retail centers and other low-rise commercial uses, including single-use freestanding retail buildings permitted in 153.059-A. The district permits larger vertical buildings including the Mixed-Use Building Type which is the building type proposed in this proposal.

Street Network Map and Street Types

The Code provides a hierarchy of requirements for establishing a gridded street network and includes three families of streets: Corridor Connectors, District Connectors, and Neighborhood Streets. Corridor and District Connectors are often designated as Principal Frontage Streets, which are designed to ensure a continuous, pedestrian-oriented block. Frantz Road is a Corridor Connector Street and a principal frontage street. This is a high capacity thoroughfare with significant traffic and will not allow vehicular access as a principal frontage street.

Upper Metro Place is an existing street designated as a Neighborhood Street. The design section of this street does not meet a Bridge Street District street type and existing alignments may be subject to improvement to bring them into compliance. The applicant will continue to work with Engineering should this proceed to a formal application.

Lots and Blocks

The Lots and Blocks provide standards for minimum and maximum block sizes, which in turn establish lot size. The BSD-Commercial District permitted block length is 500 feet and maximum block perimeter is 1,750. Exceptions to this are permitted if there are existing barriers prevent the extension of the street network. In this case, the existing block length is 1,048 feet, and the existing block perimeter is 3,316 feet – both of which exceed the lengths permitted. However, Staff has determined that the site is on the boundaries of the Bridge Street District, and subdividing the block with a new street may not be possible.

Mid-Block Pedestrianway

Mid-block pedestrianways are required on all blocks exceeding 400 feet in length and a mid-building pedestrianway may serve as a mid-block pedestrianway provided it meets all the design requirements. The proposed building is over 550 feet in length and a pass-through is proposed in the middle third of the building as required.

Building Types/Heights

The BSD-Commercial District permits five building types including the Mixed Use Building, Commercial Center, Large Format Commercial Building, Civic Building, and Parking Structure. The Mixed Use Building type and the Large Format Commercial Building are permitted to be

larger vertical buildings with up to five stories in height. The applicant is proposing a Mixed Used Building type consisting of four stories which is permitted for this building type.

Building and Site Requirements

The Mixed-Use Building type requires a Required Build Zone (RBZ) of 0 to 10 feet along both Frantz Road and Upper Metro Place and the building is required to occupy 95% of the length of the RBZ. The applicant has revised their building layout to break up the building façade and increase visibility and access to the open space based on comments by the Planning and Zoning Commission. Waivers to this requirements will be required if the site layout proceeds as proposed.

Open Space Requirements/Types

The Bridge Street District requires open space based on either residential or commercial uses. The site includes commercial uses on the first floor and residential uses in the remaining three floors. The residential calculation is based on a formula consisting of 200 square feet for each unit. The proposal preliminarily includes 175 units, which requires a total of 35,000 square feet of open space. The proposal also includes 7,700 square feet of commercial uses which requires an additional 154 square feet of open space for a total of 35,154 square feet of open space. The proposal states that 30,620 square feet of public open space are provided. This dedicated open space not only does not meet the minimum open space required for the project but also includes areas that do not meet dimension, size, and/or design and programming requirements for open space. The Commission has previously relayed the importance of meeting the open space requirements and this will be more closely reviewed proceeding forward.

Similar to the first Informal Review, Planning is also expressing concern for the use of a private amenity, specifically a private pool, in proximity to the public open space. Planning is concerned that the location of this private amenity will have detrimental impacts on the use of the open space. To address this concern, Planning suggested that the applicant consider other locations for the pool including the consideration of a rooftop pool. This would eliminate any misperception on how this space is to be used and create greater privacy for the residents.

In the Bridge Street District, open spaces must meet an Open Space Type including pocket plaza, pocket parks, green, square, plaza, park and greenway. The applicant has proposed open space without assigning an "open space type" to the area. Additional details on the proposed open spaces will be required with a submittal for a Concept Plan.

Proposal

This is a request for an informal review providing non-binding feedback for a future development application. The request is for construction of a four story building consisting of a mix of uses.

Uses

The building will be a Mixed-Use building type containing 175 residential units and 7,700-square-feet of commercial space. This building type is a permitted building type in the BSD Commercial District. The commercial activity will be on the first floor of the building and consist of a pub/restaurant user located in the northeast corner of the building, which will be open to the public. It is also proposed to include an outdoor dining area. The internal space along Frantz Road will be a fitness facility for both the general public, as well as the residential

occupants of the building. The remaining space will be utilized for conference space to complement the needs of the surrounding hotel uses. All of these uses are meant to create more activity along Frantz Road, provide amenities that are not currently available in the area and provide vitality to the area.

Site Layout

The building has been modified to create two "sections" of building, one located on the western portion of the site and adjacent to Upper Metro Place and another located on the eastern portion of the site and adjacent to Frantz Road. The two "sections" of the building are connected by a breezeway that allows for pedestrian movement at the ground level. This proposed modification allows for less building mass along Upper Metro Place and creates more visibility for the open space.

The Washington Township Fire Department is concerned that emergency access cannot be properly provided to the section of building along the eastern portion of the site, adjacent to Frantz Road. The applicant has stated that they would be pursuing easements from the adjacent property owners to allow emergency access to their site which would require approval by the Chase Bank and adjacent office use. Planning has expressed concern that this may not be a viable option based on the need for the adjacent property owners to use this pavement area for their private operation. This includes on-site parking for the office user and vehicular circulation for Chase Bank.

Building Types

Each building type provides unique development standards including the Mixed-Use Building Type. Planning Staff requested a preliminary review by a consultant to review the proposed site layout in relation to the requirements of the BSD Code. There are several waivers that will be necessary including a minor revision to the mid-block pedestrian way and a waiver to the RBZ requirement. Other requirements need further detail to determine whether they meet the standards of the Code include building façade divisions and transparency requirements. These details are typically provided with a formal submittal and are not reviewed in detail at this stage of review. A full Building Type analysis will be required to be submittal with a Preliminary Development Plan submittal.

Parking

Parking is proposed to be provided in a variety of ways including an underground parking garage that will accommodate 139 spaces, surface parking to the south of the building which will provide 50 spaces, and 17 on-street parking spaces. According to the applicant, on-street parking is essential in assuring parking close to the proposed entry to the commercial uses. Engineering has expressed concern over the proposal for on-street parking based on the existence of underground utilities, the potential for removing mature street trees, and that the parking will be out of character with the existing street. It also may be a potential safety issue based on its location in close proximity to a curve in the road. The City also does not have any immediate plans to modify or reconstruct Upper Metro Place to conform to the Bridge Street District street time which is typically done in a more comprehensive manner. The proposal for on-street parking would result in an overall wider street section which would not benefit the purpose of pedestrian oriented street scape which is to reduce travel speeds.

An additional parking concern that has been raised as part of the modified site plan is regarding the surface parking lot. The surface parking lot is proposing the use of tandem parking spaces for nine spaces of the surface parking. The applicant has stated that they will only use these spaces for employees of the commercial operations who can coordinate their schedules to jointly accommodate the space or for two-unit apartment rentals that can provide the same flexibility. This would require a waiver to the dimensional requirements for a parking space and more importantly, limit the usability of these spaces. Planning is not supportive of tandem parking spaces. Planning has also informed the applicant that the surface parking lot does not have adequate circulation for vehicular movement including emergency services. An auto-turn analysis will be required to be provided if a formal application were to proceed.

In terms of the underground parking garage, staff has met with the applicant and discussed that the underground parking is limited to a single access point. Although there appears to be no specific code requirements related to fire standards, the functionality of the parking spaces would be impacted if this singular access point is blocked or impeded in some manner. In response to all of the comments related to parking, the applicant has responded that the site may be over parked and if needed, may pursue a parking waiver. The need for a waiver would be based on more detailed information regarding the types of residential uses that are proposed, number of bedrooms for each unit, and square footage delineations of the commercial space. All of this additional information will determine the minimum requirement for parking spaces.

3. Recommendation

Planning recommends the Commission consider this proposal with respect to compatibility with surrounding context, layout, parking, building and open space details.

- 1) Does the Planning and Zoning Commission generally support the modified site layout?
- 2) Does the Commission support the open space?
- 3) Is the Commission supportive of the conceptual mass, scale and height of the building?
- 4) Does the Commission support the mix of parking including on-street parking, structured, surface and tandem parking?
- 5) Any other considerations.