



PLANNING REPORT

Planning & Zoning Commission

Thursday, December 8, 2022

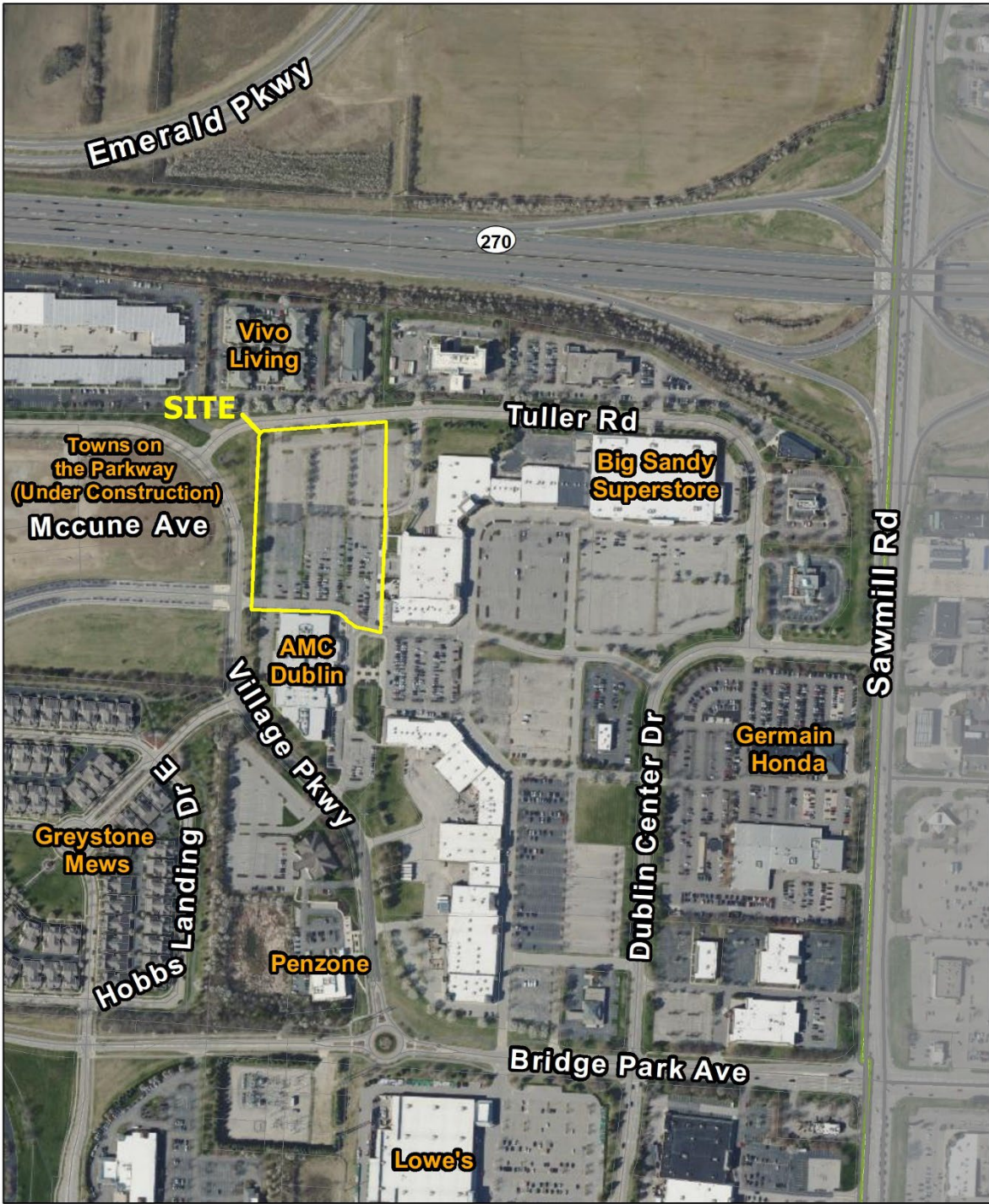
DUBLIN VILLAGE APARTMENTS 22-163CP

www.dublinohiousa.gov/dev/pzc/22-163

Case Summary

Case	22-163CP, Concept Plan at PID: 273-009045
Proposal	Redevelopment of an existing 229-space surface parking lot and the construction of new six-story corridor building with 301 multi-family units, ±13,200-SF of ground-floor commercial space, and a 453-space parking structure internal to the building on a ±3.85 acre site.
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	Disapproval of the Concept Plan.
Next Steps	Should the Commission approve the Concept Plan, the applicant may proceed to the Preliminary Development Plan application.
Applicants	Aaron Underhill, Underhill and Hodge Matt Stavroff and Kevin McCauley, Stavroff Land Development Michael Fite, F2 Companies
Case Manager	Christopher Will, AICP, Planner (614) 410-4498 cwill@dublin.oh.us

Site Location Map



22-163CP
Concept Plan
Dublin Village Apartments
PID: 273-009045

0 200 400
Feet

A scale bar showing 0, 200, and 400 feet. To the right is a north arrow symbol consisting of a circle with an 'N' and an upward-pointing arrow.

1. Overview

Site Background

The ±3.85 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, located 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, however, due in-part to commercial vacancy, the surplus of parking in the development render lots largely underutilized. A north-south high voltage, over-head electric line with an easement (60-FT) bisects the site.

Bridge Street District

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

The BSD Code also establishes Neighborhood Districts where special attention to location and character of buildings, streets, and open spaces is 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 site is zoned BSD-SCN, Sawmill Center Neighborhood District. The BSD Code also provides a hierarchy of requirements for establishing a gridded street network. The Street Network Map part of the Thoroughfare Plan provides an organizing framework for development within the BSD.

Process

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

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

Steps 2 and 3 may be combined at the determination of the Planning Director or PZC.

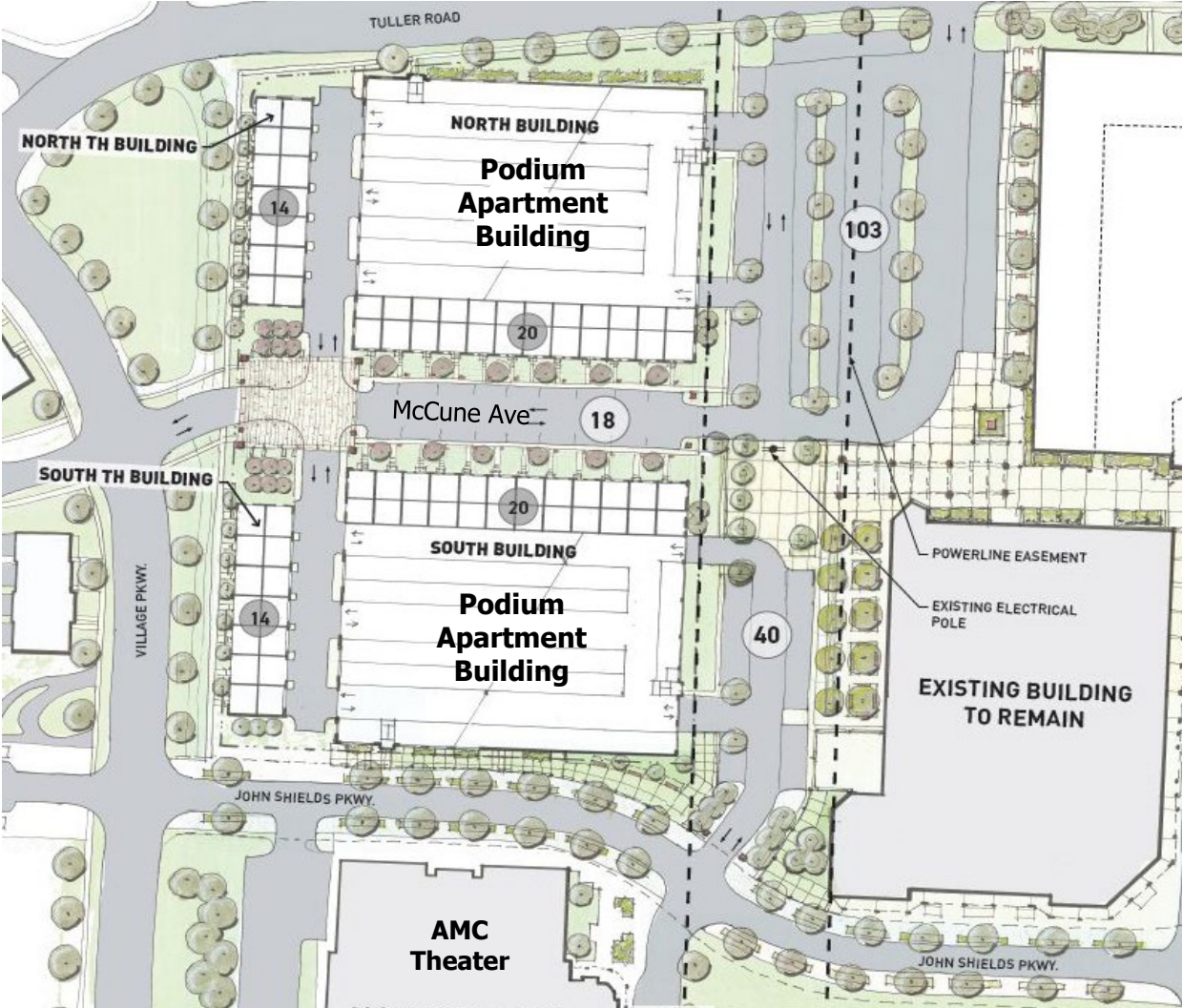
2. Case History

May 2022 – PZC Informal Review

Proposal Summary

In May of 2022 the Commission reviewed and provided non-binding feedback for an Informal Review development application. The applicant proposed the construction of a new residential development consisting of 292 units, including 14 units within two, townhome buildings and 278 units in two podium apartment buildings. The applicant proposed the extension of both John Shields Parkway and McCune Avenue. The applicant proposed approximately 652 parking spaces. This included 502 spaces primarily provided within two parking structures and an additional approximately 140 off-street spaces in surface lots and along private access drives. Two single-family attached buildings were proposed to be three stories and two podium apartment buildings were proposed to be seven stories (five stories of residential above two stories of parking) and approximately 75 feet in height.

May 2022 Proposal



Commission Feedback

The Commission reviewed the proposal and provided non-binding feedback for the applicant. A summary of the Commission's feedback is provided below as well as a summary of plan updates the applicant provided with the most recent submittal. Detailed information and review of the applicant's updated proposal is provided in the subsequent sections of this Planning Report.

1) Land Use

Commission Comments: The Commission was supportive of residential apartments and townhomes as the primary use but encouraged the applicant to further activate the ground-floors especially fronting the Principal Frontage Streets.

Update(s) by Applicant: Following the Commission's feedback, the applicant updated the proposed development to include commercial tenant space at the ground-floor fronting the proposed John Shields Parkway. The applicant is still proposing residential as the primary use but has removed the separate townhomes and is now only proposing apartments.

2) Street Network and Circulation

Commission Comments: The Commission commended the applicant for recognizing the value of the east-west streets but the development should also solve the north-south street needs as the proposal does not fulfil the Street Network. The Commission supported the creation of the two blocks and emphasized the need to improve the walkability of the proposal.

Update(s) by Applicant: The applicant continues to proposing the extension of John Shields Parkway and has updated the proposed to include a new north-south street, however, the east-west extension of McCune Avenue is no longer proposed. Previously the proposed extension of McCune Avenue created two blocks, the applicant is now proposing a single combined block. Sidewalks were previously proposed along the McCune Avenue extension, with the elimination of the street extension in the updated proposal the only public walks are located along Tuller Road and the proposed extension of John Shields Parkway.

3) Parking

Commission Comments: The Commission supported structured parking but expressed concern with three sides of each of the podium apartment buildings showing a two-story parking garage, which is not consistent with a pedestrian-oriented district. The Commission expressed concern of the operations for shared parking would look like between the proposed development and the various existing commercial developments in Dublin Village. The Commission expressed support for the applicant to explore parking below ground to preserve above ground stories for active uses.

Update(s) by Applicant: The applicant is proposing a single larger parking structure when two were previously proposed. One level of parking remains proposed above grade and one partially below grade. While previously the parking layers of the proposed garage were exposed on three of four sides the applicant has added residential and commercial space so that parking is only exposed on one side of the building to address the Commission's comments.

4) Building Heights

Commission Comments: The Commission expressed the openness of considering higher building heights but referenced the importance of neighborhood context in evaluating

building heights. The Commission cited evaluating the proposal (6-7 stories) based on heights of existing buildings (3-story and one-story buildings) would not appear to fit within the area fabric, however, provided context to what future development at Dublin Village would look like might provide additional context.

Update(s) by Applicant: The applicant previously proposed two, 6/7-story podium buildings (podium buildings are permitted to be 3 to 4.5 stories) and two, 3-story townhouse style single-family attached buildings (single-family attached buildings are permitted to be 1.5 to 4 stories). The applicant is now proposing a single, 5/6-story apartment corridor building.

5) Massing, Architecture, and Character

Commission Comments: The Commission noted the intent of the Sawmill Neighborhood District is to be a distinct district unique from the Scioto River Neighborhood District and Bridge Park and that the scale of buildings are an important factor in creating that distinctness. The Commission encouraged the applicant to consider how the edges of the proposed development would transition to the surrounding development.

Plan Update(s): Previously, the applicant proposed four buildings - two, 6/7-story and two, 3-story townhouse style buildings with the 3-story buildings across the street from presently under-construction the 3-story Towns on the Parkway (TP). The proposed 3-story buildings were between the TP townhomes and the taller 6/7-story buildings to the east. The updated proposal illustrates one, continuous 5/6-story building. The 6-story elevation of the building is on the same block-face as the 3-story TP townhomes.

6) Open Space

Commission Comments: The Commission was resolute that open space requirements, including quantity and quality were met and that open space be connected with the BSD's system of open space and integrated within the City fabric. The Commission also expressed the view that the absence of open space depicted demonstrates that the site is presently over-built. The Commission stated they might be supportive of centralizing the open space within the greater Dublin Village development if a framework plan was provided. The Commission was not supportive of a fee-in-lieu for open space.

Update(s) by Applicant: A large open space centralized to the Dublin Village development has been removed. The existing plaza in front of the AMC Theater and a new open space west of Revelry Taverns is now proposed to be included in this development. The applicant continues to propose similar open spaces around the periphery of the building.

7) General Site Layout, Framework, and Phasing

Commission Comments: The Commission expressed that seeing a framework plan for the larger plan for Dublin Village could provide context for the applicant's long-term vision and for the evaluation of the proposal and that an eclectic redevelopment would be good but there must be a framework plan to provide guidance, specifically for streets, open space, and building scale.

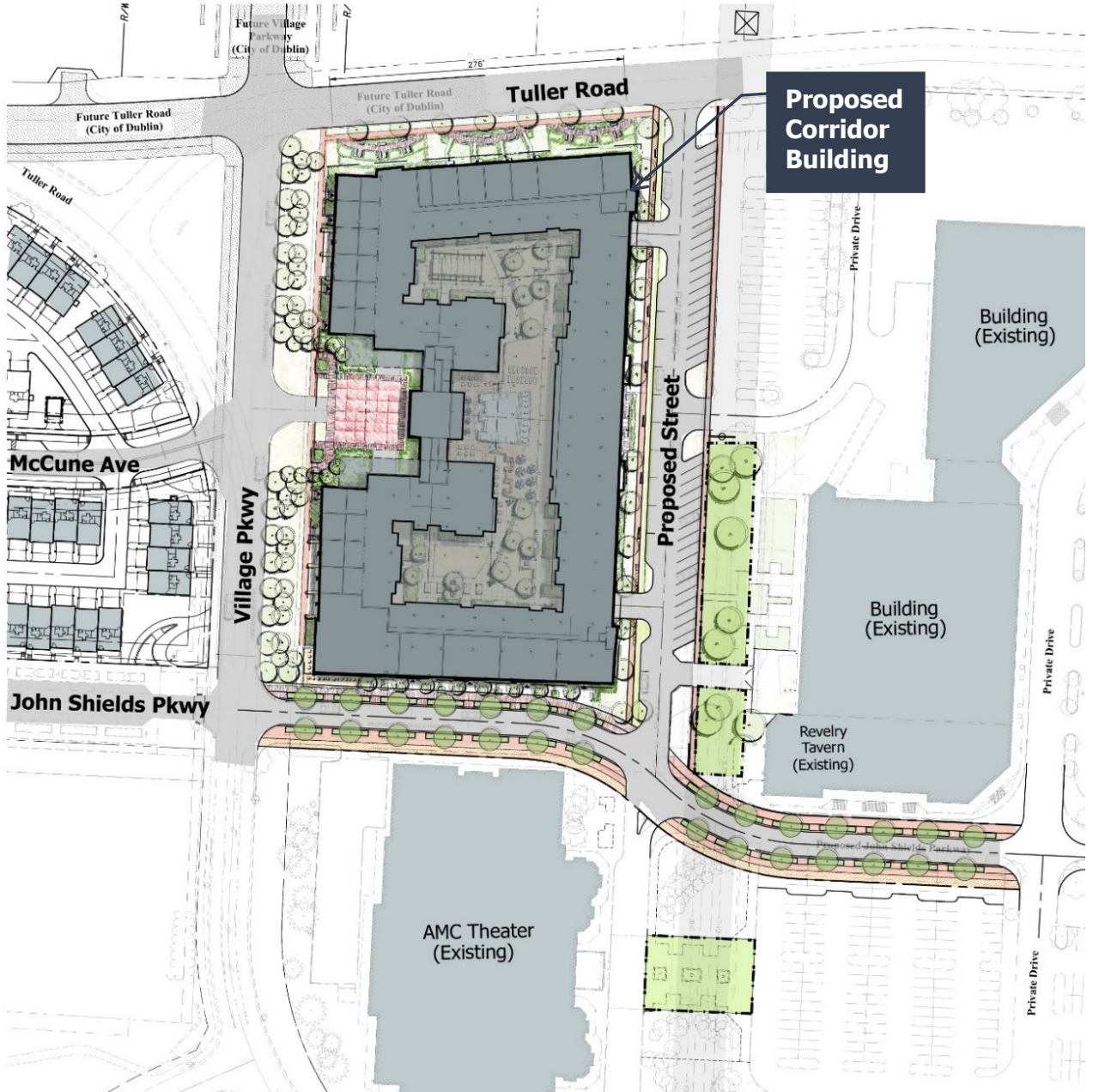
Update(s) by Applicant: The applicant provided a framework plan which illustrates potential future redevelopment of Dublin Village, including streets, buildings, and open space. This is for reference purposes only. The Commission is not asked to review or approve this framework plan as it is not part of this proposal. The reference framework plan would require a separate Concept Plan application for review.

3. Proposal

Summary

The applicant is proposing the redevelopment of an existing 229-space surface parking lot located southeast of the intersection of Village Parkway and Tuller Road and the construction of new six-story corridor building with 301 multi-family units, ±13,200-SF of ground-floor commercial space, and a 453-space parking structure internal to the building on a ±3.85 acre site. The development would facilitate the extension of John Shields Parkway and the construction of a new north-south street.

Proposed Concept Plan



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 is 500-feet in length and 1,750-feet in perimeter per Code. The proposal meets the perimeter block requirement, however, the west (513-ft) and east (572-ft) block faces exceed the maximum length permitted. When existing barriers exist, blocks shall be created to match the above requirements to the maximum extent practicable. Barriers may include such features as a highway, waterway, open space, utility line, roadways with limited access restrictions, or development that is expected to remain. Deviations from the Code require Commission approval of a waiver.

To further encourage walkability, the Code also provides standards for mid-block crossings for all blocks exceeding 400 feet in length. Blocks consisting entirely of residential uses that are located in predominantly residential areas may be exempted from the mid-block pedestrianway requirements except where a block has frontage on a principal frontage streets, both Village Parkway and John Shields Parkway are principal frontage streets. The applicant is proposing no mid-block pedestrianways, however a mid-building pedestrianway which may serve as a mid-block pedestrianway is proposed from the west side of the block. A mid-block or pedestrianway should also be provided to the east of the building as the block-face also exceeds 400 feet.

Streets Network

Streets

Lots and blocks also guide the general location and spacing of future streets and inform the Street Network Map. The applicant is proposing the extension of John Shields Parkway and a new north-south neighborhood street between Tuller Road and the proposed extension of John Shields Parkway as required by the Street Network Map. The applicant is also illustrating a potential future condition of the realigned Village Parkway and Tuller Road intersection and extension of Village Parkway across I-270 to Emerald Parkway. These future improvements align with recommendations from the City's recently completed I-270 Crossing – Tuller Road to Emerald Parkway, Bridge Alternatives and Location Study.

The east-west (McCune Avenue extension) neighborhood street link identified in the Street Network Map is not provided. This connection was shown in the applicant's prior Informal Review submittal. This street connection is required to both regulate block size, strengthen the street network, and support vehicular and pedestrian circulation. Where an existing barrier limits the extension of the street network, streets shall be created to match the Street Network Map to the maximum extent practicable. Existing barriers include such features as a highway, waterway, open space, utility line, roadways with limited access restrictions, or development that is expected to remain. Deviations from the Street Network Map require a recommendation by the Commission and approval by City Council.

When proposed development deviates from the assumptions made in the original TIS for the BSD rezoning an applicant is required to perform a Traffic Impact Study (TIS) as part of the PDP submittal. A TIS provides analysis of the anticipated traffic generated by the proposed development and models the traffic on the adjacent public roadway network. The TIS also identifies improvement measures to the adjacent public roadway network to mitigate the impacts of the anticipated traffic generated by the proposed development.

The proposed north-south street connection is illustrated to include diagonal parking. The proposed John Shields Parkway extension is shown with street trees, pedestrian facilities and a shared use path but on-street parking is not included. The existing AMC Theater to the south and

the retail center which includes Revelry Tavern to the east create limitations for the alignment of the street extension. The applicant will need to ensure the location of the north-south street is not in conflict with the existing electric easement. Streets should be consistent with BSD Streetscape Character Guidelines.

Access

The proposed parking structure is shown with three access points, two from the new north-south street and one from an autocourt/entry drive directly from Village Parkway. Both Village Parkway and John Shields Parkway are classified principal frontage streets. Vehicular access is not permitted from a principal frontage street unless the City Engineer determines that access from any other street is impracticable. Access to the block should occur from streets that are not designated as a principal frontage street.

Use

The applicant is proposing one multi-family residential building with ground-floor commercial. Residential multi-family, office, and general retail commercial are permitted uses within BSD – Sawmill Center Neighborhood. Commercial tenant spaces fronting John Shields Parkway and residential stoops and building entries fronting Village Parkway and Tuller Road help promote street activity, a key intent of the BSD Code.

Parking

The applicant is proposing to redevelop the existing 229-space surface parking lot which presently provides shared parking for the AMC Theater and the Dublin Village commercial tenants. Proposed development would be supported by a two-level parking structure internal to the residential Corridor Building and would include 483 spaces. Residual off-street surface parking and proposed on-street parking would support proposed and existing development.

Per a reciprocal easement agreement with the owner of the AMC property, the applicant is obligated to provide the theater with 450 parking spaces in and around the center. This is proposed to be accomplished with reserving spaces within various existing parking lots, on-street parking, new or reworked parking lots, and within the public portion of the proposed parking garage within the proposed apartments.

The applicant is proposing 301 multi-family units (193 1-bedroom units, 100 2-bedroom units, and 8 3-bedroom units) and approximately 13,200-SF of commercial. For residential multi-family, the Code requires 1 parking space provided for 1-bedroom units, 1.5 spaces for 2-bedroom units, and 2 spaces for 3-bedroom units. 2 spaces per unit is the maximum for all proposed residential unit types. For general commercial, the Code requires 3 spaces per 1,000-SF of development and a maximum of 125%. The Code requires 399 spaces be provide and a maximum 652 spaces are permitted. The proposed 483 spaces are within these limits.

Parking Table

<i>Use</i>	<i>Units/SF</i>	<i>Minimum</i>	<i>Required</i>	<i>Maximum</i>
MF 1-Bedroom	193 DU	1 per bedroom	193	386
MF 2-Bedroom	100 DU	1.5 per bedroom	150	200
MF 3-Bedroom	8 DU	2 per bedroom	16	16
Commercial	13,200-SF	3 per 1,000-SF	40	50
Total			399	652
Proposed			483 spaces	

Building Type and Architecture

Building Height

The applicant is proposing one six-story Corridor Building. Responding to the change in grade across the site, the building is six-stories fronting Village Parkway and 5-stories fronting the proposed north-south street to the east of the building. The Code permits Corridor Buildings three stories up to a maximum of six stories. The prior applicant submittal proposed two, seven-story Podium Apartment buildings (Code permits 3 to 4.5 stories) and two, three-story Single-Family Attached buildings (Code permits 1.5 to 4 stories) in a townhome style.

The maximum permitted ground story height is 16-ft and maximum story height is 14-ft. The sixth story appears to be a 1.5 story and would be required not to exceed 14-ft story height maximum. Additionally, the ground-floor height especially at the commercial space at the intersection of Village Parkway and John Shields Parkway is illustrated as a two-story space and would be required not to exceed the 16-ft ground story maximum height.

Building Type

Within each BSD zoning district the Code provides standards for permitted building types and the compatibility of each building types within one another to ensure appropriate building scale and character transition relative to neighborhood context. The Corridor Building is a permitted building type within BSD – Sawmill Center Neighborhood, however it is an incompatible building type with Single Family Attached. The Single Family Attached Towns on the Parkway are currently under construction directly across Village Parkway from the proposed Corridor Building. Incompatible building types are not permitted directly across the street from one another or on the same block face, unless otherwise permitted by the Commission following approval of a Waiver. The previously proposed Podium Apartment and Single-Family Attached building types are compatible with Single-Family Attached buildings.

Architecture

Commercial storefronts fronting John Shields Parkway and residential entries and front stoops fronting Village Parkway and Tuller Road articulate the building ground-floor. Vertical and horizontal elements as well as residential balconies provide architectural division to the façade of the middle floors while glass lofts provide visual interest and an architectural terminus to the building roofline. A recessed two-story section at the mid-point of the building's west elevation reduces the mass of the singular building. Exposure of the parking decks is limited to the ground-floor story of the east elevation of the building.

The neighborhood standards prescribe locations for gateways which are points of identification that provide a sense of arrival to the area. The Sawmill Center Neighborhood design framework identifies the intersection of John Shields Parkway and Village Parkway (both principal frontage streets) as a gateway. Gateway designs should be pedestrian-oriented in scale and include a combination of architectural elements, landscape features, and/or public open spaces. Additionally, with the recommended I-270 Bridge Crossing would create a new intersection of two principal frontage streets at Village Parkway and Tuller Road and create a new gateway to the BSD. Vertical expressions and detail at the northwest and southwest corners of the building address prominent intersections.

Building Materials

The primary facade materials include modern applications of brick veneer, glass, cementitious siding, metal panels, and cast stone veneer. The proposed materials and applications generally align with expected building materials though the applicant is proposing veneer masonry where full-depth should be used.

Open Space

The intent of open space requirements are to ensure a variety of functional, well designed open 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, the purpose for review of open space at the Concept Plan step is to ensure the proposal provides adequate area for public open spaces which can meet Open Space Type Requirements.

The Code requires 200-SF for each residential dwelling unit and 1-SF of open space for each 50-SF of commercial development. In addition to the required quantity of open space a development should provide, the Code also provides requirements for character with open space size, dimensions, and allowable impervious surfaces requirements. Open space not meeting the requirements of the Open Space Type Requirements are not counted toward an open space quantity requirement unless the Commission finds that a justification for deviation from the requirements. The proposed 301-units and commercial space would require 60,460-SF of publicly accessible open space.

Required Open Space

<i>Use</i>	<i>Units/SF</i>	<i>Code Standard</i>	<i>Required</i>
Residential	301	200-SF per DU	60,200-SF
Commercial	13,200	1-SF per 50-SF	260-SF
Total			60,460-SF

The applicant provided conceptual sketches and precedent imagery for open spaces. The examples highlight linear spaces primarily featuring walks, benches, and tree lawns. Many of the open spaces around the proposed building/streets include walks to storefronts and residential entries. These spaces are considered as part of site circulation and would not meet the intent of the open space requirements. Additionally, existing open space may be used to meet the area requirements for open space for an individual development.

Proposed Open Space

<i>Proposed Space</i>	<i>Size</i>	<i>Description of Proposed Space</i>
Tuller Road	±10,500-SF	Sidewalk with braided walk, benches for seating, walks to residential stoops/entries, and landscaping.
Future (N-S) Road	±7,700-SF	Benches along street sidewalk, steps to building entry, and tree lawn/landscape.
John Shields Parkway	±4,700-SF	Seating areas with benches, walks to storefronts, and retail patio.
Village Parkway	±13,000-SF	Walks/stairs from the sidewalk to residential stoops/entries and storefronts, walks around the proposed autocourt, and landscape.
New Open Space	±12,500-SF	Greenspace west of Reverly Tavern
AMC Theater Plaza	±6,900-SF	Existing plaza with hardscape areas for gathering, benches in periphery seating areas, landscaping.
Shared Use Path	±5,200-SF	9-FT wide shared use path along John Shields Pkwy.
Total	±60,500-SF	

The applicant is also proposing a 34,900-SF private amenity deck, located on the third-level and central to the building with a pool and other spaces for residents and guests. The amenity deck is not proposed to fulfill open space requirements.

4. Recommendation

Planning Recommendation

Staff recommends **disapproval** of the Concept Plan.

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 Not Met: The proposal consists of a single residential building on a single block. The residential use aligns with the BSD Special Area Plan, however the single block and building does not reflect the plan which envisions multiple blocks with a range of residential building types to transition development between less intense residential uses to the west to a more intense mix of uses closer to Sawmill Road.
2. The Concept Plan conforms to the applicable requirements of the BSD Code.	Criteria Not Met: The proposed development meets BSD Code except as described in the Concept Plan criteria review numbers 3, 5, and 6.
3. Conforms to Lots and Blocks, Street Types, and Site Development Standards.	<p>Criteria Not Met: The proposal meets the block perimeter requirement, however the west (513-ft) and east (572-ft) block faces exceed the 500-ft maximum length permitted by Code. The applicant is not providing mid-block pedestrianways, however a mid-building pedestrianway which may serve as a mid-block pedestrianway is proposed. Deviation of the block size requires a waiver approval by the Commission.</p> <p>The applicant is proposing extensions of John Shields Parkway and a new north-south street, however the east-west neighborhood street link from the Street Network Map is not provided. Deviations from the Street Network Map require a recommendation by the Commission and approval by City Council.</p> <p>The applicant is proposing a private drive from a principal frontage street when access should occur from streets that are not designated as a PFS. Vehicular access is not permitted from a principal frontage street unless the City Engineer determines that access from any other street is impracticable.</p>

Criteria	Review
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, office, and general retail commercial 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 Not Met: The Corridor Building is a permitted building type within BSD – Sawmill Center Neighborhood, however it is an incompatible building type with Single Family Attached. The Single Family Attached Towns on the Parkway are currently under construction directly across Village Parkway from the proposed Corridor Building. Incompatible building types are not permitted directly across the street from one another or on the same block face, unless otherwise permitted by the Commission following approval of a Waiver. The previously proposed Podium Apartment and Single-Family Attached building types are compatible with Single-Family Attached buildings.
6. The conceptual design of open spaces provides meaningful gathering spaces for the benefit of the development and community.	Criteria Not Met: The proposed 301-units and commercial space would require 60,460-SF of open space. While final design of open spaces are not approved at the Concept Plan, not all of the proposed open spaces would meet the space type requirements and do not count toward the required 60,460-SF of open space.
7. The Concept Plan allows for the connection and expansion of public or private infrastructure.	Criteria Met: The applicant has not provided any significant stormwater or utility information with the CP as it is not a required item at this stage in the process. Utility and stormwater management plan in compliance with Chapter 53 of the Code are required with the PDP. Additionally, the PDP requires auto-turn analysis that successfully indicates circulation for fire apparatuses.
8. The development concept conforms with the Neighborhood Standards, as applicable.	Criteria Not Met: The proposed development meets Neighborhood Standards except as described in the Concept Plan criteria review numbers 3, 5, and 6.