

# Planning Report

Thursday, May 21, 2015

## Hyland-Croy Gateway District

### Case Summary

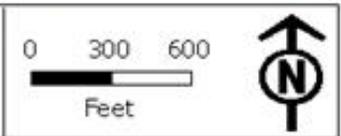
Agenda Item	2
Case Number	15-029CP
Proposal	A residential development including empty-nester four-unit buildings, and a retirement facility that includes independent and assisted living units on approximately 45 acres along Hyland-Croy Road.
Request	Review and non-binding feedback for a Concept Plan application under the provisions of Zoning Code Section 153.050.
Site Location	7150 and 7270 Hyland-Croy Road East side of Hyland-Croy Road, at the intersection with Post Road.
Applicant	Schottenstein Real Estate Group and The Roman Catholic Diocese of Columbus.
Representative	Thomas L. Hart, Esq. Isaac Wiles Burkholder & Teetor, LLC.
Case Managers	Claudia D. Husak, AICP, Planner II   (614) 410-4675 or <a href="mailto:chusak@dublin.oh.us">chusak@dublin.oh.us</a>
Planning Recommendation	Planning recommends the Commission consider this concept plan with respect to the land use, density, design features, and compatibility with surrounding development. The following analysis provides additional details.

#### Proposed Discussion Questions

1. Is the proposed land use appropriate?
2. Is the proposed greater density warranted relative to the quality of the proposal?
3. Is the relationship of development areas to surrounding uses appropriate?
4. Does the Commission support the proposed architectural concepts?
5. Other considerations by the Commission.



15-029CP  
Concept Plan  
Hyland-Croy Gateway District  
7150-7270 Hyland-Croy Road



<b>Facts</b>	
Site Area	45 acres on two parcels within Jerome Township
Zoning	Current: Jerome Township Zoning Proposed: Planned Development District (following annexation)
Surrounding Zoning and Uses	North: Park Place subdivision, zoned PLR, Planned Low Density Residential District. East: Post Preserve subdivision, zoned PLR and Wyndham Village, zoned PLR, is farther east. South: Across Post Road, vacant land owned by the City of Dublin, zoned TF, Technology Flex District. West: Undeveloped land, located within Jerome Township, between Hyland-Croy Road and US 33.
Site Features	<ul style="list-style-type: none"> <li>• The site is generally rectangular with 3,300 feet of frontage along Hyland-Croy Road and 500 feet of frontage along Post Road with an average width of approximately 550 feet.</li> <li>• This is a farm site with a farmhouse and outbuildings located on the south side of the property near Post Road and two houses in the center of the site with access off Hyland-Croy Road.</li> <li>• Natural features include a single tributary stream to the South Fork of Indian Run which flows east into ML "Red" Trabue Nature Reserve. The stream is overlaid with a Stream Corridor Protection Zone (SCPZ). Tree rows align both sides of the stream, while the majority of the site remains open farmland.</li> <li>• The site currently has two driveways from Hyland-Croy Road for the existing homes and one driveway from Post Road to the south. Three streets planned for extension stub into the site from Post Preserve to the east.</li> </ul>
Neighborhood Contact	<p>The applicant presented this proposal at a meeting with representatives from adjacent Homeowners Associations last year and held a meeting in January with interested residents from the Diocese as well as the adjacent subdivisions.</p> <p>Planning requested the applicant hold another meeting with adjacent residents as changes to the street system was made to address a requirement by City Council for street extensions. This meeting is scheduled for May 19, 2015.</p>

**Details** **Concept Plan**

**Process**

Section 153.050 of the Zoning Code contains regulations for the establishment of a Planned Unit Development. The concept plan is the first step in the creation of a PUD and is intended to outline the basic scope, character and nature of a proposed project. The review is to provide input in the formative stages of design prior to the applicant submitting an application for a Planned Development District zoning amendment. The applicant may request review and feedback from City Council in addition to the Planning and Zoning Commission prior to preparing a preliminary development plan. No discussions, opinions, or suggestions provided on any aspect of the concept plan shall bind the applicant, or the City, or be relied upon by the applicant to indicate subsequent approval or disapproval by the City.

The City of Dublin has historically not processed applications prior to annexation. Prior to any further application reviews and formal action, the site will have to be annexed to Dublin.

**Proposal**

This is a request for review and non-binding feedback on a concept plan application for a potential annexation and rezoning for 45± acres to create a new PUD for a residential empty-nester development also containing assisted and independent living facilities and associated open space and site improvements.

**Community Plan**  
*Future Land Use*



The Future Land Use Map in the Community Plan has two land use classifications for the site. The northern third is Suburban Residential Low Density (1-2 dwelling units per acre) with the remainder as Mixed Residential Low Density (up to 3 dwelling units per acre).

The Suburban Residential Low Density is described as “Modern suburban residential pattern that characterizes most development in Dublin. Residences are primarily composed of single-family dwellings on lot sizes that commonly average 0.25-acre. Public services are necessary, and larger projects may include a mix of densities that together do not exceed the average density.”

The “Mixed” category for residential character is intended for neighborhoods that incorporate a variety of single and multiple family dwelling styles, generally in larger projects. The integration of a broad range of housing within neighborhoods is intended to allow for greater housing choices particularly for younger and older age groups, and provide market flexibility to allow for a wider range of housing choices, consistent with Dublin’s Land Use Residential Principles. Larger sites are expected to

## Details

## Concept Plan

incorporate a mix of housing types and to be designed to look, feel and function as a cohesive neighborhood. Smaller sites may include a single housing type, appropriately scaled to the surrounding development context, and consistent with Special Area Plan recommendations where applicable.

Relevant to this particular proposal, the classification is further defined by the following statement for the Mixed Residential Low Density category: "areas are intended to provide a mix of housing options and transition from existing single-family neighborhoods."

### Special Area Plan *Northwest Glacier Ridge Area Plan*

The Hyland-Croy Road Corridor Character Study was completed in 2011 as a refinement to the Northwest/Glacier Ridge Area plan, which was then incorporated into the most recent update to the Community Plan. The Area Plan concepts are general guides to indicate potential development options. Plans are schematic only, and the actual mix of land uses, locations and configurations of buildings, parking areas, streets and access points are to be determined through the public review process for individual development proposals.



The southwest portion of the Hyland-Croy corridor contains over 140 acres of agricultural land adjacent to US 33, currently in Jerome Township. The site west of Hyland-Croy Road, depicted in the Area Plan as office use, is currently being considered for a large format retail development proposal in Jerome Township. The planned improvement of the US 33/SR 161/Post Road interchange will provide improved access to this location and the intersection of Hyland Croy and Post Road.

The Area Plan for the subject site includes a mix of single family and attached multiple family homes. The Plan states "single-family detached homes should be developed adjacent to the existing lots in the Post Preserve neighborhood, transitioning to a mixture of single-family attached and low-density multiple-family units toward Hyland-Croy Road.

Due to Ohio Department of Transportation restrictions for a Limited Access highway, Post Preserve Boulevard will be closed at Post Road as part of the planned interchange improvement, which is reflected in the Plan. A new residential street will provide access to the Post Preserve neighborhood from Hyland-Croy Road. This street was approved by City Council after considerable neighborhood involvement (see

<b>Details</b>	<b>Concept Plan</b>
	<p>"Traffic &amp; Access," page 8). This street is planned as a formal entryway, which should replicate elements of the existing Post Preserve entry features. As a whole, this new residential development should be designed to integrate with, and be considered part of the larger Post Preserve neighborhood.</p>
Thoroughfare Plan	<p>The Thoroughfare Plan indicates "Rural Character" as the designation for Hyland-Croy Road. This character results from the cultural and historic use of the region for agricultural purposes. The roadways are typical of unincorporated areas or old township roads and are informal, evoking a sense of the past prior to development and include the following:</p> <ul style="list-style-type: none"><li>• Generous setbacks ranging from 100 to 200 feet;</li><li>• Integration of open views and vistas into adjacent development perhaps greater than 200 feet in some areas to increase the sense of openness;</li><li>• Provision of informal landscaping that focuses on native plant species and naturalized forms (meadows, wildflowers, grasses, wetland areas etc.);</li><li>• Use of trees, fencerows and woodland plantings to provide additional screening and sense of enclosure;</li><li>• Preservation of historic farmsteads, barns or outbuildings that emphasize the agrarian history of the area;</li><li>• Creation of meandering bike paths and sidewalks that are informally designed as to not be entirely visible from the roadway;</li><li>• Design of naturalized ponds with aquatic plants and informal edges;</li><li>• Use of stone walls and split rail fences that are traditionally used in the countryside;</li><li>• Integration of "rural" road design that may include berms, swales and/or variable medians; and</li><li>• Provision of shared entrances to minimize curb cuts and maintain openness.</li></ul> <p>Specifically for Hyland-Croy Road, the Plan states that at build-out, development character will transition at various points along the Hyland-Croy Road corridor, with more intensive commercial uses near the freeway interchange, and neighborhood service or civic uses at major intersections. Between major intersections, land use character will consist primarily of residential neighborhoods, individual single-family homes, and Metro Park frontage. Entryways to residential neighborhoods provide additional transition points along the corridor. Roadway character must respond to each of these contexts, and should seamlessly transition between different areas to create a coordinated fabric that functions as a whole.</p>

## Details

## Concept Plan

### Hyland-Croy Road Alignment

The Community Plan also includes alternative configurations for Hyland-Croy Road. An option with a narrow median with slight curvature to the roadway alignment and providing consistent open space setbacks on both sides of the roadway is described as most appropriate for implementation with the City's preferred development scenario on the west side of Hyland-Croy Road, as architectural character and open space requirements for this site would be appropriately coordinated with surrounding neighborhoods, if developed within the city. Larger, variable-width medians with substantial mounding and tree massing, and more significant curvature of Hyland-Croy Road should be considered if land to the west of Hyland-Croy Road does not develop within the city.

A more substantial median design can be implemented as a means to buffer nearby residential neighborhoods from incompatible uses and to mitigate visual impacts on the corridor. Implementation of wider medians will result in a narrower open space setback to the east of Hyland-Croy Road. As future development options become clearer, the best design solution may include elements from each of these options.

### Layout



The proposed uses include assisted living (50 units) and independent living (75 units) facilities at the south end of the site. Both facilities are connected at the entry porte-cochere but serve different residents. The southernmost building is the assisted living facility designed as a single-story building with four quadrants of care. The independent living facility is a three-story building with an open courtyard in the center including parking areas to the north and east and detached garages along the east border with Post Preserve.

The balance of the site has four-unit residential buildings, which, according to the applicant, are targeted for empty-nesters. There are 17 buildings (68 units) shown in the center of the site, south of the stream. There is an additional 15 four-unit buildings (60 units) north of the stream.

Stormwater management is shown throughout the site with retention ponds.

The plan includes an eight-foot asphalt multi-use path along Hyland-Croy Road with connections from the site to the path.

<b>Details</b>	<b>Concept Plan</b>
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Density	<p>The number of units at this stage is approximate, but the senior living facility with 125 units on 9.6 acres results in a density of 13 units to the acre. However, typically, density measurements are not applied to these kinds of facilities in that they serve a different population than the traditional family settings in non-age restricted housing.</p> <p>The multi-family with 128 units on 32.9 acres results in a density of 3.9 units to the acre. The future land use of the site permits a density of 1-2 units per acre for the Suburban Residential Low Density and a density of 3 units per acre for the Mixed Residential Low Density as discussed above. This is also contrary to the Community Plan that calls for a lower density single family detached setting north of the stream.</p>
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Traffic & Access	<p>The applicant will be required to submit a completed Traffic Impact Study with an application for rezoning to determine any necessary roadway and/or intersection improvements required as part of the proposed development. This study will look at the effects of traffic generated by the development on the existing roadway network.</p> <p>In 2005/2006, the City of Dublin worked with ODOT to design modifications to the US 33/SR 161/Post Road interchange, ODOT established the area of limited access right-of-way for the modified interchange footprint. ODOT's established criteria dictate that a minimum of 600-feet from a ramp terminal must be free of all access. As a result, the Post Preserve Boulevard and Post Road intersection was identified as falling within the limited access right-of-way, and therefore must be reconfigured for the future interchange. Given the impact to the surrounding neighborhood, an extensive public involvement process began.</p> <p>After much discussion and receiving input from residents at their meeting on November 20, 2006, City Council approved staff's recommendation of access reconfiguration. The proposed concept plan includes the recommended extensions of Stillhouse and Springview Lanes through the site with a consolidated intersection point at Hyland-Croy Road.</p> <p>The independent living and assisted living facilities at the south end of the site are served by a right in/right out street, which will need to be restricted with a median on Hyland-Croy Road. The proposal includes public street connections from the existing stubs at Stillhouse Lane and Springview Lane in Post Preserve as approved by City Council (see below) leading to a new public street access to Hyland-Croy Road to serve the four-family buildings south of the stream.</p> <p>The units north of the stream are served by primarily access by the public street extension of Holbein Drive to a full service curbcut at Hyland-Croy Road, opposite Weldon Road in Jerome Township.</p> <p>All of the buildings will be accessed by private drives off the public streets.</p> <p>Coordination of all access points and the Post Preserve Road reconfiguration will be needed as this application moves forward.</p>
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Details	Concept Plan
Utilities & Stormwater Management	<p>The development will be required to follow Chapter 53, the Stormwater Regulations. The existing ponds on the property could be used for this if enough investigation is done and the correct modifications are implemented to demonstrate compliance.</p> <p>The tributary for the North Fork of Indian Run provides outlet opportunities for managing the stormwater on this property. At the northern side of the site, an area that is outside of the FEMA designated floodplain, along one of the streams, will need to follow the Stream Corridor Protection Zone (SCPZ) regulations in Chapter 53.</p>
Tree Preservation	<p>The City's tree preservation and replacement ordinance require that trees larger than 6 inches in diameter that are in fair and good condition be replaced inch-for-inch on-site. No information regarding the health, size and species of trees found on a site is required with the concept plan. Regardless, the applicant has provided a tree survey, which shows the anticipated removal of 891 inches and a replacement requirement of 640 inches or 256 trees. Replacement requirements details will be needed at the preliminary development plan stage.</p>
Open Space	<p>The larger expanses of open space are concentrated along the Hyland-Croy Road setback area and the stream, including the SCPZ. Provision of shared entrances to minimize curb cuts and maintain openness. Based on final unit counts, open space dedication will be determined at the time of the preliminary development plan. There are open space connections made to the Post Preserve park and multi-use path connections are shown along Hyland-Croy Road and to Post Preserve.</p>

Analysis	Concept Plan
General	<p>Planning recommends the Commission consider this concept plan with respect to the proposed land use, density, layout, and compatibility with surrounding development. The following analysis provides additional details.</p>
<p><i>Discussion Questions</i></p> <p>1. Is the proposed land use appropriate?</p>	<p>The Community Plan designation for Future Land Use for the site is residential with a mix of single and multiple family. The Future Land Use designation took the existing land use pattern to the east and north into account as well as the need to potentially buffer future development along the west side of Hyland-Croy Road into account. In the Area Plan, the northern portion of the site is shown developed exclusively with single-family lots, while the southern portion includes a mix of single family immediately adjacent to the residences in Post Preserve and multiple family units farther west toward Hyland-Croy Road as a buffer and transition to future development.</p> <p>As proposed, the plan includes no single-family units and introduces an institutional component with the assisted and independent living facilities. The multiple family units proposed can be considered meeting the Community Plan Future Land Use designation, however, the proposed density well exceeds the Community Plan.</p>

## Analysis

## Concept Plan

At the January public meeting, many of the attending residents were most interested in the assisted and independent living component and generally favored the ability to transition within a neighborhood. The applicant has indicated that while the assisted and independent living facilities will be operated in tandem, the multiple family buildings will be either sold or rented at market rate and will not be affiliated with the senior care facilities.

City officials have recently discussed changing demographics and the need for the City to continue to appeal to an aging population. The Land Use Principles of the Community Plan discuss a wider range of housing choices, high quality design and better connected places as important aspects of evaluating development proposals. The applicant is suggesting that Dublin is currently missing a high quality empty-nester product for residents who are looking to downsize and argues that the proposal provides compatibility with the adjacent neighborhood.

2. Is the proposed greater density warranted relative to the quality of the proposal?

The density permitted for this site is 1-2 units per acre for the northern third and up to 3 units per acre for the southern portion. Overall, the Community Plan permits approximately 112 units for the entire site. The proposal includes 128 multiple family units in 32 buildings as well as 125 units in two senior care facilities. The Post Preserve neighborhood to the east was approved for 145 lots at a density of 1.85 units per acre.

While density designations alone are not deemed to be a determining factor in the review of a proposed development, past considerations for greater densities have been weighed against the quality of the development. This proposal essentially spreads the permitted greater density of the southern portion of the site across both the areas north and south of the stream, contrary to the Community Plan that anticipated lower density, detached single family development north of the stream.

The Commission may wish to consider the relative quality of the layout, architecture, open space, and other site elements in determining whether a greater density is warranted that substantially departs from the Community Plan.

As discussed above, the Community Plan emphasizes high quality design over density as an important determinant of creating a quality place. The land use densities assigned within the Community Plan took into account adjacent development patterns but were not changed from the 2007 Plan when dramatic demographic shifts had yet to become as apparent. The Community Plan also discusses the need for a wider range of housing choices and as the Dublin population ages; there will be an increased shift in need for senior recreation activities, and medical facilities. These trends have significant implications for Dublin's existing single-family housing stock. As Dublin's population continues to age, the demand for attached and multiple family product types is likely to increase.

<b>Analysis</b>	<b>Concept Plan</b>
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<p>3. Is the relationship of development areas to surrounding uses appropriate?</p>	<p>The proposal includes multiple family housing units and two senior care facilities. The senior care facilities include a three-story building adjacent to the single-family homes in Post Preserve. While many of the Post Preserve homes have large lot depths and rear yards, Planning is concerned about the appropriateness of this tall building in this location and whether a better location might be at the southernmost end of the site, facing Post Road. Detached garages are proposed as a somewhat of a buffer along the property line, however, the 42-foot tall independent living facility will be significantly taller than the surrounding homes. The application includes section drawings that show the relationship between existing homes and the independent living building.</p> <p>The Community Plan calls for single family detached development north of the stream, and as a buffer to the existing neighborhood. The Commission may wish to discuss the adequacy of the transitional elements of the site from the proposed development to the existing neighborhood.</p>
<p>4. Does the Commission support the proposed architectural concepts?</p>	<p>The application includes detailed drawings for the senior care facilities architecture with brick, stone, EIFS, and fiber cement siding as the main building materials. Both buildings appear to have large expanses of roof, which generally dominate the building design. No information is provided regarding the HVAC locations for the buildings, which should be addressed at the preliminary development plan stage, particularly given the Commission’s previously expressed concerns about location, potential noise and screening.</p> <p>Conceptual elevations are provided for the multiple family units, which use brick, stone, and siding as the main building materials. Buildings will have entry porches and screened porches for outdoor amenities. The treatment of the garages and other outdoor amenities will be important, as more details should be included in the preliminary development plan.</p> <p>As noted above, the quality of the architecture should be a consideration with respect to the quality of the development relative to the desire of the applicant to substantially depart from the density of the Community Plan.</p>

<b>Recommendation</b>	<b>Feedback</b>
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<p>Summary</p>	<p>The Concept Plan is the first stage when establishing a Planned Unit Development District to allow staff and the Planning and Zoning Commission to provide non-binding feedback to an applicant regarding the intended land use and development pattern. Planning recommends the Commission consider this Concept Plan with respect to the Community Plan in terms of use, and compatibility with surrounding development. Outlined below are the suggested questions to guide the Commission discussion.</p>
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<b>Recommendation</b>	<b>Feedback</b>
Discussion Questions	<ol style="list-style-type: none"><li>6. Is the proposed land use appropriate?</li><li>7. Is the proposed greater density warranted relative to the quality of the proposal?</li><li>8. Is the relationship of development areas to surrounding uses appropriate?</li><li>9. Does the Commission support the proposed architectural concepts?</li><li>10. Other considerations by the Commission.</li></ol>