



## PLANNING REPORT

# Planning and Zoning Commission

Thursday, October 12, 2023

## AMLIN CROSSING REZONING & PRELIMINARY DEVELOPMENT PLAN 23-066Z-PDP

[www.dublinohiousa.gov/PZC/23-066](http://www.dublinohiousa.gov/PZC/23-066)

### Case Summary

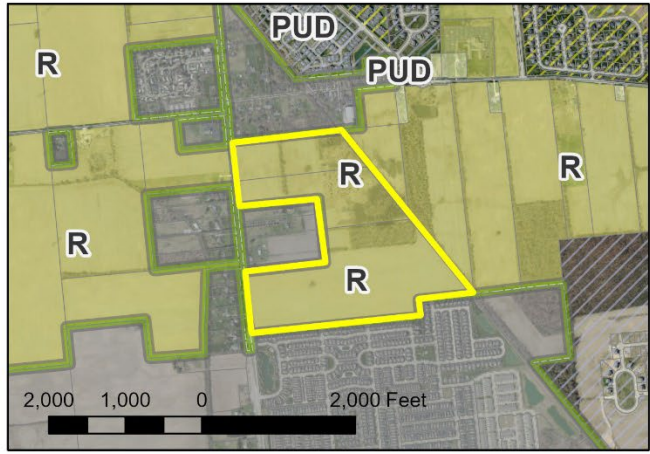
Address	PIDs: 274-001307, 274-00104, 274-001218
Proposal	Rezoning +/- 105.02 acres from Rural to Planned Unit Development District. The site is located east of Cosgray Road, 1,300 feet south of the intersection with Rings Road.
Request	Review and approval for Rezoning and Preliminary Development Plan under the provisions of Zoning Code Section 153.055(A).
Zoning	R: Rural District
Planning Recommendation	<u>Disapproval of Rezoning and Preliminary Development Plan.</u>
Next Steps	Upon approval of the Rezoning and Preliminary Development Plan (PDP), the applicant is eligible to file an application for a Final Development Plan (FDP).
Applicant	Floyd and Joyce Miller Cosgray Road, LLC
Case Manager	Sarah Tresouthick Holt, AICP, ASLA, Senior Planner (614) 410-4662 <a href="mailto:sholt@dublin.oh.us">sholt@dublin.oh.us</a>

Site Location Map

23-066Z-PDP | Amlin Crossing



- Site Features**
- 1 Wetlands
  - 2 Tuttle Crossing Boulevard location
  - 3 CSX RR



## 1. Background

### Site Summary

The site is generally trapezoidal with three remnant parcels, each with single-family residences, in the middle fronting Cosgray Road. The site has approximately 1,660 feet of total frontage along Cosgray Road in two segments and approximately 2,800 feet of frontage along the CSX Railroad. On the north side, the site is adjacent to the Village of Amlin, and on the south side, it is adjacent to single-family residential located within the City of Columbus (Hayden Farms). The site is bisected by the future extension of Tuttle Crossing Boulevard.

The development proposal is a single-family residential neighborhood with five development subareas:

- Subarea A: 18.03 acres, 90 attached single family units, 5.0 du/ac
- Subarea B: 20.66 acres, 58 single family detached units, 2.81 du/ac
- Subarea C: Open Space and Tuttle Crossing Boulevard ROW
- Subarea D: 12.68 units, 43 single family detached units (empty nester), 3.39 du/ac
- Subarea E: 28.45 acres, 180 single family attached units, 6.33 du/ac, 3-6 units/building

### Development History

#### *October 2005*

Ordinance 56-05 was accepted on October 17, 2005 for an annexation of 65.5 acres of the Miller property (southern portion of this request). That same year, an application was made showing 115 single-family residential lots at a density of 1.85 du/ac, but the proposal did not proceed to hearing.

#### *December 2021*

A Concept Plan was reviewed by PZC for 505 lots on 101 acres, with mix of single-family detached and attached products. The Commission expressed the following concerns:

- Conflicts with Community and Area Plans, where 1.5 du/ac was anticipated along the southern border of project;
- Inadequate setbacks at railroad and Tuttle Crossing Boulevard, conflicting with Community and Area Plans;
- Potential for project to emphasize garage doors and driveways, given layout and product types; and
- Future right-of-way for Tuttle Crossing Boulevard to be fully on this project site.

#### *August 2022*

Additional Concept Plan with new service-street-access product type, allowing houses to front onto commons or greens. The project grouped homes around common greens, with most homes facing them. PZC comment included:

- Acknowledged implications of Tuttle Crossing Boulevard alignment on Community Plan and Special Area Plan
- Some members noted need for mixed-use/commercial in northwest corner of site
- Open spaces positive, but houses front to open space without direct street access
- Townhouse area too dense, too tall and needs open space buffer to Columbus
- Open space should feel publicly accessible, not private
- Private roads not supported by City of Dublin
- Questions about railroad, Cosgray, and Tuttle Crossing Boulevard setbacks.

March 2023

Adoption of Neighborhood Design Guidelines (NDG) by City Council. Key tenets are:

- Creation of Open Space Framework Plan to prioritize open space character within PUDs;
- Creation of quality streetscapes that also function for the pedestrian and establish buffers to private home spaces;
- Identification of adequate private open space on each lot; and
- Based on the timing of adoption and submittal of this application, NDG applies to this project; applicant made aware.

### **Neighborhood Engagement**

Based on interest from both the Hayden Farms (Columbus) and adjacent Washington Township neighbors with the previous applications, the applicant was encouraged to contact these neighbors early in the process.

### **Process**

The Rezoning/PDP is the second step in a three step process; this step is a recommendation by the PZC to City Council for determination. Following approval of a Rezoning/PDP by City Council, approval of a Final Development Plan by the Commission is required. Preliminary Plats and Final Plats are also required to be approved; the applicant has submitted their Preliminary Plat in conjunction with the Rezoning/PDP.

Since the proposal has changed significantly since the 2022 Concept Plan (see attached Concept Plan Exhibit D), especially in areas of open space and stormwater management, staff recommended that the applicant submit an additional Concept Plan. The applicant chose to move forward with Rezoning/PDP.

## **2. City Plans and Principles**

The Future Land Use Map in the 2013 Community Plan shows this site as "Mixed Residential Medium Density". Contemplated within that category are "areas where greater walkability and pedestrian orientation at a village scale...at a maximum density of 5.0 du/ac. Areas are intended for integration around Village Center, where these are defined as areas near major roads that *"are intended to provide daily retail, major grocers and other conveniences to serve the Dublin community within a 3 to 5-mile radius. Medium to High Density Mixed Residential uses are encouraged and should be integrated to facilitate pedestrian activity and to provide support for commercial uses."*

### **Southwest Special Area Plan (Railroad to Houchard Road)**

The Southwest Special Area Plan was completed in 2013 and is a refinement of the Community Plan in this specific area. At that time, Tuttle Crossing Boulevard was anticipated to take a different route through the property, with a wide sweep to the northwest, and Cosgray Road had an offset intersection at Tuttle Crossing Boulevard. With the completion of the *Feasibility Study: Tuttle Crossing Boulevard Extension, Phase II (2020)*, the Tuttle Crossing Blvd. takes a more direct route west through the property, and Cosgray Road remains in its current configuration.

While the anticipated organization of the site has changed based on the Tuttle Crossing Boulevard alignment and with PZC concurrence at Concept Plan, there are still a number of goals from The Southwest Special Area Plan that are applicable to this site:

- Conserve open space and natural features, such as woodlots and fencerows;



- Link open spaces together to provide high-quality amenities;
- Provide for regional transportation connectivity, including road, pedestrian, and bike;
- Carefully locate Tuttle Crossing Boulevard to minimize impacts on existing residences and the Village of Amlin;
- Establish a distinctive identity while minimizing impacts on existing and future residents;
- Coordinate lower density development with jurisdictions to the west; and
- Protect the unique and quaint character of the Village of Amlin.

This same plan provides more specific design recommendations that should be considered with the proposed development. Staff comments are italicized:

- A 200-foot setback along the railroad (east boundary of project site); *Recent Dublin developments have utilized a 100-foot setback. PZC previously accepted the 100-foot setback.*
- A minimum 200-foot setback along Tuttle Crossing Boulevard; *Based on new road alignment, this would impact a large portion of the south half of the property. PZC has previously accepted 100-foot setback; however, berms and landscaping are anticipated along the road.*
- Gateway feature for the Village of Amlin, still applicable; *PZC supported mixed-use component within the plan.*
- The Mixed Use Village Center extending south from Rings Road onto Cosgray Road; *Some of the Mixed Use Village Center would be on this site. Some members indicated support for the mixed-use component within the plan.*
- Mixed Residential Medium Density south of Amlin and wrapping southeast (5 du/ac) still applicable; *Proposed Density ranges from 2.8 du/ac to 5 du/ac.*
- Medium Density Residential on a street/alley system in the heart of this site (1 -2 du/ac) still applicable; *Roadway details were revised to public roads. Staff provided concerns regarding overall character of the proposed streets, relative to the NDG.*
- Mixed Residential Medium Density along Cosgray Road (5 du/ac); *Density ranges from 3.4 du/ac to 5.0 du/ac.*
- Mixed Residential Rural Density along the border with the City of Columbus to the south (1.5 du/ac); *PZC agreed this density may not be feasible next to Columbus; more significant buffering requested. Density ranges from 3.39 to 6.33 du/ac.*
- The remainder of the site is shown as open space, especially along the railroad, the woodlot, and along most of Tuttle Crossing Boulevard, still applicable; *East edge of site now confirmed as wetlands; Tuttle Crossing Boulevard has 50-foot setbacks with dry basins.*

### **Thoroughfare Plan**

Tuttle Crossing Boulevard anticipates a 116-foot right-of-way to accommodate bike lanes, a detached shared-use path, and a median in the *Feasibility Study: Tuttle Crossing Boulevard Extension, Phase II (2020)*. The recommended alignment in this study shows an overpass at the railroad and the entire right-of-way being located on this site.

### **Bikeway Plan**

The Bikeway Plan anticipates shared use trails along the entire railroad frontage on this site. A shared use path is anticipated along Cosgray Road as well. This site has an opportunity to bring adjacent existing and proposed shared use paths together in a meaningful way.

## Interim Land Use Principles

As Envision Dublin, the City's Community Plan update, is developed, City Council has adopted Interim Land Use Principles to guide development during this transition. Below are the principles with commentary in italics.

1. Think Comprehensively. Plan for the Bigger Picture  
*PZC has acknowledged that the Community Plan and Special Area Plan in this location should be investigated. Nevertheless, the vision is for connected open spaces and nodes of interest is still valid. This project will be a Dublin gateway from the south and west.*
2. Start with the Public Realm  
*The NDG follows this goal, and this project has a unique opportunity to create distinctive open spaces that are linked meaningfully throughout.*
3. Balance the Mix of Uses  
*The vision is to maintain the City's long-standing policy of 60% residential and 40% non-residential development.*
4. Provide a Variety of Housing and Neighborhood Choices  
*Two of the three proposed housing areas use a new type of house based on service-street access.*
5. Focus Growth  
*This goal envisions redevelopment of underutilized areas within the City, rather than green field development.*
7. Protect Natural Resources and Ecological Systems  
*There is an opportunity to fully protect the natural features of the site while highlighting the wetlands and trees as place-making elements for the community.*
8. Protect and Enhance Our Historic and Cultural Resources  
*The site has historically been farmed, which could provide an appropriate community theme along the edge of the City.*
9. Integrate Sustainable Design  
*The use of sustainable building materials or the permitting of solar panels are two potential ways to meet this goal.*
10. Create a Connected Transportation Network  
*Council envisions both vehicular and human-powered connections throughout all developments, leading to other existing systems.*
11. Encourage Walkability  
*Whether walking for recreation or to replace vehicle trips, connected paths and sidewalks adds to this vision.*
12. Be Distinctly Dublin  
*The City seeks projects that maintain the quality of design and materials evident within the existing portions of the City.*

## Neighborhood Design Guidelines

The NDG were recently adopted to ensure that residential PUD projects achieve the expectations outlined by Code. Analysis is below.

### *Existing Natural/Cultural Features*

No cultural features are identified on the site; however, it has been historically farmed, which provides the potential for rich community character in the thematic design. Notable surrounding historic and cultural features include: the Village of Amlin itself, the Amlin post office, Amlin Crossing Park, the historic United Methodist Church, and Washington Elementary School

(Hilliard School District). Natural features include the tree stands and wetlands on the east edge, two tree rows in the northern portion, and two landmark trees on the property.

*Conservation Design Resolution/Open Space Framework Analysis*

Section 2 B of the NDG states that staff will decide the appropriateness of the Conservation Design Resolution (CDR) and report findings to PZC for their concurrence. In this case, staff notes the following goals of the CDR that apply to this request:

- Creative site planning, design flexibility, quality of life, and sense of place;
- Variation from typical development standards for higher quality projects;
- Residential development is important in itself and contextually;
- Protection of rural character in outlying areas, including preservation of natural features and open space;
- Creation of a definitive City edge to avoid a mass of continuous development; and
- Recommendation of cluster development in appropriate areas.

Thus, staff believes that this project is a good candidate for CDR layout. Section 3 of the CDR language provides specific criteria for projects to achieve. Evaluation of these criteria is included below, in italics, and on the attached memo and graphic from Landplan Studios.

1. At least 50 percent open space. *24.93 – 33.54 percent is provided based on analysis of eligible open spaces as shown in the Open Space Eligibility and 75% Dwelling Unit Adjacency Map, attached.*
2. Lots to have at least 75 percent adjacency to open space. *28 - 41 percent of units are directly adjacent to open space as shown in the Open Space Eligibility and 75% Dwelling Unit Adjacency Map, attached.*
3. Provide large setbacks from existing streets and scenic roads, creating separate identity surrounded with open areas. *Setbacks have been significantly reduced along Cosgray since Concept Plan.*
4. Roads should have curvilinear pattern. *Street system is generally gridded.*
5. Preservation of historic sites and cultural landscapes. *No historic sites exist.*
6. Preserve viewsheds of natural features. *Viewsheds are not identified.*
7. Detention/retention facilities may be included as common open space; maintenance needs to be established to the Commission's satisfaction. *The design of the basins does not meet the NDG, as described herein. Maintenance has not been discussed.*
8. Open space may include wetlands, woods, meadows, etc. with programmed activities and natural vegetation. *Information has not been provided on programming.*
9. Protect significant natural, cultural, and historic features while creating new natural areas. *No information has been provided.*
10. Land for open space to not include more than 75 percent of wetlands. *Approximately 26.27 percent wetlands are included; criteria is met.*
11. All preservation areas to be at least one acre and 75 feet wide, with a ratio not exceeding 4:1. *37 percent of the proposed open space acreage meets this criteria.*
12. Hierarchy of streets is required with rights-of-way that maximize landscaping. *Streets A and D should have median treatments to help with the hierarchy. No landscaping is shown along the service streets.*
13. Curvilinear streets are appropriate to take advantage of natural topography. *The site is very flat, so this may not be an appropriate approach.*
14. Traffic calming and visual relief should be provided. *Traffic calming is provided with T intersections; visual relief along the streetscape is not described.*

15. Lines of sight should lead to the most prominent site features. *Sight lines have been provided to the landmark trees.*
16. Cul-de-sacs should be landscaped and have variety in size and shape. *One cul-de-sac and one traffic circle are proposed. No landscape information provided.*
17. Gateways are to receive extra design attention. *No detail has been provided for the City or Amlin.*
18. Projects along special corridors should include buffers, ponds, landscaping, mounding, setbacks, screening techniques. *Dry basins are proposed along Tuttle Crossing Boulevard and Cosgray Road, not in concert with the Rural Roadway character recommendations of the Thoroughfare Plan.*
19. Bikeways/trails should meet and exceed the intent of the Master Bike Plan. *The anticipated north-south trail along the railroad, or an equivalent, is not provided. The character of the trail along Cosgray Road is not as requested.*

Additionally, staff is concerned that the provided Open Space Framework Analysis (Exhibit C.1) simply repeats the already-designed project patterns. For example, the developable area includes partial tree rows, and the edge of the wetlands in Subarea B is exactly the outline of the proposed cul-de-sac plus required 20-foot setback. There isn't an indication of how individual open spaces work together as a network, as anticipated in the NDG, Section 2.

#### *Community Theme*

Staff has requested information on the community theme; none has been provided. No specific vignettes of streetscapes or landscape are included, although mention of a future theme is made in the development text. Photos of dry stormwater basins within the City have been included as aspirational images, attached from initial submittal as Exhibit F. This is an essential part of the NDG, allowing each new neighborhood to have a sense of place by celebrating its history or other unique features. Where features or history are not evident, the Guidelines suggest that an appropriate theme be designed.

### **3. Existing Site Conditions**

The site is flat with minimal grade change. There are significant tree stands, primarily along the eastern edge, and large tree rows run north-south on the northern portion of the property, between existing fields. There are two landmark trees in the middle of the fields, one each on the north and south sides of the property. Wetlands have been confirmed along the east side of the site, within the woods.

#### *Historic and Cultural Resources*

The site has been historically farmed, and does not contain any historic structures. There is an opportunity to use the historic farming activities to develop a community theme and/or character, and the tree rows and landmark trees should play a significant role in this task.

#### *Road, Pedestrian and Bike Network*

The site has frontage along Cosgray Road and also has three street stubs from the City of Columbus development to the south: Filner and Gerlach Roads, Ellis Brook Drive. Tuttle Crossing Boulevard is anticipated to be a four-lane, divided road with both bike lanes and a separated shared-use path, except at the railroad overpass, where the median and tree lawns will compress over the bridge.



There is a shared use path on the east side of Cosgray Road, in the Hayden Farms neighborhood directly south; a sidewalk on the west side of Cosgray Road that ends across from Boucher Road to the south; and more regionally, there are paths along Cosgray Road north of the railroad crossing, Churchman Road and Rings Roads. A shared use path also runs behind Ballantrae Woods and along Cosgray adjacent to Ballantrae.

#### *Utilities*

The site is not currently served by public water and sewer. Public water main exists to the south of this site. To serve this site with domestic and fire protection service, public water mains will need to be extended, along with new hydrants throughout the development.

Public sanitary sewer exists to the south. A 40-foot gas pipeline easement runs along the west side of the railroad from the south and then turns west through a remnant parcel and then northwest towards Cosgray Road. The associated Preliminary Plat drawings indicate that the easement is partially released; however no easement language has been provided for verification.

## 4. Proposal

The proposal is for a residential PUD neighborhood consisting of 371 residential lots with +/-54.3 acres of open space on a +/-105 acre site. The proposed gross density is 3.53 du/ac, which is below the 5.0 du/ac anticipated with the Community Plan and Special Area Plan recommendations.

#### *Open Space, Landscape and Site Features*

According to City of Dublin Code 152.086(A), 13.23 acres of open space is required with this application for standard zoning. This Code requirement is the lowest level of open space requirement; the CDR requires additional, as previously indicated. On Exhibits H.2 and H.3, approximately 51 acres is indicated, divided into two subareas: open space reserve and future Tuttle Crossing open space.

The plan depicts the preservation of the wetlands in the eastern part of the site. The majority of this feature is at the rear of lots, and open space/trail connections to this area are minimally provided. Exhibit F.1 indicates that a portion of the wetlands are encroached upon by the cul-de-sac in Subarea B, and a number of these lots back directly up to the wetlands without benefit of the required 20-foot setback required per City Code 153.052(B)(e)(4). One lot has a finger of wetlands encroaching almost to the house. Staff has requested that the wetland delineation report be provided.

Half of each of the two tree rows are preserved. Two landmark trees are preserved, and these are appropriately placed in common greens. The trees shown between Subarea B and 5332 Cosgray Road are not in a preservation area, and while shown as preserved on Exhibit F.1, there is no preservation provision in either an easement or in the development text. These should be protected.

All stormwater features are included in the open space acreage, as are the 25-foot perimeter buffers. Based on the NDG Sections F and G, without programming or enhancements, these features may not count toward open space calculations. Exhibit F.1 indicates locations of rock walls along these basins. In the northwest and southwest corners, homes back directly to these walls, creating a situation where homes are perched above the ponds and rear yard space, actual

or perceived, is minimized. The use of these walls may indicate that the site is over-built, without adequate space to feather grades or maintain a natural appearance, such as at the woodlot just north of Tuttle Crossing Boulevard. These walls also prohibit the use of the ponds as potential recreational areas, as described in the NDG, Section 2 F.

On the project perimeters, Subarea A proposes a 25-foot buffer to the lots in Amlin, and while this setback is not integrated into the overall open space system, as suggested by the NDG, it may count toward open space, given that it preserves a tree row. On the south side, the vision for the separation between the Cities of Columbus and Dublin is heavy buffering as previously described. Area D is separated by 25 feet, with a road adjacent; one unit on Ellis Brook Drive is directly against the 25-foot buffer edge. For Subarea E, proposed is a minimum of 25 feet for the majority, with slightly over half of the units having wider buffering. Some units on the west portion of Street H have lots within the buffer, which is not permitted. No information has been provided on trails, plantings, grade changes, or potential programming of these spaces.

To summarize this complex open space analysis, Landplan Studios assisted staff by providing the Open Space Regulation Comparison, attached, comparing the standard zoning requirements above, the CDR requirements previously described, and the NDG for comparison. A corresponding graphic, Open Space Eligibility and 75% Dwelling Unit Adjacency, is also provided to illustrate which areas should count toward open space in staff's opinion. PZC has some discretion within the range of requirements, so staff offers the following analysis:

- The CDR should apply, along with the 50 percent open space requirement;
- The 75 percent house adjacency should be more closely met;
- Some open space areas should meet CDR size and ratio requirements
  - The north property line provides a 25-foot buffer and also preserves a tree line
  - Other similar spaces may be considered as open space if programmed and amenitized: shown as Potentially Eligible Open Space on the Open Space Eligibility and 75% Dwelling Unit Adjacency Map;
- Preservation areas should be focal points within the community, per CDR and NDG;
- The stormwater features, as currently shown, do not meet the criteria to count toward open space per the Code and NDG
  - If the ponds adjacent to the wetlands and Street D, north of Tuttle Crossing Boulevard were programmed and amenitized, they might count as open space;
- The easements and setbacks do not meet the open space criteria per the Code or NDG
  - Except for the gas easement which has the shared use path; and
- Road setbacks have been reduced and their suggested character is not adequate to be counted toward open space, per the Code, CDR, and NDG.
- *Based on this analysis, staff calculates that the actual open space is less than required for the CDR. 10.22 acres are ineligible as currently shown.*

Regarding the Tree Preservation Plan, staff finds that proposed grading, stormwater lines, and road construction intrude into tree root zones in numerous locations. Additional surveying is required at FDP/FP to ensure that these trees are avoided or accounted for. The applicant is requesting a different replacement rate (tree for tree, instead of inch for inch) than required by Code Section 153.146. While City Council approved a similar Waiver Policy in 2018, this current request is slightly less than the approved policy. Staff could support this request if the applicant were preserving the maximum number of trees possible on site and if the open space areas were more connected and larger in scale.

### *Lot Layout*

Since the Concept Plan, the setbacks along Cosgray Road have diminished from 100 and 150 feet to 70 feet, and the southernmost lots are slightly within that setback. The lots directly south of Tuttle Crossing Boulevard are within the proposed 75-foot setback, leaving no room for private outdoor space. One lot in Subarea B is within the 100-foot railroad setback. Staff is very concerned that this approach will leave these homes open to visual and auidial impacts and create an unpleasant location to live, in addition to preventing the anticipated private outdoor space described in the NDG.

Lot sizes are not shown at this stage of the process, although typical lot layouts per Section 4 C of the NDG are required to ensure adequate space for setbacks and private open space. Although requested, the applicant has provided some of this information but not enough to allow analysis of the key goals of the Guidelines.

### *Circulation*

A Traffic Impact Study (TIS) is required at rezoning and PDP. The scope of the TIS shall be established through a Memorandum of Understanding (MOU) to determine the specific needs and evaluations for the site, should the development proposal move forward. The applicant completed the MOU, but not the TIS. The TIS provides traffic volumes and projections, but does not contain the required analysis, recommendations, and conclusions that allow analysis of the proposed roadway system and mitigation for the site traffic. A full TIS and a commitment to the mitigation strategy are required in order for this proposal to advance; this will need to be reviewed and accepted by Franklin County and the City of Columbus.

Two access points are proposed onto Cosgray Road, including Tuttle Crossing Boulevard. The applicant will be required to dedicate right-of-way on Cosgray Road to comply with the Thoroughfare Plan; this right-of-way needs to be shown on the exhibit. Required turn lanes and any other necessary improvements for this project, along with any additional associated right-of-way needs, will be the responsibility of the developer. On the south side, the project anticipates using the three existing road stubs from Hayden Farms. The proposed centerline of these roads do not align with the existing centerlines in Columbus and need to be addressed. A public connection to the largest parcel in the Village of Amlin (northeast corner of site) has been shown, although staff has previously requested two road stubs to the north.

Three access points are shown on Tuttle Crossing Boulevard into the interior of the project; access north into the remnant parcel should be considered. Internally, a north-south collector connects most of the community and helps organize overall access, although a continuous public road through Subarea E is not provided and should be, as previously requested. The intersection spacing from Tuttle Crossing Boulevard into Subarea E is too close and should be revised.

The proposed internal street network is a combination of public roads and public service streets. Staff and the applicant have worked to create public service standards that address right-of-way and road width requirements, utility locations, and the need for sidewalks; however, the provided street section does not meet the agreed-to expectations related to grading, turning radii, and intersection spacing. Ninety-degree parking off the service streets was not contemplated and is not supported, as shown in Subareas A and D, and the spaces are half in, and half out, of the right-of-way.

Additionally noted are the number of proposed curb cuts along the streets: these need to be developed in concert with City staff, and the interfaces with the pedestrian/bike system also need to be appropriately designed.

The applicant has provided a pedestrian circulation plan, showing how sidewalks and bike paths would work throughout the site (Exhibit F.1). These sidewalks need to be within easements throughout the project, and the proposed sidewalk along Ellis Brook does not line up with the existing sidewalk in Columbus. The applicant has provided shared use paths per the Bikeway Plan along Cosgray Road and the future Tuttle Crossing Boulevard. At Concept Plan, staff suggested the Cosgray Road path use some of the full width of the greenspace, rather than stay adjacent to the road, which would improve user experience; the proposed path is directly adjacent to the road. This also complicates the ability to widen Cosgray Road in the future, should that be necessary. No locations for cluster mailboxes are provided; these are opportunities for community gathering locations.

The Bikeway Plan indicates a path connection for the entire length of the parcel, flanking to the railroad. The proposed path here loops to the interior of the project, not completing the route to the northeast or southeast corners of the property. Staff recommends that all shared use paths be ten feet wide, rather than the proposed eight feet, as this is the anticipated standard.

#### *Streetscape Character*

No information has been provided on typical streetscape trees, tree lawns, or other design features. Sections 3 A, B, and C of the NDG request that these be provided, specifically demonstrating how the street network creates a wayfinding hierarchy within the community, showing how natural features are incorporated into the streetscape, and developing character through the use of street trees.

Staff has also relayed concerns to the applicant that singular home access off public service streets may not provide the design connectivity sought in the NDG Section 3. Specifically, service streets are intended to provide a secondary means of access, to allow for trash pickup and deliveries. Where these streets intersect with a frontage street, the setbacks should be shorter to narrow the view into the service street and assist in defining the area. Hedges, fencing or other techniques should be provided to help define service street character; these are not indicated. No street trees are proposed in the service streets.

#### *Architectural Details*

Subarea A's elevations are included on Exhibits K.1 – K.7. These are attached single-family residential products with front porches, some side porches facing the collector road, and man doors in addition to garage doors on the back side. The roofs are pitched with a hyphen between units, which successfully breaks up the roof massing. There is ample window fenestration, and the arrangement of details is pleasing and appears to be based on farmhouse forms. Materials are shown as architectural asphalt and metal roofing, board and batten siding, and brick and stone masonry. Details show columns, square pickets and railings, single hung windows, shaker panel doors, and steel garage doors. Other materials are not indicated on the plan sheets, but the development text indicates thin brick, EIFS, PVC, urethane foam, and vinyl for trim pieces, all of which are acceptable per the Residential Appearance Standards, but not anticipated for use in

residential PUDs. Residential Appearance Standards only apply to standard zoning, not to discretionary residential PUDs.

Subarea B's elevations are found on Exhibits L.1 – L.4. These are the detached single-family residential products with front porches or stoops, rear patios, and a variety of roof pitches using a neo-traditional style. Some corner lot garages are side-loaded, but all indicate short garage setbacks (2-6 feet) from the main façade and a single garage door for two spaces, in conflict with Section 3 E of the NDG. Materials are the same as for the attached product, although no materials are indicated for porch details. Overall, the elevations indicate a variety of finishes and details, but the basic forms and massing are very similar, as shown on Exhibit L.2.

Subarea D's elevations are found in Exhibits M.1 – M.4 and are for the empty nester cottage product. These are a one to one and a half story house with front porches on sidewalks and garages at the service street access in the rear. The provided typical lot layout does not appear to be scaled: the private open space is shown as both 150 SF and not less than 10 feet by 10 feet, but is much larger than the adjacent 484 SF garage. All cottages have gabled roofs, some parallel to the street and some perpendicular. The front porches are prominent. No material information has been provided.

Subarea E's elevations are found on Exhibits N.1 – N.11 and are for the attached single family product in the southeast portion of the site. Front elevations indicate small porches at 4 ½ feet deep, not meeting the NDG standard of 6 feet in Section D 2. Rear elevations are largely the garage doors, not meeting the NDG goals for garage door mitigation found in Section 3 E. There is a variety of façade style treatments for the buildings; however, no indication is provided about where specific building types are located. Some units indicate lower end units, but other elevations show a continuous roof form, negatively affecting aesthetics and pedestrian scale. No material information is provided.

### **Stormwater Management**

Two wet stormwater management ponds are shown in the south half of the project: one in the center of Subarea D, and one on the east edge of Subarea E. The other seven basins are dry and are shown along both sides of Tuttle Crossing Boulevard, and the length of Cosgray Road and within Subarea E. Staff concerns are that dry basins are problematic from a maintenance standpoint, and the existing downstream conditions need to be further studied to ensure that they can work as intended. While the use of dry basins are permitted within the City, the number proposed for the development is not supported by staff due to design, maintenance, and aesthetics. Other alternatives should be explored for stormwater management facilities.

Dry Basin F is over 1,000 feet long, adjacent to Tuttle Crossing Boulevard and Cosgray Road. Detailed analysis of the stormwater system cannot be provided based upon the level of detail in the submitted plans; however, these details are critical to the functionality, maintenance, and aesthetics of the ponds.

### **Utilities**

The public water main shall also be extended along Cosgray Road along the development's frontage. No additional information is provided on this system, although water line easements are shown in side and rear yards in Subarea B, which is not supported by staff.



The development is to be served by two separate sanitary sewer mains. Public mains and structures will need to be built with the development to service the future homes. The system is shown on the provided drawings; however, the associated calculations have not been provided to verify capacity and function. In some locations, the sanitary main is too close to buildings.

The water, storm, and sanitary sewer systems shown at this point do not appear to provide sufficient separation in several locations at this point.

### **Development Text**

Staff has a number of concerns about the proposed development text. These are summarized below.

- Subareas A, B, D, and E indicate that accessory structures are permitted, but no information has been provided about how these would actually fit on these small lots. Accessory structures within D and E are not possible, given the type of house and anticipated lot sizes. The inclusion of such structures will negatively affect the perceived density of the community.
- There is no specific open space subarea which would describe intent, permitted uses, maintenance, and review process. This category is combined with the future Tuttle Crossing Boulevard extension. By not including this land as a separate subarea, and in conjunction with other transfer-of-density language, it is possible that the open space may not be preserved as intended. Staff is also concerned about the implication of Tuttle Crossing Boulevard as "open space", when this will be a major thoroughfare in the future.
- "Reserves" are not defined and are thought to be open spaces. These should be zoned as such throughout the development to ensure their preservation.
- Subareas A, D, and E only provide a minimum 8-foot front setback, leaving little room for front yard landscaping, which is a critical element to separate the public realm from the private realm.
- Lot coverage in Subarea A has no maximum; it is not clear how this will work with the anticipated private open space minimums in the NDG.
- Step encroachments in all subareas will be confusing to administer. Per the NDG, the use of building envelope/private open space envelope is more definitive.
- No information has been provided on community theme, intent, or character.
- Ownership and maintenance of open spaces should be indicated in a table, instead of being left to later stages of approval.
- Architectural standards refer to Dublin's Residential Appearance Standards in a number of locations; these do not apply to residential PUDs.
- No information is provided on garage door mitigation, as depicted in the NDG. Double-sized garage doors are permitted, and there is no indication of other architectural features, as in Section 3 E 2 of the Guidelines.
- Fences are permitted in the text, but not described where, how, or in what design. This is a crucial issue, especially for the lots on service streets.
- Section 153.054(B)(13)(d) of the Dublin Code states that adequate provision shall be made for a perpetuating HOA with responsibility for operation and maintenance of all common facilities for the PUD; this has not been provided.

## 5. Plan Review

Preliminary Development Plan	
Criteria	Review
1. The proposed development is consistent with the purpose, intent and applicable standards of the Zoning Code.	<b>Criteria Not Met:</b> Section 153.050 has specific requirements to approve this type of rezoning. As described herein, staff finds that the project is lacking in respect for the natural site features, proper relationships between the buildings and the land, architectural design, and response to the NDG.
2. The proposed development is in conformity with Community Plan, Thoroughfare Plan, Bikeway Plan, and other adopted plans or portions thereof as they may apply and will not unreasonably burden the existing street network.	<b>Criteria Not Met:</b> The Community Plan mixed use element in the northwest corner is omitted. The Interim Land Use Principles of Planning for the Bigger Picture, Focusing Growth, Protecting Natural Resources and Ecological Systems, Integration of Sustainable Design, and Being Distinctly Dublin are not met. The proposal does not respond adequately to the Bikeway Plan on the east side. Necessary street connections are missing. Key CDR criteria are not met and various elements of the NDG are not met.
3. The proposed development advances the general welfare of the city and immediate vicinity and will not impede the normal and orderly development and improvement of the surrounding areas.	<b>Criteria Not Met:</b> The project will assist in the construction of the westernmost portion of Tuttle Crossing Boulevard, as anticipated in the Thoroughfare Plan; however, the TIS is not complete to help determine both impacts and mitigation of traffic impacts. The developer will be responsible for extending necessary utilities, and the City will maintain them in the future.
4. The proposed uses are appropriately located in the city so that the use and value of property within and adjacent to the area will be safeguarded.	<b>Criteria Met:</b> The Community Plan does identify this location for a majority of Mixed Residential Medium Density. The Commission has previously stated that the identified Mixed Residential Rural Density is not appropriate for the south portion of the site. The Commission has had differing opinions on the need for the Mixed Use Village Center in the northwest corner of the site.
5. Proposed residential development will have sufficient open space areas that meet the objectives of the Community Plan.	<b>Criteria Not Met:</b> Based on the CDR, this criteria is not met. Based on the NDG, open space quality has not been demonstrated, especially in the form of the dry basins. The requested characterful open space demarcation between the City of Columbus and this project has not been provided. Numerous lots encroach into the open space and buffer areas.

6. The proposed development respects the unique characteristic of the natural features and protects the natural resources of the site.

**Criteria Not Met:** One half of each of two tree rows is removed, the wetlands are encroached upon in one area, and a tree stand buffering an adjacent neighbor is not protected. A reduction in the tree replacement requirements is requested by the applicant.
7. Adequate utilities, access roads, drainage, retention and/or necessary facilities have been or are being provided.

**Criteria Not Met:** Another road stub to the north and a more direct route from the south has previously been requested and not provided. Water and sanitary sewer systems' information is not complete and needs additional separation in specific locations. Stormwater information is incomplete and does not provide downstream analysis.
8. Adequate measures have been or will be taken to provide ingress and egress designed to minimize traffic congestion on the surrounding public streets and to maximize public safety and to accommodate adequate pedestrian and bike circulation systems to that the proposed development provides for a safe, convenient and non-conflicting circulation system for motorists, bicyclists and pedestrians.

**Criteria Not Met:** A continuous road from the City of Columbus to Tuttle Crossing Boulevard has not been provided. The intersection spacing from Tuttle Crossing Boulevard to Subarea E is inadequate. 90-degree parking is proposed off of the service streets, which is not permitted. The anticipated full-length, north-south shared use path along the railroad is partially provided. The Cosgray Road shared use path is directly adjacent to the road, not providing a pleasant experience for the user and hampering future road widening.
9. The relationship of buildings and structures to each other and to such other facilities provides for the coordination and integration of this development within the PD and the larger community and maintains the image of

**Criteria Not Met:** The lack of design coordination between this project and the Village of Amlin is of particular concern. The Community Plan indicates that negative impacts on Amlin are to be minimized, and that a gateway to/for Amlin is to be provided. Additionally, the use of dry basins at the perimeter of the development does not maintain the traditional image of Dublin with its berms, landscaped areas, and high-quality development. The predominance of garage doors, especially in Subarea E, is a concern.

Dublin as a quality community.

10. The density, building gross floor area, building heights, setbacks, distances between buildings and structures, yard space, design and layout of open space systems and parking areas, traffic accessibility and other elements having a bearing on the overall acceptability of the development plans contribute to the orderly development of land within the city.

**Criteria Not Met:** The applicant has not demonstrated how the lot types and block/lot layouts will achieve the goals of the NDG. It is not clear that adequate private open space can be provided in each of the building types. It is also not clear that the character of the service streets is acceptable per NDG. Adequate yard space is questionable in numerous locations, where the yards encroach into setbacks or open spaces.

11. Adequate provision is made for storm drainage within and through the site so as to maintain, as far as practicable, usual and normal swales, water courses and drainage areas.

**Criteria Not Met:** Inadequate provision of stormwater systems is provided at this point, based upon the submitted information as described herein.

12. The design, site arrangement, and anticipated benefits of the proposed development justify any deviation from the standard development regulations included in the Zoning Code or Subdivision Regulations and that any such deviations are consistent with the intent of the PUD regulations.

**Criteria Not Met:** The applicant has requested a deviation from the tree replacement criteria. This is not yet warranted because of the unnecessary removal of existing tree rows and an overall lack of superior design that would mitigate such a deviation.

13. The proposed building design meets or exceeds the quality of the building designs in the

**Criteria Not Met:** The products in Subareas A, B, and D have interesting design elements but do not meet all of the NDG goals for garage placement or private open space provision. The townhome product in Subarea E is very typical

surrounding area and all applicable appearance standards of the city.

of any other townhome project and is not of the expected quality. In all cases, the development text refers to the Residential Appearance Standards, which do not apply to residential PUDs. Materials such as vinyl, thin brick, and Fypon are of lesser quality than expected.

14. The proposed phasing of development is appropriate for the existing and proposed infrastructure and is sufficiently coordinated among the various phases to ultimately yield the intended overall development.

**Not Applicable:** No phasing information has been presented.

15. The proposed development can be adequately serviced by existing or planned public improvements and not impair the existing public service system for the area.

**Criteria Not Met:** All public improvements in this location are based on the construction of this project; these improvements are otherwise not planned. No information has been provided about how the existing water system to the south will connect to the project on Cosgray Road, and this water line needs to be extended the entire length of the project, as determined at Concept Plan.

16. The applicant's contributions to the public infrastructure are consistent with the Thoroughfare Plan and are sufficient to service the new development.

**Criteria Not Met:** The TIS would determine this information, and it is incomplete.

## Recommendation

### 5. Recommendation

**Planning Recommendation:** Disapproval of Rezoning/PDP with the following findings:

- 1) The Southwest Area Plan's (Avery West Detail) anticipated mixed-use village center is not incorporated in the northwest corner of this proposal, nor is there an Amlin gateway feature.
- 2) The Commission concurs that the proposal should use the CDR approach, and the project does not meet the requirements of the CDR, nor the NDG, regarding open space quantity and quality.



- 3) The provided Open Space Framework Analysis (Exhibit C.1) repeats the already-developed project patterns, rather than demonstrating that the preservation areas are of highest priority as anticipated.
- 4) Other fundamental sections of the NDG are not met, such as (but not limited to) community theme, individual lot analyses, streetscape hierarchy, garage door mitigation, and adequate private open space.
- 5) The TIS is incomplete and previously-requested road connections have not been provided.
- 6) The number of dry stormwater basins is not supported due to design, maintenance, and aesthetics.
- 7) Detailed information regarding the water and sanitary sewer mains and services should be provided to the City for review, and the water line extension along Cosgray Road has not been provided.
- 8) The setbacks along Cosgray Road have shrunk significantly since Concept Plan, and when combined with dry stormwater basins, adequate buffering to homes is not provided here and also at Tuttle Crossing Boulevard.
- 9) The shared use path network is not per the Bikeway Plan along the east side; the Cosgray Road path is diminished to a path adjacent to the road without space for meandering, buffering, or landscaping.
- 10) The development text is inadequate regarding open space and has other omissions, inclusions, and references that appear unachievable or do not meet the vision of the NDG.
- 11) The applicant has not conducted public information meetings as previously requested.

## 6. Summary of Needed Elements

- 1) Include village center component in northwest corner of site
- 2) Use the Conservation Design Ordinance for the project, including open space requirements
- 3) Full TIS and commitment to the mitigation strategy, reviewed and accepted by Franklin County and City of Columbus
- 4) Dry basin stormwater options that address staff concerns
- 5) Detailed information regarding the water and sanitary sewer mains and services should be provided
- 6) Extend the water line along Cosgray Road for the entire length.
- 7) Provide community theme or character evident throughout the site
- 8) Complete development text; remove references to Residential Appearance Standards; remove accessory structures
- 9) Meet the service street character per the Neighborhood Design Guidelines
- 10) Use the agreed-upon service street section
- 11) Use berming and landscaping as buffers along Tuttle Crossing Boulevard and Cosgray
- 12) Incorporate stormwater basins into overall character and activity of community per NDG
- 13) Connect shared use path along entire length of railroad or provide equivalent; separate shared use path from Cosgray and meander slightly through landscape features
- 14) Mitigate garage doors throughout project
- 15) Ensure all lots do not encroach into open space or setbacks
- 16) Provide lot and block layouts with adequate detail to ensure private open space per NDG
- 17) Confirmation that cul-de-sac in Subarea B avoids wetlands