



PLANNING REPORT

Planning and Zoning Commission

Thursday, October 12, 2023

AMLIN CROSSING 23-064PP

www.dublinohiousa.gov/pzc/23-064

Case Summary

Case	23-064PP, Preliminary Plat at PIDs: 274-001307, 274-00104, 274-001218
Proposal	Subdividing 105.02 acres into 371 single-family lots and 51.2 acres of open space reserves and public rights-of-way.
Request	Review and recommendation to City Council for determination under Section 152.000 of the Dublin Zoning Code.
Zoning	R, Rural District
Planning Recommendation	<u>Disapproval of a Preliminary Plat</u>
Next Steps	Following a review and recommendation by the Planning and Zoning Commission, the preliminary plat will be forwarded to City Council for review and determination.
Applicant	Floyd and Joyce Miller, Cosgray Road, LLC
Case Manager	Sarah Tresouthick Holt, AICP, ASLA, Senior Planner (614) 410-4662 sholt@dublin.oh.us

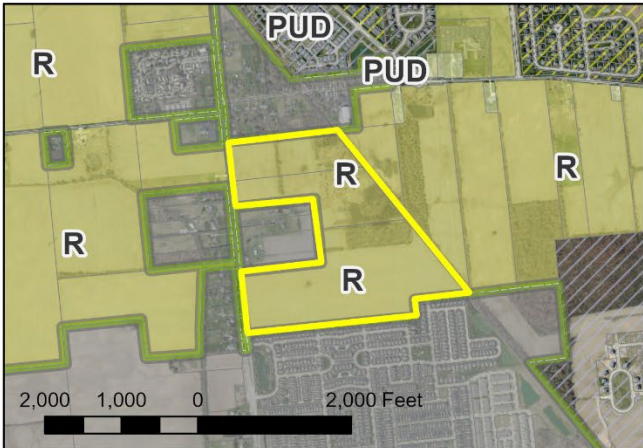
Site Location Map

23-064PP | Amlin Crossing



Site Features

- 1 Wetlands
- 2 Tuttle Crossing Boulevard location
- 3 CSX RR



1. Overview

This is a request for review and recommendation of approval for a Preliminary Plat (PP) to facilitate development of a +/-105-acre site establishing 371 single-family lots, open spaces, the creation of Tuttle Crossing Boulevard right-of-way, and other public rights-of-way. This project is concurrently submitted with a Rezoning and Preliminary Development Plan request (23-066 Z – PDP). Should that request not be approved, this PP would be moot. All of the concerns identified for the Rezoning and PDP apply to this submittal.

Case 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 pedestrians and establish buffers to private home spaces;
- Identification of adequate private open space on each lot; and
- Based on adoption timing and submittal of this application, the NDG applies. The applicant was made aware of this.

2. City Plans and Principles

Community Plan – Future Land Use

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 are desired, at a maximum density of 5.0 du/ac. Areas are intended for integration around Village Center developments. Village Centers 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. The following principles apply to this request, although Code requirements still govern. Since this is such a large project, staff has evaluated all of the principles to describe how they are, or are not, met. Staff comments are provided in italics:

1. Think Comprehensively. Plan for the Bigger Picture
The Commission has acknowledged that the Community Plan and Special Area Plan are outdated in this location. 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 City adopted the NDG in March of 2023 to ensure that residential PUD developments are achieving the expectations outlined by Code. To that end, a number of analysis topics are included herein. At the PP, we would expect to see the information and individual lot and block layouts as described in Section 4 B and C of the NDG. This has not been provided. Staff is concerned that a number of lots encroach into setbacks, not allowing for adequate private open space. Specifically, this occurs on Lots 155 – 159, 167 – 168, 366 - 368, and 369 – 371. Additionally, Lot 113's backyard is partially within the 100-foot railroad setback; this is an active track, and this yard will be negatively impacted. Proposed easements across Lots 133 – 148 will not permit private open space.

As part of the Guidelines, wayfinding and neighborhood character is important. Relative to the platting process, we would expect to see preliminary locations for entry feature easements, and in this project location, a gateway easement for the Village of Amlin. None have been provided.

3. Proposal

Summary

Subdivision of the site into single-family lots will allow development of 371 single-family, attached and detached, lots. The lot size details are provided below:

- Subarea A – 90 lots ranging from 2,457 SF to 3,234 SF on 18.03 acres
- Subarea B – 58 lots ranging from 5,720 SF to 8,861 SF on 20.66 acres
- Subarea C – no lots; open space and Tuttle Crossing Boulevard ROW
- Subarea D – 43 units ranging from 5,096 SF to 8,843 SF on 12.68 acres
- Subarea E – 180 units ranging from 1,848 SF to 2,401 SF on 28.45 acres

Natural Features

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 CSX RR track, within the woods. The site has been historically farmed, and does not contain any historic structures.

As a residential PUD request, appropriate for the Conservation Design Ordinance (CDO), the project should provide at least 50 percent open space. Staff calculates that between 24.93 and 33.54 percent open space is provided, as described in the Rezoning/PDP application. Should the application be approved, the applicant will need to provide the required open space and update the Final Plat to provide a note detailing all open space ownership and maintenance responsibility. Staff notes that a number of easements will affect the roots and/or driplines of existing tree rows and tree stands.

Road, Pedestrian and Bike Network

Right-of-Way

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.

Proposed are public streets range from service streets to the future Tuttle Crossing Boulevard. Tuttle Crossing Boulevard will require dedication of right-of-way, a separate tract for the future extension of the road to the east, and slope easements for the railroad overpass. Cosgray Road will require a separate dedication for additional right-of-way south of Tuttle Crossing Boulevard.

Staff has a number of concerns with the road layout as presented: intersection spacing, centerline curve radii, and turn radii. Requests for an autoturn exhibit by Washington Township Fire District (WTFD) have not been addressed. Staff additionally notes that the 90-degree parking shown in Subareas A and D are not permitted on public roads.

Sidewalks and Paths

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. The Bikeway Plan indicates a north-south shared-use-path along the CSX railroad on the east side of the site, as well as a path along Cosgray on the west side of the site.

A shared use path is proposed along some of the eastern edge of the project, although it does not complete the pathway to the northern and southern property lines as shown on the Bikeway Plan. This path should have its own easement for ownership and maintenance purposes, as well as to protect the surrounding wetlands. The Cosgray Road

shared use path is directly adjacent to the road based on the locations and configurations of the dry stormwater basins; this should also have an easement. Proposed sidewalks are shown throughout the development. All ownerships and maintenance obligations need to be described, should the plat be approved.

Proposed sidewalks are shown out of the public right-of-way throughout the project and not within an easement. This needs to be addressed.

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.

Sanitary

Detailed analysis of the proposed sanitary sewer system cannot be provided based upon the level of detail in the submitted plans; however, these details are critical to the functionality and service to the future development.

Water

The public water main shall also be extended along Cosgray Road along the development's frontage. No additional information is provided on this system.

Stormwater Management

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.

Fire

When subdividing a parcel, it is essential to ensure adequate provision of services can be provided. Comments from WTFD were provided to the applicant; no responses were received.

4. Plan Review

Criteria	Review
1. Plat Information, Zoning Code, and Construction Requirements	Criteria Not Met: Minimum open space area is not met, per the CDO. There are lot-and-setback and lot-and-easement conflicts in numerous locations. Open space ownership and maintenance responsibilities are not described. A response to WTFD comments was not provided. Additionally, the applicant should ensure that any minor technical adjustments, if necessary, to the plat are made prior to City Council submittal.

Criteria	Review
2. Lots, Street, Sidewalk, and Bike Path Standards	Criteria Not Met: The Traffic Impact Study (TIS) is incomplete, and staff has numerous concerns with the service streets. The plat does not provide two street stubs to the north to allow future development per staff request. Another request was to ensure that the north-south route from the City of Columbus to Tuttle Crossing Boulevard is continuous; this has not been provided. The anticipated shared use path along the east side is not consistent with the Bikeway Plan, and adequate space is not provided for a meandering bike path along Cosgray Road.
3. Utilities	Criteria Not Met: Staff notes that the dry basin approach to stormwater does not meet the criteria in the NDG. From an engineering standpoint, inadequate provision of stormwater systems is provided at this point, based upon the submitted information. 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. Other concerns are enumerated herein.

Recommendation

Planning Recommendation: Recommendation of Disapproval to City Council for the Preliminary Plat with the following findings:

- 1) If the Rezoning and PDP is not recommended for approval, this PP is moot, although may be overridden by a final determination from City Council.
- 2) Lot-and-setback and lot-and-easement conflicts exist in numerous locations, and the applicant has not provided information on how the lots could function given these conflicts.
- 3) The requested street connections are not provided, and the proposed shared use path system does not comply with the Bikeway Plan.
- 4) Stormwater ownership and management is not described as required; the design does not meet the intent of the NDG.
- 5) 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.