



## PLANNING REPORT

# Planning and Zoning Commission

Thursday, February 15, 2024

## AMLIN CROSSING 24-002INF

[www.dublinohiousa.gov/pzc/24-002](http://www.dublinohiousa.gov/pzc/24-002)

### Case Summary

Address	PIDs: 274-001307, 274-001004, & 274-001218
Proposal	Development of approximately 105-acres consisting of 105 single-family homes and 210 – 420 higher-density residential units.
Request	Request for Informal Review and feedback on a future development application.
Zoning	R: Rural District
Planning Recommendation	Consideration of discussion questions
Next Steps	Upon receiving feedback from Planning and Zoning Commission, the applicant may incorporate the feedback and submit a Concept Plan for formal review.
Applicant	Steve Schottenstein, Schottenstein Homes Cosgray Road, LLC Floyd and Joyce Miller Greg Chillog, EDGE
Case Manager	Sarah Tresouthick Holt, AICP, ASLA, Senior Planner (614) 410-4662 <a href="mailto:sholt@dublin.oh.us">sholt@dublin.oh.us</a>

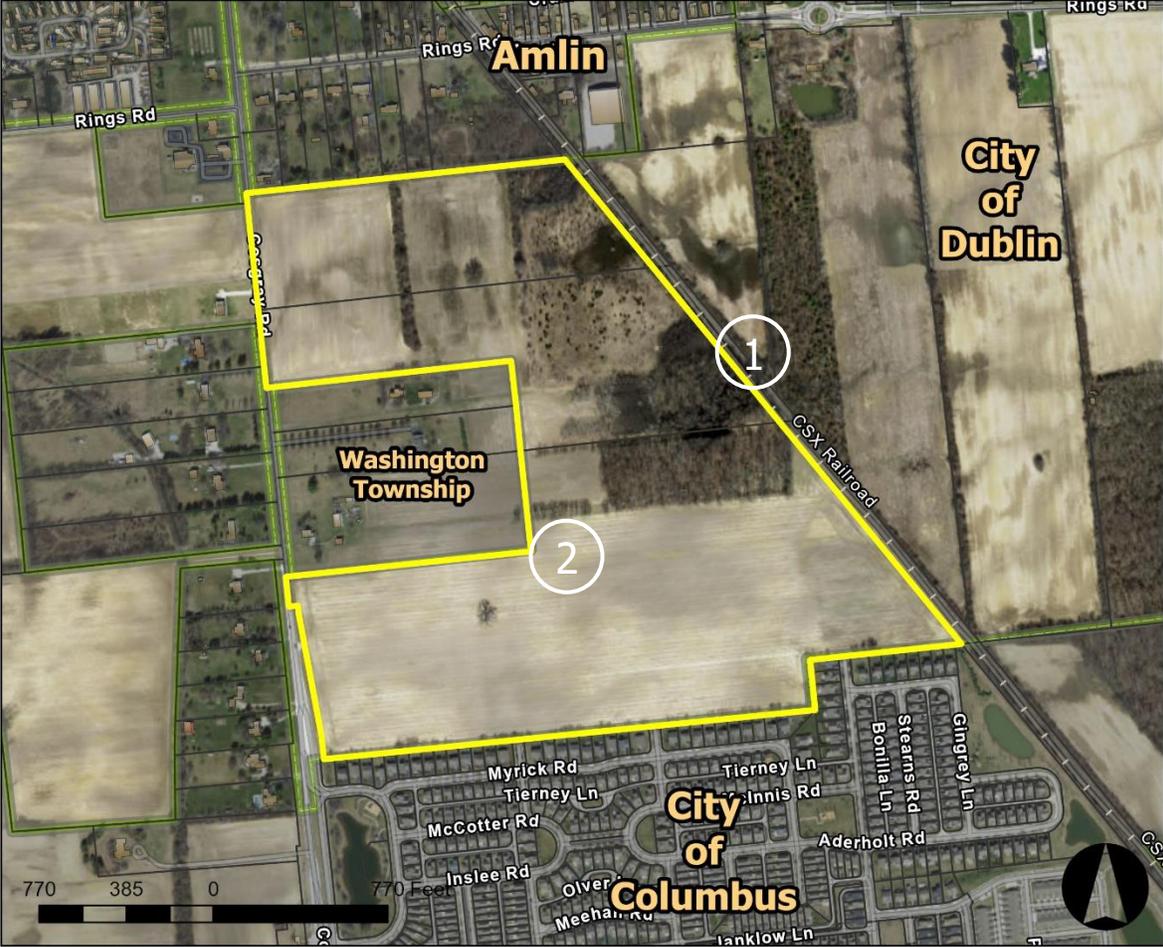
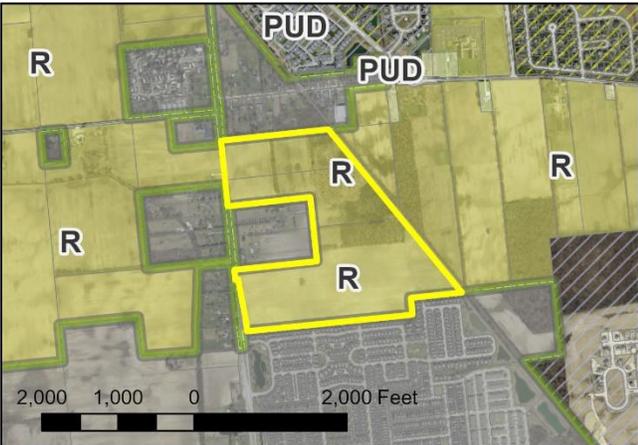
Site Location Map

24-002INF | Amlin Crossing



**Site Features**

- 1 CSX RR
- 2 Tuttle Crossing Boulevard location



## 1. Background

### Site Summary

The site is generally trapezoidal with three remnant parcels containing a 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, the site 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 site is currently zoned R, Rural District, and the applicant's desire is to create a residential Planned Unit Development (PUD). There is currently an option to purchase a property connecting the project site to Rings Road, within the Village of Amlin. This property is 1.25 acres, and is under the jurisdiction of Washington Township and is zoned Large-lot Residential. This property would have to be annexed and rezoned in order to become a part of this project.

### Development History

*2005*

Annexed via Ordinance 56-05.

*2021*

PZC review of Concept Plan with 505 lots on 101 acres, for single family detached and attached products. Concerns included:

- Conflict with Community and Area Plans, where less density (1.5 du/ac) anticipated along southern border;
- Inadequate setbacks at railroad and Tuttle Crossing Boulevard;
- Emphasis on garage doors and driveways; and
- Future Tuttle Crossing Boulevard right-of-way to be fully on project site.

*2022*

Additional Concept Plan with new service-street-access product type, allowing most houses to front onto commons or greens. PZC comment included:

- Need for mixed-use/commercial in northwest corner (some members)
- Open spaces positive, but houses front to open space without direct street access
- Townhouse area (south portion of property) too dense, too tall, needs open space buffer to Columbus
- Open space should feel publicly accessible, not private
- Private roads not supported
- Questions about railroad, Cosgray, and Tuttle Crossing Boulevard setbacks.

*2023*

PZC review of Preliminary Development Plan (PDP)/Rezoning and Preliminary Plat. Tabled based on staff recommendation of denial with numerous staff concerns and incomplete requirements.

### Utilities and Infrastructure

The site is not currently served by public water and sewer. Public water main exists to the south of this site, as does public sanitary sewer. Public mains and structures will need to be

built with the development to service the future homes. 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.

### **Neighborhood Engagement**

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

### **Process**

The current proposal does not meet the standards of the Rural zoning district, so a PUD is required to accommodate the request. An Informal Review (INF) is an optional first step which provides the opportunity for PZC to provide non-binding feedback on a development concept. Following an Informal Review, the applicant may submit a Concept Plan (CP), and then a PDP/Rezoning and Preliminary Plat.

## **2. Plans and Policies**

### **Community Plan**

<http://communityplan.dublinohiousa.gov/>

The Community Plan is the key policy document adopted by City Council to guide decision-making for the future of Dublin's natural and built environments. When a rezoning is under consideration, Community Plan consideration is important. It includes Future Land Use recommendations, Special Area Plans, and the Thoroughfare Plan, among other elements. Details that are contemplated within the Community Plan include the appropriate location, density and intensity of residential and commercial uses; the general alignment, character and connectivity of roadways; and the general recommendations for parks and open space.

The policies and recommendations established within the Community Plan are implemented over time, typically through rezonings and subsequent construction of public improvements by either the City or a developer. Recommendations within the Community Plan are based on careful consideration of existing conditions and future development scenarios, including potential impacts on infrastructure, roadway, and, critically, the continued fiscal health of the City. Dublin's ability to maintain high-quality of services and quality of life depends on a careful review of development proposals for conformance with the Community Plan.

#### *Future Land Use Map*

The Future Land Use Map in the 2013 Community Plan shows the majority of this site as Mixed Residential Medium Density, which has a walkable orientation at a maximum density of 5.0 du/ac.

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

The Southwest Special Area Plan was completed in 2013 and is meant to be 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; however, with the *Feasibility Study: Tuttle Crossing Boulevard Extension, Phase II (2020)*, the road takes a more direct route west through the property, and Cosgray continues north-south in its present alignment. A Village Center area is shown in the northwest corner, intended for daily retail and conveniences and an Amlin gateway. The south area is shown as Mixed Residential, Rural Transition at 1.5 du/ac; however

the Commission has previously determined that this may not be feasible given the proximity to Hayden Farms.

While the anticipated organization of the site has changed based on the Tuttle Crossing Boulevard alignment (shown next page), there are a number of goals from The Southwest Special Area Plan that are still applicable to this site:

- Conserve open space and natural features, such as woodlots and fencerows;
- Link open spaces together to provide high-quality amenities and stream protection;
- 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.

The Southwest Area Plan (Avery West Detail map, shown next page) shows specific design recommendations that should be considered with the proposed development. Project updates are italicized:

- A 200-foot setback along the railroad (east boundary of project site), *applicant now shows an increase to 150 feet (from the previous 100 feet);*
- A minimum 200-foot setback along Tuttle Crossing Boulevard, *applicant now shows an increase to 150 feet (from the previous 100 feet);*
- Gateway feature for the Village of Amlin (dark red on map below left), *still applicable, although the applicant states they elect not to provide this feature;*
- The Mixed Use Village Center extending south from Rings Road onto Cosgray Road, some of which would be on this site (dark red on below left map), *still applicable, with applicant electing to not provide this feature;*
- Mixed Residential Medium Density south of Amlin and wrapping southeast (5 du/ac) (brown on below left map), *still applicable;*
- Medium Density Residential on a street/alley system in the heart of this site (1 -2 du/ac) (yellow on below left map), *applicant proposes all public streets as directed;*
- Mixed Residential Medium Density along Cosgray Road (5 du/ac) (brown on map and on remnant parcels below left map), *still applicable;*
- Mixed Residential Rural Density along the border with the City of Columbus to the south (1.5 du/ac) (light green on below left map), *the applicant indicates lower densities than previously shown here;* and
- The remainder of the site is shown in the Southwest Area Plan as open space, especially along the railroad, the woodlot, and along most of Tuttle Crossing Boulevard (see both maps below), *still applicable.*

#### *Thoroughfare Plan*

Tuttle Crossing Boulevard is shown as 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, along with the entire right-of-way being located on this project site.

Cosgray Road south of Tuttle Crossing Boulevard is planned to be a Major Arterial, with a 120-foot right-of-way. Cosgray Road north of Tuttle Crossing Boulevard to the CSX Railroad crossing is shown as a Collector, with a 70-foot right-of-way.



*Southwest Area Plan (Avery West detail) map with general project location and Tuttle Crossing Boulevard indicated*



*Phase II Tuttle Crossing Boulevard Report showing preferred road alignment on project site*

### *Bikeway Plan*

The Bikeway Plan anticipates shared use trails along the railroad frontage on this site. This site has an opportunity to link adjacent existing and proposed shared use paths together.

### **Interim Land Use Principles**

As Envision Dublin, the City's new Community Plan, is developed, City Council has adopted Interim Land Use Principles to guide development during this transition. These policies were not established to supersede Zoning Code requirements, but to provide a clear policy document to supplement adopted plans and accepted planning practices in the interim. These principles are to be utilized similarly to the recommendations of the Community Plan, as both are guiding policies and principles for the City.

One potentially applicable principle is #6. Reserve Strategic Economic Assets. The goal is to protect long-term economic development interests and the fiscal health of the City by reserving railway corridors for development that supports economic vitality and restricts residential in these areas. While the railroad is along the eastern boundary of this site, it is important to note that this project has been in process since 2021, while the Interim Land Use Principles were adopted in mid-2023.

### **Conservation Design Resolution and Neighborhood Design Guidelines**

At the 2023 PDP, staff identified this site as appropriate for a Conservation Design Resolution (CDR) approach, based on location and the amount of natural features (woods and wetlands). The Commission agreed; therefore, if the project moves forward, the Concept Plan shall address the requirements of the CDR. The Neighborhood Design Guidelines (NDG) shall also apply, because the project is a residential PUD.

Landplan Studios has provide a summary analysis of both the CDR and NDG requirements; this is included in the packet and has also been forwarded to the applicant. This document provides

a valuable requirements summary, and while many answers are not yet known, the applicant will be able to use this as a guide for any future applications.

### 3. Project

#### Site Layout

The development proposal shows two different residential options, as described below. The applicant desires feedback from the Commission on each (see Exhibit E):

1. Area A  
Scenario 1: single-family attached or multi-family (2-3 story garden units); 210 units  
Scenario 2: multi-family 3-5 story garden units or townhomes; 420 units
2. Area B  
Single-family detached; 105 lots/units
3. Area C  
Park dedication, Tuttle Crossing Boulevard right-of-way and slope easement, buffers, and stormwater facilities

Scenario 1 would total 315 dwelling units, or 3 du/ac. Scenario 2 would total 525 units, or 5 du/ac. Open space in either case is shown at +/-52.5 acres on the 105-acre site, including +/-35 acres for park dedication, +/-16 acres for buffer/stormwater, and +/-7 acres for Tuttle Crossing Boulevard right-of-way. Slope easement locations are not yet included in the Tuttle Crossing Boulevard right-of-way calculation: this area cannot serve as open space.

### 4. Plan Review

The applicant is requesting an Informal Review and non-binding feedback prior to the submission of a Concept Plan. Discussion questions are framed for PZC to deliver feedback to the applicant.

**Planning Recommendation:** The Commission consider the following discussion questions as part of the Concept Plan review and feedback:

#### Discussion Questions

#### 1) Does this approach meet the vision of the Community Plan and the Special Area Plan?

Both options could meet the anticipated density for the majority of the site at 3 and 5 du/ac, where a maximum of 5 du/ac is contemplated in the Community Plan. The Commission has previously indicated support for higher densities adjacent to Hayden Farms over the envisioned 1.5 du/ac; however, the important, anticipated open space buffer is only a minimal strip of land in this version. The anticipated Village Center and Amlin gateway in the northwest corner of the site is not desired by the applicant.

The Southwest Area Plan indicates the need for a 200-foot buffer along the railway, along with significant open space and shared-use pathways. The applicant is proposing a 150-foot buffer along the railroad, increased from 100 feet shown in 2023. The same criteria apply to Tuttle Crossing Boulevard.

The timing of the Interim Land Use Principles, compared to the ongoing processing of this project should be considered, especially related to reserving railroad frontage for non-

residential development. With the heavy tree cover and wetlands adjacent to the railroad, the railroad is not accessible and it is also well-buffered in this scenario.

**2) Is the Commission supportive of the proposed site layout?**

This site has been determined to be appropriate for the CDR approach at previous hearings. This version preserves the vast majority of environmental features on the site, including tree stands and wetlands. The proposed product type and layout may have difficulty reaching required proximity-to-open space per the CDR. The tree row in Area A is not preserved, but all wetlands are now avoided. The Commission may want to indicate if these conditions are appropriate negotiation considerations for the project.

Staff maintains that a roadway connection is necessary between the north and south neighborhoods. This will enhance both mobility options, as well as utility placement. Cosgray Road will need to show adequate space for turn lanes. For future steps, staff will expect adequate space for both stormwater and open space improvements along the roadways, as well as the necessary screening and buffering.

Staff is concerned about the character of the potential road connection to Rings Road. While it provides a necessary second access point, it may have a large negative impact on the Village of Amlin, which the Community Plan specifically states to avoid. Staff has encouraged the applicant to ensure that this entry becomes a positive, welcoming feature for the village, rather than a traffic and visual intrusion.

**3) Is the Commission supportive of the architectural inspiration offered for the development?**

The applicant has provided conceptual elevations for the two different home types and options. Area A shows a range of townhome or stacked flat inspirational photos. Staff has encouraged the applicant to provide images that appear to be a natural outgrowth of the Village of Amlin, such as Missing Middle Housing, found at <https://missingmiddlehousing.com/types> . Staff envisions smaller buildings, a lesser impact of large parking areas, and interspersed green spaces, such as the stacked duplex/fourplex, courtyard building, and cottage court. Cottage courts can yield densities up to 20du/ac, yet still retain a low-scale, village character. The applicant's proposed building types appear too urban and very much like Bridge Street District, not appropriate for this far edge of the City.

Area B shows the single family residential that the Commission previously reviewed in 2023. These examples show interesting architectural elements with front porches/patios and balconies over the garage door. Staff has some concerns that remain from the PUD application. We do not believe that accessory structures will fit on the anticipated lot sizes, and their visual and spatial impacts on private open space may be negative. Lot coverage is very close to the maximum PUD amount of 45 percent, without the inclusion of private open space improvements. Side yards are less than anticipated by the NDG, and private open space areas for single-family residential are less than anticipated. The proposed garage façade setbacks are not per the NDG, although the Commission could determine if this may be offset by the balcony detail.

**4) Other considerations by the Commission.**