



PLANNING REPORT

Planning and Zoning Commission

Thursday, August 18, 2022

Amlin Crossing 22-043CP

www.dublinohiousa.gov/pzc/22-043

Case Summary

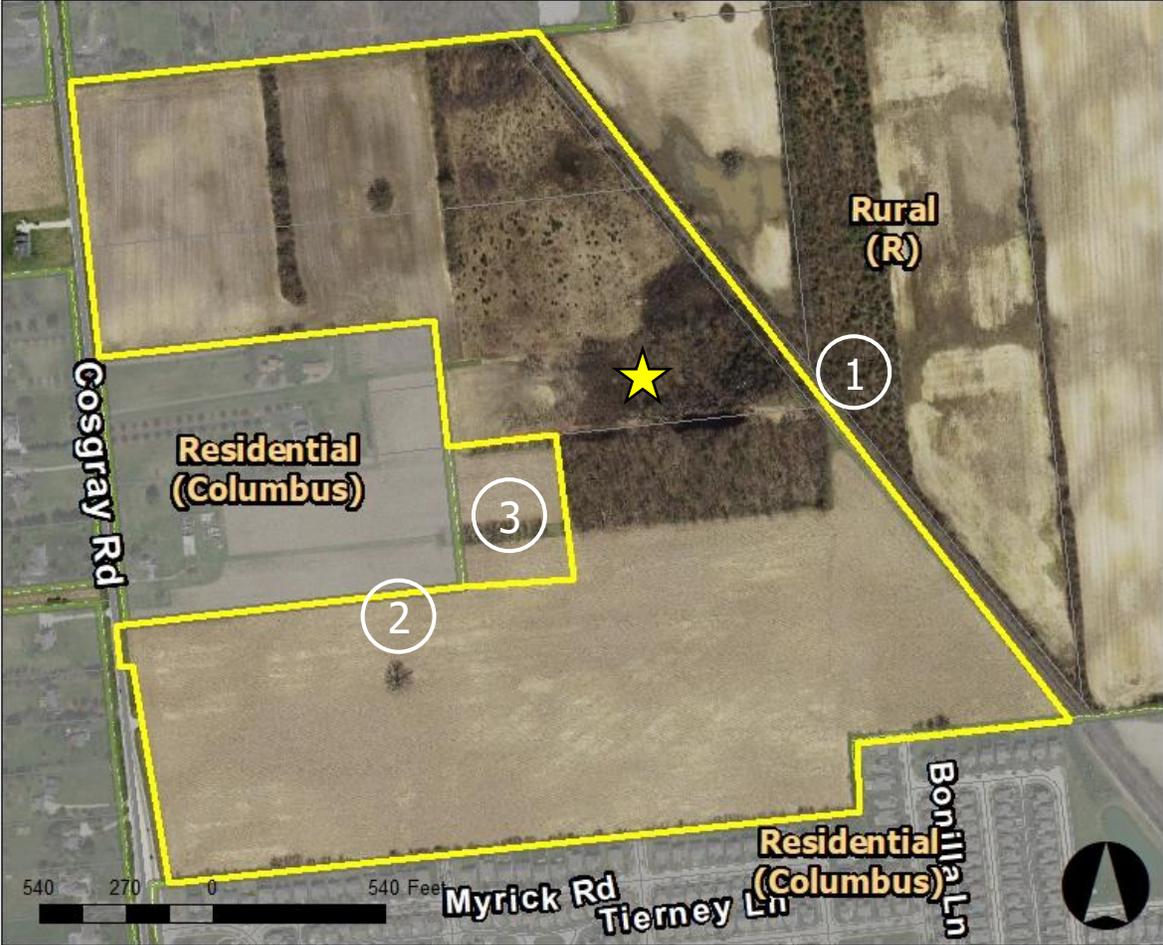
Address	PIDs: 274-001307, 274-001004, & portion of 274-001218
Proposal	Development of approximately 101.1-acres consisting of 190 single-family homes and 235 townhome units.
Request	Review and approval of a Concept Plan under the provisions of Zoning Code Section 153.066.
Zoning	R: Rural
Planning Recommendation	<u>Questions for consideration</u>
Next Steps	Upon approval of the Concept Plan, the applicant may be eligible to file an application for a Rezoning/Preliminary Development Plan and Preliminary Plat to establish a new Planned Unit Development neighborhood.
Applicant	Paul Coppel, Schottenstein Homes
Case Manager	Sarah Tresouthick Holt, AICP, ASLA, Senior Planner (614) 410-4662 sholt@dublin.oh.us

Site Location Map

22-043CP | Amlin Crossing



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



1. Background

Site Summary

The site is generally trapezoidal with four remnant parcels, three containing a single-family residence and one a portion of the south property, 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 a 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 three development subareas: the northern subarea is a detached with rear garage product, the southwest subarea is a detached with rear garage product, and the southeast subarea is a mix of townhomes with either rear- or front-loaded garages. The proposed neighborhood contains a total of 425 units with +/-46 acres of open space on a 101.1 acre site with a gross density of 4.2 dwelling units per acre (du/ac). The site is currently zoned R, Rural District, and the desire is to create a Planned Unit Development (PUD).

Development History

An Ordinance to Accept Annexation for 65.5 acres of the Miller property (southern portion of this request) was executed on October 17, 2005, Ordinance 56-05. In 2005, an application was made for the same property, showing 115 single-family residential lots on approximately 62 acres at a density of 1.85 du/ac, but the proposal did not proceed to hearing.

A previous iteration of this project was reviewed by the Planning and Zoning Commission (PZC) on December 8, 2021. At that time, 505 lots were proposed on 101 acres, with a similar mix of single family detached and attached products. The Commission was concerned with a number of points:

- Conflicts with Community and Area Plans, where much less density (1.5 du/ac) was anticipated along the southern border of the 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 the layout and product types; and
- Future right-of-way for Tuttle Crossing Boulevard should all be contained on this project site, not half on one of the remnant parcels.

Since December, the applicant has developed a new product type that uses alley access for the northern, A-1 subarea, allowing houses to front onto commons or greens. The southwest, B-1, subarea also uses this approach, although the houses front onto less defined green space. The townhomes, B-2 subarea, front on open space or green commons in approximately one third of the lots. The concerns with the Tuttle Crossing Boulevard location and right-of-way width have been addressed. Setbacks to Tuttle Crossing Boulevard and the railroad have remained the same, at a minimum of 50 feet and 100 feet, respectively.

Neighborhood Engagement

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

Process

A Concept Plan is the first required step in establishing a PUD in cases where projects are greater than 25 acres and where they may not comply with the Community Plan, per Code Section 153.053(C)(2). This allows an applicant to obtain input from the Commission at the formative stage of a project. Following the Concept Plan review, the applicant may incorporate the Commission's and community's feedback prior to submitting an application for a Rezoning/Preliminary Development Plan (PDP) to request a PUD neighborhood. Following approval of a Rezoning/PDP by City Council, approval of a Final Development Plan by the PZC is required. Given the comments raised at the December 2021 meeting, the applicant elected to bring forward another Concept Plan for consideration and comment.

2. 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 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, with a wide sweep to the northwest, and Cosgray had an offset intersection at Tuttle Crossing Boulevard. With the completion of 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 as it currently does.

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

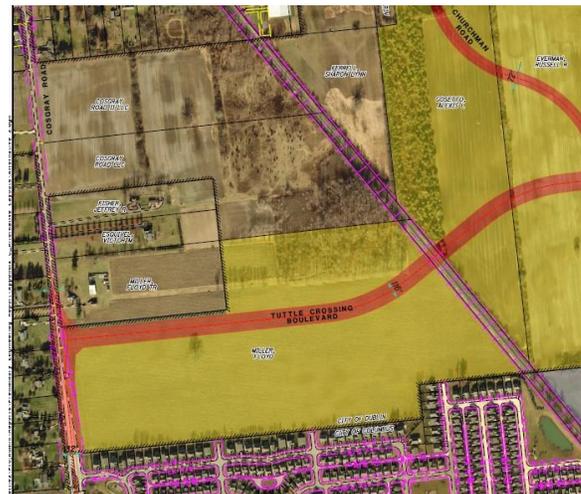
- Conserve open space and natural features, such as woodlots and fencerows;
- Link open spaces together to provide high-quality amenities and stream protection;
- Provide for regional transportation connectivity, including road, pedestrian, and bike;
- Carefully locate Tuttle Crossing Boulevard to minimize 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) shows specific design recommendations that should be considered with the proposed development. Evaluation comments are italicized:

- A 200-foot setback along the railroad (east boundary of project site), *recent Dublin developments have utilized a 100-foot setback;*
- A minimum 200-foot setback along Tuttle Crossing Boulevard, *based on the new road alignment, this would take a large portion of the southern portion of the property;*
- Gateway feature for the Village of Amlin (dark red on map below left), *still applicable;*
- 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;*
- 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), *still applicable, the roadway details will need to be revised to align with City Council's policy regarding public streets;*
- 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 debates that the density of the Columbus development to the south makes any low density area undesirable;* and
- The remainder of the site is shown as open space, especially along the railroad, the woodlot, and along most of Tuttle Crossing Boulevard (compare both maps below), *still applicable.*



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

Thoroughfare Plan

Tuttle Crossing Boulevard is shown as a 100-foot right-of-way in the 2013 Community Plan; however, the newer, more specific *Feasibility Study: Tuttle Crossing Boulevard Extension, Phase II* (2020) anticipates a 116-foot right-of-way to accommodate bike lanes, a detached shared-use path, and a median. 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.

Bikeway Plan

The Bikeway Plan anticipates shared use trails along the railroad frontage on this site. This site has an opportunity to bring adjacent existing and proposed shared use paths together in a meaningful way. Additional information about pedestrian or bike connections will be needed should the application proceed to the next steps in the review process.

3. Project

Site Layout

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.

Potential wetland areas of approximately 19.1 acres are identified the *Feasibility Study: Tuttle Crossing Boulevard Extension, Phase II* (2020). Planning and Engineering note a number are significant and will need further investigation, classification, potential preservation, and setbacks, where 20-foot setbacks are required per City Code 153.052(B)(e)(4). Primarily, they exist along the northeastern portion of the site, within the wooded areas.

Historic and Cultural Resources

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

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 and Ellis Brook Drive). The site contains part of the future Tuttle Crossing Boulevard, with the 2020 Feasibility Study identifying the 116-foot right-of way-that is wholly on this project site, as shown in this submittal. 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; a sidewalk on the west side of Cosgray Road that ends across from Boucher Road; 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. The public water main shall also be extended along Cosgray Road along the development's frontage.

Public sanitary sewer exists to the south. 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. 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.

Details

The proposal is for a PUD neighborhood consisting of 425 residential lots with +/-46 acres of open space on a 101.1 acre site. The proposed gross density is 4.2 du/ac, which is below the 5.0 du/ac anticipated with the Community Plan and Special Area Plan recommendations.

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 to determine the specific needs and evaluations for the site, should the development proposal move forward. Two access points are shown 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. 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. A requested public connection to the largest parcel in the Village of Amlin (northeast corner of site) has been shown.

This proposal currently shows Tuttle Crossing Boulevard entirely upon this project site; further discussion is required to determine the road section and limits of developer responsibility. The developer may be required to construct Tuttle Crossing Boulevard farther to the east than is shown on the current Concept Plan.

Three access points are shown on Tuttle Crossing Boulevard into the interior of the project; one north into the remnant parcel has been removed and should be reconsidered. Internally, a north-south collector connects most of the community and helps organize overall access, although a continuous public road between Cosgray Road, Tuttle Crossing Boulevard, and Hayden Farms is not provided and should be. Transportation and Mobility also notes that this likely connection has undesirable intersection spacing in the south-central portion of the site, where it changes from public to private. This situation shall be addressed at the next stage of the project. Additionally noted are the number of proposed curb cuts along the public streets: these need to be developed in concert with City divisions, and the interfaces with the pedestrian/bike system also need to be appropriately designed.

The proposed street network is a combination of public roads and private drives, where public streets link all three internal neighborhoods, and private drives provide a smaller-grained network, as depicted on Sheet F2 in the attached plan set. Staff notes that there are a number of dead end lanes that should be avoided to improve circulation.

City Council has not been previously supportive of private drives, specifically related to previously-approved private drives that have not been adequately maintained by HOAs and then been requested to be owned and maintained by the City. Often, these are not built to City standards, and the City will not take ownership of roads that are constructed to lesser standards than public roads. Engineering states that snow storage and utility locations will be challenging with the alley concept due to lack of physical space. Staff will continue to work with the applicant on the internal roadway network. Should private drives ultimately not be supported for this project, the proposal will need to be modified to accommodate public streets. Public streets will then require setbacks for all buildings, greatly affecting this alley-loaded concept.

Transportation and Mobility noted that the applicant has provided shared use paths per the Bikeway Plan along Cosgray Road, the future Tuttle Crossing Boulevard, and along the rail line. Parks and Recreation suggests that the Cosgray Road path ought to use the full width of the greenspace, rather than stay adjacent to the road, which would improve user experience. The shared use path that ends at the northeast corner of the property will need discussion to determine if, and where, it is extended in the future. All shared use paths will need to be eight feet wide, at a minimum. The applicant has provided a circulation plan, showing how pedestrian and bike paths would work throughout the site (Exhibit F1).

Development Standards

Three subareas of development are proposed.

- Area A-1 - 30 acres, 140 single family detached units
- Area B-1 - 10 acres, 50 single family detached units
- Area B-2 - 20 acres, 235 single family attached units, front- and rear-loaded garages, two to six units in one building

Lot sizes are not shown at this stage of the process. Proposed development standards including minimum lot size, minimum lot setbacks, and maximum lot coverage are also not indicated with the plan given its conceptual nature. Generally, lot sizes are proposed to transition from larger in the north to smaller in the south portion of the site.

The plan shows a minimum 50-foot setback along Tuttle Crossing Boulevard, a 100-foot setback along the CSX Railroad, and a 100-foot to 150-foot setback along Cosgray Road where the Community Plan recommends 200 feet for Tuttle Crossing Boulevard and 200 feet for the railroad. No setbacks are specified for Cosgray Road in the Community Plan, although in standard zoning districts setbacks would default to one half of the proposed right-of-way width. With the PUD process, the City expects higher standards and design than with standard zoning.

The applicant states that the new alignment of Tuttle Crossing Boulevard negatively impacts the site by creating undevelopable areas based on the road alignment and recommended setbacks. Based on a comparison of the Southwest Area Plan and the *Feasibility Study: Tuttle Crossing Boulevard Extension, Phase II (2020)* (graphics above), staff finds that the Phase II layout offers more space for a cohesive neighborhood south of Tuttle Crossing Boulevard than originally anticipated. Should the Commission support reduction in the setbacks along Tuttle Crossing Boulevard and the railroad, as previously approved in nearby Dublin neighborhoods, this allows even more consolidated acreage for development. It should be noted, however, that this proposal indicates houses facing Tuttle Crossing Boulevard in both areas B-1 and B-2 as

close as 50 feet. Staff has serious concerns about this proximity, based on anticipated traffic volumes, noise, and aesthetics as the road comes into full use in the future. The majority of these housing areas appear to be approximately 75 feet from Tuttle Crossing Boulevard, which raises concerns. At a minimum, significant berms and landscaping will be required along this edge of the project.

Conceptual Character

Initial residential development product types were provided by the applicant. The A-1 single-family products are shown fronting onto common greens, with access from private lanes at the back, much like an alley. Most units face onto common greens, although 35 of the 140 units face onto detention ponds or adjacent properties. Garages are detached, with vehicular access from the rear. Front porches and stoops are provided in varying sizes, including some roof-top decks.

The B-1 single family products also face onto green spaces to the exterior and interior of the neighborhood, while backing onto a private lane. Sixteen of the 50 units face either Cosgray Road or Tuttle Crossing Boulevard. Most homes have porches, although some models do not.

In both the A-1 and B-1 neighborhoods, these layouts were created to address comments from the Commission in December, where it was noted that too many garage doors would create an unwelcoming and unattractive character. Staff is concerned that the "garage scape" will simply be relocated to the backs of the properties and not really solve the concern. Additionally, since the northwest corner of the site contains some mixed-use area per the Special Area Plan, some townhome units, along with some corner retail and/or office and an Amlin gateway feature, should be included in this location.

There are two townhome style products in Area B-2. Some have a rear-loaded garage, and others have a more typical front-loaded garage. The front-loaded products are generally located along the edge of Hayden Farms in groupings of mostly two-, some three-, and one five-unit building. The height has been lowered to two and one half stories to better match the height of the adjacent, existing homes. The rear-loaded product is three and one half stories and has decks facing the parking courts, which will create very unattractive locations for private outdoor spaces. It is highly recommended that all decks, porches, and stoops be facing green area to provide an attractive transition from public green space to private open space. Regardless, some mitigating canopy landscaping should be brought into these parking courts. Overall, these products need greater architectural and massing details, such as lowering heights on the end units of the three and one half story buildings to minimize a box-like profile, undulating of units to help create more private open spaces and a more attractive edge along Hayden Farms, and the including more four-sided architecture. These ideas have been brought to the applicant's attention.

Given the conceptual nature of the proposal, further development of architectural standards, open space design and character, tree preservation/replacement, and traffic impacts/roadway improvements are not required at this stage. Subsequent to incorporating Commission and community feedback, and upon submittal of a Rezoning/Preliminary Development Plan application, the applicant would be required to provide all details of development.

Open Space Preservation

According to City of Dublin Code 152.086(A), 14.88 acres of open space is required with this application. Approximately 46 acres is proposed, although right-of-way for Tuttle Crossing Boulevard is included in this number and needs to be removed from that category.

The plan depicts the preservation of some woodlots and a wetland in the east central part of the site. Another woodlot is located in the far northeast corner; this is also shown as preserved, although potentially impacted by a stormwater pond. Two tree rows exist in the north portion of the property, and they are incorporated into the open space commons. Two landmark trees are preserved, and these are appropriately placed in common greens. Additional wetlands are potentially located throughout the northeastern part of the site and will need to be investigated and accommodated, as previously noted.

The concept for this neighborhood is to group homes around common greens, with most homes facing them. The applicant has supplied some sketches showing examples of how the common spaces might be used. Staff is looking for more programming information, such that each green has a unique personality or function to give users a reason to use different greens for different purposes.

The vision for the separation between the Cities of Columbus and Dublin is a bright line, according to Dublin's Community and Special Area Plans. The stated goal is that density would taper off to lower, rural character, and heavy buffering between the two jurisdictions would be provided. Even with this application's proposed layout, staff envisions greater space between the two projects with planted and bermed open space and the undulation of buildings.

With the PDP, staff would expect to see how the stormwater detention ponds are designed as amenities for the development, incorporating pathways, activity features, and aesthetic elements.

Regional Park Proposal

The current application shows a proposed "regional" park, at approximately 10 acres, in the woodlands just north of the future Tuttle Crossing Boulevard. According to Parks and Recreation, this would function as a neighborhood park, based on size and location. The applicant will need to provide a plan and program for the park for Parks and Recreation's review in the future, including addressing any conflicts related to the location of potential wetlands.

Stormwater Management

Two stormwater management ponds are shown in the northwest corner of the project. The southern pond here is very close to the gas easement, which may cause future problems for any gas line excavation. Other ponds are shown in the northeast and southeast corners and the center of the B-1 neighborhood.

The applicant has not provided any proposed stormwater management information with the Concept Plan. As part of the Rezoning/PDP application, the applicant will need to work with Engineering and Planning on determining an appropriate stormwater management plan and will need to demonstrate compliance with Chapter 53 of the City of Dublin Code of Ordinances.

4. Concept Plan

Discussion Questions

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

- 1) Is the Commission willing to support the deviations from the Community Plan and the Special Area Plan?
- 2) Is the Commission supportive of the proposed density and conceptual site layout?
- 3) Does the Commission support the development setbacks along Tuttle Crossing Boulevard (50-foot minimum) and the railroad (100-foot) as shown, differing from the Community Plan?
- 4) Is the Commission supportive of the conceptual open space locations including preservation of natural features?
- 5) Does the Commission support the conceptual product types presented with the application?
- 6) Other considerations by the Commission.