

Agenda
City of Springboro Planning Commission Meeting
Wednesday, June 9, 2021, 6:00 p.m.

The Wednesday, June 9, 2021 Planning Commission meeting will take place in person in Council Chambers in the City Building, 320 West Central Avenue. No Zoom access will be available for the meeting.

- I. Call to Order
- II. Approval of Minutes
 - A. May 12, 2021 Planning Commission Meeting
- III. Agenda Items
 - A. Final Approval, Rezoning, Easton Farm, 605 North Main Street, from R-1, Estate-Type Residential District, to PUD-MU, Planned Unit Development-Mixed Use, retail and residential development
 - B. Final Approval, General Plan, Easton Farm, 605 North Main Street, from R-1, Estate-Type Residential District, to PUD-MU, Planned Unit Development-Mixed Use, retail and residential development
- IV. Guest Comments
- V. Planning Commission and Staff Comments
- VI. Adjournment

Background Information & Staff Comments
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III. Agenda Items

A. Final Approval

Rezoning, Easton Farm, 605 North Main Street, from R-1, Estate-Type Residential District, to PUD-MU, Planned Unit Development-Mixed Use, retail and residential development

B. Final Approval

General Plan, Easton Farm, 605 North Main Street, from R-1, Estate-Type Residential District, to PUD-MU, Planned Unit Development-Mixed Use, retail and residential development

Background Information

These agenda items are based on a request filed by Easton Farm Partners, Springboro, seeking rezoning and general plan approval for the Easton Farm, a 103.31-acre property located at 605 North Main Street (SR 741). The applicant is requesting rezoning and general plan approval under the City's Planned Unit Development (PUD) process from R-1, Estate-Type Residential District, to PUD-MU, Planned Unit Development-Mixed Use. The applicant proposes to develop a mix of commercial, single-family and multi-family residential development. While included in the PUD-MU rezoning, the applicant proposes to retain a 13.46-acre historic farmstead located on the west side of the property.

The proposed rezoning/general plan appears as two separate items on the Planning Commission work session agenda. The first stage of the PUD process, rezoning and general plan review and approval, will involve two separate recommendations to City Council, and later two separate pieces of legislation considered by City Council. The rezoning portion of the proposal is depicted on sheet C1.1. The remaining documentation corresponds to general plan requirements.

These agenda items appeared on the March 10th, April 14th, and May 12th Planning Commission agenda for preliminary review. The applicants have submitted a revised large drawing set (sheets C1.0 through C5.2 dated May 21, 2021), a revised illustrative plan, and a revised design guidelines booklet for the June 9th review by Planning Commission. The background information below and staff comments reflect the changed plans.

The subject property is located southwest of the intersection of Anna Drive/Lytte-Five Points Road and North Main Street (SR 741). The subject property is presently farmed and includes two single-family residential units on the west side of the property within a historic farmstead. Vehicular access is presently provided by a single driveway from North Main Street.

The subject property is presently zoned R-1, Estate-Type Residential District. The R-1 District allows residential development at a density of 2 dwelling units per acre on 20,000 square foot lots. The R-1 District was applied to this property in 2015 as part of the implementation of the current

Planning & Zoning Code. The Easton Farm was annexed into the City of Springboro in 1980. The earliest found zoning map since annexation dates to 1992. It indicates that the Easton Farm, along with what is now Village Park and Settlers Walk were zoned TR-1, Township Zoning District, a zoning district that allowed for annexed property to be incorporated into the City while continuing to enjoy the same development standards as Clearcreek Township in this case (Franklin Township was the source for other annexation in the western portion of Springboro and those properties originally in Franklin Township were also designated TR-1 after annexation). This caretaker zoning category was applied to all annexed property through the late 1990s. In 2015 the township zoning category was eliminated so that all future development activity was under the jurisdiction of the City of Springboro's Planning and Zoning Code. The TR-1 district, like the R-1, allows residential development at the rate of 2 dwelling units per acre.

The applicant has requested rezoning to PUD-MU, Planned Unit Development-Mixed Use, with three components: mixed-use, multi-family, and residential indicated on sheet C3.0 in the submitted materials.

Rezoning together with general plan review and approval are the first step in the three-step PUD review and approval process. Approval by both Planning Commission and City Council are required.

Final development plan, similar to the City's site plan review process, review and approval by Planning Commission is the second stage in the process. Final development plan may be submitted in a number of sections in conjunction with a site's incremental development. For larger sites such as this development, typically final development plans include a greater degree of detail for a portion of the property including but not limited to architectural plans for proposed buildings and other structures, civil engineering plans that depict site improvements: walking and driving areas, utilities, lighting, and other detail plans including but not limited to lighting, landscaping, and signage.

Record plan review and approval by both Planning Commission and City Council is the last step in the PUD approval process, this allowing for the subdivision of lots and the dedication of right-of-way and open spaces. As with final development plans, record plans may be submitted in a number of sections as the development is completed.

Adjacent land uses include single-family residential development to the northwest within the Hunter Springs subdivision that includes homes on Deer Trail Drive. Open space in the form of the City of Springboro's Gardner Park, office and retail development to the north within the Village Park PUD-MU, Planned Unit Development-Mixed Use, retail development to the northeast within the Marketplace of Settlers Walk shopping center, a part of the Settlers Walk PUD, northeast of the intersection of Lytle-Five Points Road and North Main Street; retail and office development to the east on the east side of North Main Street; and retail and office development to the south including a day care facility and real estate office. To the south, residential development including condominiums within Springbrook Commons/Spice Rack subdivision, and the City of Springboro's North Park. To the west is single-family residential within the Tamarack Hills and Royal Tamarack subdivisions.

Adjacent zoning includes to the north is R-2, Low-Density Residential District corresponding to the Hunter Springs subdivision, and PUD-MU corresponding to the Village Park development. PUD to the northwest associated with the Settlers Walk PUD. LBD, Local Business District, O, Office

District, and O-R, Office-Residential District, to the east associated with the existing pattern of retail and office development.

To the south of the Easton Farm existing zoning includes O-R District, and transitioning to PUD and R-3, Medium-Density Residential District, associated to the condominium development to the south, and then transitioning to R-2 District corresponding to the single-family area along Tamarack Trail and into North Park. This R-2 District pattern continues to the west and the Tamarack Hills/Royal Tamarack subdivisions.

The *Springboro Land Use Plan*, adopted by City Council in April 2009, includes recommendations for the long-range development of the community. It is divided into 16 policy areas that make specific recommendations for smaller portions of the community and are grouped together because of proximity, land use patterns, date of development and other general characteristics. Policy Area #3, North SR 741 Corridor, includes the subject area and land including Hunter Springs, Village Park, the non-residential portions of Settlers Walk and retail/office areas on east side of North Main Street. Preferred Land Uses identified in the plan include convenience retail, personal service, retail uses limited to a maximum of 75,000 square feet in floor area, among other uses. Residential development is preferred at an overall density of 6-8 dwelling units per acre.

The general plan, which has been revised for the June 9th meeting, includes the following elements:

- A 14.32-acre mixed use commercial component on the northeast corner of the property fronting North Main Street. This component includes the following:
 - A 113-unit independent living facility.
 - Outparcels for restaurants, other retail and office buildings
 - The size of all uses in this component is 94,500 gross square feet.
 - Note: this component was previously referred to as mixed-use component.
- A 9.99-acre multi-family residential component on the southeast corner of the property fronting North Main Street that includes multiple buildings including 252 apartments, a 9,500-square foot restaurant, and 2.82 acres of open space comprised of a storm water detention ponds.
- A 79.01-acre residential component covering the remainder of the property including the following:
 - Retaining the farmstead including 2 homes and the preserving of farm buildings.
 - 47 townhomes.
 - 218 single-family lots most served by garages accessed by private drives. The site of lots proposed for this large area ranges from large lots adjacent to the Hunter Springs neighborhood on the north end of the component to smaller lots to the south.
 - 20.07 acres of open space including two small parks, storm water detention ponds, a linear park linking North Park to Gardner Park, a 5.5-acre expansion of North Park, and a town green-type open space abutting the mixed use and multi-family residential component.

For proposed residential development areas, a gross density of 5.83 dwelling units per acre (519 dwelling units on 89.00 developed acres) is proposed. This calculation does not include units in the independent living facility. Those units are not typically included in residential development calculations. The City Law Director had pointed out that the City legally considers independent living and assisted living facilities as separate and distinct uses within the zoning code, including in

section 1267.05, Urban Village District Uses - Non-Village Center, where the use is permitted in retail/commercial areas and is listed separately from apartments and condos. He has further pointed out that this is not unusual as several other communities in the area do the same thing finding that "retirement community areas" generally allow greater density and include multiunit dwellings to encourage not only affordability and mobility issues but encourage socialization. Traditional density measures, are often not applicable with assisted living and independent living given their difference in impact from other multi-family projects.

The following table provides a summary of numerical changes to the Easton Farm proposal since the proposal was initially reviewed by the Planning Commission on March 10th:

Table 1. Comparison of March 10th, May 12th, and June 9th Proposals for Easton Farm

	Meeting Date		
	March 10th	May 12th	June 9th
Component & Overall Acreage			
Commercial Component	18.75 acres	14.01 acres	14.32 acres
Multi-Family Component	10.12 acres	9.99 acres	9.99 acres
Residential Component	74.40 acres	79.32 acres	79.01 acres
Overall Site	103.27 acres	103.32 acres	103.32 acres
Dedicated Open Space	15.82 acres	20.06 acres	22.89 acres
Dwelling Units			
Single-Family Residential	233 units	224 units	220 units
Townhomes	18 units	48 units	47 units
Apartments	324 units	270 units	252 units
Total Dwelling Units	577 units	540 units	519 units
Residential Development Density by Area			
Single-Family+Townhouse	4.36 dwelling units/acre	4.26 dwelling units/acre	4.04 dwelling units/acre
Multi-Family	32.02 dwelling units/acre	27.03 dwelling units/acre	25.23 dwelling units/acre
Overall Density	6.83 dwelling units/acre	6.05 dwelling units/acre	5.83 dwelling units/acre
Maximum Building Height	4 stories	3 stories	3 stories
Parking Spaces in Structure?	Yes	No	No
Source: Easton Farm Partners			

The following summarizes changes to the proposed plan since Planning Commission's March 10th review:

- Overall Residential Units. The number of units proposed in the June 9th submittal is a 10.1% decrease from the March 10th proposal, and a 3.9% decrease from the May 12th submittal.
 - Single-family Residential Units. The number of single-family residential units proposed in the June 9th proposal has been decreased 5.6% since the March 10th submittal, and decreased 1.8 percent since the May 12th submittal.
 - Townhomes. The number of townhomes proposed in the June 9th submittal represents a 156.6% increase in the number of units compared to the proposal reviewed at the March 10th meeting, and a 4.2% decrease since the May 12th review.

- Apartments. The number of apartment units proposed in the June 9th submittal represents a 22.2% decrease in the number of units compared to the March 10th proposal, and a 6.7% decrease since the May 12th proposal.
- Development Density. The proposed development density proposed in the June 9th submittal is a 14.6% decrease in density from the March 10th proposal, and a 3.6% decrease from the May 12th submittal.
- Open Space. The amount of dedicated open space proposed has increased 46.2% from the March 10th submittal. The amount of open space has increased 14.1% since the May 12th submittal.

While it is City policy to not include assisted living-independent living-convalescent care-nursing care-memory care units into residential density calculations, when including the proposed 113-unit independent living facility into the density calculation and incorporating the 4.6 acres of land on which it sits, the development design of the current proposal is 6.73 dwelling units/acre (632 units on 93.91 acres). The 2009 Land Use Plan recommends a development density of 6 to 8 dwelling units per acre.

While incorporated into the proposed PUD, excluding the 13.46-acre farmstead from the density calculations, the residential density calculation is 7.79 dwelling units/acre (630 units on 80.45 acres). This calculation includes the 113-unit independent living facility. The 2009 Land Use Plan recommends a development density of 6 to 8 dwelling units per acre.

Access to the proposed development would be provided by an extension of the existing Anna Drive through the development south to Tamarack Trail near the entrance to North Park, and an access point onto North Main Street from the proposed Easton Farm Boulevard.

A traffic study is currently being revised and updated based on comments from the May 12th Planning Commission meeting. Recommendations resulting from this study will be incorporated into the general plan. The Fox Trail/Deer Trail connection is eliminated. This connection accounted for less than 7% of all total trips/traffic in the model of the full build out in 2042. It is not expected that the elimination of this connection will adversely affect the impact to other connections.

The traffic signal proposed for the North Main Street/Easton Farm Boulevard will be coordinated with other signals on North Main Street. The Tamarack to Tamarack connection to the west presents the same challenges as it did when Tamarack Trail was platted 32 years ago. Topography, Federal Emergency Management Agency (FEMA) special flood hazard areas, and a sanitary sewer trunk line are among the design issues that exist for this connection. To the south and west Tamarack Trail/Renwood Place exists as a local connection between SR741 and SR73. Based on information from the traffic study, the increased traffic from the development at the Tamarack Trail/741 signalized intersection is minimal.

In general, areas are set aside for the purpose of storm water management. Detailed calculations will be reviewed upon submission of construction design drawings as is typical for any development in this stage of the development process, the final development plan stage for PUDs, and site plan review for conventional zoning.

Based on an independent analysis from the forecasting company Power Schools of the May 12th proposal that was conducted by the Springboro Schools, the development could potentially add

200 students to the school district over a 10-year period, or an average of 20 new students per year. The City has been informed by the Superintendent that all of the elementary aged children (grades 2-5) would attend Dennis Elementary and the school district can accommodate this amount of new students in the entire district under current conditions.

Staff Recommendation—Rezoning

City staff recommends approval of the rezoning of 605 North Main Street from R-1, Estate-Type Residential District, to PUD-MU, Planned Unit Development-Mixed Use.

Staff Recommendation—General Plan

City staff also recommends approval of the general plan for 605 North Main Street. Conditions of approval are listed lower in this document.

Please note that two motions will need to be made in response to this application in the form of recommendations to City Council.

The basis of this recommendation is as follows, Section 1266.10, Amendment of Zoning Map, General Plan Approval, of the Planning & Zoning Code, subsection (a):

- (1) *PUD zoning and the General Plan are in conformance with the General Development Plan for the City of Springboro, supporting plans, and related legislation as adopted by City Council.*

The proposed rezoning and general plan application support the 2009 Land Use Plan, Policy Area #3, North S.R. 741 Corridor Policy Area, that recommends the area develop and redevelop in a mixed use pattern with both residential and non-residential development fronting SR 741. The plan recommends a traditional zoning district model to accomplish this task, a model that is not provided for in conventional zoning districts such as the existing R-1 District.

The proposal plan also supports the 2009 plan's recommendations for connecting the Village Park development to North Park by way of a trail. The proposed linear park in the current zoning/general plan recommendation also supports the recommendations of the 2013 and 2020 Bicycle & Pedestrian Plans.

The proposed general plan is supported by a design manual to be used by the applicant to guide development after rezoning. While not required by the PUD process, it supports 2009 plan recommendations for enhanced streetscapes.

The proposed general plan supports 2009 plan recommendations for improved walkability along not just North Main Street but internal to the development through sidewalks on both sides of proposed streets, the linear park connecting North Park to Gardner Park, and to adjoining neighborhoods.

The proposed rezoning is consistent with the 2009 plan's 6-8 dwelling unit per acre maximum development density when at least 25% of open space is dedicated for non-development uses including parks and detention/retention areas. In addition, the donation of 5.5 acres of land for the expansion of North Park, an expansion that will enhance the recreational benefits of the park.

Proposed uses in the rezoning are consistent with the preferred land uses identified in the 2009 plan.

(2) *An exemption to conventional zoning is justified because the Comprehensive Land Use Master Plan for the City of Springboro can be more faithfully and reliably implemented by the use of PUD zoning.*

The current R-1 zoning for the site does not provide a mechanism to support the 2009 Land Use Plan recommendations for a mixed use development pattern. The current R-1 does not support the dedication of open space as presented in the current proposal. Under conventional zoning no open space dedication would be required.

(3) *The General Plan is compatible with the location, topographic and other characteristics of the site and will bear a beneficial relationship with surrounding land uses in terms of noise, smoke, dust, debris, or other nuisances.*

The most intensive development is proposed along North Main Street which is consistent with that corridor's mixed use development pattern since North Main Street was widened from two to five lanes in 1998. The tallest buildings proposed for the development are situated in this same area and away from the lower density residential areas to the northwest, west, and southwest. This area is also the lowest topographically for the eastern portion of the property. This compares favorably to a plan proposed for the site in 2017 that showed taller buildings adjacent to the Hunter Springs (Deer Trail Drive) subdivision and Gardner Park frontage on the north side of the Easton Farm property.

Following the construction phase of the development, none of the uses proposed would present nuisances associated with noise, smoke, dust, debris, etc. Construction traffic will be prohibited from using Tamarack Trail. Portions of the development adjacent to existing residential areas are also proposed to be residential and will include noise customary for residential neighborhoods such as parks and playgrounds.

(4) *The general plan is carefully designed to support surrounding streets, utilities and other public improvements.*

The proposed plan will tie into the existing street network of this portion of Springboro through connections to Anna Drive from the Village Park development to the north, Tamarack Trail to the south in the vicinity of the vehicular entrance to North Park, and to North Main Street to the east in the form of a signalized intersection.

In general, the internal lot and street layout meet city requirements, and will be reviewed upon submission of construction design drawings as is typical for the development review process.

Public utilities are available to the site and have the capacity to support the development including the City's existing water treatment plant and wastewater treatment plant without any expansion. Detailed utility plans will be reviewed concurrent to the submission of construction design drawings as is typical for the development review process.

(5) *The general plan represents an efficient and economic use of the land in view of the community's need for a balance of land uses.*

The proposed general plan carries forward observations made in the 2009 Land Use Plan that called for more intensive development patterns along North Main Street, a mix of residential and non-residential uses, and less intensive uses further from this important north-south corridor. This is the same development pattern seen with existing development in the vicinity.

The proposed development provides housing choices not presently found in the central part of the Community outside the Historic District area, specifically apartments and smaller, alley-served single-family residential dwellings. The proposed development also includes an independent living facility, a use not presently found in the community.

(6) *All public streets, utilities and services necessary to carry out the General Plan are available to the site, or will be extended or improved by the developer and/or City in time to permit the development to be properly served.*

See #4 above.

(7) *Exception from conventional zoning is warranted by design goals or other criteria and/or the need to provide a variety of development opportunities within the community.*

The applicant has proposed a development that is consistent with traditional development patterns used for most of the nation's history. That pattern includes a range of housing choices, a network of well-connected streets and blocks, human-scaled open spaces, and includes access to amenities within walking distance. No conventional zoning district in the City's Planning & Zoning Code affords the flexibility to achieve these goals.

(8) *The design of the development protects natural assets such as streams, woodlots, steep terrain, and other critical environments in the City.*

The proposed development will protect and preserve many of the natural areas on the site including the steep slope that separates the Easton farmstead from the remainder of the farm to the east, Twin Creek No. 2 and its associated flood hazard areas, and the woodlands associated with the west end of the property. The proposed expansion of North Park into the Easton Farm will protect a stand of trees along Twin Creek No. 2, thereby protecting habitat in the area and the ability of the area's watercourses to conduct storm water naturally.

(9) *Taken as a whole the development of the proposed PUD will have a positive effect on the health, safety, and general welfare of the City of Springboro.*

The proposed East Farm development is consistent with the 2009 Land Use Plan of the City of Springboro in terms of its proposed development density for residential areas and mix of land uses. Proposed land uses are consistent with the vicinity of the site. Higher residential development densities and alternative residential housing types are warranted to provide existing and future residents with choices as the community continues its growth pattern.

(10) *The General Plan appears capable of being implemented by a Final Development Plan which meets all requirements of this chapter.*

The applicant has developed a phasing plan that shows their proposal to implement the plan in an incremental manner, with development along the North Main Street corridor projected to take place first along with the main street corridors within the development.

City staff recommends the following conditions be included in any recommendation of approval for the proposed rezoning and general plan. The following comments address the illustrative plan, general plan sheets C.1 through C5.2:

1. Revise List of Approved Land Uses on sheet C1.1 as follows and submit to City staff for review and distribution to Planning Commission prior to June 9th meeting as follows:
 - a. Separate commercial and multifamily component columns into two distinct permitted use lists. Assign most uses under Community, Civic, and Institutional Uses to the commercial component. Assign most uses under Residential uses to the multi-family component.
 - b. Add existing farmstead column and assign and desired uses to that component.
 - c. Revise approved land use table as follows:
 - i. Delete vehicle fueling station and vehicle wash references on table under Community, Civic, and Institutional Uses.
 - ii. Move Essential Services and Other similar uses... to Accessory, Temporary, and Other Uses.
 - iii. Under Community, Civic, and Institutional Uses, combines bank w/ or w/o drive through to one permitted use (typical to other similar uses in this list).
 - iv. Under Residential Uses, move Independent Living Facility to Community, Civic, and Institutional use list.
 - v. Under Residential Uses, assign single-family attached and detached to residential component, and remaining uses to multi-family component.
 - vi. Under Accessory... Uses, assign Farmer's Market to commercial component, Food Trucks to all components, Outdoor Entertainment, and Seasonal Sales to commercial component, Temporary Uses to all components, and Personal Wireless Services to commercial component, and add Home Occupations to residential component.
 - vii. Under Additional Land Uses delete car wash and gas station listings.
 - viii. Retain the following uses in this listing with the component assignment in parentheses: B&B (farmstead), drive-through (commercial), drug store (commercial), dinner club (commercial), hotel (commercial).
 - ix. Describe meaning of retail/office and retail/apartment over walk-up.
 - x. In the same area, delete all other uses not mentioned above that are duplications of uses listed elsewhere (uses are not listed above).
2. Include minimum lot sizes on sheet C1.1.
3. HOA documents need to be created for review that contains provisions for City to take action and assess owners if necessary for maintenance/repairs of private retention/detention areas and common area maintenance.
4. On the Typical Sections sheets – Item 301 – Change the word “aggregate” to “concrete”.
5. Private alley name designations to be worked out with developer.
6. Utility easements are to be per city specifications, and not within the right of way, and not as shown on general plan or in design guidelines. In general, a 10' wide utility easement shall be provided on both sides of all public roads, as well as required for the utilities along any alleys. Remove the easement language from the guidelines and general plan typical sections.
7. The Clearcreek Fire District has submitted the following comment: Pursuant to Section 105.4.3 and 105.4.4 of the 2017 Ohio Fire Code, It shall be the responsibility of the applicant to ensure that the construction documents include all of the fire protection requirements and the shop drawings are complete and in compliance with the applicable codes and standards. Construction documents reviewed by the fire code official in accordance with paragraph (D)(2)(a)(104.2.1) of this rule or construction documents approved with the intent that such

construction documents comply in all respects with the code. Review and approval by the fire code official shall not relieve the applicant of the responsibility of compliance with this code.

The following comments address the design guidelines booklet included in the application for rezoning/general plan:

1. Page 5, Incorporate updated illustrative plan into design manual when finalized.
2. Page 10-11, Remove utility easements language from document. Easements are to be per City specifications.
3. Page 27 (d) – Increase the minimum setback for off street parking along SR 741 to 35 feet.
4. Provide Public Access Easements and utility easements over alleys. Details to be worked out at a later date.
5. Reviews and approvals are referenced throughout the document. Is the intent for these to be approved by City staff? Or the Planning Commission through the PUD review and approval process?

The information contained in this report is based on material provided to the City of Springboro as of Tuesday, June 1, 2021 at 12:00 p.m.