



## STAFF REPORT

### PLANNING & ZONING COMMISSION

Village Green Municipal Building, Council Chambers  
47 Hall Street  
Wednesday, August 8, 2018  
7:00 P.M.

#### 1. PRELIMINARY DEVELOPMENT PLAN REVIEW

Applicant: The Ohio State University  
Location: 3315 Royal Belfast Boulevard  
Existing Zoning: Liberty Township Planned Commercial and Office District  
Proposed Zoning: City of Powell Planned Commercial District  
Request: To review the Preliminary Development Plan for a medical office building, ambulatory care medical facility, and hospital and to place the property into the City of Powell PC, Planned Commercial District upon annexation.

Aerial Site Image: <https://goo.gl/maps/87SYQbtgoq52>

#### Project Background

The Ohio State University Medical Center is in contract to purchase land within the northeast quadrant of Home Road and Sawmill Parkway. The Ohio State project and other empty lots, being retained by the current property owner, as well as the bank, will be annexed into Powell. This site has been zoned within Liberty Township as Planned Commercial and Office District since 2004, with the Golf Village North development plan. The proposal is for the zoning to become into the Planned Commercial District within the City of Powell, which has very similar requirements.

The applicant brought a sketch plan for review on July 11, 2018 (see below) for initial comments. Since that time the applicant has refined their application and submitted for preliminary development plan review.

#### Proposal Overview

The proposal remains the same from the previous submission. The proposal consists of 2 phases; first, the Medical Office Building consisting of approximately 150,000 square feet and 5 stories and an ambulatory care center/imaging center of 56,000 square feet within 2 stories. The second phase consists of a 90 bed, 216,000 square feet hospital that ranges in two to five stories in height. There would also be accompanying 1500 plus space parking lot, drive access ways, pathways, and landscaping.

Additional components of the proposal now include a traffic impact study, the updated site plans, and details about the future architecture of the buildings. The zoning text provided proposes a Planned Commercial development text for the OSU parcels and keeps the outlying parcels with the existing Liberty Township zoning.

#### Changes Since the Last Submission

The applicant has made the following changes since the last submission:

- 1) Property descriptions provided.
- 2) Zoning text provided for the OSU property and outlying parcels.
- 3) Architectural character images provided.

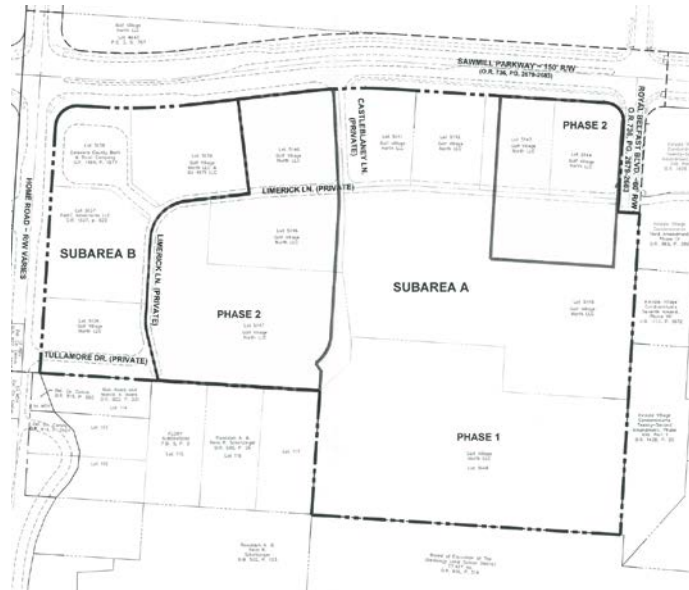
- 4) Pedestrian circulation plan, preliminary landscape and buffer plan, phasing plan, and site utility plan provided.

### Ordinance Review

In accordance with the requirements of codified ordinance 1143.11(g), in approving a preliminary development plan, the Planning and Zoning Commission shall consider:

**(1) If the proposed development is consistent with the intent and requirements of this Zoning Ordinance;**

The applicant is annexing land into the city with a zoning plan and text utilizing part of the Powell Zoning (the OSU property) and part of the existing Liberty Township Zoning Plan Golf Village North (the remainder of the annexed land). Also, if the OSU plan does not get implemented, the Pre-Annexation Agreement allows for the OSU land to revert to the existing Liberty Township Zoning Plan Golf Village North. The applicant drafted a Planned Commercial (PC) Development Text (pages 1 and 2 of 15 of the zoning text) to explain the purpose and details of the zoning request.



Staff is reviewing the OSU proposal under the City of Powell Planned Commercial (PC) zoning and finds the proposal to be generally consistent with the intent and requirements of the City's zoning ordinance. There are some divergences from the City code as follows:

- Maximum height: Required 35 feet; request 100 feet.
- Distance between buildings: Required 50 feet; request 0 feet.
- Maximum building dimension: Required 150 feet; request TBD with final building design(s).
- Service Areas at rear of structure: Request is in front or side depending upon building architecture.
- Setback from Sawmill Parkway centerline: Required 200 feet: request 175 feet.

The City and the County are working together to facilitate sewer capacity for this development and for the remainder of the area north of Home Road. A sewer trunk line is currently under construction north of this property that heads east under the railroad and through a subdivision to the main trunk line at the Olentangy River. It is anticipated that this sewer line will have the capacity to handle the proposed development in this area, however other lines from this trunk line are having to be built

south from this trunk line for access to this development and to the schools. There is plenty of water service, natural gas and electric service for this facility as well.

The Architecture for this development is being done on an “inside-out” approach. The applicant has provided some images, but this is going to be an ongoing process. As far as the images that have been submitted go, Staff feels that we need to stay away from the box glass office building and lean more toward the imagery on page 2 of 2, where even though it is of a more contemporary design, adding porch elements and column elements and outdoor patio elements lends toward a more Powell-like design. Also, setting back the upper stories provides for a smaller scale from a human standpoint on the ground. As the architecture progresses, the Commission should provide input. There is no problem for us to continue the architecture discussion to the Final Development Plan stage and beyond, with P&Z giving special attention to reviewing the plans as they relate to our Pedestrian Scale Guidelines.



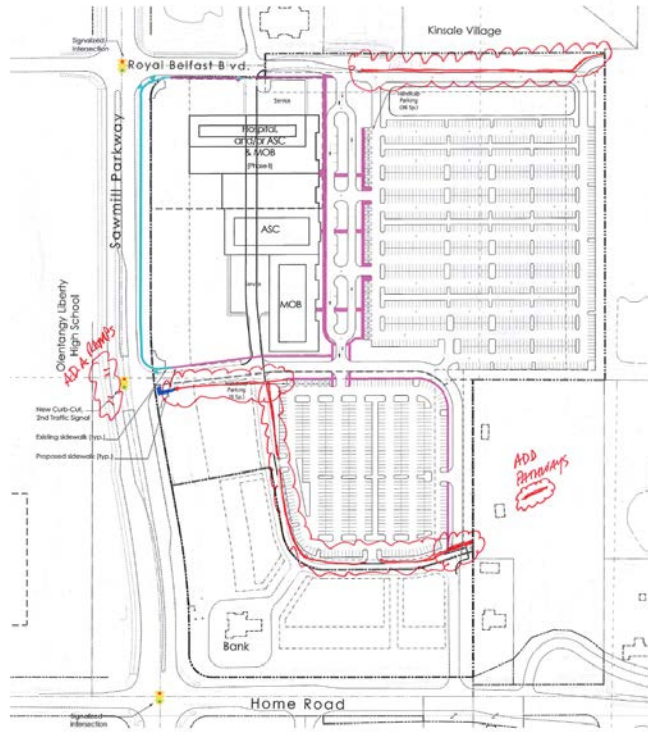
**(2) The appropriateness of the proposed land uses with regard to their type, location, amount, and intensity, where not specifically specified in this Zoning Ordinance;**

The current Liberty Township Zoning Plan for Golf Village North has medical office buildings, surgical clinics and hospitals as permitted uses, and so does the PC District of the Powell Zoning Code. The property is large enough to handle the amount of building, parking landscaping and green space after it is developed.

Context of a site is important when siting such a facility and this location is ideal for this type of development. It is bordered by major roadways (Home Road and Sawmill Parkway) which are themselves large and with the significant setbacks ensures this building does not feel overwhelming from the street. Next, the streets and area are predominately commercial and institutional in nature. There is one residential neighbor to the north but generally, this site is best suited for an institutional proposal such as this as it is not heavily residential.

**(3) The relationships between uses, and between uses and public facilities, streets, and pathways;**

The best thing to say here is that if Powell were going to place a facility like this somewhere within the area, it would be at this location. The location is a perfect location for something that is larger in scale. The high school is actually a very large scale building. The applicant has shown a pathway plan. Staff believes that this could be enhanced as follows:



**(4) Adequacy of provisions for traffic and circulation, and the geometry and characteristics of street and pathway systems;**

A traffic impact study has been provided to Staff. In the voluminous report, we will be evaluating the recommendations along with the County Engineer’s office. At this time, the following are recommendations within the report that we are analyzing:

- A. Recommendations of No Build situation (current situation without OSU build impact):
  - a. New left turn lane northbound on Sawmill Parkway at Home Road creating a dual left turn lane.
  - b. New right turn lane northbound Sawmill Parkway at Home Road.
  - c. New right turn lane eastbound Home Road at Sawmill Parkway.
  - d. New left turn lane eastbound on Home Road at Tullamore Road.
  - e. Additional thru lanes both east and west bound on Home Road through the planning area.
- B. Recommendations of Post Build situation (future situation with OSU impact taken into consideration):
  - a. New left turn lane southbound Sawmill Parkway along with new traffic signal at Castleblaney Lane.
  - b. New right out lane southbound and left turn lane southbound on Tullamore Drive along with a new traffic signal.
  - c. New right turn lane eastbound on Home Road at Liberty Road.

The City is currently working with the County on a potential County TIF District for how to handle roadway and sewer improvements.

**(5) Adequacy of yard spaces and uses at the periphery of the development;**

There is adequate yard spaces along the periphery of the development. The northern portion is used for buffering of the residential neighborhood to the north. A stormwater detention area also adds to the yard spaces. The eastern part of the site backs onto the middle school’s track and parking lot. The amount of yard space is reasonable for this portion of the site. The south east portion of the site also has a yard buffer to the residential lots. The majority of yard spacing is along the west side of the property fronting Sawmill Parkway. This area of yard space is important since it frames the front of the

building and sets the stage for the design and perception of the site as a whole. In speaking with the applicant, this yard space will also be activated to allow walking paths and benches. Further details will be forthcoming.

**(6) Adequacy of open spaces and natural preserves and their relationships to land use areas and public access ways;**

For a hospital in an area that is non-residential in nature, there is more than enough open spaces and natural preserves. The proposal has also outlined numerous pathways to allow pedestrian public access throughout the site. The landscaping plan presented is very generous in its design and meets our zoning code.

**(7) The order, or phases, in which the development will occur and the land uses and quantities to be developed at each phase;**

The applicant is proposing two or more phases. Currently, it is understood that the MOB and the ASC will be built first and then depending on demand, a hospital will be constructed. Staff is also under the impression that construction will be in 2019. More details are requested of the developer for the final development plan review.

**(8) Estimates of the time required to complete the development and its various phases;**

There are two phases of this development and it is anticipated that there will be at least a two year projection to complete with each phase. The beginning of Phase 2 is still up in the air.

**(9) Improvements to be made by the Municipality, if any, and their cost;**

There are no improvements to be made by the City. All on and off-site improvements will be at the cost of the applicant or will be part of a TIF District improvement plan. This is still in progress.

**(10) The community cost of providing public services to the development, and**

There will be impacts to the City costs to provide public services to this development. However, that is very much offset by the uses that are proposed, and the income generated from these uses. Our fiscal analysis show a positive influence to the City of over \$400,000 per year.

**(11) Impacts of the development on surrounding or adjacent areas.**

Although this is a large development, it is in a location that is the most suited property in the Powell area for it. Improvements to the area roads have been projected and those improvements are now being analyzed by the City and the County Engineer's office to determine what is to be completed and when as it relates to the phasing of the development, and the establishment of a TIF district to make it work. The most impact from a physical nature to the area is what this will look like adjacent to the condominiums to the north. By preparing a landscape mound and buffer plantings as proposed, there is the possibility to lessen the impact. Every consideration of building design and scale should be brought to bear as it relates to this area.

*The Planning and Zoning Commission may require the staging of the planned development to minimize early stage major impacts on the community infrastructure and services systems, and may require the staging of land uses to be generally consistent with the phased development of supporting land uses and public services and facilities.*

*The Commission's approval in principle of the preliminary development plan shall be necessary before an applicant may submit a final development plan. Approval in principle shall not be construed to endorse a precise location of uses, configuration of parcels, or engineering feasibility."*

## Comprehensive Plan Consistency

This area falls within an area calling for commercial development alongside to the east is area for an employment center. This proposed use fits with these designations. The proposed use also fits within the currently approved zoning plan within Liberty Township. The maximum height is 40 feet in Liberty Township and 35 feet in Powell, so the five story portions of the development would be established as divergent to code allowances. However, this height and scale allow the buildings to be designed for optimal productivity and efficiency related to their uses.

From a thoroughfare perspective, this proposal is sited in the ideal spot within Powell and Liberty Township. Sawmill Parkway and Home Road are two main arterials within the County and Powell's Thoroughfare Plan. There will be a lot of traffic that is generated by this development, and there probably will be an increase between what the existing zoning plan would otherwise provide (commercial strip shopping center and commercial out-lots). However, there are already access ways into and out of the site. The area is currently being analyzed for this proposal, and we will see this analysis at the Preliminary Development Plan. The City and the County Engineer will work closely together on this project.

From a fiscal analysis perspective, this will be a long-term asset within Powell. The increase tax base will greatly outnumber the services that the City will need to provide.

Lastly, the Comprehensive Plan speaks about strategic annexations – annexations that derive positives for Powell and its residents. A proposal such as this brings a great deal of tax dollars to the city for public improvements and services, the proposal itself brings additional services that will directly benefits residents. Furthermore, the potential economic spinoffs from such a development are likely to be beneficial and numerous as well.

## Staff Comments

Staff finds through our analysis above that the Preliminary Development Plan can be approved, but there are still many questions to answer prior to the approval of the Final Development Plan. Those will be found in our recommendations below.

## Staff Recommendation

Staff recommends approval to of the preliminary development plan with the following conditions:

1. That the applicant provide to the City Engineer enough information to show feasibility of the stormwater detention/retention proposed.
2. That the building architecture continue to be refined for the Final Development Plan application, which said application can show the preliminary architectural design of the buildings for Phase 1. Further meetings may be needed after that for a final Certificate of Appropriateness to approve all of the details.
3. That the pathways be added as recommended by Staff.
4. That the applicant consider adding revisions to the plan as recommended by the Architectural Advisor.
5. That Staff and County Engineer's office determine the extent of traffic control improvements that will be recommended at the Final Development stage for each phase of construction, it being found by the Commission that it is feasible for construction all recommendations of the traffic engineer, and it is a matter of who pays for what.
6. That the City, County and the applicant determine through proper Agreements how all off site infrastructure improvements get funded.

## **Sketch Plan Review – July 11, 2018**

### **Project Background**

The Ohio State University Medical Center is in contract to purchase land within the northeast quadrant of Home Road and Sawmill Parkway. The Ohio State project and other empty lots, being retained by the current property owner, as well as the bank, will be annexed into Powell. This site has been zoned within Liberty Township as Planned Commercial and Office District since 2004, with the Golf Village North development plan. The proposal is for the zoning to become into the Planned Commercial District within the City of Powell, which has very similar requirements.

### **Proposal Overview**

The proposal consists of 2 phases; first, the Medical Office Building consisting of approximately 150,000 square feet and 5 stories and an ambulatory care center/imaging center of 56,000 square feet within 2 stories. The second phase consists of a 90 bed, 216,000 square feet hospital that ranges in two to five stories in height. There would also be accompanying 1500 plus space parking lot, drive access ways, pathways, and landscaping. At this time, a sketch site plan has been developed as well as a massing study for the buildings.

### **Ordinance Review**

In accordance with the requirements of codified ordinance 1143.11(a), the Commission shall review the Sketch Plan with the Owner and provide the Owner with comments during the meeting, it being understood that no statement by officials of the City shall be binding upon either. This submission is informal and for the purpose of establishing communication and discussing the concept for developing the tract. No formal action will be taken on the Sketch Plan.

### **Comprehensive Plan Consistency**

This area falls within an area calling for commercial development alongside to the east is area for an employment center. This proposed use fits with these designations. The proposed use also fits within the currently approved zoning plan within Liberty Township. The maximum height is 40 feet in Liberty Township and 35 feet in Powell, so the five story portions of the development would be established as divergent to code allowances. However, this height and scale allow the buildings to be designed for optimal productivity and efficiency related to their uses.

From a thoroughfare perspective, this proposal is sited in the ideal spot within Powell and Liberty Township. Sawmill Parkway and Home Road are two main arterials within the County and Powell's Thoroughfare Plan. There will be a lot of traffic that is generated by this development, and there probably will be an increase between what the existing zoning plan would otherwise provide (commercial strip shopping center and commercial out-lots). However, there are already access ways into and out of the site. The area is currently being analyzed for this proposal, and we will see this analysis at the Preliminary Development Plan. The City and the County Engineer will work closely together on this project.

From a fiscal analysis perspective, this will be a long-term asset within Powell. The increase tax base will greatly outnumber the services that the City will need to provide.

### **Staff Comments**

If there is going to be a medical center such as this built in the Powell area, this location is very much the best location to put it. With this being on two existing major thoroughfares, land use consistent with current and Powell zoning, the benefit of its income production for the City, the benefits that this use brings to the overall community and school district, being adjacent to the elementary and

middle school to the northeast and the high school across Sawmill Parkway. The Ohio State University will be around a long time, and so will this facility.

The key to its success from a design standpoint will be how to keep the massing to look low being that these will be the largest buildings in Powell besides the high school. When looking at an overall site aerial and perspective, the high school is huge, and it is very spread out massive.

Interconnecting pathways will be important as well as on site walkways. Hopefully, someone can convince the school district to connect some of their pathways better.

In front, we have discussed outdoor areas for employees and patients, and even passers-by on their bikes. Include bike racks on site.

Landscaping will be very important. The parking lots are huge, however they are providing for a lot of interior landscape strips and islands. This facility is being planned as an overall LEED Silver, which is very hard to achieve.

### [Staff Recommendation](#)

Proceed with the annexation and to the Preliminary Development Plan where a lot more detail will be provided.



## 2. AMENDMENT TO A FINAL DEVELOPMENT PLAN REVIEW

Applicant: BJ Artrup/Gallo's  
Location: 240 North Liberty Street  
Zoning: PC, Planned Commercial District  
Request: To amend a final development plan in order to allow for a different design from the previously approved outdoor patio.

Aerial Site Image: <https://goo.gl/maps/p9ryDT9Dcu52>

### Project Background

The applicant took over the space from the former Yukon Steakhouse & Saloon on North Liberty Street a little over a year ago. They are now wishing to construct an outdoor patio that differs from what was previously approved. The applicant came before P&Z on July 25 for review but with little detail, P&Z tabled the request allowing the applicant more time to improve the submission.

The applicant then met with staff to go over details of their proposal on July 31. Since that time, the applicant put together more material detail and seating design and resubmitted for further review by P&Z.

### Proposal Overview

The revised submission differs from [previous design](#) which had two canopies. This proposal has one large canopy with smaller deck area and shows no amenities for outdoor patronage. The applicants spoke with staff and ensured them that the previous design proposed with outdoor bar, fire pit, TV's, and large outdoor deck is the ultimate goal with this submission being the first phase.

### Ordinance Review

In accordance with the requirements of codified ordinance 1143.11(r), all plats, once a final development plan for a planned district has been approved by Council, all subsequent substantial changes to that plan shall only be permitted by resubmission as a new substitute plan and repatriation of the procedures established in these sections. "Substantial change" for the purposes of this section shall mean any modification of an approved planned district development plan, as determined by the Zoning Administrator that results in:

1. Any increase in the number, or change in the type and/or mix of residences, and/or non-residential building area or land use;

### Comprehensive Plan Consistency

The proposal of the patio and restaurant is in line with the city's 2016 Comprehensive Plan. Specifically, in regards to the guiding principle that new commercial development should contribute to both the service needs of the community as well as the economic and fiscal well-being of the City. This development will provide residents with another restaurant option and also bring others from outside the community to come and spend their money. Bringing others into the community can lead to multiplicative effects which in turn, will help Powell's fiscal state. Also, as stated in the Comprehensive Plan, high quality materials are favored, which are provided in this proposal.

### Staff Comments

Staff is pleased with the outdoor patio. It will provide residents with another opportunity to frequent the downtown core and create a more vibrant downtown core. In addition, as noted in the sections below, another commercial use in the city adds to the tax base but also helps create an area where people will want to come. This can lead to other businesses in the core benefiting from spill-over.

Staff appreciates the applicant providing more detail about their proposal. In the previous review staff had reservations about the trellis design that but the owner told staff that this is meant to allow visibility of the fireworks during Powell's July 4<sup>th</sup> fireworks show. Staff leaves it to the owner to decide on what works best for them as a business. Especially since a trellis will have a nice look from the street. The applicant also provided a seating chart with about 58 outdoor seats. Staff is not concerned with the number since there is adequate parking in the shopping plaza due to the other businesses having inverse hours. In other words, the other businesses have 9-5PM operating hours and Gallo's is open from 4-11PM during the week. Furthermore, staff would like this area to be of high quality and materials that Powell residents and visitors are accustomed to frequenting.

Staff would like to see additional landscaping and how might that be handled, details about the ground material (stamped concrete or pavers), details about the entry from the restaurant, and how exactly the trellis will be placed over the building. The applicant has let staff know that these details will be brought to the meeting for P&Z review along with materials for reference.

### Staff Recommendation

Staff recommends approval to amend the final development plan to allow the two phase construction of the outdoor patio with the following conditions:

1. All City Engineer comments are adhered to (e.g. stormwater drainage accommodation).
2. The applicant has provided more detail about the materials and outdoor amenities.
3. The applicant work with staff on the finer details of the submission.
4. The applicant come back before P&Z for the subsequent phases of the outdoor patio.

## Amendment to a Final Development Plan – July 25, 2018

### Project Background

The applicant took over the space from the former Yukon Steakhouse & Saloon on North Liberty Street a little over a year ago. They are now wishing to construct an outdoor patio that differs from what was previously approved.

### Proposal Overview

Unlike the [previous design](#) which was far more elaborate (two canopies, outdoor bar, fire pit, TV's, and large outdoor deck) this proposal has one large canopy with smaller deck area and shows no amenities for outdoor patronage.

### Ordinance Review

In accordance with the requirements of codified ordinance 1143.11(r), all plats, once a final development plan for a planned district has been approved by Council, all subsequent substantial changes to that plan shall only be permitted by resubmission as a new substitute plan and repatriation of the procedures established in these sections. "Substantial change" for the purposes of this section shall mean any modification of an approved planned district development plan, as determined by the Zoning Administrator that results in:

1. Any increase in the number, or change in the type and/or mix of residences, and/or non-residential building area or land use;

### Comprehensive Plan Consistency

The proposal of the patio and restaurant is in line with the city's 2016 Comprehensive Plan. Specifically, in regards to the guiding principle that new commercial development should contribute to both the service needs of the community as well as the economic and fiscal well-being of the City. This development will provide residents with another restaurant option and also bring others from outside the community to come and spend their money. Bringing others into the community can lead to multiplicative effects which in turn, will help Powell's fiscal state. Also, as stated in the Comprehensive Plan, high quality materials are favored, which are provided in this proposal.

### Staff Comments

Staff is pleased with the outdoor patio. It will provide residents with another opportunity to frequent the downtown core and create a more vibrant downtown core. In addition, as noted in the sections below, another commercial use in the city adds to the tax base but also helps create an area where people will want to come. This can lead to other businesses in the core benefiting from spill-over.

However, the design and proposal is less than impressive. A trellis facing west provides very little protection from the sun and as it stands, is basic in design and concept. Staff is not aware of the number of seats and amenities that will fill the space. Staff is not opposed to the patio and trellis but would like much more information and detail. As well, staff would like to this area to be of high quality and materials that Powell residents and visitors are accustomed to frequenting. Also, no additional landscaping is shown, how might that be handled?

### Staff Recommendation

Staff recommends approval to amend the final development plan to allow the two phase construction of the outdoor patio with the following conditions:

1. All City Engineer comments are adhered to (e.g. stormwater drainage accommodation).
2. The applicant has provided more detail about the materials and outdoor amenities.