



STAFF REPORT

PLANNING & ZONING COMMISSION

Village Green Municipal Building, Council Chambers

47 Hall Street

Wednesday, November 14, 2018

7:00 P.M.

1. PLAT REVIEW

Applicant: Elite Real Estate Holdings
Location: 10331 Sawmill Rd, Powell 43065
Existing Zoning: Planned Residential District (PR)
Request: To review a plat for a proposed residential subdivision consisting of 8 units on approximately 1.5 acres.

Aerial Site Image: <https://goo.gl/maps/jkdAFhYQDx22>

Project Background

The development plan was approved by P&Z on June 13, 2018 and by City Council on August 7, 2018. Since that time, the applicant decided to divide the development into eight fee-simple lots with a split common wall. As per city code, any lot split of three or more lots requires a plat which is the document that gets recorded, establishing the dedication of public streets and rights-of-ways and the private lots on which will be homes.

Approved Development Plan Synopsis

The proposed subdivision plat is consistent with the approved development plan for the Mews at Zion development.

Ordinance Review

Section 1107.08 of the Powell Codified Ordinances requires a plat to be submitted and approved, and then recorded, prior to the sale of any lots and the dedication of streets for public use.

Staff Comments

Staff is generally accepting of the content of the plat. The lot locations, buildings and easements are where they need to be but more work is needed on clarifying easements and maintenance of utilities. This can be done through staff review after plat approval.

The City Engineer with his initial look mentioned that the detention basin is not clearly called out on the plat as privately maintained. This along with some other items will need to be clarified through the review process by staff.

The Law Director also reviewed that plan and had two comments:

1. Given the easement locations, it is vitally important that the footprints of the buildings are correct. We will need to verify these locations as the building permits come in.
2. Delco and/or the County sewer folks will want specific easement language on the plat.

Overall, staff has no issues with the proposed plat seeing that many of the finer details can and will be corrected during staff review and prior to final signatures.

Staff Recommendation

Staff recommends approval of the Mews at Zion plat with the following conditions:

1. That all comments made by the Law Director and City Engineer are addressed.
2. A note is added to the plat stating that all of the drainage will be privately maintained.
3. The plat adds language that more specifically call out public vs. private utilities.
4. All staff comments are addressed following approval.

2. SKETCH PLAN REVIEW

Applicant: Jennifer Carney
Location: Woodcutter Drive
Existing Zoning: Planned Industrial District (PI)
Request: To review a sketch plan to construct a new 10,800 square foot building on approximately 1.8 acres.

Aerial Site Image: <https://goo.gl/maps/ApdDFJB36j82>

Project Background

The current owner purchased the property in 2016 and is now ready to develop the land. The parcel in question was part of the Golf Village annexation but is subject to different requirements than other Golf Village commercial lands. Specifically, this land still requires developer architectural review but instead, goes through the city's three-phase development review process.

Proposal Overview

The proposal is to construct a 10,800 square foot building to be used as an athletic complex on 1.8 acres.

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

The proposal location and type are consistent with the City's Comprehensive Plan. Under the guiding principles (p. vi) it states 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." The proposal adds more commercial space to the city which leads to an increase in taxes that helps the city's economic well-being. Also, the type of use proposed, athletic facility, adds to the service needs of the community. Powell is a community with a large population of children who use these types of services. Lastly, what makes this proposal useful for future economic well-being is the fact that if the current proposed use was to fail, the building can be broken down into individual components and used as commercial space for other businesses. In essence, future-proofing the building.

The proposal is within the *employment center* area identified by the future land use map and meets the intent of the area (p. 29 & 36). The Comprehensive Plans calls for these lands to be infilled as much as possible by additional facilities for office and retail uses, which this proposal does. Furthermore, the new commercial space will add to the employment opportunities in the city – the very purpose of this area.

Staff Comments

Staff is pleased with the proposal and the level of detail provided at the sketch plan phase. The proposed athletic facility is an appropriate and permitted use for this site. The scale and designs are also well thought out. Staff as always would defer to the Architectural Advisor for detailed comments about the design. Although, staff would like to mention that the proposed design is very-well done and adds a lot of visual interest to a commercial pre-fabricated building.

The proposal also meets all dimensional requirements regarding setbacks, heights, and lot coverage. Further detailed review will be done at the next phase regarding parking counts. Staff would like to note that typically parking should be in the rear and side of buildings but this type of building the parking out front may be appropriate. Staff defers to P&Z comments on parking location.

The city has limited commercial lands in the city and as the Comprehensive Plan states, should be preserved and reserved for commercial uses which generate taxes and services for residents. This proposal does both and the design allows for reuse in the future if the proposed use does not succeed.

In summary, staff sees this is a fine proposal for this site and what it brings to the city.

Staff Recommendation

With such a well-developed sketch plan and barring any unforeseen issues, staff recommends that the proposal move forward as a combined preliminary-final development plan review.

3. CERTIFICATE OF APPROPRIATENESS

Applicant: Dave Wetterstroem /Frame Makers of Powell
Location: 84 West Olentangy Street
Existing Zoning: Downtown Business District (DB)
Request: To review a certificate of appropriateness to construct a new workshop.

Aerial Site Image: <https://goo.gl/maps/LRTAkawjwHC2>

Project Background

The applicant came before P&Z at the June 2017 meeting (previous staff report below) where he requested to tear down the existing garage and build a new garage in its place. Since that meeting the owner reconsidered demolishing the existing garage and instead decided to keep it and build a new workshop instead.

Proposal Overview

The applicant is proposing to keep the existing garage and no to construct new workshop.

Changes Since the Last Submission

The applicant has provided a revised site plan and design details for the proposed garage.

Ordinance Review

In accordance with the requirements of codified ordinance 1143.18(j)(2), any change in the outward appearance of a property within the Downtown District shall require approval of Certificate of Appropriateness by the Planning and Zoning Commission if any change in the outward appearance of a property within the Downtown District results in one or more of the following:

- A. **The plans call for a new non-residential structure or addition of occupied space to an existing non-residential structure, whether principal or accessory; or**
- B. The plans call for two or more new residential dwelling units; or
- C. There will be a demolition of a structure larger than seventy-five (75) square feet in ground floor area; or
- D. There is a request for rezoning, zoning variance, or subdivision of land within the Downtown District.

In accordance with the requirements of codified ordinance 1143.18(a), the purpose of the Downtown District Overlay District (herein after referred to as the "Downtown District") is to promote the public, health, safety, and welfare by providing for the regulation of the downtown area through a single, unified district. This district is created to permit the careful and coordinated physical planning, development, and redevelopment of the land, and to provide flexibility in the location of land uses, housing types, and intensity. This district shall preserve, protect, and promote the historical nature of downtown by pursuing development that encourages a mix of uses in a manner that is safe, pleasant, convenient, and in context with the history of the area. It is also the purpose of the Downtown District to:

- (1) Safeguard the heritage of the City by preserving sites and structures within the historic central core of the City that reflect the City's history and its architectural history.
- (2) Stabilize and improve property values.
- (3) Strengthen the economy of the City by promoting business development through the allowance of buildings that provide flexible commercial opportunities yet in keeping with the village scale and character.
- (4) Protect and enhance the City's attractions to residents and visitors.
- (5) Enhance the visual and aesthetic character, diversity, and interest of the City's history.
- (6) Foster civic pride in the beauty, human scale, and human details of the City's history.

- (7) Promote excellence in small town design, incorporating elements that are consistent with the existing character of the area.
- (8) Promote the use and preservation of historic sites and structures for the education and general welfare of the people of the City.
- (9) Preserve sound existing housing stock in the historic central area of the City and safeguard the residential scale of the district and the character of sub-areas that are primarily residential in character.

Comprehensive Plan Consistency

The proposal is consistent with the City's Comprehensive Plan. Under the guiding principles (p. vi) it states 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." The proposal adds more commercial space to the city which leads to an increase in taxes that helps the city's economic well-being.

The proposal is within the *mixed use village center* area identified by the future land use map and meets the intent of the area (p. 29 & 30). The Comprehensive Plans calls states that building heights and massing should be closely coordinated with the scale of existing buildings to create a cohesive character that blends new and old structures. The proposal has a garage that is scaled appropriately for the area and site. The development buildings also state that high quality materials and architectural detailing is critical to ensure new development contributes to the village character. Staff defers to the Architectural Advisor but feels confident that that building with the proposed detailed trim details will fit with the village character.

Historic District Guidelines

The Historic District Guidelines say the following about Accessory Structures:

Accessory Buildings, automobile garages, storage sheds, and other dependent buildings must be located at the rear of the property, with entry facing away from major streets, although access from an "alley" is permissible. The accessory building should be compatible with the building it serves in massing, materials, and basic color scheme, but it should not be an exact copy of the main building. An accessory building should be obviously subservient to the building it is serving. This means that it should be smaller in scale and simpler in detail than the main building. Roof type, roof pitch and rhythm of openings should harmonize with those elements of the main building. Materials should be similar in nature and scale, although not necessarily in refinement. For example, a house with special wood siding and shingles might have a garage with simpler wood siding. Special attention must be given to the relationship in scale and location between accessory buildings and the buildings they serve.

The proposed garage/workshop meet the historic district guidelines. It is located in the rear, with the entry facing away from major streets, with an alley access. The materials and colors selections match the existing building but will not be an exact replica of the larger building.

Staff Comments

Staff prefers this new proposal to the previous version. Keeping the older garage, which does have some character, and instead building a new garage is much preferred. Staff would like to see a brand new building constructed instead of a pre-fabricated building in the historic downtown but staff understands the difficulty and cost of timing for a business.

The proposed structure with the specified trim details and colors will be a nice compliment to the existing building and garage. Staff would like further comments from the Architectural Advisor in regards to post design and window trim.

As always, P&Z has the option to send this proposal to HDAC for review but staff sees no need for this proposal. It is a smaller structure and the Architectural Advisor comments should be sufficient. Also, this allows the business to expand its operations faster.

Staff Recommendation

Staff recommends approval of the certificate of appropriateness with the following conditions:

1. P&Z, Architectural Advisor, and Staff comments are addressed.

June 14, 2017 - Certificate of Appropriateness Review

Project Background

The applicant has consulted with Staff about the re-use of this property. The property was for sale for quite some time, and this new owner is proposing to move his frame shop from Liberty Township to this site. The owner's business is making and selling custom frames, which means he needs a shop area in which to cut frame stock to size. He wishes to tear down the existing garage and build a new garage in its place.

Proposal Overview

The applicant is proposing the demolition of an existing garage and the construction of a new workshop/car garage in its place.

Ordinance Review

In accordance with the requirements of codified ordinance 1143.18(j)(2), any change in the outward appearance of a property within the Downtown District shall require approval of Certificate of Appropriateness by the Planning and Zoning Commission if any change in the outward appearance of a property within the Downtown District results in one or more of the following:

- A. **The plans call for a new non-residential structure or addition of occupied space to an existing non-residential structure, whether principal or accessory; or**
- B. The plans call for two or more new residential dwelling units; or
- C. There will be a demolition of a structure larger than seventy-five (75) square feet in ground floor area; or
- D. There is a request for rezoning, zoning variance, or subdivision of land within the Downtown District.

Historic District Guidelines

The Historic District Guidelines say the following about Accessory Structures:

Accessory Buildings, Automobile garages, storage sheds, and other dependent buildings must be located at the rear of the property, with entry facing away from major streets, although access from an "alley" is permissible. The accessory building should be compatible with the building it serves in massing, materials, and basic color scheme, but it should not be an exact copy of the main building. An accessory building should be obviously subservient to the building it is serving. This means that it should be smaller in scale and simpler in detail than the main building. Roof type, roof pitch and rhythm of openings should harmonize with those elements of the main building. Materials should be similar in nature and scale, although not necessarily in refinement. For example, a house with special wood siding and shingles might have a garage with simpler wood siding. Special attention must be given to the relationship in scale and location between accessory buildings and the buildings they serve.

Interestingly enough, this particular garage was built anywhere from the 1920s to the 1940s. It is wood frame construction and has old plywood doors and fish scale siding. The level of detail of the siding is what is intriguing because usually found in Powell are garages with much less detailing.

The proposed garage is proposed with board and batten siding, an overhead door facing the yard (not the alley), a "man-door" and no windows. The detailing shown in the drawings also do not reflect proper trim detailing around the doors. This proposed garage is 864 square feet, which is over twice the size of the existing garage, however is still subservient to the existing building.

Staff Comments

Staff has several concerns with this proposed submittal and they are as follows:

1. The site plan that was submitted is not an accurate site plan showing the as-built condition of the buildings as all site amenities. The site is actually two individual lots, and both the existing

primary building and the garage both encroach over the property line. The applicant is proposing the new garage to be totally on the easternmost lot, which is fine. We need to see the details of the site amenities so that handicap access route can be determined for both buildings.

2. Is there an historic quality to the existing garage in terms of its architecture that merits it not being torn down? In terms of the detailing of the siding, windows, etc., the design certainly fits the nomenclature of historic Powell. However, its condition and overall usability to today's cars and/or today's proposed use it does not work. Staff feels that if a garage of similar architectural detailing is proposed as a replacement, than that will be fine.
3. The proposed detailing and placement of the garage door is an issue. The proposed overhead door is not facing the alley, the trim is not detailed around the doors, and there are no windows being proposed. There should be a garage door that faces the alley, the trim should be detailed to meet Historic District Guidelines, and there should be windows included with the design. Also, the Board and Batten detail needs work. Currently, the proposal is for plywood wall with wood batten. There is no base plate trim and band board trim where the seam is made.
4. Are the parking blocks actually going to be utilized. We may need to adjust the distance of the building based upon the parking space size and block location.

Staff defers to the Architectural Advisor on the design and materials of the building.

Staff Recommendation

Before the Planning and Zoning Commission take any action, the applicant should submit more detail to the plans showing the above items.

4. SKETCH PLAN REVIEW

Applicant: Home Steitz LLC, c/o John Wicks
Location: Northwest Corner of Home Road and Steitz Road
Proposed Zoning: Planned Commercial District
Request: In anticipation of annexation into Powell, review of a Sketch Plan for development of the property for housing, commercial and a possible library.

Aerial Site Image: <https://goo.gl/maps/QNNEHrCvyaC2>

Project Background

The applicant has the property in contract to purchase, and is going to submit an annexation petition. In anticipation of that, Staff recommended a Sketch Plan Review come before the Planning and Zoning Commission to discuss the merits of the proposal and to open dialogue about its conformance with the Comprehensive Plan. The previous sketch plan review on June 13, 2018 is below for reference. Being a Sketch Plan review, no action shall be taken by the Commission, just discussion.

Proposal Overview

The proposal is now for a mixed use development consisting of a 25,000 sq. ft. public library, 14,700 sq. ft. of commercial/office space and 68 apartment units with 24 garage spaces as well as surface parking.

Staff Comments

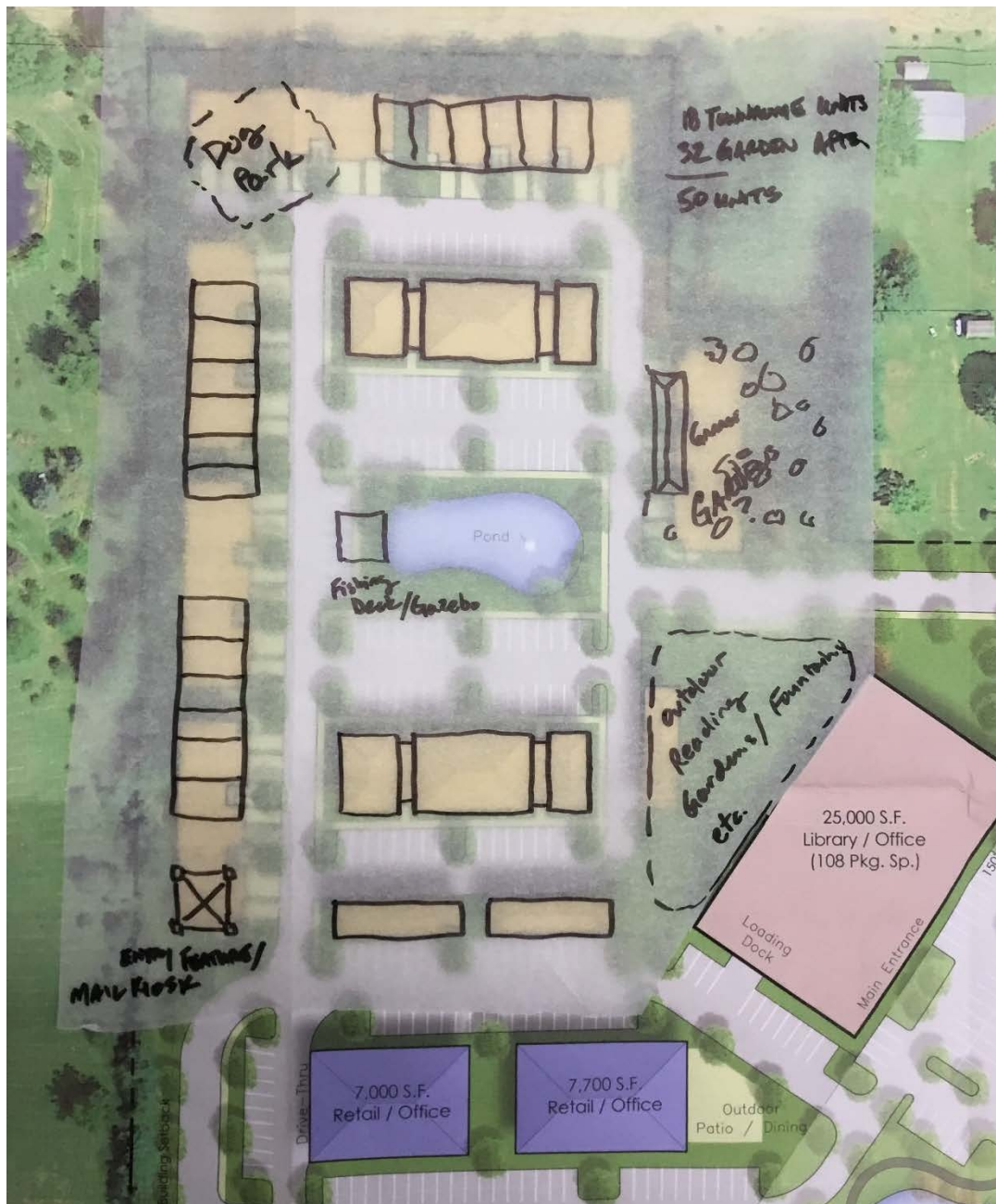
The property where this proposal is located is at the northwest corner of Home and Steitz Roads. It is fully an open farm field with some minimal tree line edges. There is a 150 feet wide electric transmission line easement running diagonally across the property which is a deterrent to any type of development on this as parcel.

There is large lot residential to the west, a single family subdivision to the north, farmland to the east side of Steitz Road as well as the south side of Steitz Road.

Because of the adjacent residential land uses and the power lines, the property owner, as well as the City, is in a hard place to determine the types of land use that is appropriate. When the subdivision to the north was platted, the street that is a cul-de-sac should have been directed to stub in to this property, for a natural extension of that subdivision. However, that was not done.

The proposed development seems a bit too intense for the area. The busy intersection of Steitz and Home Roads, as well as the turning movements needed for this development, can handle the additional traffic if properly designed through the City and County Engineer's office. There will probably need to be some additional widening of Steitz Road.

The proposed residential development is just way too dense for the area and there leaves hardly any green spaces that are usable for the residents. Staff has developed a revised plan that decreases the density and increases the usable green space for the property, including a dog park and resident gardens. Staff's plan did not remove any parking, but that too can be reduced because of the reduced density. Also, this can be uniquely designed to have some green space usable for library customers and programming in an outdoor reading park. See next page.



Ordinance Review

In accordance with the requirements of codified ordinance 1143.11(a), "the developer shall meet with the City Manager, with the Zoning Administrator, and with the Planning and Zoning Commission prior to submission of a preliminary development plan. The purpose of such meetings is to discuss early and informally the purpose and effect of this Zoning Ordinance and the criteria and standards contained herein, and to familiarize the developer with zoning and other applicable regulations; it being understood that no statements by officials of Powell, Ohio, or Planning and Zoning Commission members, made in such informal meetings shall be binding on either party.

Comprehensive Plan Consistency

This property falls into the area of our north growth corridor area and is on the edges of our Conservation Development. Conservation Development is generally examined as a whole, much larger property development plan, and can contain a mix of residential uses, commercial uses and

public uses at major intersections (p.40). If you look at our conservation district as a whole, this property is situated at a main intersection within it. A conservation district should have at least 50% open space that is naturalized in design. Buildings should be designed in a traditional Midwest character. Multi-use paths should be included in the plan and make connections to other paths. Large setbacks should be utilized in a conservation district.

Policy recommendations as they relate to land use that are affected by this proposal includes (p. 48-52):

1. Using the Land Use Map as a guide to decision making.
3. Balance land use, community character, transportation and fiscal sustainability goals
8. Create an interconnected open space system throughout community.
9. Ensure development quality meets Powell's standards for aesthetic and community character.
12. Preserve rural character by requiring conservation development patterns in growth areas north of Home Road.

Within the Thoroughfare Plan, we examined the need for additional commercial north of Home Road, knowing that additional residential growth is expected there. The model indicated that by adding commercial areas north of Home Road, we greatly help out the traffic patterns further south into the City of Powell, at the Sawmill Parkway/Powell Road area. Therefore, the Comprehensive Plan Land Use Map identifies areas at Sawmill Parkway and Hyatts Road where it may be desirous for commercial land uses at what will tend to be a busy intersection in the future. Although not specifically identified for commercial uses at Steitz and Home Roads, the Comprehensive Plan does infer that within Conservation Districts at major intersections, commercial land uses can be established, assuming all other Conservation District requirements are followed.

Staff Recommendation

Staff recommends that the Commission carefully consider all issues related to this proposal and the ideas and policies presented in the Comprehensive Plan. The developer and the Commission should consider the following:

- Include at least 50% "green space" within the development, utilize multi-use pathways within and around the site connecting to the subdivision to the north.
- Consider reducing the density per Staff's plan, if not more.
- Absolutely follow conservation district standards for planned open space and multi-use trails.
- Seek advice from the City and County Engineer for roadway improvements needed due to this development.

Sketch Plan Review – June 13, 2018

Project Background

The applicant has the property in contract to purchase, and is going to submit an annexation petition. In anticipation of that, Staff recommended a Sketch Plan Review come before the Planning and Zoning Commission to discuss the merits of the proposal and to open dialogue about its conformance with the Comprehensive Plan. Being a Sketch Plan review, no action shall be taken by the Commission, just discussion.

Proposal Overview

The proposal is to annex the 11.75 acres of land, and develop the following uses:

- Up to 10,500 square feet of retail convenience store with about 8 fuel pumps.
- Up to 21,000 square feet of mixed retail/office
- An unknown amount of indoor storage, mainly for RV's, recreational trailers, boats and vehicles.

Staff Comments

The property where this proposal is located is at the northwest corner of Home and Steitz Roads. It is fully an open farm field with some minimal tree line edges. There is a 150 feet wide electric transmission line easement running diagonally across the property which is a deterrent to any type of development on this as parcel.

There is large lot residential to the west, a single family subdivision to the north, farmland to the east side of Steitz Road as well as the south side of Steitz Road.

Because of the adjacent residential land uses and the power lines, the property owner, as well as the City, is in a hard place to determine the types of land use that is appropriate. When the subdivision to the north was platted, the street that is a cul-de-sac should have been directed to stub in to this property, for a natural extension of that subdivision. However, that was not done.

Here is a review of a few possible scenarios:

- The proposed development seems a bit intense for the area. The busy intersection of Steitz and Home Roads, as well as the turning movements needed for this development, can handle the additional traffic if properly designed through the County Engineer's office. There will probably need to be some additional widening of Steitz Road. The gasoline station and the storage facility just seem to be too intense and provide more of a regional facility rather than providing neighborhood type retail and office establishments, or uses that tend to be more favorable for neighborhood design and use. Day care uses, although one might think the City has plenty, we understand the existing day cares around Powell are near capacity and future home growth to the north will bring about an even greater need. Having neighborhood commercial, office and day care uses may be an appropriate use given the unique nature of the site. There then would need to be something different in the back where the warehousing is located. Is there a chance to do some residential there? Maybe the size of the facility can be lessened and provide much greater amount of green space. To allow this as some other than residential use, there needs to be a greater emphasis on increased green space.
- New residential could be built here, netting probably about 26 to 28 units, which in our estimation, would be single-family or attached patio homes. Typical for the area single-family homes in the types and styles built in the area, and having main access from Home Road and Steitz Road (and electric lines) would not make it as desirable and marketable. However, a different kind of product popular with those who would like to downsize may find it more

appropriate. Reviewing our economic model we use to analyze new annexations and land use, this would net a negative \$9,000 per year to the City.

- Larger lot single family is not as desirable, and provides a lot more negative economic model to the tune of negative \$26,000.

Ordinance Review

In accordance with the requirements of codified ordinance 1143.11(a), "the developer shall meet with the City Manager, with the Zoning Administrator, and with the Planning and Zoning Commission prior to submission of a preliminary development plan. The purpose of such meetings is to discuss early and informally the purpose and effect of this Zoning Ordinance and the criteria and standards contained herein, and to familiarize the developer with zoning and other applicable regulations; it being understood that no statements by officials of Powell, Ohio, or Planning and Zoning Commission members, made in such informal meetings shall be binding on either party.

Comprehensive Plan Consistency

This property falls into the area of our north growth corridor area and is on the edges of our Conservation Development. Conservation Development is generally examined as a whole, much larger property development plan, and can contain a mix of residential uses, and can contain commercial uses at major intersections (p.40). If you look at our conservation district as a whole, this property is situated at a main intersection within it. A conservation district should have at least 50% open space that is naturalized in design. Buildings should be designed in a traditional Midwest character. Multi-use paths should be included in the plan and make connections to other paths. Large setbacks should be utilized in a conservation district.

Policy recommendations as they relate to land use that are affected by this proposal includes (p. 48-52):

2. Using the Land Use Map as a guide to decision making.
4. Balance land use, community character, transportation and fiscal sustainability goals
10. Create an interconnected open space system throughout community.
11. Ensure development quality meets Powell's standards for aesthetic and community character.
13. Preserve rural character by requiring conservation development patterns in growth areas north of Home Road.

Within the Thoroughfare Plan, we examined the need for additional commercial north of Home Road, knowing that additional residential growth is expected there. The model indicated that by adding commercial areas north of Home Road, we greatly help out the traffic patterns further south into the City of Powell, at the Sawmill Parkway/Powell Road area. Therefore, the Comprehensive Plan Land Use Map identifies areas at Sawmill Parkway and Hyatts Road where it may be desirous for commercial land uses at what will tend to be a busy intersection in the future. Although not specifically identified for commercial uses at Steitz and Home Roads, the Comprehensive Plan does infer that within Conservation Districts at major intersections, commercial land uses can be established, assuming all other Conservation District requirements are followed.

Staff Recommendation

Staff recommends that the Commission carefully consider all issues related to this proposal and the ideas and policies presented in the Comprehensive Plan. The developer and the Commission should consider the following:

- Is it possible to remove the gas station and considerably downsize if not totally remove the storage uses, include at least 50% open space not counting the easement for the electric lines, utilize multi-use pathways around the site and though it connecting to the subdivision to the north, creating a large green area to the north where the storage is located.

- Consider instead of gasoline use and storage adding some other type family oriented indoor commercial use.
- Consider instead of gasoline and storage adding a residential component.
- Absolutely follow conservation district standards for planned open space and multi-use trails.
- If planned for a totally residential use, somehow balance the unit types to help create a positive number for residential development economic impact.
- Seek advice from the County Engineer for roadway improvements needed due to this development.