



**STAFF REPORT
PLANNING AND ZONING COMMISSION
NOVEMBER 12, 2003**

FINAL DEVELOPMENT PLAN & ZONING MAP AMENDMENT

Applicant: Powell United Methodist Church
Location: 825 East Olentangy Street
Current Zoning: FR-1, Farm Residence District (Liberty Township – Recently Annexed)
PR, Planned Residence District (existing Powell portion)
Proposed Zoning: PR, Planned Residence District
Request: Approval of a Final Development Plan for a new sanctuary addition and parking lot on 7.6 acres and to amend the Zoning Map from FR-1, Farm Residence District (Liberty Township), to PR, Planned Residence District for 2.07 acres recently annexed into the City of Powell

Since the Preliminary Development Plan approval in February, the leaders of the Powell United Methodist Church have spent a lot of time meeting with community members with regard to the issues raised by the community and the proposed plans for the church expansion. The Commission may recall that the Preliminary Development Plan was approved with various conditions. The following is the motion that was approved:

MOTION: Commissioner Wiencek moved to approve the Preliminary Development Plan with the following conditions:

1. That a Traffic Management Plan is done and its recommendations included in the Final Development Plan if accepted by the Planning and Zoning Commission.
2. That the applicant provide an alternative to the existing parking lot lights on the south and west side parking area.
3. That the existing ditch along Powell Road from the eastern entry drive to Valley Run Drive be piped for ease of installation of the pathway, mounding, landscaping and fencing.
4. That appropriate landscaping is installed on the north side of Powell Road, as approved by those property owners opposite of the driveways that screen vehicle lights from shining onto their properties.
5. That architectural recommendations from the Architectural Advisor be implemented in the Final Development Plan.
6. That the landscaping plan be approved at the Final Development Plan.
7. That the vertical element be significantly redefined.
8. That the parking on the Goodman property be reconfigured to remove 10 spaces from the proposed east-west rows, moving the easternmost north-south row 18 feet to the west.

Commissioner Futryk seconded the motion. The motion was approved. Yes: Emerick, Futryk, Wiencek, Counts. No: De Palma, Murphy. Abstain: Coville.

We have included the previous minutes and Staff Reports in the packet for your use.

The Zoning Ordinance regulates churches and the development standards for churches in the following manner. Section 1143.09 (c)(3) allows churches to be a permitted use within any planned district. It also requires them to be designed and intended to serve the immediate and nearby residents and if it is designed to serve a larger area of the community it needs to be located on a major thoroughfare. This site is along a major thoroughfare. This section also requires that there be a minimum lot size as it relates to the permanent number of seats in the main assembly area. This proposal contains a maximum number of 517 permanent seats (371 sanctuary seats, 41 choir seats, and 105 balcony seats), and therefore the minimum lot size is required to be 7.17 acres. This site contains a total of 7.61 acres, therefore a maximum of 561 permanent seats can be designed into the plan.

The proposed site plan contains 45.5% green space, which is grass or landscaped. This far exceeds the minimum requirement of 20%.

The circulation pattern remains the same as the preliminary plan. Within the Final Development Plan text there is a traffic management plan. Staff is comfortable with the recommendations from this traffic management plan and it should be implemented by the church as soon as possible. Of course, during construction of the parking area in the first phase, only the west entrance will be utilized. Pedestrian, bicycle and vehicular traffic are well separated.

A phasing plan has been submitted and it makes a lot of sense. The proposal is to have the parking area constructed and finished in 2004 and the sanctuary addition to be done in 2005. That way, the entrance drive can be moved and parking area can be established prior to construction of the sanctuary, which takes up some of the area where the current parking and entrance drive is located.

All requirements for the submittal of a preliminary and final development plan have been submitted. Items of note and changes to the preliminary development plan are as follows:

- The paved parking area is now totally within the required setbacks. The church is proposing to utilize a grass pave system that, if properly installed and maintained, should work for overflow parking on an as needed basis. This grass pave system is to be installed to the north of the paved parking area. This type of grass paving system was utilized on the east side of the Ohio Statehouse at the Veteran's Memorial Wall, to be utilized as a fire lane for emergency equipment. The size of the parking area has been reduced as required by condition #8 of the approved preliminary development plan.
- A Traffic Management Plan has been submitted as required by condition #1 of the approved preliminary development plan.
- New parking lot lighting has been submitted and meets all requirements that we usually set forth with parking lot lighting. The proposed lights are an architectural type down light, with a height of only 14 feet. A light spread plan has been submitted and shows there will be no light that comes from these lights that cross over the property line. It is unclear as to whether the existing lights on the south and west side will be changed to match the proposed lights on the east side. Staff does recommend that this happen. This addresses condition #2 of the approved preliminary development plan.
- The engineering plans that are submitted show revised grading for the mounding and the new landscaping plan. The parking lot sits 7 to 9 feet below the mounding along Valley Run Drive and 3 to 5 feet below the mounding along Powell Road. The stormwater detention area is now within the grass area between the mounding and the parking area at the northeast corner of that area. Euonymous burning bush hedges have been added to the landscape plan and the size of the proposed tree plantings have been significantly increased. Also, all evergreen trees proposed to be planted are spruce trees. The parking lot has been configured to save the best trees on the site and Staff supports this effort and any variances associated with this effort. Condition #6 and Condition #3 from the preliminary development plan approval have been met by the proposed plans.
- There has been only one significant change to the architectural plans, and that is to the bell tower. The tower structure has been reduced in volume by over 25%, by being shortened to 59.5 feet, and being reduced in size from 24 feet square to 18 feet square. This significantly reduces the size and scale of the bell tower, and addresses condition #7 of the preliminary development plan approval. Staff understands that the applicant may have some alternative designs to the bell tower that they can present at the meeting. Staff will rely on the Architectural Advisor to provide recommendations on architectural features.
- Page 6 of the development plan text reveals the divergences requested as part of this plan. Included in this is the inclusion of the grass pave system for overflow parking. This area is within the 130' front setback, however for everyday, except some Sundays, this area will never be utilized. With the grass pave system, the parking capacity is about 339 cars, with 292 spaces being asphalt paved. Parking requirements based upon the amount of assembly space is 335 cars, and based upon the number of seats and classrooms is 224 spaces. With the grass pave system, the parking requirements are met. Staff believes that there will be plenty of asphalt parking spaces to handle day to day and typical Sunday service needs. There may be times the grass pave area will be utilized, however, that will tend to be less often than more. The parking lot landscape island requirement is not being met as specified by the code, however the solution presented by the applicant is a better solution. This will attempt to preserve existing large trees and in the end the amount of island bays remains the same. The front setback divergence for the sanctuary is being proposed in order to create a symmetry of roof line to the education wing and provide a more aesthetic look to the front of the entire structure by creating articulation and an architectural feature to the front. Staff supports the divergences as proposed. The applicant is exceeding the zoning code requirements in many aspects such as increased setbacks to the east and south for the parking area, extra landscape screening for the parking area, providing grass pave area for overflow

parking, and because the divergences make sense in the overall scheme of this development plan. There are no detrimental effects of the divergences as proposed.

This development plan has come a long way. The church officials have worked hard with the surrounding neighborhood to adjust their plan and accomplish a lot of what the neighborhood has asked for. The final development plan as submitted has provided the Commission valuable information for their review and has addressed all of the items that were still outstanding from the preliminary development plan. The church is a vital and important member of the community and solutions should be found that allow for an expansion that will meet their needs, and the church should provide the amenities that will make it fit into the fabric of the community. All of this also should realize that the proposal should not negatively impact either the community as a whole and specifically the neighborhood adjacent to it. Both the City and the church should be players that work together to create a very creative and useful gateway for the community. In fact, having a great church as a landmark at the gateway to the community is an asset to the character of the community. Staff believes that this final development plan accomplishes this goal, and we recommend approval with the following conditions,

1. That the final engineering plans be reviewed and approved by the City Engineer and the applicant address all engineering concerns.
2. That the parking lot lights that exist on the south and west parking areas be changed to the fixtures that are proposed so that they are consistent throughout the site.
3. That the final design for the bell tower be reviewed and approved by the Planning and Zoning Commission if it is changed from that which is submitted to date to be sure it is compatible with the surrounding neighborhood.
4. That the final landscaping plan be reviewed and approved by the Planning and Zoning Commission and be implemented at the time the parking lot is constructed. The landscaping shall be installed and approved by Staff prior to the use of the parking lot.

PRELIMINARY DEVELOPMENT PLAN

Applicant: Pete DeLois Recreations Outlet
Location: 470 West Olentangy Street
Zoning: PC, Planned Commercial District
Request: Approval of a Preliminary Development Plan for a 35,800 sq.ft. retail center on 4.1 acres, including the outdoor display of recreational structures for sale

The 4.10 acre site is located on the north side of West Olentangy Street adjacent to the west of Rutherford Estates and to the east of Scott's Garden Center. To the north are Powell Road Self Storage and the Villages of Clermont condominiums. Across the street to the south is the UDF strip plaza. This property is zoned PC, Planned Commercial District.

This site is wooded and has an existing residential structure that has been converted to commercial. Yard Play was the most recent tenant on this site. The applicant is proposing to demolish the existing structure and construct one building containing 35,800 square feet of retail space. This is a reduction from the 45,000 square feet proposed at the Sketch Plan.

The proposed site plan shows a typical "L" shape building that one normally sees for a retail center. The access point is directly across from the UDF driveway. There is a parking area along the east side of the building. At the Sketch Plan parking was proposed in front of the building. This has been removed but still remains as a "future parking" area. A "future parking" area is shown to the rear of the building as well. A delivery and service drive goes around the rear and west side of the building and includes a loading dock area on the north side of the building.

A white rail fence is also shown along the frontage. A bikepath has not been shown. Although the bikepath does not continue past Village Pointe Drive to the east, the West Olentangy Street pathway is considered a priority path to complete. It is anticipated the path will connect to this site in the near future. Therefore, the applicant needs to include the path on their plans.

In the PC District, the maximum building coverage is 20% of the lot area. In this case, the lot area is 4.1 acres or 178,596 square feet. Twenty (20) percent of the lot area results in a maximum building coverage of 35,719 square feet. As proposed the applicant is requesting 35,800 square feet of building area or 20.005% building coverage. Staff is comfortable with this very slight divergence.

It appears all the required setbacks have been met except at the northwest corner where the service lane is located. In that area, a forty feet setback is required from the residentially zoned Villages of Clermont condominiums. The required setback can be reduced to twenty feet with landscaping and buffering. A small portion of the service drive sits within the twenty feet setback. This will require a divergence.

The new recreational structure ordinance (1147.14) prohibits recreational structures of this type from being placed in the front yard no matter the zoning district. This will be a divergence as well. Staff recommends the applicant only be allowed to display four structures outside at any one time and the display must occur behind the required front setback of 60 feet. Staff would also recommend the Commission discuss the colors of these structures similar to what occurred with the Goddard School.

Given the current building area, 95 parking spaces are required. The applicant is proposing 80 with 42 additional "future" spaces (122 possible spaces). Staff would recommend all "future parking" areas be removed. This will allow the Commission the opportunity to review any future parking before its construction. Eighty spaces should be sufficient. The applicant needs to delineate each parking space on the plan with striping and show handicap parking. Staff also suggests the applicant consider the types of business that will be targeted for leasing space in this development. Retail uses vary in their intensity of use and need for parking. Staff would rather not provide enough parking for the busiest shopping day of the year when every other day the parking lot will be half full.

The applicant is showing landscape bays in the parking area, but they are not properly spaced. One bay is required every eight parking spaces. Several of these bays are spaced as shown to preserve existing trees. Others can be moved or added to eliminate long runs of parking. Staff will work with the applicant to address this issue.

One trash container has been identified and is located on the north side of the property. Unless others are using roll out containers, this is insufficient as some tenants will be moving trash the length of football field. The applicant needs to clarify this matter. A dumpster screen detail will be required for the final development plan. Staff recommends that if roll out containers are to be used by the tenants they be required to be stored inside or screening detail for the back of each unit be submitted.

Architecturally, Staff feels the applicant is headed in the right direction with the barn style. This will be a large building when compared to the typical City of Powell commercial development. However, given the proximity to Sawmill Parkway (larger buildings and strip malls) and the style in which this building is executed, this will be a good addition to the area. Staff does recommend that a clerestory be taken across the ridge of the building, rather than what looks like a cut-off one. The applicant is proposing a standing seam metal roof with metal siding in a board and batten style. A stucco stone wainscoting will be used around the perimeter. Staff has suggested the applicant use cement-fiber panels to create the board and batten look that is sought. The Village Academy Arts Conservatory on South Liberty Street has successfully used this product to create a similar aesthetic. Staff recommends against the use of metal siding. The applicant is requesting a divergence to the Planned Commercial requirement of no building dimension exceeding 150 feet. This proposal shows dimensions of 218 feet and 325 feet. It may be possible to resolve this architecturally, but barns are typically large and long buildings. Staff will rely on the comments of the Architectural Advisor.

Staff will work with the applicant and the Commission to save trees wherever possible. Given the extent the development coverage on a moderately wooded site this will be difficult. However, it will be possible to preserve trees along the perimeter and possibly in any open areas that are not required for stormwater retention or drainage use.

Based on the tree survey submitted, a building owned by Scott's Garden Center actually straddles the west property line. The applicant will need to confirm the location of this structure. If it is in fact straddling the property line, determine if it is to be removed or saved.

In terms of meeting the requirements for submittal of a Preliminary Development Plan, the applicant has provided much of the required information but not in the level of detail that is required. Staff will review the checklist with the applicant.

The sanitary sewer connection has been shown to the rear of the property. Staff is uncertain as to whether this was required by the Delaware County Sanitary Engineer or not. Our GIS database and development plans for the surrounding properties do not indicate a sewer line to the rear of the property. There is a fifteen inch gravity line

accessible at the southeast corner of the property. The applicant needs to clarify the location and capacity with the Delaware County Sanitary Engineer in writing and provide Staff a copy.

Since this site is part of the Murphy Park Stormwater Master Plan, Staff suggests the applicant begin working with the City Engineer very early in the process. This plan has very stringent stormwater release requirements that could impact the development of this site. The Assistant City Engineer has stated the proposed retention pond is very likely too small. We would recommend that if at all possible this become a wet pond with a fountain.

The applicant should also work with the City Engineer to address any traffic engineering issues. A traffic study had not been received at the time of this report, although the applicant is working on the study. This is very important part of the development plan. In 2001, a study was done for Powell Road through the City. Despite the fact the Sawmill Road and Powell Road intersection is partially located outside the City of Powell, it was included in the traffic study. At that time the intersection met warrants for signalization. This prompted Staff to take a second look at this proposed development. Staff has prepared an alternative plan for this site. It is included in the packet.

The location of the west property line in relation to the Sawmill and Powell Road intersection allows a shared access to be aligned with Sawmill Road. Moving the access point to the opposite side of the property the retail center faces presents a problem by running the access drive across the front yard and through the play structures. To resolve this, the retail center was flipped in the Staff proposal so that it faces west rather than east; thereby moving the parking to the west side and the service/delivery to the east side.

Although this is a drastic change from the direction the applicant was headed with the project, there are many benefits to this revised layout. The biggest and most obvious is the fact that by aligning with Sawmill Road this property, as well as any future development on the Scott's Garden Center site, is able to take advantage of a signalized intersection. Given the current length of the Sawmill Road turn lane for westbound Powell Road traffic, left turn movements would be difficult and very likely not allowed with the proposed site plan. Staff expects ODOT and a traffic study to confirm this. Also, by flipping the retail center to face west rather than east, customers and businesses no longer have to look at the back of a funeral home and several industrial uses. It is very likely Scott's Garden Center will develop into something else at sometime. When that happens, these two developments can compliment each other rather than turn away from each other. Additionally, this site plan allows for significant tree preservation by providing deeper perimeter buffers, which is very important to the Staff and neighboring property owners (careful consideration of the grading plan will be necessary). Finally, this layout allows for a barn style design to remain intact.

It is not obvious on the Staff Study, but the revised layout does show an estimated 2,000 square feet more space than was submitted; resulting in a lot coverage of 21%. Staff is in support of such a divergence provided certain requirements are met. These include the changes mentioned above and as shown in the Staff Study, significant tree preservation, and a fair-share contribution to the signalization of the Sawmill and Powell Road intersection. Staff has not determined what that amount will be but will work with the applicant and ODOT to determine a fair figure.

The Staff Study does present some of the same issues previously discussed such as a building dimension divergence and residential setback divergence. As stated, Staff is not averse to allowing a divergence for these issues.

Staff hopes to meet with the applicant, the owner of Scott's Garden Center, and ODOT prior to the meeting.

Given the uncertainties associated with the lack of traffic study, Staff recommends this application be tabled until a traffic study is completed and the necessary detail is submitted as required by the Preliminary Development Checklist and Section 1143.11(c) of the Planning and Zoning Code.

AMENDMENT TO APPROVED DEVELOPMENT PLAN

Applicant: Dublin-Manor Homes
Location: North Powell Office Condominiums
Southwest corner of North Liberty Street and Clairedan Drive
Zoning: PO, Planned Office District
Request: Approval of an Amendment to the Approved Development Plan to allow seven 3,049 to 3,254 sq.ft. buildings rather than three 7,000 to 9,216 sq.ft. buildings

The Planning and Zoning Commission originally approved the Final Development Plan for this site on January 10, 2001. The approval allowed for the development of five office buildings ranging in size from 7,000 to 9,216 square feet. Currently, only two buildings, both along North Liberty Street, have been constructed.

The applicant is requesting to split the square footage of the remaining buildings and spread it across seven buildings rather than three. Based on discussions with the applicant, most people in the market to purchase office space in Powell are looking for smaller spaces, as proposed in this application, rather than the larger spaces previously approved. Staff has no reason to disagree with the applicant.

To create smaller buildings the applicant is proposing to split building 3 (number is based on the approved development plan) into three buildings and split buildings 1 and 2 into two buildings. Since there is not sufficient space on the site to allow for seven buildings to be spaced 50 feet apart as required in the Planned Office District, a divergence will be required. The applicant is requesting a building separation distance of 10.31 feet. Overall Staff is in support of this divergence but has several concerns that should be addressed.

Although having smaller buildings can certainly be viewed as an asset, Staff is concerned with the appearance of the separation between buildings 1, 2, and 3 (numbers based on new plan) along Clairedan Drive, especially considering the spacing of buildings across Clairedan. As shown, there is 10.31 feet of separation between the walls and 6.31 feet of separation between roof overhangs. Staff is also concerned with the setback of building 3 off of the east access drive, which is about 2.5 feet.

To resolve these issues, Staff proposes removing the row of parking to the west of building 1 and turning it back to green space so that buildings 1, 2, and 3 can be shifted to the west to create more distance between the edge of building 3 and the access drive. This will help ensure the safety of passing vehicles and the occupant of the corner office. Based on several site visits, Staff has yet to find the existing parking area much more than half full. There are a total of 165 spaces approved. The applicant is removing four spaces by adding landscape bays to the west portion of the parking area that is yet to be built (lot 2). This removes an approved divergence for landscaped parking bays and leaves 161 spaces total. Of that, 105 are presently installed, all on lot 1. Removing the row as suggested would take away eight spaces, leaving 153 total. This would remove a handicap space which will need to be added elsewhere. The parking code requires 189 parking spaces. Staff is comfortable with increasing the divergence.

If it is the applicant's intention to eventually split the property as shown, a divergence will be required for the side setback of building 1. Also, based on Staff's recommendation the property line will need to be adjusted so that building 1 does not straddle a property line. It appears as though the minimum street frontage requirement of 160 feet can still be met with an adjustment. The applicant should address this issue at the time of the meeting. Staff is supportive of a divergence, if needed. The side setback will likely be around twelve feet as compared to the twenty-five feet required by code.

Staff also recommends extending the brick knee-wall shown between each building at the front and rear and tying them together with a wrought iron or similar gate. This will bring the buildings together and attempt to mask the minimal separation between each building. Staff would recommend this be carried throughout buildings 6, 7, 8, and 9 as well.

Staff considered removing the parking area between buildings 6 and 7 so that the west line of buildings could be spread out. Doing so would remove an additional sixteen parking spaces. Recently, a pediatric clinic occupied building 4. Medical and personal service offices have a very high parking demand. Should any more these types of uses locate in the development all of the parking will be needed. The buildings will be difficult to see from the public right-of-way. Also, removing the parking area will require the dumpster pad to be moved to the front of the buildings, which is not desirable. Staff is comfortable the knee-wall extension will help minimize the impact of the small building separation. Removing an additional sixteen parking spaces would likely create parking problems.

Architecturally, Staff is in support of the proposed buildings. They continue the successful design that has already been shown on the project. If the front door was changed they would look no different than a residential condo.

Staff is in support of this request and recommends approval of the Amendment to the Approved Development Plan for the North Powell Office Condominiums with the following conditions,

1. That the ten parking spaces to the west of building 1 be removed and one handicap space be added in close proximity to serve buildings 1, 6, and 7.

2. That the applicant work with Staff to reposition buildings 1, 2, and 3 so that a maximum setback is provided between the buildings 1 and 3 from the drive aisles.
3. That the brick knee-wall be extended on the front and back of each building so a wrought iron or similar gate can be used to tie the knee-walls between each building together.

AMENDMENT TO APPROVED DEVELOPMENT PLAN

Applicant: Centex Homes
Location: Northeast corner of Rutherford Road and Trail Lake Drive
Zoning: PR, Planned Residence District
Request: Approval of the Golf Village Development Plan to allow for an additional temporary advertising sign to reflect property recently acquired as "open space"

The applicant recently purchased the five acre tract on the north side of Rutherford Road between Trail Lake Drive and Flagg View Drive. Earlier this year the Commission reviewed this property for a condominium use. The property is located in Liberty Township and is zoned I, Industrial District. In conversations with the applicant, their intentions are to utilize the tract as open space and likely requesting to add three 80 foot lots fronting Trail Lake Drive on the north side of the property. Although an annexation petition has not been filed, Staff anticipates the applicant will request this property be annexed to the City of Powell. A development plan will be submitted at that time.

This request is to place a temporary marketing sign at the northeast corner of Trail Lake Drive and Rutherford Road. The purpose of this since is to announce and market the open space. Centex lots back to this industrial zoned property on three sides. As imagined, the industrial zoning concerns prospective homebuyers and new residents in the immediate area. In response to these concerns, Centex has sought to develop the property first as condos and now has purchased the property with the intentions already stated.

At the request of Staff, the applicant has designed a sign similar to temporary sign C in the Golf Village Development Plan (Administrative Review 11-01). This is the prototypical marketing sign that is seen throughout Golf Village at the entries to the single-family areas. The reason for this review is that the proposed location is not an approved location per Administrative Review 11-01.

Although the applicant has attempted to follow the requirements in the Golf Village Plan, Staff requests they review those requirements more closely and look at a similar sign that exists on the other side Rutherford Road at this same intersection. The approved signs for Golf Village are wood painted keeneland green with white copy (posts are painted green as well). Also, the signs are 48 inches wide by 57" in height and mounted nine inches above grade. This sign is vinyl and 36 inches wide by 44 inches in height. The applicant is proposing to place a graphic of the proposed park on the sign. This will be a divergence that Staff is in support of. The size and material differences are minor issues but will affect the continuity of design that is found throughout Golf Village. Staff recommends the proposed sign material and dimensions be changed to reflect temporary signage C.

A general site plan has been submitted. It is unclear exactly where the sign is proposed to be located. Staff recommends the sign be placed along the entry fence similar to what has been done across the street and elsewhere in Golf Village. The applicant can work with Staff to determine the exact location.

Overall Staff is in support of this temporary sign request for Centex Homes with the following conditions,

1. That the sign and posts be made of wood and painted keeneland green or similar color with white copy.
2. That the sign dimensions be 48 inches wide by 57 inches tall and mounted 9 inches above grade.
3. That all other requirements of temporary signage C as approved by Administrative Review 11-01 be met.
4. That the applicant work with Staff to determine a location that is part of the entry feature at the northeast corner of Trail Lake Drive and Rutherford Road.
5. That the sign be removed at the time the park area is developed or 90% of the lots in this section are sold, whichever comes sooner.
6. That if the property for which this sign advertises is not annexed to the City before its development, the sign be removed.