



PLANNING REPORT

Planning & Zoning Commission

Thursday, December 7, 2023

PENZONE – LIVE/WORK BUILDING 23-107CP

<https://dublinohiousa.gov/pzc/23-107>

Case Summary

Address	PID: 273-0009121
Proposal	Construction of a 2,968-square-foot live/work building and public art park at the existing Penzone campus.
Request	Review and approval of a Concept Plan under the provisions of Code §153.066.
Zoning	BSD-SCN: Bridge Street District – Sawmill Center Neighborhood
Planning Recommendation	<u>Disapproval</u> of the Concept Plan.
Next Steps	Should the Concept Plan be approved, the applicant may proceed to the Preliminary Development Plan (PDP) application.
Applicant	Chris Meyers, Meyers Architects
Case Manager	Zach Hounshell, Planner II (614) 410-4652 zhounshell@dublin.oh.us

Site Location Map

23-107CP | Penzone Live-Work



Site Features

- 1 Proposed Live/Work Dwelling
- 2 Future Expansion
- 3 Future Pocket Park



1. Background

Site Summary

The 2.54-acre site is zoned BSD-SCN, Bridge Street District Sawmill Center Neighborhood and is located south of the intersection of Village Parkway and Cooperstone Drive. The site contains a 206-space parking lot, originally built in 1991 as overflow parking for the neighboring AMC Theater. The site is adjacent to the Greystone Mews neighborhood to the west, the Dublin Village shopping center to the east, and the AMC Theater to the north across Village Parkway. There is a retention pond directly south of the site.

The parcel is 1 of 2 parcels associated with the Penzone development. The adjacent parcel, located south of the subject parcel, is 3.52 acres and contains a total of 143 parking spaces and both the Penzone Base One and Penzone Salon and Spa buildings. The Penzone Base One building was built in 1991 and received approval in March 2023 for facade updates. The salon building was subsequently built in 2016.

The site currently includes a 54-inch stormwater line, 18-inch stormwater line, and 12-inch stormwater line. These utilities serve both the existing site and adjacent properties, and will be maintained with the development of the site. The location and services of new utilities will be determined and verified with a Preliminary Development Plan application, should the Concept Plan be approved.

Case History

August 2023

The Planning and Zoning Commission (PZC) reviewed and provided feedback on an informal proposal for a live/work design concept at the site. The Commission provided the following comments:

- General support of the live/work dwelling
- Support for the public park
- Recommended incorporating the public park with Phase 1 of the development
- Concern regarding the amount of Waivers when only Phase 1 is considered
- Requested additional information and renderings of the potential Phase 2 buildings

Updates

Following comments from the Commission, the applicant has made the following updates to the project for the Concept Plan:

- Modified the location and orientation of the live/work dwelling
- Provided additional information for the public art park
- Provided additional information for Phase 2 of the development

Process

The BSD requires all new development to comply with the form-based provisions of the Code and meet the principles identified in the BSD Special Area Plan. The Concept Plan (CP) provides a foundation for future development steps by outlining the character of a proposed development including uses, building massing, open space location, and street connections. Approval of new development in the BSD is a three-step process:

- Informal Review (Optional Step)

- Step 1 – Concept Plan (CP)
- Step 2 – Preliminary Development Plan (PDP)
- Step 3 – Final Development Plan (FDP)

2. Plans and Policies

Community Plan

<http://communityplan.dublinohiousa.gov/>

The Community Plan is a key policy document adopted by City Council to guide decision-making for the future of Dublin’s natural and built environments. When a rezoning is under consideration it is important to consider the Community Plan recommendations. The Community Plan includes Future Land Use recommendations, Special Area Plans, and the Thoroughfare Plan. Details that are contemplated within the Community Plan include the appropriate location, density and intensity of residential and commercial uses; the general alignment, character and connectivity of roadways; and the general recommendations for parks and open space.

The policies and recommendations established within the Community Plan, which is adopted by City Council, are implemented over time, typically through rezonings and subsequent construction of public improvements by either the City or a developer. Recommendations within the Community Plan are based on careful consideration of existing conditions, future development scenarios including potential impacts on infrastructure, roadway, and critically the continued fiscal health of the City. Dublin’s ability to maintain a high-quality of services and quality of life depends on a careful review of development proposals for conformance with the Community Plan.

Future Land Use Map

The Future Land Use (FLU) recommendation for this site is Mixed Use-Urban Core. The Urban Core accommodates a strong mixture of uses in an active and highly walkable environment. A variety of building types ranging in height from two to seven stories may incorporate commercial, residential and institutional uses in various combinations. Buildings are located close to public sidewalks and parking is accommodated through a mixture of on-street spaces, building-integrated facilities, strategically-located surface lots and stand-alone parking structures. This classification allows for the widest mixture of uses and highest development densities within the City, and is intended for application specifically within the Bridge Street District.

Envision Dublin – Community Plan Update and Interim Land Use Principles

Through Envision Dublin, the City is presently updating the Dublin Community Plan. The plan update includes the review of current future land uses, transportation, and special area plans - vetting recommendations of the current plan with community goals and priorities, and providing revisions where needed. As the Community Plan update is developed, City Council has adopted Interim Land Use Principles to guide development during the transition. Following Planning Staff’s review, 2 of the Land Use Principles were determined not to be met: *Think comprehensively. Plan for the Bigger Picture* and *Encourage Walkability*.

Neighborhood Standards

The BSD Code establishes Neighborhood Districts where special attention to location and character of buildings, streets, and open spaces is important to fulfill the objectives identified in

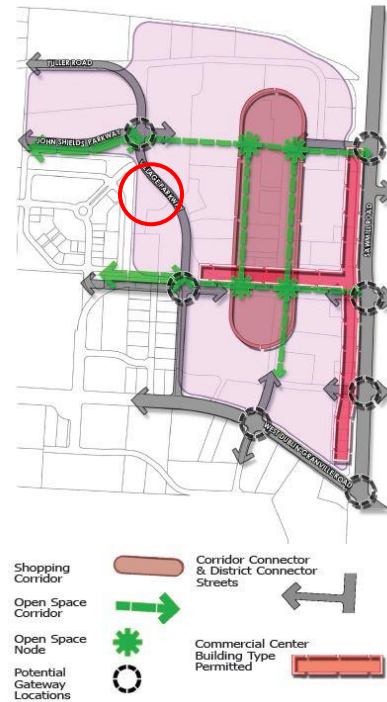
the BSD Special Area Plan within the Community Plan. Each neighborhood anticipates the conceptual layout of critical elements including street connections, open spaces, and gateways.

The site is zoned BSD-SCN, Sawmill Center Neighborhood District. Development design is encouraged to implement park-once visits, window shopping, impromptu gatherings and sidewalk activity. Development should be well connected to the existing and future streetscapes, while encouraging interconnected site layouts with well-defined pedestrian access.

Street Network, Lots, and Blocks

The Code provides a hierarchy of requirements for establishing a gridded street network. The Street Network Map, part of the Thoroughfare Plan, identifies three families of streets: 1) Corridor Connectors, 2) District Connectors, and 3) Neighborhood Streets.

Village Parkway is considered a District Connector and Principal Frontage Street (PFS). PFS-designated streets are designated to ensure a continuous, pedestrian-oriented block. The entire Penzone site currently includes 2 vehicular access points centrally on the east side of the site. This proposal would not modify the location and number of access points on the site.



3. Project Summary

The applicant is proposing the development of a 2,968-square-foot live-work loft building and a public park on the 2.54-acre site. The second phase of the development would include an additional 2 office/commercial buildings and additional site improvements. Phase 2 is not being approved with this application.

Use

The site is currently zoned BSD-SCN, Bridge Street District – Sawmill Center Neighborhood. This zoning district permits a variety of uses, including the proposed live-work dwelling units, office, and art galleries uses.

A live-work dwelling has not been pursued within the Bridge Street District prior to this application. The Zoning Code defines the use as a structure including residential dwelling units connected with principal non-residential uses listed as permitted uses within a particular zoning district. The predominant character of the structure is intended to be harmonious with residential areas.

The Sawmill Center Neighborhood District permits live-work dwellings as a permitted principal use. In the Bridge Street District, live-work dwellings are required to have no more than 2 non-resident employees in addition to the resident(s) of the dwelling. Additionally, the non-residential use must be operated by a resident of the live-work dwelling unit. Based on the

provided plans, the proposal would meet the City's definition of a Live-Work dwelling use, which would permit the use at this site.

Due to the use requirements of the district, this building would not be permitted to be an outright Detached Single-Family use, should a change in use be requested in the future.

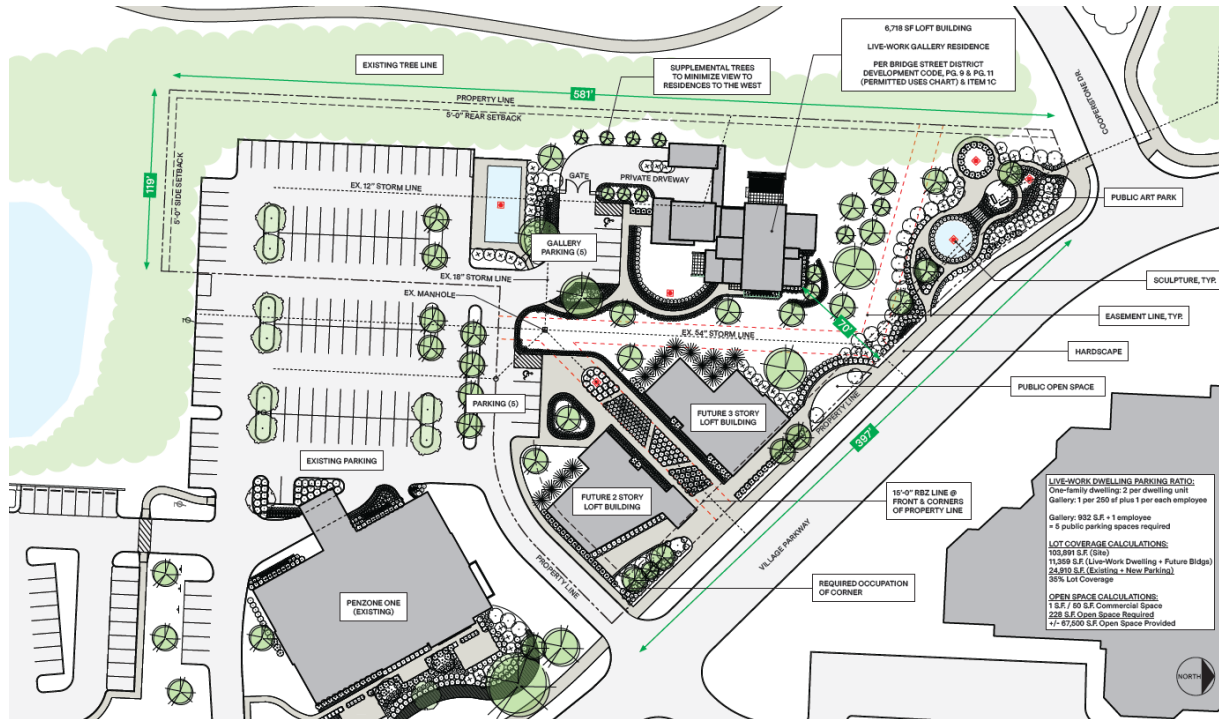
Site Layout

The applicant has made updates to the layout and location of the new building, slightly changing the orientation of the building and bringing it closer to Village Parkway. The 2,968-square-foot Loft building is sited centrally in the northwest portion of the parcel, setback 70 feet from Village Parkway. It should be noted that the 2,968-square-foot loft building does not include the square footage of the attached gallery and detached storage building.

The development would eliminate approximately 147 of the existing 206 parking spaces on the parcel, and add 5 total spaces with the new building. The building is separated from Village Parkway by a public art park and new landscaping and vegetation. Pedestrian and vehicular access is provided from an existing access drive east of the development. The plan indicates a future phase of the site that would include 2-story and 3-story Loft buildings along the Village Parkway frontage.

A Loft building type is a building type specific to the Bridge Street District that is permitted in the Sawmill Center Neighborhood. Loft buildings are required to be sited within 0-15 feet of the front property line (Required Build Zone / RBZ), and occupy 75% of the front property line. The building type requirements reflect the intent of the Bridge Street District, which is to create a more urban form of development, with buildings fronting public streets to engage the streetscape and provide parking to the rear of developed sites. These requirements are intended to contribute to the creation of an urban, walkable district that is pedestrian-oriented. The proposed location of the building creates a suburban-style layout with setbacks that do not meet Required Build Zone and Front Property Line Coverage requirements. Additionally, the location of the main entrance on the south side of the building does not meet the Principal Entrance Location requirements, which requires primary entrances to be located on the primary street façade of the building. The current location limits pedestrian connectivity to the streetscape, which does not align with the intent of the Bridge Street Code.

The location of the building is limited by existing utilities and easements throughout the site, impacting the ability of meeting siting requirements along Village Parkway. However, Staff is not supportive of the current location and orientation of the building. The current configuration of the building does not address the Village Parkway as a Principal Frontage Street, does not accommodate pedestrian-oriented connectivity and continuity to the Village Parkway streetscape, and separates itself from the urban intent of the district.



Should the Commission consider approval of the Concept Plan, Staff would recommend the following updates to the site plan to better align with the intent of the Bridge Street District:

- 1) Move the building north on the site, abutting the storm easement. This would allow for the building to better meet the intent of creating an urban form on the site.
- 2) Modify the orientation of the building to provide the public entrance on the north/northeast elevations of the building to align with the requirements for entrance locations.
- 3) Tie the building design into the design of the proposed public park. This would allow for integration of pedestrian circulation with Village Parkway, and better address the Village Parkway frontage.

Parking

The site currently includes 206 parking spaces, originally built for the AMC Theater in Dublin Village Center. The spaces no longer are required for the theater, and are proposed to be reduced. The site will include 64 parking spaces as a part of phase 1, reducing the number of parking spaces by 142. The 64-space lot would require approval of a Parking Plan, should the applicant proceed to the Preliminary Development Plan application. The Live-Work use designation requires a maximum of 3 spaces per dwelling unit. The additional parking is used on occasion as overflow parking for both the Penzone One office building and Penzone Salon and Spa.

Open Space

Open Space requirements within the Bridge Street District are dictated by the amount of commercial or residential located within the development. The live-work use designation would require 200 square feet of publicly accessible open space for each residential dwelling unit. The applicant is proposing approximately 67,500 square feet of open space throughout the

development, significantly exceeding the minimum requirements. Open space is provided by a public art park located at the northern corner of the site, which is depicted as including water features, public art, seating areas, landscaping, and walking paths. These open space features are proposed to be consistent throughout the development, both along Village Parkway and internal to the site. Phase 2, which is not included as part of this application, would also include additional open space and walking paths. The applicant would be required to provide additional information regarding open space with a Final Development Plan application.

Building Type

The BSD Code identifies Building Types that are permitted in each zoning district. The applicant has indicated they are basing the building on the 'Loft' building type, which is permitted within the Sawmill Center Neighborhood District. The Building Type establishes the applicable development standards including building siting, height/stories, and the physical and functional form. The applicant has provided conceptual building forms and massing for the Commission's consideration.



Given the stage of the application, a full analysis of the code requirements has not been provided by the applicant. This is typically required with the Preliminary Development Plan application. However, due to the location of the building outside of the RBZ, several Waivers will be required for Loft Building requirements such as front property line coverage, RBZ locations, principal entrance location, and minimum/maximum stories. The Commission should consider the potential Waivers required when considering this Concept Plan and current site plan configuration.

Architecture

The Loft building features a modern design with flat roofs and significant glazing, consistent with the character of Penzone Salon and Spa. The building utilizes stone, manufactured stone, and glass as primary materials, with wood siding as secondary material. The building is required to provide 80 percent primary materials on all elevations. Additionally, the building is required to provide a minimum of 60%



transparency along street-facing facades, and 20% transparency along non-street facades. The applicant would be required to provide these calculations for each elevation at the Preliminary Development Plan, should the Commission approve the Concept Plan.

The designation of Village Parkway as a Principal Frontage Street (PFS) and front property line requires additional architectural emphasis along the front façade. As proposed, the front façade and entrance into the building are located on the south elevation, with the rear of the building facing Village Parkway. As stated previously, the current configuration of the building does not prioritize Village Parkway as a principal frontage and does not meet the requirements for entrance locations. Should the Commission approve the Concept Plan, Planning Staff would recommend that the applicant modify the proposed building to locate the primary entrance along the north façade of the building to emphasize Village Parkway as the front property line and PFS.

The applicant has provided conceptual massing and architecture for Phase 2 of the development, which features two loft buildings with complementary massing and materials to the Phase 1 building. Should the applicant pursue the development of Phase 2, these buildings would require approval of a Concept Plan.

4. Plan Review

Concept Plan Review	
Criteria	Review
1. Consistent with the applicable policy guidance of the Community Plan, BSD Special Area Plan, and other applicable City plans and policies.	Criteria Not Met. Although phase 1 of the development does introduce a public open space along Village Parkway to engage the streetscape, the proposed loft building is rear-oriented and significantly setback from Village Parkway, which does not meet the intent of the District to establish an active, pedestrian-oriented, urban form as identified in the BSD Code section 153.059(A).
2. The Concept Plan conforms to the applicable requirements of the BSD Code.	Criteria Not Met. The building type requirements reflect the intent of the Bridge Street District, which is to create a more urban form of development, with buildings fronting public streets to engage the streetscape and provide parking to the rear of developed sites. The site currently has restraints that limit the ability to meet several siting requirements for a Loft building. Regardless of application, Waivers would be likely for Front Property Line Coverage and RBZ on this site. However, the proposed location of the building creates a suburban-style layout with setbacks that do not meet Required Build Zone and Front Property Line Coverage requirements. Additionally, the location of the main entrance of the building on the south side of the building does not meet the Principal Entrance Location requirements, which requires primary entrances to be located on the primary street façade of the building. The current location limits pedestrian connectivity to the streetscape, which does not align with the intent of the Bridge Street Code. The proposal does not meet these siting requirements or the intent of the siting requirements.

Concept Plan Review

Criteria

Review

- | Criteria | Review |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 3. Conforms to Lots and Blocks, Street Types, and Site Development Standards. | Criteria Met: The proposed development utilizes existing access points, and does not create new blocks or lots. The proposal does not impact the existing street network map. |
| 4. The proposed land uses allow for appropriate integration into the community, consistent with the adopted plans and align with Uses identified in the Code. | Criteria Met. The proposed live-work use meets the requirements of the Sawmill Center Neighborhood District. |
| 5. The conceptual building is appropriately sited and scaled to create a cohesive development character, completes the surrounding environment, and conforms with the Building Types in the Code. | Criteria Not Met. The building is setback approximately 70 feet from Village Parkway, which does not meet the building siting requirements for Loft buildings. Although the site has constraints for the location of the building, the proposed building is not sited to meet the intent of the requirements to establish an urban, walkable development character along Village Parkway. |
| 6. The conceptual design of open spaces provides meaningful gathering spaces for the benefit of the development and community. | Criteria Met. The proposed open space exceeds the minimum requirements for the site and is appropriately placed and integrated along the frontage of Village Parkway. |
| 7. The Concept Plan allows for the connection and expansion of public or private infrastructure. | Criteria Met. The proposal would not negatively impact the connection and expansion of infrastructure and services. |
| 8. The development concept conforms with the Neighborhood Standards, as applicable. | Criteria Not Met. The Sawmill Center Neighborhood calls for active, mixed-use, pedestrian-oriented development that encourages park-once visits, window shopping, impromptu gatherings and sidewalk activity. The proposal conflicts with the pedestrian-oriented intent of the district, as the proposed building limits pedestrian connectivity to the streetscape, is oriented toward the parking lot, and is separated from the Village Parkway frontage. |

5. Recommendation

Staff recommends **Disapproval** of the Concept Plan.

Should the Commission decide to approve the Concept Plan, Staff would recommend the following conditions:

- 1) The applicant work to move the building closer to Village Parkway to meet the intent of the siting requirements of the Bridge Street District;
- 2) The applicant modify the orientation of the building to provide the public entrance on the north/northeast elevations of the building to align with the requirements for entrance locations;
- 3) The applicant work to incorporate the building design into the design of the proposed public park to allow for integration of pedestrian circulation with Village Parkway, and better address the Village Parkway frontage; and,
- 4) The applicant continue to work with Engineering to demonstrate stormwater management compliance in accordance with Chapter 53 of the Dublin Code of Ordinances.