



PLANNING & ZONING COMMISSION

Village Green Municipal Building, Council Chambers

47 Hall Street

Wednesday, July 22, 2015

7:00 P.M.

1. PRELIMINARY DEVELOPMENT PLAN REVIEW II

Applicant: Thomas L. Hart for Margello Development Co. and Schottenstein Real Estate Group  
Location: Sawmill Parkway and Seldom Seen Road, Liberty Township  
Existing Zoning: Liberty Township, Planned Commercial District (PC) and Planned Industrial District (PI)  
Proposed Zoning: City of Powell, PC, Planned Commercial District  
Request: To approve a Preliminary Development Plan for a proposed 308 residential unit active adult community, and 5 acres of planned commercial development on roughly 44 acres, proposed to be annexed into the City of Powell.

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

Project Background

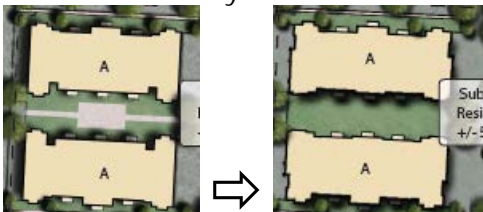
At the June 10, 2015 planning and zoning meeting, the commission tabled this proposal in order to allow staff the necessary time to review documents provided just before the meeting. Since then, staff has received a full preliminary plan submittal, including updated financial and traffic studies.

Proposal Overview

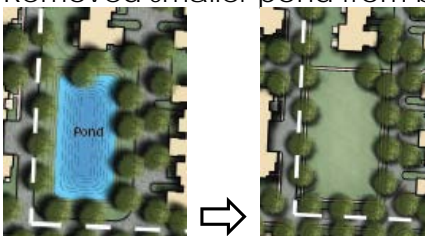
See proposal overview attached in preliminary plan review from June 10.

Changes since the Last Submission

- Changes since June 10 preliminary submittal:
  - o Removed courtyards from A buildings.



- o Removed smaller pond from between B and C buildings



- o Removed 8 parking spaces from final count. Parking space total numbers do not match. Number of parking spaces site wide listed at 939. Calculated total from listed spaces per subarea is 855.

- Updates:
  - o Preliminary submission now includes illustrative landscape plans for common areas; sign and gate designs; and building elevations (with rough material schedule).
  - o Traffic impact study now included.
  - o Financial analysis now included.

### Staff Comments

#### Landscaping:

Site wide landscape plans only show trees, mostly deciduous. Staff believes additional plantings, in the form of shrubs, grasses and mounding, along the northwest corner are needed to screen the row of garage bays. Those bays are visible to travelers headed east along seldom seen (shown in developer rendering). Screening will provide more aesthetic sightlines for drivers and increased privacy for residents.

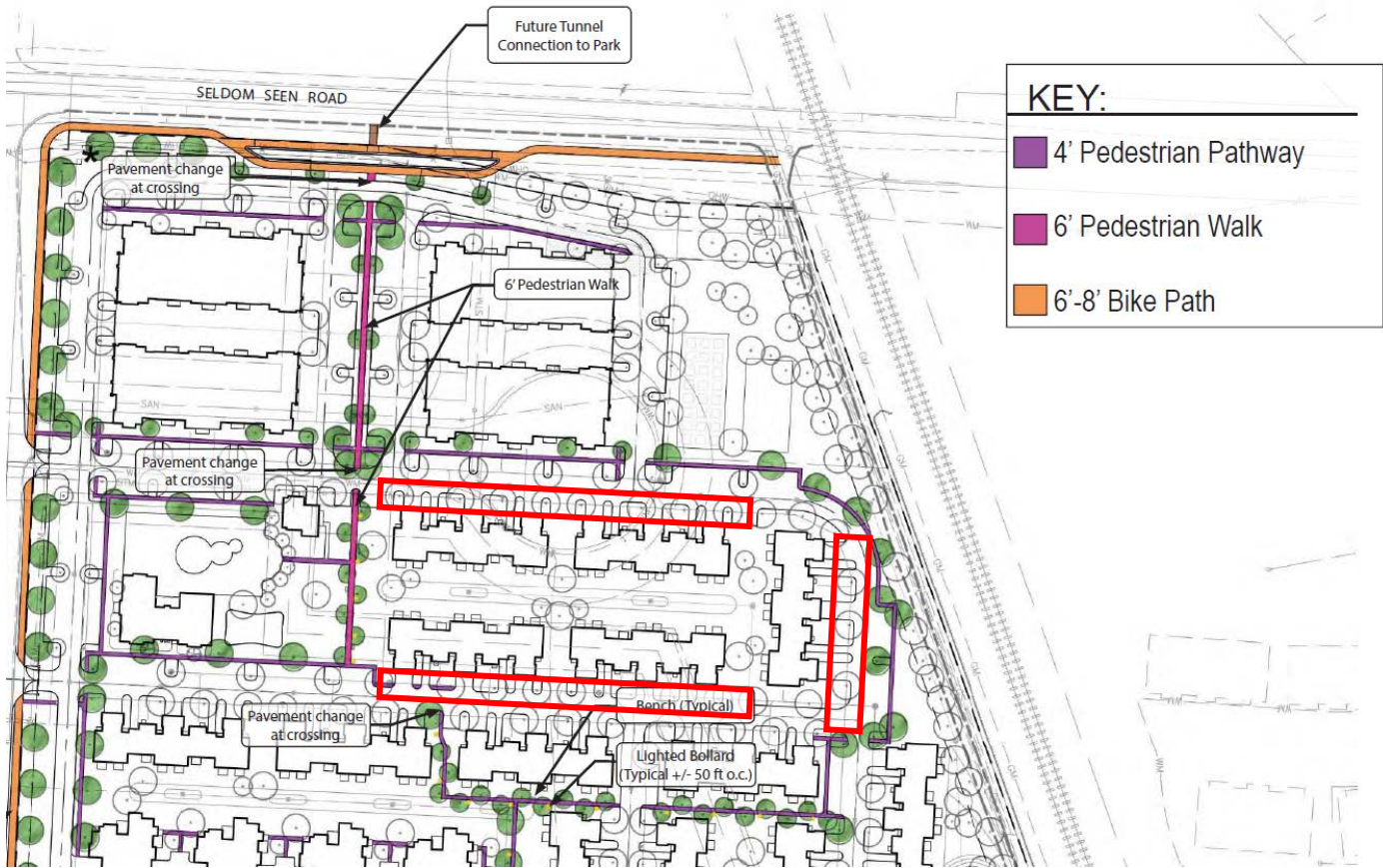


VS.



**Internal sidewalks:**

While the developer has added more pathways in this iteration, large sections of the development are not serviced with paths along lot frontage. Specifically, the C type buildings are without front sidewalks. This is important to note as C type buildings account for the majority of units and land area. C type builds are also along one (of the three) of the major access roads.

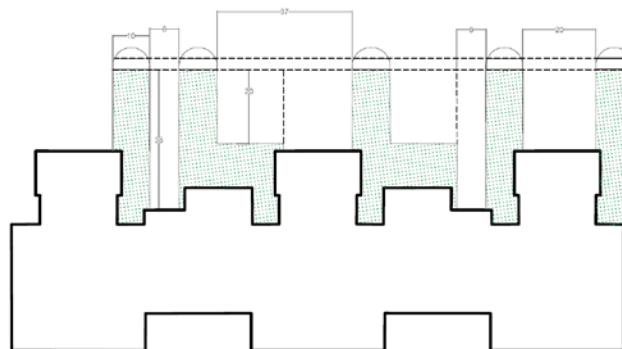


This problem relates to item #4 (June 10 ordinance review).

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

Staff just received the Traffic Study on Friday. We will update this report later. Staff does have an issue with the interior sidewalk plan related to the depth of parking driveways for the townhomes. The depth of parking areas are not deep enough. See the images on the next page. We need the applicant to pinch the rear of the townhome buildings a few feet closer together to create better parking situation where the parking does not interfere with sidewalks”

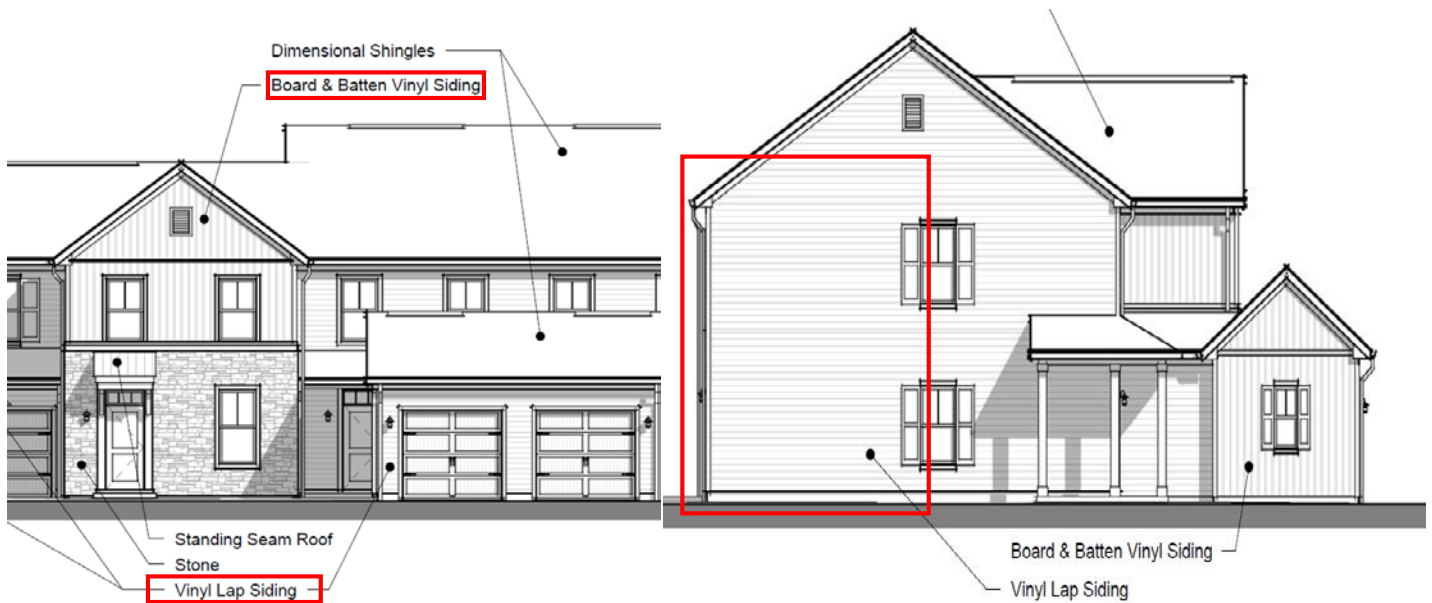
**Ideal**



Ultimately, not providing sidewalks results in lower mobility, safety of walkers, and property values.

### Architecture:

Staff defers to the architectural Advisor for comments. However, staff would like to make mention that the vinyl siding proposed is not appropriate for high quality buildings that the applicants are proposing (see image below). Staff would recommend cementitious siding be used instead. Furthermore, staff would like to see some of the blank walls be reduced (see image below)



### Traffic impact study:

After reviewing the now complete traffic study, staff believes the study is accurate in its findings. In short, the study predicts little traffic impact. Aside from impacts, the study also considered necessary improvements for site access and improvements made necessary by current demands (page 20 – 21 in traffic study). In addition, it should be noted that the recommended changes to the transportation network is under review by the County Transportation Engineer’s office. Staff is involved in the discussions, but the final decision will be by that office. Staff supports the suggested improvements in the applicant’s proposal as they will improve transportation networks.

### Financial analysis:

At this point, negotiations between city staff and the developer regarding TIF funding amount, structure, and purpose are ongoing. The \$40 million development will add significant bonding capacity to the TIF.

In terms of income tax projections, staff believes that the provided financial study overestimates tax receipts. The provided study asserts an assumption of a median of \$100,000 income across all 308 units. That figure includes an 80% reduction from Powell’s median income to account for 20% of this proposal’s residents being retired. Staff questions if even a reduction on 80% of median income is a reasonable predictor for this development for several reasons.

First, 120 of 308 total units provided are within the four apartment style buildings (type A buildings). Of the three unit types, these will most likely house the largest percentage of non-working residents. Additionally, staff assumes that these units rent on the lower end of the developers predicted price range of \$900 – \$1900. Staff asserts that due to cheaper units, average income across residents of those units will be less than the developer’s adjusted median income. In fact, a rent of \$1000 (plus utilities) a month is affordable to an income of about \$47,000. Add on top of that, a 20% (in line with

developer's stated rate to account for retirees) reduction in overall taxable income. The obvious overall result being less than predicted tax receipts being collected.

However, it is important to temper the above scenario. This development will also bring in two, at this time unplanned, commercial lots. The annexation of this development will also round out borders, resulting in a lower than normal cost of police service to this site. As previously stated, it can also enhance the Sawmill commercial TIF.

Lastly, despite tepid income tax projections, this development will positively impact property tax generation vital for local schools. Further, within the Olentangy school district apartment and condo developments generate a low number of school age children - about .33 children per unit. Additionally the City of Powell would receive a small portion of property tax.

### Ordinance Review

See ordinance review attached in preliminary plan review from June 10.

### Staff Recommendation

Staff believes the proposal to be both generally meeting zoning requirements and a net benefit to Powell. Staff recommends approval of a Preliminary Development Plan with the following conditions:

1. All Staff comments are incorporated into the proposal before final plan review.
2. All Architectural Advisor are incorporated into the proposal before final plan review.
3. That the financial analysis be reviewed by the Finance Director and updates made accordingly.
4. The City Engineer's preliminary comments incorporated into the final plan submission
5. The roadway improvement discussions with the County Engineer's office are finalized before final plan review.

## PRELIMINARY PLAN REVIEW I – June 10, 2015

### Project Background

The property is proposed to be annexed into the City of Powell. As this property is surrounded on three sides by the City of Powell, it falls easily within our service area and access will come off of existing City streets. It makes sense that this property be annexed and developed within the City.

### Proposal Overview

#### Current Zoning

The current zoning for the property within Liberty Township is PC, Planned Commercial District and PI, Planned Industrial District. These districts were established with a development plan named Seldom Seen Acres, which the Township Trustees have determined is an expired development plan. Therefore, any new development will be required to undergo review and approval of a new development plan, even if the development scheme remains the same as the original scheme, which had a mix of retail and commercial uses (including the possibility of a big box retailer) and Planned Industrial District uses such as a self-storage facility. There is an existing lattice tower type of cellular tower at the southeast corner of the site that will remain.

#### Current Land Use

The current land use of the proposed property is vacant. There has been some farming done recently. There are no particular interesting features to this property.

#### Surrounding Land Use

This site is bounded to the east by the railroad tracks, and the Wolf Commerce Office Park, to the north is the Seldom Seen Road park site and the maintenance facility and indoor recreations building on that master plan, the west and northwest are commercial uses including a large fitness facility, and to the south includes the Woods at Big Bear Farms condominiums and Beechwood Park.

#### Current Proposal

The current proposal will place the entire property within the PC, Planned Commercial District and will be added to the Powell Commercial TIF area. The current proposal has 5 acres of unknown commercial development on two 2-1/2 acre lots that are closest to Sawmill Parkway. There is a proposed street extension of Bunker Lane that also occurs there. There really is no plan or text for the commercial lots at this time. Therefore, future review of a Sketch Plan, Preliminary Plan, and Final Development Plan will be necessary for those parcels. However, we can still provide for the PC, Planned Commercial Zoning District for these parcels upon annexation.

To the east of Bunker Lane is proposed an "Active Adult Community" consisting of three types of leased residential unit types and a clubhouse. The three types of units are as follows:

- Building A - Four buildings consisting of 30 units each (120 total). These are 1 and 2 bedroom suites, with 12 garage spaces available per building and surface parking.
- Building B - Fifteen buildings consisting of 4 units each (60 total). These are 2 and 3 ranch homes with 2-car garages. These are typical "pinwheel" design much like other condominiums in the area (just south in Woods at Big Bear Farms).
- Building C - Sixteen buildings consisting of 8 townhomes per building (128 total). These are 2 and 3 bedroom, 2-story townhomes with 1 car garages each unit.
- Total Units - There are a total of 308 dwelling units on the residential portion of the property consisting of 37.9 acres, creating a net density of 8.12 units per acre on the residential acreage.

If one utilizes the entire property to calculate the density, the gross density is 7.88 units per acre.

Amenities in this plan include a bike path connection along Sawmill Parkway and the interior public streets leading to a pathway tunnel under Seldom Seen Road leading to and from the new Seldom Seen Road Park. A large clubhouse is provided for the residents, including a pool, fire pit lounge area, community garden and putting green. A small dog park is provided for the residents as well. There is a large pond at the south and southeast portion of the site that will be their storm water control. Next to that will be a gazebo or patio area for their residents.

### Changes since the Last Submission

The applicant has made the following changes since the May 13, 2015 submission.

- Building layout for Buildings B and C have changed and the location of the clubhouse and amenities has been moved north.
- There are two types of building B available with what appears to be a change to one unit.
- Additional detail of the interior sidewalk system have been more fully developed.
- A detailed tree planting inventory and plan has been prepared.
- Additional road work needed on Sawmill Parkway has been shown.
- Perspective drawing of Buildings A as they relate to their size are submitted.
- Details of the plan within a text has been provided.
- There is no longer any engineering plans for the tunnel to Seldom Seen Park to the north.

### 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;**

Notwithstanding the proposed development text (P. 19-21), Staff analysis of this plan and code requirements are different than the developer. A summary of divergences are as follows:

1. Building lot coverage: Maximum allowed is 20%. Proposed building coverage is 21.8%.
2. This item is typically reserved for single family Planned Residence Districts not PC districts. Therefore, the applicant is not correct.
3. Maximum number of multi-family units per any one acre, for the Buildings A area, is over 12 units per acre.
4. On larger residential developments, a larger 5 acre open space for active recreation is usually required. This is a significantly different type of population. Between all of the amenities being proposed, a larger space is not necessary. There is enough space, if so desired, for one additional popular active adult amenity and that is a pickle-ball court, which should be considered by the applicant.
5. The gross density of entire site, including the commercial site, is 7.9 du/acre. The net density of the residential area only is 8.2 du/ac. There is no divergence here.
6. This divergence allows for the larger building A and the townhouse units C. By having more units attached together provides for longer and larger buildings. This can be tempered with creating a strong sense of place and pedestrian scale through other means. This allows for the gates at the entrances.
7. The plan calls for three sign locations: one on Sawmill Parkway at the new street; one at Seldom Seen Road and Bunker Lane, and one on Sawmill Drive. These will be joint monument type signs for use by the commercial lots and the Powell Grand community.
8. The maximum height of the four Building A buildings is still unclear. Our code measures height from the grade to the mid-point between the eve and ridge. Staff has not yet seen a detailed enough elevation drawing to see what the proposed height is.

**(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 proposed Powell Grand project will be the highest density development within the City of Powell. However, it is by nature less of an impact as it is an active senior adult community. The location of this development is on a major arterial and minor arterial and has similar and compatible surrounding land uses. It just falls under the highest density code allows. It does provide for two commercial properties as well which adds to our tax base. This site will be added to the Powell Commercial TIF which will more than help with future capital improvements. Amenities provided on site will offset additional needs for the community to provide those amenities.

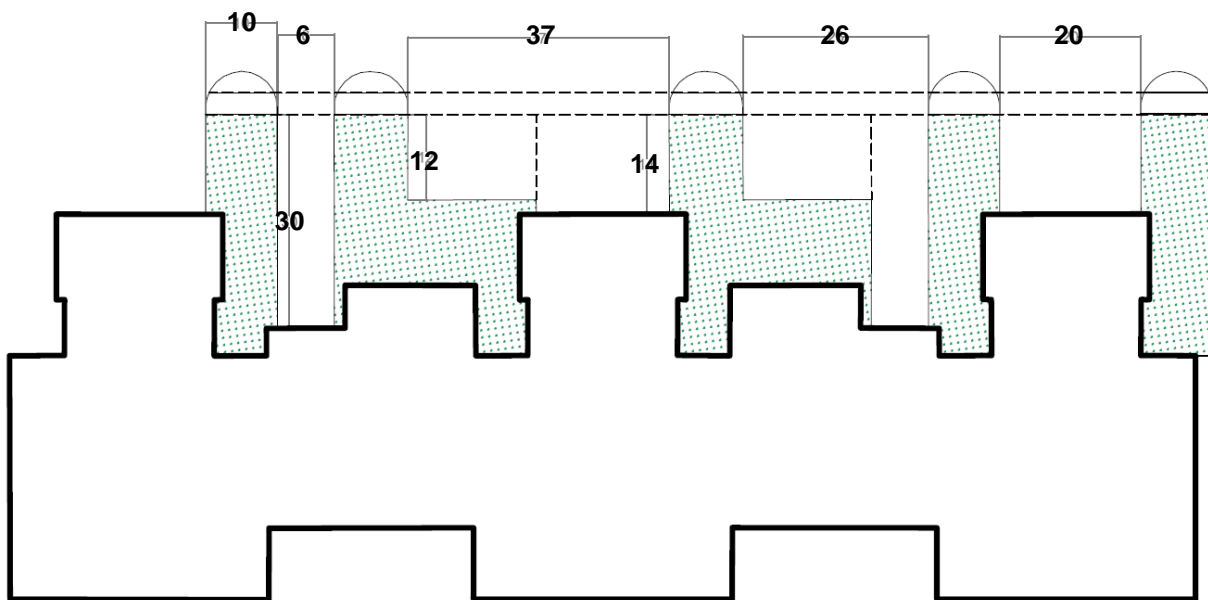
**(3) The relationships between uses, and between uses and public facilities, streets, and pathways;**

As proposed, the layout of the site seems appropriate for access and egress from the public streets. Work will need to be done on Sawmill Parkway for the installation of a traffic signal and changes to access to Sawmill Drive. The new interior public streets are necessary access points for the commercial properties as well as the residential. The public park is to the north and a tunnel under Seldom Seen Road is proposed. A pathway connection along Sawmill Parkway will be done south all of the way to Big Bear Avenue.

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

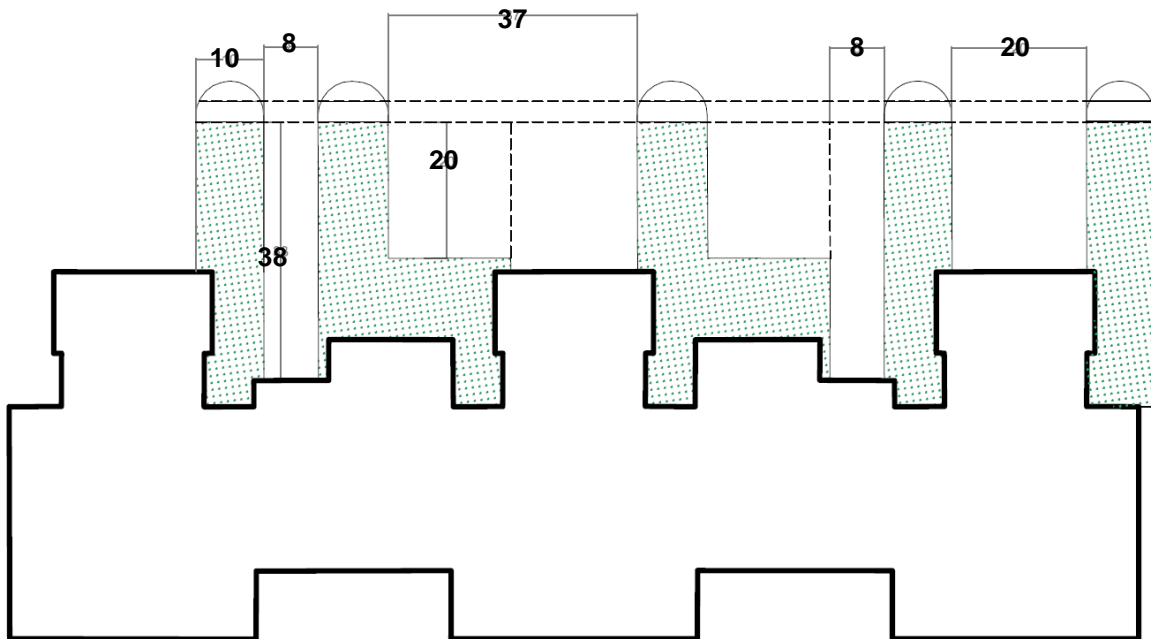
Staff just received the Traffic Study on Friday. We will update this report later. Staff does have an issue with the interior sidewalk plan related to the depth of parking driveways for the townhomes. The depth of parking areas are not deep enough. See the images on the next page. We need the applicant to pinch the rear of the townhome buildings a few feet closer together to create better parking situation where the parking does not interfere with sidewalks.

## existing (approximation)





# Ideal



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

All of the required setbacks are met. There is a large 100 foot buffer between the existing condos to the south. There are a few units that are set back 40 feet from the railroad right-of-way.

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

There is over 30% green space allotted for the residential portion of the plan. There are also many outdoor recreation opportunities for active older adults as well. There is a large tree planting plan provided.

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

The developer proposes to build the residential area in one phase and has established the financing for it. The commercial properties will be built as proper users are found.

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

It is estimated that the build-out of the residential property will be 12 to 14 months.

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

The developer will be making all of the required capital infrastructure improvements associated with the impacts of this development. The City and developer will, in all likelihood, enter into a TIF agreement for portions of the improvements necessary due to bettering the community. A Financial Analysis that the developer intends to submit has yet to be submitted and reviewed.

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

The additional services required due to this development is not going to overburden current staffing levels.

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

Although this development will create additional traffic, the traffic that is created is much less than many other things that could be developed here such as movie theaters, commercial strip centers, and the like. The population that is expected to live here do not drive as much as a typical single family home, or create traffic as a destination commercial space. The residents will support the local businesses that are nearby, especially the CVS.

**Staff Comments**

This being a Preliminary Development Plan, we expect to see a lot more detail than we do at the Sketch Plan and that has been provided. However, as of this writing on June 5, we have yet to review the traffic analysis and receive the financial analysis. Staff expects them today and in all likelihood will be able to present results and ideas due to those reports at the meeting. Continued work on architectural details are also progressing but not yet submitted.

Staff has had a chance to review the proposal as well as nearby proposals with the County Engineer's office. Some parameters were established for the traffic study and hopefully it can come to a good conclusion. We will continue to coordinate as we go through the plan review process.

**Staff Recommendation**

Staff recommends that the Planning and Zoning Commission begin the public hearing process and continue it to a future known meeting time where additional detail as required can be presented. There is substantial communication and coordination between the City and the County, and public infrastructure detail that is needed as we continue to the Final Development Plan and any future TIF Agreement that City Council will need to consider.

## SKETCH PLAN REVIEW – May 13, 2015

### Project Background

The property is proposed to be annexed into the City of Powell. As this property is surrounded on three sides by the City of Powell, falls easily within our service area in the middle of the city, and access will come off of existing City streets, it makes sense that this property be annexed into the City.

### Proposal Overview

#### Current Zoning

The current zoning for the property within Liberty Township is PC, Planned Commercial District and PI, Planned Industrial District. These districts were established with a development plan named Seldom Seen Acres, which the Township Trustees have determined is an expired development plan. Therefore, any new development will be required to undergo review and approval of a new development plan, even if the development scheme remains the same as the original scheme, which had a mix of retail and commercial uses (including the possibility of a big box retailer) and Planned Industrial District uses such as a self-storage facility. There is an existing lattice tower type of cellular tower at the southeast corner of the site that will remain.

#### Current Land Use

The current land use of the proposed property is vacant. There has been some farming done recently. There are no particular interesting features to this property.

#### Surrounding Land Use

This site is bounded to the east by the railroad tracks, and the Wolf Commerce Office Park, to the north is the Seldom Seen Road park site and the maintenance facility and indoor recreations building on that master plan, the west and northwest are commercial uses including a large fitness facility, and to the south includes the Woods at Big Bear Farms condominiums and Beechwood Park.

#### Current Proposal

The current proposal will place the entire property within the PC, Planned Commercial District and will be added to the Powell Commercial TIF area. The current proposal has 5 acres of unknown commercial development on two 2-1/2 acre lots that are closest to Sawmill Parkway. There is a proposed street extension of Bunker Lane that also occurs there. To the east of Bunker Lane is proposed an "Active Adult Community" consisting of three types of leased residential unit types and a clubhouse. The three types of units are as follows:

- Building A - Four buildings consisting of 30 units each (120 total). These are 1 and 2 bedroom suites, each with a garage space for one vehicle along with some surface parking lots.
- Building B - Fifteen buildings consisting of 4 units each (60 total). These are 2 and 3 ranch homes with 2-car garages. These are typical "pinwheel" design much like other condominiums in the area (just south in Woods at Big Bear Farms).
- Building C - Sixteen buildings consisting of 8 townhomes per building (128 total). These are 2 and 3 bedroom, 2-story townhomes with 1 car garages each unit.
- Total Units - There are a total of 308 dwelling units on the residential portion of the property consisting of 32.9 acres, creating a net density of 9.36 units per acre. If one utilizes the entire property to calculate the density, the gross density is 8.12 units per acre.

Amenities are included with this plan, including a bike path connection along Sawmill Parkway and the interior public streets leading to a pathway tunnel under Seldom Seen Road leading to and from the new Seldom Seen Road Park. Although not shown on the plan, interior sidewalks are going to be included. A large clubhouse is provided for the residents, including a pool, fire pit lounge area, community garden and putting green. A small dog park is provided for the residents as well. There is a large pond at the south and southeast portion of the site that will be their storm water control.

## Staff Comments

### Comprehensive Plan

The current 1995 Comprehensive Plan Map shows this property area to be utilized for Village Lot Housing (Cluster; higher than S.F. Density) and Scenic Easement. Since that time, Sawmill Parkway has been built and the land area adjacent to the parkway has been developed in a much higher density and intensity outside of Powell. Including the Golf Village plan, most of the adjacent developments were approved within Liberty Township, and some annexed into Powell like Golf Village, Lifetime Fitness and CVS. It is anticipated that the Comprehensive Plan Update we have been working on will recommend some other types of land use than the current Comprehensive Plan.

### Zoning Code

The property is being proposed to be developed under the PC, Planned Commercial District. This district was chosen as there are both commercial and residential uses, the uses as proposed are permitted uses that can be chosen, and the residential uses will be leased residential units, and be commercial uses as part of the Powell Commercial TIF. According to the developer, it is anticipated that upwards to \$50 million of assessed value will be constructed with this plan.

The Planned Commercial district does allow for the uses that are proposed. The maximum number of dwelling units in any Planned District development plan cannot exceed twelve (12) units per any one acre, shall be clustered around green spaces, scenic easements, water features or provide such amenities. If proposed along a parkway, the parkway must be built. The code also requires that there should be no more than 4 dwelling units attached side by side and no more than 8 per structure. There would be divergences to these requirements requested. The Planned Residence District does allow for up to 9 du/acre. Of course, when we examine density, we examine the impacts of the proposed development on the community overall, and can lessen the density as we examine the impacts on the roadways, sewers, etc.

There are a lot of other technical zoning requirements that this concept plan cannot show as it is so conceptual of a plan. Therefore, staff cannot comment on those at this time.

### General Comments

This property is very difficult to deal with. Although we can see this as a great opportunity to put in a great mixed used plan throughout all of the property, a plan such as this merits consideration. This plan provides for a transition of density from the existing Woods at Big Bear Farms condominiums trending to higher density toward the north of the property. The planned commercial properties toward Sawmill Parkway also makes sense. The internal street network seems to work appropriately, especially as the developer states that they will add interior sidewalks. The following items of concern are generally reviewed through the development plan process:

- Density – Is the proposed density reasonable for this location? As a development aimed and designed for seniors who have downsized, the impacts of density are less than a typical subdivision, young professional apartments, or other such uses.
- Traffic – A traffic study shall be completed to the satisfaction of the City and the County Engineer. Previous plans have been shown to require improvements to Sawmill Parkway and Seldom Seen Road.

- Sanitary Sewer – Is there appropriate sanitary sewer capacity available or are downstream improvements necessary. Previous plans had shown downstream improvements are necessary.
- Financial – Does this proposed development promote financial benefits to the City that outweigh negatives? Staff recommends a financial analysis be done as allowed by the zoning code.
- Parking – Staff’s initial suggestion is that there is too much parking proposed.
- Open Spaces – There is over 20% green space and recreational areas are provided for the anticipated residents.
- Pathway linkages – Are there enough pathway linkages? There is an existing path to the southeast corner in Beechwood Park that staff feels should be connected to this plan. Also, the pathway should be continued north along Sawmill Parkway to the CVS, unless Liberty Township is requiring it of the developer of the lot in front of this property. We do like the proposed tunnel to access the Seldom Seen Road park site.
- There are some layout issues we discussed with the townhomes and the senior suites buildings.
- Will the architectural quality of the buildings be enhanced at a pedestrian scale, especially the townhouses where wrap around porch details and a greater number of porches and details can enhance that portion of the development?
- The larger Senior Suites buildings at Seldom Seen Road show great detail and design.

The planning concept and community desires for “aging in place” and providing for housing for those who want to stay in Powell and move to the area after downsizing from quality single family homes makes this a unique opportunity for the City, rather than a detriment. Overall, with some massaging of the plan through the development plan process, this proposal initially has merits.

### 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.

### Staff Recommendation

This project should proceed to the Preliminary Development Plan stage of our review process.