

TOWN OF PLAINFIELD PLAN COMMISSION REPORT

DATE: April 7, 2022
CASE NO.: RZ-22-002 and PP-22-002
PETITIONER: Banning Engineering for Hendricks Regional Health
REQUESTED ACTIONS: Zone Map Amendment of a change from [AG: Agriculture](#) and [Saratoga Planned Unit Development](#) to [GC: General Commercial](#)
 Primary Plat Approval of a 3-lot Non-Residential Subdivision
LOCATION: Approximately 1138 West Main Street.
PARCEL SIZE: 8.9 acres +/-
APPLICABLE REGULATIONS: [Plainfield Zoning Ordinance](#)
[Plainfield Subdivision Control Ordinance](#)
[Plainfield Comprehensive Plan](#)



EXISTING ZONING AND LAND USE		COMPREHENSIVE PLAN		
PUD AG AGR	Saratoga Planned Unit Development Agriculture <i>Agricultural Residential (Hendricks County)</i>	Site:	LC	Local Commercial
PUD Rel	Saratoga Planned Unit Development Religious Use District	North:	PSP MF	Public/Semi Public Multifamily
GC AG	General Commercial Agriculture	South:	LC	Local Commercial
PUD	Saratoga Planned Unit Development	East:	LC	Local Commercial
PUD LI	Saratoga Planned Unit Development <i>Light Industrial (Hendricks County)</i>	West:	LC	Local Commercial

PROJECT DESCRIPTION

The applicant has requested approval of two separate, but related petitions. The first is a zone map amendment from [Saratoga Planned Unit Development](#) and [AG: Agriculture](#) to [GC: General Commercial](#). The second petition is to create a 3-lot commercial primary plat.

The site is generally located to the west of Saratoga Parkway, north of US-40/West Main Street. In terms of “landmark geography”, it is located west of CVS, south of St. Stephens Lutheran Church and the Saratoga Crossing apartment complex, and east of the Hines Self Storage Facility.

The development will have an access point along a north/south private street connecting US-40. Additional accesses will be achieved through cross accesses with the properties to the east. Lot 2 is also showing a cross access to the property to the west, which will be conducive to the Town’s goal of allowing traffic to flow between commercial uses along US-40/Main Street without a need to return to US-40/Main Street.

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PLANNING OVERVIEW

ANNEXATION

One of the parcels involved is not currently within the town but has requested annexation. While it has been the procedure of the Plan Commission to only act upon petitions of properties within the Town's jurisdiction, this proposal does have a few exceptions that create a compelling reason as to why the Plan Commission could choose to act.

- 1.) The area was initially reviewed as an adjacency to the Saratoga Planned Unit Development while the Town was able to exercise Extra-Territorial Jurisdiction (ETJ), which is the ability to exercise some zoning control within a vicinity of the Town's borders. The creation of the Hendricks County Area Plan Commission removed this ability from the Town. The change in this status and the passage of nearly 30 years created a misconception that part of the property was within the Town's jurisdiction. When an exhaustive search by both staff and the applicant found it not to be correct, the applicant prepared an annexation request.
- 2.) The parcel in question will likely not have any sort of development plan request prior to the completion of the annexation process. The indication from the applicant's team is that the collection of parcels of which the unannexed parcel is a portion will be part of a future, unspecified later development.
- 3.) Unlike prior cases, such as the Guilford Elementary project, Trescott, or Avalon North, a clear majority of the properties are within the jurisdiction of the Town.

With all of that being said, it is important to note that any approvals granted upon the currently unannexed parcel is dependent upon the completion of annexation. A failure to do so would require a resubmittal of the primary plat to account for the change in land.

ZONE MAP AMENDMENT

The AG: Agriculture district is the default zoning district for newly annexed land. The commercial section of the [Saratoga Planned Unit Development](#) is based upon the "GB: General Business" district from the pre-1996 zoning ordinance. While not identical, the current [GC: General Commercial](#) district does share a lineage back to the GB: General Business District.

The applicant has requested a change to the current [GC](#) district. The GB: General Business District does have uses within it that the Plan Commission and Town Council have removed or restricted over the years, so the change to the [GC](#) would be a less permissive zoning district. In addition, the applicant has committed to removing certain [GC](#) uses that do not fit either their vision for the site or the physical characteristics of the site itself. Staff views these requests as a responsible, good-faith effort by the applicant to ensure that the Saratoga-Vandalia corridor continues to develop in a manner envisioned by past and present Commissioners and Councilmembers.

Considerations of Zone Map Amendment

(from Indiana Code 36-7-4-603)

The plan commission and the legislative body shall pay reasonable regard to:

1. The comprehensive plan;
2. Current conditions and the character of current structures and uses in each district;
3. The most desirable use for which the land in each district is adapted;
4. The conservation of property values throughout the jurisdiction; and,
5. Responsible development and growth.

PRIMARY PLAT

For non-residential primary plats, the ordinance lists thirty requirements, but then states that some of these requirements may be deferred to the secondary plat. Quite often, this involves more detailed aspects of the stormwater/drainage plans or other more technical aspects. This petition is no different, although it does also have an east-west access easement between CVS and the private street that will need to be created. This will likely wait until closer to the submittal of a development plan to set the proposed location.

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While a general site plan is shown on the plat, this is merely to indicate that the site is buildable within the proposed zoning classification without requiring variances, development incentives, or other relief from the ordinance. What is shown in this general site plan may or may not bear a resemblance to what is finally requested by the applicant or approved by this Commission.

Other items of note on this plat include the creation of a private north/south street between Concord Road and US-40/West Main Street. The Indiana Department of Transportation (INDOT) has, in recent years, added more medians along both East and West Main Street to reduce the number of left hand turn movements. It is not inconceivable that the proposed eastbound US-40 access could be restricted further or eliminated. Additionally, traffic concerns may require the extension of the Saratoga Parkway median northward for traffic flow or safety reasons. For these reasons, as well as the possibility of allowing the 2,500 or more residents of Saratoga, Vandalia, Rockingham, Avalon Estates and nearby subdivisions to access this property via Concord Road instead of either utilizing US-40 or the cross access through the CVS parking lot, this private north/south street is a positive addition.

The CVS was designed with a cross-access easement on the southwest side of their property. This plat proposes to retain that access to US-40 for CVS, but eliminate it for HRH. The rationale was that the positioning of the access could add turning movements that might be suboptimal. The Commission had raised concerns with a similar, but not identical, situation with the Terminus at Hobbs Station development plan.

APPLICABLE PLANNING POLICIES

Public Utilities: Easements, right of way or a combination of both need to be added to the plat to cover the utility lines.

Water: Public water main is proposed to be extended from the CVS parcel west along Main Street per ordinance. Water main is also proposed to be placed along the new roadway running north from Main Street. The northbound main currently stops just north of the lot 1 north drive, short of the north property line of lot 1. Town ordinance requires the main to be extended fully across the entire frontage of lot 1 and 3. Continuing the water main north along the proposed road and looping the main to a water main on Concord Road should be considered at the time of roadway construction.

Sanitary sewer: Lot 1 indicates sanitary sewer service from an existing public manhole near Main Street. Suggest extending the public sewer main to Lot 2 and 3 if possible. The plans seem to suggest an alternate service method for Lot 2 and 3 utilizing a private sewer stub from the apartments to the north. Evidence of an agreement between this applicant and the owners of the apartments regarding use and maintenance of the private sanitary sewer line needs to be provided prior to final platting of lot 2 or 3.

Storm Sewer: Lot 1 and the new street are shown to be served with detention which outlets north along the street to a public storm sewer at Concord Road. Capacities of these systems will be verified with a detailed drainage report. It's unclear at this time how lot 2 and 3 will be served, however, a private storm drain system is stubbed on to Lot 2 which may be an adequate outlet. Evidence of an agreement between this applicant and the owners of the apartments regarding use and maintenance of the private storm line needs to be provided prior to final platting of lot 2 or 3.

Floodplain: No known flood plain issues. The property is not located within a Special Flood Hazard Area.

Transportation: To help support this zoning change and primary plat request, the Petitioner has provided a draft Site Plan that anticipates access to public rights-of-way through 3 locations: a new Private Street that would run north/south and intersect US-40 & Concord Road and access to Saratoga Parkway through an existing easement over the adjacent CVS parking lot. Based upon these proposed points of access,

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the Petitioner hired A&F Engineering to provide a Traffic Impact Study to review the performance of these locations, as well as the nearby intersections of US-40 & Saratoga Pkwy and Saratoga & Concord Road. A draft copy of this study dated February 2022 is included as part of the supporting materials, but note that the report is labeled as a DRAFT because INDOT has not yet commented on the report.

It is worthwhile to note that the TIS reflects the Plan Commission's recent approval of the Saratoga Village development, expected to add around 175 living units in this area. The report accounts for this specific traffic under Scenario 2 while also including a general growth factor. Scenario 3, then, represents the expected traffic that would come with that growth and new development, plus this proposed development. All studied streets and drive accesses will perform at acceptable levels of service under Scenario 3, except that the intersection of US 40 & Saratoga will continue to operate poorly at peak hours. However, the contribution from this development is minimal.

In addition to comments offered elsewhere with regard to the proposed site layout, several improvements to existing infrastructure are recommended by the TIS. To improve the existing full-access drive, a new eastbound left turn lane will be required to get constructed along US-40. The new access will be constructed to restrict exiting traffic from this development from turning eastbound onto US-40. The Petitioner has agreed to shift this drive to the west so as to allow for a potential future opposing left turn lane that could be desirable for westbound traffic if further development warrants it. Additionally, the TIS recommends that a westbound right turn lane is also included as an extension of the current turn lane servicing the CVS drive. Finally, the study also recommends including a northbound left turn lane on Saratoga for vehicles to utilize the CVS access drive. Subject to INDOT's final approval and the Town's own civil site plan approval, these improvements should be completed as part of any new construction that would occur as part of this zoning request.

Lastly, the Primary Plat illustrates two separate 50' access easements that will provide cross-parcel access to the new Private Street from both Lot 2 and the existing parcel north of the CVS.

STAFF COMMENTS, QUESTIONS, AND CONCERNS

1. Public comment (s) have been received via the Town of Plainfield's web site and have been placed on the project page.
2. All statutory items deferred through the primary plat process will need to be resolved in the secondary plat.

MOTION 1: Zone Map Amendment

I move that the Plan Commission certify the zone map amendment request RZ-22-002 a petition requesting a **Zone Map Amendment of 8.9 acres +/- from [AG: Agriculture](#) and [Saratoga Planned Unit Development](#) to [GC: General Commercial](#)** with a **favorable recommendation / unfavorable recommendation / no recommendation** subject to the following conditions:

1. Subject to the modifications to the GC: General Commercial District, either as provided by the Applicant or as modified by the Plan Commission, are recorded on an Exhibit A form with this Zone Map Amendment as commitments.

MOTION 2: Primary Plat

I move that the Plan Commission **approve / deny / continue** PP-22-002 to create a 3-lot commercial subdivision on approximately 8.9 acres finding that:

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1. Adequate provisions **have** / **have not** been made for regulation of minimum lot width, minimum lot depth and minimum lot area;
2. Adequate provisions **have** / **have not** been made for the widths, grades, curves and coordination of subdivisions public ways with current and planned public ways; and
3. Adequate provisions **have** / **have not** been made for the extension of water, sewer, and other municipal services.

And that such approval shall be subject to the following condition(s):

1. Compliance with the Town Standards, including but not limited to the following Chapters of the Plainfield Town Code;
 - Chapter 51: General Sewer Use and Wastewater Pretreatment
 - Chapter 52: Water Regulations;
 - Chapter 55: Drainage;
 - Chapter 56: Storm Water;
 - Chapter 93.15: Access to Public Streets and Thoroughfares;
 - Chapter 152: Flood Hazard Reduction; and,
 - Chapter 153: Subdivision Control Ordinance
2. Substantial compliance with the primary plat provided to the Commission on March 7, 2022.
3. Coordination of potential street name with the Town's GIS Planner to avoid emergency response issues.
4. The Secondary Plat will resolve the location of a cross access easement between the CVS parcel and the proposed north/south private street.
5. Subject to the completion of the annexation of any parcel not currently within the Town's boundary or, in the case of inability to annex, the resubmittal of a primary plat without un-annexed properties.