

TOWN OF PLAINFIELD PLAN COMMISSION REPORT

DATE: August 5, 2024

CASE NO.: [RZ-24-052](#)

PETITIONER: RaceTrac, Inc.

REQUESTED ACTIONS: Rezone approximately 5.83 acres from GC: General Commercial to I-4 Heavy Industrial.

LOCATION: Southwest corner of the intersection of Ronald Reagan Parkway and Stafford Road, north of Midfield Drive/Court.

PARCEL SIZE: 5.83 acres +/-

APPLICABLE REGULATIONS: Plainfield Zoning Ordinance
Plainfield Subdivision Control Ordinance
Plainfield Comprehensive Plan



<u>EXISTING ZONING AND LAND USE</u>			<u>2016 COMPREHENSIVE PLAN</u>		
Site:	GC	General Commercial ⁽¹⁾	Site:	LI	Light Industrial
North:	PUD	Planned Unit Development	North:	LI	Light Industrial
South:	PUD	Planned Unit Development	South:	LI	Light Industrial
	AG	Agriculture			
East:	AG	Agriculture	East:	LI	Light Industrial
West:	AG	Agriculture	West:	POS	Parks and Open Space

(1) Seeking Zone Map Amendment to I-4: Heavy Industrial

PROJECT DESCRIPTION

- Requested Action:
- Rezone approximately 5.83 acres from GC: General Commercial to I-4 Heavy Industrial.
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- Future Action(s):
- Vacation of Swift Drive (Town Council).
 - Variance request(s) (*Board of Zoning Appeals*).
 - Architectural and Site Design Petition (*Plan Commission*).
 - Vacation of Applicable Easements (*Plan Commission*).
 - Secondary Plat (*Administrative*)
 - Improvement Location Permit and other required permits (*Administrative*).

STAFF COMMENTS

PLANNING

The applicant is requesting a Zone Map Amendment from the GC: General Commercial zoning classification to the I-4 Heavy Industrial zoning classification.

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Development Standards

Should the Town Council approve the request to a rezone to I-4: Heavy Industrial, the setbacks along Ronald Reagan Parkway, Stafford Road, Columbia Road, Midfield Drive, Swift Drive, and Midfield Court would increase from twenty (20) feet to one hundred and twenty (120) feet. These setbacks would be measured from the proposed rights-of-way. The current property lines appear to show public improvements within them, so additional right-of-way dedications may be necessary.

The yellow lines below show the approximate positions of the current and future lots lines (after right-of-way dedication) as the properties are currently configured. The table below shows that the requested rezone would result in very little land available to be developed by right.

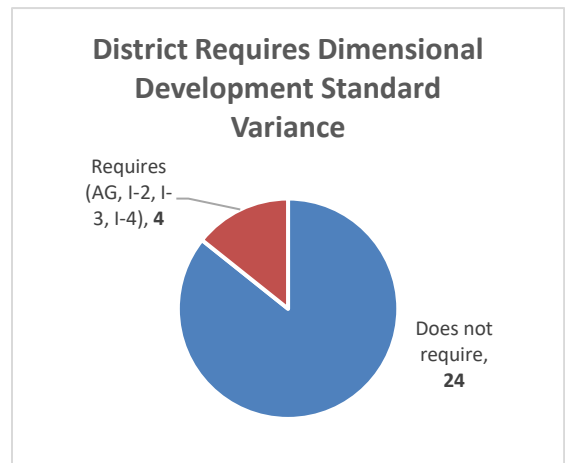
Type	Acres	Square Feet
Total Area (Yellow lines)	5.83+/-	253,954 +/-
Developable Area (Red rectangle)	0.27+/-	11,761 +/-



By ordinance, the area outside the red rectangle could only be used for access from the rights-of-way to the red rectangle and for signage. On-site maneuvering areas, parking, buildings, and other improvements could only occur within the red rectangle.

Development of the lot within the I-4: Heavy Industrial zone classification would require extensive variances for dimensional development standards. Conversely, development as a GC: General Commercial zoning classification would not.

Considering that the current zoning and nearly all the other zoning districts could dimensionally support a development without requiring variances (*see right*), it does not



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appear that these lots were created in a way that renders them unusable.

2016 Comprehensive Plan

The 2016 Comprehensive Plan calls for “Light Industrial and Warehousing” at this location. It is important to note that at the time of the plan, this was part of a 15-acre undeveloped site. After the 2016 Comprehensive Plan adoption, 2/3 of this area was developed as Indianapolis Gateway 4.

Additionally, “Light Industrial and Warehousing” refers to uses such as professional offices along with the traditional distribution and warehousing uses. By their very nature of being Heavy Industrial, I-4: Heavy Industrial uses do not seem to fall within the Light Industrial and Warehousing category.

LIGHT INDUSTRIAL AND WAREHOUSING

The Light Industrial and Warehousing category is intended to accommodate low-impact manufacturing, warehousing and distribution uses, and professional offices within a campus-like setting. Uses may include material assembly, storage and distribution, low intensity fabrication operations, and professional offices. These uses are generally buffered from other uses with operations contained within a closed setting. Access management and truck routing are key elements that could be considered with regard to the warehousing and distribution land use category. Business parks could incorporate heavy landscaping and buffers, incorporating large tree stands and other environmental features into the site design.

Land Use

While the applicant is known as a developer and operator of truck fueling stations, no development plan has been submitted for the site and no commitments toward the inclusion or exclusion of uses within the I-4: Heavy Industrial zoning classification have been provided.

Therefore, the Plan Commission and Town Council should *not* view this request as a specific development, instead a request that opens the possibility of the following Permitted and Special Exception uses within the I-4: Heavy Industrial District.

Permitted Uses in the I-4: Heavy Industrial District (<i>requested</i>)	
Permitted by Right	Special Exception
<ul style="list-style-type: none"> Assembly Light Manufacturing Heavy Manufacturing Truck Terminal Warehouse/Distribution Truck Fueling Station Truck Service and Repair Vehicle Parts Sales, Repair, and/or Maintenance 	<ul style="list-style-type: none"> Adult Entertainment Business Outdoor Storage or Wholesaling Personal Storage Facility

Many of these uses seem out of place within a significant entry point into the Town of Plainfield. Compare to the Permitted and Special Exception uses within the GC: General Commercial District:

Permitted Uses in the GC: General Commercial District (<i>existing</i>)	
Permitted by Right	Special Exception
<ul style="list-style-type: none"> Commercial Indoor Entertainment Indoor Maintenance Service Indoor Sales and Service High Technology Medical Office/Hospital 	<ul style="list-style-type: none"> Agricultural Service Commercial Animal Boarding Age Restricted Businesses, Products and Services Permanent Outdoor Display and Sales

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<ul style="list-style-type: none"> • Office, Professional Service • Office, Professional • Commercial Residential ⁽¹⁾ • In-Vehicle Sales and Service 	<ul style="list-style-type: none"> • Office, Professional Service
<p>⁽¹⁾ Would likely be restricted by the Federal Aviation Authority (FAA) regulations.</p>	

Given the sizes, layouts, and location of the sites, it appears that the GC: General Commercial is a far more appropriate classification. If there is a concern about some of the potential uses, a district such as NR: Neighborhood Retail could also serve the immediately adjacent office users to the south with less intense uses while also not requiring dimensional variances.

Indianapolis International Airport (IND) / Indianapolis Airport Authority (IAA)

This area is located within the Airport Instrument Approach to Runway 5L / 23R at IND. Federal Aviation Authority (FAA) regulations and the Plainfield Zoning Ordinance (*Article 3.7. Airspace Overlay*) both limit what may be placed on the site, as well as the height of structures.



When this site has been brought forward for rezoning and/or development plans in the past, IAA has raised concerns about uses not being conducive to airport operations. There is no indication that the applicant has contacted IAA regarding this site and its potential uses.

Consideration of a Zone Map Amendment. (IC 35-7-4-603).

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.

In reviewing that application, plans, narrative, and information provided by the applicant, it appears that nothing was provided that addressed the above statutory considerations.

PUBLIC UTILITIES: There are adequate water, sewer and storm drainage facilities adjacent to the site.

FLOODPLAIN No flood plain issues.

TRANSPORTATION: Staff recognizes the re-zone amendment request to change from GC Zoning to I-4 doesn't specifically warrant enough of a change wherein the difference in traffic between the available uses between the two zoning categories should be considered as a significant determination in support or denial of the requested zoning change.

The Petitioner has submitted a Traffic Impact Study along with a preliminary site plan and 2 exhibits indicating roadway infrastructure improvements in a 2-year and 10-year horizon timeline. These documents are included to help provide context to the Petitioner's intent for the re-zone. Staff will offer a more thorough review of the actual proposed site plan, if it is formally filed as part of a Development Plan.

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MOTION 1: Zone Map Amendment

I move that the Plan Commission certify [RZ-24-052](#), with a **favorable recommendation** / **unfavorable recommendation** / **no recommendation** subject to the following condition(s):