

TOWN OF PLAINFIELD PLAN COMMISSION REPORT

DATE: 09-04-2025

CASE NO.: [RZ-25-010](#): Request to rezone parcels to Residential Flex (RF) Zoning District for an 87-lot single-family residential subdivision

PETITIONER: Brian J. Tuohy, Tuohy Bailey and Moore for Lennar Homes

REQUESTED ACTIONS: Request to rezone parcels to Residential Flex (RF) Zoning District for an 87-lot single-family residential subdivision

LOCATION: Southeast of Moon/Hadley roundabout on South County Road 600 East (Moon Rd)

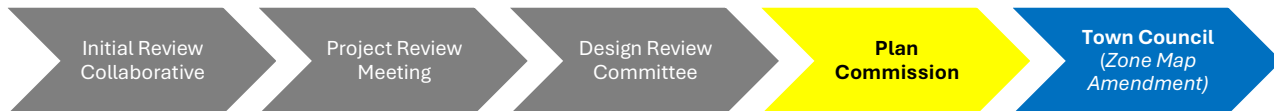
PARCEL SIZE: 28.775 +/- acres



EXISTING ZONING		THRIVE COMPREHENSIVE PLAN	
In process of annexation. Seeking <i>RF: Residential Flex</i>	Site:	CMN	Community Mixed Node, New Commercial Mixed Node
R3 Medium Density Residential	North:	SMR	Suburban Mixed Residential
RB <i>Single Family Residential (Hendricks County)</i>	South:	CMN	Community Mixed Node, New Commercial Mixed Node
R3 Medium Density Residential	East:	SMR	Suburban Mixed Residential
RB <i>Single Family Residential (Hendricks County)</i>	West:	CMN	Community Mixed Node, New Commercial Mixed Node
RB <i>Single Family Residential (Hendricks County)</i>			
AG Agriculture			

PROJECT DESCRIPTION

- Requested Action:**
- Requesting a Zone Map Amendment of 28.775 acres from *AG: Agriculture* to *RF: Residential Flex* Zoning District
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- Concurrent Actions:**
- Annexation
-
- Future Action(s):**
- Primary Plat (Plan Commission)
 - Secondary Plat (*Administrative*)
 - Improvement Location Permit and other required permits (*Administrative*).



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ZONE MAP AMENDMENT

State Statute indicates that an amendment of the official Zone Map may be initiated by the Town or by the landowner. In this case, the petition was initiated by the owner of the land and the intended developer of the land.

The Thrive comprehensive plan, along with the two prior comprehensive plans call for this area to either be single-family residential or a mix of single-family residential and neighborhood commercial.

Multiple single-family developments have occurred in the vicinity during the last two decades and the property values have continued to rise at a comparable rate to other areas in town.

The Town has viewed this area as a Gateway Corridor for over three decades and has a history of roadway and intersection improvements when necessary for these corridors.

Considerations of Zone Map Amendment (IC 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.

RELATIONSHIP TO THE COMPREHENSIVE PLAN

The [Thrive Comprehensive Plan](#), calls for [Community Mixed Node](#), [New Commercial Mixed Node](#) and [Suburban Mixed Residential](#) (see right). This is based upon the location being the intersection of the Moon/Hadley portions of the Perimeter Parkway.

The CMN: Community Mixed Node is meant to create a neighborhood retail center that is convenient for residents to arrive via car, bicycle, or on foot. With the growth of Trescott and Bridlewood Reserve / Bridlewood Estates, as well as the nearby Guilford Elementary School, it could provide smaller scale retail/restaurant options that would not require someone to drive to Quaker Boulevard or Main Street.

With the potential of all four corners of the roundabout having neighborhood commercial and/or mixed use, this could create a strong regional node for the southeastern part of town, again, reducing the need to drive to Quaker Boulevard or Main Street.

The vision of the Thrive! Comprehensive Plan is: ***“Through the creation and enhancement of places with distinctive character, Plainfield will increase its desirability as a premier community in which to thrive.”***

The proposed plan fits that vision by providing housing variants that have not been commonly built within the Town. It provides a guidepost to current and future developers that Plainfield is worthy of the widest variety of products.

Goal A.1.2: Implement policies that encourage a mix of uses in selected locations.

The proposed development, along with the connections to and through Trescott and Bridlewood, will provide access to future neighborhood retail and office uses that may not require the use of Hadley or Moon Roads.

Goal B.1.1: Expand existing commercial and retail areas. *As the Town’s population grows, existing commercial and retail areas in Plainfield should be expanded to support additional activities that serve as amenities to residents and help integrate these areas well with adjacent neighborhoods. The Town should continue efforts to enhance these areas to become attractive, walkable, regional attractions.*

The Town’s ordinances required Trescott to connect to any possible subdivision to the north to allow residents to travel to a future neighborhood(s) and, in this case, to the potential commercial node at Hadley and Moon without needing to use Hadley or Moon Roads, and, quite possibly, without needing to drive.

Goal D.1.2: Create and promote bike loops and lanes that connect to other key assets in Town.

The proposed trails connect into the existing and proposed network, improving the ability of residents to not only get from place to place throughout town, but also have safe and dedicated recreational opportunities

Goal D.2.3: Continue to work closely with developers in the design phase to integrate trails and trail connections within emerging developments.



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The proposed development provides additional trails within the subdivision as well as connections to existing trails and paths.

Goal D.3.1: Strengthen (the) Subdivision Control Ordinance and Zoning Ordinance requirement for connections between residential neighborhoods to create a seamless, integrated network system.

The proposed development connects into the Trescott subdivision, as was planned during Trescott’s development and provides stub streets to the east to account for potential residential subdivision and to the west to account for potential commercial subdivision.

Goal D.3.1: Update the Subdivision Control Ordinance to improve connections through residential and non-residential areas so they are connected internally.

The proposed development provides a vehicle and non-vehicular connection for itself, Trescott, and Bridlewood which could allow access to a future non-residential node without the need to travel along Moon Road or Hadley Road.

Goal E.1.1: Update the Zoning Ordinance to allow flexibility for different housing options.

The proposed development provides a variety of house types, lot types, and architectural styles to accommodate people at different life stages. The RF: Residential Flex Zoning Classification was intended as a “proof of concept” to show that this type of variety should be permitted by right instead of requiring a ponderous Planned Unit Development.

Goal E.2.1: Adhere to character type descriptions in new neighborhoods, which emphasize the integration of small-scale and community-serving uses when possible. *As additional residential development occurs, there will be a growing need for small-scale, neighborhood-serving commercial development. These are locations where residents have access to daily goods and services without needing to travel across town or to another community. These areas should not be expected until significant residential growth in the area creates a viable market and should be developed as nodes around significant intersections rather than in a linear manner along corridors. Where feasible neighborhoods should offer convenient pedestrian access to commercial nodes.*

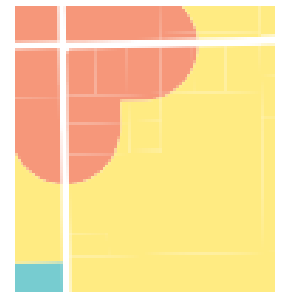
This proposed development provides an interconnection to the Hadley/Moon intersection, which has been cited as a place where a commercial node could develop in the future.

The 2016 Comprehensive Plan also recommended similar uses (see right), with Local/Corridor commercial (peach color) at the corner with areas of Single-Family Detached (yellow color) surrounding. The Comprehensive Plan says the following about Single Family Detached (emphasis added):

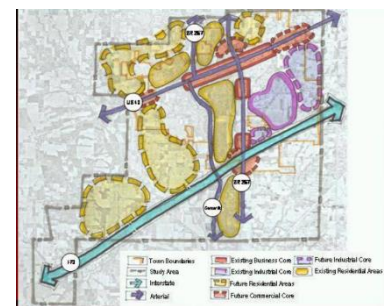
“Single family detached homes comprise the majority of residential land use within the Town of Plainfield and could remain the predominant housing type. Single family detached homes are stand-alone structures for individual families that are typically owner-occupied, although some may include rental homes. *Single family detached land uses can range in density*; however new residential subdivisions could employ conservation design.”

The 2004 Comprehensive Plan refers to “newer existing residential growth occurring west of Center Street and South of Hadley Road (CR 600 S)” and further states that “(i)t is anticipated that the growth will continue both to the west of Center Street and to the West of the Indiana Correctional Facility due to the abundance of undeveloped and agricultural land available (see map at right).

For over 20 years, the Comprehensive Plan has viewed this area as a future residential zone within the Town. As the Comprehensive Plan is the public’s voice and guidance for elected and appointed leaders, it can be assumed that this is also the preference of those who participated in the last three comprehensive plan projects.



2016 Comprehensive Plan



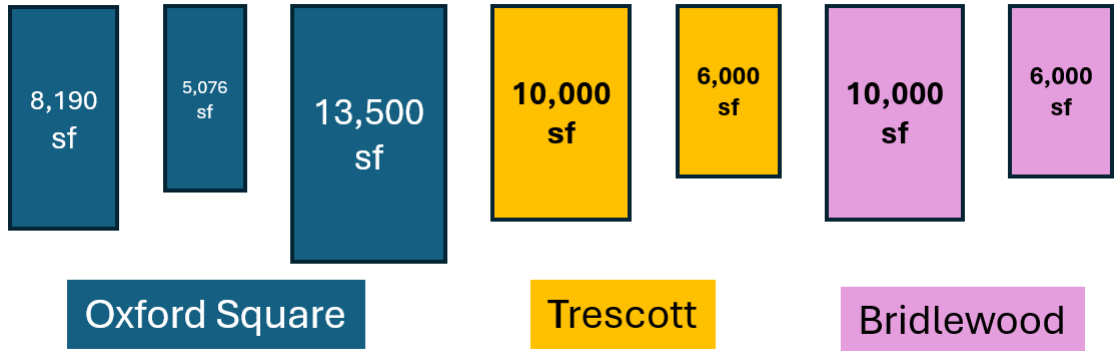
2004 Comprehensive Plan

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COMPARISON TO RECENT ADJACENT DEVELOPMENTS

Comparing Oxford Square to Bridlewood and Trescott shows that Bridlewood and Trescott both have R-3 and R-4 Medium Density Zoning. Oxford Square has lots that are larger than the two older developments and lots that are smaller.

Part of the reason for the larger lots on Oxford Square is the addition of side-loaded garages. These typically take an additional amount of width to fit within the allowable building area. Bridlewood has no side-loaded garages and Trescott received a waiver to allow an encroachment into the setback for side loaded garages.



Another reason is the recessed garages also create a need for more depth. These recessed garages are a type of product that neither Bridlewood nor Trescott possess, meaning that the garages are far more visible in Bridlewood and Trescott.

Additionally, Oxford Square also has the smaller lots. These are for the alley loaded product. With no garage doors in the front or potential for side-loading the garage in the front, the lot can be narrower and have less depth as there are no long driveways to extend out to the street. In this case, the garages are not visible from the street.

COMPARISON TO ADJACENT HENDRICKS COUNTY ZONING

Hendricks County placed zones on much of the county, appearing to exempt lands that were not within any municipality’s jurisdiction as around 2008. At the right is the area around the proposed Oxford Square development. The proposed development is shown in the blue polygon. The purple polygon shows areas in the vicinity that are zoned RB: Single Family Residential. While much of the area under county jurisdiction currently has a lot of larger lots, it may be helpful to compare the proposed zone map amendment and existing ordinance allows for this site.



Oxford Square	Rules	RB: Single Family Residential
30,000 square feet (3 units) 13,500 square feet (13 units) 8,190 square feet (34 units) 5,076 square feet (17 37 units)	Minimum Lot Size	12,500 square feet (~60 units)
15-25 feet	Front Setback	35 feet
6 feet	Side Setback	7.5 feet
10 feet	Rear Setback	15 feet
40 feet	Height (primary structure)	40 feet
25 feet	Height (accessory structure)	24 feet
1,549 square feet	Minimum House Size	1,260 square feet
Yes	Architectural Guidelines	No

Below is a comparison of permitted land uses. Estimates have been made based upon regulations in place for each type of land use. While the single-family numbers are higher for the proposed development, it does not request or allow other uses that could bring the total units as high as 120 by right (without public remonstrance) or 1,100 (through the approval of the Board of Zoning Appeals). Additionally, the site under the county ordinance, has potential uses that have a greater impact upon the adjacent neighborhoods.

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Oxford Square			RB: Single Family Residential	
Units	Allowed	Residential Unit Type	Allowed	Estimated unit count
87 requested	By right	Single Family	By right	60
Not requested	Yes	Two Family	By right	120
Not allowed	No	Boarding House	Special Exception	180—720 (3-12 units per boarding house per County rules)
Not requested	Yes	Accessory Dwelling Unit	Special Exception	120
Not requested	Master Plan	Group Home	Special Exception	60—600 (1-10 units per group home per County rules)
Not requested	Master Plan	Nursing Home/Assisted Living	Special Exception	At least 300 up to 1,100 (1,100 based upon similar developments)
Allowed		Non-residential uses	Allowed	
Master Plan, not requested		Office	Not allowed	
Master Plan, not requested		Religious Use	Special Exception	
Master Plan, not requested		Medical Office	Not allowed	
Master Plan, not requested		Outdoor recreation	Special Exception	
Not allowed		Public/Private College	Special Exception	
Not allowed		Private school (K-12)	Special Exception	
Not allowed		Public school (K-12)	Special Exception	
Not allowed		Bus/Train Terminal	Special Exception	
Not allowed		Community Center	Special Exception	
Not allowed		Penal/Correctional Institution	Special Exception	

STAFF COMMENTS

PLANNING:

Elimination of garage dominance

This proposed project combines alley loaded, side loaded, and recessed garage front-loaded products. This has reduced the visual impact of garages and garage doors.

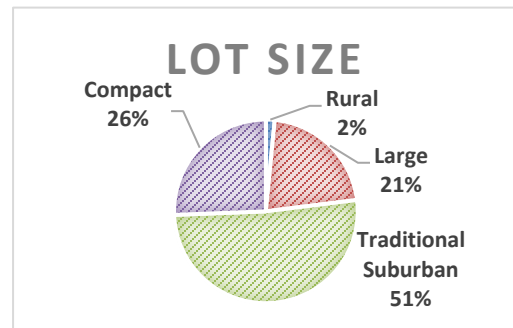
Over the past 8-10 years, Staff has brought forward the idea that the focus should be the home, not the garage—it should not appear to be a “*primary storage building with an accessory residential area.*”

We have received a lot of pushbacks from the building community, many of whom have rear and side-loaded products that they will use in the north side communities, but they have been unwilling to do so here. This is the first development that has fully committed to bringing this type of product to Plainfield.

Breakdown of lot types in “Thrive!” Comprehensive Plan Area (n: 11,983 lots)

A review of the lot sizes within the comprehensive plan area shows that the compact lots requested are not atypical in Plainfield. Notable locations include the “small town core” around downtown and within both Hobbs Station and Vandalia.

Like any residential development, success is not strictly a lot or building size dependent variable, but a design and maintenance variable.



Key to Lot Size chart (above)	
Rural lots (over 2.5 acres)	Large Lot (0.5 to 2.5 acres)
Traditional Suburban (.18 to 0.5 acres)	Compact (under .18 acres)

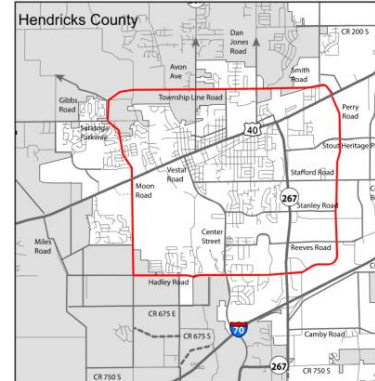
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Junction of two Gateway Corridors

This project is located near two Gateway Corridors, Moon Road and Hadley Road. In the 1990s, the Town created Gateway Corridors to not only guide development/redevelopment, but to prioritize traffic alternatives to Main Street and Quaker Boulevard.

The map at right shows the “Perimeter Parkway” of the Gateway Corridor as a red line. The Perimeter Parkway was first discussed in the 1993 Comprehensive Plan and codified by the time of the 1997 Zoning Ordinance update.

The proposed development is near the southwestern corner of the Perimeter Parkway. The Perimeter Parkway is augmented by Main Street/U.S. 40, Stafford Road, Quaker Boulevard, Ronald Reagan Parkway, Interstate 70, and Stout Heritage Parkway as the full contingent of Gateway Corridors.



For the last 3 decades, the Town has made improvements as necessary to these roadways to increase capacity and/or improve the flow of vehicles and pedestrians. Some of the roadways, such as Interstate 70 and Main Street/U.S. 40, are under the jurisdiction of the Indiana Department of Transportation (*INDoT*), so the Town has been in a consultative relationship.

The intersection of Quaker Boulevard and Hadley Road, designed decades ago by Hendricks County/*INDoT*, has only recently come into complete Town jurisdiction and in recent years, [the Town has studied coincidental projects in the area](#) with *INDoT* to help resolve long-standing issues with the intersection.

Mixing of lot sizes and types

The proposed development continues the long-standing trend toward a mix of lot types. The Town Council has approved large and rural lots in places like Avalon Estates and Grey Hawk, typical traditional lots in places like Bridlewood, Sandstone, and Trescott, more compact lots in places like Vandalia and Hobbs Station, and multifamily in areas such as Saratoga Village, Bo-Mar, Crossing 5, and Hobbs Station.

This deliberate non-reliance on a single lot size or housing type provides Plainfielders housing options throughout their life as their needs change. This shows that the “Community of Values” values the community.

PUBLIC UTILITIES:

Sanitary sewer and water service are available at the site perimeter and could be extended by the developer. If the project advances the subdivision control and other drainage ordinances in effect will require storm water detention to be included as part of any future development. A drainage study is required as part of the subdivision process. The developer is aware of concerns raised by existing landowners downstream of the area being considered for development. The Town’s ordinances require drainage design and improvements that consider the current capacity of downstream conditions. In this situation a complication exists in that there is a downstream private pond to consider in the drainage study.

FLOODPLAIN:

No known flood hazard

TRANSPORTATION:

Increasing traffic volumes along Hadley Road continues to be one of the most pressing challenges the Town faces as it grows. The divergent alignment of I-70 from Hadley Road, the close proximity of Hadley intersecting Quaker Boulevard near the

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interchange, and White Lick Creek acting as a physical barrier for traffic all contribute to this challenge. Much work has gone into planning for this growth, as the Plan Commission is largely aware. This [link](#) to a traffic memo from a previous development (Trescott) may help to reiterate much of this planning work as you consider the impacts of this rezoning request.

As has been mentioned above, the requested change from the County's RB zoning district to the Town's RF is expected to allow for 27 additional lots. While this represents a significant 45% density increase, it is also a relatively small added number of lots in the wider view of traffic impacting the Hadley (& to a lesser extent Moon) Road corridor(s). Still, given the sensitive nature of traffic in this area, the Petitioner has complied with a request from Staff to complete a Traffic Impact Analysis for the approximate 87 lots that are being proposed for this site. The minimum threshold for requiring this level of analysis is 150 living units.

The Traffic Impact Study was completed by A&F Engineering who is a well respected firm in these matters. As would be expected, the primary point of ingress/egress on Moon Road performs at an acceptable level of service. The analysis recommends the street intersection get constructed for one inbound and one outbound lane, but given the expected traffic increases along Moon Road, I will request that the Petitioner allow for a left turn lane at this location. While the analysis does not meet warrants for additional improvements, the Petitioner's illustration for a SB left turn lane with a pedestrian crossing of Moon Road are welcomed improvements.

Also expected is evidence that intersections along Hadley Road are moving into unacceptable levels of service. These outcomes were forecast as part of the Trescott review, and as noted, recommended a traffic signal get installed at the intersection of Hadley Road and CR 675 E. The Town has not taken action on adding a traffic signal because, while it may improve access for some vehicles during specific times of the day, signals also create new delays for drivers during non-peak hours. Though the timing of this added signal is in question, it is expected to be an improvement to the Hadley corridor as traffic continues to grow.

Finally, given the expectations RF zoning will establish a baseline for the site development as it is currently being proposed, the following key site plan elements are expected to form a baseline from a transportation perspective:

- New street access to Moon Road, including a connection to the existing pedestrian network.
- Local street connection to Trescott.
- Potential local street connection to future redevelopment that may occur near the intersection of Hadley & Moon Roads.
- Potential local street connection to abutting residential parcel that is of sufficient size it could reasonably be subdivided.

POTENTIAL MOTIONS.

The following motion is provided to the Plan Commission for the possible decisions that can be made on each of the petitions: **favorable recommendation**, **unfavorable recommendation**, and **no recommendation**.

Conditions and/or commitments can be added as the Commission deems appropriate, even if no conditions or commitments have been provided/proposed by the applicant or Town Staff.

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MOTION 1: Zone Map Amendment

I move that the Plan Commission certify [RZ-25-010](#), a Zone Map Amendment of 28.775 acres from *AG: Agriculture* to *RF: Residential Flex Zoning* District with a(n) **favorable recommendation** / **unfavorable recommendation** / **no recommendation** subject to the following condition(s):

1. General compliance with the documents on file on September 4, 2025
2. Subject to the successful completion of the annexation proceedings.