

TOWN OF PLAINFIELD PLAN COMMISSION REPORT

DATE: August 2, 2021

CASE NO.: [RZ-20-129](#), [RZ-20-130](#), [PUD-20-131](#)

PETITIONER: Brian Tuohy for Drees Homes and Redbird Group

REQUESTED ACTIONS:

1. **RZ-20-129:** Petition Seeking Zone Map Amendment of 55.675 acres (+/-) of land in process of annexation from [AG: Agriculture](#) to [R3: Medium Density Residential including a Residential Development Incentive](#).
2. **RZ-20-130:** Petition Seeking Zone Map Amendment of 111.495 acres (+/-) of land in process of annexation from [AG: Agriculture](#) to [R4: Medium Density Residential](#)
3. **PUD-20-131:** Petition seeking rezone of 18.5 acres (+/-) of land in process of annexation from [AG: Agriculture](#) to Hall Business PUD.

LOCATION: South and west of the intersection of Hadley Road and Hall Road

PARCEL SIZE: 185.67 acres +/-

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



EXISTING ZONING AND LAND USE			COMPREHENSIVE PLAN		
Site:	RB	Single Family Residential (Hendricks County)	Site:	SFD:	Single Family Detached
North:	PUD	Glen Haven PUD	North:	SFD:	Single Family Detached
South:	RB	Single Family Residential (Hendricks County)	South:	SFD:	Single Family Detached
East:	R3	Medium Density Residential Single Family Residential (Hendricks County)	East:	SFD:	Single Family Detached
West:	RB	Single Family Residential (Hendricks County)	West:	SFD:	Single Family Detached

PROJECT DESCRIPTION

The applicant is seeking to annex just over 186 acres to the Town and is seeking a Zone Map Amendment from the default zoning classification ([AG: Agriculture](#)) to three different zoning classifications, Hall Business PUD, [R3: Medium Density Residential](#), and [R4: Medium Density Residential](#).

The proposed Plan Unit Development is envisioned to be a largely industrial development, mixing the heavier industrial uses currently existing on the site today with the possibility of lighter industrial storage buildings in the future. The applicant has discussed how the heavier industrial uses could discontinue

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and be replaced with more compatible uses over time but has not provided any sort of plan or timeframe for how this could occur.

The majority of the site is proposed to be developed as single-family housing. The requested density and layouts fit within the characteristics of the two medium density zoning classifications. A Development Incentive for lot width has been requested to more easily allow for side load garages. A total of 382 homes have been requested.

The applicant has provided voluntary commitments, as well as a proposed residential development construction phasing plan for the Commission's review.

PLANNING OVERVIEW

The site is generally located on the southwest side of intersection of Hall Road and Hadley Road. The extension of the east-west collector, Hackamore Drive, is proposed to roughly bisect the development. This road is on the Town's Thoroughfare Plan and will eventually provide an important link between Moon Road and parts east.

The residential development will eventually have four access points: One off both Hadley Road and CR 600 S, a direct access to Hall Road and an access off Hackamore Road which will eventually cross from Hall Road to Moon Road. Stub streets have been extended to large parcels on the northwest and southeast edges of the development.

The Hall Business PUD will have multiple entrances off Hall Road.

A portion of the request is for a Planned Unit Development (PUD), the applicant can **propose** alternative standards to the Plainfield Zoning Ordinance (PZO). As is common in any PUD, some, but not necessarily all, alternatives to the PZO can help to create a better design or development.

The Plan Commission can provide vital guidance to the applicant and Town Council about ways in which the document and layout should/could be modified to create a development that meets the statutory and ordinance requirements of a PUD. The Plan Commission will make a recommendation to the Town Council and only the Council can approve such deviations.

The proposed development site would typically be under the jurisdiction of Hendricks County, but an Interlocal Agreement was approved by both the Town and the County, giving zoning authority to the Town during the annexation process. In Hendricks County, the site is zoned RB: Single Family Residential.

Hall Business Planned Unit Development

The current uses on these parcels would generally fall under the I4: Heavy Industrial and AG: Agriculture zoning classification. The Plainfield Zoning Ordinance is very direct in addressing the compatibility of these type I4 uses in relation to residential uses.

Intent of a Planned Unit Development

(from the Plainfield Zoning Ordinance)

The Planned Unit Development (PUD) *District* is designed to: encourage creativity and innovation in the design of developments;

- a. provide for more efficient use of land including the reduction of land area disturbed for utility lines and motor vehicle Access;
- b. permit special consideration of property with outstanding natural or topographical features;
- c. facilitate use of the most appropriate construction techniques in the development of land; and,
- d. to provide for any individual land use not otherwise specified elsewhere in this Ordinance.

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.

ARTICLE 2.15. I-4: HEAVY MANUFACTURING

§ 2.15 INTENT.

The I-4: Heavy Manufacturing Districts are established to encourage development of heavy manufacturing and processing facilities which may require substantial amounts of outside storage. These

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activities require extensive community facilities, and excellent access to arterial streets or collector streets. Permitted uses in this District may have extensive outdoor storage/service areas and may generate heavy traffic, but such operations shall be subject to specific development standards. *The permitted uses provided for in this District should never be located in close proximity to residential areas.*

It can be argued that, at some undetermined time in the future, these heavier industrial uses might be replaced by uses with lesser intensity, but no such plan has been put forward.

Single Family Residential Section

A total of 382 lots on 168 acres are proposed, leading to a density of 2.26 dwelling units per acre (du/ac). Shown to the right is a comparison with single-family residential subdivision projects that have been heard by the Plan Commission in the last decade. The density appears very comparable with the Bridlewood development located directly across Hall Road.

PROJECT NAME	YEAR	DU/AC	BUILDER	RESULT
<u>Trescott</u>	2021	2.26	Drees/Pulte	To be determined
Hadley Preserve	2019	1.52	Arbor	Withdrew
Unnamed	2018	2.07	Lennar	Denied
Bridlewood	2017	2.22	D.R. Horton (Westport)	Approved
Vandalia	2013	2.86	Pulte	Approved
Devonshire	2012	3.06	D.R. Horton (Westport)	Approved
Legacy Farms	2012	2.95	Arbor	Approved

Side yard setback Development Incentive approval has been requested by the applicant for the portions desired to be rezoned to R3. Commitment 5.e details that this Development Incentive is requested for those lots where a homebuyer selects a side load garage and that such lots will be configured to retain a minimum home separation.

Residential Design Guideline Section The utilization of the Development Incentives requires a commitment to follow the Residential Design Guidelines. This has been provided and six additional design features have been requested. Five of the six have been approved in prior developments and may end up in a future revision to the Residential Design Guidelines. The sixth feature, "Masonry archway above front porch or front door" (Commitment 6.f.3.c) could be counted in multiple parts of Group 1, Group 2, or Group 3 in the Residential Design Features table, depending upon how it was constructed. As has been standard procedure in cases such as this, such a feature will be counted only once.

APPLICABLE PLANNING POLICIES:

PUBLIC UTILITIES: Town water and sewer systems currently exist along the frontages of the parcels being considered for rezoning or in nearby locations which can be extended as part of the project. Storm drainage is proposed in a conceptual manner with a series of detention ponds forming the basis for storm water management. If the project advances past the zoning stage land development can occur meeting required ordinances of the Town for utilities and drainage.

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

TRANSPORTATION: A [separate memo from the Town's Director of](#) Transportation is included as part of the materials for the Plan Commission

Design Review Committee. The Design Review Committee (DRC) met on February 2, 2021 and April, 6 2021 and recommended approval subject to the following comments:

1. The PUD needs to be revised to address the comments provided by Staff in the redlined version of the document issued 4/1/2021.—**comments were largely unaddressed.**
2. The storage building shall not include concrete blocks on the exterior elevations.—**applicant did not modify the exterior elevations.**

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3. The berm shall include evergreens designed to add to the height and overall effectiveness of the buffer area. The plantings shall be of sufficient density to visibly screen the buildings year-round from the proposed adjoining residential development. The petitioner will provide a written commitment which ensures the maintenance of the screening to preserve its effectiveness.—
landscaping is largely evergreens and the petitioner has committed a third party, the homeowners association, to the maintenance of their screening. Insufficient detail is available on whether the density will visibly screen the buildings.
4. The petitioner shall provide language in the PUD to clarify the process for discontinuing existing uses which are intended to be phased out.—Did not provide any discontinuance plan.
5. If the plan for the adjoining residential development deviates from the information provided during the Design Review Committee meeting with respect to overall site layout or targeted price range of product (\$400,000 - \$600,000), the petitioner will come back to the committee for additional review.—No commitment provided.

STAFF COMMENTS, QUESTIONS AND CONCERNS

1. Staff is in receipt of [a request from Mark and Melissa Waterfill](#), adjacent property owners to the residential portion, regarding buffering, roadway placement, stormwater, and groundwater.
2. Approval of the PUD will result in development which is not compatible with the surrounding residential land uses, and which would not meet the standards of [Article 5.5 Gateway Corridor Development Plan](#) requirements.
3. Commitment 9 needs to be clarified. It appears that the applicant is attempting to utilize the same landscaping for two different purposes, which is not permitted within the zoning ordinance. The Hall Business PUD proposes a Level 5 landscape with a berm to be placed on the residential property. The Commitment then proposes to use this to satisfy the requirements of Article 4.7C.2 requiring side and rear perimeter landscaping for subdivisions.

	Hall Business	Residential Perimeter	Total PUV
Proposed	6	0	6
Required	5	3	8
If non-PUD zoned	5	3	8

This commitment should reflect the independence of the two landscaping requirements and that both requirements will have adherence.

MOTION 1: Zone Map Amendment (Trescott R-3):

I move that the Plan Commission certify the zone map amendment request RZ-20-129, a petition seeking a zone map amendment of 55.675 acres (+/-) of land near the southwest quadrant of the intersection of Hadley Road and Hall Road in process of annexation from [AG: Agriculture](#) to [R3: Medium Density Residential including a Residential Development Incentive](#) with a **favorable recommendation** / **unfavorable recommendation** / **no recommendation** with the following conditions:

1. Commitment 9 will be rewritten to reflect the independent perimeter landscape requirements of the PUD and the residential zoning.
2. All required and requested street lighting shall be approved as a part of the Primary Plat process and all streetlight costs shall be the responsibility of the developer and/or Home Owners Association.

MOTION 2: Zone Map Amendment (Trescott R-4):

I move that the Plan Commission certify the zone map amendment request RZ-20-130, a petition seeking a zone map amendment of 111.495 acres (+/-) of land near the southwest quadrant of the intersection of Hadley Road and Hall Road in process of annexation from [AG: Agriculture](#) to [R4: Medium Density Residential](#) with a **favorable recommendation** / **unfavorable recommendation** / **no recommendation** with the following conditions:

1. Commitment 9 will be rewritten to reflect the independent perimeter landscape requirements of

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the PUD and the residential zoning with a Plant Unit Value of 8 or greater for the perimeter areas abutting the Hall Business PUD.

2. All required and requested street lighting shall be approved as a part of the Primary Plat process and all streetlight costs shall be the responsibility of the developer and/or Home Owners Association.

MOTION 3: Zone Map Amendment (Hall Business PUD):

I move that the Plan Commission certify the zone map amendment request PUD-20-131, a petition seeking a zone map amendment of 18.5 acres (+/-) of land near the southwest quadrant of the intersection of Hadley Road and Hall Road in process of annexation from [AG: Agriculture](#) to Hall Business PUD with a **favorable recommendation** / **unfavorable recommendation** / **no recommendation** with the following conditions: