

PUD(P) 16-06 Avon Landing PUD

Planning & Building Department Staff Report

March 27, 2017

Updated April 24, 2017

Advisory Plan Commission, Public Hearing

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- A. Petition Number: PUD(P) 16-05, Avon Landing PUD
- B. Applicant: HG Avon, LLC
- C. Location: The subject property lies at the corner of CR 200 N and Ronald Reagan Parkway. Part of the property extends into Lincoln Township and is adjacent to the B&O Trail.
- D. Parcel Size: Approximately 141 acres.
- E. Land Use and Zoning: The property is zoned R-1a and is currently vacant. The property was previously operated as the Speedway Airport and there are still remnants of the runway. The subject parcel is surrounded on the south, east, and west by larger agricultural acreage, which is all zoned R-1a. To the north property is zoned AG (Town of Brownsburg) and contains agricultural and park uses.
- F. Action Requested: Review amended proposal and offer comments and suggestions.
- G. History: This proposal was initially introduced to the Plan Commission in September 2016. Commissioners discussed the proposal and had the following general comments:

There was debate as to whether this proposal needs PUD zoning or would straight zoning be more appropriate to the actual development. Commissioners also discussed if this proposal was innovative and met the description of a PUD. There was consensus to have more interaction between uses. Some commissioners wanted to know specific uses for the PUD. It was noted that apartments are not a desirable use along the Reagan Corridor. A traffic study based on actual plans is desirable. There is also concern about mixing truck and passenger vehicle traffic as well as trucks on CR 900 (Smith Road).
- H. Staff Comments: **Note:** This staff report has been updated for the April 24 plan commission meeting to reflect the petitioner's revised plans. Updated information is below. The original staff report is also included for background information.

The petitioner has revised his submission based on comments from staff, public, and plan commissioners. One major change is in the number of apartment units allowed. The initial proposal allowed up to 500 units, on both the east and west side of Ronald Reagan Parkway. This most recent revision caps the number of units at 280 and limits apartments to the east side of the Parkway only. Staff is of the opinion that this revision strikes a good balance between the desire of the town not to have a lot of residential along our economic corridor and the desire of the developer to build a secure investment.

The second major change is in the use list. The petitioner has streamlined his use list, omitting a number of previously allowed uses, and allowing some uses not permissible in the Avon zoning ordinance within the Ronald Reagan Corridor Overlay (outdoor amusement, RV sales and leasing, and vehicle sales and leasing for example). Plan Commissioners may wish to discuss particular uses and make suggestions as to acceptability for uses in the North District.

The revised site concept plan also reflects the change made to the apartment component. In the previous iteration, the site plan showed a potential for a mix of apartments and commercial uses to be located in the North District. The revised plan included in the PUD ordinance shows only commercial and industrial uses in this District.

The petitioner has submitted a phasing plan which shows initial infrastructure construction beginning as early as 2018. The East District (apartments) would be built in 2018 and completed in 2019. The North District (mixed-use) would begin as early as 2021 and be built out around 2027. The South District (light industrial) would begin construction in 2019 and is expected to be complete in 2024.

NOTE: the original staff report information is below and is included as background material:

Original staff report: The petitioner has submitted a revised conceptual plan for a mixed-use PUD, based on comments heard at the introductory meeting. The property is proposed to be developed in three districts – North, East, and South. These districts are divided by the Township Line between Lincoln (Brownsburg) and Washington Townships. The North and East Districts lie within the Ronald Reagan Corridor Overlay District and would be subject to the regulations contained in that chapter of the zoning ordinance. The South District is outside of the Ronald Reagan Corridor Overlay District and, although part of the same PUD, the petitioner is proposing to eliminate the Overlay standards from this portion of the PUD.

North District

This area would consist of both commercial and residential uses. This District lies adjacent to and on the west side of the Ronald Reagan Parkway. This parcel (about 58 acres) is designated for highway commercial (C-3), multi-family (R-5), and Industrial (I-2) development. The North District lies adjacent to the B&O Trail (along the northern boundary) and extends to N CR 1000 E. the concept plan for this District shows two potential layouts for the various uses. The initial plan shows commercial/office buildings and multi-family development. If multi-family is developed in this District, the petitioner proposes a minimum setback of 300' from Ronald Reagan Parkway. An alternate layout would substitute additional industrial buildings for some of the commercial uses.

South District

This area would be developed for industrial purposes (I-2). This district is about 65 acres and has frontage along N CR 900 E. The petitioner is proposing flex office and warehouse uses for this site. The PUD proposes placing a 400,000 sq.ft. maximum gross floor area limit on warehouse buildings. The petitioner is proposing to eliminate an open space requirement for this District. The Subdivision Control Ordinance mandates a 10% minimum for industrial parks.

East District

This area would be developed for multi-family uses (R-5). This district is about 17 acres and lies adjacent to the east edge of the Reagan Parkway. The B&O Trail is along the northern border of this parcel. The PUD proposes placing a limit to the number of apartments of 500. These may be entirely in the East District or may be split between the East and North Districts. As proposed, there would be no open space requirement for this District. Town of Avon standards would require either 15% (per the Ronald Reagan Corridor Overlay or 10% (per the SCO open space regulations).

The petitioner's letter of intent does indicate that the PUD would provide enough flexibility to allow any use within the North District, subject to the RRCO.

General Comments:

Uses

The proposed PUD modifies somewhat the Permitted Use List contained in Chapter 27 of the Avon zoning ordinance. Certain uses currently prohibited or designated as special exceptions (such as warehouses, distribution facilities, auto filling station, and commercial indoor recreation) and are proposed to be

allowed in this PUD. The newly adopted Future Land Use Map calls for this area to be Light Industrial in nature. The intent of the Industrial cluster is for *“light manufacturing, assembly, research and development, and data processing. Large warehousing and distribution centers are generally undesirable and would not be encouraged. In general, the majority of work would be conducted inside a building with limited outdoor storage and encompass around 250,000 to 400,000 square feet.”*

General Development Standards

The petitioner’s revised proposal suggests the East and South Districts be developed as “straight” zoning – R-5 and I-2 respectively. The North District would be a mixed-use area, allowing commercial, industrial, and/or residential development.

The petitioner has revised conceptual plans to provide connections to existing perimeter streets and vacant parcels. The South District concept has also been revised to show fewer buildings and a better opportunity to connect with the property to the south. A number of perimeter pathways and internal pedestrian ways are also shown on the submitted transportation network plan.

The overall Avon Landing PUD requires 15% open space, but as noted earlier, some Districts could provide less than (or no) open space as long as the overall percentage is met.

Buffer areas along the perimeter of the subject property have been included with this revised submittal.

Fiscal Impacts

The petitioner is currently preparing a fiscal impact study. With the original submission, the petitioner included a market study that discussed the viability of residential and industrial development on this site.

Roads and Traffic

The petitioner has submitted a revised traffic study for review. The study has not yet been vetted by staff, but includes recommendations for road and intersection improvements. One recommendation being made is for a traffic signal at Ronald Reagan Parkway and the east access drive. This may or may not be desirable given the fact that the Reagan Parkway was intended to be a limited access road, unencumbered with a series of stop lights.

I: Considerations for PUD proposals

According to Chapter 5, section 5-2, the following should be evaluated when considering any proposed new PUD:

Note: This section contains updated commentary

a: The Proposal will achieve the purposes for which PUDs may be approved

The intent of the PUD ordinance is to provide greater flexibility, innovative approaches to meeting housing and business needs, and be in the best interest of the Town.

The petitioner's proposal does benefit from the flexibility offered by PUD zoning. The North District especially includes a variety of uses that would not otherwise be permitted to be built together, if not for PUD zoning.

Whether or not the proposal is innovative is subjective. None of the apartment or industrial building product types are particularly "innovative", but it is difficult to evaluate how innovative they may be at this conceptual stage. Many of the images included in the petitioner's packet do show attractive and somewhat original design elements for the site.

b: The Proposal will not violate the general purposes, goals, and objectives of the Zoning Ordinance and the Town's Comprehensive Plan

The general objectives of the zoning ordinance and comprehensive plans are, of course, to provide for reasonable and desirable growth. The PUD ordinance specifically was enacted to provide more flexibility for mixed use developments, more innovation than the general zoning ordinance allows, and more opportunities for developments beneficial to the Town and residents. The petitioner's proposal meets general guidelines contained in town ordinances and is seeking to take advantage of the flexibility offered by PUD developments.

The Comprehensive Plan anticipates this area is best suited for light industrial development. The Ronald Reagan Corridor Overlay District was specifically enacted to preserve the function of the roadway, to create a premier economic address in Hendricks County (and Avon), and to maximize the opportunity to create high level development through sound land use planning. The proposal generally meets these objectives.

c: The Proposal will not unduly burden adjacent roadways

The petitioner has submitted a traffic impact study with his proposal. The study indicates the proposal will not unduly burden adjacent roadways. It also calls for suggested roadway improvements to be made as a result of this development. While staff has not fully vetted the submitted study, we will, as with all projects, insure a well-constructed roadway network. Road and path design is thoroughly scrutinized as part of the development

plan approval process.

The petitioner has submitted comments from A&F Engineering regarding town questions on the original traffic study. These are included in the petitioner exhibits.

d: The Proposal will result in a development providing adequate and appropriate levels of open space and other compensating amenities both within the proposed development and to the Town

The PUD ordinance proposes 15% open space overall. The open space is intended to be integrated into site plans, as development plans move forward. The petitioner is showing at least one trailhead development within the North District and a trail access node in the East District for the B&O Trail. These will be valuable amenities for the Avon Landing PUD as well as the general public. The concept plans also show an extensive system of walking trails along and through the project area.

J: Statutory
Guidelines for
Rezoning:

State law (IC-36-7-4-603) establishes five criteria for any zoning change and requires Plan Commission and Town Council to pay reasonable regard to them:

Criterion 1: The Comprehensive Plan, as adopted and amended from time to time

The recently adopted Future Land Use Map designates this area as part of an Industrial Cluster. Anticipated uses here include light manufacturing, assembly, and research and development. Large warehousing and distribution centers are undesirable for this location and should be discouraged.

Criterion 2: Current conditions and the character of the current structures and uses in each district

The subject property is surrounded by R-1 and R-1a zoning. These zoning districts allow the development of single-family detached homes on 15,000 to 20,000 square feet lots. Nearby developments (to the west and southwest) include Winton Meadows (PUD), Stoney Meadows (R-4) and Ian's Pointe (R-2). All of these subdivisions are built with smaller lot sizes than R-1 and R-1a would require. Properties to the north, east, and south are largely agricultural.

Criterion 3: The most desirable use for which the land in each zoning district is adapted

As noted above, the comprehensive plan anticipates this area to develop for light industrial uses. The petitioner's proposal does include some industrial development along with commercial and residential. The proposed PUD serves to vary the permitted uses in this general area, which could generate a wider economic base and supply a ready source of employees for this specific

proposal.

The Town Council, as with all re-zonings, may make the determination of “desirable and appropriate” uses in the best interests of the community.

Criterion 4: The conservation of property values throughout the jurisdiction

A copy of the fiscal plan is included in the petitioner’s packet materials. The plan shows positive fiscal impacts to Avon, Washington Township, Hendricks County, and Avon Schools. Negative impacts will be felt by Lincoln Township, Brownsburg Schools and library (page 5 of FSG report). It is important to note that only the first five years of impact have been analyzed and other factors could come in to play. Page 4 of the report highlights some expected direct and indirect economic impacts resulting from construction over the next 10 years.

Criterion 5: Responsible development and growth

The proposed PUD provides a wide range of uses within a relatively small area, which is an efficient use of land. Although the property is at the far north of Avon, it is adjacent to existing residential development and is on the Reagan Corridor.

The Town Council, as with all petitions to rezone land, has the ultimate decision on this petition.

COMMITMENTS

Indiana Code 36-7-4-600 Series also allows communities to gain ‘commitments’ from developers through the rezone process. These commitments are voluntary on the part of the landowner and developer and must be recommended by the Advisory Plan Commission and approved by the Town Council.

J. Recommendation: The Plan Commission may choose to forward a positive, negative, or no recommendation to the Town Council.

Hold a public hearing on PUD(P) 16-05 and forward a recommendation to the Town Council. Staff is supportive of this proposal and recommends a **positive** recommendation for PUD(P) 16-05.

