



PLAN COMMISSION STAFF REPORT

ITEM NO: 5 **APPLICATION NO.** 0083-2018

MEETING DATE: June 18, 2018

SUBJECT: Text amendments to planned development

PETITIONER(S): Drees Premier Homes, Inc. (Applicant); Frank and Henriette Mercho Family Partnership, LP and William C. DeLullo as Trustee for Catherine G. DeLullo Family Fund (Owners)

SUMMARY: Text amendments to adopted planned development for the "Timbers" and revised preliminary development plan

LOCATION: North and east of the intersection of Little Chicago Road and State Road No. 32

WAIVERS REQUESTED: NA

RECOMMENDATION: No Recommendation

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Planning Terms

Amendment – Any repeal, modification or addition to a regulation of an adopted planned development or modification to the preliminary development plan.

Procedure

The application was filed April 30, 2018 for a public hearing at the June 18, 2018 Plan Commission meeting. Prior to the public hearing before the Plan Commission, a published legal notice was advertised in the newspapers, and public hearing notices were sent to the surrounding property owners by Certificate of Mailing. The application was properly advertised in both newspapers and the notice to the surrounding property owners was completed. The Plan Commission conducts the public hearing and either adopts, adopts as modified, or denies the request with a recommendation to the Common Council.

Correspondence

Citizens Energy Group (*Exhibit 1 – Correspondence*)

Summary

(Refer to *Exhibit 2 – Applicant's Information*) The property is located north of State Road No. 38 and east of Little Chicago Road and contains a total of 195 acres. Approximately 169 acres has been devoted to the residential portion with the remaining acres being slated for commercial. As there is existing "Flood Hazard (FH)" zoning through this acreage; approximately only 103 acres is developable. Today, some of the area is used agriculturally and some is wooded. Subdivisions in the immediate area include: West Harbour (north) South Harbour and Morse Pointe subdivisions (east), Mill Grove and the Retreat at Mill Grove (south) and west are single-family dwellings on parcels of 1.25 acres or greater and agricultural uses.

The property is currently zoned R2-PB/PD Residential-Planned Business Planned Development which was adopted in April 2017. As you may recall, the residential portion of this development includes 'active adult', 'traditional', and 'estate' structures. One of the unique features of this project is that the different housing types are not segregated in one particular area but are interspersed throughout the overall development. The active adult community would be low maintenance single-story structures; the traditional includes one-story and two-story structures; and estate areas would include two-story structures. Overall 63 acres of the land is in common area or roughly 37%. Thirty-six acres of the land is floodplain. More than 23 acres of the land is used for rights-of-way. Fifteen housing designs with multiple variations were approved by the Architectural Review Board in December 2017.

As per the original approval, along the bordering communities there is a 25-FT Tree Preservation Easement to be maintained from the original approval so that the majority of

trees currently existing will remain. The applicant has attempted to create a residential community that has walkability, identity, amenities and connectivity to the surrounding areas. The Noblesville Alternative Transportation Plan indicates trails along Little Chicago Road and State Road No. 38. The applicant has shown the trails on their plans. As for the amenities for this site, Staff believes those are not changing as no mention of it has been submitted with these amendments and same appears to be true of the proposed identifying signage for the proposed development.

As for the commercial area, it is a placeholder for future development once the residential component begins to flourish. The commercial component of this development would require another public hearing before the Plan Commission, the sending of notices to the surrounding property owners, including detailing the architecture, parking, site development, landscaping etc. with the final adoption by the Council to be granted prior to any development of that area. The commercial areas front along State Road No. 38 and Little Chicago Road but are separated from the residential portion of the development by the floodplain. This floodplain provides an excellent buffer between commercial and residential. The floodplain measures between 250-FT and greater than 1,000-FT in width.

The infrastructure improvements such as sanitary sewer, storm sewer, roadways which fall under the jurisdiction of the City, would be required to meet the Noblesville Standards in regards to sizes, depth, construction materials, and all other details which would be reviewed at the Detailed Development Plan/Construction Drawing submittal. The preliminary development plan does indicate the how's and where's but the final details are completed at a later stage in the project.

The Comprehensive Master Plan indicates the area as 'Mixed Residential Single-Family'. This category incorporates a variety of single-family dwellings that integrate a range of housing options which allows for greater housing choices within the neighborhood. These types of developments are generally between two to five units per acre. Some developments may contain both high and low density sections to achieve an overall density while providing coordinated open spaces and amenities.

At the re-introduction of this project to the City Council in May, the Council noted the following concerns:

1. The entrance along State Road No. 38 not aligning with the entrance along the south side of State Road No. 38 to Mill Grove Subdivision (Mill Oak Drive)
2. Questioned if one cut along State Road No. 38 is sufficient for both the commercial and residential portions.

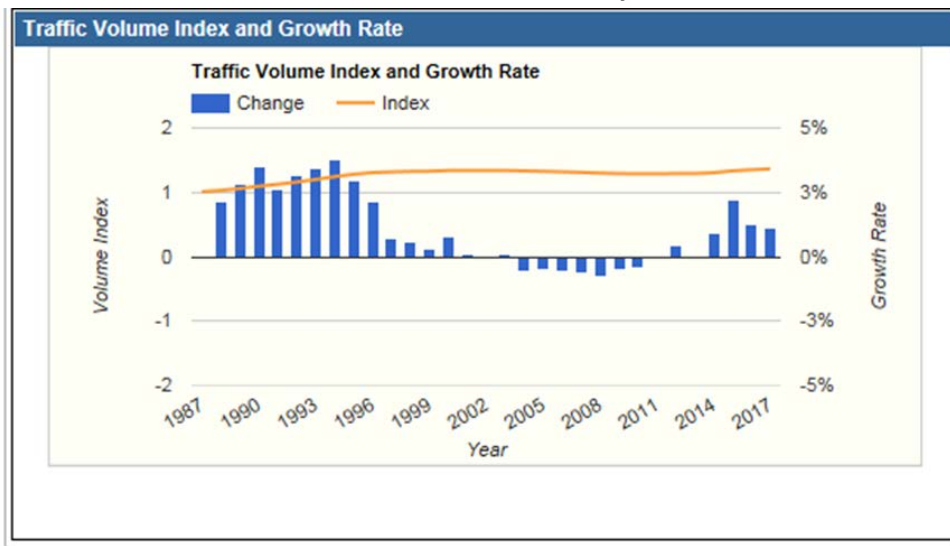
The following information (traffic summary) was provided by our City Engineer, John Beery, PTOE (Professional Traffic Operations Engineer) regarding the alignment question (item #1 on previous page). All of his summary is in italics

Background

SR 38 has experienced significant growth in average daily traffic since 2012, which is widely recognized as rebound and the recovery from the Great Recession of 2008. The early part of the first decade experienced a decrease in annual miles driven by passenger cars from 2001 through 2011. The decrease is typically attributed to a combination of the rise in gas prices accompanied by the economic downturns in 2001 and 2007. National, state, and local data associated with annual vehicle miles driven and crash data all reflect downward trend in driving from 2001 to 2012. The following graph was taken from the Indiana Department of Transportation's (INDOT) website containing traffic data and shows the annual growth rate in Average Daily Traffic (ADT) per year from 1987 to 2017. The downward trend in ADT state-wide is shown as negative or zero growth from 2001 to 2012.

Exhibit A

Annual Growth Rates for Traffic Volumes by Year from INDOT



Annual Daily Traffic (ADT) count data from the Indiana Department of Transportation's website is presented below with traffic count data for the corridor in Table A collected by the City in October of 2017. The data collected by the City was for the entire SR 38 corridor from Little Chicago Road to Logan Street. The data presented in the following table shows ADT for locations on SR 38 east of Little Chicago Road and east of South Harbour Drive for various years from 2001 to 2017 and projected though 2022 at the State's current normal annual growth rate.

Table A

**Historical and Projected Traffic Volumes on SR 38
2001-2022**

Average Daily Traffic (ADT) on SR 38 (vehicles per day)				
Year	East of LCR	% Change from 2001	East of South Harbour	% Change from 2001
2001	10,880	0%	12,980	0%
2011	8,146	-25.1%	12,930	-0.4%
2012	8,138	-25.2%	12,917	-0.5%
2014	9,745	-10.4%	14,041	8.2%
2017	12,071	10.9%	15,949	22.9%
2022	12,940	18.9%	17,097	31.7%

Notes:

2001 -2014 Data from INDOT's Online Traffic Count Database

2017 Counts completed By the City in October with INDOT Seasonal and Daily Adjustment Factor Applied

2022 Projected ADT with Compounded Annual Growth of 1.4% - Not Including Traffic Projected from Development

In addition to the existing and projected growth in traffic on SR 38, the Timbers project will generate residential and commercial traffic as a result of the proposed development. A revised submittal of plans for the project was received for review by the Technical Advisory Committee at its May 17th meeting.

A preliminary introduction was held by City Council at its regularly scheduled meeting on May 15th. At the Council meeting the move of the drive was discussed and comments on the relocated drive were deferred until a full review of the project could be completed.

An updated or "revised" Traffic Impact Study was received for the development on May 18th. While the new proposed street entrance on SR 38 was evaluated in the traffic study, the impacts to Mill Oak Drive (the entrance to Mill Grove) were not evaluated as in new study. Therefore, the updated Traffic Impact Study received from the developer contained no analysis of the entrance to Mill Grove. As the analysis omitted the impacts to the entrance of Mill Grove, the Engineering Department conducted its own investigation of the impacts to the entrance as well as along the perimeter of the project.

The results of the analysis conclude that the development does impact the operational function of the entrance to Mill Grove and will result in additional delay at the intersection with a corresponding drop in Level of Service. Additionally, considering future growth of traffic along the corridor from changes in traffic patterns and ongoing growth which is under construction in the area, and is presented in Table A, further delay and congestion should be

anticipated in the next few years. The impacts should also be expected along the entire SR 38 corridor.

Based on this data, the comments and concerns by Council at its May 15th meeting regarding the alignment of the new entrance with the entrance to Mill Grove have merit and are valid. Trending data indicate that congestion will cause each intersection to have issues within 5 years to 10 years depending on buildout. The congestion will cause the need to evaluate the corridor for intersection improvements. Based on the concerns by Council, having to separate intersections would cause the need for two intersection projects in the event the entrance to the Timbers and Mill Grove are not aligned.

The following information is derived from the latest set of plans that are based from more precise data regarding the floodplain, wetlands, topographic surveys, and other data/plans.

Differences with proposed plan and original approved plan

1. Number of entrances from State Road No. 38 has been reduced to one. The proposed ingress/egress which has been relocated from the eastern location to a more centered location for the development. This entrance will serve both the residential and commercial portions of the development. The original plan indicated two ingress/egress points along State Road No. 38; one for the residential portion aligning with Mill Oak Road to the south side of State Road No. 38 and another for the commercial portion of this development.

2. Lot Inventory Lists (Proposed and Adopted)

Typical Lot Size	52 x 140'		65 x 140'		92 x140'	
	Proposed	Adopted	Proposed	Adopted	Proposed	Adopted
Minimum Lot Area	7,280-SF	7,280-SF	9,100-SF	9,100-SF	13,800-SF	13,800-SF
Front Yard Setback	25'	25'	25'	25'	25'	25'
Rear Yard Setback	20'	20'	20'	20'	20'	20'
Side Yard Setback	5'	5'	5'	5'	7.5'	7.5'
Minimum frontage at R/W	45'	45'	45'	45'	45'	45'
Minimum lot width at setback	52'	52'	65'	65'	92'	92'
Number of lots	118	97	137	140	55	55

Based on the above comparison there is an increase and decrease in the number of dwelling units for the two smaller sized lots.

Open space calculations have increased by 1.77% with the proposed layout.

3. Density Calculations for Residential (Proposed and Adopted)

	PROPOSED (Acres)	ADOPTED (Acres)
Gross Acres	169.70	171.30
Right of Ways	23.92	25.20
Floodplain	36.44	32.00
Detention Ponds	6.20	7.10
Net Acres	103.14	107.00
No. of Lots	310	292
Density	3.01 units per acre	2.73 units per acre

The property is has an underlying zoning on the residential portion of "R2 Low Density Single-Family Residential". The density cap within an "R2" zoning district is 2.9 units per acre. Their proposed for 310 units is not feasible and would have to be reduced to meet the maximum density of 2.9 units per acre which equals a total of 299 units. Their proposal is eleven units above what is allowed under the maximum zoning density for a planned development.

4. The applicants have removed lots from the Floodplain. Removing the rear yard of residential lots from a floodplain eliminates the requirement for flood insurance.

5. The lot layout and street layout have been modified.

History

- Original Adoption of Planned Development Ordinance and Plan - April 2017

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Item	Description	Analysis
Surrounding Land Uses	<p>North – West Harbour Residential Subdivision (R2)</p> <p>South – Retreat at Mill Grove Subdivision both residential and commercial (R4/PD and PB/PD)</p> <p>East – South Harbour and Morse Pointe Residential Subdivisions (R2)</p> <p>West – Scattered site residential (1.25 acres or greater) and agricultural uses (R1)</p>	This area is surrounded by other residential subdivisions including West Harbour, Retreat at Mill Grove, Mill Grove Subdivision, South Harbour, and Morse Pointe which all of been developed for a number of years.
Comprehensive Master Plan and Future Land Use	Mixed Density Single-Family Residential	These areas incorporate a variety of single-family dwellings into an overall project. Single-family developments that integrate a range of housing options within neighborhoods allow for greater housing choices for all age groups. Overall densities may vary across projects but will generally be between two and five units per acre and should reflect nearby developments. Some developments may contain both high and low density sections to achieve overall densities while providing coordinated open spaces and amenities.
Traffic Circulation and Thoroughfare Plan	Little Chicago Road and State Road No. 38 (Primary Arterial) Internal streets (local)	<p>Primary Arterial serves corridor traffic movements having trip length and travel density characteristics indicative of substantial statewide or interstate travel, or connects major population centers in rural areas or serves major centers of activity and highest traffic volume corridors with the longest trip desires in urban areas.</p> <p>Local Street is a system of streets and roads, which primarily provides local access service {including supplying access to fronting properties} and access to higher order street systems</p>
Environmental and Utility Considerations	Floodplain	Not disturbing the floodplain
TAC Comments	Preliminary Review of concepts	Final analysis provided with Detailed Development Plan and final construction drawings.

Attachments

Exhibit 1 – Citizens Energy Group Correspondence

Exhibit 2 – Applicant’s information

Recommendation

Staff has no recommendation regarding the updated preliminary development plan and amendments except for the density and number of units. The Plan Commission could choose to (1) accept the text amendments/revised preliminary development plan minus the density issues and forward a favorable recommendation for adoption to the Council; (2) modify the proposed plan and text amendments and forward with a favorable recommendation for adoption; or (3) do not adopt the proposed amendments and revised preliminary development plan and send a do not adopt recommendation to the Council.

Motions

1. Motion to send a favorable recommendation to the Council for adoption of the proposed amendments and revised preliminary development plan (concept only) as per Application No. 0083-2018 with the following stipulations: **(ADD STIPULATIONS)**
 - a. Maximum number of lots for residential use is 299.
 - b. Residential density is capped at 2.9 units per acre; noting that the number of lots could be less based on the density cap.

2. Motion to send an unfavorable recommendation to the Council as per the submitted preliminary development plan (concept only) and the amendments presented at the public hearing as per Application No. 0083-2018. **(LIST REASONS)**

3. Motion to continue Application No. 0083-2018 until ____ (date) ____ meeting.
Next Meeting Dates: July 16, 2018
August 20, 2018
September 17, 2018