VA24-01; REZ24-01; REZ24-03; & PUD24-03

145 S. Morristown Pike McNeely

Law LLP as applicant; William Eric Group, LLC as owner, request a zoning recommendation of "RL" Residential Low Density District, "PUD" Planned Unit Development District, & "PK" Park District Zoning Designations for 169.513 acres +/- collectively upon Greenfield City Council annexation approval. The Property is not yet zoned.

Exhibits:

- 1.) Letter of Introduction from McNeely Law File dated
- 2.) Overall Zoning Map EX2 File Dated 10/22/2024
- **3.)** Color Rendering File dated April??
- **4.)** Sketch Plan File Dated 8/4/2024
- 5.) Zoning Conditions, Waivers, and Commitments document
- **6.)** PUD Ordinance and Development Statement File Dated 10/22/2024

Location and Surrounding Uses



Project Location

North City of Greenfield Parks, Pennsy Trail

East Hancock County "R1.0" Residential, agricultural row crops West Hancock County, "R2.5" Residential, single-family dwellings

City of Greenfield, "RL" Residential Low, single-family dwellings

South Hancock County "R2.5" Residential, single-family dwellings

and agricultural row crops

The property is currently located in Hancock County and is improved with an 18-hole golf course and supporting structures; the area adjacent to Morristown Pike is unimproved and used for row crops. There are single family dwellings nearby that front along both sides of Morristown Pike some of which are within city limits and some in the unincorporated area of Hancock County. To the west of the proposed annexed area is a subdivision within the City of Greenfield known as The Ridges over Brandywine that contains large single-family dwellings on

large lots. To the south is a subdivision known as Fairway Village; it is in the unincorporated area of the county and contains large single-family dwellings on large lots. The property to the east is unimproved and used for row crops.

Petition History

This is the third attempt to annex and zone this property within the last two years. The first filing was in 2023.

April, 2023

VA23-01 & REZ23-01— Voluntary Annexation and zoning request for the entire site as a Planned Unit Development (PUD), originally filed with a 9-hole golf course, 15 custom homes, 22 paired villas, 102 two story homes and 152 single story homes. The variety of home types added justification to proposing a Planned Unit Development. Petition continued in June, July, August and September of 2023 resulting in a final modification to an 18-hole golf course, 15 custom lots, and 114 paired villas. The Paired Units were originally intended to be rentals that were owned by the same owner as the golf course providing ongoing operational funding for the course. Staff was generally in support of this petition as a means of preserving and maintaining a fiscally successful golf course, and providing a unique active lifestyle that included golf course membership and other family recreational opportunities at the golf course facilities. This scenario created a unique and compelling reason to zone this property as a PUD. This petition was eventually withdrawn in November of 2023.

April, 2024

VA24-01 & REZ24-01(RL) & REZ24-02 (RM) & REZ24-03 (PK) – Voluntary annexation and zoning request for 3 separate districts, being Residential Low Density along Morristown Pike, Residential Medium Density, and Park Districts. This was similar in layout and design to the current proposal. This proposal was never made public with notice and was not brought before the Plan Commission. The petition was assumed to be withdrawn due to lack of communication from the Petitioner and their agent with the Planning Department.

September, 2024

VA24-01 & REZ24-01 & REZ24-03 & PUD24-02— Voluntary annexation and zoning request for 3 separate districts, being Residential Low District along Morristown Pike, Planned Unit Development, and Park Districts. This is the current proposal before the Plan Commission.

Current Proposal for Voluntary Annexation VA24-01

The combined proposals consist of approximately 170 acres located at approximately 145 S. Morristown Pike and the petitioner is petitioning the Common Council for these properties to be annexed into the city. The properties are collectively more than 1/8 contiguous to the City boundary, as required by state law to allow for annexation.

The petitioner seeks a zoning district recommendation of "RL" Residential Low Density for approximately 6.76 acres along S. Morristown Pike to be developed into large-lot single-family residential dwelling units.

The petitioner seeks a zoning district recommendation of "PK" Park for approximately 133.1 acres to encompass the existing Hawks Tail Golf Course. The course is proposed to remain 18-holes as currently configured.

The petitioner also seeks a zoning district recommendation of "PUD" Planned Unit Development, for approximately 29.57 acres of land between the "RL" and "PK" portions with the intention of developing smaller 2-unit paired villas on individual lots.

Findings:

Section 36-7-4-603 of Indiana Code provides several criteria for determining changes to the zoning ordinance or zoning map. The five elements in this section are the criteria by which the City evaluates rezone requests. We shall use the same criteria to determine the most appropriate zoning designation for a piece of property being annexed into the city. Section 36-7-4-603 states that "the plan commission and legislative body shall pay reasonable regard to":

(1) The comprehensive plan;



Comprehensive Plan Map, 2015

Findings:

The property is located within the 15 year growth boundaries of the city as defined by the 2015 Comprehensive Plan. The city is desirous of squaring the boundaries of the town and incorporating this property will be help to create a more cohesive and logical strategic area for the municipality. The surrounding general vicinity is utilized for single-family residential development and agricultural production. The site specifically abuts the Pennsy Trail and includes the existing Hawks Tail Golf Course facility.

The Future Land Use Map of the Comprehensive Plan is created using input from the community to create desirable development patterns. The Comp Plan identifies the site for "Low Density Residential", being less than 3 units per acre. There is little land within city limits that offers more than an agricultural field to develop into neighborhoods so this area along the creek has been identified as a desirable area to provide more exclusive home sites.

The "RL" Residential Low Density District is intended to regulate all land in the city platted for large lot single-family residential development around natural areas and features. The existing and desired development pattern for the RL is for low-density, single-unit residential subdivisions clustered around natural features.

The RL portion of this combined plan is approximately 2.22 units per acre, putting it well within the Low Density category. The Golf Course is an appropriate recreational use of land on this site. The proposed PUD portion of this plan approaches 4 units per acre, putting it at the high end of the Residential Moderate Density category of 3-5 units per acre. To contravene the future land use map is entirely possible, if the petitioner can show that the proposed development will better serve the community.

(2) Current conditions and the character of current structures and uses in each district;

Findings:

The existing Hawks Tail Golf Course and its associated facilities are proposed to remain in their current state and condition, with the land they sit on being zoned as PARK zoning designation. There have been discussions about a desire to ensure that the Golf Course is directly and financially tied to the PUD's residential homes as a means of ensuring the longevity and continuation of the Golf Course into the future. The PUD proposal does not establish this connection.

The remainder of the land is currently used as agricultural fields. It is proposed to be split into larger residential lots along Morristown Pike, with smaller lots facilitating paired single-family homes filling in the land between these larger lots and the Golf Course.

The RL proposal lining Morristown Pike will provide a cohesive and similar character to the existing homes in the area. The Petitioner proposes to add a landscaped green space and paved pedestrian path along Morristown Pike that will connect to the Pennsy Trail. The details of this proposal need to be examined during platting.

The paired villas proposed in the PUD portion have been proposed to be built with a similar and complementary design to each other, creating a distinct and striking difference between the surrounding properties and the paired units. The fact that visitors to the golf course will drive through the paired villas increases the public visibility of these homes. This highlights the need for design standards to be well thought out and adhered to, or risk the development having a negative impact on the surrounding existing properties. The proposal does not provide adequate information for a full review of these paired villas in this regard. Staff is concerned that there are attempts through this proposal to lessen the degree of regulation and oversight ensuring the well-designed development of these units, which could have a detrimental impact on the surrounding and existing residential neighborhoods.

(3) The most desirable use for which the land in each district is adapted;

Findings:

As stated above, the most desirable use has already been identified by the Comprehensive Plan and the existing development pattern in nearby subdivisions. The incorporation of the Golf Course and ensuring its continued viability is a very desirable use for the City. The beautification of Morristown Pike and allowing for well-planned pedestrian access along it to Pennsy Trail is of paramount importance for this corridor's future development. The introduction of denser housing on smaller low maintenance lots could provide an alternative that allows a more efficient use of land and gives a larger number of residents an opportunity to enjoy the nearby amenities. In general, Staff finds that the argument has not been made in the proposed PUD application to circumvent the Comprehensive Plan. To borrow a phrase, the devil is in the details, and Staff finds that the details have not been fully considered or worked out at this time.

(4) The conservation of property values throughout the jurisdiction;

Findings:

The use of this property for residential development is desirable and logical. The development pattern should be sensitive to adjacent residential lots and the Pennsy Trail. The proposal provides for buffer yards along both the north, west, and south ends of the development. The RL portion of the development will help to maintain property values.

This proposal will provide an extension of the corporate boundaries of the city and extension of municipal services to the immediate area. These services may act to increase the value of adjoining properties and provide for infrastructure extension to un-annexed property to the east.

(5) Responsible development and growth.

Findings:

The development should follow the recommendations of the comprehensive plan, or show why the proposal better serves the community. The elements of responsible development and growth would best be served by providing a plan for development to justify any zoning request. The annexation will contribute to the contiguity of city limits.

Severability of Applications:

Staff is generally supportive of an application for annexation for all of these properties, given the right zoning proposals. Staff is generally in support of the RL and PARK zoning recommendations. Staff is not supportive of the PUD as submitted. The Park District annexation is contingent upon the PUD District being approved to achieve the required 1/8 continuous boundary.

Proposals for Conditional Zoning Recommendations upon Annexation

REZ24-01 RL – Residential Low Density Zoning Proposal

The RL portion of the proposed annexation is limited to 15 lots along the west perimeter with direct driveway access from each lot to Morristown Pike. These lots will be of a similar size to the existing lots in surrounding neighborhoods. The community will enjoy front façade architecture that will face Morristown Pike.

These lots would be broken up by the 2 entry-roads leading into the paired villa subdivision and golf course to the east. The RL lots are proposed to be approximately 90' x 150' in size. A landscaped walking path / trail has been proposed along Morristown Pike, lining the front of these larger lots, and acting as a pedestrian connector to the Pennsy Trail to the north.

Proposed Lot Development Standards vs UDO standards:

	Proposed	RL
Min Lot Width	90'	80'
Min Lot Area	13,500 sq ft	12,000 sq ft
Min Front Lot	(none mentioned –	30'
Setback	assumed UDO	
	standard)	
Min Side Lot Setback	10'	15'
Min Rear Lot	20' + Easement	20' + Easement
Setback		

Requested Conditions, Waivers, and Commitments:

The Petitioner has made the following commitments and requests for waivers to the RL district as compared to UDO standards.

1.) Sod shall not be required – each lot shall be seeded upon completion of the dwelling.

Findings: Dismiss. Sod is not a requirement per current UDO standards and this is an unnecessary request.

2.) Side Lot Setbacks shall be a minimum of 10'

Findings: Dismiss. This request cannot be considered by the Plan Commission. A development standards variance would need to be filed with the Board of Zoning Appeals to allow for this side yard modification from the required 15' side setback in an RL District to 10'. Furthermore, no apparent hardship or justification has been provided and Staff will not support this variance at the BZA.

3.) Rear Lot Setbacks shall be 20' plus any easement.

Findings: Dismiss. RL District requires a 20' rear yard plus any easement. This is a superfluous commitment.

4.) 10' trail in lieu of sidewalk along Morristown Pike as part of a 20' greenspace buffer along Morristown Pike.

Findings: Paved walking trails are desired along thoroughfares within the right of way and Staff recommends approval of this commitment. The proposed green space would need to be in an easement on each lot or in a common area. Discussions with the petitioner and potential builder of these lots indicated the RL lots were to be developed without an HOA, as the builder has many requests for such a lot within city limits. In order to not have an HOA the subdivision cannot contain any common area. A lingering question is if this greenspace buffer is intended to be a Common Area to be maintained by an HOA, or if this is a commitment to have a green space buffer easement and additional setback in addition to the 30 foot front setback requirement. If the green space as an easement on individual lots is proposed, a commitment will be placed on each lot owner to maintain an approved landscaping plan within the easement.

General Findings for the RL District proposal: Staff finds this zoning proposal has not been well thought out and there are unanswered questions and concerns which have not been adequately addressed. It should be noted that these items can be worked out during platting of the property, and the RL District is an appropriate "holding zone" for any property annexation into the city.

While not required, no information has been provided regarding house type or architectural design. The RL Ordinance, Chapter 155.017 of the UDO, suggests RL developments should minimize the impact of garages by establishing side load or angled garages, utilizing decorative and upgraded doors and finishes, or pushing the garage back from the front façade. This allows for additional design features that enhance the character of this district.

While not required, two thirds of these 15 exclusive lots do not have any buffer yard, mounding, or landscaping proposed between them and the smaller, denser two family villa lots proposed to the East.

What mechanism will provide assurance that a green space along Morristown Pike will be preserved and maintained? A specific landscape plan will be required at platting. Will the landscaping hinder site lines for the 15 driveways? Will the paved pedestrian path be within right of way or within the green space? Will there be an HOA?

REZ4-03 PK – Park Zoning Proposal

The existing Hawks Tail Golf Course is a public course and is proposed to remain intact in its entirety along with its associated buildings and facilities. The area is proposed to be separate from the proposed residential developments and zoned as "PK" Park based on its current and most appropriate uses. Access to the golf course will be made through the northern entry drive of the paired villa subdivision which connects to the existing narrow asphalt drive on the golf course. The PK District allows for both public and private recreational uses.

PK Requested Conditions, Waivers, and Commitments:

The Petitioner has made the following request for waivers or commitments, regarding the PK district as compared to UDO Standards.

- 1.) The Golf Course shall have the option, but not be required, to connect to or run City utilities to the Park Zoning Property
- 2.) No structures or improvements on the Park Zoning Property shall be required to utilize City utilities.

Findings: Utility Connections are not necessary upon annexation of an existing use such as the Golf Course or any structures currently in existence, such as the clubhouse. Connections would only be required upon expansion of any existing structure, or new development being built, or subdividing the property. As it stands, Hawks Tail Golf Course and Clubhouse and any existing ancillary buildings are allowed to remain on the existing well(s) and septic system(s) currently in use without any requirement to connect to City Water or Sewer upon annexation. The property currently lies outside the City Electric Service Territory. Any Utility Connections can be requested by properties within the City Limits and/or within the serviced territories for the specific utility in question at any time. If a utility connection is requested, or any subdivision of the property is proposed, all availability fees for water and sewer, as well as connection fees, will be due based on the acreage of the property or any subdivision thereof at the time of the request or subdivision.

General Findings for the Park District proposal and annexation: Hawks Tail Golf Course is a desirable community amenity. Without the RL and PUD portions of the site the golf course does not have contiguity to be annexed on its own.

Staff has insisted that this annexation proposal include the golf course in order to provide the required boundary connectivity the next potential land development opportunity to the East. On its own, without the recreational benefit, the creek and floodplains located on this property create a natural barrier to future eastward boundary expansion of city limits so this is our best chance to bridge that gap. It is important to include all of the land in this annexation petition.

PUD24-02 – Planned Unit Development Zoning Proposal

Chapter 155.019 "Planned Unit Development" of the UDO states that a PUD is intended to provide for large developments where the uses, standards, and requirements of a standard UDO Zone District cannot achieve the desired development pattern. Examples include a combination of mixed uses, a master planned community to achieve a variety of development standards, or unique design or scale.

The PUD is situated to the East of the proposed RL District and to the West of the golf course Park District and is proposed to be 116 paired villas, on 58 paired lots. Each paired villa will be a two unit attached dwelling on its own lot with a common property line between the adjoining

structures. The community will provide low maintenance living and the villas will be sold to individual owners. This is not planned to be a "for rent" community and no golf course owned rentals are proposed.

Findings: It should be noted that Staff did not recommend this petition move forward as submitted, but the Petitioner insisted. There are many unanswered questions and concerns regarding this proposal which have not been adequately addressed. These issues range from simple missing information within the provided documents; to conflicting information between documents; to design standards and zoning concerns left unresolved. Staff cannot support this project as currently proposed based on its incomplete and inadequate filings and documentation.

PUD Plan

Several plans have been submitted presumably to serve as the adopted Planned Unit Development Plan to be approved and added as an exhibit to the recorded PUD Ordinance. An example of the discrepancies in documents is seen in the Revised Documents provided post-Tech Review by comparing the Overall Zoning Map to the Conceptual Color Rendering to the Sketch Plan documents. The road layout within the PUD districts do not match between the three documents. The number of lots within the PUD districts do not match, either. The Sketch Plan is combing the "Paired Villas" onto a single lot, where-as all other documents and the stated purpose of the proposal is for them to be on individual lots with a shared-wall lot-line. A zoning exhibit of the entire area to be annexed should be created. An accurate Planned Unit Development plan of the PUD property should be created and attached to the PUD Ordinance and PUD Statement.

PUD Statement of Purpose and Intent:

A Statement of Development Standards has been provided within a PUD Ordinance (see Exhibit # 6).

General Findings: It should be noted that the PUD statement itself is a redlined draft document and it needs to be finalized.

1. The proposed PUD states that this is a residential golf course community and that the units will be in "close proximity" to the public golf course and the Pennsy trail. The intent is to promote active living by offering HOA lot maintenance that will eliminate personal time spent cutting the lawn, removing snow, trimming trees, etc. It is implied that personal time gained can be used to take advantage of the Pennsy Trail and the golf course.

Findings: There is no indication of what exactly makes this a golf course community, other than it is in close proximity. It has been stated that the owner of the golf course is to provide the maintenance of the lots, at least initially. This is established through a set of HOA Covenants and Restrictions that provide no guarantees of community structure to the City through any relative zoning commitments. Any company can provide the lot maintenance, and many communities

offer this service, so this is not a unique or compelling feature creating a golf course community. Any resident can take advantage of the Pennsy Trail and the golf course.

Staff could support a PUD proposal that saw the Golf Course financially and significantly tied to the villas to ensure that they support each other and to fund the preservation and maintenance of the golf course, as well as to really create an active living golf course community with membership and recreational opportunities incorporated into the "lifestyle community". Without such a connection, the PUD needs to provide compelling design and recreational opportunities within its own boundaries to be an active living community. There is no guarantee the golf course will stay in existence, or not be rezoned in the future so this cannot be relied upon without a deeper partnership.

2. The PUD Statement declares this community will add to a variety of housing types within the city.

Findings: Typically, a PUD is intended to be used as a tool to establish and provide a variety of housing types within the proposed planned development itself, not to add variety to the larger community. The 2023 PUD as originally proposed met this goal. Paired villas are becoming common place as almost every developer is currently proposing paired villas in order to provide attainable housing in the current economy. This development pattern is entirely possible within the RM District, and does not rely on a PUD zoning to exist.

3. The PUD intent is stated to utilize a creative approach in land planning to utilize infrastructure, promote the desirable use of common areas and promote variety in development patterns. The required street trees are proposed in lieu of trees on the lot.

Findings: The PUD does not offer a common area buffer along 10 of the proposed RL lots. The plan shows the rear of these two family units backing up directly to the RL lots. The PUD offers a walking trail on the east perimeter which will provide views of the golf course. Staff has some concerns about fairways and walking trails in the same vicinity although many golf course communities do enjoy lots that abut the course directly. Common areas within the PUD consist of ponds and a dog park. There is not a lot of creativity offered for community gathering spaces such as a clubhouse, or recreational opportunities, such as a playground, a pool, or fitness stations.

Section IV. Land Use & Development Standards:

The PUD Statement proposed that the 116 villas will provide a density of 4.05 units per acre. This is near the high end of a density of 1-5 units per acre in a typical RM residential moderate zone district. The PUD statement declares the underlying zone district to be adhered to, should any standards not be addressed, is the RM District.

The PUD proposes to reduce the front and rear yards, as well as the lot area of each lot as compared to the RM District. Below is a staff-generated chart comparing standards between the proposed PUD, and the current RM and RU standards from the UDO. Items unique to one

standard and items which matched between all 3 zones were not included in this comparison: PUD standards less than the RM have been highlighted.

	PUD	RM	RU
Min Front Building	15°	25'	10'
Setback			
Min Perimeter	15°	NA (future UDO	NA
Setback		proposed to be 20')	
Min Side Yard	6'	5' w/ 12' aggregate	5' w/ 12' aggregate
Setback			
Min Rear Yard	<mark>15'</mark>	20' + Easement	10' + Easement
Setback			
Min Rear Yard	15' + Easement	20' + Easement	10' + Easement
Clearance from Bldg			
to Easement			
Min Lot Width	96'/ pair 48'/	90' / pair 45'	60'/pair 45'
	individual	individual	individual w/ alley
			access
Min Lot Area	5,000 sq ft (10,000 /	7,000 sq ft (14,000 /	3,000 sq ft (6,000 /
	<mark>pair)</mark>	pair)	pair)
Garages &	Min 2 Parking Spaces	Min 2 off-street	Min 2 off-street
Driveways (Parking)	(1 enclosed, 1 off-	Parking Spaces	Parking Spaces
	street)		

Findings: PUD Residential Standards –

- Justification, or reasons these reduced lot square footage, and yards reductions will better serve the community, such as exceptional and unique architecture, creative design or additional common area is not provided.
- The proposed 15' Front Building Setback means that there is not enough space between garage door and sidewalk for a vehicle to park without impeding the sidewalk.
- Garages and Driveways section requires a minimum 1 car garage, 1 paved parking space outside of the garage per lot, which would be in the driveway, which does not have room based on 15' Front Building Setback.
- Rear Yard Setback of 15' + Easement compared to normal 20' + Easement per UDO is insufficient. The 20' distance is to ensure there is reasonable and usable rear yards on each property which can be fully fenced. The 5' reduction does not have an explicit need and does not provide a particular benefit.
- One document states the walking path along Morristown Pike will be 10 feet and the PUD Statement says 8 feet wide. Nowhere does it state what material will be used to establish the walking trails. Trails along Morristown shall be paved with asphalt.
- Acreage and densities listed in the Development Statement, the applications, and the sketch plan provided as a PUD plan do not match. Staff needs verification of which document (if any) is accurate, and all documents in error need to be corrected.

- The HOA covenants prohibit overnight parking on public streets. This will be a problem with such a limited amount of off street parking options.

PUD Architectural Standards Modification requests

1. 155.101.2.B – Request to provide Like Model Elevations with 1 unit of separation where normally 2 units of separation are required when on the same side of a street and may not be repeated directly across the street from each other. Petitioner proposes to reduce that to 1 unit of separation when on the same side of the street and to allow for like model elevations to be installed directly across the street from one another. The rationale provided by the Petitioner is that this helps increase the efficiencies of the HOA, and that a large variety would be a hinderance on the consistency during development and future maintenance of the properties.

Findings: Staff does not support this request and finds that the "rationale" provided is insufficient to justify the requested modification from the current code. This lack of variety is in direct conflict with the Petitioners Statement of Purpose and Intent, and staff recommends denial the modification.

2. 155.101.5.A – Request to provide Garage Façade Width up to 65% the total building façade width on front-loading garages, where normally only 50% is allowed. Petitioner proposes to allow for up to 65% of total building façade width to be front-loading garages. The "rationale" provided by the Petitioner is that "additional flexibility is necessary to provide large enough garage access to meet the desired floorplans."

Findings: Staff does not support this request and finds that the "rationale" provided is insufficient to justify the requested modification from the current code. Other paired-unit developments have successfully applied for up to 60% within the City of Greenfield under PUDs, but these had agreements to use a significant number of side-loading garages within the development placed every 3 lots, to lessen the "garage façade" impact on the streetscape while still providing for 2-car garages on narrow lots. No such accommodations have been provided with this proposal and Staff recommends denial of the modification.

Section V. Statement of Commitments:

A statement of commitments has been provided as Section V of the PUD Statement. A list of the commitments Staff does not recommend is provided below.

1.) Open Space (d.) – "Ponds will be maintained."

Findings: Aside from the normal rules and regulations requiring that landscape features are maintained per the UDO and Municipal Code, staff is unsure why this is mentioned within the PUD Statement. It does not specify who would maintain them, though it is assumed the HOA would as they would be on Common Area land.

2.) Landscaping (d.) Street trees will be placed in lot to avoid utility conflicts.

Findings: Street trees are required to be placed in the street right of way, in addition to any trees on the lot. A commitment could be made to place any trees that cannot be located in the right of way due to utility conflicts within common areas. Staff notes the small front yards will make it difficult to provide both street trees and front yard trees. Front yard trees should be provided where waterlines and site distance issues impede street tree locations.

2.) Landscaping (e.) – "Effort shall be made to preserve existing trees along adjacent to the development."

Findings: Replace proposed language with the following:

"Preserve existing trees and open space as depicted on the Concept Plan and identify the areas on construction plans with fencing clearly delineating preservation zones. Permitted reasons for tree removal include drainage and utility improvements and trail installation and maintenance and require administrative approval by the Planning Director."

5.) Shared Drives (a.) – "A maximum of 50% of buildings may have courtyard driveways."

Findings: This statement is unclear, and Staff does not know what it is referencing by "courtyard driveways". There are no shared drives shown or mentioned in the proposals. Courtyard driveways typically refer to driveways with side-loading garages, frequently seen in other paired unit developments to reduce the garage façade's impact on the streetscape. Staff would recommend at least 30% - 40% be courtyard style garages and driveways, and that they should be placed every 3rd lot. This is to reduce the impact of the garage façade(s) on and reduce the general monotony of the public space along the streetscape. This would be in line with other developments within Greenfield, such as the Park Rose PUD subdivision, recently approved by this Plan Commission.

General PUD Statement Comments

The exhibits attached to the PUD Statement show a site layout with 5' Side Yard Setbacks and 10' Rear Yard Setbacks. The same PUD document states that the minimum Side Yard Setback is 6' (for a 12' aggregate) and that the Rear Yard Setback is 15' + Easements. This type of inconsistency is common throughout the proposal and is a large part of why Staff considers the documents for this Petition to be incomplete and insufficient.

PUDs should incorporate example renderings and elevations of the typical homes and buildings which would be built within the proposed development. Though a few example renderings have been provided within the PUD Statement document, they are minimal in their scope and lacking in detailed information. No elevations have been provided to date. As such Staff has minimal capacity to review or provide professional opinions regarding the potential homes to be built within this development. Each home would require more extensive review during the Permitting phase to ensure compliance with the Design Standards of the UDO at the time of the permit being filed.

This lack of a holistic design is counter to the argument used by the Petitioner regarding Like Model Elevation requirements, namely that they do not want a large variety of units. If it is their intention for the development to be holistically designed, then it needs to be proposed and reviewed as such. If it is their intention for the development to adjust to the market and regulations of the time when individual homes are built, then their justification for reduction in Like Model Elevation Separation is inappropriate.

HOA Covenants

The HOA covenants require any lease of a villa to be a minimum of 12 months, unless a hardship, such as military leave.

Technical Review

The Technical Review Committee has reviewed the conceptual plan(s). Water and sewer will be served by the City of Greenfield. Electrical will be provided by Nine Star.

Planning Staff had extensive comments, concerns, and requested revisions during Tech Review. These have not yet been resolved, and the revised documents provided by the Petitioner were inadequate and incomplete. It appears that the PUD zoning designation is simply a means to allow for a reduction in lot sizes and design standards. Paired Unit developments have been approved within the City of Greenfield through the RM and RU zones without the need for PUDs. If the only reason for this request is to reduce the standards as required by the UDO, and to do so without providing a unique and specific reasoning as to why there is a need for this reduction in standards or why the community is better served by this PUD designation, Staff finds no reason such a request should be supported.

REZ24-01 RL District

Staff Recommendation: Withdrawal of the Modification Request for the Reduction in side yard setbacks within the RL District under Petition REZ24-01 and refiling as a development standards variance at the BZA.

Staff Recommendation: Approval of the RL District Conditional Zoning upon annexation, based upon the findings in the staff report, and the following conditions.

- 1. The petitioner shall install a 10' wide asphalt pedestrian pathway within the right of way of Morristown Pike connecting to the Pennsy Trail at the north terminus in lieu of a sidewalk.
- 2. The petitioner shall work with staff to provide a buffer green space along Morristown Pike during platting.

REZ24-03 Park District

Staff Recommendation: Approval of the Park District Conditional Zoning upon Annexation assuming the property included in **REZ24-02** can achieve 1/8 contiguity to current city boundaries.

PUD24-03 Planned Unit Development

Staff Recommendation: Denial of the conditional PUD District zoning upon annexation.

VA24-01 Annexation

Staff Recommendation: Continue the annexation request of the PUD and Park Districts until all zoning issues are resolved at the Plan Commission.



Jacob S. Brattain Direct Dial: 317-825-5183 JBrattain@mcneelylaw.com

September 27, 2023

City of Greenfield Plan Commission 10 S. State Street Greenfield, IN 46140

Re: Rezone Request for Hancock County Parcel # 30-11-04-100-001.001-008, 30-11-04-100-010.001-008, 30-11-04-100-002.002-008, 30-11-04-100-003.000-008

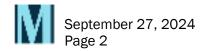
Dear Plan Commission Members:

This letter serves as a letter of intent for the proposed zoning map amendment for property located at approximately 145 South Morristown Pike, Greenfield, IN 46140, which includes Hawk's Tail of Greenfield Golf Course (the "Course") and the vacant land between the Course and Morristown Pike (the "New Development"). This Rezone Request contains four (4) separate Parcel Numbers: 30-11-04-100-003.000-008 (the Course) and 30-11-04-100-001.001-008, 30-11-04-100-010.001-008, and 30-11-04-100-002.002-008 (the New Development) (collectively, the "Property"). McNeelyLaw LLP represents owner of the Property, William Eric Group, LLC ("WEG"). WEG is requesting to rezone the Property in order to construct new homes and paired villas at the New Development, allowing the Course to be enjoyed by more residents and integrated into the City of Greenfield.

The Property is approximately 170.357 acres, with the New Development being 36.3 acres and the Course making up the remainder. The Property is bound by the Pennsy Trail on the North and Morristown Pike on the west, with agricultural fields to the south and east, with a residence adjacent to the southwestern corner. The Ridges Over Brandywine housing development is opposite of the Property across Morristown Pike.

The goal of the rezone is to allow for the development of a residential golf course community comprised of fifteen (15) residential lots along Morristown Pike and 116 paired villa units between the residential lots and the Course. On the image below, the residential lots are shown in yellow and the paired villa lots are in green. If approved, the New Development will provide Greenfield and Hancock County residents an opportunity to live close to Hawk's Tail Golf Course, city amenities, and the Pennsy Trail in a well-manicured, purpose-built community.





To facilitate this proposed use of the Property, WEG is requesting a to rezone the New Development to a combination of RL Residential Low Density Zoning and PUD Planned Unit Development Zoning and the Course to Park Zoning. The land frontage along Morristown Pike underlying the residential lots will be RL Zoning and the land underlying the paired villa units will be PUD Zoning. The paired villa units will be governed by a strict set of Covenants, Conditions, and Restrictions, which includes: provisions to ensure that the subdivision and infrastructure are properly maintained and manicured, rental restrictions, and building standards, among other things.

Along with its application, WEG is submitting a proposed PUD Ordinance, a draft of the Covenants, Conditions, and Restrictions that will encumber the paired villa development, and proposed conditions for the RL Zoning and Park Zoning districts that are part of the Property.

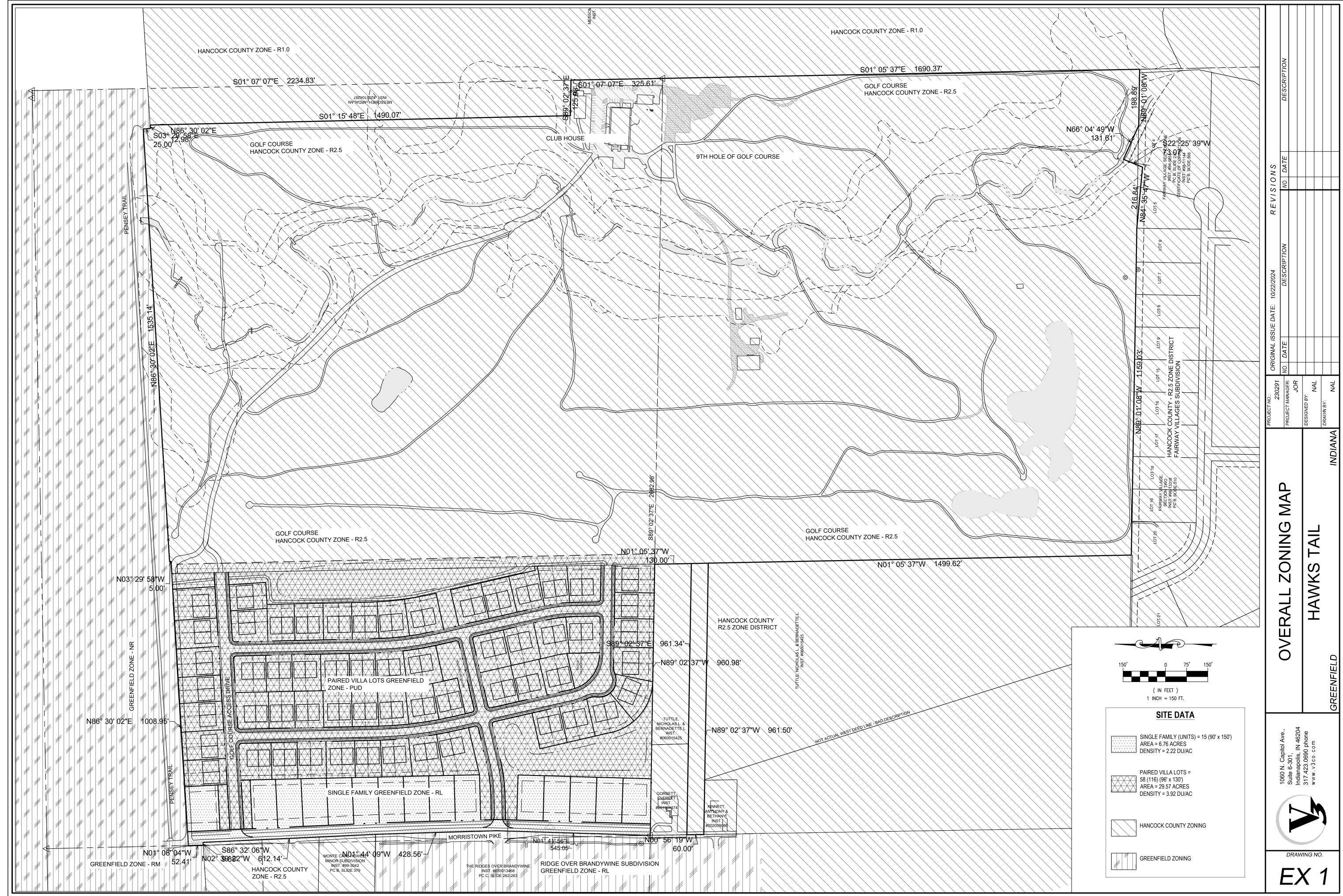
This development would allow for responsible development to be added to the City of Greenfield and provide residents with an opportunity to live in planned community close to all that Greenfield has to offer.

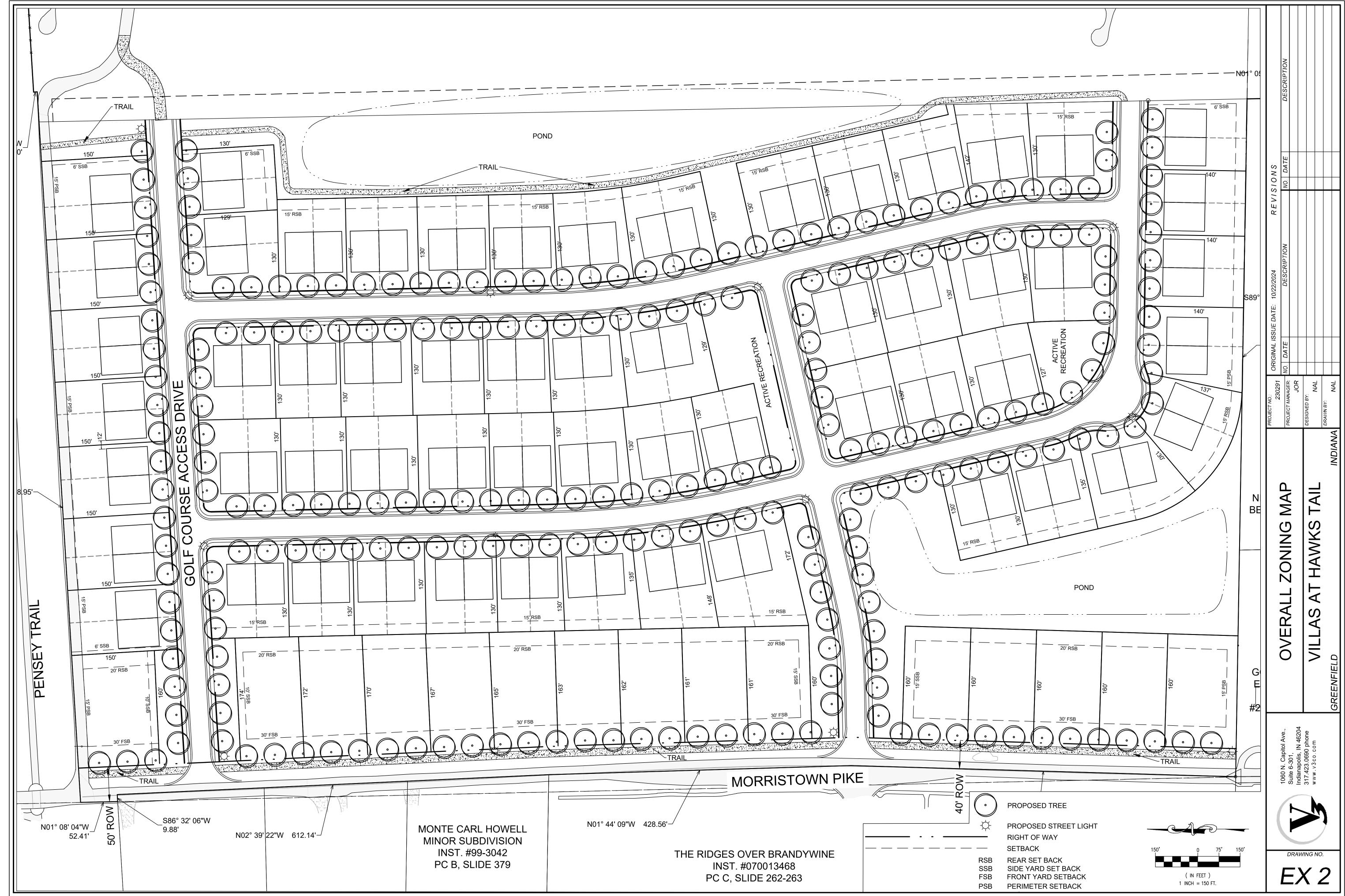
Very truly yours,

McNeelyLaw LLP

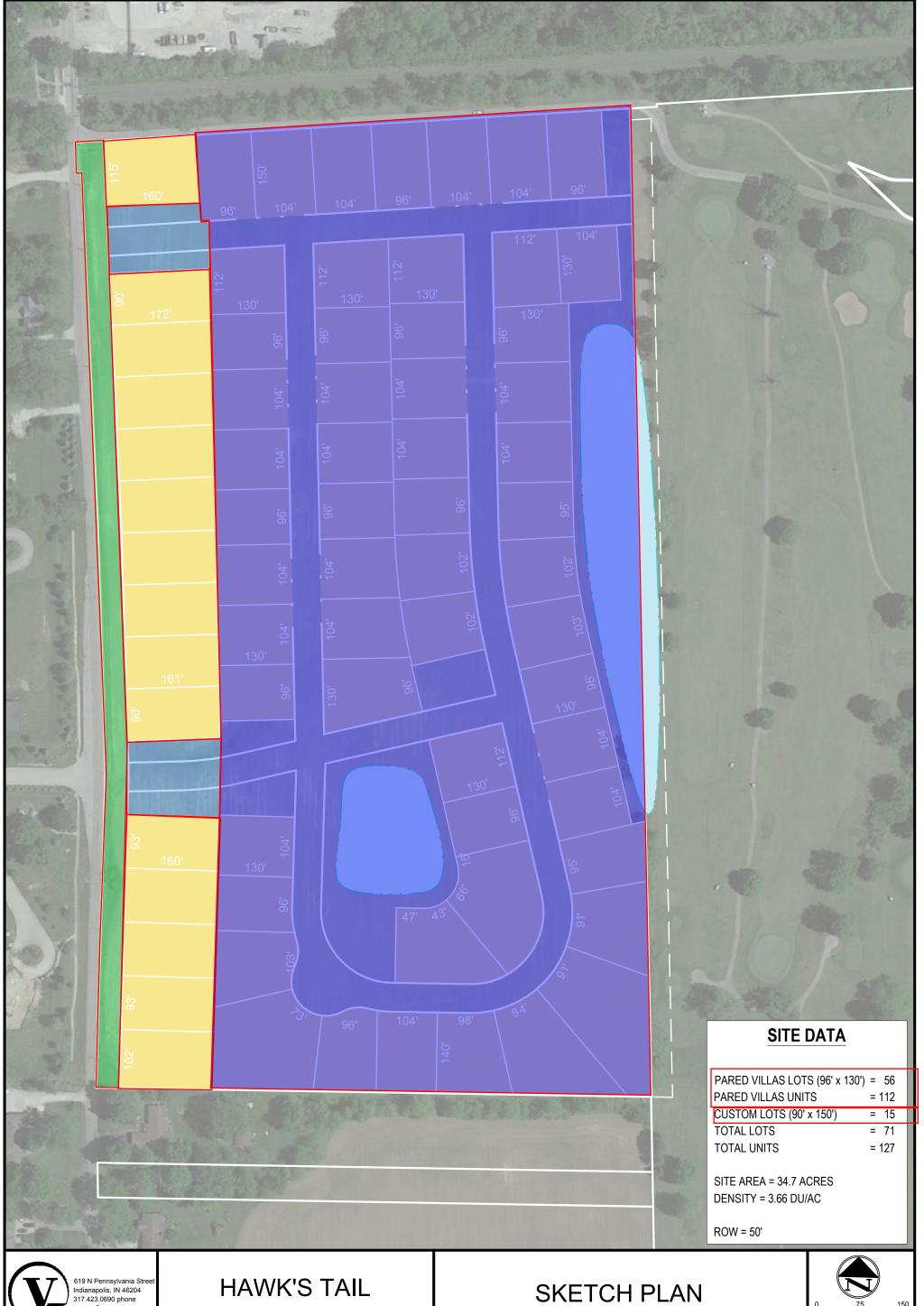
Jacob S. Brattain

Jacob S. Brattain









ww.v3co.com

INDIANA

DATE: 08-04-23

Zoning Conditions, or Waivers, and Commitments

The following shall apply to the RL Residential Low Density Zoning area:

- 1. Sod shall not be required each lot shall be seeded upon completion of the dwelling.
- 2. Like Model elevations, brick or stone, and siding colors shall be separated by a minimum of one (1) lot when on the same side of the street.
- 3.2. Side lot setbacks shall be a minimum of 10 feet.
- 3. Rear lot setbacks shall be a minimum of 20 feet plus any easements.
- 10 foot trail in lieu of sidewalk along Morristown Pike as part of a 20' greenspace buffer along Morristown Pike.

The following shall apply to the Park Zoning area:

- The Golf Course shall have the option, but not be required, to connect to or run City utilities to the Park Zoning Property.
- 2. No structures or improvements on the Park Zoning Property shall be required to utilize City utilities.
- 3. Real and Personal Property Taxes on the Park Zoning Property shall not exceed those that would have existed if the Property were to remain in Hancock County.

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ORDINANCE NO. 2024/

AN ORDINANCE AMENDING THE ZONING CODE OF GREENFIELD, INDIANA

BE IT ORDAINED BY THE COMMON COUNCIL OF THE CITY OF GREENFIELD, INDIANA, UNDER AUTHORITY OF THE INDIANA ADVISORY PLANNING LAW, I.C. 536-7-4, AND ALL ACTS AMENDATORY OR SUPPLEMENTAL THERETO.

SECTION I.

That Section 155.006 ZONE MAP of the Greenfield UDO, Chapter 155 of the CODE OF ORDIANCES OF GREENFIELD, IN DIANA, is amended as follows:

The Zone Map referred to in Section 155.006, known as the ZONE MAP, GREENFIELD, INDIANA-2020, as amended, and referred to as the "Official Zone Map" is hereby amended by reclassifying the following described area to the "PUD" Planned Unit Development District:

Legal Description

That portion of the Northeast Quarter of Section 4, Township 15 north, Range 7 East of the Second Principal Meridian, Center Township, Hancock County, Indiana, described as follows:

Commencing at the southwest corner of said Northeast Quarter as located per survey by the plat of The Ridges Over Brandywine Subdivision as per plat thereof recorded as Instrument Number 070013468 in the Office of the Recorder of said county; thence South 89 degrees 02 minutes 37 seconds East along the south line thereof 199.90 feet to the POINT OF BEGINNING; thence North 01 degree 41 minutes 56 seconds East 524.29 feet to the beginning of a curve to the left having a radius of 525.00 feet and a central angle of 00 degrees 55 minutes 38 seconds, the radius point of which bears North 08 degrees 46 minutes 45 seconds West; thence easterly along the arc of said curve 8.50 feet; thence North 09 degree 42 minutes 23 seconds West 50.00 feet; thence North 01 degree 16 minutes 03 seconds West 879.12 feet; thence South 86 degrees 30 minutes 02 seconds West 11.84 feet; thence North 03 degrees 29 minutes 58 seconds West 200.00 feet to the south line of the Pennsy Trail (formerly the south right-of-way line of the P.C.C. & St. Louis Railroad); thence North 86 degrees 30 minutes 02 seconds East along said south line 757.69 feet; thence South 01 degree 05 minutes 37 seconds East 1711.78 feet to the south line of said Northeast Quarter; thence North 89 degrees 02 minutes 37 seconds West along said south line 761.08 feet to the POINT OF BEGINNING, containing 28.64 acres, more or less.

The above-described real estate shall be developed in accordance with the terms, conditions and statements of the The Villas at Hawk's Tail Planned Unit Development Statement attached hereto as Exhibit 1, and by reference the Planned Unit Development Statement are incorporated herein.



The Villas at Hawk's Tail Planned Unit Development Statement

Development Standards

SECTION I. STATEMENT OF PURPOSE AND INTENT:

- A. The Villas at Hawk's Tail is a planned, residential golf course community comprised of approximately 116 paired villa units. The primary goal is to provide Greenfield and Hancock County residents an opportunity to live close to Hawk's Tail Golf Course, city amenities, and the Pennsy Trail in a well-manicured, purpose built community. The proposed development standards are intended to carry out the design goals of this planned community. They are written to ensure a unified, quality development and continuity in design.
- B. The following principles will be used in guiding development of a planned community that can respond to changing market conditions. The Villas at Hawk's Tail PUD shall:
 - 1. Simplify the consideration and review of development proposals by providing for the thoughtful and concurrent review of land use, public improvements, and site design considerations;
 - 2. Offer residents of the City of Greenfield a unique, active living opportunity that incorporates access close proximity to both Hawk's Tail Golf Course and the Pennsy Trail;
 - 3. Ensure that a variety of residential developments are being promoted within the City of Greenfield, including those that promote active recreation and low maintenance obligations for owners;
 - 4. Allow for a more creative approach in land and building site planning to utilize existing features and infrastructure to benefit a large number of residents;
 - 5. Encourage an efficient, aesthetic, and desirable use of existing topography, open space, and/or common area; and
 - 6. Promote variety in the physical development pattern of the community through a new, lifestyle-focused community.

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SECTION II. AUTHORITY

These standards shall apply to all property contained within The Villas at Hawk's Tail as described herein. These regulations and requirements shall become part of the Planned Unit Development Ordinance and shall provide the governing standards for review, approval, and modification of all land use and development activities occurring at The Villas at Hawk's Tail. The provisions of these Standards shall prevail and govern the development of The Villas at Hawk's Tail superseding the existing zoning ordinance. The zoning ordinances and regulations of the RM - Residential Moderate Density District of the Unified Development Ordinance effective at the time of Ordinance shall apply if the provisions of these Standards do not address a specific subject. For convenience, a full copy of the RM standards are attached as an exhibit to this Ordinance.

SECTION III. SITE LOCATION

The Villas at Hawk's Tail is a proposed residential development of approximately Twenty-Eight point Six Four (28.64) acres located approximately at the southeast corner of South Morristown Pike and the Pennsy Trail, approximately a tenth of a mile south of US 40.

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SECTION IV. LAND USE & DEVELOPMENT STANDARDS

TABLE 1. DEVELOPMENT SUMMARY

Acreage	28.64 Acres
Number of Units	116 Lots with One (1) Villa per Lot
Density	4.05/Units per Acre
Underlying Zoning	RM - Residential Moderate Density District

TABLE 2. LAND USE CATEGORIES

Use	Number of Lots	Land Area	Building Designations on Plat
Residential Paired Villa Lot	116	28.64 acres	Paired Villa Lot

GENERAL DESCRIPTION

The proposed Development, named The Villas at Hawk's Tail, is a paired villa subdivision consisting of 116 paired villa units adjacent to the Hawk's Tail Golf Course. Each paired villa will be a two (2) unit residential dwelling that shares a common wall, with the property line dividing the lots on the common wall. The community will be governed by a strict set of Covenants, Conditions, and Restrictions, which includes: provisions to ensure that the subdivision and infrastructure are properly maintained and manicured, rental restrictions, and building standards, among other things.

The Villas at Hawk's Tail features a mix of passive and active open spaces, including tree-lined streets, a path that runs along the retention pond and connects directly to the Pennsy Trial, and

dedicated recreation areas. The layout of the subdivision contributes to a more aesthetically pleasing community with a secluded, park-like environment, while still providing direct access to walking and biking trails, the golf course and its amenities, all just a short walk or bike ride to Riley Park or downtown Greenfield. Communities with access to amenities that are not required to be maintained by the homeowner increase home values (i.e., tax base).

HOUSING TYPES

The applicant is proposing 116 paired villas for this project, targeting buyers seeking low maintenance living. The community will be protected by Covenants, Conditions, and Restrictions that impose a mandatory homeowners' association that provides mowing, snow plowing/pushing services for driveways and sidewalks, and landscaping maintenance. The inclusion of these services will make The Villas at Hawk's Tail ideal for retirees, busy young professionals, or anyone else that would rather focus on being active and outside of the home.

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TABLE 3. RESIDENTIAL DEVELOPMENT STANDARDS

Item	Requirement
	15'
Minimum Front Building Setback	
	15' along the north and south edges of the
Minimum Perimeter Setback	property
	1012' between each paired villa
Minimum Distance between Buildings	
	<u>6</u> 5'
Minimum Side Yard Setback	
	10 <u>15</u> '
Minimum Rear Yard Setback	
	1 <u>5</u> 0'
Minimum Rear Yard Clearance from Back	
of Primary Building to an Easement	0.71
D 1111 - 1111 - 1111	35'
Maximum Building Height	062
NA''	96' - per combined villa lots
Minimum Lot Width	48' – per each individual villa lot
Minimum Lot Area	5,000 per lot/10,000 square feet per combined villa lots
Willimum Lot Alea	
Garages and Driveways	Each house shall have an attached garage that accommodates no fewer than one (1) car. All
Carages and Driveways	homes shall have a minimum of three two (23)
	parking spaces on each lot, which includes one
	(1) enclosed by the garage and one off-street,
	paved parking spot. two (2) spaces in front of the
	garage, located between the garage and the
	street.
	All sidewalks will be five (5) feet wide. Multiuse
Streets and sidewalks	paths will be eight (8) feet wide. Paths will be
	maintained by the HOA. Petitioner will cooperate
	with City to construct a sidewalk connecting to
	Morristown Pike and connect a recreational trail to
	the Pennsy Trail in order to enhance pedestrian
	connectivity.
	Bold and neutral color palettes shall be permitted
Exterior Colors	on home exteriors. A mixed palette on a single
	building should be carefully selected so that all
	colors are harmonious with each other.
	Exterior cladding: Permitted materials shall
Exterior Materials	include the following:

	a. Brick or brick veneer b. Stone/cultured stone or stone veneer c. Wood lap siding, composite siding and cedar shake siding (painted or stained) d. Stucco- per industry standards- light to medium textures e. Fiber cement lap or panel f. Vinyl siding (minimum 0.44mm044in)
Entry Monumentation	Entry monuments will be located at the newly-created entrance from Morristown Pike and at the current golf course access drive.
	Maximum sign area - thirty-two (32) square feet.
	Maximum sign height- Monument: Eight (8) feet in sign height on a thirty-six (36) inch or shorter base.

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TABLE 4. ARCHITECTURAL STANDARDS

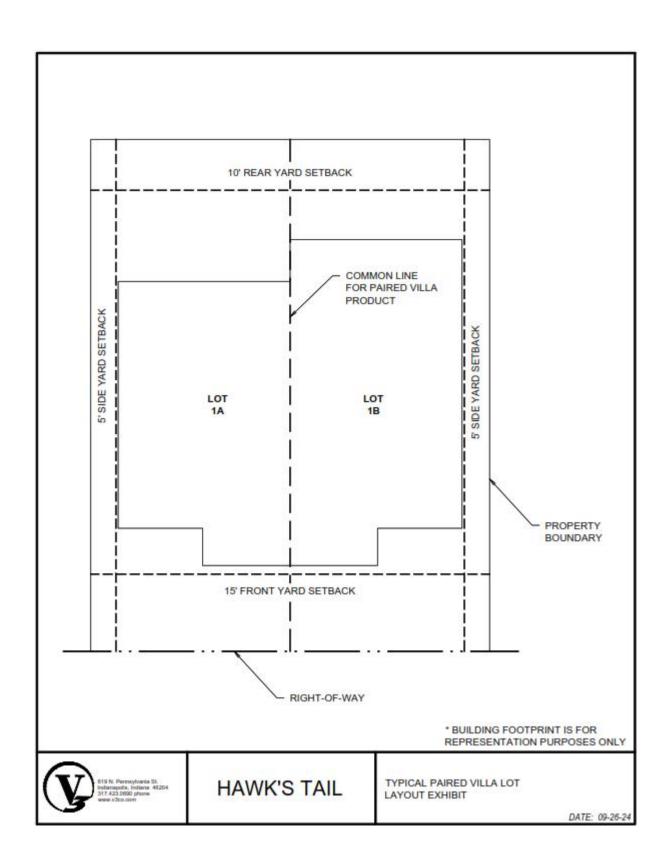
All Standards in Section 155.101 of the Zoning Ordinance; DESIGN STANDARDS FOR SINGLE-UNIT/ MULTI-UNIT DWELLINGS shall be met with the following exceptions; however, the developer reserves the right to file for modifications with Planning Commission from Design Standards, per Section 155.105:

Ordinance Standard to	Modified Language	
be Modified		
§155.101 2(B) - Home	Like model elevations, brick or stone, and siding colors shall be	
Mix Guidelines	separated by a minimum of two lots when on the same side of the street,	
	and may not be repeated on an adjacent lot directly across the street.	
	Changes in siding color and/or brick or stone along do not constitute a	
	new elevation nor meet the separation clause of this subsection.	
	Proposed Language: <u>Like model elevations</u> , <u>brick or stone</u> , and <u>siding</u>	
	colors shall be separated by a minimum of one lot when on the same side	
	of the street, and changes in siding color and/or brick or stone along do	
	not constitute a new elevation nor meet the separation clause of this	
	subsection. Duplication of model elevations shall be permitted.	
	Rationale: Since the community will be developed at once and then	
	maintained by a Home Owner's Association, duplication a large variety	
	of units promotes would reduce efficiencies that ensure a quality product	
	that is consistent and maintained appropriately. Paired villas shall not be	
	duplicated on adjacent lots.	
§155.101 3(B) –	All residences shall have, at minimum, overhangs of at least nine (9)	
Overhang	inches, or soffits, over all exterior walls.	
Requirements		
_	Proposed Language: All residences shall have, at minimum, overhangs	
	of at least twelve (12) inches, or soffits, over all exterior walls.	
	Rationale: More stringent standards will result in a more aesthetically	
	pleasing end product.	
§155.101 4(B)-	Windows shall have a minimum nominal one by four inch wood or vinyl	
Minimum Window	surround	
Trim		
	Proposed Language: Windows shall have a minimum nominal one by	
	six inch wood or vinyl surround	
	Rationale: More stringent standards will result in a more aesthetically	
	pleasing end product.	
§155.101 5(A)	If the total width of all garage door openings is 50 percent or less of the	
Garage Façade	total width of the façade, the garages may be front-loading.	
Garage Façaut	poter with of the raçade, the garages may be front-loading.	

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	Proposed Language: If the total width of all garage door openings is 65 percent or less of the total width of the façade, the garages may be front-loading.
	Rationale: Additional flexibility is necessary to provide large enough garage access to meet the desired floorplans.
<u>§155.101 5(E)</u>	When the width of the lot is less than 45 feet, garages shall be rear
Garage Orientation	loading or detached and behind the structure. All other lots may use
8	front-, side-, rear-loading, or detached garages.
	Proposed Language: Garages may be front or side, or rear loading, as
	necessary or complementary to the development.
	Rationale: In order to develop the most efficient layout, often times rear
	or detached garage orientations are not possible.

EXHIBIT B- Entry Monument

Example Site Plan



The provided renderings are sample representations of each product only. Supplemental sets of architectural renderings shall be provided to and maintained by Greenfield Planning staff.





Paired Villas



SECTION V. STATEMENT OF COMMITMENTS:

Open Space, Landscaping, and Screening Commitments

1. Open Space

- a. The open space shall be in conformance with the Final Development Plan. All common open space shall be owned and maintained by the HOA.
- b. Recreational Trails will be connected to existing trail infrastructure.
- c. Active Recreation areas will be developed with community input, but will include a dog park to ensure residents have a safe and secure place to care for their pets and amenities to support and encourage use of the recreational paths.
- d. Ponds will be maintained.

2. Landscaping

- a. Landscaping will be installed along interior streets.
- b. Landscaping shall be provided in accordance with the applicable sections of Section 155.063 of the Unified Development Ordinance and Chapter 97 of the Greenfield Code of Ordinances. Landscaping species shall be consistent with Section 155.063 of the Unified Development Ordinance and Chapter 97 of the Greenfield Code of Ordinances, but the right to substitute based on material availability is reserved. A final landscaping plan and any modifications shall be approved by the Planning Director.
- c. All landscaping shall be consistent with what is shown on the final development plan. Any substitutions due to plant availability must be similar in material and size. All common area landscaping shall be owned and maintained by the HOA.
- d. Street trees to be installed in yard (in lieu of tree lawn) to avoid utility conflicts <u>if</u> necessary. Developer shall use commercially reasonable efforts to install trees in the common areas if there are utility conflicts.
- e. Effort shall be made to preserve existing trees along adjacent to the development.

3. Fencing

a. A fence is being considered along the property line between the development and the golf course, along the recreational trail path. Fencing for lots that share a boundary with the golf course shall be wrought iron only.

4. Pedestrian Connections

- a. Pedestrian pathways will be installed within the community as noted on the Final PUD plan.
- b. Pedestrian pathways will be maintained by the HOA.

5. Shared Drives

a. A maximum of 50% of buildings may have courtyard driveways.

SECTION VI. ORDER AND ESTIMATED TIME OF DEVELOPMENT

The Villas at Hawk's Tail is planned to begin construction in late 2024 or early 2025, pending final approvals. It is anticipated that The Villas at Hawk's Tail shall be completed in a single phase.

SECTION VII.

assed in Council this	day of		, 2024.	
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		Presiding O	nicer	
oting Affirmative		Voti	ng Opposed	
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Presented by me to the Mayor this	, 2024.
$\overline{\mathbf{C}}$	erk-Treasurer
Approved by me this day of	, 2024.
$\overline{\mathrm{M}}$	ayor, City of Greenfield
Department of Eng	ineering and Planning
	e Common Council of the enfield, Indiana
they approved upon majority vote a Recomm Greenfield, Indiana to zone approximately 28.6	enfield Plan Commission held a meeting at which tendation to the Common Council of the City of 54 +/- acres as PUD Planned Unit Development lla community consisting of approximately 116
	st corner of South Morristown Pike and the Pennsy f US 40. Accompanying documents including the on and location maps are included.
Dated:	
Secretary Greenfield Advisory Plan Commission	