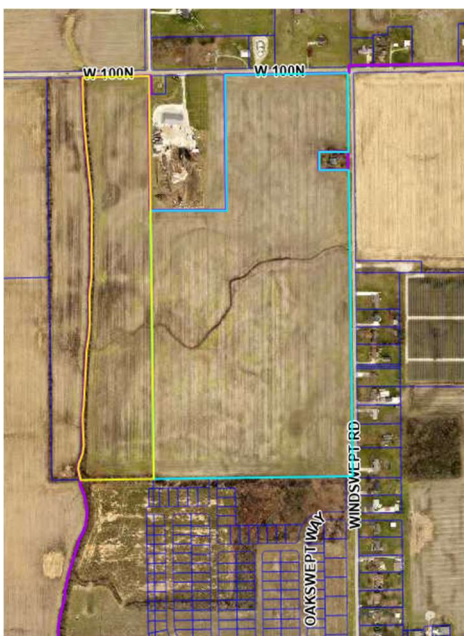


REZ25-03 **SW Corner of McKenzie Rd & Windswept Rd, Cook's Corner Partners, LLC** requests favorable recommendation from the Advisory Plan Commission to the Common Council for a petition to rezone approximately 19.65 +/- acres of Cook's Corner Subdivision Section 1 from RM (Residential Moderate) to PUD (Planned Unit Development).

EXHIBITS:

1. PUD Site Plan file dated **September 15, 2025**
2. "Primary Plat Cook's Corner Section 1B" document dated **September 15, 2025** *(This petition is not a Primary Plat Petition. This document has been included in these exhibits because it was provided by the Petitioner with this Petition.)*
3. PUD Ordinance and Statement file dated **September 15, 2025**
4. Sample Home Renderings & Elevations
5. Statement of Commitments from initial annexation

LOCATION & SURROUNDING USES**Aerial Map****Zoning Map, Commercial North**

North: County Agricultural (A) – Agricultural, Residential, and Commercial (Landscaping Business)

South: RM (Residential Moderate Density) – Single Family Residential in remainder of Cook's Corner Subdivision & PUD (Woodfield Pointe – South of Cook's Corner Subdivision) – Single Family Residential

East: RM & RL (Residential Moderate & Low Density) – RM used as Agricultural; RL used as Single Family Residential.

West: County Residential (R 1.0) – Agricultural

Site History

Cook's Corner Subdivision is located on the southwest corner of Windswept Rd and McKenzie Rd, extending from McKenzie south to Woodfield Point Subdivision, and west to Wilson Ditch. The property comprising the Cook's Corner subdivision has historically been used for agricultural purposes. It was annexed into the city and zoned RM in March of 2022 under docket number PC22-05. The original developer who filed that petition

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made a number of commitments at the time of annexation, including a commitment to have a minimum of 2 different home product types within the development, but that development fell through and was sold off. Subsequently, they were replaced by a new developer under a new Primary Plat petition SUB24-02 in 2024 where similar commitments were reaffirmed.

Current Proposal

The site of the Rezone Request in this petition is the northern portion of the Cook's Corner Subdivision, Section 1B. This portion of that development was planned to be built out as "paired" units, or single-family homes which share a single wall along a shared property line. These "paired" units are allowed to be built on smaller lots than detached single family homes according to the UDO's RM district standards. Per the Petitioner, inability to secure a builder for these "paired" units necessitated a re-appraisal of their development. The applicant is requesting a PUD which will allow single-family detached homes to be built on the former villa lots. The PUD Ordinance reduces the minimum lot sizes from 60' for single-family detached homes down to 46' and reduces the minimum area from 7,000 square feet to 6,333 square feet among other requested modifications to the Architectural Standards.

PUDs

PUDs are intended for development of large sites where there are either unique qualities to the site itself or the uses as proposed are so unique as to be unable to be developed in any combination of currently existing zoning designations.

Purpose and Intend of PUDs per the UDO section **155.019.1:**

"The "PUD" Planned Unit Development District is intended to provide for development on large sites where the uses, standards and requirements of a standard zone, or a combination of existing zones, cannot achieve the desired development pattern for the proposed land use(s)."

Applicability of PUDs Per the UDO section **155.019.2:**

"PUD Districts shall only be available for proposed new developments on parcels of land greater than two (2) acres in total area, and where all of the following are present:

A. *The proposed planned unit development produces an environment of stable and desirable character in keeping with the principles of good neighborhood design and shall provide high quality examples of open space/recreation facilities, efficiency in street patterns, and areas for parking adequate for the occupancy proposed, or equal to the requirements of this UDO.*

B. *The proposed planned unit development's intensity and density is consistent with the land use goals and objectives of the Comprehensive Plan, is compatible with the character of surrounding lots, and in the best interest of the City.*

C. *The proposed planned unit development is necessary to permit special consideration of property with unique features, such as historical significance, unusual topography, landscape amenities, or unusual property size and shape."*

Staff Findings re-PUD Requirements:

Staff finds that the proposed PUD does not meet any of the above criteria from the UDO for when a PUD shall

be available or appropriate.

Proposed Development Standards

A PUD Plan, Statement, and Ordinance create their own development standards but also include a default zone district for the purpose of providing development standards potentially omitted in the PUD Plan. For this development, the default zoning designation is RM – Residential Moderate Density. The development standards are listed within the PUD Statement and have been included in a proposed Ordinance for Council adoption to establish the general land use and development standards for the PUD.

Generally, the Development Standards of this PUD align with the RM standards, except for items listed below.

- 1.) Minimum Lot Width: Reduced from 60' to 46'.
- 2.) Minimum Lot Area: Reduced from 7,000 Square Feet to 6,333 Square Feet.

The PUD proposes to meet the Architectural Design Standards of Chapter 155.101 in the UDO with the following exceptions:

- **155.101.2.D** (Monolithic Exterior):
 - **UDO Language** -> *Monolithic exterior building walls are prohibited. A minimum of one (1) window (at the required size in subsection 4) per façade, per above-grade story, is required on all sides of the structure. The following may be substituted for window requirements on the side and rear facades:*
 - i. *A material change (example, facades that include a brick wainscot and siding).*
 - ii. *An ingress/egress door.*
 - **Proposed Language** -> The Minimum 9 square foot window required for the first-floor window of the front elevation will be replaced with a 2030 (6 square foot) window along with a window in the front door and windows in garage door.
- **155.101.5.A** (Garage Façade):
 - **UDO Language** -> *If the total width of all garage door openings is fifty percent (50%) or less of the total width of the façade, the garage(s) may be front-loading. Front-loading garages shall not protrude more than sixteen (16) feet from the first floor of the front façade.*
 - **Proposed Language** -> If the total width of all garage door openings are 55 percent or less of the total width of the façade, the garages may be front-loading. All garage doors will be decorative in style and contain windows similar to the Architectural plans provided. Carriage lights will also be provided on either side of the garage door.

Staff Findings re-Development & Design Standards Modifications:

Staff finds itself unable to support the Development Standards as proposed in this PUD.

Staff finds that the proposed Development Standards within this PUD generally amount to a reduction in standards as compared to the RM – Residential Moderate Density zone as well as recent similar PUD requests throughout the City. Minimum Lot Widths have been reduced, Minimum Lot Sizes have been reduced, Maximum % of front façade dedicated to garage doors has been increased, and the Architectural Design Standards are also being reduced. Both the Planning Department and Fire Department suggested fiber cement/hardie plank siding as one way to improve fire safety and provide architectural enhancements. Ultimately, there is not enough architectural improvement in this PUD to consider it to be anything other than a reduction in the existing standards of the UDO, which staff does not support.

Staff finds there to be a distinct lack of quality usable common area space within the PUD area. Staff originally suggested removing multiple lots in the center of the PUD to establish more of a centralized recreation space. The strip behind the homes in the middle is not considered a usable amenity. The small playground by itself is not something that staff considers a "high quality example of open space/recreation facilities", which are required by the UDO for PUD's.

Narrow lots are allowed by the UDO in the RU zoning only with alley access and rear-loaded garages. The reduction of lot sizes coupled with reduced standards as compared to existing UDO Zones should be avoided where possible, excepting where a true necessity is found (example: a cluster subdivision with smaller lots that preserves a large wooded area). Staff finds no such necessity or mitigating circumstances, nor does Staff find that sufficient mitigating accommodations have been made.

Landscaping

Extensive Landscaping Requirements were put in place during both the Annexation and Primary Plat phases of the Cook's Corner subdivision's development. An itemized list of Commitments from the Annexation is included as **Exhibit 3**. The items shown in the Landscape Plan exhibit as well as those itemized in the PUD Statement Section VI's Landscaping section would substantially meet most of the requirements set forth in the Statement of Commitments from Annexation. These include but are not limited to perimeter trails along McKenzie and Windswept, screening landscaping along the existing landscaping business's property to the northwest, and the installation of Street Trees throughout the development. The landscape plan is essentially the same as it was on the prior plat, and there are various changes that may need to happen to the landscape plan to remove trees from utility easements. However, between the UDO language and prior commitments, staff is comfortable with the overall amount of landscaping that should occur in accordance with this project.

Amenities

Creating an attractive and visible outdoor realm through the use of common area amenities and gathering spaces enhances safety and security for pedestrians and promotes wellness and active living throughout the region. On site open spaces facilitate a number of opportunities for creating healthy and liveable communities including increased physical activity, increased air and light, community character enhancement, environmental, social, and functional benefits. The Conceptual Plan submitted by the Petitioner includes only a single amenity beyond perimeter paths surrounding the neighborhood, namely a small playground and shelter within Common Area 7 at the far southwest corner of the PUD. Staff does not believe what is proposed meets the requirement of "high quality recreation" as noted in the PUD standards and Comprehensive Plan. The common area behind the central lots is not considered usable as it is a drainage easement.

Technical Review

Given the submitted level of technical information with any rezone request, as well as the fact that this subdivision has already been through Tech Review multiple times, utility comments were limited. Utilities were previously reviewed during the Development Plan and Primary Plat petitions, and again during the (still ongoing) Secondary Plat review process. The change from attached "paired" units to detached units has raised concerns with the various departments regarding the spacing of and room for lateral connections of various utilities on the proposed narrow lots.

The Fire Department made a request to require fiber cement siding (or similarly durable materials) in lieu of vinyl siding citing fire-safety concerns on narrow lots. This has been a request from the fire department for most narrow-lot subdivisions recently proposed within the City. The applicant has thus far refused this requested change.

There have been concerns relayed from multiple departments related to the Landscape Plans provided throughout this development's review processes. There are numerous areas where landscaping is shown in utility easements, which cannot occur per standards or plat language. That would need to be resolved and may impact the size of the lots.

The Plans and documents provided in this petition have numerous clerical issues still unresolved. Below is a non-exhaustive list of the issues with the most current versions of these documents.

- 1.) The Plan which was provided is named a "Primary Plat". The PUD Statement makes multiple references to this as a "Primary Plat". This is not a Primary Plat. The Primary Plat was already reviewed and approved as a separate petition in 2024 under SUB24-02. All references in the PUD statement should be to the concept plan on page 11 of the PUD statement or per the UDO depending on the reference. A primary plat comes at a later stage and must be predominantly in compliance with the preliminary concept plans of the PUD.
- 2.) **PUD Statement Section II Statement of Purpose and Intent:** What is written in this section of the PUD Statement is a history of events from the perspective of the petitioner, and not a guiding Statement of Purpose and Intent meant to inform the Development going forward. It is staff's concern that this is reflective of the PUD and project just being presented from the mindset of "this is what fits on the lots" and not reflective of a thoroughly considered proposal for the area.
- 3.) **PUD Statement Section VI Statement of Commitments:** It twice mentions Common Areas being maintained by the HOA, but with slightly different language. This should only need to be mentioned once with correctly encompassing language.
- 4.) There is no need or desire for Statement of Commitment 4.a – "All house plans shall be submitted and architecturally approved by the Plan Commission, which approval shall not be reasonably withheld."
- 5.) Lot Numbers have been changed with new errors since they were previously reviewed and approved. They should be corrected. Lot numbers should start with Lot 1 within PUD, not Lot 3. The remaining areas of Cooks Corner will need to be renumbered accordingly as the image on page 12 skips numbers 75-76. The large lots on the west side of the development would then go to the last numbers in the series.
- 6.) Utilities are shown outside of easements within the rear of lots 12, 13, 14, & 15 as well as outside of easements in the common area #7 at the northwest of the development leaving the northwest corner of what is labeled as Lot 57. This is normally information that would be on a plat and not presented at the rezone stage. However, staff notes this because of the multiple conflicting documents and errors that are present to underscore our suggestion of an unfavorable recommendation.

...

Zone Map Updates via PUDs

Section 155.005.6 states that all amendments to the text and maps of the Zoning Ordinance "shall be in conformance with Title 36 of the Indiana Code." Section 36-7-4-603 of Indiana Code states that "in preparing and considering proposals under the [Zoning Ordinance] series, the plan commission and legislative body shall pay reasonable regard to:

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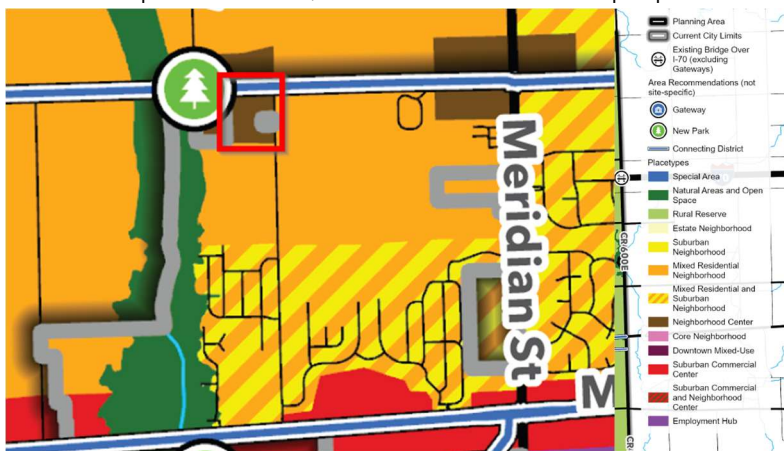
(1) the comprehensive plan;

Findings: The Site's intended use is inconsistent with the current Greenfield Comprehensive Plan.

The Future Land Use Map (insert included below) notes this area as Neighborhood Center, which is further described as “a vibrant commercial and civic hub.” This is not in line with the proposed residential-only PUD, though the current zoning is already residential in nature. If we look to the next adjacent district, the Mixed Residential Neighborhood, the proposed PUD and development plan miss much of the intent of that district as well. Of note:

- Pg 80 sites that “new neighborhoods should be developed around focal points like a park or neighborhood center with retail”
 - There is no focal point in this neighborhood
- Defining Features on that same pages mentions that a mix of housing types should accommodate various needs and ensure compatibility with surrounding development
 - The former proposal of paired villas was more in line with this, as they provide a housing option for both starter homes and downsize opportunities.
- Building Design – Character (pg 86) notes that projects should “integrate large windows and porches to engage with the streetscape and encourage interaction between residents and the community”

Given the points above, staff does not find this proposal to be consistent with the Comprehensive Plan.

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

Findings: The existing property is currently being used for agricultural row-crop farming. There are no structures on the site. The surrounding properties are either agricultural or single-family residential in use. Staff finds that the proposal is in line with current conditions and the character of the existing and surrounding uses.

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

Findings: The Comprehensive Plan would lean more toward a mixed-use node or mix of housing options at this location, but it should be noted that the zoning does already allow for residential properties to be developed and was in line with previous plans, so staff does not consider this criterion completely unmet.

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

Findings: Staff finds that the property values throughout the jurisdiction are not expected to be significantly impacted in a negative way by this proposal.

(5) responsible development and growth.

Findings: Staff finds that the PUD as proposed is not an example of responsible development. The proposed project does not follow the UDO's requirements or guiding principles for moderate density detached residential subdivisions, nor those for PUDs. The proposed project is not in line with the Comprehensive Plan and does not address concerns raised throughout technical review by various Departments. If paired villas cannot be built, building standard 60' lots as allowed by the UDO and current zoning district would at least address some of the concerns with closeness of utility laterals, as one example. To switch from paired villas to multiple-story homes on such small lots without a more serious provision of amenity spaces could place more pressure on the parks system as it is further away from many of Greenfield's Park Facilities. Generally, smaller "urban" style lots are more appropriate closer to the core of the community or where they are in close proximity to community features like parks, schools, mixed-use nodes, and the like.

...

Staff Recommendation: Forward an Unfavorable Rezoning Recommendation to Council for the "PUD" – **Planned Unit Development Rezoning Request**, as indicated on the plans and documents provided in the exhibits associated with this Staff Report, based upon the findings in the Staff Report that it does not meet criteria 1 (comprehensive plan) nor 5 (responsible development and growth).