

# Staff Report – Plan Commission

|                       |  |                      |                  |
|-----------------------|--|----------------------|------------------|
| <b>Docket #:</b>      | PC2024-054 Zone Map Change   | <b>Hearing Date:</b> | October 28, 2024 |
| <b>Address:</b>       | 41-02-28-034-027.009-026; 41-02-28-031-027.014-026; 41-02-28-031-027.010-026; 41-02-28-033-001.000-026; 41-02-28-024-037.000-026 |                      |                  |
| <b>Applicant:</b>     | Taylor Morrison of Indiana LLC by Eric W. Prime, Attorney for Petitioner   |                      |                  |
| <b>Owner:</b>         | Kenneth A. & Cathy Jo Linzie, Trustees & Greenwood Industrial Air-Park, Inc.   |                      |                  |
| <b>Staff Contact:</b> | Gabe Nelson, <a href="mailto:nelsong@greenwood.in.gov">nelsong@greenwood.in.gov</a> , 317.887.5230                               |                      |                  |

## Request:

The purpose of this request is to rezone approximately 108 acres from its existing zoning of Residential Medium (RM) and Airport Commercial (AC) to Attached Single Family (RA) to allow for a new development of a residential community consisting of multiple product types including single-family homes and townhomes, along with internal roadways and extensions to utility infrastructure to support the development.

## Location:

The subject property is generally located south of County Line Road and west of Emerson Ave and the Indy South Greenwood Airport. Parcel ID # 41-02-28-033-001.000-026; 41-02-28-024-037.000-026; 41-02-28-031-027.010-026; 41-02-28-031-027.014-026; 41-02-28-034-027.009-026 legally described as per the attached legal description in Exhibit C.

## Existing & Surrounding Land Use:

The property is zoned Residential Medium (RM) and Airport Commercial (AC) and the land is currently used for agricultural purposes.

- North: Open Space (OS)/Residential Medium (RM)/Airport Commercial, Northeast Elementary School/Single Family Residential/Agriculture Field and Medical Offices
- South: Residential Medium (RM)/Old Town Residential (OTR), Single Family Residential/Single Family Residential
- East: Agriculture District (AR)/Airport Commercial (AC), Agriculture Field, Indy South Greenwood Airport
- West: Residential Medium (RM)/Open Space (OS), Single Family Residential, Northeast Elementary School

See Attached Exhibit B – Existing Zoning Map

## Ordinance References:

- Resolution No. 07-12, Greenwood Comprehensive Plans
- Ord. No. 20-29 UDO

## Statutory Criteria:

Plan Commission and the legislative body shall pay reasonable regard to:

- The comprehensive plan;
- Current conditions and the character of current structures and uses in each district;
- The most desirable use for which the land in each district is adapted;
- The conservation of property values throughout the jurisdiction; and
- Responsible development and growth.

## Comments and Petitioner's Findings of Fact:

The subject property ("Real Estate") is generally located south of County Line Road and west of Emerson Ave. The Real Estate is situated west of the Indy South Greenwood Airport and consists of approximately 108 acres, and currently zoned RM (Parcel Number 41-02-28-033-001.000- 026) & AC (a portion of Parcel Numbers 41-02-28-024-037.000-026, 41-02-28-031- 027.010-026, 41-02-28-031-027.014-026 & 41-02-28-034-027.009-

026). The petitioner is proposing the development of a residential community consisting of multiple product types. Petitioner requests to amend the Zoning Map to change the zoning classification to RA.

The following represents the petitioner's findings and the staff's comments on those findings.

### **The Comprehensive Plan**

The petitioner has indicated that this request complies with the Comprehensive Plan in the following way(s):

*According to The City of Greenwood Comprehensive Plan adopted on December 17, 2012, the Real Estate is located within the Planning Area Boundary of the Future Land Use Map with a preference of Single-family Residential. Approval of this Petition will align with one of many goals outlined in the Comprehensive Plan by providing for a mix of housing, varying in type size location and quality to meet the housing needs of the community. The proposed development will provide a significant increase in the Greenwood tax base. Additionally, the request complies with the yet to be adopted Comprehensive Plan, the future land use of the Real Estate being Mixed Density Residential and Single-family.*

Staff Comment: Staff agrees with petitioner's statement. The development also aligns with the Conditional Approved 2024 Comprehensive Plan focus area, "Aviation Acres". The City desires this space be utilized for a mix of land uses that capitalize on the airport's ability to attract new commercial growth and the opportunity to expand existing neighborhoods to diversify housing options near downtown.

### **Current conditions and the character of current structures and uses in each district;**

The petitioner has indicated that this request complies with the current conditions and the character of current structures and uses in each district in the following way(s):

*The Real Estate is imbedded in an area currently zoned for residential use. The Petitioner's request is comprised of a use that is consistent with the area in the district and is therefore the most desirable.*

Staff Comment: Staff agrees with petitioner's statement. Single family residential neighborhoods border the proposed area on the north, south, and west sides. A portion of the proposed development is already zoned for residential use, so rezoning additional parcels for residential use would fit the character of the existing community.

### **The most desirable use for which the land in each district is adapted;**

The petitioner has indicated that:

*The proposed development is consistent with the Comprehensive Plan and in harmony with the current uses in the area. This combination yields the most desirable use.*

Staff Comment: Staff agrees with petitioner's statement. The Conditional Approved 2024 Comprehensive Plan specifically calls this area out as a focus area with mixed residential uses, as proposed by the developer.

### **The conservation of property values throughout the jurisdiction; and**

The petitioner has indicated that this request will not negatively affect the property values throughout Greenwood because:

*The use of the adjacent properties would not be negatively affected because approval of this petition is consistent with the residential development in the area. Building quality housing in this area is in overall conformance with the Comprehensive Plan and will not negatively affect property values throughout the City of Greenwood.*

Staff Comment: Staff agrees with petitioner's statement. The proposed development is more likely to have a positive effect on property values in the surrounding area.

### **Responsible development and growth.**

The petitioner has indicated that this request is considered responsible development and growth because:

*Market research shows that Greenwood is a desirable place to live and that there is a high demand for quality housing options with a mix of types and price points. The Petitioner's proposed rezoning request complies with the City of Greenwood's intended uses for the area, as articulated in the Comprehensive Plan.*

Staff Comment: Staff agrees with petitioner's statement.

### **Recommendation:**

The petitioner's plan for development aligns with the Conditional Approved 2024 Comprehensive Plan, specifically, the "Aviation Acres" focus area. This space should be utilized to expand upon existing neighborhoods to diversify housing options near downtown. The residential intensity to the north and east should include smaller lot single-family homes, townhomes, and other medium density residential dwelling types that act as a buffer between existing single-family neighborhoods and more intensive land uses. See Exhibit D.

Staff recommends a **favorable recommendation** of this petition with the following conditions:

#### **Conditions:**

1. Trails shall be developed in accordance with Exhibit E: Comprehensive Plan: Future Trail Map. New development should be designed to address the trail as a key amenity and site feature.
2. Include amenities along the trail such as benches, bike repair, water station, adequate lighting, etc.
3. Ensure that the development provides seamless, safe, and direct access to the trail. This could include designated trailheads, access points, and signage.
4. Build or enhance sidewalks, bike lanes, and crossings that connect the development to the trail system and the surrounding community.
5. New residential development should be adapted to and integrated with the trail and linear park space by providing direct access to this high-quality amenity

#### **Attachments:**

Exhibit A – Aerial Map

Exhibit B – Existing Zoning Map

Exhibit C – Legal Description

Exhibit D – Aviation Acres Focus Area (Conditional Approved 2024 Comprehensive Plan)

Exhibit E – Future Trail Network Map (Conditional Approved 2024 Comprehensive Plan)



# Aerial Map

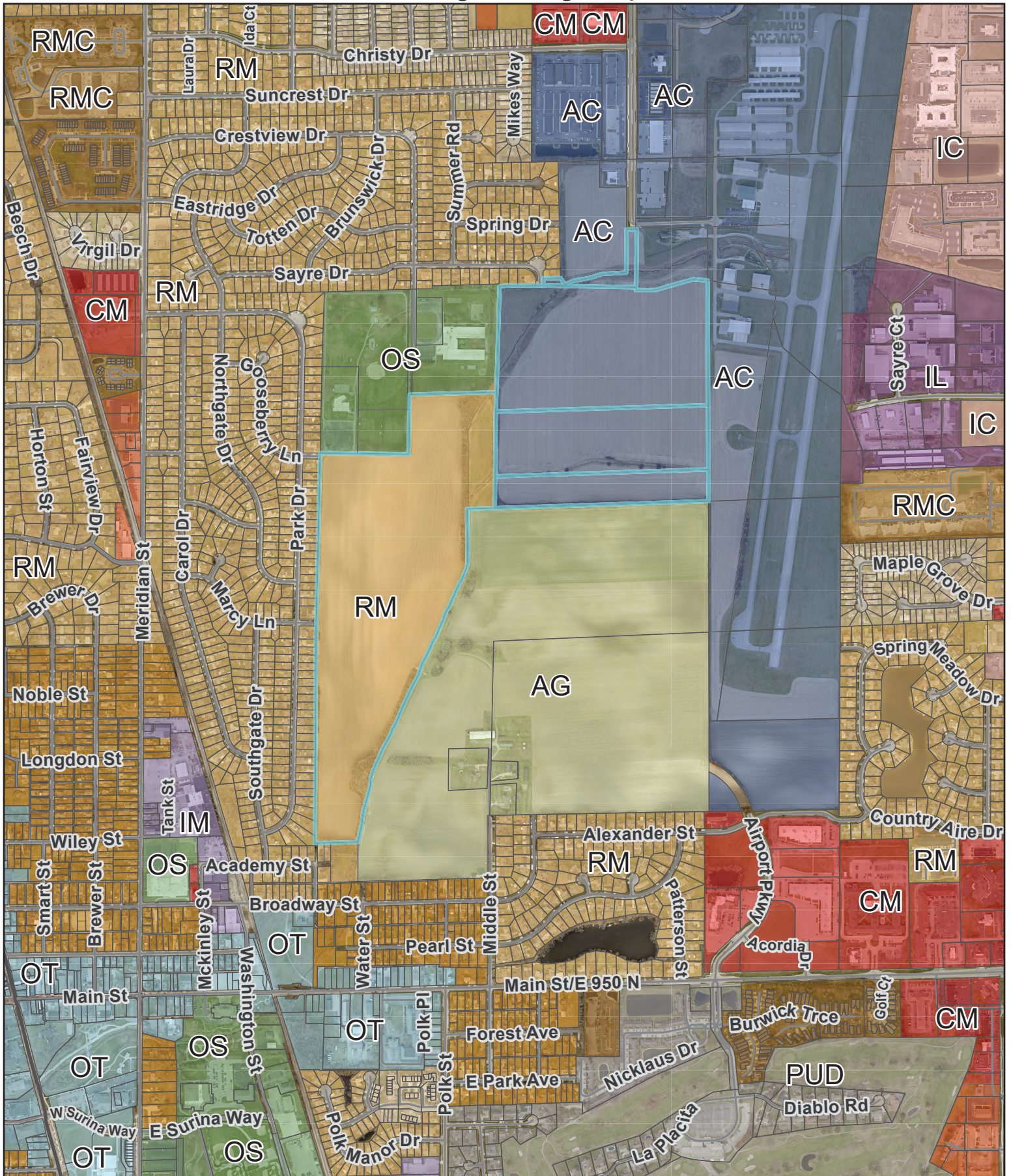
Exhibit A





# Existing Zoning Map

Exhibit B



|                        |                            |   |                                      |
|------------------------|----------------------------|---|--------------------------------------|
| AC - Airport           | IC - Interstate Commercial | OS - Open Space                         | RMC - Residential Multi-Unit Complex |
| AG - Agriculture       | IL - Industrial Large      | PUD - Planned Unit Development          | RMH - Residential Mobile Home        |
| CL - Commercial Large  | IM - Industrial Medium     | RL - Residential Large Lot              |                                      |
| CM - Commercial Medium | OT - Old Town              | RM - Residential Medium Lot             |                                      |
| CS - Commercial Small  | OTR - Old Town Residential | RA - Residential Attached Single-Family |                                      |





## 108.7 Acre Rezoning Description

Part of the Northwest and Southwest Quarter of Section 28 and part of the Northwest Quarter of Section 33, Township 14 North, Range 4 East of the Second Principal Meridian, Johnson County, Indiana described as follows:

Commencing at the Northwest Corner of the Northwest Quarter of said Section 28; thence along the North line thereof North 87 degrees 53 minutes 05 seconds East (bearing based on State Plane Coordinates) 1598.21 feet; thence along the northerly prolongation of the West line of the plat of Indiana-American Office Park Section One recorded in Plat Book "D", Page 381 A&B in the Office of the Recorder of Johnson County, Indiana, said West line and the West line of Instrument Number 2016-030033 as recorded in the Office of said Recorder South 00 degrees 05 minutes 29 seconds West 1756.29 feet to the Southwest Corner of said Instrument Number 2016-030033; thence along the South line of said Instrument Number North 88 degrees 03 minutes 53 seconds East 520.24 feet to the Northwest Corner of the plat of Laser & Light Surgery Center recorded as Instrument Number 2020-025364 in the Office of said Recorder. The next two (2) courses are along the West and South lines thereof; 1) thence South 00 degrees 01 minutes 22 seconds East 208.00 feet; 2) thence North 88 degrees 03 minutes 54 seconds East 208.00 feet to the West line of Dedication of Public Right-of-Way recorded in Book 267, Page 395 in the Office of said Recorder. The next two (2) courses are along said West line and the southerly extension thereof; 1) thence South 00 degrees 01 minute 23 seconds East 328.75 feet to the Point of Beginning of this described tract; 2) thence continuing South 00 degrees 01 minute 23 seconds East 327.37 feet to the center of the Lee Park Open Ditch. The next four (4) courses are along said centerline; 1) thence South 87 degrees 18 minutes 04 seconds West 177.51 feet; 2) thence South 73 degrees 40 minutes 43 seconds West 116.21 feet; 3) thence South 80 degrees 34 minutes 47 seconds West 112.47 feet; 4) thence South 64 degrees 51 minutes 13 seconds West 74.64 feet; thence North 32 degrees 32 minutes 04 seconds West 60.63 feet to the Southeast Corner of Colonial Springs Second Section the plat of which is recorded in Plat Book 8, Page 31 in the Office of said Recorder. The next four (4) courses are along the South line thereof; 1) thence South 89 degrees 47 minutes 54 seconds West 130.00 feet; 2) thence South 01 degree 26 minutes 05 seconds East 58.00 feet; 3) thence South 89 degrees 47 minutes 54 seconds West 337.00 feet; 4) thence North 00 degrees 12 minutes 06 seconds West 13.21 feet to the Southeast Corner of Colonial Springs First Section the plat of which is recorder in Plat Book 7, Page 31 in the Office of said Recorder; thence along the South line thereof South 88 degrees 08 minutes 39 seconds West 53.65 feet to the northerly extension of the West Line of the of the East Half of the Southwest Quarter of said Section 28; thence along said northerly extension and said West line South 00 degrees 25 minutes 43 seconds West 819.45 feet; thence South 87 degrees 48 minutes 57 seconds West 634.72 feet; thence South 00 degrees 33 minutes 19 seconds West 454.53 feet; thence North 89 degrees 18 minutes 02 seconds West 676.23 feet to the East line of Northern Park Section 2 the plat of which is recorded in Plat Book 4, Page 81 in the Office of said Recorder; thence along the East line thereof South 01 degree 17 minutes 32 seconds West 1369.44 feet; thence continuing along said East line and the East line of Northern Park Section 3 the plat of which is recorded in Plat Book 4, Page 86 on the Office of said Recorder South 00 degrees 16 minutes 46 seconds West 1606.22 feet to the Northwest Corner of John A. Polk Addition to the Town of Greenwood recorded in Plat Cabinet "A", Page 344 and 345 in the Office of said Recorder; thence North 88 degrees 28 minutes 23 seconds East 340.43 feet along the North line of said John A. Polk Addition to the Town of



Greenwood and the North line of Instrument Number 2020-005006 in the Office of said Recorder to the center of Lee Park Open Ditch. The next sixteen (16) courses are along said centerline; 1) thence North 10 degrees 39 minutes 29 seconds East 237.32 feet; 2) thence North 10 degrees 12 minutes 56 seconds East 297.62 feet; 3) thence North 22 degrees 58 minutes 27 seconds East 110.45 feet; 4) thence North 23 degrees 27 minutes 26 seconds East 154.85 feet; 5) thence North 29 degrees 25 minutes 36 seconds East 158.37 feet; 6) thence North 22 degrees 28 minutes 24 seconds East 82.50 feet; 7) North 24 degrees 45 minutes 37 seconds East 148.62 feet; 8) thence North 24 degrees 37 minutes 08 seconds East 111.00 feet; 9) thence North 24 degrees 47 minutes 36 seconds East 236.59 feet; 10) thence North 25 degrees 15 minutes 55 seconds East 162.54 feet; 11) thence North 23 degrees 28 minutes 55 seconds East 116.92 feet; 12) thence North 24 degrees 44 minutes 38 seconds East 119.39 feet; 13) thence North 24 degrees 43 minutes 08 seconds East 163.75 feet; 14) thence North 24 degrees 12 minutes 18 seconds East 156.23 feet; 15) thence North 04 degrees 22 minutes 55 seconds East 146.79 feet; 16) thence North 00 degrees 48 minutes 29 seconds West 308.28 feet; thence North 88 degrees 04 minutes 44 seconds East 189.11 feet; thence North 88 degrees 25 minutes 18 seconds East 1108.72 feet; thence North 00 degrees 09 minutes 28 seconds West 2092.76 feet; thence North 89 degrees 47 minutes 02 seconds West 76.92 feet to the Point of Beginning containing 108.7 acres, more or less, subject to all rights-of-way, easements and restrictions.

Prepared by: Jeffrey D. Knarr P.S. Projects Plus 1257 Airport Parkway, Suite A, Greenwood, Indiana 46143 (317) 882-5003 ex 301.

## AVIATION ACRES

The area just west of Indy South Greenwood Airport represents a unique infill development opportunity to serve the growing airport and incorporate new housing in a traditional neighborhood design. While there have always been plans to connect Airport Parkway from its north and south stubs, the land surrounding the proposed road has lacked a vision for development. This space should be utilized for a mix of land uses that capitalize on the airports ability to attract new commercial growth and the opportunity to expand existing neighborhoods to diversify housing options near downtown. Commercial uses in this area should not be the same intensity as those along Emerson Avenue or County Line Road to limit semi-truck traffic.

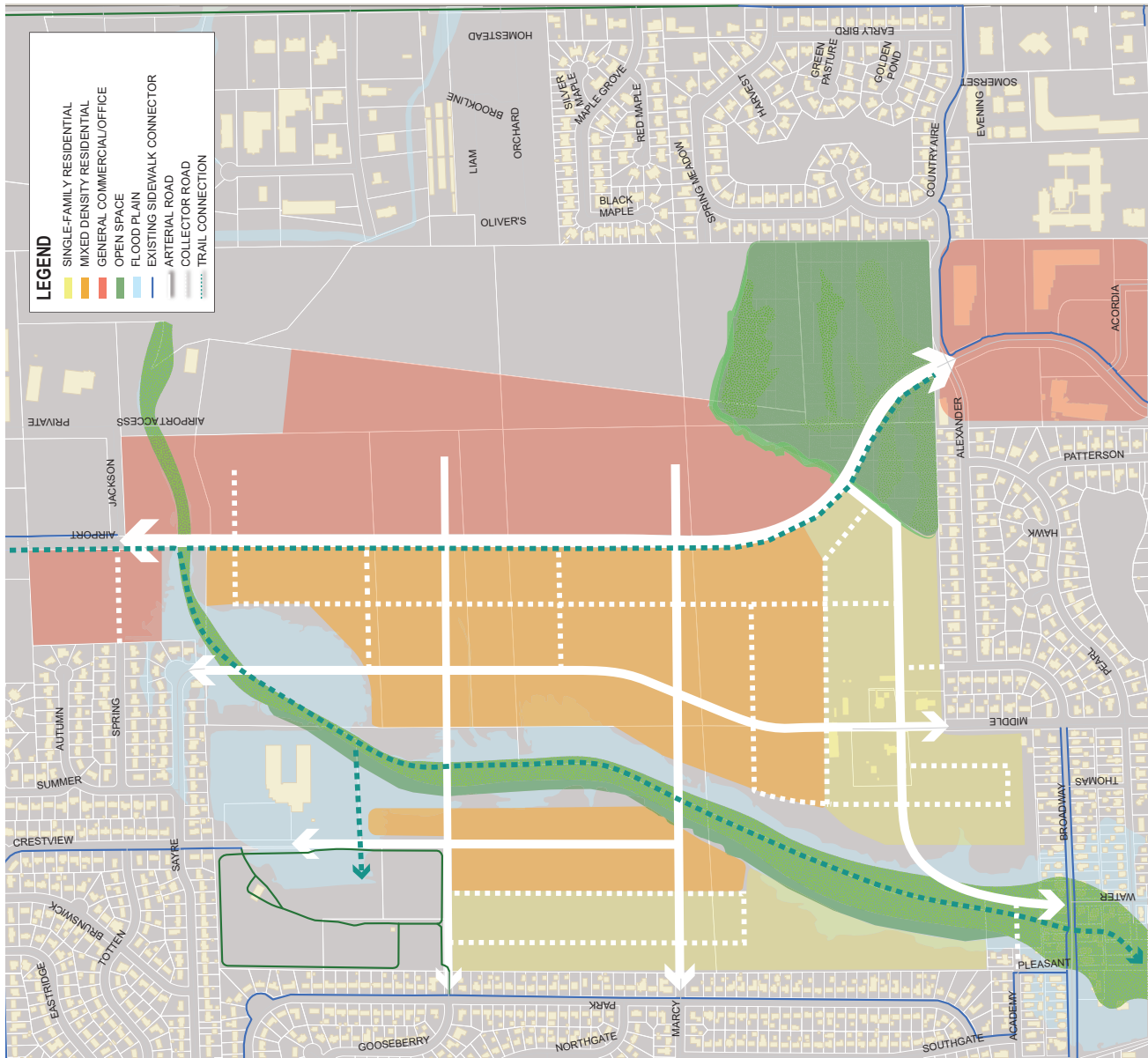
In addition to new development and infill opportunities in this area, there lies the potential for linear recreational amenities that follow Pleasant Creek and the accompanying flood plain. The creek should be utilized to expand the trail network from Main Street to County Line Road with the potential for additional park space. New residential development should be trail-oriented and integrate with the trail and linear park space by fronting on this high quality amenity. Trails developed along the creek can also extend to downtown and link with a proposed regional trail running alongside the railroad (page 97).



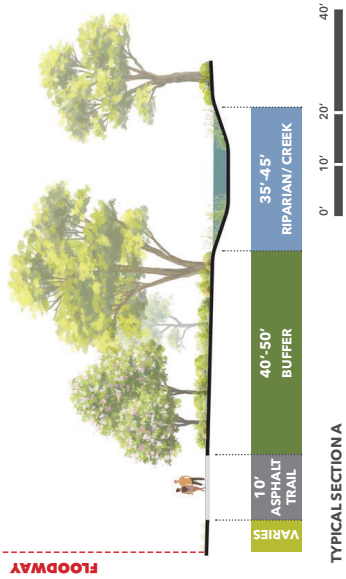
*Greenwood Northeast Elementary and Northeast Park are anchors for a planned trail following Pleasant Creek, linking Main Street and Old Town to County Line Road.*



FIGURE 10.3: AVIATION ACRES CONCEPTUAL PLAN



The Indianapolis Metropolitan Planning Organization (IMPO) recently prepared the “Central Indiana Trail-Oriented Development Study” to help guide future development along trail corridors. Source: IMPO



This typical trail and creek section was developed as part of a conceptual plan for downtown redevelopment and public space improvements along Main Street that also emphasized a trail connection north along Pleasant Creek into the Aviation Acres area. Source: Rundell Ernstberger Associates



## DESIGN PRINCIPLES

- Connectivity: Connect the existing north and south stubs of Airport Parkway as a new north/south corridor between Main Street and County Line Road, and expand the existing grid street pattern into the area.
- Airport Sustainability: Provide opportunities for expansions of airport facilities including additional commercial and airport flex uses, as well as protection of important runway approach areas.
- Integrated Recreation Space: Utilize Pleasant Creek and the floodplain to expand open space and the trail network, with connections to Northeast Park and Northeast Elementary that continue south towards Main Street.
- Diverse Housing Options: Scale up residential intensity to the north and east to include smaller lot single-family homes, townhomes, and other medium density residential dwelling types that act as a buffer between existing single-family neighborhoods and more intensive land uses.
- Compatible Infill: Promote infill and redevelopment of the South Airport Parkway area to serve new and existing residential neighborhoods.
- Trail-Oriented Design: New development should be designed to address the trail as a key amenity and site feature.



*The northern stub of Airport Parkway has a mix of office, retail, and light industrial uses that should be continued south after the road is connected to the south.*



## PRECEDENT IMAGES

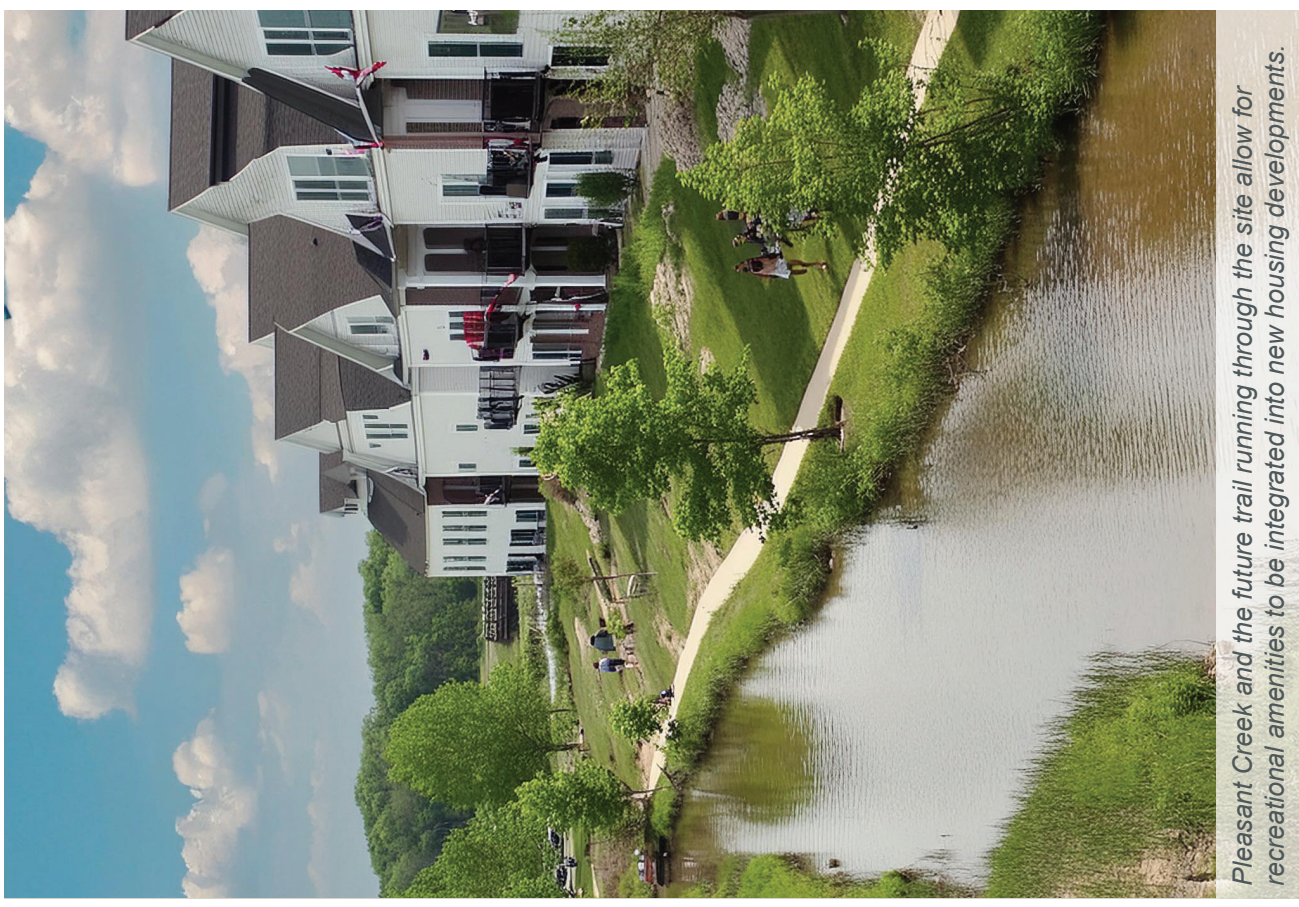




FIGURE 7.1: FUTURE TRAIL NETWORK MAP

