



CITY OF FRANKLIN

DEPARTMENT OF PLANNING & ENGINEERING

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Plan Commission Staff Report

To: Plan Commission Members

From: Joanna Myers, Senior Planner and Travis Underhill, City Engineer

Date: February 13, 2014

Re: **Case PC 2014-02 (PP): Homesteads at Hillview**

REQUEST:

Case PC 2014-02 (PP)...Homesteads at Hillview. A request by Homestead Developers, LLC for approval of a primary plat for a 145 lot single-family residential subdivision and approval of waiver requests. The subject property is located on 79.55 acres at the southeast corner of Eastview Drive and Upper Shelbyville Road. The property is currently zoned RS-1 (Residential: Suburban One). Case PC 2014-01 is pending to rezone the property to a Planned Unit Development (PUD).

ZONING:

Surrounding Zoning:

North: IBD (Industrial: Business Development)
RR (Residential: Rural)
RSN (Residential: Suburban Neighborhood)
South: RM (Residential: Multi-Family)
RS-1 (Residential: Suburban One)
East: RS-1 (Residential: Suburban One)
RSN (Residential: Suburban Neighborhood)
West: IN (Institutional)

Surrounding Land Use:

North: Agricultural
Single-family residential
South: Multi-family residential
Agricultural
East: Single-family residential
Golf course
West: Needham & Webb Elementary

PROPOSED ZONING:

Planned Unit Development (PUD)

1. The PUD Detailed Plan (PC 2014-01) is being reviewed concurrently with the primary plat. The Plan Commission will forward a recommendation to the City Council. The City Council will then have an introduction and then a public hearing on the rezoning request.
2. The primary plat has been reviewed per the proposed development standards outlined in the PUD Detailed Plan. See PC 2014-01 for specific details.
3. Approval of the primary plat should be subject to the adoption of the PUD Ordinance by the City Council and the development standards outlined within.

CONSIDERATIONS:

1. As explained in depth by the Homesteads at Hillview Detailed PUD Plan – Supporting Information, the proposed development is to include 145 single-family homes. In addition, a portion of the Hillview Country Club Golf Course is proposed to be integrated within a portion of the development. The development is proposed to include three (3) communities with differing lots sizes and densities.
 - a. Village Green:
 - i. Lots – 33 lots
 - ii. Minimum lot area – 8,420 sq.ft.
 - iii. Minimum lot width – 57 ft.
 - iv. Maximum lot coverage – 67%
 - v. Minimum front yard setback (local) – 20 ft.
 - b. Homesteads:
 - i. Lots – 89 lots
 - ii. Minimum lot area – 13,000 sq.ft.
 - iii. Minimum lot width – 63 ft.
 - iv. Maximum lot coverage – 60%
 - v. Minimum front yard setback (local) – 20 ft.
 - c. Preserve:
 - i. Lots – 23 lots
 - ii. Minimum lot area – 14,500 sq.ft.
 - iii. Minimum lot width – 63 ft.
 - iv. Maximum lot coverage – 60%
 - v. Minimum front yard setback (local) – 20 ft.
2. The Technical Review Committee reviewed the petition at their January 30, 2014 meeting. Revised plans were received February 10, 2014 and reviewed with the following comments being provided:
 - a. Lot numbers need to be consecutive within each phase. Please revise.
 - b. A 20 ft. drainage easement needs to be provided from top of bank of all ponds or identify common areas as drainage easements (D.E.)
 - c. Please provide an ingress/egress easement on the plans and provide a maintenance agreement for the access drive to the golf course.
3. The Johnson County Drainage Board has requested that the petitioner submit the project for their review due to the site's proximity to the Hurricane Ditch legal drain.

4. The 2013 Franklin Comprehensive Plan, Land Use Plan, identifies this area as Large-Lot Suburban Residential. “Large-lot suburban residential areas are intended to include primarily single family detached residences. Other uses in small-lot suburban neighborhoods may include neighborhood and community parks and neighborhood-scale churches and schools. These neighborhoods are distinguished from small-lot suburban residential areas by their comparatively larger lot size and setbacks and lower density. A diversity of home sizes and designs is encouraged in these areas. Also encouraged is the occasional incorporation of accessory residences. In all cases, the design features of each home should provide materials, a scale, and other design elements that promote consistency in the neighborhood.”

WAIVER REQUESTS:

1. Article 6.3(C)(2)(b) of the City of Franklin Subdivision Control Ordinance states that all double frontage lots shall have a row of canopy trees planted parallel to the arterial/collector street within the landscape area, with one tree provided for every 300 square feet of landscape area.
 - a. Staff Comment – The petitioner has proposed to provide landscaping adjacent to Eastview Drive consistent with the Buffer Yard Type 2 planting ratio and adjacent to Upper Shelbyville Road consistent with the Buffer Yard Type 1 planting ratio, as outlined in the Zoning Ordinance, in a 15 ft. wide common area as a development standard of the PUD. Staff believes this meets the intent of the above Article requirement.
2. Article 6.3(C)(2)(c) states that a 6 ft. tall opaque fence, 4 ft. tall undulating mound planted with shrubs, or row of evergreen trees shall also be placed within the landscape area required for double frontage lots.
 - a. Staff Comment – The landscape plan submitted with PC 2014-01 does not show that the above items are provided. However, the petitioner has stated in the attached SCO Waiver Request Explanation that they would like to eliminate the fence installation but to maintain the option of either installing the 4 ft. tall undulating mound with shrubs, a row of evergreen trees, or a combination of both. The Commission may wish to request clarification from the petitioner. If the mound or row of evergreens is provided, consistent with the above Article, a waiver is not necessary.
3. Article 6.4(A)(1) states that blocks shall have sufficient width to provide for 2 tiers of lots of appropriate depth.
 - a. Staff Comment – Staff agrees with the petitioner’s explanation regarding the request.
4. Article 6.4(A)(2) states that blocks shall not exceed 800 feet in length, nor be less than 200 feet in length.
 - a. Staff Comment – Staff has discussed that this seems to be more intended for the downtown core area where development would be much denser than this type of setting. This is supported by staff for this reason as well as the fact that the current proposal provides for adequate access to each unit within the development for residents and public safety officials. It is also supported in that expressly adhering to this regulation would further burden the city with maintenance of additional infrastructure that wouldn’t provide any meaningful gain.

5. Article 6.8(B)(3) states that the maximum length of any cul-de-sac street shall be 500 feet.
 - a. Staff Comment – This waiver request, to some extent, is at the cost of the petitioner agreeing to provide a long enough cul-de-sac to allow for access to development on neighboring properties (Putter Drive). Staff believes that access and the ability to provide connectivity in the future with the existing development to the east (Paris Estates) is more desirable than shortening the cul-de-sac.
6. Article 6.8(B)(5) states that landscape islands shall be required in all residential cul-de-sacs.
 - a. Staff Comment – Most existing cul-de-sacs in the city are constructed without landscape islands. This request is supported by staff because it better provides for essential service vehicles and for public safety officials to serve these areas without additional difficulties.
7. Article 6.10(A)(1) states that where sidewalks are required, they shall be provided on both sides of the street.
 - a. Staff Comment – The petitioner is requesting that sidewalks be provided on only one side of the boulevard streets. Given the additional width of the actual roadway, as well as the additional traffic the entrances to the development will see, it would be safer to limit pedestrian crossings as much as possible. For these reasons, staff believes it is in the best interest of the community to provide sidewalks on both sides of the boulevards and does not support this request.
8. Article 6.14(C)(1)(c) states that a 20 ft. utility easement shall be provided around the perimeter of the subdivision.
 - a. Staff Comment – Staff has discussed that the likely intent of the ordinance is to provide a utility easement along the rear of all lots. Utility easements should be along the back of the lot, regardless if the back of the lot is synonymous with the perimeter of the development. The approval of the waiver will also provide assurance that utility companies will not disturb the stormwater management areas or other green areas within the development. Staff supports this request.
9. Article 6.15(A) states that street trees shall be provided along streets within and adjacent to the subdivision.
 - a. Staff Comment – The petitioner is requesting a waiver from the installation of street trees adjacent to Eastview Drive and Upper Shelbyville Road. Staff agrees with the petitioner’s explanation regarding the request due to the overhead utilities, open ditch, existing sanitary sewer line, and existing trail location. The proposed landscaping adjacent to Eastview Drive and Upper Shelbyville Road meets the intent of this requirement.
10. Article 6.15(A)(1) states that street trees shall be planted either in the right-of-way or within a 5 ft. street tree easement adjacent to the right-of-way.
 - a. Staff Comment – The petitioner is proposing to plant 2 street trees within 15 ft. of the right-of-way on each lot and to provide buffer yard plantings in lieu of street trees within the common areas adjacent to the rights-of-way of Homestead Boulevard and Meadowbrook Lane. Staff agrees that as there is very limited room in between the curb and sidewalk for tree growth and maturity. Upon acceptance of the rights-of-way in this

development, maintenance costs of the City will be impacted by trees maturing and root structures harming the integrity of the sidewalk and the roadbed. Staff finds that the intent of the requirement will be met if the 2 deciduous trees are located a maximum of ten (10) feet from the right-of-way in lieu of 15 ft. and are consistent with the approved street trees as listed in the Permitted Street Trees table of the Subdivision Control Ordinance.

11. Article 6.15(B) states that 1 street tree shall be planted for every 35 feet of street frontage or portion thereof, regardless of driveways or other features.
 - a. Staff Comment – The petitioner is proposing to plant 2 deciduous trees in the front yard. In addition, they are proposing that 1 flowering tree, 3 conifer trees, and 16 shrubs will be planted within the front and side yards of each lot. Staff finds that the intent of the requirement will be met if the 2 deciduous trees are located a maximum of ten (10) feet from the right-of-way and are consistent with the approved street trees as listed in the Permitted Street Trees table of the Subdivision Control Ordinance.
12. See the attached waiver requests from the petitioner outlining the reasons for the request of waivers.

CRITERIA FOR DECISION (WAIVERS):

As outlined in Article 2.4 of the Subdivision Control Ordinance, the Plan Commission shall not approve any waivers of the subdivision regulations unless it makes written findings based upon the evidence presented by the petitioner in each specific case, indicating how:

1. **Public Welfare:** The granting of the waiver will not be detrimental to the public safety, health, and/or welfare;
2. **Adjacent Property:** The granting of the waiver will not be injurious to the reasonable use and development of other property;
3. **Unique Conditions:** The conditions upon which the request for the waiver is based are unique to the property for which it is sought and are not applicable generally to other property;
4. **Physical Conditions:** Because of the particular physical surroundings, shape, or topographical conditions or the specific property involved a hardship to the owner would result if the strict letter of these regulations were carried out; and
5. **Comprehensive Plan:** The waiver will not contradict the intent of the City of Franklin Comprehensive Plan.

SIDEWALK WAIVER CONSIDERATIONS:

As outlined in Article 6.10 of the Subdivision Control Ordinance, the Plan Commission shall only permit a waiver of the sidewalk installation requirements of this Ordinance under the following circumstances:

1. **Design Context:** The subdivision serves as an addition to an existing residential neighborhood without sidewalks where the addition of sidewalks would be incompatible with existing landscaping, site design, and/or pedestrian and vehicle patterns;

2. **Pending Public Project:** Sidewalks are scheduled to be installed as part of a city or state improvement project that has been funded for construction;
3. **INDOT Recommendation:** The Indiana Department of Transportation has recommended, in writing, that no sidewalks be constructed; or
4. **Impractical Conditions:** A combination of conditions (such as topography, low pedestrian volumes, etc.) exist that make sidewalk construction and/or use impractical.

CRITERIA FOR DECISIONS (PRIMARY PLAT):

In taking action on primary plat requests of a major subdivision, the Plan Commission shall use the decision criteria outlined in Article 4.2(F)(2) of the City of Franklin Subdivision Control Ordinance.

1. **Subdivision Control Ordinance Requirements:** The consistency of the proposed primary plat with the requirements of the Subdivision Control Ordinance;
2. **Zoning Ordinance Requirements:** The consistency of the proposed primary plat with the standards of the zoning district in which it is located; and
3. **Other Requirements:** The consistency of the proposed primary plat with any other applicable standards.

The Plan Commission may 1) approve, 2) approve with conditions, 3) deny, or 4) continue the petition to the next regularly scheduled Plan Commission meeting. In order to make a motion to deny, the petition must not meet the specific requirements of the Subdivision Control Ordinance or Zoning Ordinance.

Following approval of the primary plat, the petitioner shall submit Secondary Plat & Construction Plans for review and approval as outlined in the Subdivision Control Ordinance.

STAFF RECOMMENDATION:

If the Plan Commission finds sufficient evidence to approve the waiver requests, staff recommends *approval of the primary plat with the following conditions:*

1. Subject to the development standards outlined in the PUD Ordinance associated with PC 2014-01 adopted by the City Council.
2. Lot numbers to be consecutive within each phase.
3. A 20 ft. drainage easement be provided from top of bank of all ponds or the common areas to be identified as drainage easements (D.E.)
4. Provide an ingress/egress easement on the plans and provide a maintenance agreement for the access drive to the golf course.