

**CITY OF LEBANON  
PLANNING AND ZONING DEPARTMENT**

**PLAN COMMISSION REPORT  
TO COMMON COUNCIL**

<b>A. Case Number</b>	<b>Docket # 21-42</b>
<b>B. Applicant</b>	<b>Phil Sundling representing Henke Development, LLP</b>
<b>C. Location</b>	<b>The subject property is generally located on the west side of 400 E, approximately 1000 feet north of 300 S</b>
<b>D. Acreage</b>	<b>The subject property contains approximately 60.5 acres.</b>
<b>E. Current Zoning</b>	<b>The property is currently zoned Single-Family Residential (SF).</b>
<b>F. Current Land Use</b>	<b>Agricultural/Undeveloped</b>
<b>G. Adjacent Land Uses</b>	<b>North: Agricultural/Undeveloped East: Agricultural/Undeveloped and rural single-family South: Agricultural/Undeveloped and Perry Worth Elementary School West: Agricultural/Undeveloped</b>
<b>H. Action Requested</b>	<p style="text-align: center;"><b>Planned Unit Development Rezone</b></p> <p>The applicant is requesting a rezone to a Planned Unit Development (PUD) in order to incorporate the subject property into the previously approved Waterford development, a large scale mixed-use project containing single-family, multi-family, commercial, and industrial uses. The proposed underlying zoning districts are based on the associated use districts within the overall plan, including SF2, PBC, CB, and PBI.</p> <p>The applicant recently got the subject property under contract with the intention of incorporating the site into the overall Waterford development. In order to facilitate this development process, the applicant has requested to rezone the site to PUD and assign the standards of the Waterford PUD ordinance.</p>
<b>I. Ordinance Process</b>	<p style="text-align: center;"><b>Procedural Ordinance Process:</b></p> <p>Unified Development Ordinance Process for Planned Unit Development The process to establish a Planned Unit Development allows for additional development flexibility and innovative approaches than are possible through the application of customary zoning regulations. The Unified Development Ordinance (UDO) permits any zoning district to be rezoned for the creation of a PUD. The process requires the development of a concept plan that provides general characteristics of the development such as vehicular and pedestrian circulation, lot layout, infrastructure and drainage, and other pertinent development features. The</p>

**J. Project Description**

concept plan is required to be accompanied by a PUD Ordinance that documents the development standards that apply to the proposed PUD district. The ordinance will also include any specific written commitments that are being proposed as part of the development.

**Project Description**

The applicant is requesting a rezone to a Planned Unit Development District to be known as “Waterford” that would allow for a mixed-use development. Because of the large-scale nature of the development, specific street and lot layouts are unknown at this time and will be designed as the development moves into the Preliminary Plan stage for the first phase of the overall development. The conceptual plan for the Waterford PUD identifies four use districts, each with a specific underlying zoning district and series of development and architectural standards. Where the PUD Ordinance does not address a specific standard or requirement, the standards of the underlying zoning district would apply.

The applicant is proposing to assign the subject property to the Lifestyle Community Subdistrict as previously established in the Waterford PUD ordinance. There have been no changes to the language of the PUD ordinance relating to development standards. This amendment is only meant to rezone the additional parcel to the Waterford PUD and extend the existing standards to said property.

**Lifestyle Community District**

The Lifestyle district is planned for a variety of residential uses and will also contain the proposed golf course. The underlying zoning district is Single-Family Residential (SF2), however both single-family and multi-family uses are permitted within the district, with multi-family uses targeted in the vicinity of the Village Center and non-residential districts.

**Development Standards**

The table below outlines the development standards proposed within the Lifestyle Community District.

	Single Family Detached – Front Load (Village)	Single Family Detached – Front Load (Garage Forward)	Single Family Detached – Rear Load
Min. Total Living Area	1200 SF – Ranch 1600 SF – 2-Story	1500 SF – Ranch 2000 SF – 2-Story	1200 SF – Ranch 1600 SF – 2-Story
Max. Number of Dwelling Units	No Maximum	No Maximum	No Maximum
Maximum Density (units/acre)	2.5	2.5	2.5
Min. Lot Width	50 feet	60 feet	50 feet
Min. Setback, Front	10 feet – house 20 feet – garage <sup>1</sup>	20 feet	10 feet
Min. Setback, Side	5 feet	7.5 feet	5 feet

Min. Setback, Rear	30 feet	30 feet	10 feet
District Perimeter Setback Not Abutting Street (External)	20 feet	20 feet	20 feet
Max. Building Height	45 feet	45 feet	45 feet
Max. Impervious Lot Coverage	60%	60%	60%
Front Façade Proportions	50% garage 50% house	45% garage 55% house	N/A

<sup>1</sup>Garage façade shall be setback a minimum of 10 feet from the primary front house façade.

	Single Family Attached – Duplex/Triplex	Single Family Attached – Townhome/Condo
Min. Total Living Area	1500 SF	750 SF
Max. Number of Dwelling Units	No Maximum	No Maximum
Maximum Density (units/acre)	8	12
Min. Lot Width	24 feet	24 feet
Min. Setback, Front	10 feet	10 feet
Min. Setback, Side	5 feet	5 feet
Min. Setback, Rear	30 feet	30 feet
District Perimeter Setback Not Abutting Street (External)	20 feet	20 feet
Max. Building Height	45 feet	45 feet
Max. Impervious Lot Coverage	90%	90%
Front Façade Proportions	N/A	N/A

Architectural/Landscape Standards

Because of the scale of the project and the variety of product types proposed, builders have not been identified at this time, so the applicant has provided character exhibits that represent the quality and broad design criteria expected in the development. To ensure that character is represented in practice, it is important to ensure that the standards outlined in the PUD ordinance complement the character exhibits as well. Staff has reviewed the submitted draft PUD ordinance and, in general, the applicant intends to meet the architectural design standards from the UDO. The following are

highlights of the UDO architectural requirements for reference. Descriptions in bold differ from the UDO requirements.

Anti-Monotony: No house can be of the same front elevation design as any other house within four lots along the same block face or directly across the street. No single front elevation design may constitute more than 25% of the front elevation house design within any single phase of a development.

Corner Lots: Homes built on corner lots must have a minimum of three windows on the side of the home facing the street and at least one architectural feature as listed in the UDO.

**Facades: Aluminum siding is prohibited. All dwellings will have a minimum first floor masonry on the front façade. Homes may include a masonry wainscot up to the lowest first floor window sills, but must also include a minimum of two siding styles. On side and rear elevations facing a public street, the masonry requirements would not apply for homes using 100% fiber cement siding.** All windows, doors, and corners will have a minimum six inch wood or vinyl surround, shutters, decorative trim, or headers.

Architectural Features: All homes will have a minimum of four features from this list (this is not the full list): front porch (32 SF min), veranda/balcony, reverse gable, turrets, two or more roof planes, decorative garage doors, separate overhead doors for each garage bay, side load garage, 100% brick on front elevation, full first floor masonry wrap, sunroom/screened porch.

**Roof: Three tab shingles are not permitted.**

**Garage: Detached garages are permitted for alley-load homes.**

Landscape Standards: The applicant is proposing to meet all required residential lot landscaping standards. The standard includes two trees and eight shrubs in the front yard and an additional tree and 8 shrubs in the side yard facing a street on a corner lot. Buffer B is required between any residential use district and commercial or industrial use districts within the proposed PUD. Along the perimeter of the proposed PUD, where adjacent to properties outside of the district, Buffer B will also be required.

## K. Decision Criteria

The Unified Development Ordinance establishes five decision criteria when reviewing any Planned Unit Development Rezoning and Ordinance applications that should be considered by the Plan Commission.

### **The extent to which the proposal fulfills the requirements and intent of the Comprehensive Plan and any other applicable, adopted planning studies or reports:**

*The 2019 City of Lebanon Comprehensive Plan identifies the area contained within this proposal as mixed-density residential and agricultural. The Mixed Density Residential classification is intended for a range of housing types including single family detached homes on lots of varying size, townhomes, duplexes, and apartments.*

The proposed development by the applicant is not necessarily consistent with the agricultural future land use designation from the 2019 Plan. However, the comprehensive plan is intended to be an educated guess of location and amount of potential development within a 5-10 year time horizon. At the time the future land use map was created 2 ½ years ago, the committee expected growth to occur adjacent to existing developed city limits and potentially near the south end of the community

proximate to the SR 267 exit. The committee could not have contemplated the opportunity for a significant mixed-use development of this nature in this area along Interstate 65. Outside of the future land use map, this development checks the boxes of many objectives of the plan including creating opportunities for diverse housing options, ensuring new housing developments reflect community character, expanding park and public space programming, and ensuring opportunities for diverse commercial and industrial business development, among others.

**The current conditions and the character of current structures and uses in each zoning district:**

The Waterford PUD is in an area of the community that is primarily undeveloped at this time. However, this area is in the path of growth that is moving up the interstate from Zionsville and Whitestown and, over time, was anticipated to develop in this fashion.

**The most desirable use of which the land in each district is adopted:**

As previously stated, the Waterford PUD helps to further many of the objectives established in the newly adopted comprehensive plan. The proposal creates a desirable mix of land uses based on proximity to the interstate and to other amenities and services. Because of the scale of the development, many additional amenities and services are expected to be included within the boundaries of Waterford.

**The conservation of collective property values throughout the City of Lebanon as a whole:**

It is not anticipated that the development proposed by the applicant will have a negative impact on property values throughout the city. The proposal represents the highest quality of design and should have a positive impact on values. In addition, this development over time will add more than \$1 billion in assessed value to the city.

**Responsible growth and development:**

This area of the community is not currently served by public utilities other than electric. However, the scale of the proposal warrants extension of utilities to the area and the extension will be a joint private and public project, with the cost primarily born by the developer.

**L: Plan Commission  
Action:**

**Plan Commission Action:**

The Advisory Plan Commission held a public hearing regarding the PUD rezoning request at their regularly scheduled meeting on August 16, 2021. **The Plan Commission has forwarded the request to the Common Council with a Favorable Recommendation by a 9-0 vote**, certified by the Commission Secretary on August 17, 2021 (copy included in packet).