

**CITY OF LEBANON
PLANNING AND ZONING DEPARTMENT**

**CITY OF LEBANON PLAN COMMISSION
STAFF REPORT
MARCH 20, 2023 PUBLIC HEARING**

A. Case Number:	Docket # 23-3
B. Applicant:	Eli Lilly and Company
C. Location:	The subject property is generally located north of County Road 375 North, east of I-65, and south of County Road 450 North, Lebanon, Indiana 46052.
D. Acreage and Zoning:	The subject property contains 602.42 acres and is presently zoned General Industrial (ID).
E. Adjacent Land Uses:	North – Agriculture/Rural Residential South – Agriculture/Rural Residential West – Interstate 65 East – CSX Railroad/Agriculture/Rural Residential
F. Property History:	<p style="text-align: center;">March 6, 2023 Board of Zoning Appeals Approval</p> <p>Development Standards Variance Variance Request #1 – Building Height UDO Section 4.16.D Variance approved to permit relief from the maximum building height of 50 feet in the ID zoning district. The applicant is proposing three production buildings with a height of up to 125 feet, one production building with a height of up to 80 feet, one production building with a height of up to 70 feet, two support buildings with a height of up to 60 feet, and four associated structures with a height of up to 90 feet.</p> <p>Variance Request #2 – Building Orientation UDO Section 6.2.F Variance approved to permit relief from the building orientation requirement of the Interstate Overlay District, which requires structures to give the appearance of having a front-like façade facing the interstate. The applicant is proposing a campus design where buildings would face internal private roads. None of the planned buildings are located directly along or immediately adjacent to Interstate 65, with the closest building to the interstate being LP2, which is 1200 feet away. The LP2 building façade facing the interstate was improved to include additional glass to address the intent of this requirement.</p> <p>Variance Request #3 – Loading Berths UDO Section 6.1.L.9 Variance approved to permit relief from the loading berth requirement of the Thoroughfare Overlay District. The overlay district indicates that loading berths visible from a public right-of-way shall be screened from view with an opaque wall.</p>

The LP2 building is proposed to include 2 loading berths that face Interstate 65, but are 1200 feet away and will be significantly screened by landscaping.

**Variance Request #4 – Mechanical Equipment Screening
UDO Section 7.18.C.9**

Variance approved to permit relief from the commercial grade mechanical equipment screening requirement, which requires a masonry wall equal to the height of the equipment plus two feet. Within the LP1 campus, there is a mechanical equipment area ranging in height from 60 to 90 feet that is internal to the buildings that would require a visually intrusive wall to meet the wall screening requirements. The applicant is proposing a combination of building placement and landscape screening as an alternative to the screening wall requirement.

G. Ordinance Process:

Procedural Ordinance Process:

Unified Development Ordinance Process for Development Plans
Development plan approval shall be required for those projects as listed below and in Chapter 4: Zoning Districts and Table 4:1: Use Matrix. Improvement Location Permits and Building Permits shall not be issued until the conditions and requirements of this ordinance have been met. Development Plans shall be provided for:

1. All uses within the MF, MH, CB, NB, PBC, PBO, PBI, ID, and IN Districts
2. All uses within the Interstate Overlay District

Lebanon Staff Determination: The project is located within the General Industrial (ID) zoning district requiring Development Plan approval.

H. Action Requested:

Development Plan Approval

The applicant, Eli Lilly and Company, presented the intent to construct a multi-building pharmaceutical research and development and manufacturing campus. The overall site and each building individually has been evaluated to determine compliance with the standards of the ID zoning district and Interstate Overlay District.

I. TAC Review:

TECHNICAL ADVISORY COMMITTEE (TAC) REVIEW

Development Plan Compliance with City of Lebanon Technical Advisory Committee (TAC)

City of Lebanon Utilities

Sewer and Water Division- Comments were as follows:

- Ensure the most recent set of Lebanon City Standards are included with the Plan Set. The most recent set is dated 01/01/2022 and can be found at the link below.

<https://lebanon-utilities.com/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-010122.pdf>

- Confirm that all water infrastructure onsite will be private and plans for offsite water infrastructure will be provided under a separate project(s).
- Private fire hydrants must be fully painted red.
- While the water infrastructure onsite is private, it should be constructed per Lebanon City Standards (example: water mains are to be ductile iron).
- Confirm that all sewer infrastructure on site will be private and plans for offsite sewer infrastructure will be provided under a separate project(s).
- While the sewer infrastructure onsite is private, it should be constructed per Lebanon City Standards (example: gravity sanitary sewers are to be PVC SDR-26). The exception would be that castings do not need to be marked as Lebanon Utilities.
- Continue coordination with Lebanon Utilities for wastewater pretreatment.

Electrical Division-

- This property is located within the Boone County REMC electric service territory.

City of Lebanon Stormwater – Satisfactorily address all storm water runoff, detention, storm sewer, and storm water quality comments provided by Kerry Daily of Christopher Burke Engineering pursuant to the City of Lebanon Stormwater Control Ordinance.

City of Lebanon Fire Department-Noted that applicant is proposing to construct and staff a private fire department on site to serve the project. The facility will be constructed in such a manner that it could be dedicated to the City in the future if warranted. The applicant will be required to supply a Knox Box for emergency access at all proposed buildings. Address numbers need to be placed on the street façade of the building and be 6-12” in size.

City of Lebanon Engineer – Comments/questions are as follows:

1. Satisfactorily address all comments provided by Lebanon Utilities, Police, Fire, Street, Stormwater, and Planning departments, in addition to requirements of other authorities having jurisdiction, such as: the Boone County Surveyor, Boone County REMC, the Indiana Department of Transportation (if applicable), the Indiana Department of Environmental Management, the Indiana Department of Natural Resources, etc.
2. Submit required calculations and satisfactorily address all storm water runoff, detention, storm sewer, and storm water quality comments provided by Kerry Daily of Christopher Burke Engineering Limited (CBBEL) pursuant to the City of Lebanon Stormwater Control Ordinance and Lebanon Stormwater Design Standards.
3. Provide a traffic impact study which includes any required and or recommended traffic improvements. Provide copies of all traffic studies to Matt Brown at A&F Engineering (A&F). Comply with all recommendations provided by A&F. In addition to proposed site entry drives, the following intersections and corresponding road segments must be included in the traffic impact study.
 - i. County Road 150 West (Witt Road) Entrance

- ii. County Road 375 North Entrance (Fire protection and Truck Entrance)
- iii. County Road 300 North and SR 39
- iv. County Road 300 North and County Road 150 West
- v. County Road 150 West (Witt Road) and the new street leading from the proposed interchange (if different than CR 300 N)
- vi. County Road 150 West (Witt Road) and County Road 375 North
- vii. County Road 150 West (Witt Road) and County Road 450 North
- viii. County Road 150 West (Witt Road) and County Road 500 North
- ix. County Road 150 West (Witt Road) and County Road 500 North
- x. County Road 150 West (Witt Road) and County Road 525 North
- xi. County Road 150 West (Witt Road) and State Road 47
- xii. County Road 375 North and SR 39
- xiii. County Road 750 North and SR 39
- xiv. State Road 47 and SR 39
- xv. I65 and State Road 47 interchange
- xvi. I65 proposed interchange in the vicinity of County Road 300 N

4. Add a note to all appropriate sheets which states the following: All work within the right-of-way shall meet current City of Lebanon Construction Standards.
5. Add a note to all appropriate sheets which states the following: The contractor/developer shall protect existing right-of-way infrastructure and be responsible for restoration as necessary.
6. Provide Reference to City of Lebanon Standard details where appropriate. Please note that Lebanon Standards will control where conflicts: <https://lebanon.in.gov/nfp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>. Inapplicable details and or sheets shall be “X”d out.

ALTA/NSPS Land Title Survey (20 sheets)

7. Sheet 1 through 20 – ALTA/NSPS Land Title Survey
 - a. No comment at this time.

Primary Plat (19 sheets)

8. Sheet C001 – Title Sheet
 - a. Provide the following contact Information:
City of Lebanon
401 S. Meridian Street
Lebanon, IN 46052
(765) 482-8845
Kevin Krulik PE PS AICP - City Engineer
Scott Calvert – MS4 Coordinator/Public Works
9. Sheet C100 – Overall Existing Boundary
 - a. No comment at this time.

10. Sheet C101-C108 – Existing Topography
 - a. Provide horizontal and vertical control data.
11. Sheet C200 – Existing Topography
 - a. Provide horizontal and vertical control data.
12. Sheet C200 - Overall Primary Plat
 - a. No comment at this time.
13. Sheet C201-C208 – Primary Plat
 - a. No proposed site improvements are depicted.
 - b. No comment at this time.

Development Plan Drawing Package (3 sheets)

14. LP100-CS-1 0000 001 – Civil Title Sheet
 - a. Provide the following contact Information:

City of Lebanon
401 S. Meridian Street
Lebanon, IN 46052
(765) 482-8845

Kevin Krulik PE PS AICP - City Engineer

Scott Calvert – MS4 Coordinator/Public Works

15. LP100-CS-1 0000 002 – Civil Legend and Abbreviations
16. Provide Reference to City of Lebanon Standard details where appropriate.
Please note that Lebanon Standards will control where conflicts:
<https://lebanon.in.gov/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>. Inapplicable details and or sheets shall be “X”d out.
17. LP100-CS-1 0000 003 – Civil Overall Site Zoning Plan Sketch
 - a. Provide note associated with existing building demolition that indicates existing wells, septic field, and utilities to be removed are properly retired and or abandoned per the appropriate governing bodies.

Civil Sedimentation and Erosion Control Plan (Phase 1 - 23 sheets)

18. LP100-CS-2 0000 001 – Civil Sedimentation and Erosion Control Overall Plan Phase-I
 - a. Provide the following contact Information:
City of Lebanon
401 S. Meridian Street
Lebanon, IN 46052
(765) 482-8845
Kevin Krulik PE PS AICP - City Engineer
Scott Calvert – MS4 Coordinator/Public Works
 - b. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
19. LP100-CS-2 0000 001- 023 – Civil Sedimentation and Erosion Control Sector Plan Phase-1
 - a. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
20. Provide copy of Indiana Department of Natural Resources (IDNR) CSGP (formerly Rule 5) Notice of Intent (NOI) to Scott Calvert, MS4 Coordinator.

Weekly City inspections of Stormwater BMPs are required throughout construction. Inspection fees will be \$50 per month from permit issuance till a Notice of Termination (NOT) is filed. Fees shall be paid at the time of Improvement Location Permit (ILP) issuance based on the proposed anticipated construction schedule.

Civil Site Plan Overall (30 Sheets)

21. LP100-CS-2 0000 001 – Civil Site Plan Overall

- a. Provide the following contact Information:

City of Lebanon
401 S. Meridian Street
Lebanon, IN 46052
(765) 482-8845

Kevin Krulik PE PS AICP - City Engineer

Scott Calvert – MS4 Coordinator/Public Works

22. LP100-CS-3 0000 002-021 – Civil Site Plan Sector

- a. Provide Screening for all Mechanical Equipment
- b. Commercial driveway entrances at all public rights-of-way shall not exceed 30 feet in width per City of Lebanon Standards. Exceptions will be made for fire department facilities.
- c. Verify that the proposed intersection geometry of CR 150 (Witt Road) and CR 375 N meets turning specifications for the largest truck expected during normal business operations of the final proposed facility. Provide auto-turn diagrams to ensure the vehicle can safely pass through the intersection without crossing the centerline of pavement.
- d. Provide documentation for all necessary offsite easements, associated with offsite construction improvements, including but not necessarily limited to the following:
- i. Proposed Sanitary Sewer Lift Station
 - ii. Sanitary Sewer Forcemain
 - iii. Intersection and Road Segment improvements
- e. Entry Drive shall be modified to intersect CR 150 W (Witt Road) at a perpendicular angle.
- f. Label entry geometry including widths and radii at all rights-of-way entrances.
- g. Provide for pedestrian and bicycle entry to the site extending from the main entrance to employment facilities. It is understood that all onsite pedestrian and bicycle facilities are private for the use of Eli Lilly employees and guests, subject to required site security measures.
- h. Depict proposed rights of way in compliance with the City of Lebanon Thoroughfare plan.
- i. County Road 150 West (Witt Road) – 35' half width (minimum).
 - ii. County Road 375 North – 35' half width (minimum).
 - iii. County Road 450 North – 35' half width (minimum).
- i. Indicate any widening as required to accommodate passing lanes, acceleration/deceleration lanes, passing blisters and tapers as provided by the traffic impact study previously referenced.

- j. Multi-use paths should be incorporated into all offsite transportation improvements.
 - k. Traffic control signage shall be provided at all adjacent intersections and entrances created by the proposed development pursuant to MUTCD
 - l. Provide a maintenance of traffic plan associated with the vacation, and demolition of existing rights-of-way.
 - m. All striping in public rights-of-way to be thermoplastic in compliance with the AASHTO – MUTCD
23. LP100-CS-3 0000 022 – Civil Paving, Sidewalks and Curbing Details
- a. Where applicable, reference to City of Lebanon Standards. Please note that Lebanon Standards will control where conflicts exist. Full Lebanon Standards Details sheets are to be incorporated into the final set of approved construction plans (inapplicable details and or sheets may be “X” out): <https://lebanon.in.gov/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>
24. LP100-CS-3 0000 023 – Civil Wheelchair Ramp Details
- a. Where applicable, reference to City of Lebanon Standards. Please note that Lebanon Standards will control where conflicts exist. Full Lebanon Standards Details sheets are to be incorporated into the final set of approved construction plans (inapplicable details and or sheets may be “X” out): <https://lebanon.in.gov/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>
25. LP100-CS-3 0000 024-25 – Civil Underground Piping Details
- a. Where applicable, reference to City of Lebanon Standards. Please note that Lebanon Standards will control where conflicts exist. Full Lebanon Standards Details sheets are to be incorporated into the final set of approved construction plans (inapplicable details and or sheets may be “X” out): <https://lebanon.in.gov/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>
 - b. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
 - c. Address all comments proved by Lebanon Utilities and/or their reviewing consultants BF&S.
26. LP100-CS-3 0000 026-229 – Civil Drainage Structure Details
- a. Where applicable, reference to City of Lebanon Standards. Please note that Lebanon Standards will control where conflicts exist. Full Lebanon Standards Details sheets are to be incorporated into the final set of approved construction plans (inapplicable details and or sheets may be “X” out): <https://lebanon.in.gov/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>
 - b. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
27. LP100-CS-3 0000 030 – Civil Fence Details

- a. No comment at this time.

Civil Sedimentation and Erosion Control Plan (Phase 2 - 28 sheets)

28. LP100-CS-4 0000 001 – Civil Sedimentation and Erosion Control Overall Plan Phase-II
- a. Provide the following contact Information:
City of Lebanon
401 S. Meridian Street
Lebanon, IN 46052
(765) 482-8845
Kevin Krulik PE PS AICP - City Engineer
Scott Calvert – MS4 Coordinator/Public Works
- b. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
29. LP100-CS-4 0000 001- 023 – Civil Sedimentation and Erosion Control Sector Plan Phase-1
- a. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
30. LP100-CS-4 0000 001- 024 – Civil North Pond Details
- a. Where applicable, reference to City of Lebanon Standards. Please note that Lebanon Standards will control where conflicts exist. Full Lebanon Standards Details sheets are to be incorporated into the final set of approved construction plans (inapplicable details and or sheets may be “X” out): <https://lebanon.in.gov/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>
- b. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
31. LP100-CS-4 0000 001- 025 – Civil West Pond Details
- a. Where applicable, reference to City of Lebanon Standards. Please note that Lebanon Standards will control where conflicts exist. Full Lebanon Standards Details sheets are to be incorporated into the final set of approved construction plans (inapplicable details and or sheets may be “X” out): <https://lebanon.in.gov/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>
- b. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
32. LP100-CS-4 0000 001- 026-028 – Civil Erosion Control Details
- a. Where applicable, reference to City of Lebanon Standards. Please note that Lebanon Standards will control where conflicts exist. Full Lebanon Standards Details sheets are to be incorporated into the final set of approved construction plans (inapplicable details and or sheets may be “X” out): <https://lebanon.in.gov/wp-content/uploads/2021/12/Lebanon-City-Standards-Final-Version-Jan-1-22.pdf>

- b. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
33. Provide copy of Indiana Department of Natural Resources (IDNR) CSGP (formerly Rule 5) Notice of Intent (NOI) to Scott Calvert, MS4 Coordinator. Weekly City inspections of Stormwater BMPs are required throughout construction. Inspection fees will be \$50 per month from permit issuance till a Notice of Termination (NOT) is filed. Fees shall be paid at the time of Improvement Location Permit (ILP) issuance based on the proposed anticipated construction schedule.

Civil Erosion and Sediment Control NOI Map (1 sheet)

34. LP100-CS-4 0000 001 – Civil Sedimentation and Erosion Control Overall Plan Phase-II

- a. Provide the following contact Information:

City of Lebanon
401 S. Meridian Street
Lebanon, IN 46052
(765) 482-8845
Kevin Krulik PE PS AICP - City Engineer
Scott Calvert – MS4 Coordinator/Public Works

- b. Ensure compliance with the requirements of the City of Lebanon Stormwater Control Ordinance and Design Standards as outlined by CBBEL.
35. Provide copy of Indiana Department of Natural Resources (IDNR) CSGP (formerly Rule 5) Notice of Intent (NOI) to Scott Calvert, MS4 Coordinator. Weekly City inspections of Stormwater BMPs are required throughout construction. Inspection fees will be \$50 per month from permit issuance till a Notice of Termination (NOT) is filed. Fees shall be paid at the time of Improvement Location Permit (ILP) issuance based on the proposed anticipated construction schedule.

Lighting and Landscape Plans (28 sheets)

- a. Ensure compliance with Planning Department.

Please provide a written response to the above comments, in a similar numbering format to this letter, along with any accompanying documentation. The City reserves the right to issue further comments related to the project.

Please note that the comments provided here pertain to Development Plan and Primary Plat Approvals, and do not represent a review of detailed Construction Documents associated with the proposed project.

City of Lebanon Planning Staff Review-

1. Plan of Operation:

The applicant, Eli Lilly and Company, presented the intent to construct a multi-building pharmaceutical research and development and manufacturing campus. The campus includes a little over 1.6 million square feet divided among 12 different buildings ranging from a 3,200 square foot visitor's center to a 330,000 square foot

manufacturing facility. The site will include uses ranging from administrative offices, lab space, manufacturing, utilities, warehousing, and a fire station.

The overall site and each building individually has been evaluated to determine compliance with the standards of the ID zoning district and Interstate Overlay District.

2. Development Standards-

The submitted civil drawings have demonstrated compliance with the following standards required for the General Industrial (ID) district.

UDO Development Standards-General Industrial District	
Required	Provided
Minimum Lot Size = 5 acres	Parcel 1 – 503.44 acres Parcel 2 – 78.55 acres
Minimum Lot Width = 200 Feet	Parcel 1 – 2600 feet Parcel 2 – 1300 feet
Front Setback = 100 Feet	375 N – 200 feet 450 N – 1500 feet I-65 – 1500 feet
Side Setback= 50 Feet	CSX – 490 feet South – 820 feet
Maximum Height=50 Feet	Range up to 125 feet (Approved by the BZA at their March 6, 2023 meeting)

3. Parking Approval:

UDO Parking Requirement	Provided On-Site
Office – 1 space per 300 square feet	Small Molecule- 85 required, 89 provided
Manufacturing – 1 space per employee on the largest shift plus one space per 10 employees	Peptide- 217 required, 218 provided
Warehouse – 1 space per employee on the largest shift plus one space per vehicle used in the operation	Oligo- 80 required, 80 provided
	Admin/Lab- 366 required, 367 provided
	Warehouse- 89 required, 89 provided
	Visitor’s Center- 16 required, 17 provided
	Fire Station- 8 required, 8 provided
	Gene Therapy- 66 required, 93 provided

4. Lighting Plan:

The applicant has provided a photometric plan that meets all applicable UDO standards for site lighting. The plans confirm that maximum light levels at exterior property lines will not exceed 0.5 footcandles, or 0.3 footcandles where adjacent to existing residential uses.

5.Landscaping/Bufferyard Approval:

In review of the submitted landscaping plan, the applicant has provided a plan that meets all applicable requirements within the General Industrial District and the Interstate Overlay District. The following is a summary of the proposed plantings.

Perimeter Buffers

I-65 Property line – Type B Interstate Overlay Buffer (6 trees and 15 large shrubs/100 feet)

North/East Property lines – Type F Buffer (8 trees and 15 large shrubs/100 feet plus berm)

South Property line – Type D Buffer (8 trees and 15 large shrubs/100 feet plus berm)

Solar Array – Buffer along I-65 to include 2 rows of staggered evergreens 2 feet taller than equipment)

Perimeter landscaping will include approximately 2700 trees and 4200 shrubs.

Site/Building Landscaping

In addition to the perimeter buffers, the site, buildings, and parking lots will include additional plantings to meet landscape requirements for lot plantings, building base landscaping, and parking lot perimeter and interior landscaping. The proposed plan includes over 3500 additional trees and 3300 additional shrubs.

The total landscape package includes over 6300 trees and 7800 shrubs (14,188 total plantings).

6.Signage Plan:

The applicant is proposing a ground sign near the entrance on Witt Road that meets all applicable UDO standards (8 foot height, 32 square feet). In addition, all proposed wall signage indicated on the building elevations meets applicable standards (2 square feet for every 1 linear foot of building, limited to a maximum of 300 square feet).

7. Architectural Review:

The applicant has submitted architectural renderings that adhere to the requirements of the General Industrial zoning district. In addition, industrial uses are exempt from the Architectural Design standards of UDO Chapter 7.18.C.5 and uses over 100,000 square feet are exempt from the masonry standards of the Interstate Overlay District.

Staff Recommendation:

In review of the submitted Development Plan as presented, Lebanon Planning Staff finds compliance with the Unified Development Ordinance Requirements for the subject site. Staff recommends approval of the subject Development Plan contingent on the following conditions:

**J: Staff
Recommendation:**