Westfield City Council Report

Ordinance Number:	15-08
APC Petition Number:	1504-PUD-06
Subject Site Address:	Southwest corner of U.S. 31 and S.R. 32
Petitioner:	Westfield Community Investors, LLC
Requested Action:	Petitioner requests a change in zoning of approximately 7.1 acres +/- from the OI and EI Districts to the Gateway Southwest PUD District.
Current Zoning:	Open Industrial and Enclosed Industrial; U.S. Highway 31 Overlay District; and State Road 32 Overlay District
Current Land Use:	Vacant
Approximate Acreage:	7.1 acres+/-
Exhibits:	1. Staff Report 2. Location Map 3. Concept Plan 4. Building Character Exhibit 5. Gateway Southwest PUD Ordinance, Ord. 15-08
Prepared By:	Kevin M. Todd, AICP

PETITION HISTORY

This petition was introduced at the March 9, 2015, City Council meeting. The petition received a public hearing at the April 6, 2015 Advisory Plan Commission (the "APC") meeting. The APC forwarded this petition with a favorable recommendation (Vote: 8-0) at its July 6, 2015, meeting. This petition is eligible for adoption consideration at the July 13, 2015, Council meeting.

PROCEDURAL

Public Hearing: Changes in zoning are required to be considered at a public hearing by the APC. The public hearing for this petition was held at the April 6, 2015 meeting. Notice of the public hearing was provided in accordance with Indiana law and the APC's Rules of Procedure.

Statutory Considerations:

Indiana Code 36-7-4-603 states that in the consideration of zoning ordinance amendments and zone map changes that reasonable regard shall be paid to:

1. The Comprehensive Plan.
2. Current conditions and the character of current structures and uses.
3. The most desirable use for which the land is adapted.
4. The conservation of property values throughout the jurisdiction.
5. Responsible growth and development.

PROJECT OVERVIEW

Location: This subject property (the "Property") is approximately 7.1+/- acres in size and is located at the southwest corner of U.S. 31 and State Road 32. The Property is currently zoned Open Industrial and Enclosed Industrial, and it falls within both, the U.S. Highway 31 Overlay District and the State Highway 32 Overlay District. The Property is the location of the former Waitt grain elevator.

Project Overview: The Petitioner is requesting a change of zoning to a commercial mixed-use Planned Unit Development (PUD) District to be known as "The Gateway Southwest PUD" (the "Proposal"). The Gateway Southwest PUD defaults to the General Business (GB) District standards and uses, with a few modifications to the permitted uses and development standards. The Proposal conceptually includes a multi-story hotel, and up to four out-lot buildings. Access to the Property would be from Westfield Business Park Court.

Development and Architectural Standards: The Proposal defaults to the GB and other UDO development standards, while modifying some standards which are consistent with more urban development patterns (i.e., modified GB standards include: setbacks, minimum building height, and landscaping/buffering requirements). The PUD Ordinance includes a building character exhibit which demonstrates a minimum quality and appearance of structures within the project.

Comprehensive Plan: The Westfield-Washington Township Comprehensive Plan identifies the Property as part of the Downtown area. The Grand Junction Master Plan was adopted in 2009 to serve as the vision and guide specifically for Downtown Westfield. The Grand Junction Master Plan identifies the four corners of the intersection of U.S. 31 and State Road 32 as gateways for the community. The gateway areas are envisioned to include quality, signature architecture; signature hotel/conference center(s); and premium office buildings. The 2013 Grand Junction Implementation Plan (the "Implementation Plan") identifies the four quadrants of the U.S. Highway 31 and State Highway 32 interchange as the "Gateway Sub-District" of Grand Junction. The Implementation Plan further states that rooftops in this area should not be visible from the elevated U.S. 31 highway, and it also encourages the development of hotel/conference center(s), apartments, and office buildings.

MODIFICATIONS SINCE THE COUNCIL INTRODUCTION

Because a detailed comprehensive plan amendment for the Gateway Sub-District is being developed simultaneously, the developer worked closely with the City to synchronize the standards of this PUD Ordinance with the vision and development expectations that will be established by the upcoming comprehensive plan amendment. As a result of those discussions, the following modifications were made to the Gateway Southwest PUD Ordinance since the March 9, 2015 Council Introduction and the April 6, 2015 APC Public Hearing:

1. Concept Plan and Character Exhibit. The location and orientation of the purported four-plus-story hotel has been shifted so that it now runs parallel to U.S. Highway 31 and is closer to State Road 32. This shift in location and orientation creates a desirable vertical focal point closer to the highways. The remaining buildings on the plan could have a lower profile than the hotel building, and would not be as visually accessible from the highways.

   The Character Exhibit was updated to reflect the revised concept plan layout.

2. Land Uses. The Proposal defaults to the GB uses, as was originally proposed, however, it now restricts the types of uses to ones that are more consistent with the Gateway Sub-District vision. The Gateway Southwest PUD does not allow the following GB uses: Mortuaries, Nurseries, Religious Institutions, Garden and Lawn Centers, Fast Food Restaurants (unless incorporated within a mixed-use building); Drive Through Windows; High Intensity Retail; Amphitheater/Outdoor Theaters; Civic Club; and Private Clubs.

   The PUD Ordinance adds and defines a new use, "Fast Casual Restaurant".

3. Setbacks. The original PUD proposal included "No Minimum" setbacks from any property line. In order to be consistent with the State Highway 32 Overlay requirements, the revised proposal includes a minimum setback of 30 feet from State Highway 32.

4. Building Height and Mass. A significant part of the vision and goal for the Gateway Sub-District is to have development at each of the four quadrants that includes substantial building height and building mass, especially for travelers on U.S. Highway 31. In response, the PUD Ordinance creates two Building Height and Building Size districts. The district that is closest to U.S. Highway 31 (District 1) requires a minimum building height of four (4) stories and 60 feet, and a minimum building footprint of 10,000 square feet. The other district (District 2) will not be as visible from U.S. Highway 31 and requires a minimum building height of one (1) story and at least one (1) building to be a minimum of 8,000 square-feet (combination of building and/or outdoor seating area) – all other buildings a required to be a minimum of 7,000 square-feet (combination of building and/or outdoor seating area).

5. Mechanical Equipment. All roof-mounted mechanical equipment is not allowed to be visible from any part of U.S. Highway 31, State Road 32, or any other adjoining right-of-way.

6. Signage. The City's Upper Floor Tenant signage (Article 6.17 (J)(7)(b)) would apply to the building in District 1, and the petitioner is requesting signage on all four sides of the building, not just the sides that have road frontage.

   The petitioner is also requesting two (2) monument signs on the Real Estate. One sign on the northern portion of the Real Estate will follow the sign standards for a nonresidential center, per the UDO. A second smaller sign (maximum height of 12 feet and a maximum square footage of 120 square feet, per face) will be allowed near the southwest entrance.

7. Outdoor Public Space and Public Art. Consistent with The Junction PUD and recommendations of the Grand Junction Implementation Plan 2013, the PUD Ordinance encourages usable outdoor public spaces and visually accessible public art within the project.

8. State Highway 32 Overlay District. The State Highway 32 Overlay District standards would apply to the Gateway Southwest PUD District. However, because of the uniqueness of the highway right-of-way configuration and proximity of Westfield Business Park Court, the routing and location of the Trail Corridor may need to be different than what is required by the UDO. The proposed PUD Ordinance gives the Director the ability to approve the final layout of that trail segment at the Primary Plat review stage.

RECOMMENDATIONS / ACTIONS

APC Recommendation

At its July 6, 2015, meeting, the APC forwarded a favorable recommendation of this petition to the Council (Vote of: 8 in favor, 0 opposed) with the following condition:

1. That the monument signage standards in the PUD Ordinance be modified as follows:
   a. One (1) monument sign is allowed on the northern portion of the Real Estate, and that that sign not exceed 25 feet in height and 250 square feet, per face; and,
   b. One (1) monument sign is allowed near the southwest entrance of the Real Estate, and that that sign not exceed 12 feet in height and 120 square feet, per face.

Since the July 6, 2015 APC meeting, the petitioner has agreed to modify the requirements for the northern monument sign so that it follows the UDO's requirements for nonresidential center monument signage.

Those revisions have been incorporated into the PUD Ordinance, as presented (see **Exhibit 5**).

City Council

Introduction: March 9, 2015

Eligible for Adoption: July 13, 2015

Submitted by: Kevin M. Todd, Senior Planner
Economic and Community Development Department