



**METROPOLITAN DEVELOPMENT COMMISSION
HEARING EXAMINER**

October 24, 2024

Case Number: 2024-ZON-097
Property Address: 6402 West Southport Road and 7300 South Mooresville Road
Location: Decatur Township, Council District #21
Petitioner: Goose Creek Farms, LLC, by Domonic Dreyer
Current Zoning: D-A
Request: Rezoning of 48.4 acres from the D-A district to the D-4 district for a residential development.
Current Land Use: Agricultural Land
Staff Recommendations: Approval with commitments.
Staff Reviewer: Marleny Iraheta, Senior Planner

PETITION HISTORY

This petition was continued from the September 12, 2024 hearing to the September 26, 2024 hearing at the request of staff to allow for additional time for the review of the traffic impact study submitted.

This petition was automatically continued from the September 26, 2024 hearing to the October 24, 2024 hearing at the request of a registered neighborhood organization.

STAFF RECOMMENDATION

Staff **recommends approval** subject to the following commitments being reduced to writing on the Commission's Exhibit "B" forms at least three days prior to the MDC hearing:

1. A 40-foot half right-of-way shall be dedicated along the frontage of Southport Road as per the request of the Department of Public Works (DPW), Engineering Division. Additional easements shall not be granted to third parties within the area to be dedicated as public right-of-way prior to the acceptance of all grants of right-of-way by the DPW. The right-of-way shall be granted within 60 days of approval and prior to the issuance of an Improvement Location Permit (ILP).
2. The Department of Public works requests that two passing blisters shall be installed, specifically at the West Access, east bound and East Access, west bound.
3. The Department of Public works request that an eastbound right-turn lane shall be installed at Southport Road and Proposed East Access Drive per the traffic impact study results.



PETITION OVERVIEW

LAND USE

The 48.4-acre subject site is comprised of portions of two parcels that are currently utilized as agricultural land. The property is bordered to the east with single-family dwellings, zoned D-4, agricultural land to the north, zoned D-A, a single-family dwelling to the west, zoned D-A, and a single-family dwelling and agricultural land to the south, zoned D-A.

REZONING

The grant of the request would rezone the site from the D-A district to the D-4 district for the development of a residential subdivision.

The D-A district holds the agricultural lands of Marion County and provides for a variety of agricultural uses. It is intended to provide for animal and poultry husbandry, farming, cultivation of crops, dairying, pasturage, floriculture, horticulture, viticulture, apiaries, aquaculture, hydroponics, together with necessary, accompanying accessory uses, buildings, or structures for housing, packing, treating, or storing said products; or lands devoted to a soil conservation or forestry management program. A single-family dwelling is intended to be permitted as a part of such agricultural uses. A secondary provision of this district is large estate development of single-family dwellings. This district fulfills the very low-density residential classification of the Comprehensive General Land Use Plan. This district does not require public water and sewer facilities.

The D-4 district is intended for low or medium intensity single-family and two-family residential development. Land in this district needs good thoroughfare access, relatively flat topography, and nearby community and neighborhood services and facilities with pedestrian linkages. Provisions for recreational facilities serving the neighborhood within walking distance are vitally important. Trees fulfill an important cooling and drainage role for the individual lots in this district. The D-4 district has a typical density of 4.2 units per gross acre. This district fulfills the low-density residential classification of the Comprehensive General Land Use Plan. All public utilities and facilities must be present. Development plans, which may include the use of clustering, should incorporate, and promote environmental and aesthetic considerations, working within the constraints and advantages presented by existing site conditions, including vegetation, topography, drainage and wildlife.

DEPARTMENT OF PUBLIC WORKS

The Department of Public Works, Traffic Engineering Section, has requested the dedication and conveyance of a 40-foot half right-of-way along Southport Road. This dedication would also be consistent with the Marion County Thoroughfare Plan.



TRAFFIC IMPACT STUDY

The Department of Public Works reviewed the submitted traffic impact study submitted on September 3, 2024.

The scope of work included the following intersections between the hours of 6:30 A.M to 9:00 A.M. and 3:30 P.M. to 6:30 P.M.:

- Southport Road & Mooresville Road
- Southport Road & Mann Road
- Mooresville Road & Camby Road
- Mooresville Road & Mills Road

The study estimated the 2029 background traffic volumes by applying a 1% per year growth rate to the existing traffic volumes, estimated the number of peak hour trips that will be generated by the proposed developments, assigned and distributed the generated traffic volumes from the proposed developments to the study intersections, and prepared a capacity analysis, level of service analysis, and turn lane analysis at the study intersections for the existing traffic volumes, year 2024 background traffic volumes, and year 2029 proposed development traffic volumes.

The study area was defined to include the four intersections noted above and the following:

- Southport Road & Proposed West Access Drive
- Southport Road & Proposed East Access Drive

DPW noted that although the study did not provide a passing blister analysis, two passing blisters are needed at the West Access, east bound and East Access, west bound. In addition, an eastbound right-turn lane is warranted at the Southport Road and Proposed East Access Drive. These will be requested as commitments for the approval.

The Southport and Mooresville intersection results are concerning to DPW with a Level-of-Service (LOS) of F even when turn lanes are added, but the bridge proximity makes turn lanes difficult to construct. The report did not provide a suitable solution for this intersection.

Mooresville and Mills intersection resulted in LOS F and recommendation of a roundabout. It is unclear whether the petitioner is prepared to construct a roundabout at this location, but DPW is willing to discuss this further.

STAFF ANALYSIS

The grant of the request would allow for the proposed development of 130 single-family residential lots with a density of 2.69 units per acre. The common area would equal to an approximate 13.59 acres or 28.1 percent of the total land area. Amenities shown in the conceptual plan include internal trails, playground, sports courts, and picnic areas.



The proposed D-4 district would align with the village mixed-use and suburban neighborhood recommendations of the Comprehensive Plan that recommends detached housing development.

Staff will note that the approval recommendation would only be for the rezoning and would not constitute approval of the conceptual subdivision layout. Review of a new subdivision would be completed with the filing of a subdivision plat petition.

Staff's approval recommendation would be subject to the right-of-way dedication, installation of two passing blisters, and the installation of an eastbound right-turn lane at Southport Road and Proposed East Access Drive as requested by the Department of Public Works.

GENERAL INFORMATION

Existing Zoning	D-A	
Existing Land Use	Agricultural Land	
Comprehensive Plan	Suburban Neighborhood and Village Mixed-Use	
Surrounding Context	<u>Zoning</u>	<u>Land Use</u>
North:	D-A	Agricultural Land
South:	D-A	Agricultural Land and Residential (Single-family dwelling)
East:	D-4	Residential (Single-family dwellings)
West:	D-A	Residential (Single-family dwelling)
Thoroughfare Plan		
Southport Road	Primary Collector Street	80-foot proposed right-of-way and 40-foot existing right-of-way.
Context Area	Metro	
Floodway / Floodway Fringe	No	
Overlay	Yes	
Wellfield Protection Area	No	
Site Plan	August 11, 2024	
Site Plan (Amended)	N/A	
Elevations	N/A	
Elevations (Amended)	N/A	
Landscape Plan	N/A	
Findings of Fact	N/A	
Findings of Fact (Amended)	N/A	
C-S/D-P Statement	N/A	

COMPREHENSIVE PLAN ANALYSIS

Comprehensive Plan

- Marion County Land Use Plan Pattern Book (2019)

Pattern Book / Land Use Plan

- The Marion County Land Use Plan Pattern Book (2019) recommends village mix-use and suburban neighborhood development of the site.
- The Village Mixed-Use typology creates neighborhood gathering places with a wide range of small businesses, housing types, and public facilities. This typology is intended to strengthen existing, historically small-town centers as well as to promote new neighborhood centers. Businesses found in this typology serve adjacent neighborhoods, rather than the wider community. This typology is compact and walkable, with parking at the rear of buildings. Buildings are one to four stories in height and have entrances and large windows facing the street. Pedestrian-scale amenities such as lighting, landscaping, and sidewalk furniture also contributes to a walkable environment in this typology. Uses may be mixed vertically in the same building or horizontally along a corridor. Public spaces in this typology are small and intimate, such as pocket parks and sidewalk cafes. This typology has a residential density of 6 to 25 dwelling units per acre.
- **Conditions for All Land Use Types**
 - All land use types except small-scale parks and community farms/gardens in this typology must have adequate municipal water and sanitary sewer.
 - All development should include sidewalks along the street frontage.
 - In master-planned developments, block lengths of less than 500 feet, or pedestrian cut-throughs for longer blocks, are encouraged.
 - Where possible, contributing historic buildings should be preserved or incorporated into new development.
- **Conditions for All Housing**
 - Should be within a one-quarter-mile distance (using streets, sidewalks, and/or off-street paths) of a school, playground, library, public greenway, or similar publicly accessible recreational or cultural amenity that is available at no cost to the user.
 - Should be oriented towards the street with a pedestrian connection from the front door(s) to the sidewalk. Driveways/parking areas do not qualify as a pedestrian connection.
- **Detached Housing**
 - The house should extend beyond the front of the garage. Garages should be loaded from an alley or sides street when possible and should be detached if located on the side of the house.
- The Suburban Neighborhood typology is predominantly made up of single-family housing but is interspersed with attached and multifamily housing where appropriate. This typology should be supported by a variety of neighborhood-serving businesses, institutions, and amenities. Natural Corridors and natural features such as stream corridors, wetlands, and woodlands should be treated as focal points or organizing systems for development. Streets should be well-connected,

and amenities should be treated as landmarks that enhance navigability of the development. This typology generally has a residential density of 1 to 5 dwelling units per acre, but a higher density is recommended if the development is within a quarter mile of a frequent transit line, greenway, or park.

- **Conditions for All Land Use Types**

- All land use types except small-scale parks and community farms/gardens in this typology must have adequate municipal water and sanitary sewer.
- All development should include sidewalks along the street frontage.
- Hydrological patterns should be preserved wherever possible.
- Curvilinear streets should be used with discretion and should maintain the same general direction.
- In master-planned developments, block lengths of less than 500 feet, or pedestrian cut-throughs for longer blocks, are encouraged.

- **Conditions for All Housing**

- A mix of housing types is encouraged.
- Developments of more than 30 housing units must have access to at least one arterial street of 3 or more continuous travel lanes between the intersections of two intersecting arterial streets.
- Should be within a one-mile distance (using streets, sidewalks, and/or off-street paths) of a school, playground, library, public greenway, or similar publicly accessible recreational or cultural amenity that is available at no cost to the user.
- Should be oriented towards the street with a pedestrian connection from the front door(s) to the sidewalk. Driveways/parking areas do not qualify as a pedestrian connection.
- Developments with densities higher than 5 dwelling units per acre should have design character compatible with adjacent properties. Density intensification should be incremental with higher density housing types located closer to frequent transit lines, greenways or parks.

- **Detached Housing**

- The house should extend beyond the front of the garage.
- Lots should be no more than 1.5 times the size (larger or smaller) of adjacent/surrounding lots, except in cases where lots abut existing residential lots of one acre or more in size. In those cases, lots should be no smaller than 10,000 square feet and no larger than 1.5 times the size of the abutting lot.

- The subject site falls within a Critical Area Overlay, specifically the Critical Area 006 of Decatur Township that is intended to promote master-planned, walkable suburbanism with a high degree of both vehicle and pedestrian connectivity. Development should include a spectrum of housing types and a mix of neighborhood-serving commercial uses and neighborhood gathering places. Development should not consist of a single housing type or land use.

- This overlay modifies all uses for this area to include the following:

- Development should emphasize horizontal, rather than vertical mixed use, with different uses in different buildings. Site design should include a well-connected intrasite pedestrian network with buildings connected directly to pedestrian sidewalks or pathways. Vehicular drives and parking should be designed to minimize conflicts with pedestrian access. Development at the edges of the site should be sensitive to the massing and character of adjacent uses.



Red Line / Blue Line / Purple Line TOD Strategic Plan

- Not Applicable to the Site.

Neighborhood / Area Specific Plan

- Not Applicable to the Site.

Infill Housing Guidelines

- Not Applicable to the Site.

Indy Moves

(Thoroughfare Plan, Pedestrian Plan, Bicycle Master Plan, Greenways Master Plan)

- Not Applicable to the Site.



ZONING HISTORY

Zoning History - Vicinity

2020-ZON-032; 6007 West Southport Road (southeast of site), Rezoning of 4.78 acres from the D-A district to the D-S district, **withdrawn**.

94-Z-218; 5820 West Southport Road (northeast of site), Rezoning of 37.675 acres from D-A to D-4 for residential subdivision, **approved**.

94-Z-51; 5630 West Southport Road (east of site), Rezoning of 80 acres, being in the D-A District, to the D-4 classification to provide for single-family residential subdivision, **approved**.

EXHIBITS





CONCEPT PLAN
GOOSE CREEK FARMS
 INDIANAPOLIS, INDIANA

INDIANAPOLIS, INDIANA
 46204-1000
 317.440.1000
 www.indianapolis.gov

Goose Creek Farms Property

Goose Creek Farms Property
 Zoning: OS
 Size: 86.31acres
 Acreage: 86.31
 Road Mileage: 1.36
 Density: 1.00
 Available Units: 133 (133/133)
 Street Length: 4,271 (4,271)

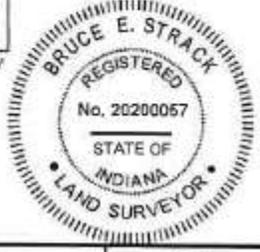
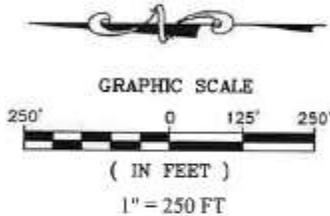
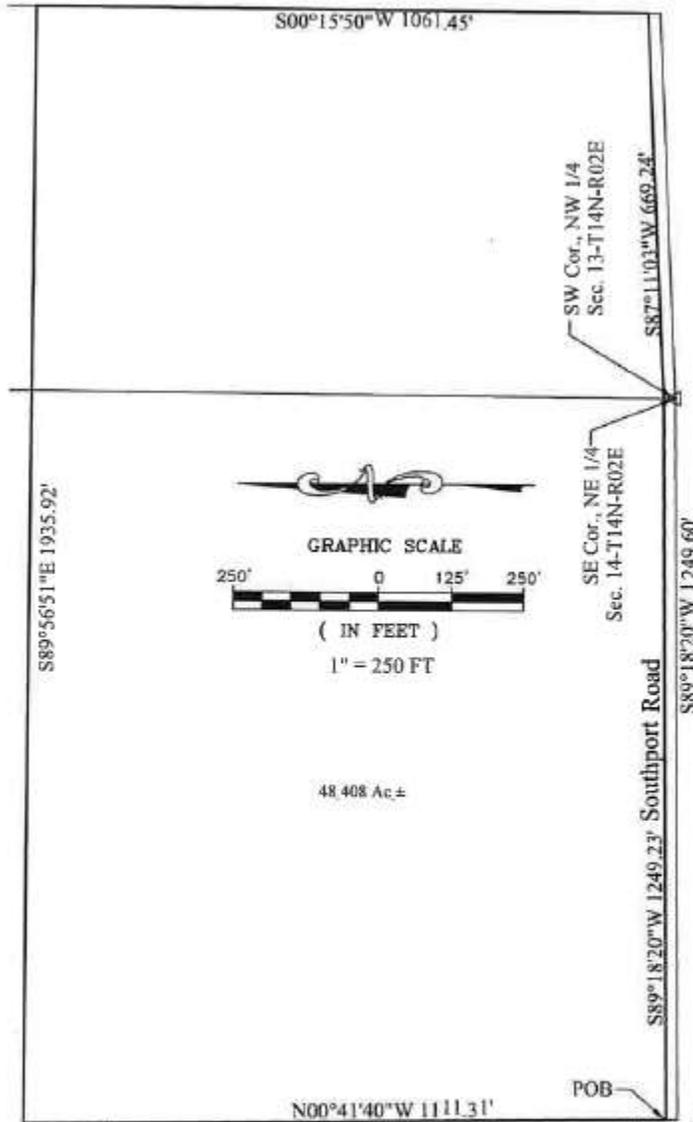
Open Space Requirements (OSR)	
Minimum Open Space	1.00%
Maximum Open Space	10.00%
Minimum Open Space	1.00%
Maximum Open Space	10.00%



ARBOR
 HOMES



Exhibit B
Prepared for: Arbor Homes
Proposed Development Parcel



THIS DRAWING IS NOT INTENDED TO BE REPRESENTED AS A RETRACEMENT OR ORIGINAL BOUNDARY SURVEY, A ROUTE SURVEY OR A SURVEYOR LOCATION REPORT.

Bruce E. Strack
Bruce E. Strack
Registered Land Surveyor
Indiana No. 20200057
Certified: July 30, 2024

 STOEPPELWERTH ALWAYS ON 7945 East 106th Street, Fishers, IN 46038-2505 phone: 317.849.5935 fax: 317.849.5942	JOB NO. 105681ARB	PAGE
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		OF 2 SHEETS



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TRAFFIC IMPACT STUDY

PROPOSED RESIDENTIAL DEVELOPMENTS "WEST NEWTON" AND "GOOSE CREEK FARMS"

***MOORESVILLE ROAD & SOUTHPORT ROAD
DECATUR TOWNSHIP, INDIANA***

PREPARED FOR



JUNE 2024

INTRODUCTION

This **TRAFFIC IMPACT STUDY**, prepared on behalf of Arbor Homes, is for two proposed residential developments known as “Goose Creek Farms” and “West Newton” that will be located to the north and south of Southport Road, between Mooresville Road and Mann Road in Decatur Township, Indiana.

PURPOSE

The purpose of this analysis is to determine what impact the traffic generated by the proposed developments will have on the existing adjacent roadway system. This analysis will identify any existing roadway deficiencies or ones that may occur when this site is developed.

Conclusions will be reached that will determine if the roadway system can accommodate the anticipated traffic volumes or will determine the modifications that will be required to the system if there are identified deficiencies.

Recommendations will be made that will address the conclusions resulting from this analysis. These recommendations will address feasible roadway system improvements to provide safe ingress and egress, to and from the proposed developments, with minimal interference to traffic on the public street system.

SCOPE OF WORK

The scope of work for this analysis is as follows:

First, obtain turning movement traffic volume counts between the hours of 6:30 A.M. to 9:00 A.M. and 3:30 P.M. to 6:30 P.M. during a typical weekday while school was in session in April 2024 at the following intersections:

- Southport Road & Mooresville Road
- Southport Road & Mann Road
- Mooresville Road & Camby Road
- Mooresville Road & Mills Road

Second, estimate the year 2029 background traffic volumes by applying a 1% per year growth rate to the existing traffic volumes.

Third, estimate the number of peak hour trips that will be generated by the proposed developments.

Fourth, assign and distribute the generated traffic volumes from the proposed developments to the study intersections.

Fifth, prepare a capacity analysis, level of service analysis, and turn lane analysis at the study intersections for each of the following scenarios:

Scenario 1: Existing Traffic Volumes – Based on existing peak hour traffic volumes.

Scenario 2: Year 2029 Background Traffic Volumes – Based on applying a 1.0% per year annual growth rate to the existing traffic volumes.

Scenario 3: Year 2029 Proposed Developments Traffic Volumes – Based on the sum of year 2029 background traffic volumes and generated traffic volumes from the proposed developments.

Sixth, prepare recommendations for the roadway geometrics that will be needed to accommodate the total traffic volumes once the proposed developments are constructed.

Finally, prepare a **TRAFFIC IMPACT STUDY** report documenting all data, analyses, conclusions and recommendations to provide for the safe and efficient movement of traffic through the study area.

DESCRIPTION OF THE PROPOSED DEVELOPMENTS

The subject sites are located to the north and south of Southport Road between Mooresville Road and Mann Road in Decatur Township, Indiana. “Goose Creek Farms”, on the north side of Southport Road, will consist of 133 single-family homes. “West Newton”, on the south side of Southport Road will consist of 292 single-family homes. Both the developments will be served by two full access drives along Southport Road. **Figure 1** is an area map showing the location and general layout of the site.

STUDY AREA

The study area for this analysis has been defined to include the following intersections:

- Southport Road & Mooresville Road
- Southport Road & Mann Road
- Mooresville Road & Camby Road
- Mooresville Road & Mills Road
- Southport Road & Proposed West Access Drive
- Southport Road & Proposed East Access Drive

Figure 2 shows the existing intersection geometrics at the existing study intersections.

TURN LANE ANALYSIS

The year 2029 background traffic volumes were combined with the generated traffic volumes from the proposed developments to determine if right-turn or left-turn lanes would be required along Southport Road at the proposed access drive locations. This analysis was done in accordance with the INDOT *Driveway Permit Manual*². The results are summarized in the following table.

TABLE 3 – TURN LANE WARRANT ANALYSIS SUMMARY

LOCATION	SCENARIO	EASTBOUND		WESTBOUND	
		RIGHT-TURN LANE	LEFT-TURN LANE	RIGHT-TURN LANE	LEFT-TURN LANE
Southport Road & Proposed West Access Drive	Total Year 2029 Traffic Volumes + Generated Traffic Volumes	X	X	X	X
Southport Road & Proposed East Access Drive	Total Year 2029 Traffic Volumes + Generated Traffic Volumes	✓	X	X	X

✓ = Turn Lane warranted; X = Turn Lane not warranted

Where turn lanes are not shown to be warranted, it should be noted that turn lanes could be required based on local standards. The graphs that show the turn lane warrant criteria are shown in the Appendix.

CAPACITY ANALYSIS

The "efficiency" of an intersection is based on its ability to accommodate the traffic volumes that approach the intersection. It is defined by the Level-of-Service (LOS) of the intersection. The LOS is determined by a series of calculations commonly called a "capacity analysis". Input data into a capacity analysis include traffic volumes, intersection geometry, and number and use of lanes. To determine the LOS at each of the study intersections, a capacity analysis has been made using the recognized computer program *Synchro/SimTraffic*³. This program allows intersections to be analyzed and optimized using the capacity calculation methods outlined within the *Highway Capacity Manual (HCM 7th Edition)*⁴. The following list shows the delays related to the levels of service for unsignalized intersections:

² INDOT *Driveway Permit Manual*, Indiana Department of Transportation, 2018

³ *Synchro/SimTraffic 12*, Cubic Transportation Systems, 2023.

⁴ *Highway Capacity Manual (HCM), 7th Edition* Transportation Research Board, The National Academies of Sciences, Washington, DC, 2022.

CONCLUSIONS & RECOMMENDATIONS

The conclusions that follow are based on the data and analyses presented in this study and a field review conducted at the site. Based on the analysis and the resulting conclusions of this study, recommendations are formulated to ensure that the roadway system will accommodate future traffic volumes.

SOUTHPORT ROAD & MOORESVILLE ROAD

Capacity analyses have shown that the westbound approach at this intersection will operate with increased delays during the PM peak hour when the proposed developments traffic volumes are added to the roadway network. These delays can be substantially reduced if separate left-turn and right-turn lanes are constructed along the westbound approach. However, the presence of the bridge over Goose Creek substantially limits feasible improvements on this approach.

SOUTHPORT ROAD & MANN ROAD

Capacity analyses have shown that all approaches to this intersection currently operate and will continue to operate at acceptable levels of service during the AM and PM peak hours for all traffic scenarios. Therefore, no improvements are recommended at this location.

MOORESVILLE ROAD & CAMBY ROAD

Capacity analyses have shown that all approaches to this intersection currently operate and will continue to operate at acceptable levels of service during the AM and PM peak hours for all traffic scenarios. Therefore, no improvements are recommended at this location.

MOORESVILLE ROAD & MILLS ROAD

Capacity analyses have shown that this intersection will operate below acceptable levels of service when the proposed developments traffic volumes are added to the roadway network. Further analyses have shown that this intersection will operate at acceptable levels of service if converted to a single-lane roundabout.

SOUTHPORT ROAD & PROPOSED WEST ACCESS DRIVE

Capacity analyses have shown that all approaches to this intersection will operate at acceptable levels of service during the AM and PM peak hours with the following intersection conditions:

- Construction of the proposed full access drive with one inbound and at least one outbound lane on each side of Southport Road.
- The intersection should be stop-controlled with the access drive stopping for Southport Road.

SOUTHPORT ROAD & PROPOSED EAST ACCESS DRIVE

Capacity analyses have shown that all approaches to this intersection will operate at acceptable levels of service during the AM and PM peak hours with the following intersection conditions:

- Construction of the proposed full access drive with one inbound and at least one outbound lane on each side of Southport Road.
- Construction of eastbound right-turn lane along Southport Road.
- The intersection should be stop-controlled with the access drive stopping for Southport Road.

DRAFT



Photo of the subject site street frontage along Southport Road looking west.



Photo of the subject site street frontage along Southport Road looking west.



Photo of the subject site street frontage along Southport Road looking west.



Photo of the subject site street frontage along Southport Road looking west.



Photo of the site west of the property.



Photo of the site west of the property.



Photo of Mooresville Road looking south.



Street frontage of the subdivision east of the site looking west on Southport Road.



Photo of the single-family dwellings east of the site on Jackie Court.



Photo of Denise Drive located northeast of the subject site looking west.