



## DPR 25-20: Avon Retail Shops

Planning & Building Department Staff Report

For Hearing on February 23, 2026

Plan Commission, Public Hearing

Linda Ahlbrand, Planning Director

<b>A. PETITION NUMBER</b>	DPR 25-20: Avon Retail Shops
<b>B. APPLICANT</b>	Evergreen Commons, LLC, by Brian Cross, Civil Site Group, Inc.
<b>C. LOCATION</b>	10654, 10688, and 10690 East U.S. Highway 36
<b>D. PARCEL SIZE</b>	Four acres
<b>E. LAND USE &amp; ZONING</b>	The site is zoned C-2 and was improved with various vacant buildings, which have recently been demolished. It is located within the US 36 Overlay District and the Ronald Reagan Parkway Overlay District.
<b>F. ACTION REQUESTED</b>	Request for approval of a Development Plan Review to provide for construction of two retail buildings totaling ~29,400 square feet, with a Waiver of Design Standards of UDO 2.10(L) to allow for two driveway access points with drive separations of approximately 50 feet, 150 feet and 280 feet, (minimum 600-foot separation between access driveways required) and a Waiver of Design Standards of UDO 2.10(O)(2)(a) to provide for reduced masonry (80% masonry required).
<b>G. HISTORY</b>	<p>The subject property has never been platted. The site contained various vacant commercial buildings that were recently demolished. The buildings were most recently used for a construction/development business and an automobile repair business.</p> <p>Because the January 26, 2026 Plan Commission meeting was canceled due to a travel advisory warning, this petition was automatically moved to the February 23, 2026 meeting.</p>



<b>H. STAFF COMMENTS</b>	<p>This petition was continued from December 22, 2025 to January 26, 2026 to allow time for the petitioner to revise plans and submit waiver requests.</p> <p>This request would allow for construction of two retail buildings totaling ~29,400 square feet with 157 parking spaces.</p> <p>The development plans show two rows of parking in front of the multi-tenant buildings and several rows behind the buildings. Stormwater detention would be provided underground. The required buffer yards have been shown adjacent to the residential properties to the north and northwest.</p> <p>-----</p> <p><b>UDO 8-10(A) Development Plan Purpose:</b></p> <p>Per UDO 8.10(A), the development plan review process is designed to: promote the safe and efficient use of land, protect property values, and ensure for an orderly and harmonious development pattern according to the Comprehensive Plan.</p> <p><b>Development Standards:</b> Development Plans are required to meet the applicable development standards set forth in the Unified Development Ordinance (UDO). The Technical Advisory Committee (TAC) reviewed this proposal for compliance with those standards, as well as those of the Storm Water Management Ordinance. The development plan was found to meet the development standards of the UDO, except as described below, which might necessitate conditions requiring submission of revised plans, and as described in the requested waivers of design standards.</p> <p>1) <b>Miscellaneous Applicable Development Standards:</b></p> <p>This request appears consistent with the development standards for the C-2 District, such as setbacks and building height and bulk.</p> <p>2) <b>Applicable Overlay District Standards:</b></p>



The property is located within Tiers 1 & 2 of the U.S. Highway 36 Zoning Overlay and appears consistent with the applicable overlay standards, except as noted in the waiver requests below. The site is also located within the Ronald Reagan Overlay District and appears consistent with those applicable overlay standards.

**3) Lighting, Chapter 6:**

The lighting plan appears to meet all standards of the lighting requirements in the UDO for maximum spillage at the property line and maximum average parking lot limits.

**4) Off-Street Parking and Loading, Chapter 6:**

a) **Parking:** The site plan proposes 157 parking spaces. While the future tenants of the commercial space are not known at this time, the number of parking spaces proposed would be sufficient for general retail users or restaurant users.

b) **Loading:** Adequate temporary loading areas would be available on the sides of the proposed buildings. No loading space is required for retail uses under 7,500 square feet. The sizes of the future tenant spaces will likely be under 7,500 square feet.

c) **Bicycle Parking:** The UDO requires eight bicycle racks for a development of this size. Eight racks have been shown.

**5) Landscaping and Screening, Chapter 6:**

The revised landscape plan appears to comply with the landscape requirements of the UDO including the buffer yard landscaping standards.

**6) Floodplain Regulations:**

This property is not located within a regulatory floodplain.

**7) Signs, Chapter 6:**



Signs were not proposed or reviewed as part of this development plan. Signs are typically reviewed for compliance during the sign permit review process.

**8) Engineering / Stormwater Management:**

The revised submissions from the petitioner following TAC review are under review by our consulting engineer.

**9) Subdivision Control Regulations:**

The revised site plan indicates compliance with UDO 7.19, by providing perimeter sidewalks in or adjacent to the abutting public rights-of-way with internal pedestrian walkways connecting to the proposed building from the abutting street.

A subdivision plat will be required to combine the parcels into one lot prior to development of the site.

**10) Architectural Standards**

The building elevations appear to meet both the general architectural standards of UDO 7.10 as well as the additional U.S. Highway 36 overlay requirements found in UDO 2.10(O), with the exception of the 80% brick requirement. A waiver of this requirement is discussed below.

**11) Comprehensive Plan**

The Comprehensive Plan Future Land Use Map recommends Commercial/Office uses for this site. Therefore, the proposed development would be consistent with the Comprehensive Plan.

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**WAIVER "A"**

Waiver of Design Standards of UDO 2.10(L) to allow for two driveway access points with drive separations of approximately 50 feet, 150 feet and 280 feet, which exceed the minimum 600-foot separation between access driveways required.

Applicant must demonstrate compliance with the following:



1. The proposed alternative will not be detrimental to the public health, safety, or general welfare, or be injurious to adjacent nearby property because:

*Petitioner's response: "The total property frontage along US 36 is 500 feet. The proposed project combines five (5) parcels into a cohesive commercial development and reduces the number of existing driveway access points from four (4) to two (2); keeping safe vehicular access along the commercial corridor. An engineering traffic analysis supports the number of access drives/locations and also benefits emergency services to the site."*

**Staff concurs with the petitioner's response.**

2. The proposed alternative will not contradict the intent of design standards or the purpose of the Subdivision Regulations because:

*Petitioner's response: "The property is zoned C-2/US 36 Overlay. The proposed project incorporates permitted commercial land uses and development standards (including architectural character, landscape buffer yards, and landscaping along the street frontage) that enhance the surrounding area consistent with the intent of the zoning district and the existing adjacent commercial properties along US 36. The project reduces the number of existing driveway access points from four (4) to two (2) allowing for more streetscape landscaping and safe vehicular access along the commercial corridor."*

**Staff concurs with the petitioner's response.**

3. The proposed alternative is due to conditions specific to the property and the proposed development and not applicable generally to other properties because:

*Petitioner's response: "The project reduces the number of existing driveway access points from four (4) to two (2) allowing for more streetscape landscaping and safe vehicular access along this commercial corridor."*

**Because the subject site has four legally established access points, the reduction of the overall number would not generally apply to other surrounding properties.**

4. The proposed alternative enhances the proposed development and the surrounding area because:



*Petitioner's response: "The project incorporates the UDO and Overlay Districts high-quality design intent for architecture and landscaping as a cohesive development while integrating safe vehicular access to and from the surrounding area and the existing adjacent commercial properties along US 36.."*

Staff concurs with the petitioner's response.

Staff reviewed the waiver request in the context of the existing curb cuts that serviced the previous development. There are four existing curb cuts that access the overall site. These cuts are legally established and could remain. The proposed development would reduce the total number of curb cuts to two. The easternmost entrance would be maintained, three would be removed, and a new curb cut would be located at the middle of the US 36 frontage. The new entrance would line up with the drive between the buildings.

The resulting separation of those two curb cuts would not meet the required minimum separation distance of 600 feet. However, the overall number of access points that could create a conflict is greatly reduced. Additionally, because this stretch of US 36 has a raised median preventing any left turns in or out of the site, safety concerns are significantly reduced.

INDOT has reviewed the proposed locations of the drives for the development and does not have concerns with two access points. Additionally, the Fire Department would prefer to have two access points for better maneuverability into the site and around the buildings.

**Staff recommends approval of this waiver request.**

**WAIVER "B"**

Waiver of Design Standards of UDO 2.10(O)(2)(a) to provide for reduced masonry (80% masonry required)

Applicant must demonstrate compliance with the following:

1. The proposed alternative will not be detrimental to the public health, safety, or general welfare, or be injurious to adjacent nearby property because:



*Petitioner's response: "The design of this façade will not lower or damage the property value of this site or other adjacent sites' property values."*

This portion of US 36 has a diverse mix of building materials and façade types. The proposed buildings offer a high-end design that fits well with both the brick and non-brick structures along the corridor.

2. The proposed alternative will not contradict the intent of design standards or the purpose of the Subdivision Regulations because:

*Petitioner's response: "this design improves upon the aesthetics of the surrounding area and uses high quality finishes, including: brick, cast stone, Nichiha panels and EIFS accents."*

This finding applies to the brick requirement because architecture requirements are contained within the subdivision regulations. Additionally, the purpose statement of the U. S. Highway 36 Overlay District states that its intent is to establish high standards for development of properties and establish standards that will promote quality development. In staff's opinion the proposed materials are generally considered high-quality, durable products.

3. The proposed alternative is due to conditions specific to the property and the proposed development and not applicable generally to other properties because:

*Petitioner's response: "it is keeping/improving upon the character of the area, and abides by the UDO's design quality intent, while also providing signage area above each tenant to allow ease of modification and maintenance through material selection, creating a better-looking façade over time."*

Staff concurs with the petitioner's response.

4. The proposed alternative enhances the proposed development and the surrounding area because:

*Petitioner's response: "it consists of high-quality finishes and offers a new and unique design to the area."*

Staff concurs with the petitioner's response.

The proposed percentage of brick ranges from 36% on the front façade to 97% on the rear façade. Therefore, the overall



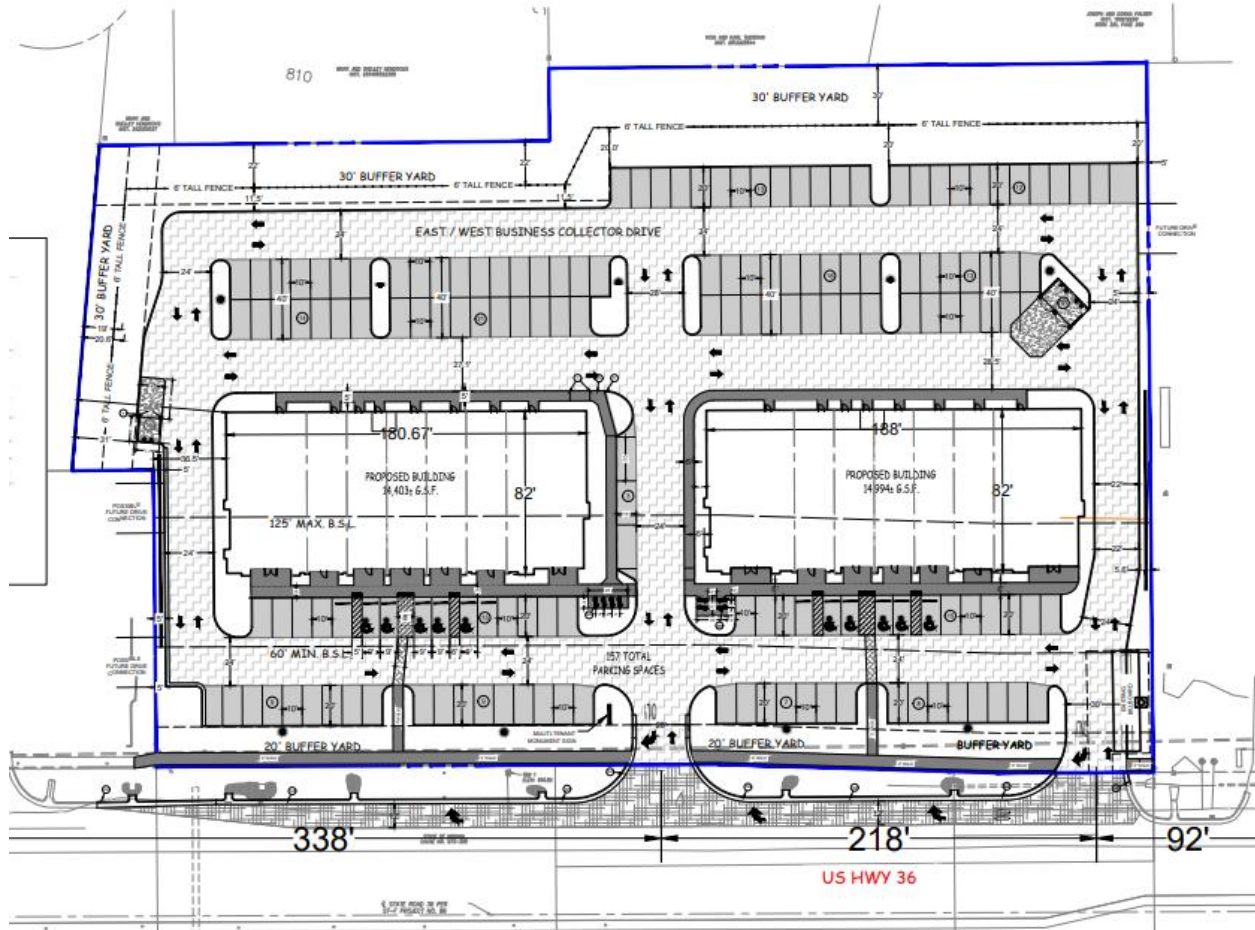
	<p>appearance of the buildings will meet the intent of the UDO for having high-quality materials. While the front façade does not meet the 80% requirement, the change of materials offers a superior visual interest to warrant a deviation from the brick standard.</p> <p><b>Staff recommends approval of this waiver request.</b></p>
<ul style="list-style-type: none"><li><b>RECOMMENDATION</b></li></ul>	<p>Staff finds that the overall development plan would be consistent with the standards of the UDO. Therefore, if the requested waivers are approved, <b>staff recommends approval of petition DPR 25-20: Avon Retail Shops, subject to the following conditions:</b></p> <ol style="list-style-type: none"><li>1. Prior to issuance of a building permit, a subdivision plat must be filed and approved to combine the properties into one lot.</li><li>2. Any revised plans must comply with all commitments and conditions noted as part of any approval granted.</li><li>3. A landscape bond is required per Section 6.1(D)(3) of the Unified Development Ordinance. This bond must be provided to the Town of Avon prior to the issuance of a full Certificate of Occupancy for the subject site.</li><li>4. The development shall comply with all relevant portions of Town Code, the necessary approval by Crossroad Engineers on behalf of the Town, and comments by Public Works, the Fire Department, and Crossroad Engineers at the preconstruction meeting.</li></ol>

### Exhibit A – Location / Zoning Map





## Exhibit B – Proposed Site Plan



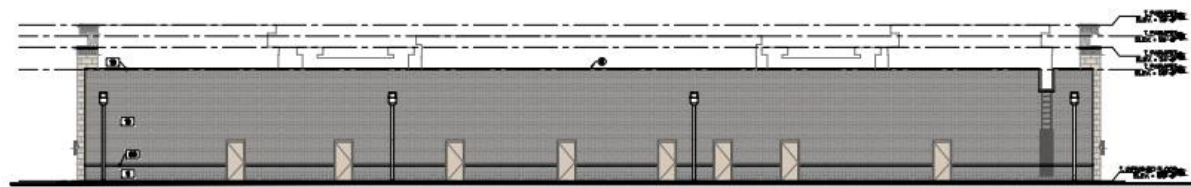




## Exhibit D – Building Elevations Building A



① **SOUTH ELEVATION** TOTAL HEIGHT OF - 14'6" 1/2  
TOTAL WIDTH OF - 126' 0"



② **NORTH ELEVATION** TOTAL HEIGHT OF - 10'0" 1/2  
TOTAL WIDTH OF - 126' 0"



③ **EAST ELEVATION** TOTAL HEIGHT OF - 12'0" 1/2  
TOTAL WIDTH OF - 106' 0"



④ **WEST ELEVATION** TOTAL HEIGHT OF - 14'0" 1/2  
TOTAL WIDTH OF - 126' 0"

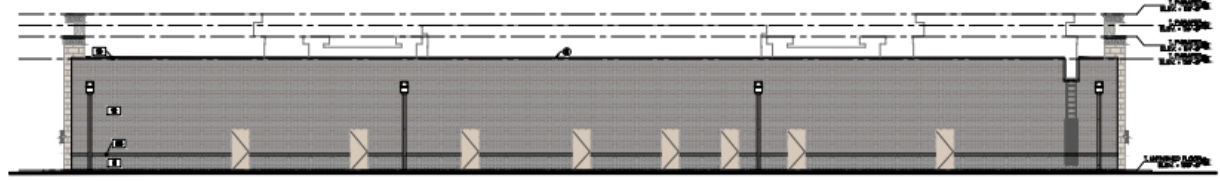
PLAN NOTES		
①	3-Dimensional Curves	
②	Energy Efficient Glass Created with 100% Recycled Glass Polyethylene	
MATERIAL SCHEDULE		
SYMBOL	DESCRIPTION	MATERIAL SPECIES
(A)	BRICK - BELDEN - DORRIS BLACK - FLAT-FACE BRICK	[Image]
(B)	BRICK - BELDEN - POLY-LAM BLIND - COMB OF BRICK	[Image]
(C)	BRICK - BELDEN - POLY-LAM BLIND - COMB OF BRICK	[Image]
(D)	STONE - PENNSYLVANIA - BRUSHY PLAIN	[Image]
(E)	CONCRETE - CAST-IN-PLACE	[Image]
(F)	CONCRETE - CAST-IN-PLACE	[Image]
(G)	CONCRETE - CAST-IN-PLACE	[Image]
(H)	CONCRETE - CAST-IN-PLACE	[Image]
(I)	CONCRETE - CAST-IN-PLACE	[Image]
(J)	CONCRETE - CAST-IN-PLACE	[Image]
(K)	CONCRETE - CAST-IN-PLACE	[Image]
(L)	CONCRETE - CAST-IN-PLACE	[Image]
(M)	CONCRETE - CAST-IN-PLACE	[Image]
(N)	CONCRETE - CAST-IN-PLACE	[Image]
(O)	CONCRETE - CAST-IN-PLACE	[Image]
(P)	CONCRETE - CAST-IN-PLACE	[Image]
(Q)	CONCRETE - CAST-IN-PLACE	[Image]
(R)	CONCRETE - CAST-IN-PLACE	[Image]
(S)	CONCRETE - CAST-IN-PLACE	[Image]
(T)	CONCRETE - CAST-IN-PLACE	[Image]
(U)	CONCRETE - CAST-IN-PLACE	[Image]
(V)	CONCRETE - CAST-IN-PLACE	[Image]
(W)	CONCRETE - CAST-IN-PLACE	[Image]
(X)	CONCRETE - CAST-IN-PLACE	[Image]
(Y)	CONCRETE - CAST-IN-PLACE	[Image]
(Z)	CONCRETE - CAST-IN-PLACE	[Image]



## Exhibit D – Building Elevations Building B



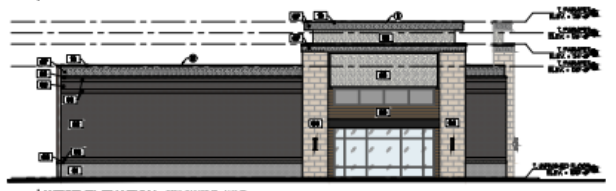
① **SOUTH ELEVATION** WALL THICKNESS - 1200 0"  
SCALE 1/4" = 1'-0"



② **NORTH ELEVATION** WALL THICKNESS - 1200 0"  
SCALE 1/4" = 1'-0"



③ **EAST ELEVATION** WALL THICKNESS - 1200 0"  
SCALE 1/4" = 1'-0"



④ **WEST ELEVATION** WALL THICKNESS - 1200 0"  
SCALE 1/4" = 1'-0"

PLAN NOTES			
①	DIFFERENTIAL CORNER		
②	DIFFERENTIAL CORNER CREATED WITH WHITE THERMOPLASTIC POLYURETHANE		
MATERIAL SCHEDULE			
MARK	DESCRIPTION	MANUFACTURER/COLOR	MATERIAL SAMPLE
(B)	BRICK	BELEN - DORSET BLAZE 18" x 8" x 3 1/2"	
(E)	BRICK	BELEN - YELLOW BLIND COMMON BRICK	
(G)	SPRINKLER CORNER	BELEN - YELLOW BLIND COMMON BRICK	
(H)	STONE	BELEN - TRAVERTINE SAND TONED SAND CRACKLE BRICK	
(I)	CHIP BRICK WALL	COLOR NATURAL	
(J)	ARCHITECTURAL CORNER	BELEN - UNFINISHED CORNER	
(K)	EPS	CRUYT - 15 LBS/CSQ BANDSPHERE FIBER	
(L)	EPS	CRUYT - 20 LBS/CSQ BANDSPHERE FIBER	
(M)	EPS	CRUYT - 30 LBS/CSQ BANDSPHERE FIBER	
(N)	PEEL OFFING	BEAUGLAD PELL - WHITE BLACK CRACK	
(O)	CONCRETE	BEAUGLAD - SPECIAL CONCRETE	
(P)	CONCRETE	BEAUGLAD - SPECIAL CONCRETE	