

DRAFT STAFF REPORT
MADISON COUNTY PLAN COMMISSION
August 13, 2026

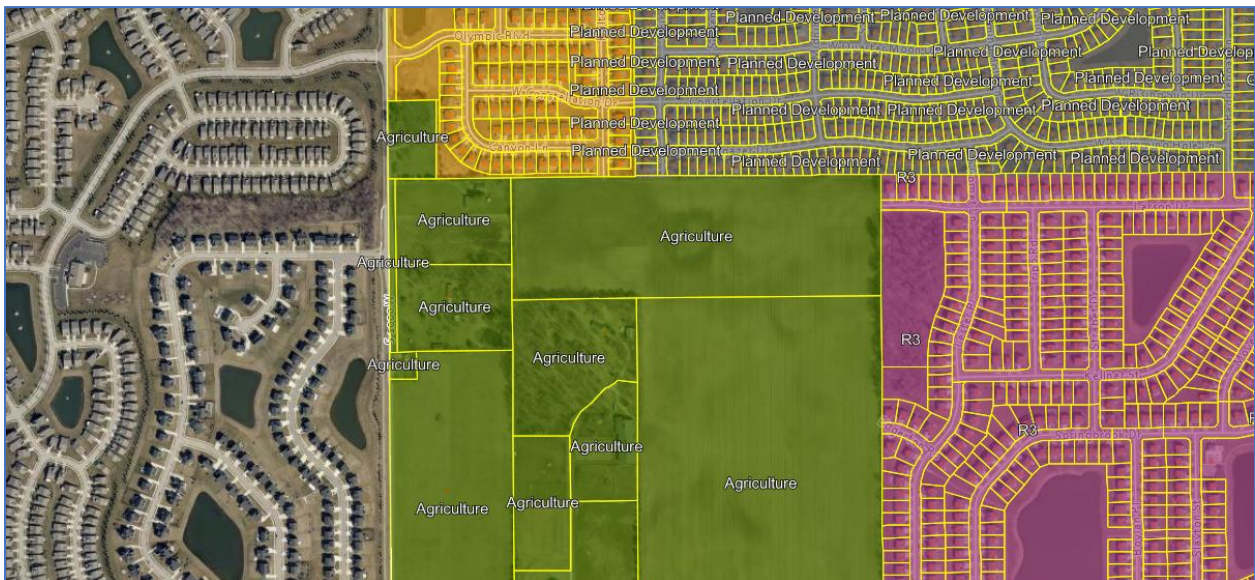
Petition Number: 2026-Z-008
Location: 1000 West (Atlantic Road) & 900 S
Owner: Russell Louderback
Petitioner: Epcon Communities – Josh Rogers
Request: Planned Unit Development – Courtyards at Red Haven – Concept Plan

In reviewing the rezoning petition, the Plan Commission and Board of County Commissioners shall pay reasonable regard to the following:

- a. The Madison County Comprehensive Plan and any other applicable, adopted planning studies or reports;
- b. The current conditions and the character of current structures and uses in each district;
- c. The most desirable use of which the land in each district is adapted;
- d. The conservation of property values throughout Madison County; and
- e. Responsible growth and development.

Site Information

1. The subject site contains 5 parcels for approximately 55 acres
2. There is no floodplain.
3. Land use is agricultural
4. The property in question is zoned AG. The site is in the South Madison Community Schools District.
5. The subject site is zoned AG. Hamilton County is to the west. Estes Park (Town of Ingalls) and Summerlake are north and east of the site. Springbrook is directly to the east.



Statement and Letter of Intent

church church hittle + antrim ATTORNEYS AT LAW

July 14, 2026



Madison County Planning Commission
c/o Larry Strange, Executive Director
16 East 9th Street, Suite 200
Anderson, IN 46016

Dear Madison County Representatives:

Epcon Communities is excited to share its plans for The Courtyards at RedHaven, to be located on the northeast corner of S 1000 W (Atlantic Avenue) and W 900 S.

The Courtyards at RedHaven will feature 155 +/- of Epcon's classic courtyard homes on the property. The Courtyards at RedHaven is a luxury HOA-maintained, low maintenance community, providing lawn maintenance and snow removal for all homes within the development.

Home values within The Courtyards at RedHaven neighborhood are expected to range between \$450,000 and \$1,100,000. Each home includes one of Epcon's branded courtyard spaces. Each home is architecturally enhanced and constructed of high-end building materials, such as masonry and hardiplank siding. Epcon provides community amenities of the highest caliber as illustrated in the project materials.

Epcon's market niche centers around providing higher-end, resort-quality housing opportunities for active adults that prefer to live in a closely connected community. This segment of the American population is growing at an incredible rate. Epcon is excited to provide this housing option in Madison County.



Two North Ninth Street, Noblesville, IN 46060 P 317.773.2190 F 317.773.5320
NOBLESVILLE | FISHERS | TIPTON | MERRILLVILLE | ZIONSVILLE | CCHALAW.COM
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Thank you for your consideration. We look forward to working with you on this exciting new project.

Respectfully,

CHURCH CHURCH HITTLE + ANTRIM

Matthew S. Skelton

Matthew S. Skelton
Attorney at Law



Site

Zoning

"PD" Planned Unit Development

9.1 District Intent, Permitted Uses and Miscellaneous Standards

District Intent	Permitted Uses	Miscellaneous Standards
The purpose of these regulations is to provide greater design flexibility in the development of land when consistent with the Comprehensive Plan and intent of this Ordinance and Subdivision Control Ordinance. The use of Planned Unit Development zoning classifications shall be encouraged when the use of such regulations promotes a harmonious variety of uses; and/or provides for an economy of shared services and facilities; and/or is compatible with surrounding areas; and/or fosters the creation of attractive, healthful, efficient and stable environments for living, shopping or working. The Planned Unit Development regulations and procedures may apply to the further development of existing developed lands or to vacant lands. Planned Unit Development regulations are intended to encourage	All uses are subject to the discretion and approval of the Plan Commission. No uses are granted by right. Mixed uses will be considered and may be encouraged when appropriate. All land uses proposed in a PD must be nonconflicting and in the spirit of the Comprehensive Plan, surrounding land uses, and Zoning Districts.	Minimum Land Area: • 10 acres to qualify for a PD Minimum Site Frontage: • 300 feet on a Public Street with access from said Public Street to qualify for a PD Maximum Site Coverage: • Square footage of all primary and accessory structures, and impervious surface cannot exceed 75% of the site area Maximum Structure Height: • 50 feet for the Primary Structure • 20 feet for Accessory Structures Minimum Open Space: • 15% (gross area) for Planned Unit Developments in which 45% or more of the land area is used for residences.

9.3 General Procedure

The general procedure for establishing a Planned Unit Development (PD) is as follows:

- A. The applicant must file a sketch plan for the Planning Director's review.
- B. The applicant then files a Conceptual Development Plan with the Plan Commission. This Conceptual Development Plan serves as the rezoning petition.
- C. The Technical Review Committee reviews the application and provides comments as it would on any rezone request.
- D. The Plan Commission holds a public hearing on the Conceptual Plan and makes recommendations to approve, disapprove or approve with conditions the Conceptual Plan/Rezoning to the County Commissioners.
- E. The Madison County Drainage Board reviews the conceptual plan for the overall drainage concept and reports to the Board of County Commissioners.
- F. The Madison County Board of County Commissioners then hold a hearing on the Conceptual Plan/Rezoning. They may approve, deny or modify the Conceptual Plan.
- G. Upon approval by the County Commissioners of the Conceptual Plan, the Official Zone Map of Madison County shall be changed to reflect the new PD zoning district.
- H. The applicant files for Detailed Development Plan approval on all or part of the PD zoned property. If subdivision is required, a preliminary plat shall be filed and follow all of the procedures in the Subdivision Control Section.
- I. The Technical Review Committee reviews the application for detail plans (and Preliminary Plat).
- J. The Drainage Board reviews the Detailed Drainage plans and preliminary plat for adequacy
- K. The Plan Commission makes recommendations to the Board of County Commissioners by holding a public hearing on the detailed development plan (and Preliminary Plat).
- L. The Board of County Commissioners approves or denies the Detailed Development plan at a public meeting.
- M. When approved, the Detailed Development Plan shall be signed by the Plan Commission President and Secretary. The applicant may then begin the process of obtaining Improvement Location Permits subject to any other development requirements such as the Subdivision Control Ordinance.
- N. The petitioner files construction plans of the public improvements for review as required in the Subdivision Control Ordinance.
- O. The petitioner either may commence with construction of public infrastructure or post surety as per the Subdivision Control Ordinance.
- P. The petitioner files final plat documents for review by the drainage board and ultimate review by the Plan Commission.

Rev. 2003 S-1

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- Q. Upon successful completion of the above processes, construction may commence on the buildings in the project.



Site Data:	
Site Acreage	54.7 ac ±
Total Lots	155 da
Gross Density	2.8 da/ac
Open Space (± 20%)	15.3 ac ±



REVISIONS	
DATE	JULY 14, 2026
SCALE	AS NOTED
JOB NO.	2021063.0008
SHEET	
 EMH ENGINEERING, ARCHITECTURE, LANDSCAPE ARCHITECTURE 1000 W. 1000 S. SUITE 100 RICHMOND, IN 47404 (317) 746-1000 www.emhinc.com	
HANCOCK COUNTY, INDIANA FOR THE COURTYARDS AT REDHAVEN	
 MEPCON COMMUNITIES	
Illustrative Site Plan	

Proposed Project

Comments from the Technical Review Committee

The Technical Review Committee met on July 30, 2026 and recommended sending a null recommendation to the Board of Commissioners with the request that the petitioner propose a development agreement for improvements to 900 S.

3. 26-Z-008

Owners & Petitioners: Russell Louderback; Epcon Communities

Request: Rezone AG to PUD

Location: 0 S 1000 W Pendleton, IN 46064

State Parcel ID: 48-15-28-303-002.000-014, 48-15-28-303-003.000-014,
48-15-28-303-004.000-014, 48-15-28-303-005.000-014, &
48-15-28-302-004.000-014

This project is targeted as a 55+ community, although a certain percentage must be available to all ages. We are planning to have 155 to 160 homes with no stairs, and each home will have a courtyard, but will have walking easements connecting all so that it is more of a community feel. These homes will be somewhere in the mid \$750's. Epcon provided a traffic study and understands that there is a need for better roads sooner than later. It was asked if they would be willing to put some money up for the reconstruction of the roads and they said that is a discussion they would be willing to have. They plan to outlet all drainage to a Hamilton County drain.

This is being forwarded to the Planning Commission Board with a null recommendation with the request that the petitioner (working in conjunction with the county) come up with a development agreement to help support reconstruction of 900S.

Analysis

The Technical Review Committee was generally supportive of the project but had concerns about roads and drainage. Epcon provided a traffic study which generally stated that the development access points would operate at an acceptable level of service. The study also recommended a passing blister on Atlantic Road. The executive summary of the traffic study is attached. They stated that they were working with Hamilton County on draining to the AJ Meyers drain. An email provided by the petitioner is attached that demonstrates this ongoing process. In addition, they are working with the Madison County Surveyor's Office to address drainage concerns. The roads are a concern with the added development. Fisher's takes care of Atlantic Road. However, 900 S will also be impacted and the County requested in the TRC meeting for the developer to suggest a development agreement for the reconstruction as necessary of 900 S. they have provided that (see attached). There has been some remonstrance, more concerned with drainage and preservation of the woods and the barn on the property.

Staff Recommendation

Staff recommends sending a favorable recommendation to the Board of Commissioners for the rezoning of this property from AG to PUD. It should be noted that this is the fourth step in a much longer process before any construction can begin. Recommendations from the traffic study and the drainage work will continue to be evaluated as the project moves forward.

FINDINGS

- a. The Madison County Comprehensive Plan and any other applicable, adopted planning studies or reports

This project is consistent with the comprehensive plan, which calls for residential development in this area.

b. The current conditions and the character of current structures and uses in each district

Most of this area is turning residential. This project fits in with the general development framework in this area.

c. The most desirable use of which the land in each district is adapted

With the proximity to Indianapolis and the need for more housing in a variety of types and locations this project is the most desirable use for this property.

d. The conservation of property values throughout Madison County

There should be no negative impact on property values in Madison County given that the prior use was very similar to the proposed use.

e. Responsible growth and development

This petition is a good example of responsible growth and development. The petitioner inquired before developing the site about the possibility and the process and has subsequently followed the process.

Site Photos (from 900 S)



View from site looking north



View from site looking east



View from site looking south



View from site looking west

Attachments

1. Traffic Study
2. Drainage Memo from Hamilton County

EXECUTIVE SUMMARY

Kimley-Horn and Associates, Inc. (Kimley-Horn) was retained by Epcon Communities to conduct a traffic impact study for the Louderback Farms, a proposed senior adult single-family detached residential development located on the northeast corner of the 126th Street & Atlantic Road intersection in Pendleton, Indiana. The planned development would consist of up to 175 empty-nester single-family homes. The proposed site would be accessed via one full-access drive along Atlantic Road and one full-access drive along CR 900 S.

To evaluate the potential impacts of the development, Kimley-Horn analyzed existing conditions at several key intersections, listed below:

1. Atlantic Road & CR 800 S (136th Street)
2. Atlantic Road & CR 900 S (126th Street)
3. SR 13 & CR 900 S

Kimley-Horn understands that the proposed development will be fully built and occupied in the next five to seven years. Based on information provided by Madison County during the TIA scoping meeting and to account for near-by off-site developments, the analysis horizon year was set to 2036. Existing traffic volumes were projected to the year 2036 using a 1.5 percent annual compound growth rate for SR 13 and a 2 percent annual compound growth rate for Atlantic Road, CR 800 S (136th Street) and CR 900 S (126th Street) upon consultation with Madison County Council of Governments (MCCOG). Next, the trips generated by the nearby planned development 'Wal-Mart' were added to develop baseline (no-build) volumes. Finally, the Louderback Farms site trips were added to the study intersection for traffic operations and turn lane warrant analysis based on the weekday AM and PM peak hours.

CR 800 S between Atlantic Road and SR 13 is planned to be widened to a four-lane cross-section and the intersection of CR 800 S & Atlantic Road is anticipated to be reconstructed as a multi-lane roundabout over the next five years (MCCOG/Anderson MPO 2026-2029 TIP). Therefore, existing analysis was conducted under two-way stop-control conditions and future year analysis (2036) was conducted under roundabout conditions for this intersection.

The study concluded that both access driveways are expected to operate at an acceptable level of service with stop sign control. Turn lanes were evaluated at both access drives. Based on site traffic, a passing blister should be installed for southbound traffic along Atlantic Road at West Access. This should be designed in accordance with the Indiana Design Manual.

Based on a review of future traffic conditions, site-generated traffic is not expected to materially impact the study intersections. At the site access driveways minor-leg stop control should be posted for outbound traffic. Additional details related to the improvements identified above are provided in the *Recommendations & Conclusions* section of this report.

From: Steve Cash <Steve.Cash@hamiltoncounty.in.gov>
Sent: Wednesday, May 27, 2026 6:18 PM
To: Josh Rodgers; Gary Duncan; Emily Balke
Cc: Matt Harlan; Dale Pfeifer; Huff, Brett
Subject: RE: Epcon - New Project in Madison County

Josh,

Thank you for the heads up on this project. I will include Emily Balke in this discussion.

The outlet for your project is the "Thorpe Creek Drain, AJ Meyers Arm, Britton Falls Relocation." Before Britton Falls subdivision was constructed the AJ Meyers Drain began at Atlantic Road and drained due west, crossing under Cyntheanne Road and ultimately discharging into Thorpe Creek. When Britton Falls subdivision was designed, the AJ Meyers Drain was relocated in 2006 to drain north in its current location along the west side of Atlantic Road. It discharges into Thorpe Creek southeast of 136th & Atlantic Road.

The upstream end of the AJ Meyer Arm is located on the east side of Atlantic Road and was designed to drain the upstream watershed in Madison County. The pipe is a 30" RCP throughout the run's length, from Str 111 to Str 100, where it opens up at Thorpe Creek.

About a dozen years ago, I previously saw a conceptual plan for the area you are looking at developing. However, the project stalled and did not move forward.

Another Madison County subdivision located north of this site outlets its detention pond into Str 105. That project ran a pipe under Atlantic Road to connect to the manhole on the west side of the road. That project received an Outlet Permit.

Below is an aerial from our GIS and the basin map from the drainage report.