PLAN COMMISSION

CITY OF BLOOMINGTON

November 5, 2018 @ 5:30 p.m. COUNCIL CHAMBERS #115 CITY HALL

City Council Chambers – Room #115

ROLL CALL

MINUTES TO BE APPROVED: October 2018 REPORTS, RESOLUTIONS AND COMMUNICATIONS:

WITHDRAWN:

UV-29-18 **Bloomington Co-Operative Living** 921 W 9th St. Use variance recommendation to allow for a co-operative living housing unit in the RC Residential Core zoning district <u>Case Manager: Amelia Lewis</u>

CONTINUE TO DECEMBER:

 SP-14-18
 Waterstone Bloomington Land LLC

 320 W. 11th St.
 Site plan approval to allow a 51,720 sq. ft. mixed use building with 22 parking spaces.

 Case Manager: Eric Greulich

*Note: Per PC Rules, a vote is needed to continue.

PETITIONS:

 PUD-30-18
 Curry Urban Properties

 100 Block of N. Pete Ellis Dr.

 Rezone real estate identified as Lot #8 located in Deckard E 3rd St. neighborhood subdivision,

 Monroe County, IN, consisting of 3.2 acres from CL to Planned Unit Development. Preliminary

 plan & district ordinance.

 Case Manager: Jackie Scanlan

ZO-31-18 City of Bloomington

CD Zoning District

Extension of time of existing temporary text amendment previously approved as ZO-42-17 concerning maximum heights, densities, modulation requirements, & review considerations in the Commercial Downtown overlays (CSO, STOP, UVO, DGO, DCO, DEO). <u>Case Manager: Jackie Scanlan</u>

**Next Meeting December 10, 2018

Last Updated: 11/2/2018

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BLOOMINGTON PLAN COMMISSION STAFF REPORT Location: NW corner of Longview Avenue and Pete Ellis Drive

PETITIONER:	Curry Urban Properties 23579 E. Saddlebrook Lane Bloomington
CONSULTANTS:	Michael L. Carmin, CarminParker, PC 116 W. 6 th Street Suite 200, Bloomington

REQUEST: The petitioner is requesting a rezone from Commercial Limited (CL) to Planned Unit Development (PUD) and a Preliminary Plan and District Ordinance approval.

BACKGROUND:				
Area:	3.2 acres			
Current Zoning:	Commercial Limited			
GPP Designation:	Regional Activity Center / edge of Focus Area			
Existing Land Use:	Vacant			
Proposed Land Use:	Dwelling, Multi-Family / Commercial / Business/Professional			
	Office			
Surrounding Uses:	North – Dwelling, Multi-Family			
	West – Vacant / Place of Worship			
	East – Commercial			
	South – Dwelling, Multi-Family			

REPORT: The property is located at the northwest corner of E. Longview Avenue and S. Pete Ellis Drive and is zoned Commercial Limited (CL). The property is currently undeveloped. The petitioner proposes to create a Planned Unit Development in order to construct a facility with space for medical offices on a portion of the first floor and apartments and parking in the remainder of the facility.

The proposal includes one building with a minimum of 12,000 square feet of office space, with a maximum of 19,000 square feet. The site is expected to be medical office related to the new hospital campus. The multifamily development portion of the proposal includes a mix of studio units, one-bedroom units, and two-bedroom units for a total of 280 units and 360 bedrooms. The petitioner proposes that roughly 30% of the units will be two-bed units. The building will also contain structured parking with a total of 306 parking spaces. The parking will be for the office portion of the building, as well as residential. The petitioner also proposes 24 on-street spaces to be split on Pete Ellis Drive and 7th Street.

COMPREHENSIVE PLAN: This property is designated as *Regional Activity Center* in the southeast corner of the *Regional Academic Health Center Focus Area*. The Comprehensive Plan notes the following about the intent of the *Regional Activity Center* area:

- ...district is a large commercial area that provides high intensity retail activity
- Regional Activity Centers contain higher intensity uses such as national retailers, offices, food services, lodging, and entertainment.
- The district may also incorporate medium- to high-density multifamily residential uses.

CASE #: PUD-30-18

DATE: November 2, 2018

- The main purpose of the district is to provide semi-urban activity centers that complement, rather than compete with, the Downtown district.
- The district is expected to change with increasing activity though infill and redevelopment.
- Incorporating multifamily residential within the district is supported.
- Changing the context of the district towards mixed use is a significant change.
- Less intense commercial uses should be developed adjacent to residential areas to buffer the impacts of such development. Multifamily residential and office uses could likewise serve as transitional elements.
- Redevelopment within the district should be encouraged to grow vertically, with the possibility of two- or three-story buildings to accommodate denser office development, residential multifamily, structures parking, and improved multimodal connectivity.

The Comprehensive Plan notes the following about the *Regional Academic Health Center Focus Area*:

• The relocation of the hospital onto the Indiana University campus will allow for the hospital to grow and meet the needs of the region. However, there are many ancillary support services, businesses, and medical offices that also may relocate near the hospital.

The development of this three acre parcel will add mixed use with office and multifamily residential to a portion of the Regional Activity Center that is not on the main commercial thoroughfare. The project will include mixed uses with building forward design and improvements to the pedestrian connections. The proposed Preliminary Plan is consistent with most of the intent and development guidance of the Comprehensive Plan for this area. However, the size and massing of the building are larger than the Comprehensive Plan guidance suggests.

PRELIMINARY PLAN:

Uses: The petitioner is proposing to utilize the Commercial Limited (CL) uses, with the addition of allowance for first-floor residential uses and the removal of the maximum square footage requirement that exists in CL for a single tenant, which is currently limited to 5,000 square feet per tenant.

Residential Density: The maximum residential density allowed in the CL district is 15 units per acre, which is the densest by-right development allowed in the UDO. The petitioner is proposing 31 units per acre with the current configuration and a maximum of 33 units per acre allowable in the PUD. The proposed density is double that of the currently allowed density. The petitioner is proposing 280 units with 360 bedrooms. The Comprehensive Plan calls for medium- to high-density multifamily residential in the *Regional Activity Center* designation.

Height and Bulk: The petitioners are proposing one four-story building to be articulated as multiple buildings through the use of varying architectural materials and setbacks on the facades. While the building will mostly be four-stories, because of the grade change on the lot, the southwest corner will have a partial basement level that will be visible, which will create five stories at the corner module. The CL zoning district has a maximum height of 40 feet. When the UDO was written, maximum heights were included with the assumption that each story would be roughly 10 feet tall, indicating that a 4-story building is not out of character with the intent of the CL district. However, the proposal includes heights up to 61 feet, which is a large deviation. Additionally, the Comprehensive Plan calls for three-story buildings in the wider Regional Activity Center. Combined with the large massing of the building, the Department is concerned

that the scale of the project may not be appropriate. With frontage on three streets, and immediate adjacency to residential uses, multiple buildings may be a more appropriate design for this three acre site.

Parking, Roads, and Access: The property maintains frontage on 7th Street, Longview Avenue and Pete Ellis Drive. A total of 306 structured parking spaces are proposed in a garage that would be located in the middle portion of the building on the first through third floors. Making some assumptions about the end users of the office space, with a maximum of 19,000 square feet of office space, 76 of the parking spaces can be allocated to the office uses. The result is 230 onsite parking spaces for 360 bedrooms. This is a total number of parking spaces equal to 64% of the bedrooms on the site.

The petitioner is also proposing 10 parallel parking spaces on 7th Street and up to 16 angled parking spaces on Pete Ellis Drive. There is one vehicular access into the building from Longview Avenue.

All existing roadway currently have sidewalk, which will be improved and enhanced by the adjacent location of public spaces outside of the building.

Bicycle Parking and Alternative Transportation: The development has 360 proposed bedrooms and 12,000 to 19,000 square feet of commercial/office space. They will meet current UDO bicycle parking requirements. The eastside local 8 bus, as well as an intermittent 3 line bus both pass the property on the eastern side.

Architecture/Materials: The petitioner proposes to meet CL architectural standards, with the exception of excluding the modulation requirements. The petitioner does plan to include modulation of some kind. Materials to be used include brick and block masonry, stone, and fiber-cement siding.

Environmental Considerations: The petition site is a grassed open space, and will be almost entirely developed. The petitioner proposes a 75% impervious surface coverage maximum. The CL zoning district has a 50% maximum coverage requirement. The petitioner proposes to use a series of downspouts and cisterns to capture some of the building stormwater runoff and utilize it to water landscaping and planters.

Housing Diversity: The petitioner is in discussions with the Administration and the Housing and Neighborhood Development Department on how to best address the diverse housing that is called for in the Comprehensive Plan.

ENVIRONMENTAL COMMISSION RECOMMENDATIONS: The Bloomington Environmental Commission (EC) made 3 recommendations concerning this development, which are listed below:

1.) The Petitioner should redesign the site to provide the vegetated space that is required in the UDO, and to adhere to the other UDO regulation for the CL zoning district rather than create their own chosen regulations through a PUD.

2.) The final Landscape Plan should be designed with at least 90% native vegetation.

3.) The parking areas for the multifamily units should equip 2% or more of the spaces with

electric vehicle charging stations.

CONCLUSION: This petition brings a mixed-use development to an area that is surrounded by multifamily, institutional, and commercial uses. The proposal is consistent with the future plan for mixed use and increased multifamily and office development described in the Comprehensive Plan. Additionally, the small units bring additional housing to an area that will be changing in the near future based on its proximity to the new hospital site. The Department is generally favorable of the petition, but is concerned about the mass of the proposed building, reduction of green space, as well as the public benefits being offered by the project. The Department would like to keep working with the petitioner on such issues as appropriate building bulk and design; appropriate green and innovative design incorporation; and diverse housing incorporation.

RECOMMENDATION: The Planning and Transportation Department recommends that the Plan Commission continue the petition to the December hearing so that the petitioner, the Department, and other City staff can continue to work on the issues listed above.



City of Bloomington Bloomington Environmental Commission

MEMORANDUM

Date:November 5, 2018To:Bloomington Plan CommissionFrom:Bloomington Environmental CommissionSubject:PUD-30-18: Curry Urban Properties
100 block of Pete Ellis Drive

The purpose of this memo is to convey the environmental concerns and recommendations of the Environmental Commission (EC) with the hope that if this plan does get approved, action will be taken to enhance its environment-enriching attributes. The EC reviewed the petition and offers the following comments and requests for your consideration.

The EC does not support this petition because we believe that it does not meet the intent of a Planned Unit Development (PUD). The purpose of a PUD is, in fact, to encourage flexibility in development. However, it appears to the EC that recently petitioners have simply asked for reduced setbacks, greenspace, and environmental protections to create more revenue for themselves, and not to "provide a public benefit that would not occur without deviation from the standards of the UDO."

In this specific request, the Petitioner is requesting half (25% instead of 50%) of the minimum open space retention required. The reasons given are that the site's shape, topography, and the City's build forward design preference necessitate a larger footprint for the building, meaning less landscaping, open/green space, and outdoor quality of life. Additionally, the Petitioner's Statement mentions that economic feasibility necessitates creating their own regulations. The EC does not agree that there are any impediments or attributes on this property to necessitate a PUD rather than Commercial Limited (CL) zoning. Additionally, we do not believe that there are any current regulations that make the lot unbuildable or create a hardship for the developer.

EC CONCERNS OF ENVIRONMENTAL SIGNIFICANCE

1.) FOLLOW UDO ENVIRONMENTAL STANDARDS

The EC believes that any PUD District Ordinance should not reduce the environmental protection requirements to less than the minimum Unified Development Ordinance (UDO) standards. A number of years ago staff and citizens of Bloomington worked tirelessly to craft the development regulations we

401 N. Morton St., Suite 130 • Bloomington, IN 40402

now find in the Bloomington Municipal Code. These standards went through a public process and were vetted by the citizenry and voted on by our lawmakers. Although it's time to update the regulations, the trend in Bloomington had been to strengthen its environmental standards, not weaken them.

Therefore the EC recommends that the Petitioner provide the greenspace and landscaping as required in the UDO. The 2018 Comprehensive Plan, Chapter 3 Environment, states explicitly that a goal for Bloomington is to limit the amount of impervious surface coverage in new developments and increase greenspace and tree planting. According to Stand4Forests, a single mature tree can sequester up to 48 pounds of carbon per year. We cannot afford to think vegetation is only important outside the urban environment; every public, residential, or commercial yard must contribute its small part to cumulatively protect and expand flora and faunal environments in Bloomington.

2.) NATIVE PLANTS

The EC recommends that the Petitioner include in the District Ordinance (if approved) a requirement for using at least 90% native plant species in the Landscape Plan. Native plants exemplify Indiana's natural heritage and benefit native birds and insects, particularly pollinators. Furthermore, native plants do not require chemical fertilizers or pesticides and are water efficient once established.

3.) ELECTRIC VEHICLE CHARGING STATIONS

The parking areas for the multifamily units should equip at least 2% of the spaces plug-in-ready for electric vehicle charging stations.

EC RECOMMENDATIONS:

1.) The Petitioner should redesign the site to provide the vegetated space that is required in the UDO, and to adhere to the other UDO regulation for the CL zoning district rather than create their own chosen regulations through a PUD.

2.) The final Landscape Plan should be designed with at least 90% native vegetation.

3.) The parking areas for the multifamily units should equip 2% or more of the spaces with electric vehicle charging stations.





PETITIONER'S STATEMENT

Petition:

Rezone real estate identified as Lot Number 8, located in Deckard East Third Street Subdivision, Monroe County, Indiana consisting of 3.2 acres from CL to Planned Unit Development (PUD).

Project Description:

Petitioner petitions for rezoning of the property from Commercial Limited to a mixed use, Planned Unit Development. The property currently is unimproved. Various utility lines border and bisect the property. The property is surrounded to the North by multifamily housing under RH zone. East of the property fronting on North Pete Ellis Drive are commercial properties, developed commercial lots under CL zoning. East of the lots fronting on North Pete Ellis Drive are additional multi-family housing under RH zoning. Southeast of the property is zoned CA. South of the property and fronting on Longview Avenue are multi-family housing under RH zoning. At the southwest corner of the property south of Longview Avenue is a small commercial development under CL zoning. West of the property fronting on East Seventh Street is a vacant, unimproved parcel.

Petitioner proposes to develop a mixed-use development consisting of multi-family residential use on the building outlining the west one-half of the property; 1st floor commercial use on the building outlining the east ½ of the property and a 3-floor interior parking garage in the middle of the property with top floor (4th floor) residential units. The buildings will be connected and constructed as a single building but with breaks and variations by design, by structural elements (e.g., the garage) and by façade features. The proposed building is projected at four floors. The center of the property on the east and west sides of the garage will be developed with courtyard/open space.

DEVELOPMENT STANDARDS SUMMARY / OUTLINE PLAN DETAILS:

Commercial space:

Estimated at 19,000 square feet; but not less than 12,000 square feet would be programmed for the development.

Multi-family residential:

Studios, 1-bedroom and 2-bedroom mix. D.U.E not to exceed 33 per acre

Parking:

306 garage spaces; 24 potential on-street parking spaces (angled parking along Pete Ellis; parallel parking along 7th Street

62 garage spaces to serve commercial use

Planned residential garage parking: 244 garage spaces (.8/unit; .68/bed). Development parking not to exceed .83/unit and .70/bed

Architectural Standards: CL zone

Modifications: first floor, commercial-use space: no modulation requirement. Modulations to be incorporated in final development plan.

exterior materials: varying brick and block masonry; metal/steel; storefront glass and framing (commercial and potentially portions of residential building areas); fiber-cement composite (Hardie) siding/board and batten; stone

Site plan details:

Setbacks: varying by side and building façade
North side: 7'
East side: 20'
South side: 4.5 feet (southwest corner) to 9 feet
West side: 4.5 feet at point of 7th Street curve; varying distance 7 feet minimum

Garage entrance: Longview Ave.

Uses: CL zone permitted uses Modification: add first floor multifamily residential use No maximum floor space for a single tenant.

Basic PUD development:

1. Dedicated commercial space, expected to be 19,000 square feet on the east side, fronting on S. Pee Ellis Dr. This space will be flexible in total area.

This space is anticipated to be medical office space or related/accessory use to medical offices and will be marketed as such.

2. Multi-Family residential use (mix of studio, one-bedroom and two-bedroom apartments); generally, the units are oriented to those seeking a more personal, single-living environment.

Targeted market: staff and employees associated with the IU Health complex; single professionals and staff and employees associated with the offices and accessory businesses expected to develop adjacent to the IU Health complex

- 3. Building height to be 4 floors. Throughout the building, numerous portions of the building's 4th floor are set back from the lower floors. Along the eastern portion of the building, the length of the building along Pete Ellis Drive steps back 5 feet at the 2nd floor with the changes in the façade modulations and another 5 feet at the 4th floor.
- 4. Residential buildings will allow first floor residential use (CL Zone requires 2nd floor and above residential use) with commercial along Pete Ellis Drive.
- 5. Open space (to be calculated) estimated at 25% of the lot. This open space is below the current CL zoning standards, the site shape, topography, the city's build-forward design preference and the economic feasibility of the project necessitate this open space design.
- 6. Parking The building includes a four-story structure that is central to the building design. This portion of the building also serves the project with mixed uses, housing three stories of parking garage with a possible 4th floor residential component. Parking garage will be interior to the development with the commercial and residential use building(s) wrapping around the courtyard with parking lot/parking garage interior to the courtyard. Parking garage to extend to the development line along the north property line.
- 7. Exterior finish materials: multiple types of masonry; steel; glass and composite

Development Standards:

Development standards applicable to the CL Zone will be used for roofs, exterior materials and entrances. Development plan will specify building setbacks at each property line frontage.

Building Height:

The building will not exceed four stories. Building height varies on each side and along the length of each side:

North side: 52 feet; 57 - 61 feet at the northwest and northeast corners East side: 57 feet; 59 - 61 feet at the corners South side: 56 feet; 59 - 61 feet at the corners West side: 54 feet; 56-61 at the corners

- a. Architectural roof top or roof line elements to provide both form and function at no more than three points at the top of the building that exceed 60 feet in height (as measured at grade directly below the building height at the point of the building)
- b. The site has significant topography slope, particularly along the western border of the parcel. Approximately 20 feet of grade change occurs from the point of the parcel that is furthest to the northwest as compared to the point furthest to the southwest of the parcel. It is anticipated that the building plane at the first-floor level will be set at an elevation which causes the southwest corner of the building

(at 7th and Longview) to be elevated \pm 8 feet above the parcel's grade at this location. Thus, the developer is considering functional space within this "sub-level" of the building that could serve as a bicycle depot and bicycle repair area. The space could also serve as storage or other program space for the building. If this sub-level is completed, it would add a "story" to the building at the southwest elevation of the development.

Unit Mix and DUE:

- 1. The building will include a mix of Studio, One- and Two-Bedroom Units. Projected D.U.E is 31 per acre. Actual development not to exceed 33 per acre. The site is 3.2 acres.
- 2. The project will house 280 units. As roughly 30% of those units are expected to be Twobedroom units, the total bedroom count would calculate to 360 bedrooms, although the project is not a student housing community.

Parking:

- 1. The property would be improved along 7th street with not more than 10 parallel parking spaces on the eastern lane of 7th street, to serve the leasing, visitors and clubhouse spaces for the apartments.
- 2. Up to 16 angled parking spaces will be improved along the western-most lane of Pete Ellis Drive, to serve the commercial spaces at that location.
- 3. The internal parking garage is expected to have no more than 102 spaces per floor and is anticipated to have a total of 306 spaces.
- 4. A portion of the first floor of the parking garage will serve the commercial spaces (Pete Ellis Drive portion of the building) and meet municipal parking code and count requirements as well as the number of spaces required by the ultimate user/tenant.
- 5. Assuming 4 spaces per 1,000 square feet (assumed user requirement), and a 20,000 square foot user, the commercial spaces will require 80 of the total 324 spaces (16 angled, street spaces and 306 garage spaces). This would leave 244 spaces for 288 units (or 360 370 beds). This parking ratio approximates 0.847 per unit or 0.659 per bedroom.

Bicycle park:

Bike racks and bike storage to meet requirements for CL and RH zones.

Housing:

Oriented to single-living environment around the IU Health Medical Center, University, Service Industry, Young professional, medical/grad students, nursing students, researchers, interns, staff and employees of professional offices and staff and employees at the IU Health complex.

Green Building Elements Planned:

- Energy Star appliances / Energy efficient building materials / LEED compliant
- Downspout Cisterns for on-site rain water detention to be used for watering landscaping
- Downspout flow through planters along perimeter and interior courtyards
- green or live wall elements incorporated into building / garage screening

Public Benefits:

- Workforce housing components developer will work cooperatively with city to determine appropriate inclusionary housing alternatives
- Public Art exterior murals / interior art displayed for public viewing (not just residents); viewings to be programmed
- Scholarship public art to be commissioned with IU art department and will be offered to city art programs works to be displayed within building (can be sold by artists) in return for annual scholarships or grants from developer
- herb or vegetable gardens improvements will include gardening areas/plots for residents
- "Jam" Room public music room/studio will be included for use by area musicians, music scholars, etc. for "plug-in and play" sessions to create, share and explore musical interests of those within the community looking to "pick up" instruments and create with others
- Bike Depot public bike depot / live art has been imagined to be included at the property
- Streetscaping improvements along Pete Ellis Drive which will include green and hard scaping, rain water flow-thru planters, among other elements

Attorney for Petitioner

411004 / 24366-1



LUPTON RAUSCH Architecture + Interior design



CURRY URBAN PROPERTIES EAST LONGVIEW AVENUE BLOOMINGTON, INDIANA 47408

PROPOSED SECOND FLOOR PLAN

2018**2**0.19

LUPTON RAUSCH Architecture + Interior design



CURRY URBAN PROPERTIES EAST LONGVIEW AVENUE BLOOMINGTON, INDIANA 47408

PROPOSED THIRD FLOOR PLAN

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LUPTON RAUSCH Architecture + Interior design



CURRY URBAN PROPERTIES EAST LONGVIEW AVENUE BLOOMINGTON, INDIANA 47408

PROPOSED FOURTH FLOOR PLAN

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PROPOSED ELEVATION SKETCHES

NORTH ELEVATION

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CURRY URBAN PROPERTIES EAST LONGVIEW AVENUE BLOOMINGTON, INDIANA 47408

PETE ELLIS DRIVE RENDERING

201810.19



CURRY URBAN PROPERTIES EAST LONGVIEW AVENUE BLOOMINGTON, INDIANA 47438

SEVENTH STREET RENDERING





Case: ZO-31-18

To: Bloomington Planning Commission

From: Terri Porter, Director

Date: November 2, 2018

Re: Extension of Expiration Date of Ordinance 17-45

On December 20, 2017, the Common Council passed amendments to Chapter 20.03 "Overlay Districts", which created an interim temporary change until a new Unified Development Ordinance ("UDO") could be written by Clarion and adopted by this Council. Ordinance 17-45 contained a "sunset "clause which stated: "This Amendment to Chapter 20.03 "Overlay Districts" shall be in effect for a period of time not to exceed twelve (12) months after the adoption of this ordinance. If not repealed, replaced, or modified, this amendment shall expire and the previous wording of 20.03 shall be reinstated."

As Clarion continues to prepare the new UDO, there is a need to extend the "sunset" clause to the end of 2019 to ensure that downtown multifamily housing development is consistent with the direction of the Comprehensive Plan. The adoption of the new UDO, as has been the case with writing the new Comprehensive Plan, will be a very public and transparent process and public input will guide the future criteria of the Downtown Overlay areas.

Therefore, the Planning and Transportation Department proposes extending the expiration date of Ordinance 17-45 to December 31, 2019 or when the UDO changes are complete, whichever comes first.

As a reminder, below is a summary of the changes to the UDO adopted by Ordinance 17-45. These changes were intended to reduce the size and impacts of by-right development within the six downtown overlays: Courthouse Square Overlay (CSO), Downtown Core Overlay (DCO), University Village Overlay (UVO), Downtown Edges Overlay (DEO), Downtown Gateway Overlay (DGO), and Showers Technology Park Overlay (STPO). These interim changes include:

- 1. Reduce the maximum permitted height in all overlays
- 2. Reduce the maximum permitted density in all overlays except the Showers Technology Park Overlay
- 3. Change modulation requirements to better define the massing of long buildings
- 4. Change review consideration for the Plan Commission to add language about housing issues for projects that don't meet overlay standards