

# CITY OF BLOOMINGTON



May 25, 2023 @ 5:30 p.m.  
City Hall, 401 N. Morton Street  
Common Council Chamber, Room #115

<https://bloomington.zoom.us/j/83688445244?pwd=SEhDTTBdD3F2eWpwV3BFU2o1LzkwUT09>

Meeting ID: 836 8844 5244

Passcode: 782577

**CITY OF BLOOMINGTON  
BOARD OF ZONING APPEALS (Hybrid Meeting)**

City Hall, 401 N. Morton Street  
Common Council Chambers, Room #115 and via Zoom

May 25, 2023 at 5:30 p.m.

❖ **Virtual Meeting:**

<https://bloomington.zoom.us/j/83688445244?pwd=SEhDTTBdD3F2eWpwV3BFU2o1LzkwUT09>

Meeting ID: 836 8844 5244

Passcode: 782577

Petition Map: <https://arcg.is/aGSDr1>

The City is committed to providing equal access to information. However, despite our efforts, at times, portions of our board and commission packets are not accessible for some individuals. If you encounter difficulties accessing material in this packet, please contact **Melissa Hirtzel** at [hirtzelm@bloomington.in.gov](mailto:hirtzelm@bloomington.in.gov) and provide your name, contact information, and a link to or description of the document or web page you are having problems with.

**ROLL CALL**

**APPROVAL OF MINUTES:** April 20, 2023

**PETITIONS CONTINUED TO:** June 22, 2023

AA-17-22     **Joe Kemp Construction, LLC & Blackwell Construction, Inc.**  
Summit Woods (Sudbury Farm Parcel O) W. Ezekiel Dr.  
Parcel(s): 53-08-07-400-008.002-009, 53-08-07-400-008.004-009...  
Request: Administrative Appeal of the Notice of Violation (NOV) issued  
March 25, 2022.  
*Case Manager: Jackie Scanlan*

**PETITIONS:**

V-17-23     **True Storage, LLC**  
1701 S. Liberty Drive  
Parcel: 53-09-12-101-013.000-016 (107-29993-00)  
Request: Variance from Mixed-Use Medium Scale (MM) zoning district ground  
floor ceiling height standard and maximum parking standard for a self-service  
storage use.  
*Case Manager: Karina Pazos*

**\*\*Next Meeting: June 22, 2023**

*Auxiliary aids for people with disabilities are available upon request with adequate notice. Please call [812-349-3429](tel:812-349-3429) or E-mail [human.rights@bloomington.in.gov](mailto:human.rights@bloomington.in.gov).*

**BLOOMINGTON BOARD OF ZONING APPEALS  
STAFF REPORT  
Location: 1701 South Liberty Drive**

**CASE #: V-17-23  
DATE: May 25, 2023**

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**PETITIONER:** True Storage LLC  
670 N Commercial St, Suite 303  
Manchester, NH 03101

**CONSULTANT:** CarminParker, PC  
116 W 6<sup>th</sup> St, Suite 200  
Bloomington, IN 47404

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**REQUEST:** Variances from Mixed-Use Medium Scale (MM) zoning district ground floor ceiling height standard and maximum parking standard for a self-service storage use.

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**REPORT:** The property is currently zoned Mixed-Use Medium Scale (MM), and is located on the west side of South Liberty Drive. The properties to the east and south are also zoned MM. The properties west are zoned Residential High-Density Multifamily (RH). The properties to the north are outside the City’s jurisdiction and are in the Monroe County planning jurisdiction. Currently, the property contains the Coca-Cola Distribution Center, a one-story metal and brick building with an area of 59,275 square feet and 46 parking spaces.

The petitioner will need to seek major site plan approval for this Change in Use because the development is located within 500 feet of the centerline of Interstate 69. The existing building will be remodeled to add a mezzanine level with interior storage units on both levels accessed from interior hallways. The petitioner plans to file for the July 10th Plan Commission hearing.

This petition is for two variances, the first variance is from the ground floor ceiling height standard that requires a minimum floor to ceiling height on the ground floor of 12 feet when a nonresidential use is proposed on the ground floor. The proposed development would add an interior second level resulting in a ground floor ceiling height of nine feet-four inches.

The second variance is from the maximum vehicle parking space allowance standards to allow for 10 standard parking spaces with one ADA van accessible parking space. The maximum vehicle parking requirement for a self-service storage use is 2.85 spaces per 1,000 square feet of gross floor area of indoor sales/leasing/office space. The proposed self-service storage facility has 695 square feet of office/leasing space, so this development has a vehicle parking allowance of one parking space. The site currently has 46 parking spaces and the petitioner is proposing to remove 35 parking spaces. All of the parking spaces in front of the front building wall will be removed to meet the front parking setback and then 14 of the parking spaces near the eastern property line will be removed as well. Both removals will reduce impervious surface area below the maximum of 60% for the MM zoning district.

The petitioner has provided a traffic study done for a comparable self-service storage facility in Wilbraham, Massachusetts in which a trip generation assessment based on ITE data for a “mini-warehouse” found that this type of use was expected to produce up to 29 vehicles during peak hours. The work and analysis is appreciated, but it assumes we should plan, design, and build for peak demand. The data, the ITE, and ULI rates are significantly more than the UDO allows. However, even with this taken into consideration, the majority of the time, the parking lot

is expected to be occupied well below the numbers of peak demand.

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## CRITERIA AND FINDINGS FOR GROUND FLOOR CEILING HEIGHT VARIANCE

**20.06.080(b)(3)(E)(i)(1) Standards for Granting Variances from Development Standards:** Pursuant to Indiana Code 36-7-4-918.5, the Board of Zoning Appeals or Hearing Officer may grant a variance from the development standards of this UDO if, after a public hearing, it makes findings of fact in writing, that:

- (1) *The approval will not be injurious to the public health, safety, morals, and general welfare of the community; and*

**PROPOSED FINDING:** The granting of the variance to allow for a ground floor ceiling height of nine feet-four inches is not expected to be injurious to the public health, safety, morals, or general welfare of the community. The ground floor ceiling height standard was intended for commercial uses. The Self-service Storage use is considered an employment use.

- (2) *The use and value of the area adjacent to the property included in the development standards variance will not be affected in a substantially adverse manner; and*

**PROPOSED FINDING:** Adverse impacts to the use and value of surrounding properties is not found as a result of a variance to allow for a ground floor ceiling height of nine feet-four inches. This will be an interior addition of a second level that will not impact the exterior of the building and there are no proposed changes to the exterior of the property, besides bringing the site closer to compliance with current standards that would improve the site's landscaping and pervious surface coverage.

- (3) *The strict application of the terms of the Unified Development Ordinance will result in practical difficulties in the use of the property; that the practical difficulties are peculiar to the property in questions; that the development standards variance will relieve the practical difficulties.*

**PROPOSED FINDING:** Practical difficulty is found in the use of the property if this variance is not granted because the use-specific standards for self-service storage requires that all storage is contained within a fully enclosed structure that is at least two stories. This project is attempting to reuse and remodel an existing building that has an existing height to work within. Adding a second level that creates a ground floor ceiling height of nine feet-four inches will allow the existing building to be remodeled such that this use can go here.

## CRITERIA AND FINDINGS FOR VEHICLE PARKING MAXIMUM VARIANCE

**20.06.080(b)(3)(E)(i)(1) Standards for Granting Variances from Development Standards:** Pursuant to Indiana Code 36-7-4-918.5, the Board of Zoning Appeals or Hearing Officer may grant a variance from the development standards of this UDO if, after a public hearing, it makes findings of fact in writing, that:

- (1) *The approval will not be injurious to the public health, safety, morals, and general welfare*

*of the community; and*

**PROPOSED FINDING:** The granting of the variance to allow 11 parking spaces is not expected to be injurious to the public health, safety, morals, or general welfare of the community since the number of proposed vehicle parking spaces is less than what is existing, and the proposal involves removal of excess asphalt to reduce the impervious surface coverage of the lot.

*(2) The use and value of the area adjacent to the property included in the development standards variance will not be affected in a substantially adverse manner; and*

**PROPOSED FINDING:** The granting of the variance to allow 11 parking spaces would not affect the use and value of adjacent properties in an adverse manner because the number of proposed vehicle parking spaces is less than what is existing, and the proposal involves removal of excess asphalt to reduce the impervious surface coverage of the lot.

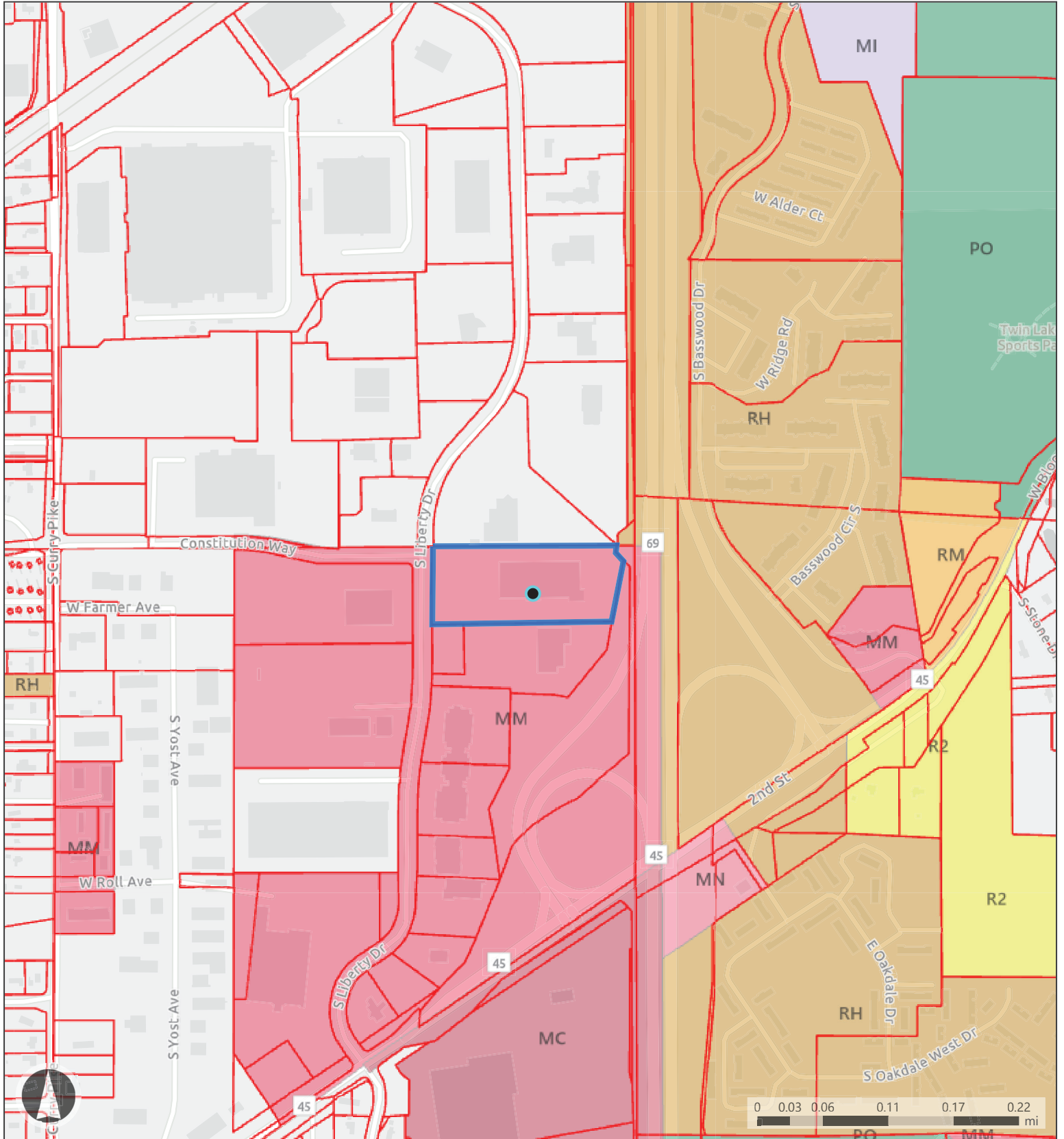
*(3) The strict application of the terms of the Unified Development Ordinance will result in practical difficulties in the use of the property; that the practical difficulties are peculiar to the property in questions; that the development standards variance will relieve the practical difficulties.*

**PROPOSED FINDING:** The Department finds that the strict application of the terms of the Unified Development Ordinance will result in practical difficulties in the use of the property by requiring the petitioner to meet the maximum parking spaces allowed. The existing size and layout of the parcel are such that shared parking opportunities are limited. Additionally the redevelopment of the parcel will remove existing excess parking. The site is also limited by the fact that there is no on-street parking available. The issuance of the variance relieves the practical difficulty of operating this permitted use in this existing building.

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**RECOMMENDATION:** Based upon the report and written findings of fact above, the Department recommends that the Board of Zoning Appeals adopts the proposed findings and approve both requested variances for V-17-23, with the following conditions:

1. The variance for ceiling height is for, at a minimum the heights shown in the plan submitted with the variance request.
2. The variance for parking spaces is approved for a total of 11 parking spaces, including one accessible parking space.



**Map Legend**

Parcels

Code : Description

R2 : Residential Medium Lot

RH : Residential High-Density Multifamily

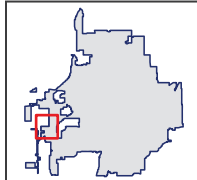
RM : Residential Multifamily

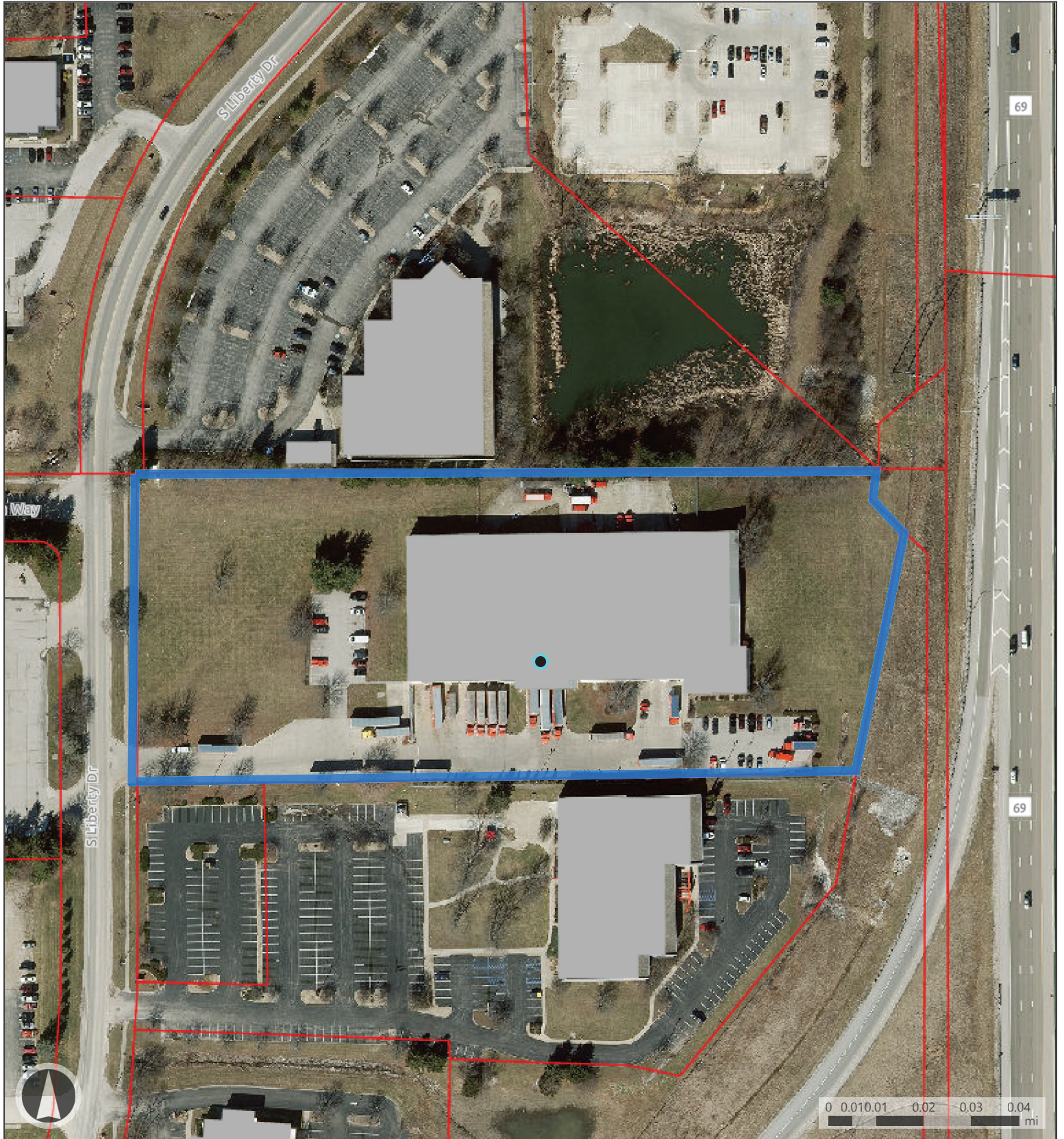
MC : Mixed-Use Corridor

MI : Mixed-Use Institutional

MM : Mixed-Use Medium-Scale

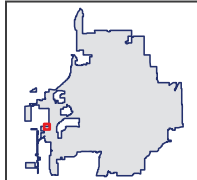
MN : Mixed-Use Neighborhood-Scale





Map Legend

-  Parcels
-  Buildings





116 West 6<sup>th</sup> Street, Suite 200  
P.O. Box 2639  
Bloomington, Indiana 47402-2639  
TEL: 812.332.6556  
FAX: 812.331.4511  
michael@carminparker.com

May 8, 2023

City of Bloomington Board of Zoning Appeals  
401 N. Morton Street  
Bloomington, IN 47403

RE: SUPPLEMENTAL PETITIONER'S STATEMENT  
Variance No. V-17-23  
Our File No.: 25636-1

BZA Members:

A comparable self-storage facility was developed in Wilbraham, Massachusetts. As part of the adaptation of the existing facilities, True Storage conducted a traffic study--a Trip-Generation Assessment--for the traffic that would be generated. As part of that Trip-Generation Assessment, the engineering office that prepared the assessment also included a summary of projected traffic stating "the project is expected to produce between nine and twenty-nine vehicles during the peak hours, or approximately one additional vehicle every two to seven minutes." True Storage submits that this comment to the traffic assessment supports the requested variance to exceed the maximum allowed parking. The self-storage units at peak hours will require parking in excess of the maximum allowed parking under the UDO. The maximum of three allowed parking spaces does not meet the requirements for traffic that generates a vehicle trip every two to seven minutes. Vehicles arriving in that short time proximity means there will be multiple vehicles parked on site at the same time during peak hours. The information regarding peak hour usage translates to the variance requested by True Storage to allow for ten parking spaces. Attached is the Trip-Generation Assessment and comment regarding peak hour usage.

Respectfully,

A handwritten signature in black ink that reads "Michael L. Carmin".

Michael L. Carmin

MLC/srh  
Enclosure

442589 / 25636-1





## MEMORANDUM

**TO:** Mr. Josh Sullivan  
Acquisitions & Due Diligence  
True Storage  
670 North Commercial Street  
Manchester, NH 03101

**FROM:** Mr. Jeffrey S. Dirk, P.E., PTOE, FITE *JSD*  
Managing Partner  
Vanasse & Associates, Inc.  
35 New England Business Center Drive  
Suite 140  
Andover, MA 01810-1066  
(978) 269-6830  
[jdirk@rdva.com](mailto:jdirk@rdva.com)

*Professional Engineer in CT, MA, ME, NH, RI and VA*

**DATE:** September 13, 2021

**RE:** 9106

**SUBJECT:** Trip-Generation Assessment  
Proposed Self-Storage Facility – 2201 Boston Road (Route 20)  
Wilbraham, Massachusetts

Vanasse & Associates, Inc. (VAI) has prepared a trip-generation assessment in order to define the traffic characteristics of the proposed self-storage facility to be located at 2201 Boston Road (Route 20) in Wilbraham, Massachusetts (hereafter referred to as the “Project”).

### PROJECT DESCRIPTION

The Project will entail the construction of a three story, 94,000± square foot (sf) self-storage facility to be located at 2201 Boston Road (Route 20) in Wilbraham, Massachusetts. The Project site encompasses approximately 1.2± acres of previously disturbed land that is bounded by Route 20 to the north; the Woodcrest Condominiums to the south; the access to the Woodcrest Condominiums to the east; and The Kids Place, Inc. child care center to the west.



Imagery ©2021 Google



Access to the Project site will be provided by way of a new driveway that will intersect the south side of Route 20 approximately 200 feet west of the access to the Woodcrest Condominiums. The Project will require the issuance of a State Highway Access Permit from the Massachusetts Department of Transportation (MassDOT) for access to Route 20, a State Highway under the jurisdiction of MassDOT. On-site parking will be provided for 12 vehicles, including two (2) handicapped accessible spaces, which exceeds the minimum parking requirements of Section 11.2, *Schedule Of Off-Street Parking Requirements*, of the Town of Wilbraham Zoning By-Law.<sup>1</sup>

### **PROJECT-GENERATED TRAFFIC**

As proposed, the Project will entail the construction of a 94,000± sf self-storage facility. In order to determine the traffic characteristics of the Project, trip-generation methodologies established by the ITE<sup>2</sup> were used. ITE Land Use Code (LUC) 151, *Mini-Warehouse*, was used to develop the traffic characteristics of the Project, the results of which are summarized in Table 1.

**Table 1**  
**TRIP-GENERATION SUMMARY**

Time Period	Vehicle Trips		
	Entering	Exiting	Total
<i>Average Weekday:</i>	71	71	142
<i>Weekday Morning Peak-Hour:</i>	5	4	9
<i>Weekday Evening Peak-Hour:</i>	8	8	16
<i>Saturday:</i>	92	92	184
<i>Saturday Midday Peak-Hour</i>	17	12	29

<sup>a</sup>Based on ITE LUC 151, *Mini-Warehouse*.

### **Project-Generated Traffic-Volume Summary**

As can be seen in Table 1, the Project is expected to generate approximately 142 vehicle trips on an average weekday and approximately 184 vehicle trips on a Saturday (both two-way volumes over the operational day of the Project), with 9 vehicle trips (5 entering and 4 exiting) expected during the weekday morning peak-hour, 16 vehicle trips (8 entering and 8 exiting) expected during the weekday evening peak-hour and 29 vehicle trips (17 entering and 12 exiting) expected during the Saturday midday peak-hour.

***The Project is expected to produce between 9 and 29 vehicles during the peak hours, or approximately one additional vehicle every 2 to 7 minutes, a level of impact that would not result in an increase in motorist delays or vehicle queuing over current conditions.***

<sup>1</sup>The Zoning By-Law specifies the following parking requirements for a self-storage facility: "Adequate spaces to accommodate under normal circumstances the vehicles of employees, customers and visitors to the premises, but not less than six (6) spaces."

<sup>2</sup>*Trip Generation*, 10<sup>th</sup> Edition; Institute of Transportation Engineers; Washington, DC; 2017.

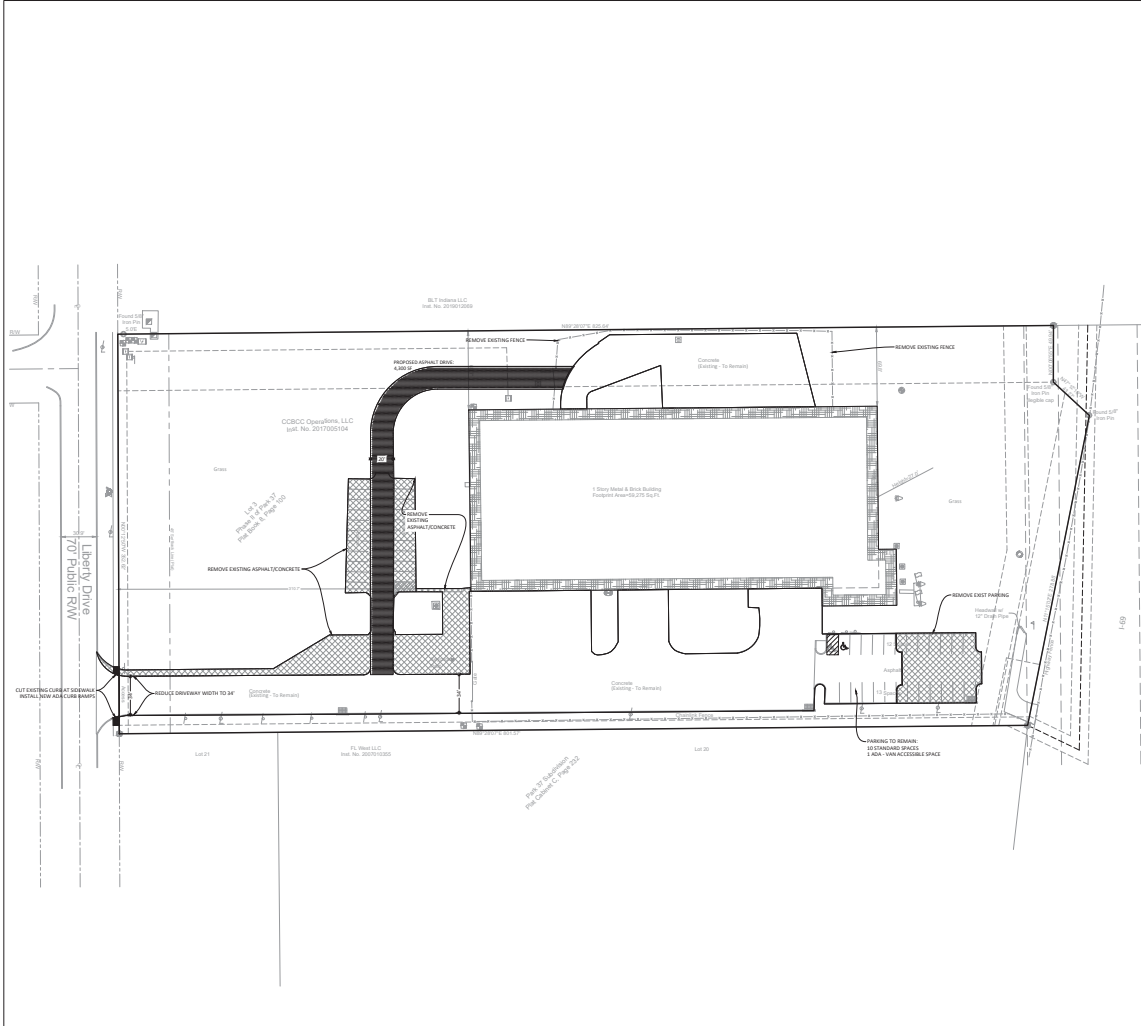


## SUMMARY

VAI has completed a trip-generation assessment in support of the proposed self-storage facility to be located at 2201 Boston Road (Route 20) in Wilbraham, Massachusetts. Based on this assessment, we have determined that the Project will produce approximately 42 vehicle trips on an average weekday and approximately 184 vehicle trips on a Saturday (both two-way volumes over the operational day of the Project), with peak-hour traffic volumes expected to range from 9 to 29 vehicles per hour. This level of impact during the peak hours (approximately one additional vehicle every 2 to 7 minutes) would not result in an increase in motorist delays or vehicle queuing over current conditions.

cc: File





**GENERAL NOTES**

- A. ALL DIMENSIONS ARE TO FACE OF CURB, POINT OF TANGENCY, EDGE OF PAVEMENT, EDGE OF ROAD, FACE OF BRIDGE, OR CENTERLINE UNLESS OTHERWISE NOTED. CURB RETURN SHALL BE TO FACE OF CURB. LOCATIONS OF BRIDGES SHALL BE INDICATED. CONTRACTOR SHALL NOTIFY ENGINEER OF ANY DISCREPANCIES PRIOR TO BEGINNING WORK.
- B. CONTRACTOR IS REQUIRED TO VERIFY FIELD CONDITIONS AND NOTIFY ENGINEER OF ANY DISCREPANCIES PRIOR TO BEGINNING WORK.
- C. ALL DISTURBED AREAS SHALL RECEIVE 6\"/>

**SITE CHARACTERISTICS**

EXISTING PROPERTY: 292,572 SF = 6.72 ACRES

PRE-PROJECT  
 TOTAL IMPERVIOUS: 132,080 SF  
 IMPERVIOUS % = 45%

POST-PROJECT  
 TOTAL IMPERVIOUS: 121,832 SF  
 IMPERVIOUS % = 42%

**LEGEND**

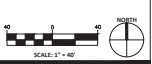
- [Solid Black Box] LIMITS OF NEW ASPHALT PAVEMENT
- [Dotted Box] LIMITS OF NEW 4\"/>



PRELIMINARY  
NOT FOR  
CONSTRUCTION

**TRUE STORAGE  
BLOOMINGTON FACILITY**

1701 S. Liberty Drive  
 Bloomington, IN  
 BRCJ Project No: 11325



DATE: 4/24/2023  
 PRELIMINARY SITE PLAN

REVISION SCHEDULE		
Rev.	Rev. Description	Issue Date

Drawn By: AXK  
 Designed By: AXK  
 Checked By: WSR

**C401**



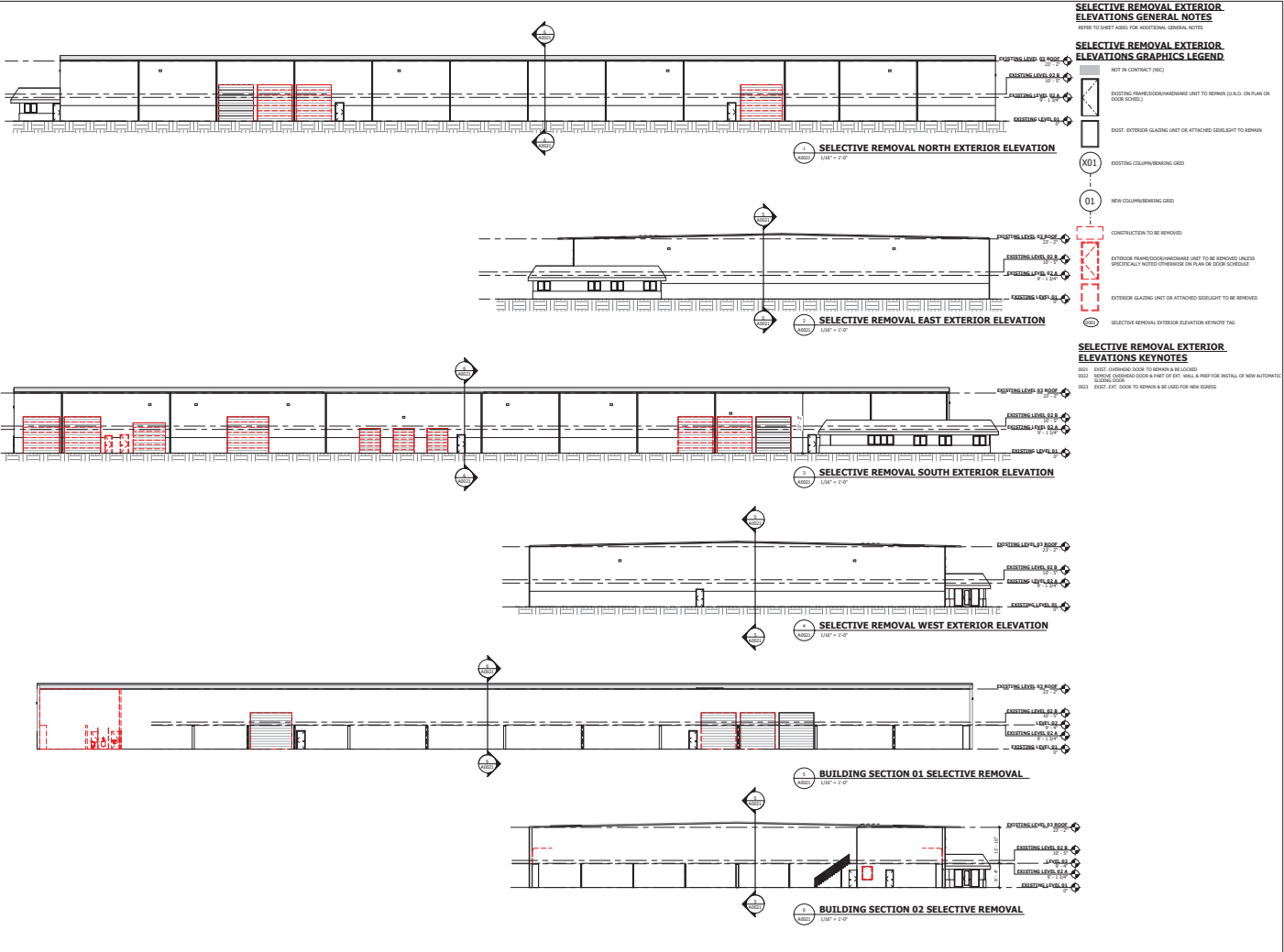












**True Storage Bloomington**  
1701 S. Liberty Drive  
Bloomington, IN 47403

**SELECTIVE REMOVAL EXTERIOR ELEVATIONS & BUILDING SECTIONS**

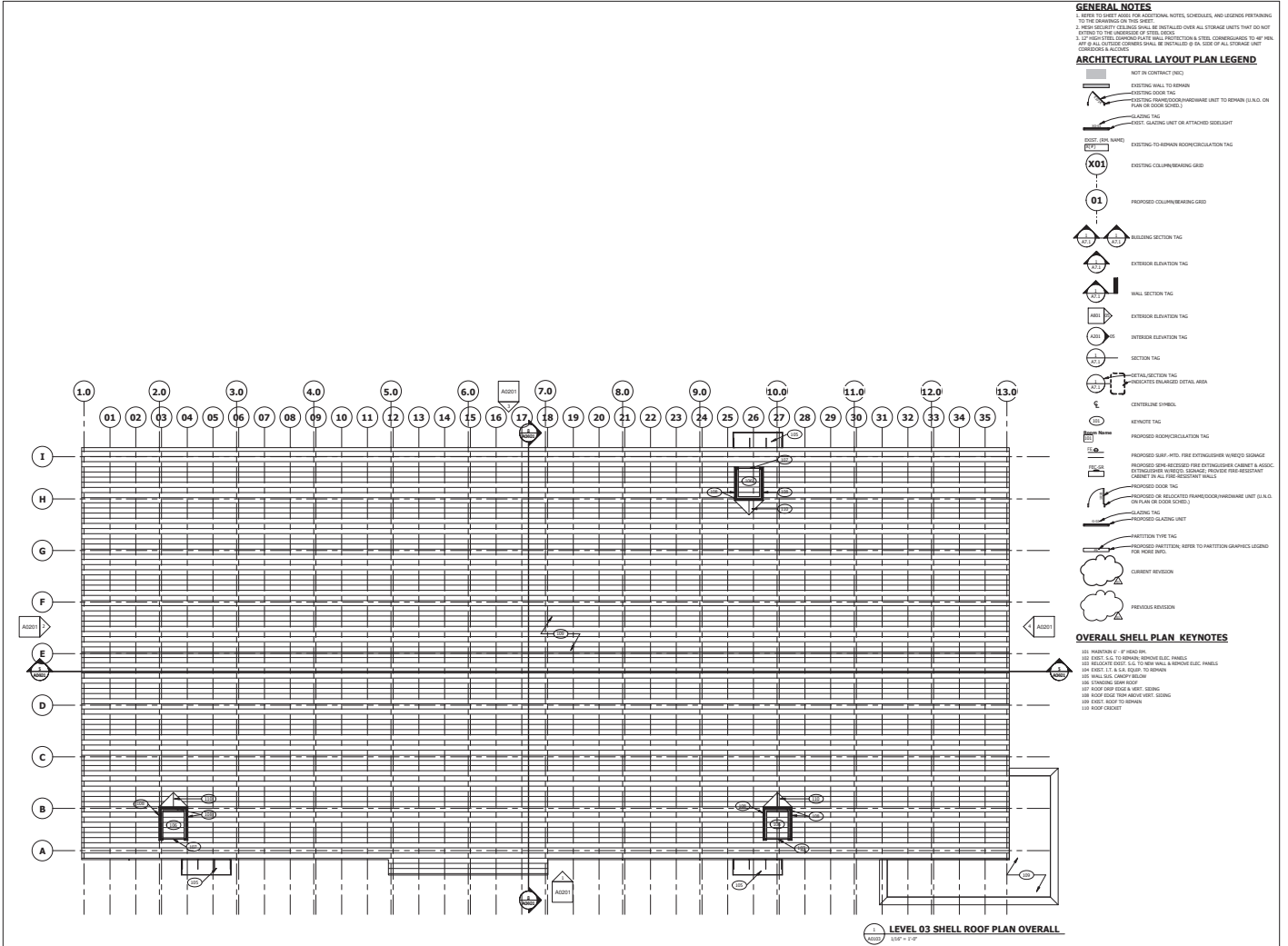
Sheet Name: A0021  
 Project No.: 100-0000-00  
 Approved By: [Signature]  
 Date: 11/11/2019

**A0021**

Scale: As Indicated







**THE STORAGE**  
 476 N. COMMERCIAL ST.  
 MANCHESTER, NH 03841  
 P: 603.882.1242  
 www.thestorage.com

**ARCHITECT**  
 CHRISTOPHER J. LAMON  
 1770 S. LIBERTY DRIVE  
 BLOOMINGTON, IN 47403

**True Storage Bloomington**  
 1701 S. Liberty Drive  
 Bloomington, IN 47403

**SHELL BUILDING ROOF PLAN - LEVEL 03**

Sheet Name: A0103  
 Project No: 10-0000-03  
 Date: 10/11/17  
 Scale: As Indicated

**A0103**



