CITY OF BLOOMINGTON



May 13, 2024 5:30 p.m.
Council Chambers, Room #115
Hybrid Zoom Link:

https://bloomington.zoom.us/j/82362340978?pwd=ZnExeVNaSUNGVGdZQTJHNjBBb3M0UT09

Meeting ID: 823 6234 0978 Passcode: 622209

CITY OF BLOOMINGTON PLAN COMMISSION (Hybrid Meeting) ❖City Council Chambers, 401 N Morton Street Bloomington – Room #115 May 13, 2024 at 5:30 p.m.

❖Virtual Link:

https://bloomington.zoom.us/j/82362340978?pwd=ZnExeVNaSUNGVGdZQTJHNjBBb3 M0UT09

Meeting ID: 823 6234 0978 Passcode: 622209

Petition Map: https://arcg.is/09KHaG

ROLL CALL

MINUTES TO BE APPROVED: March 19, 2024; April 15, 2024

REPORTS, RESOLUTIONS AND COMMUNICATIONS:

PETITIONS TABLED:

SP-24-22 Cutters Kirkwood 123 LLC

115 E Kirkwood Ave

Parcel: 53-05-33-310-062.000-005

Request: Major site plan approval to construct a 4-story building with 3 floors of residential units over a ground floor parking garage and retail space in the MD-CS zoning district. The upper floors will consist of 15 dwelling units for a total of 38 beds. *Case Manager: Karina Pazos*

ZO-34-23 City of Bloomington Planning and Transportation

Text Amendment

Request: Text amendment related to Sign Standards and request for waiver of second hearing. <u>Case Manager: Jackie Scanlan</u>

Last Updated: 5/10/2024

**Next Meeting June 10, 2024

Auxiliary aids for people with disabilities are available upon request with adequate notice. Please call <u>812-349-3429</u> or e-mail <u>human.rights@bloomington.in.gov</u>.

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 the **Melissa Hirtzel** at **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.

PETITIONS CONTINUED TO June 10, 2024:

DP-17-24 Eric Deckard

3615 E. Post Road

Parcel: 53-05-35-400-062.000-005

Request: Primary plat approval to allow a two-lot subdivision of 4.21 acres in the Residential Medium Lot (R2) zoning district, with request for subdivision waivers and

waiver of second hearing. Case Manager: Gabriel Holbrow

PETITIONS:

ZO-45-23 Indiana Center for Recovery, LLC

1003, 1005, 1007, 1008, 1010, 1018 West 1 $^{\rm st}$, 649 & 651 S Walker Parcel: 53-08-05-100-036.000-009; 53-08-05-100-033.000-009;

53-08-05-100-096.000-009

Reguest: Rezone 1.66 acres from Residential Small Lot (R3) to Mixed Use Healthcare

(MH) Case Manager: Eric Greulich

DP-12-24 Darlene Meyer

4415 E. Moores Pike

Parcel: 53-08-01-300-002.000-009

Request: Primary plat approval for a 19-lot subdivision of 5.034 acres in the Residential

Medium Lot (R2) zoning district. Case Manager: Eric Greulich

**Next Meeting June 10, 2024

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Last Updated: 5/10/2024

CASE #: ZO-45-23

DATE: May 13, 2024

BLOOMINGTON PLAN COMMISSION STAFF REPORT- Second Hearing

LOCATION: 1008-1018 W. 1st Street;

1003-1009 W. 1st Street; 649 -651 S. Walker Street

PETITIONER: Indiana Center for Recovery, LLC

1004 W. 1st Street, Bloomington

REQUEST: The petitioner is requesting a map amendment (rezone) of approximately 1.66 acres from Residential Small Lot (R3) to Mixed-Use Healthcare (MH).

BACKGROUND:

Area: 1.66 acres

Current Zoning: Residential Small Lot (R3)

Comp Plan Designation: Mixed Urban Residential / W. 2nd Street – Former Bloomington

Hospital Focus Area

Existing Land Use: Vacant/Single Family Residence

Proposed Land Use: Group Care Home, Large

Surrounding Uses: North – Office

South – Mobile Home Park East – Dwelling, Multifamily

West - Office

CHANGES SINCE FIRST HEARING: This petition was heard at the February 12, 2024 Plan Commission meeting. At the hearing, the Plan Commission expressed concern regarding the rezoning of this location to Mixed-Use Healthcare (MH) as this would be an isolated location for this zoning district and list of uses that would be substantially different then all surrounding zoning districts and uses. Additionally, there was concern about the requested zoning district related to the Comprehensive Plan. While the proposed use could be deemed compatible with surrounding zoning, the zoning district would be substantially different. There have not been any changes to the overall petition from the petitioner and the petition remains unaltered.

REPORT: The petition site encompasses 9 properties that total 1.66 acres. The properties are located at 1008-1018 W. 1st Street, 1003-1009 W. 1st Street, and 649-651 S. Walker Street and are all zoned Residential Small Lot (R3). There were residential structures on several of the properties, however all but 2 of those have been removed and there is one house remaining at 649 S. Walker Street and one at 1008 W. 1st Street. The petitioner also owns the property to the east at 909 W. 1st Street, however that property is not party of this rezoning request. The properties are not located in any Historic or Conservation Districts.

The subject properties were all rezoned in 2021 during the City-wide zoning map update from the previous zoning of Mixed-Use Healthcare (MH) to the current zoning of Residential Small Lot (R3). The rezoning from Mixed-Use Healthcare to Residential Small Lot was a result of the departure of the Bloomington Hospital and subsequent medical uses and offices from this area to allow for the redevelopment of the properties in this area into residential uses. The Transform and Redevelopment Overlay (TRO) district was approved in 2022 for a large portion of the area formerly occupied by the Bloomington Hospital to further guide in the redevelopment of this area and provide a specific set of design standards and uses for this area. None of the properties within

the petition site are located in the Transform and Redevelopment Overlay (TRO) district, however, that Overlay district is immediately to the north.

The petitioner requests to rezone the property in order to redevelop them with a use that is not currently allowed. The petitioner is proposing to redevelop the properties for the construction of a new group living building on the north side of 1st Street and a new group living building on the south side of 1st Street. Each building would serve as a potential 'Group Care Home' to provide housing for individuals going through the Indiana Center for Recovery's programs. No opioid treatment is proposed to be provided in the buildings.

For reference, the UDO defines a "Group Care Home" as-

Group Care Home, FHAA, Small and Large: A residential dwelling or facility where persons are living, together with staff, as a single housekeeping unit providing care, supervision, and treatment for the exclusive use of citizens protected by the provisions of the federal Fair Housing Act Amendments of 1988, as defined in that Act and interpreted by the courts, or by any similar legislation of the State of Indiana, including but not limited to facilities providing housing for handicapped, mentally ill, or developmentally disabled persons. This use does not include "Opioid Rehabilitation Home, Small" or "Opioid Rehabilitation Home, Large."

Group Home, FHAA Small

A facility designed for and occupied by eight or fewer residents living together.

Group Care Home, FHAA Large

A facility designed for and occupied by nine or more residents living together.

The UDO also has several Use-Specific Standards in Section 20.03.030(b)(11) that further regulates this use and are outlined below-

Group Care Home, FHAA (Small and Large) & Opioid Rehabilitation Home, (Small and Large)

- (A) Group homes for the exclusive use of citizens protected by the provisions of the federal Fair Housing Act Amendments of 1988 (FHAA), as defined in that Act and interpreted by the courts, or by any similar legislation of the State of Indiana, may be established in any Residential zoning district or portion of a Mixed-Use zoning district or PD district that permits residential dwellings, provided that they meet the definition of "small" and "large" facilities in Chapter 20.07: Definitions) and are located in zoning districts where facilities of that size are allowed pursuant to Table 3-1, and subject to the licensing requirements of the state and the City of Bloomington.
- (B) In the MN and R4 zoning districts, group homes shall not be designed for or occupied by more than 20 residents living together.
- (C) No Group Care Home shall be located within 300 feet of any other Group Care Home.
- (D) No Opioid Rehabilitation Home shall be located within 300

- feet of any other Opioid Rehabilitation Home.
- (E) Where minimum spacing is required by subsections (C) and (D) above, the distance shall be measured from the nearest property line of the property from which spacing is required to the nearest property line on which the group home will be located, using a straight line, without regard to intervening structures or public rights-of-way.

While a rezone is not a request for a specific use, in this case, the petitioner has made clear a desire for a particular use that would be allowed in the new district. However, the Use-Specific Standards require a 300' separation for that use that doesn't appear to be possible on these properties given the presence of adjacent group care homes. There was substantial concern regarding this aspect expressed during the February 24, 2024 Plan Commission hearing. This Use Specific standard would not allow the development of the property in the manner desired by the petitioner, even if the rezoning petition is approved.

The current zoning of the property as Residential Small Lot (R3) does not allow for the use 'Group Care Home, FHAA, Large'. The use is limited in the Unified Development Ordinance (UDO) to all districts except the Residential districts of Residential Large Lot (R1), Residential Medium Lot (R2), and Residential Small Lot (R3). The petitioner is requesting to rezone these parcels from Residential Small Lot (R3) to Mixed-Use Healthcare (MH).

COMPREHENSIVE PLAN: The Comprehensive Plan designates this site as 'Mixed Urban Residential' and it is also part of the 'W. 2nd Street' Focus Area. The Comprehensive Plan states these areas typically refers to the older neighborhoods that were developed with traditional block and grid-like street patterns, which is reflected in lot sizes and street layout of the area surrounding this site. The majority of these centrally located neighborhoods have been built out, so major changes will occur through redevelopment and property turnover. The Comprehensive Plan encourages these redevelopment opportunities to respect the scale and mass of surrounding structures that are mostly one and two-story in nature. A few locations may support increases in density and multifamily residential uses when located along higher volume roads or near major destinations, or located along neighborhood edges that may support small-scaled neighborhood mixed-uses. These instances shall use the Enhance Theme for development approvals.

The Department recognizes that the particular desired use, as opposed to the zoning district requested, is one that can be beneficial to the community and city as a whole. However, the Department has concerns about whether or not the zoning district that is being requested is supported by the Comprehensive Plan at this location. Additionally, the request is being done to allow larger structures deeper within a neighborhood, as opposed to located on a higher volume road. The Department has concerns about whether or not that is appropriate and supported by the Comprehensive Plan.

One of the goals also stated within the Comprehensive Plan and discussed at length during the creation of the Transform and Redevelopment Overlay (TRO) District was the need to create owner occupied housing within this area, which would not be accomplished with this proposal. The creation of the TRO District was the culmination of many public outreach meetings and Plan Commission and City Council meetings that analyzed the desired land uses and development style within this overall area and a focus on smaller footprint buildings and more traditional site layout was desired and expressed several times during that process. While multi-family style buildings are allowed and appropriate in some locations within the former Hospital area, the location of these properties for a Medical zoning

district that is not on a high volume street and buried within a neighborhood may not be an appropriate location for this higher intensity zoning district.

Zoning Map Amendment: The Plan Commission shall review the zoning map amendment petition and shall forward its recommendation to the Common Council in accordance with Section 20.06.040(g) (Review and Decision), based on the approval criteria in Section 20.06.040(d)(6) Approval Criteria) and the following specific approval criteria:

20.06.040(d)(6)(B) General Compliance Criteria

- i. Compliance with this UDO
- ii. Compliance with Other Applicable Regulations
- iii. Compliance with Utility, Service, and Improvement Standards
- iv. Compliance with Prior Approvals

20.06.040(d)(6)(D) Additional Criteria Applicable to Primary Plats and Zoning Map Amendments (Including PUDs)

- i. Consistency with Comprehensive Plan and Other Applicable Plans
- ii. Consistent with Intergovernmental Agreements
- iii. Minimization or Mitigation of Adverse Impacts
- iv. Adequacy of Road Systems
- v. Provides Adequate Public Services and Facilities
- vi. Rational Phasing Plan

20.06.070(b)(3)(E)(i)(1) Specific Approval Criteria:

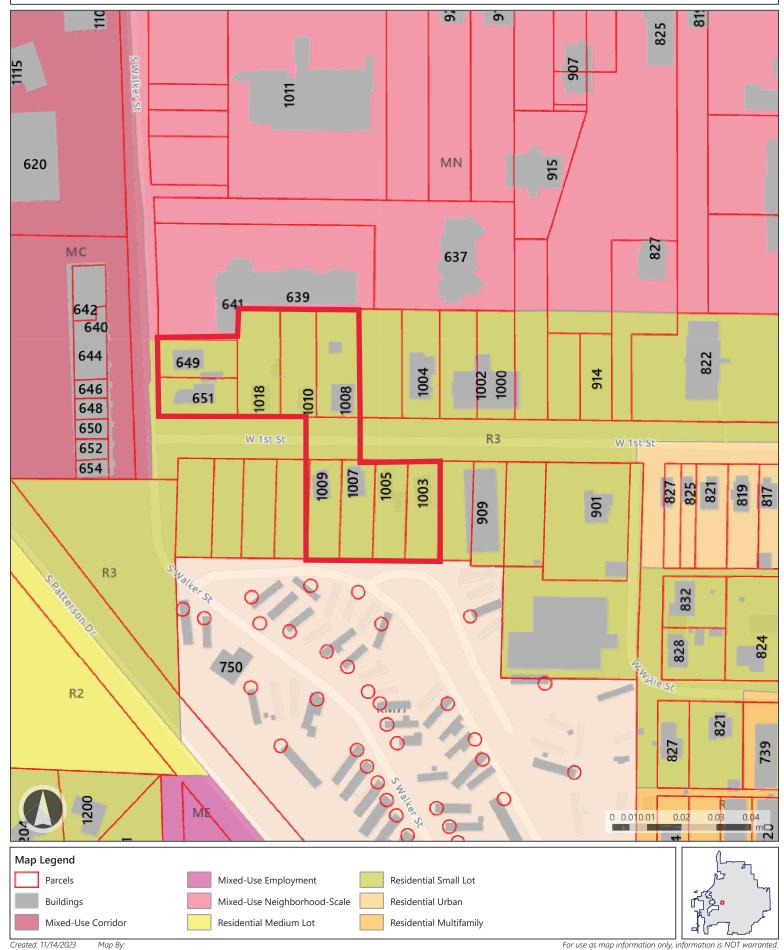
- [a] The recommendations of the Comprehensive Plan;
- [b] Current conditions and character of structures and uses in each zoning district;
- [c] The most desirable use for which the land in each zoning district is adapted;
- [d] The conservation of sensitive environmental features;
- [e] The conservation of property values throughout the jurisdiction; and
- [f] Responsible development and growth.

CONCLUSION: While the Department recognizes the benefit of additional locations for those who need group home assistance, it does not find that the proposed map amendment request for this location aligns with the Comprehensive Plan. The implications of the desired use at this location and its existing surroundings are also an important factor to consider with this request. In addition, the spatial separation restrictions of the Use Specific standards for this specific use would not allow the proposed use at this location, even if a rezoning petition is approved. The rezoning of this location to Mixed-Use Healthcare (MH) would be substantially different in terms of the allowed uses for that district in comparison to surrounding zoning and permitted uses and would therefore not be compatible with the redevelopment goals envisioned for the Hopewell Redevelopment area.

RECOMMENDATION: The Department recommends the Plan Commission forward case# ZO-45-23 to the Common Council with a negative recommendation.

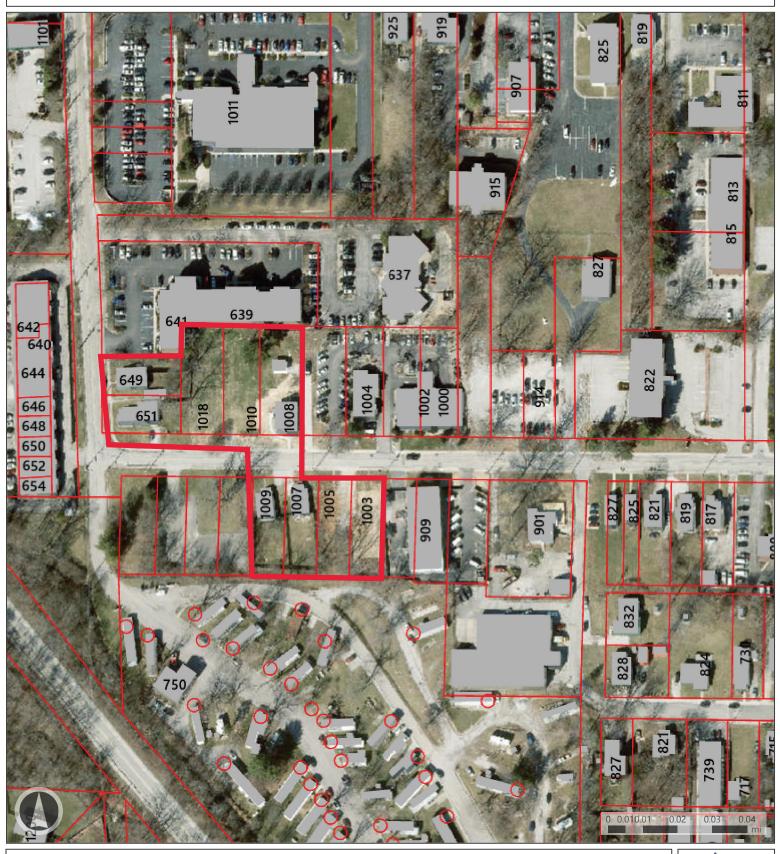


Planning and Transportation Department





Planning and Transportation Department



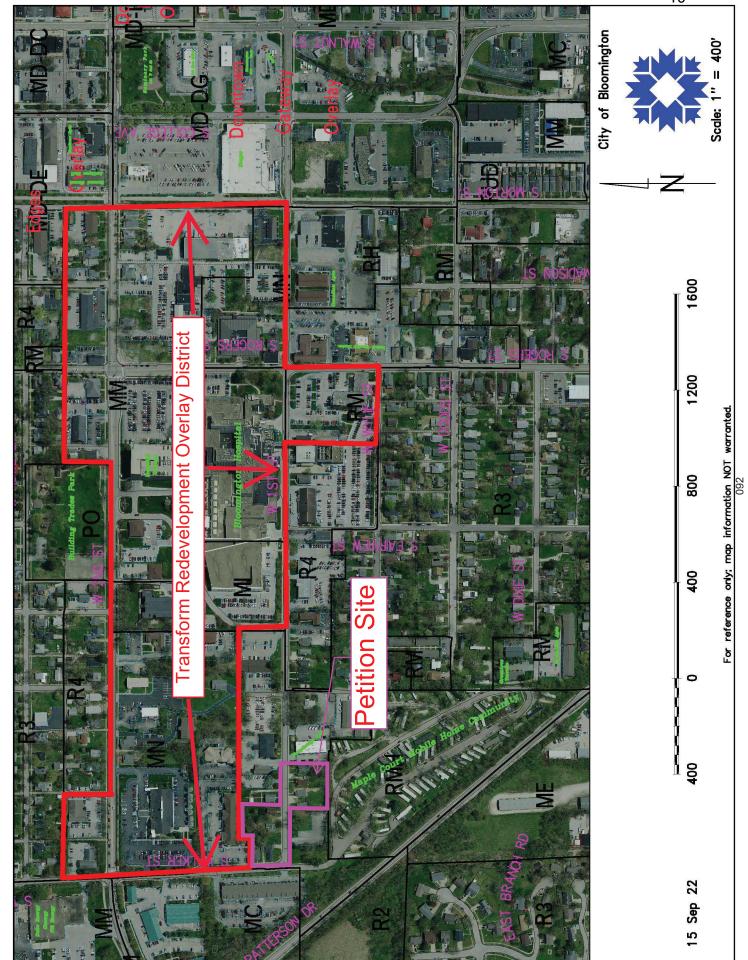


Exhibit A



December 4, 2023

City of Bloomington Planning and Transportation 401 N. Morton St. Suite 130 Bloomington, Indiana 47404

Sent via E-Mail: planning@bloomington.in.gov

RE: Petition for Rezone from R-2 to MH

Dear Planning Department,

This letter is written on behalf of Indiana Center for Recovery ("ICFR"), as the operator, and West 1st Street Assemblage, LLC, as the owner, of the real property located along the north and south sides of West First Street having the addresses described below. For the reasons described herein, we request a rezone of the property back to MH (as defined below). This use, which is a protected use under the Americans with Disabilities Act and the Fair Housing Act, would be consistent with surrounding uses, and ultimately would prove to be of substantial benefit to the area and to the community of Bloomington.

Summary

This Petition for Rezone is to request a rezone of certain properties that were spot-zoned from their original intended use, as Mixed-use Healthcare ("MH"), to Residential Medium Lot ("R-2"). This petition for rezone is to request a rezone back to the initial zone of MH, which would support ICFR's investment-backed expectation of the right to use the New Properties (as defined below) as Group Care Home, FHAA (Large) ("Group Care Home").

Factual Overview

ICFR is a fully licensed and credentialed mental and behavioral healthcare organization located principally at 1004 West 1st Street, Bloomington, Indiana. ICFR offers a full continuum of care at its existing first street locations at 909 and 1000 West First Street. ICFR is licensed under 440 I.A.C. 7.5, and treats patients suffering from a broad array of mental and behavioral health conditions, including co-occurring disorders that overlap with substance use disorder. Since opening in 2017, ICFR has provided substance use disorder and mental health treatment services to more than 6,000 patients, and has consistently generated more than 150 positions of employment with above-average pay for the residents of Bloomington and the surrounding area.

Since opening in 2017, ICFR and its affiliates have since acquired the properties along the remainder of the north side of First Street, which range from 1008 West First Street to 651 and 649 South Walker. On the south side of First Street, ICFR and its affiliates have expanded their reach from the western edge of their property at 909 West First Street all the way to 1009 West 1st Street (collectively, "the New Properties").

At the time the New Properties were acquired, in 2020, they fell into the MH zoning district, which permits a Group Care Home as a matter of right. ICFR shortly after acquiring each of the New Properties, applied for an obtained demolition permits through applications to the Historic Commission, which were approved based on the lack of historic value of the properties thereon. It was explained during those hearings that the uses were for the expansion, in one form or another, of ICFR's operations. No objections were made by anyone at the City of Bloomington at that time.

Since the acquisition of the New Properties, the City of Bloomington has selectively "carved out" the entire area comprising the New Properties, and has down-zoned them to R-2, in which Group Care Homes are not permitted. The City of Bloomington chose only the New Properties to down-zone, and left the remaining parcels as medical uses – specifically, those uses that were zoned for medical uses before were left as medical uses, leaving only ICFR's properties as R-2. None of ICFR's properties that were rezoned as R-2 were worthy of saving, and most had already been demolished as approved by the Historic Commission.

During the City Council meeting of May 13, 2021, ICFR objected to the modification of the zoning district in which the New Properties fell, arguing that it should remain the same as the surrounding properties: MH. However, members of the City Council explained that (1) if they did not approve the revised zoning map, they would be required to start the process again from scratch, and (2) that anyone dissatisfied with the zoning district in which they were placed could come back to the City Council and ask for a rezone. A link to the video of the May 13, 2021 City Council meeting can be found here (https://www.youtube.com/watch?v=IaSGHvl1Wyw). The specific commentary by counsel for ICFR relating to the New Properties can be found at 1:34:35, which is followed shortly thereafter by commentary by Members of the City Council related directly to the New Properties at 1:48:00.

ICFR now takes the City of Bloomington up on its offer to return and request a rezone of the New Properties. In particular, ICFR asks that the City Council permit a rezone of the New Properties to MH to allow ICFR to operate a Group Care Home thereon.

A. ICFR's Intended Use

If granted the requested rezone, to revert the New Properties back to their original zone, MH, ICFR will operate a Group Care Home on the north and south sides of West First Street. Consistent with its existing uses, ICFR will operate under a license from the Indiana Department of Mental Health and Addiction under 440 IAC 7.5, and will be accredited by the Joint Commission, the gold standard in healthcare accreditation.

ICFR's Patients

ICFR's patients are within a protected class of individuals with disabilities, as defined under the Americans with Disabilities Act, as amended ("ADAA"), and the Fair Housing Act, as amended ("FHAA"). Specifically, they are individuals who suffer from substance use disorder, and a myriad of mental and behavioral health conditions. *See*, *e.g.*, *MX Group*, *Inc. v. City of Covington*, 293 F.3d 326 (6th Cir. 2002). By its association with its patients, ICFR is also protected under the ADA and the FHAA. ICFR's patients are not individuals who are in current use of illicit substances.

ICFR's New Construction

In 2020, ICFR began planning with a local architect and desire firm to design and begin site studies to construct two (2) new, state-of-the-art facilities adjacent to its existing facilities along the north and south sides of West First Street. The additions to existing operations will effectively reduce the need for ICFR patients and personnel to cross the First Street, by ensuring services are available to its patients regardless of the side of the street on which they reside. This will reduce the risk to ICFR's patients and West First Street travelers.

On the north side of West First Street, ICFR will construct a three-story, inpatient residential building for treating patients suffering from substance use disorders and mental and behavioral health conditions. The north building ("the North Building") will be constructed to within all applicable development standards, and will contain three (3) stories. On the first floor, there will be 2 one-bedroom units, 7 two-bedroom units, along with 4 offices and 2 meeting/conference. On the second floor, occupants can expect to see 3 one-bedroom units and 8 two-bedroom units. On the third floor, occupants can expect 3 one-bedroom units, and 8 two-bedroom units. In total, there will be 31 units, 54 bedrooms, 4 offices, and 2 meeting/conference rooms.

On the south side of West First Street, ICFR will construct a two-story, inpatient residential building for treatment of patients suffering from substance use disorders and mental and behavioral health conditions. The south building ("the South Building"), on the other hand, will be only a two-story building. There, the first floor will contain 4 one-bedroom units, 2 two-bedroom units, 1 office, and 2 meeting/conference rooms. The second floor, however, will be purely residential, with 4 one-bedroom units and 3 two-bedroom units.

Upon completion of construction, the site will include all appropriate landscaping, and substantial beautification in a form similar to the existing site along West First Street. ICFR maintains all its properties to the highest aesthetic standards inside and out, and the North and South Buildings will be no different.

B. <u>ICFR's Operations and Requests to the City are subject to the Dictates of the ADAA and the FHAA.</u>

ICFR falls within a protected class by virtue of its association with the patients it treats. As such, any municipality within which ICFR operates is prohibited from treating ICFR differently than others based on the patients ICFR serves.

In MX Group, Inc. v. City of Covington, the Court of Appeals addressed a situation where neighbors of a property owner who wished to open a methadone clinic had complained that they were concerned about the effects of a nearby methadone clinic. 293 F.3d 326 (6th Cir. 2002). The court found that the zoning code at issue in that case was facially discriminatory against victims of addiction because it included any "place whose primary function is to care for the chemically dependent."

Accordingly, ICFR's proposal cannot be denied on the basis that ICFR is treating patients suffering from substance use or mental health disorders. Importantly, when the City rezoned the New Properties, it left other surrounding healthcare properties in their existing zones — that is, they did not change the zones of a neighboring eye clinic, or a neighboring former IU Health parking lot, which has since been modified to a hub for the use of ambulances. Rather, when the City rezoned the New Properties, along with ICFR's existing properties, it specifically targeted only the substance use disorder treatment facility along north and south First Street.

C. ICFR was Unlawfully Spot-Zoned

"Spot-Zoning" is the "singling out of property for a different treatment from that accorded to similar surrounding land which is indistinguishable from it in character." *L&W Outdoor Advertising Co. v. State*, 539 N.E.2d 497, 499 (Ind. Ct. App. 1989). Particularly, zoning a particular parcel of land in order to avoid the application of state or federal law is improper and an unlawful use of spot zoning. *Id.*

The courts have been unequivocal that where a municipality spot zones an area without a rational relation to the public health, safety, morals, convenience or general welfare, such actions are illegal. See also Hundt v. Costello, 480 N.E.2d 284 (Ind. Ct. App. 1985). In the case of ICFR's existing properties and the New Properties, the City specifically targeted only ICFR's properties and spot-zoned them to effectively prohibit ICFR from expanding within its then-existing MH zone.

Furthermore, ICFR appears to have been specifically targeted in violation of the ADA and the FHAA. Per the Department of Justice, the Fair Housing Act prohibits state and local land use and zoning laws, policies, and practices that discriminate based on a protected characteristic (such as Title II of the ADA). Here, the only west first street zoning change from MH to R-2 was ICFR's properties, despite the fact that it was already in use for medical purposes.

This Petition, however, is a follow-up to the City Council's invitation to apply for a rezone of the New Properties. Granting the Petition would (1) render the New Properties more consistent with existing uses along West First Street, and (2) correct the spot-zoning that occurred in 2021 when the City rezoned the New Properties from MH to R-2.

D. The Rezoning of the Property Constitutes a Regulatory Taking and is Subject to a Claim of Inverse Condemnation.

Inverse condemnation arises when a condemning municipality, such as the City of Bloomington, effectively acquires property without the owner's consent. Typically, this is done through the eminent domain process, but when a municipality takes a zoning action that substantially reduces the value of the property, a claim for inverse condemnation arises.

In Indiana, inverse condemnation claims are codified under Indiana Code §32-24-1-16. The myriad cases that interpret the statute hold that even if there is no physical taking of the subject land, it is enough for a claim of inverse condemnation where there is "substantial interference with private property which destroys *or impairs* one's free use and enjoyment of the property or one's interest in the property." *Center Township Corp.* v. City of Mishawaka, 882 N.E.2d 762, 770 (Ind. Ct. App. 2008).

In the case of ICFR and the New Properties, the City Council was placed on notice by counsel for ICFR that ICFR's investment backed expectation was to be able to use the New Properties for a healthcare use. As was explained to the City Council on May 13, 2021, ICFR's investment-backed expectation when it acquired the New Properties was that it would be able to function within an MH zoning district. As referenced above, if the MH zoning district remained along West First Street, this petition would not have been necessary, and ICFR could begin operations without further requests from the City. By permitting the rezone back to MH, the issue can be remedied, and ICFR can continue with its plan to construct Group Care Homes on the north and south sides of West First Street.

Conclusion

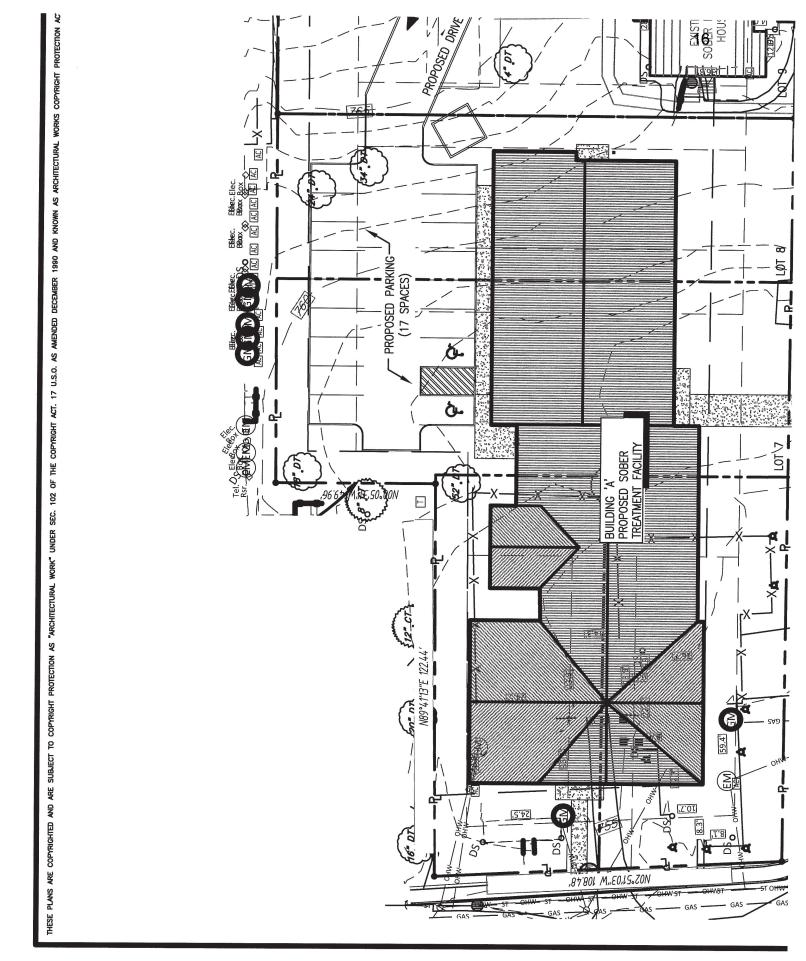
ICFR's long-standing operation on Bloomington's West First Street has become a fixture, and its expansion would add additional life to an already thriving cluster of healthcare properties in the area. The stretch of West First Street subject to this petition should not have been rezoned, but granting this Petition would operate as a correction to the improper spot-zoning that occurred back in 2021.

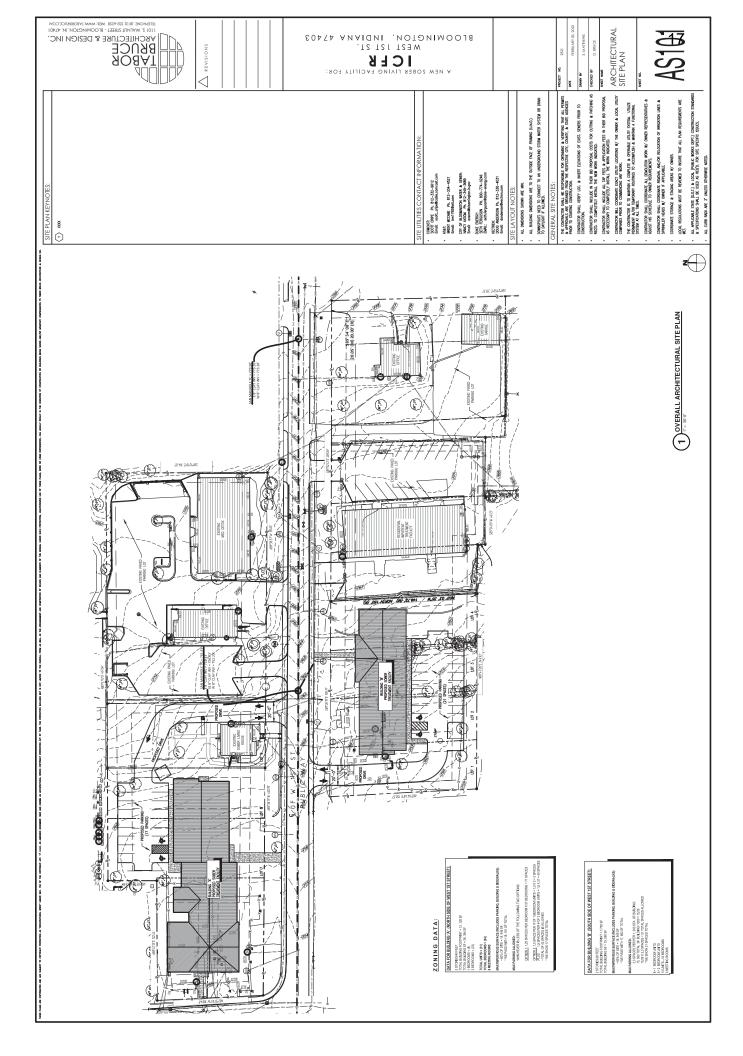
Respectfully submitted,

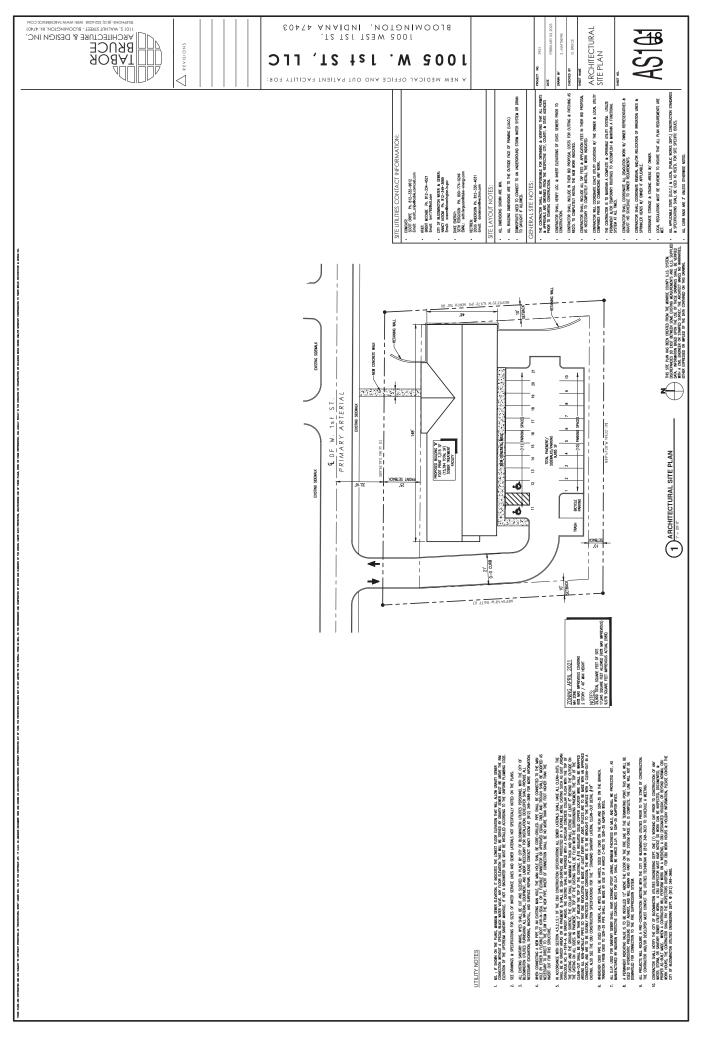
Cheyenne N. Riker

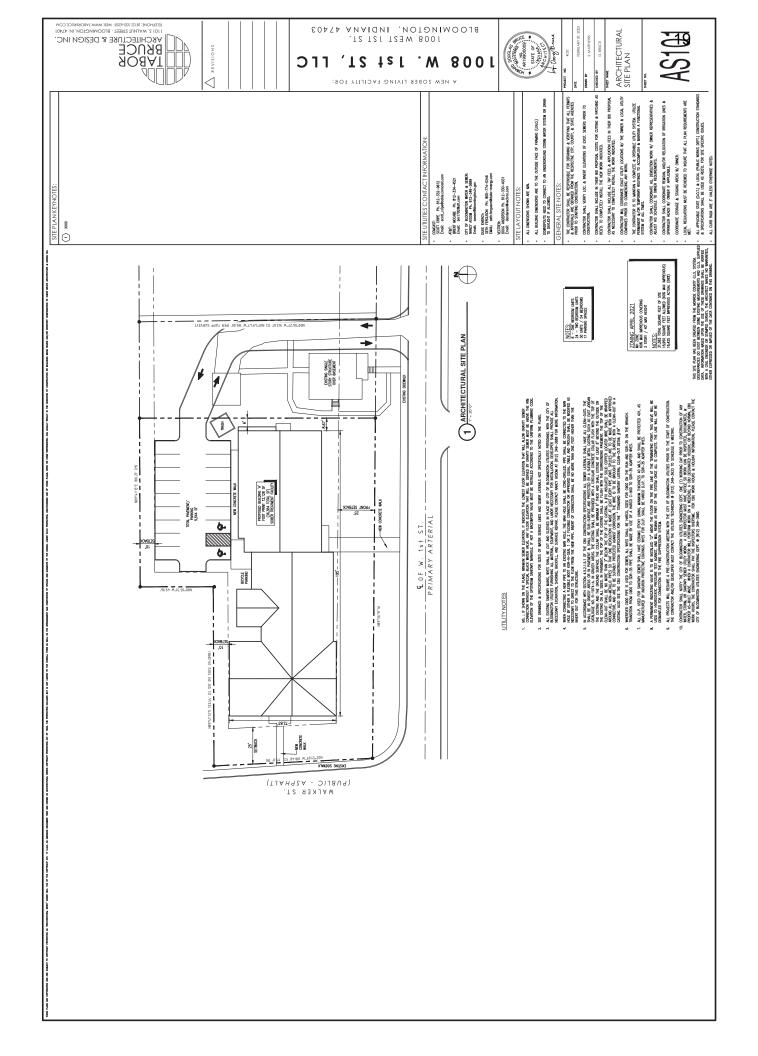
Counsel for Indiana Center for Recovery, LLC

and West 1st Street Assemblage, LLC











CASE #: DP-12-24 / PLAT2024-03-0025

DATE: May 13, 2024

BLOOMINGTON PLAN COMMISSION

STAFF REPORT – First Hearing Location: 4415 E. Moores Pike

PETITIONER: Darlene Meyer

4415 E. Moores Pike, Bloomington

CONSULTANTS: Bynum Fanyo & Associates, Inc.

528 N. Walnut Street, Bloomington

REQUEST: The petitioner is requesting primary plat approval for a 19-lot subdivision of 5.034 acres in the Residential Medium Lot (R2) zoning district. The petitioner is requesting a waiver from the required 67% of lots to be accessed by an alley.

BACKGROUND:

Area: 5.034

Current Zoning: Residential Medium Lot (R2)
Comp Plan Designation: Neighborhood Residential

Existing Land Use: Dwelling, Single Family (detached)
Proposed Land Use: Dwelling, Single Family (detached)

Surrounding Uses: North – Single family residences (Gentry Estates)

West - Single family residence

East – Single family, attached (Hearthstone Village)

South – County Jurisdiction

REPORT: The property is located on the north side of E. Moores Pike and is zoned Residential Medium Lot (R2). Surrounding land uses include single family residences to the north and west, attached single family residences to the east, and agriculture/single family residence to the south (County Jurisdiction). There are no known regulated environmental features on this property. The property currently contains one single family dwelling unit.

The petitioner is proposing to subdivide the property to create 17 single family residences and two common area lots. The proposed subdivision would be accessed by one drive cut on Moores Pike and include an extension of Bridgestone Drive from the east that would stub to the property to the west. Due to the lack of road stubs to connect to on adjacent properties to the north, the petitioner is proposing to construct a road stub to the north and also create an alley stubbed to the west property line. A turnaround area has been shown on the north side of Lot #10 to provide sufficient area for vehicle turnarounds. There are two common area lots proposed on the south side of the site that would collect and detain stormwater drainage from the site. All internal roads would be public with 61' of right-of-way, 6' sidewalks, 6' tree plots, and on-street parking on both sides.

Due to the size of the property, this property would have to utilize the Traditional Subdivision type which requires a minimum of 67% of the lots to be served by alleys. The proposed site plan does not include any lots being served by alleys and the petitioner is requesting a waiver from that requirement. Because the petitioner is requesting a subdivision waiver and did not request a waiver of second hearing, this petition will be heard at two hearings.

20.06.060(b)(3)(E) PRIMARY PLAT REVIEW: The Plan Commission or Plat Committee shall review the primary plat subdivision petition and approve, approve with conditions, or deny the petition in accordance with Section 20.06.040(g) (Review and Decision), based on the general approval criteria in Section 20.06.040(d)(6) (Approval Criteria) and the following standards:

- i. All subdivision proposals shall be consistent with the need to minimize flood damage.
- ii. All subdivision proposals shall have public utilities and facilities such as sewer, gas, electrical, and water systems located and constructed to minimize flood damage.
- iii. All subdivision proposals shall have adequate drainage provided to reduce exposure to flood hazards
- iv. Base flood elevation data shall be provided for subdivision proposals and other proposed development (including manufactured home parks and subdivisions), which is greater than the lesser of 50 lots or five acres.
- v. All subdivision proposals shall minimize development in the SFHA and/or limit intensity of development permitted in the SFHA
- vi. All subdivision proposals shall ensure safe access into/out of SFHA for pedestrians and vehicles (especially emergency responders).

PROPOSED FINDING:

20.06.040(d)(6)(B) General Compliance Criteria

- i. Compliance with this UDO
- ii. Compliance with Other Applicable Regulations
- iii. Compliance with Utility, Service, and Improvement Standards
- iv. Compliance with Prior Approvals

PROPOSED FINDING:

20.06.060(b)(3)(F) Subdivision Waivers: Waivers from any standards within Chapter 5 shall be reviewed according to the following criteria:

- 1. The granting of the subdivision waiver shall not be detrimental to the public safety, health, or general welfare, or injurious to other property; and
- 2. The conditions upon which the request for a Subdivision Waiver are based are unique to the property; and
- 3. The Subdivision Waiver shall not in any manner vary the provisions of the development standards, Comprehensive Plan, or Transportation Plan.

PROPOSED FINDING:

20.06.040(d)(6)(D) Additional Criteria Applicable to Primary Plats and Zoning Map Amendments (Including PUDs)

- Consistency with Comprehensive Plan and Other Applicable Plans
 The proposed use and development shall be consistent with and shall not interfere with the achievement of the goals and objectives of the Comprehensive Plan and any other adopted plans and policies.
- ii. Consistent with Intergovernmental Agreements

The proposed use and development shall be consistent with any adopted intergovernmental agreements and shall comply with the terms and conditions of any intergovernmental agreements incorporated by reference into this UDO.

iii. Minimization or Mitigation of Adverse Impacts

- 1. The proposed use and development shall be designed to minimize negative environmental impacts and shall not cause significant adverse impacts on the natural environment. Examples of the natural environment include water, air, noise, stormwater management, wildlife habitat, soils, and native vegetation.
- 2. The proposed use and development shall not result in the excessive destruction, loss or damage of any natural, scenic, or historic feature of significant importance.
- 3. The proposed use and development shall not result in significant adverse fiscal impacts on the city.
- 4. The petitioner shall make a good-faith effort to address concerns of the adjoining property owners in the immediate neighborhood as defined in the pre-submittal neighborhood meeting for the specific proposal, if such a meeting is required.

iv. Adequacy of Road Systems

- 1. Adequate road capacity must exist to serve the uses permitted under the proposed development, and the proposed use and development shall be designed to ensure safe ingress and egress onto the site and safe road conditions around the site, including adequate access onto the site for fire, public safety, and EMS services.
- 2. The proposed use and development shall neither cause undue traffic congestion nor draw significant amounts of traffic through residential streets.

v. Provides Adequate Public Services and Facilities

Adequate public service and facility capacity shall exist to accommodate uses permitted under the proposed development at the time the needs or demands arise, while maintaining adequate levels of service to existing development. Public services and facilities include, but are not limited to, streets, potable water, sewer, stormwater management structures, schools, public safety, fire protection, libraries, and vehicle/pedestrian connections and access within the site and to adjacent properties.

vi. Rational Phasing Plan

If the petition involves phases, each phase of the proposed development shall contain all of the required streets, utilities, landscaping, open space, and other improvements that are required to comply with the project's cumulative development to date and shall not depend upon subsequent phases for those improvements

PROPOSED FINDING:

PLAT REVIEW: The proposed subdivision is following the Traditional Subdivision (TD) design standards.

Subdivision Standards:

Parent tract size (minimum): 3 acre | 5.034 acres. The petition meets this requirement. **Open space required:** 5% | 10,965 square feet required/14,928 square feet provided)

Lots served by alleys: 67% *waiver requested to allow zero.

Block length: 800 feet maximum | 632 feet proposed. The petition meets this requirement.

Cul-de-sac length: Not permitted. None proposed.

Transportation facilities: The proposed internal road and extension of Bridgestone Drive are classified as a Neighborhood Residential typology. The Neighborhood Residential typology requires a minimum 6' sidewalk and 5' tree plot which have been shown. Moores Pike is classified as a Neighborhood Connector and requires a 7' sidewalk and 8' tree plot which have also been shown.

On-street parking: There will be on-street parking along both sides of the internal road and Bridgestone Drive.

Tree plot width: The minimum tree plot width required for the Neighborhood Residential typology is 5' and a 6' tree plot has been provided. The required 8' tree plot is shown along Moores Pike, however due to the location of existing underground utilities, the required street trees will be placed behind the sidewalk. One additional street tree will be required along the west side of the property on the Moores Pike frontage to ensure street trees are not more than 30' apart.

Lot Establishment Standards:

Lot area and lot width: The minimum lot width in the R2 district is 60' and the minimum lot area is 7,200 square feet. All of the proposed lots meet these standards.

Lot shape: All lots meet the UDO requirement for regular lot size and a depth-to-width ratio not to exceed four to one.

Lot access: All proposed lots have direct frontage on a public street. No drive cuts on Moores Pike are proposed or allowed.

Stormwater Standards: A stormwater management plan has been submitted to the City of Bloomington Utilities Department for their review. Final acceptance and approval from CBU is required prior to issuance of any permits.

Right-of-Way Standards:

ROW width: Both the new internal street and extension of Bridgestone Drive will be public streets with a Neighborhood Residential typology which requires 61' of dedicated right-of-way. Moores Pike is classified as a Neighborhood Connector and requires 74' of total right-of-way (37' from centerline) and the petitioner has shown the required 37' from centerline dedication.

Environmental Considerations: There are no known steep slopes, karst features, or wetlands on the site.

Utilities: Utility service and facilities are located within Bridgestone Drive to the east and this development is proposing to extend and connect to those facilities.

20.06.060(b)(3)(F) Subdivision Waivers: Alley Access

Waivers from any standards within Chapter 5 shall be reviewed according to the following criteria:

- i. The granting of the subdivision waiver shall not be detrimental to the public safety, health, or general welfare, or injurious to other property; and
- ii. The conditions upon which the request for a Subdivision Waiver are based are unique to the property; and
- iii. The Subdivision Waiver shall not in any manner vary the provisions of the development standards, Comprehensive Plan, or Transportation Plan.

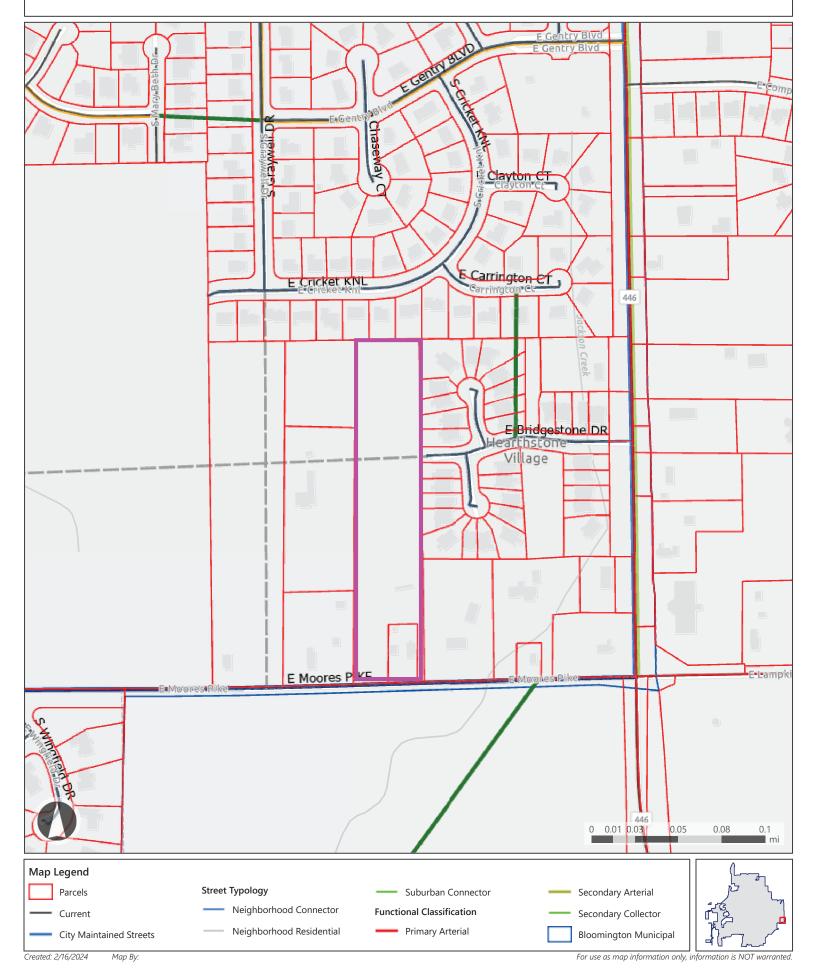
PROPOSED FINDING:

CONCLUSION: Overall, this development would provide 17 new single family lots that have the potential to be owner occupied and would fulfill many goals of the Comprehensive Plan and Housing Study that identifies the need for all housing, including owner occupied housing and creation of new dwelling units. The Plan Commission will have to weigh the subdivision waiver findings related to alley access.

RECOMMENDATION: The Planning and Transportation Department recommends that the Plan Commission forward this petition to the required second hearing.



Planning and Transportation Depætment





Planning and Transportation Department



Suburban Connector

Functional Classification

Primary Arterial

Parcels

Current

City Maintained Streets

Street Typology

Neighborhood Connector

Neighborhood Residential

Secondary Arterial

Secondary Collector

Bloomington Municipal



ARCHITECTURE
CIVIL ENGINEERING
PLANNING

April 29th, 2024

Eric Greulich City of Bloomington Planning Department 401 N. Morton Street Bloomington, Indiana 47404

RE: Baxter Lane Subdivision Site Final Plan Approval Petitioner's Statement

Eric Greulich or To Whom It May Concern:

Our client, Darlene Meyer, respectfully requests final plan approval for the referenced project and to be placed on the next Plan Commission agenda for the plan to be approved by the Plan Commission members.

Project Narrative:

The proposed development at 4415 E Moore's Pike consists of subdividing the existing 5.02-acre lot into 19 lots (2 common lots), constructing a new road of name "Baxter Lane", and an extension of existing Bridgestone Drive for purposes of residential development. We plan to treat most of the drainage within our property by implementation of a drainage pond facility area. The entire site is within the City's 'Residential Medium Lot' zoning boundary.

This proposed development is proposing a waiver (1 item) from the current UDO:

1. UDO Section 20.05.050 - Alleys.

The nature of the existing lot is long and thin, providing at most 214 feet of space in the east/west direction. Application of 20-foot-wide rear alleys paired with the required 61-foot-wide neighborhood residential right of way leaves only enough room for R2 lots on one side of the proposed road after considering required lot setbacks. A waiver is being requested to allow sensical neighborhood design in an already constricting space with lots placed on either side of the proposed Baxter Lane. All proposed lots have direct access from the proposed main road with ample lot area for driveways. An exclusion of rear alleys would also prove a more compatible decision with surrounding, existing neighborhood development patterns.

The alley at the north end of the proposed subdivision layout is intended to act as a hammerhead turnaround aisle for larger vehicles such as emergency and mail vehicles as well as provide future connectivity to possible development to the west. Because of this alley's unconventional and specific intended use, we request that – although the sides and

rears of lots nine and ten are visible from our proposed alley – the driveways to lots nine and ten are allowed to connect to Baxter Lane.

After you have had a chance to review our petition please feel free to contact us at anytime questions regarding our submission.

Sincerely,

Bynum Fanyo & Associates, Inc.

Daniel Butler, P.E., Project Engineer

Copy: BFA File #402310

GENTRY ESTATES PHASE 3 Instrument 00639 Plat Book 8, Page 296 RECORDE S**30**MP BAXTER VILLAGE N88° 12' 52"E 213.83 PRELIMINARY PLAT NORTH SCALE 1" = 50 ff BEARINGS BASED ON SPCS IN WEST NAD 83 SOURCE OF TITLE: Instrument 2013011516 and Instrument 2023011382 More particularly described below based on a survey survey by C.D. Graham, PS 9500014, dated June 21, 2023, as job number 402310 for Bynum Fanyo & Associates, Inc., recorded at Instrument 2023004247 9 (10 HEARTHSTONE VILLAGE PHASE Instrument 414665 Plat Cab. C, Env. 110 8734 SF DESCRIPTION: 8' SIDE SBL 45' 24"W 76.41 A part of the Southeast quarter of the Southwest quarter of Section 1, Township 8 North, Range 1 West, Monroe County, Indiana, more particularly described as follows: 88° 44' 28"W 76.4 OMENS, DONALD E. DEBORAH INSTRUMENT 199901. Commencing at the Southeast corner of the said quarter quarter; thence along the south line of said quarter quarter South 88 degrees 12 minutes 55 seconds West (basis of bearing SPC Indiana West) 641.50 to the Southeast corner of a 5 acre tract of land described in Instrument 2013011516, thence continuing along said south line South 88 degrees 12 minutes 55 seconds West 213.83 feet to the southwest corner of said 5 acre tract; thence along the west line of said 5 acre tract North 01 degrees 15 minutes 04 seconds West 1023.55 feet to the northwest corner of said 5 acre tract; thence along the north line of said 5 acre tract North 88 degrees 12 minutes 52 seconds East 213.83 feet to the northwest corner of said 5 acre tract; thence along the east line of said 5 acre tract South 01 degrees 15 minutes 04 seconds East 213.83 feet to the northwest corner of a 0.313 acre tract of land described in Instrument 202301182¢, thence along the north line of said 0.313 acre tract North 88 degrees 19 minutes 33 seconds East 7.02 feet to the northeast corner of said 0.313 acre tract; thence along the east line of said 0.313 acre tract South 88 degrees 19 minutes 02 seconds East 8.00.0 feet to the southeast corner of said 0.313 acre tract; thence along the south line of said 0.313 acre tract South 88 degrees 19 minutes 33 seconds West 7.07 feet to the southeast corner of said 0.313 acre tract; thence along the south line of said 0.313 acre tract South 88 degrees 19 minutes 33 seconds West 7.07 feet to the southwest corner of said 0.313 acre tract; thence along the south line of said 0.313 acre tract South 88 degrees 19 minutes 33 seconds West 7.07 feet to the southwest corner of said 0.313 acre tract; thence along the south line of said 0.313 acre tract; thence along said east line of said 0.40 acre tract; thence along said east line South 01 degrees 15 minutes 04 seconds East 635.07 feet to the point of beginning. Containing 5.034 acres, more or less. [8] 7200 SF 7200 SF S88* 44' 56"W 76.4 8' SIDE SBL A' SIDE SAL 12 T. 7200 SH 7200 SF - N8819'33"E 7.02' EASEMENT NOTES: 15' FRONT SBL -DRAINAGE EASEMENT are located.
2. Shall prohibit any alteration within the easement that would hinder or redirect flow.
3. Shall prohibit any alteration within the easement that would hinder or redirect flow.
4. Shall provide that the owner of the lot on which the easement is placed shall be responsible for maintenance of the drainage features within such easement.
4. Shall be enforceable by the City Utilities Department and by owners of properties that are adversely affected by conditions within the easement.
4. Shall allow the City Utilities Department to enter upon the easement for the purpose of maintenance, to charge the costs of such maintenance to the responsible parties, to construct drainage facilities within the easement, and to assume responsibility for the drainage features at its discretion. S88" 44" 56"W 213.82 BRIDGESTONE DRIVE 15' FRONT SBL S8819'33"W (13) 6 UTILITY EASEMENT 7200 SF 1. Shall allow both private and public utility providers access associated with the installation, maintenance, repair, or removal of 7200 SF Shall allow both private and points carry possess a section within the easement area unless authorized by the City Utilities.
 Prohibits the placement of any unauthorized obstruction within the easement area unless authorized by the City Utilities Department and the easement holder(s). 04.W 5 85 8. 20E 28F 86 LEGEND HEARTHSTONE WILLAGE PHASE 2 Instrument 613240 Plat Cab. C, Env. 186 8' SIDE 58K ξ S' REAR S (14)BOUNDARY LINE (5) OWENS, DONALD E. & DEBORAH INSTRUMENT 1999011240 7200 SF EASEMENT LINE 7200 SF SET BACK LINE ROAD CENETERLINE PAVEMENT EDGE 44'/56"W 76.41" REBAR SET 'BFA 9500014' Δ PLSS CORNER (15) 94.23 OWNER CERTIFICATION: (4) THE UNDERSIGNED, DARLENE A. MEYER, BEING THE OWNER OF THE ABOVE DESCRIBED REAL ESTATE, DOES HEREBY LAYOFF, PLAT AND SUBDIVIDE THE SAME INTO LOTS AND STREETS IN ACCORDANCE WITH THIS PLAT. THIS WITHIN PLAT SHALL BE KNOWN AND DESIGNATED AS BAXTER VILLAGE. LANE 7200 SF 7200 SF CERTIFICATE OF APPROVAL OF PLAN COMMISSION 8' SIDE_SBL S88' 44' 56"W 76.4 BAXTER ALL ADDITIONAL ROAD RIGHT-OF-WAYS SHOWN AND NOT PREVIOUSLY DEDICATED ARE HEREBY DEDICATED TO THE PUBLIC. UNDER THE AUTHORITY OF INDIANA CODE 36-7-4 700 SERIES, ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF INDIANA AND ORDINANCE ADOPTED BY THE COMMON COUNCIL OF THE CITY OF BLOOMINGTON, INDIANA, THIS PLAT WAS GIVEN APPROVAL BY THE CITY OF BLOOMINGTON AS FOLLOWS: 8' SIDE SBL IN WITNESS WHEREOF, DARLENE A. MEYER, HAS HEREUNTO 3 (16) EXECUTED THIS ____ __ DAY OF ___ 1200 SF BY:_____ NAME: DARLENE A. MEYER APPROVED BY THE CITY PLAN COMMISSION AT A MEETING HELD: 7200 S 8' 50E 58L 8' 44' 56"W 76.41 BEFORE ME, A NOTARY PUBLIC IN AND FOR THE STATE OF INDIANA AND MONROE COUNTY, PRESONALLY APPEARED JOSEPH A. ROSS, AGENT OF 701 CLUB, INC., BEING THE OWNER OF THE DESCRIBED REAL ESTATE AND WHO ACKNOWLEDGED THE EXECUTION OF THE FORECOING PLAT FOR THE REAL ESTATE KNOWN AS ARLINGTON CIRCLE SUBDIVISION, AS HIS VOLUNTARY ACT AND DEED FOR THE USES AND PURPOSES THEREIN EXPRESSED. 8' SIDE SBL DIRECTOR OF PLANNING AND TRANSPORTATION BAXTER, MARILYIN KAY NSTRUMENT 2014014244 (17) SURVEYOR'S CERTIFICATE: 2 THIS SURVEY WAS PERFORMED UNDER THE DIRECTION OF THE UNDERSIONED, AND TO THE BEST OF THIS SURVEYOR'S KNOWLEDGE AND BELIEF WAS EXECUTED ACCORDING TO SURVEY REQUIREMENTS IN 865 IAC 1-12 FOR THE STATE OF INDIANA.

DATED THIS CONTROL OF 20 20 7200 SF 7200 SF WITNESS MY HAND AND NOTARIAL SEAL THIS____ FOR THE ST. 8' SIDE SBL 88° 44' 56"W 76.4 DAY OF NOTARY PUBLIC WHRAS, AU SALEM, ET AL INSTRUMENT 2022004057 COUNTY OF RESIDENCE: _ (18)1 MY COMMISSION EXPIRES: _ 7200 SF 85 PREPARED BY: C.O. Dereleur — DRAINAGE — EASEMENT (NON-BUILDABLE OWNER/SUBDIVIDER/DEVELOPER
ME: DARLENE MEYER
F17 N. GRANDVIEW DRIVE
BLOOMINGTON, IN 47408
EPHONE: 812–325–8524 DESIGN PROFESSIONALS \$88. 44' 56"W 76.4"

COMMON
AREA
3948 SF

DRAINAGE EASEMENT
(NON-BUILDABLE LOT) LOT) NAMF: BYNUM FANYO & ASSOCIATES, INC. 528 NORTH WALNUT STREET C. D. GRAHAM REGISTERED LAND SURVEYOR 29500014 STATE OF INDIANA NAME: ADDRESS: ADDRESS: BLOOMINGTON, INDIANA 47404 TELEPHONE: 812-332-8030 SETBACK TABLE 51.18 R2 (RESIDENTIAL MEDIUM LOT) SIDE YARD SETBACK FRONT YARD SETBACK REAR YARD SETBACK \$88° 12' 55"W 641.50' S88" 12" 55"W 213.83 15' FROM R-O-W 8' MOORE'S PIKE

SE CORNER, SW 1/4, SECTION 1, T 8N, R 1W

Date:01/30/2024

Part of SW 1/4, Section 1, Township 8 North, Range 1 West OWNER: DARLENE MEYER

ORDER

- 1. Shall be required for any surface swales or other minor drainage improvements that are intended to serve the lots on which they

Project No: 402310

I ,C. D. GRAHAM, AFFIRM, UNDER THE PENALTIES FOR PERJURY, THAT I HAVE TAKEN REASONABLE CARE TO REDACT EACH SOCIAL SECURITY NUMBER IN THIS DOCUMENT, UNLESS REQUIRED BY LAW.

FLOOD NOTE: According to FEMA Flood Insurance Rate Map (FIRM) this real estate is part of Community—Ponel Number: 18105C 0141D, Effective Date: December 17, 2010. This property is located in Zone X, an area of minimal flood hazard.



BYNUM FANYO & ASSOCIATES, INC. 528 North Walnut Street Bloomington, Indiana 47404 Phone (812)332-8030 Fax (812)339-2990

No.

LS29500014 *

TO SURVEYOR

25' FROM R-0-W

(FRONT LOADING

GARAGE OR CARPORT)

10' FOR EACH STORY ABOVE GROUND FLOOR

