## CITY OF BLOOMINGTON



September 20, 2018 @ 5:30 p.m. COUNCIL CHAMBERS \#115 CITY HALL

ROLL CALL
APPROVAL OF MINUTES: None at this time

## REPORTS, RESOLUTIONS, AND COMMUNICATIONS:

- Adopt the Findings of Fact for Case \#AA-24-18 (Bloomington Transitions - 411 W. $1^{\text {st }}$ St.) heard and approved by the BZA at the August 23, 2018 hearing.


## PETITIONS WITHDRAWN:

AA-12-18 Bryan Rental, Inc. - 3175 W. $3^{\text {rd }}$ St.
CU-30-18 Clean Slate Medical Group of Indiana, LLC - $502 \mathrm{~W} .2^{\text {nd }}$ St.

## PETITION CONTINUED TO: October 18, 2018

V-31-18 CSO Architects/MCCSC
1000 W. $15^{\text {th }}$ St.
Request: Variances from front yard parking setback, tree preservation and entrance and drive standards in the Institutional (IN) zoning district to allow for the new Tri-North development.
Case Manager: Jackie Scanlan

## PETITIONS:

UV/V-28-18 Monroe County Youth Services
615 S. Adams St.
Request: Use variance to allow for a 9,500 s.f. addition to an existing nonconforming rehabilitation clinic. Also requested is a variance from parking setback standards.
Case Manager: Amelia Lewis
UV/V-29-18 Crosstown Redevelopment Holdings, LLC
1799-1811 E. $10^{\text {th }}$ St.
Request: Use variance to allow Retail, High Intensity in a Commercial Limited (CL) zoning district. Also requested are variances from height and landscaping standards.
Case Manager: Jackie Scanlan
V-32-18 Chris Valliant
2302 S. Bryan St.
Request: Variance from side yard setback standards in the Residential Singlefamily (RS) zoning district.
Case Manager: Amelia Lewis

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## Proposed Findings of Fact

## For

## Case \# AA-24-18

During an administrative appeal hearing conducted on August 23, 2018, the City of Bloomington Board of Zoning Appeals ("BZA") granted petitioner Bloomington Transitions’ administrative appeal. Board now finds and determines as follows:

1) Bloomington Transitions, located at $411 \mathrm{~W} .1^{\text {st }}$ Street, is in a Medical (MD) zoning district.
2) Per Bloomington Municipal Code Section 20.02.540 Medical Clinic is a permitted use in the Medical zoning district.
3) Per Bloomington Municipal Code Section 20.02.550 Rehabilitation Clinic is conditional use in the Medical zoning district.
4) Section 20.11.020 of Bloomington Municipal Code defines Medical Clinic as "A facility for examining and treating patients with medical problems on an outpatient basis, providing medical services, usually by appointment only, that generally require a stay of less than twenty-four (24) hours."
5) Section 20.11.020 of Bloomington Municipal Code defines Rehabilitation Clinic as "A facility used for the purposes of temporary or long-term inpatient treatment of victims of alcohol or drug use addiction."
6) Bloomington Transitions is an outpatient, medical clinic that treats general family medical issues and opioid dependency.
7) Bloomington Transitions offers annual exams and vaccinations.
8) Bloomington Transitions examines and treats patients with medical problems on an outpatient basis.
9) Bloomington Transitions does not offer inpatient care.
10) Bloomington Transitions is a Medical Clinic and is not a facility used for inpatient care. Therefore, it is not a Rehabilitation Clinic.

# BLOOMINGTON BOARD OF ZONING APPEALS CASE \#: UV/V-28-18 <br> STAFF REPORT <br> DATE: September 20, 2018 <br> Location: 615 S Adams St. 

## PETITIONER: Monroe County Youth Services <br> 615 S Adams, Bloomington

CONSULTANT: RQAW
8770 North Street, Indianapolis

REQUEST: The petitioner is requesting a use variance to allow for a 9,500 square foot addition to an existing non-conforming rehabilitation clinic and a variance from parking setback standards.

REPORT: The petitioner is proposing to expand an existing non-conforming youth shelter on the property. This site received a special exception in 1994 (SE-75-94) to allow for a rehabilitative facility. Rehabilitation clinics are not a permitted use in the RS district. With the proposed expansion the petitioner is required to apply for a use variance again (BMC 20.09.140(h)(1)(A).

The site currently contains a 2,000 sf building and a 9,000 sf office. The petitioner is proposing to demolish the existing building at the northwest corner of the site and expand the existing 9,000 sf structure at the northeast portion of the site. The proposed addition to the existing structure would be 9,485 sf along the north side of the existing structure. There are two existing parking areas on the site: one to the north of the existing structure and one at the south-west portion of the site. The existing parking to the north is proposed to be removed with the proposed addition and the parking area at the southwest portion of the site is proposed to be expanded.

As an addition of more than $10 \%$ of the gross floor area to an existing structure, the site is required to come into limited compliance with UDO standards (20.08.060(b)). The proposed location of the new parking lot does not meet the setback standards for parking lots. The Commercial General (CG) parking standard requires parking to be located 20 feet behind the primary structure's front building wall. The petitioner is requesting a variance from this standard to allow the new parking area to be in front of the building.

The property is surrounded by both commercial and residential uses. There are properties to the west zoned RS west and a residential single-family PUD to the south. The properties to the north are zoned Commercial Arterial (CA) and the properties to the east are zoned Medical (MD) and Mobile Home (MH).

According to the petitioner's statement, the Youth Services Shelter provides short-term residential care and crisis intervention for youth ages 8-17. The shelter is accessible 24 hours a day and provides emergency shelter for runaways, homeless youth and youth in crisis or abusive situations at home. The Shelter also provides services such as counseling, education, supervised recreation, transportation to and from school and other appointments, as well as several other services.

The Department feels that "rehabilitation clinic" is the most appropriate use in the UDO as the
definition includes the temporary or long term stay of visitors. This is also what the facility was referred to as in the 1994 approval.

With this petition, the Department has used the development standards of the CG zoning district to review the site plan as a non-residential use in the RS District. The minimum parking setbacks in CG are 20 feet behind the primary structure's front building wall. The intention of this standard is to prioritize the pedestrian connections and the design of the streetscape, as opposed to placing parking lots as barriers between the sidewalk and the building. While there is existing parking on the site that does not meet this standard, they are not permitted by code to increase the degree of non-conformity on the site. Given the existing location of the building and other uses on the property it is not possible to design a parking area that meets the UDO standard.

PLAN COMMISSION RECOMMENDATION: The Plan Commission forwarded the use variance request to the BZA with a positive recommendation at their hearing on September 10th. The Plan Commission found that the proposed use variance does not interfere with the Comprehensive Plan.

Comprehensive Plan: The Comprehensive Plan designates this property as Neighborhood Residential. The guidance for this land use is primarily geared towards single family development. However, it does meet some elements of the land development policy guidance from the plan including:

- Ensure that appropriate linkages to neighborhood destinations are provided.
- Redevelopment or rehabilitation of existing structures, or new infill development of single lots or developments less than one acre, should complement the context of the surrounding land uses.
In addition, Policy 1.2.1 in the Comprehensive Plan gives guidance to "work with community partners to facilitate access to mental health services and addictions treatments."


## SITE PLAN OVERVIEW:

Pedestrian Facilities: The 2008 Bicycle and Pedestrian Transportation and Greenways System Plan shows a 10 foot wide sidepath (multiuse) path running north-south along Allen Street. This is shown on the proposed plans with a separation of approximately 20 feet from the edge of pavement. The proposed path should be extended to meet the north property line.

Parking: The proposed number of parking spaces is 34 . Using the parking maximum for rehabilitation center allows for a maximum of 29 spaces. However, the center also has additional administrative staff for the Monroe County Youth Services Shelter and frequently receives visitors including parents, therapists, and social workers. With the proposed addition, the organization also plans on hosting community meetings and classes on parenting. Based on this mix of uses, staff feels that the parking requirements for a government office are more appropriate. Using the parking maximum for government office, the amount of proposed parking is not over the maximum.

Bicycle Parking: A bike rack shall be provided for at least 4 bicycle parking spaces and shall be located within fifty (50) feet of the main entrance. The proposed location does not meet this
requirement nor does it specify how many spaces will be provided. This must be shown prior to the issuance of a grading permit. A condition of approval has been included to address this.

Landscaping: The landscaping plan will need to be revised to meet UDO standards. This is a condition of approval.

## Environmental Commission Recommendations:

1.) The Petitioner should work with staff to revise the Landscape Plan.
2.) Provide all scientific names for plants on the SWPPP and replace Festuca elatior and Coronilla varia with compliant plant species.

### 20.09.140 CRITERIA AND FINDINGS FOR USE VARIANCE:

Findings of Fact: Pursuant to IC 36-7-4-918.4. the Board of Zoning Appeals or the Hearing Officer may grant a variance from use 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 Department finds no injury with the use variance request for the expansion of the existing non-conforming use. The proposed use for the site benefits the public health, safety, morals, and general welfare of the community by providing a service for the well being of adolescents and families.
(2) The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner; and

Proposed Finding: The Department finds no adverse impacts associated with the proposed use variance. The use has been existing on the site for years with no known problems. The surrounding uses are commercial and single family. The location of the structure on the property is located a substantial distance from the single family homes.
(3) The need for the variance arises from some condition peculiar to the property involved; and

Proposed Finding: The peculiar condition associated with the property is that it is zoned RS and has retained this zoning designation for decades. The property retained single family zoning because it is adjacent to single family zoning to the south, however this property has remained a non-residential use for over 20 years with no known negative impacts.
(4) The strict application of the terms of the Unified Development Ordinance will constitute an unnecessary hardship if applied to the property for which the variance is sought; and

Proposed Finding: The Department finds the strict application of the Unified Development Ordinance will place an unnecessary hardship in that without the use variance, the use would not be allowed to expand and continue to provide a needed community benefit at a location that is
compatible with surrounding uses.
(5) The approval does not interfere substantially with the Comprehensive Plan.

Proposed Finding: The Plan Commission found that this proposal does not substantially interfere with the Comprehensive Plan. The Comprehensive Plan designates this property as Neighborhood Residential. Policy 1.2.1 gives guidance to "work with community partners to facilitate access to mental health services and addictions treatments." The use of the property as a rehabilitation clinic will further that policy goal and will not interfere with the achievement of the goals and objectives of the Comprehensive Plan and will directly accomplish that state in goal.

## CRITERIA AND FINDINGS FOR DEVELOPMENT STANDARDS VARIANCE

 Front Yard Parking Setback Standards20.09.130 e) Standards for Granting Variances from Development Standards: A variance from the development standards of the Unified Development Ordinance may be approved only upon determination in writing that each of the following criteria is met:

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

PROPOSED FINDING: The petition request is not injurious to the public health, safety, morals, and general welfare of the community. According to the petitioner's statement, it is a benefit to have the parking located between the building and the road for several reasons, including pushing the recreation area closer to the road which is not safe for children, impacting the availability of contiguous open space on the south part of the site, and potentially impacting ADA accessibility.
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.

PROPOSED FINDING: No negative effect to adjacent properties is expected from the requested variance. The site is providing ample parking in a location that already has parking.
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 question; that the Development Standards Variance will relieve the practical difficulties.

PROPOSED FINDING: The strict application of the UDO would require the parking to be located 20 feet behind the building, approximately 150 feet from the road. Practical difficulties are found in the redevelopment of a site with an existing structure, establishing the setback. The variance would allow for the parking to be placed in front of the structure, however pedestrian connections have been included to promote pedestrian accessibility.

CONCLUSION: While the proposed use is not single family, the proposal provides the expansion of a use that has existed for many years without significant issues and is a community benefit. A place that provides shelter for runaways, homeless youth and youth in crisis or abusive situations at home benefits from a central location, near residential and commercial uses. The Department finds that the proposed use does not substantially interfere with the intention of the Comprehensive Plan and supports the land use guidance for improved pedestrian connections and is compatible with the surrounding land uses.

RECOMMENDATION: The Department recommends that the Board of Zoning Appeals adopt the proposed findings and approve UV/V-28-18 with the following conditions:

1. The landscaping plan shall meet UDO standards.
2. A grading permit shall be required and not issued without an approved landscaping plan.
3. A bike rack shall be provided for at least 4 bicycle parking spaces and shall be located within fifty (50) feet of the main entrance.
4. The proposed multiuse path should be extended to meet the north property line.
5. A building permit is required prior to any construction.



## Re: Monroe County Youth Services Facility Variance Request for Parking Layout

Dear Plan Commission and BZA Members:

On behalf of Monroe County Youth Services Bureau, RQAW is requesting a variance of the parking standards for the Monroe County Youth Services Shelter site located at 615 S. Adams Street, Bloomington, IN. The Youth Services Bureau has been operating on the property for the past several years and is in dire need of expanding their facility to accommodate their growing needs to provide more space for the children.

The Youth Services Bureau provides short-term residential care and crisis intervention for youth ages 8-17. The shelter is accessible 24 hours a day and provides emergency shelter for runaways, homeless youth, and youth in crisis or abusive situations at home. The Shelter also provides services such as counseling, education, supervised recreation, transportation to and from school and other appointments, as well as several other services.

Please consider the following:
(1) The approval will not be injurious to the public health, safety, morals, and general welfare of the community;

Expanding the building to the north and locating the parking lot to the west will not result in a public health or safety issue. In fact, it will improve the overall vehicular and pedestrian circulation and safety of the site. Locating the parking lot along the west will encourage visitors to be routed to the front entrance of the building as opposed to entering other areas of the site. In addition, locating the parking to the west will keep the outdoor activities contained within the south end of the property which is the current, preferred, and safest location for the children.
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;

As noted, the facility has been operating at its current location for several years without being a detriment to the surrounding properties. There is an existing 15 space parking area along the west end of the property, north of the basketball court and is in the proposed right of way. The proposed parking layout will increase the separation between the west edge of the parking lot and the proposed right of way along Adams Street. The distance will vary from 34 feet at the north end and transitions down to 18 feet at the south end of the parking lot. Furthermore, a continuous row of shrubs along with shade and ornamental trees will be planted between the right of way and parking lot which will provide a visual buffer between Adams Street and the proposed parking area.
(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 question; that the Development Standards Variance will relieve the practical difficulties.

The existing building is located at the rear of the property which does not allow for parking or vehicular access to the rear of the building and it limits where vehicular parking can be placed on the site.

- Locating the parking lot south of the building would force the outdoor recreation area to the west and closer to Adams Street which would be a safety issue for outdoor activities. Placing the parking area as shown will establish a boundary to the west for the outdoor activity area.
- Locating the parking area to the south will eliminate the large open space but will also require the children to cross the parking area to access the basketball and volleyball courts which results in a safety issue for the children.
- Locating the parking area between the building and Adams Street will provide direct access to the main entrance of the building for the required ADA parking spaces, as well as for shuttle bus loading/unloading and deliveries. Locating the parking lot south of the building would compromise access to the front entrance of the facility.
- Due to the steep slope that exists south of the building, locating the parking area to the south will require the installation of a retaining wall and stairs, which will result in accessibility and safety issues.

Based off the above justification, it is our belief that locating the parking area along the west side of the site will not result in a health, safety, or welfare issue for the facility, surrounding properties, or the community. In fact, locating the parking lot along the west, as proposed, will improve the site by separating the parking area from the Youth Bureau Campus, provide direct pedestrian access to the front entrance, and improve vehicular circulation in and out of the site.

Please take in to account the existing site constraints and consider the needs of the Monroe County Youth Services Bureau and approve the variance request to allow the proposed parking lot to be located as shown on the site plan.

Sincerely,


Matthew Oman
moman@rqaw.com
(c) 317.619.0344

# City of Bloomington Plan Commission 

401 N. Morton Street
Bloomington, IN 47403

## Re: Monroe County Youth Services Facility Variance of Use Request

Dear Plan Commission Members:

On behalf of Monroe County Youth Services Bureau, RQAW is requesting a variance of use for the Monroe County Youth Services Shelter site located at 615 S. Adams Street, Bloomington, IN. The site is zoned RS - Residential Single-family which is established for single-family detached homes with medium to large-sized lots. Per the zoning ordinance, the Youth Services Facility is not a permitted use in the RS district. However, The Youth Services Bureau has been operating on the property in the RS district for several years and is in the process of expanding their facility to accommodate their growing needs.

The Youth Services Shelter provides short-term residential care and crisis intervention for youth ages 8-17. The shelter is accessible 24 hours a day and provides emergency shelter for runaways, homeless youth and youth in crisis or abusive situations at home. The Shelter also provides services such as counseling, education, supervised recreation, transportation to and from school and other appointments, as well as several other services.

The proposed expansion project will involve the demolition of the existing two-story building located at the northwest end of the site and a proposed 9,485 square foot expansion on to existing 9,000sf+/- building at the north end of the site. The existing parking lot at the north end of the site will be relocated to the west end of the site along Adams Street. Expanding the building will provide additional activity space for the facility with all activities in one building.

In addition to the variance of use, we will be requesting a variance of the Parking Standards from the Unified Development Ordinance at the upcoming Board of Zoning Appeals meeting on September $20^{\text {th }}$. The variance request is to allow for the proposed parking lot to be located along the west side of the site between the front of the building and Adams Street as opposed to along the south side of the building.

Based on the above information, we do not feel that the proposed facility expansion will result in a health, safety, welfare issue for the facility, surrounding properties or the community and ask that you please approve our request for the variance of use.

Sincerely,


Matthew Oman
moman@rqaw.com
(o) 317.588 .1785
(c) 317.619 .0344










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## BLOOMINGTON BOARD OF ZONING APPEALS STAFF REPORT

CASE \#: UV/V-29-18
DATE: September 20, 2018 Location: 1799-1811 E. $10^{\text {th }}$ Street

PETITIONER: Crosstown Redevelopment Holdings, LLC<br>c/o WS Property Group<br>1507 S. Piazza, Bloomington<br>CONSULTANT: Bledsoe Riggert Cooper James<br>1351 W. Tapp Road, Bloomington

REQUEST: The petitioner is requesting use variance approval to allow 'Retail, HighIntensity' in a Commercial Limited (CL) Zoning District. The petitioner is also requesting development variances from height and landscape standards.

## BACKGROUND:

Area:
Zoning:
Comp Plan
Designation:
Existing Land Use:
Proposed Land Use:
Surrounding Uses:

2.1 Acres<br>CL - Commercial Limited<br>Urban Village Center<br>Indiana University / Urban Village Center<br>Multi-Tenant Center<br>Multi-Tenant Center<br>North - Indiana Railroad<br>South - Indiana University Student Housing<br>East - Commercial / Office<br>West - Parking Lot

REPORT: The petition site is zoned Commercial Limited (CL) and is located on the north side of East $10^{\text {th }}$ Street between North Union Street and North Sunrise Drive. Surrounding land uses include Indiana University housing to the south, Indiana University parking to the west, commercial and office to the east, and Indiana Railroad property to the north, with more Indiana University property on the other side of the railroad. The petition property currently contains two multi-tenant buildings and singletenant buildings with associated parking lots.

The petitioner proposes to redevelop this property by demolishing the existing buildings and building two, 3-story mixed use buildings with retail space on the first floor and two stories of office space above. The western building will contain roughly 18,500 square feet per floor and the eastern building will contain roughly 10,500 square feet per floor. The new buildings will be built close to the road along 10th Street, with the parking lot behind. The existing four driveway cuts and four back-out parking spaces will be reduced to two driveway cuts. The construction will take place in two phases, with the new eastern building being built first, and the western building being built second.

The Unified Development Ordinance does not allow generic retail spaces to have more than 2,500 square feet per tenant space in the CL zoning district. While specific uses
listed such as 'restaurant' and 'drugstore' do not have size maximums, it is those uses that are not specifically listed that are limited based on size. The petitioner is requesting a use variance to allow 'retail, high intensity' on the site, which would allow a tenant of 15,000 square feet or more. This would allow them to rent the first floor of the western building to one tenant.

Retail size is limited in the CL zoning district in the UDO in order to lessen potential negative impacts on surrounding neighborhoods. Many of the CL zoning district areas are adjacent to or embedded in residential neighborhoods. Smaller, neighborhoodserving businesses are anticipated and desired in those locations. The location of this site on $\mathrm{E} .10^{\text {th }}$ Street, which is a Secondary Arterial road, is immediately across from a large area of Indiana University populated by dormitory buildings and is completely surrounded by Institutional (IN) zoning. There are no immediately adjacent single-family neighborhoods. Additionally, the Comprehensive Plan designates this area as an 'Urban Village Center', which calls for a neighborhood-scaled, mixed-use node that serves as a retail, business, and service destination for neighborhood residents that should be designed to serve the neighborhood adequately while also balancing usage from surroundings areas.

The petitioner is also requesting development variances for the height of the buildings and from landscaping requirements on the property. The UDO designates a height maximum of 40 feet. The petitioner proposes that each building be a maximum of 60 feet at the center of the decorative peak on each building. The UDO requires parking lot perimeter landscaping, as well as interior lot landscaping for this property to be within a specific distance from the parking areas. The petitioner is proposing to meet the required number of shrubs and trees required for landscaping, but not at the locations required by code.

PLAN COMMISSION RECOMMENDATION: The Plan Commission reviewed the use variance request at its September 10, 2018 meeting. The Plan Commission voted 8-0 to forward the use variance request to the Board of Zoning Appeals with a positive recommendation.

## SITE PLAN ISSUES:

Height: The CL zoning district has a height maximum of 40 feet. This maximum is intended to relate to a story maximum of 3-4 stories. Both buildings are three story and the height at the top of the flat roof for both is 45 feet in height. The height to the peak in the middle of each building is 60 feet. The corner towers are 52 feet in height, and the top of the parapet wall between the accents is 47 feet. The site is in a unique location because it is part of the only non-Indiana University operated property in this part of town, and the proposed architecture helps to create a focal point on the site and designates it as a destination for IU students, as well as residents from neighborhoods to the southeast.

Parking and Landscaping: The three types of landscaping required with this petition are street trees, parking lot landscaping, and interior landscaping. There are 12 street
trees required and they are shown on the landscape plan. For a parking lot with 86 parking spaces (subtracted two in the northwest corner that do not meet setback requirements) requires 22 trees within ten (10) feet of the parking lot and 258 shrubs within five (5) feet of the parking lot to satisfy parking lot landscaping requirements. Seventy-five (75) percent, or 17 trees, of those trees are required to be large canopy trees. The remaining 5 required trees can be medium or small. There is roughly 0.19 acres of open space planned on the site, which requires 2 large canopy trees, 1 evergreen tree, and 1 medium or small tree. Added together, that is at least 19 large canopy trees, 1 evergreen, and 6 medium or small trees, for a total of 26 total required trees on site. Per the petitioner's landscape plan, a total of 35 trees are planned for the site, excluding the 12 street trees. One type of tree listed on the plan is not in the UDO and will need to be replaced, and another is mislabeled as 'large' when it should be 'medium'. Staff will continue to work with the petitioner on species selection. The location of the vegetation is what requires the variance. Even after replacement of the tree that is not in code with a large canopy tree, the petitioner will only have 14 large canopy trees and 9 medium or small trees within 10 feet of the parking lot. The remainder of the trees are located along the entrance drive on the east side of the property. Additionally, only 189 of the required 258 shrubs will be located within 5 feet of the parking lot. The total number of shrubs meets UDO requirements, it is the location of some of them, along the entrance drive, that does not meet code.

### 20.09.140 CRITERIA AND FINDINGS FOR USE VARIANCE: Retail, High-Intensity

Pursuant to IC 36-7-4-918.4., the Board of Zoning Appeals or the Hearing Officer may grant a variance from use 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: No injury to the public health, safety, morals, and general welfare of the community is found in the approval of the proposed use request. The site is designated as an Urban Village Center and could support a larger retail tenant with the immediately adjacent large IU residential area. Additionally, if a use is particularly listed, such as restaurant, there is no size restriction and it could be located at this location with no variance.
(2) The use and value of the area adjacent to the property included in the variance will not be affected in a substantially adverse manner; and

PROPOSED FINDING: No substantial adverse impacts to the use and value of the adjacent area are found. Conversely, it is found that the redevelopment of this aging site will have a positive impact on the adjacent area. The scale of the site plan is appropriate for the area, and allowing a retail, high-intensity use in this particular site
plan could help bolster the location as a destination for surrounding uses and neighbors.
(3) The need for the variance arises from some condition peculiar to the property involved; and

PROPOSED FINDING: Peculiar condition is found in the location of the property, which is part of an island of Commercial Limited (CL) zoned land and is completely surrounded by Institutional zoned land. Indiana University property surrounds the site on the west and south sides, as well as across from the railroad right-of-way to the north. Allowing a more intense use on this site will not negatively impact the surrounding areas, and will in fact support them. Other CL districts are much closer to single-family residential neighborhoods and more intense uses would have greater negative impacts in those locations.
(4) The strict application of the terms of the Unified Development Ordinance will constitute an unnecessary hardship if applied to the property for which the variance is sought; and

PROPOSED FINDING: Strict application of the UDO constitutes an unnecessary hardship because a particularly listed use, such as restaurant, could be located at the site, regardless of size. The site size and design allows for a larger use in the western building, but a use not particularly listed in the UDO would be restricted. Based on the surroundings and Comprehensive Plan designation, the request is appropriate for this site.

## (5) The approval does not interfere substantially with the Growth Policies Plan.

PROPOSED FINDING: The Comprehensive Plan designates this property as Indiana University (a part of Institutional/Civic) and Urban Village Center. The Urban Village Center is described as a neighborhood-scaled, mixed-use node that serves as a retail, business, and service destination for neighborhood residents that should be designed to serve the neighborhood adequately while also balancing usage from surroundings areas. Allowing the possibility for one larger tenant, which is what the site plan would support, bolsters the ability of the center to offer a wide range of services to the surrounding neighborhoods. The Plan Commission found that the proposed use did not substantially interfere with the Comprehensive Plan.

## CRITERIA AND FINDINGS FOR DEVELOPMENT STANDARDS VARIANCE

### 20.09.130 e) Standards for Granting Variances from Development Standards (Height):

A variance from the development standards of the Unified Development Ordinance may be approved only upon determination in writing that each of the following criteria is met:

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

PROPOSED FINDING: No injury is found with this petition. The proposed buildings are three stories, which is in keeping with the intentions of the height maximum to achieve buildings that are three stories. The additional height is included to create more interesting architecture to reflect that of the buildings to the south of $10^{\text {th }}$ Street.
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.

PROPOSED FINDING: No adverse impacts to the use and value of surrounding properties as a result of the requested variance are found. The height variance will allow for two buildings that reflect adjacent IU buildings to be built with large towers and parapets included for visual interest.
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 question; that the Development Standards Variance will relieve the practical difficulties.

PROPOSED FINDING: Peculiar condition results from the location of this property in a largely IU-owned area. The development of the IU dormitories and buildings to the south of the petition site are not subject to local planning and zoning regulations. The petition site seeks to enhance this area, as the Comprehensive Plan calls for in the Urban Village Center, while reflecting the existing architecture to the south. The location of this CL zoned area not immediately adjacent to single-family residential creates a practical difficulty for its development because the care that the UDO takes to protect those neighborhoods is not needed in this area, and in fact, a more substantial presence for commercial is called for in the Comprehensive Plan.

### 20.09.130 (e) Standards for Granting Variances from Development Standards (Landscaping):

A variance from the development standards of the Unified Development Ordinance may be approved only upon determination in writing that each of the following criteria is met:

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

PROPOSED FINDING: No injury to the general welfare of the community is found with this petition. The proposal will meet UDO Landscaping density requirements, but will not meet all material location requirements. The parking lot is immediately
adjacent to Indiana Railroad property to the north and would not benefit from landscaping screening. The parking lot landscaping that cannot be located next to parking will be used to screen this property from the property to the east.
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.

PROPOSED FINDING: No adverse impacts to the use and value of surrounding properties is found as a result of the requested variance. The proposed landscape variance would allow for the required number of plants to be installed, but the locations to be shifted away from the parking lot for some of the trees and shrubs. This will provide a buffer between this property and the property to the east, where no bufferyard is required by code.
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 question; that the Development Standards Variance will relieve the practical difficulties.

PROPOSED FINDING: Peculiar condition is found in the combination of the shape of the existing lot, overhead power lines along the northern edge of the lot, and adjacency to Indiana Railroad property. The property is oddly shaped, with a depth of roughly 255 feet on the west end dropping to 160 feet on the east end, presenting difficulties when designing parking that meets dimensional standards. Additionally, the utility line hampers the ability to locate large canopy trees along the northern edge of the property, and the adjacent use of Indiana Railroad property lessens the need for parking lot screening to the north. Including the required number of trees and shrubs onsite still meets the intent of the UDO in this unique situation.

RECOMMENDATION: The Department recommends that the Board of Zoning Appeals adopts the proposed findings and approves UV/V-29-18 with the following conditions:

1. Approval of the variance allows for maximum heights as supplied by petitioner and included in this report.
2. Required landscape densities must be met on site, as shown in the submitted site plan.
3. Petitioner will work with staff to correct species issues on the site plan before any permits are issued for the site.
4. Approval of retail, high intensity is for this project proposal only. Any future projects needs subsequent variance approval.



August 3, 2018
Jackie Scanlan
City of Bloomington
Planning and Transportation Dept
401 N. Morton Street
Bloomington, IN 47404


Please accept this application for the redevelopment of approximately 2.1 acres on east $10^{\text {th }}$ street. The Crosstown Station Project is a partnership between Indiana University and WS property group intended to reshape this northern edge of campus and develop a quality mixed use concept that will continue to serve the retail demands of the area while providing office space the University.

The project is located between 1799 and 1811 E 10 ${ }^{\text {th }}$ Street in Bloomington, Indiana more commonly known as Crosstown Shopping Center and spans from Lennie's on the west to the old Petersons restaurant on the east. The project is bounded on the south by E. 10th Street, north by the railroad, west by Indiana University parking lot and on the east by existing commercial real estate whose current tenant is Jimmy John.

It is proposed to raise all the structures and construct two new buildings that will be brought forward to the street allowing for a wide pedestrian walkway with tree lined streetscape. The buildings will be separated by a pedestrian plaza that will allow for gathering spaces and outdoor dining. The new buildings will be three-story in height. The architectural form of the building'; rooflines, limestone facades, and other characteristics will mimic the recently constructed Union Street Center/Hickory Hall to the south across $10^{\text {th }}$ Street. Exterior elevations consisting of limestone and storefront glass will transition from the University buildings to the south to the commercially anchored Crosstown Station to the north. This will create a uniform streetscape and architectural integration. Storefront glass at the street level will allow for commercial uses to have visibility and allow the public direct access to their space. Vehicular traffic and parking will be behind the buildings to the north accessed by drives at the far east and west ends of the property. No parking is proposed along the 10th Street corridor in front of the buildings.

Phase I will begin with the demolition of the existing Crosstown I and Petersons buildings (eastern most portion of the site). The new three-story building will consist of a total 32,500 sf with a building footprint of approximately 10,500 sf. It is anticipated to relocate many of the existing Crosstown II tenants (existing western most building); into this new commercial space. Commercial customers will have access to the lower level storefronts from $10^{\text {th }}$ Street. Upper-stories will be occupied by Indiana University.

Phase II (the western most) building will being when Phase I is complete and all tenants have been relocated. The Phase II building will be three-stories with a total square footage of approximately $55,500 \mathrm{sf}$. The use concept is similar to Phase I with commercial uses on the first floor and Indiana University offices on the second and third.

The existing CL zoning does not directly lend itself to this oddly shaped property for the creation of this small urban oasis. Some variances will need to be utilized to allow those features in the CL District to be possible like; pedestrian oriented design, building forward, \& reduced parking.




GENERAL NOTES
M






A Project for
Crosstown Station

A Project for:
Crosstown Station


# BLOOMINGTON BOARD OF ZONING APPEALS STAFF REPORT <br> LOCATION: 2302 S Bryan St. 

CASE \#: V-32-18

## PETITIONER: Chris Valliant <br> 2591 S Garrison Chapel Rd, Bloomington

REQUEST: The petitioner is requesting a variance from side yard building setback standards in the Residential Single Family (RS) zoning district.

REPORT: The site is located on the west side of the north end of S Bryan Street and is zoned Residential Single Family (RS). Surrounding properties are also zoned RS and have been developed with single-family structures.

The petitioner is proposing to remove the existing mobile home on the property and construct a new two story detached single family structure.

The petitioner is requesting a variance from the side yard building setback along the north property line. The proposed placement of the structure further north on the property is to avoid flooding that occurs on the southern portion of the property. The petitioner is proposing a 6 foot side yard setback from the north property line. The side yard setback for a two story detached single family structure in the RS Zoning District is 8 feet for a single story structure, and an additional 4 feet for each story above the ground floor . The existing mobile home was placed on the northern property line. The petitioner will meet the front and rear setbacks on the property.

## CRITERIA AND FINDINGS FOR DEVELOPMENT STANDARDS VARIANCE

 Side Yard Setback Standards20.09.130 e) Standards for Granting Variances from Development Standards: A variance from the development standards of the Unified Development Ordinance may be approved only upon determination in writing that each of the following criteria is met:

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

PROPOSED FINDING: No injury is found with the petition request. The petition does not impact any portion of the public space. The variance request would allow for the property owner to protect the new home, improve the existing setback adjacent to an unimproved platted alley and construct compatible housing in an existing neighborhood.
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.

PROPOSED FINDING: No negative effect from the proposed location of the home is expected. The use on the lot will remain as single-family. The side yard property line is adjacent to an unimproved platted alley south of the rear property line of the property at 407 W Joy Street. With the platted alley between these properties, and the proposed setback of the structure, it still maintains an appropriate distance between the two structures.
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 question; that the Development Standards Variance will relieve the practical difficulties.

PROPOSED FINDING: Peculiar condition is found in the existing topography of the surrounding area. While the subject property does not necessarily have steep slopes, the topography of the surrounding structures directs all the storm water runoff in the surrounding areas to the southern portion of this property. Strict application of the UDO would require the petitioner to move the house 6 additional feet to the south, directly where the water collects on the property.

RECOMMENDATION: The Department recommends that the Board of Zoning Appeals adopt the recommended findings and approve of V-32-18 with the following conditions:

1. The variance is only for the reduced side yard setback to 6 feet on the north property line for a 2-story house.
2. Issuance of a building permit is required for construction of the structure.
3. The petitioner will be required to install 5' wide sidewalk along the east portion of the property.



City of Bloomington
Planning \& Transportation

By: lewisa
14 Sep 18
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180


By: lewisa
14 Sep 18120

City of Bloomington
Planning \& Transportation


Scale: $1^{\prime \prime}=120^{\prime}$

Chris Valliant
P.O. Box 1731

Bloomington, IN 47402

City of Bloomington Planning
And Transportation Department
Board of Zoning Appeals

Re; 2302 S Bryan St. Setback variance request.

## Petitioner's statement

The setback variance is being requested for the city lot at 2302 S Bryan Street because of the drainage and storm water flow that occurs on this lot. The elevation directly to the west on S Rogers St is 740'. The elevation drops $20^{\prime}$ to $720^{\prime}$ at the east end of the lot along Bryan Street. To the North off of Joy Street the elevation is $726^{\prime}$ and similarly to the south at Coolidge Street the elevation is also 726'.
These drops in elevation form a natural drain from the adjacent properties flowing to the east towards the B-line trail directly through the southern edge of this lot. Therefore we are requesting to set the house as close to the Northern property line so as not to impede the storm water flow.

This lot previously had a dilapidated mobile home on it. The mobile home had been set on the northern property line. Therefore there will not be an additional encroachment from the previous mobile home.



[^0]:    **Next Meeting: October 18, 2018

