# CITY OF BLOOMINGTON 

## PLAN COMMISSION

September 9, 2019 @ 5:30 p.m. COUNCIL CHAMBERS \#115 CITY HALL

CITY OF BLOOMINGTON
PLAN COMMISSION
September 9, 2019 at 5:30 p.m. *ity Council Chambers - Room \#115

## ROLL CALL

MINUTES TO BE APPROVED: May \& June 2019

## REPORTS, RESOLUTIONS AND COMMUNICATIONS:

## PETITIONS CONTINUED TO: October 7,2019

SP-23-19 City of Bloomington
105 \& 111 W. $4^{\text {th }}$ St., and 222 S. Walnut St.
Request: Site plan approval for a new parking garage with waivers in the Commercial
Downtown (CD) zoning district.
Case Manager: Jackie Scanlan

PUD-26-19 First Capital Management
3201 E. Moores Pike
Request: A PUD amendment to the list of permitted uses to allow multi-family apartments.
Case Manager: Eric Greulich

SP/UV-32-19 Rimrock Companies
1901 W. $3^{\text {rd }}$ St. \& 307 S. Cory Ln.
Request: Site plan approval and use variance recommendations to the Board of Zoning Appeals for larger units in the "mini-warehouse facility" use in the Commercial Arterial (CA) zoning district.
Case Manager: Jackie Scanlan

## PETITIONS:

PUD-27-19 Hilltop Meadow, LLC
1201 W. Allen St.
Request: An amendment to the PUD district ordinance and preliminary plan to allow a multifamily development. Case Manager: Ryan Robling

SP-31-19 City of Bloomington
$489 \mathrm{~W} .10^{\text {th }}$ St.
Request: Site plan approval to allow the construction of a new parking garage in the
Commercial Downtown (CD) zoning district.
Case Manager: Eric Greulich

# BLOOMINGTON PLAN COMMISSION <br> STAFF REPORT <br> Location: 1201 W. Allen St. 

CASE \#: PUD-27-19
DATE: September 9, 2019

| PETITIONER: | Hilltop Meadow, LLC |
| :--- | :--- |
|  | 600 E. Hillside Dr., Bloomington |

CONSULTANTS: Bynum Fanyo and Associates, Inc.
528 N. Walnut St., Bloomington
REQUEST: The petitioner is requesting a PUD amendment to allow multi-family residential units.

## BACKGROUND:

| Area: | 5.32 acres |
| :--- | :--- |
| Current Zoning: | Planned United Development |
| Comp Plan Designation: | Neighborhood Residential |
| Existing Land Use: | Mobile Home Park |
| Proposed Land Use: | Dwelling, Multi-Family |
| Surrounding Uses: | North - Dwelling, Multi-Family |
|  | West - Dwelling, Multi-Family |
|  | East - Light Manufacturing |
|  | South - Light Manufacturing |

CHANGES SINCE LAST HEARING: The petitioner has submitted a revised site plan, and revised additions to the district ordinance for the proposed amendment to the current PUD.

The revised site plan includes:

- Identifying bicycle parking locations.
- Accessory structure (tool shed).
- Accessory structure (pergola).

The revised additions to the district ordinance include:

- Landscaping-within the area of the community garden up to 8 fruit trees may be planted and count toward the required interior medium or small canopy trees required under Chapter 20.05.054.
- Landscape Island- Mulch consisting of decorative gravel or rubberized mulch may be allowed in landscape bump outs and islands along with the required landscaping under Chapter 20.05.053.

The petitioner has expressed a willingness to create affordable housing but has not proposed anything specific as of this meeting. The petitioner is still working with this and other Departments in order to provide this component. As a result of the changes listed above, the Department believes this petition will support the goals of the Comprehensive Plan and benefit the community as a whole by providing additional housing adjacent to a
growing industry. However, the incorporation of affordable housing with this project is another important aspect that would improve the petition and support the Comprehensive Plan goal of increasing housing opportunity.

REPORT: The 5.32 acre property is located south of W. Allen St. between S. Strong Dr., and S . Adams St. The property is currently developed with a vacant mobile home park. The surrounding properties to the south and east are zoned within a PUD (MG/PCD-991) and have been developed with light manufacturing. The property to the west has been zoned Residential Multifamily (RM) and has been developed with multifamily dwelling units. The property to the north has been zoned Residential High-Density Multifamily (RH) and has been developed with multifamily dwelling units. This property fronts on W. Allen St via a shared private drive.

The petitioner proposes to amend the PUD to allow multi-family residences on this parcel rather than the original approved mobile home park use. With this amendment mobile homes will no longer be allowed in the PUD. The petitioner proposes to construct 48 efficiency units, 24 one-bedroom units, 32 two-bedroom units, and 10 three-bedroom townhouses. This will create a total of 114 units and 166 bedrooms. The overall density is proposed at 8.78 DUEs per acre. An allowed maximum of 15 units per acre is being proposed for the PUD. The petitioner proposes 9 two-story and 2 three-story residential buildings, 2 one-story accessory buildings, and 2 accessory structures. The two buildings containing the 10 townhouses will be platted for individual sale. A community gardens/open space will be in the middle of the site directly adjacent to two of the buildings. The 10 three-bedroom townhouses will each have a two-car garage in the rear of the unit. There are a proposed 172 surface parking spaces for 166 bedrooms. This equals approximately 1.03 parking spaces per bedroom. With the garage spaces counted, that is 1.15 spaces per bedroom.

COMPREHENSIVE PLAN: This property is designated as Neighborhood Residential with some Employment Center on the southeast portion of the parcel. The lines and edges in the Comprehensive Plan are intended to be fluid, so as to be flexible as areas in the City develop. Given the existing development on and around the site, the Department feels that Neighborhood Residential is the most appropriate district to analyze this proposal. The Comprehensive Plan notes the following about the intent of the Neighborhood Residential area and its redevelopment:

- Primarily composed of residential land uses with densities ranging from 2 units per acre to 15 units per acre. Single family residential development is the dominant land use activity for this district. Other land use activities include places of religious assembly, schools, small-scale commercial, and some multifamily housing.
- Buildings are no more than three, but most often two stories or less and have natural or landscaped front, side, and rear yards.
- Optimize street, bicycle, and pedestrian connectivity to adjacent neighborhoods and other 20-minute walking destinations.
- Create neighborhood focal points, gateways, and centers. These could include such elements as a pocket park, formal square with landscaping, or a neighborhood-serving land use.
- Ensure that appropriate linkages to neighborhood destinations are


## provided.

- Large developments should develop a traditional street grid with short blocks to reduce the need for circuitous trips.
- Support incentive programs that increase owner occupancy and affordability.

The development of this large lot will amend an existing mobile home park PUD to allow a large multifamily development. The site is located within walking distance of major area employers. The site has direct access to W. Allen St. which connects to the downtown and local commercial businesses. While, the design of the proposal does not provide all of the desired design criteria, the Department believes it is appropriate given the context of surrounding uses and intensities. This site is located in a larger Neighborhood Residential area. The Department believes that developing this parcel with multifamily residential complements the existing single-family residences to the north of W . Allen and creates a needed buffer between the industry to the south and east and residential to the north and west.

## PRELIMINARY PLAN:

Uses/Development Standards: The petitioner is proposing to utilize the RH zoning district for the permitted uses and development standards, with a modification. The petitioner is proposing a deviation from the RH district's maximum impervious surface coverage. The RH district has a maximum of $50 \%$ impervious surface coverage. The petitioner is proposing a maximum of $65 \%$ impervious surface coverage.

Residential Density: The maximum residential density allowed in the RH district is 15 units per acre, which is the densest by-right development allowed in the UDO outside of the downtown. The petitioner is proposing 166 bedrooms in 114 units for a total of 8.76 units per acre, with a proposed maximum of 15 units per acre for the PUD. The Comprehensive Plan calls for 2 to 15 units per acre in the Neighborhood Residential. The immediately adjacent area has been developed with multifamily units, and light industrial uses.

Height and Bulk: The petitioner is proposing 9 two-story residential buildings and 2 three-story residential buildings, with a maximum proposed height of 50 feet. These are taken from the RH district which has a maximum height of 50 feet, and the proposed heights will meet those standards.

Parking, Streetscape: A total of 172 surface level parking spaces are proposed along with 10 two-car garages which will be located beneath the proposed three-story residential buildings. The two-car garages will be individually utilized by the proposed three-bedroom units. This is a total number of parking spaces equal to 1.15 parking spaces per bedroom. This is above the 1 space per bedroom maximum in the RH district. The parking spaces will be perpendicular along a proposed private street which will create a loop through the middle of the site.

Access: There is one vehicular access point for this property which enters the property from the northwest. This drive is shared with the adjacent properties to the north and west. The petitioner is not proposing to change this access point.

Internal sidewalks will be installed along the internal drive between the proposed parking and the buildings. These sidewalks will connect to an existing sidewalk which runs along the west side of the private drive on the northwest corner of the parcel. A new sidewalk connection will be created in the southeast corner of the parcel which will connect the property to light industrial employers to the south and east.

Bicycle Parking and Alternative Transportation: The proposed development will have 166 bedrooms in 114 units. The UDO requires one bicycle parking space for every 6 bedrooms. This development would require 28 bicycle parking spaces. The UDO requires multifamily residential properties with greater than 32 bedrooms to have $1 / 2$ of required bicycle parking to be covered short-term Class II bicycle parking, and $1 / 4$ to be covered long term Class I facilities. The location of bike parking has been shown on the plan, but the number of parking spaces provided has not. Bike parking will meet or exceed required minimums.

The site is within a 5 -minute walking distance of a Bloomington Transit bus route along W. Allen.

Architecture/Materials: The petition has utilized the RH district for architecture standards. The buildings will be required to meet RH architectural standards.

Environmental Considerations: There are no known sensitive environmental features.
Housing Diversity: The petitioner is still working on their housing diversity options and has not outlined their proposal as of this meeting. The petitioner has reached out and is working with this and other Departments in order to finalize this portion of the proposal.

Landscaping: The petitioner has proposed a community garden which will be available for the residents to grow food crops. The community garden is proposed to contain up to 8 fruit trees. The petitioner is proposing that these fruit trees count toward the required interior medium and small canopy trees. The Department is supportive of the community garden, but does not believe that a one-for-one replacement of required interior trees is appropriate.

The petitioner has also proposed the use of decorative gravel or rubberized mulch be allowed in landscape bumpouts and islands. The Department does not support the use of decorative gravel or rubberized mulch as landscape material on landscape bumpouts or islands.

ENVIRONMENTAL COMMISSION RECOMMENDATIONS: The Bloomington Environmental Commission (EC) made 4 recommendations concerning this development, which are listed below:

1) The Petitioner shall submit an approved Landscape Plan prior to being granted a Grading Permit.
2) The Petitioner should incorporate best practices for green building
3) The Plan Commission should not agree to less pervious surface than would be allowed if the plan design followed UDO standards.
4) The vegetative buffer shall be shown on the plan and protective orange fencing should be installed during construction to ensure that construction disturbance does not encroach into it either.

### 20.04.080(h) Planned Unit Development Considerations

The UDO outlines that in their consideration of a PUD District Ordinance and Preliminary Plan, the Plan Commission and Common Council shall consider as many of the following as may be relevant to the specific proposal. The following list shall not be construed as providing a prioritization of the items on the list. Each item shall be considered individually as it applies to the specific Planning Unit Development proposal.
(1) The extent to which the proposed Preliminary Plan meets the requirements, standards, and stated purpose of Chapter 20.04: Planned Unit Development Districts.

PROPOSED FINDINGS: This petition meets the requirements for a Planned Unit Development and accomplishes the purposes of a PUD which is to provide a land use that would not be allowed within the current PUD. The proposed amendment to this PUD would allow for residential uses at a higher density in an area immediately adjacent to major area employers.
(2) The extent to which the proposed Preliminary Plan departs from the Unified Development Ordinance provisions otherwise applicable to the subject property, including but not limited to, the density, dimension, bulk, use, required improvements, and construction and design standards and the reasons why such departures are or are not deemed to be in the public interest.

PROPOSED FINDINGS: The current PUD (PUD-43-80) limits the site to a 35 unit mobile home park. The proposed plan would depart significantly from the original PUD, and would not otherwise be allowed without amending the original PUD. The proposed deviations from the current PUD, which are outlined in the Petitioner's Statement, are similar to the current Residential Multifamily High-Density (RH) district of the UDO with the exception of maximum impervious surface coverage, and maximum number of parking spaces. The departures from the current PUDs use, improvements, and density will provide high density residential units in a form that matches surrounding design, scale, and character.
(3) The extent to which the Planned Unit Development meets the purposes of this Unified Development Ordinance, the Growth Policies Plan, and any other adopted planning objectives of the City. Any specific benefits shall be specifically cited.

PROPOSED FINDINGS: The proposed PUD will use similar standards to the current RH district, and will meet the district's intent. This proposal helps provide an adequate mix of housing types throughout the community. While the proposal is primarily focused on multifamily units, the development will feature 10 single-family units which will be sold individually. This proposal also provides for non-student-centric multifamily housing away from Indiana University. The
property is serviced by public transportation.
The amended PUD will provide for 15 units per acre. The Comprehensive Plan considers developments ranging from 2 to 15 units per acre appropriate within Neighborhood Residential designated areas. The proposed scale of the buildings within the PUD will range from 1 to 3 stories, and are within the Comprehensive Plan's guideline for the area. The proposal includes a community garden which will serve as both a neighborhood focal point, and provide for urban agriculture. The Comprehensive Plan requires that Neighborhood Residential areas provide neighborhood focal points which can include such elements as neighborhood-serving land uses, and pocket parks. The Comprehensive Plan calls for the possible creation of permitted urban agricultural uses within nonagricultural zoning districts. The proposal will include sidewalks to nearby employment centers to the south of the property, as well as sidewalks along the entrance to the property which connect to sidewalks along W. Allen St. The Comprehensive Plan requires developments to provide linkages to neighborhood destinations, and these sidewalks will provide pedestrian access to neighborhood destinations including employers to the south, and public transportation to stops along W. Allen St. The Comprehensive Plan calls for developments which will support owner occupancy. This proposal will provide 10 single-family units which will be individually sold.

The petitioner has expressed their desire to include support for affordable housing, but has not submitted a proposal. The petitioner is currently working with the City to provide this component.
(4) The physical design of the Planned Unit Development and the extent to which it:
a. Makes adequate provision for public services;
b. Provides adequate control over vehicular traffic;
c. Provides for and protects designated common open space; and
d. Furthers the amenities of light and air, recreation and visual enjoyment.

## PROPOSED FINDINGS:

The proposal will provide adequate public services by providing pedestrian connections to area employers, and to nearby public transportation stops. The site has one existing vehicular access point. The site uses a shared drive to access W. Allen St. to the north of the property. This shared drive is utilized by adjacent multifamily properties and has caused no known issues with vehicular traffic along W. Allen St. The proposal includes a community garden at the center of the property which will provide residents with a recreational activity. The site will also be buffered from surrounding light manufacturing uses by a 15 foot building setback, and currently existing vegetative buffer to remain.
(5) The relationship and compatibility of the proposed Preliminary Plan to the adjacent properties and neighborhood, and whether the proposed Preliminary Plan would substantially interfere with the use or diminish the value of adjacent properties and
neighborhoods.
PROPOSED FINDINGS: The proposed use is a multifamily development and is similar in use to the adjacent properties to the north, and west. The western property is owned by the petitioner. The properties to the south, and east are light manufacturing. The Department does not believe that this proposal will substantially interfere with the use or value of adjacent properties.
(6) The desirability of the proposed Preliminary Plan to the City's physical development, tax base and economic well-being.

PROPOSED FINDINGS: The provision of an estimated 114 units and new construction will increase the tax base of the City. The location of the site next to major area employers, and away from Indiana University's campus will, likely, provide multifamily residences to non-student residents.
(7) The proposal will not cause undue traffic congestion, and can be adequately served by existing or programmed public facilities and services.

PROPOSED FINDINGS: The site is accessed via a shared private street which connects to W . Allen St. This private street is currently utilized by the two adjacent multifamily properties, and was previously used by the mobile home park. No undue traffic congestion has been identified currently, and no undue congestion is expected as a result of this proposal. The site is within walking distance of two public transit stops.
(8) The proposal preserves significant ecological, natural, historical and architectural resources.

PROPOSED FINDINGS: There are no significant ecological, natural, historical or architectural resources on this site.
(9) The proposal will not be injurious to the public health, safety, and general welfare.

PROPOSED FINDINGS: The Department finds that the proposal will not be injurious to the public health, safety, or general welfare. The current PUD allowed for a residential use, and the site will continue to allow to provide for residential use.
(10) The proposal is an effective and unified treatment of the development possibilities on the PUD site.

PROPOSED FINDINGS: The amendments to this PUD allow for a development which would not otherwise be accomplished on the site. The current PUD allows for a maximum of 35 mobile homes, and does not offer additional amenities. The petitioner is proposing to amend the existing PUD to allow for 114 units which includes 10 single-family units which will be sold individually. The petitioner is also proposing to include an urban agricultural garden. A similar proposal could be designed on a property within the RH
district. However, The RH district standards would not allow for the proposed number of parking spaces, nor the proposed impervious surface maximum. The RH district allows for a maximum of 1 parking space per bedroom for multifamily dwelling units, and an impervious surface coverage maximum of $50 \%$ of the lot's total area. The petitioner is proposing 1.15 parking spaces per bedroom, and a maximum of $65 \%$ impervious surface coverage.

CONCLUSION: The proposed PUD amendment will create additional dwelling units in a residential PUD that has existed for 39 years. The proposal is consistent with portions of the Neighborhood Residential Comprehensive Plan designation, and is consistent with surrounding uses and intensities. The site is adjacent to two multifamily residential properties, and two light manufacturing facilities. The Department is favorable to additional housing in the area, and believes the proposed density is appropriate. The proposal will also provide 10 units which are slated to be sold individually, which supports the Comprehensive Plan's goal of increasing owner occupancy.

While the proposal meets the density goals of the Compressive Plan, the Department believes the proposed plan for street design has issues meeting the goals of the Comprehensive Plan. The Comprehensive Plan clearly encourages large developments to incorporate traditional street grids with short blocks to reduce circuitous trips. However, because of the relatively small size of this site and the immediate surrounding, the Department believes the proposed design is acceptable.

The petitioner has committed to providing affordable housing as a component of this development but has not provided details on how this will be accomplished. The petitioner is working with the City to develop the affordable housing component. Affordable housing would be a significant public benefit which may not be accomplished without amendment to this PUD.

RECOMMENDATION: The Planning and Transportation Department recommends that the Plan Commission adopt the proposed findings and forward PUD-27-19 to Common Council with a positive recommendation and with the following conditions:

1. PUD Final Plan approval is delegated to the Planning and Transportation Department staff.
2. All required bicycle parking to meet Chapter 5 Unified Development Ordinance standards shall be included at the Final Plan stage.
3. The petitioner shall continue to work with the City in a good faith effort to provide permanent affordable housing options in the development.
4. The petitioner will provide on-site recycling for residents.
5. The vegetative buffer shall be shown on the plan and protective orange fencing should be installed during construction to ensure that construction disturbance does not encroach into it.
6. The petitioner shall work with the Department's Senior Environmental Planner to identify fruit trees that can be used as successful replacement for up to a maximum of $50 \%$ of required interior trees.
7. Prior to the issuance of a grading permit, a landscaping plan shall be approved by the Planning and Transportation Department.
8. All open spaces including bumpouts and islands must meet UDO requirements.



PUD-27-19 Hilltop Meadow, LLC
1201 W Allen St.
Plan Commission
2016 Aerial Photograph

By: roblingr

| 8 | Aug 19 | 150 | 0 | 150 | 300 |
| :--- | :--- | :--- | :--- | :--- | :--- |

City of Bloomington
Planning \& Transportation

ARCHITECTURE

BYNUM FANYO \& ASSOCIATES, INC.
July 8, 2019
City of Bloomington Plan Commission
401 N. Morton Street
Bloomington, Indiana 47403

## Re: Dwellings LLC; Hilltop Court IV PUD Proposal

Dear Plan Commission and City Council Members:
Our client Hilltop Meadows, LLC. respectfully request rezoning from mobile home park/PUD to PUD of a 5.24-acre parcel of land located at 1201 West Allen Street.

## Existing Conditions

The existing PUD was approved in the mid to late 1980's for a 50-lot mobile home park. Over the past three decades the park conditions have deteriorate and all mobile homes have been removed from the property. The property has onsite sewer, water and access to W. Allen Street.

With the trailers remove this vacant parcel is surrounded by intense industrial uses to the east and south which is part of the Thompson PUD from the 1990's, to the north is a RH zoned apartment property and to the west a RM apartment property recently completed by this petitioner.

## Proposed PUD

The proposal is to rezone the 5.24-acres a PUD designation and all future development on the property will be guided by the attached PUD District Ordinance. We have included a schematic site plan showing eleven apartment building, a maintenance structure and a leasing office. It is proposed to provide 48-efficiency units, 241 -bedroom units, 32 2-bedroom units and ten 3-bedroom townhouses. Using the DUE computation, we have 12.95 units per acre.

## Site Design

The proposed site has access to Allen Street via an ingress egress easement that is shared with the property to the west, also owned by this petitioner. The buildings will be placed around the site perimeter and two located in the center. A community garden will also occur in the center of the property and will utilize rainwater harvesting to provide for the gardening needs.

Water and sewer are currently on site. Stormwater quality and retention will be provided at the southwest and southeast corners of the property. A multi-purpose path will

ARCHITECTURE

## BYNUM FANYO \& ASSOCIATES, INC.

circumnavigate the property and be combined with a path on the adjoining property to the west creating half mile circuit. The 10 townhouse units will be platted for sale.

## Sustainability

The petitioner is planning to incorporate several environmentally conscious features and construction standards. Some of the considerations are:

High-efficiency HVAC Systems
Energy Star Appliances
Low-flow Plumbing Fixtures
High Albedo (Solar Reflectivity) Roofing
Large Windows for Natural Light
Partial "Extensive" Green Roof (approx. 1000 sf)
PV Solar Panels
Rainwater Capture and Reuse for Irrigation
Recycling Collection

## Phasing

The project will be completed in three phases.

Sincerely,

Jeffrey S. Fanyo, P.E., CFM
Bynum Fanyo and Associates, Inc.
528 North Walnut Street
Bloomington, Indiana 47404
Office 8123328030
Attachment: PUD District Ordinance

Hilltop Court IV
Planned Unit Development
District Ordinance
BFA Project Number 401851
For
Dwellings, LLC
Prepared by:
Bynum Fanyo and Associates, Inc
July 8, 2019

## PROPOSED USES:

The proposed uses for Hilltop Court IV shall consist of a combination of efficiencies, one- and two-bedroom apartment units and three-bedroom townhouse units. The efficiencies, one-and two-bedroom units will be below the DUE square footage requirements for the computation of density standards. The three-bedroom townhouses will be platted in order to allow for sale and become owner occupied. In addition, there will be a leasing office and maintenance facility to service the above apartments.

## PROPOSED DENSITY:

15 Units per acre with Dwelling Unit Equivalents as allowed in UDO Chapter 20.02.

## SUSTAINABLILE FEATURES:

The petitioner is planning to incorporate several environmentally conscious features and construction standards. Some of the considerations are:

High-efficiency HVAC Systems

## Energy Star Appliances

Low flow Plumbing Fixtures (e.g. Dual flush toilets)

Large Windows for Natural Light including skylights and windows in uncommon spaces

Partial "Extensive" Green Roof (approx. 1000 sf)

PV Solar Panels

Rainwater Capture and Reuse for Irrigation

Recycling Collection

Resident composting system

Community garden with pergola and tool shed

DEVELOPMENT STANDARDS: Comply with UDO Chapter 20.05, Underlying zone RH with the following additions.

| Lot Area (minimum)* | $5,000 \mathrm{sf}$ |
| :--- | :--- |
| Lot width (minimum) | $50 \mathrm{ft}$. |
| Front setback (minimum) | 15 ft. |
| Side setback (minimum)* | 15 ft. |
| Rear setback (minimum) | 15 ft. |
| Impervious surface area (maximum) | $65 \%$ |
| Landscape area (minimum) | $35 \%$ |
| *excludes zero lot line attached townhouses |  |
| DESIGN STANDARDS: |  |

Comply with UDO Chapter 20.07
PHASING:
The project will be developed in three phases of approximately equal numbers of units.

## Hilltop Court IV PUD

## Revisions to District Ordinance:

Landscaping-within the area of the community garden up to 8 -fruit trees may be planted and count toward the required interior median or small canopy trees under Chapter 20.05.054

Landscape Island- Mulch consisting of decorative gravel or rubberized mulch may be allowed in landscape bumpouts and islands along with the required landscaping under Chapter 20.05.053.




1-BEDROOM BUILDING
HILLTOP COURT 4

FRONT ELEVATION
SCALE: $3 / 32^{\prime \prime}=1^{\prime}-0{ }^{\prime \prime}$


2-BEDROOM BUILDING
HILLTOP COURT 4



Шப

3-BR TOWNHOUSE BUILDING
HILLTOP COURT 4

SECOND FLOOR PLAN



# Bloomington Environmental Commission 

# MEMORANDUM 

Date: $\quad$ September 9, 2019
To: Bloomington Plan Commission
From: Bloomington Environmental Commission
Subject: PUD-27-19: Hilltop Court IV rezone 1201 W. Allen Street

The purpose of this memo is to convey the environmental concerns and recommendations provided by the City of Bloomington Environmental Commission (EC) with the hope that action will be taken to enhance the project's environment-enriching attributes.

This request is for an amendment in the Planned Unit Development (PUD) District Ordinance to allow Residential High-Density Multifamily (RH) uses. The EC has no issue with the amendment and will provide detailed comments if the amendment is approved and the Petitioner comes forward with a Site Plan. Below are some general comments that the Petitioner should be planning for prior to submitting the Site Plan.

## 1.) LANDSCAPE PLAN

The Petitioner must have an approved Landscape Plan in place prior to being granted a Grading Permit. The EC recommends the site be designed with plantings that benefit local pollinating insects and birds, reduce the heat island effect, and slow and cleanse rainwater. Using native plants provides food and habitat for birds, butterflies and other beneficial insects, promoting biodiversity in the city. Native plants do not require chemical fertilizers nor pesticides and are water efficient once established.

## 2.) GREEN/ENVIRONMENT-ENHANCING BUILDING PRACTICES

The EC recommends that the developer design the building with as many best practices for energy savings and resource conservation as possible for the sake of the environment and because tenants expect it in a $21^{\text {st }}$-century structure. There are some practices listed in the Petitioner's Statement that are being considered, but the EC would like some concrete commitments.

## 3.) IMPERVIOUS SURFACE COVERAGE

The illustrative plan shows more impervious surface coverage than the $50 \%$ that is allowed in the RH zoning district. The EC is opposed to allowing a PUD to obtain less restrictive environmental standards than the UDO would allow in the related zoning district. The EC recommends that the Plan Commission not agree to less pervious surface than would be allowed if the plan design followed UDO standards.

The 2018 Comprehensive Plan states on the first page the following. "We acknowledge that healthy natural systems are the foundation for flourishing human societies. Globally, the scale of human impact is undermining this foundation, and we must reverse the course of environmental degradation to ensure a livable future. Our community has resolved to do our share to protect the biosphere..."

Additionally, on page 46, Goals \& Policies, Policy 3.2.1: states "Continue to limit the amount of impervious surface in new development or public improvement projects and increase green infrastructure to reduce urban runoff into storm drains, creeks, and other watersheds."

The EC, therefore, recommends that the impervious surface coverage be limited to $50 \%$, as required in the UDO
4.) VEGETATED BUFFER

The original PUD District Ordinance required a vegetated buffer 10 feet wide along the east, west, and south sides of the property. The buffer boundary is not currently shown on the plan. Please show the buffer on the plan and install protective orange fencing during construction to protect it. The way the building layout is shown, the buildings do not encroach into the buffer, but the EC wants to ensure that construction disturbance does not encroach into it either.

## EC RECOMMENDATIONS:

1.) The Petitioner shall submit an approved Landscape Plan prior to being granted a Grading Permit.
2.) The Petitioner should incorporate best practices for green building.
3.) The Plan Commission should not agree to less pervious surface than would be allowed if the plan design followed UDO standards.
4.) The vegetative buffer shall be shown on the plan and protective orange fencing should be installed during construction to ensure that construction disturbance does not encroach into it either.

PETITIONER: City of Bloomington Redevelopment Commission 401 N. Morton Street, Bloomington

CONSULTANTS: Bledsoe, Riggert, Cooper, and James 1351 W. Tapp Road, Bloomington

CSO Architects, Inc.
8831 Keystone Crossing, Indianapolis

REQUEST: The petitioner is requesting site plan approval for a new parking garage in the Commercial Downtown zoning district.

## BACKGROUND:

| Area: | 3.35 acres |
| :--- | :--- |
| Current Zoning: | CD - Showers Technology Park Overlay |
| Comp Plan Designation: | Downtown |
| Existing Land Use: | Surface parking |
| Proposed Land Use: | Commercial / Parking Garage |
| Surrounding Uses: | North - Undeveloped |
|  | West - Business/Professional Office |
|  | East - Showers Building |
|  | South - Surface parking/Business and Professional Office |

REPORT: The property is located on the east side of Rogers Street and south of W. $10^{\text {th }}$ Street and is zoned Commercial Downtown (CD), in the Showers Technology Park Overlay. Surrounding land uses include undeveloped lots within the Certified Technology Park to the north; the Showers office building to the east; surface parking and offices to the south; and business/professional offices to the west. The property currently contains a surface parking area that is used by tenants of the Showers building.

The petitioner proposes to redevelop this property by constructing a new 3-story parking garage with 4,000 square feet of commercial space and public amenity space on the first floor. The parking garage would contain 379 vehicular parking spaces. The design also includes 50 outdoor and indoor bicycle parking spaces as well as restrooms available to the public. The petitioner is proposing to include various green features, such as electric vehicle charging stations and solar panels. The petitioner is seeking a Silver level ParkSmart designation for the project.

The petitioner proposes vehicular entrances on the north side of the building from a new drivecut on $10^{\text {th }}$ Street and a second entrance on the south side of the garage from the interior parking area. The petitioners will be seeking a variance to allow the existing drivecut on $10^{\text {th }}$ Street that accesses the interior parking area to be relocated east.

Plan Commission Site Plan Review: Multiple aspects of this project require that the petition be reviewed by the Plan Commission, per BMC 20.03.370. These aspects are as follows:

- The petitioner is requesting waivers to multiple standards in BMC 20.03.400 and BMC 20.03.410.
- The petitioner is proposing a 'parking garage/structure' as a primary use.


## SITE PLAN ISSUES:

Non-Residential Uses on the First Floor: While there is no residential component to the project, enclosed parking garages do not count toward the required non-residential ground floor space. This project is required to provide $50 \%$ or greater ground floor area of non-residential and non-parking garage space. The project is providing 6,435 square feet of non-residential ground floor space which is approximately $25 \%$ of the ground floor. A deviation from this standards must be approved for this design.

Build-to-Line: 20.03.410(a) The UDO requires buildings in the Showers Technology Park Overlay to be built a minimum of $15^{\prime}$ from the B-Line Trail. The petition meets this requirement and is setback 15 ' from the property line. The proposal meets the maximum 15 ' build-to requirement on $10^{\text {th }}$ Street.

Height: The maximum height in the STPO is 35 feet. The UDO defines building height as "the vertical dimension from the lowest point of the building, structure, or wall exposed above the ground surface to the highest point of the roof, parapet wall, or uppermost part. Chimneys, vents, mechanical equipment or utility service structures shall not be included in the measurement of vertical dimension." At the tallest point, the proposal measures 57 feet 6 inches tall per the UDO definition. A deviation from the standard must be approved for this design. The majority of the building has been designed to be 3 stories in height, which was the goal of the $35^{\prime}$ height limitation. The stair tower elements at the corners are the main elements that exceed the allowable height.

Parking: No minimum number of spaces are required for either the commercial space in the building or the parking garage use. The petitioner is proposing a total of 379 parking spaces in the building with an additional 50 bicycle parking spaces. The spaces will be used by both CFC and for future uses within the Certified Technology Park.

Access: There are two proposed vehicular accesses to the parking garage, one on $10^{\text {th }}$ Street and one on the south side of the garage from the interior parking area. The entrance on $10^{\text {th }}$ Street will be 2-way with one lane for the entrance and one lane for the exit, the proposed drivecut meets the 24' maximum width allowed. As mentioned previously, a variance is needed from the minimum separation requirement for a drive from an intersection to allow the existing drive to the relocated to the east.

There will be pedestrian access to the garage from the north and the southeast sides of the garage, near the stair towers and pay locations.

Bicycle Parking: No bicycle parking is required for the parking garage use. The petitioner proposes 32 indoor bicycle parking spaces on racks and in lockers, with an additional 18 covered bicycle parking spaces on the exterior along the B-Line Trail. The commercial space requires 4 bicycle parking spaces within 50 feet of the entrances. Inclusion of those 4 spaces is a condition of approval. Approved location and separation design of these locations will be worked out with staff during the grading permit process.

Architecture/Materials: The building will be finished in primarily brick with a masonry base. There will be a center portion of the building covered in metal screening that will be used to display artwork.

Streetscape: Street trees and pedestrian-scaled lighting were installed with the recent improvements to $10^{\text {th }}$ Street. Any street trees or lights removed will be replaced with this project. Sidewalks were also installed with the improvements to $10^{\text {th }}$ Street and new sidewalk segments will be installed as a result of moving the existing drive east.

Pedestrian Facilities/Alternative Transportation: The new garage will have a plaza area along the B-Line trail frontage that connects to the trail through 2 access points. The existing vegetation along the trail will be preserved. A 5' wide concrete sidewalk and tree plot are shown along the east side of the building, adjacent to the vehicular access driveway. This sidewalk connects to the sidewalk system along $10^{\text {th }}$ Street and helps provided pedestrian access through the site. The portion of the building along the B-Line trail has been designed to meet the architectural requirements for pedestrian entrances along the B-Line.

Building Façade Modulation: BMC 20.03.410(c)(1)(A) requires a maximum façade width for each module of 100 feet for those sides of the buildings with frontage. The only section that would not meet the modulation standard is the 124 ' section of building facing $10^{\text {th }}$ Street. Due to the use of this building as a parking garage, the maximum façade modulation requirements create a difficulty in efficiently designing the building for its primary use as a parking garage. Requiring modulation would result in an inefficient interior layout of parking and drive aisles. A deviation from this standard is required with this project.

Building Height Step Down: BMC 20.03.410(c)(2) requires that buildings located to the side of a surveyed historic structure not be more than one story taller, or 14 feet taller, than the surveyed structure. The Showers Building is listed as a locally designated historic structure. The UDO is concerned with the view from the right-of-way of new structures adjacent to historic structures. As mentioned previously, the majority of the parking garage will be 3 -stories and 35 ' tall. The Showers Building is two-stories in height, so the intent of the UDO requirement will be met in relation to being only one story higher than the historic structure. It is only the stair tower elements and overall height relative to lowest grade of the garage that do not allow the project to meet. In addition, the presence of the access drive between the garage and the Showers Building increases the separation and helps offset any impacts from the additional height. A deviation from the building height step down requirement is required with this project.

Building Height Step Back: BMC 20.03.410(c)(3) requires that building facades over 35 feet in height shall step back the horizontal façade/wall plane a minimum of 15 feet from the horizontal façade/wall plane below 35 feet in height. Again, the majority of the building is at the $35^{\prime}$ height limit and only certain portions of the building and stair towers exceed that height limit. Requiring
the building to meet this step back requirement would result in an inefficient layout of the interior parking areas and drive aisles, and would not result in a better designed building. A deviation from the building height step down requirement is required with this project.

Void-to-Solid Percentage: The STPO sets a minimum first floor void-to-solid requirement of $40 \%$, consisting of transparent glass or façade openings, for facades facing a street or the B-Line. The proposed commercial spaces and garage spaces meet this requirement.

COMPREHENSIVE PLAN: The Comprehensive Plan designates this property as Downtown. The Downtown designation "is a mixed use, high intensity activity center serving regional, community-wide, and neighborhood markets. Bloomington must strive to improve downtown as a compact, walkable, and architecturally distinctive area in the traditional block pattern that serves as the heart of Bloomington while providing land use choices to accommodate visitors, business, shoppers and residents.' Land use policies for this area state that:

Goal 4.1 Maintain Historic Character. Encourage redevelopment that complements and does not detract from the Downtown's historic, main street character. The garage has been designed to complement and mirror the design of the historic Showers Building.

Goal 4.6 Optimize Parking: Encourage attractive, cost effective, convenient, and environmentally friendly public and private motor vehicle and bicycle parking facilities. This project will be designed to accomplish to a silver level designation with Park Smart and will feature parking for bicycles and charging stations.

Policy 4.6.1 Provide sufficient bicycle and vehicular parking in the immediate Downtown area to support vibrant economic activities. This garage will have bicycle parking on the exterior and the interior, as well as bicycle lockers. Charging stations for bicycles will also be provided.

## CRITERIA AND FINDINGS FOR SITE PLANS

20.09.120 (e)(9) The staff or plan commission, whichever is reviewing the site plan, shall make written findings concerning each decision to approve or disapprove a site plan.
(A) Findings of Fact. A site plan shall be approved by the Plan Commission only upon making written findings that the site plan:
(i) Is consistent with the Comprehensive Plan;

## Proposed Findings:

- The site is in the Downtown area of the Comprehensive Plan.
- A mix of office, commercial, civic, high-density residential and cultural uses are recommended for the downtown.
- The Comprehensive Plan calls out to nurture our vibrant and historic downtown as the flourishing center of the community. This petition allows for a new parking garage to help stimulate growth within the Certified Technology Park as well as provide additional public parking spaces for other Downtown users.

The design of the garage has been arranged to complement the look and design of the historic Showers Building.

- Encourage redevelopment that complements and does not detract from the Downtown's historic, main-street character (Goal 4.1)
(ii) Satisfies the requirements of Chapter 20.02, Zoning Districts;

The UDO includes an intent for the CD district and guidance for the Plan Commission in 20.02.170. The following items address those intent and guidance statements.

## Proposed Findings:

- The project does serve to protect and enhance the central business district by constructing a parking garage to provide parking needs for all of the Certified Technology park.
- The project provides new retail space along the B-Line trail with new parking areas and public amenities.
- The project does incorporate some pedestrian-oriented design through first-floor window design and massing and does accommodate alternative means of transportation by providing ample bicycle parking and charging stations.
(iii) Satisfies the requirements of Chapter 20.05, Development Standards;


## Proposed Findings:

- The project meets most of the applicable development requirements of Chapter 5, with the exception of the driveway separation requirement which must receive a variance.
(iv) Satisfies the requirements of Chapter 20.07, Design Standards; and


## Proposed Findings:

- No subdivision is involved, so this is not applicable.
(v) Satisfies any other applicable provisions of the Unified Development Ordinance.

Per 20.03.380, the Plan Commission shall approve a site plan that meets all of the standards of 20.03.400, 20.03.410, and 20.09.120.

- The petition meets all of the standards of $20.03 .400,20.03 .410$, and 20.09 .120 with the exceptions noted regarding façade modulation, building height step down, and building height step back.

CONCLUSION: This petition meets most UDO requirements for the STOP overlay district, while allowing for a functional parking garage which is an atypical use. It also includes various positive aspects related to larger City goals including promoting development in the Certified Technology Park by providing a centrally accessed parking garage providing bicycle parking and incorporating green building practices such as solar panels. In addition, this would provide additional commercial space in the downtown and along the B-Line Trail.

RECOMMENDATION: The Department recommends approval of SP-31-19 with the following conditions of approval:

1. A total of 4 bicycle parking spaces must be within 50 of the entrance of the commercial spaces.
2. Solar array design must be approved by the Planning and Transportation staff before a building permit will be issued.
3. Approved contingent on the approval of the requested variance.

Bloomington Environmental Commission

## draft MEMORANDUM

Date: $\quad$ September 9, 2019
To: Bloomington Plan Commission
From: Bloomington Environmental Commission
Subject: SP-31-19, \& V-37-19: City of Bloomington, Trades District Parking Garage 489 W. $10^{\text {th }}$ Street

The purpose of this memo is to convey the environmental concerns and recommendations provided by the City of Bloomington Environmental Commission (EC) with the hope that action will be taken to enhance the project's environment-enriching attributes. The EC is aware that this petition addresses variances and waivers, but they are not related to environmental quality so the EC will not address those.

## 1.) LANDSCAPE

This site falls within the Commercial Downtown Zoning District and the Showers Technology Park Overlay District, which has a maximum of $75 \%$ impervious coverage. The Landscape Plan submitted is in need of some revisions to follow Unified Development Ordinance (UDO) requirements. The EC recommends that the Petitioner work with the Senior Environmental Planner to bring the plan into compliance.

## 2.) ENVIRONMENT-PROTECTING BUILDING PRACTICES

The EC recommends that the Petitioner arrange to achieve a Gold Parksmart Certification. If the city is committed to making this structure sustainable, this certification provides a reasonable and effective way to act on that commitment. While sustainable practices sometimes appear to be a bit more expensive in the short term, it is widely accepted that in the long term they save money and resources; evidenced by the City's decision to establish an Assistant Director of Sustainability, a Commission on Sustainability, install solar energy throughout its buildings, and obtain a LEED certification for City Hall.

## 3.) BOUNDARIES OF THE PETITION

The EC is unclear on the boundaries of the property included in this proposal. Is this proposal only for the construction limits for the structure, or does it also include the rest of the parking lot on the west side of the Showers building? The amount of impervious surface coverage, and parking lot bumpouts and perimeter landscaping are impossible to calculate without knowing the total acreage of the property included in the proposal. The EC recommends more clarity on the size and boundaries of the actual proposal in order to calculate impervious surface coverage and landscape requirements.

## RECOMMENDED CONDITIONS OF APPROVAL

1.) The Petitioner shall work with the Senior Environmental Planner to revise the Landscape Plan.
2.) The Petitioner should commit to achieving a Gold Parksmart Certification.
3.) The Petitioner shall clarify the perimeter boundaries of the petition so that impervious surface coverage and landscape requirements can be calculated.



SP-31-19 City of Bloomington Redevelopment Commission
489 W 10th Street
Plan Commission
2016 Aerial Photograph
By: greulice
6 Sep 19
200
00 200 400 600

City of Bloomington
Planning \& Transportation (
Scale: $1^{\prime \prime}=200^{\prime}$

ARCHITECTURE • INTERIOR DESIGN
August 5, 2019

City of Bloomington Planning Commission
401 N. Morton Street
Bloomington, IN 47403

RE: City of Bloomington
Showers - City/County Building Parking Garage
489 West $10^{\text {th }}$ street
Waivers from Showers Technology Park Overlay Requirements
Dear Planning Commission Members:

On behalf of the City of Bloomington, we respectfully request your consideration of our request for waivers from Section 20.03.400 DCO Development Standards of the City of Bloomington, Unified Development Ordinance as follows below:
20.03.400.b.(2) Maximum Structure Height: The facility program call for the development of between 300-400 parking spaces. To achieve that requirementfour and one half parking decks are being provided with the stair tower maximum height reaching 60 feet above the lowest grade at the building.
20.03.410.1.(c).(A) \& (B) Façade Modulation: The modulation of the façade will greatly impact the efficiency and cost of the garage. The required modulation does not lend itself to efficient garage layout or function.
20.03.410. (c). 2 Building Height Step Down: In order to accommodate the City's facility program of providing at least 300-400 spaces on the property available, in compliance other aspects of the UDO development standards,
$34-1 / 2$ parking decks are required and thus the maximum height of 60 feet is necessary.
20.03.410.(c).(3).(A) Building Height Step Back:: The functionality of the parking garage facility cannot accommodate this step back requirement above the 35 foot level.

2Q05.070.(d) Minimum Parking Space Dimensions: In order to maintain the lowest structure possible while meeting the building parking space requirement we respectfully request a waiver to permit $8^{\prime}-6^{\prime \prime}$ wide spaces in lieu of the $9^{\prime}-0^{\prime \prime}$ wide spaces. It is our understanding will be the new standard parking space width under the new UDO.

We greatly appreciate your affirmative consideration of our request for the above waivers.
Sincerely yours,


Joseph E. Raper. AIA
Project Manager





Site Key: Not to Scale
Trades District Garage

## Floor Plans

Option A Bloomington Trades District Parking Garage non Bloomington, IN | 30 August 2019



## 


Option A Bloomington Trades District Parking Garage Bloomington, IN | 30 August 2019




## әбещеэ Floor Plans

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Site Key: Not to Scale
Trades District Garage
Floor Plans

