

CITY OF BLOOMINGTON



PLAN COMMISSION

April 1, 2021 @ 5:30 p.m.

Zoom Meeting:

<https://bloomington.zoom.us/j/94253732898?pwd=bGd0a0tDdGIBbGpXM2l0eGJHY2RrZz09>

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April 1, 2021 at 5:30 p.m.**

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ROLL CALL

MINUTES TO BE APPROVED: None

REPORTS, RESOLUTIONS AND COMMUNICATIONS:

PETITIONS:

ZO-09-21 through ZO-10-21 **City of Bloomington**

Request: Multiple text amendments to the Unified Development Ordinance (UDO) and the adoption of a new Zoning Map for the City of Bloomington.

Specifically the following will be considered:

ZO-09-21 Duplex, Triplex, and Fourplex Text Amendments - Text amendments related to permitted, conditional, use specific standards, for duplex, triplex, and fourplex uses in the R1, R2, R3, and R4 District Zones.

ZO-10-21 New Zoning Map - Official Zoning Map will be changed to locate the new PO - Parks and Open Space, R4 - Residential Urban, and MS - Mixed-Use Student Housing zoning districts; to correct split zone lots; to rezone the MH - Mixed-Use Healthcare district, where Bloomington Hospital is currently located; to rezone Planned Unit Developments; to rezone RE to R1 while amending uses to align with RE; and to adjust some zoning district boundaries in order to align with the Comprehensive Plan.

*****Next Regular Business Meeting April 12, 2021***

*****Next UDO Map and Text Amendment Meeting April 5, 2021***

Last Updated: 3/31/2021

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

Case #s ZO-09-21 and ZO-10-21 Memo

To: Bloomington Plan Commission

From: Jackie Scanlan, AICP Development Services Manager

Date: April 1, 2021

Re: Text Amendments to Unified Development Ordinance and Draft Zoning Map

The Planning and Transportation Department proposes to complete the Unified Development Ordinance (UDO) and Zoning Map Update process by adopting a new Official Zoning Map and amending various sections of the UDO.

Based on guidance from the 2018 Comprehensive Plan, the Department led an effort to repeal and replace the previous UDO that culminated in the 2019 adoption of a new UDO, which became effective in April 2020. Staff has worked with the new UDO since that time and has identified portions of the code that contain errors or that may require additional amending. Staff has been compiling and analyzing those potential amendments since the new UDO was adopted in 2019. A public outreach effort was initiated in October 2020 to present a draft zoning map as well as potential text amendments. The draft map and amendments were reassessed and amended after the public outreach process. A new proposal was created, and was released in February 2021.

Written comments received via email and the website since the proposal was posted on February 12, 2021 are below. Comments received prior to posting, based on the October 2020 Public Outreach Draft, will be located at: <https://bloomington.in.gov/planning/udo/map/updates>.

The proposal is divided into ten (10) petitions by subject matter, and two (2) are discussed below. The petition proposal with redline has been posted on the webpage since February 12, 2021 and a description of the proposal was included in the March 8, 2021 packet. The draft map has also been on the webpage since February 12, 2021. The petitions discussed are as follows:

1. ZO-09-21 | Duplex, Triplex, and Fourplex
2. ZO-10-21 | Proposed Zoning Map

ZO-09-21 was discussed in detail at hearings on March 25, 2021 and March 29, 2021. The packet for March 25, 2021 can be viewed on the webpage for full details. The packet for March 29, 2021 was the same. Information related to ZO-10-21 was in the March 8, 2021 packet and is included below with additional details.

ZO-09-21 | Duplex, Triplex, and Fourplex

This petition amends the locations where the uses ‘dwelling, duplex’ (duplex), ‘dwelling, triplex’ (triplex), and ‘dwelling, fourplex’ (fourplex) are allowed and amends the Use-Specific Standards associated with those uses.

At its March 29, 2021 hearing, the Plan Commission made duplexes permitted in R1, R2, R3, and R4. Additionally, it removed the 150 foot buffer for two year Use-Specific Standard. The Plan Commission needs to take Public Comment and vote on ZO-09-21 as amended.

ZO-10-21 | Proposed Zoning Map

This petition updates the Official Zoning Map in order to best apply the updated Unified Development Ordinance regulations; locates the new MS, PO, R1, R4 districts; aligns the Official Zoning Map with the goals of the Comprehensive Plan; rezones parcels to correct split zoned lots; rezones parcels that no longer match the existing or likely future uses on the site; rezones 102 PUDs to base zoning districts; rezones the MH district to match the Bloomington Hospital Site Redevelopment Master Plan Report; rezones most EM parcels to ME.

The UDO created four new base zoning districts MS, PO, R1, and R4. The MS district was designed to accommodate an adequate supply of housing opportunities for students in areas adjacent to or within easy walking distance to campus and be located along nearby commercial corridors. The Comprehensive Plan proposes that student housing should be located away from the downtown and in close proximity to Indiana University.

Staff began the process of locating the new MS district locations by looking for areas that met the UDO and Comprehensive Plan’s goals. The area designated as “Gateway North” was identified in the Comprehensive Plan as an appropriate location for increased student housing. Staff selected areas for the MS district that met the purpose and goals of both the UDO and the Comprehensive Plan. Areas that were chosen for the MS district include the “Gateway North” and the Indiana & 10th “Urban Village Center” as they are identified in the Comprehensive Plan as suitable for higher density multifamily and mixed-use developments. The area directly east of the New Hospital Campus was also identified as an area which would be suitable for higher density multifamily and mixed-use developments due to its location to the new Hospital, and University in general. PUDs that met the MS district’s allowed uses, specifically “Student Housing or Dormitory,” and were located in close proximity to the University were included in the MS district.

Staff began the process of locating the PO district locations by identifying properties owned and operated by the City of Bloomington as official City Parks. The entrance to the Clear Creek Trail along W. Tapp Rd. was also identified as an area that would be suitable to be PO. Official City Parks located in the MD district were excluded from consideration as they are also located in Character District Overlays and have additional standards placed on them.

Staff identified areas currently zoned as RE as those best suited for the newly proposed R1 district (as proposed in ZO-08-21).

Staff began the process of locating the R4 district locations for the Public Outreach Draft by identifying locations that met the UDO and Comprehensive Plan's goals. This analysis included identifying properties that met the lot size of the zoning distinct; had access to many public services; and were accessible to pedestrians, cyclists, and vehicles. An attempt was made to locate R4 along arterials, the edges or neighborhoods, or adjacent to more intense zoning districts. PUDs that met the R4 district's dimensional standards or allowed uses, and were eligible to be rezoned to a base zoning district, were also included in the R4 district, as well. For the Public Hearings Draft, the R4 area was reduced by 78% land area and 61% of the parcels that were previously identified as R4. The remaining R4 focuses on the edges of neighborhoods, as well as PUDs that match the dimensions and/or uses of R4.

Staff analyzed all base zoned parcels within the City and identified parcels that did not align with the goals of the Comprehensive Plan, were currently split zoned, or no longer matched the current or likely future use of the property. Areas were identified as opportunities where a change in the zoning would further the goals of the Comprehensive Plan while keeping the uses on the site compatible with the surroundings. New RM areas were located in areas within close proximity of the downtown, amenities, or the University. New MM areas were located near the new 7 Line Trail in order to encourage commercial and residential growth along the new amenity. Split zoned lots were removed from the Zoning Map by drawing the district boundaries utilizing existing property lines. Staff identified parcels that featured uses that would not be allowed in their current zoning district and identified areas where rezoning to a different base zoning district would better serve the current uses and the goals of the Comprehensive Plan.

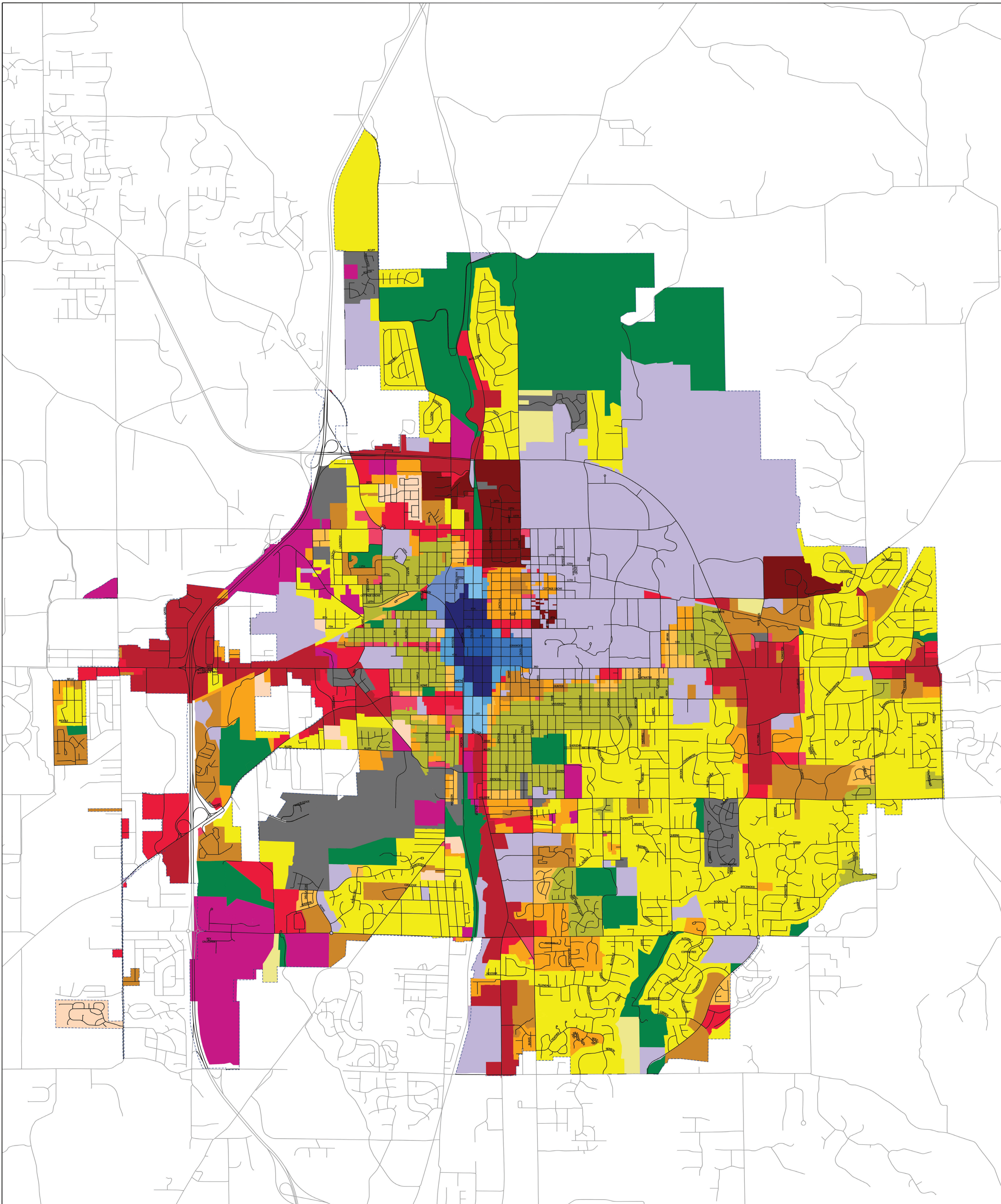
The UDO was written with the expectation that PUDs would be expired after certain thresholds were met, after a period of inactivity, or if the PUD is no longer operating within the guidelines of the PUD. Staff analyzed all 119 of the city's currently existing PUDs. Reviewing information including but not limited to: initial year of approval, allowed uses, underlying zoning, surrounding zoning, and last year of approved petition. This data was used to identify those PUDs which were either obsolete or built out enough to warrant rezoning to one or more base zoning districts. 103 PUDs in total were identified as having met at least of the four triggers for being eligible to be rezoned:

- At least 95 percent of a PUD has been built-out [20.06.070(c)(5)(D)],
- The preliminary plan shall be considered abandoned if, three years after the approval of the preliminary plan by the Common Council, no final plan approval has been granted for any section of the Planned Unit Development [20.06.070(c)(3)(E)(2)[a]],
- 10 years after the approval of the preliminary plan by the Common Council, final plan approval has been granted for one or more sections of the Planned Unit Development, but sections of the Planned Unit Development remain without approved final plans [20.06.070(c)(3)(E)(2)[b]], or
- If a PUD is no longer proceeding in accordance with its PUD district ordinance, commitments, or time requirements imposed through the procedures in this Section 20.06.070(c) or by agreement [20.06.070(c)(5)(C)].

Staff analyzed the existing MH district ahead of Bloomington Hospital's relocation. Much of the current MH district was included in the recent Bloomington Hospital Site Redevelopment Master

Plan Report. Staff matched the Master Plan's proposed zoning districts for areas included in the Report. Parcels zoned MH that were not included in the Master Plan were analyzed by staff to match the surrounding uses and the proposed districts from the Master Plan. Staff has not designated any parcels in the city to be zoned MH.

Staff analyzed all of the current zoning districts while undergoing this process and determined that parcels currently zoned EM would be better able to meet the goals of the Comprehensive Plan if they were zoned ME. Many of the areas currently zoned EM were identified as areas that did not align with the goals of the Comprehensive Plan, or no longer matched the current or likely future use of the property. This initial analysis rezoned many EM parcels to different base zoning districts, and the remaining EM areas were rezoned to ME.



Zoning Districts

- | | | |
|------------------------------|---|--------------------------------|
| (R1) Residential Large Lot | (RH) Residential High-Density Multifamily | (MC) Mixed-Use Corridor |
| (R2) Residential Medium Lot | (RMH) Manufactured/Mobile Home Park | (ME) Mixed-Use Employment |
| (R3) Residential Small Lot | (MS) Mixed-Use Student Housing | (MI) Mixed-Use Institutional |
| (R4) Residential Urban | (MN) Mixed-Use Neighborhood-Scale | (PO) Parks and Open Space |
| (RM) Residential Multifamily | (MM) Mixed-Use Medium-Scale | (PUD) Planned Unit Development |

Mixed-Use Downtown Overlay Zoning Districts

- | | |
|----------------------------|----------------------------|
| (MD-CS) Courthouse Square | (MD-DE) Downtown Edges |
| (MD-DC) Downtown Core | (MD-DG) Downtown Gateway |
| (MD-UV) University Village | (MD-ST) Showers Technology |

Zoning Map

Public Hearings Draft
02/26/2021

0 0.25 0.5 Miles

