



# BLOOMINGTON, IN

## UNIFIED DEVELOPMENT ORDINANCE

UDO Adoption Draft  
Plan Commission  
August 26, 2019



# WHY UPDATE THE UDO?

- Help implement the Comprehensive Plan
- Promote affordable housing
- Reduce student housing pressures on neighborhoods and downtown
- Promote more sustainable development
- Improve user-friendliness
- Allow for a more predictable and efficient development review process



2018 Comprehensive Plan  
City of Bloomington

# IMPLEMENTING THE COMP PLAN

- Staff identified at least 19 goals and 34 policies from the Comprehensive Plan that the UDO update is addressing
- For more information, visit the project website:

[www.bloomington.in.gov/planning/udo/update](http://www.bloomington.in.gov/planning/udo/update)

## UDO Adoption Draft

An Adoption Draft will be presented to the Plan Commission for their consideration. The Adoption Draft is based on input considered throughout the UDO Update process (Kickoff, UDO Assessment, Zone Districts and Permitted Uses, Dimensional and Development Standards, Procedures and Administration, and Consolidated Draft) as well as policy guidance from the Comprehensive Plan. Once the Plan Commission makes a recommendation on the Adoption Draft, then the Common Council must make a decision within 90 days.

Notices to all properties within the City's corporate boundaries are sent by mail, starting the week of July 29, 2019. The first Plan Commission hearing is scheduled for Monday, August 26, 2019 at 5:30 pm, Council Chambers. Subsequent hearings are tentatively scheduled for August 29 and September 5, 2019. The Plan Commission may continue the Adoption Draft request to additional hearings. Public comments will be taken at the Plan Commission hearings. Comments can be submitted prior to the first Plan Commission hearing August 5 through August 26, 4 PM using the Public Review #6 form in the link below:

### August 26, 29 and September 5, 2019

1. [UDO Adoption Draft](#) (available August 5, 2019) Copies also available at the Monroe County Public Library and at the Planning and Transportation Department
  2. [Mailed Public Notice](#)
  3. [UDO Adoption Draft Significant Changes Overview](#)
  4. [UDO and Comprehensive Plan Index](#)
  5. Indiana State Law on Zoning Ordinance Process [IC-36-7-4-600 Series](#)
- Public Review #6: [Submit Comments](#) - Open August 5 through August 26, 2019



# PROJECT SCOPE & TIMELINE



# KEY CHANGES

- Reorganized and added graphics for user-friendliness
- Created four new zone districts to implement the Comprehensive Plan (R1, R4, MS, PO)
- Reduced some minimum lot sizes and increased some lot coverages to promote walkable and efficient development
- Building envelopes now control dwelling density – not dwelling units per acre or dwelling unit equivalent conversion factors
- Narrowed availability of PUDs
- Urban agriculture now allowed in all zone districts

Chapter 20.02 Zoning Districts  
20.02.02 Residential Zoning Districts  
(d) R3: Residential Small Lot

(1) **Purpose**  
The R3 district is intended to protect and enhance established residential neighborhoods by increasing the viability of owner-occupied and affordable dwelling units through small-lot subdivisions, accessory dwelling units, and property improvements compatible with surrounding development patterns. The conversion of existing housing stock to more intense land uses is discouraged. This district may be used as a transition between medium-lot residential development and neighborhood-scale residential, commercial, and institutional development.



Figure 7: Illustration

Chapter 20.02 Zoning Districts  
20.02.02 Residential Zoning Districts  
(d) R3: Residential Small Lot

(2) **Dimensional Standards**  
The following table is a summary of the district specific dimensional standards. Additional standards from Section 20.04.01.0 (Dimensional Standards) also apply.

**Table 2-5: R3 District Dimensional Standards**

Lot Dimensions (Minimum, only for lots created after the effective date)	
A. Lot area	3,500 square feet (0.128 acres) (1)
B. Lot width	50 feet (2)

**Building Setbacks (Minimum)**

C. Front build-to line	15 feet or The smallest front setback of abutting residential structures on the entire block face, whichever is less.
D. Attached front-loading garage or carport	10 feet behind the primary structure's front building wall
E. Side	First floor: 6 feet Two or more floors: 10 feet (2) (2)
F. Rear	25 feet (2)

**Other Standards**

G. Impervious surface coverage (maximum)	45%
H. Primary structure height (maximum)	35 feet
I. Accessory structure height (maximum)	20 feet

**Notes:**  
(1) See Section 20.04.11.0 (Derivatives) for alternative standards.  
(2) Legally established lots of record that are less than the minimum lot width may reduce the required setback up to 2 feet.



Not to scale. Illustrative only

Figure 8: R3 Dimensional Standards

Bloomington, Indiana – Unified Development Ordinance  
Consolidated Public Draft – March 2023

# KEY CHANGES (CONTINUED)

- Downtown height limits reverted to pre-December 2017 standards, except for student housing projects
- New minor site plan process allows staff to approve smaller projects
- New minor modification process allows decision-making bodies limited flexibility to address unique circumstances
- The conversion zoning map will only update naming conventions and will not include substantive rezoning of properties

Table 6-2: Allowable Minor Modifications	
UDO Standard	Allowable Modification (maximum percentage)
<b>Subdivision Standards</b>	
Parent tract size, minimum	10
Open space required, minimum	5
Block length, minimum or maximum	10
<b>Site Standards</b>	
Lot area, minimum	10
Lot coverage, maximum	10
<b>Lot Dimensional Standards</b>	
Front building setback, minimum	Lots 6,000 square feet or smaller, 25 Lots larger than 6,000 square feet, 15
Front parking setback, minimum	25
Front build-to range, minimum	25
Front building façade at build-to range, minimum	25
Side building setback, minimum	Lots 6,000 square feet or smaller, 25 Lots larger than 6,000 square feet, 15
Rear building setback, minimum	Lots 6,000 square feet or smaller, 25 Lots larger than 6,000 square feet, 15
Encroachment into setback pursuant to Table 4-6	10
Impervious surface coverage, maximum	5
<b>Building Standards</b>	
Primary structure height, maximum	10
Primary structure height, minimum	10
Student housing or dormitory building floor plate (maximum)	5
Accessory building height, maximum	10
Projection into height requirement pursuant to Table 4-7: Authorized Exceptions to Height Requirements	10
<b>Development Standards</b>	
Number of required vehicle or bicycle parking spaces, maximum or minimum	10
Minimum landscaped area	10
Fence or wall height, maximum	15

# STUDENT HOUSING

- Defined – any multifamily building:
  - That has units with 4 or more bedrooms
  - Or where more than 33% of the units are 3-bedroom
- Except in the MS district, projects are subject to:
  - Lower height limits
  - Maximum floorplate limits
  - 300-foot separation requirement
- MS district to allow larger student housing projects in strategic areas identified in the Comprehensive Plan



Use	Residential								Mixed-Use								Non-Residential		Use-Specific Standards
	RE	R1	R2	R3	R4	RM	RH	RMH	MS	MN	MM	MC	ME	MI	MD	MH	EM	PO	
Student housing or dormitory						C*	P*		P	C*	P*	P*		P*	C*				20.03.030(b)(12)



# PROMOTE AFFORDABLE HOUSING

- New student housing tools relieve pressure on other forms of housing
- New R-4 district (not yet mapped) allows smaller lot sizes (4,200 sq. ft.) for new development and replats
- Reduced minimum lot sizes for multifamily and mixed-use districts allow for more efficient development
- Removal of dwelling unit per acre maximums in multifamily and mixed-use districts allows for market flexibility within a defined building envelope
- One accessory dwelling unit (ADU) allowed by-right on single-family and duplex lots – one bedroom maximum, owner occupancy, 300-foot notice, (see 20.03.030(g)(5))
- Duplex, triplex, fourplex, and live/work residential uses added to Allowed Use Table





# EARLIER UDO DRAFTS

**FROM EARLIER DRAFT**		Residential								Mixed-Use								Non-Residential		Use-Specific Standards
Proposed Name	RE	R1	R2	R3	R4	RM	RH	RMH	MS	MN	MM	MC	ME	MI	MD	MH	EM		PO	
Current Name	RE	--	RS	RC	--	RM	RH	MH	--	CL	CG	CA	BP	IN	CD	MD	IG	QY	--	
Dwelling, duplex <sup>305</sup>	P	P*	P*	P*	P*	P*	P*		P*	P*	P*	C*			P*					20.03.030(b)(3)
Dwelling, triplex <sup>306</sup>		P*	P*	C*	P*	P*	P*		P*	P*	P*	C*			P*					20.03.030(b)(3)
Dwelling, fourplex <sup>307</sup>				C*	P*	P*	P*		P*	P*	P*	P*			P*					20.03.030(b)(3)

- Previously proposed standards (duplex, triplex, and fourplex):
  - Only allowed on corner lots
  - Separate exterior entrance required
  - Maximum of 3-bedrooms per unit
- Concerns raised:
  - Potential for high-occupancy by students
  - Impacts on neighborhood character and property values
  - No public hearing for neighborhood comments

# CURRENT PROPOSAL (DUPLEX / TRIPLEX)

**NOW** Use	Residential								Mixed-Use								Non-Residential		Use-Specific Standards
	RE	R1	R2	R3	R4	RM	RH	RMH	MS	MN	MM	MC	ME	MI	MD	MH	EM	PO	
Dwelling, duplex	C	C*	C*	C*	P*	P*	P*		P*	P*	P*	C*			P*				20.03.030(b)(3)
Dwelling, triplex		C*	C*	C*	P*	P*	P*		P*	P*	P*	C*			P*				20.03.030(b)(4)

- Duplex and triplex uses now require conditional use approval and a public hearing
- Allowed on existing lots – cannot consolidate lots – maintains neighborhood scale
- Front building elevation cannot exceed 40 feet in width
- Must be compatible with homes on same block face
  - roof pitch, front porch width/depth, front setback, parking access
- Limit on total number of bedrooms per structure:
  - Duplex = 6 bedrooms
  - Triplex = 9 bedrooms
- Occupancy limited to two unrelated adults per unit

# CURRENT PROPOSAL (FOURPLEX)

Use	Residential								Mixed-Use								Non-Residential		Use-Specific Standards
	RE	R1	R2	R3	R4	RM	RH	RMH	MS	MN	MM	MC	ME	MI	MD	MH	EM	PO	
Dwelling, fourplex					C*	p*	p*		p*	p*	p*	p*			p*				20.03.030(b)(4)

- Requires conditional use approval in the R4 zone – not yet mapped
- Allowed on existing lots – cannot consolidated lots – maintains neighborhood scale
- Front building elevation cannot exceed 40 feet in width
- Must be compatible with homes on same block face
  - roof pitch, front porch width/depth, front setback, parking access
- Limit on total number of bedrooms per structure:
  - Fourplex = 12 bedrooms
- Occupancy limited to two unrelated adults per unit

# PROPOSED SOLUTIONS

- Allow Public Input
  - Noticing and public hearings required through conditional use process
- Prevent Overcrowding
  - Smaller units with fewer bedrooms and limited occupancy
- Protect Neighborhood Scale
  - Improved standards to match neighborhood scale and character

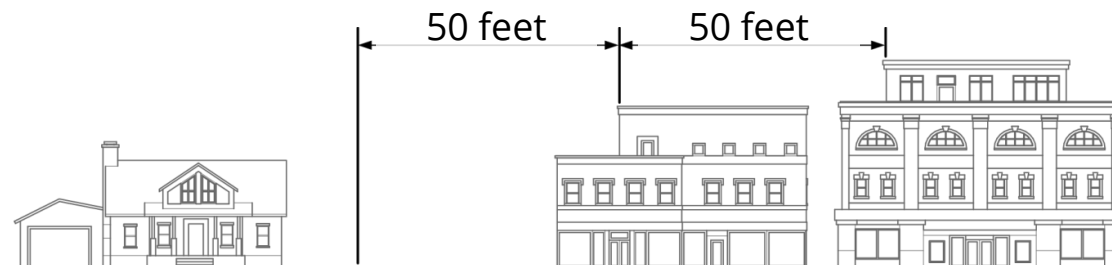




# AFFORDABLE HOUSING INCENTIVE

Increase predictability, reduce processing time and negotiation

- Multifamily
  - Need at least 6 units in the project to qualify
  - At least 15% restricted < 120% AMI = 1 additional floor
  - At least 7.5% restricted < 80% AMI and 7.5% < 120 AMI = 2 additional floors
- Single-family, duplex, triplex, and fourplex
  - Reduced lot sizes and setbacks
- Student housing projects can receive incentives (except in the MD zone district)
- Payment-in-lieu and purchase/conversion of existing units available
- Staff approval for projects < 50 units and not adjacent to R1, R2, R3, or R4
- Incentives cannot violate neighborhood transition standards in 20.04.070(d)(4)



# SUSTAINABILITY INCENTIVE

- Sustainable Development has 2 options:
  - Pick 4 of 6 sustainability actions = 1 additional floor  
OR
  - Design for LEED or other approved certification system = 1 additional floor
- Sustainable + Affordable Incentive?
  - 1 additional floor (beyond original incentive) up to half as big as the building floorplate
  - Incentives max out at 2.5 additional floors beyond the base standards (assuming highest level of affordability and sustainable development)



# WHAT WE'VE HEARD SO FAR

**Q: Why did I get a notice in the mail? What does it mean?**

A: Per state law, the notice invited every property owner to attend this public hearing and to provide comment regarding the UDO update.

**Q: What does this project mean for my neighborhood?**

A: Nothing specifically; however, some of the rules for developing and using property have changed, as summarized tonight and in the *Significant Changes Overview Memo* available on the website.

**Q: Will occupancy limits be changed?**

A: No. Occupancy will still be limited to one “family” per unit. See the definition of “Family” in the draft UDO.

# WHAT WE'VE HEARD SO FAR

**Q: Will density limits change in the downtown?**

A: The new UDO no longer sets density maximums. Instead, density will be limited through building envelope and site development standards (e.g., height, setbacks, parking, buffering, etc.).

**Q: Will the legal status of my business or home be affected?**

A: No, if it was legally established prior to the adoption of this UDO it will remain legal, even if it doesn't meet the new standards.

**Q: Will this project raise my taxes?**

A: No.



# THANK YOU

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**CLARION**





# Duplex Example



Images from <https://missingmiddlehousing.com/>



# Duplex Example



Images from <https://missingmiddlehousing.com/>



# Quadplex Example

