



PLAN COMMISSION STAFF REPORT

To: Members of the Plan Commission

From: Tom Vander Woude, Planning Director

Meeting Date: June 30, 2022

Agenda Item: PC Docket No. 22-005

Hearing: **PUBLIC HEARING**

Application Type: **COMMERCIAL SUBDIVISION – PRELIMINARY PLAT**

Summary: Community Foundation of Northwest Indiana requesting approval of a preliminary plat for a 3-lot commercial subdivision at 10240 Calumet Avenue

Applicant: Community Foundation of Northwest Indiana

Property Address: 10240 Calumet Avenue

Current Zoning: CD-4.B General Urban - B District

Adjacent Zoning: North: CD-4.B
South: CD-4.B
East: SD-PUD, CZ
West: CD-4.B

Action Requested: Approve preliminary plat

Additional Actions Required: Approve final plat
Approve development plan

Recommendation: **Approve preliminary plat with conditions**

Attachments: Community Foundation Addition Block 5 plan set prepared by Torrenga Engineering, Inc. dated 06.17.2022
CFNI Property – A Proposed Development Traffic Impact Study prepared by Garcia Consulting Engineers dated 02.27.2018
D650-VCOB Boulevard Series light fixture specifications
Town of Munster Development Parcel Plan Standards



Figure 1 Subject property highlighted in blue.

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BACKGROUND

Community Foundation of Northwest Indiana, Inc. (CFNI) has presented plans to subdivide and develop a portion of the 37 acres of property under its ownership between Calumet Avenue and Don Powers Drive.

The proposal contains three elements:

1. A master plan that includes an internal road network serving multiple lots and providing access to Main Street and Columbia Avenue.
2. A three-lot subdivision, which also includes two outlots designated for detention, an extension of Treadway Drive west into the subdivision, an extension of Donald Powers Drive south and improvements to the intersection of Calumet Avenue and Treadway Drive.
3. Development of Lot 3 with a two-story, 31,845 sf medical clinic with parking area.

As a condition of approval of the preliminary plat, a Development Parcel Plan demonstrating conformity with the Town's Development Parcel Standards must be reviewed and certified by the Town of Munster staff.



Figure 2: Excerpt of Development Parcel Plan showing lots 1, 2, and 3 and Outlots A and B.

This project was reviewed by the Town of Munster Site Plan Review Committee at a specially scheduled meeting on April 7, 2022. A preliminary hearing was held by the Plan Commission on May 10, 2022. Multiple meetings were held between the Town staff, attorney, and the petitioner's representatives since then to discuss the variances and waivers that would be required for the plans to be approved.

The applicant is requesting approval of the attached plans along with waivers from the following requirement of the Munster Subdivision Ordinance.

1. Sec. 26-313. - Lots. (b) Depth-to-width ratio. The depth-to-width ratio of the usable area of a lot shall be a maximum of 3.5 to 1.0, except no lot shall be more than 300 feet deep.
2. Sec. 26-335. - Width; culs-de-sac and dead-end streets. (b) Width of major-access and business streets. A major-access or business street shall have a right-of-way width of not less than 100 feet.
3. Sec. 26-370. - Sidewalks. (b) Sidewalks shall be provided in all new subdivisions. The location is to be at the outer boundary of land dedicated for streets unless a special problem exists. Sidewalks are to be rerouted around trees deemed to be healthy by the town manager or designee.
4. Sec. 26-6.502 Thoroughfares
5. Sec. 26--6.504.B. Civic Spaces - Design

PROJECT HISTORY

Similar plans for a subdivision and development were approved by the Town of Munster in February and March of 2018. The Town Council adopted a new zoning ordinance in December 2019. Because the project did not commence and the final plat was never recorded, the project approvals have now expired. The project is now subject to the current zoning standards.

At the time of the original approval, a traffic study was prepared that showed a traffic signal would be required at Treadway Drive once one of the following thresholds was met:

1. 35% build out of the entire 37 acres owned by CFNI;
2. Construction of 125,000 square feet of office space in the 37-acre study area;
3. Traffic counts that total 100 vehicles per hour turning left from Treadway Drive to Calumet Avenue.

An agreement for the traffic signal was drafted but not executed. The agreement stated that CFNI would install the signal at its cost once one of the thresholds was met and included a provision for the Town to install the traffic signal earlier at the Town's cost and then be reimbursed by CFNI once one of the thresholds listed above was met.

DISCUSSION

The applicant has provided a development plan for the extension of Treadway Drive and Don Powers Drive and the proposed stormwater pond. This portion of the plans is called the Development Parcel Plan. As noted above a Development Parcel Plan is a required submittal. The elements of the required plan are listed below, noting whether each had been submitted and is compliant.

Required Submittal	SUBMITTED	NOT SUBMITTED	COMPLIANT
Existing and any proposed Thoroughfares	X		No
Thoroughfare Types and Standards	X		No
Thoroughfare cross-sections	X		No
Pedestrian Sheds and their respective Common Destinations	X		Yes
Existing and proposed Civic Spaces, Civic Buildings and Civic Zones, calculation of percentage of Civic Space area	X		No
Existing and any proposed Districts	X		N/A
Existing and proposed Special Districts	X		N/A
Existing and proposed Special Requirements	X		N/A
If the Development Parcel Plan site is 80 gross acres or more, the proposed Maximum District Density per District;	N/A		N/A
Proposed Block structure in compliance with Block Perimeter Standards;	X		Unknown
Public Landscaping Plan	X		Yes
Current zoning and any proposed zoning change	X		N/A

LOTS

Lots 1 is a 3.69-acre L-shaped lot that extends from the southeast corner of Harold P. Hagburg Dr. and Donald Powers Dr. to the northeast corner of the proposed intersection of Donald Powers Dr. the Treadway Drive extension. The lot has frontage on all three streets. No development is planned for Lot 1 at this time.

Lot 2 is a 2.72-acre lot at the southeast corner of Donald Powers Dr. and the Treadway Drive extension. A 25-foot-wide ingress-egress easement is platted along the south edge of the lot which provides cross-access to Lot 3.

Lot 3 is a 2.85-acre lot with frontage along the south side of Treadway Avenue. It is proposed to be developed with a two-story, 31,845 sf medical clinic with a 182-space parking area. A full development plan for the building and lot have been submitted for approval by the Plan Commission under PC Docket 22-009. An application for multiple variances for the development plan has been submitted for approval by the Board of Zoning Appeals under BZA Docket 22-010.

Outlots A and B are designated as dry pond detention areas. A landscaping plan has been provided for Outlot A showing it to be a hydroseeded open space with a hedge and row of trees along its west edge adjacent to the Immediate Care parking lot and the asphalt walking path on Lot 1. A 5-foot-wide temporary gravel walkway is proposed along the south edge of the pond connecting the Immediate Care walking path to the Calumet Avenue sidewalk. There is no landscaping plan provided for Outlot B.

REQUESTED WAIVER FOR LOT DEPTH

Sec. 26-313. Lots. (b) Depth-to-width ratio of the Munster Subdivision Ordinance states that *The depth-to-width ratio of the usable area of a lot shall be a maximum of 3.5 to 1.0, except no lot shall be more than 300 feet deep.*

Lots 2 and 3 are both 509.67' in depth and exceed the maximum lot depth.

THOROUGHFARES

The plat and accompanying plans show the dedication of two new public roadways: an extension of Donald Powers Drive south to the edge of Lot 2 and an extension of Treadway Drive from Calumet Avenue west to Donald Powers Drive. A traffic signal is proposed to be installed at the intersection of Calumet Avenue and Treadway Drive and a roundabout is proposed for the intersection of Treadway Drive and Calumet Avenue.

1. Thoroughfare Cross Sections

Treadway Drive is shown to have a 64.5 foot right of way with the following cross-section:

- 12' multipurpose asphalt path (note: this is mislabeled as a sidewalk - sidewalks must be concrete rather than asphalt) and a 6' wide parkway along the north side of the street,
- 29' wide street with 2' wide high-back curbs,
- 7.5' wide parkway and a 6' sidewalk along the south side of the street

Donald Powers Drive is shown to have a 60 foot right of way with the following cross-section:

- 6' sidewalk at the edge of the right of way on each side
- 7.5' wide parkway on both sides
- 29' wide street with 2' wide high-back curbs

Calumet Avenue is shown to remain a 100 foot right of way with no additional dedications.

- A 6' wide sidewalk is proposed to be installed along the west edge of the Calumet right-of-way north of Treadway Drive, establishing an approximately 19' wide parkway
- A 5' wide sidewalk is proposed to be installed at the west edge of the Calumet right-of-way south of Treadway Drive.

The developer's representatives have stated their intention to install sidewalks/multi-use paths along individual lots as they are developed; so in the near term, sidewalks will be installed only along Lot 3, Outlot A, and Outlot B.

REQUESTED WAIVERS FOR THOROUGHFARES

- a. Sec. 26-335. - Width; culs-de-sac and dead-end streets. (b) Width of major-access and business streets of the Munster Subdivision Ordinance states that *A major-access or business street shall have a right-of-way width of not less than 100 feet.*

The proposed right-of-way widths of Treadway Drive is 64.5 feet and Donald Powers Drive is 60 feet, which are less than the required width.

b. Sec. 26-6.502 Thoroughfares

Sec. 26-312. - Conformity to master plan of the Munster Subdivision Ordinance states that *All proposed subdivisions shall in general conform to all of the parts of the master plans as listed under section 26-231.* Sec.26-231 includes the Munster Zoning Ordinance as one of the Town's master plans.

The Munster zoning ordinance requires that all streets conform to the standards of one of the Thoroughfare Types listed in the Munster zoning ordinance. There are 5 possible Thoroughfare Types, each with specifications for right-of-way widths, lane widths, walkway and bikeway widths and types, planter types, curbs, and lighting types that can be implemented in a CD-4.B zone. Each of these have been designed to match the character of the land use in a CD-4.B district. The Thoroughfare Standards and Bikeway Types have been included as attachments.

The proposed right-of-way widths, cross-sections and overall designs of Treadway Drive and Donald Powers Drive do not conform to any of the 5 appropriate Thoroughfare Types in the Munster Zoning Ordinance.

2. Thoroughfare Lighting

Compliant acorn-head style street lighting is proposed to be installed along Treadway Drive and Donald Powers Drive. No additional lighting is proposed or is necessary along Calumet Avenue, which is already improved with standard cobra-head streetlights.

3. Thoroughfare Plantings

The site plan includes street trees planted at the required 30' intervals within the grass parkways along Donald Powers Drive and Treadway Drive. The landscaping plan provided for the development of Lot 3 and Outlot A show street trees to be planted at 30' intervals within the grass parkway along Calumet Avenue. No street trees are shown in the parkway between Outlot B and Calumet Avenue. The developer's representatives have stated their intention to plant the trees along each lot as each is developed; so in the near term the trees will be planted only along Lot 3 and Outlot A.

4. TRAFFIC SIGNAL AND OTHER IMPROVEMENTS

The attached traffic impact study was prepared in 2018 and contains the following recommendations that pertain directly to the proposed 3-lot subdivision. Additional recommendations not listed here address the future road connections to Columbia Avenue and Main Street.

- a. *Install opposing left turn lanes on Calumet Avenue at Treadway Drive. While anticipating a future traffic signal, the left turn lanes should be approximately 200' in the NB direction and 150' in the SB direction.*

This improvement is shown in the plans.

- b. *A traffic signal should be installed at Calumet Avenue & Treadway Road when the 37 acres reaches approximately 35% build. It is at this approximate condition that a sufficient amount of traffic to warrant a traffic signal is expected to be generated by this facility. Consideration should be given to widening the east approach to Treadway Road (the Cobblestones main entrance) when the signal is installed so that two exiting lanes can exist and opposing left turn lanes can be utilized for eastbound and westbound traffic. The west approach should have two (2) exiting lanes including an exclusive left turn lane with 200' of storage.*

The widening of the east approach to Treadway Drive is shown on the plans, the traffic signal is shown to be installed in the "future". As noted above, a draft agreement was prepared, but not executed that required CFNI to install a traffic signal when one of the following conditions was met:

- 35% build out of the entire 37 acres owned by CFNI;
 - Construction of 125,000 square feet of office space in the 37-acre study area;
 - Traffic counts that total 100 vehicles per hour turning left from Treadway Drive to Calumet Avenue.
- c. *The speed limit on Calumet Avenue should be reduced to 35 MPH (from 45 MPH) from Main Street to Columbia Avenue/Centennial Drive prior to the improvements to Calumet Avenue at Treadway Road being installed (left turn lanes added), which should occur prior to the west approach to Treadway (main entrance) being opened to traffic.*

The Town of Munster implemented this recommendation by ordinance in 2018.

BLOCK SIZES

The Munster Zoning Ordinance requires that the perimeter of blocks formed by new and extended thoroughfares in the CD-4.B district be no greater than 2400'. This standard of small blocks is intended to ensure walkability and to reduce congestion by dispersing vehicular traffic throughout commercial districts rather than concentrating it on a few major thoroughfares. One new block bounded by Harold P. Hagburg Dr. on the north, Calumet Avenue on the east, Treadway Drive on the south, and Donald Powers Drive on the west is created with the proposed 3 lot subdivision. This block has a perimeter of 2088.33'. It is unknown whether the remainder of the blocks shown in the Development Parcel Plan comply with the maximum block size, but it appears that they do not.

CIVIC SPACE

All proposed greenspaces, such as retention ponds, must be designated as a Civic Space Type. The Civic Space Types have been included as an attachment. Of the 7 types of Civic Spaces described in the zoning ordinance, staff suggests that a Green is the most appropriate type for this project. A Green is described as *An Open Space, available for unstructured recreation. A Green may be spatially defined by landscaping rather than Building Frontages. Its landscape shall consist of lawn and trees, naturalistically disposed.*

Outlots A and B are proposed to be developed as dry retention ponds. A hedge screen and a row of trees are proposed along the west edge of Outlot A. The remainder of the lot will be lawn. All of Outlot B is proposed to be lawn.

When a development lot has frontage on a Civic Space, the building setback and screening requirements are the same as if it faced a street. The proposed development of Lot 3 does not comply with those standards.

REQUESTED WAIVER FOR CIVIC SPACE

Sec. 26--6.504. Civic Zones of the Munster Zoning Ordinance lists the requirement for, types, and standards for the design of Civic Spaces.

Sec. 26-312. - Conformity to master plan of the Munster Subdivision Ordinance states that *All proposed subdivisions shall in general conform to all of the parts of the master plans as listed under section 26-231.* Sec.26-231 includes the Munster Zoning Ordinance as one of the Town's master plans.

The proposed Outlots A and B do not conform to the standards for a Civic Space and the proposed development plan for Lot 3 does not meet the building and lot standards for a lot that has frontage on a Civic Space.

Note: if this waiver is not granted, additional variances will be required for the development of Lot 3.

PUBLIC LANDSCAPING PLAN

A public landscaping plan has been provided which shows where street trees will be installed as well as the screening and landscaping within Outlots A and B. As noted in the Thoroughfare section and the Civic Space section above, street trees are provided along Treadway Drive, Donald Powers Drive, and Calumet Avenue, but waivers are being sought from the Thoroughfare standards. As noted in the Civic Space section, a waiver is being sought from the Civic Space requirements.

STORMWATER

As noted above, stormwater is proposed to be detained in two dry detention ponds, Outlots A and B along Calumet Avenue. The Development Parcel Plan shows two additional ponds to be developed in the future: one along Calumet Avenue south of Outlot A and a second along Columbia Avenue north of Treadway Drive. A full stormwater report has been submitted and is under review by the Town Engineer.

RECOMMENDATION

Conditions

Staff recommends approval of the plat subject to the following conditions:

1. Execution of an agreement between the Town of Munster and the Community Foundation of Northwest Indiana requiring that the Community Foundation of Northwest Indiana install a traffic signal at the intersection of Calumet Avenue and Treadway Drive when one of the following thresholds is met:
 - a. 35% build out of the entire 37 acres owned by CFNI;

- b. Construction of 125,000 square feet of office space in the 37-acre study area;
- c. Traffic counts that total 100 vehicles per hour turning left from Treadway Drive to Calumet Avenue.

And including a provision permitting the Town to install the traffic signal prior to any of the above thresholds being met and requiring CFNI to reimburse the Town for the costs and expense of the traffic signal when any one of the three thresholds set forth above are met.

2. As a condition of receiving a waiver of *Sec. 26-335. - Width; culs-de-sac and dead-end streets. (b) Width of major-access and business streets. A major-access or business street shall have a right-of-way width of not less than 100 feet*, Treadway Drive and Donald Powers Drive south of Treadway Drive should conform to one of the Thoroughfare Types of the Munster Zoning Ordinance.
3. Thoroughfare trees be planted in the Calumet Avenue parkway east of Outlot B, north of Treadway Drive.
4. As a condition of receiving a waiver of *Sec. 26--6.504. Civic Zones*, additional landscaping should be installed within Outlots A and B.
5. A 6' wide sidewalk be installed along Calumet Avenue south of Treadway Drive.
6. Plans be subject to a final engineering review by the Town Engineer.

REQUESTED WAIVERS

The following waivers are requested by the applicant:

1. From Sec. 26-313. Lots. (b) Depth-to-width ratio to permit Lots 2 and 3 which are 509.67' in depth and exceed the maximum lot depth of 300'.
2. From Sec. 26-335. - Width; culs-de-sac and dead-end streets. (b) Width of major-access and business streets to permit Treadway Drive to have a right-of-way width of 64.5 feet and Donald Powers Drive to have a right-of-way width of 60 feet, which are less than the required width of 100 feet.
3. From Sec. 26-6.502 Thoroughfares, waiving the requirement that Treadway Drive and Donald Powers Drive comply with the Town of Munster Thoroughfare Standards.
4. From Sec. 26--6.504. Civic Zones waiving all requirements for Civic Space.

MOTION

The Plan Commission may wish to consider the following motion:

Motion to approve PC Docket No. 22-005 granting approval of the preliminary plat for Community Foundation Addition Block 5 with the following conditions and waivers to be determined by the Plan Commission.