

# PLANAPALOOZATM

REPORT





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### INTRODUCTION

As part of the Livable Character-Based Code project, the Town of Munster and consultant Town Planning & Urban Design Collaborative (TPUDC) held a Planapalooza™ in July 2018. Member of the consultant team worked directly with Town staff, elected and appointed officials, stakeholders and the public to begin to create updated zoning regulations for the Town. The entire process was open to the community, who were invited to roll up their sleeves and participate in the project.



The *Livable Munster Character-Based Code* is a project of the Town of Munster with the goal of improving the economic vibrancy, aesthetic appearance and overall livability of the Town by modernizing the current zoning regulations. A character- or form-based code is one that emphasizes building massing and scale and the relationship between the building façade and the public realm, rather than focusing on separation of uses. These types of codes ensure more predictable built results and high-quality development and have been successfully implemented in cities and towns across the country. Munster's current zoning ordinance has been identified as a barrier to the type of high-quality development that the residents of Munster envisioned for their future when they created and adopted the 2010 Comprehensive Plan. The Town intends to utilize the modernized code as a tool to help it reorient from an auto-oriented bedroom community to a community of walkable, mixed-use centers linked together by complete streets.

It is hoped that the project will promote sustainable growth, support transit, create a legacy of unique parks and open spaces, facilitate growth as a hub of the regional trail system, strengthen infrastructure and allow the redevelopment of older, underutilized areas as walkable, mixed-use centers. A successful Character-Based Code will spur high-quality development and redevelopment, help attract and retain young professionals and families, and improve pedestrian, bicycle and transit facilities.

**Source:** www.munster.org/category/subcategory. php?categoryid=30



## **OPENING PRESENTATION**

On the first evening of the Planapalooza<sup>™</sup>, TPUDC Principal Brian Wright delivered an introductory presentation on the principles of good urban planning, sustainable growth, and the goals of the Livable Munster project.

- · Protects most-loved parts of the Town
- · Enhances areas that need improvement
- Creates more predictable outcomes
- Creates something for everyone & the right place for everything
- Balances all modes of transportation
- Enhances economic viability of the area
- · Easier to use & administer



## WHAT WILL A MODERNIZED CODE DO?

- Be consistent with the goals of the Comprehensive Plan
- Ensure high quality development
- Distinguish Munster from neighboring communities
- Accommodate transit-oriented development if train stations are built
- · Enable high-quality mixed use development
- · Be clear, predictable and user-friendly
- Be easy to administer
- · Reduce subjectivity in review and approval process
- Attract younger residents
- Encourage a wider variety of housing options and building types
- · Improved connectivity for walking and biking

# WHAT SHOULD BE THE GOALS OF THE **NEW ZONING ORDINANCE?**

The presentation also included a summary of information gathered during the "Project Kick-Off" and "Preparation & Analysis" Phases of the project, including some of the things residents like most about Munster, and some of the perceived challenges of the current zoning ordinance.

- The community
- Quantity & quality of parks & open spaces
- Great schools
- Family-friendly neighborhoods
- Safe community, low crime rate
- Affordable place to live compared to the region
- Close to Chicago



# WHAT DO YOU LIKE MOST ABOUT MUNSTER?

- Not easy to administer
- Too much subjectivity in review and approval process
- Complicated development review process
- Discourages development
- Not user-friendly
- Not enough regulation of building appearance/materials
- Too many PUDs and variances
- Lots of nonconformances
- Traffic issues, especially on Calumet
- Lack of proper "gateways" to Munster



WHAT ARE PERCEIVED CHALLENGES OF THE CURRENT ZONING?

# **OPENING PRESENTATION: HANDS-ON WORKSHOP**

Following the presentation, the TPUDC team facilitated a hands-on workshop where the public worked over maps to identify how they might like to see the Town evolve in the future, and to discuss any concerns or ideas they had relating to the updated zoning code or development in the Town. Using colored dots and markers, participants indicated places they like and dislike, and also opportunities for improvements in the Town. After the workshop, each group presented their "big ideas," which are summarized on the following page.













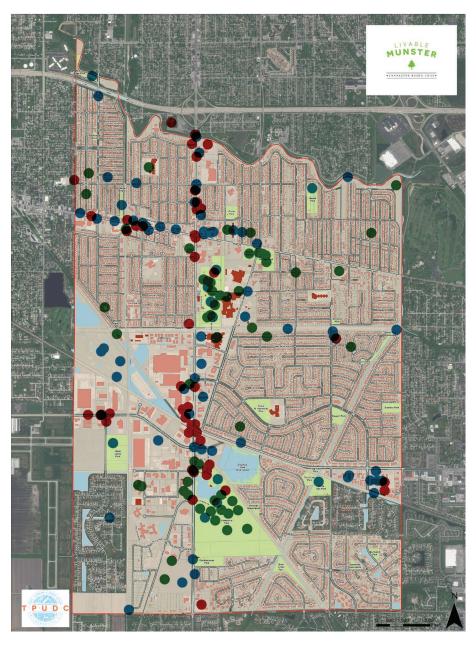








## **OPENING PRESENTATION: HANDS-ON WORKSHOP**



- More bike paths
- · Improve intersections and pedestrian crossings on Calumet
- Provide consistent sidewalks throughout Town
- Maintain historic neighborhoods
- Maintain excellent reputation for schools and health care facilities
- Preserve and maintain parks and open spaces
- Encourage tech-based businesses to redevelop industrial areas
- · Encourage more beautification efforts
- Provide more senior housing
- Support more small, independently-owned shops; fewer chains
- Provide better pedestrian connectivity, walking trails & access
- More parks in the northwest portion of Town
- Focus development activity in the northern part of Town
- · Create a downtown around Centennial Village
- · Munster can have more than one center
- Consider relationship between parking and the street
- Consider a mountain bike park or outdoor recreation area on the Lansing Country Club site
- More condo-type housing would appeal to younger people
- · Reduce speeding, especially on Ridge Road
- · Consider a trolley on Calumet
- Improve the gateways to Town
- Allow pockets of mixed-use development in neighborhoods
- Update architecture, enforce building design standards
  - Places you love the most
  - Places that there are opportunities for improvement
  - Places you love the least

# **TECHNICAL MEETINGS**

On the first full day of Planapalooza<sup>™</sup>, members of the consultant Team met with a number of focus groups to discuss specific topics of interest, including transportation, design, land use and development. Participants included both stakeholders and interested members of the community. Some of the topics of discussion included:

#### **Multi-Modal Transportation & Transit-Oriented Development**

Residents shared that Munster has a good trail system, but that the bike paths and trails focus more on recreation than destination. The community expressed an interest in better linkages between neighborhoods and to/from destinations like parks, convenience stores and schools. There was a considerable amount of discussion about the proposed train stations on the north and south end of the Town. Some feel that a train will provide opportunities, while others feel it will be detrimental to the community. There was some concern about the properties located in the areas slated for TOD redevelopment, including a hesitancy to allow affordable, for-rent housing in those areas. There was a desire to integrate the bike network and facilities into the TOD development, and to consider bike share options. There were also continued discussions of traffic issues, particularly on Munster's main corridors.



#### **Corridors & Streets**

The second meeting continued the conversation about traffic and connectivity. Participants pointed out a lack of neighborhood connectivity, with a number of dead-ends and cul-de-sacs preventing traffic dispersion and funneling traffic onto the main corridors. There was also some discussion of auto-oriented businesses like drive-throughs and the detrimental effect they can have on the streetscape. Residents and business owners talked about parking playing a major role in business patronage, pointing out that it can be very difficult to find parking in the new development area on Calumet north of Ridge Road.

### **Architects, Engineers, Planners, & Designers**

Participants in this meeting expressed an interest in better design regulations in the Town, to include architectural and landscape standards. One of their complaints was that Munster's "corporate" architecture can make it feel like "Nowhere, USA." They also discussed the perception that Munster is nearly entirely built out, and that there is no discernible "center" or "downtown." The design community desires a more predictable ordinance with less need for interpretation. Other topics of discussion included signage, street trees, setbacks, alleys and parking location.

#### Land Owners, Developers, & Business Owners

The biggest concern of land owners and developers in Munster appears to be a lack of predictability in the development approval process. Participants stated that approvals take a long time and that parking regulations may need to be re-evaluated. There was discussion of surface vs. structured parking and opportunities for shared parking, particularly in areas south of Ridge Road. There is concern about the planned development of three distinct "center" of Munster - two TODs and Centennial Village. Some worried that a large amount of development all at once will be detrimental to businesses and oversaturate the market.



#### Neighborhoods

The final meeting covered a wide range of topics, beyond just neighborhoods. Participants discussed everything from rental housing to rezoning. One of the most important topics was the neighborhood on the northwest side of Town slated for potential future TOD development. The community understands the need for additional housing options, particularly for young people and seniors, and this may be an appropriate area to do it. However, there are ongoing concerns about rental housing, especially in areas so close to established single-family neighborhoods.

There are some concerns about lot dimensions, utility placement, and setbacks, particularly along Ridge Road. There was also some discussion of the potential for tiny houses in Munster, and whether or not there are appropriate places to introduce some new types of housing.

# **FARMERS MARKET**











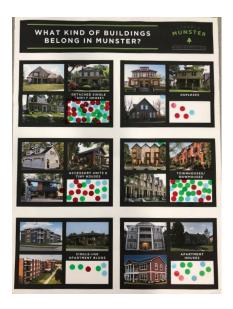


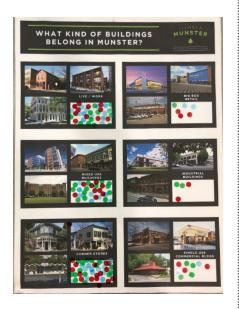


On the third day of Planapalooza<sup>™</sup>, the TPUDC team visited the Sunday Market in Centennial Park. They asked the community three important questions:

- 1. What kind of buildings belong in Munster?
- 2. Where should the center of Munster be?
- 3. What should the center of Munster look like?

The community used stickers to share their ideas and chatted with the consultants about the future of the Town.





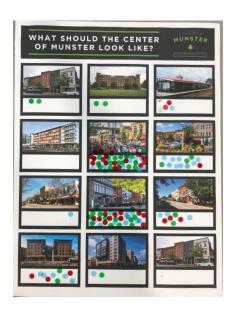
#### What kind of buildings belong in Munster?

The most popular building types were detached single-family houses, accessory units, tiny houses, townhouses/rowhouses, live/work buildings, mixed-use buildings, and corner stores. Participants were less enthusiastic about duplexes, single-use apartment buildings, apartment houses, big box retail, industrial buildings, and single-use commercial buildings.



# Where should the center of Munster be?

Most people thought the center should be in the Centennial Village area and/or near the intersection of Ridge Road and Calumet Avenue. A number of participants also indicated that they'd like to see a center in the two areas planned for transit-oriented development.



# What should the center of Munster look like?

Overwhelmingly, most of the participants in this exercise chose images of lively, vibrant, colorful centers with pedestrian activity, outdoor dining, and a mix of uses. Fewer people liked the images of large scale buildings with less lively streetscapes.

## PLANNING IN THE STUDIO

The entire Planapalooza<sup>™</sup> process was open to the public from Friday morning until Monday afternoon. During this time, stakeholders and citizens were able to stop in to the studio, located in Town Hall, to share their ideas and check on the progress of the team. Town Staff also joined the team to discuss the direction of the Zoning Map and the identification of Character Districts.

A character- or form-based code is one that emphasizes building massing and scale and the relationship between the building facade and the public realm, rather than focusing on separation of uses. These types of codes ensure more predictable built results and high-quality development and have been successfully implemented in cities and towns across the country. Munster's current zoning ordinance has been identified as a barrier to the type of high-quality development that the residents of Munster envisioned for their future when they created and adopted the 2010 Comprehensive Plan. The Town intends to utilize the modernized code as a tool to help it reorient from an auto-oriented bedroom community to a community of walkable, mixed-use centers linked together by complete streets.

The primary outcome of the Planapalooza was the identification of the Character Districts around which the Character-Based code will be organized. Through conversations with Town staff, stakeholders, policymakers, and citizens, it was decided that the majority of established single-family detached residential neighborhoods would be preserved, with the same or similar standards as those in the current zoning ordinance. Other areas, particularly those along corridors such as Ridge Road and Calumet Avenue, and areas around the potential future TOD stations, were more likely to be redeveloped in the future, and therefore more appropriate for rezoning.



The next step was to create illustrative renderings of the types of built character envisioned for different parts of Munster. The pages that follow include drawings and descriptions of the Character Districts that will appear on the Zoning Map for the Town.



The CD-3 Neighborhood District consists of primarily a low density single-family detached Residential area in which Houses are the predominant Building Types. It has medium to deep front Setbacks and medium to wide side Setbacks. Its Thoroughfares have curbs and may include Sidewalks and/or street trees, and form medium to large blocks.

# CD-3 R-1: SINGLE FAMILY RESIDENTIAL NEIGHBORHOOD CHARACTER DISTRICT



The CD-3 R-1 Single Family Residential Neighborhood Character District consists of primarily a low density single-family detached Residential area in which Houses are the predominant Building Type. It has medium to deep front Setbacks and medium to wide side Setbacks. Most Thoroughfares do not have sidewalks or curbs, and form medium to large blocks. It has a minimum Lot size of 12,000 square feet and an average Lot width of 75 feet.

# CD-3 R-2: SINGLE FAMILY RESIDENTIAL NEIGHBORHOOD CHARACTER DISTRICT



The CD-3 R-2 Single Family Residential Neighborhood Character District consists of primarily a low density single-family detached Residential area in which Houses are the predominant Building Type. It has medium to deep front Setbacks and medium to wide side Setbacks. Most Thoroughfares do not have sidewalks or curbs, and form medium to large blocks. It has a minimum Lot size of 9,000 square feet and an average Lot width of 60 feet.

# CD-3 R-3: MULTI FAMILY RESIDENTIAL NEIGHBORHOOD CHARACTER DISTRICT



The CD-3 R-3 Multi Family Residential Neighborhood Character District consists of primarily a low density single-family detached Residential area in which Houses and Two-Family Dwellings are the predominant Building Types. It has medium to deep front Setbacks and medium to wide side Setbacks. Most Thoroughfares have sidewalks, street trees and curbs, and form medium to large blocks. It has a minimum Lot size of 7,500 SF and an average Lot width of 60 feet, except for Two Family Dwellings which have a minimum Lot size of 4,500 square feet per dwelling unit.

# CD-4 R-4: APARTMENT HOUSE GENERAL URBAN CHARACTER DISTRICT



The CD-4 R-4 Apartment House Character District consists of primarily a medium density attached Residential area in which Apartment Houses are the predominant Building Type. It has medium to deep front Setbacks and medium to wide side Setbacks. Most Thoroughfares have sidewalks, street trees and curbs, and form medium to large blocks. It has a minimum Lot size of 7,500 SF and a minimum Lot width of 100 feet..

# **CD-4 A: GENERAL URBAN A CHARACTER DISTRICT**



The CD-4 A General Urban Character District consists of a medium density area that has a mix of Building Types and primarily Residential, Retail, Personal Service, and Office Uses; there are medium, shallow or no front Setbacks and narrow to medium side Setbacks; it has variable private landscaping; and it has Thoroughfares with curbs, Sidewalks and trees that define medium-sized blocks.

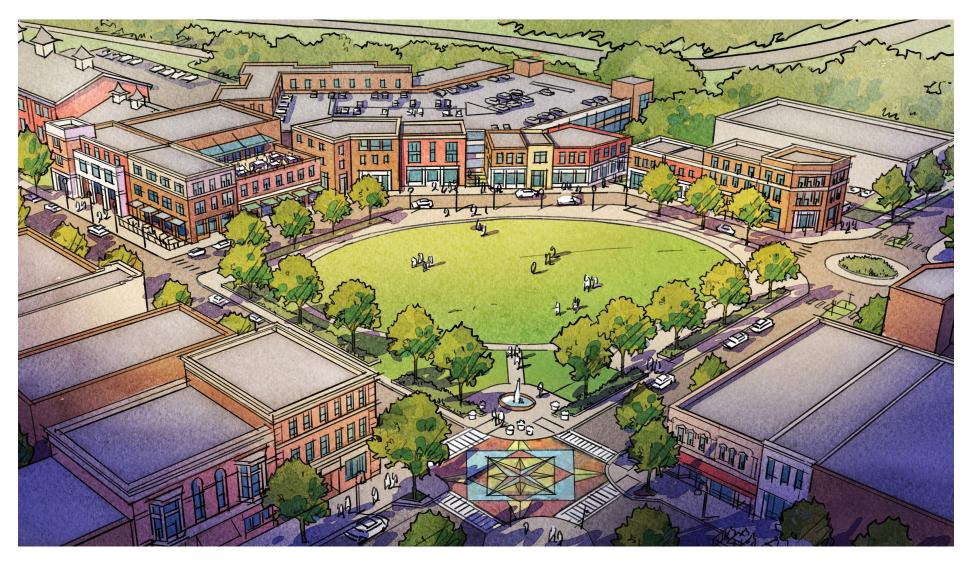


The CD-4 B General Urban Character District B consists of a medium density area that has a mix of Building Types and primarily Residential, Retail, Personal Service, Office, and Light Industrial Uses; Setbacks vary as compared to the CD-4 A General Urban District A; it has variable private and public open spaces and landscaping; Thoroughfares typically have curbs, Sidewalks and trees. Blocks may vary in size to accommodate a variety of uses.

# **CD-5: URBAN CENTER CHARACTER DISTRICT**



The CD-5 Urban Center Character District consists of higher density Mixed Use areas. It has a tight network of Thoroughfares with side Sidewalks, street lights and regular tree spacing, defining medium-sized blocks. Buildings are set close to the Sidewalks.



Civic Zone (CZ) is assigned to areas designated for Civic purposes. These may be Open Space of one or more Civic Space Types allowed within or Adjacent to any specific Character District or Special District, as well as sites dedicated to significant Buildings to be used for Civic purposes, such as municipal buildings, post offices, libraries, places of worship or assembly, and community centers.

## **WORK-IN-PROGRESS PRESENTATION**



On the final evening of Planapalooza<sup>™</sup>, the consultant team held a Work-In-Progress presentation at Centennial Clubhouse. TPUDC gave a summary of the work done and the events held throughout the event. The conceptual illustrations of each of the Character Districts were presented along with high-level ideas about neighborhood centers and corridor revitalization in the Town. The general consensus among participants in the Planapalooza was that the Town doesn't have just one "center" of density, activity, or destination. Depending on the future of the proposed transit-oriented development areas and the desire to transform Ridge Road, Calumet Avenue, and other corridors, Munster's future could bring opportunities for redevelopment in multiple areas of Town, including the TODs and the Centennial Village area.

After the Work-In-Progress presentation, the community was given another opportunity to voice their questions, concerns, and feedback about the project. Some of the topics of discussion included:

#### Growth

- Whether the ideas presented will change whether or not the train is approved.
- Liked the idea of making Ridge Road a Main Street and slowing it down, but have concerns about the Ridge Road/Calumet intersection.
- How will the future development ideas presented affect existing single-family residential neighborhoods?
- How far will the mixed use zoning extend into existing areas
- There needs to be larger scale regional thinking about transportation in Munster;
   need more alternate routes from east to west
- When zoning changes, what happens to existing property owners? There is some concern about "getting planned on."
- Like the idea of the two nodes on Ridge Road, there's more density there than anywhere else, so it's the most conducive to walking

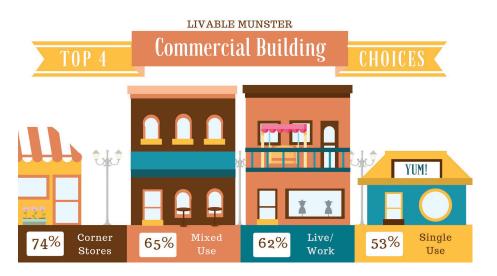
- Didn't like the idea of a multi-modal street like the example shown in Saratoga Springs; don't want a semi going through the "downtown"
- Need to make sure to look at buffers and district adjacencies
- Liked the idea that Munster is doing this for the Town, but is concerned about how the things proposed will be paid for.
- Will the code help traffic? It was explained that zoning won't impact the roads themselves, but improvements can be made in conjunction with new development.
- Concerns about Ridge Road development slowing down traffic and making it more difficult to get across Town.
- Discussion of the PUD approach, with concerns about taking away PUD as a zoning option.



### **COMMUNITY SURVEY**

As a complement to PlanapaloozaTM, a community survey was made available online for several weeks after the in-person events. The survey provided citizens, particularly those who may have been unable to attend the PlanapaloozaTM events, with an opportunity to contribute their feedback and ideas. The results of these survey questions are presented here.

# What Non-Residential Building Types belong in Munster?



### Options included:

- Corner Stores
- Mixed-Use Buildings
- Live/Work
- Single-Use Commercial Buildings
- Industrial Buildings
- Big Box Retail

# What Residential Building Types belong in Munster?



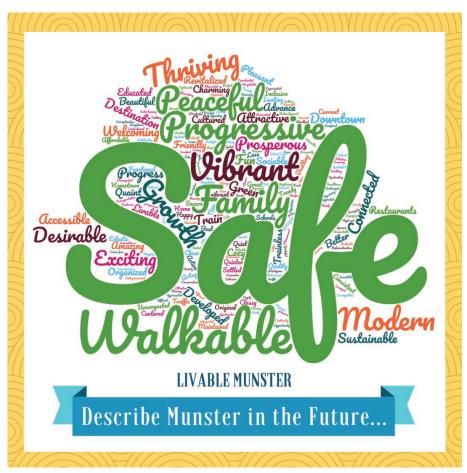
# Options included:

- Detached Single-Family Houses
- Townhouses/ Rowhouses
- Duplexes
- Accessory Units & Tiny Houses
- Apartment Houses
- Single-Use Apartment Buildings

# Describe Munster NOW with just one word:



# Describe your hopes for Munster IN THE FUTURE with just one word:



The results of this survey question help us see what is most important to residents in the Town of Munster, namely "safety," "walkability," and "vibrancy." Resident responses demonstrated that many people see Munster as a changing community that may be considered "old" or "outdated" in some ways. Others see Munster as "perfect" just the way it is, while others see "potential" and struggle with issues like "traffic." The words chosen provide insight into the community's hopes for the future, envisioning it as a "thriving," "progressive," "modern," and "peaceful" community for "family."

# What do you think are the three most important subjects that need to be addressed with this Livable Munster Character-Based Code?

48.73%
38.98%
37.29%
31.99%
27.12%
26.91%
25.85%
20.34%
19.92%
14.83%
10.59%
9.53%
9.11%

The responses to this survey question demonstrate that the community has a wide variety of priorities when it comes to the Character-Based Code. Nearly half of all respondents said that encouraging facade improvements and maintenance of existing buildings was one of the most important subjects that need to be addressed with the Code.

Introducing Character-Based standards in Munster will help the Town achieve some of the goals indicated in the survey. For example, establishing private frontage standards will help encourage improvement of existing buildings. Providing standards for sidewalks and bicycle facilities will give the Town the tools it needs to promote more multi-modal streets. The Zoning Map will help to direct where new development will take place in Munster, and clear and context-sensitive parking standards will ensure appropriate amounts of parking dependent on use and location.

While the Character-Based Code will not specifically direct what is built in the Town of Munster, it will provide the framework for the type of development that many residents and stakeholders want to see in the future.

# Please rate how satisfied you are with the following topics in Munster:

	Very Dissatisfied	Dissatisfied	Neutral	Satisfied	Very Satisfied
Parks & Recreation Facilities	1.6%	5.2%	10.6%	50.1%	32.5%
Height of Buildings	1.2%	2.8%	39%	40.2%	16.8%
Housing Choices (Type/Cost)	2.2%	11.8%	18.4%	51.8%	15.8%
Recent Development (last 5–10 years)	7.8%	18.8%	28.3%	37.3%	7.8%
Amenities for Pedestrians & Cyclists	4.8%	26.4%	23.2%	38.1%	7.6%
Shopping & Dining Choices	9.2%	31.5%	23.2%	28.3%	7.8%
Public transit service	23%	21.6%	34.4%	10.8%	10.2%

Do you think the development/redevelopment currently occurring in Munster is in keeping with the community's vision?

YES NO 61% 39%

Why..... Or why not?

- It's normal growth and change is expected
- It's making the Town more interesting
- We're moving forward like other towns
- The Town is attempting to be more pedestrian friendly
- The shops along Calumet are very nice
- Many residents like the idea of Centennial Village
- It's becoming a good place for young families
- It's attracting new businesses to the community
- · Residents like new, different restaurants
- Development has been thoughtful
- New development increases home values
- New is always better than old
- Traffic issues are being addressed
- New development makes the Town more vibrant
- New buildings are aesthetically pleasing

- It's creating more traffic and congestion
- Development occurs too slowly
- The vision is not clear
- The Town is losing green space and wetlands
- · Too many chain restaurants and businesses
- We need a nice downtown with a variety of businesses and things to do
- There are too many new businesses
- Too much urbanization
- Development is auto-oriented and haphazard
- Older businesses are being shut out by new development
- · New development is bland and generic
- · The train will create more problems with traffic
- Too much development south of Ridge Road

# LIVABLE MUNSTER Town Center Most Popular Locations





# Where do you think the "Town Center" of Munster should be?



23.18% Centennial Village



21.24% Calumet Ave. & Ridge Rd. (Fm. Town Hall)



19.10% Munster Town Hall



12.23% Community Park



9.87% Fran-lin Pkwy. & Calumet Avenue



6.44% Manor Ave. & Ridge Rd. (Potential TOD)



2.79% Intersection of Fran-lin Pkwy. & W 45th St.

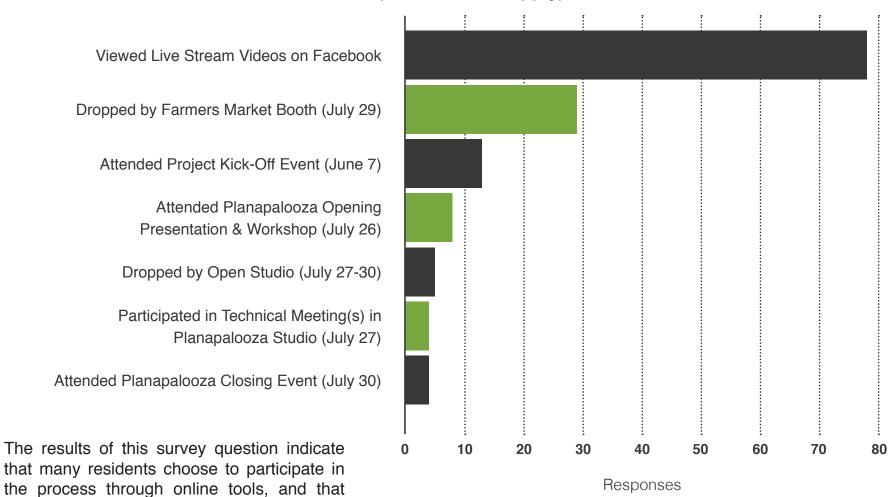


1.72% Main St. near Potential Future TOD)

3.43% Other

This survey question demonstrates that there are a variety of opinions as to where the "center" of Munster should be. It is apparent that the Town is large enough to have multiple centers. The Character-Based Code will seek to identify the desired character of the built environment in each of these areas, and to develop context-sensitive standards for each.

# How have you participated in the Livable Munster Character-Based Code process? (Check all that apply)



throughout the process.

efforts to involve those who may not be able to attend in-person events should continue



#### **Client Draft Character Based Code**

Over the next several months, TPUDC will work with the Town to create a Client Draft Code. The Code will be informed by the visioning work done during the charrette and will include metrics and standards for each of the Character Districts described in this document. The draft will be provided for Client and Town Attorney review to ensure that the Code meets the needs of the Town and all local and state laws. The Client Draft is expected to be completed in the Fall of 2018.



#### **Public Draft Character Based Code**

After receiving comments on the Client Draft Code, TPUDC will make revisions and create the Public Draft Code to be presented to the community at a joint gathering of residents, property owners, stakeholders, Plan Commission, Town Council, and Town Staff. During this meeting, TPUDC will explain the details of the new Code and provide opportunities for input and comments from the public. A Public Review Period will allow the community time to review the Code in detail and provide feedback prior to the Code Adoption phase. The Public Draft is expected to be presented in early 2019.



# **Code Adoption**

After receiving comments on the Public Draft Code, TPUDC will make revisions and create the Final Code to be presented to the Plan Commission and Town Council for adoption. The Adoption phase is expected to take place in the Spring of 2019.